

First Interim Report

Adult Correctional System Master Plan

For

**Napa County
California**

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Submitted By

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With

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Preface

This report represents the first in a series in the completion of Phase One “Correctional Resource Needs,” of the Adult Correctional System Master Plan. The purposes of Phase One are to look at the full corrections and justice systems in order to analyze the impact of current and recent past practices, and to thoroughly consider future options, particularly as they affect facility needs. The result of Phase One will be a detailed description of corrections system needs including program, staffing, and other resource needs and desirable policy changes. In this context, Phase One will include a general “scoping” of facility needs - the number and types of beds that may be needed and when.

This report documents the results of completion of a series of initial tasks including the development of profiles of jail inmates and persons on probation, discussions of how long offenders remain in the justice system (jail, court, and probation), the preliminary identification of “best practice” and other ideas that merit more detailed considerations regarding system changes in the future, the analysis of recent justice system trends, and an initial jail facilities status assessment.

In August of 2005, the consultant began the initial phase of study to interview representatives of all county criminal justice and social service provider agencies, and to become familiar with the operations and requirements of the county adult correctional system. Detailed data has been assembled on the types of individuals that “use” the jail in order to provide a description of the nature and flow of offenders in the Napa County Adult Criminal Justice System. Information was obtained through extensive county staff and consultant review and assessment of available data collected within current information systems including CJIMS and SUSTAIN. To assure that valid data was reflected, and to obtain data not held in these systems, over 300 hardcopy files were individually reviewed.

To gain insight into current problems and to begin the process of identifying opportunities for improved effectiveness and efficiencies of the Napa County Correctional System, extensive interviews or meetings have been conducted with over 40 representatives of the criminal justice system within the county, the Superior Court, local law enforcement agencies, program staff and community based agencies. Numerous county stakeholders, including members of the Board of County Supervisors, have participated in this process. County staff, including Rod Getsy (IT), Ed West (NCDC), Linda O’Hara (Probation), and Steve Bouch (Courts), have assisted in understanding the Napa County electronic databases. Helene Franchi and John Pearson not only helped to analyze and understand the databases, but also facilitated meetings with local officials.

In addition to developing information regarding current and historical needs, input continues to be solicited regarding problems and constraints as well as opinions of knowledgeable persons about potential changes which could affect the system. Consistently, the information gathering effort seeks to stimulate the respondent to place their area of specialty into the broadest possible context of the overall goals and priorities of corrections in general, addressing what is a “model” adult corrections system and how Napa County can begin to move in that direction.

Executive Summary

Executive Summary

Section One: Justice System Trends

This section discusses trends in justice system activities in Napa County over the last decade. This information is presented for two reasons: first, it provides a context for the current status of the justice system, and second, data on trends for the past decade will become one basis for projections of future jail populations.

During the last decade jail populations increased by 13 percent--less than the overall county adult population (18%). However, recent increases in jail population have been steeper. The average daily population (ADP) in the last quarter of 2004 rose to 251, which was close to the jail's rated capacity at the time, and continued to rise through 2005. By the last half of 2005, the daily jail population exceeded 260 regularly.

Jail populations result from the interplay of two variables: the number of bookings and the length of time those booked remain in custody before release. Jail bookings increased during the last decade. Between 1994 and 2004, bookings climbed by 34 percent, to over 7,100 a year in 2004. Jail lengths of stay have also increased in the past two years. During the last year, the average length of stay has increased by at least three days, from 12 days in 2004 to over 15 days in 2005. This is a significant increase, which is likely a major factor in recent ADP growth.

Arrests, particularly of drug and alcohol offenders, are likely one impetus for the increase in bookings. Even though reported serious crimes declined over the period, felony and misdemeanor arrests have been increasing. This is particularly true of alcohol and drug related misdemeanors.

One anomaly is that despite the increased arrests, court workloads (as indicated by felony complaints and misdemeanor non-traffic and DUI misdemeanors) remained generally constant throughout the last decade. Probation caseloads, however, are rising. Over the past decade, referrals to probation increased by 41 percent.

Questions remain regarding exactly why recent lengths of stay and bookings have risen so noticeably and whether the increase is transitory or indicative of longer term trends. Analysis of these questions will continue in the next Master Plan phase.

Section Two: Offender Intake and Release

This section examines who enters the jail, what charges they are facing, and how and after how long they are released from custody. The information in this section is based on the analysis of nearly 4,500 releases during the period from January 1, 2005 through September 8, 2005.

Overall, the jail population is composed of 11 percent females and 89 percent males, and 41% sentenced offenders and 59 percent pre-sentenced. The average length of stay for all offenders was 15.8 days; pre-sentenced offenders stayed for an average of 11.3 days and sentenced offenders for 36.1 days. The averages mask a pattern of lengths of stay, however.

A relatively small group of offenders who stay a long period of time use the great majority of bed days (or bed space). There is considerable “front end churn”—individuals that enter the jail and remain for very short periods of time. Offenders who were released within one day constituted nearly half of all bookings, but consumed only 1 percent of the total bed days. Offenders who remained in custody for up to a month used only 21 percent of the bed days, even though they constituted 87 percent of the cases. Conversely, the 13 percent of cases that stayed longer than a month utilized nearly 80 percent of the bed days. Cases with lengths of stay of over six months accounted for only 1 percent of bookings but nearly a quarter of bed days.

The primary users of jail space are inmates charged with felony and misdemeanor drug offenses (excluding DUI). The offenders fill about 19 percent of the jail beds. In a 250 bed jail, drug users would fill about 48 beds. Offenders charged with felony violent crimes (crimes against persons) fill 17 percent of the jail beds—43 beds in a 250 bed jail. Persons whose main charge was violation of probation (VOP) comprise 14 percent of the jail population on average, using about 35 beds. (The actual impact from VOPs is higher, because additional cases have VOP charges added to other offenses.)

If gauged by how prisoners secure release, 32 percent of the beds are used by prisoners who will be released after having served their sentences; another 17 percent are released through felony own recognizance orders from the court, and 31 percent are released to another agency, including prison, after local sentences or adjudication processes are complete.

Napa County’s pre-sentence processes are well within the “normal” range of county systems with which we have worked, in terms of percentages of pre-sentenced offenders released and their lengths of stay prior to release. Most of the typical pretrial release mechanisms are available in Napa and are used heavily and, on average, quickly.

Inmates who are in jail pending criminal charges from activities at Napa State Hospital, or who are awaiting transfer to Napa or another state forensic facility, currently require ten or more beds on an on-going basis. Though a relatively small number, these inmates create disproportionate management problems in the jail.

Possible measures to reduce or control jail crowding will be examined in the next Master Plan stage. Possible programs include day reporting and prisoner re-entry programs that might be used in place of some sentenced time. Possible policy changes regarding various adjudication processes will also be reviewed, although the jail population reductions to be gained from these appear limited.

Section Three: Offender Profile

Several sources of information were used to develop a picture of the offenders in the jail on a representative day. The picture that emerges is that the typical offender in the jail is single, male, in his early 30’s, and not highly educated—all “risk” factors generally thought predictive of a tendency to continue criminal behavior, and to raise concern regarding whether the offender will appear as scheduled for court appearances. Interviews by NCDC staff suggest a deeper level of personal disorganization: large percentages of the inmate population have significant

substance abuse problems, many are unemployed and, in the view of jail staff, probably “unemployable.” A smaller number have significant mental health problems; this creates particular difficulties for jail management, as these offenders often require separate housing.

As a group, the offenders in the jail have some prior justice system involvement, but in jail staff’s professional judgment, most do not have “serious” prior records. Jail staff considered over half of the offenders eligible for minimum security housing while in the jail.

Section Four: Probation

Probation has significant influence on the jail. Probation is the primary alternative to incarceration; while NCDC works with 250 to 300 offenders at a time, Probation has adult caseloads of about 2000. While the jail “keeps” offenders for a matter of days and months, Probation supervises offenders for about three years.

At the beginning of December 2005, caseloads in Probation were organized into general supervision caseloads ranging from 179 to 320 per probation officer, and intensive supervision caseloads (Proposition 36, Napa Special Investigations Bureau, sex offenders, gangs, and Drug Court/Placement). Intensive supervision caseloads ranged from 16 (Napa Special Investigations Bureau) to 240 (Proposition 36). Clearly, the number of probationer contacts most of these units can have is very limited.

To illustrate the movement of probationers through the Napa County Probation Department, the consultants were provided an electronic file of probationers whose grant of probation ended between January 2, 2005 and September 30, 2005. According to the data, 541 formal probationers exited probation during the study period. Most were male (76%), white (64%), single (53%) and Napa residents (51%). The probationers were also relatively young with an average age of about thirty-years; the youngest was eighteen and the oldest was seventy-nine-years-old. (In comparison with jail inmates, this group of probationers were about twice as likely to be female, slightly more likely to be White, and slightly younger.)

Those on formal probation were evenly split between felony and misdemeanor cases. The average sentenced term of grants of probation was 3.3 years, but the average time actually spent under probation supervision was 2.6 years. The difference lies largely in the fact that significant numbers of probationers were removed from probation prior to completing the assigned time. Slightly over half (53 percent) of probationers completed their terms successfully and another 10 percent were transferred to summary probation (a lower level of supervision). The remaining cases—about one third—were terminated or revoked.

Section Five: Program Inventory

This section (which is still in progress) summarizes the programs and services available to adult offenders, whether in custody or in the community. In-custody services include substance abuse and education programs, of limited intensity. Non-custody programs include some jail alternatives, but the field is dominated by residential and other drug treatment programs which accept referrals from Probation. (In early December, there were 93 probationers in residential

drug treatment placements.) The substance abuse programs are a truly diverse group, with varying treatment modalities, and varying mixes of supplemental services such as employment. As county staff note, it is difficult to judge whether the services available adequately meet offenders' needs, because there is little or no evaluation or assessment of treatment outcomes.

Section Six: Jail Facilities Assessment

Napa County Jail operations are supported by approximately 65,000 net usable square feet (NUSF) of space within two linked facilities; the Hall of Justice built in 1976, and the Jail Addition built in 1989. These facilities are located on a 5.6 acre "super-block" and share the site with the County Administration Building and the new Criminal Court facility.

In total, the Napa County Jail maintains an inmate housing capacity of 264 rated beds of which nearly 20 percent can be categorized as maximum security, approximately 50 percent as medium security, and slightly over 30 percent as minimum security. Based upon the present use of the jail and current detention policies, the present bed capacity is estimated to be deficient by a factor of between 10 and 15 percent.

While the existing facilities exhibit a variety of functional and physical deficiencies, the jail is in current compliance with state minimum standards, fire/life safety and environmental health requirements. Jail facilities, with appropriate maintenance, have been assessed to maintain an extended useful life by the Napa County Department of Public Works.

The potential exists for the select renovation of existing jail space to address current functional deficiencies. Further renovation potential, subject to county needs and priorities, could result in the conversion of up to 32,000 NUSF of office, support and storage space within the Hall of Justice to jail occupancy. The use of such "captured" space would most likely focus on non-housing functions (other than possibly dormitory type) due to costs associated with the development of high security housing functions.

Again, subject to county needs and priorities, substantial expansion of jail facility resources could occur by means of on-site construction, either to the south or to the west of the existing jail. The potential for on-site facility expansion would offer the opportunity to develop additional detention space, if required, at a scale well in excess of that currently allocated to the Napa County Jail.

Section Seven: Summary and Conclusions

This section outlines a full agenda for the next phase of the Master Plan, to be guided by the Adult Corrections Master Plan Coordinating Committee. In addition to completing tasks now underway, including an analysis of case flow during adjudication, completion of the program inventory, and following up with analyses of factors that may account for the recent increases in jail populations, the next phase will concentrate on developing projections for future jail bed needs and defining recommendations regarding system changes and alternative programs.

Possible areas for further analysis and development include:

- Consideration of “evidence-based” programming, which stresses the need to design interventions based on a growing body of knowledge about “what works” in corrections.
- Consideration of “re-entry” programming, a current best practice in corrections. Re-entry programming begins with the premise that prisoners are more likely to succeed when they transition from incarceration to community if there are programs and individualized case plans to assist in the re-entry process.
- Discussion of Probation Department resources for offender assessment and supervision, as well as examination of possible responses to probation violations.
- Consideration of programs specifically designed as alternatives to incarceration. One such concept—day reporting centers—is specifically designed to enhance supervision of offenders in the community while providing supportive services for those offenders as they transition from jail to the community
- Consideration of responses to certain groups of long term inmates such as Napa State Hospital patients detained in the jail, and placement bound sentenced prisoners who are required to serve significant sentences to jail prior to placement.
- Analysis of systemic approaches to substance abuse, including more intensive treatment for jail inmates and a continuum of interventions coordinating justice-based supervision and treatment provider services.
- Review of adjudication processes such as plea bargaining, bail and OR release, to ascertain if there are opportunities for cost-effective alternatives that would effect jail population reductions.

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Section One
Justice System Trends

Section One Justice System Trends

Introduction

This section provides information relevant to a key question for this planning effort: is the growth in jail population driven by changes in the environment—growth in population, in crime? Or is it driven by policy decisions by criminal justice officials? If it is the latter—practices and policies by justice agencies—there may be opportunities through modifications of those policies to contain the growth of jail population levels.

Presented statistically in Table 1.1, and graphically illustrated on Figure 1.1, are trends in justice system activities in Napa County over the last decade. This information is presented for two reasons: first, it provides a context for the current status of the justice system, and second, data on trends for the past decade will become one basis for projections of future jail populations and probation caseloads.

Jail populations are a reflection of two variables: the number of offenders brought to the jail, and the length of time they stay. Either factor could cause growth in jail population levels. When both admissions and lengths of stay occur increase simultaneously, that growth is compounded.

- 1. Jail intakes have been generally increasing over the past few years. Examination of Table 1.1 suggests that growing arrests of drug and alcohol offenders helps to explain the increase in admissions.*
- 2. In the past several months, jail population levels have increased at a faster rate than previously. As this report explores, this stems from a growth in bookings, but more importantly from an increase in the average length of stay in the jail.*

Up until 2004, jail populations appeared to be growing roughly in congruence with the general population and other factors such as arrests. This raises the question: are the steeper increases of the past few months transitory, or are they indications of longer terms trends? The shape of projections of future jail populations will depend in part on how that question is answered.

Findings: Ten Year Trends

- Jail populations increased. From 1994 through 2004, jail populations rose by 13 percent—less than the overall County adult population (18%). Recent increases in jail population have been steeper. For example, the average daily population (ADP) in the last quarter of 2004 rose to 251, which was close to the jail's rated capacity at the time, and continued to rise through 2005. By the last half of 2005, the daily jail population was exceeding 260 regularly. In late August and for a period in November, the jail censuses climbed to the 270s—an increase of over 25 percent over a ten-year period. In fact, *jail population levels have increased as much in the past year as they had increased over the previous ten years.*

- Jail bookings increased as well. Between 1994 and 2004, bookings climbed by 34 percent, to over 7,100 a year in 2004. During the past decade, bookings peaked in the years 1999 and 2000, then dropped back until a relatively sharp escalation in 2003 and 2004. A review of bookings from May through November 2005 suggests that bookings will rise to 7,500 or more in 2005. As a rough estimate of the impact of this increase, 500 additional bookings which (theoretically) stay in jail the current overall average length of nearly 16 days would increase the average daily population by about 22 during the course of the current year.
- Jail lengths of stay have also increased in the past two years. Although 2005 lengths of stay, discussed in detail in Section Two of this report, are computed in a different manner than lengths of stay for previous years, it is reasonable to assume that *the average length of stay has increased by at least three days, from 12 days in 2004 to over 15 days in 2005.* This is a significant and apparently recent increase, with potentially great implications for the jail population. (For example, if it were assumed that 7000 bookings each remain in jail for three additional days, the result would be to increase the average daily population in the jail by as much as 58.)
- Arrests, particularly of drug and alcohol offenders, are likely one impetus for the increase in bookings. According to the California Department of Justice, the number of sworn law enforcement personnel in Napa County climbed by about 70 percent during the past decade. This could account for increased arrests and bookings, although further analysis is needed. Even though reported serious crimes declined over the period, we do know that felony and misdemeanor arrests have been increasing. This is particularly true of alcohol and drug related misdemeanors.
- One anomaly is that despite the increased arrests, court workloads (as indicated by felony complaints and misdemeanor non-traffic and DUI misdemeanors) remained generally constant throughout the last decade. Likewise, despite the relatively steady state of court workloads through 2004, jail populations are going up. It can be inferred that if roughly the same volume of cases is working its way through the courts but jail populations are increasing, the lengths of stay are increasing.
- Probation caseloads are also rising. Over the past decade, referrals to probation increased by 41 percent. Referrals peaked and then leveled off in 2003 and 2004. However, like jail populations, there are indications that probation caseloads have begun rising sharply. (See Section Four of this report.) This, too, is an apparent anomaly.

Table 1.1: Justice Trends in Napa County

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	% change first - last shown
COUNTY ADULT POPULATION (1)	74,900	75,400	76,100	76,800	79,400	81,100	82,600	84,300	85,800	87,300	88,500	18%
CRIME & ARRESTS (2)												
Reported Crimes (selected offenses)												
Felony Violent Crimes	589	489	411	385	404	331	322	361	345	380	451	-23%
Felony Property Crimes	2218	1937	1623	1936	1759	1280	1167	1198	1562	1673	1795	-20%
Larceny – Theft	3120	2831	2565	2610	2526	1923	1635	1953	2318	2670	2690	-14%
Felony Arrests												
Total	1068	963	758	1033	961	961	1082	1147	1236	1219	NA	13%
Violent	340	314	281	297	240	249	257	312	293	321	NA	-6%
Property	207	191	154	227	201	204	211	202	241	229	NA	11%
Drug	231	193	178	338	350	268	367	353	391	325	NA	45%
DUI (felony)	46	51	25	22	29	37	19	34	24	38	NA	-17%
Weapons	44	35	26	46	28	30	37	24	40	55	NA	25%
Misdemeanor Arrests												
Total	3001	2897	3007	2902	2897	2713	3108	3282	3267	3687	NA	23%
Marijuana	66	61	108	98	87	107	143	142	106	114	NA	73%
Drugs (other)	84	93	93	155	131	117	154	163	167	194	NA	131%
Drunk	344	365	437	408	378	405	572	615	624	713	NA	107%
DUI	1022	947	1032	1090	1027	976	1045	1079	1037	1193	NA	17%
FTA (non traffic)	416	402	111	105	150	97	143	237	351	414	NA	No Change
Felony Arrest Dispositions												
% of Felony Arrests with complaint sought	87%	89%	87%	84%	87%	85%	85%	85%	87%	NA	NA	
% of Felony Filings Convicted	71%	72%	74%	73%	69%	71%	74%	72%	77%	NA	NA	
% of Felony Convictions to Jail or Jail/Probation	72%	69%	68%	75%	79%	76%	76%	71%	67%	NA	NA	
% of Felony Convictions Sentenced to Prison	19%	19%	19%	17%	13%	12%	16%	14%	16%	NA	NA	

NAPA COUNTY COURT DATA (3)												
Felonies												
Complaints	952	1003	746	992	1050	907	949	1043	1061	1028	1037	9%
Informations	609	660	605	690	781	667	763	670	716	690	650	7%
Percentage Survived as Felonies	64%	66%	81%	70%	74%	74%	80%	64%	67%	67%	63%	
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	% change first - last shown
Misdemeanors												
Non-Traffic Misdemeanors	1706	1631	1389	1413	1191	1151	1271	1851	1420	1648	1718	1%
DUI	1118	943	1007	953	998	996	979	1042	1005	1090	1072	-1%
Traffic Misdemeanors	1088	1085	1300	1370	1259	1112	1297	2270	2763	2655	2831	164%
CORRECTIONS												
Jail Average Daily Population (4)												
Total	209	218	186	205	201	202	218	227	240	236	236	13%
Male %	90%	87%	88%	90%	90%	89%	88%	90%	86%	86%	86%	
Female %	10%	13%	12%	10%	10%	11%	12%	10%	14%	14%	14%	
Pretrial %	61%	65%	55%	56%	65%	60%	NA	NA	NA	NA		[59% in 2005]
Sentenced %	39%	35%	45%	44%	35%	40%	NA	NA	NA	NA		[41% in 2005]
Jail Bookings (5)			5,314	5,606	4862	7269	8,077	6,487	6,397	6,897	7,106	34%
Jail Average Length of Stay (6)			12.8da	13.3da	15.1da	10.1da	9.9da	12.8da	13.7da	12.5da	12.1da	LOS=15.8 days in 2005
PROBATION												
Probation Caseloads (7)												
Total Referrals	1362	NA	NA	1869	1753	1669	1683	1518	1650	1929	1922	41%
Total cases	1416	1539	NA	1817	2061	2419	2328	2230	2638	2352	2657	88%

(1) County Adult Population is from the California Department of Finance, the repository of US Census information for California. Adult population is persons over 18.

(2) Crime and Arrest information is from the California Department of Justice, Criminal Justice Statistics Center.

(3) Napa County Court Data was provided by courts staff.

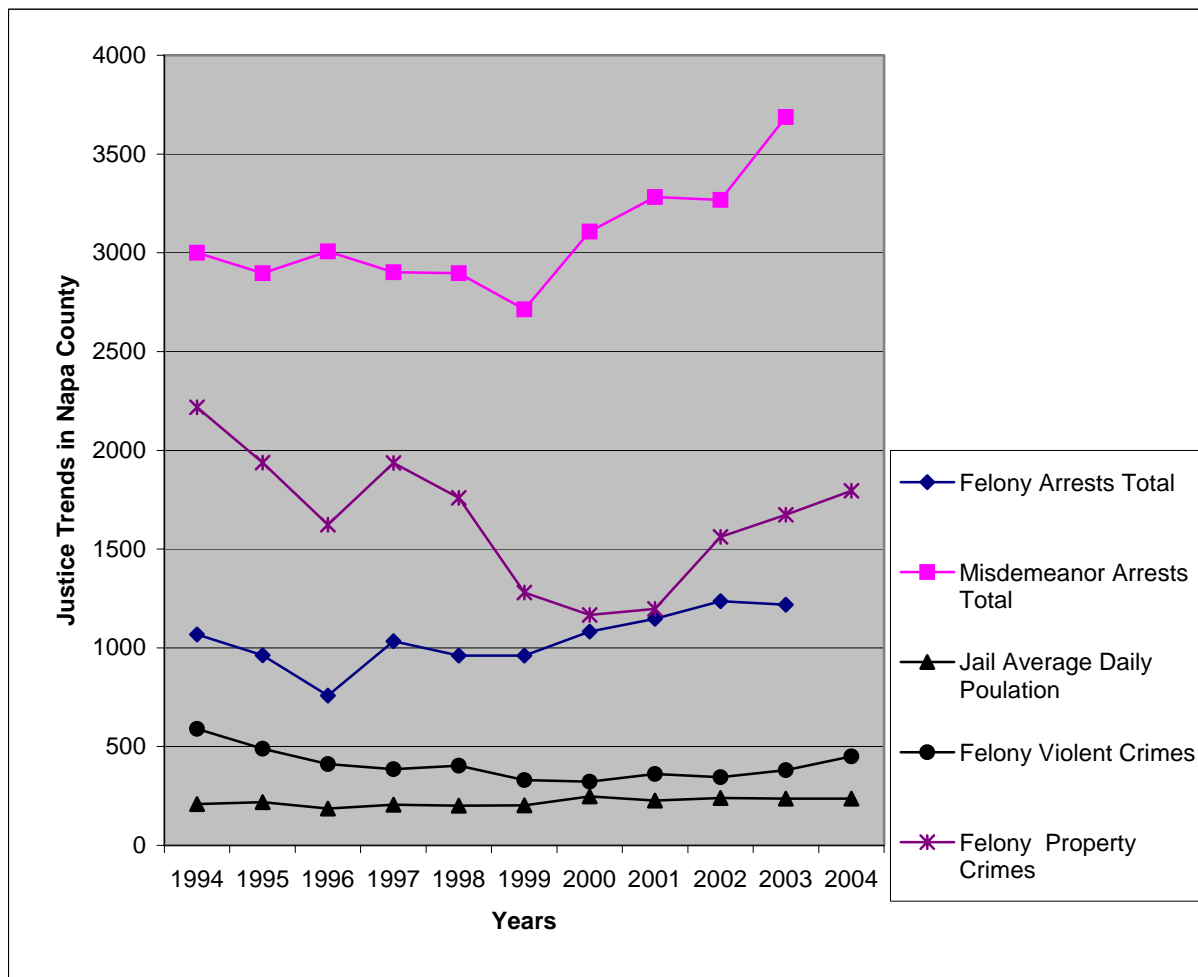
(4) Jail Average Daily Population Data was compiled from several sources. 1994 data is from the Department of Justice Statistics Center. Data for 1995 is for the 4th Quarter of the year (the first in which data is reported) from the California Correctional Standards Agency (formerly the Board of Corrections) Jail Reporting system. Data from 1996 through 2004 is full year data, also from the Correctional Standards Agency.

(5) Booking data is from the Correctional Standards Agency also.

(6) Average Length of Stay was computed as follows: annual average daily population x 365 = total bed days; total bed days/annual bookings = average bed days (or length of stay) per booking. Note that this may yield results slightly different from actual lengths of stay computed directly from case records; average lengths of stay reported in other sections of this report are actual case-based computations.

(7) Probation referrals and caseloads were provided Probation staff. Note that caseload data refers to charges, not persons. There is an unknown level of over-counting of persons on probation, because the charges count can include up to one felony and up to one misdemeanor per probationer. For example, the actual count of active probationers at the beginning of December 2005 was 2054—substantially lower than the recent numbers of the “total cases” in the table above. Nevertheless, the “total cases” data in Table 1 can be used to calculate percentage increases in probation workloads.

Figure 1.1: Justice Trends in Napa County



Comments on Recent Trends

Possible Sources of Recent Jail Population Increases

The question remains: what specifically is causing the trends discussed and particularly the recent upturn? Analysis thus far provides some hints, but little conclusive evidence. In data covering most of 2005, no factors stand out as clearly and primarily responsible for the population growth during the past year. It appears more likely that the recent growth reflects a combination of several trends, with certain temporary or occasional events mixed in. The following are factors that consultants will examine more closely in preparation for jail population projections in the next phase of the Master Plan.

