



A Tradition of Stewardship
A Commitment to Service

Napa County Adult Correctional System Master Plan

Update



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This report will provide the Board of Supervisors with an update on the progress made by the Criminal Justice Committee and County staff on the recommendations approved by the Board at its November 20, 2007 meeting regarding the Adult Correctional System Master Plan project. This report will also recap the history of the Master Plan, findings and recommendations, and recommend the next steps for the Board's consideration.

Introduction and Background

Beginning with the 2003-04 Grand Jury report and into late 2004, the Board of Supervisors became aware of concerns that the jail was occasionally exceeding its then-rated capacity of 253.¹ Because of that, and because the last major expansion of the jail occurred, in 1989, the Board felt it was timely to examine the County's jail needs. Consequently, on November 11, 2004, the Board of Supervisors directed staff to initiate a process to develop an Adult Correctional System Master Plan to identify and address the County's jail and other adult correctional system needs over the next 20 years.

In initiating this planning process, the Board acknowledged the limitations of the existing facility and recognized that the use of secure custody for pre-and post-sentenced inmates was in part driven by factors outside the County's control, like changes in population and crime rates, and in part was a result of the complex way in which the local criminal justice system polices, procedures, and practices interact. Thus, the Board's direction was to embark on a well-thought out effort to assess the operation of the local criminal justice system and its impact on jail use, and to make reasoned decisions on various issues, including, but not limited to, whether additional jail beds were needed. If additional beds were needed, the key questions were: how many, for what type(s) of inmates, and were there any conditions or changes that might mitigate these findings. The Board's direction to staff was to involve all local criminal justice agencies to work toward addressing these questions, and to return to the Board with conclusions and recommendations.

Criminal Justice Committee (CJC)

In accordance with the Board's direction, the County Executive Office convened department heads of the County criminal justice and health and human services agencies, Superior Court judges and executives and the City of Napa Police Department. This group reviewed the Board of Supervisors direction and recognized that, not only would it make sense to establish a committee to assist in developing an Adult Correctional System Master Plan, but that there was an on-going need to have a more formalized group that could work to examine all of the functions and activities of the local criminal justice system to determine what improvements could be made, including better communication and coordination among the various agencies that would increase the efficiency and effectiveness of the criminal justice system. This group has committed to meet monthly, or as needed, as the Napa County Criminal Justice Committee (CJC).

¹ Subsequently, the rated capacity was increased to 264.

Over the last three years, the Criminal Justice Committee has included the following participants:

- Board of Supervisors: Supervisor Mark Luce
- County Executive Office: Nancy Watt, County Executive Officer; Britt Ferguson, Assistant County Executive Officer; Helene Franchi, Principal Management Analyst and Molly Rattigan, Management Analyst II
- Department of Corrections: Directors: Dan Cunningham (2004-05); John Alexander (2005-06); John Pearson (2006-07) and Julie Hutchens (2007-2008); D.J. Johnson (Acting, 2008) Lenard Vare (2008-)
- Probation Department: Mary Butler, Chief Probation Officer
- District Attorney's Office: Gary Lieberstein, District Attorney; Lee Philipson, Assistant District Attorney ; John Goold, Chief Deputy District Attorney
- Public Defender's Office: Terry Davis, Public Defender; Ron Abernethy, Chief Deputy Public Defender
- Health and Human Services: Randy Snowden, Director; Jaye Vanderhurst, Mental Health Director; Connie Moreno-Peraza, Administrator of Alcohol and Drug Programs
- Superior Court: Judges Francisca Tisher, Diane Price, Ray Guadagni, Steve Kroyer, Rodney Stone and Mark Bossenecker; and Stephen Bouch, Court Executive Officer
- Sheriff's Department: Gary Simpson, Sheriff (2004-2007); Doug Koford, Sheriff (2007-); Michael Loughran, Undersheriff
- City of Napa Police Department: Rich Melton, Chief of Police

The Criminal Justice Committee was further assisted by staff from the various justice departments and a number of consultants, including the Omni Group, Carter Goble Lee Associates, The Carey Group, Dennis Handis and John Pearson.

Master Plan Development – Scope of Work

The process for developing an Adult Correctional System Master Plan for the County was divided into two phases. Phase I was to focus on defining the County's future adult correction resource needs, both residential and non-residential. The purpose of Phase I was to assess the merits of existing and potential alternatives to incarceration and to explore the potential impacts of changes in County policies, practices and programs on present and future adult correctional bed space and program needs, both for in custody facilities and in the community. The tasks to be completed in Phase I included:

- An evaluation of the existing Jail operational limitations and its future utility in the County's adult corrections system.
- An assessment of the "capacity" of current community adult corrections programs available in the County, which will help to define needs for expansion of existing alternatives and/or creation of additional program options as part of an inmate population management strategy.
- An assessment of alternatives for both pre-trial and post-sentenced individuals.
- An analysis of policy factors that may have influenced historical trends in offender population flow and volume.
- Project baseline and alternative forecasts on the County's future corrections population, including bed space needs, through the year 2025, based on analyses of policy and other factors that will likely determine correctional resource needs.

Phase II as initially proposed was to focus on the further refinement of recommendations identified in Phase I and, specifically, the development of detailed operational and space programming of any new and/or renovated adult correctional facilities that the County must provide to meet bed space needs projected during Phase I. The anticipated objectives of Phase II included:

- Description of site requirements and objective evaluations of alternative locations for any new facilities.
- Identification of the most appropriate facility standards and inmate management approaches to be considered in programming and designing facilities.
- Detailed operational and space program, including operational scenarios, space allocation and relationship diagrams for each proposed facility.

- Preliminary staffing requirements and operating costs for each facility as programmed.
- Preliminary construction, operation and life cycle cost estimates for each facility.

Adult Correctional System Master Plan – Phase I

On November 20, 2007, the Criminal Justice Committee presented a Final Phase I Report to the Board of Supervisors. Included in that report were the following conclusions and recommendations that were approved by the Board of Supervisors:

Conclusion No 1: The County currently does not utilize evidence-based practices in a comprehensive way to manage the adult offender population, nor are there many intermediate sanctions available to facilitate the use of evidence-based practices. If evidence-based practices programs are appropriately implemented, there is an opportunity to manage limited secure custody resources more effectively, and significantly reduce offender recidivism, thus enhancing public safety.

- **Recommendation No. 1-1:** The County should fully commit to implementing evidence-based practices, including the creation of a Community Corrections Services Center and associated intermediate sanctions and programs.
- **Recommendation No. 1-2:** The County should support the Probation Department's on-going efforts to implement evidence-based practices.
- **Recommendation No. 1-3:** The County should support the Health & Human Services Department's efforts to enhance the level of mental health and substance abuse services provided to the adult offender population, including working with contract service providers to ensure that those agencies have appropriate knowledge and training about programs that are effective in dealing with the offender population.
- **Recommendation No. 1-4:** The County should establish a quality assurance and outcome evaluation capacity that ensures that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism. This would likely require a Quality Assurance capability that could provide assistance to all corrections-related agencies involved in programming for the offender population.

Conclusion No. 2 A: Without implementing evidence-based practices or other policy changes, it is estimated that an additional 163 rated jail beds may be needed by 2025, with an additional 36 beds needed by as early as 2010 , 78 by 2015 and 120 by 2020. If evidence-based practices are effectively implemented, the need for net additional jail beds could potentially be delayed until 2020 and even then, as few as 31 additional rated beds could be needed. However, there are many questions about implementing evidence-based practices and exactly what the impact of these and other changes in policies might be. Consequently, these modified projections must be viewed skeptically. In addition, there are serious limitations in housing options in the current jail.

Conclusion No. 2B: Because the jail lacks the appropriate mix of housing types, risk classification principles are being compromised on a daily basis and the jail faces operational inefficiencies and increasing safety and security concerns. This issue must be addressed independently of whether and when net new beds need to be added and, depending on how this is addressed net additional beds may be required in the near term.

- **Recommendation No. 2 -1:** The County should proceed to plan for the immediate (within the next three years) reconfiguration and/or replacement of jail beds to change the mix of rated beds in the jail (and potentially add additional rated or specialized beds) so that risk can be appropriately managed and adequate services provided, while creating the capacity to smoothly and expeditiously increase the number of total rated beds by 2020 – or sooner as experience and close monitoring indicate.
- **Recommendation No. 2-2:** Establish a dedicated staff position that will monitor and provide feedback to management and the Criminal Justice Committee on criminal justice/corrections population data and trends to assist in the population and caseload management of the jail and probation functions.

Adult Correctional System Master Plan – Phase II

Based on the direction of the Board of Supervisors in November 2007, the Criminal Justice Committee began work on Phase II of the Adult Correctional System Master Plan in February 2008. The following key steps were identified for inclusion in Phase II:

- Determine the precise number of reconfigured or new rated beds needed in the short term and the precise number of additional specialized beds (mental health, health, holding and so forth) needed.
- Determine whether current facilities can be reconfigured, remodeled or expanded, or if it would be preferable to construct a new facility. This will include both creating a new mix of jail beds to meet the classification requirements of the inmates

by replacing existing beds, providing for adequate specialized housing units, and preparing for longer term needs for net additional jail beds.

- Create a description of site requirements and objectively evaluate alternative facility locations as necessary.
- Identify the most appropriate facility standards and inmate management approaches to be considered in programming and designing facilities.
- Identify preliminary staffing requirements and operating costs for the desired facility.
- Evaluate alternative construction methods that could be utilized.
- Identify preliminary construction, operation and life-cycle cost estimates for the facility.
- Design and implement a Community Corrections Service Center and associated intermediate sanctions and programs to provide various options for supervision, control and programming for adult offenders. This program will include an evidence-based curriculum and be multi-purpose and multi-disciplinary, with participation from the Department of Corrections, Probation and Health and Human Services.
- Develop and provide for appropriate programs and services in the Probation Department designed to address the criminogenic needs of offenders. This may require the addition of staff to adjust caseloads to meet national standards.
- Develop evidence-based programs in Health and Human Services and among community providers to address substance abuse and mental health needs of offender in an effective community-based manner.
- Create a Quality Assurance and outcome evaluation capacity to ensure that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism.

The Criminal Justice Committee approved a subcommittee structure to carry out the various components of completing Phase II of the Adult Correction System Master Plan. The following is a brief description of each subcommittee and the participants:

- **Community Corrections Service Center-** This subcommittee was responsible for reviewing and recommending evidence-based curriculum programs, alternative sanctions, pre-trial assessment tools, staffing patterns, budget, location etc. relating to the development of a Community Corrections Service Center and other alternative sanctions for both pre and post-sentenced individuals. Participants include representatives from the County Executive Office, Corrections, Probation, Health and Human Services, Law Enforcement, Napa Superior Court, District Attorney's Office and the Public Defender's Office.
- **Quality Assurance** – This subcommittee was responsible for developing a Quality Assurance program and manual for the Community Corrections Service Center as well as the Corrections and Probation Departments to ensure that evidence-based practices are appropriately implemented and monitored. This subcommittee will continue beyond Phase II as the Quality Assurance Review Committee. Participants include representatives from the County Executive Office, Probation, Corrections, Health and Human Services, Napa Superior Court, Public Defender, District Attorney and Law Enforcement.

