

**CORRECTIONS STANDARDS AUTHORITY
AB 900 PHASE II JAIL CONSTRUCTION APPLICATION
TECHNICAL REQUIREMENTS REVIEW**

Date: 01/23/12

County: Sonoma

Application ID#: A14-12

The Corrections Standards Authority staff has completed a technical requirements review (not part of the evaluation process) of the county's project application that was submitted in response to the AB 900 Phase II Construction or Expansion of County Jails – Request for Applications. The following notations are made as to the outcome of that review. This document is provided to both the county and the AB 900 Phase II Jail Construction Financing Program Executive Steering Committee.

The County has amended the Budget Summary Table explanations to remove ineligible costs from several categories.



DEPARTMENT OF CORRECTIONS AND REHABILITATION
CORRECTIONS STANDARDS AUTHORITY

2011 LOCAL JAIL CONSTRUCTION FINANCING PROGRAM
AB 900 - PHASE II - APPLICATION FORM

This document is not to be reformatted.

A14-12

SECTION 1: PROJECT INFORMATION

A. APPLICANT INFORMATION

COUNTY NAME Sonoma County		AMOUNT OF STATE FINANCING REQUESTED IN THIS APPLICATION \$ 43,000,000	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>	
IS THIS COUNTY RELINQUISHING A CURRENTLY HELD AB 900 PHASE I CONDITIONAL AWARD? <input type="checkbox"/> YES <input checked="" type="checkbox"/> NO		IS THIS COUNTY SUBMITTING MORE THAN ONE APPLICATION FOR PHASE II FINANCING? <input type="checkbox"/> YES <input checked="" type="checkbox"/> NO	

B. BRIEF PROJECT DESCRIPTION

FACILITY NAME County of Sonoma Community Corrections Center		
PROJECT DESCRIPTION Sonoma County proposes the construction of a new stand-alone Community Corrections Center (CCC) near the existing Main Adult Detention Facility (MADF). As major component of the County's high-priority plan to develop a step-down rehabilitative criminal justice system, the CCC will incorporate extensive offender programming focused on reducing recidivism and improving outcomes for offenders as they re-enter the community. The CCC will add 160 minimum security beds to the County's detention system, and include a new centralized kitchen. Constructing the proposed facility will additionally enable the County to convert existing MADF jail cells into special management cells in order to alleviate current and projected housing capacity deficiencies for special management inmates.		
STREET ADDRESS 2300 County Center Dr., Suite A220		
CITY Santa Rosa	STATE CA	ZIP CODE 95403

C. SCOPE OF WORK - INDICATE FACILITY TYPE (II, III or IV) AND CHECK ALL BOXES THAT APPLY.

FACILITY TYPE (II, III or IV) II	<input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/REMODELING	<input type="checkbox"/> ADDING BEDS AT EXISTING FACILITY
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D. BEDS ADDED. Provide the number of CSA-rated beds and non-rated special use beds that will be added as a result of the project. Provide the cumulative total number of beds added as a result of the project.

A. MINIMUM SECURITY BEDS ADDED	B. MEDIUM SECURITY BEDS ADDED	C. MAXIMUM SECURITY BEDS ADDED	D. SPECIAL USE BEDS
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Number of beds added	160			
TOTAL BEDS (A+B+C+D)	160			

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 application form, budget, narrative and attachments is true and correct to the best of his/her knowledge.

PERSON AUTHORIZED TO SIGN AGREEMENT

Name José Obregón

Title Director of General Services

AUTHORIZED PERSON'S SIGNATURE

DATE

1/3/2012

G: 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 Richard Van Anda

Title Acting County Architect

DEPARTMENT

General Services

TELEPHONE NUMBER

707-565-1957

STREET ADDRESS

2300 County Center Drive, Suite A220

FAX NUMBER

707-565-3908

CITY

STATE

ZIP CODE

E-MAIL ADDRESS

Santa Rosa

CA

95403

richard.vananda@sonoma-county.org

H: 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 José Obregón

Title General Services Director

DEPARTMENT

General Services

TELEPHONE NUMBER

707-565-3242

STREET ADDRESS

2300 County Center Drive, Suite A220

FAX NUMBER

707-565-2358

CITY

STATE

ZIP CODE

E-MAIL ADDRESS

Santa Rosa

CA

95403

jose.obregon@sonoma-county.org

I: DESIGNATED PROJECT CONTACT PERSON

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

PROJECT CONTACT PERSON

Name Mark Hummel

Title Acting Associate Architect

DEPARTMENT

General Services

TELEPHONE NUMBER

707-565-3425

STREET ADDRESS

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FAX NUMBER

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95403

mark.hummel@sonoma-county.org

SECTION 2: BUDGET SUMMARY

A. BUDGET SUMMARY

In the table on the next page, indicate the amount of state financing requested and the amount of cash and/or in-kind contribution (match) allotted to each budget line-item the county elects to identify in order to define the total eligible project cost for purposes of this application.

The total amount of state financing requested cannot exceed 90 percent of the total eligible project cost. Counties must contribute a minimum of 10 percent of the total eligible project cost (unless the applicant is a small county requesting a reduction in the county contribution amount). County contributions can be any combination of cash and/or in-kind. Small counties that petition for a reduction in the contribution amount must provide a minimum of five percent contribution of the total eligible project costs. Small counties requesting a reduction in county contribution must state so in the area below, and must specify the contribution percentage being requested.

State financing limits for all counties are shown below and include current Phase I awards (not being relinquished through this Phase II application process) plus the total amount a county is requesting in Phase II.

STATE FINANCING: May not exceed (Phases I and II combined):

\$100,000,000 for large counties;

\$80,000,000 for medium counties; and

\$33,000,000 for small counties.

SMALL COUNTIES REQUESTING REDUCTION IN COUNTY CONTRIBUTION:

A small county may petition the CSA Board for a reduction in its county contribution. This application document will serve as the petition and the CSA Board's acceptance of the county's contribution reduction, provided the county abides by all terms and conditions of this Phase II RFA process. Small counties requesting the reduction must still provide a minimum of five percent contribution that may be any combination of allowable cash and/or in-kind. If requesting a reduction in match contribution, complete the following (check the box and fill in the percentage).

- ☐ This application includes a petition for a county contribution reduction request as reflected in the application budget. The county is requesting to provide _____ percent county contribution (cash and/or in-kind).

B. BUDGET SUMMARY TABLE (Report to nearest \$1000)

LINE ITEM	STATE REIMBURSED	CASH MATCH	IN-KIND MATCH	TOTAL
1. Construction	\$ 36,100,000	\$ 6,900,000		\$ 43,000,000
2. Additional Eligible Costs*	\$ 1,200,000	\$ 40,000		\$ 1,240,000
3. Architectural	\$ 4,000,000	\$ 80,000		\$ 4,080,000
4. Construction Management	\$ 1,700,000	\$ 0		\$ 1,700,000
5. CEQA		\$ 30,000		\$ 30,000
6. Audit			\$ 20,000	\$ 20,000
7. Site Acquisition			\$ 1,200,000	\$ 1,200,000
8. Needs Assessment			\$ 30,000	\$ 30,000
9. County Administration			\$ 670,000	\$ 670,000
10. Transition Planning			\$ 280,000	\$ 280,000
11. Real Estate Due Diligence			\$ 16,000	\$ 16,000
TOTAL ELIGIBLE PROJECT COST	\$ 43,000,000	\$ 7,050,000	\$ 2,216,000	\$ 52,266,000
PERCENT OF TOTAL	82%	13%	5%	100 %

* This line item is limited to specified fees and moveable equipment and moveable furnishings (eligible for state reimbursement or cash match), and public art (eligible for cash match only).

Provide an explanation below of how the dollar figures were determined for each of the budget line items above that contain dollar amounts. Include how state financing and the match contribution dollar amounts have been determined and calculated (be specific), and how budget items are linked to scope of work.

1. Construction (includes fixed equipment and furnishings):

Construction costs are based on a basic construction cost estimate prepared by cost estimators (Davis/Langdon) at HOK, the architect on the project's Design Team (see section E.2 of the narrative). The County proposes that the basic construction cost (\$29,317,000), contingency for escalation through the mid-point of construction (\$3,518,040), and a project contingency (\$3,264,960) be reimbursed by the State.

The County's construction cash match of \$6,900,000 includes bid factors (\$2,345,360), change orders (\$2,345,360), computer network installation (\$152,000), telephone/data wiring installation (\$42,700), hazardous material sampling and testing (\$10,000), and parking lot construction (\$1,350,000), and facility operation construction (\$58,634), and a project contingency (\$595,946).

Construction of the new facility will allow the County to implement the Community Corrections Center (CCC), adding 160 new minimum security detention system beds

and a new cook-chill kitchen. The additional beds will enable the County to convert a number of existing jail cells at the Main Adult Detention Facility (MADF) into urgently needed special management cells. Through the construction of a new cook-chill kitchen in the CCC, the existing kitchen area will be available to expand the MADF booking area to better accommodate projected need.

2. **Additional Eligible Costs** (be specific regarding the description of, and the costs for, each of the specified fees, moveable equipment and moveable furnishings, and public art):

The County requests a state reimbursement of \$1,200,000 for additional eligible costs consisting of furniture, fixtures and equipment (FF&E), including mattresses, office furniture, and system furniture, based on a study of the required items to outfit the constructed areas (\$200,000), building permit and inspection costs (\$219,878), City utility demand fees (\$300,000), additional permits and fees (\$23,454), special tests and inspections (\$351,804), and a project contingency (\$104,864).

The County's \$40,000 cash match for additional eligible costs consists of FF&E contingency at 20% of the estimated FF&E cost.

These costs will enable the County to effectively open and operate the CCC.

3. **Architectural** (describe specifically: a) the county's current stage in the architectural process; and b) how this translates into the county's intentions for state reimbursement and/or cash contribution for architectural services, given the approval requirements of the SPWB and associated state reimbursement parameters):

(a) Currently the County's Design Team architect for this project, HOK, has completed a conceptual (pre-schematic) design. The County plans to continue the design process in three stages: (1) Schematic Design; (2) Design Development; and (3) Construction Documents. Please see narrative section E.2 for further information.

(b) County has contracted with HOK without anticipating AB 900 funds for this project. If awarded, the County is prepared to advance state reimbursement funds to HOK. Upon notification of a conditional award, the County will engage HOK to begin a Schematic Design. All costs incurred prior to state reimbursement will initially be borne by the County, and eligible expenses will be reimbursed by the State after construction begins.

The County requests State reimbursement for architectural services including architectural consultants (\$3,518,040), geotechnical consultants (\$87,951), an architectural survey (\$14,072), an ergonomist (\$14,072), repographics (\$87,951), and a project contingency (\$277,914), totalling \$4,000,000.

The County will provide a \$80,000 cash match of a contingency fund for architectural services (\$70,361), and a project contingency (\$9,639).

Architectural costs will enable the County to progress with the project design process as outlined in section (a), and prepare the County to initiate a construction bid process to initiate the construction process. Please see narrative section E.2 for further information.

