



"Planning for Excellence..."

Stanislaus County

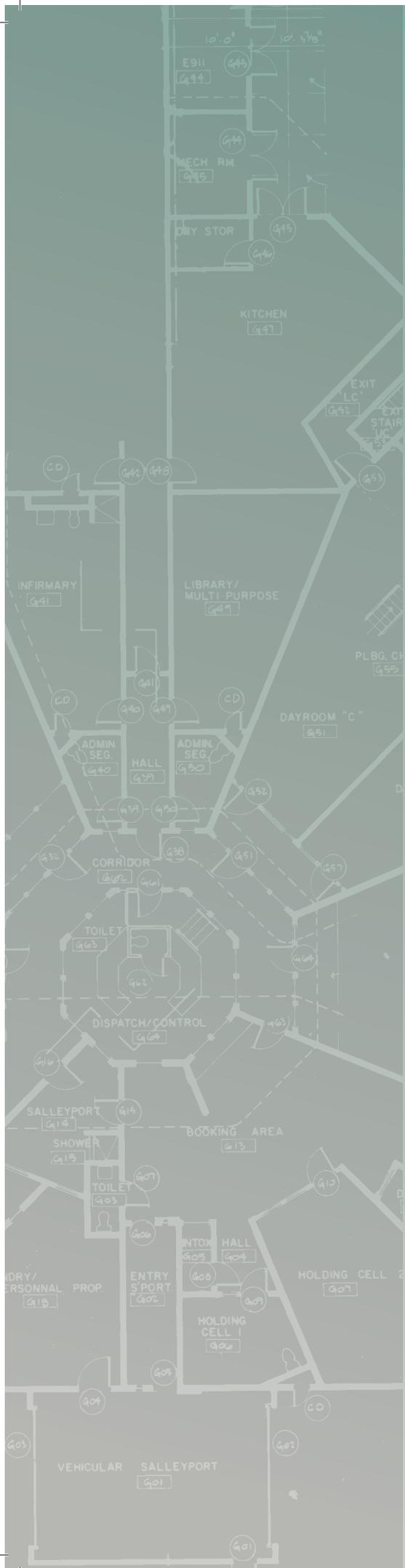
Adult Detention Needs Assessment

2011 Update

October 2011



Crout & Sida in association with Rosser International, Inc.





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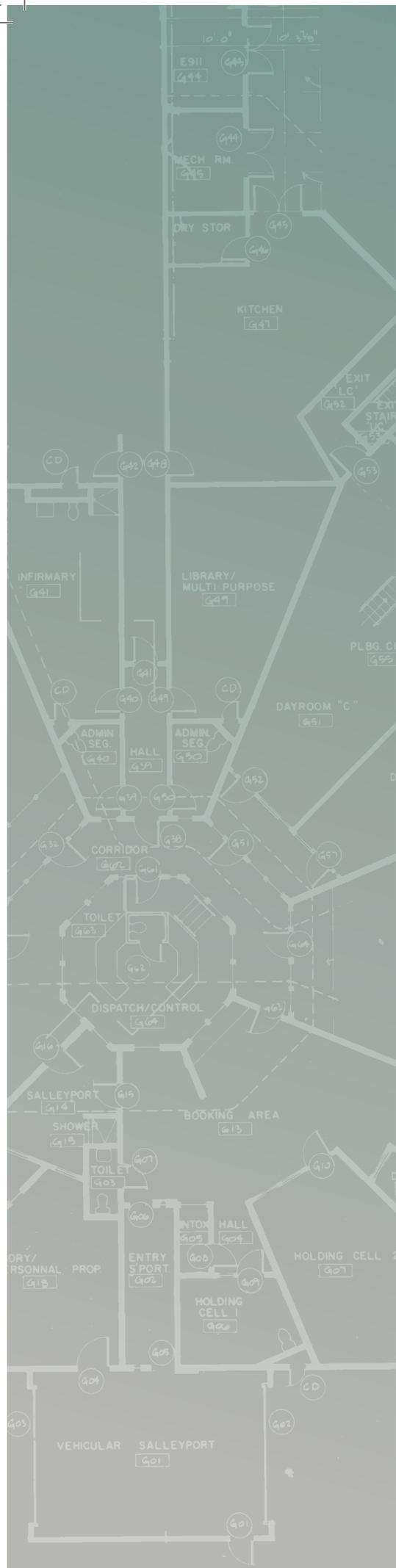
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Executive Summary



EXECUTIVE SUMMARY

On June 26, 2001, TRG Consulting completed a Jail Needs Assessment for the Stanislaus County Detention System. Based upon that work, Crout & Sida Criminal Justice Consultants Inc. in association with Rosser International, Inc. completed and presented the County with the *Public Safety Center Expansion Operational and Architectural Program and Site Master Plan* in 2008. Since that date, a number of significant events have occurred including: the downturn in the economy resulting in staff Reduction in Force (RIF); the closing of several housing units and associated release of inmates due to this RIF; a fire at the Honor Farm where two housing units with 140 rated beds were destroyed; and perhaps most significantly AB109 *Realignment* where inmates previously sent to State Prison for up to three years would be housed in the Detention System instead.

AB 900, a bill that allocates funding for the construction of County Detention Facilities, was recently amended to allow counties to pay a reduced "match" and make additional State funds available. Stanislaus County Decision makers see AB 900 as an opportunity to remedy some of the deficits in the Detention System and are aggressively competing for these funds. Consequently, the County hired the firm of Crout & Sida Criminal Justice Consultants Inc. associated with Rosser International, Inc to complete updates for both the TRG 2007 Needs Assessment and the 2008 Master Plan.

The Stanislaus County Detention System contains three detention facilities: the Main Jail, the Public Safety Center, and the Honor Farm. The 2007 Needs Assessment reported that the Stanislaus County Detention System had a total of 1492 beds. For this report, we deducted the beds lost in the 2010 Honor Farm Fire, the beds lost at the Honor Farm due to conditions, and the non-Title 24 compliant beds we found for a total of 1252 design capacity beds. By deducting the non-rated beds from the total, the Detention System has a total of 1226 rated capacity beds as of October 2011.

The overall design goals for the Detention System should be to consolidate all detention services at the PSC. This will involve:

- Constructing the 192 beds minimum security Honor Farm replacement facility at PSC.
- Mothballing the Honor Farm for possible future use as a fire camp.
- Constructing maximum security housing at PSC.
- Constructing medical and mental health housing and services at the PSC.
- Constructing support functions (Intake/Release, Administration, Central Control, etc) at PSC.
- Eventually constructing sufficient maximum security beds at the PSC to allow for the Main Jail to be closed as intake/release and housing units.



The current inmate population in the Detention System is of a higher classification level, sicker and more mentally ill since the 2007 Needs Assessment. A number of factors contribute to this, not the least of which is the decline of the average daily population (ADP) due to housing units closed by the RIF. To determine which inmates to release due to this lack of capacity, the Sheriff's Office completed a risk assessment on eligible inmates. Only the ones that posed little or no risk to the community were released to bring the ADP down to a manageable level. Of particular concern is the fact that increasing numbers of inmates are being housed in units that are designed to house inmates at a lower classification level. In other words, we found that inmates needing maximum security housing units (to control and isolate them from more vulnerable inmates) are housed in medium security, while medium security inmates are often housed in minimum security housing units. This indicates that this is a Detention System that is out of balance with its inmate population. Realignment (AB109) will probably exacerbate this situation even more.

One of the direct effects of realignment will be the increased need for programs. County Detention Facilities have historically been designed and operated to hold primarily non-sentenced inmates and sentenced inmates for relatively short periods of time. Now, inmates may be housed at the County Detention Facilities for three years or more. This longer period of detention time will require that different types of programs and a wider variety of programs need to be developed. Currently, there is very little programs space at the Main Jail, and the PSC contains some for its current programs. Any addition to capacity will necessitate additional program space to be constructed at the PSC.

The final population projection presented in the Population Projection area of Section F is a conservative one. There are clearly numerous factors at work in the County that have kept the population artificially low in recent years. Because a true projection can only rely on available statistics and quantifiable data and not on the estimated calculation of the impact of external future factors, this projection cannot capture the full magnitude of probable increases in the inmate population. What is evident, however, based on the current inmate profile, is that even if the ADP were to grow only slightly, the County is facing a tremendous demand for maximum security housing. The current shortage of this type of bed, as well as the projected inmate increase and the impact of the State's Realignment Plan, will present a serious operational challenge as the County attempts to proactively manage in the future. The County must focus all of its future planning on closing the gap in the need for this type of bed.

As a part of the 2008 Master Plan, we completed a *Staffing Analysis* for the Stanislaus County Detention System. Since that date, there have been a number of housing units that have closed and staff laid off as a part of the RIF. Any future construction or re-activation of detention beds will need to take staffing into consideration. We are of the opinion that the numbers contained in the analysis are still valid.



The needs of the Stanislaus County Detention System are presently well defined. For the immediate future we recommend the following be constructed at the PSC:

- Two 192-bed maximum security housing pods (384 beds)
- A medical/mental health housing building with 144 beds
- Security Administration
- Health Services
- Site work
- Intake/Release Center
- Staff Support
- Central Plant (phase I)
- Community Corrections Center (Day Reporting)

The above will meet the projected population identified in this report together with the realignment inmates.

We further recommend the following to replace the Main Jail as an intake/release and housing detention facility. This will only address replacing this facility and not added inmate population. This will be constructed at the PSC:

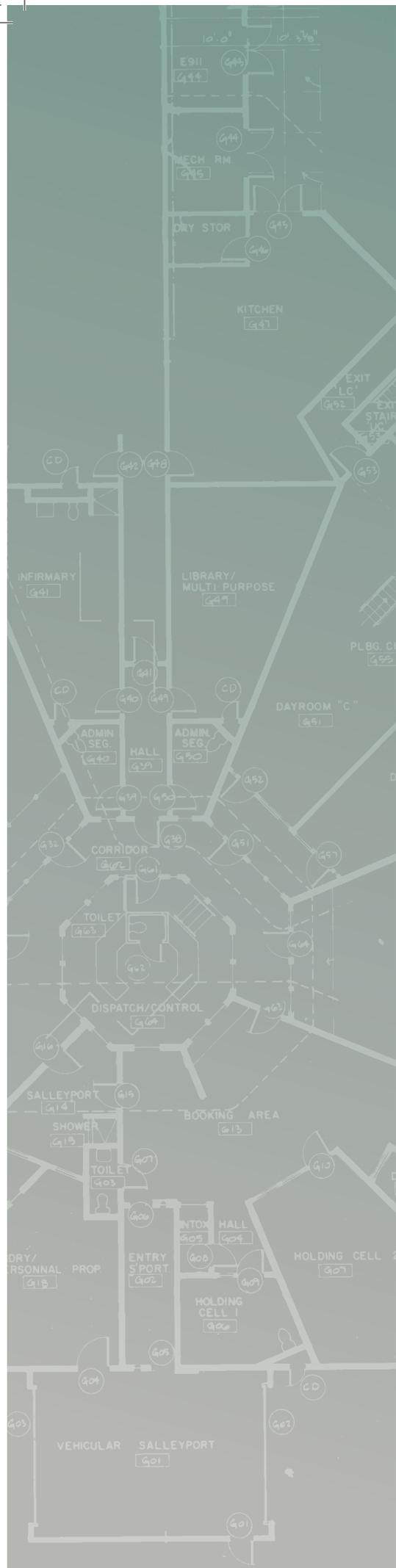
- Jail Administration
- Lobby/Visiting
- Two additional 192-bed Maximum Security Pods - 384 beds
- Central Plant (Phase II)
- Site Work

Finally, as the inmate population increases where there is a need for additional detention beds, we recommend the following for the PSC:

- Four additional 192-bed Maximum Security Pods - 768 beds
- 1 1/2 additional Medium Security pods - 378 beds
- Site Work
- Programming

Ultimately, we acknowledge that the County can only address what it can afford to construct and operate. The most critical need that we see, besides adding beds, is to add maximum security beds.

This Updated Needs Assessment was completed to augment the 2007 TRG Needs Assessment, and not completely replace it. Therefore, we recommend that both the 2007 and the 2011 Updated Needs Assessments be kept together to provide a comprehensive view of the Stanislaus County Detention System.



Section A Elements of the System



SECTION A ELEMENTS OF THE SYSTEM

The Stanislaus County Sheriff's Office currently operates three separate detention facilities as elements of its "detention system". The three detention facilities include:

- Men's Jail (MJ) located at 1115 H Street, Modesto, CA 95354 (Downtown Modesto)
- The Public Safety Center (PSC) located at 250 East Hackett Road, Modesto, CA 95358 (Suburban Modesto)
- The Honor Farm located at 8224 West Grayson Road, Modesto, CA 95384 (Rural Stanislaus County).

The MJ was constructed in 1955 and is the central intake facility of the county. The housing units in this facility are of the old linear design with open bars and long corridors. This facility is three stories high with the exercise yard located on the roof. The Corrections Standards Authority rates this facility at 342 beds while a Federal capacity limit is 372 beds. Most of the higher security inmates are housed at this facility due to the cell configurations and remote supervision. The MJ is old, outdated and inefficient.

The PSC is a newer facility that takes advantage of modern podular designed housing units. The campus contains a three-dorm, 192 bed minimum-security housing units located approximately 500 yards from the main facility. One of the 64-bed dorms was recently taken out of service due to a reduction in force (RIF) or staffing reduction. The main facility contains a total of six housing units. Five housing units are medium security, direct-supervision single and double occupancy cells. The sixth unit is a mixture of single and double occupancy cells, maximum security beds (40), medium security beds (40) and (24) non-rated mental health beds. The total rated capacity for these units is 702 beds.

The Honor Farm is a minimum security facility that is located in the rural area of Stanislaus County. This facility was constructed in 1967 and originally contained four barracks buildings with a rated capacity of 322 Beds. Three of the barracks were rated at 70 beds each (dorm housing), and one barracks with a capacity of 112 beds. On June 26, 2010, two of the 70-bed dorms were destroyed by a fire. This resulted in a reduced maximum rated capacity of the 182 beds. The remaining dorms (#3 and #4) continue to house a small minimum security population.

The Corrections Standards Authority provided rated capacities (RC) for all detention beds in jails in California. Their RC is based upon the existing space in a given jail and its compliance with the Title 24, California Code of Regulations (CCR) Standards that were in effect at the time the facility was constructed. Occasionally less restrictive standards will be adopted and the county then has the option to comply with these less restrictive standards which may increase the RC of the facility. Finally, there are a number of holding and "special use" cells (such as holding, medical, and



disciplinary isolation cells) that are not counted in the RC of the facility. These cells are not counted as the RC because the cells are not operationally used to house general population inmates, rather they are used to fulfill a special need.

The 'design capacity" (DC) includes all of the cells in a facility that meet Title 24 CCR standards. Since special use cells, or non-rated cells, cannot be used by the general population and this special population often fluctuates, we prefer to use the CSA's RC for each of the facilities. However, to ensure that all beds are counted and to attempt to alleviate any confusion, we will provide numbers for both the RC as well as the DC. **This is particularly important since this Needs Assessment will recommend medical/mental health beds (special use beds) that will not be add to the RC of the facility, but will be part of its DC.**

As a baseline, the following represents the current rated capacities of the three detention facilities. These are the number of CSA rated beds as of October 2011.

CSA Jail Bed Rated Capacities (RC)

	Single Cell Beds	Double Cell Beds	Dormitory and Multiple Beds	Total Rated Beds
Main Jail	65	0	154 + 223 = 277	342 ²
Public Safety Center	142 ³	368	192	702
Honor Farm	0	0	182	182
Totals	207	368	651	1226

The following chart represents the DC for the three facilities that meet the Title 24 CCR Standards with the number of "special use beds" included in the totals.

CSA Jail Bed Design Capacity (DC)

	Total Rated Beds	Special Use (non-rated) Beds	Total Design Capacity
Main Jail	342	2	344
Public Safety Center	702	24	726
Honor Farm	182	0	182
Totals	1226	26	1252

¹ The MJ contains the only multiple cells in the system (old standards)- which are similar to dormitories

² The MJ has a federal cap of 396 beds, 39 single cells identified above have double occupancy

³ PSC Building B contains 24 additional single beds that are not CSA rated due to their "special use"



Since the 2007 TRG Needs Assessment, there have been a number of changes to the RC of the detention system. Some of these changes have been physical and some operational. Within the parameters of this Needs Assessment, we will only identify the changes to the RC based upon physical changes to the physical plants.

The 2007 TRG Needs Assessment provided a table on page A 1 which was used to develop the 2007 baseline bed count. These numbers reflected both Title 24, CCR RC, Title 24, CCR DC **and beds that were present that were not in compliance with Title 24 CCR**. The following chart identifies how the numbers of beds included in the 2007 Needs Assessment has changed to what the above tables show...

Historic Detention Bed Capacities

Year	Main Jail	PSC	Honor Farm	Totals	Notes
2007 TRG Numbers	396	726	370	1492	Numbers reflect the Design Capacity for the detention system plus non-Title 24 CCR compliant beds.
2008	396	726	(-32) 338	1460	HF Barracks 4 partial closure due to conditions.
2010	396	726	(-140) 198	1320	HF fire removed Barracks 1 and 2.
2011	(-52) 342	726	(- 16) 182	1252	This represents deducting the non-compliant ⁴ beds. This is the Design Capacity (DC).
2011	(-2) 342	(-24) 702	182	1226	This represents deducting the non-rated, Title 24 compliant beds to give the Rated Capacity (RC).

Urgent Service Gap in Adult Criminal Justice System

The TRG 2007 Needs Assessment identified six main urgent service gaps. The first identified additional beds that are needed to meet the near future needs. This updated report finds that this is only partially true. The most pressing need for the Stanislaus County Sheriff's Office Detention System is maximum security beds. These beds are needed both as an addition to the PSC facility as well as replacement beds to ultimately phase out MJ. TRG's five bullet points on the top of page A2 are still valid. Those points include:

- The antiquated linear design of MJ makes it difficult to manage and control and expensive to operate.

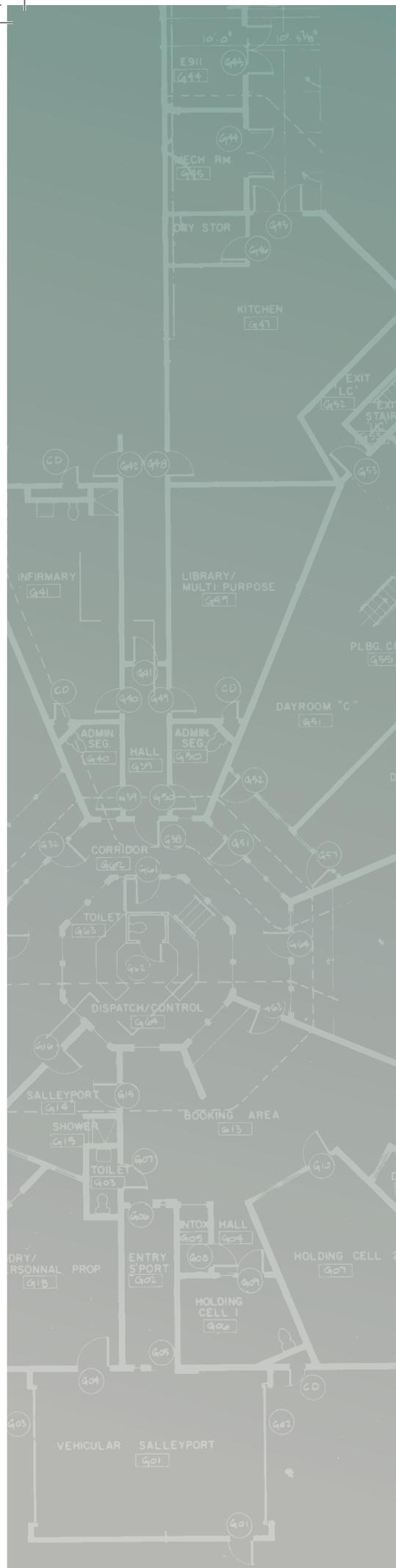
⁴ Non-compliant beds are not in compliance with Title 24 CCR standards.



- The HF lacks the security necessary for the type of inmate housed there.
- The age of MJ requires extensive maintenance with many replacement parts for key systems no longer available.
- The cells at MJ are not designed to house today's more violent offender. In addition, the facility has a number of suicide hazards that are inherent with this design
- The overall design at MJ does not meet today's standards.

In addition to these issues the following are added to this updated report.

