

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA # B-18

Urgent

Routine

CEO Concurs with Recommendation YES NO

(Information Attached)

AGENDA DATE June 26, 2007

4/5 Vote Required YES NO

SUBJECT:

Approval to Accept the Updated Public Safety Center Jail Needs Assessment and Public Safety Services Master Plan, Proceed with an Update of the Juvenile Justice Master Plan and Related Actions to Develop an Overall Implementation Strategy

STAFF RECOMMENDATIONS:

1. Accept the Jail Needs Assessment and the Public Safety Services Master Plan for the Sheriff's Public Safety Center and Coroner Facilities and other Public Safety Facilities.
2. Authorize the staff to develop an overall Implementation strategy which will include the development of phasing options, funding options, and professional programming services.
3. Authorize the use of professional services to assist the staff to update the Report on the Stanislaus County Juvenile Justice System for juvenile detention facility needs.

FISCAL IMPACT:

On August 29, 2006, the Board of Supervisors authorized updating the previous Public Safety Center Master Plan for the future expansion of the jail facilities at the Public Safety Center, including replacement of the existing Coroner's facility located on Oakdale Road and other law enforcement and public safety services facilities needs.

(Continued on Page 2)

BOARD ACTION AS FOLLOWS:

No. 2007-516

On motion of Supervisor Mayfield, Seconded by Supervisor Grover
and approved by the following vote,

Ayes: Supervisors: Mayfield, Grover, Monteith, DeMartini, and Chairman O'Brien

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) X Approved as recommended

2) _____ Denied

3) _____ Approved as amended

4) _____ Other:

MOTION:

ATTEST:


CHRISTINE FERRARO TALLMAN, Clerk

File No.

FISCAL IMPACT (Continued):

Funding was approved at that time for initial planning efforts which included funding for staff resources, initial estimating and construction management services, and for contracting with master planning experts to update and develop the future master plan. Initial project expenses were funded by Jail Public Facility Fees. In March 2007, the Board of Supervisors approved an additional \$52,000 in existing appropriations to complete the Needs Assessment and Master Planning Project. Work has been completed on the planning and update phase by the Chief Executive Office and Sheriff's Department staff, working with TRG Consulting.

The Jail Needs Assessment effort projects facility, staffing and operational estimates for expanded facilities at the County's Public Safety Center and replacement sometime in the future of the Men's Jail and Honor Farm. Study findings indicate that jail expansion options through the year 2010 would include 421 new jail beds and the Jail Core operational building that is critical to any further jail bed expansion at the Public Safety Center. Projections are also included for the future closure of the Honor Farm and Men's Jail and demolition and build out of a Court Holding facility adjacent to the Courthouse. The overall plan, in today's dollars, would cost \$210.5 million in one-time construction/facility costs with an additional \$17.3 million projected in ongoing staffing and operational costs.

The Public Safety Services Master Plan also evaluated the Sheriff's Coroner Facility, Hi Tech Crimes, the Sheriff Operations Center, and the County Fire Warden/Emergency Operations Center. The study indicates that expansion of the existing Sheriff's Coroner Facility to meet the needs well into the future (2030), is projected at \$5.6 million. The remainder of these facility needs are projected to cost an estimated \$36.8 million to build out to meet future needs. The entire future facility construction exposure is very preliminarily estimated to cost \$252.9 million, and significant staffing changes would also be likely.

This effort is a Needs Assessment which projects facility needs well into the future. Funding for any of the components that would be constructed will need to be identified on a phased project by project basis. Currently, there is no adequate funding source to expand and replace all the facilities identified in the Needs Assessment Reports. The County has continued to collect Public Facility Fees for Sheriff Detention needs that are tied to growth. These fees for Jails/Detention have accumulated to \$30.9 million. Collections are estimated at \$3.8 million per year. An annual debt obligation of this funding exists in the amount of \$828,173, which results in nearly \$3 million projected use for debt service available for use on an annual basis, again limited only to Sheriff detention facilities.

The 2007-2008 Proposed Budget, includes \$3 million toward increasing current budget allocations toward these potential future obligations, including debt service. However, the General Fund and Public Facilities Fees alone will not be sufficient to manage the potential debt service, and new ongoing operational costs associated with additional jail beds.

In order to implement the next phase of this project, funding is recommended for project estimating services, project coordination and to contract with architectural programming and professional services. The estimated cost for resources needed for the next phase of work is \$150,000. Funding for this work is available in the Chief Executive Office Plant Acquisition budget. Staff will also explore whether Public Facility Fees could fund this cost, as well as the programming costs, which are not known at this point.

While not a component of the needs assessment recommended for adoption in this action, during the 2006-2007 mid-year review it was noted that for some time now there has been need to update the Juvenile Justice Master Plan. Funding of up to \$23,000 to update the Juvenile Justice Master Plan is available in existing appropriations for this effort.

DISCUSSION:

Overview

Continuing population growth and the need to replace existing jail facilities with updated, secure and expanded facilities resulted in the need to revisit the previous plans for the development and expansion of the Public Safety Center located at Hackett Road and Crows Landing Road.

On June 6, 2006 the Board of Supervisors authorized staff to issue a Request for Proposals for planning and programming services to update and develop a needs assessment and Master Plan for the Public Safety Center and other public safety facilities. The project objectives were in response to the County's desire to engage correctional facilities programming experts to assist staff:

1. Update the Public Safety Center Master Plan and Needs Assessment.
2. Develop a pre-architectural facility program for those components of the Master Plan selected by the County for immediate development.
3. Evaluate a variety of law enforcement, non-detention related, elements including but not limited to:
 - ◆ Sheriff's Operations Center
 - ◆ Coroner's Facility
 - ◆ Emergency Operations Center
 - ◆ Hi-Tech Crimes/Drug Unit.

The plan was to be conducted to provide guidance to the County to:

1. Forecast the quantity and nature of the custody population anticipated in 2008 and through the following 20-year horizon thereafter.
2. Explore alternatives and make recommendation for the prioritization, siting and development of new facilities to accommodate the projected in-custody population.

3. Assist County staff review and prepare a revised Public Safety Center Master Plan, including a conceptual development plan, cost estimate and schedule for presentation to the Board of Supervisors.
4. Evaluate and recommend other selected non-detention, law enforcement services for possible relocation and consolidation.

The Original Jail Needs Assessment – Completed Nearly 20 Years Ago

In 1988, the County completed the original Jail Needs Assessment and Master Plan. Nearly 20 years has past since that Report was prepared. Based on that original master planning effort, the County completed a full environmental review, selected and acquired a new site for the Public Safety Center and constructed various facility projects. That assessment projected a need for 1,850 adult detention beds by 2008. Our current adult detention capacity is capped at 1,492 beds.

In 1989, the Board of Supervisors approved a Jail implementation Plan that was broken into three phases: the Immediate Action Plan, the 5-Year Plan, and the 20-Year Plan. Since 1989 726 new beds have been constructed. The following is a summary of the various Jail projects:

Project	Year	Cost	New Beds
Site purchase & Infrastructure	1989	\$ 607,800	0
Immediate Action Plan-Public Safety Center	1992	29,830,400	294
Support Services & Minimum Housing Unit	1993-94	12,972,700	192
Sheriff's Operations Center	1995	6,603,400	0
56-Cell Medium Security Housing Unit ("I")	1996	4,702,100	56
Public Safety Center Medium Security Units Violent Offender Grant	1998	465,000	84
Public Safety Center-Double Bunking Project	2006	\$ 77,000	100
Total Additional Beds			726
2007 Total Sheriff Detention Beds			1,492

The last new beds constructed were in 1998. Since 1998, the total capacity for the Jails remained at 1,392, until late 2006 when the 100 bed double bunking project was conducted at the Public Safety Center. Continuing growth and a need to replace existing jail facilities with updated, higher security facilities required the Sheriff to initiate innovative citation and early release policies.

These release policies are required by law and by federal mandate as detailed in Rodriguez v. Stanislaus, which requires specific restrictions and notifications regarding the Jail inmate counts. In short, Rodriguez requires the Sheriff to operate Jail facilities under a flexible capacity (Flex Cap). Whenever the Flex Cap is reached at any facility, Sheriff's staff initiates a series of inmate release criterion until the inmate population is manageable and at an acceptable level. Typically, the facility populations have been "bumping" the Flex Cap ceiling

on a shift by shift basis, every day. Although Jail bookings have remained fairly consistent between 1998 and 2007, the average length of stay in custody has grown by 25%. In addition, Sheriff's staff are compelled to reach further down the Flex Cap criterion list to keep below the Flex Cap ceiling with an increase in the adjudication process being pushed into the future due to increased failure to appear and citation releases.

Double bunking occurred in late 2006, increasing total capacity to 1,492. Double bunking started as a replacement for beds at the Honor Farm to house more serious offenders at the Public Safety Center. This provided very short-term relief to the overall population, but pressure to use Honor Farm beds continued, and those beds are now counted as additional beds. The Sheriff modified the citing and release policy and engaged in an Emergency Release Process to the Alternative Work Program (AWP) for sentenced inmates to provide some level of structure to their "early release". In January 2007, the Board of Supervisors approved the Sheriff's request to expand the Alternative Work Program from 45 days to 90 days.

Updating the Jail Needs Assessment for the Future

During the past year, the Chief Executive Office and Sheriff's Department have collaborated on preparing an update to the Jail Needs Assessment to chart future facility needs. The major focus of this effort has been on adult detention facility needs. Our County, like many others does not have the ability within existing resources to fund the construction costs and staffing costs of expanded and new jail facilities to meet current and future needs. The State of California faces a significant overcrowding crisis and further court intervention.

The Needs Assessment, as presented, identifies a current shortfall of jail beds and projects future building requirements in response to population growth, increase in seriousness of crimes and inmate profiles in the context of ensuring adequate and safe facilities. Alternatives to incarceration and prioritization of sentencing options is still required due to the high cost of building new facilities. Jail population demands now leave little to no flexibility when making hard choices about inmate population management.

During the 1980's and 1990's, in Stanislaus County, the focus was on building replacement and new jail beds. The previous Women's Detention Center was closed and the new Public Safety Center was created. In addition to jail beds, a limited level of support spaces were constructed, primarily kitchen and laundry facilities. The main jail core building was known to be needed when additional jail bed capacity would be built. The core building is now essential to support an expansion of the Public Safety Center. The core building includes space for Jail Administration, reception, armory and tactical equipment storage, courtroom, housekeeping/maintenance, institutional storage, intake/release/processing/transportation staging, staff areas, and visiting.

The Report identifies bed needs well into the future by projecting out to the year 2040.

Year	Total Beds
2010	1,913 Beds
2010	2,237 Beds
2030	2,547 Beds
2040	2,886 Beds

Source: TRGConsulting

As indicated in the study, there is a significant shortage of adult detention beds to meet today's needs and demands. In addition to meeting growth demands, two of the three adult detention facilities, the Men's Jail and the Honor Farm should be considered for replacement. The cost to provide additional detention facilities at the Public Safety Center and replace the downtown jail and Honor Farm are staggering -- over \$210.5 million in construction costs alone. Without State funding or new and dedicated sources of funding, much of this cost, aside from Public Facility Fees would be borne by the County's General Fund. This includes the cost of staffing and operational costs for the expanded facilities. The following chart illustrates jail facility construction and staffing cost projections through 2010 - just the next three years.

Jail Facilities Expansion Through 2010					
Project	Description	Cost/Facility	Cumulative Facility Costs	Staffing Costs	Cumulative Staffing Costs
Option 1	Core/ 300 Beds (2010 Need)	\$ 78,844,960	\$ 78,844,960	\$ 12,492,447	\$ 12,492,447
Option 2	121 Beds (2010 Need)	19,965,000	98,809,960	3,194,400	15,686,847
Option 3	Close Honor Farm (370 Beds)	26,362,500	125,172,460	302,412	15,989,259
Option 4	Close Jail (396 Beds)	65,340,000	190,512,460	-	15,989,259
Option 5	Court Holding/Demo Jail	\$ 20,000,000	\$ 210,512,460	\$ 1,263,976	\$ 17,253,235

An affordable phasing plan should be developed to identify construction project elements. This plan will need to consider the County's Debt Capacity Study as well as other potential funding sources and approaches to minimize costs and maximize facility opportunities.

Public Safety Services Master Plan

In addition to evaluating jail needs, the planning effort included evaluating the Sheriff Coroner's Facility, Sheriff's Operations Center, Hi Tech Crimes Programs and Fire Warden/Emergency Operations Center. These facility needs are evaluated and projected out to meet future demands.

The following summarizes each of these components included in the Needs Assessment:

Coroner/Public Administrator Facility

The existing Coroner's facility needs to be replaced. The current space is not adequate for the demands on the facility. The plan calls for a new and larger, modern facility to be located at the Public Safety Center at a preliminary, pre-design estimated cost of \$5.6 million.

Hi Tech Crimes Options

This plan identifies both short and long-term facility options for the Hi Tech Crimes Unit that is currently housed in temporary modular space provided by the City of Turlock. The Needs Assessment evaluated the space needs based upon all components of the Hi Tech Crimes Unit joining together including expansion through 2030, and building a facility at the Sheriff's Operations Center. A temporary option is also being considered that could possibly relocate at least the staff currently housed in the Turlock space to the District Attorney's unoccupied space that will eventually be built out on the 5th floor of the 12th Street Office Building. A very preliminary estimate of this temporary relocation to the District Attorney's space is \$680,000. The estimates do not include staffing and ongoing operational costs.

Looking to the future, the computer forensics field has grown exponentially in recent years. Computer and cell phone forensic investigations have become a regular fixture in cases of homicide, robbery, kidnap, missing persons, drug manufacture/distribution, etc. The projected long-term facility option for housing this unit at the Sheriff's Operations Center is estimated at a preliminary, pre-design cost of \$11 million. Funding sources have not been identified for this project element.

Sheriff Operations Center

The Report includes an evaluation of the Sheriff's facility needs for Administration, Armory, Investigations, Information Technology, Patrol, Property and Evidence and the Records functions that are housed as part of the Sheriff's Operations Center. The study evaluated the future facility needs looking at it both from the current structure where all of the main Sheriff operations are conducted out of the Hackett Road site, to evaluating the cost of creating/building three additional Sheriff facilities located throughout the County. This option coincides with the Sheriff's objective to decentralize patrol and related functions. The full build out of the Public Safety Center to meet future needs is estimated at a preliminary, pre-design cost of \$16.3 million. The preliminary, pre-design cost to build three new area commands would be approximately \$8.3 million and would possibly eliminate the need for expansion of the Sheriff Operations Center. Funding sources have not been identified for this project element.

Office of Emergency Services – Emergency Operations Center

The Public Safety Services Master Plan evaluated the County Fire Warden and Emergency Operations Center facility needs. This function which is part of the Chief Executive Office is currently co-located at 3705 Oakdale Road with Stanislaus Regional 911 and City of Modesto in a joint City-County owned facility. The study proposes a possible relocation of this function

to the Public Safety Center site and expansion, at a preliminary, pre-design estimate of \$9.6 million. Funding Sources have not been identified for this project element.

A copy of the Executive Summary for the Public Safety Services Jail Needs Assessment and Public Safety Services Master Plan are attached to this agenda report.

Updated Public Safety Center Jail Needs Assessment and Public Safety Services Master Plan Next Steps

The Board of Supervisors Capital Facilities Committee has been briefed on the overview of the Report findings as well as the County's potential for increased debt capacity. An overall phasing plan is the next step recommended in the planning process for the build out of the facilities. The need for additional jail beds today is critical. The next step is that staff develops an overall implementation strategy which will include the development of phasing options, funding options, and professional programming services. Limited resources and ability to assume the level of debt that would be required for the entire build out make it evident that not all of the identified needs can be achieved by 2010. It is likely that the County will need to focus on addressing jail facility needs and the replacement of the Coroner's Facility initially. A follow up report and recommended actions on programming and phasing of these projects will be presented to the Board.

As mentioned previously the State of California is experiencing severe prison overcrowding and there are a number of proposals and ideas for the transfer/return of State inmates to counties. The Jail Needs Assessment was evaluated based on current and future County needs and does not factor in the potential impact of future State actions. The current prison reform bill (AB 900) authorizes \$7.4 billion in lease revenue bonds, with approximately \$1.2 billion set aside for counties to receive a 25% match for local jail construction. This match is contingent upon county agreement to site a re-entry center with concentrated rehabilitation services for State inmates with less than one year to serve. These proposals and any potential construction funding opportunities will be closely monitored and evaluated.

Update of the Juvenile Justice Master Plan

This agenda item recommends the use of up to \$23,000 in funding to update of the Report on the Stanislaus County Juvenile Justice System for juvenile detention facility needs. This Report was prepared in late 1996 and should be updated to evaluate juvenile facility needs that exist now and into the future. The State of California is also in need of addressing the overcrowding issues at the California Youth Authority, and legislative proposals are currently being finalized that may make State funding available to expand existing facilities. Staff is recommending the retention of TRGConsulting on a limited basis, not to exceed \$23,000 to provide expert consulting services needed to update the Juvenile Justice Master Plan for future Board of Supervisors consideration.

POLICY ISSUES:

Approval of the actions recommended support the Board of Supervisors priority of a safe community.

STAFFING IMPACT:

The County anticipates substantial review and interaction between Sheriff's Department, and Chief Executive Office staff to develop the next phasing and programming options associated with the two Reports. In addition, Chief Executive Office and Probation Department staff will work closely to complete the update of the juvenile justice master plan.

COUNTY OF STANISLAUS PUBLIC SAFETY SERVICES MASTER PLAN

June 26, 2007



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Acknowledgements

The preparation of this Public Safety Master Plan would not have been possible without the assistance of a number of professionals from Stanislaus County. While the following list by no means represents all of the people who participated in this effort, it is our attempt to recognize the primary contributors who helped make this planning effort a success

The efforts and participation of the following individuals are gratefully acknowledged.

Stanislaus County Board of Supervisors

William O'Brien - Supervisor, District 1 (Chairman)
Thomas Mayfield - Supervisor, District 2 (Vice- Chairman)
Jeff Grover - Supervisor, District 3
Dick Monteith - Supervisor, District 4
Jim DeMartini - Supervisor, District 5

Stanislaus County Chief Executive Office

Richard W. Robinson - Chief Executive Officer
Patty Hill Thomas - Chief Operating Officer/Assistant Executive Officer
Eileen Melson - Deputy Executive Officer
Don Phemister - Senior Construction Manager
Tim Fedorchak - Senior Management Consultant
Darrell Long - Sheriff's Liaison
Gino Colacchia - Construction Manager

Stanislaus County Sheriff's Department

Adam Christianson - Sheriff-Coroner
William Heyne - Undersheriff
Gina Leguria - Policy & Legislative Affairs Executive Manager
Dan Wirtz - Business Manager
Capt. Raul DeLeon - Operations Division
Capt. Bill Duncan - Adult Detention Division
Capt. Tim David - Administrative Division
Interim Chief Tim Beck - Riverbank Police Services & Northeast Area Command
Lt. Brenda Suarez - Public Safety Center
Lt. Gregg Clifton - Bureau of Administrative Services & Inmate Programs
Lt. Darin Gharat - Central Area Command (Assisted with the Coroner's Facility)
Lt. Darrell Freitas - Homeland Security (Assisted with Information Technology and Office of Emergency Services)
Sue Harper - Records Division Manager
Brent Thayne - Information Technology Manager
Sgt. Tori Hughes - Property & Evidence, Weed & Seed
Sgt. Ralph Ghimenti - (Assisted with the Coroner's Facility)
Sgt. Bill Pooley - HIDTA and CalMMET
Det. Lydell Wall - Sacramento Valley Hi-Tech Crimes Task Force

Stanislaus County Office of Emergency Services

Richard W. Robinson - Director
Gary Hinshaw - Fire Warden/Assistant Director
Ray Jackson - Deputy Fire Marshal
Debra Thrasher - Manager II
Russ Richards - Emergency Manager

Stanislaus County Probation Department

Jerry Powers - Chief Probation Officer
Jill Silva - Chief Deputy Probation Officer

Stanislaus County General Services Agency; Facilities Maintenance

Bob Carpenter - Facilities Manager

Modesto Police Department

Sgt. Ronald Reid - Sacramento Valley Hi-Tech Crimes Task Force

Stanislaus County Superior Court

Linda Romero Soles - Assistant Court Executive Officer

TRG Consulting Principal Project Team

William Harry Munyon - Project Manager and Lead Planner
Cheryl Guess Munyon - Project Administration, Senior Planner, Data Coordinator
Jim Marmack - Operations & Staffing
Ron Jarrell - Operations & Staffing Review; Quality Control

Executive Summary

A. Law Enforcement and Emergency Operations Department and Division Profiles

Profiles. This section includes the department and division profiles for Law Enforcement and Emergency Operations. Profiles are included for:

- Coroner/Public Administrator.
- Hi-Tech Crimes.
- The divisions and units that currently occupy space in the Sheriff's Operations Center (SOC)
 - Administration
 - Armory
 - Investigations
 - Information Technology (IT)
 - Patrol
 - Property and Evidence
 - Records
- Emergency Operations.

B. Law Enforcement and Emergency Operations Staffing and Space Need Projections

Staffing and Space Need Projections. Staffing and space projections appear in Table EX.1.

Table EX.1
Law Enforcement and Emergency Operations – Staffing and Space Need Projections

Stanislaus County Sheriff's Department (Law Enforcement) & OES/EOC Projections of Staff and Space Needs (2007 - 2030)											
Division/Unit	Rec. GSF/ Staff (Note 1)	2007 Staff (Note 2)	Existing 2007 GSF (Note 3)	2007 GSF/Std's (Note 4)	2010 Staff	2010 GSF	2020 Staff	2020 GSF	2030 Staff	2030 GSF	
Management and Administration (SOC) (Note 5)											
Administration (Note 6)	560	32	8,191	17,920	38	21,280	40	22,400	42	23,520	
Records [8 Hour Shifts] (Note 7)	680	13	7,579	8,840	15	10,200	17	11,560	19	12,920	
Property & Evidence (Note 8)		3	2,087	3,800	4	4,161	5	4,867	6	5,542	
Information Technologies (Note 9)	940	6	4,500	5,640	10	9,400	19	17,860	28	26,320	
Subtotal - Administration		54	22,357	36,200	67	45,041	81	56,687	95	68,302	
Operations											
Operations (SOC) (Note 5)											
Patrol (Note 10)	110	114	9,488	12,540	120	13,200	140	15,400	172	18,920	
Investigations	240	31	6,353	7,440	34	8,160	40	9,600	45	10,800	
Sheriff's Operations (Outside SOC)											
Coroner/Public Administrator	520	10	3,520	5,200	12	6,240	16	8,320	18	9,360	
Hi-Tech Crimes (Note 11)	290	9	1,440	2,610	26	7,540	46	13,340	60	17,400	
Subtotal - Operations		164	20,801	27,790	192	35,140	242	46,660	295	56,480	
Total - Sheriff's Law Enforcement Needs			43,158	63,990		80,181		103,347		124,782	
Emergency Operations											
Emergency Operations Center (Note 12)	360	50	8,000	19,920	50	19,920	50	19,920	50	19,920	
EO and Fire Permanent Staff (Note 13)	140	19	Incl. Above	2,660	26	3,640	31	4,340	35	4,900	
Total - Emergency Operations		69	8,000	22,580	76	23,560	81	24,260	85	24,820	
Space Summary											
Sheriff's Operations Center (SOC) (Note 9)		152	38,198	56,180	221	66,401	261	81,687	312	98,022	
Coroner/Public Administrator		10	3,520	5,200	12	6,240	16	8,320	18	9,360	
Hi-Tech Crimes (Note 11)		9	1,440	2,610	26	7,540	46	13,340	60	17,400	
Emergency Operations Center (Note 12)		69	8,000	22,580	76	23,560	81	24,260	85	24,820	

Source: TRG Consulting, March 2007 (Revision 10)

Notes:

1. Net square footage (NSF) is the usable square footage of the spaces occupied by a Department/Division including offices, ancillary spaces, circulation space, etc. Gross square footage (GSF) is the space required for building systems and includes such things as structure, exterior walls, utility spaces, stairways, elevators, lobbies, restrooms, janitor's closets and other spaces not assigned to Departments/Divisions. This is macro level planning. NSF and GSF space needs will be refined during architectural programming.
2. 2007 staff numbers were provided to Capital Programs by the Sheriff's Department and the Office of Emergency Services.
3. Existing square footage provided by Capital Projects. All square footages were provided in gross square feet (GSF).

Notes (Continued):

4. This is the gross square footage (GSF) that each Department/Division would occupy if their existing space were adequate.
5. A percentage of the GSF occupied by the Public Lobby (1,536 GSF) and the Admin. Conference Room (1,872 GSF) in the SOC have been allocated to each of the tenants based on the percentage of space occupied by that tenant. This is to allow a comparison of the current size of the SOC to the currently needed and projected size of the SOC in the future. Information Technologies (IT), currently located in a modular building, has been added to the projections for the SOC.
6. Includes Management, Personnel, Finance, Internal Affairs and Human Resources. Capital Projects estimates 38 staff in 2010 and then staff growth at +2 per decade thereafter.
7. In 2007, Records had a staff of 34, and the maximum number on any shift was 13 on the day shift. Records staff currently work 5, 8-hour shifts per week. This schedule may change to a schedule under which they would work 4, 10 hour days. This would cause an overlap of shifts and result in additional space needs.
8. GSF required for 2007 was estimated based on tours and interviews with the Department/Division to determine preferred operational methodology. GSF then was projected based on the growth in County population as projected by the Department of Finance. Capital Projects estimates 4 staff in 2010 and then staff growth at +1 per decade thereafter.
9. Information Technologies (IT) currently is located in a modular building behind the SOC. IT space is included in the SOC on this spreadsheet.
10. The population projections prepared by the Assistant Sheriff were used for Patrol. The numbers for Patrol include the Captain, his Confidential Assistant, the Admin. Lieutenant, 2 Patrol Lieutenants and 14 Patrol Sergeants.
11. The value shown under GSF/Std's (2,880 GSF) is the GSF that would be required for a staff of 9. It appears as though Hi-Tech Crimes is poised to occupy 4,000 GSF on the 5th floor of the 12th Street Building in downtown Modesto. The staffing numbers used were provided by Hi-Tech Crimes (please see the *Hi-Tech Crime Overview* for more detailed information).
12. The staffing number used in the Recommended GSF/Staff column is taken from the upper end of a Level II event. (A Level II event will require 15 - 50+ responders depending on the nature of the event.) An additional 1,920 GSF of shell space has been added to meet unforeseen contingencies and future expansion.
13. Emergency Operations and Fire Permanent Staff includes: Assistant Director OES/Fire Warden, Confidential Assistant III, two Deputy Fire Wardens, Finance Management, Fire Marshal, Clerical (1/2), three Plan Checkers, two Planners, OES Grants Administrator, Staff Services Analyst, OES Training, Emergency Services Program Analyst, Emergency Manager, Homeland Security Technology and IT for a total of 19 positions. These 19 positions are shown under the column labeled *2007 Staff*. Additionally the Assistant Director OES indicated a need for space for an additional 9 positions in the near future including PIO; 4 spaces for representatives from the Agriculture Commissioner Environmental Resources, Municipal Fire and Public Health; two additional Fire Wardens and two Fire Prevention Specialists for a total of 26 positions, counting the positions previously discussed. These 26 positions are indicated under the column labeled *2010 Staff*. Positions for 2020 and 2030 are projected from the 2010 total using the DOF projections for population growth. These calculations assume that the offices assigned to permanent staff will not be used during a Level II event.

Legend:

-  20 year interval (reasonable planning horizon)
-  Comparison of existing GSF for each Division to the GSF that would be assigned to the Division if adequate space were available
-  Staffing projections based on County population projections provided by the Department of Finance (DOF)
-  Staffing projections based on an average of County population projections prepared by DOF and the survey results provided by the Division
-  Staffing projections based on an average of County population projections prepared by DOF and an estimate of current need as determined in interviews with the Division
-  Staffing projections based on another methodology (please see notes in each specific case)

C. Law Enforcement and Emergency Operations Master Plan Outline

Introduction. This section outlines the need and master plan for the following facilities or operations:



Coroner's Facility. This planning effort recommends that a new Coroner's facility be constructed at the Public Safety Center site to replace the existing outdated and inefficient Coroner's Facility. The specific space needs for this new facility are discussed in detail in Section A, *Department and Division Profiles* of this report. The probable cost for this relocation is estimated at \$5.59 million.



Hi-Tech Crimes. The space currently available to Hi-Tech Crimes is owned by the Turlock Police Department and must be vacated in the near future because the Police Department needs the space. This will leave the Hi-Tech Crimes Unit without workspace. Further, the existing workspace is inadequate because of the rapidly increasing rate of crimes involving the use of computers. Short and long-term options for this unit are outlined below.

Short Term Needs:

- Build out of space (to be identified) for the Hi-Tech Crimes Unit.
- Relocate unit from Turlock because the Turlock Police Department needs the space.
- The county would fund the building improvement costs of \$680,000 from the Criminal Justice Facilities Fund.
- City/county would share any one-time startup costs and facility IT costs.

Long Term

- Move to the Sheriff's Operations Center (SOC) at a probable cost of \$10.95 million.



Sheriff's Operations. The Sheriff currently manages a centralized operation with all patrol officers operating out of the Sheriff's Operations Center (SOC) at the Public Safety Center (PSC) site. The Sheriff is developing a decentralized operations plan that will improve efficiency and increase public safety. Under the decentralized plan, the Sheriff would continue to operate out of the SOC and add up to three new Area Commands.

Findings related to Sheriff's operations are outlined below.

- Centralized operations would cost \$5.3 million through 2010 or \$16.3 million with full build out.
- Decentralized operations would place Sheriff command centers in four areas of the county, including the SOC, at a projected cost of \$2.8 million per project.
- With decentralization there would be no need to expand the SOC for the next 20 years other than the possible need to provide space for the Hi-Tech Crimes Unit.



Emergency Operations/Emergency Operations Center (EOC). The county's Emergency Operations Center has outgrown the space in which it currently is housed. Additional space is required to serve the emerging emergency paradigms (e.g. an avian influenza outbreak, a bioterrorist attack, etc.). Expansion space is not available for expansion on the existing site. Consideration should be given to relocating and expanding the EOC.

What Will This Cost? This section outlines the probable project and staffing costs.

- There are limited Sheriff PFF funds and Criminal Justice Facility Funds that may assist with some of the Sheriff projects and the Hi-Tech Crimes project.
- Without a bond act or grant funding the impact will be on the General Fund.

Projected Facility Build Out Costs. The projected facility build out costs are illustrated in the following tables.

Table EX.2
Projected Coroner's Facility Build Out Costs

Project	Description	Cost/Facility	Staffing Cost
Coroner's Facility	New Project	\$5,595,210	No Change

Source: Stanislaus County. May 2007.

Table EX.3
Projected Hi-Tech Crimes Unit Build Out Costs

Option	Project	Description	Cost/Facility	Staffing Cost
Short-Term	Hi-Tech Crimes	Temporary Option with DA	\$680,000	No Change
Long-Term	Hi-Tech Crimes	Move to SOC and Expand	\$10,954,440	No Change

Source: Stanislaus County. May 2007.

Table EX.4
Projected Sheriff's Operations Unit Build Out Costs

Option	Project	Description	Cost/Facility	Staffing Cost
Option 1	SOC	Expand	\$5,272,576	No Change
Option 2	Decentralization	Create 1 New Area Command	\$2,765,875	No Change
Option 3	SOC	Full Build Out	\$16,272,576	No Change
Option 4	Decentralization	Crear3 3 New Area Commands	\$8,297,625	No Change

Source: Stanislaus County. May 2007.

Table EX.5
 Projected *Emergency Operations Center (EOC)* Build Out Costs

Project	Description	Cost/Facility	Staffing Cost
EOC	Relocate/New Project	\$9,586,688	No Change

Source: Stanislaus County. May 2007.

Next Activities. The next activities are outlined below.

1. Incorporate any comments and/or requested changes from the Board of Supervisors.
2. Present the updated Stanislaus County Public Safety Services Master Plan to the Board of Supervisors on June 26, 2007.
3. Authorize staff to proceed to programming, and development of phasing options to be returned to the Board of Supervisors consistent with the Debt Capacity Study.
4. Develop an Action Plan for the Coroner's facility, including land options.
5. The Sheriff will continue to pursue his decentralization plan for improved efficiency and public safety.

A. Law Enforcement and Emergency Operations Department and Division Profiles

Introduction. This section includes the department and division profiles for Law Enforcement and Emergency Operations. Profiles are included for:

- Coroner/Public Administrator.
- Hi-Tech Crimes.
- The divisions and units of the Sheriff's Department that currently occupy space in the Sheriff's Operations Center (SOC) along with Information Technologies (IT), which will move back into the SOC; profiles are included for
 - Administration
 - Armory
 - Investigations
 - Information Technology (IT)
 - Patrol
 - Property and Evidence
 - Records
- Emergency Operations.

Profile Contents: Each department or division profile includes the following sections:

- Function of the Department or Division
- Location Factors
- Key Workload Indicators
- Space Issues

Coroner/Public Administrator

939 Oakdale Road
Modesto, California 95355



Coroner/Public Administrator
Entrance



Autopsy Suite



Open Office Area

Function

- Investigate deaths because of unknown reasons, no known medical provider, criminal acts, etc. as outlined by government and health-safety codes.
- Provide storage for decedents with no known family and for funeral homes when necessary because of a lack of capacity at the funeral home.
- Protect the assets of the next of kin.

Location Factors

- Need for proximity to law enforcement. Investigators are involved in homicides, in-custody deaths. Identification units assist with identifying unknown subjects, victims of homicides, in-custody deaths and suspicious deaths.
- Security issues resulting from a 24/7 operation.
- Ease of public access. The facility should be located on a convenient public transportation route.

Key Workload Indicators

- Growth in population.
- Changes in crime rate.
- Changes in operational procedures or workload (e.g. through contracts or arrangements with other counties; increased workload as a result of additional teaching responsibilities).
- Federal, state or local funding changes.
- Developments in the use of technology.
- Changes in legislation.

Space Issues

Security for personnel is paramount since the facility may be in operation at any time, 365 days a year. Additionally a number of bodies along with decedents' possessions often are stored at the facility.

A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, card used for access, time of activity, etc. System must be capable of limiting access to controlled spaces (e.g. coroner's property room, public administrator's property room, frozen storage, refrigerated storage, the autopsy suite, private offices, the transplant bank recovery suite, etc.).

The clerks' office area should be separated from the public reception and waiting area by a polycarbonate barrier. A CCTV system is required to cover the public lobby, the staff entrance and the rollup door through which remains are moved. The cameras will be monitored at the reception desk and be capable of recording for seventy-two hours.



Refrigerated Storage



Freezer Storage



Viewing Room

Secure, fenced and well-lighted parking (ten standard vehicle parking spaces) should be provided for staff that often works after dark.

An autopsy suite with six stations and space to add another two stations should be provided. A completely separate autopsy room with a single station and a dedicated air supply system must be provided for decomposed, infectious or contaminated bodies. The autopsy suite and the separate autopsy room must have full plumbing, sinks for scrubbing and deep sinks. Purpose built stainless steel cabinetry is required. Sinks and safety equipment will be positioned efficiently so that unnecessary travel is not required to reach them during routine work and that they readily are available during an emergency. Work surfaces will have integral waste containment and drainage to minimize spills of wastewater and body fluids. A multiple x-ray viewing panel will be provided. A dress out room will be attached to the autopsy suite with a buffer zone to a shower and sink wash area. The wash area will include an eyewash station. A separate storage area for gowns, gloves, etc. is required adjacent to the dress out room.

A storage room for a portable digital x-ray machine will be provided adjacent to the autopsy suite.

A body scale, an autoclave and a live scan system (for identification) will be provided in the autopsy suite.

A dedicated refrigerator will be provided for lab samples and specimen kits. A biosafety cabinet will be provided for handling and examination of smaller infectious specimens.

A secure CCTV system capable of recording autopsies for immediate or future viewing at law enforcement agencies within Stanislaus County is desired.

A separate evidence drying room will be provided. Once dry, evidence will be collected by the agency having jurisdiction of the case.

Care must be taken not to undersize storage. Refrigerated storage for at least fifty bodies is required on a wall rack system. This storage area must provide adequate room for tables and gurneys. Separate storage within the area is required for blood and tissue samples. The refrigerated storage area must be directly accessible from the arrival/departure vehicle area and the autopsy suite.

Freezer storage for at least twenty bodies on a wall rack system is required. This storage area must provide adequate room for tables and gurneys. The freezer storage area must be directly accessible from the arrival/departure vehicle area and the autopsy suite.

The floors in the autopsy suite, refrigerated and freezer storage should be non-porous for ease of cleaning.

A lift will be provided to move bodies between transport vehicles and the appropriate space within the facility.

A 200 net square foot forensic laboratory will be provided adjacent to the autopsy suite.

A meeting room/classroom to accommodate twelve should be provided. This room will have a viewing window into the autopsy suite and the separate autopsy room, monitors for the autopsy CCTV system, remote adjustable cameras, digital recording capabilities, a 52-inch plasma

display screen and a direct intercom connection to the autopsy suite and the autopsy room.

The public reception area should be sized to accommodate twenty and include a unisex toilet room. A meeting room for families (to accommodate eight), an interview room (to accommodate four) and the viewing room should be located adjacent to the public reception area. Technology for remote viewing should be considered during architectural programming and design.

A media briefing room to accommodate twelve should be provided to manage major incidents involving the coroner's office. This space also could function as a staff conference room.

Private offices are required for the pathologist, four deputy-coroner investigators, the autopsy assistant, the supervising public administrator and the site supervisor.

An open office with a coroner side and a public administrator side should be located adjacent to public reception. The clerks for both divisions will be located in this office and one clerk from each division will function as the receptionist for their division.

Separate file rooms (at 160 net square feet each) will be provided for Coroner and Public Administrator staff.

The Coroner requires a secure, 500 net square foot property room separate from other storage areas. (This storage requirement may be accommodated at a central property storage facility.)

The Public Administrator requires a secure, 400 net square foot property room separate from other storage areas. (This storage requirement may be accommodated at a central property storage facility.)

A break room to accommodate ten will be provided. The break room will include a refrigerator, microwave, dishwasher, sink and associated cabinetry. An area will be provided for two vending machines.

Male and female locker rooms will be provided with adjacent shower/toilet room areas.

Two small 100 square foot sleeping rooms will be provided, each with a single bed, nightstand and locker.

The transplant bank requires three spaces. A 225 net square foot recovery suite with a recovery station is required adjacent to refrigerated storage and the autopsy suite. Access to the recovery suite must be through an airlock. No access to the outside of the facility is permitted from the recovery suite. The recovery suite must have full plumbing, a sink for scrubbing, a deep sink and a non-porous floor. Purpose built stainless steel cabinetry is required. An eighty net square foot recovery supply room should be located adjacent to the recovery suite but not connected to it. A sally port or caged area should be provided between refrigerated storage and the recovery suite to allow transplant bank personnel access to selected bodies. Transplant bank personnel then can return the remains to the secured area once organs have been recovered. One standard office (120 net square feet) is required for use by staff. The office should be adjacent to the recovery suite but not connected to it. Vehicles associated with the transplant bank include one staff vehicle, two personal vehicles and a mini-van that serves as the

recovery vehicle.

