



SENATE BILL 844, ADULT LOCAL CRIMINAL
JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM
PROPOSAL FORM

This document is not to be reformatted.

SECTION 1: PROJECT INFORMATION

| | | | | |
|--|--|--|---|--|
| A. APPLICANT INFORMATION AND PROPOSAL TYPE | | | | |
| COUNTY NAME CONTRA COSTA | | STATE FINANCING REQUESTED \$ 70 MILLION | | |
| SMALL COUNTY (Below 200,000 GENERAL COUNTY POPULATION) <input type="checkbox"/> | MEDIUM COUNTY (200,000 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/> | LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/> | | |
| TYPE OF PROPOSAL – INDIVIDUAL COUNTY FACILITY /REGIONAL FACILITY PLEASE CHECK ONE (ONLY): INDIVIDUAL COUNTY FACILITY <input checked="" type="checkbox"/> REGIONAL FACILITY <input type="checkbox"/> | | | | |
| B: BRIEF PROJECT DESCRIPTION | | | | |
| FACILITY NAME WEST COUNTY REENTRY, TREATMENT, AND HOUSING FACILITY (WRTH) | | | | |
| PROJECT DESCRIPTION Replace 416 unsafe beds and add a reentry center, program space, and behavioral health services. | | | | |
| STREET ADDRESS 5555 Giant Highway | | | | |
| CITY Richmond | | STATE California | ZIP CODE 94806 | |
| C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY. | | | | |
| FACILITY TYPE (II, III or IV) | <input type="checkbox"/> NEW STAND-ALONE FACILITY | <input type="checkbox"/> RENOVATION/ REMODELING | <input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY | |
| D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, whether remodel/renovation or new construction. | | | | |
| | A. MINIMUM SECURITY BEDS | B. MEDIUM SECURITY BEDS | C. MAXIMUM SECURITY BEDS | D. SPECIAL USE BEDS |
| Number of beds constructed, remodeled | 0 | 0 | 320 | 96 |
| TOTAL BEDS (A+B+C+D) | 416 | E. BEDS REMOVED/ DECOMMISSIONED | | F. NET BEDS AFTER COMPLETED PROJECT |
| | | 420 | | -4 |

E. APPLICANT'S AGREEMENT

By signing this application, the authorized person assures that: a) the County will abide by the laws, regulations, policies, and procedures governing this financing program; and, b) certifies that the information contained in this proposal form, budget, narrative, and attachments is true and correct to the best of his/her knowledge.

PERSON AUTHORIZED TO SIGN AGREEMENT

NAME David O. Livingston

TITLE Sheriff-Coroner

AUTHORIZED PERSON'S SIGNATURE

DATE

February 28, 2017

F. DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

COUNTY CONSTRUCTION ADMINISTRATOR

NAME Ramesh Kanzaria, RA

TITLE Capital Projects Division Manager

DEPARTMENT

Public Works

TELEPHONE NUMBER

925-313-2144

STREET ADDRESS

255 Glacier Drive

CITY

Martinez

STATE

California

ZIP CODE

94553

E-MAIL ADDRESS

rkanz@pw.cccounty.us

G. DESIGNATED PROJECT FINANCIAL OFFICER

This person is responsible for all financial and accounting project related activities. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

PROJECT FINANCIAL OFFICER

NAME Wanda Quever, CGFM

TITLE Chief of Administrative Services Division

DEPARTMENT

Public Works

TELEPHONE NUMBER

925-313-2372

STREET ADDRESS

255 Glacier Drive

CITY

Martinez

STATE

California

ZIP CODE

94553

E-MAIL ADDRESS

wquev@pw.cccounty.us

H. DESIGNATED PROJECT CONTACT PERSON

This person is responsible for project coordination and day-to-day liaison work with the BSCC. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

PROJECT CONTACT PERSON

NAME Captain Thomas Chalk

TITLE Division Commander

DEPARTMENT

Contra Costa County Office of the Sheriff

TELEPHONE NUMBER

925-383-9275

STREET ADDRESS

1980 Muir Road

CITY

Martinez

STATE

California

ZIP CODE

94553

E-MAIL ADDRESS

tchal@so.cccounty.us

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

(This must be part of the 35 page narrative) Definitions of total project costs for purposes of this program (state reimbursed, county cash contribution, and county in-kind contribution) can be found in the “Budget Considerations” page 22 of the Senate Bill (SB) 844, Construction of Adult Local Criminal Justice Facilities (ALCJF’s) Request for Proposals (RFP). The county cash and in-kind contributions are collectively the county contribution. Those defined costs in the RFP shall be the guide for accurately completing this budget summary section.

In the Budget Summary Table that follows in part D of this section, indicate the amount of state financing requested and the amount of cash and/or in-kind contributions allotted to each budget line-item, in total defining the total project costs. It is necessary to fully include each eligible project cost for state-reimbursed, county cash, and county in-kind contribution amounts.

The in-kind contribution line items represent only county staff salaries and benefits, needs assessment costs, transition planning costs and/or current fair market value of land. An appraisal of land value will only be required after conditional award and only if land value is included as part of the county’s contribution.

The total amount of state financing requested cannot exceed 90 percent of the total project costs. The county contribution must be a minimum of 10 percent of the total project costs (unless the applicant is a small county petitioning for a reduction in the county contribution amount). County contributions can be any combination of cash or in-kind project costs. Small counties requesting a reduction in county contribution must state so in part A of this section. The County contribution must include all costs directly related to the project necessary to complete the design and construction of the proposed project, except for those eligible costs for which state reimbursement is being requested.

State financing limits (maximums) for all county proposals are as follows. For proposed regional ALCJF’s, the size of the lead county determines the maximum amount of funds to be requested for the entire project. In the small county category the lead county may request up to an additional 10% of the maximum amount as an incentive to build a regional facility:

- **\$70,000,000** for large counties;
- **\$30,000,000** for medium counties; and,
- **\$25,000,000** for small counties.

A. Under 200,000 Population County Petition for Reduction in Contribution

Counties with a population below 200,000 may petition the Board of State and Community Corrections (BSCC) for a reduction in its county contribution. This proposal document will serve as the petition and the BSCC Board's acceptance of the county's contribution reduction, provided the county abides by all terms and conditions of this SB 844 RFP and Proposal process and receives a conditional award. The county (below 200,000 population) may request to reduce the required match to an amount not less than the total non-state reimbursable projects cost as defined in Title 15, Division 1, Chapter 1, Subchapter 6, Construction Financing Program section 1712.3. If requesting a reduction in match contribution, check the box below to indicate the county's petition.

☐ **By checking this box the county hereby petitions for a contribution reduction request as reflected in the proposal budget.**

B. Readiness to Proceed Preference

In order to attest that the county is seeking the readiness to proceed with the proposed project, the county included a Board of Supervisors' resolution doing the following:

1) identifying and authorizing an adequate amount of available matching funds to satisfy the counties' contribution, 2) approving the forms of the project documents deemed necessary, as identified by the board to the BSCC, to effectuate the financing authorized in SB 844 3) and authorizing the appropriate signatory or signatories to execute those documents at the appropriate times. The identified matching funds in the resolution shall be compatible with the state's lease revenue bond financing. Additionally see Section 6 "Board of Supervisors' Resolution" for further instructions.

☒ **This proposal includes a Board of Supervisors' Resolution that is attached and includes language that assures funding is available and compatible with state's lease revenue bond financing. See below for the description of compatible funds.**

County Cash Contribution Funds Are Legal and Authorized. The payment of the county cash contribution funds for the proposed adult local criminal justice facility project (i) is within the power, legal right, and authority of the County; (ii) is legal and will not conflict with or constitute on the part of the County a material violation of, a material breach of, a material default under, or result in the creation or imposition of any lien, charge, restriction, or encumbrance upon any property of the County under the provisions of any charter instrument, bylaw, indenture, mortgage, deed of trust, pledge, note, lease, loan, installment sale agreement, contract, or other material agreement or instrument to which the County is a party or by which the County or its properties or funds are otherwise subject or bound, decree, or demand of any court or governmental agency or body having jurisdiction over the County or any of its activities, properties or funds; and (iii) have been duly authorized by all necessary and appropriate action on the part of the governing body of the

County.

No Prior Pledge. The county cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the county cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.

Authorization to Proceed with the Project. The Project proposed in the County's SB 844 Financing Program proposal is authorized to proceed in its entirety when and if state financing is awarded for the Project within the SB 844 Financing Program.

C. California Environmental Quality Act (CEQA) compliance

Has the county completed the CEQA compliance for the project site?

☒ **Yes. If so, include documentation evidencing the completion (preference points).**

☐ **No. If no, describe the status of the CEQA certification.**

D. Agreement Not to Lease Beds if Increasing County Capacity

If the proposed project results in a net increase in rated beds in the county, will the county certify and covenant in writing that the county will not lease housing capacity from the proposed SB 844 project to any other public or private entities for a period of 10 years beyond the completion date of the adult local criminal justice facility?

☒ **Yes. The County agrees that if the project results in a net increase in rated beds, the County will not lease capacity in the SB 844 financed adult local criminal justice facility to any other public or private entity for a period of 10 years beyond the completion date of the adult local criminal justice facility. The County further agrees to certify and covenant in writing to this requirement in future agreements as provided by the BSCC and/or SPWB.**

☐ **No. (Project not eligible for SB844 funding)**

E. Budget Summary Table (Report to Nearest \$1,000)

| LINE ITEM | STATE REIMBURSED | CASH CONTRIBUTION | IN-KIND CONTRIBUTION | TOTAL |
|------------------------------------|----------------------|----------------------|----------------------|----------------------|
| 1. Construction | \$69,984,000 | \$ 11,945,000 | | \$ 81,929,000 |
| 2. Additional Eligible Costs* | \$ 0 | \$ 3,979,000 | | \$ 3,979,000 |
| 3. Architectural | \$ 0 | \$ 3,231,000 | | \$ 3,231,000 |
| 4. Project/Construction Management | \$ 0 | \$ 2,037,000 | | \$ 2,037,000 |
| 5. CEQA | \$ 0 | \$ 150,000 | | \$ 150,000 |
| 6. State Agency Fees** | \$ 16,000 | \$ 405,000 | | \$ 421,000 |
| 7. Audit | | \$ 50,000 | \$ 0 | \$ 50,000 |
| 8. Needs Assessment | | \$ 55,000 | \$ 20,000 | \$ 75,000 |
| 9. Transition Planning | | \$ 150,000 | \$ 900,000 | \$ 1,050,000 |
| 10. County Administration | | | \$ 1,570,000 | \$ 1,570,000 |
| 11. Land Value | | | \$ 693,000 | \$ 693,000 |
| TOTAL PROJECT COSTS | \$ 70,000,000 | \$ 22,002,000 | \$ 3,183,000 | \$ 95,185,000 |
| PERCENT OF TOTAL | 73.6% | 23.1% | 3.3% | 100.00 % |

* Additional Eligible Costs: This line item is limited to specified fees and moveable equipment and moveable furnishings (eligible for state reimbursement or cash contribution), and public art (eligible for cash contribution only)

** For State Agency Fees: State reimbursable costs include Real Estate Due Diligence only. State Fire Marshal fees may only be claimed as cash match.

Provide an explanation below of how the dollar figures were determined for each of the budget categories above that contain dollar amounts. Every cash contribution (match) line item shall be included with a reporting of the full amount budgeted unless a line item is not an actual cash contribution project cost for the county. (In that case, indicate so below.) For each budget category explanation below, include how state financing and the county contribution dollar amounts have been determined and calculated (be specific).

- 1. Construction (includes fixed equipment and furnishings) (state reimbursement/cash match):** The Construction amount shown is the sum of the basic construction cost plus the DBE's design cost. Total construction cost was escalated to construction midpoint using 0.42% per month. A contingency of 4% is included. The construction cost was estimated by a certified construction cost estimator using the detailed space program and concept design level space analysis developed by planners and architects to arrive at square footages. The estimator applied specific unit

costs for each space type. The rates included ranged from \$425 per square foot for program to \$490 per square foot for housing. See the JNA submitted with this application for space program. The unit rates include fixed equipment and furnishings. Site work is included. An existing soils report shows un-engineered fill material at the site will have to be removed and borrow hauled in, and over-ex of native soils is required. A budget of \$200,000 for any minor off-site work is included. The direct costs were marked up for GCs, profit, insurance and bonds. The total square footage of the planned building construction is 126,425. This, divided into the basic construction cost, yields an escalated, average, unit cost of almost \$600 per square foot.

2. Additional Eligible Costs (specified allowable fees, moveable equipment and furnishings, and public art)

a) Define each allowable fee types and the cost of each: Included in this category is state reimbursement for permitting, county telephone and data costs, and moveable equipment and furnishings. The permit was estimated by costing-out plan check being performed by a consulting firm and an average of 1.5 full time inspectors hired as independent contractors during construction. The permit amount of \$450,000 was calculated using \$70,000 per salary and 50% markup, and \$75,000 for plan check. Telephone and data is estimated from county experience to be 1% of construction cost to pull cable and provide and install equipment, or \$732,000. The installed conduit is in the construction cost. Included as cash match is \$50,000 for any unexpected archeological or traffic studies and monitoring that might be required, and \$50,000 for monitoring of CEQA mitigation requirements during construction.

b) Moveable equipment and moveable furnishings total amount: Based on an average of recent jail projects completed at other counties, a construction percentage of 4.2% was used to arrive at \$3,075,000.

c) Public art total amount: Not in budget.

3. Architectural(state reimbursement/cash match):

a) Describe the county's current stage in the architectural process: The County has selected through RFQ, and awarded, a full-project Professional Services Agreement to KMD Architects, who have completed the space and functional programs, preliminary architectural program, the concept design, and the concept level cost estimate.

b) Given the approval requirements of the State Public Works Board (SPWB) and associated state reimbursement parameters (see "State Lease Revenue Bond Financing" section in the RFP), define which portions/phases of the architectural services the county intends to seek state dollar reimbursement: The County seeks no reimbursement for planning and design work to accomplish bridging documents.

c) Define the budgeted amount for what is described in b) above: NA

d) Define which portion/phases of the architectural services the county intends to cover with county contribution dollars: The county will cover all planning/programming and architectural services that are not part of the design-build effort.

