



County of San Mateo

Detention Facilities Needs Assessment & Master Plan

January 25, 2008

Appendix 2: Male Offender Needs Assessment Population & Program Needs Analysis

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in association with
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SAN MATEO COUNTY, CA MALE OFFENDER NEEDS ASSESSMENT REPORT

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I. INTRODUCTION AND EXECUTIVE SUMMARY



I. Introduction

Overcrowding of the San Mateo County Jail continues unabated. The Maguire Correctional Facility exceeds its rated capacity by 52 percent as set by the Corrections Standards Authority and its safe operating capacity by 69 percent based on nationally accepted best practices.¹ The extent of crowding is exacerbated because many of the housing units within the jail house more persons than they were designed to hold and the jail has had to convert multipurpose rooms and dayrooms into housing. Congregating persons into small spaces contribute to the spread of infection such as tuberculosis, hepatitis B, and methicillin-resistant, staph aureus, both within the facility and into the community upon release.² Operating over a facility's safe operating capacity is not nationally accepted practices as it leads to the spread of infection, incidents, assaults and injuries.

The Sheriff, Board of Supervisors and the Jail Crowding Task Force have escalated the planning of interim measures to deal with the excessive crowding until long-range strategies can be implemented.

This report presents the second part of a comprehensive assessment of jail inmates housed in the San Mateo County Jails. In the spring 2007, the Board of Supervisors reviewed our Needs Assessment Report on the Woman Offender. This report provides the findings and recommendations for dealing with male inmates.

These two reports should provide a roadmap to the Sheriff and other key stakeholders for addressing the housing and rehabilitation needs of men and women in the criminal justice system.

II. Summary of Key Findings For Male Offenders

Demographics

- San Mateo County ranks 14th in the state in size of general population but 40th in the percent change in its population during 2005-2006.³
- Males residing in San Mateo County are expected to increase 10.6 percent between 2006 and 2025.
- The overall increase in the County's population is not dramatic but shows a steady growth in the next 20 years.

Arrests

- Arrests of males are down in San Mateo County 12.2 percent during 1997 and 2005 documenting that arrests are not a major contributing factor toward jail crowding.

¹ Bureau of Justice Statistics. 2005. *Prisoners in 2005*. U.S. Department of Justice.

² Freudenberg, Nicholas. *Coming Home from Jail: A Review of Health and Social Problems Facing US Jail Populations and of Opportunities for Reentry Intervention*. Jail Reentry Roundtable Initiative. June 2006. The Urban Institute. Washington, DC.

³ California Department of Finance, Demographic Research Unit. January 2006.



- Drug arrests continue to be the highest category of arrests during 1997-2005, consistent with trends throughout the State of California.

Jail Populations

- Male jail admissions declined 2.3 percent during FY98-FY07 compared to a 17.5 percent increase for female admissions.
- Majority of jail admissions are for misdemeanor crimes. However, the jail holds more felony offenders on a daily basis (56.1 percent felony) due to the longer lengths of stay for felony offenders and the shorter length of stay for misdemeanants.
- Jail populations are historically not directly associated with arrests. Serious crime has declined nationally while jail populations continue to increase.⁴
- Felony admissions to jail increased for drug and weapons crimes during FY98-FY07 reflecting national trends.⁵
- Total average daily population for male inmates increased 22.2 percent during 2000-2007 with the greatest increase experienced from 2006-2007.
- More than one-half of the inmates (52.7 percent) housed in jail on a daily basis are waiting trial.
- The average length of stay for male inmates is 22.5 days which is consistent with statewide jail data.⁶ This data includes all newly booked inmates, many of whom are released within 72 hours. The jail purchased a new jail tracking system and has reported length of stay data showing that pretrial males stay 127.1 days and pretrial females stay 145.1 days. Sentenced inmates are reported to stay 65.6 days-69.6 days. These findings suggest case processing issues that could be expedited to reduce the average length of stay.

The inmates participating in the successful CHOICES Program stay the longest in the jail at 170.5 days demonstrating that county officials have chosen to use their jail for the rehabilitation of selected populations.

However, the findings of the inmate profile will show the housing of non-violent offenders in the jail also drives jail crowding.

- During 1997-2007, a total of 396 jail beds were closed due to lack of funding.
 - Men's Correctional Center (Honor Camp): Capacity 144
 - Medium Security Facility (LaHonda): Capacity 96

⁴ San Mateo County Sheriff's Office. Cunniff, Mark A. 2002. *Jail Crowding: Understanding Jail Population Dynamics*. National Institute of Corrections. U.S. Department of Justice.

⁵ California Standards Authority. Jail Profile Survey, 4th Quarter Results. 2006.

⁶ State Court Processing Statistics Program. Felony Defendants in Large Urban Counties. 2002. Bureau of Justice Statistics. U.S. Department of Justice.



- North County Facility: Capacity 16
- Work Furlough Facility: Capacity 140
- Total: 396
- The Sheriff added a 46-bed Minimum Security Transitional Facility for male offenders during this time. Also, when the Work Furlough Facility was closed, the Sheriff began an Electronic Monitoring Program to help relieve jail crowding and to protect public safety for those non-violent inmates released on day reporting and on community supervision.
- There is no stand-alone Work Furlough Program currently available. The Superior Court and the District Attorney are supportive of this program as it enables men and women to continue to work and provide for their families and to meet their court-ordered financial obligations.

Pretrial Release

- San Mateo County ranks number 1 among 18 jurisdictions in the confinement of pretrial defendants until case disposition, and the county ranks third among the 18 jurisdictions using non-financial release the least.
- Of the 1,080 reports submitted to the in-custody Arraignment Court by the Pretrial Release Unit, 84.6 percent were not recommended for pretrial release. Of the 15 percent that were recommended for release, one-half of these were denied by the Arraignment Court. These high rejection rates suggest that the criteria for pretrial release need to be examined and a new risk and needs assessment instrument be developed to better identify eligible candidates.
- Outcome data for pre-trial defendants released from jails nationwide and in San Mateo County confirm that the majority of defendants appear in court and are not rearrested.
- There is limited variety of options for pretrial supervision in San Mateo County compared to national pretrial supervision programs.

Probation and Intermediate Sanctions

- The majority of persons being supervised on probation are persons convicted of felony crimes and this is consistent with statewide probation data.
- Probation has seen an increase in drug offenders and offenders convicted of Proposition 36 crimes.
- There is limited capacity in the Bridges Day Treatment Program for more inmates.

Jail Alternatives

- The Sheriff uses a Jail Citation program to release non-violent misdemeanor offenders at booking and this program has cited 2,045 misdemeanants during the first nine months of 2007.
- The Sheriff also operates four programs to relieve jail crowding—Sheriff's Work Program (525 report daily for community work), Weekender, Work Furlough, Electronic Monitoring. The



Work Program is utilized the greatest while the Work Furlough, Weekender and Electronic Monitoring are underutilized.

- There are nine jail alternatives commonly used in other California jurisdictions that are underutilized in San Mateo County and six options not used at all.

Characteristics of Men Housed in the Jail

Men housed in the San Mateo County Jail have the following characteristics:

- Three-quarters are local residents
- Eight out of ten lived at the same address six months or more suggesting a factor of stability
- Nearly six out of ten are not responsible for children
- The most frequent offense for which they were confined was for personal drug use and possession
- Nearly two-thirds have no pending charges from other jurisdictions
- Thirty-eight percent were probation violators
- Male inmates had an average of 1.1 prior non-violent felony convictions and less than one prior violent felony conviction
- Six out of ten of the men had earned their high school diploma, GED, a Bachelor's Degree or had post-secondary education
- Almost sixty percent were employed at the time of this current jail admission and most reported that they expect to be employed upon release
- More than three-quarters of the men report having suitable housing upon release and do not expect to be homeless
- More than three-quarters of the men report having some form of family support upon release
- More than one-half report using drugs and four out of ten report using them daily or several times a week
- Methamphetamines were the number one drug of choice
- Among those using drugs, 20 percent also reported having emotional problems
- Only 17.2 percent reported being involved in treatment at the time of this arrest and few reported ever receiving treatment
- Almost one-third of the males are assessed by Correctional Health Services as needing residential treatment for their psychiatric disorder

These characteristics describe a highly addictive educated male that is charged/convicted of a non-violent crime, most do not have pending charges and most have little criminal background. The male is employed, expects to have a job upon release, will have a suitable home and will have family support upon release from jail. While these characteristics suggest a male population who is moderately functioning, their drug and alcohol use has negatively impacted their life. In the absence of a substance abuse assessment, it is difficult to determine what percentage of the male population requires regular outpatient, intensive outpatient or residential substance abuse treatment upon release.



Future Jail Bedspace Needs for Male Inmates

By 2018, San Mateo County will need to double the size of its jails housing males to 1,543 beds and nearly triple its jail for men by 2026 to 2,032. This assumes no new alternatives are implemented to reduce admissions and no new policies are executed to reduce the length of stay of inmates housed in the jail. This is an increase of 793 beds from the current rated capacity of 750 (Maguire CF (688), Minimum Security Transition Facility (46), and Weekender (16).

Strategies to Reduce Beds Under the Leadership of the Sheriff's Office

The following strategies are under the direct control of the Sheriff's Office.

1. Reduce the sentenced males by 250 and the sentenced women by 45 by the utilization of LaHonda facility so that the jail can operate within their safe operating capacity.
2. Establish a formalized process to identify inmates on a weekly basis who are eligible for County Parole (PC 3074) and for Early Release of up to eight days (PC 4018.6, PC 4019, PC 4024.1) consistent with Section 11.03 of Department's Classification Policy, and make a request to the Presiding Judge for a 30-day authorization to release sentenced inmates up to a maximum of 5 days when the inmate count exceeds the bed capacity of the jail. Inmates near their normal release date should be given priority for accelerated release.
3. Invest in 2 assessment specialists to work with jail classification to assess inmates for mental illness and substance abuse disorders to identify eligible inmates who could be placed in treatment programs in the community.
4. Expand the use of the Jail Reentry program to reduce the length of stay of eligible inmates by establishing a contract with the Shelter Network's Homeless Shelter and local substance abuse agencies to provide structured reentry housing for inmates upon release.
5. Implement the release of pretrial inmates to Day Reporting or to electronic monitoring and support services who have profiles that indicate they would likely receive a probation sentence at sentencing.
6. Work with Delancey Street, Correctional Health Services and the Superior Court to reduce the length of stay of the in-custody CHOICES program from 170 to 120 days and work with the Reentry staff to ensure that arrangements are made prior to release with substance abuse and mental health service providers to provide continuing services to them upon release. Develop a CHOICES Reentry Facility for inmates who graduate from the in-custody CHOICES program and who need transitional housing and treatment.
7. Monitor the use of Release without Charge (PC 849b) for public inebriates to ensure that these individuals are released within 8 hours.
8. Establish a formal warrant-hold clearance program to expedite the processing of warrants and to reduce the persons confined on warrants such as assigning jail staff to expedite warrant resolutions.
9. Restore the Sheriff's Work Furlough Program that emphasizes job readiness/job retention skills, career education, substance abuse education and treatment and cognitive behavioral programming in partnership with the Opportunities Industrial Center West, Delancey Street, Adult Probation, Correctional Health Services and other providers who are qualified to provide education and substance abuse treatment.



10. Prepare an application for a Community Reentry Center from the State Department of Corrections and Rehabilitation to serve parolees, probation violators and work furlough inmates.

To achieve these 10 strategies, funding will be required to implement jail alternatives, for restoring the Work Furlough Program, for expanding the Reentry Program and for contracting with local providers to release non-violent inmates to community treatment service providers where they can receive intensive treatment for their addictive and psychiatric disorders.

Systemic Strategies for Criminal Justice System Stakeholders

Meetings are continuing with the Superior Court, County officials and the Jail Crowding Task Force to discuss planning assumptions that could be modeled to mitigate the number of beds. To date, there is support for the following:

- Creating Reentry facilities
- Restoring Work Furlough with a reentry focus
- Including work, vocational education and industry program for persons sentenced to jail
- Continuing the partnership with Delancey Street
- Fully implementing the 8 evidence-based principles nationally accepted and endorsed by the California Department of Corrections and Rehabilitation⁷
- Reduce the 7 criminogenic needs that offenders possess and substitute these with healthy alternative behaviors⁸
- Develop step-down programs
- Explore Day Reporting
- Continue the in-custody CHOICES and develop a structured reentry facility for CHOICES graduates who require continuing structure to reduce their relapse and reoffending
- Expand the Bridges Program to provide inmates an incentive to earn their way out of jail

The following long-range planning assumptions are recommended for consideration by key stakeholders in the criminal justice system:

⁷ Crime and Justice Institute. 2004. *Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention*. Washington, D.C. National Institute of Corrections. The 8 principles are: target the highest risk offender; assess offender needs; design responsivity into programming and behavior management plans; deliver treatment programs using cognitive behavior strategies; motivate and shape offender behaviors; involve the family, social service agencies and the broader community; develop a collaborative approach among justice and treatment providers; develop and measure outcomes.

⁸ California Department of Corrections and Rehabilitation: Expert Panel on Adult Offender and Recidivism Reduction Programming, Report to the California State Legislature. June 29, 2007. Criminogenic factors are defined as risk factors such as educational-vocational deficits and achievement skills; anti-social attitudes and beliefs; anti-social and pro-criminal associates and isolation for pro-social others; temperment and impulsiveness (weak self-control) factors; familial-marital-dysfunctional relationship (lack of nurturance-caring and/or monitoring-supervision); alcohol and other drug disorders and deviant sexual preferences and arousal patterns.



1. 8 percent reduction in overall probation violator admissions from 38% to 30% due to fully implementing evidence-based practices and expanding the Bridges program for probation violators who would otherwise be confined.
2. 10 percent increase in the use of pre-trial release (OR and/or pretrial supervision) by establishing a Day Reporting Treatment Center.
3. 33 percent reduction in the estimated length of stay for probation violators in custody waiting for their probation violator hearings.
4. Establish a formal Mental Health Diversion Program (PC 4011.6) for minor offense defendants whose unlawful behavior is largely driven by their mental illness and whose case is likely to be dismissed or to be placed on informal probation.
5. Work with law enforcement to determine a new jail admissions protocol to reduce the number of misdemeanants booked in the jail and to prohibit persons booked on a bond of less than \$10,000. Increase the use of Field Citations consistent with PC 853.6.
6. Establish a formal community work program in lieu of jail operated by the Probation Department or by a non-profit community based agency.

San Mateo County Justice Center

The Women's Needs Assessment recommended a Women's Justice Center to co-locate a series of facilities and programs on one single site for women. This report recommends building on this concept to provide a similar continuum of services for male inmates.

Specifically, the project team recommends the following components in the Justice Center for male and female inmates:

- Assessment Center
- 72-Hour Holding Capacity
- Secure Jail (1,003 beds)
- Work Furlough Reentry Facility (541 beds)
- CHOICES Reentry Program
- Day Reporting Center for pretrial and sentenced inmates
- Electronic Monitoring for pretrial and sentenced inmates
- Bridges Day Treatment Reentry Program

The Sheriff's Alternative Sentencing Bureau should coordinate the following programs for inmates under its responsibility:

- County Parole
- Accelerated Release
- Jail Citation
- Warrants-Hold Clearance Program



The following report presents detailed findings and recommendations for consideration by the San Mateo County Sheriff's Office, Superior Court, Board of Supervisors, Jail Crowding Task Force, Adult Probation and community-based treatment providers.



II. ANALYSIS OF TRENDS AND FACTORS AFFECTING JAIL POPULATIONS



II.1 San Mateo County Population

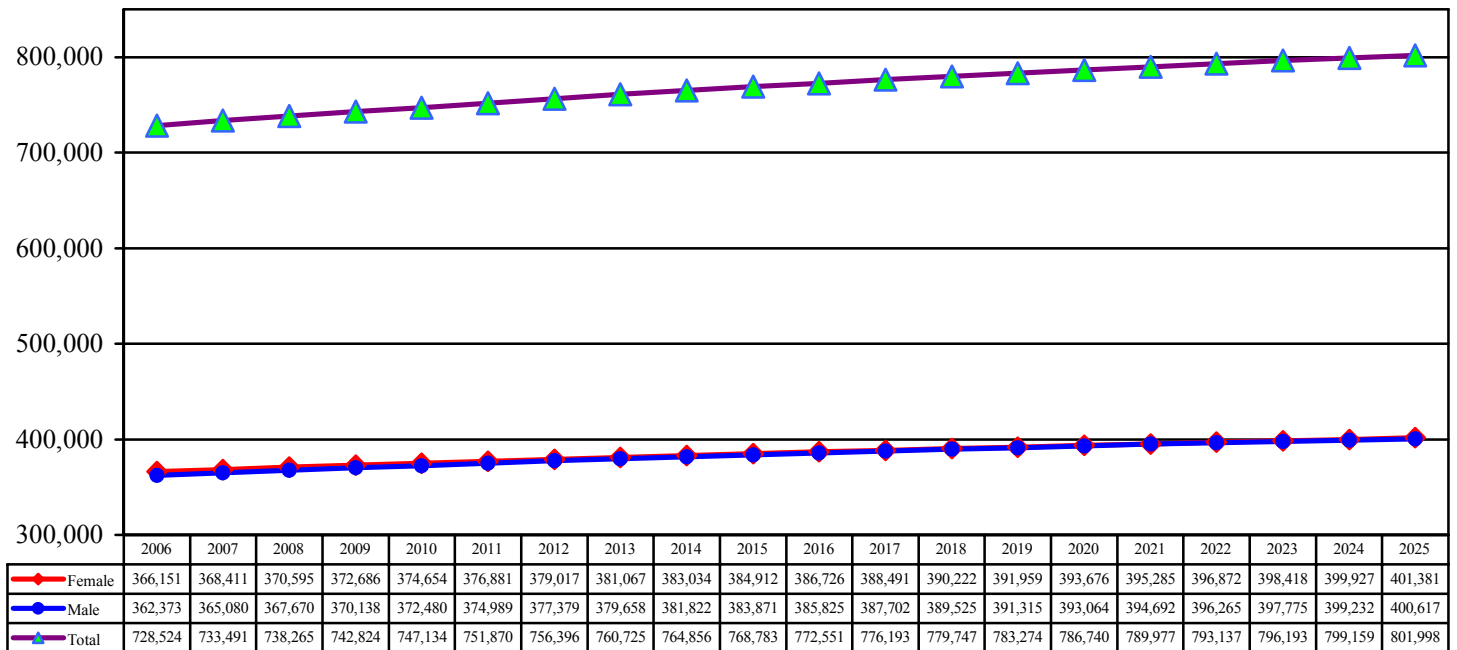
II.1.1 County Population by Sex

San Mateo County ranks 14th in the state in population but 40th in percent change in its population from 2005-2006.⁹

Between 2006 and 2025, the California Department of Finance predicts that San Mateo County's adult male population will rise 10.6 percent.

Overall, the total County population is expected to grow at an annual rate of 0.5 percent between 2006 and 2025.

Figure 1
San Mateo County, CA
Population Projections by Sex
2006-2025



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.

While the overall increase in the County's population is not dramatic, it provides evidence of a continuous growth for the next 20 years, which will contribute to jail and probation populations in the future.

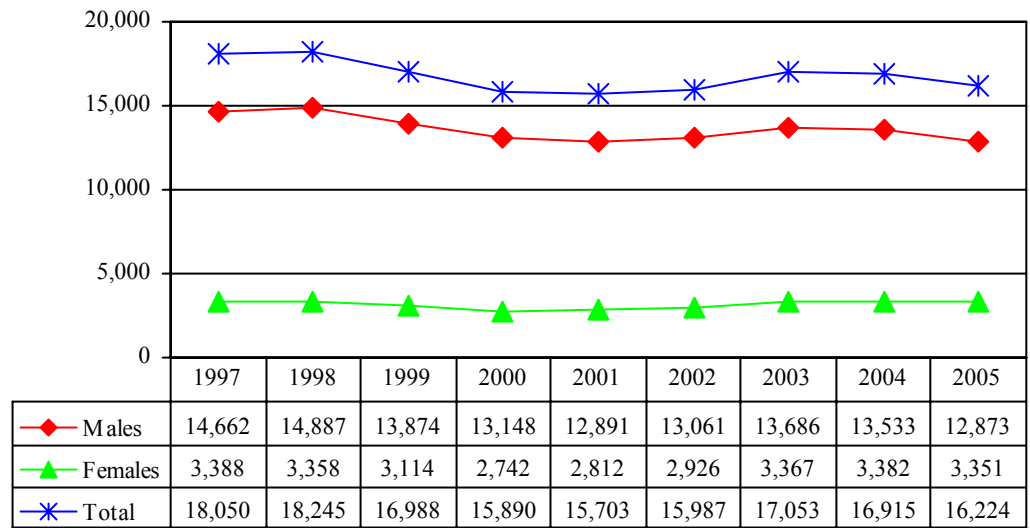
⁹ California Department of Finance, Demographic Research Unit. January 2006.



II.2 San Mateo County Arrests by Gender

Between 1997 and 2005, male arrests decreased 12.2 percent compared to a 1.1 percent decrease for female arrests.

Figure 2
San Mateo County, CA
Total Crime Arrests by Gender
1997-2005



Source: California Office of the Attorney General, Department of Justice, Criminal Justice
Statistic Center. Available at <http://ag.ca.gov/cjsc/datatabs.php>

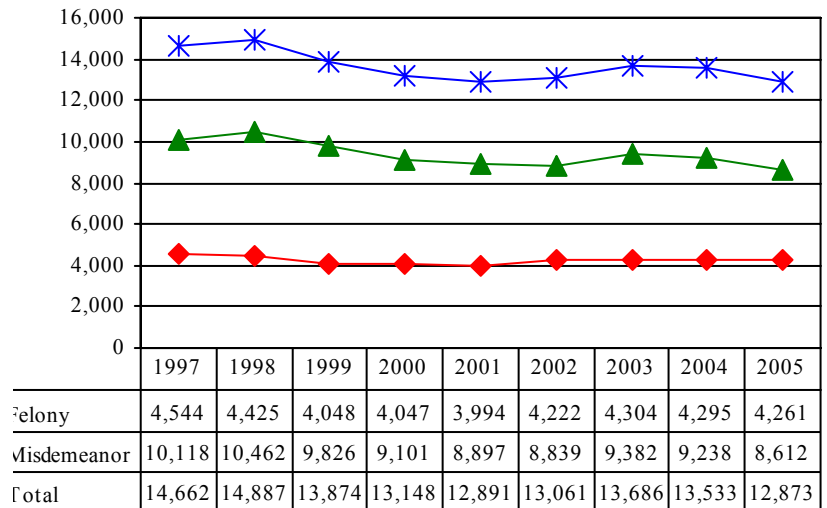


II.2.1 San Mateo County Adult Arrests by Category of Crime

Between 1997 and 2005, male felony arrests decreased 6.2 percent and misdemeanor arrests declined 14.9 percent.

This graph substantiates that arrests are not a major contributing factor toward jail crowding.

Figure 3
San Mateo County, CA
Male Adult Arrests by Category



Source: California Office of the Attorney General, Department of Justice, Criminal Justice Statistic Center.
Available at <http://ag.ca.gov/cjsc/datatabs.php>



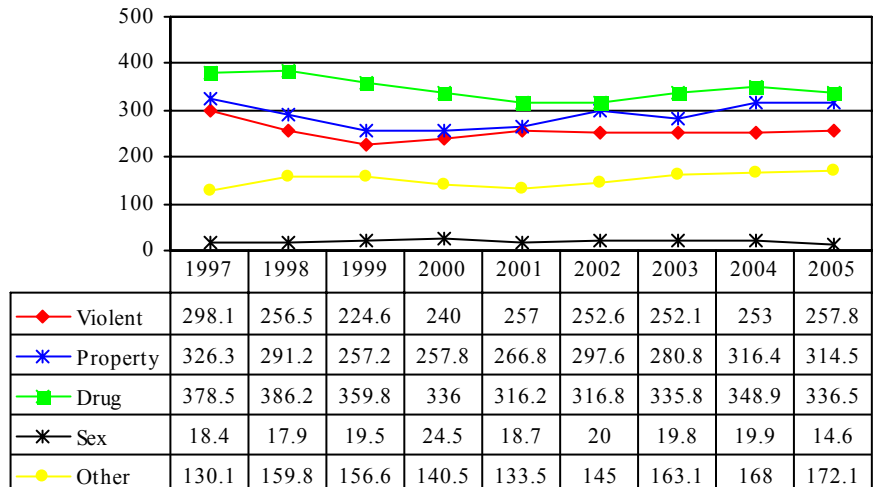
II.2.2 Felony Arrests in San Mateo County

Between 1997 and 2005, there was a decrease in arrest rates for all of the following felony charges: violent (13.5 percent), property (3.6 percent), drug (11.1 percent), and sex (20.7 percent).

During this period, the only increase in arrest rates occurred among other offenses (32.3 percent).

Drug arrests continue to be the highest category over this time period, which is consistent throughout California¹⁰.

Figure 4
San Mateo County, CA
Felony Arrest Rates by Charge Type
1997-2005



Source: California Office of the Attorney General, Department of Justice, Criminal Justice Statistic Center.
Available at <http://ag.ca.gov/cjsc/datatabs.php>

Note: Other offenses = weapons, driving under infl, hit and run, escape, bookmaking, other.

¹⁰ California Office of Attorney General. Department of Criminal Justice Center.



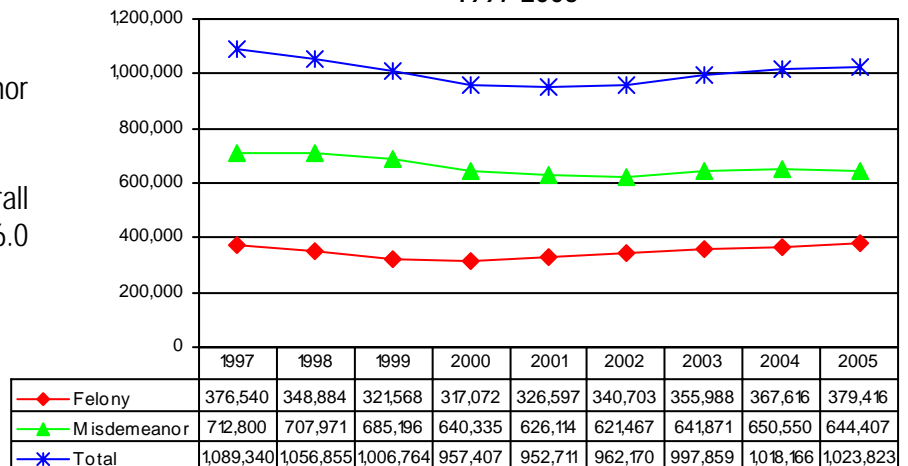
II.2.3 California Felony Arrest Rates by Charge Type

While felony arrests have declined in San Mateo County, statewide felony arrests increased slightly throughout the state (0.8 percent)

In contrast, male misdemeanor arrests decreased 9.6 percent.

Like San Mateo County, overall arrests in California declined (6.0 percent).

Figure 5
State of California
Male Adult Arrests by Category
1997-2005



Source: California Office of the Attorney General, Department of Justice, Criminal Justice Statistic Center.
Available at <http://ag.ca.gov/cjsc/datatabs.php>



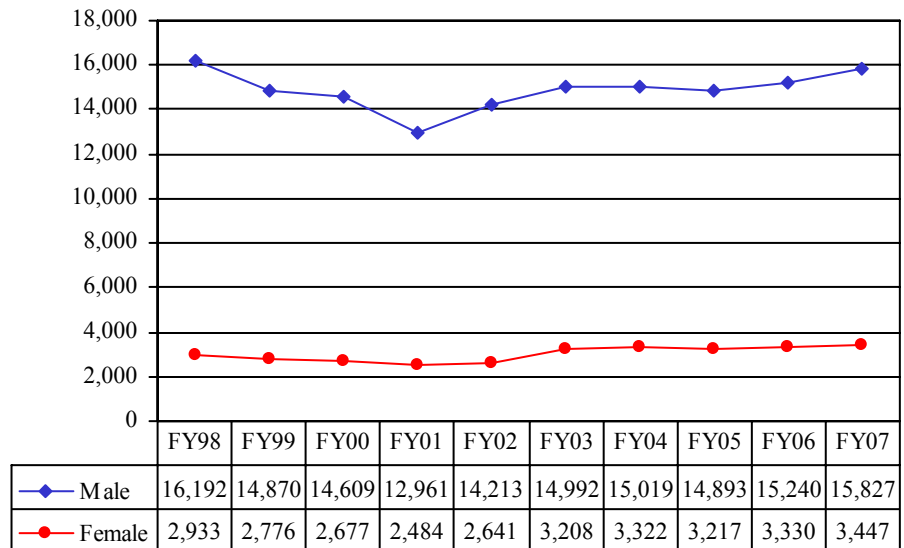
II.3 San Mateo County Jail Population

II.3.1 Admissions to the San Mateo County Jail by Gender

Male jail admissions declined 2.3 percent during FY98-FY07 compared to a 17.5 percent increase for female admissions.

Jail populations are historically not directly associated with arrests. Serious crime has declined nationally while jail populations continue to increase¹¹.

Figure 6
San Mateo County, CA
Admissions to the San Mateo County Jail by Gender
FY98-FY07



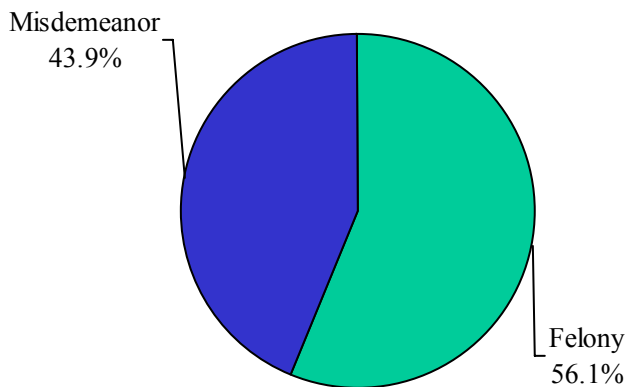
Source: San Mateo County Sheriff's Office (Booking Breakdowns 2007.xls)

¹¹ Cuniff, Mark A. Jail Crowding: Understanding Jail Population Dynamics. National Institute of Corrections. U.S. Department of Justice.



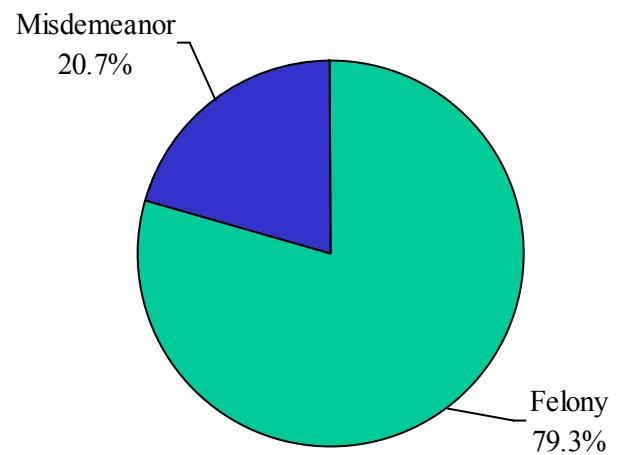
However, the jail holds more felony offenders on a daily basis due to the longer lengths of stay for felony offenders and the shorter length of stay for misdemeanants.

