



COUNTY OF SAN LUIS OBISPO  
SHERIFF'S OFFICE  
Ian Parkinson *Sheriff-Coroner*

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June 19, 2018

The Honorable Judge Ginger Garrett  
Presiding Judge of the Superior Court of California  
1050 Monterey Street  
San Luis Obispo, CA, 93408

**RE: Grand Jury 2018 Report- Moving the Dial at the County Jail**

Dear Judge Garrett:

I have reviewed the 2018 San Luis Obispo County Grand Jury Report regarding Jail Programing. My response to their findings and recommendations are attached.

Respectfully,

A handwritten signature in blue ink that reads "Ian Parkinson".

Ian S. Parkinson  
Sheriff-Coroner

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County of San Luis Obispo Sheriff's Office

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## RESPONSE TO GRAND JURY REPORT

**Report Title:** “Moving the Dial at the County Jail”

**Report Date:** May 17, 2018

**Response by:** Ian Parkinson      **Title:** Sheriff-Coroner

### FINDINGS

1. I (we) agree with the findings numbered: 1, 3
2. I (we) disagree wholly or partially with the findings numbered: 2, 4, 5, 6, 7, 8  
*(Attach a statement specifying any portions of the findings that are disputed; include an explanation of the reasons.)*

### RECOMMENDATIONS

1. Recommendations numbered \_\_\_\_\_ have been implemented.  
*(Attach a summary describing the implementation actions.)*
2. Recommendations numbered 1, 6 have not yet been implemented, but will be implemented in the future.  
*(Attach a timeframe for the implementation.)*
3. Recommendations numbered 2, 4, 8 require further analysis.  
*(Attach an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or director of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of the publication of the Grand Jury report.)*
4. Recommendations numbered 5, 7 will not be implemented because they are not warranted or are not reasonable.  
*(Attach an explanation.)*

Date: 6-19-18

Signed: 

Number of pages attached: 5

## Jail Programing

### Findings:

**F1.** Classification and housing issues which limit program access have been listed as challenges since AB 109 was passed. **We agree with this finding**

**F2.** Moving programming into housing units hasn't worked very well. The mix of unsentenced and sentenced inmates within each housing unit, even though contrary to policy, is acknowledged as a reason. **We disagree partially with this finding-** *Moving programming into the housing units has allowed us to introduce classes and offer more opportunities. It reduces the amount of staff needed to move inmates and supplements the space that we have not had for programming. It is an intermediary option while the construction of the programming building is finished. It is not an ideal location for all programming. Attrition and other housings changes create attendance issues.*

**F3.** Hampered by lack of data, attempts to measure program effectiveness have so far come up short. The Sheriff's Office, San Luis Obispo County Probation Department, and San Luis Obispo County Health Agency have been working for years on an integrated database project, but the project is still unfinished. **We agree with this finding.** The project has been delayed in its completion, due to the law restrictions of information. Progress has been made and with the new jail management system being purchased, we expect progress in the next year.

**F4.** AB 109 funding bought some embroidery and engraving equipment and pays for two program managers, but does not appear to have been used for Jail programs. (The Grand Jury couldn't be certain about this because the funding sources used, and the amounts providers are paid, lack transparency). **We disagree partially with this finding -** *AB109 funding for the Sheriff's Office has been used for a variety of purposes associated with the realigned population including Jail Programs Sergeant, Correctional Deputies, and Medical staff, Restorative Partners Mentoring Program contract, Substance Abuse Treatment staff, Deputy Probation Officer positions housed within the Jail Programs Unit and other equipment related to these and other positions. AB109 funds are governed by the Community Corrections Partnership and tracked through that group.*

*A Correctional Deputy directly oversees the Graphic Arts Program (GAP). Educational instruction is provided by a contracted employee while practical and job skills training is provided by the CD under the oversight of the Jail Programs Manager in the Jail Programs Unit. Classes were originally offered to only men on the Honor Farm, as outlined in other portions of this report. Once camera systems were installed for monitoring and additional training laptops were available, classes were initiated for females in the GAP. This initiated in May 2018. Hands-on training time in GAP is currently being determined. This includes printing, engraving and embroidery skills.*

*The second Program Manager over Construction is currently unfilled. This is not associated with the GAP. The Construction Program is vocational in nature, like the GAP, but focuses on job skills and employment opportunities in the construction industry. Participation in these vocational*

*skill programs is voluntary and approved by the JPU, an LSI and other pre-requisite program requirements are met and recorded prior to participation in these programs. The Program Manager in JPU oversees these, and all other programs.*

