

# **WHAT IS THE FUTURE OF THE "NEW GENERATION JAIL" IN CALIFORNIA?**

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**This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.**

**Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.**

**Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.**

**The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

## EXECUTIVE SUMMARY

Since the Walnut Street Jail in Philadelphia was constructed in 1790, the design of local county jails has not radically changed. Inmates have been warehoused in cells or tanks lined up adjacent to a central corridor, along which correctional staff patrol. This has contributed over the years to a school of thought that divides a jail into inmates "turf" and staff "turf". Staff are barely tolerated when they intrude into an inmate housing area, because as soon as they leave the largest inmate or the inmate with the most connections is back in control. Assaults, drugs, and other criminal activity take place almost with impunity because the design of the facility and the method of supervision make it almost impossible for staff to do anything but react to inmate activity. A better jail design was needed.

In California, Contra Costa County was the first local jurisdiction to design, build, and operate a podular/direct supervision local facility housing both pretrial detainees and sentenced misdemeanors. While taking a long time and much political infighting until operational, the design proved to be efficient when run at capacity.

A four year post occupancy study, showed that inmate to inmate violence had lessened, vandalism to the facility itself had decreased, and that the tensions and noise levels thought of as normal in most jail facilities had disappeared. In addition, correctional staff, who normally could not wait to be assigned to other duties, were finding that in this new atmosphere they could take pride in the jobs that they were doing.

With this proof now available, other California counties, some under the onus of a consent decree or federal court order for conditions in their jails, found the "New Generation Jail" concept one that might work for them. In a recent survey conducted for this study, over 40% of the counties queried were planning or actually constructing a "New Generation Jail". With the recent availability of state jail construction funds, other jurisdictions were beginning to sit down and take stock of what the future of corrections in their counties was to be. Contra Costa County, always a current leader in the field of jail design and construction, chose to plan to build a jail that is experimental in design. Others, more traditional, choose remodeling old linear jails or building modular jails with indirect supervision.

In San Francisco County, the study showed that a modular/direct supervision "New Generation Jail" would be the appropriate design given the population, money available, and political climate. Different stakeholders would have to be involved in the early planning stages, and a systems planning team and project manager appointed to insure that proper design, planning, and follow up would give the project the highest chance of success.

The future of the "New Generation Jail" in California is a bright one. In 1981, the state had only facility of this type. According to our survey, in 1987 two were in operation. By 1990, six will be operational. Our survey indicates these numbers will continue to grow rapidly as the concept of single cell housing, small manageable numbers of inmates, and direct supervision by staff

proves to be safer for staff and inmates, cost effective for the county,  
and a boost to staff professionalism in the field of local corrections.

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## INTRODUCTION

Working in a local jail facility has normally meant many difficult, stressful, and dangerous hours for the over 3,000 line officers that man local correctional facilities in California. Many counties have inherited the legacy of the past seventy-five years of jail design and construction. Presently, more than a third of the operational jails in California are over fifty years old. Their linear designs, with inmates housed in multiple "tanks" or dormitories and indirect supervision by staff, are difficult to administer and operate. They reflect a bygone era of "inmate warehousing" that does not reflect the heightened community concern and the increasing judicial scrutiny of jail operations in the 1980's and 1990's.

In many areas, local and federal courts have interceded to take the control of jail facilities out of the hands of local officials and place them in the hands of "Special Masters", or court appointed overseers. The reasons behind the intercessions of the courts are many and varied. In the past, inmates who filed suit over conditions in a county jail had to pay legal costs out of their own pockets. Now attorneys who bring suits that are in the public interest will be reimbursed at taxpayers expense. Thus, more attorneys make themselves available for this type of litigation.

In addition, the conditions in some local jails have deteriorated to the point where remedies are needed. Historically, local jails have had no active voice to lobby for them in the centers of power.

Like mental institutions, jails are allowed to drift undisturbed until conditions reach a point where problems surface that are so terrible in nature that the media or local government can no longer ignore that problems exist. Overcrowding, understaffing, and lack of proper medical and psychiatric treatment are just a few of the areas that the courts have taken notice of and mandated that conditions be improved.

To attempt to combat this rising tide of overcrowding and violence causing conditions, the federal government, in 1969, began to plan the prototypes of three federal detention facilities, known as Metropolitan Correctional Centers (MCC) in New York, Chicago, and San Diego. The first of these facilities opened in 1975. The Federal Bureau of Prisons gave the three designing architects a list of crucial principals to incorporate in each design. These were:

- 1) Individual rooms for inmates
- 2) Living units for fewer than fifty inmates
- 3) Direct supervision by officers
- 4) Restricted movement within the facility,

These principals became the basis for the "New Generation Jail" (NGJ) design.

The most radical of these new principals was the use of direct supervision by staff of inmates in the correctional housing areas. This meant that staff were in direct visual and physical contact with the inmates at all times, unlike the old style of supervision where contacts were intermittent and normally the result of a problem.

Consequently, line staff's knowledge of the inmate population grew, as did staff professionalism. Vandalism and assaults began to drop to new lows. In effect, the placement of staff directly in housing areas took control of these areas away from the inmate population and returned them to the control of staff. This, coupled with smaller living units and individual rooms for inmates made the institution a less stressful, safer place to live and work.

In California, Contra Costa County was the first local jurisdiction to test this new design. The results have been encouraging. Since its opening in 1981, it has shown that:

" The New Generation Jail"(NGJ) concept does work, that it is safer for both staff and inmates than the traditional jail design, that the philosophy is constructive and productive, that the design does modify behavior of both staff and inmates in a positive way, and that the design encourages staff professionalism."

In the past five years, California voters have passed three Capital Expenditure Bonds for the construction of county jails. Proposition 2 (Nov. 1982), Proposition 16 (June 1984), and Proposition 52 (Nov. 1986), total approximately one billion dollars in taxpayers money to assist in jail construction. These bond issues all provide funding "to finance the construction, reconstruction, remodeling, and replacement of county jails, as well as the performance of deferred maintenance in connection with such facilities." ,

This "seed money" for construction, along with matching county funds and local jail construction bond issues, gives local jurisdictions the ability

to begin planning for new jail facilities, improve existing jails facilities, and to look at alternatives to incarceration that may exist.

In this paper, I have gathered information by surveying selected California counties to ascertain what is being done with the money that has become and is becoming available. I then took these trends in the design of local jail facilities to see if they indicated if the "New Generation Jail " concept is growing in California, or if other trends are taking place that will overshadow this idea. By forecasting how trends and events interlock to effect the whole issue, I was then able to apply them to local concerns in San Francisco and to formulate policy that would effect my specific situation as a jail manager. Local and statewide correctional managers may review this paper to see what is the current practice in correctional design in California as well as to see the future trends that will be forecast.

## METHODOLOGY

### Literature Search

The literature search for this project was accomplished using two different routes. The first was to contact "Information on Demand", a company that specializes in doing electronic literature searches. They were asked to do a search for books or articles covering the design and construction of jails from the years 1981 through 1986. From the bibliography they supplied, I selected articles that likely would be pertinent to my project.

The second stage of the literature search consisted of visiting local city, college, and university libraries to review articles and periodicals that dealt with jails, jail construction, jail alternatives, and demographic or legislative changes that might effect future jail construction.

### The Interviews

Interviews were held with representatives of nine California counties (Appendix 2) that were involved with the construction of new jail facilities. A written instrument was developed (Appendix 1) to insure consistency of questions to all participants. The interviews were conducted on the telephone and in person. Persons interviewed were contacted subsequent to the original interview for follow up and clarification when necessary.

## The Nominal Group

The nominal group, consisting of two senior Sheriff's officers, a Police Officer, a Probation Officer, a Forensic Psychiatrist, and a taxpayer representative, (Appendix 3) was chosen to give a broad as spectrum as possible to issues dealing with jail construction, design, and alternatives. Brainstorming and the round robin technique, as well as assigning values to issues under discussion was used to reach consensus.

After the group had reviewed information gathered from the interviews, five trends were identified as having the most impact on jail construction in the next fifteen years. The group then graphed the value of each trend chosen, as well as the trend level through the year 2000. The group then forecast the events, along with the probability of their occurring.

In our second meeting, the group was asked to brainstorm stakeholders relevant to the issue and make assumptions as to what positions these stakeholders would have regarding our issues. At the conclusion of this meeting the group was asked to review a packet of information (Appendix 8) relevant to the issue of jail construction in San Francisco County in the next fifteen years. They were then asked to formulate a policy/strategy consideration to be incorporated in a Modified Delphi Questionnaire.

## The Group Questionnaire

This instrument was designed to take the information received from the nominal group and, using only one round of review, have the group assign

numerical values to rate the work of the group for feasibility and desirability.

## THE TRENDS

A trend is defined as a general movement in the course of time of a statistically detectable change, or a statistical curve reflecting such a change..

The following list of trends was compiled by doing interviews by telephone and in person and using a standard questionnaire to insure that questions were consistent. The questionnaire (see appendix 1) was divided into two parts. The first part was entitled "PROPOSED COUNTY JAIL CONSTRUCTION SURVEY". This included general information on the county being surveyed, the presence or not of a federal, state, or local consent decree, the number and type of existing facilities, and the proposed number, type and cost of new facilities either in the building or planning stages.

The second half of the questionnaire was entitled "New Generation Jail (NGJ) Survey" and dealt with reasons why or why not the county in question would build a "New Generation Jail", and if not, the type of jail that would be constructed and the reasons for it.

In choosing target counties, I endeavored to strike a balance by geographical location, by county population and demographics (i.e. urban and rural), and by daily inmate population. The counties surveyed were

San Francisco	San Bernadino
Sonoma	Orange
Riverside	San Joaquin
Fresno	Contra Costa
Santa Clara	

The raw data gathered from the questionnaires (see appendix 2), including types of new facilities under construction, types planned, costs (when available) and completion dates (when available) was presented to a nominal group (see appendix 3) that was brought together for this purpose. From this information and the input of the nominal group, the five major trends in jail design were arrived at.

In compiling these trends, the group took physical plant design as well as style of inmate supervision where appropriate and combined them to form a single trend design. This is to reflect the fact that some counties prefer a type of physical plant design (i.e. modular or linear), with a style of supervision (indirect or hybrid) that would not qualify them as "New Generation Jails." In the course of this survey, it was noted that much experimentation is taking place in physical plant design and supervision style for the purpose of tailoring the type of jail being planned or built to the county's exact perceived needs.

### Trend #1-The New Generation Jail

The "New Generation Jail", as referred to early in this report, consists of a jail that includes the three following principals;

- 1) Individual rooms for inmates
- 2) Fifty inmates or less per housing area
- 3) Direct supervision of inmates by staff

In the raw data (Appendix 2), four distinct NGJ facilities were either under construction or in the raw planning stages.

### Trend #2-The Prefabricated Jail

This phenomenon seems to be developing rapidly as a response to immediate needs for overcrowding and the presence of a court order. It entails the placing of units, commonly called "satellites" or "annexes" adjacent to existing county facilities. These frequently take the form of a trailer or quonset hut type of dormitory area which are prefabricated and trucked to the site for low cost, rapid construction. Although only two were apparent in the data, the group felt that the influx of this type of facility on the correctional scene had an impact that would be frequently over the next fifteen years.

### Trend #3-The Indirect Modular Jail

The indirect modular jail is one that consists of a modern, modular design, usually incorporating many of the items found in the "New Generation Jail" with the exception that the type of supervision found in this facility is indirect. This means that the officer assigned to the unit either is behind a physical barrier or uses electronic means of surveillance to supervise inmate activity. The staff to inmate contact is usually minimal in these designs. The group felt that this design was significant as that it gave a middle ground for administrators that did not believe that the direct supervision concept was a viable one.

### Trend #4-The Linear Remodel Jail

As the name suggests, linear remodel occurs when counties take their existing linear style facility and remodel or upgrade them so they may function for another few years. Many small counties or counties that did not get large sums of money use this to get as much mileage out of available funding as possible. The presence of the linear remodel means that in part the legacy of the old style jail design will be felt for at least the next fifteen to twenty years.

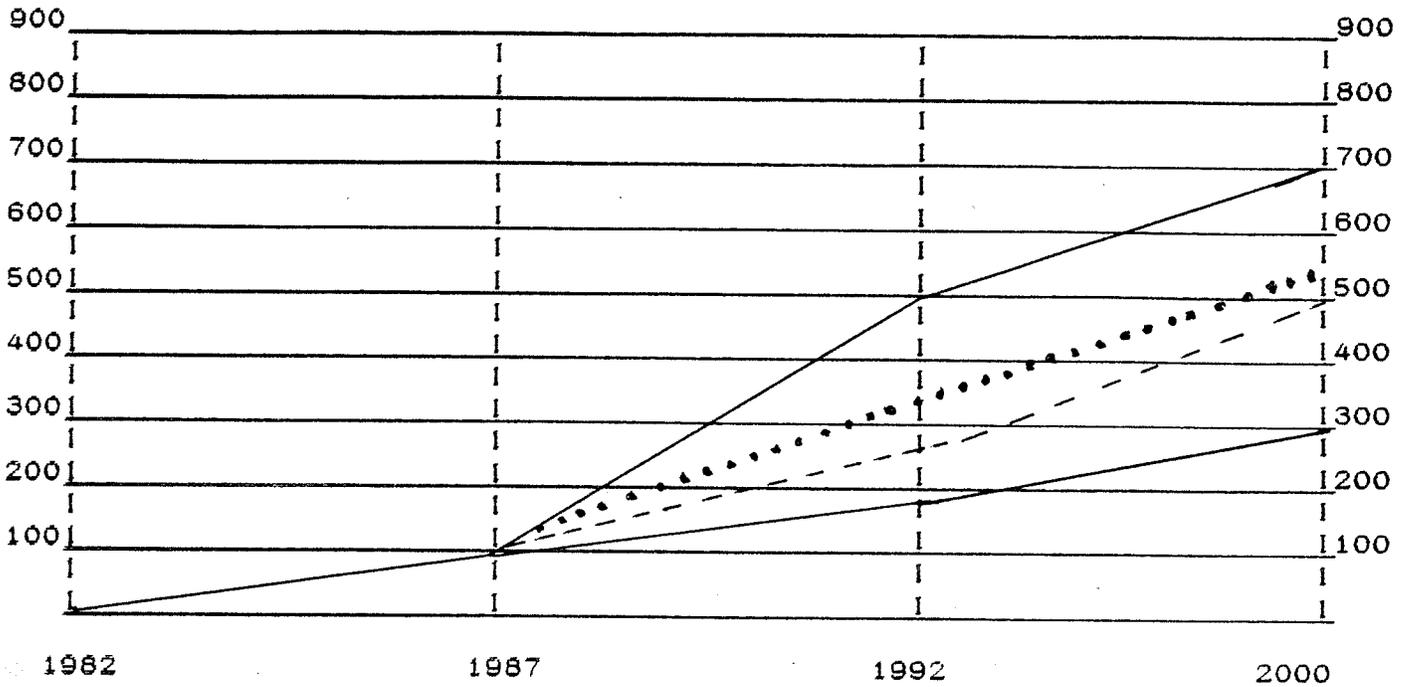
#### Trend #5-The Campus Type Jail

This trend seems to be the new cutting edge of jail construction technology. It incorporates all that is in the new generation ideal, only takes it one step further. It has living areas of fifty or less inmates, individual housing, and direct officer supervision. However, as the title suggests, it is built on the plan of a school campus. It allows maximum freedom to properly classified minimum and medium security inmates, as well as having an intake area and housing for a limited number of maximum security inmates. If this design proves successful in the next ten years, it may supplant the "New Generation Jail" as the wave of the future.

#### Graphing

After discussing and choosing these five trends, the group was then asked to estimate on a scale of 1-10 the value of the trend today. Using the supplied forms, they were then asked to project the path of the trend as it was five years in the past (1982), five years in the future (1992), and 13 years in the future (2000). From these graphs the high and low projections were taken, and a median "could be" and "will be" future was plotted.

