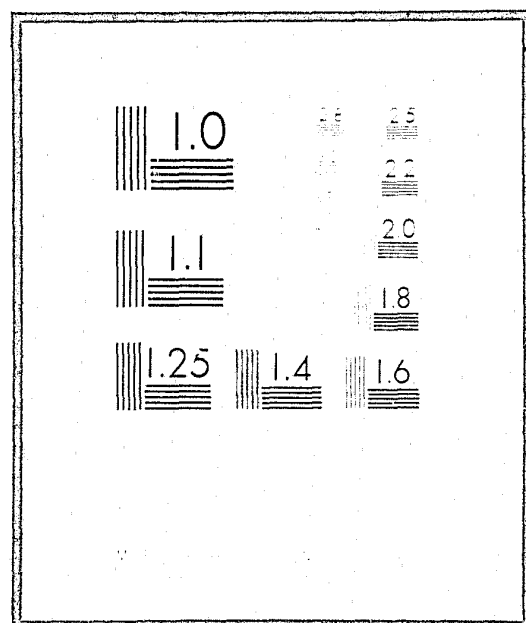


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STATE OF CALIFORNIA

Ronald Reagan
Governor

REPORT OF INSPECTION OF SELECTED LOCAL
DETENTION FACILITIES
TO
THE CALIFORNIA LEGISLATURE

BY
THE BOARD OF CORRECTIONS
In Compliance with
Section 6031.2
Penal Code

MARCH, 1974

28062

Health and Welfare Agency

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TABLE OF CONTENTS

SECTION	PAGE
Summary of Report	i
Historical Development of Jail Standards in California	1
Early Standards	1
Legislation Requiring Standards and Inspection	2
Mandatory or Permissive Standards	2
Adoption of Standards	3
Emergency Revision of Standards	4
The Inspection Process	5
Problems Encountered	5
Selection of a Representative Sample	5
Other Standards and Inspections	6
Development of Inspection Checklist	6
Estimating Cost for Compliance	7
Post Inspection Conferences	7
Distribution of Inspection Reports	7
Compliance with Standards	9
General Observations Regarding Compliance	9
Holding for Less than 24 Hours	9
Inspection Results	10
Table I	12
Table II	16
Alameda County	17
Del Norte County	19
Fresno County	20
Humboldt County	22
Imperial County	23
Los Angeles County	25
Sacramento County	27
San Bernardino County	28
San Francisco County	30
San Joaquin County	32
Santa Barbara County	34
Santa Clara County	36
Sierra County	38
Sonoma County	39
Sutter County	40
Tehama County	41
Tulare County	42
Ventura County	44
Table III - Summary of Costs	46

TABLE OF CONTENTS (Contd.)

<u>SECTION</u>	<u>PAGE</u>
Conclusion	50
Improving Facilities and Correctional Programs	50
Need for Funds	50
Problem Areas Identified	51
Appendix 1	53

SUMMARY OF REPORT

In 1971, the California Legislature revised Sections 6030 and added 6031 to 6031.4 of the Penal Code which require the Board of Corrections to establish standards for local detention facilities, to conduct inspections according to the standards, and to report biennially to the Legislature the facilities which do not comply with the standards and an estimated cost to accomplish compliance.

After public hearings and an emergency amendment, the standards were adopted in final form August of 1973 and inspections began. Because of time limitations and staffing problems, it was decided that the first report would be limited to inspections of a sample of counties selected because they are representative of the state in terms of size, population, economic base and location as follows:

Alameda	San Joaquin
Del Norte	Santa Barbara
Fresno	Santa Clara
Humboldt	Sierra
Imperial	Sonoma
Los Angeles	Sutter
Sacramento	Tehama
San Bernardino	Tulare
San Francisco	Ventura

The most difficult task of the Board has been estimating costs to facilities for compliance for standards. Use of "rules of thumb" and rapidly escalating costs of construction have resulted in some difficulty in accurately estimating costs.

In addition to the inspections by the Board's staff, local detention facilities are also inspected yearly by the respective County Health Officers. Results of these inspections are also included in this report. Wherever possible and available, reports of fire and life safety inspections are also included.

The results of Board inspections are encouraging. Sheriffs and chiefs of police, aware that standards are not mandatory, are nevertheless voluntarily making the changes necessary to bring about compliance. The greatest progress is being made in compliance with the standards which relate to procedural regulations. Standards which require additional

staff and remodeling or construction impose additional financial burdens which local government is not generally prepared to accept. There were, however, noteworthy examples of counties which were undertaking remodeling plans to comply with standards. Federal revenue sharing funds and law enforcement assistance funds were primary sources to local government for such construction funds.

An unexpected but not unwelcome development has been that small city facilities have either closed in favor of housing prisoners in county facilities or have changed policy to hold persons only temporarily pending transportation. Facilities which hold persons for less than 24 hours are exempted from the standards.

Tables I and II summarize non-compliance with standards by county, facility, and regulation. Following the tables, there is a narrative summary of findings by county which include health officers reports and estimated costs of compliance. Costs of compliance which are summarized in Table III range from a low of \$250 for a gun locker in a city jail to \$4,400,000 for the complete renovation of one of the largest jails in the state. The total funds necessary to bring the facilities inspected into compliance with the standards is estimated to be \$27,611,863.

While the inspection process revealed that there is a considerable amount of federal and local funds being invested in the upgrading of local detention facilities, there is still a great need for additional funds. Should the state assist local government by providing funds, the Board of Corrections proposes seven criteria for allocation.

The report concludes by identifying five problem areas confronting jail administrators to varying degrees throughout the state. First is the problem of the incarcerated female who represents such a small fraction of all the persons incarcerated that little attention has been given to meeting her needs. Second is the problem of providing programs and activities for the prisoners who are awaiting court disposition and who represent approximately one-half of all persons incarcerated. Third is the need for programs of diversions from jail such as detoxification centers, misdemeanor citation, and release-on-own-recognizance, to reduce overcrowding in Type I and II facilities. The fourth problem is correlated to the third problem of need for programs of diversion from jail and involves the increasing potential for violence and acting out which those individuals present who cannot, in safety, be diverted from incarceration. The fifth problem is the design of facilities to meet present and future needs.

Although the Board of Corrections sincerely regrets being unable to submit a complete report covering all local detention facilities in the state, the activities and experience leading to this partial report have been extremely valuable. The eight months from adoption of the standards to the date of this report has been a time for training, a testing period for the procedures developed to inspect jails, and a time for developing better methods for estimating costs of bringing facilities into compliance with minimum standards. The Board of Corrections and its staff is now better prepared to fulfill its task of assisting local government in upgrading detention facilities. The next report submitted to the Legislature in 1976 will include all local detention facilities in the state which hold persons for more than 24 hours.

HISTORICAL DEVELOPMENT OF JAIL STANDARDS IN CALIFORNIA

Early Standards

The State Board of Corrections established the first Minimum Jail Standards in June, 1946, just two years after the Board's creation by the California Legislature in 1944. Development of the first Minimum Jail Standards was the direct result of a study of county jail conditions which the Board of Corrections undertook in 1945 at the request of the California State Sheriffs' Association.

While the broad topics in today's Minimum Jail Standards were included in the 1946 standards, more emphasis was placed on recommended standards which met the needs of the time. For example, the 1946 standards recommended the abolishment of the fee system wherein sheriffs were paid on the basis of the number of prisoners housed and fed in their facilities. The 1946 standards also spoke to the need for establishing minimum security industrial farms and road camps which had recently been authorized by the Legislature. Today, there are no "fee" systems in the state and the majority of counties have minimum security facilities such as honor camps, industrial farms, or rehabilitation centers.

In 1945, the California Legislature added Section 6029 to the Penal Code, requiring that the plans and specifications of every jail or other place of detention be submitted to the Board of Corrections for its study and recommendations. Then, in 1947, the Legislature amended Section 4015 of the Penal Code to require that Boards of Supervisors provide the sheriff with funds necessary to furnish food, clothing, and bedding for his prisoners "which shall be of a quality and quantity at least equal to the minimum standards prescribed by the Board of Corrections." In response to this legislation, the Board of Corrections made the first revision to the 1946 Minimum Jail Standards pertaining to food, clothing, and bedding in January, 1950.

