



A Tradition of Stewardship  
A Commitment to Service

Board of Supervisors

1195 Third St.  
Suite 310  
Napa, CA 94559  
www.countyofnapa.org

Main: (707) 253-4386  
Fax: (707) 253-4176

Ryan Gregory  
Chair

**FILED**

**JUL 11 2019**

Clerk of the Napa Superior Court

By: C. Brennan  
Deputy

July 9, 2019

The Honorable Elia Ortiz  
Presiding Judge  
Superior Court of California, County of Napa  
825 Brown Street  
Napa, CA 94559

Mr. Kort van Bronkhorst  
Foreperson  
2018-19 Grand Jury  
38 Lodestar Lane  
Napa, CA 94558

Dear Judge Ortiz and Mr. van Bronkhorst:

Enclosed is the response to the Grand Jury's report "Under a Microscope: Napa County Jail Healthcare Services."

The Board acknowledges the members of the 2018-2019 Grand Jury for the time they have devoted to the report.

Sincerely,

A handwritten signature in black ink, appearing to read "Ryan Gregory".

Ryan Gregory  
Chair  
Napa County

Brad Wagenknecht  
District 1

Ryan Gregory  
District 2

Diane Dillon  
District 3

Alfredo Pedroza  
District 4

Belia Ramos  
District 5

NAPA COUNTY  
RESPONSE TO THE GRAND JURY FINAL REPORT ON  
NAPA COUNTY DEPARTMENT OF CORRECTIONS (NCDC) ANNUAL REVIEW  
UNDER A MICROSCOPE: NAPA COUNTY JAIL HEALTHCARE SERVICES

July 9, 2019

**Findings**

**Finding 1:** The mental health counselors and the correctional officers do not participate on a regular basis in joint training workshops focused on recognizing the symptoms of a mental illness.

*Response, Director of Corrections:* The respondent disagrees partially with the finding.

Training between the mental health counselors, medical provider, and correctional officers has occurred over the past four years. The Health and Human Services Agency (HHSA) facilitated mental health training for correctional staff in September 2015. At that time, the counselors covered an array of topics with staff including characterizations of mental health (thought processes, speech patterns, behaviors, emotional expressions, moods, and physical problems), emotional distress, developmental disabilities, psychiatric emergencies, and mental health referrals; to name a few. Additionally, in April 2017, Wellpath, the Corrections Department contracted health care provider, arranged sixteen hours of training for Correctional staff by utilizing California Institute for Behavioral Health, an outside vendor. One of the performance objectives was to recognize the signs and symptoms in inmates that are suffering from mental illness, including excited delirium and co-occurring disorders. Finally, Wellpath staff facilitated four hours of training for correctional staff in January 2018. The performance objectives were to provide staff with strategies in the area of Medical and Mental Health Treatment, Substance Abuse as a co-occurring disorder, and Recognition and Prevention of Suicide. In addition, at quarterly meetings among the Corrections mental health provider, mental health staff, and Corrections staff, cases of inmates with mental health issues are discussed, while preserving the inmate's confidentiality

Staff will continue to develop annual training for all Correctional staff to meet Board of State and Community Corrections (BSCC) Standards and Training for Corrections (STC) requirements.

**Finding 2:** The Napa County Jail lacks sufficient inpatient psychiatric health treatment facilities to provide inmates access to comprehensive mental health therapeutic treatment services.

*Response, Board of Supervisors:* The respondent disagrees partially with the finding.

Jails across the country have seen an influx of inmate populations with a higher incidence of mental health issues. However, Napa County is unique in that, as the site of one of three State mental health hospitals, our jail population has tended to have a higher prevalence of mental health issues since de-institutionalization in the 1970's. As is true across the state of California, bed shortages at inpatient psychiatric treatment facilities (namely state hospitals) have impacted the Napa County jail's (and most all

jails in California) ability to provide acute psychiatric facilities for its inmates. Housing options and programming for mentally ill inmates are limited by the constraints of the physical facility.

In spite of the challenges faced, Napa County jail does provide inmates access to comprehensive mental health therapeutic treatment services, including but not limited to: counseling, crisis intervention, screening for psychiatry services, consultation with custody staff regarding appropriate housing, consultation with medical staff/psychiatrist, monitoring of inmates who are prescribed psychotropic medications, and formal and informal training for custody and nursing staff regarding mental illness and its effects on behavior. A psychiatrist, a provider through Wellpath, is on site once a week for in-person psychiatry services.

The Corrections Department currently provides mental health services through an agreement with HHSA. In the current fiscal year, HHSA has added two additional mental health counselors on-site, increasing the staff to five mental health counselors. The increase in staff will expand the available services daily from 7 a.m. to midnight. In the absence of staffing by the mental health counselors, the jail staff also have access to HHSA's crisis stabilization program, operated by a contracted provider, Exodus, to complete safety cell checks as needed. The Corrections Department is already working on increasing mental health services as part of the replacement jail, which will include a dedicated area for mental health services with increased levels of care and services for both mental health and substance abuse treatment.

The replacement jail will allow for a variety of levels of care and housing options for mentally ill inmates. Custody staff, nursing staff and mental health staff will consult on each case to determine what level of mental health or medical care the inmate needs, and will re-assess frequently and move the inmate among the levels of care as needed. Housing for this population will include single-cell and shared-cell options. Yard and programming space will be available for all levels of care. In addition to the mental health services currently provided, cognitive-behavioral based group therapy will be available for those inmates interested and able to benefit.