Figure 7
San Mateo County, CA
Number of Inmates in the San Mateo County Jail
by Felony vs. Misdemeanor
(as of September 9, 2007)



Source: San Mateo County Sheriff's Office (MF Count 9-10-07.doc)

Figure 8
State of California
Number of Inmates in California Jails
by Felony vs. Misdemeanor
4th Quarter, 2006



Source: Corrections Standard Authority Jail Profile Survey, 2006, 4th Quarter Results



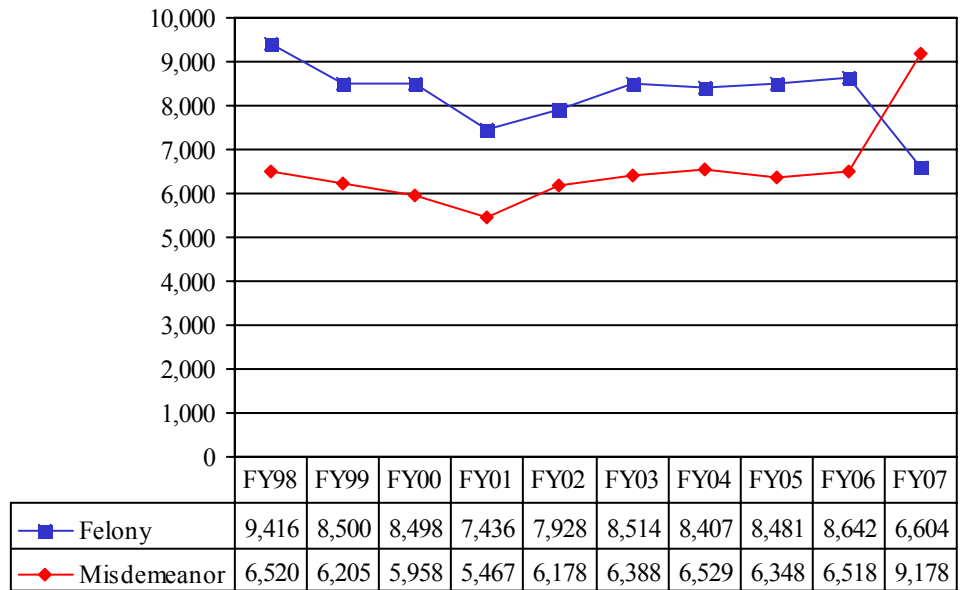
II.3.2 Male Jail Admissions by Felony and Misdemeanor

After a 16.2 percent decrease between FY98-FY01, admissions to jail for misdemeanor crimes increased 19.2 percent between FY01-FY06. Additionally, there was a 40.8 percent increase between FY06-FY07.

Similarly, admissions for felony crimes declined during FY98-FY01 and increased during FY01-FY06. However, unlike the increase in misdemeanor offense admissions between FY06-FY07, felony offense admissions declined 23.6 percent.

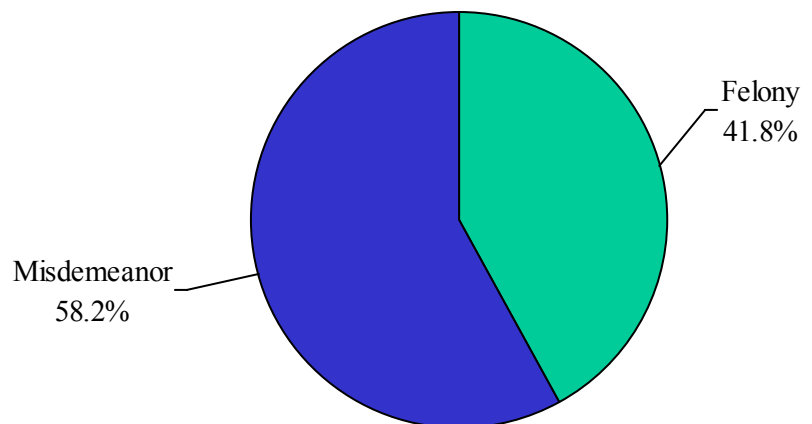
As this graph documents more than one half the defendants admitted to jail during FY07 were charged with misdemeanor crimes.

Figure 9
San Mateo County, CA
Male Jail Admissions by Felony and Misdemeanor
FY98-FY07



Source: San Mateo County Sheriff's Office (Booking Breakdowns 2006.xls, Booking Breakdowns 2007.xls)

Figure 10
San Mateo County, CA
Male Admissions to the San Mateo County Jail
by Felony vs. Misdemeanor
FY07



Source: San Mateo County Sheriff's Office (Booking Breakdowns 2007.xls)

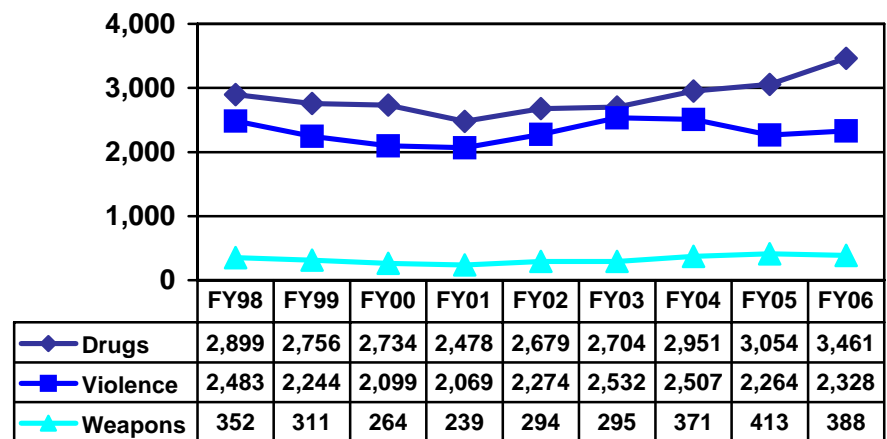


II.3.3 Felony Jail Admissions for Males by Charge Type

Consistent with national trends¹², felony admissions for drugs lead the increase in San Mateo County's jail population.

Felony admissions for drugs increased during FY98-06 by an average annual percentage of 2.5 percent and weapons offense admissions increased at an annual rate of 2.3 percent. In contrast, violence admissions decreased by an average annual percentage of 0.5 percent.

Figure 11
San Mateo County, CA
Felony Jail Admissions for Males by Charge Type
FY98-FY06



Source: San Mateo County Sheriff's Office

¹² Cuniff, Mark A. Jail Crowding: Understanding Jail Population Dynamics. National Institute of Corrections. U.S. Department of Justice.



Table 1 shows the top 10 offenses for which men were charged at admission in July 2007. Six out of 10 offenses are for non-violent offenses, including misdemeanor offenses.

Table 1
Most Frequent Offenses of Male Inmates
July 2007

Offense	Description	Felony/Misdemeanor
V.C. Section 23152	Driving Under the Influence	Misdemeanor
Penal Code 647(f)	Drunk in Public	Misdemeanor
Health and Safety Code 11350 A	Possession of a Controlled Substance	Felony
Health and Safety Code 11377 A	Possess dangerous drug - Meth, Heroin, PCP & others	Felony or Misdemeanor
Health and Safety Code 11550	Under influence of a controlled substance	Misdemeanor
V.C. Section 14601 A	Driving while license suspended	Misdemeanor
Penal Code 460 B	Burglary – specific type of burglary	Felony
Penal Code 273.5 A	Domestic violence – inflict visible injury to spouse/cohabitant	Felony
Penal Code 243 E	Domestic violence – battery to spouse/cohabitant – minor injury	Misdemeanor
Penal Code 245 A	Assault with a deadly weapon or item likely to produce death	Felony

Sources: San Mateo County Sheriff's Office.

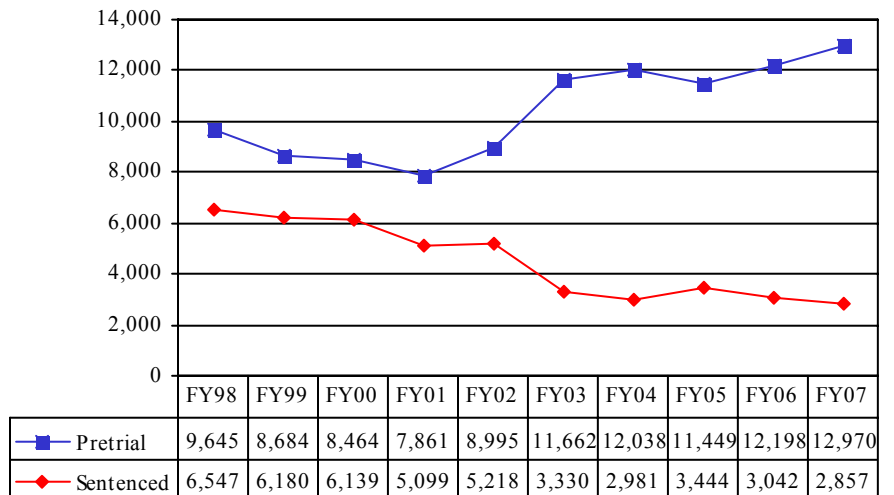


II.3.4 Male Jail Admissions by Status

After a decline in pretrial jail admissions during FY98-FY01, pretrial admissions increased 65.0 percent between FY01 and FY07.

In contrast, sentenced jail admissions decreased 56.4 percent between FY98-FY07.

Figure 12
San Mateo County, CA
Status of Male Jail Admissions
FY98-FY07



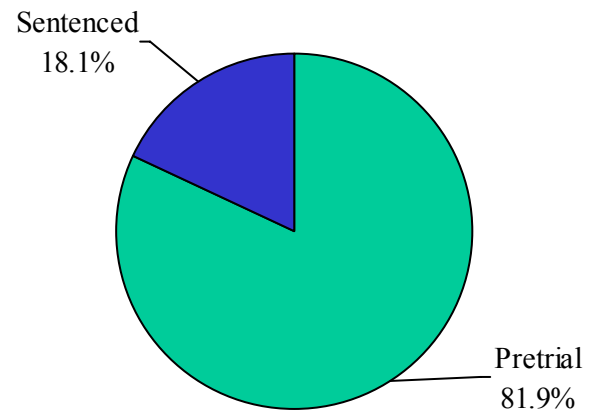
Source: San Mateo County Sheriff's Office (Booking Breakdowns 2006.xls, Booking Breakdowns 2007.xls)



Eight out of 10 male jail admissions are pretrial.

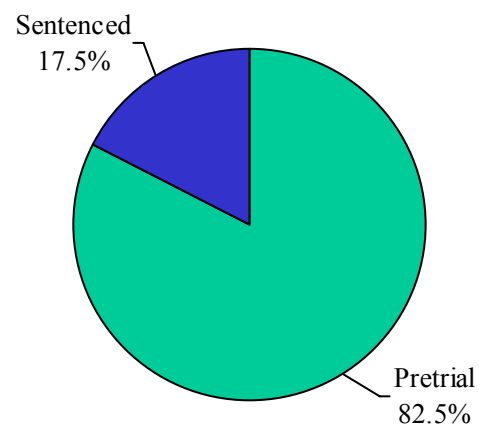
Similarly more than eighty percent of the total jail bookings are pretrial. This is due to the fact that 82.1 percent of all jail bookings are male in FY07.

Figure 13
San Mateo County, CA
Male Admissions by Legal Status
FY2007



Source: San Mateo County Sheriff's Office (Booking Breakdowns 2006.xls, Booking Breakdowns 2007.xls)

Figure 14
San Mateo County, CA
Percent Total Bookings by Pretrial vs. Sentenced
FY07



Source: Booking Breakdowns 2006.xls; Booking Breakdowns 2007.xls
Note: Total includes male and female bookings

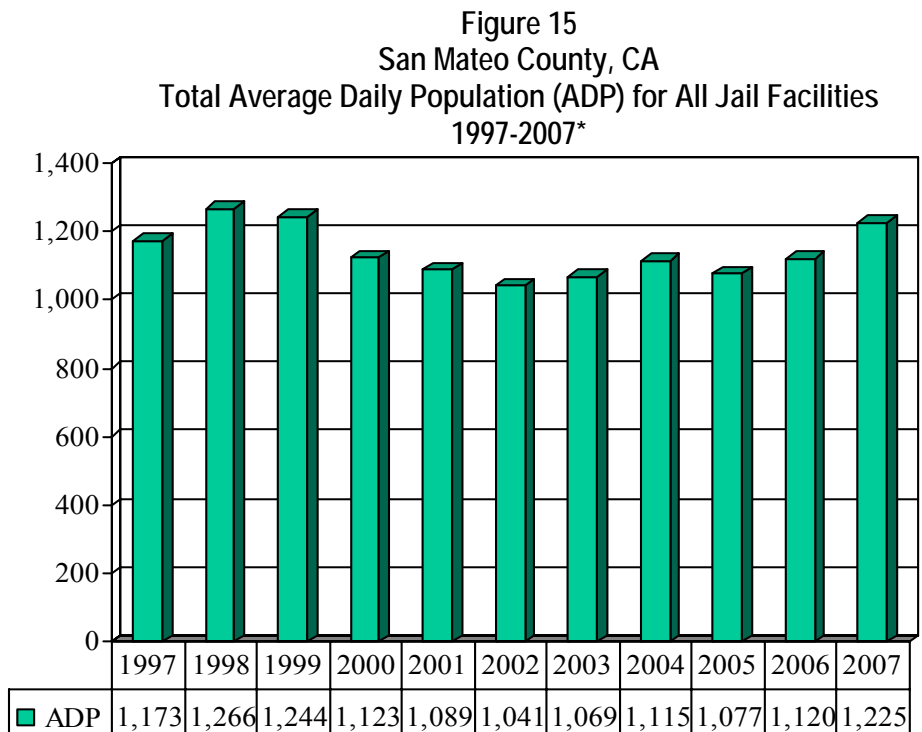


II.4. Average Daily Jail Population

II.4.1 Total Average Daily Population

While between FY97-FY02, the total average daily jail population (ADP) decreased 11.3 percent, the ADP increased 17.7 percent between FY02-FY07.

In 10 years, the ADP increased 4.4 percent on an annual basis.



Source: San Mateo County Sheriff's Office ADP 1997-2006_update.xls; dailypop07.xls

Note: ADP=Average monthly ADP for that particular 12-month year calendar year (Jan-Dec); *2007 for January – August 20.



II.4.2 Average Length of Stay for All Jail Inmates

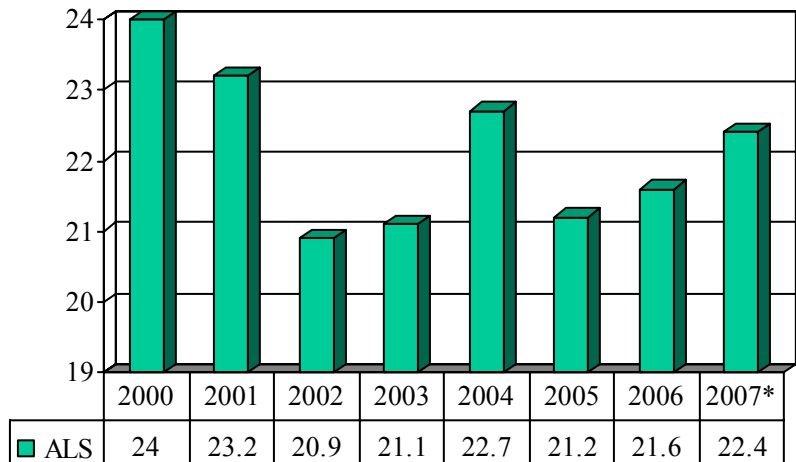
A major factor contributing to jail crowding is how long offenders stay. These two graphs document that the length of stay for all inmates is similar to the length of stay for males. Between 2000 and 2007, the average length of stay (ALOS) for all inmates decreased 6.7 percent.

Between 2004 and 2007, the ALOS for male inmates decreased 3.0 percent.

In California, the average length of stay for jails is 20.2 days.¹³ It is important to note that these data reflect all people who stay in the jail. Historically the vast majority of new bookings to jails are released within 48 hours.¹⁴

These short-time inmates place demand for bedspace in jail intake but do not require a jail bed in general population.

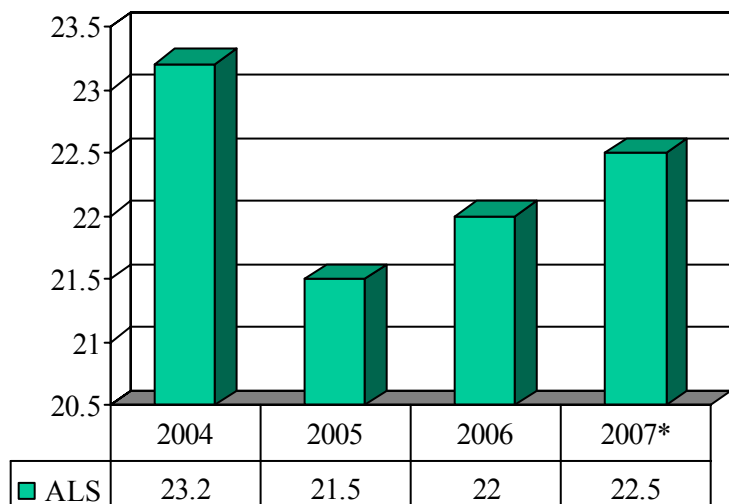
Figure 16
San Mateo County, CA
Average Length of Stay for All Inmates
2000-2007*



Source: San Mateo County Sheriff's Office jcatotxls

Note: ALS=Average monthly ALS for that particular 12-month year calendar year (Jan-Dec); 2007* based on Jan-Mar.

Figure 17
San Mateo County, CA
Male Inmate Estimated Average Length of Stay
2004-2007*



Source: San Mateo County Sheriff's Office jcamcf.xls

Note: ALS=Average monthly ALS for that particular 12-month year calendar year (Jan-Dec); 2007* based on Jan-Mar.

¹³ Cuniff, Mark A. Jail Crowding: Understanding Jail Population Dynamics. National Institute of Corrections. U.S. Department of Justice.

¹⁴ California Corrections Standards Authority. Jail Profile Summary. 4th Quarter 2005.



San Mateo County Jail has purchased a new jail population analysis system (JPAS) and has calculated the average length of stay of the average inmate confined.

Table 1 shows the ALOS for males and females by legal status.

Table 2 shows the days inmates stay in the jail by location in the jail.

As this table shows, the inmates participating in the Choices Program stay the longest in jail.

Third floor houses the most serious inmates and they have the longest trials.

Table 2
San Mateo County, CA
Average Length of Stay in Days
By Legal Status

Status	Males	Females
Pretrial Detainee	127.1	145.1
Sentenced Inmate	65.6	69.6

Source: San Mateo County Sheriff's Office.

Table 3
San Mateo County, CA
Length of Stay in Days by Location in Jail

LOCATION	DAYS
6 th Floor Choices	152
5 th Floor	118
4 th Floor	78
3 rd Floor	199
2 nd Floor	103
Old Maguire	
2North	51
2South	102
3North	55
3South	75

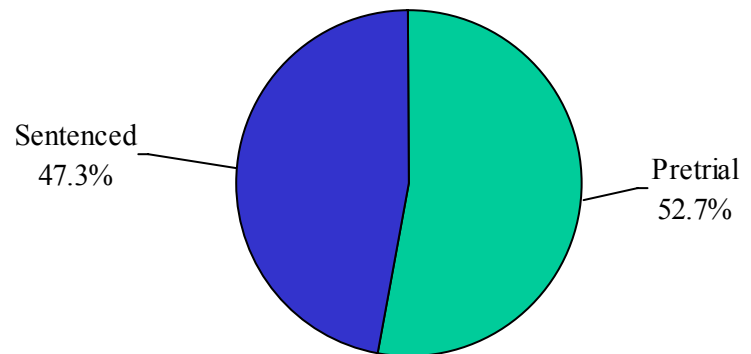
Source: San Mateo County's Sheriff's Office.



II.4.4 Average Daily Jail Population by Legal Status

More than one-half of the jail's average daily population is waiting trial.

Figure 18
San Mateo County, CA
Male Average Daily Population by Legal Status
FY2007



Source: San Mateo County Sheriff's Office (dailypop06.xls, dailypop07.xls)
Note: Sentenced includes Weekender, Minimum Security Transitional Facility Maguire Men's Facility. Pretrial includes Maguire Men's Facility.



Table 4 shows that the majority of inmates confined in San Mateo County and in California are awaiting trial.

Table 4
California and San Mateo County
Legal Status of Male Inmates

CHARACTERISTICS	PERCENT OF CALIFORNIA JAIL POPULATIONS	PERCENT OF SAN MATEO COUNTY JAIL POPULATION
Pre-trial	68.0%	52.7%
Sentenced	32.0%	47.3%
Total	100%	100%

Source: Corrections Standards Authority. *Jail Profile Survey, 2005 4th Quarter Survey Results*. San Mateo County Sheriff's Office.

San Mateo County is similar to 7 Bay area county jails in the legal status of its jail inmates. Only Santa Cruz County has more of its males serving a jail sentence.

Table 5
II.5 Comparison of Type of Male Inmate Housed in Other Jails
4th Quarter Survey 2006

Characteristics	Percent of Alameda Jail Populations	Percent of Contra Costa Jail Populations	Percent of Marin Jail Populations	Percent of San Francisco Jail Populations	Percent of San Mateo Jail Populations	Percent of Santa Clara Jail Populations	Percent of Santa Cruz Jail Populations	Percent of Solano Jail Populations	Percent of Sonoma Jail Populations	Percent of California Jail Populations
Pre-Trial	76.0%	64.0%	83.0%	77.0%	52.7%	68.0%	47.0%	76.0%	60.0%	68.0%
Sentenced	24.0%	36.0%	17.0%	23.2%	47.3%	32.0%	53.0%	24.0%	40.0%	32.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

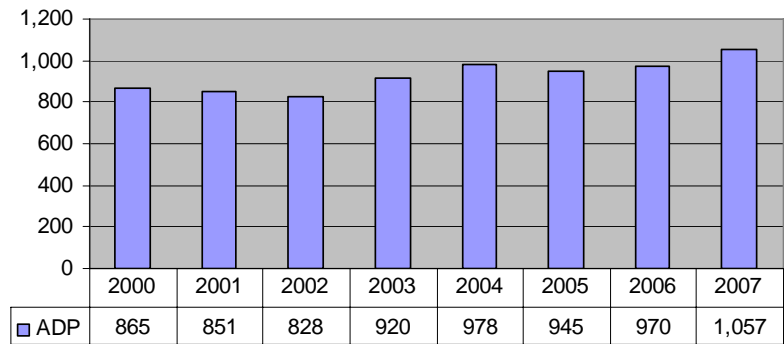
Source: Corrections Standards Authority. *Jail Profile Survey, 2006, 4th Quarter Survey Results*.



II.6. Average Daily Jail Population of All Men's Jails

Figure 19 shows that the average daily population in all of the men's jails (Maguire, Minimum Security Transition Facility and Weekender) increased 22.2 percent between 2000 and 2007.

Figure 19
Total Male ADP 2000-2007



Note: 2007 ADP based on January-Aug 20, 2007

Note: Includes MAG (excluding FemMag), MSTF (2003-2007) and Weekender (2003-2007)

¹⁵ Corrections Standards Authority. Jail Profile Survey 2006. 4th Quarter Survey Results. Note: 79.4 percent of statewide jail inmates are charged with felony crimes.

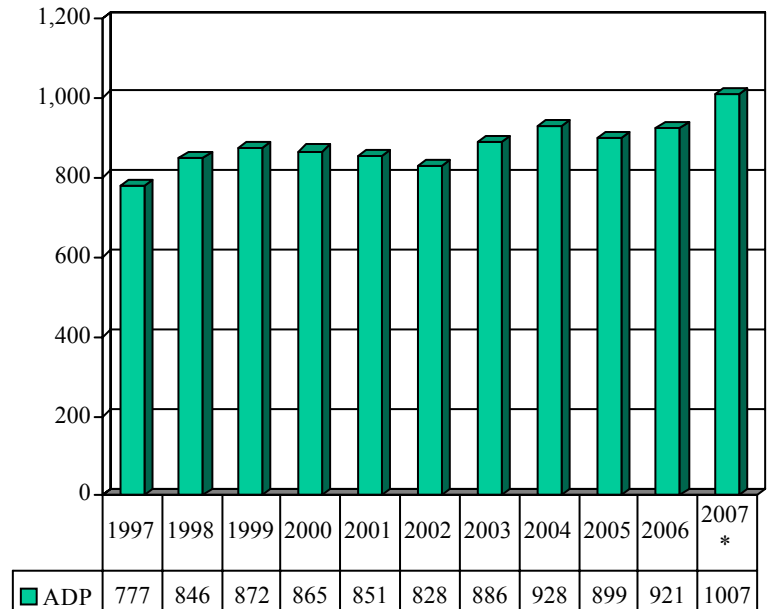


II.6.1 Maguire Correctional Facility Average Daily Population

The Maguire Correctional Facility (MCF) houses the intake, medical and mental health functions for both men and women and the general population housing for men.

Between 1997 and 2007, the male ADP at the Maguire Correctional Facility increased 29.6 percent. The greatest increase (9.3 percent) occurred between 2006 and 2007.

Figure 20
San Mateo County, CA
Male Average Daily Population at Maguire Correctional Facility
1997-2007



Source: San Mateo County Sheriff's Office (ADP 1997-2006 update.xls, dailypop06.xls, dailypop07.xls)

Note: Annual ADP=Average monthly ADP for that particular 12-month year calendar year (Jan-Dec); 2007* based on Jan-July 17.



II.6.2 Type of Available Capacity

The Maguire Correctional Facility exceeds its rated capacity by 52 percent as set by the Corrections Standards Authority and its safe operating capacity by 69 percent based on nationally accepted best practices.¹⁶ The extent of crowding is exacerbated because many of the housing units within the jail house more persons than they were designed to hold and the jail has had to convert multipurpose rooms and dayrooms into housing. Congregating persons into small spaces contributes to the spread of infection such as tuberculosis, hepatitis B, and methicillin-resistant, staph aureus, both within the facility and into the community upon release.¹⁷ Operating over a facility's safe operating capacity is not a nationally accepted practice as it leads to the spread of infection, incidents, assaults and injuries.

Table 6
San Mateo County Maguire Correctional Facility
Rated Capacity and Percent Operating Over Capacity
September 2007

Housing Unit Assignment	Type of Housing	Number of Inmates Confined San Mateo County Jail	CSA Rated Capacity	Percent Over Rated Capacity
OHU(CTC) (Overflow)	Triple bunked	29		
2 West (Sheltered Living)	Single occupancy	32		
2 MHS (Hospital)	Single	1		
North 21 (General Population)	Dorm	14	8	75%
North 22 (General Population)	Dorm	14	8	75%
North 23 (Inmate Workers)	Dorm	6	4	50%
North 24 (General Population)	Dorm	6	4	50%
North 25 (General Population)	Dorm	14	8	75%
North 26 (General Population)	Dorm	13	8	63%
South 21 (General Population)	Dorm	15	8	88%

¹⁶ Bureau of Justice Statistics. 2005. *Prisoners in 2005. U.S. Department of Justice.*

¹⁷ Freudenberg, Nicholas. Coming Home from Jail: A Review of Health and Social Problems Facing US Jail Populations and of Opportunities for Reentry Intervention. Jail Reentry Roundtable Initiative. June 2006. The Urban Institute. Washington, DC.



Housing Unit Assignment	Type of Housing	Number of Inmates Confined San Mateo County Jail	CSA Rated Capacity	Percent Over Rated Capacity
South 22 (General Population)	Dorm	15	8	88%
South 23 (General Population)	Dorm	6	4	50%
South 24 (General Population)	Dorm	6	4	50%
South 25 (Sex Offenders)	Dorm	14	8	75%
South 26 (Sex Offenders)	Dorm	15	8	88%
3 East (Administrative Segregation)	Double bunked	80	64	25%
3 West				
A (Protective Custody)	Double bunked	31	48	
B (Administrative Segregation-high risk)	Double bunked	15	32	
C (Disciplinary Segregation)	Single occupancy	4		
North 31 (General Population)	Dorm	14	8	75%
North 32 (General Population)	Dorm	14	8	75%
North 33 (General Population)	Dorm	6	4	50%
North 34 (General Population)	Dorm	6	4	50%
North 35 (General Population)	Dorm	11	8	38%
North 36 (General Population)	Dorm	13	8	63%
South 31 (Inmate Workers)	Dorm	15	8	88%
South 32 (Inmate Workers)	Dorm	13	8	63%
South 33 (Inmate Workers)	Dorm	6	4	50%
South 34 (Inmate Workers)	Dorm	6	4	50%
South 35 (Inmate Workers)	Dorm	13	8	63%
South 36 (Inmate Workers)	Dorm	14	8	75%
4 East (General Population)	Double bunked	94	64	47%



Housing Unit Assignment	Type of Housing	Number of Inmates Confined San Mateo County Jail	CSA Rated Capacity	Percent Over Rated Capacity
4 West (Intake)	Double bunked	91	64	42%
5 East (General Population)	Double bunked	105	64	64%
5 West (General Population)	Double bunked	105	64	64%
6 East (CHOICES)	Double bunked	96	64	50%
6 West (CHOICES)	Double bunked	95	64	48%
Total		1,047	688	52%
Total Safe Operating Capacity*			619	69%

Source: San Mateo County Sheriff's Office, September 10, 2007.

Safe operating capacity is calculated based on 90 percent of rated. Jail administrators must have available capacity to accommodate special needs of inmates (mentally ill, unstable), available staff levels, constraints of the physical plant, existing programs and services and days that existing cells need to be repaired.¹⁸

¹⁸ Bureau of Justice Statistics Bulletin. Prisoners in 2005. U.S. Department of Justice.



II.6.3 Classification

The facility uses an objective classification system to assign inmates to housing units. The intake officer assigns the inmate based on sex, age, criminal sophistication, seriousness of the crime charged, physical or mental health needs, assaultive or non-assaultive behavior. Unsented inmates are separated from sentenced inmates wherever possible. A point system is used to assign inmates their custody level.

Inmates are broken down into three overall classifications-Minimum, Medium or Maximum. Table 7 shows the male classification averages in the San Mateo County Jail and compares them to the jails in California. The classification breakdowns in San Mateo County are very comparable to the state's jails.

Table 7
Classifications of Male Inmates
2007

Jail	Minimum	Medium	Maximum
San Mateo County Jail	21.0%	50.0%	28.9%
California Jails	21.6%	48.7%	29.8%

Source: San Mateo County Jail. Corrections Standards Authority. Jail Profile Survey. 4th Quarter Update.

The facility reviews the classification of inmates in general population every 30 days and every 10 days for those in segregation. On a daily basis, the jail reviews inmates to determine who would be eligible for the lower custody facility (Minimum Security Transition Facility), for the Sheriff's Work Program and for Electronic Monitoring. By statute and by administrative policy, the jail is permitted to provide recommendations to the Courts and to the Probation Department for paroles and for modifications of sentences.

The facility has a Minimum Security Transition Facility that is used for lower-risk inmates and for inmates near their release date. This frees up space in the Maguire Corrections Facility but it is not sufficient to provide on-going relief of the crowding that exists in the jail.

Different groups of inmate populations impact on the jail's available capacity—pretrial defendants waiting for a PSI to be completed, sentenced inmates waiting to be transported to the State Department of Corrections and Rehabilitation and probation violators waiting for their probation hearings.



Table 8 illustrates the number of persons on state holds and on probation holds housed in the jail. These two types of holds took up 84 beds during January-July 2007.

Table 8
Most Frequent Type of Hold
Within the San Mateo County Jail

Type of Hold	Number for January-July 2007	Beds Occupied
Corrections Department	299	1,345 bed days (4.5 days waiting in jail until transport)
Probation Holds	187	16,830 bed days (90 days for completion of probation violation hearings)
Total	486	18,175 bed days (50 beds)

Source: San Mateo County Sheriff's Office. Bookingbreakdowns2007. xls. Note: 18,175/217 days. Memo from San Mateo County Probation Department, September 14, 2007.

There was no available data on how long pretrial defendants stay in jail waiting for a PSI to be completed.

In a recent study conducted by DMJM/Huskey & Associates in Maricopa County, AZ, in 2006, we calculated that an estimated 59,825 jail days were saved by the Adult Probation Department expediting the completion of presentence reports from 28 days to 21 days.

Table 9
Estimated Jail Days Saved by Expediting Completion of Presentence Reports
Maricopa County, AZ

Number of Presentence Reports Ordered in FY06	28 days' completion	21 days' completion	Jail Days Saved	Estimated Beds Freed Up by Expediting PS Reports
17,093 reports	478,604 jail days used	358,953 jail days used	59,825 jail days saved	163 beds*

Source: DMJM/Huskey & Associates. Managing for Results, Maricopa County Adult Probation Offender Screening Tool (OST). It is assumed that 50 percent of these cases are in custody.

By reducing the days to complete a PSI, our calculations estimated a reduction in the average length of stay for in-custody defendants and a savings of 163 beds.



II.7. Inmate Programs and Services

Title 15 of the State of California Minimum Standards for Local Detention Centers requires localities to provide the following programs to persons detained in their facility regardless of legal status:

Education program: Voluntary academic and/or vocational education of both sentenced and non-sentenced inmates. The Individuals with Disabilities Education Act (IDEA) is a United States federal law that requires public agencies to provide special education and related services to persons up to the age of 21 years of age. The San Mateo County Jail offers GED, Project Read, Communication Skills, and Domestic Violence through the Sequoia Public School District. It is limited by lack of space to involve everyone in need of these services.

