

## OVERVIEW

Fresno County contains some of the richest farmlands in California, and has built an economy based on agriculture. Raisins, oranges, and lemons are among the primary exports. Partially because of the demand for unskilled, seasonal labor, there is a high population of migrant workers who travel with the growing season, among them many Hispanics, Asians, and other immigrants. Historically, Fresno County has been comprised of small communities that have grown up around agricultural centers—it has been a County of hardworking people with a fiscally conservative nature and solid, traditional values.

Reflecting the nature of the County's population, County administration has methodically met needs within public sector agencies as the need arose, responding to the recommendations of those agencies with prudence and caution. Recent years have seen a dramatic change in the Fresno County Population, which has grown from 667,490 in 1990 to 774,200 in 1997—equal to the population of San Francisco! It is estimated that the County population will reach 1,066,119 by the year 2017, just twenty years from the start of this study.

It is with growing awareness that Fresno County can no longer be perceived and managed as an amalgamation of small townships that the County has undertaken an examination of the Criminal Justice System, its current space needs, and its needs through the year 2017. The problems faced by the System are of a scale found in major metropolitan areas throughout the nation, and must be matched by long-range, system-wide solutions. Table ES-1 below describes the projected County growth by court districts.

Table ES-1  
Projected County Growth by Court Districts

Court District	2002	2007	2012	2017
Clovis	120,872	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,545</b>	<b>1,066,119</b>
Source: Fresno County Public Works and Development Services, California Department of Finance and Carter Goble Associates.				

## CURRENT COUNTY SPACE SHORTFALL

The Fresno County Criminal Justice System is operating under constrained conditions, in evidence throughout the System. The jail is consistently overcrowded, is under a Federal Cap, and released approximately 16,000 offenders in 1998 because of insufficient bedspace. Public perception is that the City of Fresno is dangerous. By day the Fulton Mall and park area around the courts are full of homeless people and vagrants, and after dark, the streets empty. The Courts are simultaneously constructing courtrooms in two different locations in an attempt to meet immediate needs, although admittedly the Family Law and Juvenile Dependency Courts being built would benefit from co-location. Agencies that support court functions have many branch offices throughout downtown Fresno, resulting in misplaced files, staff time spent in transit between locations, and inefficiencies of communication. Many of the Criminal Justice Agencies are operating with staffing levels that in other Counties would not be expected to handle half of the workload generated in Fresno County. In short, the system's immediate needs are so extreme that they have made crisis planning the standard in Fresno County.

Long-term planning is difficult when immediate needs impair the current system's efficacy. The first step in this study was to quantify the current county space shortfalls, which are largely driven by insufficient space standards and drastic staffing shortfalls.

Table ES-2  
Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels)

Agency/Facility	1997-98 Staff (ADP) 1998	1997-98 Staff (ADP) 1998	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation
Agency/Facility	1997-98 Staff (ADP) 1998	1997-98 Staff (ADP) 1998	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation	1998 Space Allocation
<b>Court-Related Offices</b>									
District Attorney									
(Prosecutorial) <sup>1</sup>	38,871	187	208	250	46,750	7,870	231	57,750	18,879
(Family Support) <sup>1</sup>	58,401	367	159	250	91,750	33,349	367	91,750	33,349
Probation (Non-Custodial) <sup>2</sup>	60,876	263	231	250	65,750	4,874	354	88,500	27,624
Public Defender <sup>3</sup>	22,378	82	243	250	23,000	622	132	32,918	10,540
<b>Total Office Shortfall</b>	<b>180,526</b>	<b>1,435</b>			<b>227,250</b>	<b>46,724</b>	<b>1,792</b>	<b>270,918</b>	<b>90,382</b>
<b>Sheriff (Non-Court/Non-Jail)</b>									
Sheriff (Non-Court/Non-Jail) <sup>4</sup>	117,961	547	218	250	136,750	18,789	547	136,750	18,789
<b>Total Sheriff Shortfall</b>	<b>117,961</b>	<b>547</b>			<b>136,750</b>	<b>18,789</b>		<b>136,750</b>	<b>18,789</b>
<b>Detention</b>									
Juvenile Detention <sup>4</sup>									
Juvenile Hall	44,744	223	201	500	111,500	66,756	354	177,000	132,256
C.W. Wakefield	11,859	50	237	600	30,000	18,142	50	30,000	18,142
Elkhorn <sup>5</sup>	83,923	125	671	600	75,000	(8,923)	125	75,000	(8,923)
Jail <sup>6</sup>	375,969	2,171	173	300	651,300	275,331	3,041	912,300	536,331
<b>Total Detention Shortfall</b>	<b>516,495</b>	<b>2,569</b>			<b>867,800</b>	<b>351,306</b>	<b>3,570</b>	<b>1,194,300</b>	<b>677,806</b>
<b>County-Wide Total</b>	<b>814,982</b>				<b>1,231,800</b>	<b>416,819</b>		<b>1,601,968</b>	<b>786,986</b>

<sup>1</sup>Current Square Footage includes 10% of MAGEC Building, 2220 Tulare Street (8th, 10th, and 2 of 11th floors), 1250 Van Ness (Workman's Comp. And Business Affairs), 1360 L Street and 2208 Tolumne (Non-Sufficient Funds), 136 Fulton (Storage), and building 514 on 10th Street. Estimate of staffing needs for 1997-98 identified a need for 43.5 additional staff in this

<sup>2</sup>Numbers received from Probation Department calculated in the following fashion: 482 Probation positions minus 172 staff in Juvenile Hall and Wakefield, minus 47 staff at Elkhorn Boot Camp, leaves 263 non-custodial Probation Staff. 346 is the estimated staffing needs for 1998. Probation Square Footages include the 8th and .75 of the 9th floors at 2220 Tulare St. (6871 SF), Probation Administration at 1100 Van Ness (25,000 SF), 1 of the MAGEC building (1054 SF), and 15,204 SF in five additional locations.

<sup>3</sup>Public Defender Recommended Staffing calculated based on a ratio of 1.75 District Attorney Staff per Public Defender Staff (Recommended Public Defender Staff = Recommended District Attorney Staff \* .57)

<sup>4</sup>Juvenile Detention Space was calculated using the 50% of the square footage of the Wakefield School, the adjacent classrooms, the 19,032 of the Juvenile Hall Facility, and 50% of the Juvenile Hall/Juvenile Courts facility. Juvenile Courts was estimated to occupy the remaining 50% of the Juvenile Hall/Juvenile Courts facility, and C.W. Wakefield was estimated to occupy

<sup>5</sup>Space at the Elkhorn Boot Camp is large enough to accommodate several thousand inmates. It currently appears to have a large space surplus; however, part of this surplus is designed for future growth.

<sup>6</sup>Jail Square Footages include the North Annex (53,040), the South Annex (91,962), the Main Jail (220,167), and the Satellite Jail (10,800).

<sup>7</sup>Staff includes Child Support Staff, Welfare Fraud Staff, and Child Abduction Staff. Usable Square Footage on floors 17, 18, and 19 is 8,600 SF per floor due to the necessity of a wide fire corridor around mechanical areas.

<sup>8</sup>The space for the Sheriff's Non-Court/Non-Jail space includes all Sheriff's offices and additional spaces. This space total does not include hangar space or undeveloped land. Bailiffs were included with the total personnel, since they have office space in these areas.

<sup>9</sup>Any change in the Sheriff's Department Base Staff would require an expanded mission of the Sheriff's Department, as described by the description of the needs for additional staff on pages 1-8 to 1-11 of this report. For the purposes of this table, no additional staff was required to meet the current Sheriff's Department mission.

Source: Carter Goble Associates, Inc. - Nov. 1998

As shown in Table ES-2 above, the estimated county space shortfall with current staffing levels is 416,819 Square Feet, including all court-related agencies, non-court/non-jail Sheriff's Department staff, and Detention facilities. Using recommended staffing (or ADP) levels (based on interviews with agency leaders, evaluation of caseloads managed, agency needs assessments, and comparison to similar criminal justice systems), adjusted staffing levels were recommended for existing agencies. These staffing numbers are shown in the column of Table ES-2 labeled "Recommended 1998 Staffing Level (ADP for Custodial)". If Fresno County were to meet its immediate, urgent system-wide staffing and space needs, an additional 786,986 Square Feet would be needed to accommodate the additional staff.

The space needs of a county cannot be described only in terms of square feet. Criminal Justice Agencies, in particular, have specific security needs that contribute to the safety of the public at large. In addition, system efficiency demands that agencies with common functions be located with optimal proximity to related agencies, such as the Courts, District Attorney, and Public Defender.

A review of the existing facilities in Fresno County found a total of 19 Court Facilities, 15 locations used by the Sheriff's Department Non-Court/Non-Jail staff, three jail buildings, five locations housing DA Family Support Staff, five locations housing District Attorney Prosecutorial Staff, and two locations for Public Defender Staff. Eight locations house Probation staff and alternative programs, in addition to the two

Juvenile Detention locations. The grand total space housing Criminal Justice Agencies is 1,166,006 Square Feet. The County owns 86% of this space. The rest is leased.

## ANTICIPATED FUTURE NEEDS

### Jail

The Fresno County Jail is operating under a Federal Cap, which artificially maintains the Average Daily Population at or below 2,171. Offenders receive citations in the street, are cited from the jail for certain offenses, and are released early based on the decisions of a committee charged with maintaining the low population. Estimates using reconstructed historical data conclude that if all offenders currently released simply because of the cap were maintained in the jail, the Average Daily Population at the time of this study would be 3,041 offenders. All projections made for future jail bedspace needs used this ADP as the base.

Table ES-3  
Revised Historical ADP and Incarceration Rate, Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
Population	667,490	686,000	706,100	722,600	735,200	748,600	761,800	774,200	786,500
ADP	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
OCRD				11	94	127	216	298	276
Cites <sup>2</sup>	546	628	424	530	483	512	453	523	530
Revised ADP <sup>1</sup>	2,762	2,731	2,718	2,783	2,599	2,700	2,747	2,970	3,041
Revised Incarceration Rate - IR (ADP per 1,000 People)	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites—Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 figures are approximate.

Source: Fresno County Data, and Carter Goble Associates, Inc., Nov. 1998

Using the adjusted ADP of 3,041 and several projection methods, future jail population was projected for the years 2002, 2007, 2012, and 2017. Table ES-4 below shows the projected jail ADP.

Table ES-4  
CGA Estimate Model

YEAR	Average Daily Population(ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136

Source: Carter Goble Associates, Inc. - Nov. 1998

With the assistance of the Sheriff's Department, an analysis of the custody classification and the male/female breakdown of projected offenders was made. Three Options emerged for meeting the jail's needs. These options are based on the underlying commonality in the *immediate* need for 800 more bedspaces to meet the minimum criteria for a safe community. This need combined with a projected need for 500 additional beds to match the projected growth curve by 2007 means that approximately 1,300 bedspaces should be constructed as soon as possible.

Table ES-5 on the following page summarizes the development options for the Jail.

Table ES-5  
Jail Development Options for 2007  
(Target at Least 3,534 Beds by 2007)

	Option A	Option B	Option C
<b>Jail:</b>			
North Annex	Add approximately 87,600 Square Feet in three additional floors. (1,296 Minimum Custody Bedspaces)	No change	No change
Main Jail	No change in the physical configuration. Convert one floor to 202 medium/maximum custody female inmates. Remaining three floors will house 798 medium/maximum custody males.	No change	No change
Elkhorn Site (or other location)	No construction required by 2007.	Construct 464-bed multi-custody female facility. Construct 752-bed male minimum custody dormitories.	Construct 464-bed multi-custody female facility. Construct 240-bed male minimum custody facility.
Alternative Programs	No change	No change	Increase capacity to at least 500 inmates who would normally be incarcerated but who could meet requirements for intensive community supervision programs. This requires Judicial authorization and oversight.
<b>Total New Bedspaces</b>	<b>1,296</b>	<b>1,216</b>	<b>704</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

### Sheriff's Department Non-Jail/Non-Courts

Table ES-6 below summarizes the projected space shortfall for the Sheriff's Non-Court/Non-Jail Staff. As shown in the table, by 2007 the Sheriff's Non-Court/Non-Jail Staff will require approximately 50,460 Square Feet in addition to the 117,961 square feet currently used. With additional staff to expand the mission of the Sheriff's Department as described in the Sheriff's assessment of need, approximately 58,000 additional square feet will be required to house the increased staff.

Table ES-6  
Projected Sheriff's Non-Court/Non-Jail Space Shortfall

Year	Current	Projected			
	1998	2002	2007	2012	2017
Projected Non-Court/Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/Person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/Non-Jail Space	117,961	117,961	117,961	117,961	117,961
<b>Space Shortfall (Current minus Needs)</b>	<b>18,789</b>	<b>34,099</b>	<b>50,460</b>	<b>67,287</b>	<b>84,760</b>
Expanded Mission--Immediate Needs	164	164	164	164	164
Expanded Mission--Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs (250 SF/person)	58,000	58,000	58,000	58,000	58,000
<b>Total Space Shortfall (projected + expanded)</b>	<b>76,789</b>	<b>92,099</b>	<b>108,460</b>	<b>125,287</b>	<b>142,760</b>

Source: Carter Goble Associates, Inc. – Nov. 1998



Three long-term planning options are available to the Sheriff's Department, regardless of the expansion of the current mission. Option A involves maintaining the current offices in the downtown area and expanding them as needed to accommodate staffing increases. Option B is to use the current offices and to expand into the outlying areas with all additional staff. Option C is for the Sheriff's Department to continue in a central location, but in a large enough space to accommodate current and increased staff. Under Options A and B, the square footage required will be equal to the space shortfall. Under Option C the space required will equal the shortfall plus the existing 117,000 Square Feet. Table ES-7 below describes these three options.

Table ES-7  
Development Options for Sheriff Non-Court/Non-Jail Staff

	Option A	Option B	Option C
<b>Sheriff Non-Court/Non-Jail</b>			
<i>Central Location</i>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<i>Outlying Locations</i>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff—add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<i>New Central Location</i>	No change	No change	Lease or purchase facility with the capability of housing all staff—approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

Source: Carter Goble Associates, Inc. – Nov. 1998

### Juvenile Detention

Overcrowding in the Juvenile Hall Facility is creating an overflow back into the community similar to that occurring in the jail. Using historical admissions data and information on the numbers of youth cited and released, a revised current ADP was calculated for Juvenile Hall. This adjusted ADP is shown below.

Table ES-8  
Adjusted Juvenile Hall Average Daily Population

Year	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4610	4128	5141	7029	7581	6163	6301	6000
45%	2075	1858	2313	3163	3411	2773	2835	2700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in ADP	70	59	92	89	89	77	104	115
<b>Adjusted ADP</b>	<b>237</b>	<b>213</b>	<b>287</b>	<b>238</b>	<b>243</b>	<b>251</b>	<b>314</b>	<b>338</b>

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer, and Court Review.

Source: Fresno County Probation Department; and Carter Goble Associates, Inc. – Nov. 1998

As shown in Table ES-8 above, if Juvenile Hall had sufficient bedspaces, the 1998 ADP would be approximately 338, 115 higher than the current ADP of 223. As a change to historical policy, Fresno County plans to house a greater percentage of sentenced youth within the County in the future, making use of the newly opened Elkhorn Boot Camp. With a goal of 56% pre-adjudication/44% sentenced youth in the system, the total number of youth held in Fresno County will increase beyond the increase due to population growth.

Taking the base ADP of 338 pre-adjudication youth as a starting point, several projections methods were used to calculate future Juvenile Detention population. Table ES-9 below shows the resulting projected Average Daily Population, broken down into pre- and post-adjudication.

Table ES-9  
Projection & Bed Needs for Fresno County Juvenile Justice Facilities

YEAR	AVERAGE DAILY POPULATION			BED NEEDS		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 - Actual	230	153	383	-	-	-
1998 - Est. Need	338	356	694	379	356	777
2002	385	414	799	431	414	948
2007	475	494	969	532	494	1,150
2012	567	574	1,141	635	574	1,354
2017	645	642	1,287	722	642	1,528

Note: Bed Needs = Projected Average Daily Population X 1.12. Twelve percent is added as a peaking and classification factor. Its purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peaks in the populations.

Source: Rosser International

As shown in this table, the current total youth held within the County is 383. Under the new policy shifting sentenced youth into County, rather than state facilities, this number would be approximately 694. Future projections estimate the detained juvenile population reaching 1,364 by the year 2017, almost double the estimated current bedspace needs.

There are three options available for accommodating pre-and post-adjudication youth in the future. These include the following:

- Option A** Locate all post-adjudicated beds at Elkhorn; build a new juvenile hall at 10th Street and accommodate all other functions in renovated & new buildings at 10<sup>th</sup> Street.
- Option B** Keep & Expand Buildings at 10th Street & Elkhorn.
- Option C** Place all Juvenile Beds & Courts at Elkhorn, with Probation Offices at 10th Street.

Table ES-10 below shows the implementation of each of these three options.

Table ES-10  
Development Options for Juvenile Detention

	Option A	Option B	Option C
<b>Juvenile Detention</b>			
<b>Juvenile Hall</b>	Demolish. Build new Juvenile Hall with capacity of 540.	Renovate Current Facility (260 beds). Add 300-bed pre-adjudication unit for total pre-adjudication capacity of 560.	Demolish. Construct new central Probation offices for administration and field functions.
<b>Elkhorn Boot Camp</b>	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200. Construct new 540-bed pre-adjudication facility.
<b>Alternatives</b>	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.
<b>Total New Bedspaces</b>	<b>1,034 (776 with alternatives)</b>	<b>1,054 (791 with alternatives)</b>	<b>1,034 (776 with alternatives)</b>

Source: Carter Goble Associates, Inc. - Nov. 1998

## Courts

Future court needs are dependent on future filings, which are in turn dependent on population growth and demographics. The first step in determining future court needs within Fresno County after projecting future population involved projecting future filings. Superior and Municipal filings data was combined according to filing type<sup>1</sup> in order to show current court activity by location and filing type, rather than by the Superior and Municipal breakdowns that have been used in the past.

Using a methodology linking filings rates to population growth, future filings were projected for each existing court location, and for the filing groupings specified above. The result was a set of projections for nine court locations<sup>2</sup> plus two juvenile courts, for six filing types. Filing projections were calculated using the historical average rate of filings to population (based on 1991-1997 historical data). Table ES-11 below summarizes the resulting filing projections.

Table ES-11  
Regional Court Projections – Filings by Court Type

Filings by Court Type	Fresno / Clovis- Central	Fresno- Juv. Del.	Fresno- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	47,891	0	0	2,731	2,885	2,245	4,028	3,134	4,778	1,198	1,180	70,048
Civil & Small Claims <sup>1</sup>	42,850	0	0	442	310	252	831	649	1,019	259	137	46,750
Family Law	4,967	0	0	0	0	0	0	0	0	0	0	4,967
Juvenile Delinquency	0	4,000	0	0	0	0	0	0	0	0	0	4,000
Juvenile Dependency	0	0	1,810	0	0	0	0	0	0	0	0	1,810
Traffic (non-criminal)	62,786	0	0	10,894	7,150	2,570	3,579	2,687	8,690	2,589	2,514	101,237
<b>Total Filings</b>	<b>158,394</b>	<b>4,000</b>	<b>1,810</b>	<b>13,967</b>	<b>10,345</b>	<b>5,067</b>	<b>8,438</b>	<b>6,460</b>	<b>12,487</b>	<b>4,044</b>	<b>3,811</b>	<b>228,711</b>
<b>Year 2017</b>												
Total Criminal	59,177	0	0	3,134	3,408	3,094	5,067	3,898	6,202	1,376	1,388	86,541
Civil & Small Claims <sup>1</sup>	52,948	0	0	507	365	348	1,046	768	1,322	298	164	57,766
Family Law	6,014	0	0	0	0	0	0	0	0	0	0	6,014
Juvenile Delinquency	0	4,882	0	0	0	0	0	0	0	0	0	4,882
Juvenile Dependency	0	0	2,119	0	0	0	0	0	0	0	0	2,119
Traffic (non-criminal)	77,582	0	0	12,268	8,440	3,541	4,504	3,147	8,683	2,979	3,008	124,153
<b>Total Filings</b>	<b>196,722</b>	<b>4,882</b>	<b>2,119</b>	<b>15,909</b>	<b>12,211</b>	<b>6,983</b>	<b>10,617</b>	<b>7,612</b>	<b>16,207</b>	<b>4,683</b>	<b>4,560</b>	<b>281,276</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

Source: Carter Goble Associates, Inc. – Nov. 1998

Projected filings were converted to projected Judicial Position Equivalents by dividing projected filings by the current rate of filings per Judicial Position Equivalent. To account for differing rates in multiple locations, the weighted average of filings per judicial FTE for all locations was used to obtain the total number of future judicial officers/courtrooms needed to dispose of all projected filings<sup>3</sup>. Judicial FTE's and filings used to calculate filings rates are shown in Table ES-12 on the next page, along with the resulting rates per Judicial Position Equivalent.

<sup>1</sup> Criminal (In-Custody and Out-of-Custody) include Felonies, Criminal Habeas Corpus, Non-Traffic Misdemeanor Group A & B, and Traffic Misdemeanor Groups C & D, Civil & Small Claims includes General Civil, Other Civil Complaints, Other Civil Petitions, Mental Health, Habeas Corpus, Non-Traffic Infractions, Civil, and Small Claims, Family Law, Juvenile Delinquency, Juvenile Dependency, and Traffic includes Traffic Infractions. Family Support filings were included under filings for Other Civil Complaints as reported in the Fresno County Courts Annual Report.

<sup>2</sup> Fresno/Clovis Central, Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg, and Fowler/Caruthers/Parlier.

<sup>3</sup> Adjustments were made to caseloads for criminal and civil to compensate for the fact that trials are only held in the Central court. These adjustments involved using the straight average caseload instead of a weighted average caseload for those filing types.

Table ES-12  
Judicial Officer FTE's and Rate of Filings per JPE

Locations	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Seima	Kingsburg /Riverdale	Fowler/ Caruthers /Parlier	Total
Judicial Officer FTE's <sup>1</sup>	39.54	3.50	3.50	2.50	0.60	0.60	0.40	1.00	0.60	0.60	0.60	0.60	54.34
Total Criminal	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	26.36
In-Custody Criminal	6.44	-	-	-	0.08	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.08
Non-Cust. Criminal & Crim. Traffic	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27
Civil & Small Claims	12.22	-	-	-	0.08	0.08	0.04	0.10	0.08	0.08	0.08	0.08	12.74
Family Law	-	3.50	-	-	-	-	-	-	-	-	-	-	3.50
Juvenile Delinquency	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50
Juvenile Dependency	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50
Traffic (non-criminal)	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64
Filings													
Total Criminal Filings	45,918	-	-	-	1,709	1,930	1,505	2,394	1,921	1,703	1,242	1,953	80,275
In-Custody Criminal	15,069	-	-	-	-	-	-	-	-	-	-	-	15,069
Non-Cust. Criminal & Crim. Traffic	34,439	-	-	-	1,282	1,448	1,129	1,796	1,441	1,277	932	1,465	45,206
Civil & Small Claims <sup>2</sup>	36,186	-	-	-	501	322	194	561	583	732	234	337	39,652
Family Law	-	4,205	-	-	-	-	-	-	-	-	-	-	4,205
Juvenile Delinquency	-	-	3,400	-	-	-	-	-	-	-	-	-	3,400
Juvenile Dependency	-	-	-	1,539	-	-	-	-	-	-	-	-	1,539
Traffic (non-criminal)	51,617	-	-	-	8,803	7,162	1,766	2,446	2,660	3,370	3,063	4,219	85,106
Total Filings	194,710	4,205	3,400	1,539	12,722	11,344	4,970	7,795	7,085	7,508	5,781	8,462	269,521
Rate of Filings per Judicial Officer													
Total Criminal Filings	2,340	-	-	-	-	-	-	-	-	-	-	-	2,340
In-Custody Criminal	1,783	-	-	-	5,697	6,433	7,525	4,768	6,403	4,258	4,140	6,510	2,340 <sup>3</sup>
Non-Cust. Criminal & Crim. Traffic	1,783	-	-	-	5,697	6,433	7,525	4,768	6,403	4,258	4,140	6,510	2,125 <sup>3</sup>
Civil & Small Claims <sup>2</sup>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	3,112 <sup>3</sup>
Family Law	-	1,168	-	-	-	-	-	-	-	-	-	-	1,168
Juvenile Delinquency	-	-	971	-	-	-	-	-	-	-	-	-	971
Juvenile Dependency	-	-	-	616	-	-	-	-	-	-	-	-	616
Traffic (non-criminal)	33,088	-	-	-	36,679	29,842	11,036	6,115	11,063	10,531	12,763	17,579	18,746

<sup>1</sup> Data obtained from 1998 Judicial Needs Assessment Request Process, Part II, Qualitative Report, and as reported by Fresno County Courts staff.

<sup>2</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Probate, Non-Traffic Infractions, and Mental Health.

<sup>3</sup> Average rate was calculated using a ratio of total filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.

Source: Carter Goble Associates, Inc. - Nov. 1998

The resulting projected JPE's are shown in Table ES-13, below. Following a sample calculation from filing projection to JPE projection, there were 10,694 Traffic filings projected for Coalinga for the year 2007 (Table ES-11). The average rate of Traffic filings per judicial position was 18,746 (Table ES-12, above). Therefore, to calculate the judicial officers needed to dispose of these filings, 10,694 was divided by 18,746 ( $10,694 \div 18,746 = 0.6$  judicial officers).

Table ES-13  
Projection of Judicial Officers<sup>1</sup>/Courts

Judicial Officers by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Seima	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007:</b>												
Total Criminal	23.6	0.0	0.0	1.3	1.3	1.0	1.9	1.4	2.2	0.5	0.5	34.0
In-Custody Criminal	7.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	7.9
Non-Cust Criminal & Criminal Traffic	18.1	0.0	0.0	1.0	1.0	0.8	1.4	1.1	1.7	0.4	0.4	26.0
Civil & Small Claims <sup>1</sup>	14.8	0.0	0.0	0.1	0.1	0.1	0.3	0.2	0.3	0.1	0.0	16.0
Family Law	4.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.5
Juvenile Delinquency	0.0	4.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1
Juvenile Dependency	0.0	0.0	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7
Traffic (non-criminal)	3.6	0.0	0.0	0.6	0.4	0.1	0.2	0.1	0.4	0.1	0.1	5.6
Total Judicial Officers	46.5	4.1	2.7	2.0	1.8	1.3	2.3	1.6	2.9	0.8	0.7	67.0
<b>Year 2017:</b>												
Total Criminal	27.2	0.0	0.0	1.4	1.6	1.4	2.3	1.7	2.9	0.6	0.6	39.8
In-Custody Criminal	9.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.2
Non-Cust Criminal & Criminal Traffic	20.9	0.0	0.0	1.1	1.2	1.1	1.8	1.3	2.2	0.5	0.5	30.5
Civil & Small Claims <sup>1</sup>	17.0	0.0	0.0	0.2	0.1	0.1	0.3	0.2	0.4	0.1	0.1	18.6
Family Law	5.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1
Juvenile Delinquency	0.0	4.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.8
Juvenile Dependency	0.0	0.0	3.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
Traffic (non-criminal)	4.1	0.0	0.0	0.7	0.5	0.2	0.2	0.2	0.5	0.2	0.2	6.6
Total Judicial Officers	53.5	4.8	3.4	2.3	2.1	1.7	2.9	2.1	3.7	0.9	0.9	78.4

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

<sup>2</sup> Judicial Officers include statutory judges plus all referees, commissioners, pro-tems, and retired judges.

Source: Carter Goble Associates, Inc. - Nov. 1998

It is important to note that, while this model attempts to project need within various court areas, the overall **total** number of judges/courts projected is the most crucial. Whether these judges end up with a caseload consisting of primarily small claims cases or civil cases is a decision related to courts planning and management strategy. Regardless of the types or numbers of cases heard, the total estimated future number of judicial officers should remain the same. Some options relating to the mix of how those judges will spend their time in the future is discussed later in this Chapter. At this level of analysis, this projection model simply produces *estimated* judicial Full-Time Equivalents in each of the areas specified by the County, according to available historical data.

The size of each court building is the total amount of space required for the courtrooms, plus the space required to house the court staff and staff from related agencies such as the District Attorney (D.A.), Public Defender (P.D.), Marshal, and Probation. The latter numbers must be calculated based on the anticipated use of the court—in other words, if a courthouse is designated for traffic court, neither the D.A. nor the P.D. will require office space in that courthouse. Court staff, on the other hand, will always be housed within the courthouse.

For planning purposes, the ratio of court-related staff to judicial officers was used to estimate future court staff personnel. Table ES-14 below summarizes the current ratios of Criminal Justice Staff to Judicial Officer Equivalents, and shows the recommended ratios based on a goal of balanced, system-wide efficiency.

Table ES-14  
Recommended Ratios of Court-Related Staff to Judicial Position Equivalents

Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	128		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

Source: Carter Goble Associates, Inc. - Nov. 1998

The resulting staff projections are shown in Table ES-15, below:

Table ES-15  
Projected Staffing for Criminal Justice Court Related Agencies

	Recommended Ratio (# staff per JPE)	2002	2007	2012	2017
<b>Total JPE's</b>		<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services	9	527	572	618	669
Sheriff (Bailiff)	1	82	89	96	104
Probation--Administration	0.6	35	38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>	<b>39.8</b>	<b>42.8</b>	<b>46.4</b>
District Attorney--Prosecutorial	8	278	303	328	355
Public Defender	4	150	163	177	191
Probation--Court Support Adult	5	191	208	225	244
Probation--Field Adult	4	143	156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>	<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation--Court Support Juvenile	7	27	29	32	34
Probation--Field Juvenile	37	141	152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>	<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Dependency)	5	19	21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney--Family Support*	122	376	475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>	<b>2,206</b>	<b>2,414</b>	<b>2,633</b>

\*Staffing estimates based on an interpolation of DA Family Support Estimates for 2005 (435), 2010 (512), and 2020 (648).

Source: Carter Goble Associates, Inc. - Nov. 1998

The space required to house the courtrooms combined with the space needed for court-related staff gives the total space required for each courthouse, based on its designated purpose. Table ES-16 shows the summary allocation of courtrooms by case type (i.e. Division of the Court).

Table ES-16  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Source: Carter Goble Associates, Inc. -- Nov. 1998

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were de-commissioned in Sanger, Parlier, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet current demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared, each of which is distinguished by certain features:

- Option A** Focuses on using the Central Court building for Civil, Family Law, Traffic, and other out-of-custody cases. A new Criminal Court is constructed adjacent to the jail, and most outlying court activity is pulled into the Central area, leaving only three outlying traffic courts.
- Option B** Shifts all criminal proceedings to the Central Court Building. A new court building is built with 13 civil and 5 family law courtrooms. Six outlying court locations are maintained as traffic courts.

**Option C** Centralizes criminal proceedings in the Central Court Building, and constructs a new Regional Justice Center in Selma to serve the outlying areas. This Regional Justice Center contains 2 civil courts and 2 family law courts. Nine remote locations are maintained for Family Law and Traffic cases.

Table ES-17 below summarizes these options by site.

Table ES-17  
Development Options for Courts

	Option A	Option B	Option C
<b>Courts:</b>			
<i>Central Building</i>	Of 29 existing courtrooms, use 13 existing courts for Civil, 5 for Family Law, 3 for Traffic, and 8 for out-of-custody Criminal proceedings.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal courtrooms.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal and 2 Civil courtrooms.
<i>County Plaza</i>	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.
<i>Bank of America</i>	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.
<i>Juvenile Hall</i>	Construct 5 new courts for Juvenile Delinquency.	Renovate 5 existing courtrooms for in-and out-of-custody Juvenile Delinquency proceedings.	Construct 5 new courts for Juvenile Delinquency.
<i>North Annex (Jail)</i>	Maintain 2 Criminal Arraignment courts in North Annex. Construct new 24-court in-custody criminal court adjacent to Annex.	Maintain 2 Criminal Arraignment courts in North Annex.	Maintain 2 Criminal Arraignment courts in North Annex.
<i>Outlying Regions</i>	Maintain 3 court locations for Traffic courtrooms.	Maintain 6 court locations for Traffic courtrooms.	Construct new Regional Justice Center in Selma for 2 Civil and 2 Family Law courtrooms. Maintain 9 remote courtrooms; 3 Family Law, 6 Traffic.
<i>New Location</i>		Construct 18-court facility. Use 13 courts for civil and 5 for family law.	
<b>Total New Courtrooms</b>	32	29	26

Source: Carter Goble Associates, Inc. – Nov. 1998

The future placement of court-related staff depends in great part on the location of the various court types. Table ES-18 below summarizes the total space needs for court-related agencies, based on the projected courts and court types previously discussed.

Table ES-18  
Projected Space Allocation for Court-Related Functions for 2007

Type of Court	Courts Sq. Ft.	Ct. Serv. Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq. Ft.	Avg.SF/ Court
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	237,266	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>Total</b>	<b>474,375</b>	<b>155,250</b>	<b>295,125</b>	<b>52,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,154,224</b>	<b>16,358</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>Shortage</b>	<b>22,822</b>	<b>155,250</b>	<b>209,151</b>	<b>30,060</b>	<b>110,124</b>	<b>14,016</b>	<b>523,443</b>	

1. The existing square footage number for the Courts includes Court Services.

2. The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

3. The space standards for the functional components includes a 25% building gross factor.

Source: Carter Goble Associates, Inc. – Nov 1998

Table ES-19 summarizes the three Courts Options discussed in Table ES-17 as they relate to the Court-Related Agencies.

Table ES-19  
Development Options for Court-Related Agencies

	Option A	Option B	Option C
<b>Court-Related Agencies</b>			
<i>Probation</i>	Court-related staff housed within new Criminal Courts Building	Administration housed in new location with non-court-related probation staff. All other Probation staff housed in County Plaza Building.	Construct new central Probation offices for administration and field functions on former Juvenile Hall site. Court-related activities at new court facilities.
<i>District Attorney</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Public Defender</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Court Support</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<i>Bailiffs</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<b>Total SF</b>	<b>(included in courts)</b>	<b>340,366</b>	<b>340,366</b>

Source: Carter Goble Associates, Inc. February 1999

## COST OF OPTIONS

The estimated construction costs associated with the three options for each agency are shown in Table ES-20 on next page. These costs are calculated based on the following assumptions:

- In most cases where new facilities are needed (Court-related Agencies, Sheriff Non-court/Non-Jail) new buildings will not be constructed; instead, it is assumed that the County will undertake long-term leases, as they have done in the past. Costs for these agencies' additional space is calculated using a \$50/Square Foot one-time renovation cost.
- Some solutions will include increases in operational costs (Juvenile options with increased alternatives, expanded mission for Sheriff's Non-Court/Non-Jail Staff). In these cases, operational costs are not included in the total estimated costs for construction.
- New court facilities to be constructed will include the square footage required to house the associated court-related staff. This staff includes the District Attorney, Public Defender, Court-Related Probation, Bailiffs, and Court Support. Any associated space needs are included in the cost of the new court. Where additional space is needed for staff supporting an additional court, space costs were calculated using the \$50/Square Foot cost for one-time renovation of long-term leased space.

According to the projected cost estimates, applying Option A to all agencies, the total cost will be \$181 million. For Option B, \$171 million is the total cost for all agencies. Applying Option C to all agencies will cost \$167 million. It is important to note that in most cases, choosing one Option does not imply that the same Option must be chosen for all other Criminal Justice Agencies. For example, it is possible to select



Option C for Sheriff's Non-Court/Non-Jail Staff and Option A for the Courts to achieve the County's goals at an efficient cost.

Table ES-20  
Summary of Costs of Development Options A, B, and C

Jail	Option A	Option B	Option C
North Annex	\$ 23,654,592	\$ -	\$ -
Main Jail	\$ -	\$ -	\$ -
Elkhorn Site	\$ -	\$ 67,132,800	\$ 41,328,000.00
Alternative Programs	\$ -	\$ -	\$ -
<b>Total Estimated Cost</b>	<b>\$ 23,654,592</b>	<b>\$ 67,132,800</b>	<b>\$ 41,328,000</b>

Sheriff Non-Courts/Non-Jail			
Central Location	\$ 2,523,000	\$ -	\$ -
Outlying Locations	\$ -	\$ 2,523,000	\$ -
New Central Location	\$ -	\$ -	\$ 7,535,450
<b>Total Estimated Cost</b>	<b>\$ 2,523,000</b>	<b>\$ 2,523,000</b>	<b>\$ 7,535,450</b>
Expanded Mission	\$ 2,900,000	\$ 2,900,000	\$ 2,900,000
<b>Total Cost With Expanded</b>	<b>\$ 5,423,000</b>	<b>\$ 5,423,000</b>	<b>\$ 10,435,450</b>

Juvenile Detention			
Juvenile Hall	\$ 49,210,000	\$ 32,092,970	\$ 49,210,000
Elkhorn Boot Camp	\$ 29,205,000	\$ 29,205,000	\$ 29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
<b>Total Estimated Cost</b>	<b>\$ 78,415,000</b>	<b>\$ 61,297,970</b>	<b>\$ 78,415,000</b>
Cost with increased Alternatives	\$ 66,073,000	\$ 48,955,970	\$ 66,073,000

Courts			
Central Building	\$ -	\$ 1,800,000	\$ 5,000,000
County Plaza	\$ -	\$ -	\$ -
Bank of America	\$ 10,000	\$ 10,000	\$ 10,000
Juvenile Hall	\$ 10,000,000	\$ 5,000,000	\$ 10,000,000
North Annex (Jail)	\$ -	\$ -	\$ -
Outlying Regions	\$ -	\$ -	\$ 7,840,000
New Criminal Court	\$ 66,720,000	\$ -	\$ -
New Civil Court	\$ -	\$ 35,280,000	\$ 17,460,000
<b>Total Courts Cost</b>	<b>\$ 76,730,000</b>	<b>\$ 42,090,000</b>	<b>\$ 40,310,000</b>

Court-Related Agencies			
Probation: 110,124 SF	\$ -	\$ 5,506,200	\$ 5,506,200
District Atty. 199,182 SF	\$ -	\$ 9,959,100	\$ 9,959,100
Public Defend. 31,060 SF	\$ -	\$ 1,553,000	\$ 1,553,000
Court Support	\$ -	\$ -	\$ -
Bailiffs	\$ -	\$ -	\$ -
<b>Total Related Cost</b>	<b>\$ -</b>	<b>\$ 17,018,300</b>	<b>\$ 17,018,300</b>
<b>TOTAL COST</b>	<b>\$ 181,322,592</b>	<b>\$ 173,043,770</b>	<b>\$ 167,588,450</b>

Source: Carter Goble Associates, Inc. - March 1999

## CONCLUSIONS

The three options for each of the components of the Criminal Justice System were discussed with County officials. Input was gained from the managers of each of the major components of the Criminal Justice System. The combination of operational, administrative, and executive input led to the "blending" of the various options into a preferred action plan for the County over the next 10 years.

In Table ES-21 on the next page, a recommended plan for each component of the Criminal Justice System is outlined to give a basic direction that will result in additional space. Fresno County has a history of leasing, rather than constructing, space for office-type functions. Therefore, in the recommended plan, the continuation of this approach is assumed, although the construction of a new criminal justice center for the courts, law enforcement, and related criminal justice agencies could be a more effective solution.

Table ES-21

COMPONENT	RECOMMENDED ACTIONS by 2007
<b>ADULT DETENTION</b>	
Main Jail	Maintain existing operations with operating capacity of 1,064. Assign one floor (two levels) to house 202 pre-trial females.
North Annex	Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.
South Annex	Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.
Satellite Jail	Re-assign use of the 200-bed facility for sentenced females. Upgrade the condition of the Satellite Jail.
Alternative Programs	Expand the current programs to include the establishment of a Court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.
<b>SHERIFF'S OPERATIONS</b>	
Existing Headquarters	Leave 65,174 SF HQ facility as is.
Existing Leased Space	Expand 35,255 SF leased space by 17,000 SF to accommodate 68 additional staff to re-store programs that were terminated.
New District Centers	Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned spaces, if possible. A total of 41,000 SF will be required for 164 new staff.
<b>THE COURTS</b>	
Central Courthouse	Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Department to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.
County Plaza Complex	Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.
Bank of America Complex	Maintain 2 existing Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.
New Location	Construct, renovate, or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.
Remote Courts	Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.
Juvenile Delinquency Courts	Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.
<b>COURTS-RELATED AGENCIES</b>	
Court Services	A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.
District Attorney	A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.
Public Defender	A total of 31,080 SF will be required to accommodate the 183 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 26,080 SF will be needed in the Central Area.
Probation Services	A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.
Bailiff	Space for the bailiffs should be included in the space provided in each court facility.
<b>JUVENILE DETENTION</b>	
Juvenile Hall	Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.
Elkhorn Site	Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.
Alternative Programs	Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.

Source: Carter Goble Associates, Inc. - March 1999

Even with an expansion of leased space to meet 10-year needs, especially for court-related agencies, new construction will be necessary to meet the adult and juvenile detention requirements; the decentralization of the Sheriff's operation; and possible the expansion of the Civil Court. On the Civil Court need, with a conversion of the Central Courthouse to all criminal proceedings over the next 10 years, additional space will be necessary for the Civil and some Family Law functions. During the course of this study, the Federal Court began to discuss plans for a new facility to replace the existing Federal Courthouse in the Downtown area. While this facility is more ornate and has larger courtrooms than would be necessary for the County, the structure has 200,000 square feet that almost exactly meets the area requirements for the County for an expanded Civil Court function.

The expansion of the Central Law Enforcement Administration by 17,000 square feet can be accomplished by leasing space as occurs at the present time. A more efficient alternative would be a consolidation of all the Sheriff's central operational needs in a single Public Safety Complex of approximately 150,000 square feet, expandable to 200,000 by 2017.

Even though the County has responded to system needs during the past 10 years by using Federal and State grants for additional staff, courtrooms, and space, no major new criminal justice facility has been constructed since the North Annex to the Jail. In the meantime, the detention needs for juveniles and adults have continued to rise. Similarly, while new judgeships have not been created by the State, the

recent elections and the pent-up need for judicial positions throughout the State will probably mean additional judicial positions for Fresno County within the next five years.

During the course of this study, the County Board of Supervisors approved the pursuit of external funding for both adult and juvenile detention. For the adult component, the completion of the North Annex should meet, with the continued emphasis upon alternative programs, the incarceration needs through 2007. For the juvenile component, although the additional 320 bedspaces will reduce the impact of the severely crowded conditions, the projected growth indicates that an additional 400 bedspaces will be required to meet the 2007 need.

A 20-step action plan to bring the criminal justice facilities in the County up to the 10 year projected need. While the total plan is \$153.5 million in inflated dollars, approximately 42% of this amount has already been approved, although not funded, by the County. Of the remaining \$88.3 million, \$41.8 million represents the estimated cost of a new Civil Courts Complex in the Downtown. As has been previously mentioned, the potential availability of the Federal Courthouse could not only meet the spatial requirements of the Fresno County Civil Court, but could also cost considerably less than the estimated new construction cost of \$41.8 million.

The remaining \$46.5 million (\$88.3 – 41.8 million) that has not been discussed by the Board will provide the 400 additional juvenile beds and space for staff growth in the District Attorney, Public Defender, Court Services, and Probation departments. This space can be leased if that is the least costly approach for the County. In developing a cost for spatial expansion in these departments, a base cost of \$50 per square foot for "tenant improvements" in a leased space was used. This base cost was inflated through 2005 to account for the staging of the expansion. Table ES-22 on the following page, illustrates the inflated cost for each of the 20 steps in the Implementation Plan.

Table ES-22  
Proposed Implementation Steps – 1999-2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 1</b> (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$ 33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$ 18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc. Improvements @ Elkhorn	n/a	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Fl. Of Central Court for Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
<b>Total Step 1</b>	<b>1,616 Beds 5 Courtrooms 484 New Staff</b>	<b>321,500</b>	<b>\$ 72,812,250</b>
<b>STEP 2</b> (Complete by 2004)			
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	n/a	25,000	\$ 875,000
<b>Total Step 2</b>	<b>5 Courtrooms 676 New Staff</b>	<b>203,516</b>	<b>\$ 11,307,510</b>
<b>STEP 3</b> (Complete by 2007)			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$ 41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$ 16,800,000
Construct Dormitory Unit @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total Step 3</b>	<b>500 Beds 18 Courtrooms 82 New Staff</b>	<b>313,500</b>	<b>\$ 69,437,500</b>
<b>TOTALS</b>	<b>2,116 Beds 28 Courtrooms 1,242 New Staff</b>	<b>838,516</b>	<b>\$ 153,557,260</b>

Source: Carter Goble Associates, Inc. – March 1999

The County has other options for meeting the space needs of these departments. The proximity of both the Sheriff's Headquarters Building and the Hall of Records to the Central Courthouse and the existing Federal Courthouse (if available) would contribute significantly to an efficient courts system. The combined square footage in these two buildings is approximately 150,000. In addition, the entire County Plaza Complex has approximately 200,000 square feet that should be considered for criminal justice use due to the proximity to the Central Courthouse. Between these three County-owned buildings, approximately 350,000 square feet is available in close proximity to the Central Courthouse. In Table ES-23, a total of 329,102 square feet is estimated for departments that require a close relationship with the Criminal Courts. Of this 329,102 square feet, only 118,352 square feet of the District Attorney and Public Defender's offices could remain in their current location. Space allocated to the Court Services and Probation departments will be needed to expand the current Central Courthouse by five (5) more internal criminal courtrooms. The difference between the need (329,102 SF) and assigned space for criminal justice agencies (118,352 SF) is approximately 211,000 SF.

If these three buildings were to be dedicated to courts-related staff, the current non-justice agencies occupying these spaces will have to be re-located. In effect, the County will need to construct or lease approximately 211,000 square feet either in one or various locations to accommodate the departments that require close proximity to the courts. The types of agencies or departments for which space would need to be developed include the Sheriff, Public Works, Engineering, County Administration, Board of Supervisors, among many others.

Table ES-23  
Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>Total</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>

Source: Carter Goble Associates, Inc. March 1999

Note: The 39,800 SF for Probation is the requirements for administration and court support services of adult probation. An additional 70,000 SF will be needed to meet the total space requirement of the Adult and Juvenile Probation services.

The growth projected for the departments identified in the previous table is directly linked to the estimated number of additional judicial officers that will be required to meet the caseload of the Fresno Judicial System. Creation of most of the needed judicial positions is exclusively the responsibility of the California Legislature and is largely a political process. There is no reliable method to predict the future actions of the Legislature, and, therefore, the County could simply wait and see what will be the response of the State's legislative body to the County's well documented need for additional resources. This response could include staff (judges) as well as financial aid to construct new facilities. At the present time, a study is underway to determine the magnitude of statewide need. Following the completion of this two year effort, more information will be available concerning the State's role in funding assistance for a portion of the more than 400,000 square feet of courts and court-related space.

However, the County cannot wait two more years to formulate a policy to meet the projected need. Eventually, the 21 additional courtrooms will be necessary, and the assumption is that the State will provide funding for any new courtrooms. The greatest County challenge will be to meet the estimated 211,000 square foot space requirement that is generated by the staff to support any new judicial positions funded by the Legislature.

If all non-courts agencies were re-located from the Plaza Complex and the 61,200 square feet for Court Services was located in the Hall of Records, then the Plaza Complex at 220,000 square feet could meet the 2007 space needs of the District Attorney, Public Defender, and court-related Adult Probation. Other locational options should be explored in the near future.



# **Fresno County Justice System Master Plan**

**EXECUTIVE SUMMARY**  
**March 1999**

**Before the Fresno County  
Board of Supervisors  
March 16, 1999  
Item #14**

**Prepared by:  
Carter Goble Associates, Inc.  
Rosser International, Inc.**

**OVERVIEW**

Fresno County contains some of the richest farmlands in California, and has built an economy based on agriculture. Raisins, oranges, and lemons are among the primary exports. Partially because of the demand for unskilled, seasonal labor, there is a high population of migrant workers who travel with the growing season, among them many Hispanics, Asians, and other immigrants. Historically, Fresno County has been comprised of small communities that have grown up around agricultural centers—it has been a County of hardworking people with a fiscally conservative nature and solid, traditional values.

Reflecting the nature of the County's population, County administration has methodically met needs within public sector agencies as the need arose, responding to the recommendations of those agencies with prudence and caution. Recent years have seen a dramatic change in the Fresno County Population, which has grown from 667,490 in 1990 to 774,200 in 1997—equal to the population of San Francisco! It is estimated that the County population will reach 1,066,119 by the year 2017, just twenty years from the start of this study.

It is with growing awareness that Fresno County can no longer be perceived and managed as an amalgamation of small townships that the County has undertaken an examination of the Criminal Justice System, its current space needs, and its needs through the year 2017. The problems faced by the System are of a scale found in major metropolitan areas throughout the nation, and must be matched by long-range, system-wide solutions. Table ES-1 below describes the projected County growth by court districts.

Table ES-1  
Projected County Growth by Court Districts

Court District	2002	2007	2012	2017
Clovis	120,672	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,645</b>	<b>1,066,119</b>

Source: Fresno County Public Works and Development Services, California Department of Finance and Carter Goble Associates.

**CURRENT COUNTY SPACE SHORTFALL**

The Fresno County Criminal Justice System is operating under constrained conditions, in evidence throughout the System. The jail is consistently overcrowded, is under a Federal Cap, and released approximately 16,000 offenders in 1998 because of insufficient bedspace. Public perception is that the City of Fresno is dangerous. By day the Fulton Mall and park area around the courts are full of homeless people and vagrants, and after dark, the streets empty. The Courts are simultaneously constructing courtrooms in two different locations in an attempt to meet immediate needs, although admittedly the Family Law and Juvenile Dependency Courts being built would benefit from co-location. Agencies that support court functions have many branch offices throughout downtown Fresno, resulting in misplaced files, staff time spent in transit between locations, and inefficiencies of communication. Many of the Criminal Justice Agencies are operating with staffing levels that in other Counties would not be expected to handle half of the workload generated in Fresno County. In short, the system's immediate needs are so extreme that they have made crisis planning the standard in Fresno County.

Long-term planning is difficult when immediate needs impair the current system's efficacy. The first step in this study was to quantify the current county space shortfalls, which are largely driven by insufficient space standards and drastic staffing shortfalls.

Table ES-2  
Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels)

Agency/Facility	1997-98 1998 Square Feet	1997-98 Staff (ADP for Custodial)	1998 Space Allocation	Recommended 1998 Space Standard (GSF)	Recommended 1998 Space Needs (Current Staffing Level)	1998 Space Shortfall	Recommended 1998 Staffing Level (ADP for Custodial)	1998 Space Needs (Recommended Staffing Level)	1998 Shortfall with Recommended Staffing
<b>Court-Related Offices</b>									
District Attorney									
(Prosecutorial) <sup>1</sup>	38,871	187	208	250	46,750	7,879	231	57,750	18,879
(Family Support) <sup>2</sup>	58,401	367	159	250	91,750	33,349	367	91,750	33,349
Probation (Non-Custodial) <sup>3</sup>	60,876	263	231	250	65,750	4,874	354	88,500	27,624
Public Defender <sup>4</sup>	22,378	92	243	250	23,000	622	132	32,918	10,540
<b>Total Office Shortfall</b>	<b>180,526</b>	<b>1,435</b>			<b>227,250</b>	<b>46,724</b>	<b>1,792</b>	<b>270,918</b>	<b>90,392</b>
<b>Sheriff (Non-Court/Non-Jail)</b>									
Sheriff (Non-Court/Non-Jail) <sup>5</sup>	117,961	547	216	250	136,750	18,789	547	136,750	18,789
<b>Total Sheriff Shortfall</b>	<b>117,961</b>	<b>547</b>			<b>136,750</b>	<b>18,789</b>		<b>136,750</b>	<b>18,789</b>
<b>Detention</b>									
Juvenile Detention <sup>6</sup>									
Juvenile Hall	44,744	223	201	500	111,500	66,756	354	177,000	132,256
C.W. Wakefield	11,859	50	237	600	30,000	18,142	50	30,000	18,142
Elkhorn <sup>7</sup>	83,923	125	671	600	75,000	(8,923)	125	75,000	(8,923)
Jail <sup>8</sup>	375,969	2,171	173	300	651,300	275,331	3,041	912,300	536,331
<b>Total Detention Shortfall</b>	<b>516,495</b>	<b>2,569</b>			<b>867,800</b>	<b>351,306</b>	<b>3,570</b>	<b>1,194,300</b>	<b>677,806</b>
<b>County-Wide Total</b>	<b>814,982</b>				<b>1,231,800</b>	<b>416,819</b>		<b>1,601,968</b>	<b>786,986</b>

<sup>1</sup>Current Square Footage includes 10% of MAGEC Building, 2220 Tulare Street (9th, 10th, and 2 of 11th floors), 1250 Van Ness (Workman's Comp. And Business Affairs), 1360 L Street and 2206 Tullumne (Non-Sufficient Funds), 136 Fulton (Storage), and building 514 on 10th Street. Estimate of staffing needs for 1997-98 identified a need for 43.5 additional staff in this

<sup>2</sup>Numbers received from Probation Department calculated in the following fashion: 482 Probation positions minus 172 staff in Juvenile Hall and Wakefield, minus 47 staff at Elkhorn Boot Camp, leaves 263 non-custodial Probation Staff. 346 is the estimated staffing needs for 1998. Probation Square Footages include the 8th and .75 of the 9th floors at 2220 Tulare St. (6871 SF), Probation Administration at 1100 Van Ness (25,000 SF), .1 of the MAGEC building (1054 SF), and 15,204 SF in five additional locations.

<sup>3</sup>Public Defender Recommended Staffing calculated based on a ratio of 1.75 District Attorney Staff per Public Defender Staff (Recommended Public Defender Staff = Recommended District Attorney Staff \* .57)

<sup>4</sup>Juvenile Detention Space was calculated using the 50% of the square footage of the Wakefield School, the adjacent classrooms, the 19,032 of the Juvenile Hall Facility, and 50% of the Juvenile Hall/Juvenile Courts facility. Juvenile Courts was estimated to occupy the remaining 50% of the Juvenile Hall/Juvenile Courts facility, and C.W. Wakefield was estimated to occupy

<sup>5</sup>Space at the Elkhorn Boot Camp is large enough to accommodate several thousand inmates. It currently appears to have a large space surplus; however, part of this surplus is designed for future growth.

<sup>6</sup>Jail Square Footages include the North Annex (53,040), the South Annex (91,962), the Main Jail (220,167), and the Satellite Jail (10,800).

<sup>7</sup>Staff includes Child Support Staff, Welfare Fraud Staff, and Child Abduction Staff. Usable Square Footage on floors 17, 18, and 19 is 8,609 SF per floor due to the necessity of a wide fire corridor around mechanical areas.

<sup>8</sup>The space for the Sheriff's Non-Court/Non-Jail space includes all Sheriff's offices and additional spaces. This space total does not include hangar space or undeveloped land. Bailiffs were included with the total personnel, since they have office space in these areas.

<sup>9</sup>Any change in the Sheriff's Department Base Staff would require an expanded mission of the Sheriff's Department, as described by the description of the needs for additional staff on pages 1-8 to 1-11 of this report. For the purposes of this table, no additional staff was required to meet the current Sheriff's Department mission.

Source: Carter Goble Associates, Inc. - Nov. 1998

As shown in Table ES-2 above, the estimated county space shortfall with current staffing levels is 416,819 Square Feet, including all court-related agencies, non-court/non-jail Sheriff's Department staff, and Detention facilities. Using recommended staffing (or ADP) levels (based on interviews with agency leaders, evaluation of caseloads managed, agency needs assessments, and comparison to similar criminal justice systems), adjusted staffing levels were recommended for existing agencies. These staffing numbers are shown in the column of Table ES-2 labeled "Recommended 1998 Staffing Level (ADP for Custodial)". If Fresno County were to meet its immediate, urgent system-wide staffing and space needs, an additional 786,986 Square Feet would be needed to accommodate the additional staff.

The space needs of a county cannot be described only in terms of square feet. Criminal Justice Agencies, in particular, have specific security needs that contribute to the safety of the public at large. In addition, system efficiency demands that agencies with common functions be located with optimal proximity to related agencies, such as the Courts, District Attorney, and Public Defender.

A review of the existing facilities in Fresno County found a total of 19 Court Facilities, 15 locations used by the Sheriff's Department Non-Court/Non-Jail staff, three jail buildings, five locations housing DA Family Support Staff, five locations housing District Attorney Prosecutorial Staff, and two locations for Public Defender Staff. Eight locations house Probation staff and alternative programs, in addition to the two



Juvenile Detention locations. The grand total space housing Criminal Justice Agencies is 1,166,006 Square Feet. The County owns 86% of this space. The rest is leased.

## ANTICIPATED FUTURE NEEDS

### Jail

The Fresno County Jail is operating under a Federal Cap, which artificially maintains the Average Daily Population at or below 2,171. Offenders receive citations in the street, are cited from the jail for certain offenses, and are released early based on the decisions of a committee charged with maintaining the low population. Estimates using reconstructed historical data conclude that if all offenders currently released simply because of the cap were maintained in the jail, the Average Daily Population at the time of this study would be 3,041 offenders. All projections made for future jail bedspace needs used this ADP as the base.

Table ES-3  
Revised Historical ADP and Incarceration Rate, Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
Population	667,490	686,000	706,100	722,600	735,200	746,800	761,800	774,200	786,800
ADP	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
OCRD				11	94	127	216	298	276
Cites <sup>2</sup>	546	628	424	530	483	512	453	523	530
Revised ADP <sup>1</sup>	2,762	2,731	2,718	2,763	2,599	2,700	2,747	2,970	3,041
Revised Incarceration Rate - IR (ADP per 1,000 Pop.)	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites--Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 figures are approximate.

Source: Fresno County Data, and Carter Goble Associates, Inc., Nov. 1998

Using the adjusted ADP of 3,041 and several projection methods, future jail population was projected for the years 2002, 2007, 2012, and 2017. Table ES-4 below shows the projected jail ADP.

Table ES-4  
CGA Estimate Model

YEAR	Average Daily Population(ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136

Source: Carter Goble Associates, Inc. - Nov. 1998

With the assistance of the Sheriff's Department, an analysis of the custody classification and the male/female breakdown of projected offenders was made. Three Options emerged for meeting the jail's needs. These options are based on the underlying commonality in the *immediate* need for 800 more bedspaces to meet the minimum criteria for a safe community. This need combined with a projected need for 500 additional beds to match the projected growth curve by 2007 means that approximately 1,300 bedspaces should be constructed as soon as possible.

Table ES-5 on the following page summarizes the development options for the Jail.

Table ES-5  
Jail Development Options for 2007  
(Target at Least 3,534 Beds by 2007)

Jail	Option A	Option B	Option C
North Annex	Add approximately 87,600 Square Feet in three additional floors. (1,296 Minimum Custody Bedspaces)	No change	No change
Main Jail	No change in the physical configuration. Convert one floor to 202 medium/maximum custody female inmates. Remaining three floors will house 798 medium/maximum custody males.	No change	No change
Elkhorn Site (or other location)	No construction required by 2007.	Construct 464-bed multi-custody female facility. Construct 752-bed male minimum custody dormitories.	Construct 464-bed multi-custody female facility. Construct 240-bed male minimum custody facility.
Alternative Programs	No change	No change	Increase capacity to at least 500 inmates who would normally be incarcerated but who could meet requirements for intensive community supervision programs. This requires Judicial authorization and oversight.
<b>Total New Bedspaces</b>	<b>1,296</b>	<b>1,216</b>	<b>704</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

### Sheriff's Department Non-Jail/Non-Courts

Table ES-6 below summarizes the projected space shortfall for the Sheriff's Non-Court/Non-Jail Staff. As shown in the table, by 2007 the Sheriff's Non-Court/Non-Jail Staff will require approximately 50,460 Square Feet in addition to the 117,961 square feet currently used. With additional staff to expand the mission of the Sheriff's Department as described in the Sheriff's assessment of need, approximately 58,000 additional square feet will be required to house the increased staff.

Table ES-6  
Projected Sheriff's Non-Court/Non-Jail Space Shortfall

Year	Current	Projected			
	1998	2002	2007	2012	2017
Projected Non-Court/Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/Person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/Non-Jail Space	117,961	117,961	117,961	117,961	117,961
<b>Space Shortfall (Current minus Needs)</b>	<b>18,789</b>	<b>34,099</b>	<b>50,460</b>	<b>67,287</b>	<b>84,760</b>
Expanded Mission—Immediate Needs	164	164	164	164	164
Expanded Mission—Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs (250 SF/person)	58,000	58,000	58,000	58,000	58,000
<b>Total Space Shortfall (projected + expanded)</b>	<b>76,789</b>	<b>92,099</b>	<b>108,460</b>	<b>125,287</b>	<b>142,760</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

Three long-term planning options are available to the Sheriff's Department, regardless of the expansion of the current mission. Option A involves maintaining the current offices in the downtown area and expanding them as needed to accommodate staffing increases. Option B is to use the current offices and to expand into the outlying areas with all additional staff. Option C is for the Sheriff's Department to continue in a central location, but in a large enough space to accommodate current and increased staff. Under Options A and B, the square footage required will be equal to the space shortfall. Under Option C the space required will equal the shortfall plus the existing 117,000 Square Feet. Table ES-7 below describes these three options.

Table ES-7  
Development Options for Sheriff Non-Court/Non-Jail Staff

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
<b>Central Location</b>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<b>Outlying Locations</b>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<b>New Central Location</b>	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

Source: Carter Goble Associates, Inc. - Nov. 1998

### Juvenile Detention

Overcrowding in the Juvenile Hall Facility is creating an overflow back into the community similar to that occurring in the jail. Using historical admissions data and information on the numbers of youth cited and released, a revised current ADP was calculated for Juvenile Hall. This adjusted ADP is shown below.

Table ES-8  
Adjusted Juvenile Hall Average Daily Population

Year	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4610	4128	5141	7029	7581	6163	6301	6000
45%	2075	1858	2313	3163	3411	2773	2835	2700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in ADP	70	59	92	89	89	77	104	115
Adjusted ADP	237	213	287	238	243	251	314	338

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer, and Court Review.

Source: Fresno County Probation Department; and Carter Goble Associates, Inc. - Nov. 1998

As shown in Table ES-8 above, if Juvenile Hall had sufficient bedspaces, the 1998 ADP would be approximately 338, 115 higher than the current ADP of 223. As a change to historical policy, Fresno County plans to house a greater percentage of sentenced youth within the County in the future, making use of the newly opened Elkhorn Boot Camp. With a goal of 56% pre-adjudication/44% sentenced youth in the system, the total number of youth held in Fresno County will increase beyond the increase due to population growth.

Taking the base ADP of 338 pre-adjudication youth as a starting point, several projections methods were used to calculate future Juvenile Detention population. Table ES-9 below shows the resulting projected Average Daily Population, broken down into pre- and post-adjudication.

Table ES-9  
Projection & Bed Needs for Fresno County Juvenile Justice Facilities

YEAR	AVERAGE DAILY POPULATION			BED NEEDS		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153	383	-	-	-
1998 – Est. Need	338	356	694	379	356	735
2002	385	414	799	431	414	845
2007	475	494	969	532	494	1,026
2012	567	574	1,141	635	574	1,209
2017	645	642	1,287	722	642	1,364

Note: Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peaks in the populations.

As shown in this table, the current total youth held within the County is 383. Under the new policy shifting sentenced youth into County, rather than state facilities, this number would be approximately 694. Future projections estimate the detained juvenile population reaching 1,364 by the year 2017, almost double the estimated current bedspace needs.

There are three options available for accommodating pre-and post-adjudication youth in the future. These include the following:

- Option A** Locate all post-adjudicated beds at Elkhorn; build a new juvenile hall at 10th Street and accommodate all other functions in renovated & new buildings at 10<sup>th</sup> Street.
- Option B** Keep & Expand Buildings at 10th Street & Elkhorn.
- Option C** Place all Juvenile Beds & Courts at Elkhorn, with Probation Offices at 10th Street.

Table ES-10 below shows the implementation of each of these three options.

Table ES-10  
Development Options for Juvenile Detention

	Option A	Option B	Option C
<b>Juvenile Detention</b>			
<i>Juvenile Hall</i>	Demolish. Build new Juvenile Hall with capacity of 540.	Renovate Current Facility (260 beds). Add 300-bed pre-adjudication unit for total pre-adjudication capacity of 560.	Demolish. Construct new central Probation offices for administration and field functions.
<i>Elkhorn Boot Camp</i>	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200. Construct new 540-bed pre-adjudication facility.
<i>Alternatives</i>	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.
<b>Total New Bedspaces</b>	<b>1,034 (776 with alternatives)</b>	<b>1,054 (791 with alternatives)</b>	<b>1,034 (776 with alternatives)</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

## Courts

Future court needs are dependent on future filings, which are in turn dependent on population growth and demographics. The first step in determining future court needs within Fresno County after projecting future population involved projecting future filings. Superior and Municipal filings data was combined according to filing type<sup>1</sup> in order to show current court activity by location and filing type, rather than by the Superior and Municipal breakdowns that have been used in the past.

Using a methodology linking filings rates to population growth, future filings were projected for each existing court location, and for the filing groupings specified above. The result was a set of projections for nine court locations<sup>2</sup> plus two juvenile courts, for six filing types. Filing projections were calculated using the historical average rate of filings to population (based on 1991-1997 historical data). Table ES-11 below summarizes the resulting filing projections.

Table ES-11  
Regional Court Projections – Filings by Court Type

Filings by Court Type	Fresno / Clovis- Central	Fresno- Juv. Del.	Fresno- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	47,891	0	0	2,731	2,885	2,245	4,026	3,134	4,778	1,198	1,160	70,046
Civil & Small Claims <sup>1</sup>	42,850	0	0	442	310	252	831	649	1,019	259	137	46,750
Family Law	4,867	0	0	0	0	0	0	0	0	0	0	4,867
Juvenile Delinquency	0	4,000	0	0	0	0	0	0	0	0	0	4,000
Juvenile Dependency	0	0	1,810	0	0	0	0	0	0	0	0	1,810
Traffic (non-criminal)	62,786	0	0	10,694	7,150	2,570	3,579	2,667	6,690	2,589	2,514	101,237
<b>Total Filings</b>	<b>158,394</b>	<b>4,000</b>	<b>1,810</b>	<b>13,867</b>	<b>10,345</b>	<b>5,067</b>	<b>8,436</b>	<b>6,450</b>	<b>12,487</b>	<b>4,044</b>	<b>3,811</b>	<b>228,711</b>
<b>Year 2017</b>												
Total Criminal	59,177	0	0	3,134	3,406	3,094	5,067	3,698	6,202	1,378	1,388	86,541
Civil & Small Claims <sup>1</sup>	52,948	0	0	507	385	348	1,046	766	1,322	298	164	57,768
Family Law	6,014	0	0	0	0	0	0	0	0	0	0	6,014
Juvenile Delinquency	0	4,682	0	0	0	0	0	0	0	0	0	4,682
Juvenile Dependency	0	0	2,119	0	0	0	0	0	0	0	0	2,119
Traffic (non-criminal)	77,562	0	0	12,268	8,440	3,541	4,504	3,147	8,683	2,979	3,008	124,153
<b>Total Filings</b>	<b>196,722</b>	<b>4,682</b>	<b>2,119</b>	<b>15,909</b>	<b>12,211</b>	<b>6,983</b>	<b>10,617</b>	<b>7,612</b>	<b>16,207</b>	<b>4,683</b>	<b>4,560</b>	<b>261,278</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

Source: Carter Goble Associates, Inc. – Nov. 1998

Projected filings were converted to projected Judicial Position Equivalents by dividing projected filings by the current rate of filings per Judicial Position Equivalent. To account for differing rates in multiple locations, the weighted average of filings per judicial FTE for all locations was used to obtain the total number of future judicial officers/courtrooms needed to dispose of all projected filings<sup>3</sup>. Judicial FTE's and filings used to calculate filings rates are shown in Table ES-12 on the next page, along with the resulting rates per Judicial Position Equivalent.

<sup>1</sup> Criminal (In-Custody and Out-of-Custody) include Felonies, Criminal Habeas Corpus, Non-Traffic Misdemeanor Group A & B, and Traffic Misdemeanor Groups C & D. Civil & Small Claims includes General Civil, Other Civil Complaints, Other Civil Petitions, Mental Health, Habeas Corpus, Non-Traffic Infractions, Civil, and Small Claims, Family Law, Juvenile Delinquency, Juvenile Dependency, and Traffic includes Traffic Infractions. Family Support filings were included under filings for Other Civil Complaints as reported in the Fresno County Courts Annual Report.

<sup>2</sup> Fresno/Clovis Central, Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg, and Fowler/Caruthers/Parlier.

<sup>3</sup> Adjustments were made to caseloads for criminal and civil to compensate for the fact that trials are only held in the Central court. These adjustments involved using the straight average caseload instead of a weighted average caseload for those filing types.

Table ES-12  
Judicial Officer FTE's and Rate of Filings per JPE

Locations	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg / Riverdale	Fowler / Caruthers / Parlier	Total
Judicial Officer FTE's <sup>1</sup>	39.54	3.60	3.50	2.50	0.60	0.60	0.40	1.00	0.60	0.60	0.60	0.60	54.34
Total Criminal	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	28.36
In-Custody Criminal	6.44	-	-	-	0.08	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.09
Non-Cust. Criminal & Crim. Traffic	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27
Civil & Small Claims	12.22	-	-	-	0.06	0.06	0.04	0.10	0.06	0.08	0.06	0.06	12.74
Family Law	-	3.60	-	-	-	-	-	-	-	-	-	-	3.60
Juvenile Delinquency	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50
Juvenile Dependency	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50
Traffic (non-criminal)	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64
Filings													
Total Criminal Filings	45,918	-	-	-	1,709	1,930	1,505	2,394	1,921	1,703	1,242	1,953	60,275
In-Custody Criminal	15,069	-	-	-	-	-	-	-	-	-	-	-	15,069
In-Custody Criminal	11,480	-	-	-	427	483	378	599	480	426	311	488	15,069
Non-Cust Criminal & Crim. Traffic	34,439	-	-	-	1,282	1,448	1,129	1,796	1,441	1,277	932	1,465	45,206
Civil & Small Claims <sup>2</sup>	36,188	-	-	-	501	322	194	561	583	732	234	337	39,652
Family Law	-	4,205	-	-	-	-	-	-	-	-	-	-	4,205
Juvenile Delinquency	-	-	3,400	-	-	-	-	-	-	-	-	-	3,400
Juvenile Dependency	-	-	-	1,539	-	-	-	-	-	-	-	-	1,539
Traffic (non-criminal)	51,617	-	-	-	8,803	7,162	1,766	2,446	2,660	3,370	3,063	4,219	85,106
Total Filings	194,710	4,205	3,400	1,539	12,722	11,344	4,970	7,795	7,085	7,508	5,781	8,462	269,521
Rate of Filings per Judicial Officer													
Total Criminal Filings													Average Rate
In-Custody Criminal	2,340	-	-	-	-	-	-	-	-	-	-	-	2,340
In-Custody Criminal	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,340
Non-Cust Criminal & Crim. Traffic	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,125
Civil & Small Claims <sup>2</sup>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	3,112
Family Law	-	1,168	-	-	-	-	-	-	-	-	-	-	1,168
Juvenile Delinquency	-	-	971	-	-	-	-	-	-	-	-	-	971
Juvenile Dependency	-	-	-	616	-	-	-	-	-	-	-	-	616
Traffic (non-criminal)	33,088	-	-	-	36,879	29,842	11,038	8,115	11,083	10,531	12,783	17,579	18,746

<sup>1</sup> Data obtained from 1998 Judicial Needs Assessment Request Process, Part II, Qualitative Report, and as reported by Fresno County Courts staff.

<sup>2</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Probate, Non-Traffic Infractions, and Mental Health.

<sup>3</sup> Average rate was calculated using a ratio of total filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.

Source: Carter Goble Associates, Inc. - Nov. 1998

The resulting projected JPE's are shown in Table ES-13, below. Following a sample calculation from filing projection to JPE projection, there were 10,694 Traffic filings projected for Coalinga for the year 2007 (Table ES-11). The average rate of Traffic filings per judicial position was 18,746 (Table ES-12, above). Therefore, to calculate the judicial officers needed to dispose of these filings, 10,694 was divided by 18,746 ( $10,694 \div 18,746 = 0.6$  judicial officers).

Table ES-13  
Projection of Judicial Officers/Courts

Judicial Officers by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg / Riverdale	Fowler / Caruthers / Parlier	Total
<b>Year 2007</b>												
Total Criminal	23.8	0.0	0.0	1.3	1.3	1.0	1.9	1.4	2.2	0.5	0.5	34.0
In-Custody Criminal	7.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	7.9
Non-Cust Criminal & Criminal Traffic	18.1	0.0	0.0	1.0	1.0	0.8	1.4	1.1	1.7	0.4	0.4	26.0
Civil & Small Claims <sup>1</sup>	14.8	0.0	0.0	0.1	0.1	0.1	0.3	0.2	0.3	0.1	0.0	16.0
Family Law	4.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.5
Juvenile Delinquency	0.0	4.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1
Juvenile Dependency	0.0	0.0	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7
Traffic (non-criminal)	3.6	0.0	0.0	0.6	0.4	0.1	0.2	0.1	0.4	0.1	0.1	5.6
Total Judicial Officers	46.5	4.1	2.7	2.0	1.8	1.3	2.3	1.8	2.9	0.8	0.7	67.0
<b>Year 2017</b>												
Total Criminal	27.2	0.0	0.0	1.4	1.6	1.4	2.3	1.7	2.9	0.6	0.6	39.8
In-Custody Criminal	9.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.2
Non-Cust Criminal & Criminal Traffic	20.9	0.0	0.0	1.1	1.2	1.1	1.8	1.3	2.2	0.5	0.5	30.5
Civil & Small Claims <sup>1</sup>	17.0	0.0	0.0	0.2	0.1	0.1	0.3	0.2	0.4	0.1	0.1	18.6
Family Law	5.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1
Juvenile Delinquency	0.0	4.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.8
Juvenile Dependency	0.0	0.0	3.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
Traffic (non-criminal)	4.1	0.0	0.0	0.7	0.5	0.2	0.2	0.2	0.5	0.2	0.2	6.6
Total Judicial Officers	53.5	4.8	3.4	2.3	2.1	1.7	2.9	2.1	3.7	0.9	0.9	78.4

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

<sup>2</sup> Judicial Officers include statutory judges plus all referees, commissioners, pro-tems, and retired judges.

Source: Carter Goble Associates, Inc. - Nov. 1998

It is important to note that, while this model attempts to project need within various court areas, the overall **total** number of judges/courts projected is the most crucial. Whether these judges end up with a caseload consisting of primarily small claims cases or civil cases is a decision related to courts planning and management strategy. Regardless of the types or numbers of cases heard, the total estimated future number of judicial officers should remain the same. Some options relating to the mix of how those judges will spend their time in the future is discussed later in this Chapter. At this level of analysis, this projection model simply produces *estimated* judicial Full-Time Equivalents in each of the areas specified by the County, according to available historical data.

The size of each court building is the total amount of space required for the courtrooms, plus the space required to house the court staff and staff from related agencies such as the District Attorney (D.A.), Public Defender (P.D.), Marshal, and Probation. The latter numbers must be calculated based on the anticipated use of the court—in other words, if a courthouse is designated for traffic court, neither the D.A. nor the P.D. will require office space in that courthouse. Court staff, on the other hand, will always be housed within the courthouse.

For planning purposes, the ratio of court-related staff to judicial officers was used to estimate future court staff personnel. Table ES-14 below summarizes the current ratios of Criminal Justice Staff to Judicial Officer Equivalents, and shows the recommended ratios based on a goal of balanced, system-wide efficiency.

Table ES-14  
Recommended Ratios of Court-Related Staff to Judicial Position Equivalents

Recommended 1996 Staffing Level of Court-Related Agencies	Recommended Staff 1996	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	126		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

Source: Carter Goble Associates, Inc. - Nov. 1998

The resulting staff projections are shown in Table ES-15, below:

Table ES-15  
Projected Staffing for Criminal Justice Court Related Agencies

	Recommended Ratio (# staff per JPE)	2002	2007	2012	2017
<b>Total JPE's</b>		<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services	9	527	572	618	669
Sheriff (Bailiff)	1	82	89	96	104
Probation--Administration	0.6	35	38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>	<b>39.6</b>	<b>42.8</b>	<b>46.4</b>
District Attorney--Prosecutorial	8	278	303	328	355
Public Defender	4	150	163	177	191
Probation--Court Support Adult	5	191	208	225	244
Probation--Field Adult	4	143	156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>	<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation--Court Support Juvenile	7	27	29	32	34
Probation--Field Juvenile	37	141	152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>	<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Dependency)	5	19	21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney--Family Support*	122	376	475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>	<b>2,205</b>	<b>2,414</b>	<b>2,633</b>

\*Staffing estimates based on an interpolation of DA Family Support Estimates for 2005 (435), 2010 (512), and 2020 (648).

Source: Carter Goble Associates, Inc. - Nov. 1998

The space required to house the courtrooms combined with the space needed for court-related staff gives the total space required for each courthouse, based on its designated purpose. Table ES-16 shows the summary allocation of courtrooms by case type (i.e. Division of the Court).

Table ES-16  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were de-commissioned in Sanger, Parlier, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet **current** demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared, each of which is distinguished by certain features:

**Option A** Focuses on using the Central Court building for Civil, Family Law, Traffic, and other out-of-custody cases. A new Criminal Court is constructed adjacent to the jail, and most outlying court activity is pulled into the Central area, leaving only three outlying traffic courts.

**Option B** Shifts all criminal proceedings to the Central Court Building. A new court building is built with 13 civil and 5 family law courtrooms. Six outlying court locations are maintained as traffic courts.



**Option C** Centralizes criminal proceedings in the Central Court Building, and constructs a new Regional Justice Center in Selma to serve the outlying areas. This Regional Justice Center contains 2 civil courts and 2 family law courts. Nine remote locations are maintained for Family Law and Traffic cases.

Table ES-17 below summarizes these options by site.

Table ES-17  
Development Options for Courts

	Option A	Option B	Option C
<b>Courts</b>			
<b>Central Building</b>	Of 29 existing courtrooms, use 13 existing courts for Civil, 5 for Family Law, 3 for Traffic, and 8 for out-of-custody Criminal proceedings.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal courtrooms.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal and 2 Civil courtrooms.
<b>County Plaza</b>	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.
<b>Bank of America</b>	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.
<b>Juvenile Hall</b>	Construct 5 new courts for Juvenile Delinquency.	Renovate 5 existing courtrooms for in-and out-of-custody Juvenile Delinquency proceedings.	Construct 5 new courts for Juvenile Delinquency.
<b>North Annex (Jail)</b>	Maintain 2 Criminal Arraignment courts in North Annex. Construct new 24-court in-custody criminal court adjacent to Annex.	Maintain 2 Criminal Arraignment courts in North Annex.	Maintain 2 Criminal Arraignment courts in North Annex.
<b>Outlying Regions</b>	Maintain 3 court locations for Traffic courtrooms.	Maintain 6 court locations for Traffic courtrooms.	Construct new Regional Justice Center in Selma for 2 Civil and 2 Family Law courtrooms. Maintain 9 remote courtrooms; 3 Family Law, 6 Traffic.
<b>New Location</b>		Construct 18-court facility. Use 13 courts for civil and 5 for family law.	
<b>Total New Courtrooms</b>	32	29	28

Source: Carter Goble Associates, Inc. - Nov. 1998

The future placement of court-related staff depends in great part on the location of the various court types. Table ES-18 below summarizes the total space needs for court-related agencies, based on the projected courts and court types previously discussed.

Table ES-18  
Projected Space Allocation for Court-Related Functions for 2007

Type of Court	Courts Sq. Ft.	Ct. Serv. Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq. Ft.	Avg.SF/ Court
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	237,266	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>TOTAL</b>	<b>474,375</b>	<b>155,250</b>	<b>295,151</b>	<b>53,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,163,234</b>	<b>16,553</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>Shortfall</b>	<b>22,822</b>	<b>155,250</b>	<b>199,177</b>	<b>31,060</b>	<b>110,124</b>	<b>14,016</b>	<b>532,453</b>	

1. The existing square footage number for the Courts includes Court Services.

2. The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

3. The space standards for the functional components includes a 25% building gross factor.

Source: Carter Goble Associates, Inc. - Nov 1998

Table ES-19 summarizes the three Courts Options discussed in Table ES-17 as they relate to the Court-Related Agencies.

Table ES-19  
Development Options for Court-Related Agencies

	Option A	Option B	Option C
<b>Court-Related Agencies</b>			
<i>Probation</i>	Court-related staff housed within new Criminal Courts Building	Administration housed in new location with non-court-related probation staff. All other Probation staff housed in County Plaza Building.	Construct new central Probation offices for administration and field functions on former Juvenile Hall site. Court-related activities at new court facilities.
<i>District Attorney</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Public Defender</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Court Support</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<i>Bailiffs</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<b>Total SF</b>	<b>(Included in courts)</b>	<b>340,366</b>	<b>340,366</b>

Source: Carter Goble Associates, Inc. February 1999

## COST OF OPTIONS

The estimated construction costs associated with the three options for each agency are shown in Table ES-20 on next page. These costs are calculated based on the following assumptions:

- In most cases where new facilities are needed (Court-related Agencies, Sheriff Non-court/Non-Jail) new buildings will not be constructed; instead, it is assumed that the County will undertake long-term leases, as they have done in the past. Costs for these agencies' additional space is calculated using a \$50/Square Foot one-time renovation cost.
- Some solutions will include increases in operational costs (Juvenile options with increased alternatives, expanded mission for Sheriff's Non-Court/Non-Jail Staff). In these cases, operational costs are not included in the total estimated costs for construction.
- New court facilities to be constructed will include the square footage required to house the associated court-related staff. This staff includes the District Attorney, Public Defender, Court-Related Probation, Bailiffs, and Court Support. Any associated space needs are included in the cost of the new court. Where additional space is needed for staff supporting an additional court, space costs were calculated using the \$50/Square Foot cost for one-time renovation of long-term leased space.

According to the projected cost estimates, applying Option A to all agencies, the total cost will be \$181 million. For Option B, \$171 million is the total cost for all agencies. Applying Option C to all agencies will cost \$167 million. It is important to note that in most cases, choosing one Option does not imply that the same Option must be chosen for all other Criminal Justice Agencies. For example, it is possible to select

Option C for Sheriff's Non-Court/Non-Jail Staff and Option A for the Courts to achieve the County's goals at an efficient cost.

Table ES-20  
Summary of Costs of Development Options A, B, and C

Jail	Option A	Option B	Option C
North Annex	\$ 23,654,592	\$ -	\$ -
Main Jail	\$ -	\$ -	\$ -
Elkhorn Site	\$ -	\$ 67,132,800	\$ 41,328,000.00
Alternative Programs	\$ -	\$ -	\$ -
<b>Total Estimated Cost</b>	<b>\$ 23,654,592</b>	<b>\$ 67,132,800</b>	<b>\$ 41,328,000</b>

Sheriff Non-Courts/Non-Jail			
Central Location	\$ 2,523,000	\$ -	\$ -
Outlying Locations	\$ -	\$ 2,523,000	\$ -
New Central Location	\$ -	\$ -	\$ 7,535,450
<b>Total Estimated Cost</b>	<b>\$ 2,523,000</b>	<b>\$ 2,523,000</b>	<b>\$ 7,535,450</b>
Expanded Mission	\$ 2,900,000	\$ 2,900,000	\$ 2,900,000
<b>Total Cost With Expanded</b>	<b>\$ 5,423,000</b>	<b>\$ 5,423,000</b>	<b>\$ 10,435,450</b>

Juvenile Detention			
Juvenile Hall	\$ 49,210,000	\$ 32,092,970	\$ 49,210,000
Elkhorn Boot Camp	\$ 29,205,000	\$ 29,205,000	\$ 29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
<b>Total Estimated Cost</b>	<b>\$ 78,415,000</b>	<b>\$ 61,297,970</b>	<b>\$ 78,415,000</b>
Cost with increased Alternatives	\$ 66,073,000	\$ 48,955,970	\$ 66,073,000

Courts			
Central Building	\$ -	\$ 1,800,000	\$ 5,000,000
County Plaza	\$ -	\$ -	\$ -
Bank of America	\$ 10,000	\$ 10,000	\$ 10,000
Juvenile Hall	\$ 10,000,000	\$ 5,000,000	\$ 10,000,000
North Annex (Jail)	\$ -	\$ -	\$ -
Outlying Regions	\$ -	\$ -	\$ 7,840,000
New Criminal Court	\$ 66,720,000	\$ -	\$ -
New Civil Court	\$ -	\$ 35,280,000	\$ 17,460,000
<b>Total Courts Cost</b>	<b>\$ 76,730,000</b>	<b>\$ 42,090,000</b>	<b>\$ 40,310,000</b>

Court-Related Agencies			
Probation: 110,124 SF	\$ -	\$ 5,506,200	\$ 5,506,200
District Atty. 199,182 SF	\$ -	\$ 9,959,100	\$ 9,959,100
Public Defend. 31,060 SF	\$ -	\$ 1,553,000	\$ 1,553,000
Court Support	\$ -	\$ -	\$ -
Bailiffs	\$ -	\$ -	\$ -
<b>Total Related Cost</b>	<b>\$ -</b>	<b>\$ 17,018,300</b>	<b>\$ 17,018,300</b>
<b>TOTAL COST</b>	<b>\$ 181,322,592</b>	<b>\$ 173,043,770</b>	<b>\$ 167,588,450</b>

Source: Carter Goble Associates, Inc. - March 1999

## CONCLUSIONS

The three options for each of the components of the Criminal Justice System were discussed with County officials. Input was gained from the managers of each of the major components of the Criminal Justice System. The combination of operational, administrative, and executive input led to the "blending" of the various options into a preferred action plan for the County over the next 10 years.

In Table ES-21 on the next page, a recommended plan for each component of the Criminal Justice System is outlined to give a basic direction that will result in additional space. Fresno County has a history of leasing, rather than constructing, space for office-type functions. Therefore, in the recommended plan, the continuation of this approach is assumed, although the construction of a new criminal justice center for the courts, law enforcement, and related criminal justice agencies could be a more effective solution.

Table ES-21

COMPONENT	RECOMMENDED ACTIONS by 2007
<b>ADULT DETENTION:</b>	
Main Jail	Maintain existing operations with operating capacity of 1,064. Assign one floor (two levels) to house 202 pre-trial females.
North Annex	Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.
South Annex	Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.
Satellite Jail	Re-assign use of the 200-bed facility for sentenced females. Upgrade the condition of the Satellite Jail.
Alternative Programs	Expand the current programs to include the establishment of a Court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.
<b>SHERIFF'S OPERATIONS:</b>	
Existing Headquarters	Leave 65,174 SF HQ facility as is.
Existing Leased Space	Expand 35,255 SF leased space by 17,000 SF to accommodate 68 additional staff to re-store programs that were terminated.
New District Centers	Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned spaces, if possible. A total of 41,000 SF will be required for 164 new staff.
<b>THE COURTS:</b>	
Central Courthouse	Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Department to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.
County Plaza Complex	Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.
Bank of America Complex	Maintain 2 existing Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.
New Location	Construct, renovate, or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.
Remote Courts	Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.
Juvenile Delinquency Courts	Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.
<b>COURTS-RELATED AGENCIES:</b>	
Court Services	A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.
District Attorney	A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.
Public Defender	A total of 31,060 SF will be required to accommodate the 183 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 26,060 SF will be needed in the Central Area.
Probation Services	A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.
Bailiff	Space for the bailiffs should be included in the space provided in each court facility.
<b>JUVENILE DETENTION:</b>	
Juvenile Hall	Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.
Elkhorn Site	Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.
Alternative Programs	Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.

Source: Carter Goble Associates, Inc. - March 1999

Even with an expansion of leased space to meet 10-year needs, especially for court-related agencies, new construction will be necessary to meet the adult and juvenile detention requirements; the de-centralization of the Sheriff's operation; and possible the expansion of the Civil Court. On the Civil Court need, with a conversion of the Central Courthouse to all criminal proceedings over the next 10 years, additional space will be necessary for the Civil and some Family Law functions. During the course of this study, the Federal Court began to discuss plans for a new facility to replace the existing Federal Courthouse in the Downtown area. While this facility is more ornate and has larger courtrooms than would be necessary for the County, the structure has 200,000 square feet that almost exactly meets the area requirements for the County for an expanded Civil Court function.

The expansion of the Central Law Enforcement Administration by 17,000 square feet can be accomplished by leasing space as occurs at the present time. A more efficient alternative would be a consolidation of all the Sheriff's central operational needs in a single Public Safety Complex of approximately 150,000 square feet, expandable to 200,000 by 2017.

Even though the County has responded to system needs during the past 10 years by using Federal and State grants for additional staff, courtrooms, and space, no major new criminal justice facility has been constructed since the North Annex to the Jail. In the meantime, the detention needs for juveniles and adults have continued to rise. Similarly, while new judgeships have not been created by the State, the

recent elections and the pent-up need for judicial positions throughout the State will probably mean additional judicial positions for Fresno County within the next five years.

During the course of this study, the County Board of Supervisors approved the pursuit of external funding for both adult and juvenile detention. For the adult component, the completion of the North Annex should meet, with the continued emphasis upon alternative programs, the incarceration needs through 2007. For the juvenile component, although the additional 320 bedspaces will reduce the impact of the severely crowded conditions, the projected growth indicates that an additional 400 bedspaces will be required to meet the 2007 need.

A 20-step action plan to bring the criminal justice facilities in the County up to the 10 year projected need. While the total plan is \$153.5 million in inflated dollars, approximately 42% of this amount has already been approved, although not funded, by the County. Of the remaining \$88.3 million, \$41.8 million represents the estimated cost of a new Civil Courts Complex in the Downtown. As has been previously mentioned, the potential availability of the Federal Courthouse could not only meet the spatial requirements of the Fresno County Civil Court, but could also cost considerably less than the estimated new construction cost of \$41.8 million.

The remaining \$46.5 million (\$88.3 – 41.8 million) that has not been discussed by the Board will provide the 400 additional juvenile beds and space for staff growth in the District Attorney, Public Defender, Court Services, and Probation departments. This space can be leased if that is the least costly approach for the County. In developing a cost for spatial expansion in these departments, a base cost of \$50 per square foot for "tenant improvements" in a leased space was used. This base cost was inflated through 2005 to account for the staging of the expansion. Table ES-22 on the following page, illustrates the inflated cost for each of the 20 steps in the Implementation Plan.

Table ES-22  
Proposed Implementation Steps – 1999-2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 1</b> (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$ 33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$ 18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc. Improvements @ Elkhorn	n/a	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Fl. Of Central Court for Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
<b>Total Step 1</b>	<b>1,616 Beds 5 Courtrooms 484 New Staff</b>	<b>321,500</b>	<b>\$ 72,812,250</b>
<b>STEP 2</b> (Complete by 2004)			
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	n/a	25,000	\$ 875,000
<b>Total Step 2</b>	<b>5 Courtrooms 676 New Staff</b>	<b>203,516</b>	<b>\$ 11,307,510</b>
<b>STEP 3</b> (Complete by 2007)			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$ 41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$ 16,800,000
Construct Dormitory Unit @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total Step 3</b>	<b>500 Beds 18 Courtrooms 82 New Staff</b>	<b>313,500</b>	<b>\$ 69,437,500</b>
<b>TOTALS</b>	<b>2,116 Beds 28 Courtrooms 1,242 New Staff</b>	<b>838,516</b>	<b>\$ 153,557,260</b>

Source: Carter Goble Associates, Inc. – March 1999

The County has other options for meeting the space needs of these departments. The proximity of both the Sheriff's Headquarters Building and the Hall of Records to the Central Courthouse and the existing Federal Courthouse (if available) would contribute significantly to an efficient courts system. The combined square footage in these two buildings is approximately 150,000. In addition, the entire County Plaza Complex has approximately 200,000 square feet that should be considered for criminal justice use due to the proximity to the Central Courthouse. Between these three County-owned buildings, approximately 350,000 square feet is available in close proximity to the Central Courthouse. In Table ES-23, a total of 329,102 square feet is estimated for departments that require a close relationship with the Criminal Courts. Of this 329,102 square feet, only 118,352 square feet of the District Attorney and Public Defender's offices could remain in their current location. Space allocated to the Court Services and Probation departments will be needed to expand the current Central Courthouse by five (5) more internal criminal courtrooms. The difference between the need (329,102 SF) and assigned space for criminal justice agencies (118,352 SF) is approximately 211,000 SF.

If these three buildings were to be dedicated to courts-related staff, the current non-justice agencies occupying these spaces will have to be re-located. In effect, the County will need to construct or lease approximately 211,000 square feet either in one or various locations to accommodate the departments that require close proximity to the courts. The types of agencies or departments for which space would need to be developed include the Sheriff, Public Works, Engineering, County Administration, Board of Supervisors, among many others.

Table ES-23  
Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>Total</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>

Source: Carter Goble Associates, Inc. March 1999

Note: The 39,800 SF for Probation is the requirements for administration and court support services of adult probation. An additional 70,000 SF will be needed to meet the total space requirement of the Adult and Juvenile Probation services.

The growth projected for the departments identified in the previous table is directly linked to the estimated number of additional judicial officers that will be required to meet the caseload of the Fresno Judicial System. Creation of most of the needed judicial positions is exclusively the responsibility of the California Legislature and is largely a political process. There is no reliable method to predict the future actions of the Legislature, and, therefore, the County could simply wait and see what will be the response of the State's legislative body to the County's well documented need for additional resources. This response could include staff (judges) as well as financial aid to construct new facilities. At the present time, a study is underway to determine the magnitude of statewide need. Following the completion of this two year effort, more information will be available concerning the State's role in funding assistance for a portion of the more than 400,000 square feet of courts and court-related space.

However, the County cannot wait two more years to formulate a policy to meet the projected need. Eventually, the 21 additional courtrooms will be necessary, and the assumption is that the State will provide funding for any new courtrooms. The greatest County challenge will be to meet the estimated 211,000 square foot space requirement that is generated by the staff to support any new judicial positions funded by the Legislature.

If all non-courts agencies were re-located from the Plaza Complex and the 61,200 square feet for Court Services was located in the Hall of Records, then the Plaza Complex at 220,000 square feet could meet the 2007 space needs of the District Attorney, Public Defender, and court-related Adult Probation. Other locational options should be explored in the near future.

# COMPARISON OF LEASED Vs. OWNED SPACE For COURT RELATED AGENCIES

Agency	SF Req.	T.I. Cost	Lease + T.I.	Const. Cost	Ann. Debt Serv.
Adult Probation	80,400	\$ 1,768,800	\$ 956,760	\$ 11,658,000	\$ 1,005,503
District Attorney	56,000	\$ 1,680,000	\$ 850,080	\$ 9,240,000	\$ 796,950
Public Defender	19,750	\$ 592,500	\$ 299,805	\$ 3,258,750	\$ 281,067
Court Services	61,200	\$ 1,530,000	\$ 737,460	\$ 8,874,000	\$ 765,383
Court Records	25,000	\$ 500,000	\$ 223,000	\$ 2,750,000	\$ 237,188
<b>Totals</b>	<b>242,350</b>	<b>\$ 6,071,300</b>	<b>\$ 3,067,105</b>	<b>\$ 35,780,750</b>	<b>\$ 3,086,090</b>

Source: Carter Goble Associates, Inc. ; March 15, 1999

## Notes

1. The required square footage is taken from estimates developed in the Master Plan.
2. The Tennant Improvement (T.I.) costs range from \$20 to \$30/SF, one time expenditure.
3. The annual lease cost uses existing Fresno experience (\$.50 to .90/SF per month) inflated @ 1.0%/year for 20 years.
4. For a 20 year comparison, the one time T.I. Cost has been divided equally over 20 years and added to the lease cost.
5. Construction cost includes fees, site development, contingencies ranging from \$110 to \$160/SF.
6. Annual debt service is based upon a constant interest calculation of 7.5% over 20 years.



**RECEIVED**  
APR 22 1999

DATE: April 21, 1999

TO: Board of Supervisors  
Clerk to the Board

CLERK. BOARD OF SUPERVISORS

FROM: Rhonda Hodges, Secretary  
CAO

SUBJECT: Fresno County Justice System Master Plan Replacement Pages

Please find attached replacement pages for the Fresno County Justice System Master Plan. The replacement pages are:

Executive Summary – Pages ES-10 and ES-18  
Chapter 6 – Summary – Page 6-10

Please feel free to call Jeannie Figueroa or me at 488-1710 if you have any questions.

rlh

Attachments

Even though the County has limited history funding capital need with long-term (10 years or more) debt, as an exercise to compare leased options to capitalized debt, using current County experience, Table ES-24 was developed to estimate the financial implications if the 242,350 square feet of space for court-related agencies as either leased or purchased space. Based upon the assumptions that are explained in the footnotes, the table illustrates that over a 20-year debt amortization period, the annual cost difference is approximately \$20,000 in favor of leasing. However, at the end of the 20 years, a lease will have to be continued in contrast to a construct or purchase option where the building will be owned by the County.

Table 6-10  
COMPARISON OF LEASED Vs. OWNED SPACE For COURT RELATED AGENCIES

Agency	SF Req.	T.I. Cost	Lease + T.I.	Const. Cost	Ann. Debt Serv.
Adult Probation	80,400	\$ 1,768,800	\$ 956,760	\$ 11,658,000	\$ 1,005,503
District Attorney	56,000	\$ 1,680,000	\$ 850,080	\$ 8,680,000	\$ 748,650
Public Defender	19,750	\$ 592,500	\$ 299,805	\$ 3,061,250	\$ 264,033
Court Services	61,200	\$ 1,530,000	\$ 737,460	\$ 8,874,000	\$ 765,383
Court Records	25,000	\$ 500,000	\$ 223,000	\$ 3,125,000	\$ 269,531
<b>Totals</b>	<b>242,350</b>	<b>\$ 6,071,300</b>	<b>\$ 3,067,105</b>	<b>\$ 35,398,250</b>	<b>\$ 3,053,099</b>

Source: Carter Goble Associates, Inc. ; March 15, 1999

#### Notes

1. The required square footage is taken from estimates developed in the Master Plan.
2. The Tenant Improvement (T.I.) costs range from \$20 to \$30/SF, one time expenditure.
3. The annual lease cost uses existing Fresno experience (\$.50 to .90/SF per month) inflated @ 1.0%/year for 20 years.
4. For a 20 year comparison, the one time T.I. Cost has been divided equally over 20 years and added to the lease cost.
5. Construction cost includes fees, site development, contingencies ranging from \$125 to \$155/SF.
6. Annual debt service is based upon a constant interest calculation of 7.5% over 20 years.

Many variables could tip the margin towards or against ownership versus leasing and that is not the purpose of the table. The important message is that a comprehensive financial management strategy should be developed not only for the major capital items, such as the expanded detention requirements for adults and juveniles and courtroom needs of the judiciary, but also the office space needs for related justice system agencies. With the completion of the Justice System Plan and the Space Master Plan at the same time, the County is urged to study alternative financing methods for meeting the capital needs for all agencies and departments.

The space required to house the courtrooms combined with the space needed for court-related staff gives the total space required for each courthouse, based on its designated purpose. Table ES-16 shows the summary allocation of courtrooms by case type (i.e. Division of the Court).

Table ES-16  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were closed in Riverdale, Caruthers, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet **current** demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared, each of which is distinguished by certain features:

- Option A** Focuses on using the Central Court building for Civil, Family Law, Traffic, and other out-of-custody cases. A new Criminal Court is constructed adjacent to the jail, and most outlying court activity is pulled into the Central area, leaving only three outlying traffic courts.
- Option B** Shifts all criminal proceedings to the Central Court Building. A new court building is built with 13 civil and 5 family law courtrooms. Six outlying court locations are maintained as traffic courts.

Even though the County has limited history funding capital need with long-term (10 years or more) debt, as an exercise to compare leased options to capitalized debt, using current County experience, Table ES-24 was developed to estimate the financial implications if the 242,350 square feet of space for court-related agencies as either leased or purchased space. Based upon the assumptions that are explained in the footnotes, the table illustrates that over a 20-year debt amortization period, the annual cost difference is approximately \$20,000 in favor of leasing. However, at the end of the 20 years, a lease will have to be continued in contrast to a construct or purchase option where the building will be owned by the County.

Table ES-24  
COMPARISON OF LEASED Vs. OWNED SPACE For COURT RELATED AGENCIES

Agency	SF Req.	T.I. Cost	Lease + T.I.	Const. Cost	Ann. Debt Serv.
Adult Probation	80,400	\$ 1,768,800	\$ 956,760	\$ 11,658,000	\$ 1,005,503
District Attorney	56,000	\$ 1,680,000	\$ 850,080	\$ 8,680,000	\$ 748,650
Public Defender	19,750	\$ 592,500	\$ 299,805	\$ 3,061,250	\$ 264,033
Court Services	61,200	\$ 1,530,000	\$ 737,460	\$ 8,874,000	\$ 765,383
Court Records	25,000	\$ 500,000	\$ 223,000	\$ 3,125,000	\$ 269,531
<b>Totals</b>	<b>242,350</b>	<b>\$ 6,071,300</b>	<b>\$ 3,067,105</b>	<b>\$ 35,398,250</b>	<b>\$ 3,053,099</b>

Source: Carter Goble Associates, Inc. ; March 15, 1999

**Notes**

1. The required square footage is taken from estimates developed in the Master Plan.
2. The Tenant Improvement (T.I.) costs range from \$20 to \$30/SF, one time expenditure.
3. The annual lease cost uses existing Fresno experience (\$.50 to .90/SF per month) inflated @ 1.0%/year for 20 years.
4. For a 20 year comparison, the one time T.I. Cost has been divided equally over 20 years and added to the lease cost.
5. Construction cost includes fees, site development, contingencies ranging from \$125 to \$155/SF.
6. Annual debt service is based upon a constant interest calculation of 7.5% over 20 years.

Many variables could tip the margin towards or against ownership versus leasing and that is not the purpose of the table. The important message is that a comprehensive financial management strategy should be developed not only for the major capital items, such as the expanded detention requirements for adults and juveniles and courtroom needs of the judiciary, but also the office space needs for related justice system agencies. With the completion of the Justice System Plan and the Space Master Plan at the same time, the County is urged to study alternative financing methods for meeting the capital needs for all agencies and departments.



# Fresno County

## Master Plan

FINAL DRAFT

March 1998

*Prepared by:*



Carter  
Goble  
Associates, Inc.

Rosser International, Inc.

## EXECUTIVE SUMMARY

OVERVIEW.....	ES-1
CURRENT COUNTY SPACE SHORTFALL .....	ES-1
ANTICIPATED FUTURE NEEDS .....	ES-3
• Jail .....	ES-3
• Sheriff's Department Non-Jail/Non-Courts.....	ES-4
• Juvenile Detention .....	ES-5
• Courts .....	ES-7
SUMMARY .....	ES-12
CONCLUSIONS .....	ES-13

## CHAPTER 1: SYSTEM PERFORMANCE

SYSTEM ASSESSMENT AND EVALUATION.....	1-1
• Overview.....	1-1
DESCRIPTION OF CURRENT SYSTEM COMPONENTS.....	1-5
• Jail .....	1-6
• Sheriff's Department Non-Court/Non-Jail Staff .....	1-7
• Courts .....	1-10
• District Attorney .....	1-13
• Public Defender .....	1-14
• Probation .....	1-15
TRACKING THE OFFENDER THROUGH THE SYSTEM .....	1-17
• Overview.....	1-17
• Juvenile-Delinquency Process.....	1-17
• Adult .....	1-20
DESCRIPTION OF ALTERNATIVE PROGRAMS .....	1-22
• Juvenile Alternative Programs .....	1-24
• Adult Alternative Programs .....	1-31
COORDINATION .....	1-40
• Pre-Trial Activity.....	1-42
• Trial-Related Activity.....	1-43
• Post-Trial Activity.....	1-45
• Technology .....	1-45
COUNTY POPULATION GROWTH .....	1-47
• Historical Growth .....	1-47
• Factors Impacting Growth.....	1-48
• Growth by Judicial District .....	1-48
• Projections of future Growth and Allocation by Judicial Districts .....	1-49
SUMMARY OF THE CURRENT SYSTEM .....	1-51
• Current Space Shortfall .....	1-52

## CHAPTER 2: FACILITIES

ANALYSIS OF THE CURRENT FACILITIES.....	2-1
• Overview.....	2-1
DESCRIPTION OF FACILITIES BY COMPONENT .....	2-1
• Judiciary and Court Services .....	2-1
• Branch Courts.....	2-3
• Sheriff's Department – Detention.....	2-5
• Sheriff's Department – Offices.....	2-9
• District Attorney – Family Support and Prosecutorial.....	2-12

**CHAPTER 2: FACILITIES CONT.**

• District Attorney – Prosecutorial .....	2-12
• Public Defender .....	2-13
• Probation .....	2-15
<b>SUMMARY OF SPACE ALLOCATIONS BY COMPONENT AND FACILITY .....</b>	<b>2-20</b>

**CHAPTER 3: JAIL**

<b>JAIL POPULATION FORECAST AND BEDSPACE REQUIREMENT .....</b>	<b>3-1</b>
• Overview .....	3-1
• Initial Forecast Models .....	3-1
• Bedspace Requirement .....	3-2
• Development Options .....	3-6
• Option A .....	3-6
• Option B .....	3-7
• Option C .....	3-8
<b>SHERIFF'S STAFF (NON-JAIL/COURTS) – PROJECTED FUTURE SPACE NEEDS .....</b>	<b>3-9</b>
<b>THE IMPACT OF ALTERNATIVE PROGRAMS .....</b>	<b>3-12</b>
• Potential Adult Pre-Trial Programs .....	3-13
• Potential Adult Sentenced Programs .....	3-14

**CHAPTER 4: JUVENILE**

<b>JUVENILE DETENTION POPULATION FORECASTS AND BEDSPACE PROJECTIONS .....</b>	<b>4-1</b>
<b>JUVENILE SYSTEM DEVELOPMENT OPTIONS .....</b>	<b>4-3</b>
• Overview of Options .....	4-3
• Population Projections and Bed Needs .....	4-4
• Options for Fresno County Juvenile Justice Facilities .....	4-5
<b>SPACE REQUIREMENTS FOR THE JUVENILE OPTIONS .....</b>	<b>4-9</b>
• Conceptual cost Estimates .....	4-11
<b>RECOMMENDATIONS .....</b>	<b>4-12</b>
• Recommendations on Facility Options .....	4-12
• Recommendations for Prevention and Alternative to Incarceration Programs .....	4-13
• Recommended Juvenile Programs to Keep .....	4-14
• Recommended Juvenile Pre-Adjudicated Programs to Expand .....	4-14
• Recommended Juvenile Post-Adjudicated Programs .....	4-16

**CHAPTER 5: COURTS**

<b>OVERVIEW .....</b>	<b>5-1</b>
<b>LOGIC AND METHODOLOGY .....</b>	<b>5-1</b>
• Filings Projection .....	5-1
• Projected Judicial Officers .....	5-2
• Historical Data Used for Projections and Sources .....	5-2
<b>PROJECTED FILINGS AND JUDICIAL OFFICERS .....</b>	<b>5-2</b>
• Filings .....	5-3
• Projected Judicial Officers/Courts .....	5-4
<b>STAFF TO JUDICIAL POSITION RATIOS AND FORECASTS OF FUTURE STAFF .....</b>	<b>5-6</b>
• Summary of Growth Management Strategy for Fresno County Courts .....	5-8
• The Judicial Development Plan .....	5-8
<b>COURT-RELATED CRIMINAL JUSTICE AGENCIES' FUTURE SPACE NEEDS .....</b>	<b>5-13</b>

**CHAPTER 5: COURTS CONT.**

• Court Services - Baliff .....	5-14
• Probation, District Attorney, Public Defender .....	5-14

**CHAPTER 6: SUMMARY**

SUMMARY .....	6-1
CONCLUSIONS .....	6-7

**APPENDIX**

FACILITY INVENTORY-COURTS .....	A-1
FACILITY INVENTORY-SHERIFF DEPARTMENT .....	A-9
FACILITY INVENTORY-DISTRICT ATTORNEY .....	A-17
FACILITY INVENTORY-PROBATION .....	A-21
SPACE STANDARD TABLES .....	A-26

**LIST OF TABLES**

**EXECUTIVE SUMMARY**

• Table ES-1 Projected county Growth by Court Districts .....	ES-1
• Table ES-2 Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels) .....	ES-2
• Table ES-3 Revised Historical ADP and Incarceration Rate, Fresno County Jail .....	ES-3
• Table ES-4 CGA Estimate Model .....	ES-3
• Table ES-5 Jail Development Options for 2007 .....	ES-4
• Table ES-6 Projected Sheriff's Non-Court/Non-Jail Space Shortfall .....	ES-4
• Table ES-7 Development Options for Sheriff Non-Court/Non-Jail Staff .....	ES-5
• Table ES-8 Adjusted Juvenile Hall Average Daily Population .....	ES-5
• Table ES-9 Projection & Bed Needs for Fresno County Juvenile Justice Facilities .....	ES-6
• Table ES-10 Development Options for Juvenile Detention .....	ES-6
• Table ES-11 Regional Court Projections – Filings by Court Type .....	ES-7
• Table ES-12 Judicial Officer FTE's and Rate of Filings per JPE .....	ES-8
• Table ES-13 Projection of Judicial Officers/Courts .....	ES-8
• Table ES-14 Recommended Ratios of Court-Related Staff to Judicial Position Equivalents .....	ES-9
• Table ES-15 Projected Staffing for Criminal Justice Court Related Agencies .....	ES-9
• Table ES-16 Allocation of Courtrooms by Divisions of the Court .....	ES-10
• Table ES-17 Development Options for Courts .....	ES-11
• Table ES-18 Projected Space Allocation for Court-Related Functions for 2007 .....	ES-11
• Table ES-19 Development Options for Court-Related Agencies .....	ES-12
• Table ES-20 Summary of Costs of Development Options A, B and C .....	ES-13
• Table ES-21 Recommended Actions by 2007 .....	ES-14
• Table ES-22 Proposed Implementation Steps – 1999-2007 .....	ES-16
• Table ES-23 Analysis of Space Requirements for Downtown Courts Related Agencies .....	ES-17
•	

**CHAPTER 1: SYSTEM PERFORMANCE**

• Table 1-1 Arrest Trends for Select Felonies .....	1-3
• Table 1-2 Arrest Trends for Select Misdemeanors .....	1-3



• Table 1-3	Number of Comparisons: Reported Crimes to Arrests .....	1-3
• Table 1-4	Comparison: Rates of Reported Crimes to Arrest Rates .....	1-4
• Table 1-5	Criminal Justice System Trends .....	1-6
• Table 1-6	Revised Historical ADP and Incarceration Rate, Fresno County Jail.....	1-7
• Table 1-7	Sheriff's Department (Non-Court/Non-Jail) Staff 1993-1998 .....	1-8
• Table 1-8	Sheriff's Department Estimated Immediate Needs .....	1-9
• Table 1-9	Sheriff's Department Estimated Intermediate Needs.....	1-9
• Table 1-10	Trial Court Filings 1990-1997 .....	1-11
• Table 1-11	Historical Court Activity – Judicial Officers & Filings Rates .....	1-12
• Table 1-12	Summary of Juvenile Statistics.....	1-16
• Table 1-13	Adjusted Juvenile Hall Average Daily Population .....	1-17
• Table 1-14	Sentencing and Billings by CYA Fiscal Year 1996-1998 .....	1-27
• Table 1-15	Total Jury Trials 1986-1997 .....	1-44
• Table 1-16	Reports Prepared by Probation, 1992-93 to 1996-97 .....	1-44
• Table 1-17	Historical Population for Fresno County by City .....	1-47
• Table 1-18	Fresno County Courts .....	1-47
• Table 1-19	Distributed of Unincorporated Rural Population .....	1-48
• Table 1-20	Historical Population for the Fresno County Courts.....	1-49
• Table 1-21	Projected Population for the Fresno County Courts .....	1-50
• Table 1-22	Current Ratio of Criminal Justice Staff to Judicial Position Equivalents (JPEs).....	1-51
• Table 1-23	Recommended 1998 Ratio of Criminal Justice Staff to Judicial Position Equivalents .....	1-52
• Table 1-24	Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels) .....	1-53

## **CHAPTER 2: FACILITIES**

• Table 2-1	Summary of Space Allocations by component and Facility .....	2-21
-------------	--	------

## **CHAPTER 3: JAIL**

• Table 3-1	Jail Projections – Population, Bookings and ADP.....	3-1
• Table 3-2	CGA Estimate Model .....	3-2
• Table 3-3	Projected Jail Bed Needs by Classification .....	3-3
• Table 3-4	Designation & Location of Inmate Bed space by Facility & Classification.....	3-4
• Table 3-5	Designation & Location of Inmate Bed space by Facility & Classification.....	3-5
• Table 3-6	Projected Total Female Inmate Bed Needs.....	3-5
• Table 3-7	Jail Development Options for 2007.....	3-8
• Table 3-8	Comparison of Annual Operating Costs by Jail Options for 2007 .....	3-9
• Table 3-9	Sheriff's Department Non-Court/Non-Jail Staff.....	3-10
• Table 3-10	Projected Sheriff's Non-Court/Non-Jail Space Shortfall.....	3-11
• Table 3-11	Development Options for Sheriff Non-Court/Non-Jail Staff.....	3-12
• Table 3-12	Projected Impact of Alternative Programs on Future Jail Population.....	3-13

## **CHAPTER 4: JUVENILE**

• Table 4-1	Fresno County Juvenile Hall Adjusted ADP Forecast.....	4-1
• Table 4-2	Detained Juveniles 2002-2017 .....	4-2
• Table 4-3	Pre and Post Adjudication Juveniles 2002-2017 .....	4-2
• Table 4-4	The Juvenile Options - Summary .....	4-4
• Table 4-5	Projection & Bed Needs without Changes in Programs.....	4-5
• Table 4-6	Projection & Bed Needs with Changes in Programs.....	4-5
• Table 4-7	Option A – No Change .....	4-6

• Table 4-8	Option B – No Change .....	4-6
• Table 4-9	Option C – No Change .....	4-7
• Table 4-10	Option A – With Changes .....	4-7
• Table 4-11	Option B – With Changes .....	4-8
• Table 4-12	Option C – With Changes .....	4-8
• Table 4-13	Space Assumptions & Estimates for the Juvenile Options for 2007 .....	4-9&10
• Table 4-14	Cost Assumptions.....	4-11
• Table 4-15	Cost Estimates for Juvenile Justice Components.....	4-11&12
• Table 4-16	Cost Summaries.....	4-12
• Table 4-17	Population Projections, Bed Needs & Target Reductions for Pre-Adjudicated Juveniles .....	4-16
• Table 4-18	Recommendations & Estimated Impact of Recommendations for Programs .....	4-16
• Table 4-19	Population Projections, Bed Needs & Target Reductions for Post-Adjudicated Juveniles.....	4-17
• Table 4-20	Summary of Estimated Impact of Recommendations for Programs for Post-Adjudicated Youth.....	4-17

## CHAPTER 5: COURTS

• Table 5-1	Regional Court Projections – Filings by Court Type .....	5-4
• Table 5-2	1997 Judicial Caseload Analysis for Fresno County Court.....	5-5
• Table 5-3	Projection of Judicial Officers/Courts.....	5-6
• Table 5-4	Ratio of Criminal Justice staff to Judicial Position Equivalents (JPE) .....	5-7
• Table 5-5	Projected staffing for Criminal Justice Court Related Agencies.....	5-8
• Table 5-6	Allocation of Courtrooms by Divisions of the Court.....	5-9
• Table 5-7	Court Development Options for 2007 – OPTION A .....	5-11
• Table 5-8	Court Development Options for 2007 – OPTION B .....	5-12
• Table 5-9	Court Development Options for 2007 – OPTION C .....	5-13
• Table 5-10	Staff Allocation for Court Functions for 2007 .....	5-13
• Table 5-11	Space Allocation for court Functions for 2007 .....	5-14

## CHAPTER 6: SUMMARY

• Table 6-1	Development Options – Jail .....	6-2
• Table 6-2	Development Options – Sheriff Non-Courts/Non-Jail .....	6-2
• Table 6-3	Development Options – Juvenile Detention.....	6-3
• Table 6-4	Development Options – Courts .....	6-3
• Table 6-5	Development Options – Court Related Agencies .....	6-4
• Table 6-6	Summary of Costs of Development Options A, B and C .....	6-5
• Table 6-7	Recommended Actions by 2007.....	6-7
• Table 6-8	Proposed Implementation Steps – 1999-2007 .....	6-9
• Table 6-9	Analysis of Space Requirements for Downtown Courts Related Agencies .....	6-10

## APPENDIX

• Table A-1	Large Criminal Trial Court Judicial Set .....	A-26
• Table A-2	Standard Criminal Trial Court Judicial Set.....	A-27
• Table A-3	Traffic Court.....	A-28
• Table A-4	Hearing/Arraignment Room Judicial Set.....	A-29
• Table A-5	Large Civil Trial Court Judicial Set.....	A-30
• Table A-6	Standard Civil Trial Court Judicial Set .....	A-31
• Table A-7	Fresno County's Budget for Criminal Justice Agencies .....	A-32

**LIST OF CHARTS / FIGURES / DIAGRAMS****CHAPTER 1: SYSTEM PERFORMANCE**

- Chart 1-1 Comparison: Rates of reported Crimes to Arrest Rates .....1-5
- Chart 1-2 Comparison of Judicial Systems of Counties with Similar Felony Caseloads.....1-13
- Chart 1-3 Comparison of Fresno County Population Projections (1997 & 1998).....1-49
- Figure 1-1 Juvenile Offender Flow Chart .....1-19
- Figure 1-2 Adult Offender Flow Chart .....1-21
- Figure 1-3 Criminal process and Interagency Coordination .....1-41
- Diagram 1-1 Post-Adjudication Population Sentenced to Jail .....1-23
- Diagram 1-2 Post-Adjudication Population Sentenced to Jail – Alternative Supervision.....1-23

**CHAPTER 4: JUVENILE**

- Chart 4-1 Male/Female Mix of Juvenile Admissions.....4-2

---

# **Executive**



# **Summary**

---

## OVERVIEW

Fresno County contains some of the richest farmlands in California, and has built an economy based on agriculture. Raisins, oranges, and lemons are among the primary exports. Partially because of the demand for unskilled, seasonal labor, there is a high population of migrant workers who travel with the growing season, among them many Hispanics, Asians, and other immigrants. Historically, Fresno County has been comprised of small communities that have grown up around agricultural centers—it has been a County of hardworking people with a fiscally conservative nature and solid, traditional values.

Reflecting the nature of the County's population, County administration has methodically met needs within public sector agencies as the need arose, responding to the recommendations of those agencies with prudence and caution. Recent years have seen a dramatic change in the Fresno County Population, which has grown from 667,490 in 1990 to 774,200 in 1997—equal to the population of San Francisco! It is estimated that the County population will reach 1,066,119 by the year 2017, just twenty years from the start of this study.

It is with growing awareness that Fresno County can no longer be perceived and managed as an amalgamation of small townships that the County has undertaken an examination of the Criminal Justice System, its current space needs, and its needs through the year 2017. The problems faced by the System are of a scale found in major metropolitan areas throughout the nation, and must be matched by long-range, system-wide solutions. Table ES-1 below describes the projected County growth by court districts.

Table ES-1  
Projected County Growth by Court Districts

Court District	2002	2007	2012	2017
Clovis	120,672	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,645</b>	<b>1,066,119</b>
Source: Fresno County Public Works and Development Services, California Department of Finance and Carter Goble Associates.				

## CURRENT COUNTY SPACE SHORTFALL

The Fresno County Criminal Justice System is operating under constrained conditions, in evidence throughout the System. The jail is consistently overcrowded, is under a Federal Cap, and released approximately 16,000 offenders in 1998 because of insufficient bedspace. Public perception is that the City of Fresno is dangerous. By day the Fulton Mall and park area around the courts are full of homeless people and vagrants, and after dark, the streets empty. The Courts are simultaneously constructing courtrooms in two different locations in an attempt to meet immediate needs, although admittedly the Family Law and Juvenile Dependency Courts being built would benefit from co-location. Agencies that support court functions have many branch offices throughout downtown Fresno, resulting in misplaced files, staff time spent in transit between locations, and inefficiencies of communication. Many of the Criminal Justice Agencies are operating with staffing levels that in other Counties would not be expected to handle half of the workload generated in Fresno County. In short, the system's immediate needs are so extreme that they have made crisis planning the standard in Fresno County.

Long-term planning is difficult when immediate needs impair the current system's efficacy. The first step in this study was to quantify the current county space shortfalls, which are largely driven by insufficient space standards and drastic staffing shortfalls.

Table ES-2  
Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels)

Agency/Facility	1997-98 1998 Square Feet	1997-98 Staff (ADP for Custodial)	1998 Space Allocation	Recommended Space Standard (GSF)	Recommended 1998 Space Needs (Current Staffing Level)	1998 Space Shortfall	Recommended 1998 Staffing Level (ADP for Custodial) <sup>2</sup>	1998 Space Needs (Recommended Staffing Level)	1998 Shortfall with Recommended Staffing
<b>Court-Related Offices</b>									
District Attorney									
(Prosecutorial) <sup>1</sup>	38,871	187	208	250	46,750	7,879	231	57,750	18,879
(Family Support) <sup>7</sup>	58,401	367	159	250	91,750	33,349	367	91,750	33,349
Probation (Non-Custodial) <sup>4</sup>	60,876	263	231	250	65,750	4,874	354	88,500	27,624
Public Defender <sup>3</sup>	22,378	92	243	250	23,000	622	132	32,918	10,540
<b>Total Office Shortfall</b>	<b>180,526</b>	<b>1,435</b>			<b>227,250</b>	<b>46,724</b>	<b>1,792</b>	<b>270,918</b>	<b>90,392</b>
<b>Sheriff (Non-Court/Non-Jail)</b>									
Sheriff (Non-Court/Non-Jail) <sup>8</sup>	117,961	547	216	250	136,750	18,789	547	136,750	18,789
<b>Total Sheriff Shortfall</b>	<b>117,961</b>	<b>547</b>			<b>136,750</b>	<b>18,789</b>		<b>136,750</b>	<b>18,789</b>
<b>Detention</b>									
Juvenile Detention <sup>4</sup>									
Juvenile Hall	44,744	223	201	500	111,500	66,756	354	177,000	132,256
C.W. Wakefield	11,859	50	237	600	30,000	18,142	50	30,000	18,142
Elkhorn <sup>5</sup>	83,923	125	671	600	75,000	(8,923)	125	75,000	(8,923)
Jail <sup>6</sup>	375,969	2,171	173	300	651,300	275,331	3,041	912,300	536,331
<b>Total Detention Shortfall</b>	<b>516,495</b>	<b>2,569</b>			<b>867,800</b>	<b>351,306</b>	<b>3,570</b>	<b>1,194,300</b>	<b>677,806</b>
<b>County-Wide Total</b>	<b>814,982</b>				<b>1,231,800</b>	<b>416,819</b>		<b>1,601,968</b>	<b>786,986</b>

<sup>1</sup>Current Square Footage includes 10% of MAGEC Building, 2220 Tulare Street (9th, 10th, and .2 of 11th floors), 1250 Van Ness (Workman's Comp. And Business Affairs), 1360 L Street and 2208 Tolumne (Non-Sufficient Funds), 136 Fulton (Storage), and building 514 on 10th Street. Estimate of staffing needs for 1997-98 identified a need for 43.5 additional staff in this

<sup>2</sup>Numbers received from Probation Department calculated in the following fashion: 482 Probation positions minus 172 staff in Juvenile Hall and Wakefield, minus 47 staff at Elkhorn Boot Camp, leaves 263 non-custodial Probation Staff. 346 is the estimated staffing needs for 1998. Probation Square Footages include the 8th and .75 of the 9th floors at 2220 Tulare St. (6871 SF), Probation Administration at 1100 Van Ness (25,000 SF), .1 of the MAGEC building (1054 SF), and 15,204 SF in five additional locations.

<sup>3</sup>Public Defender Recommended Staffing calculated based on a ratio of 1.75 District Attorney Staff per Public Defender Staff (Recommended Public Defender Staff = Recommended District Attorney Staff \* .57)

<sup>4</sup>Juvenile Detention Space was calculated using the 50% of the square footage of the Wakefield School, the adjacent classrooms, the 19,032 of the Juvenile Hall Facility, and 50% of the Juvenile Hall/Juvenile Courts facility. Juvenile Courts was estimated to occupy the remaining 50% of the Juvenile Hall/Juvenile Courts facility, and C.W. Wakefield was estimated to occupy

<sup>5</sup>Space at the Elkhorn Boot Camp is large enough to accommodate several thousand inmates. It currently appears to have a large space surplus; however, part of this surplus is designed for future growth.

<sup>6</sup>Jail Square Footages include the North Annex (53,040), the South Annex (91,962), the Main Jail (220,167), and the Satellite Jail (10,800).

<sup>7</sup>Staff includes Child Support Staff, Welfare Fraud Staff, and Child Abduction Staff. Usable Square Footage on floors 17, 18, and 19 is 8,609 SF per floor due to the necessity of a wide fire corridor around mechanical areas.

<sup>8</sup>The space for the Sheriff's Non-Court/Non-Jail space includes all Sheriff's offices and additional spaces. This space total does not include hangar space or undeveloped land. Bailiffs were included with the total personnel, since they have office space in these areas.

<sup>9</sup>Any change in the Sheriff's Department Base Staff would require an expanded mission of the Sheriff's Department, as described by the description of the needs for additional staff on pages 1-8 to 1-11 of this report. For the purposes of this table, no additional staff was required to meet the current Sheriff's Department mission.

Source: Carter Goble Associates, Inc. - Nov. 1998

As shown in Table ES-2 above, the estimated county space shortfall with current staffing levels is 416,819 Square Feet, including all court-related agencies, non-court/non-jail Sheriff's Department staff, and Detention facilities. Using recommended staffing (or ADP) levels (based on interviews with agency leaders, evaluation of caseloads managed, agency needs assessments, and comparison to similar criminal justice systems), adjusted staffing levels were recommended for existing agencies. These staffing numbers are shown in the column of Table ES-2 labeled "Recommended 1998 Staffing Level (ADP for Custodial)". If Fresno County were to meet its immediate, urgent system-wide staffing and space needs, an additional 786,986 Square Feet would be needed to accommodate the additional staff.

The space needs of a county cannot be described only in terms of square feet. Criminal Justice Agencies, in particular, have specific security needs that contribute to the safety of the public at large. In addition, system efficiency demands that agencies with common functions be located with optimal proximity to related agencies, such as the Courts, District Attorney, and Public Defender.

A review of the existing facilities in Fresno County found a total of 19 Court Facilities, 15 locations used by the Sheriff's Department Non-Court/Non-Jail staff, three jail buildings, five locations housing DA Family Support Staff, five locations housing District Attorney Prosecutorial Staff, and two locations for Public Defender Staff. Eight locations house Probation staff and alternative programs, in addition to the two

Juvenile Detention locations. The grand total space housing Criminal Justice Agencies is 1,166,006 Square Feet. The County owns 86% of this space. The rest is leased.

## ANTICIPATED FUTURE NEEDS

### Jail

The Fresno County Jail is operating under a Federal Cap, which artificially maintains the Average Daily Population at or below 2,171. Offenders receive citations in the street, are cited from the jail for certain offenses, and are released early based on the decisions of a committee charged with maintaining the low population. Estimates using reconstructed historical data conclude that if all offenders currently released simply because of the cap were maintained in the jail, the Average Daily Population at the time of this study would be 3,041 offenders. All projections made for future jail bedspace needs used this ADP as the base.

Table ES-3  
Revised Historical ADP and Incarceration Rate, Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
Population	667,490	686,000	706,100	722,600	735,200	746,600	761,800	774,200	788,800
ADP	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
OCRD				11	94	127	216	298	276
Cites <sup>2</sup>	546	628	424	530	483	512	453	523	530
Revised ADP <sup>1</sup>	2,762	2,731	2,718	2,763	2,599	2,700	2,747	2,970	3,041
Revised Incarceration Rate - IR (ADP per 1,000 Pop.)	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites--Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 figures are approximate.

Source: Fresno County Data, and Carter Goble Associates, Inc., Nov. 1998

Using the adjusted ADP of 3,041 and several projection methods, future jail population was projected for the years 2002, 2007, 2012, and 2017. Table ES-4 below shows the projected jail ADP.

Table ES-4  
CGA Estimate Model

YEAR	Average Daily Population(ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136

Source: Carter Goble Associates, Inc. - Nov. 1998

With the assistance of the Sheriff's Department, an analysis of the custody classification and the male/female breakdown of projected offenders was made. Three Options emerged for meeting the jail's needs. These options are based on the underlying commonality in the *immediate* need for 800 more bedspaces to meet the minimum criteria for a safe community. This need combined with a projected need for 500 additional beds to match the projected growth curve by 2007 means that approximately 1,300 bedspaces should be constructed as soon as possible.

Table ES-5 on the following page summarizes the development options for the Jail.

Table ES-5  
Jail Development Options for 2007  
(Target at Least 3,534 Beds by 2007)

	Option A	Option B	Option C
<b>Jail</b>			
<i>North Annex</i>	Add approximately 87,600 Square Feet in three additional floors. (1,296 Minimum Custody Bedspaces)	No change	No change
<i>Main Jail</i>	No change in the physical configuration. Convert one floor to 202 medium/maximum custody female inmates. Remaining three floors will house 798 medium/maximum custody males.	No change	No change
<i>Elkhorn Site (or other location)</i>	No construction required by 2007.	Construct 464-bed multi-custody female facility. Construct 752-bed male minimum custody dormitories.	Construct 464-bed multi-custody female facility. Construct 240-bed male minimum custody facility.
<i>Alternative Programs</i>	No change	No change	Increase capacity to at least 500 inmates who would normally be incarcerated but who could meet requirements for intensive community supervision programs. This requires Judicial authorization and oversight.
<b>Total New Bedspaces</b>	<b>1,296</b>	<b>1,216</b>	<b>704</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

### Sheriff's Department Non-Jail/Non-Courts

Table ES-6 below summarizes the projected space shortfall for the Sheriff's Non-Court/Non-Jail Staff. As shown in the table, by 2007 the Sheriff's Non-Court/Non-Jail Staff will require approximately 50,460 Square Feet in addition to the 117,961 square feet currently used. With additional staff to expand the mission of the Sheriff's Department as described in the Sheriff's assessment of need, approximately 58,000 additional square feet will be required to house the increased staff.

Table ES-6  
Projected Sheriff's Non-Court/Non-Jail Space Shortfall

Year	Current	Projected			
	1998	2002	2007	2012	2017
Projected Non-Court/Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/Person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/Non-Jail Space	117,961	117,961	117,961	117,961	117,961
<b>Space Shortfall (Current minus Needs)</b>	<b>18,789</b>	<b>34,099</b>	<b>50,460</b>	<b>67,287</b>	<b>84,760</b>
Expanded Mission--Immediate Needs	164	164	164	164	164
Expanded Mission--Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs (250 SF/person)	58,000	58,000	58,000	58,000	58,000
<b>Total Space Shortfall (projected + expanded)</b>	<b>76,789</b>	<b>92,099</b>	<b>108,460</b>	<b>125,287</b>	<b>142,760</b>

Source: Carter Goble Associates, Inc. – Nov. 1998



Three long-term planning options are available to the Sheriff's Department, regardless of the expansion of the current mission. Option A involves maintaining the current offices in the downtown area and expanding them as needed to accommodate staffing increases. Option B is to use the current offices and to expand into the outlying areas with all additional staff. Option C is for the Sheriff's Department to continue in a central location, but in a large enough space to accommodate current and increased staff. Under Options A and B, the square footage required will be equal to the space shortfall. Under Option C the space required will equal the shortfall plus the existing 117,000 Square Feet. Table ES-7 below describes these three options.

