

PLUMAS COUNTY CORRECTIONAL FACILITY NEEDS ASSESSEMENT

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PLUMAS COUNTY CORRECTIONAL FACILITY
NEEDS ASSESSMENT DRAFT

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EXECUTIVE SUMMARY

Plumas County (County) is the eighth smallest county, by population, in California. The Plumas County Sheriff's Office (Sheriff's Office) operates one Type II jail. Plumas County Correctional Facility (PCCF) is comprised of 67 beds. According to recent statistics, the average daily population (ADP) in 2014 was 50 inmates and is forecasted to increase in 2015 to an ADP of 57.

PCCF was originally built in 1976 and is one of the last linear-designed jails in California. Since the original grand jury report filed in 1999, the County has commissioned studies to determine and assess the needs of the Sheriff's Office. Each of the grand jury reports concluded the existing design is not suited to modern operational paradigms, and the current condition of the facility is far beyond repair and in need of immediate replacement.

Statistical data doesn't show the County's overall need for additional jail beds beyond the current capacity of 67 beds, but instead they need the proper configuration and types of beds for classification, living, treatment, programming, and care for the incarcerated. Providing a "better bed" in a design that is conducive to today's jail standards will provide a safer environment for inmates to live, correctional and non-correctional staff to work, and for the public to visit.

The following details the issues that exist at the current facility:

- Of the general population, 60-70 percent is unsentenced felons. With this large unsentenced population and the linear design of the facility, it is extremely difficult to manage, care, and classify inmates appropriately.
- There has been an increased number of inmates classified as administrative segregation and protective custody within the PCCF population. This increase is putting strain on the facility due to the lack of appropriate space to house this classification.
- Inmates being booked into the PCCF are sicker, older, and require more acute medical care than ever before. The facility does not have an appropriately sized or located medical clinic to treat the current population.

PCCF also does not have medical housing for inmates that need to be isolated from the general population to stop the spread of illness.

- The existing facility lacks appropriate programs space and private interview space for correctional staff, medical/mental health staff, and attorneys. The Sheriff's Office is no longer able to add any additional programs for inmates due to the lack of space.

INTRODUCTION

The primary purpose of the PCCF Needs Assessment (Needs Assessment) is to provide the County with sufficient information for their Senate Bill 863 (SB 863) funding application to develop a new facility and secondarily, to enable the County to make informed decisions relative to long-range adult detention facility and program planning. Accordingly, this study addresses the State of California Board of State Community Corrections (BSCC) Title 15 requirements and makes recommendations for responding to SB 863 construction funding.

In May of 2014, the County decided to partner with CGL for assistance with jail planning services. CGL and the County have worked together through a collaborative process to develop the County's long-term jail plan.

The Needs Assessment combines information from a wide range of sources. It incorporates the considerable expertise and operational knowledge of the Sheriff's Office personnel supported by quality data on bookings/arrests, types of inmates, lengths-of-stay, and types of programs currently provided by the PCCF. The Needs Assessment also identifies the overall impact of Assembly Bill 109 (AB 109) and its effect on facility operations and ADP levels.

Also documented are the elements of the system, including current facilities, physical plant environment with types and sizes of housing units, operational design philosophy, current inmate population, classification system, programs, staffing, visual supervision, record keeping, compliance standards history, and any unresolved issues.

Beginning with an overview of the current system, the reader is led through the details of population demographics, operational procedures, physical plant and

staffing, and compliance with standards. Each step builds a picture of the entire system, historical drivers for its operational philosophy, spatial allocation, and current population management model. In each section, the findings identify existing deficiencies and areas of improvement supporting the overarching concepts expressed in the final recommendation:

The CGL team is confident that the validity of the findings within the Needs Assessment and the resulting recommendation for a new facility—one that fulfills the Sheriff’s Office’s philosophical, design, and operational goals—will provide the opportunity to deliver the extent of programming and services that will truly have an impact on the inmate community and recidivism rates. The PCCF facility will be the cornerstone of a full correctional continuum guided by evidence-based principles and practices.

METHODOLOGIES

This Needs Assessment has been developed, in part, as a requirement for seeking state funding under SB 863 – Request for Proposals: Construction of Adult Local Criminal Justice Facilities. (Senate Bill 863 Construction of Adult Local Criminal Justice Facilities Construction)(RFP)

In recognition of the challenges brought to the California county jail systems as a result of the passage of AB 109, which transferred responsibility of housing certain offenders that were previously in the state prison system to their respective county’s adult correctional system, the state is making available, through the SB 863 construction financing program, grants of up to \$20 million for small-size counties such as Plumas County. The solicitation is intended to fund, “improved housing with an emphasis on expanding program and treatment space as necessary to manage the adult offender population. Custodial housing, reentry, program, mental health or treatment space necessary to manage the adult offender population.

The SB 863 RFP is a competitive procurement. It requires applicant counties to “judiciously consider programming needs to manage the offender population” and

expects that counties will” consider a range of alternatives, while employing the least restrictive options (for housing offenders).”

The County makes a strong case for a successful proposal: The Sheriff’s Office has long recognized that incarceration, in and of itself, does not change an offender’s ability to succeed on the outside and has acted on that fact; it has been a leader statewide in creating alternatives to incarceration; it has amassed an extensive body of data to support its case; and it has proven that it can do a lot with a little.

IMPACT OF AB 109

AB 109, also known as "Realignment," has complicated the Sheriff's Office's population management plan. Under AB 109, the Sheriff's Office is forced to house inmates for a longer period of time. Prior to AB 109, the average length-of-stay (ALOS) was 9.0 days; in 2014 it was 14.8 days. ***Since the beginning of 2015 the Sheriff's Office has 12 inmates in custody sentenced to two years or more.*** The ALOS for these inmates is 1,122 days, or just over three years. In terms of custody, AB 109 required management to re-prioritize who would remain in custody, but it did not need to add positions to supervise them.

- The Probation Department is using flash incarceration.
- The non-violent, non-sexual, non-serious do time in Plumas County.
- Pretrial Tool – O.R.A.S model is used to assess inmates.
- Day Reporting Center (DRC) is overseen by the District Attorney's Office as a sentencing alternative. Anyone that is convicted of a crime will have access to the DRC.
- The Correction Officer's use strong guide for detention risk assessments.
- The Sheriff's Office handles most GPS to track people out on early release. The Probation Department handles GPS for all juveniles. They keep electronic files for record keeping. The Probation Department has access to the courts records system, "Sustain".
- Work Release – is overseen by Correction Office.

PLUMAS COUNTY CORRECTIONAL FACILITY

BSCC Title 15 establishes different categories of jails:

- **Type I** jails are used for the detention of persons for no more than 96 hours (excluding holidays) after booking.
- **Type II** jails are used for the detention of persons pending arraignment, during trial, and upon a sentence commitment.
- **Type III** jails are used only for the detention of convicted and sentenced persons.

Type I Jails

The County does not operate any Type I facilities.

Type II Jails

The County operates one Type II facility. The total number of jail beds rated by the BSCC is 67.

Plumas County Correctional Facility

PCCF is considered a Type II facility, first constructed in 1976 and remodeled in 1986 and 1996. BSCC has rated PCCF to house up to 67 inmates. The facility was designed in linear fashion, which is no longer suitable for today's correctional standards. The inefficient design of the facility puts inmate safety and correctional staff's safety at risk due to classification limitation, poor sight lines and camera coverage each time they have to move inmates for programming, recreation, sick call, and court dates. About 60-70 percent of the current inmate population is unsentenced felons.

The PCCF is not a direct supervision facility: Each of its housing units is built in a linear design, which is not an efficient custodial floor plan.

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and provides relatively inefficient delivery of services to the inmate population. Most of the facility is non-compliant with American with Disabilities Act (ADA) standards for inmates, staff, and visitors.

All inmates are provided clothing, food, medical dental care, recreation, and an assortment of programs. The facility has a linear design for 67 male and female inmates, which includes the attached work furlough dorm. Correctional officers are spending as much as 20 hours a week constantly moving inmates just for recreation time.

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this is another example of how the facility infrastructure is crumbling.

Type III Jails

The County does not operate any Type III facilities.

ELEMENTS OF THE SYSTEM

Existing Plumas County Correctional System

Introduction

The Sheriff's Office currently operates and maintains one facility, the Plumas County Correctional Facility (PCCF), located at 50 Abernathy Lane, Quincy, California. The current BSCC-rated adult bed capacity is 67.

Appropriate Beds Required

There is a need for the proper type of beds to be constructed based on the types of inmates that are serving time in the County system. The lack of appropriate bed types in the current facility makes it nearly impossible to classify and house inmates for moderate (Mod), high-risk non-violent (HNR), and high-risk violent (HR) offenders.

