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## **PUBLIC CONFINEMENT REVIEW**

### **BACKGROUND**

The Sacramento County Grand Jury is mandated each year by California Penal Code 919 (b) to inquire into the conditions and management of public confinement facilities in Sacramento County. In fulfillment of this obligation, the 2019-2020 Sacramento Grand Jury toured all six confinement facilities within its jurisdiction, as well as the Sacramento County Sheriff's Work Release Division.

### **METHODOLOGY**

The Grand Jury members met and spoke with officials from the respective confinement facilities prior to and during the scheduled tours. Questionnaires were provided to the officials, outlining areas of interest to be included in the inspections. Upon completion of each tour, the findings were documented for the Public Confinement Review.

Facilities Visited:

California State Prison-Sacramento (New Folsom)

Folsom State Prison

Folsom Women's Facility

Sacramento County Main Jail

Sacramento County Rio Cosumnes Correctional Center

Sacramento County Work Release Division

Sacramento County Youth Detention Facility

#### **Sacramento County Main Jail Tour, August 9, 2019**

With its maximum capacity for 2,432 inmates, the Sacramento County Main Jail's average daily population as of June of 2019 amounted to 1,924 inmates. The population was comprised of 1,398 non-sentenced males, 174 non-sentenced females, 280 sentenced males and 72 sentenced females.

The Main Jail staff consists of 254 sworn officers and 136 civilian employees, including plumbers, electricians, contracted vendors, state employees, nurses, doctors, and psychiatric staff. As of June 23, 2019 there were 45 vacancies within the ranks of staff. Sworn staff is

required to receive 24 hours of Standards and Training for Corrections (STC) each fiscal year. Civilian staff attends mandatory yearly training in policy and computer-related areas. Medical Standards and Training for Corrections (STC) each fiscal year. Civilian staff attends mandatory yearly training in policy and computer-related areas. Medical personnel receive training in jail safety as well as adherence to mandated Medical Board of California requirements.

The Booking area includes three stations staffed by doctors, registered nurses, and vocational licensed nurses. New arrestees are screened when first booked to determine if they are fit for incarceration, have pre-existing medical conditions, or exhibit signs of being suicidal. If required, pharmacy records of arrestees are obtained and noted. The jail has access to the California DNA database and a DNA sample is taken from each person booked for a felony.

The jail has access to the California DNA database and a DNA sample is taken from each person booked for a felony. California Penal Code (PC) Section 295 mandates that a DNA sample is taken from those booked for felony and misdemeanor offenses outlined in PC Sections 290 and 296 (a). Those offenses include: sex offender crimes; voluntary manslaughter or murder; or attempts to commit murder or voluntary manslaughter.

Inmates receive a comprehensive evaluation by the Main Jail's Classification Unit, generally within 24 hours of booking. The Unit is comprised of eight full-time deputies, two part-time deputies and one sergeant. Inmates are evaluated for criminal history, the nature of their offense, mental condition, and other criteria. The information gathered is entered into a database and the software assigns a classification rating of high, medium or low supervision required.

The Main Jail's Correctional Health Services (CHS) provides medical care to inmates 24 hours a day, 365 days a year. Its team is staffed by doctors, nurse practitioners, nurses, medical assistants and administrative staff. Medical services made available to inmates include radiology, dialysis, ophthalmology, OB/GYN and orthopedic services, and dentists staff the fully equipped dental office. Prescriptions for patients are provided by pharmacists and pharmacy technicians from the in-house pharmacy.

Psychiatric care is available 24-hours a day in the Psychiatric Services Acute-Inpatient Unit. Patients are examined seven days a week in the 18-bed unit by psychiatrists who are on call for night visits as well. The Unit is also staffed by registered nurses, psychiatric social workers and licensed vocational nurses. The Intensive Outpatient Psych (IOP) Program, carried out by five Jail Psych Services (JPS) staff members, provides classes and group sessions on coping skills and daily living challenges. The visiting rules for pretrial inmates at the Main Jail are two visits per week on any two days, excepting Fridays due to "operational restrictions." ([https://www.sacsheriff.com/Pages/Organization/Main\\_Jail/InmateVisitation.aspx](https://www.sacsheriff.com/Pages/Organization/Main_Jail/InmateVisitation.aspx).)

