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NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

TO: Board of Supervisors
FROM: Britt Ferguson for Watt, Nancy - County Executive Officer
County Executive Office
REPORT BY: Helene Franchi, Principal Management Analyst, 253-4820
SUBJECT: Update on Adult Correctional System Master Plan

RECOMMENDATION

County Executive Officer requests the following related to Phase I of the Adult Correctional System Master Plan:

1. Receive an update concerning the conclusion of Phase I of the planning process, designed to identify and address the County's jail and other adult correctional system needs over the next 20 years; and
2. Approve the conclusions and recommendations contained in the Phase I report, including implementing evidence-based correctional practices, creation of a community corrections services center and the need for additional jail beds and direct staff to proceed to Phase II of the master planning process.

EXECUTIVE SUMMARY

The Criminal Justice Committee has completed Phase I of the Adult Correctional System Master Planning process. The attached report details the Phase I process and recommendations. The Committee is requesting that the Board of Supervisors accept the report, approve the conclusions and recommendations and direct staff to proceed with Phase II of the planning process.

PROCEDURAL REQUIREMENTS:

1. Staff Report
2. Board Questions of Staff
3. Public Comment?
4. Motion to approve the conclusions and recommendations contained in the Adult Correctional System Master Plan Phase I Final Report; second
5. Board Discussion
6. Vote

FISCAL IMPACT

Is there a Fiscal Impact?	Yes
Is it currently budgeted?	No
What is the revenue source?	General Fund. Funding for some of the consultant work related to Phase II of the Adult Correctional Master Plan is included in the Central Services budget for FY2007/08.
Is it Mandatory or Discretionary?	Discretionary
Discretionary Justification:	If the Board of Supervisors approves the conclusions and recommendations discussed in this agenda item there will be a fiscal impact. At a minimum, continual services from criminal justice and corrections consultants will be needed. To fully implement the recommendations, a considerable investment in capital and operating costs will likely be required. Staff will return to the Board of Supervisors as more detailed plans and cost estimates are developed.
Is the general fund affected?	Yes
Future fiscal impact:	The recommendations contained in this report could, potentially, result in millions of dollars in capital and operating costs in future years. More precise cost and timing information will be developed in Phase II of the master planning process.
Consequences if not approved:	<p>If the Board of Supervisors does not approve the Criminal Justice Committee's report, conclusions and recommendations, the County will not fully implement evidence-based practices, implement a Community Corrections Service Center and/or begin the process of identifying how to remodel, reconfigure or design a new or renovated jail facility to meet current and future bed needs based on the assumptions described in the attached report.</p> <p>The potential consequences of not taking any action are outlined in the attached report. Alternatively, the Board could direct staff to proceed to implement some of the recommendations and not others or provide direction to proceed based on different assumptions (for example, do not implement evidence-based practices and begin programming and preliminary design of a jail that would accommodate a larger number of beds).</p>
Additional Information:	

ENVIRONMENTAL IMPACT

There is no Environmental Impact for this item.

BACKGROUND AND DISCUSSION

On November 11, 2004, the Napa County Board of Supervisors directed staff to initiate a process to develop an Adult Correctional System Master Plan to identify and address the County's jail and other adult correctional system needs over the next 20 years. The Board's direction was to embark on a well-thought out effort to assess the operation of the local criminal justice system and its impact on jail use, and to make reasoned decisions on various issues, including, but not limited to, whether additional jail beds were needed. If additional beds were needed, the key questions were: how many, for what type(s) of inmates, and were there any conditions or changes that might mitigate these findings. The Board's direction to staff was to involve all local criminal justice agencies to work toward addressing these questions, and to return to the Board with conclusions and recommendations.

A Criminal Justice Committee was formed, comprised of representatives of the Board, the County Executive Office, all of the County's justice-related departments, Health and Human Services Agency, the Courts and the Napa Police Department. The Committee's work over the last three years has produced a wealth of information and many productive discussions on the state of Napa County's Adult Criminal Justice system. The work presented in this report address Phase I of the Adult Correctional Master Planning process. The objectives accomplished include:

- | An evaluation of the existing Jail and its future utility in the County's adult corrections system.
- | An assessment of the "capacity" of current community adult corrections programs available in the County, which will help to define needs for expansion of existing alternatives and/or creation of additional program options as part of an inmate population management strategy.
- | An assessment of alternatives for both pretrial and postsentenced individuals.
- | An analysis of policy factors that may have influenced historical trends in offender population flow and volume.
- | Project baseline and alternative forecasts on the County's future corrections population, including bed space needs, through the year 2025, based on analyses of policy and other factors that will likely determine correctional resource needs.

The activities conducted that led to this report's findings and recommendations included the use of various consultants including The Omni Group, Mark Morris and Associates, Carter Goble Lee Associates, The Carey Group, Dennis Handis and John Pearson. Members of the committee have participated in interviews, assessments, mapping exercises and numerous policy discussions.