4. **Construction Management:**

The County proposes a State reimbursement of \$1,700,000 for construction management

activities including the formation and operation of a Construction Management Team (see narrative section E.4.b). The proposed construction management cost is based on estimates received from experienced CM Firms Swinerton Inc and the Koll Company for projects of this size and character.

Construction management costs will enable the County to form a Construction Management Team to efficiently monitor and guide progress through the construction process, ensuring adherence to the construction budget, schedule, and objectives.

5. CEQA:

The County will provide a \$30,000 cash match to conduct a CEQA initial study. This cost is based on an estimate provided by the Sonoma County Permit Resource Management Department's Environmental Division in anticipation of a CEQA Negative Declaration.

CEQA compliance will enable the County to initiate construction.

6. Audit:

Based on the estimated cost for the County Auditor to prepare the required final audit and report on the grant accounting and administration, the County will provide a \$20,000 in-kind match in audit services.

The final audit and report is a required project component.

7. Site Acquisition:

The County will provide the project site in-kind. Fair market value of the site (\$1,200,000), which the County currently owns, was determined by the Sonoma County Real Estate Department, utilizing previous appraisal reports to determine the necessary footprint and area for the proposed project.

Possession of the project site will enable the County to proceed with construction of the proposed CCC.

8. Needs Assessment:

County consultant VRJS's work to complete the Needs Assessment that is included in this proposal is provided as a \$30,000 County in-kind match. Development of the Needs Assessment included the calculation of MADF population projections and demographics.

The Needs Assessment is a required component of the AB 900 Phase II Construction or Expansion of County Jails application. In addition, the Needs Assessment provides crucial calculations and projections that reinforce the County's previous assessment work and validate the County's strategy to implement a CCC.

9. County Administration:

The County will provide administration services as an in-kind match equating to a cost-equivalence of \$670,000. County administration in-kind resources include: the Project Manager, Senior Project Specialist, and ancillary County staff involved with the design.

County administrative services will contribute to project management and support, ensuring that the project proceeds as planned and with sufficient support.

10. Transition Planning:

The County will provide a \$280,000 in-kind match to develop a transition plan. The transition planning team will consist of consultant (VRJS) and dedicated staff from the Probation Department and Sheriff's Office. The transition planning team will initiate work during the architectural design phase and continue through the facility move-in period.

The transition planning team will work to develop and administer a transition plan, ensuring the successful and smooth commencement of operations at the new facility.

11. Real Estate Due Diligence (may not exceed \$16,000):

The County's in-kind contribution of real estate due diligence (\$16,000) consists of the cost for the County's Real Estate Department to procure title reports, ground/soil analyses, topography, hydrography, environmental impacts and any other identified site related issues. The County real estate due diligence cost is estimated in the AB 900 Phase II Request for Applications to be \$16,000.

County real estate due diligence, based on the due diligence package, is a required project component.

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 Capital Outlay/Corrections Standards Authority Processes and Requirements section of the Request for Applications for further information. Complete the table below indicating start and completion dates for each key event, including comments if desired. Note the required timeframes for specific milestone activities in this Phase II process. (The CSA Board intends to make conditional awards at its March 8, 2012 meeting.)

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	3/8/2012	6/8/2012	
Real estate due diligence package submitted <u>within 120 days of award</u>	3/8/2012	7/8/2012	
Begin CEQA process <u>within 90 days of award</u>	4/1/2012	6/1/2013	
State Public Works Board meeting – Project Established <u>within 12 months of award</u>	3/8/2012	3/8/2013	
Schematic Design with Operational Program Statement <u>within 18 months of award</u> (design-bid-build projects)	3/8/2013	9/1/2013	
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 18 months of award</u> (design-build projects)			This project will not use the Design-Build process.
Design Development (Preliminary drawings) with Staffing Plan	11/1/2013	3/1/2014	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	11/1/2013	3/1/2014	
Construction Documents (Working drawings)	5/1/2014	11/1/2014	
Construction Bids	3/1/2015	4/15/2015	
Notice to Proceed	6/1/2015	8/1/2015	
Construction (maximum 3 years to complete)	8/1/2015	8/1/2017	
Staffing/Occupancy <u>within 90 days of completion</u>	8/1/2017	10/30/17	

SECTION 4: NARRATIVE

A. Summary

The County of Sonoma proposes the construction of the state's first County Community Corrections Center (CCC) as part of an ongoing effort to develop a successful, cost-effective model for reducing incarceration costs and recidivism rates and improving offender re-entry outcomes. The proposed facility will add 160 new beds and a new central kitchen to the County's detention system. This will be the first Community Corrections Center in the State of California, placing the county and the state at the forefront of innovative corrections programming. Key components of the proposed strategy include:

- ✓ Building upon the extensive assessment and planning work that has identified the implementation of a CCC as a significant priority for the County.¹
- ✓ Integrating a proven re-offense risk assessment tool and evidence-based programming into the new facility targeted at offenders who are most likely to re-offend, reducing long-term costs for the County's criminal justice system by actively reducing recidivism.
- ✓ Leveraging the added bed capacity to convert existing Main Adult Detention Facility (MADF) cells into specialty cells to adequately house the County's growing population of special management inmates.
- ✓ Expanding and renovating the MADF's booking area to address safety and security concerns.
- ✓ Centralizing the County's meal services at a new cook-chill kitchen facility in the CCC.
- ✓ Leveraging a one-time investment to improve the County's correctional facilities, process, and methodology. Anticipated benefits offer the prospect of a significant return on the state's investment and the opportunity to demonstrate a promising model to other counties.
- ✓ Creating a complete continuum of care for offenders, including a robust offering of research-based rehabilitative programming.

¹ A summary of assessment and planning reports is included in narrative section B.4.

B. Project Need

B.1 Conclusions of the Needs Assessment Including Expected Increases in Capacity

To develop the Needs Assessment, the County contracted with Voorhis/Robertson Justice Services, Inc. (VRJS), a criminal justice planning and consulting firm. VRJS has worked with Sonoma County since 2001, and during that time has provided criminal justice planning and consulting services for both adult and juvenile facilities, validating their capacity to conduct high-quality needs assessment work for the County.

B.1.a Needs Assessment Findings

Key AB 900 Needs Assessment findings included the following:²

1. The County has 1,476 adult beds within the Criminal Justice System, 915 at the MADF and 561 at the North County Detention Facility (NCDF).
2. The distribution of bed type within the County's current detention system is not well aligned with anticipated future demand. Projections of future jail bed demand include an increase in special management inmates³ and an influx of inmates following California's prison realignment act (AB 109).
3. By the year 2018, Sonoma County will require 1,241 system beds to house the County's projected offender population. To best meet projected future demand, system beds should be distributed as 328 single cells for high-risk⁴ special management populations, 765 multiple occupancy cells or dorms for medium and low-risk offenders and 147 multiple occupancy dorms for community corrections residents.
4. Three significant operational deficiencies exist within the County's corrections system,

² Voorhis/Robertson Justice Services, Inc. *Sonoma County Adult Detention Needs Assessment*. 2011.

³ Special population inmates are defined as those who have a risk to harm others and/or themselves, or to be harmed by others. This includes gang members, protective custody inmates, and inmates with serious behavioral and/or mental health issues.

⁴ Throughout this narrative, "risk" will refer to the potential for the individual to harm others and/or themselves or be harmed by others. The use of "re-offense risk" or "recidivism risk" will refer to an inmate's likelihood to commit future crimes.

and in particular at the MADF:

- a. Limitations in the MADF booking area impact the ability of staff to safely and effectively manage inmates;
- b. Existing housing units lack the capacity to adequately house the projected increase in the population of special management inmates; and
- c. The MADF kitchen is undersized to serve the County's inmate population, and improvements to the kitchen are required to address long-term future demands.

Expanding the kitchen in its current location is not feasible.⁵

B.1.b Needs Assessment Recommendations

In response to the above findings, the Needs Assessment report identifies the following critical recommendations:

1. Construct a 160-bed Community Corrections Center (CCC) to align with Sonoma County's goals to reduce criminal behavior and recidivism;
2. Proceed with the *County of Sonoma Five-Year Capital Project Plan 2012-2017 and Annual Capital Budget* to implement the required housing unit improvements at the MADF to enable safe and effective management of special management populations;
3. Construct a new cook-chill kitchen with the capacity to serve all adult inmates in the projected inmate population, resulting in reduced meal services operating costs, and potentially providing meal services to the juvenile hall, other counties, or other agencies within the County;
4. Renovate and enlarge the MADF booking areas to extend its useful operational life and improve security throughout the booking and release processes. Relocation of the existing

⁵ The existing kitchen facility is sized to serve 700 inmates. Sonoma's current inmate population is 1,128 and is projected to grow to 1,378 by 2018 (HOK. *Sonoma County Adult Detention Facility Planning Study: Final Report*. 2007. VRJS. *Sonoma County, California – Adult Detention Needs Assessment Report*. 2011).

kitchen is a prerequisite to expanding the booking area.

B.2 Data Supporting the Needs Assessment Conclusions

In formulating projections for the Needs Assessment, VRJS used the jail's Average Daily Population (ADP) and county population data for 2010 as a basis, and calculated an adjusted incarceration rate of 41 per 10,000 individuals. By basing the incarceration rate on the County's population of residents age 20-54 (the most criminally inclined age range) instead of the total county population, VRJS generated more accurate projections, yielding more relevant and informative results. VRJS applied the calculated incarceration rate to Department of Finance population forecasts to project the County's base ADP for the years 2015, 2018, and 2025.

To best prepare for the effects of AB 109 in Sonoma County, the Community Corrections Partnership (CCP) was formed to evaluate the impacts of realignment and generate evaluation-supported recommendations for the County's criminal justice system. Using the projections of the CCP's *Public Safety Realignment Interim Plan*⁶ that AB 109 will result in an additional 231 offenders under county responsibility by the year 2015, VRJS calculated an adjusted AB 109 incarceration rate for 2015 to account for the increase to ADP from AB 109 alone, yielding a rate of 10.1 per 10,000 individuals within the 20-54 age group. Holding constant the AB 109 incarceration rate, VRJS projected ADPs for realignment inmates in 2018 and 2025. The resulting projections are included in table B1.

ADP projections based on both the County's adjusted incarceration rate and the adjusted AB 109 incarceration rates were entered into a calculation table, along with the jail's peaking factor of 15% and estimates from the Criminal Justice Master Plan⁷ which predict that 86% of current jail inmates will remain in jail cells and 14% will transition to the CCC. Table B1 below summarizes the ADP projections from the Needs Assessment.

⁶ Sonoma County's Community Corrections Partnership. *Sonoma County Public Safety Realignment Interim Plan*. 2011.

⁷ Bennett, David. *Sonoma County Corrections Master Plan*. 2007.