Define the budgeted amount for what is described in d) above: The bridging architects budget is \$2.54 million (3.61% of construction) based on a fee proposal. The

cash match also consists of \$150,000 for programming, \$100,000 for programming prior to establishment, and \$166,000 for design prior to establishment. Also included is \$127,000 for design contingency and \$137,000 for commissioning.

4. Project/Construction Management - Describe which portions/phases of the construction management services the county intends to claim as:

a) **Cash:** The County intends to claim the full \$2,037,000 as cash match. Services are budget for all phases of the work. The fee uses 3% of the construction cost. It also includes 1% of construction cost, or \$715,000 for materials tests and specialty inspections which the CM will manage.

b) **In-Kind: NA**

i.

5. CEQA – may be state reimbursement (consultant or contractor) or cash match:

No state reimbursement for the \$150,000 cost is sought.

6. State Agency Fees – Counties should consider approximate costs for the SFM review which may be county cash contribution (match). \$16,000 for the due diligence costs which may be county cash contribution (match) or state reimbursement. The \$405,000 shown as cash contribution is all for SFM fees.

7. Audit of Grant - Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted: The County intends to hire an outside firm to perform the BSCC-required auditing, estimated to be \$50,000. This is included under cash match.

8. Needs Assessment - Define work performed by county staff (in-kind), define hired contracted staff services specifically for the development of the needs assessment (cash match) : The \$55,000 budgeted is for cost already incurred for a consultant to develop the Jail Needs Assessment.

9. Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match): Transition planning

10. will largely be performed by Sheriff staff. The portion of staff time over the life of the project and directly attributable to the design, construction and completion of the facility, is estimated to be \$900,000 for in-kind match. This was determined using actual Sheriff staff rates and considers time beginning with design phase. A Jail Operations consultant will assist County in that effort, and is estimated to cost \$150,000 based on prior, similar experience. This is covered under cash match.

County Administration – Define the county staff salaries/benefits directly associated with the proposed project. County Administration over the life of the project, after project establishment, is estimated to be \$1,570,000 (Less than 2% of construction cost). As a percentage of construction cost this may seem low, but the work of the consultant Project Management compensates and provides overall added value. The County anticipates using a variety of staff from its Capital Projects Management Division, to include the designated Construction Administrator (\$170/hr),

a deputy project manager (\$150/hr), a senior subject expert (\$150/hr), associate staff during construction (\$135/hr), admin staff for project coordination (\$80/hr), as well as accounting and IT staff. Most of these staff members are current ISF-type employees who will be assigned specifically to the project upon county's receipt of a conditional award from the state. The division's template for staff planning of projects, which considers the number of hours needed for each staff member, for each phase of the project, was used to arrive at the total hours needed for each staff member for the project. The division uses standard billing rates charged to other departments for project work, which consists of actual salaries times an Auditor-Controller established mark-up for benefits and other costs on salary approved by the BOS annually. These rates are shown in parentheses above with their associated staff positions and were applied to arrive at the total cost for County Administration.

- 11. Site Acquisition - Describe the cost or current fair market value (in-kind):** An independent real property appraiser was hired, and has appraised the value of the land to be \$680,000 for the 2.0 acre building footprint and 15' buffer around it. Also included is \$13,000 for the cost of the appraisal.

SECTION 3: PROJECT TIMETABLE

Prior to completing this timetable, the county must consult with all appropriate county staff (e.g., county counsel, general services, public works, county administrator) to ensure that dates are achievable. Please consult the “State Public Works Board (State Capital Outlay Process)/Board of State and Community Corrections Processes and Requirements” section, page 30 of the RFP for further information. Complete the table below indicating start and completion dates for each key event, including comments if desired. Note the required time frames for specific milestone activities in this process. The BSCC Board intends to make conditional awards at its June 2017 board meeting.

| KEY EVENTS | START DATES | COMPLETION DATES | COMMENTS |
|--|-------------|------------------|---|
| Site assurance/comparable long-term possession <u>within 90 days of award</u> | 7-10-17 | 10-8-17 | |
| Real estate due diligence package submitted <u>within 120 days of award</u> | 10-8-17 | 11-7-17 | |
| SPWB meeting – Project established <u>within 18 months of award</u> | 7-10-17 | 12-18-17 | |
| Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects) | | | Project will be delivered using Design-Build. |
| Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects) | 8-18-17 | 3-23-18 | |
| Design Development (preliminary drawings) with Staffing Plan | 12-16-17 | 3-23-18 | In general a 50% DD design level will define a portion of the bridging documents. |
| Staffing/Operating Cost Analysis approved by the Board of Supervisors | 1-29-19 | 1-29-19 | |
| Construction Documents (working drawings) | 2-12-19 | 1-28-20 | |
| Construction Bids or Design-Build Solicitation | 8-13-18 | 12-8-18 | |
| Notice to Proceed <u>within 42 months of award</u> | 1-29-19 | 2-12-19 | |
| Construction (maximum three years to complete) | 6-16-19 | 6-5-21 | |
| Staffing/Occupancy <u>within 90 days of completion</u> | 6-16-21 | 9-3-21 | |

SECTION 4: FACT SHEET

To capture key information from Section 5: Narrative, applicants must complete this Fact Sheet. Minimal information is requested. Narrative information or explanations are not to be included on this Fact Sheet nor as part of the tables in this section. Explanations of what is provided in these tables may be included in the Narrative section of the Proposal Form. Proposal narratives may include reference back to one or more of these specific tables (e.g., refer to Table 3 in Section 4 Fact Sheet).

Table 1: Provide the following information

| | | |
|-----|--|-----------|
| 1. | County general population | 1,096,637 |
| 2. | Number of detention facilities | 3 |
| 3. | BSCC-rated capacity of jail system (multiple facilities) | 1979 |
| 4. | ADP (Secure Detention) of system | 1416 |
| 5. | ADP (Alternatives to Detention) of system | 570 |
| 6. | Percentage felony inmates of system | 62.6% |
| 7. | Percentage non-sentenced inmates of system (this is not for the pretrial information that is requested in the rating criteria Section 5) | 67% |
| 8. | Arrests per month | 2240 |
| 9. | Bookings per month of system | 2210 |
| 10. | "Lack of Space" releases per month | 87 |

Table 2: Provide the name, BSCC-rated capacity (RC) and ADP of the adult detention facilities (type II, III, and IV) in your jurisdiction (county)

| | Facility Name | RC | ADP |
|----|---|------|-----|
| 1. | Martinez Detention Facility – Type II | 695 | 660 |
| 2. | West County Detention Facility – Type II | 1096 | 700 |
| 3. | Marsh Creek Detention Facility – Type III | 188 | 56 |
| 4. | | | |
| 5. | | | |
| 6. | | | |
| 7. | | | |
| 8. | | | |

Table 3: List of the offender assessments used for determining programming

| Assessment tools | | Assessments per Month |
|-------------------------|--|------------------------------|
| 1. | Comprehensive Adult Assessment System (CASAS) | 150 |
| 2. | Correctional Assessment and Intervention System (CAIS) | 13 |
| 3. | Safety Classification System | 2210 |
| 4. | | |
| 5. | | |
| 6. | | |

1. STATEMENT OF NEED**1.a. Summary and Evidence of Need**

Contra Costa County proposes to mitigate pressing custodial deficiencies in its Martinez Detention Facility (MDF) by constructing a 118,907 square foot West County Reentry, Treatment, and Housing Facility (WRTH), which will provide 416 replacement high-security beds and establish a dedicated, 20,127 sf Reentry Services Complex, all located within the secure perimeter of the system's existing, medium-security West County Detention Facility (WCDF).

Opened in 1981, MDF was designed as a direct-supervision, medium-security facility to house 384 people in single-occupancy cells within 48-person housing units; it included only 53 high-security beds. However, having since been pressed into service as the County's only high-security facility, MDF's BSCC-rated capacity has steadily grown: today's rated capacity of 695 is 180% of its original design. The average daily population of 650 people, double-bunked cells, and 90-96-bed housing units violate the single-bed and maximum rated capacity assumptions embedded into the facility's direct-supervision model (Jail Needs Assessment, Aug. 2015, pp. 8-15).¹ With day rooms sized for 48 people, only about 50% of each overcrowded unit's residents can be allowed out of their cells at a time, leading to long periods of confinement with no access to services, recreation, socialization, or physical activity (JNA p. 9-15). This persistent overuse and crowding of the facility has expedited its deterioration and presents serious safety concerns for all. Incidents of assault at MDF have increased by 68.75% over the past four years, with the trend further accelerating in 2015,

¹ All parenthetical citations listed as "JNA" refer to Contra Costa County Office of the Sheriff's Jail Needs Assessment, August 2015, submitted with this proposal.

averaging 17.8 incidents/month (JNA p. 11 Table 2). In addition, the burden of chronic overcrowding causes chronic maintenance problems at the facility, especially to the plumbing system, fixtures, and flooring, all of which compromise health and safety within the facility (p. 10).

Furthermore, because the medium-security WCDF lacks adequate administrative and clinical space to provide mental health supervision and clinical management, all mentally ill men (and some mentally ill women) incarcerated in the County's system are housed at MDF, regardless of their security classification (JNA p. 26). Indeed, twenty-two percent of MDF's population, or 154 people, are considered "Medium Security with Secondary Characteristics," including mental health needs (JNA p. 25 Table 9). Thus, in addition to serving as the County's high-security facility, MDF serves as its de facto mental health facility, despite its utter lack of suitability to meet this need.

Need for Program and Treatment Space: Having come to serve as the jail system's only high-security facility, MDF predictably houses people with the most serious charges. An analysis of snapshot data reveals that of the 712 people housed at MDF (103% of its rated capacity, JNA Table 7), 95% were charged with felonies (JNA p. 26 Table 12). Of these, 148 people (21% of MDF's population) were charged with murder. Consistent with this, the Average Length of Stay (ALoS) at MDF is 274 days, nearly three times that at WCDF. For the 148 people charged with murder, ALoS was a startling 535 days (JNA p. 24, Figure 15).

But MDF was never intended to serve these purposes; it was designed primarily to house people for short periods at a location convenient to the courthouse, primarily during active phases of their court proceedings (JNA p. 9). Thus, the need to provide substantive programming appropriate for long-term incarceration was not built into the

design. As a result, the facility is nearly devoid of program spaces. Notably, the only services available at MDF are independent-study courses, a library cart, chaplain services, and psychiatric assessment and management (JNA p. 40). These conditions at MDF – under-designed, restrictive, lacking appropriate programming, and overpopulated by the highest-need individuals whose conditions are exacerbated by its deleterious conditions – are inconsistent with direct supervision; interfere with MDF's safe and effective operations; and embody the constraints SB 844 intends to redress.

Projected Capacity Need: The Contra Costa County Office of the Sheriff operates three detention facilities: The high-security Martinez Detention Facility (MDF) in the County seat of Martinez has a rated capacity of 695; the 47-acre, campus-style medium-security WCDF in Richmond has rated capacity of 1,096; and the low-security, "rural" Marsh Creek Detention Facility (MCDF) has rated capacity of 188. Together, the system's total rated capacity is 1,979 beds (JNA p. 08).

Contra Costa County implements robust and effective policies and programs to reduce the number of people incarcerated in its County jails.² In addition to maintaining an active cite-release policy, the Sheriff's Office operates a Custody Alternative Facility program (CAF), and the County has implemented a Pretrial Services Program (PTS), as described in Section 3.m and 3.n. Currently, 661 people participate in CAF or PTS. In addition, in the aftermath of AB 109 prison realignment, the County has achieved the state's highest rates of split sentences, at about 92% (Austin).

The success of these several efforts is reflected in the County's low incarceration rate (IR) of 145 per 100,000; despite similar crime rates, the statewide average IR is 50% higher than Contra Costa's (JNA p. 53). Although it is anticipated that the County

² "Contra Costa County: A Model for Managing Local Corrections," Jim Austin, et al, January 2014

will successfully maintain its low IR, the County's population is expected to increase by 4.2% by the year 2019. Assuming a continuing IR of 145, therefore, the projected total capacity need in 2019 will be 1,926 beds (JNA p. 54 Table 23). Trend analysis demonstrates that high-security beds historically represent about 40% of the system's total capacity; thus, it is expected that the jail system will require 770 high-security beds by 2019 (JNA p. 50). With the completion of WRTH, the jail system will contain a total of 691 high-security beds (416 at WRTH and 275 at MDF); however, it is expected that the proposed housing, programs, and transition services proposed in this project will reduce recidivism, thereby reducing the numbers of people returning to custody.

1.b. Construction Proposed to Meet These Needs

Contra Costa County solicits funding to replace compacted, outdated, and unsafe housing at MDF by building a 118,907 square foot, high-security, 416-bed West County Reentry, Treatment, and Housing Facility (WRTH). In addition to seven high-security housing units (including a 96-bed behavioral health pod), WRTH will include a 20,127 sf Reentry Services Complex (RSC) consisting of a 7,845 square-foot Rehabilitation and Reentry Services Center; a 3,570 sf Workforce Readiness Center; a 2,125 sf Child/Parent Contact Visitation Center; 4,235 sf for Program Offices and Administration Areas; and a 2,352 sf Medical/Psychiatric Services clinic. The County's new Rehabilitation and Reentry Services program (R&R) will be housed at the RSC. Because this dedicated services building will be designed for access from both WRTH's high-security housing units and the existing medium-security WCDF campus, all of the RSC's resources will be available to everyone – both men and women – at WCDF.

1.c. Approach and Need for Space Consistent with Legislative Intent

Consistent with the intent of Government Code 15820.943(a), and as a compelling

approach for the use of state financing, the cascade of transformative, whole-systems benefits catalyzed by this proposal is the County's most responsible, fiscally sound, operationally efficient, and programmatically effective way to replace overcrowded, aging, and unsafe housing. WRTH's modern facilities will maximize safe jail operations and increase public safety by fostering in-custody rehabilitation and support for successful transition back to the community. This whole-system approach is not only consistent with SB 844's legislative intent, but further ensures that the project's impacts can reverberate across the County's entire local criminal justice landscape. A robust new public/private "Transition from Jail to Community Collaborative Council" will oversee and support this comprehensive effort; see Section 3.c.