MEDIAN TREND VALUE 9

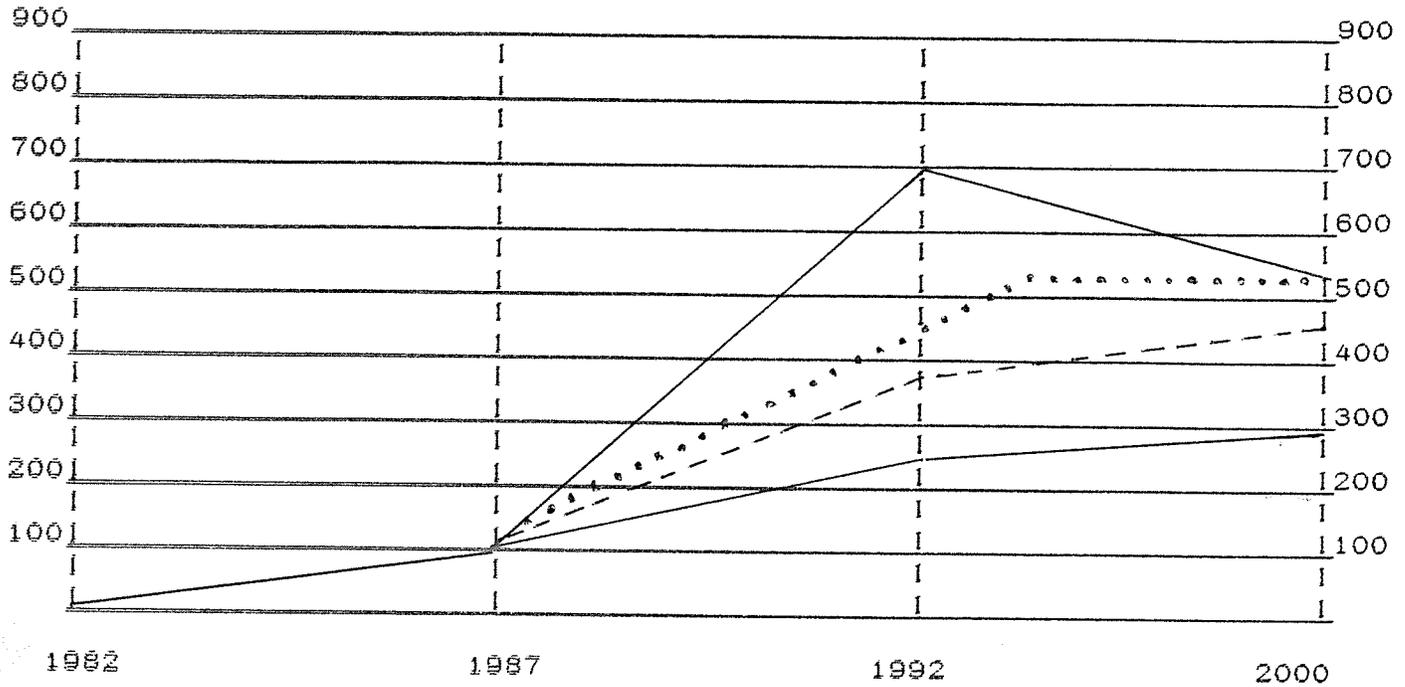


... "could be"  
 --- "would be"  
 \_\_\_\_ high/low

Trend #1  
 The "New Generation" Jail

In the "New Generation Jail" Survey, it was noted that in four of the counties surveyed the "New Generation Jail" was being built, would be built, or would be considered within the next 15 years. In 1992, this would be 250% of present levels. In the year 2000, 500% of present levels.

MEDIAN TREND VALUE 6

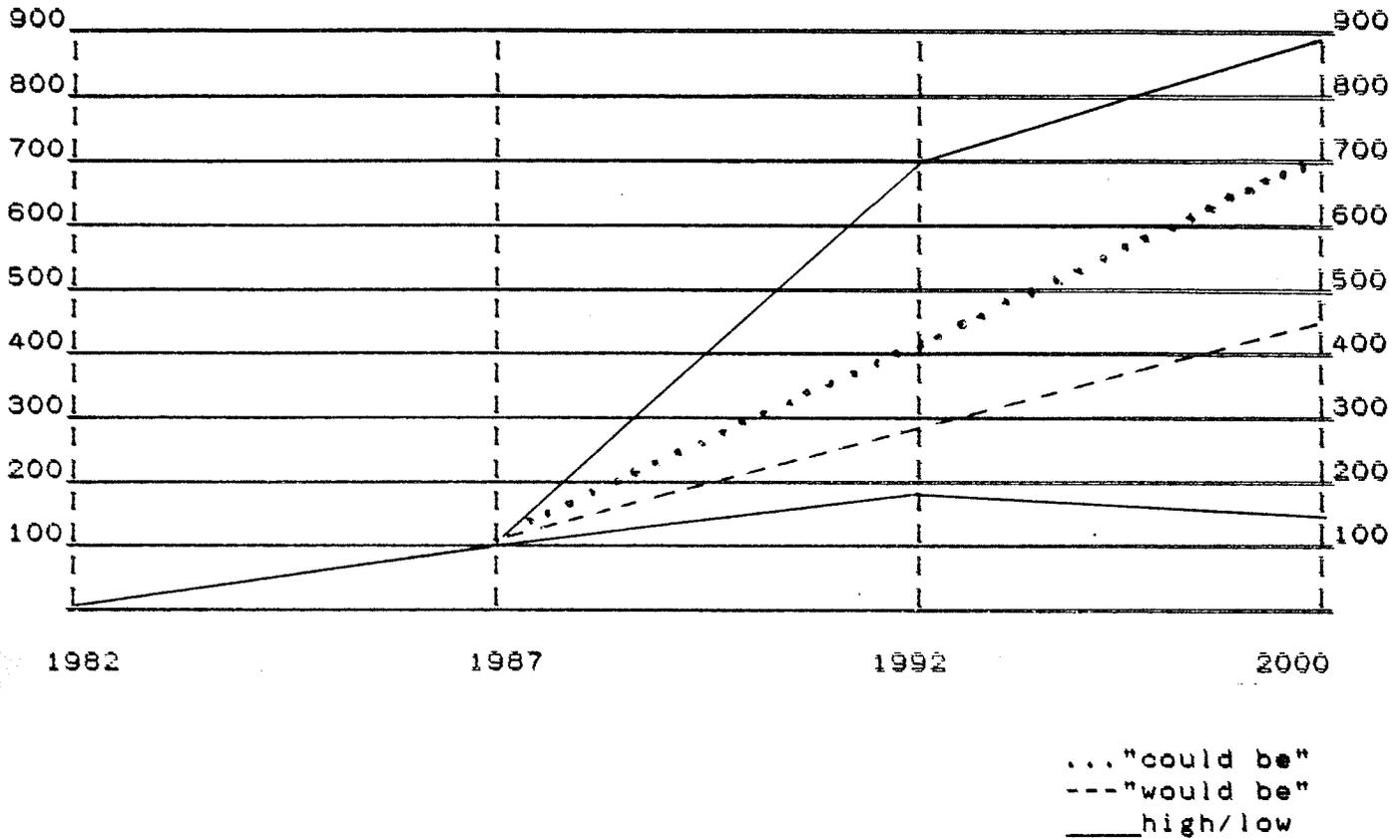


... "could be"  
 --- "would be"  
 \_\_\_\_ high/low

Trend #2  
 The Prefabricated Jail

With the increase of court intervention in local jurisdictions, it was felt that the use of prefabricated jails to house overflow inmate populations would skyrocket in the next 10 years, and then taper off as new facilities are brought on line.

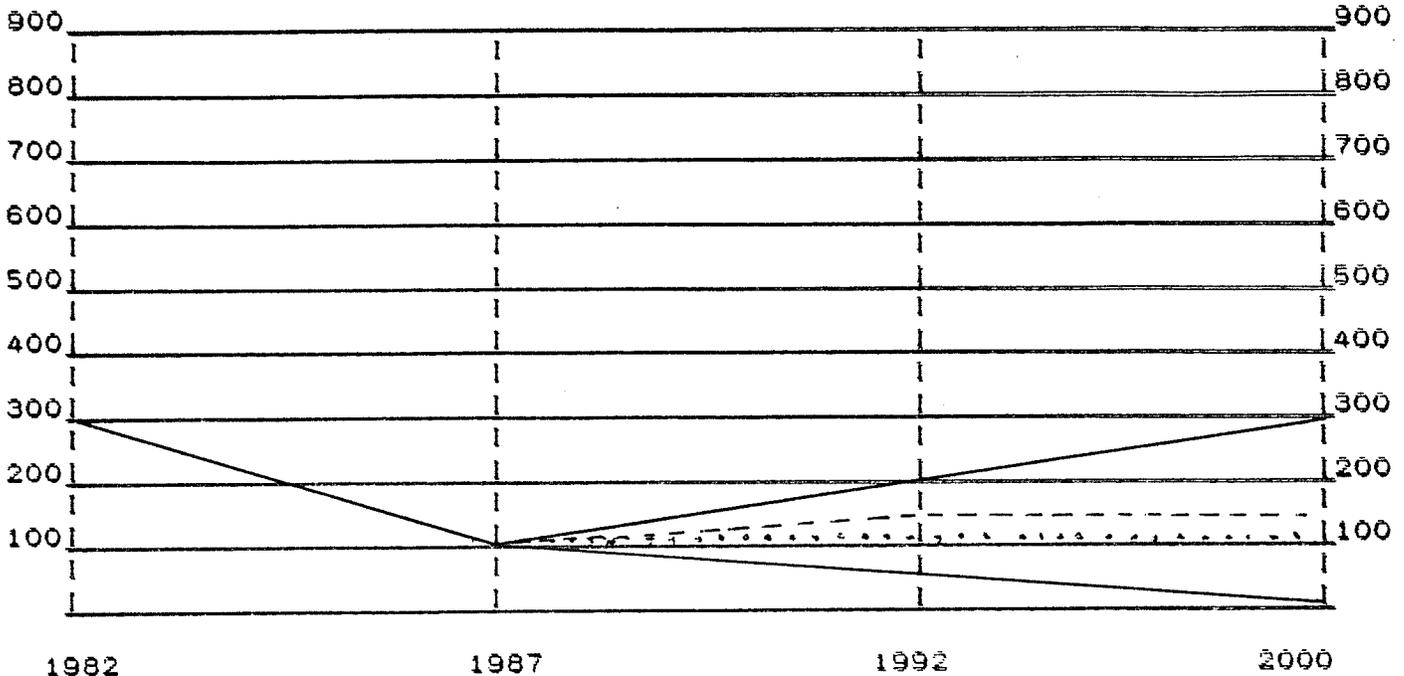
MEDIAN TREND VALUE 7



Trend #3  
The Indirect Modular Jail

In our survey, two indirect modular jails were identified. It was felt by the group, however, that the counties that were planning the "hybrid" type (using both direct and indirect supervision) of jail would probably end up with the indirect modular, rather than the NGJ model. This type of facility will show a steady climb through the turn of the century, as it is the middle ground that many jail managers feel safest. It will go to 300% by 1992, and peak at 450% by the year 2000.

MEDIAN TREND VALUE 5

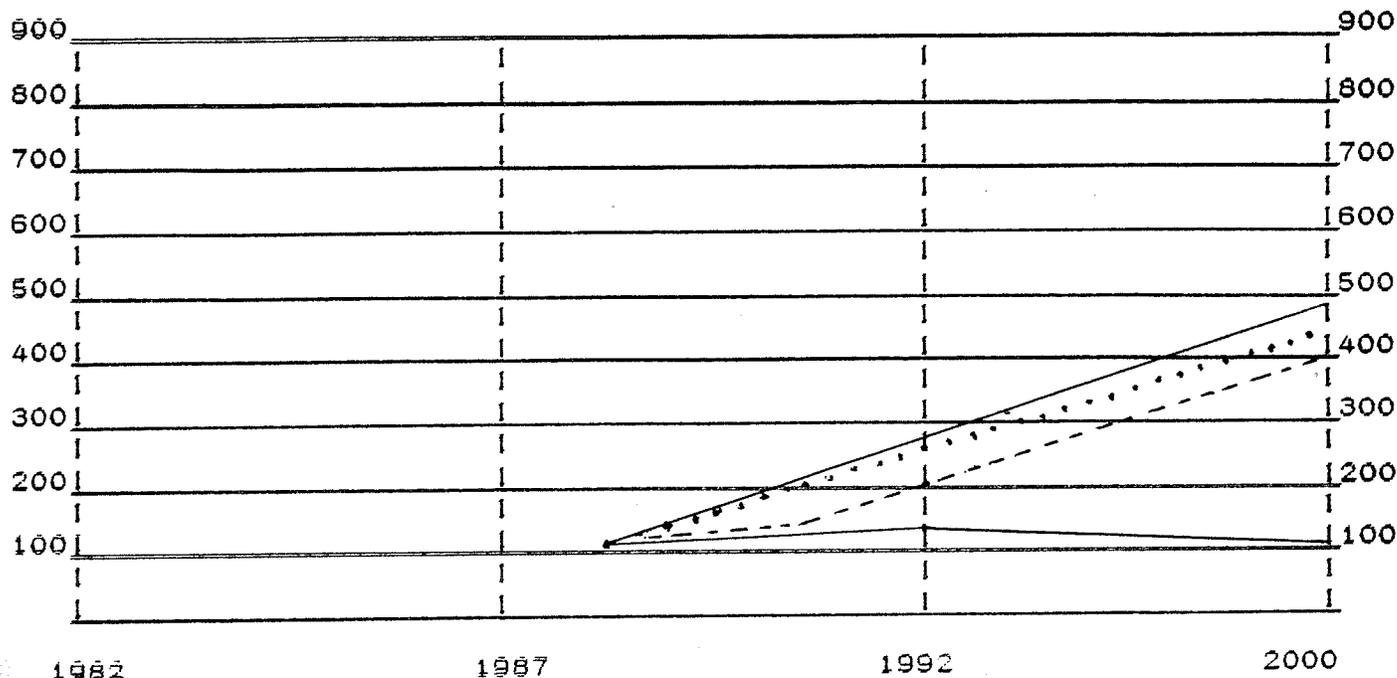


... "could be"  
 --- "would be"  
 \_\_\_\_\_ high/low

Trend #4  
 The Linear Remodel

Although only one county in our survey was identified as remodeling the old style linear jail, it was felt that due to the low cost of this item that more of the smaller counties and counties that could not qualify for large amounts of state, local, or federal funding would use this option to combat overcrowding. It is the one trend that has been slowly going down in the past, as more jurisdictions attempt to build newer, more modern facilities.

MEDIAN TREND VALUE 10



... "could be"  
 --- "would be"  
 \_\_\_\_\_ high/low

Trend #5  
 The "Campus Type" Jail

Contra Costa County, which has been on the cutting edge of jail design and technology, are building this new style jail as an experiment in conjunction with the Department of Corrections. As they were first with the NGJ design, this may also signal a trend that will increase in the coming years. As the first jail will not be brought on line until 1990, the trend will be slow as law enforcement waits to see the results. Then a gradual increase around the turn of the century will manifest itself.

## EVENTS

After collating the raw survey data and forecasting the future trends in jail design and construction, the group (see appendix 3) was then asked to brainstorm and list specific events (see appendix 4) that, if they occurred, would impact upon the chosen trends.

Out of the list of events so formulated, the group was asked to identify and clarify five events that would have the greatest impact on the trends previously identified. After much discussion, the following five were chosen;

- 1) A Federal, State, or Local court rules against the local jurisdiction on a lawsuit mandating changes present jail conditions.
- 2) Scientists or the medical profession perfect a working behavior modification system, accepted by the public, that is able to alter negative behavior.
- 3) A major riot, with injuries, occurs at a local county jail facility.
- 4) Legislation is passed barring local jail facilities from housing state or federal inmates for any reason.
- 5) State bond issues for the construction of local jails are defeated at the polls.

### EVENT PROBABILITIES

After forecasting the previous events, the group was then polled as to the probability of these events occurring in the next five years (1992) and the next thirteen years (2000). The percentages reflect the median range of the group predictions.

<u>Event</u>	<u>1992</u>	<u>2000</u>
1) A federal, state, or local court rules on a lawsuit mandating change in local jail conditions.	85%	97%
2) A working behavior modification system is developed and accepted by the public that can alter negative behavior	45%	65%
3) A major riot, with injuries, occurs in a local county jail.	60%	80%
4) Legislation is passed barring federal or state prisoners from being housing in local jail facilities.	40%	70%
5) Defeat of state jail construction bond issues by the voters.	55%	90%

**CROSS IMPACT EVALUATION  
EVENT TO EVENT**

The following statistics plot the effects that the occurrence of one specific event in the next five years would have on the other projected events by the years 2000.

If a federal, state, or local lawsuit mandating change in jail conditions were to occur, the probability of...

A publicly accepted behavior modification system	65% no change
A major riot in a local jail facility	80% decreases to 75%
Legislation is passed barring state and federal prisoners from being housed in local jails	70% increases to 73%
Defeat of state jail construction bond issues by voters	90% decreases to 87%

If a working behavioral modification system is developed, with public acceptance, the probability of...

A federal, state or local lawsuit mandating jail change	97% decreases to 92%
major riot in a local jail facility	80% decreases to 70%
Legislation is passed barring federal or state prisoners from being housed in local jails	70% decreases to 62%
Defeat of jail construction bond issues by voters	90% increases to 97%

If a major riot , with injuries, occurs in a local county jail, the probability of ...

A federal, state, or local court mandating a change in local jail conditions.	97% increase to 99%
A publicly accepted behavior modification system	65% no change
Legislation is passed barring the housing of state and federal prisoners in local jails	70% increases to 77%
Defeat of jail construction bond issues by voters	90% decrease to 80%

If legislation is passed barring federal or state prisoners being housed in local jail facility passes, the probability of...

A federal, state, or local court mandating a change in local jail conditions	97% decrease to 92%
A publicly accepted behavior modification system	65% no change
A major riot in a local jail system	80% decreases to 65%
Defeat of jail construction bond issue by voters	90% increases to 93%

If jail construction bond issues are defeated by voters, the probability of ...

A federal, state, or local judge mandating change in local jail conditions	97% no change
A publicly accepted behavior modification system	65% no change
A major riot in a local jail facility	80% increase to 90%
Legislation being passed barring state and federal prisoners from being housed in local jails	70% increases to 78%

CROSS IMPACT EVALUATION  
EVENTS TO TRENDS

The events are now taken and compared to the trends decided upon earlier in this report to see what impact each event, if it occurred, would have on the individual trend levels.

If a Federal, State, or local court mandated change in local jail conditions, the trend level of...

