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Mariposa County Jail Needs Assessment

FINAL REPORT

September 21, 1990

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Mariposa County Jail Needs Assessment

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September 21, 1990

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Executive Summary

EXECUTIVE SUMMARY

Mariposa County conducted a Major Jail Needs Assessment conforming to the requirements of the California Board of Corrections. The Jail Facilities Steering Committee met regularly and followed the process outlined as follows:

1. Goals and objectives were established.
2. Consultants conducted an evaluation of the Mariposa County Jail and criminal justice system. The most salient features are described below:
 - Projections of jail population show daily inmate population of 33 and 56 by 2010.
 - A little over half of the inmates housed in the jail could be considered as minimum security risks.
 - There is a high number of bookings for alcohol related offenses, primarily drunk in public.
 - The county is aggressively using pretrial release mechanisms and seems to be responding well to peak booking periods.
 - The jail is significantly short of space in all areas.
 - Inadequate number of housing units, detoxification cells and lack of any single cells makes proper classification and separation of inmates impossible.
 - Jail life safety systems are inadequate.
 - Inmate processing areas are too small, lack holding facilities and are not secure.
 - Staff supervision of the housing areas is hampered due to its linear configuration.
3. Consultants presented program options for reducing overcrowding and facility options to increase bed space and upgrade the jail's physical plant.
4. The Jail Facilities Steering Committee approved policies and procedures to reduce projected demand by implementing new and expanded alternatives to custody.
5. The Jail Facilities Steering Committee reviewed three facilities options and recommended the following:
 - Use the \$30,000 from Proposition 52 funds to correct the most pressing jail deficiencies.
 - Remodel and expand the jail facility (Option 1 or 2) as soon as possible to provide needed beds and to correct deficiencies.
 - Due to funding constraints, remodeling and expanding the current facility is the most appropriate option, providing needed bedspace in the least amount of time.
 - Defer the decision for the exact type of renovation/addition (Option 1 or 2) until more information is provided by a pre-architectural plan.
 - Move towards acquiring property adjacent to the current jail so that it will be available if building an addition to the jail becomes the most feasible option.
 - A new facility or a remodeled facility with an addition should provide at least 65 beds (56 + 15% peaking factor).

Goals and Objectives

GOALS AND OBJECTIVES

The following is the stated specific purpose of the jail in Mariposa County:

The Mariposa County Jail operates within the laws and guidelines for local detention facilities published by the State Board of Corrections. Every effort is made to adhere to the principles, programs and procedures contained therein. However, it must be realized that the overall operation must remain within the manpower, authorizations, resources and funding made available by the county Board of Supervisors.

The purpose of the Mariposa County Jail is to serve the people of the state of California by providing a humane environment for those persons lawfully detained until their discharge. The Jail Division of the Mariposa County Sheriff's Department will constantly strive to meet or exceed constitutional and Title 15 standards in an atmosphere of safety and security for the community, jail staff and persons detained herein. At all times, this mission will be carried out in a fair, yet firm, manner.

All detention facilities should provide inmates with sufficient opportunities to participate in programs which may help them make positive life changes that facilitate their re-entering society. These programs should include visitation, religious services, education, counseling, training and physical fitness. Programs will be provided by outside community resources where appropriate.

Historical Overview and Current Problems

HISTORICAL OVERVIEW AND CURRENT PROBLEMS

A. Historical Overview

The Mariposa County Jail is approximately 23 years old. Prior to 1967, jail operations were conducted in a granite structure. Its use was discontinued in 1962. During the period from 1962-67, inmates were transported to the Merced facility until the current jail was constructed, and in 1967 operations were moved to the current jail. In 1974-75 the jail underwent remodeling which resulted in three new cells, for six additional beds. In 1984-85, another remodel updated the kitchen and fire and life safety elements. The current rated capacity of the jail is 19 beds.

B. Current Problems

The jail facility has numerous problems, including the following major concerns:

- Linear configuration of the jail presents liability risk.
- Due to overcrowding, there is a constant lack of bed space.
- Lack of housing options creates an inability to effectively classify and contain inmates. Facility lacks adequate single cell space.
- Understaffing results in the inability to run programs which may have rehabilitative benefits for inmates.
- There is inadequate separation between male and female inmates.
- Plumbing fixtures and pipes are wearing out.
- Life safety fixtures are inadequate.
- No safety or detoxification cells exist to adequately separate inmates.
- No medical space is available for the needs of inmates.
- Lack of exercise space creates poor conditions and limits staff options.
- Cramped laundry facilities cannot handle the commercial size of needed equipment.
- No attorney/client interview rooms creates a lack of confidentiality and poor security.
- Only one interview room, which is inefficient for the visitation needs of inmates.
- Intake/booking area is shared with reception, which mixes inmates with the public. This leads to poor control, poor security and poor public relations.
- Vehicle sallyport does not provide adequate visual or physical security.
- No outside security perimeter poses a security risk.

Inventory and Analysis

INVENTORY AND ANALYSIS

A. Inmate Profile

The inmate profile describes socio-demographic and criminal characteristics of a jail population at a specific point in time. The Mariposa County profile describes male (18) and female (4) detainees housed in the Mariposa County Jail on April 5, 1990.

1. Male Inmates N = 18

a. Socio-demographic Characteristics

Age - average age was 30.2, age range was 19-49.

Race - predominantly White (16 or 88.9%), with one Hispanic and one Black.

Residence - 13 or 72.2% resided in Mariposa County. Five were from other California counties.

Employment Status - fairly high unemployment (6 or 33.3%).

b. Criminal Characteristics

Arresting Agency - Nearly all arrests were made by the Sheriff's Office (17), with the CYA representing the one other arrest.

Adjudication Status - 11 or 61.1% sentenced, 7 or 38.9% unsentenced. The percentage of felons sentenced was 36.4% while for misdemeanors, it was 63.6%.

Length of Sentence - The average sentence was 114 days and ranged from 10 to 365 days.

Primary Charge - Charges were evenly divided between felony and misdemeanor, however, a higher percentage of unsentenced inmates were arrested for a felony (71.4%).

Felony: 50%. Violent crime made up over half of all felony charges (5 of 9).

Misdemeanor: 50%. The largest group was for "court order" or arrest on warrants (5 of 9).

Table A1

PRIMARY CHARGE - FELONIES	
Charge	Number
Murder/rape	2
Child/Wife beating	1
Other violence	2
Auto Alcohol	1
Drug Sale	1
Warrants/Court Order	2
Total	9
PRIMARY CHARGE - MISDEMEANORS	
Charge	Number
Burglary related	1
Weapon	1
Public Inebriation	1
Probation Viol/Court Order	5
Auto non-alcohol	1
Total	9

Additional Charges - A third had additional felony or misdemeanor charges. For those with a felony primary charge, close to half (44.4%) had either one or two additional felony charges, while two of nine (22.2%) of those with misdemeanor charges had an additional misdemeanor charge.

Bail - Information was provided for 5 of 18 or 27.8% of the population. The bail range was from \$250 to \$200,000.

Warrants/Holds - 7 of 18 or 38.9% had one or more holds or warrants at booking.

Prior Convictions - A substantial proportion of the population (10 of 18 or 55.6%) had prior convictions. All priors were for misdemeanors and most involved either drugs or alcohol.

2. Female Inmates

At the time of the profile, four women were housed at the jail. The small size of the female profile prohibits strict conclusions regarding the women in jail.

a. Socio-demographic Characteristics

Age - average age was 33.3, age range was 25-40.

Race - all White.

Residence - three of four were residents of Mariposa County.

Employment Status - High unemployment, all but one were unemployed.

b. Criminal Characteristics

Arresting Agency - All Sheriff's Office arrests.

Adjudication Status - all sentenced.

Length of Sentence - 390 days for misdemeanor drug sale (2 counts), 180 days for felony property, 82 days for misdemeanor probation violation and ten days for petty theft.

Primary Charge - One woman had felony property charge, the other charges were for misdemeanor drug sale probation violation and petty theft.

Bail - Bail information was given for two women, \$6,000 for a felony property charge and \$5,000 for the misdemeanor probation violation.

Warrants/Holds - Two of the women had at least one warrant or hold.

Prior Convictions - One woman had prior convictions which were all misdemeanors.

B. Inmate Classification

Profile inmates were classified using an external classification approach developed by the National Institute of Corrections and modified by Consultants. Inmates were classified by Consultants into four groups: low minimum, minimum, medium and maximum. Low minimum inmates generally are those who could be placed either in low security housing or at home with minimum supervision. The findings of this "external" exercise have been compared to the county's classification of these same inmates ("internal"). Since jail housing is all essentially maximum security, the internal classification was accomplished by jail staff placing an optimal classification upon each inmate regardless of actual housing placement. A copy of the inmate classification form can be found in Appendix A.

1. Males

Table B1 shows jail internal and external classification by sentenced and unsentenced.

Table B1
Classification - N=18

	Sentenced		Unsentenced	
	Internal	External	Internal	External
Low Min.	4	6	0	0
Minimum	6	2	1	2
Medium	0	2	2	3
Maximum	1	1	4	2
Total	11	11	7	7

Since the sample size is small (18), this classification exercise should not be taken as an exact analysis of classification needs. However, it does reveal that both Consultants and jail staff show a large number of possible low minimum and minimum security types. For this exercise all those in the internal classification shown as low minimum were in work furlough. The internal classification also identified six sentenced inmates and one unsentenced inmate, who could be considered as minimum security risk.

2. Females

The low number of female inmates makes classification findings regarding women unreliable. Generally though, both internal and external classification point to a large number of minimum security type women inmates.

C. Tracking Analysis

1. Profile

Demographic characteristics were gathered from the tracking study. These characteristics are similar to those of the profile taken on April 5, 1990. However, the tracking analysis profile shows a larger percentage of Native Americans being booked into the jail.

Age - Average age was 30.2, age range was 18-58.

Sex - Male 81.1 %, Female 18.9%

Race (%):	White	Hispanic	Native American	Asian	Black
Male	78.8	6.1	9.1	1	5
Female	95.7	0.0	4.3	0	0

2. Inmate Flow

Breakdown by Offense Categories

Data for the tracking sample was obtained from five weeks of 1989 bookings into the Mariposa County Jail and from one week of 1990 bookings. The 1989 bookings included those made during the week ending September 5, 1989, which included the Labor Day holiday. Table C1, presented below, shows the number of bookings obtained from the selected weeks:

Table C1
Sample Breakdown by Week and Arrest Category

Week (end date)	Total	Felony Bkgs	Misdemeanor Bkgs
03/31/89	16	4 (25%)	12 (75%)
05/18/89	4	0	4 (100%)
08/07/89	19	6 (32%)	13 (68%)
09/05/89	54	6 (11%)	48 (89%)
10/31/89	11	4 (36%)	7 (64%)
01/14/90	18	1 (6%)	17 (94%)
Total	122	21	101

As can be seen from Table C1, the total sample consisted of 122 bookings, which included one person who was still in custody at the time the sample was taken. The misdemeanor/felony breakdown for the total sample was 83% and 17%, respectively, but this proportion is misleading because of the inclusion of bookings from the Labor Day weekend, which alone accounted for 54 bookings or 44% of the entire sample. To avoid the problem of mischaracterizing the "normal" Mariposa County booked population, the data have been separated into two subsamples: one that focuses on the week that includes Labor Day ("Labor Day subsample") and one that includes the remaining weeks ("normal subsample").

When the total sample is divided into subsamples, distinct differences can be seen in the types of arrests and offense categories for which individuals are booked into the Mariposa County Jail. As shown in Table C2, felony bookings in the normal subsample tend to be split among all offense categories, with the most in property crimes and drug offenses. In contrast, felony bookings in the Labor Day subsample were predominantly for crimes involving violence against other people.

Table C2
Breakdown by Offense Categories

<u>Felonies</u>				
<u>Normal (T=14)</u>			<u>Labor Day (T=6)</u>	
Offense Category	N	(% of subsample)	N	(% of subsample)
Violent Crimes	2	(14)	4	(67)
Burglary	4	(29)	0	
Property Crimes	2	(14)	0	
Drug Use/Sale	4	(29)	1	(17)
Other	2	(14)	1	(17)
Total	14		6	

<u>Misdemeanors</u>				
<u>Normal (T=53)</u>			<u>Labor Day (T=48)</u>	
Offense Category	N	(% of subsample)	N	(% of subsample)
Violent Crimes	3	(6)	12	(25)
Property Crimes	3	(6)	0	
Drugs	1	(2)	3	(6)
Alcohol-related	20	(38)	24	(50)
Vehicle Code	3	(6)	1	(2)
FTA/Holds	20	(38)	5	(10)
Other	3	(6)	3	(6)
Total	53		48	

For misdemeanor arrests, most of the bookings in the normal subsample were for alcohol-related offenses and failures to appear/other holds or warrants. Of the alcohol-related bookings, 15 of the total 20 in this category were for public inebriation. The most dominant category of bookings in the Labor Day subsample was also for alcohol-related offenses, 24 or 50% of all misdemeanor bookings. In contrast to the normal subsample, all of the bookings in this category, with the exception of one for drunk driving, were for public inebriation. In addition, the Labor Day subsample had a significantly higher number and proportion of misdemeanor bookings for crimes involving violence against other people (12 or one-fourth of subsample compared to 3 or 6% of normal subsample).

As in other California counties, alcohol-related offenses tend to be the largest category of misdemeanor bookings. The major difference between Mariposa County and other jurisdictions, however, is the predominance of bookings for

public inebriation over bookings for drunk driving. This finding is confirmed, and even exaggerated, in the Labor Day subsample.

