

**A REPORT BY  
THE 2012-2013 CONTRA COSTA COUNTY GRAND JURY**  
725 Court Street  
Martinez, California 94553

**REPORT 1310**

**CONTRA COSTA DETENTION  
FACILITIES**

**Generally Acceptable BUT....**

APPROVED BY THE GRAND JURY:

Date: 5/31/2013

  
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GRAND JURY FOREPERSON

ACCEPTED FOR FILING:

Date: 6/3/13

  
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JOHN T. LAETTNER  
JUDGE OF THE SUPERIOR COURT

Contra Costa County Grand Jury Report 1310

**CONTRA COSTA DETENTION FACILITIES**

***Generally Acceptable BUT....***

**TO:** Contra Costa County Board of Supervisors  
Contra Costa County Sheriff  
County Superintendent of Schools  
Contra Costa Community College District Board of Trustees

**CC:** Contra Costa County Chief Administrator  
Contra Costa County Chief Probation Officer  
Contra Costa County Director of Public Works  
Contra Costa County Community College District Chancellor

**SUMMARY**

The Contra Costa Civil Grand Jury is required by California Penal Code 919(b) to conduct inspections of detention facilities in Contra Costa County (County). In addition, California Penal Code Section 925 allows the Grand Jury to investigate the operations of the County's juvenile holding and detention facilities, and the Probation Department. The 2012-2013 Contra Costa Civil Grand Jury inspected, received thorough tours of the facilities, and interviewed staff at the adult detention facilities in Martinez, West County and Marsh Creek and both juvenile facilities - John A. Davis Juvenile Hall (Juvenile Hall) and Orin Allen Youth Rehabilitation Center (Boys' Ranch).

The Grand Jury found the Contra Costa County detention facilities, both adult and juvenile, to be well-managed and well-maintained by staff who conducted themselves professionally and courteously. There were, however, a number of issues of sufficient concern to warrant comment and recommendations for correction.

- While it is too early to accurately predict the effect of AB 109, it is clear that realignment will place greater numbers of serious offenders in County facilities for longer periods of time. The Grand Jury questions whether sufficient analysis has been done to gauge capacity in light of expected changes in inmate population.
- Although not limited to detention facilities, the computer-based maintenance and repair Corrigo system installed by the County is not being utilized to its capabilities as a true

management information system.

- Renovation of the Martinez Detention Facility Intake Area (Martinez Intake Area) is proceeding much too slowly. It is unreasonable to have taken such an extraordinary amount of time to correct an unsafe situation. Policies and procedures need to be put in place expeditiously to avoid similar delays in the future.
- The juvenile system lacks a modern case management system and seems unable to come to a conclusion on the design and implementation of one. No legitimate reason for the delay was found.
- The Contra Costa Community College District needs to respond with a greater sense of urgency to requests from the juvenile program staff for detainee access to District services and programs for the detainee population.

## **METHODOLOGY**

In preparing this report, the Contra Costa County Civil Grand Jury:

- Received and reviewed reports of detention facility inspections carried out by the California Board of State and Community Corrections (Facilities Standards and Operations Division-formerly the California Corrections Standards Authority) as well as Contra Costa County Public Works reports related to facilities repair and maintenance, relevant inspection reports of Contra Costa Fire, Richmond Fire Department and Contra Costa County Public Health (related to Environmental Health, Nutritional Health).
- Inspected Contra Costa County adult detention facilities including Martinez, West County and Marsh Creek.
- Inspected Contra Costa County juvenile detention facilities including John A. Davis Juvenile Hall in Martinez and Orin Allen Youth Rehabilitation Facility in Byron.
- Received and reviewed additional reports regarding the proposed renovation of the Martinez Intake Area and the operation of the Corrigo work order system.
- Received and reviewed most recent Juvenile Justice Commission Inspection Reports and Annual Report.
- In the case of each inspection, interviewed management and program staff.
- Received and reviewed menus, evaluated nutritional data, and compared it against accepted State standards.

## **BACKGROUND**

The Contra Costa Civil Grand Jury is required by California Penal Code section 919(b) to conduct inspections of detention facilities in the County. Section 919(b) states: *“The grand jury shall inquire into the condition and management of the public prisons within the county.”*

California Penal Code section 925 also provides for the Grand Jury to investigate the operations of the county's juvenile holding and detention facilities, and the Probation Department.

