



DEPARTMENT OF CORRECTIONS AND REHABILITATION
CORRECTIONS STANDARDS AUTHORITY

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

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SECTION 1: PROJECT INFORMATION

A. APPLICANT INFORMATION

COUNTY NAME County of Tulare	AMOUNT OF STATE FINANCING REQUESTED IN THIS APPLICATION \$ 60,000,000	
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

South County Detention Facility

PROJECT DESCRIPTION

Type II detention facility with 514 beds

STREET ADDRESS

3 possible sites in Porterville, California

CITY Porterville	STATE CA	ZIP CODE 93257
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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 GSA-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
Number of beds added	0	0	500	14
TOTAL BEDS (A+B+C+D)	514			

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 Mike Ennis

Title Chairman, Tulare County Board of Supervisors

AUTHORIZED PERSON'S SIGNATURE

Mike Ennis

DATE

12/13/11

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 Kristin Bennett

Title Assistant County Administrative Officer

DEPARTMENT

County Administrative Officer

TELEPHONE NUMBER

(559) 636-5005

STREET ADDRESS

2800 W. Burrel Ave.

FAX NUMBER

(559) 733-6318

CITY

Visalia

STATE

CA

ZIP CODE

93291

E-MAIL ADDRESS

KBennett@co.tulare.ca.us

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 Kristin Bennett

Title Assistant County Administrative Officer

DEPARTMENT

County Administrative Officer

TELEPHONE NUMBER

(559) 636-5005

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I. DESIGNATED PROJECT CONTACT PERSON

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

PROJECT CONTACT PERSON

Name Capt. Robin Skiles

Title Captain

DEPARTMENT

Tulare County Sheriff's Dept.

TELEPHONE NUMBER

(559) 636-4713

STREET ADDRESS

2404 W. Burrel Ave.

FAX NUMBER

(559) 737-4408

CITY

Visalia

STATE

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ZIP CODE

93291

E-MAIL ADDRESS

RSkiles@co.tulare.ca.us

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	\$ 48,600,000	\$ 2,158,000		\$ 50,758,000
2. Additional Eligible Costs*	\$ 2,220,000	\$ 228,000		\$ 2,448,000
3. Architectural	\$ 5,310,000	\$ 238,000		\$ 5,548,000
4. Construction Management	\$ 3,870,000	\$ 173,000		\$ 4,043,000
5. CEQA		\$ 600,000		\$ 600,000
6. Audit			\$ 24,000	\$ 24,000
7. Site Acquisition			\$ 488,000	\$ 488,000
8. Needs Assessment			\$ 137,000	\$ 137,000
9. County Administration			\$ 2,955,000	\$ 2,955,000
10. Transition Planning			\$ 900,000	\$ 900,000
11. Real Estate Due Diligence			\$ 16,000	\$ 16,000
TOTAL ELIGIBLE PROJECT COST	\$ 60,000,000	\$ 3,397,000	\$ 4,520,000	\$ 67,917,000
PERCENT OF TOTAL	88%	5%	7%	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.

(See attached Budget Summary Table Explanation)

1. Construction (includes fixed equipment and furnishings):
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):
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):
4. Construction Management:
5. CEQA:
6. Audit:
7. Site Acquisition:
8. Needs Assessment:
9. County Administration:
10. Transition Planning:
11. Real Estate Due Diligence (may not exceed \$16,000):