In general, the data indicate that bookings into the Mariposa County Jail are primarily for offenses that do not involve a serious risk of public endangerment. Felony bookings are generally for property and drug offenses; misdemeanor bookings are primarily for public inebriation and failures to appear or other holds. Crimes involving violence against other people do not become significant until there is a holiday, as evidenced by the Labor Day subsample. Because there is such a large proportion of bookings for public inebriation in this subsample, it is evident that alcohol use or abuse is an exacerbating factor in the increased number of bookings for crimes involving violence. (It is not clear if there is a dramatic increase in bookings for alcohol-related offenses and violence crimes whenever there is a holiday. Labor Day itself is unusual because it involves a three-day weekend, since the holiday always falls on a Monday.)

Pretrial Release Patterns

Although Mariposa County law enforcement personnel apparently use pretrial release methods aggressively, there are also significant differences in how pretrial release occurs between the two subsamples. Table C3 shows the types of release for misdemeanor and felony bookings.

Table C3
Pretrial Release by Type of Charges
Normal Subsample

(T=67)					
A. Felonies					
Release Type	Number of Cases	LOS*			
		Average	Max.	Min.	Std. Dev'n
Telephone OR	1	4.16	4.16	4.16	NA
Court OR	4	28.48	101.78	0.10	42.51
Cite to Court	2	0.15	0.17	0.14	0.02
Bail Bond	2	0.92	1.77	0.08	0.84
Bail	2	5.10	5.10	5.10	0.00
Other County	3	41.37	86.95	1.38	35.16
All Types	14	18.18	101.78	0.08	32.47
B. Misdemeanors					
Release Type	Number of Cases	LOS			
		Average	Max.	Min.	Std. Dev'n
Cite to Court	16	0.48	3.96	0.01	0.92
Cash Bail	2	0.85	1.11	0.60	0.26
849b	14	0.25	1.20	0.03	0.27
Other County	4	15.48	33.65	0.55	14.06
To CYA	6	3.84	5.71	1.33	1.46
Time Served	11	21.29	65.02	1.99	25.74
All Types	53	6.27	65.02	0.01	15.09

* LOS is length of stay.

Table C4
Pretrial Release by Type of Charge
Labor Day Subsample

(T=54)					
A. Felonies					
Release Type	Number of Cases	-----LOS-----			
		Average	Max.	Min.	Std. Dev'n
Court OR	2	1.290	1.38	1.20	0.09
Cite to Court	1	0.131	0.13	0.13	NA
Bail Bond	2	7.231	12.63	1.83	5.40
To CDC	1	0.910	0.91	0.91	NA
All Types	6	3.014	12.63	0.13	4.33
B. Misdemeanors					
Release Type	Number of Cases	-----LOS-----			
		Average	Max.	Min.	Std. Dev'n
Cite to Court	15	0.132	0.37	0.02	0.10
Cash Bail	2	0.420	0.76	0.08	0.34
Bail Bond	4	1.213	4.40	0.04	1.84
849b	24	0.191	0.34	0.04	0.06
Other County	1	3.531	3.53	3.53	NA
Time Served	2	45.040	80.59	9.49	35.55
All Types	48	2.205	80.59	0.02	11.53

For felony bookings, there is essentially no difference between the pretrial release rates for the normal (79%) and the Labor Day (83%) subsamples (assuming a 5% confidence interval or margin of error). The average length of stay (ALS) before pretrial release in the normal subsample for felony bookings is 11.86 days. In contrast, the ALS for such release in the Labor Day subsample is less than half a day (.42 days). Because the subsamples are so small in size, these findings may not reflect actual trends or practices. For example, when extreme values are eliminated from the ALS calculations in the normal subsample, the ALS is only 2.86 days. (This calculation excludes the length of stay of 101.78 days before one individual was released on court OR). Unlike other jurisdictions, there is also less reliance on bail or bond to effectuate pretrial releases for felony bookings.

The ALS before pretrial release after a misdemeanor booking is significantly lower for both subsamples: In the normal subsample, the ALS is .4 or less than half a day; the pretrial release, however, is only 60%. In the Labor Day subsample, 94% of all misdemeanor bookings result in pretrial release after an ALS of only .27 days or about six and one half hours.

The difference in ALS and pretrial release rates between the normal and Labor Day subsamples can be attributed to two factors. First, there is a substantial proportion of bookings in the normal subsample for failures to appear or holds and other warrants. Persons booked on such charges generally cannot be released on their own recognizance, and, in some instances are not eligible for pretrial release. Second, the Labor Day subsample consists predominantly of bookings for public inebriation; most of these individuals are released after four or five hours.

The high pretrial release rate and very short ALS in the Labor Day week subsample may also reflect the ability of the Mariposa County law enforcement system to respond to a situation where its resources are severely taxed. Under normal circumstances, the average number of bookings per week into the Mariposa County Jail is 13.6 bookings. During the week of the Labor Day holiday, there were 54 bookings, a number nearly four times the average normal population. Notwithstanding this surge in the number of bookings, Tables C3 and C4 shows that the ALS for pretrial release in the Labor Day subsample generally is shorter than the ALS for the same type of release in the normal subsample. This pattern is present whether or not the underlying offense involves a misdemeanor or felony. Again, because the subsamples are small, actual differences may not be as great as indicated in Tables C3 and C4, but the absence of data showing longer ALS when the number of bookings dramatically increases supports the existence of system flexibility.

The data also show that all persons booked on felony charges either obtain pretrial release or are transferred to another facility or jurisdiction.

The types of releases utilized for misdemeanor bookings also tend to be either pretrial release or transfer to another county or facility. In the normal subsample, 11 persons booked for misdemeanor offenses (21% of the normal subsample) were required to serve time. (In the Labor Day subsample, only 2 such persons or 4% of the subsample had to serve their time). This finding is consistent with the significant proportion of persons booked on failure to appear charges or holds and other warrants. As shown in Table C5, all the persons required to serve time before release from jail had been booked either on a probation violation, vehicle code violation or failure to appear. (The person charged with the vehicle code violation may have had an underlying drunk driving conviction for which probation had initially been imposed. Nevertheless, "second generation" offenses, e.g. violations of conditions of probation after an initial drunk driving conviction, do not appear to be a problem in Mariposa County).

3. Key Findings

- a. Distinct differences in offense categories appeared between "normal" booking weeks and the week which included the Labor Day weekend. Bookings for the Labor Day subsample were much higher (54 bookings as opposed to a high of 19 bookings for other weeks). Felony bookings in the Labor Day subsample were predominantly for violent crimes while felony booking for the normal subsample was split among all offense categories.
- b. Alcohol-related offenses were the largest category of misdemeanor bookings. However, unlike most other California counties public inebriation predominated over drunk driving.
- c. Most bookings are generally for offenses that do not involve a serious risk of public endangerment. Crimes involving violence do not become significant until there is a holiday, as evidenced by the Labor Day subsample.
- d. The Labor Day subsample had a higher pretrial release rate and a shorter ALS than the normal subsample. This may be due to a higher percentage of public inebriation bookings and a lower proportion of bookings for failure to appear or holds and other warrants in the Labor Day subsample.

- e. The analysis shows an aggressive use of pretrial release methods. It also points to system flexibility and law enforcement's ability to respond well when resources are severely taxed by a dramatic increase in bookings (Labor Day subsample).

Table C5
Release by Specific Misdemeanor Charge
(Normal Sample Only)

Charge Type	Release Type	Number of Cases	LOS			
			Average	Max.	Min.	Std. Dev'n
Violent/civilian	Cite to Court	1	0.26	0.26	0.26	NA
Violent/police	Cite to Court	2	0.19	0.20	0.18	0.01
Burglary Related	Cite to Court	1	0.18	0.18	0.18	NA
Other Property	Cite to Court	1	0.02	0.02	0.02	NA
Other Property	Cash Bail	1	0.60	0.60	0.60	NA
Nuisance	Cite to Court	1	0.28	0.28	0.28	NA
Public Drinking	Cite to Court	1	0.18	0.18	0.18	NA
Public Drinking	849b	14	0.25	1.20	0.03	0.27
Drug Use	Cite to Court	1	0.18	0.18	0.18	NA
Probation	Time Served	2	62.33	65.02	59.64	2.69
Auto Alcohol	Cite to Court	4	0.18	0.19	0.17	0.01
Auto Alcohol	Other County	1	3.07	3.07	3.07	NA
Other Auto	Cite to Court	2	0.78	0.78	0.78	0.00
Other Auto	Time Served	1	64.77	64.77	64.77	NA
Fail to Appear	Cite to Court	2	1.98	3.96	0.01	1.97
Fail to Appear	Cash Bail	1	1.11	1.11	1.11	NA
Fail to Appear	Time Served	8	5.59	10.02	1.99	2.29
Hold/Warrant	Other County	3	19.61	33.65	0.55	13.97
Hold/Warrant	To CYA	6	3.84	5.71	1.33	1.46
All Misdemeanors	All Types	53	6.27	65.02	0.01	15.09

D. Programs and Services

A program and services inventory was conducted to identify existing system elements, showing their function and impact on meeting system needs through the use of pretrial and post-sentence alternatives to incarceration. In accordance with BOC regulations, the special areas of mental health, public inebriation, juveniles and individuals with developmental disabilities were also analyzed (see section E. Special Populations).

Based on the inventory, two categories of programs, services, and procedures have been identified:

- Programs impacting directly or indirectly on the use of jail beds;
- Programs and services provided in the jail for inmates.

1. Programs with Direct and Indirect Impact

The programs which may directly or indirectly impact the use of jail beds are:

- Work Furlough Program
- Community Release Program
- County Work Projects
- Sheriff's Parole
- PC 4024.1 (Early Release)

Each of these programs is discussed below. In addition to these programs, other release mechanisms exist which impact on jail space. These are citation and release, bail, and PC 849 (b) (2).

Work Furlough

Description: Participation fluctuates. Most participants work during the day and return to the jail at night. Some are given "weekend sentencing" where they remain at home during the week, and return to jail on weekends. Currently two inmates are in the program. Sometimes participation is court ordered, and at other times participation is determined by jail staff.

Eligibility: Inmates accepted for work furlough must meet the following criteria: must be a sentenced inmate with an outside available job; no criminal history that is a risk to the community (escape, sex offenses, violence); no outstanding warrants.

Staffing: Staffing consists of one Sheriff's Department employee who reviews those considered for the program.

Funding: Participating inmates pay a daily fee of \$10 for every day in the program. The jail provides lunch and laundry service for the inmate. Additional funding is provided by Mariposa County.

Impact: Work Furlough reduces the daytime population of the jail. For "weekend sentences" it also reduces weeknight bed space. Although the jail does not have statistics available of the actual number of participants, it is estimated that 2-4 inmates participate at any given time, and that 0-1 are weekend participants.

Community Release Program

Description: Provides opportunities for inmates as an alternative to incarceration. Usually the program is court ordered or recommended by the court and no jail time is given to the inmate. The inmates must work wherever there is a need, usually at the county fairgrounds. Other locations include the hospital, Department of Forestry, and the recreational districts. Approximately 90% of the participants successfully complete the program.

Eligibility: Most inmates in the program are low-grade misdemeanors, drunk drivers, and/or first offenders.

Staffing: One administration assistant is required on the job site, and is provided by the agency receiving free labor. Requires minimal jail staff administration.

Funding: Free labor is provided to the community. No cost to the jail other than minimal staff time.

Impact: The program positively impacts on jail population size. Although no statistics exist to give an exact number of bed days saved, it is estimated that there have been between 20 and 30 participants since January, 1990. The length of sentence of these inmates varies between one week to approximately two months.

County Works Projects

Description: The program is geared towards reducing the daytime population of the jail, and providing labor to county agencies. Usually inmates in the program provide vehicle maintenance services for the Public Works Department.

Eligibility: Sentenced inmates who do not pose a risk to the community. No sex offenses; no escape attempts; no history of violent crime. All participants are evaluated by the jail staff.

Staffing: One supervisor is required on the job site. Jail staff monitors the program, and evaluates participants.

Funding: No additional staffing is needed. Represents a savings to the jail's daytime population costs.

Impact: The program positively impacts upon the jail daytime population. The program currently averages two inmates per day during weekdays.

Sheriff's Parole

Description: Sheriff's Parole is designed to reduce the jail population through an inmate's release to the community under the supervision of the Probation Department.

Eligibility: Participants are eligible for parole after serving one-half of their sentence, and are usually given parole in conjunction with a probation sentence. The Parole Board which determines participants is composed of the Sheriff, a probation officer, and a private attorney. This board meets monthly unless there are no applications for the program.

Staffing: The Sheriff's Department is involved one day per month for the Parole Board meetings, and then staffing is turned over to the Probation Department.

Funding: Minimal involvement is required of jail staff.

Impact: This program has the potential to provide an early release mechanism, and thus significantly reduce jail population size. Currently the program is infrequently utilized.

PC 4024.1 (early release)

Description: This release mechanism is designed to reduce jail population size at times of severe overcrowding. The Superior Court Justice of Mariposa authorizes requested inmates' early release on a monthly basis.

Eligibility: Any sentenced inmate may qualify when the jail is overcrowded. Early release of up to five days, but it must not exceed 10% of the total sentence. Jail staff chooses those eligible, and then forwards the request to the Justice Court Judge.

Staffing: Requires administrative duties of one of the Sheriff's Department's staff.

Funding: No extra funding required.

Impact: All inmates who satisfy the length of stay requirement are put on the program. This results in a savings of approximately 5 bed days per participant at no extra cost to the jail.

2. Programs and Services in Jail

Alcoholics Anonymous / Narcotics Anonymous

These voluntary programs meet one to two times per week and are provided by the local Mariposa Chapters. Approximately two to five inmates participate.

Mental Health Services

Inmates who require special services are given the aid of a county Mental Health Department counselor as needed. Both counseling and medication are available.

Church Services

A local chaplain provides services for inmates weekly.

Education

Due to relatively short-term sentences, no in-jail educational services are provided unless specifically requested by an inmate. If an inmate is in an educational program upon admittance to the jail, a provision may be made for the outside instructor to continue the program within the jail.

E. Special Populations

1. Physically Handicapped

The jail facility currently has no means to adequately accommodate a physically impaired individual. Such persons are transferred to another facility. Recently, electronic monitoring within the home is being considered as an alternative, but only one inmate has actually been placed in such a program.