Facilities inspected by the 2012-2013 Grand Jury included:

- Adult detention facilities – Martinez Detention Facility in Martinez, West County Detention Facility in Richmond, and Marsh Creek Detention Facility outside Clayton.
- Juvenile detention facilities – John A. Davis Juvenile Hall in Martinez, and Orin Allen Youth Rehabilitation Facility in Byron.

## **Adult Detention Facilities**

### **Facility Type, Capacity & Use**

Inmates are “scored” before they are assigned to one of the three county detention facilities. Inmates who have been charged or convicted of certain serious or violent crimes, are members of gangs or have “special needs” (i.e. require protective custody or have severe medical or mental health issues) can only be assigned to the Martinez facility where security is the highest. It would be a mistake to assume that excess capacity exists within the County's adult detention system. The classification system noted above means it is not simply a matter of dividing the number of inmates among the three facilities.

Martinez is a high-security/wet cell facility (cells have toilets and sinks so that inmates can remain in their cells for extended periods of time). Originally built to house 320 inmates, one to a cell, it currently houses 632 with most prisoners doubled up in their cells. Of the total housed, 630 are not eligible to be moved to other county facilities due to their classification status. Any services or programs for which the inmates are eligible are brought to them. The facility's rated capacity is 695.

West County is a medium-security, program-driven, direct supervision facility which houses 865 inmates with a capacity of 1,000 (of which 200 spaces are set aside for women). Inmates are encouraged to attend classes and training programs. The deputies have direct interaction with the inmates. Inmates are allowed to move on their own between their dormitories and other areas of the facility such as classrooms.

Marsh Creek is the oldest facility in the County and commonly referred to as “The Farm.” It is a relatively low-security facility with a population of approximately 90 and a capacity of 150. Although old and well used (it was built in the 1930s), the facility is in good condition.

In addition to the mix of inmates and their appropriate assignments to a specific facility using the approved classification system, the implementation of AB 109 will have an impact on the assignment of inmates in the detention system. While it is too early in the process to assess the impact on capacity in a purely numerical sense, it is not too early to predict potential difficulties associated with the design of existing facilities. As noted above, the most secure facility in the County is Martinez, and it has the highest occupancy level. The ratio of felony versus misdemeanor offenders in the County jail system has shifted here as it has statewide, which has resulted in an increase in the number of felons housed in County facilities. The relatively low-

to-medium security designs for West County and Marsh Creek are not prepared to address the results of this trend.

County facilities, in general, (and Martinez in particular) are not designed for long-term detention. Previously the maximum “county time” an inmate could expect to serve was one year. Under AB 109, County facilities will house inmates who would have been in state prison for several years. Recreational and educational areas, particularly at Martinez, are extremely limited. No one really knows what the effect of the implementation of AB 109 will be on inmates and staff.

### **Maintenance and Repair**

During its inspections of the adult facilities complaints were received regarding the timeliness of repair and maintenance. For example, at Marsh Creek, porch repairs for the front entrance of the Medical Unit had not been completed, although the work order was generated over a year ago. Yet in general, all three adult facilities appeared to be in reasonably good condition, taking into consideration their ages and significant County budget reductions over the past several years.

The County Public Works department uses a system called Corrigo to report and track maintenance and repairs. Site personnel electronically submit requests for maintenance and repairs to a central Public Works server. The server is scanned each morning for requests that have come in overnight, and the system is continuously monitored throughout the work day. Approvals are secured as necessary and the department budget to which the work will be charged is coded. A work order is then generated and sent back to a technician in the field where the work will be completed. When the work is completed, the technician indicates completion on the work order. For overnight and weekend emergencies, there is a management call list which ensures that someone on staff can either approve the requested emergency repair over the phone or physically respond to the emergency on site.

Multi-year Corrigo system reports were requested by the Grand Jury. A review of the reports showed many discrepancies regarding the reported length of time for repairs as well as a failure to complete some of them. Further investigation indicated these perceived discrepancies were caused by operator error (the failure to record work finished) or budgetary constraints.

Corrigo, in addition to its function as a maintenance-management system, has the potential to be used as an effective performance-management tool to measure overall efforts and individual technician performance. Currently, individual repair technician goals are not set and performance is gauged subjectively by tracking repair duration times against perceived acceptable repair times.