B. BUDGET SUMMARY TABLE EXPLANATION

1. **Construction (includes fixed equipment and furnishings):** Tulare County is requesting \$48,600,000 in State financing with County match of \$2,158,000 for the total construction budget \$50,758,000. The construction budget is based on a 250-cell, double occupancy, maximum-security facility, with a total of 514 beds. The Tulare County Detention Division Needs Assessment Study prepared by detention consultants Omni-Group, Inc., and Mark Morris Associates, April 2009, recommends an 80,000 square foot facility. Space recommendations are reflective of current industry recommendations. The Tulare County Public Facilities Impact Fee Study prepared by Willdan Financial Services, April 2011, estimates the per cell cost at \$180,000 for the facility. Support service components include intake, infirmary, kitchen, laundry, and storage. Escalation and contingency factors of 5% have been included with the duration of the project. Construction is anticipated to be completed in 24 months. Contractor will be selected based on competitive bid process.
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):** Tulare County has identified \$2,220,000 for State financing of additional eligible costs with County match of \$228,000 for a total of \$2,448,000. Computer equipment for the operations of intake/assessment/release; inmate movement and property tracking; medical and mental health; administration; housing unit support; kitchen, laundry and warehouse support, security and visitation. Furniture for each of these sections is also included. Mobile carts for transport of records, medication, food service, operational needs and support services are included in this request. Equipment and furnishings for program space are also included. Building permit fees, sewer, domestic water and building inspection fees are also budgeted within the Additional Eligible Cost section. A factor of 4% of the total construction budget was used to estimate the allowable moveable Furniture, Fixture, Equipment (FFE). Every effort has been made to incorporate all required equipment within the budget. Building permit fees, sewer, domestic water and building inspection fees are budgeted as 0.4% of the total construction budget. These fees will be refined as the project details are fully defined. The fee factor is reasonable and supportable based on current construction projects.
3. **Architectural (describe specifically):** a) the county's current stage in architectural process: and b) how this translates into the county's intention for state reimbursement and/or cash contribution for architectural services, given the approval requirements of the SPWB associated state reimbursement parameters):
 - a) The Tulare County Detention Division Needs Assessment Study prepared by Omni-Group, Inc planning Consultants in Association with Mark Morris Associates, April 2009, provides conceptual design of the proposed facility.

Selection of a qualified architectural group will be achieved through the request for qualification process. Once identified, the architectural group will proceed through the standard design-bid-build process including programming, schematic, design development, construction documents, bidding, construction and warranty phases.

- b) The County estimates architectural services to be 11% of the total construction budget or \$5,548,000. This percentage is reflective of current industry standards. Total requested State financing for architectural services is \$5,310,000 with County match of \$238,000. Tulare County is confident that this request meets the reimbursement parameters.
- 4. **Construction Management:** Tulare County will use the Request for Qualification process to select a full service Construction Management firm. Contracted Construction Management will be contracted early in the design process and will provide full project support through all phases of the project. Construction Management is requested at 8% of the full construction budget or \$4,043,000. The budget is identified as \$3,870,000 in State financing and \$173,000 in County match. Review of recent detention projects throughout the State verify this level of Construction Management support.
- 5. **CEQA:** Tulare County will complete a full CEQA evaluation to determine which process is appropriate for the facility development (negative declaration, mitigated negative declaration, or environmental impact report). Based on recent CEQA activities in the County, an in-kind expenditure of \$600,000 is included in the budget summary. This level of funding will provide for the highest level of CEQA action. Tulare County will also explore the possibility of legislative exemption which would reduce the required CEQA expenditure.
- 6. **Audit:** The required audit will be conducted by County internal auditor staff. The budgeted in-kind expense for the audit is \$24,000.
- 7. **Site Acquisition:** Tulare County has identified three potential sites for the South County Detention Facility in the vicinity of the City of Porterville. In-kind expenditure of \$488,000 is anticipated to obtain 15 acres for the facility at fair market value of \$32,500 per acre. The expenditure includes all property acquisition costs including related studies and fees.
- 8. **Needs Assessment:** The Tulare County Detention Division Needs Assessment Study prepared by Omni-Group, Inc planning Consultants in Association with Mark Morris Associates was completed in April 2009. County Senior Administrative Analyst staff has completed updates to the needs assessment sections of the study to include 2010 figures and the impacts of AB109. In-kind expenditure of \$137,000 has been realized.