The Needs Assessment indicates the need to construct a new correctional center due to the antiquated state of the current facility. The concept is to plan for a "continuum of care" approach. The average inmate breakdown is 41 men and 9 women.

Plumas County Corrections System

Identified Need

PCCF is well beyond its life span, and it has been identified that the only solution would be a new correctional center. PCCF would need to be closed upon the construction of the new facility. The major systems and components of the existing

facility either need full replacement or major repairs, which are extremely costly. PCCF is in such bad shape that all the Facility Services Department can do is band-aid problems. The design of the building and lack of record keeping has made it difficult to repair the mechanical, electrical, and plumbing systems in the building.

The new correctional center master plan will create housing units designed specifically for the County's current and future inmate population. (Need to highlight more specifics about the new housing unit once we discuss the master plan).

Housing units configured in this manner will have the following positive impacts:

- Individuals will be housed together based on classification.
- Individuals housed together will learn together.
- The entire facility will be seen as a learning environment and a continuum of care will be realized.
- The new design layout will support the County's long-term housing solutions.

The needs identified within the County system are:

1. **Housing**

- a) Single-occupancy cells:** Designed to house one inmate, the cells have a bed, toilet, sink, and table with an attached chair. Classification or disciplinary issues require that some inmates are housed alone. The most problematic in terms of finding appropriate housing locations have been those in protective custody, those who display non-violent but non-conforming behavior, the assaultive mentally ill, and those requiring disciplinary isolation.
- b) Double-occupancy cells:** Equipped to house two inmates, the cells have two beds, a toilet, sink, and table with an attached chair.
- c) Dormitory Housing:** Equipped to house 8 inmates the dormitories will contain 4 double beds, one ADA shower, ADA toilet, urinal, and 2 sinks.
- d) Dayrooms:** will be sized to meet title 24 minimum requirements for dayroom space per inmate in the cells and the dormitory housing.
- e) Women's housing:** This unit will have one Dorm to house up to 6. The cells will either by 4 individual cells or 2 cells double bunked.

- f) **Medical and behavioral health housing:** New medical clinic to serve the inmate population with multiple exam rooms, proper medication storage rooms, and up to 4 medical isolation beds will be located in this area with one of these being a negative pressure room.
- g) **Maximum security housing:** Equipped to hold 4 inmates in single cells.
- h) **Medium security housing:** 2 pods holding 6 men in double occupancy cells and one pod holding 8 men in double occupancy cells.
- i) **Minimum security:** Dormitory housing for 24 men and 6 women.
- j) **Intake/Release/Processing:** This space will be designed to support the needs of
 - a 66 bed jail it will contain 1 safety cell, and multiple wet holding cells.
- k) **Visiting:** Video visiting booths will be incorporated into the jail administration space.

2. **Program Space**

The Sherriff's Office offers programs to both sentenced and unsentenced inmate populations. The facility currently has only one programming room, also used as the library, which limits the amount of programs the County can provide to the incarcerated. The programs offered run for about one hour, split between general population and protective custody to keep classification types separated. Many times, the correctional staff has to cram up to 21 inmates, a civilian instructor, and an officer inside the programs room. Overcrowding of inmates in the small confined space is the only way for inmates to take advantage of programs available. Sometimes this leads to inmate disruptions and fights, which can make for a dangerous situation for staff, volunteers, and inmates. The Sheriff's Office wants to make more programs available, but is unable to offer any additional types of programs or classes due to the lack of programming space.

3. **Medical and Behavioral Health Services**

Currently, all of the medical staff is contracted with the County. Medical and behavioral health screenings begin in the booking area. The booking officer will always complete a written and visual assessment before accepting the

inmate. Interviews are conducted in the open booking area without an area for inmate privacy. Inmates with acute medical issues are usually turned away by the booking officer, and the arresting officer will take the inmate to the local hospital to be cleared medically before returning to book the inmate into the facility. If the arrestee is booked into the facility, they have the option to seek or decline medical and/or behavioral services, which are offered to each inmate. The medical staff is available from 8 a.m. to 5 p.m., Monday through Friday, as well as on call 24 hours a day if needed. Currently, the PCCF doesn't provide any surgical procedures, and all surgeries are sent out to the local hospital to be completed.

Each morning, the Medical Health Services team prioritizes each inmate health request by urgency and type of medical issue. The medical team will either respond back to the inmate in writing or have the inmate come to the clinic to be seen. The design of the current facility does not allow for an efficient or private sick call process. The exam room is located within earshot of other inmates and staff walking or waiting in the main hallway, which makes for confidentiality issues.

Medications required by inmates at the facility are prescribed by the local doctor on contract with the County. The med-cart is in the medical office, and correctional officers distribute the meds at 6:30 a.m., 2:30 p.m., 10:00 p.m., and a fourth time if required. The current inmate population on psychotropic meds is approximately 50-60 percent.

Behavioral health services are offered within the PCCF five days a week for 2-3 hours each day. When arrestees are considered 5150, behavioral health services must assess the arrestee before either booking can be completed or the arrestee is taken to the local hospital to be evaluated and cleared medically before being booked into the PCCF. Mental health workers are available on an on-call basis for 24/7 care. Tele-psych & Tele-med services are not provided currently, but the Sheriff's Office is planning the future facility to have space for this function.

There is a huge need for Behavioral Health Services to have their own private interview rooms with a layout that is safe and efficient for inmates and staff. The current facility only has one interview room that is normally occupied by counselors or attorneys, making it difficult for the incarcerated to meet with their counselors or attorneys. Behavioral Health Services would like to have an area dedicated for a workstation and one full-time staff member. Currently, Behavioral Health Services does not have access to their Internet-based program, "Anasazi/Cerner," which houses all inmate medical history, at PCCF. This causes inefficiencies in the treatment of some inmates, as the behavioral specialist has to return to the behavioral health office and then travel back to the PCCF to treat the inmate properly.

Dental and eye exams are provided on a case-by-case basis. Due to space restrictions, PCCF is not able to provide dental and eye services inside the facility, and most requests for these services will be provided at the local doctor's office.

Overall, the facility struggles handling the medical and mental health needs of the inmates. The PCCF was never intended or designed to house long-term inmates, inmates with medical needs, or have areas where mental health and medical staff can meet safely and securely with the incarcerated.

4. **Exercise and Recreation**

Exercise and recreation is currently held either in the two outdoor recreation yards or in the indoor recreation building that is detached from the facility. Correctional officer's usually spends a minimum of 20 hours a week coordinating recreation time due to the classification issues and movement of inmates throughout the facility.

The safety of the staff is put in danger due to the proximity of the recreation yards to the public road.

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The indoor recreation room is in very poor structural shape and is well beyond repair, as is the entire facility.

5. **Attorney and Confidential Interview Rooms**

The PCCF only has one 48-square-foot attorney and interview room. The room is not in view of central control, nor does it have any communication inside the room. The attorney or interviewer has to ring a door bell to have staff release them from the interview room. There is typically a delay for staff to release the visitor or attorney from the interview room due to the constant movement of other inmates in the facility.

The Sheriff's Office recently started allowing all inmates to have access to video visitation. It is not being used too much at this time for a variety of reasons—mainly the cost, as well as technology limitations from the public who don't have access to personal computers with web cameras. Video visiting will soon have a new android technology to allow newer devices to be used for video visiting in the next few months.

6. **Day Reporting**

Day Reporting Center is nearby the court house. Most offenders with drug charges go to day reporting. Currently, the Plumas County Probation Department (Probation Department) has 360 active on probation and approximately 50 out on warrants. The Probation Department averages approximately 15 new probation cases each month.

7. **Central Control Room**

Central control is not a secured area

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8. **Administration**

All correctional staff on duty share one workstation, which is currently in the staff break room. The majority of administrative and support staff are located at the Sheriff's office, which is located off site. Incorporating the new correctional center and Sheriff's Office into one facility would be the best solution, so support staff and correctional staff can work together easier.

Sufficient space for record keeping should be a high priority due to the amount of increased corrections lawsuits. Whether the records are kept in administrative offices or in warehouses is a decision for facility managers. Whatever their decision, sufficient space should be added in the appropriate areas to account for this change in practice.

9. **Public Areas**

The public entry to the PCCF is an unstaffed waiting vestibule. This area is used for the public visiting inmates, attorneys visiting their clients, as well as civilians coming into the facility to perform programs or classes. The area is inadequate due to its location and size, as well as many ADA issues for visitors. Due to a lack of perimeter fencing, the vehicle sallyport has become an unintentional public entrance for the public, as well as all deliveries by Fed Ex, UPS, and other vendor deliveries.