The Carey Group's contract was expanded to include providing key support and consulting services to the above committees.

- **Data Management Committee-** This subcommittee was responsible for all of the Phase II data projects. This subcommittee will also develop mechanisms for collecting system-wide data as directed by the Criminal Justice Committee. Participants include representatives from the County Executive Office, ITS, Law Enforcement, Corrections, Probation, Health and Human Services, Public Defender and District Attorney.
- **Jail Conceptual Design Committee** – This subcommittee worked with Carter Goble Lee in refining jail bed projections and appropriate classification needs, developing conceptual designs for a new or renovated facility, assessing site location alternatives and operational costs. Participants include representatives from the County Executive Office, Corrections, Probation, Sheriff and Health and Human Services. Carter Goble Lee was retained to assist with this subcommittee.

Progress to Date on Board Approved Recommendations

Recommendation No. 1-1: The County should fully commit to implementing evidence-based practices, including the creation of a Community Corrections Services Center and associated intermediate sanctions and programs.

A Community Corrections Service Center provides various options for supervision, control and programming for adult offenders (both sentenced and pre-trial) who might otherwise be housed in the jail. A Community Corrections Service Center should be multi-purpose and multi-disciplinary, requiring cooperation and input from the Department of Corrections, Probation Department and Health and Human Services. Programming provided should include day-reporting, drug screening, electronic monitoring, low-level substance abuse and mental health treatments services and other classes and groups designed to address offender's criminogenic needs. A Community Corrections Service Center can cost considerably less to operate than a jail and if used appropriately, can contribute to a reduction in recidivism.

In March 2008, the Community Corrections Service Center Subcommittee, chaired by Connie Moreno-Peraza (Alcohol and Drug Administrator) began meeting regularly with The Carey Group to develop a programmatic and implementation plan for a Community Corrections Service Center. The committee completed a review of the criminogenic needs of a sample of the offender population, reviewed two Community Corrections Service Center programs operating in other jurisdictions, developed a logic model and defined eligibility criteria. The following is a summary of work completed by the Community Corrections Service Center Committee.

In April 2008, The Carey Group completed a treatment and programming needs assessment for the offender population. With assistance from the Department of Corrections, The Carey Group identified a sample of 115 pre and post sentence inmates with either an LS/CMI score above 18 (Medium-Very High Risk) or a Proxy score above five (5). Inmates with holds from other agencies were eliminated and 49 inmates (59% of final sample) were randomly selected and interviewed over a three-day period by a professional interviewer subcontracted by The Carey Group. These inmates were selected as the target group because evidence-based practices shows that their risk level makes cognitive behavioral treatment and programming an appropriate intervention and these inmates are those likely to be referred to a Community Corrections Service Center program. Research has shown that appropriate evidence-based practices can have the greatest impact on reducing recidivism for offenders at these risk levels.

The inmates participating in the interviews were screened and assessed for the following:

- **Mental Health-** To gauge Mental Health issues, participants were assessed using the Brief Mental Health Screening Tool. The Brief Mental Health Screening Tool asks a short series of questions about the individual's change in mental state, use of mental or emotional health medication; whether the individual believes someone else can control their mind and the individual's history of mental or emotional health hospitalizations.
- **Substance Use or Abuse-** To gauge substance use or abuse, participants were assessed using the Adult Substance Use Survey (ASUS). The ASUS asks a series of questions pertaining to the participants' history with drugs and alcohol including use patterns, previous treatments, drug and alcohol related arrests and the individual's desire to change. The ASUS also includes a component for the evaluator to determine how defensive the participant is when answering questions.
- **Criminogenic Needs-** In order to assess each individual's criminogenic needs, participants were asked probing questions related to their lifestyle. Based on the answers, the interviewer assessed the extent of each participant's criminogenic needs
- **Residence-** Participants were asked their County and City of residence before going to jail and where they planned to reside upon release from jail.
- **Employment-** Participants were asked if and where they were employed before going to jail and if and where they planned on being employed upon release from jail.

Upon completion of the interview process, The Carey Group tested and analyzed the data and noted the following as significant:

- 83.6% of interviewed inmates resided in Napa County prior to being in jail
- 79.6% plan to reside in Napa County upon release from jail
- 53% maintained employment in Napa County prior to jail while 20% reported having no employment prior to jail
- 71.4% intend to maintain employment in Napa County after being released from jail
- There is a statistically significant correlation between the disruption of the participant's lives and the involvement with drugs
- 59% of the sample demonstrated mental health or emotional problems
- The top four criminogenic needs (other than Substance Abuse) among this population are: Anti Social Peers (43%), Unstable Living (31%), Moral Disengagement (38%) and Anti-Social Family (16%). This is consistent with what Probation has found using the LS/CMI tool.

Because of the interviews and analysis, The Carey Group made the following recommendations related to the development of programming and a Community

Corrections Service Center that were adapted into the Logic Model and eligibility criteria:

- Design programming to treat the most serious criminogenic needs including Drug and Alcohol Treatment and Mental Health Treatment
- Treat at least 4 to 6 criminogenic needs in each participant to reduce recidivism
- While cognitive behavior programs are generally the right approach, specific case plans to address criminogenic needs are necessary for each offender and criminogenic need

Lead Agency and Program Operation

The Community Corrections Service Center Subcommittee spent time reviewing documentation and articles from other Day Reporting Centers from throughout the United States. The members of the Subcommittee as well as members from the Criminal Justice Committee attended a presentation of two Community Corrections Service Center type programs from Multnomah County, Oregon that operates a program internally and Behavioral Interventions, a private company that is subcontracted to operate centers in various locations throughout the United States including Merced County. These presentations focused on program development and organization, staffing and the overall challenges and successes of each programming.

After lengthy discussions, the CCSC Subcommittee recommended to the Criminal Justice Committee, who agreed, that the Probation Department assume responsibility for the oversight and implementation of a Community Corrections Service Center, including contract monitoring. The Probation Department has the most experience with evidence-based practices and offender programming and seemed the logical choice for this task. Moreover, Probation provides for the supervision and services in the community for over 2,000 adult offenders, and most offenders sentenced to jail are on formal probation and will be under the supervision of a probation officer during and after the time they are involved in the Service Center.

The CCSC Subcommittee and the Criminal Justice Committee are also recommending that the County subcontract out the operation of the Community Corrections Service Center. The committees, after reviewing the options, felt that since there are companies with the expertise to provide the programming at the level desired, it would be more efficient and effective to utilize a provider with the necessary expertise rather than create a new program within the Probation Department with County staff. The cost impact of this recommendation will be discussed later in this report. The County Executive Office has identified vacant space in the Hall of Justice to temporarily locate a Community Corrections Service Center.

The CCSC Subcommittee and the Criminal Justice Committee is recommending that the Community Corrections Service open with the goal of serving 50 in-custody clients and 50 out-of-custody clients at a time. Structuring the program in this manner will create maximum flexibility in meeting the needs of each individual offender and allow offenders to transition from in-custody programming to out-of custody programming at the appropriate time, creating a seamless correctional system.

Eligibility Criteria

The CCSC Subcommittee spent a considerable amount of time developing eligibility criteria for the Community Corrections Service Center. The criteria below were developed after reviewing similar programs, reviewing the data collected by The Carey Group and consulting with both The Carey Group and the Criminal Justice Committee. The established criteria have been approved by the Criminal Justice Committee and applies to both pre-trial and post sentence offenders. (It is expected that the large majority of CCSC participants will be post-sentenced offenders.) While participation in the Community Corrections Service Center will be individually assessed, the following criteria apply:

- Participant must be a Napa County resident after release from jail or employed in Napa County 20 hours a week or more after release from jail
- No out-of-county holds
- No history of sex offenses
- LS/CMI score between 18 and 29 (these scores designate the offender as medium to high risk and is an appropriate mix of offenders according to evidence-based practices)
- No offender or enhancement listed in either Penal Code Section 667.5 (C) (1)-(22) or Penal Code Section 1192.7 (C) (1)-(42) (Demonstrates a pattern of violence)
- No flight risks (Pre-trial only)

Logic Model

The Carey Group has worked with both the Community Corrections Service Center and Quality Assurance Subcommittees to develop a logic model for the Community Corrections Service Center that details how participants will flow through the program. The logic model is designed to be flexible and adaptable to each program participant and is based on the standards set in the Washington State Institute of Public Policy 2006, "Evidence Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates," by Steve Aos. Participants may be in-custody for all or part of their participation in the Community Corrections Service Center. The logic model addresses implementation objectives, outputs, short-term objectives, short-term outcome measures/indicators, long-term objectives and long-term outcome measures/indicators for each of the three phases identified in the model. The following is a brief description of each Phase, a copy of the entire logic model is attached to this report.

- **Phase 1- Motivate (Day 1-Day 45)**- Phase 1 is necessary to determine program eligibility, the level of supervision required (in-custody, out-of-custody, electronic monitoring etc.) and to provide routine, directive, client centered counseling to enhance motivation for change to help offenders clarify and resolve ambivalence. Phase 1 will also focus on the development of an individualized case plan to address criminogenic needs including the number of treatment hours to be provided. Treatment plans will be coordinated with Probation, Corrections and Health and Human Services. Phase 1 will last a minimum of 30 days and a maximum of 45 days.
- **Phase 2-Treatment (Day 30-270)**-Phase 2 is where programming will be provided to address the four most prevalent criminogenic needs of each offender using an evidence-based curriculum. Individual case plans will be reviewed every three months and updated as needed. Participants will be tested for drugs and alcohol as determined by the ASUS score or a court order. Phase 2 will last a minimum of 30 days and a maximum of 240 days dependent upon treatment needs.
- **Phase 3-Support/Re-entry (Day 60 -365)** – Phase 3 is designed to assist offenders in transitioning from programming using role playing and other cognitive behavioral programming. Case plans and treatment needs will be adjusted as necessary and offenders will graduate from the program as appropriate. The continuum of care will be coordinated with Probation, Corrections and Health and Human Services. Phase 3 will last a maximum of 65 days.

The programming described above will be based on individualized case plans, and will be provided, as appropriate, while an offender is in custody and transition to the Community Corrections Service Center. (This is the key reason for having the same vendor provide services both in the Service Center and in the jail.) In other instances the programming may occur after release from custody or in-lieu of custody. Given the risk levels of the target group it is likely that those given longer sentences will begin their programming while in custody and transition to the Service Center to complete the prescribed programming. Participation time in the Community Corrections Service Center programming, would last a minimum of 60 days and a maximum of one year. Given the risk level of the target offender group, the estimated average length of participation will be six to nine months.

Coordination with Health and Human Services

In order to avoid a duplication of services, the CCSC Subcommittee has discussed the provision of Mental Health and Substance Abuse services with the Health and Human Services Agency, as they are an important component of a successful Community Corrections Service Center. It has been determined that lower level alcohol and drug services such as education, prevention and early intervention services (based on ASAM criteria) will be provided as part of the Community Corrections Service Center program while intensive outpatient and residential treatment programming will be coordinated by Health and Human Services, Alcohol and Drug Services Division. Additionally, Health and Human Services, Mental Health Services Division will provide mental health services for those participants that meet the criteria for Severe Mentally Ill (SMI) and Severe and Persistent Mentally Ill (SPMI). Such services will include crisis intervention, 5150s (consideration for conservatorship), medication management, and case management. Mental health services for those not meeting the criteria discussed above will be included in the Community Corrections Service Center curriculum.