- The reduced size of the Honor Farm, together with its location, makes it less economical to operate given the reduced economies of scale.
- Far too many inmates are housed in housing units that are below the security level required by their classification due directly to a lack of maximum security beds (see later chapters).
- The Intake/Release area at MJ is inadequate for the number of inmates processed and a new area should be added to PSC as a replacement.



Section B Operational and Design Philosophy



SECTION B OPERATIONAL AND DESIGN PHILOSOPHY

The TRG 2007 Needs Assessment identified a "goals and objectives" statement taken from the Adult Detention Division Policy Manual (number 1-1) that was last reviewed on March 5, 2004. Since 2007, a new set of "goals and objectives" was been adopted on 04-01-2011. This set of goals and objectives presents the Stanislaus County Sheriff's Office current philosophy.

- The Stanislaus County Sheriff's Adult Detention facilities were designed and constructed to provide the citizens of Stanislaus County with safe and secure facilities that either comply with or exceed standards articulated by local, state, federal, and professional government agencies.
- The Stanislaus County Sheriff's Department will maintain lawful, secure, and humane detention of persons held in custody within Stanislaus County. Written documentation describing the Division's philosophy, goals, and policies will be updated as necessary and reviewed annually. Adult Detention staff shall participate in the development and implementation of the Division's goals, objectives, policies, and procedures.
- Alternatives to incarceration shall be utilized and remain consistent with our responsibility to ensure public safety and to protect inmate rights. Inmates shall be classified in a manner that enhances overall facility security while providing safety to the public. While considering public safety as well as facility security, inmates shall also be classified in a manner that provides safe, secure, and humane housing.

The Mission Statement

"We, the members of the Stanislaus County Sheriff's Department are dedicated to serve and protect the community through the highest standards of professionalism and ethical conduct by ENFORCEMENT, PREVENTION and EDUCATION in partnership with the community."

Procedure

- 1) General facility operation is designed to ensure, that those remanded to the custody of the Stanislaus County Sheriff, are provided with safe, secure, and humane treatment consistent with applicable standards, laws and judicial decisions.
- 2) Medical and mental health care, nutritious meals, and a hygienic clean environment will be provided to inmates in the custody of the Stanislaus County Sheriff. Religious materials

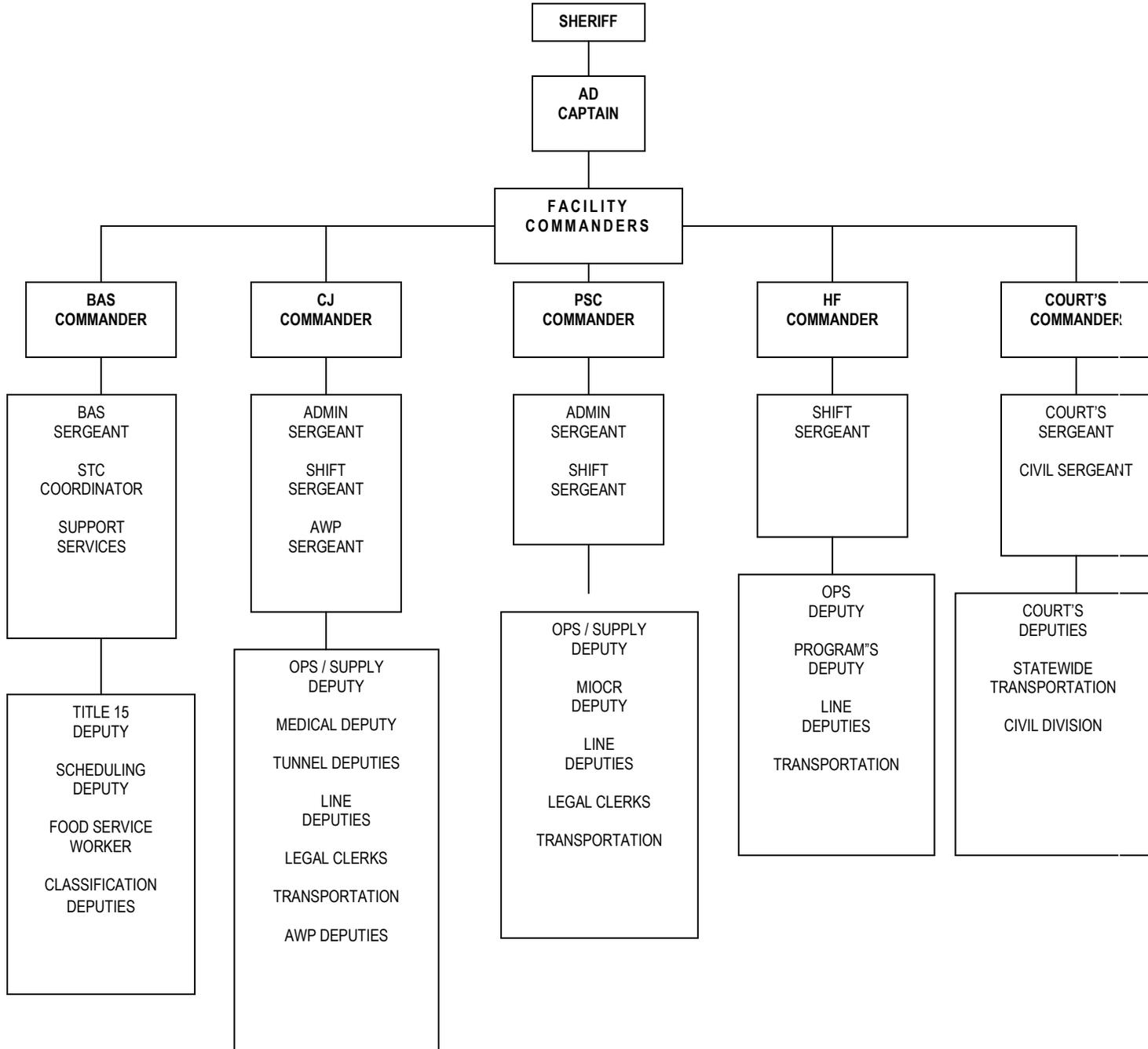


and counseling as well as educational opportunities shall be provided to inmates where security permits.

- 3) The continuity of family and community contact will be encouraged by appropriate policies governing visiting, telephone usage, volunteer involvement and mail.



Stanislaus County Sheriff's Office Organization Chart Detention Division

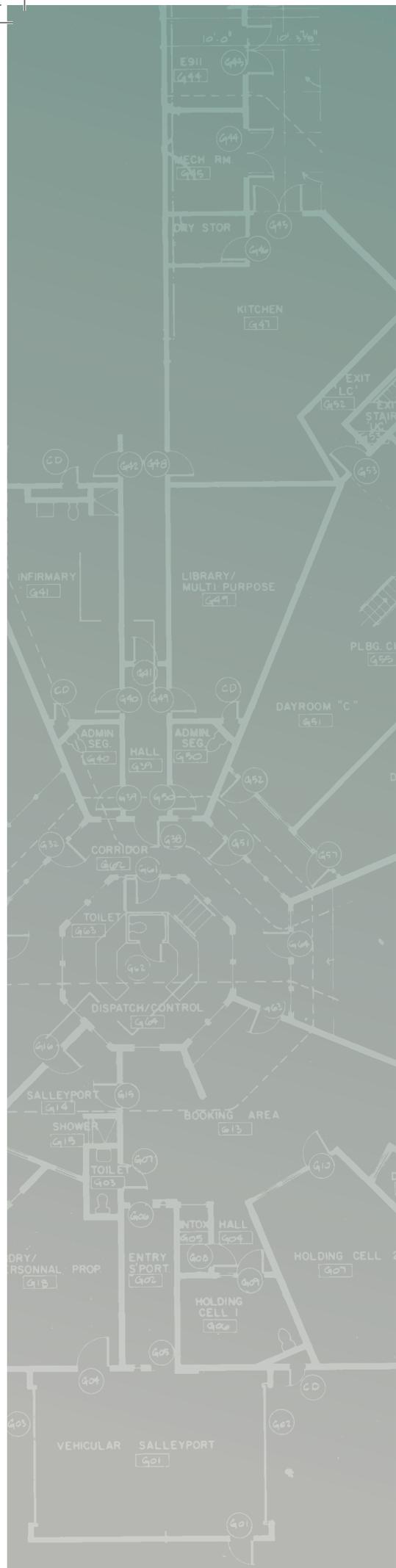




The TRG 2007 Needs Assessment identified the "Design Goals for the New Adult Detention Beds and Support Spaces" on page B-2 of the report. There are twenty bulleted items beginning on page B-2 and ending at the top of page B-3. With the exception of the final two bulleted items (double fencing and court suite) the items remain valid. In addition to these we need to add the following:

- Replace all minimum security housing current located at the Honor Farm with (182 beds - remaining after the fire) 192 minimum security beds at the PSC.
- Mothball the Honor Farm for possible future use as a "fire camp."
- Replace all of the current Main Jail beds with new housing units, intake and support areas at PSC, thus consolidating all detention activities at PSC.
- Consider converting the Main Jail as a court holding facility.
- Focus on video visiting to provide a majority of all visiting at PSC.

The *Construction and Administrative Work Plan* described by TRG on the middle of page B-3 through B-5 remains valid as a generic design process.



Section C Current Inmate Population



SECTION C CURRENT INMATE POPULATION

Introduction

The information presented in this chapter, collected from both the Stanislaus County Sheriff's Department and the California Department of Corrections and Rehabilitation, Corrections Standard Authority (CSA) portrays a significant change in the type of inmate currently housed in the County's facilities. Recent trends are illustrated in this section in the areas of:

- Persons Booked in Facilities
- Average Daily Population
- Female Inmates
- Average Length of Stay
- Unsentenced and Sentenced Inmate Numbers
- Inmates Awaiting Transfer to State Prison
- Inmates Released Due to Lack of Housing Capacity
- Felony versus Misdemeanor Comparison
- Population by Security Level
- Sick Call Occurrences
- Inmates on Psychotropic Drugs
- Recent Inmate Classification Levels

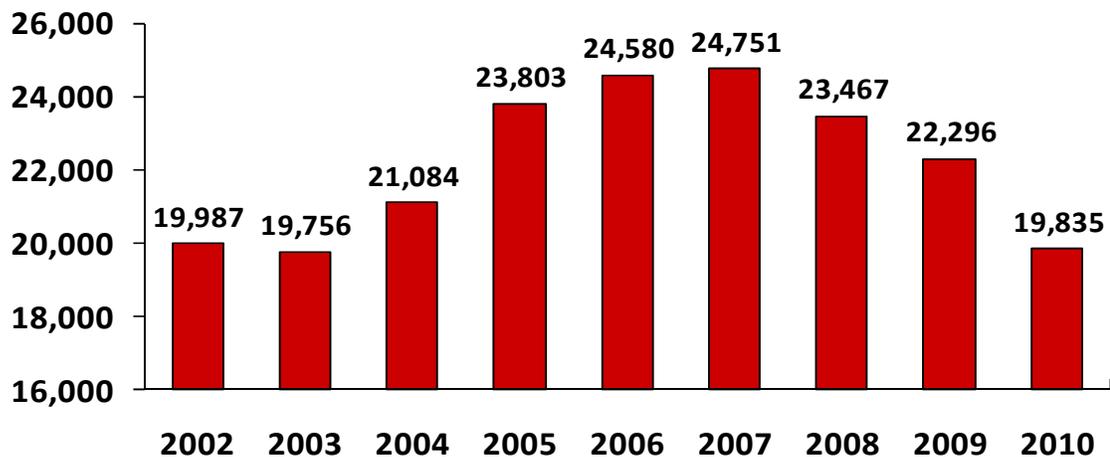
The graphs provide snapshots of the current population and provide a broad overview of the characteristics of the population during the last decade. The major findings are summarized in the conclusion of this section.



Persons Booked into Stanislaus County Adult Detention Facilities

The population in adult detention facilities is driven by the number of admissions to those facilities and length-of-stay. The number of persons booked into detention was higher in 2007 than in any other year in the last decade, at 24,751. Bookings have declined in each of the last three years, however. In 2010, bookings totaled 19,835 for the year and were the lowest recorded since 2003. This represents a decline of 19.9% in admissions to detention from 2007 to 2010. The downward trend in admissions is affecting the County's overall detention population.

Persons Booked into Stanislaus County Adult Detention Facilities



Source: California Board of Corrections Monthly Jail Profile Survey

Note: Year 2010 represents 6 months of data x 2.

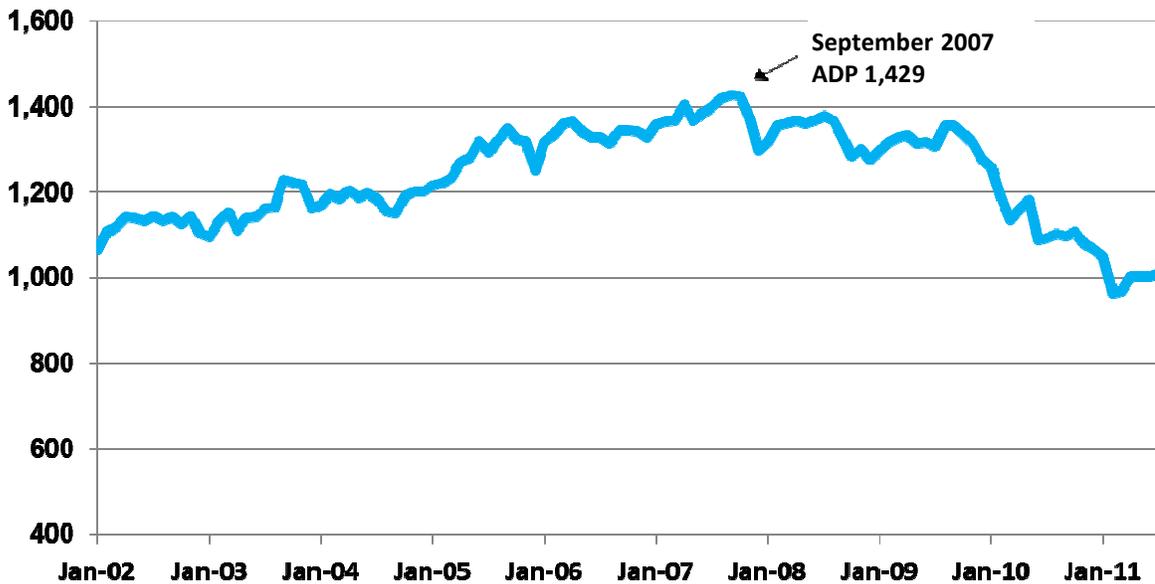
The booking numbers have been impacted by recent edicts from the Sheriff's Department in order to address capacity limitations (see pages F-9 and F-10, Section F). This Cite and Release Policy has been particularly instrumental in reducing bookings.



Stanislaus County Adult Detention Facilities' Population

The average daily population (ADP) in Stanislaus County's adult detention facilities was examined for the nearly ten-year period from January 2002 through July 2011. The detention population reached its peak in September 2007, when it averaged 1,429 for the month. The population declined from an average of 1,384 in 2007 to 1,130 in 2010, a decrease of 18.4%. Most of this decline, however, occurred from 2009 to 2010. From January through July 2011, the population continued to run below 2010 population levels.

Stanislaus County Detention Average Daily Population (ADP) by Month



	2002	2003	2004	2005	2006	2007	2008	2009	2010	June 2011 ¹
ADP:	1,125	1,161	1,186	1,284	1,338	1,384	1,339	1,322	1,130	999

Source: California Board of Corrections Monthly Jail Profile Survey

Note: 1. Source - Stanislaus County's Sheriff's Department

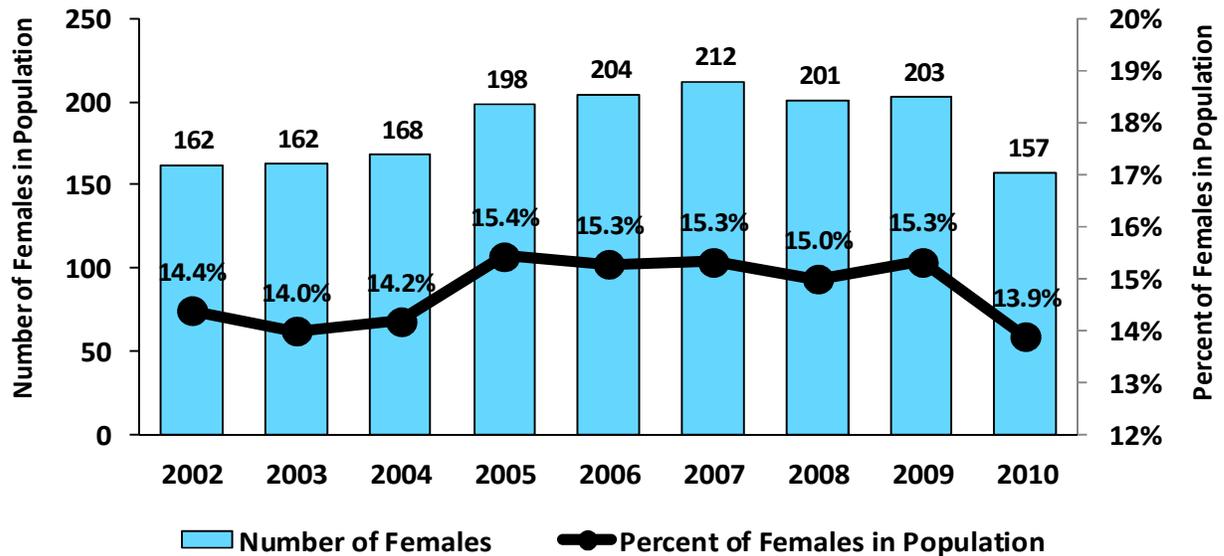


Female Inmates in the Stanislaus County Adult Detention Facilities' Population

The number and percent of females in the County's detention population is shown below. From 2005 through 2009, the average number of females each year ranged from 198 to 212. Females represented 15.0% to 15.4% of the population during this period. The peak number of females in the average monthly population was 223.

In 2010, the average number of females decreased to 157, or 13.9% of the population.

Stanislaus County Detention Average Daily Population (ADP) of Female Inmates



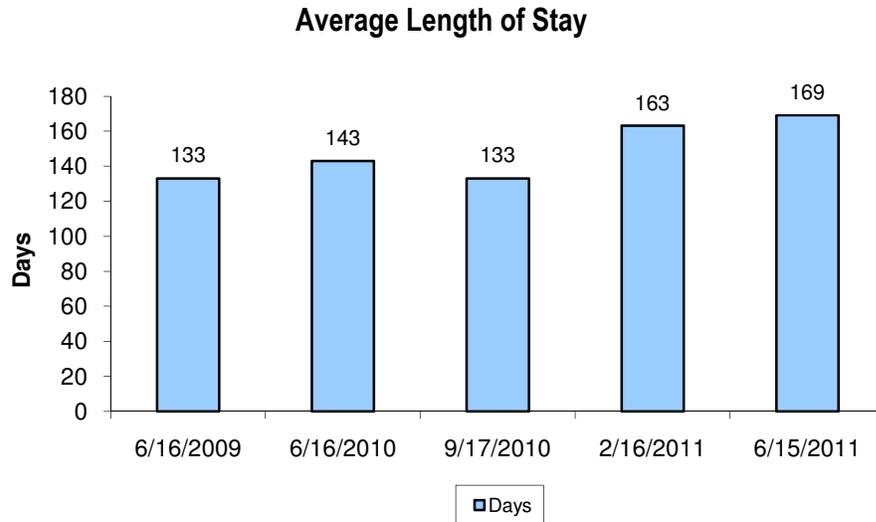
Source: California Board of Corrections Monthly Jail Profile Survey

A partial explanation of the drop in the female population has to do with the closure of the Women's Unit, Housing Unit I (HUI), which occurred on January 29, 2011. This resulted in a loss of 86 medium security beds.



Average Length of Stay

The average length of stay is highlighted below for recent history.



Source: Stanislaus County's Sheriff's Department.

