



SOLANO COUNTY GRAND JURY
2018-2019

A Survey of the Conditions and Programs
In the
Public Safety Sector of County Facilities

I. Summary

The 2018-2019 Solano County Grand Jury conducted informal tours pursuant to Penal Code 919(a) and 919(b), which authorizes the Grand Jury to inquire into jails and public prisons within the county including the juvenile detention facilities. The Grand Jury examined the scope and management of the operations of the Juvenile Detention Facility (JDF), Solano County Coroner's Office, and the interaction between the Solano County Fire Departments and the California Office of Emergency Services (OES). The following is an informational report.

II. Introduction

The Grand Jury focused on safety and security issues, as well as facility programs, in order to ensure that the inmates (adults/juveniles) are treated in a safe and humane manner. The Grand Jury also surveyed the policies and procedures for mass disaster protocol related to fires. Surveyed were the nine City Fire Departments within Solano County which includes, Vallejo, Benicia, Fairfield, Suisun City, Vacaville, Dixon, Rio Vista, Montezuma Fire District and Cordelia Fire District. The Grand Jury is considered the civil watchdog, the eyes and ears of the community.

III. Methodology

References used in deriving facts included:

- Jail Inspection Handbook, provided by the California Board State and Community Corrections (www.bscc.ca.gov).
- Solano County Grand Jury 2010-2011 reports: Justice Center Detention Facility (Main Jail) and Claybank Detention Facility (Claybank) Solano County Grand Jury.
- Solano County Grand Jury 2011-2012 reports: Justice Center Detention Facility (Main Jail) and Sentenced Detention Facility Claybank.
- Solano County Grand Jury 2013-2014 reports: California State Prison – Solano Facility Inspection.
- Solano County Grand Jury 2013-2014 report: California Medical Facility Inquiry and Response.

- Solano County Grand Jury 2013-2014 report: Solano County Claybank Adult Detention Center.
- Solano County Grand Jury 2013-2014 report: Public Safety Realignment Act Implementation, Assembly Bill 109.
- Solano County Grand Jury 2014-2015 report: Solano County Jails (Claybank Detention Facility); Justice Detention Facility. Technology in Action.
- Solano County Grand Jury 2016-2017 report: Stanton Correctional Facility.
- Solano County Grand Jury 2016-2017 report: Juvenile Detention Facilities Complex.
- Solano County Grand Jury 2017-2018 report: California Medical Facility Inquiry.
- Solano County Sheriff's Office Alternative to Custody (ATC) Programs
- Inmate General Information Custody Division Rules & Disciplinary Penalties for Solano County Sheriff's Office Detention Facilities.
- County of Solano, Statistical Profile: 2011 Public Safety Realignment and Assembly Bill 109. Adopted Budget FY 2018-2019, page 34. Prop. 57 – Parole for Non-Violent Criminals and Juvenile Court Trial Requirements. page 35.
- Solano County, Schedule 6 Details of Additional Financing Resources by Fund and Account, Governmental Funds, Fiscal Year 2018-2019. Section 900 – Public Safety, Adopted Budget FY 2018-2019. Pages 89 & 90.
- California Department of Corrections and Rehabilitation. Fiscal Year 2016-2017. Sex Offenders Treatment Programs. Office of Research January 2018.
- Tour: September 10, 2018 Juvenile Detention Facility 740 Beck Ave., Fairfield, CA 94533.
- Tour: October 16, 2018 Claybank Detention Facility 2500 Claybank Rd., Fairfield, CA 94533.
- Tour: October 18, 2018 Stanton Correctional Facility 2450 Claybank Rd., Fairfield, CA 94533.
- Tour: December 20, 2018 Fairfield Justice Detention Center Facility 500 Union Ave., Fairfield, CA 94533.
- Tour: February 19, 2019 Solano County Coroner's Office 520 Clay St., Fairfield, CA 94533.
- Solano County Sheriff's Office Coroner Final Budget FY 2018-2019 and Coroner's power point presentation.
- Juvenile Detention Facility Programs and Services.
- Solano County Juvenile Detention Facility Calendar Year 2018 Overview

- Solano County Probation Department Juvenile Detention Facility Visiting Hours and Regulations.
- Sycamore Pod Daily Schedule, Juvenile Detention Facility.
- Sequoia Pod Daily Schedule, Juvenile Detention Facility.
- Congressman John Garamendi's Public Safety Resources Guide
- Solano County Sheriff's Office 2016 Annual Report
- Solano County What is OES? Department Description and Functionality.

