

**NATIONAL INSTITUTE
OF CORRECTIONS
Santa Barbara County
California
April 4 - 6, 2006**

The Justice System Assessment

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Consultants

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REQUEST FOR TECHNICAL ASSISTANCE

Santa Barbara County Sheriff Anderson submitted a request for a Justice System Assessment (JSA) to the National Institute of Corrections Jail Center. Ms. Fran Zandi, Correctional Program Specialist responded to the request arranging for the JSA to be delivered April 4-6, 2006. Mr. Bill Crout and Kevin Warwick were selected to conduct the JSA.

Meetings with the County Officials were to be held April 4-6, 2006 to assess the jail, its operations, conduct a review of local criminal justice system practices and gather additional information on the current situation in Santa Barbara County, California. The community meeting was to be held on April 6, 2006. Lt. Mahurin prepared in advance for the on-site technical assistance visit and worked to insure that all the key stakeholders were prepared for the meeting.

The purpose of the technical assistance provided to Santa Barbara County was the following:

- To assist Santa Barbara County in evaluating the practicality of adopting various intermediate sanctions options for the users of the criminal justice system;
- To assist Santa Barbara County with the evaluation of jail programs and its impact on the facility;
- To assist Santa Barbara County in reviewing various options for jail planning;
- To assist Santa Barbara County in exploring a range of sanctions as a part of the decision making process related to a potential reduction in jail crowding;
- To assist Santa Barbara County as it considers adding, deleting or changing some components of the criminal justice system.
- To assist Santa Barbara County in evaluating the use of various pre-trial release options and other release mechanisms for low risk offenders;
- To assist Santa Barbara County in reviewing and developing of jail programs; and
- To assist in providing next steps for community reentry programs in Santa Barbara County.

THIS TECHNICAL REPORT REFLECTS:

- The consultants' findings regarding the existing jail facilities and operations;
- The consultants' assessment of local criminal justice system practices and use of alternatives;
- The consultants' review of planning efforts which have been made to date;
- The content of the community meeting and a chronology of each of the meetings held during the technical assistance event in Santa Barbara County;
- The recommendations of the consultants regarding the planning process and the steps that should occur to develop a long range plan to meet the County's correctional needs;
- Short-term and long-term recommendations regarding the planning of a new facility;
- An assessment of the jail's physical plant against professional standards and accepted management practices; and
- Recommended jail operational changes, consideration of facility modifications, or new jail construction.

THE NATIONAL INSTITUTE OF CORRECTIONS

The National Institute of Corrections (NIC) Jails Division was established in June 1977 in Boulder, Colorado, to serve as an identifiable source of assistance to the more than 3,000 jails throughout the country.

The Jails Division assists agencies with planning, managing and operating jails and gives them the tools needed to address the issues confronting them and make positive changes. The decision to change and the responsibility for implementing it rests solely with the client agency; the Jails Division provides information and training to facilitate decision-making and teaches strategies for implementing changes.

A jail is a locally administered confinement facility that holds people either awaiting adjudication or committed after adjudication, usually for sentences of a year or less. Although this definition fits all jails, it does not illustrate the diversity, complexity and uniqueness of these local institutions.

- ☐ **Size.** Jails range in size from one-cell facilities with average daily populations of less than 1 person to large urban complexes with average daily populations of more than 21,000.
- ☐ **Purpose of the jail in the local criminal justice system.** Opinions differ among local jurisdictions as to the primary purpose of the jail; rehabilitation, reintegration, retribution or restraint. What each jurisdiction perceives as the primary purpose determines the operations of the jail and the programs and services it provides.
- ☐ **Inmate populations.** The profile of the inmate population is also taken into consideration when planning jail operations, programs and services. Profiles of inmate populations vary from jurisdiction to jurisdiction. Some jails hold only pretrial misdemeanor or felony defendants, others hold both, and still others hold primarily inmates sentenced to county jail time.

Justice System Assessment Purpose and Goals

Jurisdictions frequently request the Justice System Assessment (JSA) because the jail is "crowded," and, as such, under some scrutiny. The jail assumes the victim stance—nothing can be done about the problem. In some ways this is correct. The jail is unable to fully control the flow in and out of the jail, yet it possesses a wealth of information about how the rest of the system is operating. Changes in policy and practice in an individual justice system component can also cause changes in the inmate population. The jail is usually unaware that the data they have will reflect those changes. In the meantime, the rest of the criminal justice system is sure it is doing the best job it can, and often feels taxed to the limit. However, each component is working in a vacuum—unaware of what the rest of the system is doing.

The JSA will demonstrate to the stakeholders that they have a common purpose and can benefit from working and thinking strategically. The jail will reap the benefit of managing its population; the other components will reap the benefit of sharing information and minimizing redundancy; and all will be working smarter, not just harder.

Even though some jurisdictions are fairly sophisticated and have an increasing number of sanctions (with the jail as one), they may still request a JSA. The JSA will help to assess how well the system is handling the demands it faces; determine if the existing services and programs are meeting their needs and are consistent with public safety (the community's) concerns; and make sure those programs are having the desired impact on the system, and more specifically, the jail population.

TARGET JURISDICTIONS

Jurisdictions that could benefit from a JSA include any that are seriously planning a new jail; constructing a new facility or renovating an existing one; or considering adding, deleting or changing some component of their criminal justice system. Other reasons for requesting a JSA are to:

- Assess how well the local criminal justice system is handling the demands it faces;
- Determine whether existing services and programs are meeting the needs of the criminal justice system;
- Assess existing services and programs for consistency with public safety concerns; and
- Validate the impact of existing programs to the correctional system.

NIC JAILS DIVISION FINDINGS

The premise on which the Jails Division operates is that criminal justice systems are more successful when their various components work together. The jail is but one part of a criminal justice system. Successful solutions to the problems of the system, including the jail, are those that work best for the community and that have been reached by the community. Size, design, method of construction, level of jail services and programs and style of inmate management are all questions that are best explored and answered at the local level.

Many jurisdictions have no options between incarceration and probation. However, jurisdictions are increasingly implementing intermediate sanctions programs that satisfy punitive needs and also meet the concerns of public safety without overburdening the community's resources.

Criminal statutes specify punishments for convicted offenders that vary in severity. To implement the punishments, judges are provided with an array of options, including intermediate sanctions. Based on which punishment is the most appropriate, offenders may be sentenced to prison, placed in jail, on probation or in one of a variety of intermediate sanctions programs. Those intermediate sanctions that do not involve incarceration must be consistent with the goals of the local criminal justice system and with public safety concerns. Local control, which ranges from almost total freedom (probation) to total restriction (jail), is a key factor.

While some intermediate sanctions have been devised in part as a means of easing the local jail's crowding problems, their success has often been only random. Programs that simply divert people from jail to alleviate crowding can actually have the opposite effect. Inappropriately placed offenders who fail are often sent back to jail for longer time periods, thereby aggravating the crowding problem.

GOALS OF THE JSA

The JSA is conducted in response to a jurisdiction's request for technical assistance. A team of consultants spends three days in the jurisdiction. The JSA provides an opportunity for the jurisdiction to acquire the tools that will help it to gain more control over the cost of justice operations and improve the management of the entire criminal justice system. The goals of the team are to:

- Understand the operation and capacity of the local criminal justice system;
- Understand who is in jail, why and determine whether other appropriate pre- and post-trial options exist that are consistent with the goals of the criminal justice system and public safety;
- Identify possible pre- and post-trial options that can be developed with existing resources;
- Develop or expand capacities so that options not currently feasible may be considered;
- Outline the scope of the existing problems, including collecting sufficient data to analyze incarceration issues and developing functional programs;
- Share experiences of other jurisdictions in similar straits;
- Help the community recognize its perception of the values and philosophies of incarceration; and
- Make local officials aware and promote their involvement in JSA.

CONSULTANTS' ROLE

A team of two consultants, one with primary expertise in jail administration and/or management, the other in community corrections, will conduct the JSA. The role of the consultants in this process is to facilitate accomplishing the goals of JSA to collect and analyze the most accurate information possible. The consultants will involve key persons from the Santa Barbara County Criminal Justice System, the community and the requesting agency. The consultant team's specific tasks are to:

- Tour the existing jail to assess it against established professional standards and management practices;
- Analyze the role the jail occupies in the framework of sanctions and options provided by the local justice system;
- Evaluate the impact of any existing programs and options on pretrial incarceration;
- Evaluate the impact of existing intermediate sanctions;
- Review the overall functioning of the criminal justice system, its planning and coordination capacity and the relationship of the law enforcement community and the court system to the jail. Available data will be analyzed and interviews will be conducted with key members of the local criminal justice system and local citizens to capture their perceptions of major justice system problems;
- Facilitate an exit interview with key criminal justice decision makers to examine the roles that incarceration plays in the community. This will include discussions on such topics as legal issues, the purpose of the jail, total system planning and community involvement; and
- Produce a report that assesses the requesting agency's capacity to manage criminal justice issues, provides options or recommendations for improvement, and presents findings and information obtained during the community meeting.