Visiting: Inmates are mandated to receive two visits or one hour of visiting per week. Due to crowding and lack of space, not all inmates (especially women) receive visits.

Exercise and Recreation: Three hours of exercise are required by Title 15 over a 7 day period. On occasion, exercise is cancelled due to crowding and lack of space.

Individual/Family Service Program: The table on the following page displays the types of programs offered at the jail through a contract with the Service League who in turn makes arrangements with local providers for the provision of services. The following community providers are involved in providing services at the jail:

- Delancey Street
- Peninsula Conflict Resolution Center
- Sequoia Public School District
- 300 volunteers from area faith-based agencies

As of May 23, 2007, one quarter (24.5 percent) of the male population and 25.2 percent of the female population were participating in programs. This is commendable especially since there is no dedicated space for these programs. The programs are held in the dayroom or in the recreational room and are often cancelled because of safety and security concerns. It is accepted practice for jails to have sufficient classrooms and multi-purpose spaces for programs, work areas for volunteers and offices for private providers who come into the facility to provide services.



Table 10
SAN MATEO COUNTY JAIL PROGRAMS
MAY 2007

Programs at MCF Classes offered to all inmates
AA ~ Bridging the Gap
AA ~ Spanish
*AIDS Education & Prevention
*Alcoholics Anonymous
*Communication Skills
*Domestic Violence
First Chance
*GED (Study & Testing)
*Job Search Skills & Resume Prep
* Religious Services
Narcotics Anonymous
*Project READ
Step into Recovery

Programs at WCC Classes offered to all inmates
AA ~ Bridging the Gap
*AIDS Education & Prevention
*Alcoholics Anonymous
Anger Management
*Domestic Violence/ Parenting Class
First Chance
*Job Search Skills & Resume Prep
Narcotics Anonymous
Project READ
* Religious Services
* Highlighted classes are also offered to inmates housed in the Choices Program.

Programs at MSTF Classes offered to all inmates
AA ~ Bridging the Gap
Alcoholics Anonymous
Anger Management
Narcotics Anonymous

Source: San Mateo County Sheriff's Office. Service League.



II.7.2 CHOICES Program

The CHOICES program is a cognitive behavioral program tailored to inmates with substance abuse disorders to address their addiction and their criminal thinking errors. It is a partnership between the Sheriff's Office, Delancey Street and Correctional Health Services. The partners should be commended for offering this valuable program.

This program serves 192 men and 24 women on any given day, which represents 17.6 percent of the total inmates confined.

With the exception of inmates charged with homicide and child molestation, every inmate is eligible to participate. They apply to be considered. Men waiting to go to the state Department of Corrections and Rehabilitation are eligible which has the effect of taking up space for an inmate who will be released to San Mateo County. Currently, there are no resources dedicated to assessing whether the inmate needs this particular program using the industry standard such as the American Society for Addiction Medicine guidelines (ASAM). ASAM determines which of the levels of substance abuse treatment a person needs based on an objective, valid assessment instrument.

The program is designed for six weeks but the average length of stay is approximately 170 days. Interviews with inmates indicated that some inmates have requested that their case be continued to allow them to complete the program. While the CHOICES program is a valuable program, it is contributing to the longer length of stays of inmates housed in the jail.

CHOICES are delivered by Delancey Street counselors who have been in drug/alcohol treatment themselves. The program provides cognitive behavioral skills development programming in the following areas:

- Parenting
- Alcohol/drug treatment
- Domestic violence
- Communications
- Community reentry preparation
- Public health
- Therapy groups
- Recognizing triggers

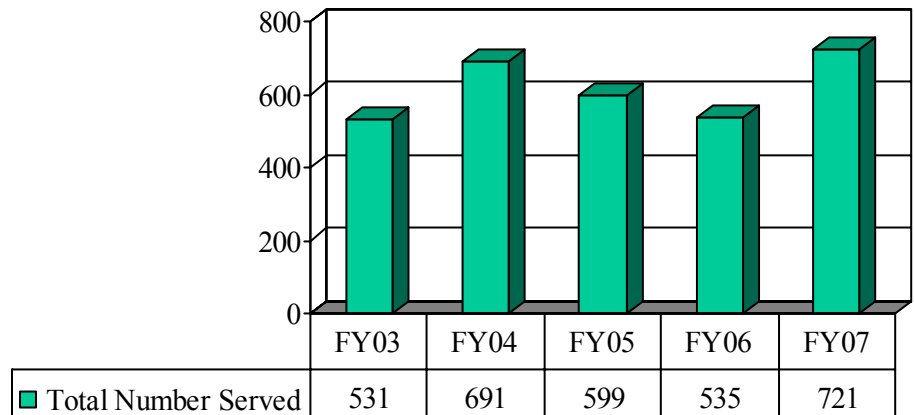
The inmate participates in GED preparation and literacy assistance from the School District and job skills development from the Opportunities Industrial Center West.



Between FY03 and FY07, the total number of individuals served in CHOICES increased 35.8 percent.

The greatest increase occurred between FY06 and FY07.

Figure 21
San Mateo County, CA
CHOICES Recovery Services
Total Number Served
FY03-FY07



Source: San Mateo Correctional Health Services; CHOICES Recovery Services
Note: includes males and females



An evaluation was conducted on the men participating in CHOICES in 2002. CHOICES participants were tracked 2 years following discharge and these participants were compared with men released from general population who had not participated in the program.

Table 11
Recidivism Outcomes of CHOICES Compared to General Population Inmates
2002

	General Population	Choices
Mean # of repeat Felony incarcerations	.42	.24
Mean # of repeat Misdemeanor incarcerations	.57	.22
Mean # of repeat Probation Violation incarcerations	.34	.53
Mean # of months until Felony incarceration	9.52	13.00
Mean # of months until Misdemeanor incarceration	7.22	12.20
Mean # of months until Probation Violation incarceration	9.55	8.80

Source: Mangiameli, Lyn. J, Hayward, Richard, Sanchez, Trisha.

This table shows that the felony re-arrest rate for CHOICES two years following discharge is almost 50 percent) less than the general population inmates who did not participate in CHOICES. The mean number of months between discharge and committing a felony was four months longer for CHOICES inmates compared to general population inmates. There were higher probation violations for the CHOICES participants which may be due to the conditions placed on them or due to the fact that there is no formal aftercare or a transition center following discharge from CHOICES. Men interviewed stressed the importance of continuing support after release and some requested consideration for a structured living arrangement.

II.7.3 Reentry

San Mateo County has become proactive in providing reentry planning to jail inmates. A new Reentry Program has been implemented with funding from the Peninsula Community Foundation for 25 inmates who are eligible for release to San Mateo County. The Reentry Program is a partnership between the Sheriff's Office and Service League.

Reentry planning begins 60 days prior to release to help the inmate prepare for release. Reentry staff assist inmates with housing, facilitate their enrollment in vocational training upon release, make arrangements for linkages with mental health and substance abuse providers after release, and they match an inmate with a community mentor.

One of the obstacles in implementing a successful reentry program is lack of reentry beds. Service League has 31 reentry beds and this is not adequate for the number of inmates released from the jail who are homeless and who need a structured living environment. The Profile Analysis documented that 5.5 percent of the males confined will be homeless upon release. It is anticipated that San Mateo County will make an application to the state Department of Corrections and Rehabilitation for a Community Reentry Center to be sited in San Mateo County. It is feasible that



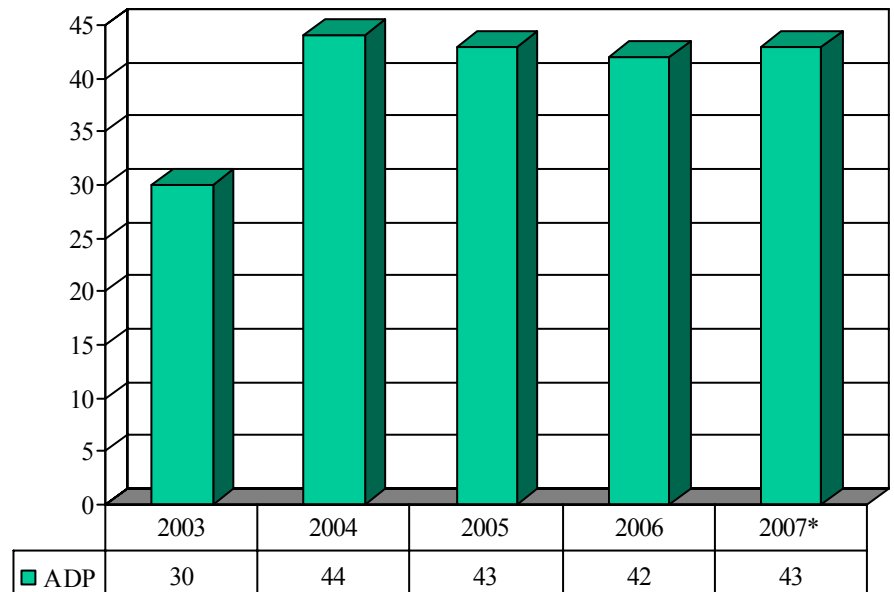
this facility could serve the reentry needs of persons released from the jail as well as released from the state prisons.

II. 7.4. Minimum Security Transitional Facility

The Minimum Security Transitional Facility (MSTF) was opened in July 2003 for male offenders with a Board of Corrections rated capacity of 46 beds. This facility serves minimum security males whose classification determines they pose no risk to public safety and who are medically cleared to participate. MSTF is an interim facility that is not an efficient facility long-term.

The average daily population increased from 30 in 2003 to 43 in 2007, a 43.3 percent increase.

Figure 22
San Mateo County, CA
Minimum Security Transitional Facility
Average Daily Population
2003-2007



Source: San Mateo County Sheriff's Office (ADP 1997-2006 update.xls, dailypop06.xls, dailypop07.xls)

Note: Annual ADP=Average monthly ADP for that particular 12-month year calendar year (Jan-Dec); 2007* based on Jan-Aug 20.



II.8. San Mateo County Sheriff's Alternative Sentence Bureau

The sheriff operates four programs to help relieve crowding and to provide low-risk offenders an opportunity to seek or maintain employment and pay their financial obligations.

II.8.1 Sheriff's Work Program

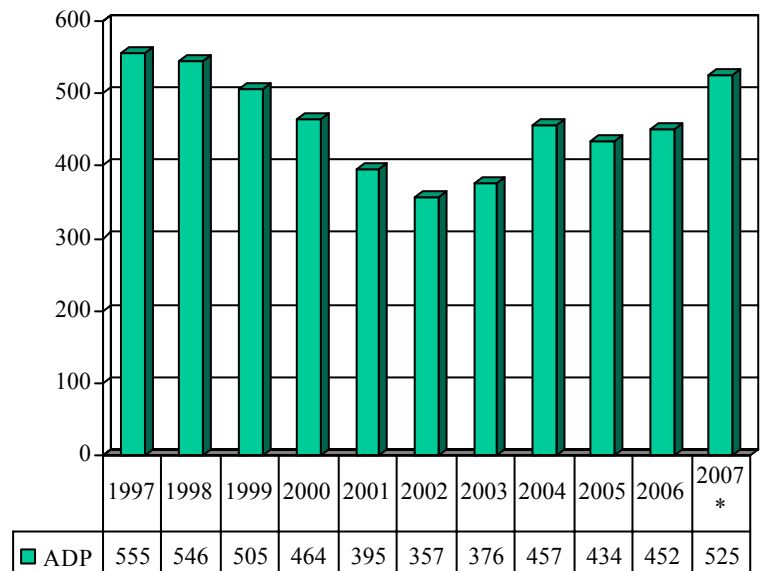
During 2007, an average of 525 male inmates reported to the Sheriff's Work Program each day in lieu of being detained.

These inmates report to the Jail to perform community work at municipal and private non-profit agencies. At the end of the day, the inmate returns home to sleep, thus freeing up jail beds. If this program was not in existence, these inmates would be housed in the San Mateo County Jail. The Sheriff and staff are commended for operating this program.

The number of inmates participating in the Sheriff's Work Program declined 35.7 percent between 1997 and 2002.

However, between 2002 and 2007, the ADP increased 47.1 percent. This is largely due to the crowding that exists at the jail.

Figure 23
San Mateo County, CA
Sheriff's Work Program Average Daily Population
1997-2007



Source: San Mateo County Sheriff's Office (ADP 1997-2006 update.xls, dailypop06.xls, dailypop07.xls)

Note: Annual ADP=Average monthly ADP for that particular 12-month year calendar year (Jan-Dec); 2007* based on Jan-Aug 20.

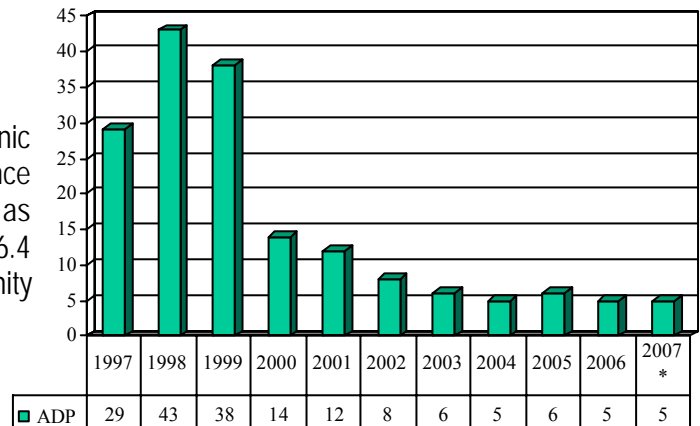


II.8.2 Electronic Monitoring Program

Of all of the alternatives to jail that currently exist in San Mateo County, electronic monitoring (EMP) is used the least.

The ADP for the number of inmates on Electronic Monitoring peaked at 43 in 1998 but has since declined. Nationally, electronic monitoring ranks as the third most widely used jail alternative with 16.4 percent of all inmates supervised in the community on electronic monitoring.¹⁹

Figure 24
San Mateo County, CA
Electronic Monitoring Program Average Daily Population
1997-2007



Source: San Mateo County Sheriff's Office (ADP 1997-2006 update.xls, dailypop06.xls, dailypop07.xls)

Note: Annual ADP=Average monthly ADP for that particular 12-month year calendar

¹⁹ Sabol, William J. Minton, Todd D, Harrison, Paige M. Prison and Jail Inmate at Midyear 2006. Bureau of Justice Statistics Bulletin. U.S. Department of Justice. June 2007.

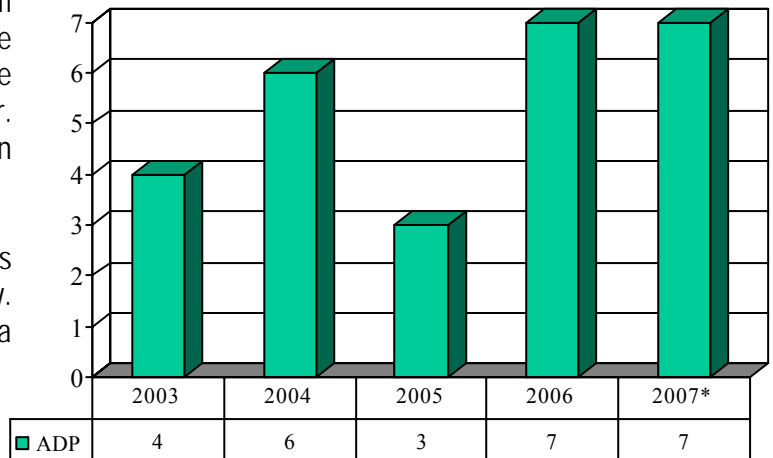


II.8.3 Weekender Facility

The Weekender Facility has been an option for the courts for many years. The current capacity is 16 beds and it is operated from two locations-Male inmates are housed in the weekender dorm while female inmates are housed in the Women's Correctional Center. Its average daily population went from 4 in 2003 to 7 in 2007.

In addition, a Work Furlough Program exists but there is no separate stand-alone facility. Approximately 25 inmates participate on a daily basis.

Figure 25
San Mateo County, CA
Weekender Facility Average Daily Population
2003-2007



Source: San Mateo County Sheriff's Office (ADP 1997-2006 update.xls, dailypop06.xls, dailypop07.xls)

Note: Annual ADP=Average monthly ADP for that particular 12-month year calendar year



II.9 Pretrial Release

There are four pretrial release decisions available at the in-custody arraignment court: Release on Own Recognizance; Release on Bond; Release on Conditions; Remain in Jail. Table 12 shows the type of release from jail for pre-trial defendants in San Mateo County and in 17 other jurisdictions (8 counties in California and 9 counties in other states of similar size). The top five counties who confine the highest percentage of defendants in their jail until case disposition are San Mateo, Contra Costa, Los Angeles, San Diego and Riverside.

Table 12

Felony Defendants Released before or Detained until Case Disposition													
County	Released before Case Disposition										Detained until Case Disposition		
	Total	Financial Release					Non-financial Release				Total	Held on Bail	Denied Bail
		Total Financial	Surety Bond	Deposit Bond	Full cash Bond	Property Bond	Total non-Financial	Recognizance	Conditional	Unsecured Bond			
Alameda	48%	22%	20%	0%	1%	0%	27%	23%	4%	0%	52%	20%	31%
Baltimore, MD	81%	53%	47%	0%	1%	5%	28%	25%	1%	2%	19%	13%	6%
Contra Costa	38%	16%	15%	0%	**	0%	22%	21%	1%	0%	62%	62%	**
El Paso, TX	75%	67%	66%	0%	1%	0%	9%	**	8%	1%	25%	19%	5%
Essex, NJ	76%	72%	22%	33%	17%	0%	5%	4%	1%	0%	24%	24%	0%
Jefferson, AL	87%	36%	33%	0%	2%	1%	51%	2%	47%	1%	13%	...	...
Los Angeles	41%	18%	18%	0%	0%	0%	23%	23%	**	0%	59%	58%	1%
Montgomery, MD	73%	37%	8%	4%	4%	22%	36%	14%	14%	8%	27%	22%	5%
Montgomery, PA	71%	22%	12%	6%	5%	0%	49%	49%	0%	0%	29%	29%	0%
Orange	48%	16%	16%	0%	**	0%	32%	29%	2%	0%	52%	52%	**
Pima, AZ	61%	7%	5%	0%	2%	0%	54%	30%	24%	0%	39%	39%	0%
Riverside	45%	31%	29%	0%	1%	0%	14%	8%	7%	0%	55%	54%	2%
Salt Lake, UT	61%	26%	26%	0%	0%	0%	36%	**	35%	0%	39%	22%	16%
San Bernardino	53%	27%	26%	0%	1%	0%	26%	20%	4%	3%	47%	45%	1%



Felony Defendants Released before or Detained until Case Disposition													
	Released before Case Disposition										Detained until Case Disposition		
		Financial Release					Non-financial Release						
County		Total	Total Financial	Surety Bond	Deposit Bond	Full cash Bond	Property Bond	Total non-Financial	Recognizance	Conditional	Unsecured Bond	Total	Held on Bail	Denied Bail
San Diego	42%	...	...	...	...	...	...	...	...	...	58%	...	...
San Mateo	36%	21%	20%	0%	1%	0%	15%	3%	12%	0%	64%	47%	17%
Santa Clara	58%	33%	31%	0%	**	1%	25%	7%	18%	0%	42%	29%	13%
Travis, TX	51%	24%	21%	0%	3%	0%	27%	7%	19%	1%	49%	46%	3%

Source: Bureau of Justice Statistics: State Court Processing Statistics Program. Felony Defendants in Large Urban Counties, 2002; Appendix Table E

Note: In the following jurisdictions, a percentage of defendants were released as part of an emergency measure to relieve jail overcrowding: San Mateo, 1 percent; Travis, 1 percent.

Note: Detail may not add to 100 percent because of rounding.

**Less than 0.5

percent

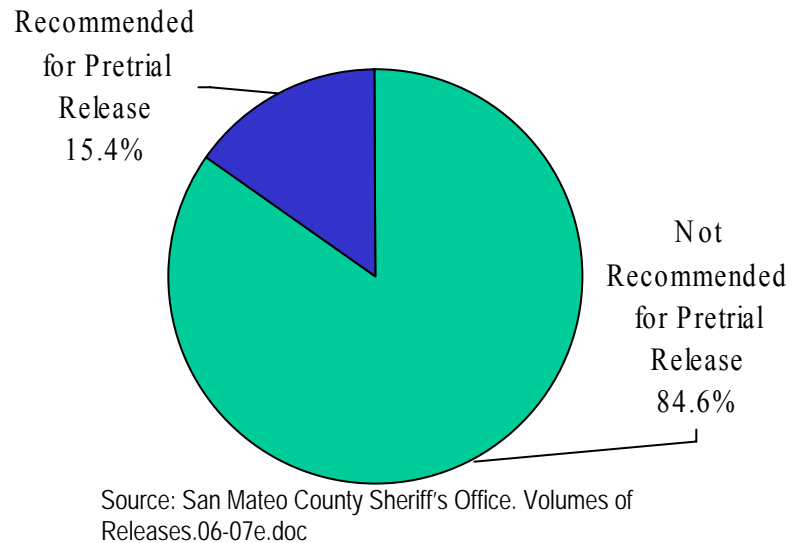
...Data on specific type of release was not reported.

This table also illustrates the counties that use non-financial release (release on own recognizance) the least (in rank order) Essex, NJ, El Paso, TX, Riverside, CA, San Mateo County, CA, Contra Costa County, CA and Los Angeles County, CA. San Mateo County ranks second lowest among 15 counties that use release on recognizance but 7th highest in the use of conditional release (pretrial supervision).



Recent data obtained from the San Mateo County Sheriff's Office shows similar trends in low utilization of OR. Of the total 1,080 R.O.R. reports submitted by the Probation Department to the court, 84.6 percent of the male detainees were not recommended for release. The number of male detainees not recommended for release increased from FY06 to FY07, from 83.3 percent to 84.6 percent.

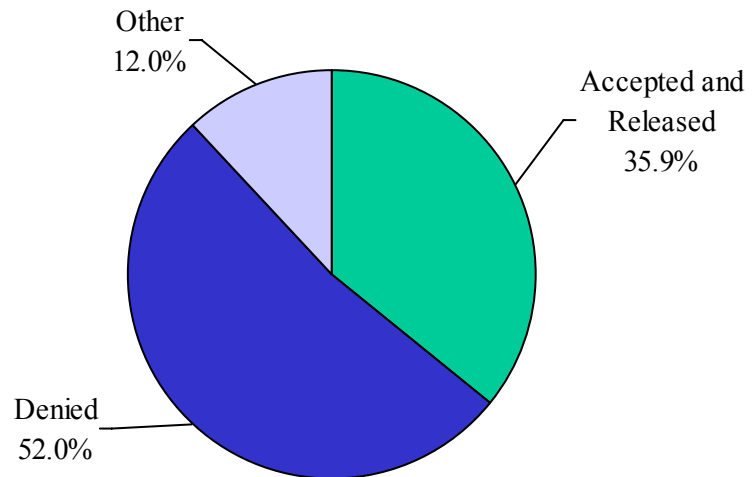
Figure 26
San Mateo County, CA
Recommended for Pretrial Release To
In-Custody Arraignment Calendar





Of the 15 percent of the cases that were recommended by the Probation Department for release, more than one-half were denied by the court.

Figure 27
San Mateo County, CA
Percent of Positive Recommendations for Pretrial Release
for Male Defendants
Accepted vs. Denied
FY2006-07
N=1,080



Source: San Mateo County Sheriff's Office (Volume of Release 06-07e.doc)

Note: Accepted and Released = Released on Regular or Supervised O.R.; Denied = violent offenses + no reason stated; Other = sentenced, dismissed, released on other grounds e.g. DEJ / Prop 36



The California Association of Pretrial Services "Release Standards and Recommended Procedures" provides recommendations for pretrial release. These standards indicate:²⁰

Standard 1.2: Presumption in Favor of Release: This standard promotes the use of release on a promise to appear (Own Recognizance). However, when OR is not appropriate, the least restrictive conditions of release should be imposed that provide reasonable assurance that the defendant will appear for court proceedings and will protect the safety of the community, victims and witnesses pending trial.

Defendants charged with misdemeanor crimes are recommended for OR release according to Section 1270 of the California Penal Code- "defendants charged with a misdemeanor shall be entitled to an own recognizance release unless the court makes a finding on the record in accordance with Section 1275 that an OR release will compromise public safety or will not reasonably assure the appearance of the defendant as required." In San Mateo County 58.2 percent of jail admissions are for misdemeanor crimes. Many of these are released through the Jail Citation Program.

Standard 1.4: Conditions of Release: This standard recommends that each pretrial services program adopt procedures designed to promote the release of defendants on personal recognizance. Additional conditions can be imposed when facts demonstrate that these additional conditions are necessary to provide reasonable assurance that the defendant will appear in court and/or conditions are needed to protect the safety of the community, victims and witnesses pending trial. The standard recommends that release decisions be based on an established validated risk assessment instrument and that the least restrictive conditions are imposed necessary to ensure the defendant's appearance in court without jeopardizing public safety.

The following analysis discusses the use of OR and pretrial supervision in San Mateo County.

²⁰ California Association of Pretrial Services. Release Standards and Recommended Procedures. February 2007. The Board of Directors of the California Association of Pretrial Services.



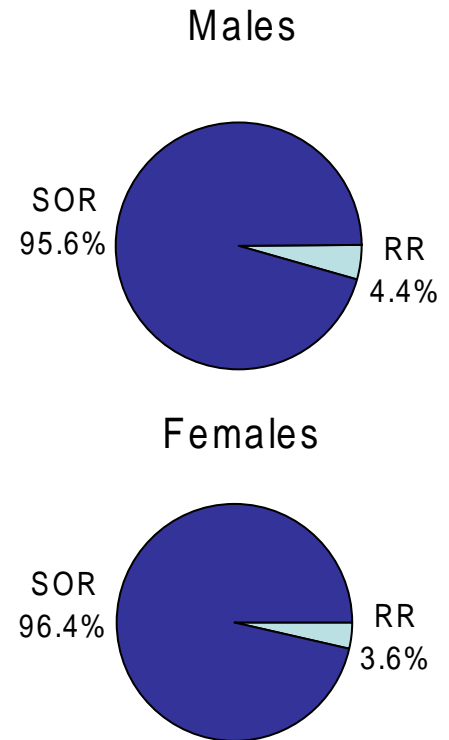
II.9.1 Male Defendants Granted OR vs. Supervised Release

In FY06, only four percent of the pretrial detainees in the San Mateo County Jail were released on their own recognizance. This finding is comparable with the findings from the State Court Processing Statistics Program Report in 2002 where three percent were granted own recognizance in San Mateo County.

With so many male misdemeanor offenders admitted to the San Mateo County Jail (58.2 percent during FY07), it would suggest that pretrial release through the use of OR could be greater. These minor cases congest jail intake and add to the workload of the initial appearance court.

The San Mateo County Probation Department, in conjunction with the Court, District Attorney and Dr. Edward Latessa from the University of Ohio, is developing a validated risk assessment for pretrial release. This project should provide the court with valuable information upon which to make future pretrial release decisions.

Figure 28
San Mateo County, CA
Percent of Pretrial Release by OR vs.
Supervised Release by Gender
FY 06



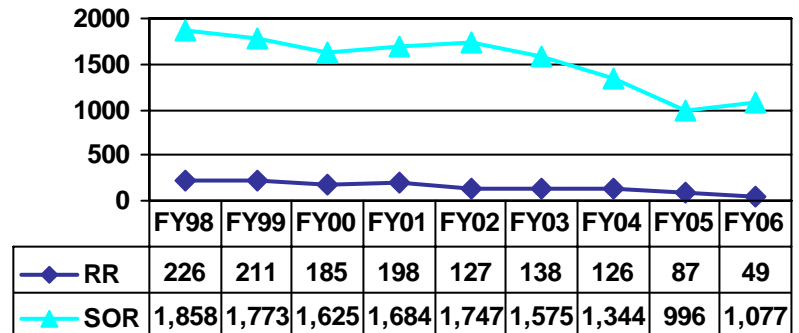
Source: San Mateo County Probation Department.



The number of males placed on RR (own recognizance) declined by an average annual percentage of 15.3 percent and the number of males placed on pre-trial supervision declined an average annual rate of 6.0 percent.

This represents missed opportunities to manage the pretrial population, especially since 52.7 percent of male jail detainees are waiting trial.

Figure 29
San Mateo County, CA
Male Defendants on Regular Release and on Supervised Release by the Probation Department



Source: San Mateo County Probation Department



National pretrial services programs measure their outcomes by examining the defendant's rate of appearance in court and their re-arrest rate.²¹ Table xx displays the outcomes on these two measures using national data from the State Court Processing Statistics Program Report. The average failure to appear rate among these large urban counties is 25.3 percent and the average re-arrest rate is 20.3 percent. San Mateo County's pretrial FTA rate is comparable with the average among all 18 counties, and it reports a lower re-arrest rate than the average.

Table 13

Failure-to-Appear and Re-arrest Rates for Felony Defendants Released Prior to Case Disposition						
County	Failure to Appear in Court			Were Rearrested		
	Total	Returned to Court	Remained a Fugitive	Total	Felony	Misdemeanor
Alameda	40%	26%	14%	8%	4%	4%
Contra Costa	15%	15%	0%	38%	28%	10%
Los Angeles	31%	26%	6%	17%	10%	7%
Orange	33%	24%	9%	41%	31%	10%
Riverside	28%	22%	5%	32%	26%	6%
San Bernardino	30%	22%	8%	33%	29%	4%
San Diego	19%	17%	2%	25%	19%	6%
San Mateo	25%	20%	5%	13%	8%	5%
Santa Clara	33%	21%	12%	21%	11%	10%
Jefferson, AL	31%	25%	6%	24%	18%	6%
Baltimore, MD	14%	11%	2%	14%	7%	7%
Essex, NJ	47%	21%	26%	33%	27%	6%
Montgomery, PA	18%	13%	5%	14%	7%	7%
El Paso, TX	3%	2%	1%	18%	8%	10%
Pima, AZ	9%	7%	2%	6%	6%	0%
Montgomery, MD	15%	11%	4%	8%	4%	4%
Travis, TX	22%	16%	6%	12%	6%	6%
Salt Lake, UT	43%	38%	5%	9%	5%	4%

Total Average 25.3%

20.3%

Source: Bureau of Justice Statistics: State Court Processing Statistics. Felony Defendants in Large Urban Counties, 2002; Appendix Table F

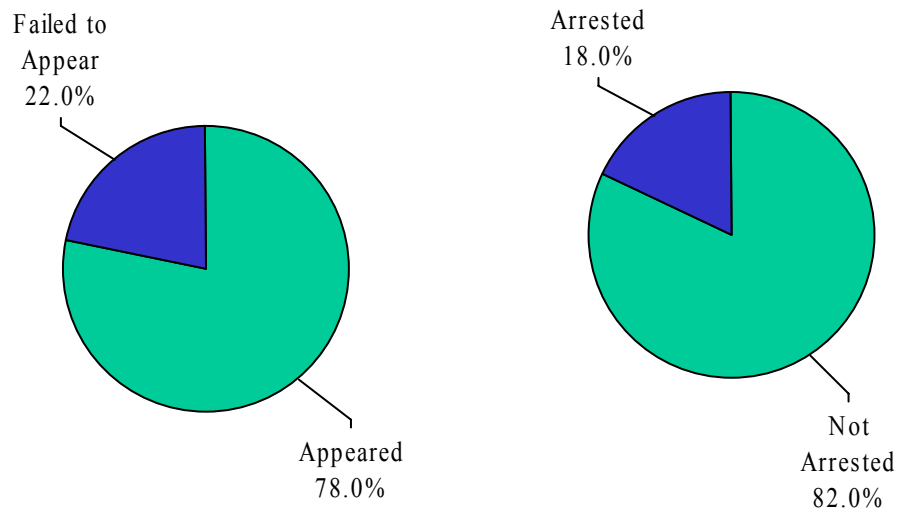
Note: All defendants who failed to appear in court and were not returned to the court during the 1-year study period are counted as fugitives. Some of these defendants may have been returned to the court at a later date. Re-arrest data were collected for 1 year. Re-arrests occurring after the end of this 1-year study period are not included in the table. Information on re-arrests occurring in jurisdictions other than the one granting the pretrial release was not always available. Detail may not add to total because of rounding.