STATEMENT OF FACTS

(#1) Juvenile Detention Facility

The Grand Jury conducted a tour of the Juvenile Detention Facility (JDF) in Fairfield, California on September 11, 2018. The administration and secured areas of the facility were inspected. Classrooms, library, living units and the kitchen were also visited. All areas were in compliance with current State mandates and standards. Noteworthy were the extent and variety of programs offered at JDF. The programs include: Challenge Academy, college, jobs, high school education, Western Association of Schools and Colleges (WASC) accredited, General Education Diploma (GED), counseling, group therapy, Aggression Replacement Training (ART), and Cognitive Behavior Training.

It was pointed out that there have been many positive changes in the Juvenile Hall operation in recent years resulting in a total change both in format and philosophy. The Juvenile Hall holds mostly felons as opposed to juveniles with misdemeanor charges. A follow-up question from the last Grand Jury was discussed on the update and completion of the Policy and Procedures Manual (PPM). Based on our written request, we received an updated PPM, which included all changes through January 2019.

(#2) California Medical Facility Tour

The 2017-2018 Grand Jury noted several safety issues within the California Medical Facility (CMF). Many of those concerns were addressed. Staff safety is a priority at CMF. Administrators outlined some of their safety measures, specifically the control and tracking of inmate movement within the facility. When an inmate has an appointment within the prison, he is given a referral pass which reflects where he is going and the time of the appointment. The inmate must carry the pass at all times. Correctional Officers are trained for two hours annually in the use of pepper spray and four hours annually in the use of batons. CMF utilizes a low-tech system as a safety measure for employees. All staff members carry a

radio, a whistle, or use “off the hook” as a means to communicate. “Off the hook” means leaving a wall phone off the hook. After a prescribed amount of time, the phone sets off an alarm. All staff are required to carry a whistle and only administrative staff are allowed a personal alarm device. Two hundred twenty staff members are issued CMF cellular phones to be used only within the facility. No personal cell phones are allowed in the facility. CMF administrators are currently in discussion with multiple employee unions regarding the use of body cameras.

(#3) Claybank Jail Tour

Members of the Grand Jury toured the Claybank Jail Facility on October 16, 2018. Staff administrators directed the tour and provided a short presentation. Claybank was built in 1979, and currently houses both male and female inmates.

Speaking with the Prison Rape Elimination Act (PREA) Coordinator, the committee learned this program was voluntarily added for the safety of both staff and inmates. Both are trained on PREA and there is information posted throughout the jail regarding this program. The Coordinator investigates all complaints of which most are harassment.

The Alternative Custody program was explained. It is a program in lieu of jail time. Persons already convicted by the courts have the option of the Electronic Monitoring Program (\$206), Work Release Program (\$178) and Work Furlough Program (\$192). Fees associated with each program are posted at the reception window.

A medical office, including a private examination room, is available for inmates who are seen by a nurse or doctor. Inmates are transported to outside medical facilities if necessary.

We visited the A, B, C and D modules, which are the Administration Separation modules. There are ten cells per module housing one inmate per cell. There are mandated times that the inmates are to be out of the cells. The E, F, G and H modules are medium security. Inmates housed in these modules receive more time out of their cells per day and are involved in recreational activities. We visited I, J, K, L, M, N, O and P, minimum security areas with open dorms where inmate workers are housed. Areas Q, R, S and T are located in the West Wing which house the female inmates. There are secured rooms and open dorms. Female correctional officers are on duty 24-hours a day on this unit.

Five Keys Charter Schools, an independent provider, is responsible for the educational opportunities for inmates. An administrator, coordinator and teachers are contracted for classes and independent study that help students earn their GED and high school credits. This program is available at all three jail facilities.

Aramark, a contracted food service, provides prepared meals for inmates. The food is taken to the living areas in a heated food cart.

The Control Center officers monitor the movement of inmates and staff on multiple computer screens. All observed areas of the facility were clean, well-organized and efficiently operated.

(#4) Stanton Correctional Facility

On October 18, 2018, a tour of Stanton Correctional Facility in Fairfield was conducted. An informative presentation regarding the operations of the facility preceded the tour. At that time, the facility housed 244 inmates.