An intercom system will be installed connecting all primary spaces in the facility. All workstations will be configured for internet access.

Windows will be provided for all offices, open office areas and public areas. Natural light (skylights or high windows) will be provided in the autopsy suite, the autopsy room and the recovery suite.

HVAC design is critical. Air is to be 100% exhausted with no recirculation in the autopsy suite, the autopsy room, the recovery suite, refrigerated and freezer storage areas and the laboratory. Autopsy and recovery spaces will have a minimum of twelve air changes per hour and be at negative pressure. Air will be filtered and exhausted off the roof away from human traffic. Local airflow will be used for autopsies and recovery to direct aerosols away from staff.

Emergency utility backup systems will be provided, including emergency power. Additional electrical outlets will be installed in a selected location to provide power to mobile coroner or autopsy units in the event they are needed.

Parking and vehicular staging areas must be provided for funeral home vans, delivery trucks and trailers as well as for official and personal vehicles. A dedicated parking apron should be provided for two TV satellite vans. A minimum of thirty standard parking spaces will be provided for public parking.

Although somewhat smaller, the Coroner's spaces in the new Sheriff's Building in Napa County provide an excellent example of the type of facilities desired by Stanislaus County.

Hi-Tech Crimes Task Force

900 N. Palm Avenue
Turlock, California 95380



Hi-Tech Crimes Modular Office



Office with Bench Layout

Function

The Sacramento Valley Hi-Tech Crimes Task Force mission is to:

- assist allied agencies with computer forensic examinations and/or investigations,
- investigate identity theft and related economic crimes,
- educate the public and community in computer crime avoidance while working with law enforcement to reduce such crimes, and
- train law enforcement to be more effective against the exponential increase in computer related crime.

The task force reports to a Sacramento based Joint Powers Authority and is budgeted through various grants and agency contributions.

Location Factors

The primary reason for the existing location is that the Turlock Police Department (TPD) offered the space on a "temporary" basis approximately seven years ago. The existing working space is inadequate for the needs of the task force.

The space occupied by the task force is scheduled to be transferred to TPD in the near future. There has been discussion about relocating the task force to the open half of the 5th Floor of the 12th Street Building in downtown Modesto. Hi-Tech would share the floor with the District Attorney's Office.

Proximity to a law enforcement agency is critical for security reasons. Because of the evidence stored, political issues, media interest and high profile cases (the Scott Peterson case is a recent example) the space occupied by Hi-Tech could become a target for theft or vandalism. Nearby law enforcement should be available to react to any alarm emanating from Hi-Tech spaces.

Key Workload Indicators

- Growth in population.
- Changes in crime rate (i.e. the exponential increase in computer crime).
- Changes in operational procedures or workload
- Federal, state or local funding changes.
- Developments in the use of technology as technical requirements change to allow the task force to remain proactive against the increasing ingenuity of criminals using computers.
- Changes in legislation.
- The increasing need to educate the public as computer crime becomes more prevalent and the public takes a greater interest in their own protection.

Space Issues

The existing "temporary" building provides approximately 1,400 net square feet of space. This is inadequate for a staff of eight on site investigators (including the supervisor). There is no room for expansion as staff increases. Currently, a Deputy District Attorney, assigned part time, has no office space.

Dozens of cases currently are backlogged and staffing will increase to clear the backlog. (Officers estimate that approximately 160 cases were assigned to the task force in 2006. Over 100 cases already have been assigned to the task force in this calendar year.) Obviously additional forensic examiners are required to respond to the rapid increase in cyber crime. The forensic unit is expected to double to fourteen forensic examiners in the near future.

Forensic examiners by virtue of the equipment required for their work (e.g. multiple computers and monitors, work space to examine computers and hard disks seized as evidence, etc.) require a larger office work area. A forensic investigator typically requires at least three CPU/PC units, a lab desk area, a separate work desk area and a interview/viewing area. An office work area of approximately 180 net square feet with modular workstations is required for each forensic examiner. Because of the heat generated by the computer equipment, a heat dispenser must be provided along with sufficient power access.

Identity theft is on the rise and it is expected that the need to provide additional personnel in this arena along with the need to share resources will lead to an ID Theft/Economic Crimes Task Force of twenty officers in the near future. The increase in investigators will require additional supervisors and clerical/support staff. The responsibility of educating and working with the community further tasks the resources identified above. The staffing for the ID Theft/ Economic Crimes Task Force is expected to reach forty-six in the next ten to twenty years.

A briefing room (to accommodate thirty) and a training/conference room (to accommodate thirty) are required as is an adequate break room (with counter, sink, refrigerator, microwave, dishwasher and space for two vending machines). The briefing room and training/conference room should include network links, two whiteboards, two large tack boards and a large dropdown screen.

A 200 net square foot library with permanent, adjustable shelving storage for records should be provided.

A secure reception area with space for a receptionist and a waiting area for ten is required. The receptionist should control main entrance access.

A 140 net square foot copy room/media center with facsimile machines, printers, scanners, copy machines and adequate layout space should be provided.

Chain of custody and evidence storage are of concern. Forensic examiners must have sufficient secure storage in their office work area for their routine evidence storage needs. Additionally their office work area must be designed such that evidence is not exposed to other investigators and ancillary personnel. A 400 net square foot evidence storage room is required with secure, lockable, multilevel evidence cabinets to maintain chain of custody.

Intrusion, smoke and heat alarms must be provided to protect all Hi-Tech spaces. The intrusion alarm must enunciate at the nearest law enforcement facility.

A 140 net square foot non-secure equipment storage (e.g. alternative or replacement parts for systems and hard drives, etc.) should be provided. A 120 net square foot office supply storage room also is required.

An intake room (200 net square feet) must be provided with workspace, three monitors, a 12-foot workbench, storage (including space for evidence storage bags) and a modular workstation for the intake officer.

A separate entrance should be required for the intake of evidence and supplies. This entrance should be located near the evidence storage room as well as the equipment and office supplies storage room.

A separate "lock-out" room to prevent the destruction of computer data (on seized hard drives) from outside sources is required. This room must have WIFI blocking and no internet access.

The need for a clean room should be considered.

As discussed above, security is an important consideration. A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, card used for access, time of activity, etc. The access control system must be capable of limiting access to controlled spaces (e.g. evidence storage, individual offices, etc.).

An intercom system will be installed connecting all primary spaces in the facility. The intercom system will be controlled at reception.

All workstations will be configured for internet access. Internet security (high quality cyber control) is paramount.

Secure windows that do not provide visual access from outside will be provided for all offices, training and conference rooms and the break room. The tedious nature of the work performed by Hi-Tech staff requires the ability to achieve visual relief frequently.

HVAC design is critical because of the large amount of electronic equipment. A dedicated server room with environmental control is required.

It is imperative that Hi-Tech staff participate in the all Local Area Network (LAN) design decisions. Hi-Tech currently is in compliance with the "CAT 6" Standard. New construction or renovation must meet current standards.

Emergency utility backup systems will be provided, including emergency power and an uninterrupted power supply (UPS).

Staff parking (for forty) and a vehicular staging area for the delivery of equipment, seized computers and electronics, etc. must be provided. A minimum of six standard parking spaces will be provided for parking by law enforcement officers from outside agencies.

Capital Projects has provided a narrative related to the past, present and future needs for Hi-Tech and requested that it be attached to this profile. This narrative begins on the following page.

Introduction:

Temporary solutions for housing Hi-Tech have been discussed. To build another temporary "modular building" would cost approximately \$300,000. Such a building, though, would still need to be relocated with facilities and security provided for several years. A leased or rental space would lend to an average of \$1.15 per square foot, per month, creating an approximate monthly \$4600-\$6900 lease fee in addition to any needed build out and/or technology upgrades.

The fifth floor of the DA's Office would be the most cost efficient and timely location. It would provide for the needs of the DA's Office and the Task Force. The move has garnered the support of DA Fladager, Modesto Police Chief Wasden and Stanislaus County Sheriff Christianson. Refer below for further.

Past:

The Sacramento Valley Hi-Tech Crimes Task Force was created on December 12, 1995, and was funded by the Sacramento Sheriff's Department. The Task Force originally covered a four-county region. It is a multi-jurisdictional task force that conducts investigations to track and disrupt the illicit commerce of stolen goods. *The Task Force investigates and prosecutes suspects engaged in white-collar crime, organized crime and fraud against the government.*

On May 11, 1999, The Sacramento County Board of Supervisors authorized the Sacramento Sheriff to accept funding from the High Technology Theft Apprehension and Prosecution Program (HTTAP) grant offered by the State Office of Criminal Justice Planning. Funding was received for the Sacramento Valley Hi-Tech Crimes Task Force effective January 1999. This funding, administered through the Sacramento County Sheriff's Department, provided for personnel assigned from various Task Force agencies and for equipment and training necessary to conduct investigations and forensic examinations of computers. An Identity Theft component was added in 2001.

The Internet Crimes Against Children (ICAC) Program is a separate component of the Task Force. The Task Force has received federal funding for the ICAC Program from the Office of Juvenile Justice and Delinquency Prevention since November 1998. SVHTCTF's ICAC cohort is one of forty-six funded nationwide and one of five in the State of California. There have been no increases in funding since the 1998 implementation of the program.

The Modesto Police Department (MPD), Stanislaus County Sheriffs Department (SCSD) and other local entities entered into a working relationship with the SVHTCTF in approximately 2000. Our Departments have received supplemental funding for training and equipment in exchange for our partnership. We have had officers affiliated with SVHTCTF since that partnership's inception.

In June 2001, the Stanislaus, Merced, and Tuolumne County members of the SVHTCTF relocated to a modular Satellite Office offered by the Turlock Police Department as a "temporary" prospect. The approximate 1440 square foot Satellite Office has remained in operation at that location since that time. The Satellite Office assists agencies throughout California as technology needs arise.

Present:

There are currently seven computer forensic/ID Theft investigators and a supervisor working out of the Satellite Office. The Stanislaus County Sheriffs Department had supplied a supervisor for the unit from August 2001 until May 2005. The unit had operated without a supervisor from May 2005 until May 2006. In May 2006, SVHTCTF and MPD entered into an agreement to have MPD supply a Sergeant to supervise the unit. An MPD Sergeant has been in place since. Local affiliation with SVHTCTF currently provides:

- \$70,000 per year to Turlock, toward their full-time Turlock PD Detective in the unit,
- \$70,000 per year to SCSD, toward one of their two full-time Detectives in the unit,
- \$80,000 per year to MPD, toward one full-time MPD Sergeant/supervisor,
- Varied amounts for training and equipment as needed and available throughout the fiscal year.

Future:

The computer forensics field has grown exponentially in recent years. Computer and cell phone forensic investigations have become a regular fixture in cases of homicide, robbery, kidnap, missing persons, drug manufacture/distribution, etc. The current parameters of the grants and funding do not fully encompass such forensic work (refer above), but work is being done at a state level to change the parameters.

The office space for the Satellite office is cramped. We are currently unable to complete all of the requests for forensic work and investigations. The space offered at the DA's Office would be approximately 4400 square feet, potentially tripling the current workspace for operations. Opportunities are also being sought for the creation of a regional ID Theft Task Force unit and a regional Internet Crimes Against Children (ICAC) unit to operate alongside the Forensic Task Force.

We are also looking at the opportunities offered by creating a local task force. Local control would provide enhanced service to our local allied agencies. A loose affiliation with the SVHTCTF could be maintained while operating locally to better service the needs of local participative agencies.

Goals/Vision

- One Year:

- Vacate the old Turlock Satellite Office, allowing Turlock PD to occupy their property/space.
- Build out and occupy the new DA's Office space for an estimated maximum of five years.
- Add additional agencies and personnel to contribute the expertise and knowledge base of the unit.
- Engage an ID Theft Task Force concept and provide space for the unit in the new office.
- Acquire funding sources and plan for an undercover multi-jurisdictional ICAC unit to proactively seek out online child predators (also complies with federal initiative "Project Safe Childhood").
- Projected Staff:
 - Eight Forensic examiners.
 - Six ID Theft detectives.
 - One clerical/non-sworn (can act as clerical and transport evidence to and from).

- Three Year: Be up and running with our Stanislaus County ICAC, ID Theft and Computer Forensic Task Force.

- Be proactively seeking criminals indulging in computer related crimes and Internet Crimes Against Children.
- In process of moving to a permanent home for the unit at the Sheriffs Department or other location.
- Projected Staff:
 - Ten Forensic examiners,
 - Nine ID Theft detectives,
 - Two ICAC detectives,
 - Two supervisors,
 - Three clerical (to include evidence tracking).

- Five-Year: Vacate the DA's temporary space (DA's Office).

- Move into the new/permanent location for the Task Force.
- Be a sixth state computer task force (separate from Sacramento - operating with and answering to our own grant and budget needs).
- Have obtained Federal grant funding to offset the ICAC costs.
- Projected Staff:
 - Twelve Forensic examiners,
 - Fifteen Fraud/ID Theft detectives,
 - Three ICAC detectives,
 - Three supervisors,
 - Four clerical.

The leadership of the Satellite Office, SCSD, TPD, DA's Office, MPD, and Merced Police Department are working to explore opportunities and options for the future. Technology continues to be in the forefront of concern. As technology evolves, so does the manner by which victimization by technological means occurs. We have been entrusted to meet the needs of the community and society by providing the safest environment in which to thrive. The Satellite Office, whether working with SVHTCTF or in some formation of Stanislaus County Task Force structure, must be part of that future.

Administration

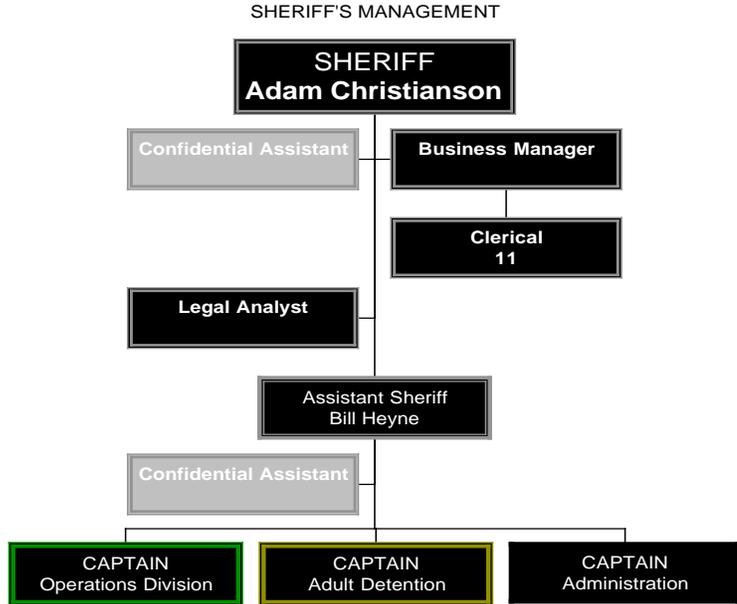
250 E. Hackett Road
Modesto, California 95358



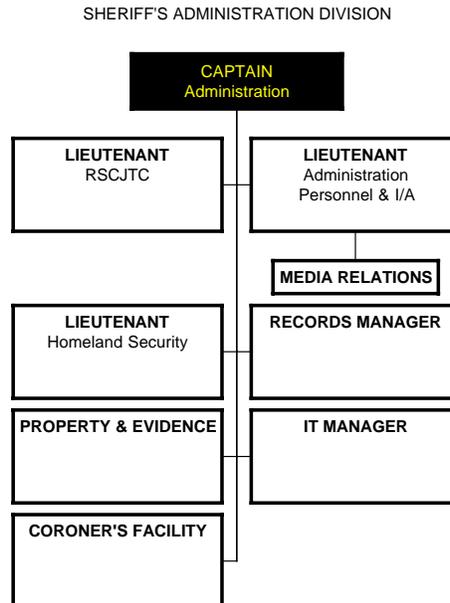
Administration primarily is located in the SOC at the Public Safety Center. (IT, RSCJTC and the Coroner's Facility are remotely located.)

Function

Sheriff's Administration includes the command and senior management staff for the entire Department.



The Administration Division is illustrated below.



Location Factors

- Command and management staff needs to be accessible to the entire Department. It is important for the Administration Division to be located close to operations to provide daily services to employees and supervisors.
- Need for the security provided by being located at the PSC and in the SOC. Confidentiality is required.

Key Workload Indicators

- Growth in population.
- Changes in operational procedures or workload.
- Federal, state or local funding changes including grants.
- Developments in the use of technology.
- Changes in legislation.

Space Issues

Access to administrative spaces needs to be limited. A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, identification of the card used for access, time of activity, etc. The system must be capable of limiting access to controlled spaces (e.g. the Sheriff's and Assistant Sheriff's offices, senior staff offices, Internal Affairs spaces, secure file rooms, etc.).

Adequately sized, secure file rooms are required for Internal Affairs investigators' files, background files, personnel files and other confidential files. Currently there is not enough space to easily store and access payroll and accounts payable records beyond the most current year. Layout space for research is required in the file rooms.

A meeting room for senior staff (to accommodate twelve) is required as is an Oral Board room.

Two "soft" interview rooms need to be added to the administrative spaces.

There are several pending changes in staffing that will impact space needs:

- The three clerical staff assigned to payroll will be increased to four.
- The nine staff positions in finance will be increased to eleven.
- Two positions will be created to pursue grants.
- An assistant will be assigned to the Sheriff's Legislative Analyst.
- Internal Affairs will be restructured with one Sergeant transferred in from Recruitment & Retention and one Sergeant added to supervise I/A. An additional full-time Deputy will be added as an investigator. (I/A has one full-time Deputy Sheriff and one full-time Deputy Sheriff - Custodial currently assigned.)

Armory

250 E. Hackett Road
Modesto, California 95358



The Armory is located on the first floor of the SOC at the Public Safety Center



Workspace is inadequate



Additional secure storage is required



Workbench space is needed

Function

The Armory provides an area for the storage, maintenance and repair of weapons and tactical equipment.

Location Factors

- Need for proximity to law enforcement.
- Need for the security provided by being located at the PSC and in the SOC.

Key Workload Indicators

- Growth in population and the related increase in Deputies.
- Changes in violent crime rate requiring armed response.
- Changes in operational procedures or workload.
- Federal, state or local funding changes related to weapons and equipment.
- Developments in the use of the technology associated with weapons and equipment.

Space Issues

Several distinct spaces are required:

- Weapons storage with the capability to secure weapons in racks; storage is required for 120 handguns and 120 long guns (i.e. shotguns and rifles) (260 net square feet).
- Chemical weapons storage with secure storage cabinets (80 net square feet).
- Ammunition storage with secure storage cabinets for 3,000 handgun rounds, 20,000 shotgun rounds and 100,000 rifle rounds (140 net square feet).
- Weapons cleaning area with adequate bench surfaces and cabinets for the storage of cleaning equipment and supplies (140 net square feet).
- Tactical equipment storage including radios and charger racks; with storage racks and cabinetry (240 net square feet).
- Weapons and equipment maintenance area with adequate bench surfaces and cabinetry for storage of tools and equipment (280 net square feet).
- Weapons clearing area; located outside immediately adjacent to the exterior entrance to the armory (100 net square feet).
- An office space with a desk and file cabinets to maintain records related to weapons and equipment (120 net square feet).
- A Special Weapons and Tactics (SWAT) weapons and equipment

room; separate from but adjacent to the armory; requires a separate security system (400 net square feet).

An exterior entrance is required for ammunition loading, weapons transfer, etc. A parking apron for delivery trucks and patrol vehicles should be located immediately adjacent to the exterior entrance.

Additional security should be provided. A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, identification of the card used for access, time of activity, etc. The system must be capable of limiting access to the armory and the SWAT weapons and equipment room.

HVAC design is critical. Air is to be 100% exhausted with no recirculation when chemicals are used in the cleaning and maintenance of weapons. The area should have a minimum of twelve air changes per hour. Air should be filtered and exhausted away from human traffic.

Investigations

250 E. Hackett Road
Modesto, California 95358



Investigations is located in the SOC
at the Public Safety Center

Function

The Robbery-Homicide Unit investigates violent crimes against persons. The unit handles a variety of crimes from homicide to felony assaults.

The unit's mission statement reads, *"In respect for death and life, we will work to prevent any person, system or circumstance from obstructing our pursuit of the truth, not only for the deceased or enduring victims of violence, but for the surviving loved ones as well."*

Detectives in the unit are assigned to the following specialized areas of investigation:

- Homicide: Robbery, Rape, Stanislaus County Auto-Theft Team (STAN CAT) (6 investigators currently assigned).
- General Crimes: Burglary, Agricultural Crimes, Extraditions, Warrants, ID Theft, Arson (8 investigators currently assigned).
- Family Crimes: Crimes Against Children, Registered Sex Offenders, Elder Abuse (5 investigators currently assigned).
- Special Investigations Unit (SIU): ABC, Gang, INS, Undercover, Narcotics, Vice (6 investigators currently assigned).
- California Multi-Agency Methamphetamine Enforcement Team (CALMET)/High Intensity Drug Trafficking Area (HIDTA) (5 investigators currently assigned).
- Stanislaus Drug Enforcement Agency (SDEA) (5 investigators currently assigned).
- Hi-Tech Crimes (2 investigators currently assigned).

Location Factors

- Need for proximity to law enforcement. Immediate access to records, property and evidence is critical for ongoing investigations.
- Need for the security provided by being located at the PSC and in the SOC. Confidentiality is required for investigations.

Key Workload Indicators

- The ability to hire and retain qualified officers.
- Growth in population.
- Changes in crime rate.
- Changes in operational procedures or workload.
- Federal, state or local funding changes.
- Developments in the use of technology.
- Changes in legislation.

Space Issues

A secure workspace, building and parking area is critical. Secure parking is required for official vehicles, personal cars and vehicles impounded as evidence (or to be searched for evidence). The unit needs direct street access from their spaces.

In the future the unit would prefer to have a separate locker room for their officers.

Robbery/Homicide needs two additional positions to handle their existing caseloads and "cold cases." The unit currently has sixty-six "cold cases."

A briefing/conference room (to accommodate thirty) within the unit is required. This briefing/conference room will be used to discuss sensitive investigations that should not be discussed outside of the spaces occupied by Investigations.

The monitoring of interviews and jail telephone calls along with the CLETS and jail system computers all occupy a single room. These three separate activities require three separate rooms (140 net square feet each). These rooms should be located adjacent to the unit's briefing/conference room.

A small break room (240 net square feet) is required to allow investigators to take quick breaks from the stress associated with rapidly moving investigations. The break room should include a sink, garbage disposal, counter space and cabinets. A small refrigerator, a microwave and a small dishwasher also should be included. Space and electrical connections should be provided for two vending machines.

A report writing room with eight workstations is required. Each station should include a computer and monitor and be ergonomically adjustable to accommodate different body types. A locally networked color printer and scanner should be located in this room.

A variety of soundproofed interview rooms with audio-video monitoring are required:

- Two "hard" interview rooms with detention-type combo plumbing fixtures and "hard" bench seating with shackle attachments. The lighting for these interview rooms is to be controlled from outside the room.
- Two "soft" interview/conference room to accommodate ten. These "soft" interview rooms require a telephone.
- Five typical interview rooms to accommodate eight each.

A reception area with two separate entrances and waiting areas is required. The waiting areas must be visually and audibly separated from each other. The receptionist(s) must be protected from the waiting area while still having audio and visual control of the area.

A storage room (120 net square feet) for office supplies is required as is a records room (120 net square feet) for homicide files.

A 200 net square foot secure surveillance equipment room is required.

A climate-controlled room (120 net square feet) is required to temporarily store homicide evidence received from the Coroner.

Secure, covered parking for thirty cars held as evidence must be

provided. Additionally a six-bay garage (640 net square feet/bay) is required to allow investigators and technicians to search for evidence in impounded cars.

Information Technology (IT)

250 E. Hackett Road
Modesto, California 95358



IT is located in a modular behind the SOC at the Public Safety Center



"Open" office area at IT

Function

IT is responsible for the Department's data systems, personal computers, terminals and servers as well as monitoring users and privileges throughout the County.

Location Factors

- Need for proximity to the majority of law enforcement and detention users.
- Need for the security provided by being located at the PSC near the SOC.
- Need for a central location to provide service to the various users in the Department throughout the County.

Key Workload Indicators

- Growth in population and the related increase in IT users in the Sheriff's Department.
- Changes in responsibilities, operational procedures or workload.
- Federal, state or local funding, including grants, changes related to IT initiatives and equipment.
- Developments in the use of the technology associated with IT.

Space Issues

IT is organized into three responsibilities:

- Help Desk,
- Engineering, and
- Development.

Current staffing allocations provide for seven total staff including the manager. At least three additional personnel are required given the current workload.

Staff expects to assume responsibility for CJIS in the near future and would need an additional three staff should that occur. Within the next ten years it is estimated that staffing levels will increase to a total of thirty (ten in each area of responsibility).

Workspace on the ground floor is required with double door access to accommodate deliveries and the movement of equipment.

IT has an immediate need for three private offices (each at 140 net square feet) and anticipates the need for an additional five private offices of the same size within the next twenty years.

The remainder of IT personnel work in an "open" office environment. Three breakout rooms need to be provided for these personnel.

A staffed receptionist area with separate public access is required to

serve walk-up clients.

A 260 net square foot, environmentally controlled server room with raised flooring, equipment racks and power access from the ceiling should be provided. The server room should have a clear Lexan polycarbonate wall to allow visual access from the work areas. A remote video monitoring capability is required. The room should be alarmed for emergencies. Emergency power and an uninterruptible power supply (UPS) are needed for the server room. The power supply for the room should be on separate breakers.

An IT classroom with workstations (to accommodate twenty-five trainees) is required.

A conference room to accommodate twenty should be provided. Two smaller conference rooms to accommodate four also are needed.

Existing systems storage is inadequate. Storage (280 net square feet) is needed to accommodate 140 plus systems (servers, monitors and PCs). The storage area should include fixed, adjustable storage shelving, a twelve-foot workbench and seating.

Increased storage space for office supplies is required (120 net square feet).

Increased security is needed. A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, identification of the card used for access, time of activity, etc. The access control system must be capable of limiting access to controlled spaces.

Patrol

250 E. Hackett Road
Modesto, California 95358



Spaces occupied by Patrol primarily are located on the first floor of the SOC at the Public Safety Center

Function

Patrol is responsible for providing law enforcement services to the unincorporated areas of the County and to the contract cities of:

- Hughson,
- Patterson,
- Riverbank, and
- Waterford.

Location Factors

- Patrol command staff has a need for a central location in relation to law enforcement operations.
- Under the existing centralized model, patrol support spaces also have a need for a centralized location.
- Patrol has a need for the security provided by being located at the PSC and in the SOC.

Key Workload Indicators

- Growth in population and the related increase in law enforcement coverage.
- Increases in the crime rate requiring the increased need for law enforcement presence.
- Changes in operational procedures or workload.
- Federal, state or local funding changes, including grants, related to patrol staffing positions and equipment.
- Changes in legislation.
- Developments in the use of technology.

Space Issues

Future designs should provide the Operations Captain, Lieutenants and Sergeants with access to Patrol Deputies. Additionally, all patrol command staff offices should be easily accessible to Patrol Deputies. Currently there is a "separation of layers" that makes this access somewhat problematic at times.

Currently, Patrol Lieutenants and Sergeants share the same space and sometimes the same workstations. A separate space needs to be provided with private offices for the Lieutenants. Increased cubicle space is required for the Patrol Sergeants. Workstations in the Sergeants' cubicles should provide adequate space for the functions performed and include the ergonomic adjustments required when people of different body types share stations. Sufficient storage for the shifts that share each workstation should be provided.

The space occupied by the Captain's Confidential Assistant requires increased security.

A dedicated Patrol briefing room (to accommodate twenty-five) is required. The briefing room should be designed to promote interaction among the participants in a briefing.

A conference room (to accommodate eight) should be provided adjacent to the area occupied by the Captain.

A report writing room with eight workstations is required. Each station should include a computer and monitor and be ergonomically adjustable to accommodate different body types. A locally networked color printer and scanner should be located in this room. Storage shelving for forms and a large tack board should be provided.

A "Quiet Room" is required for such times as when Deputies are coming off shift and awaiting a Court appearance, when Detectives are working an overnight case or when a critical incident requires Deputies to stay at the SOC for extended periods of time. A bunkroom with six single bunks should be provided adjacent to the locker rooms.

A 200 net square foot storage room is required for Patrol "new issue" equipment.

Existing open Patrol storage cubicles should be retrofitted with doors and locks to prevent the occasional misappropriation of items belonging to others.

A training room with padded flooring is required to teach and practice defensive moves.

Patrol staff has expressed a desire for larger workout/training rooms adjacent to the locker rooms.

Lockers assigned to Patrol Deputies should be able to accommodate two uniforms, a radio, a shotgun and a rifle.

The Captain expressed a concern that the public lobby is not user friendly. Open service windows should be considered. Accessible public restrooms that do not require entry through a secure door should be provided.

Currently there is a limited access for outside law enforcement agencies to the Records area. Other agencies are required to contact records in the same manner as the public. A separate service window should be provided for these agencies.

The public/private (secure) separation needs to be reviewed during architectural programming. Access control needs to be revisited.

Interview rooms for victims and the public, separate from public lobby but not inside the secure perimeter, are required.

Increased security is needed. A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, identification of the card used for access, time of activity, etc. The access control system must be capable of limiting access to selected controlled spaces.

Consideration should be given to covered parking for Patrol vehicles since the vehicles contain equipment sensitive to the heat (e.g. highway interdiction cameras, etc.). Additionally covered parking or a parking overhang for four vehicles should be added adjacent to the SOC for temporary parking.

Secure, covered parking for thirty cars held as evidence should be provided at SOC. Additionally a six-bay garage (640 net square feet/bay) is required to allow investigators and technicians to search for evidence in impounded cars.

County staff has provided the following verbiage related to Decentralization and asked that the verbiage be attached to this profile.

SOC/Decentralization Comparison

Stanislaus County conducted a Needs Assessment in 1994, which reported the details concerning the growth of the Sheriff's Office (SO) and specific support details. The study determined the projected growth patterns of the SO and examined the possibility of relocating Sheriff's Administrative and Operational services from downtown Modesto to a more rural and spacious area south of Modesto. The study concluded that relocation was required and suggested that the SO consider a regionalization of services into "Storefront" offices. Today, the SO has storefront offices, "Substations," in Salida, Empire, Denair, Keyes and the Airport District. Since 1994, the SO also has established several "Contracted" police services in the incorporated cities of Riverbank, Waterford, Hughson and Patterson.

Despite spreading services throughout the County, the SO continues to endure large budget costs for services due, in part, to maintenance costs and the duplication of services because of the number of miles and staff hours complied between service calls. The County is divided into "beats" which are patrolled twenty-four hours a day, seven days per week. According to the 1994 report, the majority of the calls for service occur within beat areas that cover the Modesto, Turlock and Ceres areas. However, the largest costs for service come from beat areas that cover the undeveloped and remote areas West of Waterford and Oakdale and along Interstate 5. Many of these estimates remain today, but the cost of fuel and staffing has increased as well.

Recently, SO Administrators and CEO staff has revisited the possibility for the decentralization of services and its potential for lowering costs and increasing services to the community. Decentralization, as described in this report, is the process of establishing full-service law enforcement in remote stations or Area Commands at strategic areas throughout the County. Full service law enforcement would include, at least, the following: a 24-hour accessible station, patrol units, support services for the deputies, investigation services and identification and property storage capabilities.

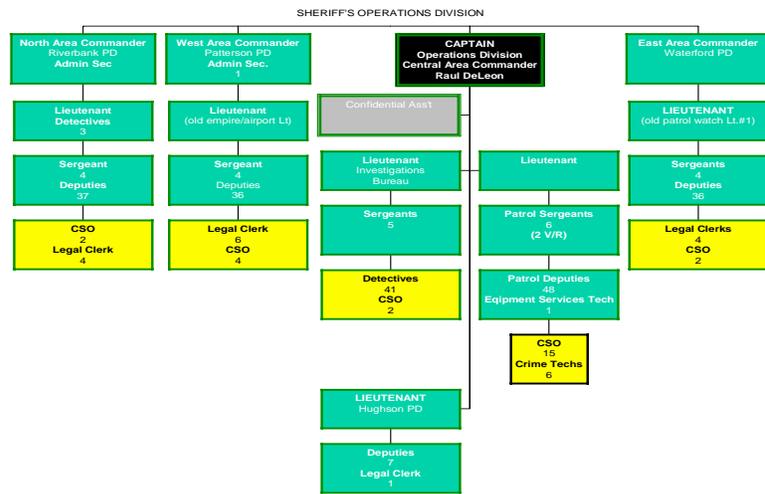
The SO has determined that decentralization could occur by using current staffing levels divided fairly equally into "Area Command" offices located in Waterford, Riverbank, Patterson and the current Sheriff's Operation Center. Establishing these Area Commands could save approximately 200,000 miles in calls for service per year, of which approximately \$600,000 would be saved due to gas mileage saved. Deputies assigned to Area Commands would be required to report for duty at the Area Command instead of at the Sheriff's Operation Center (SOC) and driving to and from the beat areas.

In addition to the potential cost savings in gas mileage, decentralization will reduce staff driving time and costs estimated at approximately \$300,000 annually. (2 hrs/shift x 2 shifts/day x 365 x \$35.00/hr = \$300,000/yr.) Decentralization also will provide other SO services to communities and

citizens who otherwise do not have access to such services now due to the inconvenience or lack of transportation to the SOC or some other County Center in Modesto. Other SO services could include onsite Detectives, Megan's Law or fingerprinting services and records clerks to handle additional duties as requested from the public.

Staffing Distribution

As stated earlier, the SO has determined that decentralization could occur using existing staff allocated by the BOS. This determination was made with the assumption that all vacancies currently experienced at the SO were filled. No new staff positions would need to be added in order to complete the decentralization process.



At inception, each Area Command would be staffed with approximately 30 Deputies, 4 Sergeants, a Lieutenant in charge of day-to-day operations and a Chief of Police. Sufficient investigators and support staff also will be included as determined by caseload. The specific staffing allocation for each Area Command has been calculated and is available from Capital Projects. In theory, the concept is sound; however, SO administrators anticipate further detail will be required within the current contractual agreements between the Sheriff and the cities identified as Area Command centers.

Riverbank (North Area Command) SAMPLE

Located in the original Riverbank Police Department building, staff currently assigned for Sheriff's Operations and Services in Riverbank is slightly larger than other Contract Cities. The estimated building square footage is slightly over 8,900 sq. ft., whereas Waterford and Patterson have substantially smaller offices. The Riverbank substation is currently allocated 16 sworn staff, which includes the Chief of Police. To become an Area Command, staff would be increased by 19 Patrol Deputies plus a half-dozen other support staff.

In order to estimate the space needs for the future, Capital Project staff have made the assumption that the Gross Area per Officer (GA/Off) is

approximately 175 sq. ft. Using that assumption, staff currently assigned to the Riverbank substation is well within the space requirement needed to conduct operations. A sample of an annual increase and projected space requirements are detailed in the following table.

	2007	2008	2009	2010	2015
A/C Staff Required	35	41	42	47	64
Square Feet Required	6,125	7,175	7,350	8,225	11,200

Riverbank has a current population of 20,000, which has been projected to increase to approximately 36,000 by year 2015. Sheriff's staff anticipates that by calculating a 1.25 per cent per 1,000 (officer to population) ratio, it is projected that Riverbanks would require a staff space need to accommodate 45 Contracted City officers and 19 Area Command Patrol Deputies. Sixty-four (64)-sworn staff, total.

The GA/Off for year 2015 is estimated at 11,200 sq. ft. Staff anticipates that, as an Area Command, Riverbank would outgrow current space allocations by year 2011. Staffing projections do not include support staff. Parking for Patrol vehicles and privately owned staff vehicles currently is a problem for the Riverbank substation. Parking alternatives will be a serious concern with any increase in staff regardless of format.

Property and Evidence

250 E. Hackett Road
Modesto, California 95358



Property and Evidence is located on the first floor of the SOC at the Public Safety Center



Weapons storage is shared with drug storage



Evidence storage lockers



Additional, adequate storage is required

Function

Property and Evidence is responsible for receiving, inventorying, storing and, eventually, destroying property and evidence for the Sheriff's Department.

Location Factors

- Need for a central location in relation to law enforcement operations.
- Need for the security provided by being located at the PSC and in the SOC.

Key Workload Indicators

- Growth in population and the related increase in property and evidence that must be stored.
- Increases in the crime rate requiring the need to store additional property and evidence.
- Changes in operational procedures or workload.
- Changes in legislation related to the regulations for the storage of property and evidence.
- Developments in the use of storage technology.

Space Issues

Current staff includes one Lieutenant (shared), one Sergeant (shared) and two fulltime clerks. Three part time Clerical Aids and one part time reserve Deputy currently are assigned during the purge process.

Space for property to be stored, distributed or destroyed is woefully inadequate. Property is not separated or properly ventilated. Inadequacies include the following:

- an automated tracking system is required for property and evidence,
- the property room is not capable of being divided or separated based on need; the capability to be divided into at least three areas is needed,
- lack of space has forced the unit to use a garage for storage of the evidence from over 300 homicide cases,
- a drying room for wet evidence is needed,
- the "Gunroom" is shared with the storage for other property (drugs); the room is too small and it is not well organized; shelving should be sized to secure handguns and long guns (rifles and shotguns),
- additional space for gun racks in varying locker sizes is needed as is the ability to store weapons in numerical order,
- a separate, well ventilated storage area is required for drugs,
- the space allocated for refrigerators is too small and additional

refrigerators are needed; the refrigerators are not alarmed and there is no uninterrupted power source to preserve evidence; commercial refrigerators should be replaced with industrial refrigerators,

- the property booking and processing area is too small and is shared with other functions,
- the number of evidence storage lockers is inadequate (at least twice as many lockers currently are needed); lockers are not adequately separated or configured; additional lockers of varying sizes are required; a "lockable" pass through system should be installed; bench space is required to process the evidence received,
- a storeroom with shelving is required for evidence supplies,
- workspace is extremely limited in all areas,
- evidence is being reorganized and inventoried, but a large amount is overdue for destruction,
- evidence to be destroyed is stacked in spaces that are not totally weatherproof,
- a separate storage area for valuable property with adequate security and workspace is needed,
- staff needs adequate locker, shower and restroom facilities with an eyewash station,
- the space currently being used for separation is too narrow and too high for functional efficiency; the space is over fifteen feet high and property is being stacked to approximately half that height (this space is being used for additional property storage pending destruction),
- separation between staff and civilian customers is inadequate (customers often can be threatening and uncooperative); a Lexan barrier with a paper pass and communication port is needed,
- a small viewing area is needed where citizens can identify their property; this space can be combined with the property turnover area,
- a small public meeting room is required to hear citizens' complaints,
- there is no area provided for clerical tasks and there is no file room,
- staff is responsible for Patrol equipment distribution at least twice a day; an equipment tracking system should be provided; a drive-up check in/out window is needed to improve efficiency (this area should be located adjacent to the armory),
- secure storage is required for impounded vehicles and motorcycles,
- a larger bicycle cage is needed.