2. Mentally Handicapped

There are no special cells for those inmates who are mentally impaired. The jail staff attempts to find a type of "working personality combination" that will allow these inmates to be safely housed with other inmates. Therefore, jail staff must be constantly alert to conflicts which may arise due to limited housing options.

3. Mentally Disturbed

There are no special cells for those with mental disorders. Inmates who can be suitably maintained and/or medicated by Mental Health Department representatives are housed. However, the current jail does not allow for these inmates to be separated from the general population. Inmates in need of more supervision and treatment are transported to a mental health facility in Fresno or some other suitable area with a mental ward.

4. Suicide Risks

In 1989, four suicide attempts occurred. Preventative measures vary according to the particular situation. In most cases, a known suicide risk will be placed on watch, with 15 minute interval checks by staff. Inmates housed with the suicide risk are notified of the potential and are asked to notify staff if any problem occurs. Attempts made by persons unknown to be suicide risks are evaluated by mental health personnel, and pending evaluation, are either sent to a mental health facility in Fresno or Merced, or are housed in the jail with 15 minute watch.

5. Juveniles

It is the policy of Mariposa County that no juveniles are booked into or housed at the Mariposa County Jail.

F. Facility Inventory

The Mariposa County Jail, located in the town of Mariposa, is a Type II facility with a county rated capacity of 26 beds, and a Board of Corrections rated capacity of 19 beds. It houses pre-sentenced and sentenced male and female adults. The jail was constructed in several phases. The initial phase was constructed in 1967, and included two 4-bed cells, each with a dayroom with two additional bunks; and one single bed cell, for a total of 13 beds. It also included a booking area, Sheriff's dispatch/jail control center, small kitchen and laundry, one non-contact visitation cubicle, identification lab, storage, an outdoor recreation yard and a fence-enclosed vehicle sallyport. In about 1976 an addition was constructed that included six single cells (in 3 groups of 2 cells with each group sharing a dayroom space) and a multipurpose programs room; this addition increased the rated capacity of the facility to 19 beds. In 1985 additions were constructed for a new kitchen and, on the opposite side of the building, additional office space for the jail commander, crime prevention, evidence storage, a computer room and animal control office. Since then second bunks have been added to all the single cells, increasing the jail capacity to the current 26 beds.

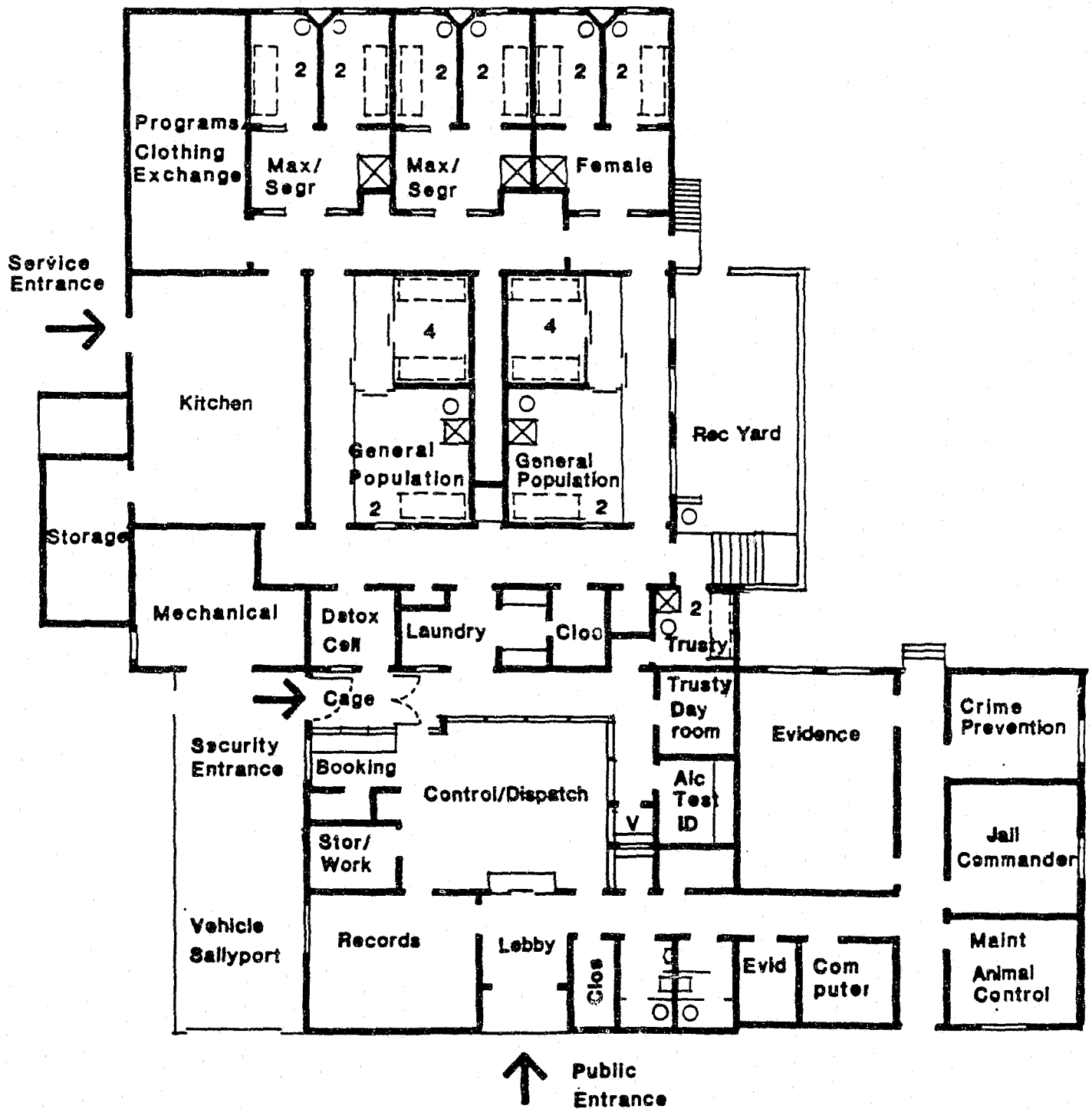
The following is Consultants' area analysis and is followed by conclusions.

1. The jail is significantly short of space in all areas.

The area of the facility is as follows (in square feet):

Original Jail (1963)	3,788
Cell Addition (1976)	1,232
Kitchen Addition (1985)	516
Jail Commander's Office (1985)	144
ENCLOSED JAIL AREA:	5,680
Recreation Yard	386
Vehicle Sallyport	402
TOTAL JAIL AREA:	6,468
Enclosed Jail Area / Bed	218
Total Jail Area / Bed	249

The total jail area is quite low for the number of beds, and is indicative of the fact that the facility was constructed under code requirements that are less than currently required, and also that the facility has 26 beds in use compared to a design capacity of 19 (73 percent overcrowded). New jails designed to current codes tend to have around 400 sq. ft. per bed; using this ratio, a 26 bed jail would have around 10,400 sq. ft., compared to the 6,468 sq. ft. of the current facility.



FLOOR PLAN

Mariposa County Jail



North

0 10 20

2. The original cell areas have far less space than is currently required, and the multiple bed cell configuration would not be allowed by current codes.

In housing areas, current codes require 70 sq. ft. for single or double cells, and 50 sq. ft. per bed in dormitories (8 to 64 beds per unit); multiple occupancy cells (3 to 7 inmates) are not allowed. In addition, 35 sq. ft. per bed is required for dayroom space. The six cells with dayrooms in the 1976 addition are the only housing areas of the jail in compliance with current code requirements; the two 6-bed cells and trusty cell have much less area than currently required, and the 6-bed cells would not be allowed at all.

3. Sallyport and intake processing areas are too small, lack holding facilities, are not efficiently arranged and are not secure.

Intake processing is as follows:

- Arrestees are brought into the facility from a makeshift chain link vehicle sallyport through a single security door operated from dispatch/control. A gate is closed across the corridor to form a cage in front of the booking window; this corridor/cage constitutes the only holding cell in the facility (other than the detoxification cell). As this cage is the only secure entrance into the jail, there is a conflict if another arrestee must be brought in while a booking is in progress. If a DUI (drunk driver) is brought in, he is first taken to the identification room on the opposite side of the facility, where the breath test machine is located, then backtracked to the booking cage for processing.
- After initial booking processing is completed (using a computerized booking system), the arrestee is taken down the corridor to the identification room where fingerprints and photos are taken.
- From the identification room the arrestee is taken back to the detoxification cell, through the jail past a cell area to the programs room, where jail clothing is issued and a final search is done. From there the inmate is taken back to housing. If the detoxification cell is in use, the arrestee must be taken through the laundry/staff kitchen area to reach the jail.
- The configuration of the jail which requires passage through the detoxification cell can disrupt its use. The Sheriff's Department feels that this and the difficulty of being able to separate intoxicated male and females indicates the need for an additional detoxification cell.

The lack of holding facilities in the intake process means that there is no way to hold an arrestee for a period of time to facilitate bail or other release without processing him into jail housing -- a waste of jail bed space and added operational cost. The physical separation of the jail processing areas is time consuming and an inefficient use of staff time; it also removes staff from monitoring other inmate areas. Release also takes place in the same areas as intake which, with increasing booking traffic, will result in conflicts. The use of the programs room for clothing exchange and searching also can compromise program activities. The use of the corridor for an intake cage compromises emergency exiting.

4. Housing areas cannot be supervised by staff due to the linear configuration of the jail.

From the main control and processing area, staff has no view whatsoever of housing areas, other than closed circuit television coverage of corridors. Staff must move through the jail to view into the cells, and only one cell at a time can be seen. Whenever a staff member is not present (most of the time), inmates are not supervised. Incidents, assaults and suicide attempts may take place in the intervals between staff rounds. Contemporary jail designs stress good staff visibility of housing areas from control locations, with full visibility of dayrooms and cell doors provided at all times.

5. Perimeter security is poor.

The security of the jail is accessed through single doors only; there are no security vestibules with interlocked double doors that prevent break and run escape attempts. The transfer of inmates to and from vehicles in the sallyport is in full view of the public on the adjacent road. The window from the vehicle sallyport into the booking area is of normal non-secure construction; thus only the cyclone fencing of the vehicle sallyport forms the security perimeter from this area. The window from the control area to the public entrance is operable and secured by two billy clubs jammed into the frame; this situation compromises the control center of the jail as well as all Sheriff's communications.

6. Outdoor recreation is undersized, lacks good security and cannot be efficiently supervised.

The recreation courtyard is small in area and has a cyclone fence covering which is too low to permit active sports. The low screen height also allows easy inmate access to the screen which could facilitate escape or contraband passage. The yard is difficult to monitor unless staff is located in the yard which is staff-intensive and costly.

7. There are no single cells and an inadequate number of housing units, which makes it impossible to properly separate inmates of incompatible classifications.

The facility contains only six separate housing locations and no single cells. This must serve for all inmate custody classifications, including male and female separations. In current jail designs it is usual to provide 15 or more housing areas to separate the fundamental classifications -- intake, general population, maximum security, disciplinary segregation, administrative segregation, medical, mental health, protective custody, minimum security, and work furlough. Current standards require equal provisions for each sex as well. Separation of potential enemies is also necessary, which may increase the number of housing units. In small jails, a high percentage of single cells is usually needed to satisfy classification separation needs.

8. The programs room cannot be utilized because staff is not available to supervise it.

The programs room is a very functional multipurpose space that in the past has been used for programs such as education and substance abuse counseling. Due to lack of staffing, it has not been possible to supervise the room while in use, and there have been problems. This has resulted in an ending of these programs, a significant loss to the inmates and a lost opportunity for rehabilitative efforts.

9. Female inmates have inadequate separation from males, and cannot make use of recreation, program and visiting facilities without passing by male inmates.

All female inmates are housed together in one of the 2 cell/1 dayroom groupings. As the number of female inmates is typically small (less than 4), this arrangement is generally adequate. However, all access to this cell group must pass in front of male cells. This means that all female movement in the facility -- arrestees entering the facility, court movements, access to recreation and visiting, and release -- is subjected to exposure to male inmates in cell areas. This compromises female as well as male inmate rights to privacy, and complicates jail management and provision of equal access by females to programs and services.

10. Laundry facilities are inadequate.

The laundry is an alcove only 4.5 ft. square, with one washer and one dryer, both of normal household size. These machines are inadequate in size and durability for institutional use. Larger machines have been budgeted, but cannot be purchased because there is no space to install them.

11. The kitchen is not being fully utilized.

Food service makes use of purchased frozen meals, rather than preparing food on site. The kitchen that was added is adequately sized for a full food service operation, but is used primarily for heating the frozen meals and clean-up. The frozen food system may be more cost-effective than employing food service staff for the current jail size; costs should be monitored if populations increase.

12. Plumbing fixtures and pipes are wearing out.

Plumbing systems are aging and require continual maintenance. Replacement parts for older fixtures are difficult to find. Installation of a disposal system is needed to prevent back ups and problems in the sewage treatment plant. Maintenance costs of plumbing systems will increase over time, and jail operations will be impacted by inoperable fixtures.

13. Improvements to heating and cooling systems, and good building insulation, help to maintain reasonable comfort.

Over a period of years the original heating and cooling systems have been replaced with modern roof-top package air conditioning units. The last area of the original building is scheduled for upgrading this year. These upgrades, combined with good building insulation, will make it possible to maintain reasonable comfort in the facility.

14. Life safety systems are inadequate.

Life safety provisions required by current codes do not exist in the jail. There is no operable fire alarm system, and smoke detection and fire sprinklers are installed only in limited areas.

- 15. No medical capability exists in the facility; inmates must be escorted off-site for all medical examinations and services.**

Sick call, medical / dental examinations and treatment must be done off-site, as no medical examination or treatment capability exists within the jail. This situation results in operational expenses to transport and provide security for all medical services. Provision of medical services in the facility would probably reduce operational costs; however, there is currently no available space to do this. In addition, the jail does not have an area which could be used for mental health interviews and counseling.

