



ATTACHMENT C

**SAN MATEO COUNTY
COUNTY MANAGER'S OFFICE**

DATE: September 25, 2007

TO: Board of Supervisors

FROM: John L. Maltbie, County Manager
Greg Munks, Sheriff

SUBJECT: Sheriff's Response and Recommendation on Jail Overcrowding and Re-entry Programming

RECOMMENDATION

Accept this report and provide direction to the County Manager and the Sheriff.

BACKGROUND

Current facilities are at maximum population capacity and, because they were designed for maximum security-level inmates, they provide only limited programming space and opportunities for treatment, rehabilitation and re-entry services. Recent overcrowding has forced jail management to triple bunk the pre-sentenced housing unit at the Women's Correctional Center and convert programming rooms in the housing units at Maguire into overflow inmate housing, eliminating what minimal programming space does exist.

San Mateo County is planning to replace the Maple Street Correctional Facilities. Progress on this important County project is being made – consultants are finalizing the needs assessment and this year's budget includes creating a Planning Unit in the Sheriff's Office to proceed with the next stages of planning, designing, constructing and operating the replacement facility and its program services. Establishing designated planning staff now not only ensures expeditious progress on the Maple Street Facilities Replacement Project, but can also support planning to address current overcrowding. Refer to **Attachment A** in this report, which outlines the functions of the Jail Planning Unit.

Until the new facility is opened, we face two immediate issues: continued, chronic overcrowding in our existing detention and custody facilities, and lack of adequate space to provide meaningful, re-entry programs. Effective re-entry programs can reduce recidivism over the long term, positively impacting both the County's communities, as well as jail population.

At the June 2007 Recommended Budget Hearings, the Sheriff and County Manager were asked to report back in September on options to address the current overcrowded conditions of the County's detention facilities and for inmate

re-entry program expansion opportunities especially related to the Women's Correctional Center. This report discusses short term options to address current overcrowding and to expand inmate programming services.

DISCUSSION

The Maguire population is averaging 1,058, or 154% of rated capacity. The Women's Correctional Center population is averaging 155, or 185% of rated capacity. Although still crowded, a safer and more manageable jail population target would be about 850 inmates, or 125% rated capacity in Maguire, and about 110 inmates, or 130% rated capacity at the Women's Correctional Center.

Jail overcrowding in the County today has many causative factors, but primary among these is the loss of 375 jail beds between 1995 and 2003, when the County closed medium and minimum detention facilities, coupled with a recent increase in inmate population for both men and women. We are also challenged by the State's Correctional System crisis, with seriously overcrowded state facilities that will continue to impact local detention facilities. Corrections reform will afford both new challenges and new opportunities that will affect local inmate populations. This increases the urgency to provide interim, contingency plans for expanding jail bed space in San Mateo County.

A new facility will provide long term solutions for both the current jail overcrowding, as well as addressing the current lack of inmate services and offer re-entry and gender responsive programs designed to reduce recidivism.

However, we must implement interim solutions now to manage our current jail population. This means finding short-term solutions to mitigate overcrowding and include ways to provide meaningful programming services for our current inmates until the new facility is constructed and in operation, estimated around 2013. The following options represent preliminary findings on interim bed space availability, which would allow for both mitigating overcrowding and expanding program services.

INTERIM OPTIONS FOR CURRENT JAIL OVERCROWDING – PRELIMINARY RESEARCH

In conducting our research, we looked at available bed space both in and out of county, keeping all options open.

To identify viable options, an audit of our current inmate population was conducted to determine eligible inmate numbers for sentenced, minimum and medium security housing. Our review of the male inmate population in August revealed the number of sentenced minimum and medium security level inmates ranged between 279 and 294. Our review of the Women's Correctional Center inmate population in July revealed 37 sentenced female inmates eligible for minimum security-level housing. Sentenced inmates generally do not require continued court appearances which make them appropriate for housing away from court facilities.