10. **Kitchen/Food Service**

The existing kitchen at PCCF is unsafe due to

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Most days, the kitchen is staffed with four unsupervised inmate workers that prepare and cook breakfast, lunch, and dinner. The food is then delivered by inmates supervised by staff. The kitchen storage area does not provide enough space for back-up food supplies. The Sheriff's Office has hired U.S. Foods as the vendor who delivers food once a week. Correctional staff mentioned the lack of space to store food purchased

in bulk, which in the long run would save the County a significant amount of money. The lack of storage means staff has to go to the store to buy milk, bread, and anything else needed when they have a food shortage. Poor ventilation in the kitchen adds to expense, as fresh fruits and vegetables expire within in a matter of days. Due to the small size of the kitchen, fresh food and meats are prepared in the same food prep area, which can cause food borne illness and is a health and safety concern for inmates. The refrigerator is in the vehicle sallyport, which makes for additional and unnecessary movement in and out of the secured facility.

When the facility goes into lockdown, the correctional officers have no way to lock the kitchen, so the kitchen workers have to go to the programming or laundry area until lockdown is over. The current facility doesn't have a bathroom or eyewash station in the kitchen, so staff has to move the inmate kitchen worker to the observation room or back to their housing unit.

11. **Laundry**

The current laundry area is being used for change in, change out, and showering incoming inmates, as well as a storage area.

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Laundry is done by inmate workers from 5:30 a.m. to 6:00 p.m. Inmates get new sheets and clothes every other day. The current facility has no space to keep back-up laundry other than some extra blankets. Also, no back-up washers or dryers are available in case of machine failure.

12. **Warehouse**

PCCF does not have any designated warehouse space on or off site. The Sheriff's Office uses the laundry room and offices for storage of necessary office and inmate supplies.

13. **Receiving Space**

The booking area in the PCCF is too small and was never intended to handle the current amount of bookings. The booking officer always completes a written and visual assessment before accepting an inmate. If the inmate is not being released, they are held in a holding cell or the observation cell before being housed. If the inmate needs to be placed in detox, the booking officer will place the inmate in one of two detox cells until released or housed in the facility.

14. **Maintenance and Storage Space**

The design of the building and lack of record keeping has made it difficult to make repairs to the mechanical, electrical, and plumbing of the building. Every nook and cranny of the facility is being used for storage. It will be encouraged that the new facility has adequate storage for inmate and correctional officers' supplies.

15. **Secure Perimeter**

The current facility has a perimeter fence configured as a single-fence system. This type of fencing system creates a perimeter fence line that is integrated into some of the buildings.

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16. **Vehicle Sallyport**

The vehicle sallyport is located in the rear of the facility. The public has access by vehicle or foot to the entrance and exit of the vehicle sallyport, including deliveries by Fed Ex, UPS, and U.S. Foods. These deliveries cause the vehicle sallyport to be occupied by public vehicles causing delays in the intake/transportation process.

Inmates are taken through the vehicle sallyport for court dates, and as many as 12-15 inmates are taken to court at one time. This requires two officers and two vehicles to transport inmates. The current vehicle sallyport only has enough room for one vehicle to be secured inside at a time, which draws out the transportation process.

DEPARTMENT’S OPERATIONAL AND DESIGN PHILOSOPHY

Overview of Operating System

The Sheriff’s Office manages and operates one correctional facility for the County, being responsible for the secure confinement and care of all persons arrested by local law enforcement agencies and delivered to the PCCF and for all individuals who have been sentenced to serve time in the County jail.

Mission: The mission of the Plumas County Sheriff’s Office, concerning corrections, is *“It is the mission of the Plumas County Correctional Facility to provide the highest standards of professional ethics and personal integrity, and we are committed to the proper treatment of those in custody. Fundamental to the success of our mission is to operate the correctional facility for the safety and security of the community while providing a safe, humane, and secure environment for both the staff and inmates.”*
(Need to confirm we want to use this mission statement)

System’s History of Crowding

In April of 2013, the capacity of the facility was administratively allowed to increase capacity of inmates from 37 to 67. No additional physical improvement in space was provided to allow for this increase. In 2011 and 2012, AB 109 and SB 678 Grant funding programs assisted in the hiring of 3 additional correctional staff to assist with the increase in duties. With the increased inmate population, the County has been able adjust the budget to accommodate the increase in costs to house, feed, and provide medical care, which results in a decrease of inmate, officer and non-sworn staffs safety throughout the facility.

Plumas County Correctional Facility

PCCF was originally constructed in 1976 and remodeled in 1986 and 1996. PCCF is now rated to hold a maximum of 67 inmates. The jail is one of the last linear jails in all of California and needs to be replaced due to the significant operational and security issues.

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The surveillance system at PCCF has since been repaired, but is yet another of many band aids to mask the major issues that lead to safety issues for inmates and staff.

Design

PCCF's design is linear with indirect supervision. The spaces for inmate programming and inmate services are extremely limited. The Sheriff's Office believes, as most jail administrators across the country, that linear designs are far less efficient and pose more safety concerns than some form of a direct supervision, podular designed jail.

The design of the PCCF has made it nearly impossible to separate and classify inmates in accordance with today's standards for separation. Multiple classifications who would not normally be housed together must live together in tight spaces with that are associated with older linear designed jails. Sharing space and creates an environment that is not healthy or safe for the inmate and creates safety issues for staff.

Continuum of Care

The planning approach of the new correctional center master plan will incorporate a continuum of care concept from booking and intake to pretrial and through to sentencing and post-sentencing. Every inmate will have an individualized plan that includes the following components: medical health, behavioral health, dental health; vocation, education, employment programs (VEEP), and life skills. The concept is to create a place that is a learning environment where individuals can "live together

and learn together.” This is anticipated to be successful and to evolve into a very functional and helpful environment for the incarcerated.

Continuum of Care Design Goals

The mission of the continuum of care approach is to address individual needs for a quality rehabilitation experience and a seamless re-entry. One aspect of this approach is to integrate tangible incentives for an individual’s graduation from one level to the next. These incentives would be known and understood by all inmates as something they can earn. Some of these incentives would be the living and learning environment itself.

Having programming and service spaces easily accessible directly from the housing area will offer inmates the best opportunity to participate and succeed. The new facility will support the provision of in-custody programming and services that link inmates to community-based providers.

Based upon this operational philosophy, the specific design objectives of the new state-of-the-art facility with housing component and programming spaces are discussed below, organized along a series of guiding principles that serve as the foundation for the proposed facility’s operational mission and design approach. These guiding principles are categorized under five major themes:

1. Appropriate Environment

- Requirements for security, safety, and control matched to the population to be served and to their security level. There will be a difference for maximum, medium, and minimum housing. Each will have a podular, direct supervision-type layout with sleeping areas surrounding a dayroom.
- Maximum security sleeping areas will be single cells with a stainless steel toilet/sink combination unit, built-in bed and desk, and storage shelves with steel swinging doors.
- Medium security sleeping areas will have double-occupancy cells with a stainless steel toilet/sink combination unit, built-in bed and desk, and storage shelves with steel swinging doors.
- Minimum security dorm areas will house 8 in the male unit and 6 in the

female unit.

- A welcoming, friendly face to the visitors and the surrounding community, i.e., a “good neighbor”
- Adequate lighting, enhanced natural light in the housing units, views to the outside, and direct supervision will be provided from the point of admissions
- Residential-like construction, including individual unlocked rooms and movable furniture

2. Safe and Secure Environment

- Compliant with the requirements of Title 24 of the California Code of Regulations, best practices, and modern standards of operations (i.e., American Correctional Association, Americans with Disabilities Act)
- Podular design, direct supervision housing unit that affords clear lines of sight for optimal visual supervision
- Well-defined secure perimeter, easy-to-supervise spaces, distinct public and staff entrances and circulation paths, and secure spaces for contact, non-contact, and video visitation
- Maximized operational efficiencies through the use of the best security electronics and technology available and consolidated central control functions

3. Rehabilitative Environment

- Individualized case treatment plans through evaluation, treatment, monitoring, and assignment to appropriate programs and services
- Provision of a wide variety of programs and services designed to reduce idleness, increase productivity, and reduce recidivism
- Adequacy and variety of dedicated programming and support spaces for program staff, community providers, other professionals providing services, and volunteers
- Appropriate, varied spaces for family visitation to support successful reintegration

4. Professional Work Environment

- Normative and user-friendly environment for the facility personnel
- Ongoing training and education
- Adequate support spaces for administrative, custody, and service providers

5. Sustainable Environment

- Cost-efficient to build (through maximization of existing resources and infrastructure and to operate by providing all necessary support (laundry, kitchen, adequate storage) and health care services (medical and mental health spaces) to reduce the need for deliveries and transportation outside the facility
- Staff-efficient layout with no additional staff expected as a result of the planned housing and programming additions
- Energy efficient and environmentally friendly to reduce operating costs

MEDICAL/MENTAL HEALTH CARE SPACE

It is envisioned that there will be a central medical/behavioral health services area near the booking/intake area to manage patients' accounts and to store and prepare medicines for delivery, as well as an exam room. In addition, there will be a private interview room with separate access for the clinician and the inmate. This is where the inmates' health records are initiated. There will be decentralized multi-purpose health rooms near every housing unit where the inmates' health inventories are maintained and that can also be utilized for triage when required.