Increased security is needed. A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, identification of the card used for access, time of activity, etc. The access control system must be capable of limiting access to controlled spaces.

Records

250 E. Hackett Road
Modesto, California 95358



Records is located in the SOC at the Public Safety Center



Records storage is inadequate, unsafe and may be a fire hazard.

Function

- Support and assist Patrol by providing clerical support including processing reports (e.g. arrest reports, warrants, subpoenas, etc.) and locating and providing information.
- Maintaining Patrol Records.
- Providing services to law enforcement, government agencies and the public by furnishing reports, performing background checks and fingerprinting (Live Scan and ink prints) and providing gun permits.
- Maintaining the TT desk twenty-four hours a day, seven days a week; entering 10851s and confirming "hits" for the Department of Justice (DOJ) and other agencies.

Location Factors

- Need for proximity to law enforcement because of services provided and the security issues resulting from a 24/7 operation.
- Ease of public access. The facility should be located on a convenient public transportation route.

Key Workload Indicators

- Increase in number of Patrol deputies, which results in an increase in the services provided.
- Growth in population.
- Changes in crime rate.
- Changes in operational procedures or workload.
- Federal, state or local funding changes.
- Developments in the use of technology.
- Changes in legislation.

Space Issues

Records primarily is located in one large "open" office with several smaller offices or breakout rooms on its perimeter. Staff has identified three main functional areas including a Transportation Area, a Warrants Area, and the Front Office Area. There also is a Scanning Area where Explorer Scouts provide assistance to staff.

A file and storage area is located immediately adjacent to the large "open" office. Storage is quite inadequate for the current workload. (Most of the items being stored are records awaiting destruction once they are reviewed by IT.)

Records continues to use a microfiche system to review older stored records.

No space is provided for the central storage of office supplies, forms and manuals.

Staff workstations are shared between shifts 24/7. This includes some supervisors' workstations. This constant sharing is inefficient and causes work delays because of the time required for station set-up at shift change. This sometimes results in conflict and dissention between staff. Staff morale has become a problem because of the required sharing. Occasionally, when an urgent task requires a person to stay beyond the end of their shift, their workstation is not available to the oncoming shift.

The workstations do not include the ergonomic adjustments required when people of different body types share stations. Additionally, there is insufficient storage for the shifts that use each workstation.

Records staff have access to five printers. Two printers are used for reports, one printer is dedicated to CLETS and two printers are used for mug shots. The latter two printers are sometimes used by Patrol Sergeants to print work schedules. Restraining Orders occupy one printer because approximately 200 sheets are required per job. Additional printers are required.

Increased privacy is required at the front counter. The assistance required by the public often is sensitive in nature and people are reluctant to speak around the others gathered in the public lobby of the SOC. A computer should be provided at each customer window to expedite the process of providing information and to improve customer service.

A single, large room should be provided for fingerprinting and preparing identification badges. There should be sufficient room for three Live Scan machines, ink printing and identification badge preparation.

Conference space is insufficient. Two conference rooms to accommodate up to twelve each are required.

The restroom used by staff is located at a distance from the Records area. Staff would prefer restroom facilities located adjacent to their work area.

Staff expressed a preference for an adequate break room with a counter and sink.

Currently there is a limited access for outside law enforcement agencies to the Records area. Other agencies are required to contact records in the same manner as the public. A separate service window should be provided for these agencies.

Emergency power is not available at the SOC.

Security is a concern since Records staff provides services twenty-four hours a day, 365 days a year. Staff parking at the SOC is poorly lit, unsecured and not immediately adjacent to the weather protected area. Staff is concerned when walking to their cars at night. Staff also expressed a concern about encountering inmates released from PSC in the parking area.

Emergency Services/ Emergency Operations Center (EOC)

3705 Oakdale Road
Modesto, California 95357



EOC



EOC



Communications



Communications

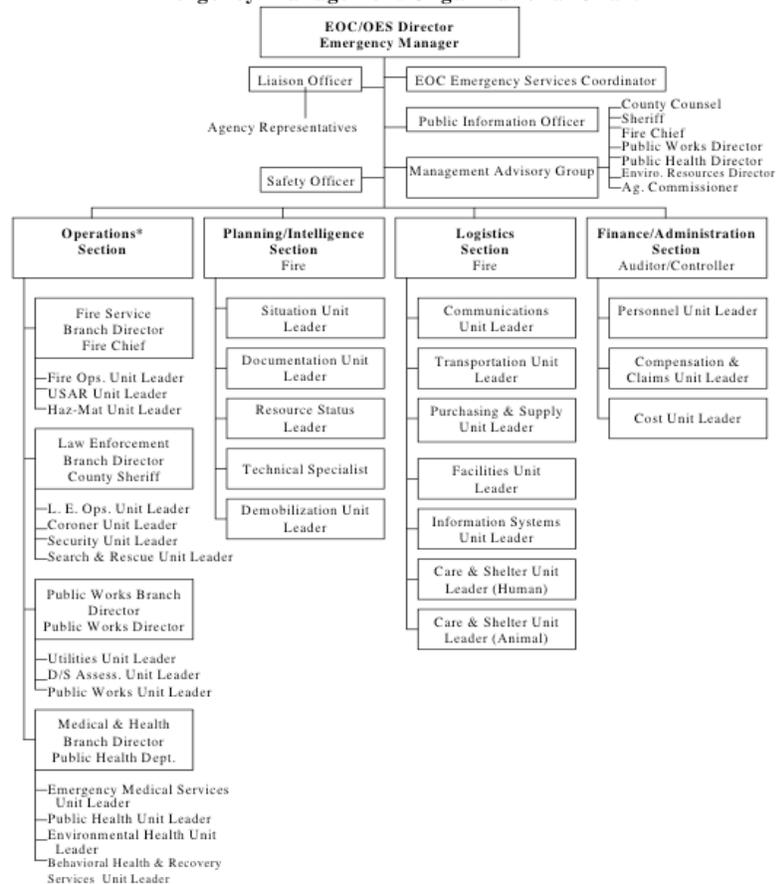
Function

Stanislaus County Emergency Services is responsible for executing the county's Emergency Service Plan, which addresses the planned response to extraordinary emergency situations associated with natural disasters, technological incidents and national security emergencies in or affecting the county.

The county's Emergency Service Plan:

- establishes the emergency management organization required to mitigate any significant emergency or disaster affecting Stanislaus County.
- identifies the policies, responsibilities and procedures required to protect the health and safety of Stanislaus County communities, public and private property and the environmental effects of natural and technological emergencies and disasters.
- establishes the operational concepts and procedures associated with Initial Response Operations (field response) to emergencies, Extended Response Operations (Emergency Operations Center activities) and the recovery process.

Emergency Management Organizational Chart



* The Operations Section Chief Position may be staffed differently dependant on the type and severity of the event.



Open Office Area



Equipment Room

EOC Design Paradigms

Art Botterell has developed five basic design approaches to EOC design.

As the name suggests the **Boardroom** model gathers the EOC staff around a single table or assembly of tables. The players are seated facing inward.

Symbolically and practically this layout emphasizes interaction and collaboration, especially if the group remains at a dozen or less.

The main visual displays, if any, usually are located at one end of the table. Additional displays typically appear on the remaining walls but these displays are not visible to everyone. Additional staff generally sits in chairs along the walls.

The Emergency Information and Coordination Center at FEMA Headquarters is an example of this model

Mission Control is modeled after technology-based command and control centers such as those used by major TV networks, the military

Location Factors

- Security issues resulting from a 24/7 operation. Desire for proximity to law enforcement to augment security during certain events.
- Ease of access for EOC principals and staff.
- Adjacent land available for parking (a Level III event may require 100+ participants). Adjacent land also is required for staging of specialized vehicles as well as temporary and future expansion.

Key Workload Indicators

- Frequency of events and event level.
- Changes in threats and types of emergencies requiring activation (e.g. unforeseen pandemics, an increase in terrorism including bioterrorism, etc.).
- Changes in operational procedures including an increase in training.
- Federal, state or local funding changes.
- Growth in population.
- Developments in the use of technology.
- Changes in legislation.

Space Issues

Consideration of the three location factors discussed above strongly suggests that the EOC be relocated to county owned land at the Public Safety Center for the following reasons:

- Security issues resulting from a 24/7 operation and the consideration that the EOC itself could be targeted fro attack. The proximity of law enforcement at the Public Safety Center more easily will allow the augmentation of security during EOC activations.
- Ease of access for EOC principals and staff to the Public Safety Center site.
- Sufficient adjacent land is available for parking for a Level III event requiring 100+ participants. Adjacent land also is available for staging specialized vehicles.
- Sufficient adjacent land also is available for the temporary and future expansion of the EOC.
- The existing kitchen, laundry and other support services at the Public Safety Center easily can provide support to extended EOC operations.

Consideration should be given to maintaining the existing EOC as an alternate, backup facility should the new EOC at the Public Safety Center become unusable for any reason.

Operations staff will operate from an elevated stage centered in the front of the EOC. Video displays as discussed below will appear on the front wall of the EOC. Responders' workstations will be arrayed in curved rows facing toward the front as illustrated above. Breakout rooms

and NASA. This model seats the players side by side facing a wall of large visual displays. The rows may be linear or curve inward or outward.

This layout “mediates” the interactions of the EOC staff through a technological “knowledge base” represented by the large visual displays in front. Technology dominates the process.

This layout is designed for use where the EOC task basically is technical. When face-to-face problem solving is required, players can reconvene in breakout rooms, which usually are configured as Boardrooms.

One of the chief activities in any EOC is monitoring events and the **Mission Control** layout is well suited for that purpose. Nonetheless care must be taken not to let the EOC process be driven by the information that occupies the displays.

Examples of the **Mission Control** model include the Los Angeles County EOC and the California Office of Emergency Services facility.

The **Marketplace** model is a collection of small Boardroom-style tables scattered across a large space. Each table has a specialized function and coordination is accomplished by communicating (frequently by getting up and walking) between tables.

This model emphasizes close collaboration among specialists at each table. It maintains a relatively high level of autonomy for each specialty while requiring “management by walking around” for top decision makers.

An example of this model is found in the Emergency Support Function areas in most FEMA Disaster Field Offices.

The **Bull’s Eye** model is a version of the Boardroom design with more extensive staff support at tables laid out in an approximation of concentric circles around the main table. Each staff section is seated

organized in the *Boardroom* model will be located adjacent to the EOC as shown above. Breakout rooms will be provided for:

- Logistics
- Planning
- Finance
- Ham Radio Operators

Free standing space will be provided for:

- Law Enforcement
- Fire
- Policy
- Public Health
- Public Works

All media will be directed to 1010 10th Street and/or the Harvest Hall at the Agricultural Center. Media accommodations will be provided at the EOC to be used only in extreme circumstances. The media room (Joint Information Center) at the EOC will be designed to accommodate twenty and will include an office for the Public Information Officer (PIO) and a conference room to accommodate ten. A Public Service Conference Room with ten lines of telephone service will be provided to accommodate a Public Service answering point for concerned citizens. Plumbing will be provided in the Public Service Conference Room so that it may function as a multipurpose room. The Joint Information Center will have a direct line of sight into the EOC. (The window into the EOC will include automatic blinds or curtains so that the EOC may be closed off from the media room should security conditions warrant.)

A large EOC-specific conference room to accommodate thirty also will be located adjacent to the EOC.

EOC events are classified as Level I through III with participation by responders as indicated in the table below.

Table 1
Responder Participation in Events

Level	Responders	Comments
Level I	5 - 15	Normal event
Level II	15 - 50+	Number depends on nature of event
Level III	25 - 100+	Number depends on nature of event (may include federal and state responders)

This EOC will be designed to accommodate responders in the Mission Control model as discussed above.

When designing an Emergency Operations Center (EOC), architectural designers should pay particular attention to the psychological impact of insufficient space as well as the impact of the use of color and light and acoustic design in what easily can become a high stress environment. Overcrowding raises stress levels so adequate space must be provided (please see Botterell’s *Sardine* model in the left margin). Color and light used carefully can reduce stress. Soft overhead lighting, indirect lighting sources and natural light will reduce eye fatigue while making responders

behind their representatives at the main table.

This model emphasizes the standing of each of the main table players. Consultation with staff is facilitated and the amount of staff support to decision makers is increased. This model requires a great deal of floor space.

The UN Security Council chambers are an example of this model.

*The **Virtual** model augments physical collaboration with telephone, computer and video conferencing by players who may be participating from remote locations. Virtual arrangements are hardly ever considered as a complete alternative to a physical EOC.*

Advantages include flexibility in the makeup of the EOC team, the potential to include on-scene commanders and mitigation of the organization-shock that can accompany an EOC activation.

Challenges include anxiety about the reliability and security of technology, limits on the availability of adequate connectivity, loss of nuance in communications over electronic media and relatively unsophisticated tools for managing group processes online.

Practical and economic pressures most likely will lead to growing reliance on virtual tools to augment and extend EOC processes.

*Another common pattern is not a design paradigm, but a familiar phenomenon. In the **Sardine** pattern any attempt at deliberate design has collapsed under the urgent pressure to cram too many people into too little space. Tables and chairs are arranged for maximum density. The layout stems primarily from the shape of the space and the furniture along with the location of the wiring for power and telephones. Seating patterns are assigned first come, first served with subsequent adjustments for individual status and/or convenience.*

A Sardine EOC quickly develops a rich legacy of expedient cabling,

more comfortable. Florescent lights should not be used because they degrade projected images. Poor acoustics will undermine the ability to work efficiently and have a negative impact on mental health. Carpeting and acoustic wall and ceiling panels should be used for noise abatement. Finally the design image of the new EOC should convey a sense of importance and provide a professional environment for responders.

All workstations must be ergonomically designed and the space allocated to each responder must be adequate. Well-designed ergonomic chairs with adjustable height, tilt, lumbar support and arms are essential. Computer keyboards must be on adjustable surfaces to accommodate different body types.

The audiovisual role in emergency operations is vital. Full screen display of event-specific, government resource, public service, local and national news information is desired. Additional local resources that may be accessed include transportation cameras as well as security and other cameras at county and city managed facilities. Three large, wall mounted, plasma display screens surrounded by an additional six mid-size screens will be provided at the front of the EOC. The centermost screen will be primary. (The size and specific location of the screens will be determined during conceptual design. The mid-size screens must be viewed easily from the rearmost station in the EOC.) A fourth large, wall mounted, plasma display screen will be located in the conference room adjacent to the EOC where private conversations can take place. This screen will duplicate the feed to the primary screen in the EOC.

Pedestrian traffic patterns within the EOC must be carefully designed to promote efficiency during times of high activity.

Office space will be provided for twenty-eight permanent staff to meet 2030 space needs. Nineteen private offices are required. Private offices will be provided for:

- Assistant Director OES/Fire Warden
- Public Information Officer
- Confidential Assistants and Administrative Clerks (six offices)
- Public Health Representative
- Agricultural Commissioner Representative
- Environmental Resources Representative
- Municipal Fire Representative
- Deputy Fire Wardens (4)
- Financial Manager
- Fire Marshal
- OES Grants Administrator
- Homeland Security/Technology
- Emergency Manger
- Emergency Medical Service (EMS)

An additional fourteen staff will be housed in an open office environment.

- Clerk (assigned to Fire Marshal)
- Plan Checkers (3)
- Fire Prevention Specialists (2)
- Planners (2)
- Staff Services Analyst
- OES Training
- Emergency Services Program Analyst
- IT

document storage and user habits. Once established, the Sardine pattern is hard to adjust incrementally toward a more deliberate design.



HAM Radio Room

- Fire Marshal
- Homeland Security/Technology

The two planners and the three plan checkers require layout space for construction documents. IT will require workbench space.

A large conference room is required to seat forty. Two additional training/conference rooms designed to accommodate thirty each are required

The public reception area should be sized to accommodate twenty and include a unisex toilet room.

Adequate storage must be provided for office supplies, files, janitorial supplies, maintenance supplies and emergency equipment. (More specialized storage is discussed elsewhere in this overview.)

A small first aid room with lockable storage will be provided. Basic first aid supplies and selected OTC remedies will be stocked. Controlled pharmaceuticals may be stocked if a potential event so warrants (e.g. an avian flu pandemic, a suspected bioterrorist event, etc.).

A break room to accommodate twenty will be provided adjacent to the EOC to reduce stress. The break room will include a refrigerator, microwave, dishwasher, sink and associated cabinetry. An area will be provided for two vending machines. Storage for break room items (e.g. paper plates, cups and towels, dishwashing and cleaning supplies, vending machine supplies, etc.).

A kitchen should be provided capable of serving 300 meals a day. Freezer, refrigerator and dry storage should be provided with the capability of storing enough food and water to last seven days to accommodate a Level II staffing need.¹ A small living/dining area capable of seating twenty-five will be required. The kitchen and living/dining area should be located adjacent to the break room but on the opposite side from the EOC.

Male and female locker rooms will be provided with adjacent shower/toilet room areas.

Two sleeping dormitories (one male dormitory and one female dormitory) will be provided, each with beds, nightstands and lockers. These areas will be available for quick naps during downtimes or for longer rest if personnel are confined to the EOC for any length of time.

Exercise can reduce stress significantly, particularly for those who exercise regularly. A space inside the facility and/or a protected area outside but adjacent to the building should be provided for staff to exercise on their off time.

In the event of a major emergency, critical staff may be unwilling or unable to leave children, elders or pets to survive on their own. Childcare, eldercare and pet care should be accommodated at the EOC or another location nearby.

An intercom system will be installed connecting all primary spaces in the facility. Ceiling speakers will be installed throughout for “all page”

¹ A cost-effective alternative would be to prepare meals for the EOC staff in the food service facility at the Public Safety Center. In this case, a large pantry would be required, capable of readying the pre-prepared meals for serving. This would allow a significant reduction in the amount of food service storage space required at the EOC.

announcements. All EOC workstations will be configured for internet access and with electrical outlets and telephone and data jacks. Workstations will be wired to allow the laptops located at each station to be projected to the AV screens in the front of the room. Portable charging carts will be provided for the laptops used in the EOC. When the facility is not activated the laptops will be stored on the carts in a cart storage area so they are constantly charged.

Windows will be provided for all offices, open office areas and public areas. Natural light (skylights or high windows) will be provided in the more secure spaces occupied by staff.

Raised computer flooring should be used in the EOC, the EOC conference room and the breakout rooms. This will improve facility safety by reducing the most common trip hazards while simplifying the process of modifying these rooms in response to changing missions or technological advances.

HVAC design is critical. Sufficient air changes per hour must be provided. (A self-contained and/or biological filtering capability may be required depending on the threat assessment.)

The server room with combined data and AV rack-mounted equipment will be centrally located adjacent to the EOC. This room must be environmentally controlled.

Emergency utility backup systems will be provided, including emergency power. The emergency generator must have enough fuel to provide uninterrupted power for at least seven days. All systems including HVAC, electrical, AV and data will be backed up. An Uninterrupted Power System (UPS) must be provided for all critical systems with both automatic and manual power transfer capabilities. Additional electrical outlets will be installed in a selected location on the exterior of the building to provide power to mobile emergency units and command centers in the event they are needed.

Parking and vehicular staging areas must be provided for shuttle vans (staff working beyond an twelve-hour shift should not drive because of fatigue), delivery trucks and trailers as well as for official and personal vehicles. A dedicated parking apron should be provided for four TV satellite vans. A minimum of 100 standard parking spaces will be provided for staff parking. An additional thirty spaces should be provided for media and the public.

Security for personnel and the facility itself is paramount since the facility may be in operation at any time, 365 days a year. Additionally the EOC itself may become a target for terrorists.

A PC based proximity reader cardkey system is required. The system should maintain data on all access and egress including location, card used for access, time of activity, etc. System must be capable of limiting access to controlled spaces. The proximity reader cards should be configured as picture ID cards.

The public reception and waiting area should be separated from the receptionist by a polycarbonate barrier. A CCTV system is required to cover the public entrance and lobby, staff parking, the staff entrance and the perimeter of the building. The cameras will be monitored at the reception desk and be capable of recording for seventy-two hours.

Secure, fenced and well-lighted parking (100 standard vehicle parking spaces with additional space for specialized vehicles) should be provided.

At least one egress/ingress point for the facility will be provided with decontamination/disinfecting capabilities.

An additional 1,600 net square feet of shell space will be provided to accommodate unforeseen circumstances and future growth.

B. Law Enforcement and Emergency Operations Staffing and Space Need Projections

Introduction. This section includes the staffing and space projections for Law Enforcement and Emergency Operations. These projections are provided for:

- Coroner/Public Administrator;
- Hi-Tech Crimes;
- The divisions and units of the Sheriff's Department that currently occupy space in the Sheriff's Operations Center (SOC) along with Information Technologies (IT), which will move back into the SOC; and
- Emergency Operations.

Staffing and Space Need Projections. Staffing and space projections for the Divisions and Units indicated above appear in Table B.1.

**Table B.1
Law Enforcement and Emergency Operations – Staffing and Space Need Projections**

Stanislaus County Sheriff's Department (Law Enforcement) & OES/EOC Projections of Staff and Space Needs (2007 - 2030)										
Division/Unit	Rec. GSF/ Staff (Note 1)	2007 Staff (Note 2)	Existing 2007 GSF (Note 3)	2007 GSF/Std's (Note 4)	2010 Staff	2010 GSF	2020 Staff	2020 GSF	2030 Staff	2030 GSF
Management and Administration (SOC) (Note 5)										
Administration (Note 6)	560	32	8,191	17,920	38	21,280	40	22,400	42	23,520
Records [8 Hour Shifts] (Note 7)	680	13	7,579	8,840	15	10,200	17	11,560	19	12,920
Property & Evidence (Note 8)		3	2,087	3,800	4	4,161	5	4,867	6	5,542
Information Technologies (Note 9)	940	6	4,500	5,640	10	9,400	19	17,860	28	26,320
Subtotal - Administration		54	22,357	36,200	67	45,041	81	56,687	95	68,302
Operations										
Operations (SOC) (Note 5)										
Patrol (Note 10)	110	114	9,488	12,540	120	13,200	140	15,400	172	18,920
Investigations	240	31	6,353	7,440	34	8,160	40	9,600	45	10,800
Sheriff's Operations (Outside SOC)										
Coroner/Public Administrator	520	10	3,520	5,200	12	6,240	16	8,320	18	9,360
Hi-Tech Crimes (Note 11)	290	9	1,440	2,610	26	7,540	46	13,340	60	17,400
Subtotal - Operations		164	20,801	27,790	192	35,140	242	46,660	295	56,480
Total - Sheriff's Law Enforcement Needs			43,158	63,990		80,181		103,347		124,782
Emergency Operations										
Emergency Operations Center (Note 12)	360	50	8,000	19,920	50	19,920	50	19,920	50	19,920
EO and Fire Permanent Staff (Note 13)	140	19	Incl. Above	2,660	26	3,640	31	4,340	35	4,900
Total - Emergency Operations		69	8,000	22,580	76	23,560	81	24,260	85	24,820
Space Summary										
Sheriff's Operations Center (SOC) (Note 9)		152	38,198	56,180	221	66,401	261	81,687	312	98,022
Coroner/Public Administrator		10	3,520	5,200	12	6,240	16	8,320	18	9,360
Hi-Tech Crimes (Note 11)		9	1,440	2,610	26	7,540	46	13,340	60	17,400
Emergency Operations Center (Note 12)		69	8,000	22,580	76	23,560	81	24,260	85	24,820

Source: TRG Consulting, March 2007 (Revision 10)

- Notes:**
1. Net square footage (NSF) is the usable square footage of the spaces occupied by a Department/Division including offices, ancillary spaces, circulation space, etc. Gross square footage (GSF) is the space required for building systems and includes such things as structure, exterior walls, utility spaces, stairways, elevators, lobbies, restrooms, janitor's closets and other spaces not assigned to Departments/Divisions. This is macro level planning. NSF and GSF space needs will be refined during architectural programming.
 2. 2007 staff numbers were provided to Capital Programs by the Sheriff's Department and the Office of Emergency Services.
 3. Existing square footage provided by Capital Projects. All square footages were provided in gross square feet (GSF).

Stanislaus County Sheriff's Department (Law Enforcement) & OES/EOC Projections of Staff and Space Needs (2007 - 2030)

Notes (Continued):

4. This is the gross square footage (GSF) that each Department/Division would occupy if their existing space were adequate.
5. A percentage of the GSF occupied by the Public Lobby (1,536 GSF) and the Admin. Conference Room (1,872 GSF) in the SOC have been allocated to each of the tenants based on the percentage of space occupied by that tenant. This is to allow a comparison of the current size of the SOC to the currently needed and projected size of the SOC in the future. Information Technologies (IT), currently located in a modular building, has been added to the projections for the SOC.
6. Includes Management, Personnel, Finance, Internal Affairs and Human Resources. Capital Projects estimates 38 staff in 2010 and then staff growth at +2 per decade thereafter.
7. In 2007, Records had a staff of 34, and the maximum number on any shift was 13 on the day shift. Records staff currently work 5, 8-hour shifts per week. This schedule may change to a schedule under which they would work 4, 10 hour days. This would cause an overlap of shifts and result in additional space needs.
8. GSF required for 2007 was estimated based on tours and interviews with the Department/Division to determine preferred operational methodology. GSF then was projected based on the growth in County population as projected by the Department of Finance. Capital Projects estimates 4 staff in 2010 and then staff growth at +1 per decade thereafter.
9. Information Technologies (IT) currently is located in a modular building behind the SOC. IT space is included in the SOC on this spreadsheet.
10. The population projections prepared by the Assistant Sheriff were used for Patrol. The numbers for Patrol include the Captain, his Confidential Assistant, the Admin. Lieutenant, 2 Patrol Lieutenants and 14 Patrol Sergeants.
11. The value shown under GSF/Stds (2,880 GSF) is the GSF that would be required for a staff of 9. It appears as though Hi-Tech Crimes is poised to occupy 4,000 GSF on the 5th floor of the 12th Street Building in downtown Modesto. The staffing numbers used were provided by Hi-Tech Crimes (please see the *Hi-Tech Crime Overview* for more detailed information).
12. The staffing number used in the Recommended GSF/Staff column is taken from the upper end of a Level II event. (A Level II event will require 15 - 50+ responders depending on the nature of the event.) An additional 1,920 GSF of shell space has been added to meet unforeseen contingencies and future expansion.
13. Emergency Operations and Fire Permanent Staff includes: Assistant Director OES/Fire Warden, Confidential Assistant III, two Deputy Fire Wardens, Finance Management, Fire Marshal, Clerical (1/2), three Plan Checkers, two Planners, OES Grants Administrator, Staff Services Analyst, OES Training, Emergency Services Program Analyst, Emergency Manager, Homeland Security Technology and IT for a total of 19 positions. These 19 positions are shown under the column labeled *2007 Staff*. Additionally the Assistant Director OES indicated a need for space for an additional 9 positions in the near future including PIO; 4 spaces for representatives from the Agriculture Commissioner Environmental Resources, Municipal Fire and Public Health; two additional Fire Wardens and two Fire Prevention Specialists for a total of 26 positions, counting the positions previously discussed. These 26 positions are indicated under the column labeled *2010 Staff*. Positions for 2020 and 2030 are projected from the 2010 total using the DOF projections for population growth. These calculations assume that the offices assigned to permanent staff will not be used during a Level II event.

Legend:

-  20 year interval (reasonable planning horizon)
-  Comparison of existing GSF for each Division to the GSF that would be assigned to the Division if adequate space were available
-  Staffing projections based on County population projections provided by the Department of Finance (DOF)
-  Staffing projections based on an average of County population projections prepared by DOF and the survey results provided by the Division
-  Staffing projections based on an average of County population projections prepared by DOF and an estimate of current need as determined in interviews with the Division
-  Staffing projections based on another methodology (please see notes in each specific case)

C. Law Enforcement and Emergency Operations Master Plan Outline

Introduction. This section outlines the need and master plan for the following facilities or operations:

- Coroner's facility;
- Hi-Tech Crimes;
- Sheriff's operations; and
- Emergency Operations Center.



Coroner's Facility. This planning effort recommends that a new Coroner's facility be constructed at the Public Safety Center site to replace the existing outdated and inefficient Coroner's Facility. The specific space needs for this new facility are discussed in detail in Section A, *Department and Division Profiles* of this report. The probable cost for this relocation is estimated at \$5.59 million.



Hi-Tech Crimes. The space currently available to Hi-Tech Crimes is owned by the Turlock Police Department and must be vacated in the near future because the Police Department needs the space. This will leave the Hi-Tech Crimes Unit without workspace. Further, the existing workspace is inadequate because of the rapidly increasing rate of crimes involving the use of computers. Short and long-term options for this unit are outlined below.

Short Term Needs:

- Build out of space (to be identified) for the Hi-Tech Crimes Unit.
- Relocate unit from Turlock because the Turlock Police Department needs the space.
- The county would fund the building improvement costs of \$680,000 from the Criminal Justice Facilities Fund.
- City/county would share any one-time startup costs and facility IT costs.

Long Term

- Move to the Sheriff's Operations Center (SOC) at a probable cost of \$10.95 million.



Sheriff's Operations. The Sheriff currently manages a centralized operation with all patrol officers operating out of the Sheriff's Operations Center (SOC) at the Public Safety Center (PSC) site. The Sheriff is developing a decentralized operations plan that will improve efficiency and increase public safety. Under the decentralized plan, the Sheriff would continue to operate out of the SOC and add up to three new Area Commands.

Findings related to Sheriff's operations are outlined below.

- Centralized operations would cost \$5.3 million through 2010 or \$16.3 million with full build out.
- Decentralized operations would place Sheriff command centers in four areas of the county, including the SOC, at a projected cost of \$2.8 million per project.
- With decentralization there would be no need to expand the SOC for the next 20 years other than the possible need to provide space for the Hi-Tech Crimes Unit.



Emergency Operations/Emergency Operations Center (EOC). The county's Emergency Operations Center has outgrown the space in which it currently is housed. Additional space is required to serve the emerging emergency paradigms (e.g. an avian influenza outbreak, a bioterrorist attack, etc.). Expansion space is not available for expansion on the existing site. Consideration should be given to relocating and expanding the EOC.

What Will This Cost? This section outlines the probable project and staffing costs.

- There are limited Sheriff PFF funds and Criminal Justice Facility Funds that may assist with some of the Sheriff projects and the Hi-Tech Crimes project.
- Without a bond act or grant funding the impact will be on the General Fund.

Projected Coroner’s Facility Build Out Costs. The projected Coroner’s facility build out costs are illustrated in Table C.1.

Table C.1
Projected Coroner’s Facility Build Out Costs

Project	Description	Cost/Facility	Staffing Cost
Coroner’s Facility	New Project	\$5,595,210	No Change

Source: Stanislaus County. May 2007.

Projected Hi-Tech Crimes Unit Build Out Costs. The projected Hi-Tech Crimes Unit build out costs are illustrated in Table C.2.

Table C.2
Projected Hi-Tech Crimes Unit Build Out Costs

Option	Project	Description	Cost/Facility	Staffing Cost
Short-Term	Hi-Tech Crimes	Temporary Option with DA	\$680,000	No Change
Long-Term	Hi-Tech Crimes	Move to SOC and Expand	\$10,954,440	No Change

Source: Stanislaus County. May 2007.

Projected Sheriff’s Operations Build Out Costs. The projected Sheriff’s operations build out costs are illustrated in Table C.3. Please note that costs for continuing the current centralized operation at the Sheriff’s Operations Center (SOC) are presented along with a comparison to the costs for decentralized operations.¹

Table C.3
Projected Sheriff’s Operations Unit Build Out Costs

Option	Project	Description	Cost/Facility	Staffing Cost
Option 1	SOC	Expand	\$5,272,576	No Change
Option 2	Decentralization	Create 1 New Area Command	\$2,765,875	No Change
Option 3	SOC	Full Build Out	\$16,272,576	No Change
Option 4	Decentralization	Crear3 3 New Area Commands	\$8,297,625	No Change

Source: Stanislaus County. May 2007.

Projected Emergency Operations Center (EOC) Build Out Costs. The projected Emergency Operations Center (EOC) build out costs are illustrated in Table C.1.

Table C.4
Projected Emergency Operations Center (EOC) Build Out Costs

Project	Description	Cost/Facility	Staffing Cost
---------	-------------	---------------	---------------

¹ Decentralized operations are discussed in detail in Section A, *Department and Division Profiles* under the profile for Patrol.

EOC	Relocate/New Project	\$9,586,688	No Change
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Source: Stanislaus County. May 2007.

Next Activities. The next activities are outlined below.

1. Incorporate any comments and/or requested changes from the Board of Supervisors.
2. Present the updated Stanislaus County Public Safety Services Master Plan to the Board of Supervisors on June 26, 2007.
3. Authorize staff to proceed to programming, and development of phasing options to be returned to the Board of Supervisors consistent with the Debt Capacity Study.
4. Develop an Action Plan for the Coroner's facility, including land options.
5. The Sheriff will continue to pursue his decentralization plan for improved efficiency and public safety.

COUNTY OF STANISLAUS SHERIFF'S DEPARTMENT

Jail Needs Assessment
June 26, 2007



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Stanislaus County Sheriff's Department

Adam Christianson - Sheriff-Coroner
William Heyne - Undersheriff
Gina Leguria - Policy & Legislative Affairs Executive Manager
Dan Wirtz - Business Manager
Capt. Raul DeLeon - Operations Division
Capt. Bill Duncan - Adult Detention Division
Capt. Tim David - Administrative Division
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Sgt. Bill Pooley - HIDTA and CalMMET
Det. Lydell Wall - Sacramento Valley Hi-Tech Crimes Task Force

Stanislaus County Office of Emergency Services

Richard W. Robinson - Director
Gary Hinshaw - Fire Warden/Assistant Director
Ray Jackson - Deputy Fire Marshal
Debra Thrasher - Manager II
Russ Richards - Emergency Manager

Stanislaus County Probation Department

Jerry Powers - Chief Probation Officer
Jill Silva - Chief Deputy Probation Officer

Stanislaus County General Services Agency; Facilities Maintenance

Bob Carpenter - Facilities Manager

Modesto Police Department

Sgt. Ronald Reid - Sacramento Valley Hi-Tech Crimes Task Force

Stanislaus County Superior Court

Linda Romero Soles - Assistant Court Executive Officer

TRG Consulting Principal Project Team

William Harry Munyon - Project Manager and Lead Planner
Cheryl Guess Munyon - Project Administration, Senior Planner, Data Coordinator
Jim Marmack - Operations & Staffing
Ron Jarrell - Operations & Staffing Review; Quality Control

Executive Summary

A. Elements of the System

Existing Stanislaus County Adult Detention Facilities. The Stanislaus County Sheriff operates three detention facilities:

1. The Public Safety Center (PSC), located at 250 East Hackett Road, Modesto, California 95358
2. The Men’s Jail, located at 1115 H Street, Modesto, California 95354
3. The Honor Farm, located at 8224 West Grayson Road, Modesto, California 95384



B Pod at the Public Safety Center.

Current Stanislaus County adult detention bed capacity at the three facilities is illustrated in the following table.

Table EX.1
Adult Detention Facility Bed Capacity

Bed Type	PSC ¹	MJ	HF	Total Beds
Single Cell Beds	166 Beds	26 Beds		192 Beds
Double Cell Beds	368 Beds	80 Beds		448 Beds
Dormitory Beds	192 Beds	290 Beds	370 Beds	852 Beds
Total Beds	726 Beds	396 Beds	370 Beds	1,492 Beds

Source. TRGConsulting. June 2007.

The bed requirements for 2010 through 2040 are illustrated in Table EX.2 below.

Table EX.2
Adult Detention Facility Bed Need 2010 - 2040²

Year	Total Beds
2010	1,913 Beds
2020	2,237 Beds
2030	2,547 Beds
2040	2,886 Beds

Source. TRGConsulting. June 2007.

Urgent Service Gap in the Adult Criminal Justice System. The most urgent service gap is the need for new detention beds. This pressing need is illustrated by the following.

- There are not enough beds to meet adult detention needs in the near future. This situation is exacerbated by the *State/Local Detention Facilities Plan for Overcrowding/Early Release*, which would require counties to house state inmates under an agreement or agreements yet to be determined. If additional beds are not constructed, in some cases criminals who should serve time will not serve any time while other felons may be released early. An early release system may be required to prevent overcrowding.

¹ The bed count for PSC represents potential beds after the Double Bunking Project is completed.

² Please see Section F, *Analysis of Inmate Trends and Characteristics* for a detailed discussion of these projections. The high projections are used because of the instability in the state prison system, which may “backup” state inmates in county jails.

- The antiquated linear design of the Men’s Jail is difficult to manage and control and unnecessarily expensive to operate. Numerous blind spots and the labyrinth like design requires more staff than would be required in a podular facility.
- The Honor Farm lacks the security necessary for the type of inmate currently held at that detention facility. Additionally the somewhat remote location of the Honor Farm makes response time from additional law enforcement problematic (particularly in foggy weather).
- The age of the building systems at the Men’s Jail and the Honor Farm require extensive maintenance and makes these systems more expensive to operate
- The cells in the Men’s Jail are medium-security at best because of the age of the design. These cells were not designed to house today’s more violent adult offenders. Officer safety is compromised by the antiquated, linear design.
- The older design of the Men’s Jail does not meet today’s standards for state-of-the-art detention facilities. Examples include:
 - The original jail is a linear design as opposed to the preferred “new generation design.”³
 - Suicide hazard elimination is critical to prevent self-harm and the attendant liability.
 - Medical/mental health treatment spaces are not as extensive as the Sheriff and the county would prefer.⁴
 - Preferred design requirements to improve security and the management of inmates are not met (e.g. number of toilet fixtures and showers per inmate, number of safety and sobering cells needed for efficient operation, adequate intake and release facilities, sufficient storage, etc.).
 - There are insufficient spaces dedicated to programs. Effective programs are necessary to reduce recidivism.
 - Mental health issues are considerably more difficult to recognize, manage and treat in an indirect supervision, linear design. A direct supervision, podular design in which staff interacts continuously with inmates makes it significantly easier to detect inmates with mental health problems. Additionally a direct supervision model reduces conflict and allows better observation of those requiring treatment.

Identified Need (Facility Type).⁵ New beds (as discussed above) all will be constructed at the Public Safety Center (PSC). PSC will remain a Type II Facility (i.e. a local detention facility used for the detention of persons pending arraignment, during trial and upon sentence of commitment as defined in Title 24 of the *California Code of Regulations*). 420 beds in 210 double cells will be added to PSC as described below.⁶ Housing pods will be designed as sixty-bed units to provide adequate control and to maximize staffing efficiency. The allocation of new beds for 2010 is summarized in Table EX.3.

³ New generation design is defined as “a design concept for detention facilities in which housing cells, dormitories or cells are positioned around the perimeter of a common dayroom, forming a housing/living unit. Generally, the majority of services for each housing/living unit (such as dining, medical exam/sick call, programming, school, etc.) occur in specified locations within the unit.”

