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STATE OF CALIFORNIA, COMMISSION ON
PEACE OFFICER STANDARDS AND TRAINING

WHAT IS THE FUTURE OF
TYPE I JAILS AS REVENUE CENTERS
IN THE NEXT FIVE TO TEN YEARS?

NCJRS

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ACQUISITIONS

BY

CAPTAIN JAMES B. STRAIT, II
MONTEREY PARK POLICE DEPARTMENT
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| | |
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| Connie Wiggins | Melissa Shippey |
| Captain Joseph Santoro | John Bevan |
| Lieutenant Dan Cross | Lieutenant Joe Juliano |
| Chris Jeffers | Janet Lim |
| Marsha Levine | |
| Jack Pederson | |

Academic Advisor

Tom Esensten

Clerical Assistance

Armida Aldecoa

Word Processing

Rose Gotanda

Charts

Agent Chuck Montoya

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EXECUTIVE SUMMARY

Will California's police departments continue to close or downgrade their jails? Given the scarcity of tax dollars and the costs of jail construction and operation, are there valid reasons to keep Type I city jails open or should all jail services be provided by county sheriff's departments? Are there current technologies available that can be developed between now and the year 2000 to provide significant jail income?

This research project looked at Type I jail revenue programs currently in operation in small, medium and large police departments. Significant revenue income, amounting to one-third to one-half of the jail budget was found in several agencies. These agencies also reported that few, if any, additional resources were needed in the most common programs. Examples of several police departments with successful programs are provided.

The most important trends concerning this issue between now and the year 2000 were identified. These trends were: 1) More prisoners at every level of the criminal justice system; 2) Jails will have less ability to get money from taxes; 3) More innovative ways of housing prisoners; 4) Regionalization of jails; and 5) Growth of population and population density in California.

The five most important future critical events identified were: 1) First regional jail authority by the year 2000; 2) initiative prohibits early inmate releases; 3) Congressional jail committee established; 4) State bill passed to facilitate fee-paying prisoner programs; and 5) Lack of qualified staff closes most Type I jails.

Three future scenarios were developed and describe the worst case, normative future and best case. The best case scenario was then used to develop the strategic, implementation and transition plans to achieve that future.

After consideration of several alternatives, the establishment of a fee-paying sentenced prisoner program is determined to be the most feasible and desirable revenue program to establish. An implementation strategy is described along with administrative and logistical concerns.

In the management of the transition to the new revenue program, steps are described to obtain the necessary commitment from the critical mass of key individuals who can make this program happen or block it. The Chief of Police is seen as the revenue program's "executive director."

WHAT IS THE FUTURE OF TYPE I JAILS AS
REVENUE CENTERS IN THE NEXT FIVE TO TEN YEARS?

INTRODUCTION

Will California's police departments continue to close or downgrade their jails? Will the number of city jails continue the decline we've witnessed since the 1970s. Are there valid reasons to keep city jails open or should all jail services be provided by county sheriff's departments? Can revenue sources be found in the city jails themselves by the year 2000 to lessen the need for future tax dollars? Are there current technologies available that can be developed between now and the year 2000 to provide significant jail income?

These questions touch on the major issues addressed in this project. The specific focus will be on the issue of revenue from the "provision" of extra or non-standard services. The report will not address two very significant topics: 1) Reduction of costly aspects of the Board of Corrections jail standards (or full state reimbursement for them); and 2) Complete identification of costs due to lost man-hours incurred when officers use county jails.

This study will examine current jail revenue programs that have promise of continuing over the next five to ten years and

beyond. It will also bring future revenue possibilities into focus. The project will assist jail managers and other law enforcement executives in identification and implementation of revenue programs that are likely to be successful in their agencies. Interest should be high, given the fact that revenue generation is already earning amounts such as \$112,000 per year in a small city's Type I jail.¹ In another jail (Monterey Park) the income, \$94,400, equals more than one-third of the jail budget.

BACKGROUND

Current Type I City Jail Operations in California. At present there are approximately 81 Type I city jails.² There are several other Type I jails operating at various Sheriff's Department stations but they are part of a larger system and not the subject of this study.

The Type I city jail generally functions as a unit of a city police department and holds that particular department's prisoners from time of arrest until released. Release can be one of several types: released without charge; released on a promise to appear (O.R.); released on cash bail; released on bond; released to another law enforcement agency; or released to court for arraignment. The jail's status as "Type I" is controlled by the State's

Board of Corrections and means that the jail will hold adult prisoners as described above and generally for not longer than 48 hours, weekends and holidays excluded. Two exceptions to this 48-hour rule are juveniles who are usually held for no more than six hours in separate areas of the jail and sentenced misdemeanor prisoners who work around the jail and police station. These sentenced prisoners are known as "Trusties."

A city police department can run its own jail as long as it meets certain standards of construction, maintenance, operation, staffing, food service, etc. Most of these regulations are contained in a document known as the "Minimum Jail Standards."³ These standards are codified in Title 15, California Administrative Code. These standards are promulgated by the State Board of Corrections which also sends inspectors to each jail on a regular basis. In addition, agencies such as local health departments, county grand juries and state or local fire marshals conduct annual inspections.

As noted above, a city police department can, but does not have to, run its own jail. Many California police agencies have closed or downgraded their jails in recent years. The greatest causal factor has been the cost of building and operating these facilities. Other important factors include increasing minimum jail standards, and liability exposure. When these negatives were contrasted to the "free" county jail system, it's not surprising that in the last 10 years, the number of city Type I jail's has

declined from 121 to 81. Another wave of jail closures followed the passage of Proposition 13, the Jarvis-Gann Property Tax Reduction Initiative in 1978 and its follow-up laws.

With the 1980s came the impact of serious county jail overcrowding which meant booking delays or even refusal; pre-arraignment/pre-trial release programs being maximized; and early releases for sentenced inmates. However, city police agencies have rarely reopened their jails because the county jail is still seen as a more cost effective alternative.

Another question must also be asked, Are there valid reasons for a city police department to operate a full service Type I jail? Many police departments feel that there are significant advantages and that these advantages will continue over the foreseeable future. These include:

Policy Control: While many county jails are releasing almost all pre-trial misdemeanants and many felons on rather lenient guidelines, very few police officials advocate these releases as good law enforcement. These measures are meant to reduce overcrowding and comply with court mandates, not lower the crime rate. Cities with their own jails can maintain standard bail and own recognizance release guidelines.

Man Hour Savings: When a prisoner must be transported to county jail and booked, it can take hours depending on distance, traffic and booking time. This process causes lost man hours. These lost hours cost money and can drastically reduce patrol and

investigative service delivery to a city's residents. Officers tied up in booking at the county jail aren't answering calls for service.

Convenience: It takes less time for a police department to book prisoners into its own jail since there is only one set of policies and one command structure.

Professional Civilianization: Although the Board of Corrections has added new and stricter minimum jail standards that require more attention and resources be applied to Type I jails, there is some mitigation. The new more highly trained civilian jailers, while paid less than policemen, are efficient and return officers to their field duties quickly.

If we agree that Type I jails are desirable, is there anything that can be done to help ensure their survival? Can these jails help pay their own way?

CURRENT REVENUE PROGRAMS

Current revenue programs for city jails appear to exist only in California, with a marked concentration in the southern part of the state. Even after contacting government agencies, a national jail association, educators and trainers in the field, and running a thorough data base search, no city jail revenue programs were found outside of California. Also of interest was the complete lack of published information on this topic.

A structured phone interview survey was implemented to gather information about the various types of programs currently in operation. (See Appendix A for interview form.) As a result of this survey and other interviews, four types of programs were identified. These are Fee-paying Sentenced Prisoners; Federal Prisoner Housing Agreements; State Contract for Construction/Operation of City Facility to House Parole Violators; and Agreements to Hold Pre-arraignment Prisoners from Other Jurisdictions

While these are not all of the methods being used to generate revenue, none of the others were providing more than a few hundred dollars in income.

FEE-PAYING SENTENCED PRISONERS

This type of program was by far the most common. At the time of this report, it exists in 15 of the 41 city police agencies in Los Angeles County. Several other police departments in nearby Southern California counties also have this program in operation or will implement it soon. Despite extensive inquiry, no programs of this type were found in Northern California.

BASIC PROGRAM DESCRIPTION

A person convicted of a misdemeanor pays a daily fee to a city jail so that he/she will be allowed to serve the sentence in the city jail, rather than a county facility.

Typically, city jails allocate only a few of their beds to this program so reservations are taken. Most of the "clients" or prisoners are being sentenced for driving under the influence. Most police departments screen out prisoners who have extensive and/or serious criminal records, convictions for narcotic offenses, and health and/or mental problems.

The typical daily rate is a minimum of \$75 and a court order is required from the sentencing judge. More than half of the police departments contacted had work for these fee-paying prisoners to do, such as washing police cars.

Problem prisoners are not subjected to disciplinary methods, such as transportation to a county facility or extended sentences. Instead, they are excluded from the jail and the court is notified of the reason.

Survey Information: A separate interview schedule (see Appendix B) was used to obtain information for comparison from thirteen (13) Los Angeles County police departments with fee-paying sentenced prisoner programs. The most important points of information are listed below. (See Appendix G for summary.)

1. Number of Beds Available for the Program

- Range: 3 to 12 per agency
- Average: 7* per agency

* Average is based on 12 departments, one department has a daytime only program.

2. Fees

- Twenty-four hour day; average, \$77.08

Note: Nine of twelve agencies charge \$75 for 24 hours

- Twelve hour half day; average, \$41.25

Note: Only four of the 13 agencies have a 12 hour program.

3. Registration Fee

Seven departments have a non-refundable registration fee that holds the prisoner's reservation.

4. Annual Income

- Range: \$ 12,000 to \$112,000
- 13 Agency total: \$758,381
- Per-bed average: \$9,028

Note: All departments reported that the income went to city's general fund.

5. Costs

- Meals: Range, \$3.00 to \$7.50 per day
Average, \$5.06 per day.
- Laundry: Ten agencies reported no laundry costs due to prisoners wearing their own clothes. Three departments report \$.25 per day.
- Staffing: Twelve of thirteen departments reported no additional jail staff necessary. One department employed an extra jailer.

6. Work Performed by Fee-paying Sentenced Prisoners

- Seven agencies reported that their fee-paying sentenced prisoners worked around the station. Five agencies said that the prisoners worked on a voluntary basis. The other two departments required these prisoners to work if there were jobs to do.
- The other six departments did not allow these prisoners to work in any case.
- Where these prisoners did work the tasks were generally car washing, janitorial jobs, very routine clerical functions and occasionally a skilled job. The skilled jobs were relatively rare and most often involved a craftsman doing some time when some part of the police department needed to be built or modified.

7. Number of years with a fee-paying sentenced prisoner program

- Range: One year to seven years
- Average: 4.4 years

8. Would you recommend this program to other departments

One hundred percent (100%): Yes!

Examples of Fee-paying Sentenced Prisoner Programs:

Monterey Park Police Department

The Monterey Park Police Department has 71 sworn and 41 civilian employees to handle a city of 62,877 people in 7.7 square

miles. The Monterey Park Program generally follows the model seen in the averages above. There is a maximum of 8 beds in two 4-man cells that are reserved for sentenced prisoners (fee-paying) and all 8 are for men. Women are not housed in the department's jail. One fee-paying female prisoner is accepted at a time for 12 hour blocks of time at \$50 for each block. The women prisoners are assigned to non-sensitive tasks under the supervision of a records clerk. The department is also aware of the possibility that this program might be seen as a "rich man's" program. The judges in the surrounding judicial districts are informed that inmates who have special needs but can't afford the full fee are eligible for a modification or elimination of the cost.

Monterey Park requires all inmates in the program to work so that all of them are truly trusties. The jobs performed are car washing, extra clean-up projects, moving stored material and light clerical. All inmates in the program wear jail uniforms that are colored dark brown. This distinguishes them from the pre-arraignment prisoners who wear orange jumpsuits.

Monterey Park will handle approximately 900 prisoners in this program during the current fiscal year. The prisoners have varying sentence lengths, from 2 days to 3 months. Revenue estimates call for an income of \$85,000 by 6-30-88. Monterey Park added no staff to handle this program.

Palos Verdes Estates Police Department

The City of Palos Verdes Estates Police Department has a compliment of 23 sworn and 11 civilian employees. The city's population is 15,050 people in an area of 5 square miles. The city is upper-middle and upper income.

The Palos Verdes program is very different from Monterey Park and the averages. It is an interesting example of what a smaller agency can do to create jail revenue.⁴

While Palos Verdes Estates Police Department has bed space for 8 men and 5 women in the jail, no sentenced fee-paying prisoners are housed there. Instead, a maximum of three fee-paying prisoners at a time serve 12 hour days (7 a.m. to 7 p.m.) working in and around the police station and civic center area. A fee of \$30 is charged for each day and there is a maximum of 30 days on a commitment. Only persons convicted of driving under the influence are accepted in the program. No person with a prior conviction for any other type of crime is accepted.

