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The inspiration for this effort is to serve the voiceless in Contra Costa County, those involved in the criminal justice system who need the opportunity for rehabilitation and successful reentry into the community as productive citizens, and to the rest of the County's citizens who deserve a safe and secure community.

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Introduction / Executive Summary

Introduction

This 2015 Jail Needs Assessment (JNA) Report for the Contra Costa County Adult Detention System was developed to comply with California Code of Regulations (CCR) Title 24, Sec. 13-102(c) 2, which requires the submittal of a Needs Assessment from any local government intending to construct a new detention facility. Projections are based on updated county population and resident profile information current through 2014 and 2015. The report includes a summary of 2019/2020 bed capacity requirements and outlines the approved phased development of the West County Detention Facility site and expanded facilities to meet the County's detention system needs as part of long term strategic plan.

Contra Costa County is planning to construct a new adult detention facility at the West County Detention Facility to provide 416 high security beds, program space, and support spaces to meet both current and future needs of the Contra Costa County Adult Detention System.

Executive Summary

Contra Costa County and the Contra Costa County Office of the Sheriff have been very active over the years in managing its criminal justice and detention systems. This is demonstrated by the County's low incarceration rate which stands at 50% below the State average. Despite the County's best efforts the detention system has struggled to keep pace with the tremendous County population growth and a rapid increase in jail population the past 30 years.

This JNA makes a number of recommendations as part of an overall plan that will enhance the operations of the detention system and strengthen programming to improve reentry back into the community and reduce recidivism. The centerpiece of the plan is the creation of a new housing and treatment facility to be located at the West County Detention Facility (WCDF). Named the West County Reentry, Treatment, and Housing Facility (WRTH), the WRTH will provide psychiatric, treatment, and reentry services to nearly all population classifications in the detention system. The WRTH will also provide 416 high security beds and allow the County to depopulate the aging and overcrowded Martinez Detention Facility (MDF). By moving the majority of high security persons from the MDF to the WRTH, individuals will have access to programming and services that are currently unavailable at the MDF due to space and design limitations.



The JNA uncovered a number of issues that are summarized here:

- The original facility design and operational philosophy of the MDF has been severely compromised by nearly doubling the building's design occupancy load
- The MDF facility is chronically above functional capacity (after double-bunking) and often experiences population peaks above its rated capacity
- High security residents do not have access to programming and reentry services because those individuals are housed at the MDF where programming space/rooms are not available
- Individuals with behavioral health issues are held at the MDF where they experience more lock down time than if they were housed at the WCDF
- Over 34% of the detention system population was on probation/parole at the time of arrest for a new crime. This indicates that a more robust reentry programming track is needed.
- Over 26% of the detention system population is between the ages of 18-24. Targeted programming and grouping these individuals in common housing assignments will have long-term benefits of reintegration and reducing recidivism
- The detention system does not have an automatic review of classification status so, residents cannot improve their classification or housing assignment by following rules and participating in programs
- Average daily population (ADP) numbers have been relatively flat over the past 10 years due to alternative to incarceration programs
- Reported crime has been relatively flat over the past 10 years
- The impact of AB109 on total number of residents in the detention system has been minor because of the County's long-time policy of keeping sentenced individuals close to "home" in lieu of sending them to State prison
- It is anticipated that the detention system capacity needs will closely track County population growth
- Capacity needs will be 1,945 beds by 2020; 2,042 beds by 2025; 2,137 beds by 2030.
- The jail information management software (JMS) system is lacking making it difficult to conduct analyzes and track metrics

Benefits of the building the WRTH at WCDF campus include:

- The WRTH facility provide program opportunities to high security classifications

currently housed at the MDF as well as provide additional programming opportunities to residents of WCDF

- The WRTH will increase the number of high security beds and will allow the number of high security residents to be at or under functional capacity, thus enhancing safety and security
- The WRTH will permit the depopulation of the MDF and returning it to its original design capacity thus improving safety and security and it will allow staff to return to direct supervision management concepts

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JNA Recommendations

1. Move people suffering from behavior health issues from MDF to WCDF.

Conditions, including long times locked in a cell at the MDF, exacerbates symptoms and is detrimental to improving the underlying illness. I will elaborate more on this with info from my correctional mental health colleague.

2. Depopulate the MDF to improve resident behavioral management and safety and security.

When built, the MDF was a state-of-the-art direct supervision facility in both physical plant and operational philosophy. Through the years however because of double bunking and overcrowding, the tenets of direct supervision have been severely compromised and the safety and security of residents and staff is in question.

Returning the housing unit capacities to 48 beds as originally designed and re-training staff in effective behavioral management based on direct supervision concepts and tenets will improve safety and security at the MDF. In addition, improved behavioral management will also enhance the effectiveness of any new programming introduced at the facility.

3. Increase the availability of programs that enhance reintegration back into the community and reduce recidivism.

Provide programming to out-of-custody individuals on probation and parole so they don't reoffend.

After enhancements in programming, develop metrics to measure success and identify areas in need of improvement. In particular monitor the number on people in jail who have violated the conditions of their supervision by committing new crimes.

Approximately 34% of people in the Contra Costa detention system were under judicial supervision (either parole or probation) at the time of their arrest for new crimes. On the surface, this would indicate that there are large gaps in the continuum of reentry and reintegration programming, weaknesses in the programming, or both. Reducing the number of people in jail that are on probation or parole should be a high priority. This group, while still under judicial supervision, could be targeted for post-incarceration programming that will enhance their rates of successfully returning to the community.

4. Enhance programming opportunities for 18-24 year olds.

Of the various age cohorts, this group is the largest within the Contra Costa jail system. There are various age specific programs for young adults focusing on life skills, social skills, and cognitive skills that can improve their chances of not re-offending. Reducing the number of young adults in the system will produce the benefit of reducing recidivism long term.

Special Housing units focused on the 18-24 year olds.

5. Install and use a more robust and integrated Jail Management Software (JMS) System. In addition, staff should seek more information from new arrestees such as:

- Prior arrests
- Children in the household

A good JMS is worth its weight in gold in providing useable data for analysis to guide policies and initiatives. The current JMS system can produce only limited data reports and it is not integrated among the various departments inside the Sheriff's office. For example classification data, pre-trial services data, and medical data are not integrated into a central database.

Much of the information regarding the demographics and composition of the existing resident population in this JNA had to be aggregated manually – an extremely time consuming and expensive process. Real time data collection, output, and analysis would allow the Sheriff Office to be more nimble and responsive to the needs of the detention population.

6. Investigate the use of a behavior-based classification system in lieu of a charge-based classification system.

Review time intervals for reclassification of high security residents.

A behavior-based classification system is an effective resident behavior management and safety and security tool. At its most basic level, the classification system allows security



staff to reward good behavior and sanction bad behavior. For example if an resident has demonstrated a willingness and desire to follow the rules of the facility, then that resident should have the opportunity to move to a lower classification with more amenities regardless of charge. Of course if an resident is a chronic rule breaker, then he would be removed from his current classification to one with fewer amenities and possible longer cell time.

Most reclassification to higher security levels occurs because of an event such as an act of violence. But reclassification to lower security should be considered on a timed interval basis. Let's say a high security resident has been totally compliant for 30 days. If his behavior is rewarded by being reclassified to a lower classification, then it is likely that he will remain compliant.

A system of graduated classifications and sanctions based on behavior will enhance resident management.

Organization of the Report¹

The 2015 Needs Assessment is organized into the following twelve sections:

1. The elements of the system;
2. The department's operational and design philosophy;
3. Local trends and characteristics;
4. The current resident population;
5. The classification system;
6. Program needs, including planned academic programs including special education programs and an analysis of performance in using programs that can reduce secure facility requirements;
7. An analysis of the local trends and characteristics which influence planning assumptions about future corrections' systems change, including population projections, current and projected resident populations, and program costs based on continuation of current policies and projections of alternative policies or programs on resident population growth and program costs;
8. The adequacy of staffing levels;
9. The ability to provide visual supervision;
10. The adequacy of record keeping;
11. A history of the systems compliance with standards; and
12. Any unresolved issues.

¹ Consistent with Title 24 Regulations, Section 6030, Penal Code; 13-102.(c)2 Needs Assessment Study.

Definitions¹

AB 109: Assembly Bill 109 allows non-violent, non-serious, and non-sex offenders to serve their sentence in county jails instead of state prisons.

ADA: Americans with Disabilities Act

ADMISSIONS or BOOKINGS: The number of residents admitted to a facility/system by day, month, or year.

AVERAGE DAILY POPULATION (ADP): The average number of residents housed daily during a specified period of time.

AVERAGE LENGTH OF STAY (ALOS): The average time an resident spends in a facility/ system before he or she is released.

BSCC: Board of State and Community Corrections

CCTV: Close Captioning Television (Video Systems)

CDCR: California Department of Corrections and Rehabilitation

CSA: Correctional Services Assistant

CSSA: California State Sheriff's Association

DHS: U.S. Department of Homeland Security

DISCIPLINARY ISOLATION: Consists of confinement in a cell or housing unit separate from regular jail residents.

DIRECT SUPERVISION: A supervision model that combines two key elements — physical plant design and an resident management strategy — to significantly enhance resident behavior management in jails. Direct supervision jails focus on actively managing resident behavior to produce a jail that is safe and secure for residents, staff, and visitors. Staff interact continuously with residents in the housing units, actively

supervising them to identify problems in their early stages. They use basic management techniques to prevent negative behavior and encourage positive behavior. Staff assume control of the jail and establish a professional supervisory relationship with residents. There are no barriers separating staff and residents in the housing units. The physical plant is designed to support the management of resident behavior by reducing physical barriers that impede staff-resident interaction, by ensuring there are clear sightlines into all area of the housing units, and by incorporating design elements, fixtures, and furnishings that promote positive resident behavior.

ERO: Immigration and Customs Enforcement and Removal Operations

ICE: Immigration and Customs Enforcement

JAIL: As used in Article 8, a Type II or III facility as defined in the “Minimum Standards for Local Detention Facilities.”

MCDF: Marsh Creek Detention Facility

MDF: Martinez Detention Facility

NIC: National Institute of Corrections

NON-SENTENCED RESIDENT: An resident with any pending local charges or one who is being held solely for charges pending in another jurisdiction.

NON-RATED CAPACITY: Beds not accounted for in the facility's rated capacity.

OPERATIONAL CAPACITY: The number of beds which can be used for a permanent housing assignment, whereas total bed capacity also includes non-operational beds used for temporary special management placements such as administrative or disciplinary segregation, medical observation/recovery, suicide watch, or mental/behavioral observation.

¹Some definitions extracted from the Minimum Standards for Local Detention Facilities; Title 24 Part 1, Section 13-102.



PEAKING: During some short periods of time, a facility may experience a brief spike in its population. For this reason, future space needs cannot be predicted based on ADP alone. In order to account for these spikes, a “peaking factor” is calculated for each historical year. The three months with the highest ADP values are averaged together as the “three month high.” The peaking factor is then calculated as the percentage difference between the three month high and the year’s overall ADP.

PRESENTENCED RESIDENT: An individual being held awaiting the conclusion of their case disposition.

RATED CAPACITY: The number of resident occupants for which a facility’s single- and double-occupancy cells, or dormitories, except those dedicated for health care or disciplinary isolation housing, were planned and designed in conformity to the standards and requirements contained in Title 24 and in Title 15, C.C.R.

SENTENCED RESIDENT: An resident that is sentenced on all local charges.

TYPE I FACILITY: A local detention facility used for the detention of persons, for not more than 96 hours, excluding holidays, after booking. Such a Type I facility may also detain persons on court order either for their own safekeeping or sentenced to a city jail as an resident worker, and may house resident workers sentenced to the county adult detention facility provided such placement in the facility is made on a voluntary basis on the part of the resident. As used in this section, an resident worker is defined as a person assigned to perform designated tasks outside of his/her cell or dormitory, pursuant to the written policy of the facility, for a minimum of four hours each day on a five-day scheduled work week.

TYPE II FACILITY: A local detention facility used for the detention of persons pending arraignment, during trial and upon a sentence of commitment.

TYPE III FACILITY: A local detention facility used only for the detention of convicted and sentenced persons.

TYPE IV FACILITY: A local detention facility or portion thereof designated for the housing of residents eligible under Penal Code Section 1208 for work/education furlough and/or other programs involving resident access into the community.

WCDF: West County Detention Facility

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The Elements of the CoCo Sheriff System

Overview of the Jail System

The Contra Costa Office of the Sheriff's Custody Services Bureau (CSB) operates three (3) county jails with a total of 1,979 rated beds, plus a Custody Alternative Facility (CAF) providing programs designed for people sentenced to the custody of the Sheriff who serve their time working on public projects and thereby avoid doing in-custody jail time and thereby reducing the jail population and associated costs. The facilities are spread throughout the 720 square mile County, with the Martinez Detention Facility (MDF) located in the County Seat of Martinez, the West County Detention Facility (WCDF) located northern Richmond and the Marsh Creek Detention Facility (MCDF) located in the outskirts of Clayton to the southeast.

Figure 1: Aerial view of Contra Costa County showing facility locations



Table 1: Travel Times to Facilities

Facility	Distance	By Car	Public Transportation
FROM DOWNTOWN RICHMOND TO:			
WCDF	5 miles	12-20 min.	30 min. via Bus + \$2.10
MDF	20 miles	30-40 min.	40-90 min. via Amtrak + BART + Walk + \$14+
MCDF	38 miles	50-70 min.	90 min. via BART (x2) + Bus (x2) + Taxi + \$20+
FROM DOWNTOWN MARTINEZ TO:			
WCDF	17 miles	25-35 min.	70-90 min. via AmTrak + Bus + Walk + \$14+
MDF	n/a	brief	walk or short bus ride
MCDF	23 miles	35-45 min.	100-120 min. via Amtrak + BART + Taxi + \$20+

A unique correctional philosophy at the time dominated the planning and design of the existing Contra Costa jail facilities, specifically, the Martinez Detention Facility and the West County Detention Facility. The Martinez Detention Facility and West County Detention Facility were both planned and constructed based upon what we would describe as a utopian view of local corrections in the early 1980's.

Simply described, this view held that residents held in a direct supervision setting would thrive in the absence of hard cells and traditional jail hardware and furnishings. It was envisioned that this approach to corrections would encourage good behavior and reduce the tension that was believed to promote a reduction in violence, vandalism and other problems attributed to traditional facility design.

It should be noted that no one in the late 1970's, when the jail designs were formulated, could have envisioned the type and classification of resident that would be housed in the jail today. Nobody could have envisioned that the current inventory of low security beds and scant available program settings would be used to house a more violent, gang affiliated, drug addicted and mentally ill resident population. This change in the resident profile is not limited to the Contra Costa jail but rather jails throughout California and the nation.

Of particular note is that persons who would have been incarcerated in the state prison system in days gone by would now be serving many years of their sentences in the county jail as a result of a recent Supreme Court ruling in *Brown v. Plata* and new laws enacted by the California legislature that has resulted in a paradigm shift in the operation of county jails.

The most significant difference between most other counties and Contra Costa is the current inventory of jail beds and new jail facilities in those other jurisdictions that offer more flexibility and security. While many jails have struggled with the ever changing classification of residents, Contra Costa County suffers more because the inadequate jail design that was based upon a utopian jail philosophy is now built into the bricks.

While this deficit in security has been known for many years, the County and specifically the Sheriff's Office, did not anticipate having to deal with the influx of individuals who will bring with them the culture of the state prison system into the county jails. As a result of the passage of AB-109, a backdrop has been set; creating a new reality for jails in general, but especially for the Contra Costa jail facilities, uniquely and in particular, because of the now-demonstrated failure of its unique design. These monuments to a bygone era, while for the most part are clean and serviceable, are woefully inadequate in terms of the safety of staff and residents and lack appropriate space to offer meaningful programs to residents populating the jail system.

Elements of the System

The following is a detailed profile of each of the three jails in the Contra Costa County system including synopses of the operational and physical plant issues and/or opportunities associated with each facility.

Martinez Detention Facility (MDF)

Location: Downtown Martinez
Year Opened: 1981
Facility Type: Type II
Number of Beds: 695 rated

Figure 2: Exterior view taken shortly after construction completion.

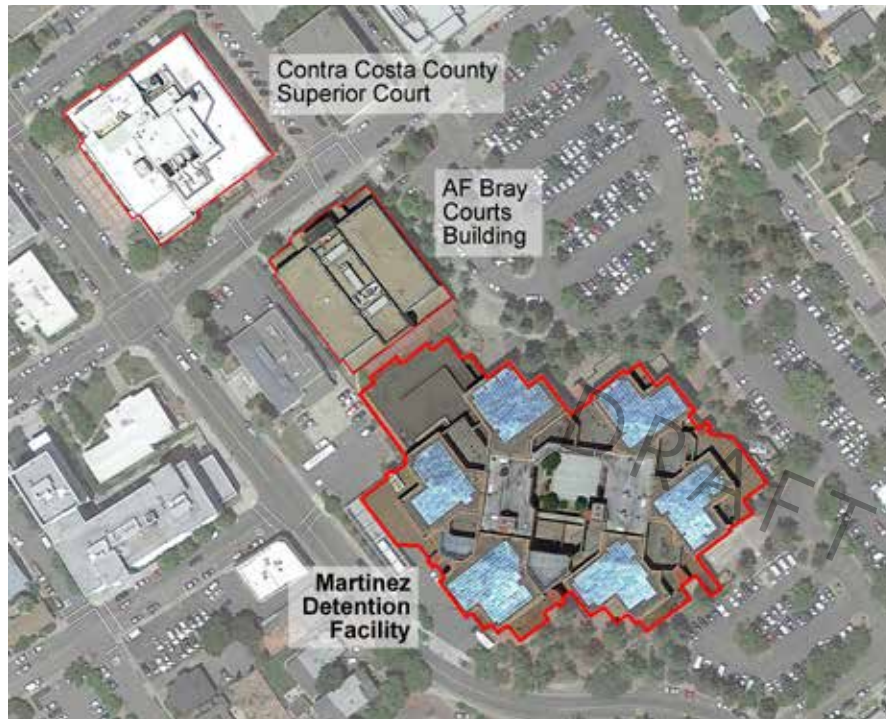


Overview

The Martinez Detention Facility (MDF) was built as a high-security environment to house pre-sentenced and sentenced residents who do not qualify for less restrictive environments. The facility was completed in 1981 and since that time, the requirements of a high security environment have changed drastically.

The MDF is a direct and indirect supervision, "new generation" jail designed to operate as a coeducational, primarily pre-trial facility. It is a densely planned urban model that is intended to minimize movement of residents within its confines. The facility as designed

Figure 3: Aerial view of Martinez Detention Facility in downtown Martinez.



is grossly inadequate in its ability to serve the level and number of residents assigned there. In addition to resident housing, the facility also contains administrative offices for the Custody Bureau Commander and support personnel for the entire division.

The MDF has a rated capacity of 695 residents but has for many years been operated at twice the originally intended capacity within each of the housing units. In all, there are nine housing units, the configuration and use of which are described in the spreadsheet and plans on the pages that follow.

First opened in the 1980's, the Martinez Detention Facility (MDF) was hailed as a model for future detention facilities and a regional resource center for the National Institute of Corrections (NIC). With the MDF as one of its prime models, in 1984 NIC's Advisory Board formally endorsed the direct supervision / non-barrier approach to correctional facility design and operation for jurisdictions contemplating construction or renovation of prisons and jails.

Figure 4: Aerial view of the MDF facility.



