



## San Mateo County Detention Facilities: An Overview

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### SUMMARY

California Penal Code §919 (b) states that “The grand jury shall inquire into the condition and management of the public prisons within the county.” The Penal Code does not, however, require that the grand jury issue any report related to such inquiry. Since no San Mateo County (County) Grand Jury has issued a report on the County’s detention facilities since 2008<sup>1</sup>, and with the construction of the new Maple Street Correctional Facility under way, the 2013-2014 San Mateo County Grand Jury (Grand Jury) determined that it would be beneficial to provide the residents of the County with a summary of its inquiry into the condition and management of the County’s existing facilities. To this end, the Grand Jury conducted a thorough review by studying documents, conducting interviews, and by visiting the Maguire Correctional Facility, the Women’s Correctional Facility, the Men’s and Women’s Transitional Facilities, the site of the new Maple Street Correctional Facility, and the San Mateo County Probation Department’s facilities including the Youth Services Center.

All of the facilities reviewed by the Grand Jury offer varying types of programs designed to support inmates as detailed further in this report. It was not clear to the Grand Jury, however, that either the adult or the juvenile facilities effectively capture data with which to measure and demonstrate the success of these programs. Statistics are critical to measure the effectiveness of programs and the return on the County’s investment in terms of recidivism.

The Grand Jury was impressed by the staff at all facilities, but found that, at the adult facilities, historical problems related to overcrowding and lack of technology stand as a hurdle to operational efficiency and potentially to staff safety. Overcrowding has been made worse by state-mandated realignment which diverts certain categories of offenders to serve their sentences in county jails instead of state prisons.

The problem of overcrowding will be alleviated when the new Maple Street Correctional Facility is opened in mid-2015. The Women’s Correction Facility will then be closed or converted for non-jail purposes and the Maguire Facility will be renovated to include housing and treatment for the most severely mentally ill inmates and for inmates with less acute mental health issues. In addition to relieving overcrowding and providing better mental health care for inmates, the County embarked upon a plan in 2013 which emphasizes the use of evidence-based practices to reduce recidivism in the realigned population.

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<sup>1</sup> San Mateo County Jails and Alternatives to Incarceration. (2008). *2007-2008 San Mateo Civil Grand Jury*. Retrieved September 17, 2013, from [http://www.sanmateocourt.org/documents/grand\\_jury/2007/jails.pdf](http://www.sanmateocourt.org/documents/grand_jury/2007/jails.pdf)

The Grand Jury found that the Youth Services Center does not suffer from the same issues found at the adult facilities. It is physically well maintained and staffed with dedicated employees. The facility resembles a modern high school campus and shares many of the design details of the new Maple Street Correctional Facility, including natural light, natural landscaping and an athletic workout space.

## METHODOLOGY

### Document Review

All documents, websites, and newspaper articles used in this report are listed in the bibliography.

Of particular interest were the following:

- Board of State and Community Corrections biennial inspection reports
- Resource Development Associates, Jail Based Services and Reentry Programming, Strategic Implementation Plan
- San Mateo County Sheriff's Office, Corrections Division, Policy and Procedure Manual
- San Mateo County Sheriff's Office, Maguire Correctional Facility, Inmate Information Handbook
- San Mateo County Probation Department, Institutions Division, Emergency Manual
- San Mateo County Probation Department, Youth Services Center, Juvenile Hall Youth Handbook

### Interviews and Presentations

In addition to the site tours, interviews were conducted with and/or presentations were provided by Sheriff's Office management and other staff at:

- The current adult detention facilities; and
- The new Maple Street Correctional Center

Interviews were also conducted with and/or presentations were provided by Probation Department management and staff at the County's juvenile detention facilities.

## BACKGROUND AND DISCUSSION

### Overview

The San Mateo County Sheriff's Office is responsible for the management of the County's adult detention facilities. It uses the Maguire Correctional Facility (MCF) as the intake facility for the County jail system and as the primary provider of medical and mental health services to all inmates. However, routine medical care is provided at all facilities.