The 2011-2012 Grand Jury Report No. 1210 recommended that the County meet with the union representing General Services employees regarding the use of voluntary inmate labor to perform minor maintenance and repairs at the detention facilities. The resolution reached allows only grounds maintenance (yard work) at the detention facilities, firing range and field operations building (on a very limited basis). No other work is permitted by inmates.

### **Martinez Intake Area Renovation**

A decision was made late in 2010 to renovate the Martinez Intake Area to provide greater security. The Sheriff's Office and the Public Works Department received authorization one year later to proceed with the modifications. Approval of the final drawings by the Board of State and Community Corrections was not received until October, 2012. Public Works is now working to finalize bids and the construction process may begin in the fall, 2013. It will be more than three years since it was decided to renovate.

### **Adult Detention Food Services**

Food Services for the three adult detention facilities are managed under one central director in the Sheriff's Department. Each of the three kitchens is staffed by long-time County employees who take great pride in their respective kitchens. A review of 10 weeks' of menus indicated that the kitchens offered a wide variety of meals at an average cost of \$2.94 per day/per individual.

**Martinez**-The Martinez facility has the highest occupancy level and, because of this, the kitchen is strained. It is kept at a high level of cleanliness but, with an average population currently at 640, the kitchen is too small to prepare the required amount of evening meals for the inmates and relies on West County to provide those meals.

**West County**-The West County facility, the largest of the three, produces 2,775 meals a day for approximately 860 inmates on average, as well as 270 staff meals. In addition it produces approximately 640 dinner meals for the Martinez facility. The facility is kept in optimum cleanliness. Meals are created to exacting specifications, placed into sealed disposable individual trays, and reheated before distribution in the cell blocks. Each meal is prepared to uniform amounts to minimize inmate conflicts. The kitchen is large enough to accommodate future expansion of the facility.

**Marsh Creek**-The Marsh Creek facility, the smallest of the three, runs its kitchen in a more traditional cafeteria style with inmates being served from a hot line. Even though it is the oldest facility, the kitchen is spacious and well kept. However, at the time of the inspection, the dining room floor was in need of a fresh coat of paint. At this time Marsh Creek typically averages 80 inmates along with a staff of 14 which necessitates the preparation of approximately 282 meals per day.

### **Marsh Creek Access**

The isolation of the adult detention facility at Marsh Creek, and the lack of public transportation to it, raises concerns regarding access. For incarcerated individuals continuing communication and personal contact with their families and other loved ones can prove critical to successful re-entry into society and the reduction of recidivism.

## **Juvenile Detention Facilities**

The Grand Jury has been more than a little critical with regard to juvenile programs and facilities over the years. Starting in 1999-2000, grand juries have produced reports which have seriously questioned the adequacy of the facilities, programs, food service, and staffing. The 2012-2013 Grand Jury is pleased to report that its inspections proved to be quite positive.

## **Facility Type, Capacity & Use**

The John A. Davis Juvenile Hall (Juvenile Hall) is a modern facility with sound, integrated educational and behavioral programs and a dedicated staff.

The Orin Allen Rehabilitation Facility (Boys' Ranch), while clearly heavily used over the years and in need of renovation, is well-maintained and has a broad array of educational and personal growth programs.

Library resources for both facilities have been substantially improved because of a partnership between the Probation Department and the Contra Costa County Library.

## **Maintenance and Repair**

The comments made above in the adult detention facility section with regard to Maintenance and Repair also apply to the juvenile facilities.

## **Juvenile Detention Food Services**

The juvenile food services are run differently than the adult food services, since they fall under the Probation Department. The juvenile food services have shown great improvement over the past few years, particularly at the Orin Allen facility, possibly due, in part, to previous Grand Jury reports. The kitchen has received remodeling and new equipment. The kitchen at the juvenile hall in Martinez is in good repair and maintained to a high level of cleanliness. The menus were varied, although not as much as the adult meal plans.

## **Lack of a Case Management System**

A modern, computer-based, case management system does not exist in the County Juvenile Probation system. The Probation Department is unable to accurately track whether individuals are receiving follow-up services, the rate of recidivism, or the effectiveness of rehabilitative programs. The County recognizes the need for a case management system, but attempts over the past few years to procure one have been unsuccessful.