Table ES-7  
Development Options for Sheriff Non-Court/Non-Jail Staff

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
<i>Central Location</i>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<i>Outlying Locations</i>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<i>New Central Location</i>	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

Source: Carter Goble Associates, Inc. – Nov. 1998

## Juvenile Detention

Overcrowding in the Juvenile Hall Facility is creating an overflow back into the community similar to that occurring in the jail. Using historical admissions data and information on the numbers of youth cited and released, a revised current ADP was calculated for Juvenile Hall. This adjusted ADP is shown below.

Table ES-8  
Adjusted Juvenile Hall Average Daily Population

Year	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4610	4128	5141	7029	7581	6163	6301	6000
45%	2075	1858	2313	3163	3411	2773	2835	2700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in ADP	70	59	92	89	89	77	104	115
<b>Adjusted ADP</b>	<b>237</b>	<b>213</b>	<b>287</b>	<b>238</b>	<b>243</b>	<b>251</b>	<b>314</b>	<b>338</b>

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer, and Court Review.

Source: Fresno County Probation Department; and Carter Goble Associates, Inc. – Nov. 1998

As shown in Table ES-8 above, if Juvenile Hall had sufficient bedspaces, the 1998 ADP would be approximately 338, 115 higher than the current ADP of 223. As a change to historical policy, Fresno County plans to house a greater percentage of sentenced youth within the County in the future, making use of the newly opened Elkhorn Boot Camp. With a goal of 56% pre-adjudication/44% sentenced youth in the system, the total number of youth held in Fresno County will increase beyond the increase due to population growth.

Taking the base ADP of 338 pre-adjudication youth as a starting point, several projections methods were used to calculate future Juvenile Detention population. Table ES-9 below shows the resulting projected Average Daily Population, broken down into pre- and post-adjudication.

Table ES-9  
Projection & Bed Needs for Fresno County Juvenile Justice Facilities

YEAR	AVERAGE DAILY POPULATION			BED NEEDS		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153	383	-	-	-
1998 – Est. Need	338	356	694	379	356	735
2002	385	414	799	431	414	845
2007	475	494	969	532	494	1,026
2012	567	574	1,141	635	574	1,209
2017	645	642	1,287	722	642	1,364

Note: Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peaks in the populations.

As shown in this table, the current total youth held within the County is 383. Under the new policy shifting sentenced youth into County, rather than state facilities, this number would be approximately 694. Future projections estimate the detained juvenile population reaching 1,364 by the year 2017, almost double the estimated current bedspace needs.

There are three options available for accommodating pre-and post-adjudication youth in the future. These include the following:

- Option A** Locate all post-adjudicated beds at Elkhorn; build a new juvenile hall at 10th Street and accommodate all other functions in renovated & new buildings at 10<sup>th</sup> Street.
- Option B** Keep & Expand Buildings at 10th Street & Elkhorn.
- Option C** Place all Juvenile Beds & Courts at Elkhorn, with Probation Offices at 10th Street.

Table ES-10 below shows the implementation of each of these three options.

Table ES-10  
Development Options for Juvenile Detention

	Option A	Option B	Option C
<b>Juvenile Detention</b>			
<i>Juvenile Hall</i>	Demolish. Build new Juvenile Hall with capacity of 540.	Renovate Current Facility (260 beds). Add 300-bed pre-adjudication unit for total pre-adjudication capacity of 560.	Demolish. Construct new central Probation offices for administration and field functions.
<i>Elkhorn Boot Camp</i>	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200. Construct new 540-bed pre-adjudication facility.
<i>Alternatives</i>	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.
<b>Total New Bedspaces</b>	<b>1,034 (776 with alternatives)</b>	<b>1,054 (791 with alternatives)</b>	<b>1,034 (776 with alternatives)</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

## Courts

Future court needs are dependent on future filings, which are in turn dependent on population growth and demographics. The first step in determining future court needs within Fresno County after projecting future population involved projecting future filings. Superior and Municipal filings data was combined according to filing type<sup>1</sup> in order to show current court activity by location and filing type, rather than by the Superior and Municipal breakdowns that have been used in the past.

Using a methodology linking filings rates to population growth, future filings were projected for each existing court location, and for the filing groupings specified above. The result was a set of projections for nine court locations<sup>2</sup> plus two juvenile courts, for six filing types. Filing projections were calculated using the historical average rate of filings to population (based on 1991-1997 historical data). Table ES-11 below summarizes the resulting filing projections.

Table ES-11  
Regional Court Projections – Filings by Court Type

Filings by Court Type	Fresno / Clovis – Central	Fresno – Juv. Del.	Fresno – Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg / Riverdale	Fowler / Caruthers / Parlier	Total
<b>Year 2007</b>												
Total Criminal	47,891	0	0	2,731	2,885	2,245	4,026	3,134	4,778	1,196	1,160	70,046
Civil & Small Claims <sup>1</sup>	42,850	0	0	442	310	252	831	649	1,019	259	137	46,750
Family Law	4,867	0	0	0	0	0	0	0	0	0	0	4,867
Juvenile Delinquency	0	4,000	0	0	0	0	0	0	0	0	0	4,000
Juvenile Dependency	0	0	1,810	0	0	0	0	0	0	0	0	1,810
Traffic (non-criminal)	62,786	0	0	10,694	7,150	2,570	3,579	2,667	6,690	2,589	2,514	101,237
<b>Total Filings</b>	<b>158,394</b>	<b>4,000</b>	<b>1,810</b>	<b>13,867</b>	<b>10,345</b>	<b>5,067</b>	<b>8,436</b>	<b>6,450</b>	<b>12,487</b>	<b>4,044</b>	<b>3,811</b>	<b>228,711</b>
<b>Year 2017</b>												
Total Criminal	59,177	0	0	3,134	3,406	3,094	5,067	3,698	6,202	1,376	1,388	86,541
Civil & Small Claims <sup>1</sup>	52,948	0	0	507	365	348	1,046	766	1,322	298	164	57,766
Family Law	6,014	0	0	0	0	0	0	0	0	0	0	6,014
Juvenile Delinquency	0	4,682	0	0	0	0	0	0	0	0	0	4,682
Juvenile Dependency	0	0	2,119	0	0	0	0	0	0	0	0	2,119
Traffic (non-criminal)	77,582	0	0	12,268	8,440	3,541	4,504	3,147	8,683	2,979	3,008	124,153
<b>Total Filings</b>	<b>195,722</b>	<b>4,682</b>	<b>2,119</b>	<b>15,909</b>	<b>12,211</b>	<b>6,983</b>	<b>10,617</b>	<b>7,612</b>	<b>16,207</b>	<b>4,653</b>	<b>4,560</b>	<b>281,275</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

Source: Carter Goble Associates, Inc. – Nov. 1998

Projected filings were converted to projected Judicial Position Equivalents by dividing projected filings by the current rate of filings per Judicial Position Equivalent. To account for differing rates in multiple locations, the weighted average of filings per judicial FTE for all locations was used to obtain the total number of future judicial officers/courtrooms needed to dispose of all projected filings<sup>3</sup>. Judicial FTE's and filings used to calculate filings rates are shown in Table ES-12 on the next page, along with the resulting rates per Judicial Position Equivalent.

<sup>1</sup> Criminal (In-Custody and Out-of-Custody) include Felonies, Criminal Habeas Corpus, Non-Traffic Misdemeanor Group A & B, and Traffic Misdemeanor Groups C & D, Civil & Small Claims includes General Civil, Other Civil Complaints, Other Civil Petitions, Mental Health, Habeas Corpus, Non-Traffic Infractions, Civil, and Small Claims, Family Law, Juvenile Delinquency, Juvenile Dependency, and Traffic includes Traffic Infractions. Family Support filings were included under filings for Other Civil Complaints as reported in the Fresno County Courts Annual Report.

<sup>2</sup> Fresno/Clovis Central, Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg, and Fowler/Caruthers/Parlier.

<sup>3</sup> Adjustments were made to caseloads for criminal and civil to compensate for the fact that trials are only held in the Central court. These adjustments involved using the straight average caseload instead of a weighted average caseload for those filing types.

Table ES-12  
Judicial Officer FTE's and Rate of Filings per JPE

Locations	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
Judicial Officer FTE's <sup>1</sup>	39.54	3.60	3.50	2.50	0.60	0.60	0.40	1.00	0.60	0.60	0.60	0.60	54.34
Total Criminal	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	28.36
In-Custody Criminal	6.44	-	-	-	0.08	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.09
Non-Cust. Criminal & Crim. Traffic	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27
Civil & Small Claims	12.22	-	-	-	0.06	0.06	0.04	0.10	0.06	0.08	0.06	0.06	12.74
Family Law	-	3.60	-	-	-	-	-	-	-	-	-	-	3.60
Juvenile Delinquency	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50
Juvenile Dependency	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50
Traffic (non-criminal)	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64
Filings													
Total Criminal Filings	45,918	-	-	-	1,709	1,930	1,505	2,394	1,921	1,703	1,242	1,953	60,275
In-Custody Criminal	15,069	-	-	-	-	-	-	-	-	-	-	-	15,069
In-Custody Criminal	11,480	-	-	-	427	483	376	599	480	426	311	488	15,069
Non-Cust Criminal & Crim. Traffic	34,439	-	-	-	1,282	1,448	1,129	1,796	1,441	1,277	932	1,465	45,206
Civil & Small Claims <sup>2</sup>	36,188	-	-	-	501	322	194	561	583	732	234	337	39,652
Family Law	-	4,205	-	-	-	-	-	-	-	-	-	-	4,205
Juvenile Delinquency	-	-	3,400	-	-	-	-	-	-	-	-	-	3,400
Juvenile Dependency	-	-	-	1,539	-	-	-	-	-	-	-	-	1,539
Traffic (non-criminal)	51,617	-	-	-	8,803	7,162	1,766	2,446	2,660	3,370	3,063	4,219	85,106
Total Filings	194,710	4,205	3,400	1,539	12,722	11,344	4,970	7,795	7,085	7,508	5,781	8,462	269,521
Rate of Filings per Judicial Officer													
Total Criminal Filings													Average Rate
In-Custody Criminal	2,340	-	-	-	-	-	-	-	-	-	-	-	2,340
In-Custody Criminal	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,340
Non-Cust Criminal & Crim. Traffic	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,125
Civil & Small Claims <sup>2</sup>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	3,112
Family Law	-	1,168	-	-	-	-	-	-	-	-	-	-	1,168
Juvenile Delinquency	-	-	971	-	-	-	-	-	-	-	-	-	971
Juvenile Dependency	-	-	-	616	-	-	-	-	-	-	-	-	616
Traffic (non-criminal)	33,088	-	-	-	36,679	29,842	11,038	6,115	11,083	10,531	12,763	17,579	18,746

<sup>1</sup> Data obtained from 1998 Judicial Needs Assessment Request Process, Part II, Qualitative Report, and as reported by Fresno County Courts staff.

<sup>2</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Probate, Non-Traffic Infractions, and Mental Health.

<sup>3</sup> Average rate was calculated using a ratio of total filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.

Source: Carter Goble Associates, Inc. – Nov. 1998

The resulting projected JPE's are shown in Table ES-13, below. Following a sample calculation from filing projection to JPE projection, there were 10,694 Traffic filings projected for Coalinga for the year 2007 (Table ES-11). The average rate of Traffic filings per judicial position was 18,746 (Table ES-12, above). Therefore, to calculate the judicial officers needed to dispose of these filings, 10,694 was divided by 18,746 ( $10,694 \div 18,746 = 0.6$  judicial officers).

Table ES-13  
Projection of Judicial Officers/Courts

Judicial Officers by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	23.6	0.0	0.0	1.3	1.3	1.0	1.9	1.4	2.2	0.5	0.5	34.0
In-Custody Criminal	7.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	7.9
Non-Cust Criminal & Criminal Traffic	18.1	0.0	0.0	1.0	1.0	0.8	1.4	1.1	1.7	0.4	0.4	26.0
Civil & Small Claims <sup>1</sup>	14.8	0.0	0.0	0.1	0.1	0.1	0.3	0.2	0.3	0.1	0.0	16.0
Family Law	4.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.5
Juvenile Delinquency	0.0	4.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1
Juvenile Dependency	0.0	0.0	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7
Traffic (non-criminal)	3.6	0.0	0.0	0.6	0.4	0.1	0.2	0.1	0.4	0.1	0.1	5.6
Total Judicial Officers	46.5	4.1	2.7	2.0	1.8	1.3	2.3	1.8	2.9	0.8	0.7	67.0
<b>Year 2017</b>												
Total Criminal	27.2	0.0	0.0	1.4	1.6	1.4	2.3	1.7	2.9	0.6	0.6	39.8
In-Custody Criminal	9.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.2
Non-Cust Criminal & Criminal Traffic	20.9	0.0	0.0	1.1	1.2	1.1	1.8	1.3	2.2	0.5	0.5	30.5
Civil & Small Claims <sup>1</sup>	17.0	0.0	0.0	0.2	0.1	0.1	0.3	0.2	0.4	0.1	0.1	18.6
Family Law	5.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1
Juvenile Delinquency	0.0	4.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.8
Juvenile Dependency	0.0	0.0	3.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
Traffic (non-criminal)	4.1	0.0	0.0	0.7	0.5	0.2	0.2	0.2	0.5	0.2	0.2	6.6
Total Judicial Officers	53.5	4.8	3.4	2.3	2.1	1.7	2.9	2.1	3.7	0.9	0.9	78.4

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

<sup>2</sup> Judicial Officers include statutory judges plus all referees, commissioners, pro-tems, and retired judges.

Source: Carter Goble Associates, Inc. – Nov. 1998

It is important to note that, while this model attempts to project need within various court areas, the overall **total** number of judges/courts projected is the most crucial. Whether these judges end up with a caseload consisting of primarily small claims cases or civil cases is a decision related to courts planning and management strategy. Regardless of the types or numbers of cases heard, the total estimated future number of judicial officers should remain the same. Some options relating to the mix of how those judges will spend their time in the future is discussed later in this Chapter. At this level of analysis, this projection model simply produces *estimated* judicial Full-Time Equivalents in each of the areas specified by the County, according to available historical data.

The size of each court building is the total amount of space required for the courtrooms, plus the space required to house the court staff and staff from related agencies such as the District Attorney (D.A.), Public Defender (P.D.), Marshal, and Probation. The latter numbers must be calculated based on the anticipated use of the court—in other words, if a courthouse is designated for traffic court, neither the D.A. nor the P.D. will require office space in that courthouse. Court staff, on the other hand, will always be housed within the courthouse.

For planning purposes, the ratio of court-related staff to judicial officers was used to estimate future court staff personnel. Table ES-14 below summarizes the current ratios of Criminal Justice Staff to Judicial Officer Equivalents, and shows the recommended ratios based on a goal of balanced, system-wide efficiency.

Table ES-14  
Recommended Ratios of Court-Related Staff to Judicial Position Equivalents

Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	126		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

Source: Carter Goble Associates, Inc. - Nov. 1998

The resulting staff projections are shown in Table ES-15, below:

Table ES-15  
Projected Staffing for Criminal Justice Court Related Agencies

	Recommended Ratio (# staff per JPE)	2002	2007	2012	2017
<b>Total JPE's</b>		<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services	9	527	572	618	669
Sheriff (Bailiff)	1	82	89	96	104
Probation--Administration	0.6	35	38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>	<b>39.6</b>	<b>42.8</b>	<b>46.4</b>
District Attorney--Prosecutorial	8	278	303	328	355
Public Defender	4	150	163	177	191
Probation--Court Support Adult	5	191	208	225	244
Probation--Field Adult	4	143	156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>	<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation--Court Support Juvenile	7	27	29	32	34
Probation--Field Juvenile	37	141	152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>	<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Dependency)	5	19	21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney--Family Support*	122	376	475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>	<b>2,205</b>	<b>2,414</b>	<b>2,633</b>

\*Staffing estimates based on an interpolation of DA Family Support Estimates for 2005 (435), 2010 (512), and 2020 (648).

Source: Carter Goble Associates, Inc. - Nov. 1998

The space required to house the courtrooms combined with the space needed for court-related staff gives the total space required for each courthouse, based on its designated purpose. Table ES-16 shows the summary allocation of courtrooms by case type (i.e. Division of the Court).

Table ES-16  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Source: Carter Goble Associates, Inc. – Nov. 1996

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were closed in Riverdale, Caruthers, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet **current** demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared, each of which is distinguished by certain features:

- Option A** Focuses on using the Central Court building for Civil, Family Law, Traffic, and other out-of-custody cases. A new Criminal Court is constructed adjacent to the jail, and most outlying court activity is pulled into the Central area, leaving only three outlying traffic courts.
- Option B** Shifts all criminal proceedings to the Central Court Building. A new court building is built with 13 civil and 5 family law courtrooms. Six outlying court locations are maintained as traffic courts.

**Option C** Centralizes criminal proceedings in the Central Court Building, and constructs a new Regional Justice Center in Selma to serve the outlying areas. This Regional Justice Center contains 2 civil courts and 2 family law courts. Nine remote locations are maintained for Family Law and Traffic cases.

Table ES-17 below summarizes these options by site.

Table ES-17  
Development Options for Courts

	Option A	Option B	Option C
<b>Courts</b>			
<i>Central Building</i>	Of 29 existing courtrooms, use 13 existing courts for Civil, 5 for Family Law, 3 for Traffic, and 8 for out-of-custody Criminal proceedings.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal courtrooms.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal and 2 Civil courtrooms.
<i>County Plaza</i>	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.
<i>Bank of America</i>	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.
<i>Juvenile Hall</i>	Construct 5 new courts for Juvenile Delinquency.	Renovate 5 existing courtrooms for in-and out-of-custody Juvenile Delinquency proceedings.	Construct 5 new courts for Juvenile Delinquency.
<i>North Annex (Jail)</i>	Maintain 2 Criminal Arraignment courts in North Annex. Construct new 24-court in-custody criminal court adjacent to Annex.	Maintain 2 Criminal Arraignment courts in North Annex.	Maintain 2 Criminal Arraignment courts in North Annex.
<i>Outlying Regions</i>	Maintain 3 court locations for Traffic courtrooms.	Maintain 6 court locations for Traffic courtrooms.	Construct new Regional Justice Center in Selma for 2 Civil and 2 Family Law courtrooms. Maintain 9 remote courtrooms; 3 Family Law, 6 Traffic.
<i>New Location</i>		Construct 18-court facility. Use 13 courts for civil and 5 for family law.	
<b>Total New Courtrooms</b>	<b>32</b>	<b>29</b>	<b>26</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

The future placement of court-related staff depends in great part on the location of the various court types. Table ES-18 below summarizes the total space needs for court-related agencies, based on the projected courts and court types previously discussed.

Table ES-18  
Projected Space Allocation for Court-Related Functions for 2007

Type of Court	Courts Sq. Ft.	Ct. Serv. Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq.Ft.	Avg.SF/ Court
<b>Space Standard<sup>3</sup></b>	<b>Variable</b>	<b>200</b>	<b>250</b>	<b>250</b>	<b>200</b>	<b>125</b>		
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	237,266	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>TOTALS</b>	<b>474,375</b>	<b>155,250</b>	<b>296,156</b>	<b>53,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,163,234</b>	<b>16,858</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>Shortfall</b>	<b>22,822</b>	<b>155,250</b>	<b>199,182</b>	<b>31,060</b>	<b>110,124</b>	<b>14,016</b>	<b>532,453</b>	

1. The existing square footage number for the Courts includes Court Services.

2. The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

3. The space standards for the functional components includes a 25% building gross factor.

Source: Carter Goble Associates, Inc. – Nov 1998

Table ES-19 summarizes the three Courts Options discussed in Table ES-17 as they relate to the Court-Related Agencies.

Table ES-19  
Development Options for Court-Related Agencies

	Option A	Option B	Option C
<b>Court-Related Agencies</b>			
<i>Probation</i>	Court-related staff housed within new Criminal Courts Building	Administration housed in new location with non-court-related probation staff. All other Probation staff housed in County Plaza Building.	Construct new central Probation offices for administration and field functions on former Juvenile Hall site. Court-related activities at new court facilities.
<i>District Attorney</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Public Defender</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Court Support</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<i>Bailiffs</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<b>Total SF</b>	<b>(included in courts)</b>	<b>340,366</b>	<b>340,366</b>

Source: Carter Goble Associates, Inc. February 1999

## COST OF OPTIONS

The estimated construction costs associated with the three options for each agency are shown in Table ES-20 on next page. These costs are calculated based on the following assumptions:

- In most cases where new facilities are needed (Court-related Agencies, Sheriff Non-court/Non-Jail) new buildings will not be constructed; instead, it is assumed that the County will undertake long-term leases, as they have done in the past. Costs for these agencies' additional space is calculated using a \$50/Square Foot one-time renovation cost.
- Some solutions will include increases in operational costs (Juvenile options with increased alternatives, expanded mission for Sheriff's Non-Court/Non-Jail Staff). In these cases, operational costs are not included in the total estimated costs for construction.
- New court facilities to be constructed will include the square footage required to house the associated court-related staff. This staff includes the District Attorney, Public Defender, Court-Related Probation, Bailiffs, and Court Support. Any associated space needs are included in the cost of the new court. Where additional space is needed for staff supporting an additional court, space costs were calculated using the \$50/Square Foot cost for one-time renovation of long-term leased space.

According to the projected cost estimates, applying Option A to all agencies, the total cost will be \$181 million. For Option B, \$171 million is the total cost for all agencies. Applying Option C to all agencies will cost \$167 million. It is important to note that in most cases, choosing one Option does not imply that the same Option must be chosen for all other Criminal Justice Agencies. For example, it is possible to select



Option C for Sheriff's Non-Court/Non-Jail Staff and Option A for the Courts to achieve the County's goals at an efficient cost.

Table ES-20  
Summary of Costs of Development Options A, B, and C

Jail	Option A	Option B	Option C
North Annex	\$ 23,654,592	\$ -	\$ -
Main Jail	\$ -	\$ -	\$ -
Elkhorn Site	\$ -	\$ 67,132,800	\$ 41,328,000.00
Alternative Programs	\$ -	\$ -	\$ -
<b>Total Estimated Cost</b>	<b>\$ 23,654,592</b>	<b>\$ 67,132,800</b>	<b>\$ 41,328,000</b>
<b>Sheriff Non-Courts/Non-Jail</b>			
Central Location	\$ 2,523,000	\$ -	\$ -
Outlying Locations	\$ -	\$ 2,523,000	\$ -
New Central Location	\$ -	\$ -	\$ 7,535,450
<b>Total Estimated Cost</b>	<b>\$ 2,523,000</b>	<b>\$ 2,523,000</b>	<b>\$ 7,535,450</b>
Expanded Mission	\$ 2,900,000	\$ 2,900,000	\$ 2,900,000
<b>Total Cost With Expanded</b>	<b>\$ 5,423,000</b>	<b>\$ 5,423,000</b>	<b>\$ 10,435,450</b>
<b>Juvenile Detention</b>			
Juvenile Hall	\$ 49,210,000	\$ 32,092,970	\$ 49,210,000
Elkhorn Boot Camp	\$ 29,205,000	\$ 29,205,000	\$ 29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
<b>Total Estimated Cost</b>	<b>\$ 78,415,000</b>	<b>\$ 61,297,970</b>	<b>\$ 78,415,000</b>
Cost with increased Alternatives	\$ 66,073,000	\$ 48,955,970	\$ 66,073,000
<b>Courts</b>			
Central Building	\$ -	\$ 1,800,000	\$ 5,000,000
County Plaza	\$ -	\$ -	\$ -
Bank of America	\$ 10,000	\$ 10,000	\$ 10,000
Juvenile Hall	\$ 10,000,000	\$ 5,000,000	\$ 10,000,000
North Annex (Jail)	\$ -	\$ -	\$ -
Outlying Regions	\$ -	\$ -	\$ 7,840,000
New Criminal Court	\$ 66,720,000	\$ -	\$ -
New Civil Court	\$ -	\$ 35,280,000	\$ 17,460,000
<b>Total Courts Cost</b>	<b>\$ 76,730,000</b>	<b>\$ 42,090,000</b>	<b>\$ 40,310,000</b>
<b>Court-Related Agencies</b>			
Probation: 110,124 SF	\$ -	\$ 5,506,200	\$ 5,506,200
District Atty. 199,182 SF	\$ -	\$ 9,959,100	\$ 9,959,100
Public Defend. 31,060 SF	\$ -	\$ 1,553,000	\$ 1,553,000
Court Support	\$ -	\$ -	\$ -
Bailiffs	\$ -	\$ -	\$ -
<b>Total Related Cost</b>	<b>\$ -</b>	<b>\$ 17,018,300</b>	<b>\$ 17,018,300</b>
<b>TOTAL COST</b>	<b>\$ 181,322,592</b>	<b>\$ 173,043,770</b>	<b>\$ 167,588,450</b>

Source: Carter Goble Associates, Inc. - March 1999

## CONCLUSIONS

The three options for each of the components of the Criminal Justice System were discussed with County officials. Input was gained from the managers of each of the major components of the Criminal Justice System. The combination of operational, administrative, and executive input led to the "blending" of the various options into a preferred action plan for the County over the next 10 years.

In Table ES-21 on the next page, a recommended plan for each component of the Criminal Justice System is outlined to give a basic direction that will result in additional space. Fresno County has a history of leasing, rather than constructing, space for office-type functions. Therefore, in the recommended plan, the continuation of this approach is assumed, although the construction of a new criminal justice center for the courts, law enforcement, and related criminal justice agencies could be a more effective solution.

Table ES-21

COMPONENT	RECOMMENDED ACTIONS by 2007
<b>ADULT DETENTION</b>	
Main Jail	Maintain existing operations with operating capacity of 1,064. Assign one floor (two levels) to house 202 pre-trial females.
North Annex	Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.
South Annex	Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.
Satellite Jail	Re-assign use of the 200-bed facility for sentenced females. Upgrade the condition of the Satellite Jail.
Alternative Programs	Expand the current programs to include the establishment of a Court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.
<b>SHERIFF'S OPERATIONS</b>	
Existing Headquarters	Leave 65,174 SF HQ facility as is.
Existing Leased Space	Expand 35,255 SF leased space by 17,000 SF to accommodate 68 additional staff to re-store programs that were terminated.
New District Centers	Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned space, if possible. A total of 41,000 SF will be required for 164 new staff.
<b>THE COURTS</b>	
Central Courthouse	Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Department to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.
County Plaza Complex	Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.
Bank of America Complex	Maintain 2 existing Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.
New Location	Construct, renovate, or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.
Remote Courts	Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.
Juvenile Delinquency Courts	Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.
<b>COURTS - RELATED AGENCIES</b>	
Court Services	A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.
District Attorney	A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.
Public Defender	A total of 31,060 SF will be required to accommodate the 163 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 28,060 SF will be needed in the Central Area.
Probation Services	A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.
Bailiff	Space for the bailiffs should be included in the space provided in each court facility.
<b>JUVENILE DETENTION</b>	
Juvenile Hall	Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.
Elkhorn Site	Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.
Alternative Programs	Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.

Source: Carter Goble Associates, Inc. - March 1999

Even with an expansion of leased space to meet 10-year needs, especially for court-related agencies, new construction will be necessary to meet the adult and juvenile detention requirements; the decentralization of the Sheriff's operation; and possible the expansion of the Civil Court. On the Civil Court need, with a conversion of the Central Courthouse to all criminal proceedings over the next 10 years, additional space will be necessary for the Civil and some Family Law functions. During the course of this study, the Federal Court began to discuss plans for a new facility to replace the existing Federal Courthouse in the Downtown area. While this facility is more ornate and has larger courtrooms than would be necessary for the County, the structure has 200,000 square feet that almost exactly meets the area requirements for the County for an expanded Civil Court function.

The expansion of the Central Law Enforcement Administration by 17,000 square feet can be accomplished by leasing space as occurs at the present time. A more efficient alternative would be a consolidation of all the Sheriff's central operational needs in a single Public Safety Complex of approximately 150,000 square feet, expandable to 200,000 by 2017.

Even though the County has responded to system needs during the past 10 years by using Federal and State grants for additional staff, courtrooms, and space, no major new criminal justice facility has been constructed since the North Annex to the Jail. In the meantime, the detention needs for juveniles and adults have continued to rise. Similarly, while new judgeships have not been created by the State, the

recent elections and the pent-up need for judicial positions throughout the State will probably mean additional judicial positions for Fresno County within the next five years.

During the course of this study, the County Board of Supervisors approved the pursuit of external funding for both adult and juvenile detention. For the adult component, the completion of the North Annex should meet, with the continued emphasis upon alternative programs, the incarceration needs through 2007. For the juvenile component, although the additional 320 bedspaces will reduce the impact of the severely crowded conditions, the projected growth indicates that an additional 400 bedspaces will be required to meet the 2007 need.

A 20-step action plan to bring the criminal justice facilities in the County up to the 10 year projected need. While the total plan is \$153.5 million in inflated dollars, approximately 42% of this amount has already been approved, although not funded, by the County. Of the remaining \$88.3 million, \$41.8 million represents the estimated cost of a new Civil Courts Complex in the Downtown. As has been previously mentioned, the potential availability of the Federal Courthouse could not only meet the spatial requirements of the Fresno County Civil Court, but could also cost considerably less than the estimated new construction cost of \$41.8 million.

The remaining \$46.5 million (\$88.3 – 41.8 million) that has not been discussed by the Board will provide the 400 additional juvenile beds and space for staff growth in the District Attorney, Public Defender, Court Services, and Probation departments. This space can be leased if that is the least costly approach for the County. In developing a cost for spatial expansion in these departments, a base cost of \$50 per square foot for “tenant improvements” in a leased space was used. This base cost was inflated through 2005 to account for the staging of the expansion. Table ES-22 on the following page, illustrates the inflated cost for each of the 20 steps in the Implementation Plan.

Table ES-22  
Proposed Implementation Steps – 1999-2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 1</b> (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$ 33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$ 18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc. Improvements @ Elkhorn	n/a	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Fl. Of Central Court for Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
<b>Total Step 1</b>	<b>1,616 Beds</b> <b>5 Courtrooms</b> <b>484 New Staff</b>	<b>321,500</b>	<b>\$ 72,812,250</b>
<b>STEP 2</b> (Complete by 2004)			
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	n/a	25,000	\$ 875,000
<b>Total Step 2</b>	<b>5 Courtrooms</b> <b>676 New Staff</b>	<b>203,516</b>	<b>\$ 11,307,510</b>
<b>STEP 3</b> (Complete by 2007)			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$ 41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$ 16,800,000
Construct Dormitory Unit @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total Step 3</b>	<b>500 Beds</b> <b>18 Courtrooms</b> <b>82 New Staff</b>	<b>313,500</b>	<b>\$ 69,437,500</b>
<b>TOTALS</b>	<b>2,116 Beds</b> <b>28 Courtrooms</b> <b>1,242 New Staff</b>	<b>838,516</b>	<b>\$ 153,557,260</b>

Source: Carter Goble Associates, Inc. – March 1999

The County has other options for meeting the space needs of these departments. The proximity of both the Sheriff's Headquarters Building and the Hall of Records to the Central Courthouse and the existing Federal Courthouse (if available) would contribute significantly to an efficient courts system. The combined square footage in these two buildings is approximately 150,000. In addition, the entire County Plaza Complex has approximately 200,000 square feet that should be considered for criminal justice use due to the proximity to the Central Courthouse. Between these three County-owned buildings, approximately 350,000 square feet is available in close proximity to the Central Courthouse. In Table ES-23, a total of 329,102 square feet is estimated for departments that require a close relationship with the Criminal Courts. Of this 329,102 square feet, only 118,352 square feet of the District Attorney and Public Defender's offices could remain in their current location. Space allocated to the Court Services and Probation departments will be needed to expand the current Central Courthouse by five (5) more internal criminal courtrooms. The difference between the need (329,102 SF) and assigned space for criminal justice agencies (118,352 SF) is approximately 211,000 SF.

If these three buildings were to be dedicated to courts-related staff, the current non-justice agencies occupying these spaces will have to be re-located. In effect, the County will need to construct or lease approximately 211,000 square feet either in one or various locations to accommodate the departments that require close proximity to the courts. The types of agencies or departments for which space would need to be developed include the Sheriff, Public Works, Engineering, County Administration, Board of Supervisors, among many others.

Table ES-23  
Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>Total</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>

Source: Carter Goble Associates, Inc. March 1999

Note: The 39,800 SF for Probation is the requirements for administration and court support services of adult probation. An additional 70,000 SF will be needed to meet the total space requirement of the Adult and Juvenile Probation services.

The growth projected for the departments identified in the previous table is directly linked to the estimated number of additional judicial officers that will be required to meet the caseload of the Fresno Judicial System. Creation of most of the needed judicial positions is exclusively the responsibility of the California Legislature and is largely a political process. There is no reliable method to predict the future actions of the Legislature, and, therefore, the County could simply wait and see what will be the response of the State's legislative body to the County's well documented need for additional resources. This response could include staff (judges) as well as financial aid to construct new facilities. At the present time, a study is underway to determine the magnitude of statewide need. Following the completion of this two year effort, more information will be available concerning the State's role in funding assistance for a portion of the more than 400,000 square feet of courts and court-related space.

However, the County cannot wait two more years to formulate a policy to meet the projected need. Eventually, the 21 additional courtrooms will be necessary, and the assumption is that the State will provide funding for any new courtrooms. The greatest County challenge will be to meet the estimated 211,000 square foot space requirement that is generated by the staff to support any new judicial positions funded by the Legislature.

If all non-courts agencies were re-located from the Plaza Complex and the 61,200 square feet for Court Services was located in the Hall of Records, then the Plaza Complex at 220,000 square feet could meet the 2007 space needs of the District Attorney, Public Defender, and court-related Adult Probation. Other locational options should be explored in the near future.

Even though the County has limited history funding capital need with long-term (10 years or more) debt, as an exercise to compare leased options to capitalized debt, using current County experience, Table ES-24 was developed to estimate the financial implications if the 242,350 square feet of space for court-related agencies as either leased or purchased space. Based upon the assumptions that are explained in the footnotes, the table illustrates that over a 20-year debt amortization period, the annual cost difference is approximately \$20,000 in favor of leasing. However, at the end of the 20 years, a lease will have to be continued in contrast to a construct or purchase option where the building will be owned by the County.

Table ES-24  
COMPARISON OF LEASED Vs. OWNED SPACE For COURT RELATED AGENCIES

Agency	SF Req.	T.I. Cost	Lease + T.I.	Const. Cost	Ann. Debt Serv.
Adult Probation	80,400	\$ 1,768,800	\$ 956,760	\$ 11,658,000	\$ 1,005,503
District Attorney	56,000	\$ 1,680,000	\$ 850,080	\$ 8,680,000	\$ 748,650
Public Defender	19,750	\$ 592,500	\$ 299,805	\$ 3,061,250	\$ 264,033
Court Services	61,200	\$ 1,530,000	\$ 737,460	\$ 8,874,000	\$ 765,383
Court Records	25,000	\$ 500,000	\$ 223,000	\$ 3,125,000	\$ 269,531
<b>Totals</b>	<b>242,350</b>	<b>\$ 6,071,300</b>	<b>\$ 3,067,105</b>	<b>\$ 35,398,250</b>	<b>\$ 3,053,099</b>

Source: Carter Goble Associates, Inc. ; March 15, 1999

#### Notes

1. The required square footage is taken from estimates developed in the Master Plan.
2. The Tenant Improvement (T.I.) costs range from \$20 to \$30/SF, one time expenditure.
3. The annual lease cost uses existing Fresno experience (\$.50 to .90/SF per month) inflated @ 1.0%/year for 20 years.
4. For a 20 year comparison, the one time T.I. Cost has been divided equally over 20 years and added to the lease cost.
5. Construction cost includes fees, site development, contingencies ranging from \$125 to \$155/SF.
6. Annual debt service is based upon a constant interest calculation of 7.5% over 20 years.

Many variables could tip the margin towards or against ownership versus leasing and that is not the purpose of the table. The important message is that a comprehensive financial management strategy should be developed not only for the major capital items, such as the expanded detention requirements for adults and juveniles and courtroom needs of the judiciary, but also the office space needs for related justice system agencies. With the completion of the Justice System Plan and the Space Master Plan at the same time, the County is urged to study alternative financing methods for meeting the capital needs for all agencies and departments.

---

# **Chapter 1**



## **System Performance**

---

## SYSTEM ASSESSMENT AND EVALUATION

### Overview

*The Fresno County Criminal Justice System, like others around the country, was designed to enforce the laws of the state. A review of the system in 1998, however, reveals an overflowing system unable to appropriately sanction many undesirable behaviors. This absence of sanctions leads to a higher level of those criminal activities within the County. The crowding in the jail provides a clear example of the problems facing current Fresno County Criminal Justice System.*

The purpose of laws in society can provide lengthy philosophical debate. The function of the Criminal Justice System, however, is less ambiguous. Broadly speaking, the purpose of the courts, policing agencies, prosecutors, and other criminal justice agencies is to enforce the laws governing their jurisdiction, and to provide a venue for determining responsibility. Whether citizens believe an action is wrong in its very nature, or that it is wrong simply because the law says it is wrong, the Criminal Justice System provides a means for assigning responsibility and penalties for such behavior, or for confirming innocence of any wrongdoing.

It is a prevailing premise of criminal justice systems that the sanctions against certain actions provide a deterrent to committing such an act. This implies that criminals who are caught were either ignorant of the penalty for their actions, felt that the benefits outweighed the potential risks, or did not truly believe they would be caught. Criminals, in selecting their activities, are often as conscious of the relevant risks and benefits as the most savvy businessmen.

The counter to this premise is the concept that without appropriate sanctions (deterrents), the risks of committing a crime decrease and the number of people willing to commit the crime increases. The annual University of Michigan "Hash Bash" is a classic example of what happens when sanctions are too low to realistically deter undesirable behavior. At this once-a-year event, students flock to Ann Arbor, Michigan to openly smoke marijuana. Since the penalty for smoking marijuana in public is a \$20 fine (up from \$5 in the mid 1980's!) there is little risk associated with the event. At most, students pay a fine equal to the price of a T-shirt or a couple of pizzas.

It is possible that the crowding in the system and the consequential lightening of sanctions has had the same effect on misdemeanor offenses as the \$20 fine at Hash Bash, lightening sanctions for some offenses to the point where there is no true deterrent. The following discussion will examine crowding in the jail and relevant ramifications on the Criminal Justice System.

The function of a jail within the criminal justice system is two-fold. The jail is used primarily to ensure that certain people appear in court to be tried for their actions. These are people who otherwise may be at risk of not appearing. The jail is also used as a sanction for citizens sentenced to minimal time (less than one year) of incarceration for minor offenses. In the State of California, the mix of pre-adjudication and sentenced inmates in jails is approximately 56% to 44%.

The Fresno County Jail is currently under a Federal Cap limiting the population to 2,171 inmates. In order to maintain the population below the cap, the Sheriff's Department has developed a system of releasing the inmates posing the lowest possible risk. The review committee established for this purpose released 5,362 inmates in 1997 because of crowding and the need to vacate that bed for a "worse" offender. Under this system, many pre-trial inmates who have committed crimes such as prostitution, misdemeanor drug sales/possession, and sometimes burglary, are given a citation and released pending trial. Numerous inmates are not even booked into the jail, but are cited immediately upon arrival at the jail. Last year (1997) 9,478 inmates were cited from the jail because of overcrowding. It is estimated that in 1998, 16,000 inmates will be released from the Fresno County Jail back onto the streets because of insufficient bedspace<sup>1</sup>.

When offenders do not appear on the appointed court date, a warrant is sworn for Failure To Appear. In Fresno County from July through September 1998, 1,790 inmates who were not held in jail pending trial had warrants

<sup>1</sup> Release statistics from D. Papagni, Sheriff's Department. Data January through September 1998: 7730 cities, 4235 OCRD (Overcrowded) Releases.



issued by the Fresno County Superior Court for Failure To Appear.<sup>2</sup> During that same three-month period, the jail released 2,574 inmates on citations and an additional 1,419 because of crowding (total 3,993). These numbers are typical of the releases from the jail during 1998. Together, this data shows that 45% of those released from the jail with pending court appearances failed to appear on the appointed date.<sup>3</sup>

While the Sheriff's Department is clearly managing the crowded jail situation in the best way possible, it is evident that at least 45% of those released from the jail should have ideally been held until their appearance, in order to ensure that they would indeed appear. The inability of the jail to ensure that offenders appear in court impairs the court's ability to hold offenders accountable for their actions. Offenders who were not held in the jail and who Fail To Appear are not likely to be detained in the jail the second time for Failure To Appear. Thus, for having committed an offense, these offenders have not been to jail prior to appearing in court, have not appeared in court, and have not been to jail for failing to appear in court. In short, nothing has happened to deter them from committing the same act in the future.

Looking at the jail's other mission, providing sanctions for offenders sentenced to incarceration for relatively minor offenses, the jail varies from other California jails. In Fresno County, the mixture of pre-trial offenders and sentenced offenders is approximately 78% pre-trial and 22% sentenced. As previously mentioned the state average for California is 56% pre-trial and 44% sentenced. While this mixture is highly variable (in Richland County, SC for example, the mixture is 80% pre-trial and 20% sentenced), a high pre-trial population implies that the sentenced offenders are sanctioned by Probation, Day Reporting, or within a Community Based Correctional System. Many inmates in Fresno County are sentenced to Alternative Sanctions. In 1997, however, 473 inmates were sentenced and released directly from the jail, and an additional 147 had their sentence modified (shortened) at the jail.

The low percentage of sentenced inmates in the Fresno County Jail may be the direct result of the jail crowding. Either those sentenced to time in the jail are released because of insufficient space, or the courts sentence offenders to another penalty knowing that sentencing them to jail will likely result in a release due to overcrowding. In 1997, 237 inmates were released by Superior Court. The level of sentenced inmates within the jail may also be the result of a policy decision, in order to better manage the crowding situation while holding the highest priority (pre-adjudication) inmates. Either way, the result is that penalties often are light within the County. Offenders sentenced to the jail know that they will likely not serve the complete sentence, and many are not sentenced to incarceration at all. The sanctions designed to punish and deter undesirable behavior are lightened within Fresno County until it is questionable whether they still have the desired impact on the criminal element. Furthermore, with these offenders out on the street to re-offend, the system is churned by "repeat customers" who would otherwise have been in custody.

A look at Reported Crime and Arrests validates the decreased sanctions for lesser (property) offenses. In Fresno County there has been a 12% decrease in Misdemeanor arrests since 1990. Simultaneously, Felony arrests have increased by 25%. Tables 1.1 and 1.2 on the next page show the eight-year arrest trends for selected felonies and misdemeanors. Arrests for Assault have increased since 1990, but arrests for all other selected felonies have decreased slightly. At the same time, arrests for misdemeanors such as petty theft and public drunkenness have plummeted by 40% and 61% respectively. The changing arrests within the County could be the result of decreasing crime, or it could reflect a change in the focus of arresting agencies. A comparison of Reported Part One<sup>4</sup> Offenses and related arrest rates will clarify the change.

Table 1-1  
Arrest Trends for Select Felonies

<sup>2</sup> Data aggregated by Fresno County Superior Court Information Systems Department based on computer records of court activity.

<sup>3</sup> The number of inmates released are not, in all cases, the same individuals who Fail To Appear during that same time period; however, if these numbers represent a typical three-month period, 45% is an accurate estimate of the percentage of those released who Fail To Appear.

<sup>4</sup> Part One offenses, as used by the Federal Bureau of Investigation, include both Violent Crimes (murder and non-negligent manslaughter, aggravated assault, robbery, forcible rape) and Property Crimes (burglary, motor vehicle theft, larceny, arson). In California, Property Crimes include only burglary and motor vehicle theft. Larceny and Arson are counted separately. With the exception of some larceny-theft, such as shoplifting, all Part One offenses are felonies.

Table 1-1  
Arrest Trends for Select Felonies

Felony	1990	1991	1992	1993	1994	1995	1996	1997	%Change Total	1990-1997 % Per Year
Assault	2,916	2,498	2,591	2,910	3,945	3,984	3,821	4,116	41%	5.1%
Burglary	1,184	1,096	1,018	1,142	1,130	1,092	969	1,025	-13%	-1.7%
Theft	1,122	867	864	833	962	866	789	878	-22%	-2.7%
Narcotics	1,888	1,513	1,595	1,479	1,884	1,635	1,500	1,319	-30%	-3.8%

Source: State of California Department of Justice

Table 1-2  
Arrest Trends for Select Misdemeanors

Misdemeanor	1990	1991	1992	1993	1994	1995	1996	1997	%Change Total	1990-1997 % Per Year
Drunk	13,719	10,598	9,720	8,739	5,983	6,242	5,503	5,370	-61%	-7.6%
DUI	10,476	9,641	8,772	7,877	6,547	6,251	6,178	6,158	-41%	-5.2%
Petty Theft	3,626	3,421	3,124	2,648	2,335	2,430	2,241	2,160	-40%	-5.1%
Assault & Battery	1,664	1,380	1,445	1,530	1,787	1,914	1,769	2,182	31%	3.9%

Source: State of California Department of Justice

In Table 1-3, Part One Reported Offenses and Arrests are divided into the four categories used by the California Department of Justice—Violent Offenses (murder, non-negligent manslaughter, assault, rape and aggravated assault); Property Offenses (burglary and motor vehicle theft); Larceny-Theft; and Arson. The calculated percentage of arrests to reported crimes appears below the historical data. An overall 8-year trend of this percentage is summarized by the percentage in the column labeled “1990-97.”

As shown in the table, historical data shows that over the past 8 years, Part One Reported Violent Offenses have increased in Fresno County, as have Arson offenses. Reported Property Offenses and Reported Larceny/Thefts have decreased. Fresno County Arrests have experienced the same type of change, with arrests for Violent Offenses and Arson increasing, while arrests decreased for Property Offenses and Larceny-Thefts.

Table 1-3  
Number of Comparisons: Reported Crimes to Arrests

	1990	1991	1992	1993	1994	1995	1996	1997	1990-97
<b>Total Fresno County Reported Offenses</b>									
Reported Violent Offenses	6,799	6,984	7,771	8,130	9,194	8,617	7,837	7,485	686
Reported Property (Burglary, Motor Vehicle Theft)	20,080	26,233	30,397	29,377	28,950	27,441	22,379	19,543	(537)
Reported Larceny-Theft	28,153	28,964	25,323	23,027	27,280	29,176	28,116	27,077	(1,076)
Reported Arson	378	561	734	752	1,033	1,437	1,230	1,222	844
<b>Total Reported Offenses</b>	<b>55,410</b>	<b>62,742</b>	<b>64,225</b>	<b>61,286</b>	<b>66,457</b>	<b>66,671</b>	<b>59,562</b>	<b>55,327</b>	<b>(83)</b>
<b>Total Fresno County Arrests</b>									
Violent Arrests	4,189	3,939	4,046	4,363	5,644	5,473	5,158	5,492	1,303
Property Arrests (Burglary, Motor Vehicle Theft)	3,445	3,925	3,818	3,721	3,732	3,668	2,929	2,700	(745)
Larceny-Theft Arrests	1,467	1,209	1,182	1,192	1,459	1,319	1,139	1,273	(194)
Arson Arrests	93	88	72	87	164	84	95	94	1
<b>Total Arrests</b>	<b>9,194</b>	<b>9,161</b>	<b>9,118</b>	<b>9,363</b>	<b>10,999</b>	<b>10,544</b>	<b>9,321</b>	<b>9,559</b>	<b>365</b>
<b>Percentage of Reported Crimes to Arrested Offenders</b>									
% Arrested of Reported Violent Offenses	61.6%	56.4%	52.1%	53.7%	61.4%	63.5%	65.8%	73.4%	19%
% Arrested of Reported Property Offenses	17.2%	15.0%	12.6%	12.7%	12.9%	13.4%	13.1%	13.8%	-19%
% Arrested of Reported Larceny-Theft Offenses	5.2%	4.2%	4.7%	5.2%	5.3%	4.5%	4.1%	4.7%	-10%
% Arrested of Reported Arson Offenses	24.6%	15.7%	9.8%	11.6%	15.9%	5.8%	7.7%	7.7%	-69%
<b>% Arrested of Total Reported Offenses</b>	<b>16.6%</b>	<b>14.6%</b>	<b>14.2%</b>	<b>15.3%</b>	<b>16.6%</b>	<b>15.8%</b>	<b>15.6%</b>	<b>17.3%</b>	<b>4%</b>

Source: State of California Department of Justice

The Percentage of Reported Crimes to Arrested Offenders, however, seems to show a changing emphasis within Fresno County. Although Reported Violent Offenses and Violent Arrests have both increased over the past 8 years, this table shows that the percentage of Reported Violent Offenses resulting in arrests has increased by 19%, from 61.6% in 1990 to 73.4% in 1997. The number increase in arrests has been 1,303, with an increase in Reported Violent Offenses of 686. These numbers show that police have responded by arresting 1,303 additional violent offenders—more than twice the increase in reports made.

While response to Violent Offenses has improved, the percentage of arrests for all other Reported Offenses has decreased. The percentage of Reported Property Offenses resulting in arrest has decreased by 19%, dropping from 17.2% in 1990 to 13.8% in 1997. The percentage of Reported Larceny-Theft Offenses has decreased 10%, from 5.2% to 4.7%. The respective number decrease in arrests was 745 for Property Offenses and 194 for Larceny-theft. Counter to the zealous response to violent offenses, the response to lesser (property) offenses has diminished.

Percentages represent only part of the picture of crime in Fresno County. Changes in the number of people could account for the changes in crime. Crime Rates, or ratios of certain crimes to 1,000 residents, can account for the changing size of the population of Fresno County. The information presented in Table 1-3 above, was converted to rates of arrests and reported crimes per 1,000 County residents. These rates, shown in Table 1-4 on the following page, show the same increase in violent crimes and the same decreases in misdemeanors, as Table 1-3 above. Using crime rates, it is certain that any change in the Fresno County crime and/or arrests is not entirely due to a change in the size of the County's population.

Table 1-4  
Comparison: Rates of Reported Crimes to Arrest Rates

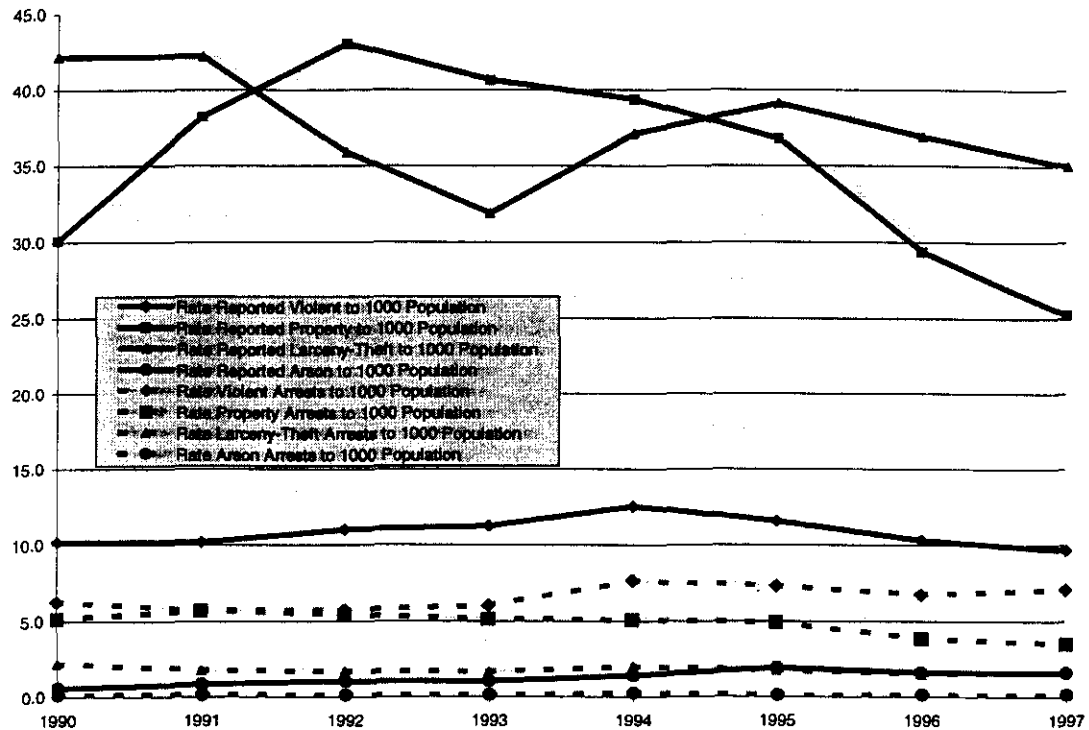
	1990	1991	1992	1993	1994	1995	1996	1997	1990-97
<b>Arrest Rates / Reported Crime Rates</b>									
Rate Violent Arrests to 1000 Population	6.28	5.74	5.73	6.04	7.68	7.33	6.77	7.09	13%
Rate Property Arrests to 1000 Population	5.16	5.72	5.41	5.15	5.08	4.91	3.84	3.49	-32%
Rate Larceny-Theft Arrests to 1000 Population	2.20	1.76	1.67	1.65	1.98	1.77	1.49	1.64	-25%
Rate Arson Arrests to 1000 Population	0.14	0.13	0.10	0.12	0.22	0.11	0.12	0.12	-13%
Rate Reported Violent to 1000 Population	10.2	10.2	11.0	11.3	12.5	11.5	10.3	9.7	-5%
Rate Reported Property to 1000 Population	30.1	38.2	43.0	40.7	39.4	36.8	29.4	25.2	-16%
Rate Reported Larceny-Theft to 1000 Population	42.2	42.2	35.9	31.9	37.1	39.1	36.9	35.0	-17%
Rate Reported Arson to 1000 Population	0.6	0.8	1.0	1.0	1.4	1.9	1.6	1.6	179%
<b>Difference</b>									
Reported Violent minus Arrested Violent	3.91	4.44	5.28	5.21	4.83	4.21	3.52	2.57	-34%
Reported Property Rate minus Arrested Property Rate	24.92	32.52	37.64	35.51	34.30	31.85	25.53	21.76	-13%
Reported Larceny-Theft Rate minus Arrested Larceny-Theft Rate	39.98	40.46	34.19	30.22	35.12	37.32	35.41	33.33	-17%
Reported Arson Rate minus Arrested Arson Rate	0.43	0.69	0.94	0.92	1.18	1.81	1.49	1.46	241%

Source: Carter Goble and Associates, data from State of California Department of Justice

Table 1-4 above reinforces the conclusions of the previous table, but uses rates to population to eliminate the possibility that changes in reported crimes and arrests are due to changes in the County population. This table shows that the Violent Arrest Rate has increased by 13%, while the arrest rates for other offenses has decreased. Simultaneously, the Reported Violent Crime Rate has decreased by 5%, showing that the increase in arrests was not due to an increase in Reported Violent Crimes.

The difference between the Reported Crime Rate and the Arrest Rate for each offense type is shown in the section of the table labeled *Difference*. This section of the table shows that the gap between the Rate of Reported Violent Offenses and the Rate of Violent Arrests has widened over the past eight years (less offenses per person, but more arrests per person). This gap has also widened by 13% for Property and 17% for Larceny-Theft offenses, but to a lesser degree than for Violent Offenses. Chart 1-1 on the next page shows the differences between Reported Offenses and Arrests graphically.

Chart 1-1  
Comparison: Rates of Reported Crimes to Arrest Rates



With pervasive need throughout the Fresno Criminal Justice Agencies similar to the space needs in the Jail, the Criminal Justice System is limited in its ability to plan for the future. Before initiating a space needs plan for the long-term future of the Fresno County Criminal Justice System, it is beneficial to understand the current shortfalls. The following section of the report quantifies the various needs within the County on an agency by agency basis.

#### DESCRIPTION OF CURRENT SYSTEM COMPONENTS

The Fresno Criminal Justice System is like a teenager wearing a young child's clothes. In Fresno, the System is able to manage the current caseload, but only by constantly stretching and modifying how business is done. Each facet of the Fresno system has adapted creatively to the constraints of limited staffing, diverse and often widespread offices, and fragmented technology. Partially as a result of the restricted resources available to Criminal Justice Agencies, a great collaboration has sprung up between agencies. Where most Criminal Justice Systems have slack areas in the system where efficiency can be improved, the Fresno Criminal Justice System has few such areas. In terms of efficiency within the system, limited resources can be a terrific incentive for improvement.

The counter to the increased efficiency, however, is a system that is too constrained to be able to handle growth. Much of the efficiency in the system also comes at the expense of individuals, compelled by high professional standards, who work overtime without compensation, actively seek outside funding, or provide necessary resources on their own. The level of professionalism is high within the Criminal Justice Agencies, and the skill level is exceptional. Working under the current constraints, while efficient, is likely to lead to burnout for most personnel forced to constantly do more with less.

Because the current system is stretched to its limits, it is not recommended that current levels of space and personnel be used to project future needs. Rather, it is the recommendation of this study that steps be taken to

remediate the current staffing and facility issues prior to (and as the first stage of) this 20-year Criminal Justice Master Plan and Space Needs Assessment.

The following section of the report describes the pressing issues facing each component of the Criminal Justice System (Jail [Sheriff], District Attorney, Public Defender, Courts, and Probation). The caseload and facility constraints are explained, as well as ways the technology or interagency coordination could be improved. Finally, each component contains an adapted staffing level, based on the analysis of this Consultant Team as well as Criminal Justice Staff and the 1996 Needs Assessment. These adapted staffing levels provide the basis for current space needs, which in turn provide the bases for future space needs.

## Jail

The initial example of the issues facing the Fresno County Criminal Justice System focused on some of the Sheriff's Department issues related to the jail. In order to quantify those issues and establish where the jail population should be, historical data related to the jail will show trends from the past 8 years.

Table 1-5  
Criminal Justice System Trends

	1990	1991	1992	1993	1994	1995	1996	1997	%Change 1990-1997	
County Population	667,490	686,000	706,100	722,600	735,200	746,600	761,800	774,200	16%	2.0%
<b>Jail System</b>										
Average Daily Pop.	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	-3%	-0.4%
Yearly Admissions	48,621	40,127	38,465	40,776	34,423	35,360	37,218	39,054	-20%	-2.5%
ALOS	16.6	19.1	21.8	19.9	21.4	21.3	20.4	20.1	21%	2.6%
Pre-trial %	N/A	N/A	N/A	N/A	78%	78%	79%	79%	1%	0.3%
% Felonies	N/A	N/A	N/A	N/A	85%	89%	91%	93%	10%	2.5%
Incarceration Rate	3.32	3.07	3.25	3.08	2.75	2.76	2.73	2.78	-16%	-2.0%
State Incarceration Rate	2.38	2.27	2.29	2.16	2.19	2.23	2.24	2.35	-1%	-0.2%

Source: Fresno County

Booking Fee went into effect

Federal Cap placed on jail

Between 1990 and 1997, the population of Fresno County increased by 16%, from 667,490 to 774,200. During that same period of time, the Average Daily Population (ADP) of the Fresno County Jail fluctuated and then dropped to its current level. Starting at 2,216 in 1990, the ADP rose to 2,222 immediately prior to the Federal Cap, which was placed on the jail in 1994. The ADP dropped to a low of 2,022 in 1994, and then rose slightly to the 1997 level of 2,149.

Admissions to the jail decreased from 1990 to 1997 and the County incarceration rate dropped from 3.32% to 2.78%. These factors would seem to indicate a County with decreasing crime if the percentage of offenders in jail for committing felonies hadn't concurrently increased from 85% in 1994 to 93% in 1997 (data prior to 1995 was not available). This is indicative of the effect of the Federal Cap, which has forced jail management to release offenders held for lesser offenses, while keeping those held for felonies. Likewise, the decreased admissions are likely due to the implementation of a booking fee for all non-Fresno County Sheriff policing agencies, coupled with a high rate of arrests simply being cited out of the jail instead of being dressed in. These two factors have reportedly increased the number of street cites for misdemeanor offenses and decreased the tendency for police to bring offenders to the jail.<sup>5</sup>

Using some mathematical modeling, an attempt was made to estimate what the actual 1998 ADP of the Fresno County Jail would be under different circumstances. This estimate required assuming that:

- The ADP is not constrained by the Federal Cap at 2,171.

<sup>5</sup> Statement based on interviews with Fresno City Police, Fresno County Sheriff's Department, Fresno County Computer Services Division, and Fresno County Health Department.

- 100% of inmates released because of the Federal Cap would be held in the jail.<sup>6</sup>
- 100% of those cited out for crowding reasons should be held in jail.
- Officers are not deterred from bringing offenders to the jail, either because of crowding or because of the booking fee.

The results of this estimation of what the jail population would have been for the past eight years can be seen in Table 1-6 below.

Table 1-6  
Revised Historical ADP and Incarceration Rate, Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
Population	667,490	686,000	708,100	722,600	735,200	748,600	761,800	774,200	786,800
ADP	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
OCRD				11	94	127	216	298	276
Cites <sup>2</sup>	546	628	424	530	483	512	453	523	530
Revised ADP <sup>1</sup>	2,762	2,731	2,718	2,763	2,599	2,700	2,747	2,970	3,041
Revised Incarceration Rate - IR (ADP per 1,000 Pop.)	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites--Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 figures are approximate.

Source: Fresno County Data, and Carter Goble & Associates

This revised 1998 ADP for the jail is 3,041. The blend of pre-trial offenders to sentenced offenders inside the jail is 75% versus 25% (2,265 pre-trial inmates and 776 sentenced inmates). To achieve the desired blend of 60% pre-trial offenders and 40% sentenced offenders under supervision, the total number of offenders under supervision will be 3,775 (2,265 pre-trial offenders and 1,510 sentenced inmates). It is recommended that alternative supervision be used to manage approximately 730<sup>7</sup> sentenced inmates outside the jail, and that the remaining 3,041 inmates be housed in the jail or satellite jail (200 capacity).

As shown by this model, the jail should currently have approximately 3,000 beds to meet the *minimal* mission of detaining pre-trial and sentenced offenders, with alternative programs capable of supervising an additional 730 sentenced inmates. This requires an increase of approximately 650 beds within or outside the jail to meet the estimated 1998 requirement. The base of 3,041 beds will be used for all future projections of jail bedspace needs.

#### Sheriff's Department Non-Court/Non-Jail Staff

The constraints on the Sheriff's Department's jail space has already been discussed extensively, but there are additional space needs associated with the Non-Court/Non-Jail related side of the Sheriff's Department's operations. These needs are more difficult to estimate, since they hinge on varying crime rates and a perceived need for policing.

In the city of Fresno at the time of this study, citizens felt unsafe walking alone at night. The consultants on this project received a great deal of advice on surviving the project, which included recommendations that they not go out at night, that they stay in a hotel in an upscale (and thus safer?) neighborhood, that they might consider carrying a gun. The general feeling in California in general is that Fresno County is an area of relatively high crime. It is this feeling of being unsafe that prompts citizens to demand more police on the street.

As has already been discussed with the jail situation, police alone are not the antidote to crime. There must be a fully functioning system of sanctions to ensure that after police do their job, the rest of the system will reinforce any arrest with the proper punishment. As the system reduces the number of criminals on the street, limits the "churning" of the criminal justice system, and deters some would-be offenders, the level of crime will presumably

<sup>6</sup> Because only 45% of those cited from the jail are estimated to Fail To Appear in court (see page 1-2, top of page for estimation methods), an alternate assumption would be that only 45% of those cited should be held in the jail. This study has assumed that all 100% should be held in the jail because of difficulties in predicting precisely which 45% of that 100% cited will Fail To Appear.

<sup>7</sup> The precise number of inmates to be supervised in alternative programs will be discussed in more detail in Chapter 3 of this study, based on several options for managing the future increase in jail population.

decrease to an acceptable level. Thus, the addition of police, along with the cooperation of the rest of the Criminal Justice Agencies, can lead to the perception of a safer County in which to live.

Sheriff's Department divisions have a wide range of responsibilities in addition to policing the streets of a County. This is true in Fresno County, where there are a variety of educational and preventive activities that are managed by the Sheriff's Department. These include:

- Participation in the MAGEC (Multi-Agency Gang Enforcement Consortium) Program
- Federal COPS More, COPS More 96, and COPS Ahead Programs
- 911 Dispatching Program
- DARE (Drug Awareness & Resistance Education) Program
- CRRUSH (Comprehensive Rural Resources Undermining Street Hoodlums) Program
- OCJP (Office of Criminal Justice Planning) Drug Suppression Project
- Domestic Violence Program
- Alcohol and Beverage Control Program
- Tobacco Avoidance Program

Many of these programs are designed to deter youth from becoming involved in crime, or with activities that can lead to a life of crime, such as drug use and gang activities. Some other programs are designed to provide rapid response to violent crimes.

The Sheriff's Department is currently responsible for 28% of the bookings that are brought to the Fresno County Jail. The 441 staff<sup>8</sup> who work for the Sheriff's Department range in responsibilities from Deputy on the street, DARE officers in the schools, investigatorial, and administrative. Table 1-7 below shows the historical breakdown of Sheriff's Department staff over the past five fiscal years.

Table 1-7  
Sheriff's Department (Non-Court/Non-Jail) Staff 1993-1998

Sheriff's Department Non Court/Non Jail Staff	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
<b>Administration</b> (Sheriff, Undersheriff, Assistant Sheriff, Administrative Sec., Sheriff's Captain)	7	7	7	7	7	7
<b>Senior Staff</b> (Sheriff's Lieutenant, Sheriff's Sergeant, Senior Criminologist)	50	50	50	51	53	54
<b>Deputy Sheriff II, III, and IV</b>	211	215	224	228	233	234
<b>Bailiff (Deputy Sheriff I)</b>	43	44	47	50	50	57
<b>Remaining Staff</b> (includes Criminalists, Identification Technicians, Photographic Technicians, Rangemaster, Process Server, Communications Dispatchers, Personnel Technician, Secretaries, Accountants, Clerks, Office Assistants, Property & Evidence, Stock Clerk, Vehicle Service Coordinator, Records Manager)	148	148	148	147	148	151
<b>Grant Funded Staff</b>					47	44

<sup>1</sup> According to Sheriff's Department 1997 Needs Assessment

When the Fresno County Sheriff's Department estimated staffing needs in 1997, they targeted certain crime-related goals (decreasing response time for priority 1 calls, adding helicopter teams, increasing anti-drug activity, among others). Some of these goals were more urgent than others, and were grouped with the "immediate" needs. Other goals were less urgent, and were grouped with the "intermediate" needs. Each group of needs was staffed, and the resulting increase in operational costs was estimated. The total immediate staffing needs are shown in Table 1-8 on the following page. Additional staffing would execute the following functions:

<sup>8</sup> Bailiffs were subtracted from Patrol Staff. These court-related officers are discussed and projected as part of the Courts.

When the Fresno County Sheriff's Department estimated staffing needs in 1997, they targeted certain crime-related goals (decreasing response time for priority 1 calls, adding helicopter teams, increasing anti-drug activity, among others). Some of these goals were more urgent than others, and were grouped with the "immediate" needs. Other goals were less urgent, and were grouped with the "intermediate" needs. Each group of needs was staffed, and the resulting increase in operational costs was estimated. The total immediate staffing needs are shown in Table 1-8 on the following page. Additional staffing would execute the following functions:

- Implement Community Policing County Wide
- Reduce Response Time to five minutes for Priority 1 Emergency Calls for Service
- Reduce response time to 15 minutes for priority 2 urgent calls for service
- Reconstitute Area 4
- Implement Operation Safe Streets County Wide
- Double Gang Unit
- Reconstitute Patrol Tactical Team

All of these goals are valid. If this staff were added, the Sheriff's Department estimated increase in operating expenses is shown below to be approximately \$60 million over a five year implementation phase. Total staff added would be 164.

Table 1-8  
Sheriff's Department Estimated Immediate Needs

TOTAL IMMEDIATE NEEDS Additional Positions						
	County Wide	Area 1	Area 2	Area 3	Area 4	Total
Lieutenant	2	0	0	0	1	3
Sergeant	7	2	4	5	7	25
Deputy	46	9	18	16	23	112
CSO	0	0	0	0	8	8
Office Assistant	7	1	3	3	2	16
<b>Total Positions</b>	<b>62</b>	<b>12</b>	<b>25</b>	<b>24</b>	<b>41</b>	<b>164</b>
Cost						
	Year 1	Year 2	Year 3	Year 4	Year 5	Total
<b>Total Cost</b>	<b>\$ 12,728,060</b>	<b>\$ 10,980,170</b>	<b>\$ 11,364,473</b>	<b>\$ 11,990,191</b>	<b>\$ 12,173,904</b>	<b>\$ 59,236,798</b>

Source: Fresno County Sheriff's Department Needs Assessment, January 1997

Beyond these needs, the Sheriff's Department identified additional "intermediate" needs which would accomplish the following:

- Augment Communications
- Implement Youth Services County Wide
- Augment Crime Prevention Unit
- Implement Traffic Unit County Wide
- Double Helicopter Flight Hours

These goals would cost the County approximately \$22 million in operating expenses, divided over a five-year phasing. 68 total staff would be added, as shown in Table 1-9 below.



Table 1-9  
**Sheriff's Department Estimated Intermediate Needs**

<b>TOTAL INTERMEDIATE NEEDS</b>						
<b>Additional Positions</b>						
	<b>County Wide</b>					<b>Total</b>
Lieutenant	2					2
Sergeant	4					4
Deputy	23					23
CSO	14					14
Office Assistant	6					6
Director of Communications	1					1
Assistant Director	1					1
Supervising Director	3					3
Dispatcher	14					14
<b>Total Positions</b>	<b>68</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>68</b>
<b>Cost</b>						
	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Total</b>
<b>Total Cost</b>	4554758	4157636	4303150	4453756	4609636	\$ 22,078,936

These intermediate needs would enhance the Sheriff's Department's ability to police the County; however, they are not as crucial and would not have the anticipated level of impact as those listed under "immediate" needs.

For the purposes of this study, the current staffing level (minus Bailiffs) of 547 was used to estimate current arrests per officer, and then to project future officer/space needs. The details of these calculations are included in Chapter 3, "Jail."

## Courts

Prior to 1998, the Fresno County Courts have been organized into three groups, each with a manager. The largest and most prominent of these groups is the Fresno Superior Court, located in the Courts Building in downtown Fresno. The second is the Fresno Municipal Court, housed in downtown Fresno with outlying functions in Clovis. The third group is the Central Valley Municipal Courts, which includes all outlying courts not located in Fresno or Clovis (Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg/Riverdale, and Fowler/Caruthers/Parlier). All historical filings and staffing data is recorded using these locations and groupings.

As of August 1998, legislation was passed in Fresno County officially consolidating all courts into one centrally administered Superior Court (previous consolidation had been thorough, yet unofficial). This legislation opens the County to reorganization possibilities to increase the efficiency of court operations, inmate transport, and staffing of both court staff and other Criminal Justice Staff.

The Fresno Court is located in downtown Fresno, although the need for additional courtrooms beyond those in the actual courthouse has led to recent renovation of space in neighboring buildings. These locations house 36.4 judges, 2 commissioners, 5 referees, and approximately 4 pro-tems and retired judges. In addition, 297 court support staff are housed in and around the court building. There are currently four court locations in downtown Fresno which are best identified by function; Family Law (County Plaza Building, 3 courtrooms), Juvenile Dependency (Former Bank of America Building on the Fulton Mall, 4 courtrooms), Juvenile Delinquency (Tenth Street adjacent to Juvenile Hall, 5 courtrooms), and the Central Court Building (all remaining courtrooms). Each of these buildings has structural features and limitations, which will be discussed in Chapter 3, "Description of Current Facilities."

The Central Valley Municipal Courts are staffed by 8 Judicial Position Equivalents (JPE's) and 61 supporting staff. These judicial officers serve in more than one outlying court, filling out their schedules by serving multiple locations, or by spending part of the week in one outlying location and the remainder of the week in Fresno. While in the outlying courts, judges hear all cases filed in those courts, ranging from traffic to criminal jury trials. Because these courts hear criminal as well as civil cases, the District Attorney and Public Defender are required to staff the outlying courts. An established schedule assists with scheduling criminal arraignments and other activity for certain days, so that the DA and PD can staff each outlying court location only when necessary.

The Fresno Courts have experienced an increase in Superior Court filings over the past 9 years that is not surprising, given the increase in County Population. At the same time, there has been a decrease in Municipal Court filings, in both Fresno and in outlying areas. Table 1-10, on the following page, summarizes filings from 1990 to 1997<sup>9</sup> in the Fresno Superior Court, the Fresno Municipal Court, and the Central Valley Municipal Courts.

Table 1-10  
Trial Court Filings 1990-1997

	1990	1991	1992	1993	1994	1995	1996	1997
<b>Filings</b>								
<b>Superior Court</b>								
Probate	1,336	1,280	1,222	1,240	1,226	1,269	1,230	1,119
Family Law	4,081	4,091	4,214	4,235	4,063	4,065	4,128	4,205
General Civil	1,490	1,850	1,914	1,645	1,630	1,701	1,792	1,570
Other Civil Complaints	6,018	6,777	8,908	8,676	9,142	11,249	11,570	10,096
Other Civil Petitions	2,201	2,452	2,796	2,480	2,560	2,967	3,802	3,115
Mental Health	700	526	185	137	160	188	175	145
Felony	4,247	4,271	4,952	4,938	4,781	5,026	4,714	5,885
Criminal Habeas Corpus	156	162	79	150	140	161	215	296
Other Habeas Corpus (Inc. LSP)	8	27	86	155	189	223	220	161
<b>Total</b>	<b>20,237</b>	<b>21,436</b>	<b>24,356</b>	<b>23,656</b>	<b>23,891</b>	<b>26,849</b>	<b>27,846</b>	<b>26,592</b>
<b>Fresno Municipal</b>								
Felony	5,942	6,250	6,440	6,358	8,499	8,256	9,222	8,407
Misdemeanor Group A	9,791	9,796	9,015	9,156	9,099	10,426	8,781	10,210
Misdemeanor Group B	201	96	52	62	183	395	581	999
Total Non-Traffic Misdemeanor Groups A & B	9,992	9,892	9,067	9,218	9,282	10,821	9,362	11,209
Traffic Misdemeanor Group C	6,833	7,280	6,975	5,397	4,236	4,431	4,288	4,500
Traffic Misdemeanor Group D	13,349	14,326	12,090	11,077	13,584	11,441	11,839	15,621
Total Traffic Misdemeanor Groups C & D	20,182	21,606	19,065	16,474	17,820	15,872	16,127	20,121
Non-Traffic Infractions	876	1,159	481	318	667	608	550	613
Traffic Infractions	67,145	68,191	53,874	42,044	42,313	45,795	53,214	51,617
Civil	13,003	13,069	12,275	11,091	11,077	10,820	10,780	10,957
Small Claims	9,596	9,971	9,524	9,064	7,981	8,106	8,725	8,412
<b>Total</b>	<b>126,736</b>	<b>130,138</b>	<b>110,726</b>	<b>94,567</b>	<b>97,639</b>	<b>100,278</b>	<b>107,980</b>	<b>111,336</b>
<b>Central Valley Municipal</b>								
Felony	1,450	1,853	1,596	1,403	1,786	2,022	2,374	2,291
Misdemeanor Group A	3,299	3,015	2,365	2,661	2,932	3,206	3,006	2,888
Misdemeanor Group B	2,578	2,237	1,918	2,025	1,513	1,126	1,367	1,213
Total Non-Traffic Misdemeanor Groups A & B	5,877	5,252	4,283	4,686	4,445	4,332	4,373	4,101
Traffic Misdemeanor Group C	3,824	4,315	3,728	2,967	2,650	2,076	2,410	2,060
Traffic Misdemeanor Group D	7,877	9,219	8,324	7,496	7,586	6,607	6,952	5,915
Total Traffic Misdemeanor Groups C & D	11,701	13,534	12,052	10,463	10,236	8,683	9,362	7,975
Non-Traffic Infractions	117	119	252	453	721	828	762	952
Traffic Infractions	32,285	29,555	33,903	30,172	27,748	29,363	32,007	33,486
Civil	1,020	879	927	926	839	932	1,056	1,045
Small Claims	1,803	1,773	1,447	1,534	1,197	1,142	1,364	1,461
<b>Total</b>	<b>54,253</b>	<b>52,965</b>	<b>54,460</b>	<b>49,637</b>	<b>46,972</b>	<b>47,302</b>	<b>51,298</b>	<b>51,311</b>

Source: Fresno County Courts; data aggregated by Carter Goble Associates, Inc.

It is difficult to assess the change in filings without comparing it to the concurrent change in population in Fresno County. Table 1-11 on the next page summarizes the Superior and Municipal Court Filings, and converts both into a rate per judicial officer, and a rate per population. These rates show that while Superior Court Filings have increased relative to the population, Municipal Court Filings have experienced a dip and subsequent increase in the Fresno Courts. The Central Valley Municipal Courts have also dipped, but have not risen much above the 1996 low of .063 filings per resident.

<sup>9</sup> Although this report was completed in 1999, complete 1998 filing data was not yet available when the initial data was collected in late 1998.

Table 1-11  
**Historical Court Activity – Judicial Officers<sup>10</sup> & Filings Rates**

	1990	1991	1992	1993	1994	1995	1996	1997
<b>County Population</b>	666,950	685,965	706,020	722,510	735,165	746,570	761,745	774,175
<b>Judicial Officers</b>								
Superior Court	20	21	22	22	22	22	22	22
Municipal Court	20	20	20	20	20	20	20	20
Fresno	12	12	12	12	12	12	12	12
Central Valley	8	8	8	8	8	8	8	8
<b>Total Judicial Officers<sup>1</sup></b>	<b>40</b>	<b>41</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>
<b>Filings</b>								
Superior Court	20,237	21,436	24,356	23,656	23,891	26,849	27,846	26,592
Municipal Court	180,989	183,103	165,186	144,204	144,611	147,580	159,278	162,647
Fresno	126,736	130,138	110,726	94,567	97,639	100,278	107,980	111,336
Central Valley	54,253	52,965	54,460	49,637	46,972	47,302	51,298	51,311
<b>Total Filings</b>	<b>201,226</b>	<b>204,539</b>	<b>189,542</b>	<b>167,860</b>	<b>168,502</b>	<b>174,429</b>	<b>187,124</b>	<b>189,239</b>
<b>Filings Rate (Filings:Judicial Officer)</b>								
Superior Court	1,012	1,021	1,107	1,075	1,086	1,220	1,266	1,209
Municipal Court	9,049	9,155	8,259	7,210	7,231	7,379	7,964	8,132
Fresno	10,561	10,845	9,227	7,881	8,137	8,357	8,998	9,278
Central Valley	6,782	6,621	6,808	6,205	5,872	5,913	6,412	6,414
<b>Total Filings Rate</b>	<b>5,031</b>	<b>4,989</b>	<b>4,513</b>	<b>3,997</b>	<b>4,012</b>	<b>4,153</b>	<b>4,455</b>	<b>4,506</b>
<b>Filings Rate (Filings:Population)</b>								
Superior Court	0.030	0.031	0.034	0.033	0.032	0.036	0.037	0.034
Municipal Court	0.271	0.267	0.234	0.200	0.197	0.198	0.209	0.210
Fresno	0.190	0.190	0.157	0.131	0.133	0.134	0.142	0.144
Central Valley	0.081	0.077	0.077	0.069	0.064	0.063	0.067	0.066
<b>Total Filings Rate</b>	<b>0.302</b>	<b>0.298</b>	<b>0.268</b>	<b>0.232</b>	<b>0.229</b>	<b>0.234</b>	<b>0.246</b>	<b>0.244</b>

Source: The Fresno County Courts Annual Report, 1997.

From Table 1-11 above, it can also be seen that the number of statutory judicial officers has not increased since 1992. The rate of filings handled per judge has also remained almost the same since 1990, when the level of 42 judges was reached.

In order to estimate the future number of courtrooms needed in Fresno County, judges were used as a proxy for courtrooms. It is important to note that all Judicial Position Equivalents need a room in which to practice; therefore, the number of Judicial Position Equivalents used as the basis for the projections models was equal to the number of statutory judges plus all referees, commissioners, pro-terms, and retired judges. The total number of Judicial Position Equivalents in Fresno County in 1998 was 55.11<sup>11</sup>. The methods for projecting judicial officers will be explained in detail in Chapter 5, 'Courts'.

The current ratio of court support staff to Judicial Position Equivalents is six staff to one Judicial Position Equivalents. For projections of future court support space, the recommended ratio for estimating future staff will be nine staff per Judicial Position Equivalents (Total Court Support Staff = 470).

Because of the change in courts organization, the previously used divisions between Superior and Municipal Court Filings will not be used for future needs projections. Rather, court activity will be divided into the categories of Criminal (In-Custody and Out-of-Custody), Civil & Small Claims, Family Law, Juvenile Delinquency, Juvenile Dependency, and Traffic. Each filing type will be projected for each existing court location.

<sup>10</sup> Note that "Judicial Officers" in this case refer to statutory judges only. This number does not include referees, commissioners, proterms, and retired judges, which will be used in Chapter 5 to project future courts needs.

<sup>11</sup> Fresno County 1998 Judicial Needs Report

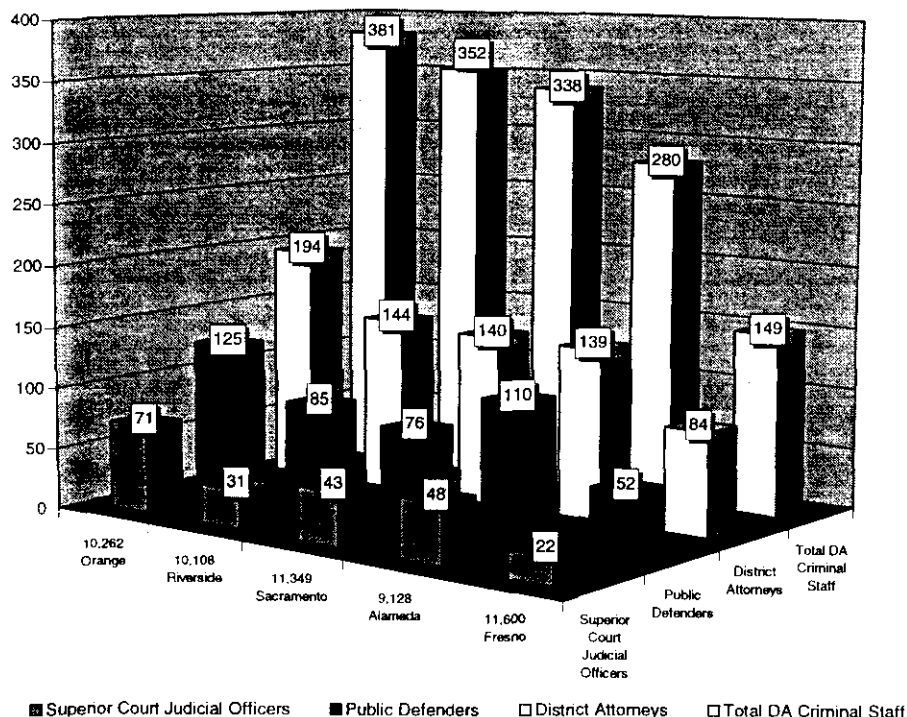
## District Attorney

All District Attorney (DA) staff is centrally located on the 9<sup>th</sup>, 10<sup>th</sup> and part of the 11<sup>th</sup> floors of the County Plaza Building, within easy walking distance of the Central Court Facility. There are approximately 127 prosecutorial staff are housed in this space, making the 24,662 Square Feet quite crowded. There are boxes stored in the hallway and attorneys are “housed” either two or three per office. From these offices, all 12 outlying court locations are served.

The District Attorney's Office is currently staffed with a ratio of approximately 6.47 staff per Criminal/Traffic Judicial Position Equivalents (187 DA Staff / 28.9 JPE's = 6.47). This is considerably lower than the ratio in other California Counties such as San Bernardino, where the District Attorney has approximately 8 staff per Criminal/Traffic Judicial Position Equivalents. A 1996 study conducted by the DA's office compared Fresno County District Attorney workloads with two counties with similar staffing levels<sup>12</sup> (Ventura and Contra Costa Counties). This study revealed that while the staffing was similar, the number of felonies handled by attorneys was far higher in Fresno County (12,919 felonies) than in the other locations (3,053 and 6,290 felonies, respectively).

A staffing comparison was also made with counties that have similar felony caseloads to the 1994 Fresno Felony Caseload used in the 1996 study (11,600 felonies). These counties included Orange (10,262 felonies), Riverside (10,108 felonies), Sacramento (11,349 felonies), and Alameda (9,128 felonies). Each of these counties had higher numbers of District Attorneys than Fresno County, as shown in the chart below.

Chart 1-2  
Comparison of Judicial Systems of Counties with Similar Felony Caseloads



Source: Fresno County District Attorney

<sup>12</sup> Ventura County: 91 Attorneys, 3,053 Felonies, and 90.3 Commitments per 100,000 Population  
 Contra Costa County: 87 Attorneys, 6,290 Felonies, and 95.1 Commitments per 100,000 Population  
 Fresno County: 91 Attorneys, 12,919 Felonies, and 220.4 Commitments per 100,000 Population

Fresno had the greatest number of Felonies per Attorney (141.97). San Bernardino had only 80.2 Felonies per Attorney, and the median fell at 73.4.

In the same Needs Assessment Study, the District Attorney's office estimated a need for an additional 43.5 staff. These staff included 20 Deputy District Attorneys, 1 Senior Deputy District Attorney, 1 Chief Deputy District Attorney, 8 senior Investigators, 4.5 Secretaries, 7 Office Assistants, 1 process Server, and 1 Program Technician. The need was based on lowering the caseload per attorney to the 1995 level of 4 cases per week (the caseload has risen to 6 cases per week) and returning the Early Dispo staffing to 8 attorneys (the number handling the same amount of cases in April 1996). The remaining staff needs were estimated to bolster staff in the Juvenile Unit, for filing all Misdemeanors in outlying courts, and to better staff the Homicide Team, the Gang Unit, the Sexual Assault Team, the Motions Team, and Felony Filings (for Auto Insurance Fraud).

In other court systems, a ratio of eight District Attorney Staff per Criminal/Traffic Judicial Position Equivalents has been found to provide the minimum level of staffing necessary to handle the typical caseload. Applying this ratio to the current number of Criminal/Traffic Judicial Position Equivalents (28.9) gives 231.2 District Attorney Staff that are currently needed to handle the caseload of those judicial officers. This is the same number of required staff estimated in the District Attorney Needs Assessment report (187 plus 43.5 equals 230.5 required staff). The recommended staffing number of 231 is the base number for projections of future District Attorney Space Needs, and the ratio of 8 DA staff per criminal/traffic judicial officers will be used for projecting future DA staff and space needs.

### **Public Defender**

The Public Defender's office is located on the third and fourth floors of the County Plaza Building, across the street from the Courts Building and grounds. The total office space occupied by the Public Defender is 20,178 square feet. Additional office space at the Juvenile Courts Facility totals approximately 2,200 square feet. A total of 92 staff are housed in these two locations (most are located in the County Plaza Facility, with a handful working from the juvenile location).

Until recently, the Public Defender's office operated using a paper file system. In late 1998 a new computer system was installed, and staff have been working to enter historical case information into the system. Although it is early to determine the level of improvement in daily work processing from automation of some activities, the Public Defender Staff can only benefit from more modern office technology.

From May 1995 until July 1997, Fresno County Administration conducted an efficiency study of the Public Defender's office to determine whether greater efficiency and/or cost savings could be achieved through privatization. Findings revealed that the Public Defender's office is far less costly than the private sector alternatives, and that the office is extremely efficient in handling its large workload. At the same time, the Public Defender's office is reaching the outer limits of its current staffing capabilities. With 92 staff, there are 3.2 Public Defender Staff per Criminal/Traffic Judicial Position Equivalents. There are also 2.03 District Attorney Staff per Public Defender Staff.

According to the 1996 Needs Assessment<sup>13</sup> completed by the Public Defender's Office, there is a need for approximately 40 additional staff to handle the current need. Adding staff would involve converting extra help positions to full-time positions (7 staff), adding juvenile staff (5 staff), creating a team to handle Kerman/Coalinga filings (4), and adding staff to the motions team (3). In addition, a Third Strike Team would be created (8 staff) along with an Early Dispo Team (2 staff) and a Sex/Drug Offense Team (11 staff). These staffing additions would bring the total number to 132, and a ratio of 4.6 Public Defender Staff per Criminal/Traffic Judicial Position Equivalents ( $132 / 28.9 = 4.6$ ). This staffing level also gives a ratio of 1.75 District Attorney Staff: 1 Public Defender Staff, a ratio shown in other counties to be equitable.

The base staffing level of 132 will be used for projections of Public Defender Space Needs, and the ratio of 4 PD staff per criminal/traffic judicial officers will be used for projecting future PD staff and space needs.

<sup>13</sup> Although this needs assessment was conducted several years ago, workloads and staffing levels almost the same now (1998) as when the assessment was done. The Public Defender's Office held that this assessment still accurately defines the level of need.

## Probation

The Fresno County Probation Department has the widest responsibility of any Criminal Justice Agency. Probation staff manage the Juvenile Hall / Wakefield (172 staff) and Elkhorn Boot Camp (47 staff) Facilities. They also oversee field services for adults and juveniles. Probation has responsibility for implementing many of the pre- and post-adjudication alternatives in place in Fresno County. The two drug courts, for example, provide a pre-adjudication alternative for adults with drug-related offenses. Each drug court is staffed with five Probation Staff, who monitors drug testing, Drug Court Reviews, and referrals to treatment programs. Details of this and other alternative programs can be found in the section of this Chapter entitled "Description of Alternative Programs," and in the Appendix of this report.

The recent merging of Municipal and Superior Courts in Fresno County has heavily impacted the Probation Department. With more courtrooms to serve, the caseload burden for Probation Officers in court positions has increased. The responsibility that currently places the greatest demand on court-associated Probation Staff is the production of reports. Currently, the two Superior Court Investigations Units prepare all Felony Court Reports (RPO's)<sup>14</sup> required prior to sentencing. The wait for these RPO's is one of the areas noted for delays in the criminal justice process (see FLOW chart on page 1-41). Preparation of these reports places a tremendous burden on the current Probation staff and causes delays in sentencing.

Probation currently has 42 staff dedicated to court support of cases with adult defendants (including preparation of RPO's), and 25 staff for cases with juvenile defendants. With 48 JPE's handling adult cases, the ratio of court-related probation staff to adult JPE's is .88 Probation Staff to 1 JPE. The recommended ratio of court-related probation staff, based on studies of similar ratios in other county court systems, is approximately 4 Probation Staff to 1 JPE. If Probation were staffed at this level, the total Probation Staff supporting Adult court-related functions would be 168. The current ratio of Juvenile Court-Related Probation Staff to Juvenile JPE's (10 to 1) provides an appropriate level of staffing with 25 staff dedicated to Juvenile cases.

Technologically, the Probation Department appears to be two completely separate agencies. The Juvenile Division is in the process of developing a new information system that will be implemented within Juvenile Detention Facilities and Field Supervision. This system will permit tracking of youth through the system, and will automate many daily tasks related to juveniles. There is a possibility of future linkage with the new Courts System, which is in development. The Adult Division of Probation, on the other hand, is still working with paper-based files. The multi-locational arrangement of Adult Probation Staff creates file-sharing issues that are currently resolved by a high level of cooperation in carrying files from one office to the other during the course of the workday. Special trips are often made to provide information to a colleague on short notice. This data storage system could be further complicated by future reorganization of the courts, which might result in greater distances between the various Adult Probation Staff. An important step toward the increased efficiency of the Probation Office is the development of a system comparable to the Juvenile system to handle Adult cases, and to link to appropriate other Criminal Justice Agencies (Courts and Jail).

Probation staff will increase in the future as the related agencies increase to meet growing demand. The 219 staff currently operating detention facilities will grow as those facilities expand. Likewise, the 256 field officers will need to increase in response to any increase in probation's alternative programs, as well as any increase in field supervision. Court-related probation staff will need to grow as additional courts are added. Prior to these additions, however, it is recommended that the current number of court-related staff (67) be increased by 126 adult case-related officers, for a total of 193 court-related probation officers.

Projections of future Probation staff will be made for court-related positions based on the recommended ratios of 4:1 for Adult and 10:1 for Juvenile courts, and using the base number of 193 court-related staff.

<sup>14</sup> As of 1992-93, The Probation Department no longer prepares Misdemeanor Court Reports because of the tremendous increase in demand for Felony RPO's.

additions, however, it is recommended that the current number of court-related staff (67) be increased by 126 adult case-related officers, for a total of 193 court-related probation officers.

Projections of future Probation staff will be made for court-related positions based on the recommended ratios of 4:1 for Adult and 10:1 for Juvenile courts, and using the base number of 193 court-related staff.

### Juvenile Detention

The Department of Probation is responsible for managing several facilities including Juvenile Hall. In order to project future needs for the department historical statistics were collected for Juvenile Hall. Commitment data was also collected for the California Youth Authority (CYA) and for Wakefield. Table 1-12 provides a summary of historical statistics.

Table 1-12  
Summary of Juvenile Statistics

Year	1990	1991	1992	1993	1994	1995	1996	1997	% Change Total	1990-97 Per Year
County Population	667,490	686,000	706,100	722,600	735,200	746,500	761,900	774,200	16.0%	2.3%
Pop. 10 to 17 yoa	79,981	84,269	88,981	93,663	98,243	102,567	106,792	111,579	39.5%	5.6%
% of Total Pop.	12%	12%	13%	13%	13%	14%	14%	14%	20.3%	2.9%
Felony Arrests	3,110	3,756	3,691	3,754	4,154	3,854	3,178	3,120	0.3%	0.0%
Misd. Arrests	6,038	5,813	5,757	6,044	6,936	7,027	7,295	7,412	22.8%	3.3%
Referrals	11,170	12,207	12,904	13,401	14,375	12,741	N/A	11,776	5.4%	0.8%
% of Juvenile Pop.	14%	14%	15%	14%	15%	12%	N/A	11%	-24.4%	-3.5%
JH Admissions	4,965	4,871	4,900	5,307	5,935	6,297	5,741	5,257	5.9%	0.8%
% of Referrals										
Admitted	44%	40%	38%	40%	41%	49%	N/A	45%	0.4%	0.1%
JH ADP	167	154	195	149	154	174	210	223	33.5%	4.8%
Adjusted ADP	237	213	287	238	243	251	314	338	42.6%	6.1%
JH ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5	26.1%	3.7%
Admissions Rate	0.062	0.058	0.055	0.057	0.060	0.061	0.054	0.047	0.057	
Incarceration Rate (per 1000)	2.96	2.52	3.23	2.54	2.47	2.44	2.94	3.03	2.77	39.5%
CYA Commitments*	N/A	N/A	N/A	159	193	207	219	168	5.7%	1.4%
Wakefield Commitments *	N/A	N/A	N/A	357	209	213	204	201	-43.7%	-10.9%

\* Denotes Fiscal Year

Source: Fresno County Department of Probation; and Carter Goble Associates, Inc.

As Table 1-12 shows the County's juvenile population has been increasing steadily as a percentage of the County's total population. Between 1990 and 1997 the percentage of population age 10 to 17 (considered juveniles) increased from 12 to 14 percent of the County's total population.

Arrests for juveniles have increased over 15 percent between 1990 and 1997. However, as Table 1-12 shows the largest percentage of arrests have been for misdemeanor crimes (showing a 22.8% increase). Felony arrests have remained constant over the past eight years. Referrals by either a law enforcement or a non-law enforcement agency have increase about 5.4 percent between 1990 and 1997. These referrals have historically accounted for about 14 percent of the juvenile population. Only a percentage of all juveniles referred to probation are admitted into Juvenile Hall. As Table 1-12 shows about 42 percent of all referrals have historically been admitted to Juvenile Hall.

The Average Daily Population (ADP) for Juvenile Hall has increased almost 34 percent over the past eight years (or about 4.8 percent per year). However, according to Probation staff, the ADP for Juvenile Hall is unrealistic. The Department of Probation has arrived to a similar situation as the Sheriff's Department. The problem being that because of the lack of space at the Juvenile Hall facility some of the referrals are being turned away. This has caused a percentage of juveniles, which according to Probation staff should be admitted

to Juvenile Hall, to be referred to another agency, committed to CYA, released, etc. According to Probation staff the referrals needing to be admitted can be estimated at about 45 percent of youth releases from the following categories: Insufficient Evidence; Interest of Justice; Reprimand and Release; Refer to Another Agency; Unable to Locate; Refer to Probation Officer; and Court Review.

These additional referrals translated into additional ADP. Table 1-13 provides a summary as to how the Juvenile Hall ADP was adjusted to reflect these referrals.

Table 1-13  
Adjusted Juvenile Hall Average Daily Population

Year	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4610	4128	5141	7029	7581	6163	6301	6000
45%	2075	1858	2313	3163	3411	2773	2835	2700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in ADP	70	59	92	89	89	77	104	115
Adjusted ADP	237	213	287	238	243	251	314	338

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer, and Court Review.

Source: Fresno County Probation Department; and Carter Goble Associates, Inc.

## TRACKING THE OFFENDER THROUGH THE SYSTEM

### Overview

This third section is intended to give a basic overview of the justice process in Fresno County. The purpose is to provide a context for understanding the findings and recommendations with respect to the justice process in Fresno County and the agencies responsible for carrying out the process.

Although the justice system is referred to as a singular system, the justice process actually requires the coordination of several systems and processes which in fact have a great deal of autonomy and somewhat independent responsibility. However, in order for justice to flow and operate effectively and efficiently it is critical that each member or subsystem sees himself or herself as a part of a comprehensive process within which cooperation and coordination are essential. Some of these agencies were described in the previous section of this chapter.

The following two subsections will briefly describe how a juvenile and an adult offender may move through the Fresno County Criminal Justice System. A flow chart diagram will accompany each of the process descriptions for the juvenile and adult offenders. Both charts reflect the criminal justice process, with boxes that represent processes in the justice system. The processes are written within each box, and the boxes are color coded by the organizations responsible for initiating them.

### Juvenile - Delinquency Process

The County of Fresno has a very active role in the community when it comes to juvenile offender prevention programs. Early detection of at-risk youth can arise from referrals by either law or non-law enforcement officials. These referrals places juveniles into programs such as the K-6 Program, Multi Disciplinary Assessment Team (MDAT), Graffiti Abatement Program (GAP), or Youth Accountability Board (GAB). A detailed description of all Prevention/Alternatives to Incarceration/Early Intervention Programs operated in Fresno County is included later in this Chapter – Description of Alternative Programs.

When a juvenile crime is committed it may be responded to immediately with an arrest or a petition for arrest may be requested before the juvenile court judge. Following arrest, the juvenile is either cited in the street or is taken to the Juvenile Hall for booking. At the time the juvenile is booked into the facility, an incident report is



filled out by law enforcement (unless a petition has already been signed by the juvenile judge), and the juvenile is detained until a detention hearing can be held. At the Intake Unit stage, the juvenile may be released if the charges are dropped. The juvenile could be placed on informal probation for up to six months, or may be referred to a Community Based Program.

A detention hearing occurs once a juvenile has been referred to the D.A. to issue a petition and the juvenile court process is initiated. The detention hearing is held to notify the juvenile of the charges of the arrest against him, set bond if appropriate, and establish the terms of release. A trial date is also set at the hearing. The juvenile court has jurisdiction over all juvenile cases. The District Attorney may request and the court may order that some defendants be transferred to the adult court. If this occurs, the process followed from this point is the same as the adult process.

For youth who remain within the juvenile system, the juvenile may be granted early release following the hearing. This early release can include Supervised Home Detention and/or Electronic Monitoring. Restorative Justice is another option where the juvenile is forced to pay restitution to the victims for his/her crime. Failure to comply with this sanction can result in the court sentencing the juvenile back to probation.

The juvenile is assigned a probation counselor at the detention hearing who is responsible for issuing all subpoenas for the trial and maintaining the Courts records on the case. As the case is processed through Juvenile Court the defendant may be found innocent or guilty. In the case the juvenile is found guilty of the charge, three primary dispositions are available to the judge: 1) County or State Correctional Facility Incarceration; 2) Out of Home Placement; and 3) Probation Supervision.

The first option includes the placement in a County facility, Elkhorn Boot Camp or the commitment to the C. K. Wakefield facility. It also includes the option of placing the juvenile in a California Youth Authority (C.Y.A.) Facility. The second option available to the judge includes assignment to Out of Home Pre-Placement Services, Foster Home, Group Home, or Psychiatric Placement. As a third option, juveniles may be sentenced to regular Fresno County Probation to be supervised by juvenile court probation. Several programs including Community Service Work Program (CSWP), Community Schools, Substance Abuse Treatment, and Mental Health Counseling are available as part of supervised probation. Upon termination of their mandated sentence, juveniles are released back into the community. A complete description of pre- and post-adjudication programs is included later in this Chapter under Subsection – Alternatives to Incarceration for Juveniles.

See Figure 1.1, next page.

**FRESNO COUNTY CRIMINAL JUSTICE  
MASTER PLAN AND NEEDS ASSESSMENT**



**Adult**

Figure 1-2 on the following page, provides a concise description of how an adult offender moves through the Fresno County Criminal Justice System beginning with a crime being committed and subsequently involving the police, prosecution, defense, the courts and ultimately the correctional system.

The criminal justice process begins when a crime is reported to or observed by a law enforcement agency in Fresno County. The justice system may respond to the report or observation in several ways. If law enforcement immediately observes that a crime has been committed, then immediate action may be taken. This could mean issuing a citation on the street or making an arrest. Depending on the policies of the District Attorney, law enforcement may decide to divert the case to another appropriate community resource outside the criminal justice process. In those cases when law enforcement is notified of the crime and is not able to take conclusive action, investigation of the reported crime may be conducted by one or more of the law enforcement and/or prosecutory agencies in Fresno County.

A warrant must be issued by a Judge prior to or immediately upon arrest. The arresting officer informs the judge of the possible offense, and the Judge in turn signs a warrant for arrest. Once a warrant for arrest is signed, an offender is "booked" into the jail system at the main jail. The warrant for arrest is processed and the basis for arrest and basic biographical information are recorded in the booking process. During an initial appearance, the District Attorney (DA) may decide that the matter may be best handled outside of the criminal justice system, then some form of pre-charge diversion may be recommended.

The County of Fresno uses several options such as Developmentally Disabled Diversion and Child Abuse Diversion Programs. Adult diversion programs are being used on a limited basis in Fresno County compared to the use of juvenile diversion programs. A decision by the DA's office may also divert qualified offenders, through a "Deferred Entry of Judgement" process, to treatment/counseling or to a Drug Court.

Most persons booked at the jail are not incarcerated for long periods of time. The majority of persons booked are released on one of several types of assurance bonds available in Fresno County. An offender can be released on his own recognizance. Release on own recognizance is release on good faith that the offender will appear in court at the appropriate time. These individuals are also considered "Cites". If a monetary sum is specified as a condition of release, then the offender has three options: 1) the full amount can be paid by the offender as a cash bond; 2) the offender can pay a percentage of the full bond amount as a fee to a bonding company who will in turn post the full bond; or 3) property can be offered to satisfy the bond requirement.

A time for initial appearance is given to offenders upon release from the jail. Arraignment is the formal process in which an offender 1) appears before a judge to hear the charge against him; 2) is informed of his rights to legal counsel; and, 3) receives a date for a preliminary hearing. The right to arraignment can be waived for offenders who prefer to simply set a hearing date. Offenders who cannot make bond will be arraigned in the jail. All offenders who bond out of jail are responsible to appear at arraignment. Failure to appear at arraignment results in forfeiture of the bond. If an offender fails to appear for arraignment then the court issues a warrant for the offender's arrest and the offender is rebooked, re-released, detained without bond or re-arraigned. Offenders who are unable to make bond, remain in the Fresno County Jail.

The adjudication process is the most complex of all justice system processes. Both misdemeanor and felony defendants have a right to a jury trial. They can waive that right and be tried by a judge in a court (bench) trial. In felony cases, a defendant also has the right to a preliminary hearing<sup>15</sup> before a judge to determine if probable cause exists to bind the defendant over for trial. A defendant can also waive that right. Under either scenario, the case will then be set for trial in a trial court.

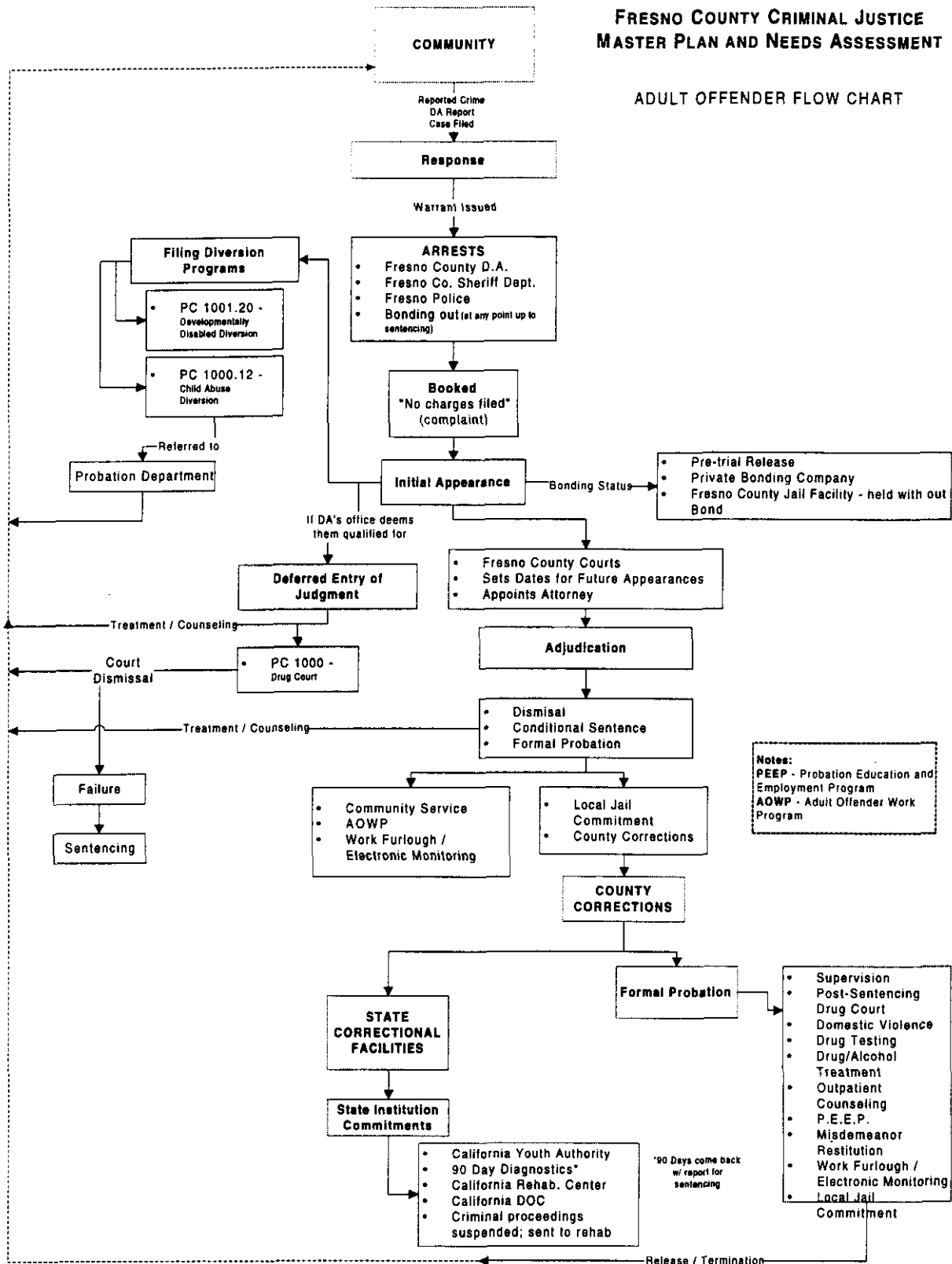
---

<sup>15</sup> A defendant accused of a felony may also be indicted by a grand jury hearing evidence in secret. If an indictment is returned by the grand jury, the case is set for trial. When a grand jury is used, this process replaces the preliminary hearing process.

Figure 1-2

FRESNO COUNTY CRIMINAL JUSTICE  
MASTER PLAN AND NEEDS ASSESSMENT

## ADULT OFFENDER FLOW CHART



During the adjudication process, the defendant may either be acquitted or found guilty and sanctioned. The diagram gives four possible types of sanctions at the disposal of the Court. In the case of Infractions, the defendant may simply have to pay a fine. For more serious offenses the defendant will either receive probation, incarceration, some type of alternative sanction, or a combination of all three. About one third of the cases are disposed, and many misdemeanors who plea guilty are given probation.

Probation is one of the least restrictive types of supervision in the Criminal Justice System. Offenders on probation work and live independently and freely in the community. The offender is, however, obligated not to violate the terms of his probation which may include a curfew; mandatory drug screening or reviews; the payment of fines, court costs and restitution; or, any other condition that the Court sees fit to place on the offender. Incarceration is the most restrictive sanction. Incarcerated offenders are sentenced to serve time in local jail or State prison.

Offenders may also be sentenced with an alternative or intermediate sanction. An intermediate sanction would lie between probation and incarceration with regard to the level of supervision. Offenders under an alternative sanction may live in a supervised facility while working without supervision. They may live independently and report daily to a facility for testing, treatment and supervision. The Alternative Sentencing programs for Community Service, AOWP – Adult Offender Work Program, and Electronic Monitoring are the main alternative sanctions at the disposal of the Court in Fresno County. Work release is another alternative in which defendants or “trustees” are sentenced to sleep at the Sheriff’s Department Satellite jail/dormitory. These offenders leave each day to work at their regular jobs with no supervision.

The Fresno County Courts may also sanction offenders to formal probation. These options may include Post-Sentencing Drug Court; Domestic Violence which has once a week reviews; Probation Education and Employment Program (PEEP); Misdemeanor Restitution; or Electronic Monitoring.

Offenders sentenced to State Correctional Facilities will follow one the following options:

1. Committed to an institution directed by the California Youth Authority (CYA); proceeding through a ninety day diagnostic after which the offender is to report back to the court for sentencing, or
2. Sent to a California Rehabilitation Center if criminal proceedings are suspended (reporting back to the Fresno County Court), or
3. Enter the California Department of Corrections

To leave the Criminal Justice System the Offender must complete his sentence and comply with all the terms of the Court levied sanction. If an offender does not comply with the terms of his sentence then the Court may levy additional sanctions with increased supervision. The way the Fresno County Criminal Justice Agencies take part in the criminal process will be explored in greater detail in the section of this chapter entitled “Coordination”.

#### **DESCRIPTION OF ALTERNATIVE PROGRAMS**

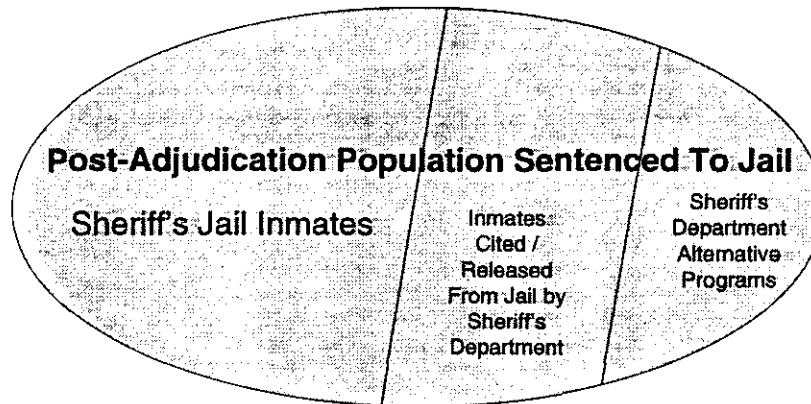
The previous sections of this chapter have described the constraints on the Fresno Criminal Justice System. This section will describe some standard, and some very creative ways that the County has accommodated a shortage of detention beds for both juveniles and adults. These alternative programs are used for pre-adjudication youth when there is no space in Juvenile Hall, for post-adjudication youth in cases when incarceration is not deemed necessary, and for adults (also both pre-trial and sentenced) who would otherwise be held in the jail.

Although all alternatives provide an option outside of incarceration, all alternative programs are not equal. One of the primary distinguishing features of the various programs is the organization under which they operate. In Fresno County, the majority of juvenile post-adjudication alternatives are operated by Probation. Most pre-adjudication alternatives are operated by Probation in conjunction with teams of staff from agencies that may include Mental Health, Social Services, the Public Schools, the Courts, and/or the Sheriff’s Department.

Alternative Programs for adults are more frequently operated by only one agency, which may be Mental Health, the Courts, the Sheriff's Department, Probation, or privately contracted providers.

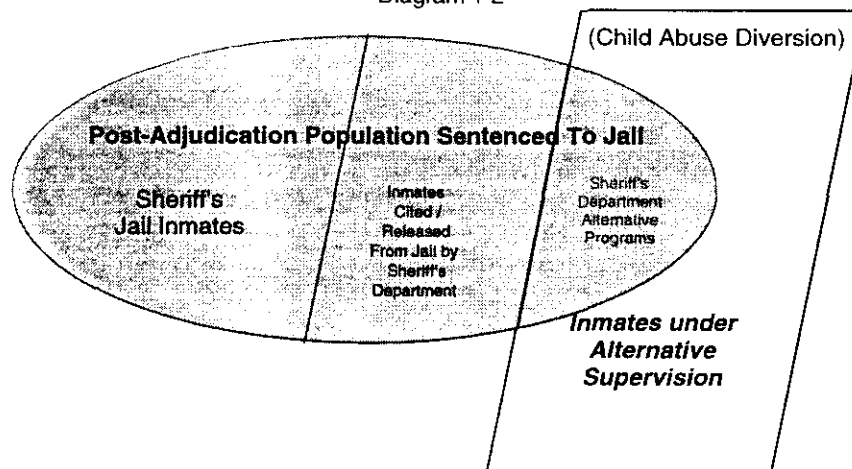
The result of diverse management is a diversification of types of alternatives and a distribution of the associated costs; however, there are conflicting impacts on the Criminal Justice System. With such a panorama of controlling agencies, it is not surprising that the criteria for admission in each alternative are different. If a program is operated by the Sheriff's Department, for example, those admitted to the program will be offenders who otherwise would be in jail. The Sheriff's Department will choose to place certain offenders in an appropriate alternative in order to free a bed for a worse offender (see Diagram 1-1 below).

Diagram 1-1



If the Court mandates a program, however, which is operated through Probation (such as the Child Abuse Diversion), the offenders would not likely ever have been sent to jail. This alternative is not truly an "alternative to incarceration," but rather a widening of the net to offer sanctions in a new way to a unique group of offenders (See Diagram 1-2 below).

Diagram 1-2



The same is true of juvenile alternative programs – some provide an alternative to incarceration, while others provide a sanction where none previously existed, widening the sanctions "net".

The following section describes key alternative programs for juveniles and adults. Each set of alternatives is categorized as pre- or post-adjudication, and each alternative states clearly who mandates participation and which organization(s) operate the program.

### Juvenile Alternative Programs

#### Pre-Adjudication

The prevailing philosophy in Fresno County is that incarceration of juveniles can be utilized as a shock sanction, and that detaining youth for even minor offenses can lead to decreases in juvenile, and later in adult, crime. As a result of this approach to juvenile justice, leaders of Fresno County's Justice System believe that too many juveniles are released on alternatives that should otherwise be held in Juvenile Hall. At the same time, there are too few beds to detain all youth who have been charged or convicted with an offense and who pose a danger to others.

The resulting conflict between the desire to sanction and the shortage of beds has led to a widespread use of juvenile alternative sanctions. These include non-custody programs for youth who are "at risk" of committing offenses, and more programs for those who have been charged with offenses. These alternative programs, which have been implemented with varying levels of success throughout the county, provide a less costly (in terms of community welfare) solution than simply releasing the youth back onto the street. The following is a description of current pre-adjudication juvenile programs.

The objectives of these programs are as follows:

- To provide public safety
- To reduce the likelihood of additional or any criminal offenses
- To control costs
- To keep youth from occupying beds when they are:
  - ♦ Unlikely to pose a risk or danger to others
  - ♦ Likely to appear in court for proceedings

#### **Multi-Disciplinary Assessment Team (MDAT)**

<i>Who Operates</i>	Representatives from: Probation, Fresno Police, Youth Services, Social Services, School District
<i>Target Population</i>	Elementary school age students who experience attendance or behavioral problems
<i>Statistics</i>	30-40 youth on a yearly basis Cost breakdown amounts – minimal cost per day
<i>Who Refers</i>	School Principals

The MDAT team consists of representatives from Probation, Fresno Police Department, Mental Health, Youth Services, Social Services and Unified School Districts. A child is referred to MDAT for assessment by a school principle after behavioral or attendance problems. After the child is assessed, the MDAT comes up with recommendations for treatment and "tracks" the student for progress and review.

**K-6 Program (Kindergarten-6<sup>th</sup> Grade)**

<i>Who Operates</i>	Representatives from: Probation, Mental Health, Social Services, school guidance counselors
<i>Target Population</i>	Elementary school age students who have behavioral, educational, or socio-economic problems
<i>Statistics</i>	7/1/97-6/30/98: Approximately 125 referrals for wrap-around services Cost per youth per day is \$103
<i>Who Refers</i>	Referral through 17 schools K-6 programs

The purpose of this program is prevention by means of identifying children at risk of being removed from school or who have displayed inappropriate behavior and/or actions on the campus. The goal of the K-6 program is to identify and address environmental barriers to scholastic success through proactive intervention developed by a collaboration of Probation, Child Protection Services, and Mental Health agencies. An assigned Deputy Probation Officer helps to develop parental education and involvement, culturally sensitive and appropriate interventions and monitors school progress. Eventually, each youth that is involved has an individual case plan developed by the collaboration of agencies, the school and the parents.

**Graffiti Abatement Program (GAP) (only in inner-city)**

<i>Who Operates</i>	Partnership between the city of Fresno and Probation
<i>Target Population</i>	First-time offenders between 12-17 years of age
<i>Statistics</i>	7/1/97-6/30/98: Minors placed on GAP: 761 Minors completed GAP: 514 Minors removed (incomplete): 229 Cost per youth per day is \$10
<i>Who Refers</i>	Juvenile Probation Intake Unit or by the police department

The GAP is a function in the Community Corrections Unit, funded by the Office of the Mayor and designed to hold juvenile graffiti offenders accountable by imposing immediate sanctions and ridding the City of graffiti and vandalism. The program is a partnership between the City of Fresno, supported by City Council, and the Probation Department.

**Youth Accountability Board (YAB)**

<i>Who Operates</i>	Run by Probation and volunteers
<i>Target Population</i>	First-time offenders between 14-17 years of age
<i>Statistics</i>	7/1/97-6/30/98: Minors accepted: 179 Minors rejected: 147 Minors who declined: 5 Minors not completing program: 29 Minors completing: 78 Cost per youth per day is \$30
<i>Who Refers</i>	Juvenile Probation Intake Unit or by Campus Police/Probation officers

The YAB is made up of dedicated community volunteers who form a hearing panel to dispose of first-time minor violations in school zones through a contractual agreement. The contract may include elements of community



service, restitution, or drug or alcohol classes. Upon successful completion of the contract, the record of the minor's criminal offense is eliminated.

#### Youth Court

<i>Who Operates</i>	Partnership between Juvenile Court, Probation and Roosevelt High School
<i>Target Population</i>	First-time offenders between 14-17 years of age enrolled at Roosevelt High
<i>Statistics</i>	9/97-5/98- Minors sentenced by youth court: 34 Minors re-offended: 3 Minors incomplete: 3 Minors completed: 28 (Currently not operational)
<i>Who Refers</i>	Campus Police or Probation

Youth Court is a voluntary diversion program for students attending Roosevelt High School. Students there form a hearing panel to dispose of first-time misdemeanor violations occurring at Roosevelt High School. If the minor completes the conditions of Youth Court, does not re-offend, and participates as a juror, the minors record pertaining to the matter are sealed. If the minor does not comply with the aforementioned conditions, the minor is referred to Probation for additional sanctions.

#### Pre-Disposition Electronic Monitoring (EM)/ Supervised Home Detention (SHD)

<i>Who Operates</i>	Juvenile Probation
<i>Target Population</i>	Felony law violators between 12-17 years old
<i>Statistics</i>	<p>Dates 7/1/97-6/30/98  Males placed on EM is 875  Females placed on EM is 105  Females released 107  Males released 854  Total Minors in Program as of 6/30/98 – 71 (65 male, 6 female)  Total Operating cost 97-98 - \$352,626  Average Length on program: 6 –7 Weeks  Staff Participant Ratio 1:15</p> <hr/> <p>Dates 7/1/97-6/30/98  Total place on SHD - 1,560  Males placed on SHD - 1,329  Females placed on SHD - 231  Total Removed: 1,401 (1,200 Male , 201 Female)  Minors on SHD 6/30/98 – 68 (57 Male, 11 Female)  Average Length on program is 30 days  Staff Participant Ratio 1.25:100</p>
<i>Who Refers</i>	Juvenile Court

The current 205-bed capacity of Juvenile Hall is not adequate to securely detain all minors arrested by law enforcement and Probation. Pre-Disposition EM and SHD are pre-adjudicated programs that are utilized in lieu of Juvenile Hall Custody. In these programs, violators are monitored 24-hours a day through electronic devices and must abide by a specific contractual agreement outlying the conditions of the violator's release.

Based on the research on "what works" throughout the country, the following programs for pre-adjudicated youth should receive serious consideration for expansion as low-cost alternative sanctions:

1. Multi-Disciplinary Assessment Team (MDAT)
2. Kindergarten-6<sup>th</sup> Grade Program (K-6)
3. Youth Accountability Board (YAB)
4. Electronic Monitoring (EM) (accompanied with counseling and treatment services)

The ramifications of expanding these programs will be discussed further in Chapter 4.

#### Post-Adjudication

Similar to its programs for pre-adjudicated youth, Fresno County currently provides or contracts with an array of non-custody programs for post-adjudicated youth. These include custody and non-custody alternatives. Youth arrive at the post-adjudication programs through the mandate of the Fresno Juvenile Court Judges, who have only a few sentencing options for juveniles. Current options include several residential facilities:

- C.W. Wakefield (Fresno County Probation)
- Elkhorn Boot Camp (Fresno County Probation)
- Group Homes and other non-secure/staff-secure private residential placements (Private Contract)
- California Youth Authority (CYA—State of California)

CYA has recently implemented a drastic reverse sliding scale for charging Counties. Under this billing model, inmates are classified on a scale of one to seven (one being the most violent). One hundred percent (\$2,583) of the monthly cost of maintaining a youth at CYA will be charged to the County for each youth of Class 7 held at CYA. The cost decreases as the security level increases—for youth at Category 6, for example, 75% of the total cost must be paid (\$1,938/month). Youth at Category 5 cost the county 50% (\$1,292) of the State's monthly cost, while youth in Categories 1-4 cost a flat fee of \$150 per month (\$1,800 per year). Under this costing policy, Fresno County anticipates that it will pay approximately \$3 million in fiscal year 1998/99 to house 28 Category 6, 47 Category 5, and 478 Category 1-4 youth at CYA.

Table 1-14  
Sentencing and Billings by CYA Fiscal Year 1996-98

Category Cost	Category 1-4 \$1800/Year		Category 5 \$15,504/Year		Category 6 \$26,628/Year		Category 7 \$35,496/Year		Total	
1996-97	\$ 512,625	499	\$ 54,516	12	\$ 81,396	12	\$ 54,243	6	\$ 702,780	529
1997-98	\$ 933,300	535	\$ 389,400	36	\$ 581,400	36	\$ 387,450	18	\$ 2,292,175	625
Projected 98-99	\$ 809,400	478	\$ 736,542	47	\$ 745,584	28	\$ -	0	\$ 2,292,079	553

Source: Fresno County Probation Department, July 1998

With rising costs of incarcerating youth at CYA, and limited capacity of residential programs in Fresno County, the capacity of other options has been forced to expand. Coupled with these limitations, private placements are becoming more scarce – especially for disturbed and mentally ill adolescents. The timing is critical for Fresno County to evaluate its post-adjudication alternatives for juveniles.

This section provides an inventory of current non-custody programs for post-adjudicated youths. The first section contains traditional custodial sentencing options, and the second section contains alternative programs.

Traditional Sentencing Options

These options include the County-operated custodial facilities used for sentenced juvenile offenders.

**Elkhorn Boot Camp**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Non-violent offenders with at least one prior conviction
<i>Statistics</i>	Total capacity of 125 by 1/1/99, may eventually approach 200 Total Appropriation for the 98/99 fiscal year: \$3,351,959 Received BOS approval of contract with Madera Co. for female boot camp beds
<i>Who Refers</i>	Juvenile Courts and Mental Health

The Elkhorn Boot Camp is a nine-month intense, military-like regimented program for property offenders with emphasis on accountability, personal development, education, counseling and community service. Three to six months of the program are in-residence while the remainder of their time is spent on the Aftercare program once the minor is returned home.

**C.K Wakefield Program**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Male offenders between the ages of 14-17 years old
<i>Statistics</i>	7/1/97-6/30/98: Total commitments: 177 Successful completions: 139 Unsuccessful departures: 26 Average daily population: 51 Total appropriation for the 98/99 fiscal year: \$9,344,547
<i>Who Refers</i>	Juvenile Courts

Wakefield is the County's long-term 55-bed commitment facility. The program length is a full year with a minimum of 120 of that term in-residence. The aftercare component usually includes Electronic Monitoring.

Alternative Sentencing Options

The programs included in this section are alternatives to traditional residential sentences for adjudicated youth.

**Female Commitment Program**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Females between the ages of 13-18 in need of special treatment
<i>Statistics</i>	7/1/97-6/30/98: Female program commitments: 34 Cost per youth per day is \$20
<i>Who Refers</i>	Representatives from Courts

In this program, up to 30 females receive education, counseling and training in various topics during a 63-day period. The program is held at Juvenile Hall with an average population of 5-10 girls.

**Pre-Adolescent Program**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Males between the ages of 8-14 in need of special treatment
<i>Statistics</i>	7/1/97-6/30/98: Pre-Adolescent commitments: 53 Cost per youth per day is \$20
<i>Who Refers</i>	Representatives from Courts

In the Pre-Adolescent Program, up to 30 males receive education and training in various topics during a 63-day period. The program is held at Juvenile Hall with an average population of 10-15 boys.

**Probation Supervision**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Felony and misdemeanor law violators between 12-17
<i>Statistics</i>	7/1/97-6/30/98: Formal Probation: 2,286 Placement Services: 386 Informal Probation: 321 Total Supervision: 2,987
<i>Who Refers</i>	Juvenile Court

Juvenile Supervision is provided for minors and wards to ensure accountability and compliance with Juvenile Court orders or Informal Probation Sanctions. The primary goal of supervision is the protection of the community through intervention directed modification.

**Post-Disposition Electronic Monitoring (EM)**

<i>Who Operates</i>	Juvenile Probation
<i>Target Population</i>	Felony law violators between 12-17 years old
<i>Statistics</i>	7/1/97-6/30/98: Males placed on EM: 559 Females placed on EM: 105 Male successful completions: 411 Female successful completions: 31 Male unsuccessful removals: 158 Female unsuccessful removals: 19 Total on Post-Disposition EM as of 6/30/98: 146 Self supporting program due to EM device fees
<i>Who Refers</i>	Juvenile Court

Post-Disposition Electronic Monitoring is a court-ordered house arrest program for wards of Juvenile Court as an alternative to incarceration at Juvenile Hall. Minors on this program are closely monitored by Probation Officers and are confined to their residence except for excused times by the Court or Probation Officer.

**Restorative Justice**

<i>Who Operates</i>	Restorative Justice Program (Probation)
<i>Target Population</i>	Felony law violators between 12-17 years old
<i>Statistics</i>	7/1/97-6/30/98: Cases referred: 44
<i>Who Refers</i>	District Attorney and Public Offender

This program requires the offenders to focus on the harm caused by crime and take responsibility for it and the effects of the crime on the victims. It also seeks redress for victims, recompense by offenders, and reintegration of both within the community.

**Out of Home Placements**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Law violators ages 12-17 years old
<i>Statistics</i>	As of 6/30/97: Pending placement:48 Pre-placement/furlough:57 Residing in foster homes: 24 Residing in group homes: 195 Pending court: 14 AWOL/Bench warrant issued:81 Total Placement cases: 419 Cost per youth per day is \$5
<i>Who Refers</i>	Juvenile Court

The Juvenile Placement Unit places minors removed from the custody of their parents by Juvenile Court order in group homes, foster homes, or other appropriate out-of-home placements based on individual needs. All wards are supervised by Probation Officers.

**Community Service Work Program (CSWP)**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Minors either on Probation or referred to Probation by law enforcement
<i>Statistics</i>	7/1/97-6/30/98: Minors placed on CSWP: 3,939 Minors completed CSWP: 1,459 Minors removed (incomplete): 2,333 Cost per youth per day is \$12
<i>Who Refers</i>	Representatives from Probation

The CSWP is a custody alternative for minors on Probation. Probation employees supervise minors at non-profit work sites. Tasks performed by minors' range from one-time clean up to ongoing site maintenance.

**Victim Offender Reconciliation Program (VORP)**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Juvenile Offenders
<i>Statistics</i>	7/1/97-6/30/98:472 cases were referred from Probation Of these, 321 were considered appropriate and 151 were deemed inappropriate. This program is run on a \$25,000 a year grant.
<i>Who Refers</i>	Representatives from Courts

In the VORP, victims and offenders meet each other (with a trained mediator) to work out issues of restitution and recovery of property. Offenders are also encouraged to apologize for their crimes in the process.

Based on research into the effectiveness of some of these alternatives, together with their success in Fresno County, programs that deserve consideration for expansion include:

- Electronic Monitoring
- Community Service Work Program (CSWP)
- Victim Offender Reconciliation Program (VORP)

More detail about these programs and their potential for alleviating some of the strain on the Juvenile System is contained in Chapter Four of this document.

**Summary of Juvenile Alternatives**

The wide array of alternative options currently available to Fresno County Juveniles may not always present the ideal alternative in every situation; however, given the limitations on both pre-adjudication bedspace and post-adjudication costs at CYA, the alternative programs have expanded the system enough to manage the current population. As Fresno County plans for the future, it will be necessary to evaluate each alternative program to determine its effectiveness. Such programs only save money if they truly provide an alternative—either to a residential placement, or to simply doing nothing at all.

Recommendations on the future of juvenile alternatives are presented in Chapter 4 in conjunction with the plan for expansion of Juvenile Detention.

**Adult Alternative Programs****Adult Pre-Adjudicated Programs**

The crowding situation in the jail and its impact on release standards has already been discussed in an earlier section of this chapter. Not surprisingly, many pre-adjudication alternatives are being implemented to help vacate jail beds. Some are not actual programs, but rather strategies for managing offenders in a way that does not require a jail bed. The following method, citing offenders from the jail or on the street, has already been discussed.

**Citation Releases**

<i>Who Operates</i>	Sheriff's Department and other local law enforcement (police) agencies
<i>Target Population</i>	This means of reducing bed needs was set up for people charged with misdemeanors who do not have warrants or holds. Due to continued crowding, some people with warrants are also cited & released.
<i>Statistics</i>	This program has been in effect since the 1980's. As a result, there are very few pre-trial misdemeanants in the jails. There is no available data on the number of people this impacts or the bed days saved.
<i>Who Refers</i>	The Sheriff's Department and all police departments in Fresno County.

People who are arrested for misdemeanors have their records checked by Sheriff personnel. If there are no warrants or holds for felonies, they are issued citations to appear in court, and are released until that time.

After offenders arrive at the jail, sheriff's department has a variety of methods for keeping the population within the mandated limits. This means restricting who is booked and who is housed. Several mechanisms have a tremendous impact on controlling the jail population in Fresno County. These include jail booking fees, and more traditional Own Recognizance Releases, Bail, and Bond.

#### Jail Booking Fees

<i>Who Operates</i>	Sheriff's Department
<i>Target Population</i>	The impacted population is people arrested by law enforcement officers in Fresno County other than the Sheriff's Department.
<i>Statistics</i>	The booking fee has significantly reduced the number of people apprehended by local police departments who are booked in the County jails. During the fiscal year of '97-'98, there were 37,023 total bookings for the County of Fresno.
<i>Who Refers</i>	Local law enforcement agencies, other than the Sheriff's Department.