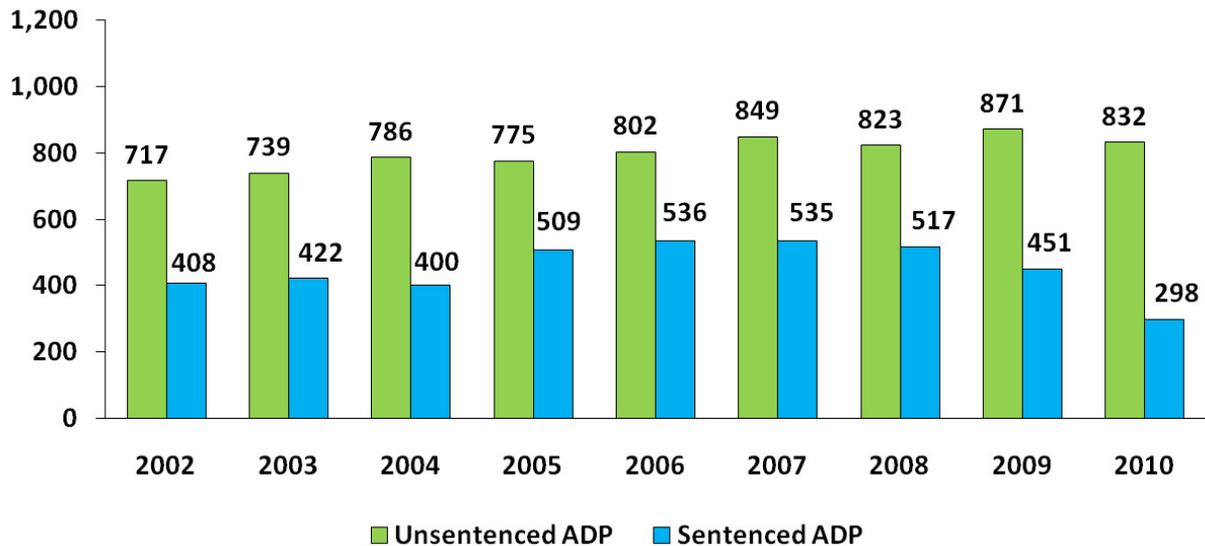
The last nine months has shown an upward trend in the length of incarceration. Length of stay is a major contributing factor to bed demand and if this trend continues, a correlated increase in ADP will result.



Stanislaus County Adult Detention Facilities' Population by Court Status

The Stanislaus County detention population was examined by population categories to identify any pertinent trends. Categorizing inmates by court status (unsentenced or sentenced) reveals that the downward trend in the overall detention population is being driven by the decline in the number of sentenced offenders in the population. While the number of unsentenced inmates held in detention has fluctuated over the last four years, the number of sentenced inmates fell 44% from 2007 to 2010.

**Stanislaus County Detention Average Daily Population (ADP) of
Unsentenced and Sentenced Inmates**



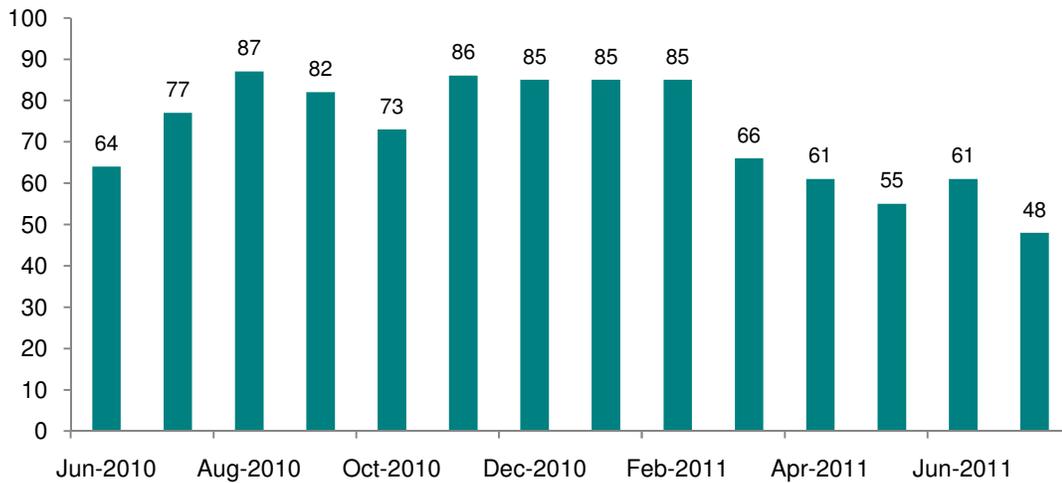
Source: California Board of Corrections Monthly Jail Profile Survey



Inmates Awaiting Transfer to State Prison

The number of inmates who are awaiting transfer to State Prison is shown below for the last 18 months. ***The variation by month is insignificant. These inmates, however, are taking up critical bed space, particularly considering the County's recent closure of housing based on the reduction in work force.*** Currently, approximately a little less than 5% of the total ADP is made up of inmates awaiting transfer to State Prison.

Inmates Awaiting Transfer to State Prison



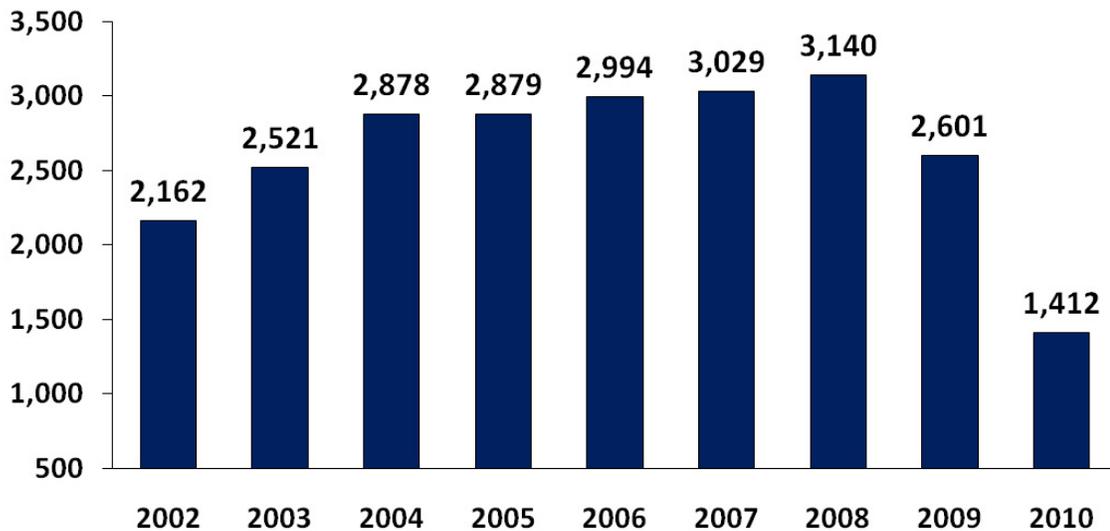
Source: Stanislaus County Sheriff's Department



Inmates Released Due to Lack of Housing Capacity

The number of sentenced inmates released due to a lack of housing capacity peaked in 2008 at 3,140 for the year. The number of these released inmates has since declined, dropping significantly from 2009 to 2010. In 2010, the number of sentenced inmates released due to lack of housing was less the half the number released in 2008.

Number of Sentenced Inmates Released Due to Lack of Housing Capacity



Source: California Board of Corrections Monthly Jail Profile Survey

A detailed explanation of the factors impacting this phenomenon is provided in pages F-13 through F-14 in Section F.



Inmates Requiring Psychotropic Medication

The number of inmates requiring psychotropic medication while under the supervision of the detention staff is charted below and is compared to the average daily population for the same period.

Inmates Requiring Psychotropic Medication Compared to the Average Daily Population (July 2010 – June 2011)

Date	Inmates Requiring Psychotropic Medication	Total ADP	Medicated Inmates as a Percentage of Total ADP
Jul-2010	150	1,094	13.7%
Aug-2010	144	1,102	13.1%
Sep-2010	147	1,099	13.4%
Oct-2010	170	1,108	15.3%
Nov-2010	119	1,080	11.0%
Dec-2010	118	1,065	11.1%
Jan-2011	114	1,050	10.9%
Feb-2011	109	964	11.3%
Mar-2011	115	968	11.9%
Apr-2011	112	1,003	11.2%
May-2011	106	1,004	10.6%
Jun-2011	108	1,003	10.8%

Source: Stanislaus County Sheriff's Department.

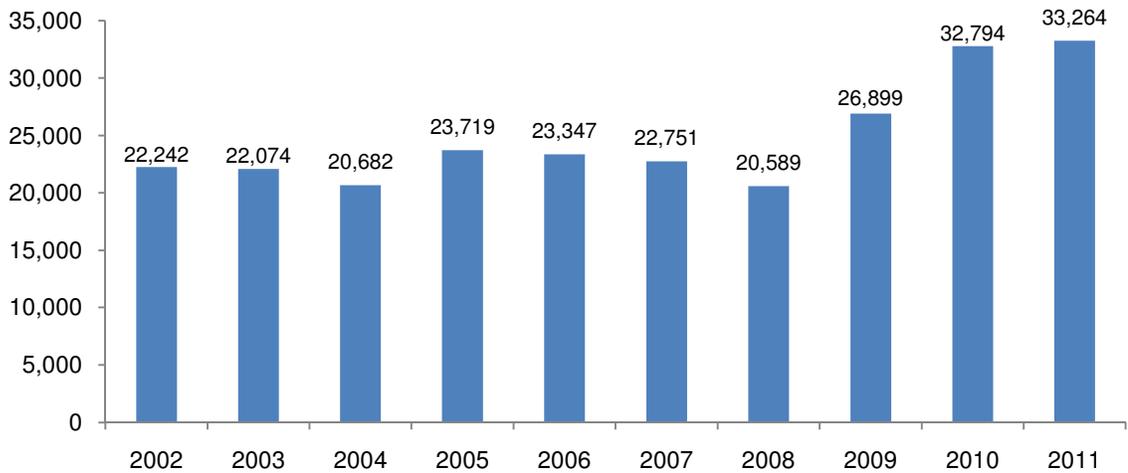
As shown in this two-year period, while the population has ranged from a low of 964 to a high of 1,108, ***there has not been less than 10.6% of the inmate count on psychotropic medication at any time. The high percentage of inmates requiring this level of medical treatment presents obvious management and housing issues.***



Inmates Participating in Sick Call

The number of inmate sick calls is charted below. As is shown, there has been a dramatic increase in the number of sick call visits from 2008 until 2011. During the period from 2008 to 2010 (which reflects documented, rather than estimated, 2011 final counts), 39% more calls occurred.

Sick Call Occurrences



Source: Stanislaus County Sheriff's Department

Note: Year 2011 estimate represents a 7-month average (January-July) multiplied times 12.

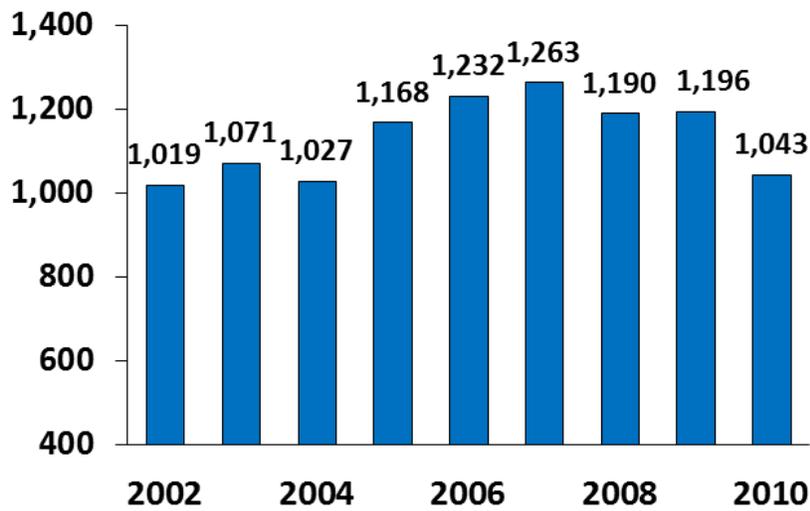
This trend, like the mental health trend and use of psychotropic drugs, is indicative of the evolving population to an older, more health plagued population which requires more treatment facilities with associated and appropriate housing.



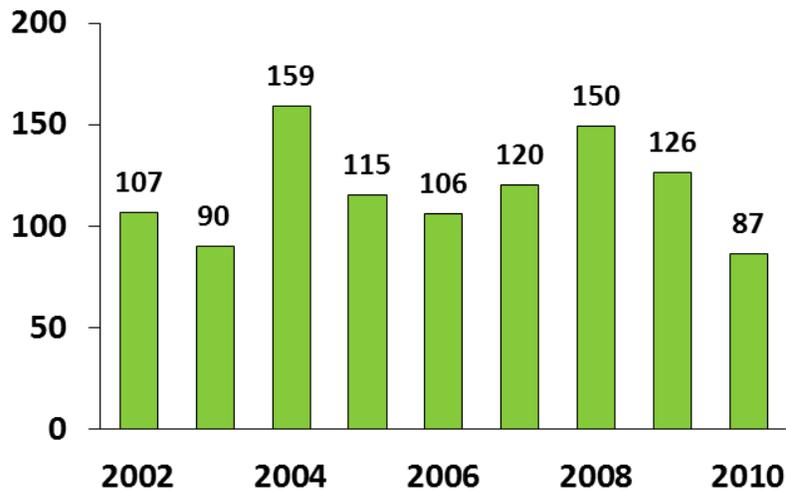
Felony versus Misdemeanor Comparison

The County's detention population was analyzed based on the seriousness of the charge for which the person was detained. Both felony and misdemeanor populations have declined in recent years. The number of inmates in detention for a felony charge has decreased overall since 2007, while the number of inmates with a misdemeanor charge has declined since 2008.

Stanislaus County Detention Felony Inmate ADP



Stanislaus County Detention Misdemeanor Inmate ADP



Source: California Board of Corrections Monthly Jail Profile Survey



Population Described by Security Level

Analyzing the population by security level is critical to detention facility planning. In reporting data to outside agencies in the past, Stanislaus County has chosen to report the security level of the ADP (average daily population) based on bed availability rather than classification. Classification is the only accurate metric that can be used for facility planning and is, therefore, the basis of this population profile.

Average Maximum Security Population Based on Classification

Year	Average ¹ Maximum Security Count	Total Maximum Security including Parole Violators Count	Average Total ADP	Maximum Security Count as a % of Total ADP
2007	412	526	1,384	29.8%
2008	420	547	1,339	31.4%
2009	427	610	1,322	32.3%
2010	441	591	1,130	39.0%
2011	419 ²	552 ²	999 ²	41.9%

Source: Stanislaus County Sheriff's Department

Notes:

1. Averaged through June 2011.
2. Maximum security classification is in part based on 187 PC status, 3 strikes status, maximum security status, gang members or gang dropouts, and other relevant criteria.



Classification

The initial classification assessment occurs during the intake process for all newly admitted inmates. Inmates are interviewed, screened and assessed according to several risk and need factors including sex, age, criminal sophistication, seriousness of the current charges, physical or mental health needs, gang affiliation and other criteria. This initial classification guides the level of supervision required for each inmate and thus determines their initial housing assignment. All classification decisions are finalized by the on-duty Classification Deputy within 72 hours after intake.

Classification/Custody Levels

Classification and corresponding housing needs are as follow:

Maximum Security / Administrative Segregation

Considerations: History of escape, assault of staff or other inmates, criminal gang activity, disruption of the operations of the facility, needing protection from other inmates; current charge of murder (187 PC) and other egregious crimes; criminal gang activity.

Recommended Housing Assignment: Single or Double Cell.

Segregation

Considerations: Nature of offense is heinous, such as armed robbery, home invasion, drive-by shooting, and extortion. Gang member.

Recommended Housing Assignment: Single or Double Cell; Segregated from other Gang members, co-defendants, prior gang affiliates, or other inmate groups for safety or protection.

Sub-Categories of Segregation:

Norteno/Northern Structure: Self-reported or documented member of the Norteno Gang.

Sureno: Self-reported or documented member of the Sureno Gang.

Northern Riders: Self-reported or documented member of the Northern Riders (former inmates previously housed in protective custody).

Drop-Outs/Protective Custody: Drop-outs are those who have renounced their gang ties; Protective Custody (PC) are those unable to function in general population.

Three Strikers – At least two prior commitments, subject to three strikes commitment if convicted of current charges.



Levels 1-5

Considerations: Nature of offense, behavior and prior classification history if applicable. Level 5 is Maximum Security; Level 1 is Minimum Security. Other factors for housing assignment for Levels 1-5 include level of supervision and perimeter security of the facility.

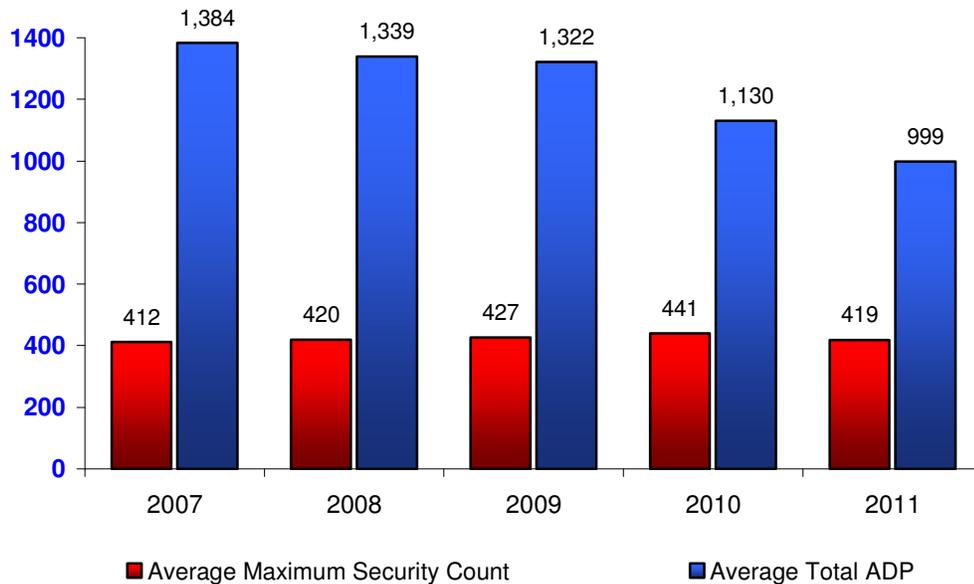
Recommended Housing Assignment: Dormitory, Dormitory Cell of 12 beds, Multiple Occupancy Cells (various sizes), Double Cells.

Limitations of Classification due to Housing Availability

Housing assignments are currently made based on classification, within the limitations of the number and type of beds available. Since the number of maximum security, administrative segregation, and segregation beds – single or double beds – is limited within the existing facilities operated by the Stanislaus County Sheriff's Department, housing assignment cannot follow classification guidelines. Serious and violent offenders and gang affiliates are currently housed in dorm cells, which have a capacity of 12 beds. Drop-Outs and Protective Custody inmates are housed in the same unit – which poses a risk to those inmates who need protection from those predator inmates, who could possibly also be included in the Drop-Out population.

Stanislaus County is forced to house higher classifications of inmates in lower security settings. This poses a threat to the safety and security of the staff, visitors and inmates in these facilities. The following chart displays the percentage of inmates within the inmate population who are classified as Maximum Security, regardless of actual assignment to less secure housing units.

Average Maximum Security Population Based on Classification



Source: Stanislaus County Sheriff's Department

Shown graphically and in the table above, the upward trend and significant increase of over 10% in maximum security inmates as a percentage of ADP from 2007 to 2011 is readily apparent.

This upward trend, along with the sheer magnitude in numbers of this high custody inmate, will prove to be the driving factor in all immediate and future facility planning.



Recent Inmate Characteristic Trends

The most recent data depicting the key inmate characteristic trends has been summarized below. This chart tracks the changes in the percentage increase or decrease as related to the average daily population during this time.

In each of the profile characteristics identified below except gang dropout, there has been an increase from June 2009 until June 2011. During this period:

- 187 PC inmates increased by 2.4%.
- 3-Strike inmates increased by 1.5%.
- Mental health cases increased by 37%, meaning that 1 out of every 9 inmates currently has documented mental health issues. (This percentage is under reported.)
- Maximum security classifications increased by 4.3% (this percentage is not indicative of the true classification percentage of maximum security inmates).
- Gang membership (documented) increased by 1.3%, currently making slightly more than 1 out of every 12 inmates in the facilities a gang member.
- Unsented inmates being housed in the detention facilities increased by 12.2%.
- And finally, felony cases increased by 4.8%.

Profile Described as a Percentage of Total ADP

Date	Inmate Characteristics as a Percentage of ADP								
	187 PC	Mental Health Cases	3-Strike Inmates	Maximum Security Classification	Documented Gang Member	Gang Dropout	Unsented	Felony	ADP
June 2011	8.9%	11.2%	3.3%	6.8%	12.6%	9.5%	80.5%	95.4%	999
February 2011	9.6%	11.3%	2.7%	6.6%	13.3%	10.2%	82.7%	93.4%	973
September 2010	7.8%	12.1%	3.5%	5.1%	13.6%	11.6%	76.3%	91.7%	1,099
June 2010	7.9%	14.9%	3.1%	5.5%	13.1%	12.0%	73.3%	92.6%	1,090
June 2009	6.5%	7.5%	1.8%	2.5%	11.3%	10.7%	68.3%	90.6%	1,317

Source: Stanislaus County Sheriff's Department.