## **Education**

The County Office of Education is responsible for the operation of the education programs at both facilities. Education programs through Grade 12 as well as GED preparation are offered at both sites, with student assessment the first step in each program. The educational facilities at Juvenile Hall are relatively new and more than adequate while those at Orin Allen are of the older, modular variety.

Educational offerings at Juvenile Hall and Boys' Ranch only go through the 12<sup>th</sup> grade. Juveniles who have completed the 12<sup>th</sup> grade or a GED have no opportunities for further education available.

## **Boys' Ranch Access**

As with adult inmates, continuing communication and personal contact between incarcerated juveniles and their families can prove critical with regard to successful re-entry into society and the reduction of recidivism. The isolation of The Boys' Ranch and the lack of public transportation to it raise concerns regarding access, particularly for those from Central and/or West County.

## FINDINGS

1. The Contra Costa County detention facilities, both adult and juvenile, appear to be well-managed and well-maintained despite the budgetary struggles of the County in recent years. The staff members in both the adult and juvenile facilities conduct themselves in a professional and courteous manner.
2. A review of adult detention facility capacity measured against detainees shows that 14% of the space remains available. Taken at face value this figure can be misleading. Forty percent of the space at Marsh Creek is unfilled, while the figure for West County is 13.5% and for Martinez, 9%. To obtain a realistic view of available detention space in the county, the type of facility must be compared against the level of security required. Given this approach, the county is in good shape with low-security inmates (Marsh Creek), less well off for medium-security (West County), and faces potential problems in the high-security area (Martinez). This situation may be exacerbated if AB 109 pushes more long-term, high-risk offenders into county facilities.
3. The computer-based maintenance and repair Corrigo system has the capability to track work requested, to evaluate work submitted and completed against established "best practice" targets and to measure service levels and employee performance.
4. Grand Jury Report No. 1210, completed last year, recommended that an effort be made to implement a system whereby voluntary inmate labor could be used to carry out minor repairs and maintenance in detention facilities. Reports indicate that grievances have been filed by the GSD/Public Works union objecting to the use of inmates for minor maintenance and repairs. The resolution reached allows only yard work on a very limited basis.
5. The renovation of the Martinez Intake Area remains uncompleted despite the passage of two and one-half years, with little likelihood that it will be finished in the immediate future.
6. Without a computer-based case management system, the Probation Department is unable to track follow-up care, recidivism and program effectiveness in a timely and cost-effective manner.
7. Classes beyond the high school level are not available at the Juvenile facilities. Incarcerated youth who complete high school or obtain a GED are unable to continue their education.
8. Marsh Creek and The Boys' Ranch are isolated and difficult for families to visit, especially if they rely on public transportation.

## RECOMMENDATIONS

The Grand Jury recommends that:

1. Future analyses of adult detention facility capacity take into consideration the anticipated impact of AB 109, particularly from the perspective of high-security and longer-term offenders.
2. The County utilize the Corrigo system to track and measure the performance of Public Works facilities maintenance and repair efforts and personnel against established standards for work completion.
3. The County engage appropriate unions in discussions to expand the program of voluntary labor in the detention facilities with respect to inmates carrying out minor maintenance and repairs beyond yard work.
4. The County investigate the delay in completing work associated with the renovation of the Martinez Intake Area and establish necessary procedures to enable the completion of emergency projects on a timely basis.
5. The County develop and implement a computer-based case management system as soon as possible.
6. The Contra Costa Community College District determine what it can do to begin serving residents at both John A. Davis Juvenile Hall and Orin Allen Youth Rehabilitation Center to provide educational and training programs while they are incarcerated and after they are released.

## REQUIRED RESPONSES

	<u>Findings</u>	<u>Recommendations</u>
Contra Costa County Board of Supervisors	2 – 8	1-5
Contra Costa County Sheriff	2,4,5,8	1,3,4
Contra Costa Community College District Governing Board of Trustees	7	6

**COPY FOR INFORMATION ONLY – NO RESPONSE REQUIRED**

	<b><u>Findings</u></b>	<b><u>Recommendations</u></b>
Contra Costa County Chief Administrator	3-6	2-5
Contra Costa County Chief Probation Officer	6-8	5
Contra Costa County Director of Public Works	3, 5	2, 4
Contra Costa Community College District Chancellor	7	6