When Law Enforcement officers in cities in Fresno County arrest individuals, if they choose to bring in the individuals to the jail, the County assesses the cities a Booking Fee of \$135 per person. It seems that this fee serves as a deterrent to city police forces wanting to keep their costs down. Interviews with the Fresno City Police revealed that arresting/citing decisions are not made based on the booking fee, but that it is commonly known at what point in the offense spectrum offenders are likely to remain in jail. If police feel that an offender has a minimal chance of staying in jail (they suspect he/she will be cited out immediately), they prefer to cite that offender on the street, avoiding the booking fee and the additional time involved in transporting the offender to the jail. As a result,

- Some offenders are simply cited at the scene of the offense
- Those with serious offenses are still brought to jail
- A portion of those brought to the jail are immediately released (cited) from the jail
- The remainder are booked in and remain in the jail

During the '97-'98 fiscal year, there were a total of 37,023 Bookings in the County of Fresno with an average of 3,702 Bookings per month. This activity provided approximately \$5 million in revenue to the County.

#### Own Recognizance Release (OR)

<b>Who Operates</b>	Probation Department
<b>Target Population</b>	This program is geared for people booked in Jail who are considered likely to appear in court without the need for pre-trial incarceration.
<b>Statistics</b>	6/30/96-7/1/97-1437 total population 6/30/97-7/1/98- 1251 total population
<b>Who Refers</b>	Probation Department

An Own Recognizance Release staff interviews people who are booked in the jail, and other data is collected from booking information and from telephone calls. Those who have a history of responsibilities and local commitments and who have been charged with non-violent offenses may be released until their court appearance. In Fresno County, this program is geared for non-violent pre-trial alleged felons.

Bond/Bail

Bond and Bail are other traditional methods of releasing certain offenders pending trial. Bond consists of those who are arrested contracting with a bonding company, and paying the bonding company a fee. Then, if the arrestee does not appear in court, the bonding company pays the County the full amount of the bond. Cash bail, on the other hand, is simply a fee paid by the offender to attain release from the jail.

For specialized cases, there are additional diversion programs designed to relieve congestion not only within the jail, but also within the Courts. These include the Child Abuse Diversion, the Developmentally Disabled Diversion, and the Drug Court Deferred Entry of Judgment. Each of these diversions is designed to give offenders an opportunity to learn and demonstrate improved behavior prior to sentencing. If offenders respond well to the required counseling and/or treatment, charges are often dismissed. If offenders continue with the criminal behavior, the case proceeds as normal through the court process. Because all of these programs capture population that would otherwise be held in jail, they are true alternatives to incarceration, rather than widenings of the sanctions net.

**PC 1000.12 (Child Abuse Diversion)**

<i>Who Operates</i>	Representatives from: Probation, Mental Health
<i>Target Population</i>	Persons suspected of committing crimes of physical child abuse or neglect
<i>Statistics</i>	7/1/97-6/30/98- Number under supervision as of 7/1/97-6/30/98 for both PC 1000.12 & PC 1001.20- 23 Number added during the year-27 Total for both programs for the year-50
<i>Who Refers</i>	Courts and/or Mental Health

Persons suspected of committing physical child abuse or neglect receives counseling, psychological treatment and any other service deemed necessary. Upon successful completion of program, this matter is referred back to the Court for reinstatement and dismissal of the charge.

**PC 1001.20 (Developmentally Disabled Diversion)**

<i>Who Operates</i>	Representatives from: Mental Health
<i>Target Population</i>	Developmentally disabled persons charged with misdemeanors
<i>Statistics</i>	7/1/97-6/30/98- Number under supervision as of 7/1/97-6/30/98 for both PC 1000.12 & PC 1001.20- 23 Number added during the year-27 Total for both programs for the year-50
<i>Who Refers</i>	Referral through Courts and Regional Center for the Developmentally Disabled

Essentially a diversion-related treatment and habilitation program for developmentally disabled persons charged with misdemeanor offenses or offenses reduced to misdemeanors.



**Drug Court Deferred Entry of Judgement**

<i>Who Operates</i>	Representatives from: Probation, Courts
<i>Target Population</i>	Adults charged with drug related offense
<i>Statistics</i>	7/1/97-6/30/98: Number under supervision as of 7/1/97: 1,395 New cases received during the year: 1,110 Removed from supervision that year: 874 Total under supervision as of 6/30/98: 1,631
<i>Who Refers</i>	Court and/or Probation

Defendants who are deemed appropriate candidates of the Drug Court are placed on a minimum of 18 months supervision including drug testing, Drug Court reviews, referral to approved treatment programs, and residential treatment if needed.

As previously mentioned, only the most serious pre-sentenced misdemeanants stay in jail in Fresno County from arrest until trial. As a result of this, many do not take the law seriously, knowing that even if they are arrested, they will be back on the street within hours. At the same time, the three pre-trial diversion programs listed above are excellent ways to divert certain cases from the traditional Jail/Court system, thus permitting both the Jail and the Courts to focus on more pressing cases.

While many of the above pre-trial diversion programs will remain in effect in Fresno County into the future, any increase in jail capacity should be planned to reduce the number of pre-trial citations. Based on initial findings and national research, the following pre-trial alternatives are those that could be successfully initiated or expanded as the offender population increases:

- Booking Fees
- Bond, Bail
- ORR
- Child Abuse Diversion
- Deferred Entry Drug Court
- Treatment Counseling
- Adult Pre-Adjudicated Electronic Monitoring (New Program)

**Current Adult Post-Adjudicated Programs**

Judges in Fresno County have four traditional in-custody options currently in place for sentenced adults. Those options are:

- 90 Days Diagnostics (California Department of Corrections)- The Court may order an offender whom otherwise would be sentenced to State Prison to be temporarily placed in a diagnostic facility operated by the Department of Corrections for up to 90 days for evaluation. Over 90% of those evaluated by this program are sent on to a State Prison.
- California Rehabilitation Center (California Department of Corrections) – This is a State program is for offenders who are found to be addicted or in imminent danger of addiction to the use of narcotics. Offenders in this program cannot be convicted of specified crimes of violence or have specified prior convictions. In addition, the length of term of incarceration must be less than six years.
- State Prisons (California Department of Corrections) – This is the traditional in-custody sentencing option for convicted felons found unsuitable or ineligible for County placement or probation. The sentence length is Court-mandated, and is subject to slight changes if Parole and/or Good Time/ Work Time/ Miscellaneous Time is granted.
- Commitment to Fresno County Jail (Fresno County Sheriff's Department) – Under this option, sentenced offenders are required to serve a period of time in custody, and should be released only upon completion of sentence. This sentencing option is limited by the Federal Cap on the

Fresno County Jail, and by the fact that many inmates will be released under OCRD criteria prior to completing their sentence.

Jails are traditionally used as a sentencing option for lesser offenders. The California Average Mix of pre-trial and sentenced offenders in jails is 56% pre-trial / 44% sentenced. In Fresno County, jail crowding has led to the release or other sentencing of many lesser offenders, leaving only 28% of the jail population sentenced. The following is a description of the many post-adjudication alternatives that are currently being used to manage the sentenced population in Fresno County. The first of these (OCRD Releases) is the result of the Federal Cap placed on the jail in 1994, and is a direct population reduction strategy for those already sentenced to jail time.<sup>16</sup> The second (Home Detention Program) is an alternate method of releasing inmates from the jail, but maintaining constant supervision. The third (Good Time/ Work Time/ Miscellaneous Time) is a way to reduce the sentence of well-behaved offenders.

#### Overcrowding Releases (OCRD Releases)

<i>Who Operates</i>	Sheriff's Department
<i>Target Population</i>	Inmates in every housing unit when the Federally mandated maximum capacity of the jail is exceeded.
<i>Statistics</i>	This program operates continuously, 24 hours per day, 7 days per week. Action starts when any housing unit exceeds 90% of capacity. Similar policies have been in effect since the early 1980's; the current court order went into effect in February 1997.
<i>Who Refers</i>	Sheriff's Department's Population Management staff. The Judiciary does not need to approve of these releases.

The Sheriff employs a Population Management staff which works 24 hours/day, 7 days/week. Per the Federal Court Order, when any housing unit exceeds 90% of approved capacity, options are investigated. This policy and practice ensures that not only are the Jails as a whole not overcrowded, but no housing units are overcrowded. Criteria that has been tested is used to release the least risky inmates. People who have been charged with or convicted of violent offenses are never released.

#### Home Detention Program

<i>Who Operates</i>	Sheriff's Department has a contract with a private company to operate this program. Sentinel currently has this contract.
<i>Target Population</i>	This program serves Minimum Security Sentenced inmates who are released from custody due to overcrowding. They must first complete at least 40% of their sentences in Jail. Participants' charges must be local, and they cannot have warrants or holds. In addition to charges, criteria pertain to institutional behavior and criminal history. Participants must volunteer for the program.
<i>Statistics</i>	Policy was placed in effect in June 1996, and was most recently revised in March 1998. The numbers in this program are relatively limited due to Sheriff's Departments criteria. Participants forfeit unearned Good Time, so their total time served (in and out of custody) is increased. The contract allows up to 250 sentenced inmates to be on the Home Detention program at any given time. Currently, about 50 to 60 people are on the program. This program costs about \$6 or \$6.50 per participant per day.
<i>Who Refers</i>	Sheriff's Department. The courts and other justice departments are not involved in this program.

<sup>16</sup> Occasionally pre-trial inmates are released under OCRD; however, the vast majority of OCRD releases are sentenced offenders.

involved in this program.

Participants are released from Jail to their homes, where they are electronically monitored until the completion of their sentences. Provisions include that the participants must stay at home, with few exceptions. Participants in the Home Detention Program cannot go to work.

#### Good Time/ Work Time/ Miscellaneous Time

<i>Who Operates</i>	Sheriff's Department
<i>Target Population</i>	Sentenced inmates who serve time in Fresno County jails are eligible. Through good behavior, inmates earn reduced jail time ..
<i>Statistics</i>	Policy was placed in effective December 1994, and was most recently revised in June 1997. The Miscellaneous Time program accelerates the release of sentenced inmates up to 5 days.
<i>Who Refers</i>	Sheriff's Department

In this program, for each 6-day commitment period, inmates who have complied with rules and regulations can have 1 day deducted from their periods of confinement. For up to 3 days, the Sheriff may temporarily release from custody inmates to prepare them for their return to the community.

#### Alternative Adult Sentencing Options

Fresno County implements a wide variety of alternative programs to supplement the traditional in-custody sentencing options. The more traditional of these include Adult Supervision (Probation), Community Service, the Adult Offender Work Program (AOWP), and Electronic Monitoring. Each of these programs is designed so that the offender pays his/her "debt to society" through work or a period of supervision. These programs are described below.

#### Adult Supervision

<i>Who Operates</i>	Probation
<i>Target Population</i>	Adult Law Violators
<i>Statistics</i>	<p>Felony Caseload:</p> <p>Total under supervision as of 7/1/97: 7,680</p> <p>Placed on supervision from 7/1/97-6/30/98- 2,680</p> <p>Removed under supervision from 7/1/97-6/30/98- 2,463</p> <p>Total under supervision as of 6/30/98- 7,897</p> <p>Misdemeanor Caseload:</p> <p>Total under supervision as of 7/1/97: 3,388</p> <p>Placed on supervision from 7/1/97-6/30/98- 1,046</p> <p>Removed under supervision from 7/1/97-6/30/98- 1,389</p> <p>Total under supervision as of 6/30/98- 3,045</p>
<i>Who Refers</i>	Courts

Adult Supervision is provided for adults to ensure accountability and compliance with Court orders or Informal Probation Sanctions. The primary goal of supervision is the protection of the community through intervention directed modification. For adults, Supervision is broken down into Felony and Misdemeanant caseloads.

**Community Service**

<i>Who Operates</i>	Volunteer Bureau
<i>Target Population</i>	Adult misdemeanor offenders
<i>Statistics</i>	Misdemeanor offenders perform a wide range of community service activities on a fixed-term basis.
<i>Who Refers</i>	Courts

The Volunteer Bureau runs this program. Offenders engage in Community Service through Court order and Probation referral.

**Adult Offender Work Program (AOWP)**

<i>Who Operates</i>	Probation Department, Adult Division
<i>Target Population</i>	Defendants sentenced to 90 days or less in jail, subject to evaluation for program suitability
<i>Statistics</i>	Offenders referred: 4,956 Offenders accepted: 3,088 Work days performed: 36,306 Work hours performed: 290,448 Program Fees Collected: \$290,000 Average length of stay on this program is 14 days There are between 230-250 people on this program on any given day.
<i>Who Refers</i>	Courts

Defendants who are sentenced to 90 days or less are given work assignments with participating community and governmental agencies in lieu of jail confinement. Non-compliance results in referral to the County Jail, and offenders complete the remainder of sentence in custody.

**Work Furlough/ Electronic Monitoring**

<i>Who Operates</i>	Probation
<i>Target Population</i>	For all levels of Probation from conditional sentences to Felony Probation
<i>Statistics</i>	Number under supervision as of 7/1/97: 166 New cases received during the year: 212 Removed from supervision that year: 210 (108) for violations Total under supervision as of 6/30/98: 60 To be on this program, Probationers pay on a sliding scale between \$190-\$450 a month depending on their income. Average length on this program is 220-365 days.
<i>Who Refers</i>	Municipal and Superior Courts

An alternative to in-custody program, the Work Furlough Program is used in lieu of housing inmates in an institution. Armed officers monitor and supervise Probationers and are responsible for enforcing compliance with court-ordered Probation terms.

**Additional Adult Alternative Programs**

The remainder of the Alternative Programs for post-adjudication adults are designed for certain offenders only. Many of these programs are designed as both sanctions for prior behavior and deterrents of future behavior, by mandating that the offender receive treatment geared toward his/her specific problem(s). They include Post

Conviction Drug Court, Domestic Violence, Drug Testing, Drug/Alcohol Treatment, Outpatient Counseling, and Probation Education and Employment Program (PEEP). Each consists of supervision and treatment, and some require the offender to pay a portion of the cost of the program. These programs are described in detail below.

#### Post Conviction Drug Court

<i>Who Operates</i>	Probation, Courts
<i>Target Population</i>	Adults convicted of felony drug charges
<i>Statistics</i>	225 maximum cases for an average 3 year period. (includes screenings) This is a self-sufficient program due to the cost of paying for either \$7.00 biweekly drug tests or a \$42 two-week drug patch
<i>Who Refers</i>	Court

Post Conviction Drug Court is designed to provide supervision and treatment for 225 participants who are convicted of felony drug charges. Offenders are placed on a minimum of 18 months of supervision, drug testing, treatment and review. All offenders are subjected to the terms and conditions of Probation.

#### Domestic Violence

<i>Who Operates</i>	Probation
<i>Target Population</i>	Defendants found guilty of acts of domestic violence
<i>Statistics</i>	Total under supervision as of 7/1/97: 1,253 New cases received during the year: 741 Cases reinstated: 81 Removed from supervision during the year: 448 Under supervision as of 6/30/98: 2,880
<i>Who Refers</i>	Courts

Defendants placed under 3 - 5 years formal Probation are supervised and evaluated under this program. Probationers are expected to participate in approved Domestic Violence Batterers Programs, pay program fees, attend Domestic Violence Review hearings and pay any Court ordered fines or assessments.

#### Drug Testing

<i>Who Operates</i>	Probation
<i>Target Population</i>	Probationers who are court ordered to drug test
<i>Statistics</i>	All individuals on Probation are involved in one or more of these programs: Drug Testing, Drug/Alcohol Treatment, and Outpatient Counseling
<i>Who Refers</i>	Court

Probationers are placed on a drug-testing schedule. Probationers whose test results consistently indicate negative drug usage are removed from the schedule. Probationers who test positive for drugs are returned to Court for violation of Probation hearings which sometimes result in custody. The money that Probationers pay to take the drug tests, in turn pays for the test contract.

#### Drug/Alcohol Treatment

<i>Who Operates</i>	Probation, Substance Abuse Department
<i>Target Population</i>	Probationers who are court ordered to undergo drug/alcohol treatment
<i>Statistics</i>	All individuals on Probation are involved in one or more of programs: Drug

	Testing, Drug/Alcohol Treatment, and Outpatient Counseling
<i>Who Refers</i>	Courts

After assessment by the Substance Abuse Assessor, Probationers are referred to appropriate treatment programs, inpatient, outpatient, or both.

#### **Outpatient Counseling**

<i>Who Operates</i>	Probation, Counseling
<i>Target Population</i>	Probationers court ordered to attend and complete appropriate counseling programs
<i>Statistics</i>	Many Probationers are required to receive Outpatient Counseling
<i>Who Refers</i>	Court

Probationers attend counseling programs. Attendance is monitored, and upon successful completion the Probation department is notified. Failure results in violation of Probation conditions.

#### **Probation Education and Employment Program (PEEP)**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Adult offenders needing assistance in seeking employment
<i>Statistics</i>	7/1/97-6/30/98: Enrollments- 88 Placements:- 46
<i>Who Refers-</i>	Court

In this voluntary program, PEEP staff provides training and assist Probationers with job placement. Failure to complete program does not usually result in violation of Probation hearing.

#### **Summary of Adult Alternatives**

The alternative programs currently in place for both pre- and post-adjudicated adults in Fresno County provide a wide variety of sanctions, as well as some treatment options for certain offenders. It is largely due to these programs that the jail has continued to remain within the Federally mandated population limits over the past five years. As the County plans for the future of the Criminal Justice System, these alternative programs give options for ways the various agencies within the System can collaborate to ensure that justice is served, and that offenders receive the treatment they need. Some of the programs that will be considered for expansion in Chapter 3 include the following:

- Adult Offender Work Program
- Work Furlough/Electronic Monitoring
- Intensive Probation coupled with Counseling
- Probation Education and Employment Program (PEEP)
- Home Detention Program coupled with Counseling
- Domestic Violence

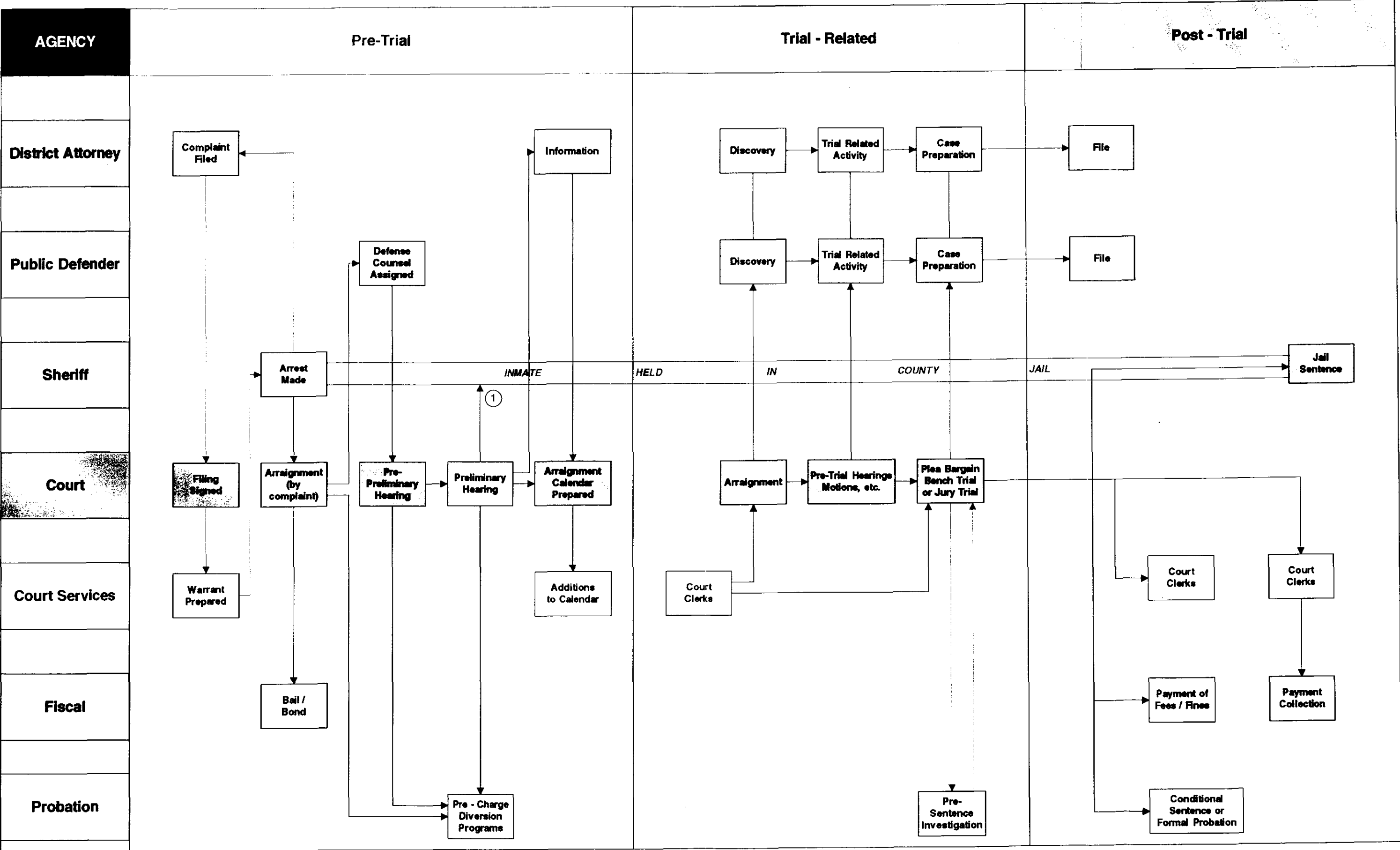
More detail about these programs and recommendations for their roles in the future of the Criminal Justice System can be found in Chapter Three of this document.

**COORDINATION**

As already explained, the constraints on the Fresno Criminal Justice System have caused most agencies to collaborate in order to handle an increasing caseload with limited resources. The Fresno system has streamlined itself to a great degree, both inside agencies and between them. This section of the report will expand on the discussion of case processing through the criminal courts system, and the flow of materials between Criminal Justice Agencies.

The Criminal Case process is the most complex of the various case types, and it requires the cooperation of the largest number of Criminal Justice Agencies. Because so much interagency interaction is required to process each case, there is great potential for significant delays. A close look at the steps a criminal case passes through, and of the transfer of information between agencies, revealed a process that is illustrated in Figure 1-3 on the following page. While this figure resembles Figure 1-2 "Adult Offender Flow Chart", the goal of Figure 1-3 is to show the interagency relationships and transfer of information during the criminal justice process.

Criminal Case Process and Interagency Coordination



① If offender is detained in County Jail, daily updates are made to the Jail computer system regarding the bail/bond amount and status of the offender

→ Red arrows indicate points in the Criminal processing where delays take place



### Pre-Trial Activity

The Criminal Case Process can begin at either of two points. In some cases, police initiate the process by arresting an offender. A complaint must be filed by the District Attorney within 48 hours and signed by the Court. In other cases the process begins with a complaint filed by the District Attorney, which leads to a warrant being issued by the Court. Police then arrest the offender. Either way, there is a complainant (either police or victim) and a defendant.

The red arrows in the “**Pre-Trial**” section of the chart show one area where delays have been noticed. At times, an offender will be held in the jail for 48 hours and no official complaint is filed by the District Attorney’s office. Approximately 10% (4,000) of the total inmates released from the jail in 1997 were let go due to no charges being filed. For 1300 cases this was because the District Attorney failed to file within the legal time limit. Under normal circumstances, this may be due to the DA discovering that there was no justification for the complaint. In the current Fresno County Jail, however, only the “worst” offenders are detained at the jail, making it highly unlikely that no justification could be found. Ultimately, it was undetermined whether the delay in filing the complaint was due to late notification by the Sheriff’s Department that an offender had been arrested, or because the DA was informed but was unable to meet the time restriction in filing the complaint.

Releasing these inmates because no charges have been filed lets known offenders posing a high risk of “failure to appear” back onto the street, where they are free to re-offend (thus burdening the system repeatedly). It is clear that steps should be taken to reduce the release of inmates in the future. Several recommendations could improve this portion of the process:

- *The County of Fresno should ensure that the District Attorney's office is appropriately staffed (according to standards recommended in the previous section) to permit all complaints to be filed punctually.*
- *The new District Attorney's STAR system should be integrated with the courts system to permit true electronic filings (not fax filings), which can be done more quickly from a variety of county locations. This will expedite the District Attorney's process.*
- *The jail and District Attorney should collaborate to develop a way to notify the DA immediately of an arrest, if delay in notification is indeed the core problem.*

In Fresno County there are three pre-trial hearings. The first is called the “arraignment.”<sup>17</sup> This is not a true hearing, but remains an important part of the process. This is the point at which bail or bond is set. The Public Defender becomes involved when defense counsel is assigned after the “arraignment.” This counsel will attend the second and third hearings with the offender.

The second hearing is called the “pre-preliminary hearing.” Finally, the “preliminary hearing” is held. At this point, the Prosecutor establishes whether or not there is cause to believe a crime has been committed and that the offender may have committed it. Offenders can be diverted into a pre-trial alternative program at any of these pre-trial hearings according to the judge’s discretion.

After the three hearings are held, the District Attorney files what is called “Information” in Fresno County (Indictment by Information). This is the formal accusation process, and the step at which a file on the case is created at the Courts. After Information has been filed by the District Attorney, the Courts prepare the Arraignment calendar and notify the jail, if necessary.

In 1996, Fresno County initiated Early Disposition Courts, which are designed to resolve as many cases as possible before the preliminary hearing. In these cases, the District Attorney, Public Defender, and witnesses (if necessary) appear before a judge, who hears the case. This means that the District Attorney and Public Defender must both investigate and negotiate as quickly as possible and the defendant must waive his/her right to a jury trial. In 1996 Early Disposition Courts resolved over 2,500 cases<sup>18</sup> before the preliminary hearing. In 1997 this number rose to 4,000<sup>19</sup> and 2,000 of those were resolved prior to filing of Information. These 2,000

<sup>17</sup> In some places this hearing is called the “Initial Appearance.”

<sup>18</sup> Fresno County Courts Annual Report 1997, page 8

<sup>19</sup> Fresno County Courts Annual Report 1997, page 8

cases reduced the overall paperwork in the Courts, because without Information being filed, no official file was created in the Courts.

All agencies involved in these portions of the Criminal process agree that aside from occasional snags, the system and coordination are smooth throughout the pre-trial process.

### **Trial-Related Activity**

The first step in the trial process is the arraignment. At the arraignment the offender will hear the formal accusation against him / her, and will have the opportunity to enter a plea. Counsel will almost always advise a defendant to enter a plea of not guilty at this point. Later, when the Defense Counsel has become familiar with the facts and details of the case, the plea may change. An offender's plea can also change in response to negotiation with the Prosecutor.

Arraignment is a potentially burdensome part of the criminal justice process because it requires the transportation of an inmate to the court to appear before a judge for only a few minutes. The cost and security risk involved in removing an inmate from secure custody and transporting him or her is the same, regardless of the amount of time the offender spends in front of the judge. Many Counties around the country are experimenting with videoconferencing technology between the Court and the Jail as a way to eliminate the transfer of inmates for arraignment. Handling arraignment by video requires a designated room at the jail with a video link to a courtroom. The Bailiff sits at the jail, along with several jail staff. Inmates move one at a time into a chair where they are visible on camera. The judge in the courtroom proceeds as if the inmate were present, communicating by microphone. For videoconferencing to be successful, judges and jail staff must agree to work together to handle system breakdowns, delays when incorrect files have been pulled, and other unpredictable problems. There is also a learning process involved, as with any new technology.

Videoconferencing is not currently being used in Fresno County, but steps have been taken by the Sheriff's Department to link the Main Jail and the Satellite Jail using videoconferencing equipment. This will open the door to easy linkage with the Courts, should video arraignments become a priority.

With the jail next door to the Central Court, inmate transportation is a simple process for criminal cases heard in Central. When cases are heard in outlying courts, however, inmate transportation becomes a time-consuming and costly responsibility of the Sheriff's Department, which provides the Bailiffs (Bailiffs are responsible for transporting inmates to the appropriate courts on the appropriate days). There are two courts inside the North Annex of the jail that were originally designed as arraignment courts to reduce inmate transportation to outlying areas. These are currently used as Early Disposition Courts, which ultimately reduce the number of inmates who reach the arraignment stage by resolving approximately 70%<sup>20</sup> of the criminal cases in the pre-trial stage. Three courtrooms at the main courthouse was being used for arraignments at the time of this study.

During 1997, significant efforts were made between the Courts and the Public Defender's Office to schedule use of courtrooms for Criminal/Traffic Misdemeanor Arraignments in the most efficient manner possible. The resulting schedule uses the courtroom in the mornings for up to 100 arraignments, and then offenders and counsel leave the courtroom to conduct attorney/client interviews elsewhere in the afternoon. The courtroom is then available for hearing other cases.

In order to reduce the resources expended in transportation of inmates for arraignment and other trial-related motions and hearings, efforts should be made to do the following:

- *Staff Early Disposition Courts fully with District Attorney and Public Defender Staff to meet anticipated increases in Criminal Filings. Continue to review and dispose of as many cases as possible in the pre-trial stage.*
- *Enlist assistance from County CSD or independent vendor to estimate the resources necessary for implementing arraignments by videoconferencing. With equipment being*

<sup>20</sup> Fresno County Courts Annual Report 1997, page 9

*installed at the jail, only the Courts will need to purchase equipment. Systems must be compatible.*

- *Examine all Felony Arraignment schedules for ways that courtroom efficiency can be further improved as with Misdemeanor Arraignments.*

Jury trials are known to be a lengthy (and costly) process. Early Disposition Courts have reduced the number of cases that go before a jury, and therefore is far less costly to the criminal justice system. The table below shows the total jury trials held each year for the past 12 years.

Table 1-15  
Total Jury Trials 1986-1997

Year	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Jury Trials	305	309	292	286	291	342	296	317	290	320	355	328

Source: Fresno County Courts Annual Report 1997

Despite the increase in criminal filings, the number of jury trials has increased only slightly, after a dip during the period from 1988 to 1992. At the same time, the increase in three-strikes cases (these cases require 70-75 prospective jurors, instead of 45-50 for other criminal cases) caused a greater number of jurors to be called. It is recommended that

- *Jury Facilities continue to expand as the need for jury trials increases*

Prior to the trial itself, the Discovery process takes place. Both the District Attorney and the Public Defender report that this is a smooth process requiring little court supervision. After all relevant pre-trial hearings and motions have occurred, the trial itself occurs.

Before the offender can be sentenced, the Probation Department must complete a Felony Court Report (RPO) for all Felony cases. The preparation of this report causes delays in sentencing, as noted by the red lines on the flow chart. Responsibility for preparation of all RPO's currently lies with two Superior Court Investigations Units<sup>21</sup>. Over the past five years, these 30 to 35 people have prepared between 4,000 and 5,000 reports per year, and have responded to special report requests as well. Table 1-16 below shows the number of reports prepared over the last five fiscal years.

Table 1-16  
Reports Prepared by Probation, 1992-93 to 1996-97

	1992-93	1993-94	1994-95	1995-96	1996-97
Investigations & Reports	4559	4366	4175	4680	5027
Supplemental & Special Reports	2325	2141	1594	1095	1083
<b>Total</b>	<b>6884</b>	<b>6507</b>	<b>5769</b>	<b>5775</b>	<b>6110</b>

Source: Fresno County Probation Department Annual Report 1996-97

The Probation Department estimated that an additional three staff would be needed each year as the demand for RPO's increased.

The System Assessment section of this Chapter has already established that Probation, like other Criminal Justice Agencies, is struggling to fulfill its responsibilities with a low staffing level. It has already been recommended that the staffing level in Probation be increased from the current (1998) 67 court-related positions to 193 court-related positions. Some of these positions will be for Superior Court Sentencing Unit Staff. To avoid delays in sentencing, it is recommended that:

<sup>21</sup> In 1991-92 Probation discontinued the preparation of Misdemeanor Sentencing Reports. Staff previously involved in preparation of Misdemeanor Reports was reassigned to create a second Superior Court Sentencing Unit. In 1996-97, routine staffing of sentencing hearings by Probation Staff was discontinued, and that staff was also added to the second Superior Courts Investigations Unit.

The System Assessment section of this Chapter has already established that Probation, like other Criminal Justice Agencies, is struggling to fulfill its responsibilities with a low staffing level. It has already been recommended that the staffing level in Probation be increased from the current (1998) 67 court-related positions to 193 court-related positions. Some of these positions will be for Superior Court Sentencing Unit Staff. To avoid delays in sentencing, it is recommended that:

- *Superior Court Sentencing Units be fully staffed at the necessary level to respond promptly to the needs of the Courts.*
- *A Third Superior Court Sentencing Unit should be added when necessary to meet future increased demand for RPO's.*

### **Post-Trial Activity**

This stage in the criminal case process marks a record-keeping and wrap-up phase for most of the agencies involved. The Public Defender and District Attorney do little more than maintain relevant materials on file. If the offender is sentenced to serve time in the County Jail, the Sheriff's Department receives and holds the inmate. Otherwise, the offender is supervised through one of the many sentencing alternatives. If he/she is required to pay a fine, the collection of money is handled through the Courts Fiscal Department.

With the trial over, there is little cause for interaction between the various Criminal Justice agencies. There are no noted delays in the transfer of information at this point.

### **Technology**

The Fresno County Criminal Justice Agencies are currently undergoing considerable technology upgrades. The following agencies are purchasing or upgrading current systems to Windows-based, relational data systems with capabilities of later integrating with other Criminal Justice Agency systems.

- District Attorney (STAR)
- Probation (custom-designed system created by County CSD)
- Courts (customized package system from SCT Corp.)

In addition to these systems, the Public Defender is in the process of automating their office activities and database for the first time, and the Sheriff's Department is upgrading the jail inmate system to a newer version.

The gaps in existing technology (software) have caused duplicate work to occur throughout the Criminal Justice System. Each day, for example, considerable changes in inmate status' are processed through court actions. At the end of the day, hard copies are hand delivered to the jail. A team of approximately 15 staff at the jail type through the night, updating the bail and bond amounts and other relevant inmate data. This redundancy in data entry is not unique to the Courts and the Jail—the District Attorney's new STAR software is fully capable of being integrated electronically into the Courts' system, but since the existing Courts' system is not compatible, all filings must be re-entered into the Courts' system after being created in the District Attorney's system. Any action taken by the Court must be entered separately into the files of the Public Defender, the Jail, the District Attorney, and at times, Probation.

Because so many software changes are happening simultaneously, there is a tremendous opportunity for technological collaboration between agencies. At the same time, there is the risk of software decisions being made now that will prevent future integration of systems. In the interest of maximizing efficiency gained from software development, it is recommended that the County:

- *Establish a standing technological committee with representatives from each Criminal Justice Agency, headed by County CSD. Ensure that all technological decisions are beneficial not only for the agency involved, but for the future technological integration of all County Criminal Justice Systems. Because the courts are the last to negotiate the contract for vendor services,*

*and because they will be the intermediate link between other CJ agencies, the courts have the greatest burden to ensure system compatibility.*

On a more specific level, the following was observed:

- The development of a new courts case management system provides an opportunity for information on inmates' situations to be transmitted directly into the jail system electronically, by batch, at the end of the day, or even instantly. Such technological collaboration would save the expense of 15 salaries under the jail budget, while costing the courts little.*
- The District Attorney's new STAR system could be linked to the Courts' system to reduce the entry of demographics on new complaints. This data also has the potential for reducing the future entries made by the Public Defender's Office, as that office becomes more technologically active.*

Technological compatibility is the key to future efficiencies of data entry and storage in many industries, and Criminal Justice is no exception. As Fresno County Criminal Justice Agencies undertake the significant cost of system development, it would greatly benefit the System as a whole for coordination and collaboration to be a priority in all decisions made.

**COUNTY POPULATION GROWTH**

The purpose of this section was to analyze Fresno County's historical criminal justice trends, and assess the County's future needs. Information on the County's population, crime and arrests, average daily population for the jail, court filings, judicial officers, and other staff will be presented. The following subsections will present a summary of findings including component growth trends and implications of growth scenarios.

**Historical Growth**

The County of Fresno is located in central California, and covers about 5,962 square miles. In 1990 the County's population as reported by the U.S. Bureau of the Census was 667,490. The County has experienced growth in population increasing a total of about 16% between 1990 and 1997. The County's 1997 estimate of the population was 774,200. The County of Fresno provided population estimates from 1990 through 1997 for selected incorporated cities and unincorporated areas. Table 1-17 shows the County's total population and a breakdown by city.

Table 1-17  
Historical Population for Fresno County by City

	1990	1991	1992	1993	1994	1995	1996	1997
<b>COUNTY POPULATION</b>	666,950	685,965	706,020	722,510	735,165	746,570	761,745	774,175
CLOVIS	50,323	52,400	54,700	57,000	59,800	63,200	65,000	66,300
COALINGA	8,212	8,300	8,825	9,175	9,325	9,625	9,925	10,200
FIREBAUGH	4,429	4,760	4,910	5,025	5,225	5,600	5,825	5,975
FOWLER	3,394	3,520	3,630	3,660	3,730	3,710	3,750	3,780
FRESNO	354,091	367,200	378,200	385,900	391,500	395,500	400,900	405,900
HURON	4,766	4,810	4,920	5,350	5,525	5,450	5,525	5,575
KERMAN	5,448	5,600	6,000	6,225	6,350	6,500	6,725	7,150
KINGSBURG	7,245	7,450	7,600	7,775	8,125	8,300	8,475	8,725
MENDOTA	6,281	7,025	7,225	7,275	7,500	7,400	7,425	7,425
ORANGE COVE	5,604	5,650	5,750	5,700	6,000	6,275	6,700	7,725
PARLIER	7,938	8,050	8,300	8,425	8,875	9,050	9,475	10,350
REEDLEY	15,791	16,300	17,200	18,050	18,400	18,700	19,100	19,500
SANGER	16,839	17,400	17,750	17,950	18,050	18,150	18,300	18,550
SAN JOAQUIN	2,311	2,350	2,610	2,650	2,710	2,810	2,920	2,970
SELMA	14,757	15,150	15,600	16,450	16,850	16,900	17,300	17,650
<b>TOTAL INCORPORATED</b>	<b>507,429</b>	<b>525,965</b>	<b>543,220</b>	<b>556,610</b>	<b>567,965</b>	<b>577,170</b>	<b>587,345</b>	<b>597,775</b>
<b>% INCORPORATED</b>	<b>76%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>
<b>TOTAL UNINCORPORATED</b>	<b>159,521</b>	<b>160,000</b>	<b>162,800</b>	<b>165,900</b>	<b>167,200</b>	<b>169,400</b>	<b>174,400</b>	<b>176,400</b>
<b>% UNINCORPORATED</b>	<b>24%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>

Source: County of Fresno

Table 1-17 shows the total County population by geographic place. Historical analysis used to project future jail population used population estimates for the entire County. However, to analyze future projected caseloads for the Fresno County court system, the County's population had to be aggregated by court service area. For example, the court located in Coalinga serves population from the cities of Coalinga and Huron. Table 1-18 provides a summary of the Fresno County courts and the cities served by those courts.

Table 1-18  
Fresno County Courts

Court District	Geographic City
Coalinga	Coalinga and Huron
Fresno	Fresno and Clovis
Firebaugh	Firebaugh and Mendota
Fowler	Fowler and Parlier
Kerman	Kerman and San Joaquin

Court District	Geographic City
Kingsburg	Kingsburg
Reedley	Reedley
Sanger	Sanger
Selma	Selma

### Factors Impacting Growth

While it is important to analyze historical information, statistical analysis is only a tool used to predict what the future **could** look like based on past experiences, trends, and patterns. As was seen earlier in this Chapter, population projections can vary from one year to another as revisions are made according to changes in the economy, politics, and other circumstances. The 1998 Series of Fresno County population projections changed significantly with respect to the 1997 Series.

Fresno has historically been one of the largest agricultural Counties in the nation. However, urban growth in the County is pressing on what historically have been agricultural lands and natural resources. It is up to the County to find strategies and design a policy for the management of the County's economic growth. As part of the General Plan, the County analyzed five different scenarios to see how different economic features would impact the County's population and economic growth. Examples of these scenarios include Continuing Current Trends, Shifts in Agricultural Production, Value Added Agricultural, Non-agricultural Basic Employment, and Population-Driven Growth.

Each scenario resulted in the projection of the County's population as well as employment population. The scenario with population driven growth was the one that best suited the County and the population projections were very close to the projections generated by the State of California, Department of Finance. The main factors impacting the growth in general population and in turn economic growth in the County were the potential for growth in the agricultural and manufacturing industries.

### Growth by Judicial District

The next step following the aggregation of incorporated cities into court districts was the distribution of the County's unincorporated population into each geographic court service area. Staff from the Fresno County Courts and the Fresno County Public Works and Development Services Department contributed to the proper and adequate distribution of the County's unincorporated population. Total unincorporated population has historically represented about twenty two percent of the County's total population. Unincorporated population includes rural areas of the County and areas such as Biola, Lanare, and Tranquility. A percentage breakdown was obtained and applied to each of the unincorporated areas. For example, the unincorporated population defined as rural was distributed according to Table 1-19.

Table 1-19  
Distribution of Unincorporated Rural Population

UNINCORPORATED POPULATION	ALLOCATION	LOCATION AND PLACE	
<u>RURAL</u> 100%	50.0% →	Central – allocated to one location	Fresno
	12.5% →	West – evenly within three locations	Coalinga, Firebaugh, Kerman
	37.5% →	East – distributed evenly between seven locations, except one half of the allocation to Parlier was re-allocated to Clovis	Clovis, Fowler, Kingsburgh, Parlier, Reedley, Sanger, and Selma

The remaining unincorporated population (including suburbs) was allocated in a similar way.. Table 1-20 shows the historical total population of Fresno County allocated to the eleven court districts.

Table 1-20  
Historical Population for the Fresno County Courts

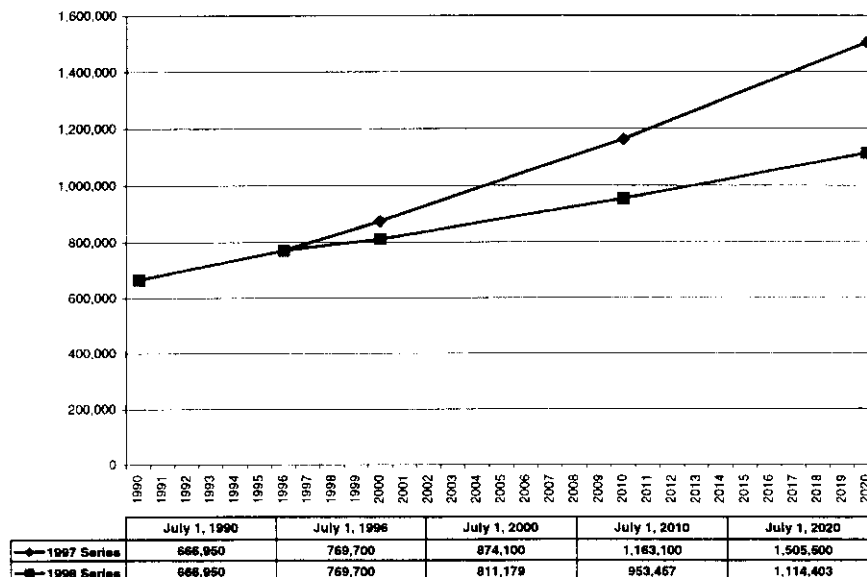
Court Districts	1990	1991	1992	1993	1994	1995	1996	1997	% Change
Clovis	81,558	83,729	86,577	89,484	92,539	96,370	99,149	100,840	23.6%
Coalinga	19,112	19,352	20,105	20,935	21,345	21,761	22,213	22,538	17.9%
Firebaugh	16,826	17,919	18,377	18,660	19,135	19,495	19,936	20,163	19.8%
Fowler	10,309	10,456	10,687	10,852	10,978	11,054	11,310	11,427	10.8%
Fresno	427,481	440,810	453,098	462,224	468,422	473,435	481,135	487,055	13.9%
Kerman	15,643	15,857	16,656	17,074	17,323	17,682	18,264	18,838	20.4%
Kingsburg	12,217	12,437	12,674	12,946	13,336	13,580	13,911	14,223	16.4%
Parlier	15,922	15,463	15,778	16,226	16,648	16,813	17,612	18,628	17.0%
Reedley	25,982	26,551	27,631	28,520	29,208	29,846	30,815	32,297	24.3%
Sanger	23,096	23,676	24,136	24,457	24,608	24,795	25,141	25,469	10.3%
Selma	19,344	19,751	20,281	21,220	21,658	21,771	22,315	22,722	17.5%
County Total	667,490	686,000	706,000	722,600	735,200	746,600	761,800	774,200	16%

Analyzing historical data from Table 1-20, it can be seen that all areas have experienced similar growth over the past eight years. The district of Sanger has grown the least with about 10.3% growth between 1990 and 1997. Reedley has experienced the largest population increase, 24.3%, followed closely by Clovis with 23.6% and Kerman with 20.4% growth.

#### Projections of Future Growth and Allocation by Judicial Districts

The next step in assessing the County's outlook and situation was to assess future population estimates. The state of California requires that a General Plan be developed for each County. The County of Fresno and its regions have been working on their General Plan, which includes population projections for all cities, incorporated, and unincorporated areas over a twenty year period. Initial contact with the Fresno County Public Works and Development Services Department provided County population projections out to the year 2020 in five-year increments. This information was regarded as the 1997 Series of projections, which also concurred with estimates developed by the State of California, Department of Finance. The 1997 Series was made available in April 1997. In November 1998, the California Department of Finance made available the latest series of population projections for all counties. The 1998 Series reflected a slower population growth trend for the County of Fresno. Chart 1-3 summarizes the comparison of data between the 1997 and 1998 projections.

Chart 1-3  
Comparison of Fresno County Population Projections (1997 & 1998)



Source: Fresno County Department of Public Works and Development Services Department, and California Department of Finance, November 1998.



The chart shows how the population of Fresno County will continue to grow over the next twenty years. However, the County is expected to grow at an annual rate of 3.2 percent. The 1997 series of estimates had projected the County would grow at an annual rate of 6.8 percent. Any assessment of future needs based on population projections will use estimates for the 1998 Series.

The County of Fresno Public Works and Development Services Division provided population projections broken down by incorporated and unincorporated areas and by regions. The unincorporated population of the County was reallocated to the specific court districts and the data was interpolated between 2000 and 2010 to obtain estimates for 2002 and 2007, and between 2010 and 2020 to obtain estimates for 2012 and 2017. Table 1-21 shows Fresno County's projected population by court district.

Table 1-21  
**Projected Population for the Fresno County Courts**  
 (Based on 1998 Series CA Department of Finance Projections)

Court District	2002	2007	2012	2017
Clovis	120,672	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,645</b>	<b>1,066,119</b>

Source: Fresno County Public Works and Development Services, California Department of Finance and Carter Goble Associates.

As Table 1-21 shows the County will experience a 79 percent growth over the next twenty years. The district to experience the largest population growth between 2002 and 2017 will be Fresno (85.3%) followed by Fowler, Coalinga, and Kingsburg (81.7%, 81.5%, and 81.0% respectively). The district with the least anticipated growth is Kerman (59.0%).

**SUMMARY OF THE CURRENT SYSTEM**

Each facet of the Fresno Criminal Justice System shows strain caused by too limited resources and an ever-increasing demand for services. Many of the agencies that make up the System have staffing levels that are considerably lower than the same agencies in other California Counties, as explained in the descriptions of each of those agencies. Furthermore, many agencies are located in several locations, separated from one another and from the Courts they serve. Some buildings have structural issues, while others are simply overcrowded.

While this is not a staffing study, the purpose of space is to accommodate the people and activities of the Criminal Justice System. In order to estimate future space needs, it is necessary to determine the level of activity in the various Criminal Justice Agencies. This level of activity can then be converted into a number of staff required to handle the anticipated caseload, which can then be converted into space needs for the County. For Detention Facilities such as the Jail and Juvenile Hall, the caseload is made up of the estimated Average Daily Population (ADP) of the facility. For Probation, the District Attorney, the Courts, and the Public Defender, however, space needs are driven by the levels of staff housed in the offices of each agency.

In a Fresno County Needs Assessment Report, Probation, the District Attorney, and the Public Defender all estimated significant needs in the 1996 based on difficulties meeting their agency goals. These staffing needs were substantiated by the evaluation of this Consultant Team, and by comparisons to other California caseloads. Table 1-22 below summarizes current (1998) staffing ratios in relation to the number of Judicial Position Equivalents (JPE's) handling the relevant caseload.

Table 1-22  
**Current Ratio of Criminal Justice Staff to Judicial Position Equivalents (JPE's)**

Current (1998) Staffing Level of Court-Related Agencies	Staff 1997-98	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services	312	6				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	23	0.4				
District Attorney--Prosecutorial*	187		6			
Public Defender* (Adult)	84		3			
Probation--Court Support Adult	42		1			
Probation--Field Adult	84		3			
Public Defender (Juvenile Dependency)	8			3		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	89				25	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,294</b>	<b>23</b>				

\* Public Defender & DA numbers reflect Total Staff. The PD will be comprised of a larger proportion of attorneys than the DA with a basic ratio of 2 PD Attorneys to 3 DA Attorneys.

Ratios and staffing levels in Italics are those that appear unusually low. From this table it can be seen that most of the Fresno County Criminal Justice Agencies are meeting their current caseload with a lower level of staff than normal.

Basing future needs on the current caseloads will perpetuate the constraints on the system; therefore, in order to project future needs a more appropriate current base level of staffing was created. Recommended increases are based on the following increases in the numbers of staff or ratios of staff to JPE's:

- Court Support Staff to Total JPE's from 6:1 to 9:1
- District Attorneys to Criminal/Traffic JPE's from 6:1 to 8:1
- Public Defenders to Criminal/Traffic JPE's from 3:1 to 4:1
- Public Defenders to Juvenile Dependency JPE's from 3:1 to 5:1
- Probation Administrative Staff from 23 to 31
- Probation Adult Field from 84 to 126
- Probation Juvenile Field from 89 to 130

Table 1-23 shows the resulting recommended staffing numbers. This table estimates that to meet the current caseload handled by the Judicial Position Equivalents, approximately 1,800 staff are needed. This is approximately 550, or 44%, more staff than are currently employed in the Fresno County Judicial System.

Table 1-23  
Recommended 1998 Ratio of Criminal Justice Staff to Judicial Position Equivalents

Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailliff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245			8		
Public Defender	132			4		
Probation--Court Support Adult	168			5		
Probation--Field Adult	126			4		
Public Defender (Juvenile Dependency)	13				5	
Probation--Court Support Juvenile	25					7
Probation--Field Juvenile	130					37
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

The ratios in the above table are those that are used in this study to estimate future staffing levels, using Judicial Position Equivalents as a proxy for courtrooms.

Court-related agencies are not the only parts of the Criminal Justice System that are currently undersized. The jail is overcrowded, with population controlled by a Federal Mandate at 2,171. Offenders are cited on the street and from the jail to avoid further cramming the jail facility. Minimal post-adjudication offenders are held in the County—most are served through a myriad of Alternative Programs. The estimated base population at which the jail would be now is 3,041. This base population is used for future population projections, which can be found in Chapter 3.

Juvenile Hall, like the jail, is full to capacity on a daily basis. Limitations on bedspace have forced Probation to implement a variety of alternatives for both pre- and post-adjudication youth. Estimates of the youth released or not held for a variety of reasons over the past eight years show an adjusted 1998 ADP of 338, which is 115 higher than the current ADP. The adjusted historical ADP was used as the basis for juvenile projection models (see Chapter 4 for details on projection methods).

### Current Space Shortfall

Using space standards combined with the current staffing/Average Daily Population (ADP) levels, an estimate of 1998 space needs was calculated. The table below shows the estimated 1998 space shortfall to be approximately 400,000 Square Feet. If the estimated staffing levels required to handle the current caseload are used, however, the estimated shortfall increases to approximately 800,000 Square Feet. Table 1-24 on the next page, also shows the current (1998) space allocation by agency (by offender for custodial facilities). Details of calculations are included in the footnotes below the table.

Table 1-24  
Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels)

Agency/Facility	1998 Square Feet	1997-98 Staff (ADP for Custodial)	1998 Space Allocation	Recommended Space Standard (GSF)	Recommended 1998 Space Needs (Current Staffing Level)	1998 Space Shortfall	Recommended 1998 Staffing Level (ADP for Custodial) <sup>1</sup>	1998 Space Needs (Recommended Staffing Level)	1998 Shortfall with Recommended Staffing
<b>Court-Related Offices</b>									
District Attorney									
(Prosecutorial) <sup>1</sup>	38,871	187	208	250	46,750	7,879	231	57,750	18,879
(Family Support) <sup>2</sup>	58,401	367	159	250	91,750	33,349	367	91,750	33,349
Probation (Non-Custodial) <sup>3</sup>	60,876	263	231	250	65,750	4,874	354	88,500	27,624
Public Defender <sup>4</sup>	22,378	92	243	250	23,000	622	132	32,918	10,540
Total Office Shortfall	180,526	1,435			227,250	46,724	1,792	270,918	90,392
<b>Sheriff (Non-Court/Non-Jail)</b>									
Sheriff (Non-Court/Non-Jail) <sup>5</sup>	117,961	547	216	250	136,750	18,789	547	136,750	18,789
Total Sheriff Shortfall	117,961	547			136,750	18,789		136,750	18,789
<b>Detention</b>									
Juvenile Detention <sup>6</sup>									
Juvenile Hall	44,744	223	201	500	111,500	66,756	354	177,000	132,256
C.W. Wakefield	11,859	50	237	600	30,000	18,142	50	30,000	18,142
Elkhorn <sup>7</sup>	83,923	125	671	600	75,000	(8,923)	125	75,000	(8,923)
Jail <sup>8</sup>	375,969	2,171	173	300	651,300	275,331	3,041	912,300	536,331
Total Detention Shortfall	516,495	2,569			867,800	351,306	3,570	1,194,300	677,806
<b>County-Wide Total</b>	<b>814,982</b>				<b>1,231,800</b>	<b>416,819</b>		<b>1,601,968</b>	<b>766,986</b>

<sup>1</sup>Current Square Footage includes 10% of MAGEC Building, 2220 Tulare Street (9th, 10th, and .2 of 11th floors), 1250 Van Ness (Workman's Comp. And Business Affairs), 1360 L Street and 2208 Tolumne (Non-Sufficient Funds), 136 Fulton (Storage), and building 514 on 10th Street. Estimate of staffing needs for 1997-98

<sup>2</sup>Numbers received from Probation Department calculated in the following fashion: 482 Probation positions minus 172 staff in Juvenile Hall and Wakefield, minus 47 staff at Elkhorn Boot Camp, leaves 263 non-custodial Probation Staff. 346 is the estimated staffing needs for 1998. Probation Square Footages include the 8th and 7.5 of the 9th floors at 2220 Tulare St. (6871 SF), Probation Administration at 1100 Van Ness (25,000 SF), .1 of the MAGEC building (1054 SF), and 15,204 SF in five additional locations.

<sup>3</sup>Public Defender Recommended Staffing calculated based on a ratio of 1.75 District Attorney Staff per Public Defender Staff (Recommended Public Defender Staff = Recommended District Attorney Staff \* .57)

<sup>4</sup>Juvenile Detention Space was calculated using the 50% of the square footage of the Wakefield School, the adjacent classrooms, the 19,032 of the Juvenile Hall Facility, and 50% of the Juvenile Hall/Juvenile Courts facility. Juvenile Courts was estimated to occupy the remaining 50% of the Juvenile Hall/Juvenile Courts

<sup>5</sup>Space at the Elkhorn Boot Camp is large enough to accommodate several thousand inmates. It currently appears to have a large space surplus; however, part of this surplus is designed for future growth.

<sup>6</sup>Jail Square Footages include the North Annex (53,040), the South Annex (91,962), the Main Jail (220,167), and the Satellite Jail (10,800).

<sup>7</sup>Staff includes Child Support Staff, Welfare Fraud Staff, and Child Abduction Staff. Usable Square Footage on floors 17, 18, and 19 is 8,609 SF per floor due to the necessity of a wide fire corridor around mechanical areas.

<sup>8</sup>The space for the Sheriff's Non-Court/Non-Jail space includes all Sheriff's offices and additional spaces. This space total does not include hangar space or undeveloped land. Bailiffs were included with the total personnel, since they have office space in these areas.

<sup>9</sup>Any change in the Sheriff's Department Base Staff would require an expanded mission of the Sheriff's Department, as described by the description of the needs for additional staff on pages 1-8 to 1-11 of this report. For the purposes of this table, no additional staff was required to meet the current Sheriff's Department mission.

The court space shortfall will be further defined as the various types of courts are projected (criminal, civil, juvenile, traffic) with detail in Chapter 5.

Fresno County's population is expected to increase by 79% between now and 2017, rising from approximately 800,000 to 1,066,119. As more people are born and move to Fresno County, more demands will be placed on the Criminal Justice System for police patrol, court services, and sanctions.

Expanding the current system in Fresno to meet the current needs estimated above will be a costly step for the County, in both capital and operating dollars. It is likely that Alternative Programs will continue to play a valuable role in reducing the numbers of incarcerated offenders and for alleviating pressure on the Courts. The following are some emergent issues related to the future of Alternative Programs within the County.

- Some individuals currently in Alternative Programs should be in secure custody.
- It is possible that successful Alternative Programs can play an effective role in the future of the Criminal Justice System by lowering capital costs, reducing the population in secure custody, and preventing/reducing future crime.
- Some alternatives should be expanded. Others should probably be reduced or eliminated so funds can be channeled into the most effective programs. Which alternatives should be expanded? Refined? Reduced in people they serve? Eliminated?

These issues, and the projected needs of each of the Criminal Justice Agencies, will guide development of the options for meeting Fresno County's future Criminal Justice Space Needs. As estimates for future caseloads and staffing were developed, some features played an important role in the development of the projections. These include:

- County population growth
- Crime rates
- State laws
- Space standards
- Costs of California Youth Authority placements
- State limitations and regulations regarding private placement
- Grants and other funding mechanisms
- Research on what “works”
- County priorities

The resulting projections for the anticipated growth of the Courts (and related agencies), the Jail, and Juvenile (detained) will be explained in the following chapters.

The remainder of this report will deal with current and future space needs caused by anticipated growth.

---

# **Chapter 2**



# **Facilities**

---

**ANALYSIS OF THE CURRENT FACILITIES****Overview**

The number of Fresno County Criminal Justice Facilities is much larger than one might expect, given the estimated county shortfall of 400,000 square feet. Justice functions are in a total of approximately 60 locations within 15 jurisdictions and unincorporated areas. Overall, Fresno County uses approximately 1,166,006 total square feet for justice functions, including all of the facilities listed on the following pages. The vast majority of this, encompassing all of the largest elements, is in County-owned facilities, totaling 1,005,711 square feet. About 14% of the total space, 160,295 square feet, are in leased facilities. The buildings vary widely in their condition and functionality.

The major functions consist of Courts, Court Services, Jails, and other parts of the Sheriff's Department, District Attorney, including Prosecution and Family Support, Public Defender, and Probation, including Juvenile Hall and treatment facilities. Supporting this wide array of functions, there are three major types of spaces: incarceration facilities, offices, and courts. In some locations two or three of these types of spaces are collocated.

The assessment of existing buildings was accomplished with a combination of methods. These consisted of on-site walk-throughs, reviews of previous evaluations, and discussions with building users. Regarding how well they support their functions and meet standards, the buildings range from very poor to very good. The two most common building-related problems are too little space for current needs, and poor locations regarding proximity to other related functions and staff.

**DESCRIPTION OF FACILITIES BY COMPONENT****Judiciary and Court Services**

The 19 facilities housing the Fresno County Courts encompass 308,512 square feet. This consists of 243,325 square feet for Superior Courts, 54,021 square feet which have been used for the Branch Courts, and 11,166 square feet for Juvenile Courts. Among these facilities, Fresno County owns 233,029 square feet and leases 75,383 square feet. The Courts are responsible for handling misdemeanors, felonies, civil cases, Small Claims, traffic cases, family support, welfare frauds, probate and Family Law.

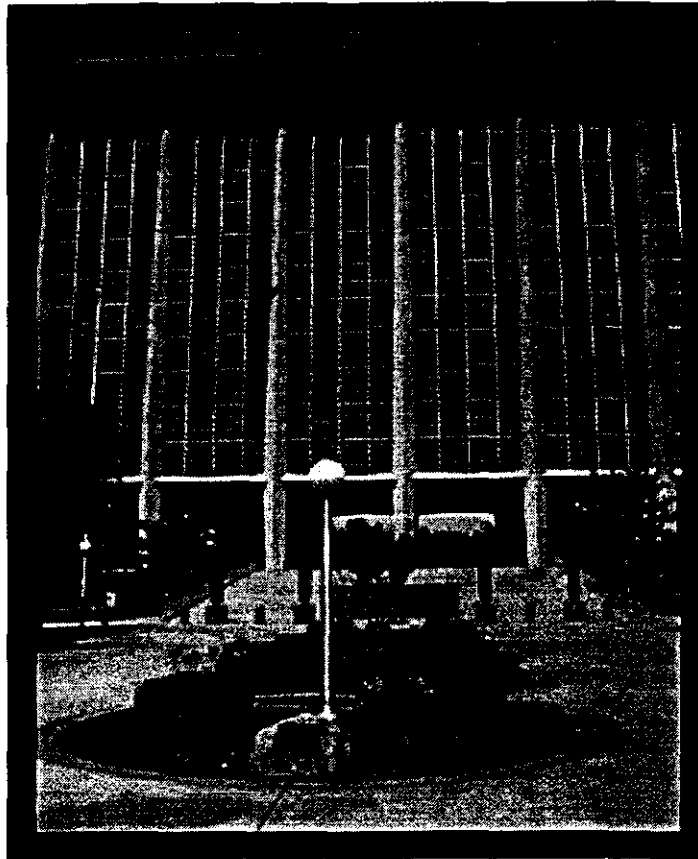
Superior Courts

Accommodated in floors 2, 3, 5, 6, 7, B1 and B2 of the 1100 Van Ness, Fresno, facility are 29 Superior Courts and associated administrative and office space (see visuals, page 2-4). Probation occupies the 8th floor, but this could be used for hearing rooms. This facility is in the center of the courthouse square and is physically connected to the adjacent jails and parking garage. Ninety percent of criminal cases are held in this facility, along with custody cases and family support. The 2<sup>nd</sup>, 3<sup>rd</sup>, and 5<sup>th</sup> floors have holding cells and a new holding area is being constructed in the basement, adjacent to the parking area. This Fresno County owned facility was completed in 1966. The facility contains 219,225 gross square feet

Superior Courts Functions

Fresno County leases 1,158 square feet of support service space at 2135 Fresno Street, Fresno. In addition, 32,000 square feet of space are leased by the County at 1245-1255 Fulton Mall to support the Superior Courts' administrative and records needs. (During the course of this study, these facilities were moved to a new archive location on E Street in downtown Fresno).

## FRESNO COUNTY COURTHOUSE



<b>Number of Courts:</b>	29
<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"> <li>• Floors 2,3,5,6 &amp; 7 have Courts on them</li> <li>• 8<sup>th</sup> Floor is Administration and offices</li> <li>• Building also contains Probation</li> <li>• 90% of Criminal Cases are held there, some Custody Cases &amp; Family Support</li> <li>• Floors 2,3 &amp; 5 have Holding Cells</li> <li>• <i>Rated Capacity:</i> Jury Assembly holds 170</li> </ul>
<b>Location:</b>	1100 Van Ness, Fresno
<b>Size:</b>	219,225 Gross Square Feet
<b>Age:</b>	Completed in 1966
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"> <li>• High Ceilings in basement</li> <li>• Multi-Story Building</li> </ul>
<b>Other Possible Uses:</b>	County Offices
<b>Expansion Possibilities:</b>	There are several floors of this facility being occupied by non-justice facilities and could be turned over to keep functions collocated.



**Juvenile Courts**

Currently there are five Juvenile Courts, of which three are delinquency courts and two are dependency courts. All are located at 742 S. 10th Street, Fresno, but due to severe space limitations and resulting operational challenges, the dependency courts will be moved to another existing downtown building, which is being renovated for the courts and court-related offices. The South 10<sup>th</sup> Street building contains 11,166 square feet, is owned by Fresno County and was completed in 1977. The interior of the building offers no separation between different groups. Additionally, there is inadequate space for court support functions and the courtrooms are all small.

**Branch Courts****Firebaugh Division**

The Division handles Misdemeanors, Civil cases, Small Claims, and Traffic cases at the Fresno County owned facility located at 1325 O Street, Firebaugh. The 4,800 square feet building (originally a city court building) has good circulation and secure holding cells.

**Auberry Division**

The Division, a 1,241 square feet County owned facility, is located at 33155 Auberry Road, Auberry. This facility will be closed.

**Kerman Division**

The Division handles Misdemeanors, a portion of Felony cases, Civil cases, Small Claims, Traffic cases, and Juvenile cases. This building, located at 8356 McMulkin, Kerman, is leased. The 2,400 square feet storefront facility was completely renovated in 1984 after a fire.

**Coalinga Division**

The Division handles Misdemeanors, Felony cases (through preliminary hearing), Civil cases, Small Claims, and Traffic cases at the leased facility located at 166 W. Elm Street, Coalinga. The 3,715 square feet building was acquired from the city in 1996. A small lobby separates the personnel from the public. The holding cell surveillance is via cameras.

**Clovis Division**

The Division handle Misdemeanors, Civil cases, Small Claims, Traffic cases, and Welfare Fraud Felonies at the Fresno County owned facility located at 1011 5th Street, Clovis. The 5,025 square feet building was designed as a court facility and the exterior of the facility is maintained as part of the City of Clovis government complex. Holding cell surveillance is limited to physical checks. There are five workstations in open work areas and four private offices in addition to the four private Judge's Chambers.

**Selma Division**

The Division handles Misdemeanors, initial portions of Felony cases, In-Custody cases, Civil matters, Misdemeanor Jury Trials, Criminal and Civil cases, and Traffic cases at the leased facility located at 2117 Selma Street, Selma. The 2,360 square feet former hotel facility was remodeled in 1995 but remains overcrowded. Holding cells are located off of the premises at the Selma Police Department, which creates security, scheduling, supervision, and transportation problems. The County leases an additional 300 square feet at 1850 Mill Street, Selma.

**Sanger Division**

The Division handles Misdemeanors, Felony cases, Civil cases, Small Claims, and Traffic cases at the leased facility located at 619 N Street, Sanger. The 3,825 square feet building has severe limitations of space, which hinders the functionality of the building.

Reedley Division

The Division handles Misdemeanors, Felony cases, Civil cases, Small Claims, and Traffic cases at the Fresno County owned facility located at 815 G Street, Reedley. This 5,952 square foot facility was completed in the 1950's and does not contain holding facilities or a vehicle sallyport. Inmates are kept at the Reedley Police Department.

Parlier Division

The Division handles Civil cases, Small Claims, and Traffic cases at the leased facility located at 580 Tulare Street, Parlier. The 2,022 square foot facility was renovated in 1991, but the outside access to the courtroom still remains a security problem.

Kingsberg Division

The Division handles Misdemeanors, Felony cases, Criminal cases, Civil cases, Traffic cases and Small Claims cases at the leased facility located at 1600 California, Kingsberg. The 1997 renovation of the 4,875 square foot grocery store provided a large courtroom that is adequate for function volume and the facility appears to be operationally efficient.

Fowler Division

The Division handles Misdemeanors, Felony cases, Civil cases, Small Claims, and Traffic cases at the leased facility located at 106 S. 6th Street, Fowler. Six full-time personnel work with the Division. The 3,370 square foot facility was expanded and remodeled in 1995. Despite renovations, however, there is no vehicle sallyport and the security is limited to Bailiff's using hand held wands.

Riverdale Division

The Division handles Misdemeanors, Civil cases, Small Claims, and Traffic cases at the leased facility located at 3563 Hensen Street, Riverdale. The 2,016 square foot facility was completed in 1977. Court is held only on Friday's with three personnel working; at all other times one person works at this location. The security is limited to a hand held wand by a bailiff and there is no panic button for emergencies.

Caruthers Division

The Division handles Traffic cases, minor Juvenile matters, and Small Claims at the leased facility located at 2215 W. Tahoe, Caruthers. The facility contains 1,500 square feet

Family Court

Portions of the County-owned facility at 2220 Tulare, Fresno, contain Family Courts. This 3,875 square foot area provides offices for counseling services, conference rooms, victims & witnesses, mediators, and family counselors. The newly renovated parts of this building are in good condition.

Court Archives (Fresno Warehouse)

Located at 1963 E Street, Fresno, the Warehouse facility provides 17,100 square feet of storage for archives, microfilm room, surplus Fresno County equipment, and archives. The 1985 facility is leased by the County and is in good condition overall.

Underground Garage

Fresno County owns 154,207 square feet of parking areas located at 1155 M Street, Fresno. This is under Courthouse Square, and is physically connected to the Jails, Sheriff's Headquarters, Courthouse and Hall of Records Buildings.

**Sheriff's Department - Detention**

The Sheriff's Department of Fresno County is responsible for the operation of four jail facilities that total 375,979 square feet. Fresno County owns almost all of it, 365,169 square feet, the remaining 10,800 square feet is leased. These facilities have a current staff of 415 and are in good condition overall with the exception of the Satellite Jail, which is currently being expanded and renovated. All facilities have undergone renovations to meet standards and improve operations. The biggest problem with the Detention Facilities is their limited capacity. A Federal Court order prohibits crowding. As a result, limiting the population is a constant, critical challenge.

**Main Jail**

Located at 1225 M Street in Fresno, this 220,167 square feet Main Jail facility is owned by the County and was completed in 1989. Rated for a capacity of 1,064 detainees, the Main Jail is in good shape overall since a partial renovation in 1991. The Main Jail houses the Infirmary, Dental, Medical, and Psychiatric areas for the jail system in Fresno County. There is good visibility and manageability in the inmate housing areas. This building also contains offices for Jail Administration. Connected to the Main Jail by underground tunnels are the North Annex and South Annex. *(See Picture and Description on page 8)*

**North Annex Jail**

The North Annex Jail, located at 1265 M Street in Fresno, is County-owned and totals 53,040 square feet. Two courts and a jail housing 432 inmates (6 dorms with a capacity of 72 each) are in this facility. Since the building was completed in 1993 there have been no renovations, but the building remains in good condition. The North Annex Jail is connected to the Main Jail via underground tunnel, and tunnels are also located for possible further horizontal expansion on the site. Additionally, the building was designed for three additional housing floors. *(See Picture and Description on page 9)*

**South Annex Jail**

Located at 2200 Fresno Street in Fresno, the South Annex Jail contains functions for Courts, Jail, Bailiff area, and Staging area. This 91,962 square feet County-owned jail was completed in the 1950's as the main jail, expanded in the 1960's, and portions of it are under ongoing renovation. The interior of the jail has narrow hallways and low ceilings and there is limited natural lighting. The layout is poor for visibility. *(See Picture and Description on page 10)*

**Satellite Jail**

The Sheriff Department's Satellite Jail is located at 110 M Street in Fresno and consists of approximately 10,800 square feet. Food and laundry are brought to this facility from the other Jails. The building, constructed in 1986, has a capacity of 200 and is used primarily for sentenced misdemeanants. Despite extensive renovations and refurbishing in 1998, there is extremely limited space for all activities and there is limited visibility in housing and other areas. The site is relatively small and expansion is not possible due to surrounding buildings in the industrial location.

**SHERIFF'S DEPARTMENT  
MAIN JAIL**

<b>Number of Courts:</b>	N/A
<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Houses the Infirmary, Dental, Medical and Psychiatric areas for the jail system in Fresno County</li><li>• Jail Administration</li><li>• Rated Capacity: 1,064 Detainees</li></ul>
<b>Location:</b>	1225 M Street, Fresno
<b>Size:</b>	220,167 Square Feet
<b>Age:</b>	Completed in 1989
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Good shape overall due to partial renovation in 1991</li><li>• Good visibility and manageability in the inmate housing areas</li></ul>
<b>Other Possible Uses:</b>	None
<b>Expansion Possibilities:</b>	North Annex was added and is connected via an underground tunnel. No other expansion is recommended due to site constraints.

**SHERIFF'S DEPARTMENT  
SOUTH ANNEX JAIL**



**Major Functions / Activities  
Accommodated:**

- Courts, Jail, Bailiff area and Staging Area
- Incarceration of Adults

**Location:** 2200 Fresno Street, Fresno

**Size:** 91,962 Square Feet

**Age:** Completed in 1950's

**Owned or Leased:** Owned

**General Conditions:**

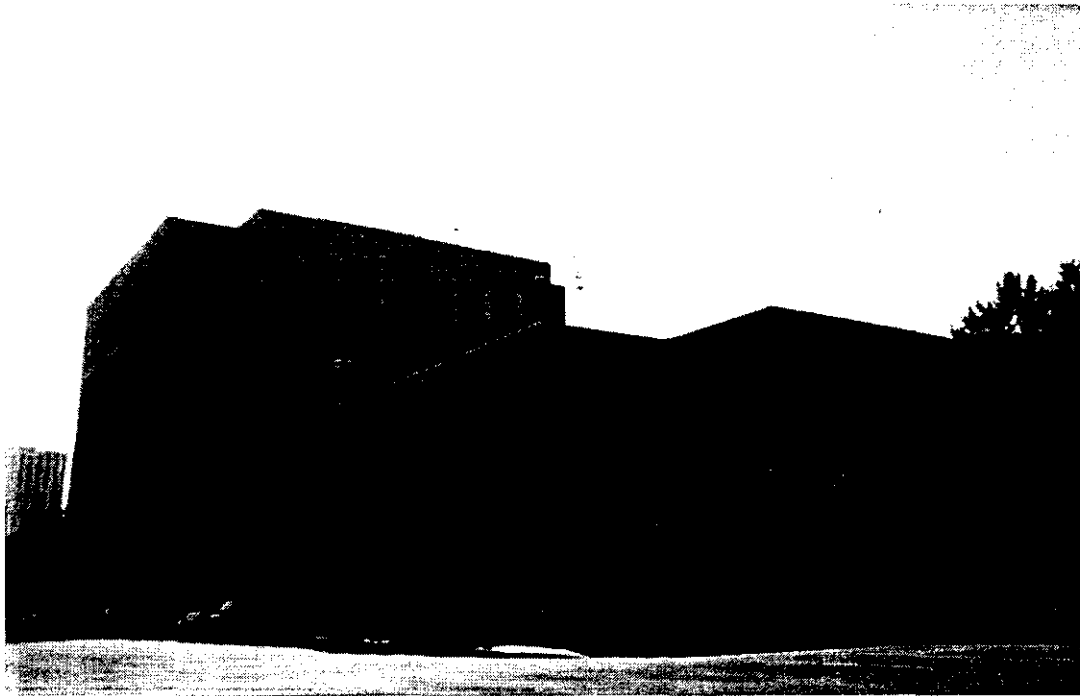
- Expanded in 1960's
- Portions are currently under renovation
- Interior of jail has narrow hallways and low ceilings
- Limited natural lighting
- Layout is poor for visibility

**Other Possible Uses:**

Portions can be used for other County Office but, renovation would be difficult due to jail configuration

**Expansion Possibilities:**

Due to site constraints, expansion would be difficult

**SHERIFF'S DEPARTMENT  
NORTH ANNEX JAIL**

<b>Number of Courts:</b>	2
<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Courts</li><li>• Jail</li></ul>
<b>Location:</b>	1265 M Street, Fresno
<b>Size:</b>	53,040 Square Feet
<b>Age:</b>	Completed in 1993
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Good Condition</li><li>• Visibility with indoor/outdoor athletic activity</li></ul>
<b>Other Possible Uses:</b>	None
<b>Expansion Possibilities:</b>	Planned for three (3) additional housing floors

**Sheriff's Department – Offices**Narcotics Offices

The Narcotics enforcement team, including two sergeant offices and a conference room, are housed at 720 E. North Street, Fresno. This leased building includes 5,177 square feet. The interior space primarily consists of a large open area with workstations and an open warehouse area.

Boat Storage

Boat storage during the winter months is provided at 4551 E. Hamilton, Fresno. The 561 square feet of County-owned storage building houses seven patrol boats, three to five Jet ski's, and two river boats. Overall the building is in good condition and could possibly be used for additional storage.

Main Sheriff's Office

Located at 2200 Fresno Street, Fresno on the main Government Square, is the County-owned facility for the Sheriff's Headquarters. Due to growth over the years numerous functions have moved to other owned or leased buildings. The major functions that remain are identification, dispatch, emergency services, photo labs, records, administration, evidence storage, detectives, internal affairs, and personnel. The 64,613 square feet building is in good condition generally and includes an underground tunnel to the jail and to the parking garage. *(See Picture and Description on page 13)*

Sheriff's Classrooms

A classroom for multiple training purposes is leased by the Sheriff's Department at 854 W. Kearny Road, Fresno. This space contains 600 square feet.

Training and Crime Lab

Located at 1256 Diversidero, Fresno, the Training and Crime Lab facility of 11,000 square feet houses various labs and offices dealing with crime and forensics. 17 personnel (9 in Crime lab, 8 in Crime lab training), staff the Crime Lab. The 6,000 square feet of Crime labs and 5,000 square feet of Training areas were renovated around the time the County leased the property two years ago. Overall the facility is satisfactory with good interior lighting, adequate equipment, good circulation patterns for current needs, and ADA compliance.

Sheriff's Helicopters

5717 E. Shields, Fresno, provides the leased hangar space for the Sheriff's helicopters in addition to patrol briefing space and a computer room. The 8,480 square feet of this facility also serve adequately as Area II headquarters. The helicopters service Fresno, Clovis, Friant, and Shaver Lake.

Undercover Narcotics

Located at 5051 E. McKinley, Fresno, the Undercover Narcotics division of the Sheriff's Department leases the facility as office space for the undercover division. The 6,498 square feet building is brown with stucco exterior.

Flight Services and Aviation

Flight Services and Aviation leases space in a much larger building at 4885 E. Shield, Fresno. This space is 1,450 square feet

Fig Garden Suburb Substation

One small office and one bathroom facility are located in the leased gray single story building in the fire department complex. This outpost office is located at 4537 N. Wilson Street, Fresno.

San Joaquin Substation

Located at 21925 W. Manning Avenue, the Sheriff's office shares space in this 3,900 square feet facility with the detective division, patrol offices, briefing room, community room, gang officer's office, Lieutenant's office, and administrative area. The Fresno County owned facility is generally in good condition and could possibly be used for other county offices.

Kerman Substation

Located at 8356 McMulkin, Kerman, Sheriff's functions are collocated with the Kerman Division. The 1,400 square feet of Sheriff's area is leased by Fresno County.

Reedley Substation

Located at 17379 E. Huntsman, Reedley, Sheriff's functions are in a 1,200 square feet leased facility.

Fresno Substation

Sheriff's functions are located at Elkhorn & Elm Avenue in Fresno. The 1,192 square feet facility is leased by Fresno County.

Sheriff's Operations

Operational and office space are maintained for the Sheriff's Department at M & Heaton (Land) in Fresno. This leased facility includes 72,066 square feet

Selma Deputy Sheriffs Offices

The facility at 1053 S. Golden Street, Selma, houses the Deputy Sheriffs assigned to work patrol in the area, Lieutenant's office, conference room, detective offices, patrol briefing room, garage area, offices, and a classroom. These services are provided to the areas of Fowler, Kingsberg, Parlier, Orange Cove, Reedley, Caruthers, Laton, and Selma. The 9,770 square feet facility is leased and generally in good condition.



**LAW ENFORCEMENT ADMINISTRATION BUILDING  
SHERIFF'S MAIN OFFICES**



**Major Functions / Activities**

**Accommodated:**

- Sheriff's Headquarters
- Identification, Dispatch, Emergency Services, Photo Labs, Records
- Administration, Personnel, Internal Affairs
- Evidence Storage and Detectives

**Location:**

2200 Fresno Street, Fresno (Main Government Square)

**Size:**

64,613 Square Feet

**Age:**

Completed in ???

**Owned or Leased:**

Owned

**General Conditions:**

- Generally good condition
- Includes an underground tunnel to the jail and parking garage

**Other Possible Uses:**

County offices

**Expansion Possibilities:**

Little or no renovation

**District Attorney - Family Support and Prosecutorial**

The District Attorney's facilities accommodate two major divisions - Family Support and Prosecutorial. The Prosecutorial Division includes subdivision for Juvenile cases. The District Attorney including Family Support occupies nine buildings with a total of 95,477 square feet. 80,055 square feet of space is owned by the County and the remaining 15,422 square feet are leased. The Worker's Compensation, Business Affairs, and Non-sufficient Funds (NSF) units appear to have adequate quantities of space for current needs, but the remainder of the department is overcrowded, and the many locations interfere with efficient operations.

**Family Support - Early Fraud Investigation**

The facility at 425 South Cedar, Fresno, houses the Family Support Division of the District Attorney's office responsible for investigating people who have applied for welfare benefits to ensure that they are not committing fraud against Fresno County. There are 12 staff (eight investigators, one supervisor, three clerical) that currently occupy the 3,000 square feet facility. The interior of the two doublewide trailers gives a thrifty image and contains small offices with some under utilized open areas. These functions must be next to the Department of Social services, but the facility itself is not worth renovating and should be phased out.

**Family Support**

Located in the Plaza Levels and the 17<sup>th</sup>, 18<sup>th</sup>, and 19<sup>th</sup> floors of the 2220 Tulare building (County Plaza Building), the Family Support Division has courts and numerous offices. This facility contains offices for 367 personnel working in the areas of Welfare fraud, child abduction, courtrooms, clerks, mediation, training, public outreach, and administration. The space is inadequate for current staff levels, operations and program needs. *(See Picture and Description on page 16)*

**Child Support (portion)**

The Child Support division of Family Support has offices at 929 L Street, across from the County Plaza building. This 4,600 square feet location barely accommodates 27 personnel : investigative (9), legal (8), mail (4), records (3), and process serving functions (3). The interior of this leased space is in fair condition but parts of it are crowded.

**Worker's Compensation and Business Affairs Units**

In 1996, the Worker's Compensation Unit's 17 staff joined Business Affairs at 2110 Merced/1250 Van Ness, Fresno. Staff in the 1,725 square feet leased facility investigate people who are suspected of fraudulently claiming worker's compensation. The Business Affairs' purpose is to investigate and settle business and consumer crimes. These offices are well suited and comfortably quiet for the two divisions that share the space.

**NSF Unit**

The Non-Sufficient Funds Unit (NSF), located at 1360 L Street/2208 Tuolumne, collects funds owed from people who write checks on insufficient funds. The 11-person unit moved in October 1998 to this partially renovated 3,250 square feet facility. The one story building has adequate space for the current staff and is in good condition.

**District Attorney - Prosecutorial****Criminal Division**

The facility at 2220 Tulare Building (County Plaza Building) 9<sup>th</sup>, 10<sup>th</sup> and 1/5<sup>th</sup> of the 11<sup>th</sup> Floor, Fresno, houses the units which are involved with the adult courts, intake, and narcotics. The 11,210 square feet portion of this County-owned facility has inadequate space for staff, with some offices, which were designed for one person now housing two or three. Furthermore, there is far too little storage space. *(See Picture and Description on page 16)*

Investigations and Miscellaneous District Attorney Offices

Miscellaneous District Attorney functions and the Investigations offices share facilities at 136 Fulton, Fresno. This 1,200 square foot facility is leased.

MAGEC

Staff from the District Attorney's Department work with staff from the Sheriff's Department, local police agencies, and the Probation Department in this gang suppression program. Purposely, it is in an anonymous building, located in an undisclosed downtown Fresno location. The total space available in this building is 10,000 Square Feet. If any additional staff are moved to this facility, additional space will be required (space used per agency was estimated based on an even division between all agencies with staff housed in the MAGEC building).

Juvenile Criminal Division

The Criminal Division for Juveniles is located in two small buildings on Tenth Street on the same site as Juvenile Probation, Juvenile Hall, Wakefield, and the building that houses Juvenile Courts and the Juvenile Division of the Public Defender. Most of the DAs Juvenile staff is located in the 748 S. Tenth Street building. This County-owned building is 2,890 square feet, which is much too small for the number of staff and files stored. Consequently, it is very cramped. Also, the waiting area is small and unpleasant.

Additional Offices and Storage

Additional offices and storage for the Juvenile Division of the District Attorney's office is a short walk away, at 940 S. 10th Street, Fresno. This 2,890 square foot building is in fair to poor condition.

**Public Defender**

The Public Defender's Office occupies 22,378 square feet total in two County-owned buildings.

Public Defender Offices - Adult

Occupying 20,178 square feet on the 3<sup>rd</sup> and part of the 4<sup>th</sup> floors in the 2220 Tulare Building (County Plaza Building), are approximately 90 staff of the Public Defender's Department. Primarily located here are felony attorneys, homicide attorneys and administration. There are too few offices for staff, resulting in crowding, and file storage space is also very inadequate. *(See Picture and Description on page 16)*

Public Defender Offices - Juvenile

The Juvenile Division of the Public Defender maintains offices in the Juvenile Courts building at 742 Tenth Street, Fresno. This building contains approximately 24,532 total square feet. Office space, meeting rooms, and storage area are insufficient for current needs.

**COUNTY PLAZA BUILDING****Major Functions / Activities  
Accommodated:**

- District Attorney's Offices
- Public Defender
- Probation

**Location:** 2220 Tulare Street, Fresno

**Size:** 201,780 Square Feet (19 Floors / 10,620 sq. ft. per floor)

**Age:** Recently Acquired by Fresno County

**Owned or Leased:** Owned

**General Conditions:**

- Generally Good
- Good Circulation

**Other Possible Uses:** Other County offices with little renovation needed.

**Expansion Possibilities:** None

**Probation**

The Probation Department occupies 14 buildings, some of which are shared, with a combined total of 233,670 square feet. Most of the space, 227,106 square feet, is in buildings owned by Fresno County and 6,564 square feet are leased. Included are seven Juvenile Probation facilities totaling 186,036 square feet; this includes three in-custody facilities: Juvenile Hall, Wakefield, and the Elkhorn Boot Camp. There are seven Adult Probation facilities totaling 47,634 square feet.

The adult and juvenile Probation office facilities are in fair condition overall, but considerably more space is needed. The two in-custody facilities on 10<sup>th</sup> Street are totally inappropriate and inadequate for current needs and functions. As with the other justice agencies, another considerable problem is that many of the functions of the Probation Department should be colocated, but are dispersed due to space shortages.

**Department Administration**

On the eighth floor of the courthouse, Probation Administration occupies 25,000 square feet. Functions here consist of Central Business and Office Support, Court Officers, Domestic Violence, Drug Programs, and Probation Administration. The facility was built in the 1960's and is in good condition overall. The space is overcrowded, however, and as a result of County and Departmental growth over the last few decades, many other Probation functions have been relocated. This results in operational inefficiencies and weakened communications. Furthermore, it makes management more challenging. Space lacks conference / meeting rooms and inadequately houses the mail and supply receiving departments.

**Probation Business and Office Support**

Probation Business and Office Support lease space within the Crocker Building at 2135 N. Fresno Street in Fresno. The 10 staff in these offices are assigned to provide support for the Superior Court. Current operations in this 1,158 square foot facility are overcrowded and troubled with the excessive back and forth required due to the distance from other Probation offices.

**Adult Field Services**

Located at 2233 Kern Street in Fresno, the Adult Field Services' leased facility is 3,762 square feet. The facility is staffed by 22 personnel to whom all adult felons and probationers report. The building is extremely inadequate for current uses with very crowded offices, a much too small waiting area, few windows, and narrow halls.

**Drug Court**

The Probation Department administers drug tests to over 140 probationers per week at 141 B North Clark, Fresno. The 1,900 square foot leased facility, built in 1967, has limited space for current operations. More support space is needed, especially restrooms, since urine testing is a major activity here.

**Family Courts and Victim/Witness Services**

Collocated on the 11<sup>th</sup> floor of the 2200 Tulare building are Probation's Family Courts Services and Victim/Witness Services. Seventy-five percent of the Family Courts Services space (8,408 square feet) is used for Probation. The Victim/Witness Services consists of 2,000 total square feet used to interview victims and witnesses and provide necessary support services.

**Work Furlough and Electronic Monitoring**

Work Furlough & Electronic Monitoring offices are located at 808 S. Tenth Street in Fresno and consist of 3,360 square feet. This facility is County-owned and is used for managing, supervising, counseling, and monitoring adjudicated adults and youth on these two programs.

**Job Training and Placement for Adult and Juvenile Offenders (PEEP)**

The Grant-funded Job Training and Placement for Adult and Juvenile Offenders program is located at 855 N. Abby Street in Fresno. This 4,352 square foot facility was built in 1967 and renovated just before the program moved in during 1998. This leased space is in fair condition but is under-utilized for the current functions of client education and classroom structured learning.

Juvenile Probation Offices

Located at 890 S. 10th Street in Fresno, California, Juvenile Probation is responsible for probation supervision, investigations, personnel training, administration functions, and home detention monitoring. The 19,032 square feet facility was built in the 1970's and is owned by Fresno County. A maze-like floor plan and inadequate space, resulting in some double and triple occupied offices, are its deficiencies. With the large number of functions and personnel, there is a strong need for more offices, meeting rooms, training rooms, and parking areas than are currently on this site. However, overall the Juvenile Probation building is in good condition and should be able to meet a portion of needs for many years.

Juvenile Hall

The Juvenile Hall facility is County-owned and colocated with the Wakefield School at 742 & 744 S. Tenth Street, Fresno. This 53,316 square feet facility (including fifty percent of Hall and Annex) was built in 1956 and later received a second floor. Juvenile Hall is used as a short-term Detention Facility for 205 pre-adjudicated minors. Housing rooms consist of sleeping rooms, some of which are dormitories, dayrooms and control rooms. The space is inadequate for the necessary programs to support the juvenile population. Juvenile Hall's capacity is far below current need, and the layout and provision of space is inadequate and antiquated. Renovation and expansion would need to be so extensive that compared with new construction, it would not be a good investment for the County. *(See Picture and Description on page 19)*

Classrooms for Juvenile Hall are located in the 2,688 square feet County-owned building at 810 S. Tenth Street.

Wakefield School

Located at 746 S. Tenth Street in Fresno and physically connected to Juvenile Hall, the Wakefield School has a total of 23,717 square feet. This facility is used as a court-ordered, secure short term commitment program that currently houses 55 youth. This County-owned building was built in 1956. The space is inadequate for current programming needs. Part of the facility is arranged as a large dormitory that is insufficient and very institutional. Much more capacity and appropriate housing and program space is needed for youth that need secure in-custody placements. *(See Picture and Description on page 20)*

Juvenile Boot Camp

Located at 500 E. Elkhorn in Caruthers, California, the Juvenile Boot Camp totals 83,923 square feet on approximately 390 acres. This Fresno County owned facility was completed between mid the 1940's and late 1950's with recent renovations largely completed in June 1998. The Boot Camp facility was originally used to house adult inmates, primarily those sentenced for misdemeanors. The facility was fully renovated before being used as a Juvenile Boot Camp.

The Juvenile Boot Camp is geared for post-adjudicated low to medium security juveniles who are mostly property offenders. The Boot Camp currently accommodates approximately 90 males, but two more units are being renovated, and one of these will accommodate females.

The campus-like facility consists of block construction one-story buildings with considerable natural light. Housing, administration, school, dining, laundry, and multipurpose/counseling/groups/religious services are contained in separate buildings on the site. Renovations are currently being completed on a multipurpose building and the barracks. With these renovations completed and the possible addition of academic and vocational space, the Juvenile Boot Camp facility should be adequate for 200 youth.

The extremely large, flat site appears to be well suited for additional adult and juvenile facilities. Once a portion of a highway is completed, travel between Elkhorn and the city of Fresno will be much faster. Then, this location will be much more feasible for other justice functions. The table on the following pages summarizes the square footages for the criminal justice agencies. *(See Picture and Description on page 21)*

**JUVENILE HALL**

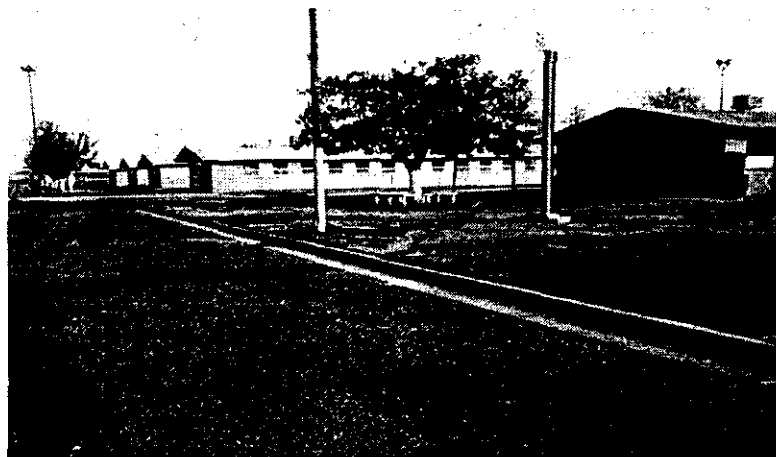
<b>Major Functions / Activities Accommodated:</b>	• Short Term Detention Facility for 205 pre-adjudicated minors
<b>Location:</b>	744 South 10 <sup>th</sup> Street, Fresno
<b>Size:</b>	53,316 Square Feet
<b>Age:</b>	Completed in 1956
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Space is inadequate for the necessary programs</li><li>• Capacity is far below current needs</li><li>• Layout and provision of space is inadequate and antiquated</li></ul>
<b>Other Possible Uses:</b>	County Offices
<b>Expansion Possibilities:</b>	No Expansion Opportunities

**WAKEFIELD SCHOOL**

<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Court-ordered, secure short term commitment program</li><li>• Houses 55 youth</li></ul>
<b>Location:</b>	746 South 10 <sup>th</sup> Street, Fresno
<b>Size:</b>	23,717 Square Feet
<b>Age:</b>	Completed in 1956
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Space is inadequate for current programming needs</li><li>• Large dormitory area is insufficient and very institutional</li></ul>
<b>Other Possible Uses:</b>	Could be converted into a 2-30 Bed Pre-Detention units
<b>Expansion Possibilities:</b>	A second floor was add in 1995



## JUVENILE BOOT CAMP ELKHORN



**Major Functions / Activities  
Accommodated:**

- Post-Adjudication low to medium security juveniles (mostly property offenders)

**Location:**

500 E. Elkhorn, Caruthers

**Size:**

83,923 Square Feet

**Age:**

Completed between mid 1940's and late 1950's

**Owned or Leased:**

Owned

**General Conditions:**

- Renovations completed in June 1998
- Campus like setting within double –fenced perimeter

**Other Possible Uses:**

Low to lower medium security post-adjudication facility for youth or adult

**Expansion Possibilities:**

With over 400 acres, there is tremendous expansion opportunities for additional juvenile or adult facilities

TABLE 2-1

Summary of Space Allocations by Component and Facility

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Courts - County/Superior *	1100 Van Ness Fresno (.88 of bldg.)	Superior Courts, Admin	O	601	194,225
Courts - County/Superior	1155 "M" Street Fresno	Underground Garage	O	602	154,207
Courts - County/Superior	1245 – 1255 Fulton Mall	Superior Court Functions	L	617	32,000
Courts - County/Superior *	1963 – 85 E Street Fresno	Court Archives	L	867	17,100
<b>County Superior Courts Total Square Footage</b>			<b>397,532</b>		
Courts- Family *	2220 Tulare, Fresno	Family Courts	O	610	10,620
Courts – Branch *	619 N. St., Sanger	Branch Court	L	850	3,825
Courts – Branch *	1325 O Street Firebaugh	Branch Court	O	151	4,800
Courts – Branch *	815 G Street Reedley	Branch Court	O	152	5,952
Courts – Branch *	33155 Auberry Rd. Auberry	Branch Court (will be closing)	O	155	1,241
Courts – Branch *	1011 5 <sup>th</sup> , Clovis	Branch Court	O	160	5,025
Courts – Branch *	2215 W. Tahoe Caruthers	Branch Court	L	859	1,500
Courts – Branch *	106 S. 6th Street Fowler	Branch Court	L	855	3,370
Courts – Branch *	3563 Hensen Street Riverdale	Branch Court	L	853	2,016
Courts – Branch *	1600 California Kingsburg	Branch Court	L	856	4,875
Courts – Branch	1850 Mill Street Selma	Branch Court	L	854	300
Courts – Branch *	2117 Selma Street Selma	Branch Court	L	854	2,360
Courts – Branch *	719 S. Madera Kerman	Branch Court	L	852	2,400
Courts – Branch *	580 Tulare Street Parlier	Branch Court	L	851	2,022
Courts – Branch *	166 W. Elm Street Coalinga	Branch Court	L	857	3,715
<b>Branch Court Total Square Footage</b>			<b>54,021</b>		
Courts – Juvenile *	742 S. Tenth St. Fresno (50% of 22,332 SF building)	Juvenile Hall	O	502	11,166
<b>Juvenile Courts Total Square Footage</b>			<b>11,166</b>		

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
District Attorney - (Family Support) *	2220 Tulare St. 17 <sup>th</sup> , 18 <sup>th</sup> , 19 <sup>th</sup> floors @ 8609 usable sq. ft., suites 210 & 310 & Mailing Equipment and Storage Room	Various Functions for Family Support Unit	O	610	50,801
District Attorney - (Family Support) *	425 S. Cedar Fresno	Family Support	O	327	3,000 Trailers
District Attorney (Family Support) *	929 L Street Fresno	Misc., Attorney Staff, Case Processing	L	639	4,600
District Attorney (Prosecutorial) *	1250 Van Ness Fresno	Evidence, Work Compensation Fraud	L	865	1,725
District Attorney (Prosecutorial) *	1250 Van Ness Fresno	Business Affairs	L	865	1,200
District Attorney (Prosecutorial)	136 Fulton Fresno	Storage	L	873	1,200
District Attorney (Prosecutorial)	1260 M Street Fresno (approx. 10% of 10,000 SF building)	Investigations (M.A.G.E.C)	L	646	1,054
District Attorney (Prosecutorial)	2220 Tulare St., 9 <sup>th</sup> , 10 <sup>th</sup> , and .2 of 11 <sup>th</sup> floors @ 10,620 SF/Floor	DA Administrative Offices, Attorney Offices	O		23,364
District Attorney-Juvenile *	940 S. 10 <sup>th</sup> St. Fresno	Storage	L	512	2,890
D.A-Criminal Division Juveniles *	748 S. Tenth St. Fresno	Adult Field Services (27 staff)	O	514	2,890
District Attorney (Prosecutorial) *	1360 L St. & 2208 Tuolumne (same)	Non-Sufficient Funds (NSF) (11 staff)		647	3,250
<b>District Attorney Total Square Footage 95,974</b> (31,793 SF Prosecutorial, 58,401 SF Family Support, 5,780 SF D.A Juvenile)					
Probation-Adult Drug Courts *	141 B N. Clark Fresno	Drug Tests Administered	L	633	1,900
Probation-PEEP *	855 N. Abby Fresno	Grant funded Jobs Training & Placement for Adult and Juvenile Offenders	L	640	4,352
Probation *	2233 Kem St Fresno	Adult Field Services	O		3,762

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Probation *	1100 Van Ness 8 <sup>th</sup> Fl. Fresno	Space Shared by: Probation Administration including Central Business Office & Support Services, Adult Superior Court Units, Adult Offender Work Program, Diversion Program, Adult Division Management	O	601	25,000 (adult)
Probation *	2220 Tulare 11 <sup>th</sup> Floor Fresno	Family Courts Services-- .75 of floor @ 11210 SF/Floor	O	610	8,408
Probation *	2220 Tulare 11 <sup>th</sup> Floor Fresno	Victim/Witness Services	O	610	2,000
Probation *	2135 Crocker Fresno	Office Support for Superior Court RPO's	L	873	1,158
Probation, Sheriff (multi-agency) *	1260 M Street Fresno (.1 of 10,540 SF building)	Suppress Gang Activity MAGEC	L	646	1,054
Probation – Juvenile *	742 & 744 S. Tenth (50% of 23,332 building and Annex)	Juvenile Hall	O	501 & 502	53,316
Probation – Juvenile *	746 S. Tenth St. Fresno	Wakefield School	O	503	23,717
Probation – Juvenile & Adult *	808 S. Tenth St. Fresno	Adult Work Furlough & Electronic Monitoring	O	507	3,360
Probation – Juvenile *	810 S. Tenth St. Fresno	Classrooms for Juvenile Hall	O	508	2,688
Probation – Juvenile *	500 E. Elkhorn Caruthers	Juvenile Boot Camp	O	100.13	83,923
Probation – Juvenile *	890 S. Tenth St. Fresno	Juvenile Probation	O	515	19,032
<b>Probation Total Square Footage</b>			<b>233,670</b>		

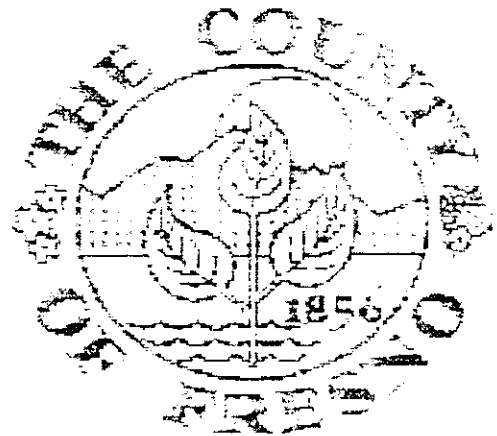
Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Public Defender – Adult	2220 Tulare Fresno	1.8 Floors @ 11210 per floor	O	610	20,178
Public Defender	742 S. Tenth St. Fresno				2,200
<b>Public Defender Total Square Footage</b>					<b>22,378</b>
Sheriff – Jail *	110 M St. Fresno	County Satellite Jail	L	619	10,800
Sheriff – Jail *	2204 Fresno Street Fresno	South Annex Jail	O	605	91,962
Sheriff – Jail *	1225 “M” Street Fresno	Main Jail	O	607	220,167
Sheriff – Jail *	1265 “M” Street Fresno	North Annex Jail	O	608	53,040
<b>Sheriff-Jail Total Square Footage</b>					<b>375,969</b>
Sheriff – Offices *	21925 W. Manning Ave. San Joaquin	Sheriff Sub- station	O	893	3,900
Sheriff – Offices *	2200 Fresno Street Fresno	Sheriff Admin.	O	604	64,613
Sheriff – Offices *	4551 E. Hamilton Fresno	Sheriff Boat Storage	O	432	561
Sheriff - Offices *	1256 Diversidero Fresno	Training & Crime Lab	L	631	10,800
Sheriff – Offices *	8356 McMulkin Kerman	Sheriff Functions	L		1,400
Sheriff – Offices	17379 E. Hunstman Reedley	Sheriff Functions	L		1,200
Sheriff – Offices	Elkhorn & Elm Ave. Fresno	Sheriff Functions	L		1,192
Sheriff – Offices *	M & Heaton (Land) Fresno	Sheriff's Operations	L		72,066 (land)
Sheriff – Offices *	5717 E. Shields Fresno	Hangar Space	L	891	8,480
Sheriff – Offices *	4885 E. Shields Fresno	Flight Services	L	896	1,450
Sheriff – Offices *	854 W. Kearney Rd. Fresno	Classrooms	L		600
Sheriff – Offices *	1053 S. Golden St. Selma	Deputy Sheriff's Offices	L	858	9,770
Sheriff – Offices *	6331 DeWoody Laton	Community Service Only	L		

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Sheriff – Offices *	5051 E. McKinley Fresno	Undercover Narcotics	L	868	6,498
Sheriff – Offices *	1057 S. Golden St. Selma	Deputy Sheriff's Offices	L	858	Not indicated
Sheriff – Offices	1441 N. Clovis Fresno	Mini-Storage	L		Various Units
Sheriff – Offices *	720 E. North Fresno	Narcotics	L	861	5,177
Sheriff – Offices *	Cottage Huntington Lake	Deputy Living Quarters	L		Not indicated
Sheriff – Offices *	1260 M Street Fresno (.8 of 10,540 SF building)	Suppress Gang Activity	L	646	8,432
Sheriff – Offices *	4537 N. Wilson Fresno	Small Facility w/Various Functions	L		Various Units
<b>Sheriff Offices Total Square Footage      Approximately- 130,000</b>					

*\* Denotes an individual facility write-up with additional information – see appendix.*

---

# **Chapter 3**



## **Jail**

---

## JAIL POPULATION FORECAST AND BEDSPACE REQUIREMENT

## Overview

Historical based forecasting generally takes into account 7 to 10 years of jail population data. While average daily population (ADP) figures are most often used in forecast models, forecasts based on the relationship between admissions (ADM); average length-of-stay (ALOS) may also be utilized, as average daily population is a function of these two factors. In developing the Fresno forecast, CGA used a number of complex mathematical models as well as some relatively simple projection methodologies that examined incarceration rates, yearly population as expressed in numbers, and yearly population increases expressed in percentages.

Projecting future jail populations is usually a two step process. The first step consists of developing a forecast given current incarceration strategies (including existing pretrial release programs and services, court processing procedures, sentencing alternatives and jail management techniques). Once this projection has been developed, the potential impact of alternative courses of action must be considered. Determining to what extent the mathematical forecast should be followed is the second step of the process and yield the "final projection."

In developing Fresno's forecast, CGA had to adjust historical average daily population data to account for "cited" and "OCRD releases, persons who otherwise would not show up in the facility's population count. These numbers had risen from 546 in 1990 to 806 in 1998, which for forecasting purposes raised the jail's ADP from 2,216 to 2,762 for 1990 and from 2,235 to 3,041 for 1998 (see Table 2.6).

## Initial Forecast Models

Table 3-1 below presents the various forecast models that were used by CGA in its initial assessment of Fresno's future jail population that were presented in the December 15, 1998 draft document. Also included in the table are forecast numbers previously developed by SGS and the Fresno County Sheriff's Department.

Table 3-1  
Jail Projections – Population, Bookings, and ADP

Population <sup>3</sup>		1998	2002	2007	2012	2017
		786,800	839,631	910,771	985,645	1,066,119
<b>Revised ADP Based Projections</b>						
a. Log Trend- Revised ADP (83-97)	R2 = 0.8214	2,885	3,063	3,240	3,385	3,507
b. Power Trend- Revised ADP (83-97)	R2 = 0.864	2,997	3,289	3,611	3,897	4,156
c. Linear Trend- Revised ADP (88-97)	R2 = 0.5495	3,093	3,469	3,940	4,411	4,882
d. Linear Trend- Revised ADP (83-97)	R2 = 0.8597	3,297	3,782	4,410	4,933	5,833
e. Exponential Trend- Revised ADP (83-97)	R2 = 0.8904	3,668	4,909	7,068	10,177	14,653
<b>Bookings Based Projections</b>						
f. ADP from Projected Bookings, ALOS=20		2,834	2,966	3,132	3,298	3,464
Bookings - Linear Trend (83-90)	R2 = 0.5604	51,713	54,134	57,160	60,186	63,212
g. ADP from Projected Bookings, ALOS=18		2,826	3,016	3,272	3,541	3,830
Booking Rate Constant - 1990	Rate= 0.073	57,312	61,160	66,342	71,796	77,658
<b>Incarceration Rates (IR) Based Projections</b>						
h. IR- Average 90-97	IR= 3.80	2,988	3,189	3,459	3,744	4,049
<b>CGA's Estimate Model*</b>						
i. ADP from Projected Bookings, ALOS = 26		3,053	3,258	3,534	3,824	4,136
Booking Rate Constant - 1997	Rate= 0.054	42,853	45,731	49,605	53,683	58,067
<b>Other Models</b>						
SGS Forecast		2,538	2,841			
Fresno County Sheriff Forecasts		2,235	2,856	3,555	4,186	
Actual ADP (includes OCRD + Cites) - 1/98-7/98		3,041				

Source: Carter Goble Associates, Inc.; January 1999.

Notes:

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites--Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> Population projections provided by the Fresno County Public Works & Development Services.



Analysis of the forecast models resulted in CGA's recommendation that the projections enumerated in its Estimate Model (i) be the basis for future planning. The decision to use this model was based on a number of factors including the model's linkage to county population and its allowance for an increased ALOS - resulting from an expanding sentence population. Additionally, the model's forecast results are in-line with forecast numbers derived from averaging CGA's other forecast models.<sup>1</sup>

This model suggested the following ADP's:

Table 3-2  
CGA Estimate Model

YEAR	Average Daily Population(ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136

### Bedspace Requirement

To confirm the initial forecast, the forecast numbers were compared to a percentage increase forecast model that used ADP figures for 1990 through 1998. The trend for the years 1990 through 1994 showed a percentage decline of 6%, while the trend for years 1994 through 1998 was +17%, resulting in a average yearly rise of 1.4%. Factoring this 1.4% yearly gain onto the 1998 ADP base number of 3,041 an ADP trend forecast of 3,502 for the year 2007, a number that is within 1% of the CGA's Estimate Model of 3,534.

For the first planning phase until 2007, 3,534 bedspaces will be used as the target with the core facilities planned for a 2017 need of 4,136 based upon the estimates presented in Table 3-1. Even though the County is in desperate need of bedspaces to eliminate the "book and release" syndrome, determining the future bedspace requirement must take into consideration 1) the custody level of the needed bedspaces and 2) the best use of existing bedspaces.

Information provided by the Sheriff's Department disaggregated the current bedspaces into custody categories of *maximum*, *medium*, and *minimum*. The Department uses a National Institute of Corrections accepted model of classifying inmates as well as the experience of operating the Jail for many years under crowded conditions. Due to the shortage of bedspaces, the Department has developed a method of assigning inmates to the available number of cells and to honor a form of classification differential between the custody levels.

Maximum custody inmates, although assigned two to a cell, are locked-down when confined to their cell. Medium custody inmates can be assigned three to a cell with the cell door left unlocked. Minimum custody inmates are always housed in a dormitory setting. The segregation inmates use one of the maximum custody cells, but with only single occupancy.

In Table 3-3 on the following page, the percentage and number of current and future bedspaces by custody classification is shown. In broad spatial terms, the nine percent (9%) maximum custody inmates are in single or double occupancy cells; the 28% medium custody inmates are in secure dormitory housing units; and the 63% minimum custody inmates are also in dormitory settings.

<sup>1</sup> The extreme result of the Exponential Trend Model (e) discharges this model from consideration.

Table 3-3  
Projected Jail Bed Needs by Classification

	Maximum	Medium	Minimum	Total	Current Beds	Total Bed Shortfall
<b>1998</b>	9%	28%	63%	100%		
Estimated ADP*	255	863	1923	3041	2382	(659)
<b>2002</b>	9%	28%	63%	100%		
Projected ADP	29	912	2053	3258	2382	(876)
<b>2007</b>	9%	28%	63%	100%		
Projected ADP	318	990	2226	3534	2366	(1168)
<b>2017</b>	9%	28%	63%	100%		
Projected ADP	372	1158	2606	4136	3588	(548)

\* Including OCRD's & Cities

Source: Fresno County Sheriff's Office

Generally speaking, planning of a basically pretrial correctional system would include more than 50% maximum and medium custody bedspaces. However, due to experience of the County in operating with this allocation of inmates by custody level, this plan accepts the past experience of Fresno County that is based upon 37% of the population classified as maximum or medium custody.

Another difference in Fresno County from others is the high percentage of multi-occupancy accommodation. To meet emergency crowding conditions, many California and national counties assign more than one inmate to cells that were designed for one. In contrast, Fresno County has essentially institutionalized multi-occupancy. State and national physical plant guidelines for pretrial facilities strongly suggest that as high a percentage of cells as possible be developed, even if two persons are assigned to some of these cells. The experience in Fresno County has been that cells can house more than one inmate and dormitory settings can safely accommodate medium and minimum custody inmates. Even though research data shows that the frequency of inmate-on-inmate and inmate-on-staff assaults are lower in single cell facilities, the stated desire of the Sheriff's Department is to continue the high percentage of multi-occupancy bedspaces in planning to meet the 1,168 bedspace shortfall between 1999 and 2007.

With the custody disaggregation formulated as noted above, the second issue to be addressed before defining options to meet future bedspace needs is the best use of existing facilities. As noted in Chapter 2, the County operates four facilities, three of which are physically connected through an underground tunnel. The "flagship" facility is the "podular configured" 1989 Main Jail of 220,167 square feet that has a State rated capacity of 1,064 although the jail was designed for 424 single cells. At the design capacity of 424, the facility was based upon 519 square feet per inmate. At 1,064, the square footage per inmate is 207, which is well below generally accepted planning criteria. Double and triple occupancy has been allowed by the Federal Court and accepted by the State in establishing the operating capacity of 1,064. The future plan continues this capacity in the estimation of future needs.

Completed in 1993, the 53,040 square foot North Annex was designed for 288 dormitory beds in a "podular" configuration and a square footage per inmate of 184. While this is substantially lower than the 300-400 square feet per inmate used in planning new facilities, the North Annex utilizes the adjacent Main Jail and South Annex for some support services. The North Annex has a certified capacity of 432 achieved through the addition of 24 more beds in each of the six 48-bed housing units. This reduces the square footage per inmate to 123, which is well below reasonable planning guidelines. Again, although dormitory units of 72 exceed the size that most administrators would prefer and 123 square feet per inmate means that the facility is essentially void of all support space, the Department is accustomed to and the State has accepted this size and will be used in the planning for future minimum custody housing units.

The third "connected" facility is the original 1950's jail, currently named the **South Annex**. Through a combination of housing areas for single and multi-occupancy, this "linear" designed facility has a rated capacity of 686 bedspaces, or 134 square feet per inmate. This aging facility is difficult to supervise and staff intensive to adequately secure, in contrast to the crowded but more easily supervised Main Jail and North Annex. In a 20-year plan, the South Annex should be closed. However, the replacement of 686 beds, in light of the need for more than 1,000 new bedspaces, was not recommended by the Advisory Committee. Therefore, for the 2007 plan, the South Annex will be retained for continued use.

The fourth existing facility is the 10,800 square foot **Satellite Jail** that was opened in 1986 with a capacity of 200 minimum custody inmates in dormitory units. This inadequate facility has 54 square feet per inmate at the allowed capacity of 200 inmates. This facility should either be closed or the capacity significantly reduced to meet reasonable planning guidelines.

In Table 3-4, the current assignment of bedspaces by custody classification in the existing facilities is illustrated. This table, prepared by the Sheriff's Department, continues the same current custody percentages into the future and establishes the estimated shortfall within each custody category. Table 3-4 assumes that all four current facilities remain open until 2007. As can be seen from the table, the shortfall of 1,168 bedspaces is for minimum custody inmates, based upon the Department's classification method and current allocations of bedspaces.

Table 3-4  
Designation and Location of Inmate Bed Space by Facility and Classification

Year	Bed Class	Main Jail	South Annex	North Annex	Satellite	Shortfall	Total
1998	Maximum	238	17	0	0	0	255
	Medium	319	544	0	0	0	863
	Minimum	507	125	432	200	659	1923
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>659</b>	<b>3041</b>
2002	Maximum	276	17	0	0	0	293
	Medium	368	544	0	0	0	912
	Minimum	420	125	432	200	876	2053
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>876</b>	<b>3258</b>
2007	Maximum	301	17	0	0	0	318
	Medium	446	544	0	0	0	990
	Minimum	301	125	432	200	1168	2226
	<b>Total</b>	<b>1048</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>1168</b>	<b>3534</b>
2017	Maximum	355	17	0	0	0	372
	Medium	614	544	0	0	0	1158
	Minimum	63	125	432	200	1786	2606
	<b>Total</b>	<b>1032</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>1786</b>	<b>4136</b>

Source: Fresno County Sheriff's Office

A similar table was prepared illustrating the impact of closing the Satellite facility and this is illustrated in Table 3-5, on the next page. As was noted earlier, both the South Annex and Satellite Jail are candidates for closure in the near future based both upon their design inefficiency and conditions of confinement. However, the replacement of 886 bedspaces and the construction of 1,168 new beds to meet the projected need would mean a capital program based on more than 2,000 additional beds over the next 10 years.

$$\begin{array}{r}
 1064 \\
 686 \\
 \hline
 1750 \\
 200 \\
 \hline
 1950
 \end{array}
 \qquad
 \begin{array}{r}
 3041 \\
 -2382 \\
 \hline
 659
 \end{array}
 \qquad
 \begin{array}{r}
 3041 \\
 -2371 \\
 \hline
 670
 \end{array}
 \qquad
 \begin{array}{r}
 3534 \\
 -2371 \\
 \hline
 1163
 \end{array}$$

Table 3-5  
Designation and Location of Inmate Bed Space by Facility and Classification

Year	Bed Class	Main Jail	South Annex	North Annex	Shortfall	Total
1998	Maximum	238	17	0	0	255
	Medium	319	544	0	0	863
	Minimum	507	125	432	859	1923
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>859</b>	<b>3041</b>
2002	Maximum	276	17	0	0	293
	Medium	368	544	0	0	912
	Minimum	420	125	432	1076	2053
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>1076</b>	<b>3258</b>
2007	Maximum	301	17	0	0	318
	Medium	446	544	0	0	990
	Minimum	301	125	432	1368	2226
	<b>Total</b>	<b>1048</b>	<b>686</b>	<b>432</b>	<b>1368</b>	<b>3534</b>
2017	Maximum	355	17	0	0	372
	Medium	614	544	0	0	1158
	Minimum	63	125	432	1786	2606
	<b>Total</b>	<b>1032</b>	<b>686</b>	<b>432</b>	<b>1786</b>	<b>4136</b>

Source: Fresno County Sheriff's Office

Of the 2,235 actual 1998 ADP, 397 (17.8%) were women. The national experience for pretrial county facilities is closer to 8 – 12% for female inmates. Projections prepared by the Sheriff's Department shown in Table 3-6 alter the 17.8% ratio to 13% in 2007 and 2017. This establishes a target female population of 424 by 2007. Although at 10%, the number of future inmates would be approximately 350, currently the County incarcerates 397. Therefore, the 13% estimate by the Department is conservative, but will be used for capital planning purposes.

Table 3-6  
Projected Total Female Inmate Bed Needs

	Maximum	Medium	Minimum	Total
	12%	26%	62%	100%
<b>1998</b>	<b>48</b>	<b>103</b>	<b>246</b>	<b>397</b>
<b>2002</b>	<b>51</b>	<b>110</b>	<b>263</b>	<b>424</b>
<b>2007</b>	<b>55</b>	<b>119</b>	<b>285</b>	<b>459</b>
<b>2017</b>	<b>65</b>	<b>140</b>	<b>333</b>	<b>538</b>

Source: Fresno County Sheriff's Office

One of the challenges to be addressed in the 10-Year Capital Plan is where to house the 424 female inmates of all custody levels. Using the above projections, in 2007, 55 maximum custody bedspaces in two-person secure cells, 119 medium custody bedspaces in two-person cells, and 285 multi-custody bedspaces should be available. Considering the existing facility configurations and methods of assigning the custody bedspaces, accommodating 424 bedspaces for the three (and segregation) custody classifications would require the following:

Maximum Custody	28 Double Occupancy Cells	56 Beds
Medium Custody	60 Double Occupancy Cells	120 Beds
Minimum Custody	4 X 72 Dormitory Units	<u>288 Beds</u>
	<b>Total</b>	<b>464 Beds</b>

None of the existing facilities have housing configurations that can easily satisfy these bedspace configurations. The 56 maximum custody bedspaces could be achieved through two of the six housing

units per floor at the Main Jail, but this would complicate internal movement, and especially to outdoor recreation. The allocation of an entire floor (424 bedspaces under the current allowed capacity) could almost meet the 2007 female projections but would over-classify most of the females into cells. The opposite is the case in the North Annex as an all dormitory arrangement would also be inappropriate. At least 38% of the females should be housed in cells, even if double occupied. At 686 operating capacity, the South Annex has more than the number of required bedspaces to meet the female projections, but the facility is neither designed nor operated in a manner that is suitable for females.

The answer for female inmates may be a separate “stand-alone” facility that is operated independently of the male facilities or separate, but a part of a campus plan, at a site such as Elkhorn. The next section addresses both the female and male facility options by 2007.

### Development Options

The County's need for bedspaces has reached a crisis point. More arrestees are released or cited than incarcerated. This has reached such a point that local law enforcement has begun to lose confidence in the incarceration component of the “system.” Arresting officers often see their arrestees leave the Jail before they finish the required booking paperwork. A system can operate on an emergency basis in such a manner for a short while, but a safe community is one where each component has at least the minimum of resources available to manage the criminal defendant flow. As has been shown in Chapter 1, a pent-up demand exists today for ~~250~~ <sup>268</sup> more bedspaces to meet the minimum criteria for a safe community. This combined with a projected need for 500 additional beds to match the projected growth curve by 2007 means that approximately ~~1,200~~ <sup>1,268</sup> bedspaces should be constructed as soon as possible.

Using the Sheriff's Department allocation of the type of bedspaces, with the exception of females, all of the additional bedspaces can be minimum custody. To meet this magnitude of need, three development options were developed that provide 1,296 bedspaces or “participant slots” if alternative programs are used in lieu of incarceration.

Even though the County currently operators all of the Jails at square footage less than reasonable planning guidelines suggest, for capital planning purposes two approaches have been used. For the option that completes the North Annex by constructing the three-story addition that was originally planned, the allocation will be similar to the current North Annex at 68 square feet per inmate. All other new facilities are sized at 300 square feet per inmate to take into account support services and future expansion to the core.

Using the square footage generated by the number of beds and allocation per inmate, a cost per square foot was developed. For the addition to the North Annex, a base construction cost of \$225/square foot was used. For an outlying site, such as Elkhorn, \$140/square foot was used. A 20% cost factor was added to the base construction cost for site development, contingencies, fees, and other direct project costs.

Three basic options were developed, all of which provide 1,200 to 1,300 bedspaces or alternative program “slots.” In the following paragraphs each of these options is described.

#### Option A

The North Annex was originally designed for four floors of 288 beds each, totaling 1,152 dormitory bedspaces. However, the County has been granted permission to house 432 inmates per floor, making the operating capacity 1,728 bedspaces. At the time of initial construction. Only one floor (two levels) was constructed and has operated at 432 certified beds by the State. Given that the additional three floors will utilize the same housing unit footprint as the original design, an estimated 86,700 square feet would be added to the existing 53,040. While the 1,296 new bedspaces would be all dormitories, the

construction cost would have to take into consideration maintaining operation of the existing North Annex and the challenges of Downtown construction staging.

To meet the total need of 3,534 bedspaces by 2007 and provide 464 female multi-custody bedspaces will mean developing an appropriate operating solution for the female offenders that the system will need to house by 2007. As has already been noted, none of the current configurations easily accommodate the custody range required for the 464 females. To accommodate the 464 females by 2007, one approach would be to convert the 200 beds at the Satellite facility to all females for 200 inmates. This would mean maintaining a floor (two levels) at the Main Jail for approximately 264 medium and maximum custody female inmates. A typical Main Jail floor has 106 cells, some of which are single, double, and triple occupancies. If 10 of the cells were single occupied and the remaining 96 were double occupied, a single floor (two levels) could house 202 female inmates, making the total with the Satellite 402 female inmates. The following would be the resulting configuration of assigning one floor of the Main Jail to females.

• 1-Floor Medium/Maximum Custody Females	202 Beds
• 3-Floors Medium/Maximum Custody Males (266/fl.X 3)	798 Beds
<b>Total</b>	<b>1000 Beds</b>

The Main Jail is certified for 1064 beds. Therefore, a net loss of 64 beds would occur if one floor is dedicated exclusively to females. Under this option, all minimum custody and some medium custody males would be housed at the expanded North Annex.

In total, Option A will provide 1,296 through the construction of the three additional floors at the North Annex. The estimated construction cost, including a 20% project cost, is \$23.7 million, or an average cost per bed of \$18,252.

A target of 60% pretrial and 40% sentenced inmates is proposed. Option A would maintain all 2200 pretrial and 1200 sentenced male inmates in the Downtown area. The 185 estimated sentenced female sentenced inmates would be accommodated at the Satellite facility. Expansion to meet the 600 additional bedspaces projected between 2007 and 2017 would most feasibility occur at the Elkhorn Site.

Several major differences characterize Options B and C from Option A. In both options, the additional bedspaces are accommodated by expanding the operation at the Elkhorn Site and not constructing the three-floor addition to the North Annex. The 20-year justification to these two options is that jail needs will, as shown in the projections, continue to grow to over 4,000 by 2017, as compared to the 2,372 currently available bedspaces. Therefore, the addition of 1,300 more bedspaces Downtown at the North Annex will leave the County at least 400 beds short by 2017. Also, on a per square foot basis, construction of a three-floor addition to the North Annex is more expensive than new construction at a less restricted site, such as Elkhorn. Recognizing that the provision of bedspaces will, at a minimum, be a required occurrence at least every decade for years to come, Options A and B have been developed.

### Option B

A total of 1,216 new bedspaces would be constructed at the Elkhorn Site, 464 of which would be dedicated to the female inmates. The 752 male bedspaces would be minimum custody dormitories at an estimated 225,600 square feet and a construction and project cost of \$37.9 million. Combined with the \$29.2 million, the total cost for Option B would be \$67.1 million.

An objective of the Judiciary and the Sheriff's Department is to achieve a 60/40% split between pretrial and sentenced inmates. Based upon 3,534 inmates in 2007, 2,120 bedspaces would be dedicated to pretrial, leaving 1,400 bedspaces for sentenced inmates. With the new construction proposed at Elkhorn and the 200-bed Satellite Jail, the sentenced bedspace needs could be met.

### Option C

In contrast to Options A and B, Option C assumes that at least 500 would-be inmates could be released, under authorization of the Court, to community supervision. To implement such a program, a pretrial services bureau of the Court is recommended with the full authority of the Court to authorize community supervision for pre-screened pretrial and sentenced inmates.

If such a program could be developed, the construction requirement could be reduced to a 464-bed multi-custody female facility and 240 new male minimum custody bedspaces. The estimated construction cost for this option is \$41.3 million. All of the new construction for this option would be at the Elkhorn Site.

In Table 3-7, a summary of the development options is offered. The construction cost range is \$41.3 to \$67.1 million. However, Option C (\$41.3 million) depends on the implementation of an alternatives program that will require Judicial, if not State, authorization and oversight.

Table 3-7  
Jail Development Options for 2007  
(Target at Least 3,534 Beds by 2007)

	Existing Beds	Total Beds	Estimated Sq. Ft.	Estimated Cost	Cost per Bed
<b>OPTION A</b>	2,372	2,372			
Construct 1,296-Bed North Annex Addition	-	1,296	87,610	\$ 23,654,592	\$ 18,252
<b>Total Option A</b>	<b>2,372</b>	<b>3,668</b>	<b>87,610</b>	<b>\$ 23,654,592</b>	<b>\$ 18,252</b>
<b>OPTION B</b>	2,372	2,372			
Construct 752-Bed Elkhorn Male Facility	-	752	225,600	\$ 37,900,800	\$ 50,400
Construct 464-Bed Elkhorn Female Facility	-	464	139,200	\$ 29,232,000	\$ 63,000
<b>Total Option B</b>		<b>3,588</b>	<b>364,800</b>	<b>\$ 67,132,800</b>	<b>\$ 55,208</b>
<b>OPTION C</b>	2,372	2,372			
Construct 464-Bed Elkhorn Female Facility	-	464	139,200	\$ 29,232,000	\$ 63,000
Construct 240-Bed Elkhorn Male Facility	-	240	72,000	\$ 12,096,000	\$ 50,400
<b>Total Option C</b>		<b>3,076</b>	<b>211,200</b>	<b>\$ 41,328,000</b>	<b>\$ 58,705</b>

**Notes:**

1. The cost per square foot for Downtown construction was estimated at \$225.
2. The cost per square foot for the Elkhorn Site construction was \$140. For female facility, \$175/SF.
3. A 20% project cost estimate was added to the construction cost estimate.
4. Option C assumes that approximately 500 individuals will be diverted to alternative programs on a daily basis.

Traditionally, Fresno County has constructed new facilities through cash and/or Federal and State grants. Given the magnitude of the correctional bedspace need and the amount of money required to meet this need, it is not likely that either a cash or grant contribution can be accomplished to meet any one of the three options summarized in Table 3-7. Therefore, Table 3-8 has been developed to illustrate the annual cost to amortize the capital debt at an 8.0-8.5% interest rate, which is reflected in the "Annual Debt Service" column of Table 3-8.

This table illustrates the operating cost advantage of Option A where the existing staffing pattern in the North Annex will be "carried-over" to the three additional floors. The support staff for administration, programs, medical, and food services are already in place. In Options B and C, some additional staff will have to be employed to meet the requirements at Elkhorn.

Again, Option A is the most cost effective option for the short-term from both a capital debt retirement and operational cost perspective. The per diem translates to approximately \$39/inmate day, based upon full

occupancy and combining annual debt service and operating costs. Option C has the lowest combined annual cost, but will require that the County and the Court work closely together to identify a minimum of 500 inmates each year that would normally be incarcerated, but who could, under an intensive supervision approach, be released from incarceration and controlled through a variety of community-based supervision program.

Table 3-8  
Comparison of Annual Operating Costs by Jail Options for 2007

	Construction Cost	Annual Debt Service	Annual Oper. Cost	Total Annual Cost	Cost per Inm. Day
<b>OPTION A</b>	\$ 23,654,592	\$ 2,238,316	\$ 49,967,308	<b>\$52,205,623</b>	<b>\$ 38.99</b>
<b>OPTION B</b>	\$ 67,132,800	\$ 6,352,441	\$ 52,989,286	<b>\$59,341,727</b>	<b>\$ 45.31</b>
<b>OPTION C</b>	\$ 41,328,000	\$ 3,910,662	\$ 45,286,429	<b>\$49,197,091</b>	<b>\$ 37.57</b>

**Notes:**

1. For the purpose of calculating annual debt service, a 20 year amortization and 8% financing was used.
2. Existing staff of 417 was multiplied times \$75,000/position.
3. New staff for Downtown option was computed using the current ratio of 1:5.2 inmates times \$75,000/year.
4. New staff for Elkhorn option was computed at ratio of 1:4.2 inmates times \$75,000/year.
5. In Option C, the cost for alternatives assumed 500 participants, a caseload of 1:25, and operating cost of \$60,000/position.

Even though the annual debt service will range from approximately \$2.2 to 6.3 million, depending upon the option chosen, the annual operating cost will range from eight to ten times this amount. To calculate the annual operating cost, the current 417 correctional staff costs were added to the estimated staff at current staff to inmate ratios and multiplied by an average of \$75,000 cost per staff position. This average cost represents both salary and non-salary costs to operate the facilities. The estimated cost per position for the alternative programs of Option C was established at \$60,000.

As can be seen from the table, the annual cost ranges from \$49.2 million for the "alternatives" option (C) to \$59.3 million for Option B. Option A, which combines construction Downtown and at Elkhorn, has an annual combined debt service and operating cost of \$52.2 million. These costs convert to a range of \$37.57 to \$45.31 per inmate day. This range is well in line with the current per diem costs.

#### SHERIFF'S STAFF (NON-JAIL/NON-COURTS) - PROJECTED FUTURE SPACE NEEDS

Projections of Sheriff's Non-Jail/Non-Courts Division were difficult to estimate. As already mentioned, the impetus for adding patrol officers is typically a feeling of unrest or lack of security. As citizens feel increasingly safe, the perceived need for officers on the street decreases. There is some delay in response to community demands, and so the need for police is a cyclical one, fluctuating as citizens alternate between demanding security and protesting the cost.

In Fresno County, projections of the Sheriff's Non-Jail/Non-Courts Division were calculated in the simplest method possible, using the following assumptions:

- The mix of Sheriff's Department and other policing agencies will remain the same as now
- The Sheriff's Department will continue to arrest at the same rate of arrests per officer/staff person.
- Crime will remain at the same level as population in Fresno County increases. The crime rate will neither increase relative to population, nor will it decrease.
- The need for officers on the street will be the same in the future to ensure at least the current level of security.



Using these assumptions, some simple methods were used to project future Sheriff's Department Non-Court/Non-Jail Staff.

