

MINUTES OF THE BOARD OF SUPERVISORS  
COUNTY OF RIVERSIDE, STATE OF CALIFORNIA



3-0

On motion of Supervisor Stone, seconded by Supervisor Ashley and duly carried by unanimous vote, IT WAS ORDERED that the IMPRISON recommendations 1 through 6 are approved as recommended with inclusion of Board comments as follows:

Supervisor Tavaglione requested a study be done to look into implementing private jails and Fire Camps and to research legality issues of charging billable hours.

Supervisor Stone requested the County continue to make grants a priority and aggressively pursue the SB1022 grant and any other grants available to help the jail system. He also requested that the County lobbyists push the State to build more State Penitentiaries.

Supervisor Jeffries requested that the County look at low level facilities and contracting out health services for the jail systems.

Supervisor Benoit requested the County look at the use of monitoring programs rather than taking up jail beds.

I hereby certify that the foregoing is a full true, and correct copy of an order made and entered on September 23, 2013 of Supervisors Minutes.

(seal)

WITNESS my hand and the seal of the Board of Supervisors  
Dated: September 23, 2013  
Kecia Harper-Ihem, Clerk of the Board of Supervisors, in  
and for the County of Riverside, State of California.

By: Kecia Harper-Ihem Deputy

AGENDA NO.  
3-0

xc: EO, Sheriff, EDA, Purchasing

**SUBMITTAL TO THE BOARD OF SUPERVISORS  
COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**



**FROM:** Executive Office

**SUBMITTAL DATE:**  
September 19, 2013

**SUBJECT:** IMPRISON Report to the Board

**RECOMMENDED MOTION:** That the Board of Supervisors:

1. Receive and file the IMPRISON report (Attachment A).
2. Receive and file the Sheriff's 2013 Correctional Facility Needs Assessment (Attachment B)
3. Approve submission of an application for SB1022 funding to expand rehabilitation services at Larry D. Smith Correctional Facility and to add additional beds.
4. Direct the Executive Office to work with the Sheriff, Purchasing and EDA to hire a consultant to develop a master plan for the build-out of the Larry D. Smith Correctional Facility.
5. Direct the Executive Office to work with the Sheriff, Purchasing and EDA to hire a consultant to provide an independent analysis regarding immediate and future jail bed needs and to provide potential options for the County's jail system including short, mid-term and long-term expansion of the jail system recommendations.
6. Direct staff to report back on the status of the both plans on a quarterly basis.

Departmental Concurrence

**BACKGROUND:**

**Summary:** Continued

Elizabeth J. Olson  
Principal Management Analyst

FINANCIAL DATA	Current Fiscal Year:	Next Fiscal Year:	Total Cost:	Ongoing Cost:	POLICY/CONSENT (per Exec. Office)
COST	\$	\$	\$	\$	Consent <input type="checkbox"/> Policy <input checked="" type="checkbox"/>
NET COUNTY COST	\$	\$	\$	\$	

**SOURCE OF FUNDS:** N/A

**Budget Adjustment:**  
For Fiscal Year:

**C.E.O. RECOMMENDATION:**

**APPROVE**

BY:   
George A. Johnson

County Executive Office Signature

**MINUTES OF THE BOARD OF SUPERVISORS**

(SEE ATTACHED MINUTE ORDER)

SEP 20 10 38 AM '13  
COUNTY OF RIVERSIDE  
CLERK OF THE BOARD

- A-30
- Positions Added
- 4/5 Vote
- Change Order

**Prev. Agn. Ref.:** 3-62 6/4/13

**District:** All

**Agenda Number:**

ATTACHMENTS FILED  
WITH THE CLERK OF THE BOARD

**3-0**

**SUBMITTAL TO THE BOARD OF SUPERVISORS, COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**

**FORM 11: IMPRISON Report to the Board**

**DATE:** September 19, 2013

**PAGE:** 2 of 2

**BACKGROUND:**

**Summary (continued)**

Supervisors Ashley and Stone presented IMPRISON II (Incarcerate More Prisoners Responsibly In Continued Satisfying Overwhelming Need) on June 4, 2013 (item 3-62) requesting that Board members join them in developing and adopting a plan to meet current and future jail capacity needs. They suggested that capacity expansion be explored at all current jail sites. Based upon projected population increases the Board also discussed the need for a regional detention center.

Supervisor Jefferies requested that the state prison facility in Norco slated for closure be considered as a possible jail site. Since then the Governor and Legislature have agreed to keep Norco open to meet the federal ruling to reduce prison overcrowding. The Board also agreed to add juvenile detention facilities and the need for detention mental health care to the items for consideration. The Executive Office was asked to return in 90 days with initial recommendations.

Currently there are 3,906 jail beds in Riverside County. At completion the East County Detention Center will net 1,250 beds bringing total jail beds to 5,156. The next priority is securing \$80M from the state (SB1022) to expand rehabilitation services at the Smith Correctional Facility (SCF) and to add approximately 582 beds. If awarded this funding, at project completion there would be a total of 5,738 jail beds. Preliminary site analysis indicates the potential to add another 1,000 beds at SCF which would bring the jail bed total to 6,738. The Sheriff has identified the long term need for 14,000 system-wide jail beds to meet identified needs (population and realignment).

While 6,738 jail beds would bring the county into close parity with other large counties the number is insufficient to meet the needs of this rapidly growing county. The team recommends that a consultant be hired to further evaluate how to best accommodate future jail bed needs through a thorough evaluation of all jail sites as well as siting a regional detention center.

**Impact on Citizens and Businesses**

The public and the business community are positively impacted when sufficient jail beds are available to house felons and program opportunities are provided which reduce recidivism and return productive individuals to society.

**SUPPLEMENTAL:**

**Additional Fiscal Information**

The Five Year Plan for Public Safety which includes jail staffing and operations costs will be updated quarterly.

**ATTACHMENTS:**

- A. IMPRISON Report
- B. Sheriff's 2013 Correctional Facility Needs Assessment

## **IMPRISON Report to the Riverside County Board of Supervisors**

### Directive

IMPRISON II (Incarcerate More Prisoners Responsibly In Satisfying Overwhelming Need) presented by Supervisors Marion Ashley, 5<sup>th</sup> District and Jeff Stone, 3<sup>rd</sup> District was approved by the Board of Supervisors on June 4, 2013 (item 3-62). The Board assembled and directed a team to discuss issues leading to the development of a plan for short, medium and long-range capital projects to build 13,500 jail beds by 2050. The Board also requested that consideration be given to juvenile detention facilities and the provision of mental health services to incarcerated adults and youth.

Supervisors Ashley and Stone volunteered to lead the effort. Supervisor John Benoit, 4<sup>th</sup> District, requested that Paul Lewin, Councilman, City of Palm Springs represent him on the team. Other team members included representatives from the Sheriff's Department, Probation, Mental Health, the Economic Development Agency, HOK Architectural (design for the East County Detention Center [ECDC]), Vanir Construction (construction manager for ECDC), Board offices and the Executive Office. All meetings were to be public and noticed according to provisions of the Brown Act.

### Team Directive

To provide for the safety and security of Riverside County residents by developing a master plan for jails and juvenile detention that considers a variety of factors including time lines, site availability at existing facilities, location of criminal courts, land acquisition, population projections, community support, and financial resources for construction and estimated operations.

### Process

The IMPRISON Team's first meeting was June 25<sup>th</sup>. Attendees were provided with a snapshot of adult and juvenile bed capacity. (Attachment A). A subcommittee met July 3<sup>rd</sup> and August 1<sup>st</sup>. At the first meeting the subcommittee requested that HOK provide a preliminary analysis of expansion potential at the Larry D. Smith Correctional Facility in Banning. The subcommittee reviewed this effort on August 1<sup>st</sup> and made recommendations which were added and the preliminary drawing was presented to the entire team in August.

Meetings were lively discussions. Participants reviewed a variety of ideas and challenges to achieve adequate numbers of jail beds as well as to construct a new juvenile detention facility in the City of Riverside. Those in attendance were passionately concerned about public safety and the need to house and rehabilitate adult and youthful offenders.

What follows is a review of the many aspects of the Board's directive that the team considered during its meetings. The team's recommendations are found in the conclusion.

## Background: Factors Leading to the Current Bed Situation

### 1. Realignment of Public Safety

California's Public Safety Realignment Act of 2011 (AB109) transferred jurisdiction for managing lower level offenders (non-violent, non-serious, non-sexual or N3) from the State to counties and provided (AB118, SB89) funding to support some of the essential supervision and services necessary to prevent recidivism. Under realignment N3 offenders who completed prison sentences were sent back to their county of conviction and became supervised by the Probation Department. Adjudicated individuals whose crimes fall within the N3 designation are now sentenced to county jail instead of state prison. This has reduced the number of annual prison admissions by 35,000. Prior to realignment county courts sent 55,000 to 65,000 offenders to prison each year.<sup>1</sup> Probation and Parole violators incarcerated for their violations serve their time locally unless convicted of a serious or violent crime or one that requires registration as a sex offender. Realignment is the cornerstone of California's response to the U.S. Supreme Court's order to reduce the number of inmates in state prison to 137% of the original design capacity.

Realignment of public safety has added inmates who not only serve their sentences locally, but for periods greater than a year. Realignment also means parole and probation violators serve time in one of the five county jails.

California's jails were not built or designed to house prisoners for long periods of time, nor do they have the capacity to house these offenders. County jails were not intended to house inmates for multiple years.<sup>2</sup>

Capacity in California jails was highlighted by a recently released article illuminating realignment's impact on county jails. From June 2011 to June 2012 (nine months into realignment) state prisoners declined by 26,600 inmates while county jails gained 8,600 inmates; the number of jails operating at capacity increased from 11 to 16. Authors note ". . . we find that the total population of jail inmates has exceeded total rated capacity in every month since February 2012. In February of 2013 county jails housed 1,155 inmates serving sentences of more than five years.<sup>3</sup> At this same time 197 inmates, five percent of the population in Riverside County's jails, were serving sentences of three or more years.<sup>4</sup>

Data also reveals strong evidence that across California counties have made room for realigned offenders by increasingly releasing pre-trial and sentenced offenders. This includes increasing pretrial releases at a rate of roughly one more such release for

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<sup>1</sup> Fact Sheet 2011 Public Safety Realignment. California Department of Corrections and Rehabilitation. April 15, 2013

<sup>2</sup> Bill Emerson, Senator, 23<sup>rd</sup> District, Republican. SB1441 2011-12 Session, SB225 2012-13 Session Cap on Sentences. Legislation introduction California State Senate

<sup>3</sup> Mangus Lofstrom and Brandon Martin. Just the Facts. Public Policy Institute of California. June 2013.

<sup>4</sup> Stan Sniff, Sheriff, AB109 Impact Update. Report to the CCP Executive Committee. March 5, 2013

every seven fewer felons sent to prison as a result of realignment. Sentenced inmate release rates are approximately one release for every four realigned offender. While the data does not indicate how early sentenced inmates are released statewide the practice of early releases has increased significantly since the implementation of realignment.<sup>5</sup>

## 2. Jail Bed Capacity

There are 3,906 rated beds in Riverside County's five maximum-security jails: Blythe Jail, Indio Jail, Larry D. Smith Correctional Facility, Southwest Detention Center, and the Robert Presley Detention Center. From 2000 to 2012 the county population increased 45%<sup>6</sup> however, since 2000 jail beds have increased by 929, or 31%.<sup>7</sup>

Describing capacity Sheriff Stan Sniff stated, *'Our jail system in Riverside County was already undersized before Realignment, and Realignment has only exacerbated the problem.'*<sup>8</sup> Before AB 109 passed, Riverside County jails were operating at near capacity. Bed construction did not keep pace with population growth. In his October 2011 plan for AB109 the Sheriff indicated that the increase in sentenced inmates as well as inmates held for parole and probation violations would severely impact available space. The Sheriff stated:

*Currently, the RSO jails are not filled to capacity due to the aggressive work of the courts to clear the backlog of cases and due to the additional expansion of the Larry D. Smith Correctional Facility (SCF) in FY 10/11. This allowed the Sheriff's Department to reduce its staffing levels in accordance with the reduced number of inmates being housed and to meet the Sheriff's agreed to savings to avoid staff layoffs. The new class of inmate coming into the RSO jails has resulted in all jails being at maximum capacity within a very short time. Each jail is currently operating at their critical staffing levels for the current inmate population level. The staffing at each jail will need to be brought back to previously approved staffing levels for a fully occupied jail system as a necessary step to respond to the expanded corrections work load.*<sup>9</sup>

By the second week of January 2012 jails were at maximum capacity. Since then the Sheriff has systematically released inmates. As stated in the 2013 Correctional Facility Needs Assessment *"Riverside County jails are so overcrowded that in 2012, 6,990 inmates were released early. This was an all-time high for the Riverside County Sheriff's Department. In 2013, due to the significant impact of realignment, over 9,200 inmates*

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<sup>5</sup> Magnus Lofstrom and Steven Raphael. Impact of Realignment on County Jail Populations. Public Policy Institute of California. June 2013. P. 20

<sup>6</sup> Ibid. p.1

<sup>7</sup> Stanley Sniff, Sheriff. 20113 Correctional Facility Needs Assessment. Riverside County Sheriff's Department. p.2

<sup>8</sup> Stanley Sniff, Sheriff. Riverside County. AB109 Realignment: Riverside County Sheriff's Review of Issues and Recommended Legislative Changes. January 17,2013

<sup>9</sup> Ibid.

may be released early.<sup>10</sup> Jail overcrowding coupled with the federal order capping the allowable jail population has forced the Sheriff, an executive branch practitioner, into overruling the judicial branch by releasing adjudicated inmates as well as those who are in post arraignment pre-trial status. According to Matt Cate, currently the Director of the California State Association of Counties (CSAC ) in testimony before the Little Hoover Commission, *"In many California counties, sheriffs are routinely setting aside decisions made in courtrooms regarding flight risk, the gravity of offenses, county bail schedules and constitutional rights of detainees and victims of crime because they need to free up bed space for other detainees."*<sup>11</sup>

Sheriff Sniff reports that as of August 31, 2013 the total number of inmates in custody directly attributed to AB 109 realignment is 693, or approximately 18.1/5percent of the total jail population; earlier this year that figure hovered at nearly one fourth of the total population. The total number of parole violations booked from October 1, 2011 to August 31,2013 is 8,060, of these 5,305 were violations and 2,755 were additional charges. Flash incarcerations for the same time period totaled 1,056. Post Release Community Supervision violations amounted to 2,373 for the same period.

The Sheriff's 2011 needs assessment states that, *"Based on the actual numbers for 2010, the Corrections Division is in immediate need of 1,463 new jail beds."*<sup>12</sup> This statement is followed by a pre-realignment assessment that to meet the expected additional inmates the county would need an additional 2,342 jail beds per year. When the Sheriff speaks of needing 4,000 beds yesterday it is in reference to this assessment which has proven accurate.

Another realignment factor that impacts jail capacity is the use of Penal Code 1170. Provisions of this law allow the court, when sentencing a defendant to county jail, to utilize an option wherein during the concluding portion of the term, selected at the court's discretion; the defendant is supervised by Probation according to the terms, conditions and procedures generally applicable to a person placed on probation.<sup>13</sup> At the end of August the number of Riverside County inmates who had been given a split sentence was 2,373.<sup>14</sup> Local judges are utilizing split sentences at the rate of 67%, one of the highest rates in the state. When inmates are released early from the jail, if they were sentenced under provisions of 1170, they are immediately supervised by Probation.

In 2005 based upon Riverside County's tremendous population growth, the highest in California and the nation, a Corrections Working Group determined criteria for a hub jail location. One of the key factors listed is location along a freeway and siting with optimal travel distance to courts, other correctional facilities and hospitals. Not listed, but surely

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<sup>10</sup> Stanley Sniff, Sheriff. 2013 Correctional Facility Needs Assessment. p.1.

<sup>11</sup> Matt Cate. Executive Director, California State Association of Counties. Former Secretary, California Department of Corrections and Rehabilitation. Testimony to the California Little Hoover Commission. March 21, 2013.

<sup>12</sup> Stanley Sniff, Sheriff. 2011 Correctional Facility Needs Assessment. July 2011. p.20.

<sup>13</sup> California Penal Code Section 1170 (5)(B)(i)

<sup>14</sup> Stanley Sniff, Sheriff. AB 109 Impact Update to the CCP Executive Committee. September 10, 2013.

a factor, was siting a potentially large facility where it could more easily be staffed than a facility in a remote location. Supervisor Jeff Stone has occasionally noted that while the Eagle Mountain site is available and would make an excellent location to isolate a jail population, its remoteness is antithetical to capacity staffing.

The Sheriff's 2013 Correctional Facility Needs Assessment articulates the value of a regional detention center. *"With SCF master planned for full build out, the plan to build a centralized jail facility becomes the next priority. With consideration to the overall Corrections operation, the Sheriff's Department developed the Regional Detention Center (RDC) concept, which is based on the following principles:*

- 1. Existing jails can serve the needs of the existing courthouses.*
- 2. A centralized jail facility would handle the expanding population by housing inmates who are awaiting trial, but have a court date more than 30 days in the future.*
- 3. Sentenced inmates, who do not fit the classification parameters necessary to be housed at SCF, would complete their sentences at a maximum-security RDC facility.*

The 2013 plan also notes that the original master planned RDC would be located in the Banning Pass area.<sup>15</sup>

In 2008 the county acquired land for a hub jail in the Whitewater area of Riverside County and began taking steps that would lead to construction of the first phase of the facility. The anticipated design would replicate a successful model built at the Larry D. Smith facility during the most recent expansion. The construction provides maximum security capacity as well as staff efficiencies and makes effective use of available space. (This model is being used in a slightly modified form at ECDC).

Primarily, two factors halted the process, the Palm Springs business and hospitality community's vehement objection to the site and the national/state/local economic crisis. Riverside County's tax revenues fell precipitously exceeding \$200M. Although several million dollars were invested in hub jail project the Board determined it was financially impossible to complete the project.

### 3. Construction Financing and Timing

Although the Board could no longer fully fund the proposed regional jail members recognized the need for additional beds and authorized the Sheriff and EDA to apply for AB900 state support to expand jail capacity in the City of Indio. The \$100M awarded and a county funding commitment will allow the county to construct about 1600 beds, netting approximately 1250, on property in Indio where the current Indio Jail and County

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<sup>15</sup> Stanley Sniff, Sheriff. 2013 Correctional Facility Needs Assessment. p.7.



Administrative Center (CAC) are located. Located in the 4<sup>th</sup> District, ECDC is expected to be fully operational in early 2017.

Jail construction is a complicated process on a site already housing a host of departments and services. While the need may for beds is critical; providing those beds will take time. Prior to demolition of old facilities the Assessor, District Attorney, Public Defender, Information Technology, Courts and Law Library are moving to new sites. Vanir was hired through a competitive bid to manage the construction project. A final design has been prepared. Demolition of the CAC is in the bid process. Once the first phase of the construction is complete the 353 inmates in the current Indio Jail will be moved to ECDC and the old jail will be demolished. At completion ECDC will become a state property for approximately thirty years at which time it will be turned over to the county.

### Steps to Achieve Jail Bed Capacity

#### 1. Need

Assistant Sheriff Steven Thetford presented a jail bed needs overview (Attachment B) at the August 25<sup>th</sup> meeting. By 2028 10,000 beds are needed; this would give the county approximately 14,000 beds by 2030.

#### 2. Siting

Initially Supervisors Ashley and Stone recommended construction of additional beds at all other jail locations. The team reviewed potential sites with the following understandings:

- Larry D. Smith Correctional (SCF) Facility, Banning, 5<sup>th</sup> District: Adequate county-owned property to expand beyond the current 1,500 beds. A subvention agreement with the City of Banning indicates local support for growth and the HOK's preliminary review of the Sheriff's information supports constructing additional beds.
- Southwest Detention Center, French Valley, 3<sup>rd</sup> District: Sized right based upon criminal cases heard at the adjacent court. Any expansion would require acquisition of land.
- Robert Presley Detention Center, Riverside, 2<sup>nd</sup> District: The seven story tower facility downtown is the primary facility for mental health treatment since conversion of a dedicated unit in 2001. Although the majority of criminal cases will continue to be heard in the City of Riverside, the tower is essentially landlocked. To utilize adjacent space both the Criminal Justice Building which houses Sheriff's administration and several bureaus as well as the adjacent building that houses the Police Department for the City of Riverside would have to be demolished and the organizations relocated. Type of construction could

also pose a challenge. The 1989 tower, while state of the art at construction does not provide the staffing efficiency of the design most recently constructed at SCF.

- Blythe Jail, 4<sup>th</sup> Supervisorial District: Built in 1964 and at the most eastern border of the County 100 miles from the nearest population center (Indio) the 115 bed facility is adequate for both the number of inmates housed and the staff who support the jail.

The County owns a variety of properties although none other than the acreage purchased for the planned hub facility at Whitewater have been reviewed as potential sites for a jail. The Administrative Office of the Courts has indicated that the next court facility will be built in the City of Murrieta. Although construction will not commence for several years it might be feasible to consider siting a jail in that area.

Prior to the IMPRISON meetings Supervisor Jefferies wrote to the state Department of Corrections and Rehabilitation (CDCR) regarding the potential impact closure of the Norco Conservation Camp at the California Rehabilitation Center in Norco would have on Riverside County's fire prevention and containment effort. Dr. Jeffrey Beard, Secretary of CDCR, responded that the facility would be closed since necessary repairs were cost prohibitive. However, with the federal three judge panel's continued imposition of the December 31, 2013 deadline for the state to achieve 137% capacity at all state prisons the Governor and Legislature agreed to a compromise bill which includes keeping the Norco facility open and thus taking it out of consideration by Riverside County.

### 3. Financing

Jail construction is expensive. The Capital Improvement Plan that will be presented at the September 23, 2013 Board Workshop outlines the cost of additional jail beds. Securing funds for both construction and operation is imperative: there is no value in building a facility that cannot be operated upon completion.

SB1022, passed by the Legislature in June 2012 authorizes state lease-revenue bond financing for the acquisition, design and construction of local adult criminal justice facilities. The legislation specifies consideration for counties seeking to renovate existing or build new facilities that provide adequate space for the provision of treatment and rehabilitation services.<sup>16</sup> Of the \$500M identified \$240M has been designated for large counties. The maximum request is \$80M and applications are due October 24, 2013.

The team encouraged the Sheriff and EDA to begin preparing SB 1022 application. The plan is to expand program and housing capacity at SCF which has a long history of programs that help inmates overcome addiction, achieve basic education, learn new skills and secure employment. In October the Board will be asked to support the

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<sup>16</sup> Board of State and Community Corrections, Construction Financing Program. SB1022 Request for Proposals. Issued July 23, 2013. p. 9.

application which includes committing a cash match equal to a minimum of ten percent of the total project cost.

#### 4. Operations including Staffing, Transportation, Economies of Scale

The Sheriff's Corrections budget for FY13/14 supports nearly 1,500 positions. Total approved appropriations are \$179,029,238 which in addition to staffing includes all of the necessary operational expenses including but not limited to: food, building maintenance, transportation, and equipment. At occupancy ECDC will require hiring to fill an additional 406 positions at an estimated cost of \$38,000,000. Current vacancies lead to regular overtime, estimated by the Sheriff at more than \$7M in FY 13/14. Hiring is also done early in order to ensure that a trained workforce is opening any facility. Additional staff will also be needed for detention health services (physical and mental health). Operational costs will be determined closer to facility completion but the estimated cost beyond the current facility in Indio is estimated by the Executive Office at \$15M.

Counties operate many types of inmate housing including court holding facilities, temporary holding facilities, medical beds and excepting Alpine County, long-term facilities. Riverside County's inmate cost per day is \$142.42; the state average is \$114.<sup>17</sup>

If operating costs, especially those for personnel, is the largest obstacle following construction of a jail perhaps the second largest obstacle to rapidly hiring new personnel is the extensive background screening necessary to work in law enforcement. Once hired personnel are assigned to best accommodate the department's needs as well as their individual skills and expertise. For this reason a facility easily accessed and near population centers is essential.

Daily travel on a Sheriff's bus is a regular part of many inmates' lives. Management of the jail population is both an art and a science that requires constant vigilance as well as an effective transportation system. The transportation hub is at SCF. Inmates are moved among facilities as well as to and from court hearings and to secure services. Efforts to minimize this travel will save substantial resources including equipment, fuel and personnel. Replacement buses for the Sheriff's fleet cost approximately \$500,000 and take nearly a year to obtain.

Laundry services for the jail system are provided at SCF although meal preparation is done at each jail. It is reasonable to consider a recommendation from the Sheriff's department to look at a single cook/chill meal facility as well as a centralized warehouse.

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<sup>17</sup> Mangus Lofstrom and Brandon Martin. Just the Facts: California's County Jails. Public Policy Institute of California. June 2103.

Comparison of Jail Bed Capacity with Other Counties

<u>County</u>	<u>Population</u> <sup>18</sup>	<u>Unincorporated Population</u>	<u>Jail Beds</u> <sup>19</sup>	<u>Beds per Population</u>
Riverside	2,255,059	358,827	3,906	1/577
San Bernardino	2,076,274	296,550	6,001	1/346
Orange	3,081,804	120,396	5,561	1/554
San Diego	3,150,178	492,491	4,527	1/696
Fresno	952,166	167,918	3,048	1/312
Sacramento	1,445,806	564,657	4,125	1/350

Alternatives to Incarceration

Although realignment assists the state in meeting its federal directive to reduce prison overcrowding, realignment also provides major opportunities for county government to utilize best practices and to more effectively manage the N3 population.