With the goal of reducing recidivism, programs are offered to encourage inmates to use their time in the Main Jail productively through classes on Self Esteem, Interpersonal Communication, and Job Readiness. The Inmate Programs Manager, in partnership with the

Sacramento County Social Services and the Elk Grove Education and Recreation staff, provides classes on Adult Basic Education, General Education Diploma (GED) Test Preparation and testing, as well as English as a Second Language (ESL). Classes on Parenting, Recovery Life Skills, Impulse Control, as well as sessions on accountability, non-violence and communications skills are also available for inmates.

### **Folsom State Prison Tour, August 19, 2019**

Folsom State Prison, the second oldest prison in California, is a campus surrounded by three walls, with the American River as the fourth barrier. While there is no electrical wiring atop the walls, there are 10 guard towers that are staffed by Correctional Officers on a 24/7 basis. There are also 44 homes on the grounds for prison staff.

The Folsom Prison Warden met with the Grand Jury members in his office. He noted that at the time of the visit there were 1,100 staff members, 600 of whom were custody staff. He opined that current staffing levels were adequate to manage and monitor inmates.

The prison adheres to California State standards and annual audits and inspections for fire, medical, mental, pharmacy, environmental and nutritional purposes are routine. For any area inspected which receives a marked deficiency, an appropriate corrective action plan is developed per the Warden.

The prison population consists of 3,458 inmates, including 248 outside the main walls (eight at the firehouse and 240 at a minimum-security facility) and 491 at the Folsom Women's Facility. According to the Warden, this facility is slightly overcrowded but the inmate populations are generally well within the federal mandate of 137.85 percent occupancy per cell. However, Building I, the largest housing unit, places 965 inmates in 632 cells (1.53 percent occupancy) which does not meet the federal mandate for occupancy.

The oldest building on the campus, Building V, is still run on a lock and key basis, and has 160 cells. A majority of inmates are on minimum (Level I) and medium (Level II) security, while 584 inmates are on medium (Level III) security, and 128 inmates are on maximum (Level IV) security watch. Both Level III and Level IV require more staff and armed tower guards.

Folsom State Prison has programs for auto mechanics, computer coding, building framing, plumbing and welding, in addition to jobs making license plates. While inmates may opt not to participate, a majority of inmates take part.

There are also educational opportunities, enabling inmates to earn GEDs, take courses through Folsom Lake Community College and online courses through Lassen College.

Daily life in the prison is regimented, but inmates are out of their cells an average of 14 hours a day. Inmate recreation is scheduled three times daily. Each session is from 2¼ hours to 3¼ hours per day in one large recreational yard. Maximum security prisoners are allowed 12

hours per week in a smaller yard, which is separate from the general prison population. Inmates are not allowed weights. There is a canteen in the yard where inmates can purchase items and take them back to their cells.

Two hot meals and a box lunch are served each day. Meal times are for 15 minutes. The main dining area has seating of four to a table, filled on a first-come, first-seated basis. As with their yard times, inmates will time their arrival so they can be with their preferred associates. The food is prepared at California State Prison and is brought to Folsom State Prison, where it is then re-heated and served to the inmates. Members of the Executive Men's Advisory Council said the food is the inmates' most frequent complaint. While there has been some improvement, they would like to have more heart-healthy choices, including more fresh fruit and produce.

Greystone Chapel is on campus and opens for prayer and church services daily. There is a full-time chaplain and services are held for all denominations and faiths/beliefs.

Visits with families occur every Saturday and Sunday from 7 a.m. to 2 p.m. for two-hour periods. Inmates whose families travel more than 250 miles may have all-day visitations. Inmate phone calls are routinely monitored and mail is inspected. The California Department of Corrections and Rehabilitation (CDCR) specifies that "All prisoners are eligible to receive visits unless they have temporarily lost that privilege due to disciplinary action." The loss-of-privilege guidelines are itemized on the CDCR's website at <https://www.cdcr.ca.gov/visitors/inmate-visiting-guidelines/>.

### **Folsom Women's Facility Tour, August 19, 2019**

Located a short distance from Folsom State Prison is a smaller facility, which was converted into the Folsom Women's Facility in 2013. It is under the purview of the Warden of Folsom State Prison. The Women's Facility currently houses 491 inmates in the 520-bed facility. Staffing levels include 15–20 guards per shift. Unlike the male inmates who are housed two to a single cell, female inmates live in open dorm settings. The dorms include a washer and dryer, which may be used on a sign-up basis. There is no hospital on the premises, so the women inmates must be transported to the men's prison for their medical needs.