- Consultants will meet with court and jail officials to review sentencing information. Sentenced prisoners released in April, 2005 had been in custody for 36.7 days on average; sentenced prisoners released in August, 2005 had been in custody for 39.1 days. This increase in lengths of stay probably accounts for a portion of recent growth, but the reasons for the higher length of stay in August are not clear.
- Consultants will meet with court officials to complete a court case tracking study, with particular attention to pre-sentence processes. For example, use of court ordered releases (OR releases) declined by about 30 percent from 144 (30 percent of releases) during February, 2005 to 102 (19 percent of all releases) in August, 2005. Further analysis of the details of cases is needed to determine whether the lower use of OR reflects policy changes or simply transitory circumstances.
- Consultants will talk with law enforcement and jail officials regarding arrests for drunk in public offenses, which constituted about 15 percent of all bookings during the period from January through August, 2005. Most of these cases remained in jail less than a day, but Napa County officials note that increasingly, public drunks are also homeless and appear to have mental health as well as alcohol problems. The impression of some is that these cases are more complex, and possibly more likely to remain in custody, than had previously been the case.
- Consultants will meet with Probation officials on a number of topics. We need to explore why probation caseloads are going up sharply. We know that Violation of Probation (VOP) arrests and incarceration affect jail populations. This is discussed in detail in Section Two. There are some indications that VOPs are going up also. VOP arrests during the July 4th holiday went from 5 in 2004 to 24 in 2005. It appears that recent drug enforcement activities, perhaps associated with the Napa Special Investigations Bureau, have resulted in elevated arrests, including probation violation charges. Consultants will meet with Probation officials to develop more detail about the violations being charged and to discuss the implications of Probation policies and deployments.

Jail Population Projections

Population projections proceed in two stages. Initial “baseline” projections attempt to forecast the future by extending trends from the past. In this context, questions arise such as whether the accelerated growth in jail populations during the last several months is indicative of long term trends? Also, how should this recent period be weighted in projections of future jail space needs? A review of daily counts from the period April through October 2005 suggests that population levels in the jail are volatile, with swings of as many as 20 in ADP from week to week. The general trend was upward during this period (at roughly one percent growth per month), punctuated by periodic short term peaks.

To complete the baseline projections, we will use analysis of on the statistical relationships (multivariate analysis) between jail trends and other trends such as those shown in Table 1.1. That analysis, along with further discussions with the Master Plan Coordinating Committee, is needed to determine how much of the recent growth is likely to be seasonal or transitory and whether the specific factors associated with the growth are likely to be lasting.

The second stage of projections is to identify potential adjustments to capture the impact of policy changes and choices. We look at jail populations with a slightly different lens. We will focus on how long offenders stay in jail, on how that length of stay is affected by the charges the offenders face, and on how they secure release from the jail. We will focus less on how policies have affected jail ADPs leading up to the present, but rather on what opportunities there might be in the future for controlling ADP growth through changes in policy or practice in the justice system.

Section Two
Offender Intake and Release

Section Two Offender Intake and Release

Introduction

What types of offenders “use” the jail? Jail systems have two distinct populations: those who cycle in and then out of jail quickly, and those who stay for longer periods. Those who recycle quickly consume resources of law enforcement, courts, and jail intake staff, but the longer stay offenders are of greatest interest in discussions of jail capacity. This section reviews the flow of offenders into and out of the Napa County Adult Justice System.

Jail Intake and Release: Overview

Jail population levels are a function of two basic factors: the number of offenders booked into the facility and their length of stay before release. The following section documents who enters the jail and with what criminal charges, how long they stay, and how they are released. The emphasis is on identifying which groups of offenders “use” the most “bed days”—whether by virtue of large numbers of particular categories of offenders or because of long lengths of stay in the facility.

This study of jail intake and release includes every release during the period between 1 January and 8 September 2005. Each release action was matched with information about when and why that offender was booked. During this period, there were a total of nearly 4,500 instances of releases. *Many offenders recycled through the jail multiple times during this period; in total, 3,200 separate individuals entered the jail during the period, meaning that on average individuals were booked about 1.4 times during the eight-month plus period.*

The following discussions of jail intake and release in Napa County begin with a broad strokes overview of who is in the jail and how long they stay there. Discussion then focuses on what lengths of stay are associated with various criminal charges and with various jail release mechanisms. Finally, the discussion focuses in more detail on potential opportunities to reduce the current population levels in the jail.

Demographic Profile

Table 2.1 provides a quick summary of the demographics of persons going through the jail during the January to September period. This profile is very similar to the snapshot profile (Section Three), which represents the demographic mix of persons in the jail on a particular date. The one difference of note is that women comprise a higher percentage of bookings (17 percent) than of the daily in-custody population (11-12 percent). *The difference reflects the fact that on average women stay in jail for a shorter period of time than men; thus fewer women will be remaining in the jail at any given time.*

**Table 2.1: Demographic Summary – “Flow”
Sample (All Releases between 1 January and
9 September 2005)**

Demographics	Frequency	
	#	%
Gender		
Male	3747	83%
Female	746	17%
Total	4493	100%
Race/Ethnicity		
White	2600	58%
Latino	1570	35%
Black	150	3%
Asian/Pacific Islander	79	2%
American Indian	19	<1%
Other	46	1%
Unknown	29	1%
Total	4493	100%
Marital Status		
Single	2629	61%
Married	1089	25%
Divorced	486	11%
Separated	126	3%
Widowed	38	1%
Total	4368	100%
Age Group		
18 through 29	2058	46%
30 through 39	1145	26%
40 through 49	893	20%
50 through 59	334	8%
60 through 69	47	1%
70 and older	18	<1%
Total	4,495	100%

Who Uses the Jail? An Overview

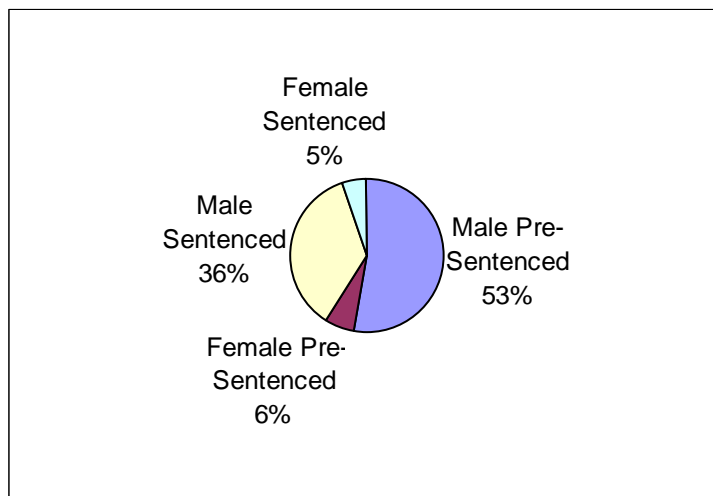
Table 2.2 and Figure 2.1 show a general overview of what percentages of jail bed days were used by males and females, and by sentenced and pre-sentenced prisoners in this study period. This provides a frame for the more detailed tables that follow. Males take 88 percent of the bed days. Pre-sentenced offenders use 58 percent of the bed days.

Table 2.2: Who uses the Jail?

Pre-Sentenced	Male	Female
Number*	3073	610
Percent of Total Inmates	68%	13%
Average Length of Stay	12.1 days	7.5 days
Percent of Total Bed Days	52%	6%
Sentenced	Male	Female
Number	674	136
Percent of Total Inmates	15%	3%
Average Length of Stay	38.0 days	26.7 days
Percent of Total Bed Days	36%	5%

* The gender for two inmates was unknown

Figure 2.1: Percentages of Total Bed Days



How does Napa County compare with other counties?

Although comparisons among counties should be done with great caution, it is useful to at least check whether a particular county is badly out of line with others. A comparison of incarceration rates (average daily jail population per 10,000 adults) for 2004 found the following: *Napa had an incarceration rate of 29, compared with 17 for Marin County, 35 for Sonoma, 38 for Solano, and 35 for Yolo. This suggests that at least in comparison with nearby counties, Napa's incarceration policies are squarely in the middle of the pack.* Be that as it may, the balance of this report focuses on Napa's situation, to identify potential changes, or problems, with current practice.

How long do Napa inmates remain in jail?

Average lengths of stay are summarized in Table 2.2, but averages can mask important variations. Table 2.3 and Figure 2.2 provide of the lengths of stays of all cases in the period studied, grouped by how long they remained in custody.

As the data shows, there is considerable "front end churn"—cases that enter the jail and remain for very short periods of time. Offenders who were released within one day constituted nearly half of all bookings, but consumed only 1 percent of the total bed days. Offenders who remained in custody for up to a month used only 21 percent of the bed days, even though they constituted 87 percent of the cases. Conversely, the 13 percent of cases that stayed longer than a month utilized nearly 80 percent of the bed days. Cases with lengths of stay of over six months accounted for only 1 percent of bookings but nearly a quarter of bed days.

Clearly, if one's interest is in controlling jail populations, the focus should be on cases remaining in custody for the longer periods of time. In the remainder of this report, one key emphasis will be on these longer-staying cases.

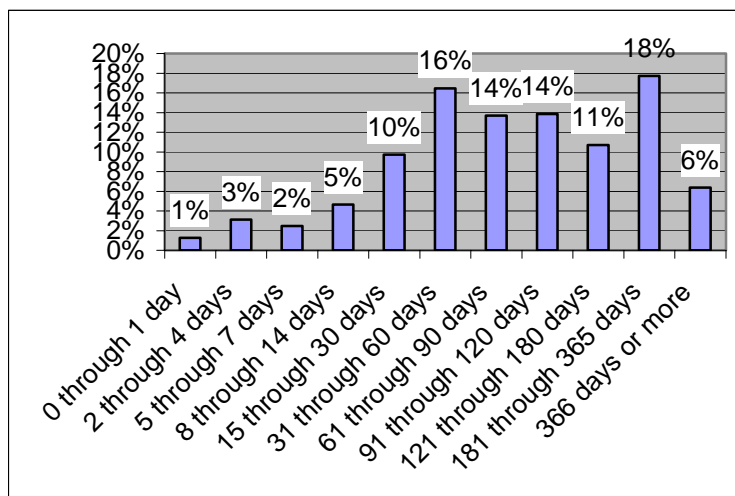
The pattern of length of stay distributions and their consequences for jail populations, as shown in Table 2.3 are essentially repeated in later tables which provide separate analyses of male/female and sentenced/pre-sentenced populations. This is a clear and consistent pattern across gender and adjudication status in the offender population. The great majority of jail capacity is dedicated to housing offenders who are in the jail for at least a month.

A small number of cases stay in jail for very long periods. Every system has "outliers"—exceptional, complicated, cases-- and that is the case in the Napa County system. Although we note instances in which these extreme cases contribute to the current crowding, consultants suggest that offenders staying in the range of two to twelve months are, as a group, the main consumers of jail capacity, and they may reflect more clearly than the "outliers" the impact of local policy and practice.

Table 2.3: Overview of How Long Offenders Stayed in Jail

Length of Stay	Frequency		Average Length of Stay	Total Bed Days	% of Total Bed Days
	#	%			
0 through 1 day	2171	48%	0.41	890.11	1%
2 through 4 days	787	18%	2.81	2,211.47	3%
5 through 7 days	297	7%	5.89	1,749.33	2%
8 through 14 days	303	7%	10.91	3,305.73	5%
15 through 30 days	331	7%	20.84	6,898.04	10%
31 through 60 days	268	6%	43.54	11,668.72	16%
61 through 90 days	131	3%	74.26	9,728.06	14%
91 through 120 days	94	2%	104.63	9,835.22	14%
121 through 180 days	51	1%	148.80	7,588.80	11%
181 through 365 days	54	1%	232.94	12,578.76	18%
366 days or more	8	<1%	564.63	4,517.04	6%
Total	4495	100%	15.79	70,976.05	100%

Figure 2.2: Overview of How Long Offenders Stayed in Jail



A Preliminary look at “long-stayers”

Table 2.4 summarizes who the “longer staying” inmates are. They are likely to be males; persons charged with violent felonies comprise a growing percentage of cases as the length of stay increases.

Seven of the eight cases in which the offender remained in jail for over a year before release were pre-sentenced individuals. Five of these were, in the end, released to State Prison or some other jurisdiction.

Table 2.4: Which Offenders Stay for Longer Periods?

Attribute	0 through 4 days	5 through 14 days	15 through 30 days	31 through 90 days	91 through 180 days	181 through 365 days	366 days or more
% Male	82%	86%	86%	85%	87%	96%	100%
Average Age in Years	33.54	33.86	34.15	32.61	32.10	36.01	29.22
% Pretrial	94%	69%	47%	46%	45%	48%	88%
% Felony Person	4%	7%	8%	12%	17%	24%	38%
% Felony Property	6%	6%	11%	16%	15%	15%	<1%
% Misdemeanor Person	5%	4%	3%	1%	1%	2%	<1%
% Misdemeanor Property	3%	2%	2%	2%	<1%	2%	<1%
% Misdemeanor AOD	24%	7%	5%	6%	4%	6%	<1%
% DUI	<1%	1%	<1%	1%	1	2%	<1%

Length of Stay Distributions

Pre-Sentenced Offenders

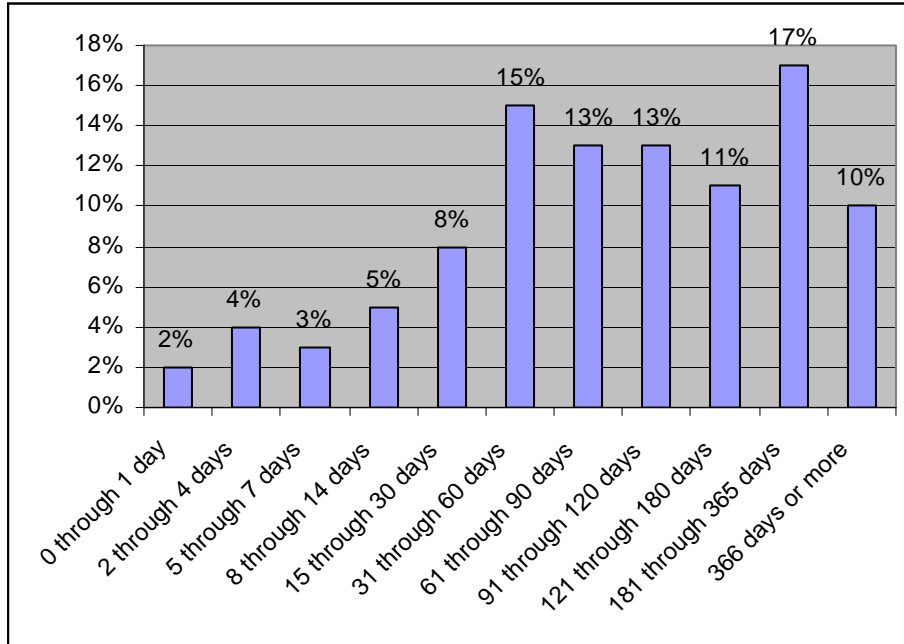
Tables 2.5 and Figure 2.3 show the length of stay distributions for pre-sentenced offenders. (Separate breakdowns for males and females are included as attachment A.1 and A.2. Overall, female pre-sentenced prisoners remain in custody for a substantially shorter period of time than males.)

The distribution of pre-sentenced offenders is closely comparable to the overall distribution in Table 2.3. Again, it is the relatively small group of offenders who stay a long period of time who use the great majority of bed days. *Among pretrial offenders, about 10 percent of the group remains in jail more than one month; they use nearly 80 percent of the bed days among pretrial inmates and 45 percent of all bed days for both sentenced and pre-sentenced offenders.*

Table 2.5: Days in Custody: Pre-Sentenced Totals

Days in Custody	Total					
	#	%	Average Length of Stay	Total Bed Time	% of Pre-Sentenced Bed Days	% of Total Bed Days
0 through 1 day	2,111	57%	0.42	886.62	2%	1%
2 through 4 days	675	18%	2.77	1,869.75	4%	3%
5 through 7 days	215	6%	5.82	1,251.30	3%	2%
8 through 14 days	196	5%	10.82	2,120.72	5%	3%
15 through 30 days	157	4%	21.2	3,328.40	8%	5%
31 through 60 days	144	4%	43.42	6,252.48	15%	9%
61 through 90 days	72	2%	73.28	5,276.16	13%	7%
91 through 120 days	50	1%	105.48	5,274.00	13%	7%
121 through 180 days	30	1%	147.93	4,437.90	11%	6%
181 through 365 days	28	1%	247.57	6,931.96	17%	10%
366 days or more	7	<1%	589.71	4,127.97	10%	6%
Total	3,685	100%	11.33	41,751.05	100%	59%

Figure 2.3: Days in Custody: Pre-Sentenced Totals: % of Pre-Sentenced Bed Days



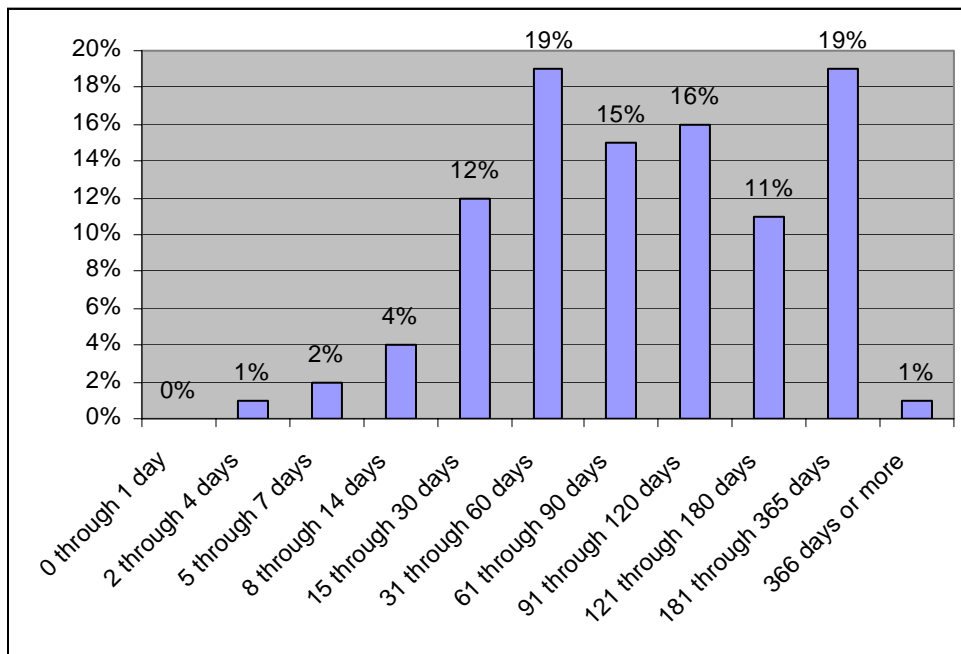
Sentenced Offenders

Table 2.6 presents a very similar overall picture to that seen in the data on pre-sentenced and all inmates. (Attached tables A.3. and A.4 provide separate breakdowns for male and female offenders.) Again, a significant majority of offenders utilize a relatively small portion of the total bed days. *Average lengths of stay for sentenced offenders are two to three time longer than for pre-sentenced cases; essentially, the overall pattern of lengths of stay is ratcheted up. There are fewer very short lengths of stay. Less than a third of the sentenced cases are released within a week*

Table 2.6: Days in Custody: Sentenced Total

Days in Custody	Total					
	#	%	Average Length of Stay	Total Bed Time	% of Sentenced Bed Days	% of Total Bed Days
0 through 1 day	60	7%	0.32	19.2	<1%	<1%
2 through 4 days	112	14%	3.08	344.96	1%	<1%
5 through 7 days	82	10%	6.05	496.1	2%	1%
8 through 14 days	107	13%	11.07	1,184.49	4%	2%
15 through 30 days	174	22%	20.51	3,568.74	12%	5%
31 through 60 days	124	15%	43.68	5,416.32	19%	8%
61 through 90 days	59	7%	75.46	4,452.14	15%	6%
91 through 120 days	44	5%	103.66	4,561.04	16%	6%
121 through 180 days	21	3%	150.05	3,151.05	11%	4%
181 through 365 days	26	3%	217.19	5,646.94	19%	8%
366 days or more	1	<1%	389.00	389	1%	1%
Total	810	100%	36.09	29,232.90	100%	41%

Figure 2.4: Days in Custody-Sentenced Total: % of Sentenced Bed Days



Length of Stay by Criminal Charges

In this section, we discuss what offenses lead to the greatest use of jail bed space.

Pre-Sentenced Offenders

Table 2.7 provides basic information on the charges and lengths of stay for pre-sentenced offenders. (Separate breakdowns for males and females are attached as Tables A.5 and A.6.) Charge categories reflect the consultants’ analysis of the “most serious charge” at intake.¹

It should also be noted that each of the tables in this report that lists charges divided offenses into felonies, misdemeanors, and “n.s.”; “n.s.” means “not specified”—meaning that the source data did not identify whether the offense was a felony or a misdemeanor. In almost every case, the “n.s.” offense was a “wobbler”—a case that could be charged as either a felony or misdemeanor, depending on circumstances in the case.

Consistently in these tables, the largest charge categories are misdemeanor drug and alcohol offenses, misdemeanor DUI, and felony drug and property cases; for men, felony personal offenses also constitute one of the more frequent charges. When viewed through the lens of bed days, however, the situation is more complex. For men, felony cases use nearly three-

¹ The data provided did not identify the most serious charge at intake, so consultants utilized the following framework to determine “most serious offense.” Felonies were more serious than misdemeanors, and within each level severity was ranked in the following order; crimes of violence/crime against persons; property crimes/theft; drug offenses and DUI; weapons; other sex offenses; vehicular offenses, and miscellaneous other offenses.

quarters of bed days, largely in persons, property and drug charges. For women, felony cases consumed 61 percent of bed days—a significant proportion but not as high as men. (For gender details, see tables A.5 and A.6 at the end of Section Two.)

Overall, the pattern for pre-sentenced offenders in jail appears typical of jails. Certain items seem to merit attention and will be discussed further in other sections of this report. One very significant issue is chemical dependency: over half of the offenders in the pre-sentenced group are facing drug or DUI charges. (The snapshot profile information in Section Three of this report indicates that even higher percentages of the jail inmates suffer from chemical dependency problems, whether their criminal charge involved drugs or not.) These cases utilized about one fourth of the pre-sentenced bed days, even though lengths of stay are not generally long.

Of the misdemeanor drug and alcohol (non-DUI) category, 562 (or 72%) were for public intoxication (647(f)). Drunks accounted for 15% of all pre-sentenced cases in the study period.

VOP cases constitute about 13 percent of the total pre-sentenced bed days. Data in Table A.5 and A.6 breaks that total down by gender: VOPs required 12 percent of the bed days among males and 19 percent of female bed days. These totals include only the cases in which the VOP was the main charge. It appears likely that VOP charges added or associated with other criminal charges may also impact on whether offenders are released. This topic is worth further study and policy discussion, as to whether there could, or should, be alternative sanctions for at least some of the VOPs brought to jail.

Sentenced Offenders

Table 2.8 shows lengths of stay by offense for sentenced offenders. (Breakdowns by male and female offenders are attached as Tables A.7 and A.8) *Among pre-sentenced offenders, felony cases used about 70 percent of bed days. Among sentenced offenders, felonies (including felony VOP cases) account for only about 40 percent of bed days. The sentenced population is more diverse, with many types of offenses represented. VOPs account for about 15 percent of sentenced bed days—similar to VOPs’ role in pre-sentenced bed days. Misdemeanors account for a greater percentage of bed days among sentenced offenders, in part because the same offenses, which gained relatively quick release while pre-sentenced, are serving their sentences. In fact, the average lengths of stay for sentenced misdemeanants are substantial: for example, 20 days average length of stay for misdemeanor traffic violations, 40 days for misdemeanor drugs and alcohol.*

Table 2.7: Total Pre-Sentenced Charges

Charge Category	Total					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Bed Days	% of Total Bed Days
Felony Serious Person	240	7%	39.42	9,460.80	23%	13%
Felony Domestic Violence	115	3%	6.60	759.00	2%	1%
Felony Property	277	8%	24.90	6,897.30	17%	10%
Felony Drugs	465	13%	12.82	5,961.30	14%	8%
Felony DUI	21	1%	9.62	202.02	<1%	<1%
Felony Traffic	17	1%	19.35	328.95	1%	<1%
Felony VOP	83	2%	18.40	1,527.20	4%	2%
Parole Violation	79	2%	15.01	1,185.79	3%	2%
Felony Weapons	36	1%	26.92	969.12	2%	1%
Other Felonies	26	1%	78.27	2,035.02	5%	3%
Felony FTA	5	<1%	14.80	74.00	<1%	<1%
Misdemeanor Persons	154	4%	4.51	694.54	2%	1%
Misdemeanor Domestic Violence	28	1%	7.11	199.08	<1%	<1%
Misdemeanor Property	99	3%	3.67	363.33	1%	1%
Misdemeanor Drug and Alcohol (non-DUI)	783	21%	3.38	2,646.54	6%	4%
Misdemeanor DUI	635	17%	2.33	1,479.55	4%	2%
Misdemeanor Traffic/Vehicle Code	286	8%	5.05	1,444.30	3%	2%
Misdemeanor VOP	168	5%	19.19	3,223.92	8%	5%
Misdemeanor Weapons	2	<1%	1.00	2.00	<1%	<1%
Other Misdemeanors	108	3%	4.76	514.08	1%	1%
Misdemeanor FTA	10	<1%	4.20	42.00	<1%	<1%
Infractions, Civil Commitment/Contempt	3	<1%	0.00	0.00	<1%	<1%
Person, n.s.	3	<1%	251.00	753.00	2%	1%
Property, n.s.	5	<1%	31.00	155.00	<1%	<1%
Drug, n.s.	12	<1%	8.75	105.00	<1%	<1%
VOP, n.s.	16	<1%	38.00	608.00	1%	1%
Domestic Violence, n.s.	2	<1%	2.00	4.00	<1%	<1%
Other, n.s.	7	<1%	16.43	115.01	<1%	<1%
Total	3685	100%	11.33	41,751.05	100%	59%

Table 2.8: Total Sentenced Charges

Charge Category	Total					
	#	%	Average Length Of Stay	Total Bed Time	% of Sentenced Bed Days	% Total Bed Days
Felony Serious Person	42	5%	56.50	2,373.00	8%	3%
Felony Domestic Violence	11	1%	27.09	297.99	1%	<1%
Felony Property	58	7%	43.66	2,532.28	9%	4%
Felony Drugs	42	5%	36.69	1,540.98	5%	2%
Felony DUI	18	2%	27.67	498.06	2%	1%
Felony Traffic	3	<1%	54.67	164.01	1%	<1%
Felony VOP	2	<1%	24.50	49.00	<1%	<1%
Parole Violation	12	2%	5.92	71.04	<1%	<1%
Felony Weapons	11	1%	24.18	265.98	1%	<1%
Other Felonies	9	1%	72.89	656.01	2%	1%
Felony FTA	3	<1%	58.00	174.00	1%	<1%
Misdemeanor Persons	28	4%	17.57	491.96	2%	1%
Misdemeanor Domestic Violence	5	1%	18.60	93.00	<1%	<1%
Misdemeanor Property	11	1%	42.82	471.02	2%	1%
Misdemeanor Drug and Alcohol (non-DUI)	33	4%	38.76	1,279.08	4%	2%
Misdemeanor DUI	123	15%	23.10	2,841.30	10%	4%
Misdemeanor Traffic/Vehicle Code	147	18%	19.97	2,935.59	10%	4%
Misdemeanor VOP	46	6%	30.59	1,407.14	5%	2%
Misdemeanor Weapons	5	1%	107.40	537.00	2%	1%
Other Misdemeanors	38	5%	23.26	883.88	3%	1%
Misdemeanor FTA	1	<1%	30.00	30.00	<1%	<1%
Infractions, Civil Commitment/Contempt	1	<1%	7.00	7.00	<1%	<1%
Person, n.s.	15	2%	67.47	1,012.05	3%	1%
Property, n.s.	33	4%	63.97	2,111.01	7%	3%
Drug, n.s.	25	3%	73.12	1,828.00	6%	3%
Weapons	4	1%	29.75	119.00	<1%	<1%
VOP, n.s.	55	7%	52.44	2,884.20	10%	4%
FTA, n.s.	6	1%	47.50	285.00	1%	<1%
DUI	15	2%	47.40	711.00	2%	1%
Domestic Violence, n.s.	5	<1%	73.80	369.00	1%	1%
Other, n.s.	3	<1%	103.67	311.01	1%	<1%
Total	810	100%	36.09	29,232.90	100%	41%

Length of Stay by Release Mechanism²

A final approach to lengths of stay is to review release mechanisms. Tables 2.9 and 2.10 summarize how offenders were released in the January to September period and what the lengths stay associated with those releases were. (Tables A.9 through A.12, attached, provide the same information separately for males and females.)