Work is mandatory for these prisoners and consists of car washing, sweeping, and clerical work. There are no provisions for reduced fees. The prisoners wear their own clothes and two meals are provided. Palos Verdes Estates Police reported their annual income at \$14,400. No additional staff is required.

FEDERAL PRISONER HOUSING AGREEMENTS

Federal agreements with city jails are both formal and informal. The most common agreements are contracts administered by the United States Marshal's Service with the United States Bureau of Prisons. Other agreements involve a letter of understanding between the United States Immigration and Naturalization Service and a city jail.

With the U. S. Marshal's contract it's necessary to complete an in-depth cost justification form prior to any agreement. The types of prisoners that are transported to city jails for housing consist of: arrests, where no federal facility is readily available; inmates of federal prisons brought to a city on a court case; and prisoners who are informants.

The City of Monterey Park dropped its agreement with the U.S. Marshal's Service several years ago due to an inability to agree on a higher fee, however, the City of Oakland jail reports an excellent working relationship with the U.S. Marshals. (See a description of Oakland's program under the section on Agreements to Hold Pre-arraignment Prisoners from Other Jurisdictions.)

Several cities in the Los Angeles area have a much less formal arrangement with the United States Immigration and Naturalization Service. Usually, INS approaches a police department and inspects the facility. Arrangements about numbers of prisoners and other details are worked out and put in a letter. There is no contract and INS pays the going rate for fee-paying

prisoners. The prisoners are not the every day low risk illegal immigrant. Instead they are higher security prisoners, often former state prison inmates on their way to deportation. Payment is received by submitting a bill for service rendered to INS.

Monterey Park has received approximately \$9,400 from INS over the last year from handling 90 prisoners with varying lengths of stay.

State Contract for Construction/Operation of
City Facility to House Parole Violators

This is a new program that was signed by the Governor of California on 9-30-87. It was authorized by Senate Bill 1591. It is so new that no city has actually built the building and started the service yet, but it is proceeding in various stages in several jurisdictions.

In brief, this bill allows the Director of the Department of Corrections to contract with a city to build a correctional facility to house parole violators and for the state to pay the city the cost of operating the facility including capital outlay costs. In addition, the state will provide the city a reasonable profit for undertaking this service for the state. The bill further provides that the length of these agreements may be as long as 20 years. The profit factor that the state anticipates paying will be somewhere between 6% and 10% of the daily per diem rate.

Presentations of this concept have been made to the City of Folsom, the City of Coalinga, the City of Corcoran and Lassen County. The building that is proposed would be virtually identical to the housing unit which the Department of Corrections built in Vacaville and very similar to the unit which is being built in San Diego.

This housing unit would hold up to 200 inmates. It is possible for a city to realize an approximate \$200,000 profit for each 200 inmates. In other words, if the city decided to build two such structures, it would be likely that the contract with the State of California would allow for a profit of \$400,000 to the city.

The construction of this facility or facilities could be financed by the sale of revenue bonds or certificates of participation, issued by the city. The term of the bonds would be 20 years as would be the term of the contract with the State of California. In this manner, the debt service for the capital outlay would be spread over 20 years and would not be a substantial burden to the state. At the end of the contract period, the city would own the buildings free and clear and would be at an advantage to negotiate a new agreement with the State of California or the United States Government. In short, this concept would allow a city to have a correctional facility in a very short period of time and also allow for a significant new revenue source.

Agreements to Hold Pre-arraignment Prisoners
From Other Jurisdictions

This type of program has existed in certain city jails for some time. It is not wide spread because county jails provide almost all of the prisoner housing for police departments that don't want to run their own jails.

It appears that in some instances distance to the county jail encourages this type of arrangement while in other cases the officers' time in booking at the county jail appeared to be a factor. The program itself is a simple concept. One city jail provides the service and sets the fee rate, the other client agency (or agencies) pay the bills.

Monterey Police Department

A small program of this type is underway at the Monterey Police Department jail. The Del Rey Oaks and Carmel-By-The-Sea Police Departments book their prisoners in Monterey rather than drive to the more distant county jail. Monterey Police Department charges \$47.50 per day or any portion thereof. There is no separate booking fee. The program is low volume and \$2,800 in revenue was generated in the last year.

Oakland Police Department

A city jail with a similar idea behind its jail revenue program but on a much larger scale is the Oakland Police Department jail. The total jail budget is \$5.3 million and revenue last year amounted to \$2.7 million. Oakland's jail is rated at 217 beds. Staffing consists of 107 civilian employees, six sworn sergeants and a lieutenant. Oakland has contracts with 12 agencies to

provide jail service, including the cities of Alameda, Piedmont and Emoryville. This jail also serves the Bay Area Rapid Transit Police and the East Bay Regional Park District Police. Federal agencies served include the U.S. Marshal's, the Immigration and Naturalization Service and the Shore Patrol. The State Department of Corrections also houses parole violators in this facility.

As a matter of interest, this jail's program has become so large that it is now rated a Type II jail, the same as a county jail.

Two reasons given for the popularity of Oakland's jail over the Alameda County jail are the 25 mile distance from the main population area to the county jail; and the county jail's closing of the booking area during meal times.

Oakland Police Department charges a rate of \$68.89 per day which is all inclusive except for any medical charges. Oakland is also participating in some grants from the U.S. Marshal's Service for facility upgrading.

EMERGING TECHNOLOGIES

There are several ideas that are just now solidifying into programs that may provide substantial revenue possibilities in the future.

Electronic House Arrest: This program entails the use of electronic monitoring devices to report the whereabouts of a convicted person who has been sentenced to stay in the confines of

his home. These sentences are usually in conjunction with some jail time and other conditions, such as restitution, counseling, job retention, etc.

Up to this point, this type of technology has been used by probation and parole departments to provide close supervision of inmates. The monitoring has been done either by the parole or probation department or contracted out to a private provider. Why couldn't this device be combined with a fee-paying stay in a city jail then some house arrest time monitored in the nearby city jail. The idea is being studied by at least one police department.

Regionalization: This entails the operation of a jail to serve multiple jurisdictions. It is basically the same idea as having a county jail serve the needs of cities but it differs slightly.

A regionalized Type I jail might be owned jointly by several cities who could create a regional jail authority. An alternative would be for one city to own and operate the jail but obligate itself contractually to other participating cities. Oakland Police Department's current operation differs from a true regionalized Type I jail in that the service provided is on a space available basis only. This idea has been discussed and explored by several cities in the Los Angeles area but not put into effect.

SUMMARY

The number of California's Type I city jails has been declining for more than 10 years. While many agencies have decided to close their jails and use county facilities it appears that there are many valid reasons to keep city jails open. Costs are the primary factor behind the decisions to give up city jails. If costs could be reduced or revenues increased then the effect on city jails should be positive.

Several programs for generating revenue in city jails are in place and doing well. They are earning money that significantly reduces the demand on the taxpayer for dollars to operate jails. The current programs appear viable for the future and there are at least two emerging technologies: Electronically Monitored House Arrest and Regionalization of Type I jail service that have promise.

FORECASTING THE FUTURETRENDS

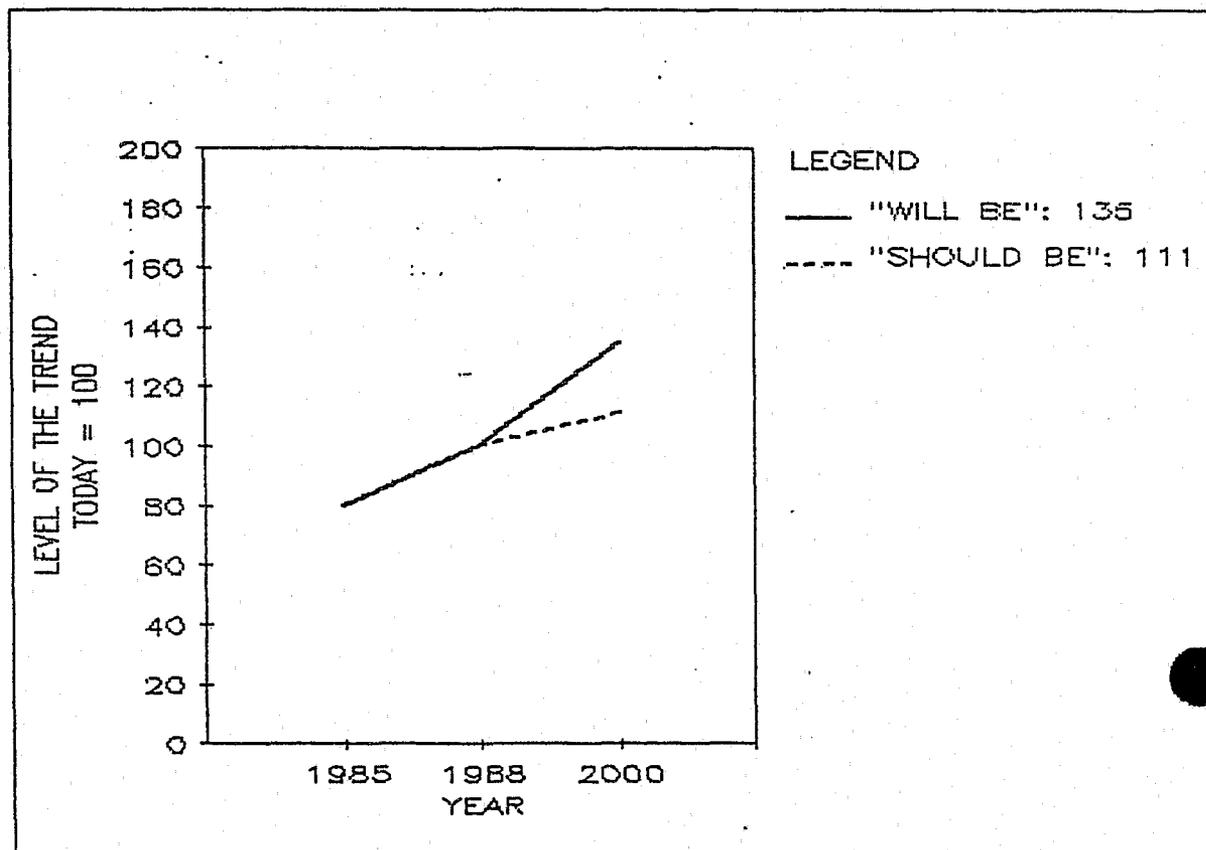
The first step in forecasting the future was the formation of a diverse group of 10 well-informed individuals into an NGT (Nominal Group Technique) panel. This group was asked to consider and identify all current trends relative to Type I city jails as revenue centers and then prioritize these trends. The prioritization was based on the impact of these trends on the topic now and up to the year 2000.

The five most important trends (see Appendix C for complete list of candidate trends) were identified as:

1. More prisoners at every level of the criminal justice system.
2. Jails will have less ability to get money from taxes.
3. More innovative ways of housing prisoners.
4. Regionalization of jails--city, county, state and federal.
5. Growth of population and population density in California.

A more complete explanation of each of these five trends and a graph of its current and forecast level by the year 2000 will clarify the NGT panel's work.