- 16. Natural light is not accessible to inmates in the cell adjacent to the kitchen addition.**

When the kitchen was added, windows providing light to one of the 6-bed cell areas was blocked. Lack of access to natural light violates code requirements. Skylights with security grills could be added to rectify this situation.

- 17. Parking is inadequate.**

The current jail site has limited parking. Street parking in the vicinity is also limited due to the proximity of the court house and other county functions. This adversely impacts jail visiting and other jail and Sheriff's functions.

The Mariposa County Jail is obsolete compared to current jail operational and design principles, codes and standards. Its linear configuration makes it impossible to adequately supervise and manage inmates; modern jails configure housing units geometrically to allow an officer to easily supervise and manage the inmates. The Mariposa Jail has an insufficient number of housing units and single cells to separate the various inmate classifications. The jail has far less space in inmate living areas than current codes require. Women inmates cannot equally access programs and services without passing through male housing areas. Key processing areas, particularly booking, lack proper space and are inefficient to operate due to the building configuration. Many other of the jail operational and support areas are undersized, poorly arranged and inefficient to use. Security of the jail structure is poor in spite of improvements made to some of the systems over the years. Plumbing systems are wearing out and will be expensive to repair and upgrade. Certain functions cannot be provided at all in the existing jail, particularly medical services, due to lack of space.

G. Population Projections

Jail population projections are generally made on the basis of historical trends in the average daily population (ADP). When possible they may be modified by the expectations of growth in the general population and other quantifiable factors such as crime rates, the growth of particular age groups, and trends in prison and parole management. There is considerable fluctuation in the jail ADP rates from day to day. As a result of this, the statistical projection techniques are normally limited to straight-line extrapolation of the past data (since curves are difficult to describe mathematically unless they are very smooth). In addition no one can foresee the future; even when the projections are expertly made, unexpected influences arise at unpredictable intervals and confound the results.

Projections can serve only as a guide for those responsible for jail management and should not be taken as immutably accurate even in the best circumstances.

The Mariposa County Jail in 1979 had an ADP of 12.4 inmates. By 1989 this had grown to 25.3. Since the BOC rated jail capacity is 19 persons (established in 1983) the jail has been at capacity for the last four years and will not contain much further growth.

Most of the population is male, but female prisoners have been growing at a much faster rate in recent years, to the point where they are now over 10% of the total incarcerated population, as is illustrated in figures G1 and G2. There is a very strong periodic trend for females in custody. This is much less pronounced with males, and thus with population overall. (See G3).

About 60% of the confined males are serving sentences, fairly consistently (see G4); but there are relatively large numbers of sentenced females appearing at intervals which, oddly, are spaced a little further apart than annual cycles, so that while the peaks were in the summers of 1984 and 1985 they fell in the winters during 1987 -1989 (see G5). It is this phenomenon which accounts for the periodicity of female ADP.

Two interesting trends are shown in the annual bookings. First, as might be expected from the proximity to Yosemite National Park, there is a strong seasonal trend to the bookings, (G6). Summer is highest overall, with the peaks in September and May corresponding, presumably, to Labor Day and Memorial Day weekends. Since, as noted above, the seasonal effect in ADP is much weaker, it seems that the summer bookings are for less serious offenses where the violators are released rather quickly. Second, while the number of males booked has grown only moderately since 1979, there has been about a 300% growth in females booked (see G7 and G8). Male bookings actually declined slightly until 1986, at which point they took a sharp turn upward. (The earlier bookings may be too high as they apparently include some juveniles, who do not appear in the later years.)

Not only has the number of bookings risen steadily, there has also been an increase in the length of stay (LOS) (see G9). This has risen from a low of about 4 1/2 days in 1980 to nearly 8 days at present. There has been a substantial increase in the LOS for sentenced males, from about 10 days in 1984 to about 18 days by the end of 1989 (G10). There appears to have been an increase in the stay of unsentenced females also, though there is too much scatter in the data to be very confident of this (G11). The combination of increased bookings and increased length of stay has driven the ADP upward to a point where overcrowding has become a serious issue.