Virginia Pretrial Risk Assessment Instrument (VPRAI)

The VPRAI was developed by the Virginia Department of Criminal Justice Services in 2003 and is an objective research-based instrument that assists in the identification level of risk for failure to appear in Court or be re-arrested if released from custody pending trial. The VPRAI is provided to judicial officers to assist them in making bail and pre-trial release decisions. While pre-trial participants cannot be required to participate in programming, they can be safely maintained in the community under the supervision of the day reporting component of a Community Corrections Service Center. Upon recommendation from The Carey Group, the CCSC subcommittee has recommended use of this tool to assist in determining pre-trial participants for the Community Corrections Service Center. The Carey Group is currently assisting the County with scheduling VPRAI training.

Request for Information (RFI)

In July 2008, the Community Corrections Service Center Subcommittee prepared and released a formal Request for Information seeking interest and ability for outside vendors to operate a Community Corrections Service Center in the County of Napa. The Request for Information asked respondents to propose a program based on the Logic Model designed by the Community Corrections Service Center and Quality Assurance Subcommittees for 50 clients in a Community Corrections Service Center and 50 in-custody inmates. Interest in responding to the Request for Information was initially expressed by three agencies who attended an Informational Session. The County of Napa received two responses to the Request for Information.

The Community Corrections Service Center Subcommittee has reviewed these responses and has identified a vendor of interest for the provision of the services discussed throughout this section. The Subcommittee continues to develop a plan for the operation of a Community Corrections Services and pending Board of Supervisors approval on the concept of a Community Corrections Service Center, a vendor, budget and agreement will be presented for approval to the Board of Supervisors in the coming weeks. The current target date for start-up is early 2009.

Community Corrections Service Center Cost Estimates

The estimated annual cost for the provision of an evidence-based Community Corrections Service Center for both in-custody and out-of-custody offenders by an outside vendor are approximately \$1.3 million dollars. This includes all staff, electronic monitoring (assuming that all participants will be on electronic monitoring which may not be the case), supplies, curriculum, training and all County born costs including communications and management information services. This cost estimate assumes that 100 offenders will be served daily (50 in-custody, 50 out of custody). If the County were to internally operate the Community Corrections Service Center, the cost would be approximately \$1.7 million dollars annually.

County staff also estimates that up to an additional \$250,000 will be needed in start-up costs to prepare the existing area in the Hall of Justice for the Community Corrections Service Center including carpeting, office furniture, the construction of a wall to secure the Center from the rest of the building and a drug testing bathroom, computers, phones and other miscellaneous costs.

If the Board of Supervisors agrees the County should implement a Community Corrections Service Center, a contract and budget transfer will be brought forth at a future meeting.

Further Recommendations

Recommendation 1- The Probation Department, working with the Corrections and Health & Human Services Departments, should implement a program that serves up to 50 jail inmates and 50 out-of-custody clients using evidence-based practices that reduce recidivism. Services for out-of-custody clients should be provided through a Community Corrections Services Center. Jail inmates who participate successfully in the program should have the ability to “graduate” to the Community Corrections Service Center.

Recommendation 2- The Community Corrections Services Center should operate 12 hours a day Monday through Friday and 5 hours a day on Saturday and Sunday. Initially, the Center should be located in the Hall of Justice. Prior to opening the Center, County staff should advise the City of Napa and the City’s Hope Center Task Force of this decision and address any questions or concerns they have.

Recommendation 3 – Initially, the Community Corrections Service Center should be operated by a contractor with significant expertise and experience in operating these types of centers.

Recommendation 4 – The Community Corrections Service Center should operate in accordance with the Logic Model, eligibility criteria and other guidelines recommended by the Criminal Justice Committee.

Recommendation No. 1-2: The County should support the Probation Department's ongoing efforts to implement evidence-based practices.

The Probation Department has made significant progress on and continues to work towards effectively implementing evidence-based practices as they pertain to managing caseloads and effectively treating adult probation clients. The following is a summary of the progress the Department has made over the last nine months.

Offender Caseloads

In 2007, the Adult Supervision Unit of the Probation Department began classifying caseloads in order to best meet the needs of the offender population. Caseloads can either be specialized and targeted to a certain group of offenders like gang members, or can be generalized based on risk assessment. Caseload sizes are determined based on standards developed by the American Probations and Parole Association (as demonstrated by evidence-based practices) and the needs of the Department. The Department uses the LS/CMI tool to assess the needs of and classify each offender appropriately. The Department has completed the LS/CMI on all probationers and has arranged caseloads appropriately. The Probation Department traded six Probation Assistants for five Probation Officers and one Legal Clerk as part of the Fiscal Year 2008-2009 budget. Two of the five new Probation Officers were assigned to the Adult Supervision Unit. The following chart compares the current individual caseloads to those reported to the Board of Supervisors on November 20, 2007.

Caseload Type	APPA Caseload Standard	Caseloads October 22, 2007	Caseloads August 11, 2008
Proposition 36 1	N/A	295	159
Proposition 36 2 (New position-will continue to take cases from Proposition 36-1)	N/A	Did Not Exist	42
Residential Treatment	50	135	87
Very High Risk 1	20	19	53
Very High Risk 2	20	26	Probation Officer Reassigned-Cases combined with Very High Risk 1
Sex Offender	20-50	149	63
Gang/High Risk	20-50	149	73
Domestic Violence 1	50	131	125
Domestic Violence 2	50	140	168
Domestic Violence 3	50	150	111
Low Risk	200	140	602
Extreme Low Risk	No Limit	468	Probation Officer Reassigned-Cases combined with Low Risk
Drug Court	N/A	48	45
NSIB	N/A	20	15
Medium/High Risk 1	50	141	149
Medium/High Risk 2	50	Did Not Exist	149
Medium/High Risk 3	50	Did Not Exist	156
Vacant	50	Did Not Exist	Position Vacant-Cases from other Medium/High Risk Caseloads will be reassigned
Waiting Assignment		94	57
Total		2,105	2,054
Average Caseload per PO		150	128

The overall caseload of the Adult Probation Officers has decreased, which means that officers can now devote more time to each offender as appropriate per evidence-based practices standards. Probation Officers will have more time to use motivational interviewing and other best practices to start giving their clients the skills to change their behavior. This is particularly important given that the Probation Department currently has limited programming available for probationers.

Cognitive Behavioral Treatment Groups

In 2007, eight Probation Officers were trained and certified to facilitate the National Curriculum and Training Institute's Crossroads Curriculum. The Crossroads Curriculum is an evidence-based program recommended by the American Probation and Parole Association. The purpose of the curriculum is to reduce recidivism by offering educational and behavior modification classes to offenders. Courses within the Crossroads Curriculum include substance use, anger management, life skills, parenting and job preparation. Courses may also be geared towards specific criminal offenses including felonies, domestic violence, larceny and assault.

The Probation Department had treatment funds available in Fiscal Year 2007-2008 and subcontracted with Alternatives for Better Living for the facilitation of the Crossroads Curriculum. Alternatives completed three groups before the agreement expired on June 30, 2009. Probation Officers certified in the Crossroads Curriculum will now facilitate cognitive behavior groups starting with a felony offender group and a cognitive life skills group in September 2008. Each group will serve about 15-20 clients at a time. The goal is to provide programming to 150 clients this fiscal year. The Probation Department will continue to develop a plan to get more people into treatment. Given the current caseloads, it is not feasible for the certified Probation Officers to effectively facilitate the Crossroads Curriculum for all 1,400 medium and high-risk offenders at current staffing levels. Several Probation Officers will attend curriculum training in February 2009 which will help the Department increase the number of groups they provide.

The Carey Guides

In August 2008, the Probation Department purchased The Carey Guides for use by the Adult Supervision Unit. The Carey Guides consists of 33 handbooks (only six printed to date) to help Correction and Probation professionals deliver evidence-based practices to their clients. Thirteen of The Carey Guides provide short, practical exercises for offenders, designed to address their criminogenic needs and to reduce future criminal or delinquent behavior. Topics include anti social thinking/values, emotional regulation, problem solving/decision making and moral thinking. The remaining 20 Carey Guides provide strategies for effective case management. Topics include aftercare, reentry and transition, use of rewards and sanctions, use of behavioral techniques, revocations and offender

typologies. The Probation Department will implement the use of The Carey Guides into their daily work over the next few months.

Quality Assurance Committee

In 2007, the Probation Department developed a Quality Assurance Committee to ensure that the Probation Department was effectively implementing programs and strategies. The committee is comprised of one Staff Services Manager, one Staff Services Analyst and five Probation Officers. The Quality Assurance Committee has been monitoring the completion of the LS/CMI assessments on all Probation clients. The committee discovered that about 260 cases were still missing an assessment, which are now in the process of being complete. The Quality Assurance Committee has begun implementing a training and process for auditing the LC/CMI scores using an inter-rater reliability system. Probation staff has begun the LS/CMI audit process. The Quality Assurance committee is planning to audit the use of Motivational Interviewing and the Cognitive Behavioral Treatment Groups in the coming months.

Further Recommendations

Recommendation 5- The County should continue to support the Probation Department's on-going efforts to implement evidence-based practices.

Recommendation No. 1-3: The County should support the Health & Human Services Department's efforts to enhance the level of mental health and substance abuse services provided to the adult offender population, including working with contract service providers to ensure that those agencies have appropriate knowledge and training about programs that are effective in dealing with the offender population.

Alcohol and Drug Services Division

The Alcohol and Drug Services (ADS) Division of the Napa County Health and Human Services Agency (HHS) has made significant progress towards the following recommendation in the Adult Correctional Master Plan.

Program Restructure.

ADS completely restructured its directly-operated Access, Outpatient Treatment, and Court Case Management Programs in the fall of 2007 to improve their effectiveness and efficiency; and to better respond to the needs of individuals referred for service by the criminal justice system.

A key strategy of the restructuring was to increase the use of "evidence-based practices" in these programs. As used here, the term "evidence-based practices" actually refers to two related but different things: (1) research-based, outcome-tested treatment practices that have been shown to reduce the incidence of *relapse* following treatment for substance abuse or addiction; and (2) such practices that have been shown to reduce *recidivism* for persons involved in the criminal justice system. In the following discussion, the former are referred to as "evidence-based ADS practices" and the latter to "evidence-based criminogenic practices."

ADS Practices.

Evidence-based ADS practices have been incorporated into the curricula of these programs to improve substance abuse and addiction treatment outcomes. Specific program changes in the Outpatient Treatment Program include the adoption of the Matrix and Covington Models in appropriate treatment tracks, as well as use of DiClemente's Stages of Change. Other evidence-based ADS practices include diversification of program components to allow more flexibility when customizing program intensity to match a client's acuity level; drug screen testing; better defined treatment phases to match the stages of change; increased planning focus on wellness and recovery; increased family services; increased emphasis on "aftercare" and re-entry services; and cultural and linguistic competence.