Out of County Jail Options

Our research found a few neighboring counties have available jail bed space in existing facilities for potential "lease" – up to 200 beds in the largest facility. These options could house male minimum and medium security level, sentenced inmates, and would reduce crowding at Maguire. The local agency would provide staffing. All out of county options are still preliminary for viable implementation – local Sheriffs would have to expand existing staffing, as well as obtain county support before moving forward. This also requires permission from our Court to house inmates out of county. Further discussions with neighboring counties are required to project final viability and timelines for moving inmates.

The cost to San Mateo County at each facility is approximately \$110 per inmate per day, or estimated up to \$8 million annually, in addition to San Mateo County's Sheriff's Inmate Transportation support. Transportation costs for moving inmates between Redwood City and a neighboring county facility is estimated to be about \$400,000 annually, in addition

to the one time start up cost (vehicle and equipment) of \$50,000 to \$75,000, depending on the volume of inmate movement.

These out of county options may also be considered when/if the Maple Street Facilities require evacuation during construction of the new facility.

In-County Jail and Re-entry Program Options

We examined opportunities at under-utilized or vacant County facilities for possible inmate housing to mitigate current overcrowding and to provide programs. These sites could be modified to serve as correctional environments. Additionally, opening one of these sites for re-entry programming would offer the opportunity to establish a pilot project for gender responsive programming for female sentenced inmates.

- Male Overcrowding Option: La Honda Medium Security Facility

Reopening the Medium Security Facility (MSF) adjacent to the Men's Honor Camp in La Honda would provide bed space for 116 sentenced, minimum and medium security male inmates. The space has been vacant for a number of years, but is a secure environment. The remoteness of the location limits its programming service opportunities, yet would provide immediate overcrowding relief in Maguire. Additionally, we could expand the bed space in the intervening years by adding trailers or modular structures on the site.

The estimated cost to operate the existing MSF facility for 116 male inmates is \$5.2 million annually (\$4.8M for MSF operations; \$400,000 for Inmate Transportation) in addition to one time start up costs estimated at \$700,000 to \$800,000 to get the facility operational.

- Female Overcrowding and Re-entry Program Option

We identified a few county sites where 40 sentenced female inmates could be housed in a comprehensive re-entry and gender-responsive program. Potential sites would need modification to become a secure correctional environment. Such an opportunity provides both immediate overcrowding relief at the Women's Correctional Center, as well as the opportunity to establish a pilot project for gender responsive programming.

The proposed program, detailed in **Attachment B** of this report, will develop a supportive, safe environment where women can begin to connect and bond with qualified staff that will assist them in their journey of discovering themselves and begin to change the patterns that lead to criminal behavior. This program proposal offers incarcerated women the opportunity to address their issues and behaviors in a controlled and safe environment so that they may return to their family and community as a productive member of society.

The estimated cost of implementing this program, dependent on identifying a final site, is approximately \$2.25 million annually, in addition to one time start up costs estimated at \$175,000 to convert the site into an operational custody facility and to develop a Request for Proposal (RFP) for a program service provider.

FISCAL IMPACT

There is no fiscal impact until such time that the Board of Supervisors directs the County Manager and Sheriff to move forward with one or more of the outlined options in this report. The fiscal impact of any of the proposed options will individually vary, based on factors such as the number of inmates housed, inmate classifications and gender, and the scope and level of programming services provided.

ATTACHMENT A

Jail Planning Unit

BACKGROUND

San Mateo County is planning to replace the Maple Street Correctional Facilities. This includes the Women's Correctional Center for sentenced and pre-sentenced female inmates, and the County's Alternative Sentenced Custody Programs - the Men's Minimum Security Transition Facility, a Men's Work Furlough Program, the Sheriff's Work Program for men and women, and the Electronic Monitoring Program for men and women.

The County's pre-sentenced and sentenced inmate needs have changed since the last detention facility construction. The 1994 expansion of Maguire created a direct supervision detention facility, which houses pre-sentenced and sentenced male inmates. The pre-sentenced population has grown and the County's services for the sentenced population do not adequately address recognized needs for transitional and re-entry services that can reduce recidivism. Programs designed to reduce recidivism, over the long-term, can positively impact the County's communities as well as jail population.