The JSA process requires considerable local coordination and planning. Once assistance has been requested and approved, the primary consultant on the team selected by the agency representative will initiate and maintain contact with a person designated by the agency to arrange logistics and to schedule and coordinate necessary meetings, tours and interviews. Before the consultants arrive, the contact person will also complete application forms and perform all tasks required of the requesting agency for the on-site visit as outlined in the application. The contact person will:

- Assure that jail staff are prepared for the consultants' visit, are available for interviews and will have various documents available for review;
- Schedule interviews with: 1) coordinators of all non-jail programs used as punishments; 2) selected members of the criminal justice system; and 3) members of the local government and the community;
- Arrange locations for various interviews and meetings, including the community meeting;
- Assure that basic data about the criminal justice system and the county or jurisdiction that has been collected is available; and
- Coordinate the details of the community meeting.

OVERVIEW

Sheriff submitted a request for JSA with the National Institute of Corrections Jail Center. This request was made as a result of overcrowded conditions in Santa Barbara County, California to review its present jail facility and intermediate sanction options. The Sheriffs department was in the process of developing reentry programs for the facility. The Sheriff was elected to office in 2003.

. Lt. Mahurin was the contact person to prepare for the on-site meetings to be held in Santa Barbara County. The following issues were identified:

1. There is an overcrowded facility with projections for large increases over the next several years;
2. The county is looking to expand the intermediate sanction options in Santa Barbara County;
3. Santa Barbara County has already implemented programs under the new Sheriff;
4. Santa Barbara county operates a work release center which houses county offenders;
5. Santa Barbara County is under a Superior court order that limits the number of inmates in their facilities;
6. The county has experienced a large increase in population over the past several years.

PREPARATION FOR ON-SITE TECHNICAL ASSISTANCE

Several phone calls were made to Lt. Mahurin in order to coordinate times for the on-site technical assistance visit. It was agreed that the dates of April, 4-6 2006 would work well with all involved and that key stakeholders in Santa Barbara County would be available for meetings during that time period. A sample schedule and other materials were sent to Lt. Mahurin in early March in preparation for the on-site activities.

After consultation with Lt. Mahurin the Sheriff and the Santa Barbara County administrative team the community meeting was planned for April 6 2006 so that the consultant team could provide some initial findings for suggestions in the planning process to assess the need for a new facility or additional construction in Santa Barbara County. The county jail overcrowding committee was scheduled at that time and involves key stakeholders.

Lt. Mahurin agreed to provide audiovisual materials, a room for the event and data on the facility, as well as population management studies completed in recent years. Jail staff felt that the facility was no longer meeting the needs of Santa Barbara County and hoped to avoid future problems as they plan for expansion of the present facility.

Santa Barbara County is in the initial stage of evaluating their system and its impact on the present issues with an overcrowded facility. The following materials were provided to the consultant team prior to the site visit:

- Data on inmate numbers over the last several years
- Information on jail programs;
- Information on intermediate sanction options used by the county.

As agreed, Lt Mahurin arranged meetings with key stakeholders and the consultant team in-groups of similar areas. Jail staff made the following data available prior to the on-site visit:

AVERAGE ANNUAL ADMISSIONS

The following figures are the daily average processed into The Santa Barbara County Jail for the past five years:

Year	Annual Admissions
2001	17,337
2002	17,115
2003	17,524
2004	19,168
2005	18,406

* Admissions have not increased much since 2002, they went down in 2005

2005 COUNT BY AREA

Year	Average Daily Count
Main Jail	739
Honor Farm	241
Santa Maria Jail	16
SB Alternatives	118
SM Alternatives	211
On count not in custody	32

SB= Santa Barbara SM= Santa Maria

AVERAGE DAILY COUNT

Year	Average Daily Count
2000	1264
2001	1155
2002	1156
2003	1169
2004	1150
2005	1242

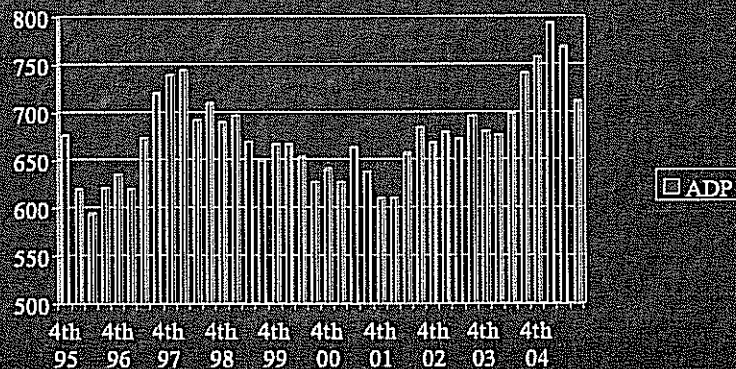
AVERAGE LENGTH OF STAY

The following chart includes information on the average length of stay.

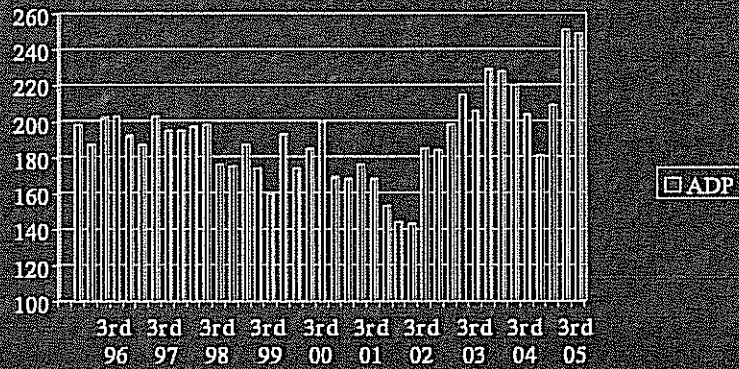
Year	Average Daily Count
2000	8
2001	8
2002	7
2003	9
2004	10
2005	10

Santa Barbara County ten year data

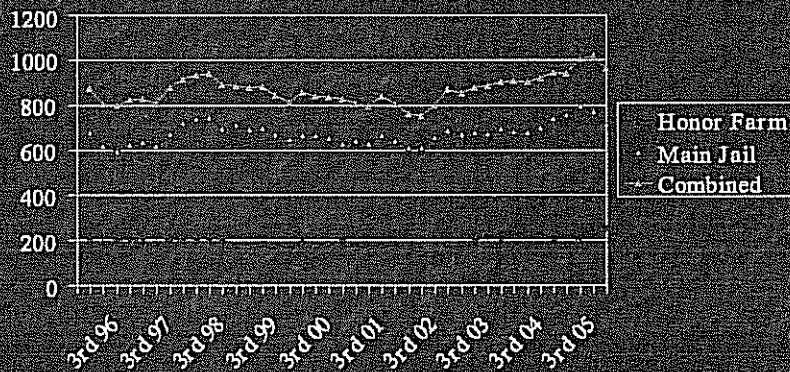
Santa Barbara County Main Jail 10 year ADP by Quarter



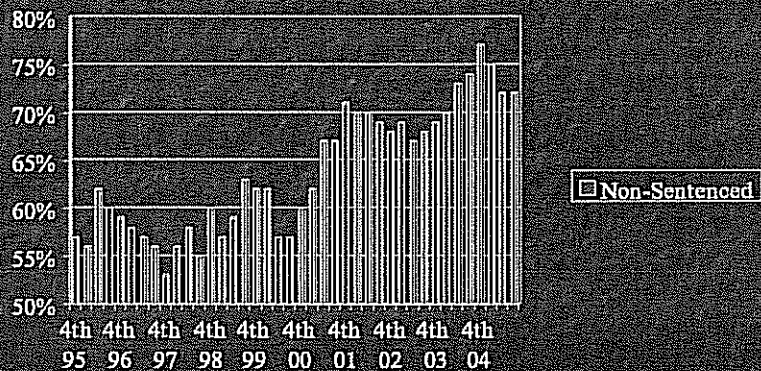
Santa Barbara County Honor Farm 10 Year ADP by Quarter