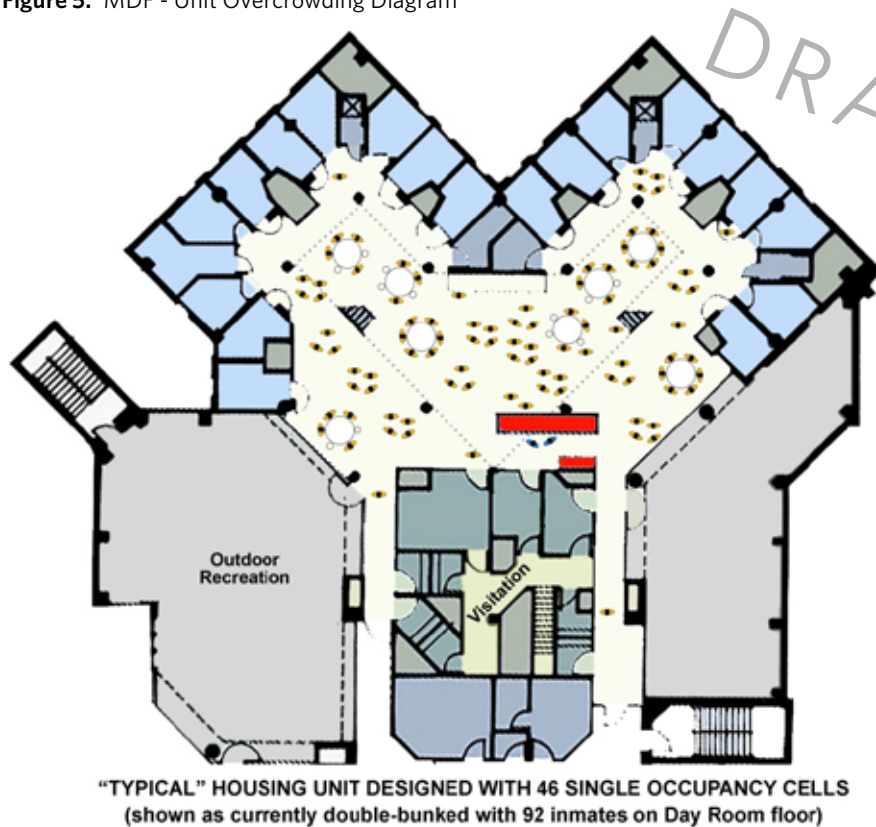
The construction of MDF introduced a new era in jail design and operational philosophy which for a few years became a showcase in jail management. During those early years many correctional managers from other jurisdictions who toured the MDF in an effort to learn and adopt some of the innovations built into Contra Costa's newly designed jail. At that time, the MDF served the needs of the County, and was a model for other jurisdictions for a number of years. The MDF currently provides 695 rated beds.

However despite the MDF's having been innovative and 'state of the art' when it first came on line, subsequent changes in the resident population, particularly related to prison realignment, have limited the facility's operational effectiveness, with many of those limitations coming from the very things for which its design was originally praised. One of the downsides of having been innovative was that the physical plant could not adapt to a newer correctional reality that has emerged over the many years since the MDF first opened. As a result, the MDF is now pioneering a new area of professional inquiry; it is sparking the question, "What happens when the first new generation jail becomes the first new generation jail to become obsolete?"

The MDF was designed with a correctional philosophy that held that individuals would, if given the opportunity, self-regulate their behavior in the jail and that disruptive or problem individuals accounted for only a small portion of the jail population. Given this correctional philosophy, the designers constructed only a very few cells for individuals requiring a high level of security. Certainly, no one at the time, in Contra Costa County or elsewhere, envisioned that California's jails would morph into the communities' default mental institutions and have to deal with a more challenging resident population, including persons who at a different time would have been sentenced to state prison.

The MDF’s design and operational philosophy also promoted the ideas of a direct supervision by custody staff stationed inside the housing area where residents spend most of the day outside their cells in the dayroom-activity area, (but unfortunately, as will be demonstrated later, the design did not incorporate features we now know to be essential in any direct-supervision facility.) Changes in the resident population are driving the need to make concomitant changes to facilities in order to accommodate residents with a higher classification level, including a more violent resident, and to deal with a surge in prison gang members who have now percolated up from the streets and down from the prisons into California’s local jails, including the MDF. These safety problems and additional issues impacting the usefulness of the MDF are addressed in detail in other sections of this report.

Figure 5: MDF - Unit Overcrowding Diagram



Plan graphic courtesy of KMD Architects.

Impacts and Resolution to the Issue of Overcrowding

The Issues

The Martinez Detention Facility was unique in its design as a direct supervision facility with single-cells in new model “podular” living units not exceeding 46 residents in the larger units. Upon opening, MDF was hailed as a major breakthrough in the effective housing of a maximum security population due to the novel new modality of direct supervision. In more recent years, due to a variety of circumstances beyond the control of the operators, the facility lost touch with the intent of it’s direct supervision model (despite still having in-unit staff) by having to double buck nearly all of the cells in the facility.

The double bunking created an overcrowding problem which has resulted in up to 92 residents residing in a single unit. The effects of this situation are dire:

- For safety reasons, only half the population of a unit can be released from their cells at any given time, resulting in inappropriate time spent in cells.
- The intent of direct supervision, to promote communication and trust between staff and residents resulting in enhanced safety in the operation of the units, is lost in this overcrowded environment. The result is a stressful and dangerous atmosphere for both staff and residents.
- The resultant need for crowd management and unit control have taken precedence over meaningful human interaction and the need for critical programming and counseling, etc.
- Finally, this circumstances puts the staff in an unduly precarious situation every time they step foot in a unit.

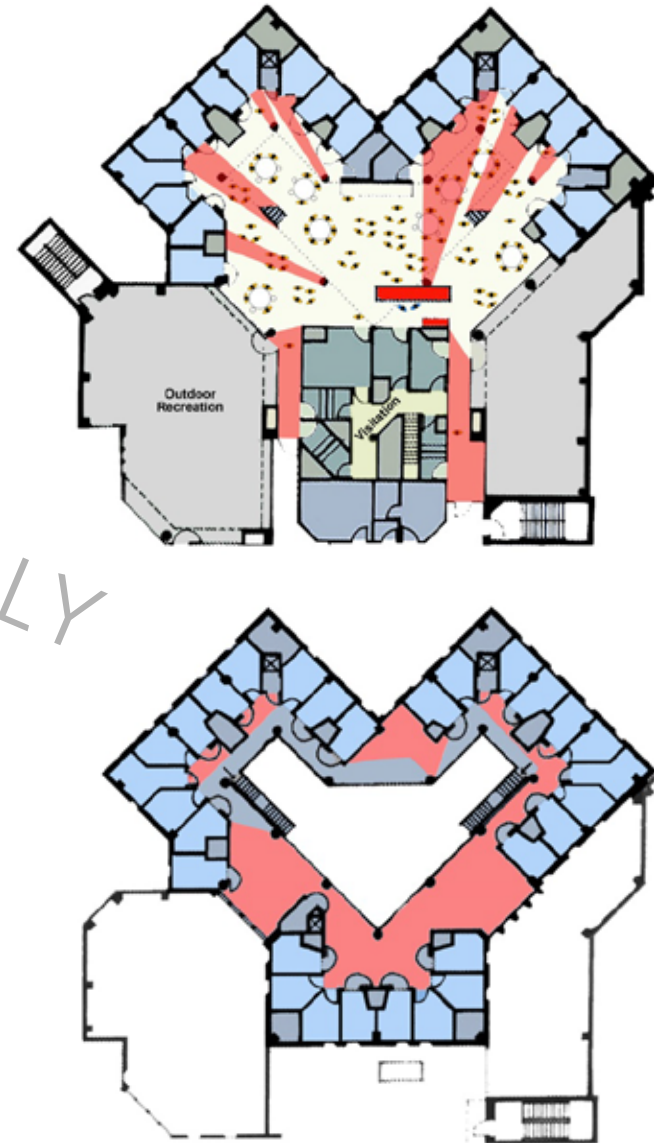
This critical overcrowding situation is best exhibited by the exorbitantly high rate of incidents at the facility, between resident and residents and staff. The spreadsheet below clearly elucidates an alarming increase in incidents to date since the collection of such data began in 2008.

Table 2: WCDF - Monthly Batteries & Assaults

	2008	2009	2010	2011	2012	2013	2014	2015
January		11	11	5	6	10	10	16
February		8	11	5	3	6	5	6
March		8	3	2	9	8	4	11
April		5	5	6	12	5	11	7
May		5	3	6	5	9	9	12
June		2	1	5	4	5	7	
July		11	13	4	7	4	12	
August		18	6	6	3	9	16	
September		8	11	7	7	8	12	
October	4	9	9	3	5	9	6	
November	13	7	4	6	2	8	13	
December	11	7	3	1	9	5	4	
TOTAL		99	80	56	72	86	109	
MONTHLY AVERAGE	9.3	8.3	6.7	4.7	6.0	7.2	9.1	10.4

Another serious issue regarding the operation of the living units within the facility is more concrete—literally. The MDF was built at a time when the expression of civic architecture was edging on brutalistic and was fully rendered in concrete. Adherence to a rigid geometric framework ruled the planning and design of the facility at the expense of what today we would consider to be sound security planning. The living units at MDF are severely deficient in regards to sight-lines and the ability to monitor activities within the units. In the currently double-bunked units, most with particularly volatile populations, this issue becomes exacerbated exponentially.

Figure 6: Diagram showing approximate obstructions to line-of-sight in typical living unit



Plan graphic courtesy of KMD Architects.



Finally, in the 1980s, jails were built for the short-term incarceration of offenders awaiting trial and for short sentences as an alternate to time in State prison. MDF is no exception. Thus, the need for the provision of substantive programming and treatment services was not considered necessary. As a result, the facility is nearly devoid of program spaces that can accommodate more than 2 or 3 individuals at a time. Even those spaces are limited to perhaps one per living unit. **The MDF is not suitable for longer-term sentences that have become the norm in California's current criminal justice environment.**

The Resolution

Insert items

Table 3: Martinez Existing Facility Unit-Bed Count

MARTINEZ DETENTION FACILITY (MDF)											
Unit Designation	Direct/ Indirect?	Current Rated Bed Utilization	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M / F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Intake	Direct	n/a	9	X		X		n/a	n/a	M/F	2 single Suicide Cells; 2 single Sobering Cells; 5 general use Holding Cells.
Module A	Direct	92	46		X			Max.	Each Unit has 1 small interview room with a maximum capacity of 4 people. The unit design offers no possibility of direct supervision which poses a staffing and safety risk.	M	Northern gang members incompatible with general population.
Module B	Direct	90	45		X			Max.		M	Other gangs incompatible with general population.
Module C	Direct	92	46		X			Max.		M	Other gangs incompatible with general population.
Module D - Unit a	Indirect	32	32	X				Max.		M	"Special Circumstances": High Profile, Death Row, Escape Risk, Actively Aggressive, Assault on Officers, Disciplinary Segregation, etc.
Module D - Unit b	Indirect	12	12	X				Max.		M	
Module D - Unit c	Indirect	9	9	X				Max.		M	
Module E	Direct	90	45		X			Max.		M	Protective Custody
Module F - Unit a	Direct	74	37		X			Max.		M	Mostly medical needs inmates. CPAP, Diabetes, etc. 4 negative pressure isolation cells.
Module F - Unit b	Direct	22	11		X			Max.		M	Protective custody overflow.
Module M	Direct	54	30		X			Max.		M & F	Primarily behavioral unit. 3 Medical Beds; 2 Observation Cells; 1 Safety Cell; 1 single cell
Module Q	Direct	82	41		X			Max.	M	Administrative Segregation & overflow from Module D	
Module T	Direct	60	30		X			Trustee	M	Staff support, some PC overflow.	
Current Bed Utilization:		709									
Total Rated Beds		695									
Total Inmates likely to move to new facility:		514									
Remaining Inmates		181									
Available beds at original, single-celled capacity:		203									

Level One

UNITS TOTALS - 1ST & 2ND LEVELS

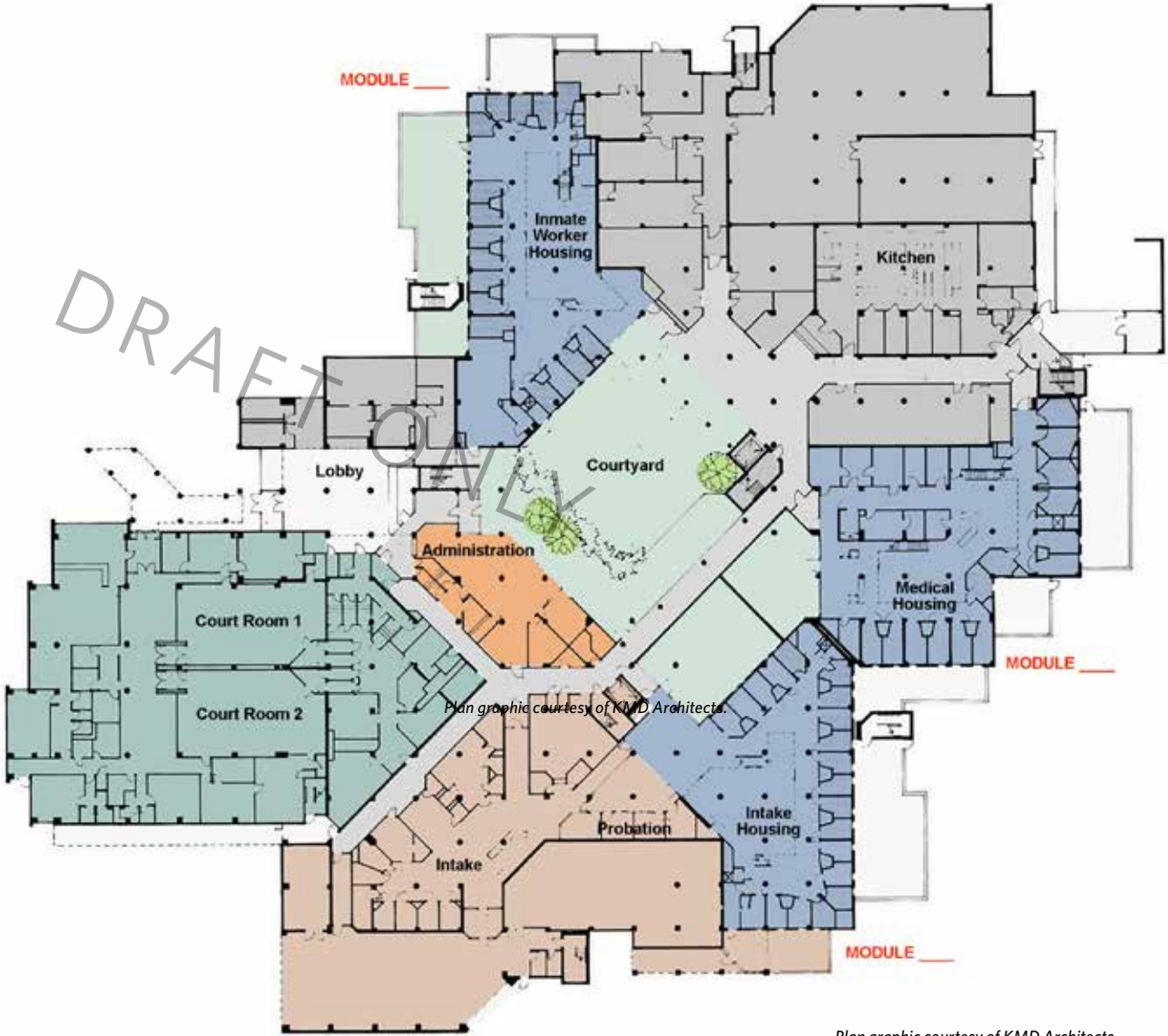
- WORKER HOUSING: 30**
- INTAKE HOUSING: 42**
- MEDICAL HOUSING: 28**
- TOTAL BEDS: 100-BEDS**

- Worker Housing**
- Main Level: 16-beds
 - Mezzanine: 14-beds
 - Total Beds: 30-beds**

- Medical Housing**
- Main Level: 12-beds
 - Mezzanine: 16-beds
 - Total Beds: 28-beds**
 - (+ 2 Observation Cells)

- Intake Housing**
- Main Level: 21-beds
 - Mezzanine: 21-beds
 - Total Beds: 42-beds**

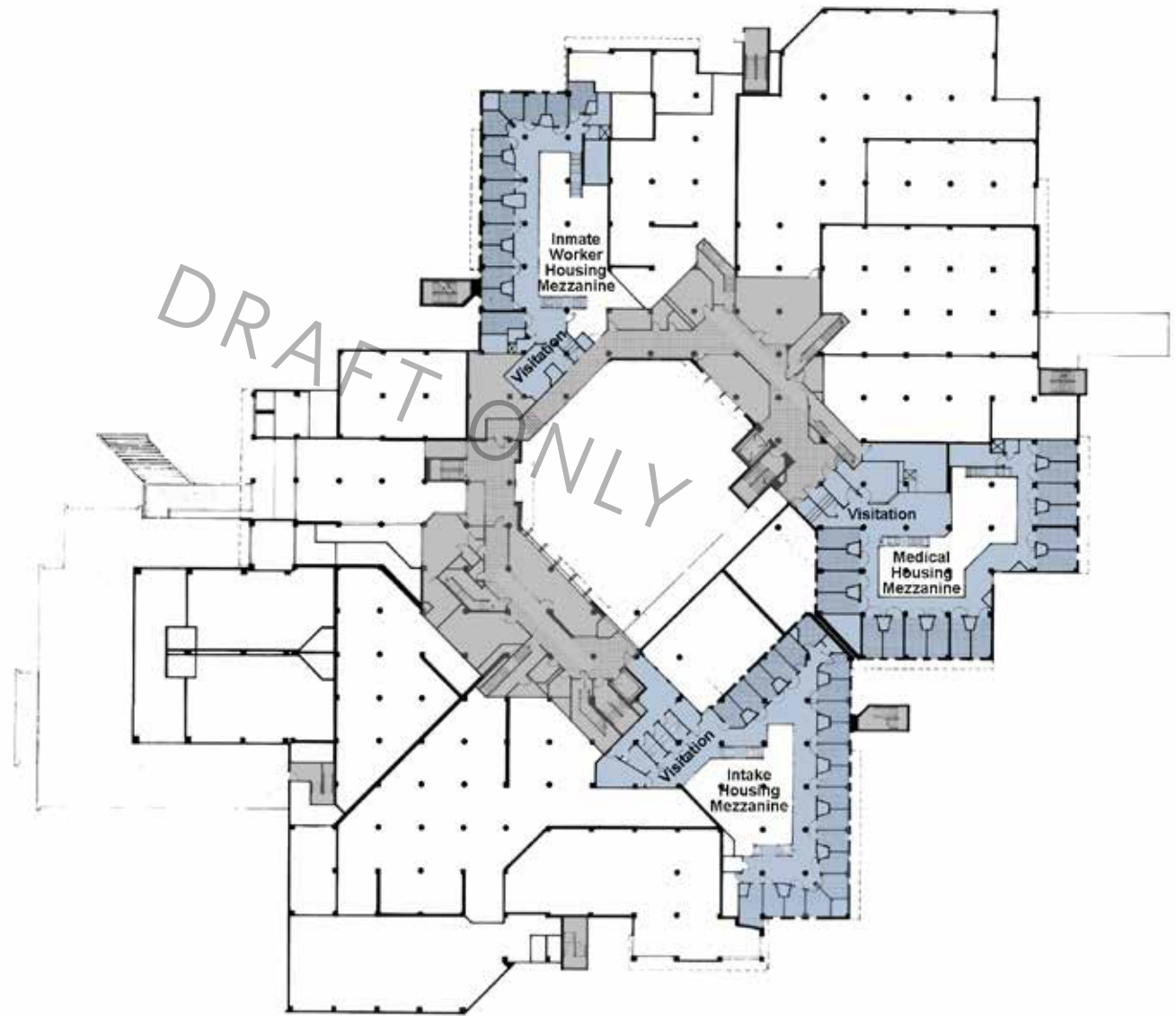
Figure 7: Martinez Detention Facility 1st Floor Plan



Plan graphic courtesy of KMD Architects.

Level Two

Figure 8: Martinez Detention Facility 2nd Floor Plan



Plan graphic courtesy of KMD Architects.

