

GRAND JURY

County of Yolo

P. O. Box 2142
Woodland, California 95776

2011-2012

FINAL REPORT

YOLO COUNTY MONROE DETENTION CENTER

June 4, 2012

YOLO COUNTY JAIL

SUMMARY

The Yolo County Jail is well managed and well maintained given the resources and challenges that it currently faces. Major changes are being implemented at the County Jail as a result of the state prison reform requirements of Assembly Bill (AB) 109 which shifts a large population of state prisoners to county jails. Correctional staff members are long term, dedicated county employees who are proactive in implementing programs to benefit the facility and the detainees.

REASON FOR VISIT

Pursuant to Penal Code section 919(b) "The Grand Jury shall inquire into the conditions and management of the public prisons within the county".

ACTIONS TAKEN

The Grand Jury toured the Yolo County Jail, in Woodland, in September 2011. The jail consists of two major facilities: the Monroe Detention Center which houses the higher risk offenders and the Leinberger Memorial Center which houses the lower risk population. The Grand Jury met with the Division Commander, the Correctional Command Team and some members of the Sheriff's office staff. The Grand Jury tour included the following:

- records department
- sally port (controlled entryway) and intake areas
- booking/classification areas
- clothing exchange and property storage area
- visiting area
- control center
- medical treatment area/cells
- kitchen
- laundry facilities
- maximum security day room
- medium security day room and cells
- women's day room and cells
- Leinberger Facility including day rooms, dorm style cells, dining hall, classrooms, showers
- drug dog presentation

The Grand Jury reviewed the Corrections Standards Authority (CSA) report dated November 3, 2010. This is a biennial report required by Penal Code Section 6031.1. The Grand Jury also reviewed the Yolo County 2011 Public Safety Realignment Report dated September 13, 2011, which outlines how Yolo County will assume the responsibilities statutorily mandated by AB 109. The Grand Jury met again with the Correctional Command Team in November 2011, to specifically investigate the impacts of AB 109 on the Yolo County Jail.

WHAT THE GRAND JURY DETERMINED

Population

Inmate overcrowding, recidivism rates and budget reductions continue to impact the operations of the Yolo County Jail. The maximum inmate population at this time for the Yolo County Jail is 422. The Grand Jury determined that there were approximately 400 inmates currently being housed, which would lead one to believe that the facility actually has additional capacity. However, the detainee classification system is the main determining factor of where a new inmate can be placed and with whom. Some detainees must be housed separately from other detainees, which does not allow the facility to house the maximum population of 422.

The process and philosophy of the correctional staff is that detainees earn respect and privileges based on their behavior. This process begins when a new detainee arrives at the facility. The Grand Jury determined that when detainees are calm and respectful they earn privileges. If they are uncooperative they spend additional time in their cell. This process and philosophy is maintained the entire time they are detained.

All detainees must receive a medical exam upon intake, and medical staff is available 24/7 to complete these exams. The next critical step is the classification of each detainee during the intake process. Only individuals arrested on felony offenses are detained. Most misdemeanor detainees are booked and released. Each detainee is interviewed to identify gang affiliation, history of sexual offenses, confidential informants, race, religious preferences, federal inmates, etc. The Grand Jury determined that based on these interviews, many detainees must be housed separately for the safety of staff, the facility and other detainees. These detainees must be placed alone in cells that were designed to hold two detainees. This necessary safety precaution is one of the main causes of overcrowding at this facility. The Correctional Command Team is constantly re-evaluating detainees, reviewing their classification status and the nature of their crimes.

Assembly Bill 109 (AB 109) Implementation

The Grand Jury determined through interviews that AB 109 is the largest single change to the California prison system in state history. Its impacts, both positive and negative, cannot be

determined so early in its implementation. It will take a minimum of two years to make any meaningful assessment of its desired outcomes on overcrowding and recidivism rates.

AB 109 was signed into law, and went into effect in the State of California on October 1, 2011. This criminal justice realignment mandates that certain felons in state custody will now serve their custody time in local county jails or alternative programs. The goal is to reduce overcrowding in state prisons and California's ever-increasing recidivism rates. The general rule is that only felons who are one of the three "nons", listed below can be moved from state prison to county jail:

- non-violent
- non-sexual
- non-serious

The Grand Jury determined the major concern regarding this requirement is the detention of serious criminals in the Yolo County Jail. Prior to AB109 implementation, when an offender was released from State Prison, they were released on parole for up to three years. They were supervised by State Parole and if they violated their parole, they served their violation time in State prison.

Under AB-109, if a state prisoner who was serving their current sentence for a non-serious offense is released, they are released on what is now referred to as Post Release Community Supervision (PRCS) and are supervised by the local probation office. If PRCS is violated, the subject will now serve their 90 day revocation sentence in the county jail instead of going back to prison like parolees did. This happens whether or not a PRCS violator has violent, serious or sexual crimes in their background. As a result, the Yolo County Jail is now receiving more inmates with serious criminal histories.

