

Stanislaus County Correctional Facilities Inspection
Grand Jury Case No. 02-13-GJ
July 18, 2002

REASON FOR INVESTIGATION

As mandated by Penal Code Section 919(b), "The Grand Jury shall inquire into the condition and management of the public prisons within the county."

BACKGROUND

Stanislaus County has three (3) facilities for housing adult inmates and one (1) juvenile detention center as follows:

Men's Jail located at 1115 H Street, Modesto, CA.

Public Safety Center located at 200 East Hackett Road, Modesto, CA.

Honor Farm located at 8224 West Grayson Road, Modesto, CA.

Juvenile Hall located at 2215 Blue Gum Avenue, Modesto, CA.

PROCEDURES FOLLOWED

1. The Civil Grand Jury made unannounced inspections of:
 - a. Men's Jail.
 - b. Public Safety Center.
 - c. The Central Kitchen located at the Public Safety Center.
 - d. Honor Farm.
 - e. Juvenile Hall.

2. The Civil Grand Jury interviewed:
 - a. Sheriff of Stanislaus County.
 - b. Assistant Sheriff.
 - c. Lieutenant in charge of the Men's Jail.
 - d. Lieutenant in charge of the Public Safety Center.

- e. Lieutenant in charge of the Honor Farm.
 - f. Two (2) sergeants at the Honor Farm.
 - g. A nurse from California Forensic Medical Group (CFMG).
 - h. Chief Deputy Probation Officer at Juvenile Hall.
 - i. Superintendent at Juvenile Hall.
 - j. Senior Group Supervisor at Juvenile Hall.
 - k. Food Services Manager at the Public Safety Center Central Kitchen.
 - l. A twenty-four (24) year veteran and expert in the three (3) adult housing facilities.
3. The Civil Grand Jury reviewed the following documents:
- a. Stanislaus County health reports for the Men's Jail, the Public Safety Center, the Honor Farm and Juvenile Hall.
 - b. Stanislaus County fire inspection reports for the Men's Jail, the Public Safety Center and Juvenile Hall.
 - c. Stanislaus County safety inspections of the Honor Farm and the Men's Jail - including the tunnel.
 - d. California State Board of Corrections (CSBOC) Biennial Inspection Summary for the Men's Jail, the Public Safety Center and Juvenile Hall.
 - e. Stanislaus County Adult Detention Facilities Accreditation Committee report dated June 28, 2001.
 - f. Honor Farm capacity and work details.
 - g. Honor Farm staff schedule.
 - h. Commissary rules and order form.
 - i. CSBOC letter dated February 11, 2002.
 - j. Transitional Road to After Custody and Self-sufficiency (TRACS) report dated September 2000 through June 2001.
 - k. Twenty-Year Jail Needs Assessment Plan dated 1988.

Stanislaus County Men's Jail inspected December 13, 2001:

FINDINGS

- 1. The Men's Jail is a maximum-security facility built in 1955. There are three (3) floors, a basement and a rooftop exercise area.
- 2. The maximum capacity of the Men's Jail is 392 inmates. The current population, on the date of inspection, was 357 inmates.
- 3. Three hundred twenty-six of the beds are maximum security.

4. In addition to inmate housing, the Men's Jail provides:
 - a. A secure medical treatment area staffed by CFMG twenty-four (24) hours a day, seven (7) days a week.
 - b. A kitchen facility that receives and processes meals sent from the Central Kitchen at the Public Safety Center.
 - c. A non-contact visitors room.
 - d. A booking area that includes holding cells and a suicide watch cell for detainees not yet processed.
 - e. An updated law library made available to all inmates upon request.
 - f. Inmate commissary.
5. Inmate welfare funds, which are monies from the commissary and telephones, fund inmate programs.
6. Stanislaus County received a Violent Offender grant in October 1997 to repair the Men's Jail. The grant stipulated that the jail would be used for an additional ten (10) years.
7. This grant was used in 1998 to replace inadequate security control panels, interior doors and to add an exterior security gate. In addition, "repeaters" have been made available to enable the custodial staff to maintain continuous radio contact.
8. The Men's Jail is housed in an aged building requiring continual repairs to maintain safety. According to CSBOC, the Men's Jail is "in dire need of overhaul". The areas of plumbing and fixtures, electrical and lighting, and ventilation and showers were specifically cited as needing attention.
9. Maintenance issues are reported to, and handled by, Stanislaus County Public Works.
10. The Men's Jail has a secure tunnel that runs from the basement of the jail to the basement of the Stanislaus County Superior Court, which houses a holding cell. Inmates scheduled for a court appearance are transferred through this tunnel to maintain public safety. Inmates are held in the holding cell until called into the courtroom.
11. The Men's Jail has a persistent contraband problem, most notably illegal drugs and cigarettes.
12. Work-related injuries are a main factor contributing to staff shortages.