Stanton has six programs: education, case management, re-entry planning, discharge program, self-help and religious programs. Any inmate remaining in custody more than three weeks is assessed of the severity level of the crime, educational level, and possible employability status once the inmate leaves Stanton.

The Level of Service Case Management Inventory (LSCMI) is administered to determine where to place the inmate during rehabilitation. Special services are provided by contract personnel, to include the Five Keys Charter School program, gender responsive staff, general case managers and mental health case managers. There are approximately 75 to 100 volunteers working on both the self-help and religious programs. A coordinator is available for substance abuse counseling.

We observed the in-take process which included the security of inmate property, the process for finger printing, pat downs, and how inmates were housed based on their offense and level of violence. A video courtroom is available within the facility.

(#5) Fairfield Justice Detention Center Facility

On December 20, 2018, the Grand Jury toured the Justice Detention Center Facility in Fairfield. We were welcomed by the Sheriff and several of his staff. The Sheriff described the operation of the jail, the facility and plans for the future. We were informed that all inmates of the jails in Solano County come through this facility for intake procedures prior to assignment to Claybank or Stanton facilities. The jail is over thirty years old and a renovation is scheduled for 2019.

The tour was led by a veteran lieutenant who took us through the intake process. We were shown where the inmates arrive at the jail and the intake process begins. Extensive paperwork is completed and initial thumbprints are taken to show if the detainee had been in the County system before. There is then a more extensive fingerprinting of the whole hand. The whole handprint is then sent to Interpol for a broader search for a match. We toured the area where the inmates are searched and relinquish all of their personal belongings. We observed the area where the inmate's belongings are logged, bagged and secured. Because of the efficiency of the process, very few claims are processed for lost belongings.

The process for inmate visiting is for the inmate to be moved from their living unit to a special area designated for visiting. We observed a unit supervised by a female officer that housed over sixty females at the time of our visit. From an observation tower that looks down onto two living units, an officer operates all exit doors. The control area is operated by two officers who control all movement in the facility. In order for us to move on the elevator, the lieutenant had to hand signal to the control officers who would then move the elevator to the indicated destination. The control officers are in charge of all cameras and ensure that if there is a problem of any kind, appropriate officers are notified. An advantage to this facility is its proximity to the Court House. Inmates are escorted through a tunnel under the building to the Court House and courtroom. If inmates are compliant, they may enter the court room for a hearing. Otherwise, they observe the proceedings through a window. We were shown the area where there will be a progressive new scanner that shows all the internal parts of the body. For example, if someone had swallowed drugs, it would be detected by the scanner.

A program manager described the programs available to inmates as follows:

The Healthright 360 Substance Abuse Treatment provides comprehensive substance abuse disorder treatment including assessment, treatment planning, and a

range of Substance Abuse Treatment, Cognitive Behavior Therapy and Re-entry Planning Activities.

Chaplain Services provides religious programs in the jail. In cooperation with local religious leaders and chaplain volunteers, weekly Bible studies and religious faith group rites and prayers are offered to housing units. The Chaplain also coordinates distribution of religious reading materials, provides personal counseling services and spearheads special events and activities.

Five Keys Charter School is for male and female inmates without a high school diploma. Five Keys provides GED preparation and credits towards a high school diploma. They provide classroom-based instruction, independent study and special education. Five Keys provides educational services at all three Solano County Jails.

The Inmate Library Service includes legal reference services provided by Legal Research Associates (LRA), an external service. Educational, self-help and recreational books are available in-house. Lists of programs by county are also available by writing to the inmate library.

Professional Education and Knowledge (PEAK) Parenting Program is offered in collaboration with Child Haven. A Parenting Skills Class is delivered to male inmates with children ages five and under. Services start in the jail and follow the participant into the community.

Employment Readiness Skills/Employment Re-entry Case Management/Job Placement provided by Leaders in Community Alternatives (LCA) through a collaborative contract between the Sheriff's Office and Probation Department. LCA offers Employment Skills and Life Skills classes to male and female inmates. Inmates who participate in the in-custody program are eligible to transition to the LCA program in the community to continue employment readiness work and job placement.

Mentally Ill Offender Crime Reduction (MIOCR) Programs include referrals for in-custody and re-entry programs through Children First Medical Group (CFMG), including an in-custody treatment program for male and female inmates by CFMG. Re-entry/Aftercare Program begins with referral and assessment in the jail, and case managers follow the individual into the community to provide on-going case management for up to six months.