1. More Prisoners at Every Level of the Criminal Justice System



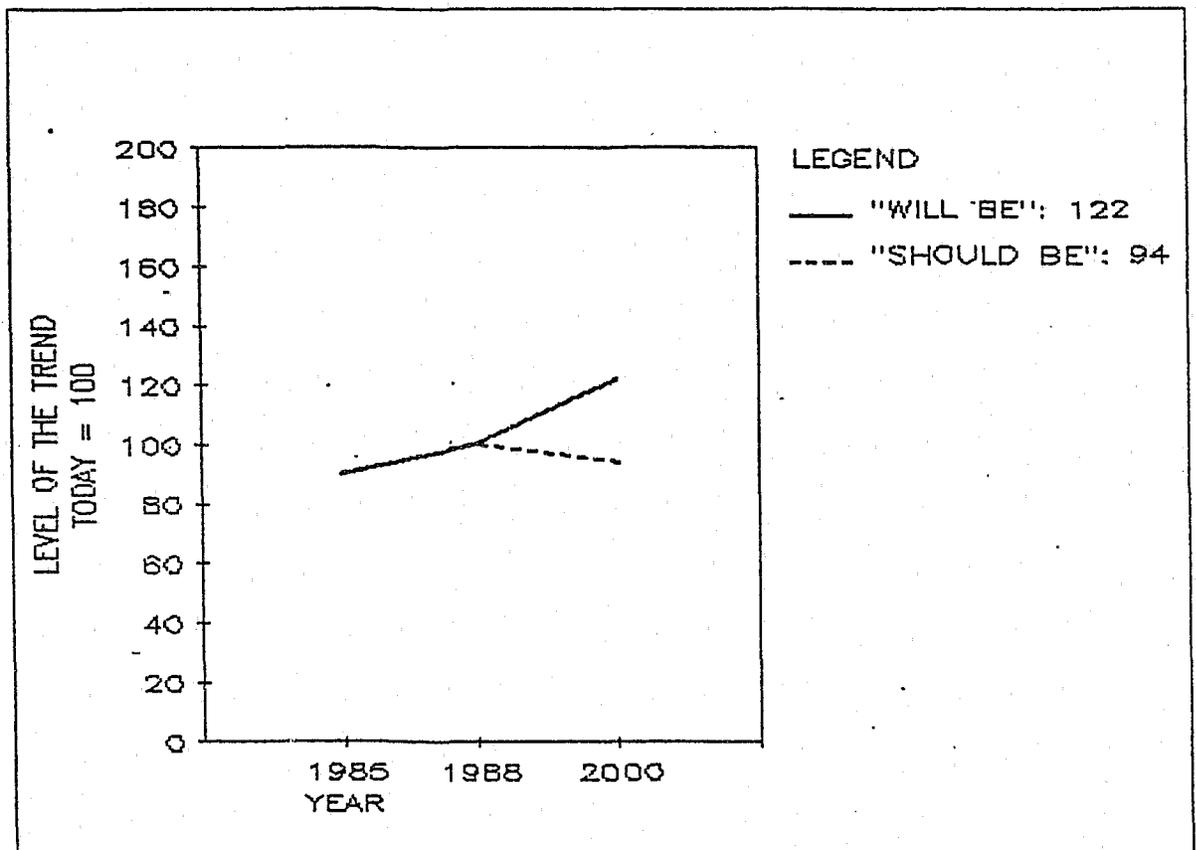
NOTE: Levels Shown Are Mean Values

"Will Be" = Level if current forces and decisions continue.

"Should Be" = Level if policies were implemented to improve situation to best possible state.

Figure 1

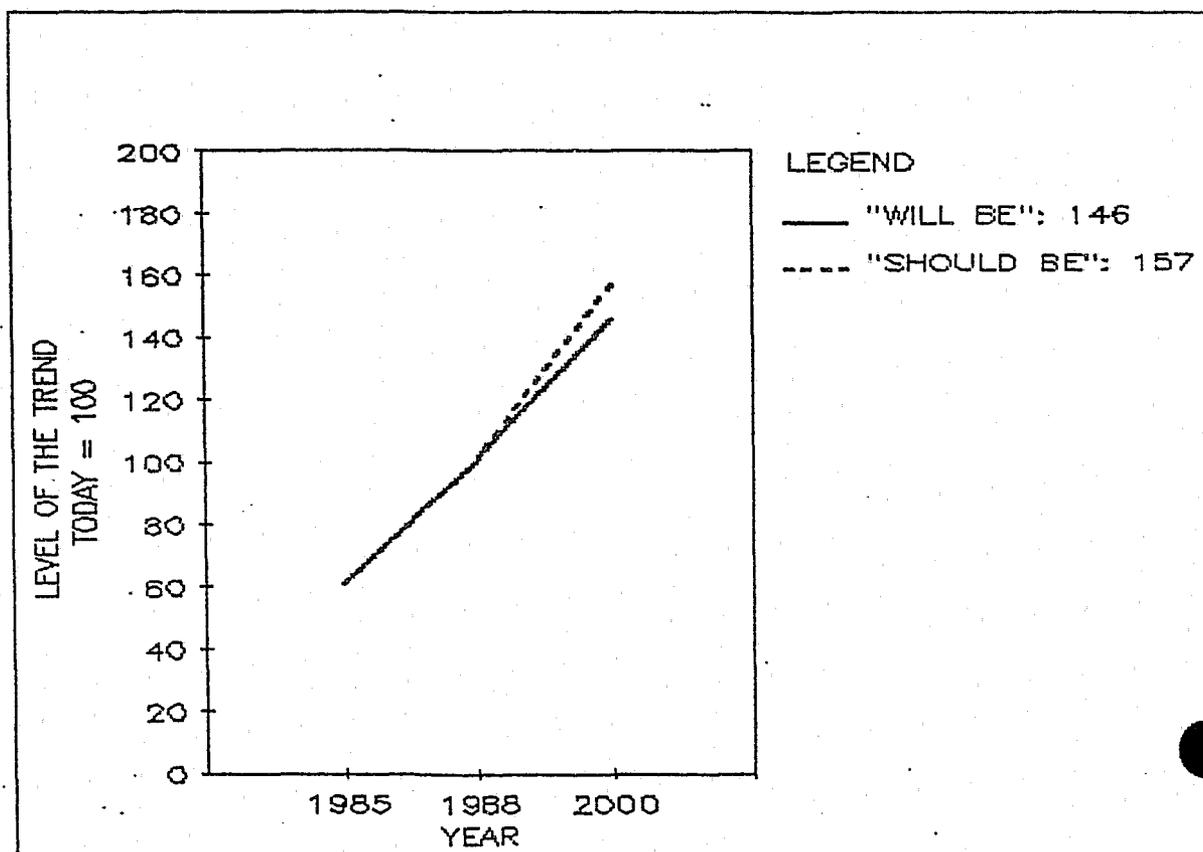
Various legislative and judicial actions have caused the populations of every type of lockup, jail and prison to rise. Almost all county, state and federal courts are sentencing convicted defendants to longer terms of confinement. All indicators forecast steady growth in this trend.

2. Jails Will Have Less Ability to Get Money From Taxes

NOTE: Levels Shown Are Mean Values

Figure 2

Jails and prisons have never been budget items to get first call on tax dollars and this is not going to change if current policies continue. The "should be" level by the year 2000 reflects the possibility that tax dollars will be easier to obtain if jails are seen as efficient and somewhat self-reliant.

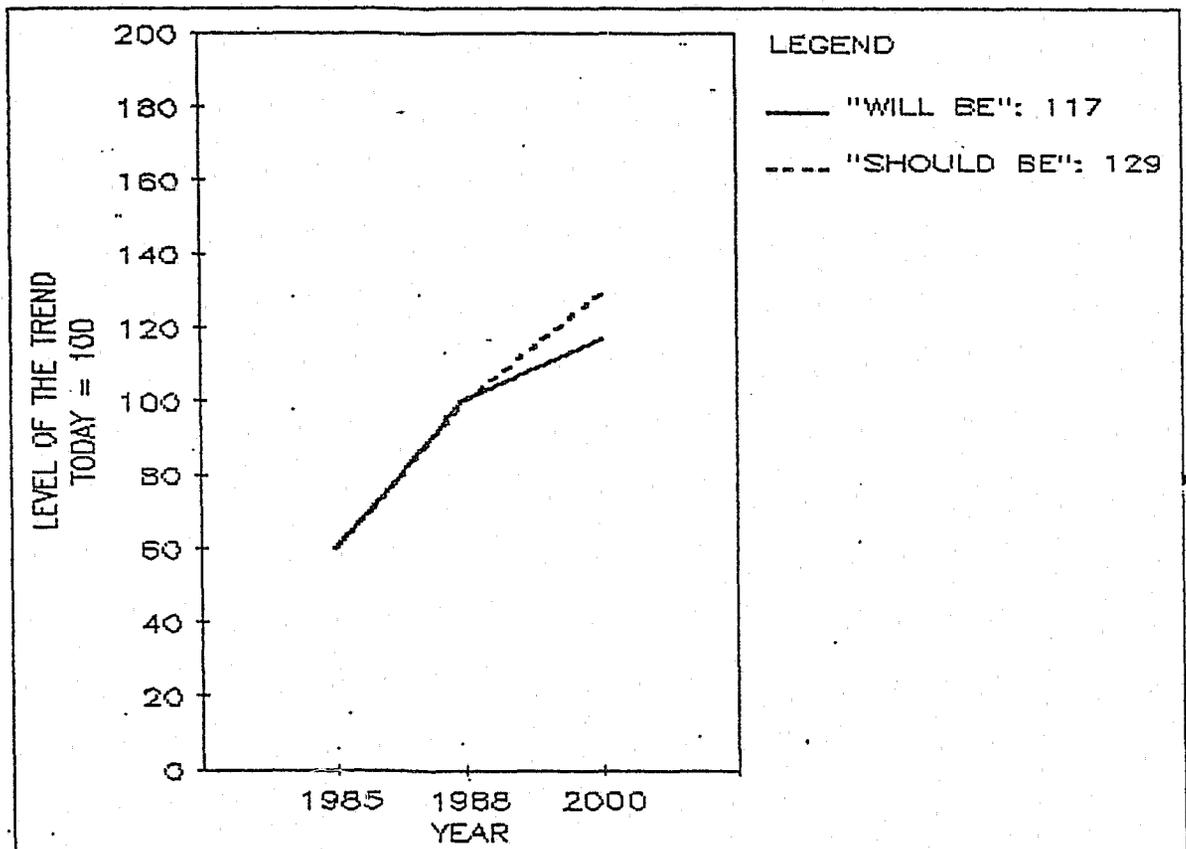
3. More Innovative Ways of Housing Prisoners

NOTE: Levels Shown Are Mean Values

Figure 3

Innovation in the housing of prisoners includes the use of electronic devices in house arrest programs, as well as fee-paying sentenced prisoner programs and other revenue generation devices.

4. Regionalization of Jails: City, County, State and Federal

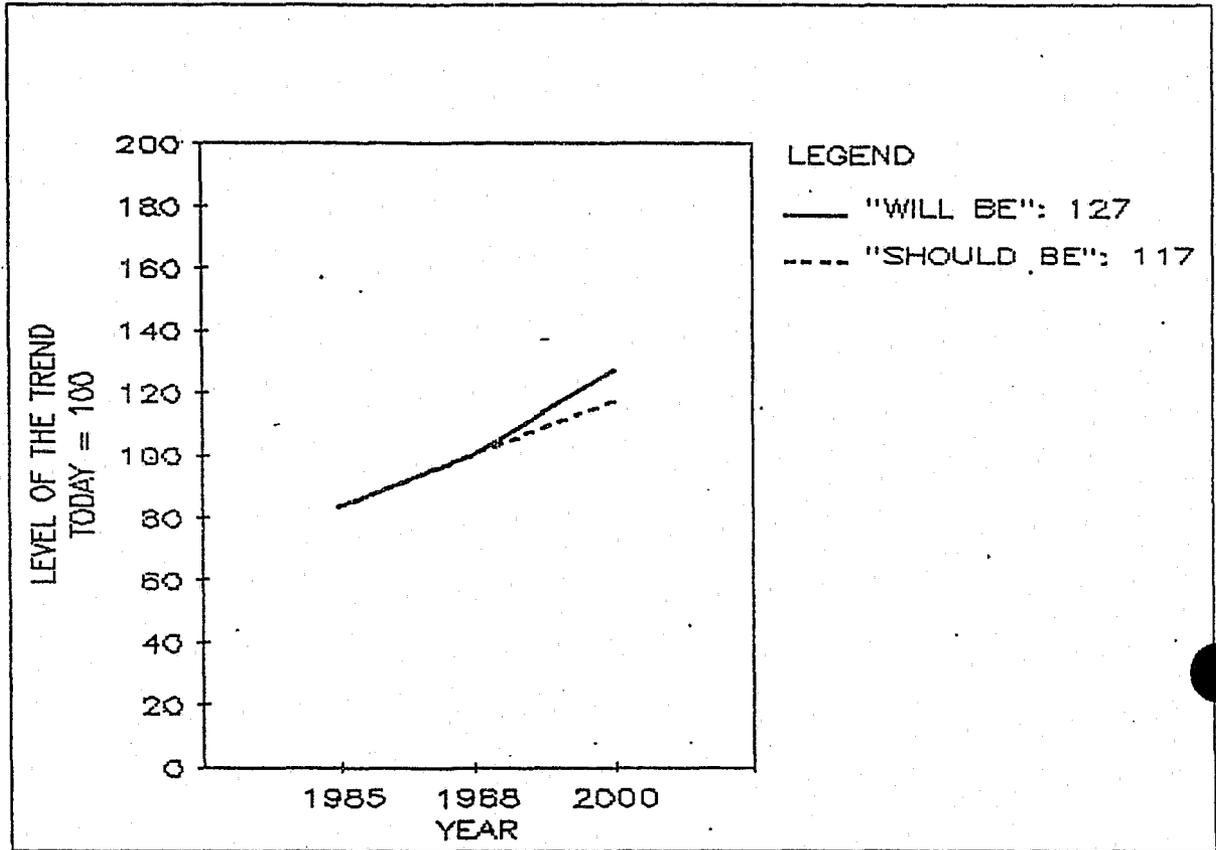


NOTE: Levels Shown Are Mean Values

Figure 4

This trend envisions that jail service will be combined by a variety of police agencies, city, county, state and federal through many different regionalization programs. Regionalization means service provided to several agencies based primarily on geographical area.