While the updated curricula have been largely implemented in the Outpatient Treatment Program, clients currently in the program will need to work through to completion before overall outcome rates will be affected.

Criminogenic Practices.

Restructuring in both the Access and Outpatient Treatment Programs has included the creation of dedicated tracks to serve clients who are involved in the criminal justice system. Creation of separate criminal justice tracks opens the door to the incorporation of evidence-based criminogenic practices in the curricula of these programs. This should in turn reduce recidivism and improve long range outcomes for these clients. More immediately, it ensures that treatment services to adult offenders will be compatible with, and complementary to, services that they may receive from other parts of the criminal justice system – such as the Community Corrections Service Center or criminogenic services provided by or through the Probation Department.

Actual incorporation of evidence-based criminogenic practices in these two programs is underway but not complete.

In addition, the Court Case Management Program adheres to the “10 Key Components” in carrying out its responsibilities relating to the Adult Drug Court. The 10 Key Components are generally considered to be evidence based ADS practices *and* evidence-based criminogenic practices. Unfortunately, the drug court model is very resource-intensive, which is the primary barrier to its broader use. The Court Case Management Program also uses the Proposition 36 “promising” ADS practice of a co-location of staff from multiple disciplines and agencies in a single “one stop shop” in close physical proximity to the courts.

In Custody Services.

On July 1, 2008, the ADS Access Program began conducting standardized alcohol and drug assessments of jail inmates who have been referred to Probation by the courts for assessment. Assessments have also been provided to adult offenders on an outpatient basis after they have been released from jail and placed on Probation. In many cases, these assessments provide additional information to the Probation Department for the preparation of pre-sentencing reports to the Court, thus strengthening the ADS evidence basis for recommended alcohol and drug interventions.

Assessments and case management are also available for new inmates who are involved with the Court Case Management Program through Adult Drug Court or Proposition 36.

ADS staff conducting these assessments have been certified under State regulations as Alcohol and Drug Counselors. The assessments utilize evidence-based ADS tools such as the ASI-Lite and the Patient Placement Standards of the American Society of Addiction Management.

ADS staff have also been trained in other evidence-based practices such as Motivational Interviewing, Cognitive Behavioral Therapy, and Motivational Enhancement Therapy, which are nationally recognized strategies to engage clients early and increase service retention. Staff also provide linkage and referral services to other providers in Napa County, depending on the needs of the client.

The ADS Access Program also authorizes and monitors treatment placements in inpatient and outpatient alcohol and drug programs (eg., detoxification, short term residential, and outpatient treatment) once clients are released from jail. Specialty staff at the Access Unit work with adult offenders and closely collaborate with Probation, Corrections, Police, and other agencies in the community.

The Access program has also established a quality management access indicator to ensure clients are assessed within seven days from referral. Timely assessments and treatment placements are critical to the success of clients who have alcohol and drug addiction issues.

Out of Custody Services.

Adult offenders may receive services from any or all of the programs operated by ADS. Individuals may be referred to the ADS Access Program for assessment and, ultimately, referral for appropriate modalities of treatment. They may be enrolled into the Outpatient Treatment Program directly operated by ADS. They may become enrolled in the Adult Drug Court, in which case they will receive case management and administrative services through the ADS Court Case Management Program.

Contract Service Providers.

The primary contract provider of ADS services in Napa County is Project 90, which operates a residential detoxification and rehabilitation program. HHS and the Probation and Corrections Departments all purchase services from Project 90 under a single, combined contract. ADS is awaiting additional technical assistance from the Carey Group, which will be directed in part to providing Project 90 with support to integrate evidence-based criminogenic practices into its curriculum.

Mental Health Division

In Custody Services.

The Mental Health Division continues to provide a basic set of in custody services, including crisis response, ancillary services, and supervisory oversight of the one full time licensed Forensic Mental Health Counselor (FMHC) assigned to Napa County Department of Corrections (NCDC). These services are designed to address the basic mental health needs of incarcerated persons to the extent required by law.

Depending on the needs of specific inmates, the Forensic Mental Health team may provide the following services to individuals while in custody:

- Screen and monitor inmates requesting or receiving psychiatric medications; collaborate with jail psychiatrist regarding inmate needs and prepare medication assessments for the psychiatrist;
- Crisis intervention;
- "5150" evaluations, 72 Hour Holds, and involuntary hospitalization;
- Assessment;
- Supportive short term psychotherapy services, as appropriate;
- Referrals for appropriate resources within the jail and in the community;
- Assistance with inmates' transition from jail to community mental health services;
- Assess and monitor appropriate housing options for jail inmates exhibiting psychiatric symptoms;
- Consultation to NCDC staff regarding inmates' needs for special housing and other custody issues as appropriate; inmates who are in the safety cells for suicidality are seen by Mental Health before they are removed from the safety cell;
- Consultations as requested by Corrections staff, Probation officers, etc.; and
- Formal and informal training on mental health issues for Corrections staff.

A Supervising Mental Health Counselor II, Licensed, provides the following services:

- Supervise Forensic Mental Health Counselor's activities and coordinate coverage;

- Mental Health Director designee for misdemeanor 1370 placement evaluations and for 1372(e) placement evaluations;
- Consultation on complicated cases involving mentally ill inmates to other Mental Health service providers, the Public Defender's office, the District Attorney's office, State Hospitals, Queen of the Valley Hospital, Napa County Department of Probation and other involved agencies for the purpose of expediting transfers to State hospitals, feasibility of releasing individuals on their own recognizance, or of individuals on Probation to mental health custody, etc.;
- Consultation with NCDC and nursing staff on complex cases; facilitate behavioral plans when needed; and
- Provide direct services to jail inmates when no other staff are available.

Out of Custody Services.

Staff from the HHSA Emergency Response unit provide after hours back up and coverage in emergency situations for inmates requiring urgent mental health assessment for possible involuntary hospitalization and/or mental health review of safety cell placements within required time frames. Support services provided by the ERT in conjunction with the jail mental health program can include:

- After-hours back-up for Safety Cell evaluations;
- Coverage for urgent duties in absence of FMHC; and
- Coverage for routine duties, as staff are available in absence of FMHC.

Napa State Hospital.

HHSA Mental Health staff have initiated contact with Napa State Hospital (NSH) to continue discussions exploring strategies to reduce the impact of NSH inmates transferred to county correctional facilities after committing crimes at NSH. These transfers raise issues regarding the provision of appropriate mental health services while the inmates are housed in local jails. They also consume a significant amount of local jail capacity. Discussions with NSH will address expedited placement of court-committed mentally ill defendants into state facilities, possible expansion of capacity in state facilities for these individuals, and continuity of care for NSH inmates who are transferred to the Napa County Jail. NSH officials have proposed that the next meeting be scheduled in early to mid October 2008.

Training.

HHSA staff in both the ADS and Mental Health Divisions have participated in training sessions on evidence-based practices to ameliorate criminogenic factors conducted by the Carey Group. Knowledge of these practices is being incorporated into the core competencies expected of staff who regularly provide services to the adult offender population. Screening for criminogenic needs is being incorporated into the programming for the ADS programs. ADS is awaiting additional technical assistance from the Carey Group regarding the integration of criminogenic curriculum into ADS treatment curricula. The technical assistance will address both ADS's directly-operated programs, as well as the detoxification and residential treatment program operated by Project 90 under contract with ADS and the Probation Department. These training initiatives will enable ADS to better partner with the Probation and Corrections Departments in the shared mission of more effectively serving the criminal justice population to reduce recidivism and its accompanying costs to the community.

Further Recommendations

Recommendation 6- The County should continue to support the Health & Human Services Department's efforts to enhance the level of mental health and substance abuse services provided to the adult offender population, including working with contract service providers to ensure that those agencies have appropriate knowledge and training about programs that are effective in dealing with the offender population.

Recommendation No. 1-4: The County should establish a quality assurance and outcome evaluation capacity that ensures that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism. This would likely require a Quality Assurance capability that could provide assistance to all corrections-related agencies involved in programming for the offender population.

The Criminal Justice Committee strongly supports the importance of having a quality assurance and fidelity program as the County continues to move toward implementing evidence-based practices as an integral part of establishing a seamless adult corrections system. The Probation Department created an internal Quality Assurance Committee in 2007 to ensure that the evidence-based practices implemented both the juvenile and adult divisions of the Department. The Criminal Justice Committee recommended that the quality assurance efforts expand to include both the jail in-custody programs and community-based substance abuse and mental health programs provided by Health and Human Services or contract service providers. The Carey Group was retained to assist with these efforts.

In March 2008, the Quality Assurance Subcommittee, chaired by Mary Butler (Chief Probation Officer), began meeting regularly with The Carey Group. It was immediately clear that the as a whole, the correctional community lacked a comprehensive understanding of quality assurance and how it related to the implementation of evidence-based practices programs in a correctional setting. The Subcommittee needed to learn about best practices before developing an implementing a program. Between March 2008 and August 2008, the Quality Assurance Subcommittee learned about quality assurance principles and reviewed a variety of reference materials including the National Institute of Corrections Quality Assurance Manual and the Napa County Health and Human Services Quality Management Manual.

As a first step in developing a Quality Assurance program for an integrated, seamless correctional system, the Quality Assurance Subcommittee has identified key principles for implementation and evaluation of the Community Corrections Service Center. The Subcommittee contributed extensively to the Logic Model (attached) that was a key element in the solicitation in the Request for Information released by the Community Corrections Service Center Subcommittee. While the recommendation to contract the Community Corrections Services Center out, means the data will be collected by the selected contractor, the Quality Assurance Subcommittee will be responsible for reviewing the effectiveness and integrity of the program. The Quality Assurance Subcommittee will initially continue to focus on developing and monitoring the quality assurance program focused on the successful operation of a Community Corrections Service Center over the next few months and it will be working long-term to create quality assurance standards for other functions of the adult correctional system including the Department of Corrections.

Baseline Data for Comparison to Community Corrections Service Center Participants

As mentioned previously, The Carey Group completed a treatment and programming needs assessment for the offender population in April 2008. A sample of 49 inmates were randomly selected and interviewed by a professional interviewer subcontracted by The Carey Group. Of the original 49, only 23 meet the minimum criteria established by the Community Correction Services Subcommittee for participation in the Community Corrections Service Center. This group of 23 will be the start of a baseline data cohort for comparison to the group of individuals participating in the Community Corrections Service Center. Data to be monitored will include new arrests, violations of probation and new convictions. The Quality Assurance Subcommittee will continue to work with The Carey Group to identify measures and tracking systems as well as methods to expand the baseline data cohort.

Criminal Justice Analyst and Staff Services Analyst Positions

As part of the Fiscal Year 2008-2009 budget, the Board of Supervisors approved the addition of a Criminal Justice Analyst in the County Executive Office and a Staff Services Analyst (reclassification from a Correctional Officer) in the Department of Corrections. These two positions will be crucial in the criminal justice system's quality assurance program development.

