



SHASTA COUNTY  
JAIL OPERATIONS REVIEW

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Prepared by:

CGL  
2260 Del Paso Road, Suite 100  
Sacramento, CA 95834





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## EXECUTIVE SUMMARY

CGL Companies (CGL) was contracted to conduct a detailed evaluation of the performance of the Shasta County Jail (SCJ) relative to current operational workload, recognized best practices, professional standards, and applicable local, State, and Federal policies and regulations. We note the last year has been a significant period of change for the SCJ. Most importantly, jail capacity has increased by 27 percent through the addition of 103 beds. This should reduce the number of early releases required. The SCJ has also increased offender access to programs and services through the introduction of tablet computers and has expanded visitation opportunities through video visitation. Additionally, a new automated jail management system is being implemented.

### Major Finding/Recommendations:

The following represents the major findings and recommendations that result from our evaluation of the Shasta County Jail (SCJ):

- **Jail Capacity:**
  - **Finding:** The lack of available capacity at the SCJ adds cost for housing inmates outside the County, necessitates the need for the early release of a significant number of offenders, and makes holding lower level offenders or probationers accountable difficult. Future jail capacity needs will be dependent upon factors such as county population growth, changes in arrest and incarceration rates and the use of alternatives to incarceration.
  - **Recommendation:** The County should evaluate future capacity requirements and alternatives to meet justice system needs. A key part of this evaluation is a forecast of future jail population levels that identifies the factors driving the jail population and projects future jail capacity needs.
- **Early Release Process:**
  - **Finding:** Early releases from the jail are not based on an objective risk assessment. The current approach for screening offenders for release does not use validated risk factors.
  - **Recommendation:** In compliance with best practices, SCJ should use an objective validated risk assessment tool in its early release decision process.
- **Offender Classification:**
  - **Finding:** The existing offender classification system, which determines inmate management and housing placement, is subjective and does not provide an objective, evidence-based assessment of inmate risk and security needs.



- **Recommendation:** SCJ should obtain and implement an objective, validated classification system.
- **Security Staffing:**
  - **Finding:** Security staffing levels in the facility strain to meet current workload demands. The lack of adequate staff results in an elevated use of overtime. CGL developed a shift relief factor that identifies the number of full-time employees it takes to fill a single post. The calculated relief factor takes into account the actual leave time of SCJ employees as well as other time (training) where they are unable to fill a post assignment. Based on our calculations, it takes 2.38 full-time employees to fill a single 12-hour, 7-day per week security post.
  - **Recommendation:** Security staffing levels in the jail should be increased by 15 positions (Table 1). This increase results from both the application of the calculated relief factor and from the addition of two new posts:
    - Booking Sergeant (all shifts). Most jails assign a dedicated supervisory position to manage the critical booking and release process in the jail. This need is amplified in SCJ given the number of early releases that are processed.
    - Utility Officer (all shifts). A Utility Officer post is needed that can be used to expedite intake processing as well as cover other critical areas of the jail.

**Table 1 : Recommended vs. Funded Security Staffing Levels**

Position	Recommended Staff Needed	Current Funded	Difference
Captain	1	1	-
Lieutenant	1	1	-
Sergeant	11	5	+6
Deputies	75	66	+9
Total	88	73	+15

- **Offender Programs:**
  - **Finding:** Limited physical space in the facility has impacted SCJ’s ability to provide adequate programs in the past. However, the recent addition of tablet computers for inmate use should provide increased access to evidence based programs and services. Additionally, the development of a medication assisted treatment program (MAT) and jail based competency program should be of benefit to the jail population and the County as a whole.



- **Recommendation:** Efforts should continue to expand access through the implementation of evidence-based programs and services.
- **Health Care Services Contracts:**
  - **Finding:** Health care contract terms could be improved to ensure accountability of the vendor.
  - **Recommendations:** Health care contracts and future Requests for Proposal (RFPs) should be modified in the following manner:
    - The jail medical contract should be amended to provide increased specificity regarding performance and reporting standards.
    - The jail medical contract should be amended to establish a goal of NCCCHC accreditation, a widely accepted service quality standard.
    - Future health care RFPs/contract should be modified to ensure the county is receiving the services and staff required and should include a means to assess penalties for non-performance and incentivize cost reduction.
- **Food Services:**
  - **Finding:** SCJ's per meal cost (including labor) of \$2.94 is extremely high compared to most jail food service programs.
  - **Recommendation:** SCJ should study the potential for converting food services operations to a private vendor to reduce costs.
- **Facility Physical Plant:**
  - **Finding:** The aging physical plant has a housing unit layout that can make effective supervision of the inmate population difficult. While jail staff manage daily operations, the design and condition of the facility create significant challenges.
  - **Recommendation:** Facility design has a direct impact on security staffing needs. Increasing the security staffing levels to CGL's Best Practice recommended level should mitigate many of the supervision issues that result from the current jail design.

In terms of priorities, the most significant step the SCJ can take to reduce risk in the jail system is to use evidence-based, validated risk assessment instruments in the selection of inmates for early release, as well as for classification decisions and housing placement. Over the past two years, the SCJ has released approximately 3,000 offenders early each year. While the 103 beds added to SCJ capacity in January has alleviated some of the overall capacity shortfall that necessitated the early release and the contract bed programs, the County continues to face an overall jail capacity shortfall. Discretionary decisions on early release need to be based on the best research and analytical tools available.



The primary challenge of jail capacity management is to align the housing of the inmate population with available capacity based on risk profile, while maximizing the efficiency and the effectiveness of inmate supervision. This task requires an effective classification system tied to a facility capacity utilization plan. The SCJ inmate classification process, while using some basic arrest, charge and conviction data, is subjective at best. Consistent placement of offenders in an appropriate level of security and corresponding housing unit requires a structured, objective, empirically based risk assessment process, along with a physical plant that facilitates appropriate separation of inmates. Use of an objective scoring instrument to determine classification status is a recognized professional standard in jail systems across the United States. This is a prerequisite for managing the SCJ in a way that makes the most effective use of available capacity.

The next step needed to improve operational performance within the SCJ is to provide the staffing required to operate the facility without the need to resort to heavy reliance on overtime. The current command structure and deployment of officer posts at the SCJ represents the minimal level required to maintain acceptable professional standards for inmate supervision and facility security. However, even with the current staffing deployment plan, the funded staffing level does not provide enough positions to fill these posts based on the amount of time staff are available to work. Our analysis indicates that based on national best practices, 15 additional custody staff are required to provide needed coverage without undue reliance upon overtime. In fact, appropriate funding this level of staffing will substantially reduce current overtime spending.

Finally, the SCJ can achieve operational efficiencies in health care and food services. The health care contract should be modified to improve accountability and standards for vendor performance. A formalized process for reconciliation of the cost of actual staff provided relative to the contract requirements should be implemented. Additional performance standards and reporting requirements will further enhance vendor accountability. Establishment of National Commission on Correctional Health Care (NCCHC) accreditation as a goal under the contract will elevate performance. Additionally, the very high cost of food service at the SCJ can possibly be reduced through privatization and development of a Request for Proposal (RFP) for contracted food service, a proven strategy for reducing food service costs in other county jails.



## 1. INTRODUCTION

The purpose of this study is a detailed evaluation of the performance of the operations of the Shasta County Jail (SCJ) relative to current operational workload, recognized best practices, professional standards, and applicable local, State, and Federal policies and regulations. Project activities included a review and analysis of current operational policies and practices; jail program and service delivery; risk management; and the overall performance and efficiency of current jail operations.

### **Methodology.**

The project team used a comprehensive information-gathering and data review process that utilized four primary approaches: document review, staff interviews, facility review, and post inspections.

*Document review:* We reviewed available documentation of both current and past staffing patterns. We also reviewed a wide range of data describing jail operations and resource utilization, including overtime records, leave utilization, and assignment practices. Other documentation of jail issues were assessed, as well as facility policies and procedures.

*Stakeholder interviews:* In order to gain background and context for the review, we conducted interviews with key justice system stakeholders and program administrators. These interviews centered on internal perspectives of the key issues facing the jail, strengths of the current operations, and opportunities for improved performance. Interview subjects provided invaluable insight into the unique challenges facing the justice system in Shasta County.

*Staff interviews:* For a better understanding of the data collected, we interviewed Sheriff's Office staff assigned to the jail system. Our purpose in the interviews was to develop an understanding of staff duties, functions, and workload demands. We interviewed line staff, facility first line supervisors, and mid-level managers, as well as senior administrators.

*Facility review:* The project team conducted a thorough tour of the jail itself. This provided firsthand exposure to the layout of the facility and management's approach to operations and the delivery of programs and services. The project team also reviewed ancillary functions for the jail that directly support the detention function to determine the adequacy of services in those areas.

*Post inspections:* The project team reviewed each correctional officer post in terms of the function served, amount of coverage required, contribution of the post to facility security, and whether post duties required the assignment of a corrections deputy.

In conducting the review, we used the following criteria:

- Post assignments should be established in accordance with the goals of maintaining effective security.



- Officer assignment practices should be flexible enough to deploy staff as required to respond to changing needs of the activity and work schedule while maintaining post assignment security.
- Overtime utilization should be held to the minimal level required to perform critical operational functions.
- Jail command structures should provide appropriate supervisory coverage.
- Staff deployment should be consistent with detainee classification and placement practices.
- Post responsibilities should be regular, documented, and well defined.

The approach for analysis of staffing needs follows the national standards detailed in the *Staffing Analysis Workbook for Jails, 2<sup>nd</sup> edition* published in 2003 by the National Institute of Corrections<sup>1</sup>

Appendix A identifies sources of data used in this analysis. Appendix B identifies individuals interviewed for the project.

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<sup>1</sup> Liebert, D. and Miller, R., *Staffing Analysis Workbook for Jails*, National Institute of Corrections, 2001.





## 2. JAIL PROFILE

The Sheriff's Office operates the Shasta County Jail (SCJ), located at 1655 West Street in Redding. The Jail, built in 1984, has three main detention areas located on the upper floors of the facility. Each floor supports four podular housing areas. The current Board of State and Community Corrections (BSCC)-rated capacity is 381 beds. In early 2019 the County completed a remodeling project, adding showers that enabled double-celling of each unit (except for Unit 1D which houses inmates with mental health issues). This project added 103 beds to the jail's capacity. Including the 12 beds allocated for special housing near the medical unit, the current operational capacity of the SCJ is 484 beds.

The main floor of the facility contains the public access and visiting area, as well as the booking area, medical unit, and administrative areas. The lower level of the building supports the kitchen, laundry, staff dining, and mechanical systems.

### Population Characteristics

The SCJ housed an average daily population (ADP) of 352.8 inmates in 2018. The highest ADP of 358 occurred in August of 2018 with the lowest ADP of 342 reached in March 2018. The jail population level is largely a function of a 1993 court order establishing a capacity ceiling of 381 beds at the SCJ, based on the living conditions at the facility at the time. The order was recently updated and authorizes the Sheriff *"to release or refuse to accept newly-committed inmates from the Jail when the Jail, or any specific housing unit therein, is within 10 percent (10%) of being filled."*<sup>2</sup> In 2017 this necessitated the early release of 3,195 inmates. This fell slightly in 2018 to 2,817 early releases.

The County also manages the jail population by contracting for housing for sentenced inmates with nearby counties. The contract population generally ranges from 20-25 inmates. Qualification for out-of-county housing is based on sentencing, length of custody, medical needs and other factors. Over the last eight months, expenditures for contract housing averaged approximately \$51,000 per month.

**Finding:** The SCJ has consistently run as close to capacity as it can while providing safety and separation for the in-custody population. Because of the population cap, new admissions must in effect be balanced out by early releases to make jail beds available. The volume of releases required makes the screening and selection process of inmates for release of critical importance and has significant implications for public safety.

In 2018 the SCJ booked over 10,000 admissions into the jail system, an average of approximately 29 per day. Female offenders typically comprise approximately 15 percent of the average daily population. Approximately 70 percent of the jail population is in pre-trial status. Over 92 percent of the jail population have been admitted for felony offenses.

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<sup>2</sup> *Superior Court of Shasta County, Order #11528, January 11, 2019,*



While the 103 beds added to SCJ capacity in January has alleviated some of the overall capacity shortfall that necessitated the early release and the contract bed programs, the County continues to face an overall jail capacity shortage. At the time of this analysis the County was still housing 24 inmates in other counties and still using the early release process to manage population levels. The lack of adequate jail capacity has significant implications for the local justice system. Because of a lack of available jail capacity, probation officers cannot sanction offenders with short-term incarceration for violations of the terms of their probation. This severely impairs efforts to hold probationers accountable. Similarly, lack of jail capacity makes it difficult to enforce meaningful sanctions for failure to comply with court-ordered appearances. The very limited amount of jail beds available to law enforcement, probation, and the court seriously diminishes the justice system's capacity to impose needed discipline for offenses that may be relatively minor, but that are indicative of flagrant disregard for the justice system.