1.d. Safety, Efficiency, and Programming Needs Addressed by Proposal

WRTH's series of rippling reforms will accomplish all of the following:

- Eliminate the safety, crowding, and security concerns at MDF by moving more than 400 individuals from MDF into the new WRTH, allowing MDF to return to the single-cell direct supervision operational philosophy for which it was designed;
- Increase access to programs and services for all people throughout the County jail system by constructing an RSC available to everyone housed at WCDF; repurposing closed MDF housing units to allow for increased access to programs for those housed there; and establishing an Office of Reentry and Rehabilitative Services (ORRS) to manage services at all three jails; see Section 3.d.
- Improve operational efficiency by leveraging existing assets at WCDF, reducing staffing needs for transfers and supervision by strategically placing staff stations between WRTH's housing units while providing substantial and varied program spaces

on these units, increasing unit count while reducing unit size to allow for more effective separation of certain populations, and providing opportunities for “cohort-specific” units to provide dedicated housing and programs for certain populations, such as 18-24 year old men, the jail’s most populous age group (JNA p. 27 Figure 19);

- Improve conditions and services for incarcerated people with behavioral health issues by providing specialized and appropriate housing space in WRTH; converting Building 4 of WCDF into the Women’s Special Services building to ensure incarcerated women have regular access to psychiatric and clinical resources; and providing both men and women with gender-responsive, trauma-informed evidence-based services;

- Reduce trauma and stigmatization for children of incarcerated parents while improving family stability and post-release reunification outcomes through the implementation of an innovative child/parent program. Several studies have found that maintenance of family ties during incarceration is linked to post-release success;³ consistent with these findings, parents enrolled in R&R’s Family Matters program will have access to regular, therapeutically supported contact-visits with their minor children in WRTH’s state-of-the-art, family-focused Child/Parent Visitation Center. *We know of no other jail system in the state – or even the nation – that has included a dedicated parent-child contact visitation center and program of this scope in its construction plans.* This unique in-person visitation facility, when combined with other contact, non-contact, and video-visitation facilities results in the WRTH providing face to face visitation capacity that far surpasses what will be required to meet the minimum number of weekly visits required by state regulations (Gov.Code, § 15820.946, subd. (f).).

³ Creasie Finney Hairston, “Prisoners and Their Families: Parenting Issues During Incarceration,” *Prisoners Once Removed: The Impact of Incarceration and Reentry on Children, Families and Communities*, Washington, D.C.: The Urban Institute Press, 2003

The proposed visitation facilities feature the following:

- Six of the seven housing pods will contain both professional and public visiting booths, while the Intensive Behavioral Housing Unit visiting booths will be used by either the public or professional visitors.

- **In Person Visitation Capacity:** A total of 33 visiting booths have been programmed into the inmate housing units to serve a total capacity of 416 inmates, at the rate of 12.6 inmates per booth. Assuming a 32-hour per week visiting schedule, this capacity will hypothetically allow for a total of 2.54 one-hour visits per inmate, per week ---well in excess of Title 24 Standards, which call for providing no fewer than two visits totaling at least one hour per inmate each week.

- Additionally, the Center will supplement the inmate housing visitation booths and provide contact inmate visiting with family members

accommodating up to 21 inmates at any time. Note the Center will serve the entire West County Campus.

| Visiting Capacity - Inmate Housing Booths | |
|---|--------------------------------------|
| 32 | Visiting Schedule - total hours/week |
| 33 | Number of booths Inmate Housing |
| 1,056 | Total hours capacity |
| 416 | Inmates |
| 12.61 | Inmates Per Booth |
| 2.54 | Visits per week capacity |

1.e. Efforts to Prevent Sexual Abuse Consistent with Legislative Intent

As described in Section 2.c, all aspects of WORTH will be designed to ensure the safety of all individuals housed within the facility. Additionally, consistent with the intent of Government Code 15820.946(g), the County maintains full compliance with the requirements and guidelines set forth in the Federal Prison Rape Elimination Act of 2003 (PREA). The County has long embraced the principles of PREA, and strictly enforces a “zero-tolerance” policy toward sexual abuse or harassment of any kind, whether verbal or physical.

The County will utilize several measures to ensure the incarcerated population is fully aware of the policies and procedures related to PREA. Orientation will be provided to all individuals housed within WORTH via posted notices on all housing units, video presentations, distribution of printed materials, and daily interaction with sworn and non-sworn staff. Additionally, individuals will be provided with several means to report incidents of sexual abuse or harassment; including direct reporting to staff, speed-dial phones connected to pre-arranged crisis centers, and third-party reporting. Furthermore, all employees assigned to WORTH will receive specific on-going training related to PREA and the prevention of sexual abuse or harassment.

1.f. Previous Financing Through AB 900, SB 1022, or SB 863

The County has not received financing through either AB 900, SB 1022 or SB 863.

2. SCOPE OF WORK

2.a. Nature and Feasibility of Housing to Be Replaced

The replacement high-security general population and high-security behavioral health housing at WORTH will allow the County to return MDF to the single occupancy cell, direct-supervision model for which it was originally designed, decommissioning 420 beds and reducing the facility's capacity from 695 to 275 people. To accomplish this, the Sheriff's Office will close two of MDF's nine housing modules (eliminating 182 beds) and return remaining cells to single-use (eliminating 238 beds). Reducing the beds to levels consistent with MDF's original design and operational philosophy will resolve major safety concerns, permit MDF to return to a true direct supervision model, and provide opportunities for modest retrofitting to increase program space.

WORTH will address the identified needs for safe, high-security replacement housing by constructing a seven-unit housing complex comprising 320 new high-security

Standard Housing beds and a 96-bed Behavioral Health Housing Pod (416 total), along with 12,265 sf program and classroom spaces with the housing units. In addition, WORTH's integrated 20,127 sf RSC will have the capacity to simultaneously provide programs to 291 individuals. *This is the most feasible and cost-effective method to improve housing conditions and programmatic access throughout the jail system.*

- Each of WORTH's five **Standard Housing Units** will be designed to accommodate 32 double-bunked cells distributed evenly between a main level and mezzanine. In addition to a 2,240 sf day room, each Standard Housing Unit will contain multiple meeting spaces to increase access to programming and services. These include a 20-person Adult Education classroom, which will also be available for group use after normal class hours, a 20-person group-meeting room, a 10-person small-group program room, and three independent-study rooms shared by a housing pod (two adjacent housing units together constitute a housing pod). In addition to all the features required by Title 24, each housing unit will include six video-visitation carrels, three non-contact public visiting booths, and two professional booths with document pass-through slots.

- As with the five Standard Housing Units, the 64-bed **Special Services Unit** (SSU) will contain 32 double-bunked cells distributed on a main floor and mezzanine. Intended to house people experiencing short-term decompensation or detox episodes, the SSU will also contain a 2,240 sf day room; one 20-person classroom; one 20-person program room; one 10-person small group room; four 4-person interview rooms; three independent-study rooms; both video-visiting carrels and visitation booths; as well as other areas required by Title 24 and consistent with contemporary practice.

- Intended for people with serious and persistent mental illness who cannot function in general population, the 32-bed **Intensive Services Unit** (ISU) will contain 16

rated cells and two safety cells. Located on the first floor to mitigate safety risks, and fitted with maximum glazing to facilitate observation and safety, all cells within the ISU will be rated for double-bunk capacity; however, given the high-needs population it is intended to serve, the ISU will contain a mix of single and double occupancy cells, with an expected average daily population of 20 people. Given that essentially all programs and services for these vulnerable residents will be delivered within the unit, the ISU will contain a 1,120 sf day room; a 16-person classroom; two 8-person small-group rooms; two 4-person interview rooms; an exam room; a secure behavioral health staff office, in addition to video-visiting carrels and visitation booths. Together, the ISU and the SSU constitute the **Behavioral Health Housing Pod**.

2.b. Feasibly Meeting Needs for Programming and Treatment Space

In addition to the many dedicated classroom and program spaces included within the housing units as described in Section 2.a, WRTH's structurally integrated Reentry Services Complex will provide ideal environments for rehabilitative, reentry, therapeutic, workforce training, and child/parent services, as follows:

- The Rehabilitation and Reentry Programs Center (7,845 sf) will contain eight program rooms each holding up to 18 people, eight meeting rooms designed for six people each, and one 40-person multi-purpose room;
- The Workforce Readiness Center (3,570 sf) will be comprised of one 25-person vocational classroom and two 25-person workforce development classrooms;
- The Child/Parent Visitation Center (2,125 sf) will include a child-focused group-program room designed for 14 parents, 18 children, and five staff; seven alcoves placed along its perimeter will allow for quieter interactions between parents and children while maintaining sight lines consistent with safe operations; and an outdoor patio will be

reserved for child/parent activities conducted as part of the Family Matters program;

- The R&R Staff & Administrative Space (4,235 sf) will provide dedicated workstations for seven full-time employees, 18 work-station carrels for providers on-site part-time, two conference rooms, a break room, restrooms, and secure file storage;
- The Medical and Psychiatric Services Clinic (2,352 sf) will include an exam room, a medical preparation room, X-ray and dialysis rooms, a two-person physicians' office, three nursing workstations, a restroom, general storage, and secure file storage space.

2.c. Suitability of Facility to Meet General Operational Requirements

All aspects of WRTH will be designed to ensure exemplary operations, safety, and efficiency, providing direct lines of sight to nearly all of the facility's secure areas, supplemented by indirect supervision through electronic CCTV/Intercom and security systems. All public and professional visitors will utilize separate, secure circulation corridors to access the housing units' visiting booths. Each two-unit housing pod will share common staging and sally port areas, recreation yards' storage and restroom, and staff restrooms. In addition, each two-unit housing pod will share an officer control station, reducing detention staffing level needs without compromising safe operations.

3. PROGRAMMING AND SERVICES

3.a. Current Programs and Services

The programs and services currently available at each facility in the County's jail system vary sharply (JNA p. 37). Given the absence of classrooms or program rooms at **Martinez Detention Facility**, individuals housed at MDF have access to education only through independent study. Psychiatric services are limited to assessment, diagnosis, supervision, and medication management. Space limitations restrict religious services to nondenominational counseling or Bible studies with a maximum capacity of six people.

Community-based services are limited to one-on-one non-contact visits during visiting hours; resulting inefficiencies of one-on-one service delivery, rather than group work, prove cost-prohibitive for service providers (JNA p. 40).

With a maximum rated capacity of 188 in a low-security “farm” setting in rural East County, **Marsh Creek Detention Facility**, for sentenced men, has three classrooms where teachers conduct academic education classes in the mornings and support independent-study on some afternoons, along with a psychoeducation class (DEUCE) and a Proud Fathers class. Onsite computers allow students to take the state’s GED test, while religious services are held in a small chapel. MCDF also operates two vocational programs: Woodshop and Landscaping (JNA p. 39).

West County Detention Facility, opened in 1991 as a medium-security campus, was designed to provide space for a variety of mandated programs. As a result, men and women at WCDF have access to instructor-led adult education classes, vocational computer application and web-design classes, computer testing centers (GED and certificates) and independent study. A multipurpose room is used to provide access to religious services; on some evenings and weekends, this room is used for programming provided by volunteers and community-based organizations. Women at WCDF can participate in Engraving/Sign Shop and Frame Shop programs (JNA p. 38-39). All three facilities provide access to legal research through a contracted provider, and each facility has a library. At MDF, library access is provided through a library cart.

3.b. Programmatic Impact of Inadequate Space

As originally designed, MDF was intended to house people for relatively short durations, typically during times when the judicial proceedings of their cases required their frequent appearance at the nearby courthouse. As a result, MDF was never meant

to provide space for programs or services. The facility's endemic overcrowding simply exacerbates these limitations (JNA p. 40). With the exception of a single, small booth (one per unit) capable of holding 2-3 people, MDF has no space for services (JNA p. 11), and its concrete structure and intrusive interior columns would make substantial renovation of the existing space very difficult (JNA pp. 58-59). Therefore, the most efficient way to improve both housing and program opportunities for the nearly 700 people at MDF, while increasing in-custody safety and fostering successful reentry, is to build a new facility that allows 400 people to transfer to a new high-security complex – thereby relieving the burdens currently shouldered by MDF. Modest repurposing of the newly vacated spaces will establish new opportunities to use them as program rooms, and the new R&R program, described in Section 3.e-3.k, will provide dedicated staff to support people who remain housed at MDF or at MCDF.

3.c. Foundational Approach: “Transition From Jail To Community”

Continuing the innovative efforts for which Contra Costa has drawn wide notice, the County intends to implement a robust public/private “Transition from Jail to Community” (TJC) model under the leadership of a TJC Collaborative Council.⁴ This forward-thinking shift in the County's approach to in-custody rehabilitation, transition planning, and supported reentry will institutionalize multi-sector efforts to initiate lasting changes throughout the local justice landscape. Inaugurated by the National Institute of Corrections and the Urban Institute in 2007, a key premise of the TJC model is that “[detention-related] systems change must be coupled with concrete intervention efforts.”^{5,6} Thus, TJC models require the development of shared vision across multiple

⁴ The County's approach has been informed by the model, evaluation, annual reports, and strategic plan developed by and for the Allegheny (PA) County Jail Collaborative, see, among others, alleghenycounty.us/dhs/jail.aspx and urban.org/research/publication/evaluation-allegheny-county-jail-collaborative-reentry-programs

⁵ “Transition from Jail to Community, Module 5,” accessed at www.tjctoolkit.urban.org/module5

agencies, changes in organizational cultures, collaboration and joint ownership, and data-driven understanding of local incarceration and reentry.

