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Summary of San Mateo County Detention Facilities

Issue

What are the current conditions of the San Mateo County detention facilities?

Summary

The California Penal Code §919(b) mandates that the San Mateo County Civil Grand Jury (Grand Jury) inquire into the condition and management of public detention facilities within the County.

The Grand Jury inspected and investigated all five county detention facilities:

- The Maguire Correctional Facility (men's jail)
- The Women's Correctional Center
- Hillcrest Juvenile Hall
- Camp Glenwood (juvenile honor camp)
- The Youth Services Center (the new juvenile detention facility which is under construction)

The Probation Department manages all juvenile detention facilities and is responsible for the construction of the new Youth Services Center. Juvenile offenders have a large array of services to assist them in socialization. These programs are aimed at reducing the incidence and impact of delinquency and crime.

All detention facilities have trained dedicated staffs. All facilities are well managed and well run.

The Maguire Correctional Facility and the Women's Correctional Center are consistently overcrowded. The County should relieve this overcrowding as quickly as possible.

The Women's Correctional Center is substandard and does not serve the female inmate population to the same standard as the Maguire Correctional Facility serves the male population. The Women's Correctional Center facility must be replaced.



San Mateo County Detention Facilities

Issue

What are the current conditions of the San Mateo County detention facilities?

Background

The California Penal Code §919(b) mandates that the San Mateo County Civil Grand Jury (Grand Jury) inquire into the condition and management of public detention facilities within the County.

An excellent physical description of the County's detention facilities is in the *San Mateo Jails* portion of the 2004-2005 San Mateo County Civil Grand Jury Report and will not be repeated here.¹

Investigation

The Grand Jury toured and inspected the following facilities:

- The Maguire Correctional Facility (men's jail)
- The Women's Correctional Center
- Hillcrest Juvenile Hall
- Camp Glenwood (juvenile honor camp)
- The Youth Services Center (the new juvenile detention facility which is under construction)

During these facility tours, the respective staffs briefed the Grand Jury. In addition, the Grand Jury received written information, interviewed members of the Sheriff and Probation Departments, inmates, incarcerated minors, and members of the Service League of San Mateo County.

¹ The 2004-2005 Grand Jury report on San Mateo County Jails will be found at: http://www.sanmateocourt.org/grandjury//2004/reports/Jailsvisit_31_final.pdf

Two Grand Jurors attended a biannual San Mateo County Sheriff's Stakeholders' Meeting. Individuals with professional interest in the Sheriff's Department and the management of the jails attended this meeting.

Findings

- The Maguire Correctional Facility is a modern, well-managed detention facility for men who are incarcerated for less than a year, awaiting trial, going to trial, or sentenced to State incarceration and awaiting transportation to another facility. The California Board of Corrections has rated the Maguire Correctional Facility capacity to be 688 inmates. From August 2005 through April 2006, the inmate population ranged from 883 to 950. The population consistently exceeds the rated capacity.
- The Women's Correctional Center houses female inmates and minimum-security-risk males. It also is home to two alternative custody programs: the Sheriff's Work Program (male only), and the Electronic Monitoring Program for low-risk inmates. It is a Board of Corrections Type II facility with a capacity rating of 84 inmates. The inmate population from July 2004 through March 2006 ranged from 90 to 149
- The women's facility does not provide the female inmate population with the same standard of service as the Maguire Correctional Facility provides for the male population. The Women's Correctional Center has a number of deficiencies including the following:
 - There are no accommodations for female inmates with serious mental-health issues; they must be housed in the Maguire facility.
 - Lack of separate classroom/service areas.
 - Inadequate visiting facilities: one public visiting room for each 24 inmates in the men's facility and one for each 65 inmates in the women's facility; one attorney visiting room for each 96 inmates in the men's facility and one for each 130 inmates in the women's facility.
 - There are no accommodations for mother-child contact visits.
 - Two dorms in the women's jail are open-bay type, housing 66 inmates (26 in one, 40 in the other). Due to the open-bay style, only inmates of "like classification;" i.e., either sentenced or un-sentenced, may be housed together. This hampers flexibility in dealing with the inmates: they cannot selectively be allowed out of their dorms either to keep hostile parties apart or to conduct inmate programs in a dedicated program room. The pod-type design of the Maguire Correctional Facility is superior in all respects.
- The San Mateo County Probation Department is responsible for supervision and monitoring of youthful offenders and for prevention/intervention services to

families and youth not yet under the Court's jurisdiction.² The State of California requires that incarcerated youth be provided "Social Awareness Programs" with the goal of reducing recidivism.³ This programming (education) is administered by the county probation department or the county board of education; however, there is no standard for the total number of these types of mandated classes. Most counties do not emphasize rehabilitative education to the extent that the San Mateo County Probation Department does. Many counties rely on the board of education only to meet this requirement by blending this instruction into social studies classes. The philosophy of the San Mateo Probation Department is that locking up juvenile offenders for punishment and meeting only minimum standards for housing and supervision is not beneficial for staff, the juveniles, or the community. The Probation Department believes that their model of intensive social programming reduces violence (and other problems) in the institutions. The available programs and services include:

- Furlough program
 - Drug/alcohol substance-abuse education
 - Mental health—individual and group
 - Second Chance Education specifically designed for those juveniles heavily involved with gangs
 - Life Skills—teaches the skills necessary for functioning in society, especially those required to find and maintain a job
 - Parenting skills
 - Weekend Work Program
 - Sports League to foster teamwork and good sportsmanship
 - Anger Management
 - Cognitive Skills—how to make rational, positive life choices
 - Conflict Management and Resolution
 - A transition program to aid in developing goals
 - Furlough/Aftercare—provides more intense monitoring to the minors immediately upon their release. The Probation Department states that this is particularly important since recidivism is most likely to occur during the first 60-90 days after release.
- Camp Glenwood is a minimum-security "honor camp" for male juvenile offenders at risk for repeated offences. It is well managed and well run. A wide range of effective programs and services is available, all directed to help the juvenile offender take responsibility for his actions and furnish him with academic and life-skills education. The ultimate purpose is to assist in the resocialization of the offender and thus reduce the incidence and impact of delinquency and crime.

² Taken from the Probation Department's *Mission Statement*. Select the "Probation" menu item on San Mateo County's website: <http://www.co.sanmateo.ca.us/>

³ Section 1378 of the State of California Title 15 Regulations for Juvenile Hall Operation.

- Hillcrest Juvenile Hall is old and barely serviceable. The County plans to transfer all juvenile detention services to the new Youth Services Center in September 2006 and to raze the Hillcrest facility in January 2007.
- The Youth Services Center is under construction. The San Mateo Probation Department expects it to be completed on time (September 15, 2006) and within budget. The Center will include a new 180-bed juvenile hall to replace Hillcrest Juvenile Hall, a 30-bed girl's ranch (an honor camp, the female equivalent of Camp Glenwood), a 24-bed group home, probation offices, courts, and mental health offices. This new facility will place San Mateo County in compliance with the California State Board of Corrections regulations for the care of children in detention.

Conclusions

- The Maguire Correctional Facility is well managed and well run, but is consistently overcrowded.
- The Women's Correctional Facility is well managed and well run, but the physical plant is a crowded disgrace and must be replaced.
- The San Mateo County Probation Department provides many extremely valuable services to our community by effectively managing, educating and socializing juvenile offenders instead of only incarcerating them.

Recommendations

1. The Board of Supervisors should move as quickly as possible to fund and build a new Women's Correctional Center.
2. The Sheriff of San Mateo County should move as quickly as possible to do everything within his jurisdiction to relieve overcrowding in both the Maguire Correctional Facility and the Women's Correctional Center.



COUNTY OF SAN MATEO
Inter-Departmental Correspondence

County Manager's Office

DATE: October 6, 2006
BOARD MEETING DATE: October 17, 2006
SPECIAL NOTICE: None
VOTE REQUIRED: None

TO: Honorable Board of Supervisors
FROM: John L. Maltbie, County Manager
SUBJECT: 2005-06 Grand Jury Response

Recommendation

Accept this report containing the County's responses to five 2005-06 Grand Jury reports: (1) Disaster Preparedness Training for the Residents of Cities in San Mateo County; (2) Disaster Preparedness at San Francisco International Airport; (3) Preparing for FCC-Mandated Changes in County Law Enforcement Radio Networks; (4) Disaster Preparedness in SamTrans, Environmental Services and Public Works; and (5) San Mateo County Detention Facilities.

VISION ALIGNMENT:

Commitment: Ensure Basic Health and Safety for all; and Responsive, Effective and Collaborative Government.

Goals 7 and 20: Maintain and enhance the public safety of all residents and visitors; and Government decisions are based on careful consideration of future impact, rather than temporary relief or immediate gain.

This activity contributes to these commitments and goals by ensuring that all Grand Jury findings and recommendations are thoroughly reviewed by the appropriate County departments and that, when appropriate, process improvements are made to ensure the public safety of County residents and visitors and to improve the quality and efficiency of services provided to the public and other agencies.