**Finding:** The lack of available capacity at the SCJ adds cost for housing inmates outside the County, necessitates the early release of a substantial number of offenders, and makes it difficult to hold lower level offenders or probationers accountable. Future jail capacity needs will be dependent upon factors such as county population growth, changes in arrest and incarceration rates and the use of alternatives to incarceration.

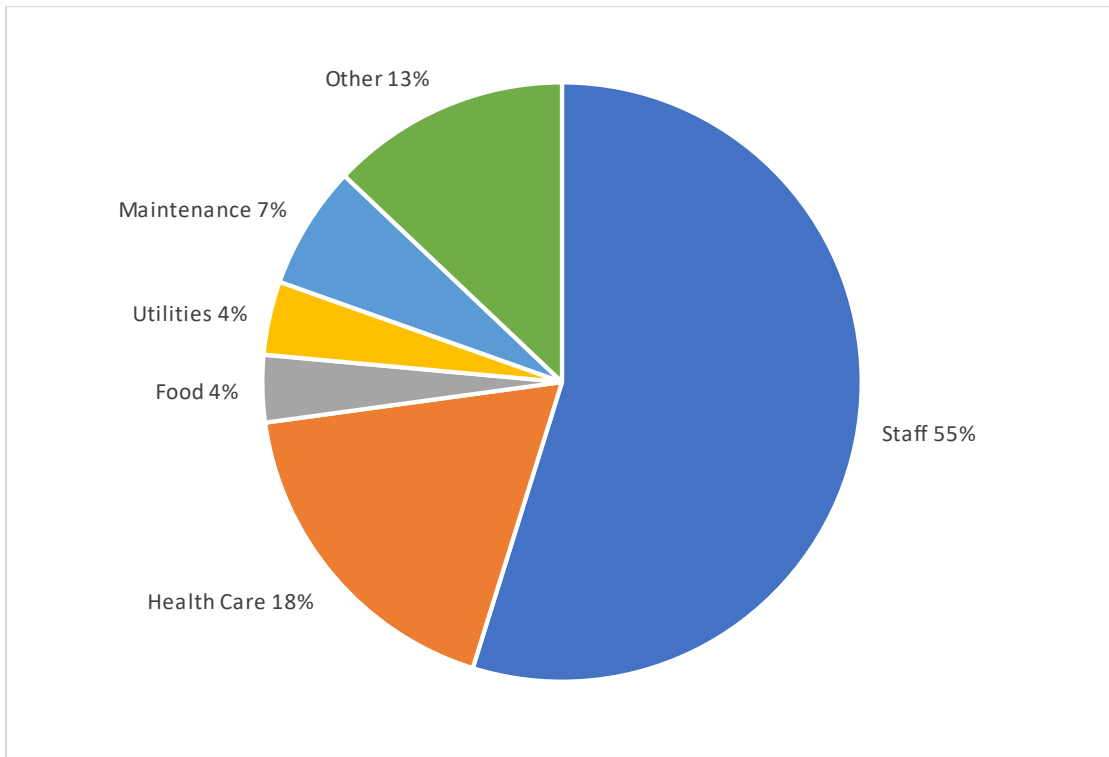
The only potential source of additional jail capacity in the next five years is the conversion the existing Shasta County Courthouse, attached to the SCJ. This conversion could add between 60 - 128 inmate beds in that space once it is vacated, upon completion of the new Shasta County Courthouse. That renovation cost is estimated at between \$7 and \$9 million.

**Recommendation:** The County should evaluate future capacity needs and alternatives to meet justice system needs. A key part of this evaluation is a forecast of future jail population levels that identifies the factors driving the jail population and projects future jail capacity needs.

## Budget

The total fiscal year 2019 budget for the SCJ is \$17,794,848. Approximately 75% of spending goes to staff supervision of inmates, food service, and basic medical and mental health treatment. This breakdown is consistent with the typical spending allocations of most jails. In virtually all systems, the cost of staff, medical care, and food are the predominant factors driving jail spending.

Roughly 55 percent of the SCJ's total budget goes to support a funded staffing level of 83 full-time equivalent positions (FTEs). Custody staff (corrections officers, public safety service officers, senior, sergeants, a lieutenant, and a captain) make up 73, or 88 percent, of these positions. Health care costs account for 18 percent of the budget. Food, utilities, maintenance, and contract beds make up most of the remainder of the budget. Figure 1 summarizes the component shares of the SCJ budget.

**Figure 1 : Shasta County Jail Budget Components**



### 3. Staffing

Determining the staffing needs in a detention setting is a detailed undertaking. While all correctional facilities must perform the same type of tasks (housing offenders, providing them access to programs and services, accommodating visitation, etc.), often how they accomplish these tasks and the setting in which they are performed can differ significantly. As a result, an ideal ratio of inmates to staff that guides jail operational planning does not exist. Staffing requirements must instead be determined on a facility-by-facility basis. The following factors are key in determining jail staffing needs.

- **Facility Mission.** The overall mission of the detention facility plays a significant role in determining the number of staff needed. At the local level some jails only house pre-trial offenders, while others house both pre-trial and sentenced inmates. Additionally, some may offer more intensive inmate programs or off-grounds work crews and work release programs that increase the staffing needs of the facility.
- **Facility Layout.** The physical design of the facility will greatly determine the minimum number of posts required to provide adequate supervision of the population. Those facilities that are efficiently designed to provide a clear line of sight and reduce need for offender movement can significantly reduce staffing needs.
- **Offender Classification.** The type of offenders housed and assigned to an area will have a large bearing on the need for supervision and the potential risk level present. The standard classification system (maximum, medium, and minimum security) has a direct bearing on the staffing required. Offenders who are more aggressive and have higher needs (mental health, protective custody, etc.) require more staff supervision than lower custody inmates.
- **Offender Movement Patterns.** The degree of offender movement and the nature of that movement (escorted or unescorted) relate directly to the degree of control exercised over offender behavior and the staffing required to enforce the desired level of control. Many modern correctional facilities provide access to recreation and programming activities near the housing units that reduce offender movement.
- **Surveillance Technology.** Technology, which can be deployed to provide ongoing surveillance of offender activity, can increase the efficiency of staff used to monitor multiple locations or blind spots in a facility.
- **Court Orders/Consent Decrees.** In many cases, the facility history can include past court orders, consent decrees, or agreements that have an impact on staffing needs. The facility's desire to maintain compliance with these past agreements can influence the number of staff needed.



- Operating Procedures/Standards. A jail’s operating procedures and standards set out a blueprint for staffing by outlining the duties required of staff in the conduct of their respective jobs.
- Collective Bargaining Unit Agreements. Collective bargaining unit agreements can play a major role in the staff needed to manage a detention facility. Agreed upon shift schedules, post assignments, and other factors may influence the number of staff needed.
- Intensity and Access to Programs. The intensity of programming in local jails has increased in the past decade due to the research that supports the benefits of in-custody programming in reducing offender recidivism and improving their success upon release. But this additional programming has costs, both in the professional staff needed to administer the programs and security staff required to escort and supervise areas where programming occurs.

### Current Staffing

The SCJ has a funded staffing level of 83 positions, which includes 73 custody positions. As shown in Table 1, the actual number of filled positions as of January 1, 2019 was 74.

**Table 1: Current Jail Staff**

Position	Allocated	Funded	Filled
Captain	1	1	1
Lieutenant	1	1	1
Sergeants	5	5	5
Correctional Deputies	64	61	54
Service Officers	5	5	4
Analyst	1	1	1
Plant Manager	1	1	1
Cooks	8	8	7
<b>Total</b>	<b>86</b>	<b>83</b>	<b>74</b>

Source: Shasta County Jail

A captain serves as the jail administrator responsible for all jail operations. A staff service analyst provides administrative support. The single lieutenant on the roster works as the facility operations manager and supervises the 5 sergeants. Sergeants essentially work as watch commanders, managing the security operations of each of the two operational shifts, 1<sup>st</sup> Shift (7:00 a.m. – 7:00 p.m.) and 2<sup>nd</sup> Shift (7:00 p.m. – 7:00 a.m.).

**Finding:** The overall command and administrative organization of the SCJ is streamlined and very lean. The command structure contains the minimum number of posts required to provide adequate oversight and supervision of jail operations.

The SCJ uses Public Safety Service Officer (SSO) civilian positions that can fill custody posts that do not require offender contact. These posts provide remote monitoring of housing unit control rooms, booking, reception and central control. Because the position does not have contact with offenders,



the salary for the position is lower than that of a correctional deputy. SCJ staff indicated that the Public Safety Service Officer position is being phased out due to an inability to find eligible candidates interested in this position. This analysis therefore assumes that all line custody posts in our staffing analysis are filled with correctional deputies.

### Identifying Staffing Needs

The basis for any security staffing analysis begins with the “security post.” A security post is a station or specific assignment in a correctional facility. For example, each housing unit in the SCJ has at least one correctional officer post on the day shift. This post is responsible for supervising offenders housed in the unit and controlling movement in and out of the unit. An analysis of post requirements must address the following factors:

- The need to fill select security posts 24-hours a day, seven-days per week.
- The extent to which post assignments are considered “mandatory” and cannot be left vacant for any period.
- The need to separate and house offenders by a variety of special criteria, including their custody level, special needs, gender, and age.
- The need to provide flexibility to address occasional, unexpected, or unplanned events.

Counties must also be aware of evolving national legal requirements that have an overarching impact on correctional operations. One example of this is the enactment of the Prison Rape Elimination Act (PREA), which has resulted in the dissemination of national standards and requirements designed to reduce risk of sexual assaults. The Act establishes specific supervision, observation, and gender-specific standards that impact staffing needs. The housing unit design noted earlier will make compliance with the requirements of the federal Prison Rape Elimination Act (PREA) more difficult. Additionally, many jurisdictions have made significant changes in restrictive housing practices to allow more out-of-cell time for offenders in this status.

The adequacy of jail staffing coverage is critical to ensuring the safety and security of the facility and the provision of appropriate programs and services. In our work in jails across the country, we have found the most common outcomes of insufficient staff are:

- Ongoing reliance on and elevated levels of use of overtime.
- Temporary curtailment of select jail activities in order to stay within the budget.
- Failure to staff key post assignments, which may impact safety.

It is clear that SCJ relies on the use of overtime to offset its low staffing levels.



### Shift Schedule

Custody staff are generally assigned to two primary 12-hour shifts:

- 1<sup>st</sup> Shift: 7:00 a.m. – 7:00 p.m.
- 2<sup>nd</sup> Shift: 7:00 p.m. – 7:00 a.m.

Each of these shifts is staffed with two separate squads (A Squad and B Squad) with different schedules. The following table provides the separate schedules for each squad on the day and night shift:

**Table 2: Security Staff Work Schedules**

	Sun.	Mon.	Tues.	Weds.	Thurs.	Fri.	Sat.
<i>Day Shift</i>							
A Squad	X	X	X	X (alternating)			
B Squad				X (alternating)	X	X	X
<i>Night Shift</i>							
A Squad	X	X	X				X (alternating)
B Squad				X	X	X	X (alternating)

The A Squad on the Day Shift works every Sunday, Monday and Tuesday and every other Wednesday. The B Squad works every Thursday, Friday and Saturday as well as every other Wednesday. Given this schedule, staff are assigned 84 hours every 2 weeks. The first 80 hours of coverage is paid at straight time while the 4 additional hours are paid as overtime. As a result, the existing schedule annually has 104 hours of overtime built into it per officer (4 hours x 26 pay periods).

Assuming all SSO positions are converted to deputies, this will result in the county incurring 6,864 hours (104 hours per employee x 66 funded positions) of overtime per year as a result of the existing shift structure. The hourly salary of a Correctional Deputy I or II position ranges from \$20.314 to \$27.225<sup>3</sup>. Assuming the average correctional deputy is paid at the midpoint of this range (\$23.7695) then overtime is paid at an hourly rate of \$35.65. Considering compensation implications only (and not factoring in any additional fringe expenses to overtime such as FICA, unemployment insurance, etc.) this shift structure has \$244,701.60 (6,864 hours x \$35.65 hourly rate) of built in overtime costs. A 15-minute pre-shift briefing on both Monday shifts is paid as overtime as well, at a projected cost of \$30,588.

<sup>3</sup> Shasta County Website: County of Shasta, Personnel Division, Salary Schedule



**Finding:** The current 12-hour shift schedule and funded staffing level with roll call requires \$275,289 in mandatory, annual overtime.

**Current Staffing Practices.** Working with jail administration, a post assignment table was developed to identify current posts deployment in the SCJ. Table 2 provides the following information for each current post:

- Post Title.
- Shift: Shift or Shifts when post is filled.
- Days/Week: Number of days per week the post is filled.
- Relief Yes/No: Whether the post must be relieved (Y) or can be left vacant if staff is not present (N).
- Comment: General description of post responsibilities.