⁴ For example, it is estimated that at least one-third of the inmate population has mental health issues.

⁵ This narrative assumes that the Men’s Jail and the Honor Farm will remain in operation for the foreseeable future. This assumption is based on a projected total bed need of 1,913 beds in 2010 while only 1,492 beds currently exist system wide. Additionally the uncertain status of the need or desire to hold state inmates almost certainly will increase the bed need projected for 2010 and beyond.

⁶ Note that an additional 421 beds are needed in 2010 when bed totals are considered; however, there is a severe shortage of double beds. Thus, 421 beds in double cells are needed by 2010 but, at that time, the system still will have dormitory beds in excess of those that are required by the classification of inmate housed. The projected need of 421 beds in double cells in 2010 has been rounded down by 1 bed to 420 beds to increase staffing efficiency based on housing units of an optimum size (i.e. sixty-bed housing units). 420 beds in 210 double cells equates to seven new 60-bed housing units of 30 double cells each.

Table EX.3
Additional Bed Allocation 2010

Bed Type	New Construction
Single Cells	0 Beds
Double Cells (210 Cells)	420 Beds
Dormitory Beds	0 Beds
Total Beds	420 Beds

Source. TRG Consulting. June 2007.

B. Operational and Design Philosophy



Philosophy.

1. Stanislaus County Adult Detention Facilities were designed and constructed to provide the citizens of Stanislaus County with a safe and secure facility that complies with or exceeds the standards articulated by local, state, federal and professional agencies.

2. The operation of the facilities will ensure that those remanded to our care are provided with safe, secure and humane treatment consistent with applicable standards, laws and judicial decisions.

Alternatives to incarceration will be used consistent with our responsibility to ensure public safety and protect inmate rights.

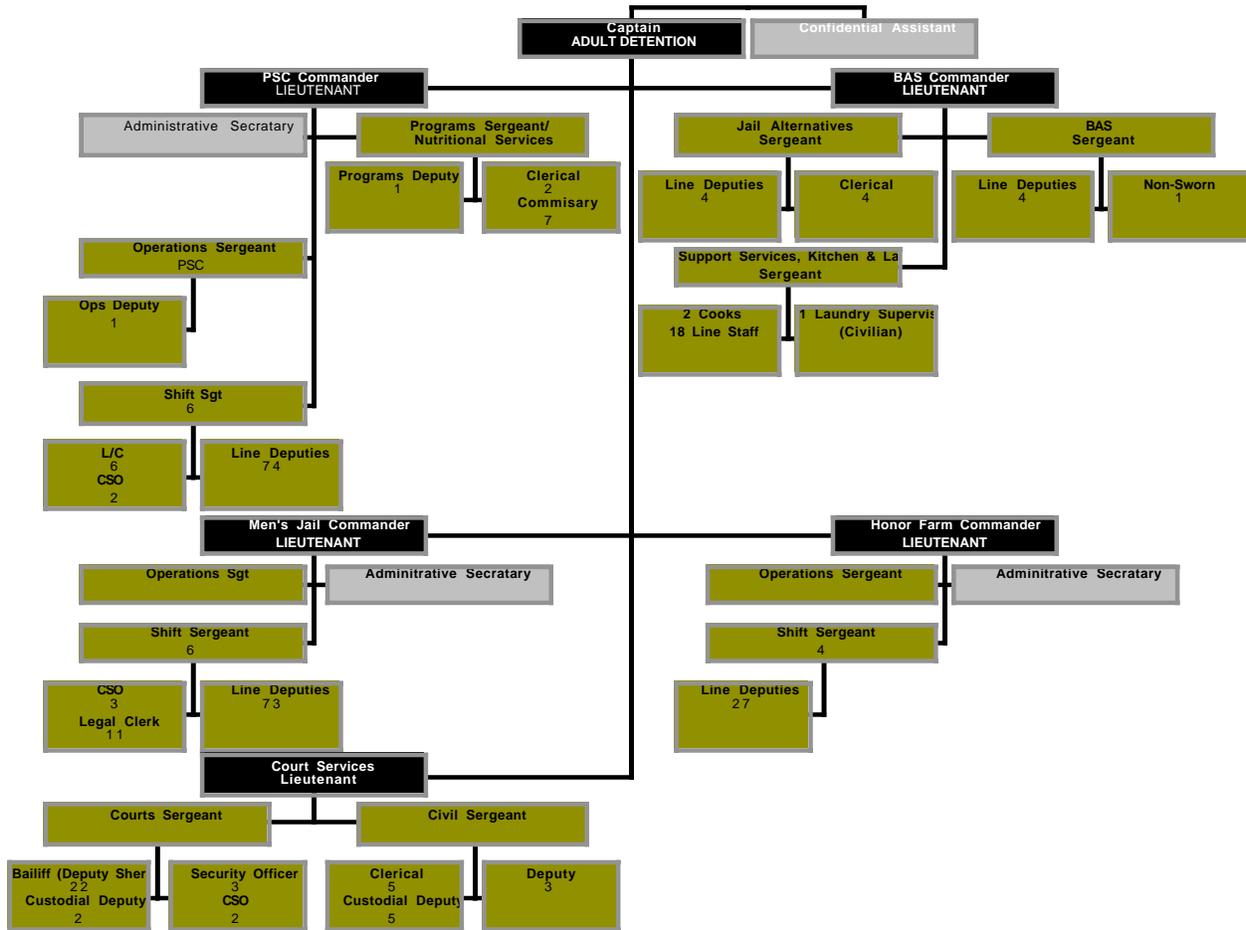
Inmates will be classified to the least restrictive mode of housing with due consideration to the safety of the public, inmates and staff.

Essentials of human life (i.e. medical and mental health care, nutritious meals, recreation, clean environment, religious counseling and educational opportunities) will be provided to all within our care where security permits.

3. The continuity of family and community contact will be encouraged by appropriate policies governing visiting, telephone use, volunteer involvement and mail.
4. Staff will participate in the development and implementation of the facility's goals, objectives, policies and procedures.
5. The written document describing the facility's philosophy, goals and policies will be reviewed annually and updated as necessary.

Organization Chart for the Stanislaus County Sheriff's Department Detention Division. The organization chart for the Detention Division appears in figure EX.1.

Figure EX.1
Stanislaus County Sheriff's Department Detention Division Organization Chart



Source: Stanislaus County. December 2006.

Design Goals for the New Adult Detention Beds and Support Spaces. The design goals for the new adult detention beds and support space are discussed in detail in the body of this assessment.

Construction and Administrative Work Plan. Similarly, the construction and administrative work plan for the new adult detention facility is discussed in the body of this report.

C. Current Inmate Population

Current Inmate Population. The California Department of Corrections and Rehabilitation, Corrections Standards Authority (CSA) provides data collected by the Jail Survey Profile. Crime and arrest data for Stanislaus County is available from 1996 through 2005 from the California Department of Justice (DoJ) and the Corrections Standard Authority. Information from the past ten years provided by the DoJ indicates that past practices and data have not produced a statistically significant trend in the jail population over the decade examined. This section further examines the data by:

1. Gender;
2. Ethnicity;
3. Age; and
4. Sentenced and Non-Sentenced Adult Detention Populations.

Crime and arrest data from the Uniform Crime Reporting (UCR) system established by the Federal Bureau of Investigation (FBI) also is presented in this section.

Conclusion. Over the last decade, violent felony reports and arrests have fluctuated; therefore a predictable upward or downward trend has not occurred. Unfortunately the number and type of beds available for holding felony offenders has been somewhat below the number and type needed throughout that timeframe.

The average number of felony offenders held for the years 2002 through 2005 is 1,189 or 90.10% of the total number of detainees for the four-year period. As can be seen from the information presented in this section, the adult detention system holds a felony population of over 90% in a system with 59.83% of the beds in dormitory or multiple bed configurations. As a result, the classification and segregation of inmates requires careful attention.

D. Classification of Inmates



Intake at the Public Safety Center.

Introduction. The Bureau of Administrative Services and Inmate Programs is the centralized authority responsible for the classification of inmates. The proper classification of inmates is critical in the Stanislaus County Jail because of the age of the Men's Jail and the lack of any single and double cells at the Honor Farm to properly separate and segregate inmates. Additionally, access to Court through the tunnel at the Men's Jail with the current ratio of inmates to staff is extremely dangerous. Mixed classifications along with insufficient holding cells could result in major problems. The overcrowding at the existing adult detention facilities and the lack of enough beds to hold the number of inmates that should be held further exacerbates the difficulty in classification. Nonetheless, classification officers are doing a remarkable job of properly classifying and separating inmates according to classification.

Classification staff will need to be increased at the Men's Jail. Classification staff at PSC will need to increase to cover a 24-hour intake operation once new beds are added. This will require the restructuring of staff hours and shifts. The Honor Farm has no classification coverage at this time.

"Need" Resulting from the Desire to Properly Separate and Segregate Inmates. Proper separation and segregation of inmates as envisioned in the Sheriff's classification plan is somewhat difficult. These problems can be alleviated with the construction of additional beds at the Public Safety Center properly sized to meet future needs.

E. Programs

Inmate Programs. While there is sufficient program space at the Public Safety Center and the Honor Farm, the existing Men's Jail lacks adequate space to conduct any kind of meaningful programs to reduce recidivism. Worse, the severe overcrowding at the Men's Jail makes it difficult for the Sheriff to conduct any but the most basic programs (e.g. religious services and counseling, basic mental health programs and counseling, visiting, commissary, counseling by health care providers, AA and NA classes, etc.) at that location.⁷

⁷ Overcrowding in the Stanislaus County detention system most likely will result in the need to continue to use the Men's Jail in the foreseeable future. Similarly the Honor Farm will remain in operation until sufficient beds are constructed at the Public Safety Center. Fortunately there are a number of existing vocational programs in place at the Honor Farm. The Men's Jail is more problematic in that system overcrowding makes it unlikely that additional space can be devoted to programs. Proper classification can result in the transfer from the Men's Jail to the Public Safety Center of those inmates who would most benefit from programs.

A variety of programs are offered at the Public Safety Center and are discussed in this section. Vocational and other programs offered at the Honor Farm also are discussed below.

A new addition at the Public Safety Center with adequate program space will continue to allow for a wide variety of programs to reduce recidivism at that detention facility. Further, new program space will allow the Sheriff's Department to enhance existing programs.

Prevention of the Disproportionate Confinement of Minority Populations. The Stanislaus County Sheriff's Department formally monitors the entire continuum of services to be certain that minority populations are not treated differently in any respect. Specifically, proactive steps have been taken for the last ten years to be certain that there is not a disproportionate confinement of minorities. This is accomplished by assuring that minority populations receive the maximum possible benefits from all of the services in the continuum. Monitoring occurs during quarterly meetings of senior staff at which time statistics relating to the confinement of minorities and their access to alternatives and programs are reviewed in great detail. Adjustments are made when necessary.

F. Analysis of Local Trends and Characteristics.

Analysis and Projections. An analysis of local trends and characteristics resulted in the bed need projections illustrated in Table EX.4.

Table EX.4
Projected ADP with Peaking and Classification Factors 2010 - 2040 Summary

Year	High Projected ADP	Peaking & Classification Factor	Revised High ADP
		24.00%	
2010	1,542	370	1,913
2020	1,804	433	2,237
2030	2,054	493	2,547
2040	2,327	559	2,886

Source: TRG Consulting. June 2007.

The report includes a detailed description of the projection methodology along with the algorithms used. Anticipated Average Lengths of Stay (ALS) also are included in this section of the report.

G. Adequacy of Staffing Levels

Staffing Issues. The Stanislaus County detention system generally is well staffed. A few staffing issues have been identified as part of this needs assessment and are presented in this section.

Detention facilities must be staffed 24 hours a day, 7 days a week (24/7) in order to fulfill their mandate to provide safe and secure housing for those inmates under their care. Staff within the Stanislaus County detention must be available to receive new bookings in the jail, provide medical care, classify and move inmates within the facility, maintain staff and inmate safety and security, provide recreation and exercise, ensure inmates are fed, transport inmates to court or outside agencies and lawfully release inmates. Due to its nature, a jail cannot simply discontinue operation (e.g. refuse to accept prisoners) if there is not a person available to fill a position. When detention facilities are not staffed adequately, overtime is necessary to cover an unfilled post.

A few positions are suggested for improved staffing at each of the three facilities.⁸ Adequate staffing is a baseline, or the amount of staff needed to provide basic services necessary to operate a facility. Each POST position in a facility has to have an adequate relief factor built in to ensure constant coverage. Adequate staffing promotes and protects the safety of inmates and staff in a safe work environment. All three facilities operate using three, 8-hour shifts.

H. Ability to Provide Visual Supervision



Visibility and, hence, the ability to provide adequate visual supervision, generally is good in the housing units at the Public Safety Center although there are a few blind spots. Visibility at the Honor Farm and the Men's Jail is poor because of the age of the design.

Introduction. While visual supervision is adequate in the housing units and most support spaces at the Public Safety Center (PSC), it remains problematic at the Honor Farm and the Men's Jail. The new housing and support areas planned for construction on the PSC site will be designed to enhance visual supervision as indicated in Section B, *Operational and Design Philosophy* of this needs assessment.

Existing Facility Design. The Public Safety Center (PSC) is the newest of Stanislaus County's three detention facilities. As such, it was designed with open, podular housing units. This design concept enhances visual supervision and visibility generally is good in this facility. CCTV throughout the PSC enhances visual supervision.

The Men's Jail is an older, linear design with jail steel serving as the primary barrier between inmates and staff. Visibility is quite poor throughout the four housing floors of this facility. Inmate housing includes cells and dormitories. Staff must work diligently to visually supervise inmates and perform the required safety checks.

The Honor Farm is an older, outlying, minimum-security facility with dormitory housing. There are three barracks and one larger, two-story dormitory building that is separated into 10-bed dormitory rooms. Visual supervision is difficult in that an officer must be physically present inside the barracks in order to properly supervise and observe inmates. The one, two-story dormitory building is even more problematic in that officers must circulate through the dormitory rooms on each floor in order to safely manage inmates.

New Facility Design. The new housing units that will be added at the Public Safety Center (PSC) will offer direct visual supervision from housing control into the housing pods and the attached outdoor recreation areas. Similarly, the officer's station in each housing pod will provide direct visual supervision of all areas in the pod.

Similarly, the support spaces at PSC (i.e. the new "Core Building" and any expansion of existing support facilities) will be designed to enhance visual supervision. The officers responsible for support spaces will have direct visual supervision of all inmate-occupied areas as well as areas where inmate movement occurs.

Adequacy of Staff for Visual Supervision. Recommendations for minor staff increases are included in Section G, *Adequacy of Staffing Levels*. These recommendations will enhance the visual supervision of inmates particularly at the Men's Jail and the Honor Farm.

⁸ The suggestions for staff increases are based on observations conducted at the three detention facilities in late 2006. These suggested increases do not take into account any positions that may have been added since that time.

I. Adequacy of Record Keeping



Offices of the Bureau of Administrative Services and Inmate Programs. This Bureau is the central repository for records and statistics.

Record Keeping. The Bureau of Administrative Services and Inmate Programs is the centralized authority responsible for maintaining records and statistics for the Adult Detention Division.

Record keeping at Stanislaus County detention facilities and within the Adult Detention Division is quite detailed. Not only does adult detention staff maintain all records required by Title 15, but they also keep additional records to effectively manage the inmate population. Examples include the detailed records relating to overcrowding and early release, statistical information related to classification, inmate management records, statistics related to recidivism, facility and department training records, information on inmates with mental health needs and logs of those on psychotropic medications, inmate count and population records, statistics on gang affiliation, information on inmate participation in programs, historic needs assessments and planning efforts as well as records relating to the effectiveness of programs (including records of the effectiveness of alternatives to incarceration).

J. Compliance with Standards



Minimum Security Unit at the Public Safety Center (PSC). The PSC is the newest of the three detention facilities operated by the Stanislaus County Sheriff's Department. As such it has been in compliance with Title 24 standards since it was occupied in 1992.

Compliance with Standards. As discussed earlier, the Stanislaus County Sheriff's Department operates three detention facilities:

1. the Public Safety Center;
2. the Men's Jail; and
3. the Honor Farm.

The Public Safety Center. The Public Safety Center is the newest of the three detention facilities and has been in compliance since it was first occupied. This detention facility is designed with podular, "open" housing units and complies with Title 24 in all respects. All additional housing units and support facilities will be added at the PSC and will continue to be state-of-the-art designs. Eventually all detention facilities in Stanislaus County will be consolidated at the PSC site.

The Men's Jail. The Men's Jail is an old, linear style detention facility with jail steel separating the inmates from the staff. Over time, compliance issues have been identified at this facility because of the age of the design. In every case the Adult Detention Division has addressed and worked to correct each compliance issue to the satisfaction of the staff from the Corrections Standards Authority (CSA).

The Honor Farm. Similarly, the Honor Farm is an older detention facility consisting only of minimum-security dormitory housing. This facility, too has had compliance issues because of its age and the change in standards since the Honor Farm first was occupied. Again, all compliance issues have been corrected to the satisfaction of the staff from CSA.

Future Compliance. The Sheriff and the Commander of the Adult Detention Division are committed to compliance with the standards contained in Titles 15, 19 and 24. In the long term, the county intends to consolidate all detention facilities at the Public Safety Center site. Additional housing and a new "Core

Building” are in the early planning stages. Space lists for the planned housing units and types along with the proposed “Core Building” are presented in this section.

K. Unresolved Issues

Unresolved Issues. Five issues remain unresolved. One of these issues is unresolved primarily because of the uncertainty surrounding the state’s need to relieve the severe overcrowding in the prison system. Others remain unresolved because of the extensive commitment of county resources that will be required for resolution. Unresolved issues include:

1. The impact on Stanislaus County of the *Public Safety and Offender Rehabilitation Services Act of 2007* (AB 900);
2. Sources of funding for the construction, project and operational costs that are associated with meeting the projected bed need;
3. The construction phasing of the future bed need;
4. The ultimate disposition of the Honor Farm and the Men’s Jail; and
5. The decision to construct enough beds to meet future needs and to lease those beds until needed in order to provide an interim income stream.

These five issues are discussed in detail in the body of this report.

Appendix 1. Adult Detention Master Plan Outline

History. The history or previous planning efforts is discussed in this section to put this planning effort in perspective.

Projected Bed Needs. Section F, *Analysis of Inmate Trends and Characteristics* of the needs assessment projects the total future bed needs for the Stanislaus County adult detention system from 2010 through 2040. The projected total bed needs (including the existing beds) are illustrated in Table EX.5.

**Table EX.5
Adult Detention Facility Bed Need 2010 - 2040⁹**

Year	Total Beds
2010	1,913 Beds
2020	2,237 Beds
2030	2,547 Beds
2040	2,886 Beds

Source. TRGConsulting. June 2007.

What Will This Cost? This section outlines the probable project and staffing costs.

- The original plan identified the need for a “Core Building,” including jail administration, reception, armory and tactical equipment storage, courtrooms, housekeeping/maintenance, institutional storage, intake/release/processing/transportation staging, staff areas and visiting
- The “Core Building” components must be constructed to support the additional jail beds.
- Public Facility Fees (PFF) for Jails/Detention have accumulated to \$30.9 million. Annual collections are estimated at \$3.8 million with a current \$828,173 debt obligation for a net of close to \$3 million on an annual basis

⁹ Please see Section F, *Analysis of Inmate Trends and Characteristics* for a detailed discussion of these projections. The high projections are used because of the instability in the state prison system, which may “backup” state inmates in county jails.

- Without a bond act or grant funding the cost impact will be on the General Fund

Projected Jail Build Out Costs. The projected jail build out costs are illustrated in Table EX.6.

Table EX.6
Projected Jail Expansion Build Out Costs

Option	Description	Facility Cost	Fac. Accum. Cost	Staffing Cost	Staffing Accum. Cost
Option 1	"CORE"/300 Beds – 2010 Need	\$78,844,960	\$78,844,960	\$12,492,447	\$12,492,447
Option 2	121 Beds -2010 Need ¹⁰	\$19,965,000	\$98,809,960	\$3,194,400	\$15,686,847
Option 3	Close Honor Farm (370 Beds)	\$26,362,500	\$125,172,460	\$302,412	\$15,989,259
Option 4	Close Men's Jail (396 Beds)	\$65,340,000	\$190,512,460	0	\$15,989,259
Option 5	Court Holding/Demolish Men's Jail ¹¹	\$20,000,000	\$210,512,460	\$1,263,976	\$17,253,235

Source: Stanislaus County. May 2007.

Next Activities. The next activities are outlined below.

1. Incorporate any comments and/or requested changes from the Board of Supervisors.
2. Present the updated Stanislaus County Jail Needs Assessment and Master Plan to the Board of Supervisors on June 26, 2007.
2. Authorize staff to proceed to programming and the development of phasing options to be returned to the Board of Supervisors consistent with the Debt Capacity Study.

¹⁰ Part of total bed need estimated for 2010 could be accomplished partially through additional double bunking at the existing housing units at the Public Safety Center.

¹¹ If constructed, staffing estimates include at least 2 Custodial Sergeants, 2 Facility Training Officers (FTO), 4 Transfer/Transport Deputies and 1 Clerical to cover Monday through Friday 6:00 AM to 7:00 PM shifts.

A. Elements of the System

Existing Stanislaus County Adult Detention Facilities. The Stanislaus County Sheriff operates three detention facilities:

1. The Public Safety Center (PSC), located at 250 East Hackett Road, Modesto, California 95358
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Dormitory Beds	192 Beds	290 Beds	370 Beds	852 Beds
Total Beds	726 Beds	396 Beds	370 Beds	1,492 Beds

Source. TRGConsulting. June 2007.

As this study indicates, the current maximum capacity of 1,492 beds is well below the 2,547 beds needed in 2030. (1,913 total beds are needed in 2010.) The bed requirements for 2010 through 2040 are illustrated in Table A.2 below.

Table A.2
Adult Detention Facility Bed Need 2010 - 2040²

Year	Total Beds
2010	1,913 Beds
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Source. TRGConsulting. June 2007.

Urgent Service Gap in the Adult Criminal Justice System. The most urgent service gap is the need for new detention beds. This pressing need is illustrated by the following.

- There are not enough beds to meet adult detention needs in the near future. This situation is exacerbated by the *State/Local Detention Facilities Plan for Overcrowding/Early Release*, which would require counties to house state inmates under an agreement or agreements yet to be determined. If additional beds are not constructed, in some cases criminals who should serve time will not serve any time while other felons may be released early. An early release system may be required to prevent overcrowding.

¹ The bed count for PSC represents potential beds after the Double Bunking Project is completed.

² Please see Section F, *Analysis of Inmate Trends and Characteristics* for a detailed discussion of these projections. The high projections are used because of the instability in the state prison system, which may “backup” state inmates in county jails.

- The antiquated linear design of the Men’s Jail is difficult to manage and control and unnecessarily expensive to operate. Numerous blind spots and the labyrinth like design requires more staff than would be required in a podular facility.
- The Honor Farm lacks the security necessary for the type of inmate currently held at that detention facility. Additionally the somewhat remote location of the Honor Farm makes response time from additional law enforcement problematic (particularly in foggy weather).
- The age of the building systems at the Men’s Jail and the Honor Farm require extensive maintenance and makes these systems more expensive to operate
- The cells in the Men’s Jail are medium-security at best because of the age of the design. These cells were not designed to house today’s more violent adult offenders. Officer safety is compromised by the antiquated, linear design.
- The older design of the Men’s Jail does not meet today’s standards for state-of-the-art detention facilities. Examples include:
 - The original jail is a linear design as opposed to the preferred “new generation design.”³
 - Suicide hazard elimination is critical to prevent self-harm and the attendant liability.
 - Medical/mental health treatment spaces are not as extensive as the Sheriff and the county would prefer.⁴
 - Preferred design requirements to improve security and the management of inmates are not met (e.g. number of toilet fixtures and showers per inmate, number of safety and sobering cells needed for efficient operation, adequate intake and release facilities, sufficient storage, etc.).
 - There are insufficient spaces dedicated to programs. Effective programs are necessary to reduce recidivism.
 - Mental health issues are considerably more difficult to recognize, manage and treat in an indirect supervision, linear design. A direct supervision, podular design in which staff interacts continuously with inmates makes it significantly easier to detect inmates with mental health problems. Additionally a direct supervision model reduces conflict and allows better observation of those requiring treatment.

Identified Need (Facility Type).⁵ New beds all will be constructed at the Public Safety Center (PSC). PSC will remain a Type II Facility (i.e. a local detention facility used for the detention of persons pending arraignment, during trial and upon sentence of commitment as defined in Title 24 of the *California Code of Regulations*).

Housing. 420 beds in 210 double cells will be added to PSC as described below.⁶ Housing pods will be designed as sixty-bed units to provide adequate control and to maximize staffing efficiency. The allocation of new beds for 2010 is summarized in Table A.3.

³ New generation design is defined as “a design concept for detention facilities in which housing cells, dormitories or cells are positioned around the perimeter of a common dayroom, forming a housing/living unit. Generally, the majority of services for each housing/living unit (such as dining, medical exam/sick call, programming, school, etc.) occur in specified locations within the unit.”

⁴ For example, it is estimated that at least one-third of the inmate population has mental health issues.

⁵ This narrative assumes that the Men’s Jail and the Honor Farm will remain in operation for the foreseeable future. This assumption is based on a projected total bed need of 1,913 beds in 2010 while only 1,492 beds currently exist system wide. Additionally the uncertain status of the need or desire to hold state inmates almost certainly will increase the bed need projected for 2010 and beyond.

⁶ Note that an additional 421 beds are needed in 2010 when bed totals are considered; however, there is a severe shortage of double beds. Thus, 421 beds in double cells are needed by 2010 but, at that time, the system still will have dormitory beds in excess of those that are required by the classification of inmate housed. The projected need of 421 beds in double cells in 2010 has been rounded down by 1 bed to 420 beds to increase staffing efficiency based on housing units of an optimum size (i.e. sixty-bed housing units). 420 beds in 210 double cells equates to seven new 60-bed housing units of 30 double cells each.

Table A.3
Additional Bed Allocation 2010

Bed Type	New Construction
Single Cells	0 Beds
Double Cells (210 Cells)	420 Beds
Dormitory Beds	0 Beds
Total Beds	420 Beds

Source. TRG Consulting. June 2007.

The allocation of beds by type of is discussed below.

Single Occupancy Cells. An adequate number of single occupancy cells for maximum-security, disciplinary segregation, administrative segregation and protective custody inmates already are available in the system to meet the needs through 2010.

Double Occupancy Cells. 420 new beds will be in 210 double occupancy cells for medium-security inmates. This will require seven additional sixty-bed housing units of thirty double cells each. Adequate ADA cells will be provided. All cells will be “wet.” Stainless steel combination fixtures will be used. All cells will have detention grade sliding doors. Two beds and a desk will be wall mounted.

Dormitories. 852 dormitory beds already exist in the system. No new dormitory cells need be constructed between to meet the 2010 need.

Dayrooms. Dayrooms will be provided at the rate of thirty-five square feet per inmate and will contain anchored tables and seating to accommodate the maximum number of inmates allowed access to the dayroom at any given time in each housing unit. Access will be provided to toilets, washbasins, drinking fountains and showers from the dayroom. Dining will occur in the dayroom of each housing unit.

Intake/Release/Processing. A new intake/release/processing center will be constructed in the undeveloped land at PSC south of the Sheriff’s Operations Center and west of the Support Services Building. This “Core Building” will provide holding cells, safety cells, sobering cells, showers for inmates, toilet facilities for staff and inmates, inmate property storage areas, medical and mental health triage rooms, processing areas, administrative office spaces and interview rooms as well as pedestrian and vehicular sally ports. Secure interview booths with paper passes will be provided for use by medical staff (e.g. for consults with inmate family members, to receive an inmate’s medications, etc.). A weapons locker will be provided at the vehicular sally port. Staff will have unobstructed access to hot and cold running water and an eyewash station. Telephones will be provided for inmate use.

Visiting. Contact, non-contact and video visiting spaces will be provided.

Program Space. Program rooms will be provided at each housing unit. Activities that will occur in these spaces include adult education, religious services and counseling, AA and NA classes, mental health evaluations and classes along with other programs to reduce recidivism

Medical and Mental Health Services. Additional medical examination rooms and secure pharmaceutical storage will be provided for medical screening and routine medical care. More advanced care, which cannot be provided at Stanislaus County detention facilities, will be provided outside of the facility. Mental health professionals will evaluate inmates and provide mental health programs as necessary. Interview rooms and program space will be provided for this purpose.

Outdoor Exercise. An enclosed, secure outdoor exercise area will be attached to each new housing unit. This area will be observable from within the housing unit and from central control. The area will be a secure area that is partially covered for use in inclement weather and have a clear height of at least fifteen feet. The

“open” area of the roof structure will be covered with high security mesh to prevent escape. Access will be provided to a toilet, washbasin and drinking fountain.

There will continue to be at least one completely fenced outdoor exercise area of not less than 600 square feet for use by those inmates who have earned this privilege. This 600 square foot Title 24 requirement also can be met by constructing one or all of the secure, attached outdoor recreation areas at the housing units to meet this square footage requirement.

Special care will be taken to eliminate opportunities for escape and the introduction of contraband. All exercise areas will be observed by central control.

Recreation areas will accommodate inmates with disabilities.

Attorney Interview Rooms. Selected non-contact visiting rooms will be configured with a secure paper pass to allow attorneys to consult confidentially with inmate clients. One interview room in the intake/release areas also will be configured with a secure paper pass and also may be used for confidential meetings between attorneys and inmates.

Confidential Interview Rooms. Additional confidential interview rooms will be provided in the intake/release area and near the new housing areas. The interview rooms will be used by custody, mental health and health care staff as well as by attorneys and religious advisors. The interview rooms will be accessible to male and female inmates and they will not be monitored.

Central and Housing Control. A new central control room will monitor and operate all security perimeter penetrations. Additionally central control will monitor each housing unit and be capable of overriding the pod control stations in each housing pod. Secure housing pod control stations will control the communications, cell doors, lighting and showers in the pod. Intercom stations will be monitored and controlled at the pod control station. Pod control will have the capability of switching all controls to central control. Housing pod control stations will be elevated and may be capable of supervising more than one housing pod.

Central control will have visual supervision of the housing units, the attached outdoor exercise areas and the program spaces. CCTV will be minimized and used to assist in the control of the perimeter penetrations.

An escape hatch will be provided to allow an officer in central control to exit to the roof in the event of a natural disaster or disturbance in which control of the area adjacent to central control is compromised temporarily.

Administration. The administrative areas will reflect the professionalism of the staff. Additional space will be provided for administrative and custody staff as necessary. Staff toilet rooms, a break room and briefing/meeting/training suite will be provided.

Staff Stations. The staffing plan will be prepared before the facility is designed. Thus, care will be taken during the design to be certain that the facility does not generate additional staff stations not required by “best practice.” All staff stations will be ergonomically designed.

Staff Facilities. Male and female locker rooms will be provided with lockers for all staff as well as shower and toilet facilities. An adjacent workout area and training rooms also will be provided.

Public Areas. Public areas will be expanded to accommodate visitors while still maintaining the security of the facility. A complete entry control package will be included at the public entrance along with a locked storage for visitors to secure their belongings before meeting with inmates.⁷ All public areas will be ADA compliant.

⁷ An entry control package typically consists of a walkthrough magnetometer and an x-ray machine to examine packages. A handheld magnetometer also is provided for more detailed searches.

Food Service. The existing food service operation will be expanded as necessary to accommodate the additional beds.

Inmates will be fed in the dayrooms of their respective housing units. Sack lunches will be provided for inmates who are away from the facility for the day (e.g. on work crews, inmates likely to be in court for the day, etc.).

Food service storage will be expanded as necessary.

Laundry. The facility's laundry will be expanded as necessary to accommodate the additional beds. Commercial grade washers and dryers will be provided in the female housing areas.

Maintenance Space. A maintenance work and storage area will be expanded as necessary to accommodate the additional beds.

Storage. Institutional storage will be expanded as necessary to accommodate the new beds. Additionally storage areas will be provided in the new housing units and the expanded intake/release/processing area. Inmate property storage will be expanded. The inmate property storage area will include secure storage for inmate valuables.

Weapons Lockers. Weapons lockers for the use of law enforcement will be provided outside the intake/release/processing area (in the vehicle sally port) and in reception.

Perimeter Security. A double fenced secure perimeter will be added at PSC. The two fences will be separated by at least twenty feet. CCTV coverage monitored in central control will be provided for the fence line. Crushed rock will form a "no man's" zone on the inside of the interior fence. Anti-climb mesh and razor ribbon in a maximum-security configuration will be provided.

B. Operational and Design Philosophy

Introduction. The goals and objectives and the philosophy for the Stanislaus County Adult Detention Division is discussed in the Adult Detention Division Policy Manual (Number 1-1); with an effective date March 23, 1992 and last reviewed on March 5, 2004.¹

Adult Detention Division Goals and Objectives. Stanislaus County Adult Detention Facilities will maintain the constitutional, secure and humane detention of arrested persons who are not released.²



Philosophy.

1. Stanislaus County Adult Detention Facilities were designed and constructed to provide the citizens of Stanislaus County with a safe and secure facility that complies with or exceeds the standards articulated by local, state, federal and professional agencies.

2. The operation of the facilities will ensure that those remanded to our care are provided with safe, secure and humane treatment consistent with applicable standards, laws and judicial decisions.

Alternatives to incarceration will be used consistent with our responsibility to ensure public safety and protect inmate rights.

Inmates will be classified to the least restrictive mode of housing with due consideration to the safety of the public, inmates and staff.

Essentials of human life (i.e. medical and mental health care, nutritious meals, recreation, clean environment, religious counseling and educational opportunities will be provided to all within our care where security permits.

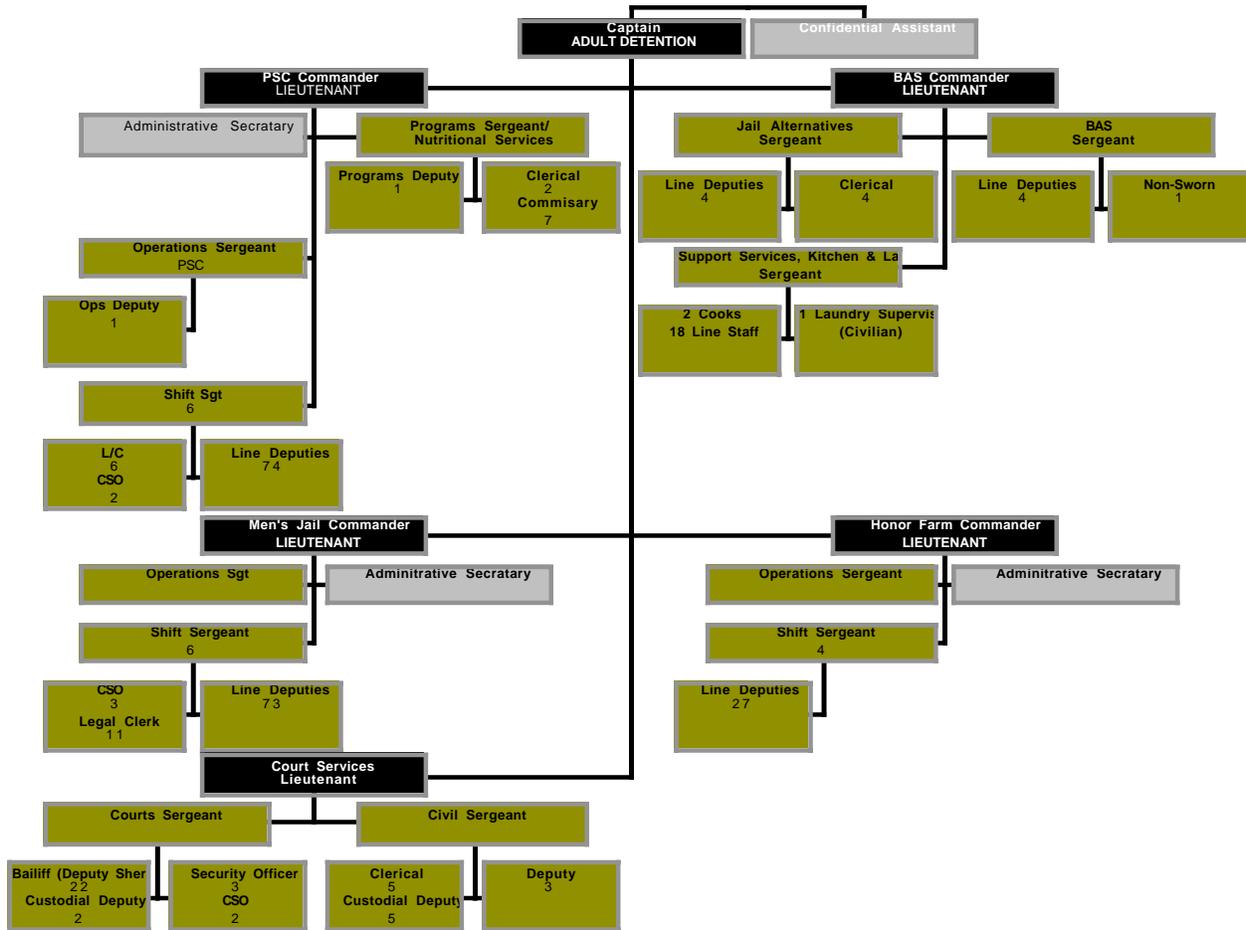
3. The continuity of family and community contact will be encouraged by appropriate policies governing visiting, telephone use, volunteer involvement and mail.
4. Staff will participate in the development and implementation of the facility's goals, objectives, policies and procedures.
5. The written document describing the facility's philosophy, goals and policies will be reviewed annually and updated as necessary.

Organization Chart for the Stanislaus County Sheriff's Department Detention Division. The organization chart for the Detention Division appears below.

¹ *Adult Detention Division Policy Manual.* March 5, 2004. Page 1.

² *Ibid.* Page 1.

Figure B.1
Stanislaus County Sheriff's Department Detention Division Organization Chart



Source: Stanislaus County. December 2006.

