

## **JAILS AND LAW ENFORCEMENT FACILITIES**

### **SUMMARY**

Each year the Humboldt County Civil Grand Jury (HCCGJ) is required by law to visit and report on the condition and management of all correctional and holding facilities in Humboldt County. In achieving this mandate, the HCCGJ visited 22 facilities in Humboldt County that are either jail facilities or are related to law enforcement. The HCCGJ found that most of the facilities are maximizing their resources and utilizing their facilities within the limitations of budget and available space.

Several law enforcement agencies warrant recognition due to their hard work, teamwork and innovative approaches to issues. The Northern California Regional Center, administered by the Humboldt County Probation Department, was found to be an exemplary program using innovative evidence-based practices for juvenile offender rehabilitation. The Sheriff's Work Alternative Program was found to be a beneficial program to the community and inmates. The interaction between County law enforcement agencies has been enhanced by the Law Enforcement Access Portal (LEAP). It allows rapid sharing of information and data among local law enforcement agencies. The HCCGJ also applauds the implementation of body cameras by the officers of the Ferndale Police Department, the Eureka Police Department, and the Rio Dell Police Department.

Some of the facilities warranted recommendations. The Humboldt County Correctional Facility has continual vandalism of the glass in the visitors' area. Alternative cost saving options can be explored. The Sheriff's Department Evidence Yard has inadequate security and the area is too small to efficiently store county equipment along with other impounded vehicles stored as evidence. Additional security measures need to be installed.

The Garberville Sheriff's Substation is in need of extensive renovation. The holding cells at the Garberville Substation have not had Board and State Community Corrections certifications on file for at least twelve years. Inspections are required biennially if holding cells are used. The facility is not Americans with Disabilities Act compliant and has no outside telephone to allow persons in need of assistance to get after hours help. In addition, it has no directional signage to aid citizens, particularly non-residents, in locating the station. These issues have been noted in past Grand Jury reports but have yet to be resolved.

There are continual issues with the transportation of arrestees from Garberville to the Humboldt County Correctional Facility. The placement of a Correctional Deputy at the Garberville Substation would help to mitigate the problem of the transportation of arrestees.

The Arcata Police Department has no Americans with Disabilities Act informational signage outside next to the external phone indicating assistance is available. A sign placed at the entrance would inform the public of how to request assistance. The Eureka Police Department has only one exit for department vehicles from the secure parking lot. If blocked, emergency vehicles would be unable to exit the parking lot. A second entrance should be constructed to alleviate this issue.

In general, the HCCGJ found that the majority of the facilities are aging, challenged with inadequate staffing, and have an ever-present need for more funding. Many of the facilities were over-burdened with paper files due to a slow transition into digital record keeping. This gives rise to a greater urgency of digitizing records for the sake of efficiency and cost effectiveness.

Overall the HCCGJ was impressed with the professionalism of the services being provided, given the parameters of tight budgets, understaffing and the need for physical improvements to facilities.

## **BACKGROUND**

The Civil Grand Jury's mandate to conduct inspections of jails is rooted in the State Constitution. The Grand Jury is one of the oldest civil institutions in America and has been part of California law since statehood in 1850. County Civil Grand Juries are required by the State Constitution (California Constitution, Article 1, Section 23, 1850). The Grand Jury is an independent body and, as an instrument of the court, subject only to the court's jurisdiction. The primary function of the Grand Jury is to act as the public "watchdog" by investigating and reporting on affairs of local government. As part of this watchdog mandate, the Humboldt County Civil Grand Jury annually visits and evaluates the physical condition and management of public prisons (holding facilities) that are located in the County (California Penal Code, Section 919b). This includes county jails, state prisons and work camps, or any place in the County a prisoner may be taken, including all police stations and county work yards. Additionally, the HCCGJ visited facilities with direct ties to law enforcement.

## **METHODOLOGY**

The Humboldt County Civil Grand Jury scheduled visits to the following facilities from August 2015 through early March 2016. The goals of the visits were to inspect and insure that facilities were well maintained, functional, and up to California State standards (California Code of Regulations, Title 15). During these tours, we interviewed various representatives regarding the state of the facilities and their daily operations. The HCCGJ also interviewed various law enforcement representatives. The HCCGJ researched numerous academic sources regarding corrections, correctional rehabilitation, and criminal justice related issues.

### **Facilities inspected:**

#### **Humboldt County Sheriff's Department**

- Animal Shelter  
980 Lycoming Avenue, McKinleyville, CA 95519
- Coroner's Office  
3012 I Street, Eureka, CA 95501
- Correctional Facility  
901 5th Street, Eureka, CA 95501
- Evidence Storage  
826 4th Street, Eureka, CA 95501
- Garberville Substation  
648 Locust Street, Garberville, CA 95542

- Main Office  
826 4th Street, Eureka, CA 95501
- McKinleyville Substation  
1608 Pickett Road, McKinleyville, CA 95519
- Office of Emergency Services  
826 4th Street, Eureka, CA 95501
- Sheriff's Work Alternative Program (SWAP) Wood Yard  
2300 Myrtle Avenue, Eureka CA 95501
- Sheriff's Work Alternative Program (SWAP) Farm  
3561 Boeing Avenue, Fortuna, CA 95540

### **City Police Departments**

- Arcata City Police Department  
736 F Street, Arcata, CA 95521
- Eureka City Police Department  
604 C Street, Eureka, CA 95501
- Ferndale City Police Department  
600 Berding Street, Ferndale, CA 95536
- Fortuna City Police Department  
621 11th Street, Fortuna, CA 95540
- Rio Dell City Police Department  
675 Wildwood Avenue, Rio Dell, CA 95562

### **Other Facilities**

- Fortuna Animal Shelter  
190 Dinsmore Drive, Fortuna, CA 95540
- Humboldt County Community Corrections Resource Center  
404 H Street, Eureka, CA 95501
- Humboldt County Probation Department  
555 H Street, Suite D, Eureka, CA 95501
- Juvenile Hall  
2002 Harrison Avenue, Eureka, CA 95501
- Northern California Regional Center  
2002 Harrison Avenue, Eureka, CA 95501

### **State of California facilities located in Humboldt County**

- Eel River Conservation Camp #31  
3850 Redwood Drive, Redway, CA 95560
- High Rock Conservation Camp #32  
23322 Avenue of the Giants, Weott, CA 95571

All facilities listed were toured, although not all are discussed in this report.