During intake, a complex classification system is used to determine where an inmate will be housed. The system considers (among other factors) previous incarcerations, the inmate's offense, gang affiliation, litigation status, mental/physical health, and length of sentence. After intake, women are sent to the Women's Correctional Facility (WCF) and men stay at MCF to

complete their sentences. From these facilities, inmates can apply to be admitted to the Minimum Security Transitional Facility (MSTF) and Women's Transitional Facility (WTF).

Inmate services and programs, which are run by professionals and volunteers, are provided at all facilities. Project Read<sup>2</sup> volunteers assist with literacy deficiencies and the Service League of San Mateo provides many services such as ensuring inmates have proper clothing for trial and providing childcare during visitation times. In addition to volunteer services, the San Mateo County Board of Education assists inmates with General Education Development (G.E.D.) assessment, instruction and testing, and the Correctional Mental Health and Recovery Services Department runs the CHOICES program.

The CHOICES program is based on the Delancey Street model<sup>3</sup> and provides substance abuse treatment. Information collected by the Mental Health Department from interviews with inmates before they enter the program and interviews taken after they leave the program, show a marked difference in the way inmates think about the acceptability of criminal behavior. While the program has been in existence for over 20 years, the CHOICES program only started gathering statistics to evaluate its effectiveness two years ago.

### Adult Facilities

Adult detention facilities are designed to ensure the safety of the public, staff and inmates. This function has been made more complicated by overcrowding resulting from the enactment of AB 109, which is commonly referred to as "realignment." AB 109 mandates that non-violent, non-serious and non-sex offenders<sup>4</sup> be housed in county jails instead of state prisons. Prior to realignment, more than 60,000 felony parole violators returned to state prison annually, with an average length of stay of 90 days. Most felony parole violators now serve revocation time in county jail.<sup>5</sup>

Prison inmates with more than one-year sentences to serve, who previously would have been housed in state facilities, have been introduced into the county jail population. This has not only made inmate management more complex, but has also required a reassessment of inmate programs in order to address the needs of long-term inmates.

Enacted in 2009, SB 678 requires counties to deal with criminal recidivism by using evidence-based practices which include supervision policies, procedures, programs, and practices

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<sup>2</sup> Project Read is a volunteer-based literacy program serving adults, children and families. Tutoring lessons are student-centered, focusing on reading, writing and critical thinking skills. (<http://www.projectreadredwoodcity.org/about.html>)

<sup>3</sup> Delancey Street describes itself as "a community where people with nowhere to turn, turn their lives around." It claims to be the country's leading residential self-help organization for former substance abusers, ex-convicts, homeless and others who have hit bottom. The organization purports to have maximized the definition of *community support* through a series of well-organized reintegrative services, which has evolved into a successful community reentry program. (<http://policyoptions.pbworks.com/w/page/27575594/Model%20Program%20-%20Delancey%20Street>)

<sup>4</sup> California Department of Corrections & Rehabilitation. (2013 December). *Public Safety Realignment*. Retrieved February 21, 2014 from <http://www.cdcr.ca.gov/realignment>

<sup>5</sup> 2011 Public Safety Realignment. (n.d.). *CDCR.Ca.Gov, California Department of Corrections and Rehabilitation*, Retrieved January 13, 2014, from <http://www.cdcr.ca.gov/realignment/docs/Realignment-Fact-Sheet.pdf>

demonstrated by scientific research to reduce recidivism among individuals under probation, parole, or post-release supervision.<sup>6</sup>

To address these requirements, the County's multi-disciplinary<sup>7</sup> Jail Programming Committee developed a Jail Based Services and Reentry Programming Strategic Implementation Plan (SIP) in 2013. The SIP's goal is to implement a comprehensive and balanced array of programs and services targeting successful reentry into the community and, as a consequence, to reduce recidivism and increase the ongoing safety of all County residents.<sup>8</sup>

### Maguire Correctional Facility (MCF)

MCF was constructed in 1988, remodeled in 1994, and consists of single cell, double cell, multiple occupancy cells and dormitory housing.<sup>9</sup> The facility has a rated capacity<sup>10</sup> of 688 beds. In 2013, however, the average daily population was 878. It also has separate units for male and female inmates who need close medical attention.