CURRENT INMATE POPULATION

A major concern about today's criminal justice costs is often tied to the issue of local jail populations. Although the nation's jail population is about one-half the size of the prison population (713,000 jail inmates versus 1.4 million prisoners) the jail population and bed-space resources seem to be an ever-expanding issue within our local criminal justice system. Decision-makers need to have sound research, comprehensive analysis and reliable forecasting techniques available in order to make educated legislative and policy decisions. The time has come when just

answering the question of, "What will the future jail population be?" is not enough. Decision-makers need to also answer the questions of, "What are the reasons behind the prison and jail population growth, how will future changes affect the system, and how can I influence the forecasted population?"

The most influential factors in forecasting any correctional population are the impact of recently enacted sentencing laws, judicial decisions and other criminal justice policy choices. These factors vary from jurisdiction to jurisdiction and are usually very complex in nature. State and local criminal justice systems often vest considerable discretion in their public leaders who construct these policies and procedures. A complete understanding of these complex influences is essential to the accuracy of planning and forecasting a prison or jail population.

Jail and prison populations are the result of numbers of admissions and lengths of stay (LOS). Minor changes in either or both of these two factors can have an enormous impact on the daily or "stock" population. For example, there were approximately 11,130 admissions into the Hays County jail system in 2007 and 2008. With an average length of stay of approximately 15.9 days, the daily population is approximately 300. If the number of admissions remained constant, but the LOS was reduced by an average of three days, the average daily population (ADP) would drop by 20 per cent to about 240.

Conversely, if the LOS was increased by three days, the jail population would increase by 20 per cent to approximately 360. These two examples illustrate just how sensitive the jail systems are to court processing and sentencing practices. Of course, if the number of admissions increased or decreased with no change in LOS, the population also would increase or decrease, respectively. As such, a careful and comprehensive examination of the complex interplay between the various factors that affect population is crucial to understanding correctional population dynamics and to be able to reasonably project future populations.

Plumas County was able to provide historical data on jail bookings and ADP by gender for 2007-2014, total jail releases for 2007-2014 and total admissions for parole and probation violations by gender for 2007-2014. This was the only data available and was utilized in this brief.

Current Conditions

As of October 2014, the County's correctional facility has a 67 BSCC-rated beds capacity. Although, there are some fluctuations over the eight year period, the combination of decreased bookings but an increased LOS has kept the total ADP fairly constant at an average of 40 incarcerated.

Exhibits 1-1 and **1-2** provide information on the annual bookings, average daily population (ADP) and length of stay of the Plumas County jail by gender from 2007-2014. **Exhibit 1-3** details the same data in a collapsed format providing additional information on annual releases and jail system totals. Booking and ADP were provided by Plumas county and LOS information was generated by applying the formula of admissions x LOS =population. **Exhibit 1-4** provides a summary of the total jail ADP from 2007-2014

**EXHIBIT 1-1
Plumas County Bookings, LOS and ADP -Males**

| Male | | | |
|----------------------------|-----------------|------------|------------|
| | Bookings | LOS | ADP |
| 2007 | 1,433 | 9.9 | 39 |
| 2008 | 1,352 | 8.6 | 32 |
| 2009 | 1,228 | 10.4 | 35 |
| 2010 | 1,201 | 10.0 | 33 |
| 2011 | 1,134 | 7.7 | 24 |
| 2012 | 939 | 10.1 | 26 |
| 2013 | 927 | 14.2 | 36 |
| 2014 | 926 | 16.2 | 41 |
| Avg. % Change 2007-2014 | -5.9% | 9.4% | 2.7% |
| Avg. % Change 2010-2014 | -6.0% | 15.5% | 8.4% |

- Male bookings have steadily decreased over the eight year period at an average rate of -5.9% per year.
- Male bookings decreased faster through 2012 at an average rate of 99 fewer bookings or -6.8% per year. Since 2012, bookings have stabilized at an average of 931 bookings per year.
- At the same time male bookings were decreasing, average LOS for males in the jail was increasing. Over the 8 year period, jail LOS for males increased a total just over 6 days or 9.0% per year.
- Although there are some fluctuations over the eight year period, the combination of decreased bookings and increased LOS has kept the total male ADP fairly constant at 35-40 offenders.

**EXHIBIT 1-2
Plumas County Bookings, LOS and ADP –Females**

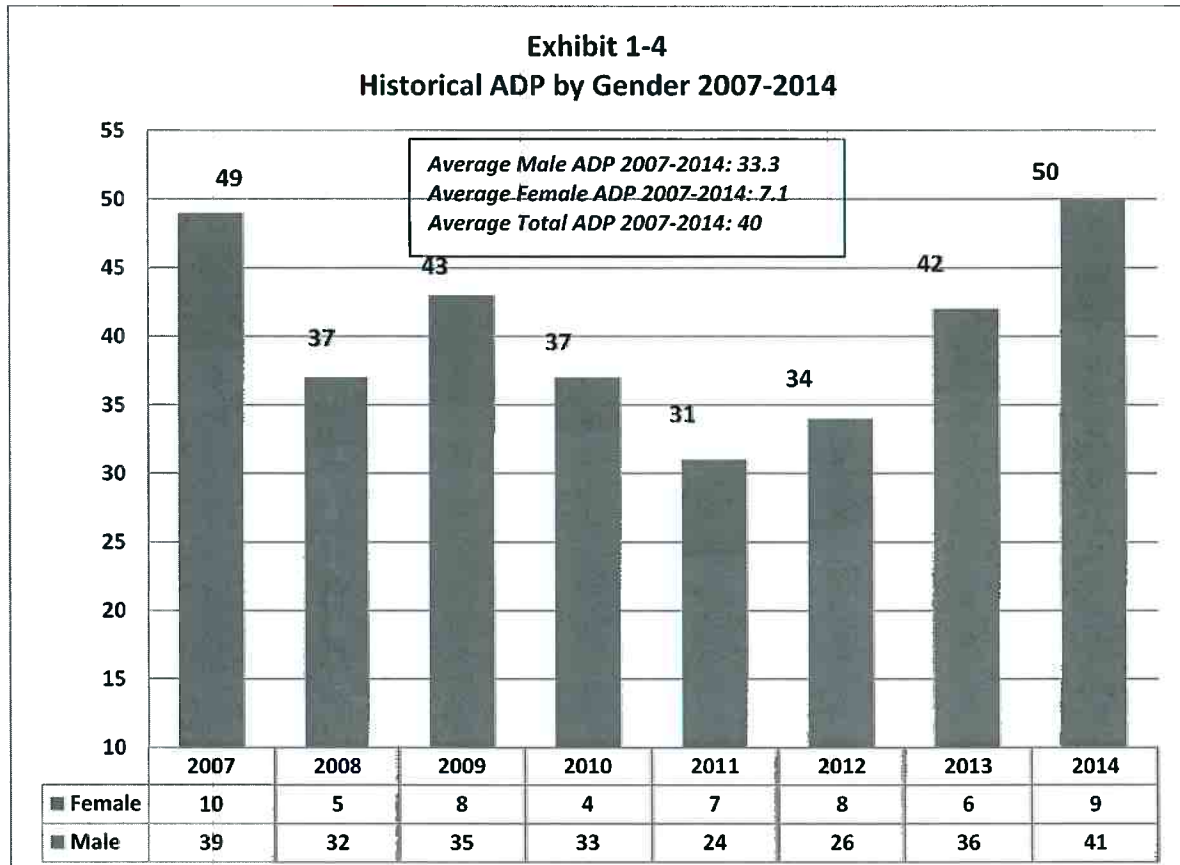
| Female | | | |
|-------------------------------|-----------------|------------|------------|
| | Bookings | LOS | ADP |
| 2007 | 454 | 8.0 | 10 |
| 2008 | 382 | 4.8 | 5 |
| 2009 | 485 | 6.0 | 8 |
| 2010 | 338 | 4.3 | 4 |
| 2011 | 347 | 7.4 | 7 |
| 2012 | 284 | 10.3 | 8 |
| 2013 | 331 | 6.6 | 6 |
| 2014 | 304 | 10.8 | 9 |
| Avg. % Change 2007-2014 | -3.8% | 13.6% | 10.6% |
| Avg. % Change 2010-2014 | -1.8% | 34.4% | 28.6% |

- Female bookings have steadily decreased over the eight year period at an average rate of -3.8% per year.
- Female bookings decreased faster through 2012 at an average rate of 34 fewer bookings or -7.4% per year. Since 2012, bookings initially increased by almost 50 bookings in 2013 and then decreased by almost 30 bookings in 2014. The average level of bookings since 2012 is 306, similar to the level observed in 2014.
- At the same time female bookings were decreasing, average LOS for females in the jail was increasing. Over the 8 year period, jail LOS for females increased by just under 3 days or 5.0% per year.
- Although there are some fluctuations over the eight year period, the combination of decreased bookings but an increased LOS has kept the total female ADP fairly constant at 8-10 offenders.