5. Growth of Population and Population Density in California



NOTE: Levels Shown Are Mean Values

Figure 5

California's population will continue to grow at a steady rate through the year 2000. The population will not spread itself evenly throughout the state. It will continue its current pattern of greatest growth in areas already heavily populated.

The NGT panel also completed individual trend evaluation forms that were compiled into the final trend evaluation that is seen below.

TREND EVALUATION

| TREND STATEMENT | LEVEL OF THE TREND (Ratio: Today = 100) | | | |
|--|--|-------|-----------------------|-------------------------|
| | 5 Years Ago | Today | "Will be" in 10 Years | "Should be" in 10 Years |
| T-1 More prisoners at every level (of the Criminal Justice System) | 80 | 100 | 135 | 111 |
| T-2 Jails will have less ability to get money from taxes | 90 | 100 | 122 | 94 |
| T-3 More innovative ways of housing prisoners | 61 | 100 | 146 | 157 |
| T-4 Regionalization of jails - city, county, state, federal | 62 | 100 | 117 | 129 |
| T-5 Growth of population and population density in California | 83 | 100 | 127 | 117 |

Table 1

CRITICAL EVENTS

The NGT panel then considered critical events that would impact the project topic. A list of 22 candidate events were generated. (See Appendix D for complete list. The candidate events were narrowed to the five most important events and then each panel member independently assigned probability values and impact on law enforcement values. The average results for the panel are seen below:

EVENT EVALUATION

| | EVENT STATEMENT | PROBABILITY | | | Net Impact on the Issue Area (-10 to +10) | Net Impact on Law Enforcement (-10 to +10) |
|-----|---|--|-----------------|-----------------|---|--|
| | | Year that Probability First Exceeds Zero | By 1995 (0-100) | By 2000 (0-100) | | |
| E-1 | First Regional Jail Authority | 1992 | 69% | 92% | +4 | +4 |
| E-2 | Initiative Prohibits Early Inmate Release | 1995 | 59% | 84% | +2 | +7 |
| E-3 | Congressional Jail Committee | 1995 | 72% | 91% | +3 | +4 |
| E-4 | State Fee-paying Prisoner Bill | 1992 | 81% | 97% | +7 | +6 |
| E-5 | Lack of Staff Closes Most Type I Jails | 1997 | 19% | 61% | -4 | -2 |

NOTE: All Values Are Mean Averages

Table 2

Event Statement Explanation:

- E-1 First Regional Jail Authority: A group of cities establishes the first regional jail authority by the year 2000.
- E-2 Initiative Prohibits Early Inmate Release: California voters vote to stop early release of prisoners due to judicial mandates.
- E-3 Congressional Jail Committee: A blue ribbon congressional committee is established to deal with local jail problems. Federal financial assistance is promised.
- E-4 State Fee-paying Prisoner Bill: The California legislature passes a bill facilitating fee-paying prisoner programs in Type I jails. This includes waiver of certain minimum jail standard requirements and provides grant money for program start-up.
- E-5 Lack of Staff Closes Most Type I Jails: By 1999, 51% of all Type I jails are closed due to a shortage of qualified manpower.

CROSS IMPACT ANALYSIS

The cross-impact analysis portion of this study estimates the impact of one event upon the probability of another event. Additionally, it estimates the impact of an event upon the level of

a trend. Probability estimates were assigned to each event based upon the probability of that event occurring by the year 2000. Listed below are the estimates of one event upon each other event and on the trends. The impact on events is described in increased or decreased probabilities while the impact upon a trend is described in the level or direction of that trend.

CROSS-IMPACT EVALUATION BY THE YEAR 2000

Suppose that this event actually occurred with this probability..... How would the probability of the events shown below be affected?

| | | | | | | | TRENDS | | | | |
|----|-----|-----------------|-----------------|-----------------|-----------------|-----------------|--------------|--------------|--------------|--------------|-----------|
| | | E1 | E2 | E3 | E4 | E5 | T1 | T2 | T3 | T4 | T5 |
| E1 | 92% | * * * | Increase to 88% | Increase to 95% | No Effect | Decrease to 40% | No Effect | Decrease 50% | Increase 25% | Increase 50% | No Effect |
| E2 | 84% | Increase to 95% | * * * | Increase to 93% | Increase to 99% | Increase to 70% | Increase 85% | Decrease 20% | Increase 55% | Increase 45% | No Effect |
| E3 | 91% | Increase to 95% | No Effect | * * * | Increase to 98% | Decrease to 49% | Decrease 10% | Decrease 15% | Increase 5% | Increase 20% | No Effect |
| E4 | 97% | Increase to 93% | Increase to 99% | Increase to 99% | * * * | Decrease to 45% | No Effect | Increase 5% | Increase 25% | Decrease 5% | No Effect |
| E5 | 61% | Increase to 98% | No Effect | Increase to 95% | Increase to 99% | * * * | Increase 30% | Decrease 50% | Increase 25% | Increase 50% | No Effect |

Table 3

EVENTS

- E-1 First Regional Jail Authority
- E-2 Initiative prohibits early release
- E-3 Congressional Jail Committee
- E-4 State fee-paying prisoner bill
- E-5 Lack of staff closes most Type Is

TRENDS

- T-1 More prisoners at every level
- T-2 Jails get less tax money
- T-3 More innovative prisoner housing
- T-4 Regionalization of jails
- T-5 Population growth

Description of Cross Impact Analysis:EVENTS

1. If the first regional Type I jail authority is established by the year 2000...The Probability of...
 - E-2 Initiative prohibiting early inmate releases (84%) Increases to 88%
 - E-3 Congressional Jail Committee (91%) Increases to 95%
 - E-4 State Fee-paying prisoner bill (97%) No effect
 - E-5 Lack of Staff Closes Most Type I Jails (61%) Decrease to 40%

2. If California voters pass an initiative prohibiting early inmate releases due to judicial mandates...
 - The Probability of...
 - E-1 The First Regional Jail Authority (92%) Increases to 95%
 - E-3 Congressional Jail Committee (91%) Increases to 93%
 - E-4 State fee-paying prisoner bill (97%) Increases to 99%
 - E-5 Lack of staff closes most Type I Jails (61%) Increases to 70%

3. If a Congressional Committee is Convened to Address the Problems of Local Jails...
 - The Probability of...
 - E-1 The first regional jail authority (92%) Increases to 95%
 - E-2 Initiative prohibits early inmate release (84%) No effect

E-4 The state fee-paying prisoner bill (97%) Increases to 99%

E-5 Lack of Staff Closes Most Type I Jails (61%) Decreases to 49%

4. If a state legislature bill facilitating fee-paying prisoner programs passes...

The Probability of...

E-1 The First Regional Jail Authority (92%) Increases to 93%

E-2 Initiative prohibiting early inmate release (84%)
Increases 99%

E-3 Congressional Jail Committee (91%) Increases to 99%

E-5 Lack of Staff Closes Most Type I Jails (61%) Decreases 45%

5. If lack of qualified staff members causes most California Type I jails to close...

The Probability of...

E-1 The First Regional Jail Authority (92%) Increases to 98%

E-2 Initiative prohibits early inmate release (84%) No effect

E-3 Congressional Jail Committee (91%) Increases to 95%

E-4 State fee-paying Prisoner Bill (97%) Increases to 99%

TRENDS

1. If the first regional jail authority is established...

The Direct Impact On These Trends Would Be...

- No effect on T-1, more prisoners at every level
- Decrease of 50% in T-2, jails get less tax money
- Increase of 25% in T-3, more innovative prisoner housing
- Increase of 50% in T-4, regionalization of jails
- No effect on T-5, population growth

2. If a statewide initiative passes prohibiting early inmate releases due to judicial mandates...

The Direct Impact On These Trends Would Be...

- Increase of 85% in T-1, more prisoners at every level
- Decrease of 20% in T-2, jails get less tax money
- Increase of 55% in T-3, more innovative prisoner housing
- No effect on T-5, population growth

3. If a Congressional Committee meets to Solve Problems in Local Jails...

The Direct Impact On These Trends Would Be...

- Decrease of 10% in T-1, more prisoners at every level
- Decrease of 15% in T-2, jails get less tax money
- Increase of 5% in T-3, more innovative prisoner housing
- Increase of 20% in T-4, regionalization of jails
- No effect on T-5, population growth

4. If a bill is passed by the state legislature to foster and promote fee-paying sentenced prisoner programs in local jails...

The Direct Impact On These Trends Would Be...

- No effect on T-1, more prisoners at every level
- Increase of 5% in T-2, jails get less tax money
- Increase of 25% in T-3, more innovative prisoner housing
- Decrease of 5% in T-4, regionalization of jails
- No effect on T-5, population growth

5. If a lack of qualified staff causes the closure of most of California's Type I jails...

The Direct Impact On These Trends Would Be...

- Increase of 30% in T-1, more prisoners at every level
- Decrease of 50% in T-2, jails get less tax money
- Increase of 25% in T-3, more innovative prisoner housing
- Increase of 50% in T-4, regionalization of jails
- No effect on T-5, population growth

In reviewing the cross impact analysis some of the critical events and trends are worthy of further note. Event #1, establishment of the first regional jail authority, is seen as having a positive effect on the early release initiative (E-2) and the Congressional Jail Committee (E-3). More importantly it is seen as the most effective way to reduce the likelihood of the closure of

most Type I jails due to lack of staff. Event #1 is also important in that its probability is increased by the occurrence of every other event. Event #1 also has a very positive effect on all of the trends except "more prisoners" and "population growth" which aren't susceptible to methods of incarceration.

Event #4, the state legislature bill to facilitate fee-paying prisoner programs, has a positive effect on the events and trends which point towards an improved future state.

In the trends, Trend #3, more innovative prisoner housing methods, is increased by every event. Trend #2, jails receiving less tax money, is decreased by every event except E-4, the state legislature bill to facilitate fee-paying prisoners. Because this is a negative trend, its decrease means that all of the events increase the likelihood of more tax dollars becoming available for the jails.

SCENARIOS

The next step in the process of forecasting the future was the development of three scenarios. These scenarios used the key trends and events detailed earlier as well as other information. This information consisted of the entire list of candidate trends and events from the brainstorming process as well as three key assumptions. The NGT group assumed for purposes of this project, that through the year 2000 there would be: no major war involving the United States, no major economic catastrophe and no major earthquake in the United States.

The following three scenarios are the normative (or most likely), the worst case and the best case. All three look back from the year 2000.

Scenario 1; Most Likely to Occur

It's early February in the year 2000. Budget preparation time in almost every city and county police agency in California. It will probably be another fiscal year like all the previous fiscal years back to the late 1980s. Unfortunately, California hasn't answered the questions that have hounded local governments since the passage of Jarvis-Gann and its follow-ups in the late 1970s. How do we pay for government services when demand is up but taxpayers still refuse to provide all the money needed? Some

highly visible problems are fairing a little better, such as schools, health care and water needs, but even these matters lack a stable year-to-year funding source.

The budget problems in California's police departments haven't changed much, either. The increased service demands in emergency response have been fairly well met through a combination of high technology, civilianization and curtailment of some non-essential services, however, jails are a puzzle yet to be solved.

Even though bond issues for new state prisons and county jails have been passed regularly since the 1980s, the supply of prisoner housing still falls far short of demand. Sheriff's departments are still playing catch-up with the necessary closure of old facilities taking a big bite out of the available housing.

City police departments haven't really decided what to do. There has been a small decline (from 81 to 75) in the number of City Type I jails since 1988. These six departments decided that they wanted out of the jail business and would endure the long delays at county jails, the early releases, etc.

On the other hand, a substantial number of city police departments continue to do well with their city jails and the revenue programs that finance 50% or more of their jail operations. The fee-paying sentenced prisoner program is the most popular money maker. Some jail managers see this revenue source as a way to pay for the rebuilding of the Type I jail program throughout California. These officials are hoping for passage of

an upcoming Assembly Bill designed to streamline the process of starting fee-paying prisoner programs and providing start-up and incentive funding. There's even talk that this bill's passage would encourage the groups of cities in the metropolitan areas that are discussing regionalizing their jails. Increased jail revenue would lead to reduced costs for all participating cities.

Unfortunately, there is a very real chance that this bill won't pass because of the special interest groups money demands, and whatever interest there is in solving the cities' needs for jail services will evaporate again. Budgets will be written and police departments will struggle on for one more year, hoping someone from somewhere will appear to resolve this problem.

Scenario 2; Worst Case

Just when things can't get worse...they do! Today, April 15, 2000, the last City Type I jail in California closed. Since it was the Los Angeles Police Department's jail, the occurrence did not go unnoticed. The buses stood in long lines as the last 1,750 prisoners were transported to the main county jail. Once at the county jail all but the 65 worst prisoners were cited out so that Judge Esensten's court order on jail overcrowding wouldn't be violated again. It was mostly a ceremonial occasion since more than 80% of those cited would not appear in court. Of course, a warrant would issue but if apprehended for failure to appear, the system would probably require the prisoner to be cited out again.