Level Three

UNITS TOTALS - 3RD & 4TH LEVELS

UNSENTENCED: 138
SEPARATION: 53
FEMALE: 48
SENTENCED: 45
TOTAL BEDS: 284-BEDS

Separation Male Housing

Unit A
 Main Level: 15-beds
 Mezzanine: 17-beds
Total A Beds: 32-beds

Unit B
 Main Level: 5-beds
 Mezzanine: 7-beds
Total B Beds: 12-beds

Unit C
 Main Level: 0-beds
 Mezzanine: 9-beds
Total C Beds: 9-beds
Total Beds: 53-beds

Female Housing

Unit A
 Main Level: 12-beds
 Mezzanine: 22-beds
Total A Beds: 37-beds

Unit B
 Main Level: 4-beds
 Mezzanine: 8-beds
Total B Beds: 11-beds
Total Beds: 48-beds

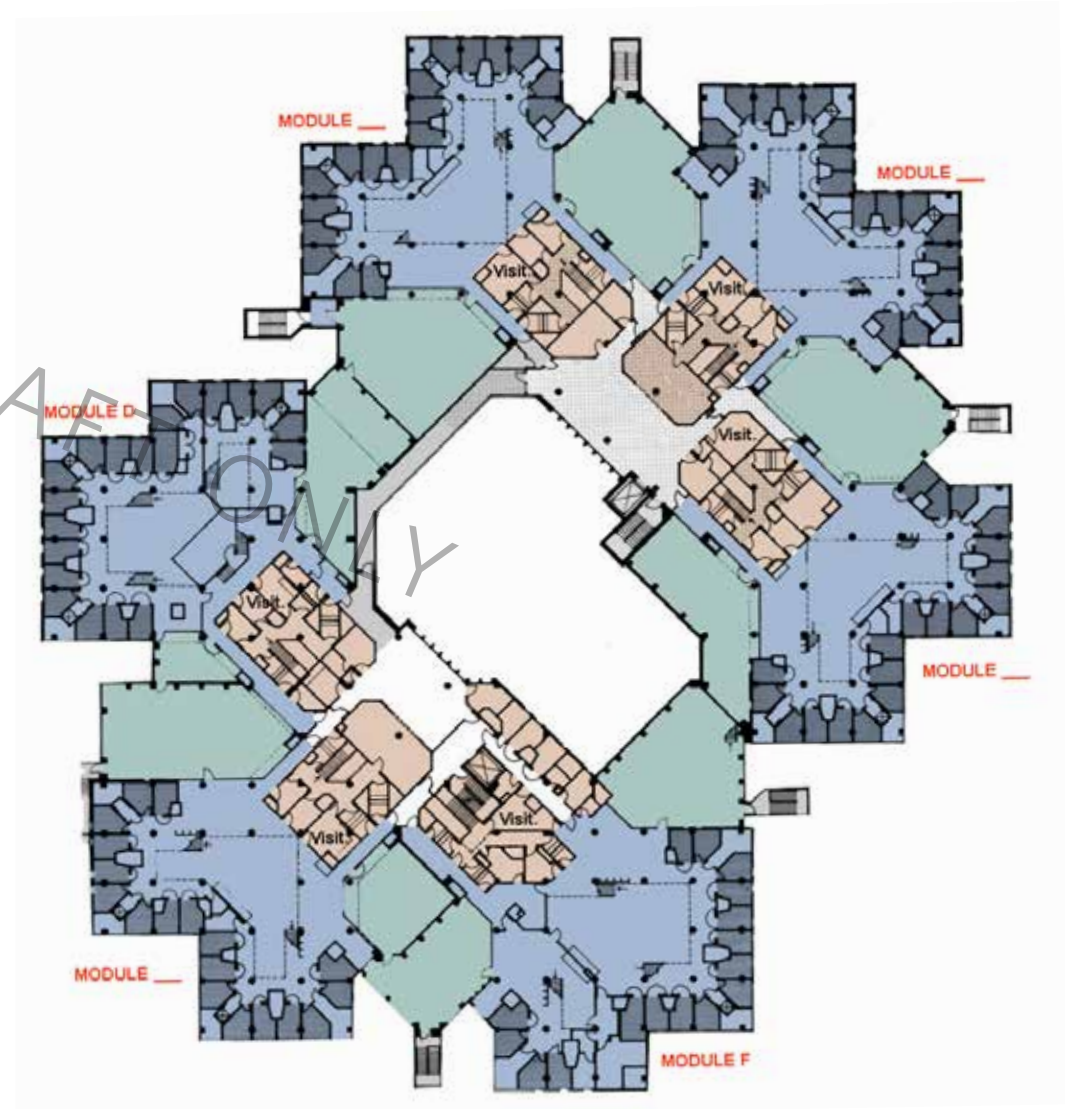
Unsentenced Male Housing
 Main Level: 19-beds
 Mezzanine: 27-beds
Total Beds: 46-beds

Unsentenced Male Housing
 Main Level: 19-beds
 Mezzanine: 27-beds
Total Beds: 46-beds

Unsentenced Male Housing
 Main Level: 19-beds
 Mezzanine: 27-beds
Total Beds: 46-beds
Total Beds: 138-beds

Sentenced Male Housing
 Main Level: 18-beds
 Mezzanine: 27-beds
Total Beds: 45-beds

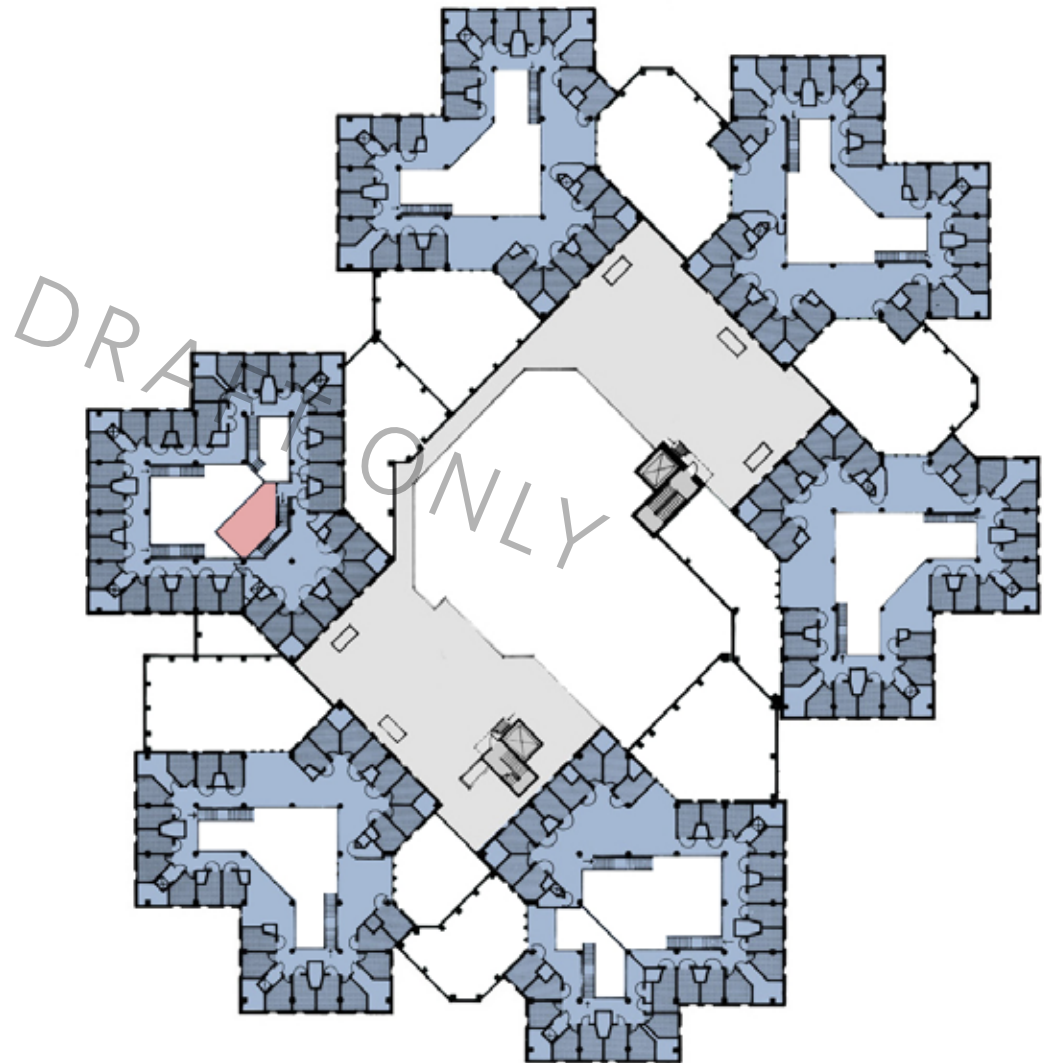
Figure 9: Martinez Detention Facility 3rd Floor Plan



Plan graphic courtesy of KMD Architects.

Level Four

Figure 10: Martinez Detention Facility 4th Floor Plan



Plan graphic courtesy of KMD Architects.

West County Detention Facility (WCDF)

Figure 11: Aerial view of West County Detention facility.



Location: Northern Richmond
Year Opened: 1991
Facility Type: Type II
Number of Beds: 1,096 rated

Overview

The West County Detention Facility (WCDF), opened in 1991, and is the newest of the detention facilities in Contra Costa County. The WCDF is a direct supervision, medium-security, new generation jail designed to operate as a coeducational, program-oriented facility. Although built after the Martinez Detention Facility (MDF), the WCDF was designed and constructed using the same model as that facility and used a similar design approach that replicated the operational philosophy incorporated in MDF. The key difference in these facilities is that the WCDF is a campus model that allows for, and indeed encourages, movement of residents between housing and program clusters within a garden-like campus setting. The WCDF is often described as, and in fact looks more like, a college campus rather than a jail facility.

The WCDF was built to house those sentenced residents who do not qualify for the County's other sentenced facilities, as well as "special needs" populations. Due to changes in the resident population, the WCDF also provides resident housing for pre-trial detainees.

WCDF has a rated capacity of 1,196 residents, in five housing units, four of which are for males and one for females, each with separate recreation areas. The grounds also contain individual courtyards, educational classrooms, library facilities and a chaplaincy program. Residents have the ability to leave the housing units for classes, doctors' appointments or scheduled visits.

Deputies patrol the facility and double-fenced perimeter on bicycles, as well as in marked police vehicles.

Suitability for Accommodation of the Proposed West County Reentry, Treatment and Housing Project.

A primary and compelling advantage of siting the proposed Reentry, Treatment and Housing project within the existing West County Detention Facility campus is that the WCDF was originally designed to accommodate such a future expansion. The RTHP can therefore be accommodated without replication or expansion of existing support facilities, and with minimal provision for new, updated campus utility infrastructure.

Facility support components include but are not limited to Intake and Transfer, Foodservice and Laundry, Medical Services, Campus Maintenance, and major utilities serving the campus. Additionally, the proposed building site is entirely within the existing secure perimeter and precludes the need for expanding or otherwise revising the existing security fence and related perimeter roads (the one exception being temporary security fencing to separate the construction site from the rest of the campus).

Thus, the foresight of the original project authors is of great advantage to the proposed Reentry, Treatment and Housing project:

- Substantial cost savings to the County and State by utilizing existing, adequate support facilities and major campus utility infrastructure,
- Ability to minimize proposed building footprint(s) allowing for optimal and appropriate siting within the existing campus perimeter.
- Site location allows optimal access for entire campus population and staff to Reentry Service Center.
- Minimal to no disruption to on-going detention operations throughout the campus,
- No impact upon campus and community security and safety.
- Minimal visual impact upon the surrounding community with a proposed facility design that intends to complement the existing neighborhood



Table 4: WCDF - Existing Facility Unit-Bed Count

WEST COUNTY DETENTION FACILITY (WCDF)											
Unit Designation	Direct/ Indirect?	Current Rated Bed Utilization	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M /F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Building 4:	Direct	96	48		X			Medium /Maximum		M & F	22 Females: 187's or incompatible with general population. 74 Males - population varies. Generally all Protective Custody/Disciplinary.
Building 5A	Direct	119	64		X			Medium		M	4 wet, single "lock-down" cells for discipline or reclassification. For all other rooms inmates have key control.
Building 5B	Direct	119	64		X			Medium		M	See comments above.
Building 6A	Direct	119	64		X			Medium		M	See comments above.
Building 6B	Direct	119	64		X			Medium		M	See comments above.
Building 7A	Direct	119	64		X			Medium		M	See comments above. Unit also holds male ICE Detainees.
Building 7B	Direct	119	64		X			Medium		M	See comments above.
Building 8A	Direct	119	64		X			Medium /Maximum		F	See comments above.
Building 8B	Direct	119	64		X			Medium /Maximum		F	See comments above. Unit also holds Female ICE detainees.
Current Bed Utilization:		1048									
Total rated beds:		1,096									

Table 5: WCDF Reentry, Treatment and Replacement Housing Project - Existing Facility Unit-Bed Count

WEST COUNTY DETENTION FACILITY (WCDF) - REENTRY, TREATMENT AND REPLACEMENT HOUSING PROJECT											
Unit Designation	Direct/ Indirect?	Rated Beds	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M /F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Housing Unit 1	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 2	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 3	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 4	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 5	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 6	Both	64	32		X			High Security	Multiple	M	Behavioral Health Step-Down Unit / Reentry
Behavioral Health Unit 7	Direct	26	32	X				High Security	Multiple	M	Acute Behavioral Health Unit. 3 Safety Cells (dry) and 3 Observation Cells.
Mostly Module 'M' - behavioral health											
Total rated beds:		410									
Total unrated beds:		6									
Total beds:		416									

Figure 12: West County Detention Facility Site Plan



Marsh Creek Detention Facility (MCDF)

Figure 13: Exterior of MCDF Administration Building.



Location: Southeast of Clayton
Year Opened: 1981
Facility Type: Type III
Number of Beds: 188 rated

Overview

The Marsh Creek Detention Facility (MCDF) is a minimum security corrections facility used for the confinement of low-risk sentenced males. It provides for the care and custody of sentenced individuals serving up to one year or more in the county jail. The MCDF is frequently referred to as the 'Farm' because of its rural location and low security environment. It functions, in essence, as an honor farm.

The MCDF has a rated capacity of 188 beds all in dormitory settings; however, the average population at the facility has lingered at approximately 73-76 incarcerated males since 2014. The underused capacity in this very low security jail facility reflects the fact that many individuals who once occupied these beds are now serving their time in alternative sentencing programs. Another factor for the low census is the lack of available medical staff who would be required to attend to various issues such as allergies to bee stings and other basic medical needs. This issue is under discussion and may be remedied in the future to optimize the ability of the facility to accept a broader base of residents. Those in residence serve a very important role for the Sheriff's department, performing supervised work for the County both on and off-campus. The MCDF also has a very low staffing utilization—there are just two deputies on duty at any given time.

Figure 14: Aerial campus view with building labels





The MCDF provides a variety of opportunities for residents to stay occupied in productive educational, vocational and other activities and learn useful skills that can be applied once they are released from custody. In order to achieve this progressive approach to incarceration, no gang members or other potentially disruptive residents are allowed to be situated here as all activities are conducted in a team environment requiring collaboration and relative camaraderie among all residents.

Although the facility has been in operation for many years, this jail has been very well maintained. To their credit, the Sheriff and his staff have resisted the temptation to house higher security residents in this low-security facility.

Table 6: MCDF - Existing Facility Unit-Bed Count

MARSH CREEK DETENTION FACILITY											
Unit Designation	Direct/ Indirect?	Current Rated Bed Utilization	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M / F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Dorm E	Direct	64	n/a				X	Minimum	None on-unit	M	All sentenced inmates.
Dorm D	Direct	64	n/a				X	Minimum		M	All sentenced inmates.
Current Bed Utilization:		128									
Total rated beds:		188									
Total Rated Beds in System:		1,979									

DRAFT ONLY



DRAFT ONLY

B

The Department's Operational and Design Philosophy

Operational and Design Philosophy

The Contra Costa County Office of the Sheriff operates three detention facilities within the Office's Custody Services Bureau (CSB). The County's two primary facilities are operated as direct supervision facilities.

The Martinez Detention Facility (MDF) was the first direct supervision county local detention facility when it opened in 1981. For years after it opened, the MDF and its operational philosophy and principals served as a model for local detention design throughout the country.

The West County Detention Facility (WCDF) followed a similar philosophy as the MDF. Opened in 1991, it is a direct supervision campus facility for medium security residents and WCDF provides a wide array of programs and vocational training.

The County's Marsh Creek Detention Facility (MCDF) is frequently referred to as the "farm" because of its rural location. It is a minimum security facility that houses sentenced men for up to one year of County jail time.

The new facility proposed for the WCDF campus is the West County Reentry, Treatment, and Housing Facility (WRTH). The WRTH will continue the tradition of providing direct supervision facilities for detention and, most importantly, it will greatly expand opportunities for reentry services and behavioral health treatment for higher security classifications currently housed at the MDF.

Contra Costa County Office of the Sheriff Mission

The Contra Costa Sheriff's Office has provided dedicated services to its communities for over 150 years. The Contra Costa County Office of the Sheriff promises to protect the quality of life enjoyed by its citizens with:

- Honor
- Courage
- Leadership
- Teamwork



Figure 15: TBD

Figure 16: TBD

DRAFT ONLY

C

The Current Population

Introduction

A profile, or “snapshot” of the resident population provides important planning data that has been used to guide housing needs, program needs, and public policy with regard to incarceration.

The following information is taken from a snapshot survey conducted on July 9, 2015. Information was generated using the Sheriff’s Office Jail Management Software (JMS) and supplemented with data kept by other sources within the County.

The data presented shows an overall picture of the current demographics of the jail population. The data is then subdivided to show the characteristics of residents of each of the County’s three (3) detention facilities. And finally special sub-groups of the overall population have been identified and analyzed to identify potential candidates for programs to support behavioral health and reduce recidivism.

Overall Profile of the Detention Population

On July 9, 2015 there were a total of 1,490 residents in custody distributed among the County’s 3 detention facilities. The MDF, which houses primarily maximum security and gang-related populations, was over capacity on that day.

Distribution of Residents and Capacity Utilization

Overall, the number of residents compared to the number of beds is 75%. Best practices assume that functional capacity is reached at 80-85% of capacity, so overall the County is approaching that percentage.

Table 7: Number of Residents and Capacity Utilization

	TOTAL	CAPACITY	UTILIZATION
MDF	712	695	102%
WCDF	701	1096	64%
MCDF	77	188	41%
Total	1490	1979	75%

Source: Contra Costa Sheriff’s Office

The overcrowding of the MDF is extremely troubling. When it opened in 1981, it had a rated capacity of 384 beds. Over the years, with a rise in the County’s rates of high security populations, MDF’s original single-occupancy design was converted to double-bunking, to achieve its current BSCC-rated capacity. While the 34-year-old MDF was designed to house primarily medium/minimum security classifications, today 80% of people incarcerated at the MDF are classified as “high security” or above, with the remaining 20% classified as “medium security with secondary classification criteria.”



Gender

The current composition of the detention population is 86% men and 14% women. This is a fairly common distribution. In recent years nationwide, the overall numbers of women held in jail have been on the upswing and a range of 12-15% women is not unusual. The snapshot showed that there were 211 women in detention and 91% or 192 were being held at the WCDF.

Table 8: Gender Distribution

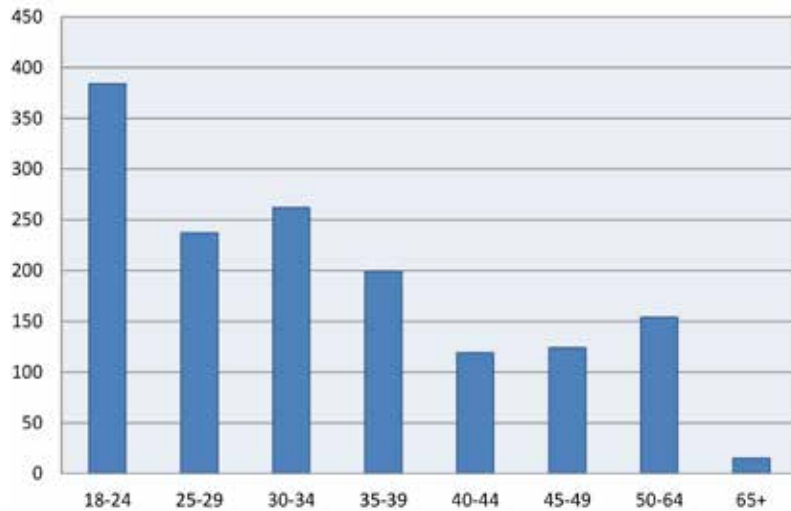
	MEN		WOMEN		TOTAL
MDF	693	97%	19	3%	712
WCDF	509	73%	192	27%	701
MCDF	77	100%	0	0%	77
Total	1279		211		1490

Source: Contra Costa Sheriff's Office

Age of the Population

The average age of all people in custody is 33.8 years old. The largest age cohort is 18-24. There are 384 people (26%) in this age range. Overall 60% of the population is 34 years old or younger.