Table 2: Shasta County Jail – Current Security Post Chart

Post/Position	Capacity	1st Shift 7:00 am - 7:00 pm	2nd Shift 7:00 pm - 7:00 am	Alternate Shift	Days/ Week	Relief	Comments
<b>Administration</b>							
Captain				1.0		N	Jail Superintendent/Division Commander
Total Jail Administration Posts:		0.0	0.0	1.0			
<b>Custody Staff</b>							
<b>Lieutenants</b>							
Shift Commander - Lieutenant				1.0		N	Facility Manager
Subtotal Lieutenant Posts:		0.0	0.0	1.0			
<b>Sergeants</b>							
Watch Commander		1.0	1.0		7	Y	Minimum of (1) Jail Sergeant per shift
Administrative Sergeant				1.0	5	N	Supervises staffing, commissary, transportation, statistics, jail training public records.
Subtotal Sergeant Posts:		1.0	1.0	1.0			
<b>Deputies</b>							
Classification		1.0	1.0		7	Y	Initial Classification, Housing Placement, Court support, KSF Updates
Processor		2.0	2.0		7	Y	Processing Intake and Release, Welfare Checks in Intake, Professional Visit Escort (Minimum of 3 M-F, and 2 on weekends)
Processor		1.0	1.0		5	Y	Processing Intake and Release, Welfare Checks in Intake, Professional Visit Escort (Minimum of 3 M-F, and 2 on weekends)
Booking		1.0	1.0		7	Y	Responsible for assisting in Booking Process - Can be an SSO
Level 1 Housing Control		1.0	-		7	Y	Operate housing unit control panel. Can be an SSO. Vacant on Night Shift
Level 2 Housing Control		1.0	1.0		7	Y	Operate housing unit control panel. Can be an SSO
Level 3 Housing Control		1.0	1.0		7	Y	Operate housing unit control panel. Can be an SSO
Level 1 AD Floor Officer	71	1.0	1.0		7	Y	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 1 BC Floor Officer	80	1.0			7	Y	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 2 AD Floor Officer	80	1.0	1.0		7	Y	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 2 BC Floor Officer	80	1.0			7	Y	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 3 AD Floor Officer	80	1.0	1.0		7	Y	Housing Unit Officer
Level 3 BC Floor Officer	80	1.0	1.0		7	Y	2nd Floor Officer Post on Night Shift roves between Units to provide for two person access to 3C lockdown unit
Medical Officer	12	1.0	1.0		7	Y	Supervises medical and medical housing area
Reception				1.0	7	Y	Reception window staffed 8 am - 8:30 pm 7 days per week, Night shift Booking officer covers from 7:pm - 8:30 pm. Can be SSO
Central Control		1.0	1.0		7	Y	Monitors Gates, Controls Electronic Doors in Booking, Switchboard for facility, Monitors Radio traffic. Can be SSO
Subtotal Deputy Posts		16.0	13.0	1.0			



In total there are 35 posts covering security duties in the facility on both shifts. Typical housing unit supervision requires 2 officers per floor on the day shift. Each of these posts are responsible for two housing pods (A & D or B & C). With the jail's recent capacity expansion, the officer on each of these posts supervises up to 80 inmates. For housing level 1 and 2, the 2nd shift is staffed with only one officer per floor. Due to the higher custody level of the inmates in Level 3, 2 officers are assigned to 2nd shift.

There is a single housing unit control post on each level that can be filled with civilian Public Safety Security Officers. On day shift all three control posts are filled. However, on the 2nd shift only Levels 2 and 3 control post are filled with the Level 1 control post left vacant. During the 2<sup>nd</sup> shift the main control room assumes responsibility of Level 1 controls. This is a recent change as prior to the increase in facility capacity, all control posts were left vacant on the 2<sup>nd</sup> shift. There are 10 posts assigned to the intake and classification functions of the jail over both shifts.

The ability to maintain sight and sound supervision of housing unit activity is complicated in SCJ by the layout of the housing unit pods and the placement of the remote housing unit control posts. Each unit is asymmetrical in design with unusual angles that complicate unit supervision. The control room post for each housing unit is in a secure space on the mezzanine level and does not directly face into the dayroom or cell area, rather, it looks down on an open foyer where the elevator banks are located. Visual observation from control rooms into housing pods requires staff to leave the control board to walk to either end of the long control rooms to be able to see into a housing pod. The design of the control room in conjunction with the layout of the housing units creates blind spots that can produce difficult conditions for monitoring inmates in the housing units.

The roster contains no flexibility built to address emergent operational needs. The current practice is to pull the Booking Officer and close that post in the event of a need for officer assistance throughout the facility.

**Finding:** The SCJ has a current funded staffing level of 83 positions, which includes 73 custody positions. This level is insufficient to adequately manage the complex operations of the jail and results in high levels of overtime.

### **Relief Factor**

One the critical elements required in determining facility staffing needs is the development and application of a relief factor. A relief factor identifies the total number of full-time equivalent positions (FTEs) required to fill a single post.

Jails operate 24 hours a day, 365 days a year. Mandatory posts must be filled by staff to ensure the security and operation of the facilities. Examples of mandatory posts include housing unit posts that supervise inmates and intake posts that are responsible for receiving arrestees into the jail. In many cases these posts must be filled continually and cannot be left vacant. Given work schedules and normal time off, these posts require more than one full-time equivalent position (FTE). An accurate relief factor determines the number of FTEs it takes to fill a post considering that employees have



regularly scheduled days off, can utilize leave such as vacation and sick leave, and may be unable to fill a post due to pre-service or annual training requirements.

There are some posts that may not need a relief factor. For example, if a post does not require an on-site staff member to be present during the shift or during frequent short-term absences, then a relief factor is not necessary, and the post is referred to as a non-relief post. As noted above, it is critical to not only identify a relief factor based on internal factors, but to also identify what posts are required to be filled, whether the posts are relief or non-relief posts, and the frequency in which the post is to be filled.

Relief factor calculations are based on the total number of hours employees in a specific rank or job category are available for work (total annual hours contracted for work). Next, the total number of hours that those employees are not available for work throughout the year is calculated (total hours off duty). Subtracting the number of hours all employees are off duty from the total number of hours available for work produces the actual number of hours (net annual work hours) those same employees were available to fill their posts.

By dividing the total net annual work hours by the total number of employees in that specific rank or job category, the shift relief factor is determined. However, since posts are generally filled either five days or seven days per week and may be filled by staff working a variety of shifts, shift relief factors must be calculated for each type of post/shift assignment. The resulting shift relief factors indicate how many employees it takes to fill those posts on an annual basis.

The County provided a file<sup>4</sup> containing raw data regarding leave usage for badge employees for the time period June 11, 2017 – June 9, 2018. Additionally, the jail identified the average number of Correctional Officers and Sergeants employed during this period that generated this leave utilization (69). Table 3 summarizes average staff leave usage by category of leave:

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<sup>4</sup> A-10 Supplemental 042919 – HOURS OF ABSENCE – ALL CORRECTIONAL OFFICERS BY CATEGORY 11JUN17-09JUNE18, Provided April 29, 2019



Table 3: FY 2018 Leave Usage

Leave Type	Total Hours Used	Per Staff Usage
Personal Sick Leave	1,284.80	18.62
Personal Sick Leave - OJI	746.94	10.83
CFRA PSA OJI	2.00	0.03
FSL	286.20	4.15
Bereavement Leave	62.00	0.90
FMLA PDI PSL	32.00	0.46
Comp Time	1,325.91	19.22
Credit Holiday Used	959.04	13.90
Military Leave	420.00	6.09
Safety 4850	936.00	13.57
PSL FMLA CFRA	179.79	2.61
FSL FMLA CFRA	210.92	3.06
VAC FMLA CFRA	52.11	0.76
Vacation Leave	5,339	77.38
CTO FMLA CFRA	96	1.38
CHU FMLA CFRA	105	1.53
Total	12,037.67	174.46

Based on the information provided, the average correctional deputy and sergeant annually uses 174.46 hours of leave time per year. Projected hours of off-post training, including annual, specialty, on-the-job training and pre-service average 174 hours per security. This results in a Net Annual Work Hours per officer of 1,843.63 hours, as shown in Table 4. This level of staff availability requires a shift relief factor of 2.38 for a 12 hour post and 4.75 for a 24 hour/7 day post.

**Finding:** The average employee is available to fill a post 1,843.63 hours per year. The shift relief factor for the 12-hour shift structure is 2.38, which means it takes 2.38 FTEs to fill a single post, 7 days per week on one shift. The corresponding relief factor for 24 hour/7 day per week post coverage is 4.75.



**Table 4 : Shift Relief Factor Calculation**

	12-Hour Shift
Post Hour Coverage	4,383
Hours Employee Assigned	2,192
<i>Hours Away From Post</i>	
Leave Usage	174.46
Training	173.91
<i>Total Hours Away From Post</i>	<i>348.37</i>
Net Annual Work Hours (NAWH)	1,843.63
<b>Shift Relief Factor – 7-day post with relief</b>	<b>2.38</b>
<b>Relief Factor – 24/7 coverage</b>	<b>4.75</b>

### Staffing Needs

CGL developed two staffing scenarios for the jail:

- **Staffing Needs for Current Deployment Practices:** This scenario assumes an accurate relief factor is applied to current SCJ staff deployment practices.
- **Recommended Staffing Needs:** This scenario represents CGL’s recommended staffing level and is consistent with national best practices. It assumes additional staff posts with the relief factor applied.

**Staffing Needs for Current Deployment Practices:** Applying this relief factor to the current post plan for jail operations results in a need for 78 custody staff, an increase of 5 staff above current funded levels. The current operation of the facility requires this level of custody staffing to cover all mandatory posts. Current funded staffing levels cannot provide consistent coverage of all required posts given staff availability levels without relying upon overtime. Tables 5 and 6 show the number of FTEs needed to staff the existing post plan with the relief factor applied.

**Finding:** The current roster with appropriate relief requires 78 custody staff to provide consistent coverage of all posts without significant reliance on overtime. This is an increase of 5 officers over current funded staffing levels.



Table 5: Current Jail Staffing with Relief Factor

Post/Position	Capacity	Population Type	1st Shift	2nd Shift	Alternate Shift	Days/Week	Days per week	Total Shifts	Relief	Shift Relief Factor	Total FTEs	Comments
<b>Administration</b>												
Captain					1.0			1.0	N	1.00	1.00	Jail Superintendent/Division Commander
Subtotal Jail Administration Posts:			0.0	0.0	1.0						1.00	
<b>Custody Staff</b>												
<b>Lieutenants</b>												
Shift Commander - Lieutenant					1.0			1.0	N	1.00	1.00	Facility Manager
Subtotal Lieutenant Posts:			0.0	0.0	1.0						1.00	
<b>Sergeants</b>												
Watch Commander			1.0	1.0		7	5	2.0	Y	2.38	4.76	Minimum of (1) Jail Sergeant per shift
Administrative Sergeant					1.0	5	5	1.0	N	1.00	1.00	Supervises staffing, commissary, transportation, statistics, jail training public records.
Subtotal Sergeant Posts:			1.0	1.0	1.0						5.76	
<b>Deputies</b>												
Classification			1.0	1.0		7		2.0	Y	2.38	4.76	Initial Classification, Housing Placement, Court support, KSF Updates
Processor			2.0	2.0		7		4.0	Y	2.38	9.52	Processing Intake and Release, Welfare Checks in Intake, Professional Visit Escort (Minimum of 3 M-F, and 2 on weekends)
Processor			1.0	1.0		5		2.0	Y	1.70	3.40	Processing Intake and Release, Welfare Checks in Intake, Professional Visit



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Post/Position	Capacity	Population Type	1st Shift	2nd Shift	Alternate Shift	Days/Week	Days per week	Total Shifts	Relief	Shift Relief Factor	Total FTEs	Comments
												Escort (Minimum of 3 M-F, and 2 on weekends)
Booking			1.0	1.0		7		2.0	Y	2.38	4.76	Responsible for assisting in Booking Process - Can be an SSO
Level 1 Housing Control			1.0	-		7		1.0	Y	2.38	2.38	Operate housing unit control panel. Can be an SSO. Vacant on Night Shift
Level 2 Housing Control			1.0	1.0		7		2.0	Y	2.38	4.76	Operate housing unit control panel. Can be an SSO
Level 3 Housing Control			1.0	1.0		7		2.0	Y	2.38	4.76	Operate housing unit control panel. Can be an SSO
Level 1 AD Floor Officer	71	A: Male Worker GP D: Male Mental Health	1.0	1.0		7		2.0	Y	2.38	4.76	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 1 BC Floor Officer	80	B: Protective Custody C: Protective Custody	1.0			7		1.0	Y	2.38	2.38	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 2 AD Floor Officer	80	A: Female GP D: Female GP & Workers	1.0	1.0		7		2.0	Y	2.38	4.76	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 2 BC Floor Officer	80	B: GP High Class C: Disc/Ad Seg	1.0			7		1.0	Y	2.38	2.38	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift



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Post/Position	Capacity	Population Type	1st Shift	2nd Shift	Alternate Shift	Days/Week	Days per week	Total Shifts	Relief	Shift Relief Factor	Total FTEs	Comments
Level 3 AD Floor Officer	80	A: GP High Class D: GP High Class - Prior Prison	1.0	1.0		7		2.0	Y	2.38	4.76	Housing Unit Officer
Level 3 BC Floor Officer	80	B: GP High Class - Prior Prison C: Max/Disc/Ad Seg	1.0	1.0		7		2.0	Y	2.38	4.76	2nd Floor Officer Post on Night Shift roves between Units to provide for two person access to 3C lockdown unit
Medical Officer	12		1.0	1.0		7		2.0	Y	2.38	4.76	Supervises medical and medical housing area
Reception					1.0	7		1.0	Y	2.38	2.38	Reception window staffed 8 am - 8:30 pm 7 days per week, Night shift Booking officer covers from 7:pm - 8:30 pm. Can be SSO
Central Control			1.0	1.0		7		2.0	Y	2.38	4.76	Monitors Gates, Controls Electronic Doors in Booking, Switchboard for facility, Monitors Radio traffic. Can be SSO
Subtotal Deputy Posts			16.0	13.0	1.0						70.0	
												0
<b>Total</b>			<b>17.0</b>	<b>14.0</b>	<b>4.0</b>	<b>35</b>					<b>77.8</b>	





Table 6: Staff Needed for Current Deployment Practices

Position	Staff Needed	Funded	Difference
Captain	1	1	-
Lieutenant	1	1	-
Sergeant	6	5	+1
Deputies	70	66	+4
Total	78	73	+5

### Recommended Staffing Needs

Our review of facility operations and current post deployment compared to best practices employed by jail nationally did not find an excess of posts within the jail. Instead, we found two key areas of need:

- Supervision of the intake and release process:** The jail averages over 32 bookings per day (2017 data) and releases an average of 266 per month under the court capacity order. Jails of this size typically dedicate a sergeant position to supervise the intake and release function. This need is heightened for the SCJ given the number of releases that occur as a result of its court-ordered capacity limit, which should require some level of management review. An additional sergeant post is needed to supervise the normal intake and release process, as well as manage the court capacity release program in an effective manner. This post is required on both shifts, seven days per week.
- Utility positions:** It is standard practice for correctional facilities to have designated “utility” posts which provide multiple duties within the jail, based on operational need. These posts are often responsible for escorting offenders within the jail to appointments, visits, educational programs or medical/mental health treatment, and responding to issues or incidents in the facility. In the SCJ, this post could also be deployed during peak intake times to help expedite the intake process. Currently the facility has no assigned utility post, which results in the need to pull staff from other vital posts to provide this coverage, which impairs operational security. One utility post should be established on each shift, seven days per week to address these operational needs.

Adding these posts would make SCJ operations more consistent with normal practices and best practices in jail security operations. With relief, these additional posts would increase the number of custody needed to operate the jail to a total of 88 positions. Tables 7 and 8 provide summaries of the recommended post plan.



Table 7: Recommended Post Plan

Post/Position	1st Shift	2nd Shift	Alternate Shift	Days/Week	Total Shifts	Relief	Shift Relief Factor	Total FTEs	Comments
<b>Administration</b>									
Captain			1.0		1.0	N	1.00	1.00	Jail Superintendent/Division Commander
Subtotal Jail Administration Posts:	0.0	0.0	1.0					1.00	
<b>Custody Staff</b>									
<b>Lieutenants</b>									
Shift Commander - Lieutenant			1.0		1.0	N	1.00	1.00	Facility Manager
Subtotal Lieutenant Posts:	0.0	0.0	1.0					1.00	
<b>Sergeants</b>									
Watch Commander	1.0	1.0		7	2.0	Y	2.38	4.76	Minimum of (1) Jail Sergeant per shift
Booking/Release Sergeant	1.0	1.0		7	2.0	Y	2.38	4.76	Manage all Intake, processing and releases from jail
Administrative Sergeant			1.0	5	1.0	N	1.00	1.00	Supervises staffing, commissary, transportation, statistics, jail training public records.
Subtotal Sergeant Posts:	2.0	2.0	1.0					10.52	
<b>Officers/Deputies</b>									
<b>Jail Security</b>									
Classification	1.0	1.0		7	2.0	Y	2.38	4.76	Initial Classification, Housing Placement, Court support, KSF Updates
Processor	2.0	2.0		7	4.0	Y	2.38	9.52	Processing Intake and Release, Welfare Checks in Intake, Professional Visit Escort (Minimum of 3 M-F, and 2 on weekends)



Post/Position	1st Shift	2nd Shift	Alternate Shift	Days/Week	Total Shifts	Relief	Shift Relief Factor	Total FTEs	Comments
Processor	1.0	1.0		5	2.0	Y	1.70	3.40	Processing Intake and Release, Welfare Checks in Intake, Professional Visit Escort (Minimum of 3 M-F, and 2 on weekends)
Booking	1.0	1.0		7	2.0	Y	2.38	4.76	Responsible for assisting in Booking Process - Can be an SSO
Level 1 Housing Control	1.0	-		7	1.0	Y	2.38	2.38	Operate housing unit control panel. Can be an SSO. Vacant on Night Shift
Level 2 Housing Control	1.0	1.0		7	2.0	Y	2.38	4.76	Operate housing unit control panel. Can be an SSO
Level 3 Housing Control	1.0	1.0		7	2.0	Y	2.38	4.76	Operate housing unit control panel. Can be an SSO
Level 1 AD Floor Officer	1.0	1.0		7	2.0	Y	2.38	4.76	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 1 BC Floor Officer	1.0			7	1.0	Y	2.38	2.38	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 2 AD Floor Officer	1.0	1.0		7	2.0	Y	2.38	4.76	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 2 BC Floor Officer	1.0			7	1.0	Y	2.38	2.38	Housing Unit Officer 1 post covers A, B, C and D Pods on Night Shift
Level 3 AD Floor Officer	1.0	1.0		7	2.0	Y	2.38	4.76	Housing Unit Officer



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Post/Position	1st Shift	2nd Shift	Alternate Shift	Days/Week	Total Shifts	Relief	Shift Relief Factor	Total FTEs	Comments
Level 3 BC Floor Officer	1.0	1.0		7	2.0	Y	2.38	4.76	2nd Floor Officer Post on Night Shift roves between Units to provide for two person access to 3C lockdown unit
Medical Officer	1.0	1.0		7	2.0	Y	2.38	4.76	Supervises medical and medical housing area
Reception			1.0	7	1.0	Y	2.38	2.38	Reception window staffed 8 am - 8:30 pm 7 days per week, Night shift Booking officer covers from 7:pm - 8:30 pm. Can be SSO
Central Control	1.0	1.0		7	2.0	Y	2.38	4.76	Monitors Gates, Controls Electronic Doors in Booking, Switchboard for facility, Monitors Radio traffic
Utility	1.0	1.0		7	2.0	Y	2.38	4.76	Provides escorts, relieves staff, assist in booking and release.
Subtotal Jail Operations Officer/Deputy Posts	17.0	14.0	1.0					74.8	
<b>Total</b>	<b>19.0</b>	<b>16.0</b>	<b>4.0</b>					<b>87.3</b>	



**Table 8: Staff Needed for Best Practices Post Plan**

Position	Recommended Staff Needed	Current Funded	Difference
Captain	1	1	-
Lieutenant	1	1	-
Sergeant	11	5	+6
Deputies	75	66	+9
Total	88	73	+15

The recommended post plan represents an increase of 15 FTEs above current funded levels.

**Recommendation:** Applying “best practice” principles to SCJ operational staffing requires establishing an additional sergeant post to supervise the important intake and release process, and a utility officer post to cover additional, unassigned duties and emergent operational needs. These additional posts, with relief, would require a total of 88 custody staff, which represents an increase of 15 over current, funded levels. Additionally, these posts should assist in streamlining and expediting the intake process.

### Eight Hour Shift Structure

As identified earlier in the report, the existing 12-hour shift structure with 66 funded deputy positions has \$244,701 of built-in annual overtime because correctional deputies work 84 hours every two weeks, of which 4 hours are paid at an overtime rate. Converting to an 8-hour shift structure would eliminate this built-in overtime.

However, CGL found that the overtime savings from converting to an 8-hour shift structure would be offset by the fact that the 8-hour shift requires more staff. Using the leave data provided by the county, CGL determined the relief factor for an 8-hour, 7-day per week post is 1.68. This means the SCJ needs 1.68 FTEs to fill a single 8-hour, 7-day per week post. The following table compares staffing needs given current deployment practices for the 12-hour versus an 8-hour shift schedule:

Position	Staff Needed- 12-Hour Shift Schedule	Staff Needed- 8-Hour Shift Schedule	Difference
Captain	1	1	-
Lieutenant	1	1	-
Sergeant	6	6	-
Deputies	70	76	+6
Total	78	84	+6

The 8 hour shift roster, based on the current deployment plan with the shift relief factor applied requires 84 staff, an increase of 11 over current funded levels and an increase of 6 positions over our assessment of current deployment practices. This increase in staffing needs over a 12-hour shift structure is driven by 2 factors:



- **Assigned Hours:** Staff working the 12-hour shift are assigned 5 percent more hours per year (2,192) than those working an 8-hour shift would be (2,088). This is due to staff on the 12-hour shift being assigned 84 hours every two weeks versus 8-hour staff assigned 80 hours every 2 weeks. This 5 percent increase in assigned hours reduces the 12-hour shift staffing needs by a nearly proportional amount.
- **Posts that are closed on a single shift:** Several posts are closed on a single shift in both the 12-hour and 8-hour shift schedules. These include Level 1 Housing Control, Level 1, and 2 Floor Officers. For the 12-hour shift this means the posts are closed for 12 hours, while on the 8-hour shifts the posts are only closed for 8 hours. Closing a post for 12 hours results in the need for fewer staff than closing a post for 8 hours.

### 12-hour vs. 8-hour Shift Schedule Cost Comparison

CGL compared the total staff cost of the 12-hour shift (with overtime included) versus the cost of an 8-hour shift schedule. In order to ensure a fair comparison of the different shift structures, CGL compared the staffing needs assuming the facility is staffed to its relief factor given its current deployment practices. We previously identified the facility needs 78 staff given current practices for a 12-hour shift and 84 staff for an 8-hour shift schedule. The following represents our cost analysis:

- Data provided by the county estimated the fringe benefit expenses for each correctional deputy position. Fringe costs (including FICA, health and life insurance, other post employee benefits, unemployment insurance, workers compensation, uniform expenses, and liability insurance) add a 79.4% premium on top of an employee's salary. Based on this information, CGL determined that the fully loaded cost of an average correctional deputy was \$88,310.
- The 8-hour shift structure requires 6 additional deputies more than the 12-hour shift schedule. The cost of these 6 additional staff including benefits = **\$529,860** (6 deputy positions x fully loaded deputy cost of \$88,310).
- The 12-hour shift has 4 hours of overtime built into the schedule for every deputy position (104 hours per year x 70 positions = 7,280 hours per year). This shift structure results in built-in annual overtime costs of **\$259,532** (7,280 hours x \$35.65 average hourly overtime rate.)

From strictly a financial standpoint, the 12-hour shift is less expensive to operate than an 8-hour shift. Even though the 12-hour shift would have over \$259,532 in built in overtime costs, the 8-hour shift results in the need for \$529,860 in increased personnel expenses through the addition of 6 FTEs.

**Finding:** Implementation of an 8-hour shift schedule would eliminate current schedule-driven overtime in the 12-hour shift system but would require 6 additional FTEs, resulting in a net additional cost to the county of \$270,328.

Both 12-hour and 8-hour shift schedules are common in local detention facilities across the country, and determining which shift to use in SCJ should not be based on financial consideration alone. Other factors, such as the attractiveness of each shift schedule in recruitment and retention efforts, and the impact of longer shifts on staff attentiveness should also be considered.



## Overtime Management

**Finding:** Current high levels of overtime spending are a function of inadequate relief staffing. Full staffing of a relief factor for the current roster requires 5 additional positions but would reduce the need for most overtime. However, on an hourly cost basis, hiring new staff is more expensive than use of overtime.

The primary causes of ongoing, regular use of overtime in a jail are typically heavy demand for services above and beyond normal operations (such as extra details to provide security for inmates receiving hospital care), or an imbalance between the number of posts required to operate a facility and the number of staff available for assignment to these posts. Use of overtime however is an efficient and appropriate measure to respond to short-term vacancies, fill posts with variable workloads, or staff work functions that do not consistently require a full-time deputy. For these types of job assignments, hiring full-time staff can result in more staff hours than required by the job assignment.

The SCJ's FY 2018/19 projected overtime budget is \$826,909. Actual spending in FY 2017/18 was \$1,333,778. Officers average between 600-800 hours of overtime annually. County data indicates that approximately \$31,000 of overtime goes for transportation and special assignment-related activity. The overwhelming majority of overtime goes to cover absent staff and vacant positions. Full funding of a relief factor and filling vacancies should reduce the need to rely on overtime.