The New Generation Jail	Increase
The Prefabricated Jail	Increase
The Indirect Modular Jail	Increase
The Linear Remodel	Decrease
The Campus Type	Increase

If a publicly accepted behavior modification system came into use, the trend level of ...

The New Generation Jail	Decrease
The Prefabricated Jail	Decrease
The Indirect Modular Jail	Decrease
The Linear Remodel	Decrease
The Campus Type	Increase

If a major riot, with injuries, occurred in a local jail facility, the trend level of...

The New Generation Jail	Decrease
The Prefabricated Jail	Decrease
The Indirect Modular Jail	Increase
The Linear Remodel	Increase
The Campus Type	Decrease

If legislation is passed barring state and federal prisoners from being housed in local jails, the trend level of...

The New Generation Jail	Decrease
The Prefabricated Jail	Increase
The Indirect Modular Jail	Decrease
The Linear Remodel	Increase
The Campus Type	Decrease

If the defeat of jail construction bond issues by voters comes to pass, the  
end level of...

The New Generation Jail	Decrease
The Prefabricated Jail	Increase
The Indirect Modular Jail	Decrease
The Linear Remodel	Increase
The Campus Type	Decrease

**CROSS IMPACT EVALUATION FORM**

EVENTS	NOMINAL PROBABILITY	<u>EVENTS</u>					<u>TRENDS</u>				
		#1	#2	#3	#4	#5	#1	#2	#3	#4	#5
#1	97%	0	-5	+3	-3	+2	-5	+3	-2	+2	
#2	65%	-5	-10	-8	+7	-4	-7	-5	-10	+2	
#3	80%	+2	0	+7	-10	-5	-5	+8	+10	-5	
#4	70%	-5	0	-15	+3	-3	+3	-2	+5	-8	
#5	90%	0	0	+10	+8	-10	+5	-5	+10	-10	

EVENTS

TRENDS

- 1) A Federal, State, or Local court rules against the local jurisdiction on a lawsuit mandating changes in jail conditions
- 2) A working behavior modification system is developed and accepted by the public
- 3) A major riot, with injuries, occurs at a local county jail facility
- 4) Legislation is passed barring local jail facilities from housing state or federal inmates.
- 5) State bond issues for the construction of local jails are defeated at the polls.

- 1) The New Generation Jail
- 2) The Prefabricated Jail
- 3) The Modular Indirect Jail
- 4) The Linear Remodel
- 5) The Campus Type

Scenario #1

"Riot in 1997"

The year is 1997. The scene vaguely resembles a cut from an old George Raft movie. Prisoners in the "Big House". Inmates are drifting in and out of their housing units on the mainline of one of California's many remodeled urban linear jails. The tanks are dirty and overcrowded, and mattresses fill the hallways and the tabletops inside the tanks. The noise level is reminiscent of a 747 at takeoff. The atmosphere is thick and oppressive. You can feel the violence waiting to happen.

Captain Tom Hanson, commander of County Jail #4, looks at his Monday morning count sheet. "Another two hundred bookings over the weekend," he sighs. "That brings our count to an all time high of eight-hundred and thirty-two."

His Day Watch Commander, Lt. Thomas, looks over from his desk. "Not bad, considering we have all of four hundred beds in this place. I tell you, Tom, the joint is getting ready to blow. I can feel it. We almost weren't able to break up those fights yesterday in C and A tanks. And, to top that off, Classification tells me that we've run out of Ad/Seg space and are housing some real marginals in General Population."

"I know", Tom replies. "To add to our headaches it looks like almost half the bookings this weekend were "Enroute State Parole" only. We can't afford to house many more gang members without risking a major

extension. I thought things would improve when the boss ordered us to stop taking any misdemeanor bookings. Instead, all we've done is fill the place up with felons, and violent felons at that."

"The biggest mistake we made is when we dumped another eight million dollars into this rat hole to keep it running for another ten years," Lt. Thomas replies. "Christ, you think we could have taken that money and built something that at least looks like it belongs in the twentieth century. At the rate we're going this building will hit sixty-five before I retire in two years."

At that moment, the main alarm board in the Facility Commander's office brays with its klaxon alarm. Lt. Thomas walks over and silences the siren. "I'd better go back and see what's going on," he says. "F tank this time, and we've got some real troublemakers there." "Let me know what you've got", Capt. Hanson replies, turning back to the mountain of paperwork on his desk.

Ten minutes later the intercom buzzes in the Captain's Office. "Captain Hanson," he says into the box. "Cap, this is Quinn in the capsule. It looks like we've got some problems in the back. I can see a group of cons, and they've got the Lieutenant and a couple of the guys. Looks like they're holding razors or shanks to their necks. I can see some blood on the Lieutenant's shirt."

"Oh shit, it's finally happened", the Captain thinks. "OK Quinn, seal off the back. No one in or out. Keep your eyes peeled and let me know if you see any activity." Sgt. Johnson," he yells, "get in here."

The next day, the media does a rehash of the event. Three deputies injured in the takeover. Two inmates killed in the assault. "Attica in our own Backyard"!!, the conservative press trumpets. "Jail Conditions Lead to Riot", the liberal press responds. The governor and the city manager both promise impartial investigations, as public pressure is brought to bear.

In a weeks time the jail is cleaned up and occupied again. The first day it opens it is filled to capacity, the second day overfilled. In two weeks the hostage incident, the assaults, and the deaths have disappeared from the headlines. Airline crashes, kidnaping, and the war in Lebanon have supplanted the riot in the public's short attention span. In six months, the Governor's Blue Ribbon Investigating Committee issues it's report. The copies go into the state files, to the Sheriff, and to the Board of Supervisors, where they gather dust. The cycle has begun again.

Scenario # 2

"Little Boxes"

The year is 2002. The scene is the jail farm of a large California county. The state is in the midst of a major depression. Unemployment is rife, and the crime rate has skyrocketed. The jail landscape is dotted with dozens of small "trailers", connected by covered runs of cyclone fencing. Over a thousand jail inmates call this home. A Federal Magistrate has come to tour...

"Well, Sheriff, it looks like you need to build more jail beds," Magistrate Miller intones from his desk in the makeshift hearing room. The areas I just toured are overcrowded and unsanitary. I note that they are also exceeding their state rated capacity by almost 100%. This court will not tolerate these conditions. By the terms of the 1996 consent decree you signed, you are supposed to shut receiving down when you are at 80% of your state rated capacity. In addition, you are supposed to have broken ground for a new fifteen hundred bed facility nearly a year ago. My Special Master informs me that a site has not even been settled on yet. Would you please be kind enough to explain the reasons for this lack of compliance to me?"

Sheriff Taylor, seated behind a table in his dress uniform, rises and addresses the court;

"Your Honor", he replies, "Since the depression began in 1998-1999, the arrest rate in this county has tripled. Crimes against persons as well as crimes against property have reached record highs. As you are aware, the jail system routinely issues direct citations to all nonviolent misdemeanor

criminals. In addition, we no longer allow Federal or State inmates to be housed in any of our local facilities. The local court has instituted night and weekend sessions to try to ease the overcrowding, and local police agencies have started citing as many crimes as they can on the street before they even get to us. The Department has also been ordering and constructing prefabricated housing as fast as it can be funded and made available. As you know, the Jail Construction Bond issue (Proposition 74) of 1998 was soundly defeated by the voters. It looks like this years construction bond issue is likely to fair the same way. This means that there will be no state money available for any new construction in the foreseeable future."

"I see, the Magistrate says, " and I sympathize with your problems. However, the Consent Decree you signed in 1996 promises all these improvements. As of now all that has been done is the placing of three dozen prefabricated boxes on two hundred acres of land. They're only supposed to house six hundred and eighty-eight, yet I note that the average daily population is over one thousand."

"I'm aware of that, Your Honor, and we are doing all that is in our power to get the population down to within rated limits. However, arrests continue, and the community will not stand for the release of violent criminals back onto the streets, misdemeanor or felons."

"Well then, lets take a look at building more space", the Magistrate replies. "I hereby order that the County of \_\_\_\_\_, and the Sheriff's Department therein construct two dozen additional modular units for the housing of inmates incarcerated in this county. These units are to be in place within the next six months. Furthermore, the county will pay a fine of \$100.00 dollars a day per inmate who is housed over the state rated capacity. If the construction is not completed on time, I will entertain a motion of contempt against the Board of Supervisors and the Sheriff. This hearing is adjourned."

The Sheriff walks away with the words to an old Malvina Reynolds song, "Little Boxes", echoing through his head.

Scenario # 3

"Sheep"

The year is 2015. Science has developed a chemical which, when injected into the human body affects the area of the mind that controls violent behavior. A single injection ensures that the person so treated will never act in any way to harm another human being. Legislation has been passed, and upheld by the Supreme Court, that any person, upon conviction of a third crime in which violence of any type has been used in the commission of the crime, is given this treatment as a mandatory part of their sentence. As it does not negate other types of antisocial behavior, however, the need for jails still exists.

The type of jail that evolved to fill the need of housing non-aggressive inmates was one that was experimented with in the 1990's. The "Campus Type" jail, with its' large open spaces, individual rooms, and escape resistant perimeter security seemed the ideal institution to lend itself to rapid conversion for the housing of non-aggressive inmates. In the past twenty years, this type of facility had come to be an acceptable type of jail in California. Forty-five of the fifty-eight counties now had this type of facility available.

The transition, however, was not an easy one. It was at first thought that by keeping the "NV's" (nonviolent), totally separate from the general

population of the jail community was the only way to insure their safety. After all, many of the general population had been convicted of one or two violent crimes, and were only awaiting the that last conviction to join the ranks of the "NV's" themselves. It was found by doing this that the "NV" population never adjusted to being around human beings who still had aggressive or violent tendencies. At the end of their sentences, when released back into the community, they were cast like sheep into a population of wolves. Many lives were lost before this program was looked at and readjusted.

To combat this the jail staff, now called monitors, developed a plan of slow assimilation back into the general population. Upon commitment to the facility, "NV's" would be housed in their own separate units. In these units, daily classes and seminars would be held by Jail Psychiatric Services on how to deal with violent and aggressive behavior. Then, as each individual "NV" was tested, they were allowed in the general population campus under the direct supervision of a monitor. As the "NV" showed the ability to cope with each violent contact, the monitor accompanied them less until they were on their own. Thus, in two to three months after arrival, the "NV" was part of the larger population, and had formed skills that would allow him to survive in the outside world without violent instincts.

Another major problem that surfaced was the tendency of "NV" inmates to make up for their lack of violent action by the use of more direct ,nonviolent action, such as escapes. The perimeter of the institution needed to be hardened many times over to compensate for the escapist behavior of this class of inmate. When captured, of course, they would cause no problems. They would just surrender peaceably and promptly start planning their next escape. As they were nonviolent, the decision was made to just allow them this as an outlet and to plan as quickly as possible to make the "escape resistant" perimeter escape proof.

On balance, the new generation campus type facility can be seen as a haven of tranquility in comparison with the hustle of the world outside. Properly administered and operated, it takes antisocial elements and transforms them into useful citizens when their sentences expire.

## POLICY CONSIDERATIONS

In the second half of this paper, I have chosen Scenario # 2, the "Little Boxes" scenario, as the one to form policy on. The thrust of the following sections will be to negate the construction of short term prefabricated housing that may, in future, be a problem in itself, and at the same time steer the county towards the construction of the type of facility that will best serve the needs of the City and County of San Francisco. The following policy considerations will give a general outline on how the future will be changed by today's actions.

- 1) Request the National Institute of Corrections do an inmate population management analysis to chart present and projected population flow for the county
  
- 2) Form a task force of senior Sheriff's officials, concerned citizens, and experienced jail architects and planners to write and submit suggestions for the type of jail needed in San Francisco County.
  
- 3) Send four deputies, two ranking and two line, to the National Institute of Corrections "Planning of New Institutions", (PONI) program.
  
- 4) Meet with representatives of the nine Bay Area county Sheriff's Departments to form a clearinghouse for the availability of short term jail space.

- 5 Present to the Special Master and the Federal Courts an alternative plan to housing inmates in prefabricated modules. This should emphasize alternatives that will not become part of a future problem. It should include short, medium, and long term planning and a specific time frame to carry it out.
- 6) Hold monthly community meetings to gain community support for the construction of a new facility.
- 7) Increase lobbying with the Mayor, the Board of Supervisors, and the State Legislature in Sacramento for funding and support to build a new facility.
- 8) Tour existing prefabricated facilities around the state and prepare a slide show highlighting the strengths and weaknesses of this approach.
- 9) Prepare and present quarterly reports to the Board of Supervisors detailing the current status of jail overcrowding as well as comparative statistics of jail violence.
- 10) Prepare a graduated citation-release program to use at different levels of overcrowding.
- 11) Meet with state and federal officials and lay the groundwork necessary to end existing contracts and to do away with the housing of any other than local inmates in the facility.

## STRATEGIC PLANNING

The following chapter deals with the area of strategic planning. Reviewing the scenarios in the last chapter, I chose to negate the construction of short term prefabricated inmate housing in San Francisco County while formulating a plan to build a new jail suitable to the future needs of the county as well as to satisfy the dictates of the Federal Consent Decree.

The groundwork for formulation of the strategic plan consisted of first analyzing the environment of the City and County of San Francisco, the Sheriff's Department, and the jails. The specific information as to the present strengths and weaknesses of the department as a whole, as well as its future adaptability to change was surveyed so that decisions could be made with a full understanding of the departments capability and adaptability in mind. Then the positive and negative aspects of the jail construction trends that were chosen were reviewed to bring strengths and weaknesses to light.

At the completion of the above task, I called my Nominal Group together to brainstorm a list of stakeholders whose behavior would be effected or could effect the lack of short term prefabricated inmate housing in San Francisco as well as the construction of a new jail facility. I then gave the nominal group copies of the State of California Population Projections for the year 2000, the Sheriff's Department Budget Summary, Proposition 52 monies available, Departmental Organizational Chart, Departmental Mission Statement, a section of the Federal Consent Decree dealing with overcrowding, and other relevent documentation(Appendix 8).

I asked the group, keeping in mind the trends and events forecast in the first part of the project, to give a policy/strategy statement on the type of jail construction necessary to fill the needs of San Francisco County for the next fifteen years, being as radical or creative as possible in their projections.

## THE ENVIRONMENT

The duties of the San Francisco County Sheriff's Department differ from those of most law enforcement agencies. As the City and the County of San Francisco share contiguous boundaries, the street enforcement duties are carried out by the San Francisco Police Department, while the Sheriff's Department is responsible for the jails, courts, and civil enforcement.

The Sheriff's Department consists of 411 sworn Deputy Sheriff's as well as 66 civilian personnel. As the major responsibility of the Department is the operation of the local jail facilities, over 300 officers, or 70% of the Department, are engaged in correctional related duties.

The county jail system of San Francisco consists of three major jail facilities. County Jail # 1, the main intake facility, was opened in 1962. Traditionally operated by the San Francisco Police Department, in 1976 it was taken over by the Sheriff's Department as part of a plan to consolidate the operation of all county jail facilities. The facility houses pretrial detainees arrested by the twenty-two separate law enforcement agencies that serve the city and county. County Jail #1 is located on the sixth floor of the Hall of Justice and is rated by the state to hold 426 inmates. On an average day the inmate population is 476. The design of County Jail #1 is linear with indirect supervision.

County Jail #2, located on the seventh floor of the Hall of Justice, houses inmates who have had their preliminary hearing in Municipal Court and have been held to answer or bound over for felony trial. In addition, inmates who are being held on federal charges are housed here. County Jail #2 is rated to hold 411 inmates, and over the course of a year is at 100% capacity.

County Jail # 3, located in San Bruno in San Mateo County, was constructed in 1934. Designed originally as a detoxification facility for San Francisco's many inebriates, it has evolved to house all sentenced misdemeanors for the county, as well as low level felons that there is no room for at the downtown facilities. County Jail # 3 is state rated to house 602 inmates, and on an average day houses close to 700.

In 1982, a Consent Decree was entered into by the Sheriff's Department, the plaintiffs who brought the lawsuit, and the Federal Government. This Decree mandated certain changes within the county jail system, mainly dealing with County Jail # 1. The main points dealt with overcrowding, understaffing, and treatment of the mentally ill. In June of 1986, a Special Master was appointed by the Federal Court to insure compliance with the Decree, as the plaintiffs attorneys were not satisfied that the Decree was being complied with in a timely fashion. The Consent Decree expires in 1989, upon the condition that the terms of the Decree are met to the satisfaction of the Federal Court.

Presently, the Federal Courts are taking a close look at the overcrowded conditions at County Jail #1. If more space is not made available, fines of \$100 a day per inmate over the rated capacity may be levied against the county. By looking at the average capacities at other San Francisco county facilities, it may be seen that they already meet or exceed their capacities. And while they are not presently covered by the existing Consent Decree, it would not be difficult to convince the Federal Courts that it is not proper to solve overcrowding at one facility by overcrowding another.

Demographically, San Francisco consists of a large minority population, a good portion who are recent immigrants, as well as large segments of other minorities. The housing prices have driven much of the middle class out to the surrounding suburban areas, leaving upper middle to higher classes, as well as lower middle to poorer classes as city dwellers. The biggest employers are the firms that have their World Headquarters in San Francisco, such as banks and insurance firms. These firms shoulder much of the city tax burden. Some large firms have already relocated to adjacent counties to take advantage of lower tax burdens, with a resulting net loss of jobs to San Francisco.