**EXHIBIT 1-3
Plumas County Bookings, LOS, Releases and ADP**

| | Bookings | LOS | Releases | ADP |
|-------------------------------|-----------------|------------|-----------------|------------|
| 2007 | 1,887 | 9.7 | 1,796 | 49 |
| 2008 | 1,734 | 7.8 | 1,662 | 37 |
| 2009 | 1,713 | 9.2 | 1,636 | 43 |
| 2010 | 1,539 | 9.0 | 1,454 | 37 |
| 2011 | 1,481 | 7.6 | 1,406 | 31 |
| 2012 | 1,223 | 10.2 | 1,159 | 34 |
| 2013 | 1,258 | 12.5 | 1,183 | 42 |
| 2014 | 1,230 | 14.8 | 1,143 | 50 |
| Avg. % Change 2007-2014 | -5.7% | 8.0% | -6.0% | 2.0% |
| Avg. % Change 2010-2014 | -5.1% | 14.9% | -5.6% | 9.0% |

- Total bookings closely mirror the trends of male bookings, having steadily decreased over the eight year period at an average rate of -5.7% per year.
- Total bookings decreased faster through 2012 at an average rate of 83 fewer bookings per year or -4.3%. Since 2012, booking have stabilized at an average of 1,237 bookings per year.
- At the same time total bookings were decreasing, average total LOS in the jail was increasing. Over the 8 year period provided, total jail LOS for increased a total just over 5 days or 7.5% per year.
- Mirroring bookings, total releases in the jail have also steadily decreased over the eight year period at an average rate of -6.0% per year. A similar pattern of stabilizing after 2012 is seen in releases with total releases averaging 1,162 since 2012.



Jail Bed Forecasting Methodology

Forecasts completed in this document were completed using the universal calculation of admissions x LOS = populations. Separate calculations were completed by gender. Exhibit 1-8 provides the population projections produced for the Plumas County jail. Assumptions made on the future level of bookings and LOS are presented below.

It must be noted from the outset that making a long-term forecast for any correctional population is like trying to forecast the nation’s interest rate. We know what the current trends are but we also know that the factors that produce an interest rate are constantly changing and are unknown. All that can be reasonably assumed is that if certain conditions continue to exist then the interest rate – or jail population – will be as follows. But since we do not know what the crime rate, police arrest practices, court policies and sentencing laws will be over the next 10 to 20 years we must understand that long-term projections are a “best guess” based

on what we know today. On the other hand, by knowing the key trends, policies and laws that drive jail populations, one can continually review and adjust those policies to help ensure that the jail system does not become crowded.

The last point is that small jail populations tend to fluctuate more than larger (1,000 beds or more) jail systems' populations. Such fluctuations are the result of seasonal variations in crime and criminal justice policies, therefore one needs to be prepared for such fluctuations.

Data Caveats and Assumptions

It is important to recognize that the County is just now beginning to understand the full impact of absorbing AB 109 inmates into the County's justice system. Hence, it is imperative that the most recent trends being experienced be included and emphasized in the analysis. The following are assumptions made when forecasting the jail population,

- Based on the trends in male bookings over the past 3 years, male bookings are projected to remain at approximately 930 admissions per year through the forecast horizon.
- Based on the trends of female bookings over the past 3 years, female bookings are projected to increase at the average annual growth rate since 2011, 0.4% per year through the forecast horizon.
- Combining male and female assumptions, total booking are projected to increase very slightly at 0.1% per year.
- LOS of male offenders in the jail is projected to continue to increase at a rate similar, yet somewhat reduced, to what was observed during the eight year period provided. Male LOS is projected to increase 5 days over the ten year forecast period to a total of 21 days by 2025.
- LOS of female offenders in the jail is projected to continue to increase at a rate similar, yet somewhat reduced, to what was observed during the eight year period provided. Female LOS is projected to increase 3 days over the ten year forecast period to a total of just under 14 days by 2025.

Conclusions

Plumas County Jail Population Forecast

Taking all the data and projecting out 10 years the total bed needs for Plumas County will be 66 by the year 2025. Taking this number into consideration the county will be planning a new jail around these projections.

**EXHIBIT 1-8
Plumas County Jail Population Forecast**

| | Male | Female | Total |
|---|-------------|-------------|-------------|
| 2014 | 41 | 9 | 50 |
| 2015 | 47 | 10 | 57 |
| 2016 | 50 | 11 | 61 |
| 2017 | 52 | 11 | 63 |
| 2018 | 53 | 12 | 65 |
| 2019 | 53 | 12 | 65 |
| 2020 | 53 | 12 | 65 |
| 2021 | 53 | 12 | 65 |
| 2022 | 53 | 12 | 65 |
| 2023 | 54 | 12 | 66 |
| 2024 | 54 | 12 | 66 |
| 2025 | 54 | 12 | 66 |
| Avg. % Change 2014- 2025 | 2.6% | 2.7% | 2.6% |

- Total male jail population is projected to increase from 41 in 2014 to 54 by 2025 representing a growth in ADP of 13 offenders or an average increase of 2.6% per year.
- Total female jail population is projected to increase from 9 in 2014 to 12 by 2025 representing a growth in ADP of 3 offenders or an average increase of 2.7% per year.
- Total jail population is projected to increase from 50 in 2014 to 66 by 2025 representing a growth in ADP of 16 offenders or an average increase of 2.6% per year.

CLASSIFICATION SYSTEM

Introduction

The foundation of a well-functioning correctional system is an effective and efficient classification approach. Relevant classification is essential to facility safety and security and is fundamental in establishing staffing, program, and service requirements. The main focus on classification is to facilitate a successful and well-managed facility.

Success is based on identifying those inmates who cannot be housed safely in general population because they pose a threat to other inmates or staff, are targets of victimization, or have special requirements such as medical, mental health, or other needs.

PCCF does not allow for the appropriate separation of inmates due to its linear design. The current classifications are as follows:

Male

- Male minimum
- Male maximum

Female

- Female minimum/maximum

Classification for each individual inmate is difficult to provide, and many times classifications that shouldn't mix—do, for example, family members comingling. The system has further issues with lack of separate housing designed for medical/mental health and lack of housing for administrative segregation, protective custody, and temporary medical isolation inmates that need to be segregated from the general population.

Housing Units for Similarly-Programmed Individuals

To achieve this, the facility must have the proper number and type of housing units align with the different classification categories. Because of outdated facility design, the top priority is to have enough space to separate all classifications appropriately.

Currently, males only have minimum and maximum security classification, and females are all lumped into where the medium security male area used to reside. It is key to have housing for each classification (minimum, medium, and maximum for males), as well as housing to segregate medical/mental health and anyone else considered at-risk. Currently, the female population is housed in the old female dorm. The dorm holds five females and the individual cells holds three. On occasion, the female dorm is being used to house isolated males, so on rare occasions the County will release a problem female inmate. The housing options for both male and female classifications are a major issue and can't be resolved with the current linear design of the facility.

Risk Assessment Tools

The Sheriff's Office and the Probation Department both use the *STRONG assessment model: The main goal is to "have a seamless transition from in-custody to out-of-custody offenders."

The purpose of this approach is to:

1. Deliver more predictive assessment tools and improved classification of offenders
2. Increase accuracy in identifying which incarcerated offenders are awarded early release

3. Increase staff offender efficacy through the use of organized, efficient, and collaborative supervision plans that could be measured for specific outcomes

Static Risk Assessment

There are two components to the STRONG assessment process. The first is a 26-item static risk assessment, focused entirely on static factors and used solely to classify offenders into these categories:

- Low Risk Moderate Risk
- High-Risk Property
- High-Risk Drug
- High-Risk Violent

The tool measures certain key characteristics as predictors of recidivism: demographics and adult sentence violations resulting in confinement.

Offender Needs Assessment

Once the classification has been made, the highest-risk offenders receive the Offender's Needs Assessment. Each of the individuals assessed will have unique risk and protective factors that need to be identified and taken into account when staff begins to plan change. It is based upon a broad social learning theory of criminal conduct supported by evidence-based practices and professional expertise. It includes 55 items that gather information related to offender characteristics, circumstances, and attitudes.

* In Washington, this was implemented as the Offender Supervision Plan System (OSPS). Assessments.com now markets the system as STRONG – the Static Risk and Offenders Guide (this description of STRONG is from Assessments.com, "A Case Study – Washington State Department of Corrections Implements STRONG.")