Overtime is paid at a 50 percent premium over regular salary, plus employer FICA, unemployment insurance, and workers comp contributions, resulting a total per FTE-equivalent cost of a 52.4 percent premium over regular salary. The average hourly cost of officer overtime is \$35.93 versus a fully loaded, regular hourly salary cost of \$42.29 for an officer. Because of the high benefit costs for a full-time officer, the fiscal cost of using overtime to fill a vacancy or cover for an absent officer will always be less than the cost of hiring a new officer to cover these same hours.

Although this analysis shows that use of overtime can be a more cost-effective approach to filling a post, the savings must be balanced out against the productivity and human costs associated with excessive reliance on overtime. Particularly in a job as stressful and demanding as that of a corrections deputy, routine reliance on staff to work substantial hours beyond their normal duty can be detrimental to morale and security. As a result, generally recognized best practices in correctional agencies dictate that permanent fixed posts requiring 24/7 coverage should be filled with full-time staff, rather than with overtime. The detrimental impact to operations of the amount of overtime required to permanently staff a full-time position far outweighs the incremental savings that may be achieved by using overtime to cover post requirements.



## 4. Jail Operations

### Booking/Discharge

**Finding:** The duration of intake case processing of new arrestees is variable based on a number of factors including the number of intakes awaiting processing, existing staffing levels, and prevalence of other activities in the jail. During peak times when intake is heavy the process can take as long as 90 minutes. However, during normal operations the process can take as little as 20 minutes.

**Recommendation:** The addition of a Booking Sergeant and Utility posts noted earlier in the recommended staffing levels would assist in better managing and expediting the intake process.

Arrestees are brought into the SCJ vehicle sallyport in individual vehicles. The vehicle sallyport is located on the lowest level of the facility with direct access from the alley behind the SCJ. Typically, officers will park and continue to fill out the additional information required for booking. Once the paperwork is complete booking can begin. This function starts in an open area next to the vehicle sallyport. Given the location of the sallyport, this area can be easily accessed by the public and is a security vulnerability.

The SCJ booking policy (501.1) is very thorough and covers all aspects of the intake process including:

- Pre-booking screenings to ensure arrestee is acceptable to admission to the jail
- Initial searches
- Property limitations
- Intake health screening
- Roles of intake posts including Processing, Classification and Release Deputies
- Managing mentally ill arrestees
- Probable cause determination completed by arresting officer
- Property
- Housing placement
- Orientation checklist





A statute enacted in 2018 required that effective October 1, 2019 all California counties would be need to conduct pretrial assessments of felony bookings at intake, using a validated risk assessment instrument, indicating a risk level of “low,” “medium” or “high” risk. Low risk offenders will be released on their own recognizance. However, implementation of this bill has been delayed to allow for a November 2020 referendum vote on the issue.

Policy 902, Medical Screening delineates the intake medical screening process. The intake medical screening is conducted by a deputy during the intake process. A completed form is then sent to the medical unit for further evaluation. If arrestees have acute medical needs, facility medical staff will be contacted and determine whether the individual is in a condition that is unsuitable for acceptance into the jail. If unsuitability is determined, the arresting officer will be directed to take the arrestee to an outside medical facility for treatment.

Recent implementation of the Spillman Flex jail data management system has contributed to reported delays in intake due to changes in the process. Police officers interviewed claim that it can take up to 90 minutes to process an inmate into the SCJ.

The new system requires more active involvement on the part of the arresting officer in the intake process. This has created some delays as law enforcement officers learn to navigate the new system. However, our observations found jail administration is placing an emphasis on improving the processing of offenders into the jail so that law enforcement can reduce their time in intake. Additionally, the jail management system is integrated with the Spillman’s RMS system used by law enforcement to help streamline the process and reduce double entry of key arrestee information. Delays in processing appear to be more a function of spikes in volume of arrestees being processed. The booking area in the SCJ is generally adequate but at times a high number awaiting booking can create issues for staff as the current space was not designed to accommodate this volume.

## Population Management

**Recommendation:** While SCJ has developed a somewhat standardized internal approach to identifying inmates for early release, the process has not been statistically validated and does not meet professional standards for risk management. The SCJ should use an evidence-based, validated risk assessment instrument, such as the Virginia Pretrial Risk Assessment Instrument to provide an objective basis for early release decisions.

The SCJ manages a diverse and varied inmate population comprised of general population, mentally-ill, gang-affiliated, female, protective custody, and segregation inmates. The facility was designed as a single-celled general population facility that primarily housed pretrial and short-terms sentenced inmates. This design did not envision the growth of special needs populations and associated separation requirements that exist today.

The one housing unit (1-D) designated for offenders with mental health issues has 32 beds which is often not adequate to house the number of inmates with diagnosed mental illnesses. Over 45 percent of the SCJ jail population has a prescription for a psychotropic medication to address mental health



issues. Moreover, the unit was designed for general population inmates. The recommended design of contemporary special housing for mentally ill inmates typically allows for small group congregate activity or individual recreation separated by security barriers and provides for the observation of inmates while they are in their cells through camera views or large vision panels in the cell doors. Counseling offices and nursing stations are located on the units.

The prevalence of gangs is a much more significant issue today in jails across the country, and results in designating certain general population housing units for housing members of different gangs. This avoids the mixing of rival gang members in the same housing unit, which can present a security risk to inmates and staff. Gang issues also complicate providing access to congregate programming in central locations. SCJ administration noted they do not have significant gang-related issues.

Finally, the prevalence of inmate conflict issues, growing numbers of weak or vulnerable inmates, and increasing numbers of “gang dropouts” has resulted in a growth in the protective custody population at the jail. This again creates issues of separation to maintain secure operating conditions.

As noted earlier in this report, the SCJ has an early release program to enable compliance with court-ordered limits on jail population levels. Policy 506 has a section dedicated to this specific release process: *506.4.7 COURT CAPACITY RELEASE PURSUANT TO SUPERIOR COURT ORDER#115258, 1993*. We note this court order was updated in January 2019. Policy 506 sets population ceilings for the jail and several subpopulations and requires releases occur should those ceiling levels be met. The selection of offenders for release due to overcrowding issues can create safety issues for the community and significant concerns for the County if a released individual commits a subsequent offense. As a result, it is both a common practice and a best practice to use an evidence-based, objective process to determine suitability for release to minimize community public safety risks.

The current early release policy and practice consists of a subjective review of offender characteristics that does not provide statistically valid or methodologically reliable means for identifying risk. In the current system the Classification Officer and Watch Commander work together to determine those inmates best suited for release based on an internal review of factors such as special orders, nature of offense, subjective assessment of likelihood of re-offense, and whether the inmate is sentenced or unsentenced. In the end, the release decision is based on a non-validated subjective review of available inmate information.

The Shasta County Probation Department administers the Virginia Pretrial Risk Assessment Instrument (VPRAI) to most individuals housed in the jail. The VPRAI typically is part of a court’s pretrial investigation report and is designed to provide standardized assessments of the risk of failure a defendant poses if released before the disposition of their case. Failure is defined as a failure to appear for a court date, or a re-arrest for additional crimes. This tool is typically completed before an arrestee’s arraignment and is a validated, objective, evidence-based instrument, successfully used across the United States, as well as by several California counties. The VPRAI instrument considers factors that have been statistically found to be correlated to risk of failure and it forecasts success outcomes based on historical data. As such it accounts for the following factors:



- an arrestee's type of charges,
- outstanding warrants,
- criminal history,
- failure to appear history,
- convictions for violence,
- length at current residence
- Employment history
- History of drug abuse

The instrument also allows for conditions to be placed on the release including submission to drug testing, maintaining or seeking employment, etc.

### **Inmate Property**

**Finding:** The new Spillman system has helped improve the accountability of the property process as it allows for photo documentation of inmate property during the booking process.

Property storage area in the SCJ is very limited, resulting in offender property being stored in multiple areas. Facility policy provides appropriate control and security for the processing and storage of offender property:

- Policy 301.4.1 Processing, indicates:
  - "The processing deputy is responsible for the storage of all inmate property brought into the facility."
  - "All small property will be placed into a clear small property bag identified with a Prisoner's Property Identification Tag." The property and identification tag will be sealed inside the bag."

One of the critical factors in controlling and securing arrestee property occurs at booking. In the booking process, each piece of property should be inventoried and documented. The jail does not accept bulk property items in most cases but does require staff inventory and document the bulk property. Small property and valuables (watches, coins, necklaces, etc.) will be accepted. The proper inventorying and documenting of all property at intake ensure that offenders receive all these items back upon release. The new Spillman offender information system allows a photo of the property is attached to each offender's electronic record and provides visual evidence of property brought in at intake. This represents a substantial improvement in control and tracking of inmate property.



## Inmate Discipline

**Finding:** SCJ inmate grievance and disciplinary systems are consistent with nationally recognized standards in jail management.

Chapter 7, Inmate Due Process, of the Shasta County Sheriff's Office Custody Manual provides a detailed guideline of offender rights and establishes policies and procedures for ensuring those rights. Specifically, it includes sections regarding:

- Recognized Rights
- Inmate Discipline
- Prison Rape Elimination Act
- Clothing and Linen
- Inmate Hygiene
- Inmate Grievances
- Inmate Voting
- Pro Per Inmate (policies regarding inmates certified to represent themselves in a criminal proceeding)
- Inmate Law Library
- Subpoenas and Civil Papers for Inmates
- Religious Diet Policy

Policy 701, Inmate Discipline is comprehensive and addresses the entitlement of due process in disciplinary hearings, the listing and handling of minor and major rule violations, pre-hearing detention, and investigation.

The Inmate Orientation Manual serves to inform admitted offenders of their rights and privileges and expected behavior. It provides information regarding the disciplinary process as well as offender rules of conduct. The orientation manual specifies acts prohibited by the facility, identifies major and minor rule violations and denotes the potential actions the facility can take in response to criminal violations. This orientation is provided to the offender upon booking into the jail and the Inmate Orientation Manual is available for review electronically at the kiosks in each housing unit dayroom.

Our review found the disciplinary policies comply with the American Correctional Association (ACA) standards regarding rules and discipline.



The inmate grievance process is outlined in policy 705, Inmate Grievances. This policy describes the process for handling grievances and the staff responsible for investigating and ruling on a grievance. The Inmate Orientation Manual allows offender to “grieve any condition of confinement,” but identifies that an offender should first try to resolve the concern informally by directing it to a housing unit deputy. If it is not resolved informally, a standard inmate request form can be submitted with the check box indicating “Grievance” marked. Offenders are also allowed to appeal a grievance outcome by submitting an Inmate Grievance Form to the facility manager. The jail provided a handwritten grievance log noting 418 grievances filed in 2018.

### **Classification.**

**Finding:** The current SCJ classification system is subjective and is not consistent with best practices in risk management.

**Recommendation:** Best practices dictate the SCJ should replace the current classification approach with a validated, reliable system for offender risk assessment and management.

Classification is essential to the operation of an orderly and safe jail, allowing the institution to determine the proper custody level of an inmate, identify their specific needs, and separate vulnerable inmates from predatory offenders. Appropriate classification supports staff and inmate safety by establishing a means for objective assessment of inmate risk levels and promotes public safety by informing decisions on early release or placement in community programs. By identifying the least restrictive housing and supervision level for an offender, a good classification system protects offender rights and reduces the costs of incarceration.

ACA standards identify the following classification requirements:

- A facility will establish a formal classification process that:
  - Starts at admission,
  - Is used to manage and separate offenders,
  - Uses verifiable and documented data about inmates, and
  - Evaluates offender emotional and mental stability, escape history, history of assaultive behavior, medical status, age and need to keep separate.

The classification policy (Policy 600 – Inmate Classification, Workers, time cuts and Housing) provides only a limited description of the classification process, indicating the classification officer will classify and assign offenders to housing based on:

- Sex
- Age



- Escape Risk
- Gang Affiliation
- Criminal sophistication
- Protection of inmates/self
- Seriousness of crime charges
- Assaultive/non-assaultive behavior
- Medical determination/needs, including mental or psychological
- Other related and identifiable information (information from outside agencies, officers, etc.)

The jail begins the classification process upon an individual's admission and is generally completed within a single day by a classification officer. SCJ classification staff develop housing placement recommendations using available data from the arrestee file, and by conducting an interview using a standardized questionnaire form. The questionnaire appears to have originally been used as a scoring instrument where points were collected for each question and when totaled would determine an individual's classification level. However, the form is now used only to guide questions asked to arrestees and no points are identified, nor is a total score or classification level determined.

Jail staff verified the questionnaire collects the following information for all those who have been selected to remain in custody:

- Severity of current offense: staff review probable cause declaration and, denotes the criminal offense codes on the form
- Pending court actions: staff identify court location and whether individual has pending court action
- Prior convictions: deputy reviews individual's criminal history and records information on form.
- Escape history: deputy reviews criminal history for any past escape charges and verbally asks individual about any past escape attempts.
- Marital status: Individual in questions concerning current marital status.