## **DISCUSSION**

### **Correctional Facility**

The Humboldt County Correctional Facility (HCCF) has a maximum capacity of 417 inmates with male and female inmates housed in segregated units. Inmates are housed predominantly in dormitories. The capacity rating is set by the Board of State Community Corrections (BSCC) which biennially inspects the facility for compliance to standards. The most recent inspection

occurred in January 2016. The County Public Health Branch of the Department of Health and Human Services also inspects the facility annually, with the last inspections (environmental health, nutritional evaluation and medical/mental health) completed between May 26 and June 19, 2015.

On average, the facility houses a total of 370 male and female inmates and has operated just under capacity since the last inspection. The building contains eight floors and 155,000 square feet of space. There is a ratio of 70 inmates per officer. Jail staff conducts monthly fire drills and the State Fire Marshal inspects annually. Inmates have access to recreational facilities, visits by clergy, and educational opportunities. Various betterment programs and counseling services are available.

In 2015, there were twelve attempted suicides with one successful suicide within the jail. The HCCF administrators expressed concern about the problem and have stated that the rise in suicides may be attributed to an increase in inmates with substance abuse problems and mental health issues. They have taken steps to address the problem by paying close attention to pre-bookings mental health evaluations, providing staff mental health clinicians, and providing training to corrections officers in recognizing persons at risk.

In touring the medical section of the facility, it was found to be clean and well staffed. Medical services are provided through a contract with California Forensic Medical Services. There were separate holding cells for ill inmates to be cared for away from the general population with direct supervision by staff. Humboldt County Civil Grand Jury chose to focus its report on the facilities where issues needed to be addressed.

In the jail, the HCCGJ noted that in one of the visitor's centers, a glass partition was damaged. We confirmed a work order had been placed for its repair, but the item is a specialty order that must be purchased outside of the county. At the date of this report, replacement partition glass had been received and installed; however, other glass partitions have been broken since the original tour. This is reportedly an ongoing problem and has been noted in a previous report (see HCCGJ report dated 2011-12). The officer providing the tour explained how easily the glass could be damaged without injury to the inmate and/or the visitor. It appears the phones used for communication can be used to break or crack glass partitions between inmates and visitors. Although surveillance cameras exist, the video recording capability of the visitor's area is inadequate to capture all activity at this time. The Humboldt County Sheriff's Department should explore alternative cost saving options to the problem of continual vandalism of the glass in the visitor's area of the Correctional Facility. All common areas in the correctional facility appeared to be adequately maintained with no burned out lights or other visible damage.

Staffing appears to be an issue with a shortage of staff at the time of the tour. This includes two transferred to Probation, three retired, and several leaving due to perceived inadequate compensation. Correctional deputies are paid less than deputies who work on patrol. The key difference between correctional officers and street officers is the type of training. There were numerous paper files stacked on the countertops, filing cabinets, and shelves in a variety of locations. This gave the impression of record keeping being in disarray.

The situation in the correctional facility should improve in the future. During this Grand Jury year, the County was awarded \$20 million from SB 863, a measure designed to alleviate the burden placed on counties due to AB 109, the transfer of state prisoners to county custody. The funds were allocated to build the Humboldt Community Corrections Reentry Resource Center (HCCRRC). This was a collaborative effort by the Sheriff's Department, County Probation, the Department of Health and Human Services, Public Works, and the County Administrative Office, to build a "one-stop-shop" for community correctional services.

The HCCRRC will be built next to the Humboldt County Correctional Facility connecting the jail to the new Center. The Sheriff's Work Alternative Program (SWAP), the Humboldt County Community Corrections Resource Center and the Probation offices will be incorporated into the new facility. The structure will house a small, minimum security, in-custody, program oriented unit that focuses on preparing inmates to successfully re-enter society. The facility will have 44 beds total, 28 assigned to males and 10 assigned to females, plus 6 mental health designated beds. These 44 minimum security beds will help relieve the jail and free up higher level security beds to house the shift from inmates previously sentenced to state prison. Included in this project is a lower level parking structure and upgrading of the exterior parking along 4th Street.

Additionally, incorporated into the facility, will be intense case management services; evidence-based programs, mental health programs, and substance abuse services geared toward reduction of recidivism in Humboldt County. The facility will provide offenders with a way to transition from an institutional setting to independent and responsible community living. Once the facility is completed, a staffing analysis recommends it be staffed with twenty correctional staff (15 Correctional Deputies and 5 Senior Correctional Deputies). This planned facility is scheduled to be constructed within the next five years (see Appendices 1, 2, 3).

### **Evidence Storage**

Evidence held by the County Sheriff is stored in three separate locations, two of which are housed within the County Courthouse/Correctional Center complex. Large items, such as vehicles, are kept at the third site, the Evidence Yard, which often is referred to as "The Boatyard."

Within the courthouse complex, former jail cells are used to store evidence for court cases and criminal investigations. Since all evidence is held until a case is adjudicated, it may be stored for years. Evidence associated with serious cases, such as homicides, is never released and requires permanent storage. Because of the quantity of items, every possible space is used, including seemingly unusable narrow utility corridors, giving this storage area a haphazard appearance. Some of the former cells also serve as office space for the property/evidence technicians. The technicians are using a bar code system to methodically track items. When cases are adjudicated and the evidence is no longer needed, the technicians have an efficient process for culling items out of the collection for release or destruction. A second storage area is located in the newer portions of the courthouse complex, which is subject to flooding. This necessitates the temporary remedy of elevating evidence items on pallets. This area also has an industrial oven used to dry green cannabis for evidentiary purposes. Both of these storage areas appear to be secure as they have active alarm systems in place.

The third storage location, the Evidence Yard, is used by the Sheriff's Department and the Sheriff's Posse to store their county-owned large vehicles, trailers and boats. It also provides storage for large pieces of evidence such as vehicles, bicycles, chain saws, and generators. The site is too small for all these items. County-owned equipment is not quickly accessible due to the numerous vehicles held as evidence, therefore, their immediate mobility is in question. The outside covered stalls are occupied with trailers, boats and equipment. This forces some newly acquired equipment to be exposed to the elements. This facility also has some enclosed spaces used for offices, a machine shop, and a place to store overflow evidence. This issue of clutter was addressed in previous HCCGJ reports (see HCCGJ Reports from 2003-04, 2010-11 and 2012-2013). Because of the inadequate perimeter security fencing, an inadequate entry gate, and the lack of security cameras the HCCGJ is unable to state that this site is secure.