The Criminal Justice Analyst will function as the lead data and quality assurance manager for the criminal justice system. The Criminal Justice Analyst's responsibilities will include developing a way to document offender flow through the criminal justice system and assist in developing protocols for quantifying the impact of intermediate sanction programs, like the Community Corrections Service Center, as well as other programs and services, are having on the jail population and on recidivism-a major concern of the Criminal Justice Committee. The Criminal Justice Analyst will also assist Departments in developing individualized quality assurance and peer review programs. The County Executive Office is currently recruiting for this position.

The Staff Services Analyst, under the direction of the Director of Corrections and other Corrections management staff, will be responsible for coordinating a quality assurance program in the Department of Corrections. Responsibilities will include developing quality assurance and peer review systems to effectively monitor evidence-based practices programs. This position will also function as the jail population management specialist to monitor and collect data on the in-custody population. The Department is still in the early phases of creating a Quality Assurance program and will seek technical assistance from The Carey Group and the Quality Assurance Subcommittee on this process. The Staff Services Analyst position was filled in mid-September.

Further Recommendations

Recommendation 7- The County should continue establish a quality assurance and outcome evaluation capacity that ensures that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism. This would likely require a Quality Assurance capability that could provide assistance to all corrections-related agencies involved in programming for the offender population.

Recommendation No. 2 -1: The County should proceed to plan for the immediate (within the next three years) reconfiguration and/or replacement of jail beds to change the mix of rated beds in the jail (and potentially add additional rated or specialized beds) so that risk can be appropriately managed and adequate services provided, while creating the capacity to smoothly and expeditiously increase the number of total rated beds by 2025 – or sooner as experience and close monitoring indicate.

At the November 20, 2007 Board of Supervisors meeting, the Criminal Justice Committee presented Recommendation No . 2-1 based on modeling completed by Carter Goble Lee (CGL). CGL projected the jail’s future needs by considering three factors: 1.) future average daily population, 2.) peaking fluctuations, and 3.) classification separations. CGL projected the demand for rated jail beds to be as follows, assuming no change in the current policies and practices and recommended the County utilize the Middle Range model when making policy decisions:

Bedspace Projections (Rated Beds)	2010	2015	2020	2025
Model 5-Low Range	303	325	339	351
Model 6-Middle Range	300	342	384	427
Model 7- High Range	329	375	423	473

The Carey Group conducted an analysis to estimate the potential impact on the baseline projections if evidence-based practices were fully implemented, noting that the actual impact of implementing evidence-based practices would not be known for at least three to five years. Carter Goble Lee prepared the following revised projections based on the information provided by The Carey Group:

Bedspace Projections (Rated Beds)	2010	2015	2020	2025
Model 5-Low Range	241	249	257	264
Model 6-Middle Range	237	264	295	324
Model 7- High Range	267	296	328	359

While the need for additional jail beds would not exist until after 2015 if evidence-based practices were implemented, the jail, as currently configured, faces serious problems due to the existing mix of housing types. This relates both to a mix of minimum, medium and maximum security cells, to the current configuration of those cells and to the lack of adequate mental health and other specialty housing units, such as administrative segregation and medical units. This makes classifying and housing inmates appropriately very difficult. As mentioned in November, this has led to a situation where inmates are mixed together who should not be co-located for safety reasons, where jail space is used

inefficiently because cells must be underutilized or left vacant due to the need for specialty space, where there is little room for mental health or other services and programs and where individual housing units are over-crowded, though the jail as a whole remains under capacity.

The Board authorized the Criminal Justice Committee to continue to work with Carter Goble Lee as part of Phase II to identify the cost and feasibility of creating replacement beds, while providing the capacity to expand the net number of jail beds as may be needed. Specifically, Phase II was to examine the following options:

1. Renovating the current facilities to create the mix of beds/housing types needed.
2. Adding new units or wings to the current facility.
3. Constructing a new jail facility to replace existing beds and to provide the ability to build future additional beds on the same site.

The Criminal Justice Committee created a Facility Conceptual Design Subcommittee to begin addressing this recommendation. The following is information on the progress of this Subcommittee as well as further recommendations for discussion and possible action as well as some information-only items that will be brought back to the Board in the future for further discussion and decisions.

Space Planning

In order to best meet the long-term needs of the County, the Facility Conceptual Design Subcommittee and the Criminal Justice Committee asked Carter Goble Lee to prepare a conceptual design for a correctional facility based on the projected needs in 2025 rather than 2020. The logic behind this decision is twofold, (1) the Subcommittee and Committee acknowledged that a new facility would not be complete until at least 2012, at which time the County would need to begin planning for the facility beyond 2020 and (2) it would be less expensive in the long run to build to the 2025 bed need projections and open the housing units in phases rather than construct an additional 29 beds in 2025. Given the podular style design of jail facilities, the marginal cost to build the 29 additional beds is only \$1 to 4 million dollars of the total cost or 3-5% of the entire project costs, dependent on the location of the facility.

The Facility Conceptual Design Subcommittee and the Criminal Justice Committee also directed Carter Goble Lee to plan the space size of central service functions of the proposed correctional facility (kitchen, laundry, maintenance shops) to accommodate 500 inmates. This will allow for expansion of a facility beyond 2025. Carter Goble Lee was also directed to assess whether a 500 bed facility could be sited on the current downtown location.

Podular Direct Supervision Model

Traditionally, jails are built and operated under one of three management models: Linear Remote Surveillance, Podular Remote Surveillance or Podular Direct Supervision. The following is a brief summary of each management model.

- Under a Linear Remote Surveillance model, cells are typically lined up in rows and officers look into them by patrolling along corridors or catwalks. Officers and inmates are physically separated, with officers only having intermittent views of inmate activity and virtually no opportunity for contact or communication.
- Under a Podular Remote Supervision model, cells surround an open day room with space for inmates to watch television and participate in other activities. Officers sit in a secure glass enclosed control booth from where they observe the living areas, but personal communication with inmates is sporadic.
- Under a Podular Direct Supervision model, cells surround an open day room similar to that of a Podular Remote Supervision model, however, the critical difference is that officers are in the housing unit interacting with inmates. The focus is on active rather than passive surveillance. The officers' job is to be aware of and in control of inmate activities.

The current correctional facility is built and utilized as both a Linear Remote Surveillance Model and a Podular Direct Supervision model.

The Facility Conceptual Design Subcommittee and the Criminal Justice Committee directed Carter Goble Lee to design a facility that embraces a Podular Direct Supervision model for all housing units. Studies have shown that Direct Supervision has proven to be an extremely proactive approach to incarceration. The Direct Supervision philosophy has reduced stress, contraband problems, violence and intimidation.

The foundation of a Direct Supervision model is that inmates go to jail as punishment not for punishment. The role of the Department of Corrections is not to punish, but to run a safe, clean and quiet constitutional facility. At the center of a Direct Supervision facility, is the inmate classification system. This system should be based on an accurate, timely and objective evaluation of each inmate. Inmates should be classified and housed appropriately and an environment where consequences for unacceptable behavior will be swift, certain and appropriate should be created. Every member of the jail staff should apply rules evenly and consistently. In addition, services (medical, visiting, feeding) and programming should be provided directly in the housing unit to minimize the amount of movement inmates and staff make through the facility.²

A video detailing the Podular Direct Supervision model will be shown at the Board of Supervisors meeting on October 13, 2008.

² Paul Martin, "Direct Supervision: How, A Concept" *Sheriff* (July/August 1997) 12-13.

Housing Classification Study

In March 2008, the Department of Corrections completed a housing classification study. As part of this study, the Corporals and Sergeants reviewed the file of each inmate in-custody on March 7, 2008, March 13, 2008 and March 17, 2008 to determine how the inmate would be ideally housed if an unlimited amount of bed space existed. Each inmate was classified as one of the following: male administrative segregation, male dorm secured, male dorm unsecured, male general population (single or double cell), male protective custody, medical, mental health (single or double cell), female administrative segregation, female secured dorm and female general population (single or double cell). Carter Goble Lee took the data from the classification study, compared it with data collected in 2007 and factored in the long-term jail bed population projections to determine the total number of each type of bed the County of Napa would need.

Bed Space Projections

The current correctional facility has a total of 264 rated beds and 13 non-rated beds for a total of 277 beds. Rated beds are considered permanent housing locations whereas non-rated beds are those that are temporary, often specialized beds needed for short-term use. Non-rated beds typically include detoxification cells, safety cells, disciplinary isolation cells and medical cells. As mentioned previously, the primary concern is not just having the appropriate number of beds to meet future need; it is to have the appropriate mix of beds including mental health and other specialized beds to adequately serve the in-custody population. The middle range Jail Bed Space Projection model shows that the County will need approximately 324 rated beds in 2025 if evidence-based practices are implemented. Carter Goble Lee has prepared a Facility Program and Concept Plan that details the design of a facility for 342 rated beds (324 initial beds plus 18 beds due to podular planning) and 24 non-rated beds for a total of 366 beds. The following chart depicts the classification of the current facilities 277 beds and the proposed classification of a new facility's 366 beds based on the Housing Classification Study and bed space projection formulas.

Jail Bed Space Projections- Current and Recommended				
	Current	Recommended	Change	
Male Maximum and Administrative Segregation Security (Single Cells)	40	32	-8	Male Maximum (Single Cells)
Male Minimum Security Dorm	48	64	16	Male Minimum (Dorm)
Male Low-Medium Security Dorm	0	64	64	Male Low-Med (Mini Dorm)
Male Medium Security (Double Cells)	110	64	-46	Male Medium (Double Cells)
Total Male Beds	198	224	26	
Female Maximum and Administrative Segregation Security (Single Cells)	2	16	14	Female Dual Purpose (2x1)
Female Medium Security (Double Cells)	22	24	2	Female All Security (Combination)
Female Low-Medium Security Dorm	0	24	24	
Female Minimum Security Dorm	8	0	-8	
Total Female Beds	32	64	32	
Mental Health Housing	1	22	21	Mental Health
Mental Health-Detox	0	8	8	Stage II Detox (2X2) + (1X4)
Mental Health-Special Management	0	2	2	Safety Cell (2X1)
Total Mental Health	1	32	31	
Protective Custody Cells	0	24	24	Special Management (P.C. & Ad. Seg.)
Protective Custody Dorm	36	0	-36	
Disciplinary Isolation Cells	1	8	7	Male Disp. Iso. (8X1)
Administrative Isolation Cells	0	0	0	
Total Special Housing Beds	37	32	-5	
Medical Beds	5	6	1	Infirmery (6X1)
Sobering Cell	2	2	0	Infirmery - Neg. Pressure (2X1)
Safety	2	6	4	Stage 1 Detox (1X2) + (1X4)
Total All Beds	277	366	89	Total All Beds
Non Rated Beds	13	24	11	Non Rated Beds
Rated Beds	264	342	78	Rated Beds

As the chart shows, there are a number significant changes from the current mix of beds to those proposed as part of a new facility. Overall, a total of 89 beds additional beds are proposed, an increase of 33%. The most significant changes include:

- 64 new low and medium security mini-dorm (4 person cells) beds, to effectively implement a Podular Direct Supervision program. For the purposes of this section the term “low and medium risk” refers to their behavior risk in a correctional setting, not their risk to the public.
- A 46 bed reduction in male medium security beds (double cell), which is offset by an increase in the low-medium security mini-dorms. For classification purposes, the mini-dorm is just as effective for medium security inmates as double cells at a decreased building cost.
- 32 additional female beds, a 100% increase to meet the growing female population identified in recent years.
- The addition of a new 32-person pod dedicated solely to housing and serving mental health inmates that are currently housed in medical or maximum-security cells to address the growing mental health population identified in recent years. This will allow a more appropriate classification of mental health inmates in hopes of avoiding further mental deterioration while in the custody and care of the Napa County Department of Corrections.
- The creation of 32 protective cells instead of a 40 bed protective custody dorm to more effectively manage this population
- 11 additional non-rated beds for disciplinary isolation, detoxification and other special management purposes

Additional details on the conceptual design of a new facility can be found in the attached report from Carter Goble Lee.