It wasn't that many years ago, around 1988, that there was a hope of solving the problem of jail crowding. Bond issues that were passed allowed county jails to construct new facilities. Cities were on the verge of creating sufficient revenue in their own jails to lighten the demands on the county system. They would also have saved their officers' man-hours by avoiding the time consuming process of booking at a county jail. The situation looked good. Then everything concerning Type I jails seemed to go bad at once.

While the state's population was growing to its current size of 32 million plus, this growth concentrated only in the already crowded metropolitan areas. Crime began to increase and kept increasing. In reaction, the Assembly and Senate passed tougher sentencing laws that impacted state and county jails. Judges were asked to solve overcrowding and they responded by issuing court orders limiting jail populations. Citizens were appalled at these releases and an initiative prohibiting judicially mandated early releases to solve overcrowding passed easily.

Due to ever increasing liability problems and the desire to have the best jails possible, the Board of Corrections kept increasing the requirements for Type I jail staff in selection and training. As city jails countered with innovative revenue and attempted regionalization programs they ran into insurmountable problems both politically and with the Board of Corrections. Suddenly, the laws and regulations combined to make it impossible

for a city to run its own jail. The answer from the politicians was to use county jails, but they were already overcrowded and no significant increases in funding ever materialized.

For now, cities have been doing what they have to do. They commit scarce police officer man-hours to transporting and booking prisoners in overcrowded county facilities. Few prisoners are held for very long on anything but the most serious offenses.

Unfortunately, police officers seem to have given up arresting petty criminals and the quality of life in our metropolitan areas is declining rapidly. As thieves, drug users and drunks populate more and more of our streets it seems that vigilante justice is on the rise. Why call the police? They can't solve this problem.

No one section of society seems ready to solve the problems. The bureaucrats and politicians seem anxious only to huddle inside their high-tech security engineered homes and offices and issue official statements blaming everyone else.

Scenario 3; Best Case

Although this year of 2000 is certainly full of challenges for California's police departments there are some victories to savor. Along with the more well-known successes in police officer recruitment and liability cost reduction we have something else to be proud of, our creation of important and meaningful revenue in our city jails.

Let's look back to 1988 when the idea of city jails as revenue centers was just beginning to grow. We knew then that the

problems we faced were very serious. Our county jails were overcrowded and court orders were releasing many inmates back into society even though their sentences weren't finished or they didn't meet O.R. guidelines. Although the voters weren't willing to provide sufficient tax dollars for our jails, they almost passed an initiative that would have outlawed state judges releasing prisoners due to overcrowding.

Fortunately, police executives in many police departments refused to accept the so-called inevitable demise of our cities' Type I jails. These executives realized the many benefits of having their own local jails and set about finding ways of keeping them. It was decided that if dollars were needed for the jails, then the possibilities of these jails as revenue centers should be fully explored.

Even in 1988, several cities had revenue programs operating in their Type I jails. Big cities, medium size cities and even small cities were using their jails to realize up to 50% and more of their jail budgets in revenue. More dollars were saved when the man-hours necessary to book at county facilities were taken into account. As we know several of those late 1980s programs are still popular today. Fee-paying sentenced prisoners, agreements to house prisoners from other city, state and federal agencies, and construction/operation agreements with the state are all still popular.

The later developments of regional city jails and electronic house arrest programs operated from city jails added more flexibility to the revenue programs available.

With our first successes we were able to attract the attention of both state and national politicians. Our programs looked like winners for the police department, the taxpayers and our society as a whole. It didn't take long for the California legislature to pass a bill that eased requirements so that small jails weren't overburdened with large jail regulations. The legislature even granted incentive money for city jails because every prisoner booked in a city jail was one less the county had to handle.

When the United States Congress formed the blue ribbon committee to study local jail problems, California became known as a state where jails were top notch, taxpayers dollars were conserved and local police departments had the ability to incarcerate arrestees. The Federal funds that followed were a key in maximizing the implementation of California's revenue programs in other states. Of course, we were happy with the grants available in California for further innovations.

Indeed, we've come a long way since 1988. It took a lot of hard work and a lot of cooperation with all parts of our complex society, but today, California's Type I jails are an important and viable part of our criminal justice system. As we embark on a new century we're already introducing new, more effective jail programs to safeguard our society. These programs not only work well but also help to pay for themselves.

STRATEGIC PLAN

The strategic plan provides the basis for a city police department with its own jail to establish a jail revenue program. The strategic plan uses the SMEAC model. This acronym represents the various aspects of the strategic plan. They are:

- An Analysis of the Situation.
- A statement of the Mission.
- A plan for Execution.
- Aspects of Administration and logistics.
- Necessary planning and Control.

The third scenario (Best Case) was chosen for the strategic plan.

SITUATION

WOTS-UP is an acronym for an evaluation of an organization's weaknesses, opportunities, threat and strengths. This type of analysis is done to find the best match between the issue's environment and the internal capabilities of the concerned organization. For purposes of this project the WOTS-UP analysis was performed using the Monterey Park Police Department as an example.

ENVIRONMENT

California's Type I city jails are decreasing in number. While many police departments recognize the value in having their own jails, one factor has loomed above all others as the cause of Type I jail decline: COST. As cost to the police department's budget is offset, then the city's own jail becomes more feasible. Over the past seven years, or so, the emergence of jail revenue programs have come to hold more and more promise. Additional emphasis is given to the importance of retaining Type I jails in our cities by the current and future trends regarding prisoner housing.

The critical trends identified by the NGT group that met to consider this issue from now to the year 2000 are: more prisoners at every level of the criminal justice system; jails will have less ability to get tax money; there will be more innovative ways of housing prisoners; regionalization of jails, city, county, state and federal ; and growing population and population density. The most important future critical events forecast by the NGT group were: the first regional jail authority being established by the year 2000; passage of an initiative that would prohibit early inmate release by judicial mandate; establishment of a congressional committee to examine and assist with local jail problems; the state legislature would pass a bill to facilitate and encourage fee-paying prisoner programs; and lack of qualified staff would cause the closure of most Type I city jails by the year 2000.

There are several opportunities for the police department in implementing a jail revenue program. The police department will diminish the demand for funds from tax dollars. Alternative sentencing programs and location will be available to the courts. There will be a reduction in inmates sent to the crowded county jail.

There are threats that would also arise in implementing a jail revenue program. The minimum jail standards are increasing overall and would be slightly different for programs involving sentenced inmates. It's possible that a fee-paying program for sentenced prisoners might be attacked as a rich man's program. The implementation of this type of program would bring increased accountability for the jail operation. The department's liability exposure would be increased.

INTERNAL ASSESSMENT

The police department has several strengths that would be important in considering a jail revenue program. The department has a fairly new jail (7 years old) that is staffed with a stable, well-trained and well-paid group of jailers. The jail continually receives top ratings during inspections. The department maintains good relationships with outside agencies, local and federal.

Fortunately, the city manager and city council are both entrepreneurial and support revenue generation. With a program budget already in use, it will be easy to monitor all of the goals,

objectives and performance measurements of any jail revenue program.

On the weakness side of the ledger there are a few concerns. As in most departments there is some resistance to change that is magnified by the feeling of some staff that certain jail revenue programs are "soft" on criminals. The jail currently has no "extra" staff for any revenue program that would increase man-power needs. While money would be generated by the jail program, it would not come directly to the department, going, instead, to the city's general fund. Even if minimal, some new procedures would be needed for any revenue program. The department would have to "sell" or "market" the program to users. This might be a new and uncomfortable role for the department.

STAKEHOLDER AND SNAILDARTER ANALYSIS

Stakeholders are groups of people who might be affected by, or might attempt to influence the issue, or our approach to the issue. Snaildarters are non-obvious groups of stakeholders who might cause a serious problem with the implementation of any phase of a program.

It is important to the strategic plan that these groups, both external and internal, be identified. Once identified, their positions and power can be analyzed. This allows the preparation of a course of action to lead, persuade, manage, overpower or ignore them.

The NGT panel discussed a list of stakeholders and snaildarters during its meeting. This was added to by a sub-group of the NGT panel made up of Monterey Park Police managers who met for policy formulation. Membership in this planning group was based on supervisory and management experience with the Monterey Park Police Department as well as familiarity with this project methodology. The five members hold ranks from Captain to Jailer.

Those stakeholders and snaildarters identified as being critical to the success of jail revenue programs in city Type I jails are listed below with descriptions of their assumed positions.

1. Police Chief: Support

The Chief wants to maintain his jail for the policy options it provides in handling crime. Revenue programs are relatively easy to run and have few costs. Patrol resources enhanced by avoiding transportation/booking at county jail.

2. Sheriff: Mixed

The Sheriff doesn't want the extra prisoners if all Type I jails close. He sees "jail" as his department's business. He wouldn't want to share any possible state funding with city jails. Due to a positive relationship with chiefs of police, he probably wouldn't actively oppose Type I jail revenue programs.

3. Police Management: Support

Police managers realize benefits of revenue to department as well as manpower drain if county jail is used due to city jail closure.

4. Police Officers/Police Association: Mixed

Police officers want to keep the department's jail for convenience and ability to use incarceration when appropriate. They will oppose the program to that degree that it seems to be "soft" on criminals. The Association leadership recognizes value in department being seen as entrepreneurial by city manager/city council.

5. Jail Staff: Support

The jail staff will support the program because it keeps the jail open and may provide promotional opportunities if very successful. Most revenue programs are not labor intensive and will focus positive attention on jail staff.

6. City Manager: Support

The city manager will see this as a way to keep the jail open and reduce costs to general fund. He will like the ability to deal with misdemeanor crime that the city jail will provide. This fact, and the avoidance of manpower losses due to county jail use, will also please the council.

7. City Council: Support

These revenue programs serve to keep taxes lower and service higher to their constituents. They give the police department and city an image of being pro-active and efficient.

8. Citizens/Taxpayer Groups: Support

The immediate response will be to the savings to the general fund of the city. If informed, they will realize the advantages in manpower savings are adding to their safety. Citizens will also like the punishment of incarceration being paid for by the prisoner.

9. Prisoners: Support

Prisoners in the fee-paying sentenced program will appreciate the less crowded and lower stress atmosphere of a city jail, as well as the ability to schedule their time to minimize job disruptions. Prisoners held on contract for other agencies will also like the less crowded conditions.

10. Courts: Support

The sentencing judges will appreciate the option of sending low risk prisoners to fee-paying programs. It is cost effective, relieves overcrowding, and offers a very good option for "soft" prisoners.

11. Board of Corrections: Mixed

They will support those aspects that relieve overcrowding in jails and prisons but will probably continue to increase regulations and staffing requirements.

12. State Legislature: Support

The state legislature will support revenue programs because it's one of the few ways to generate funds for law enforcement without using tax dollars. They will, however, be sensitive to employee groups and other special interest groups (see snaildarters below).

13. Media: Mixed

Local papers are likely to support idea of criminals paying their own way and reduction in demand on tax dollars. Larger newspapers, television may sensationalize programs that can be made to look too soft.

14. American Civil Liberties Union (ACLU):

In fee-paying sentenced prisoner programs the ACLU may take the position of unequal treatment of prisoners,

i.e., the poor go to county jail, the rich to a comfortable city jail.

15. Mothers Against Drunk Driving (MADD):

Will oppose programs that reduce sentences for drunk drivers.

16. Employees:

Some disgruntled employees will resist change and new duties. They could actively oppose program as "not police department's job," or too much work.