Reduced recidivism is the primary focus of criminal justice realignment. AB109 declares that *“California must reinvest its criminal justice resources to support community-based corrections programs and evidence-based practices that will achieve improved public safety returns on [the] state’s substantial investment in its criminal justice system.”*<sup>20</sup> It further directs that *“Fiscal policy and correctional practices should align to promote a justice reinvestment strategy that fits each county.”*<sup>21</sup> The purpose of any justice reinvestment effort is to increase public safety while reducing costs for managing the identified population. Realignment assumes that there are better county level alternatives for offenders than options found in either state prison or by state parole.

Realignment defines community based punishment as *“correctional sanctions and programming encompassing a range of custodial and noncustodial responses to criminal or noncompliant offender activity.”*<sup>22</sup> Available options include: flash incarceration for up to 10 days, intensive community supervision, home detention with electronic or GPS monitoring, mandatory community service, restorative justice.

<sup>18</sup> California Department of Finance, Demographic Research Unit. E-1 City/County Population Estimate for January 1, 2013. Released May 1, 2013

<sup>19</sup> Bed information was taken from the websites of each Sheriff’s Department except Riverside County and Kern County. Riverside County Information was provided by the Sheriff’s Department. Kern County information was taken from a Fresno Bee article dated September 15, 2013.

<sup>20</sup> California Penal Code §17.5

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

including restitution, work, training or education in a furlough program, work release, part-time programs, day reporting centers, mandatory substance abuse treatment, mandatory random drug testing, community-based residential programs, and evidence based practices. The Probation Department's use of graduated sanctions and flash incarceration have proven effective in managing the Post-release Community Supervision (PRCS) population and are a cost effective alternative to the traditional revocation process that results in more lengthy periods of incarceration.

Another opportunity to impact jail overcrowding is the transition of pre-trial services from the Superior Court to the Probation Department. Approximately 65% of jail inmates are awaiting trial. Probation officers identify post arraignment pre-trial inmates who are unable to post bail but who could be considered for release on their own recognizance. Each is interviewed, screened for risk and support factors and a report is submitted to the Court. At the first anniversary of the county effort Probation Department reported that 9,227 reports were sent to the Court. Of these 571 are open own recognizance supervisions.<sup>23</sup> Probation officers also submit reports to the Court relaying a released individual's compliance with the conditions of release; probation officers also make recommendations for the Court's consideration.

Penal Code §1208.018 allows the Board of Supervisors to authorize the Sheriff, to *"offer a program under which inmates being held in lieu of bail in a county jail may participate in an electronic monitoring program if certain prescribed conditions are met."* The Sheriff's Riverside Alternative Sentencing Program (RASP) operates the Secure Electronic Confinement Program and the Work Release Program, virtual jails that are alternatives to incarceration. Electronic monitoring programs, via ankle bracelets, limit participants to their homes or workplaces during certain hours and also report on participant compliance. The Sheriff's established program could be used in lieu of jail; the cost is significantly less (\$90 administrative fee plus a daily charge) than inmate housing. However, to date electronic monitoring has been a choice not a requirement. Forced participation raises questions about payment for monitoring, obtaining the inmate's written consent to participate, liability, and the individual's willingness to comply with the program rules when being placed on the program involuntarily.

Supervised work release inmates perform needed community tasks at predetermined sites. The Sheriff's Inmate Training and Education Bureau (SITE-B) provides services that foster rehabilitation including education, training, anger management counseling, and drug treatment, and also connects offenders to community-based services when they are released from custody. The Sheriff's 2011 realignment plan pointed out that expansion of these programs provides the *"additional benefit of increased cost recovery through the collection of fees and the utilization of Inmate Welfare funds."*

Section 4024.2 of the Penal Code defines work release as manual labor to improve or maintain public facilities, support nonprofit organizations as approved by the Sheriff, graffiti cleanup, weed and rubbish abatement on public or private property, house

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<sup>23</sup> Mark Hake, Chief, Stacy Adams, Shelly Davis, Riverside County Probation. Executive Team Meeting Report. July 15, 2013.

repairs or yard services for senior citizens or to senior centers. Those eligible for work release physically incapable of performing manual labor may also work in a public sector job that is designated and approved by the Sheriff. The Board of Supervisors approved the work release program on March 15, 1983. Full time work release is an alternative to incarceration that also provides much needed community services. On the Sheriff's website the following criteria are listed as conditions for program participation: sentenced to county jail time; no pending court cases; physically fit to perform manual labor; must work five (5) days a week at the assigned job site; must work 8 to 10 hours a day in lieu of one day of jail time; permanent residency; reliable transportation. Participants cannot be in custody for driving under the influence (DUI) with injury, or for excessive DUI history, for violence related charges; for sex-related charges; or for more than two drug manufacturing charges. While not all those convicted of a crime can participate in the work release program; those who do participate free up a jail bed while making a contribution to the community.

Riverside County was the first county in the state to enter into an agreement with the state for beds at fire camps. These beds are an alternative to local incarceration. Only inmates without a history of violence, without mental health issues, and who are not receiving ongoing medical treatment are eligible. Commitments to the fire camp must be at least twelve months. Although the initial daily rate was \$46.19/day, the state is in the process of lowering the rate since filling camp beds is now imperative. Additional costs to the county include initial medical and dental screening, as well as transportation to and from the agreed upon drop-off point. The transfer of inmates frees up jail beds that are quickly filled. As of August 31, 2013 54 county inmates were fire camp participants.<sup>24</sup>

Each of these alternatives to incarceration is less costly than jail beds. Although it is unlikely that significant savings will occur before there are sufficient jail beds for the current population, alternatives to incarceration and additional jail beds are not polar opposites; they are both ways of effectively managing the criminal population.

### Probation

Probation Chief Mark Hake told the team that the department's building priorities are the Riverside youth treatment facility which is being constructed in Riverside and set to open in 2015 and a new Riverside Juvenile Hall (RJH). Originally built in 1948 as an orphanage, RJH is the oldest of the county's juvenile detention facilities. Constant attention to maintenance and the department's commitment to making regular improvements in the facility have kept it operational. However were it to close even for a single day it could not be reopened due to the number of changes that have been made in the requirements for comparable facilities. RJH sits on a sizeable piece of county-owned property and a new facility could be built in phases on the existing land without significantly impacting the current facility. This also saves the county from securing additional property. Probation has a master plan for such a facility which was prepared

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<sup>24</sup> Stanley Sniff, Sheriff. AB109 Impact Update to the Community Corrections Partnership Executive Committee. August 31, 2013

a few years ago; the department is now looking at options for building in phases as money is available. Phase 1 could be constructed for approximately \$62M. Like new facilities for adult detention, state of the art juvenile facilities utilize a pod design. This allows space for programming, health care and education and also maximizes staff efficiencies. Ideally a new facility would have a designated area for provision of sub-acute health care as well as mental health treatment preventing some juveniles from being transferred to the county hospital.

The new juvenile treatment facility is being constructed with nearly \$25M in SB81 funding as well as a county match. However there is no comparable state or federal funding to build juvenile detention facilities. Although the potential for funding to build a juvenile detention facility is not on the horizon the team agreed that such a facility must remain a county priority.

### Conclusion

The Board's directive was for the team to consider the safety and security of Riverside County residents by developing a plan for jails and juvenile detention and considering a variety of factors including time lines, site availability at existing facilities, location of criminal courts, land acquisition, population projections, community support, and financial resources for construction and estimated operations. After due deliberation the consensus was to:

- Fully support construction and operation of the jail in the 4<sup>th</sup> District, currently known as the East County Detention Facility; 1600 beds will be constructed with a net bed gain of 1250 when the Indio Jail is demolished.
- Request a master plan for the full potential build-out of the Larry D. Smith Correctional Facility, 5<sup>th</sup> District, in Banning.
- Actively seek resources to replace Riverside Juvenile Hall
- Fully explore the potential for additional beds by directing the Executive Office to work with the Sheriff, Purchasing, and EDA to hire a consultant to provide an independent analysis of short term, mid-term and long range jail bed needs and to provide options for the County's jail system. This analysis should utilize the Sheriff's needs assessment, a review of existing properties and an analysis of construction and operational costs using today's dollars so that the Board of Supervisors has adequate information before considering next steps in the process.

Attachment A  
**IMPRISON  
 Committee**

**County of Riverside**  
*Detention Snapshot June 2013*

**Riverside County Jails**

<u>Facility</u>	<u>Location</u>	<u>Built</u>	<u>Expanded</u>	<u>Beds</u>
Robert Presley Detention Center	Riverside	1989 acquired in	several, most recent in	807
Larry D. Smith Correctional Facility	Banning	1948	2010	1520
Southwest Detention Center	French Valley	1992	2001	1111
Blythe Jail	Blythe	1964	2000	115
Indio Jail	Indio	1959	1963, 1969, 1971, 1989	353
<i>East County Detention Center</i>	<i>Indio</i>	<i>2016</i>	<i>Expansion</i>	<i>1250</i>
			<b>Total in Use</b>	<b>3906</b>

**Riverside Juvenile Halls/Treatment Facilities**

<u>Facility</u>	<u>Location</u>	<u>Built</u>	<u>Expanded</u>	<u>Beds</u>
Riverside Juvenile Hall	Riverside	1948	1987 added 40 beds	187
Southwest Juvenile Hall	French Valley	2001	1990 added 50 beds, 2010	99
Indio Juvenile Hall	Indio	1984	refurbished	150
Twin Pines Ranch (Treatment)	Pass area	1950		70
Van Horn Treatment Center	Riverside	1974	Closed 2012--44 beds	
<i>New Youth Treatment Center</i>		<i>2015</i>		<i>106</i>
			<b>Total in Use</b>	<b>506</b>

*Riverside Juvenile Hall Master Plan: 3 phases, cost estimate \$168M*



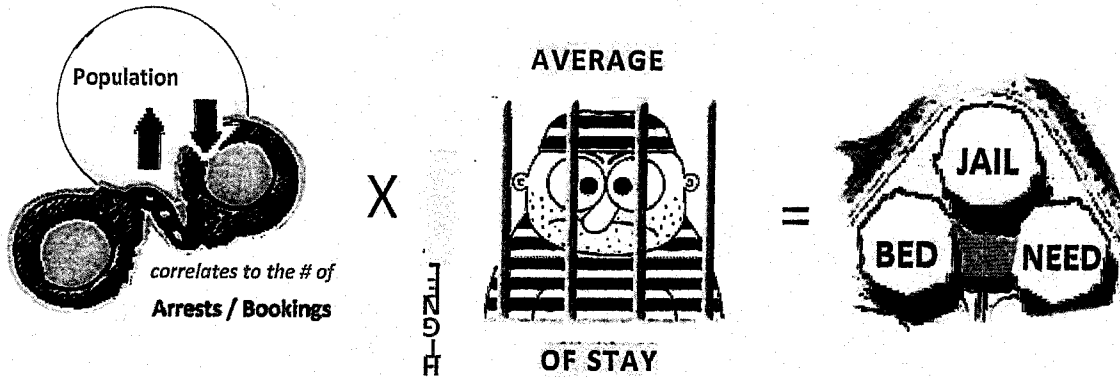
## Jail Bed Needs Overview

To determine the number of jail beds needed to handle the demand placed upon the county jail system, two variables are considered in order to define the final capacity requirement. These variables are the number of bookings over a defined period of time (how many people are committed to jail) and the average length of stay (on average, how long each person brought to jail stays in jail). Using the above variables, a simple calculation is done to calculate how many jail beds are needed at a given point in the future.

History has shown the number of bookings varies in relation to the total adult population in the County. Historical data can provide how many people on average, per thousand people of our local population, are booked into jail each year. Therefore, by using population forecasts for future years, the future number of bookings expected can be determined with reasonable accuracy.

Jail records are used to determine the average length of stay for persons booked into county jail. Until recently, this number, on average, remained fairly steady. However, following the implementation of AB 109 Public Safety Realignment, the average length of stay has risen sharply, and it remains to be seen whether this number will continue to rise. However, using the current available data, the Sheriff's Department has been able to make an educated forecast of the average length of stay.

Graphically, the jail bed need projection process is as follows:



In Riverside County, both population and average length of stay are rising. Based on the current data, the conservative jail bed need projections are as follows:

Short Term (2013 - 2018) = 4,000 additional beds needed

Mid Term (2018 - 2023) = 3,000 additional beds needed

Long Term (2023-2028) = 3,000 additional beds needed

The above listed additional beds would meet the Sheriff's Department 2030 System Capacity Needs of approximately 14,000 jail beds.

# Riverside County Sheriff's Department



Stanley Sniff, Sheriff

## **2013 Correctional Facility Needs Assessment**

Prepared by  
Sheriff's Planning & Research Unit  
August 29, 2013

## 2013 Correctional Facility Needs Assessment Table of Contents

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## *Executive Summary*

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### *Background*

In April 2011, California Governor Jerry Brown signed into legislation a public safety realignment bill, Assembly Bill 109 (AB109), in response to overcrowding within the State prison system. Under realignment, inmates who are sentenced on felony non-violent, non-serious, non-sexual crimes now serve their sentence in county jails in lieu of state prisons.

This change took effect October 2011 and has had a significant impact on the Corrections Division. The transfer of responsibility for these individuals from state prison to the county jail system has significantly stressed available county funds for medical and mental health services, inmate program needs, and rehabilitation services. Due to Federal Court Order SA-CV-93808 AHS (RWRx), Riverside County must provide a hard bed for every inmate in custody. In order to meet the requirements of the court order, the Department is required to initiate the early release of inmates when the jail population exceeds 90%. Riverside County jails are so overcrowded that in 2012, 6,990 inmates were released early. This was an all-time high for the Riverside County Sheriff's Department. In 2013, due to the significant impact of realignment, over 9,200 inmates may be released early.<sup>1</sup>

In August 2013, the Sheriff's Planning and Research Unit completed a Correctional Facilities Needs Assessment in accordance with the requirements in Title 24. The Correctional Facilities Needs Assessment was completed in order to fully understand the significant impact of AB109, address the concerns found therein, and plan for future Corrections needs. This report has been written to reflect data from 2008 through 2012, with some information reaching into 2013.

### *Current Trends*

*Population-* From 2000 to 2012, Riverside County experienced a 45% population increase.<sup>2</sup> According to California Department of Finance projections, the population in Riverside County will grow another 15.5% by 2020, driving the County population to nearly 2.6 million residents. By 2035, the County is expected to have a population approaching 3.3 million residents.

The Southern California area as a whole is expected to lead the State's growth over the next several decades; however, Riverside County itself is anticipated to have the largest growth and

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<sup>1</sup> HMU AB109 statistical data and projections

<sup>2</sup> California Department of Finance, January 2013

is projected to become the second most populated county within the State.<sup>3</sup> Of the five surrounding counties, Riverside County has experienced the greatest population increase over the past decade at 45%.

*Bookings-* With the implementation of realignment and the corresponding increases in crime rates and subsequent bookings, the Sheriff's Department experienced a 6% increase in bookings from 2011 – 2012. In January 2012, due to the impact of realignment inmates occupying roughly 25% of the available jail space, the Sheriff's Department began releasing inmates early again. In 2012, 6,990 inmates were released early.

Based on current indicators, the number of bookings is projected to increase by approximately 5% through 2014, and 3% in 2015. These projections are based on population increases, increases in crime rates across Riverside County, and realignment effects. If jail bed needs are not addressed, early release rates will also continue to climb.

### *Current Operations / Jail Capacity*

The Riverside County Corrections Division consists of five maximum-security jails, with a current total bed capacity of 3,906 beds. Since 2000, there has been a net increase of 929 beds, a marginal 31% increase. Since the enactment of the Public Safety Realignment, the Department has reached a critical headcount level, with the highest average daily population ever documented and a record number of inmates receiving early releases pursuant to the Federal Court Order.<sup>4</sup>

To determine the number of jail beds needed to handle the demand placed upon the county jail system, two variables are considered in order to define the final capacity requirement. These variables are the number of bookings over a defined period of time (how many people are committed to jail) and the average length of stay (on average, how long each person brought to jail stays in jail). Using the above variables, a simple calculation is done to calculate how many jail beds are needed at a given point in the future.

In 2012, after implementation of the public safety realignment, Riverside County jails processed 6,477 realignment-related inmates into County custody.<sup>5</sup> Almost immediately upon enactment of realignment, the jails saw a significant impact in the daily headcount. In 2011, the average daily population (ADP) was 3,200 inmates.<sup>6</sup> However, in 2012 the ADP increased to 3,762 inmates. If the County had not been forced to utilize early release mechanisms to alleviate overcrowding, the ADP would have been an estimated 4,590 inmates.

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<sup>3</sup> California Department of Finance, January 2013

<sup>4</sup> Corrections Activity Reports 2007 - 2012

<sup>5</sup> HMU 2012 AB109 statistical data

<sup>6</sup> JIMS headcount reporting data

The Riverside County Sheriff's Department uses the formula  $ADP \times 365$  (days in a year) / Admissions (Bookings) to calculate the average length of stay (ALOS) for the inmate population. In 2011, the ALOS for all inmates in custody was 31.2 days.<sup>7</sup> During this period, the jail system was in a stasis in which the Department had available jail beds, the ADP was below 90% of maximum capacity, and there were no early releases. This meant all inmates in custody were able to serve the full percentage of time owed. Since the enactment of public safety realignment laws, the ALOS has significantly increased to 74.9 days. The ALOS for the average County inmate has more than doubled.

The ALOS has a significant impact on jail beds and future needs. In Riverside County, both the population and average length of stay are rising. Based on current data, the conservative jail bed need projections are as follows:

Short Term (2013 - 2018) = 4,000 additional beds needed

Mid Term (2018 - 2023) = 3,000 additional beds needed

Long Term (2023-2028) = 3,000 additional beds needed

**TOTAL BY 2028 = 10,000 additional beds needed**

The above listed additional beds would meet the Sheriff's Department 2030 System Capacity Needs of approximately 14,000 jail beds.

### *Staffing*

The Riverside County Sheriff's Department has decided the most effective plan for efficient use of staff, balanced with the utmost in safety and security of its facilities, is to continue to build new generation type housing units. With this in mind, the Sheriff's Department developed a staffing plan that outlines the duties of each position, in order to determine the need for that position. The staffing plan also identifies the number of management, supervisory, line staff, and support staff positions necessary to safely operate the facility based on scheduling and the use of calculated shift relief factors.

With any jail bed addition, the bulk of the hiring will be line staff positions, including required supervision and management based on current supervisory ratios. Once a position is identified, shift relief factors (SRF) are used to calculate the actual number of personnel needed to fill the position. A SRF is a numeric value a position is multiplied by to show a true number of staff needed to offset shortages caused by absence due to training, illness, injury or vacation.

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<sup>7</sup> 2011 Corrections Activity Report

The hiring and training process for correctional and sworn deputies is extensive. Once hired, employees must complete required academy training, field training, and gain experience working within the corrections environment. As new facilities are designed, the staffing plan can be modified to meet the facility needs. Once funding is identified for construction, recruitment and hiring of staff must also begin. In order to operate a facility immediately upon completion, a phased hiring of staff is critical.

In addition to Sheriff's Department staff, other critical support staff are required as the inmate population increases. Title 15 requires the Sheriff to provide provisions for emergency and basic health care services to all inmates. Health care services include medical, dental, and mental health services that can only be achieved by licensed professionals. Now that inmates are remaining in County custody for longer periods, dental, optometry, clinical, and specialty care issues will need to be regularly assessed for possible staff increases.

### *Priority for Building New Jail Beds*

The need for additional jail beds has been a critical issue that has been compounded since the implementation and corresponding impact of Public Safety Realignment. The placement of new jail facilities is as important as the actual design and construction. In the past, Riverside County has placed priority on locating jails in close proximity to the Superior Courts in the County. The court-jail campus minimizes the transportation costs for those being adjudicated and in turn lessens the opportunity for escape, and the introduction of contraband. With the completion of the East County Detention Center in late 2016, all the major court facilities in the County will have an adjacent jail appropriately sized for the local population. Only the Larry D. Smith Correctional Facility (SCF) is not directly adjacent to a court complex; however, the Administrative Office of the Courts is currently constructing a new Superior Court located in the city of Banning, less than two miles from SCF. With all the court facilities completely built-out, a Regional Detention Center becomes essential in order to house long term sentenced inmates and inmate with extended time between court appearances. Housing these inmates in a facility placed centrally in the county will free up the needed bed space in the court adjacent facilities, significantly reducing the transportation needs.

The Riverside County Board of Supervisors continues to recognize the need for additional jail beds and has made jails the number one priority for capital improvement. In October 2011, the Board of Supervisors supported the proposal to expand the Indio Jail and approved the Sheriff to submit an application to the State for AB900 Phase II funding. In March 2012, the County was conditionally awarded \$100 million to help fund what will be called the East County Detention Center. The project will increase the bed capacity to 1,626. However, the 1,273 beds that will be added in Indio does not come close to resolving the beds needed by 2020.

The Sheriff's Department continues to work with the County to develop a plan for jail expansion. In 2005, 2011 and 2013, the Sheriff's Department evaluated the possibility of expansion at all of the current jail facilities in order to determine the best course of action and the quickest way to bring new jail beds online. In all of the studies completed, the Blythe Jail, Southwest Detention Center and Robert Presley Detention Center were determined to be either unnecessary to expand or not cost effective to expand.

- The Blythe Jail is appropriately sized for the community; therefore, unnecessary to expand.
- The Southwest Detention Center (SWDC) is sized appropriately for the community. SWDC is land locked between the Southwest Justice Center, Southwest Juvenile Hall and the Southwest Patrol Station. Any new jail construction would require a stand-alone facility with new staffing and utility infrastructure. The County would also have to purchase real estate in order to build. All of these factors create a jail facility that is very expensive to construct and would not meet the long term goals of the Department.
- Any new construction at the Robert Presley Detention Center would require the County to relocate the Riverside Police Department and Sheriff's Administration. The added cost to purchase a building in downtown Riverside or rebuild in the downtown area significantly adds to the cost of the jail. RPDC currently has the base infrastructure of staff and utilities present; however, amongst the drawbacks to construction in this location is the added cost of vertical construction and RPDC support functions are currently operating at or beyond capacity requiring more than just housing units to be constructed. In addition, due to the site constraints, expanding RPDC would not net enough beds to meet the long term goals of the Department.

### *Recommended Location for New or Facility Expansion*

#### **1. East County Detention Center**

As the population in the Coachella Valley continues to grow, the need for additional jail space in the region has become imperative. In March 2012, the County of Riverside received a conditional award from the State of California Board of State and Community Corrections (BSCC) for \$100,000,000, toward new jail construction. The approved project will expand the jail by approximately 1,273 beds, bringing the facility's inmate capacity up to 1,626 beds, along with other necessary improvements. At the completion of the project in 2016, the Indio jail site will be completely built out and be able to support the detention and court needs of the east end of the county.



## **2. Larry D. Smith Correctional Facility**

The Larry Smith Correctional Facility (SCF) has been the site for the last three jail expansions in Riverside County. The jail has been expanded due to available open space and because the base infrastructure of staff and utilities are present. Additional jail expansion is possible as SCF is centrally located within the County and the population in and around the region continues to grow.

Because of expansion possibilities at SCF, the development of a conceptual master plan for future site development is underway. The goal of the master plan will be to determine the most efficient configuration of housing and support functions paired with maximizing the number of beds that can be safely managed on the site. The conceptual plan will be phased in order to add as many jail beds as possible before the need to demolish existing beds. The expansion plans will be designed with program space in mind because program space is critical to the provision of expanded opportunities designed to reduce recidivism rates within the inmate population.

Existing site utilities increase the construction efficiency of expanding SCF. In addition, the base infrastructure of command staff and jail staff are already in place. Fewer staff would need to be hired in order to open and operate the expanded portion of the facility. Phase I construction would add jail beds and start the process of eliminating current inefficiencies at SCF and opening up space for future phases.

The current draft of the proposed master plan at SCF would add approximately 1,600 beds to the current 1,520 beds for a total of 3,100 beds. While the expansion at SCF is cost effective and feasible, it will not meet the long-term needs of the Department and will fully build out the site with no further expansion opportunities.

## **3. Regional Detention Center**

With SCF master planned for full build out, the plan to build a centralized jail facility becomes the next priority. With consideration to the overall Corrections operation, the Sheriff's Department developed the Regional Detention Center (RDC) concept, which is based on the following principles:

1. Existing jails can serve the needs of the existing courthouses.
2. A centralized jail facility would handle the expanding population by housing inmates who are awaiting trial, but have a court date more than 30 days in the future.
3. Sentenced inmates, who do not fit the classification parameters necessary to be housed at SCF, would complete their sentences at a maximum-security RDC facility.

The concept of the RDC increases the efficiency of the Corrections Division. With an RDC located central to the other five jail facilities, the consolidation of necessary functions can occur, such as transportation and cook/chill food preparation. The original master planned Regional Detention Center was located in the Banning Pass area.

With the implementation of realignment, inmates are sentenced to longer durations of custody within county correctional facilities. The RDC is specifically designed to address the issue of holding long-term inmates, who do not require regular court hearings, in a central location. Program services can be centralized to address offender needs and appropriate programmatic space would be included in the design.

The Regional Detention Center would meet the long-term bed needs of the Department. The facility would be designed for phased construction in order to meet the goal of 10,000 additional beds by the year 2028. The initial phase of 2,000 jail beds would be more expensive to construct, due to added costs of establishing a new facility. However, any future expansion would be much more cost effective to construct and operate because the RDC would be an existing facility. The staff infrastructure would be established so that only supplemental staff are needed to operate the new expansion. The utility infrastructure would already be in place so that the new beds are only an add service. The construction and operation cost effectiveness can be realized in multiple phases of construction until the long-term bed needs are met.