Figure 17: Age Distribution



Source: Contra Costa Sheriff's Office

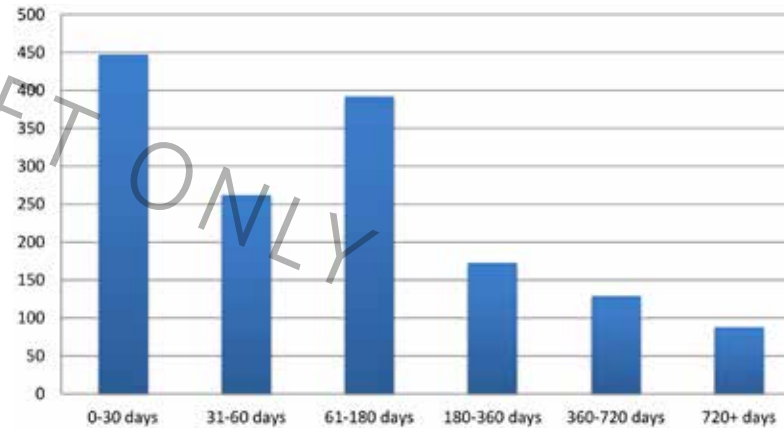
Length of Stay

The average length of stay of people in detention on July 9, 2015 was 181 days. Most have been in custody for 30 days or less.

ALOS varies per facility. The MDF has the longest ALOS at 274 days and that can be attributed to their more severe accused crimes. For example the MDF houses all 148 residents accused of murder (21% of the MDF population) and this sub-group has an ALOS of 535 days.

WCDF (26% sentenced) has an ALOS of 96 days and the MCDF (100% sentenced) has an ALOS of 72 days.

Figure 18: Length of Stay Distribution

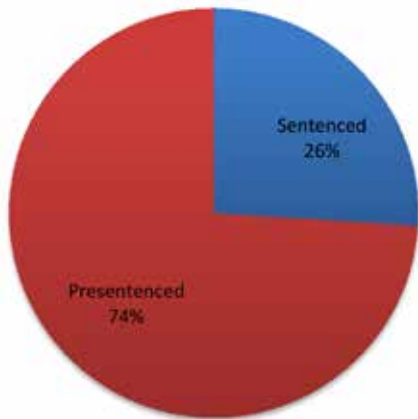


Source: Contra Costa Sheriff's Office

Legal Status

74% of the population has a presentenced status. 26% are sentenced. Of the total number of people sentenced (XXX), XXX (xx%) are serving their sentenced per AB109.

Figure 19: Sentenced vs. Presentenced



Distribution of Classifications

Overall the security classifications are somewhat evenly split between Medium and High Security. There are a very few (77) low security residents and they are housed at the MCDF. As previously mentioned, the vast majority 71% of high security residents are at the MDF. Of the high security residents housed at the WCDF, most (76) have a “Gang” high security classification.

Table 9: Classification Distribution

	MDF		WCDF		MCDF		TOTAL	
Total Pop.	712		701		77		1490	
Classification								
High	504	71%	135	19%	0	0%	639	43%
Medium	208	29%	565	81%	0	0%	773	52%
Low	0	0%	0	0%	77	100%	77	5%

High Security Classifications include: Murder, Administrative Segregation, Gangs, Protective Custody, and High Security
Medium Security Classifications include: Medical, Mental Health, Federal, Unknowns, Out at other facilities and Medium Security
 Source: Contra Costa Sheriff's Office

Most Serious Offense

This will be wrapped up once we go through the MCDF population crimes.

Prior Offenses

Prior arrest history can be used to assist the County in pre-trial diversion evaluations as well as classification evaluations. Unfortunately the Contra Costa Sheriff's Office's JMS does not track prior arrests. The available JMS data however did yield who was under supervision (probation or parole) at the time of their arrest while committing a new crime. The following table includes people who have committed new crimes and does not include people who were arrested for strictly probation or parole violations.

Overall 36% of the detention population was on probation or parole when they committed a new crime. Men were more likely to commit a new crime than women.

Table 10: On Probation or Parole at Time of Arrest

	MEN		WOMEN		TOTAL POPULATION	
MDF	242	35%	2	11%	244	34%
WCDF	191	38%	54	28%	245	35%
MCDF	42	55%	0		42	55%
Total	475	37%	56	27%	531	36%

Source: Contra Costa Sheriff's Office

AB 109 Population

This will be based on the information provided by Sgt. McQuoid. It will not be tied to the data base.

Behavioral Health

Coming from Shelly



Profile of the MDF Resident Population

The composition of the MDF population is primarily male (97%) and presentenced (82%) and includes 150 persons (21%) accused of murder. In addition 95%, of the population has been accused or convicted of a felony.

Table 11: MDF - Legal Status and Most Serious Crime

	MDF MEN		MDF WOMEN		TOTAL	
TOTAL POP.	693		19		712	
Legal Status						
Presentenced	564	81%	18	95%	582	82%
Sentenced	129	19%	1	5%	130	18%
Most Serious Crime						
Felony	537	95%	13	72%	550	95%
Misdemeanor	99	14%	3	16%	102	14%
AB 109 - Flash Incar	4	1%			4	1%
Civil Commitment	1	0%			1	0%
Drugs	16	2%	2	11%	18	3%
DWI	7	1%			7	1%
Hold (unspecified)	4	1%			4	1%
ICE	3	0%			3	0%
Parole Violation Only	5	1%			5	1%
Traffic	15	2%			15	2%
Unknown	2	0%	1	5%	3	0%
Murder Charge	149	22%	1	5%	150	21%

Note: Some AB 109 residents received "flash" incarceration after committing new crimes - Most serious crimes noted in these cases

Source: Contra Costa Sheriff Office

An inmate snapshot provides a one day sampling of the demographic and security composition of a jail population. The snapshot is a supplement used in conjunction with longitudinal historical jail data.

Table 12: MDF - Male Classification

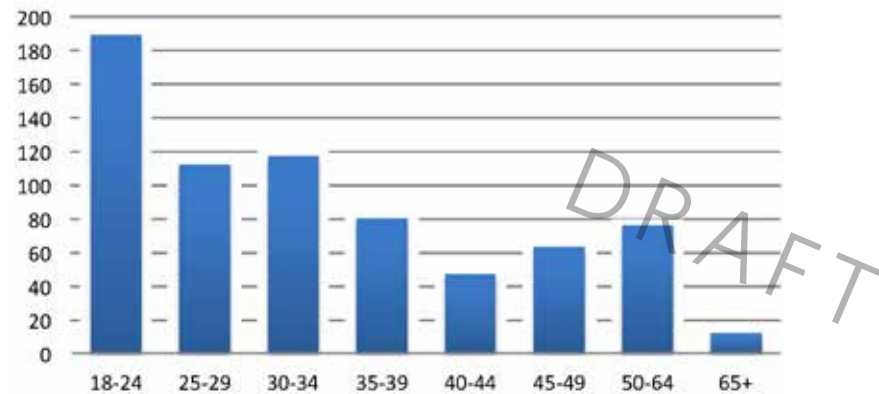
	MDF MEN		
TOTAL POP.	693		
	Number	Total	%
Administrative Segregation		95	14%
Muder/Gang			
Murder	28		
Gang	14		
Ad Seg	53		
Murder		101	15%
Murder/Gang	47		
Murder	54		
Protective Custody		168	24%
Murder	18		
Murder-Gang	2		
High Security	55		
Protective Custody	93		
Gang		86	12%
High Security		35	5%
Medium Security with Secondary Classifications		135	19%
Mental Health		12	2%
Medical		7	1%
Temporarily Housed Out of Facility for Medical Care Or Assessments		45	6%
Federal		1	0%
Unknown		8	1%

Source: Contra Costa Sheriff Office

Age of the MDF Male Population

The average age of males at the MDF is 34 years old. Of the age cohorts identified, the 18-24 year olds make up the largest segment at the MDF as they account for 189 people or 27% of the population. The next youngest cohort, 25-29 year olds, account for 112 people or 16% of the population. These two age groups total 301 people or 43% of the population.

Figure 20: MDF Male Age Distribution



Source: Contra Costa Sheriff Office

Length of Stay of the MDF Male Population

The ALOS of the MDF male population is highest in the County detention system at 274 days. As stated before, this is due to the severity and complexity of the criminal charges against these individuals. Presentenced people have a longer length of stay versus the sentenced population. Of individuals with a scheduled release date, the average number of days to release is 61 days and 55 people have a release date of 60 days or less.

Table 13: MDF - Male Population Legal Status and Alos

	NUMBER	ALOS	DAYS TO RELEASE
Presentence	564	287	-
Sentenced	129	215	61
Total	693	274	

Source: Contra Costa Sheriff Office

Profile of the WCDF Resident Population

The composition of the WCDF is 73% male and 27% female. Presentenced residents represent 74% of the population and 26% is sentenced. Among both men and women, felonies are the most common crime at 63%. 132 people were held for the United States Immigration and Customs Enforcement (ICE). This represents a large segment of the population (19%) at the WCDF.

In the following sections, the JNA will examine the characteristics of WCDF's male and female population separately.

Table 14: WCDF - Legal Status and Most Serious Crime

	WCDF MEN		WCDF WOMEN		TOTAL	
TOTAL POP.	509		192		701	
Legal Status						
Pre-Sentenced	376	74%	145	76%	521	74%
Sentenced	133	26%	47	24%	180	26%
Most Serious Crime						
Felony	234	62%	95	66%	329	63%
Misdemeanor	120	24%	23	12%	143	20%
AB 109 - Flash Incar	5	1%	1	1%	6	1%
Civil Commitment			1	1%	1	0%
Drugs	28	6%	11	6%	39	6%
DWI	13	3%	6	3%	19	3%
Hold (unspecified)	1	0%	0		1	0%
ICE	84	17%	48	25%	132	19%
Parole Violation Only	1	0%	0		1	0%
Traffic	23	5%	7	4%	30	4%
Unknown			0	0%	0	0%
Murder Charge	2	0%	12	6%	14	2%

Note: Some AB 109 residents received "flash" incarceration after committing new crimes - Most serious crimes noted in these cases

Source: Contra Costa Sheriff Office



On the day of the snapshot there were 192 women housed at the WCDF. 76% had a legal status of presentenced and 24% were sentenced. Of the 192 total, 48 (25%) were being held for ICE. 63% were being held on a felony charge and 20% held on a misdemeanor charge. 55 (29%) women were under judicial supervision at the time they committed new crimes.

Profile of the WCDF Male Population

The majority of the male population of WCDF (80%) is classified as medium security. Some men are classified as gang members (14%) and a small portion are classified as protective custody. Most residents are presentenced (74%) and most have been accused of a felony (62%).

Table 15: WCDF - Male Classification

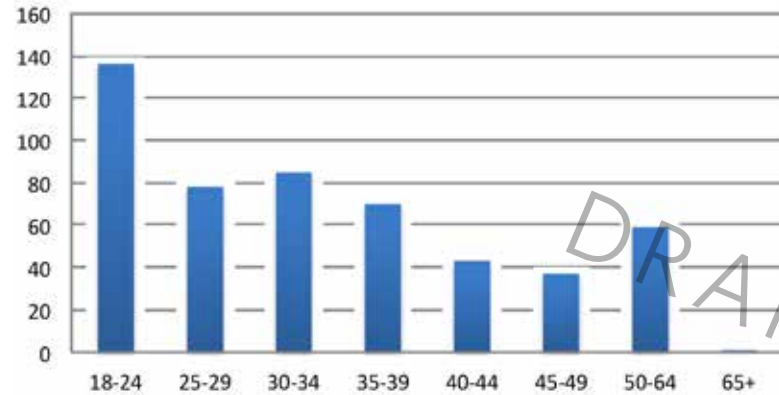
WCDF MEN			
TOTAL POP.	508		
	Number	Total	%
Administrative Segregation		3	1%
Gang	3		
Ad Seg	0		
Protective Custody		32	6%
Gang		70	14%
High Security		0	0%
Medium Security		404	80%

Source: Contra Costa Sheriff Office

Age of the WCDF Male Population

Similar to the MDF, 18-24 year olds make up the largest age cohort. In fact the age distribution for the males at the WCDF are very similar to the MDF with almost an equal percentage of individuals under 30 in both facilities. The average age here as at the MDF is 34 years old.

Figure 21: WCDF Male Age Distribution

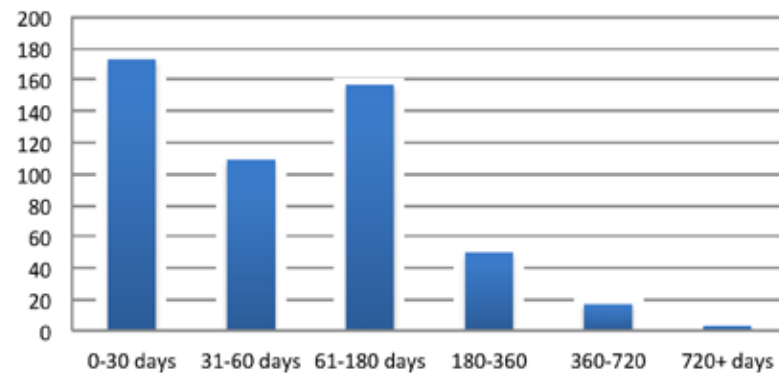


Source: Contra Costa Sheriff Office

Average Length of Stay of the WCDF Male Population

The ALOS for men at the WCDF is 97 days. 86% of the population has been at the facility for 6 months or less.

Figure 22: WCDF Male Length of Stay Distribution



Source: Contra Costa Sheriff Office

Profile of the WCDF Female Population

On the day of the snapshot there were 192 women housed at the WCDF. 76% had a legal status of presentenced and 24% were sentenced. Of the 192 total, 48 (25%) were being held for ICE. 63% were being held on a felony charge and 20% held on a misdemeanor charge. 55 (29%) women were under judicial supervision at the time they committed new crimes.

The vast majority of women at WCDF, 84% (162 of 192), are medium security. Relatively low numbers fall into administrative segregation and protective custody classifications (24 of 192).

Table 16: WCDF - Women Classification

WCDF WOMEN			
TOTAL POP.			
	Number	Total	%
Administrative Segregation			
Protective Custody/Murder			
Gang			
High Security			
Medium Security			

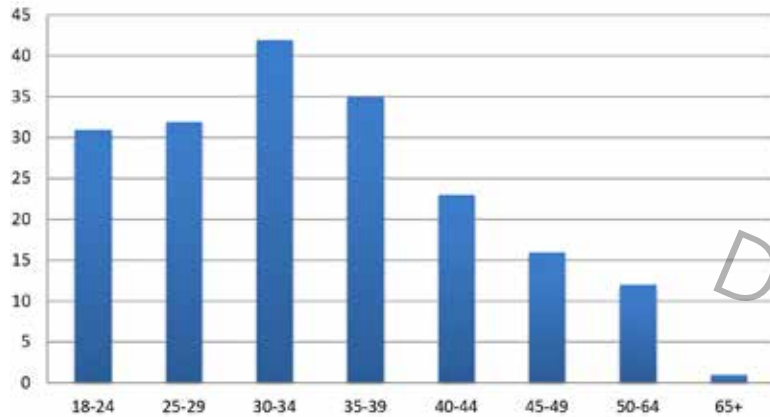
Source: Contra Costa Sheriff Office



Age of the WCDF Female Population

The average age of a woman at the WCDF is 35 years old and the largest age cohort is ages 30-34 years old. Although the average age of the women is similar to the men, as a group the women are older as 68% (129 of 192) are over the age of 30.

Figure 23: WCDF Female Age Distribution

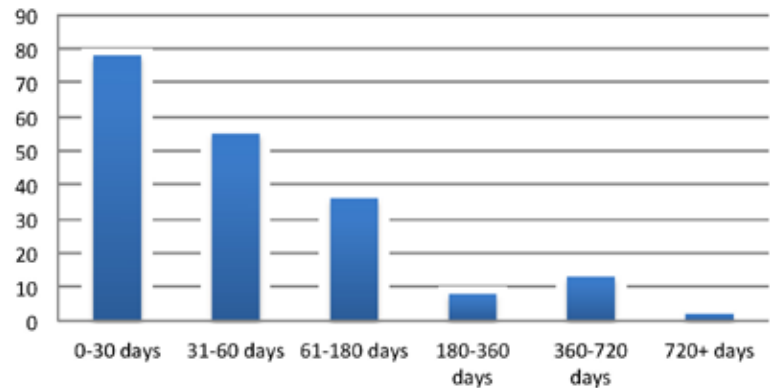


Source: Contra Costa Sheriff Office

Length of Stay of the WCDF Female Population

The ALOS for men at the WCDF is 93 days. 88% of the population has been at the facility for 6 months or less and 78% of the population has been at the facility 2 months or less.

Figure 24: WCDF Female Length of Stay Distribution



Source: Contra Costa Sheriff Office

DRAFT ONLY

D

The Classification System

Overview

The current classification basically differentiates residents between "High" security and "Medium" security. High security residents are assigned to the MDF and medium security residents are assigned to the WCDF. The classification assessment and subsequent housing assignment are made within 24 hours of booking.

A third classification, "Low" security, is used only for sentenced residents serving time for minor criminal infractions. The number of residents in this classification is typically only 5% of the overall system population. These residents are housed at the MCDF.

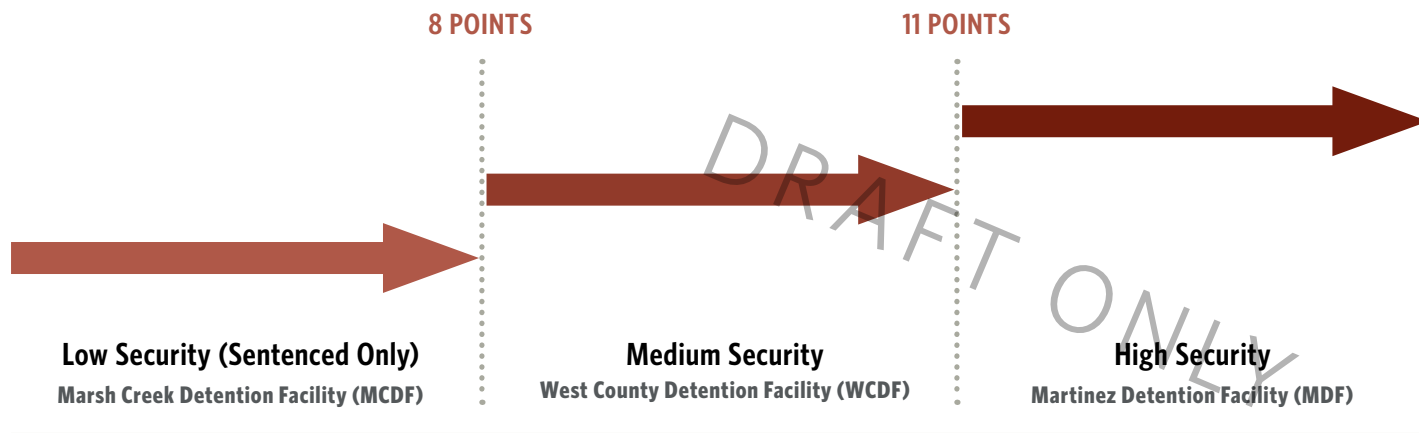
Classification Criteria and Considerations

The Contra Costa Sheriff's Office uses a classification system that considers the following factors:

- Current Charge
- Serious Offense History
- Escape History
- Disciplinary History
- Prior Felony Convictions
- Gang Affiliation
- Enemies of the Facility

Points are assigned based on the above criteria to arrive at an resident’s classification. At this time residents who score 11 or more points are considered high security and are assigned to the MDF. Residents scoring 10 points or less are considered medium security and qualify for housing at the WCDF. Residents with 8 points or less and who are sentenced are considered minimum security and qualify for housing at the MCDF.