Design Goals for the New Adult Detention Beds and Support Spaces. The new adult detention beds and support space will:

- be a state-of-the-art, new generation, direct visual supervision, podular, adult detention facility that meets all of the requirements of Title 24 of the *California Code of Regulations*;
- provide a safe and secure environment for staff, visitors, volunteers and adults with a well defined secure perimeter that includes pedestrian and vehicular sally ports;
- include a new central control station that controls the secure perimeter and has visual supervision of the housing units and recreation areas as well as other secure areas;
- consist of housing units with the flexibility to meet a wide variety of varying classification needs (e.g. mental health housing units, female housing units, special needs housing units, units of varying security levels, etc.);
- meet Stanislaus County's adult detention requirements for twenty years after initial occupancy (with planned expansion);
- provide spaces for a wide variety of programs to reduce recidivism and thus reduce county, state and federal criminal justice system costs;
- provide a professional work environment and adequate space for custody staff, teachers, medical and mental health professionals, other professionals providing services and volunteers;

- be cost efficient to build and operate;
- be energy efficient and environmentally friendly to reduce operating costs;
- be staff efficient to preserve county resources;
- include expanded intake/release/processing areas that are large enough to meet all booking needs and, simultaneously, provide an area for release and transportation staging (intake/release/processing spaces often are undersized in detention facilities);
- provide adequate medical, dental and mental health spaces to reduce the need for transportation outside the facility and to ensure that each inmate is evaluated, treated, monitored and assigned to appropriate programs;
- meet the requirements of the Americans with Disabilities Act (ADA);
- provide adequate, easily supervised adult exercise and recreation spaces (including those required for large muscle group activities) to reduce tension and contribute to the success of programs;
- include expanded food service space and facilities as necessary to ensure that meals meet the nutritional requirements determined by the county and to provide vocational education opportunities;
- provide expanded laundry services to clean inmate clothing, bedding and associated items related to the additional beds;
- include adequate storage (storage also often is undersized in detention facilities);
- provide secure spaces for contact, non-contact and video visiting;
- provide a double fenced, secure perimeter; and
- include a court suite with all necessary support services to handle arraignments and other proceedings, thus reducing the need to transport inmates who are incarcerated in the jail.

Construction and Administrative Work Plan. The construction and administrative work plan for adding beds at PSC is discussed below.

The process is designed specifically to make the most efficient use of available resources while maintaining the project scope (quality), budget and schedule. This methodology has been used successfully on several adult detention facility projects throughout the United States including projects for California counties and projects under the aegis of state and federal grant managers.

This work plan includes proven project delivery methods to ensure successful completion of the proposed scope on time and within budget. The plan also includes federally mandated requirements for grant funding. The plan consists of the following elements:

- Detailed **conceptual level planning** that includes:
 - information on and required by **funding sources** including the monitoring of matching funds;³
 - development of the **preliminary program statement**;⁴
 - development of the **preliminary staffing plan**;⁵
 - development of the **preliminary architectural program**;
 - refinement of the **conceptual budget**;
 - analysis of the **construction costs and total project costs**;
 - development of Stanislaus County Sheriff's Department **operational and staffing costs** that will be incurred once construction is complete;
 - development of **maintenance costs** that will be incurred once construction is complete;
 - refinement of the **preliminary schedule**; and
 - plans for continued compliance with **state and/or federal pre-contractual requirements**.

³ If the project receives federal funding it will include certain reporting, inspection and auditing requirements.

⁴ It is important to finalize the program statement early so that it forms the basis for the design effort.

⁵ Similarly, it is important to finalize the staffing plan at this stage to insure staffing efficiency and reduced operational costs.

- Presentation to and approval by the Stanislaus County Board of Supervisors during planning, design, the development of construction documents and during construction (including the preparation of appropriate graphics for the presentation).
- Development of the architectural program including:
 - preliminary code analysis;
 - an analysis of the requirements of Titles 15, 19 and 24;
 - staffing and operational analysis which will include a refinement of the staffing plan and refinement of the Program Statement; and
 - any required refinement of the project timeline.
- Preparation of traditional schematic design and design development documents.
- Transition planning that begins with the establishment of the transition team during schematic design and continues through move-in and post-occupancy activities.
- Continuous design/value engineering to make the most efficient use of available resources (i.e. provide a cost effective design) and preserve life cycle costs.
- Continuous user input from Stanislaus County Sheriff's Department staff and others providing programs and services at the proposed adult detention facility.
- Continuous code analysis.
- Independent cost estimates during the design and construction document phases to remain within 5% of the conceptual budget.
- Continuous analysis of the requirements of the Titles 15, 19 and 24.
- Ongoing schedule review and analysis to be certain that the project is ready for occupancy as planned.
- The preparation of construction documents (drawings and specifications).
- Constructability reviews during design and during the preparation of construction documents to use the most effective construction means and methods in order to ensure competitive bidding and to reduce change orders.
- Peer review during the preparation of design and construction documents to provide the best possible and most cost effective solutions to design and construction issues.
- Continuous analysis of staffing, operations and life cycle costs in order to design and build the most cost effective facility possible.
- Marketing of the project to potential contractors and sub-contractors to increase the potential for competitive bids and to increase the number of bidders.⁶
- Bidding activities including the opening of the bids and the preparation and signing of the construction contract.
- Construction administration, coordination and observation.

⁶ Particular attention should be paid to marketing the project to those sub-contractors responsible for detention hardware and security electronics. This will help assure that competitive bids from these sub-contractors are provided to the general contractors bidding on the project.

- Preparation of the **quarterly invoices and progress reports** if required by grant funding procedures.
- **Construction close-out** activities including:
 - **punch list** development and monitoring of the completion of punch list items;
 - cost reconciliation and **final audit**;
 - **final invoice and progress payment**;
 - collection of **warranties**;
 - preparation of the final **“as-built” drawings**; and
 - collection of **operation and maintenance manuals**.
- **Transition and move-in** activities including:
 - **equipment commissioning**;
 - facility **“shake-down,”**
 - **operations and security “walk through,”**
 - **staff occupancy training**; and
 - the **phased move-in** of inmates.⁷
- Periodic **post-occupancy evaluations** at one, two and five years after occupancy.
- **Other services** as desired by the Stanislaus County Sheriff's Department.

⁷ Experience has shown that initial occupancy is an intense time for staff and inmates. A phased move-in allows staff and inmates to adjust with less tension. This results in the reduced risk of self-harm by inmates and reduced sick leave requests by staff.

C. Current Inmate Population

Current Inmate Population. The California Department of Corrections and Rehabilitation, Corrections Standards Authority (CSA) provides data collected by the Jail Survey Profile. Crime and arrest data for Stanislaus County is available from 1996 through 2005 from the California Department of Justice (DoJ) and the Corrections Standard Authority. Information from the past ten years provided by the DoJ indicates that past practices and data have not produced a statistically significant trend in the jail population over the decade examined. This section further examines the data by:

1. Gender;
2. Ethnicity;
3. Age; and
4. Sentenced and Non-Sentenced Adult Detention Populations.

Crime and arrest data from the Uniform Crime Reporting (UCR) system established by the Federal Bureau of Investigation (FBI) also is presented in this section.

Gender. Table C.1 illustrates the adult detention population by gender during the assessment years from 1996 through 2005.

**Table C.1
Stanislaus County Inmate Population by Gender 1996 - 2005**

Gender/Year	Total Inmates by Gender per Year										
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	Average
Male	19,837	19,300	19,104	17,593	17,366	17,087	17,500	16,936	17,970	19,307	18,200
Female	4,153	4,640	4,630	4,030	4,150	4,132	4,117	4,198	4,597	5,276	4,392
Total	23,990	23,940	23,734	21,623	21,516	21,219	21,617	21,134	22,567	24,583	22,592

% of Population	Total Inmates by Gender per Year										
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	Average
Male	82.69%	80.62%	80.49%	81.36%	80.71%	80.53%	80.95%	80.14%	79.63%	78.54%	80.56%
Female	17.31%	19.38%	19.51%	18.64%	19.29%	19.47%	19.05%	19.86%	20.37%	21.46%	19.44%

Source: Raw Data from the Stanislaus County Sheriff's Department. Aggregate: TRGConsulting, February 2007.

An examination of the population by gender as illustrated in Table C.1 indicates:

- The *average* inmate population was 80.56% male and 19.44% female for the past ten years.
- The number of females held in custody has ranged from a low of 4,030 in 1999 to a high of 5,276 in 2005.
- The percentage of male inmates ranged from a low of 78.54% in 2005 to a high of 82.69% in 1996.
- The percentage of females held in custody has *increased* steadily from 2002 (19.05%) to 2005 (21.46%).
- Similarly, the percentage of males held in custody has *decreased* steadily from 2002 (80.95%) to 2005 (78.54%).

Age. The age of the adult detention population over the last decade indicates no significant trend in the age of the inmates incarcerated in Stanislaus County. Information provided by the Sheriff's Department is shown in Table C.2 on the following page.

Table C.2
Stanislaus Jail Population by Age 1996 - 2005

Number of Inmates by Age											10 Year	10 Year
Age/Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	Average	Percentage
15-20	2,347	2,385	2,331	2,296	2,355	2,444	2,441	2,192	2,387	2,496	2,367	10.46%
21-25	4,496	4,295	4,176	4,036	4,207	4,182	4,451	4,601	4,997	5,408	4,485	19.81%
26-30	4,631	4,379	4,313	3,516	3,466	3,387	3,422	3,416	3,637	4,195	3,836	16.94%
31-35	4,580	4,508	4,248	3,725	3,488	3,318	3,189	3,069	3,269	3,404	3,680	16.25%
36-40	3,566	3,749	3,858	3,483	3,388	3,155	3,140	2,938	2,916	3,119	3,331	14.71%
41-45	2,089	2,284	2,376	2,197	2,110	2,233	2,483	2,492	2,570	2,884	2,372	10.48%
46-50	1,173	1,196	1,270	1,237	1,326	1,341	1,313	1,257	1,480	1,624	1,322	5.84%
51-55	536	537	557	551	634	614	654	679	736	883	638	2.82%
56-60	288	291	268	306	280	276	315	273	314	345	296	1.31%
61-65	130	136	151	117	138	127	110	109	143	133	129	0.57%
66-70	97	118	114	104	80	68	45	46	50	47	77	0.34%
71-99	43	41	59	49	39	65	47	56	35	33	47	0.21%
Unknown	7	13	8	6	5	9	7	5	33	12	11	0.05%
	23,983	23,932	23,729	21,623	21,516	21,219	21,617	21,133	22,567	24,583	22,590	

Number of Inmates by Age/Percentage of Jail Population											
Age/Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	Average
15-20	9.55%	9.97%	9.82%	10.62%	10.95%	11.52%	11.29%	10.37%	10.58%	10.15%	10.48%
21-25	18.29%	17.95%	17.60%	18.67%	19.55%	19.71%	20.59%	21.77%	22.14%	22.00%	19.83%
26-30	18.84%	18.30%	18.18%	16.26%	16.11%	15.96%	15.83%	16.16%	16.12%	17.06%	16.88%
31-35	18.63%	18.84%	17.90%	17.23%	16.21%	15.64%	14.75%	14.52%	14.49%	13.85%	16.21%
36-40	14.51%	15.67%	16.26%	16.11%	15.75%	14.87%	14.53%	13.90%	12.92%	12.69%	14.72%
41-45	8.50%	9.54%	10.01%	10.16%	9.81%	10.52%	11.49%	11.79%	11.39%	11.73%	10.49%
46-50	4.77%	5.00%	5.35%	5.72%	6.16%	6.32%	6.07%	5.95%	6.56%	6.61%	5.85%
51-55	2.18%	2.24%	2.35%	2.55%	2.95%	2.89%	3.03%	3.21%	3.26%	3.59%	2.83%
56-60	1.17%	1.22%	1.13%	1.42%	1.30%	1.30%	1.46%	1.29%	1.39%	1.40%	1.31%
61-65	0.53%	0.57%	0.64%	0.54%	0.64%	0.60%	0.51%	0.52%	0.63%	0.54%	0.57%
66-70	0.39%	0.49%	0.48%	0.48%	0.37%	0.32%	0.21%	0.22%	0.22%	0.19%	0.34%
71-99	0.17%	0.17%	0.25%	0.23%	0.18%	0.31%	0.22%	0.26%	0.16%	0.13%	0.21%
Unknown	0.03%	0.05%	0.03%	0.03%	0.02%	0.04%	0.03%	0.02%	0.15%	0.05%	0.05%

Source: Raw Data from the Stanislaus County Sheriff's Department. Aggregate: TRGConsulting. February 2007.

Note: Numbers may not sum due to averaging.

As shown in Table C.2:

- Inmates from 21 to 25 years of age have averaged 19.83% of the population over the last decade, peaking to a high of 22.14% in 2004 from a low of 17.60% in 1998.
- Inmates ages 46 years and older have averaged 11.16% of the inmate population over the last ten year period.
- Overall, inmates from 21 to 40 years of age on average account for 67.64% of the total jail population from 1996 through 2005.

Ethnicity. The number of arrests by ethnicity in Stanislaus County is depicted in Table C.3.

Table C.3
Stanislaus County Arrests by Ethnicity 2002 - 2005

Arrests by Ethnicity	Year				
	2002	2003	2004	2005	Average
Total	19,289	20,513	21,744	23,710	21,314
Ethnicity					
Hispanic	6,800	7,432	7,940	8,652	7,706
White	10,498	11,030	11,603	12,432	11,391
Black	1,305	1,283	1,357	1,613	1,390
Other	686	768	844	1,013	828
Ethnicity as % of Population					
% Hispanic	35.25%	36.23%	36.52%	36.49%	36.12%
% White	54.42%	53.77%	53.36%	52.43%	53.50%
% Black	6.77%	6.25%	6.24%	6.80%	6.52%
% Other	3.56%	3.74%	3.88%	4.27%	3.86%

Source: Stanislaus County Sheriff's Department. April 2007.

As shown in Table C.3:

- From 2002 through 2005, an average of 53.50% of the individuals arrested in the county were White.
- An average of 36.12% of arrestees were Hispanic over the same time period.

Sentenced and Non-Sentenced Inmates. Table C.4 identifies the percentages of non-sentenced and sentenced inmates held in custody in Stanislaus County.

Table C.4
Stanislaus Jail Population by Sentenced and Non-Sentenced Inmates 1996 - 2005

	Year										10 Year Average
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	
Total Inmates	942	1,045	1,086	1,010	1,052	1,062	1,140	1,186	1,165	1,322	1,101
Sentenced	424	505	553	507	437	462	409	433	402	552	468
Male	352	422	462	426	352	376	343	356	335	451	388
Female	72	83	91	81	85	86	66	77	67	101	81
Non-Sentenced	518	540	533	503	615	600	731	753	763	770	633
Male	469	481	476	446	547	526	626	656	660	670	556
Female	49	59	57	57	68	74	105	97	103	100	77
Percentage Per Year											%
Sentenced	45.01%	48.33%	50.92%	50.20%	41.54%	43.50%	35.88%	36.51%	34.51%	41.75%	42.81%
Non-Sentenced	54.99%	51.67%	49.08%	49.80%	58.46%	56.50%	64.12%	63.49%	65.49%	58.25%	57.19%

Source: California Department of Justice. Aggregate: TRGConsulting. February 2007.

Note: Numbers may not sum due to rounding.

Historic and Current Crimes by Offenders. The Federal Bureau of Investigation (FBI) established the Uniform Crime Reporting standards in order to compare similar felony crimes reported¹ by each jurisdiction (“comparing apples to apples”). Violent felonies compared by the UCR include murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault. UCR felony property crimes include burglary, motor vehicle theft, larceny-theft (over \$400) and arson.

Table C.5
Stanislaus County UCR Crimes Committed from 1996 - 2005

CRIMES REPORTED		Year									
INDEX CRIMES	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	
VIOLENT CRIMES	3,661	3,500	3,247	3,076	3,088	2,951	2,493	3,110	2,875	3,080	
Homicide	28	29	25	25	16	34	15	27	42	30	
Forcible Rape	179	143	171	173	148	215	174	170	159	129	
Robbery	711	668	640	571	520	644	638	724	719	663	
Aggravated Assault	2,743	2,660	2,411	2,307	2,404	2,058	1,666	2,189	1,955	2,258	
PROPERTY CRIMES	13,219	14,000	12,195	10,056	10,760	11,645	13,181	14,879	16,625	15,564	
Burglary	6,266	6,270	5,333	4,578	4,481	4,288	4,837	4,872	5,304	4,836	
Motor Vehicle Theft	3,370	3,874	3,245	2,621	2,561	3,224	4,244	5,451	6,348	6,356	
Larceny-Theft (over \$400)	3,079	3,328	3,250	2,378	3,184	3,536	3,627	4,053	4,443	3,922	
Arson	504	528	367	479	534	597	473	503	530	450	
Total Reported Index Crimes	16,880	17,500	15,442	13,132	13,848	14,596	15,674	17,989	19,500	18,644	

Source: California Department of Justice, May 2007.

As shown in Table C.5:

- Homicides have fluctuated from a low of 15 in 2002 to a high of 42 in 2004.
- After decreasing from 711 Robberies in 1996 to 638 in 2002, Robberies climbed to a high of 724 in 2003.
- Aggravated Assaults accounted for 73.31% of the Violent Crimes committed in Stanislaus County in 2005.
- Motor Vehicle Theft has increased by 46.98% since 1996; from 3,370 in 1996 to 6,356 in 2005.
- Burglaries declined from a high of 6,270 in 1997 to 4,836 in 2005, a decrease of 22.87%.

Arrests. Although there has been a significant drop in the number of arrests for violent crimes in the last decade, the rated capacity (number and type of jail beds) of the current facility remains somewhat below the number of beds needed.

Arrest data is shown in Table C.6 on the following page.

¹ Table C.4 identifies the number of crimes reported, not the number of arrests made for these crimes.

Table C.6
Adult UCR Arrests² for Stanislaus County 1996 - 2005

Arrests	Year									
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
UCR Index Crimes	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
TOTAL FELONY ARRESTS	2,741	2,740	2,404	2,204	2,340	2,426	2,427	2,663	2,386	2,553
Violent Crime	1,503	1,583	1,384	1,299	1,431	1,382	1,309	1,414	1,220	1,329
Homocide	26	10	19	23	20	14	9	16	11	12
Forcible Rape	20	27	43	28	43	32	36	18	28	24
Robbery	138	113	121	88	108	98	110	125	115	101
Aggravated Assault	1,319	1,433	1,201	1,160	1,260	1,238	1,154	1,255	1,066	1,192
Property Crime	1,238	1,157	1,020	905	909	1,044	1,118	1,249	1,166	1,224
Burglary	498	500	433	317	299	435	395	431	422	364
Motor Vehicle Theft	133	126	108	117	128	156	185	265	254	267
Larceny-Theft	600	526	474	464	477	449	533	553	487	585
Arson	7	5	5	7	5	4	5	0	3	8

Source: California Office of the Attorney General; Criminal Justice Statistical Center. Aggregate: TRGConsulting. March 2007.

Table C.7
Stanislaus County Jail Felony and Misdemeanor ADP of Sentenced and Non-Sentenced Inmates 2002 - 2005

	Year				
	2002	2003	2004	2005	Average
ADP	1,125	1,162	1,186	1,284	1,189
ADP of Non-Sentenced and Sentenced					
% Non-Sentenced Felony	59.0%	60.8%	59.0%	57.4%	59.1%
% Non-Sentenced Misdemeanor	4.7%	2.8%	7.3%	3.0%	4.4%
% Sentenced Felony	31.6%	31.3%	27.6%	33.6%	31.0%
% Sentenced Misdemeanor	4.7%	5.0%	6.2%	6.1%	5.5%
Non-Sentenced and Sentenced as % of ADP					
Non-Sentenced Felony	664	707	700	737	702
Non-Sentenced Misdemeanor	53	33	86	38	53
Sentenced Felony	355	364	327	431	369
Sentenced Misdemeanor	53	58	73	78	66

Source: Monterey County Sheriff's Department. April 2007.

Note: Numbers may not sum due to rounding.

Table C.7 on the previous page illustrates that:

- On average, over the four years of available data, 90.10% of the inmates are either sentenced or non-sentenced *felons*.
- Only 9.9% of the inmates in the Stanislaus County adult detention system are incarcerated for non-sentenced or sentenced *misdemeanor* criminal acts.

Conclusion. Over the last decade, violent felony reports and arrests have fluctuated; therefore a predictable upward or downward trend has not occurred. Unfortunately the number and type of beds available for holding felony offenders has been somewhat below the number and type needed throughout that timeframe.

The *average* number of felony offenders held for the years 2002 through 2005 is 1,189 or 90.10% of the total number of detainees for the four-year period. As can be seen from the information presented in this section, the adult detention system holds a felony population of over 90% in a system with 59.83% of the beds in dormitory or multiple bed configurations. As a result, the classification and segregation of inmates requires careful attention.

² The UCR does not account for all arrests for Stanislaus County, only the more serious violent and property crimes.

D. Classification of Inmates



Intake at the Public Safety Center.

Introduction. The Bureau of Administrative Services and Inmate Programs is the centralized authority responsible for the classification of inmates. The proper classification of inmates is critical in the Stanislaus County Jail because of the age of the Men's Jail and the lack of any single and double cells at the Honor Farm to properly separate and segregate inmates. Additionally, access to Court through the tunnel at the Men's Jail with the current ratio of inmates to staff is extremely dangerous. Mixed classifications along with insufficient holding cells could result in major problems. The overcrowding at the existing adult detention facilities and the lack of enough beds to hold the number of inmates that should be held further exacerbates the difficulty in classification. Nonetheless, classification officers are doing a remarkable job of properly classifying and separating inmates according to classification.

Classification staff will need to be increased at the Men's Jail. Classification staff at PSC will need to increase to cover a 24-hour intake operation once new beds are added. This will require the restructuring of staff hours and shifts. The Honor Farm has no classification coverage at this time.

It is recommended that, when resources permit, all classification be conducted at the Public Safety Center (PSC). This will eliminate the possibility of the existing two classification sites (at PSC and the Men's Jail) working at cross-purposes to each other. Additionally this consolidation will eliminate the extensive amount of communication that must occur between the two units in order to be certain they are classifying in a like manner.

Classification of Inmates. The purpose, policies and procedures for the county's classification system are explained in Chapter 2 of the policy and procedure manual for the Stanislaus County Sheriff's Department, Adult Detention Division. Excerpts from that manual are provided below.

2.03.01. Classification Organization.

Purpose. To define each position in the classification organization and to provide the proper Chain of Command for all to follow.

Policy. Stanislaus County Adult Detention Division's Classification Unit places staff into related levels, which promote efficiency and provides a clear chain of command.

2.03.02. Classification Terms.

Purpose. To define the terms used by the Classification Unit.

Policy. The Stanislaus County Adult Detention Division's Classification Unit will define terms used by Classification Deputies to promote efficiency and safety and security of the facilities.

2.03.03. Intake Classification.

Purpose. To properly assign inmates to housing units and activities according to specific categories/criteria in reaching an objective classification decision in order to provide for the safety and security of the staff and prisoners.

Policy. All newly received inmates will be initially classified to determine the level of security and immediate needs in terms of personal, criminal, medical and social history. The classification plan is designed to properly assign inmates to appropriate housing and activities according to the categories of sex, age, criminal sophistication, seriousness of crime charged, physical or mental health needs, assaultive/non-assaultive behavior and other criteria. Such classification assignments shall be accomplished to the extent possible within the limits of the number of distinct housing units or cells available. Classification or segregation of inmates will not be based on race, color, creed, or national origin. The general guidelines for application of the classification procedure shall be followed as designated in the manual entitled "Stanislaus County Sheriff's Department Classification Procedural Manual" and pursuant to 4002 P.C. The classification policies and the classification manual will be reviewed annually and updated as necessary.

2.03.04. Initial Classification Assessment.

Purpose. To provide a guide for the initial classification assessment.

Policy. Each administrator of a temporary holding, Type I, II, or III facility shall develop and implement a written classification plan designed to properly assign inmates to housing units and activities according to the categories of sex, age, criminal sophistication, seriousness of crime charged, physical or mental health needs, assaultive/non-assaultive behavior and other criteria which will provide for the safety of the inmates and staff.

2.03.05. Severity of Offense Scale.

Purpose. To provide a guide for the initial custody assessment.

Policy. The classification officer will use the Offence Charge Scale, during the initial custody assessment. The inmate's classification will be reviewed in 30 days, after the initial custody assessment, to determine if re-classification is needed.

2.03.06. Re-Classification.

Purpose. To set policy and procedure for the re-classification of inmates, which is any change in an inmate's classification after an evaluation by the classification unit.

Policy. Minimum Jail Standards 1050 directs that an inmate may request a review of his/her status if sentenced to more than 60 days, and that such requests be honored every 30 days. All requests for review shall be directed to the Classification unit on an inmate request form, or memorandum if requested by staff.

2.03.07. Facility Classification.

Purpose. To establish inmate classification housing units at Men's Jail, Public Safety Center and the Honor Farm.

Policy. Pursuant to Minimum Jail Standards 1050, existing California laws and regulations, the facility classification plan and the needs of the facility, inmates will be assigned to appropriate housing units.

2.03.08. Classification Records.

Purpose. To establish policy and procedure for the storage and security of all past and present classification records.

Policy. [Policy section is blank.]

2.03.09. Criminal History Report.

Purpose. To determine the proper classification and criminal sophistication of an inmate.

Policy. [Policy section is blank.]

2.03.10. Facility-to-Facility Transfer.

Purpose. To establish policy and procedure for the transfer of inmates, and their property, from one Stanislaus County Adult Detention facility to another.

Policy. When the inmate population is reaching maximum capacity at a booking facility, the first procedure to control the inmate population is to transfer inmates to another Stanislaus County Adult Detention Facility.

2.03.11. Hazard Code Assignment.

Purpose. To establish a procedure for the assignment of hazard codes to inmates housed at the Adult Detention facilities.

Policy. Hazard codes identify the classification status of inmates. The abbreviated codes are intended to alert staff that could come in contact with the inmate to be cautious when handling the person. This information shall be available to the jail staff, including transportation staff, and the court personnel, in the form of court lists. There may be only one or a combination of hazard codes assigned depending on the individual inmate. Hazard codes are not necessarily intended to identify an inmate housing assignment, only the classification of an inmate.

“Need” Resulting from the Desire to Properly Separate and Segregate Inmates. Proper separation and segregation of inmates as envisioned in the Sheriff’s classification plan is somewhat difficult as discussed in the introduction to this section. These problems can be alleviated with the construction of additional beds at the Public Safety Center properly sized to meet future needs. (One of our design goals for the new facility is to have a sufficient number of single and double cells for the proper separation of inmates of differing classification.)

E. Inmate Programs and Alternatives to Detention



The Public Safety Center (PSC) is a relatively new detention facility and, as such, offers sufficient space for a wide variety of programs to reduce recidivism. These programs result in a reduction of costs to the entire criminal justice system.

Inmate Programs. While there is sufficient program space at the Public Safety Center and the Honor Farm, the existing Men's Jail lacks adequate space to conduct any kind of meaningful programs to reduce recidivism. Worse, the severe overcrowding at the Men's Jail makes it difficult for the Sheriff to conduct any but the most basic programs (e.g. religious services and counseling, basic mental health programs and counseling, visiting, commissary, counseling by health care providers, AA and NA classes, etc.) at that location.¹

A variety of programs are offered at the Public Safety Center and are discussed in this section. Vocational and other programs offered at the Honor Farm also are discussed below.

A new addition at the Public Safety Center with adequate program space will continue to allow for a wide variety of programs to reduce recidivism at that detention facility. Further, new program space will allow the Sheriff's Department to enhance existing programs.

Examples of program enhancements include:

- expanding mental health programs and therapy sessions;
- additional programs specifically designed for female inmates;
- developing an adult literacy program;
- providing additional tutoring for inmates seeking a GED;
- increasing the number of Bible study sessions and expanding religious programs;
- increasing the number of AA meetings and providing additional alcohol abuse counseling;
- enhancing the narcotics abuse program with additional meetings and therapy sessions; and
- providing health education on a wider variety of subjects.

Additional programs that may be considered for implementation once additional beds are added at the Public Safety Center include:

- life skills programs targeted by age, gender and need;
- a program to identify community resources and provide initial contact prior to release;
- family awareness and responsibilities;
- parenting programs;
- mentoring programs for young inmates;
- anger management classes and counseling;
- self-esteem enhancement;
- cultural awareness programs;
- developing communication skills and enhancing human relations;
- aptitude assessment and career planning;
- additional special education classes;

¹ Overcrowding in the Stanislaus County detention system most likely will result in the need to continue to use the Men's Jail in the foreseeable future. Similarly the Honor Farm will remain in operation until sufficient beds are constructed at the Public Safety Center. Fortunately there are a number of existing vocational programs in place at the Honor Farm. The Men's Jail is more problematic in that system overcrowding makes it unlikely that additional space can be devoted to programs. Proper classification can result in the transfer from the Men's Jail to the Public Safety Center of those inmates who would most benefit from programs.

- a variety of classes offering high school credit;
- vocational education classes in conjunction with local labor unions modeled after programs that have been successful in other counties (e.g., computer skills, food service, laundry service, landscaping, printing, construction technologies, automobile maintenance and repair, automobile body work, etc.);²
- academic and vocational education correspondence courses;
- college level courses by correspondence or through the local college system;
- English as a second language;
- arts and crafts;
- physical education classes; and
- other programs that will assist inmates in returning to the community as productive citizens.

Existing Inmate Programs. Inmate programs that are in place are described below.

Friends Outside. Friend's Outside is a community-based organization that works closely with current and former inmates and their families. Within the Stanislaus County Adult Detention Division, Friends Outside provides the following in-custody programs and services for the inmate population: Breaking Barriers, job development workshops, Parenting and T.A.L.K [teaching and loving kids], Story Time Video and anger management courses. Additionally, Friends Outside employees process inmate request forms for requests that cannot be addressed by Adult Detention line staff.

Stanislaus Literacy Center. The Literacy Center provides two major programs.

GED Preparation. Two GED instructors provide classes on weekdays at the minimum-security facilities. Inmates in other units are given correspondence materials to complete. Last year, thirty-one inmates received their GED certificates through this system.

Literacy Instruction. An instructor, with the help of volunteers, provides literacy training and other basic skills at the correctional facilities. The teacher and the volunteers meet individually with students and utilize the same Laubach Learning phonics-based system that we use throughout our organization.

A Federal Bureau of Prisons report showed that completing an education course every six months reduced inmates' recidivism by almost 10%. In Stanislaus County over half the incarcerated adults do not have a high school diploma or its equivalent. A third of these inmates have very low literacy skills. Their educational deficiencies make it very difficult for them to find work when they get out of jail.

The Sheriff's Department has used the Inmate Welfare Fund to underwrite a comprehensive educational program for inmates administered by ReadingWorks.

Chaplain Services. Overseen by the Sheriff's Inmate Welfare Committee, the religious community provides Chaplain services for the inmate population in Stanislaus County. A contracted religious provider coordinates Chaplain services. Chaplain services are available at all three custodial facilities.

The Hepatitis C Task Force. This task force is staffed by members of the HIV/STD program, Health Service Agency Epidemiologist, Public Health Officer, Behavior Health and Recovery Services Alcohol and Drug Program, Veterans Services, Jail Medical (CFMGJ), Kaiser, Communicable Disease Program, Golden Valley Homeless Program and non-profit agencies. The primary task of this group is to develop a Hepatitis C plan for Stanislaus County.

² In the long term, inmates held at the Honor Farm will be relocated to the Public Safety Center and, at that time, vocational programs currently offered at the Honor Farm will be considered for relocation to the Public Safety Center.

AIDS Testing and Sexual Transmitted Disease Awareness. The primary task of the Local Implementation Group is to develop a comprehensive HIV plan that is based on scientific evidence and community values and is responsive to the local epidemic. The group meets bi-monthly and is represented by the affected and infected population, behavioral and social scientists, an epidemiologist, HIV/AIDS prevention service providers, health department staff, representative of healthcare delivery systems that serve HIV infection and community advocates.

Men in Recovery & Women of Wisdom. Stanislaus County Behavioral Health Services provides alcohol and narcotic awareness programs in conjunction with Women of Wisdom and Men in Recovery programs. These programs, in part, have been provided to the Men's Honor Farm and Public Safety Center minimum-security inmates for over twenty years.

Welding and Construction Program. Modesto City Schools provides a welding and construction program at the Public Safety Center. This program is restricted to sentenced, in custody inmates who qualify and Jail Alternative participants, as assigned. Participants may receive certificates of completions for various levels of instruction and training in welding.

Alternatives to Detention. Stanislaus County offers a variety of detention alternatives to be certain that detention is used as a sanction only when absolutely necessary. Detention alternatives are discussed below.

Alternative Work Program. This program is a fee-supported process that allows persons sentenced to ninety days or less in the county jail to perform community improvement projects and manual labor in support of non-profit organizations. The program was started in October 1987, pursuant to Penal Code Section 4024.2 and with the authorization of the Board of Supervisors. Pursuant to Penal Code Section 1209, a sign-up fee is charged to those who apply to the program. The program is open to sentenced, low risk offenders and minimum-security inmates in conjunction with classification criteria.

The Alternative Work Program is available to inmates who then work in the community in lieu of going to jail. This program allows county, city and state government agencies to acquire labor, which normally would not be available. Inmates pay a small fee to participate in the program, thus alleviating the burden to the taxpayers.

Work Furlough, School Furlough and Job Training Program. This is a fee supported process where length of commitment is not an issue. The program was started in February 1996, pursuant to Penal Code Section 1208 and with the authorization of the Board of Supervisors. Pursuant to Penal Code Section 1208.2, a sign-up fee is charged to those who apply to the program. After acceptance, the participant than is charged a daily fee for work, school or training. The program is open to sentenced, low risk, minimum-security offenders.

Electronic Monitoring Program. This is another fee-supported process where length of commitment is not an issue. The program, with authorization from the Board of Supervisors, was started in May 1992, pursuant to Penal Code Section 1203.016. Again, under Penal Code Section 1208.2, a sign-up fee is charged to those who apply to the program. After acceptance, the participant then is charged a daily fee while in the program. The program is open to sentenced, minimum-security offenders.

Sheriff's Parole. This program was started pursuant to Penal Code Section 3074. Sheriff's Parole is open to any sentenced inmate who has completed one-third of their commitment. The three members of the Parole Board (a Sheriff's Office facility commander, a representative from Probation and a citizen at large) review applications. If parole is granted, the Parole Board may set terms and conditions on the parole. In this program, the participant may rejoin the community but will continue to be monitored by Jail Alternatives staff until his parole expires.

Prevention of the Disproportionate Treatment of Minority Populations. The Stanislaus County Sheriff's Department formally monitors the entire continuum of services to be certain that minority populations are not treated differently in any respect. Specifically, proactive steps have been taken for the last ten years to be

certain that there is not a disproportionate confinement of minorities. This is accomplished by assuring that minority populations receive the maximum possible benefits from all of the services in the continuum. Monitoring occurs during quarterly meetings of senior staff at which time statistics relating to the confinement of minorities and their access to alternatives and programs are reviewed in great detail. Adjustments are made when necessary.

F. Analysis of Local Trends and Characteristics.

Introduction. This report is an analysis of local trends and characteristics that influence planning assumptions about future corrections system growth. Different factors that influence change, including projected population increases, current and projected inmate populations and program costs based on continuation of current policies are measured. Projections of alternative policies or programs on inmate population growth and program costs, as well as observed factors that could affect the level of criminal activity in the jurisdiction including trends in felony and misdemeanor arrests, trends in average daily populations of detention facilities, considerations relative to special inmate populations (including females and other indicators of shifts in the inmate population) also are taken into account.

These population indicators will assist in determining the design, security level (i.e. minimum-security, medium-security, maximum-security, disciplinary segregation, administration segregation, and protective custody) and type of detention beds required in a new or remodeled facility.¹ The program cost projections based on the continuation of current policies provides a baseline against which the potential of alternative programs can be measured and serves to identify emerging problems that could impact the criminal justice system. Projections of the impact of alternative policies or programs on inmate population growth and program costs often point toward exploring alternative methods to control and manage offender populations.

Projection of Average Daily Population (ADP). The purpose of these projections is to forecast the average daily population (ADP) for Stanislaus County adult detention for calendar years 2010, 2020, 2030, and 2040. This will allow the determination of future adult detention facility bed needs.

A. The following information is available from Stanislaus County Jail records for calendar years 1996 through 2005:

- 1.) Booking Number
- 2.) County Individual Identification Number²
- 3.) Inmate Name
- 4.) Gender
- 5.) Date of Birth
- 6.) Assigned Facility³
- 7.) Charge Code
- 8.) Release Code⁴
- 9.) Booking Date
- 10.) Release Date⁵
- 11.) Detention days per calendar year

B. The following summaries were prepared from the available data:

¹ For example, the projected number of male and female inmates could indicate a particular layout of the intake area to accommodate both male and female detainees while keeping them separated from one another. Similarly, population projections may result in building several special use cells in the intake area on the assumption that some will be needed for female inmates.

² This is a permanent "jacket" number for identifying and tracking each individual that has been arrested. Individuals may have multiple bookings (arrests) but still will have one identification number.

³ After booking an individual (that will be incarcerated) they are admitted to the County Jail [men only], the Safety Center [male and females] or the Honor Farm [men only]. At the time of booking or after a court disposition they may be assigned to the Work Release Program or Home Detention.

⁴ Release codes include Book and Release, Bond, Citation and Release, Court Ordered Release, Early Release, Own Recognizance, Probation Release, Timed Served, etc.

⁵ Release dates are reflected in the year that an individual was arrested. This includes release dates that rollover into several more years. For example, a pre-sentenced individual incarcerated during prosecution may be held for two to three years before trial completion and sentencing. Therefore if they were arrested in 1998 and released in 2000, the release date is reflected in the 1998 data set.

- 1.) Annual number of admissions to the Stanislaus County Jail from 1996 through 2005 are shown on the following table.

Table F.1
Admissions 1996 – 2005

Year	Admissions
1996	21,301
1997	21,559
1998	21,175
1999	19,243
2000	19,468
2001	19,494
2002	19,860
2003	19,619
2004	20,999
2005	22,440

Source: Stanislaus County Sheriff's Department. November 2006. Aggregate: TRGConsulting.

- 2.) Number of detention days (person-days)⁶ served in the Stanislaus County Jail (pre-sentenced and sentenced) from 1996 to 2005.

Table F.2
Detention Days 1996 - 2005

Year	Days Detained
1996	343,926
1997	377,243
1998	398,471
1999	376,633
2000	391,389
2001	387,995
2002	420,648
2003	439,179
2004	450,901
2005	482,314

Source: Stanislaus County Sheriff's Department. November 2006. Aggregate: TRGConsulting.

- C. Projections of the Stanislaus County Jail population were determined by comparing percentages of admissions and detention days data to the county population from 1996 through 2005. The percentages then were multiplied by the projected county population for the calendar years 2010, 2020, 2030 and 2040.

⁶ Annual detention days equal the total number of days served in detention by all of the inmates detained during that year. If inmate #1 serves four days in the detention facility, inmate #2 serves six days and inmate #3 serves five days, then the inmates combined served a total of fifteen detention days. The number of days served by any inmate during the calendar year is equal to the number of days that elapsed between his or her date of admission and their date of release. If an inmate was received before the start of the year, the annual number of days that they serve is measured from the beginning of the year to the date of release. If an inmate is received, but not released by the end of the year, the annual number of days that they serve is measured from the date of admission to the end of the year.

Population growth statistics from the California Department of Finance are depicted in the following table. Stanislaus County population has continued to grow since the 1940s, ranging from a low of 17.16% population growth from 1990 to 2000 to a high of 41.16% between 1940 and 1950. The growth rate has averaged 25.36% per decade since the 1940s. The median growth rate over the last six decades was 19.67%. The California Department of Finance projects the County population to increase by 19.32% between 2000 and 2010.⁷

Table F.3
Stanislaus County Population 1940 - 2000

Calendar Year	County Population
1940	74,866
1950	127,231
1960	157,294
1970	195,800
1980	267,700
1990	373,650
2000	451,030

Source: California Department of Finance. December 2006.

