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NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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

RECOMMENDATION

County Executive Officer will provide a status report on the Adult Correctional System Master Plan, including the first interim report from the County's Correctional Planning consultants.

EXECUTIVE SUMMARY

Today's report is the first in a series which will culminate in a completed Adult Correctional System Master Plan. The consultant, together with County staff from the Sheriff, District Attorney, Public Defender, Probation, Corrections, Health and Human Services Agency, and County Executive Office, as well as representatives from the Courts and local law enforcement agencies, have worked to complete a number of initial tasks. These include:

1. Development of profiles of jail inmates and individuals on probation;
2. Analysis of recent justice system trends;
3. Discussions of how long offenders remain in the justice system (jail, court, and probation);
4. Preliminary identification of "best practice" and other considerations regarding future system changes and;and;
5. An initial jail facilities status assessment.

The next phase of the Master Plan process will include further data analysis, a discussion of possible alternatives to programs and policies, an analysis of how those alternatives may impact the system, and a projection of jail bed needs.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

ENVIRONMENTAL DETERMINATION: The proposed action is not a project as defined by 14 California Code of Regulations 15378 (State CEQA Guidelines) and therefore CEQA is not applicable.

BACKGROUND AND DISCUSSION

In August, 2005, the Board approved a contract with Omni Consulting, Inc. to provide Phase One the Adult Correctional System Master Plan which will include defining future correctional resource needs. Today's report will summarize initial findings. County and Court staff, together with the consultants will continue to collect and analyze data throughout the process.

This report documents the work completed to date by Omni Consulting and County staff and is outlined below.

1. Development of profiles of jail inmates and individuals on probation. The typical jail inmate is single, male, approximately 30 years old and not highly educated. Large percentages of the inmate population have significant substance abuse problems and are unemployed. A smaller number have significant mental health problems. Jail staff considered over half the offenders studied eligible for minimum security housing while in jail. In comparison with the jail population, probationers were slightly younger and twice as likely to be female.
2. An analysis of recent justice system trends. Jail population levels have increased as much in the past year as they had increased over the previous ten years. Since 1994, crime rates of have declined, the County's adult population has increased by 18% and arrests have increased by 17%, while jail bookings have increased by 34%. Even though reported serious crimes declined, arrests, particularly of drug and alcohol offenders, have been increasing. However, court workloads (as indicated by felony complaints and misdemeanor non-traffic and DUI misdemeanors) have remained generally constant throughout the decade.
3. Discussions of how long offenders remain in the justice system (jail, court, and probation). Initial data indicates the recent upturn in the jail population is due primarily to longer lengths of stay. During the past year, the average length of stay has increased by at least three days from 12 days in 2004 to over 15 days in 2005. The great majority of pre-sentenced releases occurred through basic processes available to California jails and in a timely manner. A review of length of stay for sentenced drug offenders indicates that 40% remained in jail for at least one month before release. Violations of Probation (VOP) constitutes a significant number of both pre-sentenced and sentenced inmates. Further analysis is necessary to determine effects of bail practices and VOP added charges at sentencing. The average sentenced term of grants of probation is 3.3 year. Probation referrals have increased 41% over the past decade.
4. Preliminary identification of "best practice" and other considerations regarding future system changes. Further analysis and development of the following will occur in the next phase of the study. This includes: (i) consideration of "evidence-based" programming which stresses the need to design interventions based on what works; (ii) consideration of reentry programming; (iii) discussions regarding Probation resources and practices; (iv) consideration of programs specifically designed as alternatives to incarceration; (v) consideration of responses to targeted groups of long term inmates such as Napa State Hospital patients; (vi) analysis of systematic approaches to substances abuse, including more intensive treatment for jail inmates and a continuum of interventions and; (vii) a review of adjudication processes such as plea bargaining.
5. An initial jail facilities status assessment. The jail is in current compliance with state minimum standards, fire/life safety and environmental health requirements. However existing facilities exhibit a variety of

functional and physical deficiencies. Substantial expansion of jail facility resources could occur either to the south or the west of the existing jail. Potentially available space on the second floor of the Hall of Justice could be used for administrative, jail support or inmate program activities but would require a substantial degree of spatial rearrangement. Converting these areas, as well as the storage space in the Basement level to inmate housing functions (with the possible exception of open dormitory minimum security housing) would likely be found to be cost prohibitive.

During the next phase of the Master Plan process, further analysis of case flow through adjudication, completion of program inventory and further analysis of factors that may account for the recent increases in jail populations will be conducted. The next phase will concentrate on developing projections for future jail bed needs and defining recommendations regarding system changes and alternative programs.

SUPPORTING DOCUMENTS

- A . Interim Report
- B . Program Inventory

CEO Recommendation: Approve

Reviewed By: Helene Franchi