Each of these trends reflects the notably “hardening” of the inmate population. Gang association and mental illness, in addition to classification challenges based on bed availability, serve to further necessitate a higher level of housing for adequate management, security, and safety levels.

Summary

To briefly summarize the key findings of the analysis of the past and current inmate profile, the following observations can be made:

- The average daily population in Stanislaus County’s detention facilities decreased by 18.4% between 2007 and 2010.
- The total capacity of the Stanislaus County detention system, and a controlling factor in the lower ADP, has been reduced by 426 beds since 2007 because of a significant reduction in work force caused by the economic downturn.
- The number of persons booked into detention was higher in 2007 than in any other year in the last decade, but this number has declined in each of the last three years. From 2007 to 2010, admissions decreased by 19.9%. This is the result of several key factors.
- The number of unsentenced inmates held in detention has fluctuated over the last four years; however, the number of sentenced inmates fell 44% from 2007 to 2010.
- The average number of state inmates in detention awaiting transport has ranged from 48 to a high of 87 from June 2010 to July 2011, taking up a significant number of higher custody levels.
- The number of sentenced inmates released due to a lack of housing capacity has dropped since 2008; however, this correlated to a reduction in bookings and admissions as well as a change in the parameters of the Alternative Work Program.
- The number of inmates requiring psychotropic medication has ranged from 108 to 170 from July of 2010 through June 2011. The number has exceeded 10% of the population in every month during this period.
- Sick calls have risen significantly and are at an all time high in 2011. It is estimated that the total number of calls for the year will be 33,264.
- Inmate classifications, profile, and sentences have changed over time, indicating a higher custody inmate. Significant increases are shown on the following page.

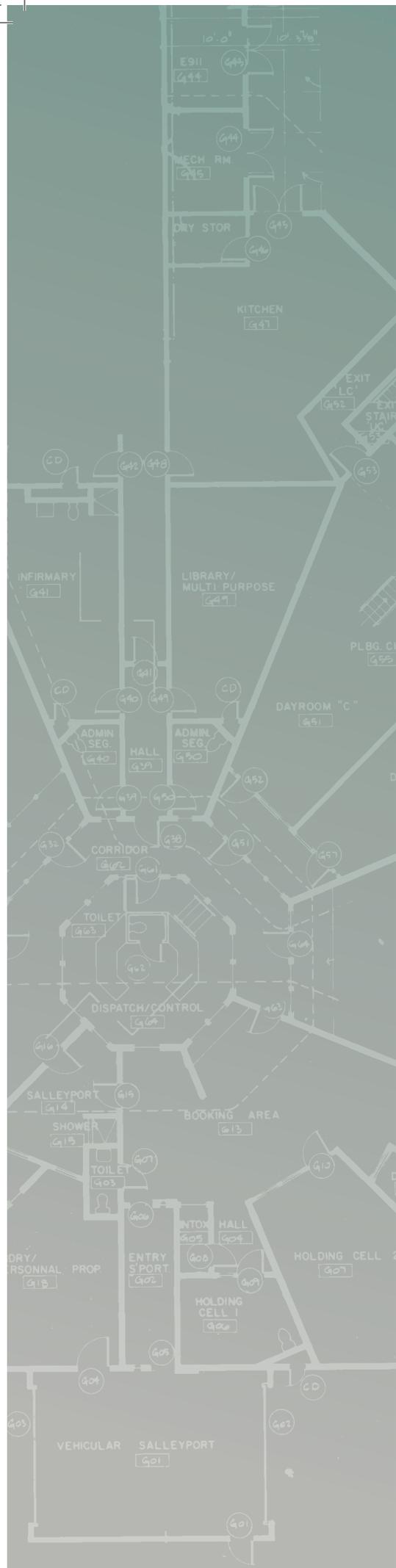


Inmate Profile as a Percentage of Total ADP									
Date	187 PC	Mental Health Cases	3-Strike Inmates	Maximum Security Classification	Documented Gang Member	Gang Dropout	Unsentenced	Felony	Inappropriate Housing Assignment¹
June 2011	8.9%	11.2%	3.3%	6.8%	12.6%	9.5%	80.5%	95.4%	24.7%
February 2011	9.6%	11.3%	2.7%	6.6%	13.3%	10.2%	82.7%	93.4%	21.2%
September 2010	7.8%	12.1%	3.5%	5.1%	13.6%	11.6%	76.3%	91.7%	27.2%
June 2010	7.9%	14.9%	3.1%	5.5%	13.1%	12.0%	73.3%	92.6%	21.9%
June 2009	6.5%	7.5%	1.8%	2.5%	11.3%	10.7%	68.3%	90.6%	14.9%

Source: Stanislaus County Sheriff's Department.

Note:

1. Inmates housed below their classification level based on bed availability.



Section D Classification of Inmates



SECTION D CLASSIFICATION OF INMATES

Introduction

Classification is the term given in a detention center for determining the relative risk that each inmate presents in terms of safety and security to staff, other inmates and the public. A standardized objective tool is used to determine the classification level of each inmate. This is essentially the same as doing a "risk assessment" on each inmate in the facility where the booking charge is only one part in determining the classification level.

Once the classification level is determined, the inmate may be housed in the proper level housing unit (maximum, medium or minimum security). The inmates are further segregated within each housing level based upon the safety and security of each inmate within that housing unit. Consequently, while minimum security inmates may be generally housed together in a dorm environment, maximum security inmates may need to be housed separately from other maximum security inmates - thus the need for single and double occupancy cells. Further, these inmates must be moved separately or in small groups which requires remote supervision environments in the detention facility (with secure control centers).

Clearly, this update to the needs assessment has identified the overwhelming need for both maximum security housing as well as medical and mental health housing as a primary need based upon the classification of current inmates. As identified in Section C, there are a relatively large number of inmates who are not properly housed, simply because of the lack of enough maximum security beds.

Background

Because the classification system is driving the need for a specific type of bed (maximum security), it is critical that the decision makers, who may not be completely knowledgeable of complexity of a classification system, to be provided information on how the system works in Stanislaus County. As a result, a Stanislaus County Detentions professional prepared the following:

All newly received inmates are initially classified objectively to determine their level of security and proper housing location. This process is known as the "initial classification assessment." The classification plan is designed to properly assign inmates to the appropriate housing according to the categories of sex, age, criminal sophistication, seriousness of crime charged, physical or mental health needs, gang affiliation, and other relevant criteria. The Intake Deputy will use all of the information obtained during the intake process to determine the inmate's



proper placement into a temporary holding cell. All the information obtained during the intake process will be delivered to the on-duty Classification Deputy, who will objectively classify the inmate with-in 72 hours after booking (classification assessment interview).

An inmate may be classified as Administrative Segregation or Maximum Security at the time of the classification assessment interview based on the criteria above, and more specifically, whether the inmate is prone to: escape, assaulting staff or other inmates, engaging in criminal gang activity, disrupting the operations of the facility; or, they are likely to need protection from other inmates. The inmate's custody / classification history will aid in making this determination.

All newly received inmates, charged with murder (187 PC) and other egregious crimes, are initially housed as maximum security. The classification plan has a process built into it that allows these types of inmates to request a downgrade in their classification. Unfortunately, classification downgrades are being over-used to remedy the current lack of bed space to properly house maximum-security inmates. Once requested or because of need, due to lack of bed space, a Classification Deputy may initiate a classification downgrade packet to downgrade the inmate's classification. If approved by the Classification Sergeant, the inmate's classification is downgraded and the inmate is housed in a general population bed, which in many instances is a severely lower level of housing. Currently, the facilities do not have the bed space to properly house every maximum-security inmate in a single cell or double cell.

Classification or segregation of inmates is not based on race, color, creed, or national origin. Currently, a large number of our jail population requires segregated housing or is made up of active and non-active gang members, also known as dropouts. To maintain the safety and security of inmates and staff as well as the good general order and overall operation of each facility, inmates with gang affiliation or requiring segregation are classified and segregated into several categories:

- Norteno/Northern Structure - There are almost 200 inmates identified in this classification, many of these inmates have committed heinous crimes in the community such as armed robbery, home invasion robberies, drive by shootings, and extortion. Due to a lack of bed space, the majority of the inmates in this classification are housed in dorm cells, which have a capacity of twelve inmates. Housing these types of inmates in a dorm cell is very difficult due to their criminal sophistication, organizational structure, and criminal mentality. An inmate must claim affiliation or be documented, by a Classification Deputy or Gang Intelligence Deputy, to be classified as a Norteno gang member.*
- Sureno - There are approximately thirty inmates identified in this classification. As with any other affiliated gang member, these inmates pose significant challenges in their housing. They must be kept segregated for their safety from the Norteno population, other gang dropouts and other active gang members.*
- Northern Riders – This is a newly documented and court validated criminal street gang classification in Stanislaus County. This gang evolved from inmates who were previously*



housed and classified as dropouts in segregated protective custody housing. As with all of the other gang classifications, they pose a significant challenge to house. Due to a lack of bed space, the majority of the inmates in this classification are housed in dorm cells, which have a capacity of twelve inmates. Some have also been moved into the Special Handling Unit due their criminal activity and attempts to disrupt facility operation.

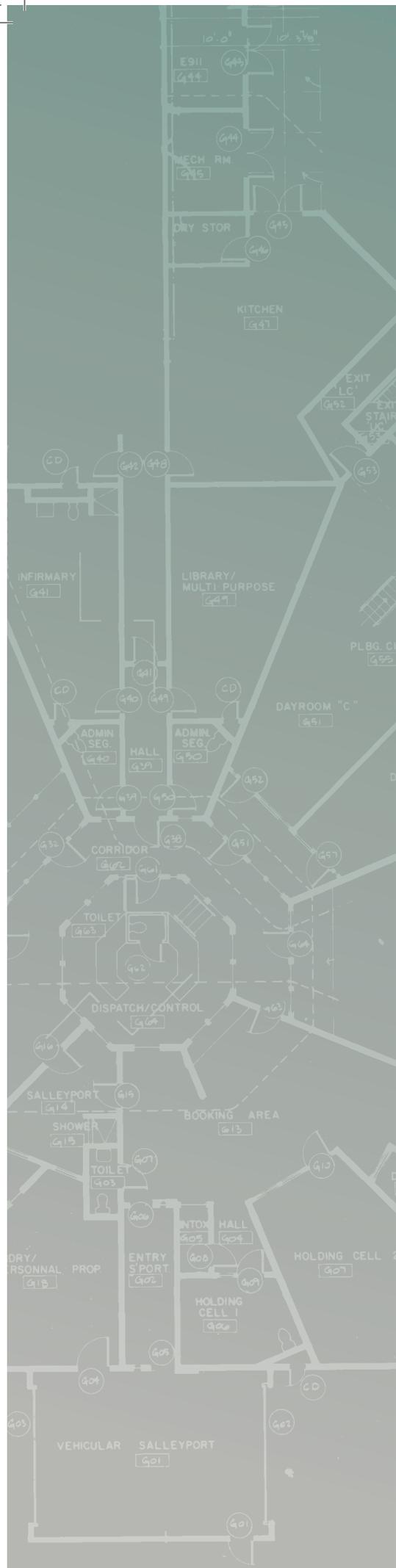
- *Drop Outs/Protective Custody - This is by far the most difficult type of inmate to house. Due to appropriate cell limits we have been forced to house all drop outs and Protective Custody inmates together. Drop outs are inmates who have renounced their gang ties, they include, Norteno, Sureno, Nazi Low Rider, White Supremacist to name a few. Many of these inmates are arrested on serious high level crimes that would require restrictive housing. Protective Custody (PC) inmates are inmates who are unable to function in general population, due to charges or weakness, they must be housed separately.*
- *Three Strikers - Around 1998, shortly after the “Three strikes, you’re out” law was signed, Stanislaus County housed inmates going to trial on three strikes cases separately, they were treated like Maximum Security inmates. They are very sophisticated criminally because they have been to prison on at least two prior commitments. There are not have the suitable beds to house these inmates at the level required.*
- *Administrative Segregation - These are inmates who due to behavior, possession or manufacturing of weapons, assaults on inmates and/or staff etc., need to be housed in a more restrictive location. We place these types of inmates in single or double cells; they are treated as maximum security inmates.*

Classifications levels 1-5 - this numbering system is used to categorize inmates, based on charges, behavior and prior classification history to determine their proper level of housing. Currently there are Level 5 inmates (maximum security) in Minimum Security beds.

Adequate and appropriate bed space is necessary to maintain the safety and security of inmates and staff. Not housing inmates in the proper level of housing severely jeopardizes the ability of staff to maintain the good order and operational capacity of each facility. Stanislaus County has continually been forced to house a higher security inmate in a lower security setting. There are inmates convicted of armed robbery and other serious crimes at the Men’s Honor Farm. Inmates are classified on a variety of factors; however with the proper number of high security level beds we could reduce liability, create a safer environment for staff and inmates, and house inmates that are Medium/Maximum correctly.

Update

The TRG 2007 Needs Assessment described the classification policies that are being used at Stanislaus County. With the exception of not focusing on the critical need today to provide additional maximum security, medical and mental health staffing, the TRG content remains valid.



Section E Programs



SECTION E PROGRAMS

The 2007 TRG Needs Assessment does an excellent job in describing the programs that were in place during the time that this document was completed. Indeed most of these programs continue to occur. That said, there have been a reduced number of inmates able to participate in programs offered at the Honor Farm simply because two of the HF housing units' buildings burned down. In addition, the Reduction in Force has resulted in other housing units being closed and minimum security inmates released.

The most significant change for the area of programs is currently taking place. AB109 dictated that a large number of state inmates (non-serious/non-violent/non-sex offense) who are serving sentences of up to three years will be transferred, or sentenced directly to local county jails including Stanislaus County Detention System. This Act provided in addition that lower level parolees returning from state prison be supervised by counties. This Act also dictates that there be programs available for these inmates that are in excess of what is currently provided. This Act also sets up state funding for these programs. While the basic issues associated with AB 109 are known, many details need to be clarified.

On September 20, 2011, the Stanislaus County Board of Supervisors approved the *Community Corrections Partnership Plan for Implementation of the 2011 Public Safety Realignment (AB109)*. This plan, which was presented by Chief Probation Officer Jerry Powers, identified the Community Corrections Partnership of which Chief Powers is the chair. Phase 1 of the Implementation Plan, which is intended to run from October 1, 2011 to June 30, 2012, is intended to contain the following:

Re-Opening Vacant Beds

Since June 2009, the Sheriff's Office closed 434 beds due to a Reduction in Force (RIF). Phase 1 will re-open 150 of these beds to house and provide services to the increased number of sentenced inmates as well as the new group of probation/parole violators.

Jail Alternatives

The Jail Alternatives Unit consists primarily of two programs: the Alternative Work Program and the Home Detention Program. Both of these programs will be expanded to address the increased jail population associated with AB 109.

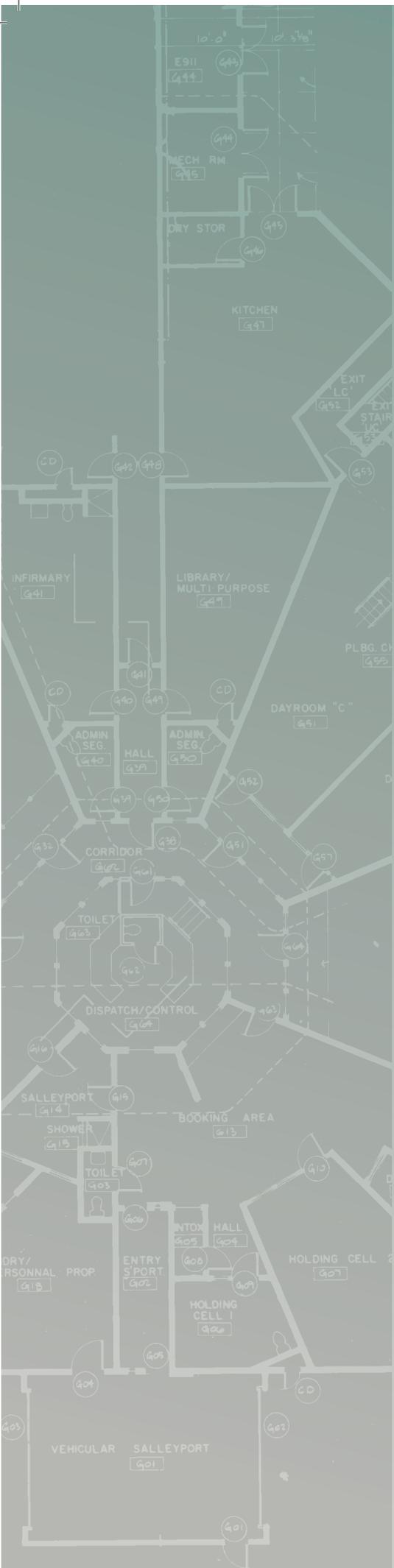
Day Reporting Center (DRC)

Although this is primarily a Probation Department program serving approximately 100 probationers, it is expected to double in size of need and will have a direct correlation to the Detention System inmate population.



The future phases of the plan will only increase the need for programs in the jail. Any new housing units must have necessary programs space included to provide programs for in-custody inmates. In addition, this updated Needs Assessment concurs with the County's plan to add a "Programs Building" at the PSC that will focus on probationers/parolees. This building will consolidate probation services needed to address AB 109, including the Day Reporting Center.

Section F An Analysis of the Local Trends and Characteristics





SECTION F AN ANALYSIS OF THE LOCAL TRENDS AND CHARACTERISTICS

Introduction

The analyses of local trends within the Stanislaus County community are essential to sound planning for the future criminal justice policy making. Because of recent monumental national events, it is important to look first globally at criminal justice trends to fully understand what is occurring within the County.

The United States is experiencing an unprecedented downturn in the crime rate across the Country. Since 2006, there has been a decline in almost every one of the nine major crimes tracked by the U.S. Federal Bureau of Investigation *Uniform Crime Reports*. Most recently, violent crimes, as a whole, dropped 5.5 percent from 2009 to 2010. In the preliminary 2010 annual report *Crime in the United States*, the following percentage drops were reported from 2006 through 2010.

Percent Change for Consecutive Years

¹

Years	Violent crime	Murder	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny -theft	Motor vehicle theft	Arson
2007/2006	-0.7	-0.6	-2.5	-0.5	-0.6	-1.4	-0.2	-0.6	-8.1	-6.7
2008/2007	-1.9	-3.9	-1.6	-0.7	-2.5	-0.8	+2.0	+0.3	-12.7	-3.6
2009/2008	-5.3	-7.3	-2.6	-8.0	-4.2	-4.6	-1.3	-4.0	-17.1	-10.8
2010/2009	-5.5	-4.4	-4.2	-9.5	-3.6	-2.8	-1.1	-2.8	-7.2	-8.3

Methodology

The data used in creating this table were from law enforcement agencies submitting 6 or more common months of offense reports from 2006 through 2010. When the FBI determines certain variables have created unusual fluctuations in the data, those data are excluded from the trend tabulations.

¹ [CJIS](#) • [UCR](#) • [Crime in the U.S.](#) • [2010](#) • Preliminary Annual Uniform Crime Report, January–December 2010 – Table 3



Relating this trend more specifically to what is occurring in the Western Region of the United States, again, each of the nine reported crimes decreased from 2009 to 2010.

Percent Change by Region²

Region	Violent crime	Murder	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny -theft	Motor vehicle theft	Arson
Total	-5.5	-4.4	-4.2	-9.5	-3.6	-2.8	-1.1	-2.8	-7.2	-8.3
Northeast	-0.4	+8.3	+1.4	-2.6	+0.7	-0.5	+3.5	-1.2	-4.8	-7.1
Midwest	-5.9	-5.4	-3.9	-9.7	-4.0	-2.7	-0.5	-3.5	-2.6	-1.9
South	-7.5	-7.5	-6.7	-12.6	-5.1	-3.8	-2.7	-3.5	-9.5	-7.9
West	-5.8	-6.8	-4.1	-10.1	-3.6	-2.5	-0.9	-2.0	-7.9	-13.9

Methodology

The data used in creating this table were from law enforcement agencies submitting 6 or more common months of offense reports for 2009 and 2010. When the FBI determines certain variables have created unusual fluctuations in the data, those data are excluded from the trend tabulations.

Regions

The U.S. Census Bureau has established the four regions of the United States, which are used by the UCR Program in compiling the Nation's crime data. The following table lists the 50 states and the District of Columbia arranged according to the regions of the United States.