The California Department of Finance has provided intercensal estimated population data for calendar years 1996 and 2005. This data is reflected in the table below.

Table F.4
Stanislaus County Intercensal Population Estimates 1996 - 2005

Calendar Year	County Population
1996	419,639
1997	426,734
1998	431,370
1999	440,908
2000	451,030
2001	466,442
2002	479,193
2003	490,127
2004	505,352
2005	514,370

Source: California Department of Finance, Demographic Research Unit. November 2006.

The projection of Stanislaus County's population growth from 2010-2040 is presented in Table F.5 and Figure F.1:

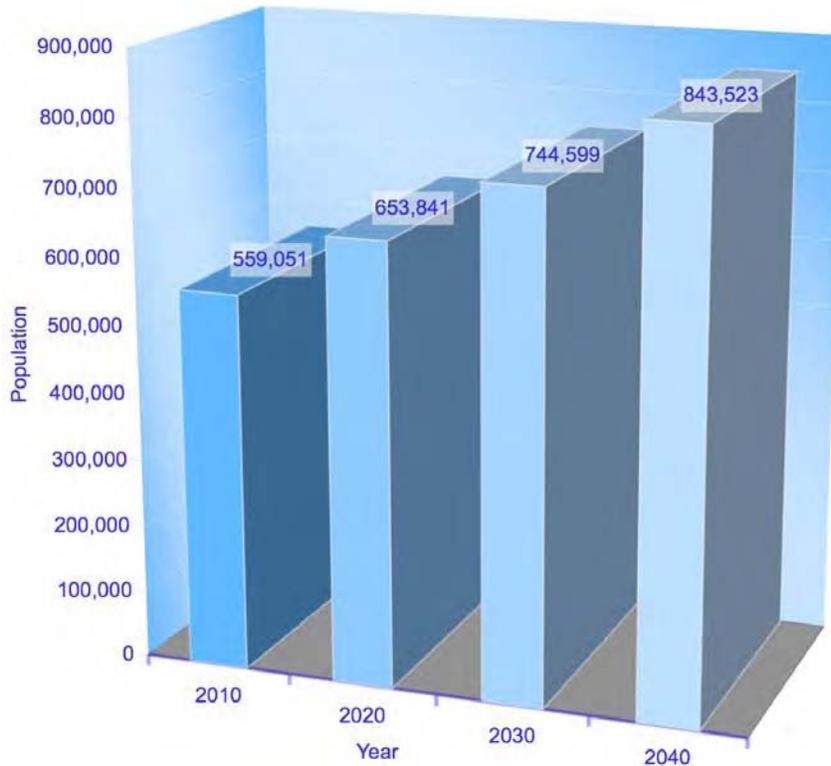
⁷ California Department of Finance figures are used in this report.

Table F.5
 Projected Stanislaus County Population 2010 - 2040

Calendar Year	County Population
2010	559,051
2020	653,841
2030	744,599
2040	843,523

Source: California Department of Finance, Demographic Research Unit. November 2006.

Figure F.1
 Projected Stanislaus County Population 2010 - 2040



Source: California Department of Finance; Demographic Research. November 2006.
 Aggregate: TRGConsulting.

Forecasting Adult Detention Facility Admissions. Projections of the Stanislaus County adult detention population required finding the ratio between annual jail detention data and the Stanislaus County population from 1996 through 2005.

- A. These ratios were found by obtaining the ratio between the annual number of inmates admitted to the jail and the Stanislaus County population in the same year. The ratio for each year is:

$$\frac{\text{Number of Adult Admissions}}{\text{County Population}}$$

Table F.6
Ratios: Adult Admissions/County Population 1996 - 2005

Calendar Year	=	Table F.1 Admissions	/	Table F.4 Population	=	Ratio
1996	=	21,301	/	419,639	=	0.0507603
1997	=	21,559	/	426,734	=	0.0505209
1998	=	21,175	/	431,370	=	0.0490878
1999	=	19,243	/	440,908	=	0.0436440
2000	=	19,468	/	451,030	=	0.0431634
2001	=	19,494	/	466,442	=	0.0417930
2002	=	19,860	/	479,193	=	0.0414447
2003	=	19,619	/	490,127	=	0.0400284
2004	=	20,999	/	505,352	=	0.0415532
2005	=	22,440	/	514,370	=	0.0436262

Source: TRGConsulting. November 2006.

B. An examination of this series of ratios indicates that they display no consistent trend. Thus it can be concluded that no specific trend is present. The data indicates that it is necessary to identify the low, median⁸, average and high ratios in the series and then calculate the arithmetic average of all of the ratios.

Low	0.0400284
Median	0.0433948
Average	0.0445622
High	0.0507603

The average was determined as follows:

Table F.7
Determination of the Average Jail Ratio

Calendar Year	Ratio	=	Average
1996	0.0507603		
1997	0.0505209		
1998	0.0490878		
1999	0.0436440		
2000	0.0431634		
2001	0.0417930		
2002	0.0414447		
2003	0.0400284		
2004	0.0415532		
2005	0.0436262		
	0.4456219	=	0.0445622
	10		

Source: TRGConsulting. November 2006.

⁸ Deborah Rumsey, PhD and Director of the Mathematics and Statistics Learning Center at Ohio State University provides one of the most concise explanations of the median in a statistical data set: *A statistical median is much like the median of an interstate highway. On a highway the median is the middle of the road, and an equal number of lanes lay on either side of the median. In a numerical data set, the median is the point at which there are an equal number of data points whose values lie above and below the median value. Thus the median is truly the middle of the data set.*

This procedure is one of examining historic inmate data for an estimate of the low, median, average and high rate of probable admissions per unit of population that occurred during the data years. Once this range in the rate of probable admissions per unit of population has been estimated, then the number of future admissions can be estimated by multiplying these ratios (low, median, average and high) by the projected population of the service area (Stanislaus County) as determined from data provided by the Demographic Research Unit of the California Department of Finance.

C. The projected number of adult offender admissions to future Stanislaus County adult detention (assuming a continuation of present practices in the law enforcement and judicial systems) was determined by multiplying the forecasted Stanislaus County population by the low, median, average and high ratios (number of adult offenders divided by the County population) as calculated from the adult offender data previously presented.

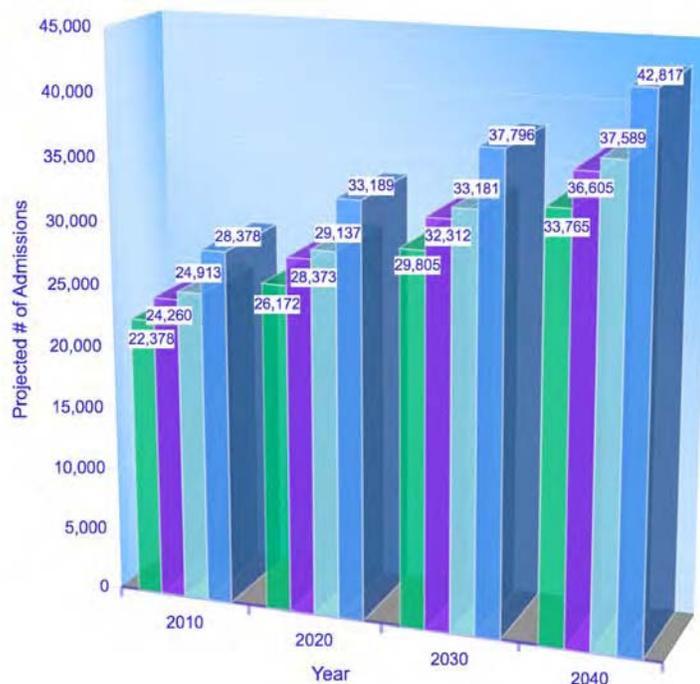
1.) Projected number of adult admissions to Stanislaus County adult detention (assuming continuation of present practices):

Table F.8
Projected High, Average, Median and Low Admissions to Adult Detention 2010 - 2040

Year	Projected County Population Table F.5	x	Low	Median	Average	High
			0.0400284	0.0433948	0.0445622	0.0507603
2010	559,051	x	22,378	24,260	24,913	28,378
2020	653,841	x	26,172	28,373	29,137	33,189
2030	744,599	x	29,805	32,312	33,181	37,796
2040	843,523	x	33,765	36,605	37,589	42,817

Source: California Department of Finance; Demographic Research Unit. Aggregate: TRGConsulting. November 2006.

Figure F.2
Projected Low, Median, Average and High Admissions to Adult Detention 2010 - 2040



Source: TRGConsulting. November 2006.

Forecasting Adult Detention Days.

- A. The potential number of detention days that would be served by adult offenders per year in future adult detention was projected by the same procedures used to project adult offender admissions. First it was necessary to obtain the ratio between the number of detention days served per year from 1998-1996 through 2005 and the Stanislaus County population during the same years. The formula is:

$$\frac{\text{Detention Days Served}}{\text{County Population}}$$

Table F.9
Ratios: Detention Days/County Population 1996 - 2005

Calendar Year	=	Table F.2 Detention Days	/	Table F.4 County Population	=	Percentage
1996	=	343,926	/	419,639	=	0.8195759
1997	=	377,243	/	426,734	=	0.8840238
1998	=	398,471	/	431,370	=	0.9237337
1999	=	376,633	/	440,908	=	0.8542213
2000	=	391,389	/	451,030	=	0.8677671
2001	=	387,995	/	466,442	=	0.8318183
2002	=	420,648	/	479,193	=	0.8778258
2003	=	439,179	/	490,127	=	0.8960514
2004	=	450,901	/	505,352	=	0.8922513
2005	=	482,314	/	514,370	=	0.9376791

Source: TRGConsulting. November 2006.

- B. An examination of this series of ratios indicates that again there is no apparent trend and, again, it is useful to identify the lowest, median, average and highest ratios and then calculate the arithmetic average of the ratios.

Low	0.8195759
Median	0.8809248
Average	0.8784948
High	0.9376791

The average was determined as shown in Table F.10 below.

Table F.10
Determination of the Average of Detention Day Ratios

Calendar Year	Percentage	=	Average
1996	0.8195759		
1997	0.8840238		
1998	0.9237337		
1999	0.8542213		
2000	0.8677671		
2001	0.8318183		
2002	0.8778258		
2003	0.8960514		
2004	0.8922513		
2005	0.9376791		
	0.8784948	=	0.8784948
	10		

Source: TRGConsulting. November 2006.

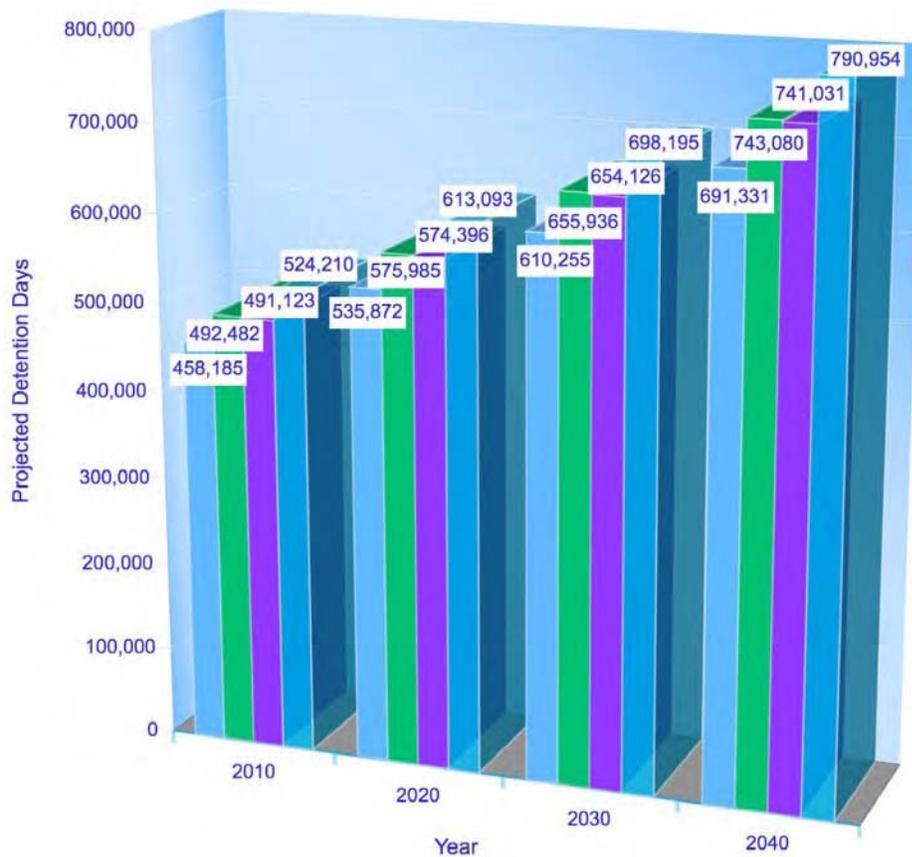
- C. To obtain the projected number of detention days served by adult offenders in future Stanislaus County adult detention (again, assuming the continuation of present practices) the forecasted Stanislaus County population is multiplied by the low, median, average and high ratios (potential detention days divided by the county population) as calculated from Stanislaus County adult detention data.

Table F.11
Projected Low, Median, Average and High Detention Days 2010 - 2040

Year	Projected County Population	Low	Median	Average	High
		0.8195759	0.8809248	0.8784948	0.9376791
2010	559,051	458,185	492,482	491,123	524,210
2020	653,841	535,872	575,985	574,396	613,093
2030	744,599	610,255	655,936	654,126	698,195
2040	843,523	691,331	743,080	741,031	790,954

Source: TRGConsulting. November 2006.

Figure F.3
Low, Median, Average and High Projected Detention Days 2010 - 2040



Source: TRGConsulting. November 2006.

Average Daily Population (ADP) and Average Length of Stay (ALS).

A. Using the number of adult offender admissions and detention days served per year it is possible to calculate:

$$\text{Average Daily Population} = \frac{\text{Total Detention Days Served per Year}}{365 \text{ Days}}$$

$$\text{Average Length of Stay} = \frac{\text{Total Detention Days Served per Year}}{\text{Number of Admissions per Year}}$$

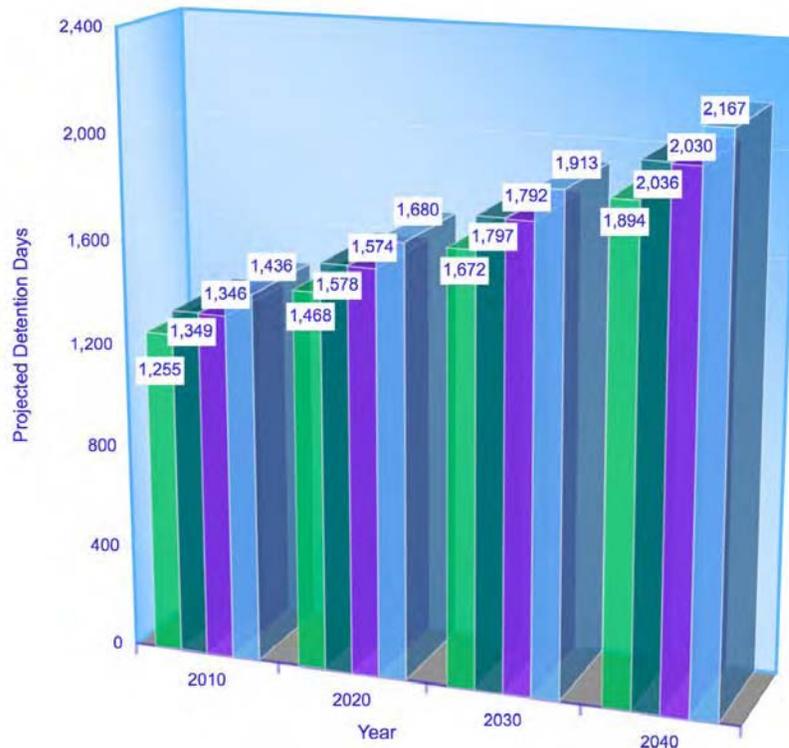
1.) Since the projected number of detention days served per year was provided in the previous section, the projected average daily population can be obtained using the first formula listed above. The results are illustrated in Table F.12 and Figure F.4.

Table F.12
Projected Average Daily Population 2010 - 2040

Year	Projected County Population	Low	Low Daily Population	Median	Median Daily Population	Average	Average Daily Population	High	High Daily Population
		0.819576	365	0.880925	365	0.878495	365	0.937679	365
2010	559,051	458,185	1,255	492,482	1,349	491,123	1,346	524,210	1,436
2020	653,841	535,872	1,468	575,985	1,578	574,396	1,574	613,093	1,680
2030	744,599	610,255	1,672	655,936	1,797	654,126	1,792	698,195	1,913
2040	843,523	691,331	1,894	743,080	2,036	741,031	2,030	790,954	2,167

Source: TRG Consulting. November 2006.

Figure F.4
Low, Average and High Projected Average Daily Population 2010 - 2040



Source: TRG Consulting. November 2006.

Table F.13
 Projected Range of Average Daily Population (ADP) 2010 - 2040

Year	Projected Low ADP	Project Median Population	Projected Average ADP	Projected High ADP
2010	1,255	1,349	1,346	1,436
2020	1,468	1,578	1,574	1,680
2030	1,672	1,797	1,792	1,913
2040	1,894	2,036	2,030	2,167

Source: TRGConsulting. June 2007.

The data presented in Table F.13 above provides the *baseline projection* of average daily population that would occur absent other factors that influence these projections. In the case of Stanislaus County, one additional influential factor must be considered. Population figures used in the baseline projections are based on U.S. Census data that does not include unauthorized migrants.⁹

Unauthorized Migrants. A percentage of increase factor is required to account for this unauthorized population that resides in California. The algorithm to estimate the percentage of increase compares the estimated number of unauthorized migrants in California (2,750,000) to the state population (37,172,015).¹⁰ The formula is illustrated below.

$$2,750,000 \text{ (unauthorized migrants)} / 37,172,015 \text{ (state population)} = X/100 \text{ (\%of increase)}$$

$$X = 7.40\%$$

Thus the percentage of increase factor to adjust for unauthorized migrants is 7.40%.

In summary, the percentage of increase factor of 7.40% for unauthorized migrants not considered in census population calculations should be added to the baseline projections in Table F.13 above. The results of the application of the factor for unauthorized migrants to the Average Daily Population (ADP) (increasing the low, median, average and high percentage of adult beds required as discussed above) are shown in Tables F.14 and F.15 and in Figure F.5.

⁹ This needs assessment uses Jeffrey Passel's term and definition of "unauthorized migrant" to mean a person who resides in the United States, but is not a U.S. citizen, has not been admitted for permanent residence and is not in a set of specific authorized temporary statuses permitting longer-term residence and work. (See Passel, Van Hook and Bean 2004 for further discussion.) Various labels have been applied to this group of unauthorized migrants including "undocumented immigrants," "illegals," "illegal aliens" and "illegal immigrants." The term "unauthorized migrant" best encompasses this population because many migrants now enter the country of work using counterfeit documents and thus really are not "undocumented" because they have documents, but not legal documents. While many will stay permanently in the United States, unauthorized migrants are more likely to leave the country than other groups (Van Hook, Passel, Zhang and Bean 2004). "Migrant" rather than "immigrant" is used to highlight this distinction.

¹⁰ Of the estimates 35.7 million foreign-born population in the United States in 2004, 10.3 million or 29% were unauthorized migrants. Source: Based on Pew Hispanic Center estimates derived principally from the March 2004 Current Population Survey (CPS) and Census 2000 (Passel 2005). Pew Hispanic Center; *Unauthorized Migrants: Numbers and Characteristics* by Jeffrey S. Passel, Senior Research Associate; page 3.

Table F.14
 Projected Range of Average Daily Population (ADP)
 With Unauthorized Migrant Percentage of Increase Factor 2010 - 2040

Year	Low Projected ADP	Unauthorized Migrants	Revised Low ADP
		7.40%	
2010	1,255	92.9	1,348
2020	1,468	108.6	1,577
2030	1,672	123.7	1,796
2040	1,894	140.2	2,034

Year	Median Projected ADP	Unauthorized Migrants	Revised Median ADP
		7.40%	
2010	1,349	99.8	1,449
2020	1,578	116.8	1,695
2030	1,797	133.0	1,930
2040	2,036	150.7	2,186

Year	Average Projected ADP	Unauthorized Migrants	Revised Average ADP
		7.40%	
2010	1,346	99.6	1,445
2020	1,574	116.5	1,690
2030	1,792	132.6	1,925
2040	2,030	150.2	2,180

Year	High Projected ADP	Unauthorized Migrants	Revised High ADP
		7.40%	
2010	1,436	106.3	1,542
2020	1,680	124.3	1,804
2030	1,913	141.6	2,054
2040	2,167	160.4	2,327

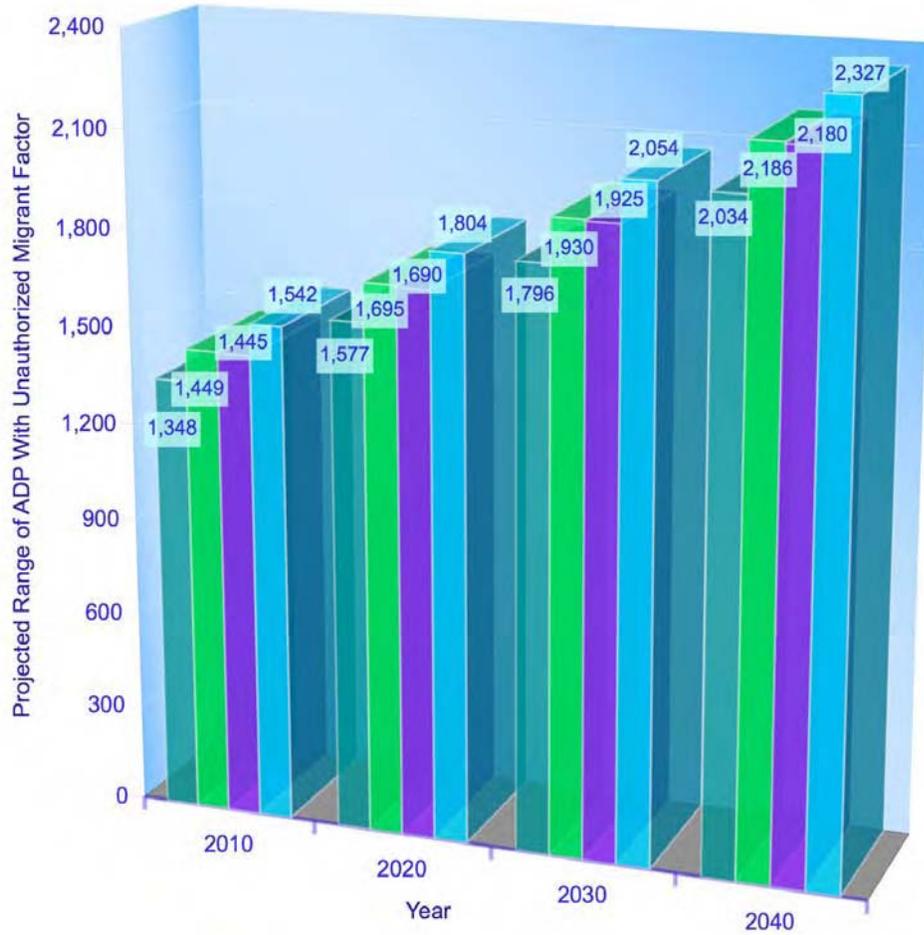
Source: TRGConsulting. June 2007.

Table F.15
 Projected Range of Average Daily Population (ADP) With Unauthorized Migrant
 Percentage of Increase Factor 2010 - 2040

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2010	1,348	1,449	1,445	1,542
2020	1,577	1,695	1,690	1,804
2030	1,796	1,930	1,925	2,054
2040	2,034	2,186	2,180	2,327

Source: TRGConsulting. November 2006.

Figure F.5
 Projected Range of Average Daily Population (ADP) With Unauthorized Migrant
 Percentage of Increase Factor 2010 - 2040



Source: TRGConsulting. November 2006.

Thus it can be predicted that the average daily population will range from a low average population of 1,348 in 2010 (if the facility is not artificially “capped”) to a high average daily population of 2,327 in 2040 once “unauthorized migrant” population estimates are calculated.

Peaking and Classification. If a peaking and classification factor¹¹ of 24% is added to these figures it is predicted that the average projected ADP will range from 1,913 in 2010 (again if not artificially “capped”) to 2,237 beds in 2020; 2,547 beds in 2030; and 2,886 beds in 2040.¹²

¹¹ The peaking and classification factor is used to accommodate the higher “peaks” in adult detention facility population and the classification of incarcerated adults. Peaks occur when bookings temporarily increase because of such occurrences as increased criminal or gang activity, an increase in crime after parties when adults are chemically impaired, etc. Typically peaking ranges from 9% to 19% depending on the jurisdiction. This report uses the average of 14% for estimating the probable future peaking of the adult detention population. Proper classification procedures result in separating inmates because of such factors as potential for violence, gender differences, status, gang affiliation, predatory tendencies, etc. Criminal justice planners typically use a classification factor of between 8% and 15%. This report uses the more conservative classification factor of 10%. *Rodriguez v. County of Stanislaus* authorizes the Sheriff “to release or refuse to accept into the jail facilities...whenever said facilities, or any one of them, is within ten percent of being filled to maximum capacity...”

¹² This statement assumes using the high projections within the range. High projections are used because of the uncertainty brought about by overcrowding in the state prison system. The concern is that state prison inmates may “backup” into county jail systems.

Table F.16
Projected ADP With Peaking and Classification Factor 2010 - 2040

Year	Low Projected ADP	Peaking & Classification Factor	Revised Low ADP
		24.00%	
2010	1,348	324	1,672
2020	1,577	378	1,955
2030	1,796	431	2,227
240	2,034	488	2,522

Year	Median Projected ADP	Peaking & Classification Factor	Revised Median ADP
		24.00%	
2010	1,449	348	1,797
2020	1,695	407	2,102
2030	1,930	463	2,393
2040	2,186	525	2,711

Year	Average Projected ADP	Peaking & Classification Factor	Revised Average ADP
		24.00%	
2010	1,445	347	1,792
2020	1,690	406	2,096
2030	1,925	462	2,387
2040	2,180	523	2,704

Year	High Projected ADP	Peaking & Classification Factor	Revised High ADP
		24.00%	
2010	1,542	370	1,913
2020	1,804	433	2,237
2030	2,054	493	2,547
2040	2,327	559	2,886

Source: TRGConsulting. June 2007.

Average Length of Stay. Based on the projected number of detention days served per year in future Stanislaus County adult detention as calculated in the previous section, the Average Length of Stay (ALS) can be obtained using the second formula identified previously. Given the previous projections of adult offender admissions and total adult offender detention days, the best single estimate of the average length of stay can be obtained by using the average range of projections of adult offender admissions and detention days. The formula below (presented previously) is used to determine ALS.

$$\text{Average Length of Stay} = \frac{\text{Total Detention Days Served per Year}}{\text{Number of Admissions per Year}}$$

- 1) The ALS during these data years is the best estimate of the length of stay during the forecast period. The results of the application of the ALS formula may be seen in Table F.17.

Table F.17
Historic Average Length of Stay 1996 -2005

Year	Table F.2 Detention Days	/	Table F.1 Admissions	=	Average Length of Stay
1996	343,926	/	21,301	=	16.15
1997	377,243	/	21,559	=	17.50
1998	398,471	/	21,175	=	18.82
1999	376,633	/	19,243	=	19.57
2000	391,389	/	19,468	=	20.10
2001	387,995	/	19,494	=	19.90
2002	420,648	/	19,860	=	21.18
2003	439,179	/	19,619	=	22.39
2004	450,901	/	20,999	=	21.47
2005	482,314	/	22,440	=	21.49

Source: Stanislaus County Sheriff's Department. Aggregate: TRGConsulting. December 2006

This table summarizes the original offender data from which projections have been made. In Table F.17 the original admissions and detention days data have been converted to Average Length of Stay (ALS) using the formula above. The ALS ranges from a low of 16.15 days (1996) to a high of 22.39 days (2003). Since it was shown previously that the admissions and detention days data displays no apparent trend in relation to the population of Stanislaus County during the data years, it can be assumed that any combination of the admissions and detention days data might have occurred during this period. Accordingly, the operating lower limits of the length of stay can be found by pairing the highest number of detention days during the data period (2005) with the lowest number of jail admissions (1999).¹³ Similarly, the lowest number of detention days (1996) should be paired with the highest number of jail admissions (2005). By substituting these paired extremes into the formula presented previously:

$$\text{Highest Average Length of Stay} = \frac{482,314 \text{ days}}{19,243 \text{ admissions}} = 25.06 \text{ days}$$

$$\text{Lowest Average Length of Stay} = \frac{343,926 \text{ days}}{22,440 \text{ admissions}} = 15.33 \text{ days}$$

If past practices continue, the average length of stay in the new Stanislaus County Adult Detention Facility will fall between 15.33 days and 25.06 days during the projected period. This suggests the importance of an effective and intense aftercare component if programs are to have any long term, lasting impact that results in reduced recidivism.

Special Inmate Populations. Special inmate population issues that will be accommodated in the new adult detention facilities include:

- female inmates, including those who are pregnant or who are parents;
- inmates with mental health needs;
- inmates with medical and psychological needs including:
 - developmentally disabled inmates
 - persons with communicable disease;
 - adults with drug and alcohol problems;
 - geriatric inmates;

¹³ Please see Table F.1 and F.2 at the beginning of this section.

- sexual offenders; and
- suicide risks.
- informants;
- those with gang affiliations;
- escape risks;
- violent offenders; and
- inmates with needs that fall under the Americans with Disabilities Act (ADA).

Additional issues include prenatal care for females who are pregnant, as well as the need to provide OB/GYN services for female inmates who might give birth while incarcerated.

Females. Females will be accommodated in separate housing units. Female inmates will be supervised by female correctional staff or by male correctional officers accompanied by female correctional staff. The number of females arrested has steadily risen from 1,519 detained in 1996 to 2,422 in 2005. The female population as a proportion of total arrests has not only risen in number, but has increased from a low of 19.34% in 1996 to a high of 23.41% of the total percentage by gender in 2005. This increase in female arrests is demonstrated in Table F.18.

Table F.18
Arrests by Gender 1996 - 2005

Adult Felony Arrests	Year									
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
TOTAL ARRESTS	7,852	8,711	8,003	7,184	7,475	7,873	8,095	8,483	9,292	10,615
Male	6,333	6,832	6,307	5,691	5,775	6,101	6,274	6,595	7,117	8,193
Female	1,519	1,879	1,696	1,493	1,700	1,772	1,821	1,888	2,175	2,422
Percentage Male/Female										
Male	80.65%	78.43%	78.81%	79.22%	77.26%	77.49%	77.50%	77.74%	76.59%	77.18%
Female	19.35%	21.57%	21.19%	20.78%	22.74%	22.51%	22.50%	22.26%	23.41%	22.82%

Source: California Department of Justice. March 2007

As illustrated in Table F.18:

- total arrests have varied from a low of 7,184 in 1999 to a high of 10,615 in 2005;
- the percentage of male offenders (of total arrests) has dropped since 1996 from 80.65% to 77.18% in 2005; and
- female offender arrests (as a percentage of total arrests) have risen from 19.35% in 1996 to 22.82% in 2005.

Mental Health. The Stanislaus County Jail currently has limited mental health services provided under contract with California Forensic Medical Group (CFMG). CFMG has provided contracted medical services for the past 20 years. Psychiatric services were added approximately five years later. Grant funding under the MIOCR further enhanced mental health services until the grant funding was significantly reduced. An additional phase of the MIOCR and funding in the amount of \$900,000 was recently awarded to Stanislaus County's Sheriff's Department and Behavioral Health.

One housing unit at the Public Safety Center is dedicated to the treatment of mental illness for the moderately severe mentally impaired. The mental health unit has an average daily population of twenty-four inmates and has a waiting list of ten to fifteen inmates that would be better served if they were placed on a mental health unit. Inmates with less severe mental impairment and taking psychotropic medications are housed with the general population. Currently arrested individuals displaying or professing to have mental health problems are transported and examined at Doctor's Medical Center (DMC) by medical staff and then to Stanislaus County Behavioral Center for housing and W&I 5150 review. (These examinations are required before

individuals can be classified under W&I Code 5150 status and receive psychotropic medications.) Stanislaus County Jails are not certified to authorize this treatment. The Stanislaus Behavioral Health Center is not designed to hold violent offenders; the Sheriff's Department holds these inmates.

If the evaluation determines that the inmate can remain in the Stanislaus County Jail without harming themselves or others, or are too violent to be held at SBHC the inmate is returned to jail. Medication, (if required) and regular mental health counseling is then provided by staff from the SBHC.

If County Behavioral Health determines that the inmate's safety and treatment would be best served in a lockdown mental health facility, arrangements for transportation and admittance for observation and treatment by mental health professionals are then provided.

In the new adult detention facilities space should be provided to accommodate:

- additional housing units for the mentally impaired;
- mental health programs including education;
- interview, assessment and diagnosis activities;
- pharmaceutical, medical supplies and records storage; and
- counseling and treatment.

Additionally the new facilities will be designed to reduce stress and promote mental health.

Additional Issues. Additional issues arise when a sex offender is admitted to the facility. The general inmate population's standards and "underground" rules mirror our society and govern inmate behavior. Sexual offenses (especially offenses involving children) create a major security risk and require separate housing outside of the general population for these offenders. Proper classification and separation is necessary to prevent these inmates from being harmed by other inmates.

Inmates that have been determined to have a high potential for suicide require careful observation. Indicators include prior suicide attempts and comments to other inmates or friends and family. Individuals exhibiting extreme depression require close attention, particularly if they have caused serious embarrassment to themselves and/or family members.

Currently none of the facilities in Stanislaus County are specifically designed for the incarceration and treatment of mentally ill offenders. Severe crowding prevents adequate separation and classification of inmates with medical and/or psychological problems and requires that they be held in the general population unless they are violent or severely mentally ill.

New housing units and support facilities must be capable of meeting the medical and psychological needs of inmates. Medical and psychological space and program needs to be accommodated in new housing and support include:

- assessment and diagnosis during admission (or after detoxification);
- further assessment and detailed diagnosis as necessary;
- ability to transport to other medical or psychiatric facilities when required;
- accommodations for visiting specialists including psychologists and psychiatrists;
- the ability to provide basic dental care either at the new facility or at an appropriate dental department;
- program space for medical and psychological programs including education;
- access to laboratory services;
- additional mental health housing designed to allow certification as a PHF to reduce transportation cost and to hold violent mentally ill offenders;
- alcohol and drug treatment (including private facilities for drug testing);
- ability to provide consistency between medical and psychological providers inside and outside of the facility; and
- special programs related to medical and psychological needs.

Informants. Law enforcement informants often are the target of harassment and abusive behavior by other inmates if their status becomes known or is suspected. Housing that is separate from the general population is critical to ensure the protection and safety of informants.

Gang Affiliation. Persons in custody that are entering the facility are interviewed for gang affiliations. The admitting law enforcement agencies also look for gang tattoos and the classification officer reviews prior arrest history for gang affiliation.

The new detention beds should be designed to support gang intervention programs. The facility must allow for the separation and segregation of gang members as well as for the integration of members of different gangs (whichever is more appropriate). Additionally the new housing units will provide “neutral turf,” an area in which gang members do not feel the need to defend their “colors.” This will reduce the tension within the facility and allow programs to be successful. Space should be provided for staff members assigned to gang issues.

Escape Risks. Inmates that have prior escapes (or escape attempts) from Stanislaus County detention or other institutions need careful supervision. Removal from the general population is strongly recommended.

Violent Offenders. Violent offenders present a major security risk to the general inmate population and the custody staff. These offenders should be housed in single cells designed specifically for that purpose. These cells will include cuff ports/food passes, detention sliding doors and must be monitored closely.

Individual Needs Covered under the Americans with Disabilities Act (ADA). The *Americans with Disabilities Act of 1990 (ADA)* sets accessibility guidelines for public places to accommodate individuals with disabilities. These guidelines must be applied during design, construction and alteration of such buildings and facilities to the extent required by regulations issued by federal agencies, including the Department of Justice. The new facility should meet all of the accessibility guidelines required by ADA.

Areas covered by these guidelines include:

- space allowance and reach ranges;
- accessible routes;
- protruding objects;
- ground and floor surfaces;
- parking and passenger loading zones;
- curb ramps;
- ramps;
- stairs;
- elevators;
- platform lifts (wheelchair lifts);
- windows;
- doors;
- entrances;
- drinking fountains and water coolers;
- water closets;
- toilet stalls;
- urinals;
- lavatories and mirrors;
- shower stalls;
- toilet rooms;
- bathrooms, bathing facilities (including bathtubs) and shower rooms;
- sinks;

- storage;
- handrails, grab bars, tub and shower seats;
- controls and operating mechanisms;
- alarms;
- detectable warnings;
- signage;
- telephones;
- fixed or built-in seating and tables; and
- assembly areas.

The “Cost of Doing Nothing.” The inmate population is currently controlled by a court order¹⁴ that requires offenders be released early when there are insufficient beds available.

Book and Release arrests; Own-Recognizance Releases; Bonding; Cite and Release arrests; Court Ordered Release; Probation Releases and/or Home Detention Releases are shown in Table F.19.

Table F.19
Releases 1996 - 2005

Year	Book & Release	Bond	Cite & Release	Own Recognizance	Court Order Release	Probation Release
1996	15	2796	4356	2186	414	30
1997	28	3113	4448	2217	387	52
1998	22	3112	4043	1733	281	91
1999	34	3315	3242	1757	123	87
2000	22	3614	3338	1617	231	84
2001	18	4005	2883	1706	192	114
2002	26	3432	3303	1725	233	327
2003	38	3590	3520	1667	89	498
2004	73	3914	3939	1396	175	681
2005	50	4104	4400	1339	106	838

Source: Stanislaus County Sheriff's Department. Aggregate: TRGConsulting. December 2006

As shown in Table F.19, most bookings are handled appropriately; not all arrests necessarily require the offender be incarcerated. The issue of overcrowding is not artificially “created” by holding offenders at a higher level of sanction than would appropriate for the crime committed.

Alternatively, early releases are the result of having insufficient beds in relationship to the number of individuals that are arrested and booked into the facility.

Early releases from 1996 through 2005 are shown in Table F.20.

¹⁴ *Rodriguez v. County of Stanislaus.*

Table F.20
Early Releases 1996 - 2005

Calendar Year	Early Release
1996	443
1997	1,541
1998	1,954
1999	1,417
2000	605
2001	1,545
2002	2,290
2003	2,558
2004	2,705
2005	2,845

Source: Stanislaus County Sheriff's Department. December 2006.

Projected Early Releases. Projected early releases are based on raw historical data from the Stanislaus County Sheriff's Department. Since the data does not show any consistent pattern for the last decade, removing the outliers¹⁵ from the overall data provides a more concise projection of the number of early releases that could be expected if current conditions remain the same and no new detention beds are made available. The outliers (highlighted) are not included in the calculations determining the average projections.