Because of changed inmate population demographics and needs, replacing the Maple Street Correctional Facilities requires comprehensive planning. The new facility must address not only replacing the Women's Correctional Center, but designing a sentenced facility with comprehensive re-entry services for men and women, better meeting the current and future needs of the County's inmates and post-custody population, which supports healthy and prosperous families in San Mateo County.

At the same time, the State's correctional system is in major crisis with seriously overcrowded facilities that is and will continue to impact local detention facilities. Corrections reform will afford both new challenges and new opportunities that will affect local inmate populations. Therefore, San Mateo County's current Maple Street Correctional Facility planning efforts must also address potential impacts of the State correctional system's current crisis and legislative changes and solutions.

DISCUSSION

The State Corrections Standards Authority recognizes that corrections planning is a long and complex process. We concur in their assessment; well planned corrections facilities result in more cost effective solutions.

In order to best support the replacement of the Maple Street Correctional Facilities, incorporating the host of factors and challenges in the current correctional management environment, designated staffing in the form of a Planning Unit is needed. The Planning Unit is needed through the design, construction and early operations of the facility and its inmate programs, or anticipated for the next six to eight years. A Planning Unit within the Sheriff's Office will:

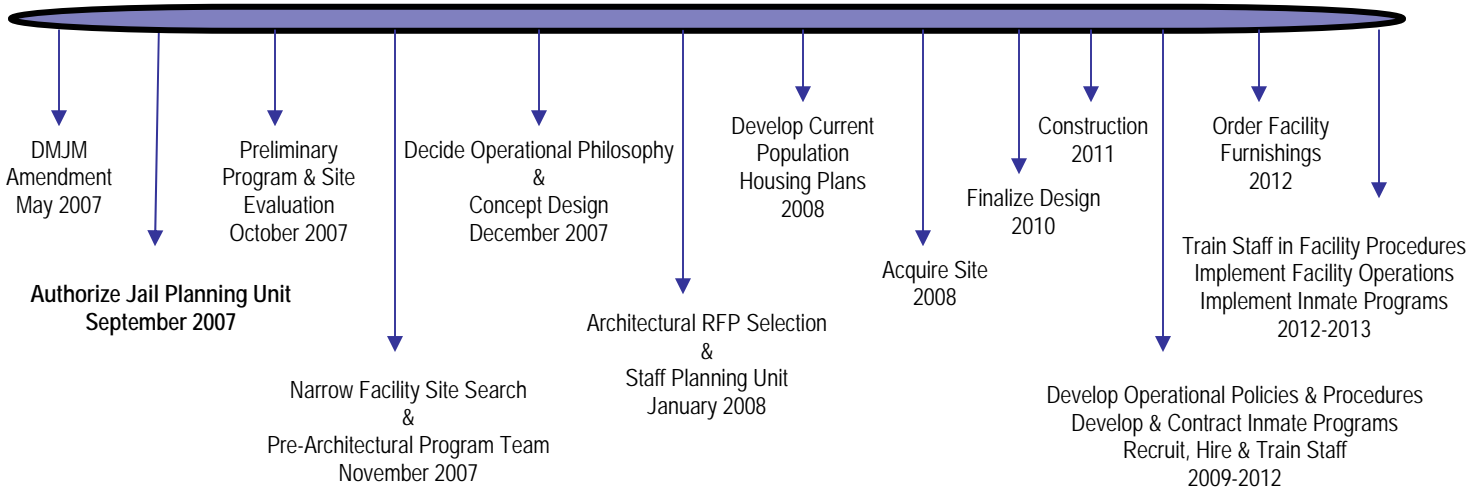
- Work with State Corrections Standards Authority and National Institute of Corrections on facility design and operational compliance;
- Serve as Sheriff's Office liaison with other planning partners from Department of Public Works, County Managers Office, Board of Supervisors, contractors and community based organizations; representing law enforcement and detention components of facility planning and operational implementation, with best corrections' practices;
- Research and plan with community based organizations and other partners for evidenced based and gender-based transition and re-entry corrections programs that mitigate re-offending and address children and family needs;
- Monitor State Corrections reform funding for local sentenced facilities;

- Develop staffing plan recommendations and implementation for new facility occupation;
- Create policies and procedures, and train staff to operate the new facility;
- Plan for current overcrowding mitigation.