Table B1: Population Projections

Year	2015	2018	2025
Jail Inmates	937	936	991
AB 109 Inmates	116	116	122
Subtotal of Jail Inmates	1,053	1,052	1,113
Subtotal + 15% Peaking	1,242	1,241	1,313

B.3 Identify Security, Safety or Health needs

The AB 900 Needs Assessment produced by VRJS, as well as earlier assessments and reports regarding the County's detention system⁸ have identified two principal security, safety, and health needs: (1) heightened security of the MADF booking area; and (2) increased jail capacity, specifically in the quantity of single special management cells.

Booking Area: Currently, the lack of sufficient holding cells, sobering cells, and safety isolation cells in the MADF booking area forces jail staff to detain arrestees in the County's court holding area, which does not provide any specialty holding cells, telephones for arrestees, or staff presence.⁹ Since the 1991 opening of the MADF, the number of arrestees requiring holding or special management cells during booking has increased dramatically from approximately 10% in 1991 to nearly 50% in 2011.¹⁰ The current inability to provide holding and specialty booking cells when needed compromises the safety of both jail staff and arrestees. In addition, the booking area lacks sufficient space for medical services, pre-trial services, property storage, and work areas for arresting officers to complete arrestee-processing documentation.

Special Management Inmate Housing: Sonoma County's detention system faces a critical challenge in providing adequate housing for special management populations, including mental health inmates, gang members, protective custody inmates, inmates experiencing substantial substance withdrawal, and administrative segregation inmates.

The County's detention facilities currently lack capacity to accommodate the sizable, and

⁸ Ibid.

⁹ VRJS. *Main Adult Detention Facility Expansion Project Current Deficiencies, Architectural and Operational Options*. 2011.

¹⁰ Ibid.

growing, number of special management inmates. Special management housing capacity is especially strained in the case of mental health and protective custody inmates. Due to a lack of beds in the County's housing modules designed to house inmates with acute mental illness (Internal Behavioral Code (IBC) A-E), the Sheriff is forced to detain 29 IBC A-E inmates in other housing modules.¹¹ Within the protective custody inmate population, the growing number of gang dropouts must be isolated from gang members to ensure inmate safety, presenting an especially difficult and complicated housing challenge.

Table B2: Special Management Inmate Populations: December 21-28, 2011¹²

Special Management Category		Population	Percent of Jail Population
Mental Health	Compliant MH	156	16.25%
	Acute MH	114	11.88%
	Total MH	270	28.13%
Gang Members ¹³		220	22.92%
Protective Custody		143	14.90%
Withdrawal Protocol		20	2.08%

Without the addition of specialty cells to the jail's current capacity, the County will not be able to provide appropriate beds to its population of special management inmates, which is expected to grow as a result of AB 109, generating an unsafe environment for protective custody inmates and posing significant health risks for inmates with mental and behavioral health needs.

B.4 Identify Program and Service Needs

Sonoma County has completed considerable criminal justice system assessment work that identifies the construction of a Community Corrections Center and the expansion of the MADF booking area and kitchen as priorities. Since 2006, the Board of Supervisors' ongoing approval of these plans demonstrates the County's dedication to improving its criminal justice system.

Support for the establishment of a Community Corrections Center was first expressed in

¹¹ Population data from the Sonoma County Sheriff's *Classification Unit Inmate Population Summary MADF/NCDF 12/21/2011 Through 12/28/2011*.

¹² Ibid. See the *Sonoma County Adult Detention Needs Assessment Study* (VRJS, 2012), page 8 for further information.

¹³ Many gang members are not permitted out of their cells in large groups, posing an inmate management challenge.

the 2007 *Sonoma County Criminal Justice Master Plan* (Bennett), and was reestablished as a county priority by the 2009 *Sonoma County Phase 2 Criminal Justice Master Plan* (Bennett and Lattin). Additionally, though focusing on the development of a Day Reporting Center (DRC), the 2011 *Sonoma County Public Safety Realignment Interim Plan* includes recommendations to expand offender programming that the County proposes to integrate into the CCC.

Following in-depth analysis from the 2003 *Adult Detention Facility Expansion Study*, produced for the County by the architectural firm Helmuth, Obata & Kassabaum (HOK), the 2007 *Sonoma County Adult Detention Facility Planning Study* recommends the construction of a new, larger booking and intake area, additional housing capacity for special management populations, and the replacement of the current MADF cook-serve kitchen with a cook-chill kitchen to serve all county detention facilities. VRJS's 2011 *Main Adult Detention Facility Expansion Project Current Deficiencies, Architectural and Operational Options* report provides additional support for the expansion of the booking area and development of a centralized kitchen facility.¹⁴

B.5 Describe Litigation, Court Ordered Caps or Consent Decrees.

None currently. Please see the Sonoma County Adult Detention Needs Assessment, page 59, for historical information.

B.6 List Non-Compliance Findings or Recommendations from State and Local Authorities.

None currently. Please see the Sonoma County Adult Detention Needs Assessment, page 59, for historical information.

B.7 Discuss your Average Daily Population (ADP) as Compared to System Capacity.

The Sonoma County jail facility has been rated at a capacity of 1,476 jail beds in 2009,

¹⁴ In this report VRJS recommends that, to reduce construction costs, the MADF booking area be expanded, not relocated or reconstructed.

2010, and 2011. The jail's Average Daily Population (ADP) was 1,035 in 2009, 939 in 2010, and 971 between January and October 2011. While the system has been occupied below its rated capacity during this period, the anticipated growth in need will generate significant pressure on the existing facilities, especially the jail's capacity for housing special management inmates. See narrative section B.2 for further detail on special management inmate populations.

B.8 To the degree possible, provide the latest available demographic data (enumerated below), including trend data if applicable, and relate the data to facility needs:

B.8.a County Population Estimates

The U. S. Census indicates that the total population in Sonoma County increased at an average annual rate of 0.5% from 2000 to 2010.¹⁵ As in Table B3 below, the California Department of Finance estimates that the County's total population will increase at an average annual rate of 1.0% from 2010 to 2030. For the age group that is most likely to be incarcerated (ages 20-54), the California Department of Finance estimates a population increase at an average annual rate of 0.6%, indicating that, over the next 18 years, the facility bed demand from an increase in population is estimated to be approximately 0.6% per year.

Table B3: Sonoma County Population Data¹⁶

	2010 (Actual)	2030 (Projected)	Projected Total % Change from 2010 to 2030	Projected Avg. Annual % Change from 2010 to 2030
Total Population	495,412	606,346	22.4%	1.0%
Population Age 20-54	229,222	256,801	12.0%	0.6%

B.8.b County Crime Statistics

Presented in Table B4 below, the CA Department of Justice's crime data¹⁷ reports that Sonoma County's violent crime decreased at an average annual rate of -5.5% from 2005 to 2009, and the County's property crime decreased at a rate of -5.6% per year for the same time period.

¹⁵ U.S. Census Bureau, 2000 Census; 2010 Census.

¹⁶ Ibid; California Department of Finance population growth estimates.

¹⁷ California Criminal Justice Statistics Database.

Table B4: Sonoma County Crime Statistics

Crime Type	2005	2006	2007	2008	2009	Total % Change from 2005 to 2009	Avg. Annual % Change from 2005 to 2009
Violent	2,407	2,163	1,974	2,031	1,917	-20.4%	-5.5%
Property	5,711	4,969	4,654	4,371	4,537	-20.6%	-5.6%

B.8.c Crowding and Bed Need Estimates

While total inmate population is not expected to exceed the jail's bed capacity, current deficiencies in housing for special management inmates will worsen with growth of the County's inmate population and the high proportion of AB 109 realignment inmates that the County anticipates will require specialty housing. See narrative section B.3 for further information on the County's special management inmate populations, and narrative section G.2 for additional detail on the anticipated effects of realignment on the County's inmate population.

B.8.d Detention facility population data reported to CSA in the latest Jail Profile Survey:

B.8.d.1 Inmates with felony versus misdemeanor charges;

The November 2011 Monthly Jail Profile Survey submitted to CSA reports an average jail population of 652 (67%) felony inmates and 319 (33%) misdemeanor inmates.

B.8.d.2 Pre-trial/pre-adjudicated versus convicted/adjudicated offenders;

The November 2011 Survey indicates ADPs of 469 pre-trial or pre-adjudicated offenders and 502 convicted or adjudicated offenders.

B.8.d.3 Any additional data to support your application.

Additional data from the November 2011 Survey supports the challenge identified above (see narrative sections B.3) relating to the capacity of the booking area, indicating that the booking area was overburdened with 1,312 inmates during the month (an average of 44 per day).

B.9 Information Supporting the Size and Complexity of the Proposed Project

By constructing a CCC, Sonoma seeks not only to maintain sufficient inmate bed capacity and facilitate the renovation of MADF cells into special management cells, but also to develop and operate a system that reduces the need for jail beds. Based on the County's

extensive planning, analysis, and success to date, Sonoma plans to craft a justice system that could be replicated in other counties as an alternate approach to the challenges of maintaining adequate jail capacity and providing effective offender rehabilitation.

County justice system officials have already begun a collaborative and comprehensive, data-guided, and evidence-based approach to managing both facility and community-based correctional populations to more cost-effectively achieve crime reduction and prevention. The establishment of a CCC will build on this work, representing an exceptional opportunity for the state to leverage local planning, implementation, and success.

C. Detention Alternatives

C.1 Demonstrate that all appropriate steps to reduce crowding have been undertaken.

Sonoma County has a long history of cooperative relationships between justice agencies and service providers in the community including the Criminal Justice Council;¹⁸ these collaborative partnerships have played a key role in reducing crowding in correctional facilities.

Early Case Resolution (ECR): Implemented in Sonoma County in January 2009, ECR improves system efficiency by expediting case processing. Collaboration among the county Superior Court, Probation Department, Public Defender, and District Attorney has resulted in greater coordination of efforts for the timely filing of cases and more rapid adjudication, reducing impact on the jail by minimizing unnecessary pre-trial incarceration.

Prior to the implementation of ECR, the average time from booking to sentencing was 142 days.¹⁹ Felony cases now being adjudicated through ECR take an average of only 13.8 days, from arraignment to disposition, while those processed more traditionally took an average of

¹⁸ See narrative section C.4 for further information about the Criminal Justice Council.

¹⁹ Bennett and Lattin. *Sonoma County Adult Criminal Justice Phase 2 Master Plan*. 2009.

27.6 days.²⁰ The ECR program saves an average of 95 jail beds daily.²¹

Work Release: The Work Release program, operated by the County Superior Courts and Probation Department, includes two separate offender tracks. Offenders eligible for work release may be assigned to: (1) the Supervised Adult Crew (SAC); or (2) the Volunteer Center.

Offenders assigned to the Volunteer Center report for work on designated days and perform community service projects throughout the County. SAC allows offenders ordered to serve jail time to reside at home and, working under the supervision of the Probation Department, perform community service work. In a recent 12-month period, offender participation in work release programs is estimated to have saved 10,400 jail bed days (an average of 28.5 beds per day).