Figure G 1

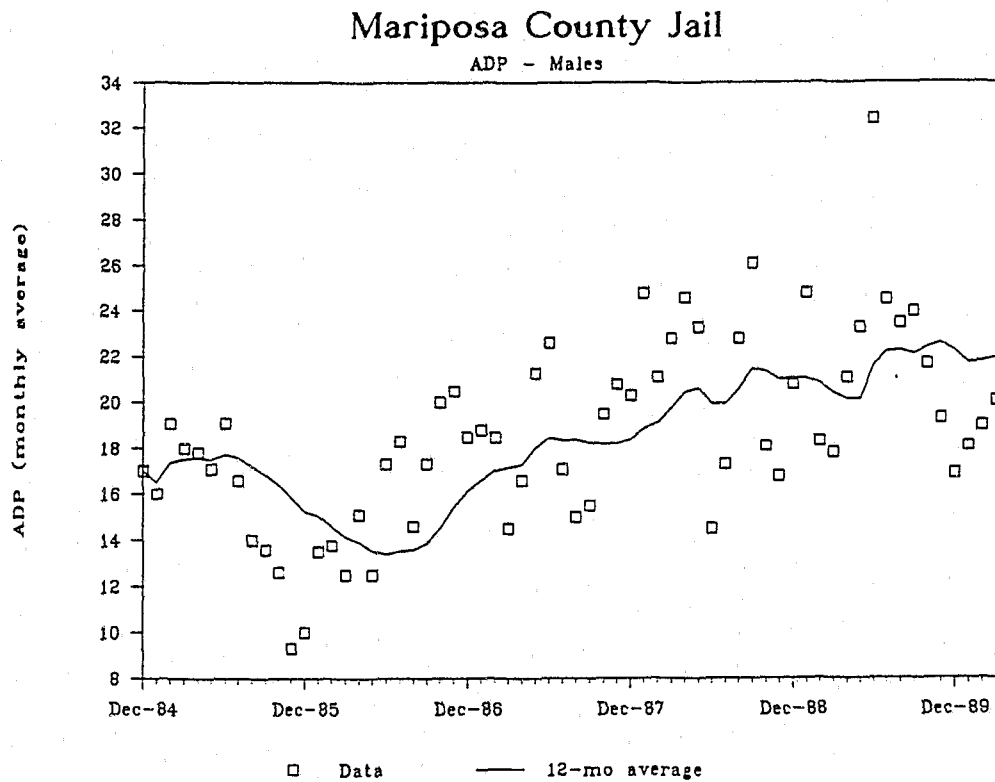


Figure G 2

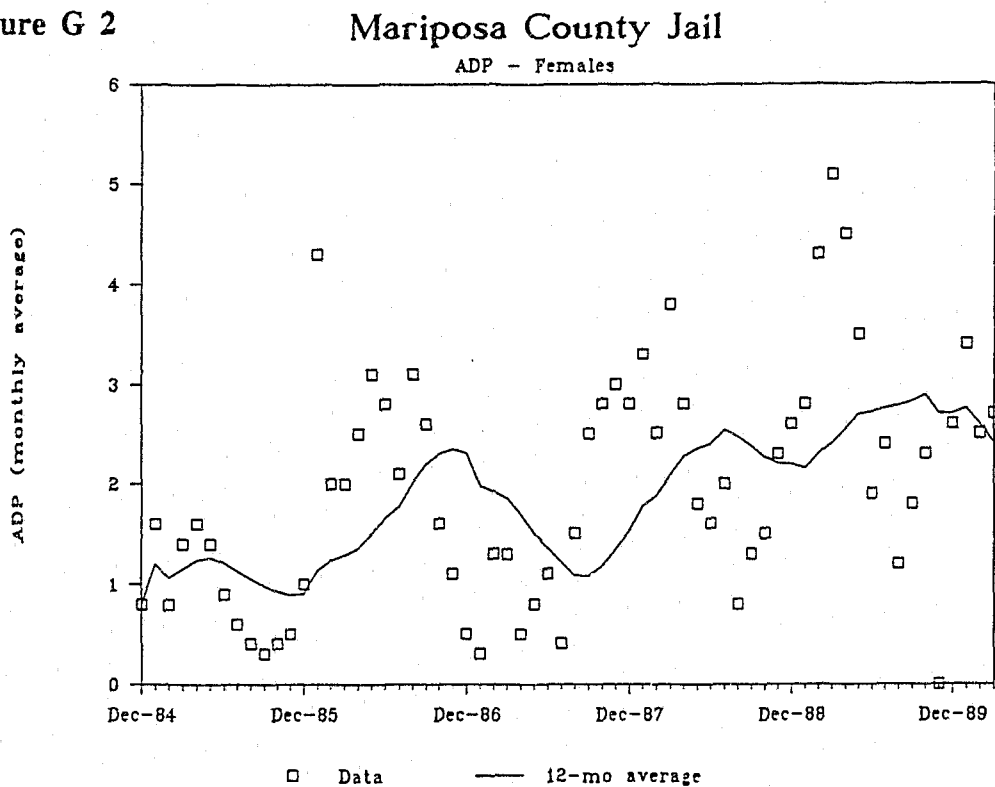


Figure G 3

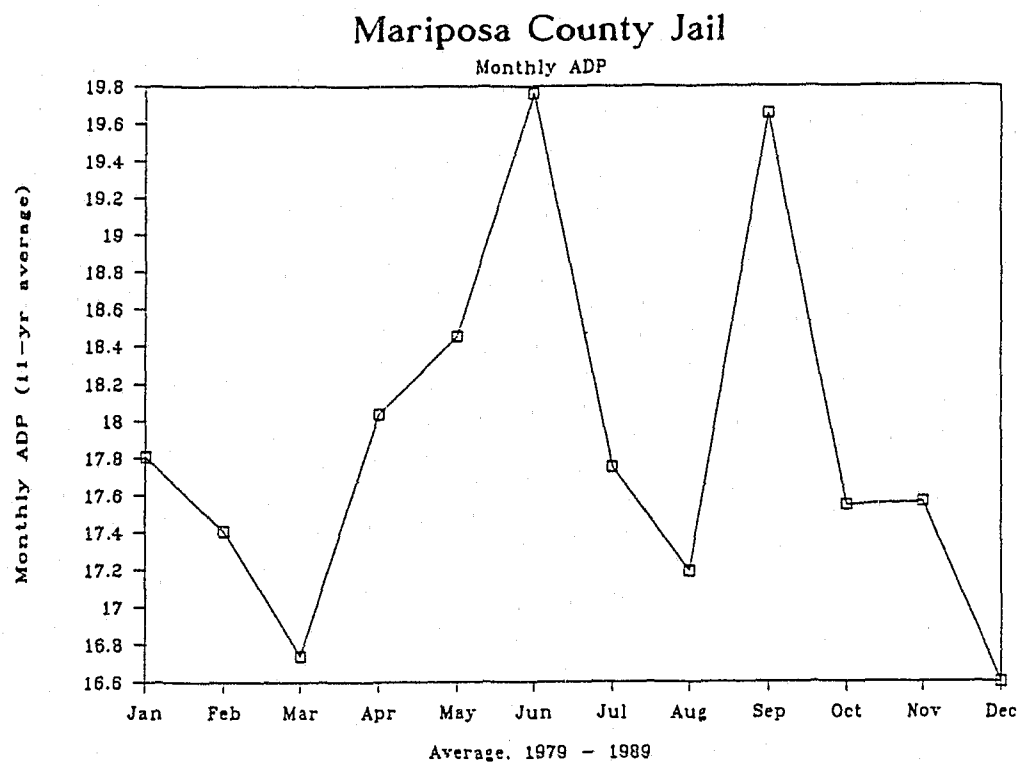


Figure G 4

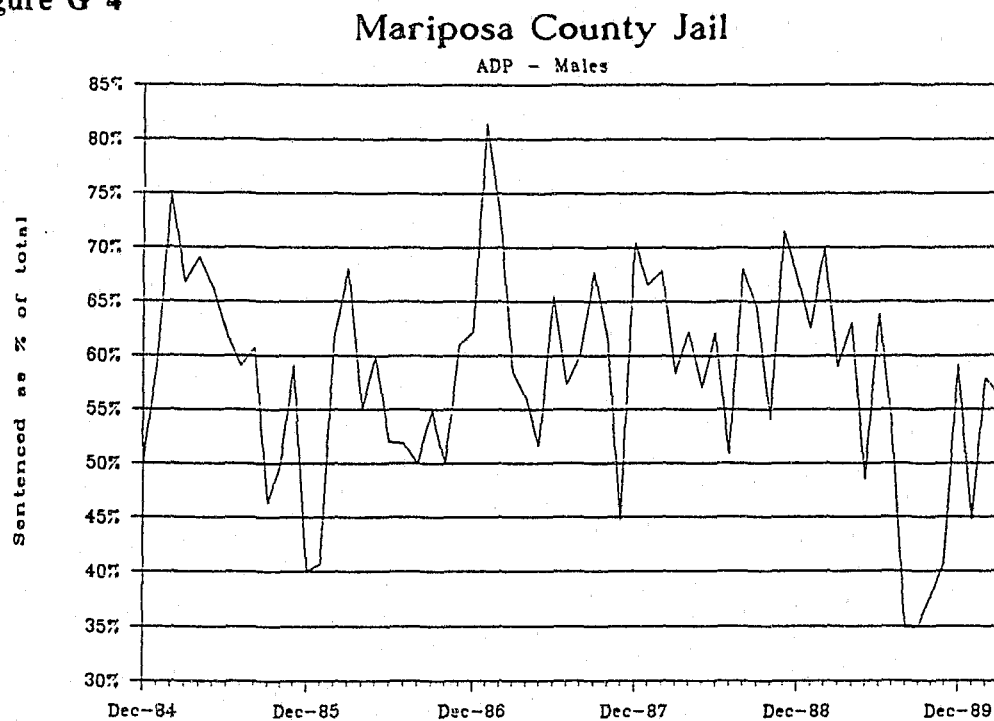


Figure G 5

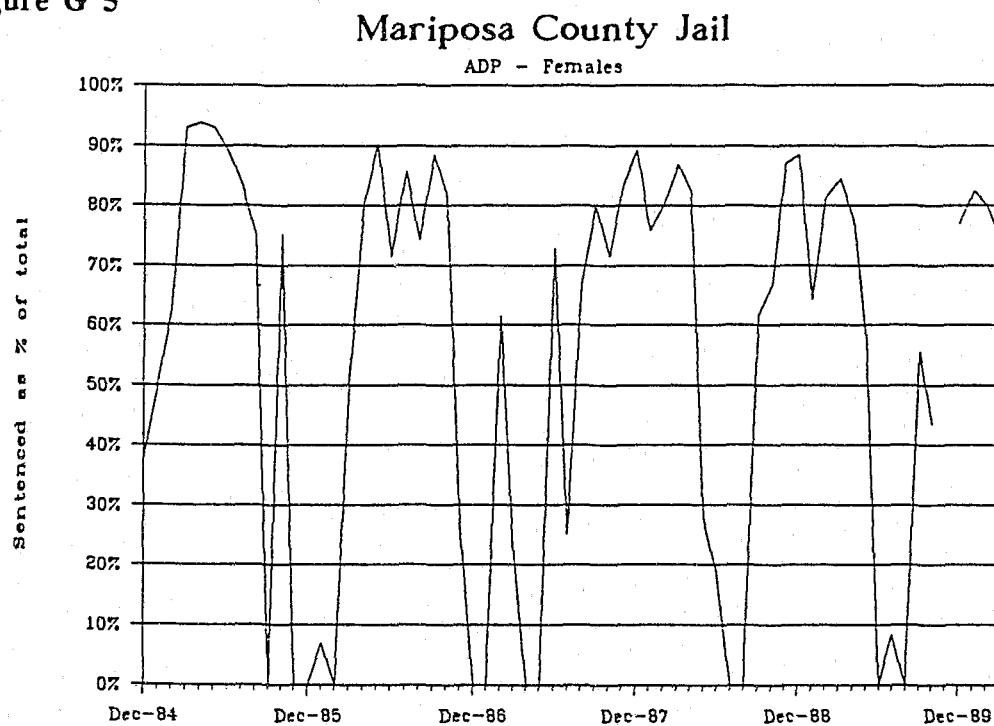


Figure G 6

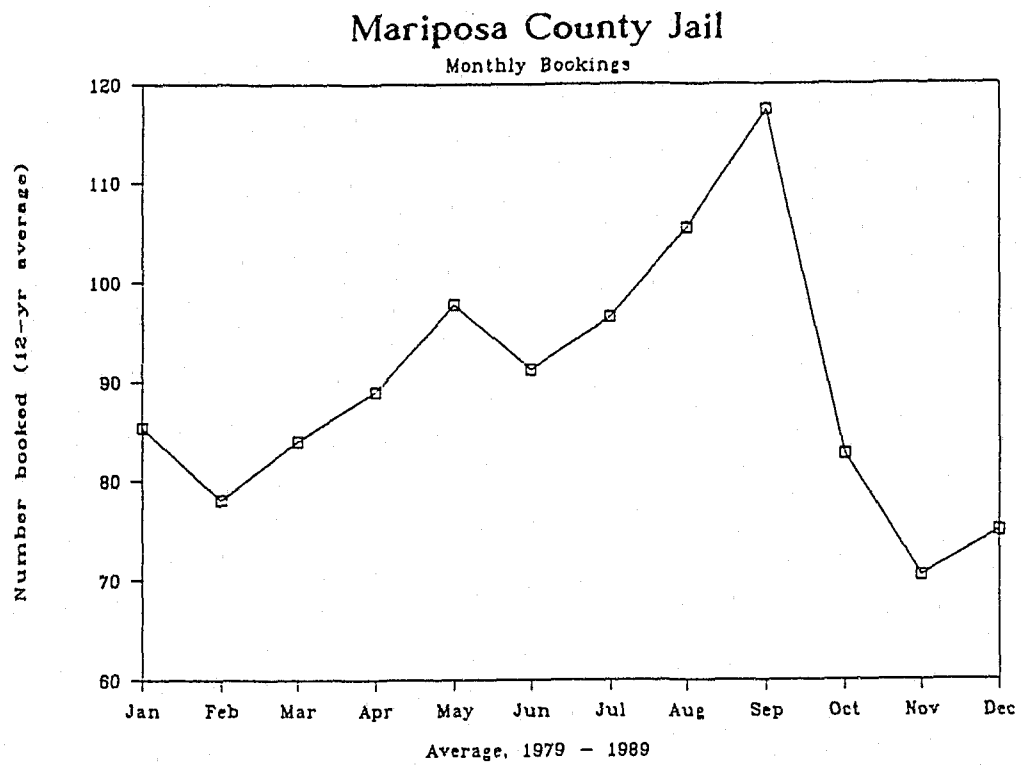


Figure G 7

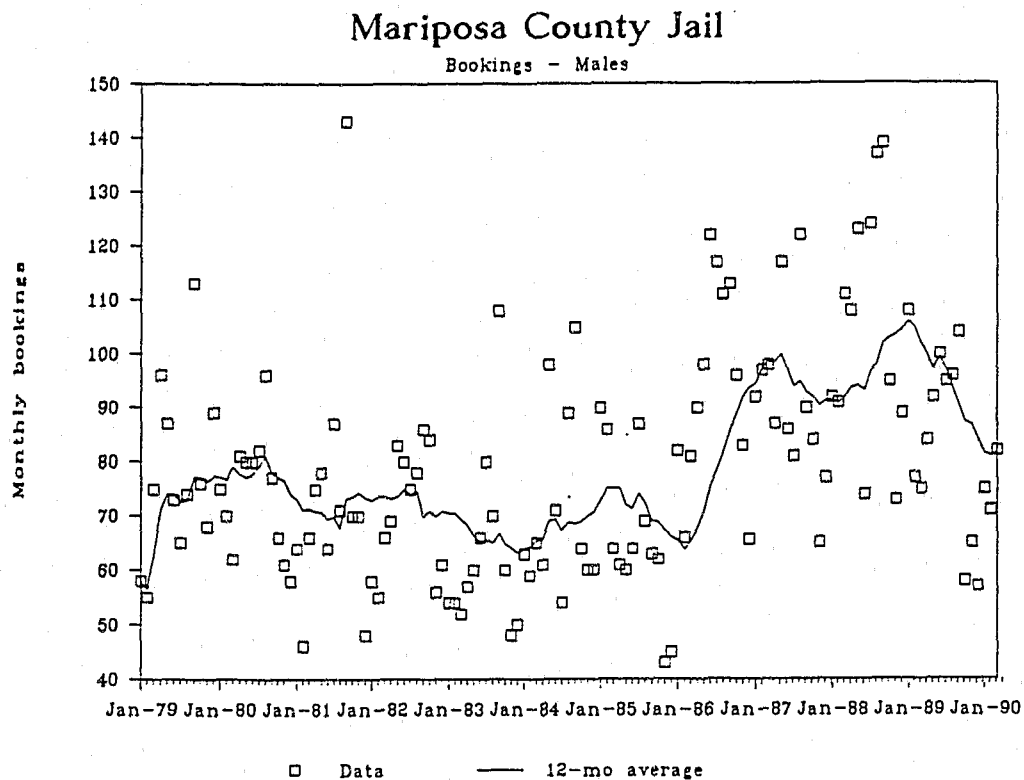


Figure G 8

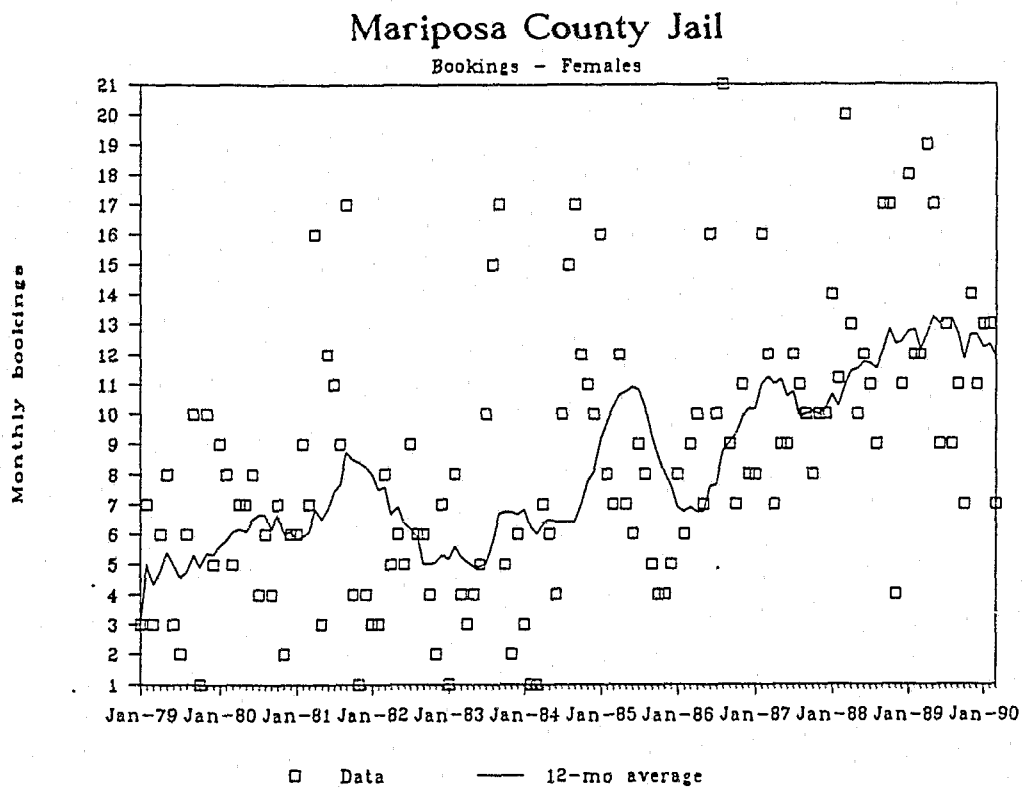


Figure G 9

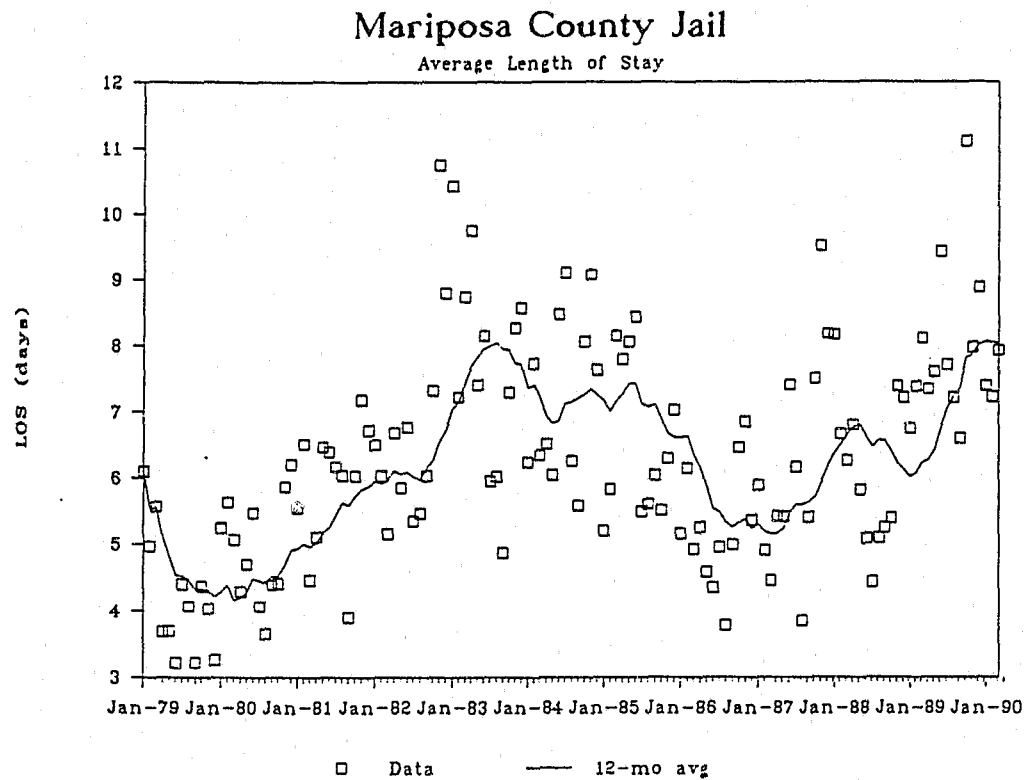


Figure G 10

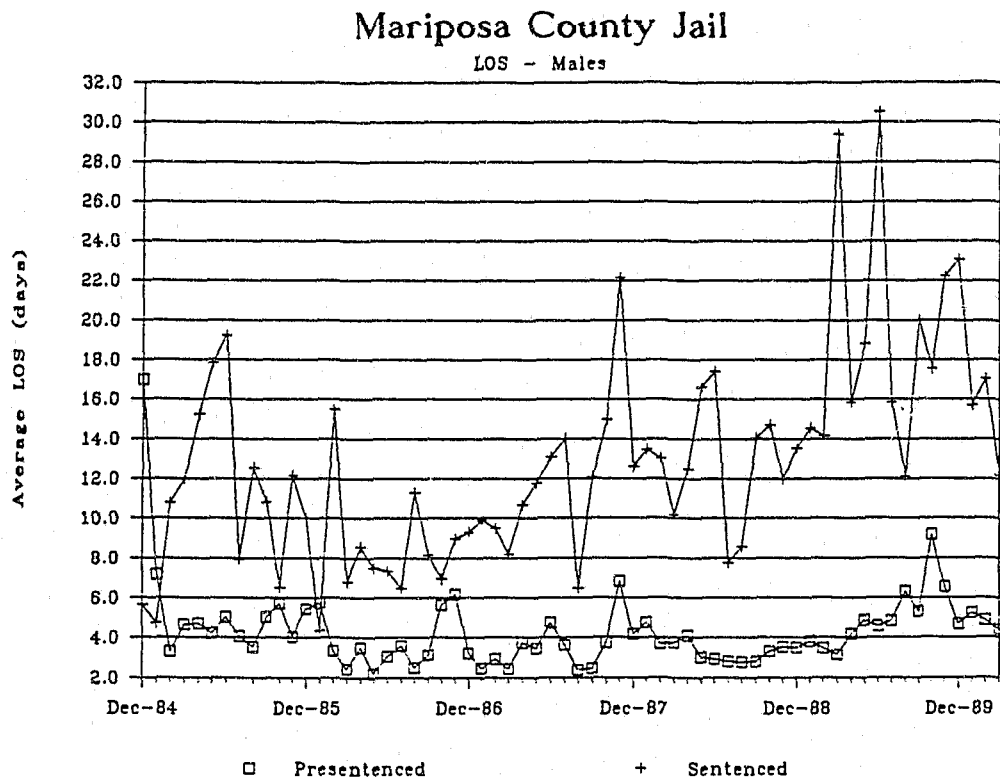
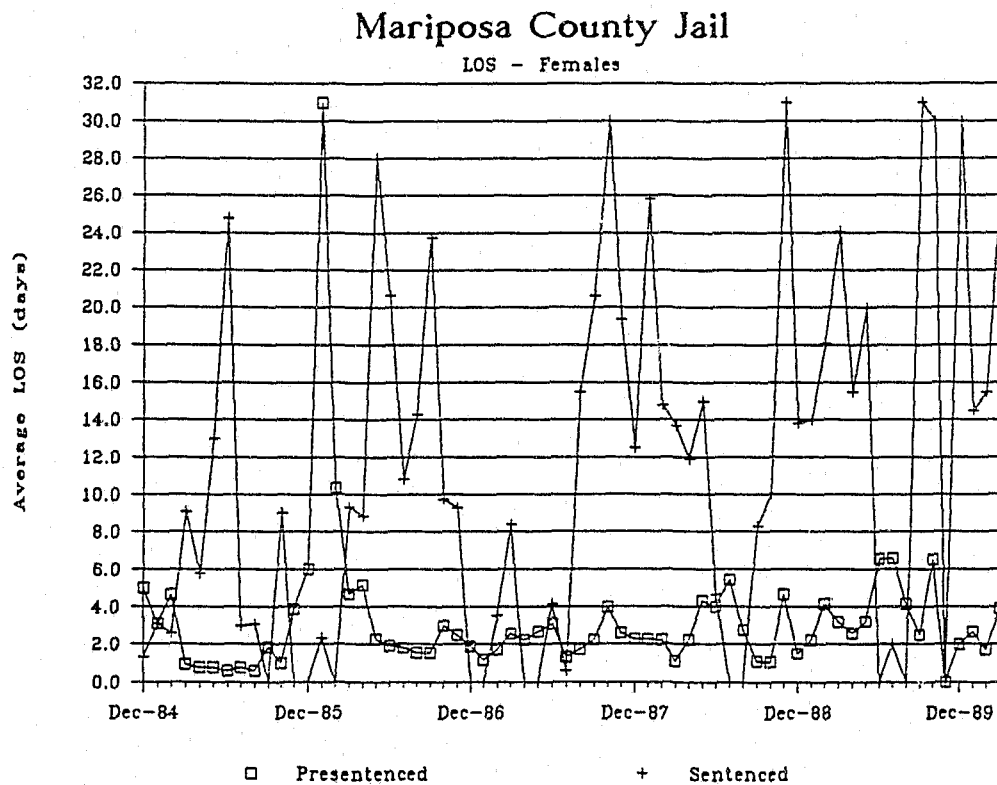


Figure G 11



Two methods are used to estimate future jail population. In the first, the past trends are extrapolated, while in the second demographic factors are considered.

Each method has its shortcomings. The projection of past trends assumes that the trends will continue. They may well do so, at least in the short run, but the method reaches absurdity when the jail population is growing at a much faster rate than the county population since, if extended far enough, it would place the entire county in jail.

The demographic method starts with the well-known fact that arrest and incarceration rates vary considerably with age, race, and sex. Since fairly accurate projections of these factors are available, they can be used to calculate the population at risk for being arrested at various times in the future. However the ways in which the criminal justice system handles arrestees are not fixed. Changes in these can affect jail populations mightily. For example, the California Blue Ribbon Commission on prison overcrowding recently concluded that the explosive growth in prison population over the last ten years is due not to growth in the crime or arrest rates but rather to things such as changes in sentencing practices and the return of probation violators. Although the report was written with prisons in mind, many of the conclusions apply to jail populations as well.

In Mariposa County, where rapid population growth is expected, it seems wise to take demographic factors specifically into account when making the projections.

Methods A, B, and E: extrapolation of past trends. The projections of past trends can be done in two ways. In the simplest (A), the historical ADP is simply extrapolated. A somewhat more refined procedure (B) is to calculate the average length of stay (ALS), extrapolate ALS and bookings separately, and then multiply them together to give ADP. This latter method is more instructive in that it indicates whether ADP growth is due to more people coming into the jail or to their staying there longer. In Mariposa County both factors have been increasing at a substantial rate.

Method E uses the projected bookings but the (constant) average LOS for the period of observation.

These three methods were used on the 12-month moving averages (to eliminate seasonality) for the baseline period 1980-1989. Method B gave the highest projection of any method tried - an ADP of 56 by 2010.

Methods C and D: demographic estimates. The age-sex forecasts for Mariposa County as prepared by the Department of Finance were obtained. The population was assumed to be all white (it was in fact 94% white in 1980). Arrest rates, by age group, sex, and felony or misdemeanor were taken from Crime and Delinquency in California, the annual report of the Department of Justice (DOJ) for 1987 and 1988; arrest rates were taken to be equal to bookings rates. The numbers of persons in each of the projected age-sex groups were multiplied times that group's probability of arrest for felonies and for misdemeanors to give a first approximation to the predicted bookings.

These numbers were compared to actual total bookings. It was found that bookings in Mariposa County substantially exceeded the predictions, presumably reflecting depressed economic conditions in the county. A correction factor was derived which, when multiplied times the first estimate, gave a corrected estimate of bookings. This factor, though it fluctuated considerably, did not show any consistent trend over time.

The predicted (corrected) bookings rates were multiplied times the average LOS to give projection C and times the trend in LOS to give the projection shown as model D.

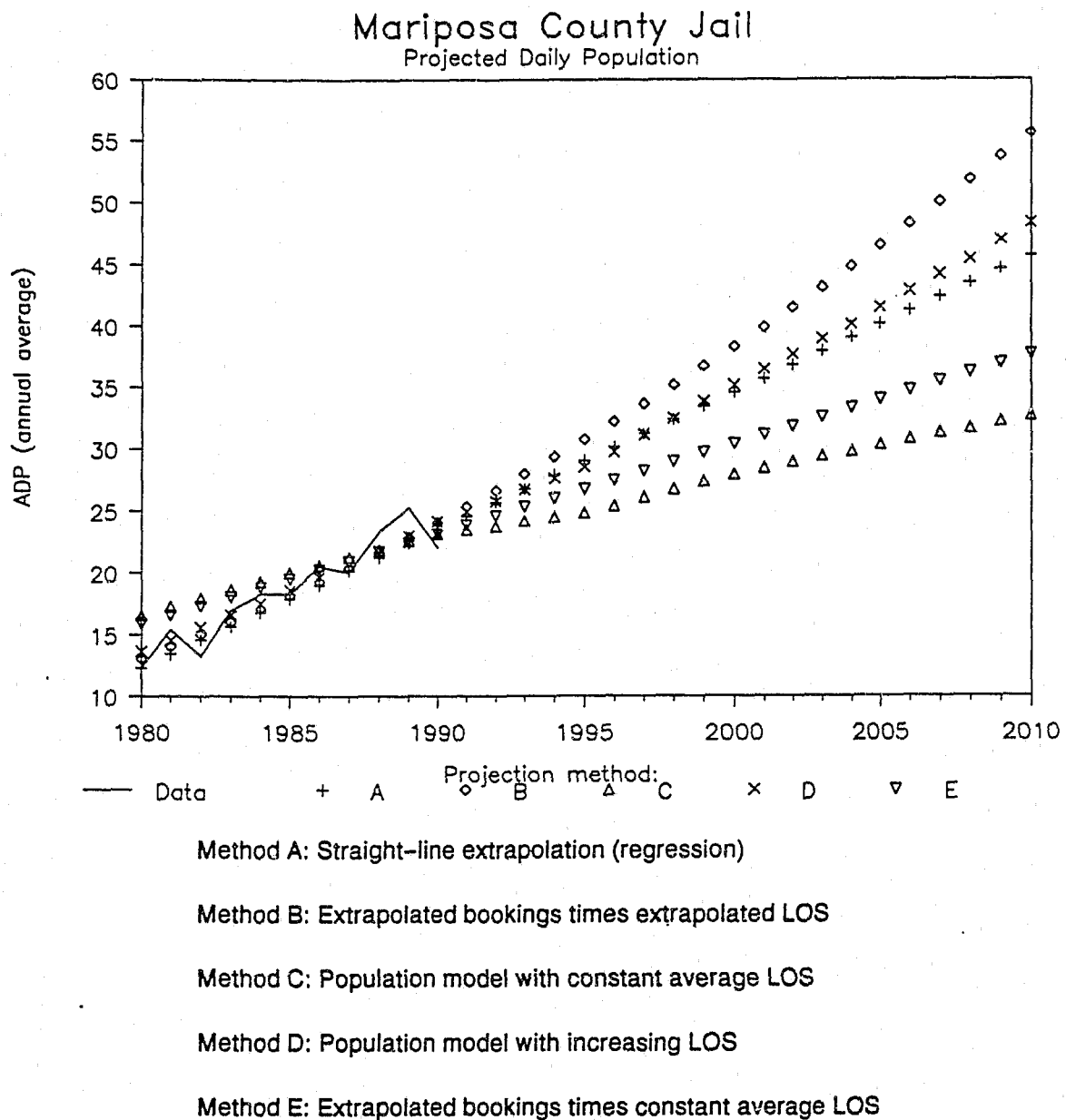