Table F.21
Early Release Percentages 1996 - 2005

Calendar Year	Early Release	/	Table F.4 County Population	=	Percentage
1996	443	/	419,639	=	0.0010557
1997	1,541	/	426,734	=	0.0036111
1998	1,954	/	431,370	=	0.0045298
1999	1,417	/	440,908	=	0.0032138
2000	605	/	451,030	=	0.0013414
2001	1,545	/	466,442	=	0.0033123
2002	2,290	/	479,193	=	0.0047789
2003	2,558	/	490,127	=	0.0052191
2004	2,705	/	505,352	=	0.0053527
2005	2,845	/	514,370	=	0.0055310

Source: California Department of Finance, Demographic Research. December 2006.

Table F.21 calculates the low, median, average and high early release percentages over the last decade, including outliers. With the outliers removed, the percentage of early releases were determined by dividing the number of early releases by year from 1996 through 2005 by the intercensal population estimates identified in Table F.4. Once the outliers were omitted the percentages for each category were determined:

¹⁵ Outliers are very large or very small values in the data set that are not typical. For this analysis, the data years of 1996 and 2000 (small data values of 443 and 605) were *not* used in calculating the percentages.

Low	0.0032138
Median	0.0046543
Average	0.0044436
High	0.0055310
Outlier	0.0010557
Outlier	0.0013414

Table F.22 applies the percentages derived above (with the outliers removed) to the population estimates for 2010, 2020, 2030 and 2040. These estimates further illustrate the probable number of early releases if new detention beds are not made available. Please note that the low, median and average projected number of early releases developed with data from the last decade is *lower* than the actual the number of 2005 early releases. (In 2005, 2,845 inmates were released early.) It is recommended that the high projection range defined in Table F.22 be used to determine the probable number of future early releases.

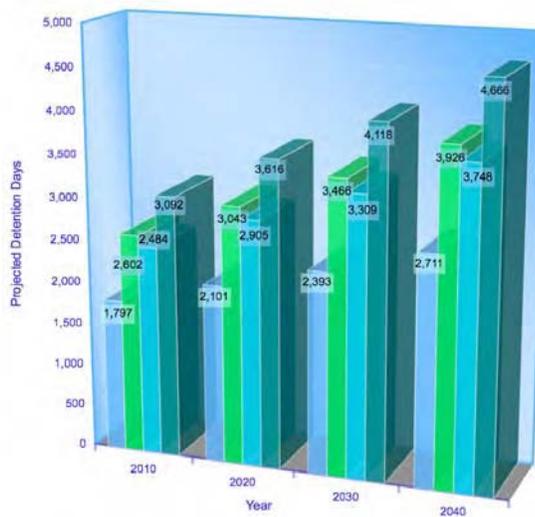
Table F.22
Projected Early Releases for 2010 - 2040

Year	Projected County Population	x	Low	Median	Average	High
			0.0032138	0.0046543	0.0044436	0.0055310
2010	559,051	x	1,797	2,602	2,484	3,092
2020	653,841	x	2,101	3,043	2,905	3,616
2030	744,599	x	2,393	3,466	3,309	4,118
2040	843,523	x	2,711	3,926	3,748	4,666

Source: TRG Consulting. December 2006.

Table F.22 indicates that the *average* number of early releases can be expected to increase significantly from of 3,092 in 2010, to 4,118 in 2030 if new detention beds (and the necessary staff to supervise additional beds) are not provided in the intervening years.

Figure F.6
Projected Early Releases 2010 – 2040



Source: TRG Consulting. December 2006.

As calculated in Table F.22 and presented in Figure F.6 above, if current conditions remain the same:

- By 2010, a low of 1,797 to a high of 3,092 offenders could be early released (as previously noted, 2,845 inmates were early released because of overcrowding in 2005); and
- The average number of early releases from 2010 to 2040 could range from a low of 2,484 to a high of 3,748 if additional beds are not made available.

Impact of Alternative Policies or Programs. Stanislaus County offers a range of alternatives to incarceration for adult offenders as noted in Table F.19, including home monitoring. Adult admissions have consistently continued to increase over the last decade from 21,301 admissions in 1996 to 22,440 in 2005. The current lack of bed space permeates the entire justice system. Warrants for arrests do not provide the appropriate sanction if the result is arrest and release because of overcrowding. Lower level violent and property crimes offenders are not being held accountable because the sanction of incarceration is unavailable due to overcrowding. Currently the lack of space requires Sheriff's Department staff to use an early release system to determine which offenders are "safe" to release early. The result is that not all criminal offenders are detained in custody.

In October 2006, as authorized in Sheriff's Policy, staff engaged an emergency release mechanism. This emergency mechanism releases sentenced inmates who otherwise may not meet eligibility requirements, to the Jail Alternatives unit for placement into the Alternative Work Program (AWP). AWP participant populations have nearly doubled since the initiation of this release mechanism. In February 2007, the county authorized the Sheriff to increase the sentence eligibility for AWP participants from forty-five days to ninety days, resulting in the average daily participant population for AWP increasing to nearly three times that of populations from just six months earlier.

Subsequently, failures to the program have increased as well as the number of warrants for arrest due to failure to appear and other program rule violations. There are options to consider instead of releasing inmates early, but that would mean that staff would be required to focus on the other end of the Booking-Housing-Releasing process and thereby attempt to determine which type of arrest should no longer be accepted for booking into Stanislaus County detention facilities.

The current need is for additional "hard" detention sanctions (i.e. "hard" single and double cells) since the high number of dorm beds currently in the system doesn't allow the appropriate classification of inmates (i.e. separation of violent offenders, etc.). Without the upper range sanction of incarceration, intervention and supervision programs are less likely to be effective and the incentive to succeed to avoid incarceration is removed.

Recidivism. The recidivism rate often is an indicator of the lack of effective rehabilitation programs in a jurisdiction. Offenders, once released, commit new crimes, violate probation or are re-sentenced for the same type of crime and are once again incarcerated.¹⁶ In the U.S., recidivism rates indicate that on average almost two-thirds of incarcerated offenders will be rearrested within three years of being released.¹⁷

¹⁶ Two studies conducted in 1983 and 1994 (under the aegis of the *United States Department of Justice; Bureau of Justice Statistics*) tracked 108,580 state prisoners released from prison in eleven states in 1983. The second study tracked 272,111 prisoners released from fifteen state prisons in 1994. The prisoners tracked in these studies represent two-thirds of all the prisoners released in the United States for their respective year. The studies found that:

- *Of the 272,111 persons released from prisons in 15 States in 1994, an estimated 67.5% were rearrested for a felony or serious misdemeanor within 3 years, 46.9% were reconvicted and 25.4% were re-sentenced to prison for a new crime.*
- *The 272,111 offenders discharged in 1994 accounted for nearly 4,877,000 arrest charges over their recorded careers.*
- *Within 3 years of release, 2.5% of released rapists were rearrested for another rape and 1.2% of those who had served time for homicide were arrested for a new homicide.*
- *Sex offenders were less likely than non-sex offenders to be rearrested for any offense (43 percent of sex offenders versus 68 percent of non-sex offenders).*

This data strongly supports the immediate need for additional “hard” beds and program space. Effective programs will reduce recidivism and the associated costs to the entire criminal justice system. The need for additional aftercare programs to reduce recidivism also is indicated.

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- Sex offenders were about four times more likely than non-sex offenders to be arrested for another sex crime after their discharge from prison (5.3 percent of sex offenders versus 1.3 percent of non-sex offenders).

¹⁷ The 1983 and 1994 studies (again, conducted under the aegis of the *United States Department of Justice; Bureau of Justice Statistics*) ...come closest to providing “national” recidivism rates for the United States...67.5% of prisoners released in 1994 were rearrested within three years, an increase over the 62.5% found for those released in 1983.

G. Adequacy of Staffing Levels



Housing unit at the Public Safety Center. While generally well staffed, a few additional positions are suggested to improve operations and security.

Introduction. The Stanislaus County detention system generally is well staffed. A few staffing issues have been identified as part of this needs assessment and are presented in this section.

Detention facilities must be staffed 24 hours a day, 7 days a week (24/7) in order to fulfill their mandate to provide safe and secure housing for those inmates under their care. Staff within the Stanislaus County detention must be available to receive new bookings in the jail, provide medical care, classify and move inmates within the facility, maintain staff and inmate safety and security, provide recreation and exercise, ensure inmates are fed, transport inmates to court or outside agencies and lawfully release inmates. Due to its nature, a jail cannot simply discontinue operation (e.g. refuse to accept prisoners) if there is not a person available to fill a position. When detention facilities are not staffed adequately, overtime is necessary to cover an unfilled post.

Staffing Discussion. The Stanislaus County Sheriff's Department operates three Adult Detention Facilities:

- The Public Safety Center, 200 East Hackett Road, Modesto
- The Men's Jail, 1115 "H" Street, Modesto
- The Honor Farm, 2215 Blue Gum Avenue, Modesto

The Public Safety Center houses male and female inmates and is rated by the Corrections Standards Authority for 602 inmates. The actual Average Daily Population (ADP) is approximately 626.

The Men's Jail houses only male inmates. It is rated for 342 inmates and the actual Average Daily Population is approximately 396.

The Honor Farm houses only male inmates and is rated by the Corrections Standards Authority for 322. The actual Average Daily Population is approximately 370 inmates.

The following positions are suggested for improved staffing at each of the three facilities.¹ Adequate staffing is a baseline, or the amount of staff needed to provide basic services necessary to operate a facility. Each POST position in a facility has to have an adequate relief factor built in to ensure constant coverage. Adequate staffing promotes and protects the safety of inmates and staff in a safe work environment. All three facilities operate using three, 8-hour shifts.

Public Safety Center Staffing Suggestions. The following additional staff would enhance current operations:

- Internal facility escort correctional officer positions
- External transportation staff
- Additional staff assigned for "B" Control, the Minimum Housing Unit and medical.
- Additional CSO staffing

¹ The suggestions for staff increases are based on observations conducted at the three detention facilities in late 2006. These suggested increases do not take into account any positions that may have been added since that time.

The Escort and Transportation Correctional Officer positions are suggested because of the amount of internal and external inmate movement. Currently security staff fill in, leaving their POST positions vacant, to accomplish inmate movement functions. This would increase security.

The "B" Control area is actually two separate functions in the same space. It functions as the control or "command post" for the jail, but also has inmate supervision responsibility. Nearly all local detention facilities have a separate control area. Additional staff will allow this area to function more efficiently.

The design, number of inmates assigned and the type of inmate assigned to the Minimum Housing Unit suggests an additional staff position on the night shift. The other two shifts already have this position authorized.

There is no security staff assigned to the medical area. The number of inmates at scheduled sick call, along with the need to move inmates between housing units and the medical area, suggest a security position at this location.

The CSOs are suggested to collect DNA samples from inmates and for other tasks as assigned. That would relieve correctional officers for more pressing security concerns.

Men's Jail Staffing Suggestions. The following additional staff would enhance current operations:

- Additional facility escort staff
- Additional correctional officers for Central Control

The Men's Jail often operates at capacity. All male inmates in Stanislaus County are booked into this facility. The Facility Escort position can assist on the second and third floors with inmate movement, provide security for sanitation and security inspections in the inmate housing areas and provide security in the basement.

The Central Control Area is busy. The additional staff would provide assistance and relief to the intake/fingerprint position during busy times.

Honor Farm Staffing Suggestions. The following additional staff would enhance current operations:

- Correctional staff to supervise both Barracks 2 and 3 on the night shift
- Additional transportation staff for all three shifts

The graveyard shift at the Honor Farm is staffed with a Sergeant, Control Correctional Officer and three other correctional officer positions. This could be improved slightly in order to more effectively supervise and protect 380+ inmates in a dormitory setting. In the case of an unusual occurrence or emergency, a slight increase in staff could be beneficial.

As with other facilities, there is a significant amount of inmate movement to/from the Honor Farm. A Transportation Correctional Officer would provide relief, and when not actually transporting inmates, the position would provide extra security and relief to the facility.

H. Ability to Provide Visual Supervision



Visibility and, hence, the ability to provide adequate visual supervision, generally is good in the housing units at the Public Safety Center although there are a few blind spots. Visibility at the Honor Farm and the Men's Jail is poor because of the age of the design.

Introduction. While visual supervision is adequate in the housing units and most support spaces at the Public Safety Center (PSC), it remains problematic at the Honor Farm and the Men's Jail. The new housing and support areas planned for construction on the PSC site will be designed to enhance visual supervision as indicated in Section B, *Operational and Design Philosophy* of this needs assessment.

Existing Facility Design. The Public Safety Center (PSC) is the newest of Stanislaus County's three detention facilities. As such, it was designed with open, podular housing units. This design concept enhances visual supervision and visibility generally is good in this facility. CCTV throughout the PSC enhances visual supervision.

The Men's Jail is an older, linear design with jail steel serving as the primary barrier between inmates and staff. Visibility is quite poor throughout the four housing floors of this facility. Inmate housing includes cells and dormitories. Staff must work diligently to visually supervise inmates and perform the required safety checks.

The Honor Farm is an older, outlying, minimum-security facility with dormitory housing. There are three barracks and one larger, two-story dormitory building that is separated into 10-bed dormitory rooms. Visual supervision is difficult in that an officer must be physically present inside the barracks in order to properly supervise and observe inmates. The one, two-story dormitory building is even more problematic in that officers must circulate through the dormitory rooms on each floor in order to safely manage inmates.

New Facility Design. The new housing units that will be added at the Public Safety Center (PSC) will offer direct visual supervision from housing control into the housing pods and the attached outdoor recreation areas. Similarly, the officer's station in each housing pod will provide direct visual supervision of all areas in the pod including the toilet and shower areas. Partitions providing modesty to inmates in the toilet area and the showers will be designed so that inmate's heads and feet always are visible. There will be no blind corners in the housing pods when observed from the officer's station in the pod or from housing control.

Similarly, the support spaces at PSC (i.e. the new "Core Building" and any expansion of existing support facilities) will be designed to enhance visual supervision. The officers responsible for support spaces will have direct visual supervision of all inmate-occupied areas as well as areas where inmate movement occurs.

A new Intake/Release/Processing complex will be part of a planned "Core Building." This is an example of an area to which the designers will pay particular attention. The officers at the processing station will have direct visual supervision of all of the inmate areas including the holding areas, the processing area, the shower and toilet spaces, the interview rooms and the pedestrian and vehicle sally ports.

Inmates will continue to work in the food service and laundry areas, which may require expansion in the future. Both areas currently consist of "open" spaces without any blind areas so that officers and supervisors always have inmate workers in view. Provisions have been made to allow for expansion that will continue this "open" design concept.

Video, contact and non-contact visiting areas in the new "Core Building" will be visually observed at all times by officers circulating through the spaces. Again an "open" design will be used to ensure ease of observation

in contact visiting. Video and non-contact visiting cubicles in the new “Core Building” will be observed easily by roving officers supplemented by CCTV. Video visiting cubicles on the housing units will be observed easily by the officers assigned to each pod.

Program spaces including medical and mental health areas will be observed by those providing the programs and services as well as by roving officers. Again, spaces will be “open” for ease of observation.

Even staff offices, reception areas, maintenance spaces, the loading dock and vehicular and pedestrian sally ports will be designed for ease of visual observation without blind spots.

Finally, the exterior of any new building will be designed such that visual observation is enhanced. Adequate night lighting and CCTV will aid the direct visual observation of all outside areas including security fencing and the parking areas.

Adequacy of Staff for Visual Supervision. Recommendations for minor staff increases are included in Section G, *Adequacy of Staffing Levels*. These recommendations will enhance the visual supervision of inmates particularly at the Men’s Jail and the Honor Farm.

As discussed above any new construction will be designed to permit complete visual observation of all interior and exterior spaces at the Public Safety Center. Thus, the staffing mandated by Title 15 will be more than adequate to observe all inmates regardless of the activity in which they are involved. The Board of Supervisors, the County Executive Officer and the Sheriff and his staff are committed to staffing any new construction as required by Title 15.

I. Adequacy of Record Keeping



Offices of the Bureau of Administrative Services and Inmate Programs. This Bureau is the central repository for records and statistics.

Record Keeping. The Bureau of Administrative Services and Inmate Programs is the centralized authority responsible for maintaining records and statistics for the Adult Detention Division.

Record keeping at Stanislaus County detention facilities and within the Adult Detention Division is quite detailed. Not only does adult detention staff maintain all records required by Title 15, but they also keep additional records to effectively manage the inmate population. Examples include the detailed records relating to overcrowding and early release, statistical information related to classification, inmate management records, statistics related to recidivism, facility and department training records, information on inmates with mental health needs and logs of those on psychotropic medications, inmate count and population records, statistics on gang affiliation, information on inmate participation in programs, historic needs assessments and planning efforts as well as records relating to the effectiveness of programs (including records of the effectiveness of alternatives to incarceration).

Required records maintained by the Adult Detention Division include:

- *Stanislaus County Sheriff's Department Policy and Procedure Manual*
- *Stanislaus County Sheriff's Department General Orders*
- *Stanislaus County Sheriff's Department Rules and Regulations*
- fiscal records
- booking/arrest records
- admittance records
- intake screening records
- initial classification assessments
- criminal history records
- classification files
- records of classification reviews
- release procedures
- incident reports
- records of assaults that involve inmates
- disciplinary records
- grievances
- population accounting ("head counts") for each of the three detention facilities
- population accounting to CSA
- counseling and casework services plan
- health care records (including mental health and dental)
- psychotropic medication logs
- employee files containing health care staff credentials
- Corrections Standards Authority (CSA) inspections (including documentation of the resolution of non-compliance issues)
- fire inspections
- health inspections
- environmental health inspections
- building inspections
- inmate cash accounting
- food service plan
- diet menus (including therapeutic diets when ordered)
- food preparation temperature logs (to verify food is served at the correct temperatures)
- emergency procedures

- evacuation plans
- room check logs (safety checks)
- employee files and personnel records
- staff training records
- staff assignments (current and historic) and staffing plans
- employee records of hours worked
- reports of legal actions
- annual security review
- transportation logs
- Title 24 needs assessments (current and historic)

In addition to the above, the Adult Detention Division maintains a variety of other records to assist in the management of the division. Examples of these records include:

- jail alternative information and statistics
- medical, mental health and dental staffing records (for outside providers)
- statistics relating to detention days, average daily population and average length of stay for the entire detention system and each detention facility
- detailed information on inmates, including arrest data, placement, admission date, release date, length of stay, offense(s), gender, age, gang affiliation, mental health issues, medications, etc.
- copies of Stanislaus County Grand Jury reports relating to adult detention and the response to the Grand Jury
- information and statistics relating to the recruitment, training and retention of staff
- operational cost figures including staffing costs, maintenance and repair costs, transportation costs, etc.
- copies of all earlier planning studies
- construction documents (including “as built” drawings)
- historic records and chronology of additions, renovations and modifications to the Public Safety Center (PSC), the Men’s Jail and the Honor Farm

Computer Network. The Adult Detention Division networked by an Internet based computer information system (ICJS). This system records and tracks all information that is generated on an inmate, from booking to release.

J. Compliance with Standards



Minimum Security Unit at the Public Safety Center (PSC). The PSC is the newest of the three detention facilities operated by the Stanislaus County Sheriff's Department. As such it has been in compliance with Title 24 standards since it was occupied in 1992.

Compliance with Standards. The Stanislaus County Sheriff's Department operates three detention facilities:

1. the Public Safety Center;
2. the Men's Jail; and
3. the Honor Farm.

The Public Safety Center. The Public Safety Center is the newest of the three detention facilities and has been in compliance since it was first occupied. This detention facility is designed with podular, "open" housing units and complies with Title 24 in all respects. All additional housing units and support facilities will be added at the PSC and will continue to be state-of-the-art designs. Eventually all detention facilities in Stanislaus County will be consolidated at the PSC site.

The Men's Jail. The Men's Jail is an old, linear style detention facility with jail steel separating the inmates from the staff. Over time, compliance

issues have been identified at this facility because of the age of the design. In every case the Adult Detention Division has addressed and worked to correct each compliance issue to the satisfaction of the staff from the Corrections Standards Authority (CSA).

The Honor Farm. Similarly, the Honor Farm is an older detention facility consisting only of minimum-security dormitory housing. This facility, too has had compliance issues because of its age and the change in standards since the Honor Farm first was occupied. Again, all compliance issues have been corrected to the satisfaction of the staff from CSA.

Future Compliance. The Sheriff and the Commander of the Adult Detention Division are committed to compliance with the standards contained in Titles 15, 19 and 24. In the long term, the county intends to consolidate all detention facilities at the Public Safety Center site. Additional housing and a new "Core Building" are in the early planning stages. Planned housing units and types are illustrated in Tables J.1 and J.2 below. The support services to be included in the "Core Building" are presented in Table J.3.

Table J.1
Future Housing Units at PSC

Stanislaus County Public Safety Center (PSC) Maximum/Medium-Security Housing Expansion				
Average Projection - 2030 Bed Need (1,260 Additional Beds in 21, 60-Bed Housing Units)				
PSC Housing Expansion (1,260 Inmates; 21, 60-Bed Housing Units) - Interior Spaces	No.	NSF	Total NSF	BGSF
Pedestrian Sally Ports (1 sally port for each of 21, 60-bed housing units + 8 in secure circulation)	29	150	4,350	6,960
Double Cells (630 double cells @ 70 NSF each; houses 1,260 inmates; 21, 60-bed housing units)	630	70	44,100	70,560
Dayrooms (1,260 inmates @ 35 NSF/inmate)	1,260	35	44,100	70,560
Attached Recreation Areas (21 @ 600 NSF)	21	600	12,600	20,160
Multipurpose Room (attached to housing pods; 1/60 beds; accommodates 30 inmates)	21	1,225	25,725	30,870
Multipurpose Room Storage (attached to Program Room)	21	120	2,520	3,024
Showers (63 showers; includes drying area; 3 showers per 60-bed housing unit @ 1/20 inmates)	63	20	1,260	2,016
Medical Exam Rooms (one per housing unit)	21	140	2,940	4,704
Medical Exam Toilets (one per housing unit; attached to medical exam room)	21	50	1,050	1,680
Video Visiting (station on housing pod @ 6/60 inmates)	126	9	1,134	1,701
Interview Room (attached to housing pod; 1/60 beds; accommodates 4)	21	120	2,520	3,024
Janitors Closet (one per housing unit)	21	50	1,050	1,680
Housing Storage (1 per 60-bed housing unit; total of 21 @ 300 NSF each)	21	300	6,300	10,080
Pantry	21	200	4,200	6,720
Secure Staff Post (1 per 60-bed housing unit)	21	140	2,940	4,704
Secure Circulation (allowance)	1	8,000	8,000	12,800
Staff Restroom (includes eyewash station; one per housing unit)	21	80	1,680	2,688
PSC Housing Expansion (1,260 Inmates) - Total Interior Space Requirement			166,469	253,931

Source: TRGConsulting, June 2007

PSC - Interior Credit for Tiered Housing (1/2 of double cells) TO DETERMINE BUILDING FOOTPRINT ONLY				
Double Cell (1/2 x 630 double cells = 315 double cells @ 70 NSF each)	315	-70	-22,050	-33,075
PSC - Total Interior Credit for Tiered Housing			-22,050	-33,075
PSC - Total Interior Space Requirement with Credit for Tiered Housing TO DETERMINE BUILDING FOOTPRINT ONLY			-22,050	220,856
Total PSC Acreage Required for Housing Units Only (Building Footprints; 43,560 BGSF/Acre; Campus Plan)				5.07
PSC Site Development for Housing Units Only (@ 100 GSF per Bed)				
	Beds	BGSF/Bed	BGSF	
Site Development	1,260	100	126,000	
Total PSC Acreage Required for Housing Units Only (Site Development; 43,560 BGSF/Acre; Campus Plan)				2.89
Total PSC Acreage Required for Housing Units Only (Building Footprints & Site Development; 43,560 BGSF/Acre; Campus Plan)				7.96

Table J.2
Future Medical and Mental Health Housing Units at PSC

Stanislaus County Public Safety Center (PSC) Medical/Mental Health Housing 300 Beds in 5, 60-Bed Housing Units)				
Medical/Mental Health Housing (300 Inmates; 5 60-Bed Housing Units) - Interior Spaces				
	No.	NSF	Total NSF	BGSF
Pedestrian Sally Ports (1 sally port for each of 5, 60-bed housing units + 2 in secure circulation)	7	150	1,050	1,680
Medical Isolation Single Cells (negative pressure; 10 beds in 10 single cells)	10	140	1,400	2,240
Medical Isolation Double Cells (negative pressure; 10 beds in 5 double cells)	5	140	700	1,120
Medical Single Cells (10 beds in 10 single cells)	10	140	1,400	2,240
Medical Double Cells (30 beds in 15 double cells)	15	140	2,100	3,360
Mental Health Single Cells (60 beds in 60 single cells)	60	70	4,200	6,720
Mental Health Double Cells (180 beds in 90 double cells)	90	70	6,300	10,080
Safety Cell (2 per each of 4, 60-bed Mental Health Housing Unit)	8	45	360	576
MIOCR Office	1	120	120	192
Mental Health Hearing Room	1	240	240	384
Dayrooms (300 inmates @ 35 NSF/inmate)	300	35	10,500	16,800
Attached Recreation Areas 5 @ 600 NSF	5	600	3,000	4,800
Multipurpose Room (attached to housing pods; 1/60 beds; accommodates 30 inmates)	5	1,225	6,125	7,350
Multipurpose Room Storage (attached to Program Room)	5	120	600	720
Showers (15 showers; includes drying area; 3 showers per 60-bed housing unit @ 1/20 inmates)	15	20	300	480
Medical Exam Rooms (one per housing unit)	5	140	700	1,120
Medical Exam Toilets (one per housing unit; attached to medical exam room)	5	50	250	400
Secure Pharmaceutical Storage (one per housing unit)	5	120	600	960
Secure Medical Supply Storage (one per housing unit)	5	200	1,000	1,600
Clerical/Medical Records (one per housing unit)	5	140	700	1,120
Medical Provider's Workstation (one per housing unit)	5	140	700	1,120
Radiology Suite	1	220	220	352
Dental Suite	1	200	200	320
Video Visiting (station on housing pod @ 6/60 inmates)	30	9	270	405
Interview Room (attached to housing pod; 1/60 beds; accommodates 4)	5	120	600	720
Janitors Closet (one per housing unit)	5	50	250	400
Housing Storage (1 per 60-bed housing unit; total of 5 @ 300 NSF each)	5	300	1,500	2,400
Pantry	5	200	1,000	1,600
Secure Staff Post (1 per 60-bed housing unit)	5	140	700	1,120
Secure Circulation (allowance)	1	2,000	2,000	3,200
Staff Restroom (includes eyewash station; one per housing unit)	5	80	400	640
Medical/Mental Health Housing (300 Inmates) - Total Interior Space Requirement			49,485	76,219
Interior Credit for Mesh Enclosed Tiered Housing (1/2 of double cells) TO DETERMINE BUILDING FOOTPRINT ONLY				
Double Cell (1/2 x 110 double cells = 55 double cells @ 70 NSF each)	55	-70	-3,850	-5,775
Total Interior Credit for Mesh Enclosed Tiered Housing			-3,850	-5,775
Total Interior Space Requirement with Credit for Tiered Housing TO DETERMINE BUILDING FOOTPRINT ONLY			-3,850	70,444
Total Acreage Required for Medical/Mental Health Housing Units Only (Building Footprints; 43,560 BGSF/Acre; Campus Plan)				1.62
PSC Site Development for Housing Units Only (@ 100 GSF per Bed)				
	Beds	BGSF/Bed	BGSF	
Site Development	300	100	30,000	
Total Acreage Required for Medical/Mental Health Housing Units Only (Site Development; 43,560 BGSF/Acre; Campus Plan)				0.69
Total Acreage Required for Medical/Mental Health Housing Units Only Bldg Footprints & Site Dev.; 43,560 BGSF/Acre; Campus Plan)				2.31

Source: TRGConsulting, June 2007

Table J.3
Future "Core Building" at PSC

Stanislaus County Public Safety Center (PSC) "Core" Building				
Administration	No.	NSF	Total NSF	BGSF
Jail Commander's Office (Captain)	1	200	200	250
Lieutenant's Office	1	150	150	188
Operations Sergeant's Office	2	120	240	300
Supervisor/Senior Specialist/Administrative Secretary (offices and cubicles)	4	100	400	500
Specialist/Secretary/Office Assistant (cubicles)	4	80	320	400
Counter Position	2	40	80	100
Administration Reception	1	300	300	375
Command Conference Room/Media Room (accommodates up to 20)	1	450	450	563
Medium Conference Room (accommodates 12 - 15)	1	320	320	400
Small Conference Room/Interview Room (each accommodates 6 - 8)	2	220	440	550
Copy Room/Layout	1	200	200	250
Break Room (accommodates 20)	1	400	400	500
Records Storage	1	400	400	500
Office Supplies Storage	1	200	200	250
Secure Administration Storage	1	150	150	188
General Storage	1	400	400	500
Computer Server Room	1	360	360	450
Evidence Storage (interim storage to preserve chain of custody)	1	120	120	150
Line Up Room	1	160	160	200
Staff Toilet Room	2	50	100	130
Public Waiting (accommodates 20 @ 15 NSF per person)	1	300	300	375
Public Restroom	2	50	100	130
Janitor's Closet	1	50	50	60
Administration - Total Interior Space Requirement			5,840	7,308
Armory and Tactical Equipment Storage	No.	NSF	Total NSF	BGSF
Weapons Storage	1	260	260	338
Chemical Storage	1	60	60	78
Ammunition Storage	1	40	40	52
Weapons Cleaning Area	1	140	140	182
Tactical Equipment Storage	1	280	280	364
Tactical Dress Out Area	1	240	240	312
Weapons Clearing Area	1	80	80	104
Weapons Maintenance	1	180	180	234
Armory and Tactical Equipment Storage - Total Interior Space Requirement			1,280	1,664
Central Control	No.	NSF	Total NSF	BGSF
Control Room (elevated; functions as command center during disturbance or natural disaster)	1	460	460	644
Staff Toilet Room (attached to control room)	1	50	50	65
Security Electronics Space	1	160	160	224
Central Control - Total Interior Space Requirement			670	933
Court (Trial Court Facilities Guidelines)	No.	NSF	Total NSF	BGSF
Multitigant Courtroom	1	2,400	2,400	3,120
Chambers	1	350	350	455
Copy/Workroom/Supply Area	1	100	100	130
Court Reporter's Work Area	1	100	100	130
Bailiff Workstation	1	60	60	78
Conference Room/Law Library	1	250	250	325
Executive Conference Room (accommodates 12)	1	320	320	416
Research Attorney Office	1	120	120	156
Jury Deliberation Room	1	350	350	455
Jury Deliberation Room Restrooms	2	50	100	130
Court - Total Interior Space Requirement			4,150	5,395

Housekeeping/Maintenance	No.	NSF	Total NSF	BGSF
Workstations	3	70	240	312
Housekeeping/Maintenance Storage	1	1,200	1,200	1,560
Work Area	1	400	400	520
Staff Toilet Room	1	50	50	65
Inmate Worker Toilet Room	1	50	50	65
Janitor's Closet	1	50	50	60
Housekeeping/Maintenance - Total Interior Space Requirement			1,990	2,582
Institutional Storage	No.	NSF	Total NSF	BGSF
Storage Area (2387 inmates in 2030 x 10 NSF/inmate)	2,387	10	23,870	28,644
Institutional Storage - Total Interior Space Requirement			23,870	28,644
Intake/Release/Processing/Transportation Staging	No.	NSF	Total NSF	BGSF
Temporary Holding Cell (accommodates 12 @ 10 NSF/person)	2	120	240	360
Temporary Holding Cell (accommodates 8 @ 10 NSF/person)	2	80	160	240
Temporary Holding Cell (accommodates 1-4 @ 10 NSF/person; minimum size of 40 NSF)	12	40	480	720
Temporary Staging Cell (accommodates 32 @ 10 NSF/person)	2	320	640	960
Temporary Staging Cell (accommodates 16 @ 10 NSF/person)	4	160	640	960
Sobering Cell (accommodates 4 @ 20 NSF/person)	8	80	640	960
Safety Cell (accommodates 1 @ 48 NSF/person)	8	48	384	576
Non-Secure Offender Holding/Waiting Area (self-reporting, non-violent, etc.)	2	260	520	624
Intake Showers (with drying/dressing area)	6	20	120	180
Dress Out Area	2	400	800	1,200
Intake Storage	1	800	800	960
Inmate Property Storage (30 cubic ft./inmate; calculate @ 3.75 NSF/inmate)	2,387	3.75	8,951	10,742
Staff Toilet Room (includes eyewash station)	2	80	160	208
Offender Toilet Room	4	50	200	260
Intoxilizer Room (outside secure perimeter; includes combo unit)	1	150	150	225
Secure Corridor (separate corridors for intake movement and release movement, male and female)	4	800	3,200	4,800
Interview Room (accommodates 4)	4	120	480	576
Interview Room (accommodates 2)	4	80	320	384
Secure Interview Booth	6	50	300	450
Inmate Video (institutional rules and regulations, etc.)	2	140	280	336
Medical Interview/Triage Room	2	100	200	300
Mental Health Interview/Triage Room	2	80	160	240
Medical Exam Room	2	140	280	420
Janitor's Closet	1	50	50	60
Processing/Booking Area	4	300	1,200	1,680
Classification Office (accommodates 4)	1	240	240	288
Pedestrian Sally Port	12	150	1,800	2,700
Intake/Release/Processing/Transportation Staging - Total Interior Space Requirement			23,395	31,409
Libraries	No.	NSF	Total NSF	BGSF
Inmate Law Library (PC Based)	1	400	400	480
Inmate Lending Library (storage only; books distributed to housing units on carts)	1	800	800	960
Lending Library Cart Storage	1	140	140	168
Libraries - Total Interior Space Requirement			1,340	1,608
Staff Areas	No.	NSF	Total NSF	BGSF
Briefing Room (accommodates 65 @ 25 NSF/person + 220 NSF for support area)	1	1,845	1,845	2,399
Female Locker Room ([peak load of 35 x 14 NSF] + [1.5 NSF x 100 lockers])	1	640	640	832
Male Locker Room ([peak load of 100 x 14 NSF] + [1.5 NSF x 300 lockers])	1	1,850	1,850	2,405
Staff Training Room (accommodates 30 @ 35 NSF/person + 175 NSF for instructor)	2	1,225	2,450	3,185
Staff Physical Training Room (accommodates 30 @ 50 NSF/person + 175 NSF for instructor)	2	1,675	3,350	4,355
Female Toilet Room/Showers	1	550	550	715
Male Toilet Room/Showers	1	1,300	1,300	1,690
Janitor's Closet	1	50	50	60
Staff Areas - Total Interior Space Requirement			12,035	15,641

Visiting	No.	NSF	Total NSF	BGSF
Video Visiting (60 stations @ 9 NSF/station)	60	9	540	702
Non-Contact Visiting (20 stations @ 18 NSF/station)	20	18	360	468
Contact Visiting (accommodates 20 @ 20 NSF/inmate + 60 NSF for security control station)	1	460	460	598
Inmate Search Room (adjacent to contact visiting)	1	60	60	78
Visitor Reception/Waiting (accommodates 30 @ 15 NSF/person + 60 NSF for security station)	1	510	510	663
Public Toilet Room	1	50	50	65
Visitor Lockers	20	1	20	26
Janitor's Closet	1	50	50	60
Visiting - Total Interior Space Requirement			2,050	2,660
ADF - Total Interior Space Requirement			78,670	100,503
Total PSC Acreage Required for "Core Building" Only (Building Footprints; 43,560 BGSF/Acre; Campus Plan)				2.31
PSC Site Development for "Core Building" Only (20,000 BGSF Allowance)				BGSF
Site Development				20,000
Total PSC Acreage Required for "Core Building" Only (Site Development; 43,560 BGSF/Acre; Campus Plan)				0.46
Total PSC Acreage Required for "Core Building" Only (Building Footprints & Site Dev.; 43,560 BGSF/Acre; Campus Plan)				2.77

Source: TRGConsulting, June 2007.

K. Unresolved Issues

Unresolved Issues. Five issues remain unresolved. One of these issues is unresolved primarily because of the uncertainty surrounding the state's need to relieve the severe overcrowding in the prison system. Others remain unresolved because of the extensive commitment of county resources that will be required for resolution. Unresolved issues include:

1. The impact on Stanislaus County of the *Public Safety and Offender Rehabilitation Services Act of 2007* (AB 900);
2. Sources of funding for the construction, project and operational costs that are associated with meeting the projected bed need;
3. The construction phasing of the future bed need;
4. The ultimate disposition of the Honor Farm and the Men's Jail; and
5. The decision to construct enough beds to meet future needs and to lease those beds until needed in order to provide an interim income stream.

*The Public Safety and Offender Rehabilitation Services Act of 2007.*¹ This act includes provisions for CDCR and county detention facilities. The provisions in the act that relate to local detention facilities include:

- \$1.2 billion will be provided for local jail bed construction in two phases:
 - Phase I will provide \$750,000,000 (plus an additional local match of 25%) for 8,000 beds.
 - Phase II will provide \$470,000,000 (plus an additional local match of 25%) for 5,000 beds.
- Compliance with the California Environmental Quality Act is the responsibility of the county.
- The Corrections Standards Authority (CSA) will consider “cost effectiveness” in evaluating projects.
- Funding is available for “acquisition, design and construction.”
- Funding will be provided for “the cost of the local jail facility project and ongoing maintenance and staffing responsibilities for the term of the financing.”²
- CSA requirements will include, but are not limited to:
 - Control of the project site;
 - Documentation of need;
 - Written project proposal;
 - Submittal of a staffing plan (the new construction must be staffed and operating within ninety days of the completion of construction);
 - Submittal of approved architectural drawings;
 - Final determination of economic impact; and
 - Provisions intended to maintain tax-exempt status.
- Matching funds will be a minimum of 25% of total project costs; and
- Funding preference will be given to counties that:
 - assist the state in siting re-entry facilities; and/or

¹ The *Public Safety and Offender Rehabilitation Services Act of 2007* also is referred to as Assembly Bill 900 (AB 900).

² The meaning of this statement is unknown at this time; however, it is unlikely that the state will pay for “ongoing maintenance and staffing responsibilities” because of the expense involved.

- assist the state in siting mental health day treatment and crisis care and to counties that provide a continuum of care so that parolees with mental health and substance abuse needs can continue to receive services at the conclusion of their period of parole.

The Corrections Standards Authority intends to issue grant application instructions in the September of this year. Once this occurs, Stanislaus County and the Sheriff's Department can determine their final strategy for pursuit of state funding. There will be a great deal of competition for relatively limited funding; however, the county should pursue this funding to pay for at least some of the construction discussed in this needs assessment. CSA intends to award grant funding in May of 2008.

Funding. Potential funding sources include federal, state, county³ and/or private funds. The preference is to pursue grant funding that will require relatively minimal matching dollars from Stanislaus County. This will preserve local resources that will be needed to construct beds to meet the projected need for 2010, 2020 and 2030 along with any need that results from any future "sentencing reform."⁴ In addition county resources, including public facility fees, currently are not available at a level that will meet the facility and staffing needs identified in this assessment.