**F5.** For programs various funding sources do pay for, there is no competitive bidding. **We disagree partially with this finding** - *There are limited service providers in our area that handle this type of work. The most recent Request for Proposal in 2017 by Probation for Workplace Readiness Skills yielded only one respondent. The Jail Programs Unit has a wide range of service providers from TMHA, Restorative Partners, Department of Social Services, Goodwill Central Coast, San Luis Adult School, Cuesta College, and Bike SLO. Some of these groups offer very unique services within the community. For any program over the allowed county limit (Currently \$25K), competitive bidding was conducted, such as the case for the contract with CUESTA College in 2012 and the Community Recidivism Reduction Grants awarded by the Community Corrections Partnership in 2014 and workplace readiness from Goodwill in 2017.*

**F6.** \$155,288 in annual AB 109 funding is being used to pay for a program manager position which oversees construction training for only a few honor farm inmate participants. (The Grand Jury understands the incumbent recently resigned; San Luis Obispo County's current "hiring chill" may impact hiring a replacement.) **We disagree partially with this finding** - *This assessment is based on the first year of a program period and the initial development of this position. Our hopes are to continue to expand opportunities in all areas of construction rather than the small numbers in the initial stages of the program last year.*

**F7.** While the job description for all levels of Sheriff's Correctional Deputy includes encouraging inmate participation in rehabilitative programs as a typical duty, the performance of this duty is not assessed in a correctional deputy's performance evaluations. **We disagree with this finding** - *While encouraging inmate participation in rehabilitative programs is a part of the job description, it is true that it is not specifically assessed in an employee's evaluation. However, supervisors do comment and evaluate that trait in an evaluation. Several supervisors have commented on a number of employee's files in regards to this matter, which has been used to write their evaluations. Poor performance in this area would be noted and exceptional performance in this area would receive commendation, which is the case for the variety of work all staff perform.*

**F8.** Programs specifically targeting young adult (age 18–25) inmates have not been a focus. **We disagree with this finding** - *In Jan 1, 2018, Alternative Sentencing Unit waived fees related to Home Detention participation for those 18-25. There are JPU efforts to target the 18-25 age group as well.*

## Recommendations

- R1.** Jail administration should intensify efforts to make the investment and access the funding to provide behavior change programming across classification and housing boundaries, e.g., one-on-one services (or “virtual participation” using distance learning technology) where needed. The three million dollars in AB 109 reserves currently available is an obvious source. The Sheriff should develop a plan during fiscal year 2018-2019 to address this recommendation and request funds for this purpose from the Community Corrections Partnership as part of his budget for fiscal year 2019-2020. **This Recommendation has not yet been implemented-** *Currently in the Request for Proposal process for improving inmate technology systems. This includes Educational Program availability on Tablets and has the ability to reach the difficult to serve populations. Intended to be in place by July 2019. In recent months, groups have started through the increase of a LPT from BH for these populations. Inmates requiring special handling have received services via one-on-ones and small groups with DAS, Cuesta College and Anger Management. We continue to work toward these improvements. Evaluation of our position after the Medical/ Program Unit opens will expose continued areas of improvement by December 2018.*
- R2.** Jail administration should re-examine how to offer programs inside housing units which can be more effective, e.g., sentenced-only housing units, as some who spoke with the Grand Jury have suggested. Sheriff’s Office Custody Manual Policy 516 should be updated to reflect legal status (pre-trial vs. sentenced) is not used as a criterion for housing assignments if these two inmate statuses continue to be mixed. **This recommendation requires further analysis-** *Policy change has been made since the housing of un-sentenced inmates at the Honor Farm. Policy 516.8 has been amended as follows: Removed “Legal status (eg. Pretrial or sentenced)” There continues to be restriction on where unsentenced inmates may be allowed access. Further evaluation of changes to housing assignment criteria will be done. Currently agency staff have reached out to determine alternative practices that are in place in other agencies. We completed a program tour of JSC in May 2018 to evaluate the program there. We are in the process of evaluating programming in LA County and SF Jails that have had success. This will be assessed in October 2018 in order to be considered for budgetary review the following fiscal year. Assessment of the feasibility of sentenced-only housing can be done by December 31, 2018. This allows the MPU to be operational in order to get a clear picture of the current state.*
- R4.** Jail administration should provide more programs with a proven track record, using available AB 109, inmate welfare, and grant funding where programs cost money. During fiscal year 2018-2019, the Sheriff should provide additional evidenced-based programming and re-evaluate programs with no clear link to reducing recidivism. **This recommendation requires further analysis -** *We offer several evidence based programs including Thinking 4 Change and drug and alcohol substance abuse treatment groups. Just because a program is evidence based does not ensure success within San Luis Obispo County Jail. For example, the Thinking 4 Change*