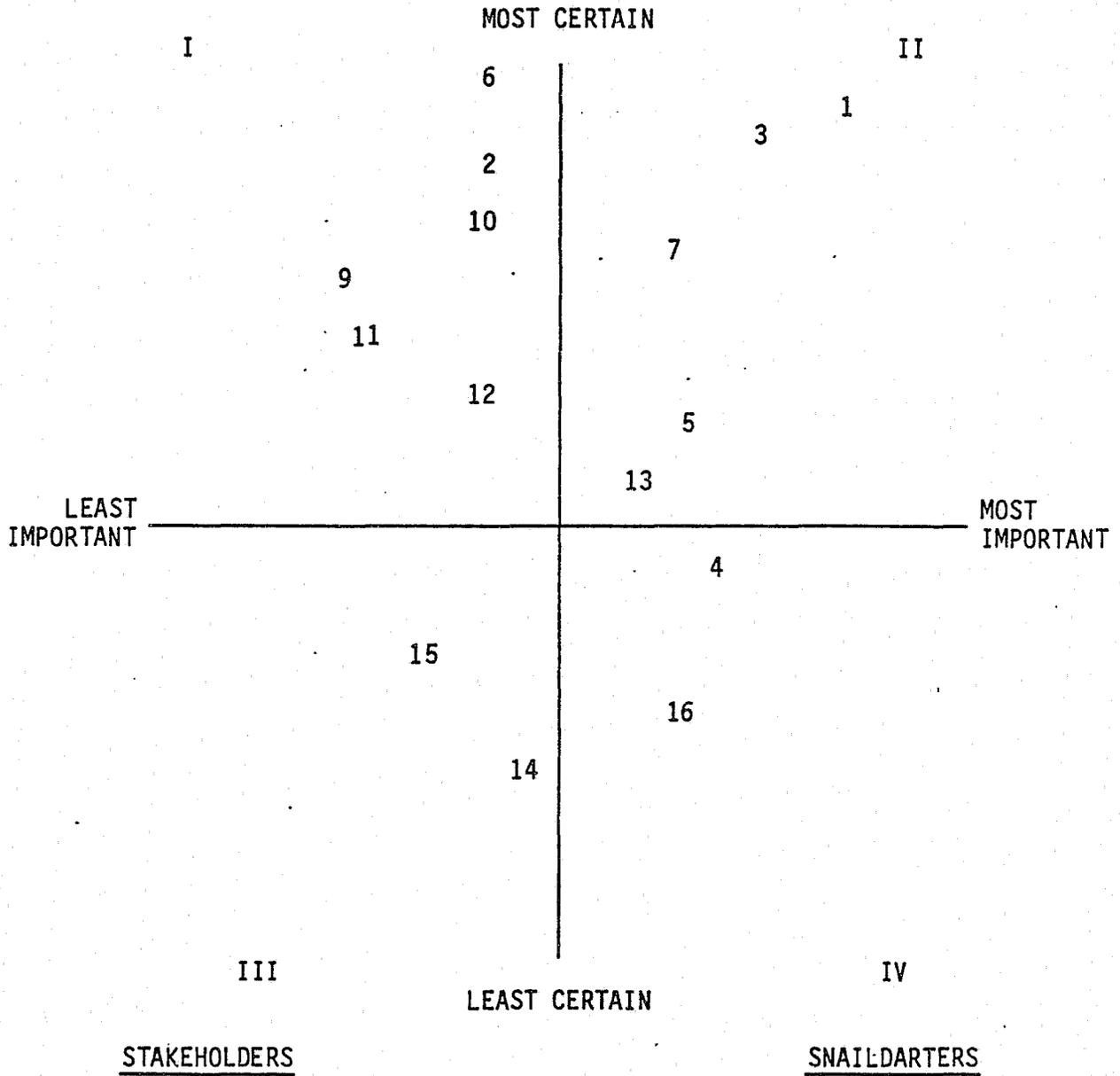
STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT

The S.A.S.T. plot shown here is a visual tool to aid in determining which of the stakeholders and snaildarters are most important and most uncertain. This plot shows the type of management and/or leadership that will be required with these groups.

Quadrants I and II both require management monitoring. In Quadrant I only orderly maintenance is required. Quadrant II groups are both "important and certain." These groups should evolve and won't require much in the way of leadership.

Quadrants III and IV require more attention as they are more volatile. Groups in Quadrant III need to be watched for signs of revolution that could suddenly make the groups very important. Quadrant IV groups are important but need to be attended to at all times.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT



- STAKEHOLDERS
- 1) Police Chief
 - 2) Sheriff
 - 3) Police Management
 - 4) Police Officers
 - 5) Jail Staff
 - 6) City Manager
 - 7) City Council

- 8) Citizens/Taxpayers
- 9) Prisoners
- 10) Courts
- 11) Board of Corrections
- 12) State Legislature
- 13) Media

- SNAILDARTERS
- 14) A.C.L.U.
 - 15) M.A.D.D.
 - 16) Employees

Figure 6

MISSION

Using the Monterey Park Police Department as a model, the overall mission of the department "...is to protect life and property; to investigate crimes and apprehend violators..."

The mission statement in regards to this issue, can be stated as: To provide the best possible service in the booking and incarceration of prisoners; to maintain all facilities and operations in compliance with the applicable laws and regulations; to operate the jail in a cost effective manner and to participate in appropriate jail revenue programs.

EXECUTION

A sub-group of the NGT panel, made up of management personnel of the Monterey Park Police Department reviewed the WOTS-UP analysis and the critical trends and events. The following proposed policy statements were developed by this group.

CANDIDATE POLICIES

1. The police department will implement a fee-paying sentenced prisoner program for low-risk misdemeanants from local courts.
2. The police department will house prisoners from federal agencies on a fee-paying basis.

3. A plan will be implemented to house pre-arraignment prisoners from other local police agencies on a fee-paying basis.
4. The police department will work with the city manager/city council to acquire a contract with the state to house parole violators on a "for-profit" basis. This would include bond financed facility construction.
5. The police department and city manager's office will reach agreement with surrounding cities to implement a regional jail authority (Type I).
6. The police department will work with the other 14 Los Angeles county police departments with fee-paying prisoner programs to promote passage of legislation favoring such programs.
7. The police department will begin development of a revenue program to provide electronic monitoring of prisoners sentenced to house arrest.

POLICY ANALYSIS

After development of these seven policy options, a modified policy delphi process was used to grade each alternative on feasibility and desirability. Three of these policy options were identified as candidates for analysis.

Policy Option 1

The police department will implement a fee-paying sentenced prisoner program for low-risk misdemeanants from local courts.

This program calls for the prisoners to pay for their stay in the police department's Type I jail, rather than having to go to county jail.

PROS

1. Generates substantial revenue
2. Easy to establish and operate
3. Only small workload increase
4. Can be large or small
5. Source of trusty labor
6. Already in use in several cities

CONS

1. New procedures
2. Increased workload
3. Can be seen as unfair to poor
4. Perception of "soft" on criminals

This would be an easy one for the Police Chief to support since it is easy to establish and administer. It has already been validated in several cities (15 in Los Angeles County). The Police Officers/Police Association would be mixed due to perception of this being soft time for the prisoners but like keeping the department's jail open. The ACLU and MADD snaildarters might take

their negative positions (as described in the previous Stakeholder Analysis section) to this program more than any of the others.

Policy Option 2

A plan will be implemented to house pre-arraignment prisoners from other local police agencies on a fee-paying basis.

This program has the police department continuing to run its Type I jail but to expand its operations to handle prisoners who have just been arrested by nearby police agencies. Client agencies would probably be cities who had closed their jails or specialized law enforcement agencies that don't have jails.

PROS

1. Could generate substantial revenue
2. No new procedures
3. Could be predecessor to regional jail authority
4. Can be long-term contract or on a space available basis
5. Allows economies of scale

CONS

1. Higher risk inmates than in fee-paying sentenced program
2. Without long-term agreement staffing and planning difficult
3. No trusty labor from these prisoners
4. Higher workload

Most stakeholders would hold their overall views as described in the stakeholder analysis section, however, there might be some noteworthy exceptions.

Police Management, especially watch commanders, would be reviewing additional bookings from outside agencies. Their workload is certain to increase. They would probably continue to support this program. Police Officers would probably resent any slowdown in jail service. Jail Staff would be concerned about increased workload. Among the snaildarters, both ACLU and MADD would probably not be concerned with this type of revenue program. Employees who are disgruntled will increase their likelihood of presenting a problem with this program over the fee-paying sentenced prisoner program since workload increase is more likely.

Policy 3

The police department will begin development of a jail revenue program to provide electronic monitoring of prisoners sentenced to house arrest.

This program might very well be a cooperative arrangement with police/courts/probation or perhaps just the police and courts. It involves one of the types of electronic monitoring devices that can indicate when a prisoner is not at his assigned location when he is sentenced to house arrest. The house arrest could be combined with some incarceration time. Jailers would monitor a computer that would do the actual location verification. Payment would be made by the prisoner.

PROS

1. Futuristic: In line with emerging sentencing trends
2. No actual prisoners in the jail
3. Technology already available and in use
4. Could generate substantial revenue
5. Low additional workload in jail

CONS

1. Unique: No jail doing this yet
2. Equipment costs: Purchase/maintenance
3. New procedures: High tech
4. Perceptions of soft on criminals
5. Increased workload for prisoner intake

The Police Chief would support this. The features of low jail workload and high potential for revenue are very attractive. The Sheriff would probably support this type of program as a way to relieve overcrowding.

Police Officers/Police Association would view this as too soft on prisoners. The Jail Staff would be wary of the high tech aspects of the monitoring but would appreciate the reduction in actual prisoners in the jail. Prisoners would enthusiastically support this program as opposed to actual jail time. Courts will like the new sentencing alternatives provided. The State Legislature would support it as a revenue program that isn't tax supported, but their overall position would be mixed due to the criticism of "soft" on criminals. The Media would provide maximum

attention and attempt to generate controversy due to the newness of this type of program.

The ACLU would probably support the main concept but renew their objection to prisoner exclusion based on ability to pay. MADD would oppose as being soft on criminals. All other stakeholders would remain as described in the initial stakeholder analysis section.

SELECTION OF ALTERNATIVE

The alternative selected for implementation was:

The police department will implement a fee-paying sentenced prisoner program for low-risk misdemeanants from local courts.

The policy was selected because it has been a demonstrated success. Thirteen police departments in Los Angeles County have stated that they have no major problems with it, even after several years of operation. All thirteen department representatives interviewed said they would recommend it to other police departments as a good way to generate revenue.

The variable size of this program is another plus. A department can deal with a few prisoners or decide to expand. Even very small agencies can participate because: staffing requirements are low, the prisoners are scheduled so there are never too many; some departments even keep the prisoners outside of the jail (day-time only).

There are no equipment costs or contracts with this program, so it is easy to modify or even discontinue.

This program, because of its demonstrated success, can best serve as an entry into further jail revenue programs. Comparatively, the second alternative: Agreement to hold pre-arraignment prisoners from other agencies, has many more aspects that could present serious problems. These problems might be severe enough to doom this particular program and any future jail revenue programs. Alternative 3, the electronic house arrest monitoring, will probably be an excellent future program but would probably be easiest in a police agency that was already attuned to the jail as a revenue center. It also appears that Alternative 1 is capable of being made attractive to the vast majority of stakeholders due to its flexibility.

IMPLEMENTATION STRATEGY

In order for the police department to successfully implement the selected alternative, a fee-paying sentenced prisoner program, the following issues would have to be resolved.

1. A determination must be made of the number of beds (male/female) that can be committed to this program without disrupting normal jail operations.
2. A work program for fee-paying sentenced prisoners must be established, with emphasis on tasks that conserve budget dollars.

3. Guidelines for the type of inmate to be allowed in the program must be developed. At a minimum, exclusions will include those prisoners with: serious health problems, serious prior criminal records and behavioral problems.
4. A plan must be developed to "market" the concept to the local courts and attorneys.
5. Prisoners who violate rules of this program will be excluded from it and the court notified. This policy has to be disseminated to all concerned parties.
6. Included in the program design must be an element that addresses the need to minimize liability exposure.
7. A policy must be developed to address the problem of indigent prisoners who are otherwise qualified for participation. Considerations should include: Special court requests; sliding fee scale and other special cases that become known to the department.
8. A jail manual revision must be done to include the new program and ensure compliance with applicable regulations of the Board of Corrections.
9. Orientation and training must be provided to all police department employees on the jail revenue program.
10. Public education materials should be developed for presentation to concerned community groups.

ADMINISTRATION AND LOGISTICS

The Chief of Police will be in overall charge of this project as part of his responsibility as the department head. He will establish the major goals and objectives and provide direction and leadership. The Chief will work with his staff to ensure that review of the strategic and implementation plans occurs on a regular basis. The Chief will hold his management staff accountable for the achievement of the key objectives.

The manager who will be directly responsible for the implementation and operation of the fee-paying sentenced prisoner program will be the jail commander.

A program budget that would allow the jail to be identified as a separate program of the police department would be very helpful in administering this new fee-paying sentenced prisoner program. The City of Monterey Park uses a modified program budget for the entire city. In the police department there are ten programs, one of which is the jail. The jail's goals and objectives, performance measurements, targets for improved service, budget amounts and revenue programs are easily located and understood. In a police department without this type of budget it would be necessary to construct an informal departmental budget to do the same thing. (See Appendix F for a budget sample.)

Another feature of this modified program budget is the ease with which management reports can be prepared on a monthly and quarterly basis. Since the goals, objectives and performance

measurements are clearly stated in the budget narration, there is no need to devise new measurements. This program style of budgeting has also served very well in reporting to the city manager and the city council. They can easily find the targets and current performance levels for any city service or revenue program.

The logistics of a fee-paying sentenced prisoner program should be easy to handle since these prisoners will use the same facilities and supplies as the regular inmates. Food will be a consideration but should come from the same source as other prisoner meals. Clothing must be considered from two aspects. Will issued jail clothing be used or will prisoners be allowed to wear their own clothes? There are cities doing both programs. Monterey Park believes that jail security and prisoner classification/identification are improved with using orange jumpsuits for pre-arraignment prisoners and brown jumpsuits for fee-paying sentenced prisoners. If clothing is to be purchased and maintained, an appropriate account will be needed.