## *Section 1*

### *Elements of the System*

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The Riverside County Corrections Division consists of five maximum-security jails, with a current total bed capacity of 3,906 beds. The five facilities are as follows: Blythe Jail, Indio Jail, Larry D. Smith Correctional Facility, Robert Presley Detention Center, and Southwest Detention Center. In addition, Riverside County also operates the Banning Court Holding facility and the Detention Care Unit, located within the Riverside County Regional Medical Center.

*Banning Court Holding*  
155 E. Hays Street  
Banning, Ca. 92220

The Banning Court Holding facility was constructed in 1961 and was originally known as the Banning Jail. The jail processed bookings from the mid-County area that were previously handled at the Indio Jail. The Banning Jail remained in use as an operational jail facility until 1992. From 1992-1996, it functioned as a booking only facility. Since 1996, the facility has been used exclusively for temporary court holding in support of the Banning Superior Court and is operated by staff from the Larry D. Smith Correctional Facility.

The Administrative Office of the Courts is currently building a new Superior Court in Banning. The new court will replace the existing court and include court holding for adult and juvenile offenders. The expected completion date of the building is early 2014. At that time, the existing Banning Court Holding will be closed.

*Blythe Jail*  
260 N. Spring Street  
Blythe, Ca. 92225

The Blythe Jail is in the most eastern portion of Riverside County. The present facility was built in 1964. In 1999, the facility was expanded to include an administrative segregation housing unit and a central control. Currently, the facility houses only male inmates. The Blythe Jail serves as the primary booking facility for the far eastern portion of the County.

The Blythe Jail is a mix of old, linear style dormitory cells and double occupancy cells. Blythe Jail currently has 115 beds, of which 79 are board rated. The Blythe Jail is commanded by the Captain from the Indio Jail and is currently authorized for 45 staff positions; 15 of these positions are designated as Deputy Sheriffs, while 18 are designated as Correctional Deputies or Correctional Corporals. The remaining positions are designated as supervisory and support staff.

*Indio Jail  
46-057 Oasis St  
Indio, Ca. 92201*

The Indio Jail was originally constructed in 1959 and is currently the oldest jail in Riverside County. At the time, the facility was built to serve the growing populations in the Coachella Valley and mid-County areas. The jail has undergone several remodels in 1963, 1969, and 1971, in addition to an 18-bed expansion in 1989. The Indio Jail serves as the primary booking facility for the Coachella Valley.

The Indio Jail is a mix of older, linear style housing units and single to double occupancy cells. The jail provides housing to all levels of both male and female classifications and currently has the capacity of 353 beds, of which 240 are board rated. The Indio Jail is commanded by a Captain, who also provides command to the Blythe Jail. The facility is currently authorized for 146 staff positions; 31 of these positions are designated as Deputy Sheriffs, while 80 are designated as Correctional Deputies or Correctional Corporals.

In March 2012, the County of Riverside received a conditional award from the State of California Board of State and Community Corrections (BSCC), formerly known as the Corrections Standards Authority (CSA), for \$100,000,000 toward new jail construction. The approved project will expand the Indio Jail by approximately 1,273 beds, bringing the facility's inmate capacity up to 1,626 beds, along with other necessary improvements, such as a new kitchen, special use housing, and a medical clinic. Once the expansion project is completed, the facility will be renamed the East County Detention Center (ECDC). The expected completion date of the facility is late 2016.

*Larry D. Smith Correctional Facility (SCF)  
1627 S. Hargrave Ave.  
Banning, Ca. 92220*

The Larry D. Smith Correctional Facility (SCF) was originally built in the 1920's as an Industrial Road Camp. The Riverside County Sheriff's Department acquired the camp in 1974, changing the name of the facility, as well as adding inmate educational and regional occupational programs. In the late 1980's, the majority of the original road camp was destroyed when rioting inmates looted the grounds and set portions of the facility on fire. Shortly thereafter, the jail was reconfigured with new housing units and a kitchen. Since that time, the facility has undergone several expansions and name changes. The most recent expansion was completed in 2010. The new construction included 582 maximum-security beds; a transportation unit; a public video visitation building; a remodel of the existing kitchen; and several other support projects necessary to accommodate the additional staff. In 2013, one of the larger holding cells in Intake was converted into two safety cells.

SCF serves as the primary booking facility for the San Geronio Pass area and portions of the Western Coachella Valley. The facility's current design is a mix of dormitory style barracks, open

dayroom housing, and single to double occupancy cells. SCF provides housing to all levels of both male and female classifications. It is presently the largest of the five jails, with a current inmate capacity of 1,520 beds, of which 1,456 are board rated.

SCF serves as the central laundry and warehouse for the other correctional facilities within the County. Additionally, SCF is home to the Residential Substance Abuse Treatment Program (RSAT), a comprehensive and intensive 120-day treatment program designed to treat the core causes of substance abuse and resulting criminal behaviors.

The facility is commanded by a Captain and is currently authorized for 534 staff positions; 109 of these positions are designated as Deputy Sheriffs, while 288 positions are designated as Correctional Deputies or Correctional Corporals.

*Robert Presley Detention Center (RPDC)*  
4000 Orange Street  
Riverside, Ca. 92501

The original Riverside Jail was built adjacent to the Historic Courthouse in 1933 using metal scraps from a World War 1 battleship. In 1963, the jail was expanded to add additional inmate bed space. In 1989, the Robert Presley Detention Center (RPDC), a 7-story high-rise jail, was built opposite from the original jail. The two jails were connected by an underground tunnel that also connected to the courthouse. The 1933 and 1963 jails were referred to as the "Old Jail" while the new RPDC jail was commonly referred to as the "New Jail". In 2003, due to continuous plumbing and other costly issues, the 1933 portion (181 beds) of the Old Jail were vacated. In 2006, the jail space was renovated for Court space. In 2010, due to structural concerns, the Department had to vacate the remaining 289 beds in the Old Jail and in 2011, the Old Jail building was demolished.

RPDC serves as the primary booking facility for the western portion of Riverside County. RPDC is designed to house all classifications of male and female inmates in new generation style cells and dayrooms. RPDC has a current inmate capacity of 807 beds, of which 752 are board rated. The total number of beds includes 55 beds in a medical / sheltered housing unit. The facility is commanded by a Captain and is currently authorized for 462 staff positions; 105 of these positions are designated as Deputy Sheriffs, while 248 positions are designated as Correctional Deputies or Correctional Corporals.

*Detention Care Unit*  
*Riverside County Regional Medical Center (RCRMC)*  
26520 Cactus Avenue  
Moreno Valley, Ca. 92555

The Detention Care Unit (DCU) is situated within a secured area of the Riverside County Regional Medical Center (RCRMC) in Moreno Valley. The DCU is a 22-bed space dedicated to long-term critical inmate health care and is jointly staffed by members of the Sheriff's

Department and Riverside County Detention Health Services. Though the unit is located within RCRMC, it is commanded by the Captain from the Robert Presley Detention Center and is considered an extension of the facility. The unit is authorized for 13 staff. These positions are contracted by RCRMC and consist of 1 Sergeant and 12 Correctional Deputies.

When bed space is available, the Sheriff allows the California Department of Corrections and Rehabilitation (CDCR) to house inmates in the DCU who have been admitted to the hospital. There is no set number of beds allocated to County or State inmates; however, County inmates have priority over CDCR inmates in occupying the unit. The Sheriff has the ability to displace CDCR inmates to non-secure hospital rooms when a County inmate needs to be admitted.

*Southwest Detention Center (SWDC)*  
*30755-B Auld Road*  
*Murrieta, Ca. 92563*

The Southwest Detention Center (SWDC) was built as the result of an intensive study during the 1980's regarding the need for additional jail housing. Population estimates determined the areas in and around Temecula and Murrieta would sustain the greatest growth. SWDC was completed in 1992, but due to budgetary constraints, was not opened until 1993. The housing units consist of new generation style housing units and dayrooms.

SWDC serves as the primary booking facility for the southwestern portion of Riverside County. SWDC houses male inmates of all classification levels. The facility has a current inmate capacity of 1,111 beds, of which, 1,094 are board rated. Fifteen beds are dedicated medical / sheltered housing beds. Another two beds are dedicated as disciplinary isolation cells. The facility is commanded by a Captain and is authorized for 350 staff; 91 of these positions are designated as Deputy Sheriffs, while 165 positions are designated as Correctional Deputies or Correctional Corporals.

## *SECTION 2*

### *OPERATIONAL AND DESIGN PHILOSOPHY OF THE DEPARTMENT*

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The mission of the Riverside County Sheriff's Department is to work in partnership with the community and allied agencies, to provide progressive, innovative, and efficient public safety by the suppression and prevention of crime, and the reduction of criminal recidivism; and to perform all mandates of the Office of Sheriff as prescribed by law, in a fair and reasonable manner.

The Riverside County Sheriff's Department strives to conduct and maintain all of its correctional facilities in an ethical, professional manner. The Sheriff's Department goal is to ensure all inmates are treated in a fair and humane manner within the standards set forth by Titles 15 and 24 of the California Code of Regulations.

The overall authority of the Corrections Division is the Sheriff. The Sheriff is the Chief Executive Officer of the Department and is the final authority in all matters dealing with the Department. The Sheriff derives authority from the Constitution of the State of California and selected statutes of the State and County of Riverside. The Corrections Division is currently under the command of an Assistant Sheriff. Directly under the Assistant Sheriff are two Chief Deputies. One Chief Deputy is committed to the day-to-day command and control responsibilities of all facilities within the Corrections Division. The second Chief Deputy oversees the Corrections Support Bureau, which includes the Coordinated Custody Management Unit, the Planning Unit, the Corrections Accounting and Finance, Inmate Welfare Fund and contracts.

Operational and management responsibilities at the facility level are under the authority of a Captain. The Captain's specific responsibilities include facility operations, programs, support services, and other duties as designated. All facilities are constantly under the control and supervision of a Lieutenant or Sergeant. Lieutenants provide administrative supervision, while Sergeants are responsible for specific tasks, operations, programs, or services of the facility. Staff members are responsible and accountable for the accomplishment of specific tasks, operations, and services.

Since early 2000, the County population growth has presented a significant challenge to the Department in managing a considerable number of inmates in a very limited space. The County, for many years, has struggled with keeping up with adequate bed space and has consistently reviewed and expanded existing programs in an effort to provide training and educational opportunities in order to lower offender recidivism rates. The County works to balance demand on the system, the safety of the community, and the mandates of a Federal Court Order, which states that inmates cannot be housed in any area of the jail if they are not provided a bed and a mattress. Pursuant to the order, early release criteria have been established in the event the inmate population exceeds capacity.

In 2005, 3,221 inmates were released early, up from 3,150 a year earlier.<sup>8</sup> Some of the inmates only served 5% of their sentence. In 2007, more than 6,000 inmates were released early due to a lack of bed space during that time. Lack of bed space and overcrowding were such an issue that at times inmates booked into custody spent in excess of 24 hours in holding cells, waiting for an open bed. Bookings began to decrease in 2008, largely attributed to an increased police presence and declining crime rates in Riverside County. This trend continued through 2011, until Public Safety Realignment under Assembly Bill 109 (AB109) officially went into effect.

In 2010, the Corrections Division processed close to 55,000 adult offenders into the jail system, with just 3,611 beds available for most of the year.<sup>9</sup> The Riverside County Sheriff's Corrections Division was able to accommodate these inmates' housing needs due to an increased focus on alternative sentencing and release programs, in addition to lower crime rates that resulted in reduced filings from the District Attorney's office and decreased bookings.<sup>10</sup> In 2010, only 48 inmates were released early. In the latter portion of 2010 and into 2011, the Corrections Division experienced a period of stasis resulting in no early releases. This was in part due to continued proactive community policing and lowered crime rates that continued to reduce filings from the District Attorney's Office. Jail bookings decreased in 2011 to 52,952. Additionally, in August 2010, the 582-bed expansion at the Larry D. Smith Correctional Facility was completed, bringing the available bed total to 4,193; however, only 194 beds were brought on line initially due to insufficient staffing levels. The new housing units were not fully occupied until the Old Jail in Riverside closed in April 2011. The loss of the 289 beds in the Old Jail resulted in a Division wide net bed count of 3,906 beds. Due to all these factors, in addition to the Riverside County Sheriff's Departments commitment to building upon alternative sentencing and release programs, there were no early releases in 2011.

The opening of the Larry D. Smith Facility expansion provided short-lived relief to the overcrowded jail system. In October 2011, as the Public Safety Realignment Bill came into effect, the Corrections Division felt the impact almost immediately. The impact of the realignment will be discussed further in Section 3 of this assessment.

Figure 2.1 shows the overall bed increase and decrease since 2000, as well as projected bed space from the East County Detention Center, which has an expected completion date in late 2016.

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<sup>8</sup> Corrections Activity Reports 2005 - 2012

<sup>9</sup> Corrections Activity Reports 2010 - 2012

<sup>10</sup> Riverside County District Attorney's Office- P.I.O. release



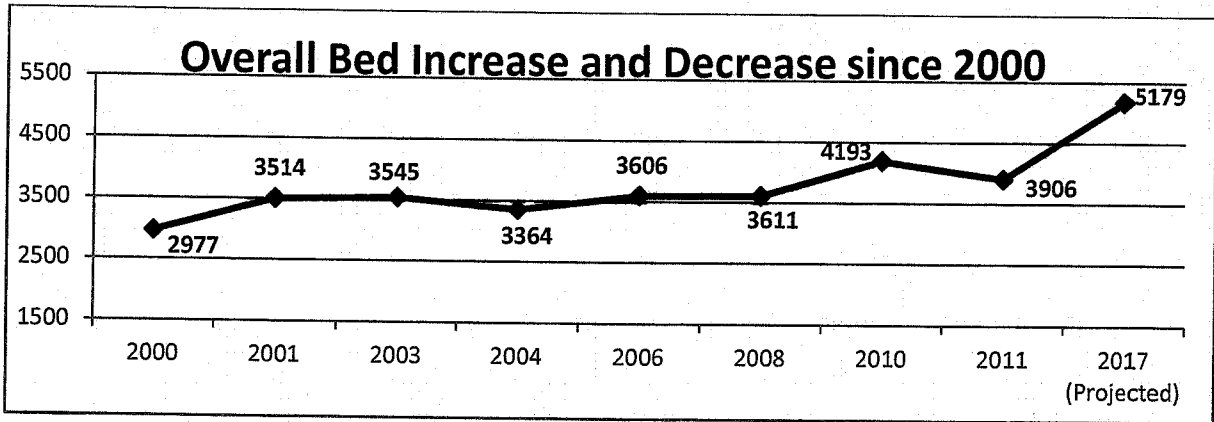


Figure 2.1

In March 2012, the County of Riverside received a conditional award from the State of California Board of State and Community Corrections (BSCC), formerly known as the Corrections Standards Authority (CSA), for \$100,000,000 toward new jail construction. The approved project will expand the Indio Jail by approximately 1,273 beds, bringing the facility's inmate capacity up to 1,626 beds, along with other necessary improvements, such as a new kitchen, special use housing, and a medical clinic. Once the expansion project is completed, the facility will be renamed to the East County Detention Center (ECDC). The expected completion date of the facility is late 2016.

## SECTION 3

### *PUBLIC SAFETY REALIGNMENT IMPACT*

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In April 2011, California Governor Jerry Brown signed into legislation a public safety realignment bill, Assembly Bill 109 (AB109), in response to overcrowding within the State prison system. Under realignment, inmates who are sentenced on felony non-violent, non-serious, non-sexual crimes now serve their sentence in county jails in lieu of state prisons. Realignment effectively created three new penal codes for holding inmates: 1170(h) PC, which mandates inmates to serve felony non-violent, non-serious, non-sexual sentences in county jails; 3454 PC (Flash Incarceration), which allows probation to place an inmate in custody for one to ten days on a violation; and 3455 PC (Post-Release Community Supervision, or PRCS), which allows probation to hold an inmate found in violation of their PRCS terms in custody for up to a maximum of 180 days. A fourth penal code, 3056 PC (Parole Hold), was altered to require inmates to serve their time on a violation in a county jail in lieu of state prison.

All of these changes took effect on October 1, 2011. This has required local law enforcement to take on more supervisory responsibility for these offenders, in addition to creating rehabilitative programs to reduce recidivism rates. The transfer of responsibility for these individuals from state prison to the county jail system has significantly stressed available county funds for medical and mental health services, inmate program needs, and rehabilitation services. Riverside County jails are so overcrowded that in 2012, due to the enactment of realignment, the County was forced to release 6,990 inmates early to meet court ordered overpopulation injunctions. With local crime rates beginning to climb and many agencies facing severe budgetary cuts and constraints, this problem will only compound.

In order to tackle the significant concerns of this issue, the Riverside County Sheriff's Department created the Coordinated Custody Management Unit (CCMU). The CCMU is tasked with bringing the Headcount Management Unit (HMU), the Riverside Alternative Sentencing Program (RASP), and the Sheriff's Inmate Training and Education Bureau (SITE-B) together in a coordinated effort to maximize each unit's capabilities. The CCMU, working hand-in-hand with County Probation, has implemented a risk based assessment process of inmates entering custody to determine their needs and services that can be provided. This coordinated approach will provide a consistent, risk adverse approach to alternative sentencing and release processes. The CCMU, alternative sentencing, and release alternatives will be discussed further in Section 6 titled *Program Needs*.

In 2012, the Headcount Management Unit (HMU) reported 6,477 realignment inmates had been processed through the Riverside County jail system. They are broken down by type of violation on the following pages.

**1170(h) PC:<sup>11</sup>**

1170(h) PC refers to California Penal Code section 1170(h), which mandates inmates sentenced for felony non-violent, non-serious, non-sexual crimes serve the balance of their sentence in county jails rather than state prisons. Prior to implementation of realignment, these inmates would have been sent to state prison shortly after sentencing.

In 2012, 1,660 inmates were sentenced under 1170(h) PC. These inmates remained in County custody to serve the balance of their sentences. 199 of these inmates were sentenced to three years or more, and 1,273 of them received a split sentence. (Inmates sentenced under 1170(h) PC may have a portion of their sentence be a probation term, known as a 'split sentence'. For example, an inmate sentenced to three years may have one year sentenced to probation, meaning the inmate will serve two years of the sentence in custody). The highest 1170(h) PC sentenced inmate currently in custody is sentenced to 12 years, 8 months for charges of on-view child torture and six counts of felony corporal punishment. The Average Length of Stay (ALOS) for these individuals was 145 days. In 2012, 1170(h) PC sentenced inmates accounted for 45.4% of the sentenced population.

1170(h) PC sentenced inmates represented an Average Daily Population (ADP) of 570 inmates. They comprised an average of 62% of the in-custody realignment population (Figure 3.1), and represented approximately 15.1% of the average daily inmate population (Figure 3.2).

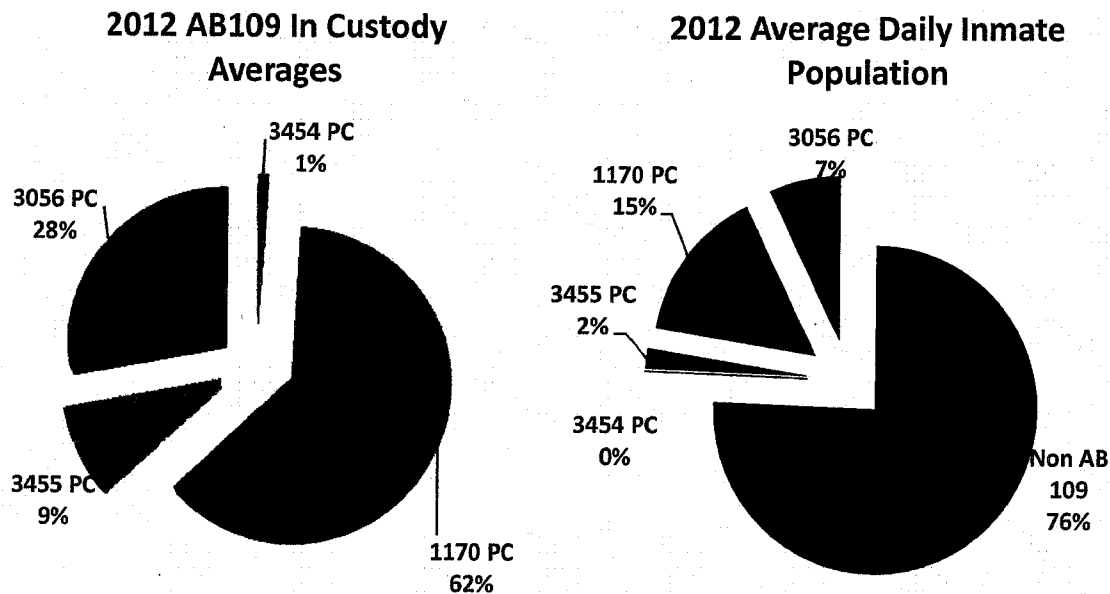


Figure 3.1

Figure 3.2

HMU forecasts 1170 (h) PC sentences will average 110 new sentences per month. Due to the fact 39.9% of all in-custody 1170(h) PC sentenced inmates are sentenced to three years or

<sup>11</sup> HMU 2012 AB109 statistical data

more, it is expected 1170(h) PC sentenced inmates will continue to be the largest realignment-related impact on our daily headcount.

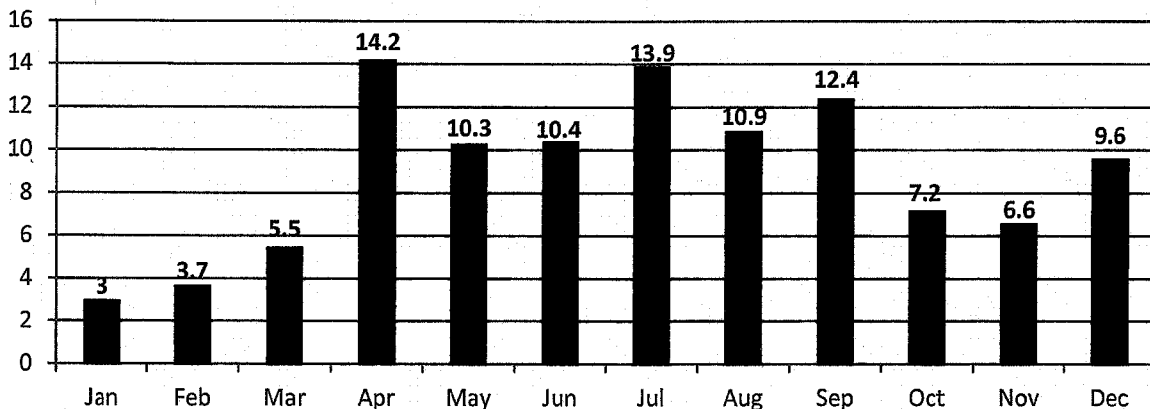
1170(h) PC inmates tend to be prime candidates for early releases. This is because they are sentenced on crimes that are considered non-violent, non-sexual, and non-serious. In 2012, 1170(h) PC sentenced inmates accounted for 1,438, or 20.6%, of all early releases.

**3454 PC:<sup>12</sup>**

3454 PC refers to California Penal Code section 3454, otherwise referred to as Flash Incarceration. Flash Incarceration refers to the ability of the Probation Department to place an inmate in custody for one to ten days on a violation, without judicial review.

In 2012, 517 inmates were brought into custody under Flash Incarcerations. Their ALOS was nine days. In 2012, Flash Incarceration bookings accounted for 1% of the realignment population. In 2013, HMU forecasts the number of Flash Incarceration bookings will increase; however, due to the short amount of time they spend in custody, they have little effect on jail overcrowding. Additionally, Flash Incarceration inmates are not considered prime candidates for early releases due to their relatively low in-custody numbers. Figure 3.3 shows the monthly average 3454 PC inmates in custody.

**2012 Monthly 3454 PC In-Custody Averages**



**Figure 3.3**

**3455 PC/ Post Release Community Supervision:<sup>13</sup>**

3455 PC refers to California Penal Code section 3455, otherwise referred to as Post Release Community Supervision (PRCS). PRCS allows the Probation Department to hold an inmate found in violation of specified release terms in custody for up to a maximum of 180 days.

<sup>12</sup> HMU 2012 AB109 statistical data

<sup>13</sup> HMU 2012 AB109 statistical data

In 2012, 1,108 inmates were brought into custody for PRCS violations. Though the average sentence for PRCS violators was 100 days, the ALOS was only 29 days due to early releases caused by overcrowding. In 2012, PRCS violator bookings accounted for approximately 9% of all realignment bookings and represented 2% of the ADP (Refer to Figure 3.2). PRCS inmates accounted for an ADP of 82 inmates; however, in 2013, HMU forecasts the number of PRCS bookings to increase. With the continued increase in bookings, it is believed PRCS inmates will continue to have a large impact on headcount. The PRCS in-custody average is expected to rise to an ADP of 125 inmates.

PRCS inmates become eligible for early release as soon as they are sentenced. In 2012, PRCS inmates accounted for 446, or 6.4%, of all federal releases.

Figure 3.4 shows the increasing impact of PRCS bookings on the daily headcount in 2012.