²¹ Clark, John, and Henry, D. Alan. Pretrial Services Programming at the Start of the 21st Century: A Survey of Pretrial Services Programs. Pretrial Services Resource Center under a grant from the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. July 2003.



The outcome data for pretrial defendants released from jail in the 75 Largest U.S. Counties confirm that the majority of pretrial defendants released from jail appear in court and are not rearrested while on pretrial release.

Figure 30
Failure to Appear Rate and
Arrest Rate for Pretrial Release Defendants in
75 Largest U.S. Counties



Source: Bureau of Justice Statistics: State Court Processing Statistics. *Felony Defendants in Large Urban Counties, 2002.*



Recent data obtained from the San Mateo County Probation Department indicates that in FY07, 97.0 percent of the defendants on pretrial supervision appeared in court indicating that pretrial supervision in San Mateo County is a valuable option for the "right candidate".

The following table displays the ratio of defendants granted pretrial release from the completed pretrial investigations ranging from 13.0 percent to 17.6 percent during FY03-FY06.

The table also shows the percentage of defendants completing pretrial release based on the number of defendants granted pretrial release. If the number of discharges from pretrial release were available, the results might vary from what is shown in these tables. Nationally accepted calculations determine successful completion based on discharges but this information was unavailable to the project team.

Table 14
San Mateo County, CA Pretrial Release Unit
Adult Probation Department

FY 2003-2004

Performance Measure	Actual
Number of completed Pretrial investigations	9,964
Number of defendants granted pretrial release	1,749
	17.6%
Percentage of Defendants completing Pretrial Release	81%

FY 2004-2005

Performance Measure	Actual
Number of completed Pretrial investigations	10,905
Number of defendants granted pretrial release	1,288
	11.8%
Percentage of Defendants completing Pretrial Release	78%

FY 2005-2006

Performance Measure	Actual
Number of completed Pretrial investigations	10,857
Number of defendants granted pretrial release	1,412
	13.0%
Percentage of Defendants completing Pretrial Release	79%

Source: San Mateo County Probation Department

Source of "Actual" data is the Pretrial Information System ORCS except for the "Number of completed Pretrial investigations" which was taken from original OBM data.

Notes: Data from original source is unknown. Data submitted on original OBM presumed that there were some clients carried over from FY to the following FY. Data on percentage of

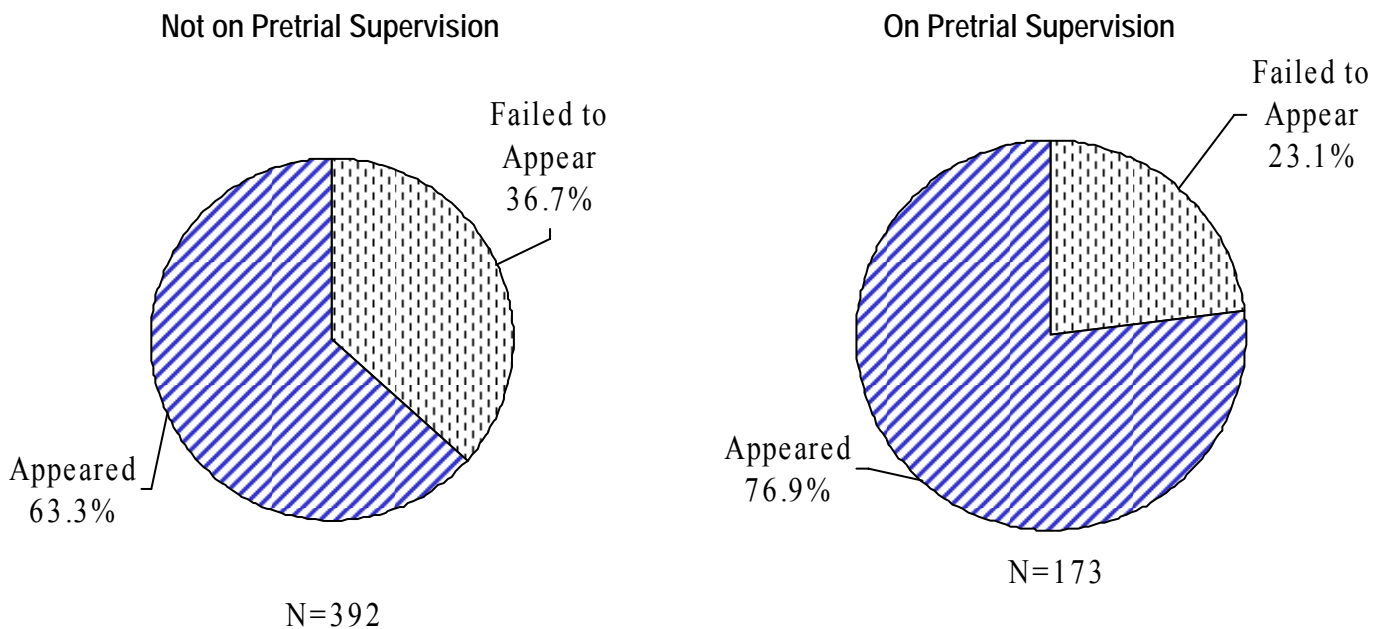


defendants completing pretrial release was calculated by the Adult Probation Department on the number of defendants who successfully completed from those granted pretrial release.

The Manhattan Bail Project found that defendants who were engaged in constructive activities during the sentencing process were more likely to appear in court when scheduled, were less likely to re-offend during the period of supervision, and were more likely to receive a probation sentence if they successfully completed supervised release.²²

These two graphs of the study results from Maricopa County, AZ, demonstrate the value of pretrial supervision for appropriate candidates. This study tracked the outcomes of persons placed on pretrial supervision and compared their outcomes with those defendants released either on bond or on their own recognizance. It shows that in Maricopa County, defendants placed on pretrial supervision had nearly a fourteen percent higher appearance rate than those not on supervision.

Figure 31
Maricopa County, AZ
Appeared in Court vs. Failed to Appear for
Defendants Not on Supervision vs.
On Supervision
N=565



Source: Huskey & Associates/DMJM (2007)

²² Vera Institute of Justice. *Bail Bond Supervision in Three Counties: Report on Intensive Pretrial Supervision in Nassau, Bronx and Essex Counties*. 1995.

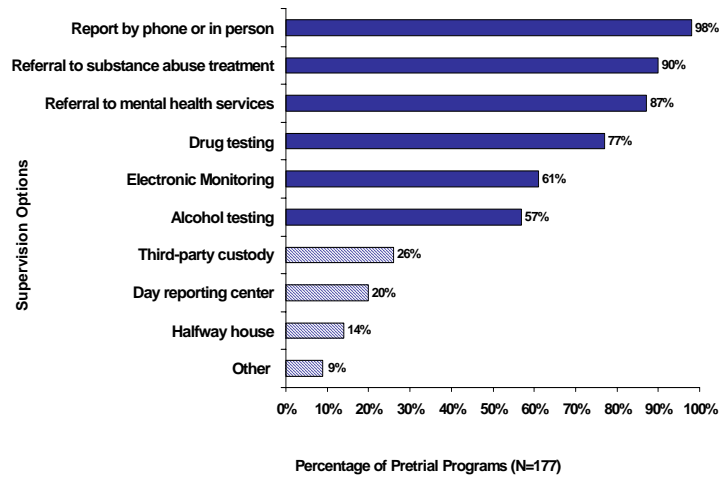


This graph illustrates the various types of pretrial supervision options that San Mateo County could consider to enhance its current operation.

Currently, the following options used throughout the county are not used for persons on pretrial supervision:

- Electronic Monitoring
- Day Reporting
- Halfway House

Figure 32
National Pretrial Program Supervision Options
2003



Source: Pretrial Services Programming at the Start of the 21st Century . A Survey of Pretrial Services Programs. U.S. Department of Justice. Office of Justice Programs. Bureau of Justice Assistance.

DMJM/Huskey & Associates



II.10 Court Dispositions

The following table shows the most severe type of sentence received by defendants convicted of a felony among the 18 counties, including San Mateo County²³. Among the 18 counties participating in the survey, San Mateo County ranks third in the use of jail.

Table 15
Most Severe Type of Sentence Received by Defendants Convicted of a Felony

County	Incarceration			Non-incarceration		
	Total	Prison	Jail	Total	Probation	Other*
Alameda	88%	12%	77% (1)	12%	12%	0%
Contra Costa	95%	30%	65% (2)	5%	5%	0%
Los Angeles	85%	39%	46%	15%	14%	1%
Orange	74%	29%	46%	26%	25%	1%
Riverside	86%	36%	50%	14%	14%	0%
San Bernardino	88%	40%	48%	12%	12%	0%
San Diego	84%	33%	51% (4)	16%	16%	**
San Mateo	79%	23%	56% (3)	21%	21%	0%
Santa Clara	77%	26%	51% (5)	23%	23%	0%
Jefferson, AL	40%	38%	2%	60%	60%	0%
Baltimore, MD	64%	42%	22%	36%	36%	0%
Essex, NJ	61%	42%	20%	39%	38%	1%
Montgomery, PA	70%	30%	40% (9)	30%	30%	0%
El Paso, TX	61%	46%	15%	39%	39%	0%
Pima, AZ	52%	34%	18%	48%	48%	**
Montgomery, MD	63%	27%	36% (10)	38%	38%	0%
Travis, TX	76%	59%	18%	24%	23%	1%
Salt Lake, UT	75%	35%	40% (9)	25%	24%	1%

Source: Bureau of Justice Statistics: Felony Defendants in Large Urban Counties, 2002; Appendix Table H

Note: Defendants receiving incarceration sentences that were wholly suspended are included under probation. Sentences to incarceration may have also included a probation term. Sentences to incarceration or probation may have included a fine, restitution, community service, treatment or other court-ordered condition. Other sentences included fines, restitution, community service or treatment oriented sanctions. Detail may not add to 100% because of rounding.

**Less than 0.5%.

²³ NEEDS FOOTNOTE



II.10.1 Jail Incarceration Rate

Table 16 illustrates that San Mateo County's jail incarceration rate ranks 7th among the 9 Bay area counties and is lower than the State of California and the nation.

Table 16
Jail Incarceration Rates
San Mateo County and Other Counties in Bay Area

County	2006 County Population	Adult (18yrs+) Population	2006 County Jail ADP	Incarceration Rate*
Alameda	1,457,426	1,091,612	4,020	368
Contra Costa	1,024,319	759,020	1,643	216
Marin	248,742	197,999	319	161
San Francisco	744,041	633,923	1,939	306
San Mateo	705,499	539,001	1,225	227
Santa Clara	1,731,281	1,294,998	4,455	344
Santa Cruz	249,705	192,023	505	263
Solano	411,680	297,645	1,070	359
Sonoma	466,891	356,238	1,065	299
California	36,457,549	26,650,468	81,612	306
Nation	299,398,484	225,147,660	766,010	340

Source: U.S. Census Bureau: Population Finder (2006 Population Estimate); State and County QuickFacts (2005 Adult Population Percent)

Source: Jail Profile Survey: 2006, 4th Quarter Survey Results. Facilities Standards and Operations Division, Corrections Standards Authority (www.csa.ca.gov).

*Note: Incarceration Rate per 100,000

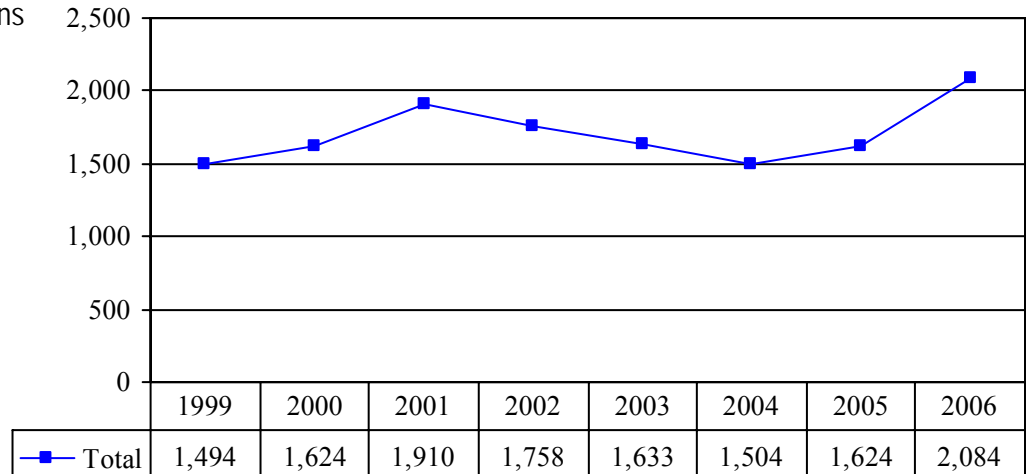
Note: Santa Clara ADP data includes Corrections Department and Probation Department



II.11 Probation

Between 1999-2006, total male probation admissions increased 39.5 percent.

Figure 33
San Mateo County, CA
Male Probation Admissions
1999-2006



Source: San Mateo County Probation Department

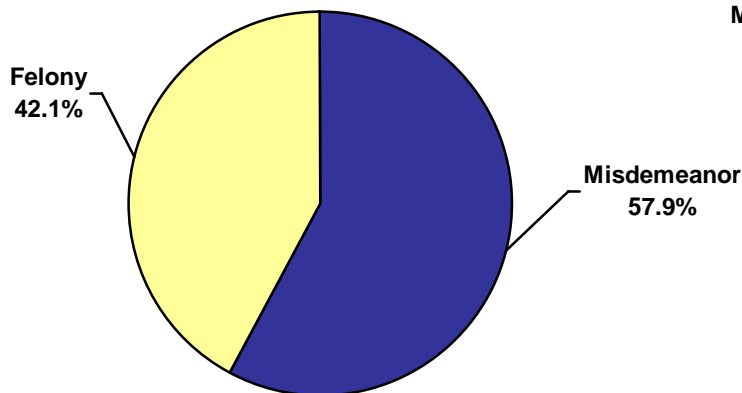


II.11.1 Male Probation Admissions by Category

More males were admitted to probation for misdemeanor crimes than for felony crimes.

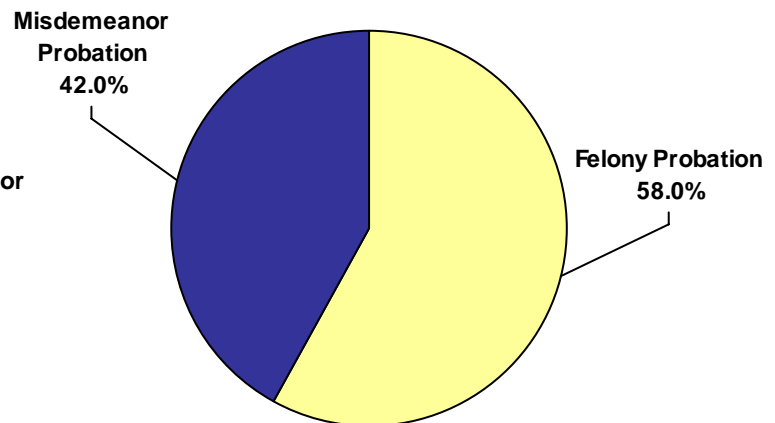
However, almost sixty percent of the persons on probation are for felony crimes because felony probationers stay longer on probation than probationers convicted for misdemeanor crimes. This is comparable to most counties in California as three quarters of the persons on probation are convicted of felony crimes (see Table on following page).

Figure 34
San Mateo County, CA
Percent of Male Probation Admissions
by Misdemeanor vs. Felony
2007*



Source: San Mateo County Probation Department
*January –August 31, 2007

Figure 35
San Mateo County, CA
Offenders Currently on Probation by Offense Category
September 2007



Source: San Mateo County Probation Department



Table 17					
Adult Probation by Felony vs. Misdemeanor 2005-2006					
County	Felony		Misdemeanor		Total
	Number	Percent	Number	Percent	
Alameda	14,192	92.8%	1,097	7.2%	15,289
Amador	491	31.0%	1,091	69.0%	1,582
Butte	1,684	79.3%	440	20.7%	2,124
Calaveras	276	65.9%	143	34.1%	419
Colusa	193	41.2%	275	58.8%	468
Contra Costa	2,945	86.7%	450	13.3%	3,395
DelNorte	266	63.5%	153	36.5%	419
El Dorado	1,797	87.2%	264	12.8%	2,061
Fresno	15,776	81.6%	3,564	18.4%	19,340
Glenn	473	42.7%	635	57.3%	1,108
Humboldt	1,459	96.5%	53	3.5%	1,512
Imperial	1,232	70.2%	524	29.8%	1,756
Lake	618	77.0%	185	23.0%	803
Lassen	307	59.4%	210	40.6%	517
Los Angeles	54,765	88.4%	7,217	11.6%	61,982
Madera	1,815	75.2%	600	24.8%	2,415
Mariposa	138	34.6%	261	65.4%	399
Mendocino	743	59.9%	498	40.1%	1,241
Merced	3,140	99.4%	18	0.6%	3,158
Monterey	4,192	61.1%	2,671	38.9%	6,863
Napa	1,021	46.5%	1,176	53.5%	2,197
Nevada	615	80.5%	149	19.5%	764
Orange	15,324	92.0%	1,332	8.0%	16,656
Plumas	50	22.2%	175	77.8%	225
Sacramento	12,451	86.1%	2,011	13.9%	14,462
SanBenito	305	51.8%	284	48.2%	589
SanBernardino	12,377	93.1%	919	6.9%	13,296
SanDiego	17,683	92.1%	1,515	7.9%	19,198
SanJoaquin	6,551	33.5%	13,004	66.5%	19,555
SanLuisObispo	1,430	58.9%	996	41.1%	2,426
San Mateo	3,443	59.0%	2,395	41.0%	5,838
SantaBarbara	3,137	58.9%	2,192	41.1%	5,329
SantaClara	9,464	50.3%	9,359	49.7%	18,823
SantaCruz	1,736	65.3%	922	34.7%	2,658
Shasta	1,464	80.3%	359	19.7%	1,823
Siskiyou	627	98.3%	11	1.7%	638
Solano	2,852	78.1%	799	21.9%	3,651
Sonoma	1,924	67.8%	912	32.2%	2,836
Stanislaus	5,118	76.4%	1,579	23.6%	6,697
Sutter	826	95.9%	35	4.1%	861
Tehama	400	66.8%	199	33.2%	599
Trinity	423	97.5%	11	2.5%	434
Tulare	4,149	88.3%	548	11.7%	4,697
Tuolumne	597	38.0%	976	62.0%	1,573
Ventura	3,749	27.7%	9,804	72.3%	13,553
Yolo	3,620	98.4%	57	1.6%	3,677
Yuba	522	67.4%	253	32.6%	775



Table 17					
Adult Probation by Felony vs. Misdemeanor 2005-2006					
County	Felony		Misdemeanor		Total
	Number	Percent	Number	Percent	Number
San Francisco	6,530	85.6%	1,102	14.4%	7,632
Total	224,890	75.4%	73,423	24.6%	298,313

Source: CPOC Annual Survey 2005-2006 Data
(<http://www.cpoc.org/Data/survey/adult1.php>)



This table shows compares San Mateo County offenses on probation to the Bay Area counties and with the statewide percentages.

It demonstrates that there are more persons on probation in San Mateo County for drugs (non-Proposition 36) than the statewide percentages, more Proposition 36 offenders than the state, and less DUI and Domestic Violence offenders than the state. The sex offender offenders on probation in San Mateo County are comparable with the statewide percentages.

Table 18

Adult Probation by Type of Offense 2005-2006											
County	Prop 36		Drug non Prop 36		DUI		Domestic Violence		Sex Offenders		Total Number of Adult Probation
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Alameda	2,157	14.1%	0	0.0%	418	2.7%	333	2.2%	171	1.1%	15,289
Contra Costa	402	11.8%	0	0.0%	0	0.0%	430	12.7%	0	0.0%	3,395
Monterey	564	8.2%	0	0.0%	0	0.0%	2,444	35.6%	199	2.9%	6,863
Napa	298	13.6%	10	0.5%	0	0.0%	405	18.4%	51	2.3%	2,197
Sacramento	344	2.4%	0	0.0%	659	4.6%	2,060	14.2%	724	5.0%	14,462
San Benito	197	33.4%	69	11.7%	21	3.6%	171	29.0%	16	2.7%	589
San Francisco	157	2.1%	0	0.0%	683	8.9%	1,092	14.3%	423	5.5%	7,632
San Joaquin	2,150	11.0%	1,198	6.1%	9,798	50.1%	2,077	10.6%	346	1.8%	19,555
San Mateo	688	11.8%	1,130	19.4%	276	4.7%	493	8.4%	135	2.3%	5,838
Santa Clara	2,124	11.3%	2,311	12.3%	2,025	10.8%	4,174	22.2%	507	2.7%	18,823
Santa Cruz	429	16.1%	0	0.0%	0	0.0%	521	19.6%	99	3.7%	2,658
Solano	170	4.7%	855	23.4%	226	6.2%	785	21.5%	175	4.8%	3,651
Sonoma	111	3.9%	0	0.0%	0	0.0%	818	28.8%	58	2.0%	2,836
Yolo	466	12.7%	1,250	34.0%	163	4.4%	260	7.1%	166	4.5%	3,677
Statewide	29,083	9.7%	30,900	10.4%	27,139	9.1%	30,337	10.2%	7,100	2.4%	298,313

Source: CPOC Annual Survey 2005-2006 Data (<http://www.cpoc.org/Data/survey/adult1.php>)

Note: some counties do not have the ability to easily identify probationers by type of offense, except with a manual count of files. These counties were unable to report this data - it does NOT mean they did not have that type of offender in their county.



II.11.2 Admissions to the Bridges Probation Program

The Bridges Day Treatment Program is an intensive day treatment program for probationers with substance abuse disorders and with dual diagnoses of psychiatric disorders who face six months of jail or prison incarceration. Probationers must have been in jail, must have suitable housing, not have a history of violent offenses and commit to participating in drug treatment for one year.

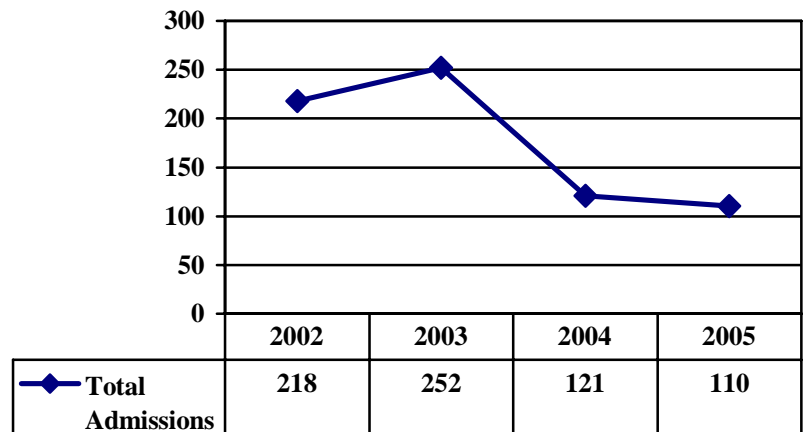
The program is a partnership between the San Mateo County Courts, San Mateo County Adult Probation Department and the San Mateo County Sheriff's Office. The goal of the program is to reduce rates of re-arrests, illegal drug use and to improve psychosocial functioning. The partners are to be commended for developing a program such as this for offenders.

There are 20-22 probationers involved in Bridges at any given time. An evaluation was conducted of the Bridges Program in 2006 by the Institute of Health Policy Studies at the University of California, San Francisco. The evaluation involved 28 participants and found that Bridges participants had better outcomes than non-Bridges participants in terms of probation outcomes, drug use, and rate of completion. Nearly two-thirds (62 percent) of the probationers in the Bridges Dual Diagnosis Program successfully completed compared to 50 percent of the non-Bridges participants.

Between 2002 and 2005, admissions decreased 49.5 percent, or at an annual average decrease of 15.2 percent.

This program is a valuable intermediate sanction and treatment service for sentenced offenders that has a direct impact on reducing jail ADP provided that these offenders would have otherwise been confined. If this program were not in existence in the County, these probationers would otherwise be confined in the San Mateo County Jail.

Figure 36
San Mateo County, CA
Admissions to the Bridges Program
2002 - 2005



Source: San Mateo County Probation Department



II.12 Number of Males Involved in Alternatives to Jail

The following table presents the number of male offenders who are participating in alternatives to jail in San Mateo County in 2007.

Table 19
Number of Male Offenders on
Pretrial and Sentencing Options in San Mateo County
2007

Alternatives to Jail	Average Daily Population (Males)
Pretrial Options	
Bond	N/A
Own Recognizance	N/A
Supervised Release	295
Deferred Entry of Judgment	558
Proposition 36	898
Drug Court/PC1000	30
Total Male Pretrial Defendants	1,781
Sentencing Options and Intermediate Sanctions	
<ul style="list-style-type: none"> • Standard/Banked Probation • Intensive Supervision • Domestic Violence Caseload • Gang Caseload • Sex Offender Caseload • Identity Theft Caseload • Drug Court Caseload • Bridges Program 	
Total Male Offenders on Probation	4,564
Sheriff's Work Program	520
Electronic Monitoring	5
Weekender Program	7
Work Furlough Program	25
Total Male Inmates on Sheriff's Community Supervision	557
Total Male Sentenced Offenders on Community Supervision	6,692

Source: San Mateo County Probation Department. San Mateo County Sheriff's Office.

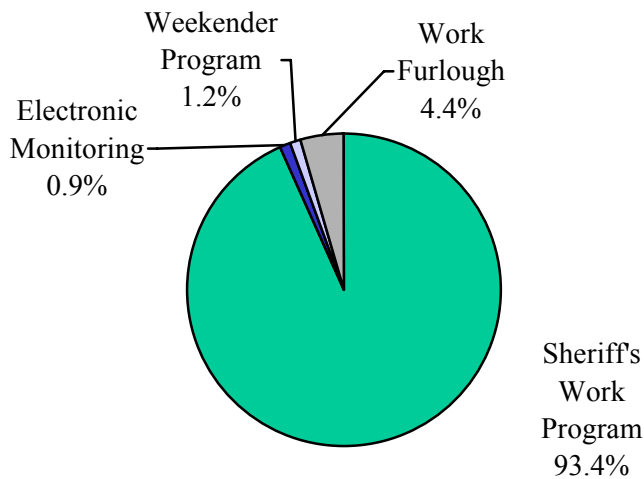


These figures show the percent of male inmates involved in alternatives to jail in 2007 by type and compares these findings with national data. As this shows, the most frequently utilized option is community work. This is comparable to national studies.

These graphs underscore the underutilization of such alternatives as electronic monitoring, Work Furlough, Weekender and the gaps in other programs such as Day Reporting.

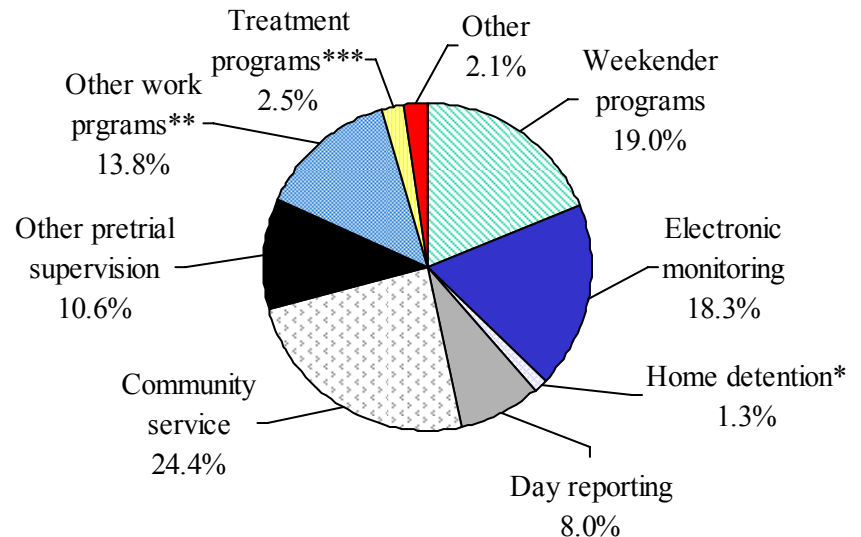
These findings point out opportunities for enhancement and new program expansion to avoid the use of jail for non-violent offenders and to enhance the supervision of offenders in the community.

Figure 37
San Mateo County, CA
Percent of Male Inmates Involved in
Alternatives to Jail by Type
2007
N=562



Source: San Mateo County Sheriff's Office.
San Mateo County Probation Department.

Figure 38
Percent of Persons Supervised in Alternatives to Jail
by Type of Program in the U.S.
2006
N=60,222



Source: US Department of Justice. Office of Justice Programs.
Bureau of Justice Statistics Bulletin. Prison and Jail Inmates at
Midyear 2006. Table 8.

Note: *Includes only those without EM, **Includes persons in
work release programs, work gangs, and other work alternative
programs, ***Includes persons under drug, alcohol, mental health,
and other medical treatment



II.12.1 Types of Alternatives to Jail Commonly Used in California

The following table highlights the major alternatives to jail used by jurisdictions in California and their frequency of use in San Mateo County using qualitative data since quantitative data were not available on all of these options.

Table 20
California Jail Release and Community Supervision Options
Frequency of Use in San Mateo County, CA

Type of Option	Low Use	Moderate Use	High Use	Not Used
Field Citation	×			
Release on Own Recognizance	×			
Supervised Release	×			
Deferred Entry of Judgment	×			
Proposition 36			×	
Drug Court/PC1000	×			
Misdemeanor Jail Citation			×	
Prosecutor Mentally Ill Diversion				×
Community Service Work In Lieu of Jail				×
Day Treatment in Lieu of Jail (Bridges)	×			
Sheriff's Work Program			×	
Electronic Monitoring	×			
Work Furlough	×			
Weekender	×			
DUI Drug/Alcohol Residential Treatment				×
Standard County				



Type of Option	Low Use	Moderate Use	High Use	Not Used
Parole				×
Residential County Parole				×
Accelerated Release				×

This table shows that nine options are used sparingly and six options are not used at all at the moment. In another section of this report, we have included descriptions of the types of jail alternatives being used in Marin County, San Francisco County, Santa Clara County, Contra Costa County, Sonoma County, Solano County, Alameda County, Riverside County, and Orange County.



II.13 Availability of Substance Abuse Treatment and Transitional Beds in San Mateo County

There are limited treatment beds in the County. The cost ranges from \$65.00-\$120.00 per day.

Table 21

<i>Residential</i>											<i>Transitional Beds</i>		Range of COUNTY RATE	
Provider Name	Specific Population Served (AOD, Womens, Mens, Dual Diagnosis, etc.)	Specific Languages Available	Location	Average Program Length	Actual capacity for Men Res	Actual Capacity for Women Res	Child Ages	Capacity funded by SMCO.	Capacity Available to General population or FFS contracts	TOTAL Capacity	# of beds for singles	# if beds for Families	Standard Monthly Rate	
Daytop Village	Therapeutic Community, Probation and Parolees,	English	EPA	180-365 Days	20	12	0	12 men 5 women	15	32	10	0	500	\$ 70-\$100
Free At Last	Accepts Methadone Patients, Dual Diagnosis, Targets Parolee and probationers, Targets EPA, MP & RWC high control risk areas, DV, DUI, HIV/HEP C, Drug Trafficking, Gangs	English, Spanish, Tagologe,	EPA	180-365 Days	18	14	Birth- 17 yoa	9 women 12 men	14 women 16 men	32	24	5	279	\$65-80
Latino Commission	Accepts Methadone Patients, Dual Diagnosis, Targets Parolee and probationers, Focus on the Latino population	Spanish English	North County	120-180 Days	15	15	0	11 women 10 men	4 women 5 men	30	12	0	550	\$65-100
Project 90	Dual Diagnosis program, Working men's program,	English, Spanish, Tagologe,	SM & SSF	90 Days	94	-	0	52	42	94	56	0	550	\$65-100



<i>Residential</i>											<i>Transitional Beds</i>		Range of COUNTY RATE	
<u>Provider Name</u>	<u>Specific Population Served (AOD, Womens, Mens, Dual Diagnosis, etc.)</u>	<u>Specific Languages Available</u>	<u>Location</u>	<u>Average Program Length</u>	<u>Actual capacity for Men Res</u>	<u>Actual Capacity for Women Res</u>	<u>Child Ages</u>	<u>Capacity funded by SMCO.</u>	<u>Capacity Available to General population or FFS contracts</u>	<u>TOTAL Capacity</u>	<u># of beds for singles</u>	<u># if beds for Families</u>	<u>Standard Monthly Rate</u>	
Service League	Non Smoking, Targets CJ system	English	RWC	120-180 Days	-	16	Birth- 1 yoa	6.91	9	16	4	0	500	\$70-100
WRA	Methadone Patients accepted, Dual Diagnosis program,	English	SM	90 Days	-	27	Birth- 17 yoa	17	10	27	8	0	575	\$70-120
				TOTAL	147	84		86 men 49 women	115	231	114	5	Average \$493	

Source: San Mateo County Health Department, Mental Health Services. 2006



II.14 Factors Affecting Jail Population

Based on the findings of this trends analysis and interviews with key officials, the factors that have contributed to San Mateo County's jail population crowding:

1. Increase in jail admissions for drug offenses (personal use and possession), weapons offenses and for misdemeanor crimes.
2. Increase in average daily jail population of pretrial defendants.
3. Increase in the average length of stay of pretrial defendants due to case processing issues.
4. Increase in the average length of stay of inmates in the CHOICES Program.
5. Length of jail stays for state and probation violation holds.
6. Underutilization of OR and of pretrial supervision due to a lack of an objective pretrial release screening and assessment instrument.
7. Limited use of sentence modifications.
8. No utilization of the "county parole" statute.
9. Limited capacity for Work Furlough.
10. Limited capacity for structured reentry beds in the community leading to increased return rates.
11. Limited availability of a range of intermediate sanctions for probation violators.
12. Limited capacity for the Bridges Day Treatment Program.