3.d. Lines of Authority to Achieve Operational Objectives

To provide strategic and effective management of the detention system's programs and services in partnership with the TJC Council, the Contra Sheriff's Office will establish a new Office of Rehabilitation and Reentry Services (ORRS) to develop, coordinate, supervise, evaluate, and raise funds for in-custody and transitional programs and services for people in the County jails. Reporting to the West County Detention Division Commander, the ORRS Director will be responsible for fundraising, developing and coordinating appropriate roles, responsibilities, policies and protocols of the project's partners, including the Office of the Sheriff, Inmate Services, County Office of Education (Adult Basic Education and Workforce Readiness courses), County Health Services (psychiatric services), and one or more nonprofit social service organization(s) providing reentry and rehabilitative services, awarded through competitive bid.

3.e. Proposed Programming and "Risk-Need-Responsivity" Approach

Springing from the commitment to implementing a true TJC model, the Reentry Services Complex will house a new, multi-service Rehabilitation and Reentry program (R&R), providing a comprehensive and integrated array of validated, evidence-based, trauma informed, and gender-responsive⁷ programs, child/parent support services, workforce readiness training, and transition-planning for all people throughout the detention system. The development of Personal Success Plans for participants in the R&R program will begin by calculating each person's Risk/Need/Responsivity score

⁶ Ibid.

⁷ This proposal is informed by "The Master Plan for Female Offenders: A Blueprint for Gender-Responsive Rehabilitation," California Department of Corrections and Rehabilitation, 2008.

(RNR). Since the 1990s, the RNR model has been used with increasing success to rehabilitate justice-involved individuals, and has been recognized for this success by the US Department of Justice, among others. RNR's three core principles are as follows:

- ***Risk principle:*** Match the level of service to the person's risk to re-offend, and prioritize treatment resources for higher-risk clients; level of risk can change over time, depending on the status of a person's underlying criminogenic needs;
- ***Need principle:*** Identify criminogenic needs (such as employment status, family dynamics, substance use, prosocial or antisocial leisure activities, and antisocial attitudes) and target them in treatment;
- ***Responsivity principle:*** Maximize the person's ability to learn from a rehabilitative intervention, tailoring the intervention to the person's learning style, motivation, abilities and strengths.^{8,9}

As mentioned, in the TJC model, reentry planning begins at the moment of incarceration, with the early identification and mitigation of a person's criminogenic risks and needs. RNR scores assess various factors such as substance use disorders, mental illness, cognitive or physical impairments, financial issues, family dynamics, housing instability, developmental disabilities, low literacy levels, and lack of reliable transportation, all of which may need to be addressed to support successful reentry. Research demonstrates that positive outcomes are maximized when service concentrations are correlated to RNR scores,¹⁰ so that people with high RNR scores are matched with proper program "dosage" (program length, duration, frequency, sequence,

⁸ "Risk-Need-Responsivity Model for Offender Assessment and Rehabilitation," James Bonta and D.A. Andrews, Public Safety Canada, Government of Canada, 2006.

⁹ "Implementing Evidence-Based Policy and Practice in Community Corrections," Meghan Guevara and Enver Solomon, National Institute of Corrections, US Department of Justice, October 2009, second edition.

¹⁰ "Three Core Elements of Programs that Reduce Recidivism: Who, What, and How Well," Justice Center, Council of State Governments, July 7, 2015

and suitability).¹¹ Consistent with this approach, the Sheriff's Office will collaborate with its partner agencies to identify and standardize the use of a new common RNR tool.

3.f. Client Assessment and Service Plans

After reviewing information derived through the RNR scoring process, R&R program staff and client will co-create a Personal Success Plan identifying in-custody and transition-planning services to support each client's post-release success. These Personal Success Plans will be designed to provide the appropriate combination and sequence of services to address each client's criminogenic risks and needs. A "Service Matching Tool"¹² will be used to convert each client's Personal Success Plan into an activity schedule. In general, groups and workshops will be capped at 18 participants to maximize learning and relationship-building. Each group will last from 60-90 minutes.

3.g. Program Structure

The R&R program will operate on four Tracks, maximizing opportunities to match program dosage both with risk levels and the highly variable ALoS typical of county jails. Nearly all of the R&R program's services will be open enrollment, to foster the greatest access for clients. In order to provide meaningful services to all who are interested, activities will be built on two- to four-week intervals, maximizing participants' opportunities to complete modules even during relatively brief periods of detention.

3.h. Program Tracks & Eligibility Criteria

- **Track 1 (Reentry Track):** Sentenced clients who score medium to high on the Risk/Needs/Responsivity assessment, and who have up to 6 months remaining on their sentences (therefore a relatively predictable release date), will be eligible for a formal

¹¹ "Improving the Effectiveness of Correctional Programs Through Research," Edward J. Latessa, Center for Criminal Justice Research, Division of Criminal Justice, University of Cincinnati, 2008.

¹² "Integrated Reentry and Employment Strategies: Reducing Recidivism and Promoting Job Readiness," Le'Ann Duran, et al, Council of State Governments Justice Center, 2013.

“Reentry Track” which will provide a robust curriculum of academic education, behavioral health, parenting, workforce readiness, and reentry planning resources Monday-Friday; supplemented with parent/child visitation programming on weekends and some weekday evenings. Consistent with best practices for high RNR scores and program dosage and fidelity (Latessa), and in addition to academic coursework, the Reentry Track will be designed to provide each participant with a minimum dosage of at least 300 hours of appropriate behavioral health, education, workforce training and readiness, and transition-planning services over the course of 5-6 months.

- **Track 2 (High-Risk/Unsentenced):** High-risk unsentenced clients who have been in custody for at least 30 days will be eligible for concentrated services and reentry planning. Given the uncertain length of stay common to unsentenced people, the High-Risk/Unsentenced track will be structured to provide each client with at least 10 hours of R&R programming weekly, with the intent to provide at least 150 hours of programming over four months, in addition to any academic and workforce readiness courses.

- **Tracks 3 & 4 (Open Enrollment, Medium/Low Risk, Men and Women):** These tracks will be open to all interested clients. Program duration, dosage, and frequency will vary according to participant interest, and programs will be available to all those at WCDF, regardless of anticipated length of stay. However, the Open Enrollment track will be designed to provide at least 5 hours of R&R programming weekly and at least 80 hours of programming over four months, in addition to academic and workforce courses.

In a major innovation, participants who have both high-risk security classifications and high-risk RNR scores will be have priority eligibility for reconsideration to medium-security housing if they actively, consistently, and successfully participate in R&R programming and make steady progress on their Personal Success Plans. R&R

program staff and the Sheriff's Office will develop practices to identify people eligible for reclassification to medium-security housing. This combination of positive incentives is consistent with TJC principles to foster reentry readiness and post-release success.

3.i. Behavioral Health Premises, Modalities, and Services

All activities of the R&R will be supervised by a three-person management team: an R&R Director, a Multidisciplinary Services Manager, and a Behavioral Services Manager, all of whom will be licensed clinical social workers with forensic experience. See Section 3.I. for further detail on R&R staffing.

Core Premise 1: Integrated Treatment Rates of co-occurring mental health and substance use disorders (COD) are especially high in justice-involved men and women. The federal GAINS Center estimates that of the 1.1 million people with serious mental illness admitted annually to the nation's jails, 72% also meet criteria for co-occurring SUD.¹³ Because integrated treatment produces better outcomes for people with COD,¹⁴ WORTH will employ a behavioral health approach, recognizing the interconnected nature of behavioral choices, mental health, and substance use for people with COD.

Core Premise 2: Trauma-Informed Recognizing that *history of trauma* is profoundly present in justice-involved populations, with estimates ranging as high as 88% of men and 95% of women,¹⁵ the R&R program will establish a trauma-informed environment in all aspects and activities. Staff will be trained to maintain alertness and sensitivity to environmental triggers and trauma-related behaviors, and will be trained in core interventions. Similarly, coursework will orient clients to basic concepts of trauma-

¹³ "Behavioral Health and Justice Involved Populations," Pamela Hyde, Substance Abuse and Mental Health Services Administration, Bureau of Justice Assistance, Baltimore, February 11, 2011.

¹⁴ "Integrating Mental Health and Substance Abuse Treatment, SAMHSA

¹⁵ Steadman, H.J. (2009). "Lifetime experience of trauma among participants in the cross-site evaluation of the TCE for Jail Diversion Programs Initiative," cited in Policy Research Associates, "Toward Creating a Trauma-Informed Criminal Justice System."

related self-care, including techniques of de-escalation and emotion regulation. Staff will be able to identify and immediately coordinate care for safe stabilization of any client in crisis; licensed providers will be directly involved in assessment and intervention.

Core Premise 3: Gender-Responsive The incidence of *physical and sexual abuse* among justice-involved women is also high; 47% in some studies (Modley, 2010) and even higher – up to 83% in a study conducted in Illinois (Reichert, 2010). For many, the path to crime has involved running away from childhood abuse; the use of illegal drugs as a means of coping; and drug selling, prostitution, and other crimes as a means to survive. As adults, many have experienced intimate partner abuse, sexual assault, and the grief of losing custody of their children. Studies show that treatment of drug-dependent women is more likely to be successful if treatment is provided in a mutually supportive therapeutic environment and addresses issues including psychopathology (e.g., depression), a woman's role as mother, interpersonal relationships, and the need for parenting education (Polinsky, Hser, Grella, 1998). Many justice-involved men also have high rates of sexual abuse and assault in their lives. For men, the stigma of being sexual victims, coupled with culturally-shaped expectations for normative masculine behavior, adds extra trauma, anxiety, and confusion to this traumatic history.

Core Premise 4: Evidence-Based and Validated All of the therapeutic modalities and interventions will be *evidence-based and validated* for the populations they serve, and they will be *implemented with fidelity* to their respective models and regularly reviewed for effectiveness and efficacy, an essential companion to RNR (Latessa). The well-recognized **Seeking Safety** will serve as the curriculum for the trauma groups. Developed by Lisa Najavits, Seeking Safety is a present-focused treatment for clients with a history of trauma and substance abuse. Designed for flexible use, it is

appropriate for group or individual format, male and female clients, and a variety of settings (e.g., outpatient, custodial, residential). Seeking Safety addresses trauma in terms of its current impact, symptoms, and related problems (e.g., substance abuse) without requiring individuals to explore distressing memories. To address and modify criminal thinking patterns for men, the curriculum is likely to be **Thinking for a Change** (T4C), developed by the National Institute of Corrections specifically for justice-involved populations. Consisting of 22 group sessions, this curriculum focuses on three cognitive perspectives: Cognitive Restructuring, Social Skills Development, and Development of Problem-Solving Skills. To address and modify criminal thinking patterns for women, **Moving On: A Program for At-Risk Women** provides women with alternatives to criminal activity by helping them identify and mobilize personal and community resources. Moving On draws on the evidence-based treatment models of relational theory and cognitive-behavioral therapy, and can be fully delivered in as few as nine weeks (including supplemental sessions). To enhance interpersonal skills development, the R&R will use **Skillstreaming: A Guide for Teaching Prosocial Skills**. A manualized approach developed by Arnold P. Goldstein, the Skillstreaming curriculum is comprised of 50 specific skills ranging from beginning social skills (listening, starting a conversation, or offering praise) to advanced social skills (such as asking for help, following instructions, apologizing, and convincing others). Alternatives to aggression are also taught in the form of skills such as asking permission, negotiating, and self-regulation. Skills for dealing with stress include responding to failure, dealing with an accusation, dealing with group pressure and embarrassment. To address substance-use disorders, the program will call on the curricula developed by Dr. Stephanie Covington. Her **Helping Men Recover** is the first gender-responsive, trauma-informed

treatment program for men, built on the understanding of the impact of male socialization on the recovery process, a consideration of the relational needs of men, and a focus on the issues of abuse and trauma. The Facilitator's Guide for the 18-session program is a step-by-step manual, while the participants' workbook allows men to process and record the therapeutic experience. Dr. Covington's evidence-based **Helping Women Recover** will be the recovery education curriculum for women. Integrating theories of women's psychological development, trauma, and addiction to meet the needs of women with addictive disorders, this comprehensive seventeen-session curriculum includes the step-by-step facilitator's guide and participant's journal, entitled A Woman's Journal, filled with self-tests, checklists, and exercises to support personalized guided recovery. The core curriculum for the Family Matters program will be **Parenting Inside Out (PIO)**, an evidence-based parenting skills training program developed for justice-involved parents. A randomized controlled trial demonstrated that PIO reduced parental recidivism; improved parents' participation in the lives of their children; increased the use of positive parenting techniques; reduced parental stress and parental depression; and raised parents' prison adjustment scores. Family Matters staff will work with incarcerated parents to build stronger parenting skills; identify and effectively manage their own grief, trauma, and loss; develop effective communication skills in dealing both with their child and the child's active caregiver; set goals for each visit with their child; tie in-custody goals and behaviors to their motivations as parents; and build reentry plans that increase their capacities as parents. For justice-involved parents involved in the child welfare system, the R&R program will coordinate with County's Children and Family Services Bureau to maximize opportunities for Family Matters participants to comply with family reunification plans.

3.j. Transition and Resource Development Services

Supervised by the **Multi-Disciplinary Services Manager** (LCSW) and serving clients throughout the jail system, Transition Coaches will work with clients to develop and implement individualized reentry plans to support their post-release success, while Resource Developers will work both in the facilities and in community-based settings to gather and coordinate the resources necessary to fulfill each client's Transition plan. This assistance may include identifying and confirming housing, starting the process to apply for public benefits (cash aid, food stamps, and Medi-Cal enrollment), identifying vocational or educational resources consistent with the client's capacities and interests, identifying positive social supports, and developing a personal emergency plan.