Probably the most important new account to be established is the revenue account the city will use to receive the money. While every city surveyed reported that the money went to the General Fund, all departments kept track of the revenue to justify requests for additional resources.

COMMAND AND CONTROL

The best planning system for use by the police department in dealing with a fee-paying sentenced prisoner program would be periodic planning. This type of planning is the type that is used for other police functions. It is reflected in a monetary way in the department's annual budget. If a modified program budget is used, the process is simplified since the narration of goals, objectives and performance measurements is combined with the assigned money resources.

In regards to a fee-paying sentenced prisoner program, the key measurements to track would be:

1. Income
2. Number of Prisoners
3. Number of Prisoner Days
4. Associated Costs

After the program is in operation for a sufficient amount of time, it is useful to report the current month's or quarter's data as compared to previous month or quarter and the same month or quarter in the previous year..

TRANSITION MANAGEMENT

Transition management consists of the movement of an organization from its present state to the desired future state. In this project, the police department has decided that it wants to put a jail revenue program (fee-paying sentenced prisoners) into operation. Considering the present state of the police department, the stakeholders and the rest of the environment, what steps must be taken to achieve the successful implementation of the program.

The movement from the present to the future is the transition. Success in the transition process means success in the program.

CRITICAL MASS AND COMMITMENT PLANNING

The critical mass is best defined as that minimum number of individuals, who, if they support a change, can ensure that it will take place. If they resist a change, they can assure its failure. A "Commitment Planning Worksheet" was used to identify the individuals and groups who should be targeted or influenced in order to gain the necessary support. This worksheet was completed through discussion and consensus with the strategic planning group.

The strategy to move the critical mass to either "Let Change Happen" or "Help Change Happen" is contained in the steps described below.

POLICE CHIEF: While the Chief is already helping change happen his support and active participation are necessary to a great degree. He should be in the "make change happen" category.

Steps

Orientation/Training sessions on the why and how of jail revenue programs. Emphasis should be placed on the fairness of prisoners paying their own way rather than being a burden on the taxpayers. The work aspect of our program as well as the careful screening of prisoners should be carefully explained. Programs and equipment that might be sought using revenue generated by jail revenue should be explored. Program guidelines should be reviewed and suggestions accepted.

CITY COUNCIL, CITY MANAGER & CITIZENS/TAXPAYERS: No action needed with these groups.

ACLU: The ACLU's objection is to the exclusion of prisoners who are unable to pay all or part of the fee.

Steps

Collaboration on a sliding scale for indigent or special case inmates who can be scheduled for a certain number of the jail beds should achieve the desired change.

MADD: MADD or any other victims' group might object to the stay in a city jail as not as much punishment as confinement in a county jail.

Steps

Education as to the jail setting and required work aspect as well as the type of prisoners being accepted should remove their blockage of this change.

COMMITMENT LEVEL CHART

| CRITICAL MASS INDIVIDUAL/GROUPS | BLOCK CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
|--|-----------------|----------------------|-----------------------|-----------------------|
| Police Chief | | | Today-----> | |
| Police Officers/ Police Association | | Today | | |
| Jail Staff | | | Today | |
| City Council | | Today | | |
| City Manager | | | Today | |
| Citizens/Taxpayers | | Today | | |
| A.C.L.U. | Today-----> | | | |
| MADD | Today-----> | | | |

Table 4

MANAGEMENT STRUCTURE

While the chief will serve as the "executive director" of the new program, he will rely on a transition/project manager who will be the jail commander. A team of departmental employees from all concerned levels of the department (a diagonal slice) will see that all parts of the strategic plan are carried out. This team will continually review progress and resolve problems. The transition manager will be responsible for periodic reports to the Chief of Police.

A suggested composition of a "diagonal slice" of the organization would be:

| <u>Position</u> | <u>Role</u> |
|-----------------------|----------------------------|
| Jail Commander | Project/Transition Manager |
| Patrol Lieutenant | Uniformed Managers |
| Patrol Officer | Field Officers |
| Jailer | Jail Employees |
| Police Clerk | Clerical Workers |
| Court Liaison Officer | Court Concerns |
| Jail Supervisor | Jail Operations |

TRANSITION MANAGEMENT PLANSUPPORTING TECHNOLOGIES

Supporting technologies are those processes that can be used to facilitate the transition process. Several aspects of the strategic plan suggest those technologies that can be the most useful.

Values Clarification

There was a perception observed in some police managers, police officers and police civilian employees that the fee-paying sentenced prisoner program was in conflict with the department's mission of arresting and prosecuting law violators. One objection was that this program was misuse of our time and energy. The other concern was that it would provide soft or easy time for criminals. It appeared that the values of the chief, his top staff and certain employees were not the same. A values clarification process would demonstrate that the common values of justice, prosecution of violators, etc., still existed. The proposed fee-paying sentenced prisoner program was a proper extension of that shared value.

Team Building Workshop

A team building workshop (TBW) designed to clarify departmental goals and objectives; design action plans and discuss the implementation of the jail revenue program would serve to unify the departments supervisors, managers and executives.

TBW Design:

| <u>Focus</u> | <u>Types of Activities</u> |
|-----------------------|--|
| Roles | Responsibility Charting and Action Planning |
| Policies & Procedures | Problem Solving |
| Relationships | Conflict Resolution |
| Individuals | Self Assessment Exercises |

The most important tangible work product of a Team Building Workshop is the action plan. It is imperative that the facilitator sees that it contains the following points: Purposeful, task specific, integrated, temporal, adaptable, agreed to and cost effective.

CONCLUSION

California's Type I city jails have been a valuable resource to the police departments which were fortunate enough to have them. Unfortunately, the cost of constructing and operating these facilities has led to a decline in their number. The impact of these jail closures has grown in importance as our county jails experience severe overcrowding. The future forecast by this study points to further growth in the number of prisoners through the year 2000 with insufficient plans to handle this growth.

Closure of a department's Type I jail means loss of control over the incarceration of prisoners. Misdemeanants who might be a severe local problem will almost certainly receive a citation release at an overcrowded county jail. Time lost by patrol officers in transportation and booking at county jails must be taken from available patrol resources. This could lead to public dissatisfaction due to delayed emergency response times.

Are these jail closures necessary? In this study's "best case" future scenario, a positive future is forecast. This scenario proposes that police executives and city management find a way to offset substantial portions of Type I jail budgets. They look not to more tax dollars but to letting the jails themselves raise money. Several revenue programs already in existence in the late 1980s were used as a starting point. These same programs are

still viable in the year 2000 and several new programs have been added. Additionally, as the success of these programs expands, State and Federal politicians legislate funding to further facilitate them. Type I jails in the year 2000 are an important part of the criminal justice system.

A fee-paying, sentenced prisoner program has already been shown to be adaptable to various sizes of police departments and jails without significant resource additions. Furthermore, the fee-paying sentenced prisoner program has been shown to be a program that can easily generate support from most stakeholders in this issue area. A program style budget will allow for easy goal and objective setting as well as monitoring.

In order for this revenue program to be successfully implemented, a transition plan was completed.

Can Type I jail revenue programs be successfully implemented in various size police departments? This study indicates that they can.

Will the revenues raised be significant now and through the next five to ten years? This study once again says yes!

Current revenue programs are really just getting started and many of them are earning revenues of one-third to one-half of their departments' jail budgets. All of this without significant increase in costs.

This project has identified several current and prospective jail revenue programs that will be viable through the year 2000. The strategic planning and implementation process which this project applies to the fee-paying sentenced prisoner program, can be used for any of the other alternatives as well.

Even though this project did not explore them in depth, consideration should also be given to multiple jurisdiction revenue programs. A regional Type I jail authority could easily provide

further cost reductions to its member cities through operation of jail revenue programs.

Perhaps even more critical than the problem we've examined in our local jails is the fact that this lack of sufficient funding is systemic. It's not limited to a single jurisdiction or area of the state. As such, serious consideration should be given to state and federal involvement in the forms of research, resource allocation and enabling legislation.

This project began with the issue, "What is the future of Type I jails as revenue centers in the next five to ten years?"

The completed project clearly indicates that with or without state and federal funds, whether the police department is small or large and even with limited staff, jail revenue programs can be successful in Type I jails, now and through the year 2000.

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WHAT TYPE OF WORK IS PERFORMED?

RESULTS? _____

DO YOU ALSO HAVE TRUSTYS FROM YOUR COUNTY JAIL? _____

COSTS:

DID YOU HAVE ADDITIONAL STAFF TO HANDLE F.P.P.'s? _____

IF "YES", TOTAL COST: _____

DAILY MEAL COSTS: _____

LAUNDRY: _____

OTHER: _____

INCOME:

ANNUAL GROSS INCOME _____

INCOME DESIGNATED AS: GENERAL FUND _____ SPECIAL JAIL ACCT. _____

SPECIAL P.D. ACCT. _____

POLICY & PROCEDURES:

DO YOU HAVE A WRITTEN POLICY ON THIS PROGRAM? _____

IS IT IN YOUR JAIL MANUAL? _____

WOULD YOU SEND A COPY? _____

PROGRAM HISTORY:

HOW LONG HAVE YOU HAD AN F.P.P. PROGRAM? _____

HAS IT GROWN? IF SO, DESCRIBE: _____

WHO AUTHORIZED IMPLEMENTATION? _____

WERE PRESENTATIONS MADE TO: P.D. MGMT. _____ CITY MANAGER _____

CITY COUNCIL _____ P.D. STAFF _____

WERE THERE PROBLEMS IN THE BEGINNING? _____

ARE THERE PROBLEMS NOW? _____

OPINION
SUMMARY:

IS THE F.P.P. PROGRAM GOOD FOR YOU AGENCY? _____

BENEFITS? _____

WOULD YOU RECOMMEND IT TO OTHER POLICE DEPT'S? _____

HAS YOUR AGENCY CONSIDERED CLOSING IT'S JAIL? _____

WHERE WOULD JAIL SERVICES BE OBTAINED IF YOU CLOSED YOUR JAIL? _____

DOES THE F.P.P. INCOME HAVE ANY EFFECT ON THE LIKELIHOOD OF CLOSING
YOUR JAIL? _____

ANY OTHER COMMENTS? _____

CAN YOU NAME ANY OTHER P.D.'s WITH AN F.P.P. PROGRAM? _____

Nominal Group Technique

Panel Members

| | |
|---------------------------|---|
| Connie Wiggins | Personnel/Risk Manager City of Monterey Park |
| Captain Joseph Santoro | Monterey Park Police Department |
| Marsha Levine | Senior Attorney, California Appellate Project |
| John W. Pederson | Field Representative California Board of Corrections |
| Lieutenant Daniel Cross | Monterey Park Police Department |
| Melissa Shippey | Community Relations Specialist Monterey Park Police Department |
| Chris Jeffers | Budget Officer City of Monterey Park |
| John Bevan | President, The Bevan Group of Management Consultants |
| Janet Lim | Field Representative Office of U.S. Congressman Matthew G. Martinez |
| Lieutenant Joseph Juliano | Montebello Police Department |

TRENDS

1. Increased awareness of Sentence Prisoner Program (by society).
2. *More prisoners at every level. 5
3. Stiffer sentences/conserv. judges.
4. Public attitude will remain tough on crime.
5. More Type I jails are going to recoup. costs.
6. Increased labor demands causing increased costs in jail operation.
7. *Less ability to get \$ from taxes.
8. *Growth in population and pop. density in California. 4
9. Cont. pub. opposition to taxes.
10. Decrease in "punishment" aspect of sentences.
11. Price wars in jails w/revenue programs.
12. Increased costs of housing prisoners.
13. Technological breakthroughs (Robots, Comp.). 3
14. Jail bed construction will not keep pace, will jail populations.
15. Greater guidelines to facilities/controls.
16. Cities unable to obtain liability insurance in the amounts needed.
17. More creative sentencing for Misd.
18. Health & Welfare costs to society will continue to increase and effect jails.
19. Local govt. will need revenue generating programs. 2
20. Sentence Prisoner programs will ease the burden on County jails to the point of no crowding.
21. More violent crime and prisoners.
22. More intervention in jails by the legal system.
23. Jail population projections constantly exceeded.