Table 3-9  
Sheriff's Department Non-Court/Non-Jail Staff

Year	Historical						Projected			
	1993	1994	1995	1996	1997	1998	2002	2007	2012	2017
Unincorporated Population	722,600	735,200	746,500	761,900	774,200	786,800	839,631	910,771	985,645	1,066,119
Total Sheriff's Department Non-Court/Non-Jail Staff	416	420	429	433	488	547				
Ratio Sheriff's Non-Court/Non-Jail Staff to 1000 Population	0.58	0.57	0.57	0.57	0.63	0.70	0.70	0.70	0.70	0.70
Projected Total Officers (2.5 officers per 1000 citizens)						1,967	2,099	2,277	2,464	2,665
Method I: Projected Sheriff's Dept Officers using linear trend '93-'98 (Slope 24.65, intercept -48747.83)	394	419	443	468	492	517	616	739	862	986
Method II: Projected Sheriff's Dept Officers using historical % increase (5.8% per year)		0.96%	2.14%	0.93%	12.70%	12.09%	579	612	648	685
Method III: Projected Sheriff's Dept Officers using Ratio .70 to Population							588	638	690	746
Method IV: % of Sheriff's Department using % of total projected officers per 1000 citizens (31%)							651	706	764	826
Average							608	674	741	811

Method I is a linear regression using historical data from 1993 to 1998. Method II uses the average annual historical increase from 1993 to 1998 (5.8%/year). Method III projects Sheriff Department Staff using the current ratio to population, .70. Method IV projects total policing staff for the county using a ratio of 2.5 staff per 1000 population, and then applies the historical percentage of Sheriff's Department Staff (31%) to the total. These four methods were averaged to produce the final set of projections of Sheriff's Department staff in the bottom row of Table 3-9, above.

All of these methods were based on the Sheriff's historical staffing patterns and historical mission. In a recent needs assessment, the Sheriff identified an additional need for 164 staff to expand the Sheriff Department's mission as follows:

- Implement Community Policing County Wide
- Reduce Response time to five minutes for Priority 1 Emergency Calls for Service
- Reduce Response time to 15 minutes for priority 2 urgent calls for service
- Reconstitute Area 4
- Implement Operation Safe Streets County Wide
- Double Gang Unit
- Reconstitute Patrol Tactical Team

A further 68 staff would permit the Sheriff's Department to also:

- Augment Communications
- Implement Youth Services County Wide
- Augment Crime Prevention Unit
- Implement Traffic Unit County Wide
- Double Helicopter Flight Hours

Table 3-10 below shows the current Sheriff's Department space, estimated current space shortfalls (based on a space standard of 250 SF per person) and future shortfalls using projected staffing numbers. Current space was subtracted from the estimated space needs to show the total Space Shortfall for the year 1998 (approximately 18,800 Square Feet) and into the future.

The lower portion of this table estimates the same shortfalls—current and future—if additional staff is provided to expand the Sheriff's mission, as described in Chapter 1.

Table 3-10  
Projected Sheriff's Non-Court/Non-Jail Space Shortfall

Year	Current	Projected			
	1998	2002	2007	2012	2017
Projected Non-Court/Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/Person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/Non-Jail Space	117,961	117,961	117,961	117,961	117,961
<b>Space Shortfall (Current minus Needs)</b>	<b>18,789</b>	<b>34,099</b>	<b>50,460</b>	<b>67,287</b>	<b>84,760</b>
Expanded Mission--Immediate Needs	164	164	164	164	164
Expanded Mission--Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs (250 SF/person)	58,000	58,000	58,000	58,000	58,000
<b>Total Space Shortfall (projected + expanded)</b>	<b>76,789</b>	<b>92,099</b>	<b>108,460</b>	<b>125,287</b>	<b>142,760</b>

The Sheriff's Department currently has 117,961 SF of space in which to house the Patrol and Administrative Staff (this space does not include jail space, undeveloped land, or the hangar space). Dividing this space by the 547 staff that use this area (in this case Bailiffs were counted as part of total staff, since their offices are part of the available square footage) gives a current space standard of 216 SF per person.

As previously shown, if all assumptions hold true and the current level of Sheriff's Non-Courts/Non-Jail Staff is maintained into the future, the Sheriff's Department will need approximately 85,000 SF by the year 2017 to house anticipated increases in staff.

If the 164 staff from the "Immediate Needs" and the 68 staff from the "Intermediate Needs" are added to the Sheriff's Staff, an additional 58,000 SF will be required immediately to house the additional personnel. This increase in staff will take the Current County Shortfall to 142,760 Square Feet by 2017, in order to adequately house that staff.

It is difficult to estimate any future increase in the estimated Immediate and Intermediate Staff, since nothing is currently known about the workloads or cases that staff would handle. At best, the County will need to plan for an additional 58,000 SF for that staff, in addition to the space needs estimated in Table 3-13, on the previous page. If this staff increased into the future, additional space would be required to accommodate any increase.

Three long-term planning options are available to the Sheriff's Department, regardless of the expansion of the current mission. Option A involves maintaining the current offices in the downtown area and expanding them as needed to accommodate staffing increases. Option B is to use the current offices and to expand into the outlying areas with all additional staff. Option C is for the Sheriff's Department to continue in a central location, but in a large enough space to accommodate current and increased staff. Under Options A and B, the square footage required will be equal to the space shortfall. Under Option C the space required will equal the shortfall plus the existing 117,000 Square Feet. Table 3-11 below describes these three options.

Table 3-11  
Development Options for Sheriff Non-Court/Non-Jail Staff

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
<i>Central Location</i>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<i>Outlying Locations</i>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<i>New Central Location</i>	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

### THE IMPACT OF ALTERNATIVE PROGRAMS

After a decade of diverting criminal offenders from incarceration through various methods to remain in compliance with the Court-established jail capacity, it is difficult to consider releasing even more offenders to various forms of community supervision. The building plans discussed in this section are based upon the creation of additional bedspaces. This is essential for the safety of the community and the effectiveness of justice. However, even with the expenditure of millions of dollars for new bedspaces, Fresno County will still face the need to manage growth through a combination of incarceration and non-incarceration options.

In many ways, the discussion of feasible alternatives is both emotional and subjective. Most of the pre-trial options will require the Judiciary to assume responsibility for the release of inmates prior to disposition. The Sheriff's Department has limited legal scope within which pretrial release options can be implemented. To accomplish a comprehensive pretrial intervention program, the Judiciary must assume the lead role and either manage the programs or assign this responsibility to another agency.

The implementation of intensive supervised released programs following adjudication also requires the Judiciary's approval, but with such, the Sheriff's Department has much broader latitude in the implementation of various types of monitored and supervised release programs.

The key is in the commitment of the Board of Supervisors in funding the supervision of those offenders released. Without an initial and continuing commitment to a comprehensive program of alternatives, the new bedspaces created through any of the three options will fill more quickly than the projections predict. Therefore, regardless of the magnitude of the capital plan, a continuing funding of programs that help manage the future growth will be essential to the success of any of these options.

Option C of the Jail Capital Needs depends upon the implementation of alternative pretrial and sentenced programs that will defer at least 500 would-be-incarcerants from the jail and assign them to one of several pre-trial or sentenced programs that will be discussed below. Regardless, however, of which option is ultimately chosen by the County, alternative programs will be necessary. The only unresolved issue is how many.

In the Table 3-12, the potential number of “candidates” for participation in various types of alternative programs has been suggested. This potential of approximately 1000 by 2007 is not based so much upon a scientific study of inmate profile as a target that the County could adopt based upon the experience of other jurisdictions.

Table 3-12  
Projected Impact of Alternative Programs on Future Jail Population

Breakdown by Type	Adjusted 1998	2002	2007	2012	2017
Projected ADP from Revised 1998 Base	3,041	3,258	3,534	3,824	4,136
Initial # Pre-Trial (78% of ADP)	2372	2541	2756	2983	3226
Revised ADP (Pre-trial ADP / .6)	3953	4235	4594	4971	5377
<b>ADP under supervision w/40:60 Split</b>					
Pre-Trial	2372	2541	2756	2983	3226
Sentenced	1581	1694	1837	1988	2151
Alternative Supervision (25%)					
Pre-Trial	593	635	689	746	807
Sentenced	395	423	459	497	538
Incarcerated Population (75%)					
Pre-Trial	1779	1906	2067	2237	2420
Sentenced	1186	1270	1378	1491	1613

With these target figures, the following paragraphs define the various types of programs that should be considered as the County develops methods of managing the future growth.

### Potential Adult Pre-Trial Programs

The implementation of any of the following programs will require the sanction of the Judiciary and the initial and continuous funding from the County Supervisors.

- 1) **Adult Drug Court (Deferred Entry Of Judgement)**- This program places defendants who are appropriate candidates on a minimum of 18 months of supervision supplemented by drug testing, Drug Court reviews, and referrals to and participation in approved treatment programs. Probation Officers supervising this program assist the Court in residential treatment placements, monitoring, and program completion ceremonies.

Presently, this program takes on a caseload of 2,400 individuals at any given time. Participants take drug tests about twice a week, for which they are charged \$7.50 each to pay for the cost of the program. Following six months of regular testing, participants may be monitored for 12 months, depending on judges' orders.

- 2) **Non-Custody Treatment Counseling**- Individuals participate in monitored counseling sessions that are intended for treatment purposes. These counseling programs are tailored to the participant's needs and thus vary in length, frequency and focus depending on individual circumstances. This could be incorporated with an Adult Reporting Center in the future.
- 3) **Pre-Trial Electronic Monitoring (EM)**- This program currently exists for sentenced adults, but not for those in pre-trial status. However, it could potentially free up a large amount of pre-trial jail beds. A bracelet would be fitted around the ankle of the individual and a perimeter established of which they would adhere to 24 hours a day. Armed officers would monitor the pre-trial individuals, enforce the conditions set forth by the Court and ensure payment of the monitoring device fees.

Participants on Pre-Trial EM could also be required to participate in other programs, some of which could be at the Adult Reporting Center, in order to maximize effectiveness. These programs could include an Alcoholics Anonymous, drug testing and employment assistance.

### **Potential Adult Sentenced Programs**

Greater latitude exists for the implementation of the following programs for sentenced offenders. However, the initial and continuous funding by the County will be essential if these programs are to become more than a "net-widening" scheme.

- 1) **Adult Offender Work Program** – This program places adults who are sentenced to 90 days or less in jail on non-custody work assignments with participating community and government agencies. Assigned officers are responsible for the evaluation and review of offenders to determine their suitability for this program, supervising the offenders with respect to program rules and regulations, and the forwarding of commitment orders to the County Jail for those individuals who do not comply.

This is a very successful program that should be expanded for several reasons. First and foremost the program is financially self-sufficient due to the revenue made from the money that offenders must pay to participate in the program. During the '97-'98 fiscal year, over \$290,000 was collected from this program. 70 percent of the work is done on weekends, with the average participant working 14 days. The program is currently limited to 280 participants a month, many of whom have been sentenced for drug or alcohol offenses. With more staff, the program could be expanded and further reduce the jail bed needs.

- 2) **Work Furlough/Electronic Monitoring** – This is another alternative to custody program in which the Work Furlough/Electronic Monitoring Unit supervises all levels of. An ankle bracelet is fitted around the ankle of the probationer and strict rules are established in which the probationer must adhere to 24 hours a day. Armed officers also enforce the probation conditions set forth by the Court and ensure payment of biweekly fees. This program is self-supporting as a result of a sliding pay scale that probationers pay to use the monitoring device. The scale ranges from \$90 a month for individuals with little or no income to \$450 a month for individuals with high incomes.

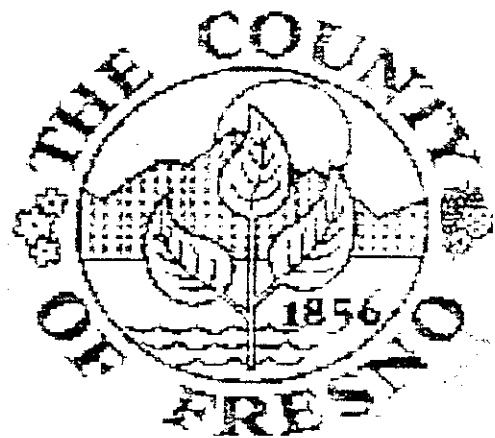
Currently there are on average 70 adults that are on this program on any given day. Those numbers should be increased to reduce jail beds because the program is self-supporting due to the fees that probationers pay for the monitoring devices. Productive work is also being accomplished with Work Furlough that can benefit the community. This program can also be used in conjunction with counseling services and other rehabilitation programs in order to reduce the rate of recidivism.

- 3) **Intensive Supervision (coupled with other programs)** – Supervision (Probation) is the overall umbrella under which the individual alternative to incarceration programs fall. The level of monitoring by Probation Officers ranges from intense to rare depending on the case in question and the Probationer. For Intensive Supervision, Probationers must follow strictly enforced conditions and meet with their Probation Officer twice a week. Currently, this program is grant-funded, facilitating caseloads of 30 at any given time.

With only 90 Intensive Supervision Probationers slated for the '99-'00 fiscal year, this program can be expanded to free up additional jail beds. Along with Intensive Supervision should be other programs matched with each individual based on his or her needs. The gamut of programs should include Day Reporting, Community Service, vocational education, and social services.

---

# Chapter 4



# Juvenile

---

**JUVENILE DETENTION POPULATION FORECASTS AND BEDSPACE PROJECTIONS**

Similar to the jail forecasting overview, historical information on juvenile detention is applied to various forecasting scenarios to project future juvenile detention population. This information includes admissions, average length of stay (ALOS), and average daily population (ADP), as well as general County population and the at-risk element of the County population.

Based on the county goals of detaining more youth within the county, the historical juvenile detention information also needed to be adjusted to reflect "cited" releases and certain categories of California Youth Authority (CYA) commitments. Fresno County has three facilities for youthful offenders: Juvenile Hall for pre-adjudicated youth and Wakefield and Elkhorn for post-adjudicated youth. A percentage of youth committed to CYA fall into categories that Fresno County would prefer to house locally if space were available. That number was approximately 20 in FY 96-97 but rose sharply to 90 in FY 97-98. For forecasting purposes, the projected number of CYA youth that could be housed locally was limited to 75 since projections of CYA commitments were not available.

Five forecast models were developed to predict juvenile commitments in Fresno County. Three models were based on ADP with differing influences such as an increase in ALOS and the Incarceration Rate. Two linear regression models were used, one that included ADP over the 1990 to 1997 timeframe, the other modified to 1993 to 1997 ADP which was a larger percentage increase than from 1990. The models were based on admissions.

Table 4-1  
Fresno County Juvenile Hall Adjusted ADP Forecast

ADP Projection Models	Forecast Years			
	2002	2007	2012	2017
<b>Model A - Average Number Increase</b> Average Number Increase per Year = 17 ADP Desired Base 1997 = 338	423	508	593	678
<b>Model B - Linear Regression</b> Linear Regression Analysis - ADP Data 1990-97, R <sup>2</sup> value = 0.67	377	443	508	574
<b>Model C - Linear Regression</b> Linear Regression Analysis - ADP Data 1993-97, R <sup>2</sup> value = 0.99	466	601	737	872
<b>Model D - Admissions and ALOS Based</b> Projected ADP	331	442	555	591
Projected Admissions	5,894	6,325	6,756	7,187
Projected ALOS - Avg. Increase of 1 day per year capped at 30 days	20	25	30	30
<b>Model E - Admissions Rate Based</b> Projected ADP Adjusted Incarceration Rate - 10 Year Average = 2.81	330	384	443	509
<b>FORECAST - AVERAGE ALL MODELS</b>	<b>385</b>	<b>475</b>	<b>567</b>	<b>645</b>
<b>FORECAST - AVERAGE ALL MODELS + 12% Peaking Factor</b>	<b>432</b>	<b>533</b>	<b>635</b>	<b>722</b>

Note: Historical Data Used: 1990 - 1997.

The recommended forecast for pre-adjudicated youth in Fresno County is an average of all five models, or an ADP of 385 in 2002 increasing to 645 in 2017. This is a 4.5 percent increase per year compared to a 4.8 percent increase per year from 1990 to 1997. Finally a 12 percent peaking and classification factor is added to the forecast ADP to account for times when the population exceeds the monthly average and accommodate required separations. This results in an estimated need for 432 pre-adjudicated beds in 2002 and 722 beds in 2017.

For the post-adjudicated youth, the California average of 56 percent pre- and 44 percent post-adjudicated youth was applied to the projected pre-adjudicated beds. These results in a post adjudicated bed need of 339 in 2002

and 567 beds in 2017. Also, the estimated 75 youth from CYA are added to these numbers to project the total youth beds in Fresno County (846 in 2002 to 1,365 beds in 2017).

Table 4-2  
Detained Juveniles 2002-2017

	Current	Estimated Current	2002	2007	2012	2017
Bedspace Needs - Juvenile Hall (using new pop data)	230	338	432	533	635	722
ADP Wakefield and Elkhorn (44% of JH/.56)	153	266	339	419	499	567
<b>Total Detained Juveniles held in Fresno County</b>	<b>383</b>	<b>604</b>	<b>771</b>	<b>952</b>	<b>1,134</b>	<b>1,289</b>
CYA Youth (classes 5, 6, and 7)	20	90	75	75	75	75
Estimated Total Adjudicated Youth from Fresno	173	356	414	494	574	642
<b>Estimated Total Detained Youth (pre and post)</b>	<b>403</b>	<b>694</b>	<b>846</b>	<b>1,027</b>	<b>1,209</b>	<b>1,364</b>

Between 1987 and 1997, the male-female split of juvenile admissions in Fresno County has averaged 83 percent male and 17 percent female (see Chart 4-1 below). These percentages are applied to the pre- and post adjudicated forecast numbers to define the number of male and female beds.

Chart 4-1  
Male/Female Mix of Juvenile Admissions

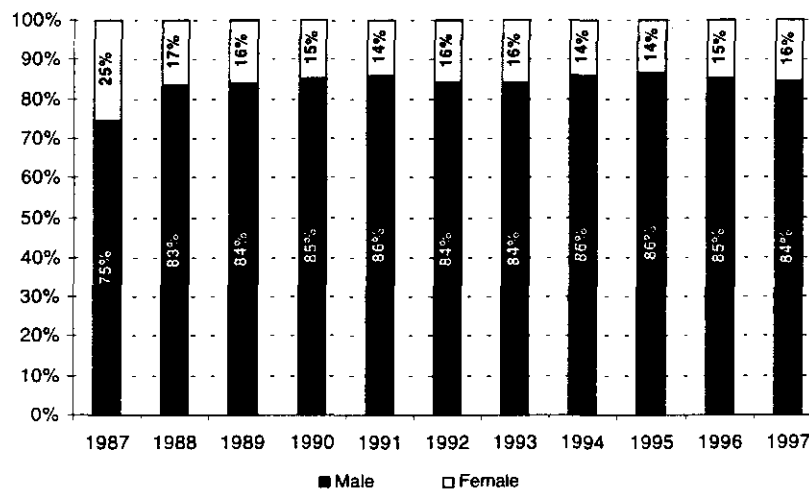


Table 4-3  
Pre and Post Adjudication Juveniles 2002-2017

	Current	Estimated Current	2002	2007	2012	2017
<b>Pre-Adjudicated</b>						
Males (83%)	191	281	359	442	527	599
Females (17%)	39	57	73	91	108	123
<b>Post-Adjudicated</b>						
Males (83%)	144	295	344	410	476	533
Females (17%)	29	60	70	84	98	109



## JUVENILE SYSTEM DEVELOPMENT OPTIONS

There are an infinite number of variables affecting the future of Fresno County's Juvenile Justice System. These variables include the following:

- Crime rates
- Policies, laws, and standards
- Availability of alternatives to in-custody placement
- Requirements and decisions regarding who is incarcerated
- Litigation
- Operational costs
- Impacts on space needs
- Capability of existing buildings to support a portion of space needs
- Costs of renovation and construction
- Availability of funds for construction and operations
- Competing demands for limited funds and county priorities
- Relative success and failure of options for pre- and post-adjudicated youth
- Knowledge about such successes and failures

The focus of this section is on building-related options for Fresno County's justice system. These building-related options are based on several major factors:

- Bed need projections
- Space needs for all juvenile justice elements
  - Juvenile Court – Delinquency Court only, as it is assumed that Dependency courts will remain in the building that was recently renovated for this purpose
  - Juvenile Court Administration
  - Juvenile Probation
  - Juvenile Detention – Pre-adjudication
  - Juvenile Placement – Post-adjudication
  - Juvenile Division of the District Attorney
  - Juvenile Division of the Public Defender
- Use of existing buildings and sites
- Alternatives to in-custody placement and their impact on bed needs and space needs

## Overview of the Options

Three building and site-related options are presented herein, and each has two sub-options. The options are:

Option A     Locate All Post-Adjudicated Beds At Elkhorn; Build A New Juvenile Hall At 10th Street & Accommodate All Other Functions In Renovated & New Buildings At 10<sup>th</sup> Street

Option B     Keep & Expand Buildings At 10th Street & Elkhorn

Option C     All Juvenile Beds & Courts at Elkhorn, With Probation Offices At 10th Street

Each of the Options A, B and C have two sub-options that are related to the use of alternatives that impact bed needs.

- **Options A-NC, B-NC, and C-NC** are based on population projections and bed needs analyses assuming that there are no major changes in the use of alternatives, with "NC" meaning "no change."

- Options A-WC, B-WC, and C-WC are based on the objective to reduce bed needs by 12.5 percent as a result of a greater use of existing alternatives and additional alternatives.

Option A-NC is identical to Option A-WC except that the WC sub-option has 12.5% fewer beds and more youth in alternative programs. Both A-NC and A-WC are the same regarding the locations of major functions, such as Juvenile Hall, and the use of existing buildings. Similarly, the only significant differences between B-NC and B-WC are the number of beds, and the degree in which alternatives are used. The same is true with C-NC and C-WC.

Table 4-4 summarizes the differences among the six options.

Table 4-4  
The Juvenile Options - Summary

Characteristics	Juvenile Options					
	A - NC	A - WC	B - NC	B - WC	C - NC	C - WC
Uses Alternatives Based on Current Levels	✓		✓		✓	
Greatly Increases Use of Alternatives		✓		✓		✓
Number of Pre-Adj. Beds in 2007	532	466	532	466	532	466
Number of Post-Adj. Beds in 2007	494	432	494	432	494	432
Total Bed Needs in 2007	1,026	898	1,026	898	1,026	898
Uses Existing Juvenile Hall			✓	✓		
Uses Existing Boot Camp	✓	✓	✓	✓	✓	✓
All Post-Adjudicated at Elkhorn	✓	✓	✓	✓	✓	✓
All Pre-Adjudicated at Elkhorn					✓	✓
All Pre-Adjudicated at 10th Street	✓	✓	✓	✓		
Courts at 10th Street	✓	✓	✓	✓		
Courts at Elkhorn					✓	✓
Juv. DA and PD at 10th Street	✓	✓	✓	✓		
Juv. DA and PD at Elkhorn					✓	✓
Juvenile Probation at 10th Street	✓	✓	✓	✓	✓	✓

### Population Projection & Bed Needs

Tables 4-5 & 4-6, on the following page, show the population projections and bed needs for pre- and post-adjudicated youth in Fresno County over the next 20 years. The first table is based on the current justice system trends and practices, including the present use of alternatives to incarceration. The second table differs from the first in that it is based on the objective to reduce bed needs by percent by increasing the use of the most effective alternatives.

Table 4-5  
Projection & Bed Needs *without* Changes in Programs

YEAR	AVERAGE DAILY POPULATION			BED NEEDS <sup>1</sup>		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153	383	-	-	-
1998 – Est. Need	338	356	694	379	356	735
2002	385	414	799	431	414	845
2007	475	494	969	532	494	1,026
2012	567	574	1,141	635	574	1,209
2017	645	642	1,287	722	642	1,364

1) Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peak in the populations.

To reduce the number of beds that are needed for pre- and post-adjudicated youth, Fresno County could expand non-custody alternatives to a greater level. Table 4-6 below, shows how many beds would be needed if the County supplemented alternatives to the extent that the ADP and Bed Needs would be reduced by 12.5 percent.

Table 4-6  
Projections & Bed Needs *with* Changes in Programs

YEAR	AVERAGE DAILY POPULATION			BED NEEDS <sup>1</sup>		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153 (2)	383	-	-	-
1998 – Est. Need	296	312	607	331	312	643
2002	337	362	699	377	362	740
2007	416	432	848	466	432	898
2012	496	502	998	556	502	1,058
2017	564	562	1,126	632	562	1,194

1) Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peak in the populations.

### Options for Fresno County Juvenile Justice Facilities

Option A-NC: Locate all post-adjudicated beds at Elkhorn; build a new juvenile hall at 10th Street and accommodate all other functions in renovated & new buildings at 10th street *without* changes that would reduce bed needs

Table 4-7  
Option A – No Change

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	379	356	735	260	125	0	0	0	0	0
2002	431	414	845	0	200	0	7	431	104	104
2007	532	494	1,026	0	200	0	47	532	124	124
2012	635	574	1,209	0	200	0	87	635	144	144
2017	722	642	1,364	0	200	0	121	722	161	161

- [1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.
- [2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at 10th Street.
- [3] In this option, all Post-Adjudicated youth would be at Elkhorn.
- [4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.
- [5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

Option B - NC: Keep & Expand Buildings At 10th Street & Elkhorn *without* Changes That Would Reduce Bed Needs

Table 4-8  
Option B – No Change

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	379	356	735	260	125	0	0	0	0	0
2002	431	414	845	260	200	171	7	0	104	104
2007	532	494	1,026	260	200	272	47	0	124	124
2012	635	574	1,209	260	200	375	87	0	144	144
2017	722	642	1,364	260	200	462	121	0	161	161

- [1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females who have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.
- [2] In this option, 10th Street's Juvenile Hall/Wakefield would be expanded to accommodate all Pre-Adjudicated youth.
- [3] In this option, all Post-Adjudicated youth would be at Elkhorn.
- [4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.
- [5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option C - NC:** All Juvenile Beds & Courts at Elkhorn, with Probation Offices at 10th Street *without* changes that would reduce bed needs

Table 4-9  
Option C – No Change

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	379	356	735	260	125	0	0	379	0	0
2002	431	414	845	0	200	0	7	431	104	104
2007	532	494	1,026	0	200	0	47	532	124	124
2012	635	574	1,209	0	200	0	87	635	144	144
2017	722	642	1,364	0	200	0	121	722	161	161

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at Elkhorn.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option A-WC** Locate All Post-Adjudicated Beds at Elkhorn; Build A New Juvenile Hall at 10th Street & Accommodate All Other Functions in Renovated & New Buildings at 10th Street *with* Changes That Would Reduce Bed Needs

Table 4-10  
Option A – With Changes

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	331	312	643	260	125	0	0	0	0	0
2002	377	362	740	0	200	0	-19	377	91	91
2007	466	432	898	0	200	0	16	466	108	108
2012	556	502	1,058	0	200	0	51	556	126	126
2017	632	562	1,194	0	200	0	81	632	140	140

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at 10th Street.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option B-WC** Keep & Expand Buildings At 10th Street & Elkhorn with Changes That Would Reduce Bed NeedsTable 4-11  
Option B – With Changes

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	331	312	643	260	125	0	0	0	0	0
2002	377	362	740	260	200	117	-19	0	91	91
2007	466	432	898	260	200	206	16	0	108	108
2012	556	502	1,058	260	200	296	51	0	126	126
2017	632	562	1,194	260	200	372	81	0	140	140

- [1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females who have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.
- [2] In this option, 10th Street's Juvenile Hall/Wakefield would be expanded to accommodate all Pre-Adjudicated youth.
- [3] In this option, all Post-Adjudicated youth would be at Elkhorn.
- [4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.
- [5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Options C-WC** All Juvenile Beds & Courts at Elkhorn, With Probation Offices At 10th Street with Changes That Would Reduce Bed NeedsTable 4-12  
Option C – With Changes

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	331	312	643	260	125	0	0	0	331	0
2002	377	362	740	0	200	0	-19	377	91	91
2007	466	432	898	0	200	0	16	466	108	108
2012	556	502	1,058	0	200	0	51	556	126	126
2017	632	562	1,194	0	200	0	81	632	140	140

- [1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.
- [2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at Elkhorn.
- [3] In this option, all Post-Adjudicated youth would be at Elkhorn.
- [4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.
- [5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**SPACE REQUIREMENTS FOR THE JUVENILE OPTIONS**

The options for the Juvenile Justice system have differences that impact space, but also similarities. The constants shared by all options are as follows:

- The same number of Juvenile Courts
- The same number of court service staff
- The same number of Juvenile Probation staff in non-custody functions, except for those in the few programs that are part of the bed needs reduction model
- The same number of staff in the Juvenile Divisions of the District Attorney and Public Defender

Because the options provide varying amount of beds and some use existing facilities more than others, some space requirements vary. The major variations are:

- The size of the facilities for pre- and post-adjudicated youth
- Space requirements for alternative programs for youth

Table 4-13, on the following page, displays the initial space assumptions and estimates for the year 2007 for all options.

Table 4-13  
Space Assumptions & Estimates for the Juvenile Options for 2007

Assumptions	Juvenile Options					
	A - NC	A - WC	B - NC	B - WC	C - NC	C - WC
<b>Juvenile Courts<sup>1</sup></b>						
Number of Delinquency Courts	3	3	3	3	3	3
Space Per Court	5,500	5,500	5,500	5,500	5,500	5,500
Total Estimated Space	27,500	27,500	27,500	27,500	27,500	27,500
Total Estimated Space – New	27,500	27,500	27,500	27,500	27,500	27,500
Total Estimated Space – Renovated	0	0	0	0	0	0
<b>Juvenile Court Services/Administration<sup>1,2,7</sup></b>						
Number of Staff	45	45	45	45	45	45
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	11,250	11,250	11,250	11,250	11,250	11,250
Total Estimated Space – New	0	0	0	0	6,750	6,750
Total Estimated Space – Renovated	11,250	11,250	11,250	11,250	0	0
<b>Juvenile District Attorney<sup>1,3</sup></b>						
Number of Staff	40	40	40	40	40	40
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	10,000	10,000	10,000	10,000	10,000	10,000
Total Estimated Space – New	10,000	10,000	10,000	10,000	10,000	10,000
Total Estimated Space – Renovated	0	0	0	0	0	0
<b>Juvenile Public Defender &amp; Contract Attorneys<sup>1,4</sup></b>						
Number of Staff	30	30	30	30	30	30
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	7,500	7,500	7,500	7,500	7,500	7,500
Total Estimated Space – New	7,500	7,500	7,500	7,500	7,500	7,500
Total Estimated Space – Renovated	0	0	0	0	0	0
<b>Juvenile Probation – Court Support<sup>1,5</sup></b>						

Assumptions	Juvenile Options					
	A - NC	A - WC	B - NC	B - WC	C - NC	C - WC
Number of Staff	35	35	35	35	35	35
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	8,750	8,750	8,750	8,750	8,750	8,750
Total Estimated Space - New	8,750	8,750	8,750	8,750	8,750	8,750
Total Estimated Space - Renovated	0	0	0	0	0	0
<b>Juvenile Probation - Field Services <sup>1,6,8</sup></b>						
Number of Staff	185	185	185	185	185	185
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	46,250	46,250	46,250	46,250	46,250	46,250
Total Estimated Space - New	27,250	27,250	27,250	27,250	27,250	27,250
Total Estimated Space - Renovated	19,000	19,000	19,000	19,000	19,000	19,000
<b>Juvenile Day Treatment</b>						
Number of Youth (at a time)		120		120		120
Space Per Youth		200		200		200
Total Estimated Space		24,000		24,000		24,000
Total Estimated Space - New		24,000		24,000		24,000
Total Estimated Space - Renovated		0		0		0
<b>Pre-Adjudicated Detention <sup>9</sup></b>						
Number of Beds -- New	532	466	272	206	532	466
Space Per Bed	500	500	500	500	500	500
Total Estimated Space -- New	266,000	233,000	136,000	103,000	266,000	233,000
Total Estimated Space - Renovated	0	0	77,033	77,033	0	0
<b>Post-Adjudicated In-Custody Treatment</b>						
Number of Beds -- New	295	232	295	232	295	232
Space Per Bed	600	600	600	600	600	600
Total Estimated Space -- New	177,000	139,200	177,000	139,200	177,000	139,200
Total Estimated Space - Renovated	0	0	0	0	0	0
<b>TOTAL ESTIMATED SPACE - NEW</b>	<b>524,000</b>	<b>477,200</b>	<b>394,000</b>	<b>347,200</b>	<b>535,250</b>	<b>488,450</b>
<b>TOTAL EST. SPACE - RENOVATED</b>	<b>30,250</b>	<b>30,250</b>	<b>107,283</b>	<b>107,283</b>	<b>19,000</b>	<b>19,000</b>
<b>TOTAL EST. NEW &amp; RENOVATED SPACE</b>	<b>554,250</b>	<b>507,450</b>	<b>501,283</b>	<b>454,483</b>	<b>554,250</b>	<b>507,450</b>

1) Note that the current projections indicate that 4.1 Juvenile Delinquency courts will be needed by the year 2007, and 4.8 will be needed by the year 2017. It is suggested that 5 courts be built at the same time, one of which could be unfinished until needed. All court and court-related staff will also not be needed initially, but offices and other work areas should be provided. Building the space for all 5 courts and related support and office space initially will minimize operational inefficiencies later.

Also note that all of these numbers EXCLUDE Dependency Courts. In the newly renovated Dependency Courts building, there would be additional staff from Court services, probation, District Attorney, Public Defender, Contract Attorneys.

2) Staff numbers are based on recommended ratios related to the number of courts. For Court Services, 9 Court Services staff per court, so 45 Juvenile District Attorney staff.

3) Staff numbers are based on recommended ratios related to the number of courts. For the District Attorney (prosecutorial), 8 staff per court, so 40 Juvenile District Attorney staff.

4) In addition to Public Defenders, Contract Attorneys are used when there are conflicts of interest. The numbers here for Public Defenders include Contract Attorneys. It is assumed that there will be a ratio of 6 Public Defenders and Contract Attorneys per court, with a total of 30 positions.

5) Staff numbers are based on recommended ratios related to the number of courts. For Juvenile Court Support portion of probation, 7 staff per court, so 35 Juvenile probation court Support staff.

6) Staff numbers are based on recommended ratios related to the number of courts. For Juvenile Field Services portion of probation, 37 staff per court, so 185 Juvenile Probation Field Services staff.

7) With the four options that keep courts at the existing 10<sup>th</sup> Street site but in a new building, the existing Juvenile Courts building would be renovated and used for Court Support.

8) All options keep Juvenile Probation in its current building on 10<sup>th</sup> Street and expand this building. The existing building would undergo a minor renovation.

9) In the two options that keep the existing Juvenile Hall and expand it, a major renovation would be needed.



**CONCEPTUAL COST ESTIMATES**

For planning and budgeting purposes, conceptual cost estimates were developed.. These were by building type, as follows:

Table 4-14  
Cost Assumptions

Component/Building Type	Cost per Sq. Ft.	
	construction only	total project costs
Juvenile Detention (pre-adjudication), new construction	\$ 185	\$ 222
Juvenile Detention (pre-adjudication), renovation	\$ 90	\$ 108
Juvenile Treatment (post-adjudication), new construction	\$ 165	\$ 198
Juvenile Courts	\$ 185	\$ 222
Major Renovation of Courts/Offices for Offices	\$ 65	\$ 78
Minor Renovation of Offices	\$ 30	\$ 36
Offices, Classrooms	\$ 125	\$ 150

Total project costs include fees, site development, and furnishing, fixtures and equipment

Table 4-15  
Cost Estimates for Juvenile Justice Components

Component/Building Type Space & Costs	Juvenile Options					
	A-NC	A-WC	B-NC	B-WC	C-NC	C-WC
<b>Juvenile Courts</b>						
Estimated Square Feet	27,500	27,500	27,500	27,500	27,500	27,500
Construction Cost/Square Foot	\$ 185	\$ 185	\$ 185	\$ 185	\$ 185	\$ 185
Total Estimated Construction Cost	5,087,500	5,087,500	5,087,500	5,087,500	5,087,500	5,087,500
Total Estimated Project Cost	6,105,000	6,105,000	6,105,000	6,105,000	6,105,000	6,105,000
<b>Juvenile Court Services/Administration</b>						
Estimated Square Feet	11,250	11,250	11,250	11,250	11,250	11,250
Construction/Renovation Cost/Square Foot	\$ 65	\$ 65	\$ 65	\$ 65	\$ 125	\$ 125
Total Estimated Construction Cost	731,250	731,250	731,250	731,250	1,406,250	1,406,250
Total Estimated Project Cost	877,500	877,500	877,500	877,500	1,687,500	1,687,500
<b>Juvenile District Attorney</b>						
Estimated Square Feet	10,000	10,000	10,000	10,000	10,000	10,000
Construction Cost/Square Foot	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000
Total Estimated Project Cost	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000
<b>Juvenile Public Defender &amp; Contract Attorneys</b>						
Estimated Square Feet	7,500	7,500	7,500	7,500	7,500	7,500
Construction Cost/Square Foot	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost	937,500	937,500	937,500	937,500	937,500	937,500
Total Estimated Project Cost	1,125,000	1,125,000	1,125,000	1,125,000	1,125,000	1,125,000
<b>Juvenile Probation -- Court Support</b>						
Estimated Square Feet	8,750	8,750	8,750	8,750	8,750	8,750
Construction Cost/Square Foot	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost	1,093,750	1,093,750	1,093,750	1,093,750	1,093,750	1,093,750
Total Estimated Project Cost	1,312,500	1,312,500	1,312,500	1,312,500	1,312,500	1,312,500

Continued...

<b>Juvenile Probation -- Field Services</b>						
Estimated Square Feet -- New	27,250	27,250	27,250	27,250	27,250	27,250
Construction Cost/Square Foot -- New	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost - New	3,406,250	3,406,250	3,406,250	3,406,250	3,406,250	3,406,250
Estimated Square Feet -- Renovated	19,000	19,000	19,000	19,000	19,000	19,000
Construction Cost/Square Foot -- Renovated	\$ 30	\$ 30	\$ 30	\$ 30	\$ 30	\$ 30
Total Estimated Construction Cost -- Renovated	\$ 570,000	\$ 570,000	\$ 570,000	\$ 570,000	\$ 570,000	\$ 570,000
Total Estimated Construction Cost	3,976,250	3,976,250	3,976,250	3,976,250	3,976,250	3,976,250
Total Estimated Project Cost	4,771,500	4,771,500	4,771,500	4,771,500	4,771,500	4,771,500
<b>Juvenile Day Treatment</b>						
Estimated Square Feet		24,000	-	24,000	-	24,000
Construction Cost/Square Foot	125	125	125	125	125	125
Total Estimated Construction Cost	-	3,000,000	-	3,000,000	-	3,000,000
Total Estimated Project Cost	-	3,600,000	-	3,600,000	-	3,600,000
<b>Pre-Adjudicated Detention -- New</b>						
Estimated Square Feet	266,000	233,000	136,000	103,000	266,000	233,000
Construction Cost/Square Foot	185	185	185	185	185	185
Total Estimated Construction Cost	49,210,000	43,105,000	25,160,000	19,055,000	49,210,000	43,105,000
Total Estimated Project Cost	59,052,000	51,726,000	30,192,000	22,866,000	59,052,000	51,726,000
<b>Pre-Adjudicated Detention -- Renov.</b>						
Estimated Square Feet	0	0	77,033	77,033	0	0
Construction Cost/Square Foot	90	90	90	90	90	90
Total Estimated Construction Cost	-	-	6,932,970	6,932,970	-	-
Total Estimated Project Cost	-	-	8,319,564	8,319,564	-	-
<b>Post-Adjudicated In-Custody</b>						
Estimated Square Feet	177,000	139,200	177,000	139,200	177,000	139,200
Construction Cost/Square Foot	165	165	165	165	165	165
Total Estimated Construction Cost	29,205,000	22,968,000	29,205,000	22,968,000	29,205,000	22,968,000
Total Estimated Project Cost	35,046,000	27,561,600	35,046,000	27,561,600	35,046,000	27,561,600

Table 4-16  
Cost Summaries

Options	Total Estimated Construction Cost	Total Estimated Project Cost
A - No Changes	\$ 91,491,250	\$ 109,789,500
A - With Changes	\$ 82,149,250	\$ 98,579,100
B - No Changes	\$ 74,374,220	\$ 89,249,064
B - With Changes	\$ 65,032,220	\$ 78,038,664
C - No Changes	\$ 92,166,250	\$ 110,599,500
C - With Changes	\$ 77,736,750	\$ 93,284,100

## RECOMMENDATIONS

### Recommendations on Facility Options

Option A - WC is recommended for the following reasons:

- Builds more beds and provides additional alternative programs, enhances the gamut of options for pre- and post-adjudicated youth, based on need and what works for them
- Replaces staff-inefficient, poorly laid out, deficient Juvenile Hall and Wakefield.
- Utilizes existing Juvenile Court building for offices rather than courts; building does not provide adequate separation of detained youth/staff/public, lacks secure holding, and is poorly configured for courts
- Collocates a new Juvenile Hall, Juvenile Courts, and Juvenile Divisions of Probation, the District Attorney, the Public Defender -- fostering operational efficiencies, safety, cooperation.
- Locates these functions at a place convenient to the public

- Maximizes the Elkhorn site for all post-adjudicated in-custody programs/facilities, with plenty of land remaining for adult facilities and shared services, which will further enhance efficiencies

### **Recommendations for Prevention and Alternative to Incarceration Programs**

There are several excellent reasons for Fresno County to put further emphasis on prevention and alternative to incarceration programs:

- To reduce bed needs and thereby
- To save operational and construction costs;
- To limit recidivism rates – if alternatives are more effective than incarceration, and, therefore
- To reduce crime levels, fear of crime, and the various costs of crime.

Whether or not the County chooses to reduce bed needs by increasing the use of alternatives has not been determined. In fact, many in the Fresno County Justice System believe alternatives are overused now because there are too few beds for both adults and juveniles. Their belief is that more people need to be incarcerated. The population projections do show a large increase in bed needs. What this section provides is a way to still add many more beds, but not quite as many as indicated by the base projections. This section presents recommendations on what changes the County should consider making to alternatives should it decide that it needs to reduce bed needs by approximately 12.5 percent from the base projections.

Studies throughout the country have concluded that the foundation for an effective prevention/alternative program is one that exhibits a strong community-based theme and deals with individual needs on a local level with participation by community members and leaders. Programs that incorporate this community emphasis have been proven to be far more effective for many than institutional programs. When institutional placement is needed, community after-care programs are essential for long-term success.

Other fundamental general elements of alternative programs that work are as follows:

- Programs with an emphasis on the needs of the individual through assessment and follow-up.
- Programs that help to restore public confidence in the justice system by holding individuals accountable for their own behaviors.
- Programs that are implemented as preventative measures for high-risk populations in order to make them more resilient to delinquency.
- Programs that act as immediate and decisive interventions for first-time offenders and provide timely consequences without introducing individuals deeper into the justice system.
- Programs that have a large family component in them and develop family-oriented services covering a broad spectrum from parenting classes to in-home service models.
- Programs that focus on developing basic academic, vocational, life skills and work-place competencies in juvenile and adult populations.
- Programs that include some degree of gender-specific curricula and cater to male or female related issues. These programs should also be sensitive to cultural, ethnic and socio-economic differences within the targeted population.

The goals of the prevention and alternative to incarceration programs should be as follows:

- First and foremost the County should limit the numbers of juveniles that come into contact with the Justice System. This can be done by making prevention programs and services accessible at a local level, and to target individuals early to reduce the risk of delinquency.

- Secondly, after program participation, individuals should leave the Justice System better prepared to be productive, law-abiding citizens in their respective communities.
- Other goals should include protecting the community, reducing the fear of crime along with reducing actual crimes and reducing the costs of crime to taxpayers, victims, society and families.

The alternative programs should offer a continuum that links programs together to allow participant movement between program levels and types based on needs and progress or regress in a treatment environment. The programs themselves should be small enough so that participants can receive individual attention and have specific needs addressed.

### **Recommended Juvenile Programs to Keep**

Fresno County currently has an array of alternative programs that may not necessarily be used to further reduce bed needs but should be, at a minimum, continued. These programs are:

#### ***Juvenile Pre-Adjudicated***

- Graffiti Abatement Program
- Multi-Disciplinary Assessment Team
- Youth Court

#### ***Juvenile Post-Adjudicated***

- Restorative Justice
- Victim Offender Reconciliation Program

See the "Description of Alternative Programs" section in Chapter 1 for additional information, including cost per participant, about these and other each existing programs.

### **Recommended Juvenile programs to Expand**

In order to make appropriate recommendations for Fresno County, the programs have been divided into two main categories with two subcategories in each. These are adult (pre-trial and sentenced) and juvenile (pre- and post-adjudicated) programs.

#### **Recommended Juvenile Pre-Adjudicated Programs to Expand**

- 1) K-6 Program (Kindergarten-Sixth Grade) – The purpose of this program is prevention by means of identifying children at risk of being removed from school or who have displayed inappropriate behavior and/or actions on the campus. The goal of the K-6 program is to identify and address environmental barriers to scholastic success through proactive intervention developed by a collaboration of Probation, Child Protection Services, and Mental Health agencies. An assigned Deputy Probation Officer helps to develop parental education and involvement, culturally sensitive and appropriate interventions and monitors school progress. Eventually, each youth that is involved has an individual case plan developed by the collaboration of agencies, the school and the parents.

This program has many of the elements that have proven to create successful results: individual assessment, family involvement, and early intervention on a local level. As a result, to reduce bed needs the numbers of participants should increase beyond the current projections.

- 2) Youth Accountability Board (YAB) With Treatment – This Board is made up of dedicated, adult community members who volunteer to hear and resolve cases involving first-time, low-risk youth offenders. Youth and their parents appear before the panel and allow the members to determine sanctions for the committed offenses. A contract is then signed by the youth and parents that may involve community service, restitution and/or drug or alcohol classes. The minor is required to complete the terms of the contract within six months with the help of a monitor's supervision. Upon successful completion, the youth's criminal offense record is eliminated. If the youth does not complete the program successfully, he or she is processed through the Juvenile Courts.

The YAB is successful by reducing the use of courts and court-related functions and staff, by "catching" some crime-prone youth early and helping them turn around, and in involving local communities and volunteers.

- 3) Electronic Monitoring (EM) – Juveniles are fitted with an electronic monitoring device, given perimeters and limitations and released in lieu of Juvenile Hall. This program is principally used if the youth does not present a threat if released back into society or due to overcrowding in Juvenile Hall.

Although not intended to serve as a rehabilitation program, increasing the participant in the Electronic Monitoring program can significantly reduce bed needs. Counseling programs and Day Reporting can be introduced as mandatory elements of EM to help reduce recidivism rates.

- 4) Day Reporting Center – The Day Reporting Center would primarily be used for Post-Adjudicated youth, but would also be geared for many Pre-Adjudicated youth. Although currently not provided in Fresno County, this program had been in place but was closed due to budgetary limitations.

The Day Reporting Center would be a multi-faceted and multi-disciplinary supervision and treatment option for juveniles who do not need in-custody placement at all, or following in-custody placement as an aftercare program.

This community-based Day Reporting Center would offer a full alternative educational setting; community service programs; employment skill training; group, individual and mental health counseling; mentoring; tutoring; substance abuse programs; victim empathy programs; recreational programs; life-skills education, and other programs that help some youth learn to lead productive, contributing lives.

The Day Reporting Center would utilize redirected staff, additional full-time and part-time staff members, and volunteers. Ideally, it would be at least partially funded by grant money.

Though early in its conceptual stages, the Fresno Juvenile Day Reporting Center should be medium-sized with an average daily population of approximately 100. Approximately two-thirds of those juveniles would be participating in the scholastic realm of the Center and one-third in the non-scholastic programs and services. The program (or continuum of programs) should be approximately 120 days in length, but this would vary based on need. Following the primary phase of the programs, many youth would remain in less intensive continuation programs. Still others would participate in the Center's programs as an aftercare component to in-custody placements. Case managers would track the progress of juveniles during the programs and after the completion date.

Initially, there would be one Center located convenient to the neighborhoods of many juvenile offenders. It must be easy to get to, so it should be accessible via public transportation. Ideally, additional Centers in other populous parts of Fresno County would be added. Each Center would vary based on the numbers of and characteristics of youth receiving supervision, programs, and services.

In order to determine how many program placements are needed to reduce bed needs for pre-adjudicated youth by 12.5 percent, the population projections and bed needs for this group should be reviewed.

Table 4-17  
Population Projections, Bed Needs &  
Target Reductions for Pre-Adjudicated Juveniles

Average Daily Population, Added Numbers in Alternative Programs & Bed Needs	Year			
	2002	2007	2012	2017
Post-Adjudicated Average Daily Population (ADP)	385	475	567	645
Post-Adjudicated Bed Needs (1)	431	532	635	722
Target 12.5% of Post-Adj. For Increased Programs	54	66	79	90
Total Bed Needs If Implement Increased Programs	377	466	556	632

(1) for classification and peaking, Bed Needs equals Average Daily Population times 1.12

The Table 4-17 above indicates that in order to reach the objective of reducing beds needs for pre-adjudicated juveniles by 12.5 percent, between 54 and 90 youth need to be diverted from detention. The lower number is of the year 2002, the higher for the year 2017.

The Table 4-18 below displays one means of obtaining this bed-reduction objective. Three programs would be expanded, and another, Day Reporting, would be resurrected. The third and fourth columns show the number of program participants per year based on current patterns and participation levels and the anticipated increase in delinquent populations. The fifth and sixth columns show an estimate of the number of participants needed to meet the 12.5 percent bed reduction goal.

Since the average length of participation in each of these programs is less than a year, the number of participants must be far greater than the desired reduction in bed needs. For example, if the average time on Electronic Monitoring is two months, it takes six youth on Electronic Monitoring during the course of one year to save one bed (12 months divided by two months). Similarly, if there are 30 youth on Day Reporting on average during a year, with an average length of participation of four months, then the total number of participants during a year would be 90 (12 months divided by four months, which is three, multiplied by 30 youth). The resulting saving in beds would be 30.

Table 4-18  
Recommendations & Estimated Impact of  
Recommendations for Programs for Pre-Adjudicated Youth

Program Name	Average Length Of Participation	Participants Per Year			
		Without Substantive Changes in Programs		With Intensified Programs to Reduce Bed Needs	
		2007	2117	2007	2017
K-6	Varies	160	197	210	250
YAB	Varies	230	283	300	360
EM	2-months	1,260	1,552	1,400	1,650
Day Reporting	4-months	Currently non-existent	Currently non-existent	90/year 30 at a time	150/year 50 at a time

### Recommended Juvenile Post-Adjudicated Programs

1. Day Reporting Center – See item 4 in last section. Day Reporting would primarily serve post-adjudicated youth. It would include a wide array of daytime, evening and weekend constructive programs.
2. Intensive Supervision (IS) (with participation in other programs) – Formal Juvenile Supervision (Probation) is an alternative to incarceration, which the goals are: the protection of the community through intervention directed modification, to protect the society, reduce crime and the fear of crime, reduce recidivism rates and victimization, produce more law abiding, constructive tax-payers, and reduce justice system costs. Intensive Supervision incorporates both community and office contacts.

It is intended primarily for youth such as gang members who need special attention while on probation but do not need to be kept in custody.

Intensive Juvenile Supervision combined with other alternatives to incarceration programs such as counseling, Day Treatment, after school tutoring, sports, vocational programs and community services can significantly reduce bed needs by channeling juveniles into non-custody alternatives that, ideally, are rehabilitative. This proposal calls for all youth on intensive supervision to participate in an after-school, weekend or evening program with individualized treatment plans based on assessed needs. Consequently, the Day Reporting Center will be actively used by this population.

- 3) Community Service Work Program (CSWP) (with participation in other programs) – CSWP is a custody alternative for minors either on formal or informal probation. Probation Officers monitor minors on this program at non-profit organization and government work sites. Tasks performed by minors range from one-time clean ups to ongoing site maintenance.

During the fiscal year of '97-'98 there were 3,939 minors placed in the 5-10 day CSWP program. Of this number, 2,333 were removed and 1,459 completed the program successfully. If the program were expanded and supplemented by other means of treatment operated out of the Day Treatment Center, it could significantly reduce the bed needs for future years.

Table 4-19  
Population Projections, Bed Needs  
& Target Reductions for Post-Adjudicated Juveniles

Average Daily Population, Added Numbers in Alternative Programs & Bed Needs	Year			
	2002	2007	2012	2017
Post-Adjudicated Average Daily Population (ADP)	414	494	574	642
Target 12.5% of Post-Adj. For Increased Programs	52	62	72	80
Total Bed Needs If Implement Increased Programs	362	432	502	562

The Table 4-19 above shows the number of post-adjudicated beds that need to be cut by increasing alternatives in order to meet the 12.5 percent reduction goal. The number ranges from 52 for the year 2002 to 80 for the year 2017.

Table 4-20, on the following page, displays recommended increases to two existing programs, and the re-establishments of Day Reporting in order to meet the bed need reduction objectives. The third and fourth columns show the number of program participants per year based on current patterns and participation levels, and the anticipated increase in delinquent populations. The fifth and sixth columns show an estimate of the number of participants needed to meet the 12.5 percent bed reduction goal.

As with the pre-adjudication programs, the number participants in alternative programs per year must be far greater than the desired bed reductions, because all of the programs are less than one year. For example, to reduce the number of post-adjudicated beds by 50, if the Day Reporting Center has an average length of four months, it would need to involve 50 youth at any given time, 150 per year.

Table 4-20  
Summary of Estimated Impact of Recommendations For Programs for Post-Adjudicated Youth

Program Name	Average Length Of Participation	Participants Per Year			
		Without Substantive Changes in Programs		With Increased Participation to Reduce Bed Needs	
		2007	2117	2007	2017
Day Reporting	4-months	Currently non-existent	Currently non-existent	150 / year 50 at a time	210 / year 70 at a time
Intensive Supervision	6-months	120	210	150	240
Community Service	10-days	5,066	6,240	6,000	7,000

---

# **Chapter 5**



# **Courts**

---



## OVERVIEW

Projection models are an attempt to mathematically explain the factors that influence the future of a real-world situation. No model can perfectly describe an ever-changing political system, especially one as complex as the Fresno County Court System. As a planning tool, however, projection models can effectively combine a broad number of key factors in order to project future needs.

Some key factors in the Fresno County Courts System include the shape of the county, demographic differences between regions, an anticipated slow population growth, geographic features that affect court locations, and passed legislation such as Proposition 220. Because of the complexities of the court system, these factors were divided and dealt with in three stages. The first was the population projection already described in Chapter 1 – System Performance. The second is the projection of filing categories by Court District and the grouping of court filings as one consolidated Superior/Municipal Court filing types. The third is a detailed regional filings and judicial officer/court projection by current court location and filing type. The following is a brief description of the logic and methodology used, followed by the County and regional projections.

## LOGIC AND METHODOLOGY

### Filings Projection

Future court needs are dependent on future filings, which are in turn dependent on population growth and demographics. The first step in determining future court needs within Fresno County after projecting future population involved projecting future filings. In developing the filings projections models, several issues were taken into account:

- Filings rates vary by region within the County,
- Filings rates vary by type of case,
- Population is projected to increase at varying rates throughout the County,
- With the passage of Proposition 220, municipal and superior courts were regarded as one Court.

In order to incorporate these issues into the mathematical model, filing projections were done both by county and by current court region. For the countywide model, each type of Superior and Municipal case filings was projected separately. The countywide model using the total County population presented in Chapter 1.

Proposition 220 was passed on June 2, 1998, by 64 percent of voters Statewide. Subsequently, judges in each county submitted their vote in an attempt to seek local agreement. Proposition 220 allows the superior and municipal court judges within a county to create a consolidated or single court. A stunning 50 out of California's total of 58 counties had voted to unify. The County of Fresno is one that also passed Proposition 220 and agreed to the unification of municipal and superior court.

As the next step in analyzing projected filings and future court needs Superior and Municipal filings data was combined according to the groupings listed in Chapter 1<sup>1</sup> to show current court activity by location and filing type, rather than by Superior and Municipal. For this projection, the model used the projected population of each court district as calculated in Chapter 1.

<sup>1</sup> *Criminal* (In-Custody and Out-of-Custody) include Felonies, Criminal Habeas Corpus, Non-Traffic Misdemeanor Group A & B, and Traffic Misdemeanor Groups C & D, *Civil & Small Claims* includes General Civil, Other Civil Complaints, Other Civil Petitions, Mental Health, Habeas Corpus, Non-Traffic Infractions, Civil, and Small Claims, *Family Law*, *Juvenile Delinquency*, *Juvenile Dependency*, and *Traffic* includes Traffic Infractions. Family Support filings were included under filings for Other Civil Complaints as reported in the Fresno County Courts Annual Report.

### **Projected Judicial Officers**

For planning purposes, one Full Time Equivalent (FTE) of a judicial officer must have one FTE of a courtroom in which to practice. Judicial officers were used as a substitute for courtrooms in this projection model. Historically, judges have each had their "own" courtroom. Some new court designs assume that judicial officers will share courtrooms. The premise behind shared courtrooms is greater efficiency of court use through elimination of gaps in scheduling. In a typical courthouse, for example, there is time while the judge is reading background materials, meeting with attorneys, or during hearings, when the courtroom itself is not needed. If analysis of court scheduling and case type revealed that 20% (0.2 Full Time Equivalent or FTE) of a judicial officer's activity could take place in a conference room or hearing room and the other 80% (0.8 FTE) of activity legitimately required a courtroom, then a "scheduling" ratio can be calculated for courtroom sharing. Carrying the former example through to a space programming level can be done in this way: 0.8 FTE of courtroom x 5 judges = 4 courtrooms. Therefore, with the scheduling features above, for every five judicial officers, only four courtrooms would be needed.

An alternative to the Court Sharing model described above is for retired judges, referees, and other judicial officer equivalents to use existing courtrooms when necessary, working around the schedule of the judges who sit in those courts. This method, which is currently used in Fresno County, produces a similar ratio of courtrooms per Judicial Position Equivalent (JPE) for civil court activity. This ratio is reflected in the current use of 48 courtrooms to handle the activity of 54.3 JPE's system wide, showing the benefits of informal courtroom sharing.

The decision of whether or not to implement a court-sharing model must take place at a detailed programming phase in the planning process, after careful analysis of court scheduling and potential efficiency gains are examined. For purposes of projecting space needs, it was assumed that each full-time equivalent of a judge needs a full-time equivalent of a courtroom in which to practice. Eventually, "Retired Judges" may not need a courtroom of their own in which to practice, but for purposes of projecting future space needs based on caseload (filings: FTE), they were counted as part of the County's judicial officers.

To estimate future space needs, filings projections were used to project judicial officers (courtrooms) for the existing court regions. As requested by the County, filing projections and judicial officers/courtrooms were projected for the entire County, and by filing type within each existing court region.

### **Historical Data Used for Projections and Sources**

As a basis for the filing projections, historical data was collected from the Courts Administration Office. Superior and Municipal court data from 1990 to 1997 was aggregated by filing type, court location, and year. This data was compiled from hard copy annual reports published by the Fresno County Courts Administration, annual summaries, and more recent data recorded in data files. Although State statistical reports were available, these reports offered only countywide aggregated data, and did not provide the level of regional court specificity required for this analysis. These reports were used to compare the totals aggregated by the Consultant Team. There were, however, some minor differences as the County filings data is based on a calendar year, and the State reports are based on a fiscal year.

### **PROJECTED FILINGS AND JUDICIAL OFFICERS**

To get an idea of the magnitude of future court activity in Fresno County, judicial officer/court needs were projected for the whole County. Although a County-wide model does not take into account the geographical differences, court specialization, dark time, transportation time, or other key features, which must be considered in planning, the exercise provides a general guide/check for the regionalized projection models in the next section. It was anticipated that the County-wide model would produce numbers lower than those of the more detailed projection by court location and filing type, because of the inability of the County-wide model to account for the many unique features taken into account in the regional projection model.

## Filings

Five models were used to produce final County-wide filing projections. Below are descriptions of these five models.

- **MODEL I** projected future filings using a constant filings rate. The filings rate for each type of case was calculated as the ratio of filings per population (as presented in Chapter 1 – Description of Fresno Courts). Superior and Municipal Court filings were projected using historical data (1990 through 1997) and projected County population as presented in Chapter 1.
- **MODEL II** used a Linear Regression model on the filings rate for each type of Superior and Municipal case. The slope and intersect was calculated and filings were projected for the desired years.
- **MODEL III** took the eight year average percentage change in filings rate to project future filings rates. The filings rate for 1997 was used as the base year. The average percentage increase of filings to population for Superior Court was approximately 2%. Fresno and Central Valley Branch Courts showed a declining average percentage change from 1990 through 1997 with 3.6% and 2.6% respectively. Applying these percentages to the base year filings rate future rates were obtained for the different courts. And based on future population these projected filings rates were translated into future filings for each Superior and Branch Courts.
- **MODEL IV** applied a Linear Regression model to the historical filings. This model was similar to model II except this model is not linked to population in any way. This model simply follows the historical trend for each type of filing and projects it to the future.
- **MODEL V** projected filings using a methodology similar to Model III except this model is based on an annual percentage change in filings instead of filings rate. Again the historical trend is used as a basis for projecting filings and the model is not influenced in any way by the County's future population growth.

After careful review of all models, Model I was selected as the best in approximating future filings for the Fresno Superior and Branch Courts. Details of this projection method are included in the Appendix. The model is linked to population, which can ultimately dictate how many filings may be generated. Thus Model I was selected as the methodology for estimating future filings by individual court location.

This model incorporated a great deal of detail related to population, filing types, and existing court regions. With increasing specificity of location and filing type, the possibility of inaccuracy increases. This is because the increased number of variables in the detailed model allows greater opportunity for change that could result in different future outcomes. A more detailed model can provide useful information for planning purposes, but flexibility should be maintained in planning based on a complex model like this one to permit the system to adapt to potential changes.

Using the methodology in Model I, future filings were projected for each existing court location, and for the filing groupings specified earlier and agreed upon by County court staff. The result was a set of projections for nine court locations<sup>2</sup> plus two juvenile courts, for six filing types. Filing projections were calculated using the historical average rate of filings to population (based on 1991-1997 historical data). Based on County population projections grouped by Court service area filings were generated. Table 5-1 summarizes the resulting filing projections.

<sup>2</sup> Fresno/Clovis Central, Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg, and Fowler/Caruthers/Parlier.

Table 5-1  
Regional Court Projections – Filings by Court Type

Filings by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	47,891	0	0	2,731	2,885	2,245	4,026	3,134	4,778	1,196	1,160	70,046
Civil & Small Claims <sup>1</sup>	42,850	0	0	442	310	252	831	649	1,019	259	137	46,750
Family Law	4,867	0	0	0	0	0	0	0	0	0	0	4,867
Juvenile Delinquency	0	4,000	0	0	0	0	0	0	0	0	0	4,000
Juvenile Dependency	0	0	1,810	0	0	0	0	0	0	0	0	1,810
Traffic (non-criminal)	62,786	0	0	10,694	7,150	2,570	3,579	2,667	6,690	2,589	2,514	101,237
<b>Total Filings</b>	<b>158,384</b>	<b>4,000</b>	<b>1,810</b>	<b>13,867</b>	<b>10,345</b>	<b>5,067</b>	<b>8,436</b>	<b>6,450</b>	<b>12,487</b>	<b>4,044</b>	<b>3,811</b>	<b>228,711</b>
<b>Year 2017</b>												
Total Criminal	59,177	0	0	3,134	3,406	3,094	5,067	3,698	6,202	1,376	1,388	86,541
Civil & Small Claims <sup>1</sup>	52,948	0	0	507	365	348	1,046	766	1,322	298	164	57,766
Family Law	6,014	0	0	0	0	0	0	0	0	0	0	6,014
Juvenile Delinquency	0	4,682	0	0	0	0	0	0	0	0	0	4,682
Juvenile Dependency	0	0	2,119	0	0	0	0	0	0	0	0	2,119
Traffic (non-criminal)	77,582	0	0	12,268	8,440	3,541	4,504	3,147	8,683	2,979	3,008	124,153
<b>Total Filings</b>	<b>195,722</b>	<b>4,682</b>	<b>2,119</b>	<b>15,909</b>	<b>12,211</b>	<b>6,983</b>	<b>10,617</b>	<b>7,612</b>	<b>16,207</b>	<b>4,653</b>	<b>4,560</b>	<b>281,275</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

According to Table 5-1 the County of Fresno is projected to have about 228,645 filings by 2007 and 281,065 filings by 2017. These final projected filings are slightly higher than the preliminary County projections. This may be the result of projecting the filings by individual location, where different regions in the County are projected to have different future population growth rates. The Countywide model used the same population growth rate for all types of filings. The largest proportion of filings arise from Traffic cases followed by Criminal cases. The Court location with most activity is without doubt Fresno Central, followed by Selma, Coalinga, and Firebaugh.

### Projected Judicial Officers/Courts

Projecting future judicial officers by existing court locations was a complex process. County personnel provided current data on the Full-Time Equivalents of judicial time spent on each of the filing types, including statutory judges, referees, commissioners, pro-tems, and retired judges. This data was combined with filings data to estimate the rate at which filings enter the system per judicial officer in each court location. It was assumed that part of the Courts' standardization process would include equalizing the rate of filings per judicial officer throughout the system by re-allocating judicial officers where necessary.

The rate of filings per judicial officer was obtained for each court location and for each type of case by dividing the total filings by total FTE. Table 5-2 below shows the Fresno County 1997 Caseload, FTE's, and resulting caseload rates. This historical rate of incoming filings per judicial officer (or FTE) was used to calculate the number of judicial officers that would be needed to handle the anticipated future filings. The 1997 caseload data used the historical rate. Using the projected filings for all eleven courts in Fresno County (Table 5-1), the number of judicial officers was projected.

Table 5-2  
1997 Judicial Caseload Analysis for Fresno County Courts

Judicial Officer FTE's and Rate of Filings per JOE													
Locations	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Seima	Kingsburg /Riverdale	Caruthers /Parlier	Total
Judicial Officer FTE's <sup>1</sup>	39.54	3.60	3.50	2.50	0.60	0.60	0.40	1.00	0.60	0.80	0.60	0.80	54.34
Total Criminal	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	28.36
In-Custody Criminal	6.44	-	-	-	0.08	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.09
Non-Cust. Criminal & Crim. Traffic	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27
Civil & Small Claims	12.22	-	-	-	0.06	0.06	0.04	0.10	0.06	0.08	0.06	0.06	12.74
Family Law	-	3.60	-	-	-	-	-	-	-	-	-	-	3.60
Juvenile Delinquency	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50
Juvenile Dependency	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50
Traffic (non-criminal)	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64
Filings													
Total Criminal Filings	45,918	-	-	-	1,708	1,930	1,505	2,394	1,921	1,703	1,242	1,953	60,275
In-Custody Criminal	15,069	-	-	-	-	-	-	-	-	-	-	-	15,069
Non-Custody Criminal	11,480	-	-	-	427	483	376	599	480	426	311	488	15,069
Non-Cust Criminal & Crim. Traffic	34,439	-	-	-	1,282	1,448	1,129	1,798	1,441	1,277	932	1,465	45,206
Civil & Small Claims <sup>2</sup>	36,188	-	-	-	501	322	194	561	583	732	234	337	39,652
Family Law	-	4,205	-	-	-	-	-	-	-	-	-	-	4,205
Juvenile Delinquency	-	-	3,400	-	-	-	-	-	-	-	-	-	3,400
Juvenile Dependency	-	-	-	1,539	-	-	-	-	-	-	-	-	1,539
Traffic (non-criminal)	51,617	-	-	-	8,803	7,162	1,766	2,446	2,660	3,370	3,063	4,219	85,106
Total Filings	194,710	4,205	3,400	1,539	12,722	11,344	4,970	7,795	7,085	7,508	5,781	8,462	269,521
Rate of Filings per Judicial Officer													Average Rate
Total Criminal Filings													2,340
In-Custody Criminal	2,340	-	-	-	-	-	-	-	-	-	-	-	2,340
Non-Custody Criminal	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,340 <sup>3</sup>
Non-Cust Criminal & Crim. Traffic	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,125 <sup>3</sup>
Civil & Small Claims <sup>2</sup>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	3,112 <sup>3</sup>
Family Law	-	1,168	-	-	-	-	-	-	-	-	-	-	1,168
Juvenile Delinquency	-	-	971	-	-	-	-	-	-	-	-	-	971
Juvenile Dependency	-	-	-	616	-	-	-	-	-	-	-	-	616
Traffic (non-criminal)	33,088	-	-	-	36,679	29,842	11,038	6,115	11,083	10,531	12,783	17,579	18,746

<sup>1</sup> Data obtained from 1998 Judicial Needs Assessment Request Process, Part II, Qualitative Report, and as reported by Fresno County Courts staff.

<sup>2</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Probate, Non-Traffic Infractions, and Mental Health.

<sup>3</sup> Average rate was calculated using a ratio of total filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.

As Table 5-2 shows each court has a filing per judicial officer rate for each type of case. The rates for each type of case (Criminal, Civil and Small Claims, etc.) vary significantly between locations. Despite the regional variation in filings rates, the weighted average rate (equal to the sum of the rates of each location divided by the number of locations) was used for estimating future judicial officer needs. A situation may arise where a particular location such as Fresno Central gets tougher cases that take longer to process than similar type cases in outlying courts. This study assumed that a judicial officer should be able to handle the same caseload no matter where he practices. These caseload rates were compared to the County of San Bernardino's 1997 Court system rates as a check for drastic irregularities. For example, the Family Law caseload of 1,104 in San Bernardino is approximately the same as 1,168 in Fresno. However, there were some differences in the larger categories such as Criminal, Civil and Small Claims, and Traffic caseload rates.

As mentioned earlier, the weighted average of filings per judicial FTE for all locations was used to obtain the total number of future judicial officers/courtrooms needed to dispose of all projected filings. Thus, for example, the average rate of Traffic filings per judicial position was 18,746. Model I projected 10,694 Traffic filings for Coalinga for the year 2007 (Table 5-1). Therefore, to calculate the judicial officers needed to dispose of these filings, 10,694 was divided by 18,746 ( $10,694 \div 18,746 = 0.6$  judicial officers – see Table 5-3 for resulting JPE projections).

The planning process for the future of the Fresno County Courts assumed that in the future all workload for In-Custody Criminal cases (i.e. filings) will be processed and centralized in Fresno Central. Therefore the caseload rate of filings per judicial FTE was calculated by adding all the 1997 In-Custody Criminal filings for the County and dividing this total by the In-Custody Criminal FTE available in Fresno Central. Also, for Non-Custody Criminal cases the weighted average for all locations was considered to be really high (average of 5,282 cases per judicial officer). However, it was the outlying courts that were bringing the average up to an unrealistic level, a level that was very much higher than the current caseload in Fresno Central (1,783 filings per judicial officer) where most of the cases were filed. Therefore, for this type of case the County-wide caseload rate was used as the basis (total County Non-Custody filings ÷ Total County Non-Custody judicial FTE). This would be beneficial in the way that lowering the cases a judicial officer should handle would translate into more judicial officers needed in the future to handle all anticipated future filings. Thus the rate of Non-Custody Criminal cases per FTE used as 2,125, which was still higher than Fresno Central's current caseload. These

caseload rates (Table 5-2) and the projected filings (Table 5-1) resulted in the projection of judicial officers/courtrooms. Table 5-3 presents this information by court location and type of case.

Table 5-3  
Projection of Judicial Officers/Courts

Judicial Officers by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Current Caseload</b>												
<b>Year 2007</b>												
Total Criminal	23.6	0.0	0.0	1.3	1.3	1.0	1.9	1.4	2.2	0.5	0.5	34.0
In-Custody Criminal	7.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	7.9
Non-Cust Criminal & Criminal Traffic	18.1	0.0	0.0	1.0	1.0	0.8	1.4	1.1	1.7	0.4	0.4	26.0
Civil & Small Claims <sup>1</sup>	14.8	0.0	0.0	0.1	0.1	0.1	0.3	0.2	0.3	0.1	0.0	16.0
Family Law	4.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.5
Juvenile Delinquency	0.0	4.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1
Juvenile Dependency	0.0	0.0	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7
Traffic (non-criminal)	3.6	0.0	0.0	0.6	0.4	0.1	0.2	0.1	0.4	0.1	0.1	5.6
<b>Total Judicial Officers</b>	<b>46.5</b>	<b>4.1</b>	<b>2.7</b>	<b>2.0</b>	<b>1.8</b>	<b>1.3</b>	<b>2.3</b>	<b>1.8</b>	<b>2.9</b>	<b>0.8</b>	<b>0.7</b>	<b>67.0</b>
<b>Year 2017</b>												
Total Criminal	27.2	0.0	0.0	1.4	1.6	1.4	2.3	1.7	2.9	0.6	0.6	39.8
In-Custody Criminal	9.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.2
Non-Cust Criminal & Criminal Traffic	20.9	0.0	0.0	1.1	1.2	1.1	1.8	1.3	2.2	0.5	0.5	30.5
Civil & Small Claims <sup>1</sup>	17.0	0.0	0.0	0.2	0.1	0.1	0.3	0.2	0.4	0.1	0.1	18.6
Family Law	5.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1
Juvenile Delinquency	0.0	4.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.8
Juvenile Dependency	0.0	0.0	3.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
Traffic (non-criminal)	4.1	0.0	0.0	0.7	0.5	0.2	0.2	0.2	0.5	0.2	0.2	6.6
<b>Total Judicial Officers</b>	<b>53.5</b>	<b>4.8</b>	<b>3.4</b>	<b>2.3</b>	<b>2.1</b>	<b>1.7</b>	<b>2.9</b>	<b>2.1</b>	<b>3.7</b>	<b>0.9</b>	<b>0.9</b>	<b>78.4</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

<sup>2</sup> Judicial Officers include statutory judges plus all referees, commissioners, pro-tems, and retired judges.

As Table 5-3 presents the County of Fresno is expected to need about 67 judicial officers/courtrooms by the year 2007 and approximately 79 by the year 2017. However, this study focuses primarily on space and according to County court staff, retired judges acting as judicial officers may not always require an additional courtroom to function. These officers were included in the projection methodology because their absence would have affected the rates of filings per judicial officer and in turn the number of projected judicial officers/courtrooms. Retired judges represented approximately 2.8 percent of the total County judicial officers (1.56 out of a total of 55.1). Therefore, subtracting this same percentage out of the total projection results in a total of 65.1 courtrooms needed for the year 2007 and 76.2 for the year 2017. It must be noted that the same number of JPE's will be needed, as future judicial officers needed to handle the projected filing caseload. However, a lesser number of courtrooms will be needed to accommodate all the judicial officers. The number and placement of courts will be discussed at the end of this chapter.

It is important to note that, while this model attempts to project need within various court areas, the overall **total** number of judges/courts projected is the most crucial. Whether these judges end up with a caseload consisting of primarily small claims cases or civil cases is a decision related to courts planning and management strategy. Regardless of the types or numbers of cases heard, the total estimated future number of judicial officers should remain the same. Some options relating to the mix of how those judges will spend their time in the future is discussed later in this Chapter. At this level of analysis, this projection model simply produces *estimated* judicial Full-Time Equivalents in each of the areas specified by the County, according to available historical data.

The next sections in this Chapter of the report will develop allocations into specific options for the future of the Fresno County courts. The very next section provides a discussion of courts related staff to judicial position ratios and projects future staff for these court related agencies.

#### STAFF TO JUDICIAL POSITION RATIOS AND FORECASTS OF FUTURE STAFF

The size of each court building is the total amount of space required for the courtrooms, plus the space required to house the court staff and staff from related agencies such as the District Attorney (D.A.), Public Defender (P.D.), Marshal, and Probation. The latter numbers must be calculated based on the anticipated use of the court—in other words, if a courthouse is designated for traffic court, neither the D.A. nor the P.D. would require office space in that courthouse. Court staff, on the other hand, will always be housed within the courthouse.

For planning purposes, the historical ratio of court staff to judicial officers was used to estimate future court staff personnel. Table 5-4 below summarizes the ratio of Criminal Justice Staff to Judicial Officer Equivalents.

Table 5-4  
Ratio of Criminal Justice Staff to Judicial Position Equivalents (JPE)

Current (1998) Staffing Level of Court-Related Agencies	Staff 1997-98	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services	312	6				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	23	0.4				
District Attorney--Prosecutorial*	187		6			
Public Defender* (Adult)	84		3			
Probation--Court Support Adult	42		1			
Probation--Field Adult	84		3			
Public Defender (Juvenile Dependency)	8			3		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	89				25	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,294</b>	<b>23</b>				
Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	126		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

Source: Carter Goble Associates.

Table 5-4 is composed of two sections. The top part summarizes the current staffing levels of Fresno County's Court related agencies. These include agencies such as the Sheriff, Probation, District Attorney, and Public Defender. Current staff levels for all courts related agencies were recorded with the aid of County staff from each department. Based on current judicial officer equivalent data, a ratio was obtained by dividing the current staff by the current judicial officer equivalent. For example, for Court Services the current ratio of staff to judicial officers was about 6:1 ( $312 \div 55 = 5.6$  which was rounded up to 6).

Some of these ratios when compared to other counties appeared slightly low. For example, the County of San Bernardino has employed approximately 10.5 court staff personnel per judicial officer. This ratio is almost twice Fresno's current ratio. Thus, the second part of Table 5-4 presents revised 1998 staffing levels for all Court related agencies. The Consultant with the help from all agencies arrived at what would be a more realistic current level of staffing based on the agencies' current workload. (*Details of adjusted current staffing needs are found in chapter 1 of this report.*) These numbers are the "Recommended Staff 1998". Based on these numbers (and the current judicial officer equivalents) new ratios were derived for all court related staff<sup>3</sup>. Looking at the example presented earlier, the recommended level of staff for Court Services is 470 which generates a ratio of staff to judicial officer equal to 9:1 ( $470 \div 55 = 8.52$  rounded up to 9).

<sup>3</sup> In this study, for space estimation purposes, a ratio was used to estimate the future number of District Attorney Family Support Staff. This division includes Child Support, Welfare Fraud, and Child Abduction staff. The need for this staff is not actually driven by the number of JPE's, but rather by caseload size and federal mandates. Caseload size is not related to county population but to size and socio-economic characteristics of that population. State and Federal mandates determine the activities and outcomes that must be produced by this office. Because of the many policies that govern this agency, it is susceptible to more dramatic change in staffing and space needs than the other court-related agencies. Numbers are simply planning estimates, and should be reviewed on an annual basis for changes.

All agencies involved in the Criminal Justice process seem to be understaffed. All the ratios increased based on the recommended levels of staff. Only the following agencies are staffed using an appropriate ratio and therefore their ratios remained the same (Sheriff [Bailiff]; Probation; and Probation – Court Support Juvenile). Overall, Table 5-4 shows how the current ratio of court related staff to judicial officer equivalent should increase from a current ratio of 23:1 to 32:1 for the Fresno County Criminal Justice System to work in a more efficient way.

### Summary of Growth Management Strategy for Fresno County Courts

For planning purposes, it is recommended that 78.4 courts be anticipated for the year 2017 (70 courts plus 8.2 juvenile courts). This number can be adjusted according to detailed planning features, such as the increased use of hearing rooms where courtrooms are currently used. It is also recommended that the regional projection model be used as a guide for determining what type of court space will be needed—hearing rooms for juvenile traffic, large secure criminal courtrooms with holding, and large courtrooms with plenty of seating for traffic court.

Based on the projected judicial officer/courtrooms need (Table 5-3) and the ratios of staff per judicial officer, staffing data were projected for 2002, 2007, 2012, and 2017. Table 5-5 below summarizes the results.

Table 5-5  
Projected Staffing for Criminal Justice Court Related Agencies

	Recommended Ratio (# staff per JPE)	2002	2007	2012	2017
<b>Total JPE's</b>		<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services	9	527	572	618	669
Sheriff (Bailiff)	1	82	89	96	104
Probation--Administration	0.6	35	38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>	<b>39.6</b>	<b>42.8</b>	<b>46.4</b>
District Attorney--Prosecutorial	8	278	303	328	355
Public Defender	4	150	163	177	191
Probation--Court Support Adult	5	191	208	225	244
Probation--Field Adult	4	143	156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>	<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation--Court Support Juvenile	7	27	29	32	34
Probation--Field Juvenile	37	141	152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>	<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Dependency)	5	19	21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney--Family Support*	122	376	475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>	<b>2,205</b>	<b>2,414</b>	<b>2,633</b>

\*Staffing estimates based on an interpolation of DA Family Support Estimates for 2005 (435), 2010 (512), and 2020 (648).

Source: Carter Goble Associates.

According to Table 5-5 the total Criminal Justice Staff needed by the year 2007 will be 2,205. By the year 2017, the County will need 428 additional staff<sup>4</sup>.

### The Judicial Development Plan

In determining the spatial needs of the Judicial System, the basic assumption is that the future level of filings in the Courts will reflect the historical trends and that any change from this rate of growth will be statistically insignificant. The historical workload of the Court will remain relatively constant on a per judicial officer position basis. The filings are expected to increase from 189,239 currently to 228,645 and 281,065 respectively in 2007

<sup>4</sup> For purposes of this plan, Family Support staff estimates were based on agency projections. As state and federal policies change, and based on the demographics of the County, these numbers could increase. The magnitude of that increase will depend on many variables that were beyond the scope of this study. This agency has estimated that future staff may reach the levels shown in the table above. For planning purposes, any additional staff in the future will imply additional space needs for this agency.



and 2017. Using the projection of JPE's derived from the application of the workload model previously described for each of the divisions of the Court and "rounding" of partial JPE's to the next highest number, these annual filings should generate the need for 67 and 79 judicial positions and 69 and 81 courtrooms in 2007 and 2017.

While technology, trial court funding, and case management changes will impact the efficiency of the Court and the system-wide operations, the projected filings and required Judicial Officer Equivalents will generate the need for courtrooms as shown in Table 5-6, on the following page. As previously explained, not all of the judicial positions require the full-time use of a courtroom. For master planning purposes, one courtroom is recommended for every judicial position. Using the JPE projections from Table 5-3, and a 1:1 factor of courtrooms to JPE, the projected number of courtrooms follows.

Table 5-6  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were de-commissioned in Sanger, Parlier, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet **current** demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared.

#### Option A: Centralization of the Courts

Universally, the more centralized the court operations, the more opportunity to achieve efficiency in operations. A centralized Court Services, District Attorney, Public Defender, and Probation Service generally yields greater management control and more effective communication. Fresno County has more than 6,000 square miles, making complete centralization of the Courts difficult to achieve without creating accessibility problems for many citizens, some of whom are transportation disadvantaged.

In Option A, the focus is upon the centralization of in-custody criminal trials to reduce the transporting of inmates to remote courts for hearings and trials. A trial court (family law, civil, traffic) will remain in each of the three court regions in the County. Three possible regional locations include the South (Selma), the East (Clovis), and the West (Coalinga). While these are not necessarily the center of population growth in these regions, courtrooms and minimal support capabilities currently exist. Under this approach, the remaining eight (8) of the remote courts could become “smart courts” where staff is available to assist the public with filings, petitions, fines payment, and legal papers but a sitting judge would not be assigned to these remote locations.

All other existing court facilities would be maintained with full time judicial and related staff. The function of these courts would be modified to shift all in-custody criminal proceedings to a proposed new 24-courtroom criminal court complex in close proximity to the Main Jail. The 29 existing Central Courthouse courtrooms would be used for 13 Civil courtrooms; five (5) Family Law; three (3) Traffic; and eight (8) out-of-custody Criminal proceedings. The two Criminal Arraignment courts at the North Annex would be maintained to minimize inmate movement during the early stages of incarceration.

The following points summarize the basic use of existing courts and the proposal for a new criminal courthouse.

- A representative “community court” will remain in each of three (3) geographic regions, including Coalinga in the West; Selma in the South; and Clovis in the East. These courts will be served by a fulltime judge and will be multi-purpose courts with the exception of in-custody criminal proceedings.
- Of the 69 courts required by 2007, 66 will be located in Fresno.
- Twenty-nine (29) courts of the Central Courthouse will be dedicated to Civil and Family Law (18), three (3) for Traffic, and eight (8) for out-of-custody Criminal proceedings.
- A new 24-courtroom Criminal Courthouse will be constructed adjacent to the North Annex for both in-custody and out-of-custody criminal proceedings. Space for an additional six (6) should be developed for 2017 through a horizontal expansion.
- The two (2) recently developed Juvenile Dependency Courts located in the Mall will need to be expanded by one (1) additional Courtroom.
- Five (5) new Juvenile Delinquency courtrooms will be constructed at the Juvenile Hall site.
- The three (3) IV (d) Courts in the Plaza will continue and with any additional part-time needs met through the scheduled use of courtrooms in the Central Courthouse.
- Between 2007 and 2017, three (3) Civil courts, six (6) Criminal courts, one (1) Family Law court, one (1) Juvenile Dependency court, and one (1) additional Traffic court will need to be constructed in the Downtown area for a total of 12 additional courtrooms by 2017.

As shown in Table 5-7, approximately 385,000 new square feet will be required under Option A at an estimated cost of \$76.7 million. The major cost item is the proposed new criminal court that will include space for the prosecutorial division of the District Attorney's office, the Public Defender, criminal section of the Clerk's office, and the court services division of the Probation Department. If these spaces were not included in the new Criminal Courts Complex, the square footage requirement (and cost) could be reduced by approximately 100,000 square feet and \$20.0 million. However, these support spaces would need to be provided somewhere if not in the Criminal Courts Complex.

Table 5-7  
Court Development Options for 2007 – **OPTION A**

	Existing Courts	New Courts	Total Courts	New Sq. Ft.	Estimated Cost
Maintain 3 Traffic Courts in Regions	9	-6	3	-	\$ -
Use 18 Central Courtrooms for 13 Civil/5 Family Law	18	0	18	-	\$ -
Use 3 Central Courtrooms for Traffic	3	0	3	-	\$ -
Use 8 Central Courtrooms for Out-custody Crim.	8	0	8	-	\$ -
Construct New Criminal Court	0	24	24	333,600	\$ 66,720,000
Construct New Delinquency Court @ Juv. Hall	5	5	5	50,000	\$ 10,000,000
Maintain 2 Dependency Courts in Mall; Add 1	0	3	3	-	\$ 10,000
Maintain 3 IV(d) Courts in Plaza	3	0	3	-	\$ -
Maintain 2 Arraignment Courts in North Annex	2	0	2	-	\$ -
<b>Totals for Option A</b>	<b>48</b>	<b>32</b>	<b>69</b>	<b>383,600</b>	<b>\$ 76,730,000</b>

The existing five (5) Juvenile Hall courtrooms would be replaced with five (5) Juvenile Delinquency courts.

The 9 Remote Courts exclude Sanger, Parlier, and Auberry Courts.

#### Option B: Maintenance of the Courts

In Option B, the focus is upon maintaining as much of the existing court infrastructure as is feasible from a management perspective. For example, six (6) of the remote locations would remain in operation with the three (3) other remote locations converted to "smart courts" with a staff presence to assist with local inquiries. In contrast to Option A, a new predominantly Civil Court Complex would be constructed in the Downtown with the existing Central Court being converted to an all-criminal proceeding court. The following statements summarize the configuration of Option B.

- Maintain six (6) existing courtrooms in remote locations and marginally expands the operation of the Courts in: Selma, Reedley, Coalinga, Firebaugh, and Clovis\*.
- Maintain the three (3) IV (d) courts in the Plaza Complex.
- All support functions would be removed from the Central Courthouse making area for 32 criminal courtrooms. The displaced agencies would best be located in the Hall of Records or Plaza Complex.
- Construct a new Civil Courts Complex in the Downtown Area for 13 civil courtrooms and five (5) Family Law courtrooms. In lieu of new construction, this plan could be achieved through the substantial renovation of an existing building if one can be found that has appropriate column-spacing and other design criteria. The existing Federal Courthouse will soon be replaced. The County should begin discussions with General Services Administration (GSA) personnel about the lease or acquisition of this 200,000 SF structure with eight (8) courtrooms.
- The existing courtrooms at the 10<sup>th</sup> Street Juvenile Hall Complex will be renovated to five (5) Juvenile Delinquency Courts. Space for support functions will have to be developed on-site.
- The two (2) Juvenile Dependency Courts located in the Mall (Bank of America) Building will be expanded for an additional Dependency Court.
- This option brings the total courtrooms to 69 by 2007. Between 2007 and 2017, six (6) additional criminal courtrooms will need to be located in the Central Area. The only additional expansion space in the Central Courthouse after renovation for the five (5) new Criminal courtrooms in spaces currently occupied by Probation will be the area currently occupied by Court Services. Three (3) additional Civil courtrooms; one (1) additional Family Law courtroom; one (1) additional out-of-custody Criminal courtroom; one (1) additional Juvenile Dependency courtrooms; and one (1) additional Traffic courtroom will be necessary by 2017. These 12 additional courtrooms will bring the total to 81 by 2017.

Table 5-8 on the following page, illustrates the square footage and capital implication of Option B. This plan assumes that expansion space for the District Attorney, Public Defender, and Probation will occur in the Plaza Complex. Expansion of Court Services would best occur in the Hall of Records to remain in as close proximity to the Central Courthouse as possible. During the course of this study, the Federal Court announced plans to

\* There is some flexibility in this plan—for example, the option remains open for Reedley to be expanded and Sanger closed, if the County determines that this would be more beneficial.

construct a new courthouse in Fresno. If the existing eight (8)-courtroom Courthouse with 200,000 square feet becomes available for lease or purchase, the County should take advantage of this to meet the projected 196,000 square foot need for a new Civil/Criminal facility by 2007.

This option requires approximately 240,000 square feet and an estimated construction cost of \$42.1 million.

Table 5-8  
Court Development Options for 2007 – **OPTION B**

	Existing Courts	New Courts	Total Courts	New Sq. Ft.	Estimated Cost
Maintain 6 Remote Courts for Traffic	9	-3	6	-	\$ -
Maintain 3 IV (d) Courts in Plaza	3	0	3	-	\$ -
Use 29 Central CR's for Criminal; Add 3 add. Criminal	29	3	32	15,000	\$ 1,800,000
Renovate 5 Delinquency Courts @ Juvenile Hall	5	5	5	50,000	\$ 5,000,000
Maintain 2 Dependency Courts in Mall; Add 1	0	3	3	-	\$ 10,000
Construct 13 Civil & 5 Family Law Courts	0	18	18	176,400	\$ 35,280,000
Maintain 2 Arraignment Courts in North Annex	2	0	2	-	\$ -
<b>Total for Option B</b>	<b>48</b>	<b>29</b>	<b>69</b>	<b>241,400</b>	<b>\$ 42,080,000</b>

The three (3) new Criminal courts will be located in the existing Probation space.

Consideration should be given to leasing or acquiring the 200,000 SF existing Federal Courthouse in lieu of new construction.

The 9 Remote Courts exclude Sanger, Parlier, and Auberry Courts.

#### Option C: Regionalization of the Courts

The third option is based upon the regionalization of court functions in Selma and the maintenance of eight (8), making a total of nine (9) remote courts in operation. In time, another regional court complex could be located in the northeast, enabling four additional remote courts to be relocated to the second Regional Justice Complex. Similar to Option B, this option proposes that the existing Central Courthouse be converted (and internally expanded) for all criminal, and limited civil, courts use. A new nine (9) courtroom Civil Courts Complex will be developed through new construction or the substantial renovation of an appropriate existing Central Area building. Again, the existing Federal Courthouse is a facility that should be investigated for possible acquisition or lease for this civil functions. The remaining existing courts, with the exception of a replacement facility for the Juvenile Hall Courts, will continue in service. The following summarizes the proposed option.

- A new four (4) courtroom Regional Justice Complex will be established in Selma. This complex will be constructed initially for four (4) courts with shelled-in expansion for an additional two (2) courtrooms at a minimum.
- The eight remote courts that will remain include: Coalinga, Kingsburg, Sanger, Clovis, Firebaugh, Reedley, Kerman, and Parlier. The function of three (3) of these courts would primarily be family law and in five (5) the predominant assignments would be traffic cases.
- Three (3) IV (d) courts will remain in the Plaza Complex.
- A new nine (9)-courtroom complex for Civil courts will be developed in the Downtown, designed to accommodate five (5) additional civil, dependency, and family law courtrooms by 2017.
- Three (3) Juvenile Dependency Courts will be located in the Mall (Bank of America) Building. The remaining two (2) dependency courtrooms will be accommodated in the nine (9)-courtroom Civil Complex.
- The existing Courthouse will include 29 criminal courtrooms with five (5) new courtrooms created through expansion into the area occupied by the Probation Department. By 2017, six (6) additional criminal courtrooms will be required. If these are hearing, rather than court, rooms the six additional spaces may be able to be achieved through the renovation of the area currently occupied by Court Services. New space in the Plaza and/or Hall of Records will be necessary to accommodate the displaced agencies.

In Table 5-9 on the following page, a capital budget of \$40.5 million is proposed for the approximately 200,000 new square feet of court-related construction.

Table 5-9  
Court Development Options for 2007 – OPTION C

	Existing Courts	New Courts	Total Courts	New Sq. Ft.	Estimated Cost
Maintain 9 Remote Courts; 3 Family Law/6 Traf.	9	0	9	-	\$ -
Develop Regional Center in South; 2 Civil, 2 Fam. Law	0	4	4	39,200	\$ 7,840,000
Develop New Juvenile Justice Center	5	5	5	50,000	\$ 10,000,000
Maintain 3 IV (d) Courts in Plaza	3	0	3	-	-
Maintain 2 Dependency Courts in Mall; Add 1	0	3	3	-	\$ 10,000
Maintain 29 Cent. Cts for Crim.; Add 5 (3 Crim, 2 Cvl)	29	5	34	25,000	5,000,000
Construct New Civil Court in Downtown	0	9	9	88,200	17,640,000
Maintain 2 Arraignment Courts in North Annex	2	0	2	-	\$ -
<b>Total for Option C</b>	<b>48</b>	<b>26</b>	<b>69</b>	<b>202,400</b>	<b>\$ 40,490,000</b>

The five (5) new courts (3 Criminal & 2 Civil) will be located in the existing Probation space.

The 9 Remote Courts exclude Sanger, Parlier, and Auberry Courts.

### COURT-RELATED CRIMINAL JUSTICE AGENCIES' FUTURE SPACE NEEDS

The staff required to manage the daily court process involves personnel from several agencies. Chapter 1 described the current staffing levels of all court-related staff, and established reasonable methods for projecting future staffing needs. These staffing levels are not for any type of staffing analysis, but rather a means of determining future space needs of these agencies. The agencies included in this estimation of future space needs include the Courts, Court Services, the District Attorney, the Public Defender, Probation, and the Sheriff's Bailiffs.

Table 1-22 in Chapter 1 (page 1-49) shows the current staffing and space for each court support agency (Courts were not included because of irregularities in current space). Table 5-10 below gives the estimated future staff that will be required to support the court functions in the year 2007. The projected number of Judicial Officer Equivalents can be seen in the first column, and the staff for each Court-Related Criminal Justice Agency is shown to the right.

Ratios used to project staff needs were those defined in Chapter 1, with any exceptions noted in the notes below the table.

Table 5-10  
Staff Allocation for Court Functions for 2007

Type of Court	No. of J.P.E.	Court Services Staff	DA Staff	PD Staff	Probation Staff	Sheriff Staff	Total Staff	Staff J.P.E.
Criminal	34	306	272	136	326	44	1,085	31.9
Civil, Small Claims, & IV(d)	16	144	-	-	-	21	165	10.3
Family Law	5	45	610	-	-	7	662	132.3
Juvenile Delinquency	5	45	40	20	300	7	412	82.3
Juvenile Dependency	3	27	5	3	-	4	38	12.8
Traffic	6	54	18	12	58	8	149	24.9
<b>TOTALS</b>	<b>69</b>	<b>621</b>	<b>945</b>	<b>171</b>	<b>684</b>	<b>90</b>	<b>2,510</b>	<b>384</b>

1. In Traffic Court, the ratio of District Attorney Staff to Court is reduced to 3.0 to 1.

2. In Traffic Court, the ratio of Public Defender Staff to Court is reduced to 2.0 to 1.

3. In Traffic Court, the ratio of Probation Staff to Court is reduced to 9.8 to 1.

4. This table reflects the Prosecutorial and Family Support Staff from the District Attorney's Office.

5. This table reflects a ratio of 9.8 probation staff/JOE in Criminal and Traffic Ct. and 60/JOE in juvenile.

From this table it can be seen that a total of 621 Court Services staff will be needed, 945 District Attorney Staff, 171 Public Defender Staff, 684 Probation Staff, and 90 Bailiffs. This gives a total of 2,510 staff that will be needed to handle the activity that will be created by the projected 69 Judicial Position Equivalents.

Table 5-11 below takes converts staffing numbers to space needs by multiplying each agency's staff by a space standard. Space Standards used are shown in the row of the table labeled "Space Standards."<sup>5</sup>

Table 5-11  
Space Allocation for Court Functions for 2007

Type of Court	Courts Sq. Ft.	Ct. Serv. Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq.Ft.	Avg.SF/ Court
<i>Space Standard<sup>3</sup></i>	<i>Variable</i>	<i>200</i>	<i>250</i>	<i>250</i>	<i>200</i>	<i>125</i>		
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	237,266	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>TOTALS</b>	<b>474,375</b>	<b>155,250</b>	<b>295,156</b>	<b>53,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,163,234</b>	<b>16,858</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>Shortfall</b>	<b>22,822</b>	<b>155,250</b>	<b>199,182</b>	<b>31,060</b>	<b>110,124</b>	<b>14,016</b>	<b>532,453</b>	

1. The existing square footage number for the Courts includes Court Services.

2. The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

3. The space standards for the functional components includes a 25% building gross factor.

Total estimated space requirements are shown in the row labeled "TOTALS." Existing space currently held/used by each agency<sup>6</sup> is subtracted to give the estimated County Shortfall for 2007. According to these estimates, the County will have a total shortfall of approximately 530,000 Square Feet in the year 2007, given the anticipated level of court activity and judicial needs.

In providing appropriate space for court-related agencies, placement can often affect efficiency. Probation currently has 60,000 square feet of office space for their staff, but the offices are located in several different buildings. Boxes and files must be transported from place to place, creating confusion and delays in certain activities. Greater efficiency could be achieved by concentrating all Probation staff in one or two locations.

On the next page are some recommendations for space requirements for each court-related agency.

### Court Services, Bailiffs

Court Services Staff should always be housed in the courts building, where the greatest efficiency of information transfer can take place. Each court facility must include the appropriate space for Court Services staff to execute their responsibilities, regardless of the Option that is chosen or the location of those courts. Likewise, each court must have approximately 1.3 Bailiffs. These staff must have a designated space within the courtroom itself, but should have an additional muster/locker room in which they can change clothes and store personal belongings. This space should be incorporated into the programming of all court facilities.

### Probation, District Attorney, Public Defender

Court-related Probation Staff must be located adjacent to the Courts. The remainder of Probation Staff can be located in another place, but should be housed within one building, if possible. District Attorney and Public Defender Staff must be adjacent to the courthouse they will be serving, or have ample office space in which to work, prepare for trial, and meet with clients in private. The current location for these offices (in the County Plaza Building) is appropriately close to the downtown courts, but in outlying areas there is little designated space in which the DA and PD can work. As the offices of the District Attorney, Public Defender, and Probation expand to meet future demand, the County Plaza will no longer provide adequate space for all agencies currently housed there. The location of future offices should be selected based on the Courts Options A, B, and C.

<sup>5</sup> Space Standards for the courtrooms are variable, based on the type of activity expected in the courtroom Court Space Standards can be found in the Appendix of this report.

<sup>6</sup> Probation current space does not include detention facilities (Elkhorn Boot Camp, Wakefield, or Juvenile Hall).

Option A

- Court-Related Probation Staff should be housed within the new Criminal Courts Building.
- District Attorney and Public Defender Staff should be housed in the new Dependency Court (related staff only), the Juvenile Dependency Courts, and in the County Plaza to serve those locations.
- The new Criminal Courts Building should be designed with internal office space to accommodate any additional District Attorney and Public Defender Staff.

Option B

- District Attorney, Public Defender, and Probation staff should be housed in the County Plaza building to serve all courts in the Central Courthouse.
- Probation Administration displaced by new courts in Central Courthouse should be housed in off-site location with non-court-related staff.
- All new construction (Juvenile Delinquency Courts, Civil and Criminal Courts) should be designed to accommodate District Attorney, Public Defender, and Probation staff not housed in other space.
- Outlying Courts providing Traffic should have appropriate space for District Attorney and Public Defender Staff to work while serving those locations.

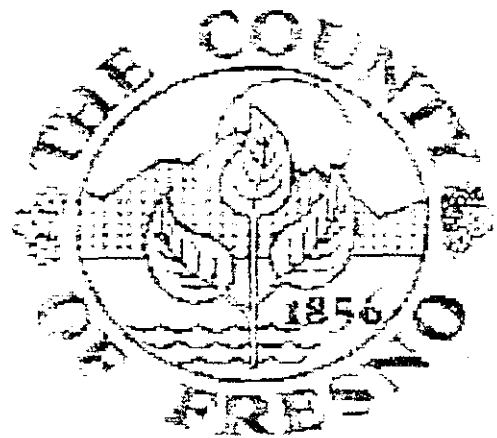
Option C

- District Attorney, Probation, and Public Defender Staff serving the Central Criminal Court should be housed in downtown area adjacent to the Courts.
- District Attorney, Probation, and Public Defender Staff serving the new Regional Justice Center in the South should be housed within that facility.
- Arraignment Courts in Jail and outlying Traffic Courts should be served by District Attorney, Public Defender, and Probation Staff from Central office locations.
- The new Juvenile Justice Center should be designed with ample space for the related District Attorney, Public Defender, and Probation Staff.

The future plan for court placement should not be based on the location of staff, but the manner in which related agencies will provide services to the court should be taken into consideration. Ideally, all court-related staff would be housed within the courthouse. With multiple court locations and functions, this goal becomes unrealistic. The future of Fresno County Criminal Justice Agencies will depend to a great extent on the selection of Option A, B, or C.

---

# Chapter 6



---

## Summary

---



**SUMMARY**

The Fresno County Criminal Justice System is as complex and needful as any around the country. This report has described the current shortages, in terms of both staff and space. As the County's population increases over the coming years, the Criminal Justice System will experience further strain, as demands for services from agencies such as the Jail, Courts, Probation, the District Attorney and the Public Defender increase. Master Plans such as this one provide a blueprint for mapping the coming change, so that change and growth can be opportunities for providing better service through thoughtful planning and placement of facilities.

As the study of Fresno County's Criminal Justice Agencies has unfolded, several issues have become prominent:

- County Population is expected to increase to approximately \$1.1M over the coming 20 years.
- The jail is under a strict cap, which is likely to be detracting from the efficiencies of the entire Criminal Justice System
- Increased costs of sending juveniles to CYA facilities have increased the County's desire to provide for those youth in Fresno.
- The Courts are already struggling to accommodate the judicial officers they have in downtown areas, while outlying courts experience considerable "dark time" and relatively low filings.
- The District Attorney, Public Defender, and Probation are understaffed and cramped in their current spaces. Any future plan must provide ample office space for these important functions

Several agencies in Fresno have aggressively sought grant funding to provide certain services outside of the monies allocated through the County's General Fund. These agencies are Probation, the District Attorney's Office, and the Sheriff's Department (Patrol Division). All monies have restrictions on how they can be spent, and most have been used to implement alternative programs, "treatment" courts, or preventive programs. Tables 6-1 through 6-5 on the following pages summarizes the county's budget for Criminal Justice Agencies over the past seven fiscal years, and then shows grant monies received below.

As shown in Fresno County's Budget for Criminal Justice Agencies (Table A-7, page A-32) the amount of monies received in the form of grants has increased slightly over the past seven years, from approximately 2.4% of total Criminal Justice monies to 3.0%.

The increase in grant monies seems slight when compared to the total budget of the County, but when examined in terms of the budgets of the agencies the money funds, the increase is somewhat greater. As Fresno County examines the options and needs for the future, grant funds will likely prove insufficient to finance the needs across all Criminal Justice Agencies.

The series of tables on the following pages summarize three options for future growth for the Jail, Sheriff Non-Court/Non-Jail Staff, Juvenile Detention, Courts, and Court-Related Agencies.

Table 6-1  
Development Options - Jail

	Option A	Option B	Option C
<b>Jail</b>			
<i>North Annex</i>	Add approximately 87,600 Square Feet in three additional floors. (1,296 Minimum Custody Bedspaces)	No change	No change
<i>Main Jail</i>	No change in the physical configuration. Convert one floor to 202 medium/maximum custody female inmates. Remaining three floors will house 798 medium/maximum custody males.	No change	No change
<i>Elkhorn Site (or other location)</i>	No construction required by 2007.	Construct 464-bed multi-custody female facility. Construct 752-bed male minimum custody dormitories.	Construct 464-bed multi-custody female facility. Construct 240-bed male minimum custody facility.
<i>Alternative Programs</i>	No change	No change	Increase capacity to at least 500 inmates who would normally be incarcerated but who could meet requirements for intensive community supervision programs. This requires Judicial authorization and oversight.
<b>Total New Bedspaces</b>	<b>1,296</b>	<b>1,216</b>	<b>704</b>

Table 6-2  
Development Options – Sheriff Non-Court/Non-Jail

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
<i>Central Location</i>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<i>Outlying Locations</i>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<i>New Central Location</i>	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

Table 6-3  
Development Options – Juvenile Detention

	Option A	Option B	Option C
<b>Juvenile Detention</b>			
<i>Juvenile Hall</i>	Demolish. Build new Juvenile Hall with capacity of 540.	Renovate Current Facility (260 beds). Add 300-bed pre-adjudication unit for total pre-adjudication capacity of 560.	Demolish. Construct new central Probation offices for administration and field functions.
<i>Elkhorn Boot Camp</i>	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200. Construct new 540-bed pre-adjudication facility.
<i>Alternatives</i>	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.
<b>Total New Bedspaces</b>	<b>1,034 (776 with alternatives)</b>	<b>1,054 (791 with alternatives)</b>	<b>1,034 (776 with alternatives)</b>

Table 6-4  
Development Options - Courts

	Option A	Option B	Option C
<b>Courts</b>			
<i>Central Building</i>	Of 29 existing courtrooms, use 13 existing courts for Civil, 5 for Family Law, 3 for Traffic, and 8 for out-of-custody Criminal proceedings.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal courtrooms.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal and 2 Civil courtrooms.
<i>County Plaza</i>	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.
<i>Bank of America</i>	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.
<i>Juvenile Hall</i>	Construct 5 new courts for Juvenile Delinquency.	Renovate 5 existing courtrooms for in-and out-of-custody Juvenile Delinquency proceedings.	Construct 5 new courts for Juvenile Delinquency.
<i>North Annex (Jail)</i>	Maintain 2 Criminal Arraignment courts in North Annex. Construct new 24-court in-custody criminal court adjacent to Annex.	Maintain 2 Criminal Arraignment courts in North Annex.	Maintain 2 Criminal Arraignment courts in North Annex.
<i>Outlying Regions</i>	Maintain 3 court locations for Traffic courtrooms.	Maintain 6 court locations for Traffic courtrooms.	Construct new Regional Justice Center in Selma for 2 Civil and 2 Family Law courtrooms. Maintain 9 remote courtrooms; 3 Family Law, 6 Traffic.
<i>New Location</i>		Construct 18-court facility. Use 13 courts for civil and 5 for family law.	
<b>Total New Courtrooms</b>	<b>32</b>	<b>29</b>	<b>26</b>

Table 6-5  
Development Options – Court Related Agencies

	Option A	Option B	Option C
<b>Court-Related Agencies</b>			
<i>Probation</i>	Court-related staff housed within new Criminal Courts Building	Administration housed in new location with non-court-related probation staff. All other Probation staff housed in County Plaza Building.	Construct new central Probation offices for administration and field functions on former Juvenile Hall site. Court-related activities at new court facilities.
<i>District Attorney</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Public Defender</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Court Support</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<i>Bailiffs</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<b>Total SF</b>	<b>(included in courts)</b>	<b>340,366</b>	<b>340,366</b>

Depending on what option the County chooses for jail and courts construction, between \$81 and \$150 million in new funds will be necessary to meet the needs by 2007. The following series of tables shows the estimated Construction costs associated with each Option above.

Table 6-6  
Summary of Costs of Development Options A, B, and C

Jail	Option A	Option B	Option C
North Annex	\$ 23,654,592	\$ -	\$ -
Main Jail	\$ -	\$ -	\$ -
Elkhorn Site	\$ -	\$ 67,132,800	\$ 41,328,000.00
Alternative Programs	\$ -	\$ -	\$ -
<b>Total Estimated Cost</b>	<b>\$ 23,654,592</b>	<b>\$ 67,132,800</b>	<b>\$ 41,328,000</b>

Sheriff Non-Courts/Non-Jail			
Central Location	\$ 2,523,000	\$ -	\$ -
Outlying Locations	\$ -	\$ 2,523,000	\$ -
New Central Location	\$ -	\$ -	\$ 7,535,450
<b>Total Estimated Cost</b>	<b>\$ 2,523,000</b>	<b>\$ 2,523,000</b>	<b>\$ 7,535,450</b>
Expanded Mission	\$ 2,900,000	\$ 2,900,000	\$ 2,900,000
<b>Total Cost With Expansion</b>	<b>\$ 5,423,000</b>	<b>\$ 5,423,000</b>	<b>\$ 10,435,450</b>

Juvenile Detention			
Juvenile Hall	\$ 49,210,000	\$ 32,092,970	\$ 49,210,000
Elkhorn Boot Camp	\$ 29,205,000	\$ 29,205,000	\$ 29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
<b>Total Estimated Cost</b>	<b>\$ 78,415,000</b>	<b>\$ 61,297,970</b>	<b>\$ 78,415,000</b>
Cost with increased Alternatives	66,073,000	48,955,970	66,073,000

Courts			
Central Building	\$ -	\$ 1,800,000	\$ 5,000,000
County Plaza	\$ -	\$ -	\$ -
Bank of America	\$ 10,000	\$ 10,000	\$ 10,000
Juvenile Hall	\$ 10,000,000	\$ 5,000,000	\$ 10,000,000
North Annex (Jail)	\$ -	\$ -	\$ -
Outlying Regions	\$ -	\$ -	\$ 7,840,000
New Criminal Court	\$ 66,720,000	\$ -	\$ -
New Civil Court	\$ -	\$ 35,280,000	\$ 17,460,000
<b>Total Courts Cost</b>	<b>\$ 76,730,000</b>	<b>\$ 42,090,000</b>	<b>\$ 40,310,000</b>
Court-Related Agencies			
Probation: 110,124 SF	\$ -	\$ 5,506,200	\$ 5,506,200
District Atty. 199,182 SF	\$ -	\$ 9,959,100	\$ 9,959,100
Public Defend. 31,060 SF	\$ -	\$ 1,553,000	\$ 1,553,000
Court Support	\$ -	\$ -	\$ -
Bailiffs	\$ -	\$ -	\$ -
<b>Total Related Cost</b>	<b>\$ -</b>	<b>\$ 17,018,300</b>	<b>\$ 17,018,300</b>
<b>TOTAL COST</b>	<b>\$ 181,322,592</b>	<b>\$ 173,043,770</b>	<b>\$ 167,588,450</b>

A final step in the planning process following workshops with the Advisory Committee and the Board of Supervisors will be the definition of the actual capital program and a financial "pathway" towards meeting the funding requirements. Using these Options as a guideline, Fresno County can then proceed with a concrete plan for the future space needs of its Criminal Justice Agencies.

## CONCLUSIONS

The three options for each of the components of the Criminal Justice System were discussed with County officials. Input was gained from the managers of each of the major components of the Criminal Justice System. The combination of operational, administrative, and executive input led to the "blending" of the various options into a preferred action plan for the County over the next 10 years.

In Table 6-7 a recommended plan for each component of the Criminal Justice System is outlined to give a basic direction that will result in additional space. Fresno County has a history of leasing, rather than constructing, space for office-type functions. Therefore, in the recommended plan, the continuation of this approach is assumed, although the construction of a new criminal justice center for the courts, law enforcement, and related criminal justice agencies could be a more effective solution.

Table 6-7

COMPONENT	RECOMMENDED ACTIONS by 2007
<b>ADULT DETENTION</b>	
Main Jail	Maintain existing operations with operating capacity of 1,064. Assign one floor (two levels) to house 202 pre-trial females.
North Annex	Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.
South Annex	Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.
Satellite Jail	Re-assign use of the 200-bed facility for sentenced females. Upgrade the condition of the Satellite Jail.
Alternative Programs	Expand the current programs to include the establishment of a Court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.
<b>SHERIFF'S OPERATIONS</b>	
Existing Headquarters	Leave 65,174 SF HQ facility as is.
Existing Leased Space	Expand 35,255 SF leased space by 17,000 SF to accommodate 68 additional staff to re-store programs that were terminated.
New District Centers	Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned space, if possible. A total of 41,000 SF will be required for 164 new staff.
<b>THE COURTS</b>	
Central Courthouse	Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Department to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.
County Plaza Complex	Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.
Bank of America Complex	Maintain 2 existing Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.
New Location	Construct, renovate, or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.
Remote Courts	Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.
Juvenile Delinquency Courts	Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.
<b>COURTS - RELATED AGENCIES</b>	
Court Services	A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.
District Attorney	A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.
Public Defender	A total of 31,060 SF will be required to accommodate the 163 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 26,060 SF will be needed in the Central Area.
Probation Services	A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.
Bailiff	Space for the bailiffs should be included in the space provided in each court facility.
<b>JUVENILE DETENTION</b>	
Juvenile Hall	Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.
Elkhorn Site	Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.
Alternative Programs	Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.

Source: Carter Goble Associates, Inc. - March 1999

Even with an expansion of leased space to meet 10-year needs, especially for court-related agencies, new construction will be necessary to meet the adult and juvenile detention requirements; the decentralization of the Sheriff's operation; and possible the expansion of the Civil Court. On the Civil Court need, with a conversion of the Central Courthouse to all criminal proceedings over the next 10 years, additional space will be necessary for the Civil and some Family Law functions. During the course of this study, the Federal Court began to discuss plans for a new facility to replace the existing Federal

Courthouse in the Downtown area. While this facility is more ornate and has larger courtrooms than would be necessary for the County, the structure has 200,000 square feet that almost exactly meets the area requirements for the County for an expanded Civil Court function.

The expansion of the Central Law Enforcement Administration by 17,000 square feet can be accomplished by leasing space as occurs at the present time. A more efficient alternative would be a consolidation of all the Sheriff's central operational needs in a single Public Safety Complex of approximately 150,000 square feet, expandable to 200,000 by 2017.

Even though the County has responded to system needs during the past 10 years by using Federal and State grants for additional staff, courtrooms, and space, no major new criminal justice facility has been constructed since the North Annex to the Jail. In the meantime, the detention needs for juveniles and adults have continued to rise. Similarly, while new judgeships have not been created by the State, the recent elections and the pent-up need for judicial positions throughout the State will probably mean additional judicial positions for Fresno County within the next five years.

During the course of this study, the County Board of Supervisors approved the pursuit of external funding for both adult and juvenile detention. For the adult component, the completion of the North Annex should meet, with the continued emphasis upon alternative programs, the incarceration needs through 2007. For the juvenile component, although the additional 320 bedspaces will reduce the impact of the severely crowded conditions, the projected growth indicates that an additional 400 bedspaces will be required to meet the 2007 need.

A 20-step action plan to bring the criminal justice facilities in the County up to the 10 year projected need. While the total plan is \$153.5 million in inflated dollars, approximately 42% of this amount has already been approved, although not funded, by the County. Of the remaining \$88.3 million, \$41.8 million represents the estimated cost of a new Civil Courts Complex in the Downtown. As has been previously mentioned, the potential availability of the Federal Courthouse could not only meet the spatial requirements of the Fresno County Civil Court, but could also cost considerably less than the estimated new construction cost of \$41.8 million.

The remaining \$46.5 million (\$88.3 – 41.8 million) that has not been discussed by the Board will provide the 400 additional juvenile beds and space for staff growth in the District Attorney, Public Defender, Court Services, and Probation departments. This space can be leased if that is the least costly approach for the County. In developing a cost for spatial expansion in these departments, a base cost of \$50 per square foot for "tenant improvements" in a leased space was used. This base cost was inflated through 2005 to account for the staging of the expansion. Table 6-8 on the following page, illustrates the inflated cost for each of the 20 steps in the Implementation Plan.

Table 6-8  
Proposed Implementation Steps – 1999-2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 1</b> (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$ 33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$ 18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc. Improvements @ Elkhorn	n/a	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Fl. Of Central Court for Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
<b>Total Step 1</b>	<b>1,616 Beds 5 Courtrooms 484 New Staff</b>	<b>321,500</b>	<b>\$ 72,812,250</b>
<b>STEP 2</b> (Complete by 2004)			
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	n/a	25,000	\$ 875,000
<b>Total Step 2</b>	<b>5 Courtrooms 676 New Staff</b>	<b>203,516</b>	<b>\$ 11,307,510</b>
<b>STEP 3</b> (Complete by 2007)			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$ 41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$ 16,800,000
Construct Dormitory Unit @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total Step 3</b>	<b>500 Beds 18 Courtrooms 82 New Staff</b>	<b>313,500</b>	<b>\$ 69,437,500</b>
<b>TOTALS</b>	<b>2,116 Beds 28 Courtrooms 1,242 New Staff</b>	<b>838,516</b>	<b>\$ 153,557,260</b>

Source: Carter Goble Associates, Inc. – March 1999

The County has other options for meeting the space needs of these departments. The proximity of both the Sheriff's Headquarters Building and the Hall of Records to the Central Courthouse and the existing Federal Courthouse (if available) would contribute significantly to an efficient courts system. The combined square footage in these two buildings is approximately 150,000. In addition, the entire County Plaza Complex has approximately 200,000 square feet that should be considered for criminal justice use due to the proximity to the Central Courthouse. Between these three County-owned buildings, approximately 350,000 square feet is available in close proximity to the Central Courthouse. In Table ES-23, a total of 329,102 square feet is estimated for departments that require a close relationship with the Criminal Courts. Of this 329,102 square feet, only 118,352 square feet of the District Attorney and Public Defender's offices could remain in their current location. Space allocated to the Court Services and Probation departments will be needed to expand the current Central Courthouse by five (5) more internal criminal courtrooms. The difference between the need (329,102 SF) and assigned space for criminal justice agencies (118,352 SF) is approximately 211,000 SF.



If these three buildings were to be dedicated to courts-related staff, the current non-justice agencies occupying these spaces will have to be re-located. In effect, the County will need to construct or lease approximately 211,000 square feet either in one or various locations to accommodate the departments that require close proximity to the courts. The types of agencies or departments for which space would need to be developed include the Sheriff, Public Works, Engineering, County Administration, Board of Supervisors, among many others.

Table 6-9  
Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>Total</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>

Source: Carter Goble Associates, Inc. March 1999

Note: The 39,800 SF for Probation is the requirements for administration and court support services of adult probation. An additional 70,000 SF will be needed to meet the total space requirement of the Adult and Juvenile Probation services.

The growth projected for the departments identified in the previous table is directly linked to the estimated number of additional judicial officers that will be required to meet the caseload of the Fresno Judicial System. Creation of most of the needed judicial positions is exclusively the responsibility of the California Legislature and is largely a political process. There is no reliable method to predict the future actions of the Legislature, and, therefore, the County could simply wait and see what will be the response of the State's legislative body to the County's well documented need for additional resources. This response could include staff (judges) as well as financial aid to construct new facilities. At the present time, a study is underway to determine the magnitude of statewide need. Following the completion of this two year effort, more information will be available concerning the State's role in funding assistance for a portion of the more than 400,000 square feet of courts and court-related space.

However, the County cannot wait two more years to formulate a policy to meet the projected need. Eventually, the 21 additional courtrooms will be necessary, and the assumption is that the State will provide funding for any new courtrooms. The greatest County challenge will be to meet the estimated 211,000 square foot space requirement that is generated by the staff to support any new judicial positions funded by the Legislature.

If all non-courts agencies were re-located from the Plaza Complex and the 61,200 square feet for Court Services was located in the Hall of Records, then the Plaza Complex at 220,000 square feet could meet the 2007 space needs of the District Attorney, Public Defender, and court-related Adult Probation. Other locational options should be explored in the near future.

Even though the County has limited history funding capital need with long-term (10 years or more) debt, as an exercise to compare leased options to capitalized debt, using current County experience, Table ES-24 was developed to estimate the financial implications if the 242,350 square feet of space for court-related agencies as either leased or purchased space. Based upon the assumptions that are explained in the footnotes, the table illustrates that over a 20-year debt amortization period, the annual cost difference is approximately \$20,000 in favor of leasing. However, at the end of the 20 years, a lease will have to be continued in contrast to a construct or purchase option where the building will be owned by the County.

Table 6-10  
COMPARISON OF LEASED Vs. OWNED SPACE For COURT RELATED AGENCIES

Agency	SF Req.	T.I. Cost	Lease + T.I.	Const. Cost	Ann. Debt Serv.
Adult Probation	80,400	\$ 1,768,800	\$ 956,760	\$ 11,658,000	\$ 1,005,503
District Attorney	56,000	\$ 1,680,000	\$ 850,080	\$ 8,680,000	\$ 748,650
Public Defender	19,750	\$ 592,500	\$ 299,805	\$ 3,061,250	\$ 264,033
Court Services	61,200	\$ 1,530,000	\$ 737,460	\$ 8,874,000	\$ 765,383
Court Records	25,000	\$ 500,000	\$ 223,000	\$ 3,125,000	\$ 269,531
<b>Totals</b>	<b>242,350</b>	<b>\$ 6,071,300</b>	<b>\$ 3,067,105</b>	<b>\$ 35,398,250</b>	<b>\$ 3,053,099</b>

Source: Carter Goble Associates, Inc. ; March 15, 1999

#### Notes

1. The required square footage is taken from estimates developed in the Master Plan.
2. The Tenant Improvement (T.I.) costs range from \$20 to \$30/SF, one time expenditure.
3. The annual lease cost uses existing Fresno experience (\$.50 to .90/SF per month) inflated @ 1.0%/year for 20 years.
4. For a 20 year comparison, the one time T.I. Cost has been divided equally over 20 years and added to the lease cost.
5. Construction cost includes fees, site development, contingencies ranging from \$125 to \$155/SF.
6. Annual debt service is based upon a constant interest calculation of 7.5% over 20 years.

Many variables could tip the margin towards or against ownership versus leasing and that is not the purpose of the table. The important message is that a comprehensive financial management strategy should be developed not only for the major capital items, such as the expanded detention requirements for adults and juveniles and courtroom needs of the judiciary, but also the office space needs for related justice system agencies. With the completion of the Justice System Plan and the Space Master Plan at the same time, the County is urged to study alternative financing methods for meeting the capital needs for all agencies and departments.

---

# Appendix



**FACILITY INVENTORY - COURTS****SUPERIOR COURTS****Major Functions/Activities Accommodated:**

Floors B1, B2, 2,3,5,6&7 have Courts on them; 8<sup>th</sup> floor is admin and offices. Building also has Probation; 90% of Criminal Cases held here; Some Custody Cases; Family Support; 2nd, 3rd and 5th floors have Holding Cells.

Number of Courts        29  
Rated Capacity:

Jury Assem. holds 170

**Description**

Location:	1100 Van Ness, Fresno
Size:	219,225 Gross Square Feet
Age:	Completed in 1966
Owned or Leased:	Owned

**General Conditions**

- High ceilings in basement
- Multi-Story building

**Future Prospects**

Other Possible Uses:	County Offices
Expansion Possibilities:	There are several floors in this facility being occupied by non-justice facilities and can be turned over to keep functions collocated

**FRESNO****Major Functions/Activities Accommodated:**

Warehouse storage for archives, microfilm room, stores surplus county equipment and archives in warehouse space.

Number of Courts:        0

**Description**

Location:	1963 E St., Fresno
Size:	17,100 sq. ft.
Age:	Completed in 1985
Owned or Leased:	Leased

**General Conditions**

- Overall good condition

**Future Prospects**

Other Possible Uses:	Storage functions
----------------------	-------------------

**FAMILY COURTS****Major Functions/Activities Accommodated:**

Counseling, conference rooms, victims & witnesses, mediators, family counselors.

Number of Courts: 3

**Description**

Location: 2220 Tulare (11<sup>th</sup> floor), Fresno  
Size: 10,620 sq. ft. per floor  
Owned or Leased: Owned

**General Conditions**

- Good interior light and overall condition

**Future Prospects**

Other Possible Uses: Other county offices  
Renovation Possibilities: Newly renovated

**JUVENILE****Major Functions/Activities Accommodated:**

Normal court functions consisting of 5 courts, 3 delinquency courts and 2 dependency courts.

Number of Courts: 10

**Description**

Location: 742 S. 10<sup>th</sup> St., Fresno  
Size: 11,166 sq. ft. (50% of 22,332 sq. ft. building)  
Age: Completed in 1977  
Owned or Leased: Owned

**General Conditions**

- Arrangement offers no separation between diversified groups
- Inadequate space for court support functions
- Need more distinction between dependencies and delinquency populations
- Security is limited, however a metal detector is used
- Relatively small courtrooms located in this two-story building

**Future Prospects**

Other Possible Uses: Other county office  
Expansion Possibilities: None (no land available)  
Renovation Possibilities: Need to reduce number of courts and use space for court support spaces that need to be close.

**BRANCH COURTS****FIREBAUGH****Major Functions/Activities Accommodated:**

Municipal Superior Court: Misdemeanors, Civil, Small Claims, Traffic Cases.

Number of Courts: 1

**Description**

Location: 1325 O St., Firebaugh  
Size: 4,800 sq. ft.  
Owned or Leased: Owned

**General Conditions**

- Holding cells enhance security for under custody prisoners
- Building was originally constructed as a city court building
- Circulation works well as designed

**Future Prospects**

Other Possible Uses: County Offices

**COALINGA****Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanors, Felony Cases (through preliminary hearing), Civil Cases, Small Claims, Traffic Cases

Number of Courts: 1

**Description**

Location: 166 W. Elm St, Coalinga  
Size: 3,715 sq. ft.  
Owned or Leased: Leased

**General Conditions**

- Acquired from the city two years ago, originally designed as a courthouse
- Small entrance lobby separating staff and public areas
- Supervision of holding cells is handled by cameras monitored by the bailiff

**Future Prospects**

Other Possible Uses: County Offices

CLOVIS**Major Functions/Activities Accommodated:**

Municipal Court: Misdemeanors, Traffic, Small Claims, Civil, Welfare Fraud Felonies.

Number of Courts: 1

**Description**

Location: 1011 5th St, Clovis  
Size: 5,025 sq. ft  
Owned or Leased: Owned

**General Conditions**

- Building designed as a court facility, the exterior is maintained as part of the City of Clovis government complex
- A glass partition with three openings divides the public from the staff areas
- Open work areas include three work stations with related record storage surrounded by two more stations with separate record storage
- There are four private offices as well as the Judges Chambers
- Surveillance of the holding cell is limited to occasional physical checks.

**Future Prospects**

Other Possible Uses: County Offices

SELMA**Major Functions/Activities Accommodated:**

Division of County Superior Courts: Misdemeanor Cases, Felony Cases, In-Custody Cases, Civil Matters, Misdemeanor Jury Trials, Criminal and Civil Cases, Traffic Cases.

Number of Courts: 1

**Description**

Location: 2117 Selma St., Selma  
Size: 2,360 sq. ft.  
Expanded & Remodeled in 1995  
Owned or Leased: Leased

**General Conditions**

- Overcrowded for current use and volume
- Formerly a hotel that was renovated
- Holding cells are located off of the premises, creating scheduling, supervision and transportation problems

**Future Prospects**

Other Possible Uses: County Offices

SANGER**Major Functions/Activities Accommodated:**

Brancy Court: Misdemeanor Cases, Felony Cases, Civil Cases, Small Claims, Traffic Claims.

Number of Courts: 1

**Description**

Location:	619 N. St., Sanger
Size:	3,825 sq. ft
Owned or Leased:	Leased

**General Conditions**

- Severe limitations of space; hindering well sequenced functioning of building

**Future Prospects**

Other Possible Uses: County Offices

REEDLEY**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanor Cases, Felony Cases, Civil Cases, Small Claims, Traffic Cases.

Number of Courts: 1

**Description**

Location:	815 G St., Reedley
Size:	5,953 sq. ft.
Age:	Built in the 50's
Owned or Leased:	Owned

**General Conditions**

- Could be consolidated with Parlier
- No holding facilities in building; inmates are kept in separate facility
- No vehicle sallyport
- Adequate interior light

**Future Prospects**

Other Possible Uses: County Offices



PARLIER**Major Functions/Activities Accommodated:**

Municipal Court: Misdemeanors, Felony Cases, Civil Cases, Small Claims, Traffic Cases.

Number of Courts: 1

**Description**

Location:	580 Tulare Street, Parlier
Size:	2,022 sq. ft
Renovated:	in 1991
Owned or Leased:	Leased

**General Conditions**

- Courtroom is readily accessible from the outside raising a security problem

**Future Prospects**

Other Possible Uses: County Offices

KINGSBERG**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanor and Felony Criminal Cases, Civil Cases, Small Claims Cases.

Number of Courts: 1

**Description**

Location:	1600 California, Kingsberg
Size:	4,875 sq. ft.
Expanded:	Moved one year ago to renovated grocery store
Owned or Leased:	Leased

**General Conditions**

- Facility appears to be operationally efficient
- Large sized courtroom adequate for function volume
- Judges Chamber's location is susceptible to interruption by public
- Lobby is not very secure

**Future Prospects**

Other Possible Uses: County Offices

FOWLER**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanors, Felony Cases, Civil, Small Claims, Traffic Cases.

Current Number of Staff: 6 full-time

Number of Courts: 1

**Description**

Location: 106 S. 6<sup>th</sup> St., Fowler  
Size: 3,370 sq. ft.  
Expanded: & Remodeled in 1995  
Owned or Leased: Leased

**General Conditions**

- No vehicle sallyport
- Security is limited to a hand held wand by bailiff
- Could be consolidated with other facilities

**Future Prospects**

Other Possible Uses: County Offices

RIVERDALE**Major Functions/Activities Accommodated:**

Misdemeanor Cases, Traffic Cases, Civil Suites, Small Claims.

Number of Courts: 1

**Description**

Location: 3563 Hensen St., Riverdale  
Size: 2,016 sq. ft.  
Age: Completed in 1977  
Hours of Operation: 1 person normally works at this facility except Friday when three work. Court is held only on Friday's.  
Owned or Leased: Leased

**General Conditions**

- Security is limited to a hand held wand by bailiff
- There is no panic button for emergencies

**Future Prospects**

Other Possible Uses: Other county office

CARUTHERS**Major Functions/Activities Accommodated:**

Branch Courts: Traffic Infractions, Minor Juvenile Matters, and Small Claims

Number of Courts: 1

**Description**

Location: 2215 W. Tahoe, Caruthers  
Size: 1,500 sq. ft.  
Owned or Leased: Leased

**General Conditions**

- Overall good condition

**Future Prospects**

Other Possible Uses: County Offices

KERMAN**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanors, Felony Cases, Civil Cases, Small Claims, Traffic Claims, Juvenile Cases.