In 1960, the Board of Corrections undertook to revise and expand the Minimum Jail Standards and to place the regulations pertaining to food, clothing, and bedding in the California Administrative Code, thus, making these regulations official while all other standards remained simply recommendations. This major revision was published in 1963 and enjoyed distribution throughout the United States and many foreign countries. As an indicator of the comprehensiveness of the second

revision, the 1946 Minimum Jail Standards were contained in a booklet of 24 pages, and the 1963 revision contained 116 pages covering virtually every facet of jail and detention facility operation.

Legislation Requiring Standards and Inspection

In 1971, the California Legislature revised Sections 6030, and 6031 through 6031.4 of the Penal Code (see Appendix 1) mandating the Board of Corrections to expand the standards for local detention facilities to include health and sanitary conditions, fire and life safety, security, rehabilitation programs, recreation, treatment of persons confined, and personnel training in addition to the already existing standards pertaining to food, clothing, and bedding.

In order to implement Section 6030 of the Penal Code, the Board of Corrections established an ad hoc committee to revise the 1963 Minimum Jail Standards. This committee consisted of persons throughout the state who represented disciplines or professions involved in the operation of detention facilities. In addition, the committee consulted with authorities in the fields of medicine, personnel training, and rehabilitation programming. The ad hoc revision committee presented their recommendations to the Board of Corrections in October of 1972. The Board then directed its staff to proceed with public hearings as required in the California Administrative Procedures Act. Public notice was given and hearings were held in Sacramento and Los Angeles in January and February of 1973.

Mandatory or Permissive Standards

Between the time that the standards were developed and the time that the Board would adopt them as a part of the California Administrative Code, Senate Bill 90, known as the "Property Tax Relief Act of 1972", became effective. One provision of that Act requires the state to pay local government the full costs of a new program or increased level of service of an existing program mandated by any state executive regulation.

In order to determine the possible impact of Minimum Standards for Local Detention Facilities on state and local government, the Board asked the Attorney General if the state would have to reimburse local government under Senate Bill 90 for costs incurred as a result of

the standards. The Attorney General replied that the statutes do not provide penalties for non-complying facilities and do not otherwise provide for enforcement. Therefore, the practical effect is that the minimum standards are not mandatory but permissive and the state will not have to reimburse local government for the costs incurred.

The fact that the standards are permissive means that compliance must come about voluntarily on the basis of local government's recognition that the regulations are reasonable and necessary.

Adoption of Standards

In March, 1973, the Board officially adopted the Minimum Standards for Local Detention Facilities as a part of the California Administrative Code and distribution was made to all jurisdictions operating such facilities. In May of 1973, the California Sheriffs' Association and the California Peace Officers' Association petitioned the Board to revise the standards because there were a number of regulations with which they could not comply. The associations cited the following as examples:

As written, Section 1015, Exclusion, effectively made all facilities substandard which were constructed in accordance with the 1963 standards. A case in point was San Bernardino County which had completed a multi-million dollar facility the year before and which would now be substandard. Section 1015 would have required the counties to submit a plan for upgrading the facility to comply with 1973 standards.

Section 1060, Public Information Plan, required that administration make public "facility rules affecting inmates." This regulation could be interpreted to mean public disclosure of disturbance control plans and other confidential procedures which could affect inmates.

Section 1165, Physical Examination, required physical examinations of all inmates in Type II and III facilities. Facility administrators observed that the recruitment of medical personnel in the large numbers necessary to comply with this regulation would be difficult if not impossible. In addition, over one quarter of all prisoners are released within 72 years, thus many would be out of the system by the time laboratory results were returned.

Section 1171, Plan for Inmate Discipline, required that a prisoner charged with violation of a facility rule be given the opportunity to present witnesses and to confront witnesses. To do this, administrators stated, would require in some instances returning staff from another shift or a day off or require that a released or transferred prisoner be returned at the time of the disciplinary hearing. The great volume of such activity, except in small facilities would disrupt all other program efforts thus detracting from activities for the great majority of conforming prisoners.

Emergency Revision of Standards

The Board granted the associations a hearing and decided that the points being made were sufficiently grave to justify making emergency revisions of the standards. Notice was given and public testimony taken on the emergency revisions and on August 20, 1973, the Board further revised and confirmed the emergency amendments in compliance with the Administrative Procedure Act.

The Board believes that as a result of these amendments the Minimum Standards are more reasonable and workable and that compliance through voluntary efforts have thus been encouraged. Amendments to the regulations cited as examples were made as follows:

Section 1015 was amended to require that existing facilities conform to either the recommended 1963 standards or the 1973 standards. The "facility rules affecting inmates" were individually specified in the amended regulation requiring that certain information be made public. Although the regulation requiring a physical examination was repealed, the Board is presently working with public health agencies to develop a workable regulation in this area. With respect to Section 1171, Plan for Inmate Discipline, a compromise was reached which protected the individuals rights by providing a channel of appeal to higher authority. Copies of the standards, including the revisions, are available at the Board of Corrections office in Sacramento.

THE INSPECTION PROCESS

Problems Encountered

The 1971 legislation mandating the establishment of standards also added Section 6031, which, for the first time, requires inspections of detention facilities biennially and Section 6031.2 which requires that a report be submitted to the Legislature by March 31, 1974, and on every even numbered year thereafter. The final standards, which formed the basis for inspections, were finally adopted in August of 1973, seven months before the first report to the Legislature was due.

To further handicap the Board in being able to submit a report to the Legislature on time and including all facilities was the problem of staffing. In July of 1972, the Board's staff consisted of four Field Representatives and an Executive Officer. In December of 1973, only one of the original staff remained. Inspections have therefore proceeded at a slow and deliberate pace to meet the training needs of the new staff and because of a need to interpret and apply standards uniformly.

When it became clear that an inspection of all local detention facilities in the state would not be possible in time for the report to the Legislature, the Board decided to limit its inspections to a representative sample.

Selection of a Representative Sample

In an effort to provide the Legislature with a meaningful report, inspections were limited to a sample of 15 counties in the state which are thought to be representative of the 58 counties in terms of size, population, economic base, and location. The 15 counties selected were:

Alameda	San Francisco
Del Norte	San Joaquin
Fresno	Santa Barbara
Humboldt	Santa Clara
Imperial	Sutter
Los Angeles	Tehama
Sacramento	Tulare
San Bernardino	

Because of their representativeness, these same 15 counties served as the basis for the Board of Corrections 1964 Probation Study and the 1971 California Correctional System Study. During the process of inspection, Sonoma, Sierra, and Ventura counties were added to those originally selected because sufficient time was available. This report thus reflects conditions in 18 counties for a sample of approximately 20% of all facilities in the state.

Other Standards and Inspections

In addition to the inspections made by the Board of Corrections staff, each facility is inspected at least yearly by the respective county health officer according to standards established by the Board relating to health, food, clothing, bedding, and facility sanitation. A checklist for the county health officer's use in inspections was developed by the Board with assistance from selected county health officers and the State Department of Health.

Fire and life safety inspections are conducted by the local fire district which has jurisdiction or by the State Fire Marshal. While many detention facility administrators have been working with their local fire district as standard procedure, many have not been and the inspection process provided an opportunity to remind them of the need to request their fire department to participate in fire suppression pre-planning for the facility.

Development of Inspection Checklist

Each regulation in the Minimum Standards for Local Detention Facilities was translated into a one line item on a checklist which was field tested on two county facilities. The checklist has served two purposes: First, the Field Representative uses it as a structure for his inspection, and second, it serves the administrator as a means for self-evaluation. The actual process of inspection involves the mailing of the checklist at least two weeks prior to the date of inspection. The administrator is asked to complete the checklist, to develop a post assignment schedule to determine adequacy of numbers of personnel assigned, and to provide a plot plan of the facility so that living areas may be evaluated.

Estimating Cost for Compliance

One of the most difficult tasks for the Board has been to comply with Section 6031.2 of the Penal Code which requires estimating the costs necessary to bring the facility into compliance with the standards. In isolated instances, counties had already determined the need to remodel the facility and had secured cost estimates. Wherever these estimates or bids are available, they are used in this report. Wherever estimates are not available, the Board staff uses rules of thumb which were developed through contacts with vendors and contractors and by calculating costs of recent construction. For example, averaging the cost of constructing Type I and Type II facilities (pre-trial maximum security facilities) resulted in an average of \$60 per square foot. However, bids are being submitted on new construction which approach \$80 per square foot and indications are that by 1976, detention facility construction will cost over \$100 per square foot. The estimated costs cited in this report may, therefore, be as much as 30% low.