Groups that Live Together and Learn Together

Currently, the booking officer and the probation officer don't work side-by-side at the time the booking/intake process begins. Probation officers visit inmates inside PCCF to assess them once they have been booked into the facility. The goal for the

new facility is to have space for both correctional staff and probation officers to work on classifying inmates from the time booking/intake begins.

It is anticipated that there will be the following housing units available:

1. Intake transfer/release holding
2. Medical/mental health housing
3. General population
4. Multiple-cell pods

PROGRAM NEEDS

Programmatic Mission

The mission of the County's inmate programs and services component is to promote a seamless transition from in-custody to out-of-custody, accomplishing this through evidence-based guidance and effective practices. The goal is to provide inmates with the opportunity to participate in a variety of programs and services intended for self-improvement, group interaction, educational skills development, and release readiness.

The Sheriff's Office understands that encouraging the constructive use of leisure time is necessary in effective inmate management. The Sheriff's Office is proud to offer programming that starts immediately upon risk assessment completed and even before arraignment have taken place. It is the intention that all inmates will have direct access to programs, services, and exercise areas directly from their housing units. This allows for constructive release of stress resulting from

incarceration and will provide access to self-help and other meaningful programs that benefit inmates while in-custody and out-of-custody.

The STRONG assessment tool provides information that identifies individual inmates' criminogenic needs as soon possible to deliver evidence-based program opportunities and targeted interventions to address those needs prior to the inmate's release from custody. The Sheriff's Office and the Probation Department will continue to work together and team with other community services to provide inmates that participate the best opportunity to have a seamless re-entry back into the community.

Delivery Method/Program Areas

Currently, PCCF only has one programming room/library, which limits the amount of programs the County can provide. All inmates taking part in programs must be escorted group-by-group to the programming room that is separated from their housing unit.

The new facility would be designed to have program and service spaces located adjacent to every housing unit. This concept will work for exercise, sick call, and interview rooms, as well as visiting and dining functions.

Current In-Custody Programs

- AA
- Bible study
- Mindfulness mental health counseling
- How to escape your prison
- Education classes through Feather River College
- Computer Literacy
- Strong Program
- MRT – Anger Management
- MRT – Parenting
- MRT - Thinking for Good
- Relapse Prevention (New program being added 04/20/15)

- Job training – (Sheriff’s Office has a contract with the courts to provide janitorial services 3 days a week. Towards the end of the offender’s sentence, corrections allow inmates to apply for jobs, as well as take them to job interviews.
- Drug & Alcohol – Offered by Plumas County Alcohol Tobacco & Other Drug Program

Programming at Facilities

The PCCF is severely lacking in programming. There is a huge programs service gap between the design of the facility and the reality of today’s inmate classification needs. Having only one inefficiently located and sized room for programming handicaps the County’s ability to provide all of the programs they would like to in-custody inmates.

The impact of this is a dysfunctional correctional system, yet the assessment programs and low-risk offender programs have evolved to be quite successful and have established a bright outlook for future programs.

Assessment at Time of Booking and Pretrial Phases

The Probation Department uses the Ohio Risk Assessment System (O.R.A.S.) model and the Sheriff’s Office uses the STRONG for assignment to the appropriate levels of supervision. As of 2012, Plumas County was the only County to have all correction officers STRONG certified. These tools allow the identification of the criminogenic needs of each offender and development of a case plan tailored to each individual. The case plan includes whether an inmate can be released (home arrest, alternative sentencing programs, or similar out-of-custody programs), but also begins the in-custody programming opportunities that can transition to out-of-custody programs. It is the intent of the Probation Department and Sheriff’s Office to use the full capacity of these assessment tools in the new facility in order to determine what programs are appropriate for each individual.

The Sheriff’s Office supervises most offenders that are released using GPS on a court-ordered pretrial supervision program after a recommendation is made by the Probation Department.

Further Existing Program Successes

With many of the programs being six-week courses, it is difficult to create treatment and educational programs for the shorter-term inmates. The consequence of having a facility that has limited access to program spaces and a short-term population is a functional collapse of the ability of the correctional system to have a positive impact on incarcerated offenders.

Current Program Successes

Currently Plumas county has seen success in the following programs and has a need for increased programing space to expand these programs to serve the inmates while they are in custody in Plumas County.

- Narcotics Anonymous
- Alcoholics Anonymous
- GED classes
- Pretrial Release Program
- Adult drug court
- Flash incarceration
- MRT (Anger Management, Parenting, and Thinking for Good)

Programmatic Mission and Guiding Principles

The new correctional facility master plan will be a collaborative effort among the Sheriff's Office, Probation Department, and community-based partners that will enjoin pre- and post-release programs for offenders to improve public safety, reduce recidivism, and provide the continuum of resources for a successful re-entry into the community and the tools to complete a successful period of community supervision.

Programmatic Mission: "It is the mission of the Plumas County Correctional Facility to provide the highest standards of professional ethics and personal integrity, and we are committed to the proper treatment of those in custody. Fundamental to the success of our mission is to operate the correctional facility for the safety and security of the

community while providing a safe, humane, and secure environment for both the staff and inmates.” (Need to confirm we want to use this mission statement).

Guiding Principles: The following guiding principles have been developed to strengthen and enhance the Sheriff’s Office’s Programmatic Mission:

- The use of validated risk/need assessment instruments to identify criminogenic needs and to reduce risk of re-offending
- Development of individualized program plans as soon as possible upon admission into the facility
- Evidence-based programs, such as cognitive behavioral therapy, education, and employment, to increase the successful transition into the community
- Maintenance of a multifaceted approach to effectively address inmates’ unique and varied needs
- Release readiness and preparing inmates for transition to the local community, while developing links with needed community resources, pro-social supports, and/or family
- Development of performance measures and continued outcomes evaluation

Programs under Development to be Implemented with the New Plumas County Correctional Facility

Vocation, Education, and Employment Programs

The Sheriff’s Office is in the process of starting an online inmate education program as well as culinary classes with the local Feather River College. Feather River College currently partners with the California state prison system and county jails to educate inmates.

The Sheriff’s Office is focusing on adding a fire program, farmer’s market program, and gardening program, and cooking meals for soup kitchens. The Sheriff’s Office is in talks with Trinity Food Services to provide food to the facility for the next fiscal year. One of the services offered by Trinity Food Services is providing inmates the ability to become ServSafe certified, which will allow offenders to be more qualified to work in the food industry upon re-entry into the community. Work release inmates can be sent out to any nonprofit organization, such as the High Sierra Animal Rescue, to work. The Sheriff’s Office doesn’t offer tele-med or tele-psych

due to space restriction at the current facility, but they have every intention of offering these services if they build a new facility.

Social Services and The Sheriff's Office have been working together since January 2015 to improve the delivery of online services to inmates. The Sheriff's Office has had success in providing services such as; Medi-Cal, Covered California, and Cal Fresh. The Sheriff's Office believes that education, as well as providing much needed job skills to inmates, is the best way to reduce recidivism.

Custodial Re-Entry Multi-Disciplinary Program

The Probation Department recently started a new program called "Banking" for lower-level offenders. This will allow lower level offenders who have proven their ability to follow probation terms without as much direct supervision to report by telephone or by mail instead of in-person meetings. Probationers are can also be placed in a "Banked" caseload through a risk and needs assessment process

SB 678 Performance Incentives Program

In 2011 and 2012, AB 109 and SB 678 Grant funding programs assisted in the hiring of 3 additional correctional staff to assist with the increase in duties. The basis of SB 678 was to assist County's with funds to hire appropriate staff to introduce or continue evidence based programs to offenders in hopes of reducing recidivism.

ANALYSIS OF LOCAL TRENDS

Historical Jail Service Demand Trend (2007-2014)

County Population

Overall, County population in 2014 has decreased to 18,606 from a population in 2010 of 20,007 which is a decrease of -7.0%.