Number of Courts: 1

**Description**

Location: 719 S. Medera, Kerman  
Size: 2,400 sq. ft  
Renovated: Comp. 1984 (after a fire)  
Owned or Leased: Leased

**General Conditions**

- Store front in small strip of stores
- Layout presents some major difficulties to operational efficiencies
- Work area consists of three work stations; all records are kept in this area also

**Future Prospects**

Other Possible Uses: County Offices

**Sheriff's Department**

**FACILITY INVENTORY – SHERIFF DEPARTMENT****MAIN BUILDING (SHERIFF'S DEPARTMENT)****Major Functions/Activities Accommodated:**

Identification, dispatch, emergency services, Photo dark labs (in support of crime division), records, administration, evidence storage, detective office space, internal affairs, personnel

**Description:**

Location: 2200 Fresno St., Fresno  
 Size: 64,613 sq. ft.  
 Owned or leased: Owned

**General Conditions:**

- Building in generally good condition
- U-Shaped circulation pattern
- Includes underground tunnel to jail

**Future Prospects:**

Other Possible Uses: Other County Offices

**SHERIFF – TRAINING & CRIME LAB****Major Functions/Activities Accommodated:**

Various labs and offices dealing with crime and forensics

Current Number of Staff: 17 total; 9 in Crime lab, 8 in Crime lab training

**Description:**

Location: 1256 Diversidero, Fresno  
 Size: 10,800 sq. ft. (6,000 for crime lab, 4,800 for training)  
 Age: County acquired two years ago Renovated: Newly renovated  
 Owned or Leased: Leased

**General Conditions:**

- Good interior light
- Good circulation pattern, appropriately equipped, adequate for current needs
- ADA compliant

**Future Prospects:**

Other Possible Uses: Other County Offices

Expansion Possibilities: Site has room for very limited expansion

Renovation Possibilities: Newly renovated

SHERIFF'S OFFICES**Major Functions/Activities Accommodated:**

Narcotics enforcement team is housed here, two sergeant offices, conference room

**Description:**

Location: 720 E. North St., Fresno  
Size: Approx. 5,177 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Large open area with 16 workstations
- Large open warehouse area with storage

**Future Prospects:**

Other Possible Uses: Other County Offices

SHERIFF'S BOAT STORAGE**Major Functions/Activities Accommodated:**

Fleet parking for boats during winter months only. Includes: 7 Patrol boats, 3-5 Jet ski's, 2 River boats

**Description:**

Location: 4551 E. Hamilton, Fresno  
Size: 561 sq. ft.  
Owned or Leased: Owned

**General Conditions:**

- Building in generally good condition

**Future Prospects:**

Other Possible Uses: Possible storage space

SHERIFF'S OFFICES**Major Functions/Activities Accommodated:**

Classroom for multi-uses.

**Description:**

Location: 854 W. Kearny Rd., Fresno  
Size: 600 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- This facility is one room in the Butler Building

**Future Prospects:**

Other Possible Uses: Additional County Office

**Major Functions/Activities Accommodated:**

Hangar space for helicopters. Services Fresno, Clovis, Friant and Shaver Lake. Functions include patrol briefing and computer room

**Description:**

Location: 5717 E. Shields, Fresno  
Size: Approx. 8,480 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Serves as area II headquarters

**Future Prospects:**

Other Possible Uses: Other County Office

**Major Functions/Activities Accommodated:**

Undercover Narcotics Office

**Description:**

Location: 5051 E. Mckinley, Fresno  
Size: Approx. 6,498 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Brown brick building with stucco
- Generally good condition

**Future Prospects:**

Other Possible Uses: Other County Offices

**Major Functions/Activities Accommodated:**

Flight Services and Aviation; houses two helicopters

**Description:**

Location: 4885 E. Shields, Fresno  
Size: 1,450 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- This facility is part of a much larger building

**Future Prospects:**

Other Possible Uses: Other County Offices

**Major Functions/Activities Accommodated:**

Small 1 office, 1 bathroom facility.

**Description:**

Location: 4537 N. Wilson St., Fresno (Fig Garden Suburb)  
Size: (Various Units)  
Owned or Leased: Leased

**General Conditions:**

- Grey single story building
- Located in fire department complex

**Future Prospects:**

Other Possible Uses: Other County or leased Offices

**Major Functions/Activities Accommodated:**

Detective division, patrol offices, briefing room, community room, gang officer's office, Lt. Office and administrative area.

**Description:**

Location: 21925 W. Manning Ave., San Joaquin  
Size: 3,900 sq. ft  
Renovated: Recently renovated  
Owned or Leased: Owned

**General Conditions:**

- Building in generally good condition

**Future Prospects:**

Other Possible Uses: Other County Offices

**Major Functions/Activities Accommodated:**

Deputy Sheriffs assigned here who work patrol; Lt. Office, conference room, detective offices, patrol briefing room. Also includes garage area, offices and a classroom. Services Fowler, Kingsberg, Parlier, Orange Cove, Reedley, Caruthers, Laton, Selma

**Description:**

Location: 1053 S. Golden St., Selma  
Size: 9,770 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Building in generally good condition

**Future Prospects:**

Other Possible Uses: Could be used for additional County Office space

**MAIN JAIL****Major Functions/Activities Accommodated:**

Jail with Infirmary; Dental; Medical; Psychiatric areas

Current Number of Staff: 415

Rated Capacity: 1064

**Description:**

Location:	1225 M St., Fresno	
Size:	220,167 sq. ft.	
Age:	Completed in 1989	Expanded: Yes (North Annex)
	Renovated: 1991	
Owned or Leased:	Owned	

**General Conditions:**

- Long interior corridors
- Administration section is centralized
- Good visibility and manageability in inmate housing areas

**Future Prospects:**

Expansion Possibilities: North Annex was added and is a separate building connected to main facility by an underground tunnel.

**NORTH ANNEX JAIL****Major Functions/Activities Accommodated:**

Courts and Jail functions

Current Number of Staff:	(Included in Main Jail total of 415)
Number of Courts:	2
Rated Capacity:	432 inmates (Six dorms with a capacity of 72 in each)

**Description:**

Location:	1265 "M" St., Fresno
Size:	53,040 SF
Age:	Completed in 1993
	Expanded: Planned for 3 additional housing floors
Owned or Leased:	Owned

**General Conditions:**

- Good site-lines with indoor/outdoor yards for athletic activity
- Good visibility, few blind spots in inmate housing areas

**Future Prospects:**

Other Possible Uses: None

Expansion Possibilities: It was planned for 3 more levels. Tunnels were also put in place for other expansion opportunities

Renovation Possibilities: None



**SOUTH ANNEX JAIL****Major Functions/Activities Accommodated:**

Courts, Jail, Bailiff area, Staging area

Current Number of Staff: (Included in Main Jail total of 415)

Rated Capacity: 669

**Description:**

Location:	2200 Fresno St., Fresno	
Size:	91,962 Gross Square Feet	
Age:	Completed in the 50's	Expanded: in the 60's
	Renovated: Ongoing	
Owned or Leased:	Owned	

**General Conditions:**

- Concrete, aggregate panels and glass block exterior
- Narrow halls and low ceilings in the interior, low- natural light

**Future Prospects:**

Other Possible Uses: Portions can be used for County Offices, but renovation is difficult for jail designs.

**SATELLITE JAIL****Major Functions/Activities Accommodated:**

Food and laundry brought here

Current Number of Staff: (Included in Main Jail total of 415)

Rated Capacity: 200

**Description:**

Location:	110 "M" St., Fresno	
Size:	10,800 sq. ft.	
Age:	Constructed in 1986	Expanded: 1998
	Renovated: 1998	
Owned or Leased:	Leased	

**General Conditions:**

- Located in an industrial area, one mile from downtown
- Administration section is centralized
- Over crowded and poor visibility in dormitories
- Extremely limited space for all activities
- New dayroom and recreation area constructed in 1998. Dorms, Restrooms and Showers were refurbished

**Future Prospects:**

Other Possible Uses: Storage

Expansion Possibilities: Expansion is possible due to a site size of 72,066 sq. ft.

**FACILITY INVENTORY – DISTRICT ATTORNEY****FAMILY SUPPORT DIVISION - EARLY FRAUD INVESTIGATION****Major Functions/Activities Accommodated:**

Investigate people who have applied for welfare benefits to ensure that they are not committing fraud against the County.

Current Number of Staff: 12 - consisting of eight Investigators, one Supervisor, and three Clerical staff

**Description:**

Location: 425 South Cedar, Fresno  
Size: 3,000 sq. ft (trailers)  
Renovated: No

**General Conditions:**

- Two double wide trailers that are connected to each other
- No windows
- Contains small offices and some under-utilized open areas
- Finishes convey thrifty image (inexpensive carpeting, paneling)

**Future Prospects:****Other Possible Uses:**

- This Early Investigation function is mandated to be next to the Department of Social Services, so if there are no better options, this function may need to remain in its present location'
- Space is not worth renovating; should be phased out

Expansion Possibilities: Not worthwhile

Renovation Possibilities: Not worthwhile

WORKERS COMPENSATION AND BUSINESS AFFAIRS UNITS**Major Functions/Activities Accommodated:**

The Workers Compensation Unit is charged with investigating people who are suspected of fraudulently claiming Workers Compensation. Business Affairs' mission is to investigate and settle business and consumer crimes. These two units are independent from each other; they do not need to be collocated.

**Current Number of Staff:**

- 10 staff in Workers Compensation, consisting of 3 Attorneys, 4 Investigators, 1 Legal Assistant, and 2 Support Staff; plus one student
- 6 staff in Business Affairs: 3 Attorneys, 1 Paralegal, 1 Investigative Assistant, and 1 Secretary.

**Description:**

Location: 2110 Merced/ 1250 Van Ness; this office is on a corner and has two addresses.  
Size: 1,725 sq. ft  
Age: Workers Compensation has been located here since 1996; Business Affairs preceded them by about two years Renovated:

**General Conditions:**

- 2nd floor of two story building, above Credit Union
- Relatively spacious, quiet, comfortable offices and support areas
- Reportedly, separation from the District Attorney's main offices pose few problems
- Reportedly, amount of space, quiet conditions, and location are well suited for these two units

**Future Prospects:**

Other Possible Uses: Both units prefer to stay; however, if they were relocated, this space would be suitable for other small units of County departments that can be relatively isolated.

Expansion Possibilities: Space is adequate for both units to accommodate several more staff.

Renovation Possibilities: Appears unnecessary at present.

**NON-SUFFICIENT FUNDS (NSF) UNIT****Major Functions/Activities Accommodated:**

This unit collects funds owed from people who write checks with insufficient funds. Through fees, NSF is largely self-supporting.

**Current Number of Staff:**

12 staff: 1 Manager, 1 Investigator, 1 Investigative Assistant, 1 Supervisory Collection Assistant, 5 Collections Assistants, 1 Account Clerk, 1 Office Assistant, and 1 part-time Computer Programmer

**Description:**

Location: 1360 L Street, on corner, also known and labeled as 2208 Tuolumne  
Size: 3,250 sq. ft  
Age: unit moved in October 1998  
Renovated: October 1998: minor renovation

**General Conditions:**

- one story building
- started three year lease in October 1998
- good condition: quiet, adequate space (this unit had had half as much space)
- lacks sprinklers and smoke alarms (at time of the report, there were plans to add the latter)

**Future Prospects:**

Other Possible Uses: small units of departments that function independently

Expansion Possibilities: none, no room on site; existing space will allow several more staff

Renovation Possibilities: no additional renovations are necessary for current function and staff

**FAMILY SUPPORT DIVISION - PORTION OF CHILD SUPPORT****Major Functions/Activities Accommodated:**

This location, which is across the street from the main offices of Family Support, accommodates investigative, legal, mail, records, and process serving functions.

**Current Number of Staff:**

The Investigative Unit consists of 4 Investigators, 1 Supervisory Investigator, 1 Investigative Assistant, 1 Programming Technician, 1 Office Assistant and 1 Attorney. There are also 3 Process Server (SOP) staff, 3 Attorneys and 5 Support Staff in the Legal Unit, 4 in the Mail Unit, and 3 in Records.

**Description:**

Location:	929 L Street, across the street from the County Plaza building.
Size:	4,600 sq. ft
Age:	Portions of the District Attorney's office have been in the 1st floor of this leased building for a relatively short time, since late 1997.

**General Conditions:**

- portions of this space are crowded
- fair condition
- relatively quiet

**Future Prospects:**

Other Possible Uses: small elements of departments that can function largely autonomously

Expansion Possibilities: there is no space within the 1st floor of this building for more staff. However, it may be possible for the County to also lease the 2nd floor, or purchase and use the entire building.

Renovation Possibilities: appears not worthwhile at present, because building is leased and spaces that are used are acceptable as is.

CRIMINAL DIVISION**Major Functions/Activities Accommodated:**

Justice courts, intake, narcotics, NSF unit, domestic violence

**Description:**

Location: 2220 Tulare Building (County Plaza Bldg.) 9<sup>th</sup> & 11<sup>th</sup> floors, Fresno  
Size: Approx. 23,364 sq. ft. (10,620 sq. ft. per floor)  
Owned or Leased: Leased

**General Conditions:**

- Not enough storage space
- Many of the offices are double and triple occupied

**Future Prospects:**

Other Possible Uses: Other County Offices

D.A -FAMILY SUPPORT**Major Functions/Activities Accommodated:**

Welfare fraud, child abduction, courtrooms, clerks, mediation, training, public outreach, administration  
Current Number of Staff: 300

**Description:**

Location: 2220 Tulare Building (County Plaza Bldg.) Street level, plaza level, 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> floors, Fresno  
Size: 50,801 approx. sq. ft. (8,609 usable sq. ft. for 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> floor)  
Owned or Leased: Leased

**General Conditions:**

- Inadequate space for current operations

**Future Prospects:**

Other Possible Uses: Other County Offices

**FACILITY INVENTORY - PROBATION****DEPARTMENT ADMINISTRATION****Major Functions/Activities Accommodated:**

Department Administration including Central Business and Office Support, Court Officers, Domestic Violence, Drug Programs, Probation Administration (other functions have moved out)

Rated Capacity: 150 people

**Description:**

Location: 1100 Van Ness (8<sup>th</sup> floor), Fresno  
Size: 25,000 sq. ft. (for just adult)  
Age: County Courthouse was rebuilt in the 60's  
Owned or Leased: Owned

**General Conditions:**

- Good interior light and overall condition
- Overcrowded for current operations

**Future Prospects:**

Other Possible Uses: Other county offices

Expansion Possibilities: : There are several floors in this facility being occupied by non-justice facilities and can be turned over to keep functions collocated

Renovation Possibilities: Newly renovated

**ADULT FIELD SERVICES****Major Functions/Activities Accommodated:**

All Adult Felons and Probation report here

Current Number of Staff: 21 (will be 22)

**Description:**

Location: 2233 Kern St., Fresno  
Size: Approx. 3,762 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Few windows, narrow halls
- Very crowded offices
- Small waiting area

**Future Prospects:**

Other Possible Uses: County Offices

JUVENILE BOOT CAMP**Major Functions/Activities Accommodated:**

Current Number of Staff: 45  
 Rated Capacity: Current- approximately 90, Once all Housing Units are renovated, could accommodate up to 200  
 Population Categories: All post-adjudicated low to medium security; mostly property offenders; all males at present, one unit will be females

**Description:**

Location: 500 E. Elkhorn, Caruthers (near Highway 41, \ once the leg of 41 between Fresno and Elkhorn is completed, the drive between the two places will be reduced from about 35 minutes to 20 minutes)  
 Size: 83,923 sq. ft of buildings; approximately 390 acres  
 Age: Completed between the mid 1940's and the late 1950's  
 Renovated: Largely completed June, 1998: renovation continues  
 Owned or Leased: Owned

**General Conditions:**

- Campus like setting within a secure double-fenced perimeter
- All one story low to lower medium security buildings; most are block construction; lots of windows, considerable natural light
- Separate buildings for each housing barrack, administration, school, dining, laundry, multipurpose/counseling/groups/religious services
- Agricultural fields surround the compound
- Two barracks are currently operational; a third is being renovated, and a fourth will follow
- Each barracks contains renovated bathrooms, rows of bunk beds, very small dayroom areas, a holding cell
- Better furniture, including lockers, is needed
- 4 classrooms, resulting in the necessity to double-shift required academics
- Multipurpose building will be reconfigured to better accommodate individual and group counseling, mental health and substance abuse professionals

**Future Prospects:***Other Possible Uses:*

Most suitable for low to lower medium security post-adjudicated youth or sentenced adult inmates

*Expansion Possibilities:*

With close to 400 acres, there is tremendous potential at Elkhorn to have additional facilities for juvenile and (separately) adult offenders. Support services, such as the kitchen, could serve both populations.

*Renovation Possibilities:*

Recently, the Elkhorn facility has undergone approximately \$5 million worth of renovation. Once the Multipurpose building is renovated and if academic and vocational space is added, the Boot Camp should be complete to serve up to 200 youth.



JUVENILE HALL**Major Functions/Activities Accommodated:**

Short-term Detention Facility for 63 days or less for minors processed through the Juvenile Court

Rated Capacity: Currently 205 juveniles

**Description:**

Location: 742 & 744 S. Tenth St., Fresno  
Size: Total of 64,482 sq. ft. (including 50% of Hall & Annex)  
Age: Built in 1956 Renovated: Second floor was added in 1995  
Owned or Leased: Owned

**General Conditions:**

- Booking area consists of a five holding cells with a capacity of 12
- Housing units consist of several mirror image configurations with individual control rooms
- Inadequate space for programs

**Future Prospects:**

Expansion Possibilities: No expansion opportunities

JUVENILE PROBATION OFFICES**Description:**

Location: 890 S. 10<sup>th</sup> St., Fresno  
Size: 19,032 sq. ft.  
Age: Built in the 1970's  
Owned or Leased: Owned

**General Conditions:**

- Maze-like floor plan
- Double occupancy offices
- Extreme shortage of parking
- Needs more meeting and training rooms

**Future Prospects:**

Other Possible Uses: Other county offices

Expansion Possibilities: Can be expanded if buildings behind facility are torn down

**JOB TRAINING AND PLACEMENT FOR ADULT AND JUVENILE OFFENDERS****Major Functions/Activities Accommodated:**

Client education, classrooms

Current Number of Staff: Under utilized (Space funded by grant dollars)

**Description:**

Location: 855 N. Abby St., Fresno  
Size: Approx. 13,600 sq. ft.  
Age: Built in 1967 Renovated: Newly moved in  
Owned or Leased: Leased

**General Conditions:**

- Under utilized for current functions
- Fair condition

**Future Prospects:**

Other Possible Uses: Other county offices

**MAGEC OPERATIONS OFFICE****Major Functions/Activities Accommodated:**

Suppress gang activity

**Description:**

Location: 1260 "M" St., Fresno  
Size: Approx. 10,054 sq. ft. (10% of building is for Probation; 1540 sq. ft.)  
Owned or Leased: Leased

**General Conditions:**

- Inadequate space for current operations
- Acoustical problems
- Workers need to be anonymous and away from other workers

**Future Prospects:**

Other Possible Uses: Other county offices

DRUG COURT**Major Functions/Activities Accommodated:**

Drug tests are administered to over 140 Probationers per week

**Description:**

Location: 141 B N. Clark, Fresno  
Size: Approx. 1,900 sq. ft.  
Age: Built in 1967  
Owned or Leased: Leased

**General Conditions:**

- Limited space for current operations
- More support space needed including rest rooms

**Future Prospects:**

Other Possible Uses: Other County Offices

PROBATION BUSINESS & OFFICE SUPPORT**Major Functions/Activities Accommodated:**

Office Support Staff assigned to Superior Court Reports

Rated Capacity: 10 people

**Description:**

Location: 2135 N. Fresno St. (Crocker Building), Fresno  
Size: 1,158 Square Feet  
Age: Renovated:  
Owned or Leased: Leased

**General Conditions:**

- Overcrowded for current operations
- Back and forth involved due to close proximity of Probation building

**Future Prospects:**

Other Possible Uses: Other county offices

Expansion Possibilities:

Renovation Possibilities: Newly renovated

WAKEFIELD SCHOOL**Major Functions/Activities Accommodated:**

Court ordered detention commitment program that lasts a 12 month term.

Rated Capacity: Currently 205 Juveniles

**Description:**

Location:	746 S. Tenth St., Fresno	
Size:	23,717 sq. ft.	
Age:	Built in 1956	Renovated
Owned or Leased:	Owned	

**General Conditions:****Future Prospects:**

Other Possible Uses:

Expansion Possibilities: No expansion opportunities

Renovation Possibilities: Could be converted to two 30-bed pre-detention units.

## SPACE STANDARDS

Table A-1

LARGE CRIMINAL TRIAL COURT JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	2,500	2,500	Spectator area for 60-80
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Holding Cell	2	50	100	w/toilet
	Secure Sallyport	1	35	35	Key operated doors
	Secure Interview Room	1	80	80	Adjacent to cell
	<b>Sub-Total</b>			<b>2,975</b>	
	Public Waiting	1	300	300	Pro-rata share
	Victim/Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	<b>Sub-Total</b>			<b>470</b>	
	Judge's Chambers	1	350	350	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	220	220	Shared w/1 large court (440 total SF)
	<b>Sub-Total</b>			<b>1,195</b>	
	Jury Deliberation Room	1	300	300	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>465</b>	
<b>Sub-Total Net SQ.FT.</b>				<b>5,105</b>	
Grossing Factor @35%				<b>1,787</b>	
<b>TOTAL GROSS SQ. FT. LARGE CRIMINAL SET</b>				<b>6,892</b>	
<b>ALLOCATIONS FOR COURT SUPPORT SPACES</b>					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	7	250	1,750	Includes all DA staff and support spaces
	Public Defender	3	250	750	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 60
	Central Prisoner Holding	30	15	450	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>5,685</b>	
<b>Sub-Total per Judicial Set</b>				<b>12,577</b>	
Grossing Factor @ 25%				<b>3,144</b>	
<b>TOTAL GROSS SQ. FT. LARGE CRIMINAL SET</b>				<b>15,721</b>	

Table A-2

STANDARD CRIMINAL TRIAL JUDICIAL COURT SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	1,800	1,800	Spectator area for 40-50
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Holding Cell	2	50	100	w/toilet
	Secure Sallyport	1	35	35	Key operated doors
	Secure Interview Room	1	80	80	Adjacent to cell
	<b>Sub-Total</b>			<b>2,275</b>	
	Public Waiting	1	200	200	Pro-rata share
	Victim/Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	<b>Sub-Total</b>			<b>370</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80 *	80 *	Shared w/1 large court
	<b>Sub-Total</b>			<b>1,030</b>	
	Jury Deliberation Room	1	280	280	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>445</b>	
	<b>Sub-Total Net SQ.FT.</b>			<b>4,120</b>	
	Grossing Factor @35%			1,442	
	<b>TOTAL GROSS SQ. FT. STANDARD TRIAL COURT</b>			<b>5,562</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	7	250	1,750	Includes all DA staff and support spaces
	Public Defender	3	250	750	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	20	15	300	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>5,535</b>	
	<b>Sub-Total per Judicial Set</b>			<b>11,097</b>	
	Grossing Factor @ 25%			2,774	
	<b>TOTAL GROSS SQ. FT. STANDARD CRIMINAL SET</b>			<b>13,871</b>	

Table A-3

TRAFFIC COURT					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	2,200	2,200	Spectator area for 80-100
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Holding Cell	2	50	100	w/toilet
	Secure Sallyport	1	35	35	Key operated doors
	Secure Interview Room	1	80	80	Adjacent to cell
	<b>Sub-Total</b>			<b>2,675</b>	
	Public Waiting	1	400	400	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	100	100	For exhibits/evidence
	<b>Sub-Total</b>			<b>620</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80 *	80 *	Shared w/1 large court
	<b>Sub-Total</b>			<b>1,030</b>	
	Jury Deliberation Room	1	220	220	Seating for 8
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	1	45	45	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>340</b>	
	<b>Sub-Total Net SQ.FT.</b>			<b>4,665</b>	
	Grossing Factor @35%			1,633	
	<b>TOTAL GROSS SQ. FT. TRAFFIC COURT</b>			<b>6,298</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	10	225	2,250	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	7	250	1,750	Includes all DA staff and support spaces
	Public Defender	3	250	750	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	15	15	225	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>6,360</b>	
	<b>Sub-Total per Judicial Set</b>			<b>12,658</b>	
	Grossing Factor @ 25%			3,164	
	<b>TOTAL GROSS SQ. FT. TRAFFIC COURT SET</b>			<b>15,822</b>	

Table A-4

HEARING/ARRAIGNMENT ROOM JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Hearing Room	1	1,000	1,000	Spectator area for 40-50
	Vestibule	1	80	80	Acoustical sound lock; view panel in door
	Interview Room	1	80	80	Adjacent to Vestibule
	Secure Room	1	50	50	Key operated doors
	Secure Sallyport	1	35	35	Adjacent to cell
	<b>Sub-Total</b>			<b>1,245</b>	
	Public Waiting	1	100	100	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	Pro-rata share
	<b>Sub-Total</b>			<b>270</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	100	100	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80	80	Shared w/1 large court
	<b>Sub-Total</b>			<b>980</b>	
<b>Sub-Total Net SQ.FT.</b>				<b>2,495</b>	
Grossing Factor @35%				<b>873</b>	
<b>TOTAL GROSS SQ. FT. HEARING/ARRAIGN. RM.</b>				<b>3,368</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	10	225	2,250	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	4	250	1,000	Includes all DA staff and support spaces
	Public Defender	4	250	1,000	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	0	20	0	Not required for Arraignment courts
	Central Prisoner Holding	40	15	600	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	0	20	0	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>5,415</b>	
<b>Sub-Total per Judicial Set</b>				<b>8,783</b>	
Grossing Factor @ 25%				<b>2,196</b>	
<b>TOTAL GROSS SQ. FT. HEAR/ARRAIGN. SET</b>				<b>10,979</b>	



Table A-5

LARGE CIVIL TRIAL COURT JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	2,500	2,500	Spectator area for 40-50
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
		Sub-Total		2,760	
	Public Waiting	1	300	300	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
		Sub-Total		470	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	220	220	Shared w/1 large court
		Sub-Total		1,170	
	Jury Deliberation Room	1	280	280	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
		Sub-Total		445	
Sub-Total Net SQ.FT.				4,845	
Grossing Factor @35%				1,696	
TOTAL GROSS SQ. FT. LARGE CIVIL SET				6,541	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs.,Planners
	District Attorney	0	250	0	Not generally required for Civil Departments
	Public Defender	0	250	0	Not generally required for Civil Departments
	Probation Staff	0	200	0	Not generally required for Civil Departments
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	0	15	0	Not generally required for Civil Departments
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
		Sub-Total Departmental Gross SQ. FT.		2,535	
Sub-Total per Judicial Set				9,076	
Grossing Factor @ 25%				2,269	
TOTAL GROSS SQ. FT. LARGE CIVIL SET				11,345	

Table A-6

STANDARD CIVIL TRIAL COURT JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	1,800	1,800	Spectator area for 40-50
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Sub-Total			2,060	
	Public Waiting	1	200	200	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	Sub-Total			370	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80 *	80 *	Shared w/1 large court
	Sub-Total			1,030	
	Jury Deliberation Room	1	280	280	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	Sub-Total			445	
Sub-Total Net SQ.FT.				3,905	
Grossing Factor @35%				1,367	
TOTAL GROSS SQ. FT. STANDARD CIVIL COURT				5,272	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs.,Planners
	District Attorney	0	250	0	Not generally required for Civil Departments
	Public Defender	0	250	0	Not generally required for Civil Departments
	Probation Staff	0	200	0	Not generally required for Civil Departments
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	0	15	0	Not generally required for Civil Departments
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Ammenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	Sub-Total Departmental Gross SQ. Ft.			2,535	
Sub-Total per Judicial Set				7,807	
Grossing Factor @ 25%				1,952	
TOTAL GROSS SQ. FT. STANDARD CIVIL SET				9,758	

Table A-7

## FRESNO COUNTY'S BUDGET FOR CRIMINAL JUSTICE AGENCIES

Referenced in Chapter 6 (page 6-1)

	Actual 1991-92	Actual 1992-93	Actual 1993-94	Actual 1994-95	Actual 1995-96	Budgeted 1996-97	Recommended 1997-98
<b>APPROPRIATIONS (General Fund)</b>							
<b>Courts<sup>1</sup></b>							
Superior	\$ 8,437,862	\$ 9,195,469	\$ 9,865,582	n/a	n/a	n/a	n/a
Municipal	\$ 6,987,699	\$ 7,796,940	\$ 7,343,636	n/a	n/a	n/a	n/a
Courts Ancillary Services	n/a	n/a	\$ 12,067,011	\$ 12,068,159	\$ 13,620,701	\$ 14,070,213	\$ 14,278,195
Fresno County Courts*	n/a	n/a	n/a	\$ 16,563,036	\$ 19,737,677	\$ 20,874,780	\$ 21,604,365
Central Valley Municipal Court <sup>2</sup>	\$ 4,203,032	\$ 4,153,310	\$ 4,027,716	\$ 4,261,713	\$ 4,262,789	\$ 4,474,729	\$ 4,269,892
Trial Courts*	n/a	n/a	\$ -	\$ -	\$ 2,381,276	\$ 265,264	\$ 437,886
<b>Subtotal Courts</b>	<b>\$ 19,628,593</b>	<b>\$ 21,145,719</b>	<b>\$ 33,123,947</b>	<b>\$ 32,942,908</b>	<b>\$ 40,002,443</b>	<b>\$ 39,704,966</b>	<b>\$ 40,690,340</b>
<b>District Attorney</b>							
District Attorney	\$ 8,259,025	\$ 8,812,872	\$ 9,331,017	\$ 9,895,755	\$ 10,369,008	\$ 11,187,391	\$ 13,482,486
DA - Family Support	\$ 8,005,177	\$ 9,236,623	\$ 9,895,723	\$ 10,972,965	\$ 14,330,353	\$ 15,517,896	\$ 17,289,503
<b>Subtotal District Attorney</b>	<b>\$ 16,264,202</b>	<b>\$ 18,049,495</b>	<b>\$ 19,216,740</b>	<b>\$ 20,868,740</b>	<b>\$ 24,699,361</b>	<b>\$ 26,705,287</b>	<b>\$ 30,771,989</b>
<b>Public Defender</b>							
Public Defender	\$ 4,307,427	\$ 4,596,116	\$ 4,646,900	\$ 5,038,494	\$ 5,370,128	\$ 5,889,755	\$ 6,204,995
<b>Subtotal Public Defender</b>	<b>\$ 4,307,427</b>	<b>\$ 4,596,116</b>	<b>\$ 4,646,900</b>	<b>\$ 5,038,494</b>	<b>\$ 5,370,128</b>	<b>\$ 5,889,755</b>	<b>\$ 6,204,995</b>
<b>Probation</b>							
Probation	\$ 6,804,197	\$ 7,206,047	\$ 7,285,825	\$ 8,531,939	\$ 9,695,289	\$ 11,242,798	\$ 15,029,315
Juvenile Institutions	\$ 6,144,779	\$ 6,370,195	\$ 7,196,796	\$ 8,352,195	\$ 8,657,406	\$ 9,778,760	\$ 9,378,943
Probation - Juvenile Camp	n/a	n/a	\$ -	\$ -	\$ 1,045,667	\$ 681,483	\$ 2,461,112
<b>Subtotal Probation</b>	<b>\$ 12,948,976</b>	<b>\$ 13,576,242</b>	<b>\$ 14,482,621</b>	<b>\$ 16,884,134</b>	<b>\$ 19,398,362</b>	<b>\$ 21,703,041</b>	<b>\$ 26,869,371</b>
<b>Sheriff</b>							
Sheriff	\$ 26,790,613	\$ 27,354,362	\$ 28,849,946	\$ 30,102,969	\$ 35,162,345	\$ 37,795,596	\$ 38,044,915
Sheriff - Adult Detention	\$ 19,205,427	\$ 17,549,331	\$ 21,039,415	\$ 22,002,757	\$ 23,269,766	\$ 24,780,672	\$ 25,658,601
<b>Subtotal Sheriff</b>	<b>\$ 45,996,040</b>	<b>\$ 44,903,693</b>	<b>\$ 49,889,361</b>	<b>\$ 52,105,726</b>	<b>\$ 58,432,111</b>	<b>\$ 62,576,268</b>	<b>\$ 64,903,517</b>
<b>TOTAL (General Fund)</b>	<b>\$ 99,145,238</b>	<b>\$ 102,276,265</b>	<b>\$ 121,368,669</b>	<b>\$ 127,840,002</b>	<b>\$ 147,902,405</b>	<b>\$ 166,579,317</b>	<b>\$ 188,340,212</b>
<b>APPROPRIATIONS (Justice)</b>							
County Clerk - Elections	n/a	n/a	n/a	\$ 4,330,765	\$ 3,171,467	\$ 2,632,596	\$ 3,961,139
Grand Jury	\$ 39,093	\$ 35,063	\$ 33,485	\$ 32,453	\$ 28,896	\$ 30,378	\$ 30,378
Alternate Indigent Defense	\$ 3,796,468	\$ 3,924,284	\$ 4,013,241	\$ 4,013,241	\$ 4,041,061	\$ 4,570,970	\$ 4,121,260
Public Admin./Coroner	\$ 1,083,594	n/a	n/a	\$ 1,264,930	\$ 1,481,333	\$ 1,530,328	\$ 1,579,455
<b>TOTAL (Justice)</b>	<b>\$ 4,899,155</b>	<b>\$ 3,959,347</b>	<b>\$ 4,046,726</b>	<b>\$ 9,601,389</b>	<b>\$ 8,722,759</b>	<b>\$ 8,764,272</b>	<b>\$ 9,692,232</b>
<b>TOTAL APPROPRIATIONS (General Funds and Justice)</b>	<b>\$ 104,044,393</b>	<b>\$ 106,235,612</b>	<b>\$ 125,415,395</b>	<b>\$ 137,441,391</b>	<b>\$ 156,625,164</b>	<b>\$ 175,343,589</b>	<b>\$ 198,032,444</b>
<b>GRANTS</b>							
District Attorney	\$ 439,274	\$ 457,777	\$ 372,271	\$ 432,846	\$ 1,216,975	\$ 1,317,956	\$ 1,244,419
Probation	\$ 902,917	\$ 685,298	\$ 793,483	\$ 957,615	\$ 861,363	\$ 1,006,329	\$ 1,460,302
Sheriff	\$ 1,147,520	\$ 1,652,019	\$ 1,481,001	\$ 1,664,331	\$ 2,072,250	\$ 2,435,610	\$ 2,618,968
<b>TOTAL GRANTS</b>	<b>\$ 2,489,711</b>	<b>\$ 2,805,094</b>	<b>\$ 2,646,755</b>	<b>\$ 3,254,792</b>	<b>\$ 4,170,688</b>	<b>\$ 4,762,195</b>	<b>\$ 5,323,710</b>
<b>% Budget received from Grants</b>	<b>2.4%</b>	<b>2.6%</b>	<b>2.1%</b>	<b>2.4%</b>	<b>2.7%</b>	<b>2.9%</b>	<b>3.0%</b>

<sup>1</sup> Courts consolidation was implemented in 1994<sup>2</sup> 1991-92 numbers represent Justice Courts.<sup>3</sup> Adopted 1993-1994 budget

\* Funding not from General Fund Appropriations: from other funds.



# Fresno County Justice System Master Plan

March 1999

Prepared by:



CARTER  
CORLE  
ASSOCIATES, INC.

TORSON INTERNATIONAL, INC.



# Fresno County Justice System Master Plan

## Projected County Growth by Court Districts

Court District	2002	2007	2012	2017
Clovis	120,672	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,645</b>	<b>1,066,119</b>



# Fresno County Justice System Master Plan

## Historical ADP and Incarceration Rate - Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
Population	667,490	686,000	706,100	722,600	735,200	746,600	761,800	774,200	786,800
ADP	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
OCRD				11	94	127	216	298	276
Cites <sup>2</sup>	546	628	424	530	483	512	453	523	530
Revised ADP <sup>1</sup>	2,762	2,731	2,718	2,763	2,599	2,700	2,747	2,970	3,041
Revised Incarceration Rate - IR (ADP per 1,000 pop.)	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites - Citation Releases.

<sup>2</sup> Cites represent the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 Figures are approximate.



# Fresno County Justice System Master Plan

## CGA Estimate Model

YEAR	AVERAGE DAILY POPULATION (ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136



# Fresno County Justice System Master Plan

## Projected Sheriff's Non-Court/Non-Jail Space Shortfall

	1998	2002	2007	2012	2017
Projected Non-Court/ Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/ Non-Jail Space	117,961	117,961	117,961	117,961	117,961
Space Shortfall (Current minus Needs)	18,789	34,099	50,460	67,287	84,760
Expanded Mission - Immediate Needs	164	164	164	164	164
Expanded Mission - Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs	58,000	58,000	58,000	58,000	58,000
Total Space Shortfall (projected + expanded)	76,789	92,099	108,460	125,287	142,760





# Fresno County Justice System Master Plan

## Adjusted Juvenile Hall Average Daily Population

	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4,610	4,128	5,141	7,029	7,581	6,163	6,301	6,000
45%	2,075	1,858	2,313	3,163	3,411	2,773	2,835	2,700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in								
ADP	70	59	92	89	89	77	104	115
Adjusted ADP	237	213	287	238	243	251	314	338

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer and Court Review.



# Fresno County Justice System Master Plan

## Projection & Bed Needs for Juvenile Justice Facilities

YEAR	AVERAGE DAILY POPULATION			BED NEEDS		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 - Actual	230	153	383	-	-	-
1998 - Est. Need	338	356	694	379	356	735
2002	385	414	799	431	414	845
2007	475	494	969	532	494	1,026
2012	567	574	1,141	635	574	1,209
2017	645	642	1,287	722	642	1,364

Bed Needs = Projected Average Daily Population X 1.12 for the pre-Adjudicated population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate units, and to be able to accommodate most peak in the populations.



<b>Judicial Officer FTE's and Rate of Filings per JPE</b>															
<b>Locations</b>	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.											
	<b>FTE's<sup>1</sup></b>	<b>3.60</b>	<b>3.50</b>	<b>2.50</b>											
<b>Judicial Officer FTE's<sup>1</sup></b>	<b>39.54</b>	<b>3.60</b>	<b>3.50</b>	<b>2.50</b>	<b>0.60</b>	<b>0.60</b>	<b>0.40</b>	<b>1.00</b>	<b>0.60</b>	<b>0.80</b>	<b>0.60</b>	<b>0.60</b>	<b>54.34</b>		
<b>Total Criminal</b>	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	28.36		
<b>In-Custody Criminal</b>	6.44	-	-	-	0.08	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.09		
<b>Non-Cust. Criminal &amp; Crim. Traffic</b>	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27		
<b>Civil &amp; Small Claims</b>	12.22	-	-	-	0.06	0.06	0.04	0.10	0.06	0.08	0.06	0.06	12.74		
<b>Family Law</b>	-	3.60	-	-	-	-	-	-	-	-	-	-	3.60		
<b>Juvenile Delinquency</b>	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50		
<b>Juvenile Dependency</b>	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50		
<b>Traffic (non-criminal)</b>	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64		
<b>Rate of Filings per Judicial Officer</b>															
<b>Total Criminal Filings</b>													<b>Average Rate</b>		
<b>In-Custody Criminal</b>	2,340	-	-	-	-	-	-	-	-	-	-	-	2,340		
<b>In-Custody Criminal</b>	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,340		
<b>Non-Cust Criminal &amp; Crim. Traffic</b>	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,125		
<b>Civil &amp; Small Claims<sup>2</sup></b>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	3,112		
<b>Family Law</b>	-	1,168	-	-	-	-	-	-	-	-	-	-	1,168		
<b>Juvenile Delinquency</b>	-	-	971	-	-	-	-	-	-	-	-	-	971		
<b>Juvenile Dependency</b>	-	-	-	616	-	-	-	-	-	-	-	-	616		
<b>Traffic (non-criminal)</b>	33,088	-	-	-	36,679	29,842	11,038	6,115	11,083	10,531	12,763	17,579	18,746		

<sup>3</sup> Average rate was calculated using a ratio of filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.



# Fresno County Justice System Master Plan

## Recommended Ratios of Court-Related Staff to JPE's

Recommended 1998 Staffing Level of Court Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/ Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents (JPE's)</b>						
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation - Administration	31	0.6				
District Attorney - Prosecutorial	245		8			
Public Defender	132		4			
Probation - Court Support Adult	168		5			
Probation - Field Adult	126		4			
Public Defender (Juvenile Depend.)	13			5		
Probation - Court Support Juv.	25				7	
Probation - Field Juvenile	130				37	
District Attorney - Family Support	367					
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				<b>122</b>



# Fresno County Justice System Master Plan

## Projected Staffing for Criminal Justice Court Related Agencies

	Recommended Ratio (# staff per JPE)			2002	2007	2012	2017
<b>Total JPE's</b>				<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services*	9	527			572	618	669
Sheriff (Bailiff)	1	82			89	96	104
Probation - Administration	0.6	35			38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>			<b>39.6</b>	<b>42.8</b>	<b>46.4</b>
District Attorney - Prosecutorial	8	278			303	328	355
Public Defender	4	150			163	177	190
Probation - Court Support Adult	5	191			208	225	244
Probation - Field Adult	4	143			156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>			<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation - Court Support Juv.	7	27			29	32	34
Probation - Field Juvenile	37	141			152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>			<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Delinquency)	5	19			21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>			<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney - Family Support	122	376			475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>			<b>2,205</b>	<b>2,414</b>	<b>2,633</b>



# Fresno County Justice System Master Plan

## Allocation of Courtrooms by Division & Courtroom Location

LOCATION	COURTROOMS
Central Courthouse	29
Plaza Complex	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>TOTAL</b>	<b>48</b>

DIVISION OF THE COURT	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>TOTAL COURTROOMS</b>	<b>69</b>	<b>81</b>



# Fresno County Justice System Master Plan

## Projected Space Allocation for Court-Related Functions for 2007

Type of Court	Courts Sq Ft.	Ct.Svc Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq. Ft.	Avg SF/ Courts
<b>Space Standard<sup>3</sup></b>	<b>Variable</b>	<b>200</b>	<b>250</b>	<b>250</b>	<b>200</b>	<b>125</b>		
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	140,391	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>TOTALS</b>	<b>474,375</b>	<b>155,250</b>	<b>295,156</b>	<b>53,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,163,234</b>	<b>16,858</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>SHORTFALL</b>	<b>22,822</b>	<b>155,250</b>	<b>199,182</b>	<b>31,060</b>	<b>110,124</b>	<b>14,016</b>	<b>532,453</b>	

<sup>1</sup> The existing square footage number for the courts includes Court Services.

<sup>2</sup> The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

<sup>3</sup> The space standards for the functional components includes a 25% building gross factor.



# Fresno County Justice System Master Plan

## Summary of Costs of Development Options A, B and C

Jail	Option A	Option B	Option C
North Annex	\$23,654,592	-	-
Main Jail	-	-	-
Elkhorn Site	-	\$67,132,800	\$41,328,000
Alternative Programs	-	-	-
<b>Total Estimated Cost</b>	<b>\$23,654,592</b>	<b>\$67,132,800</b>	<b>\$41,328,000</b>
<b>Sheriff Non-Courts/Non-Jail</b>			
Central Location	\$2,523,000	-	-
Outlying Locations	-	\$2,523,000	-
New Central Location	-	-	\$7,535,450
Total Estimated Cost	\$2,523,000	\$2,523,000	\$7,535,450
<i>Expanded Mission</i>	<i>\$2,900,000</i>	<i>\$2,900,000</i>	<i>\$2,900,000</i>
<b>Total Cost with Expanded</b>	<b>\$5,423,000</b>	<b>\$5,423,000</b>	<b>\$10,435,450</b>





# Fresno County Justice System Master Plan

## Summary of Costs of Development Options A, B and C

Juvenile Detention	Option A	Option B	Option C
Juvenile Hall	\$49,210,000	\$32,092,970	\$49,210,000
Elkhorn Boot Camp	\$29,205,000	\$29,205,000	\$29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
Total Estimated Cost	\$78,415,000	\$61,297,970	\$78,415,000
Total Cost w/ Alternative	\$66,073,000	\$48,955,970	\$66,073,000



# Fresno County Justice System Master Plan

## Summary of Costs of Development Options A, B and C

<b>Courts</b>	<b>Option A</b>	<b>Option B</b>	<b>Option C</b>
Central Building	-	\$1,800,000	\$5,000,000
County Plaza	-	-	-
Bank of America	\$10,000	\$10,000	\$10,000
Juvenile Hall	\$10,000,000	\$5,000,000	\$10,000,000
North Annex (Jail)	-	-	-
Outlying Regions	-	-	\$7,840,000
New Criminal Court	\$66,720,000	-	-
New Civil Court	-	\$35,280,000	\$17,460,000
<b>Total Courts Cost</b>	<b>\$76,730,000</b>	<b>\$42,090,000</b>	<b>\$40,310,000</b>
<b>Court-Related Agencies</b>			
Probation: 110,124 SF	-	\$5,506,200	\$5,506,200
District Atty. 199,182 SF	-	\$9,959,100	\$9,959,100
Public Defend. 31,60 SF	-	\$1,553,000	\$1,553,000
Court Support	-	-	-
Bailiffs	-	-	-
<b>Total Related Cost</b>	-	<b>\$17,043,770</b>	<b>\$167,588,450</b>
<b>TOTAL COST</b>	<b>\$181,322,592</b>	<b>\$173,043,770</b>	<b>\$167,588,450</b>



# Fresno County Justice System Master Plan

## Recommended actions by 2007 - Adult Detention

### Main Jail

Maintain existing operations with operating capacity of 1,064.  
Assign one floor (two levels) to house 202 pre-trial females.

### North Annex

Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.

### South Annex

Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.

### Satellite Jail

Re-assign use of the 200-bed facility for sentenced females.  
Upgrade the condition of the Satellite.

### Alternative Programs

Expand the current programs to include the establishment of a court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.



# Fresno County Justice System Master Plan

## Recommended actions by 2007 - Sheriff's Operations

### Existing Headquarters

Leave 65,174 square feet headquarters facility as is.

### Existing Leased Space

Expand 35,225 square feet leased space by 17,000 square feet to accommodate 68 additional staff to restore programs that were terminated.

### New District Centers

Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned space, if possible. A total of 41,000 square feet will be required for 164 new staff.



# Fresno County Justice System Master Plan

## Recommended actions by 2007 - The Courts

### Central Courthouse

Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Dept. to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.

### County Plaza Complex

Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.

### Bank of America Complex

Maintain 2 Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.

### New Location

Construct, renovated or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.

### Remote Courts

Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.

### Juvenile Delinquency Courts

Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.



# Fresno County Justice System Master Plan

## Recommended actions by 2007 - Courts - Related Agencies

### Court Services

A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.

### District Attorney

A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.

### Public Defender

A total of 31,060 SF will be required to accommodate the 163 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 26,060 SF will be needed in the Central Area.

### Probation Services

A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.

### Bailiff

Space for the bailiffs should be included in the space provided in each court facility.



# Fresno County Justice System Master Plan

## Recommended actions by 2007 - Juvenile Detention

### Juvenile Hall

Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.

### Elkhorn Site

Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.

### Alternative Programs

Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.



# Fresno County Justice System Master Plan

## Proposed Implementation Steps - 1999 - 2007

### STEP 1 (Complete by 2001)

Complete Addition to North Annex

Complete 120 New Beds @ Juvenile Hall

Construct Multi-purpose Dormitory @ Elkhorn

Construct Secure Unit @ Elkhorn

Complete Kitchen, Laundry, etc.

Improvements @ Elkhorn

Lease Space for Adult Probation

Renovate 8th Floor of Central Court for

Criminal Courtrooms

Implement 2 Sheriff's District Centers

### Total STEP 1

	Courts/Beds/Staff	Area	Project Cost
STEP 1 (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc.			
Improvements @ Elkhorn	N/A	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Floor of Central Court for			
Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
Total STEP 1	1,616 Beds	321,500	\$72,812,250
	5 Courtrooms		
	484 New Staff		





# Fresno County Justice System Master Plan

## Proposed Implementation Steps - 1999 - 2007

### STEP 2 (Complete by 2004)

	Courts/Beds/Staff	Area	Project Cost
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	N/A	25,000	\$ 875,000
<b>Total STEP 2</b>	<b>5 Courtrooms 676 New Staff</b>	<b>203,516</b>	<b>\$11,307,510</b>



# Fresno County Justice System Master Plan

## Proposed Implementation Steps - 1999 - 2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 3 (Complete by 2007)</b>			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$16,800,000
Construct Dormitory Units @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total STEP 3</b>	<b>500 Beds</b> <b>18 Courtrooms</b> <b>82 New Staff</b>	<b>313,500</b>	<b>\$69,437,500</b>
<hr/>			
<b>TOTAL FOR STEPS 1,2 &amp; 3</b>	<b>2,116 BEDS</b> <b>28 COURTROOMS</b> <b>1,242 NEW STAFF</b>	<b>838,516</b>	<b>\$153,557,260</b>



# Fresno County Justice System Master Plan

## Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total
			Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>TOTAL</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>



# **Fresno County Justice System Master Plan**

**FINAL DRAFT**

**March 1999**

*Prepared by:*



**Carter  
Goble  
Associates, Inc.**

**Rosser International, Inc.**

---

# Table of Contents

Introduction	1
Chapter 1	10
Chapter 2	20
Chapter 3	30
Chapter 4	40
Chapter 5	50
Chapter 6	60
Chapter 7	70
Chapter 8	80
Chapter 9	90
Chapter 10	100
Chapter 11	110
Chapter 12	120
Chapter 13	130
Chapter 14	140
Chapter 15	150
Chapter 16	160
Chapter 17	170
Chapter 18	180
Chapter 19	190
Chapter 20	200
Chapter 21	210
Chapter 22	220
Chapter 23	230
Chapter 24	240
Chapter 25	250
Chapter 26	260
Chapter 27	270
Chapter 28	280
Chapter 29	290
Chapter 30	300
Chapter 31	310
Chapter 32	320
Chapter 33	330
Chapter 34	340
Chapter 35	350
Chapter 36	360
Chapter 37	370
Chapter 38	380
Chapter 39	390
Chapter 40	400
Chapter 41	410
Chapter 42	420
Chapter 43	430
Chapter 44	440
Chapter 45	450
Chapter 46	460
Chapter 47	470
Chapter 48	480
Chapter 49	490
Chapter 50	500
Chapter 51	510
Chapter 52	520
Chapter 53	530
Chapter 54	540
Chapter 55	550
Chapter 56	560
Chapter 57	570
Chapter 58	580
Chapter 59	590
Chapter 60	600
Chapter 61	610
Chapter 62	620
Chapter 63	630
Chapter 64	640
Chapter 65	650
Chapter 66	660
Chapter 67	670
Chapter 68	680
Chapter 69	690
Chapter 70	700
Chapter 71	710
Chapter 72	720
Chapter 73	730
Chapter 74	740
Chapter 75	750
Chapter 76	760
Chapter 77	770
Chapter 78	780
Chapter 79	790
Chapter 80	800
Chapter 81	810
Chapter 82	820
Chapter 83	830
Chapter 84	840
Chapter 85	850
Chapter 86	860
Chapter 87	870
Chapter 88	880
Chapter 89	890
Chapter 90	900
Chapter 91	910
Chapter 92	920
Chapter 93	930
Chapter 94	940
Chapter 95	950
Chapter 96	960
Chapter 97	970
Chapter 98	980
Chapter 99	990
Chapter 100	1000

## EXECUTIVE SUMMARY

OVERVIEW.....	ES-1
CURRENT COUNTY SPACE SHORTFALL .....	ES-1
ANTICIPATED FUTURE NEEDS .....	ES-3
• Jail .....	ES-3
• Sheriff's Department Non-Jail/Non-Courts.....	ES-4
• Juvenile Detention .....	ES-5
• Courts .....	ES-7
SUMMARY .....	ES-12
CONCLUSIONS .....	ES-13

## CHAPTER 1: SYSTEM PERFORMANCE

SYSTEM ASSESSMENT AND EVALUATION.....	1-1
• Overview.....	1-1
DESCRIPTION OF CURRENT SYSTEM COMPONENTS.....	1-5
• Jail .....	1-6
• Sheriff's Department Non-Court/Non-Jail Staff.....	1-7
• Courts .....	1-10
• District Attorney .....	1-13
• Public Defender.....	1-14
• Probation .....	1-15
TRACKING THE OFFENDER THROUGH THE SYSTEM .....	1-17
• Overview.....	1-17
• Juvenile-Delinquency Process.....	1-17
• Adult .....	1-20
DESCRIPTION OF ALTERNATIVE PROGRAMS .....	1-22
• Juvenile Alternative Programs .....	1-24
• Adult Alternative Programs .....	1-31
COORDINATION.....	1-40
• Pre-Trial Activity.....	1-42
• Trial-Related Activity.....	1-43
• Post-Trial Activity.....	1-45
• Technology.....	1-45
COUNTY POPULATION GROWTH .....	1-47
• Historical Growth .....	1-47
• Factors Impacting Growth.....	1-48
• Growth by Judicial District .....	1-48
• Projections of future Growth and Allocation by Judicial Districts .....	1-49
SUMMARY OF THE CURRENT SYSTEM .....	1-51
• Current Space Shortfall .....	1-52

## CHAPTER 2: FACILITIES

ANALYSIS OF THE CURRENT FACILITIES.....	2-1
• Overview.....	2-1
DESCRIPTION OF FACILITIES BY COMPONENT.....	2-1
• Judiciary and Court Services .....	2-1
• Branch Courts.....	2-3
• Sheriff's Department – Detention.....	2-5
• Sheriff's Department – Offices .....	2-9
• District Attorney – Family Support and Prosecutorial.....	2-12

**CHAPTER 2: FACILITIES CONT.**

• District Attorney – Prosecutorial .....	2-12
• Public Defender .....	2-13
• Probation .....	2-15
<b>SUMMARY OF SPACE ALLOCATIONS BY COMPONENT AND FACILITY .....</b>	<b>2-20</b>

**CHAPTER 3: JAIL**

<b>JAIL POPULATION FORECAST AND BEDSPACE REQUIREMENT .....</b>	<b>3-1</b>
• Overview .....	3-1
• Initial Forecast Models .....	3-1
• Bedspace Requirement .....	3-2
• Development Options .....	3-6
• Option A .....	3-6
• Option B .....	3-7
• Option C .....	3-8
<b>SHERIFF'S STAFF (NON-JAIL/COURTS) – PROJECTED FUTURE SPACE NEEDS .....</b>	<b>3-9</b>
<b>THE IMPACT OF ALTERNATIVE PROGRAMS .....</b>	<b>3-12</b>
• Potential Adult Pre-Trial Programs .....	3-13
• Potential Adult Sentenced Programs .....	3-14

**CHAPTER 4: JUVENILE**

<b>JUVENILE DETENTION POPULATION FORECASTS AND BEDSPACE PROJECTIONS .....</b>	<b>4-1</b>
<b>JUVENILE SYSTEM DEVELOPMENT OPTIONS .....</b>	<b>4-3</b>
• Overview of Options .....	4-3
• Population Projections and Bed Needs .....	4-4
• Options for Fresno County Juvenile Justice Facilities .....	4-5
<b>SPACE REQUIREMENTS FOR THE JUVENILE OPTIONS .....</b>	<b>4-9</b>
• Conceptual cost Estimates .....	4-11
<b>RECOMMENDATIONS .....</b>	<b>4-12</b>
• Recommendations on Facility Options .....	4-12
• Recommendations for Prevention and Alternative to Incarceration Programs .....	4-13
• Recommended Juvenile Programs to Keep .....	4-14
• Recommended Juvenile Pre-Adjudicated Programs to Expand .....	4-14
• Recommended Juvenile Post-Adjudicated Programs .....	4-16

**CHAPTER 5: COURTS**

<b>OVERVIEW .....</b>	<b>5-1</b>
<b>LOGIC AND METHODOLOGY .....</b>	<b>5-1</b>
• Filings Projection .....	5-1
• Projected Judicial Officers .....	5-2
• Historical Data Used for Projections and Sources .....	5-2
<b>PROJECTED FILINGS AND JUDICIAL OFFICERS .....</b>	<b>5-2</b>
• Filings .....	5-3
• Projected Judicial Officers/Courts .....	5-4
<b>STAFF TO JUDICIAL POSITION RATIOS AND FORECASTS OF FUTURE STAFF .....</b>	<b>5-6</b>
• Summary of Growth Management Strategy for Fresno County Courts .....	5-8
• The Judicial Development Plan .....	5-8
<b>COURT-RELATED CRIMINAL JUSTICE AGENCIES' FUTURE SPACE NEEDS .....</b>	<b>5-13</b>

**CHAPTER 5: COURTS CONT.**

• Court Services - Baliff .....	5-14
• Probation, District Attorney, Public Defender.....	5-14

**CHAPTER 6: SUMMARY**

SUMMARY .....	6-1
CONCLUSIONS .....	6-7

**APPENDIX**

FACILITY INVENTORY-COURTS.....	A-1
FACILITY INVENTORY-SHERIFF DEPARTMENT.....	A-9
FACILITY INVENTORY-DISTRICT ATTORNEY.....	A-17
FACILITY INVENTORY-PROBATION .....	A-21
SPACE STANDARD TABLES .....	A-26

**LIST OF TABLES**

**EXECUTIVE SUMMARY**

• Table ES-1 Projected county Growth by Court Districts .....	ES-1
• Table ES-2 Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels) .....	ES-2
• Table ES-3 Revised Historical ADP and Incarceration Rate, Fresno County Jail.....	ES-3
• Table ES-4 CGA Estimate Model .....	ES-3
• Table ES-5 Jail Development Options for 2007.....	ES-4
• Table ES-6 Projected Sheriff's Non-Court/Non-Jail Space Shortfall.....	ES-4
• Table ES-7 Development Options for Sheriff Non-Court/Non-Jail Staff.....	ES-5
• Table ES-8 Adjusted Juvenile Hall Average Daily Population .....	ES-5
• Table ES-9 Projection & Bed Needs for Fresno County Juvenile Justice Facilities.....	ES-6
• Table ES-10 Development Options for Juvenile Detention .....	ES-6
• Table ES-11 Regional Court Projections – Filings by Court Type .....	ES-7
• Table ES-12 Judicial Officer FTE's and Rate of Filings per JPE .....	ES-8
• Table ES-13 Projection of Judicial Officers/Courts.....	ES-8
• Table ES-14 Recommended Ratios of Court-Related Staff to Judicial Position Equivalents .....	ES-9
• Table ES-15 Projected Staffing for Criminal Justice Court Related Agencies .....	ES-9
• Table ES-16 Allocation of Courtrooms by Divisions of the Court.....	ES-10
• Table ES-17 Development Options for Courts .....	ES-11
• Table ES-18 Projected Space Allocation for Court-Related Functions for 2007.....	ES-11
• Table ES-19 Development Options for Court-Related Agencies.....	ES-12
• Table ES-20 Summary of Costs of Development Options A, B and C .....	ES-13
• Table ES-21 Recommended Actions by 2007 .....	ES-14
• Table ES-22 Proposed Implementation Steps – 1999-2007 .....	ES-16
• Table ES-23 Analysis of Space Requirements for Downtown Courts Related Agencies .....	ES-17
•	

**CHAPTER 1: SYSTEM PERFORMANCE**

• Table 1-1 Arrest Trends for Select Felonies .....	1-3
• Table 1-2 Arrest Trends for Select Misdemeanors .....	1-3



• Table 1-3	Number of Comparisons: Reported Crimes to Arrests .....	1-3
• Table 1-4	Comparison: Rates of Reported Crimes to Arrest Rates .....	1-4
• Table 1-5	Criminal Justice System Trends .....	1-6
• Table 1-6	Revised Historical ADP and Incarceration Rate, Fresno County Jail.....	1-7
• Table 1-7	Sheriff's Department (Non-Court/Non-Jail) Staff 1993-1998 .....	1-8
• Table 1-8	Sheriff's Department Estimated Immediate Needs .....	1-9
• Table 1-9	Sheriff's Department Estimated Intermediate Needs.....	1-9
• Table 1-10	Trial Court Filings 1990-1997 .....	1-11
• Table 1-11	Historical Court Activity – Judicial Officers & Filings Rates .....	1-12
• Table 1-12	Summary of Juvenile Statistics.....	1-16
• Table 1-13	Adjusted Juvenile Hall Average Daily Population .....	1-17
• Table 1-14	Sentencing and Billings by CYA Fiscal Year 1996-1998 .....	1-27
• Table 1-15	Total Jury Trials 1986-1997 .....	1-44
• Table 1-16	Reports Prepared by Probation, 1992-93 to 1996-97 .....	1-44
• Table 1-17	Historical Population for Fresno County by City .....	1-47
• Table 1-18	Fresno County Courts .....	1-47
• Table 1-19	Distributed of Unincorporated Rural Population .....	1-48
• Table 1-20	Historical Population for the Fresno County Courts.....	1-49
• Table 1-21	Projected Population for the Fresno County Courts .....	1-50
• Table 1-22	Current Ratio of Criminal Justice Staff to Judicial Position Equivalents (JPEs).....	1-51
• Table 1-23	Recommended 1998 Ratio of Criminal Justice Staff to Judicial Position Equivalents .....	1-52
• Table 1-24	Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels) .....	1-53

## CHAPTER 2: FACILITIES

• Table 2-1	Summary of Space Allocations by component and Facility .....	2-21
-------------	--	------

## CHAPTER 3: JAIL

• Table 3-1	Jail Projections – Population, Bookings and ADP.....	3-1
• Table 3-2	CGA Estimate Model .....	3-2
• Table 3-3	Projected Jail Bed Needs by Classification .....	3-3
• Table 3-4	Designation & Location of Inmate Bed space by Facility & Classification.....	3-4
• Table 3-5	Designation & Location of Inmate Bed space by Facility & Classification.....	3-5
• Table 3-6	Projected Total Female Inmate Bed Needs .....	3-5
• Table 3-7	Jail Development Options for 2007.....	3-8
• Table 3-8	Comparison of Annual Operating Costs by Jail Options for 2007.....	3-9
• Table 3-9	Sheriff's Department Non-Court/Non-Jail Staff.....	3-10
• Table 3-10	Projected Sheriff's Non-Court/Non-Jail Space Shortfall.....	3-11
• Table 3-11	Development Options for Sheriff Non-Court/Non-Jail Staff.....	3-12
• Table 3-12	Projected Impact of Alternative Programs on Future Jail Population.....	3-13

## CHAPTER 4: JUVENILE

• Table 4-1	Fresno County Juvenile Hall Adjusted ADP Forecast.....	4-1
• Table 4-2	Detained Juveniles 2002-2017 .....	4-2
• Table 4-3	Pre and Post Adjudication Juveniles 2002-2017 .....	4-2
• Table 4-4	The Juvenile Options - Summary .....	4-4
• Table 4-5	Projection & Bed Needs without Changes in Programs.....	4-5
• Table 4-6	Projection & Bed Needs with Changes in Programs.....	4-5
• Table 4-7	Option A – No Change .....	4-6

• Table 4-8	Option B – No Change .....	4-6
• Table 4-9	Option C – No Change .....	4-7
• Table 4-10	Option A – With Changes .....	4-7
• Table 4-11	Option B – With Changes .....	4-8
• Table 4-12	Option C – With Changes .....	4-8
• Table 4-13	Space Assumptions & Estimates for the Juvenile Options for 2007 .....	4-9&10
• Table 4-14	Cost Assumptions .....	4-11
• Table 4-15	Cost Estimates for Juvenile Justice Components .....	4-11&12
• Table 4-16	Cost Summaries .....	4-12
• Table 4-17	Population Projections, Bed Needs & Target Reductions for Pre-Adjudicated Juveniles .....	4-16
• Table 4-18	Recommendations & Estimated Impact of Recommendations for Programs .....	4-16
• Table 4-19	Population Projections, Bed Needs & Target Reductions for Post-Adjudicated Juveniles .....	4-17
• Table 4-20	Summary of Estimated Impact of Recommendations for Programs for Post-Adjudicated Youth .....	4-17

## CHAPTER 5: COURTS

• Table 5-1	Regional Court Projections – Filings by Court Type .....	5-4
• Table 5-2	1997 Judicial Caseload Analysis for Fresno County Court .....	5-5
• Table 5-3	Projection of Judicial Officers/Courts .....	5-6
• Table 5-4	Ratio of Criminal Justice staff to Judicial Position Equivalents (JPE) .....	5-7
• Table 5-5	Projected staffing for Criminal Justice Court Related Agencies .....	5-8
• Table 5-6	Allocation of Courtrooms by Divisions of the Court .....	5-9
• Table 5-7	Court Development Options for 2007 – OPTION A .....	5-11
• Table 5-8	Court Development Options for 2007 – OPTION B .....	5-12
• Table 5-9	Court Development Options for 2007 – OPTION C .....	5-13
• Table 5-10	Staff Allocation for Court Functions for 2007 .....	5-13
• Table 5-11	Space Allocation for court Functions for 2007 .....	5-14

## CHAPTER 6: SUMMARY

• Table 6-1	Development Options – Jail .....	6-2
• Table 6-2	Development Options – Sheriff Non-Courts/Non-Jail .....	6-2
• Table 6-3	Development Options – Juvenile Detention .....	6-3
• Table 6-4	Development Options – Courts .....	6-3
• Table 6-5	Development Options – Court Related Agencies .....	6-4
• Table 6-6	Summary of Costs of Development Options A, B and C .....	6-5
• Table 6-7	Recommended Actions by 2007 .....	6-7
• Table 6-8	Proposed Implementation Steps – 1999-2007 .....	6-9
• Table 6-9	Analysis of Space Requirements for Downtown Courts Related Agencies .....	6-10

## APPENDIX

• Table A-1	Large Criminal Trial Court Judicial Set .....	A-26
• Table A-2	Standard Criminal Trial Judicial Court Set .....	A-27
• Table A-3	Traffic Court .....	A-28
• Table A-4	Hearing/Arraignment Room Judicial Set .....	A-29
• Table A-5	Large Civil Trial Court Judicial Set .....	A-30
• Table A-6	Standard Civil Trial Court Judicial Set .....	A-31
• Table A-7	Fresno County's Budget for Criminal Justice Agencies .....	A-32

**LIST OF CHARTS / FIGURES / DIAGRAMS**

**CHAPTER 1: SYSTEM PERFORMANCE**

- Chart 1-1 Comparison: Rates of reported Crimes to Arrest Rates .....1-5
- Chart 1-2 Comparison of Judicial Systems of Counties with Similar Felony Caseloads.....1-13
- Chart 1-3 Comparison of Fresno County Population Projections (1997 & 1998).....1-49
  
- Figure 1-1 Juvenile Offender Flow Chart .....1-19
- Figure 1-2 Adult Offender Flow Chart .....1-21
- Figure 1-3 Criminal process and Interagency Coordination .....1-41
  
- Diagram 1-1 Post-Adjudication Population Sentenced to Jail .....1-23
- Diagram 1-2 Post-Adjudication Population Sentenced to Jail – Alternative Supervision.....1-23

**CHAPTER 4: JUVENILE**

- Chart 4-1 Male/Female Mix of Juvenile Admissions .....4-2

---

# Executive



# Summary

---

**OVERVIEW**

Fresno County contains some of the richest farmlands in California, and has built an economy based on agriculture. Raisins, oranges, and lemons are among the primary exports. Partially because of the demand for unskilled, seasonal labor, there is a high population of migrant workers who travel with the growing season, among them many Hispanics, Asians, and other immigrants. Historically, Fresno County has been comprised of small communities that have grown up around agricultural centers—it has been a County of hardworking people with a fiscally conservative nature and solid, traditional values.

Reflecting the nature of the County's population, County administration has methodically met needs within public sector agencies as the need arose, responding to the recommendations of those agencies with prudence and caution. Recent years have seen a dramatic change in the Fresno County Population, which has grown from 667,490 in 1990 to 774,200 in 1997—equal to the population of San Francisco! It is estimated that the County population will reach 1,066,119 by the year 2017, just twenty years from the start of this study.

It is with growing awareness that Fresno County can no longer be perceived and managed as an amalgamation of small townships that the County has undertaken an examination of the Criminal Justice System, its current space needs, and its needs through the year 2017. The problems faced by the System are of a scale found in major metropolitan areas throughout the nation, and must be matched by long-range, system-wide solutions. Table ES-1 below describes the projected County growth by court districts.

Table ES-1  
Projected County Growth by Court Districts

Court District	2002	2007	2012	2017
Clovis	120,672	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,645</b>	<b>1,066,119</b>
Source: Fresno County Public Works and Development Services, California Department of Finance and Carter Goble Associates.				

**CURRENT COUNTY SPACE SHORTFALL**

The Fresno County Criminal Justice System is operating under constrained conditions, in evidence throughout the System. The jail is consistently overcrowded, is under a Federal Cap, and released approximately 16,000 offenders in 1998 because of insufficient bedspace. Public perception is that the City of Fresno is dangerous. By day the Fulton Mall and park area around the courts are full of homeless people and vagrants, and after dark, the streets empty. The Courts are simultaneously constructing courtrooms in two different locations in an attempt to meet immediate needs, although admittedly the Family Law and Juvenile Dependency Courts being built would benefit from co-location. Agencies that support court functions have many branch offices throughout downtown Fresno, resulting in misplaced files, staff time spent in transit between locations, and inefficiencies of communication. Many of the Criminal Justice Agencies are operating with staffing levels that in other Counties would not be expected to handle half of the workload generated in Fresno County. In short, the system's immediate needs are so extreme that they have made crisis planning the standard in Fresno County.

Long-term planning is difficult when immediate needs impair the current system's efficacy. The first step in this study was to quantify the current county space shortfalls, which are largely driven by insufficient space standards and drastic staffing shortfalls.

Table ES-2  
Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels)

Agency/Facility	1997-98 1998 Square Feet	1997-98 Staff (ADP for Custodial)	1998 Space Allocation	Recommended Space Standard (GSF)	Recommended 1998 Space Needs (Current Staffing Level)	1998 Space Shortfall	Recommended 1998 Staffing Level (ADP for Custodial) <sup>2</sup>	1998 Space Needs (Recommended Staffing Level)	1998 Shortfall with Recommended Staffing
<b>Court-Related Offices</b>									
District Attorney									
(Prosecutorial) <sup>1</sup>	38,871	187	208	250	46,750	7,879	231	57,750	18,879
(Family Support) <sup>1</sup>	58,401	367	159	250	91,750	33,349	367	91,750	33,349
Probation (Non-Custodial) <sup>4</sup>	60,876	263	231	250	65,750	4,874	354	88,500	27,624
Public Defender <sup>3</sup>	22,378	92	243	250	23,000	622	132	32,918	10,540
<b>Total Office Shortfall</b>	<b>180,526</b>	<b>1,435</b>			<b>227,250</b>	<b>46,724</b>	<b>1,792</b>	<b>270,918</b>	<b>90,392</b>
<b>Sheriff (Non-Court/Non-Jail)</b>									
Sheriff (Non-Court/Non-Jail) <sup>5</sup>	117,961	547	216	250	136,750	18,789	547	136,750	18,789
<b>Total Sheriff Shortfall</b>	<b>117,961</b>	<b>547</b>			<b>136,750</b>	<b>18,789</b>		<b>136,750</b>	<b>18,789</b>
<b>Detention</b>									
Juvenile Detention <sup>4</sup>									
Juvenile Hall	44,744	223	201	500	111,500	66,756	354	177,000	132,256
C.W. Wakefield	11,859	50	237	600	30,000	18,142	50	30,000	18,142
Elkhorn <sup>6</sup>	83,923	125	671	600	75,000	(8,923)	125	75,000	(8,923)
Jail <sup>6</sup>	375,969	2,171	173	300	651,300	275,331	3,041	912,300	536,331
<b>Total Detention Shortfall</b>	<b>516,495</b>	<b>2,569</b>			<b>867,800</b>	<b>351,306</b>	<b>3,570</b>	<b>1,194,300</b>	<b>677,806</b>
<b>County-Wide Total</b>	<b>814,982</b>				<b>1,231,800</b>	<b>416,819</b>		<b>1,601,968</b>	<b>786,986</b>

<sup>1</sup>Current Square Footage includes 10% of MAGEC Building, 2220 Tulare Street (9th, 10th, and .2 of 11th floors), 1250 Van Ness (Workman's Comp. And Business Affairs), 1360 L Street and 2208 Tolunne (Non-Sufficient Funds), 136 Fulton (Storage), and building 514 on 10th Street. Estimate of staffing needs for 1997-98 identified a need for 43.5 additional staff in this

<sup>2</sup>Numbers received from Probation Department calculated in the following fashion: 482 Probation positions minus 172 staff in Juvenile Hall and Wakefield, minus 47 staff at Elkhorn Boot Camp, leaves 263 non-custodial Probation Staff. 346 is the estimated staffing needs for 1998. Probation Square Footages include the 8th and .75 of the 9th floors at 2220 Tulare St. (6871 SF), Probation Administration at 1100 Van Ness (25,000 SF), .1 of the MAGEC building (1054 SF), and 15,204 SF in five additional locations.

<sup>3</sup>Public Defender Recommended Staffing calculated based on a ratio of 1.75 District Attorney Staff per Public Defender Staff (Recommended Public Defender Staff = Recommended District Attorney Staff \* .57)

<sup>4</sup>Juvenile Detention Space was calculated using the 50% of the square footage of the Wakefield School, the adjacent classrooms, the 19,032 of the Juvenile Hall Facility, and 50% of the Juvenile Hall/Juvenile Courts facility. Juvenile Courts was estimated to occupy the remaining 50% of the Juvenile Hall/Juvenile Courts facility, and C.W. Wakefield was estimated to occupy

<sup>5</sup>Space at the Elkhorn Boot Camp is large enough to accommodate several thousand inmates. It currently appears to have a large space surplus; however, part of this surplus is designed for future growth.

<sup>6</sup>Jail Square Footages include the North Annex (53,040), the South Annex (91,962), the Main Jail (220,167), and the Satellite Jail (10,800).

<sup>7</sup>Staff includes Child Support Staff, Welfare Fraud Staff, and Child Abduction Staff. Usable Square Footage on floors 17, 18, and 19 is 8,609 SF per floor due to the necessity of a wide fire corridor around mechanical areas.

<sup>8</sup>The space for the Sheriff's Non-Court/Non-Jail space includes all Sheriff's offices and additional spaces. This space total does not include hangar space or undeveloped land. Bailiffs were included with the total personnel, since they have office space in these areas.

<sup>9</sup>Any change in the Sheriff's Department Base Staff would require an expanded mission of the Sheriff's Department, as described by the description of the needs for additional staff on pages 1-8 to 1-11 of this report. For the purposes of this table, no additional staff was required to meet the current Sheriff's Department mission.

Source: Carter Goble Associates, Inc. – Nov. 1998

As shown in Table ES-2 above, the estimated county space shortfall with current staffing levels is 416,819 Square Feet, including all court-related agencies, non-court/non-jail Sheriff's Department staff, and Detention facilities. Using recommended staffing (or ADP) levels (based on interviews with agency leaders, evaluation of caseloads managed, agency needs assessments, and comparison to similar criminal justice systems), adjusted staffing levels were recommended for existing agencies. These staffing numbers are shown in the column of Table ES-2 labeled "Recommended 1998 Staffing Level (ADP for Custodial)". If Fresno County were to meet its immediate, urgent system-wide staffing and space needs, an additional 786,986 Square Feet would be needed to accommodate the additional staff.

The space needs of a county cannot be described only in terms of square feet. Criminal Justice Agencies, in particular, have specific security needs that contribute to the safety of the public at large. In addition, system efficiency demands that agencies with common functions be located with optimal proximity to related agencies, such as the Courts, District Attorney, and Public Defender.

A review of the existing facilities in Fresno County found a total of 19 Court Facilities, 15 locations used by the Sheriff's Department Non-Court/Non-Jail staff, three jail buildings, five locations housing DA Family Support Staff, five locations housing District Attorney Prosecutorial Staff, and two locations for Public Defender Staff. Eight locations house Probation staff and alternative programs, in addition to the two

Juvenile Detention locations. The grand total space housing Criminal Justice Agencies is 1,166,006 Square Feet. The County owns 86% of this space. The rest is leased.

## ANTICIPATED FUTURE NEEDS

### Jail

The Fresno County Jail is operating under a Federal Cap, which artificially maintains the Average Daily Population at or below 2,171. Offenders receive citations in the street, are cited from the jail for certain offenses, and are released early based on the decisions of a committee charged with maintaining the low population. Estimates using reconstructed historical data conclude that if all offenders currently released simply because of the cap were maintained in the jail, the Average Daily Population at the time of this study would be 3,041 offenders. All projections made for future jail bedspace needs used this ADP as the base.

Table ES-3  
Revised Historical ADP and Incarceration Rate, Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
Population	687,490	688,000	706,100	722,600	735,200	746,600	761,800	774,200	786,800
ADP	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
OCRD				11	94	127	216	298	276
Cites <sup>2</sup>	546	628	424	530	483	512	453	523	530
Revised ADP <sup>1</sup>	2,762	2,731	2,718	2,763	2,599	2,700	2,747	2,970	3,041
Revised Incarceration Rate - IR (ADP per 1,000 Pop.)	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites-Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 figures are approximate.

Source: Fresno County Data, and Carter Goble Associates, Inc., Nov. 1998

Using the adjusted ADP of 3,041 and several projection methods, future jail population was projected for the years 2002, 2007, 2012, and 2017. Table ES-4 below shows the projected jail ADP.

Table ES-4  
CGA Estimate Model

YEAR	Average Daily Population(ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136

Source: Carter Goble Associates, Inc. - Nov. 1998

With the assistance of the Sheriff's Department, an analysis of the custody classification and the male/female breakdown of projected offenders was made. Three Options emerged for meeting the jail's needs. These options are based on the underlying commonality in the *immediate* need for 800 more bedspaces to meet the minimum criteria for a safe community. This need combined with a projected need for 500 additional beds to match the projected growth curve by 2007 means that approximately 1,300 bedspaces should be constructed as soon as possible.

Table ES-5 on the following page summarizes the development options for the Jail.

Table ES-5  
Jail Development Options for 2007  
(Target at Least 3,534 Beds by 2007)

	Option A	Option B	Option C
<b>Jail</b>			
<i>North Annex</i>	Add approximately 87,600 Square Feet in three additional floors. (1,296 Minimum Custody Bedspaces)	No change	No change
<i>Main Jail</i>	No change in the physical configuration. Convert one floor to 202 medium/maximum custody female inmates. Remaining three floors will house 798 medium/maximum custody males.	No change	No change
<i>Elkhorn Site (or other location)</i>	No construction required by 2007.	Construct 464-bed multi-custody female facility. Construct 752-bed male minimum custody dormitories.	Construct 464-bed multi-custody female facility. Construct 240-bed male minimum custody facility.
<i>Alternative Programs</i>	No change	No change	Increase capacity to at least 500 inmates who would normally be incarcerated but who could meet requirements for intensive community supervision programs. This requires Judicial authorization and oversight.
<b>Total New Bedspaces</b>	<b>1,296</b>	<b>1,216</b>	<b>704</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

### Sheriff's Department Non-Jail/Non-Courts

Table ES-6 below summarizes the projected space shortfall for the Sheriff's Non-Court/Non-Jail Staff. As shown in the table, by 2007 the Sheriff's Non-Court/Non-Jail Staff will require approximately 50,460 Square Feet in addition to the 117,961 square feet currently used. With additional staff to expand the mission of the Sheriff's Department as described in the Sheriff's assessment of need, approximately 58,000 additional square feet will be required to house the increased staff.

Table ES-6  
Projected Sheriff's Non-Court/Non-Jail Space Shortfall

Year	Current	Projected			
	1998	2002	2007	2012	2017
Projected Non-Court/Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/Person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/Non-Jail Space	117,961	117,961	117,961	117,961	117,961
<b>Space Shortfall (Current minus Needs)</b>	<b>18,789</b>	<b>34,099</b>	<b>50,460</b>	<b>67,287</b>	<b>84,760</b>
Expanded Mission--Immediate Needs	164	164	164	164	164
Expanded Mission--Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs (250 SF/person)	58,000	58,000	58,000	58,000	58,000
<b>Total Space Shortfall (projected + expanded)</b>	<b>76,789</b>	<b>92,099</b>	<b>108,460</b>	<b>125,287</b>	<b>142,760</b>

Source: Carter Goble Associates, Inc. – Nov. 1998



Three long-term planning options are available to the Sheriff's Department, regardless of the expansion of the current mission. Option A involves maintaining the current offices in the downtown area and expanding them as needed to accommodate staffing increases. Option B is to use the current offices and to expand into the outlying areas with all additional staff. Option C is for the Sheriff's Department to continue in a central location, but in a large enough space to accommodate current and increased staff. Under Options A and B, the square footage required will be equal to the space shortfall. Under Option C the space required will equal the shortfall plus the existing 117,000 Square Feet. Table ES-7 below describes these three options.

Table ES-7  
Development Options for Sheriff Non-Court/Non-Jail Staff

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
<i>Central Location</i>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<i>Outlying Locations</i>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<i>New Central Location</i>	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

Source: Carter Goble Associates, Inc. -- Nov. 1998

## Juvenile Detention

Overcrowding in the Juvenile Hall Facility is creating an overflow back into the community similar to that occurring in the jail. Using historical admissions data and information on the numbers of youth cited and released, a revised current ADP was calculated for Juvenile Hall. This adjusted ADP is shown below.

Table ES-8  
Adjusted Juvenile Hall Average Daily Population

Year	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4610	4128	5141	7029	7581	6163	6301	6000
45%	2075	1858	2313	3163	3411	2773	2835	2700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in ADP	70	59	92	89	89	77	104	115
<b>Adjusted ADP</b>	<b>237</b>	<b>213</b>	<b>287</b>	<b>238</b>	<b>243</b>	<b>251</b>	<b>314</b>	<b>338</b>

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer, and Court Review.

Source: Fresno County Probation Department; and Carter Goble Associates, Inc. -- Nov. 1998

As shown in Table ES-8 above, if Juvenile Hall had sufficient bedspaces, the 1998 ADP would be approximately 338, 115 higher than the current ADP of 223. As a change to historical policy, Fresno County plans to house a greater percentage of sentenced youth within the County in the future, making use of the newly opened Elkhorn Boot Camp. With a goal of 56% pre-adjudication/44% sentenced youth in the system, the total number of youth held in Fresno County will increase beyond the increase due to population growth.

Taking the base ADP of 338 pre-adjudication youth as a starting point, several projections methods were used to calculate future Juvenile Detention population. Table ES-9 below shows the resulting projected Average Daily Population, broken down into pre- and post-adjudication.

Table ES-9  
Projection & Bed Needs for Fresno County Juvenile Justice Facilities

YEAR	AVERAGE DAILY POPULATION			BED NEEDS		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153	383	-	-	-
1998 – Est. Need	338	356	694	379	356	735
2002	385	414	799	431	414	845
2007	475	494	969	532	494	1,026
2012	567	574	1,141	635	574	1,209
2017	645	642	1,287	722	642	1,364

Note: Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peaks in the populations.

As shown in this table, the current total youth held within the County is 383. Under the new policy shifting sentenced youth into County, rather than state facilities, this number would be approximately 694. Future projections estimate the detained juvenile population reaching 1,364 by the year 2017, almost double the estimated current bedspace needs.

There are three options available for accommodating pre-and post-adjudication youth in the future. These include the following:

- Option A** Locate all post-adjudicated beds at Elkhorn; build a new juvenile hall at 10th Street and accommodate all other functions in renovated & new buildings at 10<sup>th</sup> Street.
- Option B** Keep & Expand Buildings at 10th Street & Elkhorn.
- Option C** Place all Juvenile Beds & Courts at Elkhorn, with Probation Offices at 10th Street.

Table ES-10 below shows the implementation of each of these three options.

Table ES-10  
Development Options for Juvenile Detention

	Option A	Option B	Option C
<b>Juvenile Detention</b>			
<i>Juvenile Hall</i>	Demolish. Build new Juvenile Hall with capacity of 540.	Renovate Current Facility (260 beds). Add 300-bed pre-adjudication unit for total pre-adjudication capacity of 560.	Demolish. Construct new central Probation offices for administration and field functions.
<i>Elkhorn Boot Camp</i>	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200. Construct new 540-bed pre-adjudication facility.
<i>Alternatives</i>	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.
<b>Total New Bedspaces</b>	<b>1,034 (776 with alternatives)</b>	<b>1,054 (791 with alternatives)</b>	<b>1,034 (776 with alternatives)</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

## Courts

Future court needs are dependent on future filings, which are in turn dependent on population growth and demographics. The first step in determining future court needs within Fresno County after projecting future population involved projecting future filings. Superior and Municipal filings data was combined according to filing type<sup>1</sup> in order to show current court activity by location and filing type, rather than by the Superior and Municipal breakdowns that have been used in the past.

Using a methodology linking filings rates to population growth, future filings were projected for each existing court location, and for the filing groupings specified above. The result was a set of projections for nine court locations<sup>2</sup> plus two juvenile courts, for six filing types. Filing projections were calculated using the historical average rate of filings to population (based on 1991-1997 historical data). Table ES-11 below summarizes the resulting filing projections.

Table ES-11  
Regional Court Projections – Filings by Court Type

Filings by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	47,891	0	0	2,731	2,885	2,245	4,026	3,134	4,778	1,196	1,160	70,046
Civil & Small Claims <sup>1</sup>	42,850	0	0	442	310	252	831	649	1,019	259	137	46,750
Family Law	4,867	0	0	0	0	0	0	0	0	0	0	4,867
Juvenile Delinquency	0	4,000	0	0	0	0	0	0	0	0	0	4,000
Juvenile Dependency	0	0	1,810	0	0	0	0	0	0	0	0	1,810
Traffic (non-criminal)	62,786	0	0	10,694	7,150	2,570	3,579	2,667	6,690	2,589	2,514	101,237
<b>Total Filings</b>	<b>158,394</b>	<b>4,000</b>	<b>1,810</b>	<b>13,867</b>	<b>10,345</b>	<b>5,067</b>	<b>8,436</b>	<b>6,450</b>	<b>12,487</b>	<b>4,044</b>	<b>3,811</b>	<b>228,711</b>
<b>Year 2017</b>												
Total Criminal	59,177	0	0	3,134	3,406	3,094	5,067	3,698	6,202	1,376	1,388	86,541
Civil & Small Claims <sup>1</sup>	52,948	0	0	507	365	348	1,046	766	1,322	298	164	57,766
Family Law	6,014	0	0	0	0	0	0	0	0	0	0	6,014
Juvenile Delinquency	0	4,682	0	0	0	0	0	0	0	0	0	4,682
Juvenile Dependency	0	0	2,119	0	0	0	0	0	0	0	0	2,119
Traffic (non-criminal)	77,582	0	0	12,268	8,440	3,541	4,504	3,147	8,683	2,979	3,008	124,153
<b>Total Filings</b>	<b>195,722</b>	<b>4,682</b>	<b>2,119</b>	<b>15,909</b>	<b>12,211</b>	<b>6,983</b>	<b>10,617</b>	<b>7,612</b>	<b>16,207</b>	<b>4,653</b>	<b>4,560</b>	<b>281,275</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

Source: Carter Goble Associates, Inc. – Nov. 1998

Projected filings were converted to projected Judicial Position Equivalents by dividing projected filings by the current rate of filings per Judicial Position Equivalent. To account for differing rates in multiple locations, the weighted average of filings per judicial FTE for all locations was used to obtain the total number of future judicial officers/courtrooms needed to dispose of all projected filings<sup>3</sup>. Judicial FTE's and filings used to calculate filings rates are shown in Table ES-12 on the next page, along with the resulting rates per Judicial Position Equivalent.

<sup>1</sup> Criminal (In-Custody and Out-of-Custody) include Felonies, Criminal Habeas Corpus, Non-Traffic Misdemeanor Group A & B, and Traffic Misdemeanor Groups C & D, Civil & Small Claims includes General Civil, Other Civil Complaints, Other Civil Petitions, Mental Health, Habeas Corpus, Non-Traffic Infractions, Civil, and Small Claims, Family Law, Juvenile Delinquency, Juvenile Dependency, and Traffic includes Traffic Infractions. Family Support filings were included under filings for Other Civil Complaints as reported in the Fresno County Courts Annual Report.

<sup>2</sup> Fresno/Clovis Central, Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg, and Fowler/Caruthers/Parlier.

<sup>3</sup> Adjustments were made to caseloads for criminal and civil to compensate for the fact that trials are only held in the Central court. These adjustments involved using the straight average caseload instead of a weighted average caseload for those filing types.

Table ES-12  
Judicial Officer FTE's and Rate of Filings per JPE

Locations	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Judicial Officer FTE's<sup>1</sup></b>	<b>39.54</b>	<b>3.60</b>	<b>3.50</b>	<b>2.50</b>	<b>0.60</b>	<b>0.60</b>	<b>0.40</b>	<b>1.00</b>	<b>0.60</b>	<b>0.80</b>	<b>0.60</b>	<b>0.60</b>	<b>54.34</b>
Total Criminal	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	28.36
In-Custody Criminal	6.44	-	-	-	0.06	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.09
Non-Cust. Criminal & Crim. Traffic	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27
Civil & Small Claims	12.22	-	-	-	0.06	0.06	0.04	0.10	0.06	0.08	0.06	0.06	12.74
Family Law	-	3.60	-	-	-	-	-	-	-	-	-	-	3.60
Juvenile Delinquency	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50
Juvenile Dependency	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50
Traffic (non-criminal)	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64
<b>Filings</b>													
Total Criminal Filings	45,918	-	-	-	1,709	1,930	1,505	2,394	1,921	1,703	1,242	1,953	60,275
In-Custody Criminal	15,069	-	-	-	-	-	-	-	-	-	-	-	15,069
In-Custody Criminal	11,480	-	-	-	427	483	376	599	480	426	311	488	15,069
Non-Cust Criminal & Crim. Traffic	34,439	-	-	-	1,282	1,448	1,129	1,796	1,441	1,277	932	1,465	45,206
Civil & Small Claims <sup>2</sup>	36,188	-	-	-	501	322	194	561	583	732	234	337	39,652
Family Law	-	4,205	-	-	-	-	-	-	-	-	-	-	4,205
Juvenile Delinquency	-	-	3,400	-	-	-	-	-	-	-	-	-	3,400
Juvenile Dependency	-	-	-	1,539	-	-	-	-	-	-	-	-	1,539
Traffic (non-criminal)	51,617	-	-	-	8,803	7,162	1,766	2,446	2,660	3,370	3,063	4,219	85,106
Total Filings	194,710	4,205	3,400	1,539	12,722	11,344	4,970	7,795	7,085	7,508	5,781	8,462	269,521
<b>Rate of Filings per Judicial Officer</b>													<b>Average Rate</b>
Total Criminal Filings	2,340	-	-	-	-	-	-	-	-	-	-	-	2,340
In-Custody Criminal	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,340 <sup>3</sup>
Non-Cust Criminal & Crim. Traffic	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	2,125 <sup>3</sup>
Civil & Small Claims <sup>2</sup>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	3,112 <sup>3</sup>
Family Law	-	1,168	-	-	-	-	-	-	-	-	-	-	1,168
Juvenile Delinquency	-	-	971	-	-	-	-	-	-	-	-	-	971
Juvenile Dependency	-	-	-	616	-	-	-	-	-	-	-	-	616
Traffic (non-criminal)	33,088	-	-	-	36,679	29,842	11,038	6,115	11,083	10,531	12,783	17,579	18,746

<sup>1</sup> Data obtained from 1998 Judicial Needs Assessment Request Process, Part II, Qualitative Report, and as reported by Fresno County Courts staff.

<sup>2</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Probate, Non-Traffic Infractions, and Mental Health.

<sup>3</sup> Average rate was calculated using a ratio of total filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.

Source: Carter Goble Associates, Inc. – Nov. 1998

The resulting projected JPE's are shown in Table ES-13, below. Following a sample calculation from filing projection to JPE projection, there were 10,694 Traffic filings projected for Coalinga for the year 2007 (Table ES-11). The average rate of Traffic filings per judicial position was 18,746 (Table ES-12, above). Therefore, to calculate the judicial officers needed to dispose of these filings, 10,694 was divided by 18,746 ( $10,694 \div 18,746 = 0.6$  judicial officers).

Table ES-13  
Projection of Judicial Officers/Courts

Judicial Officers by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	23.6	0.0	0.0	1.3	1.3	1.0	1.9	1.4	2.2	0.5	0.5	34.0
In-Custody Criminal	7.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	7.9
Non-Cust Criminal & Criminal Traffic	18.1	0.0	0.0	1.0	1.0	0.8	1.4	1.1	1.7	0.4	0.4	26.0
Civil & Small Claims <sup>1</sup>	14.8	0.0	0.0	0.1	0.1	0.1	0.3	0.2	0.3	0.1	0.0	16.0
Family Law	4.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.5
Juvenile Delinquency	0.0	4.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1
Juvenile Dependency	0.0	0.0	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7
Traffic (non-criminal)	3.6	0.0	0.0	0.6	0.4	0.1	0.2	0.1	0.4	0.1	0.1	5.6
<b>Total Judicial Officers</b>	<b>46.5</b>	<b>4.1</b>	<b>2.7</b>	<b>2.0</b>	<b>1.8</b>	<b>1.3</b>	<b>2.3</b>	<b>1.8</b>	<b>2.9</b>	<b>0.8</b>	<b>0.7</b>	<b>67.0</b>
<b>Year 2017</b>												
Total Criminal	27.2	0.0	0.0	1.4	1.6	1.4	2.3	1.7	2.9	0.6	0.6	39.8
In-Custody Criminal	9.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.2
Non-Cust Criminal & Criminal Traffic	20.9	0.0	0.0	1.1	1.2	1.1	1.8	1.3	2.2	0.5	0.5	30.5
Civil & Small Claims <sup>1</sup>	17.0	0.0	0.0	0.2	0.1	0.1	0.3	0.2	0.4	0.1	0.1	18.6
Family Law	5.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1
Juvenile Delinquency	0.0	4.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.8
Juvenile Dependency	0.0	0.0	3.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
Traffic (non-criminal)	4.1	0.0	0.0	0.7	0.5	0.2	0.2	0.2	0.5	0.2	0.2	6.6
<b>Total Judicial Officers</b>	<b>53.5</b>	<b>4.8</b>	<b>3.4</b>	<b>2.3</b>	<b>2.1</b>	<b>1.7</b>	<b>2.9</b>	<b>2.1</b>	<b>3.7</b>	<b>0.9</b>	<b>0.9</b>	<b>78.4</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

<sup>2</sup> Judicial Officers include statutory judges plus all referees, commissioners, pro-tems, and retired judges.

Source: Carter Goble Associates, Inc. – Nov. 1998

It is important to note that, while this model attempts to project need within various court areas, the overall **total** number of judges/courts projected is the most crucial. Whether these judges end up with a caseload consisting of primarily small claims cases or civil cases is a decision related to courts planning and management strategy. Regardless of the types or numbers of cases heard, the total estimated future number of judicial officers should remain the same. Some options relating to the mix of how those judges will spend their time in the future is discussed later in this Chapter. At this level of analysis, this projection model simply produces *estimated* judicial Full-Time Equivalents in each of the areas specified by the County, according to available historical data.

The size of each court building is the total amount of space required for the courtrooms, plus the space required to house the court staff and staff from related agencies such as the District Attorney (D.A.), Public Defender (P.D.), Marshal, and Probation. The latter numbers must be calculated based on the anticipated use of the court—in other words, if a courthouse is designated for traffic court, neither the D.A. nor the P.D. will require office space in that courthouse. Court staff, on the other hand, will always be housed within the courthouse.

For planning purposes, the ratio of court-related staff to judicial officers was used to estimate future court staff personnel. Table ES-14 below summarizes the current ratios of Criminal Justice Staff to Judicial Officer Equivalents, and shows the recommended ratios based on a goal of balanced, system-wide efficiency.

Table ES-14  
**Recommended Ratios of Court-Related Staff to Judicial Position Equivalents**

Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	126		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

Source: Carter Goble Associates, Inc. – Nov. 1998

The resulting staff projections are shown in Table ES-15, below:

Table ES-15  
**Projected Staffing for Criminal Justice Court Related Agencies**

	Recommended Ratio (# staff per JPE)	2002	2007	2012	2017
<b>Total JPE's</b>		<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services	9	527	572	618	669
Sheriff (Bailiff)	1	82	89	96	104
Probation--Administration	0.6	35	38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>	<b>39.6</b>	<b>42.8</b>	<b>46.4</b>
District Attorney--Prosecutorial	8	278	303	328	355
Public Defender	4	150	163	177	191
Probation--Court Support Adult	5	191	208	225	244
Probation--Field Adult	4	143	156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>	<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation--Court Support Juvenile	7	27	29	32	34
Probation--Field Juvenile	37	141	152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>	<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Dependency)	5	19	21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney--Family Support*	122	376	475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>	<b>2,205</b>	<b>2,414</b>	<b>2,633</b>

\*Staffing estimates based on an interpolation of DA Family Support Estimates for 2005 (435), 2010 (512), and 2020 (648).

Source: Carter Goble Associates, Inc. – Nov. 1998

The space required to house the courtrooms combined with the space needed for court-related staff gives the total space required for each courthouse, based on its designated purpose. Table ES-16 shows the summary allocation of courtrooms by case type (i.e. Division of the Court).

Table ES-16  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were de-commissioned in Sanger, Parlier, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet **current** demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared, each of which is distinguished by certain features:

- Option A** Focuses on using the Central Court building for Civil, Family Law, Traffic, and other out-of-custody cases. A new Criminal Court is constructed adjacent to the jail, and most outlying court activity is pulled into the Central area, leaving only three outlying traffic courts.
- Option B** Shifts all criminal proceedings to the Central Court Building. A new court building is built with 13 civil and 5 family law courtrooms. Six outlying court locations are maintained as traffic courts.

**Option C** Centralizes criminal proceedings in the Central Court Building, and constructs a new Regional Justice Center in Selma to serve the outlying areas. This Regional Justice Center contains 2 civil courts and 2 family law courts. Nine remote locations are maintained for Family Law and Traffic cases.

Table ES-17 below summarizes these options by site.

Table ES-17  
Development Options for Courts

	Option A	Option B	Option C
<b>Courts</b>			
<i>Central Building</i>	Of 29 existing courtrooms, use 13 existing courts for Civil, 5 for Family Law, 3 for Traffic, and 8 for out-of-custody Criminal proceedings.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal courtrooms.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal and 2 Civil courtrooms.
<i>County Plaza</i>	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.
<i>Bank of America</i>	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.
<i>Juvenile Hall</i>	Construct 5 new courts for Juvenile Delinquency.	Renovate 5 existing courtrooms for in-and out-of-custody Juvenile Delinquency proceedings.	Construct 5 new courts for Juvenile Delinquency.
<i>North Annex (Jail)</i>	Maintain 2 Criminal Arraignment courts in North Annex. Construct new 24-court in-custody criminal court adjacent to Annex.	Maintain 2 Criminal Arraignment courts in North Annex.	Maintain 2 Criminal Arraignment courts in North Annex.
<i>Outlying Regions</i>	Maintain 3 court locations for Traffic courtrooms.	Maintain 6 court locations for Traffic courtrooms.	Construct new Regional Justice Center in Selma for 2 Civil and 2 Family Law courtrooms. Maintain 9 remote courtrooms; 3 Family Law, 6 Traffic.
<i>New Location</i>		Construct 18-court facility. Use 13 courts for civil and 5 for family law.	
<b>Total New Courtrooms</b>	<b>32</b>	<b>29</b>	<b>26</b>

Source: Carter Goble Associates, Inc. – Nov. 1998

The future placement of court-related staff depends in great part on the location of the various court types. Table ES-18 below summarizes the total space needs for court-related agencies, based on the projected courts and court types previously discussed.

Table ES-18  
Projected Space Allocation for Court-Related Functions for 2007

Type of Court	Courts Sq. Ft.	Ct. Serv. Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq.Ft.	Avg.SF/ Court
<b>Space Standard</b>	<b>Variable</b>	<b>200</b>	<b>250</b>	<b>250</b>	<b>200</b>	<b>125</b>		
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	237,266	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>TOTALS</b>	<b>474,375</b>	<b>155,250</b>	<b>295,156</b>	<b>53,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,163,234</b>	<b>16,858</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>Shortfall</b>	<b>22,822</b>	<b>155,250</b>	<b>199,182</b>	<b>31,060</b>	<b>110,124</b>	<b>14,016</b>	<b>532,453</b>	

1. The existing square footage number for the Courts includes Court Services.

2. The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

3. The space standards for the functional components includes a 25% building gross factor.

Source: Carter Goble Associates, Inc. – Nov 1998

Table ES-19 summarizes the three Courts Options discussed in Table ES-17 as they relate to the Court-Related Agencies.

Table ES-19  
Development Options for Court-Related Agencies

	Option A	Option B	Option C
<b>Court-Related Agencies</b>			
<i>Probation</i>	Court-related staff housed within new Criminal Courts Building	Administration housed in new location with non-court-related probation staff. All other Probation staff housed in County Plaza Building.	Construct new central Probation offices for administration and field functions on former Juvenile Hall site. Court-related activities at new court facilities.
<i>District Attorney</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Public Defender</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Court Support</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<i>Bailiffs</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<b>Total SF</b>	<b>(included in courts)</b>	<b>340,366</b>	<b>340,366</b>

Source: Carter Goble Associates, Inc. February 1999

## COST OF OPTIONS

The estimated construction costs associated with the three options for each agency are shown in Table ES-20 on next page. These costs are calculated based on the following assumptions:

- In most cases where new facilities are needed (Court-related Agencies, Sheriff Non-court/Non-Jail) new buildings will not be constructed; instead, it is assumed that the County will undertake long-term leases, as they have done in the past. Costs for these agencies' additional space is calculated using a \$50/Square Foot one-time renovation cost.
- Some solutions will include increases in operational costs (Juvenile options with increased alternatives, expanded mission for Sheriff's Non-Court/Non-Jail Staff). In these cases, operational costs are not included in the total estimated costs for construction.
- New court facilities to be constructed will include the square footage required to house the associated court-related staff. This staff includes the District Attorney, Public Defender, Court-Related Probation, Bailiffs, and Court Support. Any associated space needs are included in the cost of the new court. Where additional space is needed for staff supporting an additional court, space costs were calculated using the \$50/Square Foot cost for one-time renovation of long-term leased space.

According to the projected cost estimates, applying Option A to all agencies, the total cost will be \$181 million. For Option B, \$171 million is the total cost for all agencies. Applying Option C to all agencies will cost \$167 million. It is important to note that in most cases, choosing one Option does not imply that the same Option must be chosen for all other Criminal Justice Agencies. For example, it is possible to select



Option C for Sheriff's Non-Court/Non-Jail Staff and Option A for the Courts to achieve the County's goals at an efficient cost.

Table ES-20  
Summary of Costs of Development Options A, B, and C

Jail	Option A	Option B	Option C
North Annex	\$ 23,654,592	\$ -	\$ -
Main Jail	\$ -	\$ -	\$ -
Elkhorn Site	\$ -	\$ 67,132,800	\$ 41,328,000.00
Alternative Programs	\$ -	\$ -	\$ -
<b>Total Estimated Cost</b>	<b>\$ 23,654,592</b>	<b>\$ 67,132,800</b>	<b>\$ 41,328,000</b>

<b>Sheriff Non-Courts/Non-Jail</b>			
Central Location	\$ 2,523,000	\$ -	\$ -
Outlying Locations	\$ -	\$ 2,523,000	\$ -
New Central Location	\$ -	\$ -	\$ 7,535,450
<b>Total Estimated Cost</b>	<b>\$ 2,523,000</b>	<b>\$ 2,523,000</b>	<b>\$ 7,535,450</b>
Expanded Mission	\$ 2,900,000	\$ 2,900,000	\$ 2,900,000
<b>Total Cost With Expanded</b>	<b>\$ 5,423,000</b>	<b>\$ 5,423,000</b>	<b>\$ 10,435,450</b>

<b>Juvenile Detention</b>			
Juvenile Hall	\$ 49,210,000	\$ 32,092,970	\$ 49,210,000
Elkhorn Boot Camp	\$ 29,205,000	\$ 29,205,000	\$ 29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
<b>Total Estimated Cost</b>	<b>\$ 78,415,000</b>	<b>\$ 61,297,970</b>	<b>\$ 78,415,000</b>
Cost with increased Alternatives	66,073,000	48,955,970	66,073,000

<b>Courts</b>			
Central Building	\$ -	\$ 1,800,000	\$ 5,000,000
County Plaza	\$ -	\$ -	\$ -
Bank of America	\$ 10,000	\$ 10,000	\$ 10,000
Juvenile Hall	\$ 10,000,000	\$ 5,000,000	\$ 10,000,000
North Annex (Jail)	\$ -	\$ -	\$ -
Outlying Regions	\$ -	\$ -	\$ 7,840,000
New Criminal Court	\$ 66,720,000	\$ -	\$ -
New Civil Court	\$ -	\$ 35,280,000	\$ 17,460,000
<b>Total Courts Cost</b>	<b>\$ 76,730,000</b>	<b>\$ 42,090,000</b>	<b>\$ 40,310,000</b>

<b>Court-Related Agencies</b>			
Probation: 110,124 SF	\$ -	\$ 5,506,200	\$ 5,506,200
District Atty. 199,182 SF	\$ -	\$ 9,959,100	\$ 9,959,100
Public Defend. 31,060 SF	\$ -	\$ 1,553,000	\$ 1,553,000
Court Support	\$ -	\$ -	\$ -
Bailiffs	\$ -	\$ -	\$ -
<b>Total Related Cost</b>	<b>\$ -</b>	<b>\$ 17,018,300</b>	<b>\$ 17,018,300</b>
<b>TOTAL COST</b>	<b>\$ 181,322,592</b>	<b>\$ 173,043,770</b>	<b>\$ 167,588,450</b>

Source: Carter Goble Associates, Inc. - March 1999

## CONCLUSIONS

The three options for each of the components of the Criminal Justice System were discussed with County officials. Input was gained from the managers of each of the major components of the Criminal Justice System. The combination of operational, administrative, and executive input led to the "blending" of the various options into a preferred action plan for the County over the next 10 years.

In Table ES-21 on the next page, a recommended plan for each component of the Criminal Justice System is outlined to give a basic direction that will result in additional space. Fresno County has a history of leasing, rather than constructing, space for office-type functions. Therefore, in the recommended plan, the continuation of this approach is assumed, although the construction of a new criminal justice center for the courts, law enforcement, and related criminal justice agencies could be a more effective solution.

Table ES-21

COMPONENT	RECOMMENDED ACTIONS by 2007
<b>ADULT DETENTION</b>	
Main Jail	Maintain existing operations with operating capacity of 1,064. Assign one floor (two levels) to house 202 pre-trial females.
North Annex	Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.
South Annex	Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.
Satellite Jail	Re-assign use of the 200-bed facility for sentenced females. Upgrade the condition of the Satellite Jail.
Alternative Programs	Expand the current programs to include the establishment of a Court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.
<b>SHERIFF'S OPERATIONS</b>	
Existing Headquarters	Leave 65,174 SF HQ facility as is.
Existing Leased Space	Expand 35,255 SF leased space by 17,000 SF to accommodate 68 additional staff to re-store programs that were terminated.
New District Centers	Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned space, if possible. A total of 41,000 SF will be required for 164 new staff.
<b>THE COURTS</b>	
Central Courthouse	Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Department to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.
County Plaza Complex	Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.
Bank of Americal Complex	Maintain 2 existing Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.
New Location	Construct, renovate, or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.
Remote Courts	Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.
Juvenile Delinquency Courts	Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.
<b>COURTS - RELATED AGENCIES</b>	
Court Services	A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.
District Attorney	A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.
Public Defender	A total of 31,060 SF will be required to accommodate the 163 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 26,060 SF will be needed in the Central Area.
Probation Services	A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.
Bailiff	Space for the bailiffs should be included in the space provided in each court facility.
<b>JUVENILE DETENTION</b>	
Juvenile Hall	Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.
Elkhorn Site	Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.
Alternative Programs	Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.

Source: Carter Goble Associates, Inc. - March 1999

Even with an expansion of leased space to meet 10-year needs, especially for court-related agencies, new construction will be necessary to meet the adult and juvenile detention requirements; the decentralization of the Sheriff's operation; and possible the expansion of the Civil Court. On the Civil Court need, with a conversion of the Central Courthouse to all criminal proceedings over the next 10 years, additional space will be necessary for the Civil and some Family Law functions. During the course of this study, the Federal Court began to discuss plans for a new facility to replace the existing Federal Courthouse in the Downtown area. While this facility is more ornate and has larger courtrooms than would be necessary for the County, the structure has 200,000 square feet that almost exactly meets the area requirements for the County for an expanded Civil Court function.

The expansion of the Central Law Enforcement Administration by 17,000 square feet can be accomplished by leasing space as occurs at the present time. A more efficient alternative would be a consolidation of all the Sheriff's central operational needs in a single Public Safety Complex of approximately 150,000 square feet, expandable to 200,000 by 2017.

Even though the County has responded to system needs during the past 10 years by using Federal and State grants for additional staff, courtrooms, and space, no major new criminal justice facility has been constructed since the North Annex to the Jail. In the meantime, the detention needs for juveniles and adults have continued to rise. Similarly, while new judgeships have not been created by the State, the

recent elections and the pent-up need for judicial positions throughout the State will probably mean additional judicial positions for Fresno County within the next five years.

During the course of this study, the County Board of Supervisors approved the pursuit of external funding for both adult and juvenile detention. For the adult component, the completion of the North Annex should meet, with the continued emphasis upon alternative programs, the incarceration needs through 2007. For the juvenile component, although the additional 320 bedspaces will reduce the impact of the severely crowded conditions, the projected growth indicates that an additional 400 bedspaces will be required to meet the 2007 need.

A 20-step action plan to bring the criminal justice facilities in the County up to the 10 year projected need. While the total plan is \$153.5 million in inflated dollars, approximately 42% of this amount has already been approved, although not funded, by the County. Of the remaining \$88.3 million, \$41.8 million represents the estimated cost of a new Civil Courts Complex in the Downtown. As has been previously mentioned, the potential availability of the Federal Courthouse could not only meet the spatial requirements of the Fresno County Civil Court, but could also cost considerably less than the estimated new construction cost of \$41.8 million.

The remaining \$46.5 million (\$88.3 – 41.8 million) that has not been discussed by the Board will provide the 400 additional juvenile beds and space for staff growth in the District Attorney, Public Defender, Court Services, and Probation departments. This space can be leased if that is the least costly approach for the County. In developing a cost for spatial expansion in these departments, a base cost of \$50 per square foot for “tenant improvements” in a leased space was used. This base cost was inflated through 2005 to account for the staging of the expansion. Table ES-22 on the following page, illustrates the inflated cost for each of the 20 steps in the Implementation Plan.

Table ES-22  
Proposed Implementation Steps – 1999-2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 1</b> (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$ 33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$ 18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc. Improvements @ Elkhorn	n/a	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Fl. Of Central Court for Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
<b>Total Step 1</b>	<b>1,616 Beds 5 Courtrooms 484 New Staff</b>	<b>321,500</b>	<b>\$ 72,812,250</b>
<b>STEP 2</b> (Complete by 2004)			
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	n/a	25,000	\$ 875,000
<b>Total Step 2</b>	<b>5 Courtrooms 676 New Staff</b>	<b>203,516</b>	<b>\$ 11,307,510</b>
<b>STEP 3</b> (Complete by 2007)			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$ 41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$ 16,800,000
Construct Dormitory Unit @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total Step 3</b>	<b>500 Beds 18 Courtrooms 82 New Staff</b>	<b>313,500</b>	<b>\$ 69,437,500</b>
<b>TOTALS</b>	<b>2,116 Beds 28 Courtrooms 1,242 New Staff</b>	<b>838,516</b>	<b>\$ 153,557,260</b>

Source: Carter Goble Associates, Inc. – March 1999

The County has other options for meeting the space needs of these departments. The proximity of both the Sheriff's Headquarters Building and the Hall of Records to the Central Courthouse and the existing Federal Courthouse (if available) would contribute significantly to an efficient courts system. The combined square footage in these two buildings is approximately 150,000. In addition, the entire County Plaza Complex has approximately 200,000 square feet that should be considered for criminal justice use due to the proximity to the Central Courthouse. Between these three County-owned buildings, approximately 350,000 square feet is available in close proximity to the Central Courthouse. In Table ES-23, a total of 329,102 square feet is estimated for departments that require a close relationship with the Criminal Courts. Of this 329,102 square feet, only 118,352 square feet of the District Attorney and Public Defender's offices could remain in their current location. Space allocated to the Court Services and Probation departments will be needed to expand the current Central Courthouse by five (5) more internal criminal courtrooms. The difference between the need (329,102 SF) and assigned space for criminal justice agencies (118,352 SF) is approximately 211,000 SF.

If these three buildings were to be dedicated to courts-related staff, the current non-justice agencies occupying these spaces will have to be re-located. In effect, the County will need to construct or lease approximately 211,000 square feet either in one or various locations to accommodate the departments that require close proximity to the courts. The types of agencies or departments for which space would need to be developed include the Sheriff, Public Works, Engineering, County Administration, Board of Supervisors, among many others.

Table ES-23  
Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>Total</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>

Source: Carter Goble Associates, Inc. March 1999

Note: The 39,800 SF for Probation is the requirements for administration and court support services of adult probation. An additional 70,000 SF will be needed to meet the total space requirement of the Adult and Juvenile Probation services.

The growth projected for the departments identified in the previous table is directly linked to the estimated number of additional judicial officers that will be required to meet the caseload of the Fresno Judicial System. Creation of most of the needed judicial positions is exclusively the responsibility of the California Legislature and is largely a political process. There is no reliable method to predict the future actions of the Legislature, and, therefore, the County could simply wait and see what will be the response of the State's legislative body to the County's well documented need for additional resources. This response could include staff (judges) as well as financial aid to construct new facilities. At the present time, a study is underway to determine the magnitude of statewide need. Following the completion of this two year effort, more information will be available concerning the State's role in funding assistance for a portion of the more than 400,000 square feet of courts and court-related space.

However, the County cannot wait two more years to formulate a policy to meet the projected need. Eventually, the 21 additional courtrooms will be necessary, and the assumption is that the State will provide funding for any new courtrooms. The greatest County challenge will be to meet the estimated 211,000 square foot space requirement that is generated by the staff to support any new judicial positions funded by the Legislature.

If all non-courts agencies were re-located from the Plaza Complex and the 61,200 square feet for Court Services was located in the Hall of Records, then the Plaza Complex at 220,000 square feet could meet the 2007 space needs of the District Attorney, Public Defender, and court-related Adult Probation. Other locational options should be explored in the near future.

---

# Chapter 1



## System Performance

---

## SYSTEM ASSESSMENT AND EVALUATION

### Overview

*The Fresno County Criminal Justice System, like others around the country, was designed to enforce the laws of the state. A review of the system in 1998, however, reveals an overflowing system unable to appropriately sanction many undesirable behaviors. This absence of sanctions leads to a higher level of those criminal activities within the County. The crowding in the jail provides a clear example of the problems facing current Fresno County Criminal Justice System.*

The purpose of laws in society can provide lengthy philosophical debate. The function of the Criminal Justice System, however, is less ambiguous. Broadly speaking, the purpose of the courts, policing agencies, prosecutors, and other criminal justice agencies is to enforce the laws governing their jurisdiction, and to provide a venue for determining responsibility. Whether citizens believe an action is wrong in its very nature, or that it is wrong simply because the law says it is wrong, the Criminal Justice System provides a means for assigning responsibility and penalties for such behavior, or for confirming innocence of any wrongdoing.

It is a prevailing premise of criminal justice systems that the sanctions against certain actions provide a deterrent to committing such an act. This implies that criminals who are caught were either ignorant of the penalty for their actions, felt that the benefits outweighed the potential risks, or did not truly believe they would be caught. Criminals, in selecting their activities, are often as conscious of the relevant risks and benefits as the most savvy businessmen.

The counter to this premise is the concept that without appropriate sanctions (deterrents), the risks of committing a crime decrease and the number of people willing to commit the crime increases. The annual University of Michigan "Hash Bash" is a classic example of what happens when sanctions are too low to realistically deter undesirable behavior. At this once-a-year event, students flock to Ann Arbor, Michigan to openly smoke marijuana. Since the penalty for smoking marijuana in public is a \$20 fine (up from \$5 in the mid 1980's!) there is little risk associated with the event. At most, students pay a fine equal to the price of a T-shirt or a couple of pizzas.

It is possible that the crowding in the system and the consequential lightening of sanctions has had the same effect on misdemeanor offenses as the \$20 fine at Hash Bash, lightening sanctions for some offenses to the point where there is no true deterrent. The following discussion will examine crowding in the jail and relevant ramifications on the Criminal Justice System.

The function of a jail within the criminal justice system is two-fold. The jail is used primarily to ensure that certain people appear in court to be tried for their actions. These are people who otherwise may be at risk of not appearing. The jail is also used as a sanction for citizens sentenced to minimal time (less than one year) of incarceration for minor offenses. In the State of California, the mix of pre-adjudication and sentenced inmates in jails is approximately 56% to 44%.

The Fresno County Jail is currently under a Federal Cap limiting the population to 2,171 inmates. In order to maintain the population below the cap, the Sheriff's Department has developed a system of releasing the inmates posing the lowest possible risk. The review committee established for this purpose released 5,362 inmates in 1997 because of crowding and the need to vacate that bed for a "worse" offender. Under this system, many pre-trial inmates who have committed crimes such as prostitution, misdemeanor drug sales/possession, and sometimes burglary, are given a citation and released pending trial. Numerous inmates are not even booked into the jail, but are cited immediately upon arrival at the jail. Last year (1997) 9,478 inmates were cited from the jail because of overcrowding. It is estimated that in 1998, 16,000 inmates will be released from the Fresno County Jail back onto the streets because of insufficient bedspace<sup>1</sup>.

When offenders do not appear on the appointed court date, a warrant is sworn for Failure To Appear. In Fresno County from July through September 1998, 1,790 inmates who were not held in jail pending trial had warrants

<sup>1</sup> Release statistics from D. Papagni, Sheriff's Department. Data January through September 1998: 7730 citations, 4235 OCRD (Overcrowded) Releases.

issued by the Fresno County Superior Court for Failure To Appear.<sup>2</sup> During that same three-month period, the jail released 2,574 inmates on citations and an additional 1,419 because of crowding (total 3,993). These numbers are typical of the releases from the jail during 1998. Together, this data shows that 45% of those released from the jail with pending court appearances failed to appear on the appointed date.<sup>3</sup>

While the Sheriff's Department is clearly managing the crowded jail situation in the best way possible, it is evident that at least 45% of those released from the jail should have ideally been held until their appearance, in order to ensure that they would indeed appear. The inability of the jail to ensure that offenders appear in court impairs the court's ability to hold offenders accountable for their actions. Offenders who were not held in the jail and who Fail To Appear are not likely to be detained in the jail the second time for Failure To Appear. Thus, for having committed an offense, these offenders have not been to jail prior to appearing in court, have not appeared in court, and have not been to jail for failing to appear in court. In short, nothing has happened to deter them from committing the same act in the future.

Looking at the jail's other mission, providing sanctions for offenders sentenced to incarceration for relatively minor offenses, the jail varies from other California jails. In Fresno County, the mixture of pre-trial offenders and sentenced offenders is approximately 78% pre-trial and 22% sentenced. As previously mentioned the state average for California is 56% pre-trial and 44% sentenced. While this mixture is highly variable (in Richland County, SC for example, the mixture is 80% pre-trial and 20% sentenced), a high pre-trial population implies that the sentenced offenders are sanctioned by Probation, Day Reporting, or within a Community Based Correctional System. Many inmates in Fresno County are sentenced to Alternative Sanctions. In 1997, however, 473 inmates were sentenced and released directly from the jail, and an additional 147 had their sentence modified (shortened) at the jail.

The low percentage of sentenced inmates in the Fresno County Jail may be the direct result of the jail crowding. Either those sentenced to time in the jail are released because of insufficient space, or the courts sentence offenders to another penalty knowing that sentencing them to jail will likely result in a release due to overcrowding. In 1997, 237 inmates were released by Superior Court. The level of sentenced inmates within the jail may also be the result of a policy decision, in order to better manage the crowding situation while holding the highest priority (pre-adjudication) inmates. Either way, the result is that penalties often are light within the County. Offenders sentenced to the jail know that they will likely not serve the complete sentence, and many are not sentenced to incarceration at all. The sanctions designed to punish and deter undesirable behavior are lightened within Fresno County until it is questionable whether they still have the desired impact on the criminal element. Furthermore, with these offenders out on the street to re-offend, the system is churned by "repeat customers" who would otherwise have been in custody.

A look at Reported Crime and Arrests validates the decreased sanctions for lesser (property) offenses. In Fresno County there has been a 12% decrease in Misdemeanor arrests since 1990. Simultaneously, Felony arrests have increased by 25%. Tables 1.1 and 1.2 on the next page show the eight-year arrest trends for selected felonies and misdemeanors. Arrests for Assault have increased since 1990, but arrests for all other selected felonies have decreased slightly. At the same time, arrests for misdemeanors such as petty theft and public drunkenness have plummeted by 40% and 61% respectively. The changing arrests within the County could be the result of decreasing crime, or it could reflect a change in the focus of arresting agencies. A comparison of Reported Part One<sup>4</sup> Offenses and related arrest rates will clarify the change.

Table 1-1  
Arrest Trends for Select Felonies

<sup>2</sup> Data aggregated by Fresno County Superior Court Information Systems Department based on computer records of court activity.

<sup>3</sup> The number of inmates released are not, in all cases, the same individuals who Fail To Appear during that same time period; however, if these numbers represent a typical three-month period, 45% is an accurate estimate of the percentage of those released who Fail To Appear.

<sup>4</sup> Part One offenses, as used by the Federal Bureau of Investigation, include both Violent Crimes (murder and non-negligent manslaughter, aggravated assault, robbery, forcible rape) and Property Crimes (burglary, motor vehicle theft, larceny, arson). In California, Property Crimes include only burglary and motor vehicle theft. Larceny and Arson are counted separately. With the exception of some larceny-theft, such as shoplifting, all Part One offenses are felonies.



Table 1-1  
Arrest Trends for Select Felonies

Felony	1990	1991	1992	1993	1994	1995	1996	1997	%Change Total	1990-1997 % Per Year
Assault	2,916	2,498	2,591	2,910	3,945	3,984	3,821	4,116	41%	5.1%
Burglary	1,184	1,096	1,018	1,142	1,130	1,092	969	1,025	-13%	-1.7%
Theft	1,122	867	864	833	962	866	789	878	-22%	-2.7%
Narcotics	1,888	1,513	1,595	1,479	1,884	1,635	1,500	1,319	-30%	-3.8%

Source: State of California Department of Justice

Table 1-2  
Arrest Trends for Select Misdemeanors

Misdemeanor	1990	1991	1992	1993	1994	1995	1996	1997	%Change Total	1990-1997 % Per Year
Drunk	13,719	10,598	9,720	8,739	5,983	6,242	5,503	5,370	-61%	-7.6%
DUI	10,476	9,641	8,772	7,877	6,547	6,251	6,178	6,158	-41%	-5.2%
Petty Theft	3,626	3,421	3,124	2,648	2,335	2,430	2,241	2,160	-40%	-5.1%
Assault & Battery	1,664	1,380	1,445	1,530	1,787	1,914	1,769	2,182	31%	3.9%

Source: State of California Department of Justice

In Table 1-3, Part One Reported Offenses and Arrests are divided into the four categories used by the California Department of Justice—Violent Offenses (murder, non-negligent manslaughter, assault, rape and aggravated assault); Property Offenses (burglary and motor vehicle theft); Larceny-Theft; and Arson. The calculated percentage of arrests to reported crimes appears below the historical data. An overall 8-year trend of this percentage is summarized by the percentage in the column labeled “1990-97.”

As shown in the table, historical data shows that over the past 8 years, Part One Reported Violent Offenses have increased in Fresno County, as have Arson offenses. Reported Property Offenses and Reported Larceny/Thefts have decreased. Fresno County Arrests have experienced the same type of change, with arrests for Violent Offenses and Arson increasing, while arrests decreased for Property Offenses and Larceny-Thefts.

Table 1-3  
Number of Comparisons: Reported Crimes to Arrests

	1990	1991	1992	1993	1994	1995	1996	1997	1990-97
<b>Total Fresno County Reported Offenses</b>									
Reported Violent Offenses	6,799	6,984	7,771	8,130	9,194	8,617	7,837	7,485	686
Reported Property (Burglary, Motor Vehicle Theft)	20,080	26,233	30,397	29,377	28,950	27,441	22,379	19,543	(537)
Reported Larceny-Theft	28,153	28,964	25,323	23,027	27,280	29,176	28,116	27,077	(1,076)
Reported Arson	378	561	734	752	1,033	1,437	1,230	1,222	844
<b>Total Reported Offenses</b>	<b>55,410</b>	<b>62,742</b>	<b>64,225</b>	<b>61,286</b>	<b>66,457</b>	<b>66,671</b>	<b>59,562</b>	<b>55,327</b>	<b>(83)</b>
<b>Total Fresno County Arrests</b>									
Violent Arrests	4,189	3,939	4,046	4,363	5,644	5,473	5,158	5,492	1,303
Property Arrests (Burglary, Motor Vehicle Theft)	3,445	3,925	3,818	3,721	3,732	3,668	2,929	2,700	(745)
Larceny-Theft Arrests	1,467	1,209	1,182	1,192	1,459	1,319	1,139	1,273	(194)
Arson Arrests	93	88	72	87	164	84	95	94	1
<b>Total Arrests</b>	<b>9,194</b>	<b>9,161</b>	<b>9,118</b>	<b>9,363</b>	<b>10,999</b>	<b>10,544</b>	<b>9,321</b>	<b>9,559</b>	<b>365</b>
<b>Percentage of Reported Crimes to Arrested Offenders</b>									
% Arrested of Reported Violent Offenses	61.6%	56.4%	52.1%	53.7%	61.4%	63.5%	65.8%	73.4%	19%
% Arrested of Reported Property Offenses	17.2%	15.0%	12.6%	12.7%	12.9%	13.4%	13.1%	13.8%	-19%
% Arrested of Reported Larceny-Theft Offenses	5.2%	4.2%	4.7%	5.2%	5.3%	4.5%	4.1%	4.7%	-10%
% Arrested of Reported Arson Offenses	24.6%	15.7%	9.8%	11.6%	15.9%	5.8%	7.7%	7.7%	-69%
<b>% Arrested of Total Reported Offenses</b>	<b>16.6%</b>	<b>14.6%</b>	<b>14.2%</b>	<b>15.3%</b>	<b>16.6%</b>	<b>15.8%</b>	<b>15.6%</b>	<b>17.3%</b>	<b>4%</b>

Source: State of California Department of Justice

The Percentage of Reported Crimes to Arrested Offenders, however, seems to show a changing emphasis within Fresno County. Although Reported Violent Offenses and Violent Arrests have both increased over the past 8 years, this table shows that the percentage of Reported Violent Offenses resulting in arrests has increased by 19%, from 61.6% in 1990 to 73.4% in 1997. The number increase in arrests has been 1,303, with an increase in Reported Violent Offenses of 686. These numbers show that police have responded by arresting 1,303 additional violent offenders—more than twice the increase in reports made.

While response to Violent Offenses has improved, the percentage of arrests for all other Reported Offenses has decreased. The percentage of Reported Property Offenses resulting in arrest has decreased by 19%, dropping from 17.2% in 1990 to 13.8% in 1997. The percentage of Reported Larceny-Theft Offenses has decreased 10%, from 5.2% to 4.7%. The respective number decrease in arrests was 745 for Property Offenses and 194 for Larceny-theft. Counter to the zealous response to violent offenses, the response to lesser (property) offenses has diminished.

Percentages represent only part of the picture of crime in Fresno County. Changes in the number of people could account for the changes in crime. Crime Rates, or ratios of certain crimes to 1,000 residents, can account for the changing size of the population of Fresno County. The information presented in Table 1-3 above, was converted to rates of arrests and reported crimes per 1,000 County residents. These rates, shown in Table 1-4 on the following page, show the same increase in violent crimes and the same decreases in misdemeanors, as Table 1-3 above. Using crime rates, it is certain that any change in the Fresno County crime and/or arrests is not entirely due to a change in the size of the County's population.

Table 1-4  
Comparison: Rates of Reported Crimes to Arrest Rates

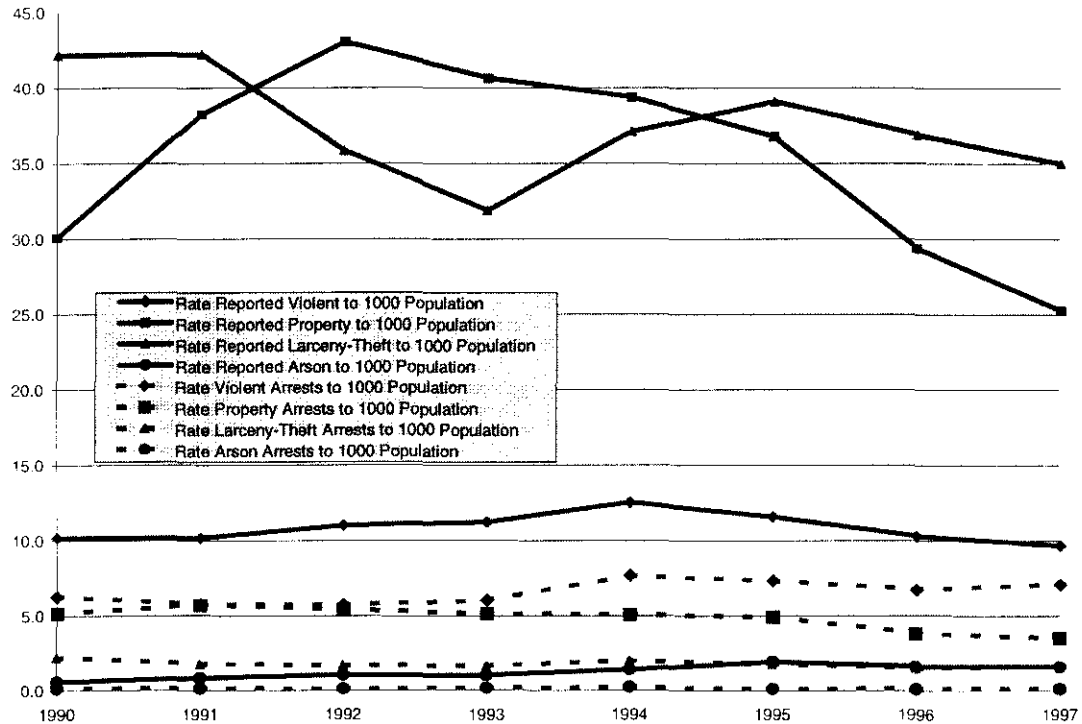
	1990	1991	1992	1993	1994	1995	1996	1997	1990-97
<b>Arrest Rates / Reported Crime Rates</b>									
Rate Violent Arrests to 1000 Population	6.28	5.74	5.73	6.04	7.68	7.33	6.77	7.09	13%
Rate Property Arrests to 1000 Population	5.16	5.72	5.41	5.15	5.08	4.91	3.84	3.49	-32%
Rate Larceny-Theft Arrests to 1000 Population	2.20	1.76	1.67	1.65	1.98	1.77	1.49	1.64	-25%
Rate Arson Arrests to 1000 Population	0.14	0.13	0.10	0.12	0.22	0.11	0.12	0.12	-13%
Rate Reported Violent to 1000 Population	10.2	10.2	11.0	11.3	12.5	11.5	10.3	9.7	-5%
Rate Reported Property to 1000 Population	30.1	38.2	43.0	40.7	39.4	36.8	29.4	25.2	-16%
Rate Reported Larceny-Theft to 1000 Population	42.2	42.2	35.9	31.9	37.1	39.1	36.9	35.0	-17%
Rate Reported Arson to 1000 Population	0.6	0.8	1.0	1.0	1.4	1.9	1.6	1.6	179%
<b>Difference</b>									
Reported Violent minus Arrested Violent	3.91	4.44	5.28	5.21	4.83	4.21	3.52	2.57	-34%
Reported Property Rate minus Arrested Property Rate	24.92	32.52	37.64	35.51	34.30	31.85	25.53	21.76	-13%
Reported Larceny-Theft Rate minus Arrested Larceny-Theft Rate	39.98	40.46	34.19	30.22	35.12	37.32	35.41	33.33	-17%
Reported Arson Rate minus Arrested Arson Rate	0.43	0.69	0.94	0.92	1.18	1.81	1.49	1.46	241%

Source: Carter Goble and Associates, data from State of California Department of Justice

Table 1-4 above reinforces the conclusions of the previous table, but uses rates to population to eliminate the possibility that changes in reported crimes and arrests are due to changes in the County population. This table shows that the Violent Arrest Rate has increased by 13%, while the arrest rates for other offenses has decreased. Simultaneously, the Reported Violent Crime Rate has decreased by 5%, showing that the increase in arrests was not due to an increase in Reported Violent Crimes.