Training programs for the women include computer coding, construction labor, and a culinary arts program. A recent releasee and graduate of the culinary arts program obtained a position at *The Kitchen* restaurant in Sacramento, which recently received a prestigious Michelin Star. There is also a successful and sought-after Puppy Program, with six inmates selected to train dogs to be service animals.

Fourteen female inmates serve on the Women's Advisory Council, which holds monthly meetings to address inmate concerns and share them with prison officials. One Council member said the prison administration has been very receptive to concerns expressed by

members of the Council. The same Council member mentioned the food is not bad and they are now being offered more fresh vegetables and fruit. One of the biggest concerns for the women is the overhead lighting in the dorms, which goes on at 5 a.m. and off at 9 p.m. The complaint is the brightness of the lights in the early morning. Another complaint from an inmate is that the mail delivery is very slow and can take up to one month instead of the expected seven days. The visitation guidelines for the Folsom Women's Facility inmates are the same as those established by the CDCR for male inmates at the Folsom State Prison.

### **California State Prison – Sacramento Tour, September 20, 2019**

California State Prison - Sacramento (CSP) was called New Folsom Prison until 1992. It was built adjacent to Folsom State Prison and houses maximum security prisoners. Built in 1986, it has two guard towers and is surrounded by a lethal electrified fence.

The prison is primarily a Level IV-High Security Institution with a capacity of 2,993 inmates. The current population is 2,116, including one death row inmate who was transferred to CSP for medical reasons. There are no female inmates. There are 955 correctional officers - 829 male and 126 female.

By the time an inmate reaches CSP, his classification has been fully reviewed. Receiving CSP staff does not conduct an extensive reclassification review. Instead, they review each inmate's individual requirements before placing him in an appropriate housing unit.

The institution has three separate self-contained Level IV (high security) housing areas, designated as Facility A, B and C. Each facility has eight housing buildings arranged in a 180-degree half-circle layout, which is considered the most secure in prison design. The Level I Minimum Support Facility (MSF) contains the lower level inmates and consists of two open-dorm units that house approximately 90 inmates in each unit. If there is an escape, it is usually from this group and is considered a "walk-away" more than an escape. The Short-Term Restricted Housing Unit is the administrative segregation building that houses inmates who are at extreme risk to themselves, staff or other inmates. Administrative segregation inmates are isolated from the general population and receive services and activities apart from other inmates.

A total of 359 medical and 215 mental health and dental staff members serve in two medical units (Buildings M50 and M56). M50 is a medical clinic. M56 is a 28,100 square-foot facility that provides medical, optical, specialty services and mental health treatments. It includes a Crisis Treatment Center for inmates undergoing a severe mental crisis and requires inpatient care. An inmate on suicide watch is monitored 24/7. Inmates in this unit must carry identification at all times because medication is not dispensed without confirmation of the inmate picture and identification.

Due to the level of prisoner offenses and their varying mental states, violence can be an everyday occurrence. The staff works with the constant threat of physical assault and is trained to be vigilant and prepared to quickly stop violence. There were 539 reported "use of force" incidents during 2018. There have already been 384 such incidents as of July 31, 2019. To minimize potential violence, the staff works to create a positive interaction between themselves and inmates.

Inmates are allowed 5-minute showers. There is no cable TV (other than the prison channel). Inmates are all issued the same clothes and any personal clothing items can only be white, black or blue. An inmate in the MSF facility mentioned that a washing machine was not working and indicated there was a leak in the ceiling. The Grand Jury was unable to tour the main medical area or the kitchen facilities.

There are as many as 370 programs available to inmates and their length of prison term does not determine the programs they may choose. The Reentry Programs include: substance abuse, anger management, criminal thinking and family relationships. Long Term Offender Programs include all of the Reentry Programs as well as Denial Management and Victim Impact. Academic opportunities include Adult Basic Education (ABE), General Education Development (GED), and Adult High School (AHS).

Food tends to be a primary source of complaint and food allergies as well as diet restrictions have led to many lawsuits. There is a statewide-standardized menu for all California prisons, but the actual location of the prison can sometimes dictate the availability of certain foods. To meet the requirements of a large population, food has to be made "bland." CSP is required to have a three-day supply of food in case of an emergency. Meals are flash frozen and served three days later. Some inmates compensate for the blandness by storing hot sauce and spices in their cells.