Politically, San Francisco County is very liberal. The Sheriff enjoys the support of the Mayor and the Board of Supervisors. In the field of jail construction, however, there are problems. The most powerful member of

the Board of Supervisors , the President, is a proponent of alternatives to incarceration. As such, she must be convinced of the need to build new physical jail plants, instead of an alternative untried method of jail alternatives. In addition, building space in San Francisco County is at a premium, which may limit the type of facility that can be planned. If the county decides to build on the existing land in San Mateo County, it can be expected that San Mateo residents will attempt to block the new construction in their county.

## THE TRENDS

In the first part of this project, five trends were chosen by the nominal group and designated as those that would have the most significant impact on the issue of jail construction in the next fifteen years. We will now examine these five trends for the purpose of judging the threats and opportunities that each offers to our agency and the strategic plan that is being designed.

### The "New Generation Jail"

As stated earlier in this report, the "New Generation Jail" incorporates the following principles in its design and construction;

- a) individual rooms for inmates
- b) fifty inmates or less per housing unit
- c) direct supervision by staff

Persons critical of this concept say that it is expensive (averaging \$85,000-\$100,000 per inmate bed), not staff efficient, relies excessively on electronics, and is unsafe for custody staff. In addition to this, many politically conservative counties see this as "coddling" inmates who have committed crimes in their jurisdictions. Thus, getting construction bond issues past the voters may be difficult.

Proponents of the "NGJ" concept state that the new style jail, while it may be more expensive at the outset, may prove to be cost effective in the long run.

As the housing areas are directly supervised by staff at all times, the incidents of vandalism and destruction of jail property are less, as are incidents of inmate to inmate violence. It has further been found that staff stress is lessened, and that staff professionalism increases.2

### The Prefabricated Jail

The prefabricated jail has evolved as a response to the need for inexpensive, rapidly built housing for jail inmates. Many counties, under the press of local or federal orders, have turned to this style of housing to meet their short term needs. On the positive side, prefabricated housing can normally be built for \$15,000-\$25,000 dollar per inmate bed. As well, it can be operational 9 to 14 months after ground breaking.

This, compared to the cost and time spent building traditional facilities, is an obvious benefit to those who are under pressure from external forces for more space.

On the other hand, the problems of using prefabricated jail facilities are many. As the cost of construction is lower, so is the quality of the product. Some prefabricated facilities have a life span of only two to three years. Then the problem of space and the constitutionality of living conditions must be faced again. Many counties have built this type of facility under the press of court action with no thought of a long term plan in mind. What then happens is that the prefabricated facility becomes the long term plan, as the press for space and the specter of court ordered fines is longer there.

### The Indirect Modular Jail

This jail type consists of a new modular style jail facility that incorporates indirect supervision to supervise inmates in housing areas. This means that officers may be behind some type of physical barrier, or use electronic means to observe inmate conduct. Many correctional administrators feel that this design is the best now available. It is the safest for staff, as there is no staff contact except in abnormal situations. It is politically feasible in that while it improves inmate housing conditions, it does not do it at the expense of the status quo.

On the downside, however, this jail is as expensive to build as the "New Generation Jail", and the style of supervision leaves the problems of vandalism and destruction of jail property not addressed. As well, it perpetuates the problems involved with inmates seeing the housing areas as "their turf", which staff only enters on rare occasions.

### Linear Remodel

The advantages of the linear remodel are tempting to all jail administrators. First, we have the costs. Upgrading existing facilities is normally very cost effective, as compared with new construction. Next, you have your operational systems already in place. The need for transition and new training is minor. And then, you have the physical plant itself. Linear style jails are the easiest to operate when in an overcrowded state. Bunk beds may be added to dormitory areas, or bunks welded into single cells, without losing the core of security needed to operate with a margin of safety.

Conversely, the linear jail design, even upgraded and modernized, has been repudiated by most correctional managers and administrators as being difficult to supervise, stressful to work in and dangerous for both staff and inmates. . By remodeling the linear design, 10-15 years of life may be added to a design whose function is now outmoded.

### The Campus Type Jail

The campus type facility is a great unknown for local county jails. Experimental in nature, the first example of this type will not open in California until 1990. It consists of individual inmate rooms, direct supervision by staff, a large school campus common area for inmate use, and a small maximum security holding area for inmates awaiting transportation to a more secure facility. It is being looked at as the possible successor to the "New Generation Jail", but for the next ten years will have to build a successful track record regarding cost, staff efficiency, lack of violence, and ease of operation.

Correctional administrators statewide will be watching this pilot program with great interest to see if proves to be a viable alternative for their jurisdictions.

## CAPABILITY ANALYSIS OVERVIEW

Two surveys were given out to a cross range of departmental personnel to estimate what the present perceived capabilities of the department as regards to strengths and weaknesses as well as the future adaptability of the department change. A total of eight people, sworn and civilian, were asked to complete the survey. The sworn personnel were of the rank of deputy through chief deputy. No persons who participated in the nominal group were included. An average of the eight responses were taken and plotted on the Capability Analysis Sheet-Present Capability (Appendix 5), and the Capability Analysis Sheet-Future Adaptability (Appendix 6).

### Present Capability

#### Strengths

Board of Supervisors support  
growth potential  
community support  
training  
pay scale

#### Weaknesses

manpower  
management skills  
facilities  
supervisory skills  
morale  
image

Other areas were seen as average and acceptable.

## FUTURE ADAPTABILITY

The second survey referred to adaptability to change, and not to strengths and weaknesses. It showed that the department will be reactive to change, rather than proactive. This is a "Marketing" mentality, one that seeks the familiar type of change. Traditionally, law enforcement agencies show little adaptability to change. Our department, through this survey, shows that it will seek a familiar type of change. It does not show, however, a department that anticipates and plans for change.

## STAKEHOLDERS

A stakeholder is defined as any vested special interest group whose behavior is affected or whose behavior in turn affects the issue. In this case, the issue is the future of the "New Generation Jail " in California. For forming a policy assumption, the question was asked, "If money was made available to build new or upgrade existing jail facilities in San Francisco County in the next fifteen years, what groups would have the greatest input into the location, size, type, and style of operation.

The following list of stakeholders were compiled using the same nominal group utilized in the first part of the project. (Appendix 3) The group brainstormed a list of stakeholders (Appendix 7), and after accomplishing that were asked to discuss and consolidate any stakeholders that may have repeated themselves. The group was asked to be especially aware of the "snail darter" effect. That is a small, hidden, non-obvious group or individual that might be the one that actually surfaces to interfere with the project.

The nominal group was then asked to look at the list and decide which stakeholders listed would have the largest impact on the issue and the policy assumption. The following six were chosen:

- |                                |                        |
|--------------------------------|------------------------|
| 1) Deputized Staff (all ranks) | 4) Local Taxpayers     |
| 2) Local Politicians           | 5) Local Judges/Courts |
| 3) Criminals/Inmates           | 6) Federal Judiciary   |

## STAKEHOLDER ASSUMPTIONS

A list of assumptions was then drawn in reference to the position of these stakeholders on the issue of not building short term prefabricated inmate housing and the construction of a new jail facility for San Francisco County. These assumptions were arrived at by comparing the role of the stakeholder and the community at large, and assigning a positive or negative role to the stakeholder as regards the total issue. A plus sign denotes the overall role the stakeholder would play as a positive one, a minus sign denotes an overall negative role.

### Deputized Staff-all ranks (+)

A new jail facility would be more efficient and easier to work in.

A new jail facility would open up job opportunities and promotional ranks.

Building short term housing would mean the overcrowding problem would just surface again in three or four years.

### Local Politicians (-)

Why not buy the cheapest housing available?

Jails are not a high visibility item.

Criminals do not vote.

By the time a new jail is built I'll be out of office.

### Criminals/Inmates (+)

Anything new is better than what we have now.

A newer facility would be better designed, so maybe the violence will be less.

Local Taxpayers (-)

A jail is costly to build and does not benefit the community as a whole.  
I don't want it built near me.  
Inmates get what they deserve.  
If we build short term, maybe in a few years the problem will solve itself.

Local Judges/Courts (+)

A new jail helps insure humane conditions.  
A new jail will be better designed for interviews and court actions.  
A new jail will not be overcrowded.  
A short term jail will mean that the problem will surface again in a few years.

Federal Judiciary (-)

If more inmate space is not built tomorrow, it may never be built.  
The counties have had more than enough time to solve this problem without our intervention, and have not done it.  
The inmates in overcrowded conditions are at risk now.  
Future planning for jails on a long term basis is not our job.  
If the jail meets state standards, then it is acceptable.



## SUMMARY OF STAKEHOLDERS ASSUMPTIONS

The positive and negative stances of the stakeholders chosen were seen to be evenly divided on the issues of size, location, type, and style of supervision. Assuming that was so, it pitted the deputized staff who work in the facilities, the criminals and inmates who live in the facilities, and the local judges/court system against the taxpayers who must carry a large portion of the bill for jail operation and construction, local politicians who mandate how money is to be spent, and the federal courts, who were brought in originally to settle inmate generated lawsuits, but now want to settle stipulated issues as quickly as possible with little thought to long term solutions.

The way to shift a stakeholders stance on the issues would be twofold. First, the taxpayers outlook must be shifted on the viability of building a cheap short term solution as opposed to a workable long term solution. If the taxpayers are convinced that it would benefit them in the long run, normally the local politicians would follow suit. If the politicians fell in line, local monies, as well as the possibility of local jail construction bond issues would become a reality.

The second part of the puzzle would be to shift the federal courts to make them more responsive to the long term needs of the county. In many cases, this could be accomplished by approaching attorneys who are party to a lawsuit against the county and convincing them of the need for future planning for inmate housing.

As a good faith gesture, the local court system and the Sheriff's Department could review citation and OR procedures, as well as timely arraignments and a night and weekend court so that the problem of jail overcrowding is kept to a minimum while the new jail facility is being constructed. These and other strategies will be addressed in the "Implementation" portion of this paper.

## EXECUTION

A packet of information (Appendix 8) was given to members of the nominal group to read and discuss. The group was asked to give a policy/strategy statement on the construction of a jail in San Francisco County in the next fifteen years. The following statements were the result of the above process.

- 1) San Francisco County will remodel its' existing linear jails so that they will be operational for the next 15 years.
- 2) San Francisco County will build a modular high rise direct supervision jail to house both pretrial detainees and sentenced misdemeanors in the county itself, and assist in its financing by selling the jails lands in San Mateo County.
- 3) San Francisco County will convert existing city buildings into misdemeanor jail facilities, opening jail space for felons.
- 4) San Francisco County will use the court system , jail alternatives, and citation programs to control the population of the jails, with no new construction.
- 5) San Francisco County will refuse to house either state or federal inmates unless sufficient funding is made available to build a new facility.

- 6) San Francisco will explore building a regional jail in conjunction with San Mateo and Marin counties to increase the availabilities of money and land.
- 7) San Francisco County will build a modular facility for pretrial detainees only and maintain and overcrowd the existing sentenced misdemeanor facility in San Bruno while construction is occurring.

As the statements were received from the group, they were incorporated on a rating sheet. This rating sheet assigns the value of 0-3 for feasibility and 0-3 for desirability. When the alternatives were filled in on the rating sheet, the sheet was returned to the group for numerical rankings on feasibility and desirability of the policy/strategy statements suggested. The following "Rating Sheet for Policy Delphi" is the average of the rating sheets received from the nominal group after they reviewed and completed them.

RATING SHEET FOR POLICY DELPHI

ISSUE:

Alternative # 1: San Francisco County will remodel its existing jails and keep them operational for the next fifteen years.

Feasibility	*DF	PF	PI	DI	Score
	(3)	(2)	(1)	(0)	3

Desirability	*VD	D	U	VU	Score
	(3)	(2)	(1)	(0)	1

Alternative # 2: San Francisco County will build a high rise direct supervision jail to house both pretrial detainees and sentenced misdemeanors in the county itself, and assist in the financing by selling the jail lands in San Mateo County.

Feasibility	*DF	PF	PI	DI	Score
	(3)	(2)	(1)	(0)	2

Desirability	*VD	D	U	VU	Score
	(3)	(2)	(1)	(0)	3

Alternative # 3: San Francisco County will convert existing city buildings into misdemeanor jail sites, opening space in the regular jails for felons.

Feasibility	*DF	PF	PI	DI	Score
	(3)	(2)	(1)	(0)	1

Desirability	*VD	D	U	VU	Score
	(3)	(2)	(1)	(0)	1

Alternative # 4: San Francisco County will use the court system, jail alternatives, and the citation and release programs to control the population of the jails, with no new construction.

Feasibility	*DF	PF	PI	DI	Score
	(3)	(2)	(1)	(0)	0

Desirability	*VD	D	U	VU	Score
	(3)	(2)	(1)	(0)	3

\*DF-Definitely Feasible  
PF-Probably Feasible  
PI-Probably Infeasible  
DI-Definitely Infeasible

\*VD-Very Desirable  
D-Desirable  
U-Undesirable  
VU-Very Undesirable

Alternative # 5: San Francisco County will refuse to house either state or federal prisoners unless sufficient funding is made available to construct and operate an indirect supervision modular facility.

Feasibility	*DF (3)	PF (2)	PI (1)	DI (0)	Score 2
Desirability	*VD (3)	D (2)	U (1)	VU (0)	Score 2

Alternative # 6: San Francisco County will explore building a regional jail in conjunction with San Mateo and Marin counties to increase the availability of money and land.

Feasibility	*DF (3)	PF (2)	PI (1)	DI (0)	Score 1
Desirability	*VD (3)	D (2)	U (1)	VU (0)	Score 2

Alternative # 7: San Francisco County will build a modular facility for pretrial detainees only while maintaining and overcrowding the existing sentenced misdemeanor facility in San Bruno while construction is occurring.

Feasibility	*DF (3)	PF (2)	PI (1)	DI (0)	Score 3
Desirability	*VD (3)	D (2)	U (1)	VU (0)	Score 2

\*DF-Definitely Feasible  
 PF-Probably Feasible  
 PI-Probably Infeasible  
 DI-Definitely Infeasible

\*VD-Very Desirable  
 D-Desirable  
 U-Undesirable  
 VU-Very Undesirable

## RECOMMENDED STRATEGIES

Using the rating sheet and our nominal group (Appendix 3) the following three alternative strategies were chosen as legitimate policy statements. They were chosen using three criteria: highest number of total rating points, second highest number of total rating points, and the most polarized of all alternatives.

Alternative # 2 San Francisco County will build a high rise direct supervision jail to house both pretrial detainees and sentenced misdemeanors in the county itself, and assist in the financing by selling the jail lands in San Mateo County. (5 points)

Alternative # 7 San Francisco County will build a modular facility for pretrial detainees only while maintaining and overcrowding the existing sentenced misdemeanor facility in San Bruno while construction is occurring. (5 points)

Alternative #4 San Francisco County will use the court system, jail alternatives, and the citation and release programs to control the population of the jails, with no new construction. (3 points)

Building a high rise direct supervision facility in San Francisco County while selling the jail lands in San Bruno to help finance the construction (Alternative # 2) was seen as more desirable but less feasible than building a modular facility for pretrial detainees only and overcrowding the San Bruno jail during construction. (Alternative #7)

Alternative # 4, using the court system, jail alternatives, and citation and release programs to control population, with no construction planned, was the most polarized of the alternatives. This was rated at 0 points for feasibility, and 3 points for desirability by the group polled.

Discussion was held over the various strengths and weakness of alternative #2 and alternative #7. It was decided that each had good and bad points, and that a combination of all three strategies would give the county the optimum chance for success in constructing a new jail facility.

#### COURSE OF ACTION

The course of action selected is to build a high rise direct supervision jail in San Francisco County to house 600 intake pretrial detainees. The existing County Jail # 1 will stay in operation until completion of the new facility, at which time it will become part of County Jail # 2, and house felons that have been Held to Answer or other appropriate inmates. To keep overcrowding at other county jail facilities at a minimum, it was decided to use a liberalized citation and release policy, as well as implement night and weekend courts.

## IMPLEMENTATION

In the previous chapters, the following questions were answered;

- Who? Members of the San Francisco Sheriff's Department
- What? will plan to construct, maintain, and operate a high rise direct supervision modular jail to house 600 intake pretrial detainees
- Where? in San Francisco County
- When? within the next three to five years
- Why? to modernize and expand the county jail system and to satisfy the Consent Decree entered into by the Department, the plaintiff's attorneys, and the Federal Court.

This chapter will address the "how " of accomplishing the above. The proper planning systems are crucial to complete the course of action to the satisfaction of the Department's plan.

## Planning Systems

To insure continuity of communication and planning and a work load that would be feasible for all personnel concerned, the planning committee for the Sheriff's Department will consist of four teams of two persons each.

- Finance** This team will be responsible to lobby for and keep track of all monies necessary to finance the construction and completion of the physical jail plant.
- Political/Community** This team will have the responsibility of raising community consciousness as to the need for a new facility, as well as lobbying local, state, and federal politicians to support the project. A member of this team will be designated project manager as well as head negotiator for the department.
- Staffing/Logistics** This team will be responsible for liaison with Civil Service as to personnel needs, planning and writing operational and procedural manuals, and procuring equipment necessary to operate the new facility.
- Jail Design** This team will be responsible for the planning and monitoring the construction of the physical jail plant, contracts and estimates from local vendors for post operational services, and serve as liaison with all construction contractors and vendors.