3.k. Workforce Readiness Services

In partnership with the County Office of Education, and operating from a fully equipped computer laboratory, the R&R program will provide certificated programs in Computer Applications (including Microsoft Word, Excel, PowerPoint, and Adobe) as well as Web Design/coding. A didactic, hands-on, 90-minute Work Readiness Skills workshop will be conducted several days a week to support clients' preparedness and willingness to engage in employment-related activities after release. The curriculum will include topics such as Getting Ready to Work: Pre-Release Work Planning; Skills Inventory; Keeping on Track; The Three Rs: Job-Related Educational Basics; and Keep What You Earn: Options for Banking, Budgeting, and Saving (including IDAs¹⁶). Program staff will pay particular attention to identifying and documenting clients' employment history (however informal or inconsistent), along with identifying and building case plans to mitigate barriers that may have interfered with sustained

¹⁶ Individual development accounts are a financial asset-building tool to support savings by low-income individuals.

employment. For younger adults ages 18-24, the largest represented age group in the County system (JNA p. 31 Figure 24), Transition Coaches and Resource Developers will devote particular attention to helping these young clients cultivate interests, aptitudes, and opportunities to develop transferrable employment or educational skills.

To enhance access to post-release resources, the Resource Developers will spend substantial time outside the jails, working with community-based organizations and public agencies to identify resources to implement clients' transition and post-release plans. To this end, the Resource Developers will develop strong and informed relationships with Workforce Centers, community-based service agencies, housing providers, local employers, family members, public benefit agencies, educational institutions, and vocational trade schools across the County, and will work closely with local employers to cultivate a willingness to hire people with criminal records. In addition, Richmond's new Reentry Success Center and the County's Network Reentry System of Services will serve as partners for Resource Developers.

3.I. Staffing Changes Required to Provide Services

- **Sheriff's Deputies and Aides:** The safe operation of WORTH will require 37 Deputy Sheriffs and six Sheriff's Aides, to manage the greater number of housing units and the movement of program participants to and from programs. Thirty-one Deputy Sheriffs will be transferred from other assignments, while six Deputy Sheriff and six Sheriff Aide positions will be added, for an incremental annual cost of \$2,152,104.

- **Rehabilitation and Reentry Services:** The R&R program's rich array of behavioral, resource development, and transition planning services will be provided by a qualified nonprofit social service organization selected through competitive bidding. For these services, the planned staff include a full-time, licensed Director (LCSW); a Multi-

Disciplinary Services Manager (LCSW); a Behavioral Services Manager (LCSW); ten Behavioral Health/Family Matters Case Managers; six Resource Developers; five Transition Coaches; a Data and Evaluation Manager; and an Administrative Assistant. Line staff will be assigned to each of the three facilities, to ensure access to services. The annual cost for these staff and related program costs is budgeted at \$ 1,907,034.

- **Adult Education and Vocational Services:** Existing staff assignments will be revised to reflect the new program approaches. It is anticipated that six positions (3.5 FTE) will be reassigned due to increased efficiencies, and that 2 FTE credentialed teachers (one vocational and one academic) will be hired at an annual cost of \$241,600.

- **Psychiatric Services:** To provide psychiatric diagnosis, prescriptions, medication management, and supervision services to all people housed at WRTH, 1 FTE psychiatrist and 1 FTE Psychiatric Nurse Practitioner will be hired, at an annual cost of \$ 750,000. In addition, 2 FTE Licensed Vocational Nurses will be reassigned from MDF to WRTH, to support medication distribution to patients. All together, the incremental personnel budget to operate the new facility is \$5,050,738.

3.m. Objectives of the Facilities and Services

Every aspect of WRTH's physical design – from its direct-supervision housing coupled with ample in-unit program and classroom space; its specialized behavioral health housing units; its Reentry Services Complex; its exemplary Child/Parent Visitation Center; its Transition from Jail to Community Collaborative Council; the evidence-based modalities and multi-disciplinary model of its R&R program; and the behavioral incentives embedded in its step-down classification plan for people successfully engaged in services – reflects commitment to providing effective services to increase reentry readiness and improve post-release success. As its foundational

approach, the R&R program reflects the eight principles for effective interventions in community corrections: Assess criminogenic risks and needs; enhance intrinsic motivation; target interventions (service array and dosage); foster development of prosocial behavioral skills; increase positive reinforcement; engage ongoing support in natural communities; measure relevant processes/practices; and provide measurement feedback.¹⁷ Finally, all of the evidence-based therapeutic modalities of the R&R have demonstrated efficacy with justice-involved populations, intended to reduce recidivism.

3.n. Documented Pretrial Percentages for Jan. 01, 2015 to Dec. 31, 2015

In 2014, 74% of people incarcerated in the County jail system were pretrial status. In its ongoing effort to further reduce pretrial detention (for Jan. 01, 2015 to Dec. 31, 2015 it was 67%), the Sheriff's Office maintains an active "cite-release" policy, in which any individual brought in to the jail's booking center for a charge less than felony (with some limited exceptions) is provided with a written citation and then released from custody on a signed promise to appear at court. Similarly, the Sheriff's Office operates a robust pretrial Electronic Home Detention (EHD) program using GPS and SCRAM¹⁸ technology. The Sheriff's Custody Alternative Facility program (CAF) also provides eligible sentenced individuals the opportunity to serve a remaining sentence on EHD, in the Work Alternative Program, or by participating in the County Parole program. Currently, 661 people are participating in Alternatives to Detention and Pretrial Services.

3.o. Description of Risk Assessment-Based Pretrial Release Processes

In early 2014, the County launched its Pretrial Services program (PTS), a collaborative effort of the Sheriff, Probation, Public Defender, District Attorney, and the

¹⁷ "Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention," Crime & Justice Institute, at <http://nicic.gov/theprinciplesofeffectiveinterventions>

¹⁸ Secure Continuous Remote Alcohol Monitoring (SCRAM) is an electronic monitor that uses persistent transdermal technology to detect alcohol use by the person wearing the device.

local Superior Court. Led by a multi-agency work group responsible for assessing implementation, refining operations, and planning, this unique collaborative structure has led Californians for Safety and Justice to feature Contra Costa in a forthcoming report. PTS uses a modified version of the well-recognized Virginia Pretrial Risk Assessment Instrument (VPRAI), which assesses eight factors to determine pretrial release.¹⁹ The County has contracted with the Pretrial Justice Institute, in collaboration with the Crime and Justice Institute of Community Resources for Justice, to provide technical assistance in the program's design and implementation, and to validate the local use of this modified instrument.²⁰ With a staff of four probation officers, two paralegals, and one clerk, PTS paralegals meet each morning with detained individuals in the holding cells at the courthouse. Using a standardized interview tool, the paralegals gather required information, which is then sent to Probation. In turn, Probation Officers attempt to verify the information, gather additional information from various law enforcement and court databases (CLETS,²¹ ARIES,²² police reports, probation history), and input the information into the modified risk assessment instrument. After determining a person's risk level, Probation Officers submit recommendation reports to the Court, including proposed terms and conditions. The Judge makes the decision in the presence of a Public Defender and District Attorney. Not all defendants qualify for release into PTS; disqualifiers include misdemeanor charges, defendants with holds for other law violations, probation and AB-109 violators, individuals charged with domestic violence offenses, and certain other serious felony

¹⁹ The factors are 1) current allegation is felonious 2) other pending charges 3) 1 previous conviction 4) 2 or more violent convictions 5) previous failures to appear 6) at current residence a year or more 7) last two years in school or employed 8) history of substance abuse. Each factor provides 0 or 1 point, except failures to appear provide 2 points.

²⁰ See <http://www.crj.org/cji/entry/pretrial-contra-costa>

²¹ California Law Enforcement Telecommunications System

²² The Automated Regional Information Exchange System (ARIES) is a database of Contra Costa County arrest and criminal histories

offenses.²³ A database measures the success of the program; to date, only 26% of people released to PTS have been arrested for a new offense, have failed to appear in court, or have violated the program's technical requirements.

4. ADMINISTRATIVE WORK PLAN

4.a. Steps to Complete the Project

Past Steps Completed

2007: The Sheriff's Office, the General Services Division and the County Administrative Office hire outside consultants to perform a JNA.

2011: County selects an architectural and programming firm to develop a space analysis, concept design and construction cost estimate.

2013: The Board of Supervisors (BoS) approves submitting an application for project financing under SB 1022, (County had no prior state funding awards). The County does not identify the specific fund account containing its matching funds and is thus disqualified, despite receiving a score high enough to have been awarded funding.

2015: The BoS approves submitting an application for SB 863. County Probation and Mental Health Departments are added to the team. Also added are numerous community based organizations (CBOs). The Sheriff makes an extensive outreach to the community. A new JNA is performed by a new consultant, and additional consultants are hired to provide expertise in CEQA, mental health, and reentry programming. A new architect, KMD, and programmer are hired, and a partial Schematic Design for the new facility is developed.

An SB 863 application is submitted and receives a score that is less than one point behind the highest score achieved for all counties, but is deducted 12 points

²³ Penal Code § 667.5 (c) and most but not all of offenses listed in Penal Code § 1192.7

because the city of Richmond files an appeal against the Environmental Impact Report (EIR) on the day the SB 863 applications were due, denying the County an award.

2016: Richmond withdraws its appeal against the EIR. The BoS approves the submitting an application for funds under SB 844, and approves the addition of another \$10 million in matching funds to make up the smaller award offered by the new program.

Steps to Be Completed

January, 2017 – June, 2017: The County has determined the Design-Build delivery method is most appropriate for this project. Upon receipt of the state's notice of intent to award funding, the County will work with the state in developing the project scope, and develop the 3-page cost estimate and detailed timeline to achieve project establishment in the shortest time possible. County has hired a consultant who specializes in BSCC-funded jail projects to help. At the same time, the existing project architect-engineer (AE) will be retained to begin confirming the space and functional programs, and complete the architectural program. A step-wise, room-by-room analysis of the entire process of incarceration from booking to release will be reviewed and confirmed. Likewise, a step-wise analysis of the continuum of care from incarceration to reentry, including probationary requirements will also be reviewed and confirmed.

July, 2017 - March, 2018: County is not seeking state funds for work performed prior to award of the DBE, thus bridging documents (BDs) will begin early. The BDs will consist of a 50% Design Document level generally, and 100% DD-level for electronic security. The BDs will also include 100% DD level for major finishes and energy equipment whose greater design level will likely reduce life-cycle cost of the building. Simultaneously, the Construction Manager (CM) will be selected and hired.

Design workshops will be held routinely to provide close interaction between the Sheriff's Office (SO) and the Bridging Design Team. These will be attended by the Sheriff's Transition Team (TT) and appropriate consultants, including the CM. All required state interaction and submittals will be performed according to the detailed Gantt chart schedule that has been completed and used to develop the Section 3, Project Timetable.

At key milestones during the bridging design phase, at least two face to face meetings will be scheduled with the BSCC/State Fire Marshal (SFM) to review the project and discuss special areas of concern that need to be addressed by the Bridging Design Team in advance of the formal review submission. During bridging design, a smoke flow model will be constructed and the smoke design will be tested against the model. Other planning documents that will begin development include the Transition Plan, Commissioning Plan, Owner's Project Requirements, the Project Manual, and policies and procedures including quality and safety.

September, 2017: The County Department of Public Works (DPW; replaced DGS) will submit a letter providing its due diligence of the project real estate. DPW will advertise for qualifications from prospective Design-Build teams, and the County's DPW, SO and CAO become a team to select 3 to five firms as most qualified.

March, 2018 – June, 2018: BSCC/SFM reviews bridging documents, DPW executes ground lease and right of way, DOF certifies financing requirements are met, and an approved RFP for a Design-Build Entity (DBE) will lead to selection of the DBE firm.

January, 2019: Once the State Public Works Board (SPWB) has determined all financing requirements have been met and BoS has approved, the Design-Build

contract will be awarded.

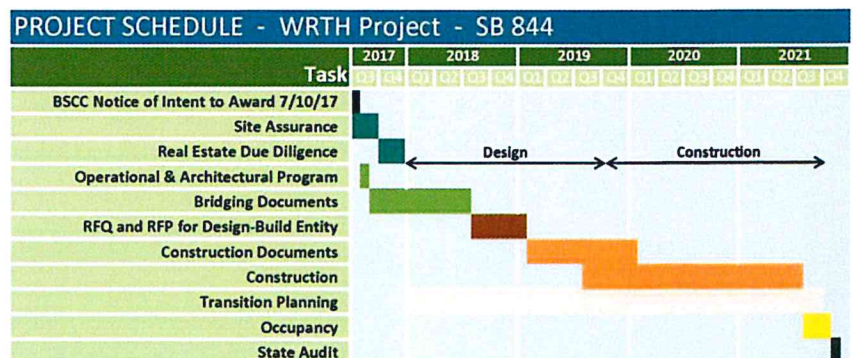
February, 2019 – February, 2020: The DBE develops constructions drawings. The Bridging Design Team will assist the County review the DBE's product and progress. The County Construction Administrator (CA), assisted by the CM and AE, will oversee the work through completion and project close-out. Roughly four complete design packages are submitted to BSCC/SFM for review.

June, 2019 – June, 2021: With BSCC/SFM approval of the design-build contract, construction begins with the first phase once the first design package has been approved by the BSCC and SFM. At about that time, the TT will begin developing operational plans and hiring and training new staff. Commissioning will begin just before construction ends.

June, 2021 - September, 2021: With a construction punch list and a successful shakedown complete, occupancy will be granted by the Building Department and Fire Marshal in June of 2021. Commissioning and Transitioning will be completed, and an audit by the state will determine whether the facility has been staffed and is being safely operated as planned.

4.b. Project Schedule

A summary of the detailed Gantt chart developed for the project is included here. The timeline meets the 120-day



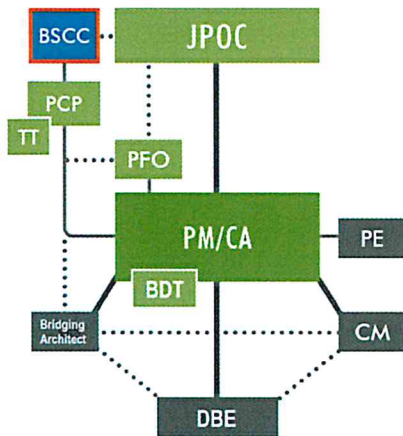
deadline for completing due diligence. The NTP is issued to the DBE on August 17 2019, 26 months after the state's Notice of Intent to award, meeting the 42-month deadline. Construction is finished on June 5, 2021, 24 months after start, thus meeting

the 36-month requirement. Occupancy is scheduled for September 3, 2021.