The five methods give values ranging from an ADP of 33 to 56 by 2010. How can they be interpreted? The first observation is to say that 2010 is a long time away, and conditions can change greatly by then: the county would be well advised to update its forecasts every few years at least.

Department of Finance projects that Mariposa County will show strong growth throughout the period under study. In contrast with most counties, males will outnumber females, especially in the younger, more crime-prone ages. There will, however, be a gradual aging of the population during this period. Since the arrest rate is known to fall with age, the fraction of the population at risk for being arrested will decrease correspondingly.

It is almost certain that bookings will increase because of this population growth regardless of the crime level in the county. It is less clear that the average length of stay in the jail needs to increase indefinitely - to a predicted 10 days by 2010. The cost of building and operating the facilities required to sustain this population would be substantial. Consultants suggest that the length of stay could be kept in check by improved management techniques and alternative programs, and that projections based upon an increasing LOS (Methods B and D) are likely to be higher than necessary.

Method C, on the other hand, may be too low. It is based on arrest rates only. Though arrest rates have not been rising rapidly in California, incarceration rates have, because of court delays and different treatment of the prisoners. LOS will probably continue to rise, at least for a while. A prudent compromise would be to take a value between those shown in Models C and D - perhaps an ADP of 40 by the end of the period - as the basis for expanding the jail facilities. This is close to the projection shown as method E. Other projection methods are possible which would add to the confusion. Perhaps most important to remember is that the population of the jail is to a considerable extent under the control of the criminal justice system - the sheriff's patrol and the courts as well as the jail management - and a continuing systemwide commitment to manage the jail population will best serve the taxpayers of Mariposa County.

Figure G 12



H. Regionalization

In assessing local detention and corrections needs, the possibility of regionalization of facilities, programs, operations and services, or support services must be addressed. Facility sharing may exist through instances of contractual agreements between counties, to supplement jail space on a temporary basis (i.e., to solve temporary problems of overflow, inadequate staff/inmate ratio, etc.). The basic case for regionalization will be addressed through an examination of adjoining Madera, Merced, Tuolumne, Mono and Stanislaus Counties. Although Fresno County does not border Mariposa County, it has shared facilities in the past and will, therefore, be included. Each will be reviewed for capacity, geographic location, and jail population size.

1. Madera County

Madera County borders Mariposa County to the east. Madera, where the only jail in the county is located, is approximately 50 miles from Mariposa. The BOC rated capacity of the jail is 292, including 5 infirmary beds. The average daily population for 1989-90 was 277.9, including both males and females. The jail is currently overcrowded and is double-bunking the minimum security cells. In the past, Madera County has sent some protective custody inmates to the Mariposa jail.

2. Merced County

Merced County borders Mariposa County to the southwest. They currently have three facilities. The main jail is in downtown Merced and has a BOC rated capacity of 192 and the average daily population has been at 250. The Minimum Security Jail was just completed in May of 1990. Its BOC rated capacity is 372 and the ADP is currently at 290. However, the jail staff sees this as increasing to full capacity by the end of September based upon the fact that since opening they have received over 70 new inmates. The third facility is the Work Furlough Barracks which has a BOC rated capacity of approximately 100, and the current ADP is 99. In the past Merced County has utilized facilities outside its county to house inmates. Although there is the possibility of sharing some minimum security space at Merced with Mariposa County, present projections indicate that there will be few spaces available in the near future.