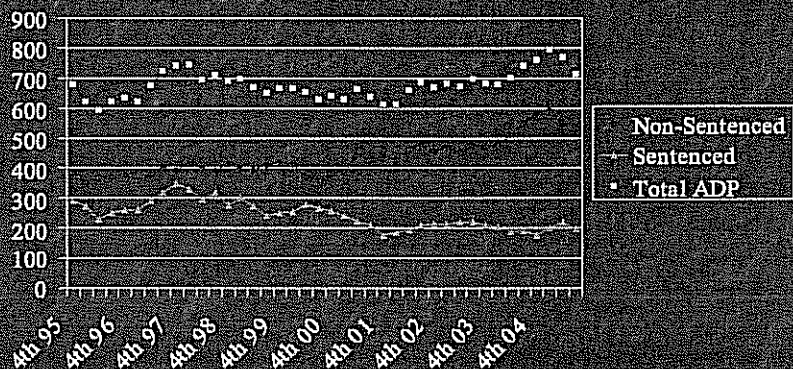
Santa Barbara County Combined Facility ADP 10 Years by Quarters



Santa Barbara County Main Jail Percentage of Non-Sentenced Inmates 10 Years by Quarter



Santa Barbara County Main Jail Sentenced/Non-Sentenced ADP 10 Years by Quarters



On-Site Technical Assistance

Tuesday April 4, 2006

ENTRANCE INTERVIEW

An entrance interview was held with the Sheriff Anderson and the administrative team:

Mark Mahurin

Jenny Sams

Thomas Jenkins

Jim Anderson

The population in Santa Barbara County is projected to increase. The last major housing began construction in 1991 and opened in 1993. Other facilities built in the 1960s and 1970's and 1980's. Santa Barbara County is feeling the effects of the population expansion in the north county, City of Santa Maria. The Sheriff is interested in alternative sanction programs and would like to increase the number of reentry programs. Jail populations have increased dramatically over the past few months. The consultant team went over the schedule of meetings for the next three days. The consultant team received some data and requested additional information as well. The following issues were discussed:

- A review of jail programs
- They presently operate a work release program.
- The Sheriff and the staff would like to pursue additional jail programs
- Would like to see if there are additional programs to deal with overcrowding.
- Presently under a Superior court order:
- The board felt there was a need to review the system prior to making and decision with regard to construction of a new facility:
- Looking at the potential of a new facility in the north county area:
- There has been a site identified;
- There has been a new jail study plan completed by jail staff;
- They would like to look at efficiencies in the overall justice system;

- There has been examples of conflict in the system due to the Superior Court ordered cap;
- Would like to review the concept of day reporting;
- Are thinking of a change from the honor farm facility to a medium security facility.
- Some of the facilities do not have medical staff on site.
- The north county population is going up at a rapid rate.
- Santa Maria has a large and growing population;
- There are 8 new corrections officer positions approved;
- They are having difficulty hiring female corrections officer which has created issues with housing;
- The jail overcrowding task force has been in place for several years:
- People are processed in and out of the facility and to different facilities all the time;

Facility Assessment

Main Jail

The Santa Barbara County Sheriff's Department Main Jail is located on the side of a small hill located at 4436 Calle Real, Santa Barbara, CA 93110. The jail is situated in a series of buildings on the east side of the Sheriff's Department Complex. The Sheriff's Administrative Building is located on the south side of the complex, and is separated from the jail by a common parking lot. The Dispatch Center is located in a separate building east of the jail.



The Main Jail's "core" was originally constructed in 1971 as a full service jail that included booking, a kitchen, laundry, visiting, and other functional use areas necessary for jail operations. Housing units (new cells and control room) were added in 1988, which is known as "Northwest". In 1992, the new "Intake/Release Center" consisting of a new booking/release area, holding cells and housing units was added to the Main Jail. In 1999, fourteen additional "violent offender" (or administrative segregation) cells and two small exercise yards were added to the complex. In addition to this incremental addition of beds, a portion of a basement area of the Main Jail (not originally designed as a housing area) was converted to dorm units to originally house inmate workers and now houses female inmates. The addition of all of these beds has been an attempt to incrementally address the chronic overcrowding that this facility has experienced for the last two decades. The Main Jail has a rated capacity of 618 beds based on compliance with Title 24, California Code of Regulations and as rated by the Corrections Standards Authority.

This "facility assessment" will identify the various functional use areas contained within the Main Jail and provide a prospective on each area.

Intake/Release Center

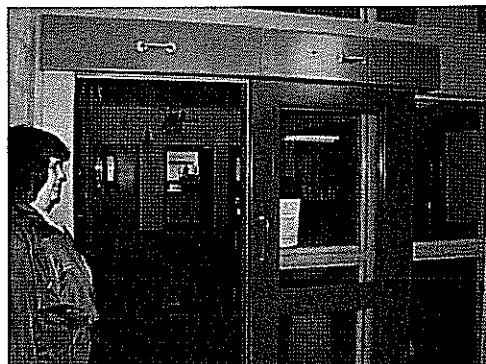
Law enforcement officers with arrestees enter the jail intake area through an access road that circles the west side of the jail campus and enter the rear of the Intake Release Center (IRC). It is noteworthy that prior to entering the secure portion of the jail, officers needing to perform a chemical test of their arrestees for blood alcohol (breath or urine test) must first use a non-secure modular building (currently under repair) located in the adjacent parking lot.



Also located in this parking lot is another "temporary building" that housed staff from the County "O.R." (own recognizance) unit. These are but two examples of the widespread use of these "temporary buildings" that surround the jail. This is indicative of the shortage of space for these functions within the secure portion

of the jail.

Officers and their arrestees enter the IRC through the north sallyport doors. Five holding cells line the corridor leading to the booking vestibules. Prior to reaching these vestibules, the officer must first complete



pre-booking paperwork including medical screening. A stainless steel table and shelves containing forms is provided in the hallway. Once these forms are completed, the officer escorts the arrestee to one of five secure booking vestibules located adjacent to the central core of the IRC where the booking process begins.

The IRC is a well-designed and functional building that significantly complements the activities of the Main Jail. The entire booking process including prints, photos, classification, clothing exchange (dress-out) and medical exams occur within the core of this building in a natural progression. The control room for this building is located on the second floor of the core.



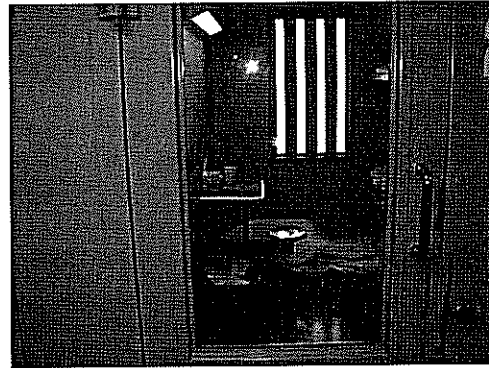
There are four podular designed (new generation) housing units occupying each of the four corners of the building. Each of these units contains 16 double



occupancy cells on two levels with a common dayroom. Exercise yards are located in each housing unit (a much smaller version in unit 100) so that inmates do not have to be escorted for these services. Ideally, these housing units should be used to hold pre-arraigned inmates held prior to a more thorough

classification process, and non-sentenced inmates who are in trial but not eligible for release.

Unfortunately, many of the cells rated for two inmates (double occupancy cells) contain a third person who must sleep on a mattress on the floor. The number of inmates that must sleep on the floor has recently declined due to a modified use of the old "Honor Farm" (to be discussed later in the report), however the practice of sleeping on the floor still exists.



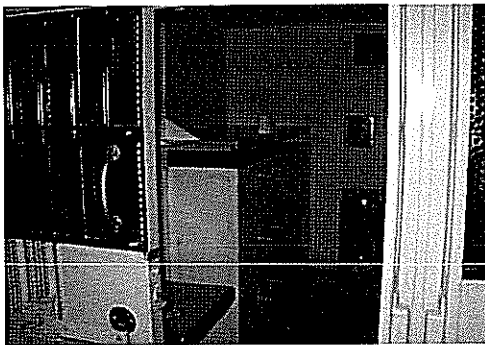
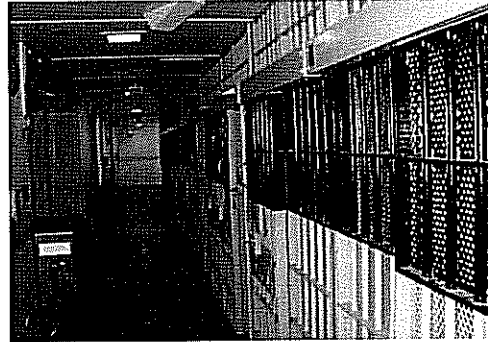
Evidence of this overcrowding is found everywhere in the jail. During the site-visit, mattresses and containers for personal belongings were found stacked in the IRC core hallway.