TRENDS

- 24.*More inovative ways of housing prisoners.
25. Lack of qualified man power to operate jails.
26. More mandatory jail time as a matter of legislation.
27. Social values becoming more moralistic. (Rel. Soc. impact)
28. Asset forfeiture to pay cost of incarceration.
29. Nicer accomodations caused by jail competition.
30. ACLU challenges to fee paying prisoner programs.
31. See cont. releasing of prisoners (pre-trial).
32. Increased jail construction and financing costs.
33. Lack of physical space to build and operate jails.
34. Fed. and State funds needed for operation and const. of jails.
35. Increase punitive vs. rehabilitive.
36. Increased calls/service will strain police ability to address jail issues.
37. Cont. public opposition to building jails in ("backyard").
38. Inter-State, Inter-National prisoner housing agreements.
39. Increase use of privatization in jail.
40. Jails opening partially, due to lack of operating \$.
41. Type I jails more important part of City/P.D.
- 42.*Regionalization of jails affecting City, County, State, Fed.
43. Change in philosophy to entreprenerial.
44. More high-tech/non-violent crime.
45. Increase civilianization of Type I jail.
46. Increased priv./public cooperation in building facilities.
47. Baby boom-increase prisoners.
48. Counties' ability to handle jail pops. will continue to be inadequate.

TRENDS

49. Min. qualifications for jailers to increase.

50. Lowering of minimum age for jail.

51. Increase in trend of incarceration of juvies.

*Underlined sentences.

EVENTS

1. Intro. of Robot jailer.
2. *Public votes to stop prisoner release. (early) (judicial mandate)
3. *1st jail regional authority by year 2000.
4. 10% increase in pop. by 1990.
5. *U.S. Supreme Court limits prisoner right writs.
6. *Scientific discovery to improve behavior.
7. Increase charge to pris. for stay in Type I jail.
8. State tax passed to fund govt. services.
9. *Board of Corrections regulation passed to set fees for sentenced pris.
10. Murder of high govt. official by a habitual offender (on pre-trial release).
11. *By 01-01-99, 1st private Type I jail opened.
12. ACLU sues to stop boarding of prisoners (for a fee).
13. By 1997, 25% of all sentence prisoners are on house arrest.
14. Maj. job action by large county agency halts jail operation.
- 15.*Blue ribbon Congressional Committee is established to deal w/jail problems. Possible Fed. fund.
16. Coronado Hotel turns into a Type I facility.
17. All theft crimes made punishable by fine only.
18. By 2000, men and women housed in the same cell.
- 19.*Legislature passes bill authorizing cities to have fee paying prisoners.
- 20.*1999 51% of all Type I jails will be closed due to shortage of manpower.
21. By 2000, WWII - non-nuclear.
22. 1989 moratorium setting limit on amt. of \$ that can be spent on prisoner housing (by initiative).

*Underlined sentences

CITY OF MONTEREY PARK

PROGRAM SUMMARY

| | | | | |
|--------------|--------|------------------------|-----------------|-----------------------|
| DEPARTMENT: | POLICE | | SOURCE OF FUNDS | |
| ACTIVITY | JAIL | FS REVENUE RESERVES | 76,000 8,075 | GENERAL RETIREMENT |
| ACTIVITY NO. | 3113 | | | 152,172 23,987 |

| Classification | Actual 1985-86 | Current 1986-87 | Estimated 1986-87 | Proposed 1987-88 | Adopted 1987-88 |
|---------------------|-------------------|--------------------|----------------------|---------------------|--------------------|
| NUMBER OF POSITIONS | 0.00 | 5.20 | 5.20 | 6.20 | 6.20 |
| SALARIES & BENEFITS | 0 | 177,632 | 182,309 | 218,330 | 218,330 |
| SERVICES & SUPPLIES | 0 | 32,626 | 32,626 | 33,829 | 33,829 |
| CAPITAL OUTLAY | 0 | 7,391 | 2,774 | 8,075 | 8,075 |
| TOTAL | 0 | 217,649 | 217,709 | 260,234 | 260,234 |

COMMENTARY

The Jail unit is responsible for the operation/maintenance of the jail facility; fee-paying prisoner program; handling and disposition of evidence and property; auctions of unclaimed property; coordinating of building maintenance; ordering, inventory and issuance of police equipment; fingerprint comparison and CAL-ID coordination. Specific service objectives are:

- o Operate and maintain a secure and legal custody facility.
- o Provide and maintain an accurate and secure system for evidence and the handling of lost/found, stolen and recovered property.
- o Coordinate purchase of Department's equipment and maintain inventory.
- o Operate a fee-paying prisoner program for sentenced and federal prisoners.
- o Conduct Police Auction(s) as necessary.
- o Provide fingerprint identification through CAL-ID Systems.

* Prior years contained in program #3114. This is the second year of the Jail as a Separate activity.

CITY OF MONTEREY PARK

PROGRAM MEASUREMENTS

| | Actual <u>1984</u> | Actual <u>1985</u> | Actual <u>1986</u> |
|--|-----------------------|-----------------------|-----------------------|
| Prisoners Booked (excluding fee-paying) | 3,777 | 3,200 | 4,336 |
| Fee-paying Prisoners Booked (Federal and Court Sentenced) | 339 | 258 | 746 |
| Jail Revenue; Fee Paying Prisoners | \$35,560 | \$29,162 | \$61,475 |
| Police Auction | \$ 7,258 | 1,923 | \$ 3,789 |

1987-88 PRODUCTIVITY/SERVICE TARGETS

1. Implement the Inventory/Property System in the computer with printout capability that will facilitate the return of recovered property to victims, by March 1, 1988.
2. By June 30, 1988 increase revenue from the fee-paying prisoner program by at least 10% over FY 86-87 by development of new programs.
3. Assist with development and implementation of the software for the Command Data Systems contract re: Jail Booking System.
4. Finalize development of a trustee program to provide additional labor for janitorial and unskilled work loads by January 1, 1988.
5. Implement latent fingerprint identification system usage by this Department using Jailer(s) for fingerprint enhancement and comparison, by January 1, 1988.
6. By November, 1987, assess the feasibility of contracting the City Jail facilities to other local jurisdictions in an effort to reduce costs for all parties.

PRIMARY PROGRAM/EXPENDITURE CHANGES

1. Salaries account reflects the addition of a Jailer position (\$27,812) which is partially offset by a reduction in overtime (-\$5,000). \$22,812
2. Capital outlay includes one CAL-ID tracing table (\$1,172), one intoximeter (\$6,603) and two heavy duty fans (\$300). \$ 8,075

CITY OF MONTEREY PARK

PROGRAM DETAIL

DEPARTMENT POLICE

ACTIVITY JAIL

ACTIVITY NO. 3113

| Classification | Actual 1985-86 | Current 1986-87 | Estimated 1986-87 | Proposed 1987-88 | Adopted 1987-88 |
|--------------------------------|-------------------|--------------------|----------------------|---------------------|--------------------|
| SALARIES | | | | | |
| 1120 Permanent | 0 | 123,188 | 119,366 | 159,146 | 159,146 |
| 1140 Overtime | 0 | 21,998 | 30,497 | 16,198 | 16,198 |
| TOTAL | 0 | 145,186 | 149,863 | 175,344 | 175,344 |
| EMPLOYEE BENEFITS | | | | | |
| 1220 Life Insurance | 0 | 125 | 125 | 149 | 149 |
| 1230 Medical Insurance | 0 | 11,131 | 11,131 | 15,148 | 15,148 |
| 1235 Medicare Insurance | 0 | 0 | 0 | 318 | 318 |
| 1240 Dental Insurance | 0 | 1,160 | 1,160 | 1,381 | 1,381 |
| 1250 Workers' Comp | 0 | 878 | 878 | 1,047 | 1,047 |
| 1260 Retirement | 0 | 18,348 | 18,348 | 23,987 | 23,987 |
| 1280 Uniform Allowance | 0 | 804 | 804 | 956 | 956 |
| TOTAL | 0 | 32,446 | 32,446 | 42,986 | 42,986 |
| SERVICES & SUPPLIES | | | | | |
| 2100 Office Supplies | 0 | 3,827 | 3,827 | 4,092 | 4,092 |
| 2200 Operating Supplies | 0 | 17,926 | 17,926 | 18,822 | 18,822 |
| 3200 Communications | 0 | 100 | 100 | 100 | 100 |
| 3300 Travel/Motor Pool | 0 | 8,034 | 8,034 | 8,034 | 8,034 |
| 3400 Advertising | 0 | 60 | 60 | 63 | 63 |
| 3800 Repair/Maintenance | 0 | 780 | 780 | 819 | 819 |
| 3900 Miscellaneous | 0 | 1,899 | 1,899 | 1,899 | 1,899 |
| TOTAL | 0 | 32,626 | 32,626 | 33,829 | 33,829 |
| CAPITAL OUTLAY | | | | | |
| 5400 Machinery & Equip | 0 | 7,391 | 2,774 | 8,075 | 8,075 |
| TOTAL | 0 | 7,391 | 2,774 | 8,075 | 8,075 |
| GRAND TOTAL | 0 | 217,649 | 217,709 | 260,234 | 260,234 |

Appendix F3

SURVEY RESULTS: FEE-PAYING PRISONER PROGRAMS

This survey covered thirteen (13) of the fifteen (15) Los Angeles County Police Departments that had fee-paying prisoner programs.

Police Agencies Responding (with number of jail beds for fee-paying prisoners)

- | | |
|----------------------|--------------------------------|
| 1. Burbank (12) | 8. Hermosa Beach (7) |
| 2. Pomona (6) | 9. Hawthorne (3) |
| 3. Redondo Beach (4) | 10. Palos Verdes Estates (N/A) |
| 4. Culver City (7) | 11. El Segundo (10) |
| 5. Torrance (10) | 12. Azusa (4) |
| 6. Covina (4) | 13. Monterey Park (8) |
| 7. San Fernando (9) | |

Fees Charged

- | | |
|--|--|
| 1. 24 Hour Program: | 9 departments charge \$75 per day 1 department charges \$80 per day 2 departments charge \$85 per day 1 department N/A (daytime only) |
| 2. 12 Hour Program: | 9 departments have no 12 hour program 1 @ \$30 1 @ \$40 1 @ \$50 1 department has a work furlough program @ \$45 per day available for sentences of 30 days or more. |
| 3. Registration Fee: Non-refundable | 7 departments have this fee 6 departments do not |

Work Assignments for Prisoners

- 7 Departments have work assignments for fee-paying prisoners. Of these 7 departments, 2 make work mandatory the other 5 have voluntary work programs.
- 6 Departments do not allow fee-paying prisoners to work.

Costs

1. Additional staff hired for F.P.P.?
12 departments reported no extra staff
1 department hired 1 extra jailer
2. Laundry Costs:
10 departments reported no laundry costs
3 departments reported 25 cents per day
3. Meal Costs:

| | | | |
|-----------|-----------|-------------------|-----------|
| a. \$3.00 | e. \$5.00 | i. \$3.50 | m. \$4.00 |
| b. \$6.00 | f. \$3.90 | j. \$1.30 (lunch) | |
| c. \$5.00 | g. \$7.50 | k. \$4.50 | |
| d. \$6.25 | h. \$6.00 | l. \$6.00 | |

Income

| | | | |
|--------------|--------------|--------------|--------------|
| a. \$200,000 | e. \$ 22,131 | i. \$ 12,000 | m. \$ 94,400 |
| b. 14,400 | f. 45,000 | j. 14,400 | |
| c. 25,000 | g. 112,000 | k. 60,000 | |
| l. 106,000 | h. 32,000 | l. 21,450 | |

All departments reported that the income from the fee-paying prisoner program was deposited in the city's general fund. There were no separate jail or police department revolving accounts.

Number of Years In Fee-Paying Prisoner Program

- 1 Department had 7 years
- 3 Departments had 6 years
- 3 Departments had 5 years
- 3 Departments had 4 years
- 2 Departments had 2 years
- 1 Department had 1 year

Would you Recommend this Program to Other Police Departments?

All 13 departments replied they would recommend it.

Interviews

Lt. Anthony Altfeld
Hermosa Beach Police Department
Hermosa Beach, CA

Ofcr. Larry Boe
Hawthorne Police Department
Culver City, CA

Lt. Bill Burke
Culver City Police Department
Culver City, CA

Susie Cohen
California Probation, Parole
and Correctional Association
Sacramento, CA

William Cole
Office of Budget Research
Pima County Government
Tucson, AZ

Capt. Ron George
South Gate Police Department
South Gate, CA

Sgt. James Glancey
Azusa Police Department
Azusa, CA

Sgt. Hernandez
Pomona Police Department
Pomona, CA

Mark Kay
Covina Police Department
Covina, CA

Supervisor Romi Kobin
San Fernando Police Department
San Fernando, CA

Supervisor Deborah Ott
Redondo Beach Police Department
Redondo Beach, CA

John W. Pederson
Field Representative
California Board of Corrections
Sacramento, CA

Supervisor Fern Ruiz
El Segundo Police Department
El Segundo, CA

Chief Jailer Tim Smith
Burbank Police Department
Burbank, CA

Officer Snodgrass
Torrance Police Department
Torrance, CA

Capt. Michael Tracy
Palos Verdes Estates Police Dept
Palos Verdes Estates, CA

Capt. Chuck Whooten
Covina Police Department
Covina, CA