Table 2.9 focuses on pre-sentenced releases. Although there were slightly different patterns among males and females, the overall picture is consistent. *The great majority (70 percent) of pre-sentenced releases occurred through basic release processes common to California jails: citation release on a promise to appear, bail and bail bond, and own recognizance release (the typical release in the “court ordered release” category in the Napa database). These releases came relatively quickly; lengths of stay for offenders released in one of these programs were quite short.*

Certain quirks in the source data (Napa County’s CJIMS system) need mention here. The pre-sentenced releases include a sizeable group of cases labeled release to state prison. Prisoners being sent to prison have obviously been sentenced. However, the jail records prisoners who are sent prison after spending time in the jail as “pre-sentenced,” because these prisoners have not been sentenced to the Napa County jail. Whether “sentenced” or “pre-sentenced,” *the state prisoners constitute a significant population (15 percent of pre-sentenced bed days) for Napa’s jail.*

Another category of pre-sentenced release worth mention is the “release to other agency.” Inmates released to other agencies—usually another county—accounted for 30 percent of the pre-sentenced bed days in this study period.

² Note that in constructing the tables regarding release mechanisms, consultants were required to identify the primary charge to be used for purposes of identifying release category. NCDC staff are reviewing these decisions; after their review, there could be changes in a relatively small number of cases in Tables 2.9 and 2.10. If corrections are necessary, they will be completed in the next stage of the Master Plan.

Table 2.9: Total Pre-Sentenced Releases

Release Type	Total					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Bed Days	% of Total Bed Days
Time Served*	186	5%	34.91	6,493.26	16%	9%
Court Ordered Release	1063	29%	10.49	11,150.87	27%	16%
No Compliant	562	15%	4.01	2,253.62	5%	3%
Bailed-Cash	102	3%	0.48	48.96	0%	0%
Bailed-Bond	586	16%	3.66	2,144.76	5%	3%
Release to Other Agency	269	7%	45.93	12,355.17	30%	17%
Cite Release	811	22%	0.73	592.03	1%	1%
Unknown	106	3%	63.31	6,710.86	16%	9%
Total	3685	100%	11.33	41,751.05	100%	59%

* While this release type is typically reserved for sentenced inmates, it is possible for inmates to be in jail on several charges and for the final release on the most serious matter to be "time served."

Table 2.10 summarizes the ways in which sentenced prisoners were released during the study period. The two most frequent release methods were "time served" and 4024 PC Early Kicks. (Nearly two thirds of the sentenced prisoner releases were for time served, after an average incarceration period of 31 days; 16 percent received 4024 Early Kicks, after spending an average of 39 days in jail.) Other items of note are that 37 prisoners were released to another agency after spending an average of 79 days in the Napa jail. Prisoners also stayed in jail for an average of 76 days prior to release on County Parole.

The tables showing release mechanisms for sentenced offenders do not include mention of Electronic Monitoring as a release mechanism. EM is considered a temporary release, so those cases will be recorded as released through one of the categories in Table 10. According to data provided by Jail staff, since the beginning of February 2005, 102 participants have entered the electronic monitoring program and have spent an average of 31 days on home detention status.

Table 2.10: Total Sentenced Releases

Release Type	Total					
	#	%	Average Length of Stay	Total Bed Days	% of Sentenced Bed Days	% of Total Bed Days
Time Served	529	65%	30.97	16,383.13	56%	23%
Court Ordered Release*	33	4%	22.36	737.88	3%	1%
Parole	39	5%	76.31	2,976.09	10%	4%
Release to Other Agency	37	5%	78.68	2,911.16	10%	4%
Cite Release	2	<1%	0.00	0.00	0%	0%
California Department of Corrections-State Prison	29	4%	29.86	865.94	3%	1%
4024 PC—Early Kick	132	16%	39.31	5,188.92	18%	7%
Unknown	9	1%	18.56	167.04	1%	0%
Total	810	100%	36.09	29,232.90	100%	41%

* Normally, court ordered release is a pre-sentence release procedure. The cases of court ordered release of sentenced prisoners may reflect coding errors or an unusual circumstance.

Issues for Further Analysis

In the following discussions, we examine in more detail issues raised in the review of lengths of stay for various criminal charges and release categories. The purpose of these discussions is to see whether opportunities for jail population reduction exist. In particular, the discussions focus on categories in which there are either large numbers of offenders or long lengths of stay.

Court Ordered Release

Court ordered releases are the most frequently used pretrial release mechanism in Napa County, although we noted in Section One that use of court ordered release appeared to decline over the January to August, 2005 period. In addition, some officials interviewed recommended developing a felony OR program in Probation. Table 2.11 summarizes the types of offenses for which the release mechanism is most often used: felony and misdemeanor drug charges, felony and misdemeanor VOP, property offenses, and misdemeanor traffic/vehicle code cases. (The mechanism is used slightly more often in misdemeanor than in felony cases.

Court Ordered Releases appear to be used with a frequency and in a time frame typical of felony OR programs. Court ordered release is the release procedure in roughly half of the cases of the 465 pre-sentenced felony drug cases (see Table 2.7, above) released during the study period.

Table 2.11: Court Ordered Release

Charge Category	Total of Court Ordered Release				
	#	%	Average Length of Stay	Total Bed Days	% of Bed Days
Felony Serious Person	79	7%	21.57	1,704.03	14%
Felony Domestic Violence	36	3%	7.25	261.00	2%
Felony Property	90	8%	13.98	1,258.20	11%
Felony Drugs	223	20%	8.43	1,879.89	16%
Misdemeanor Persons	51	5%	6.00	306.00	3%
Misdemeanor Property	41	4%	4.24	173.84	1%
Misdemeanor Drug and Alcohol (non-DUI)	137	13%	6.41	878.17	7%
Misdemeanor DUI	91	8%	5.82	529.62	4%
Misdemeanor Traffic/Vehicle Code	103	9%	3.50	360.50	3%
Misdemeanor VOP	82	8%	20.50	1,681.00	14%
Drug, n.s.	11	1	6.55	72.05	1%
VOP, n.s.	8	1	49.50	396.00	3%
Total**	1096	100%	10.85	11,891.60*	100%

* This constitutes 17 percent of all jail days.

** Offenses for which there are few court ordered releases are removed from this table, for the sake of clarity. Thus counts and percentages in Table 2.11 do not sum to the totals shown. We have recorded the total number, percent, average length of stay, and total bed days to illustrate the full impact of this release category.

No Complaint Filed Releases

During the period studied, 567 offenders were released with no complaint filed. Table 2.12 shows the primary charges categories for these offenders. (Categories with small numbers have been removed from the table. Counts and percentages do not sum to the totals shown)

Over 70 percent of these cases had been arrested for misdemeanor drug and alcohol offenses, primarily 647(f). As documented in Table 9, cases released “no complaint” utilized only 5 percent of pre-sentenced jail bed days. Initial data presented to the Master Plan Coordinating Committee did show that at least some of the “no complaint” cases had been in jail for long periods. Detailed analysis, however, shows that “no complaint” releases happen on the day of booking in 73 percent of cases, and 96 percent of the “no complaint” releases happen within a week. Nine offenders were released after spending at least a month in jail, but these “outliers” likely entailed circumstances that could explain the delay in release. *Delays in gaining “no complaint” release are, thus, not consequential for jail crowding concerns.*

We do note that the large number of public drunks in this period may suggest the need for a detox capability other than the jail for the public drunks now brought to the jail. While such a facility (which is in place at the Napa State Hospital grounds for non-justice cases) would not relieve jail population pressures, it could ease workload pressures in the jail booking area.

Table 2.12: No Complaint Filed

Charge Category	Total of No Complaint Filed				
	#	%	Average Length of Stay	Total Bed Days	% of Bed Days
Felony Serious Person	15	3%	2.87	43.05	2%
Felony Property	15	3%	16.47	247.05	13%
Felony Drugs	24	5%	23.12	554.88	29%
Parole Violation	11	2%	14.73	162.03	8%
Misdemeanor Drug and Alcohol (non-DUI)	402	83%	1.9	763.8	39%
Misdemeanor DUI	9	2%	1.44	12.96	1%
Misdemeanor Traffic/Vehicle Code	9	2%	6.33	56.97	3%
Total	485	100%	4.01	1944.85*	100%

* This constitutes 3 percent of all jail days.

Release to Other Agency and State Prison

Offenders who secure release through “release to other agency” constitute a significant portion of the jail population—30% of the total bed days among pre-sentenced prisoners, 10% of the total bed days of sentenced prisoners, and 22 percent of all total bed days. Although almost all of these cases were, according to Jail staff, releases to other counties, the source data for this variable is somewhat problematic. During part of the study period, state institutions and agencies were coded as “other agency” in the database.

Table 2.13 shows the most common charges facing those were released to other agencies. In 70 percent of the cases, the offenders had felony charges, split among persons, property and drug charges.

Holding offenders for other jurisdictions is often a population issue for local jails. Therefore, a closer look at the “release to other agency” cases is warranted. The question is how many of these cases were arrested solely because of a warrant or hold from another jurisdiction. If there are delays in effecting the transfer to the outside agency in these cases, it could pose an opportunity to discuss faster removal of their prisoners with those other jurisdictions.

About 37 percent of the cases (112 offenders) were arrested on an “out of county warrant.” Review of lengths of stay indicates that release occurred within one week in nearly 80 percent of these cases. In 16 percent of cases (18 individuals), the release to the other agency happened after at least a month in the Napa County jail. *Expedited transfer of offenders might be possible in a few cases, but this does not appear to be a significant source of jail overcrowding for Napa. NCDC staff indicate that offenders are transferred quickly to other jurisdictions following resolution of any local charges.*

Similar findings apply regarding transfers of prisoners to State Prison on new charges or for parole violations. Many of these cases are included in the “release to other agency” data in Table 2.13. (An additional 27 cases were identified separately.) As with other releases to outside agencies, NCDC staff indicate that state prison and parole authorities are cooperative and that transfers take place quickly.

Table 2.13: Release to Other Agency (Pre-sentenced and Sentenced Offenders)

Charge Category	Total of Release to Other Agency (Pre-Sentenced and Sentenced Offenders)				
	#	%	Average Length of Stay	Total Bed Days	% of Bed Days
Felony Serious Person	43	14%	103.63	4,456.09	29%
Felony Property	53	17%	58.38	3,094.14	20%
Felony Drugs	44	14%	26.36	1,159.84	8%
Felony VOP	10	3%	58.00	580.00	4%
Parole Violation	41	13%	12.78	523.98	3%
Other Felonies	11	4%	105.18	1,156.98	8%
Misdemeanor Traffic/Vehicle Code	10	3%	26.30	263.00	2%
Misdemeanor VOP	6	2%	78.00	468.00	3%
Other Misdemeanors	16	5%	17.81	284.96	2%
VOP, n.s.	5	2%	63.00	315.00	2%
Total	306	100%	49.89	15,266.34*	100%

* This represents 22 percent of all jail days.

Bail Bond/Pre-sentence Case Negotiations

Napa County officials have pointed to two pretrial policy areas that may affect jail population levels: “bail stacking” and the timing of plea bargaining. We note that pretrial releases occur quickly overall, but the flavor and impact of pre-sentenced adjudication stances may well not emerge from quantitative analysis. Therefore, we propose further discussions with local officials to discuss the bail setting and plea-bargaining processes.

We have reviewed bail bond releases; bail bond release takes, on average, a couple of days longer than cash bail releases. Bail bond accounted for 16 percent of pre-sentence releases. Three quarters of the bail bond releases occur within one day, 90 percent with one week. Bed savings may be possible through revised bail policies, but these appear from the data available so far to have the potential for only marginal impacts.

Charges

Substance Abuse

There were 874 cases in the January to September releases in which the primary charge involved drugs (excluding 647(f) and DUI). Well over 80 percent of these cases were for

possession or being under the influence (the most common charges being 11350a HS, 11364 HS, 11377a HS, and 11550a HS). Although the CJIMS database does not provide the full circumstances regarding these cases, the high proportion of possession/use charges suggests a population of drug offenders for whom treatment—whether in or out of custody—would be appropriate.

A review of lengths of stay for sentenced drug offenders indicates that 40 percent (17 cases) remained in jail for at least a month before release. This is further evidence of the potential opportunity for more intensive in-custody substance abuse programming.

Violation of Probation (VOP)

Cases in which VOP was the primary charge accounted for 12 percent of pretrial bed days, 15 percent of sentenced bed days, and 14 percent of total bed days. This understates, however, the full impact of VOPs. Recent data from jail staff indicates a sharp upturn in VOP on-view arrests in the past few months. For example, from the first two weeks October as compared with the first two weeks in November, VOP on-view arrests climbed from 25 to 46. In the September 8 snapshot profile, 41 percent of the inmates on that day had VOP as either the most serious or an associated charge.

Average lengths of stay (for felony, misdemeanor, and “not specified” cases in which the VOP was judged by consultants as the most serious charge) ranged from a low of 18 days (felony pre-sentenced) to 52 days (non-specified charge level, sentenced). Further analysis of the VOPs in the offender intake/release study shows that two thirds of those with VOP as their main charge were released from jail within a week; at the other end of the length of stay curve, about 20 percent remained in jail for more than one month. Primary release mechanisms included time served (25 percent), parole (14 percent), Court ordered release (14 percent), no complaint (8 percent), bail (11 percent), and 4024 Early Kick (8%).

However, the full impact of VOPs on jail populations requires disentangling the impact of VOPs as associated charges. This will require analysis of the consequence of VOP bail practice on pre-sentenced release and of VOP added charges in sentencing. In the next stage of the Master Plan, consultants will consult with probation and adjudication agencies regarding policies in filing and sentencing VOPs and conduct analyses of a sample of cases with VOP involvement.

Other Population Groups

There are categories of offenders in the jail, relatively small in number, which stay extraordinarily long periods of time. Cumulatively, they consume noteworthy numbers of jail bed days. Jail officials have identified two such groups.

State Hospital

One group is Napa State Hospital patients incarcerated in the jail for criminal actions at the hospital. At the beginning of December, there were twelve offenders in the jail from, or headed

to, state forensic facilities. Four are awaiting transfer to one of the state forensic facilities; seven are in trial in Napa County on felony persons crimes that occurred at Napa State Hospital.

Jail staff identified a list of eleven such cases released during the first ten months of 2005 after spending an average of 283 days in the jail. When calculated as an average daily population over a year, this group would fill roughly ten beds at any given time—approximately the current level. The next steps with regard to this population entail (a) negotiations between the County and the state regarding who should be responsible for detention of Napa State Hospital cases during adjudication, and (b) analysis of reasons for delays in transferring convicted offenders to Napa State Hospital or other state forensic facilities.

The housing and management of severely mentally ill offenders will also be an issue in facility planning activities in the next Master Plan phase. Some stakeholders have suggested consideration of creating a new “psych unit” at the jail.

Minimum stay/residential treatment

A second group of very long term offenders worth review includes offenders sentenced to enter a residential treatment program after serving a significant minimum time in jail. Jail staff identified eight such cases currently in the jail, who will be required to remain in jail for an average of 253 days before being transferred to a residential treatment setting. The current charges against these offenders were primarily for property or substance abuse (including DUI). Five of the 8 cases had VOP charges (including two cases in which the only charge was a VOP). This small sample alone could account for at least six beds at any given time during the year.

Conclusions

The study of offender intake and release suggests that the primary issues regarding jail population control can most profitably concentrate on three issues: prisoners with sentences of several months, substance abuse offenders, and VOPs. From the data presented here, combined with trend data reviewed in Section One, drug and alcohol offenses are major factors driving admissions, while sentence lengths are critical factors in lengths of stay.

The precise impact of VOP cases on jail populations must be explored further. If, in fact, 40 percent of the offenders in the jail regularly have VOP as one of their charges, that population obviously requires close attention. Justice system staff note that many VOP offenders are repeat offenders, compiling multiple VOP (and other) charges. As these VOP offenses cumulate, the involved offender remains in jail for longer and longer periods.

Most pre-sentenced release mechanisms appear to operate effectively and seem well within the range of standard practice of county systems with which we have worked. The length of stay distributions suggest that there are also a relatively small number of extremely long stays in pretrial status. However, it is likely that these cases represent particular circumstances, not significant policy considerations. Most pretrial releases are accomplished quickly. However, review of basic practices—bail setting on multiple charges, court ordered release, and the

logistics of plea bargaining—may identify potential bed savings among the pre-sentenced population.

There are alternative interventions, which could be used in lieu of at least some of the time spent in long sentences. Discussion and assessment of these options will be a primary focus of the next Master Plan phase.

There are some groups of sentenced offenders which are comparatively small in number, but which have very long lengths of stay. These include Napa State Hospital cases held in the jail during adjudication of offenses committed at the Hospital and persons sentenced to long stays in jail prior to placement in residential treatment. Cumulatively, these groups fill fifteen to twenty beds at least.

Supplemental Data

Concluding this section of the report is supplemental data pertaining to inmate days in custody, charge and status at release

Table 2.14: Days in Custody: Pre-Sentenced Males

Days in Custody	Males					
	#	%	Average Length of Stay	Total Bed Time	% of Pre-Sentenced Male Bed Days	% of Total Bed Days
0 through 1 day	1738	57%	0.42	729.96	2%	1%
2 through 4 days	545	18%	2.78	1,515.10	4%	2%
5 through 7 days	189	6%	5.82	1,099.98	3%	2%
8 through 14 days	170	6%	10.65	1,810.50	5%	3%
15 through 30 days	141	5%	21.48	3,028.68	8%	4%
31 through 60 days	122	4%	43.07	5,254.54	14%	7%
61 through 90 days	65	2%	73.26	4,761.90	13%	7%
91 through 120 days	43	1%	105.49	4,536.07	12%	6%
121 through 180 days	27	1%	147.85	3,991.95	11%	6%
181 through 365 days	26	1%	242.54	6,306.04	17%	9%
366 days or more	7	<1%	589.71	4,127.97	11%	6%
Total	3073	100	12.09	37,152.57	100%	52%

Figure 2.5: Days in Custody: Pre-Sentenced Males: % of Pre-Sentenced Male Bed Days

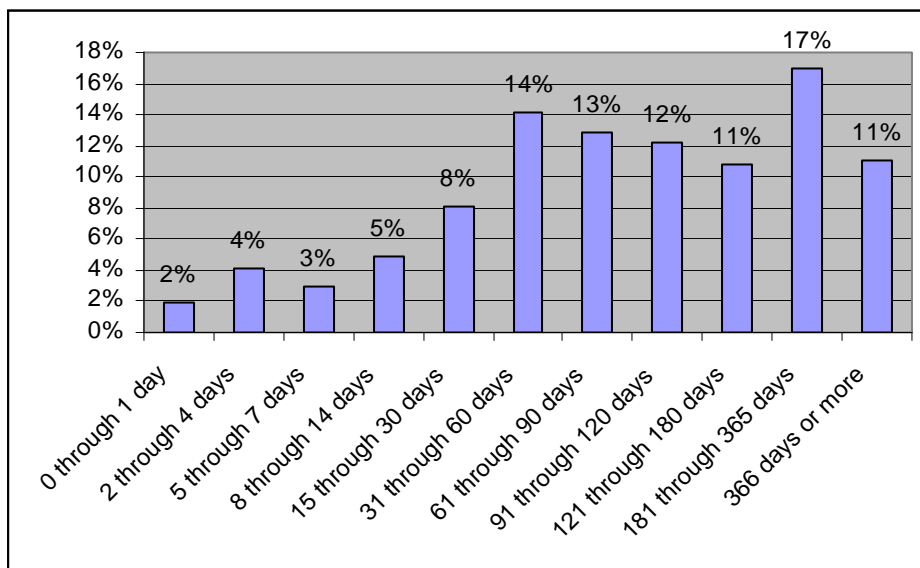


Table 2.15: Days in Custody: Pre-Sentenced Females

Days in Custody	Females					
	#	%	Average Length of Stay	Total Bed Time	% of Pre-Sentenced Female Bed Days	% of Total Bed Days
0 through 1 day	371	61%	0.39	144.69	3%	0%
2 through 4 days	130	21%	2.72	353.60	8%	0%
5 through 7 days	26	4%	5.85	152.10	3%	0%
8 through 14 days	26	4%	11.96	310.96	7%	0%
15 through 30 days	16	3%	18.75	300.00	7%	0%
31 through 60 days	22	4%	45.32	997.04	22%	1%
61 through 90 days	7	1%	73.43	514.01	11%	1%
91 through 120 days	7	1%	105.43	738.01	16%	1%
121 through 180 days	3	1%	148.67	446.01	10%	1%
181 through 365 days	2	<1%	313.00	626.00	14%	1%
366 days or more	0	0%	0.00	0.00	0%	0%
Total	610	100%	7.51	4,581.10	100%	6%

Figure 2.6: Days in Custody: Pre-Sentenced Females: % of Pre-Sentenced Female Bed Days

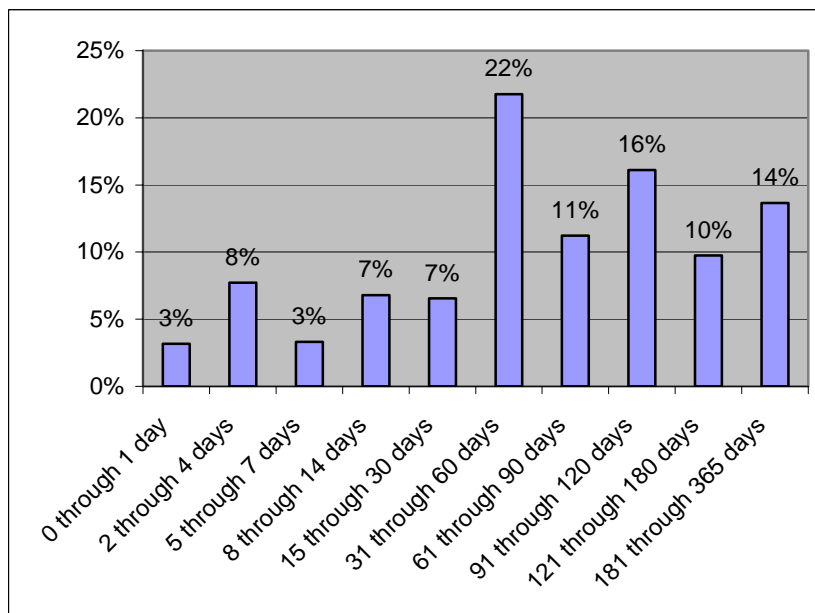


Table 2.16: Days in Custody: Sentenced Males

Days in Custody	Males					
	#	%	Average Length of Stay	Total Bed Time	% of Sentenced Male Bed Days	% of Total Bed Days
0 through 1 day	47	7%	0.38	17.86	0%	0%
2 through 4 days	93	14%	3.08	286.44	1%	0%
5 through 7 days	72	11%	6.03	434.16	2%	1%
8 through 14 days	84	13%	11.39	956.76	4%	1%
15 through 30 days	143	21%	20.50	2,931.50	11%	4%
31 through 60 days	103	15%	43.75	4,506.25	18%	6%
61 through 90 days	49	7%	76.24	3,735.76	15%	5%
91 through 120 days	37	6%	103.89	3,843.93	15%	5%
121 through 180 days	19	3%	149.63	2,842.97	11%	4%
181 through 365 days	26	4%	217.19	5,646.94	22%	8%
366 days or more	1	<1%	389.00	389.00	2%	1%
Total	674	100%	37.97	25,591.78	100%	36%