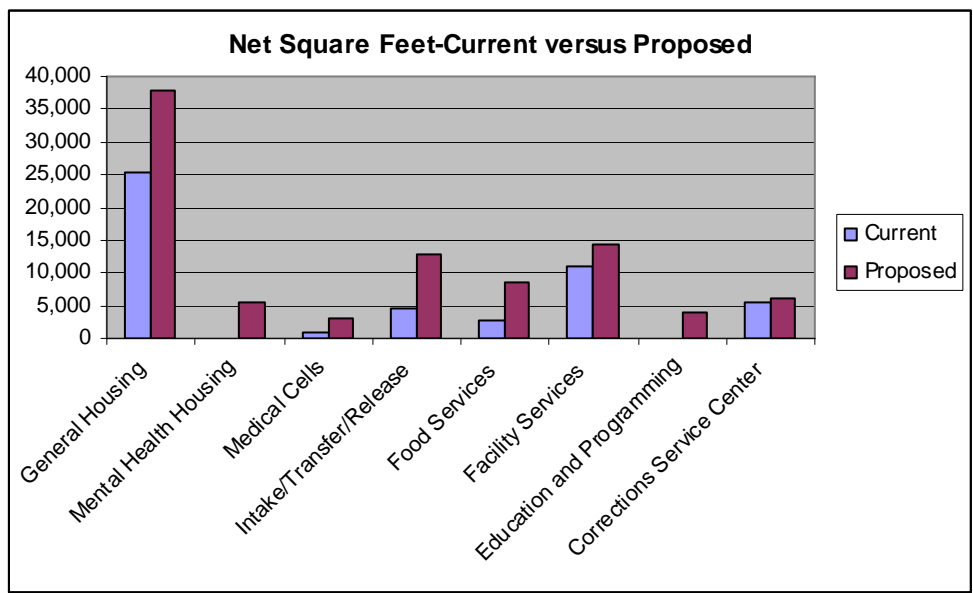
Jail Space Program

An architectural program defines the square footage assigned to each space within a building and recommends how the spaces should be organized in relation to one and other. As programmed, the conceptual facility proposed for the County of Napa contains approximately 107,375 net square feet (usable space) 179,151 building gross square feet (includes hallways, open space circulation areas, exterior wall thickness, interior wall thickness, elevators, stairs and mechanical/electrical spaces). The current correctional facility is 64,790 net square feet. The jail space plan is divided into nine major program units including : Public Access and Facility Administration, Intake-Transfer and Release,

Security Operations, Staff Services, Programs and Services, Food Services, Medical Services, Facility Services and Inmate Housing. The chart below summarizes the new square feet and building gross square feet of each program unit, detailed information on each of the program units can be found in the attached Carter Goble Lee Report .

Napa County Correctional Master Plan-Summary Program		
	Net Square Feet	Building Gross Square Feet
Public Access and Facility Administration	5,065	7,902
Intake-Transfer-Release	12,800	20,736
Security Operations	1,380	2,153
Staff Services	7,310	10,526
Programs and Services	8,460	12,983
Food Services	8,435	12,200
Medical Services	6,070	11,287
Facility Services	14,405	19,555
Inmate Housing	43,450	81,809
Grand Total	107,375	179,151

The following bar chart shows the difference in the net square feet of the current facility and the proposed facility for selected functional areas.



Video Visitation

In the current jail facility, inmate visitation is face to face through a glass window. Visitors enter the secured portion of the jail and correctional officers are required to move inmates from their housing areas to the visiting areas. This is extremely labor intensive and can compromise the security of the facility. Currently, minimal inmate visiting hours are offered.

Video visitation has become a new standard for jail facilities to help streamline the inmate visitation process and eliminate many of the problems associated with visitation. Under a video visitation system, visiting stations are set up in the public access areas of a jail facility and visitors are connected to inmates who are on the other end of the system in their housing units. This eliminates the need to move inmates around the facility reducing staffing requirements and helps keep contraband out of the secured area of the facility by eliminating contact visits and the possibility of outside visitors bringing contraband into the secure part of the facility. Video visitation would likely increase the total number of visiting hours offered. Video visitation centers can also be set-up in public places and County offices and connected electronically to the jail, eliminating the need for visitors, including attorneys and Probation Officers, to travel to the jail facility for visiting hours. The concept planning options presented below assume that the County will implement a video visitation system.

Current Staffing Analysis

A staffing analysis was conducted for the Napa County Department of Corrections by Carter Goble Lee. The study included an assessment of current staffing practices and a staffing analysis for a new or expanded county jail facility.

Scheduling of staff is currently based on a number of different work schedules including 8 hour, 10 hour and 12 hour days. Security personnel are divided into four teams, each consisting of a Sergeant, Corporal, 10 Correctional Officers and 2 Correctional Technicians. With the exception of the supervising Sergeants who work 4 10-hour shifts, security personnel are assigned based on a 12 hour work day. Each day is staffed by two teams that are self-relieving. Team members work three 12 -hour days each of two weeks, with one additional 8 hour work day during the same two week period to complete a total of 80 hours. Because of lower activity levels on the night shift, it becomes the shift of choice to absorb personnel vacancies. In the event of staffing vacancies for either hours or days, security posts are “shut down” (dayrooms are closed and inmates are locked down in their individual cells and monitored hourly as the law requires) leaving fixed security posts unstaffed

The current practice of the Department of Corrections includes three alternatives for filling vacant positions. Either positions are left unfilled, extra-help positions are utilized or full-

time staff are requested to work overtime. Only about 5 extra-help employees are employed at one time and high turnover rates makes it difficult to maintain an active extra-help list. The Department of Corrections spends an average of \$160,000 annually on extra-help staffing and \$425,000 on overtime staffing costs. For planning purposes, the National Institute of Corrections recommends that staffing include an adequate number of relief positions (permanent positions without a set schedule, used to fill in for vacancies or staff absences). Napa County does not currently have relief staffing and instead relies on overtime and extra-help. Data was collected for time taken off for all jail employees over a three year period ending in June 2008. This data included time away for training, breaks, sick leave, annual leave, compensatory time and the Family Medical Leave Act.

Carter Goble Lee calculated a relief factor for a 7-day security post, staffed by a Correctional Officer to be 1.692. This means that for each 56-hour post, 8 hours per day, 7 days per week staffed with one officer, a total of 1.692 Correctional Officers are required. When factoring the same relief for a 168 hour position, 24 hours per day, 7 days per week, a total of 5.08 Correctional Officer are required.

The following chart is a depiction of the total Full Time Equivalent positions needed to fill all of the currently established posts in the Department of Corrections if the County were to replace the use of overtime and extra-help with actual relief positions. This chart continues the current practice of locking some custodial holding areas during the early morning hours and not specifically assigning any one officer to supervise the female inmate housing area or the Protective Custody housing area.

Existing Napa County Detention Staffing with Relief				
Position	Current Staff Allocation	Total FTE's Needed	Staffing With Relief	Difference
Director of Corrections	1	1.15	1	0
Assistant Director	1	1.15	1	0
Lieutenant	1	1.25	1	0
Sergeant	5	6.26	6	1
Corporal	5	6.46	6	1
Correctional Officer	44	49.69	50	6
Correctional Technician	10	11.94	12	2
Clerical	5	5	5	0
Laundry/Food Services	5	6	6	1
Maintenance	4	4	4	0
Total	81	92.9	92	11

Carter Goble Lee identified many operational issues with the Department of Correction's current staffing plan including the lack of consistent supervision in some modules including the women's area, the Protective Custody Units and the two Direct Supervision pods, Men's East and Men's west, can create a liability concern. Employing a "best

practices” standards, Carter Goble Lee considered the current staffing levels in the existing jail and applied the appropriate relief factors to all posts and positions, including fully staffing those modules currently closed during portions of the day. Carter Goble Lee found that with proper relief, the existing jail should be staffed with 102 staff, compared to the current staffing with relief of 92. This is shown in the chart below.

Recommended Staffing with Relief				
Position	Current Staff Allocation	Total FTE's Needed	Staffing With Relief	Difference
Director of Corrections	1	1.15	1	0
Assistant Director	1	1.15	1	0
Lieutenant	1	1.15	1	0
Sergeant	6	6.26	6	0
Corporal	6	6.46	6	0
Correctional Officer	50	58.28	58	8
Correctional Technician	12	14.24	14	2
Clerical	5	5	5	0
Laundry/Food Services	6	6	6	0
Maintenance	4	4	4	0
Total	92	103.69	102	10

For purposes of comparison, information on the inmate to staff ratio was obtained from several jail operation of comparable size or close geographical proximity to the Napa County Jail. Staffing of both custodial and support staff are included in the profiles. Napa County Department of Corrections current staff ratio was found to be relatively consistent with other county operations.

Jail Inmate to Staff Ratio			
County	Jail ADP	Jail Staff	Inmates/Staff
Butte	481	135	3.6
El Dorado	347	110	3.2
Humboldt	353	130	2.7
Marin	310	85	3.6
San Mateo	1199	375	3.2
Solano	1080	367	2.9
Sonoma	1056	318	3.3
Yolo	407	145	2.8
Yuba	402	115	3.5
Napa-As Is	259	81	3.2
Napa-With Relief	259	92	2.8
Napa-Recommended	259	102	2.5

The following chart presents the existing and anticipated personnel costs for the “As-Is” operation along with cost for staffing with appropriate relief personnel and the cost associated with staffing the existing Napa County Jail at recommended levels.

Salary and Employee Benefit Costs for Current Jail Facility						
	As Is		Staff With Relief		Recommended With Relief	
	Staff with Relief	Cost	Staff with Relief	Cost	Staff with Relief	Cost
Total Jail Staff & Cost	81	\$ 7,602,579	92	\$ 8,612,616	102	\$ 9,503,102
Extra Help and Overtime	7	\$ 585,000	0	\$ -	0	\$ -
Total Staff Cost	129	\$ 8,187,579	124	\$ 8,612,616	129	\$ 9,503,102
Rated Beds and Per Diem Cost	264	\$ 84.97	Beds	\$ 89.38	264 Beds	\$ 98.62
Non-Rated Beds	13 Beds		13 Beds		13 Beds	
Total Bed Capacity	277 Beds		277 Beds		277 Beds	

Concept Planning Options

Carter Goble Lee has developed three planning options for consideration by the County for a new or renovated jail facility. The following is a summary of each option as well as the advantages, disadvantages and cost information for each option. Detailed information on the actual space plan and conceptual design of each option can be found in the attached Carter Goble Lee Report.