A subcommittee will be formed of the Finance and Political/Community Support teams as one part and the Staffing/Logistics and Jail Design teams as the second part.

#### Team Composition

Team members will be sworn and civilian members of the San Francisco Sheriff's Department as well as appropriate members of local government agencies. The Sheriff shall appoint a Project Manager of the rank of Lieutenant or above who will assist in the selection of team members. Resumes will be accepted from sworn staff from the rank of Deputy through Captain, as well as from full time civilian staff. The Sheriff and the Project Manager shall hold interviews with candidate members prior to filling team slots. One member of the Jail Design team shall be a representative of the county Bureau of Architecture. This member shall serve as liaison with the Department of Public Works on all matters dealing with construction. One designated member of each team will be assigned full time planning duties from date of appointment. The second member will be assigned planning duties as collateral duty until such time as work load increases to full time status.

#### General Time Frames

6 Months to 2 Years Preplanning phase- Team meeting with the Sheriff will be held monthly, while subcommittee meeting would be held bimonthly to check progress. During this time changes will occur slowly and be highly predictable.

2 to 5 Years

Construction Phase-Team meeting with the Sheriff held biweekly, team meetings held weekly. At this point changes occur rapidly and are highly unpredictable.

5 to 7 Years

Review and Critiques-Team meetings with Sheriff held quarterly and team meetings held monthly to review overall facility operations and problems.

Staffing/Logistics and Jail Design subcommittee should meet weekly during the first year of operations deal with construction, staffing, or equipment problems rapidly.

## THE ISSUES

The issues addressed herein are just a small cross section of those that might arise during negotiations with our different stakeholder groups. Some issues will be more important to one group than to another, while other issues will overlap all groups. Each issue must be taken seriously and weighed on merit, as it is the issue that is overlooked or deemed insignificant that may cause the project to fail.

### Non-Negotiable Issues

#### 1) The need for a new jail

This is the most important issue to be dealt with. By definition, it must be settled prior to moving to any other item. If the major stakeholders cannot be convinced of the necessity to build the jail, all other points are moot.

#### 2) Final design approval rests with the Sheriff

As the responsibility for the safe and proper operation of the new facility rests with the Sheriff and members of the Sheriff's Department, it is only proper that the authority to make final design approval also rests with him. In a political milieu such as exists in San Francisco, too many local power brokers would attempt to control the design and construction to suit their own agendas.

#### 3) Bidding of Outside Contracts

This is set by the Charter of the City and County of San Francisco.

## Negotiable Issues (by priority)

### 1) Funding

Upon review of available monies, it appears that San Francisco County will need to raise approximately 35 million dollars to finance a 600 inmate bed facility @ \$100,000 per bed. 25 million is now available through Proposition 52 and matching county funds. The total construction cost will be approximately 60 million dollars. Every effort must be made to insure that all county, state, and federal sources are tapped to make up the shortfall.

### 2) Location

The issue of location is one that has stopped the construction of many jails before it began. Citizens and taxpayers do not desire to have a jail located near to where they work or live. Business and residential areas alike are concerned with property values and a real or perceived increase in the crime rate in the area surrounding a new jail. Using existing locations would be the ideal scenario. In the case of expansion, however, a careful survey still must be taken of the impact to the surrounding community.

### 3) Size

Many jails have been designed and built so that they are overcrowded on the day that they are opened. The issue of size must be dealt with by a

committee of city and county planners with the best knowledge of population flow and crime projections well into the 21st century. As part of the first nonnegotiable issue, the final determination of size would rest with the Sheriff. However, there may be some give and take to satisfy a stakeholders needs.

#### 4) Jail Programs

Politicians and minority power brokers will be very interested in this issue. In penology, program building is where most behavioral experimentation begins. As the jail being built is meant to house only pretrial detainees, however, jail programs will be limited to short term service oriented programs, religious providers, and prerelease service counseling for the most part. Some concessions in this area, if they do not jeopardize security, will go a long way in making the project acceptable to the community.

#### 5) Contractual Services

Private industry may be called upon to supply services to the county on a contractual basis to help run the new facility. Food Services, Laundry, Medical, and Engineering and Support are services that the local community may be called on to provide.

## NEGOTIATIONS

<u>The Issue</u>	<u>The Negotiator(s)</u>	<u>The Stakeholder(s)</u>
Funding	Finance team	taxpayers local politicians

Strategy: The first step in negotiating with the taxpayer is to show a real need for the construction of a new jail facility. As representatives of taxpayers groups have little or no experience with the county jails, tours must be arranged and the jail expertise of the negotiator must be honestly shared with taxpayer representatives. When negotiating, personalize the experience. (You remember how bad that area of the jail looked, don't you? The second step will be to show the taxpayer what their money will be buying, as well as the improvements in officer safety, inmate safety, and community security. A tour of a functioning "New Generation Jail" would be appropriate. The taxpayer representatives should be shown how a local jail reflects the community at large, and how people incarcerated in the local jail are friends and relatives of citizens who live and work in the community. The third step is to show the taxpayers how the state is making available 25 million dollars through state bond issues, and how the city will attempt to procure 5 million dollars from the federal government by offering them a negotiated contract to house federal inmates at a per diem rate for a stated length of time. The 5 million

dollars from the federal government would be money given in good faith to negotiate the contract. The per diem money paid for actually housing the federal prisoners would go to the Sheriff's Department to defray ongoing operating expenses when the jail opens. They must further be shown that lobbying in the state capitol is taking place and that efforts will continue to have further state jail construction bond issues placed on the ballot to help finance construction.

Once the taxpayer representatives are shifted to a positive or at least a neutral stance, the job of negotiating with local political leaders will be made easier. Politicians must be shown the liability of running a jail outside of minimum jail standards, in terms of money as well as safety, as well as the benefits to the community as a whole to operating a modern jail. Media pressure, to a point, may also be used to increase community awareness of existing conditions in the jail. One must be careful, however, not to embarrass or make an enemy out of someone that you are negotiating with.

<u>The Issue</u>	<u>The Negotiator(s)</u>	<u>The Stakeholder(s)</u>
Location	Political/Community Team	local citizens local politician businesses judges/courts

Strategy: Location will involve all these major stakeholders, as well as many minor ones not listed. The residents and businesses in the areas under review must be shown that the jail will not have substantial negative impact either on their livelihood or quality of life. If new construction is involved, it will be likely that an Environmental Impact Statement will be required, which could be used to convince taxpayers and businesses that no major changes will occur. Local judges will be involved because the transportation time between the jail and the court rooms affects the way they operate their courts. They must be convinced that if there is any distance between the jail and courts that a transportation system will be set up that will be responsive to the needs of the courts. Some new construction intake jails now use video studios for arraignments. This might be a strategy to use to gather the support of the judges. Local politicians, again, will follow the lead of the taxpayers and the businesses owners in the district that the jail is to be located in. Again, their response will be predicated on how well the job was done convincing them of the necessity of the new jail construction.

<u>The Issue</u>	<u>The Negotiator(s)</u>	<u>The Stakeholder(s)</u>
Size	Jail Design Team	Federal Judiciary Deputy Sheriff's Taxpayers

Strategy: The size of the new construction will be critical to future operations. If not properly planned, the jail can be overcrowded and outmoded the day it is opened. The existing intake facility in San Francisco is rated to hold 426 inmates. Over a years time, its daily population averages out to approximately 476, with a high of 600 during peak months. Even though the population of San Francisco is expected to drop over the next fifteen years., the crime rate will remain constant or increase. This means that the jail will have a steady increase in population for the next fifteen years.

The interest of the Federal Judiciary stems from the fact that the new jail will be used to relieve overcrowding in the one presently covered by the Consent Decree. In addition, jail bed space that is not used for the counties immediate needs may be rented to the federal prison system for use of federal inmates standing trial. The federal government, of course, would be expected to defray the cost of construction as well as pay a per diem fee for the use of this space.

The Deputy Sheriff's Association would be interested in the size of the facility because of working conditions and number of Deputy Sheriff's necessary to man the new jail, as well as the required number of supervisors necessary to manage. The negotiators must be careful not to lock the county government into promising numbers of staff that will never be hired. The Staffing/Logistics team should be brought in for support when this phase of negotiations are reached.

<u>The Issue</u>	<u>The Negotiator(s)</u>	<u>The Stakeholder(s)</u>
Jail Programs	Staffing/Logistics Team	Criminals/Inmates Local Politicians Deputy Sheriff's

Strategy: Jail programs are an issue that may be used to gain points with other stakeholder on more vital issues. Many local community service and religious agencies, composed of local residents and taxpayers, desire to furnish various types of services to jail inmates. In return for their support of the construction issue, some give and take regarding jail programs might be in order. The inmates, who are the end receivers of this service, should be polled to see what services are the most needed and the most utilized in the existing facility. The results of this poll could be used to keep unwanted service providers out, as well as to designate the providers that would actually do the most good.

It always be remembered during negotiations that the prime function of the jail is security. The negotiators must be on guard so that they don't "give away the store" to obtain some concessions further down the line. Otherwise, the Deputy Sheriff's Association may cause problems.

<u>The Issue</u>	<u>The Negotiator(s)</u>	<u>The Stakeholder(s)</u>
Contractual Services	Staffing/Logistics Team	Local Vendors Criminals/Inmates

Strategy: Many county jails operate today with food services, medical services, or engineering services contracted out to private vendors. In many cases, this is saving the taxpayers large amounts of money and keeping county government out of businesses that it should not be in. The Staffing and Logistics team must work closely with the Jail Design team so that proper coordination in the planning of contractual services is obtained. The key to negotiating with vendors is to make sure that the specifications for bids and services are drawn up with attention to the most minute detail. As was stated previously, the actual bidding of contracts is set by city charter and is not negotiable. What services will be contracted is the final decision of the Sheriff.

As with program providers, the inmates are the end users of many services provided. During the negotiation process, their needs must be taken into consideration also.

## TRANSITION MANAGEMENT

Transition management is the ability to assess the level of organizational and managerial readiness to change. To do this, you must be able to identify and evaluate critical mass within the organization and devise strategies for gaining commitment from key individuals within the critical mass. One must first identify the individuals and their position on the issue, assess their readiness to change (Appendix 9), and then devise strategies for shifting their positions from opposition to one of active support or neutrality.

### Critical Mass

Critical mass consists of the minimum number of individuals, who, if they support change, make it likely to succeed. Conversely, if the same people oppose the issue, it will fail. On the issue of constructing a new 600 bed high rise direct supervision modular facility in the City and County of San Francisco, the critical mass consists of the following groups;

- 1) Sheriff's Department Administration
- 2) Local Taxpayers Association
- 3) Board of Supervisors
- 4) Mayor

5) Local Grass Roots Power Bloc

To be able to deal with the number of people represented by the above group, individuals must be identified so that the person who actually controls the groups may be dealt with. The following individuals are seen to actually represent or deliver the votes of the above groups;

The Sheriff -Sheriff's Department Administration

President of Local Taxpayers Association

President of the Board of Supervisors

Mayor of San Francisco (Dianne Feinstein, the present Mayor is completing her last term of office and cannot run for reelection)

Spokesman for a loose association of powerful grass root organizations.

Current Levels of Commitment

The Sheriff

The Sheriff is committed to make change happen. By personal knowledge, I have learned the construction of a new jail facility in the county will be a credit to his administration and of great benefit in assisting the department in fulfilling its mission.

### President of the Taxpayers Association

The position of the taxpayers, which will be reflected in the position of their president, is that jails are costly to build and benefit very few in the community at large. Their literature indicates if taxpayers cannot be convinced that the need is real and that state and local agencies will bear part of the burden, they will actively work to block change.

### The Board President

The President of the Board of Supervisors would be likely to block change. At open hearings it has been indicated that this is not because she does not want a modern jail, rather because she feels that there are alternatives available to incarceration that should be explored prior to spending money to construct a new facility.

### The Mayor

The mayor is the most powerful politician in a charter city. In San Francisco, the budgets of most city departments rests within the mayor's powers. If the budget is not threatened by the construction, the mayor would probably let the change happen.

### Spokesman-Grass Roots Power Block

The political structure of San Francisco is made up of a loose coalition of liberal political groups. Their leader is probably the most recognized and best known spokesman of these groups. Historically, these groups have supported jail related improvements and would help change occur. With the President of the Board's outlook on jail alternatives, however, this might change to only let change occur.

## COMMITMENT PLANNING

What do you need from the critical mass?

Where does "critical mass" (individually) stand  
now regarding the change?

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
The Sheriff				X
Pres. of Taxpayer Assn	X			
Pres-Board of Supes	X			
The Mayor		X		
Spokesman-Power Block		X		

## Changes of Commitment

Reviewing the previous graph, we note the following:

One individual, the Sheriff, is in the "Make Change Happen" category. This is appropriate as he will be the catalyst for the entire project.

Two individuals, the Mayor and Leader of the Local Power Bloc, are in the "Let Change Happen" category. As it stands, they will not impede nor help with the construction of a new jail. Negotiations should begin to shift one or the other to the "Help Change Happen" category. Having the mayor in this category would be a powerful tool when dealing with people in the "Block Change" category. Having the Leader of the Local Power Block would help shift the mayor.

The final two individuals, the President of the Board of Supervisors and the President of the Taxpayers Association, are in the "Block Change" category. To accomplish the changes necessary, these two must be moved into the "Let Change Happen" category.

With the taxpayers the initial step might be "show and tell". As the representative does not have much jail knowledge, tours could be set up to show the actual deterioration of the physical plant as well as the conditions in an overcrowded facility. At the same time, a slide show could be conducted showing a modern "New Generation Jail" facility and stressing the positive aspects in cost savings, a less stressful environment for both inmates and staff, and the lessened liabilities.

With the President of the Board of Supervisors, it will be more difficult. Her outlook on the use of jail alternatives are held as part of her basic belief system. To change this, it must be shown what alternatives have been tried, where they have been tried, and whether these alternatives have been successful or not. It should also be pointed out that not all crimes or individuals are appropriate for jail alternatives, and the ones that are not will still need functional and constitutional housing. It might be expedient to test one or two of her ideas on jail alternatives and make a good faith effort to see if these are workable given present conditions.

## MANAGEMENT STRUCTURE

To facilitate the construction of the new jail, a management structure must be in place to efficiently coordinate the project. In this section, I will propose the two most likely alternatives that would be functional on a project of this type. For the purpose of assigning the technology, however, I will use alternative # 1, the Assigned Project Manager.

### 1) Assigned Project Manager

The assigned project manager would be an experience departmental officer of the rank of lieutenant or above. He/she would be assigned full time to the task of overseeing, planning, negotiating, and troubleshooting the construction of the new facility. The project manager would work with planning teams chosen jointly by him/her and the Sheriff, as well as a committee composed of a diagonal slice of persons in the subsystems (i.e. line staff, middle management) that are most affect by the change.

### 2) The Hierarchy

This management structure utilizes the existing hierarchical structure of the department to plan and oversee the new jail construction. Each member of the management team would be assigned specific tasks and areas of responsibilities. This would mirror the team breakdown discussed under "Planning Systems", only the persons involved would be chosen by rank and position instead of specific talents. It must be remembered that if this structure was used that these job assignments are collateral duties only for these personnel, and that they would be expected to complete their normal managerial and operational functions.

## TECHNOLOGY

After the Sheriff selects the project manager, the Sheriff will take the following steps to insure that the scope of the Project Managers' duties and authority are clear;

- a) The Sheriff will make a public announcement of the appointment of the Project Manager, outlining the duties and responsibilities of the job as well as his expectations for success.
- b) The Project Manager, along with the Sheriff and Divisional Department Chiefs, will select the four teams (Planning Systems) that will accomplish the planning for the new facility.
- c) The Project Manager and the Sheriff will interview the candidates chosen to insure suitability for selection.
- d) The Project Manager will then schedule the first team meeting, using the Meeting Design Checklist (Appendix 10)

### First Meeting

The Sheriff will call the first meeting and speak to the assembled team members as to his ideas, outlook and vision. He will set the tone for the project and let each member know his expectations as closely as is possible. The Project Manager will act as facilitator of the first meeting.

The Project Manager will call and chair all subsequent meetings. The Sheriff should now appear only to check progress and at the invitation of the Project Manager.

### Team Dynamics

#### Phase I-Plan and Organize.

The teams will begin to build commitment and understanding. Communication strategy, management rolls, and selection processes will begin. Specific goals, responsibilities and time frames will be set.

#### Phase II- Implement

The implementation of the different phase begins. Studies are carried out, and new systems integrated.

#### Phase III-Formalize

The new structure is formalized

#### Phase IV-Evaluate

The transition is evaluated, as well as steps set in place to monitor the new organization.

### Human Resources

In the planning, development, and operational stages of the new facility, the Sheriff's Department must take full advantage of the many skills and talents available from person already employed by the department. In addition, skill necessary for future operations must be identified and

written into the Civil Service testing procedures so that future employees have the knowledge necessary to function in the Department.

The desired organizational culture of the San Francisco Sheriff's Department is one that:

- 1) Rewards self motivated employees as well as encourages employees to improve themselves.
- 2) One that is ethical and moral in the light of the times.
- 3) Has a management philosophy that takes people as well the job into account.
- 4) Reflects the ethnic makeup of the community.
- 5) Searches out and rewards special talents used to further the Departmental goals.