9. **County Administration:** Tulare County utilizes a team approach to Capital Projects. Capital Projects is a Division within the County Administrative Office. A multi-disciplinary project team will be formed to participate in the project programming and schematic stages. This team will include County staff from the following Agencies and Departments: County Administrative Office, Capital Projects, County Counsel, General Services Property Management, Facilities, Health and Human Services, Information and Communications Technology, Resource Management Agency and Sheriff. A core construction team will be responsible for the full project duration from award notification through occupying of the facility. The Construction Team will consist of Capital Projects and Sheriff staff. In-Kind expense for County Administration staff/benefit costs of \$2,955,000 includes expenditures for both the multi-disciplinary project team and the construction team.
10. **Transition Planning:** In-Kind Transition Planning is included at \$900,000. This includes staff/benefit costs for Sheriff staff that will be responsible for all transition duties including development of facility policy/procedures; staff recruiting/hiring/development; operational preparations; ordering of all facility supplies and consumables; all activities required for facility opening and occupancy. Transition Planning Team members will include Sheriff's Captain, Lieutenant, Sergeant, four Sheriff's Deputies, clerical and accounting support staff.
11. **Real Estate Due Diligence** (may not exceed \$16,000): Tulare County has included the due diligence costs as billed to the County by the State for the review of the real estate package. County In-Kind match has been included at \$16,000 as recommended by CSA.

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	6/6/2012	
Real estate due diligence package submitted <u>within 120 days of award</u>	3/8/2012	7/6/2012	
Begin CEQA process <u>within 90 days of award</u>	6/6/2012	7/13/2014	
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)	3/8/2012	9/8/2013	
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 18 months of award</u> (design-build projects)	3/8/2012	9/8/2013	
Design Development (Preliminary drawings) with Staffing Plan	10/22/2013	4/22/2014	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	10/22/2013	4/22/2014	
Construction Documents (Working drawings)	9/3/2014	5/3/2015	
Construction Bids	12/3/2015	4/3/2016	
Notice to Proceed	5/8/2016	5/15/2016	
Construction (maximum 3 years to complete)	5/15/2016	5/15/2018	
Staffing/Occupancy <u>within 90 days of completion</u>	5/15/2018	8/15/2018	

SECTION 4: NARRATIVE

Attach up to a maximum of 35 pages of double-spaced narrative (no smaller than 12 point font) ordered in the five (A – H) subject areas indicated below. If it can be written in less than 35 pages, please do so (avoid “filler”). Up to 10 additional pages of essential appendices may be included at the discretion of the applicant. Appendices cannot be used to give required narrative information. Pictures, charts, illustrations or diagrams are encouraged in the narrative or appendix to assist reviewers in fully understanding the proposed scope of work.

Applicants must address each of these elements in sufficient detail to allow for determination of project worthiness and subsequent potential award from the CSA Board.

A. SUMMARY

Provide a one-page abstract that summarizes the key points of the application, including a description of the scope of work. If this is a Phase I relinquishing county, indicate how the scope of work has changed, if at all, from the scope of work for the county's project that was awarded in Phase I. Be clear and concise. If this project is for a regional facility, indicate so.

B. PROJECT NEED

Applicants must demonstrate the county's need for the construction project by providing information about the following topics. All data sources must be identified. The application narrative must summarize the county need for state financing.

Note: If a new facility is proposed, or if 25 beds or more are being added to an existing facility, one copy of a needs assessment study containing the elements as defined in Title 24, CCR must be sent to the CSA with the application.

1. State the conclusions of your needs assessment including expected increases in capacity.
2. Provide the information and statistical data to support the needs assessment conclusions.
3. Identify security, safety or health needs (if any).
4. Identify program and service needs (if any).
5. Describe litigation, court ordered caps or consent decrees related to crowding or conditions of confinement.
6. List non-compliance findings or recommendations from state and local authorities such as the CSA, health department, fire marshal, Grand Jury, building inspectors or others.
7. Discuss your Average Daily Population (ADP) as compared to system capacity.
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:

- a. County population estimates;
 - b. County crime statistics;
 - c. Crowding and bed need estimates;
 - d. Detention facility population data as reported to CSA in the latest Jail Profile Survey that includes:
 1. Inmates with felony versus misdemeanor charges;
 2. Pre-trial/pre-adjudicated versus convicted/adjudicated offenders;
and
 3. Any additional data to support your application.
9. Provide any additional information needed to support the size and complexity of the proposed project.

