

County of Imperial

Final Report

**Study of the
Imperial County Adult
Corrections System**

Prepared for:
The Study Management - Resource Committee

April, 1974

ARTHUR YOUNG & COMPANY



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555 CAPITOL MALL
SACRAMENTO, CALIFORNIA 95814

April 10, 1974

Study Management - Resource Committee
c/o Mr. Wallace C. Dickey, Director
Imperial County Criminal Justice
Planning Unit
1097 Airport Road
Imperial, California 92251

Dear Committee Members:

This is the final report for our project, "Study of the Imperial County Adult Corrections System." An Executive Summary is contained in Section I. Appendix A serves as the final report for our companion project, "Survey of Administrative Facility Needs of the Imperial County Sheriff's Department."

This document has been preceded by two, detailed interim reports and thorough discussions of study findings at Committee meetings. Consequently, the information presented in this report has already been reviewed and approved by Study Committee members and the Board of Supervisors. In our opinion, this is an excellent approach to a project of this type. It precludes the potential for misunderstandings and results in a final product that has the prior endorsement of County officials.

We wish to express our appreciation for the time and interest given by Imperial County personnel during the study and, most important, their willingness to make key planning decisions. A special note of appreciation is due Mr. Dickey, Sheriff Fox, Captain Fulmer, and Mr. Pennings for their excellent cooperation and assistance.

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Study Management -
Resource Committee

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April 10, 1974

If questions arise concerning this report or any other aspect of our study, please feel free to contact Mr. Joseph F. Hill at our Sacramento Office (916) 443-6756.

Yours very truly,

Arthur Young & Company

The preparation of these materials was financially aided through a Federal Grant from the California Office of Criminal Justice Planning under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. The United States of America and the State of California disclaim responsibility for any opinions or conclusions contained therein.

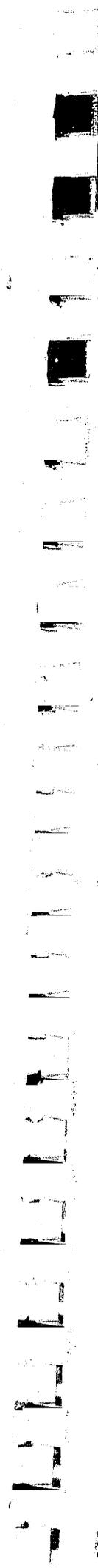


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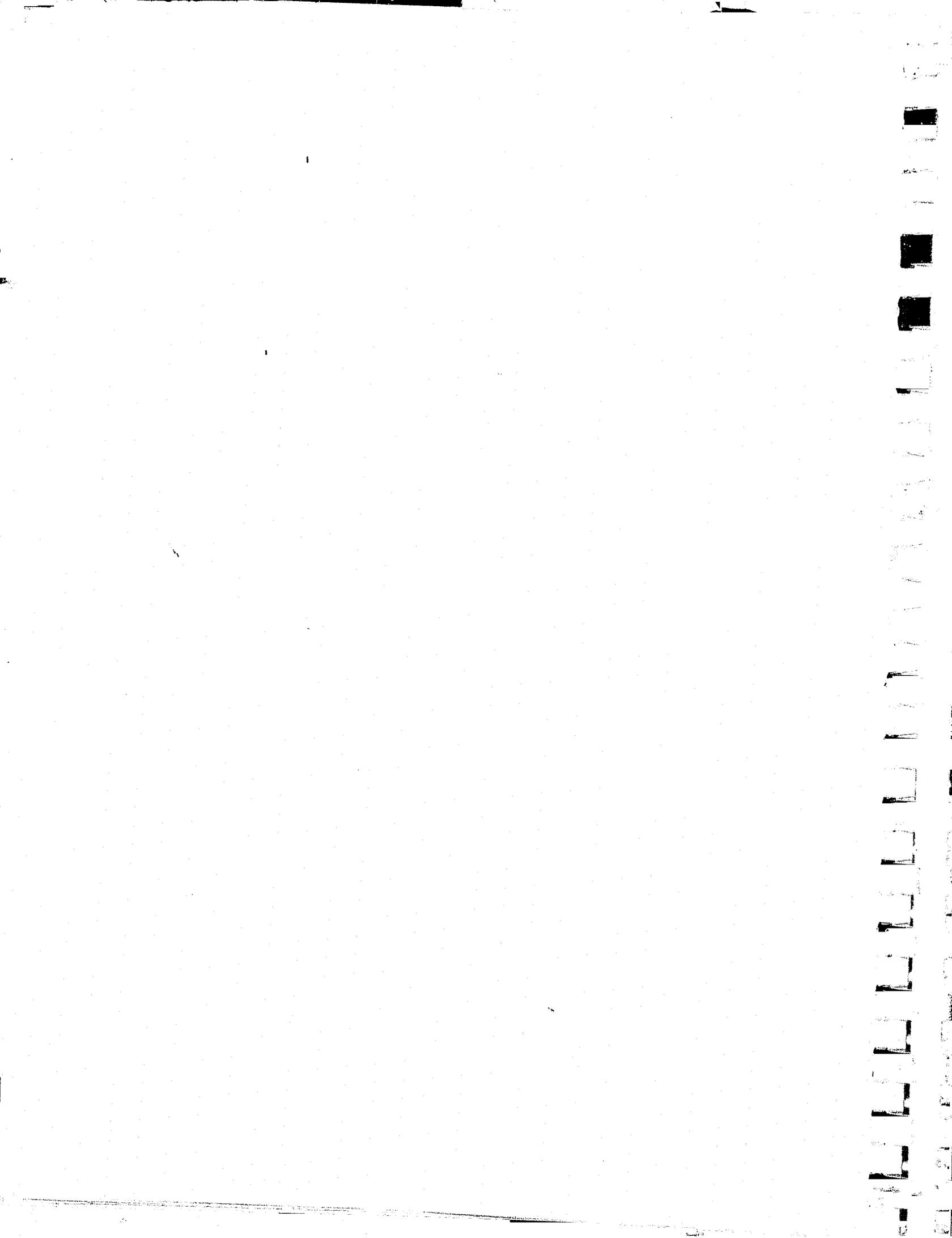
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I. INTRODUCTION AND EXECUTIVE SUMMARY

On November 12, 1973, the County of Imperial, in cooperation with the Region S Criminal Justice Planning Board, contracted with Arthur Young & Company to perform a study of the Imperial County Adult Corrections System. This study encompassed an analysis of space requirements, diversion programs, rehabilitation programs, and other major aspects of adult detention facilities and operations within the County. The study was funded by a grant from the California Office of Criminal Justice Planning (formerly the California Council on Criminal Justice).

In December, 1973, the County decided to initiate a companion study of administrative space needs for the Imperial County Sheriff's Department (ICSD). This was done to assure coordination of facility planning between the corrections functions and all other functional requirements for ICSD space. The second study was funded independently by Imperial County and was conducted concurrent with the corrections study. The results of the administrative space study are documented in the appendix to this report (as well as the interim reports) to provide continuity while at the same time maintaining the required contractual and funding separation.

This final report summarizes the key aspects of both studies. It has been preceded by two interim reports containing substantial detail. To avoid repetitive documentation, important parts of the interim reports are merely summarized herein. References are made to either the first or second interim report, where appropriate, for readers who may be interested in more detailed information.

In this introductory section we describe the objectives and scope of the corrections study, and briefly summarize the activities completed. Following that, our major findings and recommendations are submitted in the form of an executive summary. Appendix A provides similar information for the administrative space study.

1. PROJECT OBJECTIVES AND SCOPE

The objectives of the project, as stated in the Request for Proposal, are paraphrased below:

- . To thoroughly examine the potential impact of programs which offer alternatives to detention
- . To project, based upon available data and subject to the impact of diversionary programs, the average number of persons by category who are likely to be incarcerated through the year 2000.
- . To determine the facility requirements necessary to meet projected needs, including space, site location, and costs
- . To determine whether or not present facilities can be remodeled to meet projected needs, and the general cost of such renovation
- . To develop facility and program cost estimates, and provide a short and long-range recommended construction program based on pre-architectural block plans
- . To develop capital cost financing alternatives to effectuate the plan
- . To provide an organization plan for the recommended program.

The scope of the project was clearly limited to adult corrections operations and facilities in Imperial County. Under this general heading, the study included all aspects of programs and services for pre-sentenced and sentenced adult offenders.

2. METHODOLOGY

Our technical approach focused first on data collection necessary to:

- . Develop an understanding of the current corrections system in Imperial County
- . Identify current problems
- . Develop profiles of arrestees and inmates.

This was accomplished through numerous interviews and records searches by our staff and ICSD personnel.

Following the data collection effort, it was necessary to develop baseline projections of inmates through the year 2000. These baseline projections were then modified to reflect the impact of new programs that we recommended for implementation in Imperial County. Throughout these and other processes, the Management - Resource Committee established for this study was frequently consulted. This Committee reviewed all major findings and made recommendations to the Board of Supervisors on matters which affected subsequent study activities. In turn, the Board made all final decisions and acted as the final arbitrator of any differences of opinion.

After the range of programs to be implemented was determined, and the approximate size of required detention facilities known, a site was selected and facility block plans developed. Recommendations were also developed at that point for the administration and operation of detention facilities, and for the implementation of all system changes recommended and approved during the study.

3. SUMMARY OF FINDINGS AND RECOMMENDATIONS

The format and content of this section, which serves as an executive summary, closely corresponds to the text of subsequent report sections.

(1) Factors Influencing Corrections System Development

Many social and economic factors affect the evolution and design of a corrections system. Section II of our report, however, lists and briefly discusses only those factors which had a direct and substantive bearing on this study. The factors are:

There are several major problems in the current Imperial County Corrections System, including:

- Main Jail facilities are totally inadequate
 - responsibilities for system elements lack coordination
 - the administration and operation of detention facilities require improvement
 - records systems and procedures need improvement and coordination
- . Profiles of arrestee and inmate characteristics were developed and disclosed minimal use of alternatives to incarceration. This was despite the fact that a large number of arrestees/inmates were minor offenders residing in the County
 - . Special consideration was given to recent legislation, trends in judicial decisions, and the current Federal District Court action involving the Imperial County Jail
 - . The large number of Federal prisoners in the County Corrections System had a continuing, major influence on the direction and content of plans developed during this study
 - . Most of the study recommendations were developed in accordance with the California Minimum Jail Standards. The Standards, together with decisions made by the Board of Supervisors at key points in the project, served as the principal planning guidelines.

(2) Baseline Jail Population Projections

Projections of future jail population levels through the year 2000 are presented in Section III of the report. Those projections, however, are "unmodified" in that they assume no change in the current levels of programs and current use of alternatives to incarceration. (Modified projections are presented in Section V, following a description in Section IV of several new programs that will reduce the estimated jail populations.)

Baseline projections are provided for unsentenced and sentenced County inmates, and for unsentenced Federal inmates. Estimates of sentenced Federal prisoners were not made since

their number is dictated largely by County policy. Total baseline projections for the year 2000 are:

- . Unsentenced County inmates - 100
- . Sentenced County inmates - 129
- . Unsentenced Federal inmates - 133

The projections of total beds required for these 362 inmates includes a 20% factor for segregation and peak populations. The total estimated requirement is 435 beds.

(3) Summary of Recommendations and County Decisions

Our recommendations and the decisions made by the Board of Supervisors regarding the development of the corrections system are presented in Sections IV, V, and VI of this report. In the following pages, we present a concise summarization of these recommendations and decisions. The section and subsection number in the report which contains the more detailed descriptions follow each item. Implementation costs are estimated in the report text and summarized in Exhibit XXV, which follows page 103 of report Section VII. (Section VII contains general implementation plans and is not summarized in this part of the report.)

RECOMMENDATIONS/DECISIONS RELATED TO CORRECTIONS PROGRAMS

. A total system concept for corrections programming in the County should incorporate responsibility for diversion, release, and rehabilitation programs under one County Department. (IV, 1)

. The Probation Department should assume responsibility for planning, development, coordination, evaluation and operation of corrections programs dealing with pretrial release, diversion, and rehabilitation. It should assume all but the operational responsibility for supportive corrections programs. The Sheriff's Department, however, will retain authority for final approval of the content and scheduling of any corrections programs operated within Imperial County's adult detention facilities. Actual program development will be pursued cooperatively, using an appropriate resource group yet to be established. (IV, 1)

- . The Sheriff's Department should maintain responsibility for operations of the jails, as well as for the implementation and operation of supportive programs developed by the Probation Department. (IV, 1)
- . An intake classification program should be developed within the Probation Department to:
 - determine the eligibility of arrestees for pretrial release programs
 - determine jail segregation requirements of those ineligible for pretrial release
 - obtain preliminary data concerning the on-going requirements of those convicted and sentenced to county time, such as work assignments, rehabilitative programs, and eligibility for work/education furlough. (IV, 5)
- . The misdemeanor citation release program should be expanded by establishment of less restrictive criteria for release. (IV, 5)
- . A felony OR (own recognizance) release program should be developed in concert with judicial review and approval, and operated by Probation Department intake personnel. (IV, 5)
- . The alternatives of release without complaint, and referral to the Detoxification Center or Mental Health facilities, should be available to Intake Classification personnel. (IV, 5)
- . A Work/Education Program should be established for both male and female sentenced prisoners. (IV, 5)
- . The County Work Program should be formalized to obtain more vocational value from it. (IV, 5)
- . The concept of Offender Assistance and Community Referral should be instituted within the Adult Division of the Probation Department, resulting in:
 - involvement of probation officers in personalized counseling and assistance of offenders both before and after sentencing
 - the "tracking" of offenders through the criminal justice system to assure they are given every opportunity to succeed in their rehabilitative efforts
 - ongoing diagnosis of problems and potential remedies

- substantial reliance on referrals to existing governmental and private organizations
- development and implementation of pre-release seminars, and job/housing placement programs. (IV, 5)
- . Internal to the Probation Department, an Office of Corrections Services should be established to serve a staff function and bear responsibility for:
 - planning, development, coordination, and evaluation of all corrections programs and services
 - identification of community resources, and coordination of their use by probation personnel. (IV, 1)
- . Special corrections programs should be afforded to Federal prisoners upon concurrence of, and after coordination with, the U. S. Bureau of Prisons. (IV, 5)

RECOMMENDATIONS/DECISIONS RELATED TO CORRECTIONS FACILITIES

- . A new adult detention facility is desperately needed and should be constructed as soon as possible. (II, 1)
- . Imperial County adopted a mid-range estimate of corrections system impact. (V, 1)
- . Imperial County established a general limit of fifty unsentenced Federal prisoners. (V, 1)
- . Imperial County restricted use of the Minimum Security Facility (MSF) to sentenced prisoners. (V, 1)
- . Imperial County adopted a policy to accept sentenced Federal prisoners to the extent beds are available at the MSF. (V, 1)
- . Imperial County selected the Clark Road site for new detention (and administrative) facilities. (V, 3)
- . The County should utilize a portion of the Clark Road site as a future Criminal Justice Center, to be developed for re-location of the Courts, District Attorney, and Public Defender in accordance with a general conceptual plan for centralization of all criminal justice offices. (V, 3)
- . The County should adopt the California Minimum Jail Standards as criteria for determining maximum inmate housing at the MSF. (V, 5)
- . A long-range plan should allow for 200 male sentenced inmates at the Minimum Security Facility after construction of a new south wing. (V, 5)

Improvements should be instituted at the Minimum Security Facility. (V, 5)

- a new south wing should be constructed to provide space for programs, counseling, housing, and storage
- air conditioning should be installed in all wings
- utilize a portion of the existing medical room for additional storage of prisoner clothing and property (after the new Main Jail is constructed)
- increase security through installation of alarms on exterior doors and windows and installation of CCTV cameras at the far ends of housing dorms and in the multi-use rooms, with monitors in the guard station
- remodel the space north of the guard station for use as a small office area and for employee lockers
- permit contact-visiting as a reward for good behavior

Improvements should be instituted at the Winterhaven Substation. (V, 6)

- seal the two exterior windows on the south side of the jail portion of the structure
- install climate control equipment for use after windows are sealed
- install a photoelectric alarm in the rear yard as a night security precaution
- complete a general refurbishing of the facility.

RECOMMENDATIONS/DECISIONS RELATED TO GENERAL CORRECTIONS
IMPROVEMENTS IN THE IMPERIAL COUNTY SHERIFF'S DEPARTMENT

The County should develop an improved corrections records and prisoner accounting system. (VI, 1)

Designate one person on each ICSD Jail Division shift (with a relief designated) as the property officer to improve prisoner property control. (VI, 2)

Provide a locked receptacle with a limited number of keys available for delivery of inmate cash and valuable property. (VI, 2)

Medical staff should be assigned administratively and organizationally to the Sheriff's Department. (VI, 3)

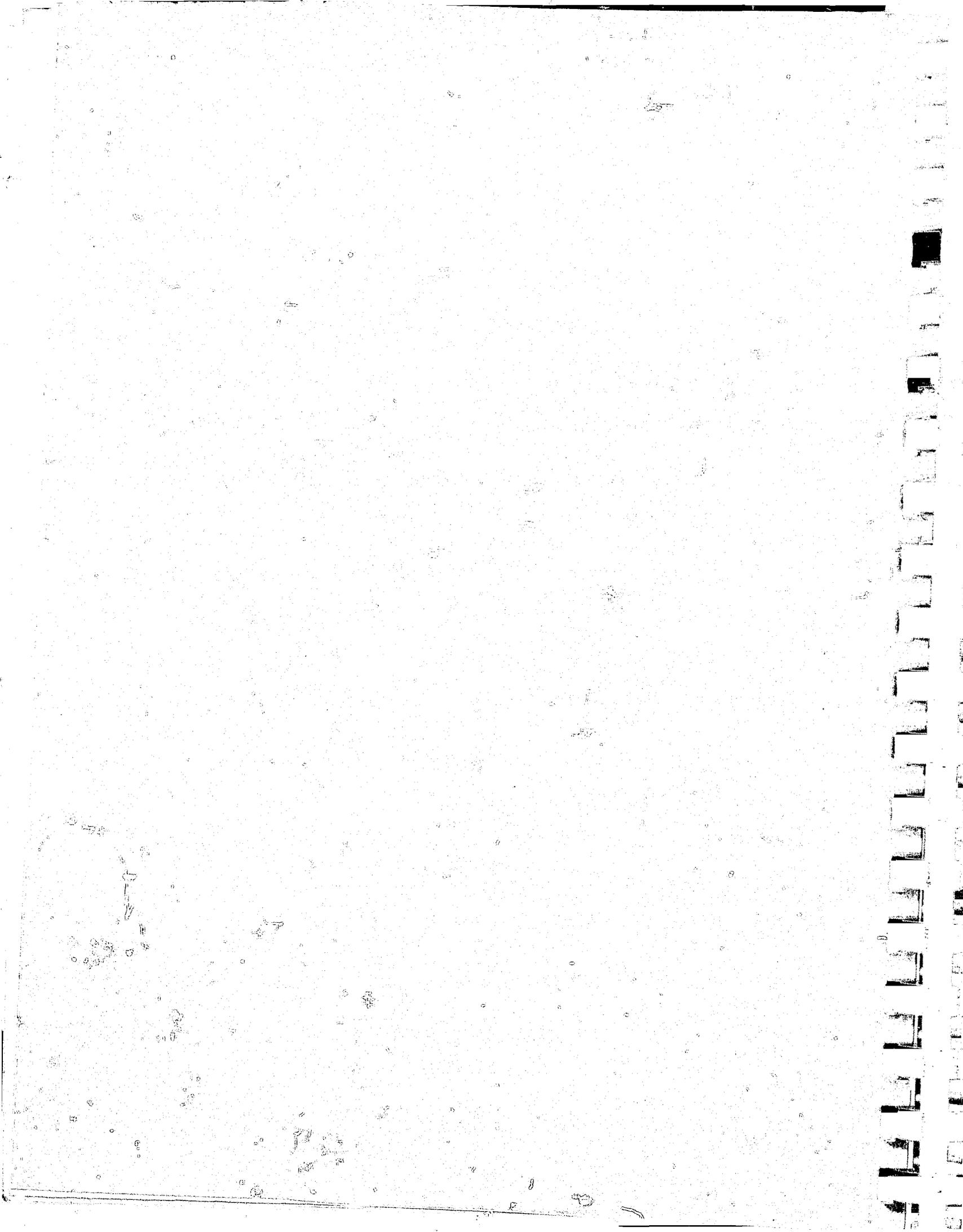
Every effort should be made to segregate ill prisoners. (VI, 3)

Provide a more suitably equipped and spacious medical examination room at the Main Jail. (VI, 3)

- . Conduct a general physical examination of new inmates. (VI, 3)
- . All Sheriff's Department personnel who handle prisoners or food should be required to have a periodic chest X-ray or TB skin test. (VI, 3)
- . Prepare and distribute to all staff, procedures applicable to medical services. (VI, 3)
- . Increase the medical staff capabilities by adding a half-time nursing position, and by increasing the County budget to provide at least a half-time physician. (VI, 3)
- . A Food Service Manager should be employed to serve the needs of all major County institutions. (VI, 4)
- . Acquire new equipment for the existing laundry and continue its operation until a new Main Jail is constructed or plan modifications dictate other decisions. (VI, 5)
- . A comprehensive, well-planned recreation program should be developed. (VI, 6)
- . Periodic use of Reserve Officers should supplement existing jail staffs to provide guard support for additional inmate recreation time. (VI, 6)
- . A library program should be developed with the assistance of County Public Library personnel and implemented by the existing staff. (VI, 7)
- . Increase inmate visiting hours, possibly through the use of Reserve Officers to supplement existing staff. (VI, 8)
- . Locked, secure telephone booths should be installed adjacent to housing units for the use of inmates when approved by assigned officers. (VI, 9)
- . Commissary service should be provided twice a week. (VI, 10)
- . A voice monitoring system should be installed in the Main Jail. (VI, 11)
- . A comprehensive manual of jail policies and procedures should be developed in the near future. (VI, 12)
- . Long-range plans should be initiated for the administration and operation of new programs, services, and facilities. (VI, 12)
- . An Imperial County Corrections Planning Task Force should be established. (VI, 12)

- . Assignment to the ICSD Jail Division should be for a minimum of two years and should involve a greater mixture of experienced personnel. (VI, 13)
- . The County should comply with all corrections training requirements specified in the Minimum Jail Standards. (VI, 13)
- . The position of Lieutenant should be authorized as second-in-command of the Jail Division. (VI, 14)
- . An additional Deputy Sheriff should be assigned to the Main Jail for support functions. (VI, 14)
- . Two Sergeants positions should be authorized for the MSF, one an upgrade and the other a new position. (VI, 14)
- . Five Minimum Security Guard positions should be upgraded to Deputy Sheriff positions. (VI, 14)
- . The new laundry supervisor's position should be considered as a services and supplies position, to be manned by a civilian employee. (VI, 14)

II. FACTORS INFLUENCING CORRECTIONS
SYSTEM DEVELOPMENT



II. FACTORS INFLUENCING CORRECTIONS SYSTEM DEVELOPMENT

This section provides an overview of key factors which have influenced our development of an improved Imperial County Corrections System. Certainly, many social and economic considerations influence any corrections system but the intent here is to limit the discussion to key topics that have had a direct relationship to the local corrections planning. Generally, the subjects of most importance are the following:

- . The problems existent within the present corrections system
- . The major characteristics of arrestees entering the Imperial County Corrections System, and the profile of inmates housed in local detention facilities
- . Legislation and court decisions
- . Federal prisoners
- . Corrections planning guidelines

The significant aspects of each of these subjects are discussed in the following paragraphs.

1. CURRENT MAJOR PROBLEMS

During the initial survey of public and private agencies in Imperial County, we identified a number of problems which demanded special attention during the subsequent development of recommended improvements. These problems were enumerated in our first interim report. Those of most significance are summarized below:

- . Main Jail Facilities are Totally Inadequate
The Main Jail in El Centro, parts of which are 50 years old, acts as a severe barrier to the effective provision of corrections programs and services. There is no doubt that new detention facilities are required.

• Alternatives to Detention are Seldom Used

Law enforcement agencies in Imperial County make little use of the misdemeanor citation process. There is no felony OR (own recognizance) release program, no work/education furlough, and no intake screening to determine suitability for such programs.

• Responsibilities for System Elements Lack Coordination

The Probation Department manages the required Drug Diversion and County Parole programs; the Health Department will control the planned Alcohol/Drug Detox Center; and the ICSD administers other jail programs, including citation release. No single agency is responsible for all rehabilitative and/or release programming, and true coordination of resources and objectives is lacking. This uncoordinated approach could also be observed in the planning of new facilities (and services to be provided within those facilities) in the County.

• The Administration and Operation of Detention Facilities Require Improvement

If we ignore major difficulties caused by the seriously inadequate Main Jail, there still remains a significant number of problems related to the administration and operation of adult detention facilities in Imperial County. An illustrative listing is provided below:

- There are few documented policies and procedures
- Inmates are not consistently classified and segregated
- Many corrections employees lack adequate training
- ICSD corrections staffing levels are minimal
- Control of prisoner property is not satisfactory
- The presence of a doctor at sick call has not been consistent
- Safeguards in the form of alarms, CCTV, etc. are needed
- Visiting is allowed only during a four-hour period on Saturdays
- Educational, vocational, and recreational programming is either absent entirely, or infrequently provided.

• Records Systems and Procedures Need Improvement and Coordination

Accurate data on prisoner accounting and system effectiveness is not possible without improving the existing records systems. Records maintained by various criminal justice elements should be integrated into a total records plan for the County.

As was indicated at the beginning of this discussion, other problems were described in the first interim report. However, the foregoing list includes those with which we were most concerned as we analyzed alternatives for improvement.

2. IMPERIAL COUNTY ARRESTEE AND INMATE PROFILES

At our request, the Sheriff's Department conducted an extensive survey of all persons booked at the Main Jail during the period December 1, 1972, through November 30, 1973. The survey captured information from booking forms on a random basis. A total of 1,932 arrestees were sampled, which represents 19% of the annual sum of Main Jail bookings and probably 16-17% of all bookings in the County (including city jails and bookings at the Winterhaven Substation that are not transferred to the Main Jail).

In addition to the booking survey, ICSD personnel conducted interviews with nearly everyone in the County Jail system on December 18, 1973, to obtain more detailed information on persons actually in custody (as differentiated from those arrested). Forms were completed on 307 inmates.

Complete results of the arrestee and inmate surveys are contained in Appendices A and B of the second interim report. Highlights of the data--especially as they relate to County arrestees and inmates--are presented in this subsection. (Here and throughout this report arrestees and inmates may be categorized as follows: (1) Federal - prisoners arrested for Federal crimes other than immigration violations, and material witnesses in Federal prosecutions; (2) Immigration - prisoners arrested for violating U.S. immigration laws, typically aliens, who are subsequently re-classified as "Federal" prisoners

after initial arraignment because they are then under the care and custody of the U.S. Marshall; and (3) County - includes all other prisoners arrested for violating state and local laws.)

(1) Arrestee Profile

- . About 40% of all Main Jail bookings are for the Federal Government. For females, the rate is nearly 3 out of 5.
- . Only 17% of County arrestees are felons, and half of their offenses are narcotics or drug-related.
- . Over 53% of all County arrestees are charged with drunk driving (41%) or common drunkenness (12%).
- . The foregoing two points apply equally to those County arrestees who are residents of Imperial County, as well as to the total County arrestee population.
- . Bookings by race for County arrestees follow a fairly consistent pattern comparable to the racial breakdown of County population, for both males and females.
- . About 64% of County arrestees reside in Imperial County and another 21% live elsewhere in California. For Federal arrests, the percentages are 8% and 25%, respectively.
- . Over 58% of County arrestees are employed at time of booking. The age breakdown of those unemployed generally follows the age breakdown of those arrested. In terms of race, however, a greater percentage of Negro and American Indian arrestees are unemployed (50% and 60%, respectively) than Caucasian or Mexican Americans (about 40% each).
- . In the entire sample, only three (3) arrestees were released on a misdemeanor citation at time of booking. Another 4 were released in this manner after arraignment. We recognize that this release procedure was not initiated by the ICSD until late February, 1973. Still, allowing for this factor the total citation release rate for misdemeanants amounts to no more than 1%.
- . The Court is releasing about 15% or more defendants on their own recognizance (OR).
- . About 60% of County arrestees have no prior record with the ICSD.

(2) Inmate Profile

- . Of 133 County inmates (non-Federal) in custody, 59% were arrested on a misdemeanor charge. Over half of these misdemeanant prisoners were booked for common drunkenness or drunk driving.
- . The racial breakdown of County prisoners is not as consistent with general population breakdowns as arrest rates. Caucasians represented 34% of the total and Mexican Americans equalled 51%.
- . Age groupings of County prisoners was similar to arrestee age groupings, i.e., about half under 30 years and half over.
- . Surprisingly, 76% of the County inmates reside in Imperial County. This is compared to the 64% local residency factor for County arrestees, which indicates a higher rate of release for non-County residents. For those inmates who live in the County, 33% reside in Brawley and another 30% live in El Centro. The Brawley figure is substantially out of proportion to the arrestee rates for that City.
- . About 91% of the County inmates in the jail system were never released (or had not yet been released) prior to sentencing. This must be considered in light of the fact that well over half were originally booked more than 3-4 days prior to the interview.
- . Over 73% of County prisoners held in custody had no prior local record with the ICSD. As might be expected, a slightly larger percentage were under no form of probation or parole release at time of arrest.
- . Nearly 3 out of every 4 County inmates have not completed high school and over half of those completed only the eighth grade or less.
- . About 20% of the County prisoners speak, read, or write only the Spanish language.
- . Of those in custody, 45% have one or more minor dependents.
- . Of the total inmates interviewed, 57% were Federal Government prisoners.

Except for the few major variations noted below, the County inmate profile is quite similar to the County arrestee profile. The significant exceptions are:

- . A higher percentage of felons (41% of the County inmates compared to 17% of County arrests)
- . A higher percentage of Federal prisoners (57% of jail population and 40% of bookings)
- . Higher percentages of County prisoners who: (1) are Mexican Americans, (2) live in Imperial County, or (3) have no prior record with the ICSD, than was reported for the County arrestee profile.

3. LEGAL FACTORS

Imperial County is currently involved in a Federal District Court action alleging improper operation of its jail facilities. This has resulted in research by the County Counsel of recent related cases. Thus, it would be somewhat redundant to reiterate here the ramifications of similar court actions in other California counties, most notably Alameda, Santa Clara, and San Francisco. Emphasis is deserved, however, on several trends apparent in recent court decisions. These are briefly stated below.

- . The overriding reason--if not the only reason--for incarcerating arrestees is to assure their appearance at trial. Lacking reasonable cause to believe such appearance would not be made, bail or other release alternatives should be allowed.
- . Consistent with overall requirements for management, operation, and security of a detention facility, unsentenced prisoners should be afforded the rights of any citizen.
- . Programs offered one group of prisoners should be available to other groups (i.e., males versus females, and sentenced versus unsentenced).
- . The fact that court-ordered changes in detention facilities and operations may cause expenditures the County has not budgeted (and possibly increase taxes) has not been a legal defense.

In addition to the increasing interjection of judicial review in local jail operations, there have been statutory changes made in California which have a bearing on Imperial County and, in particular, on this study. These are summarized below.

- . AB 2261 Corrections--Education Furlough: Specifies that "education," for purposes of the provisions of law relating to work furlough programs, includes educational training and counseling, and psychological, drug abuse, alcoholic, and other rehabilitative counseling.
- . AB 1020 Prisoners--Discharge: Provides that the sheriff, police chief, or person responsible for a county or city jail may apply to the presiding judge of the justice, municipal, or superior court for 30-days authorization to release inmates as specifically provided. Permits sheriff, etc., to discharge or release specified prisoners up to a maximum of five days early if inmate count exceeds bed capacity of county or city jail. The number released must not exceed the number necessary to balance the count with actual bed capacity. Inmates closest to their normal release date must be given accelerated release priority. The number of days accelerated cannot exceed 10 per cent of inmate's original sentence. Operative through December 31, 1975.
- . SB 971 Probation: Authorized probation departments to engage in activities to prevent adult and juvenile delinquency. Provides that probation departments are not limited to providing services to those on probation.
- . 1401 Criminal Procedures--On Call Magistrate:
Requires at least one magistrate be available on call to expedite issuance of search warrants, release from custody on bail and other specified matters. Requires officer in charge of jail to assist persons held in custody or their attorney to contact the on-call magistrate. Specifies that any telephone call made pursuant to this act shall not count as one of two telephone calls the person in custody has a right to make.
- . Sec. 1269B P. C. Bail Schedules: Amended to require all superior, municipal, and justice court judges in a county to jointly adopt schedules for bailable felonies.

• Sec. 1269C P. C. Bail Schedules: Amended to specify that where peace officer feels felony bail schedule is insufficient after arrest without warrant, he may prepare declaration for magistrate requesting higher bail. Defendant may file counter declaration. Magistrate has eight hours after booking to modify bail amount or scheduled amount stands.

4. FEDERAL PRISONERS

Imperial County is impacted by the incarceration of Federal prisoners as much, if not more, than any other county in California. For the past four years, half or more of the total County jail population has been Federal. The issue of housing Federal prisoners is not a simple one; it involves a complex set of factors related to social conditions, arrest rates, legal requirements, costs, revenues, and inter-governmental relations. The subject was discussed in detail in our first interim report and supplemented with additional information in the second report. Here, we only summarize major points for purposes of identifying aspects of the "Federal issue" which affected our final report on Imperial County's Corrections System and facilities.

(1) Background Information

A necessary pre-requisite to an understanding of the current situation is an identification of the key Federal organizations involved, the general Federal arrest process, and a definition of terminology used. This information is provided below.

U.S. Border Patrol - This agency patrols the U.S.-Mexico border, arrests illegal entrants, and operates a compound in Imperial County where most aliens arrested in the area are taken. Female aliens and "high-risk" males are booked at the Imperial County Main Jail. Arraignment is before a part-time U.S. Magistrate sitting in El Centro. The Border Patrol is a part of the U.S. Department of Immigration; prisoners under their control are counted under the heading "Immigration" by the ICSD for purposes of cost accounting and billings to the Federal Government.

- U.S. Marshall - The Marshall's Office is responsible for Federal prisoners after they are under the control of Federal courts, and until sentencing and assignment to a local or Federal jail. Such prisoners may or may not be U.S. citizens and could have been originally arrested by any number of Federal enforcement agencies. Prisoners under the Marshall's control are counted under the heading "Federal" by the ICSD for purposes of cost accounting. However, in this report we will generally use the term "Federal" as including all U.S. Government prisoners.
- U.S. Bureau of Prisons - This agency is responsible for Federal prisons and oversees the incarceration and welfare of Federal inmates assigned to non-Federal correctional institutions. The current contract the County has with the U.S. Government is negotiated and signed by Bureau of Prisons personnel.

The ICSD, like all other county sheriff's departments, receives prisoners arrested by Federal agencies. California statutes require the Sheriff to receive any prisoner arrested in the County and makes no differentiation between local and Federal arrests. However, we are advised that it does not require him to receive prisoners sentenced by the Federal government. This does not mean that such prisoners are absent from county jails. To the contrary, many local jails house Federal prisoners who have received relatively short sentences. The major difference in Imperial County is the number of sentenced prisoners, which is proportionately much greater than most other counties. This has not always been the case, at least not at the level currently being experienced. This situation started developing in the late 1960's and has literally exploded in the 1970's.

Exhibit I, following this page, portrays the annual growth of Federal prisoners in Imperial County corrections facilities in terms of average daily jail population (ADJP). The ADJP figures for Federal inmates were extrapolated from fiscal records which listed the number of Federal man-days each month, used to prepare billings. Although the ADJP figures are not

entirely accurate because of the source used, the important aspect is the trend. This trend is unmistakable and is verified by the more accurate totals of: (1) Federal reimbursements, and (2) Federal detainees.

The substantial increase in reimbursements in 1973 was influenced by a change in contractual arrangements effective January 1, 1973. The revised contract not only provided a higher daily rate for Federal inmates but also allowed establishment of the Jail Improvement Fund. This program provides an additional \$1.00 per day, per Federal inmate, to be used solely for general corrections improvements. The funds are placed in a separate County account entitled the "Jail Improvement Fund." Expenditures must be approved by the U.S. Bureau of Prisons. The fund was established January 1, 1973, and at the close of the year cumulative deposits amounted to \$104,392.

The significant change in Federal inmate population levels in Imperial County cannot be wholly explained. There are, however, a few facts and a larger number of opinions, the more significant of which we summarize in the following paragraphs:

- . There has been a major increase in illegal entries to the United States from Mexico. The Border Patrol estimates well over 100,000 arrests this year. Further, it is believed that the arrest total is no more than 10% of those actually in this Country under alien status. Unemployment, drought, and a generally poor standard of living for laborers in Mexico are offered as reasons for the significant influx of aliens.
- . There have been substantial increases in Federal arrests of U.S. citizens, principally related to narcotics and drug traffic.
- . Persons arrested in Imperial County by Federal agencies must either be housed in County jails or taken considerable distances to other counties. Sentenced prisoners--involving a minor violation or a short-term incarceration--would be taken to Federal prisons if this and other county jails were not available. The advantages of using Imperial County corrections facilities, from the Federal Government's point of view, are apparent and somewhat critical.