The difference between the Reported Crime Rate and the Arrest Rate for each offense type is shown in the section of the table labeled *Difference*. This section of the table shows that the gap between the Rate of Reported Violent Offenses and the Rate of Violent Arrests has widened over the past eight years (less offenses per person, but more arrests per person). This gap has also widened by 13% for Property and 17% for Larceny-Theft offenses, but to a lesser degree than for Violent Offenses. Chart 1-1 on the next page shows the differences between Reported Offenses and Arrests graphically.

Chart 1-1  
Comparison: Rates of Reported Crimes to Arrest Rates



With pervasive need throughout the Fresno Criminal Justice Agencies similar to the space needs in the Jail, the Criminal Justice System is limited in its ability to plan for the future. Before initiating a space needs plan for the long-term future of the Fresno County Criminal Justice System, it is beneficial to understand the current shortfalls. The following section of the report quantifies the various needs within the County on an agency by agency basis.

#### DESCRIPTION OF CURRENT SYSTEM COMPONENTS

The Fresno Criminal Justice System is like a teenager wearing a young child's clothes. In Fresno, the System is able to manage the current caseload, but only by constantly stretching and modifying how business is done. Each facet of the Fresno system has adapted creatively to the constraints of limited staffing, diverse and often widespread offices, and fragmented technology. Partially as a result of the restricted resources available to Criminal Justice Agencies, a great collaboration has sprung up between agencies. Where most Criminal Justice Systems have slack areas in the system where efficiency can be improved, the Fresno Criminal Justice System has few such areas. In terms of efficiency within the system, limited resources can be a terrific incentive for improvement.

The counter to the increased efficiency, however, is a system that is too constrained to be able to handle growth. Much of the efficiency in the system also comes at the expense of individuals, compelled by high professional standards, who work overtime without compensation, actively seek outside funding, or provide necessary resources on their own. The level of professionalism is high within the Criminal Justice Agencies, and the skill level is exceptional. Working under the current constraints, while efficient, is likely to lead to burnout for most personnel forced to constantly do more with less.

Because the current system is stretched to its limits, it is not recommended that current levels of space and personnel be used to project future needs. Rather, it is the recommendation of this study that steps be taken to

remediate the current staffing and facility issues prior to (and as the first stage of) this 20-year Criminal Justice Master Plan and Space Needs Assessment.

The following section of the report describes the pressing issues facing each component of the Criminal Justice System (Jail [Sheriff], District Attorney, Public Defender, Courts, and Probation). The caseload and facility constraints are explained, as well as ways the technology or interagency coordination could be improved. Finally, each component contains an adapted staffing level, based on the analysis of this Consultant Team as well as Criminal Justice Staff and the 1996 Needs Assessment. These adapted staffing levels provide the basis for current space needs, which in turn provide the bases for future space needs.

## Jail

The initial example of the issues facing the Fresno County Criminal Justice System focused on some of the Sheriff's Department issues related to the jail. In order to quantify those issues and establish where the jail population should be, historical data related to the jail will show trends from the past 8 years.

Table 1-5  
Criminal Justice System Trends

	1990	1991	1992	1993	1994	1995	1996	1997	%Change 1990-1997	
									Total	Per Year
County Population	667,490	686,000	706,100	722,600	735,200	746,600	761,800	774,200	16%	2.0%
<b>Jail System</b>										
Average Daily Pop.	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	-3%	-0.4%
Yearly Admissions	48,621	40,127	38,465	40,776	34,423	35,360	37,218	39,054	-20%	-2.5%
ALOS	16.6	19.1	21.8	19.9	21.4	21.3	20.4	20.1	21%	2.6%
Pre-trial %	N/A	N/A	N/A	N/A	78%	78%	79%	79%	1%	0.3%
% Felonies	N/A	N/A	N/A	N/A	85%	89%	91%	93%	10%	2.5%
Incarceration Rate	3.32	3.07	3.25	3.08	2.75	2.76	2.73	2.78	-16%	-2.0%
State Incarceration Rate	2.38	2.27	2.29	2.16	2.19	2.23	2.24	2.35	-1%	-0.2%

Source: Fresno County

Booking Fee went into effect

Federal Cap placed on jail

Between 1990 and 1997, the population of Fresno County increased by 16%, from 667,490 to 774,200. During that same period of time, the Average Daily Population (ADP) of the Fresno County Jail fluctuated and then dropped to its current level. Starting at 2,216 in 1990, the ADP rose to 2,222 immediately prior to the Federal Cap, which was placed on the jail in 1994. The ADP dropped to a low of 2,022 in 1994, and then rose slightly to the 1997 level of 2,149.

Admissions to the jail decreased from 1990 to 1997 and the County incarceration rate dropped from 3.32% to 2.78%. These factors would seem to indicate a County with decreasing crime if the percentage of offenders in jail for committing felonies hadn't concurrently increased from 85% in 1994 to 93% in 1997 (data prior to 1995 was not available). This is indicative of the effect of the Federal Cap, which has forced jail management to release offenders held for lesser offenses, while keeping those held for felonies. Likewise, the decreased admissions are likely due to the implementation of a booking fee for all non-Fresno County Sheriff policing agencies, coupled with a high rate of arrests simply being cited out of the jail instead of being dressed in. These two factors have reportedly increased the number of street cites for misdemeanor offenses and decreased the tendency for police to bring offenders to the jail.<sup>5</sup>

Using some mathematical modeling, an attempt was made to estimate what the actual 1998 ADP of the Fresno County Jail would be under different circumstances. This estimate required assuming that:

- The ADP is not constrained by the Federal Cap at 2,171.

<sup>5</sup> Statement based on interviews with Fresno City Police, Fresno County Sheriff's Department, Fresno County Computer Services Division, and Fresno County Health Department.

- 100% of inmates released because of the Federal Cap would be held in the jail.<sup>6</sup>
- 100% of those cited out for crowding reasons should be held in jail.
- Officers are not deterred from bringing offenders to the jail, either because of crowding or because of the booking fee.

The results of this estimation of what the jail population would have been for the past eight years can be seen in Table 1-6 below.

Table 1-6  
Revised Historical ADP and Incarceration Rate, Fresno County Jail

	1990	1991	1992	1993	1994	1995	1996	1997	1998 <sup>3</sup>
<b>Population</b>	667,490	686,000	706,100	722,600	735,200	746,600	761,800	774,200	786,800
<b>ADP</b>	2,216	2,103	2,294	2,222	2,022	2,061	2,078	2,149	2,235
<b>OCRD</b>				11	94	127	216	298	276
<b>Cites<sup>2</sup></b>	546	628	424	530	483	512	453	523	530
<b>Revised ADP<sup>1</sup></b>	2,762	2,731	2,718	2,763	2,599	2,700	2,747	2,970	3,041
<b>Revised Incarceration Rate - IR (ADP per 1,000 Pop.)</b>	4.14	3.98	3.85	3.82	3.54	3.62	3.61	3.84	3.87

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCRD releases, and Cites--Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> 1998 figures are approximate.

Source: Fresno County Data, and Carter Goble & Associates

This revised 1998 ADP for the jail is 3,041. The blend of pre-trial offenders to sentenced offenders inside the jail is 75% versus 25% (2,265 pre-trial inmates and 776 sentenced inmates). To achieve the desired blend of 60% pre-trial offenders and 40% sentenced offenders under supervision, the total number of offenders under supervision will be 3,775 (2,265 pre-trial offenders and 1,510 sentenced inmates). It is recommended that alternative supervision be used to manage approximately 730<sup>7</sup> sentenced inmates outside the jail, and that the remaining 3,041 inmates be housed in the jail or satellite jail (200 capacity).

As shown by this model, the jail should currently have approximately 3,000 beds to meet the *minimal* mission of detaining pre-trial and sentenced offenders, with alternative programs capable of supervising an additional 730 sentenced inmates. This requires an increase of approximately 650 beds within or outside the jail to meet the estimated 1998 requirement. The base of 3,041 beds will be used for all future projections of jail bedspace needs.

### Sheriff's Department Non-Court/Non-Jail Staff

The constraints on the Sheriff's Department's jail space has already been discussed extensively, but there are additional space needs associated with the Non-Court/Non-Jail related side of the Sheriff's Department's operations. These needs are more difficult to estimate, since they hinge on varying crime rates and a perceived need for policing.

In the city of Fresno at the time of this study, citizens felt unsafe walking alone at night. The consultants on this project received a great deal of advice on surviving the project, which included recommendations that they not go out at night, that they stay in a hotel in an upscale (and thus safer?) neighborhood, that they might consider carrying a gun. The general feeling in California in general is that Fresno County is an area of relatively high crime. It is this feeling of being unsafe that prompts citizens to demand more police on the street.

As has already been discussed with the jail situation, police alone are not the antidote to crime. There must be a fully functioning system of sanctions to ensure that after police do their job, the rest of the system will reinforce any arrest with the proper punishment. As the system reduces the number of criminals on the street, limits the "churning" of the criminal justice system, and deters some would-be offenders, the level of crime will presumably

<sup>6</sup> Because only 45% of those cited from the jail are estimated to Fail To Appear in court (see page 1-2, top of page for estimation methods), an alternate assumption would be that only 45% of those cited should be held in the jail. This study has assumed that all 100% should be held in the jail because of difficulties in predicting precisely which 45% of that 100% cited will Fail To Appear.

<sup>7</sup> The precise number of inmates to be supervised in alternative programs will be discussed in more detail in Chapter 3 of this study, based on several options for managing the future increase in jail population.

decrease to an acceptable level. Thus, the addition of police, along with the cooperation of the rest of the Criminal Justice Agencies, can lead to the perception of a safer County in which to live.

Sheriff's Department divisions have a wide range of responsibilities in addition to policing the streets of a County. This is true in Fresno County, where there are a variety of educational and preventive activities that are managed by the Sheriff's Department. These include:

- Participation in the MAGEC (Multi-Agency Gang Enforcement Consortium) Program
- Federal COPS More, COPS More 96, and COPS Ahead Programs
- 911 Dispatching Program
- DARE (Drug Awareness & Resistance Education) Program
- CRRUSH (Comprehensive Rural Resources Undermining Street Hoodlums) Program
- OCJP (Office of Criminal Justice Planning) Drug Suppression Project
- Domestic Violence Program
- Alcohol and Beverage Control Program
- Tobacco Avoidance Program

Many of these programs are designed to deter youth from becoming involved in crime, or with activities that can lead to a life of crime, such as drug use and gang activities. Some other programs are designed to provide rapid response to violent crimes.

The Sheriff's Department is currently responsible for 28% of the bookings that are brought to the Fresno County Jail. The 441 staff<sup>8</sup> who work for the Sheriff's Department range in responsibilities from Deputy on the street, DARE officers in the schools, investigatorial, and administrative. Table 1-7 below shows the historical breakdown of Sheriff's Department staff over the past five fiscal years.

Table 1-7  
Sheriff's Department (Non-Court/Non-Jail) Staff 1993-1998

Sheriff's Department Non Court/Non Jail Staff	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
<b>Administration</b> (Sheriff, Undersheriff, Assistant Sheriff, Administrative Sec., Sheriff's Captain)	7	7	7	7	7	7
<b>Senior Staff</b> (Sheriff's Lieutenant, Sheriff's Sergeant, Senior Criminologist)	50	50	50	51	53	54
<b>Deputy Sheriff II, III, and IV</b>	211	215	224	228	233	234
<b>Bailiff (Deputy Sheriff I)</b>	43	44	47	50	50	57
<b>Remaining Staff</b> (includes Criminalists, Identification Technicians, Photographic Technicians, Rangemaster, Process Server, Communications Dispatchers, Personnel Technician, Secretaries, Accountants, Clerks, Office Assistants, Property & Evidence, Stock Clerk, Vehicle Service Coordinator, Records Manager)	148	148	148	147	148	151
<b>Total General Fund Staff</b>	<b>416</b>	<b>420</b>	<b>429</b>	<b>433</b>	<b>441</b>	<b>503</b>
<b>Grant Funded Staff</b>					47	44
<b>Total Sheriff's Department Non-Court/Non-Jail Staff</b>	<b>416</b>	<b>420</b>	<b>429</b>	<b>433</b>	<b>488</b>	<b>547</b>

<sup>1</sup> According to Sheriff's Department 1997 Needs Assessment

When the Fresno County Sheriff's Department estimated staffing needs in 1997, they targeted certain crime-related goals (decreasing response time for priority 1 calls, adding helicopter teams, increasing anti-drug activity, among others). Some of these goals were more urgent than others, and were grouped with the "immediate" needs. Other goals were less urgent, and were grouped with the "intermediate" needs. Each group of needs was staffed, and the resulting increase in operational costs was estimated. The total immediate staffing needs are shown in Table 1-8 on the following page. Additional staffing would execute the following functions:

<sup>8</sup> Bailiffs were subtracted from Patrol Staff. These court-related officers are discussed and projected as part of the Courts.

When the Fresno County Sheriff's Department estimated staffing needs in 1997, they targeted certain crime-related goals (decreasing response time for priority 1 calls, adding helicopter teams, increasing anti-drug activity, among others). Some of these goals were more urgent than others, and were grouped with the "immediate" needs. Other goals were less urgent, and were grouped with the "intermediate" needs. Each group of needs was staffed, and the resulting increase in operational costs was estimated. The total immediate staffing needs are shown in Table 1-8 on the following page. Additional staffing would execute the following functions:

- Implement Community Policing County Wide
- Reduce Response Time to five minutes for Priority 1 Emergency Calls for Service
- Reduce response time to 15 minutes for priority 2 urgent calls for service
- Reconstitute Area 4
- Implement Operation Safe Streets County Wide
- Double Gang Unit
- Reconstitute Patrol Tactical Team

All of these goals are valid. If this staff were added, the Sheriff's Department estimated increase in operating expenses is shown below to be approximately \$60 million over a five year implementation phase. Total staff added would be 164.

Table 1-8  
Sheriff's Department Estimated Immediate Needs

TOTAL IMMEDIATE NEEDS Additional Positions						
	County Wide	Area 1	Area 2	Area 3	Area 4	Total
Lieutenant	2	0	0	0	1	3
Sergeant	7	2	4	5	7	25
Deputy	46	9	18	16	23	112
CSO	0	0	0	0	8	8
Office Assistant	7	1	3	3	2	16
<b>Total Positions</b>	<b>62</b>	<b>12</b>	<b>25</b>	<b>24</b>	<b>41</b>	<b>164</b>
Cost						
	Year 1	Year 2	Year 3	Year 4	Year 5	Total
<b>Total Cost</b>	<b>\$ 12,728,060</b>	<b>\$ 10,980,170</b>	<b>\$ 11,364,473</b>	<b>\$ 11,990,191</b>	<b>\$ 12,173,904</b>	<b>\$ 59,236,798</b>

Source: Fresno County Sheriff's Department Needs Assessment, January 1997

Beyond these needs, the Sheriff's Department identified additional "intermediate" needs which would accomplish the following:

- Augment Communications
- Implement Youth Services County Wide
- Augment Crime Prevention Unit
- Implement Traffic Unit County Wide
- Double Helicopter Flight Hours

These goals would cost the County approximately \$22 million in operating expenses, divided over a five-year phasing. 68 total staff would be added, as shown in Table 1-9 below.

Table 1-9  
**Sheriff's Department Estimated Intermediate Needs**

<b>TOTAL INTERMEDIATE NEEDS</b>						
<b>Additional Positions</b>						
	<b>County Wide</b>					<b>Total</b>
Lieutenant	2					2
Sergeant	4					4
Deputy	23					23
CSO	14					14
Office Assistant	6					6
Director of Communications	1					1
Assistant Director	1					1
Supervising Director	3					3
Dispatcher	14					14
<b>Total Positions</b>	<b>68</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>68</b>
<b>Cost</b>						
	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Total</b>
<b>Total Cost</b>	4554758	4157636	4303150	4453756	4609636	\$ 22,078,936

These intermediate needs would enhance the Sheriff's Department's ability to police the County; however, they are not as crucial and would not have the anticipated level of impact as those listed under "immediate" needs.

For the purposes of this study, the current staffing level (minus Bailiffs) of 547 was used to estimate current arrests per officer, and then to project future officer/space needs. The details of these calculations are included in Chapter 3, "Jail."

## Courts

Prior to 1998, the Fresno County Courts have been organized into three groups, each with a manager. The largest and most prominent of these groups is the Fresno Superior Court, located in the Courts Building in downtown Fresno. The second is the Fresno Municipal Court, housed in downtown Fresno with outlying functions in Clovis. The third group is the Central Valley Municipal Courts, which includes all outlying courts not located in Fresno or Clovis (Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg/Riverdale, and Fowler/Caruthers/Parlier). All historical filings and staffing data is recorded using these locations and groupings.

As of August 1998, legislation was passed in Fresno County officially consolidating all courts into one centrally administered Superior Court (previous consolidation had been thorough, yet unofficial). This legislation opens the County to reorganization possibilities to increase the efficiency of court operations, inmate transport, and staffing of both court staff and other Criminal Justice Staff.

The Fresno Court is located in downtown Fresno, although the need for additional courtrooms beyond those in the actual courthouse has led to recent renovation of space in neighboring buildings. These locations house 36.4 judges, 2 commissioners, 5 referees, and approximately 4 pro-tems and retired judges. In addition, 297 court support staff are housed in and around the court building. There are currently four court locations in downtown Fresno which are best identified by function; Family Law (County Plaza Building, 3 courtrooms), Juvenile Dependency (Former Bank of America Building on the Fulton Mall, 4 courtrooms), Juvenile Delinquency (Tenth Street adjacent to Juvenile Hall, 5 courtrooms), and the Central Court Building (all remaining courtrooms). Each of these buildings has structural features and limitations, which will be discussed in Chapter 3, "Description of Current Facilities."

The Central Valley Municipal Courts are staffed by 8 Judicial Position Equivalents (JPE's) and 61 supporting staff. These judicial officers serve in more than one outlying court, filling out their schedules by serving multiple locations, or by spending part of the week in one outlying location and the remainder of the week in Fresno. While in the outlying courts, judges hear all cases filed in those courts, ranging from traffic to criminal jury trials. Because these courts hear criminal as well as civil cases, the District Attorney and Public Defender are required to staff the outlying courts. An established schedule assists with scheduling criminal arraignments and other activity for certain days, so that the DA and PD can staff each outlying court location only when necessary.



The Fresno Courts have experienced an increase in Superior Court filings over the past 9 years that is not surprising, given the increase in County Population. At the same time, there has been a decrease in Municipal Court filings, in both Fresno and in outlying areas. Table 1-10, on the following page, summarizes filings from 1990 to 1997<sup>9</sup> in the Fresno Superior Court, the Fresno Municipal Court, and the Central Valley Municipal Courts.

Table 1-10  
Trial Court Filings 1990-1997

	1990	1991	1992	1993	1994	1995	1996	1997
<b>Filings</b>								
<b>Superior Court</b>								
Probate	1,336	1,280	1,222	1,240	1,226	1,269	1,230	1,119
Family Law	4,081	4,091	4,214	4,235	4,063	4,065	4,128	4,205
General Civil	1,490	1,850	1,914	1,645	1,630	1,701	1,792	1,570
Other Civil Complaints	6,018	6,777	8,908	8,676	9,142	11,249	11,570	10,096
Other Civil Petitions	2,201	2,452	2,796	2,480	2,560	2,967	3,802	3,115
Mental Health	700	526	185	137	160	188	175	145
Felony	4,247	4,271	4,952	4,938	4,781	5,026	4,714	5,885
Criminal Habeas Corpus	156	162	79	150	140	161	215	296
Other Habeas Corpus (Inc. LSP)	8	27	86	155	189	223	220	161
<b>Total</b>	<b>20,237</b>	<b>21,436</b>	<b>24,356</b>	<b>23,656</b>	<b>23,891</b>	<b>26,849</b>	<b>27,846</b>	<b>26,592</b>
<b>Fresno Municipal</b>								
Felony	5,942	6,250	6,440	6,358	8,499	8,256	9,222	8,407
Misdemeanor Group A	9,791	9,796	9,015	9,156	9,099	10,426	8,781	10,210
Misdemeanor Group B	201	96	52	62	183	395	581	999
Total Non-Traffic Misdemeanor Groups A & B	9,992	9,892	9,067	9,218	9,282	10,821	9,362	11,209
Traffic Misdemeanor Group C	6,833	7,280	6,975	5,397	4,236	4,431	4,288	4,500
Traffic Misdemeanor Group D	13,349	14,326	12,090	11,077	13,584	11,441	11,839	15,621
Total Traffic Misdemeanor Groups C & D	20,182	21,606	19,065	16,474	17,820	15,872	16,127	20,121
Non-Traffic Infractions	876	1,159	481	318	667	608	550	613
Traffic Infractions	67,145	68,191	53,874	42,044	42,313	45,795	53,214	51,617
Civil	13,003	13,069	12,275	11,091	11,077	10,820	10,780	10,957
Small Claims	9,596	9,971	9,524	9,064	7,981	8,106	8,725	8,412
<b>Total</b>	<b>126,736</b>	<b>130,138</b>	<b>110,726</b>	<b>94,567</b>	<b>97,639</b>	<b>100,278</b>	<b>107,980</b>	<b>111,336</b>
<b>Central Valley Municipal</b>								
Felony	1,450	1,853	1,596	1,403	1,786	2,022	2,374	2,291
Misdemeanor Group A	3,299	3,015	2,365	2,661	2,932	3,206	3,006	2,888
Misdemeanor Group B	2,578	2,237	1,918	2,025	1,513	1,126	1,367	1,213
Total Non-Traffic Misdemeanor Groups A & B	5,877	5,252	4,283	4,686	4,445	4,332	4,373	4,101
Traffic Misdemeanor Group C	3,824	4,315	3,728	2,967	2,650	2,076	2,410	2,060
Traffic Misdemeanor Group D	7,877	9,219	8,324	7,496	7,586	6,607	6,952	5,915
Total Traffic Misdemeanor Groups C & D	11,701	13,534	12,052	10,463	10,236	8,683	9,362	7,975
Non-Traffic Infractions	117	119	252	453	721	828	762	952
Traffic Infractions	32,285	29,555	33,903	30,172	27,748	29,363	32,007	33,486
Civil	1,020	879	927	926	839	932	1,056	1,045
Small Claims	1,803	1,773	1,447	1,534	1,197	1,142	1,364	1,461
<b>Total</b>	<b>54,253</b>	<b>52,965</b>	<b>54,460</b>	<b>49,637</b>	<b>46,972</b>	<b>47,302</b>	<b>51,298</b>	<b>51,311</b>

Source: Fresno County Courts: data aggregated by Carter Goble Associates, Inc.

It is difficult to assess the change in filings without comparing it to the concurrent change in population in Fresno County. Table 1-11 on the next page summarizes the Superior and Municipal Court Filings, and converts both into a rate per judicial officer, and a rate per population. These rates show that while Superior Court Filings have increased relative to the population, Municipal Court Filings have experienced a dip and subsequent increase in the Fresno Courts. The Central Valley Municipal Courts have also dipped, but have not risen much above the 1996 low of .063 filings per resident.

<sup>9</sup> Although this report was completed in 1999, complete 1998 filing data was not yet available when the initial data was collected in late 1998.

Table 1-11  
Historical Court Activity – Judicial Officers<sup>10</sup> & Filings Rates

	1990	1991	1992	1993	1994	1995	1996	1997
<b>County Population</b>	666,950	685,965	706,020	722,510	735,165	746,570	761,745	774,175
<b>Judicial Officers</b>								
Superior Court	20	21	22	22	22	22	22	22
Municipal Court	20	20	20	20	20	20	20	20
Fresno	12	12	12	12	12	12	12	12
Central Valley	8	8	8	8	8	8	8	8
<b>Total Judicial Officers<sup>1</sup></b>	<b>40</b>	<b>41</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>
<b>Filings</b>								
Superior Court	20,237	21,436	24,356	23,656	23,891	26,849	27,846	26,592
Municipal Court	180,989	183,103	165,186	144,204	144,611	147,580	159,278	162,647
Fresno	126,736	130,138	110,726	94,567	97,639	100,278	107,980	111,336
Central Valley	54,253	52,965	54,460	49,637	46,972	47,302	51,298	51,311
<b>Total Filings</b>	<b>201,226</b>	<b>204,539</b>	<b>189,542</b>	<b>167,860</b>	<b>168,502</b>	<b>174,429</b>	<b>187,124</b>	<b>189,239</b>
<b>Filings Rate (Filings:Judicial Officer)</b>								
Superior Court	1,012	1,021	1,107	1,075	1,086	1,220	1,266	1,209
Municipal Court	9,049	9,155	8,259	7,210	7,231	7,379	7,964	8,132
Fresno	10,561	10,845	9,227	7,881	8,137	8,357	8,998	9,278
Central Valley	6,782	6,621	6,808	6,205	5,872	5,913	6,412	6,414
<b>Total Filings Rate</b>	<b>5,031</b>	<b>4,989</b>	<b>4,513</b>	<b>3,997</b>	<b>4,012</b>	<b>4,153</b>	<b>4,455</b>	<b>4,506</b>
<b>Filings Rate (Filings:Population)</b>								
Superior Court	0.030	0.031	0.034	0.033	0.032	0.036	0.037	0.034
Municipal Court	0.271	0.267	0.234	0.200	0.197	0.198	0.209	0.210
Fresno	0.190	0.190	0.157	0.131	0.133	0.134	0.142	0.144
Central Valley	0.081	0.077	0.077	0.069	0.064	0.063	0.067	0.066
<b>Total Filings Rate</b>	<b>0.302</b>	<b>0.298</b>	<b>0.268</b>	<b>0.232</b>	<b>0.229</b>	<b>0.234</b>	<b>0.246</b>	<b>0.244</b>

Source: The Fresno County Courts Annual Report, 1997.

From Table 1-11 above, it can also be seen that the number of statutory judicial officers has not increased since 1992. The rate of filings handled per judge has also remained almost the same since 1990, when the level of 42 judges was reached.

In order to estimate the future number of courtrooms needed in Fresno County, judges were used as a proxy for courtrooms. It is important to note that all Judicial Position Equivalents need a room in which to practice; therefore, the number of Judicial Position Equivalents used as the basis for the projections models was equal to the number of statutory judges plus all referees, commissioners, pro-terms, and retired judges. The total number of Judicial Position Equivalents in Fresno County in 1998 was 55.11<sup>11</sup>. The methods for projecting judicial officers will be explained in detail in Chapter 5, 'Courts'.

The current ratio of court support staff to Judicial Position Equivalents is six staff to one Judicial Position Equivalents. For projections of future court support space, the recommended ratio for estimating future staff will be nine staff per Judicial Position Equivalents (Total Court Support Staff = 470).

Because of the change in courts organization, the previously used divisions between Superior and Municipal Court Filings will not be used for future needs projections. Rather, court activity will be divided into the categories of Criminal (In-Custody and Out-of-Custody), Civil & Small Claims, Family Law, Juvenile Delinquency, Juvenile Dependency, and Traffic. Each filing type will be projected for each existing court location.

<sup>10</sup> Note that "Judicial Officers" in this case refer to statutory judges only. This number does not include referees, commissioners, proterms, and retired judges, which will be used in Chapter 5 to project future courts needs.

<sup>11</sup> Fresno County 1998 Judicial Needs Report

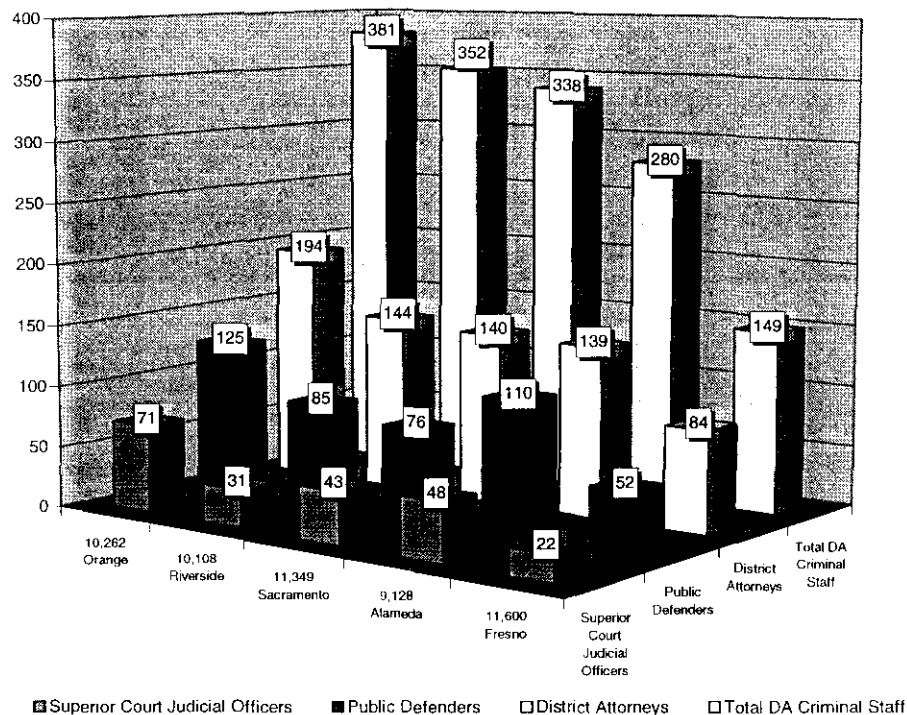
### District Attorney

All District Attorney (DA) staff is centrally located on the 9<sup>th</sup>, 10<sup>th</sup> and part of the 11<sup>th</sup> floors of the County Plaza Building, within easy walking distance of the Central Court Facility. There are approximately 127 prosecutorial staff are housed in this space, making the 24,662 Square Feet quite crowded. There are boxes stored in the hallway and attorneys are “housed” either two or three per office. From these offices, all 12 outlying court locations are served.

The District Attorney's Office is currently staffed with a ratio of approximately 6.47 staff per Criminal/Traffic Judicial Position Equivalents (187 DA Staff / 28.9 JPE's = 6.47). This is considerably lower than the ratio in other California Counties such as San Bernardino, where the District Attorney has approximately 8 staff per Criminal/Traffic Judicial Position Equivalents. A 1996 study conducted by the DA's office compared Fresno County District Attorney workloads with two counties with similar staffing levels<sup>12</sup> (Ventura and Contra Costa Counties). This study revealed that while the staffing was similar, the number of felonies handled by attorneys was far higher in Fresno County (12,919 felonies) than in the other locations (3,053 and 6,290 felonies, respectively).

A staffing comparison was also made with counties that have similar felony caseloads to the 1994 Fresno Felony Caseload used in the 1996 study (11,600 felonies). These counties included Orange (10,262 felonies), Riverside (10,108 felonies), Sacramento (11,349 felonies), and Alameda (9,128 felonies). Each of these counties had higher numbers of District Attorneys than Fresno County, as shown in the chart below.

Chart 1-2  
Comparison of Judicial Systems of Counties with Similar Felony Caseloads



Source: Fresno County District Attorney

<sup>12</sup> Ventura County: 91 Attorneys, 3,053 Felonies, and 90.3 Commitments per 100,000 Population  
 Contra Costa County: 87 Attorneys, 6,290 Felonies, and 95.1 Commitments per 100,000 Population  
 Fresno County: 91 Attorneys, 12,919 Felonies, and 220.4 Commitments per 100,000 Population

Fresno had the greatest number of Felonies per Attorney (141.97). San Bernardino had only 80.2 Felonies per Attorney, and the median fell at 73.4.

In the same Needs Assessment Study, the District Attorney's office estimated a need for an additional 43.5 staff. These staff included 20 Deputy District Attorneys, 1 Senior Deputy District Attorney, 1 Chief Deputy District Attorney, 8 senior Investigators, 4.5 Secretaries, 7 Office Assistants, 1 process Server, and 1 Program Technician. The need was based on lowering the caseload per attorney to the 1995 level of 4 cases per week (the caseload has risen to 6 cases per week) and returning the Early Dispo staffing to 8 attorneys (the number handling the same amount of cases in April 1996). The remaining staff needs were estimated to bolster staff in the Juvenile Unit, for filing all Misdemeanors in outlying courts, and to better staff the Homicide Team, the Gang Unit, the Sexual Assault Team, the Motions Team, and Felony Filings (for Auto Insurance Fraud).

In other court systems, a ratio of eight District Attorney Staff per Criminal/Traffic Judicial Position Equivalents has been found to provide the minimum level of staffing necessary to handle the typical caseload. Applying this ratio to the current number of Criminal/Traffic Judicial Position Equivalents (28.9) gives 231.2 District Attorney Staff that are currently needed to handle the caseload of those judicial officers. This is the same number of required staff estimated in the District Attorney Needs Assessment report (187 plus 43.5 equals 230.5 required staff). The recommended staffing number of 231 is the base number for projections of future District Attorney Space Needs, and the ratio of 8 DA staff per criminal/traffic judicial officers will be used for projecting future DA staff and space needs.

### **Public Defender**

The Public Defender's office is located on the third and fourth floors of the County Plaza Building, across the street from the Courts Building and grounds. The total office space occupied by the Public Defender is 20,178 square feet. Additional office space at the Juvenile Courts Facility totals approximately 2,200 square feet. A total of 92 staff are housed in these two locations (most are located in the County Plaza Facility, with a handful working from the juvenile location).

Until recently, the Public Defender's office operated using a paper file system. In late 1998 a new computer system was installed, and staff have been working to enter historical case information into the system. Although it is early to determine the level of improvement in daily work processing from automation of some activities, the Public Defender Staff can only benefit from more modern office technology.

From May 1995 until July 1997, Fresno County Administration conducted an efficiency study of the Public Defender's office to determine whether greater efficiency and/or cost savings could be achieved through privatization. Findings revealed that the Public Defender's office is far less costly than the private sector alternatives, and that the office is extremely efficient in handling its large workload. At the same time, the Public Defender's office is reaching the outer limits of its current staffing capabilities. With 92 staff, there are 3.2 Public Defender Staff per Criminal/Traffic Judicial Position Equivalents. There are also 2.03 District Attorney Staff per Public Defender Staff.

According to the 1996 Needs Assessment<sup>13</sup> completed by the Public Defender's Office, there is a need for approximately 40 additional staff to handle the current need. Adding staff would involve converting extra help positions to full-time positions (7 staff), adding juvenile staff (5 staff), creating a team to handle Kerman/Coalinga filings (4), and adding staff to the motions team (3). In addition, a Third Strike Team would be created (8 staff) along with an Early Dispo Team (2 staff) and a Sex/Drug Offense Team (11 staff). These staffing additions would bring the total number to 132, and a ratio of 4.6 Public Defender Staff per Criminal/Traffic Judicial Position Equivalents ( $132 / 28.9 = 4.6$ ). This staffing level also gives a ratio of 1.75 District Attorney Staff: 1 Public Defender Staff, a ratio shown in other counties to be equitable.

The base staffing level of 132 will be used for projections of Public Defender Space Needs, and the ratio of 4 PD staff per criminal/traffic judicial officers will be used for projecting future PD staff and space needs.

<sup>13</sup> Although this needs assessment was conducted several years ago, workloads and staffing levels almost the same now (1998) as when the assessment was done. The Public Defender's Office held that this assessment still accurately defines the level of need.

## Probation

The Fresno County Probation Department has the widest responsibility of any Criminal Justice Agency. Probation staff manage the Juvenile Hall / Wakefield (172 staff) and Elkhorn Boot Camp (47 staff) Facilities. They also oversee field services for adults and juveniles. Probation has responsibility for implementing many of the pre- and post-adjudication alternatives in place in Fresno County. The two drug courts, for example, provide a pre-adjudication alternative for adults with drug-related offenses. Each drug court is staffed with five Probation Staff, who monitors drug testing, Drug Court Reviews, and referrals to treatment programs. Details of this and other alternative programs can be found in the section of this Chapter entitled "Description of Alternative Programs," and in the Appendix of this report.

The recent merging of Municipal and Superior Courts in Fresno County has heavily impacted the Probation Department. With more courtrooms to serve, the caseload burden for Probation Officers in court positions has increased. The responsibility that currently places the greatest demand on court-associated Probation Staff is the production of reports. Currently, the two Superior Court Investigations Units prepare all Felony Court Reports (RPO's)<sup>14</sup> required prior to sentencing. The wait for these RPO's is one of the areas noted for delays in the criminal justice process (see FLOW chart on page 1-41). Preparation of these reports places a tremendous burden on the current Probation staff and causes delays in sentencing.

Probation currently has 42 staff dedicated to court support of cases with adult defendants (including preparation of RPO's), and 25 staff for cases with juvenile defendants. With 48 JPE's handling adult cases, the ratio of court-related probation staff to adult JPE's is .88 Probation Staff to 1 JPE. The recommended ratio of court-related probation staff, based on studies of similar ratios in other county court systems, is approximately 4 Probation Staff to 1 JPE. If Probation were staffed at this level, the total Probation Staff supporting Adult court-related functions would be 168. The current ratio of Juvenile Court-Related Probation Staff to Juvenile JPE's (10 to 1) provides an appropriate level of staffing with 25 staff dedicated to Juvenile cases.

Technologically, the Probation Department appears to be two completely separate agencies. The Juvenile Division is in the process of developing a new information system that will be implemented within Juvenile Detention Facilities and Field Supervision. This system will permit tracking of youth through the system, and will automate many daily tasks related to juveniles. There is a possibility of future linkage with the new Courts System, which is in development. The Adult Division of Probation, on the other hand, is still working with paper-based files. The multi-locational arrangement of Adult Probation Staff creates file-sharing issues that are currently resolved by a high level of cooperation in carrying files from one office to the other during the course of the workday. Special trips are often made to provide information to a colleague on short notice. This data storage system could be further complicated by future reorganization of the courts, which might result in greater distances between the various Adult Probation Staff. An important step toward the increased efficiency of the Probation Office is the development of a system comparable to the Juvenile system to handle Adult cases, and to link to appropriate other Criminal Justice Agencies (Courts and Jail).

Probation staff will increase in the future as the related agencies increase to meet growing demand. The 219 staff currently operating detention facilities will grow as those facilities expand. Likewise, the 256 field officers will need to increase in response to any increase in probation's alternative programs, as well as any increase in field supervision. Court-related probation staff will need to grow as additional courts are added. Prior to these additions, however, it is recommended that the current number of court-related staff (67) be increased by 126 adult case-related officers, for a total of 193 court-related probation officers.

Projections of future Probation staff will be made for court-related positions based on the recommended ratios of 4:1 for Adult and 10:1 for Juvenile courts, and using the base number of 193 court-related staff.

<sup>14</sup> As of 1992-93, The Probation Department no longer prepares Misdemeanor Court Reports because of the tremendous increase in demand for Felony RPO's.

additions, however, it is recommended that the current number of court-related staff (67) be increased by 126 adult case-related officers, for a total of 193 court-related probation officers.

Projections of future Probation staff will be made for court-related positions based on the recommended ratios of 4:1 for Adult and 10:1 for Juvenile courts, and using the base number of 193 court-related staff.

### Juvenile Detention

The Department of Probation is responsible for managing several facilities including Juvenile Hall. In order to project future needs for the department historical statistics were collected for Juvenile Hall. Commitment data was also collected for the California Youth Authority (CYA) and for Wakefield. Table 1-12 provides a summary of historical statistics.

Table 1-12  
Summary of Juvenile Statistics

Year	1990	1991	1992	1993	1994	1995	1996	1997	% Change Total	1990-97 Per Year
County Population	667,490	686,000	706,100	722,600	735,200	746,500	761,900	774,200	16.0%	2.3%
Pop. 10 to 17 yoa	79,981	84,269	88,981	93,663	98,243	102,567	106,792	111,579	39.5%	5.6%
% of Total Pop.	12%	12%	13%	13%	13%	14%	14%	14%	20.3%	2.9%
Felony Arrests	3,110	3,756	3,691	3,754	4,154	3,854	3,178	3,120	0.3%	0.0%
Misd. Arrests	6,038	5,813	5,757	6,044	6,936	7,027	7,295	7,412	22.8%	3.3%
Referrals	11,170	12,207	12,904	13,401	14,375	12,741	N/A	11,776	5.4%	0.8%
% of Juvenile Pop.	14%	14%	15%	14%	15%	12%	N/A	11%	-24.4%	-3.5%
JH Admissions	4,965	4,871	4,900	5,307	5,935	6,297	5,741	5,257	5.9%	0.8%
% of Referrals										
Admitted	44%	40%	38%	40%	41%	49%	N/A	45%	0.4%	0.1%
JH ADP	167	154	195	149	154	174	210	223	33.5%	4.8%
Adjusted ADP	237	213	287	238	243	251	314	338	42.6%	6.1%
JH ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5	26.1%	3.7%
Admissions Rate	0.062	0.058	0.055	0.057	0.060	0.061	0.054	0.047	0.057	
Incarceration Rate (per 1000)	2.96	2.52	3.23	2.54	2.47	2.44	2.94	3.03	2.77	39.5%
CYA Commitments*	N/A	N/A	N/A	159	193	207	219	168	5.7%	1.4%
Wakefield Commitments *	N/A	N/A	N/A	357	209	213	204	201	-43.7%	-10.9%

\* Denotes Fiscal Year

Source: Fresno County Department of Probation; and Carter Goble Associates, Inc.

As Table 1-12 shows the County's juvenile population has been increasing steadily as a percentage of the County's total population. Between 1990 and 1997 the percentage of population age 10 to 17 (considered juveniles) increased from 12 to 14 percent of the County's total population.

Arrests for juveniles have increased over 15 percent between 1990 and 1997. However, as Table 1-12 shows the largest percentage of arrests have been for misdemeanor crimes (showing a 22.8% increase). Felony arrests have remained constant over the past eight years. Referrals by either a law enforcement or a non-law enforcement agency have increase about 5.4 percent between 1990 and 1997. These referrals have historically accounted for about 14 percent of the juvenile population. Only a percentage of all juveniles referred to probation are admitted into Juvenile Hall. As Table 1-12 shows about 42 percent of all referrals have historically been admitted to Juvenile Hall.

The Average Daily Population (ADP) for Juvenile Hall has increased almost 34 percent over the past eight years (or about 4.8 percent per year). However, according to Probation staff, the ADP for Juvenile Hall is unrealistic. The Department of Probation has arrived to a similar situation as the Sheriff's Department. The problem being that because of the lack of space at the Juvenile Hall facility some of the referrals are being turned away. This has caused a percentage of juveniles, which according to Probation staff should be admitted

to Juvenile Hall, to be referred to another agency, committed to CYA, released, etc. According to Probation staff the referrals needing to be admitted can be estimated at about 45 percent of youth releases from the following categories: Insufficient Evidence; Interest of Justice; Reprimand and Release; Refer to Another Agency; Unable to Locate; Refer to Probation Officer; and Court Review.

These additional referrals translated into additional ADP. Table 1-13 provides a summary as to how the Juvenile Hall ADP was adjusted to reflect these referrals.

Table 1-13  
Adjusted Juvenile Hall Average Daily Population

Year	1990	1991	1992	1993	1994	1995	1996	1997
Cites*	4610	4128	5141	7029	7581	6163	6301	6000
45%	2075	1858	2313	3163	3411	2773	2835	2700
ALOS	12.3	11.5	14.5	10.2	9.5	10.1	13.4	15.5
Increase in ADP	70	59	92	89	89	77	104	115
Adjusted ADP	237	213	287	238	243	251	314	338

\* Includes Youth releases from the following categories: Insufficient Evidence, Interest of Justice, Reprimand and Release, Refer to Other Agency, Unable to Locate, Refer to Probation Officer, and Court Review.

Source: Fresno County Probation Department; and Carter Goble Associates, Inc.

## TRACKING THE OFFENDER THROUGH THE SYSTEM

### Overview

This third section is intended to give a basic overview of the justice process in Fresno County. The purpose is to provide a context for understanding the findings and recommendations with respect to the justice process in Fresno County and the agencies responsible for carrying out the process.

Although the justice system is referred to as a singular system, the justice process actually requires the coordination of several systems and processes which in fact have a great deal of autonomy and somewhat independent responsibility. However, in order for justice to flow and operate effectively and efficiently it is critical that each member or subsystem sees himself or herself as a part of a comprehensive process within which cooperation and coordination are essential. Some of these agencies were described in the previous section of this chapter.

The following two subsections will briefly describe how a juvenile and an adult offender may move through the Fresno County Criminal Justice System. A flow chart diagram will accompany each of the process descriptions for the juvenile and adult offenders. Both charts reflect the criminal justice process, with boxes that represent processes in the justice system. The processes are written within each box, and the boxes are color coded by the organizations responsible for initiating them.

### Juvenile - Delinquency Process

The County of Fresno has a very active role in the community when it comes to juvenile offender prevention programs. Early detection of at-risk youth can arise from referrals by either law or non-law enforcement officials. These referrals places juveniles into programs such as the K-6 Program, Multi Disciplinary Assessment Team (MDAT), Graffiti Abatement Program (GAP), or Youth Accountability Board (GAB). A detailed description of all Prevention/Alternatives to Incarceration/Early Intervention Programs operated in Fresno County is included later in this Chapter – Description of Alternative Programs.

When a juvenile crime is committed it may be responded to immediately with an arrest or a petition for arrest may be requested before the juvenile court judge. Following arrest, the juvenile is either cited in the street or is taken to the Juvenile Hall for booking. At the time the juvenile is booked into the facility, an incident report is

filled out by law enforcement (unless a petition has already been signed by the juvenile judge), and the juvenile is detained until a detention hearing can be held. At the Intake Unit stage, the juvenile may be released if the charges are dropped. The juvenile could be placed on informal probation for up to six months, or may be referred to a Community Based Program.

A detention hearing occurs once a juvenile has been referred to the D.A. to issue a petition and the juvenile court process is initiated. The detention hearing is held to notify the juvenile of the charges of the arrest against him, set bond if appropriate, and establish the terms of release. A trial date is also set at the hearing. The juvenile court has jurisdiction over all juvenile cases. The District Attorney may request and the court may order that some defendants be transferred to the adult court. If this occurs, the process followed from this point is the same as the adult process.

For youth who remain within the juvenile system, the juvenile may be granted early release following the hearing. This early release can include Supervised Home Detention and/or Electronic Monitoring. Restorative Justice is another option where the juvenile is forced to pay restitution to the victims for his/her crime. Failure to comply with this sanction can result in the court sentencing the juvenile back to probation.

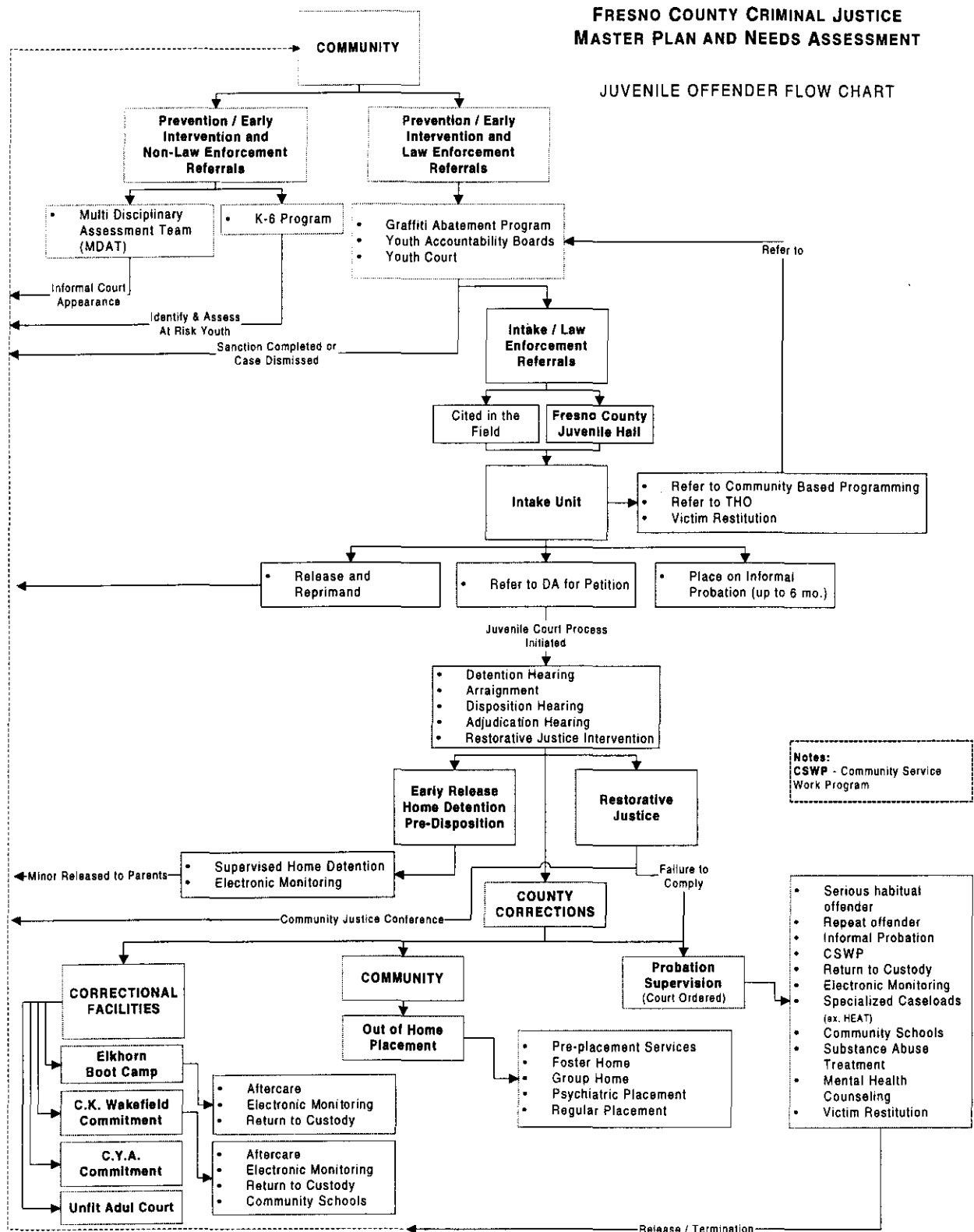
The juvenile is assigned a probation counselor at the detention hearing who is responsible for issuing all subpoenas for the trial and maintaining the Courts records on the case. As the case is processed through Juvenile Court the defendant may be found innocent or guilty. In the case the juvenile is found guilty of the charge, three primary dispositions are available to the judge: 1) County or State Correctional Facility Incarceration; 2) Out of Home Placement; and 3) Probation Supervision.

The first option includes the placement in a County facility, Elkhorn Boot Camp or the commitment to the C. K. Wakefield facility. It also includes the option of placing the juvenile in a California Youth Authority (C.Y.A.) Facility. The second option available to the judge includes assignment to Out of Home Pre-Placement Services, Foster Home, Group Home, or Psychiatric Placement. As a third option, juveniles may be sentenced to regular Fresno County Probation to be supervised by juvenile court probation. Several programs including Community Service Work Program (CSWP), Community Schools, Substance Abuse Treatment, and Mental Health Counseling are available as part of supervised probation. Upon termination of their mandated sentence, juveniles are released back into the community. A complete description of pre- and post-adjudication programs is included later in this Chapter under Subsection – Alternatives to Incarceration for Juveniles.

See Figure 1.1, next page.



Figure 1-1



## Adult

Figure 1-2 on the following page, provides a concise description of how an adult offender moves through the Fresno County Criminal Justice System beginning with a crime being committed and subsequently involving the police, prosecution, defense, the courts and ultimately the correctional system.

The criminal justice process begins when a crime is reported to or observed by a law enforcement agency in Fresno County. The justice system may respond to the report or observation in several ways. If law enforcement immediately observes that a crime has been committed, then immediate action may be taken. This could mean issuing a citation on the street or making an arrest. Depending on the policies of the District Attorney, law enforcement may decide to divert the case to another appropriate community resource outside the criminal justice process. In those cases when law enforcement is notified of the crime and is not able to take conclusive action, investigation of the reported crime may be conducted by one or more of the law enforcement and/or prosecutory agencies in Fresno County.

A warrant must be issued by a Judge prior to or immediately upon arrest. The arresting officer informs the judge of the possible offense, and the Judge in turn signs a warrant for arrest. Once a warrant for arrest is signed, an offender is "booked" into the jail system at the main jail. The warrant for arrest is processed and the basis for arrest and basic biographical information are recorded in the booking process. During an initial appearance, the District Attorney (DA) may decide that the matter may be best handled outside of the criminal justice system, then some form of pre-charge diversion may be recommended.

The County of Fresno uses several options such as Developmentally Disabled Diversion and Child Abuse Diversion Programs. Adult diversion programs are being used on a limited basis in Fresno County compared to the use of juvenile diversion programs. A decision by the DA's office may also divert qualified offenders, through a "Deferred Entry of Judgement" process, to treatment/counseling or to a Drug Court.

Most persons booked at the jail are not incarcerated for long periods of time. The majority of persons booked are released on one of several types of assurance bonds available in Fresno County. An offender can be released on his own recognizance. Release on own recognizance is release on good faith that the offender will appear in court at the appropriate time. These individuals are also considered "Cites". If a monetary sum is specified as a condition of release, then the offender has three options: 1) the full amount can be paid by the offender as a cash bond; 2) the offender can pay a percentage of the full bond amount as a fee to a bonding company who will in turn post the full bond; or 3) property can be offered to satisfy the bond requirement.

A time for initial appearance is given to offenders upon release from the jail. Arraignment is the formal process in which an offender 1) appears before a judge to hear the charge against him; 2) is informed of his rights to legal counsel; and, 3) receives a date for a preliminary hearing. The right to arraignment can be waived for offenders who prefer to simply set a hearing date. Offenders who cannot make bond will be arraigned in the jail. All offenders who bond out of jail are responsible to appear at arraignment. Failure to appear at arraignment results in forfeiture of the bond. If an offender fails to appear for arraignment then the court issues a warrant for the offender's arrest and the offender is rebooked, re-released, detained without bond or re-arraigned. Offenders who are unable to make bond, remain in the Fresno County Jail.

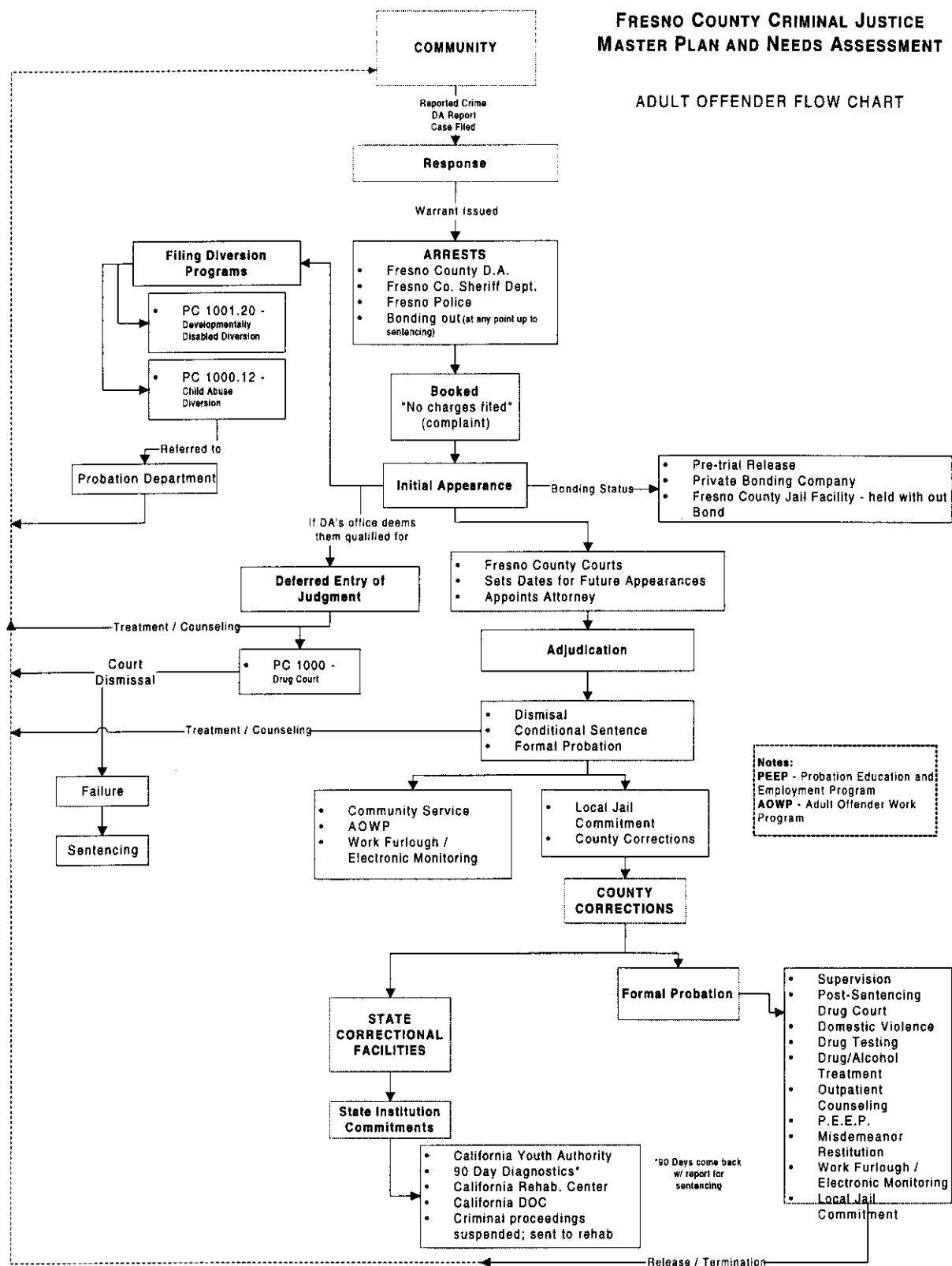
The adjudication process is the most complex of all justice system processes. Both misdemeanor and felony defendants have a right to a jury trial. They can waive that right and be tried by a judge in a court (bench) trial. In felony cases, a defendant also has the right to a preliminary hearing<sup>15</sup> before a judge to determine if probable cause exists to bind the defendant over for trial. A defendant can also waive that right. Under either scenario, the case will then be set for trial in a trial court.

<sup>15</sup> A defendant accused of a felony may also be indicted by a grand jury hearing evidence in secret. If an indictment is returned by the grand jury, the case is set for trial. When a grand jury is used, this process replaces the preliminary hearing process.

Figure 1-2

FRESNO COUNTY CRIMINAL JUSTICE  
MASTER PLAN AND NEEDS ASSESSMENT

## ADULT OFFENDER FLOW CHART



During the adjudication process, the defendant may either be acquitted or found guilty and sanctioned. The diagram gives four possible types of sanctions at the disposal of the Court. In the case of Infractions, the defendant may simply have to pay a fine. For more serious offenses the defendant will either receive probation, incarceration, some type of alternative sanction, or a combination of all three. About one third of the cases are disposed, and many misdemeanors who plea guilty are given probation.

Probation is one of the least restrictive types of supervision in the Criminal Justice System. Offenders on probation work and live independently and freely in the community. The offender is, however, obligated not to violate the terms of his probation which may include a curfew; mandatory drug screening or reviews; the payment of fines, court costs and restitution; or, any other condition that the Court sees fit to place on the offender. Incarceration is the most restrictive sanction. Incarcerated offenders are sentenced to serve time in local jail or State prison.

Offenders may also be sentenced with an alternative or intermediate sanction. An intermediate sanction would lie between probation and incarceration with regard to the level of supervision. Offenders under an alternative sanction may live in a supervised facility while working without supervision. They may live independently and report daily to a facility for testing, treatment and supervision. The Alternative Sentencing programs for Community Service, AOWP – Adult Offender Work Program, and Electronic Monitoring are the main alternative sanctions at the disposal of the Court in Fresno County. Work release is another alternative in which defendants or “trustees” are sentenced to sleep at the Sheriff’s Department Satellite jail/dormitory. These offenders leave each day to work at their regular jobs with no supervision.

The Fresno County Courts may also sanction offenders to formal probation. These options may include Post-Sentencing Drug Court; Domestic Violence which has once a week reviews; Probation Education and Employment Program (PEEP); Misdemeanor Restitution; or Electronic Monitoring.

Offenders sentenced to State Correctional Facilities will follow one the following options:

1. Committed to an institution directed by the California Youth Authority (CYA); proceeding through a ninety day diagnostic after which the offender is to report back to the court for sentencing, or
2. Sent to a California Rehabilitation Center if criminal proceedings are suspended (reporting back to the Fresno County Court), or
3. Enter the California Department of Corrections

To leave the Criminal Justice System the Offender must complete his sentence and comply with all the terms of the Court levied sanction. If an offender does not comply with the terms of his sentence then the Court may levy additional sanctions with increased supervision. The way the Fresno County Criminal Justice Agencies take part in the criminal process will be explored in greater detail in the section of this chapter entitled “Coordination”.

#### **DESCRIPTION OF ALTERNATIVE PROGRAMS**

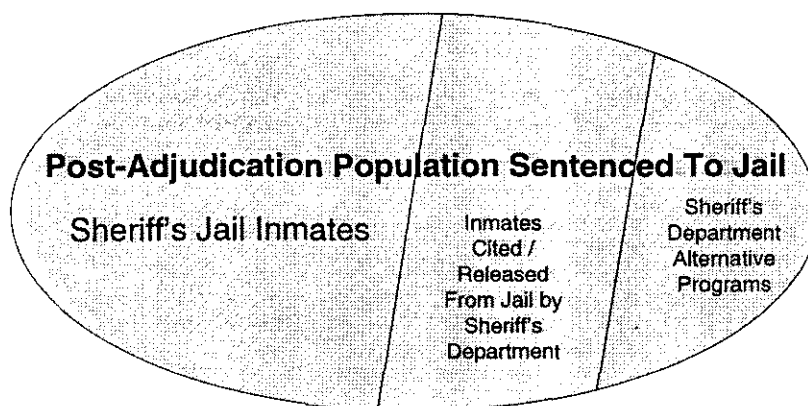
The previous sections of this chapter have described the constraints on the Fresno Criminal Justice System. This section will describe some standard, and some very creative ways that the County has accommodated a shortage of detention beds for both juveniles and adults. These alternative programs are used for pre-adjudication youth when there is no space in Juvenile Hall, for post-adjudication youth in cases when incarceration is not deemed necessary, and for adults (also both pre-trial and sentenced) who would otherwise be held in the jail.

Although all alternatives provide an option outside of incarceration, all alternative programs are not equal. One of the primary distinguishing features of the various programs is the organization under which they operate. In Fresno County, the majority of juvenile post-adjudication alternatives are operated by Probation. Most pre-adjudication alternatives are operated by Probation in conjunction with teams of staff from agencies that may include Mental Health, Social Services, the Public Schools, the Courts, and/or the Sheriff’s Department.

Alternative Programs for adults are more frequently operated by only one agency, which may be Mental Health, the Courts, the Sheriff's Department, Probation, or privately contracted providers.

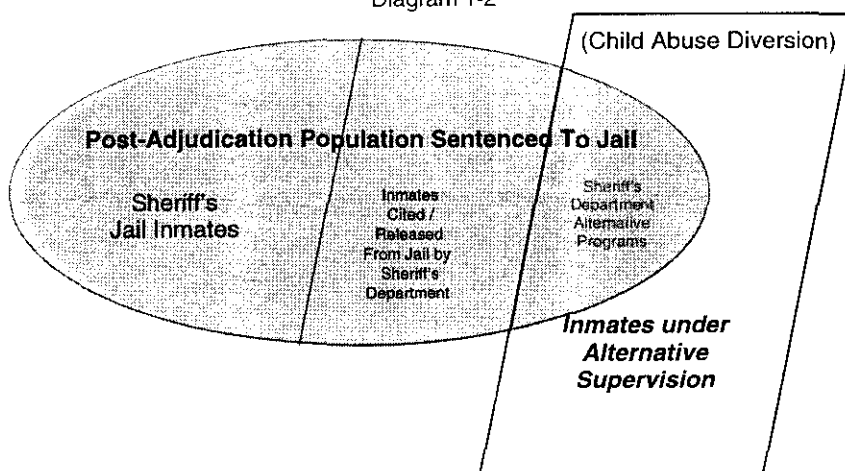
The result of diverse management is a diversification of types of alternatives and a distribution of the associated costs; however, there are conflicting impacts on the Criminal Justice System. With such a panorama of controlling agencies, it is not surprising that the criteria for admission in each alternative are different. If a program is operated by the Sheriff's Department, for example, those admitted to the program will be offenders who otherwise would be in jail. The Sheriff's Department will choose to place certain offenders in an appropriate alternative in order to free a bed for a worse offender (see Diagram 1-1 below).

Diagram 1-1



If the Court mandates a program, however, which is operated through Probation (such as the Child Abuse Diversion), the offenders would not likely ever have been sent to jail. This alternative is not truly an "alternative to incarceration," but rather a widening of the net to offer sanctions in a new way to a unique group of offenders (See Diagram 1-2 below).

Diagram 1-2



The same is true of juvenile alternative programs – some provide an alternative to incarceration, while others provide a sanction where none previously existed, widening the sanctions "net".

The following section describes key alternative programs for juveniles and adults. Each set of alternatives is categorized as pre- or post-adjudication, and each alternative states clearly who mandates participation and which organization(s) operate the program.

### Juvenile Alternative Programs

#### Pre-Adjudication

The prevailing philosophy in Fresno County is that incarceration of juveniles can be utilized as a shock sanction, and that detaining youth for even minor offenses can lead to decreases in juvenile, and later in adult, crime. As a result of this approach to juvenile justice, leaders of Fresno County's Justice System believe that too many juveniles are released on alternatives that should otherwise be held in Juvenile Hall. At the same time, there are too few beds to detain all youth who have been charged or convicted with an offense and who pose a danger to others.

The resulting conflict between the desire to sanction and the shortage of beds has led to a widespread use of juvenile alternative sanctions. These include non-custody programs for youth who are "at risk" of committing offenses, and more programs for those who have been charged with offenses. These alternative programs, which have been implemented with varying levels of success throughout the county, provide a less costly (in terms of community welfare) solution than simply releasing the youth back onto the street. The following is a description of current pre-adjudication juvenile programs.

The objectives of these programs are as follows:

- To provide public safety
- To reduce the likelihood of additional or any criminal offenses
- To control costs
- To keep youth from occupying beds when they are:
  - ♦ Unlikely to pose a risk or danger to others
  - ♦ Likely to appear in court for proceedings

#### **Multi-Disciplinary Assessment Team (MDAT)**

<i>Who Operates</i>	Representatives from: Probation, Fresno Police, Youth Services, Social Services, School District
<i>Target Population</i>	Elementary school age students who experience attendance or behavioral problems
<i>Statistics</i>	30-40 youth on a yearly basis Cost breakdown amounts – minimal cost per day
<i>Who Refers</i>	School Principals

The MDAT team consists of representatives from Probation, Fresno Police Department, Mental Health, Youth Services, Social Services and Unified School Districts. A child is referred to MDAT for assessment by a school principle after behavioral or attendance problems. After the child is assessed, the MDAT comes up with recommendations for treatment and "tracks" the student for progress and review.

**K-6 Program (Kindergarten-6<sup>th</sup> Grade)**

<i>Who Operates</i>	Representatives from: Probation, Mental Health, Social Services, school guidance counselors
<i>Target Population</i>	Elementary school age students who have behavioral, educational, or socio-economic problems
<i>Statistics</i>	7/1/97-6/30/98: Approximately 125 referrals for wrap-around services Cost per youth per day is \$103
<i>Who Refers</i>	Referral through 17 schools K-6 programs

The purpose of this program is prevention by means of identifying children at risk of being removed from school or who have displayed inappropriate behavior and/or actions on the campus. The goal of the K-6 program is to identify and address environmental barriers to scholastic success through proactive intervention developed by a collaboration of Probation, Child Protection Services, and Mental Health agencies. An assigned Deputy Probation Officer helps to develop parental education and involvement, culturally sensitive and appropriate interventions and monitors school progress. Eventually, each youth that is involved has an individual case plan developed by the collaboration of agencies, the school and the parents.

**Graffiti Abatement Program (GAP) (only in inner-city)**

<i>Who Operates</i>	Partnership between the city of Fresno and Probation
<i>Target Population</i>	First-time offenders between 12-17 years of age
<i>Statistics</i>	7/1/97-6/30/98: Minors placed on GAP: 761 Minors completed GAP: 514 Minors removed (incomplete): 229 Cost per youth per day is \$10
<i>Who Refers</i>	Juvenile Probation Intake Unit or by the police department

The GAP is a function in the Community Corrections Unit, funded by the Office of the Mayor and designed to hold juvenile graffiti offenders accountable by imposing immediate sanctions and ridding the City of graffiti and vandalism. The program is a partnership between the City of Fresno, supported by City Council, and the Probation Department.

**Youth Accountability Board (YAB)**

<i>Who Operates</i>	Run by Probation and volunteers
<i>Target Population</i>	First-time offenders between 14-17 years of age
<i>Statistics</i>	7/1/97-6/30/98: Minors accepted: 179 Minors rejected: 147 Minors who declined: 5 Minors not completing program: 29 Minors completing: 78 Cost per youth per day is \$30
<i>Who Refers</i>	Juvenile Probation Intake Unit or by Campus Police/Probation officers

The YAB is made up of dedicated community volunteers who form a hearing panel to dispose of first-time minor violations in school zones through a contractual agreement. The contract may include elements of community

service, restitution, or drug or alcohol classes. Upon successful completion of the contract, the record of the minor's criminal offense is eliminated.

#### Youth Court

<i>Who Operates</i>	Partnership between Juvenile Court, Probation and Roosevelt High School
<i>Target Population</i>	First-time offenders between 14-17 years of age enrolled at Roosevelt High
<i>Statistics</i>	9/97-5/98- Minors sentenced by youth court: 34 Minors re-offended: 3 Minors incomplete: 3 Minors completed: 28 (Currently not operational)
<i>Who Refers</i>	Campus Police or Probation

Youth Court is a voluntary diversion program for students attending Roosevelt High School. Students there form a hearing panel to dispose of first-time misdemeanor violations occurring at Roosevelt High School. If the minor completes the conditions of Youth Court, does not re-offend, and participates as a juror, the minors record pertaining to the matter are sealed. If the minor does not comply with the aforementioned conditions, the minor is referred to Probation for additional sanctions.

#### Pre-Disposition Electronic Monitoring (EM)/ Supervised Home Detention (SHD)

<i>Who Operates</i>	Juvenile Probation
<i>Target Population</i>	Felony law violators between 12-17 years old
<i>Statistics</i>	<p>Dates 7/1/97-6/30/98  Males placed on EM is 875  Females placed on EM is 105  Females released 107  Males released 854  Total Minors in Program as of 6/30/98 – 71 (65 male, 6 female)  Total Operating cost 97-98 - \$352,626  Average Length on program: 6 –7 Weeks  Staff Participant Ratio 1:15</p> <hr/> <p>Dates 7/1/97-6/30/98  Total place on SHD - 1,560  Males placed on SHD - 1,329  Females placed on SHD - 231  Total Removed: 1,401 (1,200 Male , 201 Female)  Minors on SHD 6/30/98 – 68 (57 Male, 11 Female)  Average Length on program is 30 days  Staff Participant Ratio 1.25:100</p>
<i>Who Refers</i>	Juvenile Court

The current 205-bed capacity of Juvenile Hall is not adequate to securely detain all minors arrested by law enforcement and Probation. Pre-Disposition EM and SHD are pre-adjudicated programs that are utilized in lieu of Juvenile Hall Custody. In these programs, violators are monitored 24-hours a day through electronic devices and must abide by a specific contractual agreement outlining the conditions of the violator's release.

Based on the research on "what works" throughout the country, the following programs for pre-adjudicated youth should receive serious consideration for expansion as low-cost alternative sanctions:



1. Multi-Disciplinary Assessment Team (MDAT)
2. Kindergarten-6<sup>th</sup> Grade Program (K-6)
3. Youth Accountability Board (YAB)
4. Electronic Monitoring (EM) (accompanied with counseling and treatment services)

The ramifications of expanding these programs will be discussed further in Chapter 4.

#### Post-Adjudication

Similar to its programs for pre-adjudicated youth, Fresno County currently provides or contracts with an array of non-custody programs for post-adjudicated youth. These include custody and non-custody alternatives. Youth arrive at the post-adjudication programs through the mandate of the Fresno Juvenile Court Judges, who have only a few sentencing options for juveniles. Current options include several residential facilities:

- C.W. Wakefield (Fresno County Probation)
- Elkhorn Boot Camp (Fresno County Probation)
- Group Homes and other non-secure/staff-secure private residential placements (Private Contract)
- California Youth Authority (CYA—State of California)

CYA has recently implemented a drastic reverse sliding scale for charging Counties. Under this billing model, inmates are classified on a scale of one to seven (one being the most violent). One hundred percent (\$2,583) of the monthly cost of maintaining a youth at CYA will be charged to the County for each youth of Class 7 held at CYA. The cost decreases as the security level increases—for youth at Category 6, for example, 75% of the total cost must be paid (\$1,938/month). Youth at Category 5 cost the county 50% (\$1,292) of the State's monthly cost, while youth in Categories 1-4 cost a flat fee of \$150 per month (\$1,800 per year). Under this costing policy, Fresno County anticipates that it will pay approximately \$3 million in fiscal year 1998/99 to house 28 Category 6, 47 Category 5, and 478 Category 1-4 youth at CYA.

Table 1-14  
Sentencing and Billings by CYA Fiscal Year 1996-98

Category Cost	Category 1-4 \$1800/Year		Category 5 \$15,504/Year		Category 6 \$26,628/Year		Category 7 \$35,496/Year		Total	
1996-97	\$ 512,625	499	\$ 54,516	12	\$ 81,396	12	\$ 54,243	6	\$ 702,780	529
1997-98	\$ 933,300	535	\$ 389,400	36	\$ 581,400	36	\$ 387,450	18	\$ 2,292,175	625
Projected 98-99	\$ 809,400	478	\$ 736,542	47	\$ 745,584	28	\$ -	0	\$ 2,292,079	553

Source: Fresno County Probation Department, July 1998

With rising costs of incarcerating youth at CYA, and limited capacity of residential programs in Fresno County, the capacity of other options has been forced to expand. Coupled with these limitations, private placements are becoming more scarce – especially for disturbed and mentally ill adolescents. The timing is critical for Fresno County to evaluate its post-adjudication alternatives for juveniles.

This section provides an inventory of current non-custody programs for post-adjudicated youths. The first section contains traditional custodial sentencing options, and the second section contains alternative programs.

Traditional Sentencing Options

These options include the County-operated custodial facilities used for sentenced juvenile offenders.

**Elkhorn Boot Camp**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Non-violent offenders with at least one prior conviction
<i>Statistics</i>	Total capacity of 125 by 1/1/99, may eventually approach 200 Total Appropriation for the 98/99 fiscal year: \$3,351,959 Received BOS approval of contract with Madera Co. for female boot camp beds
<i>Who Refers</i>	Juvenile Courts and Mental Health

The Elkhorn Boot Camp is a nine-month intense, military-like regimented program for property offenders with emphasis on accountability, personal development, education, counseling and community service. Three to six months of the program are in-residence while the remainder of their time is spent on the Aftercare program once the minor is returned home.

**C.K Wakefield Program**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Male offenders between the ages of 14-17 years old
<i>Statistics</i>	7/1/97-6/30/98: Total commitments: 177 Successful completions: 139 Unsuccessful departures: 26 Average daily population: 51 Total appropriation for the 98/99 fiscal year: \$9,344,547
<i>Who Refers</i>	Juvenile Courts

Wakefield is the County's long-term 55-bed commitment facility. The program length is a full year with a minimum of 120 of that term in-residence. The aftercare component usually includes Electronic Monitoring.

Alternative Sentencing Options

The programs included in this section are alternatives to traditional residential sentences for adjudicated youth.

**Female Commitment Program**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Females between the ages of 13-18 in need of special treatment
<i>Statistics</i>	7/1/97-6/30/98: Female program commitments: 34 Cost per youth per day is \$20
<i>Who Refers</i>	Representatives from Courts

In this program, up to 30 females receive education, counseling and training in various topics during a 63-day period. The program is held at Juvenile Hall with an average population of 5-10 girls.

**Pre-Adolescent Program**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Males between the ages of 8-14 in need of special treatment
<i>Statistics</i>	7/1/97-6/30/98: Pre-Adolescent commitments: 53 Cost per youth per day is \$20
<i>Who Refers</i>	Representatives from Courts

In the Pre-Adolescent Program, up to 30 males receive education and training in various topics during a 63-day period. The program is held at Juvenile Hall with an average population of 10-15 boys.

**Probation Supervision**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Felony and misdemeanor law violators between 12-17
<i>Statistics</i>	7/1/97-6/30/98: Formal Probation: 2,286 Placement Services: 386 Informal Probation: 321 Total Supervision: 2,987
<i>Who Refers</i>	Juvenile Court

Juvenile Supervision is provided for minors and wards to ensure accountability and compliance with Juvenile Court orders or Informal Probation Sanctions. The primary goal of supervision is the protection of the community through intervention directed modification.

**Post-Disposition Electronic Monitoring (EM)**

<i>Who Operates</i>	Juvenile Probation
<i>Target Population</i>	Felony law violators between 12-17 years old
<i>Statistics</i>	7/1/97-6/30/98: Males placed on EM: 559 Females placed on EM: 105 Male successful completions: 411 Female successful completions: 31 Male unsuccessful removals: 158 Female unsuccessful removals: 19 Total on Post-Disposition EM as of 6/30/98: 146 Self supporting program due to EM device fees
<i>Who Refers</i>	Juvenile Court

Post-Disposition Electronic Monitoring is a court-ordered house arrest program for wards of Juvenile Court as an alternative to incarceration at Juvenile Hall. Minors on this program are closely monitored by Probation Officers and are confined to their residence except for excused times by the Court or Probation Officer.

**Restorative Justice**

<i>Who Operates</i>	Restorative Justice Program (Probation)
<i>Target Population</i>	Felony law violators between 12-17 years old
<i>Statistics</i>	7/1/97-6/30/98: Cases referred: 44
<i>Who Refers</i>	District Attorney and Public Offender

This program requires the offenders to focus on the harm caused by crime and take responsibility for it and the effects of the crime on the victims. It also seeks redress for victims, recompense by offenders, and reintegration of both within the community.

**Out of Home Placements**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Law violators ages 12-17 years old
<i>Statistics</i>	As of 6/30/97: Pending placement:48 Pre-placement/furlough:57 Residing in foster homes: 24 Residing in group homes: 195 Pending court: 14 AWOL/Bench warrant issued:81 Total Placement cases: 419 Cost per youth per day is \$5
<i>Who Refers</i>	Juvenile Court

The Juvenile Placement Unit places minors removed from the custody of their parents by Juvenile Court order in group homes, foster homes, or other appropriate out-of-home placements based on individual needs. All wards are supervised by Probation Officers.

**Community Service Work Program (CSWP)**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Minors either on Probation or referred to Probation by law enforcement
<i>Statistics</i>	7/1/97-6/30/98: Minors placed on CSWP: 3,939 Minors completed CSWP: 1,459 Minors removed (incomplete): 2,333 Cost per youth per day is \$12
<i>Who Refers</i>	Representatives from Probation

The CSWP is a custody alternative for minors on Probation. Probation employees supervise minors at non-profit work sites. Tasks performed by minors' range from one-time clean up to ongoing site maintenance.

**Victim Offender Reconciliation Program (VORP)**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Juvenile Offenders
<i>Statistics</i>	7/1/97-6/30/98:472 cases were referred from Probation Of these, 321 were considered appropriate and 151 were deemed inappropriate. This program is run on a \$25,000 a year grant.
<i>Who Refers</i>	Representatives from Courts

In the VORP, victims and offenders meet each other (with a trained mediator) to work out issues of restitution and recovery of property. Offenders are also encouraged to apologize for their crimes in the process.

Based on research into the effectiveness of some of these alternatives, together with their success in Fresno County, programs that deserve consideration for expansion include:

- Electronic Monitoring
- Community Service Work Program (CSWP)
- Victim Offender Reconciliation Program (VORP)

More detail about these programs and their potential for alleviating some of the strain on the Juvenile System is contained in Chapter Four of this document.

**Summary of Juvenile Alternatives**

The wide array of alternative options currently available to Fresno County Juveniles may not always present the ideal alternative in every situation; however, given the limitations on both pre-adjudication bedspace and post-adjudication costs at CYA, the alternative programs have expanded the system enough to manage the current population. As Fresno County plans for the future, it will be necessary to evaluate each alternative program to determine its effectiveness. Such programs only save money if they truly provide an alternative—either to a residential placement, or to simply doing nothing at all.

Recommendations on the future of juvenile alternatives are presented in Chapter 4 in conjunction with the plan for expansion of Juvenile Detention.

**Adult Alternative Programs****Adult Pre-Adjudicated Programs**

The crowding situation in the jail and its impact on release standards has already been discussed in an earlier section of this chapter. Not surprisingly, many pre-adjudication alternatives are being implemented to help vacate jail beds. Some are not actual programs, but rather strategies for managing offenders in a way that does not require a jail bed. The following method, citing offenders from the jail or on the street, has already been discussed.

**Citation Releases**

<i>Who Operates</i>	Sheriff's Department and other local law enforcement (police) agencies
<i>Target Population</i>	This means of reducing bed needs was set up for people charged with misdemeanors who do not have warrants or holds. Due to continued crowding, some people with warrants are also cited & released.
<i>Statistics</i>	This program has been in effect since the 1980's. As a result, there are very few pre-trial misdemeanants in the jails. There is no available data on the number of people this impacts or the bed days saved.
<i>Who Refers</i>	The Sheriff's Department and all police departments in Fresno County.

People who are arrested for misdemeanors have their records checked by Sheriff personnel. If there are no warrants or holds for felonies, they are issued citations to appear in court, and are released until that time.

After offenders arrive at the jail, sheriff's department has a variety of methods for keeping the population within the mandated limits. This means restricting who is booked and who is housed. Several mechanisms have a tremendous impact on controlling the jail population in Fresno County. These include jail booking fees, and more traditional Own Recognizance Releases, Bail, and Bond.

#### **Jail Booking Fees**

<i>Who Operates</i>	Sheriff's Department
<i>Target Population</i>	The impacted population is people arrested by law enforcement officers in Fresno County other than the Sheriff's Department.
<i>Statistics</i>	The booking fee has significantly reduced the number of people apprehended by local police departments who are booked in the County jails.  During the fiscal year of '97-'98, there were 37,023 total bookings for the County of Fresno.
<i>Who Refers</i>	Local law enforcement agencies, other than the Sheriff's Department.

When Law Enforcement officers in cities in Fresno County arrest individuals, if they choose to bring in the individuals to the jail, the County assesses the cities a Booking Fee of \$135 per person. It seems that this fee serves as a deterrent to city police forces wanting to keep their costs down. Interviews with the Fresno City Police revealed that arresting/citing decisions are not made based on the booking fee, but that it is commonly known at what point in the offense spectrum offenders are likely to remain in jail. If police feel that an offender has a minimal chance of staying in jail (they suspect he/she will be cited out immediately), they prefer to cite that offender on the street, avoiding the booking fee and the additional time involved in transporting the offender to the jail. As a result,

- Some offenders are simply cited at the scene of the offense
- Those with serious offenses are still brought to jail
- A portion of those brought to the jail are immediately released (cited) from the jail
- The remainder are booked in and remain in the jail

During the '97-'98 fiscal year, there were a total of 37,023 Bookings in the County of Fresno with an average of 3,702 Bookings per month. This activity provided approximately \$5 million in revenue to the County.

#### **Own Recognizance Release (OR)**

<b>Who Operates</b>	Probation Department
<b>Target Population</b>	This program is geared for people booked in Jail who are considered likely to appear in court without the need for pre-trial incarceration.
<b>Statistics</b>	6/30/96-7/1/97-1437 total population  6/30/97-7/1/98- 1251 total population
<b>Who Refers</b>	Probation Department

An Own Recognizance Release staff interviews people who are booked in the jail, and other data is collected from booking information and from telephone calls. Those who have a history of responsibilities and local commitments and who have been charged with non-violent offenses may be released until their court appearance. In Fresno County, this program is geared for non-violent pre-trial alleged felons.

Bond/Bail

Bond and Bail are other traditional methods of releasing certain offenders pending trial. Bond consists of those who are arrested contracting with a bonding company, and paying the bonding company a fee. Then, if the arrestee does not appear in court, the bonding company pays the County the full amount of the bond. Cash bail, on the other hand, is simply a fee paid by the offender to attain release from the jail.

For specialized cases, there are additional diversion programs designed to relieve congestion not only within the jail, but also within the Courts. These include the Child Abuse Diversion, the Developmentally Disabled Diversion, and the Drug Court Deferred Entry of Judgment. Each of these diversions is designed to give offenders an opportunity to learn and demonstrate improved behavior prior to sentencing. If offenders respond well to the required counseling and/or treatment, charges are often dismissed. If offenders continue with the criminal behavior, the case proceeds as normal through the court process. Because all of these programs capture population that would otherwise be held in jail, they are true alternatives to incarceration, rather than widenings of the sanctions net.

**PC 1000.12 (Child Abuse Diversion)**

<i>Who Operates</i>	Representatives from: Probation, Mental Health
<i>Target Population</i>	Persons suspected of committing crimes of physical child abuse or neglect
<i>Statistics</i>	7/1/97-6/30/98- Number under supervision as of 7/1/97-6/30/98 for both PC 1000.12 & PC 1001.20- 23 Number added during the year-27 Total for both programs for the year-50
<i>Who Refers</i>	Courts and/or Mental Health

Persons suspected of committing physical child abuse or neglect receives counseling, psychological treatment and any other service deemed necessary. Upon successful completion of program, this matter is referred back to the Court for reinstatement and dismissal of the charge.

**PC 1001.20 (Developmentally Disabled Diversion)**

<i>Who Operates</i>	Representatives from: Mental Health
<i>Target Population</i>	Developmentally disabled persons charged with misdemeanors
<i>Statistics</i>	7/1/97-6/30/98- Number under supervision as of 7/1/97-6/30/98 for both PC 1000.12 & PC 1001.20- 23 Number added during the year-27 Total for both programs for the year-50
<i>Who Refers</i>	Referral through Courts and Regional Center for the Developmentally Disabled

Essentially a diversion-related treatment and habilitation program for developmentally disabled persons charged with misdemeanor offenses or offenses reduced to misdemeanors.

**Drug Court Deferred Entry of Judgement**

<i>Who Operates</i>	Representatives from: Probation, Courts
<i>Target Population</i>	Adults charged with drug related offense
<i>Statistics</i>	7/1/97-6/30/98: Number under supervision as of 7/1/97: 1,395 New cases received during the year: 1,110 Removed from supervision that year: 874 Total under supervision as of 6/30/98: 1,631
<i>Who Refers</i>	Court and/or Probation

Defendants who are deemed appropriate candidates of the Drug Court are placed on a minimum of 18 months supervision including drug testing, Drug Court reviews, referral to approved treatment programs, and residential treatment if needed.

As previously mentioned, only the most serious pre-sentenced misdemeanants stay in jail in Fresno County from arrest until trial. As a result of this, many do not take the law seriously, knowing that even if they are arrested, they will be back on the street within hours. At the same time, the three pre-trial diversion programs listed above are excellent ways to divert certain cases from the traditional Jail/Court system, thus permitting both the Jail and the Courts to focus on more pressing cases.

While many of the above pre-trial diversion programs will remain in effect in Fresno County into the future, any increase in jail capacity should be planned to reduce the number of pre-trial citations. Based on initial findings and national research, the following pre-trial alternatives are those that could be successfully initiated or expanded as the offender population increases:

- Booking Fees
- Bond, Bail
- ORR
- Child Abuse Diversion
- Deferred Entry Drug Court
- Treatment Counseling
- Adult Pre-Adjudicated Electronic Monitoring (New Program)

**Current Adult Post-Adjudicated Programs**

Judges in Fresno County have four traditional in-custody options currently in place for sentenced adults. Those options are:

- 90 Days Diagnostics (California Department of Corrections)- The Court may order an offender whom otherwise would be sentenced to State Prison to be temporarily placed in a diagnostic facility operated by the Department of Corrections for up to 90 days for evaluation. Over 90% of those evaluated by this program are sent on to a State Prison.
- California Rehabilitation Center (California Department of Corrections) – This is a State program is for offenders who are found to be addicted or in imminent danger of addiction to the use of narcotics. Offenders in this program cannot be convicted of specified crimes of violence or have specified prior convictions. In addition, the length of term of incarceration must be less than six years.
- State Prisons (California Department of Corrections) – This is the traditional in-custody sentencing option for convicted felons found unsuitable or ineligible for County placement or probation. The sentence length is Court-mandated, and is subject to slight changes if Parole and/or Good Time/ Work Time/ Miscellaneous Time is granted.
- Commitment to Fresno County Jail (Fresno County Sheriff's Department) – Under this option, sentenced offenders are required to serve a period of time in custody, and should be released only upon completion of sentence. This sentencing option is limited by the Federal Cap on the



Fresno County Jail, and by the fact that many inmates will be released under OCRD criteria prior to completing their sentence.

Jails are traditionally used as a sentencing option for lesser offenders. The California Average Mix of pre-trial and sentenced offenders in jails is 56% pre-trial / 44% sentenced. In Fresno County, jail crowding has led to the release or other sentencing of many lesser offenders, leaving only 28% of the jail population sentenced. The following is a description of the many post-adjudication alternatives that are currently being used to manage the sentenced population in Fresno County. The first of these (OCRD Releases) is the result of the Federal Cap placed on the jail in 1994, and is a direct population reduction strategy for those already sentenced to jail time.<sup>16</sup> The second (Home Detention Program) is an alternate method of releasing inmates from the jail, but maintaining constant supervision. The third (Good Time/ Work Time/ Miscellaneous Time) is a way to reduce the sentence of well-behaved offenders.

#### Overcrowding Releases (OCRD Releases)

<i>Who Operates</i>	Sheriff's Department
<i>Target Population</i>	Inmates in every housing unit when the Federally mandated maximum capacity of the jail is exceeded.
<i>Statistics</i>	This program operates continuously, 24 hours per day, 7 days per week. Action starts when any housing unit exceeds 90% of capacity. Similar policies have been in effect since the early 1980's; the current court order went into effect in February 1997.
<i>Who Refers</i>	Sheriff's Department's Population Management staff. The Judiciary does not need to approve of these releases.

The Sheriff employs a Population Management staff which works 24 hours/day, 7 days/week. Per the Federal Court Order, when any housing unit exceeds 90% of approved capacity, options are investigated. This policy and practice ensures that not only are the Jails as a whole not overcrowded, but no housing units are overcrowded. Criteria that has been tested is used to release the least risky inmates. People who have been charged with or convicted of violent offenses are never released.

#### Home Detention Program

<i>Who Operates</i>	Sheriff's Department has a contract with a private company to operate this program. Sentinal currently has this contract.
<i>Target Population</i>	This program serves Minimum Security Sentenced inmates who are released from custody due to overcrowding. They must first complete at least 40% of their sentences in Jail. Participants' charges must be local, and they cannot have warrants or holds. In addition to charges, criteria pertain to institutional behavior and criminal history. Participants must volunteer for the program.
<i>Statistics</i>	Policy was placed in effect in June 1996, and was most recently revised in March 1998. The numbers in this program are relatively limited due to Sheriff's Departments criteria. Participants forfeit unearned Good Time, so their total time served (in and out of custody) is increased. The contract allows up to 250 sentenced inmates to be on the Home Detention program at any given time. Currently, about 50 to 60 people are on the program. This program costs about \$6 or \$6.50 per participant per day.
<i>Who Refers</i>	Sheriff's Department. The courts and other justice departments are not involved in this program.

<sup>16</sup> Occasionally pre-trial inmates are released under OCRD; however, the vast majority of OCRD releases are sentenced offenders.

involved in this program.

Participants are released from Jail to their homes, where they are electronically monitored until the completion of their sentences. Provisions include that the participants must stay at home, with few exceptions. Participants in the Home Detention Program cannot go to work.

#### Good Time/ Work Time/ Miscellaneous Time

<i>Who Operates</i>	Sheriff's Department
<i>Target Population</i>	Sentenced inmates who serve time in Fresno County jails are eligible. Through good behavior, inmates earn reduced jail time ..
<i>Statistics</i>	Policy was placed in effective December 1994, and was most recently revised in June 1997. The Miscellaneous Time program accelerates the release of sentenced inmates up to 5 days.
<i>Who Refers</i>	Sheriff's Department

In this program, for each 6-day commitment period, inmates who have complied with rules and regulations can have 1 day deducted from their periods of confinement. For up to 3 days, the Sheriff may temporarily release from custody inmates to prepare them for their return to the community.

#### Alternative Adult Sentencing Options

Fresno County implements a wide variety of alternative programs to supplement the traditional in-custody sentencing options. The more traditional of these include Adult Supervision (Probation), Community Service, the Adult Offender Work Program (AOWP), and Electronic Monitoring. Each of these programs is designed so that the offender pays his/her "debt to society" through work or a period of supervision. These programs are described below.

#### Adult Supervision

<i>Who Operates</i>	Probation
<i>Target Population</i>	Adult Law Violators
<i>Statistics</i>	<p>Felony Caseload:</p> <p>Total under supervision as of 7/1/97: 7,680</p> <p>Placed on supervision from 7/1/97-6/30/98- 2,680</p> <p>Removed under supervision from 7/1/97-6/30/98- 2,463</p> <p>Total under supervision as of 6/30/98- 7,897</p> <p>Misdemeanor Caseload:</p> <p>Total under supervision as of 7/1/97: 3,388</p> <p>Placed on supervision from 7/1/97-6/30/98- 1,046</p> <p>Removed under supervision from 7/1/97-6/30/98- 1,389</p> <p>Total under supervision as of 6/30/98- 3,045</p>
<i>Who Refers</i>	Courts

Adult Supervision is provided for adults to ensure accountability and compliance with Court orders or Informal Probation Sanctions. The primary goal of supervision is the protection of the community through intervention directed modification. For adults, Supervision is broken down into Felony and Misdemeanant caseloads.

**Community Service**

<i>Who Operates</i>	Volunteer Bureau
<i>Target Population</i>	Adult misdemeanor offenders
<i>Statistics</i>	Misdemeanor offenders perform a wide range of community service activities on a fixed-term basis.
<i>Who Refers</i>	Courts

The Volunteer Bureau runs this program. Offenders engage in Community Service through Court order and Probation referral.

**Adult Offender Work Program (AOWP)**

<i>Who Operates</i>	Probation Department, Adult Division
<i>Target Population</i>	Defendants sentenced to 90 days or less in jail, subject to evaluation for program suitability
<i>Statistics</i>	Offenders referred: 4,956 Offenders accepted: 3,088 Work days performed: 36,306 Work hours performed: 290,448 Program Fees Collected: \$290,000 Average length of stay on this program is 14 days There are between 230-250 people on this program on any given day.
<i>Who Refers</i>	Courts

Defendants who are sentenced to 90 days or less are given work assignments with participating community and governmental agencies in lieu of jail confinement. Non-compliance results in referral to the County Jail, and offenders complete the remainder of sentence in custody.

**Work Furlough/ Electronic Monitoring**

<i>Who Operates</i>	Probation
<i>Target Population</i>	For all levels of Probation from conditional sentences to Felony Probation
<i>Statistics</i>	Number under supervision as of 7/1/97: 166 New cases received during the year: 212 Removed from supervision that year: 210 (108) for violations Total under supervision as of 6/30/98: 60 To be on this program, Probationers pay on a sliding scale between \$190-\$450 a month depending on their income. Average length on this program is 220-365 days.
<i>Who Refers</i>	Municipal and Superior Courts

An alternative to in-custody program, the Work Furlough Program is used in lieu of housing inmates in an institution. Armed officers monitor and supervise Probationers and are responsible for enforcing compliance with court-ordered Probation terms.

**Additional Adult Alternative Programs**

The remainder of the Alternative Programs for post-adjudication adults are designed for certain offenders only. Many of these programs are designed as both sanctions for prior behavior and deterrents of future behavior, by mandating that the offender receive treatment geared toward his/her specific problem(s). They include Post

Conviction Drug Court, Domestic Violence, Drug Testing, Drug/Alcohol Treatment, Outpatient Counseling, and Probation Education and Employment Program (PEEP). Each consists of supervision and treatment, and some require the offender to pay a portion of the cost of the program. These programs are described in detail below.

#### Post Conviction Drug Court

<i>Who Operates</i>	Probation, Courts
<i>Target Population</i>	Adults convicted of felony drug charges
<i>Statistics</i>	225 maximum cases for an average 3 year period. (includes screenings) This is a self-sufficient program due to the cost of paying for either \$7.00 biweekly drug tests or a \$42 two-week drug patch
<i>Who Refers</i>	Court

Post Conviction Drug Court is designed to provide supervision and treatment for 225 participants who are convicted of felony drug charges. Offenders are placed on a minimum of 18 months of supervision, drug testing, treatment and review. All offenders are subjected to the terms and conditions of Probation.

#### Domestic Violence

<i>Who Operates</i>	Probation
<i>Target Population</i>	Defendants found guilty of acts of domestic violence
<i>Statistics</i>	Total under supervision as of 7/1/97: 1,253 New cases received during the year: 741 Cases reinstated: 81 Removed from supervision during the year: 448 Under supervision as of 6/30/98: 2,880
<i>Who Refers</i>	Courts

Defendants placed under 3 - 5 years formal Probation are supervised and evaluated under this program. Probationers are expected to participate in approved Domestic Violence Batterers Programs, pay program fees, attend Domestic Violence Review hearings and pay any Court ordered fines or assessments.

#### Drug Testing

<i>Who Operates</i>	Probation
<i>Target Population</i>	Probationers who are court ordered to drug test
<i>Statistics</i>	All individuals on Probation are involved in one or more of these programs: Drug Testing, Drug/Alcohol Treatment, and Outpatient Counseling
<i>Who Refers</i>	Court

Probationers are placed on a drug-testing schedule. Probationers whose test results consistently indicate negative drug usage are removed from the schedule. Probationers who test positive for drugs are returned to Court for violation of Probation hearings which sometimes result in custody. The money that Probationers pay to take the drug tests, in turn pays for the test contract.

#### Drug/Alcohol Treatment

<i>Who Operates</i>	Probation, Substance Abuse Department
<i>Target Population</i>	Probationers who are court ordered to undergo drug/alcohol treatment
<i>Statistics</i>	All individuals on Probation are involved in one or more of programs: Drug

	Testing, Drug/Alcohol Treatment, and Outpatient Counseling
<i>Who Refers</i>	Courts

After assessment by the Substance Abuse Assessor, Probationers are referred to appropriate treatment programs, inpatient, outpatient, or both.

#### **Outpatient Counseling**

<i>Who Operates</i>	Probation, Counseling
<i>Target Population</i>	Probationers court ordered to attend and complete appropriate counseling programs
<i>Statistics</i>	Many Probationers are required to receive Outpatient Counseling
<i>Who Refers</i>	Court

Probationers attend counseling programs. Attendance is monitored, and upon successful completion the Probation department is notified. Failure results in violation of Probation conditions.

#### **Probation Education and Employment Program (PEEP)**

<i>Who Operates</i>	Probation
<i>Target Population</i>	Adult offenders needing assistance in seeking employment
<i>Statistics</i>	7/1/97-6/30/98: Enrollments- 88 Placements- 46
<i>Who Refers-</i>	Court

In this voluntary program, PEEP staff provides training and assist Probationers with job placement. Failure to complete program does not usually result in violation of Probation hearing.

#### **Summary of Adult Alternatives**

The alternative programs currently in place for both pre- and post-adjudicated adults in Fresno County provide a wide variety of sanctions, as well as some treatment options for certain offenders. It is largely due to these programs that the jail has continued to remain within the Federally mandated population limits over the past five years. As the County plans for the future of the Criminal Justice System, these alternative programs give options for ways the various agencies within the System can collaborate to ensure that justice is served, and that offenders receive the treatment they need. Some of the programs that will be considered for expansion in Chapter 3 include the following:

- Adult Offender Work Program
- Work Furlough/Electronic Monitoring
- Intensive Probation coupled with Counseling
- Probation Education and Employment Program (PEEP)
- Home Detention Program coupled with Counseling
- Domestic Violence

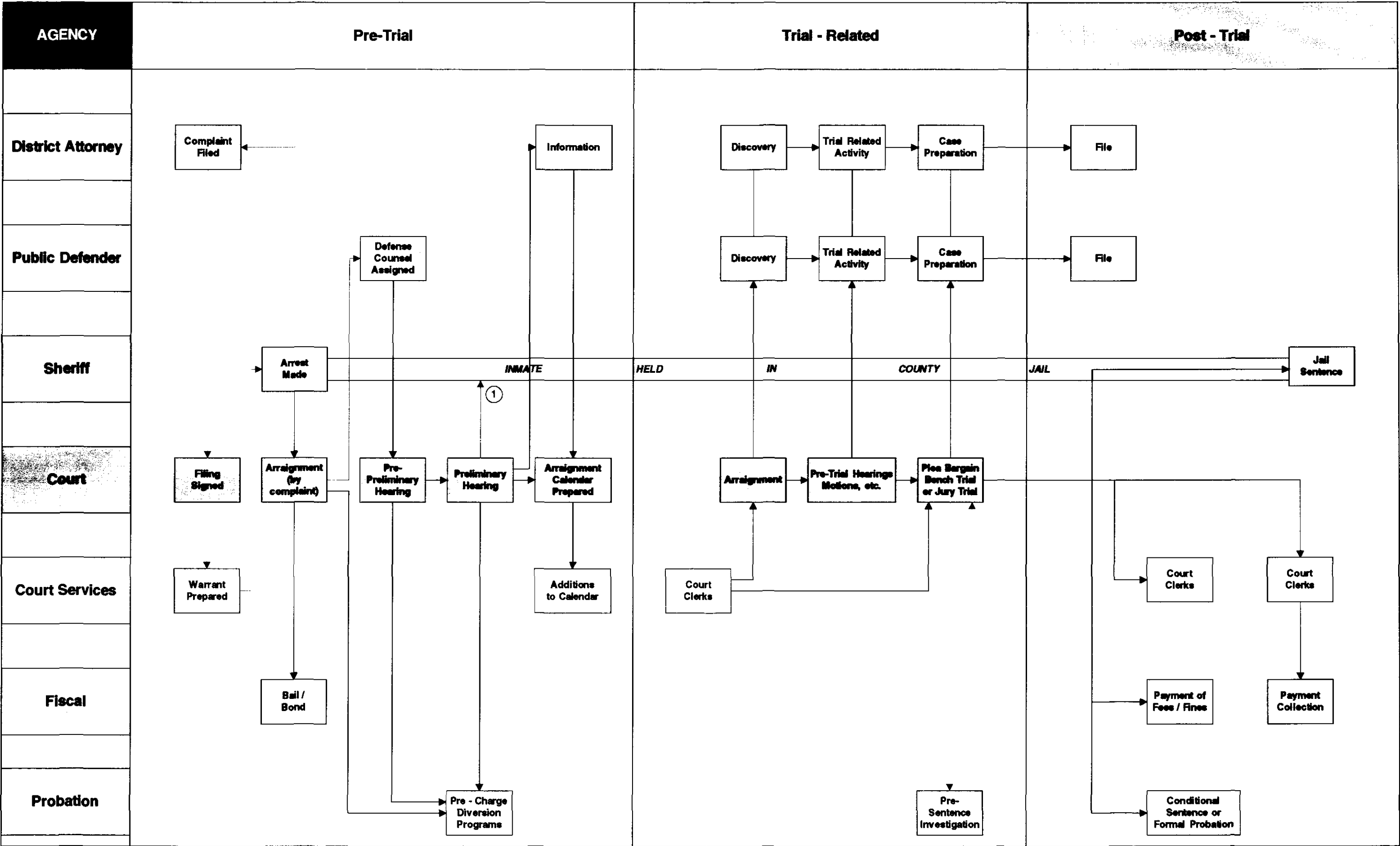
More detail about these programs and recommendations for their roles in the future of the Criminal Justice System can be found in Chapter Three of this document.

**COORDINATION**

As already explained, the constraints on the Fresno Criminal Justice System have caused most agencies to collaborate in order to handle an increasing caseload with limited resources. The Fresno system has streamlined itself to a great degree, both inside agencies and between them. This section of the report will expand on the discussion of case processing through the criminal courts system, and the flow of materials between Criminal Justice Agencies.

The Criminal Case process is the most complex of the various case types, and it requires the cooperation of the largest number of Criminal Justice Agencies. Because so much interagency interaction is required to process each case, there is great potential for significant delays. A close look at the steps a criminal case passes through, and of the transfer of information between agencies, revealed a process that is illustrated in Figure 1-3 on the following page. While this figure resembles Figure 1-2 "Adult Offender Flow Chart", the goal of Figure 1-3 is to show the interagency relationships and transfer of information during the criminal justice process.

Criminal Case Process and Interagency Coordination



① If offender is detained in County Jail, daily updates are made to the Jail computer system regarding the bail/bond amount and status of the offender

➡ Red arrows indicate points in the Criminal processing where delays take place

### Pre-Trial Activity

The Criminal Case Process can begin at either of two points. In some cases, police initiate the process by arresting an offender. A complaint must be filed by the District Attorney within 48 hours and signed by the Court. In other cases the process begins with a complaint filed by the District Attorney, which leads to a warrant being issued by the Court. Police then arrest the offender. Either way, there is a complainant (either police or victim) and a defendant.

The red arrows in the “**Pre-Trial**” section of the chart show one area where delays have been noticed. At times, an offender will be held in the jail for 48 hours and no official complaint is filed by the District Attorney’s office. Approximately 10% (4,000) of the total inmates released from the jail in 1997 were let go due to no charges being filed. For 1300 cases this was because the District Attorney failed to file within the legal time limit. Under normal circumstances, this may be due to the DA discovering that there was no justification for the complaint. In the current Fresno County Jail, however, only the “worst” offenders are detained at the jail, making it highly unlikely that no justification could be found. Ultimately, it was undetermined whether the delay in filing the complaint was due to late notification by the Sheriff’s Department that an offender had been arrested, or because the DA was informed but was unable to meet the time restriction in filing the complaint.

Releasing these inmates because no charges have been filed lets known offenders posing a high risk of “failure to appear” back onto the street, where they are free to re-offend (thus burdening the system repeatedly). It is clear that steps should be taken to reduce the release of inmates in the future. Several recommendations could improve this portion of the process:

- *The County of Fresno should ensure that the District Attorney’s office is appropriately staffed (according to standards recommended in the previous section) to permit all complaints to be filed punctually.*
- *The new District Attorney’s STAR system should be integrated with the courts system to permit true electronic filings (not fax filings), which can be done more quickly from a variety of county locations. This will expedite the District Attorney’s process.*
- *The jail and District Attorney should collaborate to develop a way to notify the DA immediately of an arrest, if delay in notification is indeed the core problem.*

In Fresno County there are three pre-trial hearings. The first is called the “arraignment.”<sup>17</sup> This is not a true hearing, but remains an important part of the process. This is the point at which bail or bond is set. The Public Defender becomes involved when defense counsel is assigned after the “arraignment.” This counsel will attend the second and third hearings with the offender.

The second hearing is called the “pre-preliminary hearing.” Finally, the “preliminary hearing” is held. At this point, the Prosecutor establishes whether or not there is cause to believe a crime has been committed and that the offender may have committed it. Offenders can be diverted into a pre-trial alternative program at any of these pre-trial hearings according to the judge’s discretion.

After the three hearings are held, the District Attorney files what is called “Information” in Fresno County (Indictment by Information). This is the formal accusation process, and the step at which a file on the case is created at the Courts. After Information has been filed by the District Attorney, the Courts prepare the Arraignment calendar and notify the jail, if necessary.

In 1996, Fresno County initiated Early Disposition Courts, which are designed to resolve as many cases as possible before the preliminary hearing. In these cases, the District Attorney, Public Defender, and witnesses (if necessary) appear before a judge, who hears the case. This means that the District Attorney and Public Defender must both investigate and negotiate as quickly as possible and the defendant must waive his/her right to a jury trial. In 1996 Early Disposition Courts resolved over 2,500 cases<sup>18</sup> before the preliminary hearing. In 1997 this number rose to 4,000<sup>19</sup> and 2,000 of those were resolved prior to filing of Information. These 2,000

<sup>17</sup> In some places this hearing is called the “Initial Appearance.”

<sup>18</sup> Fresno County Courts Annual Report 1997, page 8

<sup>19</sup> Fresno County Courts Annual Report 1997, page 8



cases reduced the overall paperwork in the Courts, because without Information being filed, no official file was created in the Courts.

All agencies involved in these portions of the Criminal process agree that aside from occasional snags, the system and coordination are smooth throughout the pre-trial process.

### **Trial-Related Activity**

The first step in the trial process is the arraignment. At the arraignment the offender will hear the formal accusation against him / her, and will have the opportunity to enter a plea. Counsel will almost always advise a defendant to enter a plea of not guilty at this point. Later, when the Defense Counsel has become familiar with the facts and details of the case, the plea may change. An offender's plea can also change in response to negotiation with the Prosecutor.

Arraignment is a potentially burdensome part of the criminal justice process because it requires the transportation of an inmate to the court to appear before a judge for only a few minutes. The cost and security risk involved in removing an inmate from secure custody and transporting him or her is the same, regardless of the amount of time the offender spends in front of the judge. Many Counties around the country are experimenting with videoconferencing technology between the Court and the Jail as a way to eliminate the transfer of inmates for arraignment. Handling arraignment by video requires a designated room at the jail with a video link to a courtroom. The Bailiff sits at the jail, along with several jail staff. Inmates move one at a time into a chair where they are visible on camera. The judge in the courtroom proceeds as if the inmate were present, communicating by microphone. For videoconferencing to be successful, judges and jail staff must agree to work together to handle system breakdowns, delays when incorrect files have been pulled, and other unpredictable problems. There is also a learning process involved, as with any new technology.

Videoconferencing is not currently being used in Fresno County, but steps have been taken by the Sheriff's Department to link the Main Jail and the Satellite Jail using videoconferencing equipment. This will open the door to easy linkage with the Courts, should video arraignments become a priority.

With the jail next door to the Central Court, inmate transportation is a simple process for criminal cases heard in Central. When cases are heard in outlying courts, however, inmate transportation becomes a time-consuming and costly responsibility of the Sheriff's Department, which provides the Bailiffs (Bailiffs are responsible for transporting inmates to the appropriate courts on the appropriate days). There are two courts inside the North Annex of the jail that were originally designed as arraignment courts to reduce inmate transportation to outlying areas. These are currently used as Early Disposition Courts, which ultimately reduce the number of inmates who reach the arraignment stage by resolving approximately 70%<sup>20</sup> of the criminal cases in the pre-trial stage. Three courtrooms at the main courthouse was being used for arraignments at the time of this study.

During 1997, significant efforts were made between the Courts and the Public Defender's Office to schedule use of courtrooms for Criminal/Traffic Misdemeanor Arraignments in the most efficient manner possible. The resulting schedule uses the courtroom in the mornings for up to 100 arraignments, and then offenders and counsel leave the courtroom to conduct attorney/client interviews elsewhere in the afternoon. The courtroom is then available for hearing other cases.

In order to reduce the resources expended in transportation of inmates for arraignment and other trial-related motions and hearings, efforts should be made to do the following:

- *Staff Early Disposition Courts fully with District Attorney and Public Defender Staff to meet anticipated increases in Criminal Filings. Continue to review and dispose of as many cases as possible in the pre-trial stage.*
- *Enlist assistance from County CSD or independent vendor to estimate the resources necessary for implementing arraignments by videoconferencing. With equipment being*

<sup>20</sup> Fresno County Courts Annual Report 1997, page 9

*installed at the jail, only the Courts will need to purchase equipment. Systems must be compatible.*

- *Examine all Felony Arraignment schedules for ways that courtroom efficiency can be further improved as with Misdemeanor Arraignments.*

Jury trials are known to be a lengthy (and costly) process. Early Disposition Courts have reduced the number of cases that go before a jury, and therefore is far less costly to the criminal justice system. The table below shows the total jury trials held each year for the past 12 years.

Table 1-15  
Total Jury Trials 1986-1997

Year	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Jury Trials	305	309	292	286	291	342	296	317	290	320	355	328

Source: Fresno County Courts Annual Report 1997

Despite the increase in criminal filings, the number of jury trials has increased only slightly, after a dip during the period from 1988 to 1992. At the same time, the increase in three-strikes cases (these cases require 70-75 prospective jurors, instead of 45-50 for other criminal cases) caused a greater number of jurors to be called. It is recommended that

- *Jury Facilities continue to expand as the need for jury trials increases*

Prior to the trial itself, the Discovery process takes place. Both the District Attorney and the Public Defender report that this is a smooth process requiring little court supervision. After all relevant pre-trial hearings and motions have occurred, the trial itself occurs.

Before the offender can be sentenced, the Probation Department must complete a Felony Court Report (RPO) for all Felony cases. The preparation of this report causes delays in sentencing, as noted by the red lines on the flow chart. Responsibility for preparation of all RPO's currently lies with two Superior Court Investigations Units<sup>21</sup>. Over the past five years, these 30 to 35 people have prepared between 4,000 and 5,000 reports per year, and have responded to special report requests as well. Table 1-16 below shows the number of reports prepared over the last five fiscal years.

Table 1-16  
Reports Prepared by Probation, 1992-93 to 1996-97

	1992-93	1993-94	1994-95	1995-96	1996-97
Investigations & Reports	4559	4366	4175	4680	5027
Supplemental & Special Reports	2325	2141	1594	1095	1083
<b>Total</b>	<b>6884</b>	<b>6507</b>	<b>5769</b>	<b>5775</b>	<b>6110</b>

Source: Fresno County Probation Department Annual Report 1996-97

The Probation Department estimated that an additional three staff would be needed each year as the demand for RPO's increased.

The System Assessment section of this Chapter has already established that Probation, like other Criminal Justice Agencies, is struggling to fulfill its responsibilities with a low staffing level. It has already been recommended that the staffing level in Probation be increased from the current (1998) 67 court-related positions to 193 court-related positions. Some of these positions will be for Superior Court Sentencing Unit Staff. To avoid delays in sentencing, it is recommended that:

<sup>21</sup> In 1991-92 Probation discontinued the preparation of Misdemeanor Sentencing Reports. Staff previously involved in preparation of Misdemeanor Reports was reassigned to create a second Superior Court Sentencing Unit. In 1996-97, routine staffing of sentencing hearings by Probation Staff was discontinued, and that staff was also added to the second Superior Courts Investigations Unit.

The System Assessment section of this Chapter has already established that Probation, like other Criminal Justice Agencies, is struggling to fulfill its responsibilities with a low staffing level. It has already been recommended that the staffing level in Probation be increased from the current (1998) 67 court-related positions to 193 court-related positions. Some of these positions will be for Superior Court Sentencing Unit Staff. To avoid delays in sentencing, it is recommended that:

- *Superior Court Sentencing Units be fully staffed at the necessary level to respond promptly to the needs of the Courts.*
- *A Third Superior Court Sentencing Unit should be added when necessary to meet future increased demand for RPO's.*

### **Post-Trial Activity**

This stage in the criminal case process marks a record-keeping and wrap-up phase for most of the agencies involved. The Public Defender and District Attorney do little more than maintain relevant materials on file. If the offender is sentenced to serve time in the County Jail, the Sheriff's Department receives and holds the inmate. Otherwise, the offender is supervised through one of the many sentencing alternatives. If he/she is required to pay a fine, the collection of money is handled through the Courts Fiscal Department.

With the trial over, there is little cause for interaction between the various Criminal Justice agencies. There are no noted delays in the transfer of information at this point.

### **Technology**

The Fresno County Criminal Justice Agencies are currently undergoing considerable technology upgrades. The following agencies are purchasing or upgrading current systems to Windows-based, relational data systems with capabilities of later integrating with other Criminal Justice Agency systems.

- District Attorney (STAR)
- Probation (custom-designed system created by County CSD)
- Courts (customized package system from SCT Corp.)

In addition to these systems, the Public Defender is in the process of automating their office activities and database for the first time, and the Sheriff's Department is upgrading the jail inmate system to a newer version.

The gaps in existing technology (software) have caused duplicate work to occur throughout the Criminal Justice System. Each day, for example, considerable changes in inmate status' are processed through court actions. At the end of the day, hard copies are hand delivered to the jail. A team of approximately 15 staff at the jail type through the night, updating the bail and bond amounts and other relevant inmate data. This redundancy in data entry is not unique to the Courts and the Jail—the District Attorney's new STAR software is fully capable of being integrated electronically into the Courts' system, but since the existing Courts' system is not compatible, all filings must be re-entered into the Courts' system after being created in the District Attorney's system. Any action taken by the Court must be entered separately into the files of the Public Defender, the Jail, the District Attorney, and at times, Probation.

Because so many software changes are happening simultaneously, there is a tremendous opportunity for technological collaboration between agencies. At the same time, there is the risk of software decisions being made now that will prevent future integration of systems. In the interest of maximizing efficiency gained from software development, it is recommended that the County:

- *Establish a standing technological committee with representatives from each Criminal Justice Agency, headed by County CSD. Ensure that all technological decisions are beneficial not only for the agency involved, but for the future technological integration of all County Criminal Justice Systems. Because the courts are the last to negotiate the contract for vendor services,*

*and because they will be the intermediate link between other CJ agencies, the courts have the greatest burden to ensure system compatibility.*

On a more specific level, the following was observed:

- The development of a new courts case management system provides an opportunity for information on inmates' situations to be transmitted directly into the jail system electronically, by batch, at the end of the day, or even instantly. Such technological collaboration would save the expense of 15 salaries under the jail budget, while costing the courts little.*
- The District Attorney's new STAR system could be linked to the Courts' system to reduce the entry of demographics on new complaints. This data also has the potential for reducing the future entries made by the Public Defender's Office, as that office becomes more technologically active.*

Technological compatibility is the key to future efficiencies of data entry and storage in many industries, and Criminal Justice is no exception. As Fresno County Criminal Justice Agencies undertake the significant cost of system development, it would greatly benefit the System as a whole for coordination and collaboration to be a priority in all decisions made.

**COUNTY POPULATION GROWTH**

The purpose of this section was to analyze Fresno County's historical criminal justice trends, and assess the County's future needs. Information on the County's population, crime and arrests, average daily population for the jail, court filings, judicial officers, and other staff will be presented. The following subsections will present a summary of findings including component growth trends and implications of growth scenarios.

**Historical Growth**

The County of Fresno is located in central California, and covers about 5,962 square miles. In 1990 the County's population as reported by the U.S. Bureau of the Census was 667,490. The County has experienced growth in population increasing a total of about 16% between 1990 and 1997. The County's 1997 estimate of the population was 774,200. The County of Fresno provided population estimates from 1990 through 1997 for selected incorporated cities and unincorporated areas. Table 1-17 shows the County's total population and a breakdown by city.

Table 1-17  
Historical Population for Fresno County by City

	1990	1991	1992	1993	1994	1995	1996	1997
<b>COUNTY POPULATION</b>	666,950	685,965	706,020	722,510	735,165	746,570	761,745	774,175
CLOVIS	50,323	52,400	54,700	57,000	59,800	63,200	65,000	66,300
COALINGA	8,212	8,300	8,825	9,175	9,325	9,625	9,925	10,200
FIREBAUGH	4,429	4,760	4,910	5,025	5,225	5,600	5,825	5,975
FOWLER	3,394	3,520	3,630	3,660	3,730	3,710	3,750	3,780
FRESNO	354,091	367,200	378,200	385,900	391,500	395,500	400,900	405,900
HURON	4,766	4,810	4,920	5,350	5,525	5,450	5,525	5,575
KERMAN	5,448	5,600	6,000	6,225	6,350	6,500	6,725	7,150
KINGSBURG	7,245	7,450	7,600	7,775	8,125	8,300	8,475	8,725
MENDOTA	6,281	7,025	7,225	7,275	7,500	7,400	7,425	7,425
ORANGE COVE	5,604	5,650	5,750	5,700	6,000	6,275	6,700	7,725
PARLIER	7,938	8,050	8,300	8,425	8,875	9,050	9,475	10,350
REEDLEY	15,791	16,300	17,200	18,050	18,400	18,700	19,100	19,500
SANGER	16,839	17,400	17,750	17,950	18,050	18,150	18,300	18,550
SAN JOAQUIN	2,311	2,350	2,610	2,650	2,710	2,810	2,920	2,970
SELMA	14,757	15,150	15,600	16,450	16,850	16,900	17,300	17,650
<b>TOTAL INCORPORATED</b>	<b>507,429</b>	<b>525,965</b>	<b>543,220</b>	<b>556,610</b>	<b>567,965</b>	<b>577,170</b>	<b>587,345</b>	<b>597,775</b>
<b>% INCORPORATED</b>	<b>76%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>	<b>77%</b>
<b>TOTAL UNINCORPORATED</b>	<b>159,521</b>	<b>160,000</b>	<b>162,800</b>	<b>165,900</b>	<b>167,200</b>	<b>169,400</b>	<b>174,400</b>	<b>176,400</b>
<b>% UNINCORPORATED</b>	<b>24%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>	<b>23%</b>

Source: County of Fresno

Table 1-17 shows the total County population by geographic place. Historical analysis used to project future jail population used population estimates for the entire County. However, to analyze future projected caseloads for the Fresno County court system, the County's population had to be aggregated by court service area. For example, the court located in Coalinga serves population from the cities of Coalinga and Huron. Table 1-18 provides a summary of the Fresno County courts and the cities served by those courts.

Table 1-18  
Fresno County Courts

Court District	Geographic City	Court District	Geographic City
Coalinga	Coalinga and Huron	Kingsburg	Kingsburg
Fresno	Fresno and Clovis	Reedley	Reedley
Firebaugh	Firebaugh and Mendota	Sanger	Sanger
Fowler	Fowler and Parlier	Selma	Selma
Kerman	Kerman and San Joaquin		

### Factors Impacting Growth

While it is important to analyze historical information, statistical analysis is only a tool used to predict what the future **could** look like based on past experiences, trends, and patterns. As was seen earlier in this Chapter, population projections can vary from one year to another as revisions are made according to changes in the economy, politics, and other circumstances. The 1998 Series of Fresno County population projections changed significantly with respect to the 1997 Series.

Fresno has historically been one of the largest agricultural Counties in the nation. However, urban growth in the County is pressing on what historically have been agricultural lands and natural resources. It is up to the County to find strategies and design a policy for the management of the County's economic growth. As part of the General Plan, the County analyzed five different scenarios to see how different economic features would impact the County's population and economic growth. Examples of these scenarios include Continuing Current Trends, Shifts in Agricultural Production, Value Added Agricultural, Non-agricultural Basic Employment, and Population-Driven Growth.

Each scenario resulted in the projection of the County's population as well as employment population. The scenario with population driven growth was the one that best suited the County and the population projections were very close to the projections generated by the State of California, Department of Finance. The main factors impacting the growth in general population and in turn economic growth in the County were the potential for growth in the agricultural and manufacturing industries.

### Growth by Judicial District

The next step following the aggregation of incorporated cities into court districts was the distribution of the County's unincorporated population into each geographic court service area. Staff from the Fresno County Courts and the Fresno County Public Works and Development Services Department contributed to the proper and adequate distribution of the County's unincorporated population. Total unincorporated population has historically represented about twenty two percent of the County's total population. Unincorporated population includes rural areas of the County and areas such as Biola, Lanare, and Tranquility. A percentage breakdown was obtained and applied to each of the unincorporated areas. For example, the unincorporated population defined as rural was distributed according to Table 1-19.

Table 1-19  
Distribution of Unincorporated Rural Population

UNINCORPORATED POPULATION	ALLOCATION	LOCATION AND PLACE	
<u>RURAL</u> 100%	50.0% →	Central – allocated to one location	Fresno
	12.5% →	West – evenly within three locations	Coalinga, Firebaugh, Kerman
	37.5% →	East – distributed evenly between seven locations, except one half of the allocation to Parlier was re-allocated to Clovis	Clovis, Fowler, Kingsburgh, Parlier, Reedley, Sanger, and Selma

The remaining unincorporated population (including suburbs) was allocated in a similar way. Table 1-20 shows the historical total population of Fresno County allocated to the eleven court districts.

Table 1-20  
Historical Population for the Fresno County Courts

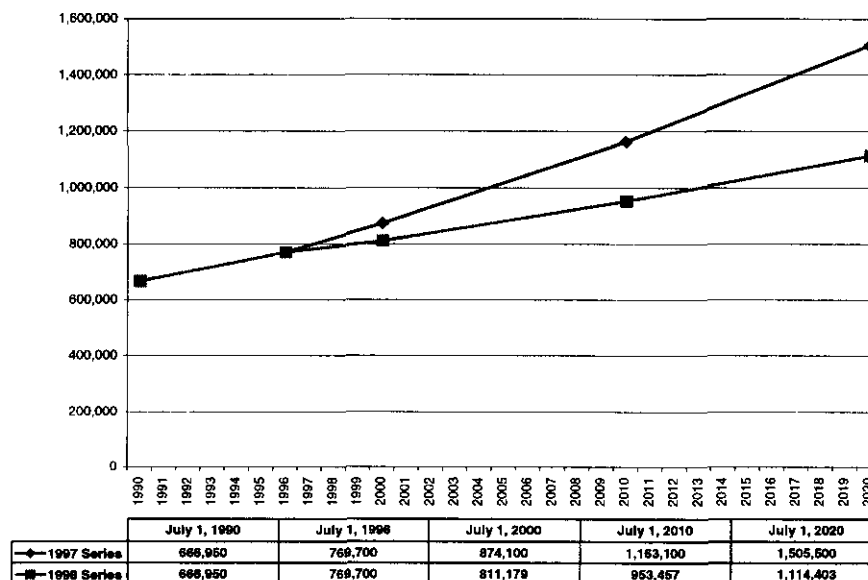
Court Districts	1990	1991	1992	1993	1994	1995	1996	1997	% Change
Clovis	81,558	83,729	86,577	89,484	92,539	96,370	99,149	100,840	23.6%
Coalinga	19,112	19,352	20,105	20,935	21,345	21,761	22,213	22,538	17.9%
Firebaugh	16,826	17,919	18,377	18,660	19,135	19,495	19,936	20,163	19.8%
Fowler	10,309	10,456	10,687	10,852	10,978	11,054	11,310	11,427	10.8%
Fresno	427,481	440,810	453,098	462,224	468,422	473,435	481,135	487,055	13.9%
Kerman	15,643	15,857	16,656	17,074	17,323	17,682	18,264	18,838	20.4%
Kingsburg	12,217	12,437	12,674	12,946	13,336	13,580	13,911	14,223	16.4%
Parlier	15,922	15,463	15,778	16,226	16,648	16,813	17,612	18,628	17.0%
Reedley	25,982	26,551	27,631	28,520	29,208	29,846	30,815	32,297	24.3%
Sanger	23,096	23,676	24,136	24,457	24,608	24,795	25,141	25,469	10.3%
Selma	19,344	19,751	20,281	21,220	21,658	21,771	22,315	22,722	17.5%
County Total	667,490	686,000	706,000	722,600	735,200	746,600	761,800	774,200	16%

Analyzing historical data from Table 1-20, it can be seen that all areas have experienced similar growth over the past eight years. The district of Sanger has grown the least with about 10.3% growth between 1990 and 1997. Reedley has experienced the largest population increase, 24.3%, followed closely by Clovis with 23.6% and Kerman with 20.4% growth.

#### Projections of Future Growth and Allocation by Judicial Districts

The next step in assessing the County's outlook and situation was to assess future population estimates. The state of California requires that a General Plan be developed for each County. The County of Fresno and its regions have been working on their General Plan, which includes population projections for all cities, incorporated, and unincorporated areas over a twenty year period. Initial contact with the Fresno County Public Works and Development Services Department provided County population projections out to the year 2020 in five-year increments. This information was regarded as the 1997 Series of projections, which also concurred with estimates developed by the State of California, Department of Finance. The 1997 Series was made available in April 1997. In November 1998, the California Department of Finance made available the latest series of population projections for all counties. The 1998 Series reflected a slower population growth trend for the County of Fresno. Chart 1-3 summarizes the comparison of data between the 1997 and 1998 projections.

Chart 1-3  
Comparison of Fresno County Population Projections (1997 & 1998)



Source: Fresno County Department of Public Works and Development Services Department, and California Department of Finance, November 1998.

The chart shows how the population of Fresno County will continue to grow over the next twenty years. However, the County is expected to grow at an annual rate of 3.2 percent. The 1997 series of estimates had projected the County would grow at an annual rate of 6.8 percent. Any assessment of future needs based on population projections will use estimates for the 1998 Series.

The County of Fresno Public Works and Development Services Division provided population projections broken down by incorporated and unincorporated areas and by regions. The unincorporated population of the County was reallocated to the specific court districts and the data was interpolated between 2000 and 2010 to obtain estimates for 2002 and 2007, and between 2010 and 2020 to obtain estimates for 2012 and 2017. Table 1-21 shows Fresno County's projected population by court district.

Table 1-21  
**Projected Population for the Fresno County Courts**  
 (Based on 1998 Series CA Department of Finance Projections)

<b>Court District</b>	<b>2002</b>	<b>2007</b>	<b>2012</b>	<b>2017</b>
Clovis	120,672	141,106	161,667	182,896
Coalinga	23,420	25,038	26,795	28,726
Firebaugh	21,767	23,755	25,828	28,041
Fowler	6,509	6,959	7,442	7,970
Fresno	528,914	556,005	586,043	619,773
Kerman	18,329	22,529	26,734	31,047
Kingsburg	11,058	11,859	12,714	13,644
Parlier	12,987	14,502	16,065	17,712
Reedley	38,030	43,411	48,902	54,636
Sanger	27,065	29,513	32,080	34,829
Selma	30,879	36,094	41,374	46,846
<b>County Total</b>	<b>839,631</b>	<b>910,771</b>	<b>985,645</b>	<b>1,066,119</b>

Source: Fresno County Public Works and Development Services, California Department of Finance and Carter Goble Associates.

As Table 1-21 shows the County will experience a 79 percent growth over the next twenty years. The district to experience the largest population growth between 2002 and 2017 will be Fresno (85.3%) followed by Fowler, Coalinga, and Kingsburg (81.7%, 81.5%, and 81.0% respectively). The district with the least anticipated growth is Kerman (59.0%).



**SUMMARY OF THE CURRENT SYSTEM**

Each facet of the Fresno Criminal Justice System shows strain caused by too limited resources and an ever-increasing demand for services. Many of the agencies that make up the System have staffing levels that are considerably lower than the same agencies in other California Counties, as explained in the descriptions of each of those agencies. Furthermore, many agencies are located in several locations, separated from one another and from the Courts they serve. Some buildings have structural issues, while others are simply overcrowded.

While this is not a staffing study, the purpose of space is to accommodate the people and activities of the Criminal Justice System. In order to estimate future space needs, it is necessary to determine the level of activity in the various Criminal Justice Agencies. This level of activity can then be converted into a number of staff required to handle the anticipated caseload, which can then be converted into space needs for the County. For Detention Facilities such as the Jail and Juvenile Hall, the caseload is made up of the estimated Average Daily Population (ADP) of the facility. For Probation, the District Attorney, the Courts, and the Public Defender, however, space needs are driven by the levels of staff housed in the offices of each agency.

In a Fresno County Needs Assessment Report, Probation, the District Attorney, and the Public Defender all estimated significant needs in the 1996 based on difficulties meeting their agency goals. These staffing needs were substantiated by the evaluation of this Consultant Team, and by comparisons to other California caseloads. Table 1-22 below summarizes current (1998) staffing ratios in relation to the number of Judicial Position Equivalents (JPE's) handling the relevant caseload.