### 2012 Monthly 3455 PC In-Custody Averages

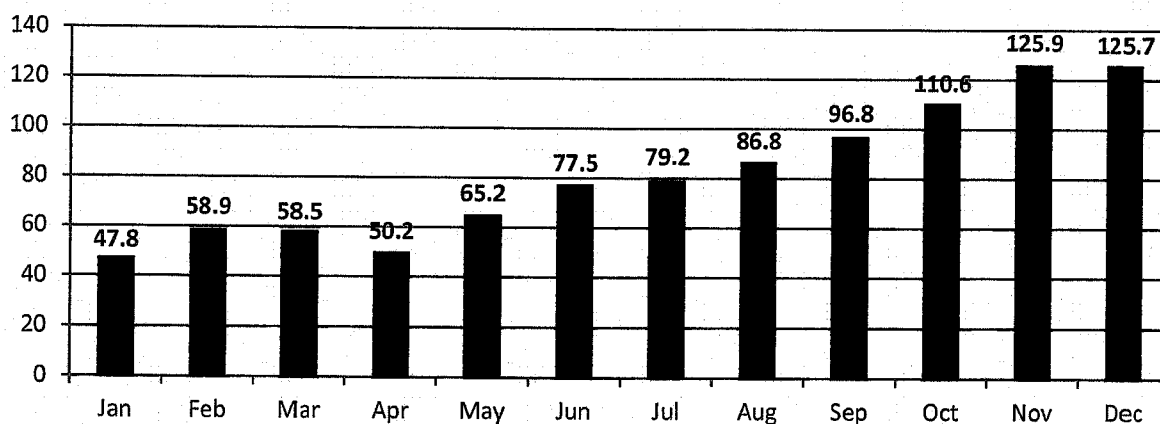


Figure 3.4

### 3056 PC/ Parole Hold:<sup>14</sup>

3056 PC refers to California Penal Code section 3056, otherwise referred to as a Parole Hold. Under public safety realignment, this penal code was altered to require inmates incarcerated for a parole violation to spend their sentence in a county jail rather than a state prison facility.

In 2012, 3,192 inmates were booked into county jails for Parole Hold violations. Parole violators accounted for the highest number of realignment bookings per month, at an average of 266. Though their average sentence was 114 days, the ALOS was 31 days. Approximately 5.7% of all bookings were for 3056 PC violations only. They comprised an average of 28% of in-custody realignment inmates and represented 6.7% of the ADP (Refer to Figures 3.1 and 3.2).

Parole violators are prime candidates for early release. This is because they are typically in custody for technical violations and not for additional criminal conduct. Once they are released,

<sup>14</sup> HMU 2012 AB109 statistical data

they are returned back to the supervision of State Parole, unlike post-arraignment or non-1170(h) PC early releases, who are released without supervision. In 2012, 1,468 Parole Hold inmates were released early due to jail overcrowding. Parole Hold inmates accounted for 21% of all early releases during this period.

HMU forecasts the ALOS and ADP of Parole Hold violators will drop slightly in 2013. This will be due to early releases and the decreasing number of inmates under the supervision of State Parole. According to reports taken from CDCR’s public database, the number of active parolees dropped from 126,390 on October 5, 2011, to 73,620 on September 17, 2012.

Although the ADP of Parole violators remained consistent, July 2012 saw a relatively dramatic decrease in the monthly average (Figure 3.5).

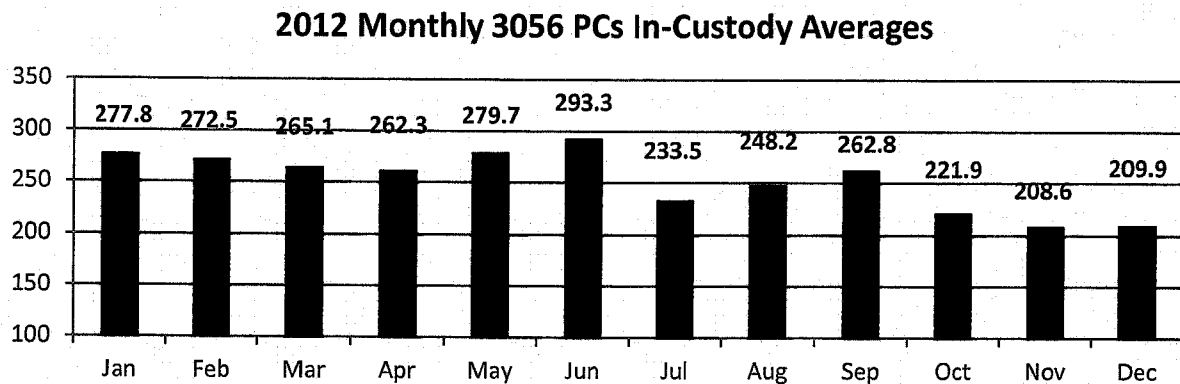


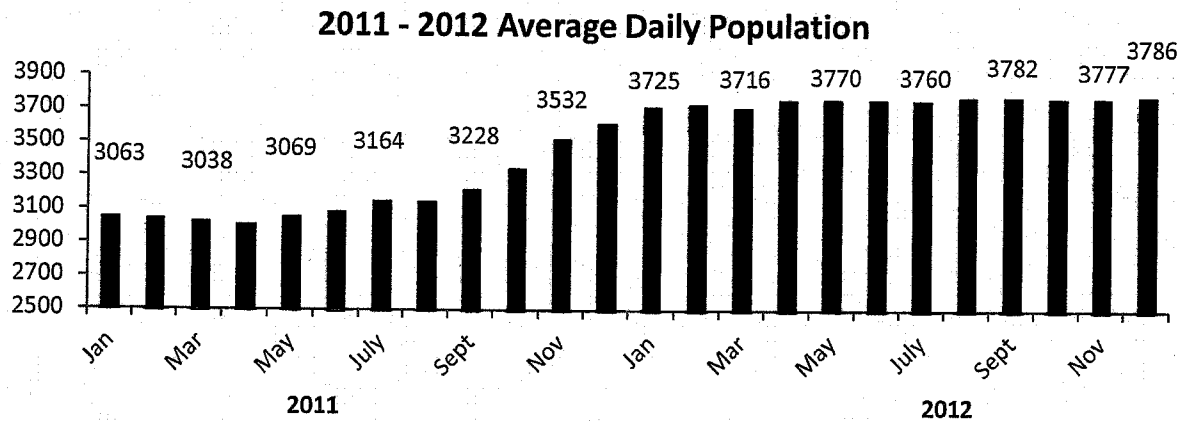
Figure 3.5

**Public Safety Realignment Impact on Headcount**

In 2012, after implementation of the public safety realignment, Riverside County jails processed 6,477 realignment-related inmates into County custody.<sup>15</sup> Almost immediately upon enactment of realignment, the jails saw a significant impact in the daily headcount. In 2011, the ADP was 3,200 inmates.<sup>16</sup> However, in 2012 the ADP increased to 3,762 inmates. If the County had not been forced to utilize early release mechanisms to alleviate overcrowding, the ADP would have been an estimated 4,590 inmates. In 2012, realignment inmates accounted for 24% of the ADP. Figure 3.6 illustrates the ADP for each month of 2011 and 2012.

<sup>15</sup> HMU 2012 AB109 statistical data

<sup>16</sup> JIMS headcount reporting data



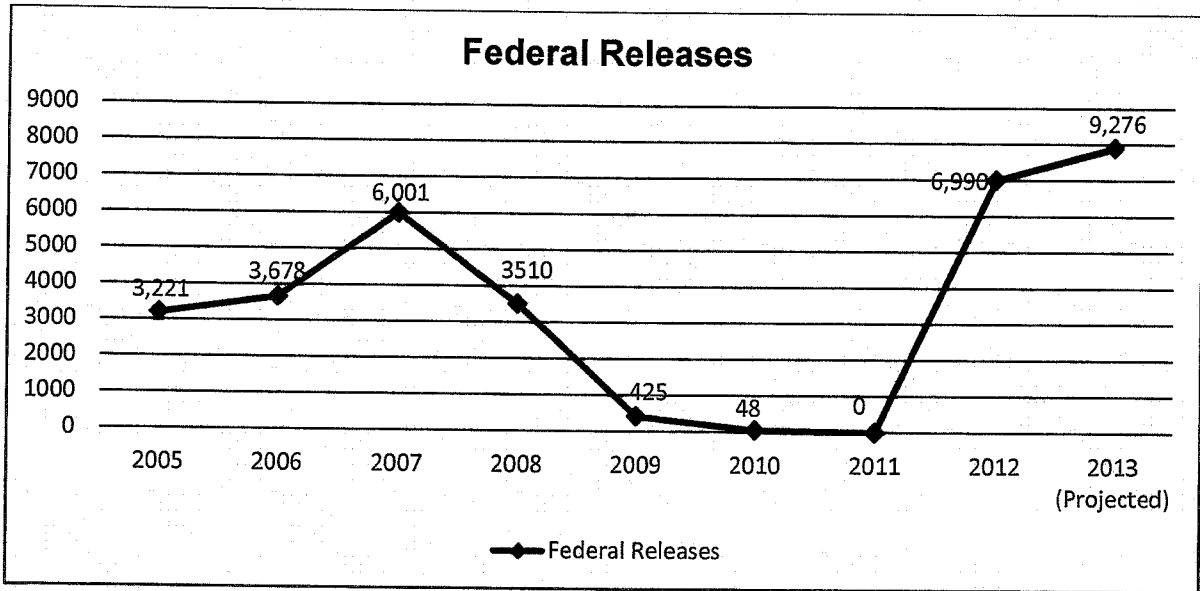
**Figure 3.6**

These figures were obtained from monthly Jail Information Management System (JIMS) reports. JIMS is the Sheriff Department’s in-house computer system used to track and report inmate activity and statistical information. JIMS information is obtained from booking records at each facility. These statistics are reported monthly and quarterly to the Board of State and Community Corrections (BSCC).

Typically, approximately 10% of jail beds remain unoccupied in order to provide for movement of inmates due to housing and inmate classification requirements. Many inmates are difficult to house with other inmates because of their specific criminal or behavioral characteristics. Throughout 2010 and the first several months of 2011, the ADP stayed below 90%, with the lowest month dipping to 78%. Immediately upon enactment of the realignment in October 2011, the ADP moved to 90% capacity. Within two months, the population grew to 95% capacity, and shortly thereafter reached 97% capacity

Due to Federal Court Order SA-CV-93808 AHS (RWRx), Riverside County must provide a hard bed for every inmate in custody. In order to achieve this, we must initiate early release mechanisms when necessary. The court order states early releases can be initiated whenever headcount exceeds 90% of capacity. Due to the efficiency of new dayroom layouts and the expanded use of portable beds, the County has typically been able to stave off early releases until headcount equals 97% capacity.

In January 2012, due to the impact of realignment inmates consuming roughly 25% of the available jail space, the Riverside County Sheriff’s Department began releasing inmates early again.

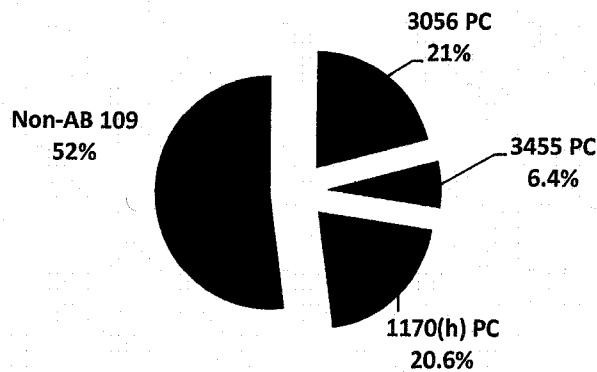


**Figure 3.7**

Figure 3.7 identifies in 2012, 6,990 inmates were released early. This was an all-time high for the Department. In 2013, due to the significant impact of realignment, over 9,200 inmates may be released early.<sup>17</sup>

Figure 3.8 demonstrates an additional breakdown of inmates released early and indicates that in 2012, realignment inmates accounted for 48% of early releases.

### 2012 Federal Release Breakdown



**Figure 3.8**

<sup>17</sup> HMU AB109 statistical data and projections



### ***Public Safety Realignment Impact on Average Length of Stay***

The Riverside County Sheriff's Department uses the formula  $ADP \times 365$  (days in a year) / Admissions (ADM) to calculate the ALOS for the inmate population. In 2011, the ALOS for all inmates in custody was 31.2 days.<sup>18</sup> During this period, the jail system was in a stasis in which the Department had available jail beds, the ADP was below 90% of maximum capacity, and there were no early releases. This meant all inmates in custody were able to serve the full percentage of time owed. Since the enactment of public safety realignment laws, the ALOS has significantly increased to 74.9 days. The ALOS for the average County inmate has more than doubled. ALOS has a significant impact on jail beds and future needs. ALOS and its use in determining future jail bed needs will be further discussed in Section 4 titled *Current Inmate Population*.

### ***Other Effects of Public Safety Realignment Implementation***

The effects of realignment are not limited to headcount, bed space, and early releases. Other areas affected by the implementation of the realignment include transportation, medical and mental health services, programs, to include alternative sentencing and release opportunities, and daily jail functions affected by contraband secreted into the jail via these inmates.

#### ***Transportation***

Due to realignment, additional inmates have required transportation, for court and non-court purposes, such as those attending 3056 PC violation hearings, probation court hearings, and medical appointments. These inmates are often housed away from the facility responsible for the hearing or appointment due to limited housing options. Transportation staff are not only responsible for transporting these individuals around the county, but must also staff court holding areas.

The increased burden realignment inmates have placed upon the transportation unit is significant. Previous bus routes and schedules were designed to maximize movement while decreasing costs. With the increase in inmates, the buses are frequently at full capacity, requiring additional vehicles to transport inmates amongst the facilities, courts, and medical clinics. Not only has this increased costs and inefficiencies in the transportation unit, but it has also increased the need for additional staff and required the use of overtime.

Since realignment, additional scheduled bus itineraries have been added to the bus routes to accommodate for the increased number of inmates; however, staffing and cost inefficiencies are still a concern.

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<sup>18</sup> 2011 Corrections Activity Report

## ***Medical and Mental Health Services***

It has been well established via many public and private sector research articles that today's inmate population shows increasing habits of substance abuse, seems to be in poorer health, and is more in need of comprehensive and preventative medical and mental health care than in the past.<sup>19</sup> The impact of realignment has intensified the need for additional medical staff and services due to a surge in the inmate population, longer periods of incarceration, and increased patient acuity.

In an attempt to provide greater oversight of the inmate population's health needs and services, the Sheriff's Department has implemented steps to ensure inmates requesting care receive it in a timely manner. The Sheriff's Department has designated a Lieutenant to serve as the Riverside County Sheriff's Department Healthcare Services Manager, to oversee the delivery of jail health care services provided by Riverside County Detention Health Services (DHS) and Riverside County Mental Health Detention Services (MHDS) departments. This Lieutenant, or Healthcare Services Manager, reports directly to the Corrections Operation Division Chief and serves as a liaison between the Sheriff's Department, DHS, and MHDS. Additionally, each of the five correctional facilities have designated a Lieutenant to serve as the facility-specific liaison. These liaisons act as points of contact to resolve facility-specific issues that affect their respective facilities. These liaisons are responsible for keeping the Healthcare Services Manager informed of any issues that may affect their facilities or other facilities.

In 2011, the Sheriff's Department moved inmate medical request information into its Jail Information Management System (JIMS) in order to provide better tracking. Medical staff are expected to respond to routine requests for medical care within five days of receiving a request slip. A list of requests pending for five days or more is generated each morning at each of the five correctional facilities. The facility Lieutenant acting as a liaison to the medical staff reviews these lists daily to ensure the inmate population receives adequate medical care. The Lieutenant works with DHS in order to resolve any noted issues.

The Sheriff's Department, DHS, and MHDS are making strides in managing the burgeoning inmate population caused by the impacts of realignment. However, now that inmates are remaining in County custody for longer periods, and show greater need for services, dental, optometry, clinical, and specialty care issues will need to be further assessed for possible staff increases.

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<sup>19</sup> [www.ncbi.nlm.nih.gov](http://www.ncbi.nlm.nih.gov), June 18, 2013

### ***Programs including Alternative Sentencing and Release Functions***

As with all other areas of the Corrections Division since the implementation of realignment, significant growth and flexibility have been required of the staff responsible for running the Programs and Alternative Sentencing programs. Because of the profound effects of realignment, the Riverside County Sheriff's Department created the Coordinated Custody Management Unit (CCMU). The CCMU is responsible for oversight of the Headcount Management Unit, the Riverside Alternative Sentencing Program (RASP), and the Sheriff's Inmate Training and Education Bureau (SITE-B). These coordinated programs have provided the foundation for how the Sheriff's Department manages its realigned and traditional populations.

The CCMU has been responsible for the implementation of the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) risk assessment tool. The COMPAS risk assessment tool allows the CCMU to assess, place, supervise, and provide rehabilitative programming to the inmate population. Use of this tool is aimed at reducing recidivism rates within the offender community.

In order to provide an outlet for overcrowding caused by the influx of realignment inmates, the CCMU-RASP has created and implemented several new alternative sentencing programs to include expanded secured electronic monitoring services. To provide for treatment and rehabilitative needs, SITE-B has also created new programmatic and therapeutic opportunities for this population. In addition, the Department as a whole has collaborated with the Riverside County Probation Department to bring a higher level of service and rehabilitative opportunities to the offender population. These services and programs will be discussed in depth in Section 6, titled *Program Needs*.

### ***Drugs and Contraband***

While the Department does not currently have statistical data regarding the introduction of drugs and contraband into the correctional facilities, the Gang Intelligence Unit has received increasing confidential information that many offenders booked in for 3056 PC, 3454 PC, and 3455 PC frequently and purposely smuggle drugs and other contraband secreted on their person into the facilities. This offender population is very aware they will be in custody for a very short period and often purposely commit minor violations in order to be brought into the facilities for smuggling purposes. This activity is dangerous to the inmate population, as well as the jail staff.

The Sheriff's Department currently has one Sheriff's K-9 and handler assigned full-time to Corrections to assist with searches of housing units, storage areas, inmate work locations, and incoming inmate mail. However, the rate of introduction is such that the single K-9 and handler team is not able to keep up. As a result, staff time concentrating on these issues has increased

in order to hold the line against the introduction of dangerous materials into the jails. More resources are needed in the immediate future.

The Gang Intelligence Unit (GIU) makes every effort to gain information as to what offenders are smuggling drugs and contraband into the facilities, but with nearly 6,500 realignment offenders booked into County facilities in 2012, and another 1,500 as of March 2013, it is difficult for the GIU to prevent every occurrence.<sup>20</sup> More often than not, the intelligence is obtained after the drugs have made it into the facility and have already been consumed.

This, of course, directly affects medical and mental health treatment within the facilities, in addition to safety and security concerns.

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<sup>20</sup> HMU AB109 Statistical Data, March 27, 2013

## Section 4

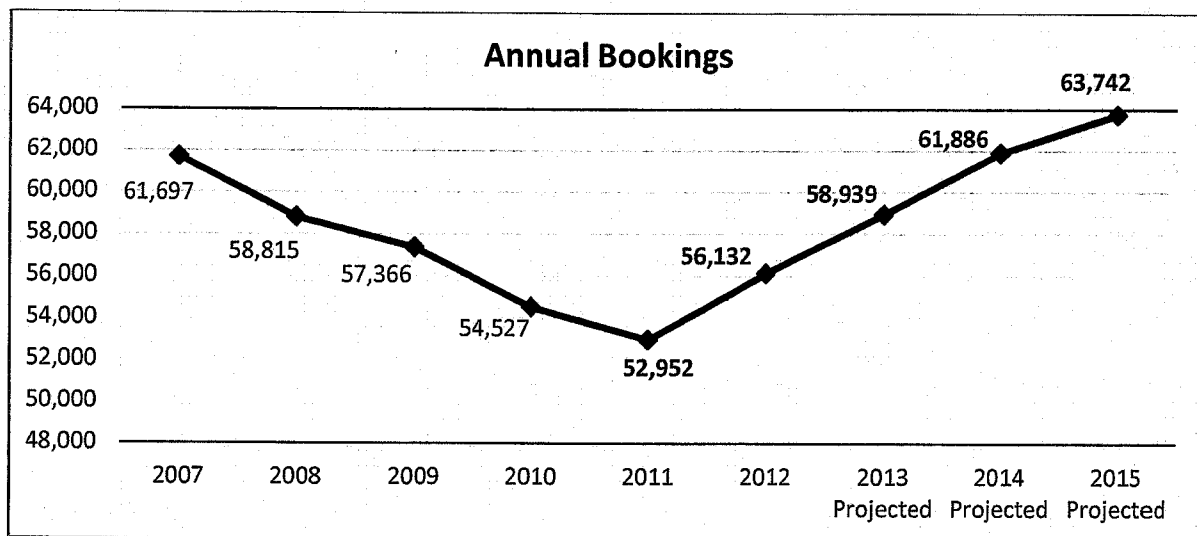
### Current Inmate Population

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The population of Riverside County is growing rapidly.<sup>21</sup> Because of this increase in population, coupled with the demands public safety realignment has placed on county bed space, the demand for jail facilities continues to grow.

In 2012, 6,477 inmates were booked into the county jails under realignment laws. These inmates accounted for 24.3% of the inmate population.<sup>22</sup> From implementation of realignment through March 1, 2013, these numbers reached over 8,000 inmates booked in under realignment.

The booking trends for individuals placed into custody in Riverside County for the period of 2007 through 2012, and booking projections through 2015, are shown in Figure 4.1.<sup>23</sup> The number of bookings is projected to increase by approximately 5% yearly through 2014, and 3% in 2015, based on population increases, increases in crime rates in Riverside County, and realignment effects.<sup>24</sup> From 2011 – 2012 there was a 6% increase in bookings.



**Figure 4.1**

<sup>21</sup> California Department of Finance, January 2013

<sup>22</sup> HMU 2012 AB109 statistical data

<sup>23</sup> Corrections Activity Reports 2007 - 2012

<sup>24</sup> HMU Crime Analyst data reporting DOJ CJSC statistics

Figure 4.2 illustrates rising crime rates within Riverside County. Violent crime was up .2% from 2010 to 2011, while property crimes were up by 7.1% during the same period. As crime rates continue to increase, bookings will in turn increase. Crime rates for 2012 have not been officially released as of yet, but preliminary reports within the unincorporated areas of Riverside County show a significant increase in both violent and property crimes of 6.5% and 7.9% respectively.<sup>25</sup> It is expected these rates will continue to significantly increase as realignment offenders continue to be released in high numbers due to jail bed shortages within the County.

Crimes 2008-2011 <sup>26</sup>							
	2008	2009	Change 2008-2009	2010	Change 2009-2010	2011	Change 2010-2011
<b>Violent Crimes</b>	<b>8,324</b>	<b>7,284</b>	<b>-12.5%</b>	<b>6,605</b>	<b>-9.3%</b>	<b>6,621</b>	<b>0.2%</b>
Homicide	90	91	1.1%	87	-4.4%	79	-9.2%
Forcible Rape	501	424	-15.4%	374	-11.8%	308	-17.6%
Robbery	2,829	2,602	-8.0%	2,152	-17.3%	2,109	-2.0%
Aggravated Assault	4,904	4,167	-15.0%	3,992	-4.2%	4,125	3.3%
<b>Property Crimes</b>	<b>67,428</b>	<b>61,084</b>	<b>-9.4%</b>	<b>59,042</b>	<b>-3.3%</b>	<b>63,242</b>	<b>7.1%</b>
Burglary	18,319	17,308	-5.5%	16,819	-2.8%	18,275	8.7%
Vehicle Theft	10,030	8,641	-13.8%	8,228	-4.8%	8,249	0.3%
Larceny Theft	39,079	35,135	-10.1%	33,995	-3.2%	36,718	8.0%
<b>Arson</b>	<b>343</b>	<b>283</b>	<b>-17.5%</b>	<b>246</b>	<b>-13.1%</b>	<b>186</b>	<b>-24.4%</b>
<b>Population</b>	<b>2,106,328</b>	<b>2,127,612</b>		<b>2,161,163</b>		<b>2,226,552</b>	

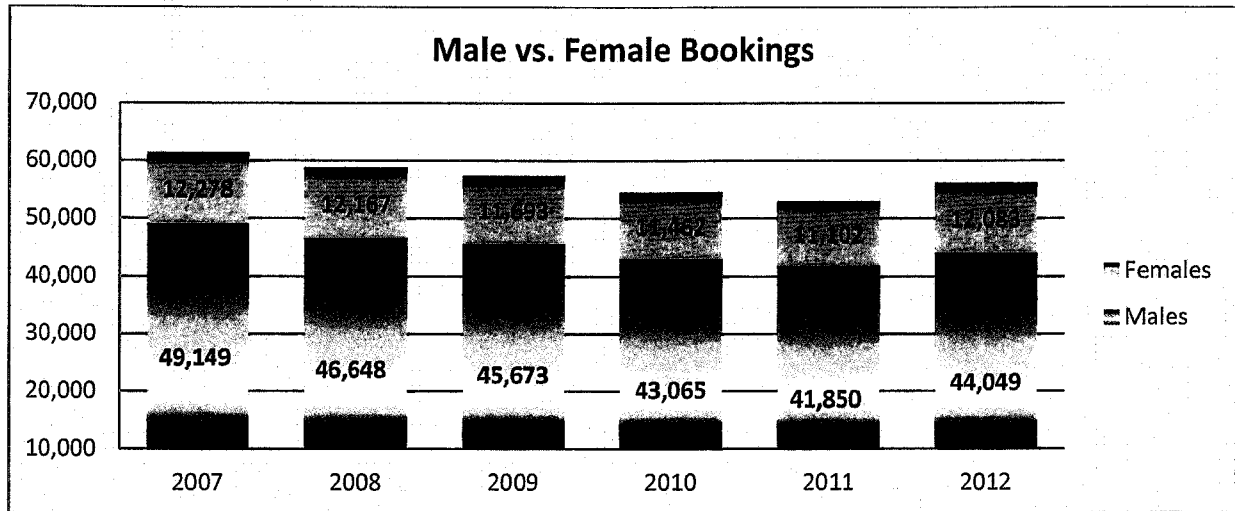
**Figure 4.2**

Figure 4.3 identifies male and female bookings from 2007 – 2012. Between 2007 and 2011, male bookings dropped by 15%, while female bookings dropped 10%. From 2011 - 2012, as crime rates began to slowly rise and realignment began to affect the county jail population, male bookings rose 5% and female bookings rose by 9%.<sup>27</sup>

<sup>25</sup> Riverside County Sheriff's Department Crime Analyst Unit reporting preliminary 2012 Records Management System crime data

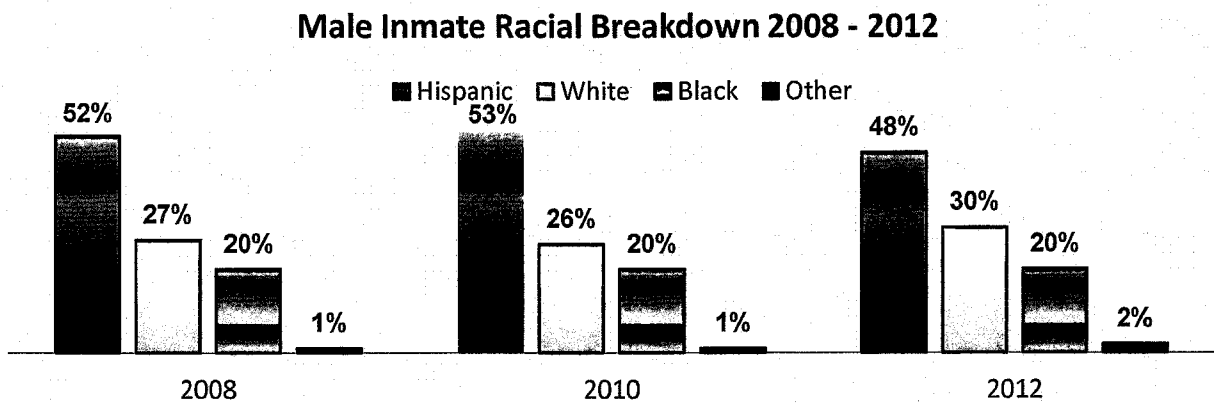
<sup>26</sup> HMU Crime Analyst data reporting DOJ CJSC statistics

<sup>27</sup> Corrections Activity Reports 2007 - 2012



**Figure 4.3**

The racial breakdown of inmates within the five jails has changed slightly over the past few years. Since 2010, both White males and White females have represented a 4% and 6% in-custody increase, respectively. Hispanic males have shown a 7% decrease, while Black females have shown a 6% decrease in in-custody representation.<sup>28</sup> These figures coincide with State prison demographic reports that also show an increase in the overall White population and a corresponding decrease in the Black and Hispanic inmate populations.<sup>29</sup> Figures 4.4a and 4.4b are averages broken down by race and separated by male and female inmate population totals for all five jails, from 2008 through 2012.