NORTHEASTERN REGION

Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont

MIDWESTERN REGION

Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin

SOUTHERN REGION

Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, West Virginia

WESTERN REGION

Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, Wyoming

In the cities which the Uniform Crime Report groups by size, Modesto falls into the category of 100,000 to 249,999 persons. (In the 2010 census, Modesto reported its population at 201,165 people.) All comparable cities in this group, as well, showed a decreasing crime trend in each major crime.

² [CJIS](#) • [UCR](#) • [Crime in the U.S.](#) • [2010](#) • Preliminary Annual Uniform Crime Report, January–December 2010 – Table 2



Percent Change by Population Group³

Population group	Number of agencies	Population	Violent crime	Murder	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny-theft	Motor vehicle theft	Arson
Total	13,007	264,046,159	-5.5	-4.4	-4.2	-9.5	-3.6	-2.8	-1.1	-2.8	-7.2	-8.3
Cities:												
100,000 to 249,999	202	30,224,170	-5.2	-6.9	-5.4	-9.1	-2.9	-3.7	-0.9	-3.9	-9.4	-3.8

Specifically, the City of Modesto reported the following notable reductions over the 12 month period in 6 of the major crimes.

Offenses Reported to Law Enforcement by State by City 100,000 and Over in Population⁴

City		Population ¹	Violent crime	Murder	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny-theft	Motor vehicle theft	Arson ²
Modesto	2009		1,419	21	55	369	974	10,269	2,291	6,637	1,341	97
	2010	203,890	1,398	10	62	427	899	9,383	2,171	5,786	1,426	56

¹ The 2010 population figures are FBI estimates based on provisional data from the U.S. Census Bureau. (See Data Declaration.)

² The FBI does not publish arson data unless it receives data from either the agency or the state for all 12 months for 2009 and/or 2010.

Offenses Reported to Law Enforcement, by State by City 100,000 and over in Population

The FBI collects these data through the Uniform Crime Reporting (UCR) Program.

General comment

This table provides the number of offenses known to law enforcement in cities with populations of 100,000 and over for 2009 and 2010.

Methodology

- The data used in creating this table were from city law enforcement agencies submitting 12 months of complete offense data for 2009 and 2010. Consequently, when arson does not appear in this table, it indicates the FBI did not receive 12 complete months of data.
- Data from law enforcement agencies whose resident population falls below 100,000 are published in this table for 2 consecutive years. At that time, if the population remains below 100,000, the agency's data are no longer published in this table.
- When the FBI determines that an agency's data collection methodology does not comply with the national UCR Program's guidelines, the number of offenses is not included in the table, and the discrepancy will be explained in a footnote.

Population estimation

For the 2010 population estimates used in this table, the FBI computed individual rates of growth from one year to the next for every city/town and county using 2000 decennial population counts and 2001 through 2009 population estimates from the U.S. Census Bureau. Each agency's rates of growth were averaged; that average was then applied and added to its 2009 Census population estimate to derive the agency's 2010 population estimate.

³ [CJIS](#) • [UCR](#) • [Crime in the U.S.](#) • [2010](#) • Preliminary Annual Uniform Crime Report, January–December 2010 – Table 1

⁴ [CJIS](#) • [UCR](#) • [Crime in the U.S.](#) • [2010](#) • Preliminary Annual Uniform Crime Report, January–December 2010 – Table 4



It is important to note that while the crime rates are dropping in California, the drop has not been across the board for all crimes in Stanislaus and the other Northern San Joaquin Valley counties of Merced and San Joaquin. There was an up and down mix of criminal activity in these counties last year, according to the California Department of Justice Statistics. While Stanislaus experienced a 1.8% drop in violent crime this past year, approximately one in 200 Stanislaus residents was a victim of a violent crime during 2010 compared to one in 237 Californians victimized by violent crime during the same period. While homicide was down considerably from a particular high in 2009, rapes and robberies were up in Stanislaus and San Joaquin counties. ⁵

2010 Crimes Statistics⁶

While crimes statewide declined in 2010 compared to 2009, there was an up-and-down mix of criminal activity in the Northern San Joaquin Valley last year. Here are 2010 statistics by county for a variety of violent and property crimes:

	Homicide	Percent Change from 2009	Rape	Percent Change from 2009	Robbery	Percent Change from 2009	Agravated Assault	Percent Change from 2009	Burglary	Percent Change from 2009	Vehicle Theft	Percent Change from 2009	Arson	Percent Change from 2009
Stanislaus County	29	-37.0%	136	10.7%	767	8.6%	1,741	-5.7%	5,400	-6.1%	3,596	5.7%	269	-27.9%
Merced County	26	0%	72	-7.7%	269	-2.5%	1,081	-15.4%	2,347	1.3%	953	5.5%	60	-33.3%
San Joaquin County	63	23.5%	163	10.1%	1,849	5.1%	3,449	-3.5%	7,666	1.9%	3,327	-16.6%	133	9.9%
Tuolumne County	1	0%	23	-8.0%	21	-10.5%	76	-32.7%	403	13.8%	86	-14.0%	9	-18.2%

Source: California Department of Justice

Crimes and Adjudication Statistics, Stanislaus County, 2000-2009⁷

	2000	2001	2002	2003	2004	2005	2006
Violent Crimes	3,088	2,951	2,493	3,110	2,875	3,080	3,056
Homicide	16	34	15	27	42	30	29
Forcible Rape	148	215	174	170	159	129	151
Robbery	520	644	638	724	719	663	767
Aggravated Assault	2,404	2,058	1,666	2,189	1,955	2,258	2,109
Property Crimes	10,226	11,048	12,708	14,376	16,095	15,114	13,625
Burglary	4,481	4,288	4,837	4,872	5,304	4,836	5,002
Motor Vehicle Theft	2,561	3,224	4,244	5,451	6,348	6,356	4,642
Larceny-Theft Over \$400 (x)	3,184	3,536	3,627	4,053	4,443	3,922	3,981
Total Larceny-Theft (=x+y)	13,708	14,509	16,358	16,641	18,548	15,988	15,586
Larceny-Theft \$400 and Under (y)	10,524	10,973	12,731	12,588	14,105	12,066	11,605
Arson	534	597	473	503	530	450	400

⁵ Modesto Bee, September 13, 2011.

⁶ Modesto Bee, September 13, 2011.

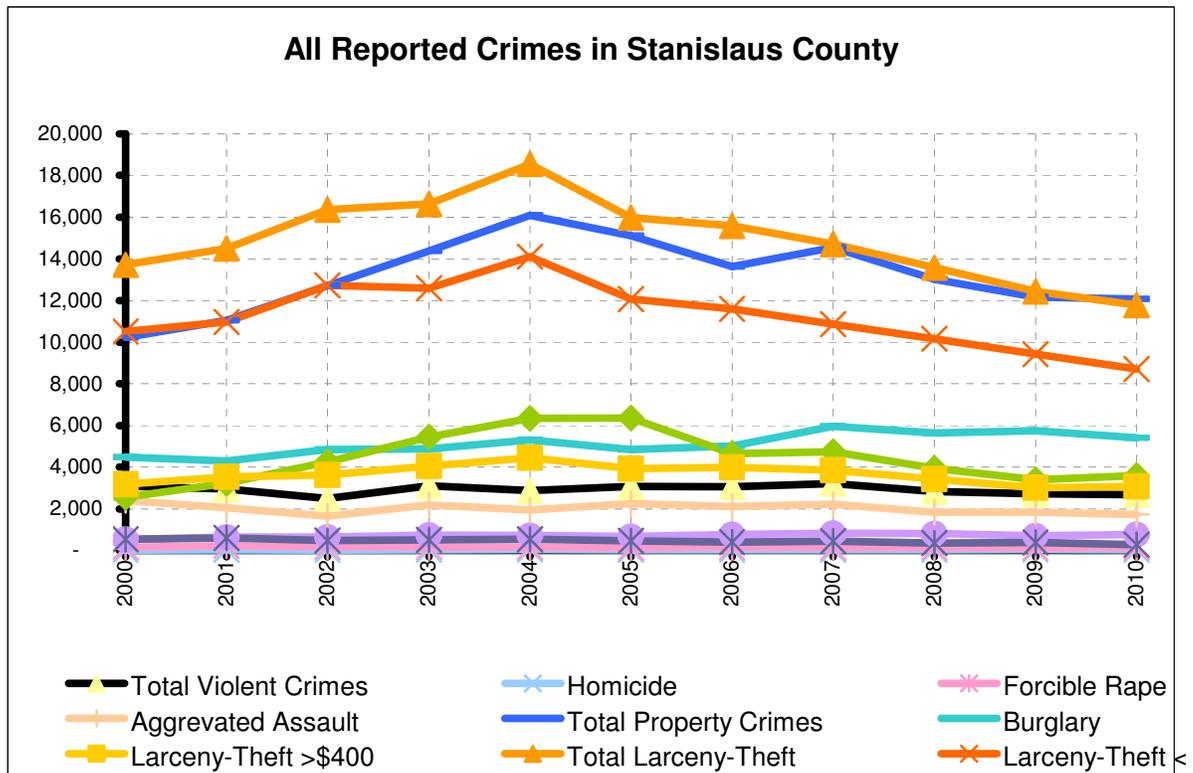
⁷ "Crime in California 2010" report



Crimes and Adjudication Statistics, Stanislaus County, 2000-2009 (continued)

	2007	2008	2009	Δ2000-2008	2010	Δ2009-2010
Violent Crimes	3,207	2,829	2,721	0.45%	2,672	-1.80%
Homicide	27	31	46	7.29%	29	-36.96%
Forcible Rape	139	141	122	-3.86%	135	10.66%
Robbery	826	810	706	6.10%	767	8.64%
Aggravated Assault	2,215	1,847	1,847	-0.56%	1,741	-5.74%
Property Crimes	14,554	13,013	12,156	3.95%	12,066	-0.74%
Burglary	5,971	5,646	5,748	3.72%	5,400	-6.05%
Motor Vehicle Theft	4,738	3,949	3,401	7.68%	3,596	5.73%
Larceny-Theft Over \$400 (x)	3,845	3,418	3,007	1.28%	3,070	2.10%
Total Larceny-Theft (=x+y)	14,712	13,583	12,428	-0.25%	11,782	-5.20%
Larceny-Theft \$400 and Under (y)	10,867	10,165	9,421	-0.72%	8,712	-7.53%
Arson	449	354	373	-4.25%	269	-27.88%

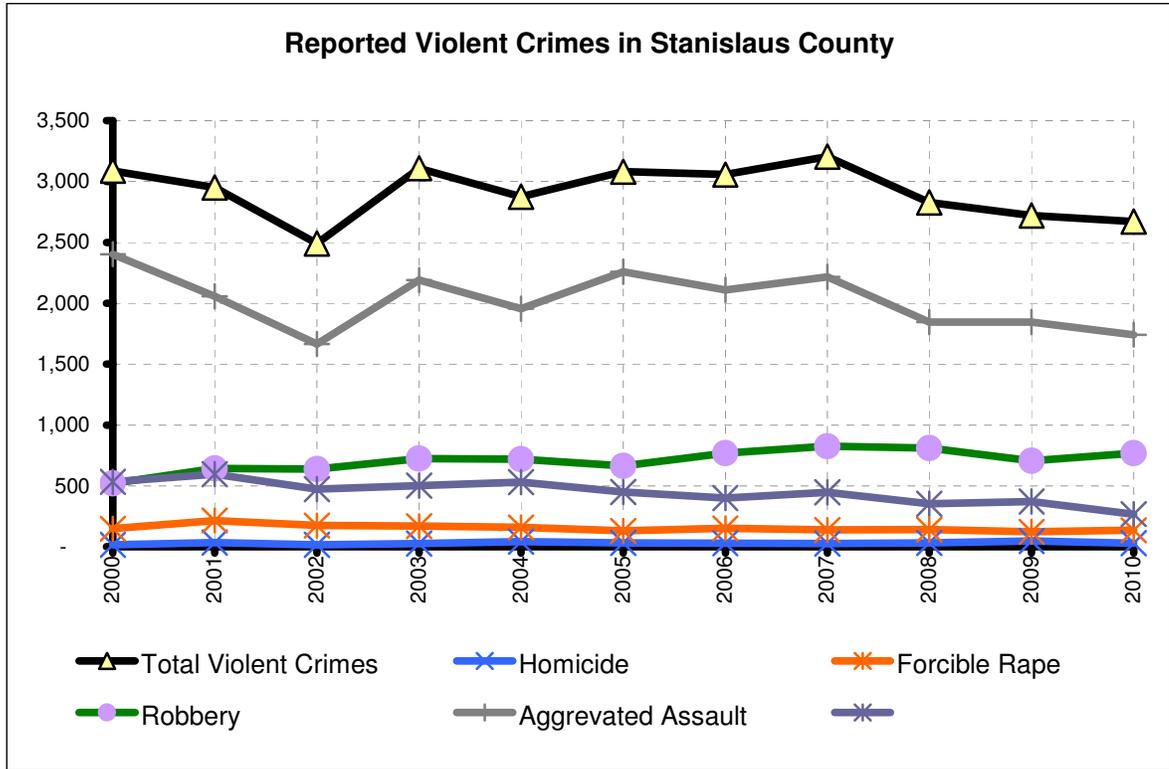
Crimes and Adjudication Statistics, Stanislaus County, 2000-2009⁸



⁸ "Crime in California 2010" report



Crimes and Adjudication Statistics, Stanislaus County, 2000-2009⁹

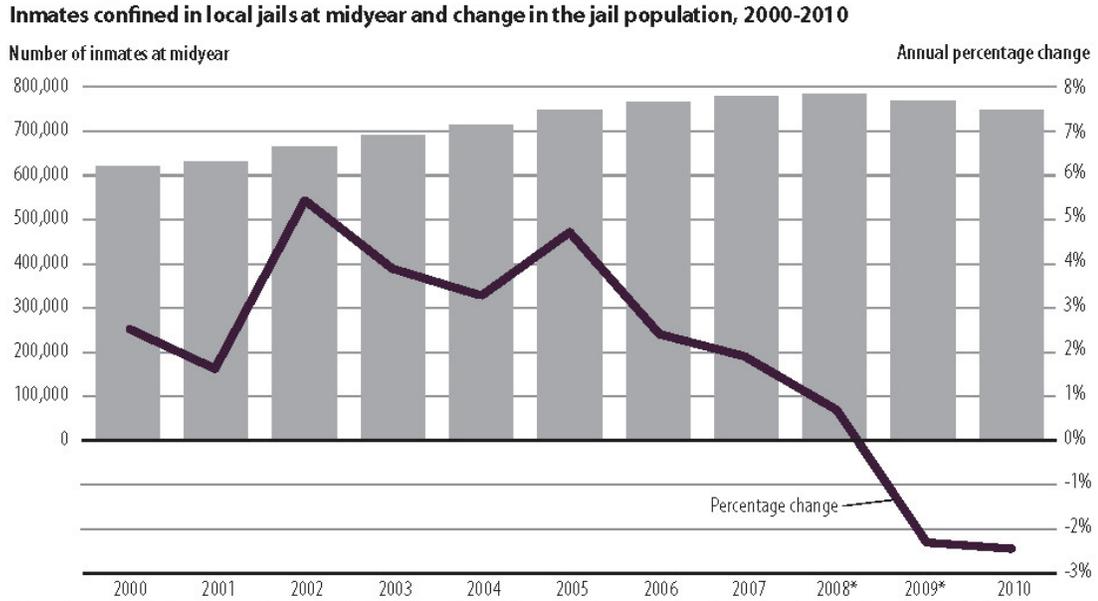


With these dropping crime rates, it is logical to expect and to realize a drop in incarceration rates on a national, regional, and local level. In June 2010, the Bureau of Justice statistics reported a rate of detention incarcerations of 242 inmates per 100,000 U.S. residents or a reduction of almost 20,000 inmates over a 2010 population of 767,434. This decline was preceded by a 2009 decline of 2.3 percent. The current incarceration rate is the lowest rate the Country has experienced since 2003.

⁹ "Crime in California 2010" report



Inmates Confined in Local Jails at Midyear and Change in the Jail Population, 2000-2010¹⁰



*Based on revised data from selected jail jurisdictions for 2008 and 2009. See *Methodology* for a description of revised data.

Naturally, if the incarceration rate has declined, the detention population would as well. The decline in detention population shown above reflects a 2.4% drop between mid-year 2009 and mid-year 2010. This is only the second decline in the jail population recorded since the Bureau of Justice Statistics began their annual survey of jails in 1982.

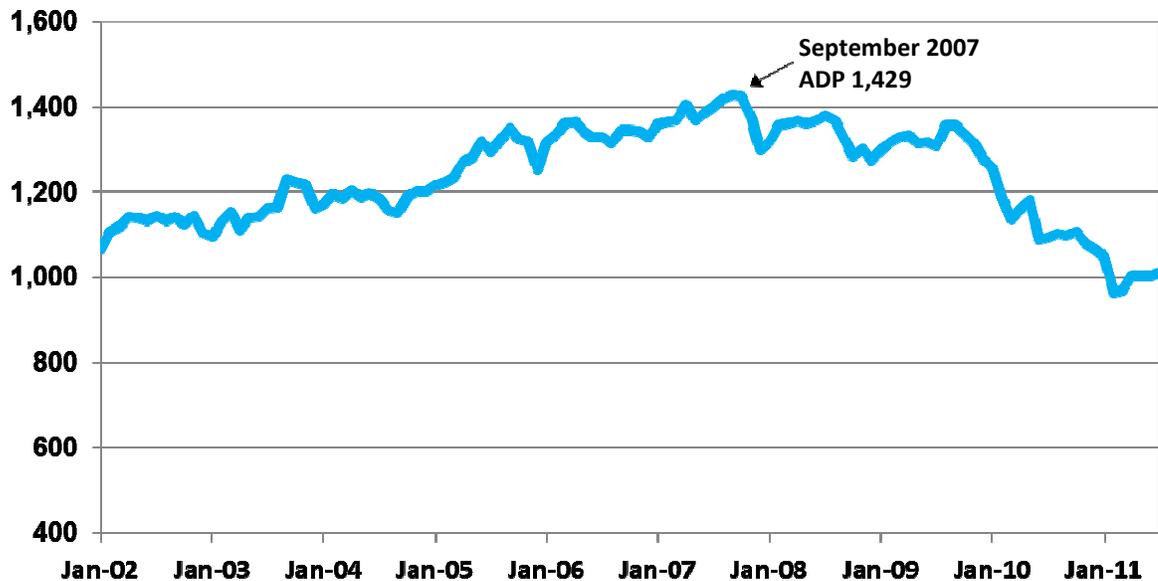
¹⁰ Figure 1 - U.S. Department of Justice, Office of Justice Programs, *Bureau of Justice Statistics Jail Inmates at Midyear 2010 - Statistical Tables* By Todd D. Minton, *BJS Statistician*, April 2011, NCJ 233431, Revised 6/28/2011



Current Trends in Stanislaus County

As described earlier in Section C of this assessment, Stanislaus County is experiencing the same trends that are occurring nationally. The detention population has decreased from 1384 inmates in 2007 to its current population of 999 in August of 2011.

Stanislaus County Detention Average Daily Population (ADP) by Month



	2002	2003	2004	2005	2006	2007	2008	2009	2010
ADP:	1,125	1,161	1,186	1,284	1,338	1,384	1,339	1,322	1,130

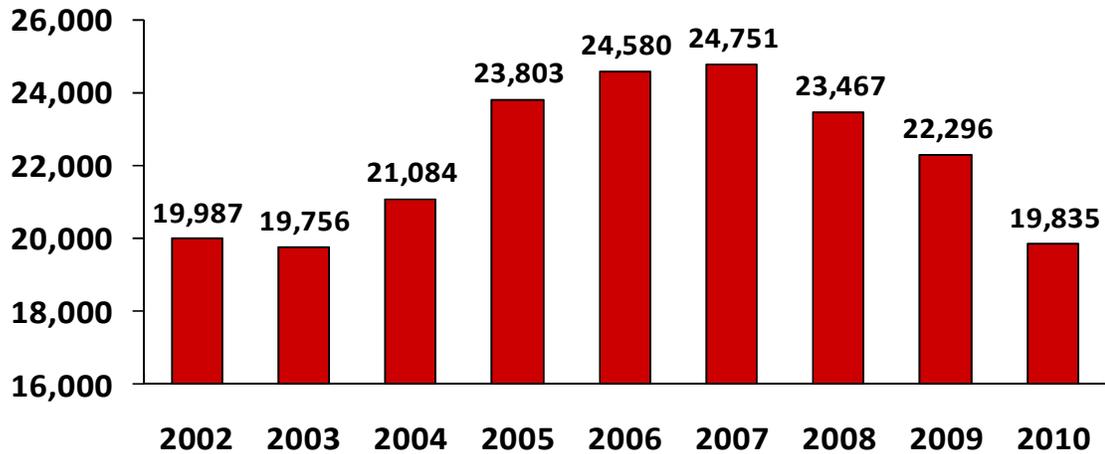
Source: California Board of Corrections Monthly Jail Profile Survey

A certain percentage of this drop in population can no doubt be attributed to other forces at work in the County, including closure of detention beds, an increase in numbers and higher custody levels of inmates assigned to the Alternative Work Program, and an aggressive cite and release policy by the Sheriff's Department.