4.c. Plan for Project Management

A Construction Administration Plan has been designed to ensure successful delivery of project meeting the County's needs, compliance with state requirements and

TEAM ORGANIZATION



completion of the project on time and on budget. Ramesh Kanzaria, R.A, Manager of the County's Capital Projects Management Division of DPW, will be Project Manager and Construction Administrator (CA). A Registered Architect,²⁴ Mr. Kanzaria has 35 years' experience managing medium and large construction projects in the state. The County has retained Grady Williams, P.E.,²⁵ an expert in state-financed jail construction projects, as Project Expert (PE). Mr. Williams, a former county Capital Projects Manager who has successfully

completed several similar projects, will assist the CA to ensure all state requirements are met quickly and accurately.

The CA will have overall responsibility for the project and is the direct line of reporting to the project team. The CA reports to the Director of DPW and to the Jail Project Oversight Committee, which includes the County Administrator's Office, the Sheriff, the Auditor-Controller, and outside stakeholders among others. The CM will participate in design and will oversee daily construction activities. The County Building Department will perform plan-check using a firm with strong experience in jail design, issue permits, and provide two inspectors with experience in jail construction to work in

²⁴ A six-year course of study equivalent to a Masters degree

²⁵ Professional Engineer, State of Washington

the field as code compliance inspectors during construction.

Upon notice of the conditional award, the SO's Transition Team (TT) will begin developing operations manuals. The TT will ensure that a fully trained staff is ready to begin a smooth operation of the new facility and that the facility has completed a full shakedown prior to occupancy. The SO's project coordinator, Captain Thomas Chalk, will be the County's Primary Contact Person (PCP) to the state, the leader of the TT, and the person to provide and manage resources of the SO.

The Project Financial Officer (PFO), Wanda Quever, is responsible for managing the development of the chart of accounts for the project, requesting budget revisions to ensure adequate cash flow, processing invoices, and preparing financial reports for the CA. The PFO will assist the CA with accounting and cash flow reports, and reports to DPW and JPOC.

Key components of the CA's program include:

Building Information Modeling (BIM): The BIM process will begin at schematic design and continue into facility operation. BIM will assist in making sure the construction documents adhere to the design goals and schedule. It will also be used to perform more efficient maintenance of the completed facility.

Document Control: The CA will establish and maintain a Document Management System (DMS). A website will be established to allow all team and appropriate state personnel to access, review, and approve project documents online from anywhere.

Commissioning: The Cx plan will be prepared early in the design process. It will provide logistics for accessibility, efficient operability, and low cost maintainability. The Cx will evaluate the working effectiveness of the systems' seasonal performance, control systems settings, and interactions with the life/safety systems.

Invoicing: The CA will require each contractor and consultant to invoice separately the expenses eligible for State reimbursement, for expenses to be paid by County contributions, and for expenses that are not eligible for the SB 844 program.

Cost Accounting: Using proven processes developed by the PE and Auditor-Controller, FIN codes will be assigned to all project expenses, allowing all expenses to be appropriately tracked.

5. BUDGET NARRATIVE

5.a. Total Project Cost, Funding Amounts and Types, and Match

The project proposed was developed based on needs identified in the 2015 Needs Assessment, and considers immediate needs through 2019. THIS IS THE PROJECT THE SHERIFF NEEDS at a minimum. It is NOT driven by a potential SB 844 award amount. The SB 863 application's total cost then was \$90.4 million. Escalation and code changes have increased the cost to \$95,410,000 million. With SB 844's lower award potential, the County proposes to fund the project it needs by matching the state funds at 26.5%. The County match of \$25.2 million substantially exceeds the required 10% match; it includes \$22.0 million in cash and \$3.2 million in-kind. The Sheriff intends to fund the match using \$4.5 million from Sheriff's Plant Acquisition Fund, \$2.5 million from AB 109 Public Safety Realignment Revenue,²⁶ and \$15 million from General Fund Reserve. In addition, \$3.8 million allowable costs have already been expensed, and \$225,000 in costs ineligible for SB 844 funding is provided as overmatch.

5.b. Allocation of Effort & Use of Funds Compared to Project Objectives

The cost of constructing the 320 Standard Housing Units and the 96 Behavioral

²⁶ Both sources were previously earmarked for this purpose for the County's SB 1022 and SB 863 funding application.

Health beds is estimated at \$40 million; cost of the program spaces within the housing units is \$8 million; and cost of the Reentry Services Complex is \$9 million. Together, these costs, which are explicitly consistent with the project objectives, represent 60% of the total budget. Remaining construction costs cover design, management, and other costs that benefit the program objectives proportionately.

5.c. Efficient Use of State Resources

The project's basic construction cost was estimated by a certified construction cost estimator using the detailed space program and concept-design space analysis to arrive at square footages. The estimator applied specific unit costs for each space type, from \$428/sf for program and office space to \$490/sf for housing; the escalated, average unit cost is \$593/sf. This project maximizes the state funding by leveraging existing County services and infrastructure. Existing water supply, sewage, and storm water runoff systems at the WCDF, along with its kitchen, laundry, and library, and in-patient medical services, were scaled at the time of their construction to anticipate such a project. MDF will continue to provide booking and classifications services. Collectively, these leveraged resources reduce construction costs by an estimated 20% as compared to typical jail projects.

The County's bridging AE will ensure the least life-cycle cost of the new facility is required of the DBE's design. This provides not only the lowest capital cost but also the lowest facility operating costs, which represents more than 80% of the building's total cost of ownership. The new facility will be designed to achieve a minimum LEED™ rating of Silver with have an energy consumption reduction of more than 15% compared to Title 24 requirements. The new facility is estimated to use only 60 to 70% of the energy of MDF and to cost less than half to maintain. These operating cost reductions,

combined with the closing of two housing units at MDF, will result in a net reduction in utility and maintenance costs of about \$500,000 annually. Not only is the plan to build the proposed project cost efficient and effective; so is its lifecycle cost of operation. In comparison, the option of renovating the MDF has been found to be infeasible, costly, and unable to achieve the intended replacement housing and programming goals.

5.d. Operational Costs: Efficiency and Sustainability

The project's plan to reassign substantial staff (Sheriff's Deputies, academic staff, and detention mental health staff, as described in Section 3.l.) provides tremendous cost-efficiencies. The net incremental annual operating cost is \$5,050,738, of which \$2,898,634 (57%) is for program costs and \$ 2,152,104 is for SO personnel. Identified funding sources for this net increase include Inmate Welfare Fund at \$ 70,000; SO's current AB 109 funds at \$1,329,780, and County General Funds at \$3,150,958; and \$500,000 in net operational savings, as described in Section 5.c. **Other Funding Sources:** The County has been both proactive and successful in seeking state and federal grant funds to develop and implement innovative services in the local justice system. For example: In February 2015, the BSCC awarded the County a three-year, \$3.135 million Edward Byrne Memorial Justice Assistance Grant to serve juvenile justice youth; in June 2015, the BSCC awarded a three-year, \$950,000 Mentally Ill Offender Crime Reduction Act grant to improve outcomes for detained juveniles with mental health issues; and the County has also received two Second Chance Act grants: a two-year, \$1.5 million adult demonstration grant, and a three-year, \$706,004 Smart Probation grant. To amplify these efforts, and as discussed in Section 3.d, the SO will hire a Director of Rehabilitation and Reentry Services, whose duties will include ongoing grant-writing to support program operations.

**CALIFORNIA ENVIRONMENTAL QUALITY ACT
NOTICE OF DETERMINATION**

To: ☒ Office of Planning and Research
P O Box 3044, Room 113
Sacramento, CA 95812-3044

From: Contra Costa County
Dept. of Conservation & Development
30 Muir Road
Martinez, CA 94553

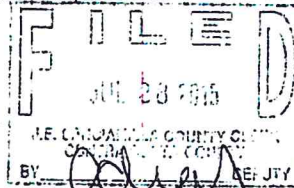
☒ County Clerk
County of: Contra Costa

State Clearinghouse Number: 2015042003

Project Title: West County Detention Center Expansion Project CP#: 15-14; WO#:0845

Project Applicant: Contra Costa County Public Works Department

Project Location: 5555 Giant Highway in Richmond, California (Figure 1)



Project Description: The proposed project entails the development of approximately 2.3 acres within the existing West County Detention Facility (WCDF) for a high-security detention facility with supporting reentry program facilities, and a mental health treatment facility. The new facility would provide high security housing, and educational and vocational facilities and programs to help prepare inmates for reentry into society. The proposed project would result in essentially no increase of California Department of Corrections rated beds in Contra Costa County. The 240 cells at the Martinez Detention Facility (MDF) that do not meet security and safety requirements would be repurposed for short-term housing of inmates for purposes of in-processing and release. The MDF would continue to be the booking facility for law enforcement agencies in the central and eastern areas of the County. The project consists of construction of a new 150,000 square foot building containing approximately 240 double-occupancy cells (480 beds), a mental health treatment facility, and educational and vocational program facilities along with facilities to support outpatient medical services, recreational activities, and minor administrative functions of the existing WCDF. In addition, a 1,000 square foot, single story, equipment or generator building would be located adjacent to the main building. Intake, release, inpatient health care, central library services, food service, laundry, commissary, and maintenance/warehouse storage will continue to be provided in existing buildings and using existing infrastructure on the WCDF site. In order to proceed with the proposed project, the applicant must obtain approval from the Contra Costa County Board of Supervisors, State Department of Corrections, the Bay Area Air Quality Management District, the State Water Resources Control Board will require a Construction General Permit for management of storm water during construction activities and the San Francisco Regional Water Quality Control Board will require a National Pollutant Discharge Elimination (NPDES) storm water permit. The Draft EIR identifies potentially significant environmental impacts in the following areas: Air Quality, Cultural Resources, and Public Services and Utilities. Potentially significant impacts will be mitigated to less-than-significant levels.

The project was approved on: JULY 28, 2015

1. The project [☐ will ☒ will not] have a significant effect on the environment.
2. ☒ An Environmental Impact Report was prepared for this project pursuant to the provisions of CEQA.
☐ A Mitigated Negative Declaration was prepared for this project pursuant to the provisions of CEQA.
3. Mitigation measures [☒ were ☐ were not] made a condition of the approval of the project.
4. A mitigation reporting or monitoring plan [☒ was ☐ was not] adopted for this project.
5. A statement of Overriding Considerations [☐ was ☒ was not] adopted for this project.
6. Findings [☒ were ☐ were not] made pursuant to the provisions of CEQA.

Notice of Determination was sent to Office of Planning and Research.*

This is to certify that the final Draft Environmental Impact Report with comments and responses and record of project approval, or the Negative Declaration, is available to the General Public at:

Contra Costa County Public Works Department

255 Glacier Drive, Martinez, CA 94553

Signature (Contra Costa County): Alma Bhat Title: _____

Date: 7/28/15 Date Received for filing at OPR: JUL 28 2015



AFFIDAVIT OF FILING AND POSTING

I declare that on JUL 28 2015 I received and posted this notice as required by California Public Resources Code Section 21152(c). Said notice will remain posted for 30 days from the filing date.

Signature: Colin Title: DEPUTY CLERK

| | | |
|---|---|---|
| Applicant: Public Works Department 255 Glacier Drive Martinez, CA 94553 Attn: <u>Hillary Heard</u> Environmental Services Division Phone: (925) 313-2022 | Department of Fish and Game Fees Due <input checked="" type="checkbox"/> EIR - \$3,069. ⁷⁵ <input type="checkbox"/> Neg. Dec. - \$2,210. ⁰⁰ <input type="checkbox"/> DeMinimis Findings - \$0 <input checked="" type="checkbox"/> County Clerk - \$50 <input checked="" type="checkbox"/> Conservation & Development - \$25 | Total Due: \$ 3,144.⁷⁵ Total Paid \$ _____ Receipt #. _____ |
|---|---|---|

*Notice of Determination may be sent by fax to (916) 323-3018, if followed up with a duplicate mailed copy.