3. Mono County

Mono County lies to the east of Mariposa County. In June of 1989 Mono County completed a new facility in Bridgeport, converting the old jail into county office space. The new facility has a BOC rated capacity of 30, however, normal average daily population runs 80% above this stated number. In the past, Mariposa and Mono counties had an agreement in which Mariposa housed approximately 12 inmates in the old Mono county jail. With the current overcrowded status of the Mono County Jail, it is unlikely that future sharing of facilities will be feasible.

4. Tuolumne County

Tuolumne County lies north of Mariposa County and parts of it extend into Yosemite National Park. They have one facility with a BOC rated capacity of 66, and an average daily population size of 106-108. They are currently adding 42 beds to their facility for minimum security, work furlough and a control room area.

Construction is scheduled to begin in December of 1990 and will be completed by January of 1992. In the past Tuolumne has loaned trustees to Mariposa County, but has not housed inmates. With their current overcrowded status, it will not be possible to share facilities with Mariposa inmates. The driving time from Mariposa to Sonoma, where the Tuolumne County Jail is located, is approximately one hour.

5. Fresno County

Fresno County lies to the south of Mariposa County and while it is not adjacent, Mariposa has shared facilities with Fresno in the past. The driving time from Fresno, where the main jail is located, to Mariposa is approximately two hours. Fresno County has just completed construction of a new facility and now has a total of four inmate facilities. The old jail, or Annex, has a BOC rated capacity of 511 and an average daily population of approximately 825. This jail has a court ordered cap of 836 inmates. The new Main Jail has a BOC rated capacity of 424 and an ADP of 1,091. This facility became immediately overcrowded and the county is planning to begin construction on a new jail in the fall of 1990. The Branch jail has a BOC rated capacity of 384 and an ADP of 399. The Work Furlough facility has a BOC rated capacity of 84 and an ADP of 69. With the severely overcrowded status of the Fresno facilities, it will not be possible to share facilities with Mariposa in the near future.

6. Stanislaus County

Stanislaus County borders Mariposa County to the west. All three facilities in Stanislaus County are in Modesto. The Men's Jail has a BOC rated capacity of 333 and an ADP of 460. The Women's Facility has recently added a modular unit, but this unit is not counted in the BOC rated capacity of 88. The ADP at this facility is 139. The Honor Farm is intended to house only sentenced inmates; however, due to overcrowding, the Farm also holds pre-sentenced inmates. The BOC rated capacity is 306 and the ADP is 381. Due to the overcrowded situation in Stanislaus, it is unlikely that the county will be able to share facilities with Mariposa County.

Planning and Policy Options

PLANNING AND POLICY OPTIONS

The options section includes both program and facility options. Program options provide means for lowering the amount of inmate beds needed while the facility options provide three scenarios for correcting deficiencies in the jail and expanding the number of beds to meet projected demand.

A. Program Options

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

The criminal justice system of any jurisdiction is an interdependent system. Increases in the use of one particular program may result in decreases in another. The courts, probation, and law enforcement may subtly change sentencing or arrest policies based on bed availability, program participation or success or failure rates, and community pressures. It is therefore not feasible to predict an overall bed savings if all programs were implemented. Indeed, the degree of implementation, types of crimes committed in the future and characteristics of offenders who commit them will have a bearing on the predicted beds saved for any given program.

Predicting exact costs for program options is also extremely difficult. Many factors can influence program costs. It may be possible in some cases for program changes to not actually cost anything extra by shifting staff or creating a more efficient program process. Consultants, therefore, have given only rough cost estimates.

Due to the small size of the population of Mariposa County and the small number of bookings into the jail, instituting cost effective programs can be difficult. This is due to the low number of eligible participants and the resulting high staff to participant ratio. Interviews with county staff and tracking data indicate that pretrial release is used adequately and that an informal system is in place. However, it has also been indicated that a lack of coordination among the various players involved may result in some lost opportunities for early release.

1. Expand Sheriff's Parole

- a. Program Elements
 - Use to control jail population and create incentives for sentenced inmates
 - Use to supervise drunk drivers on release, with antebuse, etc.
 - Consider electronic monitoring placements
- b. Pros
 - Flexible
 - Adds supervision
 - Saves beds

- c. Cons
 - Requires some staffing
 - Some program failures
 - d. Costs
 - Minimal staff time (Probation is responsible for monitoring)
 - e. Impact: Estimated at 1-2 beds saved
- 2. Institute a Pretrial Release Program for Felonies and Misdemeanors**
- a. Program Elements
 - Establish a point system for pretrial release.
 - Coordinate efforts of probation, courts and the Sheriff's Office.
 - Increase ability to process felons and misdemeanants beyond initial intake (ability to go back to ones the program was unable to release at intake)
 - b. Pros
 - Saves beds and jail costs
 - c. Cons
 - Additional staff needed
 - d. Costs
 - Staffing
 - e. Impact: Estimated at 2 beds saved
- 3. Expand Electronic Monitoring (Post-Sentence)**
- a. Program Elements
 - Use electronic monitoring to release eligible individuals
 - Could be used for work furlough participants
 - Currently contracting with Madera County through Mariposa's Probation Department
 - b. Pros
 - More cost effective than jail incarceration
 - Reduces demand for jail beds
 - Provides "punishment" and supervision
 - c. Cons
 - Staffing
 - Program set up and costs to run it
 - d. Costs
 - Staffing - 1 probation officer (\$31,000 salary and benefits) and approximately 0.5 FTE senior office assistant (approximately \$10,000 salary and benefits)
 - Set up costs (if the program expands beyond Madera County's capabilities)
 - Car (\$11,300)
 - Unit costs, \$8 per monitor/day (possibly offset in part by participant fees)

- e. Impact: Dependent on number of participants (essentially direct ratio between participants and beds saved); probably about 2-4 participants initially

4. Electronic Monitoring for Pretrial Release

- a. Program Elements
 - Use electronic monitoring to release defendants pretrial
 - Courts make the decision as to eligibility
 - Sheriff's Office or Probation, possibly in conjunction with the post-sentence program, would provide program service
 - Could be an added element of OR release
- b. Pros
 - Decreases demand for beds
 - Provides an additional method of pretrial release
 - Cost effective
 - Provides a supervised release option
- c. Cons
 - Funding may be problematic
 - Care must be taken not to duplicate or overlap other release modes
 - Possibility of program failures
- d. Costs
 - Approximately \$8/monitor/day; may be partially offset by participant fees
- e. Impact: Number of beds saved would be approximately equal to the number of participants

5. Use Supervised OR

- a. Program Elements
 - Establish set criteria for OR release
 - Probation would make a recommendation after interview with the defendant
 - Courts would decide whether to grant supervised release
- b. Pros
 - Saves beds
 - Saves jail costs
- c. Cons
 - Additional responsibility for probation staff
- d. Costs
 - Negligible
- e. Impact: Estimated 1 to 3 beds saved

6. Establish Alternative Housing for Detoxification and Mental Health

- a. Program Elements
 - Court ordered drug diversion;

- Court ordered into treatment facility;
- Assessment by alcohol and drug and mental health staff for early release to enter treatment program.

b. Pros

- Saves jail bed days;
- May reduce repeat offenders;
- Provides a supervised release option;
- Additional method of pretrial release.

c. Cons

- Program costs
- Accountability of program participants;
- Increase of expensive bed days for hospitalization.

d. Costs

- Psychiatric facility \$500 per day;
- Residential Alcohol and Drug \$70 to \$100 per day;
- Drug diversion (fee-for-service) \$300 to \$400 for short term of around 30 hours. Long-term diversion anywhere from \$1,000 to \$2,000 per participant. Most fees may be offset by participant fees and existing state reimbursed funding system.

e. Impact: May save anywhere from 5 to 10 beds daily.

7. Expand Work In Lieu of Incarceration

a. Program Elements

- Sentenced offenders perform community service work for the county instead of serving time in jail.
- Can be used as a modification of jail sentence (a mix of incarceration and community service).

b. Pros

- Saves beds
- Provides community service work for the county
- Does not require extra staffing (supervision provided by community service beneficiary)

c. Cons

- Program setup

d. Costs: Negligible

e. Impact: Estimated 2 beds saved

B. Facility Options

Consultant Findings

Substantial remodeling to the current jail without constructing an addition would require upgrading the facility to current code requirements. This would result in a loss of beds, because current standards require far more area per bed than now exist in the facility. Remodeling alone is not sufficient to meet Mariposa County's need for a total of 65 beds.

Solving the poor sight line problems would be difficult. It would involve opening up the plan by removing walls, which probably would require restructuring the building. This would be expensive and require that the building be vacated during the work. Given the current overcrowding of the facility, a remodeling project that resulted in even a temporary loss of beds would not be feasible, unless interim beds were provided elsewhere (which in turn would add to the project cost).

The cost of major remodeling alone would probably not be significantly less than that of new construction, and provide less functionality and fewer beds than might be obtained with new construction. Investing substantial funds into renovation would not be cost-effective on a cost per bed basis with the anticipated net loss of beds.

Thus, the primary options for improving the jail are:

- 1) Remodel the existing jail and construct an addition consisting of 39 beds and most operational and support functions;
- 2) Remodel the existing jail and construct an addition consisting of 55 beds and most operational and support functions; and
- 3) A new replacement jail.

Option 1: Jail Addition and Remodeling (39 beds)

Remodeling with expansion would be a primary option for correcting current deficiencies as well as meeting future needs. The existing site, however, is too small to allow for expansion of the jail. Acquisition of two adjacent land parcels to the west has been suggested (see diagram below). These two lots (about 90 ft. x 90 ft. each) total about 16,200 sq. ft. in area; combined with the current site area of about 19,500 sq. ft., a total site area of about 35,700 sq. ft. would be formed. This could be adequate for a jail facility of up to about 50 beds, if the entire site (including the maintenance building area) would be utilized. The site, however, has some attributes that would affect the design and should be considered in a feasibility study. One attribute is that the site slopes significantly to the west. Although this could offer some design opportunities for a multilevel facility, it would also tend to increase construction costs compared to building on a flat site.

Because of the poor configuration of the existing jail for inmate housing supervision, an optimal plan might be to use the existing facility for support and program functions only, with all inmate housing in the addition. On a long-term basis, the plan should be to ultimately demolish the present jail and replace it with a future building. This kind of addition/remodel/addition master plan could meet longer term needs of the county, but would require careful planning to make it work in the small site area available.

The first option entails the construction of an addition to the existing facility consisting of 39 beds and almost all jail operational and support functions, including intake/booking and vehicle sallyport; central control; jail operations center; public entrance and visiting; programs and recreation; laundry and other supporting services. The existing jail would remain at 26 beds, and the existing kitchen retained. Dispatch would stay in its current location and not be part of the jail (at 65 beds, central control would be too busy to also handle dispatching functions).

Option 2: Jail Addition and Remodeling (55 beds)

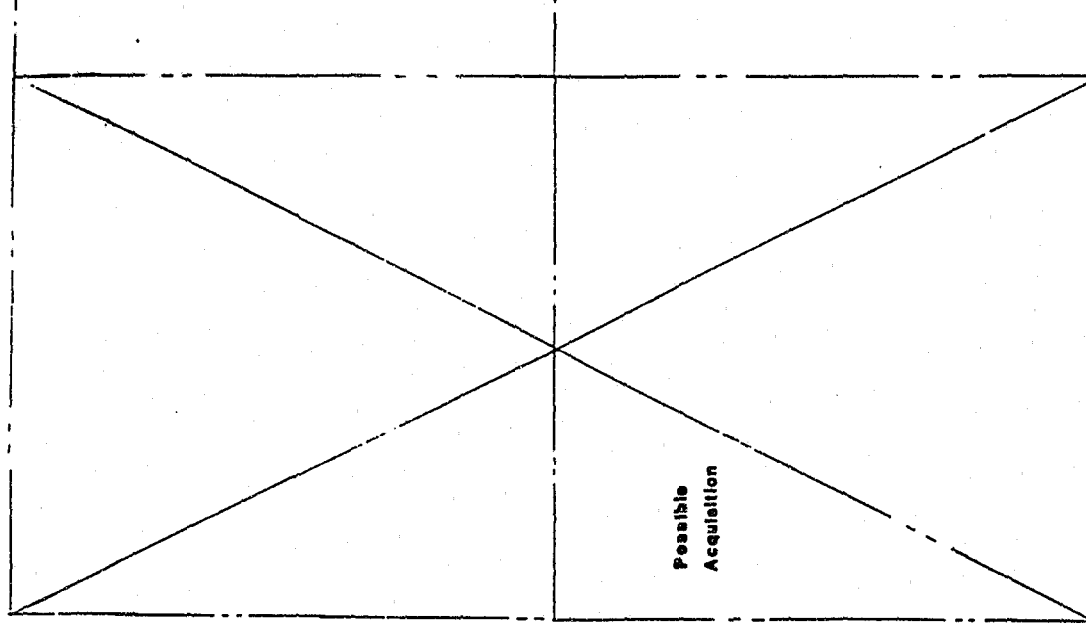
The second option is similar to the first option (see discussion under Option 1 regarding acquisition of adjacent land parcels). It consists of construction of an addition to the existing facility of 55 beds and almost all jail operational and support functions, including intake/booking and vehicle sallyport; central control; jail operations center; public entrance and visiting; programs and recreation; laundry and other supporting services. The existing jail would be depopulated to ten beds, and the existing kitchen retained. As in Option 1, dispatch would stay in its current location and not be part of the jail operations.