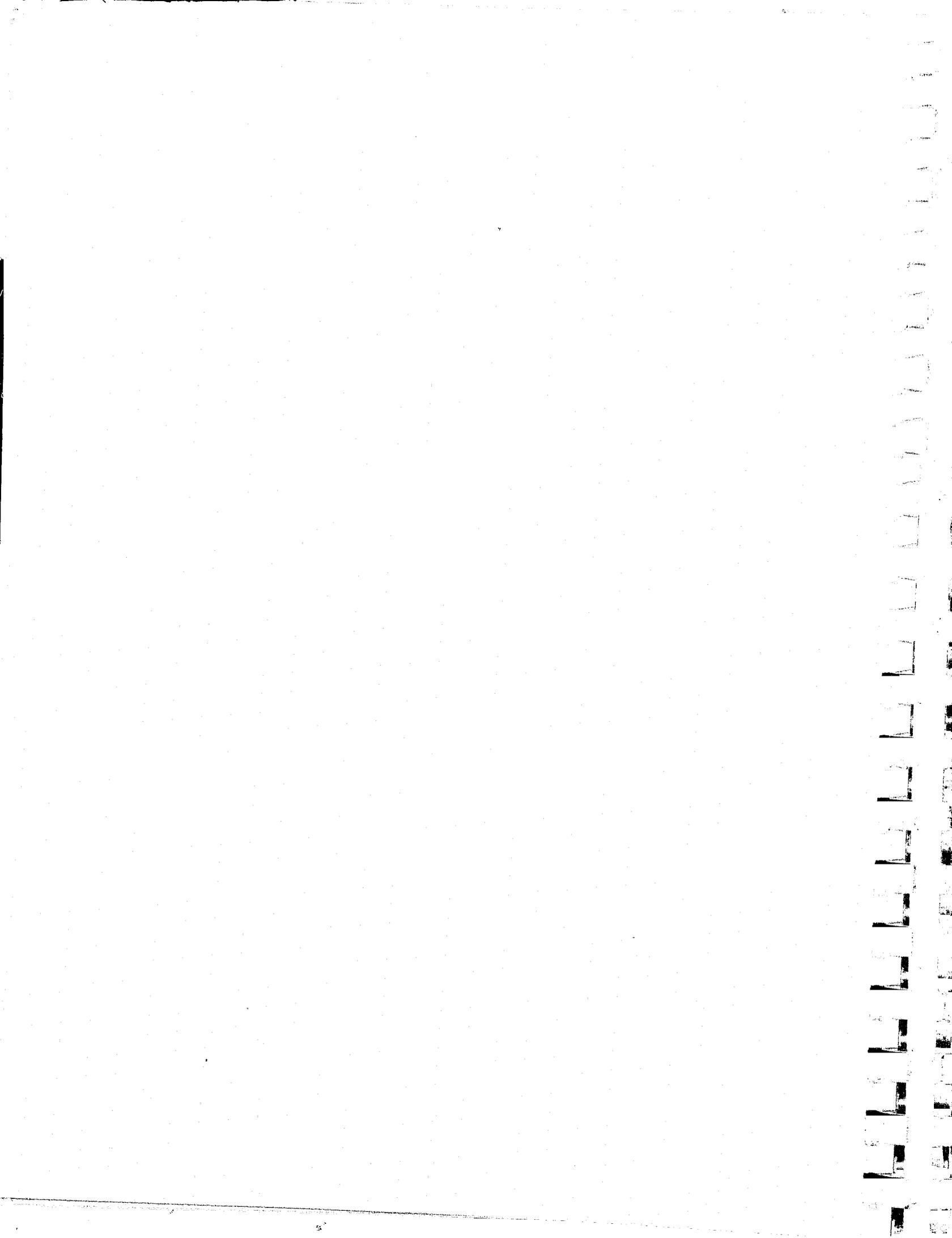
FEDERAL INMATES AS A PERCENTAGE OF
 IMPERIAL COUNTY JAIL POPULATION
 (1965 - 1973)

EXHIBIT I

CALENDAR YEAR	AVERAGE DAILY TOTAL INMATES	AVERAGE DAILY FEDERAL INMATES	FEDERAL PERCENTAGE OF TOTAL	AVERAGE DAILY COUNTY INMATES	COUNTY PERCENT OF TOTAL	FEDERAL REIMBURSEMENTS*
1965	N/A	25	N/A	N/A	N/A	\$ 18,088
1966	210 (est.)	22	10%	188	90%	27,493
1967	211	14	7%	197	93%	16,435
1968	207	34	16%	173	84%	53,354
1969	246	59	24%	187	76%	107,240
1970	307	135	44%	172	56%	267,556
1971	414	228	55%	186	45%	458,757
1972	359	180	50%	179	50%	391,898
1973	415	243	59%	172	41%	720,710

SOURCE: ICSD monthly invoice

* Includes Jail Improvement Fund



The County has agreed to assist the Federal Government in meeting the corrections-related demands of increased prisoner populations. It had a Minimum Security Facility which was not operating year-round and this provided a resource for Federal use which, in turn, resulted in reimbursement to the County. In other words, there appeared to be a mutual benefit involved in the current arrangement which, in turn, is reflected in higher Federal prisoner populations in Imperial County.

(2) Plans and Trends

Currently, the Federal Government relies extensively on local jails for prisoners arrested, awaiting trial, and/or sentenced to short terms in San Diego and Imperial Counties. It uses the facilities operated by both counties as well as the San Diego City Jail. On one survey-day in November, 1973, there were 705 Federal prisoners in the two counties; 200 in Imperial County jails and most of the remainder in San Diego facilities. This represented a near maximum that Federal officials could house without going to another county. This condition has been predominant for nearly two years. When maximum capabilities have been reached, transportation to jails as far away as Orange County has been necessitated.

Federal officials believe this trend will continue and forecast a substantial jump in their average prisoner counts over the next few years. However, a measurable level of relief will be provided in the Fall of 1974 when the Bureau of Prisons initiates operations at its new, 15-story San Diego facility. The building will have a capacity of 550 beds and will incorporate all of the latest concepts in corrections facilities.

On the surface, the existence of this new structure may lead to a conclusion that demand for local space will diminish to a major degree. To some extent, this is probably true. However, knowledgeable personnel believe that this diminished need will not be as great as would otherwise be expected because:

- . A substantial amount of the new space is required to relieve current overcrowding
- . Ever increasing Federal arrest figures will require more corrections space in the future
- . With specific reference to Imperial County, the new facility will focus attention on rehabilitative programs and, thus, will not typically include aliens. The latter group represents a sizeable portion of Imperial County's jail population.

Other factors to consider are:

- . The critical location of Imperial County facilities for Federal officers making arrests in the area
- . The inability of anyone to develop a reasonable, economical plan for control of illegal entries
- . Preliminary consideration of the need for a full-time Federal magistrate in El Centro because of increasing arrests.

In summary, Federal representatives do not expect the demand for use of Imperial County facilities to be as great after the new prison in San Diego initiates operations. Nevertheless, the continuing immigration problem, the critical location of the facilities, spiraling arrest rates, and increasing population--although slight--should result in a continuing need at a fairly sizeable level.

(3) Summary Discussion

The most obvious conclusion we reached is that there is a cost benefit to the County in housing Federal prisoners. However, no one can predict what the future will bring--and excessive reliance on Federal need for local detention facilities could be risky. It is true that the major percentage of Imperial County Federal prisoners are aliens and that no one has developed a means to control the illegal entry problem. However, this is not to say that it won't be controlled at a future date by natural, social, or technological means.

Beyond the fiscal aspects of the problem there are other equally important considerations. These are briefly enumerated below.

- . Larger detention facilities with sizeable inmate populations tend to be more difficult to administer and less conducive to rehabilitative endeavors. They are prone to develop an aura of anonymity and a loss of self-respect by the inmates that hinders rather than helps corrections programs.
- . In keeping with the above statement, the California Office of Criminal Justice Planning and the Law Enforcement Assistance Administration have developed policies which essentially bar approval of Federal grant funding for construction of jails over 200 to 300 capacity.
- . The County's first interests should be directed toward the care, welfare, and rehabilitation of its own inmates.

The foregoing may be viewed as arguments against acceptance of Federal prisoners beyond what is legally or practically necessary. Factors in support of accepting Federal prisoners are summarized below.

- . Some Federal arrestees are County residents. They may live on Federal property or may have been arrested for a Federal crime. The point is, the County has an interest in these individuals and excluding them from its corrections system is not necessarily the best alternative.
- . To date, Federal representatives have been very cooperative in allowing maximum advantage to the County under terms of the existing contract. Further, they have selected Imperial County as one of the first two locales in the country to receive funds under the Jail Assistance Program. We believe this demonstrates their very strong interest in continued use of County facilities because of its critical geographic location and sizeable Federal incarceration rate. For the County to eliminate all Federal prisoners, other than those it is forced to accept, would do more harm than good to intergovernmental relations.

- . If a relatively high level of Federal revenue allows the County to use its limited financial resources to institute needed corrections programs at a minimum cost, everyone, including inmates, realizes a benefit. However, if the Federal revenue is used solely to offset normal operating costs, benefits can be measured only in the bookkeeper's ledger.

Ultimately, Imperial County officials considered this multi-faceted problem and made certain long-range decisions concerning the number and type of Federal prisoners it will accept. Those decisions are identified in the next subsection in the context of planning guidelines issued to our staff.

5. CORRECTIONS PLANNING GUIDELINES

Throughout the study we used various standards or commonly accepted practices as guidelines for planning purposes. However, two types of guidelines clearly emerge as the predominant influence on our final recommendations. The two are: (1) California Minimum Jail Standards, and (2) decisions made by the Imperial County Board of Supervisors at critical points in the project. These two subjects are discussed in this subsection.

(1) Minimum Jail Standards

On March 30, 1973, the State Board of Corrections adopted a code entitled, Minimum Standards for Local Detention Facilities, hereafter referred to as the Minimum Jail Standards (MJS). The MJS were adopted pursuant to Penal Code Section 6030 for the purpose of establishing minimum standards for the administration, design, and programs of local detention facilities. The Standards are State law, as part of the California Administrative Code, but do not contain enforcement provisions. Consequently, the Attorney General has provided an opinion that they do not fall within the definition of what is commonly referred to as SB 90 of the 1972 Legislative Session. This is the revenue and

taxation law which requires the State of California to finance new local government programs or services which it mandates, if those programs or services necessitate additional expenditures.

The MJS contain significant new guidelines concerning space, operations, programs, training, and related topics. Despite the fact that they are not likely to be enforced by the State, at least not without financing, we believe the MJS should, to the extent possible, guide Imperial County jail planning. There are two major reasons for this suggestion:

. The MJS represent what might be termed a majority of current California detention-corrections thinking. They are certainly not a consensus of thought since some believe they do not represent sufficient change, while others believe they embody too much change. With respect to the latter group, it is our impression that many people do not argue with basic concepts of the MJS; their dispute is with the obvious budgetary implications of increased space, program, and services requirements. Nevertheless, we believe that for the most part the MJS can be considered logical, reasonable guidelines which provide minimum jail planning goals for the County of Imperial.

. While the standards are not likely to be enforced by the State, many knowledgeable individuals believe that strong pressures will be brought to bear on counties to comply with the MJS. Such pressures could come from the courts, grand juries, and/or special interest groups. In view of this, conformance now can preclude a difficult and expensive situation from developing later.

(2) County Planning Decisions

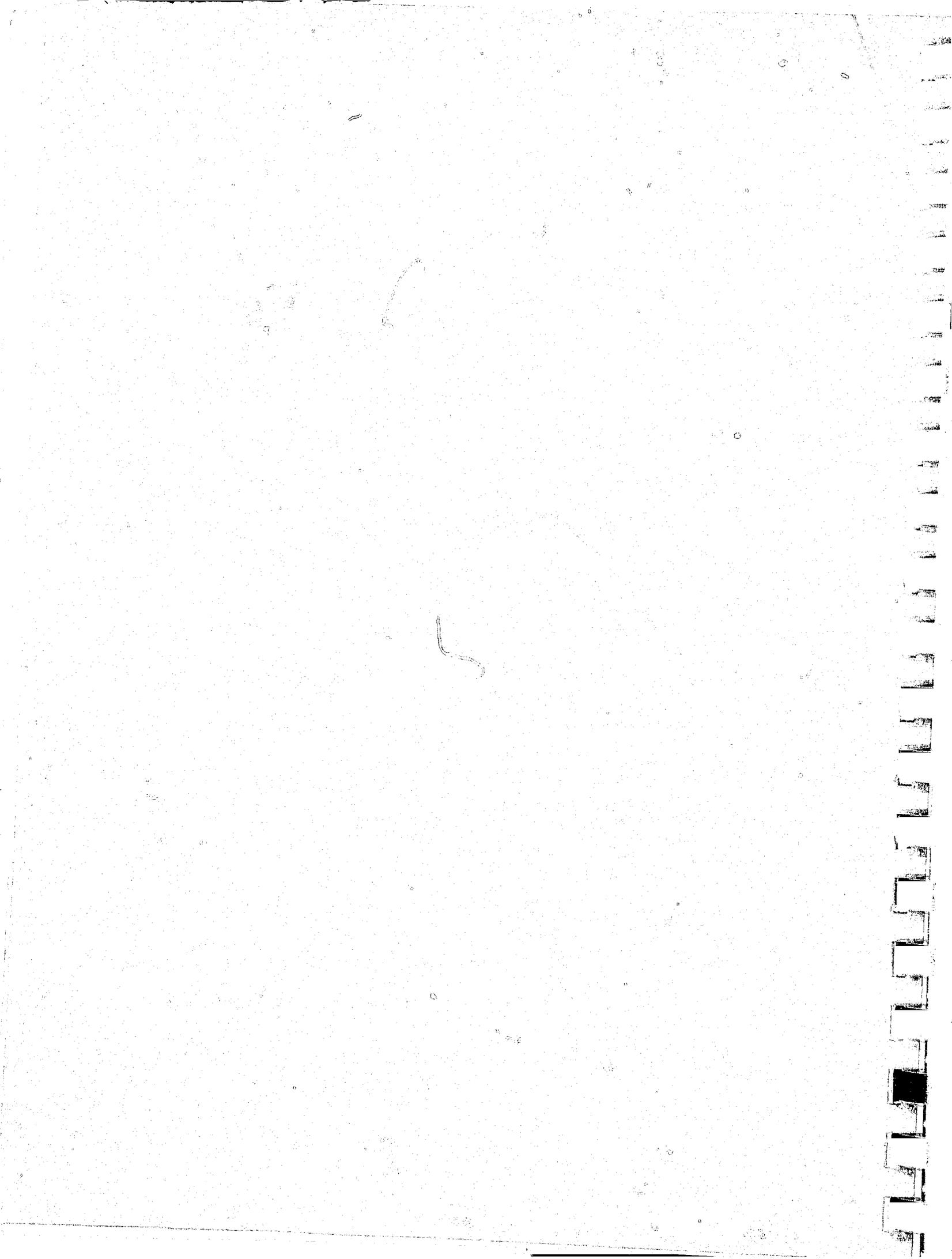
We have previously indicated that the Study Management - Resource Committee established for this project made recommendations to the Imperial County Board of Supervisors concerning key planning decisions. The Board then made final decisions on these topics which, in essence, served as planning guidelines

for our subsequent work. The full meaning and implication of each decision will be discussed at appropriate points in the remainder of this report. For purposes of summarization and introduction, however, the key decisions are listed here.

- . Approval of the Corrections System concept (and related programs) recommended by our staff. This concept substantially increases the involvement of the Probation Department in corrections programming. (See Section IV for discussion of the subject.)
- . For purposes of detention facility planning, adopted a modified set of prisoner projections which assume a medium range impact of new corrections programs on the number of non-Federal County prisoners incarcerated. (See Section IV.)
- . Established a general limit of fifty unsentenced Federal prisoners to be housed in the new Main Jail. (See Section V.)
- . Adopted a policy to use the Minimum Security Facility only for sentenced prisoners, and to accept Federal sentenced prisoners to the extent that beds are available at the MSF. Generally, sentenced Federal prisoners will not be retained in the Main Jail except on a temporary, en route basis. (See Section V.)
- . Selected the projection year 2000 for purposes of identifying the desired size of new detention and administration facilities. (See Section V and Appendix A).
- . Selected a facility size of 235 beds as the probable requirement for new detention facilities to meet the demands of the year 2000. (See Section V.)
- . Selected a site for proposed new detention and administration facilities which is adjacent to the existing MSF. (See Section V and Appendix A.)

Given the foregoing planning decisions made at key points in the study by Imperial County, we were able to proceed in a logical manner with subsequent work. The impact of these and other planning guidelines used during the study will become apparent as the various recommendations are discussed.

III. BASELINE JAIL POPULATION PROJECTIONS



III. BASELINE JAIL POPULATION PROJECTIONS

This section contains baseline (unmodified) projected Imperial County jail population for the years 1975 - 2000. The projections made here assume no major changes in the policies or programs affecting the number and types of prisoners housed in the County's detention facilities. Section IV of this report suggests changes and demonstrates how those changes will impact local detention facilities by modifying baseline jail population projections.

The most important statistics utilized in the projection process were, by necessity, locally-supplied detention statistics. Unfortunately, a detailed accounting of the type of prisoners held in custody by the Sheriff's Department has not been maintained until very recently (October, 1973). Moreover, there is no practical way of reconstructing such data for prior years. This situation presented a difficult problem in that the baseline jail population projections (before modification) must rely on historical trends. Despite this problem, we believe that by piecing together a series of incomplete facts we have established reasonable projections which may be utilized as planning guidelines. As is the case with all projections, those presented in this report should be updated periodically as the situation changes and more data becomes available.

Baseline projections are included for the following categories of prisoners: (1) County, unsentenced and sentenced, male and female; and (2) Federal unsentenced, male and female. No projections are made for sentenced Federal prisoners because their number is principally a matter of County policy.

1. IMPERIAL COUNTY POPULATION

The Imperial County population statistics utilized in the projection process are shown in Exhibit II, following this page. As can be seen from the exhibit, County population remained relatively

stable during the decade of the sixties. For the period 1975 - 2000, the County's population is projected to increase at a moderate rate of 44.2 percent.

2. ARREST PROJECTIONS

Exhibits III and IV, which follow Exhibit II, provide both felony and misdemeanor arrest projections for Imperial County for the years 1975 - 2000. Actual 1972 Imperial County felony and misdemeanor arrests are included as a base reference point. The methodology utilized in the projection process is explained in the footnotes to the tables. The arrest projections are included to provide an indication of jail processing workload requirements; they have not been utilized in determining detention facility requirements described in the remainder of this section.

3. IMPERIAL COUNTY UNSENTENCED PRISONERS

Exhibit V, which follows Exhibit IV, provides projections for County unsentenced prisoners (non-Federal), male and female, for the years 1975 - 2000. County unsentenced prisoners for the year 1972 are shown as a base year reference point. The methodology utilized in obtaining the projections was described in the second interim report and is not repeated here. It should be noted, however, that the jail population projections are assumed to be most dependent upon total Imperial County population. This assumption was verified historically by comparing County prisoners and County population.

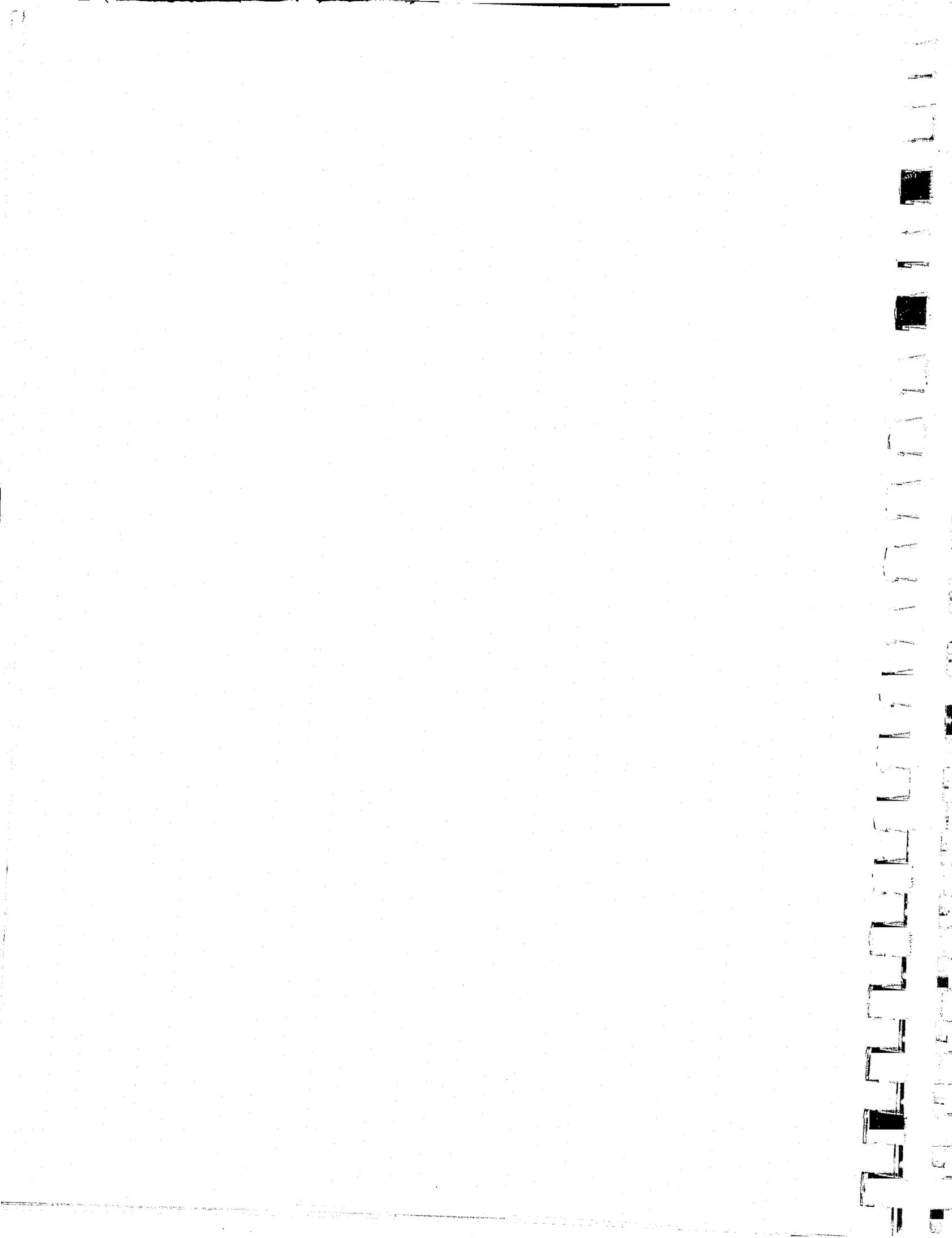
4. UNSENTENCED FEDERAL PRISONERS

Exhibit VI follows Exhibit V and shows the unsentenced Federal prisoner projections for Imperial County for the years 1975 - 2000. Unsentenced Federal prisoners for the year 1972 are shown as a base reference point. An analysis for October-December, 1973, unsentenced Federal prisoners is also provided to establish base year percentages.

IMPERIAL COUNTY POPULATION^{1/}
(In Thousands)

YEAR	POPULATION	FIVE YEAR CHANGE
1960	73.0	
1961	73.3	
1962	73.8	
1963	74.8	
1964	75.5	
1965	75.6	3.6%
1966	76.4	
1967	75.7	
1968	74.0	
1969	74.0	
1970	74.9	-0.9
1971	75.2	
1972	76.0	
1975	78.0	4.1
1980	82.9	6.3
1985	90.6	9.3
1990	98.1	8.3
1995	105.2	7.2
2000	112.5	6.9

^{1/} Source: 1960 and 1970, Bureau of the Census;
Intercensal Estimates and Projections.
California Department of Finance



IMPERIAL COUNTY

FELONY ARREST PROJECTIONS

YEAR ^{1/}	TOTAL F.A. ^{2/}	DRUG F.A. ^{3/}	OTHER F.A. ^{4/}	MALE F.A. ^{5/}	FEMALE F.A. ^{6/}
1972	1265	545	720	1139	126
1975	1610	710	900	1450	160
1980	2280	1090	1190	2040	240
1985	2490	1190	1300	2230	260
1990	2700	1290	1410	2420	280
1995	2890	1380	1510	2590	300
2000	3090	1480	1610	2770	320

1/ Year - Projection year, except 1972. 1972 figures represent actual felony arrests in all categories.

2/ Total Felony Arrests - Sum of "Drug" and "Other". Regression equation:
 $\text{Total F.A.} = -262,747.14 + 133.85 (\text{Year})$.

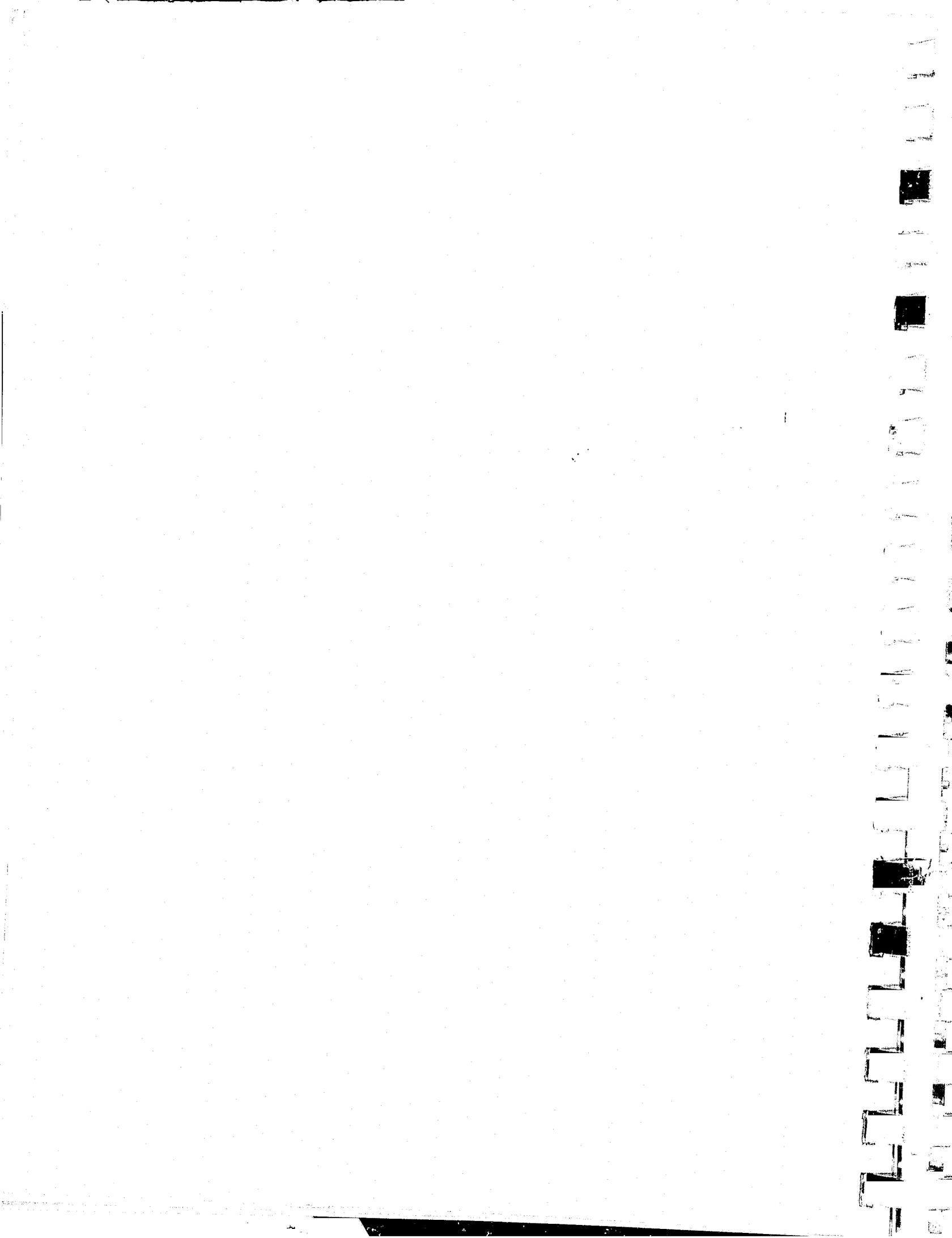
3/ Drug Felony Arrests - Regression equation: $\text{Drug F.A.} = -148,819.42 + 75.71 (\text{Year})$

4/ Other Felony Arrests - Regression equation: $\text{Other F.A.} = -113,927 + 58.14 (\text{Year})$

5/ Male Felony Arrests - Regression equation: $\text{Male F.A.} = -231,442.21 + 117.92 (\text{Year})$

6/ Female Felony Arrests - Regression equation: $\text{Female F.A.} = -31,304.92 + 15.92 (\text{Year})$

NOTE: The above regression equations apply through year 1980 in all cases. Arrests for years 1985 - 2000 are assumed to increase at the same rate as County population.

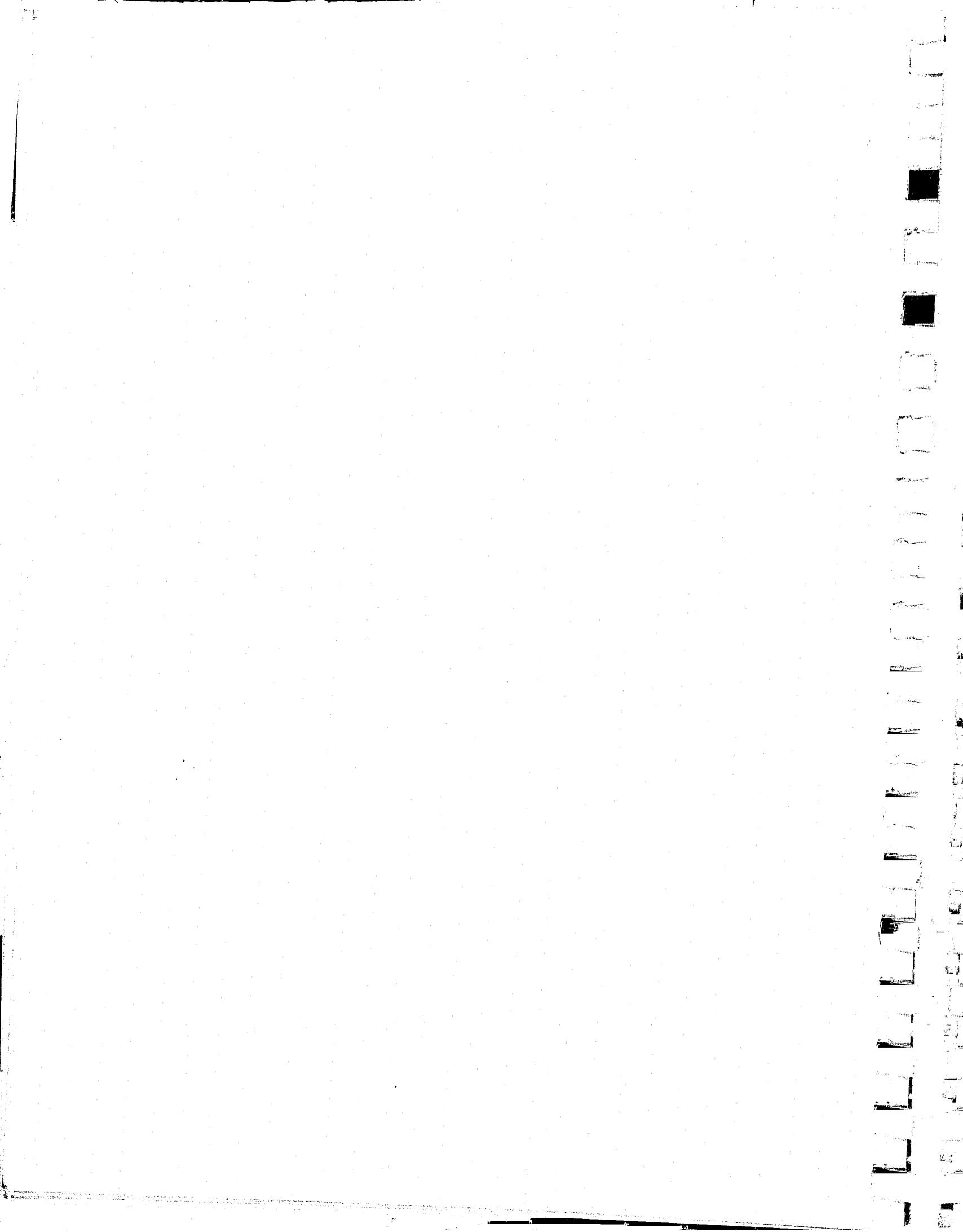


IMPERIAL COUNTY

MISDEMEANOR ARREST PROJECTIONS

YEAR	TOTAL ^{1/} M.A.	DRUNK ^{2/} M.A.	DRUNK ^{3/} DRIVING M.A.	OTHER ^{4/} M.A.	MALE ^{5/} M.A.	FEMALE ^{6/} M.A.
1972	5099	1200	1591	2308	4563	536
1975	5230	1200	1630	2400	4650	580
1980	5560	1200	1730	2630	4890	670
1985	6080	1200	1890	2990	5290	790
1990	6580	1200	2050	3330	5660	920
1995	7050	1200	2200	3650	5990	1060
2000	7540	1200	2350	3990	6330	1210

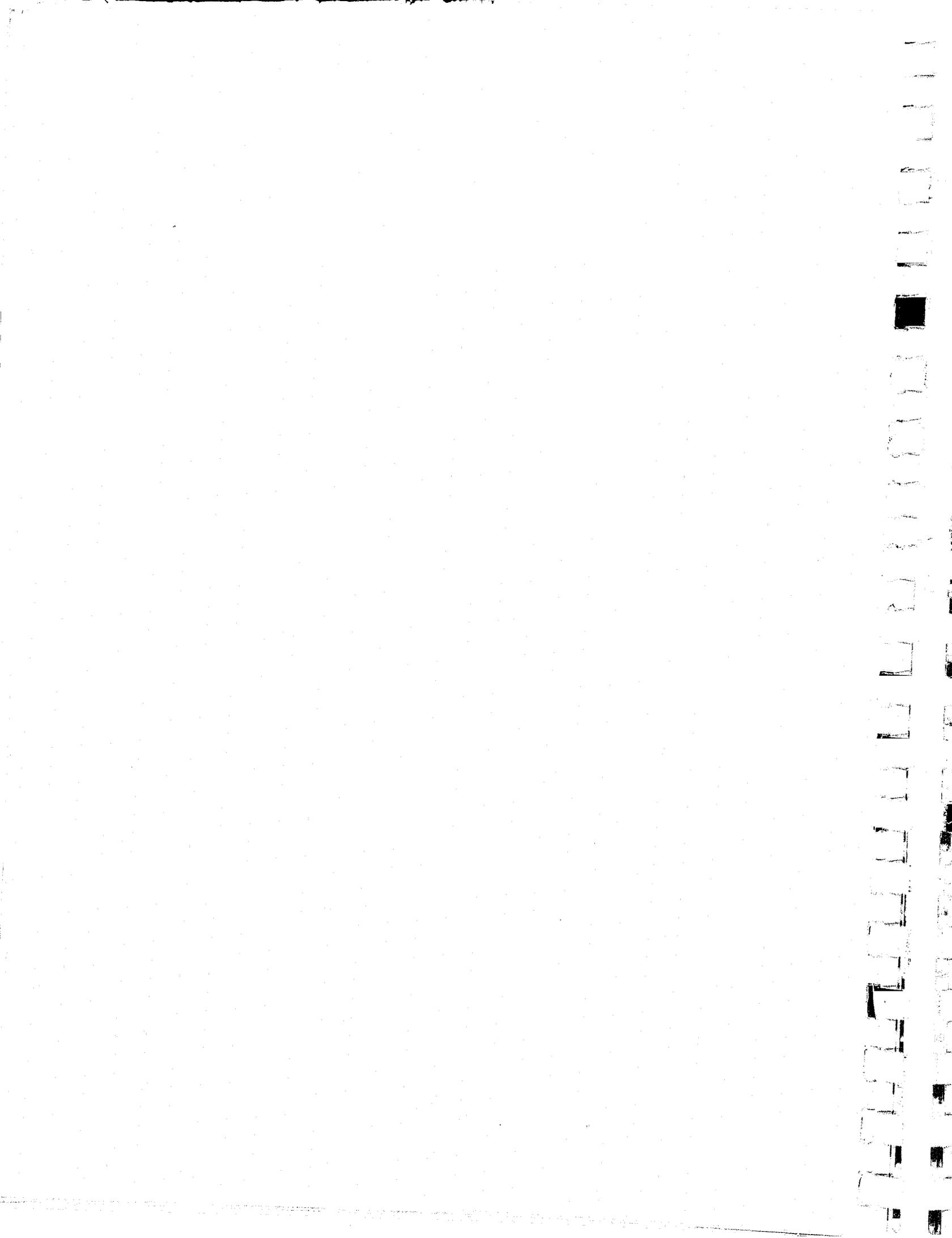
- 1/ Total Misdemeanor Arrests: Assumed to increase at same rate as Imperial County population.
- 2/ Drunk Misdemeanor Arrests: A constant figure of 1200 is assumed. This is consistent with recent trends. Changing policy could eliminate most of this category of arrest. In this case Drunk M.A. should be subtracted from the total.
- 3/ Drunk Driving Misdemeanor Arrests: Assumed to increase at the same rate as Imperial County population. It should be noted that this category has demonstrated extreme variance in recent years.
- 4/ Other Misdemeanor Arrests: Total M.A. minus Drunk M.A. and Drunk Driving M.A.
- 5/ Male Misdemeanor Arrests: Total M.A. minus Female M.A.
- 6/ Female Misdemeanor Arrests: 1975 = 11% of total, percentage share assumed to increase 1% each 5 year interval.



PROJECTIONS OF UNSENTENCED
IMPERIAL COUNTY PRISONERS

YEAR	TOTAL ^{1/} UNSENTENCED	MALE ^{1/} UNSENTENCED	FEMALE ^{1/} UNSENTENCED
1973	69	67	2
1975	70	68	2
1980	74	72	2
1985	81	79	2
1990	88	85	3
1995	94	91	3
2000	100	97	3

^{1/} Base year projections are expanded at the same rate as projected Imperial County population.