Figure 2.7 Days in Custody: Sentenced Males: % of Sentenced Male Bed Days

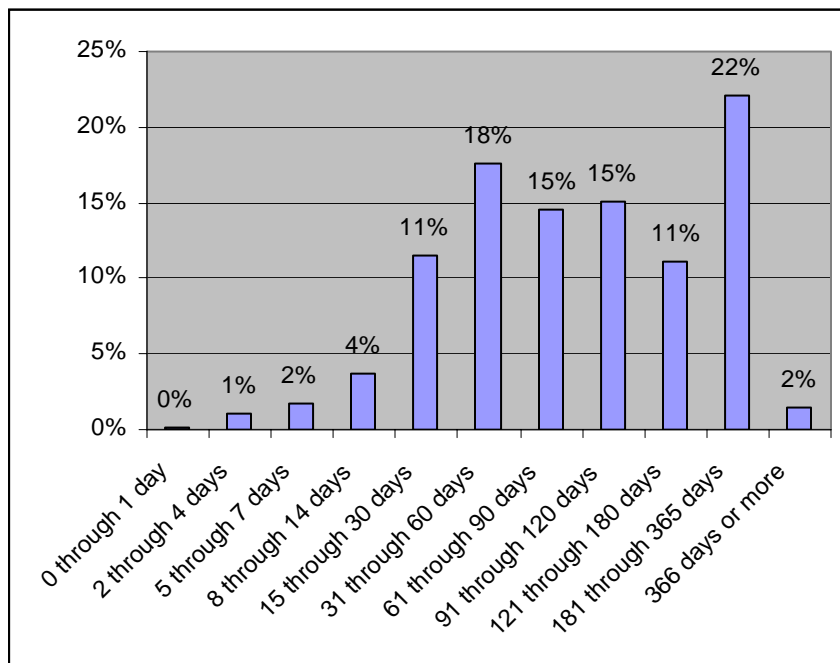


Table 2.17: Days in Custody: Sentenced Females

Days in Custody	Females					
	#	%	Average Length of Stay	Total Bed Time	% of Sentenced Female Bed Days	% of Total Bed Days
0 through 1 day	13	10%	0.07	0.91	<1%	<1%
2 through 4 days	19	14%	3.11	59.09	3%	<1%
5 through 7 days	10	7%	6.20	62.00	3%	<1%
8 through 14 days	23	17%	9.87	227.01	11%	<1%
15 through 30 days	31	23%	20.55	637.05	31%	1%
31 through 60 days	21	15%	43.33	909.93	45%	1%
61 through 90 days	10	7%	71.60	716.00	35%	1%
91 through 120 days	7	5%	102.43	717.01	35%	1%
121 through 180 days	2	2%	154.00	308.00	15%	<1%
Total	136	100%	15.00	2,040.00	100%	3%

Figure 2.8: Days in Custody: Sentenced Females: % of Sentenced Female Bed Days

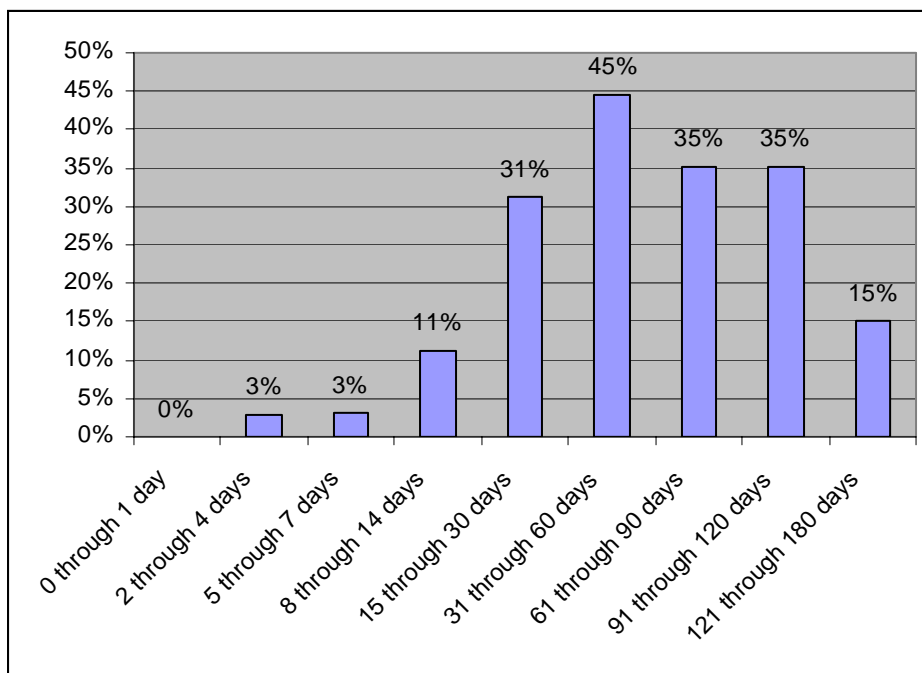


Table 2.18: Pre-Sentenced Males' Charges

Charge Category	Males					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Male Bed Days	% of Total Bed Days
Felony Serious Person	206	7%	42.57	8,769.42	24%	12%
Felony Domestic Violence	82	3%	8.59	704.38	2%	1%
Felony Property	198	6%	28.95	5,732.10	15%	8%
Felony Drugs	381	12%	14.54	5,539.74	15%	8%
Felony DUI	16	1%	10.69	171.04	<1%	<1%
Felony Traffic	15	1%	17.27	259.05	1%	<1%
Felony VOP	72	2%	19.65	1,414.80	4%	2%
Parole Violation	76	3%	15.28	1,161.28	3%	2%
Felony Weapons	33	1%	27.09	893.97	2%	1%
Other Felonies	21	1%	92.43	1,941.03	5%	3%
Felony FTA	3	<1%	23.00	69.00	<1%	<1%
Misdemeanor Persons	119	4%	5.27	627.13	2%	1%
Misdemeanor Domestic Violence	25	1%	6.04	151.00	<1%	<1%
Misdemeanor Property	80	3%	4.33	346.40	1%	<1%
Misdemeanor Drug and Alcohol (non-DUI)	672	22%	3.36	2,257.92	6%	3%
Misdemeanor DUI	530	17%	2.35	1,245.50	3%	2%
Misdemeanor Traffic/Vehicle Code	257	8%	4.78	1,228.46	3%	2%
Misdemeanor VOP	147	5%	18.95	2,785.65	7%	4%
Misdemeanor Weapons	1	0%	0.00	0.00	<1%	<1%
Other Misdemeanors	88	3%	5.19	456.72	1%	1%
Misdemeanor FTA	10	<1%	4.20	42.00	<1%	<1%
Infractions, Civil Commitment/Contempt	2	<1%	0.00	0.00	<1%	<1%
Person, n.s.	3	<1%	251.00	753.00	2%	1%
Property, n.s.	3	<1%	35.00	105.00	<1%	<1%
Drug, n.s.	12	<1%	8.75	105.00	<1%	<1%
VOP, n.s.	13	<1%	22.54	293.02	1%	<1%
Domestic Violence, n.s.	1	<1%	2.00	2.00	<1%	<1%
Other, n.s.	7	<1%	16.43	115.01	<1%	<1%
Total	3073	100%	12.09	37,152.57	100%	52%

Table 2.19: Pre-Sentenced Females' Charges

Charge Category	Females					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Female Bed Days	% of Total Bed Days
Felony Serious Person	34	6%	20.32	690.88	15%	1%
Felony Domestic Violence	33	5%	1.67	55.11	1%	<1%
Felony Property	79	13%	14.73	1,163.67	25%	2%
Felony Drugs	84	14%	5.04	423.36	9%	1%
Felony DUI	5	1%	6.20	31.00	1%	<1%
Felony Traffic	2	<1%	35.00	70.00	2%	<1%
Felony VOP	11	2%	10.18	111.98	2%	<1%
Parole Violation	3	1%	8.33	24.99	1%	<1%
Felony Weapons	3	1%	25.00	75.00	2%	<1%
Other Felonies	5	1%	18.80	94.00	2%	<1%
Felony FTA	2	<1%	2.50	5.00	<1%	<1%
Misdemeanor Persons	35	6%	1.94	67.90	1%	<1%
Misdemeanor Domestic Violence	3	1%	16.00	48.00	1%	<1%
Misdemeanor Property	19	3%	0.89	16.91	<1%	<1%
Misdemeanor Drug and Alcohol (non-DUI)	110	18%	3.53	388.30	8%	1%
Misdemeanor DUI	104	17%	2.27	236.08	5%	<1%
Misdemeanor Traffic/Vehicle Code	29	5%	7.41	214.89	5%	<1%
Misdemeanor VOP	21	3%	20.90	438.90	10%	1%
Misdemeanor Weapons	1	<1%	2.00	2.00	<1%	<1%
Other Misdemeanors	20	3%	2.85	57.00	1%	<1%
Infractions, Civil Commitment/Contempt	1	<1%	0.00	0.00	<1%	<1%
Property, n.s.	2	<1%	25.00	50.00	1%	<1%
VOP, n.s.	3	1%	105.00	315.00	7%	<1%
Domestic Violence, n.s.	1	<1%	2.00	2.00	<1%	<1%
Total	610	100%	7.51	4,581.10	100%	6%

Table 2.20: Males Sentenced Charges

Charge Category	Males					
	#	%	Average Length Of Stay	Total Bed Time	% of Sentenced Male Bed Days	% of Total Bed Days
Felony Serious Person	36	5%	57.19	2,058.84	8%	3%
Felony Domestic Violence	10	2%	29.60	296.00	1%	<1%
Felony Property	35	5%	54.23	1,898.05	7%	3%
Felony Drugs	36	5%	39.94	1,437.84	6%	2%
Felony DUI	15	2%	30.40	456.00	2%	1%
Felony Traffic	3	<1%	54.67	164.01	1%	<1%
Felony VOP	1	<1%	21.00	21.00	<1%	<1%
Parole Violation	11	2%	5.73	63.03	<1%	<1%
Felony Weapons	10	2%	25.40	254.00	1%	<1%
Other Felonies	8	1%	80.38	643.04	3%	1%
Felony FTA	2	<1%	83.00	166.00	1%	<1%
Misdemeanor Persons	22	3%	18.64	410.08	2%	1%
Misdemeanor Domestic Violence	4	1%	19.00	76.00	<1%	<1%
Misdemeanor Property	8	1%	54.13	433.04	2%	1%
Misdemeanor Drug and Alcohol (non-DUI)	28	4%	37.68	1,055.04	4%	1%
Misdemeanor DUI	108	16%	23.47	2,534.76	10%	4%
Misdemeanor Traffic/Vehicle Code	129	19%	21.04	2,714.16	11%	4%
Misdemeanor VOP	35	5%	35.06	1,227.10	5%	2%
Misdemeanor Weapons	5	1%	107.40	537.00	2%	1%
Other Misdemeanors	33	5%	24.33	802.89	3%	1%
Misdemeanor FTA	1	<1%	30.00	30.00	<1%	<1%
Infractions, Civil Commitment/Contempt	1	<1%	7.00	7.00	<1%	<1%
Person, n.s.	12	2%	77.33	927.96	4%	1%
Property, n.s.	27	4%	64.41	1,739.07	7%	2%
Drug, n.s.	20	3%	76.30	1,526.00	6%	2%
Weapons	3	<1%	18.67	56.01	<1%	<1%
VOP, n.s.	47	7%	54.57	2,564.79	10%	4%
FTA, n.s.	5	1%	40.20	201.00	1%	<1%
DUI	11	2%	55.64	612.04	2%	1%
Domestic Violence, n.s.	5	1%	73.80	369.00	1%	1%
Other, n.s.	3	<1%	103.67	311.01	1%	<1%
Total	674	100%	37.97	25,591.78	100%	36%

Table 2.21: Females Sentenced Charges

Charge Category	Females					
	#	%	Average Length Of Stay	Total Bed Time	% of Sentenced Female Bed Days	% of Total Bed Days
Felony Serious Person	6	4%	52.33	313.98	9%	<1%
Felony Domestic Violence	1	1%	2.00	2.00	0%	<1%
Felony Property	23	17%	27.57	634.11	17%	1%
Felony Drugs	6	4%	17.17	103.02	3%	<1%
Felony DUI	3	2%	14.00	42.00	1%	<1%
Felony Traffic				0.00	0%	<1%
Felony VOP	1	1%	28.00	28.00	1%	<1%
Parole Violation	1	1%	8.00	8.00	0%	<1%
Felony Weapons	1	1%	12.00	12.00	0%	<1%
Other Felonies	1	1%	13.00	13.00	0%	<1%
Felony FTA	1	1%	8.00	8.00	0%	<1%
Misdemeanor Persons	6	4%	13.67	82.02	2%	<1%
Misdemeanor Domestic Violence	1	1%	17.00	17.00	0%	<1%
Misdemeanor Property	3	2%	12.67	38.01	1%	<1%
Misdemeanor Drug and Alcohol (non-DUI)	5	4%	44.80	224.00	6%	<1%
Misdemeanor DUI	15	11%	20.40	306.00	8%	<1%
Misdemeanor Traffic/Vehicle Code	18	13%	12.33	221.94	6%	<1%
Misdemeanor VOP	11	8%	16.36	179.96	5%	<1%
Misdemeanor Weapons				0.00	0%	<1%
Other Misdemeanors	5	4%	16.20	81.00	2%	<1%
Person, n.s.	3	2%	28.00	84.00	2%	<1%
Property, n.s.	6	4%	62.00	372.00	10%	1%
Drug, n.s.	5	4%	60.40	302.00	8%	<1%
Weapons	1	1%	63.00	63.00	2%	<1%
VOP, n.s.	8	6%	39.88	319.04	9%	<1%
FTA, n.s.	1	1%	84.00	84.00	2%	<1%
DUI	4	3%	24.75	99.00	3%	<1%
Total	136	100%	26.74	3,636.64	100%	5%

Table 2.22: Males Pre-Sentenced Releases

Release Type	Males					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Male Bed Days	% of Total Bed Days
Time Served	158	5	34.07	5383.06	14%	8%
Court Ordered Release	883	29	10.51	9280.33	25%	13%
No Compliant	495	16	3.85	1905.75	5%	3%
Bailed-Cash	89	3	0.42	37.38	0%	0%
Bailed-Bond	447	15	4.2	1877.4	5%	3%
Release to Other Agency	239	8	49.17	11751.63	32%	17%
Cite Release	661	22	0.83	548.63	1%	1%
Unknown	101	3	63.18	6381.18	17%	9%
Total	3073	100	12.09	37152.57	100%	52%

Table 2.23: Females Pre-Sentenced Releases

Release Type	Females					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Female Bed Days	% of Total Bed Days
Time Served	28	5%	39.64	1,109.92	24%	2%
Court Ordered Release	180	30%	10.41	1,873.80	41%	3%
No Compliant	67	11%	5.16	345.72	8%	0%
Bailed-Cash	13	2%	0.92	11.96	0%	0%
Bailed-Bond	139	23%	1.91	265.49	6%	0%
Release to Other Agency	30	5%	20.10	603.00	13%	1%
Cite Release	148	24%	0.28	41.44	1%	0%
Unknown	5	1%	66.00	330.00	7%	0%
Total	610	100%	7.51	4,581.10	100%	6%

Table 2.24: Males Sentenced Releases

Release Type	Males					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Male Bed Days	% of Total Bed Days
Time Served	440	65%	31.51	13,864.40	54%	20%
Court Ordered Release	26	4%	27.69	719.94	3%	1%
Parole	33	5%	82.52	2,723.16	11%	4%
Release to Other Agency	29	4%	59.45	1,724.05	7%	2%
Cite Release	1	0%	0	0.00	0%	0%
California Department of Corrections-State Prison	24	4%	30	720.00	3%	1%
4024 PC--Early Kick	113	17%	42.52	4,804.76	19%	7%
Unknown	8	1%	20.88	167.04	1%	0%
Total	674	100%	37.97	25,591.78	100%	36%

Table 2.25: Females Sentenced Releases

Release Type	Females					
	#	%	Average Length of Stay	Total Bed Days	% of Pre-Sentenced Female Bed Days	% of Total Bed Days
Time Served	89	65%	28.30	2,518.70	69%	3%
Court Ordered Release	7	5%	2.57	17.99	0%	0%
Parole	6	4%	42.17	253.02	7%	0%
Release to Other Agency	8	6%	39.63	317.04	9%	0%
Cite Release	1	1%	0.00	0.00	0%	0%
California Department of Corrections-State Prison	5	4%	29.20	146.00	4%	0%
4024 PC--Early Kick	19	14%	20.21	383.99	11%	0%
Unknown	1	1%	0.00	0.00	0%	0%
Total	136	100%	26.74	3,636.64	100%	5%

Section Three
Offender Profile

Section Three Offender Profile

Introduction

Corrections planning begins with an understanding of the offenders the system must deal with. The picture of jail inmates is one source of information used in analysis of facility requirements and of program needs of inmates. This section provides several perspectives on the current Napa County offenders. The first part provides demographic descriptions of the inmates. The second part then turns to information about other “risk/needs” variables, such as chemical dependency. Finally, in the third part of the discussion we summarize criminal justice information: criminal charges at booking and criminal history.

The overall picture in this “snapshot” is of an NCDC population that is mostly male, not highly educated, not married—all “risk” factors that are often thought to be predictive of a propensity to commit new crimes and perhaps to fail to appear for scheduled court appearances. The picture also includes a very high proportion with serious substance abuse problems and a smaller number with serious mental health problems. These offenders, as a group, have some prior exposure to the criminal justice system, but overall they are not chronic or serious offenders; jail staff consider the majority of them eligible for minimum-security custody.

Data sources. To develop this section, we drew on a number of sources. First is a “snapshot” profile of offenders in the jail on 8 September 2005. Recognizing that a single day may be skewed by a transitory factor, we also drew snapshots of two other days—28 April and 9 June, 2005. For simplicity’s sake, we do not present the information on the earlier dates here, although we do note instances in which the profiles seem to vary significantly from one date to the next. There are minor variations from one day to another, so the purpose of this section is to present an overall, currently valid, picture, that captures the main outline of the offender population. The source of snapshot profile data is the County’s electronic CJIMS database.

The CJIMS database contains little information regarding offenders’ backgrounds and “risk/needs” issues, and lacks criminal history information. To supplement the CJIMS portrait of the inmates in the Napa County Jail, we reviewed “paper files” containing assessment information, which had been collected at intake, for inmates released from the facility over a three-week period between 12 September and 3 October 2005. The paper files included three forms used by Napa County corrections staff. The forms were the “Napa County Department of Corrections Medical Pre-Screening Questionnaire” (301 cases), the “Napa County Department of Corrections Initial Custody Assessment Scale” (186 cases), and the “Napa County Department of Corrections Risk Assessment Questionnaire” (194 cases). Forms were not available for some new bookings for whom it was apparent that immediate release would occur.¹ We selected relevant fields from each form to report on in the discussions here. This information provides the reader a richer sense of the needs and risks those inmates in the Napa County Jail pose.

¹ These were inmates who would not have a material effect on the prisoners in jail housing, since many of them would not leave the intake area of the jail.

A third source of information was supplemental information—for example, on the number of inmates under active mental health attention in the jail—was provided by staff at the jail. This supplemental information, too, helps fill out a comprehensive sense of the jail population.

In the charts and tables in this section, we identify the data source as “CJIMS” to represent the electronic database, “Paper files” to indicate the manual search of forms, and “Supp” to indicate supplemental information provided by jail staff.

Demographic Profile

Gender. Females comprise 12 percent of the jail inmates.

Table 3.1: Gender

Gender	Status						Total	
	Pre-Sentenced		Post-Sentenced		Remand			
	#	%	#	%	#	%	#	%
Male	122	91%	75	87%	16	76%	213	88%
Female	12	9%	11	13%	5	24%	28	12%
Total	134	100%	86	100%	21	100%	241	100%

Source: CJIMS

Race/Ethnicity. On 9 September, 54 percent of inmates were White, 35 percent were Latino, and 9 percent were African-American. This varies among the three dates, with the percentage of African Americans growing slightly with each subsequent profile. A survey of sentenced prisoners in a week in August 2005 found that over a quarter of the inmates were foreign-born, mostly Hispanic.

Table 3.2: Race/Ethnicity

Race/ Ethnicity	Female						Male						Total	
	Pre-Sentenced		Post-Sentenced		Remand		Pre-Sentenced		Post-Sentenced		Remand			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
White	8	67%	7	64%	2	40%	61	50%	46	61%	7	56%	131	54%
Hispanic	2	17%	3	27%	1	20%	45	37%	25	33%	9	44%	85	35%
Black	2	17%	1	9%	1	20%	14	11%	3	4%	0	0%	21	9%
Asian/Pacific Islander	0	0%	0	0%	1	20%	2	2%	1	1%	0	0%	4	2%
Total	12	100%	11	100%	5	100%	122	100%	75	100%	16	100%	241	100%

Source: CJIMS

Age. The average age of inmates on the snapshot day was just under 33, although nearly half of the inmates were under 30 years old; ages for a smaller number ranged up to their fifties.

Table 3.3: Age at Intake

Age at Intake	Female			Male		
	Pre-Sentenced	Post-Sentenced	Remand	Pre-Sentenced	Post-Sentenced	Remand
Mean	30.86	30.49	35.11	33.56	31.89	33.62
Median	30.42	27.31	35.92	31.1	29.81	33.82
Minimum	18.28	21.25	23.7	18.11	18.47	18.94
Maximum	47.02	45.52	44.76	61.01	58.61	55.95

Source: CJIMS

Risk/Needs Profile

Residence. At booking, over 70 percent of the offenders listed a Napa County municipality as their place of residence; the “paper files” search found that only 7 percent of inmates own their homes; 63 percent rent and 13 percent are homeless. One in seven of inmates lives with his/her parents. It is worth note that female offenders, both pre-sentenced and sentenced, are less likely to live in Napa County than males. They are more likely than males to live in Vallejo or some other city outside the county.

Table 3.4: City of Residence

City of Residence	Female						Male						Total	
	Pre-Sentenced		Post-Sentenced		Remand		Pre-Sentenced		Post-Sentenced		Remand			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Napa	3	30%	5	45%	3	60%	69	66%	46	67%	10	67%	136	63%
Vallejo	3	30%	2	18%	1	20%	7	7%	3	4%	1	7%	17	8%
American Canyon	1	10%	0	0%	0	0%	6	6%	2	3%	1	7%	10	5%
St. Helena	0	0%	0	0%	0	0%	0	0%	4	6%	1	7%	5	2%
Sonoma	0	0%	0	0%	0	0%	0	0%	2	3%	0	0%	2	1%
Calistoga	0	0%	0	0%	0	0%	0	0%	3	4%	0	0%	3	1%
Vacaville	0	0%	0	0%	0	0%	2	2%	0	0%	0	0%	2	1%
Fairfield	0	0%	0	0%	1	20%	3	3%	0	0%	0	0%	4	2%
Santa Rosa	0	0%	0	0%	0	0%	0	0%	2	3%	0	0%	2	1%
Other	3	30%	4	36%	0	0%	18	17%	7	10%	2	13%	34	16%
Total	10	100%	11	100%	5	100%	105	100%	69	100%	15	100%	215	100%
Missing Data	2		0		0		17		6		1		26	

Source: CJIMS

Marital status. Only 21 percent of the offenders were married at the time of booking. Women were less likely than men to be single, and more likely to be divorced. Marital status is generally considered an important issue in corrections. For pre-sentenced offenders, marital ties are one indicator of community ties and eligibility for release; for sentenced prisoners, marital status is sometimes a consideration regarding whether incarceration will have ramifications for spousal and child support.

Table 3.5: Marital Status

Marital Status	Female						Male						Total	
	Pre-Sentenced		Post-Sentenced		Remand		Pre-Sentenced		Post-Sentenced		Remand			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Single	5	42%	5	46%	1	50%	71	64%	54	75%	11	73%	147	65%
Married	3	25%	2	18%	2	25%	29	26%	8	11%	4	27%	48	21%
Divorced	3	25%	4	36%	1	25%	9	8%	7	10%	0	0%	24	11%
Separated	1	8%	0	0%	0	0%	1	1%	2	3%	0	0%	4	2%
Widow	0	0%	0	0%	0	0%	1	1%	1	1%	0	0%	2	1%
Total	12	100%	11	100%	4	100%	111	100%	72	100%	15	100%	225	100%
Missing Data	0		0		1		11		3		1		16	

Source: CJIMS

Children. Related to marital status is whether the offender has children. From the paper files review, we learn that *over half of the inmates did have children at the time of booking*. In both the pre-sentenced and sentenced groups, women have, on average, more children than men. It should be noted regarding this and other tables that the total number of women in the sample is relatively small, so differences between the genders should be read knowing that the percentages among female offenders may vary widely from day to day.

Table 3.6: Number of Children

Age at Intake	Female		Male	
	Pre-Sentenced	Sentenced	Pre-Sentenced	Sentenced
N	39	12	195	57
Mean	1.41	1.67	1.02	1.31
Median	1.00	2.00	0.00	1.00
Minimum	0.00	0.00	0.00	0.00
Maximum	4.00	3.00	6.00	9.00

Source: CJIMS

Education. Education programs are common, and often critically important, in jails, so it is useful to know what education attainment inmates have. *Slightly over half of the offenders had graduated from high school; 38 percent had not*. NCDC does offer a GED/ESL program.

Employment. Employment is often critical to the rehabilitation of offenders. Unemployment is one contributor to criminal behavior for some individuals; conversely, incarceration can disrupt jobs and careers. Jails can provide work furlough or work release programs to help offenders retain their jobs; some facilities provide job training, apprenticeship, and job readiness programs. According to the paper files, two thirds of offenders at intake were employed full or part time, *28 percent were unemployed. The August 2005 survey of sentenced inmates found that 56 percent were unemployed.*

(A handful of inmates were retired, disabled, or students.) Jail staff states the belief that the level of employment reported here is overly positive; many of the inmates are, in the staff's view, utterly without skills—*“many are virtually unemployable.”*

Substance Abuse. Over 17 percent of the inmates in the snapshot have a substance abuse offense as their primary charge. Beyond that, however, the assessments in the paper files outline a deeper and wider substance abuse problem among inmates. As shown in Table 3.7, *58 percent of the inmates admitted at intake to a level of substance abuse that had resulted in social, legal, or economic problems, and 14 percent were prone to assault others as a result of their chemical dependency problems.* In the survey of sentenced prisoners in August, *94 percent admitted to recent involvement with drugs, most commonly methamphetamines.* It is likely that offenders are reluctant to discuss substance issues when they first enter the jail. The more extensive interviews of sentenced offenders seem to have elicited more accurate information, which is more in line with usual reports regarding the proportion of substance abusers in correctional facilities.