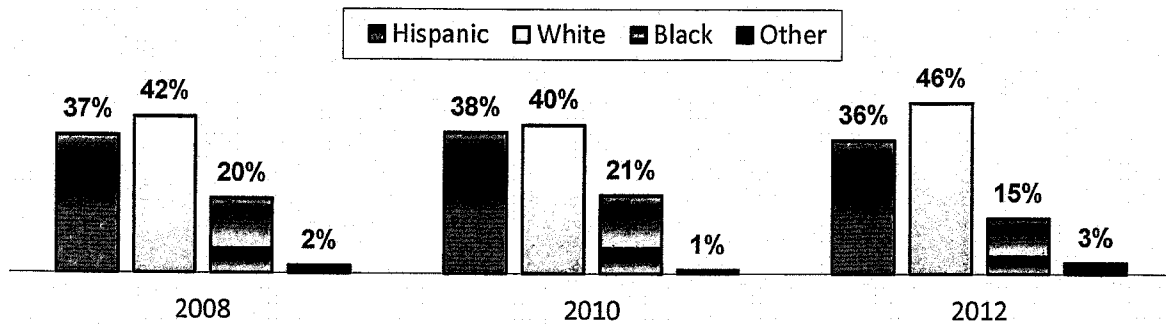


**Figure 4.4a**

<sup>28</sup> Corrections Activity reports 2008 - 2012

<sup>29</sup> CDCR Demographics Reports, 2013

### Female Inmate Race Breakdown 2008 to 2012



**Figure 4.4b**

According to HMU records and statistics, in 2012, on average, 95% of the inmate population was held for felony charges. Thus far, this trend has continued into 2013 and is expected to remain relatively consistent through 2014.

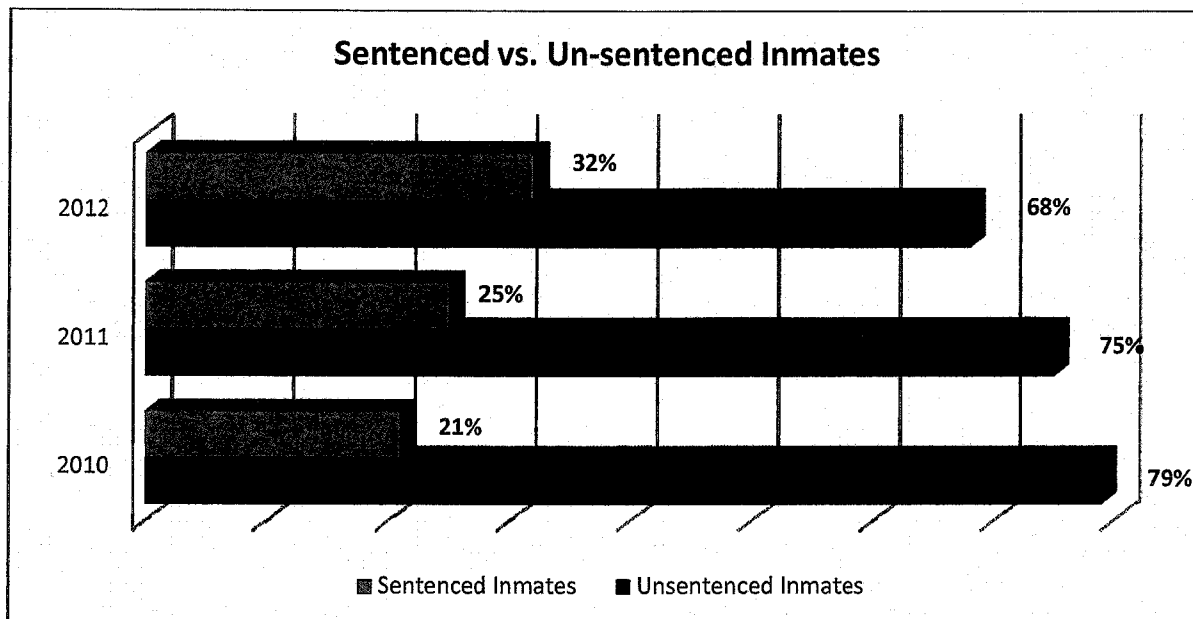
In February 2013, the Data Analysis Unit of the California Department of Corrections and Rehabilitation (CDCR) published the CDCR 2012 Census Report showing, in 2012, 9,506 Riverside County offenders were incarcerated within State Prisons. Riverside County was fourth in the State in regards to state prison commitments.<sup>30</sup>

The number of sentenced versus un-sentenced inmates within Riverside County jails has shown a shift. Figure 4.5 shows in 2010, just 21% of the inmate population were sentenced. In 2012, with the influx of realignment inmates, the sentenced jail population grew to 32%.<sup>31</sup> This shift is despite the fact that many sentenced inmates meet the criteria for early releases and many more are offered alternative sentencing programs. This trend toward a higher sentenced population is expected to continue due to realignment and a new GPS ankle bracelet-monitoring program that has recently been approved for the un-sentenced, post-arraignment population. The GPS ankle bracelet monitoring system will be further discussed in Section 6 of this report, titled *Programs*.

<sup>30</sup> CDCR Offender Information Services Branch, *Prison Census Data as of December 31, 2012*, [www.cdcr.ca.gov](http://www.cdcr.ca.gov), February 2013

<sup>31</sup> HMU statistical data, 2012





**Figure 4.5**

The percentage of felons in custody, the filtering of misdemeanor crimes, and the addition of realignment inmates, several of whom are sentenced to multiple years in County custody, has had an impact on the jails. The general nature of inmates in Riverside County jails has become more criminally sophisticated. Classification levels have been redefined in order to deal with these individuals, while also allowing realignment inmates to participate in programs. (Inmate programs will be further discussed in Section 6). According to several published Department of Justice reports, today's inmate is entering the justice system in poorer health, more mentally ill, and more prone to violence and substance abuse than was previously realized decades before.<sup>32</sup>

All of these factors combined have placed increased pressure on the classification staff to find suitable housing for inmates, which makes double and single occupancy cells more desirable. Since the jails have been typically operating at over 90% of their capacity, options are seriously limited.

These limitations make it difficult to maintain proper separation of inmates based upon classification. If incompatible inmates are forced to live in the same housing unit, it could lead to an increase in assaults or other disruptive behavior. Limited housing options have created daily inmate management problems. The expansion of the Larry D. Smith Correctional Facility in 2010 helped mitigate these issues; however, with the influx of realignment inmates in the latter portion of 2011, and throughout 2012, classification officers have been forced to transfer

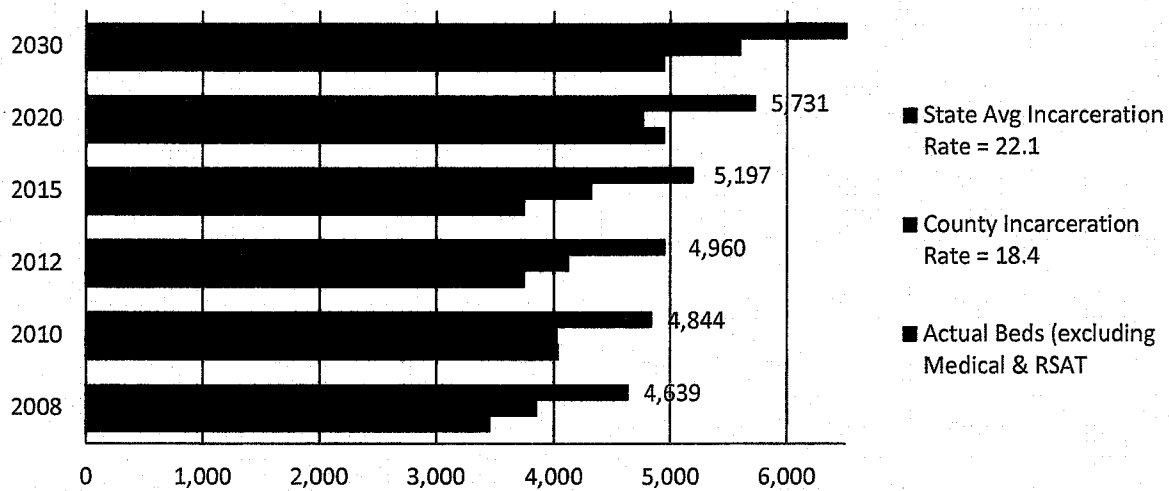
<sup>32</sup> [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov), June 18, 2013

inmates to other jail facilities in order to prevent assaults within the jail system. This typically is not an ideal practice as it gives inmates an opportunity to facilitate escapes, introduce contraband into the facilities, and prevents the provision of programmatic opportunities for some inmates. These issues can be mitigated by additional bed space.

Limited bed space has also altered the inmate custody levels permitted to work within facility cleaning details, kitchen, and laundry assignments. Previously, inmates with even remotely violent charges were not permitted to work within these assignments. However, at this time, due to limited bed space and record numbers of early releases, the Corrections facilities within Riverside County are forced to consider and use the services of inmates with violent charges and greater criminal sophistication than previously considered.

Prior to public safety realignment, future bed needs could be determined based on incarceration rates and by calculating the average length of stay (ALOS) of inmates in custody. Figure 4.6 outlines future bed needs based on County and State incarceration rates, multiplied by current and projected population figures obtained from the California Department of Finance.<sup>33</sup> These rates, however, do not provide for the future bed needs based on the public safety realignment impact.

### Future Bed Needs Based on Incarceration Rates



**Figure 4.6**

As previously discussed in Section 3 *Public Safety Realignment Impact*, the ALOS for all inmates in custody from January 1, 2011 to December 31, 2011 was 31.2 days.<sup>34</sup> During this period of

<sup>33</sup> BSCC Legislative Report, State and Local Incarceration Rates, 2008

<sup>34</sup> JIMS Average Length of Stay Report, February 2013

stasis within the Corrections Division, the Department had available jail beds, the average daily headcount was typically below 90% of maximum capacity, and there were no early releases. This meant all inmates in custody were able to serve the full percentage of time owed. In order to determine the effect of the Public Safety Realignment on the ALOS in 2012, statistical data from 2012 was analyzed and divided into four inmate population categories: Un-sentenced inmates, Sentenced inmates (Non-Realignment), 1170(h) PC Sentenced inmates, and all other Realignment-related inmates (3056 PC, 3454 PC, 3455 PC).

Each inmate category was evaluated independently to determine the average daily population (ADP) and admissions (ADM) for 2012. Due to record numbers of inmates released pursuant to the Federal Court Order, these inmate populations were evaluated using the full time they *would have* been incarcerated, had early releases not been necessary. Once this data was compiled, the information was used to determine the ALOS for each category of inmate by means of the formula  $ADP \times 365 \text{ (days in a year)} / ADM = ALOS$ . This formula determined the weighted ALOS for each category of inmate was as follows:

- Un-sentenced inmates- ALOS of 19.0 days
- Sentenced inmates (Non-Realignment)- ALOS of 46.5 days
- 1170 PC Sentenced inmates- ALOS of 179.8 days
- All other Realignment inmates- ALOS of 54.2 days

These weighted averages resulted in a final 2012 ALOS of 74.9 days. In determining future jail bed needs, it is important to understand the significance of the ALOS. The formula used to forecast future jail bed needs is determined by using the estimated arrests based on the population multiplied by the ALOS. That number signifies an anticipated ADP, or in other words, the number of jail beds necessary to incarcerate the anticipated inmate population. Finally, actual current available jail beds are subtracted from the forecasted ADP, providing the true number of beds needed to incarcerate the anticipated inmate population without resorting to early releases.

Based on the above information, Figure 4.7 shows the calculation of projected bed needs based on population rates, booking statistics, and the ALOS of 74.9 days.

## Jail Bed Needs

ADP= (ADM x ALOS) / 365  
 ADM= Admissions (Bookings)

ADP= Average Daily Population  
 ALOS= Average Length of Stay

Year	Population 18 – 65 yr. olds*	Anticipated bookings based on population (1)	Actual Bookings	ADP based on ALOS (2)	Total current available beds (3)	Total Beds Needed
2011	1,338,846	---	52,952	4,526	3,754	772
2012	1,358,134	---	56,132	11,519	3,754	7,765
2015	1,435,749	60,014		12,315	3,754	8,561
2020	1,585,247	66,263		13,598	4,970	8,628
2025	1,700,875	71,097		14,589	4,970	9,618
2030	1,792,244	74,916		15,373	4,970	10,403
2040	2,006,934	83,890		17,215	4,970	12,245
2050	2,235,527	93,445		19,175	4,970	14,205

- 1- Anticipated arrests = 5-year average bookings per capita from 2008 through 2012 = 41.8 bookings per 1,000 population.
- 2- ALOS in 2011 was 31.2 days. From 2012 forward, due to realignment impact on sentencing, ALOS is calculated at 74.9 days.
- 3- Available beds include general-use beds. Total does not include temporary or special-use beds (Medical or RSAT beds).

\*Actual population and population estimates derived from California Department of Finance published population projections dated January 2013.

### Figure 4.7

Based on this data, the Corrections Division is in immediate need of 7,765 new jail beds. Using the anticipated increase in bookings due to the projected population increases, in 2015, the Corrections Division will be in need of 8,561 beds. The East County Detention Center (ECDC) should be completed in 2016, but in 2020, even with ECDC open, the Corrections Division will still be in need of a projected 8,628 beds.

The projected bed needs are staggering when considering the cost and time needed to build new jail beds. The Sheriff's Department has developed short, mid and long-term bed goals as a conservative target to add beds to the overall system. The Department hopes the increase in alternative sentencing options and recidivism-targeted programming will help supplement the jail bed needs.

Those goals are as follows:

Short Term (2013 – 2018) = 4,000 additional beds needed

Mid Term (2018 – 2023) = 3,000 additional beds needed

Long Term (2023 – 2028) = 3,000 additional beds needed

TOTAL BY 2028 = 10,000 additional beds needed

The above listed additional beds would meet the Sheriff's Department 2030 System Capacity Needs of approximately 14,000 beds.

Attachment A provides a Basic Jail Needs Overview outlining the basic strategy to calculate jail beds needs and the correlation of population and average length of stay.

## SECTION 5

### THE CLASSIFICATION SYSTEM

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Upon booking into any Riverside County jail, inmates are interviewed by trained classification officers to determine the most appropriate housing unit assignment. Inmates are sorted into varying classification designations and custody levels designed to enhance the safety and security of the inmates, staff, and jail facilities.

#### ***Classification Criteria for Housing***

Shortly after the initial booking process is completed, the classification officer conducts an interview of the inmate in order to determine their custody level, classification designation, and their desire and/or ability to participate in available facility programs.

A Departmental standardized classification questionnaire is used by each facility to document the information obtained in the classification interview. Once the interview is completed, the questionnaire is placed in the inmate's permanent booking file.

Every inmate assigned a housing location in any of the five County facilities is assigned a classification designation and custody level based on current charges, criminal history and sophistication, age, sex, medical conditions, and tendency for aggressive behavior. These factors are included and expanded upon in the following four categories:

- |  |  |
|--|--|
| <b><i>Risk Assessment</i></b>            | Identifies personal characteristics, history, affiliations, and circumstances that may present a potential safety and/or security risk.  |
| <b><i>Custody Level</i></b>              | Identifies the degree of precaution required in managing the inmate, the freedom of movement allowed, and levels of restriction, supervision, and control.   |
| <b><i>Classification Designation</i></b> | Identifies housing requirements, particularly special housing arrangements based upon the severity and nature of risk assessment criteria or other legal custody requirements.   |
| <b><i>Judicial Status</i></b>            | Identifies various categories and level of judicial status (sentenced, pre-sentenced, state prison commitment, civil commitment) that will affect risk assessments, housing assignments, and overall management of the inmate. |

Classification or segregation of inmates is not based on race, color, creed, or national origin. Disabled inmates are housed in a manner that best provides for their safety, security, and participation in available facility programs and activities, while providing maximum integration with the general population.

### ***Classification Designations***

- General Population
- Protective Custody
- Administrative Segregation
- Civil

Classification designations are used to identify the classification status of each inmate in custody. Classification officers are responsible for updating classification information as new information is obtained and decisions are made. Classification designations do not necessarily identify the inmate's housing location, only their classification status. Once an inmate has been given a classification designation, they are assigned to the most appropriate housing unit available to provide for their safety and security, as well as the safety and security of other inmates, the staff, and the facility as a whole.

### ***Reclassification***

Reclassification evaluations may occur at the request of the individual inmate or any jail staff. Inmates sentenced to more than 60 days in custody are permitted to request a review of their classification no more than once every 30 days. All inmates assigned to administrative segregation are automatically reviewed at least once every 30 days. Classification officers are responsible for conducting the classification review and informing the inmate why they have been placed in administrative segregation. If the inmate is opposed to placement in administrative segregation, they may request, in writing, an informal review of their classification status. An assigned classification officer will conduct this review within 72 hours of receipt of the request. Once the review has been conducted, the staff member will inform the inmate the outcome of the review.

### ***Federal Court Order***

The Riverside County Sheriff's Department is under Federal Court Order SA-CV-93808 AHS (RWRx) to eliminate overcrowding. The court order was a result of several lawsuits filed by inmates at a time when many of the housing units were holding significantly more inmates than the design intended. The court order mandates that inmates cannot be housed in any area of the jail if they are not provided a bed and a mattress. Pursuant to the order, criteria have been established in the event the inmate population exceeds capacity.

In 2007, in response to severe overcrowding resulting in over 6,000 inmates being released early pursuant to the Federal Court Order, the Riverside County Sheriff's Department formed

the Headcount Management Unit (HMU). The HMU was created to better manage the headcount of all five facilities, by tracking the countywide and facility specific headcount daily. HMU has worked closely with each facility to maximize the effective use of available beds, including the use of temporary portable beds when necessary. This has incorporated reconfiguring dayroom classifications for several dayrooms to properly accommodate prevailing classifications, whether that is general population or protective custody. HMU also coordinates the transfer of inmates between facilities and identifies those inmates eligible for early release pursuant to the Federal Court Order. HMU continues to be the primary unit responsible for developing solutions to maintain a manageable headcount level.

When HMU staff are unable to prevent overcrowding through transfers, alternatives to custody, or other means, they immediately notify their chain-of-command that inmates may have to be released early pursuant to the Federal Court Order.

Public safety realignment has raised the county's headcount to a level that requires early releases. HMU performs the work necessary to establish a list of inmates who may qualify for early release. This process includes a background check that comprises a review of the inmate's CII, classification notes, and court minutes. Once a final list is established, the Chief Deputy reviews each inmate on a case-by-case basis and provides the final approval for the inmate's early release. All inmates are considered for release to alternative sentencing programs prior to Federal Release.

#### ***Coordinated Custody Management Unit***

In 2011, as a precursor to public safety realignment, the Coordinated Custody Management unit (CCMU) was created. The CCMU placed the HMU, the Riverside Alternative Sentencing Program (RASP), and the Sheriff's Inmate Training and Education Bureau (SITE-B) under one command in order to facilitate the unified approach necessary for handling the impacts of realignment. The CCMU is commanded by a Captain, HMU and RASP are each directed by a Lieutenant, while SITE-B is supervised by an Administrative Manager. These combined entities work hand-in-hand, using the Criminal Offender Management Profiling for Alternative Sanctions (COMPAS) evidence based assessment tool to assess each inmate upon arraignment and identify his or her individual risks and criminogenic needs. Once the COMPAS assessment is completed, HMU determines whether the inmate qualifies for RASP consideration. If the inmate qualifies, their information is sent to RASP for follow-up interviews. RASP makes the final determination for qualification in the alternative to custody programs.

The Department's goal, once more programs space and staff are available, is to eventually forward all inmate information to SITE-B for follow-up programs addressing the individual's specific identified criminogenic needs, or to RASP for consideration for alternative to custody programs dependent upon the individual's needs balanced with the Department's needs. COMPAS, SITE-B, and RASP are discussed in further detail in Section 6 titled *Programs*.



The Riverside County Probation Department has already successfully established use of the COMPAS program. The Sheriff's Department has implemented its use within HMU, RASP, and SITE-B. At this time, the Department plans to expand the COMPAS assessment to include all inmates at the time of booking and possibly in conjunction with the classification interview.

## Section 6

### *Program Needs*

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The Riverside County Sheriff's Department uses a number of programs and guidelines to manage the inmate population within its five adult correctional facilities. Alternatives to custody and early release mechanisms are not new to Riverside County, as many have been used for upwards of thirty years.

Although the Department has expanded its jail capacity in the past few years, the implementation and expansion of release programs has been the primary response to rapid population growth and rising crime rates. In 2012, these factors, coupled with the substantial impact of realignment, increased the number of arrests and bookings, placing significant strain on the system.

Currently, all alternatives to custody and early release programs fall under the umbrella of the Coordinated Custody Management Unit (CCMU). The CCMU was recently developed to harmonize the managements of the Headcount Management Unit (HMU), the Sheriff's Inmate Training and Education Bureau (SITE-B), and the Riverside Alternative Sentencing Program (RASP). The unit is commanded by a Captain, two Lieutenants, and an Administrative Services Manager. The Captain oversees the entire unit; one Lieutenant is responsible for the management of the HMU, while the second Lieutenant manages RASP. SITE-B is supervised by the Administrative Services Manager.

The coordination of these three units has allowed the Sheriff's Department, in conjunction with the local courts and the Riverside County Probation Department, to work hand-in-hand to determine which inmates are best qualified for various program opportunities based on their personal criminogenic needs and behavioral risks. This partnership encourages the joint use of the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) evaluation, a validated risk assessment tool, as well as Day Reporting Centers.

The Riverside County Sheriff's and Probation Departments have begun using COMPAS to assess inmates and probationers to better determine their criminal and behavioral risks. The COMPAS assessment enables these entities to work together to identify areas of individual risk and viable programmatic opportunities to lessen that risk by participation in classes such as anger management, parenting, substance abuse education, criminal and addictive thinking, workforce development, GED, job readiness, and life skills. For those individuals who remain incarcerated, these opportunities are offered through the Sheriff's Inmate Training and Education Bureau

(SITE-B), in conjunction with the Riverside County Office of Education and the Riverside County Mental Health Detention Services.

Upon release, these classes will be offered at Day Reporting Centers (DRC's), managed by the Riverside County Probation Department. The DRC's will be jointly used by multiple entities, such as the Riverside County Mental Health Detention Services, the Economic Development Agency Workforce Development, the Riverside County Office of Education, the Department of Public Social Services (DPSS), and the Riverside County Sheriff's RASP program. In effect, this will provide the offender population a "one stop shop" for probation, mental health, alternative sentencing programs, social services, education, and employment assistance. This collaborative program was created with the purpose of helping eligible offenders transition from incarceration back into the community. The various programs and services available at the DRC's offer its participants access to resources that increase the likelihood for long-term success and self-sufficiency, thereby reducing recidivism.

### ***Alternatives to Custody Programs:***

#### ***Riverside Alternative Sentencing Program (RASP)***

In 2011, the Riverside Alternative Sentencing Program (RASP) was created to bring the Work Release Program (WRP), the Sheriff's Labor Program (SLP), and the Supervised Electronic Confinement Program (SECP) together under one centralized umbrella. This was done in order to use resources more efficiently and streamline the processes of alternative sentencing and release programs. This merger also included coordination with local criminal justice partners such as the Riverside County Courts and the Probation Department.