This becomes problematic for Yolo County. It dramatically increases the jail population and it also results in serious implications in the classification system, which may mandate that a detainee be held in segregated custody. The Grand Jury determined that implementation of AB 109 makes population management even more difficult than in the past. In the first six weeks of AB 109 implementation, Yolo County Jail received 30-40 parole violators who would have previously been taken to state facilities.

The Grand Jury determined that there have been no new hires in the past three years and the County Jail lost twelve officers over that same period. The Grand Jury determined that the State has made additional funding available to offset the added costs to house these added detainees. In Fiscal Year 2011/2012 Yolo County received \$3.3 million. This will allow the Yolo County Jail to increase staffing by eight correctional officers and four deputies.

Another major change is the proposed re-opening of a 30 bed wing in the Leinberger Facility, which is a minimum/medium security facility. This wing has been closed since Fall 2010 due to

funding reductions and resultant staffing reductions. Although the increased population requires the reopening of this wing, it also creates a challenge to identify detainees that can be moved to the minimum/medium security Leinberger facility.

The Grand Jury determined that the increased population at the Leinberger facility will also increase the number of detainees who could be eligible for the work release program. These detainees may provide community services such as fixing potholes, animal services, and kitchen and laundry duties. Detainees who participate in work programs receive a certificate at the end of the program. The average length of incarceration per detainee is forecast to be longer because of AB 109. The longer length of incarceration will allow more successful completions of the certificate programs.

A major challenge that has been felt immediately is the spiking medical and mental health costs with the increased numbers of parole violators being detained in Yolo County Jail. The combined average number of hours per month spent by detainees in a local hospital prior to AB 109 implementation was 20 hours. During the month of October 2011, detainees spent 180 hours in the local hospital.

The Grand Jury determined that the staff at the Yolo County Jail is dedicated, responsive and positive in their management of the detainees and the facility. There are many members of the staff who have over 20 years of employment at this facility, which strengthens the culture and unity of the staff. Staff strategically research new programs and implement them when they believe that they can positively impact the detainees. These programs are funded by the Inmate Welfare Fund (IWF) which uses revenues from the commissary and include:

- behavior modification through the use of privileges, as applicable
- “Visiting by Appointment” which revamped the visiting system by providing potential visitors the ability to make appointments for visits
- mental health socialization
- Alcoholics Anonymous
- Narcotics Anonymous
- anger management
- parenting skills

The facilities are well maintained and clean. Since this is a 24/7 facility it is well worn and in some instances inadequate for its function. The kitchen and laundry facilities not only serve the jail population, but also the juvenile detention facility. The kitchen and the laundry were scheduled for remodel in recent years but plans were put on hold due to lack of funding. The increase in the number of detainees will further stress the capacity of the kitchen and laundry facilities. There are generally ten detainees and two guards working in the kitchen. All cooks are required to have “Safe Serve Certification” and have been trained in kitchen safety. The kitchen

is mandated by the state to serve special meals such as kosher, diabetic, and allergy free, making some meals very costly to prepare and serve.

The medical, dental and mental health services are provided by a private firm, California Forensics Medical Group (CFMG), contracted by the Yolo County Health Department, through a competitive bidding process. This firm has held a contract for medical services at the Yolo County Jail since 1990. In June 2011 CFMG's contract was extended for five more years without a competitive bidding process. The last competitive bid for this service was held in December 2005.

The CFMG Facility Program Manager is knowledgeable, dedicated and has worked at this facility in this capacity for seven years. There is 24/7 access to medical care for all detainees and detainees can also refuse medical care at any time. The three medical holding cells were clean and well monitored by nursing staff. The number of detainees with mental and drug-related problems is increasing with the AB 109 changes. Jail officials are very concerned that the facility has outgrown the current capacity of medical beds.

FINDINGS

- F1.** County Jail officials are diligently working to implement changes at the jail mandated by AB 109.
- F2.** Results of the Realignment Plan will not be known for some time.
- F3.** CFMG has held a contract for medical services at the Yolo County Jail since 1990. The 2005 contract with CFMG for medical services was renewed in 2011 for an additional five years without a competitive bidding process. The Grand Jury finds that the duration of this extension without a competitive bidding process needs review.
- F4.** The jail officials are pleased with the level of service provided by CFMG and their responsiveness to the jail population's changing needs.
- F5.** The County Jail building exteriors and grounds appear clean and well maintained.
- F6.** Medical beds, kitchen and laundry facilities may become inadequate as the detainee population increases.

- F7.** The Correctional Command Team and the jail staff are dedicated, long term employees who are fully trained and proactive which promotes a healthy culture and unity of staff.

RECOMMENDATIONS

- R1.** The contracting practice of Yolo County Health Department with CFMG should be reviewed to determine if contracting requirements have been met.
- R2.** Plans for remodeling/expansion of the laundry room, kitchen and medical beds should be implemented when funds become available.

REQUEST FOR RESPONSES

Pursuant to Penal Code Sections 933(c) and 933.05, the Grand Jury requests responses as follows:

From the following governing bodies:

- Yolo County Health Department, Recommendation R1
- Yolo County Board of Supervisors, Recommendations R1 and R2