Besides overcrowding issues, the Grand Jury learned that there is minimal computerization,<sup>11</sup> no security cameras in the inmate pods and a single unarmed<sup>12</sup> corrections officer assigned to pods with up to 64 low-risk inmates. The Grand Jury was informed that, if necessary, an Emergency Response Team will intervene to stop any type of behavior that may cause harm to the staff or other inmates.

Improvements are planned for MCF after the new jail is built. A state committee that oversees funding for jail construction has earmarked \$24 million for improvements to MCF. The County's proposed improvements will include:<sup>13</sup>

- A Critical Treatment Center for the most severely mentally ill inmates
- Conversion of one 80-bed general population pod in the older part of the Maguire Facility into a Mental Health Wellness Pod designed to treat inmates with non-acute mental health issues
- A new recreation yard designed to accommodate the needs of realigned inmates who are expected to be in jail for longer periods of time due to lengthier sentences

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<sup>6</sup> Senate Bill No. 678. (2009, October 11). *Courts.Ca.Gov, California Judicial Branch*. Retrieved January 13, 2014, from <http://www.courts.ca.gov/documents/sb678.pdf>

<sup>7</sup> Members of the Sheriff's department, chaplains, contracted program and service administrators, etc. and input from current and former inmates.

<sup>8</sup> Munks, Sheriff Greg to Board of Supervisors. (2013, February 21). *Jail Programming Strategic Implementation Plan*.

<sup>9</sup> Allen, D. M. letter to Sheriff Greg Munks. (2012, March 6).

<sup>10</sup> Rated capacity is the number of beds or inmates assigned by a rating official to institutions within the jurisdiction. (<http://www.bjs.gov/index.cfm?ty=tdtp&tid=1>)

<sup>11</sup> The Grand Jury observed, for example, that officers' logbooks, medical requests and grievance records are all still paper-based.

<sup>12</sup> No firearms or lethal weapons are allowed inside the jail. The only weapons, which are locked away, are non-lethal and are used only by the Emergency Response Team. On the Grand Jury's tour of the facility, an employee indicated that one benefit of having one more inmate, i.e. 65 vs. 64, is that the pod could then be staffed with an additional corrections officer.

<sup>13</sup> Dentler, J. S. (2013, December 12). *Redwood City-Woodside Patch*. Retrieved April 7, 2014 from <http://redwoodcity-woodside.patch.com/groups/police-and-fire/p/county-jail-to-receive-24-million-for-improvements>

- An Inmate Retail Vocational Store that will train re-entry and work furlough inmates on all aspects of retail skills and will be open to the public
- Needed seismic improvements to the entirety of the Maguire Facility

### Women's Correctional Facility (WCF)

The WCF was constructed in 1980, and uses a combination of dormitories and single occupancy cells. Its rated capacity is 84<sup>14</sup> with an average population in 2013 of 124 inmates. Overcrowding has resulted in women not receiving the same level of services and programs as the men housed at Maguire.

The facility is outdated and in poor repair. The visiting room intended for supervised court-ordered contact visits has no bathroom, no changing table, and no space for children to play or for parents to care for their children.

The common eating area also serves as a place for Alcoholics Anonymous and Narcotics Anonymous meetings, Project Read tutoring, G.E.D. tutoring, and counseling. These programs are sometimes conducted simultaneously, making it impossible for any one group to conduct an activity without being distracted. However, the outdoor recreational areas are pleasant and inmates can eat outdoors in favorable weather.