Currently, potential participants in certain RASP programs must be assessed using the COMPAS evaluation. Once approved for any program under RASP, participants can opt to attend classes at any Riverside County DRC in lieu of work assignments. Additionally, classes at the DRC's are approved for court mandating purposes as well.

RASP programs have experienced exponential growth in order to meet the needs of the growing inmate population. As RASP continues to be used as a primary outlet to overcrowding, in preference to early releases, additional work sites or expansion of existing work sites will need to be addressed.

### ***Work Release Program***

The Work Release Program (WRP) was established in 1983, under Riverside County Board of Supervisor Resolution #83-53, which allowed the Sheriff to create a "work sentence program". WRP is designed to allow all sentenced inmates the opportunity to work at various approved job sites throughout the County, in lieu of incarceration. Program participants typically have sentences ranging from 30-180 days. The Sheriff administers the program, but the court assigns the participants.

Program participants can be sentenced to either misdemeanors or felonies and must adhere to certain terms and conditions. These terms and conditions include that they are able to work eight hours per day, at least one day a week, without compensation. In addition, the participant must be able to pay an administrative fee (based on their ability to pay), have reliable transportation, no open or pending court cases, no record of excessive failures to appear, no excessive DUI or drug charges, and no history of violent crime. The program allows the participant the opportunity to continue to work or attend school while serving their sentence.

### ***Sheriff's Labor Program***

The Sheriff's Labor Program (SLP) was originally created when the Riverside County Sheriff's Department absorbed the Marshal's Department in 1990. It was similar to WRP in that it also assigned participants to work sites, but required a commitment of one day per week. Additionally, the Sheriff administered the program, but the court assigned the participants. The Labor Program's participants usually had court sentences not exceeding 30 days. In late 2012, the Sheriff's Labor Program and Work Release Programs were merged for efficiency.

### ***Supervised Electronic Confinement Program (SECP)***

The Supervised Electronic Confinement Program (SECP) was originally established in 2002, under Riverside County Board of Supervisor Resolution #440-8443. This enabled the Riverside County Sheriff's Department to create an electronic monitoring program as an alternative to WRP. SECP is administered by the Sheriff's Department from the Larry D. Smith Correctional Facility.

SECP allows program participants to serve out their sentence while enabling them to maintain employment or enrollment in school. SECP enrollment is strictly voluntary and participants are required to pay a fee that covers the expense of monitoring their movement and activities. Participants in the program are monitored via satellite readings from a Global Positioning System (GPS) ankle bracelet, or Radio Frequency ankle bracelet (the type of system is dependent on the participant's charges), in addition to compliance checks at their residence.

During compliance checks, the participant is interviewed by a Deputy Sheriff, and their residence is searched to ensure adherence to the tenets of the program.

Participants must agree to specific terms and conditions associated with the program. These terms include that they do not violate any law, serve a specified time of confinement, do not possess or consume alcoholic beverages or illegal drugs, submit to search of their person and property, do not possess any weapons, participate in directed treatment or counseling programs, and abstain from any contact or communication with convicted felons or gang members.

If, during compliance checks, it is found the participant has failed to comply with the terms and conditions of the program, they are either returned to the custody or referred back to the court, and may face additional charges.

In 2012, due to the significant increase in the inmate population caused by the impacts of realignment, SECP was directed to expand its operations to relieve overcrowding and lessen the need to early release inmates. Through this growth, SECP was successfully able to expand its operations to allow inmates who were incarcerated for low-level crimes to serve their sentences in a virtual jail setting, at a minimal cost to the County.

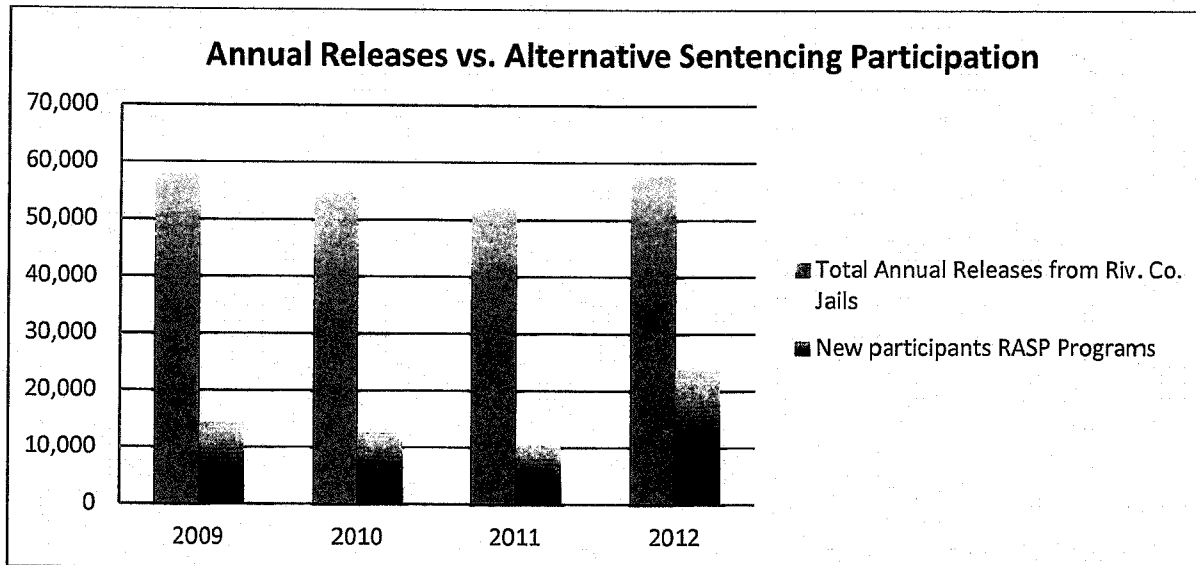
In March 2013, the Board of Supervisors approved the Department's use of SECP to include post-arraignment inmates. In order to determine eligibility, and to maintain consistency with the public safety interests of the community, the inmate is assessed using the COMPAS evaluation. Additionally, the inmate must agree to the same terms and conditions as any other participant in the SECP program, including weekly compliance checks, GPS ankle bracelet monitoring, and payment of associated costs (based on ability to pay).

Without the recent expansions of SECP, the vast majority of these inmates would have been released early with no oversight regarding their activities, and no commitment to refrain from criminal behaviors.

Figure 6.1 illustrates the breakdown of inmate participants in alternative sentencing programs in relation to the total number of releases per year.<sup>35</sup>

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<sup>35</sup> Corrections Activity Reports 2009 - 2012



**Figure 6.1**

In addition to the above programs, the Riverside County Sheriff's Department is continually researching innovative mechanisms to manage future Department needs and growth within the inmate population.

### **Fire Camp**

As of June 2013, Riverside County became the first County to contract with the California Department of Corrections and Rehabilitation (CDCR) to transition certain qualified inmates to CDCR Fire Camps. Fire Camps allow the inmate population to serve out their sentence in service to the community, while learning valuable workforce experience and abilities.

Ultimately, CDCR is responsible for the selection, supervision, care, and discipline of the inmates; however, Cal-FIRE maintains the camp, supervises the work of the inmate fire crews, and is responsible for inmate custody while on daily conservation and community service projects.

CDCR staff accompany inmate fire crews on out-of-county assignments, or on local assignments near residential areas. Inmates are directly supervised 24 hours per day while on work projects and while assigned to emergencies. In addition to fires, some crews have been assigned rescue efforts in local parks, and are also eligible to respond for flood suppression.<sup>36</sup>

<sup>36</sup> CDCR Conservation Camps, 2010

At present, the Sheriff's Department has negotiated a contract with CDCR to send up to 200 inmates to participate in Fire Camp opportunities within Riverside County. Thus far, approximately 30 inmates have qualified and been sent to participate in the program.<sup>37</sup>

### ***County Parole***

The Riverside County Sheriff's Department is working to develop a County Parole program similar to that of other counties. Riverside County Parole will work hand-in-hand with Riverside County Probation Officers to ensure participant compliance. All participants enrolled in County Parole will be required to check-in at Day Reporting Centers, where they can also complete mandatory classes that are prescribed based on their individual needs and risk assessment indicators.

Presently, the Riverside County Sheriff's Department is working with the Riverside County Probation Department, with the end goal of implementing the County Parole program by the end of 2013.

### ***In-Custody Programs:***

The following programs are offered to in-custody inmates in an attempt to reduce recidivism. These programs are supported by grant funds, reimbursement from the state, inmate welfare funds, and Memorandums of Understanding with both the Riverside County Office of Education and Riverside County Probation.

### ***Sheriff's Inmate Training and Education Bureau***

The Sheriff's Inmate and Education Bureau (SITE-B) was designed to establish, assess, develop, implement, deliver, and evaluate inmate programs in regards to their effectiveness in decreasing recidivism. SITE-B coordinates and administers in-custody rehabilitation programs including adult basic education, career technical training, GED preparation and testing, religious and volunteer services, psychotherapeutic programs, and reentry and transitional planning. Career technical training programs are offered in construction, landscape, and printing. Each of these are certificated programs that allow program participants to find suitable jobs upon their release.

All SITE-B in-custody programs are designed and developed for the benefit, education, and welfare of the Riverside County inmate population, and are delivered in collaboration with various other county agencies. These agencies include Mental Health Detention Services, Riverside County Probation, and the Office of Education, due to their specialized expertise and ability to offer services that meet the needs of the inmate population. Through these partnerships, the Sheriff's Department is able to ensure its programs and services meet

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<sup>37</sup> Per Riverside County Sheriff's Department HMU as of June 19, 2013

industry standards, facilitate access to focused programs, and assist with referrals for additional services to ensure greater success as the participants are reintegrated into society.

In its commitment to reducing recidivism by means of identifying criminal needs and risks of the individual inmate, SITE-B has created two intensive treatment programs: RSAT and G.O.A.L.S.

### ***Residential Substance Abuse Treatment Program***

The Residential Substance Abuse Treatment Program (RSAT) is an alternative sentencing program jointly facilitated by the Sheriff's Department, County Mental Health, The Riverside Office of Education, and the Riverside County Probation Department. RSAT was established in 1998, at the Larry D. Smith Correctional Facility, and is partially funded under a grant from the California Governor's Emergency Management Agency (CalEMA).

RSAT is a comprehensive and intensive 120-day treatment program designed to develop the participant's cognitive, behavioral, social, and vocational skills by using evidence based programs and therapeutic methods to redirect the substance abuse and resulting criminal behaviors.

Inmates can be referred or sentenced by the courts to participate in the RSAT program and those inmates who successfully complete the program are eligible for sentence reduction.

Since its inception, over 1,500 inmates have entered the RSAT program.<sup>38</sup> The Riverside County Probation Department tracks recidivism rates for RSAT graduates at 90-day, 12-month, and 15-month intervals. In FY11-12, the Probation Department reported an overall reduction in recidivism rates of 43% for the comparison group, to 27% for RSAT graduates. This variance of 17% has remained consistent since the program's inception, thus indicating that participants completing the RSAT program have a greater probability for success, and are less likely to recidivate than those who do not participate in the program. Since the program's inception, over 1,500 inmates have entered RSAT and a summary of the past five years shows 373 participants who successfully completed the program have not re-offended.

Figure 6.2 illustrates the RSAT success rate in recent years.<sup>39</sup>

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<sup>38</sup> Site-B records

<sup>39</sup> Site-B statistics drawn from Riverside County Probation records



### **RSAT Graduate Recidivism Rates vs. Non-Participant Recidivism Rates**

Reporting Period	RSAT Graduates				Comparison Group (Non Participants)				Variance Recidivism Rate
	Graduated	Successful	Success Rate %	Recidivism Rate %	Non Participants	Successful	Success Rate %	Recidivism Rate %	
<b>Overall Average</b>	<b>n=704</b>	<b>n=527</b>	<b>75%</b>	<b>25%</b>	<b>n=1095</b>	<b>n=525</b>	<b>48%</b>	<b>52%</b>	<b>27%</b>
7/1/11 - 6/30/12	94	69	73%	27%	142	81	57%	43%	16%
7/1/10 - 6/30/11	103	75	73%	27%	188	94	50%	50%	23%
7/1/09 - 6/30/10	103	80	78%	22%	192	90	47%	53%	31%
7/1/08 - 6/30/09	113	82	73%	27%	182	74	41%	59%	32%
7/1/07 - 6/30/08	98	67	70%	30%	107	49	46%	51%	24%
7/1/06 - 6/30/07	91	73	80%	20%	92	43	47%	53%	33%
7/1/05 - 6/30/06	104	81	78%	22%	192	94	49%	51%	29%

**Figure 6.2**

#### ***Guidance and Opportunities to Achieve Lifelong Success***

In April 2012, in response to realignment, SITE-B expanded inmate programs to include the creation of the Guidance and Opportunities to Achieve Lifelong Success (G.O.A.L.S.) program. The G.O.A.L.S. program was established to service the new class of jail inmate created by the realignment, specifically felony offenders serving extended sentences; however, the program is open to all inmates.

G.O.A.L.S. incorporates use of the COMPAS assessment tool and includes mandatory core classes in education, reentry, transition, and overcoming criminal thinking and behaviors. In addition, G.O.A.L.S. participants are regularly involved in intensive group therapy sessions designed to reduce criminal thinking, using many of the same tenets RSAT has successfully used since 1998.

G.O.A.L.S. participants are also able to participate in supplemental courses such as anger management, domestic violence, and parenting. These classes can be started in custody and upon the inmate's transition into society, can be continued at the Day Reporting Centers (DRC's). Additionally, these inmates are offered support services at the DRC's through the following:

- Riverside County Office of Education – Offers the inmate the ability to obtain their diploma, or GED, attend classes on healthy living, receive training in computer labs and job readiness skills
- Economic Development Agency Work Force Development- Offers pre and post-release support in workforce development
- Department of Mental Health – Provides screening, consultations, group therapy and referral for further treatment opportunities including medications
- Veteran Services – Provides in-custody benefits assessments and transition services for veterans
- Tribal - Temporary Assistance for Needy Families (TANF)
- Department of Social Services- Offers assistance in child support, CalWORKS, CalFRESH/SNAP, Medi-Cal, and other general relief
- Spiritual Enrichment – Faith based organizations provide spiritual support based upon participants religious preference

Current restrictions to both the SITE-B programs are inadequate access to the inmates due to facility layouts and limited bed space. Presently, a large number of inmates are released early before SITE-B program counselors can address these inmates' individual needs and risk factors. Additional jail space, built with programs in mind, would greatly benefit the inmate population in that there would be a greater opportunity for SITE-B counselors to address individual needs. Moreover, additional jail space would also keep higher risk inmates in custody, allowing them the opportunity to participate in these programs prior to transitioning to Day Reporting Centers (DRC's) for completion of these courses and access to the supplemental services offered at the DRC's.

### ***Pre-Arrestment Releases by Type:***

The following is an overview of other release options already in place. Some programs take place at the pre-arrestment stage, while others are offered once the inmate's case has been adjudicated. The programs are applied to all inmates equally. The inmate's current charges, criminal history, and COMPAS assessment are primary considerations for eligibility.

### ***Own Recognizance Release***

In 2012, Own Recognizance (O.R.) releases accounted for 2% of Riverside County annual releases.<sup>40</sup> The Riverside County Probation Department interviews all inmates arrested for felony crimes. If the inmate meets certain criteria, they are released from custody with a future court date. The inmate must periodically check in with the Probation Officer until they are seen in court. The requirements for an O.R. release are:

- No more than three prior failures to appear

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<sup>40</sup> Corrections Activity Report 2012

- Cannot be on probation for the same felony charge or have a recent arrest for the same charge
- Cannot be arrested for domestic violence
- Cannot be arrested for terrorist threats
- Must have a permanent address

### ***Misdemeanor Citation Release***

In 2012, Misdemeanor Citation releases accounted for 23% of Riverside County annual releases.<sup>41</sup> Persons arrested for misdemeanor charges, who do not demand to be taken before a magistrate, are eligible for citation release per 853.6 PC (853.9 PC at the request of the arresting officer), except for the following restrictions:

- Cannot be arrested for domestic violence
- Cannot have more than fifteen (15) outstanding warrants
- Cannot be arrested for driving under the influence with a history of three or more convictions
- Cannot be arrested for sexual battery or child molestation charges

These releases are usually conducted shortly after booking to alleviate the need to house an inmate in custody for generally minor charges, and who does not pose an immediate threat to the community.

### ***849(b) (2) PC***

In 2012, 849(b) (2) PC releases accounted for 5% of Riverside County annual releases.<sup>42</sup> Arrestees who are brought in for sobering purposes only may be released pursuant to 849(b) (2) of the Penal Code. In these cases, no further prosecution is sought and the arresting agency must approve this type of release.

### ***Bail/Fine***

In 2012, Bail releases accounted for 18% of Riverside County annual releases.<sup>43</sup> In coordination with our judicial officers, Riverside County has developed a "reasonable" bail schedule. Many counties add the bails for all criminal counts, and the total is the amount of bail required for release from custody. Unlike other counties, Riverside County reviews all criminal counts and uses the single highest bail as the final bail amount. This process makes the bail option accessible to more inmates.

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<sup>41</sup> Corrections Activity Report 2012

<sup>42</sup> Corrections Activity Report 2012

<sup>43</sup> Corrections Activity Report 2012

### ***Good Time/Work Time***

Pursuant to Penal Code Section 4019.6, inmates sentenced to county jail are given “good time, work time” credits. The only time these credits are not given is when a judge stipulates otherwise on a sentencing order. Inmates are credited with this time when the jail staff calculates the inmates release date. Inmates keep the credit unless they incur a disciplinary action that results in the loss of this privilege.

## Section 7

### *Corrections System Trends and Characteristics*

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#### ***Population Trends- Past and Future***

The population of the State of California continues to grow at an astonishing rate. The most current population statistics for California indicate that California's population in 2012 was an estimated 37,826,160 people.<sup>44</sup> Although the rate of growth has slowed compared to previous decades for a variety of reasons, including public perceptions of various economic struggles, high tax rates, and other socioeconomic factors, it is still the most populated state in the union. Various organizations, both public and private, have formulated population projections for the Golden State well beyond the year 2050. As an example, the United States Census Bureau projects California's population in the year 2030 will be 46,876,000.<sup>45</sup> The California Department of Finance projects California's population to exceed 50,000,000 by 2049.<sup>46</sup>

This population growth is attributed to both natural increases of the existing population as well as migration from other states. The trend suggests California is attracting more migrants from other states than it sends to those states. International migration also plays a factor in the population boom. With this migration, the state has experienced a dramatic shift in ethnic and cultural diversity.

Currently, Riverside County, in relation to population, is the fourth largest county in the State of California.<sup>47</sup> The County encompasses a variety of terrain over 7,200 square miles. This includes rural and urban populated areas, vast expanses of open desert, and prodigious mountain ranges.

The County has broad agricultural and recreational based economies. Because of this, there is a large transient population that moves with the cyclic farming and harvesting opportunities. The area itself experiences a great deal of traffic as much of the southern California population drives from urban areas to the many recreational opportunities available at the Colorado River, San Jacinto Mountains, and Coachella Valley resort locations.

The past several decades have shown significant growth within the County. The availability of open land and relatively inexpensive suburban living has been contributing factors in migratory

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<sup>44</sup> California Department of Finance, January 2013.

<sup>45</sup> United States Census Bureau, 2013.

<sup>46</sup> California Department of Finance, January 2013.

<sup>47</sup> California Department of Finance, January 2013.

population increases within the region. From 2000 to 2012, Riverside County experienced a 45% population increase.<sup>48</sup>

According to California Department of Finance projections, the population in Riverside County will grow another 15.5% by 2020, driving the County population to nearly 2.6 million residents. By 2035, the County is expected to have a population approaching 3.3 million residents.

Additionally, the Southern California area as a whole is expected to lead the State's growth over the next several decades. Riverside County itself is anticipated to have the largest growth and is projected to become the second most populated county within the state.<sup>49</sup>

Figure 7.1 indicates Riverside County's past, present, and projected population growth.

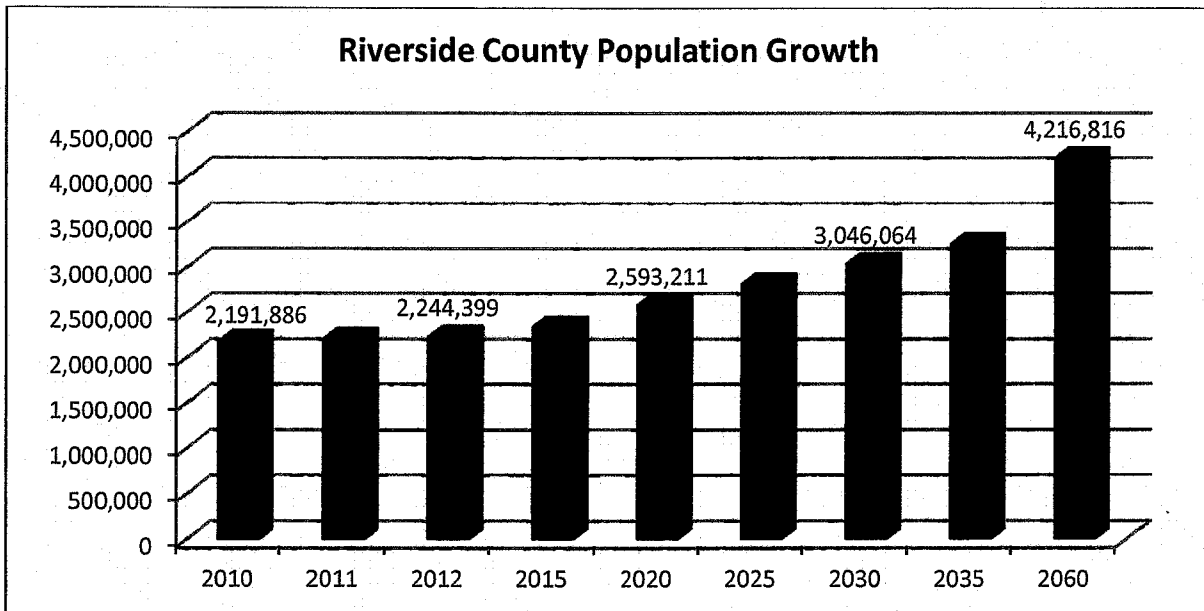


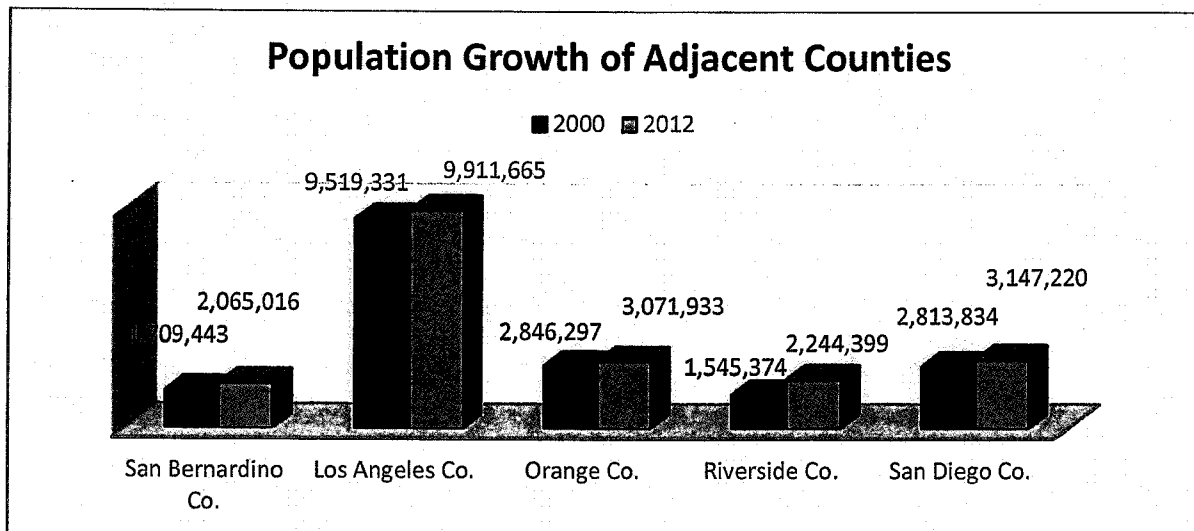
Figure 7.1

For several years, the Riverside County inmate population has been on the rise. This increase has primarily been linked to the significant increase in the general population of Riverside County. While the population has increased, many law enforcement agencies have also increased their staffing in an attempt to respond to the increasing population resulting in increased calls for service.

Figure 7.2 indicates the population growth of the five surrounding counties from 2000 to 2012.

<sup>48</sup> California Department of Finance, January 2013

<sup>49</sup> California Department of Finance, January 2013



**Figure 7.2**

Of the five local counties, Riverside County has experienced the greatest population increase at 45%, San Bernardino County at 21%, San Diego County at 12%, Orange County at 8%, and Los Angeles at 4%.