Table 1-22  
Current Ratio of Criminal Justice Staff to Judicial Position Equivalents (JPE's)

Current (1998) Staffing Level of Court-Related Agencies	Staff 1997-98	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>	<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>	
Court Services	312	6				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	23	0.4				
District Attorney--Prosecutorial*	187		6			
Public Defender* (Adult)	84		3			
Probation--Court Support Adult	42		1			
Probation--Field Adult	84		3			
Public Defender (Juvenile Dependency)	8			3		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	89				25	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,294</b>	<b>23</b>				

\* Public Defender & DA numbers reflect Total Staff. The PD will be comprised of a larger proportion of attorneys than the DA with a basic ratio of 2 PD Attorneys to 3 DA Attorneys.

Ratios and staffing levels in Italics are those that appear unusually low. From this table it can be seen that most of the Fresno County Criminal Justice Agencies are meeting their current caseload with a lower level of staff than normal.

Basing future needs on the current caseloads will perpetuate the constraints on the system; therefore, in order to project future needs a more appropriate current base level of staffing was created. Recommended increases are based on the following increases in the numbers of staff or ratios of staff to JPE's:

- Court Support Staff to Total JPE's from 6:1 to 9:1
- District Attorneys to Criminal/Traffic JPE's from 6:1 to 8:1
- Public Defenders to Criminal/Traffic JPE's from 3:1 to 4:1
- Public Defenders to Juvenile Dependency JPE's from 3:1 to 5:1
- Probation Administrative Staff from 23 to 31
- Probation Adult Field from 84 to 126
- Probation Juvenile Field from 89 to 130

Table 1-23 shows the resulting recommended staffing numbers. This table estimates that to meet the current caseload handled by the Judicial Position Equivalents, approximately 1,800 staff are needed. This is approximately 550, or 44%, more staff than are currently employed in the Fresno County Judicial System.

Table 1-23  
Recommended 1998 Ratio of Criminal Justice Staff to Judicial Position Equivalents

Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>		<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	126		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

The ratios in the above table are those that are used in this study to estimate future staffing levels, using Judicial Position Equivalents as a proxy for courtrooms.

Court-related agencies are not the only parts of the Criminal Justice System that are currently undersized. The jail is overcrowded, with population controlled by a Federal Mandate at 2,171. Offenders are cited on the street and from the jail to avoid further cramming the jail facility. Minimal post-adjudication offenders are held in the County--most are served through a myriad of Alternative Programs. The estimated base population at which the jail would be now is 3,041. This base population is used for future population projections, which can be found in Chapter 3.

Juvenile Hall, like the jail, is full to capacity on a daily basis. Limitations on bedspace have forced Probation to implement a variety of alternatives for both pre- and post-adjudication youth. Estimates of the youth released or not held for a variety of reasons over the past eight years show an adjusted 1998 ADP of 338, which is 115 higher than the current ADP. The adjusted historical ADP was used as the basis for juvenile projection models (see Chapter 4 for details on projection methods).

### Current Space Shortfall

Using space standards combined with the current staffing/Average Daily Population (ADP) levels, an estimate of 1998 space needs was calculated. The table below shows the estimated 1998 space shortfall to be approximately 400,000 Square Feet. If the estimated staffing levels required to handle the current caseload are used, however, the estimated shortfall increases to approximately 800,000 Square Feet. Table 1-24 on the next page, also shows the current (1998) space allocation by agency (by offender for custodial facilities). Details of calculations are included in the footnotes below the table.

Table 1-24  
Estimate of Current Space Shortfall (1998 and Recommended Staffing Levels)

Agency/Facility	1998 Square Feet	1997-98 Staff (ADP for Custodial)	1998 Space Allocation	Recommended Space Standard (GSF)	Recommended 1998 Space Needs (Current Staffing Level)	1998 Space Shortfall	Recommended 1998 Staffing Level (ADP for Custodial)	1998 Space Needs (Recommended Staffing Level)	1998 Shortfall with Recommended Staffing
<b>Court-Related Offices</b>									
District Attorney									
(Prosecutorial)	38,871	187	208	250	48,750	7,879	231	57,750	18,879
(Family Support)	58,401	367	159	250	91,750	33,349	367	91,750	33,349
Probation (Non-Custodial) <sup>c</sup>	60,876	263	231	250	65,750	4,874	354	88,500	27,624
Public Defender <sup>d</sup>	22,378	92	243	250	23,000	622	132	32,918	10,540
Total Office Shortfall	180,526	1,435			227,250	46,724	1,792	270,918	90,392
<b>Sheriff (Non-Court/Non-Jail)</b>									
Sheriff (Non-Court/Non-Jail) <sup>e</sup>	117,961	547	216	250	136,750	18,789	547	136,750	18,789
Total Sheriff Shortfall	117,961	547			136,750	18,789		136,750	18,789
<b>Detention</b>									
Juvenile Detention <sup>f</sup>									
Juvenile Hall	44,744	223	201	500	111,500	66,756	354	177,000	132,256
C.W. Wakefield	11,859	50	237	600	30,000	18,142	50	30,000	18,142
Elkhorn <sup>g</sup>	83,923	125	671	600	75,000	(8,923)	125	75,000	(8,923)
Jail <sup>h</sup>	375,969	2,171	173	300	651,300	275,331	3,041	912,300	538,331
Total Detention Shortfall	516,495	2,569			867,800	351,306	3,570	1,194,300	677,806
<b>County-Wide Total</b>	<b>814,982</b>				<b>1,231,800</b>	<b>416,819</b>		<b>1,601,968</b>	<b>786,986</b>

<sup>1</sup>Current Square Footage includes 10% of MAGEC Building, 2220 Tulare Street (9th, 10th, and .2 of 11th floors), 1250 Van Ness (Workman's Comp. And Business Affairs), 1360 L Street and 2208 Tolumne (Non-Sufficient Funds), 136 Fulton (Storage), and building 514 on 10th Street. Estimate of staffing needs for 1997-98

<sup>2</sup>Numbers received from Probation Department calculated in the following fashion: 482 Probation positions minus 172 staff in Juvenile Hall and Wakefield, minus 47 staff at Elkhorn Boot Camp, leaves 263 non-custodial Probation Staff. 346 is the estimated staffing needs for 1998. Probation Square Footages include the 8th and .75 of the 9th floors at 2220 Tulare St. (6871 SF), Probation Administration at 1100 Van Ness (25,000 SF), .1 of the MAGEC building (1054 SF), and 15,204 SF in five additional locations.

<sup>3</sup>Public Defender Recommended Staffing calculated based on a ratio of 1.75 District Attorney Staff per Public Defender Staff (Recommended Public Defender Staff = Recommended District Attorney Staff \* .57)

<sup>4</sup>Juvenile Detention Space was calculated using the 50% of the square footage of the Wakefield School, the adjacent classrooms, the 19,032 of the Juvenile Hall Facility, and 50% of the Juvenile Hall/Juvenile Courts facility. Juvenile Courts was estimated to occupy the remaining 50% of the Juvenile Hall/Juvenile Courts

<sup>5</sup>Space at the Elkhorn Boot Camp is large enough to accommodate several thousand inmates. It currently appears to have a large space surplus; however, part of this surplus is designed for future growth.

<sup>6</sup>Jail Square Footages include the North Annex (53,040), the South Annex (91,962), the Main Jail (220,167), and the Satellite Jail (10,800).

<sup>7</sup>Staff includes Child Support Staff, Welfare Fraud Staff, and Child Abduction Staff. Usable Square Footage on floors 17, 18, and 19 is 8,609 SF per floor due to the necessity of a wide fire corridor around mechanical areas.

<sup>8</sup>The space for the Sheriff's Non-Court/Non-Jail space includes all Sheriff's offices and additional spaces. This space total does not include hangar space or undeveloped land. Bailiffs were included with the total personnel, since they have office space in these areas.

<sup>9</sup>Any change in the Sheriff's Department Base Staff would require an expanded mission of the Sheriff's Department, as described by the description of the needs for additional staff on pages 1-8 to 1-11 of this report. For the purposes of this table, no additional staff was required to meet the current Sheriff's Department mission.

The court space shortfall will be further defined as the various types of courts are projected (criminal, civil, juvenile, traffic) with detail in Chapter 5.

Fresno County's population is expected to increase by 79% between now and 2017, rising from approximately 800,000 to 1,066,119. As more people are born and move to Fresno County, more demands will be placed on the Criminal Justice System for police patrol, court services, and sanctions.

Expanding the current system in Fresno to meet the current needs estimated above will be a costly step for the County, in both capital and operating dollars. It is likely that Alternative Programs will continue to play a valuable role in reducing the numbers of incarcerated offenders and for alleviating pressure on the Courts. The following are some emergent issues related to the future of Alternative Programs within the County.

- Some individuals currently in Alternative Programs should be in secure custody.
- It is possible that successful Alternative Programs can play an effective role in the future of the Criminal Justice System by lowering capital costs, reducing the population in secure custody, and preventing/reducing future crime.
- Some alternatives should be expanded. Others should probably be reduced or eliminated so funds can be channeled into the most effective programs. Which alternatives should be expanded? Refined? Reduced in people they serve? Eliminated?

These issues, and the projected needs of each of the Criminal Justice Agencies, will guide development of the options for meeting Fresno County's future Criminal Justice Space Needs. As estimates for future caseloads and staffing were developed, some features played an important role in the development of the projections. These include:

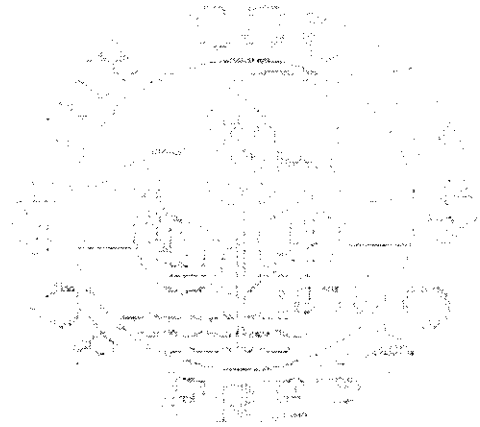
- County population growth
- Crime rates
- State laws
- Space standards
- Costs of California Youth Authority placements
- State limitations and regulations regarding private placement
- Grants and other funding mechanisms
- Research on what “works”
- County priorities

The resulting projections for the anticipated growth of the Courts (and related agencies), the Jail, and Juvenile (detained) will be explained in the following chapters.

The remainder of this report will deal with current and future space needs caused by anticipated growth.

---

# **Chapter 2**



# **Facilities**

---

**ANALYSIS OF THE CURRENT FACILITIES****Overview**

The number of Fresno County Criminal Justice Facilities is much larger than one might expect, given the estimated county shortfall of 400,000 square feet. Justice functions are in a total of approximately 60 locations within 15 jurisdictions and unincorporated areas. Overall, Fresno County uses approximately 1,166,006 total square feet for justice functions, including all of the facilities listed on the following pages. The vast majority of this, encompassing all of the largest elements, is in County-owned facilities, totaling 1,005,711 square feet. About 14% of the total space, 160,295 square feet, are in leased facilities. The buildings vary widely in their condition and functionality.

The major functions consist of Courts, Court Services, Jails, and other parts of the Sheriff's Department, District Attorney, including Prosecution and Family Support, Public Defender, and Probation, including Juvenile Hall and treatment facilities. Supporting this wide array of functions, there are three major types of spaces: incarceration facilities, offices, and courts. In some locations two or three of these types of spaces are collocated.

The assessment of existing buildings was accomplished with a combination of methods. These consisted of on-site walk-throughs, reviews of previous evaluations, and discussions with building users. Regarding how well they support their functions and meet standards, the buildings range from very poor to very good. The two most common building-related problems are too little space for current needs, and poor locations regarding proximity to other related functions and staff.

**DESCRIPTION OF FACILITIES BY COMPONENT****Judiciary and Court Services**

The 19 facilities housing the Fresno County Courts encompass 308,512 square feet. This consists of 243,325 square feet for Superior Courts, 54,021 square feet which have been used for the Branch Courts, and 11,166 square feet for Juvenile Courts. Among these facilities, Fresno County owns 233,029 square feet and leases 75,383 square feet. The Courts are responsible for handling misdemeanors, felonies, civil cases, Small Claims, traffic cases, family support, welfare frauds, probate and Family Law.

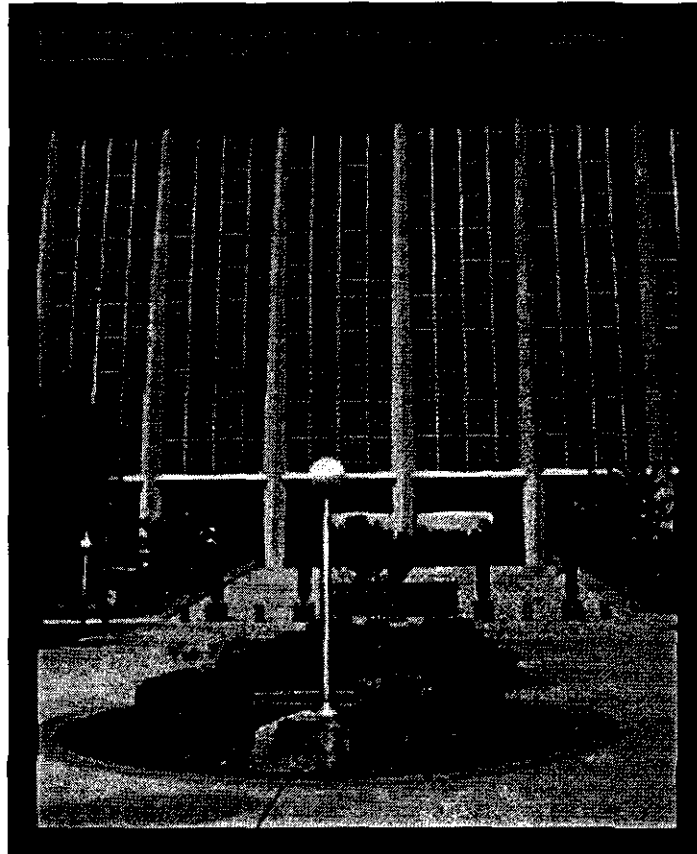
**Superior Courts**

Accommodated in floors 2, 3, 5, 6, 7, B1 and B2 of the 1100 Van Ness, Fresno, facility are 29 Superior Courts and associated administrative and office space (see visuals, page 2-4). Probation occupies the 8th floor, but this could be used for hearing rooms. This facility is in the center of the courthouse square and is physically connected to the adjacent jails and parking garage. Ninety percent of criminal cases are held in this facility, along with custody cases and family support. The 2<sup>nd</sup>, 3<sup>rd</sup>, and 5<sup>th</sup> floors have holding cells and a new holding area is being constructed in the basement, adjacent to the parking area. This Fresno County owned facility was completed in 1966. The facility contains 219,225 gross square feet

**Superior Courts Functions**

Fresno County leases 1,158 square feet of support service space at 2135 Fresno Street, Fresno. In addition, 32,000 square feet of space are leased by the County at 1245-1255 Fulton Mall to support the Superior Courts' administrative and records needs. (During the course of this study, these facilities were moved to a new archive location on E Street in downtown Fresno).

## FRESNO COUNTY COURTHOUSE



<b>Number of Courts:</b>	29
<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Floors 2,3,5,6 &amp; 7 have Courts on them</li><li>• 8<sup>th</sup> Floor is Administration and offices</li><li>• Building also contains Probation</li><li>• 90% of Criminal Cases are held there, some Custody Cases &amp; Family Support</li><li>• Floors 2,3 &amp; 5 have Holding Cells</li><li>• <i>Rated Capacity:</i> Jury Assembly holds 170</li></ul>
<b>Location:</b>	1100 Van Ness, Fresno
<b>Size:</b>	219,225 Gross Square Feet
<b>Age:</b>	Completed in 1966
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• High Ceilings in basement</li><li>• Multi-Story Building</li></ul>
<b>Other Possible Uses:</b>	County Offices
<b>Expansion Possibilities:</b>	There are several floors in this facility being occupied by non-justice facilities and could be turned over to keep functions collocated.

### Juvenile Courts

Currently there are five Juvenile Courts, of which three are delinquency courts and two are dependency courts. All are located at 742 S. 10th Street, Fresno, but due to severe space limitations and resulting operational challenges, the dependency courts will be moved to another existing downtown building, which is being renovated for the courts and court-related offices. The South 10<sup>th</sup> Street building contains 11,166 square feet, is owned by Fresno County and was completed in 1977. The interior of the building offers no separation between different groups. Additionally, there is inadequate space for court support functions and the courtrooms are all small.

### **Branch Courts**

#### Firebaugh Division

The Division handles Misdemeanors, Civil cases, Small Claims, and Traffic cases at the Fresno County owned facility located at 1325 O Street, Firebaugh. The 4,800 square feet building (originally a city court building) has good circulation and secure holding cells.

#### Auberry Division

The Division, a 1,241 square feet County owned facility, is located at 33155 Auberry Road, Auberry. This facility will be closed.

#### Kerman Division

The Division handles Misdemeanors, a portion of Felony cases, Civil cases, Small Claims, Traffic cases, and Juvenile cases. This building, located at 8356 McMulkin, Kerman, is leased. The 2,400 square feet storefront facility was completely renovated in 1984 after a fire.

#### Coalinga Division

The Division handles Misdemeanors, Felony cases (through preliminary hearing), Civil cases, Small Claims, and Traffic cases at the leased facility located at 166 W. Elm Street, Coalinga. The 3,715 square feet building was acquired from the city in 1996. A small lobby separates the personnel from the public. The holding cell surveillance is via cameras.

#### Clovis Division

The Division handle Misdemeanors, Civil cases, Small Claims, Traffic cases, and Welfare Fraud Felonies at the Fresno County owned facility located at 1011 5th Street, Clovis. The 5,025 square feet building was designed as a court facility and the exterior of the facility is maintained as part of the City of Clovis government complex. Holding cell surveillance is limited to physical checks. There are five workstations in open work areas and four private offices in addition to the four private Judge's Chambers.

#### Selma Division

The Division handles Misdemeanors, initial portions of Felony cases, In-Custody cases, Civil matters, Misdemeanor Jury Trials, Criminal and Civil cases, and Traffic cases at the leased facility located at 2117 Selma Street, Selma. The 2,360 square feet former hotel facility was remodeled in 1995 but remains overcrowded. Holding cells are located off of the premises at the Selma Police Department, which creates security, scheduling, supervision, and transportation problems. The County leases an additional 300 square feet at 1850 Mill Street, Selma.

#### Sanger Division

The Division handles Misdemeanors, Felony cases, Civil cases, Small Claims, and Traffic cases at the leased facility located at 619 N Street, Sanger. The 3,825 square feet building has severe limitations of space, which hinders the functionality of the building.



**Reedley Division**

The Division handles Misdemeanors, Felony cases, Civil cases, Small Claims, and Traffic cases at the Fresno County owned facility located at 815 G Street, Reedley. This 5,952 square feet facility was completed in the 1950's and does not contain holding facilities or a vehicle sallyport. Inmates are kept at the Reedley Police Department.

**Parlier Division**

The Division handles Civil cases, Small Claims, and Traffic cases at the leased facility located at 580 Tulare Street, Parlier. The 2,022 square feet facility was renovated in 1991, but the outside access to the courtroom still remains a security problem.

**Kingsberg Division**

The Division handles Misdemeanors, Felony cases, Criminal cases, Civil cases, Traffic cases and Small Claims cases at the leased facility located at 1600 California, Kingsberg. The 1997 renovation of the 4,875 square feet grocery store provided a large courtroom that is adequate for function volume and the facility appears to be operationally efficient.

**Fowler Division**

The Division handles Misdemeanors, Felony cases, Civil cases, Small Claims, and Traffic cases at the leased facility located at 106 S. 6th Street, Fowler. Six full-time personnel work with the Division. The 3,370 square feet facility was expanded and remodeled in 1995. Despite renovations, however, there is no vehicle sallyport and the security is limited to Bailiff's using hand held wands.

**Riverdale Division**

The Division handles Misdemeanors, Civil cases, Small Claims, and Traffic cases at the leased facility located at 3563 Hensen Street, Riverdale. The 2,016 square feet facility was completed in 1977. Court is held only on Friday's with three personnel working; at all other times one person works at this location. The security is limited to a hand held wand by a bailiff and there is no panic button for emergencies.

**Caruthers Division**

The Division handles Traffic cases, minor Juvenile matters, and Small Claims at the leased facility located at 2215 W. Tahoe, Caruthers. The facility contains 1,500 square feet

**Family Court**

Portions of the County-owned facility at 2220 Tulare, Fresno, contain Family Courts. This 3,875 square feet area provides offices for counseling services, conference rooms, victims & witnesses, mediators, and family counselors. The newly renovated parts of this building are in good condition.

**Court Archives (Fresno Warehouse)**

Located at 1963 E Street, Fresno, the Warehouse facility provides 17,100 square feet of storage for archives, microfilm room, surplus Fresno County equipment, and archives. The 1985 facility is leased by the County and is in good condition overall.

**Underground Garage**

Fresno County owns 154,207 square feet of parking areas located at 1155 M Street, Fresno. This is under Courthouse Square, and is physically connected to the Jails, Sheriff's Headquarters, Courthouse and Hall of Records Buildings.

**Sheriff's Department - Detention**

The Sheriff's Department of Fresno County is responsible for the operation of four jail facilities that total 375,979 square feet. Fresno County owns almost all of it, 365,169 square feet, the remaining 10,800 square feet is leased. These facilities have a current staff of 415 and are in good condition overall with the exception of the Satellite Jail, which is currently being expanded and renovated. All facilities have undergone renovations to meet standards and improve operations. The biggest problem with the Detention Facilities is their limited capacity. A Federal Court order prohibits crowding. As a result, limiting the population is a constant, critical challenge.

**Main Jail**

Located at 1225 M Street in Fresno, this 220,167 square feet Main Jail facility is owned by the County and was completed in 1989. Rated for a capacity of 1,064 detainees, the Main Jail is in good shape overall since a partial renovation in 1991. The Main Jail houses the Infirmary, Dental, Medical, and Psychiatric areas for the jail system in Fresno County. There is good visibility and manageability in the inmate housing areas. This building also contains offices for Jail Administration. Connected to the Main Jail by underground tunnels are the North Annex and South Annex. *(See Picture and Description on page 8)*

**North Annex Jail**

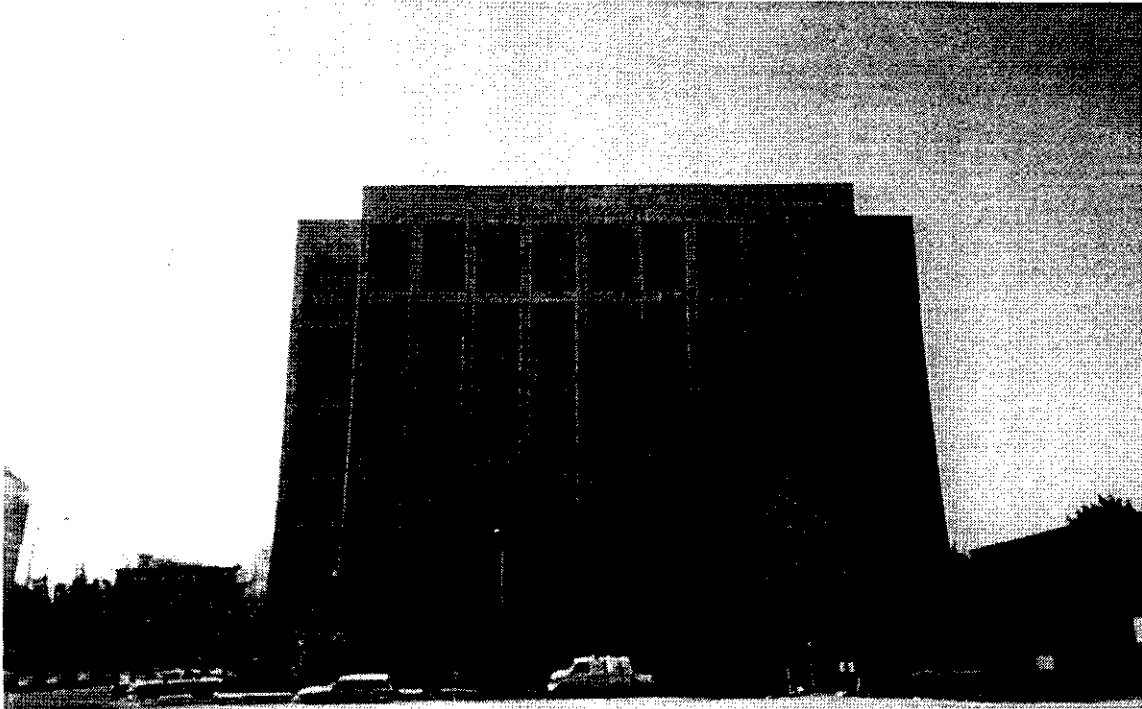
The North Annex Jail, located at 1265 M Street in Fresno, is County-owned and totals 53,040 square feet. Two courts and a jail housing 432 inmates (6 dorms with a capacity of 72 each) are in this facility. Since the building was completed in 1993 there have been no renovations, but the building remains in good condition. The North Annex Jail is connected to the Main Jail via underground tunnel, and tunnels are also located for possible further horizontal expansion on the site. Additionally, the building was designed for three additional housing floors. *(See Picture and Description on page 9)*

**South Annex Jail**

Located at 2200 Fresno Street in Fresno, the South Annex Jail contains functions for Courts, Jail, Bailiff area, and Staging area. This 91,962 square feet County-owned jail was completed in the 1950's as the main jail, expanded in the 1960's, and portions of it are under ongoing renovation. The interior of the jail has narrow hallways and low ceilings and there is limited natural lighting. The layout is poor for visibility. *(See Picture and Description on page 10)*

**Satellite Jail**

The Sheriff Department's Satellite Jail is located at 110 M Street in Fresno and consists of approximately 10,800 square feet. Food and laundry are brought to this facility from the other Jails. The building, constructed in 1986, has a capacity of 200 and is used primarily for sentenced misdemeanants. Despite extensive renovations and refurbishing in 1998, there is extremely limited space for all activities and there is limited visibility in housing and other areas. The site is relatively small and expansion is not possible due to surrounding buildings in the industrial location.

**SHERIFF'S DEPARTMENT  
MAIN JAIL**

<b>Number of Courts:</b>	N/A
<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Houses the Infirmary, Dental, Medical and Psychiatric areas for the jail system in Fresno County</li><li>• Jail Administration</li><li>• Rated Capacity: 1,064 Detainees</li></ul>
<b>Location:</b>	1225 M Street, Fresno
<b>Size:</b>	220,167 Square Feet
<b>Age:</b>	Completed in 1989
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Good shape overall due to partial renovation in 1991</li><li>• Good visibility and manageability in the inmate housing areas</li></ul>
<b>Other Possible Uses:</b>	None
<b>Expansion Possibilities:</b>	North Annex was added and is connected via an underground tunnel. No other expansion is recommended due to site constraints.

### SHERIFF'S DEPARTMENT SOUTH ANNEX JAIL



**Major Functions / Activities  
Accommodated:**

- Courts, Jail, Bailiff area and Staging Area
- Incarceration of Adults

**Location:** 2200 Fresno Street, Fresno

**Size:** 91,962 Square Feet

**Age:** Completed in 1950's

**Owned or Leased:** Owned

**General Conditions:**

- Expanded in 1960's
- Portions are currently under renovation
- Interior of jail has narrow hallways and low ceilings
- Limited natural lighting
- Layout is poor for visibility

**Other Possible Uses:**

Portions can be used for other County Office but, renovation would be difficult due to jail configuration

**Expansion Possibilities:**

Due to site constraints, expansion would be difficult

**SHERIFF'S DEPARTMENT  
NORTH ANNEX JAIL**

<b>Number of Courts:</b>	2
<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Courts</li><li>• Jail</li></ul>
<b>Location:</b>	1265 M Street, Fresno
<b>Size:</b>	53,040 Square Feet
<b>Age:</b>	Completed in 1993
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Good Condition</li><li>• Visibility with indoor/outdoor athletic activity</li></ul>
<b>Other Possible Uses:</b>	None
<b>Expansion Possibilities:</b>	Planned for three (3) additional housing floors

## **Sheriff's Department – Offices**

### Narcotics Offices

The Narcotics enforcement team, including two sergeant offices and a conference room, are housed at 720 E. North Street, Fresno. This leased building includes 5,177 square feet. The interior space primarily consists of a large open area with workstations and an open warehouse area.

### Boat Storage

Boat storage during the winter months is provided at 4551 E. Hamilton, Fresno. The 561 square feet of County-owned storage building houses seven patrol boats, three to five Jet ski's, and two river boats. Overall the building is in good condition and could possibly be used for additional storage.

### Main Sheriff's Office

Located at 2200 Fresno Street, Fresno on the main Government Square, is the County-owned facility for the Sheriff's Headquarters. Due to growth over the years numerous functions have moved to other owned or leased buildings. The major functions that remain are identification, dispatch, emergency services, photo labs, records, administration, evidence storage, detectives, internal affairs, and personnel. The 64,613 square feet building is in good condition generally and includes an underground tunnel to the jail and to the parking garage. (See Picture and Description on page 13)

### Sheriff's Classrooms

A classroom for multiple training purposes is leased by the Sheriff's Department at 854 W. Kearny Road, Fresno. This space contains 600 square feet.

### Training and Crime Lab

Located at 1256 Diversidero, Fresno, the Training and Crime Lab facility of 11,000 square feet houses various labs and offices dealing with crime and forensics. 17 personnel (9 in Crime lab, 8 in Crime lab training), staff the Crime Lab. The 6,000 square feet of Crime labs and 5,000 square feet of Training areas were renovated around the time the County leased the property two years ago. Overall the facility is satisfactory with good interior lighting, adequate equipment, good circulation patterns for current needs, and ADA compliance.

### Sheriff's Helicopters

5717 E. Shields, Fresno, provides the leased hangar space for the Sheriff's helicopters in addition to patrol briefing space and a computer room. The 8,480 square feet of this facility also serve adequately as Area II headquarters. The helicopters service Fresno, Clovis, Friant, and Shaver Lake.

### Undercover Narcotics

Located at 5051 E. McKinley, Fresno, the Undercover Narcotics division of the Sheriff's Department leases the facility as office space for the undercover division. The 6,498 square feet building is brown with stucco exterior.

### Flight Services and Aviation

Flight Services and Aviation leases space in a much larger building at 4885 E. Shield, Fresno. This space is 1,450 square feet

### Fig Garden Suburb Substation

One small office and one bathroom facility are located in the leased gray single story building in the fire department complex. This outpost office is located at 4537 N. Wilson Street, Fresno.

### San Joaquin Substation

Located at 21925 W. Manning Avenue, the Sheriff's office shares space in this 3,900 square feet facility with the detective division, patrol offices, briefing room, community room, gang officer's office, Lieutenant's office, and administrative area. The Fresno County owned facility is generally in good condition and could possibly be used for other county offices.

**Kerman Substation**

Located at 8356 McMulkin, Kerman, Sheriff's functions are collocated with the Kerman Division. The 1,400 square feet of Sheriff's area is leased by Fresno County.

**Reedley Substation**

Located at 17379 E. Huntsman, Reedley, Sheriff's functions are in a 1,200 square feet leased facility.

**Fresno Substation**

Sheriff's functions are located at Elkhorn & Elm Avenue in Fresno. The 1,192 square feet facility is leased by Fresno County.

**Sheriff's Operations**

Operational and office space are maintained for the Sheriff's Department at M & Heaton (Land) in Fresno. This leased facility includes 72,066 square feet

**Selma Deputy Sheriffs Offices**

The facility at 1053 S. Golden Street, Selma, houses the Deputy Sheriffs assigned to work patrol in the area, Lieutenant's office, conference room, detective offices, patrol briefing room, garage area, offices, and a classroom. These services are provided to the areas of Fowler, Kingsberg, Parlier, Orange Cove, Reedley, Caruthers, Laton, and Selma. The 9,770 square feet facility is leased and generally in good condition.

**LAW ENFORCEMENT ADMINISTRATION BUILDING  
SHERIFF'S MAIN OFFICES**



<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Sheriff's Headquarters</li><li>• Identification, Dispatch, Emergency Services, Photo Labs, Records</li><li>• Administration, Personnel, Internal Affairs</li><li>• Evidence Storage and Detectives</li></ul>
<b>Location:</b>	2200 Fresno Street, Fresno (Main Government Square)
<b>Size:</b>	64,613 Square Feet
<b>Age:</b>	Completed in ???
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Generally good condition</li><li>• Includes an underground tunnel to the jail and parking garage</li></ul>
<b>Other Possible Uses:</b>	County offices
<b>Expansion Possibilities:</b>	Little or no renovation



**District Attorney - Family Support and Prosecutorial**

The District Attorney's facilities accommodate two major divisions - Family Support and Prosecutorial. The Prosecutorial Division includes subdivision for Juvenile cases. The District Attorney including Family Support occupies nine buildings with a total of 95,477 square feet. 80,055 square feet of space is owned by the County and the remaining 15,422 square feet are leased. The Worker's Compensation, Business Affairs, and Non-sufficient Funds (NSF) units appear to have adequate quantities of space for current needs, but the remainder of the department is overcrowded, and the many locations interfere with efficient operations.

**Family Support - Early Fraud Investigation**

The facility at 425 South Cedar, Fresno, houses the Family Support Division of the District Attorney's office responsible for investigating people who have applied for welfare benefits to ensure that they are not committing fraud against Fresno County. There are 12 staff (eight investigators, one supervisor, three clerical) that currently occupy the 3,000 square foot facility. The interior of the two doublewide trailers gives a thrifty image and contains small offices with some under utilized open areas. These functions must be next to the Department of Social services, but the facility itself is not worth renovating and should be phased out.

**Family Support**

Located in the Plaza Levels and the 17<sup>th</sup>, 18<sup>th</sup>, and 19<sup>th</sup> floors of the 2220 Tulare building (County Plaza Building), the Family Support Division has courts and numerous offices. This facility contains offices for 367 personnel working in the areas of Welfare fraud, child abduction, courtrooms, clerks, mediation, training, public outreach, and administration. The space is inadequate for current staff levels, operations and program needs. *(See Picture and Description on page 16)*

**Child Support (portion)**

The Child Support division of Family Support has offices at 929 L Street, across from the County Plaza building. This 4,600 square foot location barely accommodates 27 personnel : investigative (9), legal (8), mail (4), records (3), and process serving functions (3). The interior of this leased space is in fair condition but parts of it are crowded.

**Worker's Compensation and Business Affairs Units**

In 1996, the Worker's Compensation Unit's 17 staff joined Business Affairs at 2110 Merced/1250 Van Ness, Fresno. Staff in the 1,725 square foot leased facility investigate people who are suspected of fraudulently claiming worker's compensation. The Business Affairs' purpose is to investigate and settle business and consumer crimes. These offices are well suited and comfortably quiet for the two divisions that share the space.

**NSF Unit**

The Non-Sufficient Funds Unit (NSF), located at 1360 L Street/2208 Tuolumne, collects funds owed from people who write checks on insufficient funds. The 11-person unit moved in October 1998 to this partially renovated 3,250 square foot facility. The one story building has adequate space for the current staff and is in good condition.

**District Attorney - Prosecutorial****Criminal Division**

The facility at 2220 Tulare Building (County Plaza Building) 9<sup>th</sup>, 10<sup>th</sup> and 1/5<sup>th</sup> of the 11<sup>th</sup> Floor, Fresno, houses the units which are involved with the adult courts, intake, and narcotics. The 11,210 square foot portion of this County-owned facility has inadequate space for staff, with some offices, which were designed for one person now housing two or three. Furthermore, there is far too little storage space. *(See Picture and Description on page 16)*

Investigations and Miscellaneous. District Attorney Offices

Miscellaneous District Attorney functions and the Investigations offices share facilities at 136 Fulton, Fresno. This 1,200 square feet facility is leased.

MAGEC

Staff from the District Attorney's Department work with staff from the Sheriff's Department, local police agencies, and the Probation Department in this gang suppression program. Purposely, it is in an anonymous building, located in an undisclosed downtown Fresno location. The total space available in this building is 10,000 Square Feet. If any additional staff are moved to this facility, additional space will be required (space used per agency was estimated based on an even division between all agencies with staff housed in the MAGEC building).

Juvenile Criminal Division

The Criminal Division for Juveniles is located in two small buildings on Tenth Street on the same site as Juvenile Probation, Juvenile Hall, Wakefield, and the building that houses Juvenile Courts and the Juvenile Division of the Public Defender. Most of the DAs Juvenile staff is located in the 748 S. Tenth Street building. This County-owned building is 2,890 square feet, which is much too small for the number of staff and files stored. Consequently, it is very cramped. Also, the waiting area is small and unpleasant.

Additional Offices and Storage

Additional offices and storage for the Juvenile Division of the District Attorney's office is a short walk away, at 940 S. 10th Street, Fresno. This 2,890 square feet building is in fair to poor condition.

**Public Defender**

The Public Defender's Office occupies 22,378 square feet total in two County-owned buildings.

Public Defender Offices - Adult

Occupying 20,178 square feet on the 3<sup>rd</sup> and part of the 4<sup>th</sup> floors in the 2220 Tulare Building (County Plaza Building), are approximately 90 staff of the Public Defender's Department. Primarily located here are felony attorneys, homicide attorneys and administration. There are too few offices for staff, resulting in crowding, and file storage space is also very inadequate. *(See Picture and Description on page 16)*

Public Defender Offices - Juvenile

The Juvenile Division of the Public Defender maintains offices in the Juvenile Courts building at 742 Tenth Street, Fresno. This building contains approximately 24,532 total square feet. Office space, meeting rooms, and storage area are insufficient for current needs.

## COUNTY PLAZA BUILDING



<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"> <li>• District Attorney's Offices</li> <li>• Public Defender</li> <li>• Probation</li> </ul>
<b>Location:</b>	2220 Tulare Street, Fresno
<b>Size:</b>	201,780 Square Feet (19 Floors / 10,620 sq. ft. per floor)
<b>Age:</b>	Recently Acquired by Fresno County
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"> <li>• Generally Good</li> <li>• Good Circulation</li> </ul>
<b>Other Possible Uses:</b>	Other County offices with little renovation needed.
<b>Expansion Possibilities:</b>	None

**Probation**

The Probation Department occupies 14 buildings, some of which are shared, with a combined total of 233,670 square feet. Most of the space, 227,106 square feet, is in buildings owned by Fresno County and 6,564 square feet are leased. Included are seven Juvenile Probation facilities totaling 186,036 square feet; this includes three in-custody facilities: Juvenile Hall, Wakefield, and the Elkhorn Boot Camp. There are seven Adult Probation facilities totaling 47,634 square feet.

The adult and juvenile Probation office facilities are in fair condition overall, but considerably more space is needed. The two in-custody facilities on 10<sup>th</sup> Street are totally inappropriate and inadequate for current needs and functions. As with the other justice agencies, another considerable problem is that many of the functions of the Probation Department should be collocated, but are dispersed due to space shortages.

**Department Administration**

On the eighth floor of the courthouse, Probation Administration occupies 25,000 square feet. Functions here consist of Central Business and Office Support, Court Officers, Domestic Violence, Drug Programs, and Probation Administration. The facility was built in the 1960's and is in good condition overall. The space is overcrowded, however, and as a result of County and Departmental growth over the last few decades, many other Probation functions have been relocated. This results in operational inefficiencies and weakened communications. Furthermore, it makes management more challenging. Space lacks conference / meeting rooms and inadequately houses the mail and supply receiving departments.

**Probation Business and Office Support**

Probation Business and Office Support lease space within the Crocker Building at 2135 N. Fresno Street in Fresno. The 10 staff in these offices are assigned to provide support for the Superior Court. Current operations in this 1,158 square foot facility are overcrowded and troubled with the excessive back and forth required due to the distance from other Probation offices.

**Adult Field Services**

Located at 2233 Kern Street in Fresno, the Adult Field Services' leased facility is 3,762 square feet. The facility is staffed by 22 personnel to whom all adult felons and probationers report. The building is extremely inadequate for current uses with very crowded offices, a much too small waiting area, few windows, and narrow halls.

**Drug Court**

The Probation Department administers drug tests to over 140 probationers per week at 141 B North Clark, Fresno. The 1,900 square foot leased facility, built in 1967, has limited space for current operations. More support space is needed, especially restrooms, since urine testing is a major activity here.

**Family Courts and Victim/Witness Services**

Collocated on the 11<sup>th</sup> floor of the 2200 Tulare building are Probation's Family Courts Services and Victim/Witness Services. Seventy-five percent of the Family Courts Services space (8,408 square feet) is used for Probation. The Victim/Witness Services consists of 2,000 total square feet used to interview victims and witnesses and provide necessary support services.

**Work Furlough and Electronic Monitoring**

Work Furlough & Electronic Monitoring offices are located at 808 S. Tenth Street in Fresno and consist of 3,360 square feet. This facility is County-owned and is used for managing, supervising, counseling, and monitoring adjudicated adults and youth on these two programs.

**Job Training and Placement for Adult and Juvenile Offenders (PEEP)**

The Grant-funded Job Training and Placement for Adult and Juvenile Offenders program is located at 855 N. Abby Street in Fresno. This 4,352 square foot facility was built in 1967 and renovated just before the program moved in during 1998. This leased space is in fair condition but is under-utilized for the current functions of client education and classroom structured learning.

### Juvenile Probation Offices

Located at 890 S. 10th Street in Fresno, California, Juvenile Probation is responsible for probation supervision, investigations, personnel training, administration functions, and home detention monitoring. The 19,032 square feet facility was built in the 1970's and is owned by Fresno County. A maze-like floor plan and inadequate space, resulting in some double and triple occupied offices, are its deficiencies. With the large number of functions and personnel, there is a strong need for more offices, meeting rooms, training rooms, and parking areas than are currently on this site. However, overall the Juvenile Probation building is in good condition and should be able to meet a portion of needs for many years.

### Juvenile Hall

The Juvenile Hall facility is County-owned and collocated with the Wakefield School at 742 & 744 S. Tenth Street, Fresno. This 53,316 square feet facility (including fifty percent of Hall and Annex) was built in 1956 and later received a second floor. Juvenile Hall is used as a short-term Detention Facility for 205 pre-adjudicated minors. Housing rooms consist of sleeping rooms, some of which are dormitories, dayrooms and control rooms. The space is inadequate for the necessary programs to support the juvenile population. Juvenile Hall's capacity is far below current need, and the layout and provision of space is inadequate and antiquated. Renovation and expansion would need to be so extensive that compared with new construction, it would not be a good investment for the County. *(See Picture and Description on page 19)*

Classrooms for Juvenile Hall are located in the 2,688 square feet County-owned building at 810 S. Tenth Street.

### Wakefield School

Located at 746 S. Tenth Street in Fresno and physically connected to Juvenile Hall, the Wakefield School has a total of 23,717 square feet. This facility is used as a court-ordered, secure short term commitment program that currently houses 55 youth. This County-owned building was built in 1956. The space is inadequate for current programming needs. Part of the facility is arranged as a large dormitory that is insufficient and very institutional. Much more capacity and appropriate housing and program space is needed for youth that need secure in-custody placements. *(See Picture and Description on page 20)*

### Juvenile Boot Camp

Located at 500 E. Elkhorn in Caruthers, California, the Juvenile Boot Camp totals 83,923 square feet on approximately 390 acres. This Fresno County owned facility was completed between mid the 1940's and late 1950's with recent renovations largely completed in June 1998. The Boot Camp facility was originally used to house adult inmates, primarily those sentenced for misdemeanors. The facility was fully renovated before being used as a Juvenile Boot Camp.

The Juvenile Boot Camp is geared for post-adjudicated low to medium security juveniles who are mostly property offenders. The Boot Camp currently accommodates approximately 90 males, but two more units are being renovated, and one of these will accommodate females.

The campus-like facility consists of block construction one-story buildings with considerable natural light. Housing, administration, school, dining, laundry, and multipurpose/counseling/groups/religious services are contained in separate buildings on the site. Renovations are currently being completed on a multipurpose building and the barracks. With these renovations completed and the possible addition of academic and vocational space, the Juvenile Boot Camp facility should be adequate for 200 youth.

The extremely large, flat site appears to be well suited for additional adult and juvenile facilities. Once a portion of a highway is completed, travel between Elkhorn and the city of Fresno will be much faster. Then, this location will be much more feasible for other justice functions. The table on the following pages summarizes the square footages for the criminal justice agencies. *(See Picture and Description on page 21)*

## JUVENILE HALL

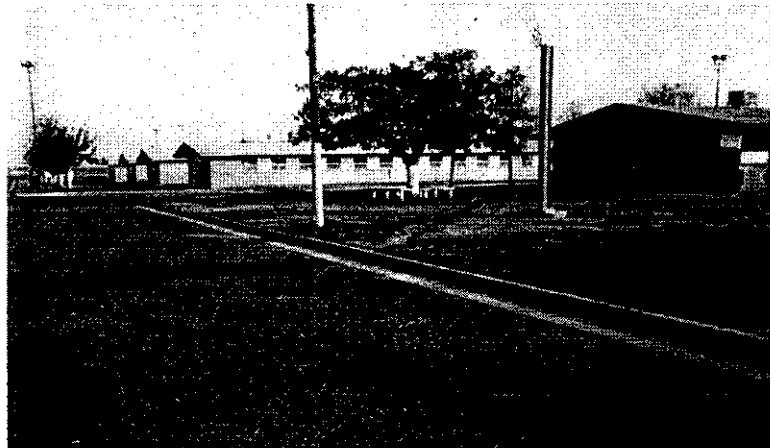


<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"> <li>• Short Term Detention Facility for 205 pre-adjudicated minors</li> </ul>
<b>Location:</b>	744 South 10 <sup>th</sup> Street, Fresno
<b>Size:</b>	53,316 Square Feet
<b>Age:</b>	Completed in 1956
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"> <li>• Space is inadequate for the necessary programs</li> <li>• Capacity is far below current needs</li> <li>• Layout and provision of space is inadequate and antiquated</li> </ul>
<b>Other Possible Uses:</b>	County Offices
<b>Expansion Possibilities:</b>	No Expansion Opportunities

**WAKEFIELD SCHOOL**

<b>Major Functions / Activities Accommodated:</b>	<ul style="list-style-type: none"><li>• Court-ordered, secure short term commitment program</li><li>• Houses 55 youth</li></ul>
<b>Location:</b>	746 South 10 <sup>th</sup> Street, Fresno
<b>Size:</b>	23,717 Square Feet
<b>Age:</b>	Completed in 1956
<b>Owned or Leased:</b>	Owned
<b>General Conditions:</b>	<ul style="list-style-type: none"><li>• Space is inadequate for current programming needs</li><li>• Large dormitory area is insufficient and very institutional</li></ul>
<b>Other Possible Uses:</b>	Could be converted into a 2-30 Bed Pre-Detention units
<b>Expansion Possibilities:</b>	A second floor was add in 1995

# JUVENILE BOOT CAMP ELKHORN



## **Major Functions / Activities Accommodated:**

- Post-Adjudication low to medium security juveniles (mostly property offenders)

**Location:** 500 E. Elkhorn, Caruthers

**Size:** 83,923 Square Feet

**Age:** Completed between mid 1940's and late 1950's

**Owned or Leased:** Owned

## **General Conditions:**

- Renovations completed in June 1998
- Campus like setting within double –fenced perimeter

## **Other Possible Uses:**

Low to lower medium security post-adjudication facility for youth or adult

## **Expansion Possibilities:**

With over 400 acres, there is tremendous expansion opportunities for additional juvenile or adult facilities



TABLE 2-1

Summary of Space Allocations by Component and Facility

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Courts - County/Superior *	1100 Van Ness Fresno (.88 of bldg.)	Superior Courts, Admin	O	601	194,225
Courts - County/Superior	1155 "M" Street Fresno	Underground Garage	O	602	154,207
Courts - County/Superior	1245 – 1255 Fulton Mall	Superior Court Functions	L	617	32,000
Courts - County/Superior *	1963 – 85 E Street Fresno	Court Archives	L	867	17,100
<b>County Superior Courts Total Square Footage</b>			<b>397,532</b>		
Courts- Family *	2220 Tulare, Fresno	Family Courts	O	610	10,620
Courts – Branch *	619 N. St., Sanger	Branch Court	L	850	3,825
Courts – Branch *	1325 O Street Firebaugh	Branch Court	O	151	4,800
Courts – Branch *	815 G Street Reedley	Branch Court	O	152	5,952
Courts – Branch *	33155 Auberry Rd. Auberry	Branch Court (will be closing)	O	155	1,241
Courts – Branch *	1011 5 <sup>th</sup> , Clovis	Branch Court	O	160	5,025
Courts – Branch *	2215 W. Tahoe Caruthers	Branch Court	L	859	1,500
Courts – Branch *	106 S. 6th Street Fowler	Branch Court	L	855	3,370
Courts – Branch *	3563 Hensen Street Riverdale	Branch Court	L	853	2,016
Courts – Branch *	1600 California Kingsburg	Branch Court	L	856	4,875
Courts – Branch	1850 Mill Street Selma	Branch Court	L	854	300
Courts – Branch *	2117 Selma Street Selma	Branch Court	L	854	2,360
Courts – Branch *	719 S. Madera Kerman	Branch Court	L	852	2,400
Courts – Branch *	580 Tulare Street Parlier	Branch Court	L	851	2,022
Courts – Branch *	166 W. Elm Street Coalinga	Branch Court	L	857	3,715
<b>Branch Court Total Square Footage</b>			<b>54,021</b>		
Courts – Juvenile *	742 S. Tenth St. Fresno (50% of 22,332 SF building)	Juvenile Hall	O	502	11,166
<b>Juvenile Courts Total Square Footage</b>			<b>11,166</b>		

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
District Attorney - (Family Support) *	2220 Tulare St. 17 <sup>th</sup> , 18 <sup>th</sup> , 19 <sup>th</sup> floors @ 8609 usable sq. ft., suites 210 & 310 & Mailing Equipment and Storage Room	Various Functions for Family Support Unit	O	610	50,801
District Attorney - (Family Support) *	425 S. Cedar Fresno	Family Support	O	327	3,000 Trailers
District Attorney (Family Support) *	929 L Street Fresno	Misc., Attorney Staff, Case Processing	L	639	4,600
District Attorney (Prosecutorial) *	1250 Van Ness Fresno	Evidence, Work Compensation Fraud	L	865	1,725
District Attorney (Prosecutorial) *	1250 Van Ness Fresno	Business Affairs	L	865	1,200
District Attorney (Prosecutorial)	136 Fulton Fresno	Storage	L	873	1,200
District Attorney (Prosecutorial)	1260 M Street Fresno (approx. 10% of 10,000 SF building)	Investigations (M.A.G.E.C)	L	646	1,054
District Attorney (Prosecutorial)	2220 Tulare St., 9 <sup>th</sup> , 10 <sup>th</sup> , and .2 of 11 <sup>th</sup> floors @ 10,620 SF/Floor	DA Administrative Offices, Attorney Offices	O		23,364
District Attorney-Juvenile *	940 S. 10 <sup>th</sup> St. Fresno	Storage	L	512	2,890
D.A-Criminal Division Juveniles *	748 S. Tenth St. Fresno	Adult Field Services (27 staff)	O	514	2,890
District Attorney (Prosecutorial) *	1360 L St. & 2208 Tuolome (same)	Non-Sufficient Funds (NSF) (11 staff)		647	3,250
<b>District Attorney Total Square Footage 95,974</b> (31,793 SF Prosecutorial, 58,401 SF Family Support, 5,780 SF D.A Juvenile)					
Probation-Adult Drug Courts *	141 B N. Clark Fresno	Drug Tests Administered	L	633	1,900
Probation-PEEP *	855 N. Abby Fresno	Grant funded Jobs Training & Placement for Adult and Juvenile Offenders	L	640	4,352
Probation *	2233 Kern St Fresno	Adult Field Services	O		3,762

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Probation *	1100 Van Ness 8 <sup>th</sup> Fl. Fresno	Space Shared by: Probation Administration including Central Business Office & Support Services, Adult Superior Court Units, Adult Offender Work Program, Diversion Program, Adult Division Management	O	601	25,000 (adult)
Probation *	2220 Tulare 11 <sup>th</sup> Floor Fresno	Family Courts Services---.75 of floor @ 11210 SF/Floor	O	610	8,408
Probation *	2220 Tulare 11 <sup>th</sup> Floor Fresno	Victim/Witness Services	O	610	2,000
Probation *	2135 Crocker Fresno	Office Support for Superior Court RPO's	L	873	1,158
Probation, Sheriff (multi-agency) *	1260 M Street Fresno (.1 of 10,540 SF building)	Suppress Gang Activity MAGEC	L	646	1,054
Probation – Juvenile *	742 & 744 S. Tenth (50% of 23,332 building and Annex)	Juvenile Hall	O	501& 502	53,316
Probation – Juvenile *	746 S. Tenth St. Fresno	Wakefield School	O	503	23,717
Probation – Juvenile & Adult *	808 S. Tenth St. Fresno	Adult Work Furlough & Electronic Monitoring	O	507	3,360
Probation – Juvenile *	810 S. Tenth St. Fresno	Classrooms for Juvenile Hall	O	508	2,688
Probation – Juvenile *	500 E. Elkhorn Caruthers	Juvenile Boot Camp	O	100.13	83,923
Probation – Juvenile *	890 S. Tenth St. Fresno	Juvenile Probation	O	515	19,032
<b>Probation Total Square Footage</b>			<b>233,670</b>		

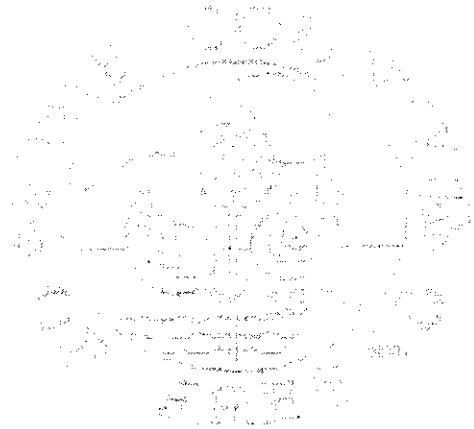
Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Public Defender – Adult	2220 Tulare Fresno	1.8 Floors @ 11210 per floor	O	610	20,178
Public Defender	742 S. Tenth St. Fresno				2,200
<b>Public Defender Total Square Footage</b>					<b>22,378</b>
Sheriff – Jail *	110 M St. Fresno	County Satellite Jail	L	619	10,800
Sheriff – Jail *	2204 Fresno Street Fresno	South Annex Jail	O	605	91,962
Sheriff – Jail *	1225 “M” Street Fresno	Main Jail	O	607	220,167
Sheriff – Jail *	1265 “M” Street Fresno	North Annex Jail	O	608	53,040
<b>Sheriff-Jail Total Square Footage</b>					<b>375,969</b>
Sheriff – Offices *	21925 W. Manning Ave. San Joaquin	Sheriff Sub- station	O	893	3,900
Sheriff – Offices *	2200 Fresno Street Fresno	Sheriff Admin.	O	604	64,613
Sheriff – Offices *	4551 E. Hamilton Fresno	Sheriff Boat Storage	O	432	561
Sheriff - Offices *	1256 Diversidero Fresno	Training & Crime Lab	L	631	10,800
Sheriff – Offices *	8356 McMulkin Kernan	Sheriff Functions	L		1,400
Sheriff – Offices	17379 E. Hunstman Reedley	Sheriff Functions	L		1,200
Sheriff – Offices	Elkhorn & Elm Ave. Fresno	Sheriff Functions	L		1,192
Sheriff – Offices *	M & Heaton (Land) Fresno	Sheriff’s Operations	L		72,066 (land)
Sheriff – Offices *	5717 E. Shields Fresno	Hangar Space	L	891	8,480
Sheriff – Offices *	4885 E. Shields Fresno	Flight Services	L	896	1,450
Sheriff – Offices *	854 W. Kearney Rd. Fresno	Classrooms	L		600
Sheriff – Offices *	1053 S. Golden St. Selma	Deputy Sheriff’s Offices	L	858	9,770
Sheriff – Offices *	6331 DeWoody ,Laton	Community Service Only	L		

Department & Division	Location	Major Functions	Owned or Leased	Bldg. #	Square Feet
Sheriff – Offices *	5051 E. McKinley Fresno	Undercover Narcotics	L	868	6,498
Sheriff – Offices *	1057 S. Golden St. Selma	Deputy Sheriff's Offices	L	858	Not indicated
Sheriff – Offices	1441 N. Clovis Fresno	Mini-Storage	L		Various Units
Sheriff – Offices *	720 E. North Fresno	Narcotics	L	861	5,177
Sheriff – Offices *	Cottage Huntington Lake	Deputy Living Quarters	L		Not indicated
Sheriff – Offices *	1260 M Street Fresno (.8 of 10,540 SF building)	Suppress Gang Activity	L	646	8,432
Sheriff – Offices *	4537 N. Wilson Fresno	Small Facility w/Variou Functions	L		Various Units
<b>Sheriff Offices Total Square Footage      Approximately- 130,000</b>					

*\* Denotes an individual facility write-up with additional information – see appendix.*

---

# **Chapter 3**



# **Jail**

---

## JAIL POPULATION FORECAST AND BEDSPACE REQUIREMENT

## Overview

Historical based forecasting generally takes into account 7 to 10 years of jail population data. While average daily population (ADP) figures are most often used in forecast models, forecasts based on the relationship between admissions (ADM); average length-of-stay (ALOS) may also be utilized, as average daily population is a function of these two factors. In developing the Fresno forecast, CGA used a number of complex mathematical models as well as some relatively simple projection methodologies that examined incarceration rates, yearly population as expressed in numbers, and yearly population increases expressed in percentages.

Projecting future jail populations is usually a two step process. The first step consists of developing a forecast given current incarceration strategies (including existing pretrial release programs and services, court processing procedures, sentencing alternatives and jail management techniques). Once this projection has been developed, the potential impact of alternative courses of action must be considered. Determining to what extent the mathematical forecast should be followed is the second step of the process and yield the "final projection."

In developing Fresno's forecast, CGA had to adjust historical average daily population data to account for "cited" and "OCD releases, persons who otherwise would not show up in the facility's population count. These numbers had risen from 546 in 1990 to 806 in 1998, which for forecasting purposes raised the jail's ADP from 2,216 to 2,762 for 1990 and from 2,235 to 3,041 for 1998 (see Table 2.6).

## Initial Forecast Models

Table 3-1 below presents the various forecast models that were used by CGA in its initial assessment of Fresno's future jail population that were presented in the December 15, 1998 draft document. Also included in the table are forecast numbers previously developed by SGS and the Fresno County Sheriff's Department.

Table 3-1  
Jail Projections – Population, Bookings, and ADP

		1998	2002	2007	2012	2017
Population <sup>3</sup>		786,800	839,631	910,771	985,645	1,066,119
<b>Revised ADP Based Projections</b>						
a. Log Trend- Revised ADP (83-97)	R2 = 0.8214	2,885	3,063	3,240	3,385	3,507
b. Power Trend- Revised ADP (83-97)	R2 = 0.864	2,997	3,289	3,611	3,897	4,156
c. Linear Trend- Revised ADP (88-97)	R2 = 0.5495	3,093	3,469	3,940	4,411	4,882
d. Linear Trend- Revised ADP (83-97)	R2 = 0.8597	3,297	3,782	4,410	4,933	5,833
e. Exponential Trend- Revised ADP (83-97)	R2 = 0.8904	3,668	4,909	7,068	10,177	14,653
<b>Bookings Based Projections</b>						
f. ADP from Projected Bookings, ALOS=20		2,834	2,966	3,132	3,298	3,464
Bookings - Linear Trend (83-90)	R2 = 0.5604	51,713	54,134	57,160	60,186	63,212
g. ADP from Projected Bookings, ALOS=18		2,826	3,016	3,272	3,541	3,830
Booking Rate Constant - 1990	Rate= 0.073	57,312	61,160	66,342	71,796	77,658
<b>Incarceration Rates (IR) Based Projections</b>						
h. IR- Average 90-97	IR= 3.80	2,988	3,189	3,459	3,744	4,049
<b>CGA's Estimate Model</b>						
i. ADP from Projected Bookings, ALOS = 26		3,053	3,258	3,534	3,824	4,136
Booking Rate Constant - 1997	Rate= 0.054	42,853	45,731	49,605	53,683	58,067
<b>Other Models</b>						
SGS Forecast		2,538	2,841			
Fresno County Sheriff Forecasts		2,235	2,856	3,555	4,186	
Actual ADP (includes OCD + Cites) - 1/98-7/98		3,041				

Source: Carter Goble Associates, Inc.; January 1999.

Notes:

<sup>1</sup> Revised ADP includes: Actual Jail ADP, OCD releases, and Cites--Citation Releases.

<sup>2</sup> Cites represents the numbers by which the ADP is maintained low due to citation releases.

<sup>3</sup> Population projections provided by the Fresno County Public Works & Development Services.

Analysis of the forecast models resulted in CGA's recommendation that the projections enumerated in its Estimate Model (i) be the basis for future planning. The decision to use this model was based on a number of factors including the model's linkage to county population and its allowance for an increased ALOS - resulting from an expanding sentence population. Additionally, the model's forecast results are in-line with forecast numbers derived from averaging CGA's other forecast models.<sup>1</sup>

This model suggested the following ADP's:

Table 3-2  
CGA Estimate Model

YEAR	Average Daily Population(ADP)
2002	3,258
2007	3,534
2012	3,824
2017	4,136

### Bedspace Requirement

To confirm the initial forecast, the forecast numbers were compared to a percentage increase forecast model that used ADP figures for 1990 through 1998. The trend for the years 1990 through 1994 showed a percentage decline of 6%, while the trend for years 1994 through 1998 was +17%, resulting in an average yearly rise of 1.4%. Factoring this 1.4% yearly gain onto the 1998 ADP base number of 3,041 an ADP trend forecast of 3,502 for the year 2007, a number that is within 1% of the CGA's Estimate Model of 3,534.

For the first planning phase until 2007, 3,534 bedspaces will be used as the target with the core facilities planned for a 2017 need of 4,136 based upon the estimates presented in Table 3-1. Even though the County is in desperate need of bedspaces to eliminate the "book and release" syndrome, determining the future bedspace requirement must take into consideration 1) the custody level of the needed bedspaces and 2) the best use of existing bedspaces.

Information provided by the Sheriff's Department disaggregated the current bedspaces into custody categories of *maximum*, *medium*, and *minimum*. The Department uses a National Institute of Corrections accepted model of classifying inmates as well as the experience of operating the Jail for many years under crowded conditions. Due to the shortage of bedspaces, the Department has developed a method of assigning inmates to the available number of cells and to honor a form of classification differential between the custody levels.

Maximum custody inmates, although assigned two to a cell, are locked-down when confined to their cell. Medium custody inmates can be assigned three to a cell with the cell door left unlocked. Minimum custody inmates are always housed in a dormitory setting. The segregation inmates use one of the maximum custody cells, but with only single occupancy.

In Table 3-3 on the following page, the percentage and number of current and future bedspaces by custody classification is shown. In broad spatial terms, the nine percent (9%) maximum custody inmates are in single or double occupancy cells; the 28% medium custody inmates are in secure dormitory housing units; and the 63% minimum custody inmates are also in dormitory settings.

<sup>1</sup> The extreme result of the Exponential Trend Model (e) discharges this model from consideration.



Table 3-3  
Projected Jail Bed Needs by Classification

	Maximum	Medium	Minimum	Total	Current Beds	Total Bed Shortfall
<b>1998</b>	9%	28%	63%	100%		
Estimated ADP*	255	863	1923	3041	2382	(659)
<b>2002</b>	9%	28%	63%	100%		
Projected ADP	29	912	2053	3258	2382	(876)
<b>2007</b>	9%	28%	63%	100%		
Projected ADP	318	990	2226	3534	2366	(1168)
<b>2017</b>	9%	28%	63%	100%		
Projected ADP	372	1158	2606	4136	3588	(548)

\* Including OCRD's & Cities

Source: Fresno County Sheriff's Office

Generally speaking, planning of a basically pretrial correctional system would include more than 50% maximum and medium custody bedspaces. However, due to experience of the County in operating with this allocation of inmates by custody level, this plan accepts the past experience of Fresno County that is based upon 37% of the population classified as maximum or medium custody.

Another difference in Fresno County from others is the high percentage of multi-occupancy accommodation. To meet emergency crowding conditions, many California and national counties assign more than one inmate to cells that were designed for one. In contrast, Fresno County has essentially institutionalized multi-occupancy. State and national physical plant guidelines for pretrial facilities strongly suggest that as high a percentage of cells as possible be developed, even if two persons are assigned to some of these cells. The experience in Fresno County has been that cells can house more than one inmate and dormitory settings can safely accommodate medium and minimum custody inmates. Even though research data shows that the frequency of inmate-on-inmate and inmate-on-staff assaults are lower in single cell facilities, the stated desire of the Sheriff's Department is to continue the high percentage of multi-occupancy bedspaces in planning to meet the 1,168 bedspace shortfall between 1999 and 2007.

With the custody disaggregation formulated as noted above, the second issue to be addressed before defining options to meet future bedspace needs is the best use of existing facilities. As noted in Chapter 2, the County operates four facilities, three of which are physically connected through an underground tunnel. The "flagship" facility is the "podular configured" 1989 Main Jail of 220,167 square feet that has a State rated capacity of 1,064 although the jail was designed for 424 single cells. At the design capacity of 424, the facility was based upon 519 square feet per inmate. At 1,064, the square footage per inmate is 207, which is well below generally accepted planning criteria. Double and triple occupancy has been allowed by the Federal Court and accepted by the State in establishing the operating capacity of 1,064. The future plan continues this capacity in the estimation of future needs.

Completed in 1993, the 53,040 square foot North Annex was designed for 288 dormitory beds in a "podular" configuration and a square footage per inmate of 184. While this is substantially lower than the 300-400 square feet per inmate used in planning new facilities, the North Annex utilizes the adjacent Main Jail and South Annex for some support services. The North Annex has a certified capacity of 432 achieved through the addition of 24 more beds in each of the six 48-bed housing units. This reduces the square footage per inmate to 123, which is well below reasonable planning guidelines. Again, although dormitory units of 72 exceed the size that most administrators would prefer and 123 square feet per inmate means that the facility is essentially void of all support space, the Department is accustomed to and the State has accepted this size and will be used in the planning for future minimum custody housing units.

The third “connected” facility is the original 1950’s jail, currently named the South Annex. Through a combination of housing areas for single and multi-occupancy, this “linear” designed facility has a rated capacity of 686 bedspaces, or 134 square feet per inmate. This aging facility is difficult to supervise and staff intensive to adequately secure, in contrast to the crowded but more easily supervised Main Jail and North Annex. In a 20-year plan, the South Annex should be closed. However, the replacement of 686 beds, in light of the need for more than 1,000 new bedspaces, was not recommended by the Advisory Committee. Therefore, for the 2007 plan, the South Annex will be retained for continued use.

The fourth existing facility is the 10,800 square foot Satellite Jail that was opened in 1986 with a capacity of 200 minimum custody inmates in dormitory units. This inadequate facility has 54 square feet per inmate at the allowed capacity of 200 inmates. This facility should either be closed or the capacity significantly reduced to meet reasonable planning guidelines.

In Table 3-4, the current assignment of bedspaces by custody classification in the existing facilities is illustrated. This table, prepared by the Sheriff’s Department, continues the same current custody percentages into the future and establishes the estimated shortfall within each custody category. Table 3-4 assumes that all four current facilities remain open until 2007. As can be seen from the table, the shortfall of 1,168 bedspaces is for minimum custody inmates, based upon the Department’s classification method and current allocations of bedspaces.

Table 3-4  
Designation and Location of Inmate Bed Space by Facility and Classification

Year	Bed Class	Main Jail	South Annex	North Annex	Satellite	Shortfall	Total
1998	Maximum	238	17	0	0	0	255
	Medium	319	544	0	0	0	863
	Minimum	507	125	432	200	659	1923
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>659</b>	<b>3041</b>
2002	Maximum	276	17	0	0	0	293
	Medium	368	544	0	0	0	912
	Minimum	420	125	432	200	876	2053
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>876</b>	<b>3258</b>
2007	Maximum	301	17	0	0	0	318
	Medium	446	544	0	0	0	990
	Minimum	301	125	432	200	1168	2226
	<b>Total</b>	<b>1048</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>1168</b>	<b>3534</b>
2017	Maximum	355	17	0	0	0	372
	Medium	614	544	0	0	0	1158
	Minimum	63	125	432	200	1786	2606
	<b>Total</b>	<b>1032</b>	<b>686</b>	<b>432</b>	<b>200</b>	<b>1786</b>	<b>4136</b>

Source: Fresno County Sheriff’s Office

A similar table was prepared illustrating the impact of closing the Satellite facility and this is illustrated in Table 3-5, on the next page. As was noted earlier, both the South Annex and Satellite Jail are candidates for closure in the near future based both upon their design inefficiency and conditions of confinement. However, the replacement of 886 bedspaces and the construction of 1,168 new beds to meet the projected need would mean a capital program based on more than 2,000 additional beds over the next 10 years.

Table 3-5  
Designation and Location of Inmate Bed Space by Facility and Classification

Year	Bed Class	Main Jail	South Annex	North Annex	Shortfall	Total
1998	Maximum	238	17	0	0	255
	Medium	319	544	0	0	863
	Minimum	507	125	432	859	1923
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>859</b>	<b>3041</b>
2002	Maximum	276	17	0	0	293
	Medium	368	544	0	0	912
	Minimum	420	125	432	1076	2053
	<b>Total</b>	<b>1064</b>	<b>686</b>	<b>432</b>	<b>1076</b>	<b>3258</b>
2007	Maximum	301	17	0	0	318
	Medium	446	544	0	0	990
	Minimum	301	125	432	1368	2226
	<b>Total</b>	<b>1048</b>	<b>686</b>	<b>432</b>	<b>1368</b>	<b>3534</b>
2017	Maximum	355	17	0	0	372
	Medium	614	544	0	0	1158
	Minimum	63	125	432	1786	2606
	<b>Total</b>	<b>1032</b>	<b>686</b>	<b>432</b>	<b>1786</b>	<b>4136</b>

Source: Fresno County Sheriff's Office

Of the 2,235 actual 1998 ADP, 397 (17.8%) were women. The national experience for pretrial county facilities is closer to 8 – 12% for female inmates. Projections prepared by the Sheriff's Department shown in Table 3-6 alter the 17.8% ratio to 13% in 2007 and 2017. This establishes a target female population of 424 by 2007. Although at 10%, the number of future inmates would be approximately 350, currently the County incarcerates 397. Therefore, the 13% estimate by the Department is conservative, but will be used for capital planning purposes.

Table 3-6  
Projected Total Female Inmate Bed Needs

	Maximum	Medium	Minimum	Total
	12%	26%	62%	100%
<b>1998</b>	48	103	246	<b>397</b>
<b>2002</b>	51	110	263	<b>424</b>
<b>2007</b>	55	119	285	<b>459</b>
<b>2017</b>	65	140	333	<b>538</b>

Source: Fresno County Sheriff's Office

One of the challenges to be addressed in the 10-Year Capital Plan is where to house the 424 female inmates of all custody levels. Using the above projections, in 2007, 55 maximum custody bedspaces in two-person secure cells, 119 medium custody bedspaces in two-person cells, and 285 multi-custody bedspaces should be available. Considering the existing facility configurations and methods of assigning the custody bedspaces, accommodating 424 bedspaces for the three (and segregation) custody classifications would require the following:

Maximum Custody	28 Double Occupancy Cells	56 Beds
Medium Custody	60 Double Occupancy Cells	120 Beds
Minimum Custody	4 X 72 Dormitory Units	<u>288 Beds</u>
	<b>Total</b>	<b>464 Beds</b>

None of the existing facilities have housing configurations that can easily satisfy these bedspace configurations. The 56 maximum custody bedspaces could be achieved through two of the six housing

units per floor at the Main Jail, but this would complicate internal movement, and especially to outdoor recreation. The allocation of an entire floor (424 bedspaces under the current allowed capacity) could almost meet the 2007 female projections but would over-classify most of the females into cells. The opposite is the case in the North Annex as an all dormitory arrangement would also be inappropriate. At least 38% of the females should be housed in cells, even if double occupied. At 686 operating capacity, the South Annex has more than the number of required bedspaces to meet the female projections, but the facility is neither designed nor operated in a manner that is suitable for females.

The answer for female inmates may be a separate “stand-alone” facility that is operated independently of the male facilities or separate, but a part of a campus plan, at a site such as Elkhorn. The next section addresses both the female and male facility options by 2007.

### Development Options

The County’s need for bedspaces has reached a crisis point. More arrestees are released or cited than incarcerated. This has reached such a point that local law enforcement has begun to lose confidence in the incarceration component of the “system.” Arresting officers often see their arrestees leave the Jail before they finish the required booking paperwork. A system can operate on an emergency basis in such a manner for a short while, but a safe community is one where each component has at least the minimum of resources available to manage the criminal defendant flow. As has been shown in Chapter 1, a pent-up demand exists **today** for 800 more bedspaces to meet the minimum criteria for a safe community. This combined with a projected need for 500 additional beds to match the projected growth curve by 2007 means that approximately 1,300 bedspaces should be constructed as soon as possible.

Using the Sheriff’s Department allocation of the type of bedspaces, with the exception of females, all of the additional bedspaces can be minimum custody. To meet this magnitude of need, three development options were developed that provide 1,296 bedspaces or “participant slots” if alternative programs are used in lieu of incarceration.

Even though the County currently operators all of the Jails at square footage less than reasonable planning guidelines suggest, for capital planning purposes two approaches have been used. For the option that completes the North Annex by constructing the three-story addition that was originally planned, the allocation will be similar to the current North Annex at 68 square feet per inmate. All other new facilities are sized at 300 square feet per inmate to take into account support services and future expansion to the core.

Using the square footage generated by the number of beds and allocation per inmate, a cost per square foot was developed. For the addition to the North Annex, a base construction cost of \$225/square foot was used. For an outlying site, such as Elkhorn, \$140/square foot was used. A 20% cost factor was added to the base construction cost for site development, contingencies, fees, and other direct project costs.

Three basic options were developed, all of which provide 1,200 to 1,300 bedspaces or alternative program “slots.” In the following paragraphs each of these options is described.

### Option A

The North Annex was originally designed for four floors of 288 beds each, totaling 1,152 dormitory bedspaces. However, the County has been granted permission to house 432 inmates per floor, making the operating capacity 1,728 bedspaces. At the time of initial construction. Only one floor (two levels) was constructed and has operated at 432 certified beds by the State. Given that the additional three floors will utilize the same housing unit footprint as the original design, an estimated 86,700 square feet would be added to the existing 53,040. While the 1,296 new bedspaces would be all dormitories, the

construction cost would have to take into consideration maintaining operation of the existing North Annex and the challenges of Downtown construction staging.

To meet the total need of 3,534 bedspaces by 2007 and provide 464 female multi-custody bedspaces will mean developing an appropriate operating solution for the female offenders that the system will need to house by 2007. As has already been noted, none of the current configurations easily accommodate the custody range required for the 464 females. To accommodate the 464 females by 2007, one approach would be to convert the 200 beds at the Satellite facility to all females for 200 inmates. This would mean maintaining a floor (two levels) at the Main Jail for approximately 264 medium and maximum custody female inmates. A typical Main Jail floor has 106 cells, some of which are single, double, and triple occupancies. If 10 of the cells were single occupied and the remaining 96 were double occupied, a single floor (two levels) could house 202 female inmates, making the total with the Satellite 402 female inmates. The following would be the resulting configuration of assigning one floor of the Main Jail to females.

• 1-Floor Medium/Maximum Custody Females	202 Beds
• 3-Floors Medium/Maximum Custody Males (266/fl.X 3)	798 Beds
<b>Total</b>	<b>1000 Beds</b>

The Main Jail is certified for 1064 beds. Therefore, a net loss of 64 beds would occur if one floor is dedicated exclusively to females. Under this option, all minimum custody and some medium custody males would be housed at the expanded North Annex.

In total, Option A will provide 1,296 through the construction of the three additional floors at the North Annex. The estimated construction cost, including a 20% project cost, is \$23.7 million, or an average cost per bed of \$18,252.

A target of 60% pretrial and 40% sentenced inmates is proposed. Option A would maintain all 2200 pretrial and 1200 sentenced male inmates in the Downtown area. The 185 estimated sentenced female inmates would be accommodated at the Satellite facility. Expansion to meet the 600 additional bedspaces projected between 2007 and 2017 would most feasibility occur at the Elkhorn Site.

Several major differences characterize Options B and C from Option A. In both options, the additional bedspaces are accommodated by expanding the operation at the Elkhorn Site and not constructing the three-floor addition to the North Annex. The 20-year justification to these two options is that jail needs will, as shown in the projections, continue to grow to over 4,000 by 2017, as compared to the 2,372 currently available bedspaces. Therefore, the addition of 1,300 more bedspaces Downtown at the North Annex will leave the County at least 400 beds short by 2017. Also, on a per square foot basis, construction of a three-floor addition to the North Annex is more expensive than new construction at a less restricted site, such as Elkhorn. Recognizing that the provision of bedspaces will, at a minimum, be a required occurrence at least every decade for years to come, Options A and B have been developed.

### Option B

A total of 1,216 new bedspaces would be constructed at the Elkhorn Site, 464 of which would be dedicated to the female inmates. The 752 male bedspaces would be minimum custody dormitories at an estimated 225,600 square feet and a construction and project cost of \$37.9 million. Combined with the \$29.2 million, the total cost for Option B would be \$67.1 million.

An objective of the Judiciary and the Sheriff's Department is to achieve a 60/40% split between pretrial and sentenced inmates. Based upon 3,534 inmates in 2007, 2,120 bedspaces would be dedicated to pretrial, leaving 1,400 bedspaces for sentenced inmates. With the new construction proposed at Elkhorn and the 200-bed Satellite Jail, the sentenced bedspace needs could be met.

### Option C

In contrast to Options A and B, Option C assumes that at least 500 would-be inmates could be released, under authorization of the Court, to community supervision. To implement such a program, a pretrial services bureau of the Court is recommended with the full authority of the Court to authorize community supervision for pre-screened pretrial and sentenced inmates.

If such a program could be developed, the construction requirement could be reduced to a 464-bed multi-custody female facility and 240 new male minimum custody bedspaces. The estimated construction cost for this option is \$41.3 million. All of the new construction for this option would be at the Elkhorn Site.

In Table 3-7, a summary of the development options is offered. The construction cost range is \$41.3 to \$67.1 million. However, Option C (\$41.3 million) depends on the implementation of an alternatives program that will require Judicial, if not State, authorization and oversight.

Table 3-7  
Jail Development Options for 2007  
(Target at Least 3,534 Beds by 2007)

	Existing Beds	Total Beds	Estimated Sq. Ft.	Estimated Cost	Cost per Bed
<b>OPTION A</b>	2,372	2,372			
Construct 1,296-Bed North Annex Addition	-	1,296	87,610	\$ 23,654,592	\$ 18,252
<b>Total Option A</b>	<b>2,372</b>	<b>3,668</b>	<b>87,610</b>	<b>\$ 23,654,592</b>	<b>\$ 18,252</b>
<b>OPTION B</b>	2,372	2,372			
Construct 752-Bed Elkhorn Male Facility	-	752	225,600	\$ 37,900,800	\$ 50,400
Construct 464-Bed Elkhorn Female Facility	-	464	139,200	\$ 29,232,000	\$ 63,000
<b>Total Option B</b>		<b>3,588</b>	<b>364,800</b>	<b>\$ 67,132,800</b>	<b>\$ 55,208</b>
<b>OPTION C</b>	2,372	2,372			
Construct 464-Bed Elkhorn Female Facility	-	464	139,200	\$ 29,232,000	\$ 63,000
Construct 240-Bed Elkhorn Male Facility	-	240	72,000	\$ 12,096,000	\$ 50,400
<b>Total Option C</b>		<b>3,076</b>	<b>211,200</b>	<b>\$ 41,328,000</b>	<b>\$ 58,705</b>

**Notes:**

1. The cost per square foot for Downtown construction was estimated at \$225.
2. The cost per square foot for the Elkhorn Site construction was \$140. For female facility, \$175/SF.
3. A 20% project cost estimate was added to the construction cost estimate.
4. Option C assumes that approximately 500 individuals will be diverted to alternative programs on a daily basis.

Traditionally, Fresno County has constructed new facilities through cash and/or Federal and State grants. Given the magnitude of the correctional bedspace need and the amount of money required to meet this need, it is not likely that either a cash or grant contribution can be accomplished to meet any one of the three options summarized in Table 3-7. Therefore, Table 3-8 has been developed to illustrate the annual cost to amortize the capital debt at an 8.0-8.5% interest rate, which is reflected in the "Annual Debt Service" column of Table 3-8.

This table illustrates the operating cost advantage of Option A where the existing staffing pattern in the North Annex will be "carried-over" to the three additional floors. The support staff for administration, programs, medical, and food services are already in place. In Options B and C, some additional staff will have to be employed to meet the requirements at Elkhorn.

Again, Option A is the most cost effective option for the short-term from both a capital debt retirement and operational cost perspective. The per diem translates to approximately \$39/inmate day, based upon full

occupancy and combining annual debt service and operating costs. Option C has the lowest combined annual cost, but will require that the County and the Court work closely together to identify a minimum of 500 inmates each year that would normally be incarcerated, but who could, under an intensive supervision approach, be released from incarceration and controlled through a variety of community-based supervision program.

Table 3-8  
Comparison of Annual Operating Costs by Jail Options for 2007

	Construction Cost	Annual Debt Service	Annual Oper. Cost	Total Annual Cost	Cost per Inm. Day
<b>OPTION A</b>	\$ 23,654,592	\$ 2,238,316	\$ 49,967,308	\$ 52,205,623	\$ 38.99
<b>OPTION B</b>	\$ 67,132,800	\$ 6,352,441	\$ 52,989,286	\$ 59,341,727	\$ 45.31
<b>OPTION C</b>	\$ 41,328,000	\$ 3,910,662	\$ 45,286,429	\$ 49,197,091	\$ 37.57

**Notes:**

1. For the purpose of calculating annual debt service, a 20 year amortization and 8% financing was used.
2. Existing staff of 417 was multiplied times \$75,000/position.
3. New staff for Downtown option was computed using the current ratio of 1:5.2 inmates times \$75,000/year.
4. New staff for Elkhorn option was computed at ratio of 1:4.2 inmates times \$75,000/year.
5. In Option C, the cost for alternatives assumed 500 participants, a caseload of 1:25, and operating cost of \$60,000/position.

Even though the annual debt service will range from approximately \$2.2 to 6.3 million, depending upon the option chosen, the annual operating cost will range from eight to ten times this amount. To calculate the annual operating cost, the current 417 correctional staff costs were added to the estimated staff at current staff to inmate ratios and multiplied by an average of \$75,000 cost per staff position. This average cost represents both salary and non-salary costs to operate the facilities. The estimated cost per position for the alternative programs of Option C was established at \$60,000.

As can be seen from the table, the annual cost ranges from \$49.2 million for the "alternatives" option (C) to \$59.3 million for Option B. Option A, which combines construction Downtown and at Elkhorn, has an annual combined debt service and operating cost of \$52.2 million. These costs convert to a range of \$37.57 to \$45.31 per inmate day. This range is well in line with the current per diem costs.

#### SHERIFF'S STAFF (NON-JAIL/NON-COURTS) - PROJECTED FUTURE SPACE NEEDS

Projections of Sheriff's Non-Jail/Non-Courts Division were difficult to estimate. As already mentioned, the impetus for adding patrol officers is typically a feeling of unrest or lack of security. As citizens feel increasingly safe, the perceived need for officers on the street decreases. There is some delay in response to community demands, and so the need for police is a cyclical one, fluctuating as citizens alternate between demanding security and protesting the cost.

In Fresno County, projections of the Sheriff's Non-Jail/Non-Courts Division were calculated in the simplest method possible, using the following assumptions:

- The mix of Sheriff's Department and other policing agencies will remain the same as now
- The Sheriff's Department will continue to arrest at the same rate of arrests per officer/staff person.
- Crime will remain at the same level as population in Fresno County increases. The crime rate will neither increase relative to population, nor will it decrease.
- The need for officers on the street will be the same in the future to ensure at least the current level of security.

Using these assumptions, some simple methods were used to project future Sheriff's Department Non-Court/Non-Jail Staff.

Table 3-9  
Sheriff's Department Non-Court/Non-Jail Staff

Year	Historical						Projected			
	1993	1994	1995	1996	1997	1998	2002	2007	2012	2017
Unincorporated Population	722,600	735,200	746,500	761,900	774,200	786,800	839,631	910,771	985,645	1,066,119
Total Sheriff's Department Non-Court/Non-Jail Staff	416	420	429	433	488	547				
Ratio Sheriff's Non-Court/Non-Jail Staff to 1000 Population	0.58	0.57	0.57	0.57	0.63	0.70	0.70	0.70	0.70	0.70
Projected Total Officers (2.5 officers per 1000 citizens)						1,967	2,099	2,277	2,464	2,665
Method I: Projected Sheriff's Dep't Officers using linear trend '93-'98 (Slope 24.65, intercept -48747.83)	394	419	443	468	492	517	616	739	862	986
Method II: Projected Sheriff's Dep't Officers using historical % increase (5.8% per year)		0.96%	2.14%	0.93%	12.70%	12.09%	579	612	648	685
Method III: Projected Sheriff's Dep't Officers using Ratio .70 to Population							588	638	690	746
Method IV: % of Sheriff's Department using % of total projected officers per 1000 citizens (31%)							651	706	764	826
Average							608	674	741	811

Method I is a linear regression using historical data from 1993 to 1998. Method II uses the average annual historical increase from 1993 to 1998 (5.8%/year). Method III projects Sheriff Department Staff using the current ratio to population, .70. Method IV projects total policing staff for the county using a ratio of 2.5 staff per 1000 population, and then applies the historical percentage of Sheriff's Department Staff (31%) to the total. These four methods were averaged to produce the final set of projections of Sheriff's Department staff in the bottom row of Table 3-9, above.

All of these methods were based on the Sheriff's historical staffing patterns and historical mission. In a recent needs assessment, the Sheriff identified an additional need for 164 staff to expand the Sheriff Department's mission as follows:

- Implement Community Policing County Wide
- Reduce Response time to five minutes for Priority 1 Emergency Calls for Service
- Reduce Response time to 15 minutes for priority 2 urgent calls for service
- Reconstitute Area 4
- Implement Operation Safe Streets County Wide
- Double Gang Unit
- Reconstitute Patrol Tactical Team

A further 68 staff would permit the Sheriff's Department to also:

- Augment Communications
- Implement Youth Services County Wide
- Augment Crime Prevention Unit
- Implement Traffic Unit County Wide
- Double Helicopter Flight Hours

Table 3-10 below shows the current Sheriff's Department space, estimated current space shortfalls (based on a space standard of 250 SF per person) and future shortfalls using projected staffing numbers. Current space was subtracted from the estimated space needs to show the total Space Shortfall for the year 1998 (approximately 18,800 Square Feet) and into the future.



The lower portion of this table estimates the same shortfalls—current and future—if additional staff is provided to expand the Sheriff's mission, as described in Chapter 1.

Table 3-10  
Projected Sheriff's Non-Court/Non-Jail Space Shortfall

Year	Current	Projected			
	1998	2002	2007	2012	2017
Projected Non-Court/Non-Jail Staff	547	608	674	741	811
Estimated Space Needs (250 SF/Person)	136,750	152,060	168,421	185,248	202,721
Current Non-Court/Non-Jail Space	117,961	117,961	117,961	117,961	117,961
<b>Space Shortfall (Current minus Needs)</b>	<b>18,789</b>	<b>34,099</b>	<b>50,460</b>	<b>67,287</b>	<b>84,760</b>
Expanded Mission--Immediate Needs	164	164	164	164	164
Expanded Mission--Intermediate Needs	68	68	68	68	68
Additional Estimated Space Needs (250 SF/person)	58,000	58,000	58,000	58,000	58,000
<b>Total Space Shortfall (projected + expanded)</b>	<b>76,789</b>	<b>92,099</b>	<b>108,460</b>	<b>125,287</b>	<b>142,760</b>

The Sheriff's Department currently has 117,961 SF of space in which to house the Patrol and Administrative Staff (this space does not include jail space, undeveloped land, or the hangar space). Dividing this space by the 547 staff that use this area (in this case Bailiffs were counted as part of total staff, since their offices are part of the available square footage) gives a current space standard of 216 SF per person.

As previously shown, if all assumptions hold true and the current level of Sheriff's Non-Courts/Non-Jail Staff is maintained into the future, the Sheriff's Department will need approximately 85,000 SF by the year 2017 to house anticipated increases in staff.

If the 164 staff from the "Immediate Needs" and the 68 staff from the "Intermediate Needs" are added to the Sheriff's Staff, an additional 58,000 SF will be required immediately to house the additional personnel. This increase in staff will take the Current County Shortfall to 142,760 Square Feet by 2017, in order to adequately house that staff.

It is difficult to estimate any future increase in the estimated Immediate and Intermediate Staff, since nothing is currently known about the workloads or cases that staff would handle. At best, the County will need to plan for an additional 58,000 SF for that staff, in addition to the space needs estimated in Table 3-13, on the previous page. If this staff increased into the future, additional space would be required to accommodate any increase.

Three long-term planning options are available to the Sheriff's Department, regardless of the expansion of the current mission. Option A involves maintaining the current offices in the downtown area and expanding them as needed to accommodate staffing increases. Option B is to use the current offices and to expand into the outlying areas with all additional staff. Option C is for the Sheriff's Department to continue in a central location, but in a large enough space to accommodate current and increased staff. Under Options A and B, the square footage required will be equal to the space shortfall. Under Option C the space required will equal the shortfall plus the existing 117,000 Square Feet. Table 3-11 below describes these three options.

Table 3-11  
Development Options for Sheriff Non-Court/Non-Jail Staff

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
<i>Central Location</i>	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
<i>Outlying Locations</i>	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
<i>New Central Location</i>	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

#### THE IMPACT OF ALTERNATIVE PROGRAMS

After a decade of diverting criminal offenders from incarceration through various methods to remain in compliance with the Court-established jail capacity, it is difficult to consider releasing even more offenders to various forms of community supervision. The building plans discussed in this section are based upon the creation of additional bedspaces. This is essential for the safety of the community and the effectiveness of justice. However, even with the expenditure of millions of dollars for new bedspaces, Fresno County will still face the need to manage growth through a combination of incarceration and non-incarceration options.

In many ways, the discussion of feasible alternatives is both emotional and subjective. Most of the pre-trial options will require the Judiciary to assume responsibility for the release of inmates prior to disposition. The Sheriff's Department has limited legal scope within which pretrial release options can be implemented. To accomplish a comprehensive pretrial intervention program, the Judiciary must assume the lead role and either manage the programs or assign this responsibility to another agency.

The implementation of intensive supervised released programs following adjudication also requires the Judiciary's approval, but with such, the Sheriff's Department has much broader latitude in the implementation of various types of monitored and supervised release programs.

The key is in the commitment of the Board of Supervisors in funding the supervision of those offenders released. Without an initial and continuing commitment to a comprehensive program of alternatives, the new bedspaces created through any of the three options will fill more quickly than the projections predict. Therefore, regardless of the magnitude of the capital plan, a continuing funding of programs that help manage the future growth will be essential to the success of any of these options.

Option C of the Jail Capital Needs depends upon the implementation of alternative pretrial and sentenced programs that will defer at least 500 would-be-incarcerants from the jail and assign them to one of several pre-trial or sentenced programs that will be discussed below. Regardless, however, of which option is ultimately chosen by the County, alternative programs will be necessary. The only unresolved issue is how many.

In the Table 3-12, the potential number of “candidates” for participation in various types of alternative programs has been suggested. This potential of approximately 1000 by 2007 is not based so much upon a scientific study of inmate profile as a target that the County could adopt based upon the experience of other jurisdictions.

Table 3-12  
Projected Impact of Alternative Programs on Future Jail Population

Breakdown by Type	Adjusted 1998	2002	2007	2012	2017
Projected ADP from Revised 1998 Base	3,041	3,258	3,534	3,824	4,136
Initial # Pre-Trial (78% of ADP)	2372	2541	2756	2983	3226
Revised ADP (Pre-trial ADP / .6)	3953	4235	4594	4971	5377
<b>ADP under supervision w/40:60 Split</b>					
Pre-Trial	2372	2541	2756	2983	3226
Sentenced	1581	1694	1837	1988	2151
<b>Alternative Supervision (25%)</b>					
Pre-Trial	593	635	689	746	807
Sentenced	395	423	459	497	538
<b>Incarcerated Population (75%)</b>					
Pre-Trial	1779	1906	2067	2237	2420
Sentenced	1186	1270	1378	1491	1613

With these target figures, the following paragraphs define the various types of programs that should be considered as the County develops methods of managing the future growth.

### Potential Adult Pre-Trial Programs

The implementation of any of the following programs will require the sanction of the Judiciary and the initial and continuous funding from the County Supervisors.

- 1) **Adult Drug Court (Deferred Entry Of Judgement)**- This program places defendants who are appropriate candidates on a minimum of 18 months of supervision supplemented by drug testing, Drug Court reviews, and referrals to and participation in approved treatment programs. Probation Officers supervising this program assist the Court in residential treatment placements, monitoring, and program completion ceremonies.

Presently, this program takes on a caseload of 2,400 individuals at any given time. Participants take drug tests about twice a week, for which they are charged \$7.50 each to pay for the cost of the program. Following six months of regular testing, participants may be monitored for 12 months, depending on judges' orders.

- 2) **Non-Custody Treatment Counseling**- Individuals participate in monitored counseling sessions that are intended for treatment purposes. These counseling programs are tailored to the participant's needs and thus vary in length, frequency and focus depending on individual circumstances. This could be incorporated with an Adult Reporting Center in the future.
- 3) **Pre-Trial Electronic Monitoring (EM)**- This program currently exists for sentenced adults, but not for those in pre-trial status. However, it could potentially free up a large amount of pre-trial jail beds. A bracelet would be fitted around the ankle of the individual and a perimeter established of which they would adhere to 24 hours a day. Armed officers would monitor the pre-trial individuals, enforce the conditions set forth by the Court and ensure payment of the monitoring device fees.

Participants on Pre-Trial EM could also be required to participate in other programs, some of which could be at the Adult Reporting Center, in order to maximize effectiveness. These programs could include an Alcoholics Anonymous, drug testing and employment assistance.

### **Potential Adult Sentenced Programs**

Greater latitude exists for the implementation of the following programs for sentenced offenders. However, the initial and continuous funding by the County will be essential if these programs are to become more than a “net-widening” scheme.

- 1) **Adult Offender Work Program** – This program places adults who are sentenced to 90 days or less in jail on non-custody work assignments with participating community and government agencies. Assigned officers are responsible for the evaluation and review of offenders to determine their suitability for this program, supervising the offenders with respect to program rules and regulations, and the forwarding of commitment orders to the County Jail for those individuals who do not comply.

This is a very successful program that should be expanded for several reasons. First and foremost the program is financially self-sufficient due to the revenue made from the money that offenders must pay to participate in the program. During the '97-'98 fiscal year, over \$290,000 was collected from this program. 70 percent of the work is done on weekends, with the average participant working 14 days. The program is currently limited to 280 participants a month, many of whom have been sentenced for drug or alcohol offenses. With more staff, the program could be expanded and further reduce the jail bed needs.

- 2) **Work Furlough/Electronic Monitoring** – This is another alternative to custody program in which the Work Furlough/Electronic Monitoring Unit supervises all levels of. An ankle bracelet is fitted around the ankle of the probationer and strict rules are established in which the probationer must adhere to 24 hours a day. Armed officers also enforce the probation conditions set forth by the Court and ensure payment of biweekly fees. This program is self-supporting as a result of a sliding pay scale that probationers pay to use the monitoring device. The scale ranges from \$90 a month for individuals with little or no income to \$450 a month for individuals with high incomes.

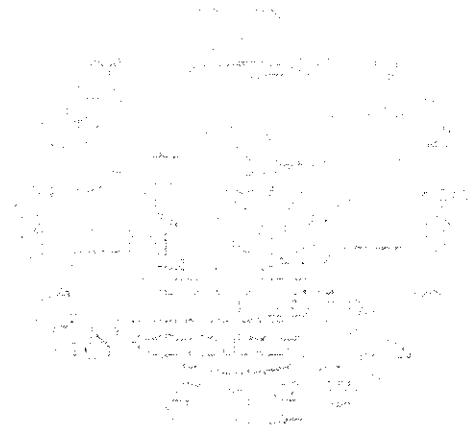
Currently there are on average 70 adults that are on this program on any given day. Those numbers should be increased to reduce jail beds because the program is self-supporting due to the fees that probationers pay for the monitoring devices. Productive work is also being accomplished with Work Furlough that can benefit the community. This program can also be used in conjunction with counseling services and other rehabilitation programs in order to reduce the rate of recidivism.

- 3) **Intensive Supervision (coupled with other programs)** – Supervision (Probation) is the overall umbrella under which the individual alternative to incarceration programs fall. The level of monitoring by Probation Officers ranges from intense to rare depending on the case in question and the Probationer. For Intensive Supervision, Probationers must follow strictly enforced conditions and meet with their Probation Officer twice a week. Currently, this program is grant-funded, facilitating caseloads of 30 at any given time.

With only 90 Intensive Supervision Probationers slated for the '99-'00 fiscal year, this program can be expanded to free up additional jail beds. Along with Intensive Supervision should be other programs matched with each individual based on his or her needs. The gamut of programs should include Day Reporting, Community Service, vocational education, and social services.

---

# Chapter 4



# Juvenile

---

## JUVENILE DETENTION POPULATION FORECASTS AND BEDSPACE PROJECTIONS

Similar to the jail forecasting overview, historical information on juvenile detention is applied to various forecasting scenarios to project future juvenile detention population. This information includes admissions, average length of stay (ALOS), and average daily population (ADP), as well as general County population and the at-risk element of the County population.

Based on the county goals of detaining more youth within the county, the historical juvenile detention information also needed to be adjusted to reflect "cited" releases and certain categories of California Youth Authority (CYA) commitments. Fresno County has three facilities for youthful offenders: Juvenile Hall for pre-adjudicated youth and Wakefield and Elkhorn for post-adjudicated youth. A percentage of youth committed to CYA fall into categories that Fresno County would prefer to house locally if space were available. That number was approximately 20 in FY 96-97 but rose sharply to 90 in FY 97-98. For forecasting purposes, the projected number of CYA youth that could be housed locally was limited to 75 since projections of CYA commitments were not available.

Five forecast models were developed to predict juvenile commitments in Fresno County. Three models were based on ADP with differing influences such as an increase in ALOS and the Incarceration Rate. Two linear regression models were used, one that included ADP over the 1990 to 1997 timeframe, the other modified to 1993 to 1997 ADP which was a larger percentage increase than from 1990. The models were based on admissions.

Table 4-1  
Fresno County Juvenile Hall Adjusted ADP Forecast

ADP Projection Models	Forecast Years			
	2002	2007	2012	2017
<b>Model A - Average Number Increase</b> Average Number Increase per Year = 17 ADP Desired Base 1997 = 338	423	508	593	678
<b>Model B - Linear Regression</b> Linear Regression Analysis - ADP Data 1990-97, R <sup>2</sup> value = 0.67	377	443	508	574
<b>Model C - Linear Regression</b> Linear Regression Analysis - ADP Data 1993-97, R <sup>2</sup> value = 0.99	466	601	737	872
<b>Model D - Admissions and ALOS Based</b> Projected ADP	331	442	555	591
Projected Admissions	5,894	6,325	6,756	7,187
Projected ALOS - Avg. Increase of 1 day per year capped at 30 days	20	25	30	30
<b>Model E - Admissions Rate Based</b> Projected ADP Adjusted Incarceration Rate - 10 Year Average = 2.81	330	384	443	509
<b>FORECAST - AVERAGE ALL MODELS</b>	<b>385</b>	<b>475</b>	<b>567</b>	<b>645</b>
<b>FORECAST - AVERAGE ALL MODELS + 12% Peaking Factor</b>	<b>432</b>	<b>533</b>	<b>635</b>	<b>722</b>

Note: Historical Data Used: 1990 - 1997.

The recommended forecast for pre-adjudicated youth in Fresno County is an average of all five models, or an ADP of 385 in 2002 increasing to 645 in 2017. This is a 4.5 percent increase per year compared to a 4.8 percent increase per year from 1990 to 1997. Finally a 12 percent peaking and classification factor is added to the forecast ADP to account for times when the population exceeds the monthly average and accommodate required separations. This results in an estimated need for 432 pre-adjudicated beds in 2002 and 722 beds in 2017.

For the post-adjudicated youth, the California average of 56 percent pre- and 44 percent post-adjudicated youth was applied to the projected pre-adjudicated beds. These results in a post adjudicated bed need of 339 in 2002

and 567 beds in 2017. Also, the estimated 75 youth from CYA are added to these numbers to project the total youth beds in Fresno County (846 in 2002 to 1,365 beds in 2017).

Table 4-2  
Detained Juveniles 2002-2017

	Current	Estimated Current	2002	2007	2012	2017
Bedspace Needs - Juvenile Hall (using new pop data)	230	338	432	533	635	722
ADP Wakefield and Elkhorn (44% of JH/.56)	153	266	339	419	499	567
<b>Total Detained Juveniles held in Fresno County</b>	<b>383</b>	<b>604</b>	<b>771</b>	<b>952</b>	<b>1,134</b>	<b>1,289</b>
CYA Youth (classes 5, 6, and 7)	20	90	75	75	75	75
Estimated Total Adjudicated Youth from Fresno	173	356	414	494	574	642
<b>Estimated Total Detained Youth (pre and post)</b>	<b>403</b>	<b>694</b>	<b>846</b>	<b>1,027</b>	<b>1,209</b>	<b>1,364</b>

Between 1987 and 1997, the male-female split of juvenile admissions in Fresno County has averaged 83 percent male and 17 percent female (see Chart 4-1 below). These percentages are applied to the pre- and post adjudicated forecast numbers to define the number of male and female beds.

Chart 4-1  
Male/Female Mix of Juvenile Admissions

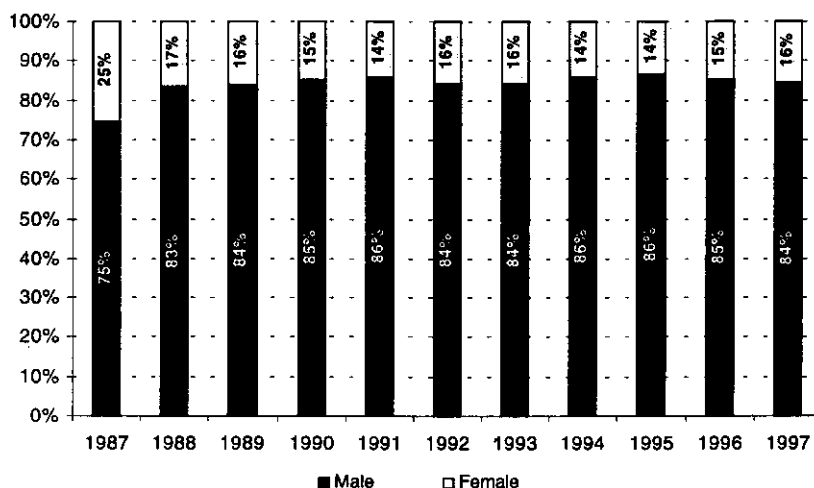


Table 4-3  
Pre and Post Adjudication Juveniles 2002-2017

	Current	Estimated Current	2002	2007	2012	2017
<b>Pre-Adjudicated</b>						
Males (83%)	191	281	359	442	527	599
Females (17%)	39	57	73	91	108	123
<b>Post-Adjudicated</b>						
Males (83%)	144	295	344	410	476	533
Females (17%)	29	60	70	84	98	109

## JUVENILE SYSTEM DEVELOPMENT OPTIONS

There are an infinite number of variables affecting the future of Fresno County's Juvenile Justice System. These variables include the following:

- Crime rates
- Policies, laws, and standards
- Availability of alternatives to in-custody placement
- Requirements and decisions regarding who is incarcerated
- Litigation
- Operational costs
- Impacts on space needs
- Capability of existing buildings to support a portion of space needs
- Costs of renovation and construction
- Availability of funds for construction and operations
- Competing demands for limited funds and county priorities
- Relative success and failure of options for pre- and post-adjudicated youth
- Knowledge about such successes and failures

The focus of this section is on building-related options for Fresno County's justice system. These building-related options are based on several major factors:

- Bed need projections
- Space needs for all juvenile justice elements
  - Juvenile Court – Delinquency Court only, as it is assumed that Dependency courts will remain in the building that was recently renovated for this purpose
  - Juvenile Court Administration
  - Juvenile Probation
  - Juvenile Detention – Pre-adjudication
  - Juvenile Placement – Post-adjudication
  - Juvenile Division of the District Attorney
  - Juvenile Division of the Public Defender
- Use of existing buildings and sites
- Alternatives to in-custody placement and their impact on bed needs and space needs

## Overview of the Options

Three building and site-related options are presented herein, and each has two sub-options. The options are:

Option A     Locate All Post-Adjudicated Beds At Elkhorn; Build A New Juvenile Hall At 10th Street & Accommodate All Other Functions In Renovated & New Buildings At 10<sup>th</sup> Street

Option B     Keep & Expand Buildings At 10th Street & Elkhorn

Option C     All Juvenile Beds & Courts at Elkhorn, With Probation Offices At 10th Street

Each of the Options A, B and C have two sub-options that are related to the use of alternatives that impact bed needs.

- **Options A-NC, B-NC, and C-NC** are based on population projections and bed needs analyses assuming that there are no major changes in the use of alternatives, with "NC" meaning "no change."



- Options A-WC, B-WC, and C-WC are based on the objective to reduce bed needs by 12.5 percent as a result of a greater use of existing alternatives and additional alternatives.

Option A-NC is identical to Option A-WC except that the WC sub-option has 12.5% fewer beds and more youth in alternative programs. Both A-NC and A-WC are the same regarding the locations of major functions, such as Juvenile Hall, and the use of existing buildings. Similarly, the only significant differences between B-NC and B-WC are the number of beds, and the degree in which alternatives are used. The same is true with C-NC and C-WC.

Table 4-4 summarizes the differences among the six options.

Table 4-4  
The Juvenile Options - Summary

Characteristics	Juvenile Options					
	A - NC	A - WC	B - NC	B - WC	C - NC	C - WC
Uses Alternatives Based on Current Levels	✓		✓		✓	
Greatly Increases Use of Alternatives		✓		✓		✓ -
Number of Pre-Adj. Beds in 2007	532	466	532	466	532	466
Number of Post-Adj. Beds in 2007	494	432	494	432	494	432
Total Bed Needs in 2007	1,026	898	1,026	898	1,026	898
Uses Existing Juvenile Hall			✓	✓		
Uses Existing Boot Camp	✓	✓	✓	✓	✓	✓
All Post-Adjudicated at Elkhorn	✓	✓	✓	✓	✓	✓
All Pre-Adjudicated at Elkhorn					✓	✓
All Pre-Adjudicated at 10th Street	✓	✓	✓	✓		
Courts at 10th Street	✓	✓	✓	✓		
Courts at Elkhorn					✓	✓
Juv. DA and PD at 10th Street	✓	✓	✓	✓		
Juv. DA and PD at Elkhorn					✓	✓
Juvenile Probation at 10th Street	✓	✓	✓	✓	✓	✓

### Population Projection & Bed Needs

Tables 4-5 & 4-6, on the following page, show the population projections and bed needs for pre- and post-adjudicated youth in Fresno County over the next 20 years. The first table is based on the current justice system trends and practices, including the present use of alternatives to incarceration. The second table differs from the first in that it is based on the objective to reduce bed needs by percent by increasing the use of the most effective alternatives.

Table 4-5  
Projection & Bed Needs *without* Changes in Programs

YEAR	AVERAGE DAILY POPULATION			BED NEEDS <sup>1</sup>		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153	383	-	-	-
1998 – Est. Need	338	356	694	379	356	735
2002	385	414	799	431	414	845
2007	475	494	969	532	494	1,026
2012	567	574	1,141	635	574	1,209
2017	645	642	1,287	722	642	1,364

1) Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peak in the populations.

To reduce the number of beds that are needed for pre- and post-adjudicated youth, Fresno County could expand non-custody alternatives to a greater level. Table 4-6 below, shows how many beds would be needed if the County supplemented alternatives to the extent that the ADP and Bed Needs would be reduced by 12.5 percent.

Table 4-6  
Projections & Bed Needs *with* Changes in Programs

YEAR	AVERAGE DAILY POPULATION			BED NEEDS <sup>1</sup>		
	Pre Adjudication	Post Adjudication	Total	Pre Adjudication	Post Adjudication	Total
1998 – Actual	230	153 (2)	383	-	-	-
1998 – Est. Need	296	312	607	331	312	643
2002	337	362	699	377	362	740
2007	416	432	848	466	432	898
2012	496	502	998	556	502	1,058
2017	564	562	1,126	632	562	1,194

1) Bed Needs = Projected Average Daily Population X 1.12 for the Pre-Adjudication population. The bed needs for Post-Adjudicated youth does not include a peaking and classification factor. It is less necessary for Post-Adjudicated as there are other placement options. The 12% is a peaking and classification factor. The purpose is to help ensure that there are adequate beds to classify people properly and place them in appropriate housing units, and to be able to accommodate most peak in the populations.

### Options for Fresno County Juvenile Justice Facilities

Option A-NC: Locate all post-adjudicated beds at Elkhorn; build a new juvenile hall at 10th Street and accommodate all other functions in renovated & new buildings at 10th street *without* changes that would reduce bed needs

Table 4-7  
Option A – No Change

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	379	356	735	260	125	0	0	0	0	0
2002	431	414	845	0	200	0	7	431	104	104
2007	532	494	1,026	0	200	0	47	532	124	124
2012	635	574	1,209	0	200	0	87	635	144	144
2017	722	642	1,364	0	200	0	121	722	161	161

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at 10th Street.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option B - NC: Keep & Expand Buildings At 10th Street & Elkhorn without Changes That Would Reduce Bed Needs**

Table 4-8  
Option B – No Change

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	379	356	735	260	125	0	0	0	0	0
2002	431	414	845	260	200	171	7	0	104	104
2007	532	494	1,026	260	200	272	47	0	124	124
2012	635	574	1,209	260	200	375	87	0	144	144
2017	722	642	1,364	260	200	462	121	0	161	161

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females who have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] In this option, 10th Street's Juvenile Hall/Wakefield would be expanded to accommodate all Pre-Adjudicated youth.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option C - NC:** All Juvenile Beds & Courts at Elkhorn, with Probation Offices at 10th Street *without* changes that would reduce bed needs

Table 4-9  
Option C – No Change

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	379	356	735	260	125	0	0	379	0	0
2002	431	414	845	0	200	0	7	431	104	104
2007	532	494	1,026	0	200	0	47	532	124	124
2012	635	574	1,209	0	200	0	87	635	144	144
2017	722	642	1,364	0	200	0	121	722	161	161

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at Elkhorn.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option A-WC** Locate All Post-Adjudicated Beds at Elkhorn; Build A New Juvenile Hall at 10th Street & Accommodate All Other Functions in Renovated & New Buildings at 10th Street *with* Changes That Would Reduce Bed Needs

Table 4-10  
Option A – With Changes

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	331	312	643	260	125	0	0	0	0	0
2002	377	362	740	0	200	0	-19	377	91	91
2007	466	432	898	0	200	0	16	466	108	108
2012	556	502	1,058	0	200	0	51	556	126	126
2017	632	562	1,194	0	200	0	81	632	140	140

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at 10th Street.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Option B-WC** Keep & Expand Buildings At 10th Street & Elkhorn with Changes That Would Reduce Bed NeedsTable 4-11  
Option B – With Changes

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	331	312	643	260	125	0	0	0	0	0
2002	377	362	740	260	200	117	-19	0	91	91
2007	466	432	898	260	200	206	16	0	108	108
2012	556	502	1,058	260	200	296	51	0	126	126
2017	632	562	1,194	260	200	372	81	0	140	140

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females who have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] In this option, 10th Street's Juvenile Hall/Wakefield would be expanded to accommodate all Pre-Adjudicated youth.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**Options C-WC** All Juvenile Beds & Courts at Elkhorn, With Probation Offices At 10th Street with Changes That Would Reduce Bed NeedsTable 4-12  
Option C – With Changes

YEAR	BED NEED			BED PLAN						
	Pre Adjudication	Post Adjudication	Total	EXISTING		EXPANSION		NEW FACILITIES		
				Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall Wakefield	Boot Camp [1]	Juvenile Hall [2]	Post Adjudication [3]	
									CYA Type [4]	Minimum [5]
1998	331	312	643	260	125	0	0	0	331	0
2002	377	362	740	0	200	0	-19	377	91	91
2007	466	432	898	0	200	0	16	466	108	108
2012	556	502	1,058	0	200	0	51	556	126	126
2017	632	562	1,194	0	200	0	81	632	140	140

[1] Of the Post-Adjudicated bed needs, approximately 50 percent should be in Bootcamp type upper minimum/lower medium security facilities such as the existing Elkhorn Bootcamp. Programs are geared for 14 to 18-year-old males and females that have committed property offenses. The existing capacity of the Elkhorn Boot Camp is shown as 180 (four dorms at 45 each), although at the time of this report, the renovation of all four dorms was not complete. Title 24 does have a 30-bed limit on capacities of dormitories, but this does not apply to camps.

[2] Juvenile Hall for Pre-Adjudicated youth. In this option, this would be one large replacement facility at Elkhorn.

[3] In this option, all Post-Adjudicated youth would be at Elkhorn.

[4] This Post-Adjudicated program would be for chronic property offenders who currently go to CYA (5's, 6's, 7's). The Average Length of Stay would be approximately 15 months. About 25 percent of the Post-Adjudicated population would be in this placement.

[5] This Post-Adjudicated program would be for boys and girls 12 to 14 years old who are awaiting Placement, changes in Placement, short time time-out, or low security treatment and placement. Length of stay would range from a few days to 6 months.

**SPACE REQUIREMENTS FOR THE JUVENILE OPTIONS**

The options for the Juvenile Justice system have differences that impact space, but also similarities. The constants shared by all options are as follows:

- The same number of Juvenile Courts
- The same number of court service staff
- The same number of Juvenile Probation staff in non-custody functions, except for those in the few programs that are part of the bed needs reduction model
- The same number of staff in the Juvenile Divisions of the District Attorney and Public Defender

Because the options provide varying amount of beds and some use existing facilities more than others, some space requirements vary. The major variations are:

- The size of the facilities for pre- and post-adjudicated youth
- Space requirements for alternative programs for youth

Table 4-13, on the following page, displays the initial space assumptions and estimates for the year 2007 for all options.

Table 4-13  
Space Assumptions & Estimates for the Juvenile Options for 2007

Assumptions	Juvenile Options					
	A - NC	A - WC	B - NC	B - WC	C - NC	C - WC
<b>Juvenile Courts<sup>1</sup></b>						
Number of Delinquency Courts	3	3	3	3	3	3
Space Per Court	5,500	5,500	5,500	5,500	5,500	5,500
Total Estimated Space	27,500	27,500	27,500	27,500	27,500	27,500
Total Estimated Space – New	27,500	27,500	27,500	27,500	27,500	27,500
Total Estimated Space – Renovated	0	0	0	0	0	0
<b>Juvenile Court Services/Administration<sup>1,2,7</sup></b>						
Number of Staff	45	45	45	45	45	45
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	11,250	11,250	11,250	11,250	11,250	11,250
Total Estimated Space – New	0	0	0	0	6,750	6,750
Total Estimated Space – Renovated	11,250	11,250	11,250	11,250	0	0
<b>Juvenile District Attorney<sup>1,3</sup></b>						
Number of Staff	40	40	40	40	40	40
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	10,000	10,000	10,000	10,000	10,000	10,000
Total Estimated Space – New	10,000	10,000	10,000	10,000	10,000	10,000
Total Estimated Space – Renovated	0	0	0	0	0	0
<b>Juvenile Public Defender &amp; Contract Attorneys<sup>1,4</sup></b>						
Number of Staff	30	30	30	30	30	30
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	7,500	7,500	7,500	7,500	7,500	7,500
Total Estimated Space – New	7,500	7,500	7,500	7,500	7,500	7,500
Total Estimated Space – Renovated	0	0	0	0	0	0
<b>Juvenile Probation – Court Support<sup>1,5</sup></b>						

Assumptions	Juvenile Options					
	A - NC	A - WC	B - NC	B - WC	C - NC	C - WC
Number of Staff	35	35	35	35	35	35
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	8,750	8,750	8,750	8,750	8,750	8,750
Total Estimated Space - New	8,750	8,750	8,750	8,750	8,750	8,750
Total Estimated Space - Renovated	0	0	0	0	0	0
<b>Juvenile Probation - Field Services <sup>1,6,8</sup></b>						
Number of Staff	185	185	185	185	185	185
Space Per Staff	250	250	250	250	250	250
Total Estimated Space	46,250	46,250	46,250	46,250	46,250	46,250
Total Estimated Space - New	27,250	27,250	27,250	27,250	27,250	27,250
Total Estimated Space - Renovated	19,000	19,000	19,000	19,000	19,000	19,000
<b>Juvenile Day Treatment</b>						
Number of Youth (at a time)		120		120		120
Space Per Youth		200		200		200
Total Estimated Space		24,000		24,000		24,000
Total Estimated Space - New		24,000		24,000		24,000
Total Estimated Space - Renovated		0		0		0
<b>Pre-Adjudicated Detention <sup>9</sup></b>						
Number of Beds -- New	532	466	272	206	532	466
Space Per Bed	500	500	500	500	500	500
Total Estimated Space -- New	266,000	233,000	136,000	103,000	266,000	233,000
Total Estimated Space - Renovated	0	0	77,033	77,033	0	0
<b>Post-Adjudicated In-Custody Treatment</b>						
Number of Beds -- New	295	232	295	232	295	232
Space Per Bed	600	600	600	600	600	600
Total Estimated Space -- New	177,000	139,200	177,000	139,200	177,000	139,200
Total Estimated Space - Renovated	0	0	0	0	0	0
<b>TOTAL ESTIMATED SPACE -- NEW</b>	<b>524,000</b>	<b>477,200</b>	<b>394,000</b>	<b>347,200</b>	<b>535,250</b>	<b>488,450</b>
<b>TOTAL EST. SPACE - RENOVATED</b>	<b>30,250</b>	<b>30,250</b>	<b>107,283</b>	<b>107,283</b>	<b>19,000</b>	<b>19,000</b>
<b>TOTAL EST. NEW &amp; RENOVATED SPACE</b>	<b>554,250</b>	<b>507,450</b>	<b>501,283</b>	<b>454,483</b>	<b>554,250</b>	<b>507,450</b>

1) Note that the current projections indicate that 4.1 Juvenile Delinquency courts will be needed by the year 2007, and 4.8 will be needed by the year 2017. It is suggested that 5 courts be built at the same time, one of which could be unfinished until needed. All court and court-related staff will also not be needed initially, but offices and other work areas should be provided. Building the space for all 5 courts and related support and office space initially will minimize operational inefficiencies later.

Also note that all of these numbers EXCLUDE Dependency Courts. In the newly renovated Dependency Courts building, there would be additional staff from Court services, probation, District Attorney, Public Defender, Contract Attorneys.

2) Staff numbers are based on recommended ratios related to the number of courts. For Court Services, 9 Court Services staff per court, so 45 Juvenile District Attorney staff.

3) Staff numbers are based on recommended ratios related to the number of courts. For the District Attorney (prosecutorial), 8 staff per court, so 40 Juvenile District Attorney staff.

4) In addition to Public Defenders, Contract Attorneys are used when there are conflicts of interest. The numbers here for Public Defenders include Contract Attorneys. It is assumed that there will be a ratio of 6 Public Defenders and Contract Attorneys per court, with a total of 30 positions.

5) Staff numbers are based on recommended ratios related to the number of courts. For Juvenile Court Support portion of probation, 7 staff per court, so 35 Juvenile probation court Support staff.

6) Staff numbers are based on recommended ratios related to the number of courts. For Juvenile Field Services portion of probation, 37 staff per court, so 185 Juvenile Probation Field Services staff.

7) With the four options that keep courts at the existing 10<sup>th</sup> Street site but in a new building, the existing Juvenile Courts building would be renovated and used for Court Support.

8) All options keep Juvenile Probation in its current building on 10<sup>th</sup> Street and expand this building. The existing building would undergo a minor renovation.

9) In the two options that keep the existing Juvenile Hall and expand it, a major renovation would be needed.

**CONCEPTUAL COST ESTIMATES**

For planning and budgeting purposes, conceptual cost estimates were developed.. These were by building type, as follows:

Table 4-14  
Cost Assumptions

Component/Building Type	Cost per Sq. Ft.	
	construction only	total project costs
Juvenile Detention (pre-adjudication), new construction	\$ 185	\$ 222
Juvenile Detention (pre-adjudication), renovation	\$ 90	\$ 108
Juvenile Treatment (post-adjudication), new construction	\$ 165	\$ 198
Juvenile Courts	\$ 185	\$ 222
Major Renovation of Courts/Offices for Offices	\$ 65	\$ 78
Minor Renovation of Offices	\$ 30	\$ 36
Offices, Classrooms	\$ 125	\$ 150

Total project costs include fees, site development, and furnishing, fixtures and equipment

Table 4-15  
Cost Estimates for Juvenile Justice Components

Component/Building Type Space & Costs	Juvenile Options					
	A-NC	A-WC	B-NC	B-WC	C-NC	C-WC
<b>Juvenile Courts</b>						
Estimated Square Feet	27,500	27,500	27,500	27,500	27,500	27,500
Construction Cost/Square Foot	\$ 185	\$ 185	\$ 185	\$ 185	\$ 185	\$ 185
Total Estimated Construction Cost	5,087,500	5,087,500	5,087,500	5,087,500	5,087,500	5,087,500
Total Estimated Project Cost	6,105,000	6,105,000	6,105,000	6,105,000	6,105,000	6,105,000
<b>Juvenile Court Services/Administration</b>						
Estimated Square Feet	11,250	11,250	11,250	11,250	11,250	11,250
Construction/Renovation Cost/Square Foot	\$ 65	\$ 65	\$ 65	\$ 65	\$ 125	\$ 125
Total Estimated Construction Cost	731,250	731,250	731,250	731,250	1,406,250	1,406,250
Total Estimated Project Cost	877,500	877,500	877,500	877,500	1,687,500	1,687,500
<b>Juvenile District Attorney</b>						
Estimated Square Feet	10,000	10,000	10,000	10,000	10,000	10,000
Construction Cost/Square Foot	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000
Total Estimated Project Cost	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000
<b>Juvenile Public Defender &amp; Contract Attorneys</b>						
Estimated Square Feet	7,500	7,500	7,500	7,500	7,500	7,500
Construction Cost/Square Foot	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost	937,500	937,500	937,500	937,500	937,500	937,500
Total Estimated Project Cost	1,125,000	1,125,000	1,125,000	1,125,000	1,125,000	1,125,000
<b>Juvenile Probation -- Court Support</b>						
Estimated Square Feet	8,750	8,750	8,750	8,750	8,750	8,750
Construction Cost/Square Foot	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost	1,093,750	1,093,750	1,093,750	1,093,750	1,093,750	1,093,750
Total Estimated Project Cost	1,312,500	1,312,500	1,312,500	1,312,500	1,312,500	1,312,500

Continued...



<b>Juvenile Probation -- Field Services</b>						
Estimated Square Feet -- New	27,250	27,250	27,250	27,250	27,250	27,250
Construction Cost/Square Foot -- New	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125	\$ 125
Total Estimated Construction Cost - New	3,406,250	3,406,250	3,406,250	3,406,250	3,406,250	3,406,250
Estimated Square Feet -- Renovated	19,000	19,000	19,000	19,000	19,000	19,000
Construction Cost/Square Foot -- Renovated	\$ 30	\$ 30	\$ 30	\$ 30	\$ 30	\$ 30
Total Estimated Construction Cost -- Renovated	\$ 570,000	\$ 570,000	\$ 570,000	\$ 570,000	\$ 570,000	\$ 570,000
Total Estimated Construction Cost	3,976,250	3,976,250	3,976,250	3,976,250	3,976,250	3,976,250
Total Estimated Project Cost	4,771,500	4,771,500	4,771,500	4,771,500	4,771,500	4,771,500
<b>Juvenile Day Treatment</b>						
Estimated Square Feet		24,000	-	24,000	-	24,000
Construction Cost/Square Foot	125	125	125	125	125	125
Total Estimated Construction Cost	-	3,000,000	-	3,000,000	-	3,000,000
Total Estimated Project Cost	-	3,600,000	-	3,600,000	-	3,600,000
<b>Pre-Adjudicated Detention -- New</b>						
Estimated Square Feet	266,000	233,000	136,000	103,000	266,000	233,000
Construction Cost/Square Foot	185	185	185	185	185	185
Total Estimated Construction Cost	49,210,000	43,105,000	25,160,000	19,055,000	49,210,000	43,105,000
Total Estimated Project Cost	59,052,000	51,726,000	30,192,000	22,866,000	59,052,000	51,726,000
<b>Pre-Adjudicated Detention -- Renov.</b>						
Estimated Square Feet	0	0	77,033	77,033	0	0
Construction Cost/Square Foot	90	90	90	90	90	90
Total Estimated Construction Cost	-	-	6,932,970	6,932,970	-	-
Total Estimated Project Cost	-	-	8,319,564	8,319,564	-	-
<b>Post-Adjudicated In-Custody</b>						
Estimated Square Feet	177,000	139,200	177,000	139,200	177,000	139,200
Construction Cost/Square Foot	165	165	165	165	165	165
Total Estimated Construction Cost	29,205,000	22,968,000	29,205,000	22,968,000	29,205,000	22,968,000
Total Estimated Project Cost	35,046,000	27,561,600	35,046,000	27,561,600	35,046,000	27,561,600

Table 4-16  
Cost Summaries

Options	Total Estimated Construction Cost	Total Estimated Project Cost
A - No Changes	\$ 91,491,250	\$ 109,789,500
A - With Changes	\$ 82,149,250	\$ 98,579,100
B - No Changes	\$ 74,374,220	\$ 89,249,064
B - With Changes	\$ 65,032,220	\$ 78,038,664
C - No Changes	\$ 92,166,250	\$ 110,599,500
C - With Changes	\$ 77,736,750	\$ 93,284,100

## RECOMMENDATIONS

### Recommendations on Facility Options

Option A - WC is recommended for the following reasons:

- Builds more beds and provides additional alternative programs, enhances the gamut of options for pre- and post-adjudicated youth, based on need and what works for them
- Replaces staff-inefficient, poorly laid out, deficient Juvenile Hall and Wakefield.
- Utilizes existing Juvenile Court building for offices rather than courts; building does not provide adequate separation of detained youth/staff/public, lacks secure holding, and is poorly configured for courts
- Collocates a new Juvenile Hall, Juvenile Courts, and Juvenile Divisions of Probation, the District Attorney, the Public Defender -- fostering operational efficiencies, safety, cooperation.
- Locates these functions at a place convenient to the public

- Maximizes the Elkhorn site for all post-adjudicated in-custody programs/facilities, with plenty of land remaining for adult facilities and shared services, which will further enhance efficiencies

### **Recommendations for Prevention and Alternative to Incarceration Programs**

There are several excellent reasons for Fresno County to put further emphasis on prevention and alternative to incarceration programs:

- To reduce bed needs and thereby
- To save operational and construction costs;
- To limit recidivism rates – if alternatives are more effective than incarceration, and, therefore
- To reduce crime levels, fear of crime, and the various costs of crime.

Whether or not the County chooses to reduce bed needs by increasing the use of alternatives has not been determined. In fact, many in the Fresno County Justice System believe alternatives are overused now because there are too few beds for both adults and juveniles. Their belief is that more people need to be incarcerated. The population projections do show a large increase in bed needs. What this section provides is a way to still add many more beds, but not quite as many as indicated by the base projections. This section presents recommendations on what changes the County should consider making to alternatives should it decide that it needs to reduce bed needs by approximately 12.5 percent from the base projections.

Studies throughout the country have concluded that the foundation for an effective prevention/alternative program is one that exhibits a strong community-based theme and deals with individual needs on a local level with participation by community members and leaders. Programs that incorporate this community emphasis have been proven to be far more effective for many than institutional programs. When institutional placement is needed, community after-care programs are essential for long-term success.

Other fundamental general elements of alternative programs that work are as follows:

- Programs with an emphasis on the needs of the individual through assessment and follow-up.
- Programs that help to restore public confidence in the justice system by holding individuals accountable for their own behaviors.
- Programs that are implemented as preventative measures for high-risk populations in order to make them more resilient to delinquency.
- Programs that act as immediate and decisive interventions for first-time offenders and provide timely consequences without introducing individuals deeper into the justice system.
- Programs that have a large family component in them and develop family-oriented services covering a broad spectrum from parenting classes to in-home service models.
- Programs that focus on developing basic academic, vocational, life skills and work-place competencies in juvenile and adult populations.
- Programs that include some degree of gender-specific curricula and cater to male or female related issues. These programs should also be sensitive to cultural, ethnic and socio-economic differences within the targeted population.

The goals of the prevention and alternative to incarceration programs should be as follows:

- First and foremost the County should limit the numbers of juveniles that come into contact with the Justice System. This can be done by making prevention programs and services accessible at a local level, and to target individuals early to reduce the risk of delinquency.

- Secondly, after program participation, individuals should leave the Justice System better prepared to be productive, law-abiding citizens in their respective communities.
- Other goals should include protecting the community, reducing the fear of crime along with reducing actual crimes and reducing the costs of crime to taxpayers, victims, society and families.

The alternative programs should offer a continuum that links programs together to allow participant movement between program levels and types based on needs and progress or regress in a treatment environment. The programs themselves should be small enough so that participants can receive individual attention and have specific needs addressed.

### **Recommended Juvenile Programs to Keep**

Fresno County currently has an array of alternative programs that may not necessarily be used to further reduce bed needs but should be, at a minimum, continued. These programs are:

#### ***Juvenile Pre-Adjudicated***

- Graffiti Abatement Program
- Multi-Disciplinary Assessment Team
- Youth Court

#### ***Juvenile Post-Adjudicated***

- Restorative Justice
- Victim Offender Reconciliation Program

See the "Description of Alternative Programs" section in Chapter 1 for additional information, including cost per participant, about these and other each existing programs.

### **Recommended Juvenile programs to Expand**

In order to make appropriate recommendations for Fresno County, the programs have been divided into two main categories with two subcategories in each. These are adult (pre-trial and sentenced) and juvenile (pre- and post-adjudicated) programs.

#### **Recommended Juvenile Pre-Adjudicated Programs to Expand**

- 1) K-6 Program (Kindergarten-Sixth Grade) – The purpose of this program is prevention by means of identifying children at risk of being removed from school or who have displayed inappropriate behavior and/or actions on the campus. The goal of the K-6 program is to identify and address environmental barriers to scholastic success through proactive intervention developed by a collaboration of Probation, Child Protection Services, and Mental Health agencies. An assigned Deputy Probation Officer helps to develop parental education and involvement, culturally sensitive and appropriate interventions and monitors school progress. Eventually, each youth that is involved has an individual case plan developed by the collaboration of agencies, the school and the parents.

This program has many of the elements that have proven to create successful results: individual assessment, family involvement, and early intervention on a local level. As a result, to reduce bed needs the numbers of participants should increase beyond the current projections.

- 2) Youth Accountability Board (YAB) With Treatment – This Board is made up of dedicated, adult community members who volunteer to hear and resolve cases involving first-time, low-risk youth offenders. Youth and their parents appear before the panel and allow the members to determine sanctions for the committed offenses. A contract is then signed by the youth and parents that may involve community service, restitution and/or drug or alcohol classes. The minor is required to complete the terms of the contract within six months with the help of a monitor's supervision. Upon successful completion, the youth's criminal offense record is eliminated. If the youth does not complete the program successfully, he or she is processed through the Juvenile Courts.

The YAB is successful by reducing the use of courts and court-related functions and staff, by "catching" some crime-prone youth early and helping them turn around, and in involving local communities and volunteers.