The HCCGJ found all the evidence/property technicians to be knowledgeable and very competent in maintaining this unique and complex system, while working in cramped spaces. The evidence/property technician's job is made very complicated due to the irregular layout of the storage areas and their multiple sites. Without staff replacement training by these veteran technicians in charge, difficulties can be expected in locating evidence vital to future court cases.

### **Garberville Substation**

The HCCGJ traveled to the Sheriff's Garberville Substation and discovered that the facility was not easy to find. As of the date of the tour, November 18, 2015, there were no signs on the main road, Redwood Drive, directing people to the station. This was also noted by previous Grand Jury reports 2010-2011 and 2011-2012. The building was found to be aging, minimally staffed, and not in compliance with the Americans with Disabilities Act (ADA) (see Grand Jury reports 2001-2002, 2002-2003 and 2003-2004). There is no wheelchair access through its main entrance and the restroom facilities are non-compliant with ADA.

The facility has three holding cells. Members of the HCCGJ were told that one of these cells is used for arrestees awaiting transportation to the HCCF in Eureka on very rare occasions and only for very brief periods. Currently, there is no Correctional Deputy stationed at the substation to supervise arrestees if the arresting officer is called away (review HCCGJ reports 2002-03, 2004-05, 2006-07, 2009-10 and 2010-11). There is no external phone for after hour emergencies which was noted in the 2005-2006 Grand Jury report which recommended the Sheriff install a phone. It is unclear when the last BSCC inspection of the Garberville facility was made.

Deputies assigned to this office respond to calls for service in a large geographic area. They respond to places as remote as Shelter Cove and Alderpoint. They must answer calls over winding mountain roads taking them far away from the area around Garberville. Response times to calls for service can be lengthy. These conditions, as well as the condition of the substation, put a strain on law enforcement services in the area.

### **Sheriff's Work Alternative Program (SWAP)**

The Humboldt County Sheriff's Work Alternative Program (SWAP) is a unique program in the State, which is an alternative to incarceration where safety to participants and community are a priority. Inmates available for SWAP include male and female inmates, 18 – 80 years of age,

who have a sentence of 180 days or less. They usually have been convicted of non-violent misdemeanors, although a few inmates have non-violent felonies. Those with a history of violence, sexual abuse and/or mental illness are not eligible to participate. The only other criteria are that they are not on disability or have any worker's compensation claims. Formerly, inmates were required to pay for their worker's compensation insurance. The 2002-2003 Grand Jury report noted a one-time insurance administration fee of \$60 plus \$18/day worked. Now, AB 109 covers workers' compensation expenses. Qualified inmates may choose to participate instead of serving time in jail. Inmates may choose to participate regardless if it is their first, second, or third offense. No-shows or tardy inmates receive no credit for the day. Multiple absences result in disciplinary actions. There are ten to fifteen participating inmates daily. About 200 inmates annually participate in SWAP.

Inmates in SWAP aid in landscaping work for the McKinleyville Community Services District and the City of Eureka, wash vehicles in the County Motor Pool, and help distribute food at the Hoopa Food Bank. In addition to these services, the inmates perform their work at the Fortuna Farm and Eureka Wood Yard.

The SWAP farm began in 1985 on 84 acres of airport property adjacent to the Rohnerville Airport in exchange for an agreed amount of airport landscaping hours per year. The upper 56 acres are primarily used for growing the hay that is fed to the cows and is used for the pigs bedding. At the time of the tour, 40 pigs and 15 cattle were being raised there. The County Animal Shelter in McKinleyville, which is unable to hold large animals, uses this site when needed. Two horses were being held at the time of the tour. Pigs and cattle are fed with expired produce from several local supermarkets. Unused produce is composted for agricultural use. The farm is maintained 24/7, as livestock need to be fed. At the time of the tour, measures were being installed to reduce bird activity in the pig pens (strings across pens) in an effort to comply with previous recommendations. Fresh produce items like, squash, zucchini, tomatoes, broccoli and lettuce are grown during the year. Complementing the Eureka Wood Yard, firewood is processed at this location and made available to seniors.

The SWAP Wood Yard, originally known as the Humboldt Senior Wood Cutting Project, began in 1990 and works in collaboration with the Humboldt Senior Resource Center (HSRC). HSRC sells vouchers priced on a sliding scale from \$78-121 (tax included in the fee) to eligible local seniors. Approximately 1200-1500 cords are sold annually. A small percentage of cord sales income is given back to the Sheriff's Department which helps offset the Wood Yard operational expenses. Inmates cut, split and stack firewood into cords. Safety gear and related equipment are provided and maintained by the Sheriff's Department. The SWAP Wood Yard property is owned by the City of Eureka.

There are many benefits to the SWAP program that include cost savings to the community. Inmates who participate can live at home, be with their families, and retain employment. This alleviates pressure in the jail and is a cost saving measure for the County. Seniors have access to affordable firewood. The public can purchase pigs and calves/cows. FFA and 4H participants are able to purchase piglets for their projects at reasonable prices. Money generated at both these sites are put into a SWAP trust and used as needed at respective sites. With these generated funds, the SWAP program is self-sufficient. Vegetables and pork are provided to the correctional

facility for consumption by inmates. The program also provides rotational relief positions to officers working in the jail.

### **Arcata Police Department**

The Arcata Police Department (APD) is located adjacent to City Hall with the entrance on 7th Street and the mailing address on F Street. The entrance from the parking lot is very wide with no curbs or obstructions for anyone in wheelchairs. There is a very modest, barely noticeable, incline from the parking lot to the entrance. The office entry doors open manually. Persons with ADA access needs can request assistance by using the outside phone, however there is no sign to indicate that assistance is available.

There is one active holding cell which has been in continuous operation since the facility was built in the mid-1960s. It is inspected biennially by the Board of State and Community Corrections (BSCC). It was last inspected in April 2016. The holding cell is seldom used. However, when it is used, it is for no more than for one to two hours. It is usually used to hold arrestees while the arresting deputy processes paperwork, processes evidence and/or for interviews prior to transporting to the Humboldt County Correctional Facility.

The Arcata Police Department has a total personnel complement of forty persons. The staffing is comprised of twenty-seven sworn officers, six dispatchers, four full time administrative personnel, two part time personnel and one full time parking enforcement officer.