## CONCLUSION

In the beginning of this paper, the question was asked "What is the future of the "New Generation Jail" in California? To find the answer, a survey was conducted with nine counties throughout the state. The results of this survey showed that four of the nine counties queried were either in the planning and design stages or actually building "New Generation Jails". Of these four, two were under court orders of various types to relieve overcrowding, and two were not. The counties that are building or planning to build range in population from 360,000 (Sonoma) to 1,750,000 (Santa Clara), and have daily inmate populations from 500 inmates to 3200 inmates. The "New Generation Jail" concept seems to be growing roots in the northern and eastern parts of the state, with the southern areas constructing new modular facilities with the old style of indirect inmate supervision.

The reasons for this varied. Some of the counties queried felt that the "New Generation Jail" concept had not yet been proven. Others felt that while it might work for minimum to medium security inmates, it would not work with maximum security inmates. The cost factors and political climate of the areas also had much affect on the design of jails being built. Jail managers and administrators felt that the cost of staffing would be higher than indirect supervision jails, and that it would be more difficult in their political climate to obtain funds for additional staff for use in this type of facility.

The most constant criticism was of the type of inmate supervision necessary to make a jail "New Generation." Many correctional managers did not feel that the direct style of inmate supervision was safe for staff or had major impact on inmate behavior. They felt that by building the modular design instead of the old linear styles that their jurisdiction would benefit as much as the counties that were building modular and using direct supervision.

Even with these drawbacks, however, over 40% of the counties surveyed felt that the concept had sufficient credibility to make them want to construct these types of facilities.

The paper then looked at how one county, San Francisco, choose the design appropriate for its needs, the location, and the planning process that must take place prior to building a "New Generation Jail". This planning phase alone covers over two years, while it might take five to eight years before the new facility actually begins operations.

In the next twenty years, local correctional systems in California will see changes that far exceed any that have occurred in the correctional field in the past two hundred years. Linear style jails will be torn down, and in their place modern modular jails will arise. New supervisory techniques will be employed that will take the jails back from the inmates and make them a safer, less stressful place to live and work. Deputy Sheriff's and Correctional Officers, who are the heart of the local corrections systems, will find new pride in their work, and the California correctional system will be one of which the people of the state can be proud.

END NOTES

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- 6           Department of Finance Research Unit, Projected Total Population of California Counties July 1, 1985 to July 1, 2020. (State of California 1986)
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**APPENDIX**

PROPOSED CONSTRUCTION SURVEY  
Propositions 16,2,52

County \_\_\_\_\_

Contact Name \_\_\_\_\_

Total of personnel in your Department? Sworn \_\_\_\_\_; Non-sworn \_\_\_\_\_;

Avg. Daily Inmate Population (1986) \_\_\_\_\_

Is your county under a Federal, State, or Local Consent Decree due to overcrowding in the local jail system?

\_\_\_\_yes

\_\_\_\_no

NUMBER OF EXISITING COUNTY FACILITIES?

Type II (Pre-sentenced to 1 year) \_\_\_\_\_

Type III (Sentenced to 1 year) \_\_\_\_\_

NEW CONSTRUCTION ONGOING/PLANNED USING PROPOSITIONS 16,2,52 MONIES?

Type II \_\_\_\_yes \_\_\_\_no \_\_\_\_possible

Type III \_\_\_\_yes \_\_\_\_no \_\_\_\_possible

If yes or possible to above, what design of facility(s) is being planned?

Facility #1;

Podular\* \_\_\_\_\_

Linear \_\_\_\_\_

Honor Farm \_\_\_\_\_

Other (explain) \_\_\_\_\_

\*Podular refers to 40-50 cells arranged around a common living area.

Facility #2;

Podular\*\_\_\_\_\_

Linear\_\_\_\_\_

onor Farm\_\_\_\_\_

Other (explain)\_\_\_\_\_

What type of inmates will be housed in the new facility(s)?

Facility # 1;

\_\_\_\_\_pre-trial detainees

\_\_\_\_\_sentenced misdemeanors

\_\_\_\_\_post held to answers

\_\_\_\_\_females only

\_\_\_\_\_other(explain)\_\_\_\_\_

Facility # 2;

\_\_\_\_\_pre-trial detainees

\_\_\_\_\_sentenced misdemeanors

\_\_\_\_\_post held to answers

\_\_\_\_\_females only

\_\_\_\_\_other(explain)\_\_\_\_\_

What security level will these inmates be?

Facility #1;

\_\_\_\_\_minimum

\_\_\_\_\_medium

\_\_\_\_\_maximum

\_\_\_\_\_other(explain)\_\_\_\_\_

Facility #2;

\_\_\_\_\_minimum

\_\_\_\_\_medium

\_\_\_\_\_maximum

\_\_\_\_\_other(explain)\_\_\_\_\_

What type of inmate supervision will be utilized?

Facility #1

\_\_\_\_\_direct\*

\_\_\_\_\_indirect\*\*

Facility #2

\_\_\_\_\_direct\*

\_\_\_\_\_indirect\*\*

What is the planned overall inmate population of the new facility(s)?

Facility # 1:\_\_\_\_\_

Facility # 2\_\_\_\_\_

What is the Project Cost? Facility #1 \_\_\_\_\_ per inmate?\_\_\_\_\_

Facility #2 \_\_\_\_\_ per inmate?\_\_\_\_\_

Estimated Completion Date? Facility #1 \_\_\_\_\_

Facility #2 \_\_\_\_\_

\*Direct Supervision means that the correctional officer is stationed in the housing area with the inmate population

\*\*Indirect Supervision includes the use of CCTV for inmate supervision, as well as any existing barrier between staff and the inmate population

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Was/will a professional jail planning firm be employed in the planning of the new institution(s)?

\_\_\_\_\_yes      \_\_\_\_\_no

Was the PONI (Planning of New Institution) Program made available by the National Institute of Corrections utilized in the planning of the new institution(s)?

\_\_\_\_\_yes      \_\_\_\_\_no

If no new construction is planned, will available Proposition money be used to improve existing facilities?

\_\_\_\_\_yes

\_\_\_\_\_no

If the answer is yes, what type of facility is to be improved?

\_\_\_\_\_Type II

\_\_\_\_\_Type III

\_\_\_\_\_Both

Other(explain) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

"NEW GENERATION JAIL\*" SURVEY

What is the design of Type II jail facilities presently in use in your county?

Facility #1;

- Linear
  - Podular/Direct supervision
  - Podular/Indirect supervison
  - Honor farm
  - Other (explain)
- 

Facility #2;

- Linear
  - Podular/Direct supervision
  - Podular/Indirect supervison
  - Honor farm
  - Other (explain)
- 

What is the design of Type III jail facilities presently in use in your county?

Facility #3;

- Linear
  - Podular/Direct supervision
  - Podular/Indirect supervison
  - Honor farm
  - Other
- 

Facility #4;

- Linear
  - Podular/Direct supervision
  - Podular/Indirect supervison
  - Honor farm
  - Other
- 

What year were the jails referred to above constructed?;

Facility #1; \_\_\_\_\_

\* The term "New Generation Jail" is defined as a jail that utilizes podular living areas of fifty inmates or less grouped around a central area, under the direct supervision of custodial staff, such as is now in use in Contra Costa County.

Construction year? (continued)

Facility #2; \_\_\_\_\_

Facility #3; \_\_\_\_\_

Facility #4; \_\_\_\_\_

Does the present type of jails in use in your county meet the needs of your county as far as design is concerned?

Explain \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Has your county ever considered construction of a "New Generation Jail"??\*

\_\_\_\_yes \_\_\_\_no

Did any planning group or professional jail architects or planners recommend or suggest the construction of a "New Generation Jail"?

\_\_\_\_yes \_\_\_\_no

Is there any reason why your county would not construct a "New Generation Jail"??\* (eg. too costly, not politically popular, not staff efficient)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



RAW SURVEY DATA  
PROPOSED CONSTRUCTION/NEW GENERATION JAIL QUESTIONNAIRE

County	Population	Inmate Pop.	Type of Jail	Cost (est)	Complete(est)
Contra Costa	700,000	850	Campus	48mil.	1/90
			Med.Facility	?	?
San Joaquin	385,000	1100	Pre-fab resident	1.5mil.	7/88
			NGJ	40mil.	6/90
Sonoma	360,000	500	NGJ	41mil.	7/88
San Francisco	700,000	1700	Pre-fab	5mil.	1/89
			Linear Remodel	14mil.	1/90
			NGJ	68mil.	1/94
Riverside	700,000	1700	Mod. Indirect	41.5mil.	1/89
Fresno	500,000	1426	Mod. Indirect	36.5mil	11/88
San Bernadino	1.1mil.	1500	Mod. Hybrid*	63mil.	3/90
Orange	2.2mil.	3174	Mod. Hybrid*	67mil.	6/87
Santa Clara	1.75mil.	3200	NGJ	50mil.	12/87
			Complex Upgrade	120mil.	3/89

This data includes facilities that are already in the building stage as well as some that are in the rudimentary planning stages to take advantage of Proposition 52 monies. The dates and costs are estimates only.

The following graphs indicate the size of the largest facility by inmate population that each county surveyed is planning or building, as well as the average cost per inmate to build the facility in question.

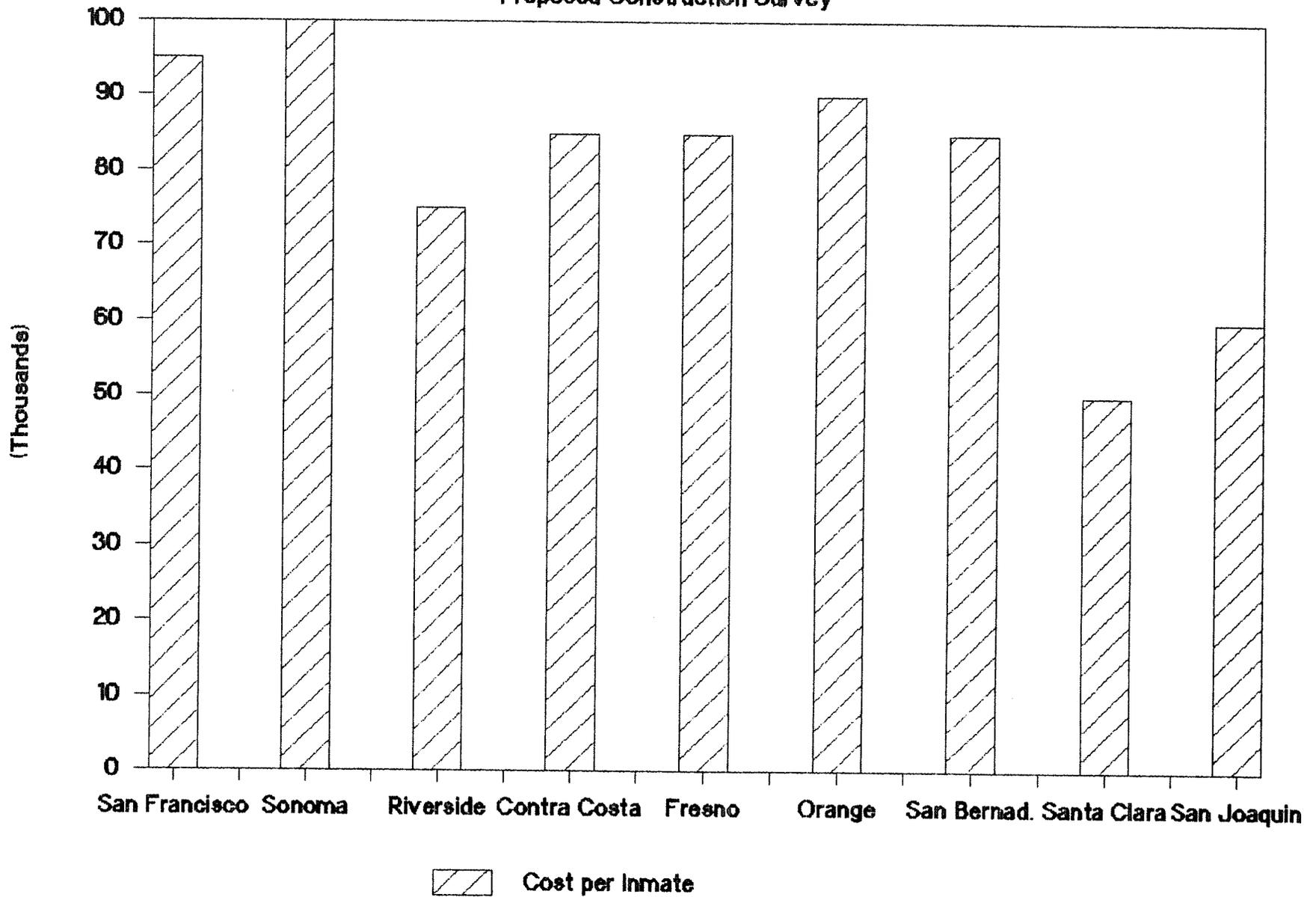
\* A hybrid, for the purpose of this report, is defined as a modular jail in which both direct (deputy in living area) and indirect (deputy in capsule) types of supervision are to be utilized. As this raises the question of cost/staff effectiveness, it is thought that either one or the other type of supervision will be utilized in the finished product.

RAW SURVEY DATA  
PROPOSED CONSTRUCTION/NEW GENERATION JAIL QUESTIONNAIRE

<u>County</u>	<u>Contact Person</u>	<u>Current Federal, State or local court order?</u>
Contra Costa	Jerry McClennan	no
San Joaquin	Stephen Keeter	no
Sonoma	Lt. J. Husset	yes
San Francisco	Lt. M. Lavigne	yes
Riverside	Capt. Spain	yes
San Bernadino	Lt. McCormick	no
Fresno	Lt. Patagni	yes
Orange	Capt. King	yes
Santa Clara	Lt. F. Gonthier	yes

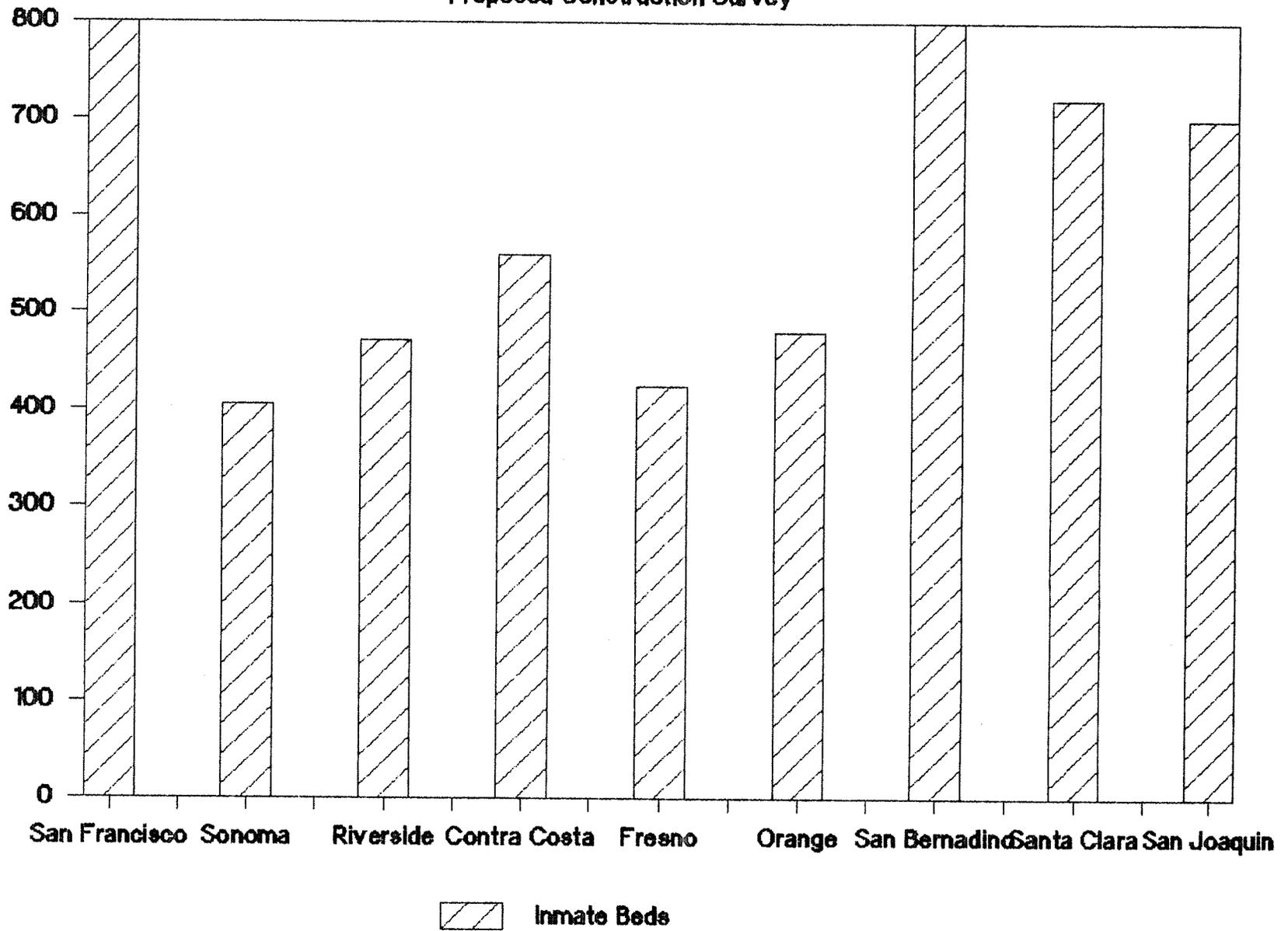
# COST PER INMATE

## Proposed Construction Survey



# Projected Facility Sizes

## Proposed Construction Survey



APPENDIX 2

105

January 3, 1987

Dear

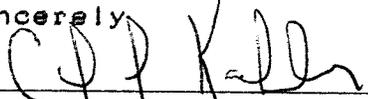
As you are aware, the San Francisco Sheriff's Department will be called upon within the next ten years to design and construct a new jail facility to serve San Francisco County. To prepare for this eventuality, I would like to invite you to participate in a panel group that is being formed to deal directly with this issue. The group will consist of members of the Sheriff's Department, Adult Probation, the Police Department, and others. The information gathered will be made available to California Peace Officers Standards and Training (P.O.S.T.), as part of my Command College final project.