III. CHARACTERISTICS OF MEN CONFINED



III. Characteristics of Men Confined in the San Mateo County Jail

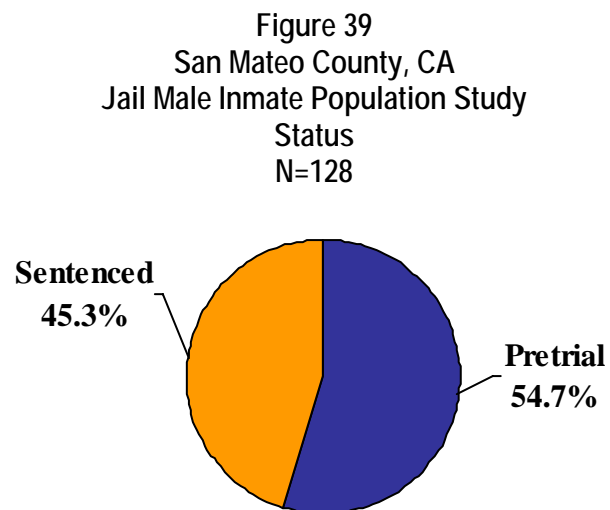
III.1 Introduction and Research Methodology

Throughout this study, varying perceptions have been expressed about who is confined in the San Mateo County Jail. These perceptions drive policy decisions and the use of current and future use of the jail. While there are violent persons held in jails, research indicates that there are individuals confined who are non-violent.²⁴ For example, in 2003, 14.6 percent of the inmates in the nation's jails were confined for drug possession, 4.7 percent were confined for fraud, and 2.5 percent were confined for traffic violations.

The purpose of this phase of the project was to gather detailed information about male inmates housed in the San Mateo County Jail so that the consultant team could provide information to county officials about who is in the jail. The jail population analysis was conducted to:

- Document the current offenses and prior criminal history of the males confined.
- Identify the treatment needs of the men in custody.
- Determine the reentry needs of men to be released to the community.
- Estimate a potential pool of non-violent male defendants who might be eligible for pretrial OR supervision or for other alternatives other than custody.

The Criminal Justice Information System (CJIS) currently used in San Mateo County defines a sentenced inmate as anyone that has been convicted of any offense. This means that an inmate convicted of a crime with additional pending charges are counted as sentenced. The result is an under counting of pretrial inmates in San Mateo County. Figure 39 reflects those less than desirable calculations.



²⁴ Bureau of Justice Statistics. *Sourcebook of Criminal Justice Statistics*. 2003. Table 6.19.



III.2 Study Methodology

Sampling Procedures

A stratified random sample was selected of the pretrial and sentenced inmates at Maguire Correctional Facility (MCF). A 13 percent randomly selected sample was drawn from the male confined population at the MCF. The random sample surveyed a total of 128 men in the following categories:

- 70 pretrial inmates
- 58 sentenced inmates

The sample population was representative of the confined population as more than one-half of the men confined are pretrial. The sample was drawn at midnight on May 30, 2007 using a statistically valid selection method.²⁵ No identifying information (names, social security numbers) was maintained to protect the confidentiality of the survey participant. Each participant signed a consent form.

Data Collection Procedures:

The data was collected by a trained interviewer retained by the project from the Service League and with the assistance of jail personnel. Each inmate was interviewed to obtain information on their current residence, housing upon release, family support, marital status, responsible for children, employment, education, alcohol and drug use, emotional problems, and treatment received. Criminal history information was obtained through official records.

The key findings are presented in the following pages and detailed graphs are included in the Appendix.

²⁵ Lasley, J. (1999). *Essentials of Criminal Justice and Criminological Research*. N.J.: Prentice Hall. Neuman, L. & B. Wiegand. (2000). *Criminal Justice Research Methods*. Boston: Allyn & Bacon. Conner, T. *Research Methods* 308. North Carolina Wesleyan College.



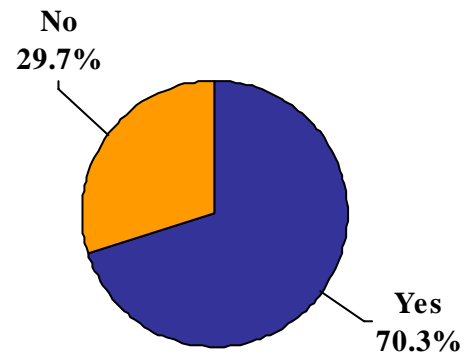
III.2 Key Findings

III.2.1.1 Demographic Profile

III.2.1.1.1 Residency

Nearly three-quarters of the men were local residents of San Mateo County.

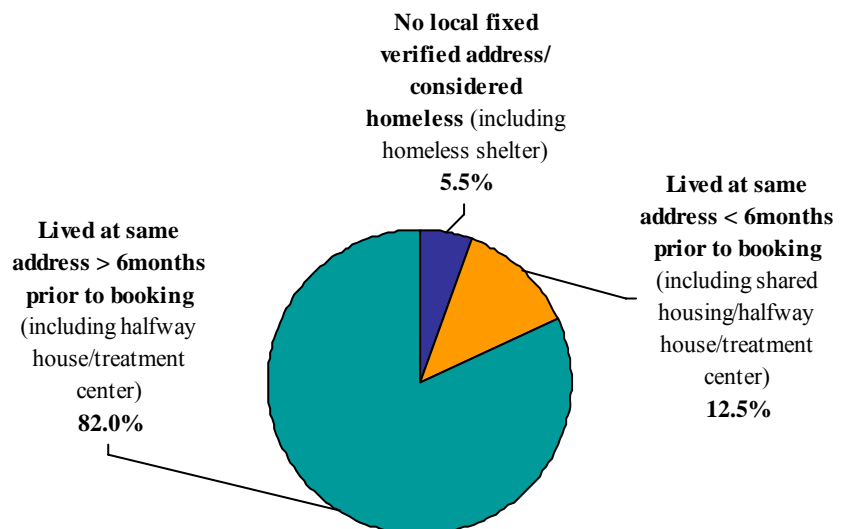
Figure 40
San Mateo County, CA
Jail Male Inmate Population Study
Resident of San Mateo County
N=128



Source: Male Inmate Profile Analysis

Eight out of ten had lived at the same address six months or more suggesting a factor of stability. This is one of the factors used by the Probation Department for recommending pretrial release.

Figure 41
San Mateo County, CA
Jail Male Inmate Population Study
Length of Current Residence at time of Admission
in San Mateo County
N=128



Source: Male Inmate Profile Analysis



III.2.1.1.2 Age

The average age of the men in the jail is beyond the "crime-prone" age group (18-25) as these men are in their mid thirties.

Table 22
San Mateo County, CA
Jail Male Inmate Population Study
Mean Age at Time of Booking
N=128

Mean Age at Time of Booking Males	
Pretrial	33.4 years
Sentenced	34.2 years

Source: Male Inmate Profile Analysis



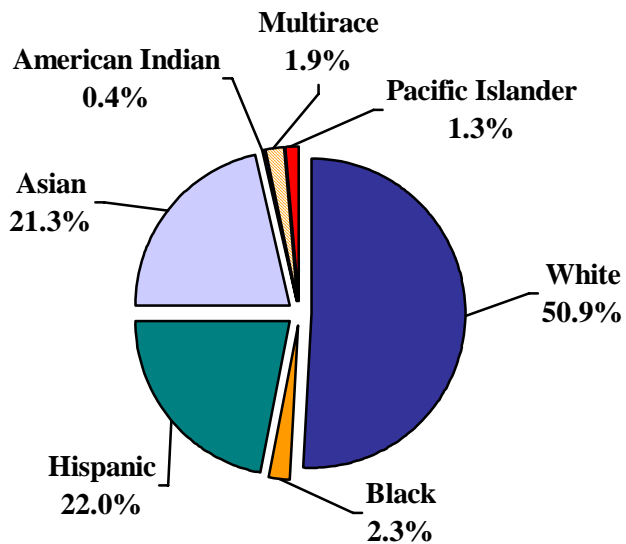
III.2.1.1.3 Race/Ethnicity

These findings substantiate that persons of color are disproportionately represented in the jail population compared to their representation in the county's general population.

African-Americans have the greatest disparity as 23.4 percent of the jail populations are African-American compared to only 2.3 percent in the county's general population. Similarly, while Hispanics represent 22.0 percent of the county population, they represent 32.0 percent of the jail population.

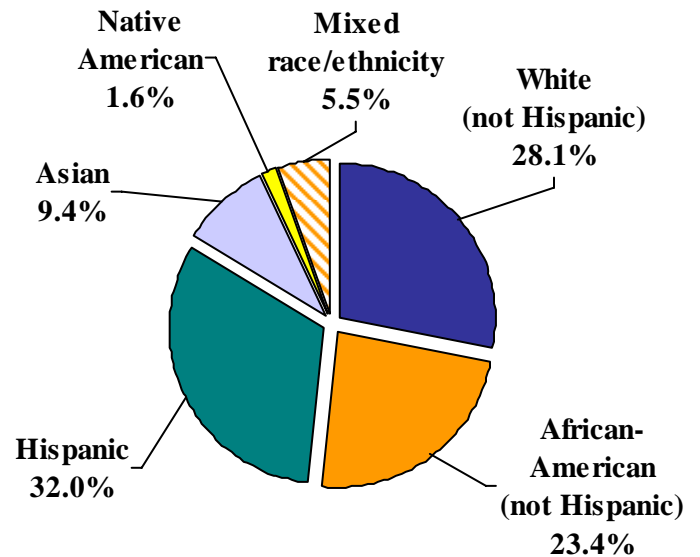
Clearly, this is a societal issue and one that can not be solved by jail officials.

Figure 42
San Mateo County, CA
County Population by Race
N=128



Source: State of California Department of Finance. 2004.

Figure 43
San Mateo County, CA
Jail Male Inmate Population Study
Race/Ethnicity
N=128

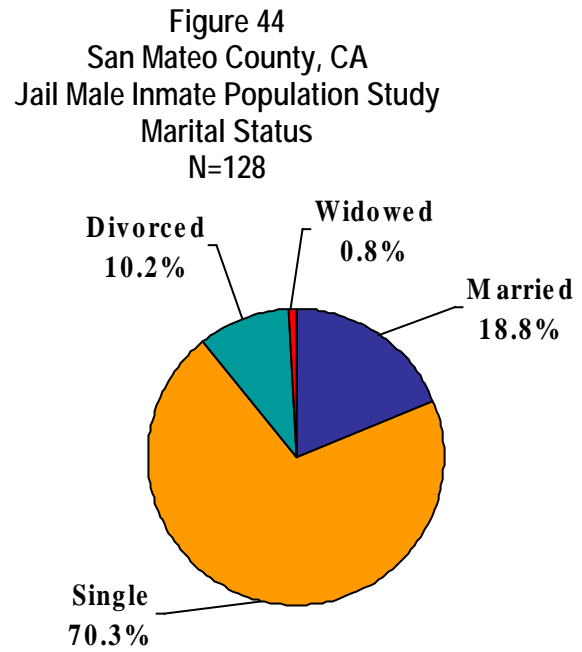


Source: Male Inmate Profile Analysis



III.2.1.1.4 Marital Status

Nearly three-quarters of the men report being single suggesting that they have little family support.



Source: Male Inmate Profile Analysis; data self-reported.
Note: Includes common law marriage

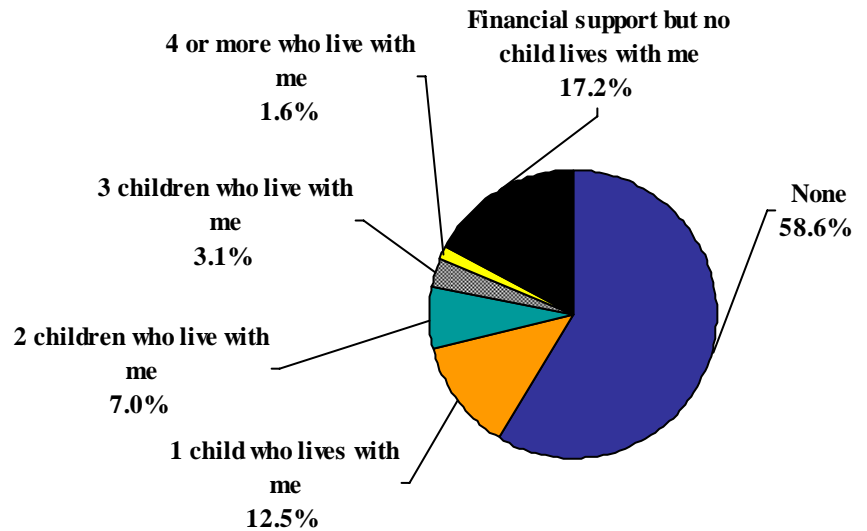


III.2.1.1.5 Responsible for Children under Age 18

More than one-half of the men report having no children for which they were responsible which would support the finding of being single.

However, inmates continue to have responsibility for their children. Confinement removes the possibility of men financially supporting their children.

Figure 45
San Mateo County, CA
Jail Male Inmate Population Study
Responsible for Young Children under Age 18
N=128



Source: Male Inmate Profile Analysis; data self-reported



III.2.2.1 Offense Profile

The most frequent offense for which men were confined was for drug possession, which suggests an addiction to drugs.

This compares with 14.6 percent for drug possession in the nation's jail profile (Bureau of Justice 2006).

There is also a higher portion of inmates housed for burglary and for DUI (nearly 10 percent) in the San Mateo County Jail than in the nation's jail profile. (8.0 percent of national profile are confined for burglary and 5.1 percent are confined for DUI).

Table 23
San Mateo County, CA
Jail Male Inmate Population Study
Most Serious California Offense for the Current Charge
(in San Mateo County)

Variable	Percent
Possession of a Controlled Substance	27.3%
Burglary	9.4%
DUI	9.4%
Domestic Violence	9.4%
Possession of Controlled Substance for Sale	5.5%
Possession of Stolen Property	4.7%
Grand Theft	4.7%
Robbery	3.9%
Assault w/ Deadly Weapon	3.1%
Attempted Murder	3.1%
Reckless Driving	2.3%
Carrying Concealed Weapon	2.3%
Terrorist Threats	1.6%
Lewd and Laciv. w/ Child <14yrs	1.6%
Kidnapping	1.6%
Battery	1.6%
Gang Enhancement	1.6%
Rape	0.8%
False Imprisonment	0.8%
Sodomy	0.8%
Drunk in Public	0.8%
Unlawful Intercourse	0.8%
Firearm Discharge	0.8%
Carjacking	0.8%
Simple Assault	0.8%
Failure to reg 290	0.8%

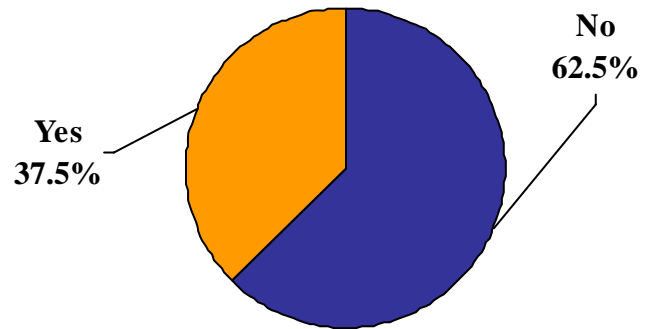
Source: Male Inmate Profile Analysis



III.2.2.2 Pending Warrants in Other Jurisdictions

Nearly two-thirds of the men confined had no pending charges from other jurisdictions.

Figure 46
San Mateo County, CA
Jail Male Inmate Population Study
Warrants/Holds Pending from Other Jurisdictions
(Includes INS Holds)
N= 128

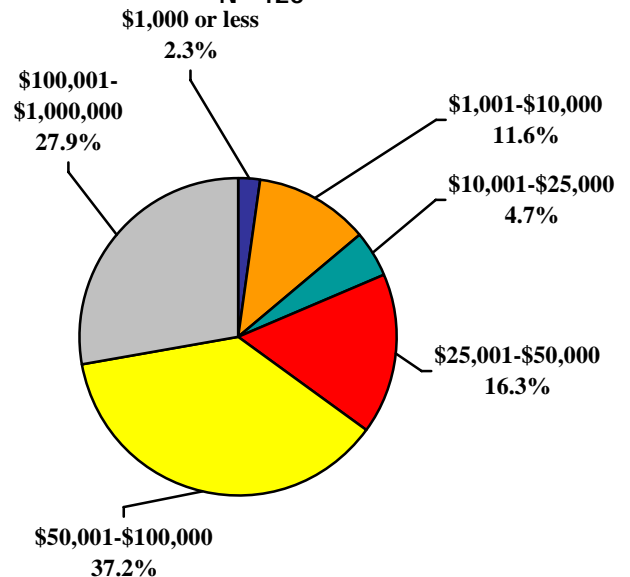


Source: Male Inmate Profile Analysis

III.2.2.3 Bond Amount

The majority of the men held in jail had bonds ordered of \$50,000 or more. This shows that persons with lower bonds were released.

Figure 47
San Mateo County, CA
Jail Male Inmate Population Study
Current Bond Amount Ordered
N= 128

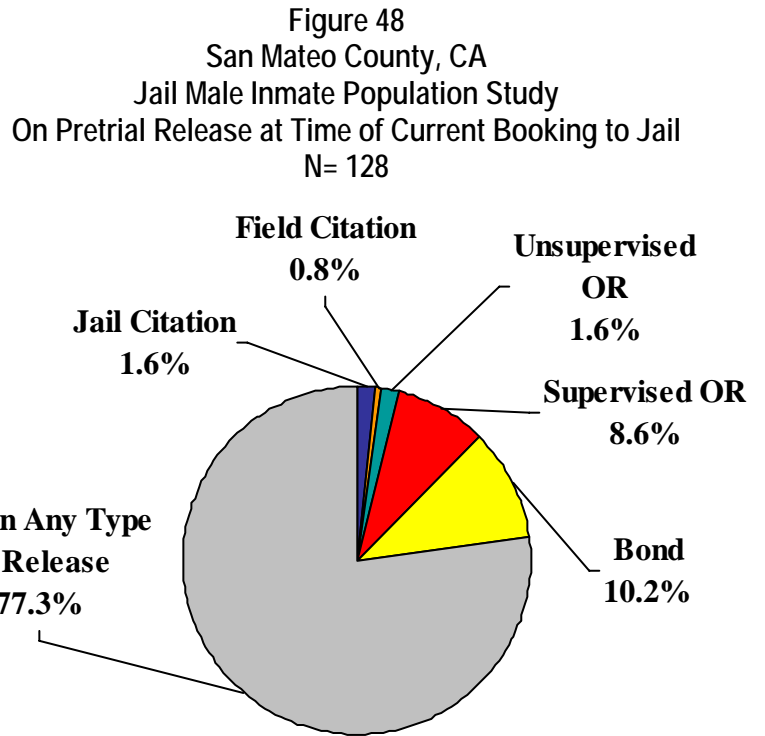


Source: Male Inmate Profile Analysis



III.2.2.4 Pretrial Release Status at Time of Booking

More than three-quarters of the men in this sample were not on any type of release status at the time of this booking suggesting that these admissions were for a new offense.

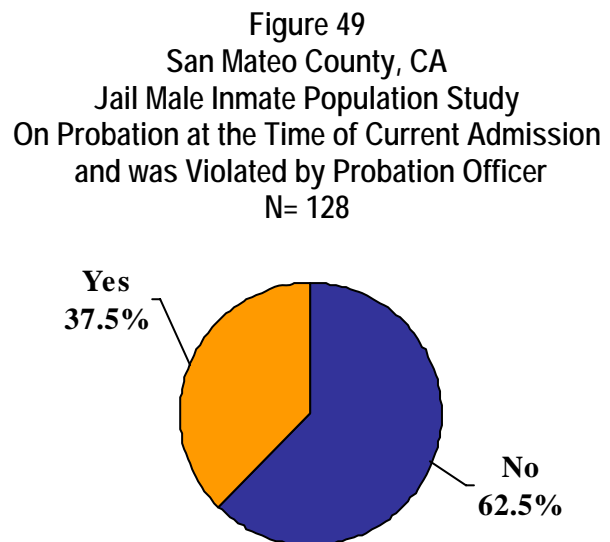


Source: Male Inmate Profile Analysis

Of those who had been released pretrial prior to this admission, male inmates had less than one average prior failure to appear.

III.2.2.5 Probation Status

Almost 38 percent of the men had been on probation prior to this booking and were violated on probation conditions.



Source: Male Inmate Profile Analysis



III.2.2.6 Prior Criminal History

Men had an average of the following prior convictions:

- 1.1 non-violent felony convictions
- 0.4 violent felony convictions
- 3.0 misdemeanor convictions

III.2.2.7 Prior Jail Bookings in the Last Three Years

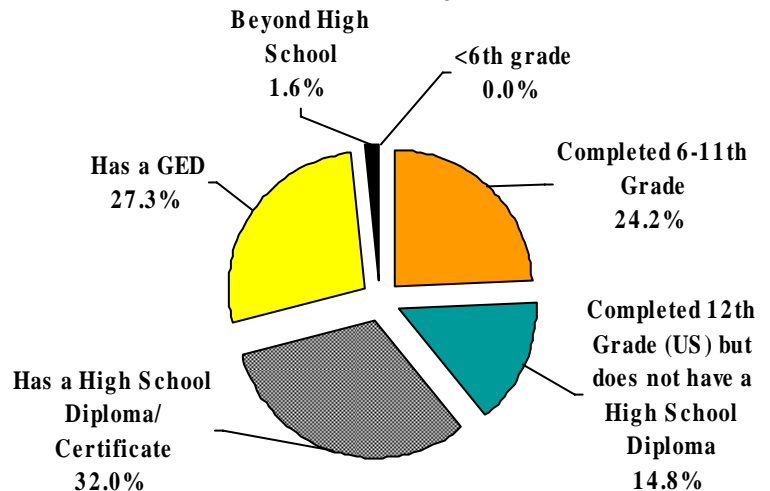
In the past three years, male inmates had an average of 2.4 prior bookings to jail, not including the current conviction.

III.3.1 Educational Achievement

Sixty percent of the men confined had earned their high school diploma, GED, Bachelor's Degree or had post-secondary education.

This compares with 46.3 percent of the nation's jail population. (Bureau of Justice Statistics, 2003).

Figure 50
San Mateo County, CA
Jail Male Inmate Population Study
Last Grade Completed (at time of admission)
N= 128



Source: Male Inmate Profile Analysis; Data self-reported
Note: Total may not equal 100 due to rounding error.

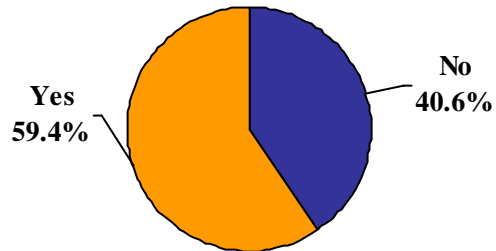


III.2.4 Financial and Reentry Needs

III.2.4.1 Employment at Time of Admission

Almost sixty percent of the men were employed at the time of admission.

Figure 51
San Mateo County, CA
Jail Male Inmate Population Study
Person was Lawfully Employed at Time of Admission
N= 128

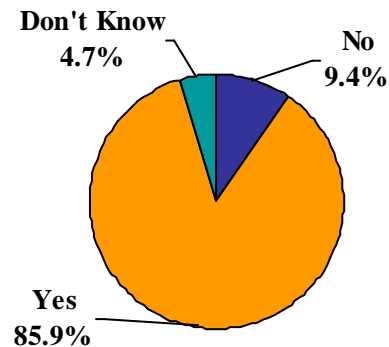


Source: Male Inmate Profile Analysis; Data self-reported

III.2.4.2 Employment After Release

Most of the men reported that they expected to be employed at the time of release. Since this was not verified, this could be an unrealistic expectation. However, since 60 percent had jobs before admission to jail, it is reasonable to expect that a sizeable portion of these men would be employed at the time of release.

Figure 52
San Mateo County, CA
Jail Male Inmate Population Study
Upon Release Expect to be Lawfully Employed
N= 128



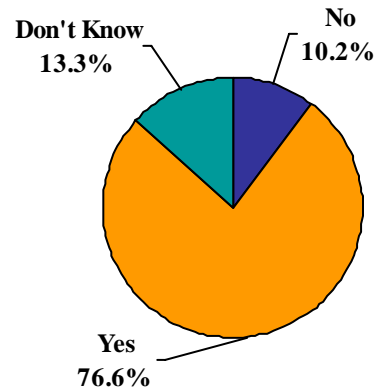
Source: Male Inmate Profile Analysis
Note: "Don't Know" = 6



III.2.5 Type of Housing Arrangements After Release

Men were asked if they had decent housing upon release. More than seventy-five percent indicated that housing would be available suggesting that these individuals would not be homeless when released from jail.

Figure 53
San Mateo County, CA
Jail Male Inmate Population Study
Has Suitable Housing When Released From Jail
N=128



Source: Male Inmate Profile Analysis; data is self-reported
Note: "Don't Know" = 17; Excludes homeless shelter

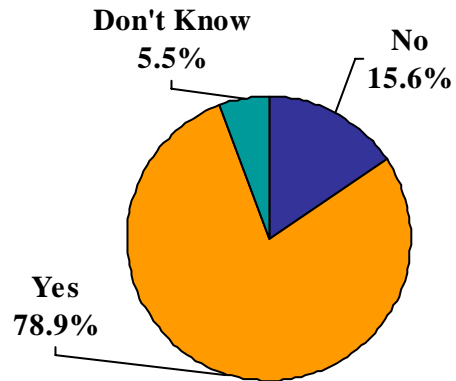


III.2.6 Family Support After Release

Family support is a factor national studies have found to be associated with reduced recidivism.

Nearly 79 percent of the men report having family support upon release. Support was defined as emotional, financial and/or housing.

Figure 54
San Mateo County, CA
Jail Male Inmate Population Study
Has Family Support System When Released From Jail
N=128



Source: Male Inmate Profile Analysis; data is self-reported
Note: "Don't Know" = 7



III.2.7 Substance Abuse Problems

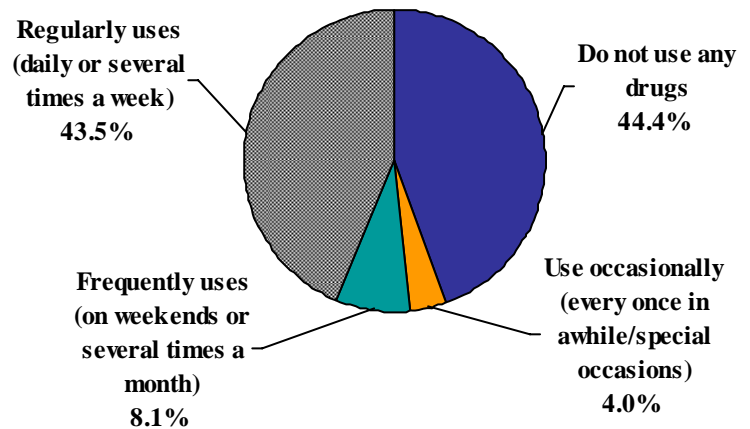
III.2.7.1 Incidence of Drug and Alcohol Problems

More than one-half of the men admit to using drugs and more than four out of ten report using them daily or several times a week.

This compares to 82.2 percent of the nation's jails ever using drugs and 52.6 percent report using drugs in the month before the offense. (Bureau of Justice Statistics, 2002). A large study of male detainees within the Cook County Department of Corrections, Chicago, IL found that 61.8 percent of the males confined had substance disorders within their lifetime using an objective assessment instrument (Teplin, Linda A. 1994).

San Mateo County inmates are considered to be under reporting their illegal drug use due to fear that their response might impact negatively on their case.

Figure 55
San Mateo County, CA
Jail Male Inmate Population Study
Drug Use
N= 124



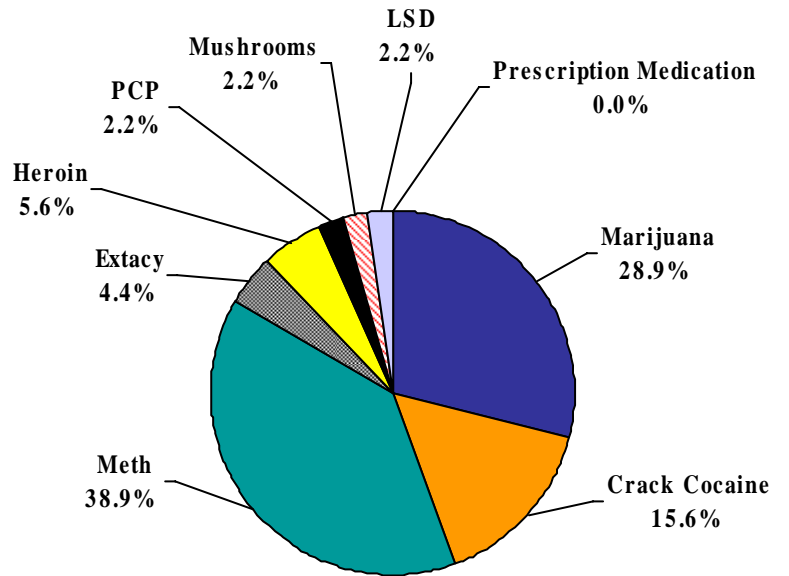
Source: Male Inmate Profile Analysis



III.2.7.2 Drug of Choice

Methamphetamines are the number one drug of choice used by those using drugs.

Figure 56
San Mateo County, CA
Jail Male Inmate Population Study
Drug of Choice
N= 90



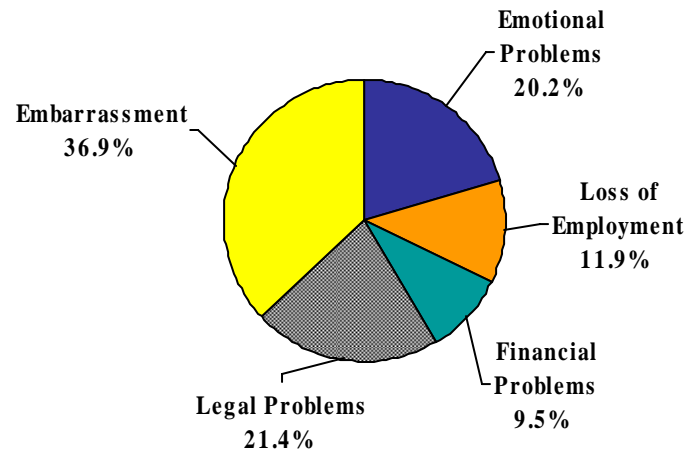
Source: Male Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



III.2.7.3 Impact of Using Drugs on Their Life

Among those who used drugs, twenty percent also reported having emotional problems. Others reported embarrassment and legal problems.