When touring this facility, the Grand Jury noted that in areas where low-risk inmates are housed, there are no security cameras and no correctional officer is stationed, although officers were constantly entering and exiting the area in the course of their duties.

### Men's (MTF) and Women's (WTF) Transitional Facilities

The MTF and WTF are a part of the Maple Street Complex which also houses the Women's Correctional Facility. The MTF and WTF hold minimum security inmates who are transitioning back into the community. The MTF has a rated capacity of 46 and the WTF has a rated capacity of 16.<sup>15</sup> In 2013, the average inmate population for the MTF was 11; the average inmate population for the WTF was 35, more than double its rated capacity.

These facilities are clean and the grounds are nicely landscaped. There is a large recreation room with a pool table and books. The sleeping rooms have triple-decked bunks, but during the day the transitional facilities are not crowded because many of the inmates are at work or school or doing community-service type activities. Most of these inmates have GPS ankle monitors so their whereabouts can be tracked.

Services and programs, such as medical, mental health, religious services and volunteer services that are available to inmates at the other detention facilities are also available at the transitional facilities. Other programs, provided only at the transitional facilities, include:

- Under the guidance of the Peninsula Humane Society, the Transitioning Animals into Loving Situations (T.A.I.L.S.) Dog Program provides inmates the opportunity to be

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<sup>14</sup> Allen, D. M. letter to Sheriff Greg Munks. (2012, March 6).

<sup>15</sup> Allen, D. M. letter to Sheriff Greg Munks. (2012, March 6).

responsible for the training, socializing and care of shelter dogs to prepare them for adoption and placement into loving homes.

- The Culinary Program provides inmates the opportunity to learn food safety and sanitation, kitchen safety, utensil uses, recipe creation and cooking principles. Of those who complete the program, almost all reenter the community with jobs in the culinary field.<sup>16</sup>
- The Garden Project under staff supervision, a volunteer gardener, and landscape architect shows inmates how to grow a small variety of fruits and vegetables.
- The Animal Husbandry program, in partnership with the Farm Bureau, shows inmates how to raise chickens for eggs and compost to support the Culinary Program and Garden Project.

### Youth Services Center (Juvenile Hall and Camp Kemp)

The San Mateo County Probation Department is responsible for the management of the County's juvenile detention facilities which include the Youth Services Center and Camp Glenwood. The Youth Services Center includes Juvenile Hall (Hall) for boys and girls and Camp Kemp for girls only.

The Hall contains an admissions unit, seven living units, a kitchen and dining room, a health and dental clinic, a fully-accredited school, a gym and an outdoor recreation area. The capacity of the Hall is 180 beds, with a 2013 average daily population of 95. There were 1,579 admissions in 2013 to the Hall with an average stay of 26 days.

The Juvenile Hall and Camp Kemp are staffed with compassionate, dedicated employees and the facilities are physically well maintained and look more like a school campus than a detention facility.

The Assessment Center is the juveniles' gateway to all juvenile probation services. All police referrals/reports are processed through the Assessment Center and evaluated to ascertain if the matter can be redirected out of the court process by a diversion contract, admonishment, or a referral to traffic court.

At booking, the juvenile is assessed by the Probation Department and Mental Health Services. School and Child Protective Services (CPS) records are also reviewed. The Probation Department uses a computerized evaluation to determine the juvenile's needs and potential risk to the community. From those records and evaluations, the probation officer will determine if the juvenile must be detained until his or her court appearance, or can be released to a parent's or a guardian's custody to appear for a later court date or is a candidate for a diversion contract.