The group will concentrate on spotlighting relevant trends and events that will have a significant impact on future jail designs. To prepare for this task, I have gathered information from different counties statewide to see what is new in the field of jail construction.

To provide background information I have included copies of my raw data as well various articles on jail designs. Upon completion of the study the information gathered will be made available to all group participants.

The first meeting will be held Wednesday, January 14th, at the Officers Mess at County Jail # 1, 850 Bryant St. San Francisco. Please contact me prior to this date and let me know if you are interested in participating. My phone number is (415) 553-9504

Sincerely,

  
\_\_\_\_\_  
Captain Carl S. Koehler  
San Francisco Sheriff's Dept.

APPENDIX 3

101

THE GROUP

<u>NAME</u>	<u>AFFILIATION</u>
Susan Lewitter	Forensic Psychiatry
James Ramsey	San Francisco Police Department
Dennis Koehler	Taxpayer
MaryAnn de Souza	San Francisco Sheriff's Department
John Prentice	Adult Probation Department

## The Events

The following is the complete list of events brainstormed by the nominal group and reviewed for inclusion in this project.

- 1) Change in majority of the Supreme Court
- 2) Major depression/recession
- 3) Mass escape from a jail facility
- 4) Reduction in Departmental budget
- 5) Voters turn down jail construction bond issues
- 6) Loss of major employer in area
- 7) A hostage situation/major riot in local jail facility
- 8) Appointment of a special master
- 9) Federal, State, or local lawsuit ruled with negative findings on jail conditions.
- 10) Development of a working behavior modification system.
- 11) Attorneys strike to slow down court system
- 12) Legislature mandates that no state or federal prisoners will be held at local facilities
- 13) Public Safety employees strike
- 14) A statewide "Jail Corrections Authority" is founded.
- 15) Private firms are hired to run local jails
- 16) Local counties refuse to accept further arrests due to overcrowding
- 17) Local governmental officials are held in contempt and jailed due to jail conditions.
- 18) Premium pay is voted for officers working a jail environment.
- 19) Local corrections becomes regional
- 20) Local jails are "nationalized" by the state to help solve the state prison overcrowding problem.

- 21) The Supreme Court rules that it is illegal to bring arrestees to a jail facility without a hearing.
- 22) The Legislature rules that being drunk in public is no longer a crime.
- 23) The Legislature rules that persons proven to be mentally ill cannot be to a jail facility without a hearing.

**PRESENT CAPABILITY ANALYSIS**  
San Francisco Sheriff's Department-Custody Division

Instructions:

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior-Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower				X	
technology			X		
equipment			X		
facilities					X
money			X		
supplies			X		
management skills				X	
deputy skills			X		
supervisory skills				X	
training		X			
attitudes			X		
image				X	
Board Supe support	X				
Mayors Support			X		
growth potential		X			
specialities			X		
mgnt. flexibility			X		
sworn/non-sworn			X		
pay scale		X			
benefits			X		
turnover			X		
community support		X			
complaints received			X		
enforcement index			X		
sick leave			X		
morale				X	

**FUTURE ADAPTABILITY ANALYSIS**  
San Francisco Sheriff's Department-Custody Division

**Instructions:**

Evaluate each item for the San Francisco Sheriff's Department as to what type of activity it encourages:

- I        Custodial-Rejects Change
- II       Production-Adapts to Minor Change
- III      Marketing-Seeks Familiar Change
- IV      Strategic-Seeks Related Change
- V        Flexible-Seeks Novel Change

**Category**

<u>TOP MANAGERS</u>	I	II	III	IV	V
Mentality/Personality	_____	_____	X	_____	_____
Skills/Talents	_____	_____	X	_____	_____
Knowledge/Education	_____	_____	_____	X	_____
 <u>ORGANIZATIONAL CLIMATE</u>					
Culture/Norms	_____	_____	X	_____	_____
Rewards/Incentives	_____	X	_____	_____	_____
Power Structure	_____	_____	X	_____	_____
 <u>ORGANIZATIONAL COMPETENCE</u>					
Structure	_____	_____	_____	X	_____
Resources	_____	_____	X	_____	_____
Middle Management	_____	_____	_____	X	_____
Line Personnel	_____	X	_____	_____	_____

I, II- Little Ability to Change  
 III - Reactive Change  
 IV, V- Proactive Change

## STAKEHOLDERS

- 1) sworn deputized staff
- 2) sworn supervisory staff
- 3) managerial and administrative staff
- 4) Attorneys
- 5) Deputy Sheriff's Association
- 6) American Civil Liberties Union
- 7) local politicians
- 8) local taxpayers
- 9) local builders
- 10) other local police jurisdictions
- 11) criminals/inmates
- 12) Dept. of Public Health
- 13) realtors
- 14) local homeowners
- 15) Probation Department
- 16) minority power blocks
- 17) Board of Corrections
- 18) National Institute of Corrections
- 19) federal judiciary
- 20) media
- 21) state government
- 22) local diversion programs
- 23) unions
- 24) neighborhood associations

MISSION STATEMENT

The mission of the San Francisco Sheriff's Department is to be an effective part of the civil and criminal law enforcement efforts of the State of California, and the City and County of San Francisco. The Department will accomplish its mission through competent performance by its deputized personnel and support staff, according to the duties imposed on it by the laws of the State of California and the Charter and ordinances of the City and County of San Francisco. To this end, the Department will:

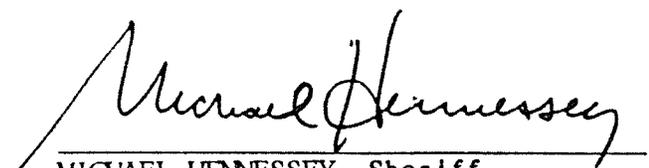
Maintain and operate a safe and secure jail system.

Provide effective and efficient court services for the Municipal and Superior courts of the City and County of San Francisco.

Provide effective and efficient execution and enforcement of civil processes.

Develop and provide viable alternatives to incarceration, which offer opportunities for prisoners to function in a productive, non-criminal manner.

Develop and maintain a force of well trained, thoroughly professional, deputy sheriffs dedicated to public service and the protection of the people of the City and County of San Francisco.

  
MICHAEL HENNESSEY, Sheriff

APPENDIX 8

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SHERIFFS DEPARTMENT  
BOOKINGS  
YEAR '83

YEAR '81		YEAR '82		YEAR '83		YEAR '84		YEAR '85		YEAR '86	
MTH	BOOKINGS										
JAN	3,777	JAN	3,937	JAN	4,142	JAN	4,773	JAN	5,037	JAN	4,157
FEB	3,521	FEB	3,887	FEB	4,086	FEB	4,532	FEB	4,613	FEB	3,847
MAR	4,410	MAR	4,410	MAR	4,463	MAR	4,729	MAR	4,613	MAR	4,147
APR	3,992	APR	4,447	APR	4,612	APR	4,467	APR	4,526	APR	4,126
MAY	3,987	MAY	4,114	MAY	4,426	MAY	4,198	MAY	4,550	MAY	4,214
JUN	3,778	JUN	3,625	JUN	3,936	JUN	4,142	JUN	4,255	JUN	4,126
JUL	4,148	JUL	3,782	JUL	4,433	JUL	4,571	JUL	4,446	JUL	4,340
AUG	4,295	AUG	3,888	AUG	4,600	AUG	4,482	AUG	4,465	AUG	4,483
SEP	4,231	SEP	4,215	SEP	4,118	SEP	4,355	SEP	4,417	SEP	4,383
OCT	4,162	OCT	4,295	OCT	4,242	OCT	5,077	OCT	4,508	OCT	4,626
NOV	4,254	NOV	3,974	NOV	4,053	NOV	4,496	NOV	4,127	NOV	4,243
DEC	3,967	DEC	4,188	DEC	4,159	DEC	4,791	DEC	3,993	DEC	4,517
YR TOT	48,522	YR TOT	48,762	YR TOT	51,270	YR TOT	54,613	YR TOT	53,550	YR TOT	51,209

PROJECTED TOTAL POPULATION OF CALIFORNIA COUNTIES  
July 1, 1985 to July 1, 2020

Report 86 P-1

Population Research Unit  
1025 P Street  
Sacramento, California  
(916) 322-4651

December 1986

The Department of Finance uses a baseline cohort component method of projecting population. A baseline projection assumes no fundamental institutional changes and no major changes to policies and practices related to air, land, and water use, housing and transportation plans and environmental issues. Every person has the right to migrate where he chooses and no major natural catastrophes or war will befall the State or the nation. A cohort component method traces people born in a common year through their lives. As each year passes, cohorts change due to mortality and migration; assumptions about the fertility of women in the child bearing ages create new cohorts.

The 1980 census by sex and single-year of age serves as the benchmark. The total population is consistent with the Department's Report 85 E-2 estimates for 1981 through 1985. Military personnel and their dependents, college students, and persons in State mental hospitals and prisons are removed from the counties where they are located. These special populations are projected separately for inclusion in the benchmark.

County specific survival, fertility and migration rates are developed. Survival rates by sex and single-year and fertility rates for five-year female cohorts are computed using actual data from the Department of Health Services. Migration rates are estimated by analyzing 1970 to 1980 movements, as well as recent analyses of school enrollment, drivers license address changes and medicare enrollment.

Three basic assumptions are made in the projection process.

(1) It is assumed that in 200 years the local area age specific fertility rates will merge to one-half their current difference from national rates.

(2) It is assumed that in 200 years the local area age and sex specific mortality rates will merge to one-half their current difference from national rates.

(3) Statewide migration will average 215,000 on an annual basis for the next 35 years with county distributions reflecting trends of the recent past.

Using these assumptions, the benchmark population is projected into the future. New cohorts are created by applying the fertility assumption to women in child bearing years. The population ages as sex/age specific survival rates are applied to the population at risk. In addition, the overall migration assumption is distributed by using the assumed age/sex migration rates. The process is carried forward 40 years.

The user is reminded that these numbers depict only one possible course of future population change--one attempting to answer the question: "What if future births meet current stated expectations, mortality continues to improve and future migration to the State approximates that of the past years?"

APPENDIX 8

PROJECTED TOTAL POPULATION OF CALIFORNIA COUNTIES  
AND ANNUAL AVERAGE PERCENT CHANGE, 1985 TO 2020

December 1986

COUNTIES	July 1, 1985	July 1, 1990	July 1, 1995	July 1, 2000	July 1, 2005
Alameda	1,197,000	1,270,900	1,323,700	1,361,200	1,392,600
Alpine	1,200	1,300	1,400	1,600	1,900
Amador	23,400	29,600	33,300	36,800	40,300
Butte	164,000	183,200	202,600	221,900	240,000
Calaveras	26,800	32,300	37,900	42,800	47,700
Colusa	14,700	16,400	18,000	19,400	20,200
Contra Costa	717,600	768,800	824,900	870,600	911,000
Del Norte	18,800	19,700	20,400	20,800	21,000
El Dorado	104,700	123,100	141,100	158,500	176,100
Fresno	576,200	629,000	683,200	734,000	787,500
Glenn	23,200	24,900	26,500	28,000	29,000
Humboldt	113,000	116,900	119,000	120,000	120,200
Imperial	106,000	119,100	131,600	143,000	153,700
Inyo	18,400	18,600	18,800	18,800	18,900
Kern	480,600	539,600	602,100	662,600	715,400
Kings	84,900	101,300	109,800	116,200	122,300
Lake	48,300	59,500	70,700	80,900	90,900
Lassen	24,600	26,400	27,800	29,500	31,200
Los Angeles	8,085,300	8,543,700	8,885,800	9,132,600	9,362,600
Madera	76,300	89,300	102,600	115,500	128,000
Marin	226,100	230,100	234,400	236,500	236,700
Mariposa	13,400	15,700	18,000	20,300	22,500
Mendocino	73,800	80,200	86,400	92,200	97,800
Merced	160,500	186,300	211,900	238,200	262,000
Modoc	9,500	10,000	10,900	11,700	12,500
Mono	9,300	9,600	10,000	10,600	11,100
Monterey	329,700	364,000	396,200	424,300	448,400
Napa	104,000	110,000	116,700	123,200	129,000
Nevada	68,300	83,200	98,900	113,800	127,500
Orange	2,127,900	2,302,100	2,463,800	2,599,200	2,718,800
Placer	138,400	159,400	182,000	203,700	224,600
Plumas	19,200	20,700	22,300	23,800	24,900
Riverside	820,600	1,002,000	1,177,100	1,350,000	1,497,300
Sacramento	893,800	993,000	1,091,300	1,184,000	1,267,200
San Benito	30,500	36,900	43,000	48,700	53,000
San Bernardino	1,086,400	1,282,000	1,476,200	1,661,000	1,818,800
San Diego	2,131,600	2,387,800	2,630,300	2,852,500	3,053,100
San Francisco	735,000	773,600	781,500	763,800	741,300
San Joaquin	416,700	482,900	550,600	612,000	666,700
San Luis Obispo	190,100	229,000	267,100	302,200	332,500
San Mateo	616,600	636,300	650,600	656,900	658,400
Santa Barbara	334,600	364,800	390,100	407,400	421,800
Santa Clara	1,400,100	1,487,700	1,569,900	1,640,000	1,701,200
Santa Cruz	214,300	239,700	263,800	286,100	307,400
Shasta	131,700	148,200	164,400	179,600	191,900
Sierra	3,500	3,700	4,000	4,100	4,300
Siskiyou	42,800	44,500	45,900	47,100	48,200
Solano	275,200	313,800	353,700	391,400	424,900
Sonoma	335,400	369,900	401,600	429,100	455,300
Stanislaus	304,900	341,600	380,400	418,200	454,300
Sutter	58,500	63,600	68,300	72,000	75,600
Tehama	44,300	49,700	54,800	59,600	63,900
Trinity	13,600	14,800	15,900	16,900	18,000
Tulare	280,500	316,000	354,600	393,400	431,000
Tuolumne	40,800	49,500	57,700	64,600	69,900
Ventura	600,200	663,700	726,300	784,500	838,900
Yolo	124,000	134,100	143,700	152,200	160,300
Yuba	54,300	57,700	60,700	63,200	64,900
California	26,365,000	28,771,000	30,956,000	32,853,000	34,546,000

Note: Sum of counties may not equal State due to independent rounding.