Estimated costs of compliance divide themselves into two categories, continuing costs which are involved in the addition of personnel, and one time costs which are involved in the remodeling or construction of facilities.

The regulations which require basic jail operations training and management training are subvented by the Commission on Peace Officers Standards and Training and have therefore not been cited as a cost of compliance to the county, although it is a cost which is paid in part by the state.

Post Inspection Conferences

As a part of the inspection process, a post inspection conference is held with the Sheriff, the Chief of Police, or the Facility Administrator to discuss the results of the inspection. It is during this post inspection conference that much of the real progress is made toward compliance and where the philosophy of the minimum standards can be discussed.

Distribution of Inspection Reports

As specified in Section 6031.1 of the Penal Code, reports of the biennial inspection are mailed to the official in

charge, the local governing body, the grand jury, and the presiding or sole judge of the Superior Court of the county where the facility is located. The Board offers its assistance in clarification of the report or in any other matter pertaining to detention at the request of the recipient of the report.

COMPLIANCE WITH STANDARDS

General Observations Regarding Compliance

It has been the inspection staff's observation that sheriffs and chiefs of police, aware that the standards are not mandatory, are nevertheless voluntarily making the changes necessary to bring about compliance with the more critical regulations in the standards. In some cases, compliance is being brought about because the regulations provide the justification and support necessary to secure funding from their boards and councils for improvements which many may have been requesting for years. Still in other cases, compliance has been brought about because the regulations have called to the administrator's attention the need for certain important elements as in the case of a manual of procedures, a fire suppression plan, and post assignment schedule.

In no case was the inspection staff left with the impression that the facility administrator or manager was totally negative to compliance with the standards. Although the Sutter County administrator circulated a letter throughout the state indicating that the county would take a stand of respectful non-compliance because of inadequate sources of revenue for upgrading their jail, they have now taken steps to replace their antiquated facility with partial funding from LEAA.

Holding for Less than 24 Hours

When inspections began, the schedule included 51 county facilities and 53 city jails in the 15 county sample. Preliminary to an inspection of each facility, the administrator was sent a letter outlining the inspection process and a statement that the regulations pertained only to facilities which detained persons for more than 24 hours. Thirty-one of the 53 city jail administrators wrote back to the Board that they did not hold persons for more than 24 hours. Thus, the number of facilities to be inspected was reduced to 22. Although the exact number of city facilities which had been holding persons for more than 24 hours and had changed policy as a result of the standards cannot be determined, the Board is aware that a significant number of those facilities did so. The typical city jail had been holding from arrest to preliminary hearing which, over a three day holiday, could mean holding

for as long as five days. In at least one instance, a city jail had been the place of detention for prisoners sentenced to city jail for up to two or three weeks.

For those city facilities which changed their policies to hold persons for less than 24 hours, the typical process now is to use the facility for a few hours to hold the person while awaiting transportation to the county jail. This development has its positive as well as its negative aspects. It generally means an increase in law enforcement costs for transporting prisoners to jail then back to the justice or municipal court for preliminary hearings.

The prisoner being housed in a county jail as opposed to a city jail is, however, usually in a safer environment, is afforded a more balanced diet, and has round-the-clock supervision. The smaller city facilities are generally not staffed except for persons assigned to supervise the jail in addition to other, more primary duties such as dispatching. None of these city facilities are large enough to operate kitchens so prisoners are fed meals purchased at local restaurants. One city facility fed its prisoners a sweet roll and coffee in the morning and a hamburger for dinner, hardly a balanced diet when repeated over a five-day period. For the city, holding prisoners less than 24 hours means a reduced risk of court actions as a result of injuries to prisoners or aggravation of pre-existing illnesses resulting from lack of medical care. Unfortunately, conditions in some county jails were less adequate than those provided in city jails within the same county. Nevertheless, the Board of Corrections generally looks positively at this trend to centralize the detention function in a county jail facilities not only because of generally better conditions but because it is more economical to local government to support fewer, well staffed and managed facilities than a number of small, poorly staffed jails.

Inspection Results

Tables I and II are a summary of the results of inspecting 58 county detention facilities and 22 city facilities. Only non-compliance is indicated in these tables by a mark in the appropriate column, however, the absence of a mark does not necessarily mean compliance with the regulation. It may indicate that the element is not required and was not present in that particular facility. Following the

tables is a narrative summary of the conditions found in the detention facilities of each county. Table III, which concludes this section of the report on compliance with standards, is a summary of the estimated costs involved in bringing the inspected facilities up to standards.

REGULATIONS
(REG. NO. AND TITLE)

[illegible]

NON-COMPLIANCE WITH REGULATIONS
BY COUNTY, FACILITY, AND REGULATION
(NON-COMPLIANCE INDICATED BY *)

REGULATIONS
(REG. NO. AND TITLE)

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NON-COMPLIANCE WITH REGULATIONS
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(REG. NO. AND TITLE)

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1. Capacity: Capacity of facility as reported by facility manager.
Count: Total number of persons being held on date of inspection.
Age: Age of facility. Does not include remodeling.
Type: Type I holds unsentenced prisoners only. Type II holds sentenced and unsentenced prisoners. Type III holds sentenced prisoners only. See 15 Cal. Adm. Code 1006.

2. Construction regulations are taken from the 1963 Minimum Jail Standards per 15 Cal. Adm. Code 1015.

(REG. NO. AND TITLE)

See Table I for footnotes.

ALAMEDA COUNTY

Sheriff's Facilities

The Sheriff operates six facilities including a courthouse jail in downtown Oakland, work furlough units for males and females, also in downtown Oakland, and three distinct facilities at a complex called Santa Rita Rehabilitation Center. Santa Rita is composed of Graystone, which is a maximum security facility, a women's facility, and a medium to minimum security compound.

Except for the new work furlough facility for men and the work furlough program for women, located in a neat, well kept older Victorian home, all of Alameda County's detention facilities are thirty or more years old and in need of replacement. Only the Graystone facility and the courthouse jail were designed to detain people. The women's facility and the main compound at Santa Rita were constructed as temporary World War II barracks in the early 1940's.

In spite of conscientious efforts to improve existing conditions at the Santa Rita complex, the most practical and realistic approach is to replace, rather than upgrade, as it has been done recently in response to a Federal Court mandate. The county is in the midst of a detention and correction survey to decide what steps to take in the future. Whatever the results, the costs involved will be considerable because a program of replacement has been postponed over the years because of lack of funds.

Management of facilities and prisoners' programs at the time of inspection is satisfactory and progress is being made to comply with standards in all areas.

City Facilities

The following cities in Alameda County operate detention facilities holding persons for more than 24 hours:

Alameda	Fremont
Albany	Oakland
Berkeley	San Leandro

Generally, the city facilities are well managed, relatively new, except for Alameda City Jail and the Berkeley City Jail, which are over thirty years old. Only the Oakland City Jail has an average daily population of more than ten.

In view of the close proximity to each other of the centers of population in Alameda County, most city jails could close or limit holding to less than 12 hours if it was not for the inadequacies of the present county facilities.

Health Officer's Reports

County Health Officer's reports generally reflect favorably on the city facilities. Reports on county facilities are more critical, especially in the areas of medical care and elements relating to facility maintenance and construction.

Cost Estimates for Compliance

Replace Graystone facility	\$4,000,000
Replace women's facility	1,119,000
Replace courthouse jail	1,116,000
Video monitoring for barracks	340,000
Minor remodeling - Alameda City Jail	10,090
Standard bunks - Berkeley City Jail	9,715
Padding for safety cells - Oakland City Jail	<u>26,462</u>
Total	\$6,621,267

DEL NORTE COUNTY

Sheriff's Facilities

The only detention facility in the county is located in Crescent City and is operated by the Sheriff. This facility is less than ten years old, well managed, and complies with all program requirements. With the sending of the Facility Manager to Jail Management School, the facility, staff, and procedures will be in total compliance. The Board's staff recommended a reduction of rated capacity in certain housing units so that the facility would comply with air space requirements. The Sheriff and his staff were commended for the cleanliness of the facility and the professional interest of staff.

City Facilities

There are no city facilities in the county.

Health Officer's Reports

The Health Officer recommends an automatic dishwasher and exchange of undergarments twice weekly as required rather than weekly as is called for in present procedures. All other requirements are being met.

Cost Estimates for Compliance

No costs are being estimated as the dishwasher, which is recommended by the Health Officer, is not required by regulations.