Supervised Electronic Confinement (SEC): Electronic monitoring and supervision allows offenders to return to their homes and fulfill family responsibilities after serving part of their sentence in custody. In a recent 12-month period, 303 offenders participated in the SEC program. Previously operated by the Probation Department, the SEC program is now managed by the Sheriff's Office.

County Parole: Operated by the Sheriff's Office and a community representative, County Parole allows offenders to be released from jail to secure employment, enroll in treatment, and find a suitable residence, while still being intensely monitored. Each of these activities supports the process of re-entry and reestablishment in the community. The scale of this program has been relatively small due to stringent criteria for participation. In a recent 12-month period, nine offenders participated in this program. Operation of the County Parole program recently transitioned from the Probation Department to the Sheriff's Office; it is currently under review to revise participation criteria for increased efficiency and expanded

²⁰ Ibid.

²¹ Sonoma County Probation Department.

capacity.

Forensic Assertive Community Treatment (FACT): FACT, provided by the Sheriff's Office, Mental Health Department, Superior Courts, and Human Services Department, uses an evidence-based therapy model that has yielded success in the treatment of offenders. An assessment of the FACT program's effectiveness concluded that clients participating in the program for at least 12 months achieved an 82% reduction in jail days.

Educational Programs: The Sonoma County Office of Education has partnered with the Sheriff's Office, Mental Health Department, and Alcohol and Other Drug Services (AODS) to provide a number of educational programs in the Sonoma County Detention Facilities that enable inmates to: earn a high school equivalency certificate; learn how to manage harmful behaviors and substance abuse; cope with mental illness; and enroll in correspondence courses. During a recent 14-month period, 513 inmates participated, for example, in the Starting Point program, which offers a range of classes related to addiction recovery. Participation in the Starting Point program saved an estimated total of 3,069 bed days during this period.²² Throughout the seven years in which it has been in operation, the program has saved a total of 46,949 jail bed days (an average of 18.4 jail beds per day). At a rate of \$122.82/day (the five year cost average for Sonoma County Detention Facilities) the County saved a total of \$5,766,276 in detention costs, equal to \$823,753 in savings per year.²³ While data is not currently available for other programs of this type, they contribute similarly to a reduction in bed days utilized by offenders in the County.

Day Reporting Center: The DRC, funded by a Board of Supervisors allocation of AB 109 funds based on a recommendation by the CCP, is scheduled to begin operation in mid-

²² Sonoma County Criminal Justice Statistics.

²³ Sonoma County Criminal Justice Statistics.

January 2012, and will be operated by BI Incorporated through a contract with the Probation Department. The DRC will initially be located in a small building on the county campus. Following the construction of the CCC, the DRC will move to the CCC facility, enabling the centers to better integrate services and more effectively serve offenders.

Designed as a non-residential correctional jail alternative, the DRC will require offenders to check-in regularly at a reporting location, and to participate in a variety of treatment and other programming services. With an initial ADP of 100 offenders, the program will grow to accommodate an ADP of up to 200 offenders and will have the capacity to serve up to 400 offenders in total per year. Some jail inmates may be eligible to serve a portion of their sentence as a participant in DRC programming, saving a substantial number of jail bed days.

C.2 Programs Designed to Reduce Recidivism

Research has shown that the most effective way to reduce recidivism is to focus evidence-based practices on those offenders with higher risk of re-offense. Sonoma's Probation Department has adopted the Static Risk Offender Needs Guide (STRONG) to determine the recidivism risk level of offenders and their criminogenic needs and to identify the appropriate interventions for each particular offender.

Intermediate Sanctions Options: Cognitive Behavioral Intervention (CBI) and Electronic Monitoring (EM): CBI is among the most promising rehabilitative treatments for criminal offenders, with research showing this type of intervention to be highly effective at reducing recidivism. CBI has a well-established theoretical basis that explicitly targets criminal thinking as a contributing factor to deviant behaviors and which helps offenders evaluate and positively change their thoughts and behaviors.²⁴

The use of electronic monitoring (EM) as an intermediate sanction in Sonoma County has

²⁴ Sonoma County Probation Department.

enabled appropriate probationers or parolees to return to local oversight instead of criminal confinement for new legal or technical violations. Participants in EM have the opportunity to stay in the community and participate in rehabilitation programs. In the last 14 months, 103 offenders who might otherwise have been returned to jail or prison have participated in EM.²⁵

The EM and CBI intermediate sanctions options are funded through the California Community Corrections Performance Incentives Act (SB 678).

Day Reporting Center (DRC): In addition to reducing the risk of jail overcrowding (see narrative section C.1), the rehabilitative programming offered through the DRC will reduce offender recidivism. Using the STRONG assessment tool to identify offenders' criminogenic attributes, individually targeted behavioral change plans will be developed to reduce the chance of future criminal behavior by directly addressing the identified needs. DRC programming will include cognitive behavioral therapy, employment support, substance abuse treatment, and other resources intended to reduce the rate of reoffending.

Educational Programs: Topics included in the educational programs offered by Sonoma County that are specifically designed to address recidivism risks include: stress management, art therapy, creative conflict resolution, journal writing, and anger management. See narrative section C.1 for further detail of the County's educational programs for offenders.

Intensive Programming Module: Scheduled to launch by May 2012, the Sheriff's Office has planned an Intensive Programming Module for in-custody offenders that will incorporate and expand many existing offender programs, including anger management counseling, CBI, and substance abuse intervention. Through program alignment and integration and reliance on the STRONG needs assessment tool, the Intensive Programming Module will increase program delivery efficiency and improve offender outcomes.

²⁵ Sonoma County Probation Department.

C.3 Efforts to Implement a Risk-based Detention System (or other appropriate model) Related to the Decision to Incarcerate or not Incarcerate Offenders

As indicated in section C.2, the Static Risk Offender Needs Guide (STRONG) is currently used by the Probation Department to assess offender recidivism risk and criminogenic needs in developing pre-sentence report sentencing recommendations, and is planned for further use by the Sheriff's Office in the Intensive Programming Module to identify inmates who are at the greatest risk to re-offend. Use of the STRONG assessment tool by both the Probation Department and Sheriff's Office will help improve the County's efficiency in providing offenders with effective and efficient rehabilitative programming and detention options.

C.4 History of Actions Taken to Alleviate Crowding.

The Sonoma County Criminal Justice Council, established in the early 1980's, includes a diverse range of stakeholders responsible for advising the County regarding criminal justice policy. Membership of the Council includes representatives from the Board of Supervisors, Law Enforcement, Judges, Probation, the Public Defender, the District Attorney, and Behavioral Health. The issue of crowding in County correctional facilities has been a regular item on the Council's agenda since its formation, and throughout its history the Council has worked to identify and implement strategies intended to reduce crowding in County facilities.

As discussed above (see narrative section C.1), an extensive array of programs has been established to reduce crowding in Sonoma County correctional facilities, beginning in the early 1980's with traditional alternatives to incarceration, and including innovative approaches to mental health and substance abuse treatment in recent years. Beginning with County Parole in 1983, the Work Release program was introduced in 1984, followed by Supervised Electronic Confinement in 1988 and Supervised Adult Crew in 1989. The Starting Point education program was established in 2004, and Forensic Assertive Community Treatment (FACT) begun during the same year. Other programs have included Early Release, Early Case Resolution (2009),

Substance Abuse and Crime Prevention Act (2001), Cognitive Behavioral Intervention (2010), and Citation Release (1983).

C.5 Identify how long various programs have been in place and how successful they have been in reducing reliance on confinement.

See narrative section C.1 for program success in reducing reliance on confinement, and narrative section C.4 for the commencement dates of crowding reduction programs.

C.6 Current Population Management Measures and Their Effectiveness

When the County's Main Adult Detention Facility (MADF) first opened in 1991, the inmate population required less housing management than it does today. In the direct supervision environment, most inmates were able to live in the same areas or in General Population with only minor problems. Mental health inmates were less unpredictable or violent and were able to function in large groups. Housing units were not double celled, and officers generally only managed up to 50 inmates in a housing unit.

Since then, the inmate population has continued to increase, and with it, the prevalence of inmates with serious mental health conditions and protective custody needs. To accommodate the greater numbers of inmates, a total of 282 additional double beds have been installed in cells throughout the facility, and many housing modules have been repurposed to accommodate the types and classifications of inmates. Additional modifications made to the facility to manage the inmate population included the following modifications.

- ✓ Partial height dividing walls were added to the Mental Health (MH) housing module to allow more inmates to participate in out of cell activities simultaneously. Previously, due to the seriousness of the behaviors demonstrated by the inmates in the MH module, only one inmate was allowed out in the dayroom at one time. This severely limited the amount of time these inmates were allowed out of their cells and negatively impacted their mental health. Additional partial height dividing walls are planned for another housing module to

accommodate the growing population of inmates with mental health needs.

- ✓ The mezzanine and lower floor of one housing module have been sub-divided by doors and anti-suicide polycarbonate glass barriers, resulting in two separate and controllable dayroom areas, greater management flexibility, and more out-of-cell time for inmates.
- ✓ In two housing modules, a number of wood cell doors have been replaced with hollow metal doors and associated accessories.²⁶ Funds are secured to support the planned conversion on additional cells in these two modules and in one other module. Along with this work, vitreous china cell fixtures are being replaced with stainless steel fixtures. These modifications have been implemented in direct response to an increase in the number of high-risk and high maintenance inmates in the jail population.
- ✓ The recreation yards in two housing modules have been divided in two to enable more inmates to use the areas concurrently. The inmates in each module are generally only allowed in the yards individually or in very small groups due to their classification and/or serious mental health issues. In one of these yards, a retractable awning has been installed to allow inmates to use the yard during inclement weather. Plans are under development to install retractable awnings in the all of the divided yards.
- ✓ The County invested significant funding to install security cameras in the MADF, improving the facility's inmate management capacity as well as the security and the safety of inmates and jail staff.

The facility modifications described above have allowed the Sheriff's Office to safely house the increased numbers of special management inmates. The impact of these changes is evident in the reduced violence among facility residents. The number of reported assaults dropped from 218 in the 2010 to 152 in the last 12 months.

²⁶ Accessories include cuffing ports, view ports, and glass-clad polycarbonate windows.

D. Scope of the Work and Project Impact

D.1 Describe the proposed scope of work specifically payable from state financing, cash and in-kind contributions and other county borne costs.

Sonoma County requests state financing for a portion of the construction, furnishing and equipment, architectural, and construction management costs required to construct a new Community Corrections Center, including a new cook-chill kitchen, adjacent to the existing Main Adult Detention Facility (MADF).

The County proposes to provide a cash match for construction, furnishings and equipment, and architectural costs. In addition, the County will provide an in-kind match by completing a reimbursement accounting and administration audit, providing a building site for the new facility, completing a Needs Assessment, providing administrative staff to support the project, planning the County's transition to utilizing the proposed new facility, and conducting due diligence reporting on the provided site. Please see application section 2B, Budget Summary Table, for further information.