The Committee presents the following Conclusions and Recommendations to the Board of Supervisors:

Conclusion No 1: The County currently does not utilize evidence-based practices in a comprehensive way to manage the adult offender population, nor are there many intermediate sanctions available to facilitate the use of evidence-based practices. If evidence-based practices are appropriately implemented, there is an opportunity to manage limited secure custody resources more effectively, and significantly reduce offender recidivism, thus enhancing public safety.

- | Recommendation No. 1-1: The County should fully commit to implementing evidence-based practices, including the creation of a Community Corrections Services Center and associated intermediate sanctions and programs.
- | Recommendation No. 1-2: The County should support the Probation Department's ongoing efforts to implement evidence-based practices.
- | Recommendation No. 1-3: The County should support the Health & Human Services Department's efforts to enhance the level of mental health and substance abuse services provided to the adult offender population, including working with contract service providers to ensure that those agencies have appropriate knowledge and training about programs that are effective in dealing with the offender population.

- | Recommendation No. 1-4: The County should establish a quality assurance and outcome evaluation capacity that ensures that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism. This would likely require a Quality Assurance capability that could provide assistance to all corrections-related agencies involved in programming for the offender population.

Conclusion No. 2 A: Without implementing evidence-based practices or other policy changes, it is estimated that an additional 120 rated jail beds may be needed by 2020, with an additional 36 beds needed by as early as 2010 and 78 by 2015. If evidence-based practices are effectively implemented, the need for net additional jail beds could potentially be delayed until 2020 and even then as few as 31 additional rated beds could be needed. However, there are many questions about implementing evidence-based practices and exactly what the impact of these and other changes in policies might be. Consequently, these modified projections must be viewed skeptically. In addition, there are serious limitations in housing options in the current jail.

Conclusion No. 2B: Because the jail lacks the appropriate mix of housing types, risk classification principles are being compromised on a daily basis and the jail faces operational inefficiencies and increasing safety and security concerns. This issue must be addressed independently of whether and when net new beds need to be added and, depending on how this is addressed net additional beds may be required in the near term.

- | Recommendation No. 2 -1: The County should proceed to plan for the immediate (within the next three years) reconfiguration and/or replacement of jail beds to change the mix of rated beds in the jail (and potentially add additional rated or specialized beds) so that risk can be appropriately managed and adequate services provided, while creating the capacity to smoothly and expeditiously increase the number of total rated beds by 2020 – or sooner as experience and close monitoring indicate.
- | Recommendation No. 2-2: Establish a dedicated staff position that will monitor and provide feedback to management and the Criminal Justice Committee on criminal justice/corrections population data and trends to assist in the population and caseload management of the jail and probation functions.

If the recommendations made by the Criminal Justice committee are approved, staff will move immediately into Phase II to begin designing and developing a Community Corrections Service Center and implementing evidence-based practices, and begin the development of detailed operational and space programming of any new and/or renovated correctional facilities to meet bedspace and program needs. This will start with the assessment of the options for creating the desired mix of beds in the short term and develop plans for the eventual expansion to meet long-term bed space needs projected in Phase I.

Key Steps to be accomplished in Phase II include:

- | Determine the precise number of reconfigured or new rated beds needed in the short term and the precise number of additional specialized beds (mental health, health, holding and so forth) needed.
- | Determine whether current facilities can be reconfigured, remodeled or expanded, or it if would be preferable to construct a new facility. This will include both creating a new mix of jail beds to meet the classification requirements of the inmates by replacing existing beds, providing for adequate specialized housing units, and preparing for longer term needs for net additional jail beds.
- | Create a description of site requirements and objectively evaluate alternative facility locations as necessary.
- | Identify the most appropriate facility standards and inmate management approaches to be considered in programming and designing facilities.
- | Identify preliminary staffing requirements and operating costs for the desired facility. Evaluate alternative construction methods that could be utilized.
- | Identify preliminary construction, operation and life-cycle cost estimates for the facility.

- | Design and implement a Community Corrections Service Center and associated intermediate sanctions and programs to provide various options for supervision, control and programming for adult offenders. This program will include an evidence-based curriculum and be multi-purpose and multi-disciplinary, with participation from the Department of Corrections, Probation and Health and Human Services.
- | Develop appropriate programs and services in the Probation Department designed to address the criminogenic needs of offenders. This may require the addition of staff to adjust caseloads to meet national standards.
- | Develop evidence-based programs in Health and Human Services and among community providers to address substance abuse and mental health needs of offender in an effective community-based manner.
- | Create a Quality Assurance and outcome evaluation capacity to ensure that evidence-based practices are appropriately designed and implemented and having the desired effect in terms of reducing recidivism.

The attached report details the efforts of the Criminal Justice Committee over the past three years. Consultant studies referenced throughout the report are available to the Board of Supervisors and the public and are on file with the Clerk of the Board.

SUPPORTING DOCUMENTS

A . Adult Correctional System Master Plan Report

CEO Recommendation: Approve

Reviewed By: Molly Rattigan