FRESNO COUNTY

Sheriff's Facilities

The county's facilities include the 32 years old downtown county jail, which is in the process of being completely remodeled and added to, and an industrial honor farm opened approximately 13 years ago. Both facilities are well managed and progress is being made in compliance with the standards. Board's staff recommended reductions in housing unit capacities at the main jail and observed that dormitories in the old portion of the jail, which is scheduled to be remodeled, were seriously overcrowded.

The county launched an expansion and remodeling program of the main jail over ten years ago and is presently in a phased expansion and remodeling program which includes complete removal of the old housing units and rebuilding. Plans for the remodeling were approved by the Board prior to the establishment of the 1973 standards and are in compliance with the 1963 standards. Not included in the plans but in need of remodeling, according to the Health Officer, is the kitchen and dining areas.

City Facilities

There are six city detention facilities in the county which hold persons for more than 24 hours. They are:

Coalinga
Mendota
Orange Cove

Reedley
Sanger
Selma

Average daily population in each facility is less than five. Three are 14 years old or newer and three are over 24 years old. Sanger, which has a 24 year old facility, is planning to construct a new jail designed for holding persons less than 24 hours. Generally, management of these facilities is good and indications are that administrators intend to comply with the recommendations made by Board's staff subsequent to inspection. Coalinga, Orange Cove, and Sanger did not have sufficient staff to respond immediately to emergencies in the detention area. The Board recommended the addition of staff or modifications of procedures in order to comply. Overall planning for the detention needs of this county should consider the possibility of closing some city facilities or their conversion to temporary holding facilities.

Health Officer's Reports

With respect to county facilities, reports are critical of the kitchen area in the main jail and the fact that the barracks at the industrial honor farm are unheated. Nutritional standards are being met with the exception of insufficient fresh fruits in the diets at both county facilities.

The city jails are generally in need of painting and cleaning. Only one facility, Sanger, issues personal care items, according to the Health Officer. Diets could not be evaluated because all facilities purchase their food at local restaurants or serve TV type dinners.

Cost Estimates for Compliance

Replace county jail (in progress)	\$5,100,000
Minor remodeling and audio system - Coalinga City Jail	24,300
Minor remodeling and audio system - Mendota City Jail	850
Provision for gun locker - Reedley City Jail	250
Wash basins, fountains and bunks - Orange Cove	<u>1,200</u>
Total	\$5,126,600

HUMBOLDT COUNTY

Sheriff's Facilities

There are two county facilities, the county jail in Eureka, which is 13 years old, and a 10 year old substation holding facility on the Hoopa Indian Reservation. Both facilities are well managed and progress is being made to comply with standards. The county has applied to the California Council on Criminal Justice for funds to construct a recreation area as required by standards and recommended in the inspection report. Significant efforts are being made to increase the correctional programming offered beyond work furlough and selected vocational programs. Community volunteers are involved in the jail programs.

City Facilities

There are no city facilities operating in this county.

Health Officer's Reports

None received.

Cost Estimates for Compliance

Minor remodeling and construction of a roof exercise yard	\$204,569
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IMPERIAL COUNTY

Sheriff's Facilities

The county has three operating facilities and a temporary holding facility in Miland which is presently closed. The main county jail, parts of which are over 50 years old, is in very poor condition, overcrowded much of the time, and in need of replacement. The county has recently contracted for a survey of detention and corrections to assist them in long range planning. Correctional programs are lacking, partly because of lack of facilities and partly because of lack of personnel. It is hoped that the present survey will lead to more adequate facilities and the establishment of correctional programs.

City Facilities

There are two city facilities in the county which hold persons for more than 24 hours. The Brawley facility consists of a large concrete room containing cages constructed of steel straps. It is 43 years old, antiquated, and should be closed, especially since it is within 11 miles of the county jail, or completely rebuilt.

The Calexico City Jail was not inspected because the Board was informed that no one was held for more than 24 hours. Through the Health Officer, it was discovered that the facility does hold persons for longer than 24 hours and in some cases holds sentenced prisoners.

Health Officer's Reports

The Health Officer's reports generally reflect the poor facilities noted by the inspection staff in the main county jail in El Centro and the city jail in Brawley. Additionally, the Health Officer reports intolerable heat during the summer both at the main jail and at the minimum security facilities. None of the detention facilities provide personal care items such as dentifrice or toothbrushes as required for persons detained over 24 hours.

Cost Estimates for Compliance

Construct new county jail	\$4,222,760*
(The cost for reconstructing a new Brawley City Jail is not estimated because it is too close to county facilities.)	
Minimum staffing - Brawley Jail	<u>162,500</u>
Total	\$4,385,260

*Architect's estimate submitted by Sheriff.

LOS ANGELES COUNTY

Sheriff's Facilities

Because of the limitations discussed earlier in this report, only a sampling was made of the facilities in Los Angeles County. The seven inspected county facilities hold 75% of the total number of prisoners housed in the county. Therefore, it is believed to be a valid reflection of the procedures and conditions in this county.

Overall, the inspection staff was impressed with excellent management and correctional programs. Some correctional programs are in experimental stages but most are a permanent part of the facilities under the Corrections Division.

The facility of greatest concern is the Hall of Justice which does not meet the living space requirements in housing units. The facility is 48 years old and while it is well maintained, the plumbing and electrical systems are posing continuous maintenance problems thus making the facility a poor candidate for remodeling. All other facilities, even though some are quite old, are presently meeting standards and are exceptionally clean and well maintained. Recommendations were made to reduce capacity in some housing units and to apply for variances in others. In the case of the Central Jail, the Board recommended construction of an exercise area and installation of seating in the large court holding cells.

City Facilities

City facilities were not inspected.

Health Officer's Reports

Although all facilities appeared to be spotless to the Board's staff who are laymen in the sanitation field, the Health Officer reports some minor housekeeping problems at the Hall of Justice, the central jail, Wayside Maximum, and Wayside Minimum. Additionally, recommendations were made to upgrade some food preparation and storage areas in all facilities. Health conditions are satisfactory at all facilities. Los Angeles is the only county inspected which provides a physical examination for all prisoners at intake. Nutrition standards are also being met at all facilities.

Cost Estimates for Compliance

Rebuild the interior of Hall of Justice	\$4,400,000
Construct exercise area at central jail	275,000
Provide seating in holding cells at central jail	<u>7,000</u>
Total	\$4,682,000

SACRAMENTO COUNTY

Sheriff's Facilities

The county operates three facilities, the main county jail in downtown Sacramento and two facilities in Elk Grove, one for males and a new facility for females.

The problem of major concern is the almost continuous overcrowding at the main jail, most of which is 17 years old and the remainder which is over 60 years old. The county recently completed a survey of detention and corrections needs. As a first step in increasing the jail capacity, the Sheriff has vacated his administrative office space in the jail and remodeling of this area to provide additional housing is in progress. This will solve the present overcrowded conditions but it is not likely to serve for future growth.

All facilities are well managed, provide a substantial offering of correctional programs, and satisfactory progress is being made in an effort to comply with the standards.

The new women's facility at Elk Grove is an excellent example of good design where no steel bars are used.

City Facilities

There are no city jails in the county which hold persons for more than 24 hours.

Health Officer's Reports

None received.

Cost Estimates for Compliance

Remodel administrative area into housing and receiving	\$1,055,000
Provide gun lockers at men's facility at Elk Grove	<u>2,700</u>
Total	\$1,057,700

SAN BERNARDINO COUNTY

Sheriff's Facilities

The county operates seven facilities which detain persons for more than 24 hours. The two main facilities are the county jail in San Bernardino which is one year old and a thirteen year old complex of maximum to minimum security facilities close to the city of San Bernardino known as Glen Helen. The remaining five facilities are satellites located in centers of county population as follows:

Victorville	29 Palms
Big Bear Lake	Ontario (West End)
Barstow	Needles (Soon to be opened)

The Sheriff also operates other court holding facilities which detain persons for less than eight hours, only during court appearances.

San Bernardino County is unique in that it has the largest land area of all counties in the state and the centers of population are far removed from each other. To meet the needs of these communities, the Sheriff operates satellite facilities which serve primarily as court holding but which also hold selected sentenced prisoners assigned as work crews from the main jail.

The new county jail and Glen Helen are well managed, comply with all design and construction requirements, and offer a substantial variety of correctional programming. Although all satellite facilities reflect good management, their condition ranges from good to very poor and the county is in the process of rebuilding the poor facilities.