Another example of the impact of the overcrowding on the jail includes the inmate property storage area. This area was originally constructed to store the personal belongings (clothing and valuables) of the inmates that this jail was designed to hold. Because the jail is holding far more inmates than it was intended to, these "support areas" become overcrowded and less efficient.



Main Jail (old)

The old "Main Jail" is attached to the IRC via a secure hallway. This structure, constructed in 1971, currently contains housing units for males and females, a kitchen, exercise yards, and administrative areas. While the IRC generally reflects an efficient design, the old portion of the jail is



its opposite. It is a labyrinth of narrow hallways leading to even narrower corridors that are lined with very small cells. It is extremely difficult for staff to supervise inmates in these cells due to their linear design. Staff must be in front of each cell to view its occupants and their

activities. Exacerbating the problem, visibility was reduced into the cells because perforated metal plates (which are difficult to see through) were attached to the bars. This was necessary due to inmates reaching through the bars and grabbing staff who happened to be walking by. The corridors are so narrow that the staff could not avoid this contact.



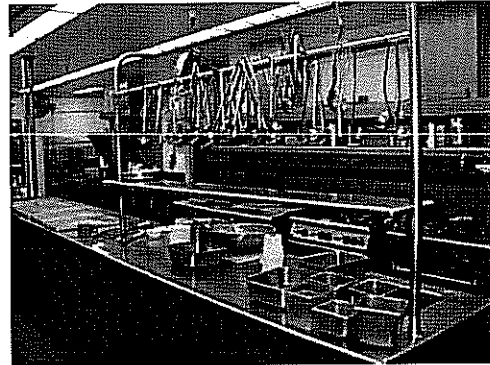
This portion of the jail also contains multiple-occupancy cells that share common day rooms, however these too are arraigned in a linear fashion that was popular in jail construction from the 1800s to the late 1970s. Inmates housed in

these areas are difficult to supervise and it is staff-intensive.

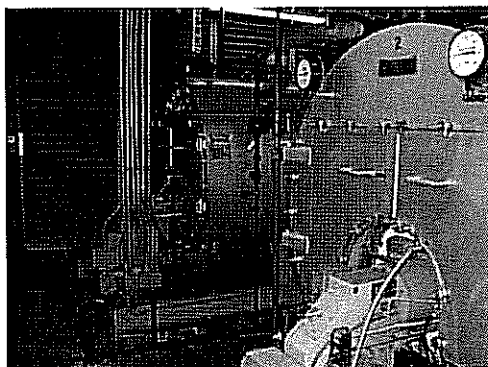


Many of the areas of the old jail reflect overcrowding as well. While some dorms contain "triple bunks" (three levels of beds) the medical housing dorm contained single bunks, but was still occupied beyond its capacity.

The old portion of the main jail also contains the facility's kitchen. Located in the basement of the old jail, this kitchen operates over 20 hours a day in order to produce the necessary meals for inmates and staff. This kitchen was constructed to only support the number of inmates housed in the original jail. With the addition of the newer housing units (IRC, Northwest, Violent Offender unit, basement dorms) it is being used to produce far in excess of what it was designed for. Consequently, overused machinery has less of a life expectancy and must be frequently repaired or replaced.



Also in the basement of the old jail, is the boiler room. Maintenance staff stated



that these two units were very near to the end of their useful life and should be replaced soon. More serious than these, however, is the waste sewage lines that run underneath this building. It was also reported that this plumbing is literally falling apart and is a critical need of being

replaced. Unfortunately, not only is this extremely costly, but a major portion of the jail must be vacated for months to perform the necessary work. Because the county jail system is already critically overcrowded, there simply is nowhere to house these displaced inmates. Staff report that in addition to the waste lines, the fresh water lines throughout the entire Main Jail – including the newer units – are rapidly deteriorating and in need of replacement.

The Main Jail Recreation Yard represents another challenge to staff. This centralized area, while quite large and airy, is a security hazard for a number of reasons. First, with the many types of classified inmates that the jail currently houses, each must have their own dedicated time in the yard and must not be mixed with other types of classified inmates. Secondly, this yard lacks an overhead screen area and is highly susceptible to escapes. To address this flaw, a staff station was added to the yard where staff must constantly monitor the activities of the inmates whenever they are in the yard. This, of course is very staff-intensive and costly. Finally, this reflects the old way of thinking where inmates must be delivered to their services. Escorting inmates to and from this area is not only staff intensive (again costly), but poses a staff safety problem as well. It should be noted that the newer units have their own dedicated exercise yards and these comments do not apply to them.



Visiting for male and female inmates also occurs in the basement level. Again, inmates must be escorted to this visiting area making it a staff-intensive operation. The outside visitors enter the facility through the front door and access the visiting area through an elevator.

Northwest

The Northwest housing units are attached to the old Main Jail through a hallway into the "Main Jail west side". Once in the Northwest unit there are 10 administrative segregation cells on both of the units' two floors. While these cells are rated to house one inmate per cell, they currently house two inmates per cell. These cells are also arraigned in a linear fashion that is difficult to supervise. It is apparent that this was a design necessity due to the fact that this is an "add-on" unit to the old jail.



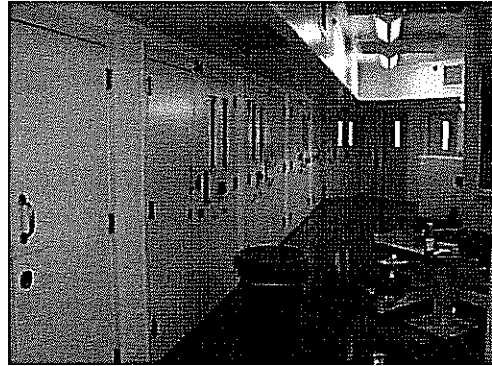
On the opposite side of the hallway are four podular designed housing units each with a mezzanine level and common dayroom. They also have a dedicated exercise yard eliminating the need for the inmates housed here to be escorted to exercise. Each pod contains eight double occupancy cells.

It was raining on the day of the visit and there was a considerable amount of water leaking into these units. Staff reported that this is a constant problem in various locations throughout the jail.



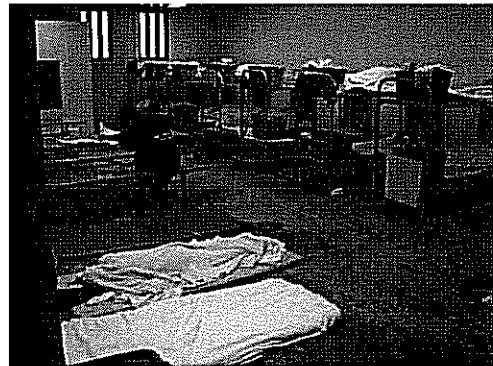
Violent Offender Unit

The Violent Offender Unit is the newest addition to the Main Jail having opened in 1999. It was constructed with grant funds from the Federal Violent Offender Truth in Sentencing funds (VOITIS) administered by the Board of Corrections. This unit, used for administrative segregation, contains 14 single occupancy cells, a small control room, a small dayroom and two very small exercise rooms. It is accessed through a hallway located on the northeast portion of the old main jail. This housing unit is appropriately constructed to hold the type of inmate housed here.



Female Basement Dorms

The Female Basement Dorms are located in a remodeled portion of the Main Jail basement. It was originally intended to house minimum-security inmate workers with direct access to the intake parking lot. These units are poorly ventilated and very crowded. Several female inmates were sleeping on the floor because there were not enough bunks.



The use of this area to detain inmates reflects the extremes that Sheriff's staff have had to go to find adequate space to house inmates in this jail. Even with the many innovative fixes to increase the number of beds that the Sheriff's Department has made, the jail is still overcrowded.

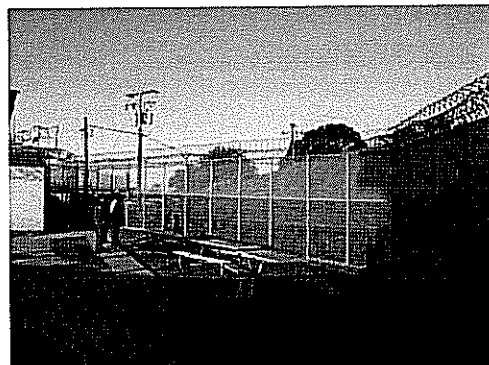
Honor Farm/ Medium Security Housing Units

Until very recently, the buildings known as the "Honor Farm" were just as described. They housed minimum-security inmates in non-secure dormitory buildings that were constructed as barracks. However, in response to the extreme overcrowding in the Main Jail, 140 medium security inmates were moved into some of these dorms in addition to the 100 minimum-security inmates already housed there.