CSP has a canteen where food and toiletry items can be purchased. The exception is the Short-Term Restricted Housing inmates who may only purchase toiletry items at the canteen. Inmates get a minimum of 10 hours a week yard time. Mail is delivered every day and is inspected and censored for content when necessary. Senders of inappropriate mail are offered the choice of the mail being destroyed or returned.

The Warden met with the touring Grand Jury members and offered many insights into prison operations. He said his current primary concerns are the morale and safety of staff, keeping medical staff from leaving, and the nationwide shortage of psychiatric health care workers. He noted that CSP is subject to many inspections from outside sources, generally legal and watchdog agencies.

## **Rio Cosumnes Correctional Center (RCCC) Tour, October 17, 2019**

Rio Cosumnes Correctional Center (RCCC) is a correctional facility located in and operated by Sacramento County. It has a capacity of housing 2,262 inmates. At the time of the Grand Jury's visit, 1,728 inmates (1,503 males and 225 females) were housed in the facility. The principal function of RCCC to house inmates for up to one year in a county jail was expanded in 2011 by Assembly Bill 109 (AB109) to reduce state prison overcrowding. AB109 requirements are carried out by sentencing felons who are convicted of certain non-violent offenses to serve their sentences in local county jail facilities.

One of the most significant implications of AB109 has been the need for RCCC to develop vocational and educational re-entry programs. RCCC currently provides inmates with a series of educational and training programs to facilitate inmate re-entry into the community. The programs are conducted in cooperation with Los Rios Community College District, providing college credit for completion of specified courses, including computer skills. The re-entry program component includes the Culinary Arts Program for females, directed by Chef Bui.

Programs for male inmates are printing/engraving, welding/construction, horse training and auto repair. Females are currently ineligible for certain vocational programs, e.g., welding, due to regulations which bar combining genders in some programs.

Vocational training for males provides viable career tracks for inmates, resulting in significant reductions in recidivism of program enrollees. RCCC statistics reviewed during the Grand Jury tour indicated a 20 percent recidivism rate for vocational program graduates. Inmates who successfully complete welding, construction and printing/engraving programs may earn professional certification and are assisted by RCCC staff to obtain employment with local companies. The Wild Horse Training Program teaches male inmates to work with and train mustangs. The horses are auctioned to the public two or three times a year with prices ranging between \$700 and \$3,800 per horse. All proceeds from the auctions go to the Bureau of Land Management.

The 2018-2019 Grand Jury report of the RCCC tour noted that "deficiencies in the antiquated facilities were pointed out to the Grand Jury and were described as: decaying perimeter fence area; limited mental health space; limited space for vocational training; and the use of a trailer building for training." Grand Jury members observed the same conditions during their October 17, 2019, tour as well.

On June 27, 2012, the Adult Local Criminal Justice Facilities Construction Program, also known and referred to as SB1022 (Senate Bill 1022), became law. The bill authorized up to \$500 million in lease revenue bonding financing for the acquisition, design and construction of adult local criminal justice facilities.

The most recent proposal to apply for SB 1022 funds to improve facilities and programs at RCCC, submitted by the County Executive and Department of General Services to the Board of



Supervisors on November 5, 2019 was not adopted, and stakeholders are currently in the process of exploring possible alternatives.

### **Sacramento County Youth Detention Facility (YDF) Tour, October 21, 2019**

The Sacramento County Grand Jury toured the Sacramento County Youth Detention Facility (YDF) on October 21, 2019 to review conditions and management of the facility.

Sacramento County Probation is responsible for the operation and management of the YDF, also known as Juvenile Hall. When a minor between the ages of 12 and 18 is suspected of a criminal act, the youth may be issued a citation and released to the custody of a parent/guardian or may be booked into the YDF. A youth under age 12 is released to the custody of a parent/guardian. A youth brought to the YDF is searched for contraband, has personal items removed and stored, and is fingerprinted and photographed. The youth then meets with an Intake Officer who does a risk assessment to determine if the youth can be released to a parent/guardian or should be detained. The youth is allowed telephone calls to a parent/guardian, a lawyer and an employer.

If the youth is detained, he or she completes in-processing and is assigned a security classification and housing. The law requires that charges be filed within 48 hours and also requires a detention hearing within two court days.