The Board's staff and the County Health Officer are in agreement that the Victorville facility, which is 28 years old; Big Bear Lake facility, which is 24 years old; and the 29 Palms facility, which is 16 years old; are in need of replacement. Replacement of the Victorville facility has been budgeted for and construction is scheduled to begin soon. Reconstruction of the Big Bear Lake facility has been budgeted for and the Sheriff has requested funds for reconstruction of the 29 Palms facility in the near future. The city jail in Needles, which held persons for less than 24 hours, has been closed and the county has constructed a new Sheriff's facility which is scheduled to be opened in January, 1974. Some remodeling is being

planned for the Barstow facility to correct kitchen and food storage problems and to comply with design and construction standards.

City Facilities

The cities of Chino and Redlands operate Type I facilities in the county. The Chino facility is 20 years old and although well managed and clean, the receiving area is not in compliance with standards, and there is no suitable detoxification cell. Board staff recommended reduction in the capacity of housing units and modifications to the reception and booking area in order to comply with standards. There are plans to replace this facility in the future.

The Redlands facility is ten years old and either complies with all management and program standards or management has indicated an intent to comply. Board's staff recommended a reduction in capacity of housing units and the installation of a combination toilet in the detoxification unit to gain compliance with standards.

Health Officer's Reports

The Health Officer reports satisfactory conditions at the two main county detention facilities and at the Redlands and Chino City Jails. The Sheriff's facilities at 29 Palms, Big Bear Lake, and Victorville, according to the Health Officer, are in need of replacement. Food, clothing, bedding, and medical care are judged to be in compliance with the standards at all facilities.

Cost Estimates for Compliance

Replace 29 Palms facility	\$ 420,000
Replace Victorville facility	360,000
Replace Big Bear Lake facility	420,000
Minor remodeling - Barstow	500
Chino City facility - minor remodeling	10,800
Minor remodeling - Redlands City facility	<u>7,700</u>
Total	\$1,219,000

SAN FRANCISCO COUNTY

Sheriff's Facilities

The Sheriff operates three separate detention facilities one of which, the Hall of Justice, is divided into a male section, designated as County Jail #1, and a female section, designated as County Jail #3. The two remaining facilities, County Jail #2 for males and County Jail #4 for females, are located in the city of San Bruno, San Mateo County. The facilities in San Bruno are approximately 40 years old and the Hall of Justice facilities are 13 years old. The facility of greatest concern to the Board is the men's jail in San Bruno. According to the State Fire Marshal, this building poses such a significant hazard to the fire and life safety of its occupants that unless the county takes positive action to gain compliance with the stated deficiencies, steps may have to be taken to either close the facility or to prosecute the responsible parties. The Board's inspection and the Health Officer's inspection (see below) of this facility reflect similar serious conditions.

Of equal concern is the inadequate staffing of all county facilities. While a post assignment schedule was not available to determine precisely the number of staff necessary to meet the standards, inadequate number of personnel was the reason given for the substantial lack of compliance with the standards. The Sheriff's assessment of his staff needs is approximately 125 additional deputies.

City Facilities

The Chief of Police operates the city prison located on the floor below the county jail in the Hall of Justice. Generally, the city prison complies with most procedural requirements except for the regulations requiring training of jail staff. The greatest area of non-compliance is in the physical structure. This jail is the only city facility which is classified a Type II because it houses sentenced county prisoners assigned to work crews. At the time of inspection, the county was in the process of planning the eventual administration of the city prison by the Sheriff. The Board agrees in principle with this action and has so recommended in past reports.

Other Facilities

The Chief Probation Officer administers a work furlough facility which is custodially staffed by the Sheriff. This facility was found to be clean and well organized. The only procedural non-compliance was the lack of training for both the staff and manager.

Health Officer's Reports

The Health Officer reports a significant number of areas of non-compliance in all facilities. All facilities apparently need better systems for maintaining sanitation and cleanliness, but to a lesser degree in the women's facility in San Bruno. Conditions at the men's facility at San Bruno required the Health Officer to submit six additional pages of comments and recommendations focusing primarily on unsanitary conditions in the food preparation areas and generally poor housekeeping throughout the facility. With regard to County Jails #1, 2, and 3, the Health Officer observes "not much improvement has been made since last year's inspection."

Cost Estimates for Compliance

County Jail #2*	
Fire and life safety requirements	\$ 482,000
Staffing	Not determined
Improve food preparation areas and general sanitation	750,000
County Jails #1, 3 and 4	
Improve food preparation areas and general sanitation	500,000
City Prison	
Provide secure gun locker, adequate showers and padding for cells	32,296
	<hr/>
Total	\$1,764,296

*This estimate is for meeting minimum standards only. There is serious question whether the county should invest \$482,000 in a 40 year old facility which has other equally important design impediments or construct a new facility.

SAN JOAQUIN COUNTY

Sheriff's Facilities

The Sheriff operates a complex of three separate facilities in French Camp, a few miles from Stockton. The complex is composed of an 800 man, 13 year old county jail; a 19 year old women's jail with a capacity of 65; and a 500 man minimum security honor farm approximately 24 years old.

All facilities are well managed, and all facilities have a selection of correctional programs. The honor farm offers an especially rich selection of programs from individual counseling to work furlough. The Sheriff's use of counseling staff at the complex from the county welfare and probation departments is unique and valuable as is the assignment of a deputy as "Ombudsman" who reports directly to the Sheriff on the emotional climate of the main jail.

Progress is being made in all areas of procedural non-compliance and arrangements have been made for all deputies and facility managers to meet the training requirements. The major problem is with the main jail where there are no dayrooms and where multiple occupancy cells were holding more persons than space requirements allowed. The Sheriff's staff reports that steps have been taken to reduce the capacity of each multiple cell to provide a dayroom area and thus comply with regulations. A cost estimate is submitted for construction of additional single cells in the women's facility because capacity has been reduced from two persons in the standard single cell to one as required by the standards. Average daily population will not allow a reduction in capacity without this additional housing.

City Facilities

The cities of Tracy and Lodi operate facilities which hold persons for more than 24 hours pending court appearance. The Tracy facility is 35 years old and while it is well managed and clean, it is quite old and will need replacement soon. Minor remodeling will, however, bring the jail up to standard. The city is presently considering whether to upgrade the present facility or to construct a new one.

The Lodi City Jail is seven years old, very well managed, exceptionally clean and well maintained. The areas of non-compliance are minor and include relocation of the gun locker and the padding of the safety cell.

Health Officer's Reports

The Health Officer's reports are generally complimentary to both the county facility and the Lodi and Tracy facilities. The only area of non-compliance for the city facilities is that neither issue personal care items as required. However, the Lodi facility will begin issuing the required personal care items beginning January 1, 1974.

Cost Estimates for Compliance

Multiple cell conversions - Main county jail	\$ 25,600
Additional single cells - Women's facility	72,000
Toilet facilities - Honor farm	1,080
Padding and gun locker relocation - Lodi City Jail	<u>12,100</u>
Total	\$110,780

SANTA BARBARA COUNTY

Sheriff's Facilities

The Sheriff operates a two year old main jail, housing both males and females; a 14 year old minimum security facility, one wing of which is a work furlough unit; and a substation holding facility in Santa Maria which is two years old. All facilities are exceptionally well managed and reflect a high degree of staff professionalism. Non-compliance with standards in the areas of facility design and construction are minor and action is being taken to comply with these standards. All staff will have completed basic training requirements by May of 1974.

The Sheriff's Department is presently involved in planning a unique correctional program and facility in the north county area which will be based upon community involvement, use of existing program resources in the community, and individual responsibility. The physical plant will be one of the first in the state to be designed specifically for the program developed.

City Facilities

Lompoc is the only city in the county operating a detention facility holding persons for more than 24 hours. It is 14 years old and can house a capacity of 14 males and 6 females. Average daily population is approximately three. The facility is in excellent condition and well maintained. It is one of the few city jails being operated by a manager who has completed the required jail management training. The area of greatest concern was staffing which is inadequate to respond to an emergency on the evening and night shifts.

Health Officer's Reports

The Health Officer reports no significant areas of non-compliance in the regulations relating to food, clothing, bedding and medical care. The only area of possible improvement is lighting in housing units and lighting in the dishwashing area of the main jail. The Health Officer also notes considerable activity in upgrading the Lompoc facility.