IMPERIAL COUNTY

PROJECTIONS OF UNSENTENCED FEDERAL PRISONERS

YEAR	TOTAL ^{1/}	MALE ^{2/}	FEMALE ^{3/}
1973	36	17	19
1975	40	19	21
1980	51	24	27
1985	65	31	34
1990	82	39	43
1995	105	50	55
2000	133	63	70

1/ Assumes 5 percent per year increase

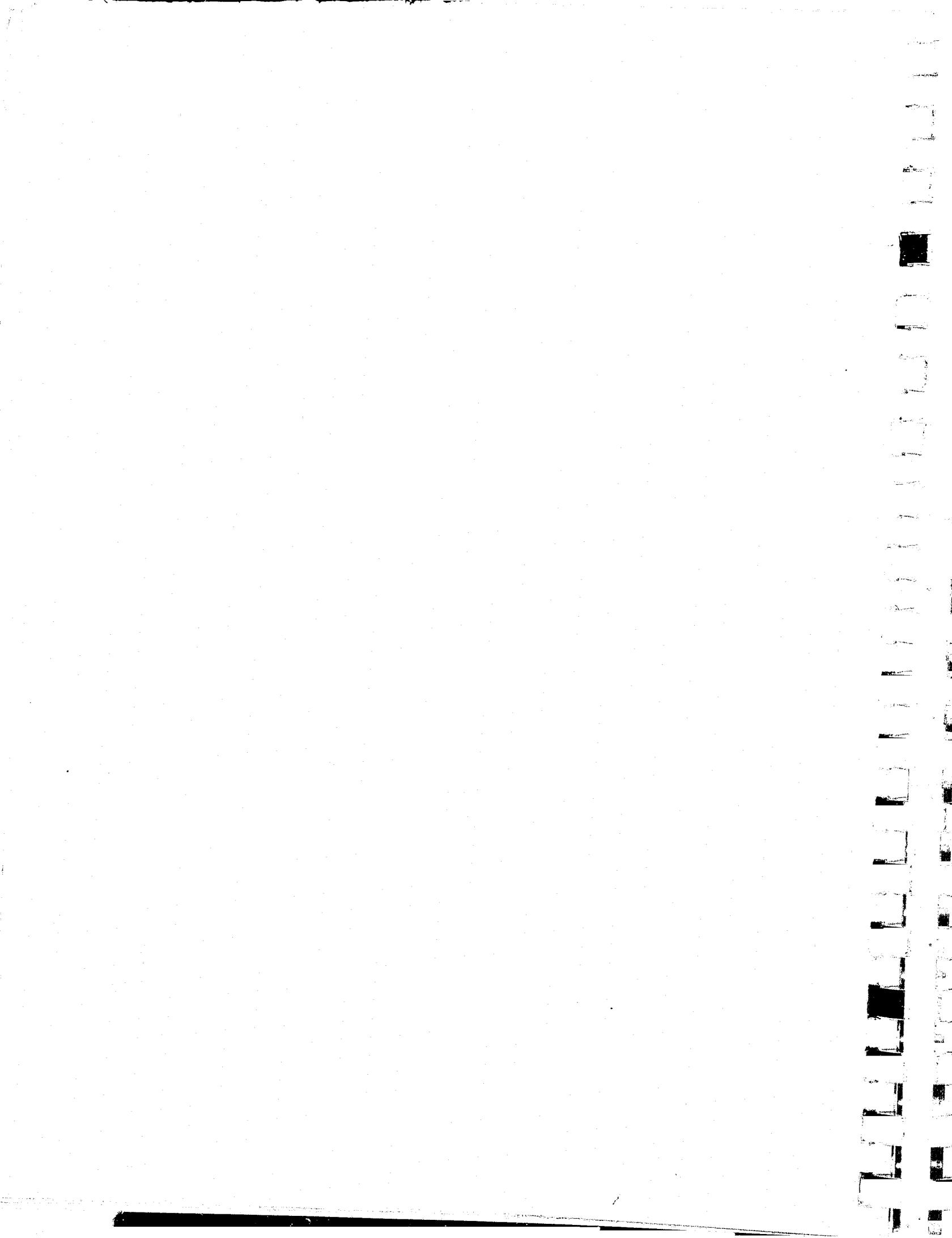
2/ 47% male as determined from ICSD daily jail counts

3/ 53% female as determined from ICSD daily jail counts

ANALYSIS OF UNSENTENCED FEDERAL PRISONERS (OCTOBER, 1973 - DECEMBER, 1973)

MONTH	IMMIGRATION TOTAL	IMMIGRATION MALE	IMMIGRATION FEMALE	OTHER FEDERAL TOTAL	OTHER FEDERAL MALE	OTHER FEDERAL FEMALE	TOTAL MALE	TOTAL FEMALE
OCT.	27	13	14	18	6	12	19	20
NOV.	19	8	11	9	7	2	15	13
DEC.	21	6	15	13	8	5	14	20
AVE.	22	9	13	13	7	6	16	18

Source: ICSD Daily Jail Counts



The base year categories, of "total", "male", and "female" Federal unsentenced prisoners were expanded at the rate of five percent per annum to obtain 1975 - 2000 projections. The rate of five percent per annum was selected as being indicative of recent changes. It should be noted that, at best, the projections of Federal prisoners must be regarded as estimates. Several factors make the projection of Federal prisoners extremely difficult. These factors are:

- . It cannot be assumed that the number of Federal prisoners bears any meaningful relationship to Imperial County population.
- . The number of Federal prisoners is dependent upon changing Federal immigration policies and laws.
- . The number of Federal prisoners is more apt to be dependent upon such exogenous occurrences as:
 - wages and employment conditions in Mexico
 - wages and employment conditions in Imperial County
 - the size and design of Federal detention facilities in the surrounding area.

5. SENTENCED COUNTY PRISONERS

Exhibit VII, following this page, contains projections of County sentenced prisoners. The categories of total, male, and female were calculated in much the same manner as were County unsentenced prisoners.

6. TOTAL BED REQUIREMENTS FOR COUNTY PRISONERS AND UNSENTENCED FEDERAL PRISONERS

Exhibit VIII, following Exhibit VII, provides a summary of total baseline prisoner bed requirements for the years 1975 - 2000. Total bed requirements were calculated by adding County unsentenced prisoners, Federal unsentenced prisoners, and County sentenced prisoners. The resulting total was increased by 20 percent to allow for adequate jail population segregation and peak jail population conditions.

Thus, the total requirement is stated in terms of beds rather than inmates.

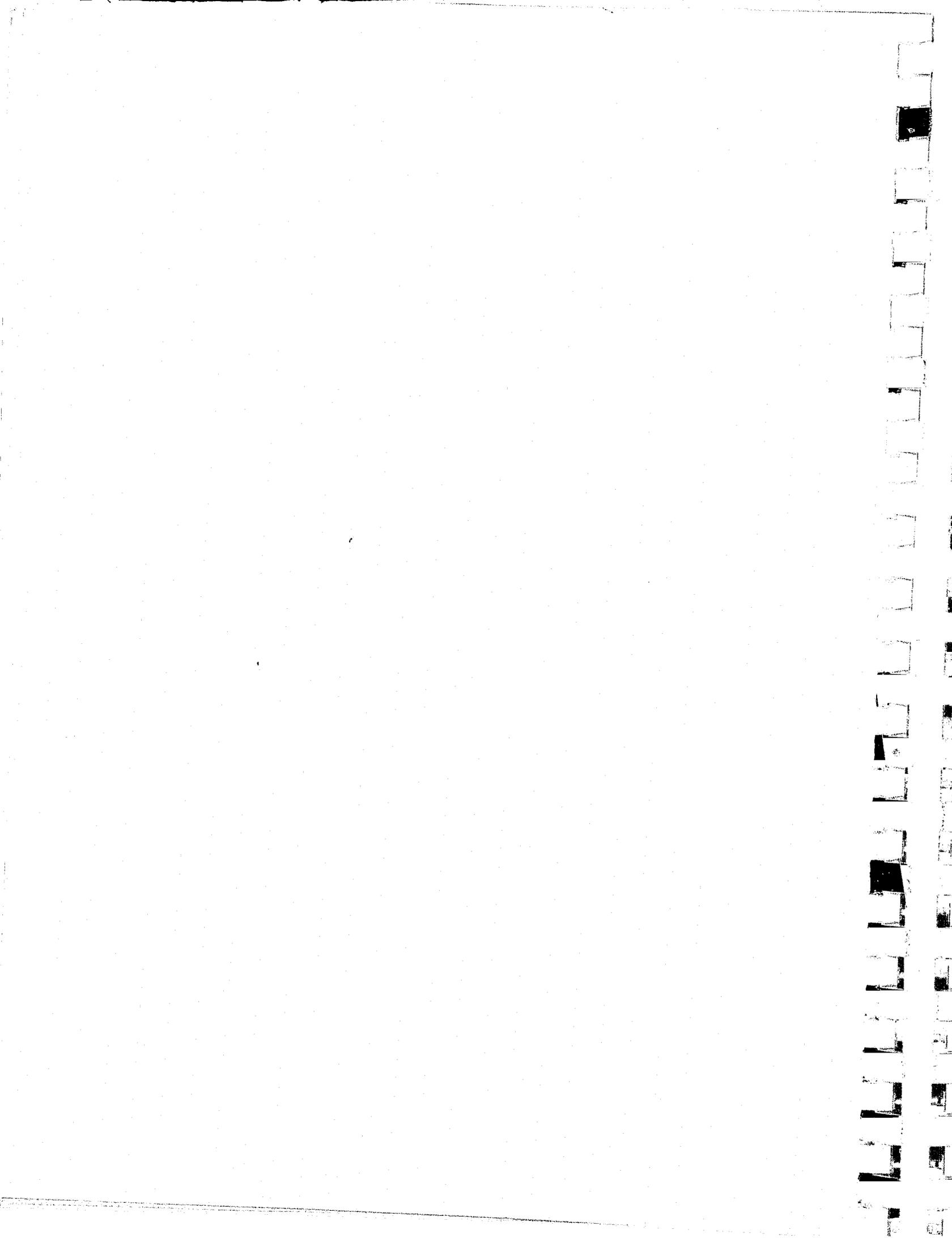
Sentenced Federal prisoners of all types are specifically excluded since their number is largely a matter of policy. The sentenced County prisoner category includes high risk inmates and trustees currently housed in the Main Jail.

The presentation of the information in a summary table does not necessarily mean that a single new facility capable of housing the projected grand total is necessary or desirable. What the exhibit implies is that in each of the projection years facilities capable of accommodating the totals are necessary within the County unless programs and/or policies are instituted which decrease the anticipated demand.

PROJECTIONS OF SENTENCED
IMPERIAL COUNTY PRISONERS

YEAR	TOTAL ^{1/}	MALE ^{1/} SENTENCED	FEMALE ^{1/} SENTENCED
1973	87	83	4
1975	89	85	4
1980	95	90	5
1985	104	98	6
1990	113	106	7
1995	121	114	7
2000	129	122	7

^{1/} Base year projections expanded at same rate as Imperial County projected population.



IMPERIAL COUNTY

PROJECTIONS OF TOTAL BED REQUIREMENTS
FOR COUNTY PRISONERS AND UNSENTENCED FEDERAL PRISONERS

YEAR	BED REQUIREMENTS FOR COUNTY PRISONERS									FEDERAL PRISONERS			TOTAL BED REQUIREMENTS ^{5/}		
	UNSENTENCED ^{1/}			SENTENCED ^{2/}			TOTAL ^{3/}			BEDS FOR UNSENTENCED ^{4/}					
	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE
1973	83	80	3	104	99	5	187	179	8	43	20	23	230	199	31
1975	85	82	3	107	102	5	192	184	8	47	22	25	239	206	33
1980	89	86	3	114	108	6	203	194	9	61	29	32	264	223	41
1985	99	95	4	125	118	7	224	213	11	76	37	39	300	250	50
1990	106	102	4	135	127	8	241	229	12	98	47	51	339	276	63
1995	113	109	4	145	137	8	258	246	12	126	60	66	384	306	78
2000	120	116	4	155	146	9	275	262	13	160	76	84	435	338	97

^{1/} Unsentenced from Exhibit V, increased by 20% to allow for segregation and peak conditions

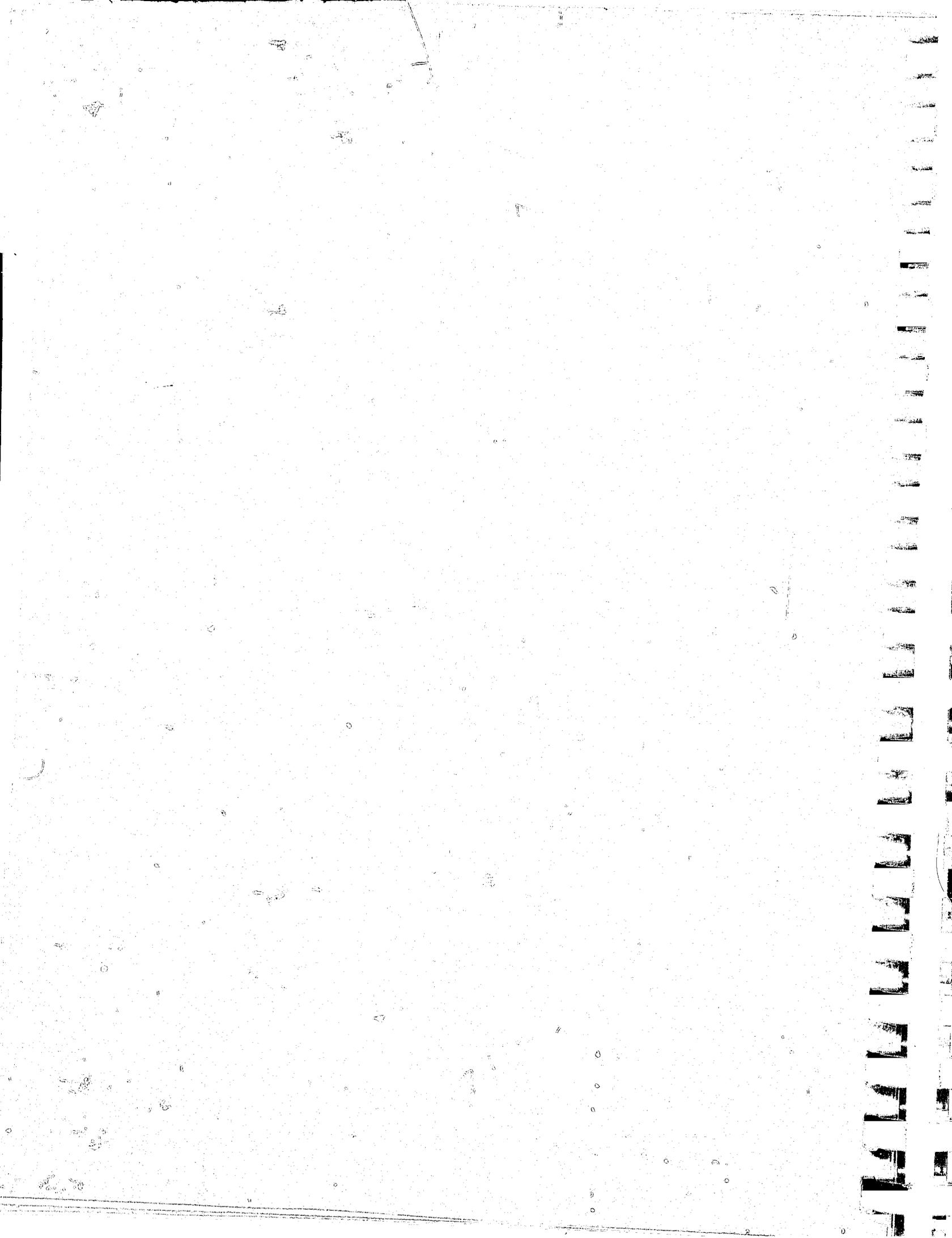
^{2/} Sentenced from Exhibit VII, increased by 20% to allow for segregation and peak conditions. Based on current conditions, about 28% of sentenced prisoners will be "high risk" and another 16% will be trusties in the main unsentenced facility

^{3/} Sums of unsentenced and sentenced

^{4/} Unsentenced Federal prisoners from Exhibit VI, increased by 20%

^{5/} Sum of total requirements for County prisoners and unsentenced Federal prisoners

IV. RECOMMENDED CORRECTIONS SYSTEM CONCEPT AND IMPACT



IV. RECOMMENDED CORRECTIONS SYSTEM CONCEPT AND IMPACT

Our approach to developing a concept for Imperial County's corrections operations is two-phased. First, we see a need to consolidate and/or coordinate existing programs and resources, followed by implementation of various improvements in the system elements. Our ultimate intention is to provide a total system concept for corrections programming in the County. As described in this report, the system concept we suggest incorporates single-agency responsibility for diversion, release, and rehabilitation programs by introducing demonstrable innovations in the functional responsibilities of one County department. As will be explained, we believe the most likely designate department is the Imperial County Probation Department.

In the remainder of this section we amplify these initial comments by first providing an overview of our system concept, followed by four subsections containing information on the elements that make up the total system concept. We conclude with estimates of the impact on jail population which may result if the suggested system is implemented. It should be noted that the information contained in this section was originally presented in more detail in the second interim report. Following review of that report, the Board of Supervisors endorsed the concept and directed County staff to seek grant funding for implementation on a trial basis.

1. INTRODUCTION AND OVERVIEW OF SYSTEM CONCEPT

Given the current status of the community correctional system in Imperial County, we feel that a better balance between custody and treatment can be achieved through a re-direction of Probation Department responsibilities and the creation of an Office of Corrections Services within that Department. The key elements of these two comments, in terms of organizational and operational features, are summarized below.

- The Probation Department should assume responsibility for planning, development, coordination, evaluation, and operation of corrections programs dealing with pretrial release, diversion, and rehabilitation. It should assume all but the operational responsibility for supportive programs, i.e., those geared to the daily life of the prisoner while in jail. The Sheriff's Department, however, will retain authority for final approval of the content and scheduling of corrections programs operated within the County's jails. Program development will be pursued cooperatively and be assisted by the establishment of an appropriate resource committee.
- The Sheriff's Department should maintain responsibility for operation of the jail(s) and for providing the services required therein (e.g., medical, feeding, laundry, and facility maintenance). It should also maintain responsibility for implementation and operation of supportive programs developed by the Probation Department, consistent with budgetary limitations and the general order of the detention facility.
- Internal to the Probation Department, an Office of Corrections Services should be established. It would serve a staff function and have responsibility for planning, development, coordination, and evaluation of the corrections programs described in the first paragraph above. A prime ingredient in the work of this unit is the full utilization and coordination of existing community resources.
- Implementation and operation of all but the supportive programs would become the responsibility of the Adult Division of the Probation Department. The role that probation officers currently play is expanded to include greater emphasis on individualized rehabilitative programs, community referrals, and involvement with persons in custody. Organizationally, this departure from current operating spheres may require some specialization. However, this is of minor importance. The most significant aspect of this recommendation is the direct involvement of probation personnel in providing specific program services for the County's corrections system. Essentially, it requires the establishment of probation officer "caseloads" both within and outside a detention facility, and both before and after Court adjudication. Further, our concept establishes a logical consistency in the assignment of one probation officer to "track" the arrestee throughout the criminal justice process, thereby enhancing the ability to assess progress and adjust individual programs accordingly.
- The Office of Corrections Services provides advice to probation officers on individual cases. This advice will typically concern the type of resources available

to meet the needs of the individual being counseled. It does not, however, implement recommendations or accept responsibility for operation of programs.

Exhibit IX, following this page, illustrates the basic corrections system flow which affords each arrestee the opportunity, within specified guidelines, to participate in an individualized program of diagnosis, counseling, assistance, and self-help. Program participation is largely voluntary, except as might be required by the Court as a condition of probation or release on one's own recognizance. Another noteworthy aspect of the system design is the considerable reliance on existing community resources.

The foregoing overview is admittedly brief and may be startling to some readers, especially as it relates to the amendment of Probation Department responsibilities. Suffice it to state here that what we propose is, with one exception, totally consistent with the functions and responsibilities of the Probation Department in the field of youth services. The exception involves operation of the detention facility itself. Probation presently operates Juvenile Hall but would not, under our proposal, assume any operational responsibility for adult detention facilities.

2. ORGANIZATIONAL RESPONSIBILITY FOR CORRECTIONS PROGRAMS

Corrections programs, as the term is used herein, are intended to either provide release alternatives or "treat" particular problems an arrestee may have, or both. Frequently organizational responsibility for these programs are assigned to police and sheriff's departments. The many existing policies that place responsibility for corrections programs within sheriffs' departments, however, does not require that this always be the case.

From our viewpoint, the philosophy underlying corrections programs is somewhat inconsistent with that of most other operations within a sheriff's department. The sheriff is the chief law enforcement officer in the county and his major responsibilities are more closely related to maintenance of the peace, arrest of offenders, and the like. Conversely, probation departments are treatment-oriented. The

philosophy of their operations and the training of their personnel have significantly greater relationships to corrections programs than comparable facets of sheriff's departments. It is for this major reason that we believe organizational responsibility for corrections programs should rest with the Imperial County Probation Department.

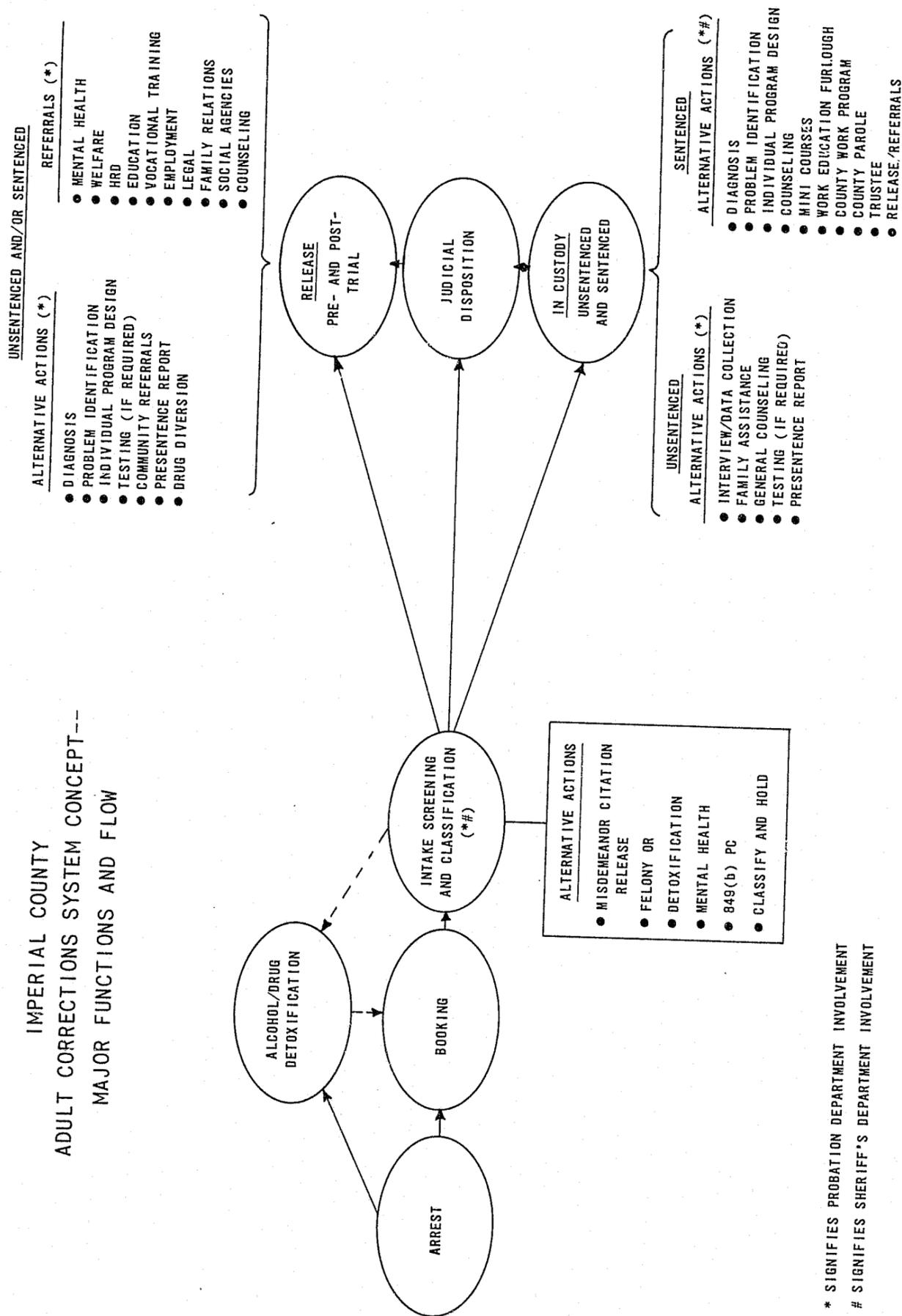
It should be noted, however, that although we recommend allocation of corrections program responsibility to the Probation Department, this does not necessarily imply that management and operation of the jail itself should also be transferred from the Sheriff. Maintenance of order within the jail is probably more compatible with the functions of the sheriff and is not viewed as philosophically inconsistent with other organizational responsibilities.

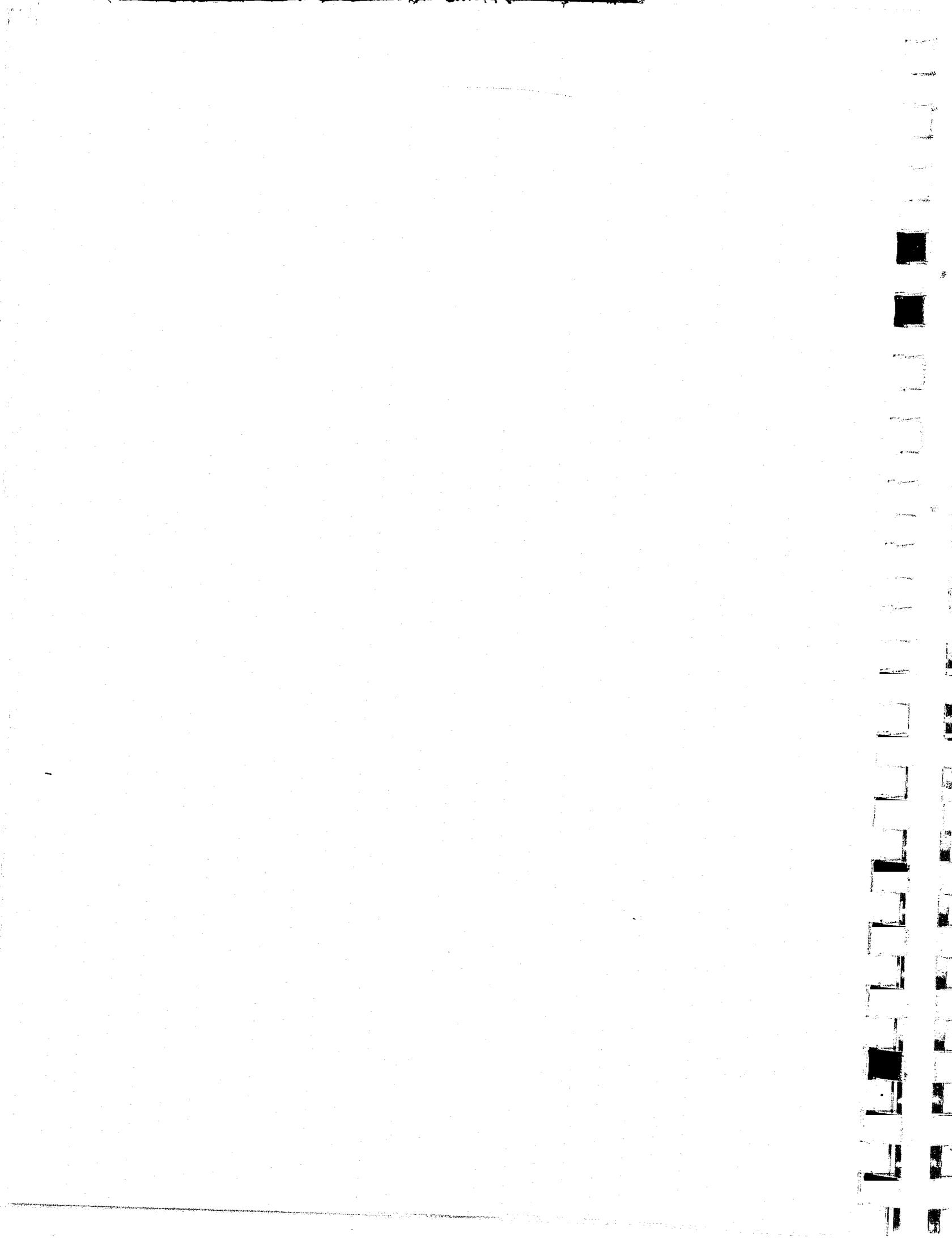
3. ROLE OF THE ADULT DIVISION OF THE PROBATION DEPARTMENT

In our suggested concept, the Adult Division of the Imperial County Probation Department modifies its operations--and perhaps its organization--to allow for total involvement in corrections programs and individual counseling. To some extent, the County is headed in this direction with the SB 714 Drug Diversion Program. What we propose extends this initial effort into a systematic, comprehensive approach to corrections programming. In many ways, the concept is similar to present Probation Department juvenile operations.

Probation officers would be assigned individuals who voluntarily agree to participate in a program following pretrial release. They will retain each arrestee within their "caseloads" until they are completely processed by the criminal justice system and no longer in need of assistance. (Obviously, this statement assumes that the individual remains in the County and does not move or is not sentenced to a State prison.) Current responsibilities related to pre-sentence reports and supervision of probationers are included within this ongoing relationship, which should result in a more thorough, efficient diagnosis of individual problems and needs. The fact that the

IMPERIAL COUNTY
ADULT CORRECTIONS SYSTEM CONCEPT--
MAJOR FUNCTIONS AND FLOW





arrestee may ultimately be sentenced to a County Jail does not break this continuing association; it merely indicates the need for initiating in-custody program concepts appropriate to the case and the length of sentence.

For those who are not released during the pretrial period, the Probation Department should administer general, less individualized programs within the jail. For example, this may involve group counseling on available services, establishment of "mini-courses," and some testing and/or additional data collection in the event the person desires additional assistance at a later date. Since there is a large turnover in jail population during the first few days of incarceration, we suggest that efforts of this type be delayed until the arrestee has been in custody a minimum of three days. Further, extensive reliance on a one-to-one relationship under the pretrial, in-custody situation is not planned, i.e., an arrestee assigned to a particular probation officer. It appears more efficient to deal with this jail population on a generalized basis, although this will still require personal interviews to obtain data and pinpoint major personal problems and needs that should be acted upon. In selected instances where there is an apparent need for more direct assistance, the generalized approach should give way to actual assignment of the case to a specific probation officer.

For those sentenced to a jail term, individualized in-custody programs should be developed and implemented by the assigned probation officer. In addition, there should be a pre-release seminar for those who have been in custody throughout the criminal justice process. It would focus on the general needs common to all (or most) prisoners upon release. This suggestion, along with others dealing with specific programs, will be explained more fully in other parts of this report section.

Overlaying the proposed operating concepts for the Probation Department is a second major suggestion. This involves the establishment of a coordinating, planning, and evaluating unit within the Department, and is explained in the next subsection.

4. OFFICE OF CORRECTIONS SERVICES

The purpose of this Office would be to develop a battery of diversionary and treatment programs which can simultaneously maximize the goal of public safety while minimizing the daily jail population, attendant operational costs, and recidivism. The County has developed few programs of this type. Existing programs should be expanded and new ones added which would even more significantly effect the diversion of some individuals from jail and provide for the treatment of those who remain incarcerated.

Pursuant to this objective, it is recommended that the County create an Office of Corrections Services which would be responsible for the following three areas of the local corrections system:

- . Coordination and expansion of the County's existing corrections programs
- . Planning and development of new programs
- . On-going program evaluation and research.

It must be emphasized at this point that the suggested responsibilities of this new Office do not include operation of programs. To the contrary, we believe the unit should act as a staff resource for operational personnel by coordinating, planning, and evaluating various elements of the corrections system.

The Office of Corrections Services should, in an organizational sense, be a staff unit which reports directly to the Chief Probation Officer. A key function of its personnel would be the complete identification of all community resources, and a categorization of the services each provides. For example, a manual could be developed which would list at least the following information:

- . State and Federal agencies and services dealing with employment, vocational training, welfare, drivers licensing, and health

- . Regional, County, and Municipal agencies and services of similar nature, plus legal aid, counseling, academic education, child care, and food
- . Various community organizations, funded privately or not, which may provide the types of services referred to above. Examples are:
 - Catholic Community Services
 - Economic Opportunity Commission
 - Jobs for Progress, Inc.
 - Salvation Army
 - Life Line for Youth
 - Service Clubs (e.g., Lions and Rotary)

Additionally, the Office of Corrections Services should maintain a file of individual volunteers who are interested in assisting with rehabilitative efforts. Volunteers may or may not be associated with a formal organization, the key point being that they have a particular interest or talent of value to the corrections system. To illustrate, one or more local business leaders may present the portion of pre-release seminars dealing with how to conduct yourself during a job interview.

The documentation and coordination of community resources is not a new function to the Probation Department. It is currently underway with regard to juvenile referrals. Establishment of an Office of Corrections Services would permit centralization of the function for both adult and juvenile corrections. The Office would act as a resource for probation officers who, after determining the needs of clients, could discuss the matter with personnel in this new Office in order to identify the best possible referral/counseling plan.

5. RECOMMENDED CORRECTIONS PROGRAMS

This subsection contains our general suggestions for programs to be operated within the framework of the Imperial County Corrections System concept. In some instances, the programs are not new to the County but are included here for the purpose of completeness.

(1) Intake Classification Program

As it relates to pretrial release alternatives, initial data collection, and proper segregation of inmates, the heart of our recommendations is the Intake Classification Program. It basically involves the gathering of certain arrestee data for analysis, with subsequent recommendations concerning the defendant's activities while in the County criminal justice process. The objectives of such a program are:

- . To determine the eligibility of arrestees for pre-trial release programs
- . To determine jail segregation requirements of those ineligible for pretrial release
- . To obtain preliminary data concerning the on-going requirements of those convicted and sentenced to county time, such as work assignments, rehabilitative programs, and eligibility for work/education furlough.

Design of the Intake Classification Program is predicated on four key planning guidelines, two of which are extracted from the Minimum Jail Standards (MJS). These guidelines are as follows:

- . Confinement of unsentenced local prisoners should be reserved for those individuals whose prior history and offense(s) charged provide reason to doubt their willingness to appear at trial if released on their own recognizance. In these instances, cash or bond bail, if allowed by the Court, would be the only alternative to incarceration and would ostensibly provide the necessary inducement to assure the defendant's presence at trial.
- . Intake classification is a specialized function which should be performed by interested, trained personnel. Intake classification, as used in this report, includes the decision-making process related to pre-arraignment release and jail segregation.
- . Section 1030 of the MJS requires that a classification plan be established which is designed to properly assign inmates to housing units and activities according to designated criteria (e.g., age, criminal

sophistication, and severity of offense). It also requires the use of classification personnel or a classification committee in the implementation of such a plan.

- . Sections 1050 through 1053 require segregation of those who have communicable diseases, are mentally disordered, or who are determined to be homosexual, escape prone, or assaultive.

The system we envision would operate as follows. All persons arrested on local charges would be referred to a classification officer immediately after booking and before they have been afforded an opportunity to arrange bail. This would eliminate the need for some individuals to expend funds for bail when they could be, by all available facts, reasonably good risks to appear at trial.

The interview would be guided by a jail release and classification form. The arrestee would be evaluated as to his or her eligibility for release under any of the following programs:

- . Release without charge under 849(b)(2) P.C. (public intoxication arrests only, when appropriate)
- . Misdemeanor Citation Release
- . Felony OR Release
- . Mental Health Diversion
- . Alcohol/Drug Detoxification (As currently planned, decisions of this type will usually be made at the Detox Center prior to booking.)

In determining eligibility for release or diversion, the interviewer would concentrate on information related to the offense charged, prior criminal record (including previous failures to appear), family or job ties, enrollment at an educational institution, outstanding wants or warrants, probation or parole status, and willingness to participate in the interview process. Verification of information gathered, to the extent possible, would be accomplished immediately by telephone, records check, etc. If eligible, a misdemeanant would be

released on citation without further processing. If a felon, he would be held until a judge was contacted and: (1) approved an OR release; (2) modified bail if appropriate; or (3) decided to wait until more information was available before making either decision.

If the individual is to be confined, he would be assigned a jail segregation code as determined by information available and further questioning. At that point, final jail processing and housing assignment would follow.

If the prisoner is detained in custody, or if returned to custody after sentencing, the information on the form becomes the foundation on which to build a more complete inmate file. The file is then used in making decisions concerning work assignments, entry into rehabilitative programs, and eligibility for work furlough and county parole. The information may also be useful to the judges and could provide starting-level input to any pre-sentence Probation Department investigation.

Organizational responsibility should, in our opinion, be vested in the Probation Department since the program activities are closely aligned with their overall Departmental functions (many of which are supportive to the Court), and because it has an established administrative structure to handle the new positions.

In summary, we reiterate that the suggestion related to the Intake Classification Program is fundamental to efficient use of Imperial County jail facilities. Our approach is to reserve use of the jail for those persons who cannot be trusted to appear at trial or whose release will jeopardize the public safety. Application of this concept includes post-booking/pre-arraignment release of those who may in any event be released by the Court at a later date. This assumes that the facts are available after booking to make release decisions and to set bail. In the great majority of cases, we believe these decisions can be made at that time.

Operating in conjunction with the Intake Classification Program are several pretrial release programs available to the interviewers for assignment. These are discussed in the remainder of this subsection.

(2) Misdemeanor Citation Release Program

The most significant numerical impact on Imperial County jail population can be made through proper use of the misdemeanor citation process. Our discussion of this subject is in two parts, the first dealing with use of the citation in the field (i.e., the arrestee is not brought to a jail facility) and the second covering the use of the process by Intake Classification personnel following booking.

Field Citation

It should be the general policy of all County law enforcement agencies to release, in the field, all alleged misdemeanant offenders, 18 years or older, on his/her signed promise to appear; particularly in such cases as petty theft, minor assaults, disturbances where there is little likelihood of continued violence, etc.

If it can be determined in the field that any of the following conditions apply to the offender, he/she shall be considered ineligible for field citation release, and be subsequently physically arrested and booked:

- has prior felony conviction
- has outstanding valid wants/warrants
- is addicted to narcotics
- is now on local parole/work furlough
- fails to provide satisfactory identification
- refuses to sign citation
- is unable to care for himself by virtue of intoxication or other condition. (Drunk drivers will not be released in the field)
- is necessary to prevent imminent bodily harm to the accused or another, including law enforcement personnel

- demands to be taken immediately before a magistrate
- there is evidence of previous failure to appear
- lacks ties in this or nearby counties such as residence, job, or family, and based upon the other facts there is a substantial likelihood that the accused will fail to appear
- there are other unusual circumstances which lead the arresting officer to conclude that the accused should be booked and the case reviewed by higher authority.

When an alleged misdemeanor offender is not released in the field, the arresting officer should record on the arrest report his reasons for not releasing him. This facilitates subsequent reviews.

Jail Citation

The same general guidelines as developed for the Field Citation Release are suggested for use in this program. The primary difference would be the introduction into the process of an interview by the Classification Officer. At the time of booking, some of the criteria established for field release eligibility and determined not to be applicable to the offender may become valid as influenced by additional facts, changing attitudes, etc.

(3) Felony OR Release Program

Pretrial release of felons is solely a Court function. The courts are currently releasing some of those charged with felonies on their own recognizance (OR). The problem, however, is that many of these arrestees are spending time in jail that could be avoided if an efficient screening and release process were available at the time of booking. This is especially true of those arrested on weekends who spend three days or more in custody prior to having access to OR release. Additionally, judges may determine that a greater number of felony OR releases are warranted if they have detailed, verified information on the defendant through the Intake Classification Program interview.

We are additionally influenced in our approach by the occasional unreliability of "felony" and "misdemeanor" classifications in identifying severity of the offense, criminality of the offenders, and related characteristics. To illustrate, the following two incidents are considered felonies (at time of booking) under California law:

- . Possession of one marijuana cigarette
- . Theft of a garden hose from an open, unlocked garage

In contrast, the following incidents are considered misdemeanor crimes:

- . Brandishing a dangerous weapon against an unarmed, possibly defenseless person
- . Striking another person with your fists (at least up to the point where the injury is considered aggravated).
- . Theft of \$199 from one who is known to be an elderly pensioner with only limited means of support.

The point we make is that the highly technical classifications of felony and misdemeanor are not, in and of themselves, sufficient grounds for allowing release of one arrestee and not the other. We do agree that, as general guidelines, they have meaning, and construction of statutes to deal with the problem otherwise would be quite difficult. However, given a suitable alternative in the form of a Court-approved Felony OR Release Program, individual needs are more accurately met and County jail population is not unnecessarily crowded.

Operationally, this is essentially the same program as the jail citation release program for misdemeanants except that defendants booked on minor felony charges would be eligible for release. These would essentially be low risk offenders; low risk from the standpoint of court appearance, continued criminal activity, and severity of offense.

Based on the results of the initial post-booking interview, and additional investigation as required to verify data, the Classification Officer would contact the on-call judge (only during predetermined, reasonable hours) if it is decided to recommend release. In a formatted summary, the judge would be advised of the results of the Classification Officer's analysis and recommendation. If approved, a felony release would be generated and confirmed by official court documentation the next business day.