Jail Bookings

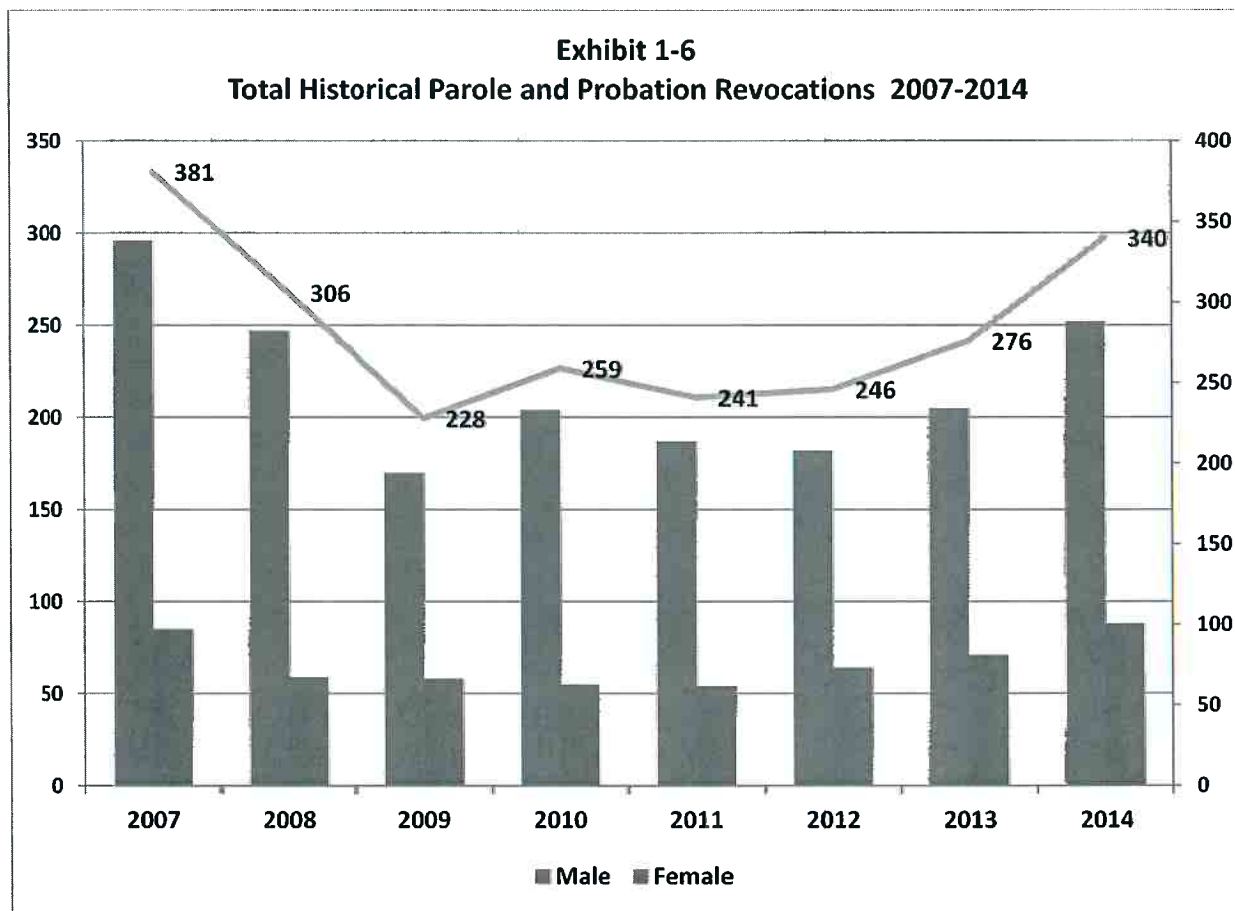
For the entire 8-year period analyzed, total annual jail bookings of males actually decreased by an average rate of -5.7%. Total bookings decreased faster through 2012 at an average rate of 83 fewer bookings per year or -4.3%. Since 2012, bookings have stabilized at an average of 1,237 bookings per year.

At the same time total bookings were decreasing, average total LOS in the jail was increasing. Over the 8 year period provided, total jail LOS for increased a total just over 5 days or 7.5% per year.

Breaking out parole and probation violations as a separate group of booking is presented in **Exhibit 1-5 and Exhibit 1-6.**

**EXHIBIT 1-5
Plumas County Parole and Probation Violation Jail Admissions**

| | Male | | Female | | Total | | |
|-------------------------|-------------|--------|-------------|--------|-------|--------|-------|
| | Misdemeanor | Felony | Misdemeanor | Felony | Male | Female | Total |
| 2007 | 185 | 111 | 49 | 36 | 296 | 85 | 381 |
| 2008 | 148 | 99 | 47 | 12 | 247 | 59 | 306 |
| 2009 | 98 | 72 | 39 | 19 | 170 | 58 | 228 |
| 2010 | 104 | 100 | 38 | 17 | 204 | 55 | 259 |
| 2011 | 105 | 82 | 42 | 12 | 187 | 54 | 241 |
| 2012 | 122 | 60 | 46 | 18 | 182 | 64 | 246 |
| 2013 | 138 | 67 | 53 | 18 | 205 | 71 | 276 |
| 2014 | 152 | 100 | 69 | 19 | 252 | 88 | 340 |
| Avg. % Change 2007-2014 | -1.0% | 2.4% | 6.0% | 1.0% | -0.5% | 2.0% | -0.2% |



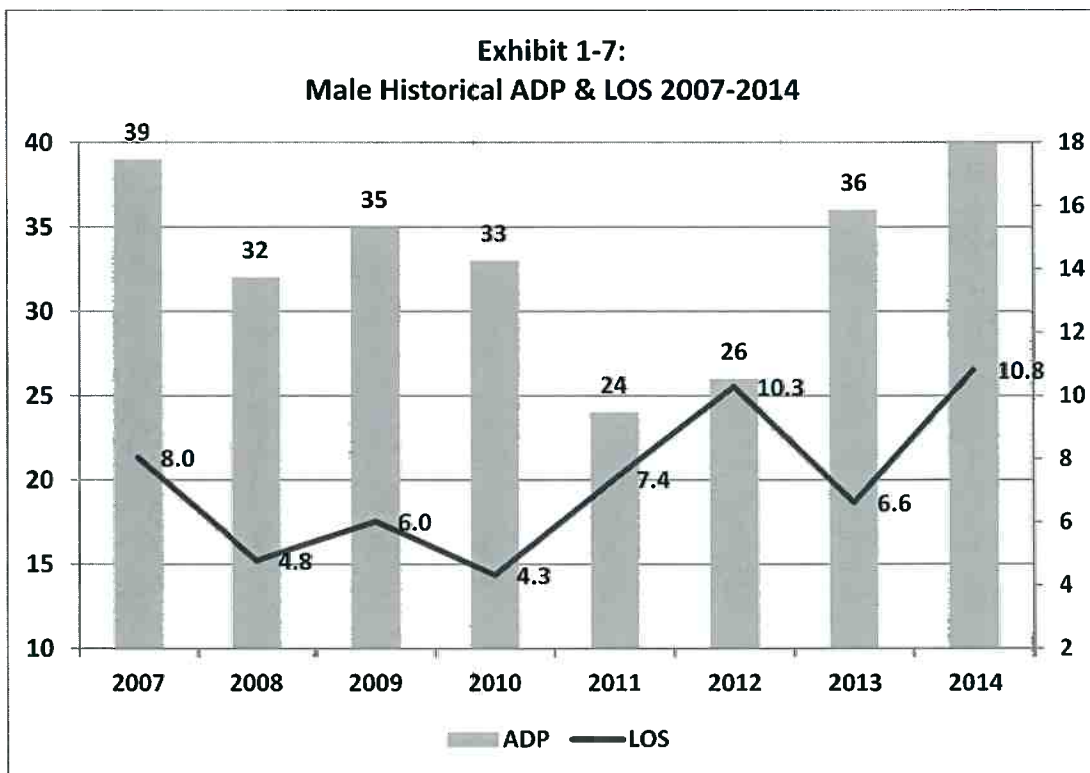
Although total male parole and probation revocation admissions to the jail have decreased over the eight year period by -0.5% per year, they have not decreased as much as total male bookings. As a result, the proportion of male bookings that are parole and probation violations increased from 21% in 2007 to 26% in 2014. An even more dramatic trend in female parole and probation revocation admissions to the jail can be seen with an average increase of 2.0% per year over the eight year period. During the same time period, female total booking decreased by an average of -3.8% per year. As a result, the proportion of female bookings that are parole and probation violations increased from 19% in 2007 to 29% in 2014. Mirroring male parole and probation revocation admissions to the jail, total parole and probation revocation admissions have decreased over the eight year period by -0.2% per year. During the same time period, total bookings decreased by an