Figure 57
San Mateo County, CA
Jail Male Inmate Population Study
Problems Associated with Drug Use
N= 84



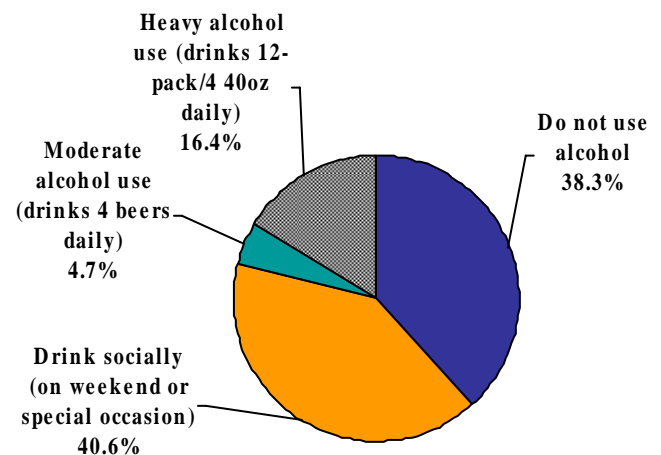
Source: Male Inmate Profile Analysis

III.2.7.4 Incidence of Alcohol Abuse

In addition to drug use, 21.1 percent of the men reported alcohol abuse.

Combined with drug use, nearly two thirds of the men report drug and/or alcohol abuse.

Figure 58
San Mateo County, CA
Jail Male Inmate Population Study
Alcohol Abuse
N= 128



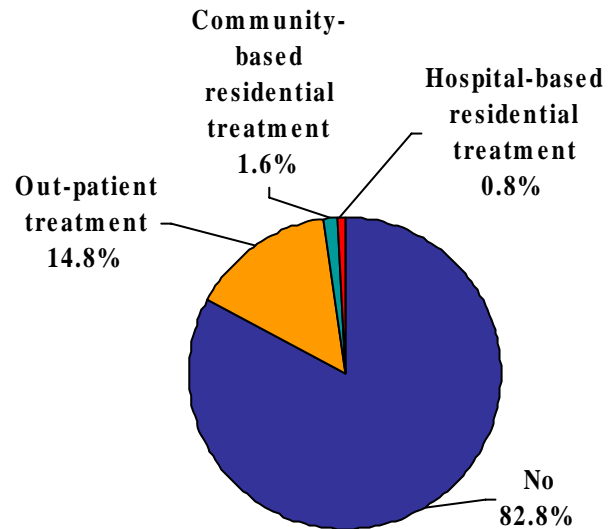
Source: Male Inmate Profile Analysis; data self-reported



III.2.7.5 Involved in Treatment Prior To Arrest

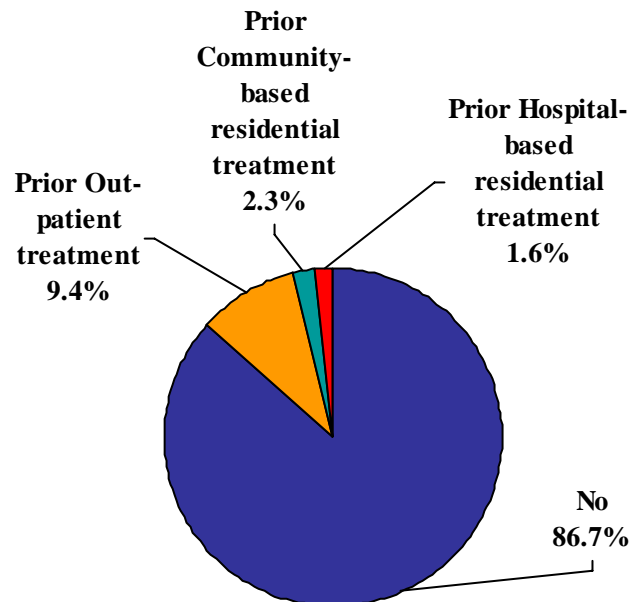
Even though almost two-thirds of the men had a drug and/or alcohol problem, only 17.2 percent were involved in treatment at the time of this arrest. Very few also reported previously receiving treatment.

Figure 59
San Mateo County, CA
Jail Male Inmate Population Study
In Treatment at Time of Arrest
N= 128



Source: Male Inmate Profile Analysis

Figure 60
San Mateo County, CA
Jail Male Inmate Population Study
Previously Involved in Substance Abuse (Alcohol or Drug) Treatment
N= 128



Source: Male Inmate Profile Analysis; data self-reported



III.2.7.6 Mental Illness

The incidence of mental illness among the men in this sample was not evaluated due to unavailability of the information.

Instead, Correctional Health Services (CHS) provided information through their 2006 Statistics and the consultant met with officials from CHS. According to these sources, we were able to determine that 25.3 percent of the men were currently being served in sheltered living (treatment unit within the jail) and in CHOICES combined. However, we determined with CHS that in reality, 33.3 percent of the jail actually required an in-patient treatment environment documenting a shortfall of treatment capacity in the jail.

This data does not include the men that are also in general population who require outpatient substance abuse services.

The latest data from the Bureau of Justice Statistics confirm that 64.2 percent of the inmates in local jails have an emotional problem as evidenced by a psychiatric disorder (Diagnostic and Statistical Manual of Mental Disorders).²⁶ Teplin, L. (1994) found in her study of 728 male detainees at the Cook County, IL Department of Corrections in Chicago, IL. 62.4 percent of male detainees were assessed as having a psychiatric disorder.²⁷

These national data suggest that the incidence of psychiatric disorders of men in the jail may be higher.

III.2.7 Summary of Findings

The profile of men housed in the San Mateo County Jail has the following characteristics:

- Three-quarters are local residents
- Eight out of ten lived at the same address six months or more suggesting a factor of stability
- Nearly six out of ten are not responsible for children
- The most frequent offense for which they were confined was for personal drug use and abuse
- Nearly two-thirds have no pending charges from other jurisdictions
- Thirty-eight percent were probation violators
- Men had an average of 1.1 prior non-violent felony convictions and less than one prior violent felony conviction

²⁶ Bureau of Justice Statistics. Special Report: Mental Health Problems of Prison and Jail Inmates. Office of Justice Programs. September 2006.

²⁷ Teplin, Linda A. Psychiatric and Substance Abuse Disorders among Male Urban Jail Detainees. American Journal of Public Health. February 1994. Men were assessed using the National Institute of Mental Health Diagnostic Interview Schedule, Version III.



- Six out of ten of the men had earned their high school diploma, GED, had a Bachelor's Degree or had post-secondary education
- Almost sixty percent were employed at the time of this current jail admission and most reported that they would expect to be employed at release
- More than three-quarters of the men would have suitable housing upon release
- More than three-quarters of the men would have some form of family support upon release
- More than one-half report using drugs and four out of ten report using them daily or several times a week
- Methamphetamines were the number one drug of choice
- Among those using drugs, 20 percent also reported having emotional problems
- Only 17.2 percent reported being involved in treatment at the time of this arrest and few reported ever receiving treatment
- Almost one-third of the males are assessed as needing residential treatment for their psychiatric disorder

These characteristics describe a highly addictive educated male that is charged/convicted of a non-violent crime and who has very little criminal background. The male is employed, expects to have a job upon release, will have a suitable home and will have family support after release. While these characteristics suggest a male population who is moderately functioning, their drug and alcohol use has negatively impacted their life. In the absence of ASAM assessments, it is difficult to determine what percentage of the male population requires regular outpatient, intensive outpatient or residential substance abuse treatment upon release.



IV. BEST PRACTICES FOR MALE OFFENDERS



IV.1 Evidence-Based Jail Treatment and Community Programs for Male Offenders

Exhibit 1 shows the evidence of in-custody and community-based programs treatment programs for adult offenders. Aos et al (2006) documented in their analysis of 240 research studies that substance abuse treatment in jail resulted in a 6 percent reduction in recidivism while substance abuse treatment in the community resulted in a 12.4 percent reduction in recidivism.²⁸

It shows that the two most effective treatment approaches for adults are:

- Cognitive behavioral treatment
- Intensive supervision + services

The benefits of alcohol and drug treatment are many:²⁹

- Treatment lowers an offender's risk to the community
 - Offenders have less urgent needs for money and drugs
 - 7% lower costs of crime from reduction in recidivism
- Reduces violence inflicted on spouses, children and the elderly
- Reduces incidence of serious disorders
 - 15% reduction in alcohol disorders
 - 22% reduction in drug disorders
 - 22% reduction in serious mental illness
- Improves the health of the community and reduces health care costs
 - Reduces overdose, spread of HIV/STDs/Hepatitis
 - 50% lower health care costs
- Improves the economic stability of the community
 - Increases worker productivity, reduces lost wages, increases taxes paid
 - 35% increase in economic earnings
- Reduces societal costs
 - Shrinks the pool of users
 - Generates \$1.00-\$3.77 ROI for every dollar spent

²⁸ Aos, Steve, Miller, Marna, Drake, Elizabeth (2006). *Evidence-Based Adult Corrections Programs: What Works and What Does Not*. Washington State Institute for Public Policy. Recidivism is defined as the weighted average standardized mean recidivism difference between a treatment group and a comparison group using the arcsine transformation.

²⁹ Washington State Institute for Public Policy. 2006. *Evidence-based Treatment of Alcohol, Drugs and Mental Health*. Reuter, P. & Pollack, H. *How much can treatment reduce national drug problems?* In *Addiction*, 101. 2006 Society for the Study of Addiction. California Department of Alcohol and Drug Programs. *Drug Medi-Cal Rates for FY2000-2001*.



Given the pervasive drug and alcohol problems of the male population within the San Mateo County Jail, whatever facilities the County decides to build must have drug and alcohol treatment as an integral part to lower future risk to the community and to families.

Exhibit 1				
Evidence-Based Models for Adult Offenders				
Estimated Percentage Change in Recidivism Rates (and number of studies on which the estimate is based)				
<i>Example of how to read the table: an analysis of 56 adult drug court evaluations indicates that drug courts achieve, on average, a statistically significant 10.7 percent reduction in the recidivism rates of program participants compared with a treatment-as-usual group.</i>				
	Estimated Percentage Reduction	Number of Studies	Net Cost Benefit	Per Offender Cost
<u>Programs for Drug-Involved Offenders</u>				
Adult drug courts	-10.7%	56	\$4,691	\$2,562
Drug treatment in the community	-12.4%	5	\$5,048	\$2,198
Drug treatment in jail	-6.0%	9	\$3,361	\$1,172
Case Management Substance Abuse Programs	0.00	12	\$1,230	\$2,204
<u>Programs for Sex Offenders</u>				
Cognitive-behavioral treatment in the community	-31.2%	6	\$19,534	\$6,246
<u>Intermediate Sanctions</u>				
Intensive supervision: treatment-oriented programs	-21.9%	10	\$5,520	\$3,811
<u>Cognitive Behavioral Treatment Methods</u>				
Moral Reconation Therapy	-0.08%	8	\$7,797	\$310
Reasoning and Rehabilitation	-0.07%	6	\$7,104	\$308
<u>Work and Education Programs for the General Offender Population</u>				
Work Release Programs	-0.03	4	\$2,351	\$456

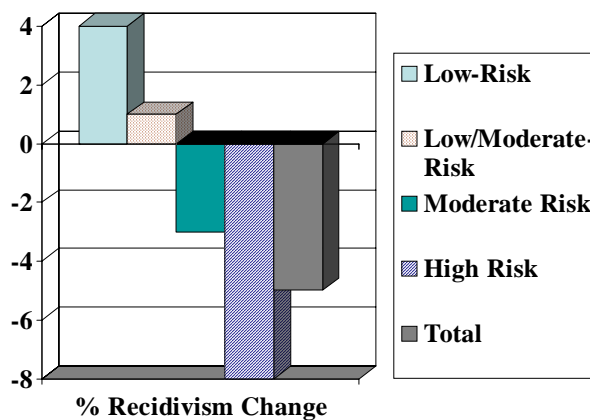


Source: Evidence-Based Adult Corrections Programs: What Works and What Does Not. January 2006. Summary of Program Economics found in *The Comparative Costs and Benefits of Programs to Reduce Crime, 2001*. Washington State Institute for Public Policy. Note: Recidivism is defined as the weighted average standardized mean recidivism difference between a treatment group and a comparison group using the arcsine transformation as described in Lipsey & Wilson (2000). [1] Net benefits are the estimates of the benefit to the taxpayer and crime victim from investing in this program model and resulting in fewer new arrests after factoring in the actual costs of program operation.



The profiles of male inmates within the San Mateo County Jail suggest that a portion of these persons pose little risk to public safety. Incarcerating a low-risk offender will expose them to higher degrees of deviancy and research studies indicate that this exposure actually increases their recidivism rate in the long run. Lowenkamp and Latessa (2004) found that recidivism increased when a low and moderate risk offender was placed in higher levels of control they needed. ³⁰

Figure 61
Lowenkamp & Latessa (2004)
Recidivism Rates for Ohio's
Community Corrections Programs
by Risk Category



Note: increase or decrease relative to comparison group (non-residential program)

In a 2002 evaluation of community based sanctions conducted by the Oregon Department of Corrections, community service work resulted in the highest reduction of future convictions than work release centers for medium to high risk offenders.³¹ The Court Work Program is no longer in operation in San Mateo County.

³⁰ Lowenkamp, C. and Latessa, E. 2004. *Understanding the Risk Principle: How and Why Correctional Interventions Can Harm Low-Risk Offenders*. In "Topic in Community Corrections". National Institute of Corrections. U.S. Department of Justice.

³¹ Oregon Department of Corrections (2002). *Evaluation of the Effectiveness of Community-based Sanctions in Reducing Recidivism*. Portland, OR.



Day Reporting Centers

Day Reporting Centers (DRC) has been implemented in other jurisdictions with much success for appropriate non-violent pretrial defendants and sentenced offenders who have suitable living environments. The first example is a DRC in operation in Cook County, IL (Chicago) for male pretrial detainee visited by the consultant. The program is a partnership between the Cook County Sheriff's Department and a private substance abuse treatment provider.

Pre-trial defendants are examined at booking using the following criteria for release:

- <Defendants Assessed with <\$150,000 Bond
- Non-violent Drug Charges (drug use and possession)
- <100 grams of Narcotics
- Probation Violators (20% TV/80% New Charges)

Pre-trial defendants are assessed by jail intake officers and by substance abuse professionals to determine eligibility. The Sheriff notifies the court of list of eligible defendants. Defendants are released from jail after 72 Hours and placed on electronic monitoring for the first 30 days. Each day (Monday-Friday) 460 defendants report at 8:00 a.m. to a separate building located adjacent to the jail for programming that involves:

- Education (High School/GED Preparation/Testing)
- Job Readiness/Job Retention Skills
- Life Skills
- Adult Literacy
- Parenting Skills
- Stress Management
- Drug Screening
- Relapse Prevention
- Substance Abuse Education
- Health Education
- Individual & Group Counseling
- Aftercare Counseling

The defendant stays involved until their case is disposed of, which is an average of 88 days for an out-of-custody case. The outcomes of this option have been impressive:

Cook County DRC Outcomes

- 1.0% FTA Rate vs. 30.0% on Bonds/34.0% on ROR
- 16.7% Re-arrest Rate
- 44.0% Receive Probation Sentence At Successful Discharge

The average cost is \$103.58 per day which includes the cost of the contract treatment.



Multnomah County, Oregon Day Reporting Center

[Edie Wooldridge](#)

Community Justice Manager

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The Day Reporting Center (DRC) is a highly structured, non residential intermediate sanction, services, and intervention program that provides sanctions to offenders who have violated the conditions of their Parole or Probation Supervision, and interventions to offenders prior to violation. DRC activities address public safety concerns and provide clear structure for offenders. The Center imposes strict accountability requirement by incorporating best practices, specific scheduling, and monitoring of daily activities.

January 2001, DRC expanded services delivery to include transition services to newly released offenders from Oregon State Institutions. These services are specifically focused on the transition and reintegration of offenders from incarceration to Community supervision.

On site Services:

- Assessment and case management
- Intensive case management
- Cognitive Restructuring
- Life skills
- Mental health services
- Employment services
- Pre-Treatment services
- Access to Alcohol and Drug evaluations and referrals
- Access to education through the [Donald H. Londer Center for Learning](#).
- Transition services
- Lifestyle change groups (GANG)
- Domestic violence survivor groups

Source:

<http://www.co.multnomah.or.us/dc/acjdreport.shtml>

RECIDIVISM OUTCOME: ARREST PRE- AND POST-DRC EXPERIENCE

Successful Completers

Arrest data were collected on all of the successful completers for one year prior to referral to DRC and one-year post exit from DRC. The measure of recidivism is new criminal activity (arrest for felony offenses) excluding technical violations.



Overall there was a decrease in arrest rates for those offenders in the successful completer's sample. During the year pre-referral, offenders in this group committed 114 felony offenses that resulted in arrest. During the year post-exit from DRC, this group committed 70 felony offenses that resulted in arrest. Further, there is a decrease in average number of arrests per offender from .66 to .40. The 39% decrease in arrests is statistically significant.

Unsuccessful Completers

Arrest data were collected on all of the unsuccessful completers for one year prior to referral to DRC and one-year post exit from DRC. The measure of recidivism is new criminal activity (arrest for felony offenses) excluding technical violations.

Overall there was an increase in arrest rates for those offenders in the unsuccessful completer's sample. During the year pre-referral, offenders in this group committed 152 felony offenses that resulted in arrest. During the year post-exit from DRC, the group committed 181 felony offenses that resulted in arrest. Despite the fact that arrest rates increased, the average number of arrests per offender decreased from 1.07 to .87. The 19% increase in arrests is not statistically significant.

Source: http://www.co.multnomah.or.us/dcj/asd_drc_evaluation052505.doc

Wayne County, MI Pre-Exam Program

The Wayne County, MI (Detroit) Prosecutor's Office has implemented a Pre-Exam Program that screens eligible cases by the Prosecutor's Office at the warrant stage, and if the case is unlikely to be incarcerated or is eligible for diversion, the case is referred to a judicial officer for an expedited plea offer. The defendant who accepts a plea is released from jail on a personal recognizance bond pending trial, plea and/or sentence. This program has reduced the time spent in jail by pretrial detainees by 21 days for a total 89,040 bed days saved during 2005-2006. It also reduces court case processing time for cases that are likely to receive a probation sentence and reduces the number of court appearances for victims, witnesses, police officers, defendants and attorneys.



IV.2 Examples of Alternatives to Jail in California Counties

The following table displays the various alternatives used in other jurisdictions in California that San Mateo County could explore for its non-violent jail populations. If San Mateo County developed greater options in addition to jail, it is expected that approximately 15%-20% of its jail population could be diverted to non-custodial programs thus mitigating the number of secure beds in the future.

Table 24
Marin County

Name of Program	Target Population	Description
Canal Community Alliance Monitored Own Recognizance (CCA/MOR)	<p>Legal Status: Pretrial</p> <p>Eligibility: Referred by the court. Non-referred felony or warrant arrest at time of arrest only</p> <p>Minimum Requirements Stability in the community. Poses minimal risk to community or self if released.</p> <p>Note: MOR and CCA/MOR are designed to release and monitor low-risk persons where demonstrated unreliability or tenuous community ties are issues. CCA/MOR serves the non-English speaking community.</p>	Interviews incarcerated persons, checks references, and recommends to court regarding OR release or bail status.
Electronic House Arrest Program / Parole Program	<p>Legal Status: Jail Inmate County Parole</p> <p>Eligibility:</p> <p>If an offender must serve a County Jail sentence, they may qualify for Electronic House Arrest or Parole to an alternative custodial facility.</p> <p>Following are the eligibility requirements for Electronic House Arrest: The person must be sentenced to 61 days or more unless excluded from or ineligible for AOWP He/she is not in custody in disciplinary segregation.</p>	Allows persons to satisfy jail sentences through home detention with electronic surveillance, or in residential treatment.



Name of Program	Target Population	Description
	<p>Parole has not been specifically denied by the Superior Court at the time of sentencing.</p> <p>Following are the eligibility requirements of Parole:</p> <p>Minimum jail sentence of 60 days.* Sentenced on all charges. Passing score on risk/suitability screen. Parole not prohibited by superior court at time of sentencing. Must reside in Marin, or adjacent area of contiguous county.* (*may be waived for meritorious cause)</p> <p>Minimum Requirements Meet all conditions imposed by county parole board. \$13 per diem fee for home detention.* Term: up to two years; typically for balance of jail sentence. Proof of payment of \$100 probation supervision fee, if so ordered by the court. (*may be reduced in case of demonstrated hardship)</p>	
Adult Offender Work Program	<p>Legal Status: Jail Inmate</p> <p>Eligibility Aggregate sentence of 60 days or less Court may declare defendant ineligible Probation may find defendant unsuitable. Ability to perform physical work locally at least one day per week (provisions will be made for physically handicapped participants) \$10.00 per diem fee.* (*may be reduced in case of demonstrated hardship)</p>	<p>If one must serve a County Jail sentence of 60 days or less, he/she may qualify for the Adult Offender Work Program (AOWP). This is a physical labor alternative to jail and requires strict adherence to rules. Applications are provided to all sentenced persons and fees are required in addition to any fines, restitution and court costs that may be ordered by the Court. One will be assigned to an agency and will be given a schedule of days to work (a minimum of one day per week).</p> <p>Allow selected persons to satisfy jail obligation by substituting assigned work for jail on a day-for-day basis.</p>

Sources: County of Marin Probation Department;
<http://www.marin.ca.gov/depts/PB/main/>



San Francisco County

Name of Program	Target Population	Description
Home Detention	Legal Status: Jail Inmate Eligibility: 1) Referrals by sentencing court in lieu of jail 2) Court order authorization for unsentenced offenders	Offenders are confined in their home except for pre-approved periods of employment, schooling, or counseling. Compliance with the curfew is verified by electronic equipment installed in the prisoner's home. A radio-signal anklet and a video monitor confirm the prisoner's presence in the home. DUI offenders have a breath alcohol tester installed in their home.
Sheriff's Work Alternative Program (SWAP) and Post Release Educational Program (PREP)	Legal Status: Jail Inmate Eligibility: 1) Referrals by sentencing court in lieu of jail (90 day sentence limit) 2) Jailed offenders last 60 days of sentence	Sheriff's Work Alternative Program (SWAP) and Post Release Educational Program (PREP) are located at 70 Oak Grove Street. Offenders are evaluated for educational and substance abuse counseling needs by Sheriff's Counselors. Offenders are assigned to a combination of PREP classes and SWAP work crews. Classes and counseling are conducted Monday through Friday, and work crews, primarily DPW street cleaning, are seven days a week. Offenders referred by the court in lieu of jail must participate a minimum of two days a week. Offenders transferred from jail, during the last 60 days of their sentence, must participate five days a week, Monday through Friday.
Residential County Parole	Legal Status: County Parolee Eligibility: Eligibility for this program is determined after a minimum 30 days participation in one of the following county jail programs: Sisters in Sober Treatment Empowered in Recovery (SISTERS), Roads to Recovery, Resolve to Stop the Violence Program (RSVP)	Inmates are placed in licensed residential substance abuse programs after in-jail program participation or upon referral by the court. Program placement is for six months. There currently is a \$50 registration fee, plus \$1 - \$30 per day (based on ability to pay).

Sources: San Francisco Superior Court; http://www.sfgov.org/site/courts_page.asp?id=3720
San Francisco Sheriff's Department; <http://www.sfsheriff.com/jailpgms.htm#RSVP>



Santa Clara County

Name of Program	Target Population	Description
Own Recognizance Release Program (ORP)	<p>Legal Status: Pretrial</p> <p>Eligibility: Defendants with significant community ties, who do not pose a threat of danger or risk of flight, may be granted pretrial release in exchange for their promise to appear in court.</p>	Defendants who are granted an Own Recognizance Release are required to make all scheduled court appearances and to not violate any laws.
Supervised Own Recognizance Release Program (SORP)	<p>Legal Status: Pretrial</p> <p>Eligibility: Defendants with significant community ties, who do not pose a threat of danger or risk of flight, may be granted pretrial release in exchange for their promise to appear in court.</p>	Defendants who are granted a Supervised Own Recognizance Release have been granted a release that is based upon the defendant's agreement to abide by specific conditions set by the Court. Examples of conditions that might be imposed are; drug treatment and drug testing; psychological counseling; "no contact" orders; domestic violence counseling; and frequent reporting to the Office of Pretrial Services.

Source: Santa Clara County; <http://www.sccgov.org/portal/site/pretrial/>



Contra Costa County

Name of Program	Target Population	Description
Work Alternative Program	Legal Status: Jail Inmate Eligibility: Not provided	A program whereby inmates provide labor in exchange for sentenced days.
Home Detention Program	Legal Status: Jail Inmate Eligibility: Not provided	Inmates wear electronic home detention ankle bracelets to monitor their daily whereabouts. This permits an inmate to be a productive member of society by maintaining employment and family responsibilities while serving time.
County Parole	Legal Status: Parolee Eligibility: Not provided	Inmates are granted parole specifications in lieu of incarceration, and may be remanded to county detention facilities for violations as determined by a parole hearing board.

Source: Contra Costa Sheriff's Department; http://www.cocosheriff.org/custody/custody_facilities



Sonoma County

Name of Program	Target Population	Description
Supervised Adult Crew (SAC)	Legal Status: Probationer Eligibility: Individuals who pose no discernible threat to the community	<p>The Sonoma County Board of Supervisors authorized the Supervised Adult Crew (SAC) Program in 1985, when capacity limits were imposed on the county's overcrowded jail. Since the program was authorized, there have been no serious law violations by the offenders while completing community projects. There are currently 10 SAC Mobile Units (90-100 offenders) working on Community Restitution Contracts with 15 government agencies that complete thousands of offender-days of community work each year.</p> <p>The Sonoma County Judiciary endorses the program by allowing low-risk offenders, while under Peace Officer supervision, to work off their jail time in the community while living at home. The Supervised Adult Crew Program allows low-risk adults, with a jail sentence of 90 days or less, to work on community projects in lieu of jail. One day's supervised work earns credit for one day served in jail.</p> <p>SAC crews complete development and maintenance projects for government and non-profit agencies. They develop parks, schoolrooms, park staff residences, libraries, beach and inland park trails, refurbish historic sites and maintain public buildings and grounds. They are supervised by Probation Peace Officer staff with construction/maintenance skills who are specially trained in group control.</p>
County Parole	Legal Status: County Parolee Eligibility: Individuals who pose no discernible threat to the community	Not provided
Supervised Electronic Confinement	Legal Status: Not given Eligibility: Individuals who pose no discernible threat to the community	Not provided
Supervised Own Recognizance	Legal Status: Not given Eligibility: Individuals who pose no discernible threat to the community	Not provided

Source: Sonoma County Probation Department; <http://www.sonoma-county.org/probation/adult.htm>



Solano County

Name of Program	Target Population	Description
Electronic Home Detention	Legal Status: Jail Inmate Eligibility: Low-risk offender	Offers low risk offenders the opportunity to work, attend court ordered rehabilitation programs and/or stay at home in lieu of going to jail. This allows participants to remain productive members of the community while continuing to financially support themselves and their families. This program generates revenue in the form of application fees, along with a savings in housing costs that are estimated at well over \$2,000,000.00 each year.
Out of Custody Work Release	Legal Status: Jail Inmate Eligibility: Low-Risk Offender	Allows low risk offenders, who have been recommended by the court, to serve their sentences through community service assignments. This program saw a salary savings of over \$76,000.00 for those participating local agencies and also generated \$23,000.00 for the Sheriff's Office in collected fees.

Source: Solano County Sheriff's Department;
<http://www.co.solano.ca.us/Profiles/Profile.asp?NavID=935>



Alameda County

Name of Program	Target Population	Description
Sheriff's Work Alternative Program (SWAP)	Legal Status: Jail Inmate Eligibility: The sentence may not be over 30 days. Must be referred by the sentencing court.	The Sheriff's Work Alternative Program is an alternative to confinement where participants perform eight to ten hours of work in-lieu of one day of confinement in jail. The programs intent is to provide the qualified, low risk offenders an alternative to paying large fines or incarceration.

Source: Alameda County Sheriff's Department; <http://www.alamedacountysheriff.org/DC/crc.htm>



Riverside County

Name of Program	Target Population	Description
Full-Time Work Release Program	<p>Legal Status: Jail Inmate</p> <p>Eligibility: Sentence to county jail time No pending court cases Physically fit to perform manual labor Must work 5 days a week at an assigned job site Must work 8 to 10 hours a day in lieu of 1-day jail time Permanent Residency Reliable transportation Pay a \$90 Administrative Fee (may be waived)</p>	The objective of the Full-Time Work Release Program is to offer an alternative to incarceration while at the same time reduce the overcrowding in the County Jail System.
Part-Time Work Release Program	<p>Legal Status: Jail Inmate</p> <p>Eligibility: Remanded by the court to serve sentence on weekends Must work a minimum of 2 days a week at an assigned job site Must work 8 to 10 hours a day in lieu of 1-day of sentence Must be physically fit to perform manual labor Must have reliable transportation</p>	The objective of the Part-Time Work Release Program (Weekenders) is to offer an alternative in lieu of jail time.
Full-Time Supervised Electronic Confinement Program	<p>Legal Status: Jail Inmate</p> <p>Eligible offenders:</p> <ul style="list-style-type: none">• Live in Riverside County or within a reasonable distance.• Have a working telephone with no added features on the line• Able to pay the daily fee• Agree to adhere to the rules, regulations, and requirements of the S.E.C.P. <p>Not eligible if:</p> <ul style="list-style-type: none">• Cannot cooperate due	<p>Purpose: Supervised Electronic Confinement Program (S.E.C.P.) offers a safe, cost effective, alternative for selected minimum security, low-risk, non violent offenders; subject to approval of the Riverside County Sheriff's Department.</p> <p>Advantages:</p> <ul style="list-style-type: none">• Participating offenders can:• Complete sentence faster• Keep current job• Attend school• Live at home• Receive own medical care• Meet child care responsibilities



Name of Program	Target Population	Description
	<ul style="list-style-type: none">to mental conditionsBehavior problems such as: excessive failure to appear violations, or have been previously terminated from SECP for non-compliance.Have violent charges	<ul style="list-style-type: none">Attend Counseling
Part-Time Supervised Electronic Confinement Program	<p>Legal Status: Jail Inmate</p> <p>Eligible offenders:</p> <ul style="list-style-type: none">Sentenced to "weekends" or work programsPre-trial, pre-sentenced with approval from the Court.Live in Riverside County or within a reasonable distance.Have a working telephone with no added features on the lineAble to spend a minimum of 12 hours in the house each dayAble to pay the daily feeAgree to adhere to the rules, regulations, and requirements of the S.E.C.P. <p>Not eligible if:</p> <ul style="list-style-type: none">Cannot cooperate due to mental conditionsHave behavior problems such as: excessive failure to appear violations, or have been previously terminated from SECP for non-compliance.	<p>Purpose: Supervised Electronic Confinement Program (S.E.C.P.) offers a safe, cost effective, alternative for selected minimum security, low-risk, non violent offenders; subject to approval of the Riverside County Sheriff's Department.</p> <p>Advantages:</p> <ul style="list-style-type: none">Participating offenders can:Complete sentence fasterKeep current jobAttend schoolLive at homeReceive own medical careMeet child care responsibilitiesAttend Counseling

Source: Riverside County Sheriff's Department;
<http://www.riversidesheriff.org/corrections/conopt/wrp/wrp-ft.htm>



Orange County

Name of Program	Target Population	Description
Sober Living by the Sea Treatment Centers Work Release Program	Legal Status: Not Provided Eligibility: Not Provided	The Work Release Program is a highly monitored program that allows the client the opportunity to work and participate in treatment while satisfying the requirements of the court. Clients live in a monitored therapeutic community. Day and evening groups are available as desired or needed. Also available are court progress reports, updates, letters of completion, and drug test results as required by courts and attorneys.
House Arrest and Electronic Monitoring	Legal Status: Jail Inmate Eligibility: Misdemeanor offense	<p>House arrest, also referred to as Home Confinement, is one of the many alternative sentencing options available to judges and prosecutors. Misdemeanor offenders who are sentenced to house arrest serve their time within the confines of their home rather than in jail.</p> <p>Home confinement is rarely ordered by a judge. In most cases it is up to the defendant and his or her attorney to make the formal request for the sentence to be served under house arrest. It is then up to the County Probation Department to make the final decision.</p>
Expedition House DUI/Drug and Alcohol Alternative Sentencing	Legal Status: Variable Eligibility: Specifics not provided	<p>Program offers clients assistance including pre-sentencing evaluation, court liaison, consultation to law firms, chemical dependency treatment, drug patches monitoring, alcohol bracelets monitoring and sober living.</p> <p>Pre-Sentencing Evaluation, Support and Follow-Up Pre-sentencing evaluation is often requested by attorneys and courts before legal action is taken.</p> <p>First, they complete a thorough assessment to determine the extent of the clients' difficulty with drugs or alcohol. All results are strictly confidential. Recommendations are made to professionals on a need-to-know basis. Information is released only on the client's signature. Attorneys and Courts find assessment and recommendation extremely helpful in guiding the courts decisions. Second, they can also assist by providing clients with a Court Liaison who will be present for court appearances, assist with bracelets and patches. They provide assessment and recommendation as required. Third, they provide chemical dependency services before or after sentencing. They complete follow-up with attorneys and courts as necessary.</p>

Sources: Sober Living by the Sea Treatment Centers;

<http://www.drugcourtalternatives.com/workrelease.php>

Expedition House; http://www.expeditionhouse.com/alternative_sentencing_dui.html



V. PROPOSED BEDSPACE PROJECTIONS AND SPACE PROGRAM RECOMENDATIONS



V.1 Proposed Bedspace Projections for Male Inmates

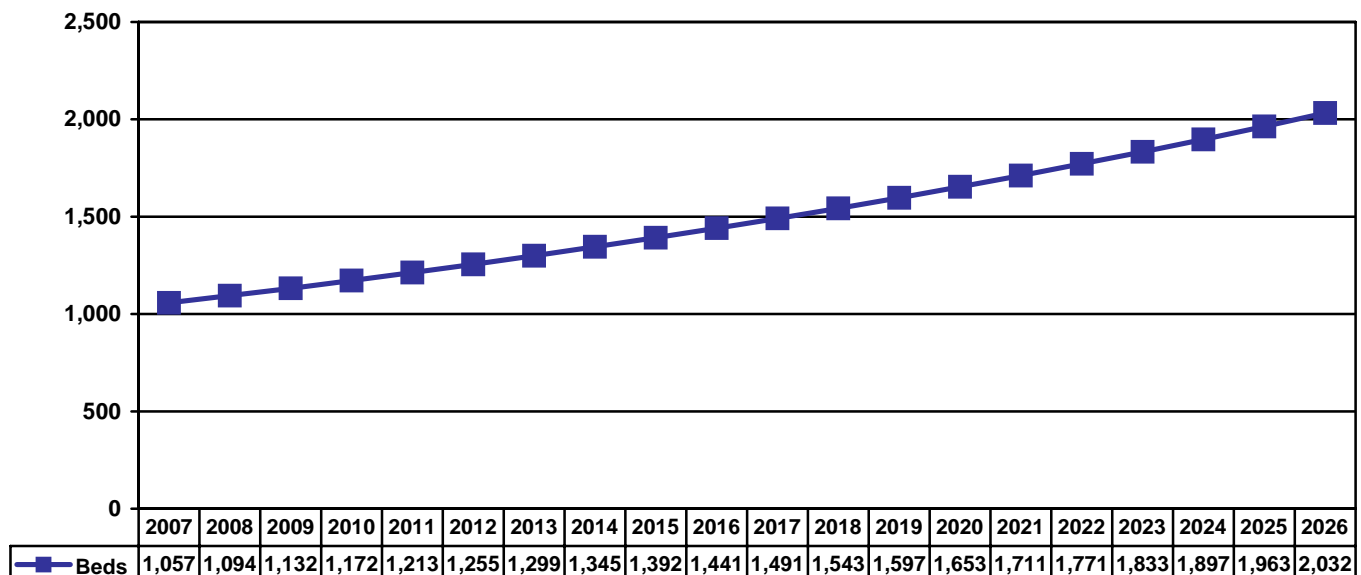
V.1.1 Baseline Bedspace Projections for Men's Jail

As a starting point, the project team projected the number of male beds that the County will need in the future if current practices continue. This assumes that there is no diversion of non-violent offenders and that no new policies or case expediting practices are put into place that would mitigate the number of admissions or the length of stay of inmates housed in the jail.