If the juvenile is placed on a diversion contract (which may last for up to six months), the probation officer will arrange a meeting with the juvenile and his or her parents or guardian to work out the specific conditions regarding school attendance, behavior and counseling. The contract may also include referrals to various community non-profit groups for counseling and other services for both the juvenile and the parents. The contract is jointly supervised by a social

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<sup>16</sup> Zamora, A., Lieutenant to Sheriff Greg Munks. (2013, April 17). Request for inmate welfare fund for FY 13-1414. *Maple Street Complex Facilities*. Received from Sheriff's Office January 21, 2014

worker and probation officer. If the juvenile fails to adhere to the contract, the matter is then sent to the District Attorney's office for prosecution review.

If the case cannot be diverted due to the seriousness of the crime or includes illegal substance abuse, the probation officer must gather all information for a mandated court report based on the juveniles' school, Mental Health and CPS records.

The juvenile or staff may request Mental Health services at any time during the juvenile's detention. If the juvenile is already in the mental health system, the focus is upon continuing care. The Court may also request a forensic mental health evaluation with recommendations for treatment.

Some mental health staff work inside the juvenile facility while others work with community-based treatment programs. One such program assists in transitioning youth at age 18 who are leaving the juvenile system. Within the juvenile facilities, treatments focus on trauma and neurological issues. Normally 50% of juveniles are in some way involved with Mental Health Services while detained. According to Probation Department officials, 15% to 24% of the juveniles at the Youth Services Center are on psychiatric medications.

According to officials in the Probation Department, some youth have experienced traumas because they may have been sexually abused, suffer from parental neglect, or live in poor, violence-ridden neighborhoods. For these juveniles, the Grand Jury learned that the Youth Service Center may often provide a more safe and structured environment than the juveniles' homes.

The Mental Health team believes in a continuum of care and refers juveniles, after their release from detention, to county mental health resources. A mental health staff member stated to the Grand Jury that overall, their challenge is to "give the right amount of treatment at the right time."

Along with mental health treatment, education is of utmost importance. The school is funded through the Office of Education. There is a 1:22 teacher-student ratio. Staff consists of eight teachers, two disability teachers, one resource specialist and one teacher who tracks individual education plans. It does not have as many electives as public schools but offers a high school curriculum and credit recovery in English, math, science and physical education. It also offers G.E.D. studies and education for technological careers and life skill training as well as college preparatory classes. The library at the school has a volunteer librarian and the Seventeenth District PTA<sup>17</sup> has adopted the school for book donation drives.

Various programs are provided to parents and juveniles. For the parents and caretakers of probation and diversion juveniles, the Probation Department offers evidence-based parenting programs called *Staying Connected With Your Teen Prevention Program* and *The Parent Project* where common issues such as substance abuse, school attendance and performance, communication, supervision and gangs are addressed.<sup>18</sup> Other programs include: Athletic and Academic Olympics, Alcoholics/Narcotics Anonymous, Becoming a Man Program, Bible

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<sup>17</sup> California 17th District PTA. (n.d.). Retrieved January 13, 2014 from <http://www.17thdistrictpta.org>

<sup>18</sup> Parents Making the Difference. (n.d.). *San Mateo County Probation Department*. Retrieved April 2, 2014 from [http://www.co.sanmateo.ca.us/Attachments/Probation/PDFs/Probation\\_Home/Parent\\_Program\\_Brochure\\_2011.pdf](http://www.co.sanmateo.ca.us/Attachments/Probation/PDFs/Probation_Home/Parent_Program_Brochure_2011.pdf)

Studies, Book Club, Cognitive Skills Program, Reflection and Mentoring Essay Program and Vocational Training Program.

According to the Probation Department, Camp Kemp has a 30-bed capacity and, in 2013, an average stay of 162 days. Because of its small population (only five in February 2014), the girls sleep in the Girls Unit in the Juvenile Hall facility. They participate in daily activities such as parenting skills, Yoga, meditation and other gender-specific programs dealing with issues of self-destruction, sexual exploitation and molestation. Launched in 2001, Camp Kemp also has a program titled “Gaining Independence and Reclaiming Lives Successfully” (GIRLS)<sup>19</sup> in which participants attend daily classes and programs but return home at night.