As discussed throughout this report, *the impact of substance abuse problems on the justice system—on arrests, on jail populations, on jail release, or probation services--is pervasive.* As discussed in Section Five, *the county has a number of substance abuse programs for offenders not in custody; AA, NA, and substance abuse education programs are available for in-custody offenders, but these are not the intensive substance abuse programming many inmates likely need.*

Table 3.7: Alcohol/Drug Abuse Problems

History	Female				Male				Total	
	Pre-Sentenced		Sentenced		Pre-Sentenced		Sentenced			
	#	%	#	%	#	%	#	%	#	%
Abuse Resulting in Social, Economic or Legal Problems	15	58%	9	90%	57	63%	23	43%	104	58%
No Social, Economic or Legal Problems Related to Abuse	6	23%	1	10%	23	25%	21	40%	51	28%
Abuse Resulting in Assaultive Behavior	5	19%	0	0%	11	12%	9	17%	25	14%
Total	26	100%	10	100%	91	100%	53	100%	180	100%
Missing Data	13		2		104		4		123	

Source: Paper Files

Mental Health. The accommodation of incarcerated individuals under a mental health status is particularly problematic for both NCDC custody staff and medical/mental personnel working within the jail. At the time of this report, NCDC was housing 12 prisoners who were either in the jail for criminal offenses, committed to Napa State Hospital or were awaiting transfer to Napa State Hospital or other state forensics facilities. The mental health worker assigned to NCDC reports that *at any one time, there are as many as fifty inmates who are taking “meds,” although relatively few of these require on-going clinical services. Inmates with more severe mental health issues occupy nine or more beds at any one time. State forensics patients housed in the jail fill most of the in-patient beds and a couple of small units (tanks).* Intake interviews recorded in the paper files show that over 40 percent of males interviewed, and nearly 60 percent of women had “possible mental health problems.”

There are almost no intensive mental health services currently available in the jail. Inmates with serious mental health problems, notably state forensic cases, are particularly problematic for the jail; if they remain in the jail for extended periods, they begin to decompensate. Jail policies require that two officers be present whenever a State forensics patient is moved or whenever an officer enters the cell in which such a patient is housed.

Relative to the current inmate population, *an insufficient quantity of (non-rated) “in-patient” beds are available to meet present demand. This lack of in-patient capacity limits the ability to provide care to inmates requiring both intensive 24-hour medical and mental health services.*

Compounding the preset deficiency in in-patient beds are *further limitations in the availability of (rated) beds suitable for designation as a “sub-acute” mental health housing classification. Inmates requiring scheduled monitoring and/or mental health-related medications cannot presently be fully segregated from other general population classifications. This results in the occurrence of conflicting behavioral patterns, seriously complicating housing management and supervision.*

Criminal Justice Profile

Are the offenders in NCDC serious offenders? What criminal charges led to the arrest and/or admission of the jail inmates? This section addresses these questions.²

Charge Level. Table 3.8 shows the charge level—felony of misdemeanor—at intake. In some cases, the charge level was not entered into the source database. These cases—upon review, almost all are wobblers—were not coded at NCDC, pending the District Attorney’s office setting the charge level. Table 3.8 is intended to show the situation at booking, so charges for which no felony/misdemeanor designation was made are classified at “n.s.”—not specified.

² Many of the tables below make reference to the most serious charge. The CJIMS data provided does not identify the most serious charge at intake, so we utilized the following framework to determine “most serious offense.” Felonies are more serious than misdemeanors, and within each level severity was ranked in the following order; crimes of violence/crime against persons; property crimes/theft; drug offenses and DUI; weapons; other sex offenses; vehicular offenses, and miscellaneous other offenses.

Overall, 56 percent of the offenders had felony charges. Consistent with the offender intake and release study reported in Section Two, pre-sentenced prisoners are more likely to have felony charges than sentenced. This reflects, on the one hand, the fact that pre-sentenced misdemeanants are likely to be released, and, on the other hand that some portion of felony cases are bargained down to misdemeanors during adjudication.

We also note that the large number of “non-specified” cases is troubling, especially since the problem occurs regarding sentenced offenders. Examination of the other snapshot profiles suggest that this high volume of “non-specified” cases appears in more than one snapshot, but that if we were able to clear the non-specified cases, most would be felonies.

Table 3.8: Level of Charge

Level of Charge	Female						Male						Total	
	Pre-Sentenced		Sentenced		Remand		Pre-Sentenced		Sentenced		Remand			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Felony	10	83%	2	18%	5	100%	84	69%	24	32%	10	63%	135	56%
Misdemeanor	2	17%	1	9%	0	0%	28	23%	17	23%	5	31%	53	22%
Non-Specified	0	0%	8	73%	0	0%	10	8%	34	45%	1	6%	53	22%
Total	12	100%	11	100%	5	100%	122	100%	75	100%	16	100%	241	100%

Source: CJIMS

Charge category. Table 3.9 lists the primary charges facing offenders in jail on 8 September 2005. There is a diverse mix of charges shown. This may suggest that *other factors than current charge severity—factors such as prior history--play a role in the complex decisions of whether to detain or sentence offenders.* When we combine felonies and misdemeanors, and pre-sentenced and sentenced, a somewhat clearer pattern emerges. *The most frequent charge was some level of crimes against persons, including domestic violence, which accounted for 26 percent of cases; violations of probation totaled 18 percent of cases, property crimes 17 percent, and drug and alcohol offense (excluding DUI) 17 percent also. VOPs were also attached to 32 additional cases (13 percent) as associated charges, so VOP charges affected 31 percent of the cases.*

The snapshot day appears atypical in one important respect: on this day, only 3 percent of cases showed DUI as the primary charge. Snapshot profiles for other days show DUIs accounting for at least 10 percent of the jail population. The 8 September DUI percentages is clearly an anomaly; the expected percentage of DUI’s is much higher.

Table 3.9: Charge Category

Charge Category	Female						Male						Total	
	Pre-Sentenced		Post-Sentenced		Remand		Pre-Sentenced		Post-Sentenced		Remand			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Felony Serious Person	3	25%	0	0%	0	0%	27	22%	7	9%	2	13%	39	16%
Felony Domestic Violence	0	0%	0	0%	0	0%	4	3%	0	0%	0	0%	4	2%
Felony Property	2	17%	0	0%	3	60%	16	13%	7	9%	1	6%	29	12%
Felony Drugs	3	25%	1	9%	1	20%	9	7%	9	12%	5	31%	28	12%
Felony DUI	0	0%	0	0%	0	0%	1	1%	1	1%	1	6%	3	1%
Felony Traffic	0	0%	0	0%	0	0%	2	2%	0	0%	0	0%	2	1%
Felony VOP	0	0%	0	0%	0	0%	7	6%	0	0%	0	0%	7	3%
Parole Violation	1	8%	0	0%	0	0%	9	7%	0	0%	0	0%	10	4%
Felony Weapons	0	0%	0	0%	0	0%	2	2%	0	0%	0	0%	2	1%
Other Felonies	1	8%	1	9%	1	20%	7	6%	0	0%	1	6%	11	5%
Misdemeanor Person	0	0%	0	0%	0	0%	1	1%	1	1%	1	6%	3	1%
Misdemeanor Domestic Violence	0	0%	0	0%	0	0%	1	1%	0	0%	1	6%	2	1%
Misdemeanor Property	0	0%	0	0%	0	0%	3	2%	0	0%	0	0%	3	1%
Misdemeanor Drug and Alcohol (Non-DUI)	1	8%	0	0%	0	0%	2	2%	2	3%	1	6%	6	2%
Misdemeanor DUI	0	0%	0	0%	0	0%	1	1%	2	3%	0	0%	3	1%
Misdemeanor Traffic/Vehicle Code	0	0%	1	9%	0	0%	4	3%	8	11%	0	0%	13	5%
Misdemeanor VOP	1	8%	0	0%	0	0%	10	8%	2	3%	1	6%	14	6%
Misdemeanor Weapons	0	0%	0	0%	0	0%	1	1%	1	1%	0	0%	2	1%
Other Misdemeanors	0	0%	0	0%	0	0%	2	2%	0	0%	1	6%	3	1%
Person, n.s.	0	0%	2	18%	0	0%	3	2%	5	7%	0	0%	10	4%
Property, n.s.	0	0%	3	27%	0	0%	2	2%	5	7%	0	0%	10	4%
Drug, n.s.	0	0%	0	0%	0	0%	3	2%	5	7%	0	0%	8	3%
VOP, n.s.	0	0%	1	9%	0	0%	1	1%	11	15%	0	0%	13	5%
FTA, n.s.	0	0%	0	0%	0	0%	0	0%	1	1%	0	0%	1	0%
DUI, n.s.	0	0%	1	9%	0	0%	0	0%	2	3%	0	0%	3	1%
Domestic Violence, n.s.	0	0%	0	0%	0	0%	0	0%	4	5%	0	0%	4	2%
Other, n.s.	0	0%	1	9%	0	0%	4	3%	2	3%	1	6%	8	3%
Total	12	100%	11	100%	5	100%	122	100%	75	100%	16	100%	241	100%

Source: CJIMS

Arresting Agency and Arrest Type

The inmates on 8 September had come to jail intake in the following ways: on-view arrest (25 percent); sentenced (38 percent); warrant (23 percent); remand (9 percent); and out-of-county warrant (5 percent). The primary arresting agencies for jail bookings are Napa Police Department (37 percent of arrests); Napa Sheriff’s Office (23 percent); CHP (8 percent); and Napa Special Investigation Unit (2 percent). The courts are listed as the responsible agency in 18 percent of cases.

Sentence Length

In their August profile of sentenced inmates, NCDC staff found that 56 percent of the 100 interviewed had jail sentences of more than six months; 33 faced sentences of more than a year. The snapshot profile for 8 September had slightly different results. Thirty-two offenders in custody on that date had sentences of more than 180 days; seven inmates had already been in the jail for over a year on the snapshot date. Clearly, if one’s goal is to reduce jail populations, one area to look for maximum potential impact would at sentences of several months or more.

Prior convictions

Prior convictions are important in most “risk” scales. Inmates’ offense histories in the file review showed that the majority of inmates (59 percent) did not have any prior felony convictions while 24 percent had two or more prior felony convictions.

Table 3.10: Prior Felony Convictions

# of Prior Felony Convictions	#	%
None	105	59%
One	29	17%
Two or More	43	24%
Total	177	100%

Source: Paper Files

Information on other detainee risk factors stemming from justice system concerns reveals that 38 percent had a history of assault or violence, 10 percent were gang members or had vendettas against others, and 5 percent had a history of committing sex offenses.

Table 3.11: Miscellaneous Criminal History of Inmate

History	Male		Female		Total	
	#	%	#	%	#	%
Assault/Violence	58	83%	12	17%	70	100%
Gang Member/Vendettas	19	100%	0	0%	19	100%
Possible Mental Illness/Problems	7	41%	10	59%	17	100%
Sex Offenses	8	80%	2	20%	10	100%
Depressed/Despondent/Withdrawn	3	50%	3	50%	6	100%

Source: Paper Files

Information on the prior criminal justice “experience” of inmates reveals an interesting pattern. Some of the inmates were very familiar with the criminal justice system in either Napa County or other jurisdictions. The mean number of previous events for inmates was nearly six with a distribution that ranged from zero to *seventy*. While the mean number of prior events was substantial, the mean number of prior felony arrests was much lower. The data show that the mean number of prior felony arrests was less than one. The mean number of warrants in any jurisdiction was about 0.50 for each detainee.

Table 3.12: Prior Criminal Justice Events

Statistic	Total Prior Events	Prior Felonies	Number of Warrants	Prior Incarcerations (Days)
Mean	5.81	0.86	0.54	149.66
Median	3.00	0.00	0.00	14.00
Minimum	0	0	0	0
Maximum	70	9	7	5,840
25 th Percentile	1.00	0.00	0.00	2.00
50 th Percentile	3.00	0.00	0.00	14.00
75 th Percentile	7.00	1.00	1.00	90.00

Source: Paper Files

* The “percentiles” show the distribution of offenders; thus, in the “total prior events” column, 25 percent of the offenders had one or fewer prior events; when the cut off is three or fewer events, half of the offenders were included. Another way to read the percentiles is to say that half had three or fewer arrests, while half had more than three prior arrests.

Table 3.13: Prior Criminal Justice Events: Pre-Sentenced

Statistic	Total Prior Events	Prior Felonies	Number of Warrants	Prior Incarcerations (Days)
N	100.00	112.00	103.00	95.00
Mean	5.43	0.67	0.50	126.74
Median	3.00	0.00	0.00	11.00
Minimum	0	0	0	0
Maximum	7	7	7	1600
25 th Percentile	1.00	0.00	0.00	2.00
50 th Percentile	3.00	0.00	0.00	11.00
75 th Percentile	7.00	1.00	1.00	75.00

Source: Paper Files

Table 3.14: Prior Criminal Justice Events: Sentenced

Statistic	Total Prior Events	Prior Felonies	Number of Warrants	Prior Incarcerations (Days)
N	55.00	61.00	50.00	53.00
Mean	6.49	1.21	0.60	190.74
Median	4.00	0.00	0.00	20.00
Minimum	0	0	0	0
Maximum	40	9	6	5840
25 th Percentile	2.00	9.00	0.00	1.50
50 th Percentile	4.00	9.00	0.00	20.00
75 th Percentile	8.00	2.00	1.00	90.00

Source: Paper Files

The inmates' prior incarceration experience showed a range of days spent in jail previously, from zero to sixteen years. Because of the skewed nature of the distribution, the median (14 days) more closely represents the typical number of days that inmates had spent detained previous to the current incarceration event.

Of the inmates in this sample, only 11 percent had no prior incarcerations. Forty-eight percent had been previously detained in the Napa County Jail while 24 percent had been detained in other county jails. Ten percent had been held both in Napa and non-Napa jails, and 6 percent had been in state prison.

Table 3.15: Location of Prior Incarcerations.

Location	#	%
Napa County Jail	87	48%
Non-Napa County Jail	44	24%
Napa and Non-Napa	19	10%
No Prior Incarceration	19	11%
State Prison	10	6%
Napa and State Prison	1	1%
Youth Authority	1	1%
Total	181	100%

Source: Paper Files

Table 3.16: Location of Prior Incarceration: Pre-Sentenced

Location	#	%
Napa County Jail	51	43%
Non-Napa County Jail	35	29%
No Prior Incarceration	14	12%
Napa and Non-Napa	13	11%
State Prison	4	3%
Napa and State Prison	1	1%
Youth Authority	1	1%
Total	119	100%

Source: Paper Files

Table 3.17: Location of Prior Incarceration: Pre-Sentenced

Location	#	%
Napa County Jail	36	58%
Non-Napa County Jail	9	15%
Napa and Non-Napa	6	9%
State Prison	6	9%
No Prior Incarceration	5	8%
Total	62	100%

Source: Paper Files

Jail Classification Judgments of Criminal Severity

Information from the “Initial Custody Assessment Scale” is used by Corrections staff to determine the custody score for inmates and the custody levels for those inmates. This is not done according to a formal scale; it reflects the experience and judgment of NCDC staff. To complete the scale, corrections staff review criminal history information from the state in addition to Napa criminal records. With respect to the current charges/ convictions, 69 percent were charged or convicted on “moderate-level” charges, 13 percent were currently charged or had been convicted of “high” severity charges, 15 percent were currently charged or had been convicted of “low-level” charges, and 2 percent had been charged or convicted of the “highest-

level” of charges. (According jail staff, these ratings are highly subjective, but they do suggest what the opinion of experienced staff.)

Information on the mix of offenses in their criminal histories led jail staff to classify most inmates in the sample (57 percent) as having a history of “moderate” prior convictions; 20 percent had “high” prior convictions, 19 percent had “none or low” prior convictions, and 3 percent had “highest” prior convictions.

Table 3.18: Severity of Prior Offense History

Serious Offense History	Female				Male				Total	
	Pre-Sentenced		Sentenced		Pre-Sentenced		Sentenced			
	#	%	#	%	#	%	#	%	#	%
None or Low	6	23%	0	0%	21	23%	8	15%	35	20%
Moderate	15	58%	10	100%	53	59%	26	49%	104	58%
High	4	15%	0	0%	16	18%	16	30%	36	20%
Highest	1	4%	0	0%	1	1%	3	6%	5	3%
Total	26	100%	10	100%	90	100%	53	100%	179	100%
Missing Data	13		2		105		4		124	

Source: Paper Files

The vast majority of inmates in the sample (99 percent) had no history of escapes or escape attempts in any jurisdiction. Among those reviewed, most inmates (95 percent) had “clean” institutional disciplinary histories with no history or very minor histories; 5 percent had one or more major disciplinary reports or time in segregated detention units.

Custody level

The resulting custody levels indicated by the initial custody assessments revealed that most inmates (58 percent) were considered eligible for minimum levels, 28 percent for medium levels, and 14 percent required maximum levels.

Table 3.19: Custody Level Indicated

Custody Level Indicated	Female				Male				Total	
	Pre-Sentenced		Sentenced		Pre-Sentenced		Sentenced			
	#	%	#	%	#	%	#	%	#	%
Minimum	17	65%	6	55%	57	59%	28	53%	108	58%
Medium	5	19%	5	45%	26	27%	16	30%	52	28%
Maximum	4	15%	0	0%	13	14%	9	17%	26	14%
Total	26	100%	11	100%	96	100%	53	100%	186	100%
Missing Data	13		1		99		4		117	

Source: Paper Files

**Section Four
Probation**

Section Four Probation

Introduction

In this section we describe the current organization, policies, and clients of adult probation supervision in Napa County. Probation is a major piece of the adult corrections system; just as the Probation Department workloads are driven largely by court actions, Probation has significant influence on the jail. Probation is the primary alternative to incarceration; while NCDC works with 250 to 300 offenders at a time, Probation has adult caseloads of about 2000. While the jail “keeps” offenders for a matter of days and months, Probation supervises offenders for an average of three years.

This section has three parts. First is an overview of the Department’s adult division: its organization of caseloads and certain aspects of its operation. The second section describes the “flow” of probation clients through the Probation: how long they stay, how the exit. The final section then provides “snapshot profiles” of persons on probation on selected days during 2005.

Probation Department Overview

As of the beginning of December 2005, caseloads in Probation were organized as follows:

General supervision:

Two domestic violence caseloads @ 179 and 166 probationers
 Two miscellaneous general supervision caseloads @ 290 and 320
 One banked caseload @ 260
 Subtotal: 1,215

Intensive supervision:

Proposition 36 @ 240
 Napa Special Investigations Bureau (NSIB) @ 16
 Sex offenders @ 64
 Restitution cases @ 256
 Gangs @ 46
 Drug Court and Placement @ 58 and 93
 Subtotal: 773

Two intake units @ 41 and 25
 Subtotal: 66

Grand total of caseloads: 2,054 probationers

Clearly, the amount of probationer contacts most of these units can have is very limited. The domestic violence probation officers, for example, attempt to contact probationers once per month. The rest of their time is spent monitoring program attendance and working with the victims. The restitution probation officer’s time is spent mostly monitoring restitution payments.

The Intensive Supervision officers are more able to interact with probationers. For example, the officer assigned to placements is active in finding placement openings and the NSIB staff member works with law enforcement narcotics officers to identify and arrest drug offenders. However, standards for intensive supervisions call for caseloads of 25 to 40—well below several of the Napa caseloads.

The Department does have a risk assessment instrument, but spokespersons indicate that it is not utilized consistently in assigning cases.

The Department does not currently have clear and consistent policies regarding revocations and other sanctions for violations. After several years under a “zero tolerance” policy regarding failed drug tests, for example, the standards now allow more discretion to line probation officers in their dealings with probationers. Department administrators believe that most probation officers ask for jail time—although, again, there are not clear guidelines about when to invoke that sanction. This has reportedly caused some concern about the perceived lack of sanctions other than jail. Likewise, consultants were told that positive incentives such as early termination of supervision are rarely requested.

In short, the Probation Department is overwhelmed with cases. As with many Departments in California, budget constraints have taken their toll, particularly on adult probation staffing and resources. Little meaningful intervention can occur when a probationer is seen but once a month. There is an expressed eagerness on the part of managers to develop a more proactive approach.

To enact a proactive stance, consultants suggest that a validated risk/needs assessment be adopted, to help with difficult “triage” decisions about allocation of resources, that policies regarding probation termination and revocation be looked at anew, and that case tracking include a feedback loop through which the outcomes of probation supervision with various categories of offenders can be analyzed.

Probation Case Flow

To illustrate the movement of probationers through the Napa County Probation Department we obtained an electronic copy of the “Probation Grant Close” file from Napa staff in Microsoft Excel. Probation staff eliminated duplicate probation closings from the file. Our file contained only unduplicated probationers who had their grant of probation terminated between 2 January 2005 and 30 September 2005. Below we discuss the characteristics of the probationers who left the caseloads of formal probation, diversion probation, and the Proposition 36.

Formal Probation

According to the data, 541 formal probationers exited probation during the study period. Of these formal probationers, most were male (76%), white (64%), single (53%) and Napa residents (51%). The probationers were also relatively young with an average age of about thirty-years; the youngest was eighteen and the oldest was seventy-nine-years-old. (In comparison with jail inmates, this group of probationers were about twice as likely to be female, slightly more likely to be White, and slightly younger.)

Table 4.1: Gender (Formal Probation)

Gender	Frequency	
	#	%
Male	410	76%
Female	131	24%
Total	541	76%

Source: CJIMS

Table 4.2: Race/Ethnicity (Formal Probation)

Race/Ethnicity	Frequency	
	#	%
White	345	64%
Hispanic	144	27%
Black	27	5%
Filipino	10	2%
Hawaiian	1	<1%
Pacific Islander	1	<1%
Vietnamese	1	<1%
Other	4	1%
Unknown	8	2%
Total	541	100%

Source: CJIMS

Table 4.3: Marital Status (Formal Probation)

Marital Status	Frequency	
	#	%
Single	285	53%
Married	134	25%
Divorced	74	14%
Separated	26	5%
Widow	5	1%
Total	524	100%
Missing	17	

Source: CJIMS

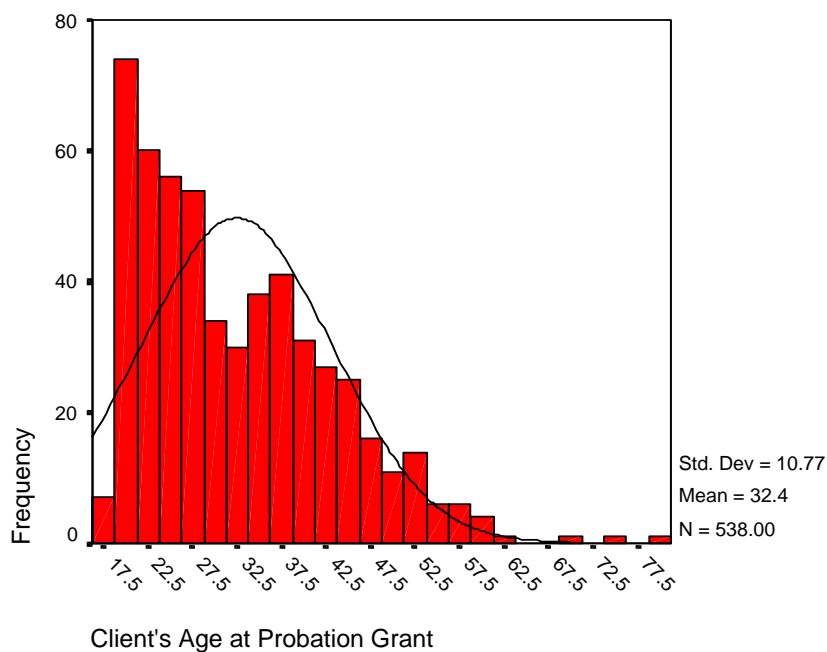
Table 4.4: City of Residence (Formal Probation)

City	Frequency	
	#	%
Napa	262	51%
Vallejo	36	7%
American Canyon	28	5%
St. Helena	16	3%
Calistoga	14	3%
Fairfield	10	2%
Santa Rosa	10	2%
Vacaville	10	2%
Sacramento	8	2%
Yountville	2	0%
Angwin	1	0%
Other	113	22%
Total	510	100%
Missing	31	

Source: CJIMS

As evident in the Figure 4.1 below, the distribution of probationers who exited caseloads is weighted toward younger offenders. This is consistent with the generalization that the twenties are the crime prone age; these are thus the persons most likely to be placed on—and then to exit probation.

Figure 4.1: Age at Probation Grant



Time on Probation

As summarized in Table 4.5, there is a difference between the time on probation to which offenders were sentenced and the actual time they spent on probation before their case was closed (usually for revocations or other negative outcomes.)

Table 4.5: Comparison of Sentence Length and Actual Time Served (Years) (all cases)

Statistic	Period	
	Time Between Probation Grant and Scheduled Probation Expiration	Time Between Probation Grant and Actual Probation Close
N	537 cases	537 cases
Mean	3.33 years	2.64 years
Median	3.00 years	3.00 years
Minimum	0	0.11 years
Maximum	9.00 years	8.50 years

Source: CJIMS

Information on the time between the probation grant and the probation expiration reveals a strong pattern of offenders being granted a probation term of about three years; few probationers had grants for shorter or longer terms. The distribution is slightly bi-modal with a significant percentage of probationers having a five-year grant. The mean, or average time sentenced to probation was 3.3 years for the whole study group (Figure 4.2). The mean time actually spent on probation was 2.64 years (Figure 4.3).