During this time of explosive growth and increasing number of law enforcement officers and prosecutors, the number of jail beds within the County only marginally increased. Since 2000, there has been a net increase of 929 beds, a 31% increase. This increase in jail beds does not even match the corresponding increase proportionate to the population increase of 45%. Since the enactment of the AB109 Public Safety Realignment, the Department has reached a critical headcount level, with the highest average daily population ever documented and a record number of inmates receiving early releases pursuant to the Federal Court Order.<sup>50</sup>

Figure 7.3 compares the total county population to the total inmate beds in 2012, for the five surrounding counties.<sup>51</sup>

<sup>50</sup> Corrections Activity Reports 2007 - 2012

<sup>51</sup> Board of State and Community Corrections AB900 project report January 2013

### 2012 Population by County vs. Inmate Bed Space by County

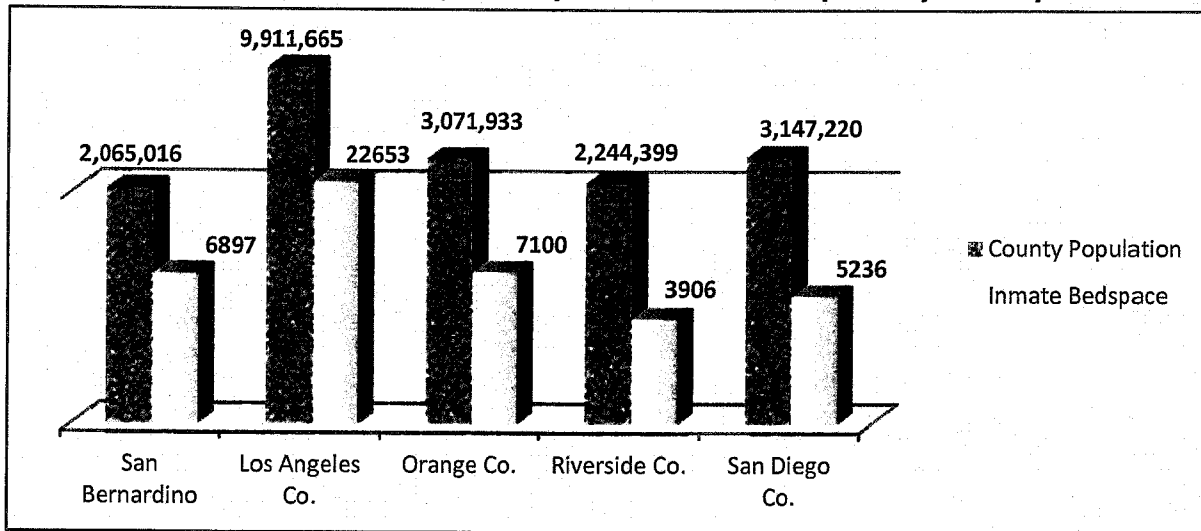


Figure 7.3

Currently, the percentage of inmate beds versus the total County population is as follows:

- San Bernardino County .33%
- Los Angeles County .23%
- Orange County .23%
- Riverside County .17%
- San Diego County .17%

Many counties are experiencing the need for additional jail space due to the impact of realignment. The five surrounding counties are all in various stages of designing or constructing new jail facilities or adding bed space to existing jail facilities.

Figure 7.4 illustrates projected county populations to the total planned inmate beds in 2020, for the five surrounding counties.



## 2020 Projected Population by County vs. Planned Inmate Bed Space by County<sup>52</sup>

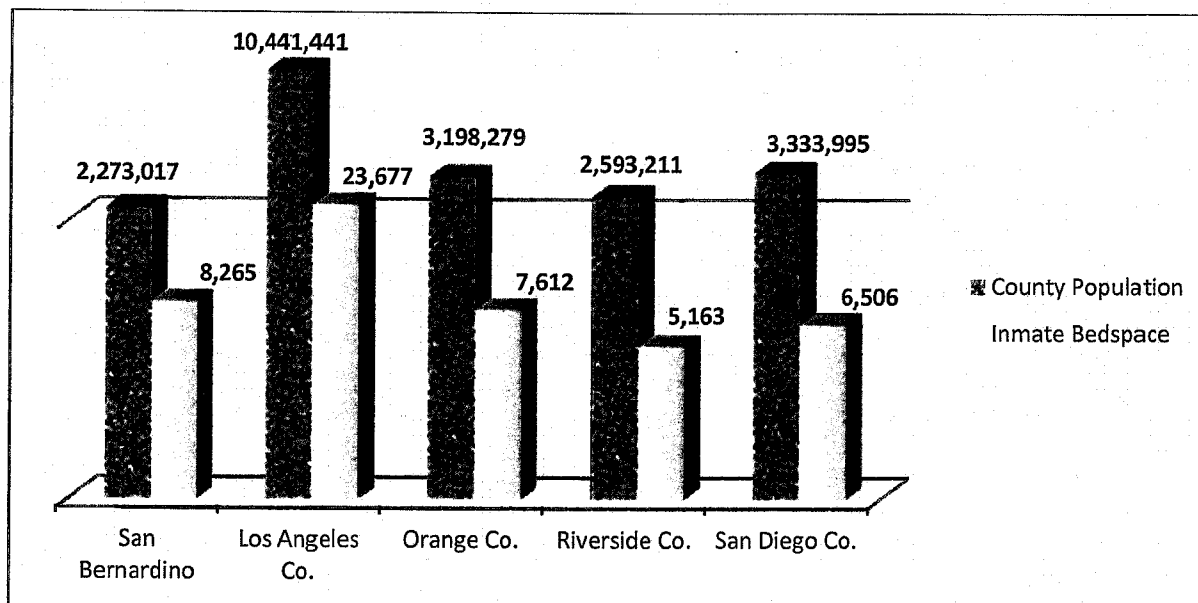


Figure 7.4

These numbers were collected from California Department of Finance data, in addition to Board of State and Community Corrections AB900 project reports. The year 2020 was chosen for a projection year due to the varying completion dates of each of the counties' jail construction projects, in addition to available census projections.

Projections for the year 2020 illustrate the percentage of inmate beds versus the total County population is as follows:

- San Bernardino County .36%
- Los Angeles County .23%
- Orange County .24%
- Riverside County .20%
- San Diego County .20%

Figures 7.3 and 7.4 illustrate the disparity between Riverside County's available jail bed spaces in comparison to the surrounding counties.

With the implementation of public safety realignment in October 2011, the inmate population has risen to maximum capacity. In the three years preceding 2011, the Department was able to maintain open bed space and early releases were almost non-existent. From the

<sup>52</sup> California Department of Finance, January 2013

implementation of realignment through March 1, 2013, the Department has been forced to early release over 8,500 inmates.<sup>53</sup>

### ***Significant Events***

The following significant events during the past several years have been identified as affecting the Riverside County inmate population. The increase in inmate population is more attributable to a variety of factors, rather than any one circumstance, which has caused changes to the dynamics of the Riverside County inmate population, but some of these contributing factors are listed for consideration.

#### ***January 2007***

In January 2007, the incumbent Riverside County District Attorney (DA) introduced a “get tough on crime” approach that limited plea bargaining, thereby seriously affecting both the courts and the jail system. Plea-bargaining is a tool designed to assist in speeding court cases through the criminal justice system, avoiding numerous lengthy hearings and trials. In response to the DA’s “get tough on crime” strategy, defense counsels deployed a counter strategy of asking for continuances while they continued to attempt to negotiate with the District Attorney’s Office.

This resulted in a large backlog of cases that caused defendants to spend more time in County jails while waiting for their cases to be adjudicated. In addition, the criminal justice system was already overburdened due to a lack of resources and other procedural problems. This change in the plea bargaining strategy became a serious stress for the entire system.

#### ***October 2007***

In response to the severe overcrowding in the jail system, and the need to release over 6,000 inmates early pursuant to the Federal Court Order, the Riverside County Sheriff’s Department constructed the Headcount Management Unit (HMU). HMU centralized the management of jail beds and took the responsibility for reporting bed space away from the individual jails. Using a special program designed by the HMU staff, HMU was able to view the Riverside County jail system as one jail with five locations, rather than five jails in five locations.

This change in the management philosophy of the inmate population, coupled with other factors such as crime rate decline, provided relief to the overburdened system. From October 2007 to 2008, the County experienced a 41% decrease in early releases. In the subsequent years, early releases continued to decrease by 87% and 84% respectively.

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<sup>53</sup> HMU statistical data collected March 2013

### ***March 2008***

The Consolidated Courts of Riverside County initiated a new case management system designed to speed the processing of court cases and reduce the number of court hearings and jury trials. As the criminal justice system began to break down following the implementation of the DA's Office new plea-bargaining policy in January 2007, the California State Courts took notice due to the increased number of cases being dismissed due to the lack of available courts.

The Chief Justice for the State Supreme Court forced all the different partners to come to the table and created the Criminal Justice Partners Committee. The committee was commissioned to identify the problems and develop solutions to fix the Riverside County court system as it was considered one of the most poorly functioning systems in the state.

The new system concentrated on more plea bargaining and reduced requests for continuances on both sides. As plea-bargaining returned to its normal practice and the courts began processing cases at a faster rate, inmate bed space was freed and more inmates were sentenced to alternative sentencing programs such as SECP and WRP.

### ***Fall 2008***

A severe recession began in the United States (U.S.), creating economic hardship for the County of Riverside and the cities within the County. The financial crisis in the U.S. began to be widely recognized during the fall of 2008. The true effects of the recession, mainly high unemployment, the fall of the housing market, and a severe shortage of available credit had an adverse impact upon the Riverside County jail system.

The recession drastically cut the tax revenues to the State, County, and Municipal governments. These cuts resulted in many government agencies implementing hiring freezes and lay-offs in the early part of 2009. Public safety agencies were not spared and a large number of peace officer positions were vacated through lay-offs or early retirement incentives. These vacated positions in combination with hiring freezes resulted in significantly fewer peace officers on the streets. Fewer peace officers often equates to fewer arrests.

In addition to fewer officers, many agencies reviewed their enforcement strategies with the goal of reducing costs. One such method of cost reduction involved the practice of cite-releasing misdemeanants in the field. This prevented the need for booking those offenders thereby saving the cost of the booking fee.

The above listed impacts of the recession were all supported by the decline in the average daily inmate population, bookings, and court case filings, which had all declined since the start of the recession.

An additional indicator the recession affected the inmate population could be seen in the Secured Electronic Confinement Program (SECP). In order to participate in the program, inmates must pay certain fees. These fees are set and approved by the Board of Supervisors and by law can only cover the cost of providing the service.

Enrollment in the SECP program is significantly more expensive than enrollment in the Work Release Program (WRP). As the court began adjudicating cases at a faster rate, enrollment in SECP decreased, while enrollment in WRP increased.<sup>54</sup> This indicated many participants did not have or did not wish to pay the fees associated with the SECP program.

### **2009 – 2011**

Continued effects of economic hardship, including a reduced number of law enforcement officers on the streets, resulting in fewer field personnel available to make arrests, had a significant impact on the jail system. This is evidenced by the dramatic decrease in the number of criminal cases being filed with the courts and the reduced number of bookings at the jails. The impact of the economy, in conjunction with improved operational methods in the Riverside County Jail System as well as the Courts, resulted in the relative status quo of the jail population.

### **2011 – 2013**

The U.S. recession resulted in significant impact to the State of California's ability to provide care for inmates held in the State prison system. The recession, in conjunction with lawsuits from state prison inmates regarding overcrowding and poor medical care within the state prison system, led California State Governor Jerry Brown to enact the State Assembly Bill 109 (AB109) Public Safety Realignment.

Realignment has allowed the State to direct responsibility for convicted prisoners back down to the local government level. This has resulted in a significant increase of inmates being housed at the county jail level throughout the State of California. Riverside County, being the fifth largest supplier of inmates to the State prison system, has felt significant impact from this decision.<sup>55</sup> From enactment of realignment in October 2011, to March 1, 2013, the Riverside County Jail System received 8,906 offenders under realignment sentencing. These inmates are occupying valuable jail bed space as many of them are sentenced to three years or more in county custody. Due to the impact they have on available bed space and headcount, as of March 1, 2013, the Corrections Division has been forced to early release over 8,500 inmates.<sup>56</sup>

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<sup>54</sup> Corrections Activity Reports 2005 - 2008

<sup>55</sup> CDCR statistical data, Characteristics of Felon Admissions and Parole Violators March 2012

<sup>56</sup> Federal release information obtained from annual Corrections Activity Reports

Additionally, the County must face concerns as to medical care, mental health, and operational issues affected by the realignment population. Holding sentenced inmates in custody for longer periods increases the onus upon the County to provide care, including preventative health care. The attendant issues and costs related to all levels of health care, transportation, housing, and program needs of these inmates will be of great concern to the County for the next several years. In addition, the County must attempt to succeed where the State has been less than successful; resolving the issue of recidivism within this population.

While Riverside County has baseline strategies in effect that they are urgently striving to build upon, it will be several years before any data can be collected to positively identify if these strategies have been successful. The concerns expressed here emanate from attempts to find a viable means of handling these many challenges. Without proper funding to build additional jail space, hire employees, provide for medical and mental health services, and work to create programs to reduce recidivism rates within the inmate population, the County will be unable to meet its goal to adequately care for the citizens it is sworn to protect.

## Section 8

### Staffing Levels

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Staffing levels have consistently been a concern to the Corrections Division. The Corrections Standards Authority (CSA), now known as the Board of State and Community Corrections (BSCC), has identified staffing issues in several of its past reports.<sup>57</sup> In 2006, the BSCC conducted an independent analysis of staffing levels within Riverside County correctional facilities. The goal of the study was to determine the necessary staffing levels required to safely operate and provide support functions for each of the county facilities.

At the conclusion of the study, the BSCC determined the Riverside County correctional facilities were woefully understaffed and 173 additional line positions were necessary to achieve a "minimum staffing" level. BSCC defined "minimum staffing" as *"the level required to operate the facility in a manner that will provide basic safety and security for the public, county, staff, and inmates."* The report further stated, *"At any point this minimum staffing level is breached, the County creates potential liability for itself because its baseline safety requirements are no longer in place."*

In general, line staff positions in the Corrections Division are funded for a ratio of 60% correctional deputy / correctional corporal to 40% deputy sheriff. Due to attrition, there are consistently vacant positions within the Corrections Division. Recent hiring preferences have increased the numbers of sworn personnel in recent years due to the fact deputy sheriffs have the versatility of assignment to Corrections, Patrol, and Court Services. This versatility enables the Sheriff to move those personnel based on the Department's needs. This philosophy provides the Sheriff the greater movement of personnel, but has left a 16% vacancy rate for correctional deputies and correctional corporals.

Figure 8.1, found on the next page, references current staffing levels within the Corrections Division.

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<sup>57</sup> CSA Biennial Inspection Reports 1997,1999, 2001, 2003, 2005, 2006

### **Corrections Personnel Staffing, July 2013**

Position	Authorized	Filled	Vacant
<b>Sworn Positions:</b>			
Captain	4	4	0
Lieutenant	16	15	1
Sergeant	55	55	0
Investigator	5	5	0
Corporal	9	7	2
Deputy	364	328	36
<b>Corrections Positions:</b>			
Correctional Captain	1	1	0
Correctional Lieutenant	11	11	0
Correctional Sergeant	63	62	1
Correctional Corporal	117	90	27
Correctional Deputy	762	638	124
<b>Total</b>	<b>1407</b>	<b>1216</b>	<b>191</b>

**Figure 8.1**

*Source: Corrections Personnel Tracking July 11, 2013*

The ability to safely manage and maintain the security within each facility is of utmost importance to the Sheriff. As a result, the Corrections Division has defined critical staffing level requirements. Each facility has identified the absolute minimum level of staffing with which the facility can be safely operated without compromising the Department's duty to provide adequate safety and security for the inmates, staff, and the public. Each of the five facilities maintains operations at or close to the established critical staffing levels; however, overtime must be used in order to keep the levels at the established minimums due to attrition, staff vacations, sick leave, and mandatory training that affect daily staffing levels.

The BSCC staffing recommendation was presented to the Board of Supervisors (BOS) and the additional 173 positions were approved and funded. These new positions were hired in three phases, over three years, reducing the amount of overtime required to operate the jails.

In 2007, the design and planning for the Phase III Expansion at SCF began. A staffing plan was developed which considered all staff positions including management level, line operations, and support functions. A total of 280 positions were identified as necessary to safely and effectively operate the jail expansion. The 280 additional positions were approved by the BOS

and Phase I of the hiring began in FY 07/08. Phase 1 included 125 positions, with the majority of positions allocated to correctional and sworn deputies. In FY 08/09, the remaining positions were slated to be hired; however, due to budgetary issues the County implemented a "hiring freeze" before all the positions could be filled. As the expansion neared completion, the BOS authorized the Sheriff to hire the remaining 142 positions in order to operate the new facility.

In FY 07/08, the Corrections Division spent \$7.2 million dollars related to overtime expenses.<sup>58</sup> This was largely attributed to low staffing levels. The addition of the 173 positions the BSCC identified as necessary to operations, coupled with the initial hiring expansion positions, resulted in the dramatic decrease in overtime use in FY 08/09 and FY 09/10. In August 2010, one new housing unit and the Transportation Unit were opened at SCF. The remaining housing units were phased open and as of April 2011, the expansion was fully operational. The opening of the expansion increased the minimum staffing levels necessary to safely operate SCF and as a result, triggered an increase in overtime expenses during FY 10/11.

As a backdrop to this activity within the Sheriff's Department, the County as a whole began to experience a period of fiscal decline that has still not been fully rectified. The Board of Supervisors (BOS) approved massive hiring of correctional and sworn deputies to fill the Correctional and Patrol Divisions. However, once the Country's recession and correlating budget crisis began to affect Riverside County, the BOS implemented massive budget reductions and mandated the Sheriff reduce his budget by 10% and cease hiring of personnel. At the same time, the labor union representing correctional and sworn deputies entered into contract negotiations with the County. Many of the veteran staff members faced severe pay and benefits cuts due to the resulting contract negotiations. Imposition of austerity measures caused much higher staff attrition than expected via increased retirements. Additionally, less tenured staff faced not only severe pay cuts, but the specter of layoffs as well. Many of those individuals began to seek employment elsewhere, rather than wait and potentially face unemployment.

To combat the expense of overtime, the Sheriff moved several deputy sheriff positions, which had been eliminated by the BOS to shrink unincorporated area costs, from the Patrol Division into the Corrections Division. This decrease in Patrol Division staffing and resulting boon to the Corrections Division in FY 11/12 caused another intense decrease in overtime use due to higher staffing levels within the Corrections Division.

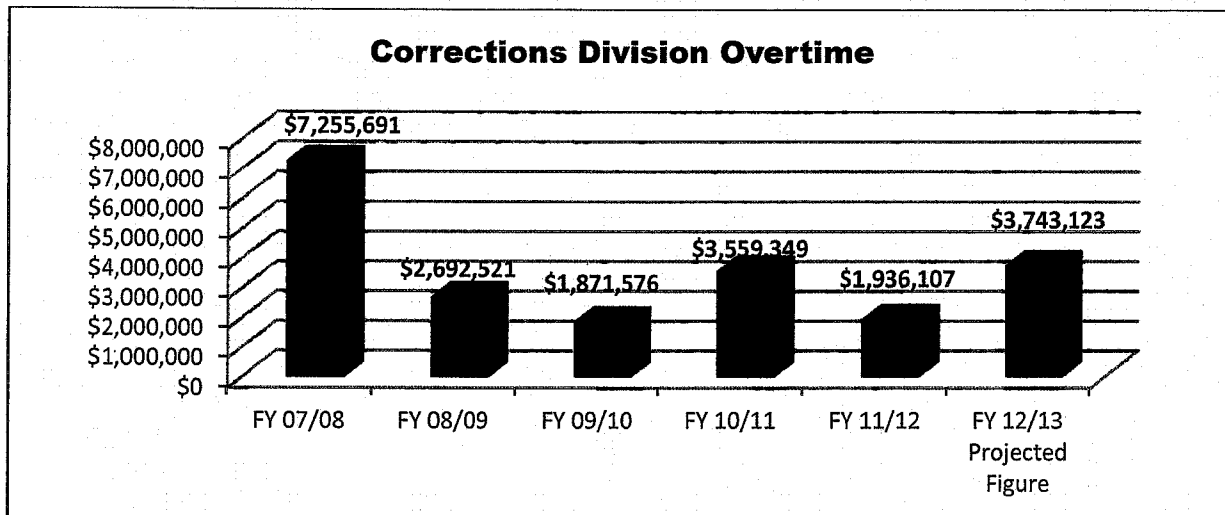
While FY 12/13 does not close until June 30, 2013, it is projected overtime expenses within the Corrections Division will have dramatically risen once again, predominately in the second half of the fiscal year. The BOS has since changed positions in its budgetary strategy and has granted

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<sup>58</sup> Riverside County Sheriff's Corrections Accounting Department February 2013



the Sheriff the necessary budget to safely operate both the Patrol and Corrections Divisions. The BOS has requested the Sheriff provide greater deputy sheriff to population ratios within the Patrol Division and has approved the Sheriff's hiring of additional personnel. One of the ways the Sheriff has decided to increase staffing in the Patrol Division is to remove deputy sheriffs from the Corrections Division, to rebuild the previously reduced Patrol staffing. With the combination of an increase in the inmate population and the loss of staffing within the Corrections Division, overtime has been heavily relied upon to fill necessary positions while additional staff are hired and trained.



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**Figure 8.2**

### Staffing for New Generation Housing

The housing unit design in the SCF Phase III Expansion was developed to increase the efficiency of managing and providing services to the inmates. Visitation, recreation, and programs are brought to the inmate, eliminating much of the need for them to leave the housing unit other than for court appearances. One of the new style housing units accommodates 192 inmates in manageable groups of 32. The housing unit requires a minimum of three staff, per 12-hour shift, to operate. In comparison, three staff are also needed to operate Housing 1 and 2 at SCF, an old style barracks, which only holds 128 inmates. In addition, two to three additional staff are needed to facilitate visitation, recreation, and programs for these inmates.

The Riverside County Sheriff's Department has decided the most effective plan for efficient use of staff, balanced with the utmost in safety and security of its facilities, is to continue to build new generation type housing units. With this in mind, the Sheriff's Department developed a

<sup>59</sup> Riverside County Sheriff's Corrections Accounting Department February 2013

Staffing Plan that outlines the duties of each position, in order to determine the need for that position. The staffing plan also identifies the number of management, supervisory, line staff, and support staff positions necessary to safely operate the facility based on scheduling and the use of calculated shift relief factors.

With any jail bed addition, the bulk of the hiring will be line staff positions, including required supervision and management based on current supervisory ratios. Once a position is identified, shift relief factors (SRF) are used to calculate the actual number of personnel needed to fill the position. A SRF is a numeric value a position is multiplied by to show a true number of staff needed to offset shortages caused by absence due to training, illness, injury or vacation. The Corrections Division uses the SRF of 2.48 for each 12-hour shift. This number was calculated by the BSCC during a previous staffing analysis. The number of staff needed is calculated per position. For example, if a housing unit requires one deputy per 12-hour shift, then for a 24-hour period 4.96 staff must be hired to cover the position.

2.48	x	2	x	1	=	4.96
SRF	x	# of 12-Hour Shifts	x	Number of Staff per Shift	=	Total Staff

The hiring and training process for correctional and sworn deputies is extensive. Once hired, employees must complete required academy training, field training, and gain experience working within the corrections environment. As new facilities are designed, the staffing plan can be modified to meet the facility needs. Once funding is identified for construction, recruitment and hiring of staff must also begin. In order to operate a facility immediately upon completion, a phased hiring of staff is critical.

### **Health Care Services Staffing**

In addition to Sheriff's Department staff, other critical support staff are required as the inmate population increases. Title 15 requires the Sheriff to provide provisions for emergency and basic health care services to all inmates. Health care services include medical, dental, and mental health services that can only be achieved by licensed professionals.

Riverside County Regional Medical Center- Detention Health Services currently provides medical and dental care to the inmates, while the Riverside County Department of Mental Health-Detention Services provides mental health services. In December 2011, the Sheriff's Department entered into a Memorandum of Understanding (MOU) with DHS and MHDS that defines the roles and responsibilities through which these agencies will work together to accomplish the mutual goal of providing basic and emergency medical, mental, and dental health services to all inmates detained or incarcerated within the jail system.

As the inmate population has increased, the Riverside County Department of Mental Health-Detention Services (MHDS) has grown in order to adequately provide for the inmates' mental health needs. They have accomplished this by using clinical staff from other county programs to assist within the jails, while permanent employees, dedicated solely to the Corrections Division, are being recruited and trained. Additionally, MHDS clinicians have identified the need for enhanced intake screening and are working to accomplish this goal. MHDS continues to work hand-in-hand with the Sheriff's Department to provide a high level of mental health service to the expanding inmate population. DHS has taken strides towards managing its staffing and care responsibilities by using Temporary Assistance Program nurses (TAP), in addition to using traveling contract nurses, to provide for inmate medical needs while permanent nurses are recruited and hired through an extensive hiring and background process.

Now that inmates are remaining in County custody for longer periods dental, optometry, clinical, and specialty care issues will need to be regularly assessed for possible staff increases.