The Honor Farm/Medium Security Housing Units are actually seven rectangular barracks buildings that are arraigned around a central core area like spokes on a wheel. It was originally constructed in 1959 and has been refurbished several times since. It was originally the location where "model inmates" and inmate workers were housed. These inmates worked in projects either on or off grounds and, with appropriate supervision, generally complied with all of the jail's rules. Consequently there was no need to house them in more secure and costly "brick and mortar" jail buildings.

The Honor Farm is now triple bunked and after the medium-security inmates were transferred to these buildings some additional security features were added including some interior bars separating the housing dorms from the central core area. Because this is a "non-fire rated building", the exterior doors may not be locked. These higher security inmates have access to a minimally secured exercise yard as well as each other. Overcrowding pressures that created this situation – the need to move higher security inmates to less secured areas - is



fraught with peril. Unless there is a dramatic increase in staffing to make up for the deficiencies in the buildings, there is a very high likelihood of safety and security problems including escapes, assaults on staff and assaults on other inmates. These buildings were simply never designed to hold inmates of this classification level. They still may have some useful life to house "true" minimum-security inmates, but not inmates with higher security levels. Additionally, the number of inmates currently being housed, 285, exceeds the approved rated capacity of 161 inmates by 124 inmates or 77%.

Laundry

Like many of the ancillary services for the jail, the laundry is located outside of the secure perimeter of the jail. Although this area is easily accessible to the inmate workers who staff (with supervision) the laundry, more secure inmates from the main jail are often escorted to this location for clothing exchanges.



FACILITY SPECIFIC OBSERVATIONS

- The county's need to construct a new jail – preferably in the north county – has reached a critical stage. There are simply no other options available. There is no other space available for additional beds in the current jail buildings.
- The Sheriff's Department and General Services maintenance workers have done an unbelievably good job in maintaining the buildings that they do have. The jail is clean and reflects competent and professional supervision.
- In spite of the Herculean efforts by sheriff's and county staff to maintain the jail buildings, they are falling apart at the most basic level. The county has been lucky so far that critical and fatal failures in the infrastructure of

the jail have not occurred yet. Most staff spoken to insisted that it is only a matter of time.

- While the various recent additions to the Main Jail reflect efficient and staff appropriate jail designs, they were added to the core which is not only obsolete in design and staff intensive (costly to operate), but way beyond the life expectancy of the building.
- The Honor Farm/Medium Security Housing Units are being used to house inmates at a much higher classification level than is appropriate. Staffing levels remain little changed to address the increase threat to safety and security that this imposes.

MEETING WITH JAIL TREATMENT STAFF

A meeting was held with the following staff in attendance:

Jerry Kunkle	Santa Barbara Sheriffs Department
Ivan Vorster	Santa Barbara Sheriffs Department
Bob Trimble	Santa Barbara Sheriffs Department
Nancy Gottlieb	Santa Barbara ADMHS

The following issues were discussed:

- The County is looking at proposition 36 to solve treatment;
- There are about 40 inmates that would qualify for proposition 36 services;
- The County will be funding up to six beds per month in Santa Barbara for this population;
- ADMHS has two locations, one for men and one for women, they also are beginning an outpatient treatment program (minimum of 9 hours per day);
- There has been discussion on the development of an outpatient program;
- There is a large need for outpatient treatment in the North County area;
- There is a community outreach coordinator that coordinates services with 65 chaplains;
- There are about 200 organizations in the Santa Barbara area that may assist in the development of housing for ex-offenders to transition back into the community;
- Peter Taylor is building a bakery in North County and is planning to train 12-14 inmates in the Bakery arts, he has offered this training process to anyone transitioning out of the county jail.
- Proposition 36 provides professional rehabilitation counseling for about 80 offenders per year;
- The Justice Alliance Program provides outreach workers to Santa Barbara, Lompoc and Santa Maria. These programs should go online within the next few months;
- The Mental Health Act will fund three positions with the court to identify those offenders who mental health or co-occurring mental disorders;

- The County is opening a CARES program which is a crises center here and in Santa Maria for 24 hour/7 days a week access to mental health care;
- There is funding for three alcohol and drug counselors to hire a three person team. They provide support for clients with alcohol related issues;
- All of these units function out of the CARES unit; and
- The Sheriff's treatment program has about 90 people in treatment with two male and two female units, all services are provided in the unit.

MEETING WITH SANTA BARBARA COURT STAFF

A meeting was held with the Santa Barbara Court staff and the following were in attendance:

Patrick Mckinley	District Attorney's Office
Eric Hanson	District Attorney's Office
Laura Loes	Pre-Trial Services Santa Barbara
Lynn M Dunlop	Superior Court
Gary Blair	Executive Officer Superior Court
Judge Hill	Superior Court Judge
Jim Egar	Public Defender's Office

The following issues were discussed:

- There was a review of the NIC process and what is expected of the process;
- There has been a series of adjustments in the system trying to deal with jail overcrowding since the early 1990's;
- There have been many programs that have been developed to focus on early release programs, electronic monitoring and county jail parole;
- Most of these are short-term solutions;
- There has not been a judicial voice at the table to discuss probation violators and other unsentenced options;
- There is not much more than can be done without compromising public safety;
- The only factor that can be looked at is being held on felony probation violations;
- This could be looked at during the arraignment stage of the process;
- Cases are now transferred more quickly after being sentenced;
- We think we need a North County facility;
- There are two INS staff members on-site to review cases;
- There could be consideration of shortening probation reports to allow for the faster disposal of cases;

- People are held at the jail awaiting probation reports which can take up to five weeks;
- The social services program with the Public Defender's Office has been effective;
- There are offenders that are good candidates for treatment programs;
- There is a need for a day treatment program that could be effective;
- 34% of cases are for failure to appear;
- The Public Defender has worked in several counties around the state;
- Proposition 36 provides \$2 million per year for treatment;
- 28,000 cases are processed each year by the Public Defender's Office;
- There is a need for treatment facilities and additional court assessments and referrals;
- The mental health services are minimal in the County;
- There is a need for additional services for mental health clients;
- There is a mental health court program in the North County;
- There would be a benefit of having the arraignment court at the jail;
- There have been problems with the phone systems and attorney visits;
- There are inadequate resources for contact visits (attorney inmate visits); and
- There are more people held in the North County area than in South County.

MEETING WITH THE SANTA BARBARA POLICE DEPARTMENT AND CONTRACT CITY REPRESENTATIVE

We met with the following staff members:

Frank Mannix	Santa Barbara Police Department
Darin Fotheringham	Santa Barbara Sheriffs department

The following issues were discussed:

- There was a review of the process and the LSA;
- There is a good working relationship with the Sheriff's Department;
- The medical staff can be an obstacle to entry into the jail by refusing entry where hospital staff have cleared inmates for admission;
- There is a large transient problem in Santa Barbara;
- There is a local, city-run, non-secure sobering center that is available to those who are publicly intoxicated and in need of treatment;
- There is an intervention specialist that can get people into the treatment program and follows the case;
- There is some inconsistency with whom the jail will admit on an out of county warrant;
- The City of Carpinteria has a very high rate of alcohol related offenses;
- There needs to be sanctions that are relevant to the community;
- The sobering center averages about 1,400 people per year and provides for several hours of detoxification;
- The maximum occupancy of the center is 6 clients at a time;
- They can only enter the program ten times – this saves the city 1,200-1,400 booking per year;
- The Thresholds to Recovery Community Sobering Center is funded by a grant from the Santa Barbara Police Department;
- The Restorative Policing Program offers assistance and intervention to defendants with mental health issues

- They have been able to assist many people in getting help including medications and treatment; and
- There are not enough mental health beds for those who are in need for it.

ON-SITE TECHNICAL ASSISTANCE

Wednesday, April 5, 2006

MEETING WITH THE BOARD OF SUPERVISORS:

A meeting was held with the Board of Supervisors and the following were in attendance:

Joe Centeno	Santa Barbara County Board of Supervisors
Alice Patino	Santa Barbara County Board of Supervisors

The following issues were discussed:

- Want to make sure there is enough beds to protect the community;
- There needs to be more done to provide treatment for those with mental health and substance abuse issues;
- There are large fiscal issues related to building a new facility;
- Education is a large priority for constituents;
- The County needs to study the issues and look at alternatives;
- We need at good solid solution to the problem; and
- There needs to be a study of population growth and its impact on the jail.