Figure 4.2: Probation Sentenced Length

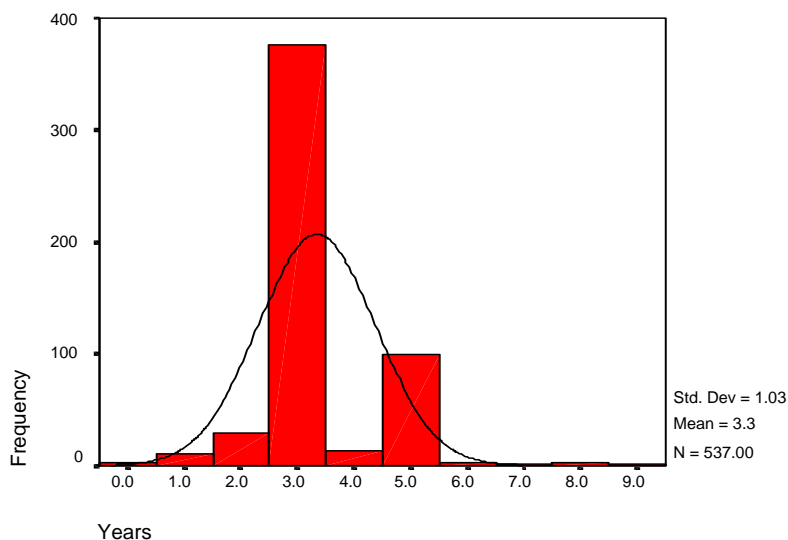
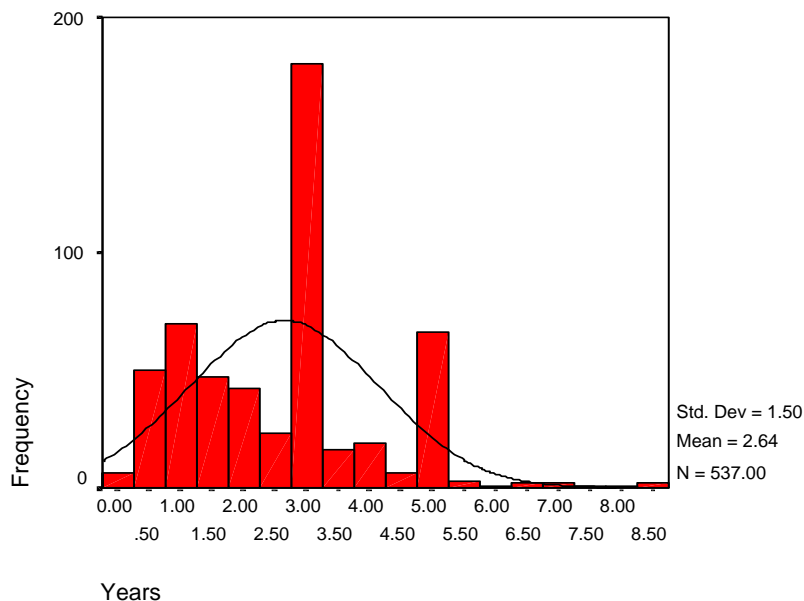


Figure 4.3: Probation Time Actually Served



Information on the probation case status reveals that a plurality (45%) of probationers who exited during the period had been on supervised caseloads. Probationers on banked and domestic violence caseloads made up 12% each, while 10% were on the Prop 36 caseload. Perhaps not surprisingly, Table 4.6 suggests that the offenders more closely supervised tend to be the probationers removed early. Banked caseloads, for example, are seldom removed from probation prior to termination of their grants, while Proposition 36 and Drug Court, in which there is on-going contact and frequent testing of probationers last terminate much earlier in their terms of probation.

Table 4.6: Probation Case Status (Formal Probation)

Status	Frequency		Period	
	#	%	Time Between Probation Grant and Probation Expiration	Time Between Grant and Probation Close
Supervised	244	45%	3.31 years ¹	2.74 years ²
Banked	65	12%	4.08	4.04
Domestic Violence	63	12%	2.98	2.21
Prop 36	55	10%	3.00 ³	1.15
Revoked	36	7%	3.48	2.69
Reinstated	24	4%	3.25	3.13
Residential Treatment Program	21	4%	3.78	2.61
Gang	13	2%	2.77	2.44
Drug Court	11	2%	2.99	1.76
Warrant	7	1%	3.24	1.85 ⁴
FTA Bench Warrant Issued	1	0%	3.00	1.96
Diversion	1	0%	N/A	N/A
Total	541	100%	3.34 ⁵	2.64 ⁶

Source: CJIMS

Conviction Charge

Information on the type of conviction charge was unavailable in the electronic data; the data was missing for too many probationers who exited during the study period. We can, however, report that about half (51%) of the probationers who exited during the period were on felony probation while the other half (49%) was on misdemeanor probation. No statistically significant differences between the two groups are evident in the time between the grant of probation date and the probation expiration date.

¹ N=242

² N=242

³ N=54

⁴ N=6

⁵ N=537

⁶ N=537

Table 4.7: Level of Charge (Formal Probation)

Level of Charge	Frequency		Period	
	#	%	Time Between Probation Grant and Probation Expiration	Time Between Probation Grant and Probation Close
Felony	272	51%	3.43 ⁷	2.80 ⁸
Misdemeanor	266	49%	3.24 ⁹	2.46 ¹⁰
Total	538	100%	3.33 ¹¹	2.64 ¹²
Missing	3			

Source: CJIMS

Probation Termination

Information in Table 4.8 on the probation close status of formal probationers, who exited during the period reveals that for a bare majority of probationers (53%), their probation ended with an expiration which is regarded as a normal or successful outcome. Sixteen percent had their probation terminated, and 12% had their probation revoked and terminated. Comparison of the probation sentence length and the probation served time reveals an expected pattern. Those probationers whose probation grants expire were, on average, likely to serve very close to the length of the probation grant. Conversely, those probationers who were closed for negative reasons – terminations, revocations, and prison sentences – were, on average, likely to serve for a shorter period than the probation grant.

⁷ N=271

⁸ N=271

⁹ N=263

¹⁰ N=263

¹¹ N=534

¹² N=534

Table 4.8: Probation Close Status (Formal Probation)

Close Status	Frequency		Period	
	#	%	Time Between Probation Grant and Probation Expiration	Time Between Probation Grant and Probation Close
Probation Expired	283	53%	3.43	3.42
Probation Terminated	85	16%	3.34	2.24 ¹³
Probation Revoked and Terminated	66	12%	3.19 ¹⁴	1.75 ¹⁵
Converted to Summary Probation	54	10%	3.24	1.48
Case Dismissed	34	6%	3.00 ¹⁶	1.37
Other	8	1%	3.46 ¹⁷	1.13 ¹⁸
Probation Denied State Prison	4	1%	3.50	1.30
Revoked and Terminated State Prison	3	1%	3.00	1.17
Diversion Terminated	1	0%	N/A	N/A
Total	538	100%	3.34 ¹⁹	2.64 ²⁰
Missing	3			

Source: CJIMS

Proposition 36

Information provided by County staff regarding Prop 36 probationers reveals a similar pattern as in the case of the formal and diversion probationers. Most Prop 36 probationers who exited during the period were male (86%), white (73%), and Napa residents (67%). Half were single (50%).

Table 4.9: Gender (Proposition 36)

Gender	Frequency	
	#	%
Male	47	86%
Female	8	15%
Total	55	100%

Source: CJIMS

¹³ N=84

¹⁴ N=65

¹⁵ N=65

¹⁶ N=33

¹⁷ N=7

¹⁸ N=7

¹⁹ N=534

²⁰ N=534

Table 4.10: Race/Ethnicity (Proposition 36)

Race/Ethnicity	Frequency	
	#	%
White	40	73%
Hispanic	13	24%
Asian/Pacific Islander	1	2%
Unknown	1	2%
Total	55	100%

Source: CJIMS

Table 4.11: Marital Status (Proposition 36)

Marital Status	Frequency	
	#	%
Single	27	50%
Married	15	28%
Divorced	9	17%
Separated	2	4%
Widow	1	2%
Total	54	100%
Missing	1	

Source: CJIMS

Table 4.12: City of Residence (Proposition 36)

City	Frequency	
	#	%
Napa	34	67%
American Canyon	3	6%
Vallejo	3	6%
Other	11	22%
Total	51	100%
Missing	4	

Source: CJIMS

Prop 36 probationers were on average slightly older than formal probationers were, with an average age of almost 35-years. As is the case of the formal probationers, their grant of probation was three years.

Table 4.13: Age, Sentence Length, and Time Served (Years)

Statistic	Client's Age at Probation Grant	Time Between Probation Grant and Probation Expiration	Time Between Probation Grant and Probation Close
N	55	54	55
Mean	34.90	3.00	1.15
Median	35.24	3.00	1.01
Minimum	19.33	3.00	0.17
Maximum	56.13	3.00	3.37

Source: CJIMS

Figure 4.4: Age at Probation Grant (Proposition 36)

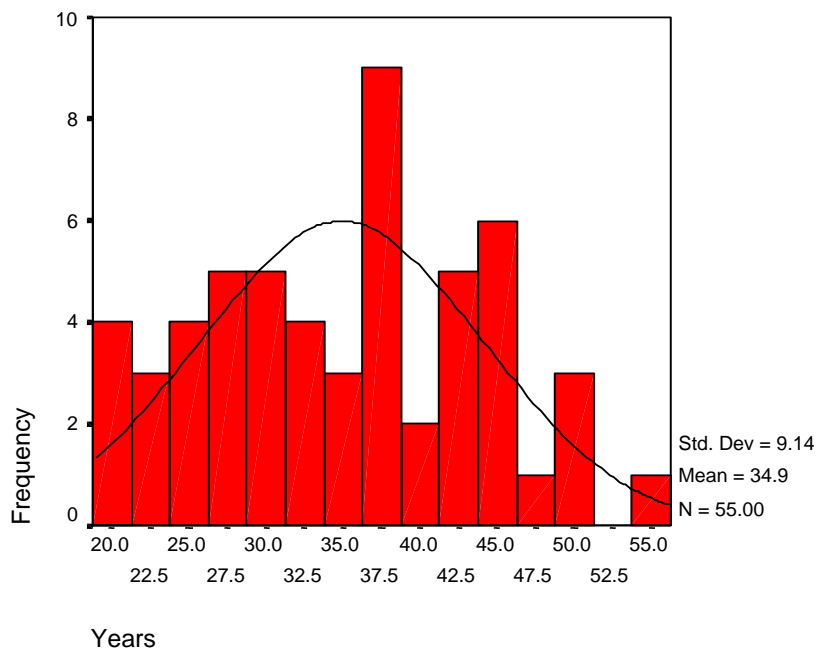


Figure 4.5: Sentence Length (Proposition 36)

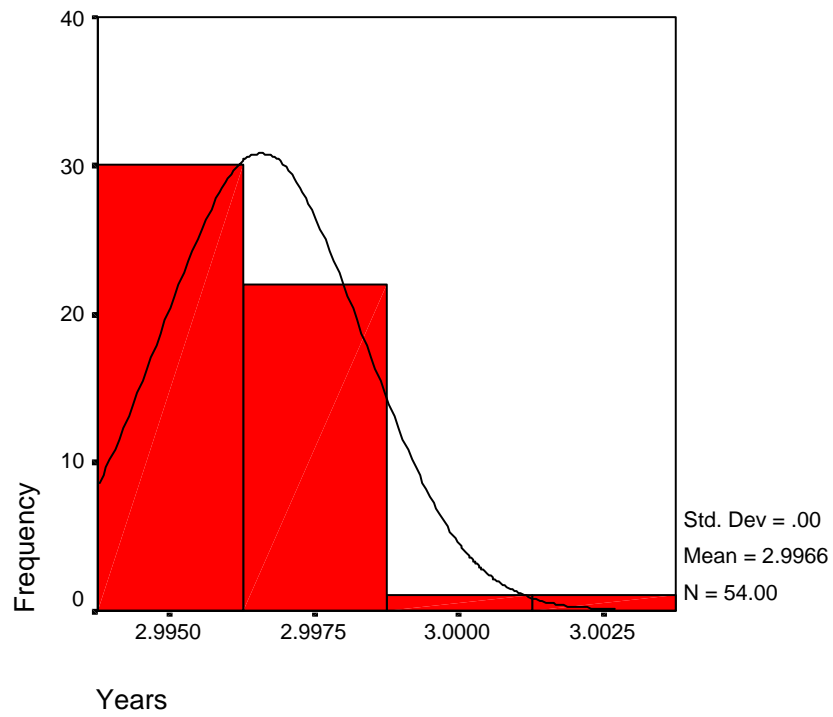
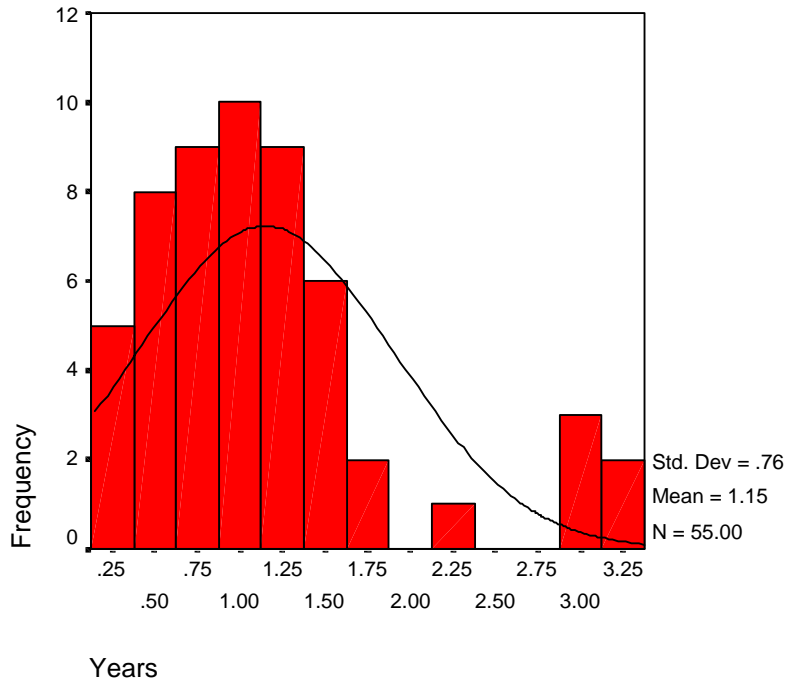


Figure 4.6: Actual Time Spent on Probation (Proposition 36)



Proposition 36 cases were roughly evenly split between felony and misdemeanor cases.

Table 4.14: Level of Charge (Proposition 36)

Level of Charge	Frequency		Period	
	#	%	Sentence Length	Time Served
Felony	29	53%	3.00	1.16
Misdemeanor	26	47%	3.00 ²¹	1.14
Total	55	100%	3.00 ²²	1.15

Source: CJIMS

Information on the probation close status of the Prop 36 probationers who exited during the period shows that most had their case dismissed (53%), nearly one-fifth had their probation terminated (18%), and about a tenth each had their probation converted to summary probation (9%) or had their probation revoked and terminated (9%).

²¹ N=25

²² N=54

Table 4.15: Probation Close Status (Proposition 36)

Probation Close Status	Frequency		Period	
	#	%	Sentence Length	Time Served
Case Dismissed	29	53%	3.00 ²³	1.22
Probation Terminated	10	18%	3.00	0.81
Converted to Summary Probation	5	9%	3.00	1.41
Probation Revoked and Terminated	5	9%	3.00	0.57
Probation Expired	3	6%	3.00	2.47
Probation Denied State Prison	2	4%	3.00	1.02
Revoked and Terminated State Prison	1	2%	3.00	0.23
Total	55	100%	3.00 ²⁴	1.15

Source: CJIMS

Probation Midnight Profiles

To develop a clearer image of the active formal probation caseloads, we analyzed archival electronic data from Probation that staff made available. We used probation “midnight profiles” from four different dates: 28 April 2005, 9 June 2005, 8 September 2005, and 26 October 2005. *Notably the data reveals an increase between each date in the probation caseload size. In the approximately six month period between the first date in our sample and the last date in our sample, the Probation Department witnessed an increase in its caseload by nearly one-third – 29%.*

Beyond the substantial growth in the overall probation caseload between 28 April 2005 and 26 October 2005, the profiles of the probationers on each profile data appear very similar. This is not surprising given the fact that most probationers, as illustrated in our discussion of the probation case flow, are granted a three-year probation term, and most remain on probation for nearly that period. Thus, there will be a large group of probationers who will not move off probation over a six-month period. In the tables below we display side-by-side the profiles of probationers on the caseloads for each of the four profile dates. The probationers were male (78%-79%), white (58%-59%), single (54%-55%), and City of Napa residents (54%-55%). Notably, 36 probations (2 percent) listed another state for their residences.

²³ N=28

²⁴ N=54

Table 4.16: Gender (Snapshot Profiles)

Gender	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
Male	1210	79%	1,283	79%	1,462	78%	1,552	78%
Female	329	21%	346	21%	402	22%	427	22%
Total	1539	100%	1,629	100%	1,864	100%	1,979	100%

Source: CJIMS

Table 4.17: Race/Ethnicity (Snapshot Profiles)

Race/Ethnicity	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
White	920	60%	961	59%	1,072	58%	1,141	58%
Hispanic	491	32%	533	33%	632	34%	667	34%
Black	63	4%	68	4%	79	4%	86	4%
Asian/Pacific Islander	36	2%	36	2%	42	2%	45	2%
American Indian	2	0%	2	0%	2	0%	2	0%
Other	11	1%	12	1%	18	1%	18	1%
Unknown	16	1%	17	1%	19	1%	20	1%
Total	1539	100%	1,629	100%	1,864	100%	1,979	100%

Source: CJIMS

Table 4.18: Marital Status (Snapshot Profiles)

Marital Status	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
Single	811	55%	852	54%	969	55%	1,016	55%
Married	431	29%	458	29%	512	29%	547	29%
Divorced	161	11%	170	11%	190	11%	196	11%
Separated	63	4%	68	4%	75	4%	78	4%
Widow	15	1%	16	1%	19	1%	18	1%
Total	1481	100%	1,564	100%	1,765	100%	1,855	100%
Missing	58		65		99		124	

Source: CJIMS

Table 4.19: City of Residence (Snapshot Profiles)

City	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
Napa	780	54%	829	54%	960	55%	1,031	55%
Vallejo	98	7%	105	7%	122	7%	133	7%
American Canyon	60	4%	62	4%	79	5%	83	4%
Santa Rosa	38	3%	41	3%	42	2%	43	2%
St. Helena	41	3%	44	3%	51	3%	52	3%
Calistoga	31	2%	32	2%	36	2%	42	2%
Fairfield	30	2%	33	2%	40	2%	41	2%
Angwin	11	1%	11	1%	12	1%	14	1%
Sonoma	13	1%	13	1%	14	1%	14	1%
Yountville	10	1%	11	1%	14	1%	14	1%
Other	332	23%	348	23%	380	22%	391	21%
Total	1444	100%	1,529	100%	1,750	100%	1,858	100%
Missing	95		100		114		121	

Source: CJIMS

Table 4.20: State of Residence (Snapshot Profiles)

State	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
California	1501	98%	1,591	98%	1,825	98%	1,938	98%
Other	36	2%	36	2%	37	2%	38	2%
Total	1537	100%	1,627	100%	1,862	100%	1,976	100%
Missing	2		2		2		3	

Source: CJIMS

As illustrated in the table below, probationers on each profile date were typically young (about 32-years-old). The accompanying figure further illustrates the skew of the age distributions toward the younger adults.

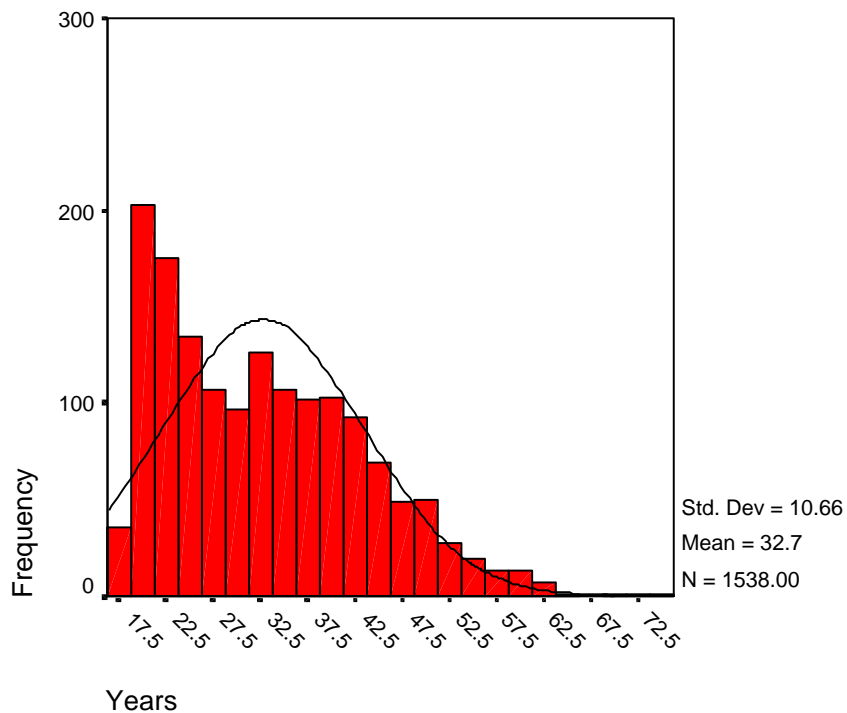
Table 4.21: Age at Intake (Snapshot Profiles)

Age at Intake	Period			
	4/28/2005	6/9/2005	9/8/2005	10/26/2005
Mean	32.74	32.82	32.89	33.02
Median	31.65	31.65	31.58	31.72
Minimum	16.81	16.81	16.81	16.81
Maximum	74.55	75.80	75.80	75.80

Source: CJIMS

Figure 5.7 is a histogram of the 4/28/05 probation population age. Age distributions for the other four snapshot days are almost identical.

Figure 4.7: Age at Intake 4/28/2005



The probation case status for each of the profile dates remained unchanged around through the period. General supervision cases are between 58% and 59% of the total, while the banked caseload experienced a slight decline from 8% to 6%. The case status for all the other caseloads remained fairly consistent across each of the four profile dates.

Table 4.22: Probation Case Status (Snapshot Profiles)

Case Status	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
Supervised	885	58%	938	58%	1,074	58%	1,163	59%
Banked	116	8%	117	7%	117	6%	117	6%
Domestic Violence	199	13%	217	13%	256	14%	262	13%
Prop 36	115	7%	120	7%	160	9%	175	9%
Residential Treatment Program	67	4%	71	4%	83	4%	86	4%
Drug Court	36	2%	37	2%	38	2%	38	2%
Reinstated	35	2%	35	2%	35	2%	35	2%
Revoked	35	2%	37	2%	42	2%	42	2%
Gang	26	2%	32	2%	34	2%	36	2%
Warrant	25	2%	25	2%	25	1%	25	1%
Total	1539	100%	1,629	100%	1,864	100%	1,979	100%

Source: CJIMS

Information on the convicted charge for probationers on each of the four profile dates was not available electronically. We do, however, have information on the level of charge. The data suggests and that across the four probation profile dates, felony probationers decreased from 49% to 46% of the caseload, while misdemeanor probationers increased from 51% to 54% of the caseload.

Table 4.23: Level of Charge (Snapshot Profiles)

Level of Charge	Period							
	4/28/2005		6/9/2005		9/8/2005		10/26/2005	
	#	%	#	%	#	%	#	%
Felony	749	49%	785	48%	869	47%	910	46%
Misdemeanor	786	51%	840	52%	990	53%	1,062	54%
Unknown	4	0%	4	0%	5	0%	7	0%
Total	1539	100%	1,629	100%	1,864	100%	1,979	100%

Source: CJIMS

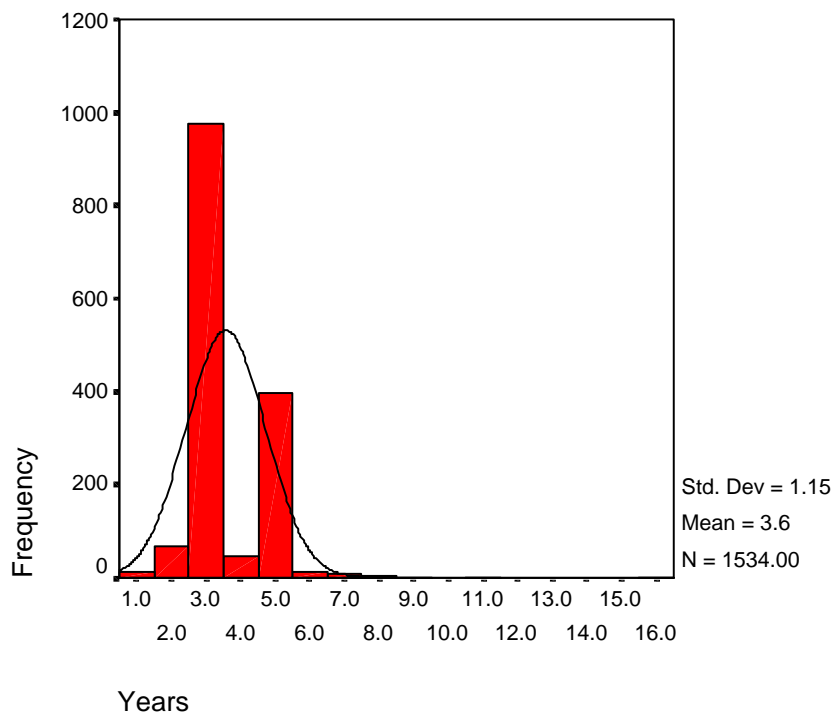
Sentenced probation lengths remained consistent across each of the four days. The average probation sentence length – time between probation grant date and probation expiration date – was about three and a half years. The minimum length of time was one year while the maximum was sixteen years. The distribution shown in Figure 5.8, below, is typical of all the snapshot dates, and illustrates the partially bi-modal distributions with significant clustering around three and five years.

Table 4.24: Sentenced Probation Length (Snapshot Profiles)

Sentenced Probation Length	Period			
	4/28/2005	6/9/2005	9/8/2005	10/26/2005
Mean	3.57	3.55	3.51	3.48
Median	3.00	3.00	3.00	3.00
Minimum	1.00	1.00	1.00	1.00
Maximum	16.00	16.00	16.00	16.00

Source: CJIMS

Figure 4.8: Sentenced Probation Length 4/28/2005



In summary, these data points suggest that Napa County probationers are typically male, white, City of Napa residents who are young (less than 40-years-old) offenders and were granted probation terms of about three years and are nearly evenly divided between felony and misdemeanor probation. The data suggest that the probation caseloads have been steadily increasing between April and October 2005. We are not certain whether this is a temporary or long-term trend in Napa County. In any case, it is likely to have an impact on the provision of probation services.

Section Five
Program Inventory

Section Five Program Inventory

Introduction

Presented in this section is a summary of assembled data pertaining to criminal justice programs made available within the Napa County Jail and within the community.

The Program Inventory will serve several purposes. It will tell us what kinds of correctional programs are available, for how many offenders, and at what cost. The results will provide a “map” of program options and resources available at each stage of criminal justice processing, from initial police contact through detention and adjudication to disposition and supervision. This information will be useful when matched against identified needs of offenders and for discussions in the next phase of work in which we discuss potential programmatic or policy changes that would more effectively serve public safety and/or offender rehabilitation.

Program Inventory Status

The Program Inventory Summary, provided on Table 5.1, summarizes information on criminal justice programs collected to date.

Detailed program information submitted to date by the service providers is presented as an attachment to this report. This attachment is provided under separate cover in a document titled “First Interim report - Program Inventory Surveys”.