The following planning assumptions were used to project the baseline projections for male inmates through 2026.

- Male demographic rate expected to grow 10.6 percent through 2026.
- Male jail average daily population is projected to increase at a future growth rate of 3.0 percent per year based on the historical growth of ADP from 2000-2007 and an additional .5 percent annual increase based on the assumed growth of state inmates returning to San Mateo County.
- No new alternatives to jail or new case expediting strategies are assumed in this baseline projection.
- Males are projected to maintain an average length of stay of 22.4 days.
- Projections factor in a 12 percent peaking factor for population fluctuations and for the housing of special need inmates.

Figure 62
San Mateo County, CA
Proposed Men's Jail Bedspace Forecast: 2007-2026



Source: Huskey & Associates/DMJM



V.1.2 Jail Beds by Type

The consultant team recommends modifying the classification framework for the male population based on the findings of the Inmate Profile. We propose that more inmates be classified as eligible for a Type IV Minimum Security Facility to permit a portion of these inmates to be released daily for work. This recommendation would restore and expand the stand-alone Work Furlough facility that the Sheriff's Office operated several years ago. The previous Work Furlough facility had a capacity of 140 beds. The consultant team recommends this new capacity should be 541.

According to the Inmate Profile, 60 percent of the inmates had a job at the time of admission and many reported that they would be employed upon release. The consultant team believes it is in the best interests of the family, children and the community's best interest if these men could continue to work while being held accountable for their unlawful behavior.

The following breakdown by the type of beds by Type II, III and IV is proposed for the Sheriff and key stakeholder's consideration and discussion. The consultant used 53 percent of the inmates are pretrial and 47 percent are sentenced based on current findings. If the portion of pretrial and sentenced inmates changes in the future, the number of inmates by facility type will change.

Table 25
Jail Beds for Male Inmates by Proposed Type of Facility
2018
1,543 beds

Security Classification	Percent/Number of Beds by Pretrial Status	Percent/Number of Beds by Sentenced Status	Total
Type IV Facility (Minimum)	53% (287)	47% (254)	541
Type II Facility (Pretrial Housing)	53% (531)		531
Type III (Sentenced Housing)		47% (471)	471
Total	53% (818)	47% (725)	1,543

Source: Huskey & Associates/DMJM

Notes: Title 24, Part 2, Division VIII defines "Type IV Facility as a local detention facility or portion thereof designated for the housing of inmates eligible, under Penal Code Section 1208, for work/education furlough and/or other programs involving inmate access into the community."

Type II facility is defined as "a local detention facility used for the detention of persons pending arraignment, after arraignment, during trial and upon a sentence of commitment and Title III facility is used for the detention of convicted and sentenced persons."



The planning assumptions for the distribution of these beds are the following:

- Title IV Facility: Assumed that 35 percent of 1,543 (541 beds) are assessed as Work Furlough and Minimum Custody (Inmate Workers) beds based on the findings from the Inmate Profile. This recommendation results in an increase of 14 percent from the current 21.0 percent classified as minimum security. The two populations are recommended to be separated so that the Work Furlough population is completely separate from the in-custody population.
- Title II Facility: Assumed that 53 percent of the remaining 1,002 beds (531) would be pretrial based on current practice.
- Title III Facility: Assumed that 47 percent of the remaining 1,002 beds (471) would be sentenced based on current practice.

The following table presents the consultant's preliminary recommendation for modifications in the classification system based on the findings from the Inmate Profile. A further analysis of the incidents of inmates within the jail should be conducted to determine a final classification breakdown.

Table 26
Jail Beds for Male Inmates by Proposed Custody Level
2018
1,543 beds

Security Classification	Percent/Number of Beds
Minimum (Work Furlough)	35.0% (541 beds)
Medium	50.0% (772 beds)
Maximum	15.0% (230 beds)
Total	(1,543 beds)

Source: Huskey & Associates/DMJM



Title 24 requires a breakdown of special purpose cells such as intake and reception holding cells, detoxification "sobering cells", "medical isolation" and "safety cells" for the temporary observation of unstable inmates with psychiatric disorders. These special purpose cells are proposed as temporary holding (outside of the count) because an inmate will only be held in these cells temporarily until they are stable and then returned to their regular housing after they become stable. While an inmate is in this temporary status, their cell is not occupied so that there will be sufficient space to house him when he returns to the housing unit.

Table 27
2018 Proposed Number of Sobering/Safety Cells and Medical Isolation Cells
In the Future San Mateo County Jail

Type of Beds	Number Current Male/Female	Number Male/Female Need Now	Number Proposed Male/Female (2026)
Out of Count Cells*			
Reception Cells	1 open holding room for 10 men 3 single occupancy cells	1 open holding room for 15 women 2 single occupancy cells	2 open holding rooms 5 single occupancy cells
Sobering Cells	2 total (single occupancy)	6 total (single occupancy)	6 total
Safety Cells	2 total (single occupancy)	4 total (single occupancy)	4 total
Medical Isolation (w/NAP/PAP)	4 total	8 total	8 total

Source: Huskey & Associates/DMJM. San Mateo County Correctional Health Services. Note: NAP is negative air pressure and PAP is positive air pressure.

SMC Jail currently uses open holding room for a portion of their intake population and the consultant team supports this practice in the future.



The following table presents the number of mental health and substance abuse treatment beds recommended in the new facility.

Table 28
2018 Proposed Number of Mental Health and Substance Abuse Treatment Beds
In the Future San Mateo County Jail

In-custody Special Need Beds in Type II and Type III Facility	Number Current Male/Female	Number Male/Female Need Now	Number Proposed Male/Female (2026)
Serious Mentally Ill Beds Sheltered Living	33 male/12 female	48 male/18 female	96 male/36 females
Combined Sheltered Living	30 total	96 male/20 female	144 male/40 female
CHOICES	192 male/24 female	192 male/40 female	322 males/60 females
Total	255 male/36	336 male/78 female	562 male/136 female

Source: Huskey & Associates/DMJM, San Mateo County Correctional Health Services. Note:
Proposed CHOICES beds for male are based on the ratio of male/female beds now to ADP and
projected of the proposed number of beds.



V.2 Planning Assumptions to Mitigate the Number of Jail Beds in the Future

The Sheriff can reduce the jail population directly through the implementation of certain strategies.

Strategies for the Sheriff Department

1. Reduce the sentenced males by 250 and the sentenced women by 45 so that the jail can operate within their safe operating capacity.
2. Establish a formalized process to identify inmates on a monthly basis who are eligible for County Parole (PC 3074) and for Early Release of up to eight days (PC 4018.6, PC 4019, PC 4024.1) consistent with Section 11.03 of Department's Classification Policy, and make a request to the Presiding Judge for a 30-day authorization to release sentenced inmates up to a maximum of 5 days when the inmate count exceeds the bed capacity of the jail. Inmates near their normal release date should be given accelerated release priority.
3. Invest in 2 Assessment Specialists to work with jail classification to assess inmates for mental illness and substance abuse disorders to identify eligible inmates who could be placed in treatment programs in the community.
4. Expand the use of the Jail Reentry program to reduce the length of stay of eligible inmates by establishing a contract with local substance abuse agencies and housing providers to provide structured reentry housing for inmates upon release.
5. Implement release of pretrial inmates to electronic monitoring and support services who have profiles that indicate they would likely be eligible for diversion or receive a probation sentence at sentencing.
6. Conduct a validated substance abuse assessment on all inmates who apply for CHOICES to determine which inmates need CHOICES and which type of community-based treatment will be required after their release (Standard Outpatient, Intensive Outpatient, or Residential Treatment). Develop a Substance Abuse Transitional Facility for inmates who require continued structure after release from the in-custody CHOICES Program based on their assessed risk to reoffend and their needs.
7. Target inmates for CHOICES who will be released to San Mateo County rather than taking up a bed for a state inmate waiting to be transferred to the State Department of Corrections and Rehabilitation.
8. Monitor the use of Release without Charge (PC 849b) for public inebriates to ensure that these individuals are released within 8 hours.
9. Establish a formal warrant-hold clearance program to expedite the processing of warrants and to reduce the persons confined on warrants such as assigning jail staff to expedite warrant resolutions.
10. Establish a Sheriff's Work Furlough Program that emphasizes job readiness/job retention skills, career education, substance abuse education and treatment and cognitive behavioral programming in partnership with the Opportunities Industrial Center West, Delancey Street, Adult Probation, Correctional Health Services and other providers who are qualified to provide education and substance abuse treatment. Prepare an application for Community Reentry Center from the State Department of Corrections and Rehabilitation to serve parolees, probation violators and work furlough inmates.



11. Expand the use of the Jail Reentry program to reduce the length of stay of eligible inmates by establishing a contract with the Shelter Network's Homeless Shelter and local substance abuse agencies to provide structured reentry housing for inmates upon release.

Systemic Strategies for Criminal Justice System Stakeholders

Meetings are anticipated with the Superior Court, County officials and the Jail Crowding Task Force to discuss planning assumptions that could be modeled to mitigate the number of beds. The following planning assumptions are recommended for consideration by other stakeholders in the criminal justice system:

1. 8 percent reduction in overall probation violator admissions from 38% to 30% due to fully implementing evidence-based practices and expanding the Bridges program for probation violators who would otherwise be confined.
2. 10 percent increase in the use of pre-trial release (OR and/or pretrial supervision) by establishing a Day Reporting Treatment Center.
3. 33 percent reduction in the estimated length of stay for probation violators in custody waiting for their probation violator hearings.
4. Establish a formal Mental Health Diversion Program (PC 4011.6) for minor offense defendants whose unlawful behavior is largely driven by their mental illness and whose case is likely to be dismissed or to be placed on informal probation.
5. Work with law enforcement to determine a new jail admissions protocol to reduce the number of misdemeanants booked in the jail and to prohibit persons booked on a bond of less than \$10,000. Increase the use of Field Citations consistent with PC 853.6.
6. Establish a formal community work program in lieu of jail operated by the Probation Department or by a non-profit community based agency.



VI. PROPOSED SPACE PROGRAM RECOMENDATIONS



VI. Proposed Space Concept

The project team recommends the establishment of a *Justice Complex* that provides a variety of jail facilities and reentry services on one single site. The following concepts are recommended for this site:

Assessment Center

Each inmate will be booked in the Assessment Center, held in reception holding and transported to a 72-hour holding center until the results of their medical tests are completed and until they are assessed for jail release programs. Every inmate should be evaluated using objective, validated screening instruments for mental health (e.g. Brief Mental Health Survey) and for substance abuse (Texas Christian University Substance Abuse Screening Instrument) to determine which inmates have flags for mental health and substance abuse issues. Reentry goals should be established at intake and finalized again prior to release.

72-Hour Holding Capacity

It is recommended that 72-hour holding capacity be established adjacent to the Assessment Center to house sobering cells, mental health safety cells, nurse's exam rooms, Jail Citation, Probation Department's Pretrial Investigation and Release Unit and Electronic Monitoring screening staff. These newly admitted persons will be congregated in this capacity until they are assessed for special holding, jail release programming and until the results of their tuberculosis tests are definite prior to being placed in general population. Since the majority of inmates are released within 72 hours, this capacity is important to reduce the number of inmates placed in general or special population housing. Additionally, by holding potentially infected inmates in this temporary quarantined area, the potential for infecting other inmates and staff is minimized.

Secure Capacity

A total of 1,002 beds are anticipated in the secure portion of the new male's jail (excludes Work Furlough). Within this secure capacity, the following "sheltered living" beds are recommended:

- 96 beds for mentally ill sheltered living
 - 144 beds for combined sheltered living
 - 322 beds for CHOICES
- Total: 562 (represents 56.1 percent of all secure beds)



Work Furlough

A total of 541 beds are recommended for the Justice Complex. The Work Furlough portion of the complex will permit inmates to be released daily to work in the community and to return in the evening to sleep at the jail.

Sheriff's Alternative Sentencing Bureau

The Justice Complex should provide capacity for the following programs for inmates under the responsibility of the Sheriff and to be operated from the complex:

- Sheriff's Work Program In Lieu of Jail for sentenced inmates
- Sheriff's CHOICES Reentry Program (size to be determined in facility planning)
- Sheriff's Electronic Monitoring Program for pretrial and sentenced inmates
- Sheriff's Day Reporting Center for pretrial and sentenced inmates (capacity to be determined in facility planning)

After the discussions with the Sheriff's Office, Superior Court and the Jail Crowding Task Force, the consultant team will project the capacity of these options within the Justice Complex.

The Alternative Sentencing Bureau should coordinate the following out of custody programs for inmates under the responsibility of the Sheriff:

- County parole requests and implementation
- Accelerated release requests and implementation
- Jail Citation
- Warrants-Hold Clearance Program

Proposed Bridges Reentry Program Operated by Probation Department in Partnership with Sheriff's Office

The Justice Complex should plan for space for the expansion of the Adult Probation's Bridges Program. There are more inmates who could use this program thus reducing their length of stay in the jail. The capacity of the Bridges Reentry Program will be determined after further discussions are held with Adult Probation and the Superior Court.



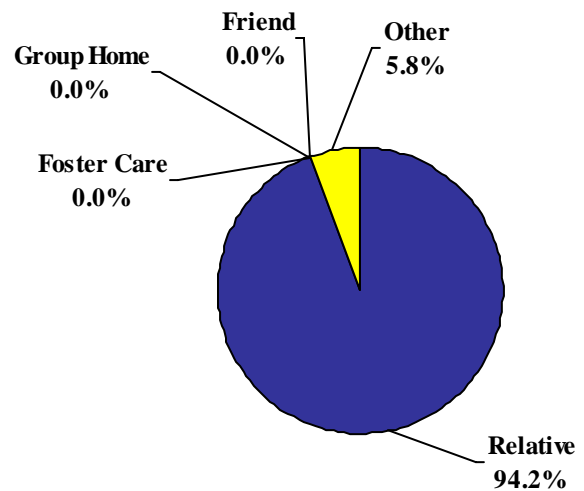
VII. APPENDIX



Detailed Characteristics of Inmate Profile Analysis

Caretakers of Male Inmate's Children

Figure 63
San Mateo County, CA
Jail Male Inmate Population Study
Children are Living with While in Jail
N=52

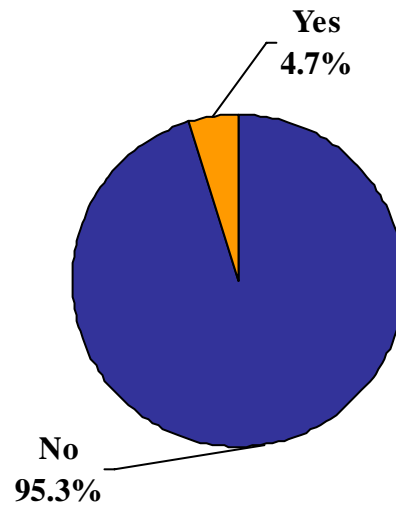


Source: Male Inmate Profile Analysis; Data self-reported
Note: "Not Applicable" = 76



Proposition 36 Involvement

Figure 64
San Mateo County, CA
Jail Male Inmate Population Study
On Proposition 36 at Time of Current Admission
N= 128



Source: Male Inmate Profile Analysis



PC1000 Diversion Involvement

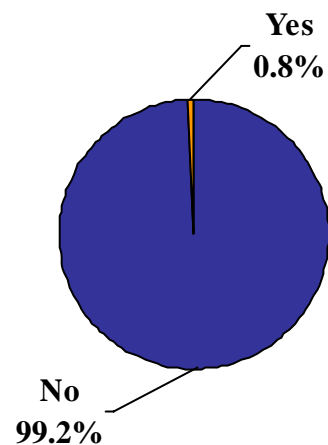
Table 28
San Mateo County, CA
Jail Male Inmate Population Study
On PC1000 Diversion at Time of Current Admission
N= 128

Variable	Frequency	Percent
No	128	100%
Yes	0	0%

Source: Male Inmate Profile Analysis

III.2.4.5 Deferred Entry of Judgment Involvement

Figure 65
San Mateo County, CA
Jail Male Inmate Population Study
On Deferred Entry of Judgment at Time of Current Admission
N= 128

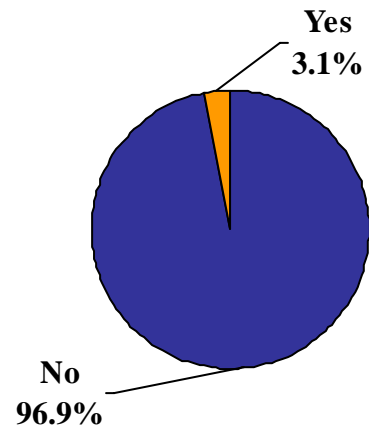


Source: Male Inmate Profile Analysis



Drug Court Involvement

Figure 66
San Mateo County, CA
Jail Male Inmate Population Study
In Drug Court at Time of Current Admission
N= 128

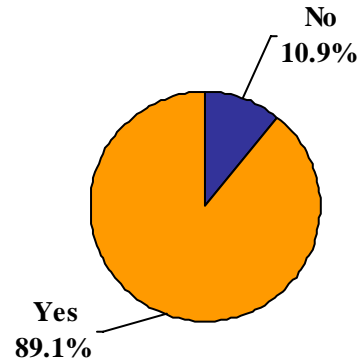


Source: Male Inmate Profile Analysis



Reunited After Release

Figure 67
San Mateo County, CA
Jail Male Inmate Population Study
Expect to be Reunited with Children upon Release
N=55

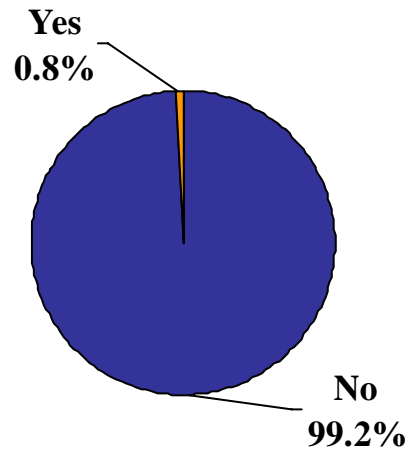


Source: Male Inmate Profile Analysis; Data self-reported
Note: "Not applicable" = 72; "Don't Know" = 1



Bridges Involvement

Figure 68
San Mateo County, CA
Jail Male Inmate Population Study
In the Bridges Program at Time of Current Admission
N= 128



Source: Male Inmate Profile Analysis



Court Work Program

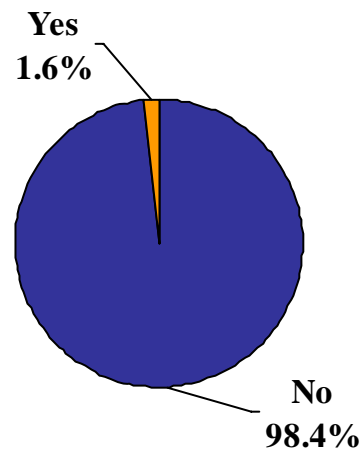
Table 29
San Mateo County, CA
Jail Male Inmate Population Study
In the Court Work Program at Time of Current Admission
N= 128

Variable	Frequency	Percent
No	128	100%
Yes	0	0%

Source: Male Inmate Profile Analysis

DUI Court

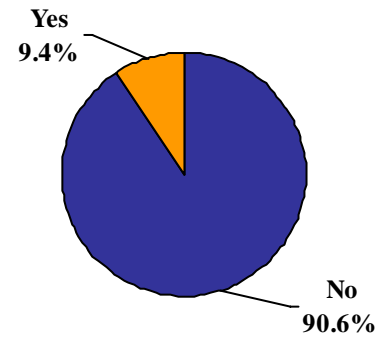
Figure 69
San Mateo County, CA
Jail Male Inmate Population Study
In DUI Court at Time of Current Admission
N= 128





Receiving Government Assistance

Figure 70
San Mateo County, CA
Jail Male Inmate Population Study
Prior to Incarceration Person
Received Government Assistance
N= 128



Source: Male Inmate Profile Analysis; Data self-reported



Vocational Education Interest

Table 30
San Mateo County, CA
Jail Male Inmate Population Study
Vocational Skills Interested in Learning
N= 97

Vocational Skills Interested in Learning	Frequency	Percentage
Computers	19	19.6%
Construction	16	16.5%
Auto Mechanics	12	12.4%
Counselor	9	9.3%
Plumbing	8	8.2%
Truck Driver	6	6.2%
Job Training	6	6.2%
GED	5	5.2%
Steel Worker	4	4.1%
Literacy	4	4.1%
Culinary Training	3	3.1%
Landscaping	2	2.1%
Chiropractic	1	1.0%
Barber	1	1.0%
Firefighter	1	1.0%
TOTAL	97	100.00%

Source: Male Inmate Profile Analysis



SMCSO ID _____

**PROFILE OF MEN CONFINED IN THE
SAN MATEO COUNTY, CA JAIL**

**NOTE: DO NOT RECORD INFORMATION ON INS HOLDS, OUT OF STATE
RESIDENTS, INMATES WAITING TO BE TRANSFERRED TO CDCR OR TO
THE FEDERAL BUREAU OF PRISONS.**

Date of Recording: _____

ANSWER EACH QUESTION, UNLESS OTHERWISE NOTED.

1. Status (CHECK ONE)

- _____ Pre-trial
- _____ Sentenced

2. Date of Birth: Mo _____ Date _____ Year _____; Current Age: _____

3. Are you a resident of San Mateo County? (Self-Report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

4. Race/Ethnicity (CHECK ONE)

- a. White (not Hispanic) _____
- b. African-American (not Hispanic) _____
- c. Hispanic _____
- d. Asian _____
- e. Native American _____
- f. Mixed race/ethnicity _____
- g. Refused _____



5. READ: Tell me where you have been living and how long have you lived there before your admission to jail?

Length of Current Residence at time of Admission to Jail (Self-Report; CHECK ONE)

- a. No local fixed verified address/considered homeless (including homeless shelter) _____
 - b. Lived at same address less than 6 months prior to booking (including shared housing/halfway house/treatment center) _____
 - c. Lived at same address >6 months prior to booking including halfway house/treatment center _____
 - d. Don't know _____
 - e. Refused to answer _____
6. How would you describe your CURRENT marital status (Including common law)? (Self-Report; CHECK ONE)
- a. Married _____
 - b. Single _____
 - c. Divorced _____
 - d. Widowed _____
 - e. Don't know _____
 - f. Refused to answer _____
7. READ: Tell me where you will be living after you are released from jail.....

Has Suitable Housing When Released From Jail (Exclude homeless shelter) (Self-report; CHECK ONE)

- a. No _____
 - b. Yes _____
 - c. Don't Know _____
 - d. Refused to answer _____
8. READ: Tell me whether you can expect support (financial or emotional) from your family after you are released from jail.

Has Family Support System When Released From Jail (Self-report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____



9. Are you responsible for children under Age 18? (Self-report: CHECK ONE)

- a. I have no children _____
- b. I have 1 child who lives with me _____
- c. I have 2 children who live with me _____
- d. I have 3 children who live with me _____
- e. I have 4 or more children who live with me _____
- f. I am financially responsible but no child lives with me _____
- g. Don't know _____
- h. Refused to answer _____

10. Who are your children living with while you are in jail? (Self-Report: CHECK ONE)

- a. Relative _____
- b. Foster Care _____
- c. Group Home _____
- d. Friend _____
- e. Other _____
- f. Not Applicable/not responsible for children under 18 _____

11. Do you expect to be reunited with your children upon release? (Self-Report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____
- e. Not Applicable _____

12. Were you lawfully employed at time of admission? (Self-report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

13. Prior to incarceration did you receive Government Assistance (Self-report: CHECK ONE)(NOTE: DO NOT COUNT Unemployment Insurance)

- a. No _____
- b. Yes _____
- c. Don't know _____



d. Refused to answer

14. Were you Enrolled in School At Time of Admission? (Self-report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

15. What was the LAST grade you completed (at time of admission)? (Self-report; CHECK THE HIGHEST GRADE COMPLETED)

a. <6th grade

b. >6-9th

c. >9-11th grade

d. _____ Completed 9th (Mexico) Grade but do not have a H.S. Diploma

e. _____ Completed 12th Grade (US)/ but do not have a High School Diploma....

f. _____ Has a High School Diploma/Certificate

g. _____ Has a GED

h. _____ Has Post-secondary

i. _____ Has a Bachelors Degree

j. _____ Has Advanced Degree

k. _____ Don't know

l. Refused to answer

16. What vocational skill(s) are you interested in learning? (Self-Report: LIST ALL)

17. When released from jail, do you expect to be lawfully employed? (Self-report; CHECK ONE)



- a. No
- b. _____
Yes
- c. _____
Don't know
- d. _____
Refused to answer

18. READ: Tell me a little bit about how often you drink alcohol and how much you typically drink.

Alcohol use (Self-report; CHECK ONE)

- a. Do not use alcohol _____
- b. Drink socially (on weekend or special occasions) _____
- c. Moderate alcohol use (drinks 4 beers daily) _____
- d. Heavy alcohol use (drinks a 12-pack/4 40oz daily) _____
- e. Don't know _____
- f. Refused to answer _____

19. READ: Has drinking alcohol ever caused problems for you within your family, at your work, socially, economically, or legally?

Alcohol related problems (Self-report; CHECK ONE)

- a. No _____
- b. Don't know _____
- c. Refused to answer _____
- d. Yes _____

► If yes, describe (LIST ALL):

20. READ: Tell me a little bit about how often you use drugs and how much you typically use

Drug use (Self-report; CHECK ONE)

- a. Do not use any drugs _____
- b. Use occasionally (every once in a while/special occasions) _____
- c. Frequently uses (on weekends or several times a month) _____
- d. Regularly uses (daily or several times a week) _____
- e. Don't know _____
- f. Refused to answer _____

21. READ: Tell me which drugs you typically use.



Drugs of choice (Self-Report; LIST ALL)

22. READ: Has using drugs ever caused problems for you within your family, at work, socially, economically, or legally?

Drug related problems (Self-Report; CHECK ONE)

- a. No

 - b. Don't know

 - c. Refused to answer

 - d. Yes

- ▶ If yes, describe (LIST ALL):

23. At the time of your arrest, were you involved in substance abuse (alcohol or drug) treatment? (Self-report; CHECK ALL THAT APPLY)

- a. No

- b. Was in out-patient treatment

- c. Was in a community-based residential treatment

- d. Was in hospital-based residential treatment

- e. Don't know

- f. Refused to answer

24. Have you previously been involved in substance abuse (alcohol or drug) treatment (Self-report; CHECK ALL THAT APPLY)

- a. No

- b. Prior out-patient treatment

- c. Prior community based residential treatment

- d. Prior hospital based residential treatment

- e. Don't know

- f. Refused to answer



Date of Recording: _____

CRIMINAL RECORD

Booking Number: _____

Unique Identifier: _____

From the Criminal Record, record the following data:

25. Was on some type of Pre-trial Release at Time of Current Booking to Jail (Record)

- a. Jail Citation _____
- b. Field Citation _____
- c. Unsupervised OR _____
- d. Supervised OR _____
- e. Bond _____
- f. Not Available _____
- g. Not Applicable _____

26. Warrants/Holds Pending from Other Jurisdictions (Include INS Holds) (Record)

- a. No _____
- b. Yes _____
- c. Not Available _____

27. Current Bond Amount Ordered: _____ (Record)

28. Most Serious California Offense for the Current Charge (in San Mateo County) (Record)

- a. _____
- b. Not Available _____

29. Was on Proposition 36 at the Time of This Admission (Record)

- a. No _____
- b. Yes _____
- c. Not Available _____

30. Was on PC1000 Diversion at the Time of This Admission (Record)

- a. No _____
- b. Yes _____
- c. Not Available _____



31. Was on Deferred Entry of Judgment at the Time of This Admission (Record)
- a. No _____
b. Yes _____
c. Not Available _____
32. Was on Probation at the Time of This Admission and was Violated by Probation Officer (Record)
- a. No _____
b. Yes _____
c. Not Available _____
33. Was in Drug Court at the Time of This Admission (Record)
- a. No _____
b. Yes _____
c. Not Available _____
34. Was in Domestic Violence Court at the Time of This Admission (Record)
- a. No _____
b. Yes _____
c. Not Available _____
35. Was in DUI Court at the Time of This Admission (Record)
- a. No _____
b. Yes _____
c. Not Available _____
36. Was in the Bridges Program at the Time of This Admission (Record)
- a. No _____
b. Yes _____
c. Not Available _____
37. Was in the Court Work Program at the Time of This Admission (Record)
- a. No _____
b. Yes _____
c. Not Available _____



38. Most Serious California Offense for the Current Charge (in San Mateo County)
(Record)

- a. _____
b. Not Available _____

39. Number of Prior Misdemeanor Convictions per Inmate: (Record)

40. Number of Prior Felony Convictions per Inmate: (Record)

- a. Violent _____
b. Non-Violent _____

41. Number of Prior Bookings to Jail In the . Last Three Years Per Inmate: (not
including the current conviction): (Record) _____

42. Number of Prior Failures to Appear In the Last Three Years Per Inmate: (not
including the current conviction): (Record) _____



MEDICAL RECORD

Date of Recording: _____

Booking Number: _____

Unique Identifier: _____

43. Health Status (May choose more than 1 answer per person)

- a. May require medical housing

- b. May need short-term medical observation
(e.g. detox, negative air pressure cell)

- c. May need short-term mental health observation (e.g. safe cell)

- d. May not require special medical housing

- e. Not Available

44. Evidence of Hallucinations and Delusions to Cause Harm to Self and Others and May Require Inpatient Mental Health Treatment

- a. No

- b. Yes

- c. Not Available

45. DSM-IV Diagnosis-

- a. Number DSM-IV Diagnosis

Please specify the number and type of diagnoses, including substance disorder per person)

- b. No Diagnosis

- c. Not Available



46. Currently on/or Subscribed Psychotropic Medication

- a. No
- b. Yes
- c. Don't know
- d. Refused to answer

47. Evidence of Victim of Spousal Abuse by a Family Member

- a. No
- b. Yes
- c. Don't know
- d. Refused to answer

48. Evidence of History of Physical and/or Sexual Abuse and Trauma

- a. No
- b. Yes
- c. Don't know
- d. Refused to answer

49. At the time of your arrest, were you involved in mental health treatment? (Self-report; CHECK ALL THAT APPLY)

- a. No
- b. Was in out-patient treatment
- c. Was in a community-based residential treatment
- d. Was in hospital-based residential treatment
- e. Don't know
- f. Refused to answer

50. Previous Mental Health Treatment in the Past 5 Years (including current)

- a. None
- b. Prior Out Patient Treatment



c. Prior Community based Residential Treatment

d.
Prior Hospital-based Residential Treatment

e. Don't know

f. Refused to answer

g. Not Available



INFORMED CONSENT FORM FOR RESEARCH STUDY

You are invited to take part in a research study. This consent form provides information about our research. If you agree to be part of this study, you will be asked to sign a consent form. The consent form indicates that you agree to be interviewed.