**MEETING WITH THE SANTA MARIA POLICE DEPARTMENT
AND LOMPOC CITY REPRESENTATIVE**

A meeting was held with the following

Mike Correro	Santa Maria Police Department
Timothy L. Dabney	Lompoc Police Department
Rad Mawhinney	Santa Maria Police Department

The following issues were discussed:

- There is a need for a larger North County facility;
- Lompoc has a small type 1 facility that is rated for 24 inmates;
- They are held there until arraignment, there are no sentenced inmates;
- They have 1-3 inmate workers at the facility;
- The booking process can be preventative;
- The Santa Maria Police Department books in over 3,000 people per year;
- The jail in Santa Maria is well run and there is a good relationship with the police department;
- Offenders are getting the wrong message with the present release process with the Superior Court order;
- The jail cannot take people until they are medically cleared. In some cases defendants have been refused even after they were medically cleared;
- Some overcrowding could be resolved with improved mental health services;
- There are no secure mental health beds in Santa Maria;
- They are building a 12-bed non-secure CARES treatment facility in Santa Maria;
- There should be alternatives for mental health inmates in the community; and
- Sobering centers have not worked well in Santa Maria.

MEETING WITH SANTA MARIA COURT STAFF

A meeting was held with the following staff from the Santa Maria Court:

Darrel Parker	Superior Court
Dotti Truchsess	Superior Court Pre-Trial Services
Sheryle Edwards	Superior Court
Arthur A Garcia	Superior Court Judge
James Voysey	Public Defender
Rogelio Flores	Superior Court Judge

The following issues were discussed

- Judges cannot adjust sentencing due to jail overcrowding;
- There needs to be a systematic release and transition of offenders back to the community;
- The Sheriff's Treatment program is an excellent program;
- There needs to be a facility in North County that meets the needs;
- The Judge chairs a therapeutic justice core team to discuss the coordination of services;
- There needs to be a court monitored mental health system;
- There has been a 90% success rate for mental health clients participating in the program;
- Santa Maria increased in population greatly over the last several years;
- There are a limited number of residential beds for mental health and substance;
- There is exploration for a day treatment program;
- The biggest limitations are the laws that prevent the releasing of certain offenders;
- There are many offenders who would fit the criteria for a day treatment model;
- The costs of having limited beds in the North County can be expensive;

- The distance makes it difficult for attorneys to see clients; and this could increase the number of people reaching disposition.

MEETING WITH SANTA BARBARA COUNTY PROBATION STAFF

A meeting was held with Santa Barbara county probation staff Wendy Stanley the following issues were discussed:

- North County has strong collaborative components;
- There are two supervision units for adults broken down into north and south areas for Santa Maria and Santa Barbara;
- There is an intensive supervision high-risk caseload, medium supervision and low risk caseloads;
- They use a risk assessment tool and they are mandates for caseload size;
- The mandates for high-supervision caseloads is 70. Medium is 150 and all others fit into low-risk categories that average 400-500 caseloads;
- There is group reporting with certain clients;
- There are no specialized programs at present. Probation used to operate the electronic monitoring;
- Probation also supervises county parole that is presently a small number of offenders;
- It is an 18- month program of outpatient treatment;
- No one in the county serves their entire sentence;
- Re-victimization becomes a concern in particular for those who are released early;
- There is an immediate notification that an inmate is released from the jail;
- There is view access with the jail system;
- The intensive supervision caseloads are higher than the national average; and
- There is a need for a facility in North County.

ON-SITE TECHNICAL ASSISTANCE

Thursday, April 6, 2006

MEETING WITH JAIL GENERAL SERVICES AND GENERAL MAINTENANCE STAFF

A meeting was held with the following staff:

Lt. Jerry Kunkle	SBSO Jail Maintenance
Robert Rocha	SBSO Building Maintenance Supervisor
Sgt. Ben Castaniero	SBSO Jail Maintenance

The following issues were discussed:

- The boilers are old and is in need for replacement;
- There are issues in areas where they cannot get to the plumbing without a great deal of cost;
- Even the new areas of the building have plumbing issues;
- There are also lots of trailers built to accommodate specialty areas; and
- They are part of the facility with a limited life cycle.

Community Meeting

The on-site community meeting planned for Thursday April 6, 2006 was well coordinated and had most key stakeholders in attendance. The meeting was held at the regularly scheduled time for the Jail Overcrowding Committee. There were 23 people in attendance including Criminal Justice Officials, County Administrators and interested local citizens. The consultant team spoke to over 65 local Criminal Justice officials including the Sheriff and many of his staff. The attendance sheet is attached to this document. The Consultant Team went over recommendations as well as a review of the existing facilities and a review of intermediate sanction options. The consultants spent a great deal of time focusing on day reporting centers during the community meeting. There was a great deal of time devoted to questions and answers and the group was active throughout the presentation.

NIC AND THE JUSTICE SYSTEM AND THE JAIL AND JUSTICE SYSTEM ASSESSMENT

The National Institute of Corrections is attached to the Bureau of Prisons in the United States Department of Justice. Established in the early 1970's as a result of concern generated by unrest in a variety of correctional settings, it was initially funded through the Law Enforcement Assistance Administration (LEAA). In 1977, the National Institute of Corrections received its first appropriation.

The purpose of the Institute is to provide training, technical assistance and information to state and local correctional agencies and to sponsor research, evaluation and policy and program development. The NIC is a very small agency by federal standards with offices in Washington, D.C. and Longmont, Colorado. The staff members, who operate the Jails Division in Longmont, Colorado, deal exclusively with the problems and concerns of local corrections. Since its staff is small, the National Institute of Corrections contracts with a variety of service and technical assistance providers to provide technical assistance to local jurisdictions.

Participant Expectations

The participants were asked to introduce themselves and explain what expectations they had for the Community Meeting. The expectations were listed on a chart and discussed with meeting participants as presented.

Legal Issues in Corrections

The consultants presented a detailed overview of current legal issues as they relate to unconstitutional jails and the planning of new jail facilities and civil liabilities. The purpose of the presentation was to make officials aware of the potential constitutional problems of a jail and the potential legal liability of County Chief Deputies, Architects, or Jail Administrators from Jailer lawsuits resulting from those problems. This list of litigation includes the consent order that went into effect in May of 1997.

What are Jails For?

In order to clarify the values surrounding incarceration in a jurisdiction, government decision-makers and community leaders must consider a very basic question, "What are Jails for?" The focus should be on why the community has a Jail and the real purpose it serves.

The consultants emphasized that providing a realistic view of the type of offenders typically held in jails illustrates the potential costs of incarcerating individuals who do not meet the criteria established in the agency's mission statement.

The consultants also emphasized the importance of collecting information regarding the actual use of the jail as well as the types and numbers of offenders using the facility. The presentation was designed to assist the participants in understanding what data needs to be collected why it should be collected and how to supplement information on inmate population profiles.

Emphasis was given to the importance of looking at local information before making major policy decisions. At present, there is a limited computerized data collection system in any government office in Santa Barbara County.

Structural Limitations

The consultants discussed the reality that even a well-designed facility is only one aspect of all the elements needed for an effective approach to corrections. A well-designed facility *will not*:

- Implement organizational philosophy;
- Provide for all the physical, psychological and emotional needs of the inmate population;
- Implement effective jail services and programs;
- Provide greater security to the community;
- Improve employee morale;
- Reduce staffing requirements and operating costs;
- Resolve inter-criminal justice system problems, such as overcrowding;
- Make the jail constitutional and reduce inmate suits.

The major reason why even a well-designed facility will not accomplish these items on its own includes the fact that *people* are needed to accomplish these purposes and that *people* (and systems) resist change. However, a well-designed facility *will* accomplish the following:

- Reflect organizational philosophy;
- Provide a physical living environment for inmates which meets professional standards;
- Provide adequate space for services;
- Provide a physical environment conducive to effective staff-inmate interaction;
- Allow the effective utilization of staff resources; and
- Serve as a catalyst for community involvement in the jail.

Total Systems Planning

The consultants discussed a systematic planning model, The Total Systems Model, which was developed by the now defunct National Clearinghouse on Criminal Justice Planning and Architecture as a process by which change could take place in the Criminal Justice System. Because of the interaction between the parts of the system, it is essential that the courts, law enforcement and corrections participate in the planning of a new jail facility or other major change in the local criminal justice system.