Initial Findings

In-custody Programs

Educational programs are currently being assessed by NCDC and the Napa Valley Unified School District Adult School to determine how best to improve low participation levels and gain enhanced results from independent study programs. Data from the inmate profile suggests that nearly 40 percent of the jail inmates have not finished high school, an indication that educational preparation could be an important programmatic component.

Clearly the availability and mix of behavioral health programs, including mental health and chemical dependency programs, require careful consideration. For example, the information collected to date indicates that there is no formal therapeutic mental health treatment programs offered to inmates in the jail. Mental health services are limited to: initial intake screening; follow-up evaluations and crisis intervention counseling; 24 hour monitored care prior to determination of relocation to off-site mental health facilities, when warranted; and provision of medications to inmates maintaining sub-acute mental health status. Also, some stakeholders have indicated that there is a need for more intensive substance abuse programming in the jail.

Out-of-custody Programs

Alternatives to incarceration programs, jail release mechanisms, and probation supervision levels are discussed separately in Sections Two and Four. The discussion following focuses on substance abuse programming.

Substance Abuse Programs: and Overview

The inventory indicates many of the available program resources address substance abuse issues—an appropriate emphasis given the large number of drug and alcohol offenders arrested and incarcerated in the county. Of the drug and alcohol treatment programs contacted for this study, a number of programs work inside the correctional facilities, and a number operate independently. The following discussion summarizes information about the programs now serving Napa County criminal justice clients. *Information is still to be added for two key substance abuse programs: Drug Court and STOP/Proposition 36.*

In-custody:

The County’s in-custody programs include Alcoholics Anonymous, Narcotics Anonymous, and substance abuse education classes, the latter of which are conducted by Alternatives For Better Living. Napa County Health and Human Services also provides a drug and alcohol program to inmates. All of the in-custody drug and alcohol programs surveyed provide services to both men and women in the county jail. Alternatives For Better Living provides classes in Spanish as well as English, and underscores the importance of reaching the monolingual Spanish speaking population who are in custody. Furthermore, Alternatives For Better Living emphasized the enthusiasm among those who are in custody and are attempting to achieve sobriety; the program finds the in custody population to be very directed toward sobriety, and essentially more oriented toward the program goals.

Out-of-custody:

The substance abuse treatment programs represented here are for the most part residential, rather than outpatient, though some do have outpatient options. Every program is different from its counterparts; even the basic notions of eligibility, objectives, and success vary greatly from program to program. To the degree it is possible to characterize the out-of-custody programs, some themes can be identified as present in certain programs and distinctly omitted from others. Discussion of these themes follows.

Program Philosophy. Each program has a slightly different style and employs its own philosophy in helping clients attain sobriety. Programs like Crutcher’s Serenity House describe themselves as based on a “social model” where both peers and staff assist the client in re-framing his or her personal experiences and perceptions, encouraging the client to attain the ability to design solutions for themselves, rather than seeking solutions in drugs or alcohol. Programs like Project 90 and Delancey Street utilize an intensive curriculum to take stock of all aspects of an individual’s recovery. Project 90, for instance, will address not only the client’s drug use, but also his or her associated medical, psychological, social, vocational, and legal

problems. Delancey Street focuses on instilling social values, interpersonal skills, literacy, and job readiness; each client achieves a GED and is trained in three marketable skills.

Some programs, like Project 90, include the client's family in the recovery process. Others, like Mana Home, employ a method of isolating the client from outside pressures, preferring to protect the client from influences that may have previously impacted the client's sobriety. Mana Home, for instance, forbids its clients from having contact with men for the entire length of the 10-month program.

Religious or Spiritual Component. Programs such as Mana Home would also be categorized as faith-based; religious principles and religious study are a basic component of the program curriculum. Similarly, the Lytton Adult Rehabilitation Center, operated by The Salvation Army, has a strong spiritual education component. Other programs have no affiliation with a particular faith and do not focus their curriculum on religious themes.

Vocational Training / Employment Assistance. Though many of the programs surveyed stated that they provide no direct employment assistance, many of the programs indicated that this is due to budgetary limitations, and that were the program able to expand, this would be an area to which they would want to allocate resources. Some programs require that clients be employed during the program, or that they at least perform volunteer work, or be enrolled in school. Other programs have little or no requirements in this area.

Drug Testing. Programs employ a variety of methods for ensuring that clients remain clean and sober prior to graduation. Some programs, such as Alternatives For Better Living, stated that they perform random drug testing, and others, like Crutcher's Serenity House, stated that they utilize drug testing only when there is a particular suspicion that a client has lapsed.

Program Length. Programs range in length; the majority give a range of time for completion of the program: how long one individual takes to graduate will depend on that individual. The ranges are from "one to three months" and "six to nine months" to two years. Several programs fall into a six to nine month range. The shortest is duration is Marin Services for Women, lasting a minimum of 30 days to 60 days, and the lengthiest program is Delancey Street, which requires individuals to commit themselves, at the outset, to spending at least two years.

Program Cost. Programs surveyed were generally unable to identify costs incurred in a calendar year. Similarly, programs were unable to provide data for direct program staffing as opposed to other operational expenses.

Success Rate. Programs seem to gauge their rate of success based on several factors; client satisfaction, client failure rates or relapse, and the longevity of the program. Napa County Adult Recovery Program, for example, cited the fact that it has been operating continually since 1989 as an example of why it considers itself to be successful. With regard to relapse, one program underscored that citing success rates for recovery is typically not useful, due to the fact that the general success rate for the population attempting recovery is only 5%. Generally, programs seem to regard recovery as a process; it may take more than one attempt, and continued sobriety is never completely guaranteed.

Program Improvement. As noted above, many programs surveyed stated that one area in which they would like to improve their services to clients would be in the area of employment assistance. The Napa County Adult Recovery Program, for instance, stated that not only would it appreciate funding for a staff person to assist clients in obtaining employment, but it would also benefit from having a liaison for assisting clients in finding housing, and the program would also like to offer more parenting classes. Alternatives For Better Living noted that it is one of the only substance abuse treatment program in the County that offers classes for monolingual Spanish speakers, but that it would still want to hire additional bilingual staff, were funding made available.

Formal Evaluations. None of the programs surveyed had recently had formal evaluations completed on their programs. However, programs frequently reported that they utilize client surveys, in which clients are asked to report on their experience in the program, in order to assess the program's effectiveness.

Summary. Clearly, there are a broad array of substance abuse programs and resources available. The next steps in planning should be to develop a system of care model regarding substance abuse intervention with adult criminal justice clients and agencies.

Table 5.1: In Custody Program Inventory Summary

	Availability				Participation			Service Provider	Costs			Evaluation	
	In custody	Pre-trial	Sentenced	Gender	#/Yr	% Completion	Criteria for Success	Service Provider	Annual Program Cost	Cost/Part/Year	Inmate Charge Back	Co. Assesses Pr program as Successful	Formal Eval. Program
In-Custody Programs													
Alcoholics Anonymous ¹	X	X	X	M/F	640	N/A	Not Stated	AA	\$17.7 K	\$28.00	No	Yes	No
Anger Management	X	X	X	M/F	See Below	N/A	Not Stated	Alt. for Better Living /Contract	See Below	See Below	No	Yes	No
Substance Abuse Education	X	X	X	M/F	See Below	N/A	Not Stated	Alt. for Better Living /Contract	See Below	See Below	No	Yes	No
Anger Management/Substance Abuse Education (Costs) ¹					624				\$63.4 K	\$67.00			
Drug & Alcohol Program ¹	X ²		X	M/F	22	98%	Yes	HHS				Yes	Unknown
GED/ESL/Self Assessment ¹	X	X	X	M/F	To Follow	N/A	Varies	NVUSD	\$42 K	\$142.00	No	No	No
Narcotics Anonymous ¹	X	X	X	M/F	490	N/A	Not Stated	NA	\$13.5 K	\$28.00	No	Yes	No
Parenting ¹	X	X	X	M/F	454	80%	Yes	NCDC /Contract	\$23K	\$50.00	No	Yes	No
Religious Services	X	X	X	M/F	Unk.	N/A	Not Stated	Volunteer	-0-	-0-	No	Yes	No
Work Furlough ¹	X		X	M/F	120 est.	95%M 98%F	Yes	NCDC	\$51 K	\$428.00	Yes	Yes	No

- 1) In-custody program costs include pro-ration of the annual cost (\$82,359.00 - salary and benefits) of one Correctional Officer providing oversight and coordination of all
- 2) While this program is provided to in-custody inmates it is provided off-site at Health and Human Services. Qualified inmates are given a pass to attend the program

Table 5.2: Out of Custody Program Inventory Summary

	Participation				#/Yr	Participation		Service Provider	Costs			Evaluation	
	Out of Custody	Pre-trial	Sentenced	Gender		% Completion	Criteria for Success		Annual Program Cost	Cost/Part/Year	Inmate Charge Back	Co. Assesses Program as Successful	Formal Eval. Program
Out of Custody Programs													
Bail	X	X		M/F	1050	NA	Appearance	Various	NA	NA	Yes	NA	No
Court-ordered Release (OR)	X	X		M/F	1500	NA	Appearance	Courts				NA	No
Cite release (jail)	X	X		M/F	1000	NA	Appearance	NCDC			No	NA	No
Cite release (law enforce)	X	X		M/F	5600	NA	Appearance	Various	NA	NA	No	NA	No
CCC (4024 PC)	X		X	M/F	300	99%	Yes	NCDC	\$8K	\$27.00	Yes	Yes	No
County Parole	X	X	X	M/F	65	N/A	No Return	NCDC	\$8K	\$123.00	No	Yes	No
Court Community Work													
Drug Court													
Home Detention	X		X	M/F	35	95%M 98%F	No Violation	LCA	0	0	Yes pd. To LCA	Yes	Yes
Marin Services for Women	X		X	F	3	100%	Yes	Marin Svcs.	External Funding	0		Yes	No
STOP/Proposition 36													
Project 90	X	x	x	M/F	N/A	N/A	Yes		Not avail	Not avail	Yes	N/A	No
Salvation Army/Lytton ARC	X(Resid.)		X	M	19	77% of those who left prog.	Graduation	Salv. Army			No	Yes	No
PC 1000 Diversion	x	x	x	M/F	N/A	N/A	none	Alt.s BetterLv	unkn	unkn	Yes	Yes	No
Turning Point	X(Resid.)		X	M/F	23	70%M 40%F	Completion	Turning Point				Yes	No
Probation-Specialized Caseloads	X		X		700	72% (?)	Completion	Napa Co.					
Delancey Street	x	x	x	M/F	4	N/A	yes	Delancey	unkn	unkn	No	Yes	No
Health and Human Svcs. Program: County and Contract													

Section Six
Jail Facilities Assessment

Section Six Jail Facilities Assessment

Preface

Presented in this section are the results of an assessment of the existing Napa County Jail documenting its current physical condition, its spatial configuration and its present pattern of usage. Also identified are physical and functional deficiencies where they exist today.

This section, beyond documenting the present status of the jail, further addresses the anticipated useful life of the facility, as well as the potential it holds for expansion or renovation as a means to more appropriately support adult corrections.

Facility Data

Title:

Napa County Jail

Address:

1125 3rd Street
Napa, California 94559

Facility Components:

Hall of Justice

Constructed in 1976/Basement renovated in 1983.

Space occupied by the Department of Corrections on the Basement level, the Second Floor and the Third Floor.

Jail Addition

Constructed in 1989.

Space occupied by the Department of Corrections on the Basement level, the First Floor, the Second Floor and the Third Floor.

Facility Description:

Hall of Justice

This building, rectilinear in configuration, consists of one below grade level and three above grade floors with dimensions of approximately 120 feet by 150 feet. The building envelope is comprised of poured in place concrete foundation walls below grade and textured concrete block perimeter wall construction above grade. Interior space is defined primarily by metal stud partitions in the Basement and on the lower floors. Interior pre-cast concrete panel walls are primarily utilized on the Third Floor.

Jail Addition

This building, attached to the south face of the Hall of Justice, is roughly configured as a trapezoid with a depth of 90 feet and a width of 175 feet. It entails one below grade level and three above grade levels with multiple points of internal access to the Hall of Justice. The building envelope of the Jail Addition is comprised of poured in place concrete foundation walls below grade and concrete block perimeter wall construction above grade. Interior space is defined primarily by pre-cast concrete panel walls throughout the facility.

Space Availability

Presented in Table 6.1 is an accounting of the building gross area (BGSF) and available net usable space (NUSF) within the Napa County Jail, inclusive of the entire Hall of Justice and the Jail Addition facility components. Space availability is identified in total, by facility component and by floor.

Based upon available building floor plans, the Hall of Justice is estimated to provide approximately 58,000 NUSF of usable space within a building gross area of 73,500 BGSF. The Jail Addition is estimated to provide approximately 39,000 NUSF of usable space within a building gross area of 45,000 BGSF.

In total, the two facility components provide approximately 97,000 NUSF of usable space, inclusive of interior area assigned to the Department of Corrections, that assigned to other agencies, and that presently vacant.

Space Allocation

Presented in Table 6.2 is an accounting of the available net usable area within the Hall of Justice and Jail Addition facility components in accordance with current patterns of space usage.

Of the total net usable area of approximately 97,000 NUSF, the Department of Corrections is presently assigned nearly 65,000 NUSF. This reflects an allocation of 100 percent of the usable area within the Jail Addition and 44 percent of the usable area within the Hall of Justice.

Table 6.1
Current Space Availability
Napa County Jail

	Hall of Justice					Jail Addition					Total (NSF)
	Basement Level (NSF)	First Floor (NSF)	Second Floor (NSF)	Third Floor (NSF)	Subtotal (NSF)	Basement Level (NSF)	First Floor (NSF)	Second Floor (NSF)	Third Floor (NSF)	Subtotal (NSF)	
Usable Area (NUSF)	12,650	15,500	14,650	15,300	58,100	10,400	9,900	9,650	9,100	39,050	97,150
Building Gross Area (BGSF)	19,500	19,300	18,300	16,450	73,550	12,100	12,100	10,450	10,430	45,080	118,630
Space Efficiency (NUSF/BGSF)	0.65	0.80	0.80	0.93	0.79	0.86	0.82	0.92	0.87	0.87	0.82

Note 1: Spatial data based upon manual area take-off calculations from best available building floor plan drawings.

**Table 6.2
Current Space Allocation
Napa County Jail**

	Hall of Justice					Jail Addition					Total (NSF)
	Basement Level (NSF)	First Floor (NSF)	Second Floor (NSF)	Third Floor (NSF)	Subtotal (NSF)	Basement Level (NSF)	First Floor (NSF)	Second Floor (NSF)	Third Floor (NSF)	Subtotal (NSF)	
Jail/Housing Space	6,880			7,835	14,715		4,175	8,130	7,675	19,980	34,695
Jail/Processing Space							3,825			3,825	3,825
Jail/Support Space			3,560	7,465	11,025	10,400	1,900	1,520	1,425	15,245	26,270
Subtotal (Corrections Space)	6,880		3,560	15,300	25,740	10,400	9,900	9,650	9,100	39,050	64,790
Probation Space			6,705		6,705						6,705
Planning Space			2,655		2,655						2,655
Prop. 36 Space			1,730		1,730						1,730
Storage Space	5,770				5,770						5,770
Subtotal (Non-corrections Space)	5,770		11,090		16,860						16,860
Vacant Space		15,500			15,500						15,500
Subtotal (Non-occupied Space)		15,500			15,500						15,500
Total Space	12,650	15,500	14,650	15,300	58,100	10,400	9,900	9,650	9,100	39,050	97,150

Note 2: Spatial data based upon manual area take-off calculations from best available building floor plan drawings.

Site Data

Property Description:

The Napa County Jail shares a “super-block” site in the downtown core of the City of Napa with the Napa County Administration Building and a new Criminal Court facility. This block is bounded to the north by 3rd Street, to the east by Main Street, to the south by 5th Street and to the west by Coombs Street.

Size and Dimensions:

The shared super-block maintains an area of approximately 243,000 square feet (5.6 acres) with a north/south dimension of 540 feet, and an east/west dimension of 450 feet, from curb line to curb line.

Zoning:

The property maintains a zoning designation of PQ - Public/Quasi Public. While further facility development on the site by the county may not technically be constrained by local zoning, it is assumed that the scale (building height) of development, if undertaken, would not significantly exceed that which presently exists.

Parking Availability:

In total, 202 parking stalls are provided on the shared super-block. Of this on-site capacity, 62 stalls, or approximately 30%, are allocated to the public. The remaining 140 stalls are designated as employee parking.

Operational Status

Current detention/correctional operations supported by the Napa County Jail are summarized below. This information, including the identification of functional and spatial deficiencies, is based upon interviews with jail administrative staff, their responses to operational questionnaires, and the visual inspection of the jail by the consultant.

Inmate Housing:

Description

The housing of the inmate population within the Napa County Jail is supported by a particularly wide variety of cell and housing unit types. Within the Hall of Justice, open dormitory beds are provided on the Basement level, while on the Third Floor single cell and multi-occupancy cells are configured off a traditional linear corridor.

Within the Jail Addition, inmate housing is provided in a more contemporary configuration, largely operated by means of a “direct supervision” housing management approach. In this

facility bed types range from single, double and multi occupancy cells on the Second and Third Floors, to open dormitory housing on the First Floor.

Presented in Table 6.3 is an accounting of the current rated bed capacity of the Napa County Jail, exclusive of seating within inmate processing area, transfer holding bunks, and non-rated beds assigned to disciplinary isolation and to medical/mental health services.

In total, the Napa County jail maintains a rated capacity of 264 beds. While current operations do not necessarily allow strict conformance to optimal classification objectives, the categorization of the current bed capacity by security level reflects the following profile.

	Single Occupancy (Beds)	Double/ Multi Occupancy (Beds)	Dormitory (Beds)	Total (Beds)	Distrib. (%)
Maximum Security	46			46	18%
Medium Security		128		128	48%
Minimum Security			90	90	34%

Principal Deficiencies

- Given the present use (based upon current detention policies and procedures) of the Napa County Jail, the present bed capacity is estimated to be deficient by a factor ranging between 10 to 15 percent (See note below).
- As a result of the above, the assignment of the inmate population to specific housing units and cell types is not solely based upon formal classification criteria but to a degree compromised by bed availability constraints.
- While the majority of the housing environment within the Jail Addition is of a contemporary nature and based upon direct unit supervision, the celled housing on the Third Floor of the Hall of Justice reflects an antiquated configuration not amenable to an equivalent level of custody supervision, particularly with respect to maximum security classifications.
- Dormitory housing beds are currently being utilized to accommodate an aggregation of protective custody classifications, limiting the ability to properly segregate these inmates from one another.
- Dormitory housing beds are currently being utilized to accommodate both (in-house) inmate workers and inmates assigned to the (off-site) work furlough program, compromising security objectives and limiting the ability to control contraband.

Table 6.3
Current Rated Bed Capacity
Napa County Jail

	Hall of Justice					Jail Addition				Total (Beds)
	Basement Level (Beds)	First Floor (Beds)	Second Floor (Beds)	Third Floor (Beds)	Subtotal (Beds)	Basement Level (Beds)	First Floor (Beds)	Second/Third Floors (Beds)	Subtotal (Beds)	
Single Occupancy Cell				44	44			2	2	46
Double Occupancy Cell								40	40	40
Multi Occupancy Cell				16	16			72	72	88
Dormitory	48				48		42		42	90
Total	48	0	0	60	108	0	42	114	156	264

- A lack of disciplinary isolation and administrative segregation bed capacity exists, resulting in the inability to properly segregate inmates holding a disciplinary infraction, as well as inmates presenting behavioral problems inconsistent with other housing assignments.

Note 3: The application of a typical housing segregation allowance of 15 to 20 percent to the current average daily population of 250 inmates (April - October, 2005) results in an estimated current need for a bed capacity of between 290 and 300, predicated upon the achievement of proper housing classification objectives and periodic peaking (recently in excess of 300 individuals for a short period of time). This compares to a current rated bed capacity of 264.

Inmate Processing:

Description

Inmate processing within the Napa County Jail encompasses booking and release functions, the movement of inmates to and from court appearances, and transportation of inmates to off-site destinations (i.e., for medical treatment or for transfer to other jurisdictions). These activities occur on the First Floor of the Jail Addition in space configured with direct adjacency to a secure vehicle sallyport.

At present, 45 to 50 holding seats (15 in cells and 30 to 35 in semi-open lounges) are available to support combined booking, release and off-site transportation activities.

Court movement operations are supported by an additional 34 seats in multiple cells, located on the Basement level of the new Criminal Court facility, and accessed by a secure tunnel from the jail.

Principal Deficiencies

- The spatial configuration of the inmate processing area does not allow for the ability to separate flow patterns for booking vs. release vs. transportation operations, resulting in potentially serious compromises to security objectives.
- While adequate in quantity to meet current needs, holding capacities within the inmate processing area are not distinguished between booking, release and transportation operations.
- A lack of appropriate holding cells exists for the isolation of combative and intoxicated detainees, and individuals exhibiting self-destructive behavior.
- The spatial configuration of the processing counter/staff work area is not conducive to operational efficiency.

Administration and Support:

Description

This element of the Napa County Jail encompasses jail management, business functions, staff training and clerical support operations. For purposes of this assessment, it is also assumed to incorporate spatial needs associated with employee facilities (i.e., shower/locker, staff dining, breakroom, etc.).

Space associated with administration and support functions occur at multiple locations within both the Hall of Justice and the Jail Addition.

Principal Deficiencies

- Administrative functions are fragmented among multiple locations within the jail, limiting management communications and impeding staff productivity.
- The fragmentation of administrative functions and associated points of reception compromise public/visitor orientation to the jail.
- A lack of adequate administrative personnel work and office support space exists, resulting in limitations to operational efficiency and staff productivity.
- Adequate space is not available to support staff dining and breakroom needs.
- Staff shower/locker room capacities and locker unit dimensions are inadequate relative to current needs.
- Opportunities for staff training and the potential introduction of daily briefings are limited by the lack of permanent space dedicated to these functions.

Central Control Operations:

Description

Central control functions within the Napa County Jail serve as the pivotal point for normal and emergency (custody related) communications, the coordination of response to incidents, and the provision of remote surveillance of select interior areas throughout the jail. Central control is also responsible for remote control of access points within the building security perimeter, elevator movement and internal doors and sallyports throughout both the Hall of Justice and the Jail Addition.

Space supporting central control operations is located on the Third Floor of the Hall of Justice.

Principal Deficiencies

- Although no significant deficiencies are identified relative to central control, the staffing of this essential and complex post by a single staff position is of concern.

Medical/Mental Health Services:

Description

Medical and mental health services are provided to the inmate population by a contracted vendor at several locations within the Napa County Jail, as well as by means of off-site service providers.

At the point of initial booking, arrestees are screened relative to their physical and mental status in support of decisions made regarding admission to the jail and the need for further evaluation and/or treatment.

Inmates housed within the jail receive prescribed medication, minor treatment and triage services by medical/mental health staff at their housing unit. Further diagnostics, treatment and 24-hour monitored care is provided at a central clinic and in-patient unit located on the Third Floor of the Hall of Justice. Emergency medical services exceeding the capabilities of this unit are provided off-site, at the Queen of the Valley Hospital.

Principal Deficiencies

- The spatial configuration of the central clinic/in-patient unit lacks appropriate separation from floor-wide circulation and adjacent housing units.
- The central clinic/in-patient unit lacks adequate space related to inmate waiting, staff work activities, examination/treatment functions and the storage of equipment, supplies and medications.
- Relative to the current inmate population, an insufficient quantity of (non-rated) in-patient beds are available to meet present demand. A supplement of 10 to 12 beds, beyond the current capacity of 6 beds, is estimated as required on a preliminary basis.
- The need exists for properly configured and equipped medical isolation rooms to accommodate individuals suffering from contagious diseases.
- The need exists for the dedication of a subset of general population (rated) beds for the separate accommodation of individuals maintaining a sub-acute mental health status.
- The need exists, to the extent feasible, for the development of space within each housing unit to support decentralized medical/mental health triage and medication services.

Personal and Attorney Visitation:

Description

Visitation to the inmate population of the Napa County Jail involves the movement of the inmate from his or her housing unit to a shared visiting area (rather than by means of a more contemporary mode of operation where visitors are moved in a secure manner to the housing unit, or in a number of recently planned jails, where visitation is facilitated by closed circuit video technology).

Due to its configuration in the form of two attached facility components, inmate visitation presently occurs at multiple locations at the Napa County Jail, within the Hall of Justice and the Jail Addition.

Principal Deficiencies

- Public orientation is impeded and the efficient management of the visiting process is impaired by multiple visitor reception and visitation locations.
- Relative to select inmate classifications, and based upon the present visiting schedules, a deficiency exists with respect to the current capacity of personal visitation stations.
- The present visitation mode is particularly staff intensive due to the need to move inmates from the housing unit, coupled with need for line of sight supervision of the visitation locations.

Inmate Programs:

Description

An array of programs are made available to the population of the Napa County Jail ranging from educational programming, to AA, NA, substance and anger management counseling, to individual and small group religious/bible study sessions. The staging of inmate program activities presently occurs within housing units and multipurpose rooms throughout the jail, and in select cases, at nearby off-site locations.

Reference can be made elsewhere in the report where further operational data is presented with respect to currently available inmate programs.

Principal Deficiencies

- Adequate and properly located space is not available to support access to program sessions by all inmate classifications within the jail.
- Adequate space is not available to support program preparation activities and the storage of program-related supplies and materials.

Library Services:

Description

In support of recreational reading activities, library materials are made available to the inmate population of the Napa County Jail at the housing unit by means of a weekly book cart lending service.

Access to legal reference resources is made available, in electronic format via computer, to designated Pro Per inmates within a small law library room.

Principal Deficiencies

- Space allocated to the law library is cramped and at a location inconsistent with optimal surveillance capabilities.
- No significant deficiencies have been identified with respect to recreational library services.

Indoor/Outdoor Recreation:

Description

Inmates in the Napa County Jail are provided indoor recreational opportunities within housing unit dayrooms and multipurpose spaces. Active outdoor recreational opportunities are made available on secure recreation decks throughout the jail. In some instances, recreation decks are accessed directly from housing units, in other cases inmates must be moved from the housing unit to recreation decks on the same floor or on another floor of the facility.

Principal Deficiencies

- The need to move inmates from a number of housing units to non-adjacent outdoor recreation decks is staff intensive and presents conflicts with optimal security objectives.
- The use of existing outdoor recreation decks during inclement weather is limited by a lack of overhead rain protection.