Persons booked into the County facilities have decreased with the corresponding crime rates. As serious and violent crime drops, it is understandable that the number of bookings occurring within the County will have decreased. This, again, is also impacted by many of the measures the Sheriff's Department has been forced to employ.

Persons Booked into Stanislaus County Detention Facilities



Source: California Board of Corrections Monthly Jail Profile Survey



Before moving on to the impact of the lower ADP on future facility planning, it is important to note that this trend is simply an indication of inmate quantity, not inmate “quality.” As shown in Section C, the current and emerging inmate profile is one which will largely require a high security setting to be properly supervised.



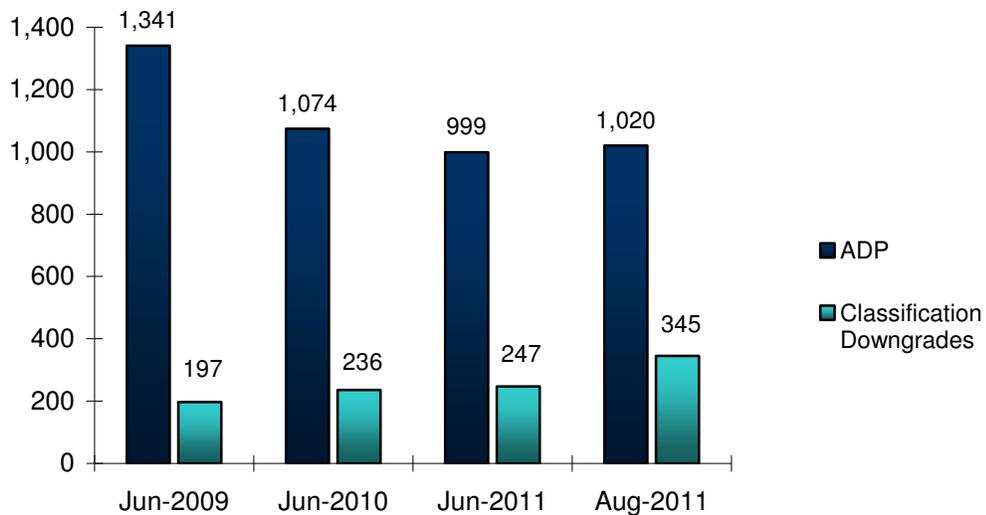
Recent Trends Influencing Future Detention Requirements in the County

Since the original PSC was opened in 1996, the demographics of the inmate population have shifted to higher classification levels. Programs have contributed to this phenomenon by channeling the lowest security inmates away from detention incarceration and into other community programs. While the Average Daily Population has been slowly increasing, or in the experience of the last four years, decreasing, the true classification level of inmates has been increasing. Consequently, many inmates who should be housed in maximum security beds are instead housed in medium security beds. Significantly, the number of medium security beds in Stanislaus detention facilities System is quite high, while there are few maximum security beds available. This contributes to unsafe conditions for inmates and staff in these facilities.

Classification Overrides Based on Housing Availability

Historically, Stanislaus County has been forced to override its classification system to downgrade a significant number of inmates for housing placement. The extent to which this practice has been maintained is clearly shown on the following page:

Incidents of Classification Reduction Based on Bed Availability



Source: Stanislaus County Sheriff's Department



Date	ADP	Classification Downgrades	Cases as a Percentage of Total ADP
Jun-2009	1,341	197	14.7%
Jun-2010	1,074	236	22.0%
Jun-2011	999	247	24.7%
Aug-2011	1,020	345	33.8%

Source: Stanislaus County Sheriff's Department

The most current snapshot of inmates housed in County facilities can be broken down even further. On August 25, 2011, the system count was 1,005 inmates, of which 325, or 32 percent, were housed below their appropriate classification level.

Of these 325 inmates, 84 percent were maximum security inmates that received a medium security classification for housing purposes. This shortage presents numerous management and operational issues for the County.

Future planning must attempt to correct the routine use of classification overrides by providing housing that supports proper inmate classification and security level.

Field Citations

The County utilizes multiple procedures in its attempt to manage detention capacity proactively. One program put in place fairly recently is the use of field citations. In order to help manage the detention population, the Sheriff's Department issued the following memorandum in June of 2010:

Advisory¹¹

As of June 16, 2010, the Stanislaus County Sheriff's Office recommends the following categories of arrestees be cited in the field:

- *Infractions or Municipal Code violations, On View or I&B*
- *Any Infraction or Municipal Code warrant*
- *Non-violent misdemeanor charges, On View or I&B*
- *Any type of misdemeanor warrant*
- *DUI arrests, at which time the suspect is no longer intoxicated or impaired*

¹¹ Stanislaus County Sheriff's Department Memorandum dated June 7, 2010, subject: Field Citations



Agencies who arrest suspects falling into the above categories should issue citations in a manner consistent with Stanislaus County Court's Citation guidelines, which are as follows:

- *Court dates are to be set 60 days from the date of arrest*
- *Appearance dates are to be scheduled Monday through Friday, but not on a Tuesday, unless the 60th day falls on a Monday that is a holiday*
- *The appearance time is to be scheduled for 0800 hours*

Shift Sergeants at each booking facility shall have the ultimate responsibility and authority to manage the facility count. As with any new procedure, we expect that not every situation will be easily defined in this advisory and that the Shift Sergeant must work with the arresting officer when unique booking situations arise.

Our ability to adequately and appropriately house offenders is an ever-growing challenge. Budgetary constraints, unfunded statutory corrections mandates and inadequate bed space all affect our daily/average inmate population. We appreciate your efforts in reducing unnecessary bookings whenever possible.

The results of this recommendation and practice are summarized below.

Cites and Releases which Occurred from August 2009 to August 2011

Locale	Arresting Agency	Number of Persons
Modesto	Police Department	175,161
Turlock	Police Department	10,180
Ceres	Police Department	12,390
Newman	Police Department	1,334

Source: Stanislaus County Sheriff's Department

This practice has been instrumental in helping to keep the ADP at the recent lower levels. Though a useful and much needed tool as of now, the viability of this approach could change at any time causing the County to revert back to a policy of booking these individuals and thus experiencing a significant increase in housing demand.



Inmates Released Due to Lack of Housing Capacity

Reduction In Force (RIF)

The most significant current impact on the detention system's inmate population relates to the economic downturn that began in 2008. As a result of the downturn, Stanislaus County's operating budget has been significantly reduced. In order to address the many reductions in the Sheriff's budget, the Department has been forced to reduce the staffing levels within the detention system. This reduction in staffing (or *Reduction in Force RIF*) potentially made housing inmates at their current population levels unsafe at each facility. Consequently, several housing units were closed and inmates released in order to keep a safe minimum staffing level and work and housing environment. Ultimately, as of the time this report was written, there has been a reduction of 426 beds that are still counted in the system's capacity. At the same time, a reduction of usable beds (as opposed to rated capacity) went from 1492 beds to 1224 beds. This is charted below.

Loss of Physical Beds Due to Reduction in Force¹²

Year	Current Total Capacity	Physical Beds	Location of Reduced Beds
2008	1460	1460	Baseline
2009	1396	1396	64 PSC Minimum Security Beds
2010	1324	1396	72 Honor Farm Beds
2010	1152	1224	172 Honor Farm Beds
2011	1066	1224	86 PSC - Unit 1 Beds

It should be noted that on June 26, 2010, the same day that the RIF for the Honor Farm occurred, a fire destroyed 172 physical beds (Unit 1 and 2). These beds were permanently lost. The beds at PSC that were closed due to RIF can be reopened.

It should also be noted that in 2008, Barracks 4 at the Honor Farm was closed due to dilapidated conditions. This resulted in a reduction of the total capacity by 32 beds. Since 2007, there are still 268 fewer beds available should staffing once again be increased over its current level.

¹² Physical beds are not the same as "rated capacity." Physical beds are the number of rated and non-rated beds within each facility. As of 1-03-2011, there are a total of 1226 rated beds in the system (see Section A in the updated *Adult Detention Needs Assessment*).



The County has been forced to aggressively release both sentenced and unsentenced inmates over the last 13 months as a result of housing limitations. Since April 2011, an approximate average of 50% of the ADP has been released early. This situation, like field citations, can produce a risk to the public safety if the County is forced to release inappropriate inmates and is not recommended as routine practice by the County.

Inmates Released as a Result of Insufficient Housing Capacity

Date	Sentenced Inmates	Unsentenced ¹ Inmates	Total Releases	ADP	Releases as a Percentage of ADP
Jun-2010	112	540	652	1,090	59.8%
Jul-2010	56	373	429	1,094	39.2%
Aug-2010	39	426	465	1,102	42.2%
Sep-2010	87	364	451	1,099	41.0%
Oct-2010	133	413	546	1,108	49.3%
Nov-2010	125	380	505	1,080	46.8%
Dec-2010	153	394	547	1,065	51.4%
Jan-2011	168	406	574	1,050	54.7%
Feb-2011	84	358	442	964	45.9%
Mar-2011	112	346	458	968	47.3%
Apr-2011	134	402	536	1,003	53.4%
May-2011	87	401	488	1,004	48.6%
Jun-2011	97	364	461	1,003	46.0%
Jul-2011	129	404	533	1,010	52.8%

Note: 1. Includes cite and felony OR.

All future facility planning should address the magnitude of this practice on housing capacity.



Alternative Work Programs

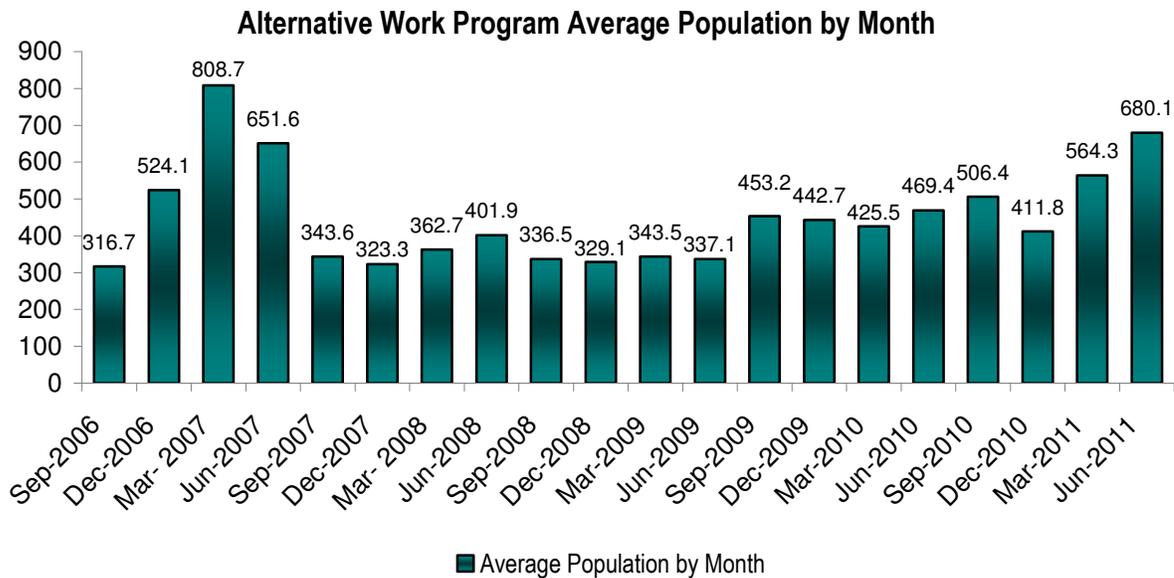
Further, to help minimize the demands of a reduced housing capacity, the Sheriff's Department operates an Alternative Work Program which permits inmates to work during the last phase of their sentence. They are either released from the detention facility or booked directly into the program and spend their final sentence time working in the community.

This program has proved highly successful in controlling bed capacity issues at the detention facilities, while at the same time allowing what at one time were considered low risk inmates to remain employed while serving their sentence. **Because of the loss of available housing capacity due to the RIF, however, more serious offenders are being assigned to this program.**

In order to accommodate additional demands, the Alternative Work Program increased the allowable days of working from 45 to 90 on January 30, 2007.

The program criteria were changed once again on August 31, 2010. The Alternative Work Program increased the allowable working days from 90 to 365, substantially reducing incarceration time.

The increases in participation of higher custody inmates are clearly evident in the following chart and table as is the notable upward trend since June 2009. Numbers shown in the chart include active Alternative Work Program participants only. Those participants for whom a Failure to Appear warrant is issued are released from the program and are not included in the totals.



Source: Stanislaus County Sheriff's Department



**Alternative Work Program
Average Population by Month**

Date	Average Number of Inmates per Month
Sep-2006	316.7
Dec-2006	524.1
Mar- 2007	808.7
Jun-2007	651.6
Sep-2007	343.6
Dec-2007	323.3
Mar- 2008	362.7
Jun-2008	401.9
Sep-2008	336.5
Dec-2008	329.1
Mar-2009	343.5
Jun-2009	337.1
Sep-2009	453.2
Dec-2009	442.7
Mar-2010	425.5
Jun-2010	469.4
Sep-2010	506.4
Dec-2010	411.8
Mar-2011	564.3
Jun-2011	680.1

**Home Detention
Average Population by Month**

Date	Average Number of Participants per Month
Sep-2006	61.10
Dec-2006	71.42
Mar- 2007	57.03
Jun-2007	61.70
Sep-2007	56.87
Dec-2007	55.00
Mar- 2008	67.97
Jun-2008	74.67
Sep-2008	78.50
Dec-2008	58.61
Mar-2009	70.87
Jun-2009	76.73
Sep-2009	77.70
Dec-2009	74.55
Mar-2010	78.68
Jun-2010	66.97
Sep-2010	67.93
Dec-2010	68.42
Mar-2011	65.74
Jun-2011	65.47

Source: Stanislaus County Sheriff's Department

The average monthly inmate participation in the Alternative Work Program has more than doubled from September 2006 to June of 2011, experiencing almost a 110% increase. Additionally, a number of offenders participate in the Home Detention Program, and are electronically monitored. The average daily population for the Home Detention Program for the same period is shown above. The average daily population of Home Detention has remained fairly constant for the period reported, at approximately 68 participants.



Future Impacting Factors - AB109 - Realignment

Another factor that will have an enormous impact on future housing capacity within the County is the State's Realignment Plan. According to the US Supreme Court, the State of California has been unable to manage its increasing inmate population. Coupled with the latest, and most severe, budget crisis, Assembly Bill 109 was passed by the legislature and signed into law by the Governor. This statute is designed to relocate (by realigning the criminal justice system) certain inmates from the state prison population to county jails. During the last year there has been much discussion on the specifics of exactly how many more inmates the County will be expected to house due to this bill, but it will be, by all accounts, significant. For now, future planning can only provide what best case analyses indicate as the potential increase of ADP in the Stanislaus detention system.

The projection presented later in this section estimates the impact on capacity as a result of AB109. It is projected that 400 additional inmates will need to be housed in the County by the time AB109 is fully implemented.



Projections of the Stanislaus County Detention Population

Introduction

Projections of criminal justice populations, though a key requirement of a Needs Assessment, are essential tools for budgeting, operations, and capacity planning as well. The projections of the Stanislaus County adult detention population are based on all of the statistical and trend information known at the time that the forecasts were produced. The projections were developed using a set of statistical techniques known as time-series forecasting and were based on rigorous statistical testing. Time-series forecasting assumes that there is a pattern in the historical values that can be identified. The goal is to define the pattern, understand the short-term and long-term trends, and pinpoint any seasonal fluctuations. Significant policy changes made in past years, if known, can be quantified and included in the statistical model. Time-series forecasting then utilizes the pattern, trend, and seasonal variation identified in the historical data to project future values. Future changes in policies or in critical factors affecting the adult detention population cannot be accounted for using historical data.

The projections of the Stanislaus County adult detention population were generated from the historical data reported on the California Board of Corrections Monthly Jail Profile Survey for the period of January 2002 through July 2011 and verified and supported by additional data from the Sheriff's Department.

The projections reflect the trends in the detention population through July 2011. Over the last three years, the average daily population in Stanislaus County's detention facilities has declined. Between 2007 and 2010, average daily population in Stanislaus County's detention facilities decreased by 18.4%. During that time period, total detention capacity has been reduced by 426 beds. The number of persons booked into the County's detention facilities each year has also declined. Admissions fell 19.9% between 2007 and 2010. The downward trend in admissions is affecting the County's overall detention population. Due to the recent declines in the County's detention population (particularly from 2009 to 2010), statistical projections of the population generated from the historical data initially decline before leveling off in the later years of the forecast horizon. Numerous models were produced and tested; finally resulting in a low, middle, and high model. The low and middle projections are based on data for the overall detention population. The high projection is based on separate projections for the unsentenced and sentenced populations in the detention facilities, which were summed to produce the overall population projection.



Population Forecasting Methods and Limitations

It is important to note that population forecasting is not an exact science. Multiple factors influence facility admissions and length of stay; these factors are influenced by law, criminal justice policy, economics, and the social environment of the jurisdiction. As a result, the estimates of future capacity requirements must be considered as statistically sound baselines. A baseline forecast identifies what the population is likely to be if the current trends continue. While it is possible to calculate the impact of known changes, there are too many items that will affect the County's criminal justice system in years to come that are simply unknowable today.

Jurisdictions like Stanislaus typically confront this problem by employing two strategies:

- Modifying the baseline projection to include any known changes in criminal justice practices, and
- Providing an easily expandable and adaptable building that is flexible enough to respond to change.

Stanislaus County's future planning effort must employ both strategies in order to address the recent events described below and the evolving inmate profile described in Section C.

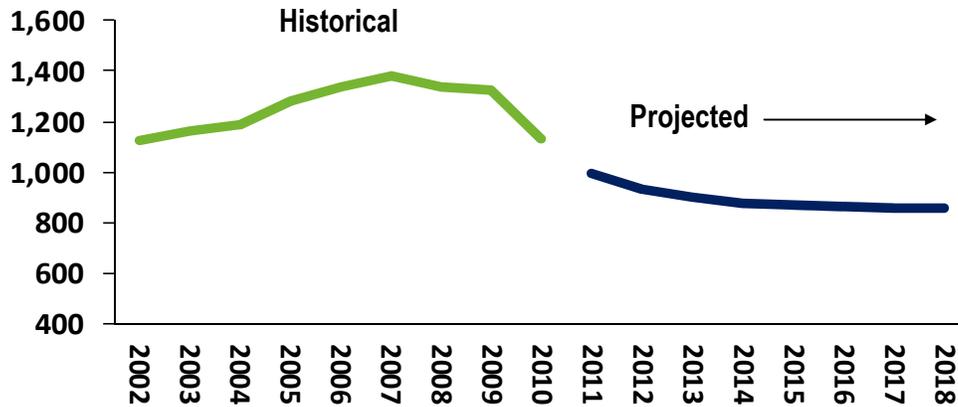
These are challenging times. Changes are occurring in policy making and incarceration practices across the State, and there are several major forces at work outside the County's control. These projections can not incorporate these types of future occurrences. This approach to planning can, therefore, only be considered a conservative one. The final projection does not estimate any circumstances or future policy except AB109.



Low Projection Model

The low Detention population projection is heavily influenced by the downward trend that began in 2008. The projection levels off by the year 2018 at 856 inmates.