D.2 Define whether the project expands an existing or creates a new facility.

The proposed project will create a new facility, the Community Corrections Center (CCC), adjacent to Sonoma County's Main Adult Detention Facility.

D.3 Indicate if the county already owns the site.

The site for the proposed facility is on land owned by the County.

D.4 Describe how the scope of work will meet identified needs, or mitigate/remedy/improve conditions to address the described needs.

The planned project will create a new 160-bed Community Corrections Center, including a cook-chill kitchen, which will meet a range of critical needs that have been identified in a comprehensive corrections planning process undertaken by Sonoma County (see narrative section B.3 and B.4). The CCC's added bed capacity will greatly alleviate current pressures on jail housing management by enabling the County to convert a portion of the existing MADF cells

to better accommodate the County's growing population of special management inmates.

The new cook-chill kitchen in the CCC will replace the current MADF kitchen and enable the County to consolidate meal services, yielding greater efficiency and cost-savings. By relocating the kitchen, the County will be able to expand the existing MADF booking area to address current capacity inadequacies and safety and security risks of this area. See narrative section B.3 for further detail regarding identified needs, and section D.5.d for further description of the proposed project's programmatic additions.

D.5 Contrast pre-construction conditions with post-construction conditions, including, if applicable, the construction project's impact on:

D.5.a Law: No impact is anticipated.

D.5.b Compliance with Regulations

Over the last ten years Sonoma County has passed all CSA, American Medical Association Institute for Medical Quality (IMQ), Santa Rosa Fire Department, Environmental Health, and Nutritional inspections. See page 59 of the Needs Assessment for further information. Despite this successful record, the population of inmates with special management needs has grown such that adherence with Title 15 mandates has become very challenging. Without assistance to renovate the County's jail facilities, future Title 15 compliance may not be possible. The proposed project will enable the County to expand its special management cell capacity to ensure future compliance.

D.5.c Conditions of Confinement

The 160 additional beds available in the CCC will allow the County to perform needed improvements to the MADF. As part of a continued commitment to expand the MADF's capacity to house special management inmates, the County will convert a number of the existing MADF jail cells into urgently needed specialty cells to more appropriately meet the needs of the current projected inmate population (see narrative section B.3 for further detail).

D.5.d Facility Programming

As a minimum-security residential facility, the CCC will offer a structured, supervised living environment and a range of programs for residents. The CCC will house offenders who transition to the Center to serve the final phase of their sentence and offenders participating in detention alternative programs (see narrative sections C.1 and C.2). In addition, offenders who have been assessed and determined to be appropriate for CCC participation by the Probation Department may be sentenced directly to the CCC. This innovative residential jail alternative for offenders has been successfully piloted in other states but is not currently available in the state of California.²⁷

Each CCC resident will receive an individual case plan that addresses their conditions of supervision, court orders, and treatment needs based on an analysis of criminogenic indicators. Services offered at the CCC to address the risk of re-offense will include: substance abuse treatment; mental health evaluation and treatment; cognitive skills training; employment testing and job search assistance; G.E.D preparation and literacy classes; and life skills training in subjects such as nutrition, parenting, money management, and computer skills.

Beyond the specific services offered at the proposed CCC, residents who are employed when they enter the Center may be permitted to continue working throughout their sentence. This new alternative is especially promising for enhancing offender outcomes upon sentence completion, and avoiding financial strain for inmates and their families that can result from the loss of employment upon entering the jail.

D.5.e Continuum of Community Care

As a central component of the proposed CCC, the Day Reporting Center (see narrative section C.2) will play an important role in providing a continuum of community care for Sonoma

²⁷ Bennett, David. *Sonoma County Corrections Master Plan*. 2007.

County offenders. The DRC will enable inmates who might otherwise remain in criminal confinement to be placed in the community under supervision.

The CCC and jail will constitute a single continuum of custody, allowing for increased flexibility of inmate population management while providing a step-down detention process of graduated re-entry into the community (see Appendix 2, Step-Down Process Chart).

D.5.f Safety

The CCC increases public safety in Sonoma County by implementing an offender support and rehabilitation program that reduces re-offense rates. Of the offenders booked into Sonoma County Jail between July 1, 2005 and June 30, 2006, 19% of misdemeanants and 21% of felons had at least ten prior bookings.²⁸ As each offender enters the CCC they will follow a customized plan for participating in programs targeting specific offender attributes linked to recidivism.

In addition, the safety of special management inmates will be improved through the provision of adequate specialty cells and inmate separation infrastructure (see narrative sections B.2 and D.5.c). The proposed renovation and expansion of the booking area will provide further safety benefits by enabling jail staff to detain arrestees with severe mental or behavioral health issues in special purpose-designed cells.

D.5.g Security

The CCC's addition of 160 minimum-security beds will have an impact upon the security of the County corrections system at all levels. The ability to house inmates in the new facility who are at the end of their confinement sentences, and newly sentenced inmates who are determined to have a low security and behavioral risk, will enable the County to more effectively segregate high security risk offenders in its existing detention facilities while providing targeted services to inmates with a high risk of re-offense.

²⁸ Bennet, David; Lattin, Donna. *Sonoma County Corrections Master Plan*. 2009, Chapter 1, Page 17.

The County will also increase facility security by renovating and expanding the MADF booking area to address the security concerns articulated in narrative section B.3. Compared to relocating the booking area, the proposed booking area modification and expansion will provide a one-time cost-savings of approximately \$6.6 million.²⁹

Specific planned renovations to increase the security of the booking process include: new negative air pressure cells,³⁰ sobering cells, and safety cells; new holding cells in a more observable and manageable location; additional open seating areas for cooperative arrestees; increased space for jail staff and arresting officers to process arrestees; expansion of storage areas for arrestee property and inmate personal property; relocation of medical staff to a more effective location for conducting medical assessments of incoming arrestees; and a new work and interview area for pre-trial services staff.

D.5.h Health Issues

Following CCC construction, demand for conventional jail cells will be reduced, allowing the County to better serve its inmate population by converting certain MADF cells into specialty cells for inmates with health related special management needs. The planned cell conversion process, made possible by the construction of the new facility, will add 104 single special population cells to the MADF, raising the total single cell count to 364 and meeting the projected need for 328 single cells by 2018.³¹

D.5.i Program space intended for rehabilitative programs and services designed to reduce recidivism.

The CCC will add nearly 16,200 square feet of dedicated administration and program area to render the services and programs described above in section D.5.d.

²⁹ Bennet, David; Lattin, Donna. *Sonoma County Corrections Master Plan*. 2009.

³⁰ Negative air pressure cells will be used to isolate inmates who are contagious and who place jail staff and other inmates at risk of contracting a disease.

³¹ VRJS. *Sonoma County Needs Assessment Population Analysis*. 2011

E. Administrative Work Plan

E.1 Current Stage of Project Planning

Sonoma County has made significant progress in the planning and design of its new jail addition. The most recent version of the plan, the *Sonoma County Adult Criminal Justice Phase 2 Master Plan*, was developed by county staff and consultants, and approved by the Board of Supervisors in January 2010. Discussions with the County's Permit and Resource Management Department indicate that a CEQA Negative Declaration is likely to be granted for this project.

E.2 Plan for Project Design

With development of a pre-schematic design already underway by a Design Team,³² the County plans to continue the design process in three stages: (1) Schematic Design; (2) Design Development; and (3) Construction Documents. At each stage, the Working Group (see the Project Organizational Chart, Appendix 3) will review documents and cost estimates to confirm that the Design Team is meeting its objectives and proceeding with the design development process appropriately.

A Construction Management (CM) team, comprised of expert consultants, will provide second-opinion cost estimates, scheduling input, constructability reviews, and engineering reviews. The CM team will continually review the design throughout the development process to: simplify construction and reduce costs through value engineering; verify that project scope and quality objectives are being met; and confirm cost estimates and schedule assumptions.

The County Project Manager (see narrative section E.4.a) and CM team will work together to manage the design process and act as a clearinghouse for all documents and related correspondence, including submittals to the Corrections Standards Authority (CSA), State Fire Marshal, and local code enforcement agencies.

³² The design team architect is the consultant Helmuth, Obata & Kassabaum (HOK). The Design Team has been under contract with the county since 2001.

E.3 Project Timeline and Milestones

A project work plan and schedule has been established that accounts for construction to be completed in advance of the CSA deadline. Using the project timeline as a baseline, the Working Group will modify the work plan as necessary as the project develops.

Through this process, the Working Group will realize three core objectives: (1) assure that project scope and quality effectively and appropriately respond to County needs; (2) oversee and ensure the accuracy of the project budget and costs; and (3) maintain the project schedule to meet deadlines and milestones. Please see the application section 3, Project Timetable, for specific milestones and dates.

E.4 Project Management

In general, the Working Group will meet its milestones by engaging a proactive project management philosophy, working effectively as a team with clearly defined roles and responsibilities among the project participants, and frequently reviewing planning work for accuracy and quality. Project management will be fulfilled by two primary roles.

1. The Project Manager will be the County's representative throughout the project, coordinating the Working Team, ensuring effective communication among project staff as well as to the Policy Group (see the Project Organizational Chart, Appendix 3), and directing the Working Team towards achieving the identified project objectives.
2. The Construction Management (CM) team will review completed work for accuracy and cost-effectiveness, help organize the pre-construction process in adherence with the project timeline, and provide construction administrative services.

E.4.a Project Manager

The Acting County Architect, Richard Van Anda, head of the General Service's Architecture Division, will serve as Project Manager. Mr. Van Anda has been with Sonoma

County for over 20 years, successfully managing the construction of the 140-bed Juvenile Justice Center in 2005 (150,000 sq. ft., \$60 million project budget, \$8 million in BOC grant funds), a 239-bed expansion of the Main Adult Detention Facility in 1997 (72,000 sq. ft., \$20 million project budget, \$4 million in BOC grant funds) and construction of the Sheriff's Building in 2001 (60,000 sq. ft., \$18 million project budget). Prior to working with Sonoma County, Mr. Van Anda was a Principal with the architectural firm of Patrick Sullivan and Associates and was involved in the planning, design, and construction of numerous justice facilities throughout the country.

Working under Mr. Van Anda's supervision, a Senior Project Specialist will be responsible for the project from schematics through move-in. The Senior Project Specialist will be the Working Team leader and the owner's representative, and will administer all contracts, track and distribute all documents, approve all payments, and manage the budget and schedule.

E.4.b Construction Managers

The Construction Management (CM) team will provide expert consultation to assist the County with the management of the construction process. The CM team will provide input during design and the preparation of construction documents (please see narrative section E.2 above for further information). During construction, the CM team will perform traditional CM services that are described below in narrative section E.8.c. In addition, they will assist the Project Manager to monitor the project schedule to ensure timely project completion.

E.5 Project Administration

The County has established an organizational structure for the project that provides a system of oversight and control used successfully in other county projects. The project administrative team is collectively represented as the Policy Group (see Appendix 3).