In addition to these questions the deputy attempts to verify arrests in other counties or states. Additionally, the deputy will question the individual concerning past placement in state or federal prison. While there is a standardized questionnaire used for classification purposes, it is designed mainly to determine separation and housing placement needs. Housing units are separated into the following groups:



- Housing Unit Level 1:
  - Pod 1A: Male Workers (General Population)
  - Pod 1B: Protective Custody (Sex Crimes)
  - Pod 1C: Protective Custody (Non-Sex Crimes and Enemies)
  - Pod 1D: Males (Mental Health)
  
- Housing Unit Level 2:
  - Pod 2A: Female (General Population)
  - Pod 2B: General Population with High Classification. Includes Norteño and Blood security threat groups.
  - Pod 2C: Maximum Security (Disciplinary and Administrative Segregation)
  - Pod 2D: Female Workers (General Population)
  
- Housing Unit Level 3:
  - Pod 3A: General Population with High Classification. Includes Sureño and Crip security threat groups.
  - Pod 3B: General Population with High Classification. Includes those with prior stays in prison (“prior prison”) as well as Sureño and Crip security threat groups.
  - Pod 3C: Maximum Security (Disciplinary and Administrative Segregation)
  - Pod 3D: General Population with High Classification. Includes those with prior stays in prison (“prior prison”) as well as Norteño and Blood security threat groups.

This classification process, while collecting some basic arrest, charge and conviction data, is subjective at best and does not support a consistent, evidence-based approach to offender risk assessment. Consistent placement of offenders in an appropriate housing unit requires a structured, objective, empirically based risk assessment process, along with a physical plant that facilitates appropriate separation of inmates. Use of an objective scoring instrument to determine classification status is a recognized professional standard in jail systems across the United States. To support this practice, the National Institute of Corrections has issued a publication entitled “*Objective Jail Classification Systems: A Guide for Jail Administrators*,” which outlines the process and includes a sample classification manual and forms<sup>5</sup>. This publication outlines the components of a structured classification review process for the classification of jail offenders.

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<sup>5</sup> National Institute of Corrections, Washington, DC, 1998.



This recommended process requires the following elements:

- *Validity* – The system must be capable of assigning a custody level that reflects the offender’s true risk for disruptive and violent behavior within the facility.
- *Reliability* – The system must promote similar classification decisions for comparable offenders.
- *Equity* – The system must use decision-making items that are non-discriminatory and are consistent with commonly accepted values.
- *Utility* – The system must be efficient, simple to use, and easy to understand.

The current classification system used by the jail does not formally score risk and has not been validated for use on Shasta County inmates. There is no data to suggest that it provides an accurate or reliable assessment of offender risk. Implementation of a modern classification system would improve the safety and security of the jail along with its daily operations.

The SCJ should begin the process of acquiring and implementing a modern jail classification system, consistent with contemporary professional standards. Several companies have developed such systems and will providing training and support for their implementation. Alternatively, the SCJ could contract for development of a customized system. Such a project would include a validation study of the offender population that identifies key classification factors, weights, and elements that accurately identify offender risk, and a reliability study of the classification process to confirm that the factors can be scored consistently for like offenders. The development of a scoring manual that would govern this process will also greatly enhance the reliability of the risk tools.

## Visitation

**Finding:** The SCJ provides multiple options for visitation including video visitation, however, the physical plant and understaffing does create some limitations for on-site visitation.

The public entry to the SCJ is in an area next to central control with a small waiting area. Adjacent to this area is space used for public visiting, attorneys visiting their clients, as well as civilians coming into the facility to perform programs or classes. Recently video visiting kiosks were installed at the facility in the public lobby that allow for visitors to come to the jail and have a free video visit. The area has become inadequate due to its location, dual use, and size.

The SCJ has a six private attorney/interview rooms. Five of these rooms have security glass walls that allow security staff visibility from outside the room. The sixth interview room has solid walls to be used for more private medical interactions. It was reported that due to limited staffing levels there is often a delay for staff to release the visitor or attorney from the interview room.





## Food Service

**Finding:** The cost per meal at the SCJ is very high, due to the use of county employees and the number of cooks employed.

**Recommendation:** SCJ should study the potential for converting food services to a private vendor to reduce costs.

The facility provides meals in the housing units prepared by the jail food services custody cook staff. Food is prepared and delivered to units according to a 35 day menu cycle and are provided 3 times per day, with at least one meal being hot. Special/therapeutic diets are can be prescribed by a physician or dentist. Jail policy (701.10.1) allows for disciplinary diet for major violations of facility rules. The existing kitchen at SCJ can cause a lack of visual supervision on the entire area, cameras have been added to cover blocked sight lines to observe inmate workers. The kitchen is staffed with inmate workers, and kitchen staff that prepare and cook the meals for the jail. The food is then delivered by inmates supervised by staff. The kitchen storage area does not provide enough space for back-up food supplies. Many of the kitchen components are getting older and will need to be replaced at significant expense and will create some major operational hurdles when they need to be replaced.

Taking into account both the cost of food and staff, the cost per meal at the SCJ is \$2.94. This cost is extremely high, particularly considering the fact that only one hot meal per day is required. In our experience, it is more typical for per meal costs that include both raw materials and labor to fall into the \$1.25 - \$1.75 range. The SCJ's use of County employees with substantial benefit packages and the number of cooks employed appear to account for the high per meal cost. Many counties have found contracting with private vendors that specialize in correctional food service to be an efficient approach to delivering adequate food service. The economies of scale in food purchasing for large companies produces lower food costs, and the labor costs for private food services companies are often far lower.

Local officials should explore the degree to which local statutes and governing authority allow the use of private contractors to achieve greater efficiency in the delivery of jail food services.

## Laundry

The current laundry area is adequately sized to support the facility and is staffed with inmate workers to sort and clean the laundry. The equipment is starting to show some wear and tear and will need to be replaced over the next 5-10 years. Sightline are fairly adequate in this area and camera coverage is provided to enhance security supervision.



## Warehouse

The SCJ lacks designated warehouse space on site. Jail staff generally dedicate any unused, available space for storage of necessary office and inmate supplies. Space for storage of inmate property, particularly for the offenders with longer lengths of stay, is a critical need.

## Technology

In the last ten years, jails have seen significant growth in the use of technology to improve facility safety as well as access to programs and services. Examples include the use of body cameras to record critical incidents, the use of body scanners to reduce the introduction of contraband into the facility, and the distribution of video tablets to offenders to improve access to programs and services. The SCJ has expanded the use of technology through introduction of tablets for inmates. These tablets are used to provide educational programs, access to facility orientation, and the grievance process as well as access to music, games and videos. Additionally, SCJ has recently implemented video visitation as noted earlier in this report. However, many of the security systems throughout the facility, including video surveillance and door controls, appear to be aging and in need of replacement.

Similarly, the central control room was not originally designed for the security electronics used in modern jails and has inadequate space to support its effective use. This creates additional stress on the expensive, critical electronic equipment, which can shorten its life span.

## PREA

The passage of the Prison Rape Elimination Act in 2003 resulted in the development of facility physical plant and operational standards designed to eliminate sexual assault in correctional facilities. The U.S. Department of Justice issued facility PREA standards in 2012.

Jail policy 702, Prison Rape Elimination Act, establishes the purpose of PREA in the facility, and identifies that the Sheriff's Office is "committed to providing a safe, humane, secure environment free from sexual misconduct." This policy states that the jail will maintain zero tolerance for any sexual misconduct. The policy also identifies required practices for:

- Inmate reporting of abuse or misconduct. This information is also provided in the Inmate Orientation Manual
- Reporting procedures for all employees, volunteers, contractors, interns or visitors.
- Access to medical treatment of victims of abuse or sexual misconduct
- Training on PREA requirements for all staff of 4 hours annually



The unusual shape and design of the housing pods results in poor sight lines and blind spots, making PREA compliance more complicated. The facility has not yet been subject to a PREA inspection audit; however, they have requested an inspection and are on a waiting list for it to occur.



## 5. Health Care

**Finding:** Health care contract terms are not adequate to ensure for accountability of the vendor.

**Recommendations:**

- The jail medical contract should be amended to provide an adequate level of specificity regarding performance and reporting standards.
- The jail medical contract should be amended to establish a goal of NCCHC accreditation.
- Future health care RFPs/contract should be modified to ensure the county is receiving the services and staff required and should include a means to assess penalties for non-performance, and incentivizing cost reduction.

Health care services at the SCJ are provided through contract with Wellpath (formerly known as CFMG). The contract calls for at least one Registered Nurse and one Licensed Vocational Nurse on each of three 8-hour shifts, 7 days per week. The contract also provides for a Nurse Manager, Physician's Assistant/Nurse Practitioner, Licensed Clinical Social Worker, Dentist, Dental Assistant, Psychiatrist and Physician coverage. Total staffing under the contract is the equivalent of 12.225 FTEs.

Each morning, the medical staff triage inmate health requests by urgency and type of medical issue. The medical team either responds back to the inmate in writing or the inmate comes to the clinic to be seen.

Medical and behavioral health screenings begin in the intake/booking area. The nurse in booking completes a written and visual assessment to assist the booking officer in the acceptance of the arrestee. Interviews are conducted in the open booking area with limited area for inmate privacy if multiple bookings are going on. 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.

Behavioral health services are offered five days a week by a licensed clinical social worker, supplemented by tele-psychiatry sessions offered twice weekly. Future plans for expanded services include a 6-bed competency restoration program, which will provide services for those who have been judged incompetent to stand trial since they do not understand the nature of the charges against them due to a mental disorder. Program treatment is designed to address mental health issues and resort competency so that cases may proceed through the justice system.

Inmate health care receives significant attention both nationally and more specifically in California county jails. The SCJ was never intended or designed to house long-term inmates, inmates with major medical or mental health needs, or have areas where mental health and medical staff can meet safely and securely with the incarcerated. Despite its change in mission over the years, the SCJ appears to



provide adequate medical and mental health services. A recent Grand Jury inspection of medical services at the jail found that inmates receive unbiased, timely care within budgeted costs, consistent with state regulations. The report also cited effective cooperation between jail and medical vendor staff. However, the County needs to be proactive to ensure adequate services.

To this end, the current medical contract can be modified to better assure service delivery quality and provide effective risk management for the County. The contract should explicitly state medical care and behavioral health service requirements, metrics required to measure vendor performance on these requirements, and a process to hold vendors accountable for performance issues. The County's current contract with Wellpath is silent on all but the most basic required vendor performance standards, and instead indicates that the vendor has the responsibility to develop jail health care policies and monitoring systems.

Best practices indicate that the County should instead take the lead in specifying in detail the services required under the contract as well as the performance standards to which the vendor will be held. For example, the contract should specify the timeframe benchmark for critical assessment functions such as required nurse assessment of urgent medical concerns within 24 hours, and physician/advanced practitioner assessment of non-emergent triaged medical concerns within 7 days.

The contract should also specify vendor reporting requirements for data such as mental health, chronic care, and special needs caseloads, diagnoses of communicable or infectious diseases, external referrals, inmate complaints relating to health care, continuous quality improvement (CQI) status reports, and other data normally produced in the course of operation of a modern correctional medical program. The lack of standards and requirements in the contract is a major vulnerability for the county.

While the contract does indicate that the vendor should meet the Institute for Medical Quality (IMQ) accreditation standards, these standards, which are oriented to meeting state Title 15 inspection requirements, do not on their own, provide an optimum level of service quality. In fact, several counties in California that have IMQ accreditation are facing scrutiny on jail health care conditions. In most cases, the plaintiffs have indicated that the National Commission on Correctional Health Care (NCCHC) accreditation is a preferable standard that better assures adequate health care delivery. Consequently, we recommend that the County require NCCHC accreditation as a goal for its health care vendor.

The health care contract also lacks common elements used to lower service cost and improve vendor accountability. The contract is structured as a fixed fee for service arrangement, with a per diem adjustment to reflect fluctuations in population. A required program staffing plan is included in the contract.

Under this type of contract, the vendor is paid at a specific rate, which covers the vendor's projected costs for staff and services provided, plus an amount to cover vendor overhead and profit. The



contract includes a per incident stop-loss cap of \$25,000 for off-site costs per case. From the standpoint of controlling costs, there are three problems with this approach:

1. While the contract specified minimum staffing requirements, there is no provision for reconciliation of payments to reflect actual staffing provided. Most jurisdictions will only pay for staff hours actually provided by the vendor, reducing payments per an agreed salary schedule for unfilled positions.
2. There are no provisions to penalize the vendor for non-performance. Most jurisdictions will impose penalties or liquidated damages for failure to fill vacancies or achieve agreed service standards.
3. Fixed stop loss caps disincentivize vendors from managing utilization and cost. A more common approach is risk-sharing of hospitalization cost above a certain threshold to ensure that the interests of the vendor and the client are aligned in managing cases.

The decision to contract for correctional healthcare is fundamentally a search for contractual accountability to consistently deliver an acceptable standard of healthcare at an acceptable price over a defined time period. The contracting solutions that provide the best value to clients are those that demonstrate long-term viability by balancing cost containment and risk/liability provisions with adequate provider payments. Counties can achieve healthcare cost containment through use of contract terms that place the vendor at risk of losing money if costs exceed a certain level, or conversely provide an opportunity to increase profits if expenditures are reduced. Such terms are more likely to encourage cost-effective management of correctional health care services.