In-Custody Case Management Services is provided by Healthright 360 which delivers case management services across all jails. Case managers are responsible for the administration of the LSCMI, development of an initial case plan associated with the LSCMI, and referral of inmates to programs within the jail. They will also develop re-entry plans with inmates and follow inmates who are not assigned to programs with re-entry components into the community for 30-60 days.

Women's Re-entry Achievement Program (WRAP) provides pre-release services in the jail prior to a woman's release. Services include individual re-entry planning, trauma and empowerment group, and Reading Legacies (a program helping incarcerated women stay connected with their children). Intensive case management services are provided after release.

Thinking for a Change (T4C) and Controlling Anger and Learning to Manage (CALM) are integrated, cognitive behavioral changes programs for offenders which includes cognitive restructuring, social skills development and development of problem solving skills.

(#6) Rourk Vocational Training Center

On January 29, 2019, a dedication ceremony was held at 2450 Claybank Road, Fairfield. The Center was dedicated and called the Rourk Vocational Training Center in honor of Lieutenant Margaret L. Rourk, who served as a Correctional Officer for more than 31 years in Solano County. She was considered a visionary in the correctional field and was known for her positive and progressive vision of jail-based vocational programs.

Rourk Vocational Training Center Chronology:

March, 2014	\$23 million SB 1022 funding
July, 2016	Construction documents completed
December, 2018	Project completion
March, 2019	Occupancy of Vocational Center.

The Solano County Sheriff expressed gratitude to the many departments who were involved and instrumental in funding and making this center a success. Major funding was provided by the State of California Board of State and Community Corrections. Construction was accomplished in cooperation with the Napa-Solano Building Trades Council.

The Center, a 46,000 square-foot educational building, is equipped with classrooms and a computer lab, as well as eight vocational training bays. The center is designed to help and prepare those currently incarcerated with employment skills in the fields of carpentry, welding, automotive, forklift operations, computer science and machinery to name a few.

The discussion of the new vocational training center includes seven classrooms and a driver training pad for truck driver training. The front area of the vocational center, dispatch area, the OES projected building and parking area are part of the 25-year vision.

(#7) Coroner's Office Tour

The Grand Jury toured the Coroner's Office in Fairfield, a division of the Solano County Sheriff's Office on February 7, 2019. A PowerPoint presentation explained the Coroner's Office and their functions. There was an explanation of what happens when the Coroner's Office is notified of a death. It is their duty to determine the manner and cause of all reported deaths. Not all deaths are reportable, such as persons on Hospice or under a doctor's care. All Hepatitis C cases are reportable because they are related to a contagious disease. Most deaths are accidental. Contracted doctors perform the autopsies on a rotating basis.

A thorough explanation including statistics was given of the functions and responsibilities of the Coroner's Office. Although statistics are important, it was evident that a very human quality is present in the operations of the Coroner's Office. The morgue appeared clean and well equipped. We observed the refrigerator and the freezer where remains are kept. We visited the office area where all of the calls are received, and records are kept. There were records back to the 1950's. We observed where evidence or possessions of the deceased are stored. It was an efficient operation.

(#8) Solano County Fire Departments

The Grand Jury conducted a survey of the nine Solano County Fire Departments regarding their policy and procedures involving mass disaster protocol including floods, fires, earthquakes or any other disasters that may arise. The following is a list of departments surveyed: City of Benicia, City of Vallejo, Suisun City, City of Fairfield, City of Rio Vista, Montezuma Fire District, City of Vacaville, Cordelia Fire District and City of Dixon. Of the nine fire agencies surveyed, eight departments follow the policy and procedures set forth by the California Office of

Emergency Services. The City of Dixon purchased Lexipol, a general policy manual specifically for compliance with Federal and State laws pertaining to fire departments.

This is an informational report only.

Required Responses:

None.

Courtesy Copies:

Solano County Sherriff's Office
Solano County Department of Probation
City Manager of Benicia
City Manager of Dixon
City Manager of Fairfield
City Manager of Rio Vista
City Manager of Suisun City
City Manager of Vacaville
City Manager of Vallejo
Fire Chief, Cordelia Fire District
Fire Chief, Montezuma Fire District

This is an informational report. No response is required