*program is a very long program consisting of 26 individual sessions over 8 weeks. Unfortunately, due to the high turnover of inmates within the county jail very few inmates are able to complete the program. Current proven programming by Goodwill CC work readiness and job placement was recently approved by CCP. A Grant Proposal was submitted May 2018 for funds from BJA to complete the data set matching project and finalize that project to identify recidivism statistics. Grant award notices will be issued September 2018. Re-evaluation of program success is largely based on the ability to review those statistics but is otherwise difficult to measure or draw conclusions from. If the grant is received, this would be a 2-year project completing in December 2020.*

**R5.** Programs funded by the Sheriff's Office should be awarded based on competitive bids. This should begin immediately. **This recommendation is not warranted-** *Under specified county dollar amounts this would be overly burdensome if required in all cases regardless of cost. Purchasing guidelines are heavily controlled and resources providing services in our community are limited. There are ever-changing resources and providers and identifying available services is in a constant state of improvement.*

**R6.** The construction program manager position at the honor farm, funded by AB 109, should be leveraged to provide vocational education opportunities to a broader group of male and female inmates than is currently the case (if or when a replacement is hired to fill the position). **This recommendation will be implemented in the future-** *The Program Manager over Construction is currently unfilled, it is unknown what the timeframe will be for this replacement. The Sheriff's Office is actively recruiting to fill the position. The Construction Program is vocational in nature and focuses on job skills and employment opportunities in the construction industry. Providing these services to more inmates is always a goal but it is hindered by interest and ability. Providing a wide array of opportunities allows inmates to try different skills, leverage skills they already possess, or be introduced to different opportunities they may not have had exposure to out of custody. Construction as a whole provides this avenue by connecting with employers in the community that are looking for a variety of skills (i.e. electricians, general labor, carpenters, basic safety training, plumbing, welding, etc.).*

**R7.** Correctional deputies should have a measure regarding encouraging inmate program participation as a component of their regular performance reviews. **This recommendation is not warranted** - Some of the rating areas are as follows: Interpersonal Skills- 1. Cooperates with co-workers to solve problems 2. Utilizes appropriate communication behaviors when dealing with internal conflict, feedback, or problem solving situations 3. Interacts with the public in a professional manner 4. Makes appropriate changes in work behavior based on constructive feedback from co-workers and the public 5. Maintains a professional demeanor that supports the credibility of the Sheriff's Office. Job Knowledge- Utilizes accumulated knowledge and experience to complete duties 3. Follows all policy or procedure changes 5. Exercises constituted authority appropriately 6. Demonstrates knowledge of the goals and objectives of the position.

*All of these criteria are related to staff ability to deal with a variety of situations, including Programming and adapting to the philosophical changes of the jail environment in relation to rehabilitation.*

**R8.** Rehabilitative programming should be developed and delivered which specifically targets young adult inmates, by replicating or adapting, for example, the evidence-based programs and interventions employed by the San Luis Obispo County Probation Department at the nearby San Luis Obispo County Juvenile Hall. Planning should occur during fiscal year 2018-2019, and programming specifically targeting this population should be put in place by July 1, 2019. **This recommendation requires further analysis-** *Currently several JPU staff are evaluating a variety of programs that are functional in other counties/ institutions. Sheriff's Office leadership and other personnel have toured JSC and several other agencies in order to benchmark programs. In 2014, a six-week employment preparation course taught by Youth Training Provider GreenSmart was offered to the 18-21 year olds in two units. San Luis Unified provides HiSET or High School Diploma preparation. Two community based organizations offering specialized vocational services targeting 18-24 year olds have, or are currently, participating in the Jail to Community Reentry Collaborative. One of those providers; 5 Cities Homeless Coalition, now provides one on one reentry in-reach to 18-25 year olds who are about to be released. Finally, in late 2017 the Jail Programs Manager approached the Director of the SLO California Conservation Corp location to discuss developing a program whereby one or two 18-25 year old Honor Farm inmates could possibly enroll and participate in the CCC just prior to release, and then go on to join the program officially once out. A meeting has been set for June 14, 2018 with Jail Programs and a young adult program specialist. The goal is to develop a plan to better reach and program the young adult population. This age group is only a segment of the population.*

*The Jail Programs Unit uses a risk assessment tool (LSI) which reveals if an inmate has a low to high risk for reoffending. Research suggests evidence based programming should be targeted at individuals with a medium to high risk of reoffending. The goal previously set by JPU and Probation providers in our county is to target medium to high LSI scores not necessarily a specific age range.*