Figure 25: Contra Costa County Office of the Sheriff Classification Point System



There are 54 criminal charges that the Contra Costa County Office of the Sheriff considers a “MDF Only” charge. These include charges such as PC 187 Murder, PC 203 Mayhem, and PC 243 Battery on a Police Officer among others. Residents may also be designated “MDF Only” if any past convictions are among the list of 54 serious charges. However, depending on the age of that conviction, a person may be considered for reclassification.



Table 17: “MDF Only” Criminal Charges (54)

SECTION	TITLE
151PC	INCITING VIOLENCE AGAINST POLICE (>5 YEARS, 5 POINTS)
187PC	MURDER (>15 YEARS, 5 POINTS)
187/664PC	ATTEMPT MURDER (>10 YEARS, 5 POINTS)
192PC	VOLUNTARY MANSLAUGHTER (>15 YEARS, 5 POINTS)
192A/664	ATTEMPT VOLUNTARY MANSLAUGHTER (>10 YEARS, 5 POINTS)
203PC	MAYHEM (>10 YEARS, 5 POINTS)
203/664PC	ATTEMPT MAYHEM (>2 YEARS, 5 POINTS)
205PC	AGGRAVATED MAYHEN (>10 YEARS, 5 POINTS)
207APC	KIDNAP BY FORCE (>10 YEARS, 5 POINTS)
207A/664	ATTEMPT KIDNAP (>5 YEARS, 5 POINTS)
207BPC	KIDNAP CHILD FOR LEWD PURPOSE (>15 YEARS, 5 POINTS)
207B/664	ATTEMPT KIDNAP CHILD FOR LEWD PURPOSE (>10 YEARS, 5 POINTS)
207CPC	KIDNAP FORCE, OUT OF STATE (>15 YEARS, 5 POINTS)
207C/664	ATTEMPT KIDNAP (>10 YEARS, 5 POINTS)
207DCP	KIDNAP FROM OUTSIDE OF STATE (>2 YEARS, 5 POINTS)
208DPC	KIDNAP W/INTENT TO RAPE (>5 YEARS, 5 POINTS)
209BPC	KIDNAP FOR ROBBERY (>5 YEARS, 5 POINTS)
209B/664PC	ATTEMPT TO KIDNAP FOR ROBBERY (>2 YEARS, 3 POINTS)
220PC	ASSAULT W/INTENT SEX CRIME (>5 YEARS, 5 POINTS)
242-243BPC	BATTERY ON PEACE OFFICER/FIRE (>5 YEARS, 5 POINTS)
242-243C PC	BATTERY ON P.O. W/INJURY (>5 YEARS, 5 POINTS)
242-243.1PC	BATTERY CUSTODIAL OFF. (>5 YEARS, 5 POINTS)
243CPC	BATTERY ON POLICE OFF. (>5 YEARS, 5 POINTS)
245A2 PC	ASSAULT W/FIREARM (>3 YEARS, 5 POINTS)
245A3 PC	ASSAULT W/MACHINE GUN (>3 YEARS, 5 POINTS)
245B PC	ASSAULT W/ASSAULT RIFLE (>3 YEAR, 5 POINTS)
245B/664 PC	ASSAULT DEADLY WEAPON ON P.O. (>5 YEARS, 5 POINTS)
245C PC	ADW PEACE OFFICER NOT FIREARM (>5 YEARS, 5 POINTS)

SECTION	TITLE
245C-664 PC	ATTEMPT ADW PEACE OFFICER (>3 YEARS, 5 POINTS)
245D1 PC	ASSAULT ON P.O. W/FIREARM (>7 YEARS, 5 POINTS)
245D2 PC	ASSAULT SEMI-AUTO RIFLE P.O. (>7 YEARS, 5 POINTS)
245D3 PC	ASSAULT MACHINE GUN P.O. (>7 YEARS, 5 POINTS)
246 PC	SHOOT INTO DWELLING (>3 YEARS, 5 POINTS)
261 2 PC	FORCEABLE RAPE (>7 YEARS, 5 POINTS)
261 2-664 PC	ATTEMPT FORCE RAPE (>5 YEARS, 5 POINTS)
286D PC	SODOMY BY FORCE (>7 YEARS, 5 POINTS)
286D/664 PC	ATTEMPT SODOMY BY FORCE (>5 YEARS, 5 POINTS)
286 E PC	SODOMY IN DETENTION FACILITY (>5 YEARS, 5 POINTS)
286E/664 PC	ATTEMPT SODOMY IN JAIL (>3 YEARS, 5 POINTS)
288A{E} PC	ORAL COP IN JAIL (>5 YEARS, 5 POINTS)
288A {E}/664	ATTEMPT ORAL COP IN JAIL (>3 YEARS, 5 POINTS)
289A PC	RAPE W/FOREIGN OBJECT W/FORCE (>7 YEARS, 5 POINTS)
289A/664	ATTEMPT RAPE W/FOREIGN OBJECT (>3 YEARS, 5 POINTS)
4131.5 PC	BATTERY ON NON-IMATE (>2 YEARS, 5 POINTS)
4501.5 PC	BATTERY BY PRISONER (>2 YEARS, 5 POINTS)
4530 A PC	ESCAPE STATE PRISON W/FORCE (>10 YEARS, 5 POINTS)
4530B PC	ESCAPE FROM STATE PRISON (>10 YEARS, 5 POINTS)
4532B PC	ESCAPE FROM FEL CUSTODY W/FORCE (>7 YEARS, 5 POINTS)
4574A PC	BRING FIREARM IN TO JAIL (>7 YEARS, 5 POINTS)
4574A/664 PC	ATTEMPT TO BRING FIREARM IN (>3 YEARS, 5 POINTS)
12308 PC	EXPLOSION W/INTENT TO MURDER (>10 YEARS, 5 POINTS)
12309 PC	EXPLOSION CAUSING GBI (>5 YEARS, 5 POINTS)
12310A PC	EXPLOSION CAUSING DEATH (>5 YEARS, 5 POINTS)
12310B PC	EXPLOSION CAUSING GBI/MAYHEM (>5 YEARS, 5 POINTS)

Source: Contra Costa County Sheriff's Office Classification Unit



Other crimes that are considered high severity by the Contra Costa County Office of the Sheriff include: felony sex crimes, felony weapon charges, and drug manufacturing charges.

It is important to note that residents with medical and mental health issues are automatically assigned to the MDF and must be cleared by the Medical and Mental Health Staff to be housed at WCDF. Women with mental health diagnoses are housed at the MDF.

Classification Sub-sets

At both the MDF and WCDF there are the sub-classifications that are used for separation purposes:

Administrative Segregation - Residents who are a concern to the safety and security of the facility, pose an escape risk, are violent, disrupts facility operations, sentenced to long term and awaiting transport to prison, and convicted dangerous residents awaiting sentencing.

Protective Custody - Residents who have a fear for their safety while in custody

Gang - Residents who are currently active members of gangs and are identified to keep certain gang members separate from each other.

Classification Reviews

The Contra Costa County Office of the Sheriff follows the California Minimum Standards for Local Detention Facilities for classification reviews. State standards require that residents who have been sentenced to more than 60 days may request a review of his/her classification plan no more than 30 days from the last review. 75% of the detention system population is presentenced and do not have the ability to request a review of their classification.

The Contra Costa County Office of the Sheriff does conduct periodic review of those in Administrative Segregation. Current policy dictates a review every 7 days for the first 60 days and then every 30 days thereafter.

Observations

The current classification system is not unusual however there may be a lost opportunity because the system does not allow residents to move to lower classifications by exhibiting good behavior, following rules, and participating in programs. A revised system that allows automatic periodic reviews of initial classifications and allows an resident's behavior to be factored into the assessment would create an effective resident behavior management tool.

Recommendations

Classification Recommendation 1 - Provide for automatic, systematic, periodic reclassification that includes behavior as part of the reclassification assessment.

Regular reclassification hearings can increase the motivation of residents to act in ways that will lead to lower levels of custody and increased privileges and freedoms. The reclassification hearings become effectively an resident behavioral management tool. Depending on philosophy and staffing availability, most hearings should be around every 45-60 days. Maximum security may benefit from more frequent hearings—say every 30 days.

Classification Recommendation 2 - Ensure that the classification process provides data for the collection of complete, high quality, verified, and standardized data. Combine classification data with the JMS.

If data collection is structured, complete, and entered into the an residents JMS file, the reclassification hearing process can be can be effectively and efficiently administered.

Conclusion

A properly designed and implemented classification system can provide a number of benefits including:

- Improved institutional security
- Increased public security
- Higher morale and lower stress among staff
- More encouragement of residents to behave
- Efficient decision-making
- Greater equity and fairness in housing decisions
- Better information for program and facility planning

E

Program Needs

Program needs, including planned academic programs including special education programs and an analysis of performance in using programs that can reduce secure facility requirements.

Summary of Current Programming and Related Facilities

Throughout the history of jails in California and across the nation, in-custody resources have tended to concentrate almost exclusively on legally mandated access to education, religious services, legal counsel, and physical exercise; in California, these mandates are defined in Minimum Standards for Local Detention Facilities, Title 15-Crime Prevention and Corrections, Article 6: Resident Programs and Services. In addition to these mandated services, the “range and source” of any “individual/family service programs” to be offered in a custodial setting may be determined solely “at the discretion of the facility administrator” (Section 1070).

In Contra Costa, all in-custody services are administered by the Office of the Sheriff’s Custody Services Bureau Resident Services Unit, under the direction of the Director of Resident Services. The mission of the Resident Services unit is to provide for a variety of needs of incarcerated people in order to reduce the impact of crime on the community. All in-custody programs and services meet the legal guidelines in CA Penal Code Section 4025 and 4026, in addition to Title 15, Article 6. The mandatory Title 15 services provided in the Contra Costa jails are supported in whole or in part by the Resident Welfare Fund.

Education: In accordance with Title 15, CCR, Section 1061, the Contra Costa County Office of the Sheriff provides Adult Basic Education classes and independent-study programs for sentenced and non-sentenced men and women incarcerated in the County jails,

through a contract with the Contra Costa County Office of Education (CCCoE), which is accredited by the Western Association of Schools & Colleges. All classes are taught by credentialed teachers.

Religious: Two full-time Chaplains and one part-time Chaplain, augmented by over 250 volunteer Chaplains, provide pastoral care, counseling, and spiritual materials to men and women of all faith traditions who request such services throughout the jail system. Provide over 78 weekly religious study groups, and approximately 20 weekly worship services for various faith groups within the detention facilities.

Legal: Legal Research Associates (LRA) provides legal research services to people incarcerated in any of Contra Costa’s jail facilities, providing mandated legal reference materials for both criminal and constitutionally-mandated civil rights laws provided in Document request forms are submitted to Custody Services administration and requested documents are delivered via courier within 48 hours of receipt by LRA.

Community-Based or Voluntary: In the Contra Costa County jail system, as in many others, non-mandated services have generally been provided through volunteer or self-help organizations, such as NA/AA. However, since the advent of AB 109 in 2011, several community-based organizations have been awarded AB 109-funded contracts to provide some services—a weekly mentoring meeting for men and a weekly group for women—to AB 109 clients while in custody, as further detailed later in this section.

Despite the need for these and other in-custody programs, however, space limitations and related security classification issues at all three jail facilities substantially interfere with the delivery of appropriate and sufficient services to meet the needs of incarcerated men and women to prepare them for success following release from incarceration.



Current Programs and Services

1. West County Detention Facility

a. Programs at WCDF

Academic and vocational programs and services are far more accessible at WCDF than at anywhere else in the County jail system. Designed to provide educational and vocational education, the physical plant at WCDF includes dedicated educational spaces for men and for women, with one Classroom Building intended for men and one Classroom Building intended for women.

However, because almost all of the available space in the Men’s Classroom Building is fully utilized by the Adult Education classes, which operate morning and afternoon five days a week, men at WCDF have no access to vocational shops. In contrast, because the Women’s Classroom Building is the same size as the men’s but serves a smaller population, women have access to two vocational shops (sign engraving and woodworking).

Adult Basic Education: At WCDF, CCCoE conducts Adult Basic Education classes in English, Math, and ESL for both men and women, provided by a team of eight credentialed teachers. All student educational plans begin with a Comprehensive Adult Student Assessment to identify students’ baseline skills.

Students may elect to pursue a high school diploma track or a GED track, but all classes are blended, meaning that they serve both high school and GED students simultaneously. Classes are conducted morning and afternoon, five days a week, and all classrooms are used simultaneously, due to student demand and capacity constraints. Both men and women may also elect to participate in academic education through Independent Study, supported by a weekly meeting with a teacher who provides, receives, and grades student assignments.

In addition to Adult Basic Education, CCCoE teachers also conduct a workforce soft-skills “reentry” class as well as a substance-use and behavioral education class (DEUCE).

Vocational Programs: Both men and women at WCDF can participate in computer applications and web design classes; in the fourth quarter of 2015, the computer applications program will begin providing students with the opportunity to earn industry-recognized certification in Microsoft and Adobe applications. These classes are taught by CCCoE teachers.

Women at WCDF can also participate in an Engraving/Sign/Vehicle Decaling Shop Program, which provides training in wood and acrylic engraving, sublimation, banner, aluminum and architectural sign production (including Braille), and vehicle graphics development, printing and application. This course is taught by a team of three County employees: one Industry/Engraving Shop Instructor and two Instructor Assistants.

Women at WCDF can also participate in the Frame Shop Program, which trains women in professional shadow-box and framing techniques. This course is taught by a part-time Vocational Instructor, who is a County employee.

Due to space limitations, as described above, these vocational programs are not available to men at WCDF.

At WCDF in 2014, about 434 incarcerated men and women were able to participate in any programs and services.

Library Services

Librarians employed by the County provide library services, study guides for civil service tests, college and trade school exams, voter registration, and driver’s license study materials within the detention facilities.

WCDF provides a full-service browsing library for men, with a satellite (small) browsing library for women. In addition, librarians at WCDF provide tutoring in Math, Reading, and ESL.

Religious Services

At WCDF, Chaplains conduct weekly nondenominational services. Communion and confession, if requested, are provided in the small interview rooms.

Additional Programs

- REACH International conducts a monthly support group for women, typically reaching a total of 15 women per meeting, as well as providing information about their services through orientation meetings typically held several times a month.
- Men and Women of Purpose conduct weekly mentoring group for men and for women, typically serving 50 men and 15 women per week.
- STAND! For Families Free From Violence conducts a weekly batterers’ workshop for Court-ordered men.
- Narcotics Anonymous/Alcoholics Anonymous: Women at WCDF have access to once-weekly self-help meetings (one NA and one AA) held in a computer classroom

in the Women's complex; for men, once-weekly self-help meetings (one NA and one AA) are held in the single multi-purpose room or a classroom at WCDF, with each housing unit assigned to a specific meeting time each week.

- In addition, cleared staff from various agencies (both public and private) enter the jail to conduct intake interviews, distribute informational materials, or provide legal services.

b. Program Facilities at WCDF

In total, WCDF's physical plant includes the programs or services spaces:

Classroom Buildings

Men's: Five classrooms, one computer classroom, and a library

Women's: Two classrooms, one computer classroom, a satellite library room, and two vocational shops (sign engraving and woodworking)

Space within Housing Units

Generally, each housing unit contains one interview rooms, in a "contact" design, meaning that there are no physical barriers within the room. Because these rooms therefore require active supervision by Deputies, these rooms are usually used only for meetings between legal counsel and clients.

Group Spaces (one of each, on the entire campus)

One multipurpose room divisible by an "air wall," with each side holding 25-30 people; this space is used for religious services conducted by chaplains.

Visit Center

Non-contact room adjacent to the Visit Center; holding X people, this is the only available space for meetings between community-based service providers and their clients during visiting hours.

2. Marsh Creek Detention Facility

a. Programs at MCDF

Adult Basic Education: At this low-security "farm-style" facility for sentenced people, academic education is provided through Independent Study, supported by a weekly meeting with a teacher who provides, receives, and grades student assignments.

In addition to independent academic study, CCCoE also conducts a group substance-use and behavioral education class (DEUCE) and runs the vocational training woodshop program. In the woodshop program, participants construct toys and repair recovered bicycles to be distributed during the holiday season to children and families in need. In the fourth quarter of 2015, the MCDF Woodshop course will implement an additional Construction component of the course, using CCCoE's Regional Occupations Program curriculum to instruct students in areas related to construction trades.

CCCoE staffing at MCDF includes a full-time woodshop teacher, a part time independent study teacher, a full-time DEUCE teacher, and an instructional assistant, supplemented by an additional full-time construction teacher when the new component is added.

Landscaping Program: The Landscaping Program trains men in landscape design, installation and maintenance; horticulture techniques; and irrigation design and installation and repair; it is staffed by 1 part-time Landscaping Instructor, who is a County employee.

Library Services: MCDF provides a full-service browsing library for men.

In 2014, 112 men and women incarcerated at MCDF participated in the available programs and services.

Community-Based Services: Proud Fathers program provides anger management and parenting skills course designed specifically for young fathers ages 18-25.

b. Program Facilities at MCDF

- Classrooms
- Space within Housing Units
- Group Spaces

3. Martinez Detention Facility

a. Programs at MDF

Originally designed to provide medium-security housing for 384 people but now rated for 695 people, MDF has come to serve as both the high-security detention facility and the mental health detention facility for Contra Costa County.



Unfortunately, however, MDF is almost totally devoid of program and treatment spaces. Each 96-bed unit has one dayroom, sized for 48 people, meaning that only half of the unit’s residents can be safely allowed out of their cells at a time, leading to long periods of in-cell confinement. Aside from the dayroom, there are no other group-meeting spaces at MDF.

As a result, people incarcerated at MDF have almost no access to services, programs, treatment, recreation, socialization, or physical activity.

Other than psychiatric diagnosis and monitoring, the only services currently available at MDF are academic independent-study, library cart, chaplain services, and psychiatric assessment, diagnosis, and medical management. As a result, all people incarcerated at MDF live in the most restrictive conditions of the entire County jail system.

These conditions—compacted, under-designed, overly restrictive, populated by the highest-need individuals whose mental health conditions are exacerbated by deleterious living conditions, nearly devoid of appropriate services, with population levels inconsistent with direct supervision design—pose serious and constant risks to the safe, secure, humane, and effective operations at MDF.

Library Services: MDF provides library services only in the form of a library cart, with books requested through an Resident Request Form.

In 2014, 99 men and women incarcerated at MDF participated in the available programs and services.

b. Program Facilities at MDF

- Classrooms: None
- Space within Housing Units: Each 96-bed unit contains a single dayroom
- Group Spaces: None
- Visiting Spaces

Proposed Programs and Services

1. Essential Approaches

a. Rehabilitation and Reentry Program

The Rehabilitation and Reentry Program (R&R Program) will provide a comprehensive and integrated array of validated, evidence-based, trauma informed, cognitive behavioral treatment, workforce readiness, and transition-planning services to adult men and women housed at WCDF (in existing housing and in any new facility), with substantial transition-planning and resource development services provided to people incarcerated at either MDF or MCDF.

The R&R Program’s array of culturally-competent, gender-responsive services will support clients’ ability to make positive, healthy future choices. The Program will use a blended approach that incorporates recognized evidence-based curricula, elements of the modified therapeutic community model such as milieu interventions, strengths-based case development, intensive and customized transition planning, and job and resource development and matching.

By developing skill-based mechanisms to identify, understand, and manage the challenges related to criminal thinking, anger management, interpersonal dynamics, and exposure to trauma, clients will better recognize and manage their moods, thoughts, impulses, behaviors, and decisions.

Most services will be made available on an open-enrollment basis, meaning that clients can begin services at any time during their detention. However, some process groups will be conducted as closed groups, to provide opportunities for deeper, more self-reflective work for appropriate clients.

The R&R Program will be operated in close partnership with the Sheriff’s Office’s Director of Resident Programs, the Contra Costa County Office of Education, County vocational staff, and other community providers to ensure a coordinated and complementary approach to services. In addition, the R&R Program’s clinical services will be provided in collaboration with the County’s detention mental health, forensic behavioral health, and psychiatric services departments.