CONCLUSIONS

1. The staff at the Men's Jail has done an outstanding job of working within the confines of an aging facility.
2. The Men's Jail is an aged building requiring continual repairs to maintain safety.
3. The lack of maintenance has a potential to create health and safety hazards and a loss of functionality.
4. Solutions for the replacement of this facility need to be addressed immediately in anticipation of the grant stipulation expiration in 2007.
5. Due to constitutional restrictions, it is difficult to curb the flow of contraband to inmates.
6. Staff shortages, due to employee disabilities, are significant. This results in overtime for the remaining employees, which adds unnecessary expense to the Sheriff's budget.

RECOMMENDATIONS

The Civil Grand Jury Recommends that:

1. A Needs Assessment Plan for replacing the current facility be finalized by 2004. The plan would include cost estimates, funding resources and a completion date.
2. Maintenance issues need to be addressed in a timely manner.
3. The Sheriff's Department continues to review the existing policy regarding disability leave, investigate the actual costs of the current program and find less costly solutions.

Stanislaus County Public Safety Center inspected January 25, 2002:

FINDINGS

1. The Public Safety Center, built in 1992, is a “direct supervision facility” with minimum to maximum-security for female inmates and medium to maximum-security for male inmates.
2. The maximum capacity of the Public Safety Center is 328 males and 192 females. The current population, on the date of inspection, was 328 males and 155 females.
3. Housing for the female inmates is as follows:
 - a. Three (3) “pods” which hold females requiring minimum security. Each pod has sixty-four (64) beds. Only two (2) pods are in use at this time.
 - b. Housing Unit “I” with sixty-six (66) beds which holds females requiring medium security.
4. Housing for the male inmates consists of four (4) housing units with sixty-six (66) beds holding males requiring medium security.
5. Housing Unit “B” is a separate entity comprised of three (3) separate maximum-security units for male and female inmates:
 - a. The Mental Health Unit has twenty-four (24) beds.
 - b. The Maximum-Security Lock Down has forty (40) beds.
 - c. The Temporary-Housing Lock Down has forty (40) beds.
6. In addition to inmate housing, the Public Safety Center provides:
 - a. A secure medical treatment area staffed by CFMG twenty-four (24) hours a day, seven (7) days a week.
 - b. An updated law library made available to all inmates upon request.
 - c. Non-contact visitor rooms.
 - d. The Central Laundry Facility:
 - (1) Is staffed by twelve (12) Honor Farm inmates.
 - (2) Processes five thousand pounds of laundry daily for the Men's Jail, the Honor Farm, the Public Safety Center and Juvenile Hall.
7. The Central Kitchen:
 - a. Prepares meals for the Men's Jail, the Public Safety Center, the Honor Farm and contracts to provide meals to Juvenile Hall and Amador County.
 - b. Is supervised by Public Safety Center uniformed kitchen staff and has a work detail of twenty-seven (27) inmates.
 - c. Processes food which is sealed and “quick chilled”, then moved to cold

- d. storage until needed.
- d. Meets strict guidelines for the nutritional needs of inmates.

CONCLUSIONS

1. The Public Safety Center is a modern facility with state of the art layout and equipment.
2. The staff at the Public Safety Center performs their duties in an exemplary manner.

RECOMMENDATIONS

None.

Stanislaus County Honor Farm inspected November 9, 2001:

FINDINGS

1. The Honor Farm is a male-only, minimum-security facility; approximately thirty (30) to forty (40) years old, and comprised of four (4) barrack-type buildings for housing inmates. Each building has eighty-six (86) beds. Only three (3) of these buildings are presently in use.
2. The maximum capacity of the Honor Farm is 426 beds; however, CSBOC has rated the capacity at 322. On the date of inspection, there were 243 inmates, both sentenced and non-sentenced. Sentenced inmates have finalized disposition of their cases, while non-sentenced inmates are awaiting due process.
3. In addition to inmate housing, the Honor Farm provides:
 - a. A secure medical treatment area housed in a modular building and staffed by CFMG twenty-four (24) hours a day, seven (7) days a week.
 - b. An updated law library made available to all inmates upon request.
 - c. A modular building for use as a classroom and a visitors' area.
 - d. A kitchen facility that receives and processes meals sent from the Central Kitchen.
 - e. A mess hall for inmate dining.