The Total Systems Planning Model consists of six phases or steps:

1. Identify Planning Tasks
2. Gather Information
3. Analyze Information
4. Develop Policy
5. Translate Policy to Programs
6. Implement Programs

Factors Which Influence Jail Populations

An overview was provided as to the factors that lead to jail over crowding as well as policy changes and programs which can assist communities in better managing their jail populations. Information provided on this topic is discussed

primarily in the document from the National Institute of Justice, A Second Look at Alleviating Jail Crowding - A System Perspective.

Pre-Trial Services

Discussed were Pre-trial service programs, which in many jurisdictions provide information to help the judicial officer make informed release/detention decisions. Program staff member's interview arrests, contact references, conduct criminal history checks and summarize the information for the court. Many programs also offer release recommendations and services to supervise conditions of release imposed by the court and divert the defendant from the criminal justice system.

(Pretrial Services Program, Bureau of Justice Assistance, Program Brief and Pretrial Services and Practices in the 1990's: Final Report, Bureau of Justice Assistance, 1991, is include with this report in the appendix section).

Intermediate Sanctions Options

A discussion was led relating to the term "intermediate sanctions" which is used to refer to both specific sanctioning options or programs and to the overall concept of a graduated range of sentencing choices guided by an articulated policy framework. Creating intermediate sanctions in a jurisdiction requires the development of both a range of sanctioning options and a coherent policy to guide their use. Sanctions that are devised and implemented without the participation of the decision-makers that will use them are likely to be a disappointment.

Developing a range of sanctions typically means rationalizing the use of all correctional resources within a jurisdiction. If a jurisdiction seeks to create specific responses to specific offender behavior, then it must also define the best use of its existing options. The intermediate sanction system should provide a judge with a menu of options, which allows for public safety and cost-effective utilization of resources within the system.

For a local jurisdiction to create a policy-driven range of intermediate sanctions, the key policy and decision-makers in the jurisdiction must agree to

some fundamental changes in the way they do business. In effect, they must make the criminal justice system behave like a system.

Several key elements are necessary to achieve that goal:

- The key players in the criminal justice system must agree to regular and frank communication about the sentencing practices, options and outcomes in their jurisdiction;
- Communication and dialogue must be led by the bench and given the resources needed to meet objectives;
- This policy group of key players must educate themselves about their own system;
- The key players in the criminal justice system must assume responsibility for the implementation and outcomes of sentencing decision;
- The policy group must be supported by changes needed in those agencies and offices represented;
- There must be regular evaluation of the system to determine whether or not offenders are placed in the most appropriate option within the system.

Intermediate sanctions are designed to provide cost-effective ways to punish, incapacitate, deter and rehabilitate offenders, while maintaining public safety and reducing jail crowding.

(Note: *The Intermediate Sanctions Handbook - Experiences and Tools for Policymakers*, National Institute of Corrections and State Justice Institute, 1993, is included with this report in the appendix section).

WORK RELEASE
and
DAY REPORTING
CENTERS

Work Release

Courts have ordered offenders to work in communities for hundreds of years however; it has only been since the mid-1960's that judges have imposed work assignments as an alternative to jail. More commonly referred to as "Community Service," offenders complete tasks that benefit the community at large. Another form of work in the community is employment programs or job placement depending on the employment status of the offender at the time of adjudication. For those employed at the time of sentencing, continued employment with restrictions affords the opportunity for continued family support and other financial responsibilities. For those offenders who are unemployed at sentencing, a work release program may offer job training, skills preparation and employment readiness prior to entering the work force.

Day Reporting Centers

The development of Day Reporting Centers (DRC) first came to the United States in the early 1980's and was originally patterned after day centers which were showing success in Great Britain. The DRC concept addressed serious jail overcrowding which was spreading throughout urban America as well as offering specialized services designed to reduce recidivism. Day Reporting Centers offer these communities an alternative to incarceration that underscores both strict supervision and high levels of treatment. This dual emphasis is what distinguishes DRC's from other intermediate sanctions. Positioned between probation and incarceration, DRC's can offer the community not only an option prior to incarceration, but also a step down from jail as an offender shows progress. DRC's target jail bound offenders who, without this option, would be incarcerated. Target populations are those that do not pose a substantial risk to the public, but lack basic skills to survive lawfully and are most likely abuse drugs and alcohol. Some have diagnosable mental health issues. Most have education, life skills, parenting and employment deficiencies that need attention if successful community living is to be expected. Most DRCs develop multiple supervision phases that decrease in intensity as the offender demonstrates compliance and accountability. Reintegration into positive community life is a

primary goal. Currently there are over 450 DRC's in the United States offering unique responses to criminal justice needs.

INTERMEDIATE SANCTION OPTIONS

Work Release

Long-standing program providing transition for inmates back to the community.
Programs also provide some treatment services as well.

Pre-Trial Release Programs

Designed to monitor offenders while awaiting trial.
Supervision may have some use of technology (i.e. – electronic monitoring, voice I.D, etc.).

Intensive Supervision Probation

Provides for a small caseload with additional responsibility:

- Drug Testing
- Treatment Programs
- Electronic Monitoring
- Community Supervision

Day Reporting Centers

One stop shopping centers to provide services for all populations.

Boot Camps

Highly structured programs designed to make lifestyle changes.

IN JAIL TRANSITIONAL PROGRAMS

Jail Reentry Program

Cognitive groups for substance abuse, employment preparation, etc.

Work Release

Transitional programs that provide job development and other services.

Day Reporting

Highly intensive outpatient model.

KEY ELEMENTS OF A DAY REPORTING CENTER

DRUG TESTING

DRUG TESTING IS A KEY ELEMENT OF THESE TYPES OF PROGRAMS.

REGULAR CHECK-IN TIMES

OFFENDERS CHECK INTO THE CENTER AT REGULARLY
SCHEDULED INTERVALS.
THIS VARIES BY PROGRAM.

COMMUNITY SUPERVISION

OFFENDERS MUST BE HELD ACCOUNTABLE WHILE IN THE COMMUNITY.

DAILY ITINERARY SHEET

ITINERARIES OUTLINE ALL ACTIVITIES FOR EACH DRC PARTICIPANT.

ELECTRONIC MONITORING/CURFEW MONITORING

INSURING OFFENDERS ARE NOT OUT IN THE COMMUNITY LATE AT
NIGHT. REDUCES POTENTIAL FOR COMMUNITY CRIMES.

CLEAR ELIGIBILITY CRITERIA

PROGRAMS MUST HAVE CLEAR DEFINITIONS AS TO ELIGIBILITY.
THIS INFORMATION SHOULD BE DISSEMINATED TO
ALL KEY STAKEHOLDERS.

A STRONG TREATMENT COMPONENT

DAY REPORTING CENTERS TYPICALLY OFFER SUBSTANCE ABUSE
TREATMENT AND OTHER SKILLS.

EMPLOYMENT DEVELOPMENT/LIFE SKILLS

DRC PROGRAMS OFFER OPPORTUNITIES FOR OFFENDERS TO OBTAIN
EMPLOYMENT AND ACHIEVEMENT OF A HIGH SCHOOL DIPLOMA.

KEY FACTORS

- **Provisions for Public Safety**
- **Program Targets a Non-Violent Offender Population**
- **Strict Accountability of Offenders**
 - Electronic Monitoring
 - Community Supervision Model
- **Stringent Requirements for Offenders**
 - Work
 - Community Service
- **Treatment for Offenders**
 - Treatment reduces recidivism and public safety issues

DEFINITION OF A DAY REPORTING CENTER

**"A DAY REPORTING CENTER
IS A PROGRAM PROVIDING
FOR INTENSIVE SUPERVISION
AND TREATMENT OF OFFENDERS
AND/OR AWAITING TRIAL
POPULATIONS"**

WHO OPERATES DAY REPORTING CENTERS?

- PROBATION DEPARTMENTS
- SHERIFF'S DEPARTMENTS
- PAROLE DEPARTMENTS
- NON-PROFIT PROVIDERS
- FOR-PROFIT PROVIDERS
- COLLABORATIVES INVOLVING ANY OR
ALL OF THE ABOVE

OBSERVATIONS

- The facility is under a Superior/Court cap;
- The jail has good treatment programs;
- There are more services needed for mental health;
- There is excellent cooperation and coordination with community agencies;
- There are mental health courts and drug court programs;
- The jail consists of a variety of different generations of construction philosophies;
- Parts of the buildings are older and are in disrepair; and
- Many of the doors need to be repaired in the old jail facility.