(4) Alcohol/Drug Detoxification Program

This program will soon be operative in Imperial County and is fully described in other reports. In most cases, decisions concerning whether or not the arrestee will be taken to, and accepted by, the Detox Center will be made prior to booking. Thus, the Intake Classification Program will seldom refer persons to this Center. In rare instances, however, the Detox Program may have been bypassed and the option will be available to interviewers.

The fact that this program will be operating has led us to assume that arrests for public intoxication--absent other charges or repeated offenses--will seldom, if ever, be brought to the County Jail.

(5) Release No Complaint (849(b) P.C.)

We have assumed that arrests for public intoxication will no longer be booked into the County Jail. If this assumption proves incorrect, or if the arrest involves a second charge which is subsequently dropped, it is suggested that the individual be released, when sober, under this Penal Code Section. An alternative would be to apply this rule only to those who have not been arrested for public intoxication more than a specified number of times in the past year. All others would be prosecuted.

In any event, we support the growing contention that public intoxicants do not belong in the criminal justice system.

(6) Drug Diversion Program

This program allows certain persons charged with specified narcotics or drug offenses the option of participating in rehabilitation programs in lieu of prosecution. As it currently exists in Imperial County, this program may be considered in the context of pretrial release as well as rehabilitation. However, if our suggestions for other programs are accepted, we fully expect that persons eligible for drug diversion would not be in custody. They will most likely be prime candidates for misdemeanor or felony jail release. The purpose of including the program here is to relate it with the Intake Classification proposal, which can provide valuable information for subsequent decisions concerning drug diversion eligibility.

(7) Work/Education Furlough

We believe the County should establish a program whereby inmates (male and female) are released for a specified period of time each day (or night) for the purposes of gainful employment, vocational training, or academic education. The typical elements of such a program, which are being operated successfully in many other counties, are as follows:

- . Eligibility is determined after a review of all inmate data.
- . Inmates in the program are usually housed apart from other prisoners for two reasons: (1) they have an extremely low-risk security classification; and (2) it hinders the transfer of contraband from furloughed inmates to incarcerated inmates. Facilities for the Work Furlough program are typically of common construction and absent the usual jail hardware and atmosphere.
- . The hours of authorized release are clearly specified and periodic on-site checks are made by supervisors to assure that the inmate is performing in accordance with his release criteria.

. Those admitted to the program reimburse the County at a prescribed daily rate for room and board. This seldom offsets facility and staffing costs but it does provide some return on the governmental investment.

Major benefits of this program are the many families who are supported by furloughed, working parents whose custody situation would otherwise force the family into public assistance programs. It also provides a wider range of educational and vocational training alternatives to the corrections system without the need of duplicating those classes and equipment in the detention facility.

(8) County Parole and Work Programs

We encourage continuation of the existing County parole process, with those improvements associated with the overall corrections system concept we have previously described. There should also be greater involvement of probation officers in counseling and assisting parolees.

Insofar as the in-custody Work Program is concerned, we recommend that it be formalized and improved in the following manner.

- . Identify the potential range of County work assignments available and the key vocational aspects of each.
- . Prepare summary outlines of job elements for each assignment.
- . Require that County employees who utilize the assistance of an inmate be required to complete the above referenced "training" outline during the period the inmate is so assigned.

We also suggest that the County Work Program be administered by the Probation Department and that the present, rather stringent, eligibility requirements for the program be made more flexible.

(9) Offender Assistance/Community Referral Program

The keystone to the entire rehabilitation process is the development of a comprehensive diagnostic, classification, and offender assistance system. The diagnostic system should begin when the defendant first enters the system and continue throughout the periods of release and/or incarceration, culminating in an overall rehabilitation plan. The recommended system has an added advantage in that it forms a statistical basis for the evaluation of all diversionary and rehabilitative programs and can serve as a foundation for the pre-sentence investigation reports routinely gathered by the Probation Department.

The kinds of information that could be gathered in the diagnostic and classification system are legion, but at a minimum should include the following information areas on each individual:

- . Identification information (e.g., age, race, sex, etc.)
- . Prior juvenile delinquency history
- . Prior adult criminal history
- . Educational history
- . Work history and vocational skills
- . Drug and alcohol history
- . Family circumstance
- . Medical and psychiatric status
- . Residence history.

The culmination of the program for sentenced individuals should be the preparation of a release plan which would be a strategy for return to the community. This release plan would include consideration of the individual's employment, family situation, and need for further treatment and services.

The diagnostic process is a continuing one once an offender agrees to participate in Probation Department programs. Psychological testing may be used in special cases but it is

expected that most cases can be adequately managed without reliance on tests. Where they are necessary, the County's mental health personnel should be used as a resource.

Once needs are accurately identified, the concept espouses extensive use of referrals and/or direct counseling and assistance to the program participant. Such services may take place both within and outside detention facilities, for both sentenced and unsentenced persons. Examples of the types of special services or "mini-programs" which can be utilized to assist arrestees are:

- . Job placement service
- . Housing placement service
- . Vocational and educational counseling
- . Pre-release seminars.

(10) In-Custody Supportive Programs

The Office of Corrections Services should develop supportive programs dealing with recreation, religion, library, etc., for implementation within the County's detention facilities. Those which require operation by Sheriff's Department personnel (e.g., supervision of recreation) would, of course, be implemented only to the extent of staff availability. The religious and library programs, on the other hand, should not be as demanding on the jail staff's time. In fact, the latter of the two could probably be operated by library personnel and/or volunteers.

(11) Involvement Of Federal Prisoners In Local Corrections Programs

As long as Imperial County authorizes the housing of Federal prisoners in the County Jail, the facilities and services required by the California Minimum Jail Standards should be provided to Federal inmates as well as County prisoners. Spe-

cial correctional programs should be afforded to Federal inmates upon concurrence of, and after coordination with, the U.S. Bureau of Prisons. Where such programs as Work Furlough are concerned, there may be a need to obtain approval of the U.S. Magistrate. This should not, however, be a major difficulty.

6. ESTIMATED IMPACT OF PROPOSED CORRECTIONS SYSTEM

At this point in the report we have:

- . Reviewed the key factors which influence corrections planning and operations in Imperial County
- . Estimated future jail populations based on no significant change in the County's existing level of corrections programs
- . Summarized our suggestions for major changes in Imperial County's correction system, including specific programs to be implemented.

What remains is to estimate the impact of the revised corrections system concepts on the County jail population and revenue. Section V of this report will then present the modified projections of Imperial County jail population. Following is a summary of the fiscal impact.

(1) Estimated Fiscal Impact

Numerous actions must take place and many requirements must be met to fully implement the corrections system recommendations. The discussion here, however, centers on financial implications of the proposed corrections system. Exhibit X, following this page, summarizes the costs of our proposed corrections system, including the Alcohol/Drug Detox program which is already funded by OCJP.

(2) Estimated Impact on Jail Population and Costs

Exhibit XI, following Exhibit X, lists the major programs previously suggested, the criteria we used in estimating their

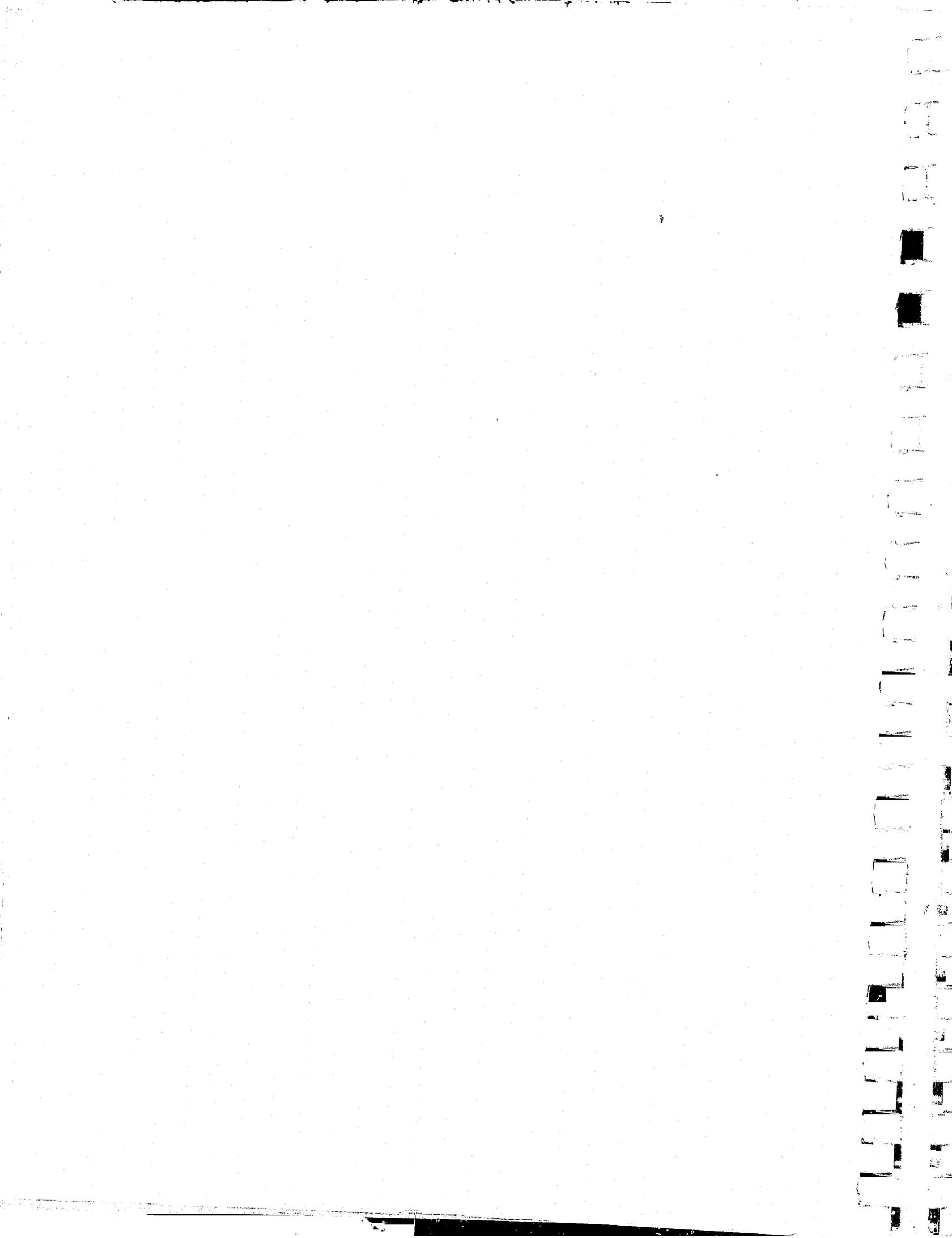
impact on jail population, and the resultant savings in jail costs. An average daily inmate cost of \$7.00 was used in these calculations. This was the ICSD average daily rate last year but it will increase 60 - 70% this coming fiscal year. Consequently, actual savings could be much greater than the \$65,000 - \$120,000 range shown.

IMPERIAL COUNTY
FISCAL IMPACT OF PROPOSED SYSTEM ELEMENTS
WITH IDENTIFIABLE COSTS

PROGRAM ELEMENT	ACTION PROPOSED	PERSONNEL REQUIRED	SALARY AND ^{1/} FRINGE BENEFIT COSTS	OTHER ^{2/} COSTS (ESTIMATED)	TOTAL COSTS
Alcohol/Drug Diversion	<ul style="list-style-type: none"> Implement existing plan 	<ul style="list-style-type: none"> 1 Physician (part-time) 1 Counselor 5 Nurses 	\$ 69,920	\$ 23,080	\$ 93,000
Field Citation Release	<ul style="list-style-type: none"> Increased use; standardized County-wide criteria 	<ul style="list-style-type: none"> None 	None	None	None
Intake Classification	<ul style="list-style-type: none"> <u>Determine eligibility for release</u> Misdemeanor Citation 849 (B) P.C. Felony OR Alcohol/Drug/Mental Health Diversion Pre-sentence, in custody general counseling and programs/referrals Phone contact on those missing court appearance 	<ul style="list-style-type: none"> 1 Dep. Prob. Off. III 4 Dep. Prob. Off. I 	\$ 61,976	\$ 6,200 (10%)	\$ 68,176
Offender Assistance and Community Referral Concept	<ul style="list-style-type: none"> Probation involvement in both pre- and post-trial counseling Expanded use of probation 	<ul style="list-style-type: none"> 6 Dep. Prob. Off. II 1 Clerk Typist II 	\$ 87,086	\$ 17,420 (20%)	\$ 104,506
Work/Education Furlough	<ul style="list-style-type: none"> Temporary release of prisoners for work/education/training 	<ul style="list-style-type: none"> None - handled by existing jail staff and planned probation staff 	None	None	None
Office of Corrections Services	<ul style="list-style-type: none"> Planning, development, and evaluation of system and programs Coordination of Community resources 	<ul style="list-style-type: none"> 1 Asst. Prob. Off. 1 Asst. Admin. Analyst 1 Clerk Typist II 	\$ 35,603	\$ 7,120 (20%)	\$ 42,723
TOTAL COSTS			\$ 254,585	\$ 53,820	\$ 308,405
KNOWN GRANT FUNDING			(\$ 68,500)	--	--
POTENTIAL COUNTY COSTS			\$ 186,085	\$ 53,820	\$ 239,905

^{1/} Except for Alcohol/Drug Diversion, mid-range FY 1973-74 salaries used, plus 15% fringe benefits for probation officers and 10% for other personnel. All costs for Alcohol/Drug Diversion extracted from grant proposal.

^{2/} Includes vehicles, office equipment, utilities, etc., but not facilities.



IMPERIAL COUNTY
ESTIMATED IMPACT OF PROPOSED CORRECTIONS SYSTEM
ON COUNTY PRISONER POPULATION AND COSTS

	PROGRAM ELEMENT	CRITERIA FOR ESTIMATING IMPACT	IMPACT ON JAIL POPULATION ^{1/} (ANNUAL MAN-DAYS)		IMPACT ON AVERAGE DAILY JAIL POPULATION ^{1/}		IMPACT ON PER DIEM JAIL COSTS (@ \$7.00 Per Man-Day)	
			LOW ESTIMATE	HIGH ESTIMATE	LOW ESTIMATE	HIGH ESTIMATE	LOW ESTIMATE	HIGH ESTIMATE
I. PRETRIAL IMPACT (UNSENTENCED)	Alcohol Detox ^{2/}	Divert 95% of all drunk arrests; 1-2 jail days each	663	1,326	1.8	3.6	\$4,641	\$9,282
	Drug Detox	Divert 2 offenders per week; 2-3 jail days each	208	312	.6	.9	1,456	2,184
	Misdemeanor Citation ^{2/} and 849(B) P.C.	Release 60% of all misdemeanants not processed by Alcohol/Drug Detox; 1-2 jail days each	2,425	4,850	6.6	13.3	16,975	33,950
	Felony OR Release ^{3/}	Release 20%; 2-4 jail days each	454	908	1.2	2.5	3,178	6,356
	Offender Assistance and Community Referrals Concept	Result in an overall 3-7% reduction in unsentenced jail population	766	1,788	2.1	4.9	5,362	12,516
SUBTOTALS FOR UNSENTENCED IMPACT			4,516	9,184	12.3	25.2	\$31,612	\$64,288
II. POST TRIAL IMPACT (SENTENCED)	Work/Education ^{4/} Furlough	Temporary release of 5-10% of sentenced prisoner population	1,588	3,176	4.4	8.7	\$11,116	\$22,232
	Overall System Concept • Alcohol/Drug Detox • In Lieu of Prosecution • Diagnosis • Offender Assistance and Community Referrals	Combined impact resulting in 10-15% reduction in sentenced prisoner population (principally in short term sentences of drunks and minor offenses)	3,175	4,745	8.7	13.0	\$22,225	\$33,215
	SUBTOTALS FOR SENTENCED IMPACT			4,763	7,921	13.1	21.7	\$33,341
TOTAL COUNTY PRISONER IMPACT			9,279	17,105	25.4	46.9	\$64,953	\$119,735

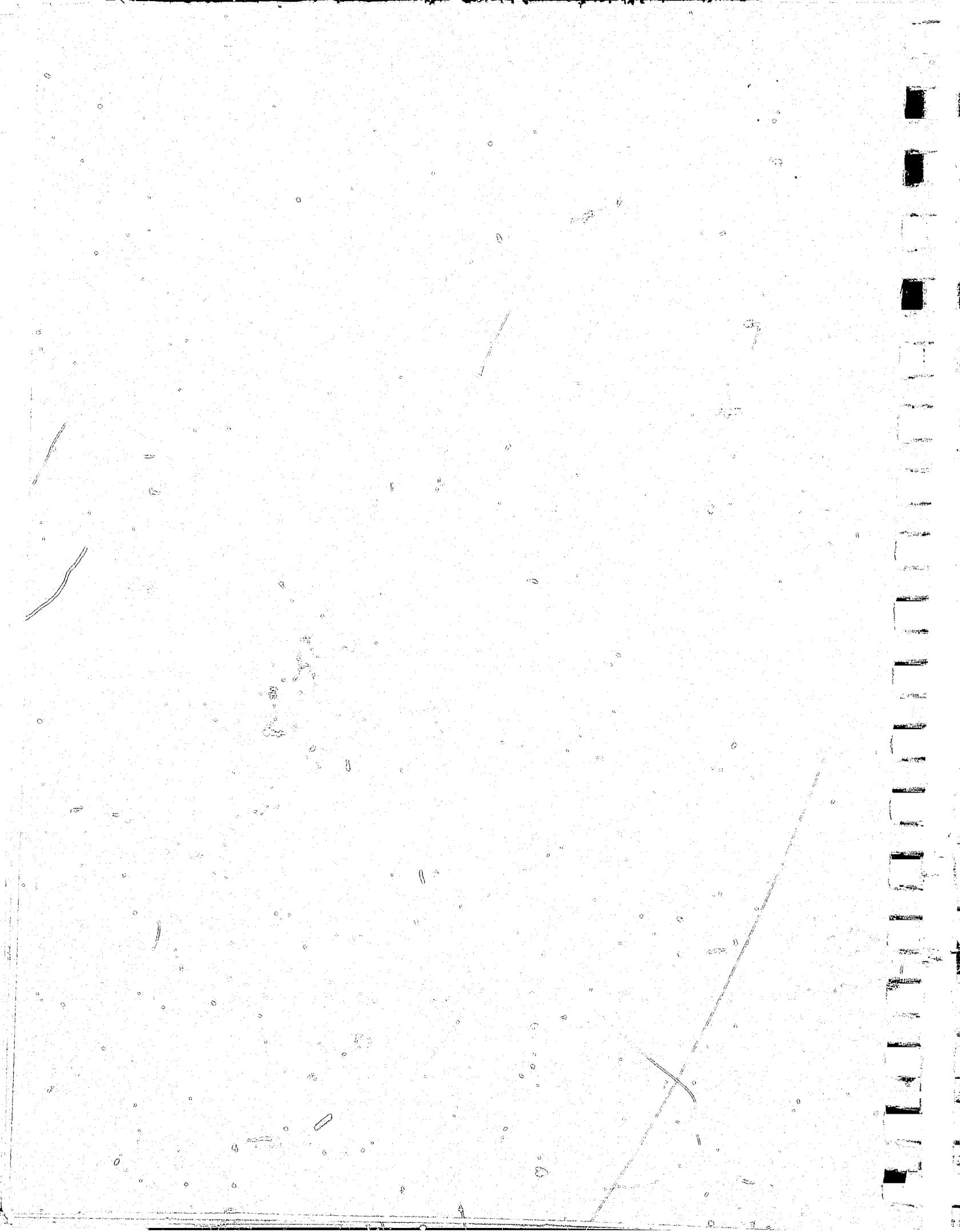
^{1/} Generally excludes Winterhaven Substation.

^{2/} Counts only Main Jail drunk and other misdemeanor offense bookings as obtained from recent booking survey.

^{3/} Counts 90% of all felony arrests in the County, since most are transferred to the Main Jail; uses 1972 arrest data as base.

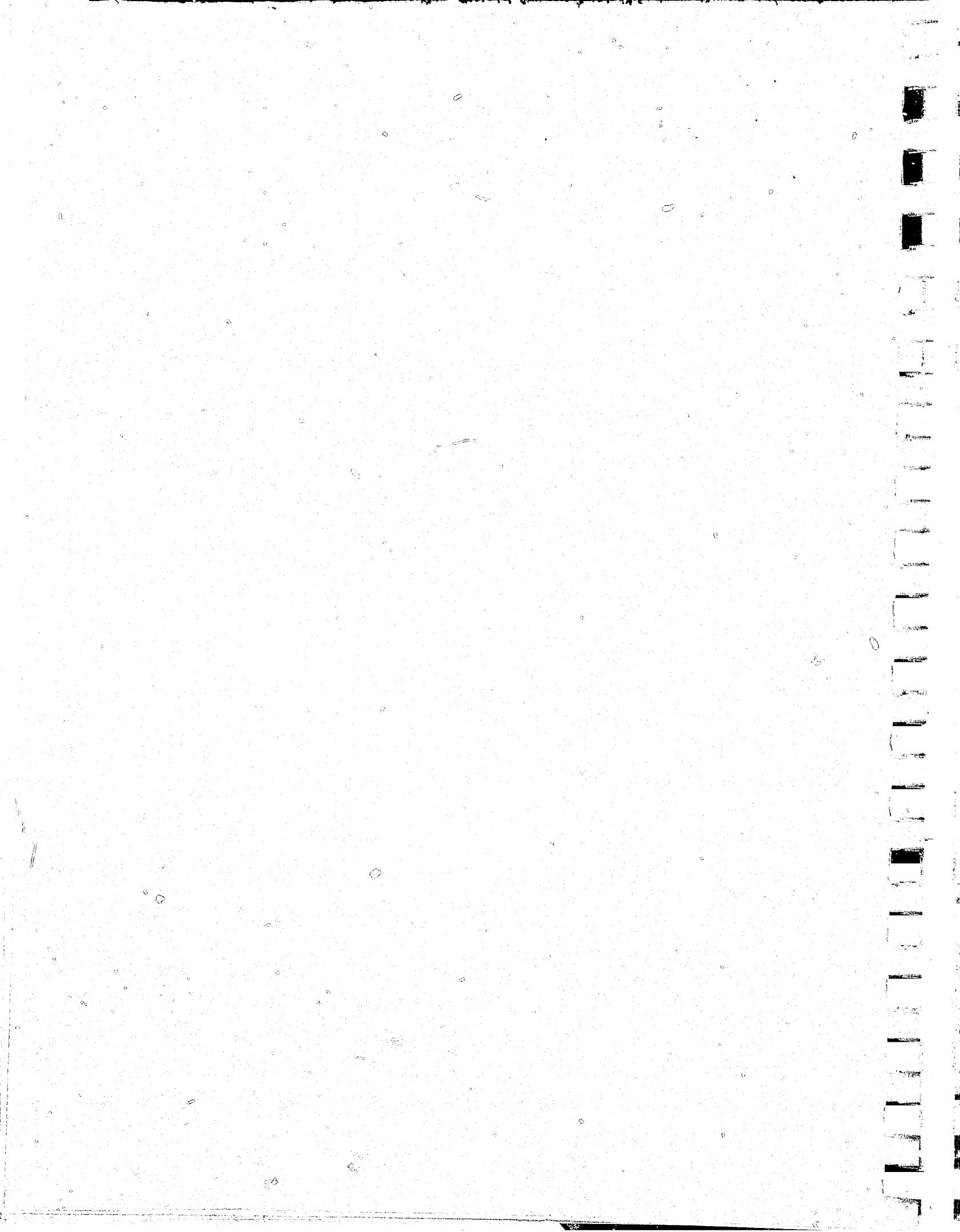
^{4/} Impact is the elimination of these prisoners from standard jail facilities and work load, plus reimbursement by the program participant for room and board in a separate facility.

V. DETENTION FACILITY REQUIREMENTS



CONTINUED

1 OF 2



V. DETENTION FACILITY REQUIREMENTS

This section presents information on facility requirements for the Imperial County Adult Corrections System. In part, this material has been previously reviewed by the Study Management - Resource Committee and the Board of Supervisors, with the latter making several decisions which affected the outcome of our work. These decisions were especially critical in determining the total number of beds to be provided in new facilities, and the location of those facilities.

Information on detention facility requirements is presented under the following subsection headings:

- . Modified Projections of Jail Population and Bed Requirements
- . New Detention Facility Space and Cost Estimates
- . Site Considerations Related to New Facilities
- . Block Plans for New Facilities
- . Improvements at the Minimum Security Facility
- . Improvements at the Winterhaven Substation.

1. MODIFIED PROJECTIONS OF JAIL POPULATION AND BED REQUIREMENTS

Imperial County has approved the concept of the Adult Corrections System we recommended, as described in Section IV of this report. In so doing, the Board of Supervisors realized that baseline jail population projections would be adjusted downward to reflect the impact of new programs which, in turn, results in planning for smaller new detention facilities. Additionally, the County made other long-range decisions concerning Federal prisoners. The exact nature and extent of all decisions which affected the modified jail population projections are discussed below.

- . Adopted a Mid-Range Estimate of Corrections System Impact

We provided two estimates of the impact on jail population which might result from implementation of the proposed corrections system (see Exhibit

XI in Section IV). The County determined that the most prudent course of planning action would be to adopt a mid-range estimate of system impact, i.e., half way between the low and high impact assessments we provided. This decision effectively established the number of County prisoners for whom facilities would be required.

Established a General Limit of Fifty Unsentenced Federal Prisoners

In recognition of the difficulty of estimating future volumes of Federal arrests, the County of Imperial established a general limit of fifty unsentenced Federal prisoners to be housed in a new Main Jail. This number may be exceeded if additional space is available because of reduced numbers of County inmates. However, it serves as a general guideline for contractual and planning purposes, for both the County and the Federal Government.

Restricted Use of the Minimum Security Facility (MSF) to Sentenced Prisoners

It was decided that the MSF should be reserved for housing of sentenced male prisoners. This facility would require major overhaul to accommodate medium and maximum security inmates, and to provide segregation of inhabitants. Such an approach was deemed ill-advised since the resulting structure would undoubtedly be less efficient than one planned specifically for this purpose. Although this decision did not directly affect jail population projections, it led to the one discussed below which does bear on this subject.

Adopted a Policy to Accept Sentenced Federal Prisoners to the Extent Beds are Available at the MSF

This policy essentially allows for housing of all male sentenced County prisoners on a first priority basis. Any space remaining, up to a specified maximum occupancy, would be available to the Federal Government. We are suggesting in subsection 5 of this report section that a maximum capacity of 200 inmates be established for this facility after a new wing is built. In the interim, the capacity should be set at approximately 175 beds if the County is to comply with the Minimum Jail Standards.

The combined effect of the last two decisions cited above more than adequately covers the County's needs for its own male sentenced prisoners through the year 2000. Even the unmodified projections estimated the total number of male sentenced County prisoners in 2000 to be no more than 122. Therefore, the MSF provides ample space for County needs, with excess space available to the Federal Government.

Collectively, the County's decisions enabled us to finalize the modified jail population projections. The results of those projections are presented in the two exhibits which follow this page.

Exhibit XII portrays the difference between baseline and modified projections for County prisoners only, using a mid-range impact assessment of the proposed corrections system to arrive at the modified projections. The resulting savings of 64 beds by the year 2000 is nearly 25% of the baseline estimate and approximates over one million dollars in reduced construction costs.

Exhibit XIII adds to the modified County prisoner projections the maximum number of unsentenced Federal prisoners allowable under new County policies (i.e., 50), resulting in a total picture of modified jail population projections and bed requirements. Sentenced Federal inmates are not included since they will be accepted only on a "space available" basis. As a general guideline, one could add about 150 to the sentenced prisoner count on this exhibit to arrive at an actual total when Federal inmates are included. This will result in a sum that is greater than the 200-bed MSF capacity because some sentenced prisoners will be housed in the Main Jail as trustees, or because they are security risks.

By the year 2000, the net savings in required beds that is achieved through institution of the corrections system and new Federal inmate policies is 174 beds, or about three million dollars in construction expenditures.

The foregoing exhibits provide general information related to detention facility requirements. However, they do not deal with the specifics of new facility needs. To explain, we (and many others) have concluded that the existing Main Jail should be replaced. Given

the existence of the MSF, we had to determine the number and type of inmates to be housed in a new Main Jail. This was accomplished through an analysis of information contained in the three exhibits following Exhibit XIII.

Exhibit XIV shows the breakdown of County inmates for which new detention facilities are required. Imperial County has decided to house sentenced trustees within the new facilities rather than transporting them from the MSF. Key factors in this decision were:

- security of both institutions
- the need for trusty labor at unanticipated, unscheduled hours
- the need to provide a rest area for trustees if they are housed at the MSF.

Exhibit XV provides a similar breakdown for Federal inmates in the new facility.

Exhibit XVI converts information from the previous two exhibits into total new facility bed requirements for the years 1990 and 2000.

Due to the minimal difference in bed requirements for the two alternative planning years, the County elected to plan for needs for the year 2000. Thus, our planning is in accordance with a 235-bed facility.

2. NEW DETENTION FACILITY SPACE AND COST ESTIMATES

The total number of inmates and required beds for a new detention facility were analyzed to develop estimates of space requirements. In many instances, we were able to use average square feet per inmate bed computations to identify space requirements for a given function. In other cases, it was necessary to analyze the function and, thereafter, develop rationale for estimating space. The results of this effort, together with cost estimates, are presented in Exhibit XVII, following Exhibit XVI. Detailed information on how these space and cost estimates were derived was provided to the County in a special report dated March 13, 1974. Here we only summarize key points from that report.

IMPERIAL COUNTY
MODIFIED PROJECTIONS OF COUNTY PRISONERS
AND BED REQUIREMENTS

YEAR	BASELINE PROJECTIONS			MODIFIED PROJECTIONS			DIFFERENCE		
	TOTAL	UNSENTENCED	SENTENCED	TOTAL	UNSENTENCED	SENTENCED	TOTAL	UNSENTENCED	SENTENCED
1973	156	69	87	121	51	70	35	18	17
1975	159	70	89	123	52	71	36	18	18
1980	169	74	95	130	55	75	39	19	20
1985	185	81	104	142	61	81	43	20	23
1990	201	88	113	154	66	88	47	22	25
1995	215	94	121	166	71	95	49	23	26
2000	229	100	129	176	75	101	53	25	28
1973	187	83	104	145	61	84	42	22	20
1975	192	85	107	147	62	85	45	23	22
1980	203	89	114	156	66	90	47	23	24
1985	224	99	125	170	73	97	54	26	28
1990	241	106	135	185	79	106	56	27	29
1995	258	113	145	199	85	114	59	28	31
2000	275	120	155	211	90	121	64	30	34

NOTE: Bed requirements include 20% factor for segregation and peak jail population periods.

I. COUNTY PRISONERS
II. BED REQUIREMENTS

IMPERIAL COUNTY

MODIFIED PROJECTIONS OF TOTAL INMATES AND BED REQUIREMENTS
FOR COUNTY PRISONERS AND UNSENTENCED FEDERAL PRISONERS

	YEAR	BASELINE PROJECTIONS			MODIFIED PROJECTIONS ^{1/}			DIFFERENCE		
		TOTAL	UNSENTENCED ^{2/}	SENTENCED	TOTAL	UNSENTENCED ^{3/}	SENTENCED	TOTAL	UNSENTENCED	SENTENCED
I. PRISONERS	1973	192	105	87	171	101	70	21	4	17
	1975	199	110	89	173	102	71	26	8	18
	1980	220	125	95	180	105	75	40	20	20
	1985	250	146	104	192	111	81	58	35	23
	1990	283	170	113	204	116	88	79	54	25
	1995	320	199	121	216	121	95	104	78	26
	2000	362	233	129	226	125	101	136	108	28
II. BED REQUIREMENTS	1973	230	126	104	195	111	84	35	15	20
	1975	239	132	107	197	112	85	42	20	22
	1980	264	150	114	206	116	90	58	34	24
	1985	300	175	125	220	123	97	80	52	28
	1990	339	204	135	235	129	106	104	75	29
	1995	384	239	145	249	135	114	135	104	31
	2000	435	280	155	261	140	121	174	140	34

^{1/} Baseline projections, less impact of proposed corrections system on bed requirements for County prisoners

^{2/} Assumes 5% per annum growth in number of unsentenced Federal prisoners accepted by Imperial County

^{3/} Assumes a maximum of 50 beds available for unsentenced Federal prisoners

IMPERIAL COUNTY
 BREAKDOWN OF COUNTY INMATES
 TO BE HOUSED IN NEW DETENTION FACILITIES^{1/}

YEAR	UNSENTENCED			SENTENCED			UNSENTENCED AND SENTENCED (WITHOUT TRUSTIES)			SENTENCED TRUSTIES FOR NEW FACILITIES ^{3/}			UNSENTENCED AND SENTENCED (WITH TRUSTIES)		
	TOTAL	MALE	FEMALE	TOTAL	MALE ^{2/}	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE ^{4/}	FEMALE ^{5/}	TOTAL	MALE	FEMALE
1973	51	49	2	28	25	3	79	74	5	18	14	4	97	88	9
1975	52	50	2	29	26	3	81	76	5	18	14	4	99	90	9
1980	55	53	2	31	27	4	86	80	6	18	14	4	104	94	10
1985	61	59	2	34	29	5	95	88	7	19	15	4	114	103	11
1990	66	63	3	37	31	6	103	94	9	19	15	4	122	109	13
1995	71	68	3	40	34	6	111	102	9	19	15	4	130	117	13
2000	75	72	3	43	37	6	118	109	9	20	16	4	138	125	13

^{1/} Based on mid-range of low and high impact estimates presented in Exhibit XIII of Second Interim Report.

^{2/} Represents Medium to High Risk male inmates who cannot be housed at the MSF.

^{3/} Trustees are most often County inmates but occasionally sentenced Federal inmates are used. Segregation factor of 20% for estimating beds is not required.

^{4/} If new facilities are adjacent to the MSF, sentenced male trustees could be housed in the MSF, deleting the requirement for 15-16 beds, but adding a requirement for suitable trusty rest area in the new facility.

^{5/} Currently about 4 sentenced female trustees used. Requirement should not change significantly because of minimal increase in female jail population.

IMPERIAL COUNTY
 BREAKDOWN OF
 FEDERAL PRISONERS IN NEW DETENTION FACILITIES^{1/}

YEAR	UNSENTENCED									SENTENCED ^{6/} "HIGH RISK" MALES	TOTAL SENTENCED AND UNSENTENCED		
	IMMIGRATION ^{2/}			OTHER FEDERAL ^{4/}			IMMIGRATION AND OTHER FEDERAL				TOTAL	MALE	FEMALE
	TOTAL	MALE ^{3/}	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE ^{5/}				
1973	22	9	13	13	7	6	35	16	19	15	50	31	19
1975	25	10	15	15	8	7	40	18	22	15	55	33	22
1980	33	13	20	20	10	10	53	23	30	15	68	38	30
ADJUSTED MAXIMUM ^{7/}	30	13	17	20	10	10	50	23	27	15	65	38	27

- 1/ Based on analysis of ICSD Daily Jail Counts, October, 1973 through December, 1973.
- 2/ Unsentenced Immigration inmates typically require segregation from other inmates.
- 3/ Unsentenced Male Immigration inmates should be considered Medium to High Risk inmates because they can not be safely retained in custody at U. S. Border Patrol facilities.
- 4/ About half of "Other Federal" prisoners arrested for felonies and should be considered Medium-High Risk. Remainder includes many civil prisoners (e.g., material witnesses) who require segregation.
- 5/ Female prisoners--Immigration and Other Federal--projected to increase at slightly higher rate than males. About half of female space must be convertible to male space or other uses in the event Immigration authorities construct facilities for their female prisoners.
- 6/ Currently, about 20% of Federal inmates sentenced to MSF are transferred to the Main Jail because of security or disciplinary problems. They are held there until completion of sentence or until transfer by Federal officials. A minimal allowance of 15 beds is provided for this purpose.
- 7/ Represents an adjustment of the 1980 total of 53 inmates to conform to the established County planning guideline of a maximum of 50 Unsentenced Federal prisoners.

IMPERIAL COUNTY
TOTAL BED REQUIREMENTS FOR
NEW DETENTION FACILITIES^{1/}

	<u>1990</u>	<u>2000</u>
<u>1. BEDS FOR COUNTY INMATES</u>		
* . Unsented Male	76	86
* . Sented "High Risk" Male	37	44
* . Sented Male Trusties	15	16
. Unsented Female	4	4
. Sented Female (non-trusty) ^{2/}	6	6
. Sented Female (trusty)	<u>4</u>	<u>4</u>
Sub-Total: County Basic Requirement	142	160
<u>2. BEDS FOR FEDERAL INMATES</u>		
* . Unsented Male	28	28
* . Unsented Female	32	32
. Sented "High Risk" Male	<u>15</u>	<u>15</u>
Sub-Total: Federal Basic Requirement	75	75
<u>3. TOTAL BED REQUIREMENT</u>	<u>217</u>	<u>235</u>

^{1/} Segregation and peak population factor of 20% included for those categories marked with asterisk (*).

^{2/} 20% factor not added because female trusty space provides ample total bed capacity.

IMPERIAL COUNTY

NEW DETENTION FACILITY SPACE REQUIREMENTS AND COSTS

FUNCTIONAL ALLOCATION	235-BED FACILITY SQUARE FOOTAGE
1. Administration*	7,050
2. Detention Housing	39,010
3. Booking and Releasing	3,901
4. Jail Control	2,820
5. Principal Stairs, Corridors and Escalators	11,750
6. Visitation and Show-up Room	890
7. Multi-Use/Programs*	3,800
8. Commissary	470
9. Food Service	750
10. Inmate Dining*	1,650
11. Staff Room	320
12. Medical	1,250
13. Barber/Beauty Area	400
14. Central Receiving and Storage*	1,440
15. Laundry	1,900
16. Maintenance Shop and Janitor's Closets	540
17. Central Plant	1,900
18. Outdoor Recreation Area (Not Included In Total)	(3,900)
19. Total Square Feet	79,846
20. Construction Cost (Rounded)	\$4,051,000
21. Architect's Fees @ 8%	\$ 324,000
22. Site Preparation @ 2%	\$ 82,000
23. TOTAL COST	\$4,457,000

* Indicates areas where space requirement may be reduced by efficiently relating the design of ICSD administrative facility with the design of the detention facility, or by consolidating space use within the detention facility.

(1) Administrative (30 Sq. Ft./Inmate)

This includes staff offices, public counter and lobby, jail records, administrative storage space, briefing/training room, and lockers, shower, and restroom facilities for staff. A proven average requirement is 49 sq. ft. per inmate. Because we have allowed for some of this space in the ICSD Administrative Facility, we have reduced this figure to 30 sq. ft. per inmate. (Unless otherwise noted, all space figures include allowance for aiseways, utilities, wall thickness, etc.)

