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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: Update on the Jail Master Plan

RECOMMENDATION

County Executive Officer to provide an update on the Adult Correctional System Master Plan, including a baseline projection report from the County's Correctional Planning consultants regarding the adult offender population.

EXECUTIVE SUMMARY

The Criminal Justice Committee (CJC) has been meeting monthly to begin defining recommendations regarding system changes and alternative programs. As part of this process, the CJC has also reviewed the baseline projections presented to you today by the County's consultant, Carter Goble Lee.

The baseline projection report provides a trend analysis and initial future projections of jail inmates and resulting bed needs **assuming no changes in current policies and practices** in the adult correctional system. The report examines in detail criminal justice and jail trends and presents initial jail capacity needs projections. The report concludes that, assuming no significant changes in policy or practice, the County will need an additional 61 to 111 jail beds by 2015 and a total of an additional 87 to 209 beds by 2025.

The next step in the Adult Correctional System Master Plan process is for the CJC, together with the County's consultants, to consider alternative policies and practices and revise and refine the jail bed projections based, in part, on decisions regarding those policies and practices.

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 December 2005, the Board received an initial report regarding the adult offender population. This report documented the work completed at the time which included the following information:

- | Profiles of jail inmates and individuals on probation;
- | Analysis of recent justice system trends;
- | Length of time offenders remain in the system;
- | Preliminary identification of "best practices" and other considerations regarding future system changes; and
- | Initial jail facilities assessment.

Since that time the Criminal Justice Committee (CJC), which is comprised of Supervisor Luce, the Presiding Judge, the Sheriff, the District Attorney, the Public Defender, the Acting Director of Corrections, the Director of Health & Human Services Agency, the Assistant County Executive Officer, the Court Executive Officer, the Chief of Police for City of Napa, John Pearson, and staff, has met monthly to begin defining recommendations regarding system changes and alternative programs. As part of this process, the CJC has also reviewed the baseline jail population/beds projections being presented to you today by the County's consultant, Carter Goble Lee.

The baseline projection report provides a trend analysis and initial future projections of jail inmates and resulting bed needs **assuming no changes in current policies and practices** in the adult correctional system. General population estimates and projections were obtained from the U.S. Bureau of the Census and the Association of Bay Area Governments (ABAG). Nationwide, a majority of all crimes tend to be committed by individuals in the age group of 18 up to 34 years of age. Examination of this "at risk" segment of the population will be used when considering potential changes and impacts in the crime rate in relation to the total population. The baseline report includes the following information:

- | Criminal Justice Trends: The County's 1996 to 2005 annual total population growth rate of 1.4% is projected to reduce to .7% from 2005 to 2025 while the at risk age group of 20-34 will still grow at 1.4% annually. Between 1995 and 2004 the County's non-violent index crime rate dropped until 2001, but has been increasing since then; violent index crimes declined until 2000 and have increased since. Using El Dorado, Marin, Placer, Santa Barbara, San Luis Obispo, and Sonoma as peer counties for comparison purposes, Napa's total index crime rate per capita declined until 2000 then grew each year compared to the others which all declined for the whole decade. Arrest rates per capita for the same years grew for Napa but declined for the six peer counties.
- | Jail Trends: Incarceration rates for 1995 to 2004 declined for Napa until 1999 but grew back close to the 1995 level by 2002 and have remained stable, whereas the six peer counties were higher than Napa, but now have approximately the same rate as Napa. Jail admissions have fluctuated since 1996 at 5,314 bookings but grew to 6,936 by 2005. The average daily jail population grew from 193 in 1996 to 260 by 2005 while the average length of stay also grew from 13.3 days in 1996 to 13.7 days in 2005. Between 2001 and 2005, the six peer counties had 67% felons and 33% misdemeanor incarcerated while Napa's incarceration was 23% felons and 77% misdemeanor for the same period. For 2004, Napa County arrested almost 28 felons per felon in jail and almost 20 misdemeanor per misdemeanor in jail, whereas the six peer counties averaged 8 felony arrests per jail felon and 67 misdemeanor arrests per jail

misdemeanant. It appears that the six peer counties may tend to divert misdemeanor cases away from jail to a much greater degree than Napa.

1. Jail Capacity Needs Projections: Seven projection models were evaluated for predicting Napa County's baseline jail population and bed needs. The projections provided by these models ranged from a low of 315 inmates to a high of 459 inmates by 2025. Of the seven, three models were agreed to yield the most statistically sound and viable results for a "status quo" range of projections. These three models projected a jail population range of 291 to 336 by 2015 and 315 to 424 by 2025. Converting the same population projections to beds needed by allowing for peak fluctuations and classification/custody separation requirements, the total operational bed capacity needed ranged from a low of 325 to 375 by 2015; by 2025, the projected range of beds needed in the jail would be between 351 and 473. The jail currently is rated for 264 beds. Thus, if no changes are made in policy or practice, the system would need another 61 to 111 beds by 2015 and another 87 to 209 beds by 2025.

The next step in the Adult Correctional System Master Plan process is for the CJC, together with Carter Goble Lee and other consultants, to consider (after a review of established best practices) alternative policies and practices and revise and refine the jail bed projections based, in part, on decisions regarding those policies and practices; conduct a similar analysis with regard to the probation function; develop facility and corrections services planning options; estimate expansion space need and probably construction and operational costs; and assist in selecting a preferred development option, if appropriate.

SUPPORTING DOCUMENTS

None

CEO Recommendation: Approve

Reviewed By: Helene Franchi