- f. For commissary privileges by having supplies brought in weekly for inmates to make purchases.
 - g. A large workshop for woodworking, welding, repairing vehicles and equipment and a wide variety of other handyman projects maintained by inmates.
 - h. A greenhouse, with a variety of herbs, flowers and vegetables maintained by inmates. The Central Kitchen uses the harvest to prepare meals. The remainder is donated to the Salvation Army, Victory Outreach and/or area churches.
4. The following programs are made available to inmates:
- a. General Equivalency Diploma (GED) classes.
 - b. Men in Recovery—substance-abuse program.
 - c. Parenting classes.
 - d. TRACS.
 - e. Vocational training in small engine repair, landscaping, welding, painting, carpentry, and printing.
 - f. Work detail available only to sentenced inmates.
5. The Honor Farm maintains a fire suppressant system sufficient to provide firefighting capabilities until the fire department arrives.
6. Power outages occur approximately three (3) to four (4) times a year during the winter months. The current generator does not provide sufficient power to the facility during an outage. It will maintain only minimal lighting in the main office and kitchen and provide only dim nightlights in the barracks. Two-thirds (2/3) of the power pole security lights around the compound shut down. The water supply and sewer system shut down as well. Downtime during these power outages depends solely on the timeliness of repairs by Turlock Irrigation District.
7. Inmates, with limited staff supervision, perform maintenance of the barracks and compound.
8. The road into the facility and the parking lots are full of large potholes and uneven surfaces.
9. The Honor Farm has a persistent contraband problem, most notably illegal drugs and cigarettes.
10. Due to the rural location of the Honor Farm, contraband is thrown over the fence into the compound under the cover of darkness.

CONCLUSIONS

1. The staff at the Honor Farm is a professional group of employees who do an outstanding job of managing an aging facility.
2. The fire suppressant plan is sufficient unless there is a power outage resulting in an inability to pump water.
3. The current generator is insufficient to meet the needs of the facility during a power outage. This creates safety issues for the staff and the inmates.
4. The road into the facility and all parking lots need resurfacing.
5. Contraband is prevalent at the Honor Farm where there is more exposure to the outside world through the Work Detail program and contact visits with friends and family.

RECOMMENDATIONS

The Civil Grand Jury recommends that:

1. Stanislaus County purchase a back-up generator sufficient to operate the entire facility including the on-premise fire suppressant equipment.
2. Stanislaus County resurface the parking lots and the road running from Grayson Road to the parking areas.
3. Drug-sniffing canines be used for unscheduled walk-through inspections of the facility to deter the flow of contraband.
4. Improve lighting of the perimeter fences to deter the flow of contraband into the facility. This will also increase overall security.

Stanislaus County Juvenile Hall inspected December 13, 2001:

FINDINGS

1. The Stanislaus County Probation Department is responsible for the administration of Juvenile Hall.
2. Juvenile Hall is a secure detention facility that houses both male and female juveniles.
3. The maximum capacity is 118 beds. The current population, on the date of inspection, was 105 juveniles.
4. A new wing is under construction that will add forty (40) new beds. This addition was funded by Federal and State grants (75%) and County funds (25%). The building completion date is November 15, 2002 with projected occupancy between February and July 2003.
5. Approximately 15% to 18% of the population is female.
6. Approximately 8% to 15% of the population are repeat offenders.
7. Each juvenile is required to attend school. The Stanislaus County Department of Education provides on-site instruction. Modesto Junior College also offers televised classes for students who have completed high school or have their GED.
8. The following programs are made available to juveniles to alleviate repeat offenders:
 - a. Substance Abuse Counseling.
 - b. Anger Management.
 - c. Boys to Men.
 - d. Gang Awareness and Prevention.
 - e. Communicable Disease Awareness and Prevention.
 - f. Teen Pregnancy Prevention.
 - g. Victim Awareness.
9. Behavior modification and positive reinforcement techniques are used to shape behavior and maintain order.
10. The "Six Pillars of Character", a program designed to promote self-esteem and self-worth, is actively promoted and integrated into all activities. Character blocks include Trustworthiness, Respect, Responsibility, Fairness, Caring and Citizenship.
11. A secure medical treatment area is maintained and staffed by CFMG seven (7) days a week from 7:00 am to 10:00 pm. A physician is on-call twenty-four (24) hours a day.
12. Every juvenile receives a medical examination within forty-eight (48) hours of

booking. This exceeds the state requirement of examination within ninety-two (92) hours. A complete physical is completed once a year.