E.5.a Board of Supervisors

The Board of Supervisors (BOS), elected by the voters of Sonoma County, acts as the sole decision-maker regarding funding appropriations and major policy issues. Project staff will report to the BOS and request BOS action at major milestones during the project, including approval of the agreement with the state, approval of the project design, and award of the construction contract. The BOS has already approved the concept of a CCC, and has committed to funding the project, including the cash match detailed in application section 2.B.

E.5.b County Administrator's Office

The County Administrator's Office will provide guidance to the Steering Committee (see E.5.c below) and Working Group on overall strategy, funding, and policy in alignment with BOS policies and the County's Strategic Plan.

E.5.c Steering Committee

The Steering Committee will provide direct oversight and guidance for the project, and will report directly to the BOS. The Steering Committee includes: Veronica Ferguson, County Administrator; Steve Freitas, County Sheriff; Jose Obregon, Director of General Services; and Bob Ochs, Chief Probation Officer.

E.6 County's Readiness

Sonoma County has the staff, resources, and commitment to start the project immediately upon receipt of project approval from the State Public Works Board (SPWB) and CSA. Sonoma County staff and consultants have experience implementing similar large-scale construction projects, such as the recently constructed 140-bed Juvenile Justice Center.

Project organization and procedures proposed for this project have been successfully used on other County projects funded by State grants. The County is confident in its ability to deliver this project on time, within budget, and at the specified quality, and to meet the needs and objectives of the citizens of Sonoma County.

E.7 Functions and Responsibilities of Project Staff and Contractors

Working under the direction of the Policy Group, Working Group members bring a rich history of successful collaboration on major county projects. Members of the Working Group have extensive experience working with county jail systems, and their participation will allow the County to leverage their expertise and history of success.

E.7.a Consultants

Voorhis / Robertson Justice Services (VRJS) has been consultant to the County since 2001. They have assisted with the development of the Needs Assessment conducted for this application, staffing plans, and general operational planning efforts. VRJS will continue to refine these functions as well as to develop and administer a transition plan for the new facility.

The Design Team for the project has been under contract with the County since 2001 and is currently working on a pre-schematic design. The architect is Helmuth, Obata & Kassabaum (HOK) with Principal-in-charge: Chuck Oraftik, FAIA. HOK has an extensive background in the design of detention and criminal justice facilities and has assembled a team of engineers and consultants who have worked together on prior similar projects.

Planning and Code Enforcement will be provided by the variety of sources including the CSA, State and Local Fire Marshals, and local planning and code enforcement officials.

E.8 Monitoring and Control Protocols

E.8.a Project Management

The project plan incorporates the traditional Design-Bid-Build process with the potential to use the Design-Build delivery method. The construction contractor will be selected through public bidding in accordance with Public Contract Code. Construction and bid documents will be carefully prepared to assure they are complete and accurate to avoid confusion in the bids and reduce the quantity of change orders during the construction.

E.8.b Bidding

The County will award the construction contract to the lowest responsive, responsible bidder in accordance with the Public Contract Code. Prior to bidding, the County will establish its definition of "responsible" which will include the contractor's successful completion of similar projects. A pre-assessment of potential bidders will be required in order to inform bidders whether the County finds them to be responsible. The project will be actively marketed to attract responsible bidders by posting it on the Internet, in trade journals, and at Builders' exchanges. A pre-bid walkthrough will be held to familiarize bidders with the site and to clarify the documents.

E.8.c Construction

Prior to commencing construction, a pre-construction meeting will be held to review procedures and the responsibilities of each party. The County's Project Manager and the CM team will monitor the on-site construction crew daily to observe the work completed and address issues as they arise. The CM team will additionally track submittals and correspondence, track issues and their resolution, and issue monthly reports. The CM team will hold weekly on-site progress meetings with the construction contractor, subcontractors, and the Design Team, and will inspect construction for compliance with documents. The CM team will also schedule and administer special tests and inspections.

Contract documents will include General Conditions and Provisions that clearly establish Contractor and county roles and responsibilities including: (1) Contract times and liquidated damages for failing to meet specified deadlines; (2) Project and payment procedures; (3) CSA project payment requirements and reporting; (4) California wage rate determinations; (5) Non-discrimination compliance; (6) Drug-free workplace compliance; (7) CSA accounting and audit requirements; (8) Progress schedule requirements; (9) Submittal and request for information (RFI) requirements; (10) Contract change order procedures and allowable mark up costs; (11)

100% performance and materials bonds; (12) Early occupancy for training and transition requirements; (13) Close-out procedures; and (14) Guarantee and Warrantees requirements.

F. Plan for Adequate Staffing of the Facility

F.1 Describe the county's plan for staffing the facility within 90 days of its completion.

The County will fully and safely staff and operate the facility subject to construction (consistent with Title 15, California Code of Regulations) within 90 days after project completion.

In developing the Needs Assessment for this proposal, VRJS facilitated a series of workshops with county representatives to draft a staffing plan for the Community Corrections Center and the cook-chill kitchen. In developing the staffing plan, the following factors were considered: shift availability; work schedules; employee classifications; facility operations; potential for contracting for services; and consolidation of services.

Following the initial workshops, VRJS produced draft staffing documents that were then presented to the County representatives for feedback. Staffing plans are included in the Needs Assessment submitted as part of this proposal. County representatives will review the staffing plans in advance of the CCC's initial opening, and at six months and twelve months after opening, to modify the plan as required.

F.2 Describe the cost-efficiency or other measures the County is intending in order to minimize the staffing impact on the long-term operating costs of the facility to be constructed.

The proposed design of the CCC supports an efficient, safe, and effective staffing pattern that includes supervisory and relief staff assigned to housing, as well as intake and release functions. The 160-bed facility will require a maximum of five operations staff assigned to resident management during normal business hours, and four operations staff at all other times.

The centralized cook-chill kitchen in the CCC will yield significant cost-savings to meal

services staffing, as well as opportunities to offset kitchen and other facility staffing costs by providing meal services to other agencies, including detention facilities in neighboring counties.

G. Effects of Realignment

G.1 Anticipated Effects of AB 109, Criminal Justice Realignment, on the County's Adult Detention System

California's Criminal Justice Realignment (AB 109) assigns new, local responsibility for two groups of offenders: (1) offenders being released from prison (Post Release Community Supervision (PRCS)) will become Sonoma County's responsibility as they are released;³³ and (2) offenders whose crimes are non-violent, non-serious, and non-sex related ("non-non-non") will become the responsibility of the County.

Estimates developed by Sonoma's Community Corrections Partnership (CCP, See narrative section B.2 for further information) indicate that as a direct result of AB 109, approximately 16 PRCS offenders per month will become the responsibility of the Sonoma County Probation Department, and remain on PRCS for up to three years.³⁴ CDCR estimates that once AB 109 has been fully implemented,³⁵ Sonoma's Average Daily Population (ADP) of PRCS offenders will be approximately 164.

In addition to PRCS offenders, historical trends suggest that the County's inmate population will increase at an average rate of 17 newly sentenced non-non-non offenders per month throughout the implementation of AB 109. Following the complete implementation of AB 109, CDCR estimates Sonoma's ADP of non-non-non offenders to be 231. The County anticipates that a portion of the newly sentenced non-non-non offenders will be placed under Mandatory Supervision by the Probation Department, with the remainder serving their time in the County's jail facilities.

³³ Sonoma County will become responsible for the care, custody, and management of this population.

³⁴ Source – Realignment Plan.

³⁵ CDCR estimates that full implementation of AB 109 will be achieved in approximately three to four years (SOURCE?)

It is important to recognize that the above projections are estimates based upon historical trends. The actual effects of AB 109 on Sonoma County's detention system will depend in part on how prosecutors, defense attorneys, and judges adjust their practices in response to the new realities that accompany AB 109, and how newly implemented and enhanced detention alternatives and programming might impact offenders.³⁶

G.2 Anticipated Changes in the Detained Population

Sonoma County anticipates a significant change in its detained population stemming from AB 109's diversion of offenders from State prison to County responsibility. Specifically, the population of special management inmates will increase, compounding the County's existing special management capacity shortage. The introduction of realignment offenders into the County's detention system will magnify jail management issues related to inmate health and isolation needs (see narrative section C.6). As noted in narrative section D.5.b, the increased population of special management inmates will intensify pressure on the County for future compliance with Title 15 regulations.

G.3 Impact of Realignment on the Design of the New Project.

Sonoma County has been planning the development of a Community Corrections Center (CCC) since 2007.³⁷ A number of assessments and planning reports include recommendations for the construction of a stand-alone CCC in addition to a number of special management units for the jail (see narrative section B.4). The anticipated impact of AB 109's prisoner realignment policy has intensified the need for a CCC in Sonoma County. The previous planning focus on special housing jail beds remains a primary issue, and the construction of a CCC will generate new options for addressing the County's capacity to most appropriately house special population

³⁶ Anticipated Local Impacts of AB 109/117, *Sonoma County Public Safety Realignment Interim Plan*, Pgs. 8-9.

³⁷ The CCC was first recommended to Sonoma County in 2007 by David Bennett in the *Sonoma County Adult Detention Master Plan*. Later reports including the 2009 *Sonoma County Phase 2 Adult Detention Master Plan* (Bennett) and the 2011 *Sonoma County Public Safety Realignment Interim Plan* also identify the CCC as a priority for the county's criminal justice system.

inmates.³⁸

At the outset of their AB 109 impact assessment work, the Community Corrections Partnership (CCP) adopted a set of organizing principles to guide their evaluation and recommendations. These principles include:

- ✓ Use of detention beds should be minimized in a manner that is consistent with public safety and the integrity of the criminal justice system;
- ✓ The realignment system and decisions should be risk- (and recidivism risk-) based;
- ✓ Research-tested methods should be used as much as is practicable;
- ✓ Programming should be provided for in-custody, as well as out-of-custody offenders; and
- ✓ A Day Reporting Center (DRC) should be a fundamental component of the County's realignment plan.

Operating under these principles, the CCP developed a set of recommendations that were approved by the County BOS. Of these recommendations, the establishment of a DRC most directly impacts the County's criminal justice system (see narrative section C.2).

Additional CCP recommendations will indirectly affect the CCC design by adding new programs and support systems for offenders as well as enhancing jail management and administrative systems.

Offender programs and support systems recommendations include:

- ✓ Enhanced inmate services and programming;
- ✓ Additional programming for out-of-custody offenders; and
- ✓ Temporary housing for PRCS offenders with no housing alternatives.

Jail management and administrative recommendations include:

- ✓ Additional supervisory staff for detention alternatives; and

³⁸ See section B.3 for further information.

- ✓ Enhanced data management and analysis.

G.4 Describe the extent to which realignment is related to the need for the new project.

The anticipated increase in the County's offender population resulting from realignment has changed the focus of Sonoma's jail planning from the construction of high security housing units and a stand-alone CCC to a more integrated approach that:

- ✓ Reduces the number of planned jail beds;
- ✓ Adds special management housing capacity;
- ✓ Incorporates a new CCC as part of the detention system; and
- ✓ Plans for a number of programs for out-of-custody offenders, jail inmates, and CCC residents.