Discussion

The County is mandated to respond to the Grand Jury within 90 days from the date that reports are filed with the County Clerk and Elected Officials are mandated to respond within 60 days. It is also the County's policy to provide periodic updates to the Board and the Grand Jury on the progress of past Grand Jury recommendations requiring ongoing or further action. To that end, attached are the County's responses to the four above-mentioned Grand Jury reports on disaster preparedness issued July 19, 2006 and the Grand Jury report on detention facilities issued July 5, 2006.

(5) San Mateo County Detention Facilities

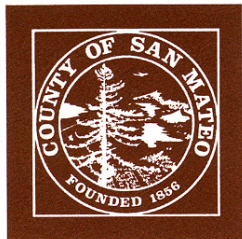
Findings:

The Board of Supervisors agrees with the Grand Jury findings.

Recommendations:

1.0 The Board of Supervisors should move as quickly as possible to fund and build a new Women's Correctional Center.

Response: Concur. The Board of Supervisors convened a committee of criminal justice and local government leaders to review crowding in the jails. As a result, consultants were sought and retained to address conditions at the Women's Correctional Center. Replacement of the current substandard Women's Correctional Center is the focal point of the consultant's study; however, the study will provide insights to address crowding throughout the system as any change to this site will profoundly impact both the men's and women's populations. The consultant's report is due in February 2007. A process commensurate with accepted recommendations will then be developed.



COUNTY OF SAN MATEO

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TELEPHONE (650) 599-1664

ADDRESS ALL COMMUNICATIONS TO THE SHERIFF

July 31, 2006

Hon. Stephen M. Hall
Judge of the Superior Court
Hall of Justice
400 County Center, 2nd Floor
Redwood City, CA 94063-1655

Re: San Mateo County Detention Facilities Grand Jury Report

Dear Judge Hall:

The Sheriff's Office agrees with the Grand Jury's finding relating to San Mateo County Sheriff's Office Detention Facilities. Jail crowding in both the men's and women's facilities is a significant problem adversely impacting delivery of services to the inmate population. We make no comment on the findings concerning the Probation Department or facilities under their management and control which are contained in the same report.

Summary of Findings

"The Maguire Correctional Facility is well managed and well run, but is consistently overcrowded."

"The Women's Correctional Facility is well managed and well run, but the physical plant is a crowded disgrace and must be replaced."

Response:

Concur with these observations; the Sheriff appreciates the recognition by the Grand Jury that the facilities are well managed and well run in spite of crowding and physical plant limitations.

Recommendations

1. *The Board of Supervisors should move as quickly as possible to fund and build a new Women's Correctional Center.*

Response:

Concur; the County Board of Supervisors convened a committee of Criminal Justice and local government leaders to review crowding in the jails. As a result, consultants were sought and now retained to address conditions at the Women's Correctional Center. Replacement of the current substandard Women's Correctional Center is the focal point of the consultant's study. The study will also provide insights to address crowding throughout the system, however. Any change to this site will profoundly impact both the men's and women's populations.

The consultant's report is due within six months. A process to identify funding commensurate with accepted recommendations will then need to be developed. It is anticipated this will be a major challenge for the County and the Sheriff.

2. *The Sheriff of San Mateo County should move as quickly as possible to do everything within his jurisdiction to relieve overcrowding in both the Maguire Correctional Facility and the Women's Correctional Center.*

Response:

Concur in general with the findings; the Sheriff's Office will continue to do everything within our power to relieve crowding in the jails. Our ability to take people out of jail, however, is limited by legal authority and our responsibility to ensure public safety. Over the years we have used the tools available to us through both pre and post sentence programs to release those who can be released safely. We will continue to employ these avenues where ever possible.

The existing programs require the assistance of other members of the criminal justice community. These criminal justice partners have their own standards and obligations to the community which limit the extent releases can be made.

Generally, our criminal justice partners are very supportive. Their efforts have prevented a bad situation from becoming worse, but neither their efforts, nor ours can provide acceptable relief. The Sheriff Office lacks the authority to directly impact crowding in the short term. The Sheriff is, however, working on initiatives to reduce recidivism. If we can positively impact the lives of those now in our custody then they will not add to future population growth and should lower the population in future years. The results of these efforts, if successful, may take years to see. Our focus on crowding shall remain a top priority in both the short term, as well as in the broader future.

Closing

The Sheriff's Office concurs with the findings of the San Mateo County Civil Grand Jury. We will continue to work towards achieving the goals identified. Many new jail beds for both men and women are needed to address the problems highlighted. We appreciate this comprehensive review and perspectives provided by the members of the Civil Grand Jury.

Sincerely,

Don Horsley, Sheriff

Copy: Board of Supervisors
County Manager's Office
Clerk of the Court
Grand Jury website