(2) Detention Housing (166 Sq. Ft./Inmate)

This category includes cells, guard corridors, inmate corridors, utility alleys, day rooms, toilets and showers, and limited storage space.

(3) Booking, Processing, and Releasing

Because of the projected growth in arrests of County prisoners--48% increase by the year 2,000, excluding drunk arrests-- and because of the difficulty of expanding this type of flow-related processing space, requirements were calculated without the use of an average standard. Other concerns which dictated this approach were the mass arrest situations and processing large groups to and from Court.

(4) Jail Control (12 Sq. Ft./Inmate)

This is a general category which includes guard stations and design considerations to assure maximum control and observation of inmates.

(5) Principal Stairs, Corridors, and Escalators (50 Sq. Ft./Inmate)

All major areas for vertical and horizontal movement are included here.

(6) Visitation

Visiting space allows for 60 minutes of visiting per inmate, per week; three attorney booths; and a one-way viewing area for show-up of suspects to witnesses.

(7) Multi-Use/Program Space

This is flexible-use space, in part, for various programs operated in the facility. It was calculated as follows:

- Multi-purpose rooms for indoor recreation, chapel, etc. 1,600 sq. ft.
- Classrooms for "mini-courses," library storage, and self-help seminars. 1,600 sq. ft.
- Sewing room for females. 200 sq. ft.
- Counseling offices, 3 male and 1 female. 320 sq. ft.
- TOTAL. 3,720 sq. ft.

(8) Commissary (2 Sq. Ft./Inmate)

This is a storage and small work area for the commissary function.

(9) Food Service

Calculations here assume all food preparation and most storage will occur at the MSF. New facilities require minimal cold and dry storage for small items, unloading and storage of carts bearing food from MSF, dishwashing area, and a serving line area.

(10) Inmate Dining (15 Sq. Ft./Inmate Served)

We have assumed a maximum of 60 males and 30 females served at one time, in separate rooms. Depending on the number of inmates who must eat in cells, this will require 2 or 3 shifts of male feeding, and 1 or 2 shifts of female feeding.

(11) Staff Room

The total of 250 sq. ft. assumes two small restrooms for male and female staff, and an eating area.

(12) Medical

Our calculations for medical service space include the following: (1) infirmary beds for 12 males and 2 females; (2) nurse's office, doctor's desk, drug storage, records, etc.; (3) three exam rooms (2-male and 1-female) and separate male and female waiting areas.

(13) Barber/Beauty Areas

This includes separate space for male barber work and a female beauty shop, which could double as a vocational training facility.

(14) Central Receiving and Storage

This space need not be within the secure area of the jail and should serve all ICSD needs other than fresh food.

(15) Laundry

Laundry space requirements assume that Juvenile Hall and jail clothing and bedding will be cleaned here. If so, we estimate the need for the following laundry-related space:

- Washers and dryers 1,200 sq. ft.
- Soiled room 200 sq. ft.
- Sorting, distribution, and cart storage 500 sq. ft.
- TOTAL 1,900 sq. ft.

(16) Maintenance Shop and Janitor's Closets

A work area should be provided for maintenance personnel so they do not have to return to a central shop to perform minor repairs (e.g., welding and cutting). This area should also have a secure, well-ventilated paint locker. We have estimated a reasonable-size work area at 300 sq. ft. An additional 180 sq. ft. is allowed for 6 janitor's closets.

(17) Central Plant

This includes boilers, heaters, and air conditioning equipment.

(18) Outdoor Recreation Area

Outdoor exercise space is not counted in the total square footage for new facilities because it may be located on a roof or at ground level with the building designed around it. However, the amount allocated should conform to the following MJS formula:

$$\frac{(80\% \text{ of maximum rated inmate population})}{\text{Number of 1-hour exercise periods per day}} \times 50 \text{ sq. ft.}$$

For purposes of estimating this space requirement, we have used only the male population and assumed two exercise periods a day. The resulting space will be more than adequate for all females during a third exercise period.

(19) Total Square Feet

This figure is the sum of items 1 through 18.

(20) Construction Cost

This is computed on the basis of average costs per square foot for other corrections institutions, adjusted to reflect the latest Engineering News Record (ENR) cost index. The cost per square foot used was \$50.74, based on the January, 1974, ENR cost index. Thus, the cost total is valid only for today's market.

(21) Architect's Fees

An 8% fee was used to estimate architect's costs, which is the maximum allowable under Imperial County regulations.

(22) Site Preparation

There is no way to forecast, at this time, the costs of site preparation. Projection of this cost requires separate study. The final cost could be quite low (e.g., under \$50,000) or it could be very high if special earth fill and compaction is required. Since this cost may vary slightly depending on the size of the facility, we have used a somewhat arbitrary figure of 2% of construction costs to obtain a very rough estimate of site preparation expenditures. According to the Director of Buildings and Grounds, this figure is generally consistent with the last major construction project--the County Services Building.

(23) Total Cost

Total costs, excluding special equipment used in the proposed facility (e.g., CCTV), approximate \$4,500,000. In recognition of inflationary trends, we anticipate that actual costs will undoubtedly exceed this amount.

3. SITE CONSIDERATIONS RELATED TO NEW FACILITIES

The discussion of site considerations is presented in two parts; the first deals with the specific site for ICSD detention and administrative facilities, and the second covers the general subject of planning for a criminal justice center.

(1) ICSD Detention and Administrative Facilities

By common agreement of all concerned, selection of a site for new facilities--detention and administrative--involved two major alternatives. The first is in the downtown area of El

Centro, near to the Courthouse and other County government offices. This is the location of the existing jail and Sheriff's offices. The other location is adjacent to the MSF and County Hospital, about 1.5 miles south of the El Centro city limits on Clark Road. This site has also been selected for the new Juvenile Hall and Probation Department offices.

In a special report and two presentations during March, 1974, we discussed these two alternatives with the Study Committee and the Board of Supervisors. A full analysis does not need to be repeated, but summarized below are the prime reasons why the Clark Road site was mutually concluded to be the best location for new detention and administrative facilities.

- Two structures having direct functional relationships with the jail and Sheriff's offices are, or will be, located here (MSF and Juvenile Hall/Probation). The proximity of Juvenile Hall to a new Main Jail is especially critical because the County hopes to utilize the same personnel for both juvenile and adult intake screening. Although not of vital importance, the Clark Road site also contains the County Hospital and Detox Center.
- Costs are considerably reduced because the County already owns the land, and there are no demolition or re-location expenses required.
- More open, uncongested space is available, which facilitates design of structures and allows more room for inmate exercise areas.
- On a long-term basis, there are recognizable savings in personnel and equipment costs for transportation of food, supplies, and prisoners between the two jails.
- Imperial County is in the process of investing over \$250,000 in water and sewage line improvements at this site, to allow for full utilization of the space by County departments.
- Selection of this site is consistent with long-range plans for development of a criminal justice center.

The last point above is explained in more detail in the following paragraphs.

(2) Planning for a Criminal Justice Center

We were concerned during the study with the physical separation that was evolving among the criminal justice elements as a result of individualized planning. That is, facility and functional planning for each major element of the system was proceeding without adequate coordination and without identification of intra-County impact on other criminal justice components or other County departments. As a by-product of our project, we suggested that Imperial County utilize a portion of the Clark Road parcel of land--which is in excess of 50 acres in all--as a criminal justice center. Long-range plans still must be developed for re-location of the Courts, District Attorney, and Public Defender. Most important, however, is that the location of Juvenile Hall, Probation Offices, Main Jail, and ICSD administrative facilities on the site be planned in advance to maximize the flow of work and people, and the efficient utilization of space.

The advantages of this suggestion are numerous. The more significant ones are outlined below.

- Increased opportunity for frequent contact between criminal justice system participants, thereby enhancing the possibility of improved coordination and understanding.
- A central Intake Center may be used for all persons arrested. This is not likely to result in major space savings because of the need for segregation, but it can certainly result in personnel savings and increased proficiency of assigned staff.
- The security of prisoner flow to and from Court can be assured, with minimal investment of employee time.
- A single employee can perform the necessary messenger function between the Civic Center and all criminal justice offices.

- . Travel time between criminal justice offices is reduced.
- . A single maintenance shop provides for upkeep and repair of all facilities located at this site.
- . Private attorneys, relatives, etc. can contact any and all elements of the criminal justice system at one location.
- . Between Juvenile Hall and Adult Detention there is a wide range of consolidation possibilities. Prime examples, which affect both space and staffing requirements, are:
 - The use of one kitchen to prepare meals for adults and juveniles, even if it requires some expansion of the MSF facility
 - Use of trusty labor to wash all food service utensils in one location
 - A single laundry for both adult and juvenile needs.
- . A central receiving, storage, distribution, and inventory location contains all supplies used by offices at the Criminal Justice Center.
- . A single adult inmate medical examination and infirm-ary area can be utilized.
- . Prime space in the Civic Center area is released for other County uses. One possibility is the remodeling of the existing Courthouse to meet the needs of expanding County administrative offices located in the immediate vicinity.

It is important to consider these advantages in terms of "life cycle" costs. That is, savings in personnel, travel, and more efficient operations must be considered over the life cycle of a facility and not just for one year. For example, consolidation of the intake facility should eliminate the need for at least three employees. Over a 20-year period this would amount to \$800,000 - \$900,000 in savings, or more. Eliminating the trips between ICSD and Probations offices, and the Court and District Attorney's offices will, on a long-term basis, save hundreds of thousands of dollars in wasted employee time and vehicle costs. Other examples are equally relevant.

Long-range planning of this type is outside the scope of our study. Nevertheless, we did identify an immediate problem with respect to the location of Juvenile Hall on the land. As planned, it would be extremely difficult to place a Main Jail in a manner that would facilitate use of Intake Classification officers for both juvenile and adult offenders. We are suggesting some alternatives which would require re-locating Juvenile Hall but do not involve re-design (see Subsection 4 of this report section for site sketches). It appears, however, that some re-design might be worthwhile, together with a more thorough review of the exact location on this site for each criminal justice structure.

In summary, we are suggesting that final design and location of Juvenile Hall and Probation offices, and all ICSD facilities, should be in accordance with a general, conceptual plan for location of all criminal justice offices on the Clark Road site. Development of such a general site layout plan should not be unduly expensive or time-consuming and would not excessively delay construction of the proposed Juvenile Hall. A short delay would be more than offset by improved flow patterns and reduced operating costs. It would also tend to decrease the need for major alterations in the future.

4. BLOCK PLANS FOR NEW FACILITIES

As part of our project, we developed pre-architectural sketches (i.e., block plans) for new facilities. Most of this work was completed by Albert C. Martin and Associates of Los Angeles, an integrated firm of architects, engineers, and planners that has considerable experience in the design of correctional facilities. This subsection contains the results of this pre-architectural work, together with introductory comments explaining the developmental nature of facility design.

(1) Design Considerations in the Development of Block Plans

It should be recognized at the outset that the facility design process is developmental in nature. It starts with very general information and is developed step-by-step with successive refinements that each particular requirement engenders as it is incorporated into the matrix of criteria. It is evident, then, that an early schematic solution of basic (or block) design is the result of limited unrefined information and does not purport to solve all of the problems that a complete architectural design can solve. In this "broad-brush" presentation, the following basic elements have been considered:

- Space Requirements - Requirements have been developed for the required functions and projected to a suitable target date.
- Relationships of Functions - Functional relationships have been studied to establish plan locations based on frequency of required access and non-duplication of spaces and services that already exist.
- Separation of Access and Traffic Patterns - Access to the site is critical and must accommodate four basic categories of individuals: staff, the public, services, and inmates. Proper segregation of these categories is necessary to achieve proper internal function. The public, for instance, should be divided at a common reception area into those who have business in the administrative facility and those who require access to the detention facility for visitation or legal appointments. Various categories of inmates that are received must be separated during their reception, processing, incarceration and release. This internal problem of segregated traffic patterns would be immeasurably complicated if the screening did not begin with access to the site.
- Segregation of Functions by Building Type - It can readily be seen that there are advantages in segregating those functions that need not be contiguous to the jail into an office-type structure that is a separate part of the criminal justice complex. The advantages can be simply stated as expressions of time and money. First, non-security functions can be housed in a type of construction that is less

expensive than that required for security purposes. Second, the segregation permits simultaneous scheduling of both the design and construction processes, with the resultant advantage of earlier occupancy.

• Options for Expansion of Facilities - The periodic need for expansion of facilities has a heavy impact on the concept of the design. Unfortunately, some elements are fixed in nature, and so limited to "locked-in" locations by the nature of their functions that they cannot be readily expanded. These must therefore be sized to accommodate their ultimate needs and the excess space assigned to temporary uses. Equipment for these spaces can be provided incrementally as needed, and the temporary uses displaced in increments.

The major elements of the design, however, are admirably suited for modular expansion. The modular concept for housing assigns a basic area per inmate, which can be converted to single or multi-cell occupancy and can be added to as the need arises. The modular concept for the "office-type" administration unit can similarly accommodate expansion by use of the same principle if the direction for expansion is established and fixed elements (not likely to expand) are grouped at the fixed end.

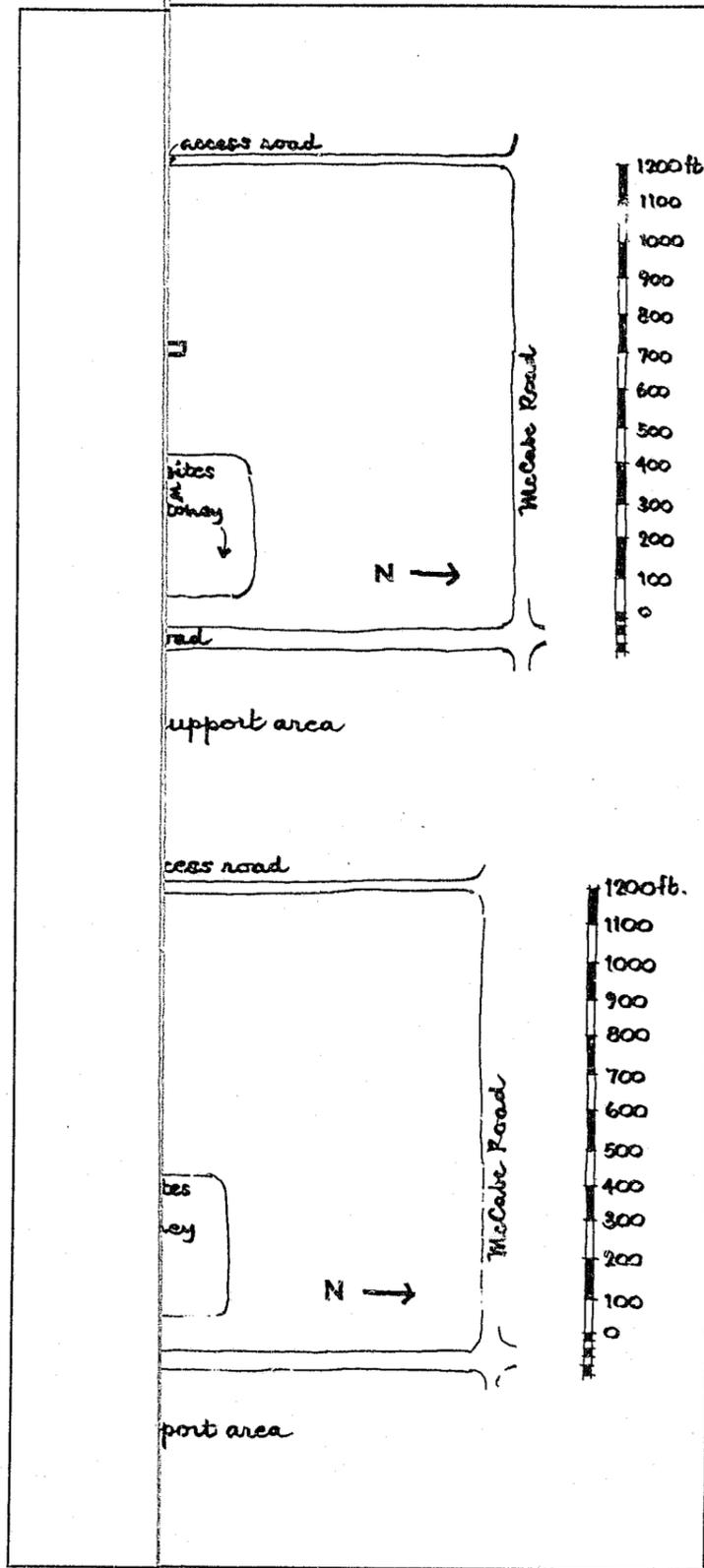
Giving due recognition to the foregoing information and the tentative, preliminary nature of pre-architectural sketches, block plans are submitted and discussed in the remainder of this subsection.

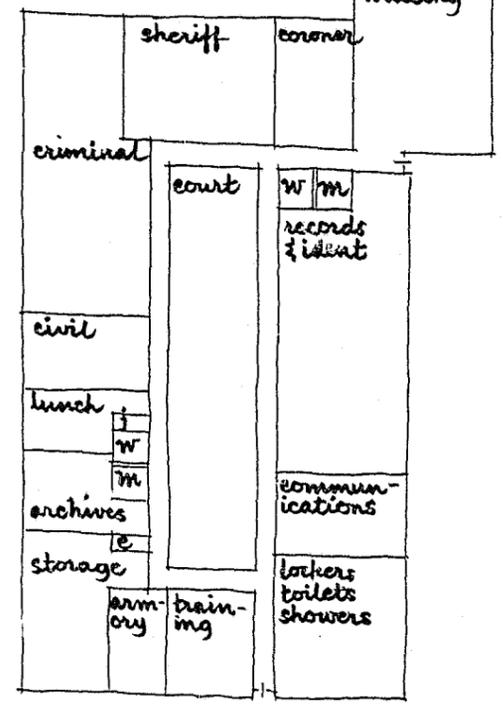
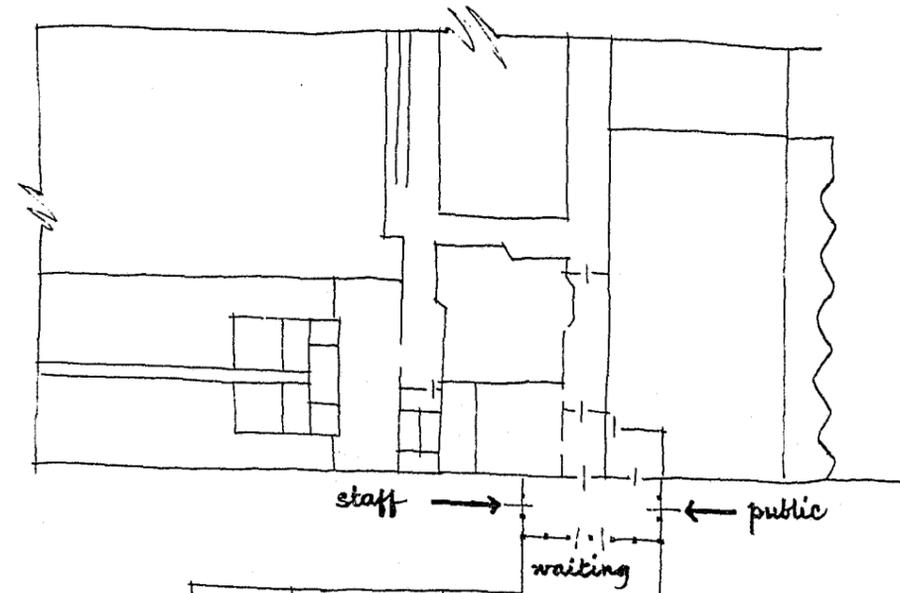
(2) Alternative Site Plans

Modular block plans have been developed for a three-level detention facility which is easily convertible to a two-level plan if the County desires. We have also developed two alternative sketches of a single-level ICSD administrative facility which is joined to the jail by a single public lobby. (Although sketches of both plans are provided here, discussion of the administrative portion is reserved for Appendix A.) Exhibit XVIII, following this page, illustrates these alternatives as they might appear on the Clark Road site. Significant aspects of the three sketches on the exhibit are discussed below.

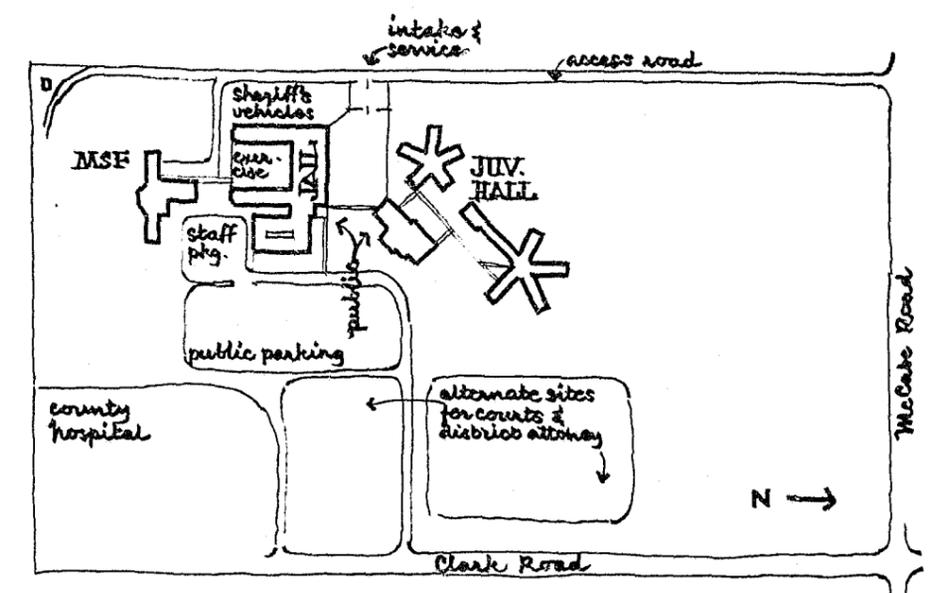
- Juvenile Hall is moved east from its proposed site abutting Clark Road. This allows for a closer link between juvenile intake facilities and adult intake facilities which results in less walking time between the two offices for intake officers.
- A new access road from McCabe Road is provided for delivery of all prisoners and supplies. Entry is into a "secure area" via a controlled gate, operated remotely by ICSD personnel in the Main Jail. This security yard would be suitably screened from Juvenile Hall by a solid wall and/or landscaping. The west side of this yard would also be screened from public access and view.
- Public access is off Clark Road, into a central parking area. Thus, we achieve an ideal situation by totally separating public access and flow, from prisoner and supply access.
- The south side of the proposed jail would be connected to the MSF via an enclosed walkway. Transfer of inmates could then be accomplished with minimal supervision. This walkway would connect with the MSF existing prisoner entrance (near the property room) and bypass the MSF kitchen entrance either by: (1) an inter-changeable gate arrangement, or (2) a ramp. A solid wall would screen the east side of the walkway, between the MSF and the Main Jail, from public view.
- Future location of the Courts and District Attorney are considered. Their location directly adjacent to Clark Road seems more appropriate than locating either the adult or juvenile detention facilities in that area.

We must again emphasize that the arrangements shown on this exhibit are quite general and are but two of many versions that could be considered. Additionally, the proximity of facilities can be altered by moving Juvenile Hall and the Main Jail north and/or east. In this regard, there are two major criteria to consider. First, adequate provision must be made for a prisoner transfer link between the MSF and the Main Jail. Second, juvenile intake--which is at the south end of the rectangular shaped building--should be relatively close to adult intake to avoid undue employee travel time between the two facilities.

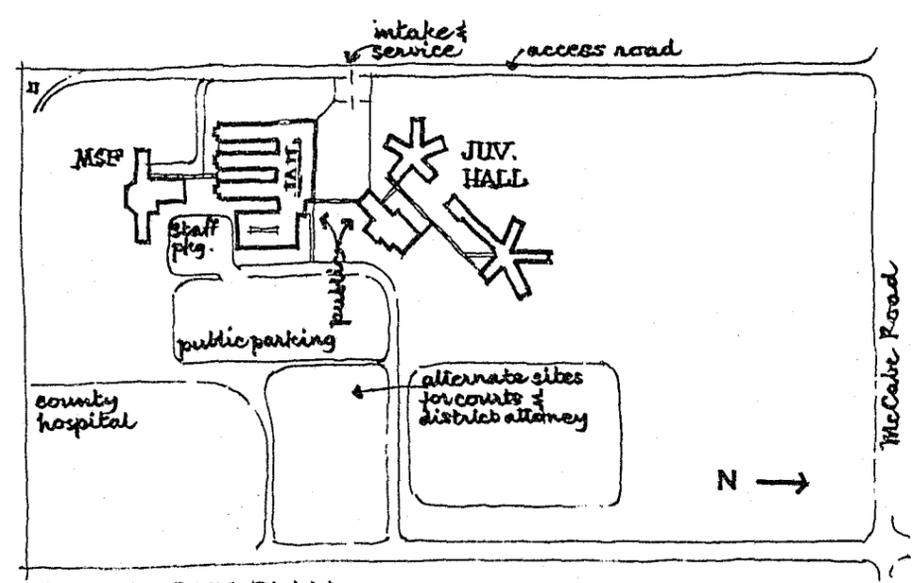




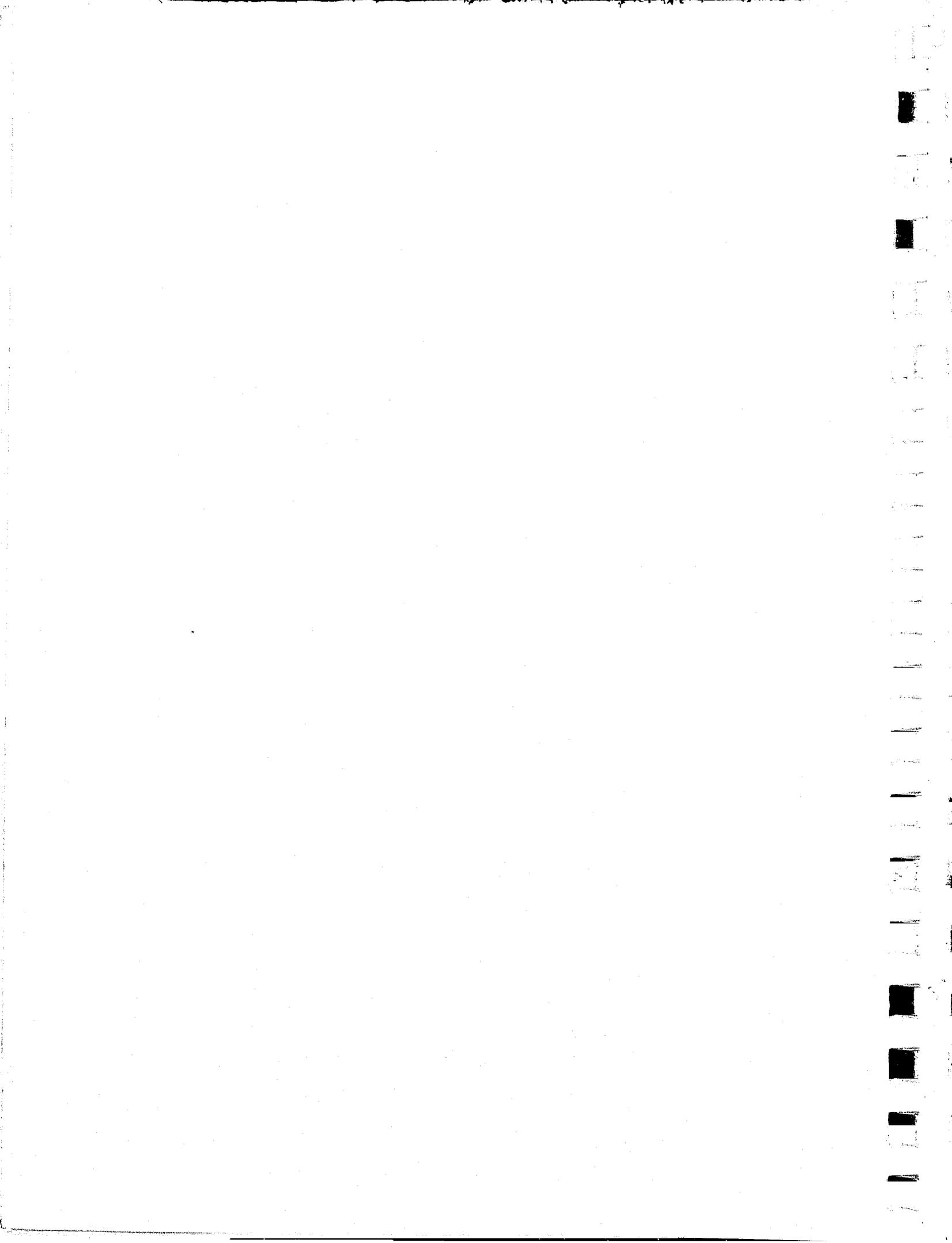
ADMINISTRATIVE UNIT
Alternate Orientation



SITE PLAN
showing three levels of jail housing & support area



Alternate SITE PLAN
showing two levels of jail housing & support area



With regard to the three-level versus two-level jail sketches, the relative merits of each and alternative layouts will be discussed under (5), "Detention Facility - Third Floor."

(3) Detention Facility - First Floor

Exhibit XIX follows this page and illustrates a potential plan for use of first floor space for the detention (and administrative) facilities. Functions aligned on the north side of the jail include those with the most need for outside access (e.g., delivery of prisoners and supplies, maintenance work, etc.). The booking and receiving area includes adult intake and has space for a public "night" window and a central jail cash register. This was provided because records personnel in the administrative facility, who will normally greet the public, do not presently work 24 hours a day. The plan allows for locking the larger public lobby overnight and allowing public access only to the night window for purposes of inquiries or to leave money for inmates.

The main control booth is indicated by the star and has an unrestricted view of an escalator on which inmates move unescorted. Similar booths are provided on upper floors and all would have the capability of controlling the doors to housing units. In this manner, personal escort requirements are minimized and officer security is maximized.

The housing units shown are merely illustrative. Actual design may allow for any of the following alternatives:

- . All or part single (or double) bunk cells, featuring an "over and under" bed arrangement and any other furniture the County may elect to install
- . All or part dormitory space for minimum security, unsentenced inmates
- . Shortening the units to decrease the number of inmates housed in each. The sketch is based on a modular concept of 166 square feet per inmate which allows for 40 inmates per housing unit,

irrespective of the use of single cells or dormitory space. (The 166 sq. ft. includes all living and dayroom space, guard and inmate corridors, pipe alleys, etc.)

Re-arranging the cell and plumbing corridor to place all cells on the outside walls, thereby allowing the installation of narrow, unbreakable windows. This, of course, will increase construction costs due to special requirements for plumbing corridors and air ducts. If this is within the resources of the County, we prefer it to the more common arrangement that places guard corridors along outside walls.

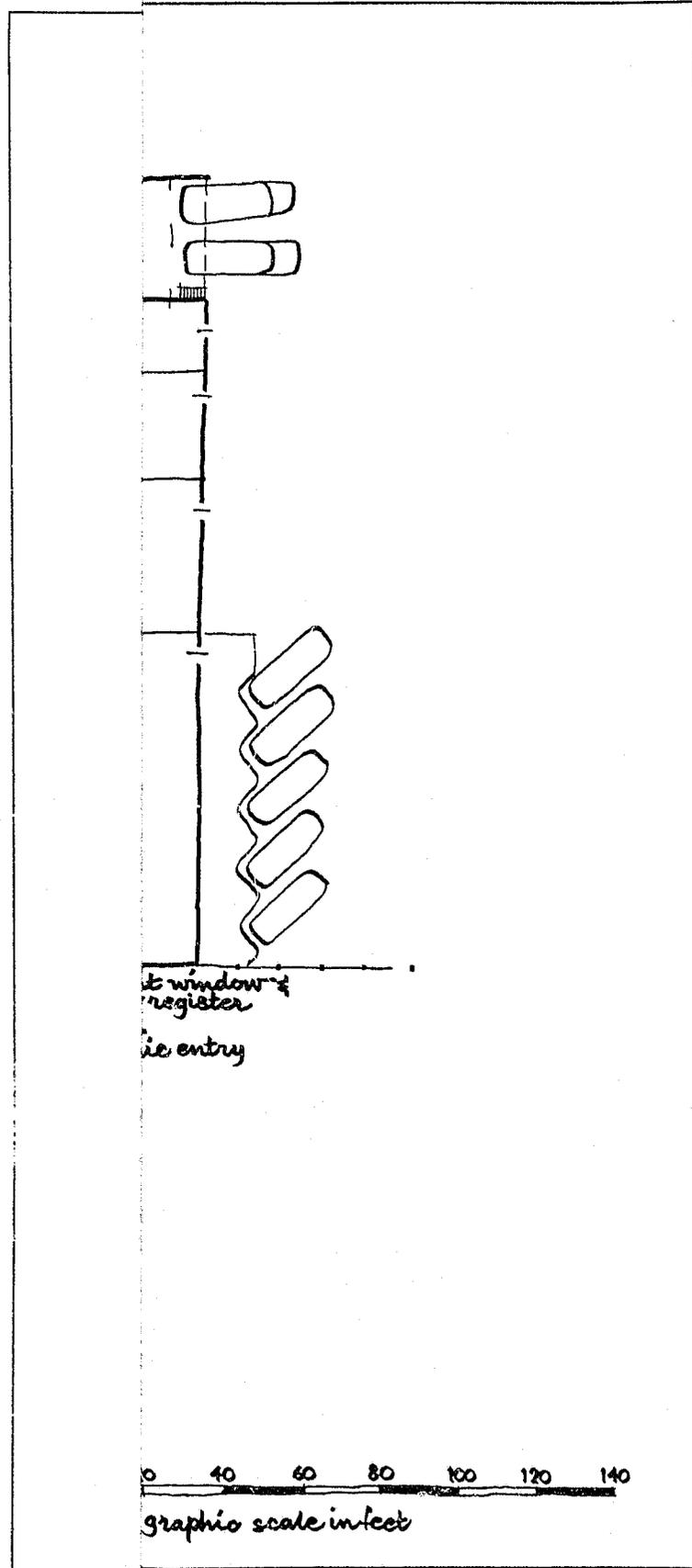
(4) Detention Facility - Second Floor

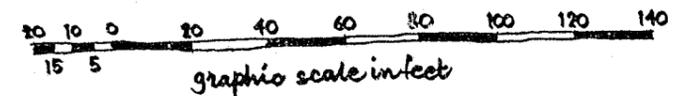
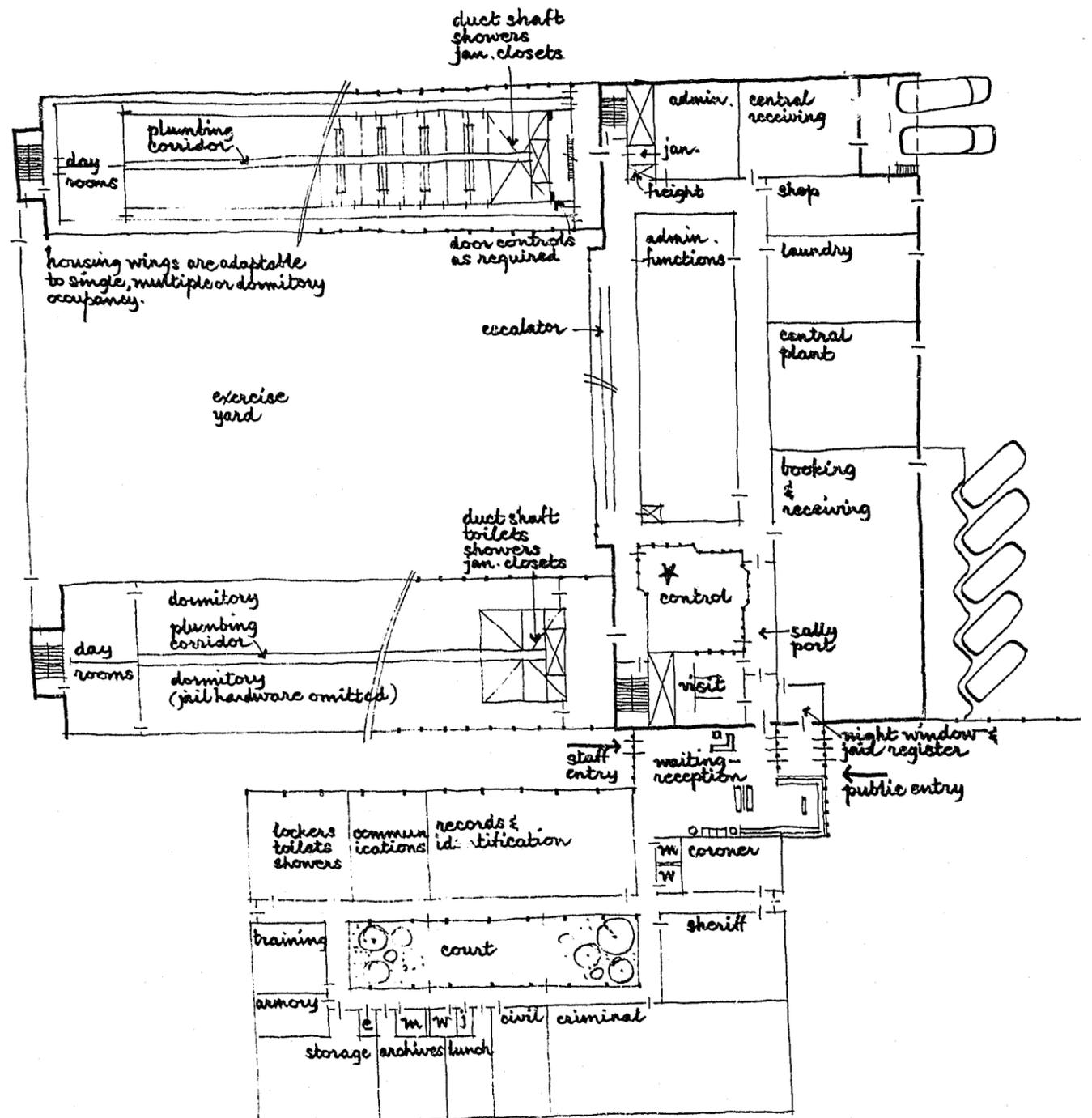
Exhibit XX, following Exhibit XIX, illustrates the arrangement of second-floor space. Housing units are essentially the same on all floors. The support area, however, contains space for essential services, each clearly labeled. Food would be brought from the MSF up a freight elevator at the west end of the structure. From there, it is taken directly into the food service area which has male, female, and staff dining space directly adjacent to it. Central feeding is accomplished by movement of inmates from cells, on the escalators, to the dining room. Space for commissary and general storage is also available.

(5) Detention Facility - Third Floor

Exhibit XXI, which follows Exhibit XX, portrays the use of third floor space. It includes a central medical and infirmary area and a large block of multi-use space for corrections programs and indoor recreation. (A full description of what is included within this multi-use space was provided in Subsection 2. (7) of this report section.) If desired, one of the housing units on this floor could be "shelled in" and completed at a later date.