- 3) Electronic Monitoring (EM) – Juveniles are fitted with an electronic monitoring device, given perimeters and limitations and released in lieu of Juvenile Hall. This program is principally used if the youth does not present a threat if released back into society or due to overcrowding in Juvenile Hall.

Although not intended to serve as a rehabilitation program, increasing the participant in the Electronic Monitoring program can significantly reduce bed needs. Counseling programs and Day Reporting can be introduced as mandatory elements of EM to help reduce recidivism rates.

- 4) Day Reporting Center – The Day Reporting Center would primarily be used for Post-Adjudicated youth, but would also be geared for many Pre-Adjudicated youth. Although currently not provided in Fresno County, this program had been in place but was closed due to budgetary limitations.

The Day Reporting Center would be a multi-faceted and multi-disciplinary supervision and treatment option for juveniles who do not need in-custody placement at all, or following in-custody placement as an aftercare program.

This community-based Day Reporting Center would offer a full alternative educational setting; community service programs; employment skill training; group, individual and mental health counseling; mentoring; tutoring; substance abuse programs; victim empathy programs; recreational programs; life-skills education, and other programs that help some youth learn to lead productive, contributing lives.

The Day Reporting Center would utilize redirected staff, additional full-time and part-time staff members, and volunteers. Ideally, it would be at least partially funded by grant money.

Though early in its conceptual stages, the Fresno Juvenile Day Reporting Center should be medium-sized with an average daily population of approximately 100. Approximately two-thirds of those juveniles would be participating in the scholastic realm of the Center and one-third in the non-scholastic programs and services. The program (or continuum of programs) should be approximately 120 days in length, but this would vary based on need. Following the primary phase of the programs, many youth would remain in less intensive continuation programs. Still others would participate in the Center's programs as an aftercare component to in-custody placements. Case managers would track the progress of juveniles during the programs and after the completion date.

Initially, there would be one Center located convenient to the neighborhoods of many juvenile offenders. It must be easy to get to, so it should be accessible via public transportation. Ideally, additional Centers in other populous parts of Fresno County would be added. Each Center would vary based on the numbers of and characteristics of youth receiving supervision, programs, and services.

In order to determine how many program placements are needed to reduce bed needs for pre-adjudicated youth by 12.5 percent, the population projections and bed needs for this group should be reviewed.

Table 4-17  
Population Projections, Bed Needs &  
Target Reductions for Pre-Adjudicated Juveniles

Average Daily Population, Added Numbers In Alternative Programs & Bed Needs	Year			
	2002	2007	2012	2017
Post-Adjudicated Average Daily Population (ADP)	385	475	567	645
Post-Adjudicated Bed Needs (1)	431	532	635	722
Target 12.5% of Post-Adj. For Increased Programs	54	66	79	90
Total Bed Needs If Implement Increased Programs	377	466	556	632

(1) for classification and peaking, Bed Needs equals Average Daily Population times 1.12

The Table 4-17 above indicates that in order to reach the objective of reducing beds needs for pre-adjudicated juveniles by 12.5 percent, between 54 and 90 youth need to be diverted from detention. The lower number is of the year 2002, the higher for the year 2017.

The Table 4-18 below displays one means of obtaining this bed-reduction objective. Three programs would be expanded, and another, Day Reporting, would be resurrected. The third and fourth columns show the number of program participants per year based on current patterns and participation levels and the anticipated increase in delinquent populations. The fifth and sixth columns show an estimate of the number of participants needed to meet the 12.5 percent bed reduction goal.

Since the average length of participation in each of these programs is less than a year, the number of participants must be far greater than the desired reduction in bed needs. For example, if the average time on Electronic Monitoring is two months, it takes six youth on Electronic Monitoring during the course of one year to save one bed (12 months divided by two months). Similarly, if there are 30 youth on Day Reporting on average during a year, with an average length of participation of four months, then the total number of participants during a year would be 90 (12 months divided by four months, which is three, multiplied by 30 youth). The resulting saving in beds would be 30.

Table 4-18  
Recommendations & Estimated Impact of  
Recommendations for Programs for Pre-Adjudicated Youth

Program Name	Average Length Of Participation	Participants Per Year			
		Without Substantive Changes in Programs		With Intensified Programs to Reduce Bed Needs	
		2007	2117	2007	2017
K-6	Varies	160	197	210	250
YAB	Varies	230	283	300	360
EM	2-months	1,260	1,552	1,400	1,650
Day Reporting	4-months	Currently non-existent	Currently non-existent	90/year 30 at a time	150/year 50 at a time

### Recommended Juvenile Post-Adjudicated Programs

1. Day Reporting Center – See item 4 in last section. Day Reporting would primarily serve post-adjudicated youth. It would include a wide array of daytime, evening and weekend constructive programs.
2. Intensive Supervision (IS) (with participation in other programs) – Formal Juvenile Supervision (Probation) is an alternative to incarceration, which the goals are: the protection of the community through intervention directed modification, to protect the society, reduce crime and the fear of crime, reduce recidivism rates and victimization, produce more law abiding, constructive tax-payers, and reduce justice system costs. Intensive Supervision incorporates both community and office contacts.

It is intended primarily for youth such as gang members who need special attention while on probation but do not need to be kept in custody.

Intensive Juvenile Supervision combined with other alternatives to incarceration programs such as counseling, Day Treatment, after school tutoring, sports, vocational programs and community services can significantly reduce bed needs by channeling juveniles into non-custody alternatives that, ideally, are rehabilitative. This proposal calls for all youth on intensive supervision to participate in an after-school, weekend or evening program with individualized treatment plans based on assessed needs. Consequently, the Day Reporting Center will be actively used by this population.

- 3) Community Service Work Program (CSWP) (with participation in other programs) – CSWP is a custody alternative for minors either on formal or informal probation. Probation Officers monitor minors on this program at non-profit organization and government work sites. Tasks performed by minors range from one-time clean ups to ongoing site maintenance.

During the fiscal year of '97-'98 there were 3,939 minors placed in the 5-10 day CSWP program. Of this number, 2,333 were removed and 1,459 completed the program successfully. If the program were expanded and supplemented by other means of treatment operated out of the Day Treatment Center, it could significantly reduce the bed needs for future years.

Table 4-19  
Population Projections, Bed Needs  
& Target Reductions for Post-Adjudicated Juveniles

Average Daily Population, Added Numbers In Alternative Programs & Bed Needs	Year			
	2002	2007	2012	2017
Post-Adjudicated Average Daily Population (ADP)	414	494	574	642
Target 12.5% of Post-Adj. For Increased Programs	52	62	72	80
Total Bed Needs If Implement Increased Programs	362	432	502	562

The Table 4-19 above shows the number of post-adjudicated beds that need to be cut by increasing alternatives in order to meet the 12.5 percent reduction goal. The number ranges from 52 for the year 2002 to 80 for the year 2017.

Table 4-20, on the following page, displays recommended increases to two existing programs, and the re-establishments of Day Reporting in order to meet the bed need reduction objectives. The third and fourth columns show the number of program participants per year based on current patterns and participation levels, and the anticipated increase in delinquent populations. The fifth and sixth columns show an estimate of the number of participants needed to meet the 12.5 percent bed reduction goal.

As with the pre-adjudication programs, the number participants in alternative programs per year must be far greater than the desired bed reductions, because all of the programs are less than one year. For example, to reduce the number of post-adjudicated beds by 50, if the Day Reporting Center has an average length of four months, it would need to involve 50 youth at any given time, 150 per year.

Table 4-20  
Summary of Estimated Impact of Recommendations For Programs for Post-Adjudicated Youth

Program Name	Average Length Of Participation	Participants Per Year			
		Without Substantive Changes In Programs		With Increased Participation to Reduce Bed Needs	
		2007	2117	2007	2017
Day Reporting	4-months	Currently non-existent	Currently non-existent	150 / year 50 at a time	210 / year 70 at a time
Intensive Supervision	6-months	120	210	150	240
Community Service	10-days	5,066	6,240	6,000	7,000

---

# Chapter 5



# Courts

---

## OVERVIEW

Projection models are an attempt to mathematically explain the factors that influence the future of a real-world situation. No model can perfectly describe an ever-changing political system, especially one as complex as the Fresno County Court System. As a planning tool, however, projection models can effectively combine a broad number of key factors in order to project future needs.

Some key factors in the Fresno County Courts System include the shape of the county, demographic differences between regions, an anticipated slow population growth, geographic features that affect court locations, and passed legislation such as Proposition 220. Because of the complexities of the court system, these factors were divided and dealt with in three stages. The first was the population projection already described in Chapter 1 – System Performance. The second is the projection of filing categories by Court District and the grouping of court filings as one consolidated Superior/Municipal Court filing types. The third is a detailed regional filings and judicial officer/court projection by current court location and filing type. The following is a brief description of the logic and methodology used, followed by the County and regional projections.

## LOGIC AND METHODOLOGY

### Filings Projection

Future court needs are dependent on future filings, which are in turn dependent on population growth and demographics. The first step in determining future court needs within Fresno County after projecting future population involved projecting future filings. In developing the filings projections models, several issues were taken into account:

- Filings rates vary by region within the County,
- Filings rates vary by type of case,
- Population is projected to increase at varying rates throughout the County,
- With the passage of Proposition 220, municipal and superior courts were regarded as one Court.

In order to incorporate these issues into the mathematical model, filing projections were done both by county and by current court region. For the countywide model, each type of Superior and Municipal case filings was projected separately. The countywide model using the total County population presented in Chapter 1.

Proposition 220 was passed on June 2, 1998, by 64 percent of voters Statewide. Subsequently, judges in each county submitted their vote in an attempt to seek local agreement. Proposition 220 allows the superior and municipal court judges within a county to create a consolidated or single court. A stunning 50 out of California's total of 58 counties had voted to unify. The County of Fresno is one that also passed Proposition 220 and agreed to the unification of municipal and superior court.

As the next step in analyzing projected filings and future court needs Superior and Municipal filings data was combined according to the groupings listed in Chapter 1<sup>1</sup> to show current court activity by location and filing type, rather than by Superior and Municipal. For this projection, the model used the projected population of each court district as calculated in Chapter 1.

<sup>1</sup> *Criminal* (In-Custody and Out-of-Custody) include Felonies, Criminal Habeas Corpus, Non-Traffic Misdemeanor Group A & B, and Traffic Misdemeanor Groups C & D, *Civil & Small Claims* includes General Civil, Other Civil Complaints, Other Civil Petitions, Mental Health, Habeas Corpus, Non-Traffic Infractions, Civil, and Small Claims, *Family Law*, *Juvenile Delinquency*, *Juvenile Dependency*, and *Traffic* includes Traffic Infractions. Family Support filings were included under filings for Other Civil Complaints as reported in the Fresno County Courts Annual Report.



### **Projected Judicial Officers**

For planning purposes, one Full Time Equivalent (FTE) of a judicial officer must have one FTE of a courtroom in which to practice. Judicial officers were used as a substitute for courtrooms in this projection model. Historically, judges have each had their “own” courtroom. Some new court designs assume that judicial officers will share courtrooms. The premise behind shared courtrooms is greater efficiency of court use through elimination of gaps in scheduling. In a typical courthouse, for example, there is time while the judge is reading background materials, meeting with attorneys, or during hearings, when the courtroom itself is not needed. If analysis of court scheduling and case type revealed that 20% (0.2 Full Time Equivalent or FTE) of a judicial officer’s activity could take place in a conference room or hearing room and the other 80% (0.8 FTE) of activity legitimately required a courtroom, then a “scheduling” ratio can be calculated for courtroom sharing. Carrying the former example through to a space programming level can be done in this way: 0.8 FTE of courtroom x 5 judges = 4 courtrooms. Therefore, with the scheduling features above, for every five judicial officers, only four courtrooms would be needed.

An alternative to the Court Sharing model described above is for retired judges, referees, and other judicial officer equivalents to use existing courtrooms when necessary, working around the schedule of the judges who sit in those courts. This method, which is currently used in Fresno County, produces a similar ratio of courtrooms per Judicial Position Equivalent (JPE) for civil court activity. This ratio is reflected in the current use of 48 courtrooms to handle the activity of 54.3 JPE’s system wide, showing the benefits of informal courtroom sharing.

The decision of whether or not to implement a court-sharing model must take place at a detailed programming phase in the planning process, after careful analysis of court scheduling and potential efficiency gains are examined. For purposes of projecting space needs, it was assumed that each full-time equivalent of a judge needs a full-time equivalent of a courtroom in which to practice. Eventually, “Retired Judges” may not need a courtroom of their own in which to practice, but for purposes of projecting future space needs based on caseload (filings: FTE), they were counted as part of the County’s judicial officers.

To estimate future space needs, filings projections were used to project judicial officers (courtrooms) for the existing court regions. As requested by the County, filing projections and judicial officers/courtrooms were projected for the entire County, and by filing type within each existing court region.

### **Historical Data Used for Projections and Sources**

As a basis for the filing projections, historical data was collected from the Courts Administration Office. Superior and Municipal court data from 1990 to 1997 was aggregated by filing type, court location, and year. This data was compiled from hard copy annual reports published by the Fresno County Courts Administration, annual summaries, and more recent data recorded in data files. Although State statistical reports were available, these reports offered only countywide aggregated data, and did not provide the level of regional court specificity required for this analysis. These reports were used to compare the totals aggregated by the Consultant Team. There were, however, some minor differences as the County filings data is based on a calendar year, and the State reports are based on a fiscal year.

### **PROJECTED FILINGS AND JUDICIAL OFFICERS**

To get an idea of the magnitude of future court activity in Fresno County, judicial officer/court needs were projected for the whole County. Although a County-wide model does not take into account the geographical differences, court specialization, dark time, transportation time, or other key features, which must be considered in planning, the exercise provides a general guide/check for the regionalized projection models in the next section. It was anticipated that the County-wide model would produce numbers lower than those of the more detailed projection by court location and filing type, because of the inability of the County-wide model to account for the many unique features taken into account in the regional projection model.

## Filings

Five models were used to produce final County-wide filing projections. Below are descriptions of these five models.

- **MODEL I** projected future filings using a constant filings rate. The filings rate for each type of case was calculated as the ratio of filings per population (as presented in Chapter 1 – Description of Fresno Courts). Superior and Municipal Court filings were projected using historical data (1990 through 1997) and projected County population as presented in Chapter 1.
- **MODEL II** used a Linear Regression model on the filings rate for each type of Superior and Municipal case. The slope and intersect was calculated and filings were projected for the desired years.
- **MODEL III** took the eight year average percentage change in filings rate to project future filings rates. The filings rate for 1997 was used as the base year. The average percentage increase of filings to population for Superior Court was approximately 2%. Fresno and Central Valley Branch Courts showed a declining average percentage change from 1990 through 1997 with 3.6% and 2.6% respectively. Applying these percentages to the base year filings rate future rates were obtained for the different courts. And based on future population these projected filings rates were translated into future filings for each Superior and Branch Courts.
- **MODEL IV** applied a Linear Regression model to the historical filings. This model was similar to model II except this model is not linked to population in any way. This model simply follows the historical trend for each type of filing and projects it to the future.
- **MODEL V** projected filings using a methodology similar to Model III except this model is based on an annual percentage change in filings instead of filings rate. Again the historical trend is used as a basis for projecting filings and the model is not influenced in any way by the County's future population growth.

After careful review of all models, Model I was selected as the best in approximating future filings for the Fresno Superior and Branch Courts. Details of this projection method are included in the Appendix. The model is linked to population, which can ultimately dictate how many filings may be generated. Thus Model I was selected as the methodology for estimating future filings by individual court location.

This model incorporated a great deal of detail related to population, filing types, and existing court regions. With increasing specificity of location and filing type, the possibility of inaccuracy increases. This is because the increased number of variables in the detailed model allows greater opportunity for change that could result in different future outcomes. A more detailed model can provide useful information for planning purposes, but flexibility should be maintained in planning based on a complex model like this one to permit the system to adapt to potential changes.

Using the methodology in Model I, future filings were projected for each existing court location, and for the filing groupings specified earlier and agreed upon by County court staff. The result was a set of projections for nine court locations<sup>2</sup> plus two juvenile courts, for six filing types. Filing projections were calculated using the historical average rate of filings to population (based on 1991-1997 historical data). Based on County population projections grouped by Court service area filings were generated. Table 5-1 summarizes the resulting filing projections.

<sup>2</sup> Fresno/Clovis Central, Coalinga, Firebaugh, Kerman, Reedley, Sanger, Selma, Kingsburg, and Fowler/Caruthers/Parlier.

Table 5-1  
Regional Court Projections – Filings by Court Type

Filings by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	47,891	0	0	2,731	2,885	2,245	4,026	3,134	4,778	1,196	1,160	70,046
Civil & Small Claims <sup>1</sup>	42,850	0	0	442	310	252	831	649	1,019	259	137	46,750
Family Law	4,867	0	0	0	0	0	0	0	0	0	0	4,867
Juvenile Delinquency	0	4,000	0	0	0	0	0	0	0	0	0	4,000
Juvenile Dependency	0	0	1,810	0	0	0	0	0	0	0	0	1,810
Traffic (non-criminal)	62,786	0	0	10,694	7,150	2,570	3,579	2,667	6,690	2,589	2,514	101,237
<b>Total Filings</b>	<b>158,394</b>	<b>4,000</b>	<b>1,810</b>	<b>13,867</b>	<b>10,345</b>	<b>5,067</b>	<b>8,436</b>	<b>6,450</b>	<b>12,487</b>	<b>4,044</b>	<b>3,811</b>	<b>228,711</b>
<b>Year 2017</b>												
Total Criminal	59,177	0	0	3,134	3,406	3,094	5,067	3,898	6,202	1,376	1,388	86,541
Civil & Small Claims <sup>1</sup>	52,948	0	0	507	365	348	1,046	766	1,322	298	164	57,768
Family Law	6,014	0	0	0	0	0	0	0	0	0	0	6,014
Juvenile Delinquency	0	4,682	0	0	0	0	0	0	0	0	0	4,682
Juvenile Dependency	0	0	2,119	0	0	0	0	0	0	0	0	2,119
Traffic (non-criminal)	77,582	0	0	12,268	8,440	3,541	4,504	3,147	8,683	2,979	3,008	124,153
<b>Total Filings</b>	<b>195,722</b>	<b>4,682</b>	<b>2,119</b>	<b>15,909</b>	<b>12,211</b>	<b>6,983</b>	<b>10,617</b>	<b>7,612</b>	<b>16,207</b>	<b>4,653</b>	<b>4,560</b>	<b>281,275</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

According to Table 5-1 the County of Fresno is projected to have about 228,645 filings by 2007 and 281,065 filings by 2017. These final projected filings are slightly higher than the preliminary County projections. This may be the result of projecting the filings by individual location, where different regions in the County are projected to have different future population grow rates. The Countywide model used the same population growth rate for all types of filings. The largest proportion of filings arise from Traffic cases followed by Criminal cases. The Court location with most activity is without doubt Fresno Central, followed by Selma, Coalinga, and Firebaugh.

### Projected Judicial Officers/Courts

Projecting future judicial officers by existing court locations was a complex process. County personnel provided current data on the Full-Time Equivalents of judicial time spent on each of the filing types, including statutory judges, referees, commissioners, pro-tems, and retired judges. This data was combined with filings data to estimate the rate at which filings enter the system per judicial officer in each court location. It was assumed that part of the Courts' standardization process would include equalizing the rate of filings per judicial officer throughout the system by re-allocating judicial officers where necessary.

The rate of filings per judicial officer was obtained for each court location and for each type of case by dividing the total filings by total FTE. Table 5-2 below shows the Fresno County 1997 Caseload, FTE's, and resulting caseload rates. This historical rate of incoming filings per judicial officer (or FTE) was used to calculate the number of judicial officers that would be needed to handle the anticipated future filings. The 1997 caseload data used the historical rate. Using the projected filings for all eleven courts in Fresno County (Table 5-1), the number of judicial officers was projected.

Table 5-2  
1997 Judicial Caseload Analysis for Fresno County Courts

Judicial Officer FTE's and Rate of Filings per JOE													
Locations	Fresno / Clovis-- Central	Fresno-- Family Law	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg /Riverdale	Caruthers /Parlier	Total
<b>Judicial Officer FTE's <sup>1</sup></b>	<b>39.54</b>	<b>3.60</b>	<b>3.50</b>	<b>2.50</b>	<b>0.60</b>	<b>0.60</b>	<b>0.40</b>	<b>1.00</b>	<b>0.60</b>	<b>0.80</b>	<b>0.60</b>	<b>0.60</b>	<b>54.34</b>
Total Criminal	25.76	-	-	-	0.30	0.30	0.20	0.50	0.30	0.40	0.30	0.30	28.36
In-Custody Criminal	6.44	-	-	-	0.08	0.08	0.05	0.13	0.08	0.10	0.08	0.08	7.09
Non-Cust. Criminal & Crim. Traffic	19.32	-	-	-	0.23	0.23	0.15	0.38	0.23	0.30	0.23	0.23	21.27
Civil & Small Claims	12.22	-	-	-	0.06	0.06	0.04	0.10	0.06	0.08	0.06	0.06	12.74
Family Law	-	3.60	-	-	-	-	-	-	-	-	-	-	3.60
Juvenile Delinquency	-	-	3.50	-	-	-	-	-	-	-	-	-	3.50
Juvenile Dependency	-	-	-	2.50	-	-	-	-	-	-	-	-	2.50
Traffic (non-criminal)	1.56	-	-	-	0.24	0.24	0.16	0.40	0.24	0.32	0.24	0.24	3.64
<b>Filings</b>													
Total Criminal Filings	45,918	-	-	-	1,709	1,930	1,505	2,394	1,921	1,703	1,242	1,953	60,275
In-Custody Criminal	15,069	-	-	-	-	-	-	-	-	-	-	-	15,069
In-Custody Criminal	11,480	-	-	-	427	483	376	599	480	426	311	488	15,069
Non-Cust Criminal & Crim. Traffic	34,439	-	-	-	1,282	1,448	1,129	1,796	1,441	1,277	932	1,465	45,208
Civil & Small Claims <sup>2</sup>	36,188	-	-	-	501	322	194	561	583	732	234	337	39,852
Family Law	-	4,205	-	-	-	-	-	-	-	-	-	-	4,205
Juvenile Delinquency	-	-	3,400	-	-	-	-	-	-	-	-	-	3,400
Juvenile Dependency	-	-	-	1,539	-	-	-	-	-	-	-	-	1,539
Traffic (non-criminal)	51,617	-	-	-	8,803	7,162	1,766	2,446	2,660	3,370	3,063	4,219	85,106
Total Filings	194,710	4,205	3,400	1,539	12,722	11,344	4,970	7,795	7,085	7,508	5,781	8,462	269,521
<b>Rate of Filings per Judicial Officer</b>													<b>Average Rate</b>
Total Criminal Filings													<b>2,340</b>
In-Custody Criminal	2,340	-	-	-	-	-	-	-	-	-	-	-	<b>2,340</b> <sup>3</sup>
In-Custody Criminal	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	<b>2,125</b> <sup>3</sup>
Non-Cust Criminal & Crim. Traffic	1,783	-	-	-	5,697	6,433	7,525	4,788	6,403	4,258	4,140	6,510	<b>2,125</b> <sup>3</sup>
Civil & Small Claims <sup>2</sup>	2,961	-	-	-	8,350	5,367	4,850	5,610	9,717	9,150	3,900	5,617	<b>3,112</b> <sup>3</sup>
Family Law	-	1,168	-	-	-	-	-	-	-	-	-	-	<b>1,168</b>
Juvenile Delinquency	-	-	971	-	-	-	-	-	-	-	-	-	<b>971</b>
Juvenile Dependency	-	-	-	616	-	-	-	-	-	-	-	-	<b>616</b>
Traffic (non-criminal)	33,088	-	-	-	36,679	29,842	11,038	6,115	11,083	10,531	12,783	17,579	<b>18,746</b>

<sup>1</sup> Data obtained from 1998 Judicial Needs Assessment Request Process, Part II, Qualitative Report, and as reported by Fresno County Courts staff.

<sup>2</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Probate, Non-Traffic Infractions, and Mental Health.

<sup>3</sup> Average rate was calculated using a ratio of total filings to total FTEs instead of the weighted average of the individual filing to FTE rates in all locations.

As Table 5-2 shows each court has a filing per judicial officer rate for each type of case. The rates for each type of case (Criminal, Civil and Small Claims, etc.) vary significantly between locations. Despite the regional variation in filings rates, the weighted average rate (equal to the sum of the rates of each location divided by the number of locations) was used for estimating future judicial officer needs. A situation may arise where a particular location such as Fresno Central gets tougher cases that take longer to process than similar type cases in outlying courts. This study assumed that a judicial officer should be able to handle the same caseload no matter where he practices. These caseload rates were compared to the County of San Bernardino's 1997 Court system rates as a check for drastic irregularities. For example, the Family Law caseload of 1,104 in San Bernardino is approximately the same as 1,168 in Fresno. However, there were some differences in the larger categories such as Criminal, Civil and Small Claims, and Traffic caseload rates.

As mentioned earlier, the weighted average of filings per judicial FTE for all locations was used to obtain the total number of future judicial officers/courtrooms needed to dispose of all projected filings. Thus, for example, the average rate of Traffic filings per judicial position was 18,746. Model I projected 10,694 Traffic filings for Coalinga for the year 2007 (Table 5-1). Therefore, to calculate the judicial officers needed to dispose of these filings, 10,694 was divided by 18,746 ( $10,694 \div 18,746 = 0.6$  judicial officers – see Table 5-3 for resulting JPE projections).

The planning process for the future of the Fresno County Courts assumed that in the future all workload for In-Custody Criminal cases (i.e. filings) will be processed and centralized in Fresno Central. Therefore the caseload rate of filings per judicial FTE was calculated by adding all the 1997 In-Custody Criminal filings for the County and dividing this total by the In-Custody Criminal FTE available in Fresno Central. Also, for Non-Custody Criminal cases the weighted average for all locations was considered to be really high (average of 5,282 cases per judicial officer). However, it was the outlying courts that were bringing the average up to an unrealistic level, a level that was very much higher than the current caseload in Fresno Central (1,783 filings per judicial officer) where most of the cases were filed. Therefore, for this type of case the County-wide caseload rate was used as the basis (total County Non-Custody filings  $\div$  Total County Non-Custody judicial FTE). This would be beneficial in the way that lowering the cases a judicial officer should handle would translate into more judicial officers needed in the future to handle all anticipated future filings. Thus the rate of Non-Custody Criminal cases per FTE used as 2,125, which was still higher than Fresno Central's current caseload. These

caseload rates (Table 5-2) and the projected filings (Table 5-1) resulted in the projection of judicial officers/courtrooms. Table 5-3 presents this information by court location and type of case.

Table 5-3  
Projection of Judicial Officers/Courts

Judicial Officers by Court Type	Fresno / Clovis-- Central	Fresno-- Juv. Del.	Fresno-- Juv. Dep.	Coalinga	Firebaugh	Kerman	Reedley	Sanger	Selma	Kingsburg/ Riverdale	Fowler/ Caruthers/ Parlier	Total
<b>Year 2007</b>												
Total Criminal	23.6	0.0	0.0	1.3	1.3	1.0	1.9	1.4	2.2	0.5	0.5	34.0
In-Custody Criminal	7.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	7.9
Non-Cust Criminal & Criminal Traffic	18.1	0.0	0.0	1.0	1.0	0.8	1.4	1.1	1.7	0.4	0.4	26.0
Civil & Small Claims <sup>1</sup>	14.8	0.0	0.0	0.1	0.1	0.1	0.3	0.2	0.3	0.1	0.0	16.0
Family Law	4.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.5
Juvenile Delinquency	0.0	4.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1
Juvenile Dependency	0.0	0.0	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7
Traffic (non-criminal)	3.6	0.0	0.0	0.6	0.4	0.1	0.2	0.1	0.4	0.1	0.1	5.6
<b>Total Judicial Officers</b>	<b>46.5</b>	<b>4.1</b>	<b>2.7</b>	<b>2.0</b>	<b>1.8</b>	<b>1.3</b>	<b>2.3</b>	<b>1.8</b>	<b>2.9</b>	<b>0.8</b>	<b>0.7</b>	<b>67.0</b>
<b>Year 2017</b>												
Total Criminal	27.2	0.0	0.0	1.4	1.6	1.4	2.3	1.7	2.9	0.6	0.6	39.8
In-Custody Criminal	9.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.2
Non-Cust Criminal & Criminal Traffic	20.9	0.0	0.0	1.1	1.2	1.1	1.8	1.3	2.2	0.5	0.5	30.5
Civil & Small Claims <sup>1</sup>	17.0	0.0	0.0	0.2	0.1	0.1	0.3	0.2	0.4	0.1	0.1	18.6
Family Law	5.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1
Juvenile Delinquency	0.0	4.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.8
Juvenile Dependency	0.0	0.0	3.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
Traffic (non-criminal)	4.1	0.0	0.0	0.7	0.5	0.2	0.2	0.2	0.5	0.2	0.2	6.6
<b>Total Judicial Officers</b>	<b>53.5</b>	<b>4.8</b>	<b>3.4</b>	<b>2.3</b>	<b>2.1</b>	<b>1.7</b>	<b>2.9</b>	<b>2.1</b>	<b>3.7</b>	<b>0.9</b>	<b>0.9</b>	<b>78.4</b>

<sup>1</sup> Civil & Small Claims includes Non-Criminal Habeas Corpus, Civil Petitions, Family Support, Probate, Non-Traffic Infractions, and Mental Health.

<sup>1</sup> Judicial Officers include statutory judges plus all referees, commissioners, pro-terms, and retired judges.

As Table 5-3 presents the County of Fresno is expected to need about 67 judicial officers/courtrooms by the year 2007 and approximately 79 by the year 2017. However, this study focuses primarily on space and according to County court staff, retired judges acting as judicial officers may not always require an additional courtroom to function. These officers were included in the projection methodology because their absence would have affected the rates of filings per judicial officer and in turn the number of projected judicial officers/courtrooms. Retired judges represented approximately 2.8 percent of the total County judicial officers (1.56 out of a total of 55.1). Therefore, subtracting this same percentage out of the total projection results in a total of 65.1 courtrooms needed for the year 2007 and 76.2 for the year 2017. It must be noted that the same number of JPE's will be needed, as future judicial officers needed to handle the projected filing caseload. However, a lesser number of courtrooms will be needed to accommodate all the judicial officers. The number and placement of courts will be discussed at the end of this chapter.

It is important to note that, while this model attempts to project need within various court areas, the overall **total** number of judges/courts projected is the most crucial. Whether these judges end up with a caseload consisting of primarily small claims cases or civil cases is a decision related to courts planning and management strategy. Regardless of the types or numbers of cases heard, the total estimated future number of judicial officers should remain the same. Some options relating to the mix of how those judges will spend their time in the future is discussed later in this Chapter. At this level of analysis, this projection model simply produces *estimated* judicial Full-Time Equivalents in each of the areas specified by the County, according to available historical data.

The next sections in this Chapter of the report will develop allocations into specific options for the future of the Fresno County courts. The very next section provides a discussion of courts related staff to judicial position ratios and projects future staff for these court related agencies.

#### STAFF TO JUDICIAL POSITION RATIOS AND FORECASTS OF FUTURE STAFF

The size of each court building is the total amount of space required for the courtrooms, plus the space required to house the court staff and staff from related agencies such as the District Attorney (D.A.), Public Defender (P.D.), Marshal, and Probation. The latter numbers must be calculated based on the anticipated use of the court—in other words, if a courthouse is designated for traffic court, neither the D.A. nor the P.D. would require office space in that courthouse. Court staff, on the other hand, will always be housed within the courthouse.

For planning purposes, the historical ratio of court staff to judicial officers was used to estimate future court staff personnel. Table 5-4 below summarizes the ratio of Criminal Justice Staff to Judicial Officer Equivalents.

Table 5-4  
Ratio of Criminal Justice Staff to Judicial Position Equivalents (JPE)

Current (1998) Staffing Level of Court-Related Agencies	Staff 1997-98	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>	<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>	
Court Services	312	6				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	23	0.4				
District Attorney--Prosecutorial*	187		6			
Public Defender* (Adult)	84		3			
Probation--Court Support Adult	42		1			
Probation--Field Adult	84		3			
Public Defender (Juvenile Dependency)	8			3		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	89				25	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,294</b>	<b>23</b>				
Recommended 1998 Staffing Level of Court-Related Agencies	Recommended Staff 1998	Ratio to Totals JPE's	Ratio to Criminal/Traffic JPE's	Ratio to Juvenile Dependency JPE's	Ratio to Juvenile Delinquency JPE's	Ratio to Family Support JPE's
<b>Judicial Officer Equivalents</b>	<b>55</b>	<b>32</b>	<b>2.5</b>	<b>3.5</b>	<b>3</b>	
Court Services*	470	9				
Sheriff (Bailiff)	73	1.3				
Probation--Administration	31	0.6				
District Attorney--Prosecutorial	245		8			
Public Defender	132		4			
Probation--Court Support Adult	168		5			
Probation--Field Adult	126		4			
Public Defender (Juvenile Dependency)	13			5		
Probation--Court Support Juvenile	25				7	
Probation--Field Juvenile	130				37	
District Attorney--Family Support	367					122
<b>Total Criminal Justice Staff</b>	<b>1,780</b>	<b>32</b>				

\*Court Services includes all staff used to support judicial activity in the Courts--clerks, typists, court deputies, etc.

Source: Carter Goble Associates.

Table 5-4 is composed of two sections. The top part summarizes the current staffing levels of Fresno County's Court related agencies. These include agencies such as the Sheriff, Probation, District Attorney, and Public Defender. Current staff levels for all courts related agencies were recorded with the aid of County staff from each department. Based on current judicial officer equivalent data, a ratio was obtained by dividing the current staff by the current judicial officer equivalent. For example, for Court Services the current ratio of staff to judicial officers was about 6:1 ( $312 \div 55 = 5.6$  which was rounded up to 6).

Some of these ratios when compared to other counties appeared slightly low. For example, the County of San Bernardino has employed approximately 10.5 court staff personnel per judicial officer. This ratio is almost twice Fresno's current ratio. Thus, the second part of Table 5-4 presents revised 1998 staffing levels for all Court related agencies. The Consultant with the help from all agencies arrived at what would be a more realistic current level of staffing based on the agencies' current workload. (*Details of adjusted current staffing needs are found in chapter 1 of this report.*) These numbers are the "Recommended Staff 1998". Based on these numbers (and the current judicial officer equivalents) new ratios were derived for all court related staff<sup>3</sup>. Looking at the example presented earlier, the recommended level of staff for Court Services is 470 which generates a ratio of staff to judicial officer equal to 9:1 ( $470 \div 55 = 8.52$  rounded up to 9).

<sup>3</sup>In this study, for space estimation purposes, a ratio was used to estimate the future number of District Attorney Family Support Staff. This division includes Child Support, Welfare Fraud, and Child Abduction staff. The need for this staff is not actually driven by the number of JPE's, but rather by caseload size and federal mandates. Caseload size is not related to county population but to size and socio-economic characteristics of that population. State and Federal mandates determine the activities and outcomes that must be produced by this office. Because of the many policies that govern this agency, it is susceptible to more dramatic change in staffing and space needs than the other court-related agencies. Numbers are simply planning estimates, and should be reviewed on an annual basis for changes.

All agencies involved in the Criminal Justice process seem to be understaffed. All the ratios increased based on the recommended levels of staff. Only the following agencies are staffed using an appropriate ratio and therefore their ratios remained the same (Sheriff [Bailiff]; Probation; and Probation – Court Support Juvenile). Overall, Table 5-4 shows how the current ratio of court related staff to judicial officer equivalent should increase from a current ratio of 23:1 to 32:1 for the Fresno County Criminal Justice System to work in a more efficient way.

### Summary of Growth Management Strategy for Fresno County Courts

For planning purposes, it is recommended that 78.4 courts be anticipated for the year 2017 (70 courts plus 8.2 juvenile courts). This number can be adjusted according to detailed planning features, such as the increased use of hearing rooms where courtrooms are currently used. It is also recommended that the regional projection model be used as a guide for determining what type of court space will be needed—hearing rooms for juvenile traffic, large secure criminal courtrooms with holding, and large courtrooms with plenty of seating for traffic court.

Based on the projected judicial officer/courtrooms need (Table 5-3) and the ratios of staff per judicial officer, staffing data were projected for 2002, 2007, 2012, and 2017. Table 5-5 below summarizes the results.

Table 5-5  
Projected Staffing for Criminal Justice Court Related Agencies

	Recommended Ratio (# staff per JPE)	2002	2007	2012	2017
<b>Total JPE's</b>		<b>61.8</b>	<b>67.0</b>	<b>72.5</b>	<b>78.4</b>
Court Services	9	527	572	618	669
Sheriff (Bailiff)	1	82	89	96	104
Probation--Administration	0.6	35	38	41	44
<b>Criminal/Traffic JPE's</b>		<b>36.3</b>	<b>39.6</b>	<b>42.8</b>	<b>46.4</b>
District Attorney--Prosecutorial	8	278	303	328	355
Public Defender	4	150	163	177	191
Probation--Court Support Adult	5	191	208	225	244
Probation--Field Adult	4	143	156	169	183
<b>Juvenile Delinquency JPE's</b>		<b>3.8</b>	<b>4.1</b>	<b>4.5</b>	<b>4.8</b>
Probation--Court Support Juvenile	7	27	29	32	34
Probation--Field Juvenile	37	141	152	167	178
<b>Juvenile Dependency JPE's</b>		<b>2.7</b>	<b>2.7</b>	<b>3.2</b>	<b>3.4</b>
Public Defender (Juvenile Dependency)	5	19	21	23	24
<b>Family Support JPE's</b>		<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>
District Attorney--Family Support*	122	376	475	539	607
<b>Total Projected Criminal Justice Staff</b>		<b>1,968</b>	<b>2,205</b>	<b>2,414</b>	<b>2,633</b>

\*Staffing estimates based on an interpolation of DA Family Support Estimates for 2005 (435), 2010 (512), and 2020 (648).

Source: Carter Goble Associates.

According to Table 5-5 the total Criminal Justice Staff needed by the year 2007 will be 2,205. By the year 2017, the County will need 428 additional staff<sup>4</sup>.

### The Judicial Development Plan

In determining the spatial needs of the Judicial System, the basic assumption is that the future level of filings in the Courts will reflect the historical trends and that any change from this rate of growth will be statistically insignificant. The historical workload of the Court will remain relatively constant on a per judicial officer position basis. The filings are expected to increase from 189,239 currently to 228,645 and 281,065 respectively in 2007

<sup>4</sup> For purposes of this plan, Family Support staff estimates were based on agency projections. As state and federal policies change, and based on the demographics of the County, these numbers could increase. The magnitude of that increase will depend on many variables that were beyond the scope of this study. This agency has estimated that future staff may reach the levels shown in the table above. For planning purposes, any additional staff in the future will imply additional space needs for this agency.

and 2017. Using the projection of JPE's derived from the application of the workload model previously described for each of the divisions of the Court and "rounding" of partial JPE's to the next highest number, these annual filings should generate the need for 67 and 79 judicial positions and 69 and 81 courtrooms in 2007 and 2017.

While technology, trial court funding, and case management changes will impact the efficiency of the Court and the system-wide operations, the projected filings and required Judicial Officer Equivalents will generate the need for courtrooms as shown in Table 5-6, on the following page. As previously explained, not all of the judicial positions require the full-time use of a courtroom. For master planning purposes, one courtroom is recommended for every judicial position. Using the JPE projections from Table 5-3, and a 1:1 factor of courtrooms to JPE, the projected number of courtrooms follows.

Table 5-6  
Allocation of Courtrooms by Divisions of the Court

Division of the Court	2007	2017
Total Criminal	34	40
Civil, Small Claims, & IV (d)	16	19
Family Law	5	6
Juvenile Delinquency	5	5
Juvenile Dependency	3	4
Traffic	6	7
<b>Total Courtrooms</b>	<b>69</b>	<b>81</b>

Currently, there are 48 courtrooms in operation in the County. The location of the existing courtrooms are shown as follows. It should be noted that during the course of this study, courtrooms were de-commissioned in Sanger, Parlier, and Auberry.

Location	Courtrooms
Central Courthouse	29
Plaza Complex (IV-d)	3
Juvenile Hall Courts	5
Selma Courthouse	2
Kingsburg/Riverdale Courts	2
Reedley Court	1
Kerman Court	1
Firebaugh Court	1
Coalinga Court	1
Fowler/Caruthers Courts	2
Fresno/Clovis Court	1
<b>Total</b>	<b>48</b>

As is often the case in a master planning process, a jurisdiction operates at less than the courtrooms appropriate to meet **current** demand when reasonable caseload standards and case management criteria are applied. Such is the case in Fresno County where application of the recommended caseload standards would yield 55 judicial positions today. Assuming that 48 courtrooms are currently available, the County currently has seven (7), four courtrooms short of today's need for judicial positions.

The objective of this plan is to define capital improvement options that meet the need by 2007, even though the Judiciary needs additional courtrooms today. Using the projected 69-courtroom requirement by 2007 and the availability of 48 courtrooms today, three development approaches have been prepared.

#### Option A: Centralization of the Courts



Universally, the more centralized the court operations, the more opportunity to achieve efficiency in operations. A centralized Court Services, District Attorney, Public Defender, and Probation Service generally yields greater management control and more effective communication. Fresno County has more than 6,000 square miles, making complete centralization of the Courts difficult to achieve without creating accessibility problems for many citizens, some of whom are transportation disadvantaged.

In Option A, the focus is upon the centralization of in-custody criminal trials to reduce the transporting of inmates to remote courts for hearings and trials. A trial court (family law, civil, traffic) will remain in each of the three court regions in the County. Three possible regional locations include the South (Selma), the East (Clovis), and the West (Coalinga). While these are not necessarily the center of population growth in these regions, courtrooms and minimal support capabilities currently exist. Under this approach, the remaining eight (8) of the remote courts could become “smart courts” where staff is available to assist the public with filings, petitions, fines payment, and legal papers but a sitting judge would not be assigned to these remote locations.

All other existing court facilities would be maintained with full time judicial and related staff. The function of these courts would be modified to shift all in-custody criminal proceedings to a proposed new 24-courtroom criminal court complex in close proximity to the Main Jail. The 29 existing Central Courthouse courtrooms would be used for 13 Civil courtrooms; five (5) Family Law; three (3) Traffic; and eight (8) out-of-custody Criminal proceedings. The two Criminal Arraignment courts at the North Annex would be maintained to minimize inmate movement during the early stages of incarceration.

The following points summarize the basic use of existing courts and the proposal for a new criminal courthouse.

- A representative “community court” will remain in each of three (3) geographic regions, including Coalinga in the West; Selma in the South; and Clovis in the East. These courts will be served by a fulltime judge and will be multi-purpose courts with the exception of in-custody criminal proceedings.
- Of the 69 courts required by 2007, 66 will be located in Fresno.
- Twenty-nine (29) courts of the Central Courthouse will be dedicated to Civil and Family Law (18), three (3) for Traffic, and eight (8) for out-of-custody Criminal proceedings.
- A new 24-courtroom Criminal Courthouse will be constructed adjacent to the North Annex for both in-custody and out-of-custody criminal proceedings. Space for an additional six (6) should be developed for 2017 through a horizontal expansion.
- The two (2) recently developed Juvenile Dependency Courts located in the Mall will need to be expanded by one (1) additional Courtroom.
- Five (5) new Juvenile Delinquency courtrooms will be constructed at the Juvenile Hall site.
- The three (3) IV (d) Courts in the Plaza will continue and with any additional part-time needs met through the scheduled use of courtrooms in the Central Courthouse.
- Between 2007 and 2017, three (3) Civil courts, six (6) Criminal courts, one (1) Family Law court, one (1) Juvenile Dependency court, and one (1) additional Traffic court will need to be constructed in the Downtown area for a total of 12 additional courtrooms by 2017.

As shown in Table 5-7, approximately 385,000 new square feet will be required under Option A at an estimated cost of \$76.7 million. The major cost item is the proposed new criminal court that will include space for the prosecutorial division of the District Attorney’s office, the Public Defender, criminal section of the Clerk’s office, and the court services division of the Probation Department. If these spaces were not included in the new Criminal Courts Complex, the square footage requirement (and cost) could be reduced by approximately 100,000 square feet and \$20.0 million. However, these support spaces would need to be provided somewhere if not in the Criminal Courts Complex.

construct a new courthouse in Fresno. If the existing eight (8)-courtroom Courthouse with 200,000 square feet becomes available for lease or purchase, the County should take advantage of this to meet the projected 196,000 square foot need for a new Civil/Criminal facility by 2007.

This option requires approximately 240,000 square feet and an estimated construction cost of \$42.1 million.

Table 5-8  
Court Development Options for 2007 – **OPTION B**

	Existing Courts	New Courts	Total Courts	New Sq. Ft.	Estimated Cost
Maintain 6 Remote Courts for Traffic	9	-3	6	-	\$ -
Maintain 3 IV (d) Courts in Plaza	3	0	3	-	\$ -
Use 29 Central CR's for Criminal; Add 3 add. Criminal	29	3	32	15,000	\$ 1,800,000
Renovate 5 Delinquency Courts @ Juvenile Hall	5	5	5	50,000	\$ 5,000,000
Maintain 2 Dependency Courts in Mall; Add 1	0	3	3	-	\$ 10,000
Construct 13 Civil & 5 Family Law Courts	0	18	18	176,400	\$ 35,280,000
Maintain 2 Arraignment Courts in North Annex	2	0	2	-	\$ -
<b>Total for Option B</b>	<b>48</b>	<b>29</b>	<b>69</b>	<b>241,400</b>	<b>\$ 42,090,000</b>

The three (3) new Criminal courts will be located in the existing Probation space.

Consideration should be given to leasing or acquiring the 200,000 SF existing Federal Courthouse in lieu of new construction.

The 9 Remote Courts exclude Sanger, Parlier, and Auberry Courts.

#### Option C: Regionalization of the Courts

The third option is based upon the regionalization of court functions in Selma and the maintenance of eight (8), making a total of nine (9) remote courts in operation. In time, another regional court complex could be located in the northeast, enabling four additional remote courts to be relocated to the second Regional Justice Complex. Similar to Option B, this option proposes that the existing Central Courthouse be converted (and internally expanded) for all criminal, and limited civil, courts use. A new nine (9) courtroom Civil Courts Complex will be developed through new construction or the substantial renovation of an appropriate existing Central Area building. Again, the existing Federal Courthouse is a facility that should be investigated for possible acquisition or lease for this civil functions. The remaining existing courts, with the exception of a replacement facility for the Juvenile Hall Courts, will continue in service. The following summarizes the proposed option.

- A new four (4) courtroom Regional Justice Complex will be established in Selma. This complex will be constructed initially for four (4) courts with shelled-in expansion for an additional two (2) courtrooms at a minimum.
- The eight remote courts that will remain include: Coalinga, Kingsburg, Sanger, Clovis, Firebaugh, Reedley, Kerman, and Parlier. The function of three (3) of these courts would primarily be family law and in five (5) the predominant assignments would be traffic cases.
- Three (3) IV (d) courts will remain in the Plaza Complex.
- A new nine (9)-courtroom complex for Civil courts will be developed in the Downtown, designed to accommodate five (5) additional civil, dependency, and family law courtrooms by 2017.
- Three (3) Juvenile Dependency Courts will be located in the Mall (Bank of America) Building. The remaining two (2) dependency courtrooms will be accommodated in the nine (9)-courtroom Civil Complex.
- The existing Courthouse will include 29 criminal courtrooms with five (5) new courtrooms created through expansion into the area occupied by the Probation Department. By 2017, six (6) additional criminal courtrooms will be required. If these are hearing, rather than court, rooms the six additional spaces may be able to be achieved through the renovation of the area currently occupied by Court Services. New space in the Plaza and/or Hall of Records will be necessary to accommodate the displaced agencies.

In Table 5-9 on the following page, a capital budget of \$40.5 million is proposed for the approximately 200,000 new square feet of court-related construction.

Table 5-7  
Court Development Options for 2007 – **OPTION A**

	Existing Courts	New Courts	Total Courts	New Sq. Ft.	Estimated Cost
Maintain 3 Traffic Courts in Regions	9	-6	3	-	\$ -
Use 18 Central Courtrooms for 13 Civil/5 Family Law	18	0	18	-	\$ -
Use 3 Central Courtrooms for Traffic	3	0	3	-	\$ -
Use 8 Central Courtrooms for Out-custody Crim.	8	0	8	-	\$ -
Construct New Criminal Court	0	24	24	333,600	\$ 66,720,000
Construct New Delinquency Court @ Juv. Hall	5	5	5	50,000	\$ 10,000,000
Maintain 2 Dependency Courts in Mall; Add 1	0	3	3	-	\$ 10,000
Maintain 3 IV(d) Courts in Plaza	3	0	3	-	\$ -
Maintain 2 Arraignment Courts in North Annex	2	0	2	-	\$ -
<b>Totals for Option A</b>	<b>48</b>	<b>32</b>	<b>69</b>	<b>383,600</b>	<b>\$ 76,730,000</b>

The existing five (5) Juvenile Hall courtrooms would be replaced with five (5) Juvenile Delinquency courts.

The 9 Remote Courts exclude Sanger, Parlier, and Auberry Courts.

#### Option B: Maintenance of the Courts

In Option B, the focus is upon maintaining as much of the existing court infrastructure as is feasible from a management perspective. For example, six (6) of the remote locations would remain in operation with the three (3) other remote locations converted to “smart courts” with a staff presence to assist with local inquiries. In contrast to Option A, a new predominantly Civil Court Complex would be constructed in the Downtown with the existing Central Court being converted to an all-criminal proceeding court. The following statements summarize the configuration of Option B.

- Maintain six (6) existing courtrooms in remote locations and marginally expands the operation of the Courts in: Selma, Reedley, Coalinga, Firebaugh, and Clovis\*.
- Maintain the three (3) IV (d) courts in the Plaza Complex.
- All support functions would be removed from the Central Courthouse making area for 32 criminal courtrooms. The displaced agencies would best be located in the Hall of Records or Plaza Complex.
- Construct a new Civil Courts Complex in the Downtown Area for 13 civil courtrooms and five (5) Family Law courtrooms. In lieu of new construction, this plan could be achieved through the substantial renovation of an existing building if one can be found that has appropriate column-spacing and other design criteria. The existing Federal Courthouse will soon be replaced. The County should begin discussions with General Services Administration (GSA) personnel about the lease or acquisition of this 200,000 SF structure with eight (8) courtrooms.
- The existing courtrooms at the 10<sup>th</sup> Street Juvenile Hall Complex will be renovated to five (5) Juvenile Delinquency Courts. Space for support functions will have to be developed on-site.
- The two (2) Juvenile Dependency Courts located in the Mall (Bank of America) Building will be expanded for an additional Dependency Court.
- This option brings the total courtrooms to 69 by 2007. Between 2007 and 2017, six (6) additional criminal courtrooms will need to be located in the Central Area. The only additional expansion space in the Central Courthouse after renovation for the five (5) new Criminal courtrooms in spaces currently occupied by Probation will be the area currently occupied by Court Services. Three (3) additional Civil courtrooms; one (1) additional Family Law courtroom; one (1) additional out-of-custody Criminal courtroom; one (1) additional Juvenile Dependency courtrooms; and one (1) additional Traffic courtroom will be necessary by 2017. These 12 additional courtrooms will bring the total to 81 by 2017.

Table 5-8 on the following page, illustrates the square footage and capital implication of Option B. This plan assumes that expansion space for the District Attorney, Public Defender, and Probation will occur in the Plaza Complex. Expansion of Court Services would best occur in the Hall of Records to remain in as close proximity to the Central Courthouse as possible. During the course of this study, the Federal Court announced plans to

\* There is some flexibility in this plan—for example, the option remains open for Reedley to be expanded and Sanger closed, if the County determines that this would be more beneficial.

Table 5-9  
Court Development Options for 2007 – **OPTION C**

	Existing Courts	New Courts	Total Courts	New Sq. Ft.	Estimated Cost
Maintain 9 Remote Courts; 3 Family Law/6 Traf.	9	0	9	-	\$ -
Develop Regional Center in South; 2 Civil, 2 Fam. Law	0	4	4	39,200	\$ 7,840,000
Develop New Juvenile Justice Center	5	5	5	50,000	\$ 10,000,000
Maintain 3 IV (d) Courts in Plaza	3	0	3	-	-
Maintain 2 Dependency Courts in Mall; Add 1	0	3	3	-	\$ 10,000
Maintain 29 Cent. Cts for Crim.; Add 5 (3 Crim, 2 Cvl)	29	5	34	25,000	5,000,000
Construct New Civil Court in Downtown	0	9	9	88,200	17,640,000
Maintain 2 Arraignment Courts in North Annex	2	0	2	-	\$ -
<b>Total for Option C</b>	<b>48</b>	<b>26</b>	<b>69</b>	<b>202,400</b>	<b>\$ 40,490,000</b>

The five (5) new courts (3 Criminal & 2 Civil) will be located in the existing Probation space.

The 9 Remote Courts exclude Sanger, Parlier, and Auberry Courts.

### COURT-RELATED CRIMINAL JUSTICE AGENCIES' FUTURE SPACE NEEDS

The staff required to manage the daily court process involves personnel from several agencies. Chapter 1 described the current staffing levels of all court-related staff, and established reasonable methods for projecting future staffing needs. These staffing levels are not for any type of staffing analysis, but rather a means of determining future space needs of these agencies. The agencies included in this estimation of future space needs include the Courts, Court Services, the District Attorney, the Public Defender, Probation, and the Sheriff's Bailiffs.

Table 1-22 in Chapter 1 (page 1-49) shows the current staffing and space for each court support agency (Courts were not included because of irregularities in current space). Table 5-10 below gives the estimated future staff that will be required to support the court functions in the year 2007. The projected number of Judicial Officer Equivalents can be seen in the first column, and the staff for each Court-Related Criminal Justice Agency is shown to the right.

Ratios used to project staff needs were those defined in Chapter 1, with any exceptions noted in the notes below the table.

Table 5-10  
Staff Allocation for Court Functions for 2007

Type of Court	No. of J.P.E.	Court Services Staff	DA Staff	PD Staff	Probation Staff	Sheriff Staff	Total Staff	Staff J.P.E.
Criminal	34	306	272	136	326	44	1,085	31.9
Civil, Small Claims, & IV(d)	16	144	-	-	-	21	165	10.3
Family Law	5	45	610	-	-	7	662	132.3
Juvenile Delinquency	5	45	40	20	300	7	412	82.3
Juvenile Dependency	3	27	5	3	-	4	38	12.8
Traffic	6	54	18	12	58	8	149	24.9
<b>TOTALS</b>	<b>69</b>	<b>621</b>	<b>945</b>	<b>171</b>	<b>684</b>	<b>90</b>	<b>2,510</b>	<b>36.4</b>

1. In Traffic Court, the ratio of District Attorney Staff to Court is reduced to 3.0 to 1.

2. In Traffic Court, the ratio of Public Defender Staff to Court is reduced to 2.0 to 1.

3. In Traffic Court, the ratio of Probation Staff to Court is reduced to 9.6 to 1.

4. This table reflects the Prosecutorial and Family Support Staff from the District Attorney's Office.

5. This table reflects a ratio of 9.6 probation staff/JOE in Criminal and Traffic Ct. and 60/JOE in juvenile.

From this table it can be seen that a total of 621 Court Services staff will be needed, 945 District Attorney Staff, 171 Public Defender Staff, 684 Probation Staff, and 90 Bailiffs. This gives a total of 2,510 staff that will be needed to handle the activity that will be created by the projected 69 Judicial Position Equivalents.

Table 5-11 below takes converts staffing numbers to space needs by multiplying each agency's staff by a space standard. Space Standards used are shown in the row of the table labeled "Space Standards."<sup>5</sup>

Table 5-11  
Space Allocation for Court Functions for 2007

Type of Court	Courts Sq. Ft.	Ct. Serv. Sq. Ft.	DA Sq. Ft.	PD Sq. Ft.	Probation Sq. Ft.	Bailiff Sq. Ft.	Total Sq. Ft.	Avg.SF/ Court
<i>Space Standard<sup>3</sup></i>	<i>Variable</i>	<i>200</i>	<i>250</i>	<i>250</i>	<i>200</i>	<i>125</i>		
Criminal	233,750	76,500	85,000	42,500	81,600	6,906	526,256	15,478
Civil & Small Claims	110,000	36,000	-	-	-	3,250	149,250	9,328
Family Law	34,375	11,250	190,625	-	-	1,016	237,266	47,453
Juvenile Delinquency	34,375	11,250	12,500	6,250	75,000	1,016	140,391	28,078
Juvenile Dependency	20,625	6,750	1,406	938	-	609	30,328	10,109
Traffic	41,250	13,500	5,625	3,750	14,400	1,219	79,744	13,291
<b>TOTALS</b>	<b>474,375</b>	<b>155,250</b>	<b>295,156</b>	<b>53,438</b>	<b>171,000</b>	<b>14,016</b>	<b>1,163,234</b>	<b>16,858</b>
Existing Square Feet <sup>1,2</sup>	451,553	-	95,974	22,378	60,876	-	630,781	
<b>Shortfall</b>	<b>22,822</b>	<b>155,250</b>	<b>199,182</b>	<b>31,060</b>	<b>110,124</b>	<b>14,016</b>	<b>532,453</b>	

1. The existing square footage number for the Courts includes Court Services.

2. The existing square footage for the Sheriff's Bailiffs is included in the Courts square footage.

3. The space standards for the functional components includes a 25% building gross factor.

Total estimated space requirements are shown in the row labeled "TOTALS." Existing space currently held/used by each agency<sup>6</sup> is subtracted to give the estimated County Shortfall for 2007. According to these estimates, the County will have a total shortfall of approximately 530,000 Square Feet in the year 2007, given the anticipated level of court activity and judicial needs.

In providing appropriate space for court-related agencies, placement can often affect efficiency. Probation currently has 60,000 square feet of office space for their staff, but the offices are located in several different buildings. Boxes and files must be transported from place to place, creating confusion and delays in certain activities. Greater efficiency could be achieved by concentrating all Probation staff in one or two locations.

On the next page are some recommendations for space requirements for each court-related agency.

### Court Services, Bailiffs

Court Services Staff should always be housed in the courts building, where the greatest efficiency of information transfer can take place. Each court facility must include the appropriate space for Court Services staff to execute their responsibilities, regardless of the Option that is chosen or the location of those courts. Likewise, each court must have approximately 1.3 Bailiffs. These staff must have a designated space within the courtroom itself, but should have an additional muster/locker room in which they can change clothes and store personal belongings. This space should be incorporated into the programming of all court facilities.

### Probation, District Attorney, Public Defender

Court-related Probation Staff must be located adjacent to the Courts. The remainder of Probation Staff can be located in another place, but should be housed within one building, if possible. District Attorney and Public Defender Staff must be adjacent to the courthouse they will be serving, or have ample office space in which to work, prepare for trial, and meet with clients in private. The current location for these offices (in the County Plaza Building) is appropriately close to the downtown courts, but in outlying areas there is little designated space in which the DA and PD can work. As the offices of the District Attorney, Public Defender, and Probation expand to meet future demand, the County Plaza will no longer provide adequate space for all agencies currently housed there. The location of future offices should be selected based on the Courts Options A, B, and C.

<sup>5</sup> Space Standards for the courtrooms are variable, based on the type of activity expected in the courtroom Court Space Standards can be found in the Appendix of this report.

<sup>6</sup> Probation current space does not include detention facilities (Elkhorn Boot Camp, Wakefield, or Juvenile Hall).

Option A

- Court-Related Probation Staff should be housed within the new Criminal Courts Building.
- District Attorney and Public Defender Staff should be housed in the new Dependency Court (related staff only), the Juvenile Dependency Courts, and in the County Plaza to serve those locations.
- The new Criminal Courts Building should be designed with internal office space to accommodate any additional District Attorney and Public Defender Staff.

Option B

- District Attorney, Public Defender, and Probation staff should be housed in the County Plaza building to serve all courts in the Central Courthouse.
- Probation Administration displaced by new courts in Central Courthouse should be housed in off-site location with non-court-related staff.
- All new construction (Juvenile Delinquency Courts, Civil and Criminal Courts) should be designed to accommodate District Attorney, Public Defender, and Probation staff not housed in other space.
- Outlying Courts providing Traffic should have appropriate space for District Attorney and Public Defender Staff to work while serving those locations.

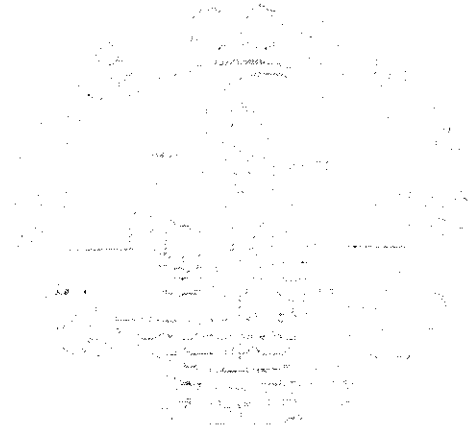
Option C

- District Attorney, Probation, and Public Defender Staff serving the Central Criminal Court should be housed in downtown area adjacent to the Courts.
- District Attorney, Probation, and Public Defender Staff serving the new Regional Justice Center in the South should be housed within that facility.
- Arraignment Courts in Jail and outlying Traffic Courts should be served by District Attorney, Public Defender, and Probation Staff from Central office locations.
- The new Juvenile Justice Center should be designed with ample space for the related District Attorney, Public Defender, and Probation Staff.

The future plan for court placement should not be based on the location of staff, but the manner in which related agencies will provide services to the court should be taken into consideration. Ideally, all court-related staff would be housed within the courthouse. With multiple court locations and functions, this goal becomes unrealistic. The future of Fresno County Criminal Justice Agencies will depend to a great extent on the selection of Option A, B, or C.

---

# Chapter 6



# Summary

---

**SUMMARY**

The Fresno County Criminal Justice System is as complex and needful as any around the country. This report has described the current shortages, in terms of both staff and space. As the County's population increases over the coming years, the Criminal Justice System will experience further strain, as demands for services from agencies such as the Jail, Courts, Probation, the District Attorney and the Public Defender increase. Master Plans such as this one provide a blueprint for mapping the coming change, so that change and growth can be opportunities for providing better service through thoughtful planning and placement of facilities.

As the study of Fresno County's Criminal Justice Agencies has unfolded, several issues have become prominent:

- County Population is expected to increase to approximately \$1.1M over the coming 20 years.
- The jail is under a strict cap, which is likely to be detracting from the efficiencies of the entire Criminal Justice System
- Increased costs of sending juveniles to CYA facilities have increased the County's desire to provide for those youth in Fresno.
- The Courts are already struggling to accommodate the judicial officers they have in downtown areas, while outlying courts experience considerable "dark time" and relatively low filings.
- The District Attorney, Public Defender, and Probation are understaffed and cramped in their current spaces. Any future plan must provide ample office space for these important functions

Several agencies in Fresno have aggressively sought grant funding to provide certain services outside of the monies allocated through the County's General Fund. These agencies are Probation, the District Attorney's Office, and the Sheriff's Department (Patrol Division). All monies have restrictions on how they can be spent, and most have been used to implement alternative programs, "treatment" courts, or preventive programs. Tables 6-1 through 6-5 on the following pages summarizes the county's budget for Criminal Justice Agencies over the past seven fiscal years, and then shows grant monies received below.

As shown in Fresno County's Budget for Criminal Justice Agencies (Table A-7, page A-32) the amount of monies received in the form of grants has increased slightly over the past seven years, from approximately 2.4% of total Criminal Justice monies to 3.0%.

The increase in grant monies seems slight when compared to the total budget of the County, but when examined in terms of the budgets of the agencies the money funds, the increase is somewhat greater. As Fresno County examines the options and needs for the future, grant funds will likely prove insufficient to finance the needs across all Criminal Justice Agencies.

The series of tables on the following pages summarize three options for future growth for the Jail, Sheriff Non-Court/Non-Jail Staff, Juvenile Detention, Courts, and Court-Related Agencies.



Table 6-1  
Development Options - Jail

	Option A	Option B	Option C
<b>Jail</b>			
North Annex	Add approximately 87,600 Square Feet in three additional floors. (1,296 Minimum Custody Bedspaces)	No change	No change
Main Jail	No change in the physical configuration. Convert one floor to 202 medium/maximum custody female inmates. Remaining three floors will house 798 medium/maximum custody males.	No change	No change
Elkhorn Site (or other location)	No construction required by 2007.	Construct 464-bed multi-custody female facility. Construct 752-bed male minimum custody dormitories.	Construct 464-bed multi-custody female facility. Construct 240-bed male minimum custody facility.
Alternative Programs	No change	No change	Increase capacity to at least 500 inmates who would normally be incarcerated but who could meet requirements for intensive community supervision programs. This requires Judicial authorization and oversight.
<b>Total New Bedspaces</b>	<b>1,296</b>	<b>1,216</b>	<b>704</b>

Table 6-2  
Development Options – Sheriff Non-Court/Non-Jail

	Option A	Option B	Option C
<b>Sheriff Non-Courts/Non-Jail</b>			
Central Location	Increase current office space from 100,249 SF to 150,709 SF to accommodate increased staff. Increase by additional 58,000 SF if mission is expanded.	Maintain as is with 100,249 SF.	Sell County-owned 65,174 SF. Do not continue to lease 35,255 SF currently leased in Fresno.
Outlying Locations	No change. Maintain as is with 17,720 SF.	Increase to accommodate increase in staff--add 50,460 SF for total of 68,180 SF. Increase by additional 58,000 SF if mission is expanded.	No change. Maintain as is with 17,720 SF.
New Central Location	No change	No change	Lease or purchase facility with the capability of housing all staff--approximately 150,709 SF. Increase by 58,000 SF if mission is expanded.
<b>Total SF</b>	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)	<b>168,429 SF</b> (226,421 SF with expanded mission)

Table 6-3  
Development Options – Juvenile Detention

	Option A	Option B	Option C
<b>Juvenile Detention</b>			
<i>Juvenile Hall</i>	Demolish. Build new Juvenile Hall with capacity of 540.	Renovate Current Facility (260 beds). Add 300-bed pre-adjudication unit for total pre-adjudication capacity of 560.	Demolish. Construct new central Probation offices for administration and field functions.
<i>Elkhorn Boot Camp</i>	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200.	Construct secure housing unit for 124. Add barracks for 170. Maintain current bedspaces for 200. Construct new 540-bed pre-adjudication facility.
<i>Alternatives</i>	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.	Use of alternative programs could reduce bedspace needs by 25% under any of these options.
<b>Total New Bedspaces</b>	<b>1,034 (776 with alternatives)</b>	<b>1,054 (791 with alternatives)</b>	<b>1,034 (776 with alternatives)</b>

Table 6-4  
Development Options - Courts

	Option A	Option B	Option C
<b>Courts</b>			
<i>Central Building</i>	Of 29 existing courtrooms, use 13 existing courts for Civil, 5 for Family Law, 3 for Traffic, and 8 for out-of-custody Criminal proceedings.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal courtrooms.	Use all 29 existing courtrooms for Criminal proceedings. Convert Probation space on 8th floor to 3 additional Criminal and 2 Civil courtrooms.
<i>County Plaza</i>	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.	No change. Maintain 2-IV(d) courtrooms. Add one additional IV (d) courtroom.
<i>Bank of America</i>	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.	No change. Maintain 2 new courts, renovate 1 new courtroom for Juvenile Dependency.
<i>Juvenile Hall</i>	Construct 5 new courts for Juvenile Delinquency.	Renovate 5 existing courtrooms for in-and out-of-custody Juvenile Delinquency proceedings.	Construct 5 new courts for Juvenile Delinquency.
<i>North Annex (Jail)</i>	Maintain 2 Criminal Arraignment courts in North Annex. Construct new 24-court in-custody criminal court adjacent to Annex.	Maintain 2 Criminal Arraignment courts in North Annex.	Maintain 2 Criminal Arraignment courts in North Annex.
<i>Outlying Regions</i>	Maintain 3 court locations for Traffic courtrooms.	Maintain 6 court locations for Traffic courtrooms.	Construct new Regional Justice Center in Selma for 2 Civil and 2 Family Law courtrooms. Maintain 9 remote courtrooms; 3 Family Law, 6 Traffic.
<i>New Location</i>		Construct 18-court facility. Use 13 courts for civil and 5 for family law.	
<b>Total New Courtrooms</b>	<b>32</b>	<b>29</b>	<b>26</b>

Table 6-5  
Development Options – Court Related Agencies

	Option A	Option B	Option C
<b>Court-Related Agencies</b>			
<i>Probation</i>	Court-related staff housed within new Criminal Courts Building	Administration housed in new location with non-court-related probation staff. All other Probation staff housed in County Plaza Building.	Construct new central Probation offices for administration and field functions on former Juvenile Hall site. Court-related activities at new court facilities.
<i>District Attorney</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Public Defender</i>	Dependency-related staff housed in new Dependency Court Building. All new staff housed in new Criminal Courts Building. Current staff in County Plaza Building.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.	Delinquency- and Dependency-related staff housed in new Delinquency and Dependency Courts. New court construction should be designed with adequate space for staff.
<i>Court Support</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<i>Bailiffs</i>	Housed in each court building as needed.	Housed in each court building as needed.	Housed in each court building as needed.
<b>Total SF</b>	<b>(included in courts)</b>	<b>340,366</b>	<b>340,366</b>

Depending on what option the County chooses for jail and courts construction, between \$81 and \$150 million in new funds will be necessary to meet the needs by 2007. The following series of tables shows the estimated Construction costs associated with each Option above.

Table 6-6  
Summary of Costs of Development Options A, B, and C

Jail	Option A	Option B	Option C
North Annex	\$ 23,654,592	\$ -	\$ -
Main Jail	\$ -	\$ -	\$ -
Elkhorn Site	\$ -	\$ 67,132,800	\$ 41,328,000.00
Alternative Programs	\$ -	\$ -	\$ -
<b>Total Estimated Cost</b>	<b>\$ 23,654,592</b>	<b>\$ 67,132,800</b>	<b>\$ 41,328,000</b>

Sheriff Non-Courts/Non-Jail			
Central Location	\$ 2,523,000	\$ -	\$ -
Outlying Locations	\$ -	\$ 2,523,000	\$ -
New Central Location	\$ -	\$ -	\$ 7,535,450
<b>Total Estimated Cost</b>	<b>\$ 2,523,000</b>	<b>\$ 2,523,000</b>	<b>\$ 7,535,450</b>
Expanded Mission	\$ 2,900,000	\$ 2,900,000	\$ 2,900,000
<b>Total Cost With Expansion</b>	<b>\$ 5,423,000</b>	<b>\$ 5,423,000</b>	<b>\$ 10,435,450</b>

Juvenile Detention			
Juvenile Hall	\$ 49,210,000	\$ 32,092,970	\$ 49,210,000
Elkhorn Boot Camp	\$ 29,205,000	\$ 29,205,000	\$ 29,205,000
Alternatives	(no construction cost)	(no construction cost)	(no construction cost)
<b>Total Estimated Cost</b>	<b>\$ 78,415,000</b>	<b>\$ 61,297,970</b>	<b>\$ 78,415,000</b>
Cost with increased Alternatives	66,073,000	48,955,970	66,073,000

Courts			
Central Building	\$ -	\$ 1,800,000	\$ 5,000,000
County Plaza	\$ -	\$ -	\$ -
Bank of America	\$ 10,000	\$ 10,000	\$ 10,000
Juvenile Hall	\$ 10,000,000	\$ 5,000,000	\$ 10,000,000
North Annex (Jail)	\$ -	\$ -	\$ -
Outlying Regions	\$ -	\$ -	\$ 7,840,000
New Criminal Court	\$ 66,720,000	\$ -	\$ -
New Civil Court	\$ -	\$ 35,280,000	\$ 17,460,000
<b>Total Courts Cost</b>	<b>\$ 76,730,000</b>	<b>\$ 42,090,000</b>	<b>\$ 40,310,000</b>
Court-Related Agencies			
Probation: 110,124 SF	\$ -	\$ 5,506,200	\$ 5,506,200
District Atty. 199,182 SF	\$ -	\$ 9,959,100	\$ 9,959,100
Public Defend. 31,060 SF	\$ -	\$ 1,553,000	\$ 1,553,000
Court Support	\$ -	\$ -	\$ -
Bailiffs	\$ -	\$ -	\$ -
<b>Total Related Cost</b>	<b>\$ -</b>	<b>\$ 17,018,300</b>	<b>\$ 17,018,300</b>
<b>TOTAL COST</b>	<b>\$ 181,322,592</b>	<b>\$ 173,043,770</b>	<b>\$ 167,588,450</b>

A final step in the planning process following workshops with the Advisory Committee and the Board of Supervisors will be the definition of the actual capital program and a financial "pathway" towards meeting the funding requirements. Using these Options as a guideline, Fresno County can then proceed with a concrete plan for the future space needs of its Criminal Justice Agencies.

**CONCLUSIONS**

The three options for each of the components of the Criminal Justice System were discussed with County officials. Input was gained from the managers of each of the major components of the Criminal Justice System. The combination of operational, administrative, and executive input led to the "blending" of the various options into a preferred action plan for the County over the next 10 years.

In Table 6-7 a recommended plan for each component of the Criminal Justice System is outlined to give a basic direction that will result in additional space. Fresno County has a history of leasing, rather than constructing, space for office-type functions. Therefore, in the recommended plan, the continuation of this approach is assumed, although the construction of a new criminal justice center for the courts, law enforcement, and related criminal justice agencies could be a more effective solution.

Table 6-7

COMPONENT	RECOMMENDED ACTIONS by 2007
<b>ADULT DETENTION</b>	
Main Jail	Maintain existing operations with operating capacity of 1,064. Assign one floor (two levels) to house 202 pre-trial females.
North Annex	Construct three additional floors, each housing 432-dormitory-type beds for predominantly sentenced inmates. Total new beds will be 1,296. Total new operational capacity will be 1,732.
South Annex	Continue current use for predominantly pretrial inmates. Maintain 686 operating bedspaces.
Satellite Jail	Re-assign use of the 200-bed facility for sentenced females. Upgrade the condition of the Satellite Jail.
Alternative Programs	Expand the current programs to include the establishment of a Court-sanctioned pre-and post-trial alternatives program. Between 2007 and 2017, assign at least 500 would-be inmates to the program.
<b>SHERIFF'S OPERATIONS</b>	
Existing Headquarters	Leave 65,174 SF HQ facility as is.
Existing Leased Space	Expand 35,255 SF leased space by 17,000 SF to accommodate 68 additional staff to re-store programs that were terminated.
New District Centers	Establish 4 to 6 new district precincts to reduce response time and improve accessibility. Locate new centers in existing schools, park structures, or other County-owned space, if possible. A total of 41,000 SF will be required for 164 new staff.
<b>THE COURTS</b>	
Central Courthouse	Assign all existing 29-courtrooms to criminal departments. Convert existing Probation Department to 5 new criminal hearing rooms. Maintain existing Court Services space on 3rd Floor. Total criminal departments would be 34.
County Plaza Complex	Maintain 2 Title IV(d) courtrooms and renovate for one additional courtroom. Total of 3 Title IV(d) courtrooms.
Bank of America Complex	Maintain 2 existing Juvenile Dependency courtrooms and 1 additional courtroom. Total of 3 Juvenile Dependency courtrooms.
New Location	Construct, renovate, or lease a new 18-courtroom facility for 13 Civil courtrooms and 5 Family Law courtrooms. Initiate discussions with Federal GSA concerning the lease or acquisition of 200,000 SF existing Federal Courthouse.
Remote Courts	Maintain 6 existing remote court locations for predominantly Traffic and Small Claims. On an as needed basis, assign specialized cases or functions to the 6 remote courts.
Juvenile Delinquency Courts	Renovate the existing 5 Juvenile Delinquency courtrooms at Juvenile Hall.
<b>COURTS - RELATED AGENCIES</b>	
Court Services	A total of 572 staff will need to be accommodated by 2007. These staff should be housed as close to each courthouse (facility) location as is feasible. A total of 6,800 SF will be necessary for the 34 Criminal courts proposed for the Central Courthouse. In total, 114,400 SF will be needed for Court Services.
District Attorney	A total of 199,182 SF will be required for the 778 staff, including Family Support. Convert the County Plaza to all District Attorney operations with the exception of the 40 staff assigned to the Juvenile Division that would be located at Juvenile Hall. A total of 189,182 SF of which 95,974 SF exists will be required in the Central Area.
Public Defender	A total of 31,060 SF will be required to accommodate the 163 staff. Move the Public Defender into leased space or a portion of the Hall of Records Building. Public Defender staff for the Juvenile Division (20) should be housed at the Juvenile Hall courts. A total of 26,060 SF will be needed in the Central Area.
Probation Services	A total of 402 staff are projected for Adult Probation Services which will require 80,400 SF. Leased space in close proximity to the Criminal Courthouse is recommended. Consider assigning a portion of the Hall of Records to this function. A total of 181 probation staff will be required for the Juvenile Division. This 36,200 SF should be located as close to the Juvenile Delinquency courts as is feasible.
Bailiff	Space for the bailiffs should be included in the space provided in each court facility.
<b>JUVENILE DETENTION</b>	
Juvenile Hall	Convert the Juvenile Hall Complex to a pre-adjudication detention center for 560 juveniles. Continue currently authorized program to expand bedspaces, eventually replacing the existing dormitories. Consider altering the current housing unit design to accommodate additional bedspaces.
Elkhorn Site	Maintain the existing 200 bedspaces. Expand the total bedspaces at Elkhorn to 494 through the addition of a 124-bed secure unit and a 170-bed dormitory unit.
Alternative Programs	Develop or expand existing alternative programs equal to 25% of the projected need, or approximately 250 participants by 2007.

Source: Carter Goble Associates, Inc. - March 1999

Even with an expansion of leased space to meet 10-year needs, especially for court-related agencies, new construction will be necessary to meet the adult and juvenile detention requirements; the decentralization of the Sheriff's operation; and possible the expansion of the Civil Court. On the Civil Court need, with a conversion of the Central Courthouse to all criminal proceedings over the next 10 years, additional space will be necessary for the Civil and some Family Law functions. During the course of this study, the Federal Court began to discuss plans for a new facility to replace the existing Federal

Courthouse in the Downtown area. While this facility is more ornate and has larger courtrooms than would be necessary for the County, the structure has 200,000 square feet that almost exactly meets the area requirements for the County for an expanded Civil Court function.

The expansion of the Central Law Enforcement Administration by 17,000 square feet can be accomplished by leasing space as occurs at the present time. A more efficient alternative would be a consolidation of all the Sheriff's central operational needs in a single Public Safety Complex of approximately 150,000 square feet, expandable to 200,000 by 2017.

Even though the County has responded to system needs during the past 10 years by using Federal and State grants for additional staff, courtrooms, and space, no major new criminal justice facility has been constructed since the North Annex to the Jail. In the meantime, the detention needs for juveniles and adults have continued to rise. Similarly, while new judgeships have not been created by the State, the recent elections and the pent-up need for judicial positions throughout the State will probably mean additional judicial positions for Fresno County within the next five years.

During the course of this study, the County Board of Supervisors approved the pursuit of external funding for both adult and juvenile detention. For the adult component, the completion of the North Annex should meet, with the continued emphasis upon alternative programs, the incarceration needs through 2007. For the juvenile component, although the additional 320 bedspaces will reduce the impact of the severely crowded conditions, the projected growth indicates that an additional 400 bedspaces will be required to meet the 2007 need.

A 20-step action plan to bring the criminal justice facilities in the County up to the 10 year projected need. While the total plan is \$153.5 million in inflated dollars, approximately 42% of this amount has already been approved, although not funded, by the County. Of the remaining \$88.3 million, \$41.8 million represents the estimated cost of a new Civil Courts Complex in the Downtown. As has been previously mentioned, the potential availability of the Federal Courthouse could not only meet the spatial requirements of the Fresno County Civil Court, but could also cost considerably less than the estimated new construction cost of \$41.8 million.

The remaining \$46.5 million (\$88.3 – 41.8 million) that has not been discussed by the Board will provide the 400 additional juvenile beds and space for staff growth in the District Attorney, Public Defender, Court Services, and Probation departments. This space can be leased if that is the least costly approach for the County. In developing a cost for spatial expansion in these departments, a base cost of \$50 per square foot for "tenant improvements" in a leased space was used. This base cost was inflated through 2005 to account for the staging of the expansion. Table 6-8 on the following page, illustrates the inflated cost for each of the 20 steps in the Implementation Plan.

Table 6-8  
Proposed Implementation Steps – 1999-2007

	Courts/Beds/Staff	Area	Project Cost
<b>STEP 1</b> (Complete by 2001)			
Complete Addition to North Annex	1,296 Beds	87,600	\$ 33,095,000
Complete 120 New Beds @ Juvenile Hall	120 Beds	36,000	\$ 18,971,250
Construct Multi-purpose Dormitory @ Elkhorn	100 Beds	25,000	\$ 3,109,512
Construct Secure Unit @ Elkhorn	100 Beds	27,000	\$ 4,305,232
Complete Kitchen, Laundry, etc. Improvements @ Elkhorn	n/a	20,000	\$ 5,786,256
Lease Space for Adult Probation	402 Staff	80,400	\$ 4,020,000
Renovate 8th Fl. Of Central Court for Criminal Courtrooms	5 Courtrooms	25,000	\$ 2,500,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,025,000
<b>Total Step 1</b>	<b>1,616 Beds 5 Courtrooms 484 New Staff</b>	<b>321,500</b>	<b>\$ 72,812,250</b>
<b>STEP 2</b> (Complete by 2004)			
Expand District Attorney Space	224 Staff	56,000	\$ 3,080,000
Expand Public Defender Space	79 Staff	19,750	\$ 1,086,250
Expand Court Services Space	306 Staff	61,200	\$ 3,366,000
Renovate Juvenile Delinquency Courts	5 Courtrooms	11,166	\$ 1,228,260
Expand Juvenile Probation	67 Staff	13,400	\$ 737,000
Expand Sheriff's Central Administrative Area	68 Staff	17,000	\$ 935,000
Develop New Records Center	n/a	25,000	\$ 875,000
<b>Total Step 2</b>	<b>5 Courtrooms 676 New Staff</b>	<b>203,516</b>	<b>\$ 11,307,510</b>
<b>STEP 3</b> (Complete by 2007)			
Develop New Civil Courts Complex	18 Courtrooms	180,000	\$ 41,760,000
Complete 240 New Beds @ Juvenile Hall	240 Beds	48,000	\$ 16,800,000
Construct Dormitory Unit @ Juvenile Hall	160 Beds	40,000	\$ 6,000,000
Construct Dormitory Units @ Elkhorn	100 Beds	25,000	\$ 3,750,000
Implement 2 Sheriff's District Centers	82 Staff	20,500	\$ 1,127,500
<b>Total Step 3</b>	<b>500 Beds 18 Courtrooms 82 New Staff</b>	<b>313,500</b>	<b>\$ 69,437,500</b>
<b>TOTALS</b>	<b>2,116 Beds 28 Courtrooms 1,242 New Staff</b>	<b>838,516</b>	<b>\$ 153,557,260</b>

Source: Carter Goble Associates, Inc. – March 1999

The County has other options for meeting the space needs of these departments. The proximity of both the Sheriff's Headquarters Building and the Hall of Records to the Central Courthouse and the existing Federal Courthouse (if available) would contribute significantly to an efficient courts system. The combined square footage in these two buildings is approximately 150,000. In addition, the entire County Plaza Complex has approximately 200,000 square feet that should be considered for criminal justice use due to the proximity to the Central Courthouse. Between these three County-owned buildings, approximately 350,000 square feet is available in close proximity to the Central Courthouse. In Table ES-23, a total of 329,102 square feet is estimated for departments that require a close relationship with the Criminal Courts. Of this 329,102 square feet, only 118,352 square feet of the District Attorney and Public Defender's offices could remain in their current location. Space allocated to the Court Services and Probation departments will be needed to expand the current Central Courthouse by five (5) more internal criminal courtrooms. The difference between the need (329,102 SF) and assigned space for criminal justice agencies (118,352 SF) is approximately 211,000 SF.

If these three buildings were to be dedicated to courts-related staff, the current non-justice agencies occupying these spaces will have to be re-located. In effect, the County will need to construct or lease approximately 211,000 square feet either in one or various locations to accommodate the departments that require close proximity to the courts. The types of agencies or departments for which space would need to be developed include the Sheriff, Public Works, Engineering, County Administration, Board of Supervisors, among many others.

Table 6-9  
Analysis of Space Requirements for Downtown Courts Related Agencies

Department	Existing Downtown SF	Additional Downtown SF	Total Required
District Attorney	95,974	56,000	151,974
Public Defender	22,378	19,750	42,128
Court Services	22,000	61,200	83,200
Probation	12,000	39,800	51,800
<b>Total</b>	<b>152,352</b>	<b>176,750</b>	<b>329,102</b>

Source: Carter Goble Associates, Inc. March 1999

Note: The 39,800 SF for Probation is the requirements for administration and court support services of adult probation. An additional 70,000 SF will be needed to meet the total space requirement of the Adult and Juvenile Probation services.

The growth projected for the departments identified in the previous table is directly linked to the estimated number of additional judicial officers that will be required to meet the caseload of the Fresno Judicial System. Creation of most of the needed judicial positions is exclusively the responsibility of the California Legislature and is largely a political process. There is no reliable method to predict the future actions of the Legislature, and, therefore, the County could simply wait and see what will be the response of the State's legislative body to the County's well documented need for additional resources. This response could include staff (judges) as well as financial aid to construct new facilities. At the present time, a study is underway to determine the magnitude of statewide need. Following the completion of this two year effort, more information will be available concerning the State's role in funding assistance for a portion of the more than 400,000 square feet of courts and court-related space.

However, the County cannot wait two more years to formulate a policy to meet the projected need. Eventually, the 21 additional courtrooms will be necessary, and the assumption is that the State will provide funding for any new courtrooms. The greatest County challenge will be to meet the estimated 211,000 square foot space requirement that is generated by the staff to support any new judicial positions funded by the Legislature.

If all non-courts agencies were re-located from the Plaza Complex and the 61,200 square feet for Court Services was located in the Hall of Records, then the Plaza Complex at 220,000 square feet could meet the 2007 space needs of the District Attorney, Public Defender, and court-related Adult Probation. Other locational options should be explored in the near future.



---

# Appendix



**FACILITY INVENTORY - COURTS****SUPERIOR COURTS****Major Functions/Activities Accommodated:**

Floors B1, B2, 2,3,5,6&7 have Courts on them; 8<sup>th</sup> floor is admin and offices. Building also has Probation; 90% of Criminal Cases held here; Some Custody Cases; Family Support; 2nd, 3rd and 5th floors have Holding Cells.

Number of Courts        29  
Rated Capacity:

Jury Assem. holds 170

**Description**

Location:	1100 Van Ness, Fresno
Size:	219,225 Gross Square Feet
Age:	Completed in 1966
Owned or Leased:	Owned

**General Conditions**

- High ceilings in basement
- Multi-Story building

**Future Prospects**

Other Possible Uses:	County Offices
Expansion Possibilities:	There are several floors in this facility being occupied by non-justice facilities and can be turned over to keep functions collocated

**FRESNO****Major Functions/Activities Accommodated:**

Warehouse storage for archives, microfilm room, stores surplus county equipment and archives in warehouse space.

Number of Courts:        0

**Description**

Location:	1963 E St., Fresno
Size:	17,100 sq. ft.
Age:	Completed in 1985
Owned or Leased:	Leased

**General Conditions**

- Overall good condition

**Future Prospects**

Other Possible Uses:	Storage functions
----------------------	-------------------

**FAMILY COURTS****Major Functions/Activities Accommodated:**

Counseling, conference rooms, victims & witnesses, mediators, family counselors.

Number of Courts: 3

**Description**

Location: 2220 Tulare (11<sup>th</sup> floor), Fresno  
Size: 10,620 sq. ft. per floor  
Owned or Leased: Owned

**General Conditions**

- Good interior light and overall condition

**Future Prospects**

Other Possible Uses: Other county offices  
Renovation Possibilities: Newly renovated

**JUVENILE****Major Functions/Activities Accommodated:**

Normal court functions consisting of 5 courts, 3 delinquency courts and 2 dependency courts.

Number of Courts: 10

**Description**

Location: 742 S. 10<sup>th</sup> St., Fresno  
Size: 11,166 sq. ft. (50% of 22,332 sq. ft. building)  
Age: Completed in 1977  
Owned or Leased: Owned

**General Conditions**

- Arrangement offers no separation between diversified groups
- Inadequate space for court support functions
- Need more distinction between dependencies and delinquency populations
- Security is limited, however a metal detector is used
- Relatively small courtrooms located in this two-story building

**Future Prospects**

Other Possible Uses: Other county office  
Expansion Possibilities: None (no land available)  
Renovation Possibilities: Need to reduce number of courts and use space for court support spaces that need to be close.

**BRANCH COURTS****FIREBAUGH****Major Functions/Activities Accommodated:**

Municipal Superior Court: Misdemeanors, Civil, Small Claims, Traffic Cases.

Number of Courts: 1

**Description**

Location: 1325 O St., Firebaugh  
Size: 4,800 sq. ft  
Owned or Leased: Owned

**General Conditions**

- Holding cells enhance security for under custody prisoners
- Building was originally constructed as a city court building
- Circulation works well as designed

**Future Prospects**

Other Possible Uses: County Offices

**COALINGA****Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanors, Felony Cases (through preliminary hearing), Civil Cases, Small Claims, Traffic Cases

Number of Courts: 1

**Description**

Location: 166 W. Elm St, Coalinga  
Size: 3,715 sq. ft.  
Owned or Leased: Leased

**General Conditions**

- Acquired from the city two years ago, originally designed as a courthouse
- Small entrance lobby separating staff and public areas
- Supervision of holding cells is handled by cameras monitored by the bailiff

**Future Prospects**

Other Possible Uses: County Offices

CLOVIS**Major Functions/Activities Accommodated:**

Municipal Court: Misdemeanors, Traffic, Small Claims, Civil, Welfare Fraud Felonies.

Number of Courts: 1

**Description**

Location: 1011 5th St, Clovis  
Size: 5,025 sq. ft  
Owned or Leased: Owned

**General Conditions**

- Building designed as a court facility, the exterior is maintained as part of the City of Clovis government complex
- A glass partition with three openings divides the public from the staff areas
- Open work areas include three work stations with related record storage surrounded by two more stations with separate record storage
- There are four private offices as well as the Judges Chambers
- Surveillance of the holding cell is limited to occasional physical checks.

**Future Prospects**

Other Possible Uses: County Offices

SELMA**Major Functions/Activities Accommodated:**

Division of County Superior Courts: Misdemeanor Cases, Felony Cases, In-Custody Cases, Civil Matters, Misdemeanor Jury Trials, Criminal and Civil Cases, Traffic Cases.

Number of Courts: 1

**Description**

Location: 2117 Selma St., Selma  
Size: 2,360 sq. ft.  
Expanded & Remodeled in 1995  
Owned or Leased: Leased

**General Conditions**

- Overcrowded for current use and volume
- Formerly a hotel that was renovated
- Holding cells are located off of the premises, creating scheduling, supervision and transportation problems

**Future Prospects**

Other Possible Uses: County Offices

SANGER**Major Functions/Activities Accommodated:**

Branch Court: Misdemeanor Cases, Felony Cases, Civil Cases, Small Claims, Traffic Claims.

Number of Courts: 1

**Description**

Location: 619 N. St., Sanger  
Size: 3,825 sq. ft  
Owned or Leased: Leased

**General Conditions**

- Severe limitations of space; hindering well sequenced functioning of building

**Future Prospects**

Other Possible Uses: County Offices

REEDLEY**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanor Cases, Felony Cases, Civil Cases, Small Claims, Traffic Cases.

Number of Courts: 1

**Description**

Location: 815 G St., Reedley  
Size: 5,953 sq. ft.  
Age: Built in the 50's  
Owned or Leased: Owned

**General Conditions**

- Could be consolidated with Parlier
- No holding facilities in building; inmates are kept in separate facility
- No vehicle sallyport
- Adequate interior light

**Future Prospects**

Other Possible Uses: County Offices

PARLIER**Major Functions/Activities Accommodated:**

Municipal Court: Misdemeanors, Felony Cases, Civil Cases, Small Claims, Traffic Cases.

Number of Courts: 1

**Description**

Location:	580 Tulare Street, Parlier
Size:	2,022 sq. ft
Renovated:	in 1991
Owned or Leased:	Leased

**General Conditions**

- Courtroom is readily accessible from the outside raising a security problem

**Future Prospects**

Other Possible Uses: County Offices

KINGSBERG**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanor and Felony Criminal Cases, Civil Cases, Small Claims Cases.

Number of Courts: 1

**Description**

Location:	1600 California, Kingsberg
Size:	4,875 sq. ft.
Expanded:	Moved one year ago to renovated grocery store
Owned or Leased:	Leased

**General Conditions**

- Facility appears to be operationally efficient
- Large sized courtroom adequate for function volume
- Judges Chamber's location is susceptible to interruption by public
- Lobby is not very secure

**Future Prospects**

Other Possible Uses: County Offices

FOWLER**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanors, Felony Cases, Civil, Small Claims, Traffic Cases.

Current Number of Staff: 6 full-time  
Number of Courts: 1

**Description**

Location: 106 S. 6<sup>th</sup> St., Fowler  
Size: 3,370 sq. ft.  
Expanded: & Remodeled in 1995  
Owned or Leased: Leased

**General Conditions**

- No vehicle sallyport
- Security is limited to a hand held wand by bailiff
- Could be consolidated with other facilities

**Future Prospects**

Other Possible Uses: County Offices

RIVERDALE**Major Functions/Activities Accommodated:**

Misdemeanor Cases, Traffic Cases, Civil Suites, Small Claims.

Number of Courts: 1

**Description**

Location: 3563 Hensen St., Riverdale  
Size: 2,016 sq. ft.  
Age: Completed in 1977  
Hours of Operation: 1 person normally works at this facility except Friday when three work. Court is held only on Friday's.  
Owned or Leased: Leased

**General Conditions**

- Security is limited to a hand held wand by bailiff
- There is no panic button for emergencies

**Future Prospects**

Other Possible Uses: Other county office



CARUTHERS**Major Functions/Activities Accommodated:**

Branch Courts: Traffic Infractions, Minor Juvenile Matters, and Small Claims

Number of Courts: 1

**Description**

Location: 2215 W. Tahoe, Caruthers  
Size: 1,500 sq. ft.  
Owned or Leased: Leased

**General Conditions**

- Overall good condition

**Future Prospects**

Other Possible Uses: County Offices

KERMAN**Major Functions/Activities Accommodated:**

Branch Courts: Misdemeanors, Felony Cases, Civil Cases, Small Claims, Traffic Claims, Juvenile Cases.

Number of Courts: 1

**Description**

Location: 719 S. Medera, Kerman  
Size: 2,400 sq. ft.  
Renovated: Comp. 1984 (after a fire)  
Owned or Leased: Leased

**General Conditions**

- Store front in small strip of stores
- Layout presents some major difficulties to operational efficiencies
- Work area consists of three work stations; all records are kept in this area also

**Future Prospects**

Other Possible Uses: County Offices

**Sheriff's Department**

**FACILITY INVENTORY – SHERIFF DEPARTMENT****MAIN BUILDING (SHERIFF'S DEPARTMENT)****Major Functions/Activities Accommodated:**

Identification, dispatch, emergency services, Photo dark labs (in support of crime division), records, administration, evidence storage, detective office space, internal affairs, personnel

**Description:**

Location: 2200 Fresno St., Fresno  
Size: 64,613 sq. ft.  
Owned or leased: Owned

**General Conditions:**

- Building in generally good condition
- U-Shaped circulation pattern
- Includes underground tunnel to jail

**Future Prospects:**

Other Possible Uses: Other County Offices

**SHERIFF – TRAINING & CRIME LAB****Major Functions/Activities Accommodated:**

Various labs and offices dealing with crime and forensics

Current Number of Staff: 17 total; 9 in Crime lab, 8 in Crime lab training

**Description:**

Location: 1256 Diversidero, Fresno  
Size: 10,800 sq. ft. (6,000 for crime lab, 4,800 for training)  
Age: County acquired two years ago Renovated: Newly renovated  
Owned or Leased: Leased

**General Conditions:**

- Good interior light
- Good circulation pattern, appropriately equipped, adequate for current needs
- ADA compliant

**Future Prospects:**

Other Possible Uses: Other County Offices

Expansion Possibilities: Site has room for very limited expansion

Renovation Possibilities: Newly renovated

SHERIFF'S OFFICES**Major Functions/Activities Accommodated:**

Narcotics enforcement team is housed here, two sergeant offices, conference room

**Description:**

Location: 720 E. North St., Fresno  
Size: Approx. 5,177 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Large open area with 16 workstations
- Large open warehouse area with storage

**Future Prospects:**

Other Possible Uses: Other County Offices

SHERIFF'S BOAT STORAGE**Major Functions/Activities Accommodated:**

Fleet parking for boats during winter months only. Includes: 7 Patrol boats, 3-5 Jet ski's, 2 River boats

**Description:**

Location: 4551 E. Hamilton, Fresno  
Size: 561 sq. ft.  
Owned or Leased: Owned

**General Conditions:**

- Building in generally good condition

**Future Prospects:**

Other Possible Uses: Possible storage space

SHERIFF'S OFFICES**Major Functions/Activities Accommodated:**

Classroom for multi-uses.

**Description:**

Location: 854 W. Kearny Rd., Fresno  
Size: 600 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- This facility is one room in the Butler Building

**Future Prospects:**

Other Possible Uses: Additional County Office

**Major Functions/Activities Accommodated:**

Hangar space for helicopters. Services Fresno, Clovis, Friant and Shaver Lake. Functions include patrol briefing and computer room

**Description:**

Location: 5717 E. Shields, Fresno  
Size: Approx. 8,480 sq. ft  
Owned or Leased: Leased

**General Conditions:**

- Serves as area II headquarters

**Future Prospects:**

Other Possible Uses: Other County Office

**Major Functions/Activities Accommodated:**

Undercover Narcotics Office

**Description:**

Location: 5051 E. Mckinley, Fresno  
Size: Approx. 6,498 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Brown brick building with stucco
- Generally good condition

**Future Prospects:**

Other Possible Uses: Other County Offices

**Major Functions/Activities Accommodated:**

Flight Services and Aviation; houses two helicopters

**Description:**

Location: 4885 E. Shields, Fresno  
Size: 1,450 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- This facility is part of a much larger building

**Future Prospects:**

Other Possible Uses: Other County Offices

**Major Functions/Activities Accommodated:**

Small 1 office, 1 bathroom facility.

**Description:**

Location: 4537 N. Wilson St., Fresno (Fig Garden Suburb)  
Size: (Various Units)  
Owned or Leased: Leased

**General Conditions:**

- Grey single story building
- Located in fire department complex

**Future Prospects:**

Other Possible Uses: Other County or leased Offices

**Major Functions/Activities Accommodated:**

Detective division, patrol offices, briefing room, community room, gang officer's office, Lt. Office and administrative area.

**Description:**

Location: 21925 W. Manning Ave., San Joaquin  
Size: 3,900 sq. ft  
Renovated: Recently renovated  
Owned or Leased: Owned

**General Conditions:**

- Building in generally good condition

**Future Prospects:**

Other Possible Uses: Other County Offices

**Major Functions/Activities Accommodated:**

Deputy Sheriffs assigned here who work patrol; Lt. Office, conference room, detective offices, patrol briefing room. Also includes garage area, offices and a classroom. Services Fowler, Kingsberg, Parlier, Orange Cove, Reedley, Caruthers, Laton, Selma

**Description:**

Location: 1053 S. Golden St., Selma  
Size: 9,770 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Building in generally good condition

**Future Prospects:**

Other Possible Uses: Could be used for additional County Office space

MAIN JAIL**Major Functions/Activities Accommodated:**

Jail with Infirmary; Dental; Medical; Psychiatric areas

Current Number of Staff: 415

Rated Capacity: 1064

**Description:**

Location:	1225 M St., Fresno	
Size:	220,167 sq. ft.	
Age:	Completed in 1989	Expanded: Yes (North Annex)
	Renovated: 1991	
Owned or Leased:	Owned	

**General Conditions:**

- Long interior corridors
- Administration section is centralized
- Good visibility and manageability in inmate housing areas

**Future Prospects:**

Expansion Possibilities: North Annex was added and is a separate building connected to main facility by an underground tunnel.

NORTH ANNEX JAIL**Major Functions/Activities Accommodated:**

Courts and Jail functions

Current Number of Staff:	(Included in Main Jail total of 415)
Number of Courts:	2
Rated Capacity:	432 inmates (Six dorms with a capacity of 72 in each)

**Description:**

Location:	1265 "M" St., Fresno
Size:	53,040 SF
Age:	Completed in 1993
	Expanded: Planned for 3 additional housing floors
Owned or Leased:	Owned

**General Conditions:**

- Good site-lines with indoor/outdoor yards for athletic activity
- Good visibility, few blind spots in inmate housing areas

**Future Prospects:**

Other Possible Uses: None

Expansion Possibilities: It was planned for 3 more levels. Tunnels were also put in place for other expansion opportunities

Renovation Possibilities: None

SOUTH ANNEX JAIL**Major Functions/Activities Accommodated:**

Courts, Jail, Bailiff area, Staging area

Current Number of Staff: (Included in Main Jail total of 415)  
Rated Capacity: 669

**Description:**

Location: 2200 Fresno St., Fresno  
Size: 91,962 Gross Square Feet  
Age: Completed in the 50's Expanded: in the 60's  
Renovated: Ongoing  
Owned or Leased: Owned

**General Conditions:**

- Concrete, aggregate panels and glass block exterior
- Narrow halls and low ceilings in the interior, low- natural light

**Future Prospects:**

Other Possible Uses: Portions can be used for County Offices, but renovation is difficult for jail designs.

SATELLITE JAIL**Major Functions/Activities Accommodated:**

Food and laundry brought here

Current Number of Staff: (Included in Main Jail total of 415)  
Rated Capacity: 200

**Description:**

Location: 110 "M" St., Fresno  
Size: 10,800 sq. ft.  
Age: Constructed in 1986 Expanded: 1998  
Renovated: 1998  
Owned or Leased: Leased

**General Conditions:**

- Located in an industrial area, one mile from downtown
- Administration section is centralized
- Over crowded and poor visibility in dormitories
- Extremely limited space for all activities
- New dayroom and recreation area constructed in 1998. Dorms, Restrooms and Showers were refurbished

**Future Prospects:**

Other Possible Uses: Storage  
Expansion Possibilities: Expansion is possible due to a site size of 72,066 sq. ft.

**FACILITY INVENTORY – DISTRICT ATTORNEY****FAMILY SUPPORT DIVISION - EARLY FRAUD INVESTIGATION****Major Functions/Activities Accommodated:**

Investigate people who have applied for welfare benefits to ensure that they are not committing fraud against the County.

Current Number of Staff: 12 - consisting of eight Investigators, one Supervisor, and three Clerical staff

**Description:**

Location: 425 South Cedar, Fresno  
Size: 3,000 sq. ft (trailers)  
Renovated: No

**General Conditions:**

- Two double wide trailers that are connected to each other
- No windows
- Contains small offices and some under-utilized open areas
- Finishes convey thrifty image (inexpensive carpeting, paneling)

**Future Prospects:****Other Possible Uses:**

- This Early Investigation function is mandated to be next to the Department of Social Services, so if there are no better options, this function may need to remain in its present location'
- Space is not worth renovating; should be phased out

Expansion Possibilities: Not worthwhile

Renovation Possibilities: Not worthwhile



WORKERS COMPENSATION AND BUSINESS AFFAIRS UNITS**Major Functions/Activities Accommodated:**

The Workers Compensation Unit is charged with investigating people who are suspected of fraudulently claiming Workers Compensation. Business Affairs' mission is to investigate and settle business and consumer crimes. These two units are independent from each other; they do not need to be collocated.

**Current Number of Staff:**

- 10 staff in Workers Compensation, consisting of 3 Attorneys, 4 Investigators, 1 Legal Assistant, and 2 Support Staff; plus one student
- 6 staff in Business Affairs: 3 Attorneys, 1 Paralegal, 1 Investigative Assistant, and 1 Secretary.

**Description:**

Location: 2110 Merced/ 1250 Van Ness; this office is on a corner and has two addresses.  
Size: 1,725 sq. ft  
Age: Workers Compensation has been located here since 1996; Business Affairs preceded them by about two years Renovated:

**General Conditions:**

- 2nd floor of two story building, above Credit Union
- Relatively spacious, quiet, comfortable offices and support areas
- Reportedly, separation from the District Attorney's main offices pose few problems
- Reportedly, amount of space, quiet conditions, and location are well suited for these two units

**Future Prospects:**

Other Possible Uses: Both units prefer to stay; however, if they were relocated, this space would be suitable for other small units of County departments that can be relatively isolated.

Expansion Possibilities: Space is adequate for both units to accommodate several more staff.

Renovation Possibilities: Appears unnecessary at present.

**NON-SUFFICIENT FUNDS (NSF) UNIT****Major Functions/Activities Accommodated:**

This unit collects funds owed from people who write checks with insufficient funds. Through fees, NSF is largely self-supporting.

**Current Number of Staff:**

12 staff: 1 Manager, 1 Investigator, 1 Investigative Assistant, 1 Supervisory Collection Assistant, 5 Collections Assistants, 1 Account Clerk, 1 Office Assistant, and 1 part-time Computer Programmer

**Description:**

Location: 1360 L Street, on corner, also known and labeled as 2208 Tuolumne  
Size: 3,250 sq. ft  
Age: unit moved in October 1998  
Renovated: October 1998: minor renovation

**General Conditions:**

- one story building
- started three year lease in October 1998
- good condition: quiet, adequate space (this unit had had half as much space)
- lacks sprinklers and smoke alarms (at time of the report, there were plans to add the latter)

**Future Prospects:**

Other Possible Uses: small units of departments that function independently

Expansion Possibilities: none, no room on site; existing space will allow several more staff

Renovation Possibilities: no additional renovations are necessary for current function and staff

**FAMILY SUPPORT DIVISION - PORTION OF CHILD SUPPORT****Major Functions/Activities Accommodated:**

This location, which is across the street from the main offices of Family Support, accommodates investigative, legal, mail, records, and process serving functions.

**Current Number of Staff:**

The Investigative Unit consists of 4 Investigators, 1 Supervisory Investigator, 1 Investigative Assistant, 1 Programming Technician, 1 Office Assistant and 1 Attorney. There are also 3 Process Server (SOP) staff, 3 Attorneys and 5 Support Staff in the Legal Unit, 4 in the Mail Unit, and 3 in Records.

**Description:**

Location:	929 L Street, across the street from the County Plaza building.
Size:	4,600 sq. ft
Age:	Portions of the District Attorney's office have been in the 1st floor of this leased building for a relatively short time, since late 1997.

**General Conditions:**

- portions of this space are crowded
- fair condition
- relatively quiet

**Future Prospects:**

Other Possible Uses: small elements of departments that can function largely autonomously

Expansion Possibilities: there is no space within the 1st floor of this building for more staff. However, it may be possible for the County to also lease the 2nd floor, or purchase and use the entire building.

Renovation Possibilities: appears not worthwhile at present, because building is leased and spaces that are used are acceptable as is.

CRIMINAL DIVISION**Major Functions/Activities Accommodated:**

Justice courts, intake, narcotics, NSF unit, domestic violence

**Description:**

Location: 2220 Tulare Building (County Plaza Bldg.) 9<sup>th</sup> & 11<sup>th</sup> floors, Fresno  
Size: Approx. 23,364 sq. ft. (10,620 sq. ft. per floor)  
Owned or Leased: Leased

**General Conditions:**

- Not enough storage space
- Many of the offices are double and triple occupied

**Future Prospects:**

Other Possible Uses: Other County Offices

D.A -FAMILY SUPPORT**Major Functions/Activities Accommodated:**

Welfare fraud, child abduction, courtrooms, clerks, mediation, training, public outreach, administration  
Current Number of Staff: 300

**Description:**

Location: 2220 Tulare Building (County Plaza Bldg.) Street level, plaza level, 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> floors, Fresno  
Size: 50,801 approx. sq. ft. (8,609 usable sq. ft. for 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> floor)  
Owned or Leased: Leased

**General Conditions:**

- Inadequate space for current operations

**Future Prospects:**

Other Possible Uses: Other County Offices

**FACILITY INVENTORY - PROBATION****DEPARTMENT ADMINISTRATION****Major Functions/Activities Accommodated:**

Department Administration including Central Business and Office Support, Court Officers, Domestic Violence, Drug Programs, Probation Administration (other functions have moved out)

Rated Capacity: 150 people

**Description:**

Location: 1100 Van Ness (8<sup>th</sup> floor), Fresno  
Size: 25,000 sq. ft. (for just adult)  
Age: County Courthouse was rebuilt in the 60's  
Owned or Leased: Owned

**General Conditions:**

- Good interior light and overall condition
- Overcrowded for current operations

**Future Prospects:**

Other Possible Uses: Other county offices  
Expansion Possibilities: : There are several floors in this facility being occupied by non-justice facilities and can be turned over to keep functions collocated  
Renovation Possibilities: Newly renovated

**ADULT FIELD SERVICES****Major Functions/Activities Accommodated:**

All Adult Felons and Probation report here

Current Number of Staff: 21 (will be 22)

**Description:**

Location: 2233 Kern St., Fresno  
Size: Approx. 3,762 sq. ft.  
Owned or Leased: Leased

**General Conditions:**

- Few windows, narrow halls
- Very crowded offices
- Small waiting area

**Future Prospects:**

Other Possible Uses: County Offices

JUVENILE BOOT CAMP**Major Functions/Activities Accommodated:**

Current Number of Staff: 45  
 Rated Capacity: Current- approximately 90, Once all Housing Units are renovated, could accommodate up to 200  
 Population Categories: All post-adjudicated low to medium security; mostly property offenders; all males at present, one unit will be females

**Description:**

Location: 500 E. Elkhorn, Caruthers (near Highway 41, \ once the leg of 41 between Fresno and Elkhorn is completed, the drive between the two places will be reduced from about 35 minutes to 20 minutes)  
 Size: 83,923 sq. ft of buildings; approximately 390 acres  
 Age: Completed between the mid 1940's and the late 1950's  
 Renovated: Largely completed June, 1998: renovation continues  
 Owned or Leased: Owned

**General Conditions:**

- Campus like setting within a secure double-fenced perimeter
- All one story low to lower medium security buildings; most are block construction; lots of windows, considerable natural light
- Separate buildings for each housing barrack, administration, school, dining, laundry, multipurpose/counseling/groups/religious services
- Agricultural fields surround the compound
- Two barracks are currently operational; a third is being renovated, and a fourth will follow
- Each barracks contains renovated bathrooms, rows of bunk beds, very small dayroom areas, a holding cell
- Better furniture, including lockers, is needed
- 4 classrooms, resulting in the necessity to double-shift required academics
- Multipurpose building will be reconfigured to better accommodate individual and group counseling, mental health and substance abuse professionals

**Future Prospects:***Other Possible Uses:*

Most suitable for low to lower medium security post-adjudicated youth or sentenced adult inmates

*Expansion Possibilities:*

With close to 400 acres, there is tremendous potential at Elkhorn to have additional facilities for juvenile and (separately) adult offenders. Support services, such as the kitchen, could serve both populations.

*Renovation Possibilities:*

Recently, the Elkhorn facility has undergone approximately \$5 million worth of renovation. Once the Multipurpose building is renovated and if academic and vocational space is added, the Boot Camp should be complete to serve up to 200 youth.

JUVENILE HALL**Major Functions/Activities Accommodated:**

Short-term Detention Facility for 63 days or less for minors processed through the Juvenile Court

Rated Capacity: Currently 205 juveniles

**Description:**

Location: 742 & 744 S. Tenth St., Fresno  
Size: Total of 64,482 sq. ft. (including 50% of Hall & Annex)  
Age: Built in 1956 Renovated: Second floor was added in 1995  
Owned or Leased: Owned

**General Conditions:**

- Booking area consists of a five holding cells with a capacity of 12
- Housing units consist of several mirror image configurations with individual control rooms
- Inadequate space for programs

**Future Prospects:**

Expansion Possibilities: No expansion opportunities

JUVENILE PROBATION OFFICES**Description:**

Location: 890 S. 10<sup>th</sup> St., Fresno  
Size: 19,032 sq. ft.  
Age: Built in the 1970's  
Owned or Leased: Owned

**General Conditions:**

- Maze-like floor plan
- Double occupancy offices
- Extreme shortage of parking
- Needs more meeting and training rooms

**Future Prospects:**

Other Possible Uses: Other county offices

Expansion Possibilities: Can be expanded if buildings behind facility are torn down

**JOB TRAINING AND PLACEMENT FOR ADULT AND JUVENILE OFFENDERS****Major Functions/Activities Accommodated:**

Client education, classrooms

Current Number of Staff: Under utilized (Space funded by grant dollars)

**Description:**

Location: 855 N. Abby St., Fresno  
Size: Approx. 13,600 sq. ft.  
Age: Built in 1967 Renovated: Newly moved in  
Owned or Leased: Leased

**General Conditions:**

- Under utilized for current functions
- Fair condition

**Future Prospects:**

Other Possible Uses: Other county offices

**MAGEC OPERATIONS OFFICE****Major Functions/Activities Accommodated:**

Suppress gang activity

**Description:**

Location: 1260 "M" St., Fresno  
Size: Approx. 10,054 sq. ft. (10% of building is for Probation; 1540 sq. ft.)  
Owned or Leased: Leased

**General Conditions:**

- Inadequate space for current operations
- Acoustical problems
- Workers need to be anonymous and away from other workers

**Future Prospects:**

Other Possible Uses: Other county offices



DRUG COURT**Major Functions/Activities Accommodated:**

Drug tests are administered to over 140 Probationers per week

**Description:**

Location: 141 B N. Clark, Fresno  
Size: Approx. 1,900 sq. ft.  
Age: Built in 1967  
Owned or Leased: Leased

**General Conditions:**

- Limited space for current operations
- More support space needed including rest rooms

**Future Prospects:**

Other Possible Uses: Other County Offices

PROBATION BUSINESS & OFFICE SUPPORT**Major Functions/Activities Accommodated:**

Office Support Staff assigned to Superior Court Reports

Rated Capacity: 10 people

**Description:**

Location: 2135 N. Fresno St. (Crocker Building), Fresno  
Size: 1,158 Square Feet  
Age: Renovated:  
Owned or Leased: Leased

**General Conditions:**

- Overcrowded for current operations
- Back and forth involved due to close proximity of Probation building

**Future Prospects:**

Other Possible Uses: Other county offices  
Expansion Possibilities:  
Renovation Possibilities: Newly renovated

WAKEFIELD SCHOOL**Major Functions/Activities Accommodated:**

Court ordered detention commitment program that lasts a 12 month term.

Rated Capacity: Currently 205 Juveniles

**Description:**

Location:	746 S. Tenth St., Fresno	
Size:	23,717 sq. ft.	
Age:	Built in 1956	Renovated
Owned or Leased:	Owned	

**General Conditions:****Future Prospects:**

Other Possible Uses:

Expansion Possibilities: No expansion opportunities

Renovation Possibilities: Could be converted to two 30-bed pre-detention units.

## SPACE STANDARDS

Table A-1

LARGE CRIMINAL TRIAL COURT JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	2,500	2,500	Spectator area for 60-80
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Holding Cell	2	50	100	w/toilet
	Secure Sallyport	1	35	35	Key operated doors
	Secure Interview Room	1	80	80	Adjacent to cell
	<b>Sub-Total</b>			<b>2,975</b>	
	Public Waiting	1	300	300	Pro-rata share
	Victim/Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	<b>Sub-Total</b>			<b>470</b>	
	Judge's Chambers	1	350	350	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	220	220	Shared w/1 large court (440 total SF)
	<b>Sub-Total</b>			<b>1,195</b>	
	Jury Deliberation Room	1	300	300	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>465</b>	
	<b>Sub-Total Net SQ.FT.</b>			<b>5,105</b>	
	Grossing Factor @ 35%			1,787	
	<b>TOTAL GROSS SQ. FT. LARGE CRIMINAL SET</b>			<b>6,892</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	7	250	1,750	Includes all DA staff and support spaces
	Public Defender	3	250	750	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 60
	Central Prisoner Holding	30	15	450	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>5,685</b>	
	<b>Sub-Total per Judicial Set</b>			<b>12,677</b>	
	Grossing Factor @ 25%			3,144	
	<b>TOTAL GROSS SQ. FT. LARGE CRIMINAL SET</b>			<b>15,721</b>	

Table A-2

STANDARD CRIMINAL TRIAL JUDICIAL COURT SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	1,800	1,800	Spectator area for 40-50
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Holding Cell	2	50	100	w/toilet
	Secure Sallyport	1	35	35	Key operated doors
	Secure Interview Room	1	80	80	Adjacent to cell
	<b>Sub-Total</b>			<b>2,275</b>	
	Public Waiting	1	200	200	Pro-rata share
	Victim/Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	<b>Sub-Total</b>			<b>370</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80	80	Shared w/1 large court
	<b>Sub-Total</b>			<b>1,030</b>	
	Jury Deliberation Room	1	280	280	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>445</b>	
	<b>Sub-Total Net SQ.FT.</b>			<b>4,120</b>	
	Grossing Factor @35%			1,442	
	<b>TOTAL GROSS SQ. FT. STANDARD TRIAL COURT</b>			<b>5,562</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	7	250	1,750	Includes all DA staff and support spaces
	Public Defender	3	250	750	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	20	15	300	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>5,535</b>	
	<b>Sub-Total per Judicial Set</b>			<b>11,097</b>	
	Grossing Factor @ 25%			2,774	
	<b>TOTAL GROSS SQ. FT. STANDARD CRIMINAL SET</b>			<b>13,871</b>	

Table A-3

TRAFFIC COURT					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	2,200	2,200	Spectator area for 80-100
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	Holding Cell	2	50	100	w/toilet
	Secure Sallyport	1	35	35	Key operated doors
	Secure Interview Room	1	80	80	Adjacent to cell
	<b>Sub-Total</b>			<b>2,675</b>	
	Public Waiting	1	400	400	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	100	100	For exhibits/evidence
	<b>Sub-Total</b>			<b>620</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80	80	Shared w/1 large court
	<b>Sub-Total</b>			<b>1,030</b>	
	Jury Deliberation Room	1	220	220	Seating for 8
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	1	45	45	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>340</b>	
	<b>Sub-Total Net SQ.FT.</b>			<b>4,665</b>	
	Grossing Factor @ 35%			1,633	
	<b>TOTAL GROSS SQ. FT. TRAFFIC COURT</b>			<b>6,298</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	10	225	2,250	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	7	250	1,750	Includes all DA staff and support spaces
	Public Defender	3	250	750	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	15	15	225	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>6,360</b>	
	<b>Sub-Total per Judicial Set</b>			<b>12,658</b>	
	Grossing Factor @ 25%			3,164	
	<b>TOTAL GROSS SQ. FT. TRAFFIC COURT SET</b>			<b>15,822</b>	

Table A-4

HEARING/ARRAIGNMENT ROOM JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Hearing Room	1	1,000	1,000	Spectator area for 40-50
	Vestibule	1	80	80	Acoustical sound lock; view panel in door
	Interview Room	1	80	80	Adjacent to Vestibule
	Secure Room	1	50	50	Key operated doors
	Secure Sallyport	1	35	35	Adjacent to cell
	<b>Sub-Total</b>			<b>1,245</b>	
	Public Waiting	1	100	100	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	Pro-rata share
	<b>Sub-Total</b>			<b>270</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	100	100	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80	80	Shared w/1 large court
	<b>Sub-Total</b>			<b>980</b>	
<b>Sub-Total Net SQ.FT.</b>				<b>2,495</b>	
Grossing Factor @ 35%				873	
<b>TOTAL GROSS SQ. FT. HEARING/ARRAIGN. RM.</b>				<b>3,368</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	10	225	2,250	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	4	250	1,000	Includes all DA staff and support spaces
	Public Defender	4	250	1,000	Includes all PD staff and support spaces
	Probation Staff	1	200	200	Includes all Probation staff and support spaces
	Jury Assembly	0	20	0	Not required for Arraignment courts
	Central Prisoner Holding	40	15	600	Holding for prisoners before transfer to Ctrm. Cells
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	0	20	0	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>5,415</b>	
<b>Sub-Total per Judicial Set</b>				<b>8,783</b>	
Grossing Factor @ 25%				2,196	
<b>TOTAL GROSS SQ. FT. HEAR/ARRAIGN. SET</b>				<b>10,979</b>	

Table A-5

LARGE CIVIL TRIAL COURT JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	2,500	2,500	Spectator area for 40-50
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	<b>Sub-Total</b>			<b>2,760</b>	
	Public Waiting	1	300	300	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	<b>Sub-Total</b>			<b>470</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	220	220	Shared w/1 large court
	<b>Sub-Total</b>			<b>1,170</b>	
	Jury Deliberation Room	1	280	280	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>445</b>	
<b>Sub-Total Net SQ.FT.</b>				<b>4,845</b>	
Grossing Factor @35%				1,696	
<b>TOTAL GROSS SQ. FT. LARGE CIVIL SET</b>				<b>6,541</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	0	250	0	Not generally required for Civil Departments
	Public Defender	0	250	0	Not generally required for Civil Departments
	Probation Staff	0	200	0	Not generally required for Civil Departments
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	0	15	0	Not generally required for Civil Departments
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>2,535</b>	
<b>Sub-Total per Judicial Set</b>				<b>9,076</b>	
Grossing Factor @ 25%				2,269	
<b>TOTAL GROSS SQ. FT. LARGE CIVIL SET</b>				<b>11,345</b>	

Table A-6

STANDARD CIVIL TRIAL COURT JUDICIAL SET					
	Space Designation	No. of Spaces	Space Standard	Net Sq. Ft.	Comments
	Courtroom	1	1,800	1,800	Spectator area for 40-50
	Vestibule	1	100	100	Acoustical sound lock; view panel in door
	Interview Room	2	80	160	Adjacent to Vestibule
	<b>Sub-Total</b>			<b>2,060</b>	
	Public Waiting	1	200	200	Pro-rata share
	Witness Waiting	1	120	120	Near courtroom entrance
	Equipment Storage	1	50	50	For exhibits/evidence
	<b>Sub-Total</b>			<b>370</b>	
	Judge's Chambers	1	325	325	Incl. toilet @ 45 SF
	Judge's Secretary	1	150	150	Waiting for four persons
	Judge's Bailiff's Station	1	60	60	Alcove near Secretary
	Storage	1	50	50	w/sink for coffee
	Court Reporter	1	100	100	Private Office
	Clerk's Office	1	120	120	Private Office
	Translator	1	100	100	Private Office
	Staff Toilet	1	45	45	Accessible
	Conference Room	1	80 *	80 *	Shared w/1 large court
	<b>Sub-Total</b>			<b>1,030</b>	
	Jury Deliberation Room	1	280	280	Seating for 14
	Jury Deliberation Vestibule	1	45	45	For entry to separate toilets
	Jury Toilets	2	45	90	Accessible and adjacent to Vestibule
	Jury Beverage Station	1	30	30	In Vestibule; w/sink
	<b>Sub-Total</b>			<b>445</b>	
<b>Sub-Total Net SQ.FT.</b>				<b>3,905</b>	
Grossing Factor @35%				1,367	
<b>TOTAL GROSS SQ. FT. STANDARD CIVIL COURT</b>				<b>5,272</b>	
ALLOCATIONS FOR COURT SUPPORT SPACES					
	Court Services Staff	6	225	1,350	Includes Ct. Admin., Clerks, Data Mangrs., Planners
	District Attorney	0	250	0	Not generally required for Civil Departments
	Public Defender	0	250	0	Not generally required for Civil Departments
	Probation Staff	0	200	0	Not generally required for Civil Departments
	Jury Assembly	40	20	800	Seating, Wk. Sta., toilets, vending and seating for 600
	Central Prisoner Holding	0	15	0	Not generally required for Civil Departments
	Public Screening & Lobby	1	150	150	Metal detectors, Security Office, Main lobby area
	Law Library	1	20	20	Public law library for attorneys, pro se defendants
	Public Amenities	1	200	200	Public toilets, vending, first aid, telephones
	Communications Room	1	15	15	Attorney work room; media room
	<b>Sub-Total Departmental Gross SQ. FT.</b>			<b>2,535</b>	
<b>Sub-Total per Judicial Set</b>				<b>7,807</b>	
Grossing Factor @ 25%				1,952	
<b>TOTAL GROSS SQ. FT. STANDARD CIVIL SET</b>				<b>9,758</b>	



Table A-7

## FRESNO COUNTY'S BUDGET FOR CRIMINAL JUSTICE AGENCIES

Referenced in Chapter 6 (page 6-1)

	Actual 1991-92	Actual 1992-93	Actual 1993-94	Actual 1994-95	Actual 1995-96	Budgeted 1996-97	Recommended 1997-98
<b>APPROPRIATIONS (General Fund)</b>							
<b>Courts<sup>1</sup></b>							
Superior	\$ 8,437,862	\$ 9,195,488	\$ 9,885,582	n/a	n/a	n/a	n/a
Municipal	\$ 6,987,699	\$ 7,796,940	\$ 7,343,838	n/a	n/a	n/a	n/a
Courts Ancillary Services	n/a	n/a	\$ 12,087,011	\$ 12,086,159	\$ 13,620,701	\$ 14,070,213	\$ 14,278,195
Fresno County Courts*	n/a	n/a	n/a	\$ 16,563,036	\$ 19,737,677	\$ 20,874,760	\$ 21,804,385
Central Valley Municipal Court <sup>2</sup>	\$ 4,203,032	\$ 4,153,310	\$ 4,027,716	\$ 4,261,713	\$ 4,262,789	\$ 4,474,729	\$ 4,269,892
Trial Courts*	n/a	n/a	\$ -	\$ -	\$ 2,381,278	\$ 285,264	\$ 437,888
<b>Subtotal Courts</b>	<b>\$ 19,628,693</b>	<b>\$ 21,145,719</b>	<b>\$ 33,123,947</b>	<b>\$ 32,942,908</b>	<b>\$ 40,062,443</b>	<b>\$ 39,704,966</b>	<b>\$ 40,860,340</b>
<b>District Attorney</b>							
District Attorney	\$ 8,259,025	\$ 8,812,872	\$ 9,331,017	\$ 9,865,755	\$ 10,399,008	\$ 11,187,391	\$ 11,482,488
DA - Family Support	\$ 8,005,177	\$ 9,238,623	\$ 9,885,723	\$ 10,972,966	\$ 14,330,353	\$ 15,517,896	\$ 17,289,503
<b>Subtotal District Attorney</b>	<b>\$ 16,264,202</b>	<b>\$ 18,051,495</b>	<b>\$ 19,216,740</b>	<b>\$ 20,838,740</b>	<b>\$ 24,699,361</b>	<b>\$ 26,705,287</b>	<b>\$ 28,771,991</b>
<b>Public Defender</b>							
Public Defender	\$ 4,307,427	\$ 4,596,116	\$ 4,846,900	\$ 5,038,494	\$ 5,370,128	\$ 5,889,755	\$ 6,204,985
<b>Subtotal Public Defender</b>	<b>\$ 4,307,427</b>	<b>\$ 4,596,116</b>	<b>\$ 4,846,900</b>	<b>\$ 5,038,494</b>	<b>\$ 5,370,128</b>	<b>\$ 5,889,755</b>	<b>\$ 6,204,985</b>
<b>Probation</b>							
Probation	\$ 6,804,197	\$ 7,208,047	\$ 7,285,825	\$ 8,531,936	\$ 9,886,289	\$ 11,242,798	\$ 15,029,316
Juvenile Institutions	\$ 6,144,779	\$ 6,370,195	\$ 7,196,796	\$ 8,352,195	\$ 8,657,406	\$ 9,778,760	\$ 9,378,943
Probation - Juvenile Camp	n/a	n/a	\$ -	\$ -	\$ 1,045,667	\$ 681,483	\$ 2,461,112
<b>Subtotal Probation</b>	<b>\$ 12,948,976</b>	<b>\$ 13,578,242</b>	<b>\$ 14,482,621</b>	<b>\$ 16,884,134</b>	<b>\$ 18,548,362</b>	<b>\$ 21,703,041</b>	<b>\$ 26,869,371</b>
<b>Sheriff</b>							
Sheriff	\$ 28,790,613	\$ 27,354,362	\$ 28,849,946	\$ 30,102,969	\$ 35,162,345	\$ 37,795,596	\$ 39,044,918
Sheriff - Adult Detention	\$ 19,205,427	\$ 17,549,331	\$ 21,039,415	\$ 22,002,757	\$ 23,269,766	\$ 24,780,672	\$ 25,858,601
<b>Subtotal Sheriff</b>	<b>\$ 48,000,040</b>	<b>\$ 44,903,693</b>	<b>\$ 49,889,361</b>	<b>\$ 52,105,726</b>	<b>\$ 58,432,111</b>	<b>\$ 62,576,268</b>	<b>\$ 64,903,517</b>
<b>TOTAL (General Fund)</b>	<b>\$ 98,146,238</b>	<b>\$ 102,275,265</b>	<b>\$ 121,389,969</b>	<b>\$ 127,840,002</b>	<b>\$ 147,902,405</b>	<b>\$ 156,879,317</b>	<b>\$ 169,340,212</b>
<b>APPROPRIATIONS (Justice)</b>							
County Clerk - Elections	n/a	n/a	n/a	\$ 4,330,765	\$ 3,171,467	\$ 2,632,596	\$ 3,961,139
Grand Jury	\$ 39,093	\$ 35,063	\$ 33,485	\$ 32,453	\$ 28,898	\$ 30,378	\$ 30,378
Alternate Indigent Defense	\$ 3,796,468	\$ 3,924,284	\$ 4,013,241	\$ 4,013,241	\$ 4,041,061	\$ 4,570,970	\$ 4,121,280
Public Admin./Coroner	\$ 1,063,594	n/a	n/a	\$ 1,284,930	\$ 1,481,333	\$ 1,530,328	\$ 1,579,455
<b>TOTAL (Justice)</b>	<b>\$ 4,899,155</b>	<b>\$ 3,959,347</b>	<b>\$ 4,046,726</b>	<b>\$ 9,661,389</b>	<b>\$ 8,722,789</b>	<b>\$ 8,764,272</b>	<b>\$ 9,692,232</b>
<b>TOTAL APPROPRIATIONS (General Fund and Justice)</b>	<b>\$ 104,645,393</b>	<b>\$ 106,234,612</b>	<b>\$ 125,436,695</b>	<b>\$ 137,501,391</b>	<b>\$ 156,625,194</b>	<b>\$ 165,643,589</b>	<b>\$ 179,032,444</b>
<b>GRANTS</b>							
District Attorney	\$ 439,274	\$ 457,777	\$ 372,271	\$ 432,846	\$ 1,216,975	\$ 1,317,956	\$ 1,244,419
Probation	\$ 902,917	\$ 685,296	\$ 793,483	\$ 957,615	\$ 881,363	\$ 1,008,329	\$ 1,480,302
Sheriff	\$ 1,147,520	\$ 1,662,019	\$ 1,491,001	\$ 1,664,331	\$ 2,072,250	\$ 2,435,910	\$ 2,618,968
<b>TOTAL GRANTS</b>	<b>\$ 2,489,711</b>	<b>\$ 2,805,092</b>	<b>\$ 2,656,755</b>	<b>\$ 3,054,792</b>	<b>\$ 4,170,588</b>	<b>\$ 4,762,195</b>	<b>\$ 5,323,710</b>
<b>% Budget received from Grants</b>	<b>2.4%</b>	<b>2.6%</b>	<b>2.1%</b>	<b>2.4%</b>	<b>2.7%</b>	<b>2.9%</b>	<b>3.0%</b>

<sup>1</sup> Courts consolidation was implemented in 1994.<sup>2</sup> 1991-92 numbers represent Justice Courts.<sup>3</sup> Adopted 1993-1994 budget.

\* Funding not from General Fund Appropriations: from other funds.