13. Every minor admitted to Juvenile Hall is also given a mental health evaluation for the purpose of identifying suicide risks.
14. Nutrition and physical exercise are part of the daily routine.
15. Presently, the booking, fingerprinting, interview room and clerical staff are located in one large, open area.

CONCLUSIONS

1. The staff is sensitive to the special needs of their charges.
2. The programs at the facility give youth the tools to be successful upon their return to society and to diminish recidivism.
3. Privacy and safety issues are diminished due to the close proximity of the booking and screening areas and interview rooms. Staff is cognizant of this problem.

RECOMMENDATIONS

The Civil Grand Jury recommends a reconfiguration of the main booking area to ensure the privacy and safety of detainees, staff and visitors.

RESPONSE REQUIRED

per Section 933(c) and 933.05 of the California Penal Code:

Stanislaus County Sheriff's Department

Stanislaus County Probation Department

Stanislaus County Chief Executive Officer

Stanislaus County Board of Supervisors

This Final Report will be available for public review on the Civil Grand Jury website located at: <http://www.co.stanislaus.ca.us/COURTS/courts/grandjury/index.html> and at the Stanislaus County Main Library, 1500 I Street, Modesto, California 95354.

§933. Comments and Reports on Grand Jury Recommendations

- [c] No later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge of the superior court on the findings and recommendations pertaining to matters under the control of the governing body, and every elective county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the superior court, with an information copy sent to the board of supervisors, on the findings and recommendations pertaining to matters under the control of that county officer or agency head and any agency or agencies which that officer or agency head supervises or controls. In any city and county, the mayor shall also comment on the findings and recommendations. All such comments and reports shall forthwith be submitted to the presiding judge of the superior court who impaneled the grand jury. A copy of all responses to grand jury reports shall be placed on file with the clerk of the public agency and the office of the county clerk, or the mayor when applicable, and shall remain on file in those offices. One copy shall be placed on file with the applicable grand jury final report by, and in the control of the currently impaneled grand jury, where it shall be maintained for a minimum of five years.

§933.05 Response to Grand Jury Recommendations--Content Requirements

- A. Section 933.05 of the California Penal Code requires that a responding person or entity shall indicate one of the following:
- (1) The respondent agrees with the finding(s); or
 - (2) The respondent disagrees wholly or in part with the finding(s). If this response is chosen, the respondent will specify that portion of the finding(s) which is disputed and shall include an explanation of the reasons for the disagreement.
- B. As to each Grand Jury recommendation, the responding public officer or agency shall indicate one of the following:
- (1) The recommendation has been implemented and set forth a summary of the implemented action;

- (2) The recommendation has not been implemented but will be implemented in the future with a time frame for implementation;
 - (3) The recommendation requires further analysis with an explanation as to the scope of the analysis and a time frame for the matter to be prepared for discussion by the officer or director of the agency or department or governing body being investigated. The time frame shall not exceed six (6) months from the date of publication of the Grand Jury report; and
 - (4) The recommendation will not be implemented because it is either not warranted or not reasonable with an explanation as to why the recommendation will not be implemented.
- C. If a finding or recommendation addresses budgetary or personnel matters of a department headed by an elected official, both the Department Head and the Board of Supervisors will respond. The Board of Supervisors response shall be limited to those budgetary or personnel matters over which it possesses decision making authority.

RESOLUTION

WHEREAS, the 2001-2002 Stanislaus County Civil Grand Jury has conducted an investigation and has reached certain conclusions and made recommendations; and

WHEREAS, the Stanislaus County Civil Grand Jury desires to make its *FINAL REPORT* thereof;

THEREFORE BE IT RESOLVED, by the Stanislaus County Civil Grand Jury that the report is hereby adopted as *FINAL REPORT, PART SEVEN*.

Robert E. Johnson
Civil Grand Jury Foreperson
Fiscal Year 2001-2002
Released on July 18, 2002