When questioned about how effective the juvenile programs are in reducing recidivism, Probation management staff indicated statistics are not kept for various reasons such as the difficulty in tracking a juvenile after release.

### The Maple Street Correctional Center (MSCC)

MSCC is scheduled to open in the summer of 2015. It will have a rated capacity<sup>20</sup> of 576 beds and, if necessary, an expansion capability to 768.<sup>21</sup> The building’s design complements Redwood City’s future inner harbor plans. Artist renditions depict a three-story office-like building, softened with curved lines and large windows, and featuring natural light. Landscaping, which includes trees in front, also softens the building’s lines. The interior design will include warm colors, soft materials, and wooden ceilings in the visitors’ area.

MSCC will house both male and female inmates. The new-jail planners have included space in the design for reentry programs and adequate space for inmates to meet with their families. There will be rooms for inmate/child contact visits large enough to accommodate changing tables, restrooms and toys. There will be space for a garden for growing herbs and caring for saplings for the Redwood City Tree Planting program. There will be a roof-top recreation area, a dog run for the T.A.I.L.S. program, and computer kiosks with controlled internet access to be used for law research, online classes, and resume writing.

Criticism of current facilities has been addressed in the design of the new jail. Female inmates will have equal access to programs which were previously unavailable due to a lack of space. There will be security cameras in the pods. Some paperwork currently completed manually will be computerized.

The Women’s Correctional Facility and the Men’s and Women’s Transitional Facilities will be closed and inmates moved to the new jail. Overcrowding at the Maguire facility will be relieved and all inmate food preparation and laundry will be moved from Maguire to the new jail.

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<sup>19</sup> GIRLS is an intensive court-mandated program that provides assessment, counseling, and case management services for incarcerated girls aged 13 - 18. The program's goals are to improve psychological well-being, physical health, emotional stability, family/social interactions, occupational readiness and intellectual growth. ([http://www.star-vista.org/what\\_we\\_do/youth/girls.html](http://www.star-vista.org/what_we_do/youth/girls.html))

<sup>20</sup> Rated capacity is the number of beds or inmates assigned by a rating official to institutions within the jurisdiction. (<http://www.bjs.gov/index.cfm?ty=tdtp&tid=1>)

<sup>21</sup> Allen, D. M. letter to Sheriff Greg Munks. (2012, March 6).



## FINDINGS

- F1. The Sheriff's Department and a multi-disciplinary team have developed a Jail Based Services and Reentry Programming Strategic Implementation Plan ("SIP").
- F2. Notwithstanding the development of the SIP, data reflecting the effectiveness of the services and programs designed to reduce adult inmate recidivism are not being collected in an effective and cohesive manner.
- F3. Data reflecting the effectiveness of the services and programs designed to reduce juvenile recidivism are not being collected in an effective and cohesive manner.

## RECOMMENDATIONS

The Grand Jury recommends that the *San Mateo County Sheriff's Office* do the following:

- R1. Document performance results reflecting the effectiveness of the adult programs and services as outlined in the Jail Based Services and Reentry Programming Strategic Implementation Plan.
- R2. Annually submit a report to the Board of Supervisors for public discussion concerning performance measures for the above-referenced adult services and programs.

The Grand Jury recommends that the *San Mateo County Board of Supervisors* direct the Probation Department to do the following:

- R3. Document performance results reflecting the effectiveness of the juvenile programs and services provided in all juvenile facilities.
- R4. Annually submit a report to the Board of Supervisors for public discussion concerning the performance measures for the above-referenced juvenile services and programs.

## REQUEST FOR RESPONSES

Pursuant to Penal Code section 933.05, the Grand Jury requests the following to respond to the foregoing Findings and Recommendations referring in each instance to the number thereof:

- San Mateo County Sheriff
- San Mateo County Board of Supervisors

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