The dispatcher is usually scheduled to operate alone, except during peak hours of activity, when two dispatchers are scheduled to work at the same time. Having only one dispatcher working raises a very practical problem. The restroom is located at the opposite side of the building. Leaving the dispatch area unattended is forbidden as this would pose a significant lack of safety should a call for assistance be made during a break. Finding backup to staff the dispatch console during the operator's bathroom breaks is thus a major issue. To address this problem, remodeling to build a second bathroom next to the dispatch center is scheduled to begin in spring 2016 and be completed within 90 days.

The dispatcher handles both incoming calls and the dispatching of patrol cars. While hard wired phones allow proper routing of emergency 911 calls to the agency with jurisdiction, 911 calls from cell phones which rely on GPS triangulation, to identify their location, sometimes result in the need to re-route the call to another jurisdiction. In January of 2015, 2800 incoming calls for service were received, while in January 2016 there were 2197 calls received.

There is close cooperation with the Humboldt State University Police Department. Regularly scheduled monthly meetings are held between APD, the Arcata Fire Department, and the University Police Department.

The Department's record keeping is predominantly digitized. Previous paper records through 2013 have been digitized while records from 2014 are in the process of being scanned. Once scanned, the old paper files are shredded through an outside certified contract service.

APD has been online for a few months with the web system Law Enforcement Access Portal (LEAP) which allows rapid sharing of information and data with other law enforcement agencies. The LEAP system has been in place for approximately two years. LEAP funding came from BSCC administration funding. The Police Departments of Eureka and Fortuna are in the final stages of utilizing LEAP. Local agency chiefs from the five city departments meet on a regularly scheduled monthly basis including the Sheriff and County Probation for an exchange of information.

APD currently uses the WatchGuard system for squad car cameras. The system automatically downloads its files to APD computers once the cars are within range of the station. No manipulation of the camera data is possible. Currently APD does not use body cameras, but is seeking a system that will work in tandem with the car cameras, using the same software and auto download. All APD squad cars are equipped with Kinetic Energy Projectiles, more commonly known as less lethal 'beanbag' shotguns.

There are two separate interview rooms. The work room is well lit, with ample space and numerous computer stations. The computer room is also used to store emergency supplies such as canned water and Meals Ready to Eat (MRE's). There is one "property room" to hold private possessions for up to 90 days. If not claimed, the items go to auction or are disposed of. Evidence is stored in a secure room staffed with 1 full time and 2 part time assistants. Evidence, such as drugs, is routinely taken to Modesto for incineration, along with purged evidence from the other local agencies. During January of 2016, APD made 144 misdemeanor arrests, and 20 felony arrests, for a total of 164 arrests. APD has had no in-custody deaths to date.

Pay scales for APD are very similar to that of EPD and the County Sheriff's Department. Recruitment and retention of new trainees is a problem. Rookies will usually work 3 to 5 years before maturing into knowledgeable professionals, at which time they are too often drawn away to higher paying agencies in the larger metropolitan areas. Better retention has been noted when hiring trainees with families or long history in Humboldt County. Racial diversity is also a difficult goal in hiring in Humboldt County, although this is not mandated at this time.

### **Eureka Police Department**

The Eureka Police Department (EPD) is located in a contemporary structure in downtown Eureka and across from Humboldt Bay Fire headquarters. The facility is home to about 86 personnel, including 52 sworn officers, 34 civilian staff, and 3 canines with their handlers. The facility occupies nearly a half block with secure parking using a B Street entrance off of Sixth Street. EPD uses a key fob security system for entry and access to secure areas. The facility has no holding cells, occupies two floors, and was found to be neat, organized, and utilizing most of the space available.

The Department is still using a paper filing system, with records dating back as far as 1985. The computer-aided dispatch system in use is not compatible with other departments. The annual average number of written incident reports is approaching 11,000. Recently added annuitants are assisting in clearing the backlog of paper files using electronic reporting meeting State and Federal requirements. The latter is due to funding from the Measure Z tax initiative.

The Department conducts live scanning and fingerprinting services. The EPD is in the process of activating a “Lexerpol” system of body cameras which will provide for 20-30 such cameras to be deployed regularly and 40 overall. The cameras are to be used in concert with the cameras in patrol cars equipped with a cloud-based system. Cost of the body cameras was estimated at \$60,000 which came from last year’s budget.

Tight controls were observed in regard to the Evidence Room. It is a controlled-environment room where all individuals must sign in and out and be escorted. There is one full time Evidence Technician. With the current Evidence Technician retiring soon, there is no succession plan in place. It was noted the replacement would experience “hit the ground running” training. Evidence shelves are secured to withstand most earthquakes.

The facility contains two interview rooms. There is an upstairs gym for all staff. Although a comment was made that the department had outgrown its facility, it was observed there were some areas of the building which appeared to be underutilized. There was space for a SWAT team, an armory, and other essential services.

Of concern was the secure parking area for patrol vehicles and other rolling stock. There is one entrance in and out, with block walls surrounding the perimeter. In the event of a disaster or purposeful blockage of this singular entrance, EPD vehicles would find it impossible to leave the headquarters. Otherwise, the entire facility seemed to be in good repair and maintenance levels appear adequate.

EPD has its own dispatch center. It handles calls for service and dispatches for police, fire and medical emergencies. At the time of the HCCGJ tour, there were two dispatchers working at modern computerized consoles. The dispatchers described the work as being very intense and stressful, yet fulfilling.

### **Humboldt County Community Corrections Resource Center**

Typically there are two choices available when someone is arrested: (1) process the person for booking and hold them pending court proceedings, or (2) release them either on bond, or on a citation with their promise to appear. Once booked, the suspect is retained in county custody, released at large, or released with supervision under the Probation Department's scrutiny. Under supervision by the Probation Department, the primary objective is to assure the suspect returns to court for all proceedings. The Probation Department is also tasked with preparing pre-sentence reports intended to inform the court of the history and tendencies of suspects.

The issue of inadequate space for private consultations at the Humboldt County Corrections Community Resource Center (HCCCRC) still remains, having been mentioned by prior HCCGJ Reports. Most of the large second floor is currently used only for storage, accessible only by stairs. This leased building would require installation of an elevator, restrooms, and proper signage to function as a solution for private consultation spaces. While SB 863 funding for the annex to the County Corrections Facility will be a potential long-term solution, this is realistically at least 5 years in the future. In the meantime, stress and anxiety is felt by both HCCCRC personnel and probationers who fear reprisals from other parties who may overhear their session with their parole officers. The HCCCRC has been forced to make do with the

present facility in preparation for the changes that will be made once the new facility is built (see Appendices 1, 2 and 3).