COUNTY SPECIFIC RECOMMENDATIONS

The exit interview was held with the Sheriff and his administrative staff and the following issues were discussed:

1. The need to form a Criminal Justice Coordinating Council;
2. Expand the Collection of Data;
3. Need to establish a jail reentry committee;
4. The jail should consider implementing day reporting center program with a strong treatment component;
5. There is a need to construct a facility in the north county
6. The older portions of the main jail have extended beyond the useful life expectancy;
7. The electronic monitoring program is understaffed;
8. The Criminal Justice System needs to develop a strategy to educate the public about the jail overcrowding problems;
9. Santa Barbara County should pursue collaborative funding strategies that would benefit all criminal justice agencies. The Second Chance Act and Life Skills for State and Local Prisoners are two potential funding sources for the County; and
10. They need to develop an objective classification system to provide a valid risk assessment tool.
11. There is a need for, suitable mental health beds in the community.

RECOMMENDATIONS

The following is a list of recommendations for Santa Barbara County as they continue to evaluate their needs for a new facility or expansion at their present site:

1. Organize a Criminal Justice Coordinating Committee

A Committee of Jail Overcrowding should be established as soon as possible to begin the planning process to evaluate the need for a new combined jail facility in Santa Barbara County. This committee needs to be action orientated and move towards resolution of these issues. This committee should include a cross section of individuals from the service agencies in the community, various parts of the criminal justice system and the community at large in Santa Barbara County. At a minimum, this should include the following representation:

- The Judiciary
- County Commissioners
- Jail staff
- Local Treatment/Health Providers
- The District Attorney's Office
- Parole/Probation
- Defense Attorneys/Public Defenders

In addition to those who are selected to the committee, other individuals should be consulted during the planning stages of the new facility including fire and environmental safety officials and those who can provide expertise in the design of any additions to the existing facility. This group should begin the process of taking the next steps in the evaluation of the present facility in Santa Barbara County. This will include subcommittees established for specific purpose for the planning process.

2. Development of a Data Base/ Management Information System

Currently, Criminal Justice System Data does not flow between agencies very smoothly. The data routinely generated by one agency is used or assessable minimally elsewhere in the system. It is imperative that each agency maintains caseloads and other pertinent information and that someone be

charged with monitoring paper flow. The Santa Barbara County Jail does enter information into a computer system however, they should consider purchasing a software system that would allow them to coordinate their classification system as well as analyze data regarding their inmate population. The present system makes it difficult to evaluate the population being held at the jail to determine eligibility for diversion or community. The Jail Overcrowding Committee must decide what type of information they are interested in obtaining by developing a management information system. It is important to understand that this is not only related to the jail, but the entire system as they follow offender populations from arrest to post incarceration. It is important that any computer systems purchased have the capability of being networked together to provide institution wide access.

3. Public Relations

Santa Barbara County has already begun the public relations phase during the The Justice System and the Jail and Justice System Assessment. Community members were provided an opportunity to attend the community meeting to review the consultants finding local media was also in attendance. The consultants strongly urge that a formal campaign be designed to inform the public of the planning process to deal with overcrowding in Santa Barbara County.

While it might be in vogue to talk very hard line on all criminals, the truth of the matter is that in Santa Barbara County nearly all of the offenders incarcerated are going to be released and will be returning back into the community. The decisions made on how they are handled while in jail will have an effect on how they come back into the community. Would anyone want a traffic offender to end up in jail and be placed in the same cell with a person who has previous convictions for violent crimes simply because he could not post bail? This could happen if the overcrowding situation continues to escalate in Santa Barbara County. Would anyone whose son or daughter committed a minor offense want them to be housed with such a person? Facility to date there will be a time when a site for the facility has been identified.

It is important that the citizens decide on a course of action and they should participate in more than a referendum voter status. Therefore, it is important that the reasons for every decision are provided to them by the media, direct mailing and door to door canvassing to hand out information.

4. Criminal Justice System Master Plan

To fully understand and anticipate the impact of change within the Santa Barbara County Criminal Justice System, a coordinated long-range master plan should be developed. The plan would support a commitment to leadership by providing carefully defined goals and objectives to help the criminal justice system successfully face the challenges of the next ten years.

As discussed earlier, the report should include a more comprehensive evaluation of data and the local criminal justice system prior to making a final evaluation as to the number of beds and facility design for a facility in Santa Barbara County. The Santa Barbara County planning process should allow for a plan with a long-term solution for the correctional needs of the county for many years to come.

The Criminal Justice System Master Plan should involve:

- Developing a system-wide philosophy and mission to ensure that all constituents have a shared understanding of what needs to be accomplished and how to accomplish it;
- Summarizing system wide capacity and workload projections;
- Developing a comprehensive, system-wide management and operations plan to include a detailed initiative to improve programs and services; Developing a system-wide capital improvement plan to address crowding conditions and to provide adequate space for all users of the criminal justice system
- A system wide approach to develop a continuum of sanctions that include the jail, probation, parole and other services that provide the most appropriate sanction for the offender.

5. Long-Range Crime Prevention Plan

In support of the Criminal Justice System Master Plan, the County should also develop a long-term strategy for crime prevention. This strategy is not limited to just the agencies in the Criminal Justice System but, should be a community-wide effort and have representation from all components. Further, the plan should include both adult and juvenile offenders. Without this strategy, the County will always be in a build and fill dilemma. In simple terms, the County will not be able to just build their way out of the crowding problem.

This plan, like the Master Plan, should become a living document that would serve as the basis for a working partnership between all components of the criminal justice system. It is also firmly recommended that a jail construction project not be started until this plan and a Master Plan has been completed. Proceeding without these documents further increases the risk of building additional beds and related support space without fully analyzing all factors that contribute to crowding.

6. Development of Intermediate Sanction Options

The County should consider design and development of a Day Reporting Center for selected inmates. The County should consider consolidation of many or all of these intermediate sanctions that are on-site. At present, there are no intermediate sanctions options available in Santa Barbara County. There are limited numbers of release options for defendants being held while awaiting trial. Pre-trial services programs, electronic monitoring programs and other options can be utilized to make the most effective use of jail beds in Santa Barbara County.

The use of these options should be integrated within the local system. Assessment of offenders for placement with clear eligibility criteria is a critical component of these types of options. Jurisdictions throughout the country utilize intermediate sanctions in a cost-effective manner without compromise to public safety. There are other additional intermediate sanctions programs that can assist Santa Barbara County in using jail beds most effectively for the more serious violent offenders. These options should be considered on a regional

basis if possible and there should be a more coordinated effort with the local treatment providers.

SUMMARY

A crowded jail is a symptom of many things that occur within the Criminal Justice System. Through interviewing, the consultants found a spirit of cooperation throughout the system to work together in the planning of various options to deal with their overcrowded jail. However, for many of those interviewed, including Lt. Mahurin, the Sheriff and the administrative team there was concern as to whether or not the facility would be able to satisfy the needs of Santa Barbara County in the future. This concern was reflected in every meeting the consultant team attended during the three day on site visit.

Most of the staff we met with at the jail felt that the facility did not meet their needs. The staff felt that the overcrowded conditions have contributed to increased problems especially over the last several months.

It appears clear that all of the individuals involved with this project in Santa Barbara County understand there is a need to look at the existing jail space and evaluate the need for expansion. At present, the focus is on the development of intermediate sanction options and the expansion of pre-trial release and supervision options as well potential construction in the northern part of the County.

Santa Barbara County Informational Materials

The following documents were provided during the on-site visit and are not included in this report:

Booklets Provided:

In addition to the booklets and videotapes provided, County staff were advised of the National Institute of Corrections web site www.nicic.org where additional information may be ordered, such as the following:

- A Second Look At Alleviating Jail Crowding: A System Perspective, by the Pretrial Resource Center, Grant Number 97-DD-BX-0016, Bureau of Justice Assistance, Office of Justice Programs, U. S. Department of Justice. NCJ-182507, October 2000.
- Guidelines For: Developing A Criminal Justice Coordinating Committee, by Robert C. Cushman, NIC Accession Number 017232, January 2002.
- How to Collect and Analyze Data: A Manual for Sheriffs and Jail Administrators, Second edition, U.S. Department of Justice, National Institute of Corrections-Jail Center.
- Objective Jail Classification Systems: A Guide for Jail Administrators, by James Austin, Ph.D., National Institute of Corrections, U.S. Department of Justice, TA# 97-J2303, February 1998.
- Preventing Jail Crowding: A Practical Guide, Robert C. Cushman, NIC Accession Number 016720, 2nd Edition, May 2002.

Video Tape:

- "Alleviating Jail Crowding: A Systematic Approach", National Institute of Corrections, U.S. Department of Justice, Tapes 1 & 2, February 7001.