Cost Estimates for Compliance

Install bunks in three non-standard cells - Main jail	\$ 501
Install seven standard bunks in Santa Maria Substation Jail	1,172
Two positions - full relief - Lompoc City Jail	<u>25,228</u>
Total	\$26,901

SANTA CLARA COUNTY

Sheriff's Facilities

The Sheriff operates a 15 year old main jail in San Jose; the Elmwood Rehabilitation Center in Milpitas, parts of which are over 40 years old; an eight year old women's facility on the grounds of Elmwood; and an 11 year old substation facility in Palo Alto.

Although a part of the Elmwood facility is over 40 years old, much of it is modern, all is well maintained and well managed. Correctional programming is excellent and the Sheriff's Department has been deeply involved in research and program evaluation. The women's facility is one of the most modern in the state although it lacks specialized housing such as a detoxification unit and segregation cells.

Overcrowding in the main jail has been a persistent problem and is being relieved by construction of additional security cells adjacent to the facilities in Elmwood. Double celling and the use of stripped cells in the main jail were also problems of concern which the county is taking action to correct. Progress is being made to provide basic and management training to appropriate staff.

City Facilities

Santa Clara operates the only facility in the county which holds persons for more than 24 hours. It is 13 years old, well managed, and in excellent condition. The only significant area of non-compliance was the use of two man cells which should hold no more than one person.

Health Officer's Reports

Problems noted by the Health Officer were in the food preparation areas and food preparation procedures at both the men's jail and the men's facility at Elmwood. Additionally, personal care items were not issued as required by the Santa Clara City Jail. All other standards regarding food, clothing, bedding, and medical care are being complied with.

Cost Estimates for Compliance

Security for county jail (TV monitors
in tunnel) \$ 36,000

SIERRA COUNTY

Sheriff's Facilities

Sierra County is unique in that it has only one jail and that is a Type I facility because all sentenced prisoners are housed by contract in adjacent Nevada County. The facility consists of six single cells, two of which may be closed off from the remainder in order to house juveniles or females. Each cell has an entry from a large lobby area which contains a dispatcher's post manned 24 hours each day. Maximum use is made of diversionary programs so that jail bookings are being reduced significantly each year from 105 in 1971 to 67 in 1973. The administration's concern for operating a proper jail is apparent in the cleanliness of the facility and the commitment to upgrade the design of the facility.

The Board's main concern with this facility is that it does not have fire and life safety clearance from the State Fire Marshal's Office. Action has been taken by the Sheriff to bring the facility up to standards by securing a commitment for LEAA funds to replace and install doors as recommended by the State Fire Marshal. Procedural standards are in the process of being complied with, through the development of a manual procedures which will cover fire suppression pre-planning and simple classification procedures.

City Facilities

There are no city facilities in Sierra County.

Health Officer's Reports

None received.

Cost Estimates for Compliance

Replace and install doors to meet fire safety requirements	\$ 19,400
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SONOMA COUNTY

Sheriff's Facilities

The Sheriff operates a seven year old main county jail in Santa Rosa and a rehabilitation facility which is 14 years old. There was a recent prisoner disturbance at the main county jail and while some problem areas still remain, progress is being made in solving them. One problem which contributed to the disturbance was an inadequate number of single cells for segregating troublesome prisoners. The facility is now being remodeled to provide additional single cells.

The women's section of the main jail was exceptionally well organized and immaculately clean. The rehabilitation facility is in excellent condition and offers a good selection of correctional programming.

Wherever the inspection reports cited procedural non-compliance, action has been taken to comply. The only construction and design standards which will necessitate action are a minor problem requiring seating in the holding cell and the provision for single cells to meet regulations for segregation.

City Facilities

There are no city facilities holding persons for more than 24 hours.

Health Officer's Reports

The Health Officer reports favorably on the sanitary condition of the main jail and recommends some minor maintenance in the food service areas. The jail is in the process of gradual replacement of all toilets.

Cost Estimates for Compliance

Seating for holding cell - Main jail	\$ 240
Conversion of multiple cells to single cells and relocate administrative office	<u>600,000</u>
Total	\$600,240

SUTTER COUNTY

Sheriff's Facilities

The only facility in the county is operated by the Sheriff in Yuba City and is about 40 years old. It is so continuously overcrowded that many prisoners are held in other counties on a contract basis. Exceptional efforts are being made to operate a clean, orderly facility under the handicap of an inadequate physical plant. Although the conditions in the county jail have been of concern to both the Sheriff and the Board of Supervisors for some time, there has been insufficient funds to afford construction of a more suitable facility. Recently, however, LEAA funds have been committed to the county to assist in the construction of a new facility and it appears that one will be constructed soon. The present jail has so many areas of non-compliance with the construction standards that a cost estimate is being submitted for a totally new facility rather than for remodeling.

The second concern is with staffing for the present facility which does not allow an immediate response to emergencies in the jail on the evening and night shifts. No estimate is being offered for additional personnel as the construction of a new facility will require a complete re-evaluation of post assignments.

City Facilities

There are no city facilities in Sutter County.

Health Officer's Reports

None received.

Cost Estimates for Compliance

New county jail with minimum security and correctional programming area (Does not include Sheriff's administrative area)	\$ 800,000
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TEHAMA COUNTY

Sheriff's Facilities

The only detention facility in the county is operated by the Sheriff in Red Bluff. Although the basic structure is 60 years old, major remodeling occurred in 1958 with an addition of a third floor. Some minor remodeling has taken place since then. *Remodeling notwithstanding, Tehama County Jail is a very old and inadequate facility. From the standpoint of security, it poses a definite hazard to the safety of the community. From the standpoint of safety to the staff and prisoners, it is similarly hazardous. There does not appear to be any reasonable way to bring the facility up to minimum standards short of complete reconstruction. The cost to this small county of replacing this facility will be a significant expenditure, however, inaction may be more costly.

City Facilities

There are no city facilities in Tehama County which hold persons for more than 24 hours.

Health Officer's Reports

The Health Officer reports a significant number of regulations with which the jail does not comply. Poor maintenance, inadequate food preparation area, and toilet fixtures that need replacement are major concerns. While the Health Officer recommends improvement of the present facility to meet standards, when one considers the total inadequacies of this facility, such improvements would be uneconomical.

Cost Estimates for Compliance

Construction of new facility (Not including a Sheriff's administrative office area.)	\$ 800,000
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1 OF 2

TULARE COUNTY

Sheriff's Facilities

The Sheriff operates a main jail in downtown Tulare which is 11 years old; a substation jail in Pixley which is 32 years old; and a substation jail in Porterville which is 13 years old. Of the Sheriff's facilities, the Pixley Substation is in the poorest condition reflecting its 32 years. Both the Board staff and the Health Officer agree that considerable improvements should be made to this facility or alternatives should be found to the holding of prisoners for more than 24 hours.

The major concern in the main county jail was with the use of single cells for disciplinary purposes which did not contain a toilet and bunk and should therefore not be used to house prisoners. The Porterville Substation Jail is in relatively good physical condition but was housing more prisoners than space requirements allowed. With minor remodeling and a reduction in capacity, this facility could be upgraded to meet standards.

Because both the Sheriff's substation facilities hold sentenced prisoners, they were inspected according to Type II facility requirements which are generally more stringent. The Board of Corrections is taking this problem under advisement as it is characteristic of a number of sheriff's facilities in counties throughout the state.

City Facilities

Porterville and Lindsay operate facilities which hold persons for more than 24 hours. The Porterville City Jail is 34 years old but was remodeled in 1962 and TV monitors were added in 1973. Generally, this facility meets standards with minor alterations to the booking area. The Lindsay City Jail is five years old and in immaculate condition. Generally, procedures are in compliance with the standards except for the need for training in jail management.

Probation Officer's Facilities

Tulare County is rather unique in that the Sheriff administers the maximum security jails which house pre-dominately pre-sentenced prisoners and the Chief Probation

Officer administers the sentenced facility. The Tulare County Correctional Facility is located a short distance from the city of Tulare in a 32 year old ex-hospital. Notwithstanding its 32 years, the facility is exceptionally well managed, clean, and has a variety of correctional programs which involve community volunteers as well as professional staff. This facility meets all standards except basic and management training requirements. Because the employees do not meet POST criteria as peace officers, they cannot be reimbursed for participation in training. They do intend, however, to develop a local training program which will meet standards.