**SB81 Youthful Offender Rehabilitative Facility Construction  
Van Horn Facility**

**June 2013 Expense Report**

**SB81 Probation Van Horn Youth Facility**

**FY 12/13**

CIP funds reimbursed by Future Development Impact Fees

Van Horn Youth  
Facility SB81

2/1/11

EO30703002

**\$ 5,000,000.00**

Simpler Query

Fund	Revenue	Interest	Total Revenue	Project Expense	Cash Balance
<b>30700</b>					
July	-	-	-	-	5,000,000.00
August	-	-	-	-	5,000,000.00
September	-	-	-	-	5,000,000.00
October	-	-	-	-	5,000,000.00
November	-	-	-	325,803.38	4,674,196.62
December	-	-	-	-	4,674,196.62
January	-	-	-	312,101.00	4,362,095.62
February	-	-	-	-	4,362,095.62
March	-	-	-	-	4,362,095.62
April	-	-	-	335,865.55	4,026,230.07
May	-	-	-	-	4,026,230.07
June	-	-	-	650,953.96	3,375,276.11
				<b>1,624,723.89</b>	

Simpler Query

**FY 13/14**

Sub Fund	Revenue	Interest	Total Revenue	Project Expense	Cash Balance
<b>30703</b>					
	2,200,000.00	(33.38)	2,199,966.62		<b>2,199,966.62</b>
July	-	-	-	-	2,199,966.62
August	-	(80.25)	(80.25)	-	2,199,886.37
September	-	-	-	-	2,199,886.37
October	-	-	-	-	2,199,886.37
November	-	-	-	-	2,199,886.37
December	-	-	-	-	2,199,886.37
January	-	-	-	-	2,199,886.37
February	-	-	-	-	2,199,886.37
March	-	-	-	-	2,199,886.37
April	-	-	-	-	2,199,886.37
May	-	-	-	-	2,199,886.37
June	-	-	-	-	2,199,886.37
			<b>(80.25)</b>		

Original Commitment	\$ 5,000,000.00	Paid from 30700 CIP funds reimburse
	\$ 2,200,000.00	Paid from Tobacco Master Settlement
FY 11/12 expenses	-	
FY 12/13 expenses	1,624,723.89	
FY 13/14 expenses	-	

**TOTAL EXPENSES TO DATE** 1,624,723.89 Paid from 30700  
 total project commitment remaining

## SECTION 9

### ABILITY TO PROVIDE VISUAL SUPERVISION

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Riverside County's adult correctional facilities are constructed in a combination of new generation dormitories, new generation cells, old style linear cells, and old style dormitory housing units. The old style linear designs are considered the most staff intensive because the units were designed in such a manner that the view of the entire housing unit is obstructed from any single vantage point. In order to fully see the interior of those housing units, the staff must enter into the area without being able to assess any danger ahead of them. Beginning in the 1980's, the Department began to construct new generation dormitories and cells. These housing units have the dual effect of raising the system's capacity as well as increasing the staff to inmate supervision ratios.

Figure 9.1 shows the types of housing units currently in use at each of the County correctional facilities.

	Blythe Jail	ECDC*	Indio Jail	RPDC	SCF	SWDC
<b>Old Style Linear Cells</b>	X		X			
<b>Old Style Dormitory</b>	X		X		X	
<b>New Generation Cells</b>	X	X		X	X	X
<b>New Generation Dormitory</b>				X	X	X

\*Expected Completion of ECDC is 2016. At that time, Indio Jail will be demolished.

**Figure 9.1**

In all housing units, particularly the old style linear cells and dormitories, the ability to provide visual supervision is achieved in large part via hourly security checks. Staff members are required to frequently circulate through the housing units to monitor inmate activities. In the new generation cell and dormitory housing units, the largest windows possible have been installed to view the dayrooms and portions of the cells from the housing control room centrally located in the housing unit.

The Department's trend has been to move away from the old style linear cells and dormitories and move in the direction of new generation housing units akin to the SCF Phase III Expansion. This type of facility allows for safer operating conditions for both staff and inmates. The design

and layout support both direct and remote visual supervision of inmate activity and movement. Visual supervision is enhanced by the use of cell doors made of large panes of glass.

This design provides a combination of design conditions, layouts, and monitoring systems that support visual supervision by direct line of sight, remote monitoring, and casual observance in all inmate accessible areas. The design makes substantial use of large security windows inside all inmate housing, dayrooms, recreation yards, and inmate program areas. All of the plumbing for each housing unit is built behind the cells and is accessible via a pipe chase. This is an important design element as it allows more glass to be used in the cells, thereby increasing visibility. In addition to the large security windows, each area is remotely monitored via Closed Circuit Television (CCTV) in the local housing unit control rooms, as well as central control. These monitoring systems are a part of a network of cameras that each have an independent IP address. This allows for monitoring of the areas from multiple computers throughout the facility, by supervisors and managers.

This network-based idea has been positively tested at the Larry Smith Correctional Facility (SCF) and is the premise for the Department's plans to change all of its facilities to network-based monitoring programs by the end of 2013. The Department also intends to expand video visiting capabilities throughout the County.

The increasing use of new generation designs, the completion of hourly security checks, and regular walk-throughs by staff encapsulates the Department's approach to maximizing visual supervision of the inmates.

## Section 10

### *Adequacy of Record Keeping*

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The Riverside County Sheriff's Department goes to great lengths to ensure the accuracy and secure retention of its records. Current inmate records are maintained electronically in the Department's Jail Information Management System (JIMS). This system has been in place since 1989 and tracks information relevant to an inmate's arrest, booking, court action, release date, housing assignment, classification, disciplinary action, and grievances, in addition to a multitude of statistical data. The system also has functions that aid in managing headcount, producing daily court appearance list, and creating statistical reports.

In addition to the electronic JIMS file, each inmate also has a paper-booking file that is simultaneously created and maintained with the same information. If an inmate is transferred from one Riverside County jail facility to another, the booking file moves with the inmate. Department policy and facility procedures have been adopted to regulate how and when information is processed into inmate records. The physical file and JIMS effectively serve as a system of checks and balances. Once the inmate is released from custody, the physical file is kept at the releasing facility for three months. After that three-month period, the file is archived for retention per Department Policy 506.14 *Purging of Records*.

Currently, the Corrections Division is in the final stages of implementing a trusted electronic storage system for all Corrections records. Electronic storage of Corrections records will eliminate the need for the current physical storage practice and allow for simple electronic retrieval of stored records.

The Sheriff's Department Technical Services Bureau (TSB) designed and created a software program for this purpose, which has been in a beta-testing phase at the Indio Jail since October 1, 2012. The final stage of this project is to ensure compliance with Board of Supervisors Policy A-68 regarding "Trustworthy Systems" and seek Board approval via resolution.

## *SECTION 11*

### *HISTORY OF THE SYSTEMS COMPLIANCE WITH STANDARDS*

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The Riverside County Sheriff's Department strives to comply with established standards. In addition to Board of State and Community Corrections (BSCC) biennial inspections, the Department also conducts its own annual inspections of each of its five facilities. Each spring, numerous Corrections Division employees of all ranks participate in inspecting facilities other than the one to which they are personally assigned. These inspections encompass a wide variety of Corrections specific topics related to Titles 15 and 24, as well as Department policies and procedures.

Not only are the facility grounds and logs inspected, but the staff are also questioned regarding their knowledge and ability. These inspections have been paramount in addressing areas of noncompliance, as well as sharing positive ideas that have since been successfully integrated throughout the Corrections Division.

Directly after the facility inspection is completed, the Captain of the facility is made aware of any areas of noncompliance. In addition, a comprehensive report is provided to the Captain, as well as the Division Chief, in order to document any issues of non-compliance, and any corrective action taken related to that issue.

The Sheriff's Department also has a dedicated Corrections Standards Committee that regularly writes and reviews Department policies and procedures. The committee is comprised of representatives from each facility, under the management of a Correctional Lieutenant. Committee members meet on a quarterly basis and are responsible for ensuring all Corrections Division policies and facility procedures comply with State law and Departmental edicts. In addition to the review of Department policies and procedures, the Corrections Standards Committee also reviews and updates the Fire / Life Safety manual, less lethal weapons procedures, Corrections Division forms, the Employee Evaluation Booklet, the Inmate Orientation Pamphlet, and the Transportation Training Manual.

In addition to conducting annual facility inspections, the Sheriff's Department uses a Quality Assurance Team (QAT). The team is under the supervision of a Correctional Sergeant and is staffed by two Correctional Corporals. The mission of the QAT is to ensure uniform compliance within all five jail facilities and the Detention Care Unit (DCU) located within the Riverside County Regional Medical Center (RCRMC). Various topics are presented and covered during these inspections including, but not limited to, Division policies and procedures, Title 15 and 24



requirements, all aspects of inmate transportation, use of force, inmate grievances, and compliance with training standards.

Based on their findings, the QAT provides a detailed written report to each facility Captain. The QAT provides feedback regarding areas of noncompliance as well as specific examples and ideas that can be employed to correct deficiencies or improve upon current operations. In 2012, the QAT visited each facility five separate times and covered the following topics:

- Logs – Security Check, Safety Cell, Emergency Restraint Chair, Special Housing, Sobering, Recreation, Grievance Tracking, and Medical Blue Slips
- Transportation- Restraints while going to / from court, HOJ and Court Holding procedures, transportation security, inspection of vehicles, and inspection of vehicle seating charts
- Use of Force and Fire / Life Safety- reports reviewed for completion, fire / life safety manual knowledge and compliance, emergency shut off procedures and locations, citizen complaint forms and procedures, and inmate voting procedures
- Training and Grievances- monthly ERT and Fire training, First Aid / CPR training and compliance, AB / BB training, employee and supervisor evaluations, contraband watch, and audit of all manuals for most current revisions
- Business Office / Classification / Release- Inspection of files, court paperwork, booking sheets, medical history forms, health waiver signatures, classification questionnaires, PID indications, Cites, DNA sheets, release verification sheets, Bail Bond tracking logs, processing of contaminated money, drug offender registration, Juvenile Direct filings, In-Abstentia bookings, release of classification notes, civil commitments, sexually violent predators, and post release medical instructions

The Sheriff's Department ensures all personnel assigned to the Corrections Division receive a minimum of 24 hours of annual training per the California State Standards and Training for Corrections (STC) Division. Each facility makes use of a Training Sergeant whose duties include ensuring STC minimum training standards, as well as core Department-required training hours, are received by all personnel. Each facility conducts localized training suited for the physical layout and personnel of each facility. The training includes, but is not limited to, CPR, First Aid, emergency response, legal updates, report writing, Live Scan, wheelchair use, bus driving and safety skills, and Emergency Response Chair usage.

## *Section 12*

### *Unresolved Issues*

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#### ***Prospective Jail Locations***

The need for additional jail beds has been a critical issue that has been compounded since the implementation and corresponding impact of Public Safety Realignment. The placement of new jail facilities is as important as the actual design and construction. In the past, Riverside County has placed priority on locating jails in close proximity to the Superior Courts in the County. The court-jail campus minimizes the transportation costs for those being adjudicated and in turn lessens the opportunity for escape, and the introduction of contraband. With the completion of the East County Detention Center in late 2016, all the major court facilities in the County will have an adjacent jail appropriately sized for the local population. Only the Larry D. Smith Correctional Facility (SCF) is not directly adjacent to a court complex; however, the Administrative Office of the Courts is currently constructing a new Superior Court located in the city of Banning, less than two miles from SCF. With all the court facilities completely built-out, a Regional Detention Center becomes essential in order to house long term sentenced inmates and inmate with extended time between court appearances. Housing these inmates in a facility placed centrally in the county will free up the needed bed space in the court adjacent facilities, significantly reducing the transportation needs.

The Riverside County Board of Supervisors continues to recognize the need for additional jail beds and has made jails the number one priority for capital improvement. In 2005, 2011 and 2013, the Sheriff's Department evaluated the possibility of expansion at all of the current jail facilities in order to determine the best course of action and the quickest way to bring new jail beds online.

#### ***Blythe Jail:***

Blythe is located in the most eastern portion of the County of Riverside, bordering Arizona. The population in that particular region is not especially dense and as such, bookings in the region are low. Though the Blythe Jail is an older facility, it remains operationally sound and expansion in the region is neither necessary, nor cost effective.

*Indio Jail / East County Detention Center:*

As the population in the Coachella Valley continues to grow, the need for additional jail space in the region has become imperative. In March 2012, the County of Riverside received a conditional award from the State of California Board of State and Community Corrections (BSCC) for \$100,000,000, toward new jail construction. The approved project will expand the jail by approximately 1,273 beds, bringing the facility's inmate capacity up to 1,626 beds, along with other necessary improvements. The expected completion date of the facility is 2016.

*Larry D. Smith Correctional Facility (SCF):*

SCF has been the site for the last three jail expansions in Riverside County. The jail has been expanded due to available open space and because the base infrastructure of staff and utilities are present. Additional jail expansion is possible as SCF is centrally located within the County and the population in and around the region continues to grow.

Because of expansion possibilities at SCF, the development of a conceptual master plan for future site development is underway. The goal of the master plan will be to determine the most efficient configuration of housing and support functions paired with maximizing the number of beds that can be safely managed on the site. The construction will be phased in order to maintain current jail bed levels. The first phase would include the addition of approximately 600 program beds and corresponding programs space. SITE-B Programs are based out of SCF, so housing units designed with program needs in mind would allow increased services to be provided to the inmate population. First phase expansion would also include site improvements and support facility construction sized for full facility build out, such as the kitchen, support services, laundry, warehouse, and parking. The second phase would add more jail beds along with a new Intake facility and Administration offices. The third phase would involve demolition of existing housing units to be replaced with new general population housing and special use housing for medical and mental health inmates. Although the slow gain of jail beds is not desirable, the long-term result of replacing older, under-designed housing units with secure, efficient housing units is a significant benefit.

*Robert Presley Detention Center (RPDC):*

Future expansion of RPDC is possible by building a second tower next to the existing tower. However, the space needed to build is currently occupied by the Criminal Justice Building, which houses Sheriff's Administration and other key Sheriff functions, and the Riverside Police Department. These entities would require relocation to new or existing space in the downtown area before the jail construction could begin. RPDC currently has the base infrastructure of staff and utilities present; however, amongst the drawbacks to construction in this location is that vertical construction is more expensive, parking in the area is extremely limited, and RPDC

support functions are currently operating at or beyond capacity. Additionally, any construction in this area would significantly impact local court and government operations for an extended period of time.

Specific areas of concern that would need to be included as part of any expansion of the facility would be the kitchen, temporary inmate and court holding areas, inmate property storage, business office space, warehouse and supply storage space, administrative office space, emergency generator power, contractor and vendor space, and vehicle parking space, including fleet services areas.

While the population in the area might be well served with additional jail beds in the region, creative solutions to the above listed areas of concern would need to be thoroughly addressed before moving forward with any expansion possibilities at this site.

#### *Southwest Detention Center (SWDC):*

When SWDC was expanded in 2001, many of the critical support spaces were optimized and expanded to capacity. The jail is located between the Southwest Sheriff Station, the Southwest Justice Center, Southwest Juvenile Hall, and the site's Central Plant. While the population in the region has continued to grow, bookings at the facility are not significant due to the fact SCF is more centrally located to many of the local agency stations. Many stations choose to bring bookings to SCF because of ease of access off the freeways, unlike SWDC, which is located much further in from the freeways. Jail expansion at this site would require adding new distant housing units beyond the units added in 2001. Because the major support functions are located in one-half of the jail, with the housing units on the other half, placing additional housing units farther away from the support functions would only serve to decrease efficiency. The only efficient opportunity to expand at the SWDC site would be to build an additional stand-alone facility nearby, including housing and all the required support functions.

#### ***Division Wide Issues***

**Laundry Services** – SCF currently processes laundry for all facilities, with the exception of the Blythe Jail. As part of the East County Detention Center project, the SCF laundry will be expanded to handle the additional 1,273 inmates. The draft expansion of SCF would build a brand new laundry facility designed to handle the current jail capacity and future expansion.

**Transportation Unit** – Each facility currently participates in the regular movement of inmates between jail facilities and courts. SCF is currently the central location for inmate exchange in the division; however, due to the layout at SCF, it is not conducive to efficient inmate exchange. Additional inmates will add to the load at SCF, creating logistical and officer safety concerns if not planned appropriately. While an efficiently designed transportation unit is a part of the SCF

conceptual plan, the unit would not be built until phase 3 of the plan, and in the meantime, over 2,000 inmate beds will have been added to the system.

**Warehouse / Supply Storage** – SCF currently provide supplies to all facilities within the Division. Phase 1 of the draft expansion of SCF would build a brand new supply warehouse designed to handle the current jail capacity and future expansion. The warehouse currently at SCF would remain as the facility warehouse to service the facility at full build out.

**Medical / Sheltered Housing** – The need for special use jail beds continues to grow with the addition of the realignment inmate population. Currently, the Corrections Division has 88 beds designated for medical housing. The East County Detention Center will add another 74 special use beds with an adjacent clinic facility, which was designed to include x-ray and dental services. The SCF conceptual plan will also include a special-use housing unit to house medical and mental health inmates.

### ***Recommended Locations for New or Expanded Facilities***

After considering the overall Corrections operation, in 2005, the Sheriff's Department proposed a "Hub Jail" concept to the Board of Supervisors. The basic concept concluded that existing jails could continue to serve the needs of the existing courthouses, while a centralized hub jail (which is now referred to as a Regional Detention Center or RDC) could handle the expanding population by housing inmates who are awaiting trial, but have a court date more than 30 days in the future. The RDC could also be used to house sentenced inmates requiring higher levels of security.

As part of the 2005 Correctional Facilities Master Plan, sites for an RDC were evaluated. In 2008, the master planning for a RDC in the Whitewater area began. Using the SCF Phase III expansion design as a template, the selected site in Whitewater was master planned to support a 7,200-bed jail complex, built in phases over time. Phase I construction would build 1,200 – 2,000 beds, with all the required support functions, such as a kitchen, administrative offices, visitation center, and central plant. The cost for Phase I was estimated at \$300 million.

In April 2011, the Board of Supervisors delayed the plans for the RDC due to the significant economic impact the facility would have on the County General Fund. However, the Board of Supervisors has remained committed to adding new jail beds in the County and both the design and location of the RDC are still viable options.

In October 2011, the Board of Supervisors supported the proposal to expand the Indio Jail and approved the Sheriff to submit an application to the State for AB900 Phase II funding. In March 2012, the County was conditionally awarded \$100 million to help fund what will be called the East County Detention Center. At the completion of the project in 2016, the Indio jail site will be

completely built out and be able to support the detention and court needs of the east end of the county. However, the 1,273 beds that will be added in Indio does not come close to resolving the beds needed by 2020.

The Sheriff's Department continues to work with the County to develop a plan for jail expansion with the following locations as the primary focus:

**1. East County Detention Center**

As the population in the Coachella Valley continues to grow, the need for additional jail space in the region has become imperative. In March 2012, the County of Riverside received a conditional award from the State of California Board of State and Community Corrections (BSCC) for \$100,000,000, toward new jail construction. The approved project will expand the jail by approximately 1,273 beds, bringing the facility's inmate capacity up to 1,626 beds, along with other necessary improvements. At the completion of the project in 2016, the Indio jail site will be completely built out and be able to support the detention and court needs of the east end of the county.

**2. Larry D. Smith Correctional Facility**

The Larry Smith Correctional Facility (SCF) has been the site for the last three jail expansions in Riverside County. The jail has been expanded due to available open space and because the base infrastructure of staff and utilities are present. Additional jail expansion is possible as SCF is centrally located within the County and the population in and around the region continues to grow.

Because of expansion possibilities at SCF, the development of a conceptual master plan for future site development is underway. The goal of the master plan will be to determine the most efficient configuration of housing and support functions paired with maximizing the number of beds that can be safely managed on the site. The conceptual plan will be phased in order to add as many jail beds as possible before the need to demolish existing beds. The expansion plans will be designed with program space in mind because program space is critical to the provision of expanded opportunities designed to reduce recidivism rates within the inmate population.

Existing site utilities increase the construction efficiency of expanding SCF. In addition, the base infrastructure of command staff and jail staff are already in place. Fewer staff would need to be hired in order to open and operate the expanded portion of the facility. Phase I construction would add jail beds and start the process of eliminating current inefficiencies at SCF and opening up space for future phases. .

The current draft of the proposed master plan at SCF would add approximately 1,600 beds to the current 1,520 beds for a total of 3,100 beds. While the expansion at SCF is cost effective and feasible, it will not meet the long-term needs of the Department and will fully build out the site with no further expansion opportunities.

### **3. Regional Detention Center**

With SCF master planned for full build out, the plan to build a centralized jail facility becomes the next priority. With consideration to the overall Corrections operation, the Sheriff's Department developed the Regional Detention Center (RDC) concept, which is based on the following principles:

1. Existing jails can serve the needs of the existing courthouses.
2. A centralized jail facility would handle the expanding population by housing inmates who are awaiting trial, but have a court date more than 30 days in the future.
3. Sentenced inmates, who do not fit the classification parameters necessary to be housed at SCF, would complete their sentences at a maximum-security RDC facility .

The concept of the RDC increases the efficiency of the Corrections Division. With an RDC located central to the other five jail facilities, the consolidation of necessary functions can occur, such as transportation and cook/chill food preparation. The master planned Regional Detention Center was located in the Banning Pass area.

With the implementation of realignment, inmates are sentenced to longer durations of custody within county correctional facilities. The RDC is specifically designed to address the issue of holding long-term inmates, who do not require regular court hearings, in a central location. Program services can be centralized to address offender needs and appropriate programmatic space would be included in the design.

The Regional Detention Center would meet the long-term bed needs of the Department. The facility would be designed for phased construction in order to meet the goal of 10,000 additional beds by the year 2028. The initial phase of 2,000 jail beds would be more expensive to construct, due to added costs of establishing a new facility. However, any future expansion would be much more cost effective to construct and operate because the RDC would be an existing facility. The staff infrastructure would be established so that only supplemental staff are needed to operate the new expansion. The utility infrastructure would already be in place so that the new beds are only an add service. The construction and operation cost effectiveness can be realized in multiple phases of construction until the long-term bed needs are met.

### ***Additional Advances in Inmate Services***

The Riverside County Sheriff's Department strives to plan, build, and run its correctional facilities in the most cost-efficient manner possible. With that goal in mind, the Department is currently exploring several technological advances, including:

- Video Visitation availability in all Correctional facilities – Currently, SCF offers limited video visitation services to the inmates and public. The Department intends to retrofit all existing facilities by bringing the visiting consoles to the inmate housing units, eliminating the time and staff required to facilitate regular visiting. The video visitation system will provide the capability for web based visitation in which family, friends, or attorneys may visit an inmate from their home, office or other remote location via the internet. The public can schedule the visit at their convenience increasing the opportunity for visitation.
- Online commissary services – Online commissary services will be available to the families of inmates, including the ability to deposit money. This will eliminate the need for the public to mail-in or physically come to the jail in order to deposit funds for inmate use. As an alternative, inmates will be able to request their family or friends purchase commissary items on the internet instead of depositing money.
- Inmate email services – Currently, the public can only correspond with the inmate population via phone or by mailing a letter. The Department is exploring email services in which family or friends can send an email to the inmate in custody, instead of writing a letter and mailing it through the US Postal Service.

Additionally, the Department attempts to build its facilities in such a way that inmate services are brought to the inmate, thereby eliminating unnecessary movement and additional personnel related expenses. The SCF Phase III Expansion has become the model for future facilities and expansions within Riverside County, as the design has created a streamlined portion of the facility that is safer, more cost effective and less staff intensive. This new design brings video visitation, recreation, medical and mental health services, programs, and meals directly to the inmates, eliminating the need to move them throughout the jail.

As new challenges and obstacles are identified, the Riverside County Sheriff's Department works to seek out appropriate technological and programmatic opportunities and advances to innovatively meet and overcome the issues faced by today's law enforcement community. Whether these opportunities are expressed in programs such as the Fire Camp and pre-trial secured electronic programs, or in technological advances such as web based video visitation



and online commissary, the Riverside County Sheriff's Department strives to seek out the most effective means of fulfilling its mission to serve and protect the public as well as provide for the recidivistic and criminogenic needs of the inmate community.

## ATTACHMENTS

Attachment A – Jail Bed Needs Overview

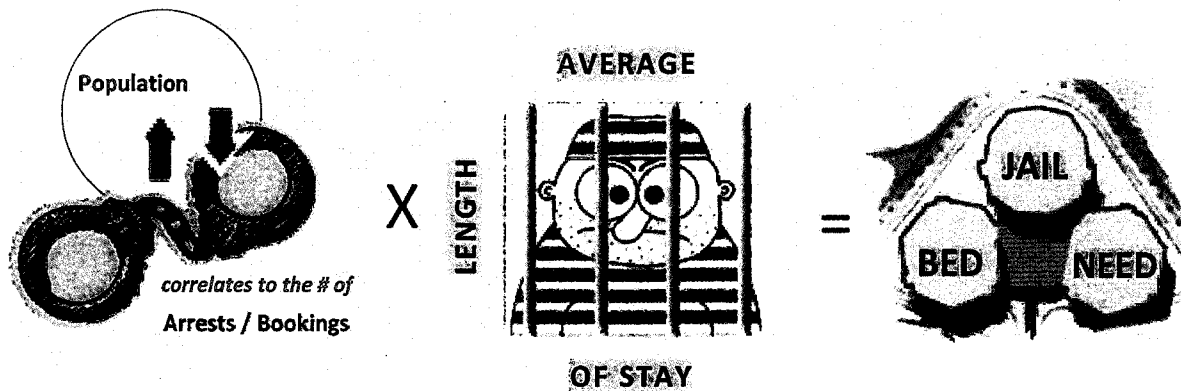
## Jail Bed Needs Overview

To determine the number of jail beds needed to handle the demand placed upon the county jail system, two variables are considered in order to define the final capacity requirement. These variables are the number of bookings over a defined period of time (how many people are committed to jail) and the average length of stay (on average, how long each person brought to jail stays in jail). Using the above variables, a simple calculation is done to calculate how many jail beds are needed at a given point in the future.

History has shown the number of bookings varies in relation to the total adult population in the County. Historical data can provide how many people on average, per thousand people of our local population, are booked into jail each year. Therefore, by using population forecasts for future years, the future number of bookings expected can be determined with reasonable accuracy.

Jail records are used to determine the average length of stay for persons booked into county jail. Until recently, this number, on average, remained fairly steady. However, following the implementation of AB 109 Public Safety Realignment, the average length of stay has risen sharply, and it remains to be seen whether this number will continue to rise. However, using the current available data, the Sheriff's Department has been able to make an educated forecast of the average length of stay.

Graphically, the jail bed need projection process is as follows:



In Riverside County, both population and average length of stay are rising. Based on the current data, the conservative jail bed need projections are as follows:

Short Term (2013 - 2018) = 4,000 additional beds needed

Mid Term (2018 - 2023) = 3,000 additional beds needed

Long Term (2023-2028) = 3,000 additional beds needed

The above listed additional beds would meet the Sheriff's Department 2030 System Capacity Needs of approximately 14,000 jail beds.