We recommend initiating the unit with a staff of four, not including designated support from the Department of Public Works, and will monitor the capacity of work as the project progresses. For this year, an appropriation for contract services is included in the budget revision to supplement the Unit's skills, primarily for information technology research and planning. This allows for the flexibility and economy of bringing in varying skills in information systems specific to corrections for short-term assignments. A full time Information Technology Analyst may be needed as one staffing addition to the Unit in a later stage.

The Planning Unit will be staffed with three new positions added to the Sheriff's Office: one Management Analyst, one Correctional Officer, and one Legal Office Specialist. For the FY 2007-08, the Sheriff's Office will utilize an existing vacancy to fund the Lieutenant position. To support this effort, Public Works is adding a Capital Projects Manager who will oversee construction management of the new women's jail.

The following image represents some of the significant milestones in the Maple Street Correctional Facilities Replacement Project. (Time proposed is contingent upon meeting project target dates.)



FISCAL IMPACT

The cost in FY 2007-08 for the Planning Unit is \$487,000. The Sheriff will fund \$132,000, the cost of the assigned Lieutenant position, with savings from an interim vacancy. A general fund appropriation of \$355,000 will support the remaining costs for three new positions (one Management Analyst, one Correctional Officer and one Legal Office Specialist) as well office space and office equipment for the Unit. The ongoing annual cost in future years is estimated \$800,000, including the on-going cost of the Lieutenant.

The fiscal impact for the Sheriff's budget for FY 2007-08 is expected to increase by \$355,000 requiring a transfer in general fund reserves to the Sheriff's budget. These funds will be appropriated as a September Revision.

The fiscal impact for FY 2008-09 is expected to be an additional ongoing net county cost increase of \$445,000 in the Sheriff's budget.

ATTACHMENT B

Re-Entry Gender Specific and Responsive Program Proposal

The purpose of this proposal is to reduce jail overcrowding at the Women's Correctional Center (WCC), while enhancing gender responsive program opportunities for San Mateo County's in-custody female population. By implementing this gender-responsive program, we have the opportunity to move approximately 40 minimum security inmates from WCC, reducing severe overcrowding to a manageable number until a new facility is constructed. On July 25, 2007 the WCC count was 167 or 199% of rated capacity. If the daily inmate count was reduced by 40, the daily count could be reduced to under 150% of rated capacity.

BACKGROUND

Female inmates have greater family responsibilities placed on them than do males, and the lives of their children are impacted to a greater degree by their mother's involvement in the criminal justice system. Correctional systems must take into account the physical, behavioral and cultural differences between female and male offenders and how those differences can be reflected in program design.

A significant number of female inmates who abuse substances also have histories of trauma and physical or sexual abuse. Also important are factors such as criminal attitudes and the degree to which an individual is motivated and ready for change.

While female inmates share many of the same clinical issues faced by other women receiving substance abuse or other treatment, some of their issues are unique. For example, many female inmates have problems with the very issues that brought them to the attention of law enforcement, particularly criminal thinking and values. Women inmates often have problems dealing with anger and hostility and have the stigma of being criminals, along with the accompanying guilt and shame.

Dr. Stephanie Covington's research has shown that there are at minimum three key issues a woman needs to address: her childhood experience, trauma, and parenting issues. Chemically dependent women often come from a dysfunctional family system that did not support their growth. The disease of addiction affects a women's emotional and sexual development. Hence, she stops developing emotionally once her substance use begins. One of the most basic developmental gaps is the development of a cohesive sense of self. The lack of a cohesive sense of self can be repaired by the process of learning new parenting skills. Participating in an all-female treatment setting—one operated in a healthy, functional manner, with appropriate limit setting, boundaries, nurturing, and mirroring of the women's experience—a woman can learn to become a better parent.