We are aware that some County representatives expressed concern about the need for a third level when ample ground is available for lateral construction. At the same time, they are

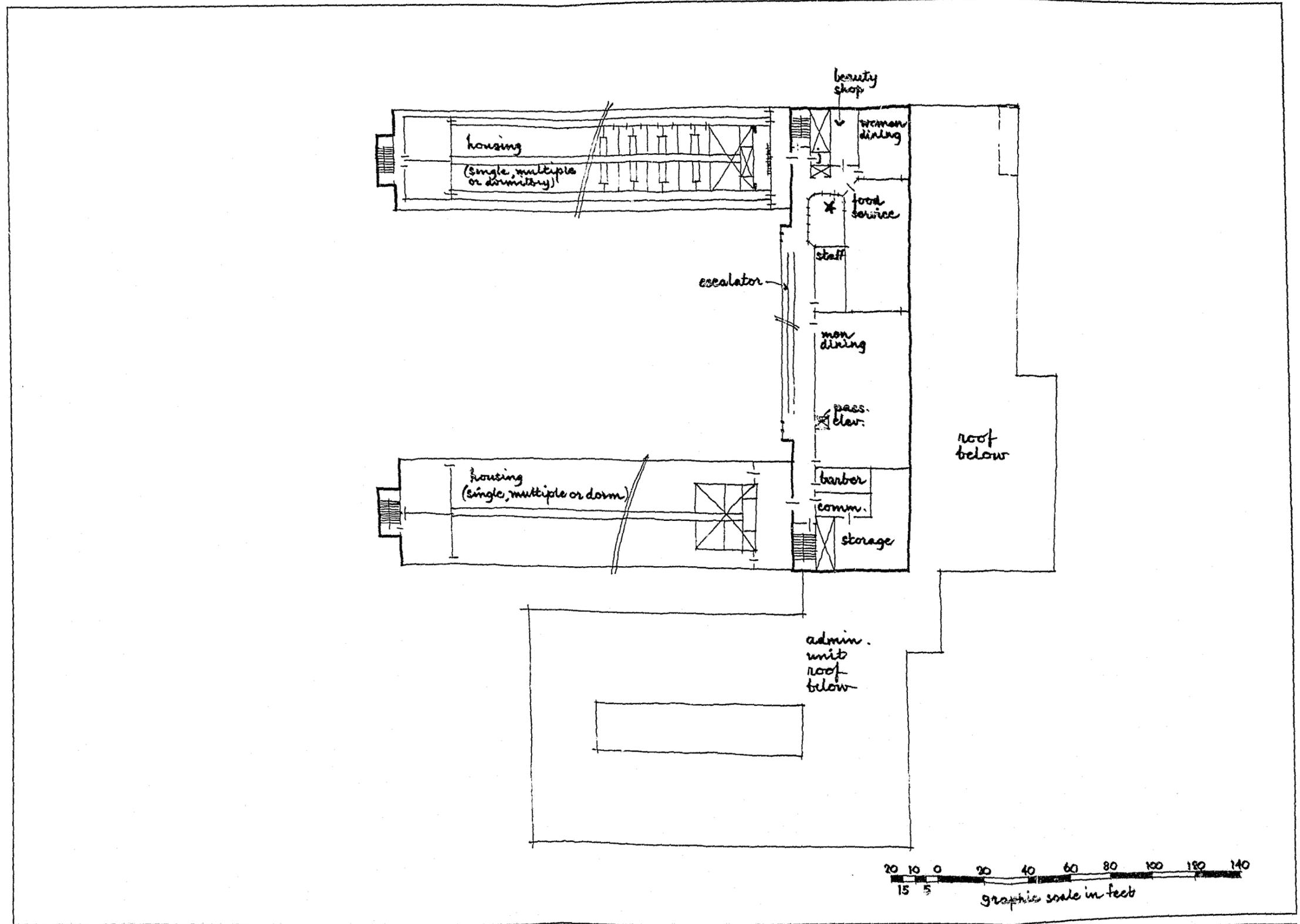




County of Imperial JAIL BLOCK PLAN

first floor

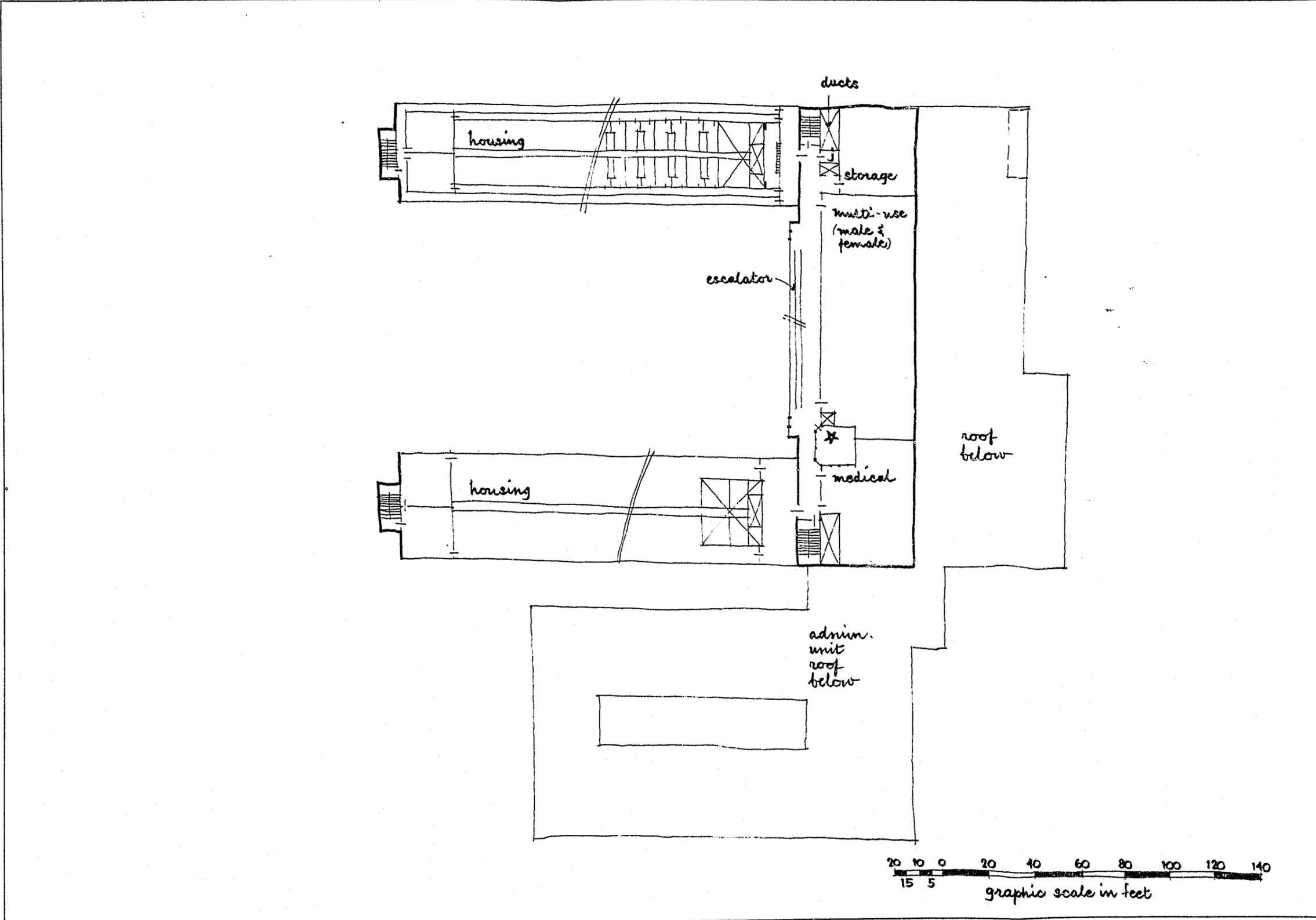
Albert C. Martin and Associates
Planning | Architecture | Engineering

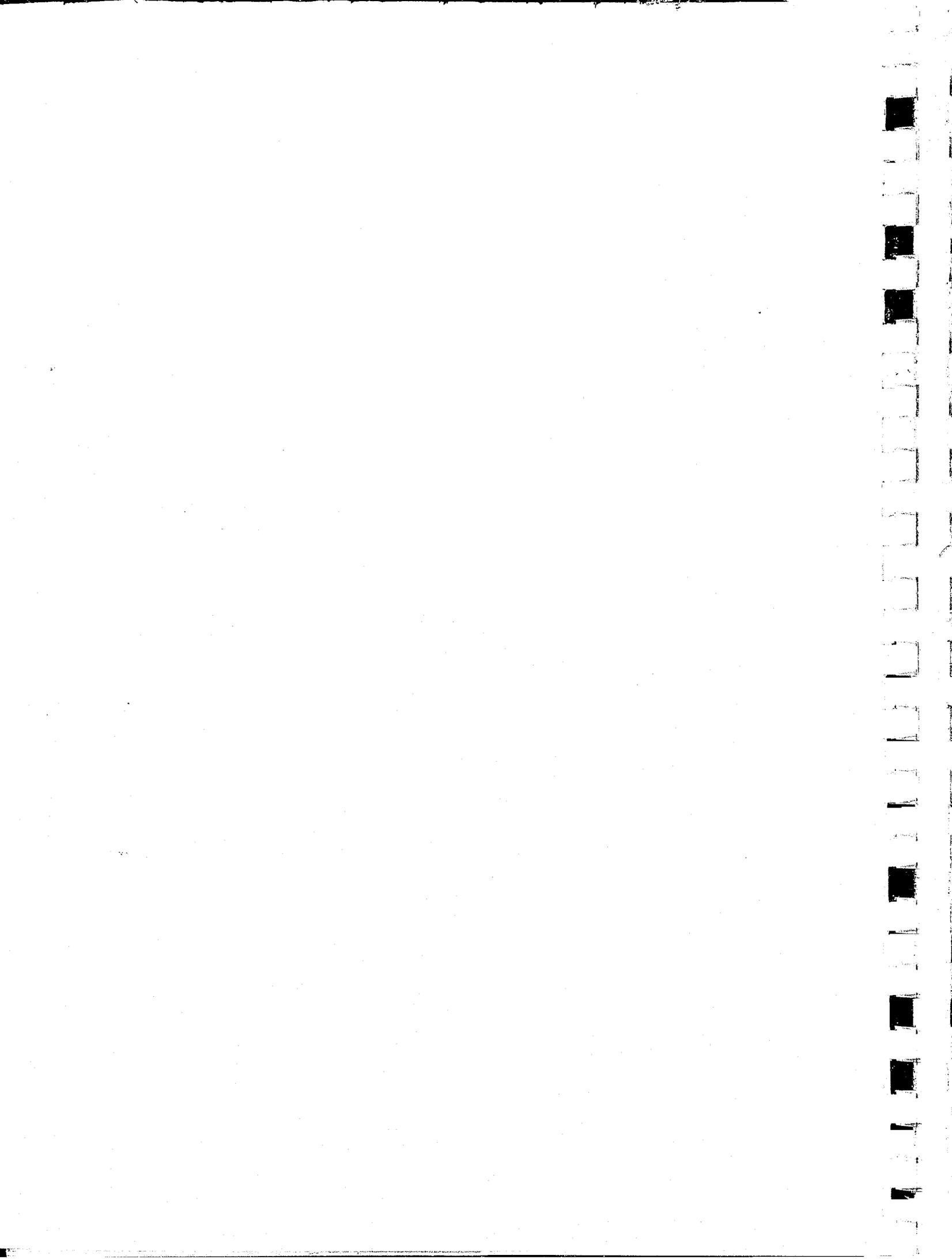


County of Imperial JAIL BLOCK PLAN

Second floor


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inclined to agree that a single story structure would be somewhat inefficient because of the increased distances between work stations. Thus, the question seems to be one of a two-story facility versus a three-story structure.

In our estimation, this decision, at this point in time, is not critical. We believe the plan for three levels illustrated in this report maximizes the use of personnel and results in less overhaul distance traveled by employees during their workday. It also results in a logical, expansive outdoor recreation area that is enclosed on three sides by the facility itself, and on the fourth side by a wall. This area of nearly 17,000 sq. ft. can be observed by the first floor control point and, depending on the mix of inmates using the yard, inmate recreation without a separate, assigned guard may often be feasible.

On the other hand, the plans have been developed in general accordance with a modular concept and are easily convertible to a two-floor sketch. The second and third-floor support areas can be combined on one floor and the two third-floor housing wings can be combined to constitute a third housing wing of two stories. Exhibit XVIII, in Subsection 2, illustrated how this approach might look on the site if the third housing wing is placed in the center of the existing recreation area. Another option, which preserves the recreation area, is to align the third wing with the west side of the support area, running west toward the new access road. This will require eastward movement of the entire facility on the site, and observation of this wing by the single control point becomes more difficult. Still, it demonstrates the wide variety of options available to the County. For this reason, at this point in the planning process, we do not believe the decision is critical to jail planning. It is, however, quite significant in terms of the eventual placement of Juvenile Hall on the selected site.

5. IMPROVEMENTS AT THE MINIMUM SECURITY FACILITY

In addition to suggestions for a new Main Jail, we provide here our recommendations for improvements to the MSF. Prior to discussing recommendations, however, we will describe the current facility and its operation.

(1) Existing Facility and Problems

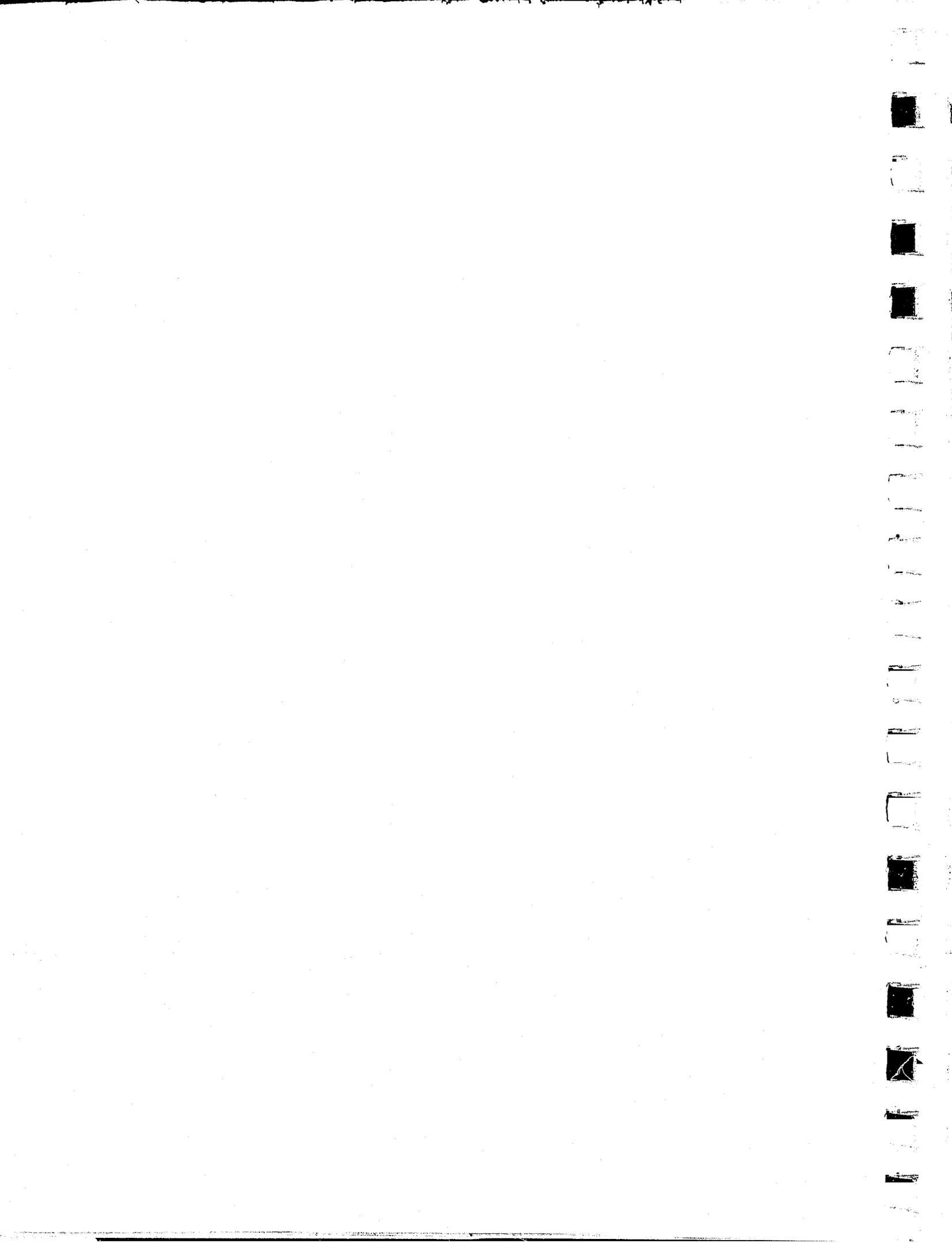
The MSF is about ten years old and its design features a "spoke" concept. To explain, the guard station is in the center of the building, and three wings extend out from the center to the north, west, and east. The north wing houses the kitchen and support areas while the other two consist of housing dormitories. Toilet facilities are installed for a southern housing wing but it has never been completed. An expansive dirt area is available outside for recreation purposes. Perimeter security is provided by a 12-foot chain link fence, topped with five strands of barbed wire.

Total space available at the facility is categorized by major functional allocation on Exhibit XXII, following this page. It is stated that the rated inmate capacity is 75 per dorm, or 300 total. However, this rating does not consider recently adopted Minimum Jail Standards and, irrespective of those standards, 75 inmates per dorm seems excessive. To illustrate this point, the following comments are submitted.

- . Day room/activity space in each dorm is limited to 370 sq. ft. The MJS suggests 25 sq. ft. per inmate and even half of that guideline would require an additional 565 sq. ft.
- . Forty sq. ft. per inmate is the recommended MJS guideline for dormitory sleeping areas. The MSF dorms have 1,560 sq. ft. in these areas, which would accommodate only 39 persons under the stated guideline.
- . The MJS recommends at least one toilet and wash basin per eight inmates. This facility provides a total of five per dorm or one per 15 inmates.

CURRENT SPACE ALLOCATION AT
THE MINIMUM SECURITY FACILITY

FUNCTIONAL ALLOCATION	SQUARE FEET
1. <u>Male Dormitories</u> . 4 Dorms of 1,930 sq. ft. each	7,720
2. <u>Toilet Facilities</u> . Includes public restrooms and two facilities for the unconstructed south wing. Latter currently used for storage (@ 485 sq. ft.)	1,880
3. <u>Guard Office</u>	200
4. <u>Visiting Room</u>	300
5. <u>Public Lobby</u>	150
6. <u>Conference Room & Squad Room</u>	230
7. <u>Medical Room</u>	135
8. <u>Property Room & Adjoining Storage</u>	675
9. <u>Dining Hall</u> . Includes @ 330 sq. ft. for main aisleway	1,895
10. <u>Kitchen & Serving Area</u>	1,420
11. <u>Kitchen Dry & Cold Storage</u>	775
12. <u>Tray & Can Wash Area</u>	175
13. <u>Boiler Room</u>	115
14. <u>Temporary Storage</u> . Refers to the framed portion of the unconstructed south wing.	740
15. <u>Aisleways and Utilities</u>	1,590
TOTAL SPACE	18,000 sq. ft.



The points we make are not academic. The MSF has recently had up to 297 inmates and quite often the population ranges from 175 to 225 persons. Nevertheless, it is obvious that the environment at this facility is significantly better than at the Main Jail. Although most prisoners remain in the dorms at all times, other than during feeding and recreational periods, there is better ventilation, light, and sanitation in this facility. Other aspects of the operation, such as recreation periods and the potential for assignment to the County Work Program, add to the improved corrections atmosphere here as compared to the seriously deficient Main Jail situation.

Beyond the question of cramped quarters at the MSF, there are several other facility-related matters deserving attention during this study. These are briefly enumerated below.

- . Other than the Work Program, there is no constructive attempts at rehabilitation and very little adequate space in which to implement new programs.
- . Storage space is not entirely adequate; extra beds, for example, are stored outside.
- . A private attorney conference room is not available.
- . The medical examination room is superior to that in the Main Jail, but still needs improvement and better equipment.
- . Recognizing that this is a "minimum" security institution, security is still poor. There are no alarms on the windows and doors leading out of the dorms, and the perimeter fence is easily scaled. Usually, only two guards are on duty for the entire facility. Under these conditions, escapes can be and have been a problem.

(2) Recommendations for Improvement

Our primary recommendation, which is consistent with all other detention space suggestions in this report, is to adopt the Minimum Jail Standards as the criterion for determining maximum inmate housing at the MSF. Carrying this suggestion

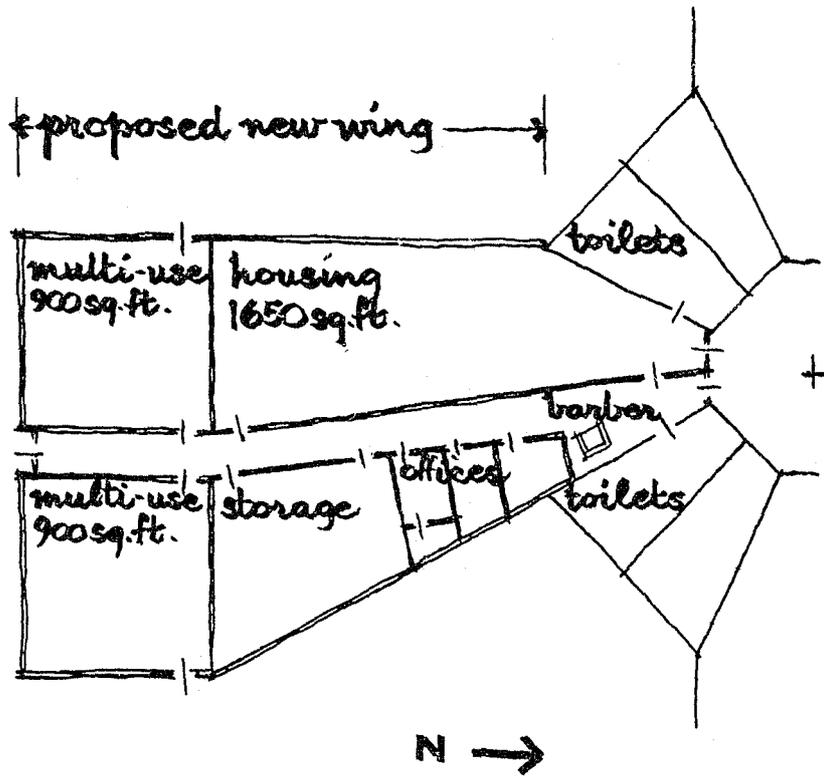
further, we believe the long-range plan should allow for 200 male sentenced inmates at the MSF after construction of a new south wing. This new wing would contain a combination of housing and program space. Exhibit XXIII, following this page, is a sketch of the proposed addition which provides for the following improvements:

- . Two 900 sq. ft. multi-use rooms, intended principally for classroom and indoor recreation areas
- . Housing space to accommodate about 35 inmates. This would bring the total bed capacity--under MJS guidelines--to approximately 191. With the addition of the indoor program space and other improvements, we do not believe establishment of the maximum at 200 beds is an unreasonable extension of MJS concepts
- . Adequate space is provided for interview rooms for attorneys and probation officers.
- . Storage space problems are alleviated
- . An area is provided for a barber chair. The walls of this same area can serve as a library
- . The central corridor is observable from the guard station.

If the MSF capacity is established at 200 inmates, an ancillary benefit is the increased dayroom space in housing areas. This would allow placement of some recreational implements in this area, such as ping pong tables.

In addition to the above described expansion of the facility, other suggestions for better utilization of space and operational changes are described below.

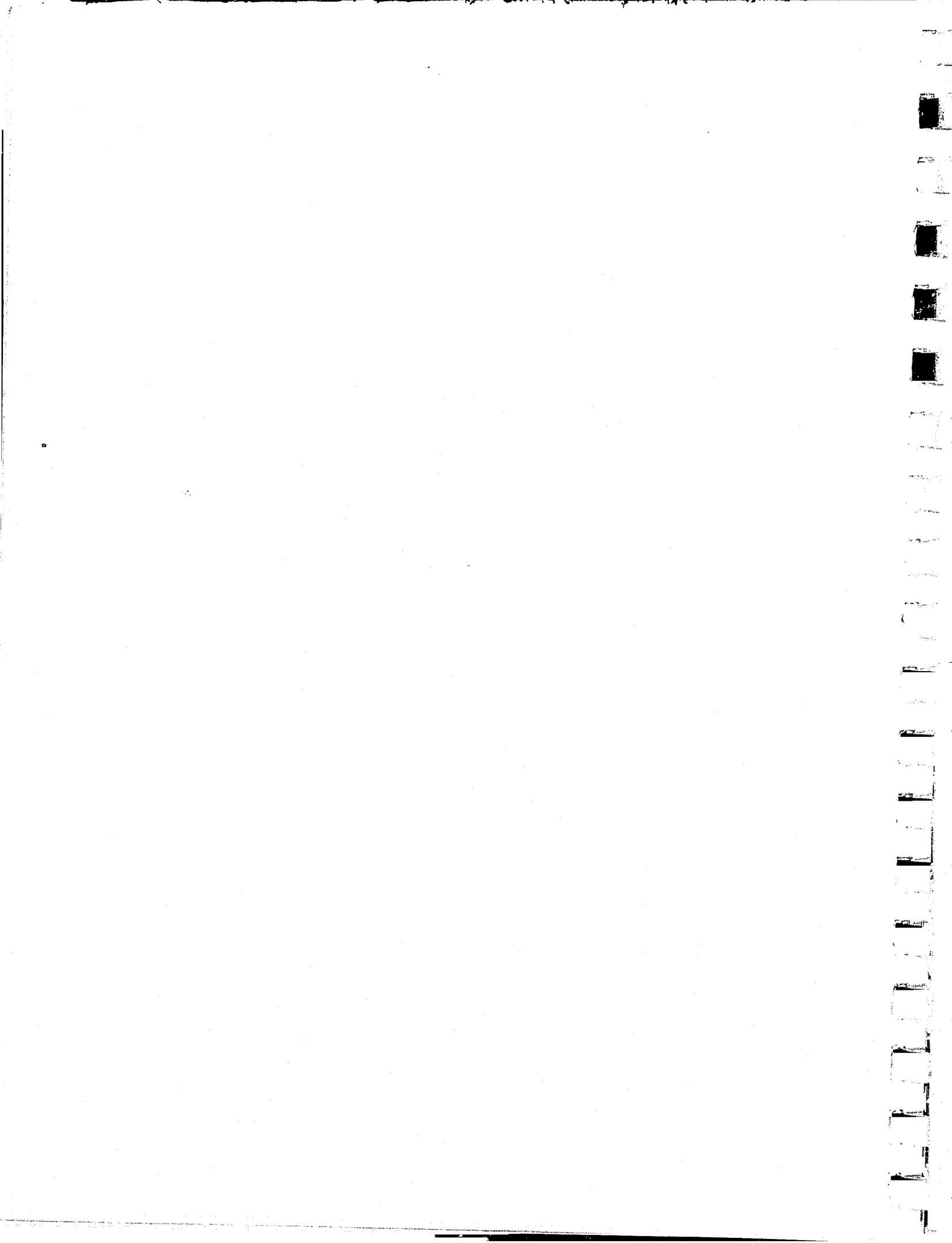
- . Provide air conditioning in all wings
- . Use most of the existing medical room for additional storage of prisoner clothing and property, leaving only a small area for storage of medications. (This suggestion is possible only after the new Main Jail is constructed, resulting in an adjacent, central medical area.)



WING ADDITION

MINIMUM SECURITY FACILITY

1" = 30 ft.



- . Install alarms on all exterior doors and windows
- . Install CCTV cameras at the far ends of housing dorms, and in the multi-use rooms, with monitors located in the guard station.
- . Remodel the space north of the guard station for use as a small office area and employee lockers, both out of public view
- . As a reward for good behavior, consider permitting contact visiting with family members on selected days/evenings.

The last suggestion above is not of a "facility" nature but is included here because of its most significant relationship to MSF inmates and operations. We know that contact visiting is allowed in some counties and that inmates are usually searched after the visiting period to prevent entry of contraband into the facility. There is currently a specially fenced grass area outside the east wing of the building which could be used for this purpose. The public could enter from the north and inmates from the south, via the existing dirt recreation area. For hot days, sun shades might be purchased with Inmate Welfare or Jail Improvement Program funds. Eligibility for contact visiting might also be allowed for trustees assigned to the Main Jail, a possibility that would provide an added inducement for accepting this assignment.

One other modification of importance may be necessary at the MSF. Space should be provided within the correctional system for male inmates involved in the suggested Work/Education Furlough Program. This space must be physically separated from other inmates and two alternatives for providing it are apparent:

- . Seal off the eastern portion of the east MSF wing and provide separate entrances and toilet facilities.
- . Erect a new, separate structure adjacent to the MSF.

The second alternative is quite costly. We therefore suggest the first, which would cost approximately \$25,000. We have not estimated costs for the second alternative since the required level of inmate housing space is uncertain at this time. It is also conceivable that at least two other options could be considered and found more satisfactory. Although we are inclined to believe otherwise, these other options are:

- . Proceed promptly with the construction of the new south wing and use one of the proposed multi-purpose spaces as a temporary Work/Education Furlough Program unit.
- . Rent space in the downtown area. This, however, will necessitate the provision of additional staff.

There are significant disadvantages in both of these latter two alternatives. These problems could be alleviated, however, and a final decision made by the County as part of its total corrections facility planning process. We have included the minimum cost estimate of \$25,000 for the first alternative described above in the statement of implementation costs (Section VII, Subsection 1). This is primarily a contingency measure, however, and is not intended as a necessary plan element.

Since there are no female employees at the MSF, female program participants must be housed in the Main Jail until new facilities provide more suitable space. Considering the relatively low average number of female inmates who are U. S. citizens and who might be eligible for the program, we suggest that no special facilities be provided. To explain, if there are only a few females on furlough, they should be met at the jail entrance when returning, be thoroughly searched, and be escorted to the existing female custody space. If the search is consistently performed and some attempt at intra-facility segregation is made, no great risks should be involved.

We recognize that this same procedure could be used at the MSF for male program participants. We are concerned, however,

about the volume and the demands it would place on the existing staff. As a means of program experimentation, before committing construction funds, the ICSD could consider allowing a small number of inmates to be released on furlough status. These men would be housed with the Work Program inmates and would be completely searched when re-entering the facility. This approach allows some period for trial and evaluation before finalizing space needs and construction decisions. The only significant drawbacks we see to this procedure are: (1) it may become a standardized procedure which could affect staffing requirements and facility security, or (2) the specified maximum number of participants for the trial period will become an "established" limit despite the availability of other eligibles.

(3) Estimated Costs

General cost estimates for the facility suggestions cited above have been prepared. They are as follows:

<u>Cost Estimates</u>	
for	
<u>Minimum Security Facility Improvements</u>	
<u>Construction of New Wing</u>	\$234,000
. @ 5,200 sq. ft. at \$45/sq. ft.	
<u>Air Conditioning of All Wings</u>	\$ 75,000
. @ 75 tons, ground-mounted units, at \$1,000/ton	
<u>Alarm System</u>	\$ 5,000
<u>CCTV Cameras and Monitors</u>	\$ 12,000
. 6 cameras and monitors	
<u>Remodel Space North of Guard Station</u>	\$ 5,000
<u>Work/Education Furlough Construction</u>	\$ 25,000
<u>Total Cost Estimate</u>	<u>\$356,000</u>

The air conditioning estimate assumes ground mounted units and a moderate amount of duct work. The kitchen wing would require approximately 30 tons of air conditioning capacity because of the heat generated there and special exhaust considerations. The other wings, including the proposed addition, would require about 15 tons each, for a total requirement of 75 tons. Recent costs for similarly installed equipment have ranged from \$800 to \$1,200 per ton. Our estimate is based on the middle of this range.

The alarm and CCTV costs should be considered very rough estimates. Final costs depend entirely on the type of equipment selected. For example, photoelectric alarm systems are much more expensive than electromechanical devices. With respect to CCTV, rotating camera installations are more costly than fixed viewing heads and final decisions can only be made after testing the viewing capacity of each. Nevertheless, we believe the estimates are sufficient to provide a fundamental level of increased security.

Costs for modification to the existing medical room are not provided. This work is minimal and can be accomplished within the budget for new Main Jail facilities.

6. IMPROVEMENTS AT THE WINTERHAVEN SUBSTATION

The ICSD operates a sub-station in Winterhaven, 60 miles east of El Centro. The facility is adjacent to the Winterhaven Justice Court and has space for two offices and a public reception area. In addition, it contains a booking room, jail cells, and various records related to the jail and criminal operations of the station.

The jail portion of this single-story structure consists of two cells for male prisoners, each approximately 180 square feet in size, and each containing a toilet and urinal. A single shower serves both cells. A total of 16 beds is provided, 8 in each cell. Additionally, a small single-bed cell, with toilet, shower, and wash

basin, is available for female prisoners. A trusty sleeping area exists in the rear of the facility. Meals are commercially pre-packaged and heated in an oven at the facility.

Customarily, prisoners are housed here only until arraignment at the Justice Court. Those given very short sentences upon a plea of guilty at arraignment (e.g., 1 to 2 days) may actually serve their sentence at Winterhaven. Most cases of continued incarceration, however, result in transfer to the Main Jail. For this reason, we have not been unduly concerned about this facility. Our observations, insofar as the structure is concerned, are limited to the following:

- . A common window screen is all that prevents someone from throwing weapons, drugs, etc., to prisoners in cells. Cell bars are five feet from the windows. The windows are at eye level and front on a driveway near the public sidewalk. The telephone used by inmates is immediately adjacent to one of these windows.
- . Outsiders have climbed over the 6-foot fence at the rear of the building to gain access to the roof. From that point they lower contraband to prisoners via an air shaft.
- . The cells are dirty, poorly illuminated, and somewhat cramped. Toilet/shower fixtures are poor and, generally, the jail section needs refurbishing. Other portions of the building seem to be in good repair.

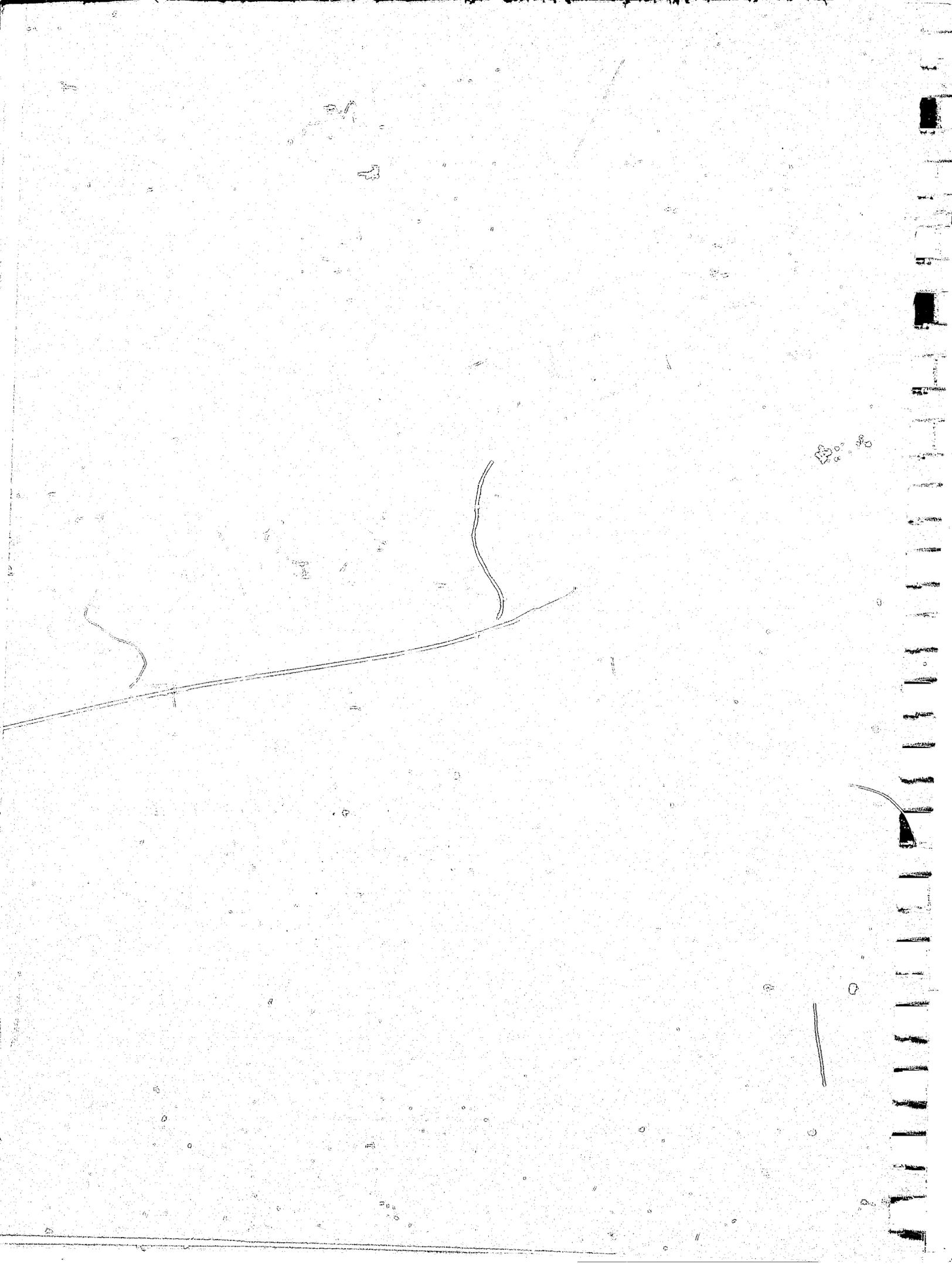
Our suggestions for improvement are patterned after the above described problems. They are summarized below, accompanied by cost estimates.

- . Seal the two exterior windows on the south side of the jail portion of the structure (approx. \$1,000)
- . Install climate control equipment, which would be required as a result of sealing the windows. This will necessitate air conditioning, ventilation, and exhaust, probably via security grilles into the pipe galley on the north side of the cells (approx. \$7,500)

- Install an alarm in the rear yard, primarily for night security precautions. A photoelectric alarm is probably most suitable for this purpose (approx. \$1,500)
- Complete a general refurbishing of the cells, including painting and replacement of fixtures, mattresses, etc. (approx. \$2,000)

Total cost of these improvements is estimated at \$12,000.