Commissary Services:

Description

The inmate population of the Napa County Jail is provided access to a limited range of food products and personal items, ordered on a weekly basis at the housing unit and delivered by cart. The processing of commissary orders and the storage of commissary supplies occurs at a central location on the Basement level of the Jail Addition.

Principal Deficiencies

- A lack of adequate commissary supply storage space exists relative to current operational demands.

Food Preparation and Dining:

Description

Daily meals are provided to the inmate population of the Napa County Jail at each housing unit by means of a cart-based tray delivery operation. Meals are also provided to staff over each shift at a staff dining room located adjacent to the central kitchen on the Basement level of the Jail Addition.

At present, the jail kitchen prepares approximately 800 meals per day in support of inmate and staff dining. An additional 400 meals per day are prepared in support of a senior citizen "Meals on Wheels" program. Indication has been made that the kitchen maintains the ability to produce a capacity of 1,500 meals per day without major physical expansion.

Principal Deficiencies

- The configuration of the central kitchen is not fully space efficient and presents a number of "bottlenecks" within the food preparation process.
- A lack of adequate space exists with respect to dry, refrigerated and freezer storage requirements.

Laundry Services:

Description

The cleaning and storage of jail clothing and bedding items is supported by a central laundry operation located on the Basement level of the Jail Addition. The exchange of clothing and bedding occurs at each housing unit by means of cart pick up and delivery.

Laundry operations within the Napa County Jail accommodate the needs of the adult inmate population, as well as support the needs of the County Juvenile Hall. At present, the processing of laundry is scheduled over a single shift per day.

Principal Deficiencies

- Based upon the current single shift operation, indication is made of the need for an additional washer and dryer unit to accommodate present processing loads, and to provide a necessary contingency for maintenance and repair.

- A lack of adequate clothing and bedding storage exists relative to current operational demands.
- The configuration of the laundry room does not provide adequate space to properly accommodate cart staging and layout/folding activities.

Personal Property Storage:

Description

The storage of inmate personal property occurs as an adjunct to the initial booking operations within the Napa County Jail. At the conclusion of the admissions process, inmate clothing and personal property is stored on a mechanized rack system which spans the First Floor and Basement level of the Jail Addition. Large-size bulk property items are stored in the Basement level, separate from the rack system.

Principal Deficiencies

- The mechanized storage rack system is effectively at full capacity with limited expansion potential.
- A lack of adequate and properly located space exists to accommodate the storage of bulk personal property.

Building Maintenance and Storage:

Description

The majority of on-going preventive and response-based building maintenance is provided by on-site maintenance personnel which fall under the budget of the Department of Corrections. On an as-required basis, other maintenance and repair requirements are addressed by of-site county staff and by outside vendors.

Shop space in support of maintenance operations is provided on the Basement level of the Jail Addition. Also on this level is the primary on-site storage space for both maintenance and operational supplies. Other storage areas of a smaller scale are distributed throughout the jail.

Principal Deficiencies

- Space allocated to accommodate clerical support and operational supplies is not fully adequate to meet current needs, nor located in a manner supportive of operational efficiency.

Facility Inspections

Biennial inspections are conducted of local detention facilities throughout California by the Correctional Standards Authority (formally the Board of Corrections) to assure compliance with Minimum Standards for Local Detention Facilities, as defined in Title 15 and 24 of the California Code of Regulations (see note below).

Annual Fire/Life Safety inspections are conducted by the City of Napa Fire Department; as well as annual Environmental Health inspections by the Napa County Health and Human Services Agency.

The results of the most recent findings of these facility inspections are summarized below.

State Minimum Standards:

In March of 2004, the Correctional Standards Authority completed the 2002-2004 biennial inspection of the Napa County jail. This inspection indicated the facility to be in compliance with minimum standards with the exception of (a) a minor variation in the required size of one safety cell; and (b) a lack of adequate hourly inmate safety checks in select housing units related to a lack of sufficient on duty personnel.

Subsequent to the inspection, revised policies and procedures were established by the Napa County Department of Corrections to address the conduct and documentation of required inmate safety checks.

Fire and Life Safety:

In March of 2005, the City of Napa Fire Department completed its annual inspection of the Napa County Jail, as mandated by the California Health and Safety Code, Section 13146.1. This inspection resulted in the granting of fire clearance with notation of only minor deficiencies pending correction.

Environmental Health:

In July Of 2004, the Napa County Health and Human Services Agency completed an inspection of the Napa County Jail, as mandated by the California Health and Safety Code, Section 459. This inspection indicated the facility to in compliance with established evaluation criteria with the exception of the need for repair of storage equipment within the central kitchen.

Subsequent to the inspection, actions were taken by the Napa County Department of Corrections to affect equipment replacement.

Note 4: The 2005 - 2006 biennial inspection has been completed in November, 2005. The results of this inspection have not yet been formally submitted to Napa County.

Physical Status

The following assessment of the anticipated useful life of the Napa County Jail facilities is presented below, based upon input from the Napa County Department of Public Works and building maintenance personnel from the Department of Corrections.

	Current Status	Short-time Renovation Required	Useful Life As-is (Years)	Useful Life w/Reno. (Years)
Hall of Justice:				
Exterior Shell	Adequate	No	20	30(+)
Structural System	Adequate	No	20	30(+)
HVAC System	Adequate	No	15	30(+)
Plumbing System	Adequate	No	15	30(+)
Electrical System	Adequate	No	20	30(+)
Communications System	Adequate	No	20	30(+)
Security Systems	Adequate	No	20	30(+)
Life Safety/Fire System	Adequate	No	20	30(+)
Elevator Systems (Note 5)	Inadequate	Yes	10	30(+)
Jail Addition:				
Exterior Shell	Adequate	No	20	30(+)
Structural System	Adequate	No	20	30(+)
HVAC System	Adequate	No	20	30(+)
Plumbing System	Adequate	No	20	30(+)
Electrical System	Adequate	No	20	30(+)
Communications System	Adequate	No	20	30(+)
Security Systems	Adequate	No	20	30(+)
Life Safety/Fire System (Note 6)	Inadequate	Yes	10	30(+)
Elevator Systems	Adequate	No	20	30(+)

Note 5: Indication made that elevator cab size (Unit #2) limits appropriate accommodation of disabled individuals.

Note 6: Indication made that select controls and sensors, although not a critical current deficiency, will require upgrade and/or replacement to assume an extended useful life.

Renovation Potential

High security detention facilities, due to their construction type, are inherently difficult to renovate in an inexpensive manner. The fixed nature of interior partitioning and the high density of plumbing and other building systems throughout the typical jail result in a significant degree of complexity related to the modification of interior space configurations and/or a substantial change of space usage.

These physical constraints should not, however, preclude consideration of carefully defined and functionally justified renovation actions within the Napa County Jail. Opportunities for and constraints to such existing space renovation are addressed below.

Hall of Justice/Basement Level:

At present, jail functions (dormitory housing) occupy approximately 50 percent of the usable space on this floor; the remainder is dedicated to mechanical functions and general storage. Given the configuration and the nature of the housing area, the potential for interior renovation is practically limited to minor spatial rearrangement assuming a continuation of dormitory housing, or a similar low complexity space usage.

Conversion of this area on the Basement level to a higher security (celled) housing configuration would not likely be cost effective due to the lack of available utility services.

Hall of Justice/Third Floor:

The physical configuration of space on this floor is substantially driven by the relatively fixed nature of housing unit construction around the perimeter of the building, involving high security partitioning and an extensive degree of utility distribution. The central portion of the floor is developed at a lesser degree of physical complexity.

Select renovation of this floor, to correct current deficiencies or to affect minor space rearrangement, is potentially feasible. A substantial change of use or major spatial rearrangement would entail significant costs and possibly result in a reduction of housing bed capacity.

Jail Addition/Basement Level:

The present pattern of occupancy on this floor reflects a combination of open storage areas and more physically complex operational space supporting food and laundry services. While a wholesale change of space usage would likely be cost prohibitive, select renovation to correct current deficiencies is felt to be feasible.

Jail Addition/First Floor:

Three jail functions occupy space on this floor; dormitory type housing, inmate processing, and administrative office and staff work space. The latter two functions maintain a number of current deficiencies. Inmate processing operations, furthermore, may be anticipated to require physical expansion in the future.

Given the above considerations, a need for renovation of the First Floor may well be warranted at an appropriate point in time, likely requiring the displacement of one or more of the current occupants to allow for spatial growth and/or a reconfiguration of functions. While not lacking in complexity, such renovation is felt to be physically feasible.

Jail Addition/Upper Floors:

The principal occupancy of the Second and Third Floors is dedicated to two-tiered inmate housing; with secondary occupancy accommodating inmate visitation (Second Floor) and staff and employee support functions (Third Floor).

Due to the highly secure and fixed nature of the housing units on these floors, renovation of this space would not likely be cost effective, other than that appropriate to correct select current deficiencies. Space accommodating non-housing functions on these floors is less complex in nature and may warrant consideration for rearrangement, or for a change of usage if sufficient functional benefit can be gained.

Expansion Potential

The potential for the on-site expansion of detention space currently assigned to the Napa County Jail could be pursued by means of one or both of the following two scenarios.

Capture of Existing Space:

At present, the Department of Corrections occupies approximately 26,000 NUSF of usable area within the Hall of Justice. This is related to inmate housing and associated support functions on the Basement level (6,880 NUSF), and on the Third Floor (15,300 NUSF); as well as administrative and support functions on the Second Floor (3,560 NUSF).

In addition to this detention space, the Hall of justice presently supports the occupancy of nearly 17,000 NUSF of usable area by non-detention space users. This occurs principally on the Second Floor (11,090 NUSF), although general storage areas consume about one half of the usable space on the Basement level (5,770 NUSF). Additional usable area, now vacant, exists on the First Floor (15,500 NUSF).

Subject to the needs and priorities of the county, up to 32,000 NUSF of usable area within the Hall of Justice might be made available to address current deficiencies and/or support expanded operations of the Napa County Jail. Although in all probability more cost effective than new construction, the renovation of this space and its conversion from primarily office

occupancy to detention usage would be constrained by a number of physical and economic considerations.

Potentially available space on the First and Second Floors of the Hall of Justice was not designed or engineered to accommodate physically complex and high security detention functions. While the use of these areas for administrative, jail support or inmate program activities would entail a substantial degree of spatial rearrangement, the required level of building renovation would not be extreme. The use of this space for non-housing functions could release such space within the Jail Addition for conversion to a usage of higher physical complexity.

Conversely, the potential for the conversion of these areas, as well as the storage space on the Basement level, to inmate housing functions (with the possible exception of open dormitory housing) would likely be found to be cost prohibitive. The development of maximum or medium security (celled) housing would entail extensive renovation related to the distribution of plumbing and other building systems, the construction of high security interior partition and ceiling systems (including associated security doors, locksets and surveillance equipment), and the enhancement of perimeter security at all points of penetration of the building envelope.

On-site Construction:

Approximately 60 percent of the “super-block” site on which the jail resides has effectively been consumed by in-place facility development entailing the Hall of Justice and Jail Addition, the County Administration Building and the new Criminal Court facility. The remainder of the 5.6 acre site is presently utilized for public and staff parking. Subject to county needs and priorities, and considerations related to the replacement of parking resources, all or a portion of this “unbuilt” portion of the super-block might be utilized in support of the physical expansion of the Napa County Jail. At this time no plans for the development of the “unbuilt” portion of the site have been identified by the Napa County Department of Public Works,

No potential exists for the expansion of existing jail space to the north of the Hall of Justice due to the placement of the County Administration Building and the new Criminal Court facility along 3rd Street. Physical expansion, at any tangible scale, is felt to be limited along Main Street to the east of the jail because of the narrow east/west dimension of this portion of the property (40 to 60 feet after allowances for clearances and setbacks).

Unbuilt site area exists to the south of the Jail Addition, currently utilized for staff parking. This portion of the super-block, although somewhat constrained in its north/south dimension (80 to 100 feet after setbacks), may offer the potential for a moderate scale of physical expansion to the existing jail.

In this case, a building footprint from 15,000 to 20,000 square feet in size might be achievable, resulting in an expansion facility with a building gross area of up to 80,000 BGSF (assuming the development of a four level facility compatible with the scale of the existing jail). This approach to physical expansion, although generally feasible, would be complicated by the location of the existing loading dock and vehicle sallyport along the southern perimeter of the Jail Addition.

Careful planning would also be required to affect an appropriate linkage to the existing jail facility without a resultant disruption of current space use patterns.

Unbuilt site area on the super-block also exists to the west of the jail, extending along Coombs Street. This property, currently utilized for public parking, maintains a “buildable” east/west dimension of 100 to 120 feet, and a north/south dimension of up to 250 feet. A building footprint of substantial size, from 25,000 to 30,000 square feet, might be achievable on this portion of the site. This could result in an expansion facility with a building gross area of up to 120,000 BGSF (again assuming the development of not more than a four level facility).

Expansion of the jail to the west would avoid ground level conflicts with vehicular movement patterns related to the existing loading dock and vehicle sallyport. Subject to further physical evaluation, it is felt likely that multi-level linkages to the existing jail facility could be achieved at the point of the present connection between the Hall of Justice and the Jail Addition.

Section Seven
Summary and Conclusions

Section Seven Summary and Conclusions

Introduction

In this section, we summarize the findings in preceding sections and discuss topics proposed for further work in the next phase of the Master Plan. This section is written with two levels of discussion in mind.

1. *In the long run, how can Napa County develop a proactive stance, identifying problems as they emerge and dealing with those problems in a manner that is consistent with an overall strategy or philosophy for criminal justice.*
2. *The county must still deal with current needs. What are steps the County can take in the short term to regain control of the jail population?*

Summary of Findings

Some basic findings or givens can be stated, based on the data in this report.

1. Substance abuse is a key, system wide, issue. Rising bookings appear to reflect aggressive efforts by law enforcement to respond to substance abuse. Significant numbers of the prisoners are charged with substance abuse offenses, largely possession or under the influence charges. The Napa County jail, like many in the state, is heavily populated by substance abusers and probation violators. This is a system problem. The underlying question is what the County's overall strategy regarding substance abuse should be—what the roles of the justice system and the social services/behavioral health systems should be, and how they should be coordinated.
2. About two-thirds of probationers complete their terms of probation favorably. Some are terminated and sent to state prison. The balance—probation violators—are a significant challenge for the jail and the justice system. Large numbers of probation violators are charged, with jail time requested, in part because there are few alternative sanctions to jail.
3. Sentence lengths are also a contributing factor in the current crowding. Jail populations are driven by the number entering (bookings) and the length of time those booked remain in jail. There are large numbers of inmates serving sentences of several months, many serving a year or more. This too is a system issue, which reflects choices made by many departments: by prosecution and probation in seeking strict punishment and accountability, by the bench in imposing sentence, and even by the defense bar in accepting long sentences. In many respects, this results from a lack of alternatives to jail that are seen as providing sufficient sanction and supervision. No one that we have talked with is happy with alternatives that appear to be designed simply to clear people out of the jail. These measures, such as 4024.2

“early kick” releases, are seen as necessary evils, not constructive responses. Napa County must decide whether the purposes of the justice system are primarily to punish and whether there is a role for rehabilitation. The underlying question is this regard is whether sanctions—or, really, a system of sanctions--can be designed which provides flexibility of response, and which reflects an agreed upon mix of supervision and rehabilitative effort.

4. Napa County’s pre-sentence processes are well within the “normal” range of county systems with which we have worked, in terms of percentages of pre-sentenced offenders released and their lengths of stay prior to release. Most of the typical pretrial release mechanisms are available in Napa and are used heavily and, on average, quickly. Some further steps are available, as discussed later in this section, to clear out an additional number of defendants, but these would likely have marginal impacts on the jail population levels.
5. Overall, sentenced prisoners have been occupying about 41 percent of the jail beds during 2005, while pre-sentenced prisoners occupy 59 percent. In a 250 bed jail, this would mean that about 103 beds would go to sentenced prisoners, the balance to pre-sentenced. On a typical day, about 11 percent of the offenders in the jail are women, 89 percent are males.
6. Most of the beds in the jail are filled by a relatively small group of pre-sentenced and sentenced offenders who stay for several weeks or months before release. For example, close to two-thirds of the pre-sentenced prisoner beds are filled by offenders who remain in the jail for two months or more, and over 60 percent of the “sentenced beds” go to the less than 20 percent of sentenced prisoners who serve more than two months. In both sentenced and pre-sentenced populations, the great majority of prisoners are released within days; turnover is high and these short term offenders actually fill a small proportion of the jail. One implication is that to make major inroads on jail population control, the primary focus should be on offenders who stay for longer periods.
7. If gauged by charges, the primary users of the jail are felony and misdemeanor drug users (excluding DUI) who fill about 19 percent of the jail beds. (This refers only to the offenses charged. The great majority of offenders—95 percent of sentenced inmates, for example--admit to recent drug use, most often of methamphetamines.) In a 250 bed jail, drug users would fill about 48 beds. Offenders charged with felony violent crimes (crimes against persons) fill 17 percent of the jail beds—43 beds in a 250 bed jail. Persons whose main charge was violation of probation comprise 14 percent of the jail population on average, using about 35 beds. (The actual impact from VOPs is higher, because additional cases have VOP charges added to other offenses.) These three categories of offenders take up half of the available jail beds.
8. Inmates who are in jail pending criminal charges from activities at Napa State Hospital, or who are awaiting transfer to Napa or another state forensic facility, currently require ten or more beds on an on-going basis. Though a relatively small number, these inmates create disproportionate management problems in the jail.

9. If gauged by how prisoners secure release, 32 percent of the beds are used by prisoners who will be released after having served their sentences; another 17 percent are released through felony own recognizance orders from the court, and 31 percent are released to another agency, including prison, after local sentences or adjudication processes are complete.
10. A more detailed look at who the inmates are is provided in Section Three. The picture that emerges is that the typical offender in the jail is single, male, in his early 30's, and not highly educated—all “risk” factors generally thought predictive of a tendency to continue criminal behavior and also causes for concern regarding whether the offender will appear as scheduled for court appearances. Interviews by NCDC staff suggest a deeper level of personal disorganization: large percentages of the inmate population have significant substance abuse problems, many are unemployed and, in the view of jail staff, probably “unemployable.” A smaller number have significant mental health problems; this creates particular difficulties for jail management, as these offenders often require separate housing. As a group, the offenders in the jail have some prior justice system involvement, but in jail staff’s professional judgment, most do not have “serious” prior records. Jail staff considered over half of the offenders eligible for minimum security housing while in the jail.
11. An inventory (still in progress) of in-custody and out-of-custody programs reveals that even prisoners with long lengths of stay receive few rehabilitative interventions while in jail. Out-of-custody programs are weighted toward substance abuse treatment programs; offenders are referred to a number of these programs by probation officers. However, staff note that the array of substance abuse treatment modalities is often insufficient to meet offenders’ needs. Moreover, staff report difficulty determining the effectiveness of the programs, since almost none of them conduct systematic or formal evaluations of their services. Finally, consultants note that contemporary “best practice” in corrections calls for detailed assessments of offenders. Partial assessments are conducted—at jail intake, in probation pre-sentence reports to the courts, and at probation intake—on many offenders. However, the assessment process could be upgraded using validated assessment instruments which are tied to case management plans specifying the degree and type of supervision and treatment intervention needed for individual offenders.
12. Whatever long term, system changes are made, and whatever interim population control measures are implemented, it appears likely that these would postpone, but not eliminate, the need for additional jail capacity. Although this needs further study, it may well be that the period of declining crime is over and that serious crimes have started to increase. There will be continued pressure to put offenders in jail.

Next Steps in the Process

In the next phase of the Master Plan, consultants will turn their attention to developing recommendations regarding programs, policies, and facilities. Following is a menu of topics for that next phase, to be discussed with the Master Plan Coordinating Committee.

System Issues

As noted earlier, the consultants believe that there is a need to establish a more proactive approach to corrections issues. Following are some elements of that.

Policy Committee. Stakeholders expressed concern in interviews that the current jail crowding took them by surprise. In some measure, this crowding resulted from policies in various departments that were not subject to general discussion. Creation of a high level policy group, with subsidiary work groups to address specific issues, is one possible way to develop a systemic response.

Evidence-based corrections. Contemporary corrections is increasingly moving to “evidence-based” approaches to interventions. At its core, this means that decisions about whether to release and/or where to “place” offenders should be based on complete assessment information about each offender, knowledge of “what works” in corrections, and continued assessments of the results of the interventions or decisions made by justice officials and programs. These recommendations are essentially aimed at finding interventions that reduce or minimize recidivism. They are based on hundreds of evaluations of programs conducted over the past several years.

Much of evidence based practice stresses the importance of offender assessments. There are two levels of assessment. The first regards pre-trial release. The consensus of opinion is that at least for persons not released immediately by police or jail personnel, offenders remaining in custody should be assessed, using an objective and standardized release scale. Beyond immediate release decisions, proper placement in programs and supervision levels requires adequate “risk/needs” assessments.

Evidence-based studies also suggest program models—best practices—which have proven most effective. The next stage of the Master Plan will review some of these, including day reporting and other program ideas which hold promise as alternatives to jail, especially for offenders who are currently slated to remain in custody for periods of weeks and months.

Prisoner Transition and Reentry

“Best practices” argues that effective systems require a set of graduated sanctions (a major emphasis of funders and justice agencies in the 1990’s) and, recently (in the 2000’s), that corrections systems should focus on re-entry programming. The focus on graduated sanctions recognized that one size does not fit all in corrections. The focus on re-entry is based on recognitions that offenders do return to their communities and that, without the resources and skills needed to survive, they are likely to commit new crimes. In the next phase of the Master Plan, we suggest reviewing possible in-custody and out-of-custody interventions with attention to whether they contribute to effective transitions from incarceration to community settings.

Probation

Probation challenges stem in part from a lack of resources. The later stages of the Master Plan will need to address resource and budget questions. Next steps also include further analysis, and working group discussions, regarding several probation policy issues that appear to have an impact of jail population levels.

As noted in earlier discussions, probation enforcement policies appear to be a significant force driving jail populations. Although it is difficult to quantify that impact, further review and discussion is merited regarding the kinds of sanctions for probation violations along with possible use of sentence modifications for early termination of probation as a positive incentive in re-entry supervisions. Although it is, again, hard to quantify, the consultants suggest additional analysis of the impact of the “no-bail” policy currently used for many repeat probation violators.

Sentenced Offenders

Further analysis and possible recommendations concern sentenced offenders. There are significant numbers of long term offenders in the jail—persons serving three, four, five, six month, and higher sentences. Included in this population are offenders with a long mandatory minimum stay prior to release to residential drug treatment. If the concern is preparation for re-entry, particularly with substance abuse treatment, it would be appropriate to create more flexibility regarding individual cases. Possible reforms in this area include development of procedures for case-by-case targeted sentence modifications, perhaps entailing County Parole supervision, for offenders who earn consideration by their behavior in jail and for whom re-entry considerations argue for transition to a community setting. Upcoming Master Plan activities, including a simulation exercise in which local officials define the “ideal” response to a sample of offenders, will probe whether such an approach could have an impact of jail population levels.

Substance Abuse

Substance abuse is a driving force in current jail crowding. The system already draws upon a wide number and variety of substance abuse services, ranging from self-help groups in the jail to Proposition 36 and Drug Court. There are numerous referrals to residential treatment by Probation. In short, the organizational connections between substance abuse and corrections agencies are already developed. Several topics have been identified in the work to date as meriting more detailed attention. These include: provision of more intensive in-custody substance abuse services, upgrading offender assessments in the future, and discussion of integration between the justice system and a substance abuse system of care. In addition, NCDC staff indicate concern regarding a growing number of drunk in public arrests of homeless and dual-diagnosis persons, who would not ordinarily be jailed but for whom voluntary detox facilities (even Project 90) are not an effective resource. The consultants will continue to explore this topic with jail and law enforcement officials.

Interim Measures for Jail Population Reduction and Control

The jail is crowded now. Therefore, immediate measures are needed to control jail populations until intervention options are developed and/or until any needed additional jail space can be planned and completed. We list below topics suggested by data collection so far and possible measures for the Master Plan Coordinating Committee to consider.

Court-ordered (OR) release. The number of court-ordered releases has declined in recent months. Because this is a key pre-trial release option, further analysis is needed to identify whether that is a temporary trend and what its impact has been on jail populations. In interviews, stakeholders also suggested creating a more formal felony OR program, with more extensive OR reports and possibly a supervised OR capability. The feasibility of an expanded felony OR program will be discussed with court and associated officials.

State Hospital Patients. Prisoners from or headed to a State forensic facility currently take up 10 beds on an on-going basis. The majority of these are Napa State Hospital patients who committed a crime at NSH and are being held in the jail during adjudication. While it is quite unlikely that all the forensic cases could be removed from the jail, moving such offenders to the forensic facility could be seen as a high priority, if only because they pose a serious burden in the operation of the jail.

Jail officials can do little to correct this situation. It will require policy discussions between county officials—whether the Board, the CEO, or County Counsel—and state officials, to seek earlier transfer of prisoners to state facilities and to encourage Napa State Hospital to manage and house the patients on trial in Napa courts.

Plea bargaining. Several measures directly or indirectly related to plea bargaining and the timing of pre-sentence release have been suggested by various stakeholders during our conversations with them. To date, the data collected has provided little insight regarding these comments. The suggestions include: having Public Defenders attend arraignments to see if more agreements can be reached, particularly regarding misdemeanants, at that stage; encouraging the District Attorney staff to make and negotiate plea offers at Pre-Preliminary and Preliminary hearings; creating an in-county videoconferencing capability to facilitate pre-appearance consultations by the Public Defender with clients; reducing the use of bail-stacking, which may limit or delay the ability of defendants to make bail. It is not yet clear whether these ideas would make a difference in pre-sentence detention levels, but the discussions will need to recognize the fact that in some measure, they call for a redeployment of District Attorney and Public Defender resources. Current deployments are based on a number of factors, including the desire to avoid time wasted on cases that will soon be resolved without extensive attorney involvement.

Projections

In the next stage of the Master Plan, consultants will develop projections of future jail population levels. These projections will build on the trends analysis (Section One), with additional information as needed regarding recent sharp increases in the jail ADP, for “baseline”

projections—i.e., projections of future needs that assume that current policies continue. In addition, areas of system or program change identified as important by the Master Plan Coordinating Committee will be folded into the preparation of “policy adjusted” projections—that is, projections which show the impact of possible changes on the level of facility needs shown in the baseline projections.