YDF is divided into 20 “housing” units. Each unit is a self-contained facility providing YDF services. Some units are living units where the detainees sleep (in a single occupant locked cell) and a common area where they eat. Male and female detainees are assigned to separate housing units. Young detainees (ages 12-14) are housed apart from older detainees.

Detainees over 18 are housed in a separate unit. Other units are used for YDF services such as educational programs, medical and recreational services such as Boys and Girls Club. Other units are currently unused or used for storage.

It was emphasized during the tour that the Sacramento County Probation Department is totally separate from the Sacramento County Sheriff’s Department and the Sacramento County jail. However, a juvenile YDF detainee may be temporarily housed in the county jail during extended court proceedings. On the day of the Grand Jury’s visit, the YDF had 120 detainees (106 male, 14 female). The facility has a maximum capacity of 418.

The Grand Jury was shown various programs provided by the YDF. These included the library, the Boys and Girls Club, and educational facilities. Grand Jury members had opportunities to talk with staff members in the Vocational Unit and the Boys and Girls Club Unit. The Vocational Unit is the location of the Culinary Arts Program, which was described by staff as the most popular program offered by the YDF. The Grand Jury had an opportunity to talk with a 17-year- old male detainee enrolled in this program.

During the visit, Grand Jury members discussed drug and alcohol counseling programs with staff. While counseling is available, the YDF does not have a permanent counseling staff. Outside counselors provide this service.

The Grand Jury was permitted to see the locked cell sleeping quarters of a female detainee who was not present during the tour. The sleeping quarters appear to be brightly lit and comfortable. Detainees are allowed to have limited personal items but cannot decorate the walls with posters or other items leading to an overall “stark” ambiance.

At the end of the visit, members of the Grand Jury talked to the guides about working conditions in the facility. Current staffing includes 146 full time staff, 100 part-time/on-call staff, and approximately 200 volunteers. Four-year college degrees are required for YDF full-time staff. Staff members who spoke with the Grand Jury were generally satisfied with the work environment but wished more resources were available. Some of the guides reported that in many cases burnout can become an issue and retention of senior staff is a problem.

### **Sacramento County Work Release Division (WRD), November 4, 2019**

The mission of the Work Release Division (WRD) is to provide quality alternative correctional programs for Sacramento County by working in partnership with government agencies, the citizens of the community and local public organizations. During the tour it was stressed that their primary goal is to “keep people out of jail.” The WRD is administrative and does not contain detention facilities.

The three primary programs of the WRD are the Alternative Sentencing Program (ASP), the Sheriff’s Work Program (WP) and the Home Detention Program (HD). The WRD program budgets are funded, in part, by the individuals that participate. There is an application fee of \$80 and a participant can pay up to maximum per day of \$40 for the WP, \$30 for ASP and \$47 for HD. These fees are assessed subject to an ability to pay. All fees collected go to the General Fund.

#### *Alternative Sentencing Program*

If recommended by the sentencing judge, individuals are allowed to participate in community service. This usually includes park districts, churches and other non-profit organizations that serve the community. Participants are supervised by a work site administrator and this service is considered non-custodial. Currently there are about 1,000 participants.

#### *Sheriff’s Work Project*

As recommended by the sentencing judge, certain inmates are assigned to a work crew supervised by a Deputy Sheriff. The community benefits from the inmate labor and participation commutes the inmate’s sentence. Any disciplinary violation by an inmate will extend the inmate’s release date. Currently there are about 1,200 participants.

### *Home Detention (HD) Program*

Each participant is fitted with an ankle transmitter. The goal of this program is to allow inmates who are employed, attending school or have certain medical conditions the ability to continue their activities. There are weekly required drug tests. Medical marijuana and other types of mood-altering medications are not allowed while participating. HD participants require much more staff time and resources, so the number of participants is generally fewer than 300. The average population is about 220.

### *Power Program*

Education and assistance in re-entry into the community is provided by the Power Program.

The Power Program provides pre-employment training, resume writing, job search assistance and workshops to increase self-esteem in a non-custodial setting.

During the tour, staff stated that each unit could use at least one more staff person. Each position generally needs a vehicle or technical equipment which makes the position more costly and harder to budget. Although the staff work with a demanding caseload, they acknowledge that overtime is not the answer.

Staff members report that they are working hard to prevent staff “burnout.” Other budget concerns include the outdated office equipment, such as computers, and the need to update the office administrative spaces.



## Responses to 2018 -2019 Grand Jury