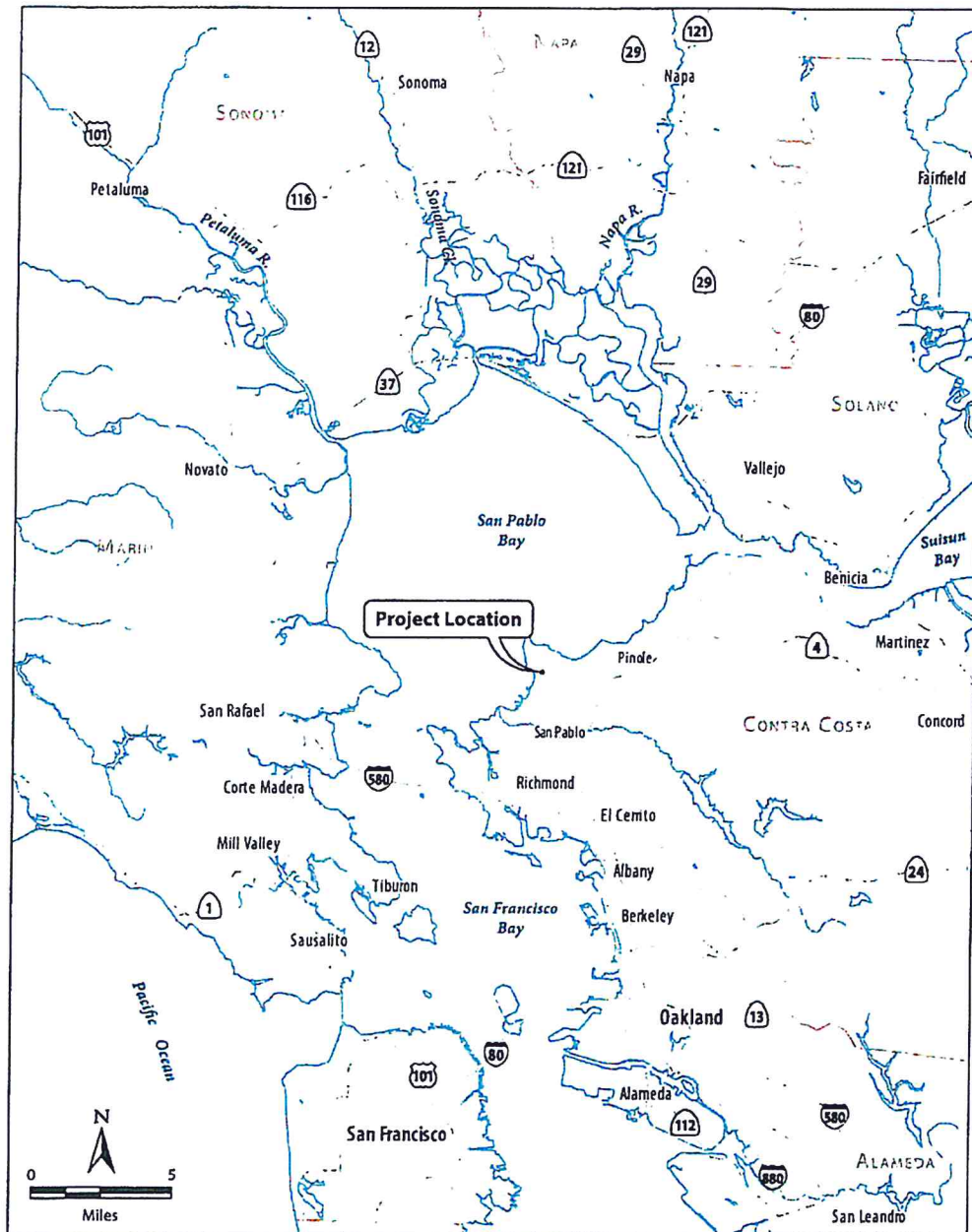


Figure 1
Project Location



State of California—Natural Resources Agency
CALIFORNIA DEPARTMENT OF FISH AND WILDLIFE
2015 ENVIRONMENTAL FILING FEE CASH RECEIPT

| |
|--|
| RECEIPT# |
| 07-2015-253 |
| STATE CLEARING HOUSE # (If applicable) |
| 2015042003 |

SEE INSTRUCTIONS ON REVERSE. TYPE OR PRINT CLEARLY

| | | | |
|--|----------|-------|------------------|
| LEAD AGENCY | | | DATE |
| CONTRA COSTA COUNTY DEPARTMENT OF CONSERVATION AND DEVELOPMENT | | | 07/28/2015 |
| COUNTY/STATE AGENCY OF FILING | | | DOCUMENT NUMBER |
| Contra Costa | | | 2015-319 |
| PROJECT TITLE | | | |
| WEST COUNTY DETENTION CENTER EXPANSION PROJECT CP#15-14 WO#0845 | | | |
| PROJECT APPLICANT NAME | | | PHONE NUMBER |
| CONTRA COSTA COUNTY DEPARTMENT OF PUBLIC WORKS | | | (925) 313-2022 |
| PROJECT APPLICANT ADDRESS | CITY | STATE | ZIP CODE |
| 255 GLACIER DRIVE | MARTINEZ | CA | 94553 |
| PROJECT APPLICANT (Check appropriate box). | | | |
| <input checked="" type="checkbox"/> Local Public Agency <input type="checkbox"/> School District <input type="checkbox"/> Other Special District <input type="checkbox"/> State Agency <input type="checkbox"/> Private Entity | | | |


CHECK APPLICABLE FEES:

| | | | |
|---|------------|----|----------|
| <input checked="" type="checkbox"/> Environmental Impact Report (EIR) | \$3,069.75 | \$ | 3,069.75 |
| <input type="checkbox"/> Mitigated/Negative Declaration (MND)(ND) | \$2,210.00 | \$ | 0.00 |
| <input type="checkbox"/> Application Fee Water Diversion (State Water Resources Control Board only) | \$850.00 | \$ | 0.00 |
| <input type="checkbox"/> Projects Subject to Certified Regulatory Programs (CRP) | \$1,043.75 | \$ | 0.00 |
| <input checked="" type="checkbox"/> County Administrative Fee | \$50.00 | \$ | 50.00 |
| <input type="checkbox"/> Project that is exempt from fees | | | |
| <input type="checkbox"/> Notice of Exemption (attach) | | | |
| <input type="checkbox"/> CDFW No Effect Determination (attach) | | | |
| <input type="checkbox"/> Other | | \$ | |

PAYMENT METHOD:

☐ Cash ☐ Credit ☐ Check ☒ Other JV#0052-00

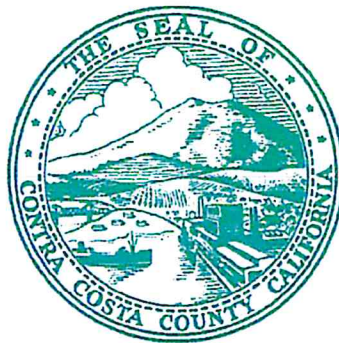
TOTAL RECEIVED \$ 3,119.75

| | |
|---|------------------------------|
| SIGNATURE | PRINTED NAME AND TITLE |
| X  | C. DIAS, DEPUTY COUNTY CLERK |

County Receipt Number: 2344051

OFFICE OF THE COUNTY COUNSEL
COUNTY OF CONTRA COSTA
Administration Building
651 Pine Street, 9th Floor
Martinez, CA 94553

(925) 335-1800
(925) 646-1078 (fax)



SHARON L. ANDERSON
COUNTY COUNSEL

MONIKA L. COOPER
THOMAS L. GEIGER
MARY ANN McNETT MASON
Steven P. Rettig
ASSISTANTS

January 27, 2017

Board of State and Community Corrections
County Facilities Construction Program
2590 Venture Oaks Way, Suite 200
Sacramento, CA 95833

County Counsel Opinion Re: Status of CEQA Certification for the Proposed
West Contra Costa County Reentry, Treatment, and Housing Facility Project

To Whom It May Concern:

This letter is submitted in connection with Contra Costa County's proposal for an award of Senate Bill 844 financing for the proposed West Contra Costa County Reentry, Treatment, and Housing facility project (the "Project"). This letter describes the status of the California Environmental Quality Act (CEQA) certification for the Project, pursuant to Government Code section 15820.946.

The Contra Costa County Board of Supervisors certified the Final Environmental Impact Report (EIR) for the Project on July 21, 2015. A final Notice of Determination for the Project was filed and is enclosed with Contra Costa County's proposal for an award of Senate Bill 844 financing. Based on the Notice of Determination, the 30-day statute of limitations under Public Resources Code section 21167 has expired.

On August 27, 2015, the City of Richmond filed a petition for peremptory writ of mandate challenging the certification of the Final EIR for the Project. (*City of Richmond v. County of Contra Costa, et al.*, Contra Costa County Superior Court Case No. N15-1272.) Dismissal of the case was entered on May 3, 2016. Accordingly, the case was resolved in a manner that allows the Project to proceed as proposed.

Very truly yours,

Sharon L. Anderson, County Counsel

A handwritten signature in blue ink, appearing to read "Thomas L. Geiger".

By: Thomas L. Geiger
Assistant County Counsel

THE BOARD OF SUPERVISORS OF CONTRA COSTA COUNTY, CALIFORNIA
and for Special Districts, Agencies and Authorities Governed by the Board

Adopted this Resolution on 02/07/2017 by the following vote:

AYE: ☐
NO: ☐
ABSENT: ☐
ABSTAIN: ☐
RECUSE: ☐



Resolution No. 2017/44

Senate Bill 844 Resolution of the Board of Supervisors of the County of Contra Costa, supporting Sheriff David O. Livingston in the submittal of an application for state funding of the proposed West Contra Costa County Reentry, Treatment, and Housing (WRTH) Facility Project

WHEREAS, the Board of State and Community Corrections on behalf of the State of California has made available up to \$270 million in state lease-revenue bond financing for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California as authorized by Senate Bill 844 (SB 844), and

WHEREAS, on December 30, 2016, the Board of State and Community Corrections issued a Request for Proposals (RFP) to award and allocate financing to counties as authorized by SB 844, and

WHEREAS, counties with a general population of 200,000 and above are required to provide a minimum of 10 percent of the total project costs in matching contribution; and

WHEREAS, the County of Contra Costa is seeking an award of SB 844 financing in the amount of \$70 million for the West Contra Costa County Reentry, Treatment, and Housing facility project; and

WHEREAS, the goal of SB 844 is to improve local adult criminal justice housing with an emphasis on expanding program and treatment space to manage the adult offender population in order to enhance public safety throughout the state by providing increased access to appropriate programs and mental health treatment; and

WHEREAS, the West Contra Costa County Reentry, Treatment, and Housing facility project (the "Project") will improve adult criminal justice housing in Contra Costa County through the Project's emphasis on expanding program and treatment space, thereby promoting public safety and serving a critical state purpose; and

WHEREAS, Contra Costa County Sheriff David O. Livingston has requested that the Board of Supervisors authorize him to execute Contra Costa County's proposal for SB 844 financing in response to the RFP (the "Proposal") and submit it to the Board of State and Community Corrections.

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors:

1. Approves the West Contra Costa County Reentry, Treatment, and Housing facility project (the "Project"), approves the Proposal and authorizes Sheriff David O. Livingston to sign and submit the Proposal on behalf of the County of Contra Costa requesting funds in the amount of \$70,000,000.
2. The following funds have been identified as potentially available to satisfy the County's full cash match contribution to the Project of \$22,002,000: up to \$4.5 million from Sheriff's Plant Acquisition account (0111) and up to \$2.5 million from the 2011 Local Revenue Fund – Community Corrections account (AB 109) (0295/2982), and up to \$15,002,000 from County General Fund reserves.
3. In addition, the County has already paid, budgeted or identified \$3,796,000 in "in-kind" contributions towards the Project.
4. Assures that any County cash contribution matching funds for the Project will be derived exclusively from lawfully available funds of the County and will be compatible with the State's lease revenue bond financing.
5. Assures that the payment of any County cash contribution matching funds for the Project (i) will be within the power, legal right, and authority of the County; (ii) will be legal and will not conflict with or constitute on the part of the County a material violation of, a material breach of, a material default under, or result in the creation or imposition of any lien, charge, restriction, or encumbrance upon any property of the County under the provisions of any charter instrument,

bylaw, indenture, mortgage, deed of trust, pledge, note, lease, loan, installment sale agreement, contract, or other material agreement or instrument to which the County is a party or by which the County or its properties or funds are otherwise subject or bound, decree, or demand of any court or governmental agency or body having jurisdiction over the County or any of its activities, properties or funds; and (iii) will be available for authorization by necessary and appropriate action on the part of the governing body of the County.

6. Assures that the funds identified as the County's proposed cash contribution matching funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the funds identified as the County's proposed cash contribution matching funds and the Project are not and will not be mortgaged, pledged or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
7. Assures that when and if state financing is awarded for the Project within the SB 844 Financing Program, the funds identified as the proposed County match are available, subject to appropriation by the Board of Supervisors, for purposes of the Project. The County's readiness to proceed is evidenced in the County's Proposal.
8. Generally approves the form of the Project documents deemed necessary by the State Public Works Board to the Board of State and Community Corrections to effectuate the financing authorized by SB 844. The County Administrator, David J. Twa, or his designees, (collectively, the "Authorized Officers"), acting for and in the name of the County, is hereby authorized to execute, and the Clerk of the Board of Supervisors is hereby authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the Board of State and Community Corrections or the State Public Works Board to effectuate the SB 844 Financing Program and as condition to the issuance of the Bonds and subject to review and approval as to form by County Counsel. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers, each of whom, acting alone, is authorized to approve such changes.
9. Authorizes each of the Authorized Officers to execute these respective agreements at such time and in such manner as is necessary within the SB 844 Financing Program, and to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.
10. Designates Contra Costa County personnel to act in specific capacities, as follows: County Construction Administrator – Ramesh Kanzaria, PE, Manager of Capital Projects Division, Public Works Department; Project Financial Officer – Wanda Quever, Manager of Finance Division, Public Works Division; Project Contact Person – Capt. Thomas Chalk, Division Commander, Sheriff's Office.
11. Assures that the County of Contra Costa will adhere to state requirements and terms of the agreements between the County of Contra Costa, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any state financing allocation and County's cash contribution matching funds.
12. Assures that the County of Contra Costa will fully and safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations, Chapter 1, Subchapter 6, section 1756(j)(5)) within 90 days after project completion.
13. Assures that the County of Contra Costa has project site control through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Board of State and Community Corrections, for so long as the State Public Works Board lease-revenue bonds secured by the financed project remain outstanding.
14. Attests to \$680,000 as the current fair market land value of the Project site, to the land not being under an existing operational facility, and to its actual on-site land value documentation being from an independent appraisal.
15. Certifies that the County is not and will not be leasing housing capacity in the Project to any other public or private entity for a period of 10 years beyond the completion date of the Project.