A large majority of women inmates grew up in a dysfunctional family system where their needs as children were never met. Consequently, as parents, they lack the skills to provide the emotional and developmental needs of their own children. They are further compromised by their addiction, which becomes their primary relationship.

A recently published Substance Abuse Mental Health Service Administration (SAMHSA) News, volume IX, No 4 Fall 2001, article "Substance Abuse Treatment Produces Healthy Mothers, Children" reports that residential substance abuse treatment significantly reduces the alcohol and drug use, as well as the criminal behavior, of pregnant and parenting women. This information is based on findings from a Center for Substance Abuse Treatment (CSAT) grant 1993-2000.

The connection between addiction and trauma (interpersonal violence) is threefold: substance-abusing men are often violent towards women and children, substance-abusing women are vulnerable targets for violence, and childhood and

current abuse increases a women's risk of substance abuse. Trauma is a disease of disconnection just as substance abuse addiction is a disease of isolation.

The program being proposed will develop a supportive, safe environment where women can begin to connect and bond with qualified staff that will assist them in their journey of discovering self and begin to change the patterns that lead to criminal behavior. This program proposal offers incarcerated women the opportunity to address their issues and behaviors in a controlled and safe environment so that they may return to their family and community as a productive member of society.

Female Inmate Population

On July 25, 2007, we took a look at the female inmate population that is classified as minimum security and determined that 37 of these women qualify for a gender responsive program.

The average length of stay of the sentenced female inmates was 77days. Geographically, 16 of these inmates live in the city of San Mateo or south of that location, two are transient, and 30 inmates live north of San Mateo.

PROGRAM PROPOSAL

This proposed program is for an average of 40 minimum-security voluntary female inmates to participate in a gender specific and responsive program operated through a contract with a local substance abuse provider. The Provider will have extensive experience in designing and operating gender specific and responsive programs and all counseling staff will be female State of California Certified Alcohol & Drug Counselors with a minimum of 2 years of experience working with women.

Program Design

The program will be 60 to 365 days in length, conducted five days per week, five hours per day for a minimum total of 300 hours of counseling and education for each inmate. Each inmate will move through a three-phased program that allows for deeper understanding of herself, her behaviors, her thoughts and capabilities.

The program will provide General Education Diploma (GED) preparedness, on-site math, reading, writing education through a partnership with the South San Francisco Adult School, resume writing and vocational training through a partnership with the San Mateo County Vocational Education Department, parenting, pre-parenting and child development educational classes, group process sessions to address self-image and trauma issues, health relationships, family education, sexual abuse, medical, housing, financial, literacy, job training issues, and essential living skills (such as dressing appropriately, communication manners, hygiene, cooking, and money management), problem solving skills, drug and alcohol education, mental health education, expressive arts, physical exercise, acupuncture, discharge planning, 12-Step education, HIV/AIDS, Hepatitis C, TB and Sexually Transmitted Diseases (STD) education. The program will also offer the opportunity for inmates involved with Child Protective Services (CPS) to re-gain custody of their children (once the mother is released) by offering on-site supervised visits.

The program will integrate several curricula from a broad range of evidence-based work from Dr. Stephanie Covington ("Helping Women Recover") and Lisa Najavitz, ("Seeking Safety"). The program will incorporate "A Women's Way Through the 12 Steps", "A Women's Journal" and "Helping Women Recovery" workbook, Special Edition for women in the criminal justice system.

General clinical strategies that will be implemented include interventions to address criminal thinking and to provide basic problem-solving skills, along with therapy strategies that include motivational interviewing and cognitive behavior therapy.

Inmates will specifically learn about the physiological, psychological aspects of addiction, develop the psychological and emotional tools to maintain abstinence, education about and development of tools to deal with craving and other

withdrawal symptoms, nutritional information as it relates to recovery, information and education regarding the disease of addiction and its progression and the development of relapse prevention tools.