Option 1- Existing Downtown Location with Renovated Annex

Option 1 includes retaining and renovating the existing newer portion of the current jail known as the “Annex”, demolishing the older portion of the current jail known as the “Hall of Justice” and constructing a new building to connect with the Annex to include inmate housing and support components.

The suggested construction sequence for Option 1 is:

- Construct the new housing building in the two-hour parking lot located between the parking garage and the County Administration Building, parallel to the current correctional facility
- Temporarily relocate inmates from the Hall of Justice and the Annex into the new building and relocate any support functions out of the Hall of Justice
- Demolish the Hall of Justice
- Continue constructing the new building in where the Hall of Justice currently exists
- Temporarily relocate any remaining support functions in the Annex and renovate the jail Annex

Advantages to Option 1:

- Continues use of the existing jail Annex
- Continues use of the site for jail functions as part of an existing justice complex and maintains the land use as it is in its current state
- Maintains the tunnel connection between the existing jail and the criminal court building, eliminating the need for inmate transfer from a remote location
- Maintains the concept of a downtown justice complex by maintaining close proximity to the courts
- Maintains close proximity to Probation, District Attorney, Public Defender, Health and Human Services and other social services programs that serve this population
- County owned property-no land acquisition costs
- Building design allows for an additional 6,000 square feet to house the Community Corrections Service Center

Disadvantages to Option 1:

- Complexity and costs of scheduling a phased construction, temporary quarters and occupancy
- Operational issues and costs with relocating/replacing building technical systems located on north wall of the Annex
- Need for significant renovations of the Annex to achieve greater operational and staff efficiencies (this will still result in having a 20-year building)
- Minimal clearances between the correctional facility and the County Administration Building and the Parking Garage
- Implications of maintaining a jail presence on the existing site with current and proposed future downtown residential and commercial development
- Limited areas for any future expansion beyond 500 beds
- Elimination on on-site public surface parking
- Necessity of providing meals and medical services from off-site locations during renovation
- Displaces the Probation Department, the Conservation Division of the Conservation, Development and Planning Department and Health and Human Services; Alcohol and Drug Services Division, from the Hall of Justice, creating the need to rent or construct new office space
- The irregular “y” shape of the existing Annex may create so jail design and operational inefficiencies, creating the need to add additional staff

Option 2- Existing Downtown Location, All New Facility

Option 2 includes demolishing the existing Hall of Justice and Annex to construct an entire new facility on the current jail site in downtown Napa. This option has many of the same characteristics of Option 1 except that the irregular “y” shape of the Annex will be replaced with a simpler rectangular building to increase efficiency, and the internal placement of some building components will be slightly different.

The demolition and construction sequence will be similar to Option 1 with some exceptions:

- Construct the new housing building and relocate inmate-transfer-release and other support functions to temporary quarters to the west of the existing Annex
- Relocate inmates from the Annex to the new housing wing
- Demolish the existing Annex and the Hall of Justice, locating any remaining and existing functions in these two areas into temporary quarters
- Construct the new housing and support building and connect to the new housing section with outdoor recreation areas

Advantages to Option 2:

- Creates a functionally more efficient plan configuration that was possible with retaining the Annex
- New purpose-built state-of-the-art detention facility with a 30-50 year life expectancy and high potential sustainability and energy efficiency
- Eliminates the problems of attempting to integrate old and new security, life safety and other technical systems
- Maintains the courthouse and jail tunnel connection, eliminating the need for inmate transport
- Maintains the concept of a downtown justice complex by maintaining close proximity to the courts
- Continues use of the site for jail functions as part of an existing justice complex and maintains the land use as it is in its current state
- Maintain a close proximity to Probation, District Attorney, Public Defender, Health and Human Services and other social services programs that serve this population
- Increased setback distances (compared to Option 1) from the parking garage and the Coombs Street property line
- County-owned property-no land acquisition costs
- Building design allows for an additional 6,000 square feet to house the Community Corrections Service Center

Disadvantages to Option 2:

- Complexity and costs of phased construction and occupancy
- Potential problems with relocating/replacing building technical systems located on the existing north wall of the Annex during demolition and construction
- Implications of maintaining a jail presence on the existing site with current and proposed future downtown residential and commercial development
- Limited area for any future expansion beyond 500 beds
- Elimination of on-site public surface parking
- Necessity of providing meals and medical services from off-site locations during renovation
- Displaces the Probation Department, Conservation Division of the Conservation, Development and Planning Department and Health and Human Services, Alcohol and Drug Services Division, from the Hall of Justice, creating the need to rent or construct new office space

Option 3-Out-of-Downtown Location

Option 3 includes constructing an entirely new facility on a vacant piece of property the County would need to acquire. Option 3 allows for construction while maintaining operations at the current jail location with no need for temporary relocation of activities. With adequate property area, the facility can be designed as a one-story building and is

not constrained by the locations of other buildings and potential expansion options over 500 may be available. Approximately 15 acres will be needed for Option 3. There are currently no properties over 10 acres available for purchase.

Advantages to Option 3:

- Flexibility of designing a one-story concept with potential construction cost savings over a mid-rise structure
- New purpose-built state-of-the-art detention facility with a 30-50 year life expectancy and high potential sustainability and energy efficiency
- Adequate site area for surface parking and building expansion
- More accessible site for construction activities
- Ease of service and official vehicle access
- Potentially fewer land use or activity conflicts due to adjacency or near proximity of different building uses (residential, commercial, etc.)
- Does not eliminate parking in the downtown area and provides flexibility to use the current downtown site for other purposes

Disadvantages to Option 3:

- Location away from the downtown courthouse will require vehicle transport of inmates and potentially greater distances for law enforcement officers to transport arrestees for booking and jail intake
- Possible difficulties and increased timelines in locating a suitable property at a reasonable cost in an appropriate and acceptable location and dealing with a change in land use issues including community neighborhood concerns about the location of a new correctional facility
- Proximity to Probation, District Attorney, Public Defender and Health and Human Services may be a concern dependent on where facility is sited and the accessibility of public transit options

As mentioned above, Option 3 requires the need to transport inmates to and from the courthouse for court appearances. While there are other options such as video arraignment or building a single courtroom in the jail facility, these options have not been discussed in detail with or approved by the Napa County Superior Court Judges. Even if the current bench were to agree to one of these options, there is no guarantee that future judges would agree to continue these practices. Between January 1, 2008 and June 30, 2008, Correctional Officers transported inmates to 2,938 court appearances utilizing the underground tunnel between the jail facility and the courthouse. Only 1,100 or 37% of these appearances were arraignments. If video arraignment were currently available, approximately 63% of the inmate court appearances would still require inmate transport to the court facility.

Proposed Expanded Staffing Needs

The potential expansion or renovation of the Napa County Jail will provide an excellent opportunity to provide more efficient assignment of personnel and, to the extent possible, minimize staffing requirements while ensuring that housing capabilities meet specified security requirements. Under any circumstances, an expanded housing capability will necessitate some increase in the number of security personnel.

As referenced earlier, three alternative solutions to meeting the Napa County jail expansion needs have been identified. Each of these alternatives has been examined to determine individual staffing needs. Carter Goble Lee has only assessed the facility, administrative and custodial supervision functions of the proposed facility. While these costs account for the majority of the operational expenses, costs for the provision of medical services and mental health staff for the proposed mental health housing pod are not included and are unknown at this time. In determining the requisite staffing levels, Carter Goble Lee took best practices into account and made the assumption that staffing should be forecast at a level that includes proper relief and that all custodial holding areas will receive constant, around the clock supervision of inmates. The staffing levels shown below assumes staffing at the fully open and operational level. Staffing will be increased gradually as housing pods are opened and needed over a several year. Full staffing will likely not be required until 2025.

Option 1- Existing Downtown Location with Renovated Annex

Staffing for this option is based on the replacement of the Hall of Justice Portion of the existing jail and a physical plan expansion to the south. The space provided in the existing Jail Annex will be refurbished and reconfigured to provide both an inmate housing and jail operation support area. The total number of staff needed to operate Option 1 in a safe and secure manner is 129 as shown in the chart below.

Detention Staffing-Option 1		
Position	Total FTEs Needed	Total FTEs with Relief
Director of Corrections	1.15	1
Assistant Director	1.15	1
Lieutenant	1.25	1
Sergeant	6.26	6
Corporal	7.7	8
Correctional Officer	55.62	56
Correctional Technician	35.14	35
Clerical	7	7
Laundry/Food Services	6	6
Maintenance	8	8
Total	129.27	129

Option 2- Existing Downtown Location, All New Facility

Staffing for this option is based on replacement of both the Hall of Justice and the Jail Annex portions of the existing jail and a physical plant expansion to the south. The total number of staff needed to operate Option 2 in a safe a secure manner is 124 as shown below.

Detention Staffing-Option 2		
Position	Total FTEs Needed	Total FTEs with Relief
Director of Corrections	1.15	1
Assistant Director	1.15	1
Lieutenant	1.25	1
Sergeant	6.26	6
Corporal	7.7	8
Correctional Officer	55.62	56
Correctional Technician	30.31	30
Clerical	7	7
Laundry/Food Services	6	6
Maintenance	8	8
Total	124.44	124

Option 3- Out-of-Downtown Location

Staffing for Option 3 is based on replacement of the existing jail facility with a new jail at a new site. This profile also includes consideration of inmate transportation needs from the new site to the existing court facility. It is anticipated that two Deputy Transportation vans will be required for daily movement of inmates from a remote location to court. The effect that video arraignment, the inclusion of an arraignment court at a new facility or the construction of additional holding facilities at the downtown court house would have on the transportation needs have not yet been fully analyzed. Without this information, the total number of staff needed to operate Option 3 in a safe and secure manner is 129 as shown below.

Detention Staffing-Option 3		
Position	Total FTEs Needed	Total FTEs with Relief
Director of Corrections	1.15	1
Assistant Director	1.15	1
Lieutenant	1.25	1
Sergeant	6.26	6
Corporal	7.7	8
Correctional Officer	55.62	56
Correctional Technician	30.31	30
Clerical	7	7
Laundry/Food Services	6	6
Maintenance	8	8
Sheriff Deputies	4.84	5
Total	129.28	129

As a comparison, the following table presents annual staffing costs for the three jail expansion scenarios in 2008 dollars.

Salary and Employee Benefit Costs for Expanded or All-New Jail Facility						
	Option 1		Option 2		Option 3	
	Staff with Relief	Cost	Staff with Relief	Cost	Staff with Relief	Cost
Total Jail Staff & Cost	129	\$ 11,427,415	124	\$ 11,086,940	124	\$ 11,086,940
Court-Jail Transport Staff & Cost	0	\$ -	0	\$ -	5	\$ 626,510
Total Jail & Transport Cost	129	\$ 11,427,415	124	\$ 11,086,940	129	\$ 11,713,450
Rated Beds and Per Diem Cost	342 Beds	\$ 91.54	342 Beds	\$ 88.82	342 Beds	\$ 93.84
Non-Rated Beds	24 Beds		24 Beds		24 Beds	
Total Bed Capacity	366 Beds		366 Beds		366 Beds	

Cost Findings

Carter Goble Lee was asked to develop cost estimates for the three options to a new or renovated facility identified earlier in this report. Carter Goble Lee developed “order of magnitude “ costs based on costs per square foot applied to the building gross square footage identified in the Carter Goble Lee Report and identified in this section. These costs are intended to indicate an approximate range of cost differences between options and should only be used to assist the County in a comparative evaluation of the options. Actual project costs will not be known until construction bids are obtained.