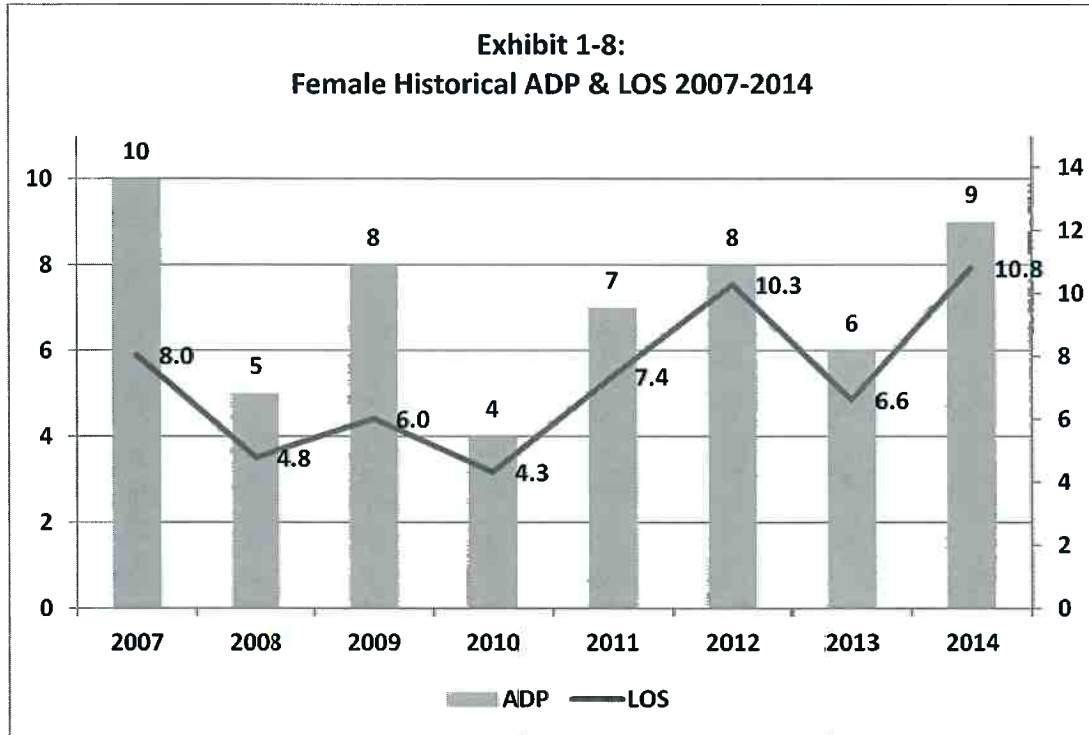
average of -5.7% per year. As a result, the proportion of total bookings that are parole and probation violations increased from 20% in 2007 to 28% in 2014.

Average Daily Population Versus Jail Capacity

Although there are some fluctuations over the eight year period, the combination of decreased bookings but an increased LOS has kept the total ADP fairly constant at 45 offenders.

Exhibit 1-7 and Exhibit 1-8 display the combination of LOS and ADP by gender. Viewing both of these indicators in combination show the effect the rising LOS has had on ADP over the past eight years. As can be seen in the charts, the average LOS of both the male and female jail population has a direct impact on the resulting jail ADP. Since bookings for both populations have been stable since 2012, it can be observed that LOS is the main driver of the ADP of both populations.





ADEQUACY OF STAFFING LEVELS

Staffing issues for Corrections

In order to provide a safe correctional facility for staff, inmates, and visitors, the facility needs to be staffed 24 hours a day, 7 days a week. It's been four years since PCCF has been fully staffed. This has made it difficult to effectively supervise inmates while also providing other necessary services, such as moving inmates to programs and services and transporting them to court appearances.

Recruiting qualified applicants is difficult and has become a struggle for the Sheriff's Office. Potential new hires typically fail the written test, oral interviews, and/or background checks, excluding them from the hiring pool. The County's hiring process is rather short—from six to eight weeks. On occasion, they will hire a new officer as a temporary employee, assuming the psych evaluation has come back favorable. Once the background investigation is 100 percent complete, they hire the officer as a full-time employee.

Staff retention for the PCCF has proven to be extremely difficult. Correctional officers have been leaving due to promotions within the Sheriff's Office and other outside the agencies. The Sheriff's Office ability to fill vacancies is attributed to low pay, benefits cost, and retirement.

The Probation Department and the Mental Health Department typically have college grads applying for open positions. The problem with this type of applicant is that they stay long enough to gain experience and then leave for another agency that is willing to pay more and provide better benefits and retirement. With this said, the County has always been able to do its best to properly staff its departments in need.

ABILITY TO PROVIDE VISUAL SUPERVISION

The Sheriff's Office understands the importance of providing visual supervision of inmates. With the linear design of the PCCC, it is difficult for correctional officers and staff to view all movements of inmates. The ability to provide the best visual supervision is accomplished by building design, appropriate use of technology, and sufficient staffing levels.

The entire PCCF has design flaws that prevent officers from having clear lines of sight on inmates.

REDACTED

The work furlough room is also a difficult area for visual supervision due to

REDACTED

The Sheriff's Office does have some camera coverage at the PCCF.

REDACTED

ADEQUACY OF RECORD KEEPING

The Sheriff's Office collects and stores comprehensive arrestee and inmate information in line with Title 15 California Penal Code (CPC), including demographics, offense and sentence information, and assessment data, in a computerized jail management system (JMS) called PTS Solutions, Inc.

Incoming Hard Copies

Hard copy records such as booking files, medical records, and logs are kept at PCCF for a minimum of seven years. There are some exceptions, e.g., death-in-custody, lawsuits, and things of that nature, where the records are kept forever. These are stored in boxes in the outside shed, and in the past some of the files have been lost due to water leaks and flooding.

Inmate Grievances

An inmate can grieve medical or jail conditions or if they feel they are being treated unfairly. The grievance is addressed by line staff, a sergeant, and can be sent to the jail commander if it is not resolved at the lower level. It would only go to the assistant sheriff or sheriff if the grievance was against the jail commander and needed to be resolved outside the normal flow.

HISTORY OF COMPLIANCE WITH STANDARDS

The BSCC is mandated statutorily by CPC Section 6031 to inspect all local detention facilities in the state biennially. Based on the latest BSCC biennial inspection report dated 12/30/2014, the PCCF continues to be non-compliant in specific sections of Title 24 and Title 15 of the California Code of Regulations. The same issues are documented from previous inspection reports listed below.

The information below came from the BSCC report.

| | | | | | |
|--------|--------------------|----|------|----------------------------------|------------------------------------|
| Plumas | Plumas County Jail | II | 1027 | Training, Personnel & Management | Number of Personnel |
| | Plumas County Jail | II | 1029 | Training, Personnel & Management | Policy & Procedures Manual |
| | Plumas County Jail | II | 1056 | Classification & Segregation | Use of Sobering Cell |
| | Plumas County Jail | II | 1058 | Classification & Segregation | Use of Restraint Devices |
| | Plumas County Jail | II | 1245 | Food | Kitchen, Sanitation & Food Storage |
| | Plumas County Jail | II | 2.4 | Physical Plant 470A | Sobering Cell |

- Most of site not ADA compliant for inmates or visitors
- The existing Fire system at PCCF does not meet current CSA requirements for Fire Safety.

REDACTED

The grand jury report dated from 2005 shows multiple deficiencies were noted with the sprinkler system. The work furlough day room and sleeping area does not have fire sprinkler coverage.

- Plumbing is exposed through-out the facility, which is a safety concern for inmates as well as a potential to cause internal flood damage if a wall mounted pipe is damaged. In the past 5 years the facility has had 2 major water pipe failures that have resulted in water being shut off for up to 4 to 5 hours each time to make proper repairs. Many of the copper water lines are embedded in the concrete floor and ceiling and have started to show signs of decay due to electrolysis. The facility has lost a number of shower valves and even sections of water line due to this corrosion. The plumbing within the walls of the facility is literally rotting from the inside out and it is expected that the problems will only continue to get worse.
- Electrical wall-mounted conduit is exposed in the finger printing area, which is a potential hazard for both inmates and correctional staff.
- The current layout of the existing correctional facility does not allow for proper health and sanitation, leaving correctional officers as well as inmates

at risk. The location of the shower for inmates being booked is located near the kitchen and could potentially contaminate food being distributed to other inmates, which could risk the health of inmates.

- Much of the space through-out the facility is undersized and not compliant with CSA requirements.
- The safety cell is being used as storage as it is difficult to see into the cell through the window in the door. Also, the cell does not meet CSA requirements due to the fact one dimension of the cell is less than six feet.
- The jail's heating and ventilating is regulated offsite by a computer controlled by a Delta system. Findings from the 2004 grand jury report noted that multiple areas in the facility, particularly the maximum-security area, appeared very warm and damp. Correctional staff has indicated the facility is often too hot or cold and it can be difficult to have a neutral temperature.

UNRESOLVED ISSUES

The overall need for the Sheriff's Office is to construct a new correctional facility with the appropriate types of beds. The current PCCF is literally crumbling from the inside out and is well past its life cycle. The Sheriff's Office would like the ability to classify each inmate and offer programs to each classification/group to help reduce the rate of recidivism. Medical and Behavioral Health Services and volunteer agencies need additional offices and private interview space. The sheriff requested space for a small medical unit with one or two negative pressure cells.

The Sheriff's Office also expressed the need to build a new sheriff's office to replace the existing office. The existing office is showing the same signs of deterioration as the PCCF. If possible, they would like to look into the option of putting the sheriff's office directly next to the new correctional facility, connected by a secure corridor.