Each inmate will receive an in custody assessment using the Addiction Severity Index (ASI) and the Michigan Alcohol Severity Test (MAST) to assess their substance use/abuse and their need for medical, mental health, family or legal services.

Admission Criteria

1. Inmate must volunteer to participate in the program.
2. Inmates will be interviewed by Sheriff’s office for eligibility.
3. Inmate must be sentenced to a minimum of sixty (60) days.

Objectives

1. Each inmate will participate and complete a minimum of 300 hours of counseling and educational services.
2. Via pre- and post-testing, inmates will:
 - A. Know the physiological and psychological aspects of addiction, and learn psychological and emotional tools to maintain abstinence.
 - B. Understand the responsibilities of parenting.
 - C. If applicable, develop healthy parenting skills.
 - D. Develop healthy communication skills.
 - E. Develop effective problem solving skills.
 - F. Improve reading, writing and math skills.
 - G. If applicable prepare for and obtain General Education Diploma (GED).
 - H. Participate and develop job seeking skills.

Sample Schedule for Gender-Specific Responsive Program

MONDAY				
WP	Process Group	10:15 AM	-	11:15 AM
WP	Math	11:30 AM	-	12:30 PM
WP	Lunch/Family	12:30 PM	-	1:15 PM
WP	Life Skills	1:15 PM	-	2:15 PM
WP	Physical Education	2:30 PM	-	3:15 PM
TUESDAY				
WP	Women's Self-Esteem	10:15 AM	-	11:15 AM
WP	Parenting	11:30 PM	-	12:30 AM
WP	Lunch/Family Time	12:30 PM	-	1:15 PM
WP	Women's 12-Step Meeting	1:15 PM	-	2:15 PM
WP	Literacy Class	2:30 PM	-	3:15 PM
WEDNESDAY				
WP	Process Group	10:15 AM	-	11:15AM
WP	Women's Workbook	11:15 AM	-	12:30 PM
WP	Lunch/Family Time	12:30 PM	-	1:15 PM
WP	English	1:15 PM	-	2:15 PM
WP	Expressive Arts Class	2:30 PM	-	3:15 PM
THURSDAY				
WP	Family Class	10:15 AM	-	11:15 AM
WP	Recovery Education	11:30 AM	-	12:30 PM
WP	Lunch/Family Time	12:30 PM	-	1:15 PM
WP	Community Meeting	1:15 PM	-	2:15 PM
WP	Physical Education	2:30 PM	-	3:15 PM
FRIDAY				
WP	Health	10:15 AM	-	11:15 AM
WP	Groups(s)	11:30 AM	-	12:30 PM
WP	Lunch/Family Time	12:30 PM	-	1:15 PM
WP	Process Group	1:30 PM	-	3:15 PM

Implementation Plan

It is estimated that it will take 6 months to fully implement the program.

Phase One (two months)

1. Identify and secure site.
2. Identify and secure contractor/provider.
3. Remodel site.
4. Purchase furniture and operating materials.

5. Design assessment & screening process for selecting female inmates.
6. Secure transportation arrangements for transportation of inmates from WCC to new site.

Phase Two (two months)

1. Select female inmates through interview process.
2. Arrange for transportation to new facility.
3. Secure jail clearances for contracted provider staff and sub-contractors.
4. Implement orientation for contracted provider personnel and sub-contractors.

Phase Three (two months)

1. Implement daily program.
2. Review and evaluate effectiveness of programming.

ESTIMATED PROGRAM COST

Start Up Cost to Reopen Facility

The estimated startup cost is \$175,000.

Operational Costs

The annual operational cost to operate the custody facility and run gender responsive program services is estimated at \$2,250,000. This includes staffing and operating a 24/7 minimum security facility for forty female inmates (\$2.1 million) and providing contracted gender responsive program services (\$150,000.)

The recommended staffing level includes four Deputy Sheriffs, four Correctional Officers and one Legal Office Specialist.