Option 3: New Replacement Jail

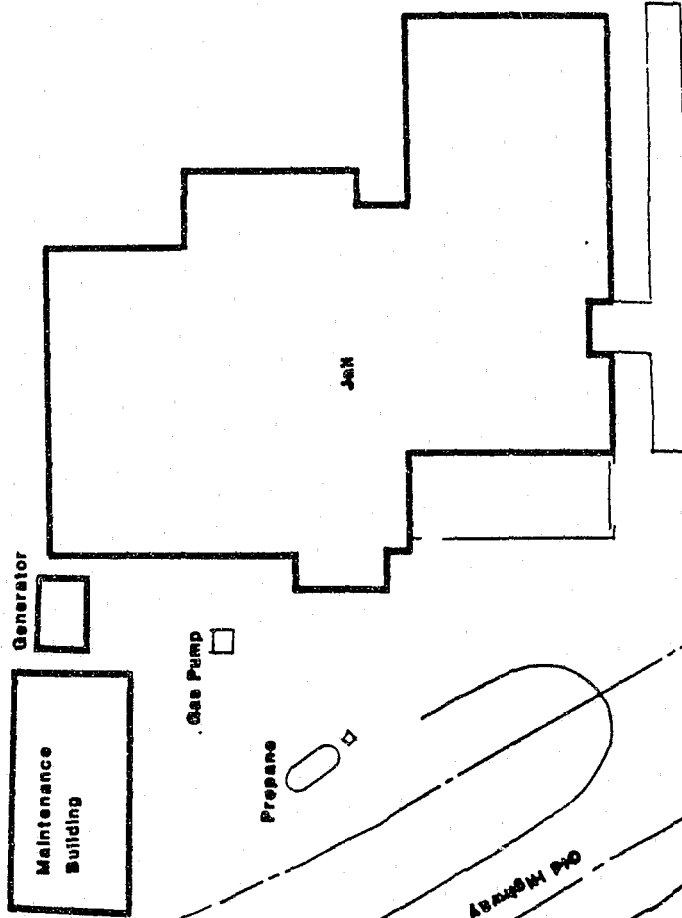
In the third option the jail operation would be relocated to a new facility on a new site. The site would be selected to be sufficiently large for current needs and future expansion, and potentially for other county functions as well. The site should be relatively flat, broad in shape, and not have geotechnical problems. This would allow for planning flexibility, future growth and economical construction. It is likely that more acreage can be purchased outside of town for a cost comparative to the two small lots adjacent to the existing jail; however, utilities, access roads and other site preparation costs must also be considered in comparing options.

Costs of transporting inmates to court from a more distant facility may prove to be substantially the same as for the current jail. The primary cost of inmate transportation is staff. An outlying jail will probably require no more staff than are currently used in inmate transportation. Even though more time will be required (depending on distance), analyses done with other counties with similar situations has determined that no additional transportation staff were needed for relocating the jail five or six miles out of town (the cost of a vehicle, however, must also be added). Additionally, many jurisdictions are planning for the use of television arraignment, which reduces the need to transport inmates primarily to only those involved in trials.

Given the site and building limitations of the current jail operation, relocation to a new larger site in the vicinity of Mariposa may be the best long-term plan for the county, assuming funding can be obtained in a reasonable time. The cost of doing this may not be significantly different than expanding the existing site and building, and a new outlying site is far more likely to be able to meet the county's long-term needs.



Possible Acquisition



Generator

Maintenance Building

Gas Pump

Propane

Jail

10th Street

SITE PLAN

Mariposa County Jail



C. Costs

This section provides approximate cost comparisons of new construction and addition/remodel options for an expansion to 65 beds. Three options have been developed for ways to achieve a 65 bed jail for Mariposa County. The purpose of these options is to provide approximate budgeting comparisons for the purpose of general directions for planning. These options are as follows:

1. Construct an addition to the existing facility consisting of 39 beds and almost all jail operational and support functions, including intake/booking and vehicle sallyport; central control; jail operations center; public entrance and visiting; programs and recreation; laundry and other supporting services. The existing jail would remain at 26 beds, and the existing kitchen retained. Dispatch would stay in its current location and not be part of the jail (at 65 beds, central control would be too busy to also handle dispatching functions).
2. Construct an addition to the existing facility consisting of 55 beds and almost all jail operational and support functions, including intake/booking and vehicle sallyport; central control; jail operations center; public entrance and visiting; programs and recreation; laundry and other supporting services. The existing jail would be depopulated to ten beds, and the existing kitchen retained. As in Option 1, dispatch would stay in its current location and not be part of the jail operations.
3. Construct a new jail facility on a new site, and abandon the existing facility for jail use.

Cost criteria used for new construction is \$86,900 per bed as allowed for the small jail category in the Board of Corrections County Correctional Facility Capital Expenditure Bond Act of 1987. If state funding is used for even a part of this project, state cost limits will apply to new construction.

There are no state guidelines or limits for remodeling existing jail space, and remodeling is exempted from the cost per bed limits applied to new construction. A cost of \$80 per square foot was selected for remodeling costs, which is probably appropriate for replacement of plumbing fixtures and some piping, and painting and cosmetic improvements. This amount would not be adequate for gutting the building and making substantial changes to the floor plan arrangement, structural changes, or major modifications to mechanical, plumbing, electrical and security/communications and life safety systems. The cost of remodeling jail space, particularly in cases where the facility must remain operational during the work, can be quite high due to confined small scale spaces, discovery of unknown conditions as work progresses, and limitations on contractor productivity due to restrictions required to maintain security. Remodeling costs cannot be predicted without the development of detailed plans and cost estimates based on them, and even then, substantial contingencies need to be budgeted for hidden conditions. Actual costs could be significantly different from the \$80 per sq. ft. figure used in this study - either higher or lower - depending on all these factors.

The costs of each option are summarized on the table that follows. Base construction budgets are calculated on the state-allowed cost per bed for new construction, and cost per sq. ft. for remodeling. These costs are escalated to correspond to a construction start date of 1993; the escalation factor is calculated by the state formula using Lee Saylor Construction Cost Index (LSI) from 1987 to the present, plus two additional years at 4 percent per year. Actual escalation may vary, of course, and more escalation should be

added if project implementation is farther off than this time frame. A factor of 20 percent is added to the escalated construction costs for other project costs, such as professional fees, testing and inspection, and furnishings and equipment. This factor may also be adequate for acquisition of a new site, unless land costs are abnormally high or a significantly larger site is acquired to allow for future growth or other county functions. Extensive site development costs, such as for sewage systems, elaborate storm drainage, lengthy access roads, and a dedicated water service may also increase these costs.

Based on these criteria, the estimated project cost for Option 1, a 39 bed addition with the existing jail remaining at 26 beds, the estimated project cost is about \$5,156,000; for Option 2, a 55 bed addition with the existing jail depopulated to 10 beds, the estimated project cost is about \$7,142,000; and for Option 3, a new jail on a new site, would be about \$8,063,000. There are other mixes of bed and services allocations that are possible, but these three options were selected to illustrate a fairly extreme range of costs and accommodation in order to provide some general direction on how to proceed with meeting the needs of the Mariposa County Jail. The next step would be to develop a more detailed master plan study with options and costs, as well as financing alternatives, all defined in sufficient detail to enable the county to make a firm decision on the optimal solution.

	Option 1	Option 2	Option 3
New Jail Beds	39	55	65
Remodeled Existing Jail Beds	26	10	0
BOC Allowed Cost/Bed	86,900	86,900	86,900
Remodeled Area	2,800	2,800	0
Assumed Remodeling Cost/Sq. Ft.	80	80	80
New Construction Cost	3,389,000	4,780,000	5,649,000
Remodeling Cost	224,000	224,000	0
BASE CONSTRUCTION BUDGET	3,613,000	5,004,000	5,649,000
ESCALATED CONSTRUCTION BUDGET 1993 Dollars	4,297,000	5,952,000	6,719,000
Other Project Costs @ 20%	859,000	1,190,000	1,344,000
TOTAL ESCALATED PROJECT BUDGET	5,156,000	7,142,000	8,063,000
TOTAL ESCALATED COST PER BED	79,000	110,000	124,000

Notes:

- Figures rounded to the nearest \$1,000.
- Site acquisition and extensive site preparation may increase other project costs.
- Options descriptions:
 1. Addition to existing jail of 39 beds plus booking and support; existing jail capacity remains at 26 beds.
 2. Addition to existing jail of 55 beds plus booking and support; existing jail depopulated to 10 beds.
 3. New jail on a new site; old jail abandoned for jail use.
- Escalation calculated as follows: 1990 BOC cost index divided by base BOC cost index to escalate to 1990; 4% per year for 2 years to escalate to 1993. $(414.26 / 376.16) \times 1.08 = 1.19$

Life Cycle Costs

A life cycle cost analysis is an important component of the planning process because it allows for a comparison of first dollar investment to continuing costs, helps decision-makers define future expenditures and understand the financial commitment the county makes in constructing, operating and maintaining a correctional facility. Life cycle costs are generally calculated as the net result of all costs and benefits measured over the economic life of the jail. Typically, operating costs alone can be projected as ten times more than first costs (construction costs, plus additional costs such as professional fees, site development, contingency, etc.) over the economic life of a facility, which is assumed to be thirty years.

Life cycle costs are dependent on a large number of factors and therefore, consultants have developed medium and high estimates for the proposed jail and the two remodel/additions on a generally accepted range of ten to fifteen times the facility's costs. It should be noted also that a new jail will likely be less costly in the long term despite the figures quoted below due to optimal facility configuration and a physical plant which is completely new.

	Total	Per Year (divided by 30)
Option 1: 39 Bed Addition; Existing Jail at 26 Beds		
Medium (\$5,156,000 X 10)	\$51,560,000	\$1,718,667
High (\$5,156,000 X 15)	\$77,340,000	\$2,578,000
Option 2: 55 Bed Addition; Existing Jail Depop. to 10 Beds		
Medium (\$7,142,000 X 10)	\$71,420,000	\$2,380,667
High (\$7,142,000 X 15)	\$107,130,000	\$3,571,000
Option 3: New Jail: 65 Beds		
Medium (\$8,063,000 X 10)	\$80,630,000	\$2,687,667
High (\$8,063,000 X 15)	\$120,945,000	\$4,031,500

Per year operating costs are an average over a thirty year period. Typically, they will start out lower than the average and tend to escalate as the building ages, with probable resultant maintenance and operational difficulties, and as inflation increases, salary and operational costs.

D. Option Analysis

Program and Policy Options

After careful consideration of all options, Mariposa County decided to try to reduce demand for bed space and make their corrections system more in keeping with BOC guidelines by planning for implementation of all program and policy options presented as summarized below.

Recommended Program and Policy Options

- Option 1: Expand Sheriff's Parole
- Option 2: Institute a Pretrial Release Program for Felonies and Misdemeanors
- Option 3: Expand Electronic Monitoring (Post-Sentence)
- Option 4: Electronic Monitoring for Pretrial Release
- Option 5: Use Supervised OR
- Option 6: Establish Alternative Housing for Detoxification and Mental Health
- Option 7: Expand Work In Lieu of Incarceration

Facility Options

Consultants feel that a new facility (Option 3) would allow the county the most flexibility in the long run because they would not be hampered by the physical constraints of the existing jail. However, in light of budget constraints and the need to move quickly to rectify facility deficiencies, Option 1 or 2 are more realistic for meeting Mariposa County's needs. By renovating and adding to the current jail, the county can gain new beds in a relatively short amount of time.

In order to deal with the growing inmate population in Mariposa County and to correct facility deficiencies, the county reviewed three possible options. The Jail Planning Steering Committee recommended the following:

- Use the \$30,000 from Proposition 52 funds to correct the most pressing jail deficiencies.
- Remodel and expand the jail facility (Option 1 or 2) as soon as possible to provide needed beds and to correct deficiencies.
- Due to funding constraints, remodeling and expanding the current facility is the most appropriate option, providing needed bedspace in the least amount of time.
- Defer the decision for the exact type of renovation/addition (Option 1 or 2) until more information is provided by a pre-architectural plan.
- Move towards acquiring property adjacent to the current jail so that it will be available if building an addition to the jail becomes the most feasible option.
- A new facility or a remodeled facility with an addition should provide at least 65 beds (56 + 15% peaking factor).

Appendix A

INMATE CLASSIFICATION

Number: _____

1. **HISTORY OF INSTITUTIONAL VIOLENCES**
(Jail or Prison, code most serious within last five years) score
None.....0
Assault and battery not involving use of a weapon or resulting in serious injury.....3
Assault and battery involving use of a weapon and/or resulting in serious injury.....7
2. **SEVERITY OF CURRENT OFFENSE**
(Score the most serious offense if there are multiple convictions) score
Low.....0
Low Moderate.....1
Moderate.....2
High.....4
Highest.....6
3. **PRIOR ASSAULTIVE OFFENSE HISTORY**
(Score the most severe in inmate's history.) score
None, Low, or Low Moderate.....0
Moderate.....2
High.....4
Highest.....6
4. **ESCAPE HISTORY**
(Rate last 3 years of incarceration) score
No escapes or attempts (or no prior incarcerations).....0
An escape or attempt from minimum or community custody, no actual or threatened violence:
 Over 1 year ago.....1
 Within the last year.....3
An escape or attempt from medium or above custody, or an escape from minimum or
community custody with actual or threatened violence
 Over 1 year ago.....5
 Within the last year.....7

CLOSE CUSTODY SCORE (Add items 1 through 4)

(If score is 7 or above, inmate should be assigned to close custody, complete Items 5 through 10 and use medium/minimum scale.)

Sub-score

5. **MENTAL HEALTH** score
None.....0
Less severe mental illness, past serious mental illness.....1
Severe disruption of functioning, suicide prone.....3
6. **ALCOHOL/DRUG ABUSE** score
None.....0
Abuse causing occasional legal and social adjustment problems.....1
Serious abuse, serious disruption or functioning.....3
7. **CURRENT DETAINER** score
None.....0
Misdemeanor detainer.....1
Felony detainer.....3
8. **PRIOR FTA/WARRANT** score
None to 2.....0
3 or more.....1
9. **PRIOR FELONY CONVICTIONS** score
None.....0
One.....2
Two or more.....4
10. **STABILITY FACTORS (Check appropriate box (es) and combine for score)** score
Age 26 or over.....-2
High school diploma or GED received.....-1
Employed or attending school (full or part-time).....-1
Residence.....-1
Family ties.....-1

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

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