Counties can also achieve savings by allowing vendors to leverage their knowledge and expertise in the delivery of correctional healthcare services through the design of alternative, cost-effective staffing patterns and service delivery models. In a competitive bidding environment, the ability to achieve cost savings will result in lower bids to the county for services. In the next bidding cycle, the County would be well-served by carefully evaluating its RFP to ensure that it is maximizing opportunities for vendor creativity in lowering costs, while assuring adequate performance standards and contract accountability terms



## 6. PROGRAM SERVICES

**Finding:** Inmates at the SCJ have limited access to programs and existing programs are not evidence-based. The lack of available staff and limited program space in the existing facility contribute to the constrained offerings. The recent addition of computer tablets for offender use has allowed the jail to begin expanded access to programs.

**Recommendations:** The jail should continue efforts to expand offender access to meaningful programs.

The SCJ offers a limited set of programs to both the sentenced and un-sentenced inmate populations. Current programs include a computer skills class, GED prep, religious services, Alcoholics Anonymous (male), Narcotics Anonymous, and Celebrate Recovery (female). None of the programs offered are evidence-based in terms of effect on recidivism.

Unfortunately, program service delivery space within the SCJ is severely limited. The facility currently has one small programming room per floor for a total of 3 program rooms. One of these room is used for the computer skills class. The other two are primarily used for religious services. Classes offered are split by housing unit and classification level in order to maintain appropriate separation of inmates by classification. The program rooms can accommodate a correctional officer, a civilian instructor, and up to 10 inmates at a time. Given this limited space, the current facility has virtually no physical ability to expands program offerings beyond current levels.

The Washington State Institute for Public Policy (WSIPP) has conducted a meta-analysis of current research on what correctional rehabilitative programs work and what does not work and calculated the return on investment provided by different program strategies. According to WSIPP research the following jail-based programs are evidence-based and as such offer the best opportunity for reducing future criminality<sup>6</sup>:

- Cognitive Behavioral Therapy
- Employment Counseling and job training (transitional reentry from incarceration into the community)
- Inpatient drug treatment
- Outpatient drug treatment
- Parenting
- Offender Reentry Community Safety Program (for individuals with serious mental illness)
- Work Release

Other counties have opted to allocate Community Corrections Planning grant funds to implement these programs and measure their local impact. SCJ administrators should, at a minimum, consider replacing the computer class with one of the evidence-based programs identified above. Given the

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<sup>6</sup> Washington State Institute for Public Policy, Inventory of Evidence-Based, Research-Based, and Promising Programs for Adult Corrections, 2018.



current configuration of the facility, technology-based solutions, such the recent deployment of tablets with dedicated program modules may be the only alternative to provide wider access to programs.

We do note that the County and SCJ are continuing to make efforts to expand programming. The jail will implement a Medication Assisted Treatment program (MAT) for those offenders attempting to detox and plans a jail-based competency treatment program to help offenders regain the ability to stand trial.





## 7. BENCHMARKING

In order to provide a benchmark analysis of the SCJ, CGL surveyed four counties similar in size and demographic characteristics to Shasta County. The subjects of the survey were Humboldt County, Kings County, Madera County, and Imperial County. In terms of demographics, as Table 9 shows, the counties generally range in population from 136,754 to 182,830. The median household incomes and poverty rates are very comparable. as are the racial demographics.

Table 9: Benchmark Counties

	Humboldt County	Kings County	Madera County	Imperial County	Shasta County
Population estimates, July 1, 2017	136,754	150,101	156,890	182,830	179,921
Persons under 18 years	19.20%	27.30%	27.40%	28.60%	21.50%
Persons 65 years and over	17.20%	10.00%	13.70%	12.60%	20.30%
Female persons	50.20%	45.10%	51.70%	48.70%	50.90%
White alone	83.50%	81.30%	86.00%	90.00%	88.00%
Black or African American alone	1.40%	7.10%	4.20%	3.40%	1.10%
American Indian and Alaska Native alone	6.30%	3.10%	4.40%	2.50%	3.10%
Asian alone	2.90%	4.50%	2.50%	2.20%	3.10%
Hispanic or Latino	11.70%	54.80%	58.00%	84.30%	10.10%
Median household income	\$43,718	\$49,742	\$48,210	\$44,779	\$47,258
Per capita income in past 12 months	\$25,208	\$19,835	\$19,975	\$17,303	\$26,455
Persons in poverty	19.70%	18.40%	21.20%	20.70%	17.00%

As shown in Table 10, the Average Daily Jail Populations of the counties are quite close except for Imperial County which is substantially lower.

Table 10: County Average Daily Jail Population

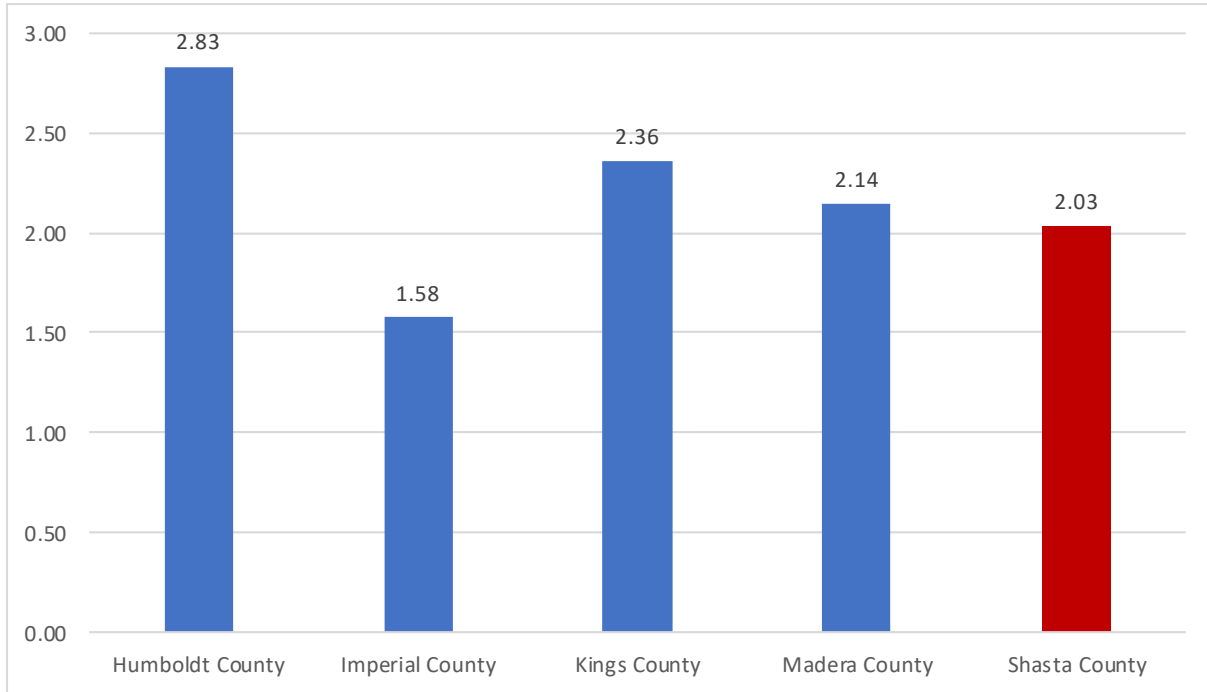
	ADP	BSCC Rated Capacity
Humboldt County	388	417
Imperial County	237	590
Kings County	370	576
Madera County	392	563
Shasta County	353	381*

\*Actual rated capacity is now 484



Incarceration rates presented in Figure 2 show Shasta County with a somewhat lower rate, with the exception again of Imperial County. The court-ordered capacity cap and resulting early release program reduces the Shasta incarceration rate relative to the benchmark counties.

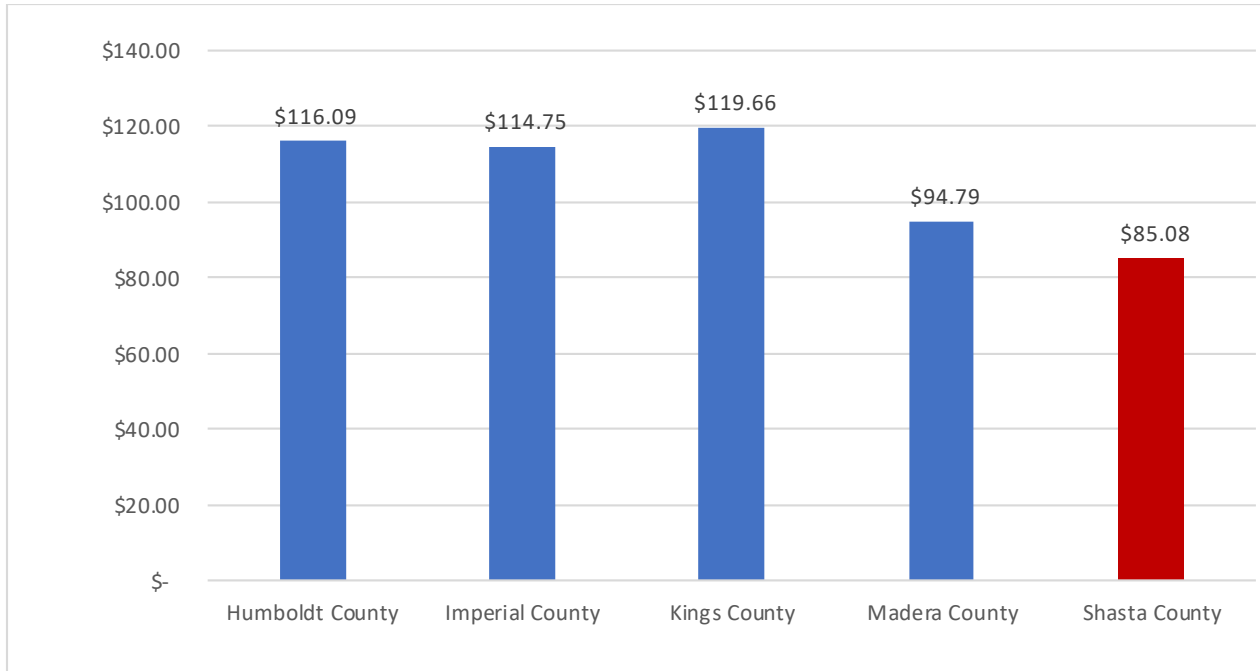
Figure 2: County Incarceration Rates per 1,000 Population



Based on 2017 spending, Shasta County had by far the lowest rate of jail spending per county resident.



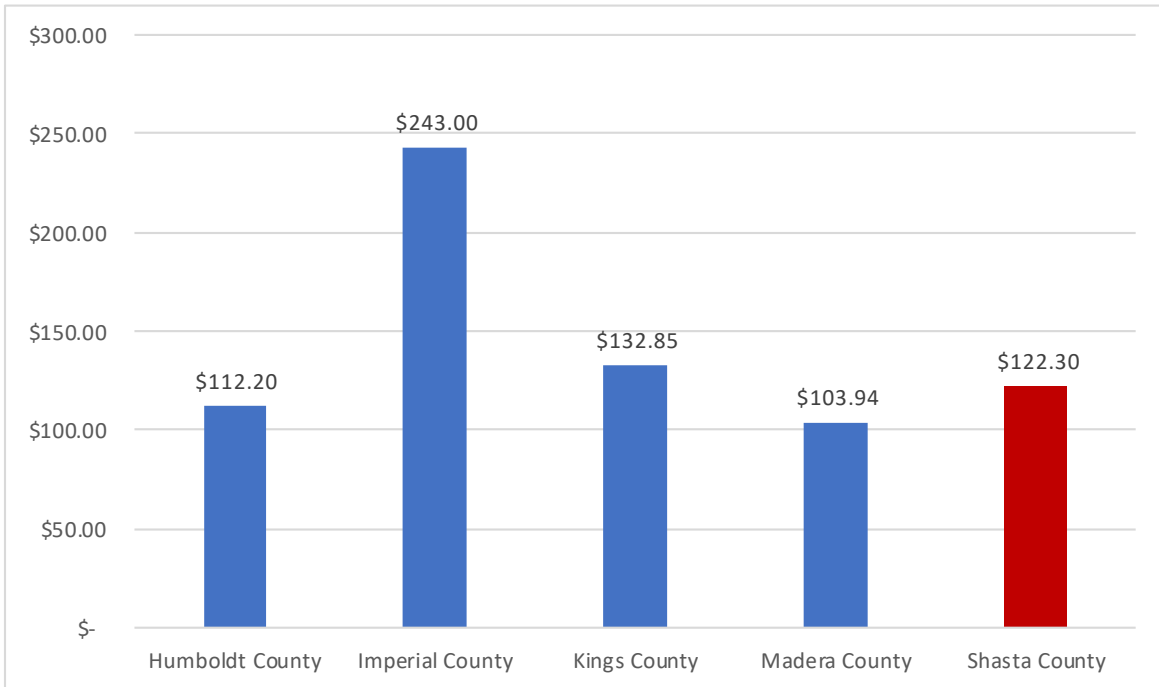
Figure 3: Jail Spending per County Resident