Health Officer's Reports

The Health Officer reports satisfactory conditions at the rehabilitation facility and only minor problems at the Tulare County Jail which includes the need to resurface some walls and to improve procedures in the kitchen. The most critical conditions cited were at the Pixley Substation where toilets need replacing, showers need refurbishing, and housekeeping tasks will require some attention. The Porterville Substation needs additional first aid supplies and a toilet in the detoxification cell which presently has only a drain.

Cost Estimates for Compliance

Equipped non-standard cells with standard furnishings - Main jail	\$ 12,850
Standard furnishings - detoxification cell - Porterville Substation	9,500
A cost estimate for bringing the Pixley Substation up to minimum standards is not being estimated because recommendation is to make this facility a temporary holding facility for less than 24 hours.	
Upgrade detoxification cell - Porterville City Jail	<u>7,500</u>
Total	\$ 29,850

VENTURA COUNTY

Sheriff's Facilities

The Sheriff operates four facilities in the county consisting of the main jail which is 42 years old; a 16 year old honor farm; the Oxnard Branch Jail which is 18 years old; and a substation facility which is five years old in the city of Simi.

Of the four Sheriff's facilities, the county jail is in greatest need of attention. Although the department is working for complete procedural compliance, it is handicapped considerably by a county jail facility which was built 40 years ago and which cannot be modified to serve the modern purposes of confinement. In addition to the problems that the physical plant pose to orderly operation, the county is presently in a crisis situation wherein overcrowding has overtaken the detention system without warning and within a period of five months. Standards in segregation of classes of prisoners have had to be violated and the county is attempting to launch an emergency expansion of a maximum security unit at the honor farm. Additionally, the county has had to contract with the counties of San Bernardino, Kern and Los Angeles for housing of sentenced prisoners to relieve population pressures. An indicator of the extent of overcrowding is illustrated below where the total population housed in the county jail and honor farm can be compared with maximum capacity of 364 persons in both facilities:

	<u>Average Daily Population</u>
August, 1973	353
September, 1973	372
November, 1973	458
December, 1973	468
January, 1974	581

Indications are that the increased population is due to court sentencing practices rather than an increase in arrests. Over the past five years, the Sheriff's Department has been in the process of planning and developing new correctional programs, however, lack of county funds has prevented realizing these goals. A proposal for a unified County Department of Corrections, which included a 100 man sentenced prisoners facility

oriented to correctional programming, was approved by LEAA but the 50% match of Federal funds was not available.

Overall, Ventura County facilities are well managed and wherever procedural non-compliance was noted, the county has indicated an intent to correct the deficiencies. Most problems with design and construction will have to await funds.

City Facilities

The cities of Ojai and Port Hueneme operate city facilities which hold persons for more than 24 hours, however, these facilities were not inspected as this was not a part of the original 15 county sampling.

Health Officer's Reports

None received.

Cost Estimates for Compliance

Minor refurbishing of plumbing -	
Main jail	\$ 13,000
Recreation area and remodel housing	
units - Main jail	12,000
Additional security housing - Honor	
farm	100,000
Minor plumbing refurbishing - Oxnard	
Substation	<u>3,000</u>
Total	\$ 128,000

TABLE III

SUMMARY OF ESTIMATED COSTS NECESSARY TO GAIN
COMPLIANCE WITH STANDARDS IN 18 SELECTED COUNTIES

COUNTY FACILITY	ESTIMATED COST
Alameda County	
Replace Graystone Facility	\$ 4,000,000
Replace Women's Facility	1,119,000
Replace Courthouse Jail	1,116,000
Video monitoring - Barracks	<u>340,000</u>
Total - Alameda County	\$ 6,575,000
Del Norte County	
No costs	-0-
Fresno County	
Replace County Jail (In progress)	\$ <u>5,100,000</u>
Total - Fresno County	\$ 5,100,000
Humboldt County	
Minor remodeling and construction of a roof exercise yard	\$ <u>204,569</u>
Total - Humboldt County	\$ 204,569
Imperial County	
Construct new County Jail	\$ <u>4,222,760</u>
Total - Imperial County	\$ 4,222,760
Los Angeles County	
Rebuild the interior of Hall of Justice	\$ 4,400,000
Construct exercise area at Central Jail	275,000
Provide seating in holding cells at Central Jail	<u>7,000</u>
Total - Los Angeles County	\$ 4,682,000
Sacramento County	
Remodel administrative area into housing and receiving	\$ 1,055,000
Provide gun lockers at Elk Grove	<u>2,700</u>
Total - Sacramento County	\$ 1,057,700

TABLE III (Contd.)

<u>COUNTY FACILITY</u>	<u>ESTIMATED COST</u>
San Bernardino County	
Replace 29 Palms Facility	\$ 420,000
Replace Victorville Facility	360,000
Replace Big Bear Lake Facility	420,000
Minor remodeling - Barstow	<u>500</u>
Total - San Bernardino County	\$ 1,200,500
San Francisco County	
County Jail #2	
Fire and life safety requirements	\$ 482,000
Staffing	Not determined
Improve food preparation areas and general sanitation	750,000
County Jails #1, 3 and 4	
Improve food preparation areas and general sanitation	<u>500,000</u>
Total - San Francisco County	\$ 1,732,000
San Joaquin County	
Multiple cell conversions - Main County Jail	\$ 25,600
Additional single cells - Women's Facility	72,000
Toilet facilities - Honor Farm	<u>1,080</u>
Total - San Joaquin County	\$ 98,680
Santa Barbara County	
Install bunks - Main Jail	\$ 501
Install seven standard bunks - Santa Maria Substation Jail	<u>1,172</u>
Total - Santa Barbara County	\$ 1,673
Santa Clara County	
Security for County Jail	<u>\$ 36,000</u>
Total - Santa Clara County	\$ 36,000
Sierra County	
Replace and install doors to meet fire safety requirements	<u>\$ 19,400</u>
Total - Sierra County	\$ 19,400

TABLE III (Contd.)

COUNTY FACILITY	ESTIMATED COST
Sonoma County	
Seating for holding cell - Main Jail	\$ 240
Conversion of multiple cells to single cells and relocate administrative office	<u>600,000</u>
Total - Sonoma County	\$ 600,240
Sutter County	
New County Jail with minimum security and correctional programming area (Does not include Sheriff's administrative area.)	<u>\$ 800,000</u>
Total - Sutter County	\$ 800,000
Tehama County	
Construction of new facility (Not including a Sheriff's administrative office area.)	<u>\$ 800,000</u>
Total - Tehama County	\$ 800,000
Tulare County	
Equipped non-standard cells with standard furnishing - Main Jail	\$ 12,850
Standard furnishings for detoxification cell - Porterville Substation	<u>9,500</u>
Total - Tulare County	\$ 22,350
Ventura County	
Minor refurbishing of plumbing - Main Jail	\$ 13,000
Recreation area and remodel housing units - Main Jail	12,000
Additional security housing - Honor Farm	100,000
Minor plumbing refurbishing - Oxnard Substation	<u>3,000</u>
Total - Ventura County	\$ 128,000
TOTAL - COUNTY FACILITIES	\$ 27,280,872

TABLE III (Contd.)

<u>CITY FACILITY</u>	<u>ESTIMATED COST</u>
Alameda City Jail - Minor remodeling	\$ 10,090
Berkeley City Jail - Standard bunks	9,715
Brawley City Jail - Minimum staffing	162,500
Chino City Jail - Minor remodeling	10,800
Coalinga City Jail - Minor remodeling and audio system	24,300
Lodi City Jail - Padding and gun locker relocation	12,100
Lompoc City Jail - Two positions	25,228
Mendota City Jail - Minor remodeling and audio system	850
Oakland City Jail - Padding for safety cells	26,462
Orange Cove City Jail - Wash basins, fountains, and bunks	1,200
Porterville City Jail - Upgrade detoxification cell	7,500
Redlands City Jail - Minor remodeling	7,700
Reedley City Jail - Provision for gun locker	250
San Francisco City Prison - Provide secure gun locker, adequate showers, and padding for cells	32,296
TOTAL - CITY FACILITIES	\$ 330,991
GRAND TOTAL - COUNTIES & CITIES	<u>\$ 27,611,863</u>

CONCLUSION

Improving Facilities and Correctional Programs

The inspection process in the 18 counties included in this report revealed that there is a great deal of activity directed at upgrading facilities, developing sound procedures, and establishing or expanding correctional programs. Of the 18 counties inspected, nine were in the process of major remodeling or constructing new facilities; two were in the midst of a county-wide study of detention and corrections needs; and two were in the process of developing architectural plans for new facilities. Virtually all but the very smallest counties were involved in establishing or expanding correctional programs.