Stanislaus County Detention Population Historical (2002-2010) and Projected (2011-2018)



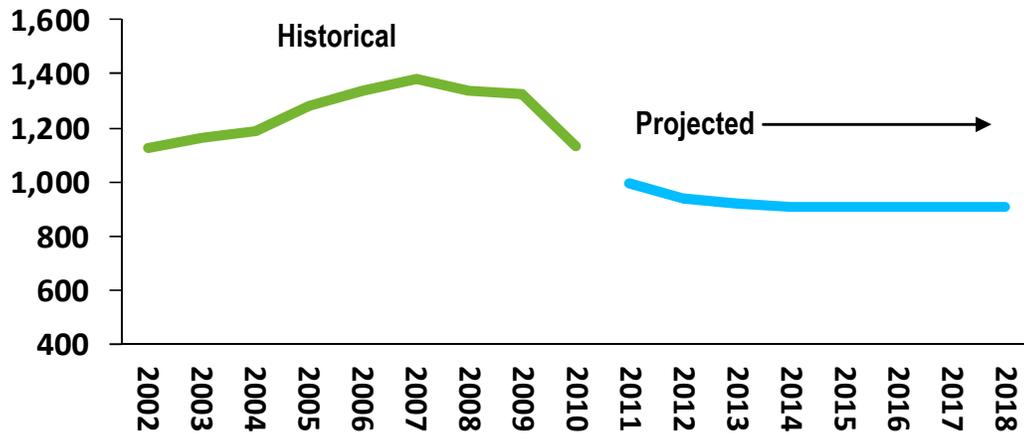
Projections of the Stanislaus County Average Daily Detention Population	
Year	Low Projection Model
2011	993
2012	931
2013	899
2014	876
2015	866
2016	861
2017	857
2018	856



Middle Projection Model

The middle Detention population projection is also influenced by the decline in the population since 2008, but to a lesser extent. This projection levels off at 906 inmates from 2017 through the year 2018.

**Stanislaus County Detention Population
Historical (2002-2010) and Projected (2011-2018)**



**Projections of the Stanislaus County
Average Daily Detention Population**

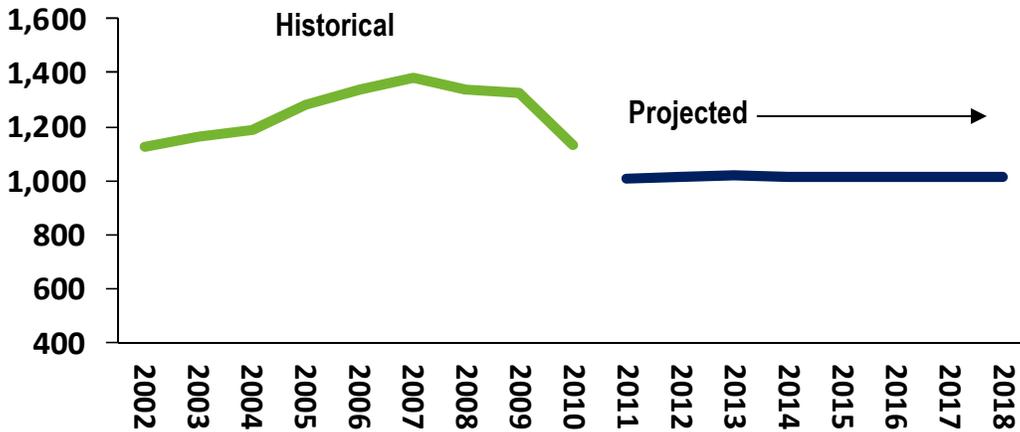
Year	Middle Projection Model
2011	994
2012	936
2013	918
2014	909
2015	907
2016	907
2017	906
2018	906



High Projection Model

The high detention population projection anticipates a decrease in the population from 2010 to 2011, but remains flat for the remaining years of the forecast period at 1,015 inmates.

**Stanislaus County Detention Population
 Historical (2002-2010) and Projected (2011-2018)**



**Projections of the Stanislaus County
 Average Daily Detention Population**

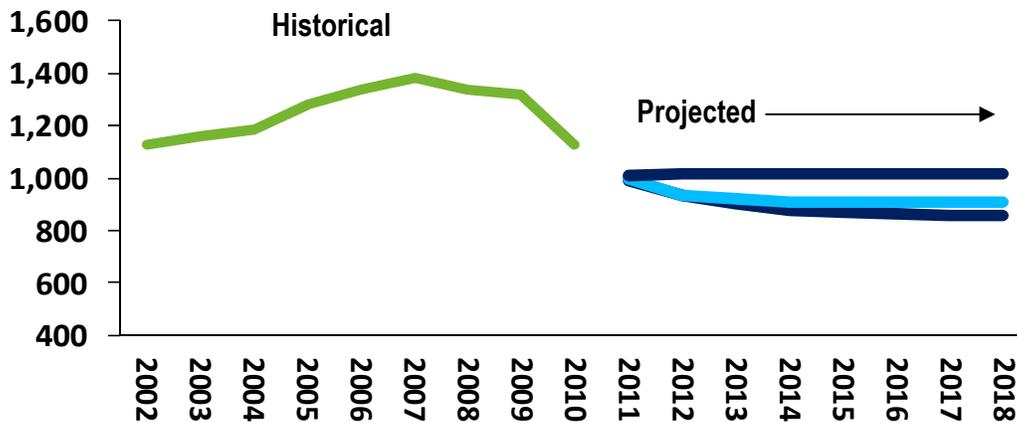
Year	High Projection Model
2011	1,009
2012	1,015
2013	1,016
2014	1,015
2015	1,015
2016	1,015
2017	1,015
2018	1,015



Summary of Population Projections

As shown on the preceding pages, projections of the Stanislaus County Detention population for the year 2018 range from a low of 856 to a high of 1,015.

**Stanislaus County Detention Population
 Historical (2002-2010) and Projected (2011-2018)**



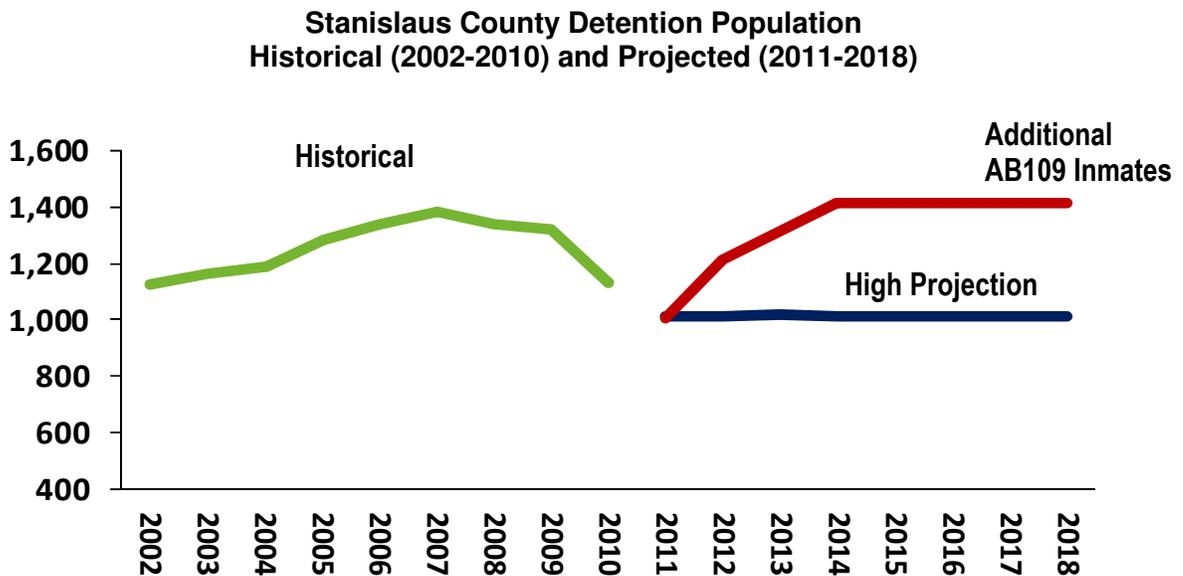
**Projections of the Stanislaus County
 Average Daily Detention Population**

Year	Low	Middle	High
2011	993	994	1,009
2012	931	936	1,015
2013	899	918	1,016
2014	876	909	1,015
2015	866	907	1,015
2016	861	907	1,015
2017	857	906	1,015
2018	856	906	1,015



High Projection Model with AB109

The high detention population projection is also shown below with an estimated adjustment for additional inmates as a result of AB109 for comparative purposes. It is estimated that there will be 400 inmates added to the ADP by 2015.





Stanislaus County Detention Population Projection Adjusted for Peaking Factors

There are months in which the Stanislaus County adult detention facility houses more inmates than is reflected by the average daily population for the year. These peaks, or “surges,” in the population should be factored into the projection. Population figures from 2006 through 2010 were analyzed and each monthly figure was compared to the average daily population for the year. During this period, the highest monthly peak was 11.2% above the average daily population for the year. The projections produced by the statistical model were increased by 11.2% to accommodate months when the population peaks. The adjusted projections are shown below.

Projections of the Stanislaus County Average Daily Detention Population - Adjusted for Peak Months			
Year	Low	Middle	High
2011	1,104	1,105	1,122
2012	1,035	1,041	1,129
2013	1,000	1,021	1,130
2014	974	1,011	1,129
2015	963	1,009	1,129
2016	957	1,009	1,129
2017	953	1,007	1,129
2018	952	1,007	1,129

Projections adjusted for peak months are based on the highest monthly peak observed from 2006 to 2010 (which was 11.2% above the average daily population for the year).

This adjusted projection for peaking, along with the addition of 400 AB109 inmates, will serve as the planning baseline for capacity analyses on the next page.



Population Projection versus Capacity

Using the population projection on the following page, a calculation of future capacity demands can be extrapolated. This analysis, as is the case with the projection, has been done in a conservative manner using best estimates as to what could occur with AB109. This analysis does not take into consideration the current practice of classification overrides based on bed availability. If the County were to attempt to adjust this practice, experience a reversal of current local criminal justice edicts described earlier, experience an increase in crime rate, or any one of several other factors, this projected bed need could prove to be woefully understated.

Current Capacity versus Projected Bed Need

	Facility	Current Rated Capacity by Bed Type by Location	Honor Farm Replacement Beds at PSC / Closure at Grayson	Revised Current Rated Capacity	Current Inmate Count by Classification ¹	2018 Projection by Classification ²	Added Realignment Population Estimate ^{3,4}	Revised Capacity Requirements	Deficit / Surplus	Recommended to Build	Deficit / Surplus after Master Plan
Minimum	HF	182	(182)								
	PSC	192	192								
	CJ	---	---								
Minimum Total		374	10	384	314	350	---	350	34	0	34
Medium	HF	---									
	PSC	470									
	CJ	298									
Medium Total		768		768	220	248	270	518	250	0	250
Maximum	HF	---									
	PSC	40									
	CJ	44									
Maximum Total		84		84	465	531	270	801	(717)	384	(333)
Total		1,226	10	1,236	999	1,129	540	1,669	(433)	---	(49)

Notes

- Count date August 2011.
- This projection uses the current 2011 percentage distribution by classification of population for the projection and includes an 11.2% peaking factor: Minimum 31%, Medium 22%, Maximum 47%.
- This 270-bed estimate is based on full capacity. It is not anticipated that realignment inmates would be housed in minimum security beds. The assumption is that 50% will be housed in medium security beds and 50% in maximum security beds.
- The 540 beds total estimated represent full implementation of AB109.



The Interface between the Needs Assessment and the 2011 Update of the Master Plan

The population projection from the previous table established a clearly defined need for new beds, especially maximum security beds to fill a significant shortfall in this classification category. The chart demonstrates that the current facility has (or will have with the construction of the 192-bed Minimum Security Replacement Facility) an adequate number of minimum security beds, 350 needed versus 384 available. It also shows that there are a lot more medium security beds available than are anticipated and entirely too few maximum security beds as forecast by the 2018 projections. Of the 1669 total beds projected for the year 2018, some 801 are seen as being maximum security while currently there are only 84 beds at the PSC and the CJ for this higher-risk population. Clearly, the site master plan reacts by identifying 2 new Maximum Security Housing Pods of 192 beds each as the housing part of the Phase One proposed construction program at the PSC. While not fully closing the gap, Phase One housing will significantly realign the available housing types with the classification system, balancing the need with facilities.

In addition to the 384 proposed maximum security beds, the plan calls for a Medical/Mental Health Housing Unit of 72 beds. While not specifically designated for a maximum security population, it would generally house a higher security level inmate, supplementing the potential for upgrading classification relative to the maximum security population. This Medical/Mental Health Housing Pod would consist of two 36-bed units, be configured as a single level unit of single and double cells, and be situated in close proximity to the new Health Services component. Its 72 beds would bring the design capacity of the Phase One construction to 456 new beds and increase the overall capacity of the PSC to 1374 beds. With Phase One in place, potentially by the year 2015, the inmate population as classified by housing would look like the following:

- Maximum Security: 468 beds
- Medium Security: 768 beds
- Minimum Security: 384 beds
- Special Populations: 98 beds

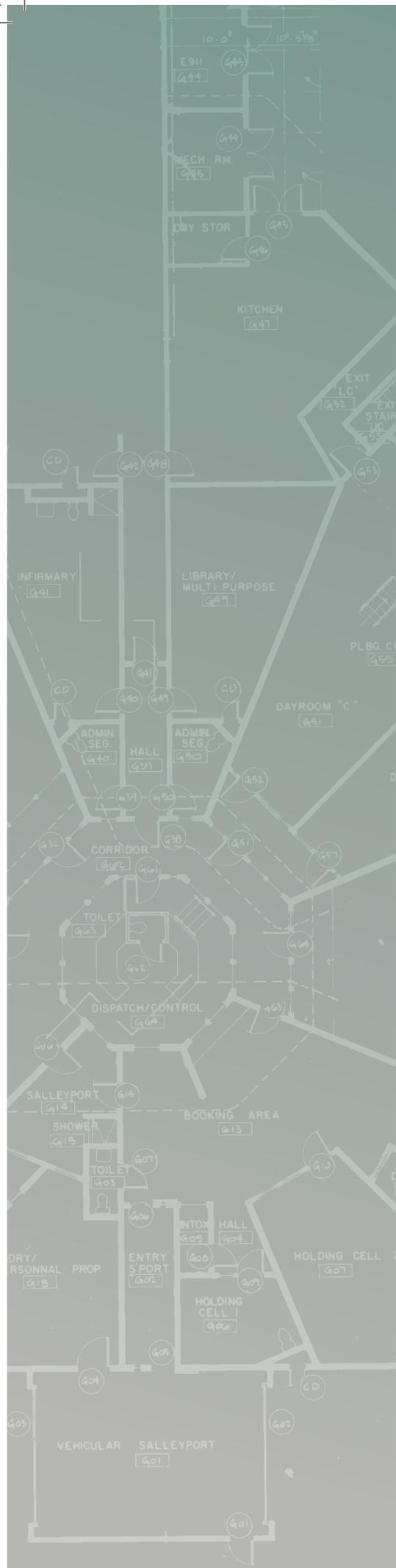
This allocation of cells, by security level, would provide a total of 1718 beds available to the County, with 1278 rated capacity beds at the Public Safety Center site, plus the additional 72 beds in Medical/Mental Health occupancy, and 24 other special use beds. This compares to the current design capacity of 1252 total beds.

Other facilities associated with the Phase One construction program of the PSC Master Plan would include the Intake/Release/Transport component, Staff Support facilities, Security Administration including Central Control, a Central Utility Plant, and the Entry/Lobby function. Future Phases would suggest building additional housing, mostly Maximum Security by design, along with support elements such as Jail Administration, Program Services including a Vocational component for the Minimum Security population, and a Warehouse/Commissary.



Conclusion

The final population projection presented in this section is a conservative one. There are clearly numerous factors at work in the County that have kept the population artificially low in recent years. Because a true projection can only rely on available statistics and quantifiable data and not on the estimated calculation of the impact of external future factors, this projection can not capture the full magnitude of probable increases in the inmate population. What is evident, however, based on the current inmate profile, is that even if the ADP were to grow only slightly, the County is facing a tremendous demand for maximum security housing. The current shortage of this type of bed, as well as the projected inmate increase and the impact of the State's Realignment Plan, will present a serious operational challenge as the County attempts to proactively manage in the future. The County must focus all of its future planning on closing the gap in the need for this type of bed.



Section G Adequacy of Staffing Level



SECTION G ADEQUACY OF STAFFING LEVEL

Since the 2007 Needs Assessment was completed by TRG, the county contracted with Crout and Sida Criminal Justice Consultants to perform the comprehensive *Staffing Analysis of the Stanislaus County Detention System*. This study was completed and published as a part of the 2008 Master Plan. That report recommended the addition of a number of staff positions for all three detention facilities. We recommend that the reader refer to that report for details on the study. The following charts represent a summary of those recommendations:

Men's Jail

Current Staffing Summary By Positions

Position	Total # of Posts	Positions with SRF of 1.0	Positions with SRF of 1.17	Positions with SRF of 1.78	Positions with SRF of 1.71	Positions with SRF of 1.83	Total Number of Personnel Needed
Lieutenant	1	1		0	0	0	1.0 Lt.
Sergeants	4	1	0	3	0	0	6.34 Sgts
Deputy - Custody	41	2	6	0	8	25	68.45 Deps

Recommended New Positions

POST	"AM" Shift	"DAY" Shift	"PM" Shift	Total	S.R.F	Number of Required Positions	Notes
Inmate Workers Quarters /Kitchen	1 Dep	1 Dep	1 Dep	3 Deps	1.83	5.49 Deps	
Intake/Processing	0	1 Dep	1 Dep	2 Deps	1.71	3.42 Deps	
2nd Floor Rover	0	1 Dep	1 Dep	2 Deps	1.71	3.42 Deps	
3rd Floor Rover	0	1 Dep	1 Dep	2 Deps	1.71	3.42 Deps	
Facility Rover	1 Dep	0	0	1 Dep	1.71	1.71 Dep	



SUMMARY OF TOTAL RECOMMENDED STAFFING BY POSITIONS

Includes existing plus recommended additional staff.

Position	Total # of Posts	Positions with SRF of 1.0	Positions with SRF of 1.17	Positions with SRF of 1.78	Positions with SRF of 1.71	Positions with SRF of 1.83	Total Number of Personnel Needed
Lieutenant	1	1		0	0	0	1.0 Lt.
Sergeants	4	1		3	0	0	6.34 Sgts
Deputy - Custody	51	2	6	0	15	28	85.91 Deps.

Public Safety Center and BAS

Current Staffing Summary By Positions

Position	Total # of Posts	Positions with SRF of 1.0	Positions with SRF of 1.17	Positions with SRF of 1.78	Positions with SRF of 1.71	Positions with SRF of 1.83	Total Number of Personnel Needed
Captain	1	1	0	0	0	0	1 Capt
Lieutenant	2	2		0	0	0	2.0 Lt.
Sergeants	6	3	0	3	0	0	8.34 Sgts
Deputy - Custody	53	3	4	0	10	36	90.66 Deps

Recommended New Positions

POST	"AM" Shift	"DAY" Shift	"PM" Shift	Total	S.R.F	Number of Required Positions	Notes
Central Control	0	1 Dep	1 Dep	2 Deps	1.83	3.66 Deps	
Kitchen/Laundry	1 Dep	1 Dep	1 Dep	3 Deps	1.71	5.13 Deps	
Supply Deputy	0	1 Dep	0	1 Dep	1.17	1.17 Dep	M-F
Facility Rovers	2 Deps	2 Deps	2 Deps	6 Deps	1.71	10.26 Deps	
Sergeant - Floor	1 Sgt	1 Sgt	1 Sgt	3 Sgt	1.78	5.34 Sgts.	



SUMMARY OF TOTAL RECOMMENDED STAFFING BY POSITIONS

Includes existing plus recommended additional staff.

Position	Total # of Posts	Positions with SRF of 1.0	Positions with SRF of 1.17	Positions with SRF of 1.78	Positions with SRF of 1.71	Positions with SRF of 1.83	Total Number of Personnel Needed
Captain	1	1	0	0	0	0	1 Capt
Lieutenant	2	2		0	0	0	2.0 Lt.
Sergeants	9	3	0	6	0	0	13.68 Sgts
Deputy - Custody	65	3	5	0	19	38	110.88 Deps

Honor Farm and AWP

Current Staffing Summary By Positions

Position	Total # of Posts	Positions with SRF of 1.0	Positions with SRF of 1.17	Positions with SRF of 1.78	Positions with SRF of 1.71	Positions with SRF of 1.83	Total Number of Personnel Needed
Lieutenant	1	1	0	0	0	0	1.0 Lt.
Sergeants	5	2	0	3	0	0	7.34 Sgts
Deputy - Custody	26	5	4	0	3	14	40.43 Deps.

Recommended New Positions

POST	"AM" Shift	"DAY" Shift	"PM" Shift	Total	S.R.F	Number of Required Positions	Notes
Barracks 4	1 Dep	1 Dep	1 Dep	3 Deps	1.83	5.49 Deps	
Barracks 2	1 Dep	0	0	1 Deps	1.83	1.83 Deps	
Rovers/Transport /Search	1 Dep	1 Dep	1 Dep	3 Deps	1.71	5.13 Deps	



SUMMARY OF TOTAL RECOMMENDED STAFFING BY POSITIONS

Includes existing plus recommended additional staff.