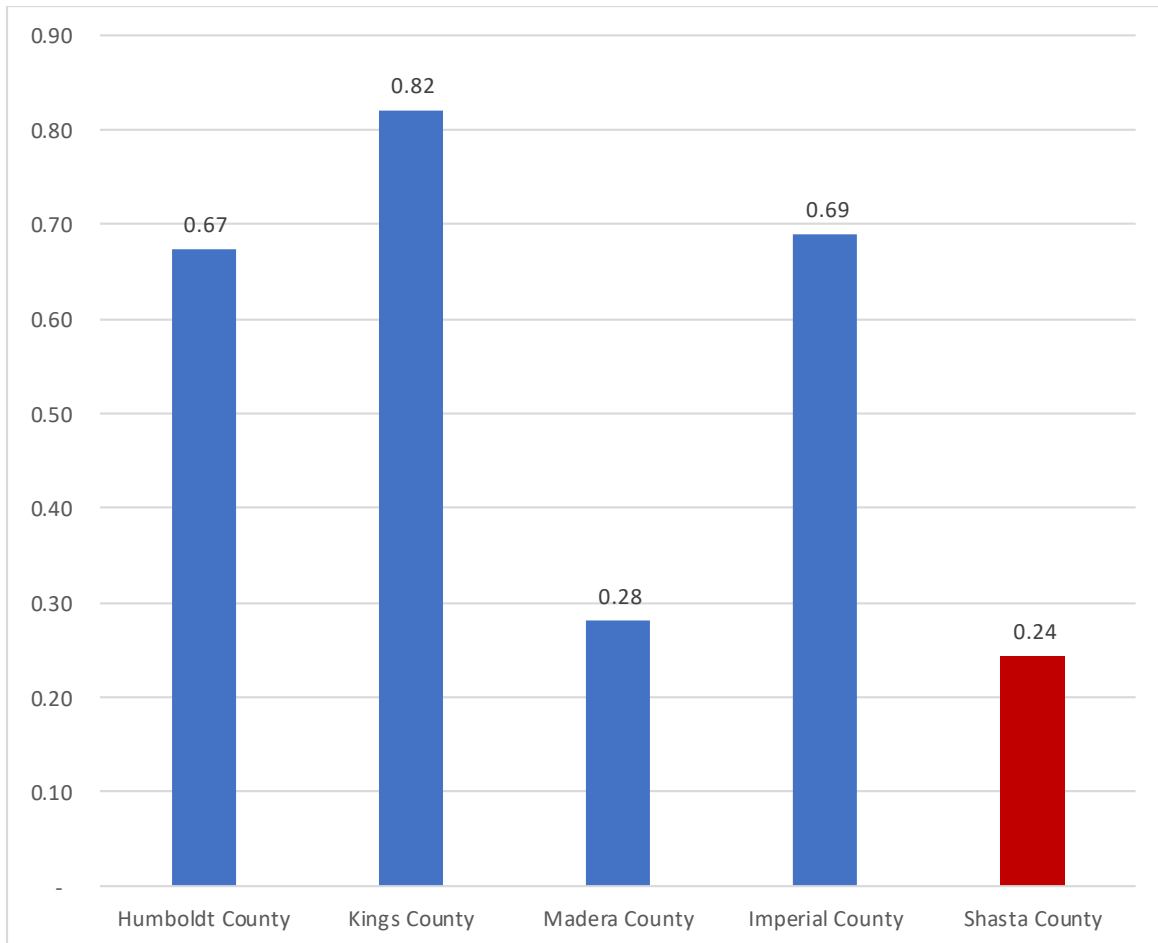
In terms of actual spending relative to the size of the inmate population, Shasta ranks third out of the five counties in per capita costs, far behind Imperial County which has a very high daily cost.

Figure 4: Jail Daily Costs per Inmate



Staffing is the primary driver of operational costs. One measure of efficiency is the staff to inmate ratio. By this metric, Shasta has the lowest number of staff relative to the inmate population in the comparison group. Although Madera County is at a similar level as Shasta, the other jurisdictions have staffing ratios that are over 50 percent higher.

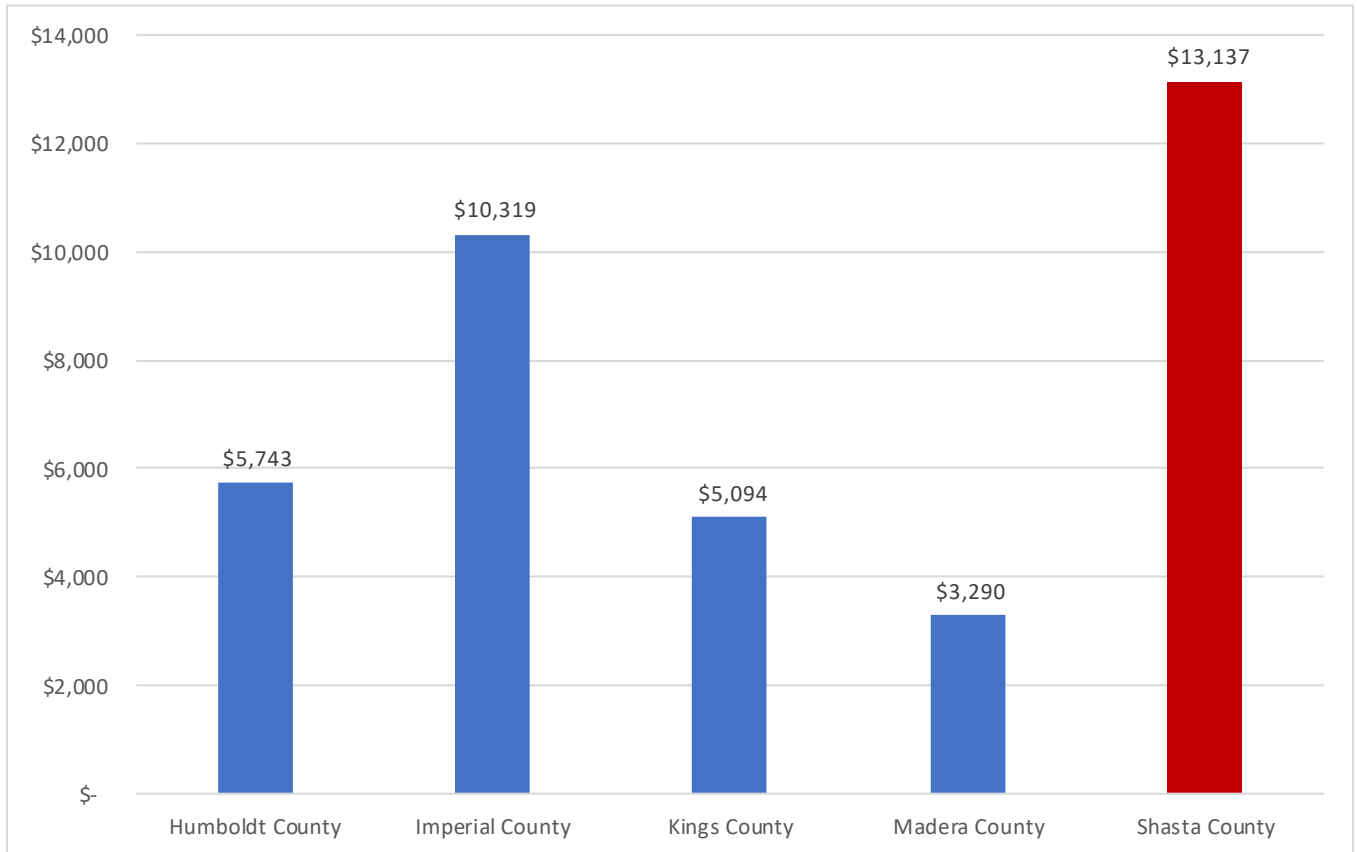
Figure 5: Ratio of Staff to Inmates





The amount of overtime spending per staff person Shasta and Imperial counties experience is substantially higher than the other counties.

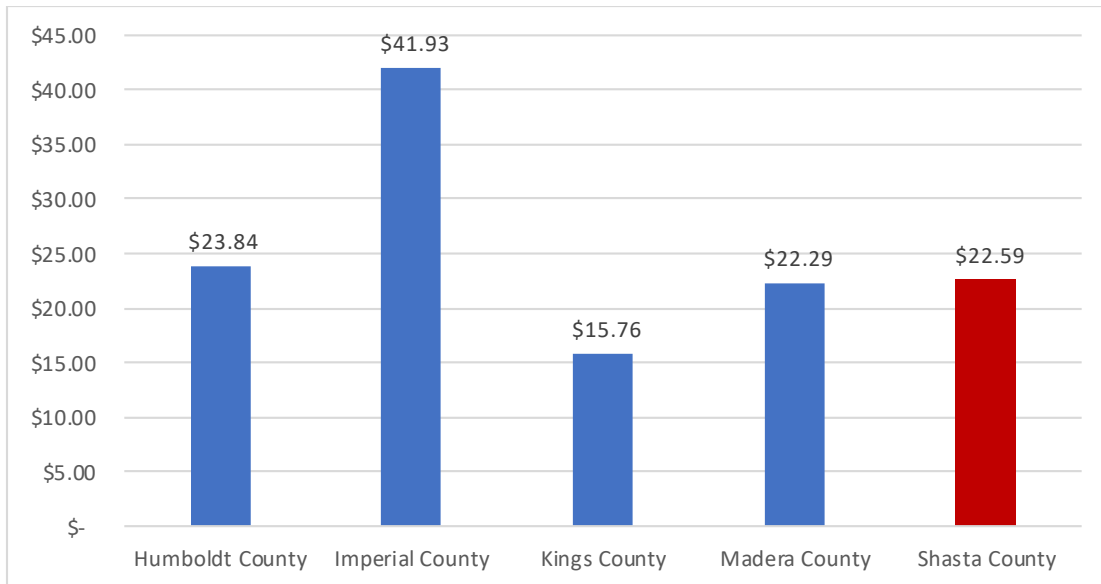
Figure 6: Overtime Spending per staff



With regard to medical costs, Shasta County is on the low end of the comparison group, with per inmate costs very similar to Humboldt and Madera. All of these counties contract with Wellpath for medical and mental health services with the exception of Kings County, which contracts with NAPH care and has the lowest per capita cost level.



Figure 7: Per Capita Medical cost



In summary, Shasta has a low ratio staff to inmates and high use of overtime. Daily spending per inmate is in the mid-range of the group, although jail spending per county resident is low. The Shasta County incarceration rate is relatively low. Jail medical costs appear in the mid-range.



## Appendix A: Data Sources

BSCC 2016-2018 Biennial Inspection of Shasta County Main Jail

Wellpath Contract

Jewett Class Action Settlement Agreement

Staff Training Hour Report, 2015-2016

Sheriff's Office Table of Organization

Jail FTE Listing

Jail Staff Separations

Correctional Officer Pay Schedule

Jail Housing Unit Classification Report

Shasta County Main Jail Policy Manual

Grand Jury 2017-2018 Report

Shasta County Jail Budget, 2014-2019

FY 18/19 Salary Projections

Facility Activity Schedule, October 2018





## Appendix B: Interviews

Kathryn Barton, Assistant Public Defender  
William Bateman, Public Defender  
Judge Cara Beatty, Shasta County Superior Court  
Steve Blunk, Lieutenant, Anderson Police Department  
Tom Bosenko, Sheriff  
Stephanie Bridgett, District Attorney  
Chelsey Chappelle, Assistant Chief Probation Officer  
Joe Chimenti, District 1, Board of Supervisors  
Joe Danis, Sergeant, Shasta County Jail  
Daniel Dellwo, Wellpath (CFMG)  
Donnell Ewert, Health and Human Services Agency Director  
Judge Daniel Flynn, Shasta County Superior Court  
Melissa Fowler-Bradley, Shasta County Superior Court Administrator  
Ben Hanna, Chief Deputy District Attorney  
Joe Hendrix, Chief District Attorney Investigator  
Mike Johnson, Chief, Anderson Police Department  
Dave Kent, Captain, Shasta County Jail  
Larry Lees, County Executive Officer  
Traci Lewis, Wellpath (CFMG)  
Leonard Moty, District 2, Board of Supervisors  
Roger Moore, Chief, Redding Police Department  
Tracie Neal, Chief Probation Officer  
Jon Poletski, Lieutenant, Redding Police Department  
Mary Rickert, District 3, Board of Supervisors



SHASTA COUNTY  
JAIL OPERATIONS REVIEW

James Ross, Assistant County Counsel

Kerri Rubalcava, Wellpath (CFMG), Medical Program Manager

Carla Stevens, Probation Adult Division Supervisor

Bill Schueller, Captain, Redding Police Department

Dean True, Health and Human Services Agency Adult Services Branch Director