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

**Contact: Capt. Thomas Chalk, (925)
313-2692**

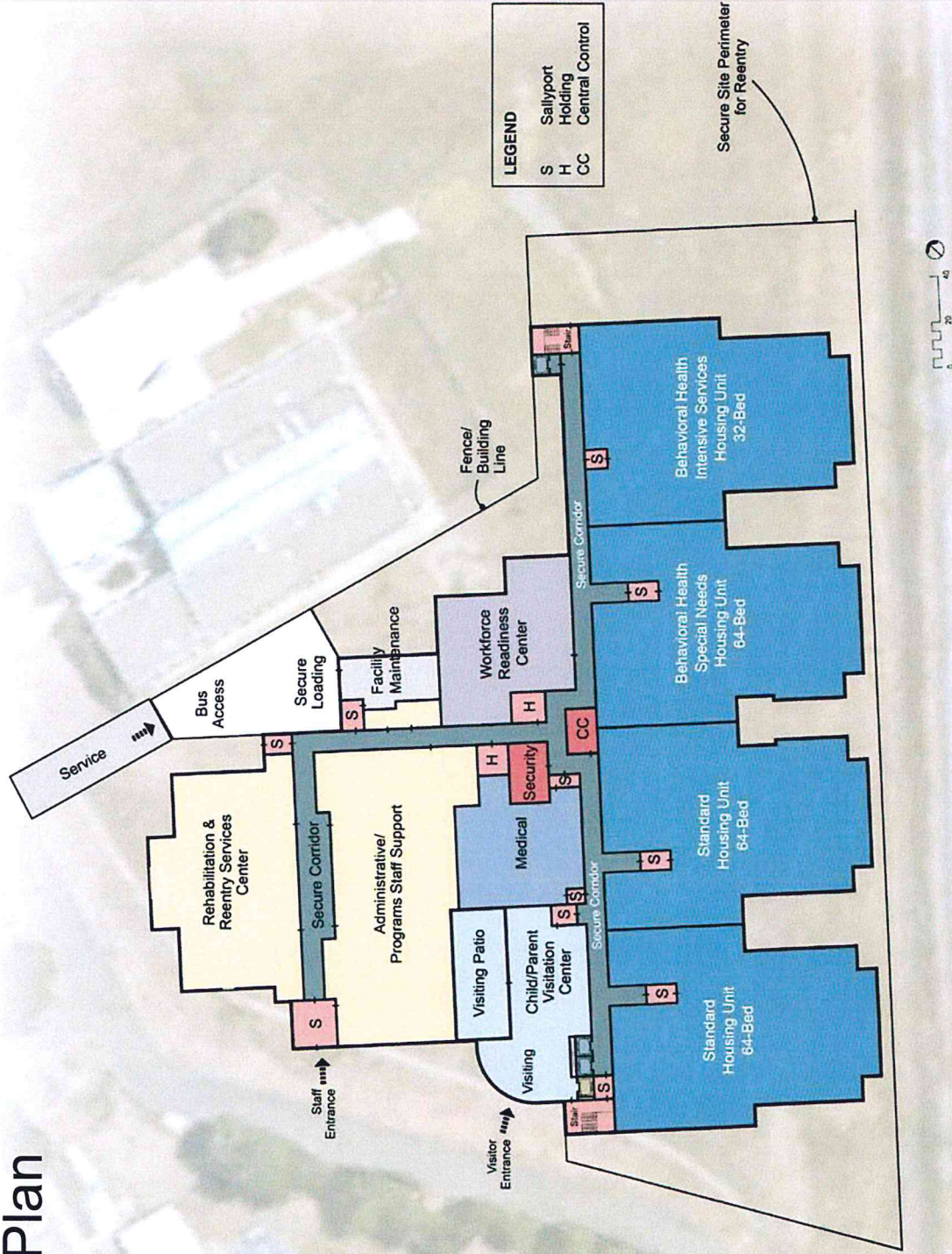
ATTESTED: February 7, 2017

David J. Twa, County Administrator and Clerk of the Board of Supervisors

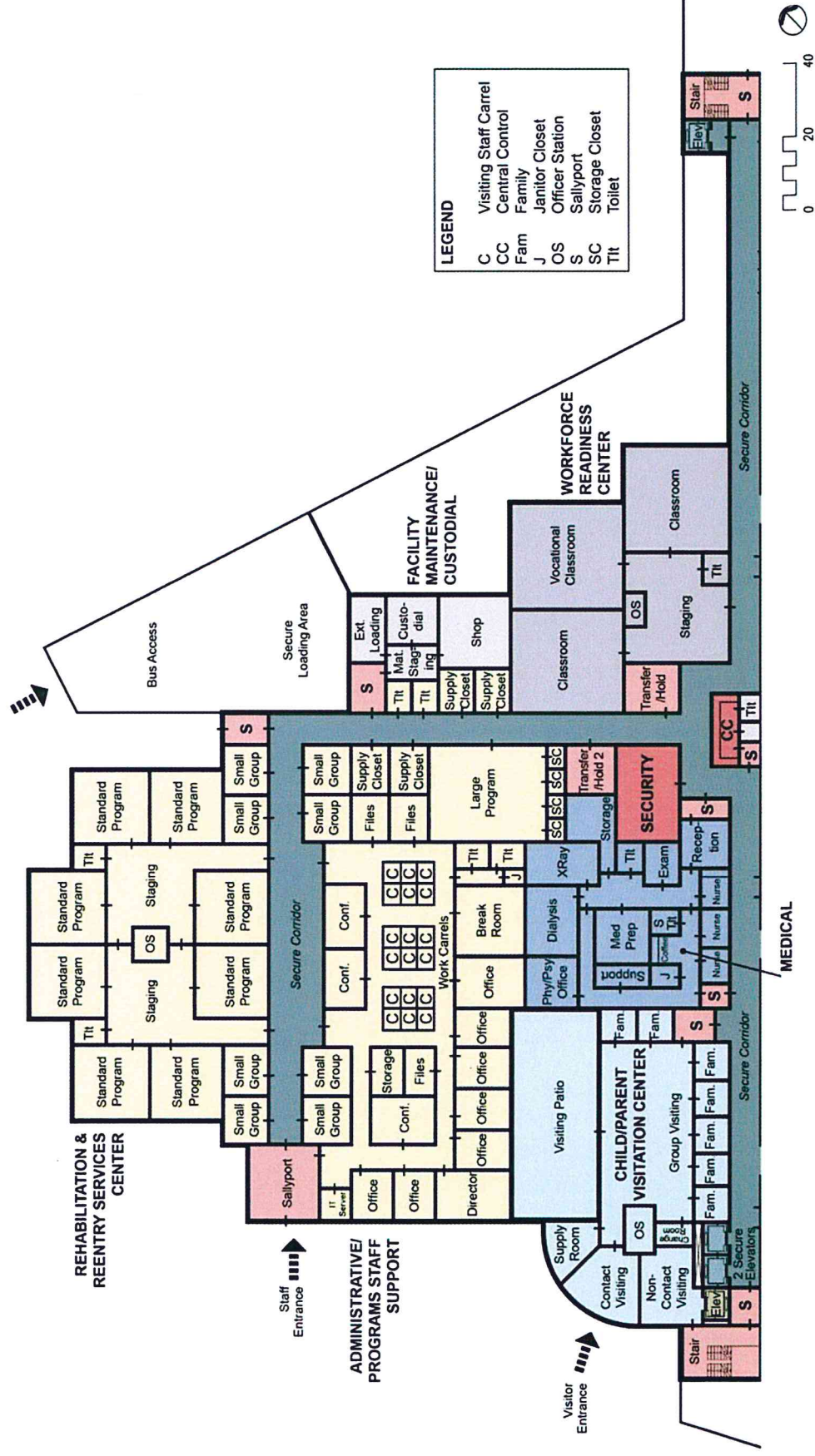
By: , Deputy

cc:

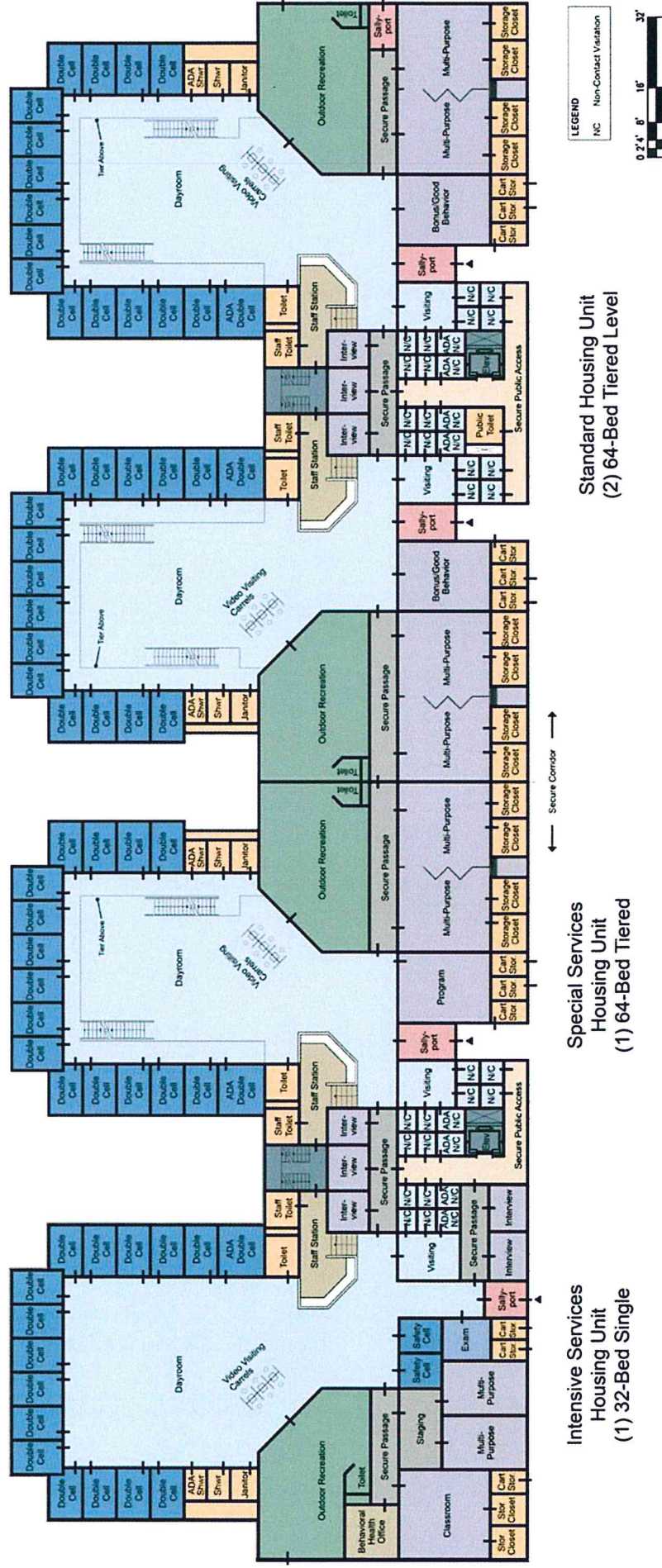
Site Plan

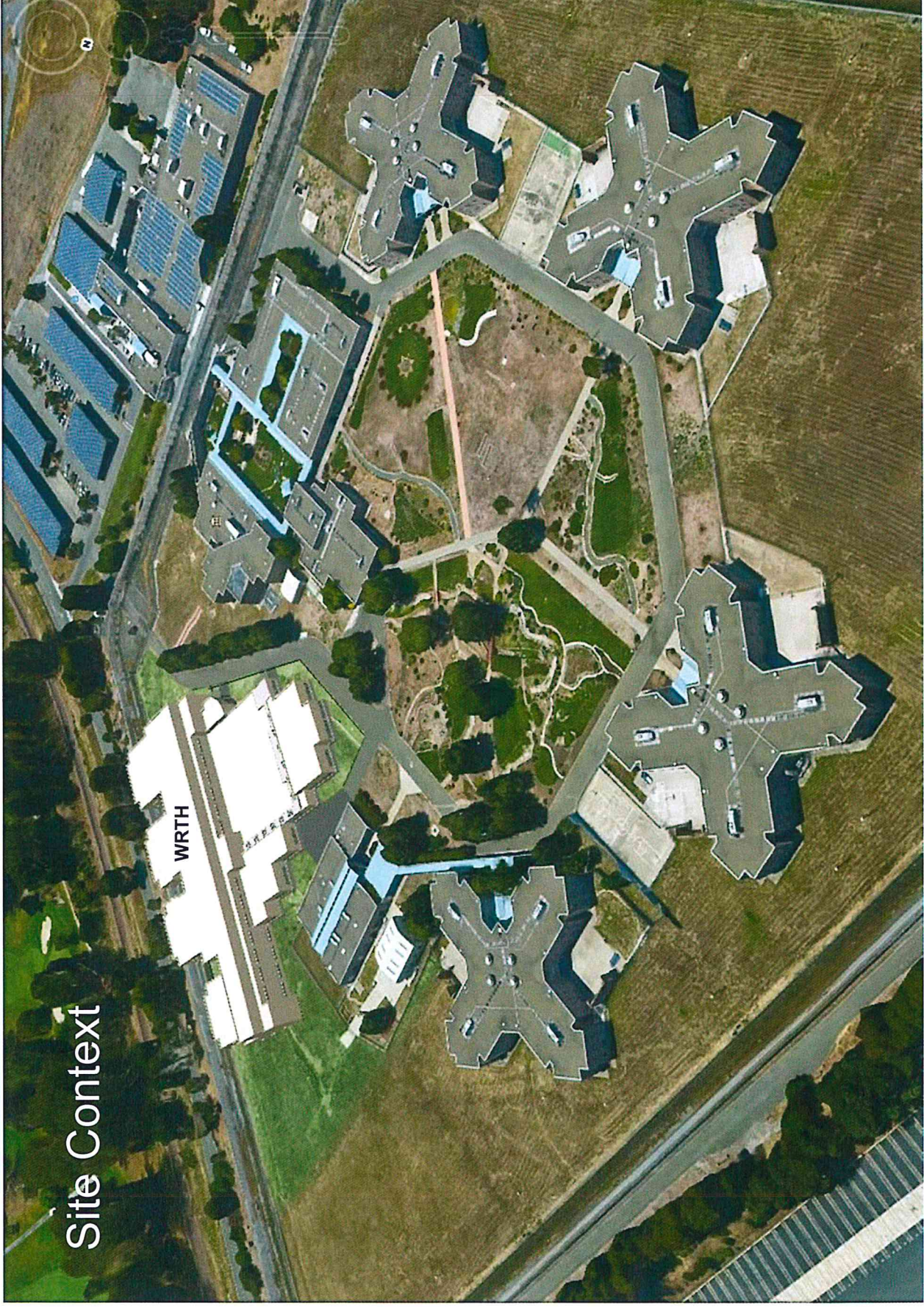


Reentry Services Complex/Building Support – Main Floor



Overall Housing Unit – Main Floor





Site Context

February 28, 2017

West County Re-entry, Treatment and Housing Facility