Position	Total # of Posts	Positions with SRF of 1.0	Positions with SRF of 1.17	Positions with SRF of 1.78	Positions with SRF of 1.71	Positions with SRF of 1.83	Total Number of Personnel Needed
Lieutenant	1	1		0	0	0	1.0 Lt.
Sergeants	5	2	0	3	0	0	7.34 Sgts
Deputy - Custody	33	5	4	0	6	18	52.88 Deps.

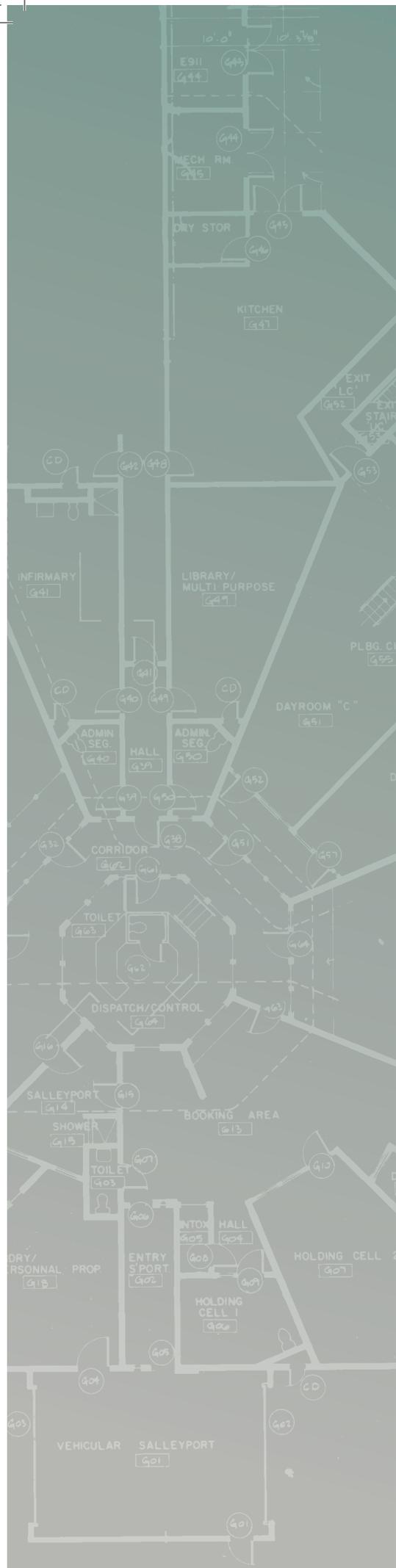
Update

Since the October 2008 Staffing Analysis was published, a number of significant events have occurred in the Stanislaus County Detention System. These included:

- 32 Beds in Honor Farm Barracks #4 closed by conditions (2008)
- 64 beds at PSC Minimum Security Beds closed due to a Reduction in Force (RIF) (2009)
- 172 beds (140 rated beds) at Honor Farm closed due to a fire (June 26, 2010)
- 86 beds at PSC closed due to RIF.(2011)

With the closed beds a number of staff positions were eliminated that are reflected in the above tables. We recommend that the positions lost due to RIF continue to be reflected in the above tables. Ultimately when these units are reopened (with the exception of the Honor Farm beds lost to the fire) staff will need to be re-hired to operate them and this analysis will hopefully provide the county with guidance on their number to re-hire.

While the Corrections Standards Authority (CSA) found that the county was in compliance with Title 15, California Code of Regulations, Section 1027 *Staffing*, during their April 2011 inspection of the Stanislaus County Detention System, we are of the opinion that the current staffing level needs to augmented to meet safety and security concerns raised in the 2008 report. With additional facilities that may be constructed in response, in part, to this report, the recommended staffing level in the *2008 Staffing Analysis* should reflect the base level of staffing that should be combined with additional staffing for each functional use area. Simply adding staffing to cover only those additions made to the system will not be adequate to safely operate this system.



Section H Ability to Provide Visual Supervision

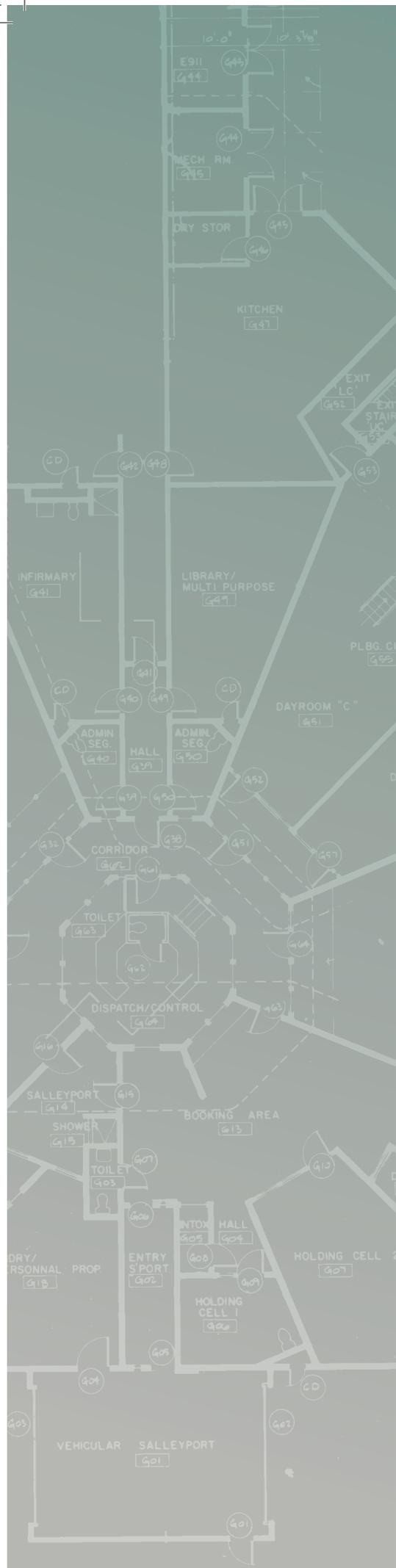


SECTION H ABILITY TO PROVIDE VISUAL SUPERVISION

The 2007 TRG Needs Assessment correctly describes both the strengths and the weaknesses with the current Stanislaus County Detention System. The old Main Jail continues to present staff with extreme difficulty in adequately providing visual supervision of inmates. There are many points in the jail where inmates cannot be readily observed by staff which creates a safety and security problem for both the inmates as well as staff. Conversely, the housing units located at the PSC are open podular designed that provide for exceptional visual supervision.

The Intake/Release/Transfer space in the Main Jail also provides challenges for visually supervising inmates. Relocating these services to the PSC in a new IRT center will address visibility issues.

The Honor Farm consists of old dormitory housing that has been reduced in size by the 2010 fire. The 2008 Staffing Analysis for the Detention System attempts to mitigate some of the problems inherent with both the Honor Farm and the old linear Main Jail and the difficulty in visually supervising inmates with adding staff. Staffing alone, however, will not solve the problems with the design of the Main Jail. We strongly recommend constructing new and safer housing units at the PSC to replace the beds at the Main Jail and the Honor Farm. In our view, this is the only answer to remedying the problems associated with providing visual supervision of inmates.

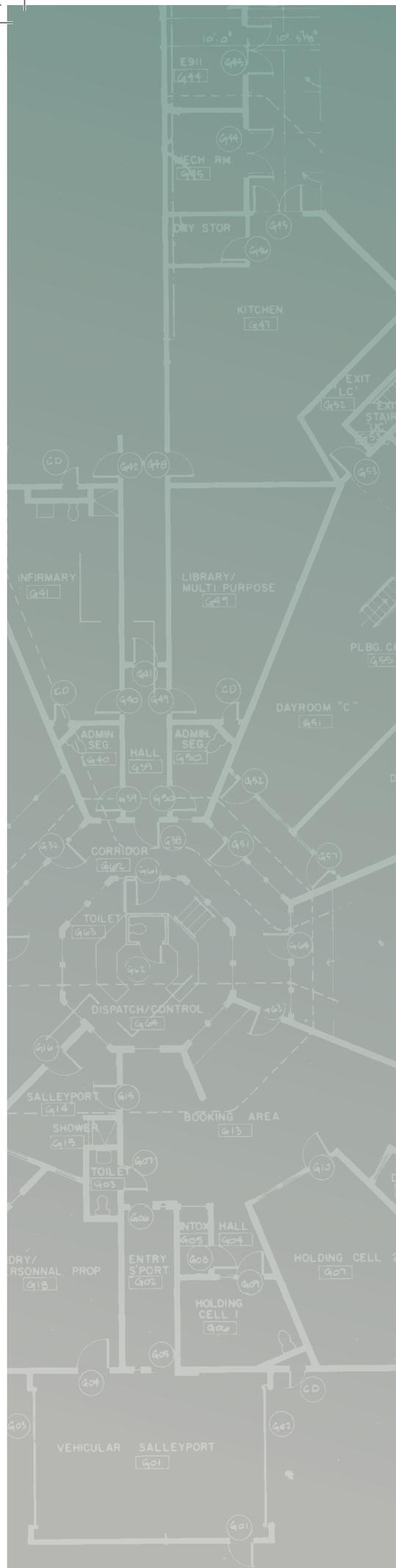


Section I Adequacy of Record Keeping



SECTION I ADEQUACY OF RECORD KEEPING

The 2007 TRG Needs Assessment description of Adequacy of Record Keeping remains valid. The Stanislaus County Detention System Bureau of Administrative Services (BAS) continues to be the central repository for a wide variety of documents associated with the operation of the system. Not only are documents and records associated with Title 15, CCR maintained within BAS, but a significant number of additional records relating to areas of the management of the system as well as statistical information needed for a wide variety of studies are maintained. This allows the Sheriff's Office to provide hard statistical facts to justify expenditures and requests for expenditures of taxpayer's money. Indeed, most of the data needed for this report was provided by the BAS unit.



Section J History of Compliance with Standards



SECTION J HISTORY OF COMPLIANCE WITH STANDARDS

The 2007 TRG Needs Assessment Section J - History of Compliance with Standards is no longer valid. Since its writing, there have been two CSA compliance inspections. Additionally, there has been a comprehensive Master Plan developed for the County in 2008 and an Updated Master Plan to be submitted on October 3, 2011. Consequently, most of the information presented in the 2007 Section is no longer valid.

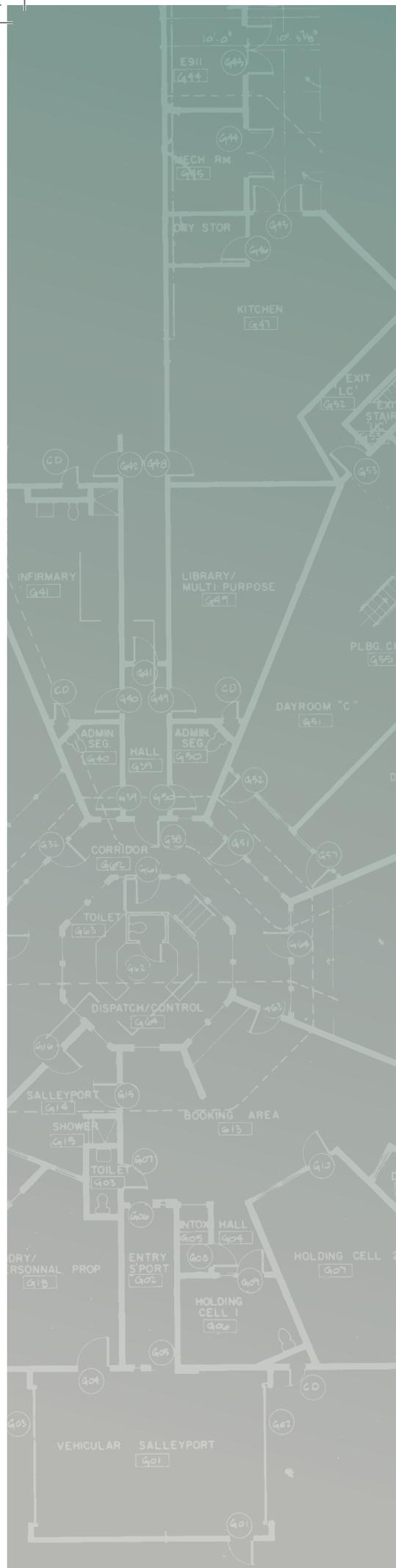
CSA Titles 15 and 24, CCR Inspection

The CSA is statutorily mandated by California Penal Code Section 6031 to inspect all local detention facilities in the state biennially. The Stanislaus County detention System was inspected by the CSA on April 13 through 15, 2011 for compliance with Titles 15 and 24 CCR. On August 25, 2011 CSA Field Representative Steve Keithly submitted the findings of the CSA inspection to Sheriff Christianson and other decision makers in the County.

This inspection found that the policies, procedures and practices for all three detention facilities within Stanislaus County Detention System were in compliance with all sections of Title 15, CCR (Minimum Jail Standards). With the exception of one standard, all three detention facilities were in compliance with applicable sections of Title 24, CCR (Physical Plant Standards). The one exception was at the Main Jail where 29 single occupancy cells were "double bunked" in violation of Section 470A.2.6, Title 24, CCR *Single Occupancy Cell*. Although this is a violation with Title 24, a Federal Court population limit allowed this crowding.

This one violation to the Title 24, CCR Standards was taken consciously, but not lightly, by the management of the Detention System. It illustrates the critical need for maximum security housing that is in extremely short supply within this system. The fact that the staff work so diligently to ensure that the Detention System is in compliance with all Title 15, CCR Standards -- no small feat -- also illustrates that this County is very serious about compliance with standards and works very hard to maintain their compliance.

All detention facilities are "grandfathered" into the Title 24, CCR standards that existed at the time the facility was constructed. It should be noted that although the older Main Jail and Honor Farm are in compliance with Title 24, CCR Standards, these standards were written before the development of safer "new generation" detention facilities. These standards also do not assess the obsolete building systems in place at these facilities including (but not limited to) door hardware, security electronics, and physical design. It is very clear that consolidating all detentions operations at the PSC is good public policy.



Section K Unresolved Issues



SECTION K UNRESOLVED ISSUES

Updating the 2007 TRG Needs Assessment, we feel that there are now principally four unresolved issues. These issues are:

1. Funding/Phasing - Detention Facilities
2. Consolidation of Detention System at PSC
3. Effects of AB109 - State Realignment
4. The Economy - Duration of Recession in Stanislaus County

Funding/Phasing - Detention Facilities

The Funding and Phasing for the Stanislaus County Detention System has been combined because one is really dependent on the other. No matter the need that is identified in this report, the County can only add the number of detention beds that it can afford to construct and operate. The County does have the necessary funding to construct and operate the new 192-bed minimum security Honor Farm (fire) replacement beds, so it is a resolved issue. Beyond this addition, which should allow the county to close the current Honor Farm, the following funding/phasing issues are unresolved:

- AB900 Funds. The county is eligible to apply for approximately \$80 million in AB900 funds from the State of California and intends to do so. Preliminary analysis has shown that the following could be constructed at the PSC with this funding:
 - Two 192-bed Maximum Security Housing pods
 - A Medical/Mental Health Housing Unit with 72 beds
 - Security Administration
 - Health Services
- Criminal Justice Facility Funds and Public Facilities Fees. The County may be able to utilize these funds to construct the following at the PSC:
 - Site Work
 - Intake/Release Center
 - Staff Support
 - Central Plant (phase I)
 - Community Corrections Center (Day Reporting)
- County General Fund. While it is unknown at this time what the County can afford to construct using this funding (debt service), the County will likely be able to fund Video Visiting as an efficiency and cost savings project.



- Unknown Funding: Replace Main Jail Housing - In order to replace the Main Jail, it is anticipated that funding needs to be secured to support the following construction at the PSC:
 - Jail Administration
 - Lobby/Visiting
 - Two additional 192-bed Maximum Security Pods - 384 beds
 - Additional Medical/Mental Health Housing with 72 beds
 - Central Plant (Phase II)
 - Site Work

- Unknown Funding: As the need for additional detention beds increases and funding become available, the following would need to be added to the PSC for build-out.
 - Four additional 192-bed Maximum Security Pods - 768 beds
 - 1 1/2 additional Medium Security pods - 378 beds
 - Site Work
 - Programming

Consolidation of Detention System at PSC

The goal for the Stanislaus County Detention System should be to consolidate all detention facilities at the PSC site. Part of this goal has been realized and will likely occur in the near future with the construction of the 192-bed minimum security Honor Farm replacement facility at PSC. This will likely result in closing the Honor Farm for current activities; however, the site may be used in the future for other activities.

The next piece of the goal is to construct adequate beds and support buildings to replace the aging Main Jail. While the Main Jail may have further use with remodeling as a Court Holding Facility, it should not exist as a primary housing facility. Replacing the Main Jail is not only to address safety and security issues, it makes good long-term financial sense. As the parts of the facility continue to fail and wear out, the price of the replacement parts increases. This is especially true with many hardware and electronic systems that haven't had spare parts manufactured for many years.

The consolidation of detention services at PSC should reduce duplications that presently occur with maintaining three different detention facilities at three different sites. The efficiency that can be realized just makes good fiscal sense.

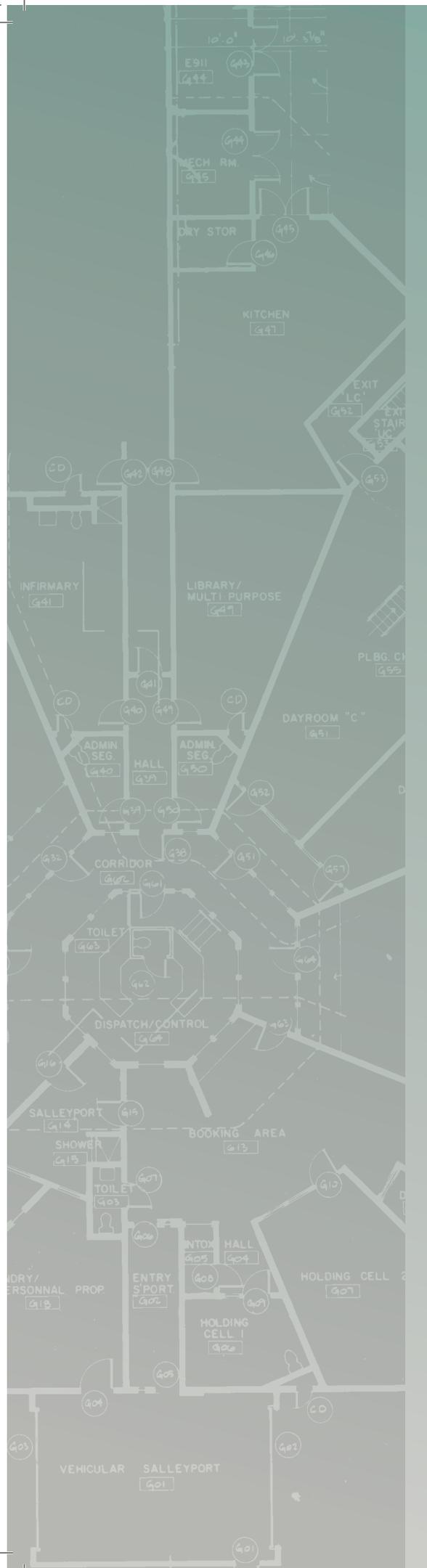


Effects of AB 109 - State Realignment

While there has been much forecasting on the effects of AB 109 on the Detention System's inmate population and classification of inmate, the real impact will only be known as the process matures over the next three years. Section F attempts to use the best numbers available to forecast the inmate population and the associated need for adding new beds, the real impact remains unknown. The Master Plan that is being completed at the same time as this Needs Assessment update should allow for flexibility in adding detention beds and associated support areas to the PSC site.

The Economy - Duration of Recession in Stanislaus County

Perhaps the largest unresolved issue revolves around the economy and how long the recession will continue in Stanislaus County. For the past three years the Detention System (in addition to all governmental services) has suffered with decreasing funding to support activities. Indeed, for the first time since Proposition 21 was passed in the 1978, deputies were laid off and housing units were closed. Importantly, inmates were also released due to a lack of housing. Hopefully, the State will make up for some of the funding lost through realignment, but the County will need to come out of the recession and increase tax revenue before it can afford to solve the ills of the Detention System. When that occurs, the County has already planned on how best to incrementally add to the Detention System to meet its demands.



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