Note: This purpose of this document is to describe the clinical approaches and services of the R&R Program. However, the R&R Program also includes Transition Specialists (5 FTE) and Resource Developers (6 FTE), who will work together and with clients to develop appropriate transition plans and to identify the resources (housing, food,

financial resources, healthcare) necessary to implement these plans. These transition planning and resource development resources will also be made available to men housed in MDF and MCDF.

b. Program Staffing

Based at the Rehabilitation and Reentry Services Center to be established at WCDF, and operating at an annual cost of \$1.87 million, the R&R Program will be staffed by a team of 26 FTE, including a full-time, licensed Director of Rehabilitative and Reentry Services; a Multi-Disciplinary Services Manager (LCSW); a Parenting Inside Out/Family Support Manager (LCSW); ten Behavioral Health and Parenting Inside Out Counselors; six Resource Developers; five Transition Specialists; a Data and Evaluation Manager; and an Administrative Assistant. The clinical staff will be cross-trained to facilitate all components of the program, including trauma identification and trauma containment, motivational strategies, and the core premises and practices of CBT. The Behavioral Health & Parenting Inside Out counselors will be provided with weekly supervision by licensed clinicians with substantial experience in clinical supervision and forensic program administration.

Multidisciplinary staff will attend weekly clinical team meetings to review progress and barriers toward achieving treatment goals, peer interactions, and engagement in the clinical program. During this review, the effectiveness of clinical strategies will be explored and treatment plans will be updated as needed; program fidelity will be reinforced; and intra-team operating issues will be addressed.

The Program will implement a course of start-up training to ensure efficient and consistent launch and implementation of all clinical activities. Clinical training topic areas will include Treatment Format, Preparation, and Process; How to Conduct Didactic Classes: Treatment Guidelines and Program Fidelity; and Managing Problem Situations and Treatment Emergencies. All clinical staff will be trained in the Program's clinical curricula and relevant evidenced-based practices in fields of case management, CBT, and substance use disorder (SUD) and mental health treatment, such as Motivational Interviewing and the client-centered Stages of Change treatment model.

In addition to staff training on all clinical curricula, the start-up training array will address universal issues, including Client Confidentiality and Privacy; Clinical Ethics and Boundaries; Cultural Competency & Gender Responsiveness; Clinical Documentation Procedures; Working with Criminal-Justice Involved Populations; and Adverse Childhood Experiences and Trauma-Informed Care.

2. Core Premises

a. Trauma-Informed Practices

Recognizing that history of trauma is disproportionately present in justice-involved populations, the R&R Program will establish a trauma-informed environment in all aspects and activities. Staff will be trained to maintain alertness and sensitivity to environmental triggers and to trauma-related behaviors, and will also be trained in core interventions to help clients manage such symptoms and triggers. Similarly, clients will be oriented to basic concepts of trauma-related awareness and self-care, including techniques of de-escalation and emotion regulation, and the program will utilize a "containment" model for addressing co-occurring trauma among clients.

The program's clinical staff will be able to identify, address, and immediately provide or coordinate care for safe stabilization of any client in crisis situations that may arise during treatment. All staff will be able to identify and assess indications of decompensation, including suicidal and homicidal ideation, intent, and plans that may emerge; licensed providers will be directly involved in the assessment and intervention process. Emergent risks will be identified and assessed; when appropriate, clients may be referred to crisis care in the Acute Services Unit or Special Services Unit.

b. Population-Specific Services

Gender-responsive approaches: Women have unique needs that require gender-specific programming to facilitate positive treatment outcomes, and justice-involved women have very high incidences of childhood and adult traumatic experiences and victimization. While abuse histories are not uncommon among women, the incidence of physical and sexual abuse among incarcerated women has been reported to be 47% in some studies (Modley, 2010) and even higher—up to 83% in a 2010 study conducted among incarcerated women in Illinois (Reichert, 2010). For many, the path to crime has involved running away from childhood abuse, the use of illegal drugs as a means of coping, and drug selling, prostitution, and other crimes as a way to survive on the streets. As adults, many have experienced intimate partner abuse, sexual assault, and the grief of losing custody of their children. Studies show that treatment of drug-dependent women is more likely to be successful if treatment is provided in a mutually supportive therapeutic environment and addresses the issues including psychopathology (e.g., depression), a woman's role as mother, interpersonal relationships, and the need for parenting education (Polinsky, Hser, Grella, 1998). Women's recovery outcomes and treatment retention improve by participating in gender-specific treatment programs (Chen, Burgdorf, Dowell, et al., 2004; Nelson-Zlupko et al., 1996). Women in non-gender-specific treatment environments often report negative experiences related to sexual harassment, feelings of being objectified, and being unable to express their experiences and feelings freely.



At the same time, many justice-involved men have also experienced sexual abuse and assault in their lives; for men, the stigma of being sexual victims, coupled with culturally-shaped expectations for normative masculine behavior, adds extra trauma, anxiety, and confusion to an already traumatic history.

Therefore, for both men and women, the R&R Program will identify and address relevant gender-specific issues, substantiated by appropriate treatment documentation.

Transition-Aged Youth: The largest single population in the Contra Costa County adult jail system is male youth, ages 18-25. Evidence demonstrates that young people involved in the juvenile justice or adult justice systems (both male and female) have disproportionately high rates of prior involvement in the child welfare system; high rates of sexual abuse; and high numbers of Adverse Childhood Experiences (ACE), which are highly correlated with the formation of criminogenic risk factors, including disengagement with school, substance-use disorders, and mental ill disorders such as depression, hyper-vigilance, and emotional lability and deregulation. In addition, further evidence shows that when young people with relatively short or modest criminal histories are co-housed with older adults with longer or more serious criminal histories, the younger people are subject both to high rates of victimization, coercion, and indoctrination into more serious behaviors. Furthermore, it is also well recognized that young people who “age out” of either the child welfare system or the juvenile justice system at age 18 demonstrate sharply worse outcomes than their counterparts. In response, in 2010 the State of California enacted Assembly Bill 12, the California Fostering Connections Act, which includes a number of improvements to the Kin-GAP program and extends foster care supports and services to foster and probation youth ages 18 to 21. By intentionally identifying TAY and young adult people incarcerated in the Contra Costa County jail system, we can build service plans that maximize the potential benefits of these additional financial, social, and educational supports.

Veterans: Given the large numbers of military veterans who experience incarceration, it is expected that the population served by the program will have high rates of PTSD, physical trauma such as traumatic brain injury (TBI), physical and mental disability, chronic physical health problems, and functional struggles consistent with high rates of homelessness. A trauma-informed approach is of particular importance, but in addition the program will develop specialized approaches specific to the needs of veterans, beginning with the use of specialized assessment instruments designed for use with veterans (such as the PCL-V). Service plans for veterans will include consideration of both the specialized needs and the specialized resources related to veterans.

3. Overarching Methodologies

Cognitive-Based Treatments: The R&R Program will provide client-centered, goal-oriented cognitive based treatments (CBT), such as Thinking for a Change (see below). The Program’s integration of cognitive, behavioral, and social learning theories will support clients in building and practicing skills they may never had (habilitation) or in freshening skills that may have been lost (rehabilitation).

Dialectical Behavioral Therapy: The Program will use the grounding and mindfulness elements of Dialectical Behavior Therapy (DBT), an adaptation of CBT developed for treatment-resistant clients who have particular challenges with post-traumatic emotional self-regulation. Developed by Marsha Linehan as a cornerstone approach for both men and women, DBT includes somatic approaches to understanding trauma, helping clients develop foundational skills in emotional regulation, stress tolerance, de-escalation, and the use of mindfulness to cope with trauma reactions. Through this work, clients become better able to cope with the stressors they encounter in both detention settings and community-based treatment milieu; become more capable of managing their own responses; and develop greater sensitivity about the ways in which their behaviors may trigger others.

Motivational Interviewing (MI) will serve as an overarching clinical approach. Designed to that help people with mental health and substance use disorder (SUD) make positive behavioral changes, MI upholds four principles — expressing empathy and avoiding arguing, developing discrepancy, rolling with resistance, and supporting self-efficacy (client’s belief s/he can successfully make a change). MI is a non-directive, client-centered, non-intrusive style of counseling with the goal of eliciting behavior change by helping individuals explore and resolve ambivalence. Although initially developed to support substance abuse counseling, MI has been used and evaluated across many other areas of behavioral health as well as in the treatment and prevention of chronic diseases. MI appears to be an easily adaptable approach that can be used with different populations and settings. MI is an evidence-based practice with resources such as manuals, tools, self-assessment and fidelity measures, and in-service training to help support its implementation within agencies. There is strong evidence suggesting the effects of MI are greater when coupled with another active intervention such as cognitive behavioral therapy (CBT).

4. Service Structures

Services will be provided primarily in group settings (didactic, process, or blended), supplemented by 1:1 case planning, transition planning, and discharge management.

Gendreau and Goggin (1994) define a set of interventions likeliest to improve treatment outcomes as follows: Treatment should be based on behavioral strategies; be provided for at least three to four months (100 hours) of direct service; target criminogenic/behavioral needs; provide optimal conditions for learning prosocial behaviors; and provide continuing assistance or aftercare once the formal treatment phase ends.

Therefore, each client's service plan will be customized to reflect these premises. A typical schedule for a motivated client might include two didactic groups each week, a process/caseload group every week, and an individual one-on-one meeting no less than monthly, supplemented by NA/AA groups held within the housing units, ideally for a period of at least three months, after which a new service plan would be created to establish goals and schedule, with increasing emphasis on skills application and developing preparatory plans to support discharge and aftercare.

The program milieu itself will be designed as an intentional opportunity for clients to practice the skills they're learning. Clients will be supported in cultivating attitudes and behaviors that are prosocial, supportive of others, accepting of difference, and forthcoming rather than secretive. Recognizing the complex challenges common to this population, the R&R Program will employ clinical engagement strategies to respond to and manage counter-productive behaviors.

All treatment plans will emphasize opportunities for skills acquisition, practice, and real-world application. Each client's course and duration of treatment will be determined by progress towards the client's identified treatment goals, and treatment plans will be modified over time, as additional needs and strengths emerge.

Biweekly team meetings will include the program staff and relevant partners who are also serving these clients. In addition, the program will conduct regular meetings, no less than monthly, to discuss program implementation, clinician adherence to treatment protocol/curriculum, barriers to be overcome for highest level of participation, and treatment attendance and compliance. This inclusive, Multi-Disciplinary Team (MDT) approach will ensure that clients receive holistic, integrated, efficient, and effective services customized to their individual needs.

5. Screening Protocols

For active program participants, Program staff will deploy a variety of evidence-based or evidence supported assessment tools, including assessments for criminogenic risks and needs. If assessments (including those conducted by Detention Mental Health during booking/intake) are available, the staff will attain and review such records. The array of screening tools available for use by the R&R Program include the following:

a. Mental Health

The Program will screen all clients for emerging symptoms of mental illness using the *Mental Health Screening Form III* (MHSF III). A positive screen, indicating need for further assessment, will trigger referral to a County psychiatric staff for further evaluation. The MHSF III is available in Spanish.

b. Substance Use Disorder

An Alcohol/Drug History Form can be completed at screening/intake or at the time of assessment. It includes information about age of first drug use, age of regular use, frequency in 30 days prior to treatment, usual route of administration, date last used, and average amount used at one time, along with the client's self-reported level of concern or problem with specific uses.

For clients who screen positive for SUD, *Addiction Severity Index* (ASI) will be used to assess substance use (both alcohol and drugs). This robust assessment is a cornerstone of our intake process. A research-derived problem assessment interview that measures the type and severity of difficulty across seven domains, ASI is the most widely used assessment tool in the addictions field.

c. Trauma

It is well documented that justice-involved populations demonstrate high rates of traumatic histories. Therefore, clients will be screened for trauma using the *Trauma History Screen* (THS), a brief, 13-item self-report measure that examines 11 events and one general event, including military trauma, sexual assault, and natural disasters. With its low reading level, use of common language, and simple responses, the THS can be administered to a wide population.

Those who are identified as positive for trauma exposure will also be screened for PTSD using the *PTSD Checklist* (PCL), which is available in versions for civilians (PCL-C) and veterans (PCL-V). The PCL is available in Spanish.



Individuals who screen with minor symptoms of a mental health issue or a few symptoms of PTSD but who do not meet the full criteria for PTSD will be targeted for *Seeking Safety* interventions designed to help trauma survivors improve resilience and address their symptoms.

d. Criminal Thinking

TCU *Criminal Thinking Scales* (TCU CTS) is a brief self-rating instrument developed to assess cognitive functioning expected to be related to criminal conduct. Findings demonstrate that these scales have good psychometric properties and can serve as a short but reliable self-reported criminal thinking assessment to help determine offender progress and effectiveness. Tools and forms are available in Spanish.

e. Interpersonal Skills Development

The R&R Program will use the TCU *Client Evaluation of Self & Treatment: Social Functioning Sub-Scale* (CEST-SOC Form), which includes nine questions that measure Social Support. Together, these nine questions can be used as proxies for assessment of effective interpersonal skills. This sub-scale can be used for monitoring client performance and psychosocial changes during treatment (as well as program-level functioning), and offers interim criteria for evaluating treatment interventions. Tools and forms are available in Spanish.

f. Anger Management

The R&R Program will use the TCU *Client Evaluation of Self & Treatment: Social Functioning Sub-Scale* (CEST-SOC Form), which includes eight questions that measure hostility. This sub-scale can be used for monitoring client performance and psychosocial changes during treatment (as well as program-level functioning), and offers interim criteria for evaluating treatment interventions. Tools and forms are available in Spanish.

g. Co-Occurring Disorders

It is well recognized that the justice-involved population demonstrates high rates of substance use history as well as dual (or multiple) diagnoses. Because unmanaged substance use or co-occurring disorders are recognized as significant criminogenic factors, the assessment process will include the TCU Drug Screen to identify channels for risks and needs related to co-occurring disorders.

All clients will be assessed for COD during the orientation phase; when indicated, appropriate approaches will be developed and incorporated into the client's treatment plan. All staff will be trained in recognizing and responding to the challenges commonly

found in serving people with COD, including training in techniques such as motivational interviewing and managing trauma triggers to help staff work effectively with clients in the context of their co-occurring conditions.

h. Literacy and Educational Levels

The Comprehensive Adult Student Assessment will assess level of academic skills, while the San Diego Quick Assessment of Reading Ability will assist staff in making referrals to educational services if literacy enhancement is necessary to prepare clients for increased functionality and self-sufficiency. The assessment is available in Spanish.

6. Curricula

To ensure ongoing fidelity to the models, the Program will use "*Adherence Checklists*" for some of the practices; and for those practices with no available checklists, the Director will assist program staff in the development of *Adherence Checklists*. These checklists will be utilized during supervisor observation of class facilitation to evaluate staff adherence to the model. Feedback will then be delivered to staff in supervision sessions in order to adjust facilitation skills and maintain EBT fidelity.

a. Trauma

The well-recognized *Seeking Safety* will serve as the curriculum for the trauma groups. Developed by Lisa Najavits, *Seeking Safety* is a present-focused treatment for clients with a history of trauma and substance abuse. Designed for flexible use, it is appropriate for group or individual format, male and female clients, and a variety of settings (e.g., outpatient, inpatient, residential). *Seeking Safety* addresses trauma in terms of its current impact, symptoms, and related problems (e.g., substance abuse) without requiring individuals to explore distressing memories. *Seeking Safety* is available in Spanish.

b. Criminal Thinking

Multiple CBT-based programs have been demonstrated as effective for justice-involved populations. While studies vary, most conclude that several of these CBT-based interventions are correlated with a variety of improved outcomes. Selecting one or the other, therefore, is a matter of informed consideration. Currently, Contra Costa County Probation is implementing *Thinking for a Change* with some of its clients, and it may be most effective to align the Program's curricula to complement those already in use.

For men: *Thinking for a Change (T4C)* is a widely used treatment developed by the National Institute of Corrections specifically for justice-involved populations. This curriculum consists of 22 group sessions and focuses on three cognitive perspectives:

Cognitive Restructuring, Social Skills Development, and Development of Problem-Solving Skills. T4C is available in Spanish (*Pensar en un Cambio*).

For women: *Moving On: A Program for At-Risk Women* provides women with alternatives to criminal activity by helping them identify and mobilize personal and community resources. *Moving On* draws on the evidence-based treatment models of relational theory and cognitive-behavioral therapy, can be administered to groups or individuals in forensic or community settings, and can be fully delivered in as little as nine or as many as 25 weeks (including supplemental sessions). Program content is organized around four main themes: Encouraging personal responsibility and enhancing motivation for change; Expanding connections and building healthy relationships; Skill enhancement, development, and maintenance through staff modeling, role play, feedback and homework assignments; Relaxation and stress management skills, demonstrated and practiced.

Moral Reconciliation Therapy (MRT) is a systematic treatment strategy that seeks to decrease recidivism among juvenile and adult criminal offenders by increasing moral reasoning. Its cognitive-behavioral approach combines elements from a variety of psychological traditions to progressively address ego, social, moral, and positive behavioral growth. MRT takes the form of group and individual counseling using structured group exercises and prescribed homework assignments. The MRT workbook is structured around 16 objectively defined steps (units) focusing on seven basic treatment issues: confrontation of beliefs, attitudes, and behaviors; assessment of current relationships; reinforcement of positive behavior and habits; positive identity formation; enhancement of self-concept; decrease in hedonism and development of frustration tolerance; and development of higher stages of moral reasoning.

MRT builds on some of the ideas promoted in cognitive behavior courses, such as changing residents' ways of thinking to be more pro-social, and it combines well with other life skills programming like anger management and job placement. One difference between MRT and traditional cognitive behavior programs is that MRT programs constantly work on raising the moral reasoning level of residents through exercises with groups of offenders — some of whom are at different stages in the program. MRT is conducted in open-ended groups that may meet once a month or up to five times per week. MRT does not require high reading skills or high mental functioning levels, as participants' homework includes making drawings or writing short answers. Participants meet in groups once or twice weekly and can complete all steps of the MRT program in a minimum of 3 to 6 months.

c. Anger Management

For Men: *Controlling Anger and Learning to Manage (CALM)* is an evidence-based cognitive-behavioral group training program developed by Orbis Partners and intended to reduce anger, violence, and emotional loss of control for adult men classified as high-risk. In its 24 sessions, CALM teaches skills to reduce the frequency, intensity, and duration of anger. This helps to lessen the likelihood of the occurrence of aggression and other strong negative emotions. CALM sessions are practical, highly structured, and designed for groups at risk for inappropriate or violent behavior and, in many cases, criminal recidivism. Clients are taught a wide variety of skills, including improved self-management and self-control skills, effective problem-solving, effective communication, identifying high-risk situations (within the context of a Relapse Prevention model) and examining and correcting cognitive distortions through prosocial skills training. The first step in the process of skill building is a facilitator-led discussion regarding the skill of interest. Following this overview, the facilitator models the skill for clients, who later practice these skills with role-play exercises. The facilitator then provides constructive feedback on the performance of the group members and the session content is reviewed. The final step in the skill development process involves homework exercises to practice the skill outside of the group context. The CALM curriculum consists of six sections: Introduction and motivational enhancement; Managing arousal; Thinking patterns; Assertiveness and communication; Other emotions; Relapse prevention.