H. Budget

H.1 Describe how the project budget is determined to be reasonable as it relates to the Section 2, Budget Summary.

To generate a reasonable and appropriate budget for this project, HOK, the project architect, has worked with the Probation, Sheriff, and General Services Departments for several years to attain a high level of project development. Drawings and concepts were developed at a "Pre-Schematic" level in order for the architect's cost estimators to provide an accurate cost estimate.

In addition, project costs were determined using the County Architect's database of project costs for major construction projects.³⁹ Beyond construction expenses, the database contains supplemental project costs including: computer networks, data and communications systems, furniture and fixtures, equipment, moving expenses, architectural and engineering expenses, construction management consultants, legal consultants, county project administration

³⁹ The county Architects database includes project cost information beginning with the MADF Expansion project in 1991.

expenses, reprographics, course of construction insurance, permits and inspections, utility demand fees, audit expenses, and adequate contingencies for project expenses that are not fully defined. Over the past 20 years, the County Architect's project cost database has demonstrated its capability to provide accurate project budgets at the conceptual design phase.

H.2 Measures the County has taken thus far to promote a cost effective planning and design process and a cost effective construction project.

H.2.a How is the county's planning minimizing the impact to the state dollar resources as well as county resources?

The County has undertaken a substantial assessment and research effort over the last five years that has shaped the proposed plan.⁴⁰ The County has achieved considerable progress towards establishing the research-recommended step-down rehabilitative criminal justice system.⁴¹ The proposed CCC will enable the County to leverage the work accomplished to date to provide a robust continuum of custody, greatly enhancing the system's effectiveness at:

1. Reducing recidivism;
2. Reducing crime in the community;
3. Reducing future need for additional jail beds;
4. Saving the millions of county dollars in future capital and operating costs; and
5. Meeting the State's goal to more develop a more effective detention system model.⁴²

Leveraging a one-time State investment to implement well-established recommendations for improving the County's correctional facilities, process, and methodology to achieve these goals, Sonoma will significantly reduce long-term criminal justice costs for both the County and State.

Please see narrative section E.8 for additional information related to monitoring and

⁴⁰ See narrative section B.4 for a summary of assessment and research reports.

⁴¹ See narrative section C for additional information on successful criminal justice programs implemented to date.

⁴² See narrative section D for further detail of the CCC's projected impact on Sonoma County's detention system.

control protocols to ensure efficiency and cost-effectiveness throughout the project's implementation.

H.2.b What are the county's plans to promote cost effectiveness in its facility design and long-term operating costs?

The CCC alternative constitutes a cost-effective approach to increasing jail capacity, reducing the magnitude of the State's capital investment. The CCC's per-bed construction cost represents a dramatic cost-savings compared to conventional jail beds, with current construction cost estimates indicating that a CCC bed would cost approximately 40% less than a conventional jail bed. The CCC will bring cost-savings to long-term operating costs of the County's detention facilities through reducing recidivism and decreasing the population of offenders housed in county facilities.⁴³

The inclusion of a new cook-chill kitchen in the CCC will result in further improvements to the cost-efficiency of the County detention system. As a more effective meal services model, the cook-chill food preparation process will reduce operating costs, and the increased size of the proposed kitchen will enable the County to achieve further operating efficiency by consolidating meal services for all County detention facilities at one location. In 2011 dollars, it is anticipated that the new cook-chill kitchen will save between \$500,000 and \$700,000 per year.

The County has directed HOK, the project architect, to design this project to meet LEED "Gold" standards in alignment with the County's Green Building Policy. In meeting these standards, HOK will incorporate design components that are not only cost effective today but that lower future operating costs and mitigate environmental impact.

⁴³ See narrative section D.5.d for further information on the CCC's planned programming to reduce recidivism.

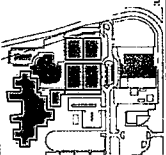


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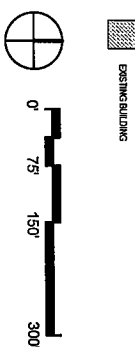
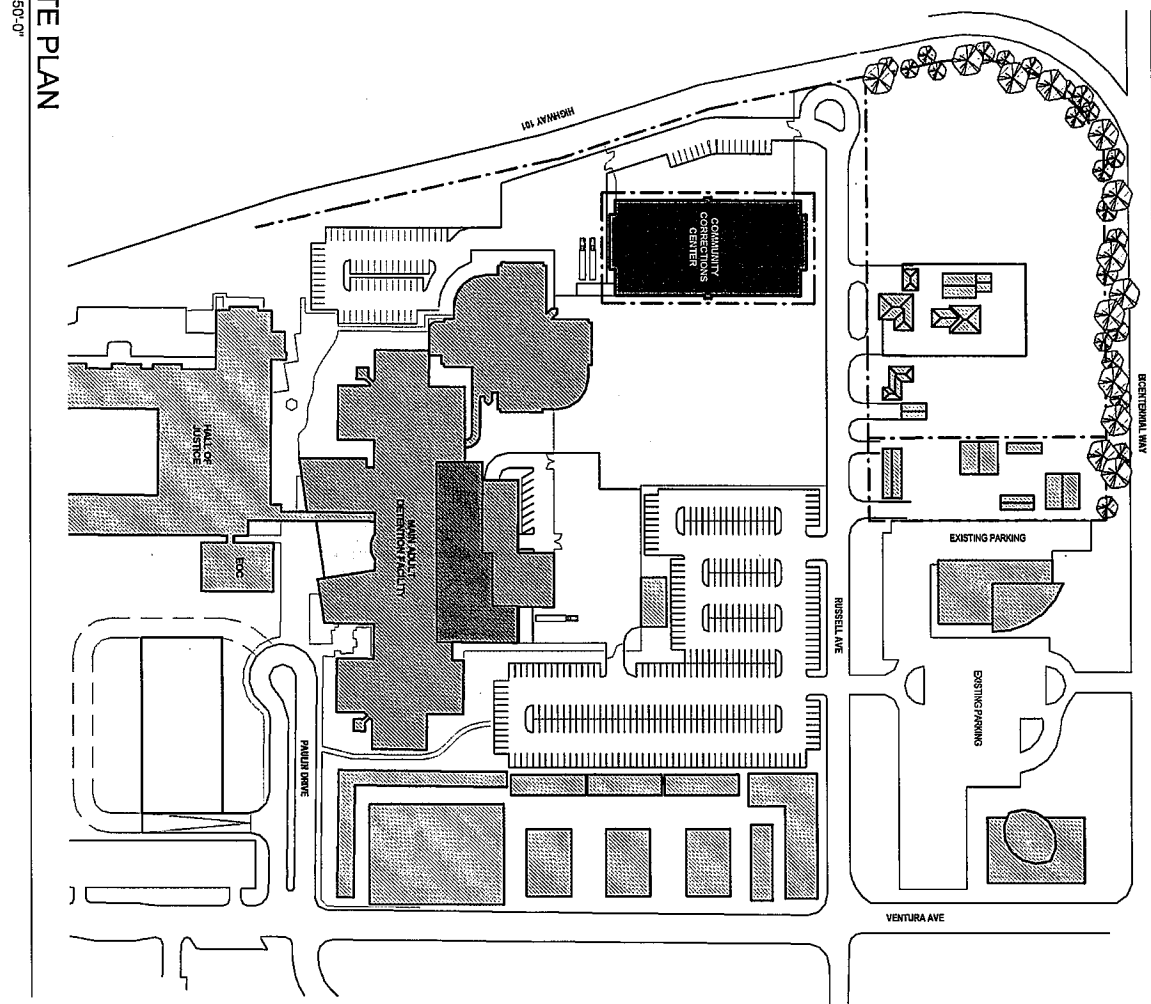
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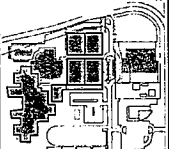
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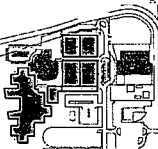
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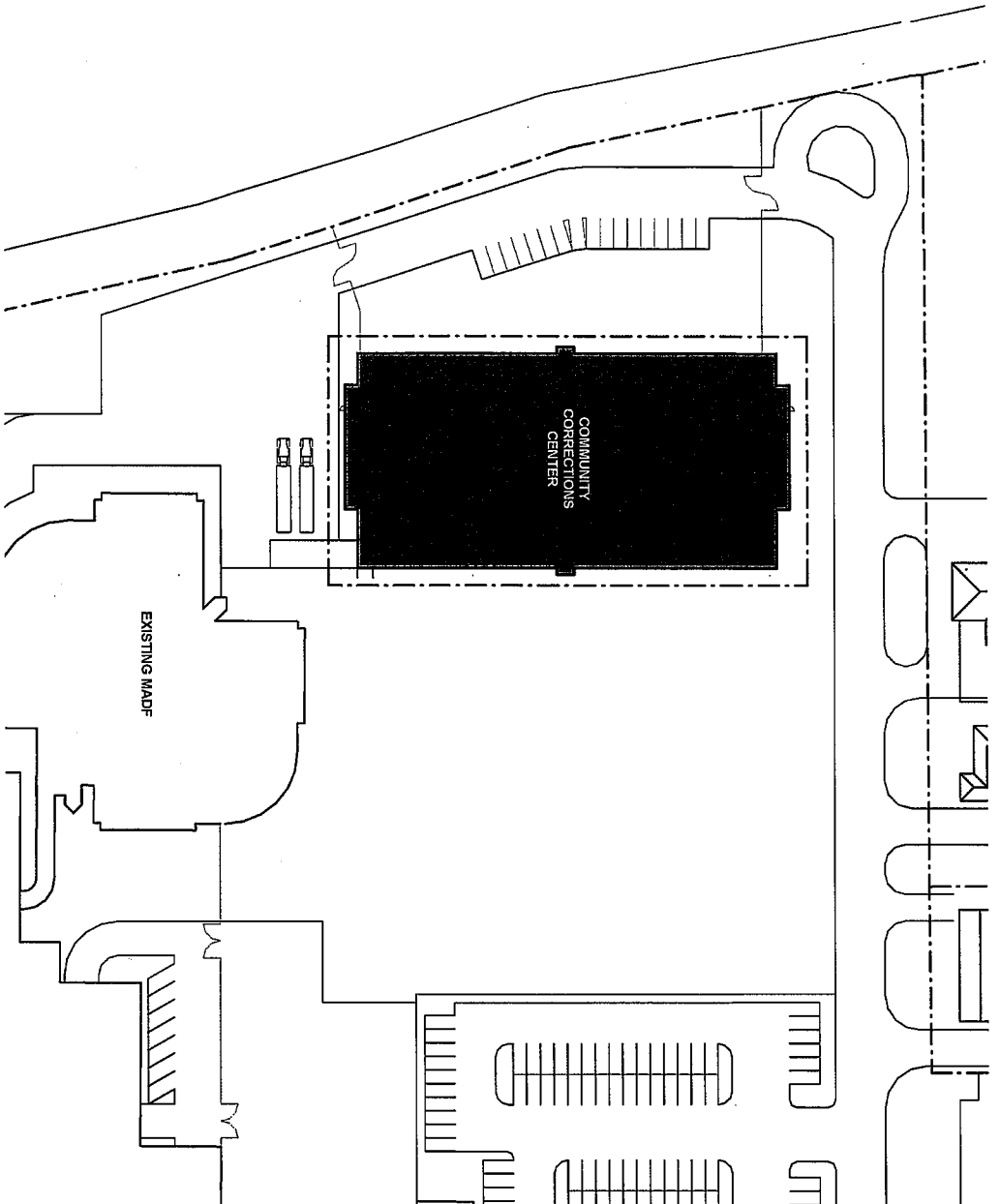
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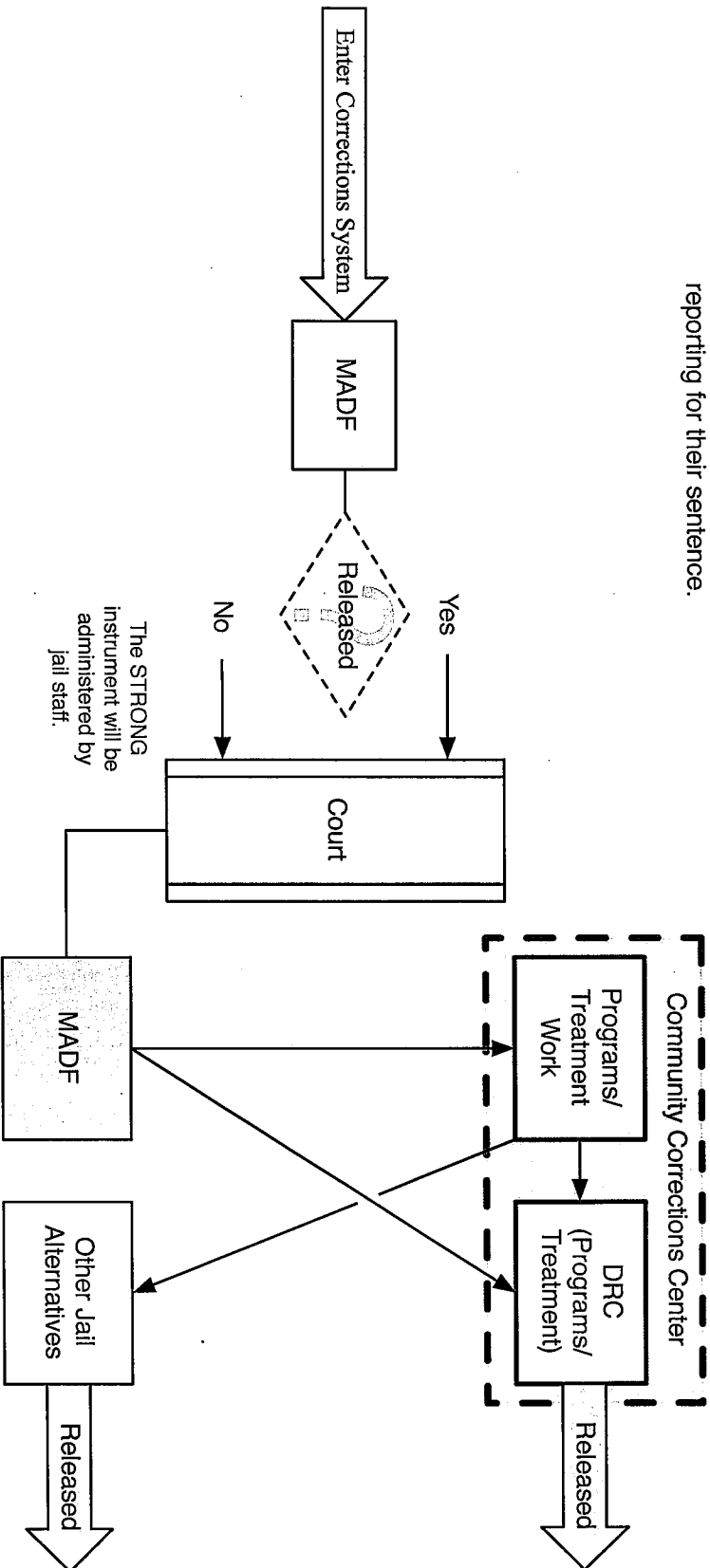
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0' 16' 32' 64' 128'