The new facility which will be adjacent, and attached to, the current Courthouse/Jail complex has been designed with these heightened security needs in mind. Appendix 3 shows a diagram of the facility illustrating how the program areas will be laid out.

### **Juvenile Hall**

The Juvenile Hall facility was built in 1968 of cinder block construction, with generally square corners, steel bars, and grates giving it a stark institutional appearance. The maximum capacity is 26 detainees. The facility is coed, with individual cells accessed from two separate hallways. The steel doors to each cell are formidable, each having windows, outside key locks, and double outside throw bolts. The facility is subject to regular inspection. The kitchen was clean, with a friendly staff of 3 county employees. Three meals per day are provided, at least one of which is served hot. Lunch typically is the largest meal. The majority of these buildings are scheduled for demolition, once new construction is completed. The HCCGJ learned the new facility finance approval and subsequent start of construction has been delayed approximately six months with possible completion slated for the latter part of 2017 (see Appendix 4). The new facility is slated to provide greater safety and security for both detainees and staff. The maximum capacity will increase slightly and it will provide more room for programs.

Upon admittance, new detainees are immediately given an initial evaluation to determine special medical or dietary needs and assess general mental state. After booking is completed, a more comprehensive evaluation of the minor is administered. A standardized comprehensive battery of questions, known as the Massachusetts Youth Screening Instrument (MYSI), primarily determines possible risk of suicide. At admittance, three phone calls are allowed, according to posted sign. These calls are limited to a parent or legal guardian, an employer, or an attorney. The length of stay can range from a few days to six months, the average stay being 20 to 30 days. The age of minors detained ranges from 12 to 18 years old. The average number of detainees being held is typically 15-16. Fire drills are performed monthly. A four-step behavior modification program is clearly posted in the cell hallway.

Detainees are strongly encouraged to participate in this program on both an individual and group basis. Evaluations are typically made each shift by probation department corrections officers with privileges granted with the achievement of each step. Rewards for completing a step can include privileges such as personal music in cells or arts & crafts materials. A point system associated with this program allows detainees to acquire personal items such as better quality shampoos. Schooling is mandated; detainees who refuse attendance are subject to early curfew or retraction of former privileges. Normal curfew is 10 pm, with lights out at 11 pm. Routine bed checks are conducted every 15 minutes, or every 3 to 5 minutes for those with violent or suicidal behavior.

### **Northern California Regional Center (New Horizons)**

The Northern California Regional Facility (New Horizons Program) is located adjacent to Humboldt County Juvenile Hall. While it is run by the County Probation Department, it is unique in California for its innovative approach to the most severe of juvenile offenders. It was

built in 1998, with less austere architecture but still institutional in character. Individual cells are designed large enough to house two bunks each and meet code. Currently, they have single bunks and have the appearance of dormitory rooms rather than jail cells. The facility includes common areas, classrooms and day room areas. The facility is subject to regular inspection. Juvenile offender's activities are monitored from a staff control room, the same as in many secure facilities. At the time of the HCCGJ tour, there were 11 youths in the program although it is designed to house 18.

Most of the juvenile offenders were from outside of Humboldt County. Being regional in nature, this availability of services to other counties provides a source of income and funding to the program.

The length of stay averages 4 ½ to 6 months however the maximum length of placement is 18 months. The program begins daily at 8:30 am with group counseling, followed by a classroom education program at 10 am in a modern classroom. Success in advancing through the program is acknowledged and rewarded through distinct t-shirt colors.

According to a report by the National Center for Mental Health and Juvenile Justice "approximately two-thirds of youth in the care of the juvenile justice system have a diagnosable mental health and/or substance use disorder." Virtually all juveniles admitted to New Horizons fall into this category and are placed by court order. Humboldt County has adopted the strategy of an evidence-based approach to the problem of high risk adjudicated juvenile offenders through its New Horizons program. The program is one of intensive in-custody mental health treatment. Services include a combination of medication support, individual, group, and family counseling. There is an alcohol/drug assessment and counseling program. Included in the program are skills development training focused on anger management. Exercises in exploring moral judgment and recognizing thinking errors are offered. Developing social skills and victim awareness are also part of the program. Medical staff at both Juvenile Hall and the Northern California Regional Facility are provided as needed by contract with California Forensic Medical Group, a for profit corporation.

To accomplish the goal of evidence-based treatment practices, Humboldt County takes a comprehensive approach to the issue by incorporating several county agencies into a coalition of treatment. The Probation Department administers the program and is responsible for correctional care of the juveniles along with court reporting and community aftercare supervision. The Humboldt County Department of Health and Human Services Mental Health Branch provides day time mental health treatment services using Aggression Replacement Therapy. They also provide mental health assessment, alcohol and/or drug counseling, individual group and family therapy and medication support services. The Humboldt County Office of Education provides year round educational instruction with instructors who are trained in working with special needs juveniles. Finally, the Social Services branch of the Humboldt County Department of Health and Human Services participates in the New Horizons independent living skills program, the recruitment and retention of foster care families, and in assisting with casework activities that promote services to these high-risk juveniles and families.

According to the Center on Criminal and Juvenile Justice, the Humboldt County Regional Facility's New Horizons program offers impressive results regarding recidivism. "New Horizons boasts a 20 percent re-offense rate that contrasts with rates of 50 percent to 80 percent for young offenders nationwide." Given this evidence of success in the program, the Humboldt County Civil Grand Jury found this unique program to be a valuable step forward in answering the problems of high risk juvenile offenders.