For Women: *Beyond Anger and Violence*, created by Stephanie Covington, PhD, LCSW, is a manualized curriculum for women who are struggling with the issue of anger and who are in forensic or community settings. The first manualized intervention for women that focuses both on anger and on the trauma they may have experienced, it utilizes a variety of evidence-based therapeutic strategies (i.e., psycho-education, role playing, mindfulness activities, cognitive behavioral restructuring and grounding skills for trauma triggers). This 42-hour, 21-session intervention consists of a facilitator guide, client workbook and DVD. The facilitator's manual for the program is a step-by-step guide containing the theory, structure, and content needed for running groups.

d. Interpersonal Skills Development

Skillstreaming: A Guide for Teaching Prosocial Skills will be used to support interpersonal skills development. A manualized approach developed by Arnold P. Goldstein, *Skillstreaming* comprises one of the three elements of Aggression Replacement Training. Originally developed as an intervention prescriptively targeted to low-income adults deficient in social skills, *Skillstreaming* has increasingly been used with many populations, including older adults, child abusing parents, and other adult populations. In the absence of an adult-specific manual, the program will use the adolescent version of the training manual, because the skills taught are the same for adolescents and



adults. Further, as the curriculum uses clients' own examples to apply the skills to real-life situations in their lives, adult clients will provide adult situations to guide the learning through role-play. The *Skillstreaming* curriculum is comprised of 50 specific skills ranging from beginning social skills (listening, starting a conversation, or giving a compliment) to advanced social skills (such as asking for help, following instructions, apologizing, and convincing others). Included in the 50 skills are other skills to help clients deal with feelings, including knowing your feelings, understanding the feelings of others, and dealing with fear. Alternatives to aggression are also taught in the form of skills such as asking permission, negotiating, using self-control, and keeping out of fights. Skills for dealing with stress include responding to failure, dealing with an accusation, dealing with group pressure and dealing with embarrassment and planning skills such as setting a goal and making a decision are also included. Should a sufficient number of women be assessed as high-need for interpersonal skills development, the R&R Program may operate a gender-specific women's *Skillstreaming* group.

e. Parenting

Parenting Inside Out (PIO) is an evidence-based parenting skills training program developed for justice-involved parents. The Jail Module of PIO is appropriate for both incarcerated mothers and incarcerated fathers who are parenting from jail, offering 20 hours of skills-building via a 10-week, manualized curriculum. Parenting Inside Out has a proven impact on reducing recidivism and criminal behavior while improving family relationships and parenting skills; a randomized controlled trial of PIO demonstrated that PIO reduced recidivism (27% to 48% one year after release); improved parental participation in the lives of their children, increased the use of positive reinforcement, and reduced parental stress; reduced parental depression and raised their prison adjustment scores; and reduced reported substance use.

Parents enrolled in PIO will be eligible to participate in the WCDF Family Matters component of the R&R Program. The PIO staff will work with incarcerated parents to build stronger parenting skills; identify and effectively manage their own grief, trauma, and loss; develop effective communication skills in dealing both with their child and the child's active caregiver; set interpersonal goals for each visit with their child; tie their in-custody goals and behaviors to their hopes and motivations as parents; and build reentry plans that increase their capacities as parents. Incarcerated parents will be eligible for regular, facilitated, contact visit with their child(ren) in the new, child-friendly Family Visit Center to be built as part of the County's SB 863 proposal.

For justice-involved parents who are also involved in the child welfare system, the R&R Program will coordinate with the County's Children and Family Services Bureau to maximize parental opportunities to comply with court-ordered reunification plans by participating in Parenting Inside Out and the Family Matters program.

f. Substance Use Disorder/Co-Occurring Disorders

Using a holistic, strengths-based, client-focused model, the Program will provide evidence-based outpatient alcohol and other drug (AOD) services to clients with alcohol and other drug-related problems, included co-occurring disorders.

Stephanie Covington's *Helping Men Recover* is the first gender-responsive, trauma-informed treatment program for men. This curriculum addresses what is often missing in prevailing treatment modes: a clear understanding of the impact of male socialization on the recovery process, a consideration of the relational needs of men, and a focus on the issues of abuse and trauma. The program model is organized into four modules that emphasize the core areas of men's recovery: self, relationships, sexuality, and spirituality. The Facilitator's Guide for the 18-session program is a step-by-step manual containing the theory, structure, and content needed for running groups, while the participants' workbook allows men to process and record the therapeutic experience. Designed for implementation by a staff with a wide range of training and experience, the materials are designed to be user-friendly and self-instructive.

Dr. Covington's evidence-based *Helping Women Recover* will be the recovery education curriculum for women. Integrating theories of women's psychological development, trauma, and addiction to meet the needs of women with addictive disorders, the comprehensive, seventeen-session curriculum contains four modules that address the areas that women in treatment identify as triggers for relapse: self, relationships, sexuality and spirituality. They include the issues of self-esteem, sexism, family of origin, relationships, domestic violence, and trauma. As with the men's curriculum, the user-friendly and self-instructive materials include a step-by-step facilitator's guide and a participant's journal, entitled *A Woman's Journal*, filled with self-tests, checklists, and exercises to enable each participant to create a personalized guide to recovery.

g. Lifeskills

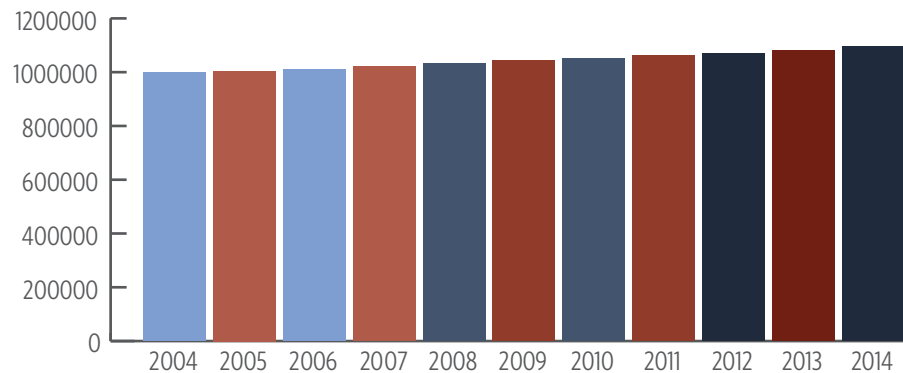
Lifeskills are an essential component of successful self-sufficiency; for many justice-involved people, especially those with SUD or co-occurring disorders, the development of basic life skills has been delayed or limited. The Program will ensure that clients' case plans include goals and activities related to money management (e.g. banking, budgeting, and matched-savings programs); healthy relationships; nutrition (e.g. cooking, exercise, and health); stress and emotional self-regulation; positive communication; and problem-solving.

Introduction

Contra Costa County enjoys one of the lowest incarceration rates in the State of California and compares very favorably to the national incarceration rate. Over the years the County has implemented a number of programs to divert presentenced arrestees from incarceration and have utilized alternatives to incarceration to control their overall detention population.

The following is a look at key data regarding the functioning of the County detention system, a description of programs in place to manage the population numbers, and finally a forecast of future bed and facility need.

Figure 26: Contra Costa County Historical Population



County Population

Contra Costa County is the ninth largest county in California and according to the State of California, Department of Finance, the 2014 population is 1,096,637. Over the last ten years, the County has experienced steady growth of a little less than 1% per year as translating in the addition of 100,000 people to the County.

Table 18: Contra Costa County Historical Population

YEAR	TOTAL	# CHANGE	% CHANGE
2004	998,201		
2005	1,004,230	6,029	0.6%
2006	1,010,104	5,874	0.6%
2007	1,021,251	11,147	1.1%
2008	1,033,292	12,041	1.2%
2009	1,043,501	10,209	1.0%
2010	1,052,199	8,698	0.8%
2011	1,061,197	8,998	0.9%
2012	1,069,158	7,961	0.8%
2013	1,081,948	12,790	1.2%
2014	1,096,637	14,689	1.4%
2010-2014 Total:		98,436	9.5%
Annual Growth Rate:		9,844	0.95%

Source: State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2010-2014. Sacramento, California, December 2014.
 State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2000-2010. Sacramento, California, December 2011.



The Department of Finance is forecasting more aggressive growth the next 20 years with an annual population increase of 2%. The forecast predicts that the population of Contra Costa County in 2035 will be 1,341,741, an increase of 19.5% compared to 2014.

Figure 27: Contra Costa County Projected Population

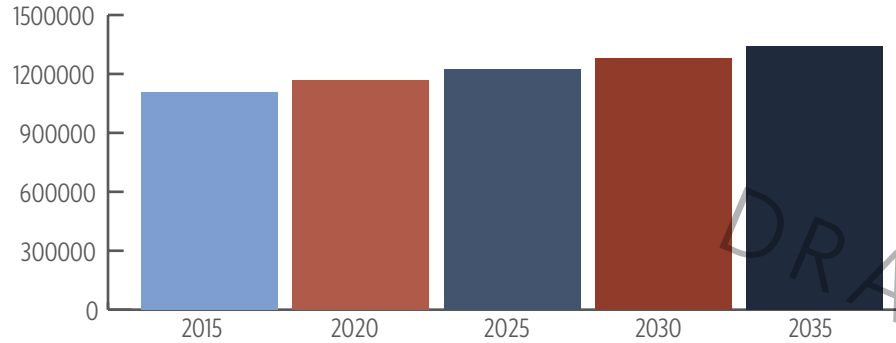


Table 19: Contra Costa County Projected Population

YEAR	TOTAL	# CHANGE	% CHANGE
2015	1,108,963		
2020	1,166,670	57,707	5.2%
2025	1,224,372	57,702	4.9%
2030	1,281,561	57,189	4.7%
2035	1,341,741	60,180	4.7%
2010-2014 Total:		232,778	19.5%
Annual Growth Rate:		23,278	1.95%

Source: Demographics Research Unit, California Department of Finance, December 2014

Criminal Offenses

The following information regarding historical arrest data provides context and explains the setting for the detention system. It also begins to show trends number, types, and severity of crimes being committed. The following data is from the California Office of the Attorney General. It publishes criminal offense statistics for each county and the crime statistics include felonies and misdemeanors.

Felonies

Felony Crimes are the most serious crimes committed by individuals and they have the greatest impact on the detention system in terms of population numbers, length of stay, and security concerns. The felonies are classified as follows:

- Violent crimes including homicide, forcible rape, robbery, and aggravated assault
- Property crimes including burglary, motor vehicle theft, larceny theft
- Drug crimes
- Sex crimes
- Other crimes

Over the last 10 years Costa Contra County reported a decrease in reported felony crimes from 2005 to 2011. This is similar to rest of the rest of the State of California and the US. Since 2011 however felony crimes have been on the upswing and have grown 12%. Most of the growth is attributable to an increase in felony drug offenses that have increase 30% and 17% increase in "other" felony crimes.



Table 20: Felony Crimes

FELONY CRIMES	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
FELONY	12,667	12,763	12,400	12,034	11,661	11,693	10,832	11,185	11,583	12,146
Violent Offenses	2,498	2,885	2,770	2,763	2,976	2,692	2,514	2,445	2,356	2,411
Property Offenses	4,162	3,980	4,018	3,704	3,532	3,597	3,141	3,304	3,280	3,315
Drug Offenses	3,485	3,324	2,795	2,831	2,895	3,288	3,042	3,283	3,599	3,951
Sex Offenses	180	225	177	162	189	193	175	212	207	168
Other Offenses	2,342	2,349	2,640	2,574	2,069	1,923	1,960	1,941	2,141	2,301

Figure 28: Felony Criminal Offenses

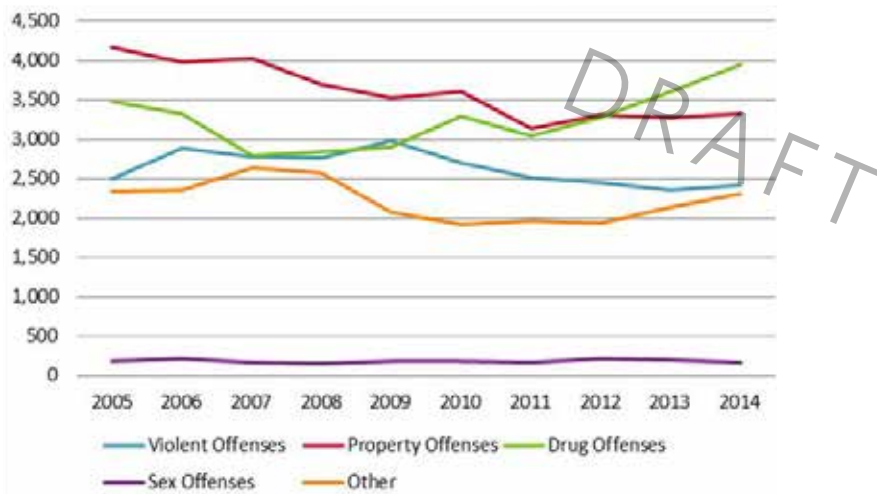
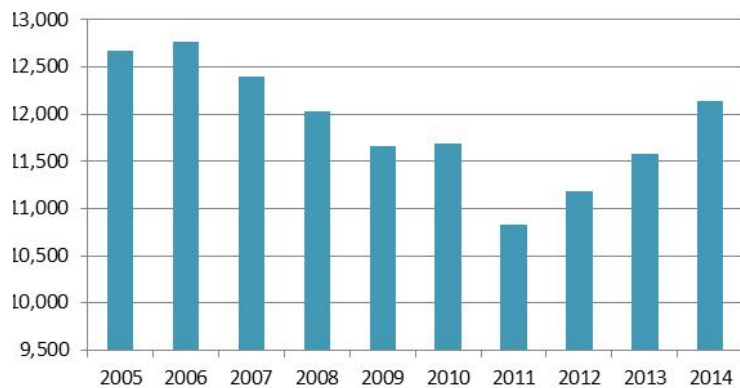


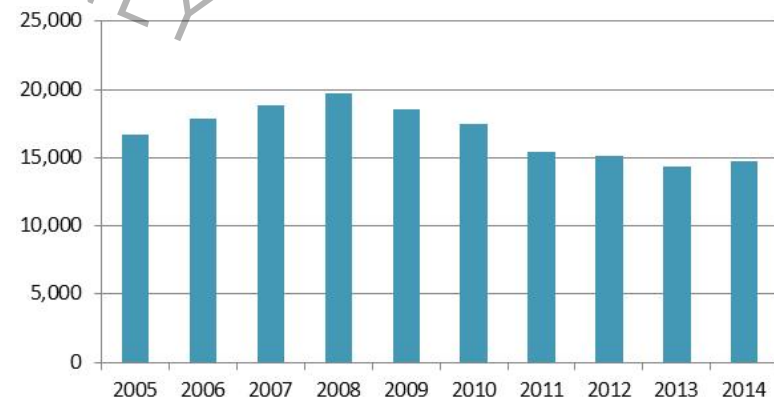
Figure 29: Total Felony Offenses



Misdemeanors

Misdemeanors are minor offenses that impact the detention system at a far lesser degree than felonies although there are a few offenses such as weapons charges that can result in jail time. Misdemeanor offenses have averaged 16,880 per year over the last decade and have ranged from a high in 2008 at 19,712 and a low of 14,338 in 2013.

Figure 30: Total Misdemeanor Offenses



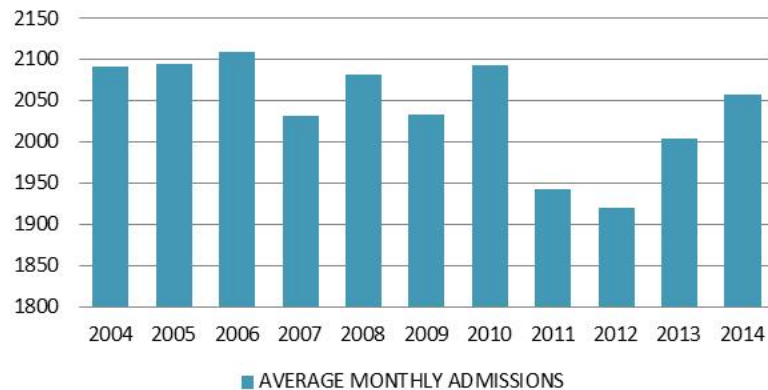
Source: Contra Costa Sheriff Office

Admissions

Admissions refer to all persons booked into the detention system. This would include new arrestees, in-court remands to custody (convictions and contempt of court), ICE detainees, AB109 detainees, probation and parole violators, and targeted felony warrant arrests. Admissions do impact the ADP but it is not a proportional relationship because the majority of the new persons booked are released directly from the booking area. Moreover, a County with pre- and post-sentenced alternatives to incarceration such as Contra Costa County can provide alternative sanctions other than jail.

Over the past 10 years, Contra Costa County booked approximately 25,000 individuals a year about 2,050 people monthly. The number of admissions were fairly consistent but dropped about in 2011 and 2012 to 23,315 and 23,037 respectively. By 2014, admissions were back near 25,000 annually.

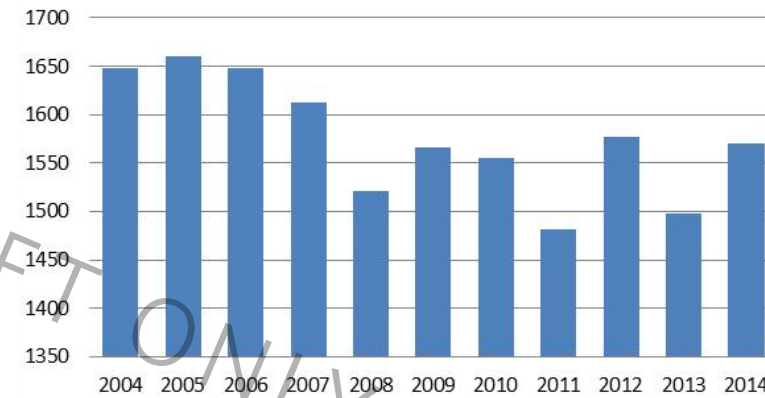
Figure 31: Average Monthly Admissions



Average Daily Population

From 2005 to 2007, the Contra Costa County detention system's average daily population was approximately 1,650. In 2008 it dropped by about 100 and it has continued to at this lower level since. From 2008 to 2014, the average daily population of the detention system has been approximately 1,550 people.

Figure 32: Average Daily Population

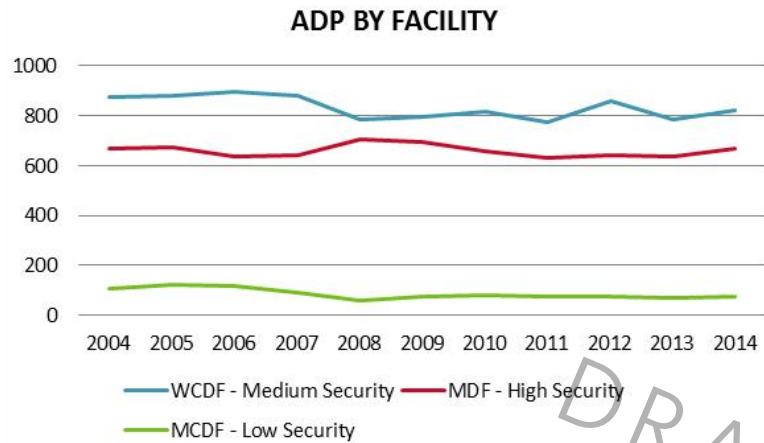


Source: Contra Costa Sheriff Office

Among the 3 detention facilities most of the population is held at WCDF. Over the years, the medium security WCDF has held 51-55% of the County's detention population and the maximum security MDF has held 39-45%. The MCDF holds just a small number of low security residents, generally 4-7% of the detention population.

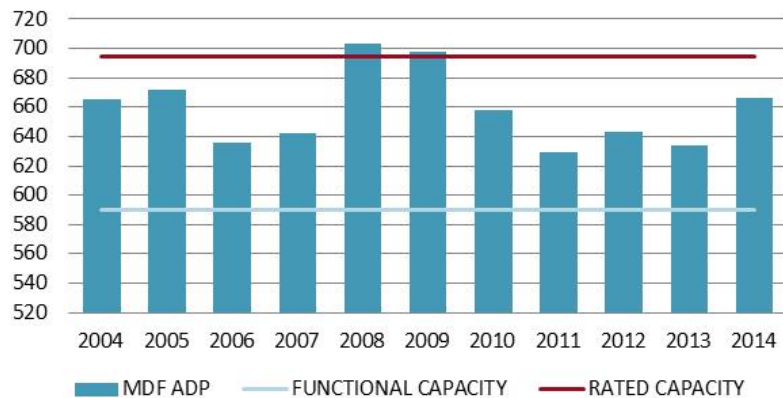


Figure 33: ADP by Facility



The ADP of the MDF is extremely troubling. This facility holds the most violent people in the detention system and it is chronically above functional capacity and sometimes above the facility's rated capacity. Functional capacity refers to approximately 85% of rated capacity. When the population crosses this 85% threshold, facilities have difficulty separating residents per their classification and security level. As a result, the safety and security of residents and staff alike are compromised.