VI. GENERAL RECOMMENDATIONS FOR CORRECTIONS
IMPROVEMENTS IN THE ICSD



VI. GENERAL RECOMMENDATIONS FOR CORRECTIONS

IMPROVEMENTS IN THE ICSD

This study has focused on the program and facility planning aspects of Imperial County corrections operations. The development of program and facility plans, however, necessitated a review of at least the major administrative, organizational, and operational features of adult detention operations. A product of this review was the identification of certain key problems in the ICSD, and the formulation of suggestions for remedial action. The results of this ancillary project effort are presented in this report section, under the following subsection titles:

- . Records
- . Property Control
- . Medical Services
- . Food Service
- . Laundry, Clothing, and Bedding
- . Recreation
- . Library Services
- . Visiting
- . Correspondence and Telephone Use
- . Commissary
- . Security Devices
- . Planning
- . Personnel Assignment and Training
- . Staffing

1. RECORDS

We have concluded that the ICSD specifically, and the Imperial County criminal justice system in general, needs to thoroughly analyze current records programs and requirements, and design new improved records systems. We are aware of records shortcomings, outside of ICSD corrections operations, only in a peripheral sense

because of the narrow scope of this project. However, our general observations have typically been confirmed in conversations with County employees. These general observations of Imperial County criminal justice records problems may be condensed into two main points:

- Information procedures and systems do not capture adequate information for proper administrative analysis of workload, program effectiveness, and similar management needs
- Information needs of criminal justice agencies are not coordinated into an overall records plan, resulting in decreased efficiency of data collection processes and a loss in the usefulness of data collected.

While automation of information may be desirable, it is not necessary for the overall improvement of the County's criminal justice records. We have concluded that a long-range records plan may be automated in phases, in certain areas, and can remain manual where there is no significant advantage to automation.

The preceding comments have been directed in a broad sense at the criminal justice system. Following are findings and recommendations specifically directed to corrections.

(1) Major Problems

If corrections records are not improved, the County will be unable to properly evaluate new corrections programs without special, time-consuming records searches and special procedures/forms. For example, offender-based information is not systematically captured and analyzed, and recidivism rates are difficult to obtain. Other substantive records shortcomings are outlined below.

- Population accounting records are in serious need of improvement. Current forms are complicated and entries on the two forms used are not always balanced.

- Duplication of arrest file data exists within the ICSD, and between it and municipal police departments.
- There is no central index or file which identifies individuals who were inmates (as differentiated from bookings or arrests).
- There is no central file of information on discipline, jail incidents, inspections, etc.
- Inter-facility coordination of bookings and inmate movement should be improved within the ICSD.

(2) Recommendations

Our prime recommendation is:

THE COUNTY SHOULD DEVELOP AN IMPROVED CORRECTIONS RECORDS AND PRISONER ACCOUNTING SYSTEM

This effort could be performed in conjunction with the planned law enforcement records study. Ideally, this system planning should follow development of the long-range conceptual framework of a countywide criminal justice information system. However, we do not believe it can be delayed until the long-range plan is finalized if it is to provide historical evaluation data for new corrections programs. Key long-range, total-system considerations can be identified and allowances made in the design of the corrections information system.

Recognizing the County's limited resources and the immediacy of this problem, the suggested planning would probably result in a manual or semi-automated system which is adaptable to future computerization. The system, at this point, would require involvement of law enforcement and probation personnel. Aspects which should be considered in the planning study are outlined below.

- Consider the feasibility of centralized arrest and inmate files via use of teletype booking. Such a system should ultimately interface with an offender-based tracking system and should include police departments who do not book at the Main Jail.

Institute prisoner accounting procedures and forms to obtain at least the following data:

- bookings and inmates by agency, shift, major crime categorization, sex, sentence status, and detention facility location
- releases by type of release, shift, major crime categorization, and detention facility location
- in-process or temporary out-of-custody prisoners (e.g., at hospital, court, or other location when count taken)
- totals which are carried over from day-to-day with a requirement that they balance.

Any form used should be adaptable to Federal prisoner accounting for purposes of monthly billings, thereby eliminating the present cumbersome procedure based on individual meal counts.

Capture and retain the following data for periodic sampling and eventual computerization

- inmate profile information
- disposition of offenses charged
- time served (pre-sentenced and sentenced)
- recidivism data

Develop improved forms which allow for multiple use of a single document, such as:

- a booking form that serves as an arrest and jail history record, a medical record, and a jail release and/or classification record
- a clothing and property form that serves as a record of property received and materials issued, an inmate receipt, and an account (ledger) record of cash on hand.

Establish inmate files which will contain information related to each period of incarceration (e.g., classification, release, discipline, medical, and work assignments).

Costs for this planning study should be in the range of \$25,000 irrespective of whether the work is contracted or performed by additional county employees.

2. PROPERTY CONTROL

There have been recent problems in the control of prisoner property. Items have been lost and attempts to trace them have not always been successful. The inadequacy of the existing jail building certainly is related to this problem and we are not suggesting major structural changes to improve conditions. We do feel, however, that some procedural changes would assist in alleviating current property control problems. Recommendations concerning this issue are:

DESIGNATE THE CASHIER ON EACH SHIFT (WITH A RELIEF DESIGNATED) AS THE PROPERTY OFFICER

PROVIDE A LOCKED RECEPTACLE WITH A LIMITED NUMBER OF KEYS AVAILABLE FOR DELIVERY OF CASH AND VALUABLE PROPERTY

The system we envision would place full responsibility for property control in one position on each shift. Only that person, the cashier, and the Jail Captain would have keys to receptacles used for deposit of valuable property. In a typical situation, the booking officer would collect prisoner property, place cash and valuables in a property envelope together with copies of the signed property receipt, and deliver the envelope to a secure receptacle. A slot in the receptacle would be provided for the envelope if the cashier was not present to accept it. At periodic times during the shift, the responsible person would open the receptacle, inspect the contents of the envelope and verify them with the property receipt, enter the cash into the register, re-seal the envelope and initial it, and file it in accordance with a specified numbering system. The filing may be within a cabinet or on shelves in a locked room. The receptacle used for temporary deposits should be emptied by the property officer at the conclusion of each shift. As an added safeguard when cash is entered into the register, a tape of the total may be placed in the envelope with the remaining valuables. This would provide proof of entry of the money into the cash register.

Within the existing facilities, we see little that can be done to improve the processing and control of other prisoner property such as clothing and suitcases. Although not related to control of property, there is a definite need to sanitize incoming clothing. Unfortunately, there is no space available for this purpose and initiation of the process must await the construction of a new jail.

3. MEDICAL SERVICES

Current provision of medical services, under the auspices of the County Health Department, may be generally described as follows:

- . Two nurses (paramedics) provide staffing from 7:00 a.m. to 6:00 p.m., seven days a week, rotating as needed between the Main Jail and the MSF
- . The nurses hold sick call and screen patients daily, if needed, at both jails
- . A County doctor arrives on Mondays, Wednesdays, and Fridays to examine patients requiring professional analysis
- . Medication is pre-packaged by the nurses and left for deputies or guards to distribute throughout the night.

These services represent some improvement over previous conditions which, at one point, resulted in the passage of two weeks without a sick call at the MSF. It is also important to consider this situation in light of Minimum Jail Standard requirements paraphrased below.

- . A daily sick call must be conducted for all inmates
- . The facility must have written medical procedures
- . The facility must have administrative procedures for handling, and adequate storage of, drugs
- . Inmate health records must be maintained
- . A physical examination shall be conducted of all inmates for the identification and treatment of persons with tuberculosis, venereal diseases, and other communicable diseases

- . There shall be a minimum of one suitably equipped medical examination room in every facility
- . The facility must have an infirmary
- . Inmates with communicable diseases must be segregated
- . Mentally disordered inmates must be segregated.

Imperial County falls substantially short of meeting the above standards, especially those related to availability of an infirmary and segregation of inmates. Additionally, there is no physical examination of incoming prisoners and no written medical procedures.

We have been especially concerned about the provision of medical services in adult detention facilities. For this reason, we have several substantive recommendations.

MEDICAL STAFF SHOULD BE ASSIGNED ADMINISTRATIVELY AND ORGANIZATIONALLY TO THE SHERIFF'S DEPARTMENT

The physician and nurses currently providing medical services are under the administrative and organizational control of the County Health Department. We do not agree that this is the best alternative, primarily because the Sheriff is ultimately responsible for the care and custody of prisoners, and the management of the County Jail. Problems of responsibility and authority are compounded by the nature of the operation and the type of people involved. Another factor to consider is Penal Code Section 4023 which requires that the Sheriff designate the physician who will provide County Jail services.

The Health Department can act in an advisory and monitoring capacity to assure that the proper level of medical services are maintained, but responsibility for selection and supervision of staff should reside in the ICSD. The doctor should report organizationally to the Jail Captain and be involved in the selection of nursing personnel. The doctor may be contracted on an hourly basis -- an approach that we prefer because of the inherent flexibility it provides -- or may be a part-time County employee.

EVERY EFFORT SHOULD BE MADE TO SEGREGATE ILL PRISONERS

We fully recognize that final solution of this problem must await the completion of new facilities. In the interim, however, through judicious use of two-man cells and institution of an intake screening program that should reduce jail population, we urge that an area of the Main Jail be set aside as a temporary infirmary. MSF inmates who are ill could be transferred to this location.

PROVIDE A MORE SUITABLY EQUIPPED AND SPACIOUS MEDICAL EXAM ROOM AT THE MAIN JAIL

It is essential that more appropriate examination space and equipment be provided now at the Main Jail. Alternatives involve allocation of two cells on the second floor, conversion of the prisoner property/commissary space on the first floor, or some similar reallocation of space. Ultimately, it will undoubtedly mean the loss of four or more inmate beds but the present situation cannot continue until new facilities are constructed.

CONDUCT A GENERAL PHYSICAL EXAMINATION OF NEW INMATES

Medical staff should be expanded to allow for a cursory check of new inmates to identify (and arrange treatment for) those who may have communicable diseases such as tuberculosis and venereal disease. We recognize that a thorough screening may not be practicable but it is feasible to consider skin tests for TB as a minimum analysis. Those with positive reactions could then be given a chest X-ray at the County Hospital. Additional medical staffing for this and other recommendations is discussed at the conclusion of this subsection.

ALL SHERIFF'S DEPARTMENT PERSONNEL WHO HANDLE PRISONERS OR FOOD SHOULD BE REQUIRED TO HAVE A PERIODIC CHEST X-RAY OR TB SKIN TEST

This is a preventative action due to the high rate of TB typically found among jail inmates.

PREPARE AND DISTRIBUTE TO ALL STAFF, PROCEDURES APPLICABLE TO MEDICAL SERVICES

A series of procedures should be developed to assure that all staff are familiar with the process of obtaining medical aid for inmates. In addition, the manual should also include operational policies and specific procedures covering the following areas of medical services.

- . Storage and administration of drugs
- . Ingestion of medication
- . Ordering, inventory, and disbursement of all medicines and supplies
- . Medical history records for every inmate
- . Other areas as included in the Minimum Jail Standards.

The key cost factor in implementing these recommendations is increased medical staff. At a minimum we believe an additional half-time nurse is needed for the pre-exam screening of new inmates. Ideally, examinations of new inmates should be conducted daily but we are estimating costs on the basis of a 5-day per week schedule, omitting Wednesday and Sunday. Additionally, the current budget of \$7,800 for physician services would have to be increased to approximately \$20,000 for a half-time position. Currently, the Jail Improvement Fund is being used to supplement the \$7,800 County expenditure and we do not feel ongoing personnel needs should be met with these funds.

We are not estimating costs for remodeling to provide a Main Jail examination room. Costs will depend entirely on the alternative selected and the availability of excess medical equipment at the County Hospital. It is conceivable that required expenditures could be minimal

4. FOOD SERVICE

There are no major problems with the current MSF food service program. However, when it is viewed as the source of Main Jail feeding and, in the future, Juvenile Hall feeding, there are some recognizable deficiencies. One of prime importance is the absence of a qualified food manager. Section 1183 of the Minimum Jail Standards states:

"There shall be employed or available in all detention facilities with an average daily population of 100 or more, a food manager who has the training and experience to:

- (a) Plan menus
- (b) Provide a portion control system
- (c) Supervise kitchen personnel
- (d) Train inmate food service staff
- (e) Prepare a yearly food budget
- (f) Plan logistical support system for the food preparation function
- (g) Provide a food cost accounting system."

A food manager would assure that sanitation and food storage procedures and facilities comply with Health and Safety Code provisions. The employee should also closely review the current method of delivering food from the MSF to the Main Jail. We have observed that hot food is served lukewarm or cold during the final Main Jail servings, and cold food is warm. Although equipment is available within the County that allegedly overcomes such problems, it apparently is not used properly or is deficient.

There are several options available to improve this situation, some more costly than others. Our point, however, is that review of such options as pre-cooked, pre-packaged meals versus bulk delivery and re-heating is a highly technical field. For example, re-heating generates the potential for reduced nutritional count. Planning of this type should be coordinated with the needs of Juvenile Hall, and perhaps the Detox Center, and consider the maximum capabilities of the MSF kitchen as it currently exists. To us, the conclusion is quite clear and results in our suggesting the following action to Imperial County:

A FOOD SERVICE MANAGER SHOULD BE EMPLOYED TO SERVE THE NEEDS OF ALL MAJOR COUNTY INSTITUTIONS

Administrative and organizational assignment of this position should be within the Sheriff's Department because: (1) it has the greatest volume of need; and (2) it operates the primary kitchen facility. The Food Service Manager should, in the ICSD organizational hierarchy, report directly to the Jail Commander (Captain). Costs for the new position are estimated at a level above that of Supervising Jail Cook and, with fringe benefits, should approximate \$13,500 annually.

5. LAUNDRY, CLOTHING AND BEDDING

Again, the ICSD is severely limited in its ability to improve laundry services (and expand them to include Juvenile Hall and the Detox Center) because of the existing Main Jail facility. There is simply not adequate space to expand this function. Some thought was given to the construction of a laundry facility adjacent to the MSF, and money (\$60,000) was budgeted for this purpose last year. The Health Department also expressed an interest in the jail laundry providing services for County medical facilities and, just recently, the Board of Supervisors authorized the position of laundry supervisor for the ICSD.

We are dubious about the ability of a jail laundry to meet sanitation requirements for medical linens and clothing without inordinate increases in expenditures. If we assume at this point that medical laundry will be contracted elsewhere, then we are also uncertain about the need for a full-time laundry supervisor. This latter subject will be discussed in more detail in Subsection 14, "Staffing".

With respect to laundry improvements, we have allowed for adequate space in the proposed new Main Jail and it would be unfortunate to construct another, independent laundry building just for the interim period. In this regard, there are several alternatives available to the County.

Exclude the laundry from the proposed new jail and proceed with construction of a suitable facility near the MSF. We believe this is the least preferable alternative because it increases security problems and places a single-purpose structure outside the confines of existing and planned detention facilities.

As best possible, provide new equipment for the existing facility that can be installed by temporary widening of the entrance way. Laundry requirements that remain unfulfilled can be contracted until a new Main Jail laundry is constructed.

Maintain the status quo and contract any laundry services which cannot be fulfilled internally.

The option we prefer is the second one described above. Our recommendation is as follows:

ACQUIRE NEW EQUIPMENT FOR THE EXISTING LAUNDRY AND CONTINUE ITS OPERATION UNTIL A NEW MAIN JAIL IS CONSTRUCTED OR PLAN MODIFICATIONS DICTATE OTHER DECISIONS

The ICSD had estimated costs for new equipment at \$4,000.

Other aspects of inmate clothing and bedding are in general accord with the Minimum Jail Standards, or soon will be. The Department is phasing out worn items, primarily with Jail Improvement Program funds. An exception exists with regard to the absence of sterilizing equipment for incoming arrestee clothing. This has already been discussed and identified as an impractical problem to solve without major remodeling expense.

6. RECREATION

True recreation periods at the Main Jail are infrequent at best. The Minimum Jail Standards require one hour of exercise per day. Few inmates currently receive that much out-of-cell recreation in a week. An outdoor dirt yard is available at this facility, although it is smaller than the MJS suggests. Nevertheless, it can be used if staff is provided to guard the inmates.

The lack of sufficient staff for this purpose was partially alleviated recently by the Board of Supervisors' authorization of a

full-time recreation officer. Although of great help, this individual will still have difficulty providing all or most Main Jail inmates with an hour of recreation per day.

At the MSF the situation is slightly better because of a much larger exercise area. Still, the lack of staff prevents regular recreation periods. Another problem is that the area used contains no grass or ground cover. Wind creates dust problems that hinder effective use of the property. It is hoped this condition will be rectified when the new water line is installed, allowing for irrigation of a suitable ground cover.

Although we have identified problems that the one new recreation officer will not completely eliminate, this does not mean that we suggest additional full-time staff at this time. There are several factors which cause us to adopt a "wait and see" attitude.

- New programs should cause a decline in jail population, at the Main Jail and the MSF
- Smaller jail populations could result in more dayroom space being available in multiple cells. In turn, this may permit the rotational assignment of activity-oriented equipment in cells, such as ping pong tables and weight lifting equipment.

There are, however, two recommendations related to inmate recreation discussed in the remainder of this subsection.

A COMPREHENSIVE, WELL-PLANNED RECREATION PROGRAM SHOULD BE DEVELOPED

PERIODIC USE OF RESERVE OFFICERS SHOULD SUPPLEMENT EXISTING JAIL STAFFS TO PROVIDE GUARD SUPPORT FOR ADDITIONAL RECREATION TIME

The two suggestions above are related. First, there is a need to identify the full-range of recreation alternatives available and to select those capable of implementation within existing facilities. Equipment can be purchased through the Inmate Welfare Fund or Jail Improvement Program Fund. Schedules for different inmate groups must be developed and staffing plans finalized. In this latter

regard, Reserve Officers could be used as guards during evening recreation. To illustrate, we know of counties that obtain movies at little or no rental cost and show them in the evenings. (The privilege is sometimes reserved for units with the best housekeeping records for the prior week). Reserve officers could supervise this activity. In recognition of Imperial County's warm climate, there is no reason why outdoor physical exercise cannot be scheduled during evening hours if lights are installed. Contests can be scheduled between teams or individuals, with awards possibly involving more extensive use of telephone service to talk with family members. The point is that much can be done at minimal expense to direct inmate energy somewhere other than at guards or at other inmates. We believe this is a significant factor in the orderly administration of a correctional facility.

As a final comment, we do not propose that the new recreation officer develop the suggested recreation plan. He most certainly should be consulted and should review all suggestions but his time should not be mis-directed to staff work. The new Office of Corrections Services (if funded), the recommended new Jail Lieutenant (to be discussed later in this subsection), or existing ICSD middle-management personnel should be assigned this task.

7. LIBRARY SERVICES

Each of the adult detention facilities have only a limited supply of books and periodicals and no formal library program exists. Our recommendation here is simple and direct:

A LIBRARY PROGRAM SHOULD BE DEVELOPED WITH THE ASSISTANCE OF COUNTY PUBLIC LIBRARY PERSONNEL, AND IMPLEMENTED BY EXISTING STAFF

The County Library is willing to work with the ICSD to establish a suitable library program. Used books should be provided and it may be desirable to subscribe to some relatively inexpensive periodicals with Inmate Welfare Funds. Whatever is provided, it is imperative that a representative number of materials be in the Spanish language.

At the Main Jail, we suggest use of a cart. We believe existing staff can tour the entire Main Jail two times a week with the cart (this recognizes the recent increase in staffing). The Public Library is concerned about return of books and procedures should involve a simplified form of check-out and return. Prisoners being released would not be permitted to take library materials with them.

8. VISITING

Visiting at both adult detention facilities is permitted only on Saturdays; three hours for males and one hour for females. This constitutes a rather severe restriction and is totally outside the intent of the Minimum Jail Standards which require one hour of visiting per week, per inmate.

Unfortunately, demand for more visiting time is difficult to estimate because of the large number of alien prisoners in the County facilities. Still, our basic recommendation is:

INCREASE INMATE VISITING HOURS, POSSIBLY THROUGH THE USE OF RESERVE OFFICERS TO SUPPLEMENT EXISTING STAFF

As was the case with recreation, we believe Reserve Officers should be rotated through an inmate visiting assignment to decrease demands on regular personnel. The final determination of the days and nights on which visiting is to be allowed must await a better definition of demand. To start, however, we recommend the selection of two weekday evenings, three hours each (one hour reserved for females at the Main Jail).

In Section V of this report, Subsection 5, we also discussed our suggestion for contact visiting at the MSF. Refer to that portion of the report for details.

9. CORRESPONDENCE AND TELEPHONE USE

Policies and procedures governing the writing and receipt of inmate correspondence have been established by the Federal District Court; there is no need to discuss them in this report.

Use of a telephone for personal calls is quite restricted because of the limited staff at both facilities. There may also be some concern over content of inmate private conversations with regard to institutional security. Nevertheless, we suggest that:

LOCKED, SECURE TELEPHONE BOOTHS SHOULD BE INSTALLED
ADJACENT TO HOUSING UNITS FOR THE USE OF INMATES WHEN
APPROVED BY ASSIGNED OFFICERS

We know of several county detention facilities that permit general use of coin-operated telephones by inmates. The only criteria of note are the availability of funds (inmates are allowed to keep small change up to a dollar or so) and the absence of a disciplinary record. It is felt that more frequent conversations with friends and relatives reduces anxiety. There have been exceptions, of course, where the reverse occurred but, on the whole, the programs seem to be functioning satisfactorily.

10. COMMISSARY

Currently, commissary services are available only one day per week. An inmate could wait a full week before obtaining commissary items, depending on the time he entered the system. We suggest an increase in this service, as follows:

COMMISSARY SERVICE SHOULD BE PROVIDED TWICE A WEEK

We think the ICSD should be able to accomplish this added service within the limits of its increased staff. At a minimum, however, inmate logs should be checked several days after the weekly commissary run to identify all persons booked since that date, who remain in custody. These individuals should be allowed commissary services at that time.

11. SECURITY DEVICES

We have already discussed the need for technological improvements in security at the MSF (See Section V, Subsection 5). We are reluctant to make recommendations requiring major expenditures for

the Main Jail because of its limited future. Still, there is a definite need for implementing the following recommendation:

A VOICE MONITORING SYSTEM SHOULD BE INSTALLED IN THE
MAIN JAIL

The facility is apparently wired for an old voice intercom system which has not operated for two years. This may facilitate wiring for a voice monitoring system. Whether or not this is feasible, the system is still needed for protection of inmates and officers.

12. PLANNING

It is clear that a considerable planning effort is needed to implement improved policies and procedures, and to effect a more efficiently administered and operated County Jail system. There is a serious lack of documented orders within the ICSD. This should be rectified as soon as possible. Recommendations intended to achieve this change are:

A COMPREHENSIVE MANUAL OF JAIL POLICIES AND PROCEDURES
SHOULD BE DEVELOPED IN THE NEAR FUTURE

LONG-RANGE PLANS SHOULD BE INITIATED FOR THE ADMINIS-
TRATION AND OPERATION OF NEW PROGRAMS, SERVICES, AND
FACILITIES

Completion of the two tasks above will require a major commitment of time but the benefits should be equal and/or greater. (The County may want to consider applying for a planning grant to obtain temporary assistance during the detailed planning phase.) The Manual of Policies and Procedures is the most pressing need. It should contain concise outlines of orders governing all aspects of jail operation and general information concerning at least the following:

- . Contingency plans in the event of emergencies
- . A fire prevention plan
- . Documentation of the disciplinary procedure recently approved by the Federal Court

- . Facility housing, segregation, and sanitation plans
- . Procedures governing all key functions and services.

This Manual must be kept current and must be available to all personnel. Adherence to its contents should be enforced or it will quickly lose value as a control mechanism.

The long-range planning referred to above consists of refining the recommendations contained in this report, as approved by the Board of Supervisors, into detailed, documented plans. This is a fundamental process in the development of improved systems and facilities.

To facilitate this as well as other corrections planning, we recommend:

AN IMPERIAL COUNTY CORRECTIONS PLANNING TASK FORCE SHOULD BE ESTABLISHED

The purpose of this recommendation is to provide a regular vehicle for the development, coordination, analysis, and evaluation of Imperial County corrections operations. We do not propose that it be a standing committee of the County but, rather, that it be established on a less formal, advisory basis to County officials responsible for corrections functions.

The core membership of this Task Force would consist of representatives from the Court, Sheriff's Department, Probation Department, District Attorney and the County Criminal Justice Planning Unit. Others who should receive copies of task force materials and attend meetings on an "as-needed" basis would include:

- . Public Defender
- . Municipal Police Chiefs
- . County Administrator
- . Director of Building and Grounds

- . Leaders of Community Organizations involved in corrections programs
- . Board of Supervisors liaison representative.

We emphasize that the Corrections Planning Task Force is an advisory group and is not intended to usurp the authority or responsibility of individual department heads or other County offices. However, when group opinion is heavily weighted in one direction it should be self-evident that individual department plans to the contrary are ill-advised. One agency, perhaps on a rotating basis, should be assigned responsibility for chairing and recording meetings. Involvement of community representatives is strongly encouraged.

13. PERSONNEL ASSIGNMENT AND TRAINING

It is the general policy of the ICSD to assign all new deputies to the Jail Division for one year. There are some advantages to this policy but overall it seriously lessens the level of experience within the Division. We recommend that:

ASSIGNMENT TO THE JAIL DIVISION SHOULD BE FOR A MINIMUM OF TWO YEARS, AND SHOULD INVOLVE A GREATER MIXTURE OF EXPERIENCED PERSONNEL

Corrections has typically been the starting point for new deputies and there are some inherent advantages in new officers learning to work with inmates. However, excessive reliance on new personnel, and rapid turn-over in Division staff, hinders the efficient operation of the jail. We believe the current policy should be modified as described above.

In the area of training, the jail staff is quite deficient. The entire Department only recently joined the P.O.S.T. program (Commission on Peace Officer Standards and Training). This program requires specified levels of training for all law enforcement personnel and additional training for corrections officers. If the ICSD is to remain in this program, and receive the salary and expense reimburse-

ment P.O.S.T. provides for training, it must adhere to corrections training requirements specified in the Minimum Jail Standards. Our recommendation, therefore, is:

THE COUNTY SHOULD COMPLY WITH ALL CORRECTIONS TRAINING REQUIREMENTS SPECIFIED IN THE MINIMUM JAIL STANDARDS

The MJS requirements are summarized as follows:

- . 40 hours of basic corrections training for all custodial personnel
- . 40 additional hours of management training for managerial custodial personnel
- . 24 hours of annual, in-service corrections refresher training for all custodial personnel.

Presently, some corrections courses are available at the Imperial Valley College but they are not certified for reimbursement by P.O.S.T. The County, therefore, has three alternatives:

- . It can attempt to develop mutually agreeable terms between the college and P.O.S.T. that will lead to certification of a basic course and some refresher courses
- . It can send all of its personnel to other schools, which will probably require their continued absence for the entire week
- . It can attempt to have periodic schools conducted at the Sheriff's Department, utilizing course outlines and instructors from approved courses.

We believe a serious effort to develop a reasonable solution to the current problem will produce satisfactory results. In any event, it must be attempted. The refresher training requirement can be met, in part, by a proper roll-call training program. The ICSD training officer should take the lead in developing such a program.

14. STAFFING

We have stated at numerous points during this study that ICSD Jail Division staffing was minimal or below minimum except at the Winterhaven Substation. The latter facility has five full-time deputies and an average daily jail population of less than 15. The Main Jail and MSF, on the other hand, have employee-to-inmate staffing ratios of at least 1:7 and 1:14, respectively. Detailed information on current staffing patterns was provided in the first interim report and will not be duplicated here.

Specific recommendations concerning Jail Division staffing are presented in the remainder of this subsection.

THE POSITION OF LIEUTENANT SHOULD BE AUTHORIZED AS SECOND IN COMMAND OF THE JAIL DIVISION

The Jail Captain presently receives half-time assistance from a Criminal Division lieutenant, who also has departmental training responsibilities. This arrangement does not provide for the necessary level of command support within the Jail Division. The Jail Captain is literally deluged with mundane, incidental problems and inquiries. He is in considerable need of assistance for planning and management purposes, and to allow him to concentrate on the most pressing issues deserving his attention.

We suggest that the Lieutenant be assigned to the evening shift, at least in part. His presence may also permit some reduction in overtime coverage for shift supervisors during vacations and illnesses which would partially offset new salary costs. Certainly, it provides a needed level of command coverage on the busy night watch.

AN ADDITIONAL DEPUTY SHOULD BE ASSIGNED TO THE MAIN JAIL FOR SUPPORT FUNCTIONS

Main Jail deputy strength currently numbers 15. An additional officer is needed for support functions related to inmate movement,

feeding, visiting, and the like. Availability of this position will permit floor officers to more closely supervise inmate activities.

TWO SERGEANTS POSITIONS SHOULD BE AUTHORIZED FOR THE MSF, ONE AN UPGRADE AND THE OTHER A NEW POSITION

The total MSF operation is supervised by one sergeant. This, in itself, is unsatisfactory. The problem, however, becomes more acute when considering the size of the jail population (approximately 200 or more) and the fact that there are times when no deputy sheriffs are on duty in the facility. In their place, the County is relying extensively on the non-sworn classification of Minimum Security Guard. We have no dispute with the use of para-professionals for corrections work but we are concerned about the lack of supervision and the imbalance of the sworn versus non-sworn staffing patterns (presently no deputies and 11 guards).

We believe one of the guard positions should be upgraded to a sergeant, and a new sergeant's position added. This would provide substantially more supervision and assist in the general operation of the facility, including increased recreation periods. Days-off should be staggered to maximize coverage. Shift schedules should also attempt to obtain a relatively consistent 7-day a week, 16-hour per day coverage by supervisors.

FIVE MINIMUM SECURITY GUARD POSITIONS SHOULD BE UPGRADED TO DEPUTY SHERIFF POSITIONS

The remarks under the preceding recommendation explain the rationale behind this recommendation. In our opinion, it is imperative that a fully trained, sworn officer be present in the MSF at all times.

THE NEW LAUNDRY SUPERVISOR'S POSITION SHOULD BE CONSIDERED AS A SERVICES AND SUPPLIES POSITION AND MANNED BY A CIVILIAN EMPLOYEE

We have previously questioned the need for a full-time laundry supervisor under today's conditions. We believe the Department should consider fuller utilization of this position under the general heading of services and supplies. Typical responsibilities could include some or all of the following:

- . Laundry supervision
- . Ordering and maintenance of all Jail Division supplies except those used in food services
- . Facility sanitation supervision
- . Identification of required maintenance work and initiation of work requests
- . Assistance in various capacities as available and as needed, e.g., commissary, library distribution, feeding, etc.

Because of the nature of the assignment described, we see no reason why the position should be filled by a deputy.

Exhibit XXIV, following this page, summarizes the total jail staffing recommendations made above and includes those made elsewhere in this report. Those other recommendations are:

- . A Food Service Manager
- . Increase in physician time to half-time, and assignment to the ICSD
- . Increase in the current 2.0 position nurse staffing to 2.5 and assignment to the ICSD.

Information on the exhibit is portrayed by shift but this is intended for illustrative purposes only. In actual practice, overlapping shifts are often used. Excluded from the exhibit are bailiffs, personnel at the Winterhaven Substation, and communications personnel. With this in mind, the net impact of all staffing recommendations is an increase of:

RECOMMENDED ICSD JAIL DIVISION STAFFING

FUNCTION/POSITION	SHIFT COVERAGE			FULL COVERAGE FACTOR	TOTAL (ROUNDED)
	A.M.	DAY	P.M.		
I. ADMINISTRATION					
Captain		1		--	1
Lieutenant			1	--	1
Food Service Manager		1		--	1
II. MAIN JAIL					
Supervision (Sergeant)	1	1	1	1.6	5
Booking (Deputy)	1	1	1	1.6	5
Male Custody (Deputy)	1	2	2	1.6	8
Female Custody and Clerical Support (Matron-Clerk)	1	1	1	1.6	5
Support (Deputy)		1	1	1.6	3
Account Clerk		1		--	1
Clerk Typist		1	1	--	2
III. MINIMUM SECURITY FACILITY					
Supervision		1	1	1.6	3
Male Custody (Deputy)	1	1	1	1.6	5
Male Custody (MSF Guard)	1	1	1	1.6	5
Cooks		2	1	--	3
IV. SUPPORT TO BOTH FACILITIES					
Physician		.5		--	.5
Nurse (Para-Medic)		2.5		--	2.5
Recreation (Deputy)		1		--	1
Services and Supplies (Civilian)		1		--	1
Court Detail (Deputy)		4		--	4
Transportation (Deputy)		2		--	2
V. RECAP					
Sworn	Male	4	15	8	38
	Female				
Civilian	Male	1	5.5	2	10.5
	Female	1	5.5	2	10.5
TOTAL	Male	5	20.5	10	48.5
	Female	1	5.5	2	10.5
	Total	6	26	12	59

- One Lieutenant
- One Food Service Manager
- One sergeant
- One deputy
- Approximately 1/4 time for the physician's position
- Approximately 1/2 time for nursing positions
- The upgrade of one guard position to sergeant and the upgrade of five other guard positions to deputy

Annual compensation costs for the personnel changes listed above are estimated below and include 25% fringe benefits for sworn personnel, with 15% for non-sworn. Generally, we have used the middle of three-step salary schedules in arriving at the estimates.

1	Lieutenant	\$17,000
1	Food Service Manager	13,500
1	Sergeant	15,500
1	Deputy	12,500
1	Upgrade from Guard to Sergeant	6,000
5	Upgrades from Guard to Deputy	12,000
	TOTAL	\$76,500

In summary, we stress the fact that our staffing recommendations are considered minimal. We believe more positions may be warranted for supervision of current jail populations but suggest that the adequacy of jail staffing be re-evaluated after alternatives to incarceration are implemented.

With regard to a staffing plan for the proposed detention facilities, we believe two additional deputy sheriff's positions will be required for either the three-level plan or the two-level plan. Our reasoning is as follows.

All three guard posts in the three-level facility would be manned during the day and evening shifts. Two officers, rotating between floors would accomplish the guard function during the morning shift. For seven-day coverage, this amounts to 13 positions. The staffing plan for the present jail and workload has 11 positions between "male custody" and "support", thus, there is an increase of two. No "support" positions are required for the new facility (as planned) because inmates would move unescorted most of the time, within eyesight of guards.

For a two-level facility plan, the two guard posts would be manned on all shifts. Because these facilities would cover a larger area, we believe one support officer should be provided during peak activity periods (i.e., day and evening shift). The total staffing requirement is then the same as for a three-story structure.

Other staffing remains relatively constant. The only factor which may affect it is a substantially reduced jail population.

SUMMARY OF IMPLEMENTATION COSTS

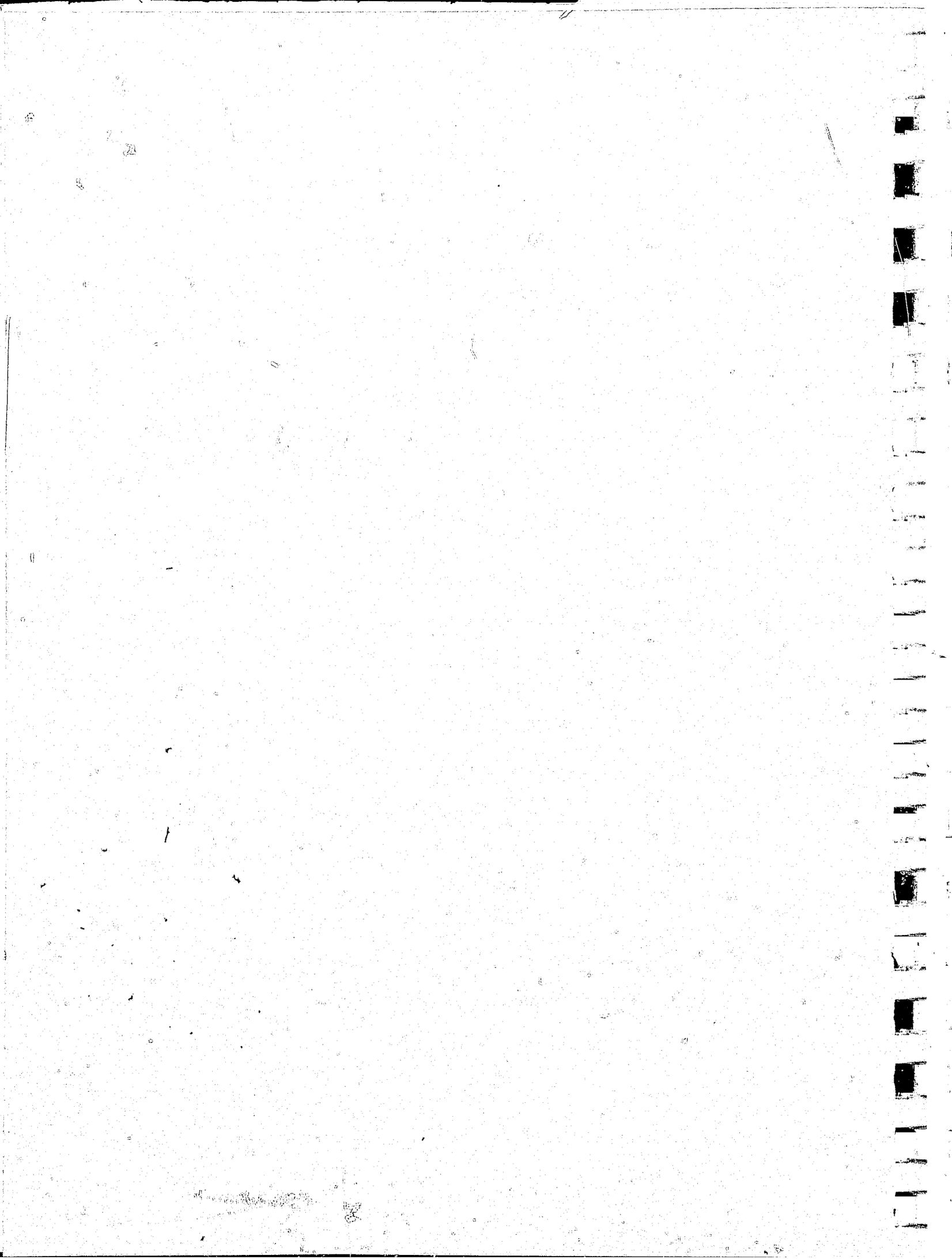
RECOMMENDATION/REQUIREMENTS	PROGRAMS, SERVICES, AND MINOR CONSTRUCTION			ONGOING ANNUAL COSTS (#)	ONE-TIME MAJOR CONSTRUCTION COSTS (#)
	INITIAL 12-MONTH COSTS				
	PERSONNEL	OTHER	TOTAL		
<u>Intake Classification Program*</u>					
. 5 Probation Officers and Equipment	\$ 62,000	\$ 6,200	\$ 68,200	\$62,000	
<u>Offender Assistance/Community Referral Program*</u>					
. 6 Probation Officers and Equipment	87,100	17,400	104,500	95,000	
. 1 Clerk Typist					
<u>Office of Corrections Services*</u>					
. 1 Asst. Probation Officer and Equipment	35,600	7,100	42,700	39,000	
. 1 Administrative Analyst					
. 1 Clerk Typist					
<u>Work/Education Furlough Program*</u>					
. MSF Construction		25,000	25,000		
<u>Corrections Records System Design*</u>					
. MSF Construction		25,000	25,000		
<u>Improved Medical Services</u>					
. Increased Physician and Nurse Positions	17,000	2,000	19,000	19,000	
<u>Improved Laundry Services*</u>					
. New Equipment		4,000	4,000		
<u>Additional ICSD Staffing</u>					
. 1 Lieutenant	76,500		76,500	76,500	
. 1 Food Service Manager					
. 1 Sergeant					
. 1 Deputy					
. 6 Upgraded Positions					
<u>Improved Security at Main Jail and MSF*</u>					
. Alarms, Voice Monitors, and CCTV		20,000	20,000		
<u>Improvements to Winterhaven S.S</u>					
. Security remodeling, equipment, and refurbishing		12,000	12,000		
<u>Miscellaneous Construction and Supplies*</u>					
. Telephone Installations		15,000	15,000		
. MSF Food Storage					
. Main Jail Medical Exam Room					
. Recreation Equipment					
. Library					
<u>Construct New Main Jail*</u>					\$4,460,000
<u>Construct New MSF Wing*</u>					315,000
<u>Construct New ICSD Administrative Facility</u>					570,000
<u>Construct Outdoor Firearms Range</u>					50,000
TOTALS	\$278,200	\$133,700	\$411,900	\$291,500	\$5,395,000

Based on current average cost levels for salaries, equipment, and construction.