Your decision to take part in this study is voluntary. You are free to decide whether or not you want to participate. There are no penalties for not participating and this will not affect your case.

A team of researchers are conducting a survey of the characteristics of the men and women housed in the San Mateo County Jail. These individuals are independent researchers and neither of them are employees of the Sheriff's Office or any other San Mateo County Agency.

The survey is designed to identify the program needs of the jail population. It will take about 15 minutes to complete the survey. The questions we will ask will focus on services an individual will need to prepare for successful release from jail. Any changes coming from our study may not happen quickly, meaning that they may not affect your current situation. But, your input is very important to the way these policies are developed in the future.

These interviews are confidential, meaning that whatever information you share with us during the interview will be kept private. Your name will not be on the questionnaire when submitted to the researchers to protect your privacy. And, when we report the findings of our research, we will not use your name or other information that could specifically identify you. Your responses to the survey will be sent immediately to the researchers. No copies of the questionnaires will be kept by the Sheriff's Office. All surveys will be destroyed after the project is completed.

By signing this consent form, you are agreeing that you have read/understand fully this consent form, the study has been explained to you, your questions have been answered, and you agree to take part in this study.

Participant (print name)
Date

Signature

Interviewer (print name)
Date

Signature



Table 31
Occupations with the Most Job Openings*
2002-2012
San Francisco Metropolitan Statistical Area
(Marin, San Francisco, and San Mateo Counties)

SOC Code	Occupational Title	Job Openings [1]	Median Hourly Wage [2]	Education and Training Levels [4]
41-2031	Retail Salespersons	13,390	\$10.95	30-DAY OJT (11)
41-2011	Cashiers	12,280	\$10.30	30-DAY OJT (11)
35-3031	Waiters and Waitresses	11,060	\$8.49	30-DAY OJT (11)
35-3021	Combined Food Preparation and Serving Workers, Including Fast Food	6,880	\$8.60	30-DAY OJT (11)
35-3022	Counter Attendants, Cafeteria, Food Concession, and Coffee Shop	6,860	\$9.39	30-DAY OJT (11)
43-9061	Office Clerks, General	4,950	\$13.42	30-DAY OJT (11)
33-9032	Security Guards	3,980	\$11.99	30-DAY OJT (11)
35-2021	Food Preparation Workers	3,840	\$8.99	30-DAY OJT (11)
43-6011	Executive Secretaries and Administrative Assistants	3,790	\$22.03	1-12 MO OJT (10)
37-2011	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	3,770	\$11.56	30-DAY OJT (11)
53-7062	Laborers and Freight, Stock, and Material Movers, Hand	3,570	\$11.56	30-DAY OJT (11)
43-4051	Customer Service Representatives	3,160	\$17.11	1-12 MO OJT (10)
43-5081	Stock Clerks and Order Fillers	3,030	\$11.79	30-DAY OJT (11)
43-3031	Bookkeeping, Accounting, and Auditing Clerks	2,960	\$19.07	1-12 MO OJT (10)
43-4171	Receptionists and Information Clerks	2,940	\$14.49	30-DAY OJT (11)
35-2014	Cooks, Restaurant	2,600	\$11.95	12-MO OJT (9)
43-1011	First-Line Supervisors/Managers of Office and Administrative Support Workers	2,600	\$24.41	WORK EXPER (8)
41-4012	Sales Representatives, Wholesale and Manufacturing, Except Technical and Scientific Products	2,500	\$24.38	1-12 MO OJT (10)
37-2012	Maids and Housekeeping Cleaners	2,490	\$12.06	30-DAY OJT (11)
41-1011	First-Line Supervisors/Managers of Retail Sales Workers	2,290	\$18.31	WORK EXPER (8)
35-9011	Dining Room and Cafeteria Attendants and Bartender Helpers	2,190	\$8.19	30-DAY OJT (11)
35-1012	First-Line Supervisors/Managers of Food Preparation and Serving Workers	1,990	\$15.06	WORK EXPER (8)
47-2031	Carpenters	1,990	\$26.61	12-MO OJT (9)
49-9042	Maintenance and Repair Workers, General	1,920	\$18.19	12-MO OJT (9)
35-9021	Dishwashers	1,900	\$8.44	30-DAY OJT (11)



SOC Code	Occupational Title	Job Openings [1]	Median Hourly Wage [2]	Education and Training Levels [4]
43-6014	Secretaries, Except Legal, Medical, and Executive	1,890	\$18.17	1-12 MO OJT (10)
43-3071	Tellers	1,880	N/A	30-DAY OJT (11)
35-3011	Bartenders	1,870	\$8.87	30-DAY OJT (11)
37-3011	Landscaping and Groundskeeping Workers	1,860	\$13.74	30-DAY OJT (11)
41-2021	Counter and Rental Clerks	1,830	\$10.07	30-DAY OJT (11)
25-9041	Teacher Assistants	1,360	[3]	30-DAY OJT (11)
35-2015	Cooks, Short Order	1,350	\$9.67	30-DAY OJT (11)
33-3051	Police and Sheriff's Patrol Officers	1,320	N/A	12-MO OJT (9)
31-9091	Dental Assistants	1,260	\$14.61	1-12 MO OJT (10)
31-9092	Medical Assistants	1,180	\$16.62	1-12 MO OJT (10)
49-3023	Automotive Service Technicians and Mechanics	1,180	\$23.34	POST-SEC VOC-ED (7)
43-4081	Hotel, Motel, and Resort Desk Clerks	1,170	\$14.16	30-DAY OJT (11)

Source: * California Employment Development Department. March 2003 Benchmark;

N/A - Information is not available.

Excludes "All Other" categories. Some occupations may have declining employment during the projection period due to industry change, however, they have a substantial number of job openings due to the need for replacements. Net Replacement openings are an estimate of the number of job openings expected because people have permanently left an occupation. It estimates the net movement of 1) experienced workers who leave an occupation and start working in another occupation, stop working altogether, or leave the geographic area minus 2) experienced workers who move into such an opening. It does not represent the total number of jobs to be filled due to the need to replace workers.

[2] Median Hourly Wage is the estimated 50th percentile of the distribution of wages; 50 percent of workers in an occupation earn wages below, and 50 percent earn wages above the median wage. The wages are of the first quarter of 2005.

[3] In occupations where workers do not work full-time, or year-round, it is not possible to calculate an hourly wage.

[4] Education & Training Levels:

- (1) LLD/MD DEGREE=FIRST PROFESSIONAL DEGREE
- (2) PHD DEGREE=DOCTORAL DEGREE
- (3) MA/MS DEGREE=MASTER'S DEGREE
- (4) BA/BS + EXPER=BACHELOR'S DEGREE OR HIGHER AND SOME WORK EXPERIENCE
- (5) BA/BS DEGREE=BACHELOR'S DEGREE
- (6) AA DEGREE=ASSOCIATE DEGREE
- (7) POST-SEC VOC-ED=POST-SECONDARY VOCATIONAL EDUCATION
- (8) WORK EXPER=WORK EXPERIENCE
- (9) 12-MO OJT=LONG-TERM ON-THE-JOB-TRAINING
- (10) 1-12 MO OJT=MODERATE-TERM ON-THE-JOB-TRAINING
- (11) 30-DAY OJT=SHORT-TERM ON-THE-JOB-TRAINING



Table 32
Fastest Growing Occupations*
2002-2012
San Francisco Metropolitan Statistical Area
(Marin, San Francisco, and San Mateo Counties)

Occupational Title	Average Annual Employment		Percent Change	Median Hourly Wage [1]	Education & Training Levels [3]
	2002	2012			
Medical Assistants	2,340	3,090	32.1	\$16.62	1-12 MO OJT (10)
Respiratory Therapists	490	640	30.6	\$28.95	AA DEGREE (6)
Social and Human Service Assistants	2,080	2,680	28.8	\$14.40	1-12 MO OJT (10)
Biological Technicians	1,010	1,270	25.7	\$21.07	AA DEGREE (6)
Personal Financial Advisors	1,670	2,090	25.1	\$44.07	BA/BS DEGREE (5)
Surgical Technologists	450	560	24.4	\$22.92	POST-SEC VOC-ED (7)
Computer Software Engineers, Systems Software	5,820	7,230	24.2	\$43.66	BA/BS DEGREE (5)
Refuse and Recyclable Material Collectors	600	740	23.3	\$24.64	30-DAY OJT (11)
Management Analysts	5,480	6,700	22.3	\$39.88	BA/BS + EXPER (4)
Drywall and Ceiling Tile Installers	600	730	21.7	\$30.83	1-12 MO OJT (10)
Database Administrators	1,770	2,150	21.5	\$40.71	BA/BS DEGREE (5)
Medical Records and Health Information Technicians	890	1,080	21.3	\$18.30	AA DEGREE (6)
Occupational Therapists	400	480	20.0	\$37.42	BA/BS DEGREE (5)
Heating, Air Conditioning, and Refrigeration Mechanics and Installers	520	620	19.2	\$23.89	12-MO OJT (9)
Veterinary Technologists and Technicians	480	570	18.8	\$16.69	AA DEGREE (6)
Dental Hygienists	700	830	18.6	\$36.81	AA DEGREE (6)
Pharmacy Technicians	970	1,150	18.6	\$17.81	1-12 MO OJT (10)
Plasterers and Stucco Masons	550	650	18.2	\$26.86	12-MO OJT (9)
Security Guards	9,960	11,770	18.2	\$11.99	30-DAY OJT (11)
Computer Software Engineers, Applications	9,870	11,640	17.9	\$44.27	BA/BS DEGREE (5)
Home Health Aides	2,120	2,490	17.5	\$9.96	30-DAY OJT (11)
Detectives and Criminal Investigators	760	890	17.1	N/A	WORK EXPER (8)
Tile and Marble Setters	470	550	17.0	\$17.40	12-MO OJT (9)
Medical and Public Health Social Workers	530	620	17.0	\$28.42	BA/BS DEGREE (5)
Painters, Construction and Maintenance	2,960	3,460	16.9	\$21.99	1-12 MO OJT (10)
Combined Food Preparation and Serving Workers, Including Fast Food	11,420	13,350	16.9	\$8.60	30-DAY OJT (11)
Fitness Trainers and Aerobics Instructors	1,550	1,810	16.8	\$31.46	POST-SEC VOC-ED (7)
Natural Sciences Managers	600	700	16.7	\$60.45	BA/BS + EXPER (4)



Occupational Title	Average Annual Employment		Percent Change	Median Hourly Wage [1]	Education & Training Levels [3]
	2002	2012			
Dental Assistants	2,810	3,280	16.7	\$14.61	1-12 MO OJT (10)
Registered Nurses	13,830	16,110	16.5	\$38.41	AA DEGREE (6)
Computer and Information Systems Managers	5,020	5,840	16.3	\$61.30	BA/BS + EXPER (4)
Public Relations Specialists	2,850	3,310	16.1	\$29.55	BA/BS DEGREE (5)
Appraisers and Assessors of Real Estate	660	760	15.2	\$32.91	POST-SEC VOC-ED (7)
Self-Enrichment Education Teachers	2,310	2,660	15.2	\$17.27	WORK EXPER (8)
Real Estate Brokers	600	690	15.0	>\$70.01	WORK EXPER (8)
Architects, Except Landscape and Naval	2,270	2,610	15.0	\$33.03	BA/BS DEGREE (5)
Food Preparation Workers	7,640	8,780	14.9	\$8.99	30-DAY OJT (11)
Computer Systems Analysts	5,870	6,740	14.8	\$38.21	BA/BS DEGREE (5)
Network and Computer Systems Administrators	3,170	3,630	14.5	\$34.97	BA/BS DEGREE (5)
Massage Therapists	900	1,030	14.4	\$13.38	POST-SEC VOC-ED (7)
Cement Masons and Concrete Finishers	700	800	14.3	\$25.46	12-MO OJT (9)

*March 2003 Benchmark

N/A - Information is not available

Excludes "All Other" Categories

Occupations with employment below 400 are excluded.

[1] Median Hourly Wage is the estimated 50th percentile of the distribution of wages; 50 percent of workers in an occupation earn wages below, and 50 percent earn wages above the median wage. The wages are from the first quarter of 2005.

[2] In occupations where workers do not work full-time, or year-round, it is not possible to calculate an hourly wage.

[3] Education & Training Levels:

- (1) LLD/MD DEGREE=FIRST PROFESSIONAL DEGREE
- (2) PHD DEGREE=DOCTORAL DEGREE
- (3) MA/MS DEGREE=MASTER'S DEGREE
- (4) BA/BS + EXPER=BACHELOR'S DEGREE OR HIGHER AND SOME WORK EXPERIENCE
- (5) BA/BS DEGREE=BACHELOR'S DEGREE
- (6) AA DEGREE=ASSOCIATE DEGREE
- (7) POST-SEC VOC-ED=POST-SECONDARY VOCATIONAL EDUCATION
- (8) WORK EXPER=WORK EXPERIENCE
- (9) 12-MO OJT=LONG-TERM ON-THE-JOB TRAINING
- (10) 1-12 MO OJT=MODERATE-TERM ON-THE-JOB TRAINING
- (11) 30-DAY OJT=SHORT-TERM ON-THE-JOB TRAINING



BRIEF JAIL MENTAL HEALTH SCREEN

Section 1

Name: _____ <small>First MI Last</small>	Detainee #: _____	Date: ____/____/____	Time: _____ AM PM
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Section 2

Questions	No	Yes	General Comments
1. Do you <i>currently</i> believe that someone can control your mind by putting thoughts into your head or taking thoughts out of your head?			
2. Do you <i>currently</i> feel that other people know your thoughts and can read your mind?			
3. Have you <i>currently</i> lost or gained as much as two pounds a week for several weeks without even trying?			
4. Have you or your family or friends noticed that you are <i>currently</i> much more active than you usually are?			
5. Do you <i>currently</i> feel like you have to talk or move more slowly than you usually do?			
6. Have there <i>currently</i> been a few weeks when you felt like you were useless or sinful?			
7. Are you <i>currently</i> taking any medication prescribed for you by a physician for any emotional or mental health problems?			
8. Have you <i>ever</i> been in a hospital for emotional or mental health problems?			

Section 3 (Optional)

Officer's Comments/Impressions (check *all* that apply):

- | | | |
|---|---|--|
| <input type="checkbox"/> Language barrier | <input type="checkbox"/> Under the influence of drugs/alcohol | <input type="checkbox"/> Non-cooperative |
| <input type="checkbox"/> Difficulty understanding questions | <input type="checkbox"/> Other, specify: _____ | |

Referral Instructions: This detainee should be referred for further mental health evaluation if he/she answered:

- YES to item 7; OR
- YES to item 8; OR
- YES to at least 2 of items 1 through 6; OR
- If you feel it is necessary for any other reason

☐ Not Referred

☐ Referred on ____/____/____ to _____

Person completing screen _____

INSTRUCTIONS ON REVERSE

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INSTRUCTIONS FOR COMPLETING THE BRIEF JAIL MENTAL HEALTH SCREEN

GENERAL INFORMATION:

This Brief Jail Mental Health Screen (BJMHS) was developed by Policy Research Associates, Inc., with a grant from the National Institute of Justice. The BJMHS is an efficient mental health screen that will aid in the early identification of severe mental illnesses and other acute psychiatric problems during the intake process.

This screen should be administered by Correctional Officers during the jail's intake/booking process.

INSTRUCTIONS FOR SECTION 1:

NAME: Enter detainees name — first, middle initial, and last
DETAINEE#: Enter detainee number.
DATE: Enter today's month, day, and year.
TIME: Enter the current time and circle AM or PM.

INSTRUCTIONS FOR SECTION 2:

ITEMS 1-6:

Place a check mark in the appropriate column (for "NO" or "YES" response).

If the detainee REFUSES to answer the question or says that he/she DOES NOT KNOW the answer to the question, do not check "NO" or "YES." Instead, in the General Comments section, indicate REFUSED or DON'T KNOW and include information explaining why the detainee did not answer the question.

ITEMS 7-8:

ITEM 7: This refers to any *prescribed* medication for any emotional or mental health problems.

ITEM 8: Include any stay of one night or longer. Do NOT include contact with an Emergency Room if it did not lead to an admission to the hospital

If the detainee REFUSES to answer the question or says that he/she DOES NOT KNOW the answer to the question, do not check "NO" or "YES." Instead, in the General Comments section, indicate REFUSED or DON'T KNOW and include information explaining why the detainee did not answer the question.

General Comments Column:

As indicated above, if the detainee REFUSES to answer the question or says that he/she DOES NOT KNOW the answer to the question, do not check "NO" or "YES." Instead, in the General Comments section, indicate REFUSED or DON'T KNOW and include information explaining why the detainee did not answer the question.

All "YES" responses require a note in the General Comments section to document:

- (1) Information about the detainee that the officer feels relevant and important
- (2) Information specifically requested in question

If at any point during administration of the BJMHS the detainee experiences distress, he/she should follow the jails procedure for referral services.

INSTRUCTIONS FOR SECTION 3:

OFFICER'S COMMENTS: Check any one or more of the four problems listed if applicable to this screening. If any other problem(s) occurred, please check OTHER, and note what it was.

REFERRAL INSTRUCTIONS:

Any detainee answering YES to Item 7 or YES to Item 8 or YES to at least two of Items 1-6 should be referred for further mental health evaluation. If there is any other information or reason why the officer feels it is necessary for the detainee to have a mental health evaluation, the detainee should be referred. Please indicate whether or not the detainee was referred.



The National GAINS Center Re-entry Checklist: A Practical Tool for Transition Planning for Detainees with Mental Illness

In the July/August 2004 edition of *American Jails*, The National GAINS Center described recently developed mental health resources for jails and communities. In this follow-up article, we examine outcomes from our Re-entry Initiative, specifically focusing on the lessons learned from pilot testing the National GAINS Center Re-entry Checklist in Rensselaer County Jail, NY and Montgomery County Jail, MD.

National Focus on Re-entry

As incarceration rates within the United States have increased steadily in recent years, so too have the number of individuals returning to the community from the criminal justice system. Each year, over 7 million individuals are released from local correctional facilities, with an additional 650,000 returning to community from State Prisons.³² Of those individuals, it is estimated that approximately 6.4 percent of males and 12.2 percent of females have a current severe mental illness.³³ While jails have a constitutional obligation to provide minimum psychiatric care, the assurance that such services will continue upon re-entry is rarely made.³⁴ In a review of jail services, Steadman and Veysey found that transition planning is the least frequently provided mental health service within jail settings.³⁵ In fact, the larger the facility, the less likely individuals diagnosed with mental illness are to receive transition planning.

While the provision of such services may be infrequent, transition planning has long been considered a key component of psychiatric care for incarcerated individuals, a position that is increasingly recognized in the nation's courts. In 2000, the New York State Supreme Court ruled that the City of New York was required to provide transition planning services for individuals diagnosed with mental illness leaving New York City Jails.³⁶ This lawsuit and the increasing number of individuals diagnosed with mental illness entering and leaving our nation's jails has produced a growing acceptance of the need for appropriate transition planning for detainees diagnosed with mental illness.

This recognition is evidenced by a growing number of initiatives from national organizations and Federal and State government agencies designed to assist jails in improving their transition planning services. Examples of such initiatives include:

³² Re-Entry Policy Council (2004). *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community*. Washington DC: US Department of Justice.

³³ National GAINS Center for People with Co-Occurring Disorders in the Justice System. (2001). *The Prevalence of Co-Occurring Mental Illness and Substance Use Disorders in Jails* Fact Sheet Series: Delmar NY: The National GAINS Center.

³⁴ Osher, F., Steadman, H.J., Barr, H. (2002). *A Best Practice Approach to Community Re-entry from Jails for Inmates with Co-occurring Disorders: The APIC Model*. Delmar, NY: The National GAINS Center.

³⁵ Steadman, H.J., and Veysey, B. (1997). *Providing Services for Jail Inmates with Mental Disorders*. National Institute of Justice: Research in Brief.

³⁶ *Brad H. v. City of New York* (2000). 712 N.Y.S. 2d 336, N.Y. Misc. LEXIS 305.



- The U.S Department of Justice, Office of Justice Programs' Serious and Violent Offender Re-entry Initiative (SVORI);
- The Council of State Government's Re-Entry Policy Council;
- The National Governor's Association's Prisoner Re-entry Policy Academy;
- The *Mentally Ill Offender Treatment and Crime Reduction Act*, which was approved by the Senate and signed by the President on October 29, 2004; and
- The National GAINS Center for Persons with Co-Occurring Disorders in Contact with the Justice System's Jail Re-Entry Initiative.

The National GAINS Center's Re-entry Initiative

The National GAINS Center's re-entry efforts began with the 2002 publication of *A Best Practice Approach to Community Re-entry from Jails for Inmates with Co-Occurring Disorders: The APIC Model*. This monograph, written by Fred Osher, MD, Henry J. Steadman, PhD and Heather Barr, JD, MA, outlines an approach to transition planning that involves:

- **Assessing** the inmate's clinical and social needs, and public safety risks;
- **Planning** for the provision of treatment services and community supports;
- **Identifying** the community and correctional programs that will be providing those services, post-release; and
- **Coordinating** the transition plan to ensure implementation and avoid gaps in care.

Seeking to build upon the APIC Model by providing jails with a tool to assist in transition planning, the GAINS Center developed the *GAINS Re-Entry Checklist for Inmates Identified with Mental Health Services Needs* in 2003.

The National GAINS Center Re-entry Checklist

Developed and revised with the input of experts from both the criminal justice and mental health fields, the GAINS Re-Entry Checklist is a quadruplicate form offering a centralized record of the individual's potential needs and of the steps taken by jail staff to ensure those needs are met upon re-entry. The Checklist's ten domains include:

- Mental Health Services
- Psychotropic Medications
- Housing
- Substance Abuse Services
- Health Care
- Health Care Benefits
- Income Support/Benefits
- Food/Clothing
- Transportation, and
- Other (a category which can be assigned as needed).

Check boxes are included to outline steps undertaken by jail staff and the final discharge plan and referral contact information for the detainee. The four copies of the form can



be distributed to the files of the correctional facility, the mental health unit, the medical unit, and to the detainee themselves.

Study Design

The pilot tests were conducted during the summer of 2004 in two jails selected on their past involvement with the National GAINS Center, their role in assisting in the development of the Checklist, and their willingness to participate. The pilot test design included a period of approximately six weeks with staff from the Mental Health Units of both facilities using the Checklist with inmates on their caseloads. Data collection was preceded by a brief introduction to the Checklist delivered by GAINS Center Staff or Consultant. After the testing period, a second meeting was held to collect the impressions of the jail staff on the Checklist's utility and ease of implementation. Completed Checklists were collected, absent identifying information, for review.

The following provides an overview of the participating facilities, as well as a summary of their experience and recommendations.

Rensselaer County Jail—Troy, New York

The Rensselaer County Jail is located in Troy, NY, part of upstate New York's Capital District (along with Albany and Schenectady). In 2003 it booked a total of 2,450 individuals, with an average daily census of 227 men and 21 women. Approximately 16 percent of inmates are sentenced, with the remaining in pre-trial detention.

The jail's Mental Health Unit holds a maximum of 20 individuals, with an average enrollment of 10 mental health patients and 10 with medical needs. At any given time, 10-15 of the individuals housed in the jail are administered psychotropic medications. Individuals diagnosed with mental illness are generally identified at booking through the suicide risk screen, classification, or medical screening. Those admitted to the Mental Health Unit are first assessed by the Unit's staff.

The Rensselaer County Jail has long been an innovator in its response to individuals with mental illness, as evidenced by their work with the National GAINS Center on the establishment of a comprehensive Forensic Task Force. The jail's assignment of a full-time staff member to provide transition planning for individuals diagnosed with mental illness sets it apart as a leader in responding to reentry planning.

Montgomery County Department of Corrections and Rehabilitation—Rockville, Maryland

Montgomery County Maryland Department of Corrections and Rehabilitation operates correctional facilities that provide progressive and comprehensive correctional services through the use of pretrial supervision, secure incarceration and community treatment and reintegration programs. The Montgomery County Detention Center includes a central booking facility in Rockville and a separate post booking and sentenced detention facility located 10 miles away in Clarksburg, Maryland.



The Detention Center has an average daily census of 960 and books over 14,000 inmates annually. Approximately 1/3 of the inmates are sentenced and 2/3 are pre-trial detainees. At any given time, approximately 15 percent of the inmates are administered psychotropic medications. A smaller number of more seriously ill inmates with mental illnesses are housed in a 40 bed segregated unit.

Inmates are screened for mental illness at several stages in the booking process. Those that screen positive are referred to Clinical Assessment and Triage Services (CATS) staff who recommend detention housing placement. The County has recently implemented a transitional mental health services component for inmates released from the detention center. The CATS psychiatrist, who has experience serving inmates from the detention center, also works at the community-based transition site facilitating continuity of care.

Lessons Learned from the Pilot Test

Rensselaer County Jail and Montgomery County Department of Corrections and Rehabilitation credit the Checklist with providing clear documentation of the efforts made by their staff to provide transition planning to detainees with mental illness. “[the Checklist] gives the plan in a clear picture,” explained Don Hogan, Forensic Mental Health Coordinator of Rensselaer County Jail. Both facilities saw the need for and value in comprehensive transition planning and found the GAINS Re-Entry Checklist to be supportive of such efforts.

Checklist Design

Both participating facilities agreed that the categories included on the GAINS Re-entry Checklist were comprehensive. While referrals to services might not be available in all domains, the discharge planners indicated that it was helpful to have the boxes included to provide a record of what attempts were made. Both facilities made use of the *Other* box, with Rensselaer County documenting referrals to additional services (including a domestic violence prevention group), while Montgomery County reported using the box to list the detainee’s upcoming court dates or probation appointments. The participants also appreciated the boxes at the bottom of the page where they were able to record whether or not the detainee agreed to the plan.

Administration of the Checklist

Both facilities made the decision to utilize the Checklist with *only those individuals with serious mental illness admitted to their Mental Health Units*. Additionally, in both facilities use of the Checklist was limited to only those individuals who were to be released into the community, as those leaving the jail to go to other facilities or to transfer to a state prison were subject to different procedures.

The rapid turnover of inmates posed challenges for the completion of the Checklist in both facilities. In particular, pre-trial detainees often have an unpredictable course through court processing, making their release dates difficult to estimate. If released directly from court, the detainee may not receive transition planning using the Checklist as originally envisioned. This challenge could be resolved through additional coordination with court personnel. For example, Rensselaer County’s discharge planner



reported contacting defense attorneys in an effort to estimate release dates, although those efforts did not always yield the requested information.

In a facility as large as Montgomery County, coordinating both the ongoing collection of information on the Checklist and the handoff of collected information to different facility staff was difficult. The situation was further complicated by the logistical challenge of coordinating care across the two geographic locations.

The presence of dedicated staff and resources for the task of transition planning eases the establishment and nurturing of the linkages needed for an individual's successful community re-entry. The competing priorities faced by jail mental health personnel often contribute to the overlooking of transition planning and relationship-building with community-based service providers. In Rensselaer, the presence of a sole full-time discharge planner facilitated the use of the Checklist.

Conclusion

Since Montgomery County had previously developed their own system for conducting and documenting transition planning, they found the Checklist to be duplicative of their current efforts. However, they found the form to be effective in paper reduction as its format consolidated several forms into one. Rensselaer County Jail, which had no formal procedure for documenting the discharge plan, found that the GAINS Re-Entry Checklist fit their needs well and indicated that they would continue its use past the pilot test period.

Clearly, the value of the Checklist is dependent on the facility's capacity for transition planning. While the Checklist, in combination with the APIC Monograph, can help facilities to identify the potential needs of individuals diagnosed with mental illness, it cannot establish linkages that are not already in place. Good transition planning requires partnership between the correctional facility and the service providers within the community.

Copies of the GAINS Re-entry Checklist may be requested while supplies last by contacting The National GAINS Center at 1.800.311.GAINS or by email: gains@prainc.com. A PDF of the form may also be requested, although it will not be in quadruplicate form.

This article was prepared by Adam Kirkman, MPP and Lori Schatzel, MSW of the GAINS EPB Center and Fred Osher, MD of the Center for Behavioral Health, Justice and Public Policy.

Using the Re-entry Checklist in a Jail Diversion program—Shelby County, TN

In 2003, the Substance Abuse and Mental Health Services Administration awarded a Targeted Capacity Expansion grant to Shelby County, Tennessee to establish a post-bookings jail diversion program, to be operated by the Shelby County Public Defender's



Office, in collaboration with Pre-trial Services and Foundations Associates, a community-based mental health and substance abuse treatment provider. The program targets people with serious mental illness and co-occurring substance use disorders who are eligible for pretrial release or conditional release from the Shelby County jail, as well as those who are in the community but are at risk of violating court ordered terms.

After an individual is identified as eligible for diversion, he or she is referred to a “roundtable” workgroup attended by representatives of the Public Defender’s Office, Pre-trial Services, and Foundations Associates. This workgroup makes the final determination of an individual’s eligibility for diversion, and then collaborates in the development of a mental health linkage plan which is presented to the court for approval.

The roundtable members requested permission to use the GAINS Re-entry Checklist as a template for the diversion program’s community linkage plans, with jail diversion staff completing the Checklist in conjunction with the identified diverttee. The identified needs then become the focus for development of a community service plan.

After six months, the diversion staff report the GAINS Re-entry Checklist has allowed for a comprehensive review of essential services required for community integration. This use of the Checklist in a select group of individuals, whose release is dependent on the development of an adequate linkage and diversion plan, has the potential to improve community supports and reduce recidivism.

For more information on jail diversion, please contact The TAPA Center for Jail Diversion at 1.866.518.TAPA or by email: tapacenter@prainc.com