PROJECTED TOTAL POPULATION OF CALIFORNIA COUNTIES  
AND ANNUAL AVERAGE PERCENT CHANGE, 1985 TO 2020

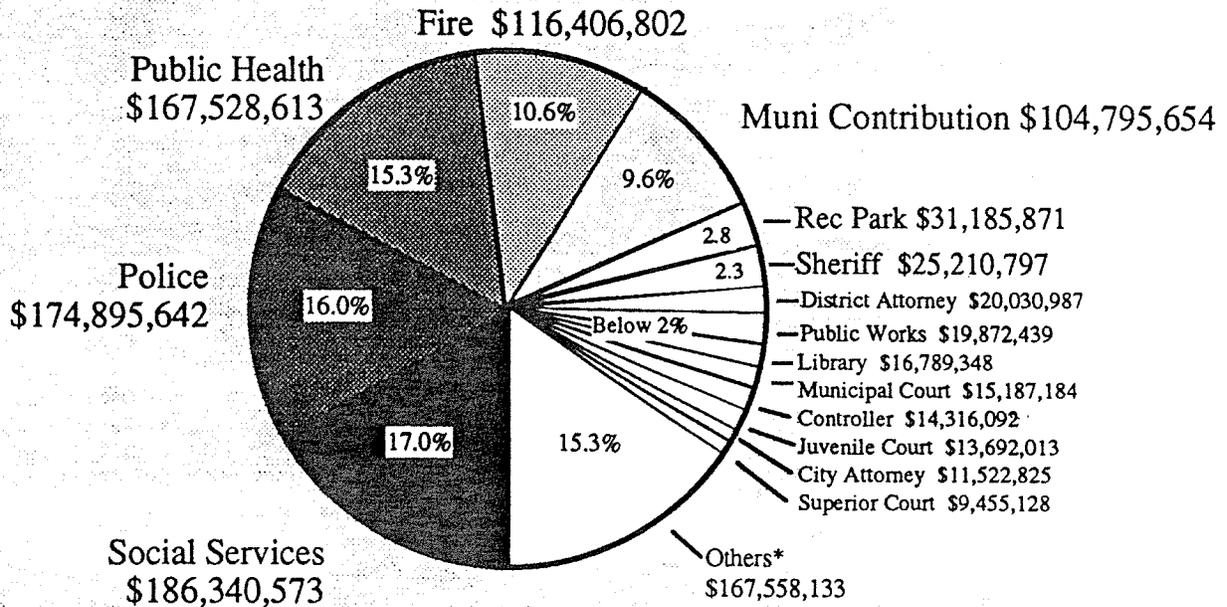
COUNTIES	July 1, 2010	July 1, 2015	July 1, 2020	Annual Average Percent Change
Alameda	1,427,300	1,463,800	1,498,800	0.7
Alpine	2,100	2,300	2,500	3.1
Amador	43,800	47,500	51,200	3.4
Butte	258,700	277,800	296,100	2.3
Calaveras	52,500	57,500	62,400	3.8
Colusa	21,100	22,100	23,000	1.6
Contra Costa	950,200	989,200	1,026,400	1.2
Del Norte	21,200	21,200	21,200	0.4
El Dorado	193,900	211,900	229,000	3.4
Fresno	843,700	900,200	954,000	1.9
Glenn	30,100	31,100	32,000	1.1
Humboldt	120,200	119,500	118,100	0.1
Imperial	164,400	175,000	184,900	2.1
Inyo	19,000	19,100	19,200	0.1
Kern	766,000	814,900	859,700	2.3
Kings	128,700	135,000	140,700	1.9
Lake	101,000	111,300	121,300	4.3
Lassen	32,800	34,300	35,600	1.3
Los Angeles	9,621,700	9,885,600	10,119,300	0.7
Madera	140,500	152,800	164,700	3.3
Marin	235,700	234,300	232,700	0.1
Mariposa	24,700	27,100	29,400	3.4
Mendocino	103,400	108,900	113,900	1.6
Merced	287,900	314,300	339,600	3.2
Modoc	13,400	14,100	14,900	1.6
Mono	11,700	12,200	12,700	1.0
Monterey	471,400	493,700	514,300	1.6
Napa	134,900	141,200	147,500	1.2
Nevada	141,000	154,400	167,400	4.1
Orange	2,833,800	2,944,800	3,044,000	1.2
Placer	245,800	267,100	288,000	3.1
Plumas	25,900	26,900	27,900	1.3
Riverside	1,646,300	1,795,900	1,941,100	3.9
Sacramento	1,351,200	1,434,000	1,511,700	2.0
San Benito	57,200	61,300	65,300	3.3
San Bernardino	1,978,900	2,137,100	2,287,900	3.2
San Diego	3,254,300	3,454,700	3,644,700	2.0
San Francisco	721,600	703,500	684,200	-0.2
San Joaquin	723,800	781,800	837,700	2.9
San Luis Obispo	362,900	392,800	421,000	3.5
San Mateo	659,700	661,700	662,900	0.2
Santa Barbara	435,700	449,200	461,000	1.1
Santa Clara	1,761,200	1,820,900	1,877,100	1.0
Santa Cruz	329,800	352,800	374,900	2.1
Shasta	204,000	216,000	227,300	2.1
Sierra	4,500	4,700	4,800	1.1
Siskiyou	49,200	50,200	51,100	0.6
Solano	457,900	490,200	520,900	2.6
Sonoma	481,300	506,800	530,400	1.7
Stanislaus	491,200	528,000	563,200	2.4
Sutter	79,100	82,700	85,800	1.3
Tehama	68,300	72,900	77,400	2.1
Trinity	19,100	20,100	21,000	1.6
Tulare	470,300	510,400	549,700	2.7
Tuolumne	75,200	80,600	85,900	3.2
Ventura	891,000	941,100	987,600	1.8
Yolo	168,100	175,600	182,100	1.3
Yuba	66,600	68,100	69,300	0.8
California	36,277,000	38,004,000	39,619,000	1.4

Note: Sum of counties may not equal State due to independent rounding.

# COMPARATIVE USES OF GENERAL FUND FOR OPERATING BUDGETS

FY 1986-87

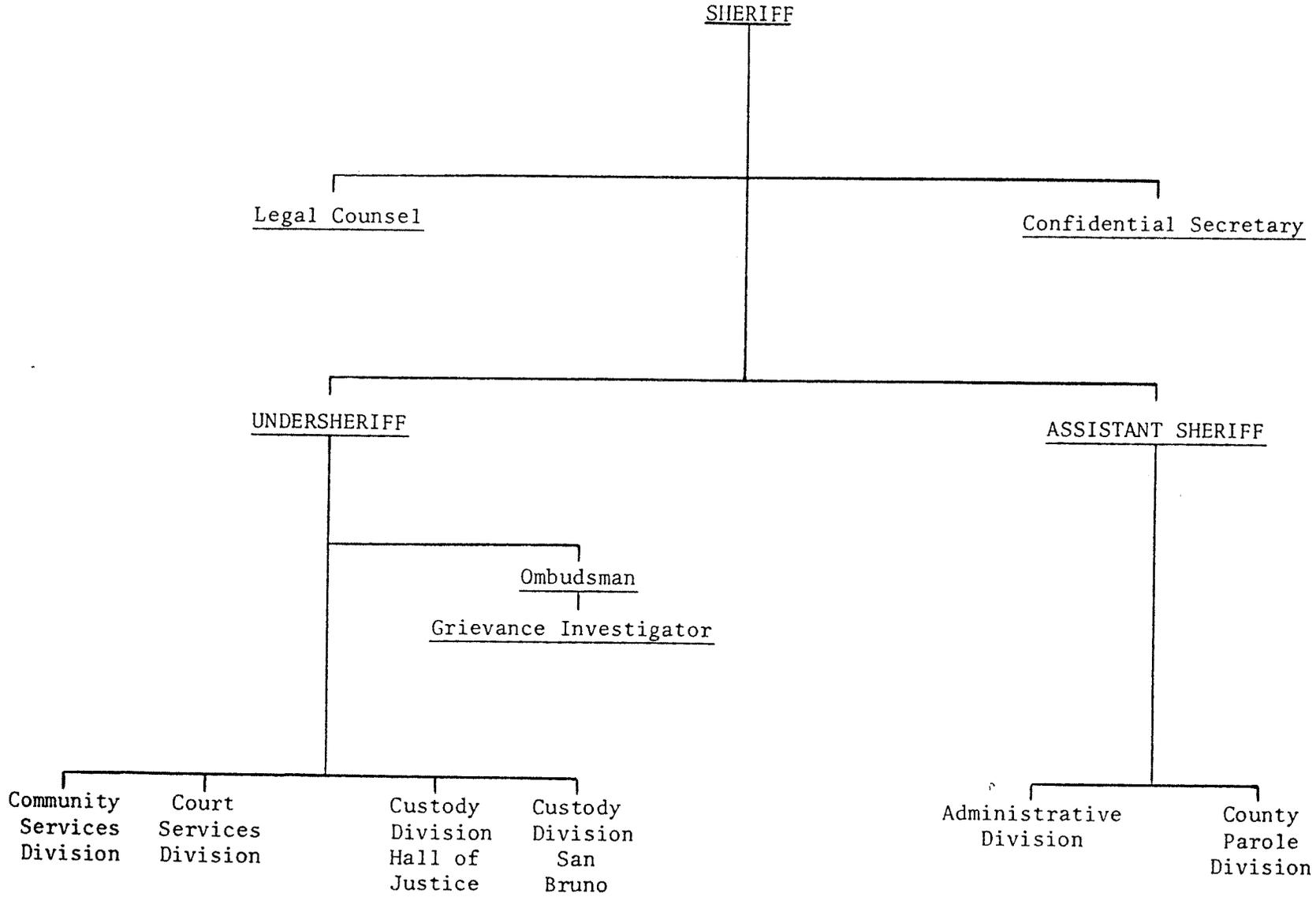
CHART III



\*EACH DEPARTMENT MAKES UP LESS THAN 1%.

TOTAL \$1,094,788,101

PRIMARY APPOINTEES AND DIVISIONS



Los Angeles	161,417,153
Madera	3,567,403
Marin	7,028,712
Mariposa	30,966
Mendocino	2,588,983
Merced	4,180,214
Modoc	278,496
Mono	209,241
Monterey	8,248,790
Napa	1,726,971
Nevada	2,754,017
Orange	18,274,305
Placer	1,298,897
Plumas	0
Riverside	16,895,432
Sacramento	3,775,170
San Benito	2,290,152
San Bernardino	15,000,000
San Diego	32,996,795
San Francisco	22,472,766
San Joaquin	26,383,482
San Luis Obispo	3,107,231
San Mateo	6,998,573
Santa Barbara	2,756,964
Santa Clara	29,209,970
Santa Cruz	1,307,164
Shasta	0
Sierra	278,842
Siskiyou	1,391,007
Solano	1,653,589
Sonoma	14,150,000
Stanislaus	5,981,036
Sutter	618,880
Tehama	556,992
Trinity	526,048
Tulare	20,700
Tuolumne	526,063
Ventura	10,681,110
Yolo	1,821,176
Yuba	4,588,555

\$471,615,899

(c) If any county declares that it is unable to use the funds allocated to it, or if any county is unable to satisfy the prerequisites for funding listed in Section 6, the amount allocated to the county in this section shall revert to the state, to be reallocated by the board as follows:

However, money appropriated by this act shall not be used to build facilities that the counties cannot afford to operate fully and safely.

SEC. 4. (a) For the purpose of this act:

- (1) "Board" means the Board of Corrections.
- (2) "Committee" means the Ad Hoc Advisory Committee established pursuant to Section 5.5.
- (3) "Fund" means the 1986 County Correctional Facility Expenditure Fund.

(b) The Board of Corrections shall not itself be deemed a responsible agency, as defined by Section 21069 of the Public Resources Code, or otherwise be subject to the California Environmental Quality Act for any activities under this act, the County Jail Capital Expenditure Bond Act of 1981, or the County Jail Capital Expenditure Bond Act of 1984. This subdivision does not exempt any local agency from the requirements of the California Environmental Quality Act.

SEC. 5. Money appropriated to the Board of Corrections by this act shall be allocated as follows:

(a) Funding shall be provided for those projects entitled to be funded under subdivision (c) of Section 3 of Chapter 444 of the Statutes of 1984, as amended, to the extent that those projects have not received full funding.

(b) The following additional amounts shall be allocated to the counties for the construction, reconstruction, replacement, or renovation of county jail facilities or medical facilities for mentally ill prisoners. These funds shall not be used to supplant local funds directed to previously approved state funded projects. These funds may be used for allocations specified in subdivisions (c) and (d) of Chapter 444, Statutes of 1984, as amended, or for new projects.

Alameda	\$ 8,796,941
Alpine	92,832
Amador	0
Butte	5,911,957
Calaveras	0
Colusa	0
Contra Costa	2,338,176
Del Norte	154,720
El Dorado	6,305,500
Fresno	11,998,924
Glenn	1,267,284
Humboldt	5,820,195
Imperial	0
Inyo	3,500
Kern	7,408,064
Kings	1,264,284
Lake	1,731,391
Lassen	926,847

(KEY LEADERS)  
AGE

ome      great      very      do  
egree    degree    degree    not  
   know

---	<u>x</u>	---	---
---	<u>x</u>	---	---
---	<u>x</u>	---	---
---	---	<u>x</u>	---
---	---	<u>x</u>	---
---	<u>x</u>	---	---
---	<u>x</u>	---	---
---	---	<u>x</u>	---
---	---	<u>x</u>	---
---	---	<u>x</u>	---
---	<u>x</u>	---	---
---	<u>x</u>	---	---
---	<u>x</u>	---	---
---	---	---	<u>x</u>
---	---	<u>x</u>	---

ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)  
 READINESS TO CHANGE

Title: Leader Local Power Bloc

	very little degree	little degree	some degree	great degree	very great degree	do not know
<b>AWARENESS DIMENSION</b>						
current environment	---	---	---	X	---	---
interrelationships	---	---	---	---	X	---
situational characteristics	---	---	---	X	---	---
complexity	---	---	X	---	---	---
<b>MOTIVATIONAL DIMENSIONS</b>						
detailed vision	---	---	X	---	---	---
risk taking	---	---	---	X	---	---
planning ability	---	---	---	X	---	---
plan initiator	---	---	---	---	X	---
visionary ability	---	---	---	---	X	---
self evaluating	---	---	X	---	---	---
change agent	---	---	---	---	X	---
innovative	---	---	---	---	X	---
responsible	---	---	X	---	---	---
<b>SKILL/RESOURCE DIMENSIONS</b>						
conceptual skills	---	---	---	X	---	---
assessment skills	---	---	---	X	---	---
interpersonal skills	---	---	---	---	X	---
personal relationships	---	---	---	---	---	X
access to resource	---	---	X	---	---	---

**ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)  
READINESS TO CHANGE**

Title: Mayor

	very little degree	little degree	some degree	great degree	very great degree	do not know
<b>AWARENESS DIMENSION</b>						
current environment	---	---	---	---	X	---
interrelationships	---	---	---	---	X	---
situational characteristics	---	---	---	---	X	---
complexity	---	---	---	---	X	---
<b>MOTIVATIONAL DIMENSIONS</b>						
detailed vision	---	---	---	---	X	---
risk taking	---	---	X	---	---	---
planning ability	---	---	---	X	---	---
plan initiator	---	---	---	---	X	---
visionary ability	---	---	---	X	---	---
self evaluating	---	---	---	X	---	---
change agent	---	---	---	---	X	---
innovative	---	---	X	---	---	---
responsible	---	---	---	---	X	---
<b>SKILL/RESOURCE DIMENSIONS</b>						
conceptual skills	---	---	---	X	---	---
assessment skills	---	---	---	X	---	---
interpersonal skills	---	---	---	---	X	---
personal relationships	---	---	---	---	---	X
access to resource	---	---	---	---	X	---

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ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)  
 READINESS TO CHANGE

Title: President-Taxpayer Assn

	very little degree	little degree	some degree	great degree	very great degree	do not know
<b>AWARENESS DIMENSION</b>						
current environment	---	---	---	---	---	<u>x</u>
interrelationships	---	---	---	---	---	<u>x</u>
situational characteristics	---	---	---	---	---	<u>x</u>
complexity	---	---	---	---	---	<u>x</u>
<b>MOTIVATIONAL DIMENSIONS</b>						
detailed vision	---	---	---	---	---	<u>x</u>
risk taking	---	---	---	---	---	<u>x</u>
planning ability	---	---	---	---	---	<u>x</u>
plan initiator	---	---	---	---	---	<u>x</u>
visionary ability	---	---	---	---	---	<u>x</u>
self evaluating	---	---	---	---	---	<u>x</u>
change agent	---	---	---	---	---	<u>x</u>
innovative	---	---	---	---	---	<u>x</u>
responsible	---	---	---	---	---	<u>x</u>
<b>SKILL/RESOURCE DIMENSIONS</b>						
conceptual skills	---	---	---	---	---	<u>x</u>
assessment skills	---	---	---	---	---	<u>x</u>
interpersonal skills	---	---	---	---	---	<u>x</u>
personal relationships	---	---	---	---	---	<u>x</u>
access to resource	---	---	---	---	---	<u>x</u>

## MEETING DESIGN CHECKLIST

What type of team?

Purpose of team?

Who are the team members?

### ANALYZING THE TEAM

What are the environmental influences that might affect the team?

What is the team makeup? (Levels, functions, technical expertise, etc.)

What is the team's task maturity?

What resources does the team have/need in order to accomplish its work?  
Are these available?

#### HARD RESOURCES

Staffing \_\_\_\_\_  
Financial \_\_\_\_\_  
Experts \_\_\_\_\_  
Space \_\_\_\_\_  
Equipment \_\_\_\_\_  
Training \_\_\_\_\_  
Time \_\_\_\_\_  
Supplies \_\_\_\_\_  
Others... \_\_\_\_\_

#### SOFT RESOURCES

Information \_\_\_\_\_  
Recognition \_\_\_\_\_  
Motivation \_\_\_\_\_  
Credibility \_\_\_\_\_  
Visibility \_\_\_\_\_  
Others... \_\_\_\_\_

If an existing team, what are the observed group dynamics, norms, roles, patterns of behavior, purpose?

### PLANNING FOR DEVELOPMENT; THE O-M-R MODEL

What are the desired OUTCOMES for this meeting?

How does this outcome fit into the overall purpose of the team?

What prework needs to occur before the meeting takes place?

What METHODS are available to help the group reach its desired outcomes?

STRUCTURING COMPONENTS/PURPOSES;

Introduction Who are we, what we do  
Identities, commonalities  
strengths, group scope,  
and acknowledges difference

Climate Setting/Grounding Why are we here?  
N-E-A-T  
Historical Perspectives  
Purpose/Desired Outcome

Small Group Activities Task Specific  
Start small, build on success  
Varied groupings  
Experimental/Growth oriented  
Team building needs

Large Group Activities Coalescing  
Integrating  
Information Sharing  
Validating  
Ownership

Facilitation Aspects Diverging  
Converging  
Summarizing

What RESOURCES does the group need to carry through the design?

EVALUATION AND FOLLOW UP

Creating data collection, feedback and action planning into an  
organizational way of life

Planning for the next step in development.

Assigning roles, responsibilities, data collection methods, and desired  
outcomes.

Providing continuing resources