* Identifies costs which may be funded partially or in total by Federal grant, Jail Improvement Program, or Inmate Welfare Fund.



VII. IMPLEMENTATION REQUIREMENTS AND SCHEDULES



VII. IMPLEMENTATION REQUIREMENTS AND SCHEDULES

This final report section summarizes all corrections and administrative facility study recommendations which involve measureable implementation expenditures, and provides schedules and general task outlines for completion of program and construction activities. The section concludes with a summary of capital cost financing alternatives.

We have not prepared implementation plans for most of the general recommendations contained in Section VI. These suggestions, for the most part, can be instituted at any time by direction of the Imperial County Board of Supervisors and/or the Sheriff. For example, assignment of Reserve Officers to assist with recreation and visiting functions is a policy decision that can be made by the Sheriff now or in the future. In like manner, the Board of Supervisors can act on requests for new positions by authorizing grant applications or approving general fund expenditures.

1. SUMMARY OF IMPLEMENTATION REQUIREMENTS

Exhibit XXV follows this page and summarizes all significant new cost elements associated with the recommendations and/or County decisions made during this study. We believe a substantial amount of first-year costs for programs are ideally suited for Federal grant funding. Many of the items related to one-time expenditures for improved services (e.g., security improvements) should be met through use of Jail Improvement Program monies. Smaller expenditures for recreation equipment might be available from the Inmate Welfare Fund.

Costs for programs should not be viewed by the County as budget increases in total. Proper implementation of most programs should result in reduced jail populations which, in turn, result in lower jail operating costs for food, supplies, etc.

The major construction program is ambitious. The cost estimates must be viewed in light of spiraling labor and material costs. If

the current inflationary trends continue, the total estimate of nearly \$5.4 million will be approximately \$6 million a year from now. Considering this factor and the possibility of material shortages, we estimate that the final total costs will reach and exceed the \$6 million figure, even if the County begins detailed design immediately.

2. IMPLEMENTATION PLAN FOR CORRECTIONS PROGRAM RECOMMENDATIONS

Exhibit XXVI, which follows Exhibit XXV, is a time-phased schedule for completing major activities necessary to implement suggestions in this report that are related to corrections programs. Explanatory comment, where deemed necessary, is presented under activity titles in this subsection.

(1) Final Report Review and Approval to Initiate Implementation Planning

The Imperial County Board of Supervisors must review the final study report and approve all or part of it for eventual implementation. Thereafter, they should authorize the initiation of implementation planning. This does not mean that every recommendation will be implemented since a key factor will be the availability of funds. It does imply, however, that concepts are endorsed and implementation plans will be reviewed and acted upon as they are received, consistent with the resources available at the time.

(2) Establish Corrections Planning Task Force

The functions and membership of this group was discussed in Section VI, Subsection 12; additional comment here is not necessary.



(3) Finalize Juvenile Hall Plans

A key decision to be made here involves the final site location and design of Juvenile Hall. This decision will have long-range impact on the ultimate design and location of a new jail, and it must be made soon so that Juvenile Hall construction is not delayed.

(4) Research Funding Alternatives and Develop Grant Application(s)

A first priority item for department heads and the Corrections Planning Task Force is the review of all recommendations (see Section I for a summary) to establish relative implementation priority. A major criterion, of course, is funding. Decisions will have to be reached concerning the possibility of using County funds, Jail Improvements Program funds, or grant funds for various program recommendations. Ultimately, we expect that one or more grant applications will be developed for submission to OCJP and LEAA.

We suggest that consideration be given to the following program recommendations, in the order they are described, for inclusion now or next year in a grant proposal.

- . Intake Classification
- . Office of Corrections Services
- . Corrections Records System Design
- . Offender Assistance/Community Referral
- . Work Education Furlough Program (MSF construction funds)
- . Detailed Planning for facility, programmatic, administrative, and operational aspects of an improved corrections system (the facility planning would essentially involve funds for an architect)

The reference to MSF construction funds is an excellent example of how the Task Force and individual department heads could function during the planning process. We have suggested either the separation of a portion of one wing at the MSF for

use as a Work/Education Furlough facility, or the addition of a separate building. Cost estimates were provided only for the first alternative. From an operational point of view, neither alternative is particularly more advantageous. Thus, the Task Force should consider which is most desirable in the context of all improvements desired and the potential limits of funding resources.

(5) Process Grant Applications

This process is well known to the County and does not require explanation.

(6) Complete Short-Range Planning Activities

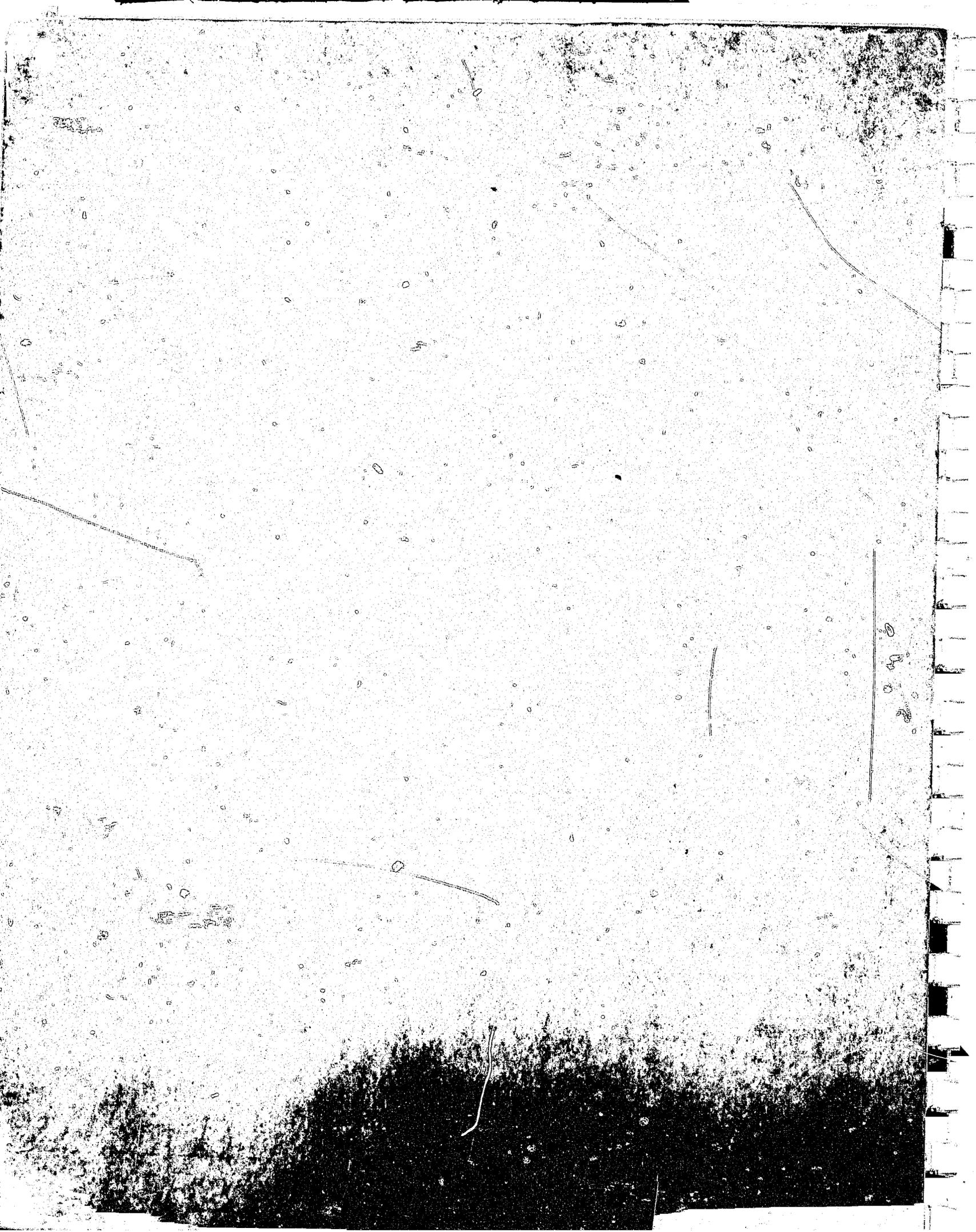
During this time span (a portion of which is concurrent with grant application review), detailed planning can proceed on programs described in grant proposals and on other recommendations to be implemented by the County. Noteworthy examples of planning required are:

- . Policies, procedures, forms, job descriptions, and working space descriptions necessary to initiate the concepts of Intake Classification and the Office of Corrections Services.
- . Development of evaluation criteria for all programs and major system components
- . Employment of new personnel (as authorized with and without grant funding)
- . Policies, procedures, staffing, and facility design for medical service improvements
- . Full analysis of long-range alternatives concerning a laundry facility and initiation of planning in accordance with final decisions
- . Policies, procedures, and equipment acquisition related to inmate recreation
- . Design and initiation of a library program
- . Negotiation and finalization of plans for meeting corrections training requirements.

Numerous other examples are described in this report.

CONTINUED

2 OF 2



(7) Finalize Methods of Financing

At this point, the results of grant applications should be known or anticipated. In accordance with previously established priorities, and funding availability, final decisions must be made concerning program content and implementation dates. The Board of Supervisors will obviously make the final determination concerning Task Force/department head recommendations.

(8) Implement Programs

Once funding decisions are completed, implementation may begin.

(9) Evaluate Programs

It is imperative that a comprehensive evaluation effort be included in the design of any and all newly instituted programs. We mentioned the development of criteria as an element of the short-range planning task. This is accurate, but the effort involved in finalizing such criteria should not be underestimated. Additionally, the problems inherent in existing corrections records will seriously hinder the evaluation process unless they are resolved.

The Board of Supervisor's should require brief quarterly evaluation reports following the first six months of operation for any program of consequence. On a 12-month basis, it should require detailed evaluation reports to determine the value of continuing County expenditures for the program involved.

(10) Perform Long-Range Planning

Department heads and the Task Force should continue to plan for long-range development of an improved corrections system. Key future planning considerations include:

- . Design and operation of new facilities
- . Coordination of the corrections records system with a criminal justice information system
- . Full development of programs not implemented in the next 12 months, and development of funding sources for their implementation
- . On-going evaluation of the County's corrections system and its essential programs
- . Development of new concepts.

3. IMPLEMENTATION PLAN FOR MAJOR CONSTRUCTION PROGRAM

Exhibit XXVII follows this page and provides a time-phased work plan for implementation of a major construction program. This includes a new Main Jail and ICSD administrative facility. It may or may not include the extensive MSF improvements and the outdoor firearms range, depending on County decisions concerning the phasing of those improvements. They can be included in the schedule we have developed or accomplished independently using the same general activity groupings. The schedule could be modified to reflect a shorter design and building period.

Imperial County has established procedures which describe the review processes and identify membership for a special building review committee. There is no need to elaborate on the elements of a major construction program in this report; Imperial County personnel are quite familiar with such planning and implementation activities. We do believe, however, that the proposed Corrections Planning Task Force should be kept advised of construction program progress. At least one of the members of this Task Force (the Sheriff) will also be a member of the building review committee. He can serve as liaison between the two groups, thereby eliminating the need for separate review.

Any construction program ultimately depends on the availability of funding. This subject is discussed in the next subsection.

4. CAPITAL COST FINANCING ALTERNATIVES

On March 13, 1974, we submitted to Imperial County a special report on capital cost financing alternatives for new corrections and administrative facilities. Contents of the report included discussion of the following subjects:

- . Pay-As-You-Go
- . General Obligation Bonds
- . Revenue Bonds
- . Lease Purchase
- . Redevelopment - Tax Increment Financing
- . Federal Grant (OCJP/LEAA)
- . Property Tax Rate Limits - Implications for Long-Term Financing.

In addition to placing each financing alternative in a factual perspective, the report provided information regarding the implications of recent property tax limit legislation on the various financing alternatives.

We will not repeat the full contents of the earlier report but will summarize key points as they relate to the new facility needs that have been described.

(1) Feasible Alternatives

The alternatives which hold the greatest potential for success are as follows:

- . Federal grant for at least a portion of correction facility construction. This approach has little or no potential for the administrative facility
- . General obligation bonds for both correctional and administrative construction

Pay-as-you-go for the administrative facility, small construction projects, and for non-Federal portions of corrections construction. Potential revenue sources include the general fund, revenue sharing, and limited term borrowing.

Other alternatives are either statutorily unavailable (revenue bonds) or quite unlikely (lease purchase and redevelopment - tax increment).

Overshadowing the financing alternatives are the complications of the 1972/1973 tax limit legislation contained in Section 2260 et. seq. of the Revenue and Taxation Code. This is discussed in the remainder of this subsection

(2) Implications of Property Tax Limit Legislation

Prior to the 1972 State legislative session, counties were not subject to a property tax rate limit of any kind. However, legislation was approved at the 1972 and 1973 legislative sessions that imposed property tax rate limits on county governments, and these limits have implications for several of the long-term financing alternatives.

Statutes currently provide that "the maximum property tax rate which may be levied by any county for general purposes shall be the combination of all countywide property tax rates which were levied for general county purposes in either the 1971-72 or the 1972-73 fiscal year, at the option of the board of supervisors". In determining the maximum property tax rate, the statutes provide that several items must be excluded. One particular point allows that counties may exceed current maximum property tax rates in order to repay principal and interest for indebtedness which was authorized prior to 1972.

With respect to financing capital improvements in the future, however, the maximum property tax rate limits are of more direct concern. For example, if Imperial County should wish to finance

the construction of a facility on a pay-as-you-go basis, prior to 1972 it might have levied an additional property tax rate in order to accumulate the necessary funds. Under existing law, counties have only the following options in terms of increasing their property tax rate:

1. If their current general rate is below that levied in either 1971-72 or 1972-73, they may increase it to the highest of the two years.
2. If their current rate equals their 1971-72 or 1972-73 rate, they may increase that maximum rate annually by levying a property tax rate equal to the maximum property tax rate which could have been levied by the county in the prior fiscal year, adjusted upward to produce additional revenue by the amount that the combined annual percentage increase in population and consumer price index exceeds the percentage increase in assessed value. (Note: If the annual increase in assessed value exceeds the combined annual increase in population and consumer price index, no increase in the maximum property tax rate for the prior fiscal year can be made.)
3. The voters of a local agency may establish, by majority vote, any amount as the maximum property tax rate for the agency.

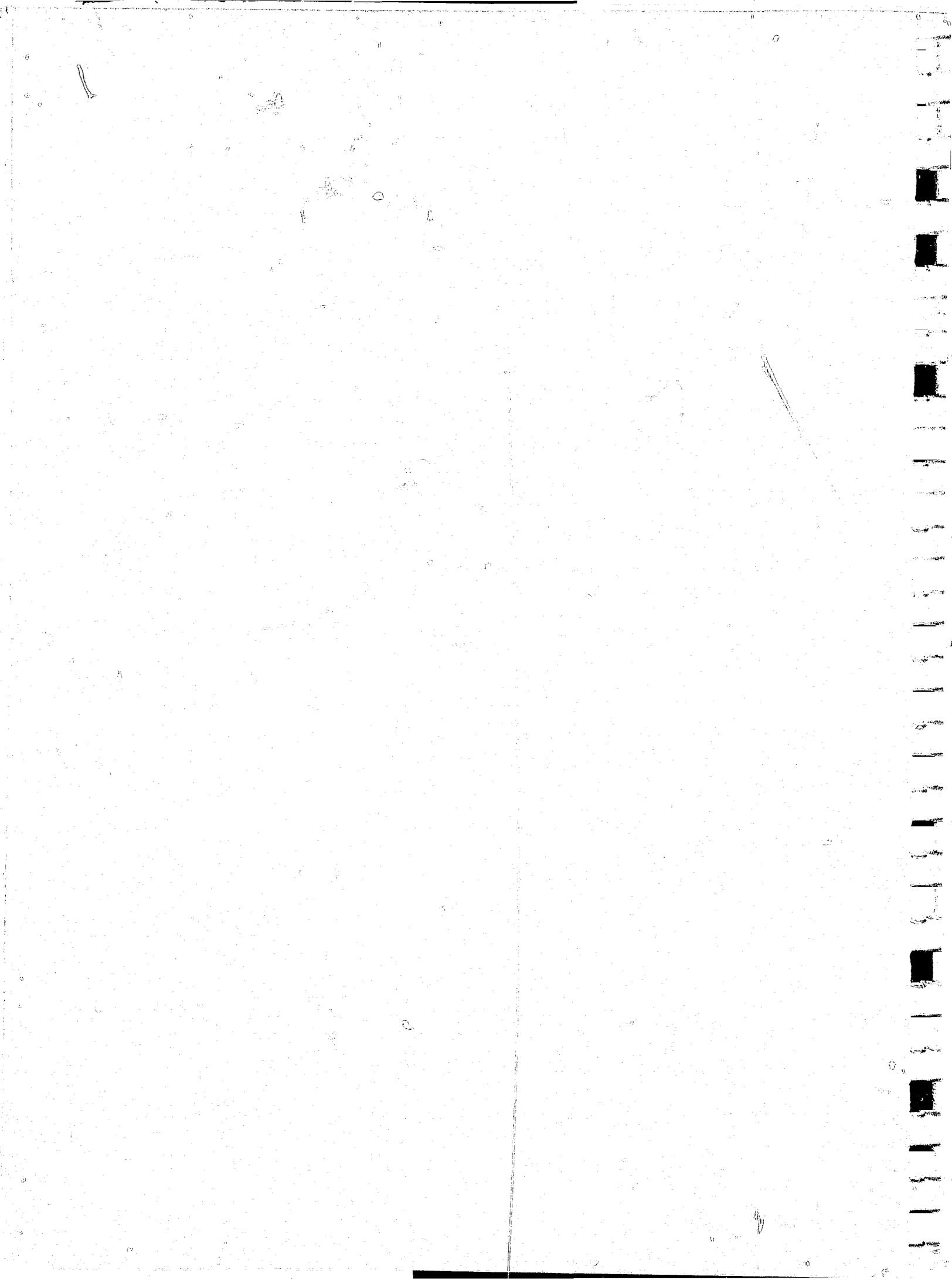
General obligation bonds are not affected by property tax rate limits inasmuch as the vote authorizing issuance of general obligation bonds also serves to authorize the local agency to exceed its maximum property tax rate by whatever amount necessary to repay the bonds. However, any long-term financing alternative that does not initially require a vote of the electorate is affected inasmuch as the revenues that would be needed for annual lease payments, principal and interest payments, or other debt service requirements must, if it is to come from property taxes, be raised from within the tax rate limit. Thus, with respect to lease-purchase, revenue bonds, or general funds needed to supplement a Federal grant, the county must determine whether its annual adjustment in property tax rates will be sufficient to meet these new commitments and, if it

will, whether there are other more pressing needs within the County to which these same funds must be directed.

If the maximum property tax rate of the county will not provide sufficient revenue to permit borrowing under one of these non-voter approved alternatives, and if other general funds within the county are not available or sufficient, then the only option available to the county is to seek approval for a higher property tax rate from the electorate.

APPENDIX A

ICSD ADMINISTRATIVE FACILITY REQUIREMENTS



ICSD ADMINISTRATIVE FACILITY REQUIREMENTS

Shortly after initiating the Adult Corrections Study, Imperial County officials determined that there was a need for analysis of the administrative space needs of the Imperial County Sheriff's Department. Since the Sheriff will operate any new detention facilities the County plans, there is an obvious relationship between the two space planning projects. Consequently, the Board of Supervisors authorized funding for a concurrent study of ICSD administrative facility needs to assure coordination of the results of both studies.

The objectives of the administrative facility study were as follows:

- . To analyze the adequacy of existing ICSD administrative facilities
- . To identify the interrelationships between major ICSD functions
- . To project the numbers of ICSD personnel and the space they will require through the year 2000
- . To develop block plans of proposed administrative facilities, together with total space and cost estimates.

This appendix serves as the final report for this companion project. As was the case with the corrections portion of this report, much of the material was thoroughly reviewed with County officials during the study and documented in greater detail in interim reports. Previously documented information is summarized here and is accompanied by new material related to facility block plans. More specifically, this appendix presents information under the following titles.

- . Current Functions and Spatial Allocations
- . Functional Relationships
- . Personnel Projections
- . Current and Projected Space Requirements
- . Site and Design Considerations

1. CURRENT FUNCTIONS AND SPATIAL ALLOCATIONS

The administrative staff and operations of the Imperial County Sheriff's Department are presently housed in the Sheriff's Jail and Administration Building in downtown El Centro. (Duties performed by personnel assigned to sub-stations in other parts of the County are not within the scope of this study.) The administrative functions of the Sheriff's Department can generally be categorized on an organizational basis. The major organizational units and their primary responsibilities are:

- Office of the Sheriff--Includes the Sheriff-Coroner, the Undersheriff, and a Secretary. Responsible for the overall planning, administration, and operation of the Department
- Coroner--Includes the Chief Deputy Coroner, an Investigator, and a Deputy Sheriff. Responsible for investigation of medical facts relating to deaths in the County.
- Civil Division--Includes the Chief Civil Deputy, two Deputy Sheriffs, two Account Clerks, and a Clerk Typist. Responsible for the processing of civil suits in the County
- Records and Identification--Includes the Chief I.D. Technician, two I.D. Technicians, a Records Clerk Supervisor, four Clerk Typists, and a Microfilm Technician Trainee. Responsibilities include establishment of identity of unknown persons and items, maintenance of arrest and incarceration records, photography, evidence storage, and processing of warrants
- Criminal Division--Includes the Chief Criminal Deputy, three Lieutenants, seven Investigators, one Patrol Sergeant, ten Deputy Sheriffs, one Deputy District Attorney, and two Secretaries. Responsible for criminal and juvenile investigation, narcotics investigation, Department training, and the patrol function.

While the organizations and functions just described are generally accurate, they do not fully encompass all administrative activities with the Department. It should be noted that some administrative duties are performed by personnel who are organizationally

assigned to the Jail Division. This is due partially to the size of the Department and partially to the physical arrangement of the existing facilities. In any event, we were not concerned during this study with jail personnel and space requirements, unless specifically noted in subsequent paragraphs.

Exhibit A-I, following this page, contains a detailed breakdown of space (in square feet) currently utilized by each administrative activity. These areas are organized by function, with a separate category for space allocated to general administrative support.

During the interviews in which we obtained background information, and during our personal inspections of the facilities, we formulated a strong conclusion that the space provided is inadequate to meet today's needs. The central portion of the existing Sheriff's Jail and Administrative Building is over 50 years old. A major expansion and remodeling program was completed in about 1950. The facility, therefore, is generally old and outmoded. Administrative functions and staff have increased significantly since 1950 and only minor changes have been made to accommodate them. Spaces, therefore, are generally inadequate and are no longer used for the purposes originally intended. (More detailed identification of existing space problems was provided in the first interim report.)

2. FUNCTIONAL RELATIONSHIPS

A key factor in the development of spatial plans is the workflow relationships between the various functional areas. Proper arrangement of spaces in a new facility should minimize the distances that people must walk in performing their daily activities. Functions that have a heavy flow of traffic back and forth from other functions (such as the Records area) should be centrally located. Functions that few people personally visit during normal business (such as the Squad Room) can be somewhat isolated.

To determine where within the Department employees personally visit for business purposes, and how often, we developed a questionnaire that was distributed to all ICSD personnel. The survey results are shown in Exhibit A-II, following Exhibit A-I. The matrix indicates the relative frequency of trips between a function and every other function in the ICSD. The numbers were derived by combining the survey answers of all employees within a particular function. The five possible answers for frequency of contact were numerically weighted as follows:

Contact Frequency	Weight
Constantly	10
Daily	5
Weekly	2
Occasionally	1
Rarely or Never	0

The combined weighted value of one function's contacts with another (say Coroner's Office to Civil Division) were then added to the results from the other function (Civil to Coroner) to arrive at the figure shown in the matrix. The only exception to this procedure was for the eight areas at the bottom of the listing (Copy Machine, etc.) where no people are permanently assigned.

Ultimately, the information contained in Exhibit A-II was translated into a working paper matrix which identified each allocation of space and the functions which should be contiguous or near to it. This, in turn, assisted in the development of facility block plans.

3. PERSONNEL PROJECTIONS

To determine future ICSD administrative facility requirements, it was necessary to project future Department size and any changes in functional responsibilities. Any projection is, at best, difficult and the results are subject to many variables--both known and unknown. We have attempted to identify as many of these variables



EXISTING SPACE ALLOCATIONS

Function	Square Feet	Function Totals	Function	Square Feet	Function Totals
I. Office of the Sheriff			VI. Communications/Watch Command		
Sheriff	370	634	Chief Jailer	110	365
Undersheriff	210		Teletype Communications	90	
Sheriff's Secretary	54		Radio Communications/Dispatch	60	
II. Office of the Coroner			Watch Command/Typists	105	
Coroner Personnel	231	231	VII. General Administrative Support Areas		
III. Civil Division			Squad Room	429**	2,527
Civil Personnel	435	545	Public Hallway and Reception	908	
Storage/Coffee Room	110		Internal Hallways	474	
IV. Records and Identification			Men's Room	110	
Identification Personnel	119	1,260	Ladies Room	100	
Records (includes Public Counter)	454		Coffee Room	50	
Storage Room	44		Ducts and Wall Space	56	
Photography	284		Archives	250**	
Storage Rooms	104		Reloading Area	150**	
Copy Machine	18		TOTAL ADMINISTRATIVE SPACE	7,502	
Evidence Room	161				
Fingerprinting Station	40				
Warrants	36				
V. Criminal Division					
Criminal Chief Deputy	63		1,940	* Leased space in downtown office building	
Training Lieutenant	36	** Located in basement of Sheriff's Jail and Administration Building (all others on first floor)			
Criminal Lieutenant	58				
Criminal/Juvenile Investigators	303				
Narcotics Lieutenant	150*				
Narcotics Investigators	760*				
(includes halls and storage)					
Narcotics Storage	270**				
Evidence Storage	300**				

as possible and have discussed future expectations with ICSD management at all levels. These discussions and analyses have indicated that the most reasonable basis for projecting future ICSD personnel levels is the State projection of County population. That projection, through the year 2000, is included in Section III of this report as Exhibit II.

Based upon an analysis of recent ratios of police protection personnel to the County population, we established a factor of one ICSD employee for each 1,350 County residents. This ratio excludes jail personnel but includes all police protection personnel assigned to sub-stations. To determine the personnel projection for employees assigned to the El Centro facility, we utilized the present ratio of 21 sub-station employees to 36 El Centro employees.

The results of these projections and personnel allocations are shown in Exhibit A-III, following this page. The El Centro police protection personnel are projected to increase from 36 to 46 in fifteen years and to 53 by the year 2000. This is an increase of about 46% by the year 2000, which equals the projected County population increase.

4. CURRENT AND PROJECTED SPACE REQUIREMENTS

The first step in the determination of future facility requirements is to establish the space required to properly accommodate current needs. Exhibit A-IV, following A-III, shows our detailed calculations of current space requirements based on existing personnel, functions, and support requirements. The space requirements are based upon recognized standards which include not only the space needed for appropriate furnishings, but also include access and circulation needs. The access and circulation square footages represent 25 to 50 per cent of the "working" square footage. This margin will allow for adequate halls, passages, etc.

The results of applying these space standards to existing requirements shows a total current need for 13,030 square feet. This compares to a total of 7,502 currently allocated to these functions.

The increase is due both to larger personnel space assignments and to the addition of spaces not presently available, such as conference rooms, storage areas, interview rooms, lunch room, etc. We have also, at the County's direction, allowed for future space allocations for new functions (e.g., centralized "911" operations and an EDP records program).

Once current space requirements were finalized, we projected future requirements principally on the basis of increased personnel numbers. At the same time, costs were estimated for facilities constructed to meet 1990 and 2000 year needs. The results of these computations are presented in Exhibit A-V, following Exhibit A-IV. According to A. C. Martin and Associates, construction costs for a Type I facility have ranged from \$32 to \$40 per square foot. Therefore, we adopted a mid-range of \$36/sq. ft. for computing administrative facility construction expenditures.

In addition, we have estimated space requirements and costs for an outdoor firing range. No indoor range is planned for the ICSD facility. Instead, we suggest that law enforcement agencies in Imperial County share the expense (proportionate to planned use) of developing an adequate outdoor range on County property. The range can be administered and maintained by the ICSD.

If we assume a maximum firing distance of 100 yards, an area of approximately 19,200 sq. ft. should be sufficient for the basic space needs of the range and related facilities and parking. Minimum costs for an eight-position range are then as follows:

- . Shelter (300 sq. ft.; roof only;
@ \$12-sq ft.) \$ 3,600
- . Secure structure for storage and
rest rooms (240 sq. ft. @ \$36-sq. ft.) . . \$ 8,640
- . Range (15,000 sq. ft. @ \$2-sq. ft.) . . . \$30,000
- . Parking (8 cars; 3,600-sq. ft.
@ 1.25-sq. ft.) \$ 4,500
- TOTAL COST \$46,740

POLICE PROTECTION PERSONNEL PROJECTION

	1973-74	1975	1980	1985	1990	1995	2000
County Population Pro- jection (thousands)	77.0	78.0	82.9	90.6	98.1	105.2	112.5
Total ICSD Personnel	57	58	61	67	73	78	83
Sub-Stations	21	21	22	25	27	29	30
El Centro Facility	36	37	39	42	46	49	53

CURRENT SPACE REQUIREMENTS

<u>FUNCTION</u>	<u>SQUARE FEET</u>	<u>FUNCTION TOTALS</u>	<u>FUNCTION</u>	<u>SQUARE FEET</u>	<u>FUNCTION TOTAL</u>
I. Office of the Sheriff			V. Criminal Division		
. Sheriff	260		. Criminal Chief Deputy	160	
. Undersheriff	180		. Training Lieutenant	140	
. Sheriff's Secretary	100		. Criminal Lieutenant	140	
. Department Conference Room (16 person)	400		. Criminal/Juvenile Investigators (7)	420	
		940	. Criminal Secretary (1)	80	
II. Office of the Coroner			. Interview Rooms (2)	200	
. Lieutenant	140		. Files (5)	60	
. Personnel (2)	160		. Storage	40	
. Conference Room (6 person)	150		. Narcotics Lieutenant	140	
. Storage Room	120		. Narcotics Investigators (7)	420	
		570	. Narcotics Secretary (1)	80	
III. Civil Division			. Files (2)	30	
. Lieutenant	140		. Storage	40	
. Deputies (2)	160		. Patrol Supervisor	100	
. Personnel (3)	180		. Squad/Training Room	700	
. Public Counter	50		. Narcotics Storage	300	
. Files (15)	180		. Evidence Storage (Large items)	500	
		710			3,550
IV. Records and Identification			VI. Communications/Watch Command		
. Lieutenant	140		. Chief Jailer	160	
. Records Supervisor	100		. Teletype Communications	100	
. Personnel (6)	360		. Radio Communications/Dispatch	120	
. Warrants Clerk	80		. Watch Command	100	
. Records Files ("R" files)	100		. Future "911" and Centralized Dispatch	600	
. Records Files (other - 15)	180				1,080
. Remington Cardvayer	40		VII. General Administrative Support Areas		
. Public Counter	90		. Reception/Waiting Area	300	
. Fingerprint Station	40		. Men's Rooms (2)	600	
. Photography			. Women's Rooms (2)	600	
- Layout and Work Area	100		. Lunch Room	500	
- Camera Room	140		. Office Supplies	100	
- Dark Room	60		. Special Equipment Storage	200	
- Storage	40		. Archives	500	
. Evidence Room	250		. Armory and Reloading Room	350	
. Copy Machine	30		. Male and Female Locker Rooms	480	
. Future EDP Installation	400				3,360
. Future Centralized County Records	400				
		2,250			
			TOTAL ADMINISTRATIVE SPACE		13,030

IMPERIAL COUNTY

PROJECTED ICSD ADMINISTRATIVE FACILITY SPACE REQUIREMENTS AND COSTS

	<u>FUNCTION</u>	<u>CURRENT YEAR</u>	<u>1990</u>	<u>2000</u>
1.	Office of the Sheriff	940	940	940
2.	Office of the Coroner	570	650	730
3.	Civil Division	710	790	850
4.	Records and Identification	2,550	2,810	2,930
5.	Criminal Division	3,550	3,730	3,850
6.	Communications/Watch Command	1,030	1,140	1,200
7.	General Areas	3,630	3,760	3,860
8.	TOTAL SQUARE FEET	13,030	13,820	14,360
9.	Construction Costs	\$469,000	\$498,000	\$517,000
10.	Architect's Fees @ 8%	38,000	40,000	41,000
11.	Site Preparation @ 2%	9,000	10,000	10,000
12.	TOTAL COSTS	\$516,000	\$548,000	\$568,000

Costs shown for the range item includes targets, slings, lighting for night shooting, and assume the need for some site grading and development of a safe backstop. To the extent that a natural backstop is available, total costs may be reduced. Additionally, much of this work may be completed by County personnel, which would reduce expenditures for labor.

As a side issue Imperial County may want to construct the "shelter" more elaborately and open the range to the public on weekends and selected weekday evenings. A nominal fee may be charged which would offset building and operating expenditures if there is a public desire for use of a firearms range. This approach, however, would certainly increase construction costs.

5. SITE AND DESIGN CONSIDERATIONS

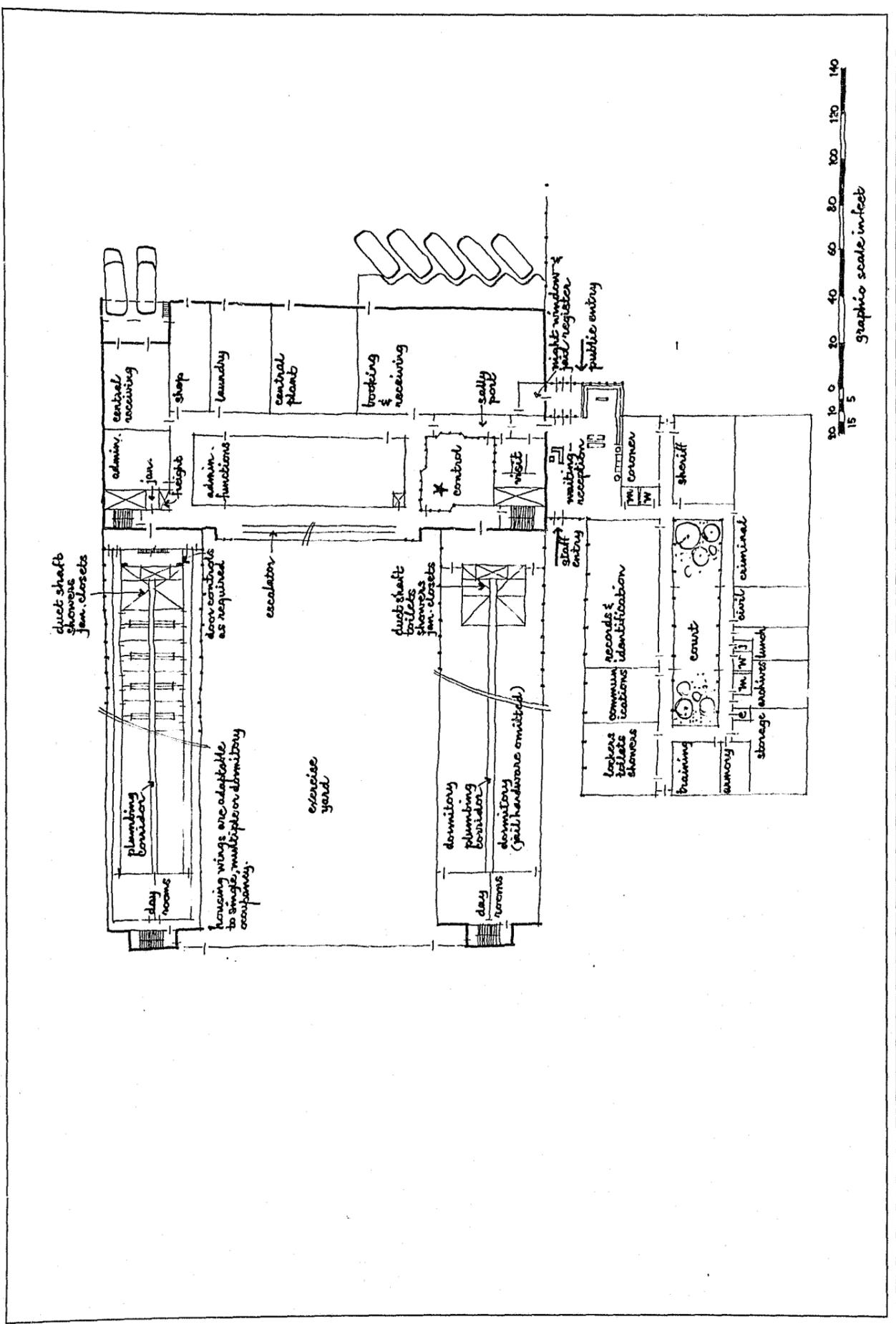
In Section V, Subsection 4 of this report we presented site and block plans for new ICSD detention and administrative facilities. The site selected for both is adjacent to the MSF on Clark Road. In our estimation, it is imperative that administrative space be located contiguous to the detention structure for the following major reasons:

- . Many employees perform functions in both facilities. To physically separate these two facilities any more than we propose would demand a substantial increase in personnel.
- . There is a significant degree of work flow and functional interrelationship between the two facilities with argues for their close physical proximity.

Considering the fact that the issue of the site is relatively settled, we discuss here only the elements of the pre-architectural sketches submitted. Exhibits A-VI and A-VII follow this page. They are duplications of exhibits included in Section V, repeated here for ease of reference. Exhibit A-VI shows the site layout of the administrative facility and provides an alternate orientation of this structure in relation to the Main Jail. Exhibit A-VII illustrates the administrative facility block plan for the site layout on the



EXHIBIT A-VII



END