Appendix 2: Step-down Graphic

Note: Defendants processed through ECR will not have been assessed by Probation prior to their appearance in court. As a result, while they may ultimately be eligible for the CCC, they will need to be assessed while in custody at the MADF or prior to reporting for their sentence.

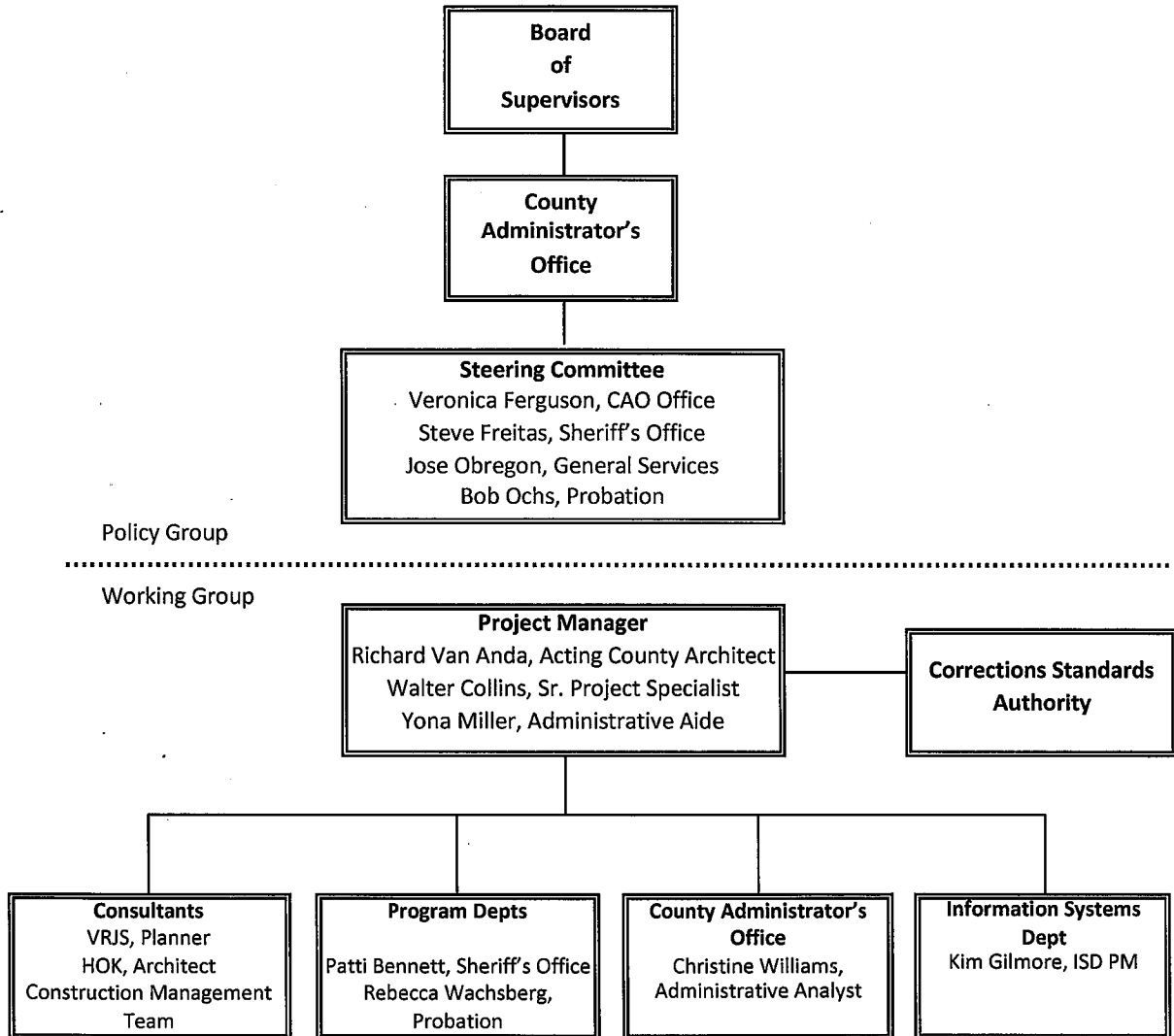


Note: The court may recommend the CCC as an incarceration alternative but will not directly sentence anyone to the CCC. If the sentenced individual meets the established criteria and clears screening, they may only go to the MADF for booking or they may spend a few days there waiting to go to the CCC.

No one will participate in the CCC without the criminogenic needs assessment. It may be administered at the CCC or jail.

Appendix 3: Project Organizational Chart

The following chart and descriptions detail the roles responsibilities of each member of the Policy (administrative) and Working (management and project staff) Groups:



SECTION 5: FUNDING PREFERENCES

Phase II legislation (AB 111 and AB 94) contains two funding preferences as detailed below. Every application is subject to one or the other preference (A or B). Each preference is a hard preference. Further information about the preferences and how they are applied is available within the Detail and Background, Funding Preferences section of this RFA.

Check one of the boxes below (A or B) to indicate which preference is being applied to this application submittal.

☒ **A. ADMISSIONS PREFERENCE**

The legislation states that "The CDCR and CSA shall give funding preference to counties that committed the largest percentage of inmates to state custody in relation to the total inmate population of CDCR in 2010." This is a hard preference, meaning that the CDCR 2010 admissions data, as provided in the Detail and Background section to this RFA, will be used to determine a potential rank-ordering of funding for the counties submitting applications under this preference criterion.

☐ **B. RELINQUISHING PREFERENCE**

The legislation states in part "A participating county that has received a [Phase I] conditional award...may relinquish its conditional award... and may reapply for a [Phase II] conditional award..." and "The CDCR and CSA shall give funding preference to counties that relinquish their [Phase I] conditional awards ..., provided that those counties agree to continue to assist the state in siting reentry facilities...." This is a hard preference meaning that the counties meeting the relinquishing criteria as specified in this RFA will receive a preference for a conditional funding award, once the Phase I funding authority amount associated with the relinquishing county is legislatively moved to the Phase II funding authority.

If a Phase I county wishes to relinquish a Phase I award and reapply for a greater amount of funding in one application under Phase II, the county would be required to reapply without the benefit of this preference. Also, a Phase I county that wishes to relinquish a Phase I award and reapply for a Phase II award without continuing to assist the state with siting reentry facilities, must reapply without the benefit of this preference. In each of these cases, the county would apply under the admissions preference in A above.

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

The Board of Supervisors' resolution is included in the original signed application.