The following was considered when developing the construction costs shown below:

- All three options assume the same amount of building gross square footage. In actual practice, Option 1 may be slightly different in size from the other two; this is not considered relevant at this stage of planning.
- Options 1 and 2 may extend the normal construction time beyond what would be required if a facility can be constructed at an entirely new site without interruption.
- Estimated costs for temporary relocation were based on renting or leasing modular office units, providing temporary utilities and building a secure enclosure around the units. The estimated length of time during which the temporary quarters would need to be occupied is 1.5-2 years.
- Soft costs include, but are not limited to, architectural and engineering fees, testing of construction materials and assemblies, licenses permits and legal fees, environmental impact assessments and mitigation costs as may be required.

Comparative Cost Estimates

Description	New or Renovated SF	Cost PSF	Estimated Construction Cost
Option 1-Existing Downtown Location with Renovated Annex			
Renovated Annex with Partial Demolition	45,000	\$ 210	\$ 9,450,000
New Housing	58,133	\$ 310	\$ 18,021,230
New Support	81,867	\$ 275	\$ 22,513,425
Demolition-Hall of Justice	76,000	\$ 50	\$ 3,800,000
Subtotal Construction Costs			\$ 53,784,655
Estimated Soft Costs (35%)			\$ 18,824,629
Estimated Temporary Location Costs			\$ 450,000
Estimated Probation Relocation Costs	6,000	\$ 140	\$ 840,000
Estimated Total Project Costs			\$ 73,899,284
Option 2-Existing Downtown Location, All New Facility			
New Housing	68,174	\$ 310	\$ 21,133,940
New Support	116,826	\$ 275	\$ 32,127,150
Demolition	121,694	\$ 50	\$ 6,084,700
Subtotal Construction Costs			\$ 59,345,790
Estimated Soft Costs (35%)			\$ 20,771,027
Estimated Temporary Location Costs			\$ 450,000
Estimated Probation Relocation Costs	6,000	\$ 140	\$ 840,000
Estimated Total Project Costs			\$ 81,406,817
Option 3-Out of Downtown Location			
New Housing	68,174	\$ 300	\$ 20,452,200
New Support	110,977	\$ 265	\$ 29,408,905
Parking	250	\$ 1,350	\$ 337,500
Subtotal Construction Costs			\$ 50,198,605
Estimated Soft Costs (35%)			\$ 17,569,512
Estimated Land Acquisition Costs (15 acres)			\$ 9,000,000
Estimated Total Project Costs			\$ 76,768,117

Criminal Justice Committee Further Recommendations

The Criminal Justice Committee recommends the adoption of the following related to the design and construction of a new facility by the Board of Supervisors:

Recommendation 8- The Board of Supervisors should affirm the Criminal Justice Committee's recommendation to build a jail facility to meet the 2025 bed projection numbers of 360 beds with central services built to serve up to 500 inmates.

Recommendation 9- The site for a new or renovated jail should have adequate land space available to expand up to 500 beds to meet needs beyond 2025.

Recommendation 10- The County should continue to pursue the design of a new or renovated facility constructed under the Podular Direct Supervision model.

Recommendation 11- The County should continue to pursue the design of a new or renovated facility to include video visitation in lieu of contact visits.

Recommendation 12- The Board of Supervisors should consider the close proximity or availability of public transit to Probation, Court, the Public Defender and District Attorney's Office, Health and Human Services and other social services an important factor when making a final decision about the site of the jail.

County Executive Office Further Recommendations

The County Executive Office recommends the adoption of the following related to the design and construction of a new facility by the Board of Supervisors:

Recommendation 13- The Phase II planning process should continue based on the premise that the County jail will remain at its current downtown Napa site. Staff is directed to: (1) advise the City of Napa of this decision and discuss any concerns the City may have; (2) continue to evaluate Options 1 and 2 to determine whether partial renovation and expansion of the current jail annex or totally new construction is the preferred option; and (3) identify and evaluate financing options for the construction of the new jail.

As the Board is aware, the County's space planning has long envisioned that any additional jail bed needs would be met through expansion of the current jail at the existing Superblock site. For example, when the 5th Street Parking Garage was sited, it was specifically designed to allow for future jail expansion. However, the County's consultants were asked to look at an out-of-downtown "greenfield" option for the jail to see if there were significant cost or other advantages to moving the jail to a site remote its current location. Carter Goble Lee's analysis shows that there are some advantages to moving the jail to a 12 to 15 acre site out of the downtown (particularly in terms of

construction phasing), but that there are also some significant disadvantages. Based on this analysis, staff does not believe that there is a compelling reason to move the jail from its current site.

As can be seen, depending on whether Option 1 or Option 2 are selected, construction costs for the downtown site could be no greater than a greenfield site and operating costs could be only slightly lower or higher. Operationally, the main advantage of the downtown site is that it is immediately adjacent to the Criminal Courts Building and there is tunnel access from the jail site to the Courts Building that eliminates the need for transport inmates. Finally, there may be significant impediments to siting a correctional facility in a greenfield area where one does not current exist compared to maintaining a facility downtown in the current location.

Recommendation No. 2-2: Establish a dedicated staff position that will monitor and provide feedback to management and the Criminal Justice Committee on criminal justice/corrections population data and trends to assist in the population and caseload management of the jail and probation functions.

Criminal Justice Analyst and Staff Services Analyst Positions

As part of the Fiscal Year 2008-2009 budget, the Board of Supervisors approved the addition of a Criminal Justice Analyst in the County Executive Office and a Staff Services Analyst (reclassification from a Correctional Officer) in the Department of Corrections. These two positions will be crucial in the criminal justice system's data management.

The Criminal Justice Analyst will function as the lead data and quality assurance manager for the criminal justice system. Their tasks will include developing a way to document offender flow through the criminal justice system and assist in developing protocols for quantifying the impact of intermediate sanction programs like the Community Corrections Service Center are having on the jail population. The Criminal Justice Analyst will also assist Departments in developing individualized quality assurance and peer review programs. The County Executive Office is currently recruiting for this position.

The Staff Services Analyst, under the direction of the Director of Corrections and other Corrections management staff, will be responsible for coordinating a quality assurance program in the Department of Corrections. Tasks will include developing peer review systems and monitoring evidence-based practices programs. This position will also function as the jail population specialist and monitor and collect data on the in-custody population. The Department is still in the early phases of creating a Quality Assurance program and will need to seek technical assistance from The Carey Group and the Quality Assurance Subcommittee on this process. The Staff Services Analyst position was filled in mid-September.

Conclusion

The Criminal Justice Committee and the County Executive Office has recommended that the Board of Supervisors accept the recommendations provided in the previous sections and direct staff to begin implementing these recommendations. The recommendations are as follows:

Recommendation 1- The Probation Department, working with the Corrections and Health & Human Services Departments, should implement a program that serves up to 50 jail inmates and 50 out-of-custody clients using evidence-based practices that reduce recidivism. Services for out-of-custody clients should be provided through a Community Corrections Services Center. Jail inmates who participate successfully in the program should have the ability to “graduate” to the Community Corrections Service Center.

Recommendation 2- The Community Corrections Services Center should operate 12 hours a day Monday through Friday and 5 hours a day on Saturday and Sunday. Initially, the Center should be located in the Hall of Justice. Prior to opening the Center, County staff should advise the City of Napa and the City’s Hope Center Task Force of this decision and address any questions or concerns they have.

Recommendation 3 – Initially, the Community Corrections Service Center should be operated by a contractor with significant expertise and experience in operating these types of centers.

Recommendation 4 – The Community Corrections Service Center should operate in accordance with the Logic Model, eligibility criteria and other guidelines recommended by the Criminal Justice Committee.

Recommendation 5- The County should continue to support the Probation Department’s on-going efforts to implement evidence-based practices.

Recommendation 6- The County should continue to support the Health & Human Services Department’s efforts to enhance the level of mental health and substance abuse services provided to the adult offender population, including working with contract service providers to ensure that those agencies have appropriate knowledge and training about programs that are effective in dealing with the offender population.

Recommendation 7- The County should continue establish a quality assurance and outcome evaluation capacity that ensures that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism. This would likely require a Quality Assurance capability that could provide assistance to all corrections-related agencies involved in programming for the offender population.

Recommendation 8- The Board of Supervisors should affirm the Criminal Justice Committee’s recommendation to build a jail facility to meet the 2025 bed projection numbers of 360 beds with central services built to serve up to 500 inmates.

Recommendation 9- The site for a new or renovated jail should have adequate land space available to expand up to 500 beds to meet needs beyond 2025.

Recommendation 10- The County should continue to pursue the design of a new or renovated facility constructed under the Podular Direct Supervision model.

Recommendation 11- The County should continue to pursue the design of a new or renovated facility to include video visitation in lieu of contact visits.

Recommendation 12- The Board of Supervisors should consider the close proximity or availability of public transit to Probation, Court, the Public Defender and District Attorney’s Office, Health and Human Services and other social services an important factor when making a final decision about the site of the jail.

Recommendation 13- The Phase II planning process should continue based on the premise that the County jail will remain at its current downtown Napa site. Staff is directed to: (1) advise the City of Napa of this decision and discuss any concerns the City may have; (2) continue to evaluate Options 1 and 2 to determine whether partial renovation and expansion of the current jail annex or totally new construction is the preferred option; and (3) identify and evaluate financing options for the construction of the new jail.

Key steps to be accomplished include:

- Negotiate a Community Corrections Services provider contract and return to the Board of Supervisors for contract and budget approval
- Complete renovations necessary in the Hall of Justice to open the Community Corrections Service Center
- Bring in technical assistance as provided for in the contract with The Carey Group to support the Health & Human Services Department’s efforts to enhance the level of mental health and substance abuse services provided to the adult offender population
- Continue to develop and expand the quality assurance and outcome capabilities of the criminal justice system including hiring a Criminal Justice Analyst
- Discuss the potential jail renovation and its impacts with the City of Napa

- Continue to evaluate Options 1 and 2 to determine whether partial renovation or an entirely new jail facility in the preferable option with the goal of returning to the Board of Supervisors with more information by the end of the year
- Identify and evaluate financing options for the construction or renovation of a jail facility

County Staff and Continued Use of Professional Consultants

The County Executive Office will continue to provide central staff support and coordination for Phase II. There is a continuing need for assistance of professional consultants to accomplish the goals stated above. Consultants currently under contract that will be needed include The Carey Group, Carter Goble Lee, Dennis Handis and John Pearson.

The County may also need to utilize additional consultants or increase current contract maximums to assist with this process. This determination will be made on an as needed basis.

Other County departments will be involved as needed including Public Works, Environmental Management, Planning (land use), County Counsel, etc.