## **FINDINGS**

- F1. Several County facilities are overwhelmed with stored paper files, boxes, and shelves containing paper records.
- F2. There is an ongoing issue with broken glass partitions in the inmate visitor's areas at the Humboldt County Correctional Facility.
- F3. There is inadequate security at the Humboldt County Sheriff's Evidence Yard.
- F4. The Sheriff's Evidence Yard is too small for the security and efficient storage of large items.
- F5. There is no directional signage for the Garberville Substation to aid citizens, particularly non-residents, in locating the station.
- F6. There are continual issues with the transportation of arrestees from the Garberville Substation to the Humboldt County Correctional Facility and the subsequent absence of essential personnel at the Substation.
- F7. The holding cells at the Garberville Substation have had no Board and State Community Corrections certifications on file for at least twelve years. Inspections are required biennially if holding cells are used.
- F8. The Garberville Substation has no available external emergency phone.
- F9. The Garberville Substation is not Americans with Disabilities Act compliant.
- F10. The Sheriff's Work Alternative Program is a beneficial program to the community and the Humboldt County Civil Grand Jury commends the Humboldt County Sheriff's Department for its good work.
- F11. The Arcata Police Department has no Americans with Disabilities Act informational sign available next to the external phone indicating access assistance is available.
- F12. The Eureka Police Department has only one exit for department vehicles from the secure parking lot. If blocked, emergency and other vehicles would be unable to exit the parking lot.
- F13. The Northern California Regional Center is a source of income to Humboldt County.

## **RECOMMENDATIONS**

- R1. The Humboldt County Civil Grand Jury recommends that the County facilities, digitize records as a space saving, transparency, and a cost-saving measure. (F1)
- R2. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department explore alternative cost saving options to the problem of continual vandalism of the glass partitions in the visitor's area of the Correctional Facility. (F2)
- R3. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department secure the Evidence Yard with better fencing to obscure visibility and with security wire, as needed, to prevent pedestrian access. (F3, F4)
- R4. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department install security cameras to monitor the Evidence Yard. (F4)
- R5. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department establish a location that is specific to the needs of large evidence storage. (F3, F4)

R6. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department install directional signs to the Garberville Substation near appropriate cross streets to aid both northbound and southbound traffic on Redwood Drive and on U.S. 101. (F5)

R7. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department inspect, and have certified by the Board of State and Community Corrections, the Garberville Substation holding cells. (F6, F7)

R8. The Humboldt County Civil Grand Jury recommends that the Humboldt County Sheriff's Department assign a Correctional Deputy to staff the Substation. (F6, F7)

R9. The Humboldt County Civil Grand Jury recommends the Humboldt County Sheriff's Department install an external phone at the Garberville Substation. (F8)

R10. The Humboldt County Civil Grand Jury recommends the Humboldt County Sheriff's Department bring the Garberville Substation into compliance with the Americans with Disabilities Act. (F9)

R11. The Humboldt County Civil Grand Jury recommends that the Arcata Police Department install an Americans with Disabilities Act accessibility sign next to the external phone. (F11)

R12. The Humboldt County Civil Grand Jury recommends that the Eureka Police Department provide additional entrance/exit points to its secure parking lot. (F12)

R13. The Humboldt County Civil Grand Jury recommends that the Humboldt County Probation Department maximize the use of The Northern California Regional Center. (F13)

## **REQUESTED RESPONSES**

Pursuant to Penal Code section 933.05, the Humboldt County Civil Grand Jury requests responses as follows:

From the following agencies:

Humboldt County Sheriff's Department (R1, R2, R3, R4, R5, R6, R7, R8, R9, R10)

Humboldt County Probation Department (R1, R13)

Arcata Police Department (R1, R11)

Eureka Police Department (R1, R12)

Ferndale Police Department (R1)

Fortuna Police Department (R1)

## **INVITED RESPONSES**

Humboldt County Board of Supervisors (R1, R10)

County Administrative Office (R1, R10)

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

## GLOSSARY OF TERMS

Adjudicated - *to come to a judicial decision: act as judge*

Annuitants – *a person receiving an annuity or pension (in this case, recently retired pensioners from the Police Department)*

Biennially- *occurring every two years*

Evidence-based programs - *Program effectiveness demonstrated in rigorous scientific evaluations*

Fob (as in security system) - *Commonly called a key fob, is a small security hardware device with built-in authentication used to control and secure access.*

Kinetic - *relating to the motions of objects and the forces associated with them*

Mitigate - *to cause to become less harsh or hostile; moderate*

Parameters - *a rule or limit that controls what something is or how something should be done*

Recidivism - *a tendency to relapse into a previous condition or mode of behavior; especially relapse into criminal behavior*