Probably the most significant factor in stimulating this activity has been the availability of Federal revenue sharing and Law Enforcement Assistance Act (LEAA) funds. While the amount of revenue sharing funds which are being used to remodel or construct detention facilities has not been determined, the CCCJ reports that approximately \$2.6 million of LEAA funds were allocated to construction in 1973 and \$4.2 million will be allocated in 1974. Since LEAA funds must be "matched" on an equal share basis by local government, the actual impact on upgrading of facilities is considerably more.

Need for Funds

There is still a great need for funds to bring facilities up to standards. In the 18 counties reported upon, the estimated cost is \$27.6 million and this sample represents only one fifth of the facilities in the state.

Should state funds be made available for this purpose, the Board recommends that allocation take into consideration the following:

1. Local government's past efforts to improve detention and corrections;
2. Extent of use of diversionary programs;

3. Local government's ability to fund improvements ;
4. Distance between facilities of similar function ;
5. The degree of need for upgrading ;
6. Extent of efforts being devoted to developing and using correctional programming; and
7. Compliance with Minimum Standards for Local Detention Facilities.

Problem Areas Identified

The process of inspection has served to identify some problem areas which will need a great deal of attention on the part of law enforcement and facility administrators. First is the problem of the incarcerated female. Except in the larger counties, females in jail are so few that they have not been given the same amount of attention that males have. Consequently, women typically do not have access to the programs and activities that males do. The solution may be regional facilities for women or contractual agreements with larger counties which have the facilities and programs.

The second problem area is the lack of programs and activities for unsentenced prisoners. Approximately one half of all persons incarcerated in local facilities are awaiting court disposition and because of their undetermined status and background, they are housed in higher security facilities with few activities and no correctional programming. Perhaps with the development of more efficient and complete criminal data systems, more information about individuals will be available to facility staff and thus permit greater involvement in activities requiring less security.

A third problem which is less well defined but may be involved in overcrowding facilities is the extent of use of diversionary programs such as detoxification programs, misdemeanor citation and release-on-own-recognizance. Every independent study of detention and corrections conducted thus far in the state has recommended increased use of diversion. If based upon sound criteria and adequate, verified information, diversionary programs can provide community protection while serving the goals of justice by assuring appearance in court at a reportedly better

success rate than bail. Such programs can also reduce costs of construction and operation of detention facilities and reduce emotional and financial trauma to families of arrested persons.

Another factor in the overcrowding of facilities for unsentenced prisoners may be the time required for processing individuals through the courts. If a means can be provided to accelerate court processing, the result could be a reduction in overcrowding and may eliminate the necessity to expand facilities.

The fourth area of concern is with the increasing incidence of violence in jails and prisoner disturbances. While many factors are involved in causing such incidents, it is believed that a major factor is the effect of diverting the less serious offenders from jail. Effective programs of diversion result in jails having to hold persons who are charged with violent crimes and are therefore more prone to act out. On a smaller scale, jails are experiencing the turmoil apparent in the state's prisons and for some of the same reasons - a relative increase in the proportion of violent offenders to non-violent offenders. A partial solution to the jail's problem may be better classification processes, a greater proportion of single cells, and increased activities to relieve tensions.

The fifth area of concern is with the design of facilities. The physical structure of a detention facility will dictate for many, many years the function it will perform. With the increased number of facilities on the drawing board, it is especially important that their design and program be drawn according to the best possible principles accepted today. While the Board has not been in complete accord with the National Clearinghouse for Criminal Justice Planning and Architecture, a body which must approve facilities plans before LEAA funds can be expended, we do agree that the traditional steel and concrete does not serve today's needs very well. In this regard, the Board is continuing to redefine its concepts of facility design.

The problem areas touched on above became apparent in this relatively small sample of inspected counties over the past eight months. It is anticipated that we will be better able to define the problems and to render some assistance in solving them over the next two year period of inspections which will include all facilities in the state.

PENAL CODE

§ 6031

CHAPTER 5. THE BOARD OF CORRECTIONS

Sec.

6031. Inspection of local detention facilities [New].

6031.1 Biennial inspections; scope [New].

6031.2 Inspection reports [New].

6031.3 Application for federal funds [New].

6031.4 "Local detention facilities" defined [New].

§ 6025. Membership; chairman; vice chairman; charges against members, disqualification.

Human relations agency as deemed to mean and refer to the health and welfare agency, see Government Code § 12803.

§ 6029. Plans and specifications of jails, prisons, etc.; examination and recommendations; study and recommendations for municipal or county programs; restriction on authority of other state agencies

1. In general Where this section uses the word "shall", it denotes a mandatory or obligatory meaning and evidences a legislative intent that the board of corrections must accept all requests for studies of cities' and counties' detention facilities and programs. 53 Ops. Atty.Gen. 101, 3-10-70.

§ 6030. Local detention facilities; establishment of standards

(a) The Board of Corrections * * * shall establish minimum standards * * * for local * * * detention facilities by July 1, 1972. The Board of Corrections shall review such standards biennially and make any appropriate revisions.

(b) The standards shall include, but not be limited to, the following: health and sanitary conditions, fire and life safety, security, rehabilitation programs, recreation, treatment of persons confined in local detention facilities, and personnel training.

(c) In establishing minimum standards, the Board of Corrections shall seek the advice of the following:

(1) For health and sanitary conditions:

The State Department of Public Health, physicians, psychiatrists, local public health officials, and other interested persons.

(2) For fire and life safety:

The State Fire Marshal, local fire officials, and other interested persons.

(3) For security, rehabilitation programs, recreation, and treatment of persons confined in local detention facilities:

The Department of Corrections, the Department of the Youth Authority, local juvenile justice commissions, local correction officials, experts in criminology and penology, and other interested persons.

(4) For personnel training:

The Commission on Peace Officer Standards and Training, psychiatrists, experts in criminology and penology, the Department of Corrections, the Department of the Youth Authority, local correctional officials, and other interested persons.

(Amended by Stats.1971, c. 1780, p. 3854, § 1.)

1971 Amendment. Rewrote section.

§ 6031. Inspection of local detention facilities

The Board of Corrections shall inspect each local detention facility in the state by January 1, 1974, and shall inspect each such facility biennially thereafter.

(Added by Stats.1971, c. 1780, p. 3854, § 2.)

Asterisks * * * indicate deletions by amendment

§ 6031.1

PENAL CODE

§ 6031.1 Biennial inspections; scope

Inspections of local detention facilities shall be made biennially. Inspections shall include, but not be limited to, the following:

(a) Health and safety inspections conducted pursuant to Section 450 of the Health and Safety Code.

(b) Fire and life safety inspections pursuant to Sections 13143 and 13146 of the Health and Safety Code.

(c) Fire suppression preplanning inspections by the local fire department.

(d) Security, rehabilitation programs, recreation, treatment of persons confined in local detention facilities, and personnel training by the staff of the Board of Corrections.

Reports of each facility's biennial inspection shall be furnished to the official in charge of the local detention facility, the local governing body, the grand jury, and the presiding or sole judge of the superior court in the county where the detention facility is located. Such reports shall set forth the areas wherein the local detention facility has complied and has failed to comply with the minimum standards established pursuant to Section 6030.

(Added by Stats.1971, c. 1789, p. 3854, § 3.)

§ 6031.2 Inspection reports

The Board of Corrections shall file with the Legislature by March 31, 1974, and on March 31, in each even-numbered year thereafter, reports of the inspection of those local detention facilities that have not complied with the minimum standards established pursuant to Section 6030. The reports shall specify those areas in which the facility has failed to comply and the estimated cost to the facility necessary to accomplish compliance with the minimum standards.

(Added by Stats.1971, c. 1789, p. 3855, § 4.)

§ 6031.3 Application for federal funds

The Board of Corrections is authorized to apply for any funds that may be available from the federal government to further the purposes of Sections 6030 to 6031.2, inclusive.

(Added by Stats.1971, c. 1789, p. 3855, § 5.)

§ 6031.4 "Local detention facilities" defined

For the purpose of this title, "local detention facility" means any city, county, city and county, or regional facility used for the confinement for more than 24 hours of adults or of both adults and minors, but does not include that portion of a facility for the confinement of both adults and minors which is devoted only to the confinement of minors.

(Added by Stats.1971, c. 1789, p. 3855, § 6.)

Library References

Words and Phrases (Perm.Ed.)

END

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