Figure 34: MDF ADP Versus Capacity



Source: Contra Costa Sheriff Office

ADP of AB109 Commitments and Holds

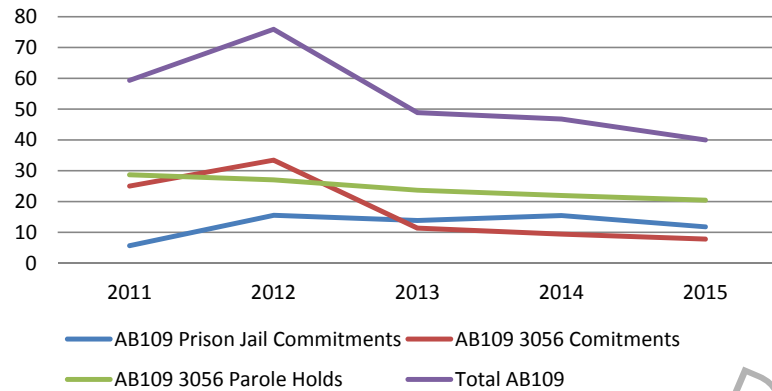
The AB109 program was implemented in the California in October, 2011 in response to the US Supreme Court mandating a reduction in the California's state prison population. Under AB109, the responsibility of a portion of the state prison population is transferred to local counties. AB109 is commonly referred to as "realignment."

AB109 requires the following (1) parole violators to serve their violations in local custody; and (2) non-serious / non-violent / non-sex offenders to serve their sentence under local jurisdiction. The latter ones are referred to as AB109 Jail/Prison Commitments. A second component of the realignment deals with those residents who are sent to Post Release Community Supervision (including County Probation). Probation violators are now being sent to the local adult detention to serve time for their violation. They are estimated to serve approximately 30 days in jail. Finally, a small percentage of those residents on probation who may need a "wake-up call" at the discretion of the probation officer may be sent to custody for up to 10 days. These are called "flash incarcerations" and fall under the 3056 California Penal Code.

Much like the rest of the state's prison population, the recidivism rates of the AB 109 population are higher, and, as a result, Contra Costa County will have to address that with emphasis on in-custody programming and reentry programs.

AB109 has had a significant impact on many counties throughout California, but the impact to Contra Costa County has been small. In 2014, an average of 47 AB109 people were in the system and that is down from a high of 76 in 2012. The reason for this is that before AB109, the Contra Costa County justice system already had a culture of keeping people local instead of shipping them to state prison. The prison system had very few AB109 qualifying people to divest. It is anticipated the AB109 people will continue to be a small percentage of the population.

Figure 35: AB109 Commitments and Holds



Source: Contra Costa Sheriff Office

Custody Alternative Facility

The Custody Alternative Facility is a bit of a misnomer because it is not a detention facility. It is a program of alternative sanctions and supervision available to individuals in lieu of incarceration. There are 3 program options available:

Work Alternative Program - People provide labor in exchange for sentenced days incarcerated.

Home Detention Program - People wear electronic home detention ankle bracelets and Contra Costa County Office of the Sheriff staff monitors their whereabouts. This permits people to be a productive member of society by maintaining employment and family responsibilities while serving their sentence.

County Parole - People are granted parole specifications in lieu of incarceration.

If a person violates the conditions or regulations of the programs, rejection or a return to incarceration may result.

Participation in the program has been exceptional and the BSCC commented about the program in its most recent inspection stating “we want to acknowledge the Custody Alternative Facility, a program to deliver services to released persons who would otherwise be taking up jail bed space.” In 2014, there was an average of 319 persons in the program.

Figure 36: Custody Alternative Facility - Average Daily Census

MONTH	2012	2013	2014	2015
January	465	349	339	301
February	460	366	344	360
March	438	424	364	364
April	443	446	376	
May	434	406	389	
June	412	391	379	
July	425	398	330	
August	417	345	294	
September	383	288	267	
October	368	337	217	
November	368	337	263	
December	375	337	260	
Monthly Average	416	369	319	342

Incarceration Rate

Incarceration rate (IR) is the ratio of the jail’s ADP to the total population. The IR is expressed in terms of persons held in jail per 100,000 census population. Differences in incarceration offer a comparison among other counties, the state incarceration rate, and national incarceration rate. **Table X** shows the historic incarceration rates for Contra Costa County over the past 10 years. The ADP’s shown are total yearly averages of persons held in the County’s 3 detention facilities, including ICE detainees. Over the last 10 years the County has an average IR of 151. The IR fell significantly in 2008 where it fell 11% compared to 2005. From 2008 on, the IR has ranged from 138.5 to 150 or an average of 145.

The Contra Costa County IR is significantly less than that of the State of California and the US. For example, the State of California’s incarceration rate in 2014 stood at 214/100,000 population or 50% higher than the County’s. Moreover, the US incarceration rate was 231/100,000 in 2014 or 62% higher than Contra Costa.

Table 21: Historic Incarceration Rate - Detainees per 100,000 Population

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	AVERAGE
County Population	998,201	1,004,230	1,010,104	1,021,251	1,033,292	1,043,501	1,052,199	1,061,197	1,069,158	1,081,948	1,096,637	
Average Daily Population	1647	1660	1648	1612	1521	1566	1555	1481	1577	1498	1570	1576
Incarceration Rate (per 100,000 pop.)	165.0	165.3	163.2	157.9	147.2	150.0	147.8	139.5	147.5	138.5	143.1	137.8

Table 22: 2014 Incarceration Rate Comparison

JURISDICTION	INCARCERATION RATE PER 100,000
US	231
State of California	214
Contra Costa County	143

Source: Contra Costa Sheriff Office



Projections

Overall Contra Costa County has been very effective in keeping its incarceration rate low through diversion and alternatives to incarceration. The crime rate has been steady over the past 10 years as has admissions to the detention system. Over that same time period, the population growth of the County was steady but slow.

It is anticipated that the County will continue to have success in keeping its incarceration rate low however, the rate of population growth over the next 20 years is expected to double compared to the previous 10 years. For that reason, the need for capacity will increase to keep up with population growth.

By 2019-2020 it is projected that the County's detention system will require a total of 1,945 beds. By 2035, 20 years from now, the bed needs for the County will be 2,237 or an additional 258 beds over the system's current capacity.

Table 23: Projected ADP Based on Incarceration Rate and Projected Population

	2015	2020	2025	2030	2035	2040	2045
Projected County Population	1,108,963	1,166,670	1,224,372	1,281,561	1,341,741	1,398,796	1,456,840
Avg Incarceration Rate (2008-2014)	145	145	145	145	145	145	145
PROJECTED ADP	1608	1692	1775	1858	1946	2028	2112
Capacity Need*	1849	1945	2042	2137	2237	2332	2429

*Capacity need accounts for peaking and classification/separation needs

Source: Contra Costa Sheriff Office

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The Adequacy of Staffing Levels

Overview

The Board of State and Community Corrections performed a biennial inspection of the Contra Costa detention facilities in 2014 for compliance with Minimum Standards for Local Detention Facilities as outlined in Titles 15 and 24, California Code of Regulations. Per Title 15, Section 1027 – Number of Personnel, the BSCC observed that there are sufficient personnel on duty at all times (whenever there is an resident in custody) to ensure the implementation and operation of all programs and activities required by these regulations.

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The Ability to Provide Visual Supervision

A number of factors influence the ability of jail staff to properly supervise activities in the County's jail facilities. Primary among those factors is the physical design of the facilities. Additionally, adequate staffing, classification, and medical and mental health issues affect how custody staff supervise residents. Being unable to provide adequate visual supervision can have serious consequences for staff and resident safety as well as for the protection of the public at large.

An operational analysis of the Contra Costa jail system revealed a number of very serious issues that inhibit staff's ability to provide good visual supervision.

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Martinez Detention Facility

The MDF serves as the central resident reception and release area for the County's jail system. The angular design of the resident reception area makes visual supervision of the open seating, and other areas, very difficult. Structural concrete pillars are located throughout significantly hindering the ability of custody staff to visually supervise arrestees waiting for processing. Additionally, there is scant dedicated room to store equipment or required appliances which further exacerbates the visual sight line problem.

The recently remodels within the intake area improved safety for staff assigned there. Work included expanding the deputy work area and moving the nurse's stations behind the intake counter, where they were previously out in the open, thereby addressing safety and HIPPA issues. The remodel also upgraded the security cameras, which now record video.

In the MDF housing areas it is exceedingly difficult to provide adequate visual supervision due to the preponderance of structural concrete pillars and the angular design of the units. Both of these issues impede visual sight lines. These design problems allow residents to engage in mischief or violence outside the view of custody staff stationed in the housing module.

Additionally, normal routine tasks on each shift distract custody staff from the visual supervision of residents. The only way to mitigate this design problem is to add staff in each housing unit on every shift. Staff have adjusted to the new resident profile and double bunking of the units by limiting the number of residents in the dayroom spaces and limiting the amount of time they are allowed to roam about the dayroom. The poor visual supervision, attendant with the design of the facility, alters the way staff interacts with residents, inasmuch as staff is, and has to be, more sensitive to officer safety concerns.

The long hallway leading to cells in the high security area of the MDF illustrates a further design problem that inhibits good visual supervision. This area holds the most violent people and others in need of extra supervision and protection via, in large part, good lines of sight, which like in other units are severely impeded.



Figure 37: The typical housing unit is irregularly planned and has large structural concrete columns throughout making supervision from one point impossible.



Figure 38: The officers station in a typical housing unit has countless blind spots and no view at all to much of the mezzanine level.



Figure 39: Conditions in the recently remodeled Reception & Release area are still crowded and present line-of-sight challenges throughout.



Figure 41: The view to the open seating area from the officers station in Reception & Release is partially obscured by a large structural column.

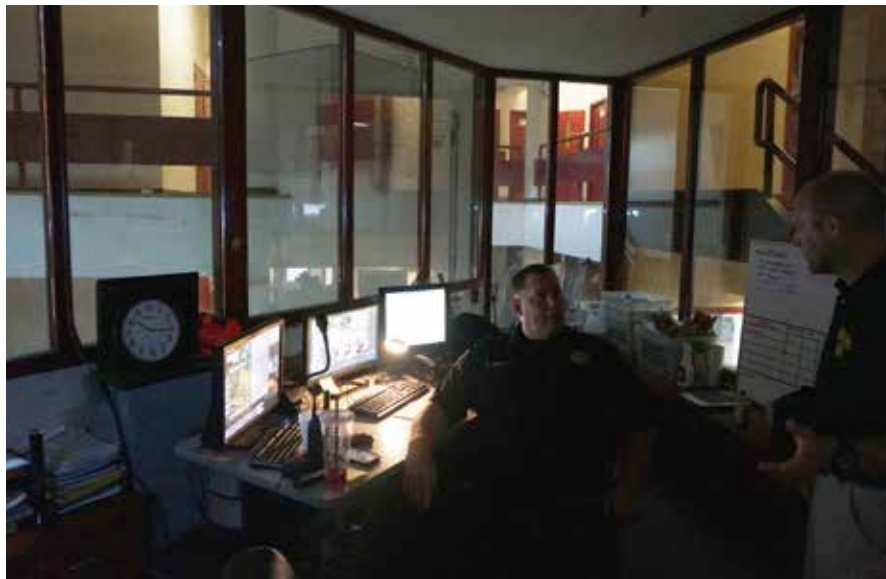


Figure 40: The control room at the indirect supervision Maximum Security "separation" pod with 3 units has extremely limited lines of sight.



Figure 42: The complex angular layout of Reception & Release makes it impossible to supervise from one location.

West County Detention Facility

The issues with visual supervision at the WCDF, while similar to those at MDF, are less critical due to the lower security level of the residents housed there and the lack of overcrowding that plagues the MDF.

The WCDF has a large resident reception and staging area. While the sight lines and space is better for visual supervision here than in MDF, the personnel and operating costs associated with the optimal use of this area are currently prohibitive.

Like the MDF's, the WCDF's design includes resident dress out areas that provide for resident privacy. The level of privacy provided is antithetical to good jail management. As a general rule, custody staff should never be in a position where they cannot visually supervise the resident population all the time.

The housing units at WCDF offer slightly improved visual sightlines over those at MDF due to more open floor plans. However, as with MDF, WCDF is also plagued by a design that includes large diameter exposed concrete pillars throughout the units prohibiting adequate visual supervision. This difficulty is exacerbated by the irregular and angular design of the housing areas.

The double perimeter fence at WCDF provides for good visual observation and security of the perimeter of the facility complex. Rather than rely on a stationary security station, the facility uses a roving patrol vehicle to provide visual supervision of the exterior of the WCDF.



Figure 43: The Reception & Transfer area at WCDF is modern, open and offers an acceptable degree of line of sight throughout.



Figure 44: Housing units have some of the sight line issues endemic at MDF but are less of an issue in the medium security environment.



Figure 45: Detainee movement within the medium security open campus is controlled and monitored throughout both by staff and control fences and cordoned program clusters.



Figure 47: While not optimal due to unit layout and badly situated structural columns, the staff station at a typical housing unit offers better line-of-sight than at MDF.



Figure 46: The open detainee waiting area at Reception & Transfer is clearly visible from the staff station.



Figure 48: The "bubble" women's sub-unit at the co-ed housing unit is problematic in terms of sight lines and visual interaction between male and female residents.



Figure 49: While more open than units at MDF, the housing units still have many blind spots, especially at the mezzanine levels.

Marsh Creek Detention Facility

The MCDF was designed, and continues to serve, as a minimum security facility. While it is old, it is in reasonably good repair and is appropriate for the classification of people housed in it. The issue of sight lines is not generally a concern as the resident population does not require the constant direct visual supervision required by the higher security facilities in the County. The campus itself is based upon an “honor farm” model and is thus composed of a variety of small buildings scattered, campus style, over a fairly large security fence-enclosed compound. Residents generally have free movement within the secured grounds, with signage denoting those areas considered to be “off-limits.” According to facility staff, the layout and composition of the campus do not pose a threat to its safe operation.

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Figure 50: MCDF is an open “honor farm” type campus offering free-walk to a variety of buildings throughout the campus within a medium security perimeter.



Figure 52: The dormitories are bright and open, but not designed for full visual supervision. They are appropriate for this level of custody.



Figure 51: The dining hall is also used for non-contact visitation to keep necessary staffing at a minimum.



Figure 53: Open recreation yards and other program spaces are located throughout the campus. There is no single point within the campus from which staff can monitor resident movements.



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The Adequacy of Record Keeping

Overview

The Custody Services Bureau (CSB) of the Contra Costa County Office of the Sheriff maintains records on individuals entering into the County detention system. The CSB shares information with authorized criminal justice agencies and also provides monthly counts regarding the detention system population (see [appendix X](#) for a sample form) to the Board of State and Community Corrections.

The County currently collects and stores information in its Jail Management Software System (JMS). Information collected from individuals at the time of booking/admission includes:

- Name
- Date of birth
- Address
- Gender
- Race
- Arresting Agency
- US citizen or non-US citizen
- Charge

Medical records on residents are kept by Contra Costa Health Services Department (HSD), which provides direct medical and psychiatric to patients. Consistent with HIPAA regulations, HSD does not share incarcerated people's protected health information with the Contra Costa County Office of the Sheriff. HSD does provide anonymized, aggregate data (such as is included in this JNA) to the Contra Costa County Office of the Sheriff.

Observations

The County's Jail Management System is both outdated and of limited capacity and utility. Built on an obsolete technological platform, it serves primarily as a mechanism to establish and manage residents' security classifications (such as high security, medium, administrative segregation, protective custody). It is not capable of aggregating information from multiple sources, nor does it provide the ability to track an individual's needs for or participation in programs and services. Therefore, the JMS is unable to provide reliable or comprehensive information, efficiently produce reports, or correlate data to support analysis. For example, nearly all of the data gathered for this JNA required manual aggregation and analysis, an extremely time consuming process. In its current state, the JMS provides very little benefit to the Contra Costa County Office of the Sheriff and the complex systems that intersect in the County's detention system.

Recommendations

Data-informed decision-making is a hallmark of efficient complex systems, including detention systems. It is therefore recommended that the Contra Costa County Office of the Sheriff install a robust, integrated, and HIPAA-compliant JMS that would provide real-time data collection, output, and analysis. This would allow the County and the Contra Costa County Office of the Sheriff to compile integrated and comprehensive information benefiting all relevant agencies, detention staff, and incarcerated people in multiple realms by streamlining housing and classification policies and protocols, mitigating operational barriers that affect access to appropriate behavioral and medical care, providing readier identification of eligibility for programs (CAF, pretrial services, etc.) that can reduce incarceration rates, and facilitating efficient service integration, delivery, and evaluation.



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A History of the Systems Compliance with Standards

Board of State and Community Corrections (BSCC) Biennial Inspection

The Board of State and Community Corrections (BSCC) conducted the 2012-2014 biennial inspection of the three Contra Costa County detention facilities on May 19-22, 2014. The BSCC inspected the facilities for compliance with the Minimum Standards for Local Detention Facilities as outlined in Titles 15 and 24, California Code of Regulations. The inspection consisted of a review of applicable written policies and procedures governing the operation of the facilities, a site visit to each jail, and review of documentation to verify practices following written procedures.

The inspection noted two issues of non-compliance, both of which relate to the MDF booking area:

- Intake holding cells frequently at or exceeding their rated capacities (non-compliance of Title 24, Section 2.2, Holding Cells)
- The use of sobering cells as holding cells (non-compliance of Title 15, Section 1056, Sobering Cells)

In general, the inspection report opined that the number of holding cells (8) at the MDF booking area is insufficient during times of high activity, resulting in overcrowding in the holding cells, in violation of Title 24, Section 2.2, Holding Cells. It further found that, in response to the holding cells, staff sometimes used sobering cells as general holding cells, in violation with Title 24, Section 1056, Use of the Sobering Cell. The Contra Costa County Office of the Sheriff addressed these issues through a policy change directing staff not

to use sobering cells except for their intended purpose. Moreover, on occasions when the booking area becomes too crowded, the Contra Costa County Office of the Sheriff increases the number of transportation runs to move people from MDF to WCDF.

The inspection report recommended that the County consider expanding booking capacity at the WCDF in lieu of expanding the booking area at the MDF.

MDF

The report notes that the facility was originally constructed in 1980 under the 1976 Title 24 Regulations and portions of the jail have been remodeled, double bunked, or rated under less restrictive 1988 and 1994 standards. Current rated capacity is 695.

WCDF

The WCDF was constructed in 1991 under the 1988 Title 24 Regulations. The jail has been remodeled and some cells are now under the 1988 and 1994 regulations. Most cells have been double bunked under the less restrictive 2001 Regulations and the total rated capacity is now 1,096. No issues of non-compliance were found.

MCDF

The MCDF was originally constructed in 1937 and has been remodeled several times. It currently has a rated capacity of 188. No issues of non-compliance were found.



Contra Costa County Grand Jury Inspection Report - 2014

The Contra Costa County Grand Jury is required by California Penal Code 919(b) to conduct inspections of the detention facilities in Contra Costa County. The latest Grand Jury report was issued on May 29, 2014.

The Grand Jury noted that the MDF design does not include classrooms and counseling areas, as a result of which its residents have little access to rehabilitative programs. The report notes that without access to an array of rehabilitative programs, such as is available at the other facilities, persons “may be less likely to re-enter society successfully.” Moreover, the report reported that “The West County and Marsh Creek facilities have adequate resources to support the rehabilitative model but the Martinez facility does not.”

Local Inspections

In addition to the biennial inspection by the BSCC, annual inspections are required by the County Health Officer and the Fire Marshal pursuant to Health and Safety Code sections 101045 and 13146.1 respectively.

Fire Inspection

The local fire marshals with jurisdiction inspected the detention facilities on the dates listed below, issuing fire clearances for each.

- MDF: 3/6/2014
- WCDF: 6/19/2013
- MCDF: 6/12/2013

Health Inspections

The Contra Costa County Health Department conduct regular health inspections, reviewing the medical, nutritional, and environmental health policies and procedures and inspecting practices. All concerns noted in the inspections were then corrected. The following table notes the dates of inspection or the date of the completion of corrections.

Table 24: Dates of inspection or the date of the completion of corrections.

	MEDICAL/MENTAL HEALTH	ENVIRONMENTAL HEALTH	NUTRITIONAL HEALTH
MDF	2/18/2014	4/22/2014	4/22/2014
WCDF	2/18/2014	4/10/2012	4/22/2014
MCDF	11/18/2013	4/11/2014	4/22/2014

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Any Unresolved Issues

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