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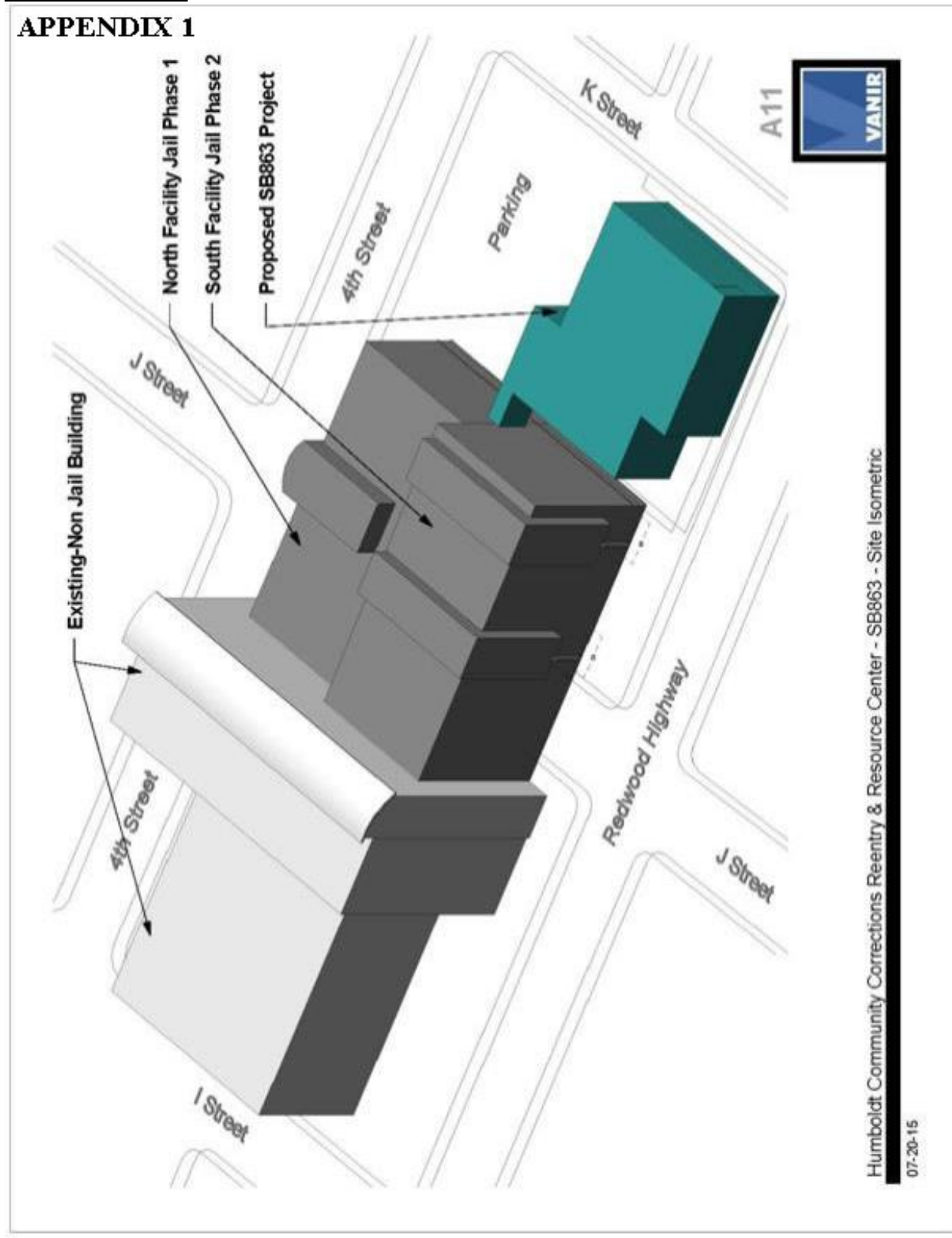
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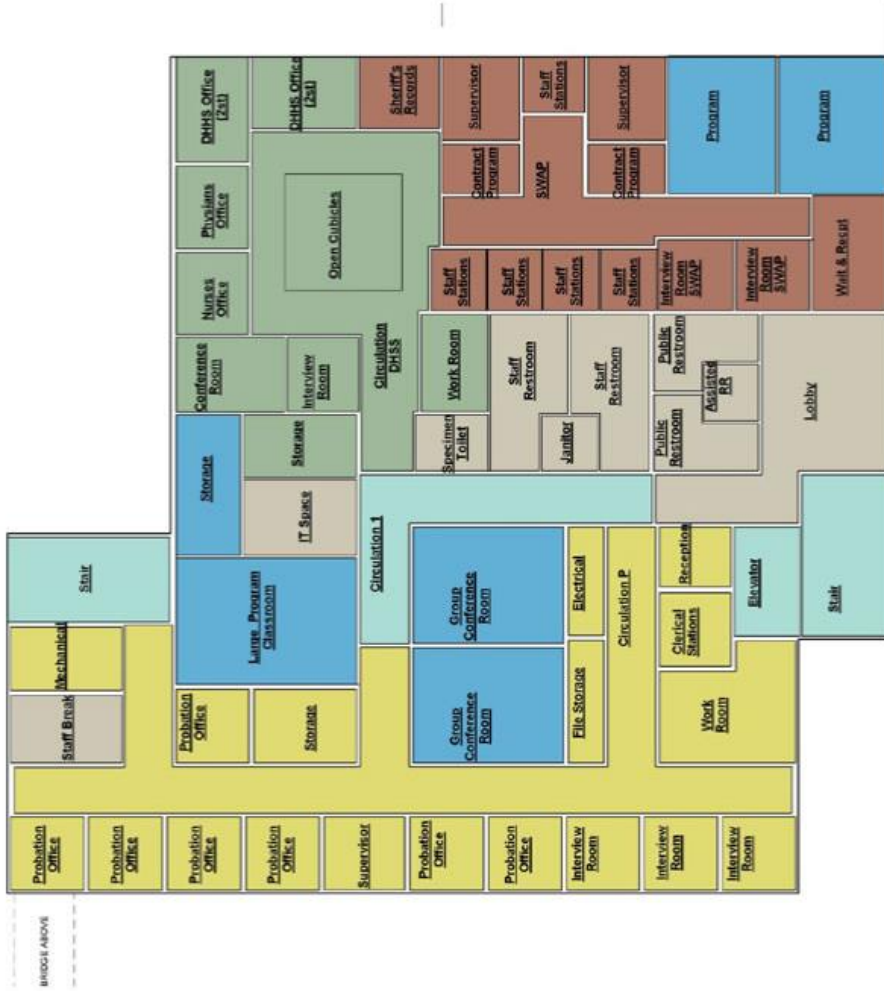
# APPENDICES

## APPENDIX 1



# APPENDIX 2

- Program Area Legend**
- CCRC-DHSS Day Reporting
  - Circulation
  - Probation
  - Program Space
  - Support Spaces
  - SWAP
- [Gross Area +/- 11,856 SF]