The county will consider potential funding sources after the estimates of probable construction, project and operational costs have been developed and refined.

Construction Phasing Beginning in 2010. Construction phasing cannot be determined at this time. The phasing will be determined once the county:

- understand the impact of the *Public Safety and Offender Rehabilitation Services Act of 2007*;
- conclude any direct negotiations with CDCR;
- determine the potential funding sources (e.g. county funds, grant funds, etc.) for construction;
- decide the amount of county resources and outside funding that can be committed to jail construction; and
- determine the timeframes in which resources can be committed.

Disposition of the Existing Honor Farm and Men's Jail. The Stanislaus County detention system consists of three components:

1. The Public Safety Center.
2. The Honor Farm.
3. The Men's Jail.

The desire is to consolidate all detention facilities at the Public Safety Center and to close the Honor Farm and the Men's Jail when resources permit. The near term and ultimate disposition of the Honor Farm and the Men's Jail will depend upon:

- how rapidly the county can "catch up" with the needed number of beds so that consideration can be given to replacing either of these two detention facilities (particularly the Honor Farm, which has outlived its useful life and is not suitable for the types of inmates currently held);
- the useful life of the Honor Farm and the Men's Jail when considering the cost of replacing antiquated and worn out building systems and components;

³ County funds include public facilities fees for the cost associated with population growth only.

⁴ Recently the Governor proposed "sentencing reform" that would have resulted in a number of inmates serving county jail time in lieu of the state prison time currently served for selected sentences. While this reform no longer is being considered at this time, it could be reconsidered in the future if severe overcrowding continues in the state prison system.

- the adequacy of the housing and support spaces at the Honor Farm and the Men's Jail in terms of the type of inmates held;
- the determination that the site on which either of these two detention facilities is located could be used for a higher and better purpose (e.g. providing the land on which the Honor Farm is located for a future re-entry facility, determining that the site on which the Men's Jail is located could better serve the citizens of Stanislaus County if used for a different purpose, etc.); and
- whether or not the state is willing to take over either facility for use as re-entry beds while financially assisting Stanislaus County with the construction of replacement beds.⁵

Leased Beds. Counties sometimes construct enough beds to satisfy the bed needs for twenty years after initial occupancy. Frequently these beds are leased to nearby counties or the state until needed by the county owning the beds.⁶ Often such agreements provide financial remuneration that goes beyond the "raw" costs required to house inmates from other counties or the state. (The participating counties and the state are saved the expense of constructing beds. Additionally the state is provided with some relief from overcrowding.)

The county could begin considering the option of developing a memorandum of understanding (MOU) with adjacent counties or a contract with CDCR after the estimates of probable construction, project and operational costs have been developed for the construction that is contemplated. The decision could then be finalized once the estimates of probable costs are adjusted following the completion of the architectural program.

The consideration of leasing "extra" beds to other counties or the state always will be available to county leadership and the Sheriff's Department even after any new construction is occupied. This decision sometimes is made when any "extra" beds are ready for occupancy.

⁵ While this consideration may seem unlikely on the surface, it should be noted that a similar proposal by Monterey County has received favorable consideration from CDCR. The existing Monterey County Jail consists of three components and their existing Rehabilitation Facility is similar to the Honor Farm. The other two components of the Monterey County Jail are by no means state-of-the-art detention facilities. Eighty percent of the Monterey County Jail consists of dormitory beds.

⁶ The intent to lease beds would not constitute a "regional" facility under most grant application procedures and the county would not receive the credit associated with a true regional facility. Nonetheless the leased beds would provide an income stream until the beds are needed.

Appendix 1. Adult Detention Master Plan Outline

Jail Needs History. The county has studied adult detention needs in detail and provided physical plant as resources permitted since the late 1980s. Those findings and efforts are summarized below.

- 1988 study projected a county population in 2007 of 468,980; actual population in 2005 was 514,000.
- 1988 study projected annual bookings of 45,880; actual bookings averaged 23,000 in 2006.
- 1988 study projected a need for 1,850 beds in 2007.
- New beds were constructed since 1988 are shown in Table AP.1.

Table AP.1
Beds Constructed Since 1988

Year	Constructed	Cost	Beds
1989	Site and Infrastructure	\$607,800	0
1992	Immediate Action Plan – Public Safety Center	29,830,400	294
1993/94	Minimum Security Housing Unit	12,972,700	192
1995	Sheriff’s Operations Center	6,603,400	0
1996	Medium Security Housing Unit (Housing Unit “I”)	4,702,100	56
1997	Medium Security Housing Units – Violent Offender Grants	465,000	84
2006	Double Bunking Project	50,000	100
Total		\$55,231,400	726

Source: Stanislaus County. May 2007.

766 beds existed in the system prior to 1988. The 726 beds identified in the table above result in a system wide total of 1,492 beds.

1988 Implementation Plan. The 1988 Implementation Plan and the goals that were met are summarized below.

1988 Implementation Plan

- 224 Medium Security Beds)**
- 70 Special Custody Beds (plus 2 Safety Cells)
- Interim Booking and Jail Operations area

5-Year Plan (680 Beds)

- Support Services Building and Central Plant
- 192 Bed Minimum Housing Unit
- 48 Bed Female Special Housing & Intake Housing
- 32 Acute Medical/Mental Health Beds
- 56 Sub-Acute Medical/Mental Health Beds
- 56 Male Intake Beds***
- Core Operations & Medical/Special Housing
- Unmet need of 84 beds identified in the original plan

20-Year Plan (1768 Beds)

- 448 Medium Security Beds (8-56 Cells Units)
- 384 Minimum Security Beds (2-192 Bed Units)

- 256 Jail Alternatives (Work Furlough)
 - Since the last new jail beds were constructed in 1998, the total capacity stayed at 1,392 beds until late 2006, when 100 beds at the Public Safety Center were double bunked.
 - The 358 jail beds that were projected in the 1988 study were never built.
- Many factors contribute to actual jail bed needs in a very dynamic environment. These factors include:
 - Type of crime.
 - The Three Strikes Law was adopted in a referendum passed in November 1994 (Proposition 184). This law added Section 1170.12 to the California Penal Code. Most of the Three Strikes Law is codified in Section 677(b) through (l).
 - Booking Fee legislation was passed in 1990, permitting counties to charge cities a booking fee.
 - Population growth.
 - The huge backlog in the service of warrants.
 - Other legislative changes, such as new laws relating to domestic violence and DUI.
- *Rodriguez v. Stanislaus County* placed a “cap” on our detention facilities as shown in Table AP.2. This table compares the number of inmates allowed under the lawsuit (Flex Cap) to the maximum capacity of each facility (Max Cap).

Table AP.2
Detention Facility “Caps”

Facility	Number of Inmates	Maximum Capacity
Men’s Jail	Flex Cap - 360	Max Cap - 396
Honor Farm	Flex Cap - 332	Max Cap - 370
Public Safety Center	Flex Cap Men - 388	Max Cap Men - 432
	Flex Cap Women - 153	Max Cap Women -170
		Mental Health - 24

Source: Stanislaus County. May 2007.

- When “Flex Cap” is reached at any detention facility, Sheriff’s staff initiate a number of steps until the population is manageable and at acceptable levels which includes 13 steps. Some of these steps are described below:
 - Invoke accelerated release orders.
 - Release sentenced inmates (3-day pass).
 - Some unsentenced misdemeanor inmates are transferred to another facility or citation released.
 - Some misdemeanor arrests found to be not in compliance are refused at booking.
 - Eligible sentenced inmates in their last 45 days (recently changed to 90 days) are transferred to the Alternative Work Program.

Between the last new jail construction in 1998 and October 2006:

- Bookings have remained fairly constant.
- Average Length of Stay (ALS) has increased since 1996 from 16.15 days to 21.49 days in 2005.
- Cite and Release has increased, progressing further down the Sheriff’s release criteria list.
- More adjudication is pushed into the future as people fail to appear after being cited out.
- Countywide population growth has continued as illustrated in Table AP.3.

Table AP.3
County Population Growth

Year	Population	% Growth 1996-2005
1996	419,639	
1997	426,734	
1998	431,370	
1999	440,908	
2000	451,030	
2001	466,442	
2002	479,193	
2003	490,127	
2004	505,352	
2005	514,352	
Growth Comparison	94,713	22.57%

Source: Stanislaus County. May 2007.

- Double Bunking and the Sheriff’s policy change occurred in late 2006
- The Double Bunking started as a replacement for beds at the Honor Farm to house more serious offenders at the Public Safety Center. It was envisioned as very short-term method to relieve the overall population, but pressure continued to use Honor Farm beds. As a result these “temporary” beds now are counted as additional beds.
- The total capacity increased to 1,492 beds when 100 beds were double bunked in 2006.
- The Sheriff modified the citing and release policy and engaged in an Emergency Release Process to the Alternative Work Program (AWP) for sentenced inmates to provide some level of structure to their “early release” program.
- In January 2007, the Board of Supervisors approved the Sheriff’s request to expand the Alternative Work Program from 45 days to 90 days.

Projected Bed Need. Section F, *Analysis of Inmate Trends and Characteristics* of the needs assessment projects the total future bed needs for the Stanislaus County adult detention system from 2010 through 2040. The projected total bed needs (including the existing beds) are illustrated in Table AP.4.

Table AP.4
Adult Detention Facility Bed Need 2010 - 2040¹

Year	Total Beds
2010	1,913 Beds
2020	2,237 Beds
2030	2,547 Beds
2040	2,886 Beds

Source. TRGConsulting. June 2007.

¹ Please see Section F, *Analysis of Inmate Trends and Characteristics* for a detailed discussion of these projections. The high projections are used because of the instability in the state prison system, which may “backup” state inmates in county jails.

What Will This Cost? This section outlines the probable project and staffing costs.

- The original plan identified the need for a “Core Building,” including jail administration, reception, armory and tactical equipment storage, courtrooms, housekeeping/maintenance, institutional storage, intake/release/processing/transportation staging, staff areas and visiting
- The “Core Building” components must be constructed to support the additional jail beds.
- Public Facility Fees (PFF) for Jails/Detention have accumulated to \$30.9 million. Annual collections are estimated at \$3.8 million with a current \$828,173 debt obligation for a net of close to \$3 million on an annual basis
- Without a bond act or grant funding the cost impact will be on the General Fund

Projected Jail Build Out Costs. The projected jail build out costs are illustrated in Table AP.5.

Table AP.5
Projected Jail Expansion Build Out Costs

Option	Description	Facility Cost	Fac. Accum. Cost	Staffing Cost	Staffing Accum. Cost
Option 1	“CORE”/300 Beds – 2010 Need	\$78,844,960	\$78,844,960	\$12,492,447	\$12,492,447
Option 2	121 Beds -2010 Need ²	\$19,965,000	\$98,809,960	\$3,194,400	\$15,686,847
Option 3	Close Honor Farm (370 Beds)	\$26,362,500	\$125,172,460	\$302,412	\$15,989,259
Option 4	Close Men’s Jail (396 Beds)	\$65,340,000	\$190,512,460	0	\$15,989,259
Option 5	Court Holding/Demolish Men’s Jail ³	\$20,000,000	\$210,512,460	\$1,263,976	\$17,253,235

Source: Stanislaus County. May 2007.

Next Activities. The next activities are outlined below.

1. Incorporate any comments and/or requested changes from the Board of Supervisors.
2. Present the updated Stanislaus County Jail Needs Assessment and Master Plan to the Board of Supervisors on June 26, 2007.
2. Authorize staff to proceed to programming and the development of phasing options to be returned to the Board of Supervisors consistent with the Debt Capacity Study.

² Part of total bed need estimated for 2010 could be accomplished partially through additional double bunking at the existing housing units at the Public Safety Center.

³ If constructed, staffing estimates include at least 2 Custodial Sergeants, 2 Facility Training Officers (FTO), 4 Transfer/Transport Deputies and 1 Clerical to cover Monday through Friday 6:00 AM to 7:00 PM shifts.

Stanislaus County Capital Projects
825 12th Street, Modesto, CA 95354
Phone: (209) 525-4380 FAX: (209) 525-4385

BOARD OF SUPERVISORS **TRANSMITTAL**

2007 DEC -5 P 4: 35

TO: William Harry Munyon
TRG Consulting
27 Colonial Drive
Rancho Mirage, CA 92270

SUBJECT: Juvenile Justice Needs Assessment

DATE: 12/05/07

We are sending you X *attached* *under separate cover* the following material:

<input type="checkbox"/> Shop Drawings	<input type="checkbox"/> Change Order	<input type="checkbox"/> Specifications
<input type="checkbox"/> Copy of Letter	<input type="checkbox"/> Plans	<input type="checkbox"/> Computer Printout
<input type="checkbox"/> Prints	<input type="checkbox"/> Samples	<input type="checkbox"/> Updates

COPIES	DATE	DESCRIPTION
1	7/03/07	Fully-executed contract for Juvenile Justice Needs Assessment.

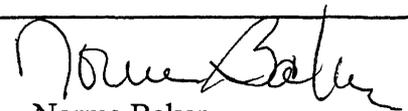
REMARKS:

For your records.

Note to Board: Approved by board in Item B-18 on June 26, 2007.

COPIES: Patricia Hill Thomas (Copy)
Liz King, Board (Original + Copy)
Lisa Sandoval, Auditor (Copy + Contract Cover Sheet & Original for Purchasing)
File AS 2.1.1 (002)
File AS 5.2.1

SIGNED:


Norma Baker



Stanislaus County Capital Projects
825 12th Street, Modesto, CA 95354
Phone: (209) 525—4380
Fax: (209) 525—4385

AGREEMENT FOR PROFESSIONAL SERVICES

This Agreement For Professional Services is made and entered into by and between the County of Stanislaus ("County") and TRGConsulting, whose address is: TRGConsulting 27 Colonial Drive, Rancho Mirage, California 92270, ("Consultant"), on July 3, 2007 (the "Agreement").

Introduction

WHEREAS, the County has a need for professional services relating to the needs assessment services for Project Start and Phase I Services for the Juvenile Justice Needs Assessment; and

WHEREAS, the Consultant is specially trained, experienced and competent to perform and has agreed to provide such services;

NOW, THEREFORE, in consideration of the mutual promises, covenants, terms and conditions hereinafter contained, the parties hereby agree as follows:

Terms and Conditions

1. Scope of Work

1.1 The Consultant shall furnish to the County upon execution of this Agreement or receipt of the County's written authorization to proceed, those services and work set forth in **Exhibit A (Scope of Work)** which is attached hereto and, by this reference, made a part hereof.

1.2 All documents, drawings and written work product prepared or produced by the Consultant under this Agreement, including without limitation electronic data files, are the property of the Consultant; provided, however, the County shall have the right to reproduce, publish and use all such work, or any part thereof, in any manner and for any purposes whatsoever and to authorize others to do so. If any such work is copyrightable, the Consultant may copyright the same, except that, as to any work which is copyrighted by the Consultant, the County reserves a royalty free, nonexclusive, and irrevocable license to reproduce, publish, and use such work, or any part thereof, and to authorize others to do so. The County shall defend, indemnify and hold harmless the Consultant and its officers, employees, agents, representatives, subcontractors and consultants from and against all claims, damages, losses, judgments, liabilities, expenses and other costs, arising out of or resulting from the County's reuse of the documents and drawings prepared by the Consultant under this Agreement.

1.3 Services and work provided by the Consultant under this Agreement will be performed in a timely manner in accordance with a schedule of work set forth in **Exhibit B (Schedule)**.

1.4 The Consultant shall provide services and work under this Agreement consistent with the requirements and standards established by applicable federal, state and local laws, ordinances, regulations and resolutions. The Consultant represents and warrants that it will perform its work in accordance with generally accepted industry standards and practices for the profession or professions that are used in performance of this Agreement and that are in effect at the time of performance of this Agreement.

1.5 All materials provided to Consultant by County shall be returned to County at the conclusion of the Project as a number of the documents provided are originals that cannot be easily replaced by County.

2. Compensation

2.1 The Consultant shall be compensated on a Per Task Basis in amount NOT TO EXCEED Twenty Thousand Five Hundred Thirty Dollars (\$20,530) for Juvenile Justice Needs Assessment services. Consultant's costs, which are normally considered to be "reimbursable expenses," such as copying charges, travel and hotel expenses are included within the hourly rate charged by Consultant and Consultant shall not be entitled to separate or additional reimbursement of any reimbursable expenses.

The County may elect in writing to authorize additional services (Formal Presentation to the Board of Supervisors). The cost of the Formal Presentation will not exceed Two Thousand Six Hundred Eighty Dollars (\$2,680).

2.2 Except as expressly provided in this Agreement, Consultant shall not be entitled to nor receive from County any additional consideration, compensation, salary, wages or other type of remuneration for services rendered under this Agreement, including, but not limited to, meals, lodging, transportation, drawings, renderings or mockups. Specifically, Consultant shall not be entitled by virtue of this Agreement to consideration in the form of overtime, health insurance benefits, retirement benefits, disability retirement benefits, sick leave, vacation time, paid holidays or other paid leaves of absence of any type or kind whatsoever.

2.3 The Consultant shall provide the County with a monthly statement, as services warrant, of fees earned and costs incurred for services provided during the billing period, which the County shall pay in full within 30 days of the date each invoice is approved by the County. The statement will generally describe the services performed, the applicable rate or rates, the basis for the calculation of fees, and a reasonable itemization of costs.

2.4 County will not withhold any Federal or State income taxes or Social Security tax from any payments made by County to Consultant under the terms and conditions of this Agreement. Payment of all taxes and other assessments on such sums is the sole responsibility of Consultant. County has no responsibility or liability for payment of Consultant's taxes or assessments.

3. Term

3.1 The term of this Agreement shall be from the date of this Agreement until completion of the agreed upon services unless sooner terminated as provided below.

3.2 Should either party default in the performance of this Agreement or materially breach any of its provisions, the other party, at that party's option, may terminate this Agreement by giving written notification to the other party.

3.3 The County may terminate this agreement upon 15 days prior written notice. Termination of this Agreement shall not affect the County's obligation to pay for all fees earned and reasonable costs necessarily incurred by the Consultant, subject to any applicable setoffs.

3.4 At the option of the County, this Agreement may terminate on the occurrence of (a) bankruptcy or insolvency of Consultant, or (b) sale of Consultant's business.

4. Required Licenses, Certificates and Permits

Any licenses, certificates or permits required by the federal, state, county or municipal governments for Consultant to provide the services and work described in Exhibit A must be procured by Consultant and be valid at the time Consultant enters into this Agreement. Further, during the term of this Agreement, Consultant must maintain such licenses, certificates and permits in full force and effect. Licenses, certificates and permits may include but are not limited to driver's licenses, professional licenses

or certificates and business licenses. Such licenses, certificates and permits will be procured and maintained in force by Consultant at no expense to the County.

5. Office Space, Supplies, Equipment, Etc.

Unless otherwise provided in this Agreement, Consultant shall provide such office space, supplies, equipment, vehicles, reference materials and telephone service as is necessary for Consultant to provide the services under this Agreement. The Consultant—not the County—has the sole responsibility for payment of the costs and expenses incurred by Consultant in providing and maintaining such items.

6. Insurance

6.1 Consultant shall take out, and maintain during the life of this Agreement, insurance policies with coverage at least as broad as follows:

6.1.1 General Liability. Commercial general liability insurance covering bodily injury, personal injury, property damage, products and completed operations with limits of no less than One Million Dollars (\$1,000,000) per incident or occurrence. If Commercial General Liability Insurance or other form with a general aggregate limit is used, either the general aggregate limit shall apply separately to any act or omission by Consultant under this Agreement or the general aggregate limit shall be twice the required occurrence limit.

6.1.2 Professional Liability Insurance. Professional errors and omissions (malpractice) liability insurance with limits of no less than One Million Dollars (\$1,000,000) aggregate. Such professional liability insurance shall be continued for a period of no less than one year following completion of the Consultant's work under this Agreement.

6.1.3 Automobile Liability Insurance. If the Consultant or the Consultant's officers, employees, agents or representatives utilize a motor vehicle in performing any of the work or services under this Agreement, owned/non—owned automobile liability insurance providing combined single limits covering bodily injury and property damage liability with limits of no less than One Million Dollars (\$1,000,000) per incident or occurrence.

6.1.4 Workers' Compensation Insurance. Workers' Compensation insurance as required by the California Labor Code. In signing this contract, the Consultant certifies under section 1861 of the Labor Code that the Consultant is aware of the provisions of section 3700 of the Labor Code which requires every employer to be insured against liability for workmen's compensation or to undertake self—insurance in accordance with the provisions of that code, and that the Consultant will comply with such provisions before commencing the performance of the work of this Agreement.

6.2 Any deductibles, self—insured retentions or named insureds must be declared in writing and approved by County. At the option of the County, either: (a) the insurer shall reduce or eliminate such deductibles, self—insured retentions or named insureds, or (b) the Consultant shall provide a bond, cash, letter of credit, guaranty or other security satisfactory to the County guaranteeing payment of the self—insured retention or deductible and payment of any and all costs, losses, related investigations, claim administration and defense expenses. The County, in its sole discretion, may waive the requirement to reduce or eliminate deductibles or self—insured retentions, in which case, the Consultant agrees that it will be responsible for and pay any self—insured retention or deductible and will pay any and all costs, losses, related investigations, claim administration and defense expenses related to or arising out of the Consultant's defense and indemnification obligations as set forth in this Agreement.

6.3 The Consultant shall obtain a specific endorsement to all required insurance policies, except Workers' Compensation insurance and Professional Liability insurance, naming the County and its officers, officials and employees as additional insureds regarding: (a) liability arising from or in connection with the performance or omission to perform any term or condition of this Agreement by or on behalf of the

Consultant, including the insured's general supervision of its subcontractors; (b) services, products and completed operations of the Consultant; (c) premises owned, occupied or used by the Consultant; and (d) automobiles owned, leased, hired or borrowed by the Consultant. For Workers' Compensation insurance, the insurance carrier shall agree to waive all rights of subrogation against the County its officers, officials and employees for losses arising from the performance of or the omission to perform any term or condition of this Agreement by the Consultant.

6.4 The Consultant's insurance coverage shall be primary insurance regarding the County and County's officers, officials, agents, and employees. Any insurance or self—insurance maintained by the County or County's officers, officials and employees shall be excess of the Consultant's insurance and shall not contribute with Consultant's insurance.

6.5 Any failure to comply with reporting provisions of the policies shall not affect coverage provided to the County or its officers, officials and employees.

6.6 The Consultant's insurance shall apply separately to each insured against whom claim is made or suit is brought, except with respect to the limits of the insurer's liability.

6.7 Each insurance policy required by this section shall be endorsed to state that coverage shall not be suspended, voided, canceled by either party except after thirty (30) days' prior written notice has been given to County. The Consultant shall promptly notify, or cause the insurance carrier to promptly notify, the County of any change in the insurance policy or policies required under this Agreement, including, without limitation, any reduction in coverage or in limits of the required policy or policies.

6.8 Insurance shall be placed with California admitted insurers (licensed to do business in California) with a current rating by Best's Key Rating Guide of no less than B+:VII; except as otherwise expressly approved by the County.

6.9 Consultant shall require that all of its subcontractors are subject to the insurance and indemnity requirements stated herein, or shall include all subcontractors as additional insureds under its insurance policies.

6.10 At least ten (10) days prior to the date the Contractor begins performance of its obligations under this Agreement, Contractor shall furnish County with certificates of insurance, and with original endorsements, showing coverage required by this Agreement, including, without limitation, those that verify coverage for subcontractors of the Contractor. The certificates and endorsements for each insurance policy are to be signed by a person authorized by that insurer to bind coverage on its behalf. All certificates and endorsements shall be received and, in County's sole and absolute discretion, approved by County. County reserves the right to require complete copies of all required insurance policies and endorsements, at any time.

6.11 The limits of insurance described herein shall not limit the liability of the Consultant and Consultant's officers, employees, agents, representatives or subcontractors.

7. Defense and Indemnification

7.1 To the fullest extent permitted by law, Consultant shall indemnify, hold harmless and defend the County and its agents, officers and employees from and against all claims, damages, losses, judgments, liabilities, expenses and other costs, including litigation costs and attorneys' fees, arising out of, resulting from, or in connection with the performance of this Agreement by the Consultant or Consultant's officers, employees, agents, representatives or subcontractors and resulting in or attributable to personal injury, death, or damage or destruction to tangible or intangible property, including the loss of use. Notwithstanding the foregoing, Consultant's obligation to indemnify the County and its agents, officers and employees for any judgment, decree or arbitration award shall extend only to the percentage of negligence or responsibility of the Consultant in contributing to such claim, damage, loss and expense.

7.2 Consultant's obligation to defend, indemnify and hold the County and its agents, officers and employees harmless under the provisions of this paragraph is not limited to or restricted by any requirement in this Agreement for Consultant to procure and maintain a policy of insurance.

7.3 To the fullest extent permitted by law, the County shall indemnify, hold harmless and defend the Consultant and its officers, employees, agents, representatives or subcontractors from and against all claims, damages, losses, judgments, liabilities, expenses and other costs, including litigation costs and attorney's fees, arising out of or resulting from the negligence or wrongful acts of County and its officers or employees.

7.4 Subject to the limitations in 42 United States Code section 9607 (e), and unless otherwise provided in a Scope of Services approved by the parties:

(a) Consultant shall not be responsible for liability caused by the presence or release of hazardous substances or contaminants at the site, unless the release results from the negligence of Consultant or its subcontractors;

(b) No provision of this Agreement shall be interpreted to permit or obligate Consultant to assume the status of "generator," "owner," "operator," "arranger," or "transporter" under state or federal law; and

(c) At no time, shall title to hazardous substances, solid wastes, petroleum contaminated soils or other regulated substances pass to Consultant.

8. Status of Consultant

8.1 All acts of Consultant and its officers, employees, agents, representatives, subcontractors and all others acting on behalf of Consultant relating to the performance of this Agreement, shall be performed as independent contractors and not as agents, officers or employees of County. Consultant, by virtue of this Agreement, has no authority to bind or incur any obligation on behalf of County. Except as expressly provided in Exhibit A, Consultant has no authority or responsibility to exercise any rights or power vested in the County. No agent, officer or employee of the County is to be considered an employee of Consultant. It is understood by both Consultant and County that this Agreement shall not be construed or considered under any circumstances, to create an employer—employee relationship or a joint venture.

8.2 At all times during the term of this Agreement, the Consultant and its officers, employees, agents, representatives or subcontractors are, and shall represent and conduct themselves as, independent contractors and not employees of County.

8.3 Consultant shall determine the method, details and means of performing the work and services to be provided by Consultant under this Agreement. Consultant shall be responsible to County only for the requirements and results specified in this Agreement and, except as expressly provided in this Agreement, shall not be subjected to County's control with respect to the physical action or activities of Consultant in fulfillment of this Agreement. Consultant has control over the manner and means of performing the services under this Agreement. If necessary, Consultant has the responsibility for employing other persons or firms to assist Consultant in fulfilling the terms and obligations under this Agreement.

8.4 If in the performance of this Agreement any third persons are employed by Consultant, such persons shall be entirely and exclusively under the direction, supervision and control of Consultant. All terms of employment including hours, wages, working conditions, discipline, hiring and discharging, or any other term of employment or requirements of law, shall be determined by the Consultant.

8.5 Consultant is permitted to provide services to others during the same period service is provided to County under this Agreement; provided, however, such services do not conflict directly or indirectly with the performance of the Consultant's obligations under this Agreement.

8.6 It is further understood and agreed that Consultant must issue W—2 forms or other forms as required by law for income and employment tax purposes for all of Consultant's assigned personnel under the terms and conditions of this Agreement.

8.7 As an independent contractor, Consultant hereby indemnifies and holds County harmless from any and all claims that may be made against County based upon any contention by any third party that an employer—employee relationship exists by reason of this Agreement.

9. Records and Audit

9.1 Consultant shall prepare and maintain all writings, documents and records prepared or compiled in connection with the performance of this Agreement for a minimum of four (4) years from the termination or completion of this Agreement. This includes any handwriting, typewriting, printing, photo static, photographing and every other means of recording upon any tangible thing, any form of communication or representation including letters, words, pictures, sounds or symbols or any combination thereof.

9.2 Any authorized representative of County shall have access to any writings as defined above for the purposes of making audit, evaluation, examination, excerpts and transcripts during the period such records are to be maintained by Consultant. Further, County has the right at all reasonable times to audit, inspect or otherwise evaluate the work performed or being performed under this Agreement.

10. Confidentiality

Except as otherwise required by applicable law, the Consultant agrees to keep confidential all information obtained or learned during the course of furnishing services under this Agreement and to not disclose or reveal such information for any purpose not directly connected with the matter for which services are provided.

11. Nondiscrimination

During the performance of this Agreement, Consultant and its officers, employees, agents, representatives or subcontractors shall not unlawfully discriminate in violation of any federal, state or local law, rule or regulation against any employee, applicant for employment or person receiving services under this Agreement because of race, religion, color, national origin, ancestry, physical or mental handicap, medical condition (including genetic characteristics), marital status, age, political affiliation or sex. Consultant and its officers, employees, agents, representatives or subcontractors shall comply with all applicable Federal, State and local laws and regulations related to non—discrimination and equal opportunity, including without limitation the County's nondiscrimination policy; the Fair Employment and Housing Act (Government Code sections 12900 et seq.); California Labor Code sections 1101, 1102 and 1102.1; the Federal Civil Rights Act of 1964 (P.L. 88—352), as amended; and all applicable regulations promulgated in the California Code of Regulations or the Code of Federal Regulations.12. Assignment

This is an agreement for the services of Consultant. County has relied upon the skills, knowledge, experience and training of Consultant and the Consultant's firm, associates and employees as an inducement to enter into this Agreement. Consultant shall not assign or subcontract this Agreement without the express written consent of County. Further, Consultant shall not assign any monies due or to become due under this Agreement without the prior written consent of County.

13. Waiver of Default

Waiver of any default by either party to this Agreement shall not be deemed to be waiver of any subsequent default. Waiver or breach of any provision of this Agreement shall not be deemed to be a waiver of any other or subsequent breach, and shall not be construed to be a modification of the terms of this Agreement unless this Agreement is modified as provided below.

14. Notice

Any notice, communication, amendment, addition or deletion to this Agreement, including change of address of either party during the term of this Agreement, which Consultant or County shall be required or may desire to make shall be in writing and may be personally served or, alternatively, sent by prepaid first class mail to the respective parties as follows:

To County: County of Stanislaus
Capital Projects
825 12th Street
Modesto, CA 95354
(209) 525-4380 (phone)
(209) 525-4385 (fax)
Attn: Darrell Long

To Consultant: TRGConsulting
27 Colonial Drive
Rancho Mirage, California 92270
(559)269-3500 (phone)
(760)779-8230 (fax)
harry@trg-consulting.com
Attn: William Harry Munyon

15. Conflicts

Consultant agrees that it has no interest and shall not acquire any interest, direct or indirect, which would conflict, in any manner or degree with the performance of the work and services under this Agreement.

16. Severability

If any portion of this Agreement or application thereof to any person or circumstance shall be declared invalid by a court of competent jurisdiction or if it is found in contravention of any federal, state or county statute, ordinance or regulation the remaining provisions of this Agreement or the application thereof shall not be invalidated thereby and shall remain in full force and effect to the extent that the provisions of this Agreement are severable.

17. Amendment

This Agreement may be modified, amended, changed, added to or subtracted from by the mutual consent of the parties hereto if such amendment or change is in written form and executed with the same formalities as this Agreement and attached to the original Agreement to maintain continuity.

18. Entire Agreement

This Agreement supersedes any and all other agreements, either oral or in writing, between any of the parties herein with respect to the subject matter hereof and contains all the agreements between the parties with respect to such matter. Each party acknowledges that no representations, inducements, promises or agreements, oral or otherwise, have been made by any party, or anyone acting on behalf of any party, which are not embodied herein, and that no other agreement, statement or promise not contained in this Agreement shall be valid or binding.

19. Construction

Headings or captions to the provisions of this Agreement are solely for the convenience of the parties, are not part of this Agreement, and shall not be used to interpret or determine the validity of this Agreement. Any ambiguity in this Agreement shall not be construed against the drafter, but rather the

terms and provisions hereof shall be given a reasonable interpretation as if both parties had in fact drafted this Agreement.

20. Governing Law and Venue

This Agreement shall be deemed to be made under, and shall be governed by and construed in accordance with, the laws of the State of California. Any action brought to enforce the terms or provisions of this Agreement shall have venue in the County of Stanislaus, State of California.

IN WITNESS WHEREOF, the parties have executed this Agreement on the day and year first herein above written.

COUNTY OF STANISLAUS By: <u>Patricia Simon</u> "County"	TRG CONSULTING By: <u>[Signature]</u> "Consultant"
APPROVED AS TO FORM: By: <u>M.H. Krausnick</u> Michael H. Krausnick County Counsel	

EXHIBIT A
SCOPE OF WORK

Background

Continuing growth and a need to expand existing juvenile facilities with updated facilities has caused Stanislaus County to revisit its plans for the development and expansion of the projects and priorities of the Juvenile Hall and other Juvenile Justice Services. The original Juvenile Justice Master Plan was developed in December 1996. Elements of the master plan were designed, constructed or initiated during the 1990's.

Over the past decade, growth of the County and a general increase in the number of juvenile offenders detained at Juvenile Hall has caused greater demand for juvenile beds, an update and increase in security monitoring, and a review and expansion of current programs.

Project Objectives.

The County desires to engage a correctional facility-programming consultant to assist staff with two phases of work:

1. Update the Juvenile Justice Needs Assessment; and

The update of the Juvenile Justice Needs Assessment shall be conducted initially to provide guidance to the County:

- a. To forecast the quantity and nature of the custody population anticipated in 2008 and through the following 20-year horizon thereafter;
- b. To provide all the elements of a Juvenile Justice Needs Assessment as discussed in Title 24, Part 1, Section 13-201 (c), titled *Needs Assessment*.
- c. To assist County staff in reviewing the existing Juvenile Justice Needs Assessment and to prepare a revised Juvenile Justice Needs Assessment including a schedule for presentation to the County Board of Supervisors.

The County anticipates substantial review and interaction with the Project Team at critical review/decision points through the needs assessment update, including meetings with Probation Department representatives and others as required to develop juvenile projections and discuss site and special needs as required by Title 24, Part 1, Section 13-201 (c), titled *Needs Assessment*.

1. Scope of Services

Introduction. This section outlines TRG Consulting proposed scope of work for the Stanislaus County Juvenile Justice Needs Assessment project.

Task 1. Project Startup Activities

- Present project methodology for approval;
- Develop project communications protocols with the Stanislaus County Probation Department and Chief Executive Office Capital Projects for approval;
- Provide the Probation Department with a list of documents required to develop the needs assessment;
- Work with Probation Department and Chief Executive Office Capital Projects Executive Steering Committee that will manage this project;
- Refine the project schedule if necessary; discuss Probation Department and Chief Executive Office Capital Projects staff involvement and availability that will be required due to the project schedule refinement;•Develop project goals to guide the planning effort.

Task 2. Review of Existing Documents and Information

- Review all available related documents such as Juvenile detention and juvenile out-of-custody population data (including reports to California Standards Authority (CSA)), grand jury findings on juvenile detention facilities, existing “as-built” drawings of detention facilities, site documentation and surveys, CSA and other agency inspection reports, staffing plans, juvenile detention policies and procedures and other related information.

Task 3. Electronic Surveys, Juvenile Detention Facility Visit and Interviews

- Distribute an electronic facility survey document to the Probation Department to gather operational insight;
- Review and analyze completed surveys and clarify responses;
- Visit the Stanislaus County Juvenile Detention Facility to understand space allocations, observe operations and familiarize the planning team with policies and procedures;
- Interview representatives from juvenile detention to determine current and future space needs, current operations and policies and procedures and out-of-custody programs;
- Survey the Stanislaus County Juvenile Detention Facility and document space allocation.

Task 4. Population Analysis

- Gather and analyze historic county population growth to be used for projections;
- Compare and comment on population projections and projected facility needs that were made as part of the 1996 Juvenile Justice Master Plan and Needs Assessment.
- Collect and analyze county data on historic juvenile detention populations for projections including:
 - Detention days served (by year);
 - Average daily population (ADP);
 - Average length of stay (ALS);
 - Peaking factors;
 - Classification factors;
 - Gender;
 - Offense(s);
 - Gang affiliations;
 - Pre-adjudicated/adjudicated status;
 - Medical/mental health status;
 - Adjudicated versus pre-adjudicated juveniles housed in Juvenile Hall;
 - Juveniles in-out-of custody program to include electronic monitoring and house arrest;
 - Other special needs.

Task 5. Provide Title 24 Mandated Needs Assessment¹

- Develop a needs assessment for juvenile detention to meet the requirements of Title 24; document methodology. The needs assessment will include the items required by Title 24:
 - The elements of the juvenile detention system, including out-of-custody programs;
 - The Probation Department’s management philosophy/process;
 - A description of the current minor population;
 - A description of the classification system;

¹ The subtasks under Task 5 are from Title 24, Section 13-201 (c) 2 titled *Needs Assessment* to ensure all CSA requirements are met.

- A description of the program needs, including planned academic programs, special education programs and an analysis of performance in using programs that can reduce secure facility requirements;
- An analysis of the local trends and characteristics that influence planning assumptions about future detention systems change, including five, ten and twenty-year population projections and program costs based on continuation of current policies as well as projections of the impact of alternative policies or programs on minor population growth and program costs;
- A history of the juvenile detention system's compliance with standards and the ability to provide visual supervision;
- A history of the adequacy of record keeping;
- The ability to provide confidential interviews and medical exams, and
- A discussion of any unresolved issues;
- Present the written report of findings, detailing the planning work to the Projected Executive Steering Committee.

Task 6. Formal Presentation (Option)

Provide a formal presentation using media selected by the Executive Steering Committee to the Board of Supervisors at a meeting agreed to by the parties.

Proposed Schedule/Project Deliverables

Meeting #1	Obtain / Provide Information and Documents Request List Distribute and finalize draft of survey instrument	Already Completed August 17, 2007
Meeting #2	Review preliminary population data with the Project Team,	August 17, 2007
Meeting #3	Review drafts of completed sections of the needs assessment	August 31, 2007
Meeting #3	Conduct Survey Interviews and Seek clarification on data. Continuing review of drafts of written findings with Executive Steering Committee to include additional sections of the Needs Assessment,	September 14, 2007
Meeting #4	Finalize report findings	September 28, 2007

EXHIBIT B
PAYMENT SCHEDULE

TRG Consulting shall submit invoices on a periodic basis, showing the work performed and the fee per task, as set forth below:

Task

1	Project Start	\$530.00
2	Review Documents	\$970.00
3	Survey, Visit, Inventory	\$2,680.00
4	Population Analysis	\$430.00
5	Needs Assessment	\$15,920.00
Needs Assessment Only		\$20,530.00
w/ Formal Presentation (Option)		\$2,680.00
<u>TOTAL PROJECT COST (w/Option)</u>		<u>\$23,210.00</u>