**Finding 3:** The NCJ medical staff provides inmates with reasonable access to medical and psychiatric health care services under Title 15 of the California Code of Regulations, Minimum Standards for Adult Correctional Facilities.

*Response, Board of Supervisors:* The respondent agrees with the finding.

**Finding 4:** A new Napa County jail with a dedicated 28-bed medical unit is in the design phase of construction with a completion date of March 2022.

*Response, Board of Supervisors:* The respondent agrees with the finding.

## **Recommendations**

*Recommendation 1:* The Grand Jury recommends that the Director of the Department of Corrections establish, by December 2019, a joint training program for mental health counselors and correctional officers for the purpose of offering continuing education on topics including the awareness and sensitivity to the symptoms of mental illness.

*Response, Director of Corrections:* This recommendation has been implemented.

NCDC, HHSA Mental Health, and NCDC's contracted medical provider, Wellpath, agree that correctional staff would benefit from receiving additional information relating to the mental health of inmates. HHSA Mental Health and Wellpath will facilitate mental health and medical training to the Correctional Officers annually, and will develop the training topics and the number of training hours needed. The Corrections training calendar coincides with the fiscal year and training dates are pre-determined for that period. The proposed mental health training will be incorporated into the training calendar as soon as is feasible.

*Recommendation 2:* The Grand Jury recommends that the Board of Supervisors re-evaluate, by December 2019, the Carey Group's 2007 Adult Correctional System Master Plan's recommendation to include a 32-bed section in the new jail dedicated solely to comprehensive mental health therapeutic services.

*Response, Board of Supervisors:* This recommendation will not be implemented.

In 2004, under the direction of the Board of Supervisors, a collaborative group of criminal justice agency representatives undertook a master planning process to identify and address the number of County jail deficiencies and other adult correctional system needs. The Board's direction was to embark on a well-thought out effort to assess whether, among other needs of the system, additional jail beds were needed.

In 2006, the result of that process was the adoption of the Adult Correctional System Master Plan, which supported the efforts to enhance mental health and drug and alcohol treatment programs, and commence a serious effort to plan for a replacement jail facility. The Master Plan recommended that the County immediately address the jail's deficiencies by replacing or reconfiguring beds to address the daily risk of operating the current jail. Since that time, the County has been actively analyzing options for replacement or expansion of its correctional facility. Post implementation of the 2011 Public Safety Realignment Act (AB 109), and acknowledging public input, the County determined that siting the jail out of downtown Napa was the most viable option to provide the necessary space to build a modern correctional facility.

In 2015, the County conducted a Jail Needs Assessment in response to the County's proposals under SB 863, which reinforced the need to replace the inadequate and aging jail. However, the Assessment only addressed the first phase of the County's true construction needs. Phase I of the proposed facility would have 96 inmate beds, along with a 17-bed modern medical and mental health treatment unit to serve inmates with specialized needs. The population analysis conducted for the Assessment showed a need for 30 to 35 dedicated medical and mental health beds by 2019. Under SB 863 the County was the recipient of \$2.8 million for its jail construction project. The Phase I project as described would have necessitated the

County to continue operation of the downtown jail until the County could build subsequent phases. This idea was cost prohibitive.

In 2017, the Board of State and Community Corrections awarded the County an additional \$20 million as a special fund through SB 844. The County was required to submit an application proposal that considered the needs of the facility and the projected need for beds in the future. After receiving both SB 863 and SB 844 awards, and having considered a couple of proposals varying in size and scope, the County authorized staff to pursue the construction of a single jail project that would replace the existing facility. County staff and an architect have determined that it is possible to construct a single facility that will be sufficient to meet the needs of the County for the foreseeable future. The project under design has 304-beds, plus an additional 28-bed medical and mental health (special needs) unit, and the supporting jail infrastructure.

The 28-bed medical/mental health unit will offer the current levels of mental health services provided by Napa County Mental Health to include: counseling, crisis intervention, in-person psychiatry services, consultation with custody staff regarding appropriate housing, consultation with medical staff/psychiatrist, monitoring of inmates who are prescribed psychotropic medications, and formal and informal training for custody and nursing staff regarding mental illness and its effects on behavior.

The replacement jail will allow for a variety of levels of care and housing options for mentally ill inmates. Custody staff, nursing staff and mental health staff will consult on each case to determine what level of mental health or medical care the inmate needs, and will re-assess frequently and move the inmate among the levels of care as needed. Housing for this population will include single-cell and shared-cell options. Yard and programming space will be available for all levels of care. In addition to the mental health services currently provided, cognitive-behavioral based group therapy will be available for those inmates interested and able to benefit.

Those inmates who are deemed acutely mentally ill will receive psychiatry and medical monitoring consistent with state regulations, policies, and best practices in the field of mental health.. The County does not have an acute psychiatric treatment facility for this population.

The replacement jail is anticipated to complete construction in 2022.

The County believes that it has done its due diligence in planning and designing the replacement jail, incorporating changing needs based on legislative changes, such as 2011 Public Safety Realignment, since the publication of the Carey Report.

### **Commendations**

The Board of Supervisors appreciates the Grand Jury commending staff and vendors during the past year.

C1. The Grand Jury commends the management team of the Department of Corrections for their leadership and professionalism in their efforts to install high expectations from all of the correctional staff.

C2. The Grand Jury commends the mental health counselors and the primary medical staff from Wellpath for their dedication and commitment in providing the inmates at Napa County Jail access to urgent and routine medical and psychiatric health care services.