A14

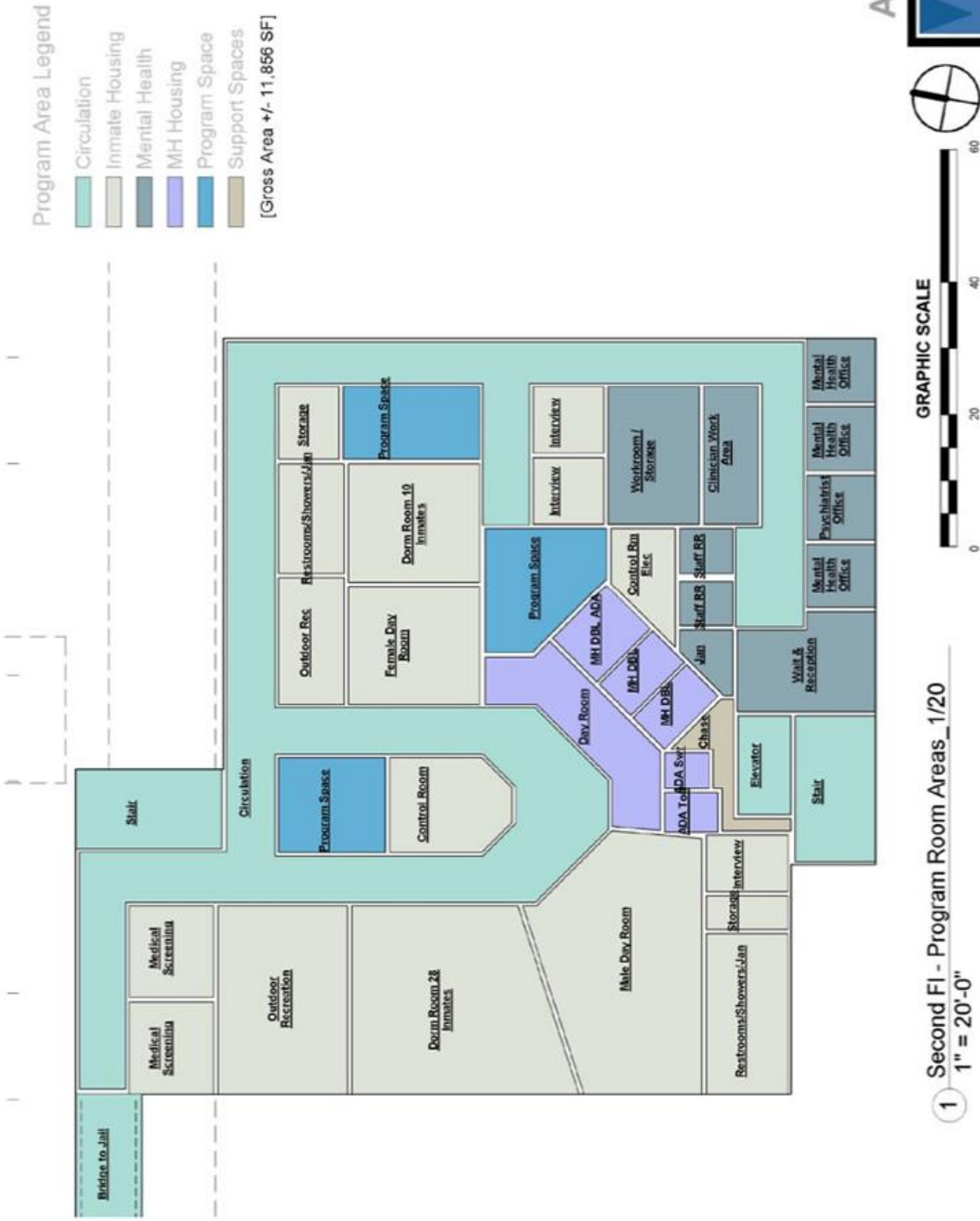


1 First Fl - Program Room Areas\_1/20  
1" = 20'-0"

Humboldt Community Corrections Reentry & Resource Center - SB8863 - First Floor

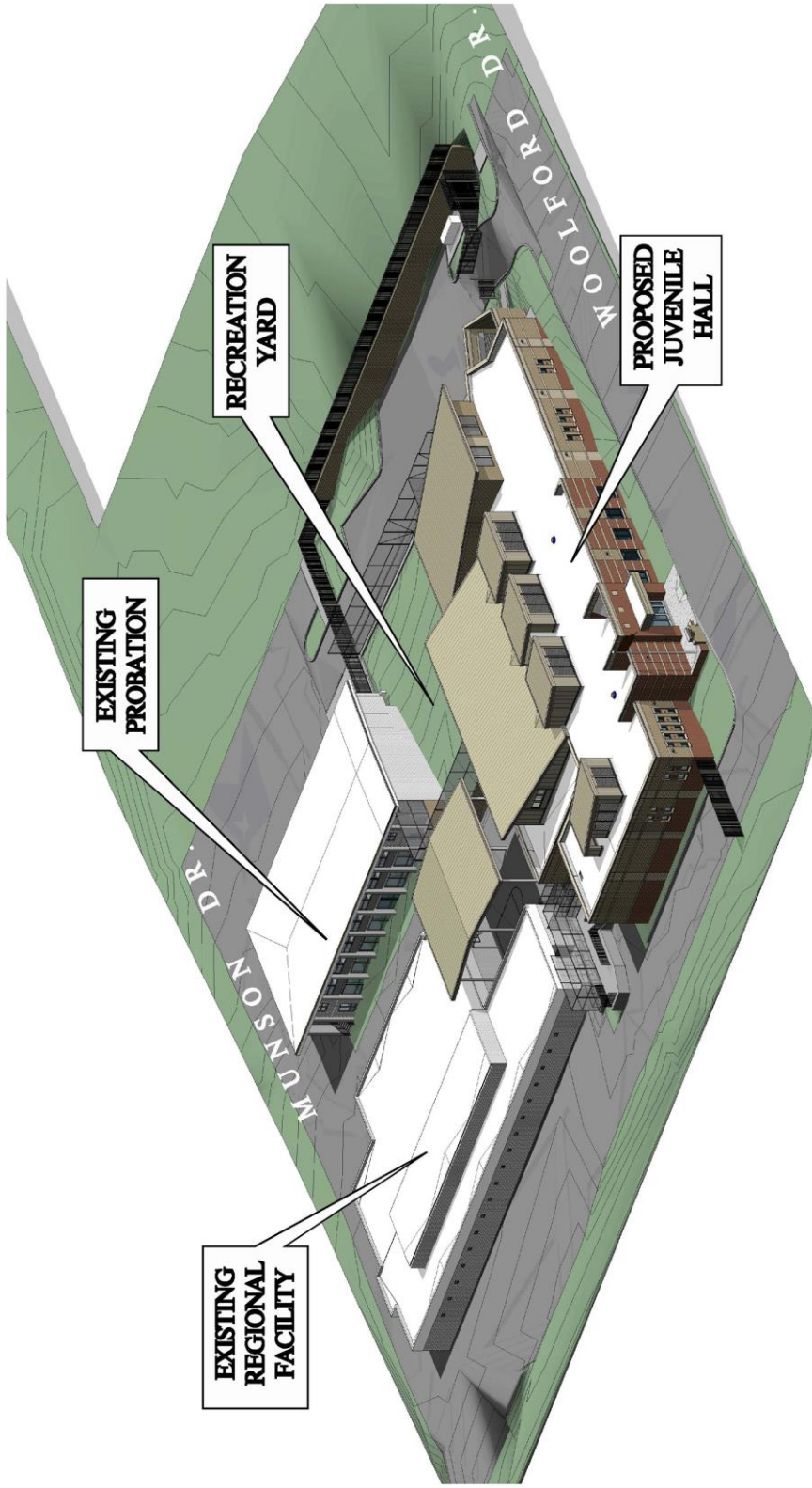
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# APPENDIX 3



Humboldt Community Corrections Reentry & Resource Center - SB863 - Second Floor

# APPENDIX 4



**JUVENILE HALL COMPLETED**  
HUMBOLDT COUNTY JUVENILE HALL REPLACEMENT FACILITY