C. DETENTION ALTERNATIVES

Describe the programming efforts that have been undertaken, including evidence-based programs designed to reduce recidivism among local offenders. All data sources and evidence-based program citations must be included. Applicants must include, but are not limited to, the discussion points listed below.

1. Demonstrate that all appropriate steps to reduce crowding have been undertaken.
2. Describe programs, existing or new, designed to reduce recidivism.
3. Demonstrate efforts to implement a risk-based detention system (or other appropriate model) related to the decision to incarcerate or not incarcerate offenders.
4. Provide a history of actions taken to alleviate crowding.
5. Identify how long various programs have been in place and how successful they have been in reducing reliance on confinement.
6. Describe current population management measures and how effective they have been.

D. SCOPE OF WORK AND PROJECT IMPACT

In this section applicants must provide a comprehensive description of the project's scope of work and the impact the project will have on the county's detention system. The following topics must be addressed.

1. Describe the proposed scope of work specifically payable from state financing, cash and in-kind contribution and other county borne costs. If this is a Phase I relinquishing county, indicate how the scope of work has changed for this Phase II application, if at all, from the scope of work for the county's project that was awarded in Phase I.
2. Define whether the project expands an existing facility or if it creates a new facility.
3. Indicate if the county already owns the site.
4. Describe how the scope of work will meet identified needs, or mitigate/remedy/improve conditions to address the described needs.

5. Contrast pre-construction conditions with post-construction conditions, including, if applicable, the construction project's impact on: a) law; b) compliance with regulations; c) conditions of confinement; d) facility programming; e) continuum of community care; f) safety; g) security; h) health issues; and i) program space intended for rehabilitative programs and services designed to reduce recidivism.

E. ADMINISTRATIVE WORK PLAN

Applicants must provide a clear and comprehensive plan for designing, performing and managing the proposed project that is likely to result in success. The project timeline must conform to the requirements listed in the Project Timetable in Section 3 and must be thorough, reasonable and clearly articulated. The county must consider the following topics to describe the requirements of this section.

1. Describe the current stage of the project planning process, including the current status of addressing CEQA requirements.
2. Describe the plan for project design.
3. Provide the project timeline and milestones. (Information provided here should support the timeline and milestones in the Project Timetable in Section 3.)
4. Describe the plan for project management (including key staff names and titles).
5. Describe the plan for project administration (including key staff names and titles).
6. Describe the county's readiness to proceed with the project.
7. Describe the functions and responsibilities of project staff/contractors.
8. Describe the monitoring/control protocols that will ensure successful project completion.

F. PLAN FOR ADEQUATE STAFFING OF THE FACILITY

Counties are required to safely staff and operate the constructed facility within 90 days of its completion. The level of staffing needed upon opening will be determined by the number and classification of inmates in the facility at that time. In this section address the following:

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

G. EFFECTS OF REALIGNMENT

In this section, if not clearly addressed previously, applicants must describe the anticipated impact of realignment in general and how it relates to the planned project.

1. Describe the anticipated effects that AB 109, Criminal Justice Realignment, will have on the county's adult detention system.
2. Describe any anticipated changes in your detained population (e.g., percentage of sentenced inmates, average length of stay).
3. Describe the impact that realignment has had on the design of the new project.
4. Describe the extent to which realignment is related to the need for the new project.

H. BUDGET

Counties are expected to budget for the construction project in a reasonable and cost effective manner. It is recognized that there is a cost variance from one project to another based on location, size of the facility, number and type of beds, etc. In this section, address the following topics:

1. Describe how the project budget is determined to be reasonable as it relates to the Section 2, Budget Summary.
2. Describe what measures the county has taken thus far to promote a cost effective planning and design process and a cost effective construction project.
 - a. How is the county's planning minimizing the impact to the state dollar resources as well as county resources?
 - b. What are the county's plans to promote cost effectiveness in its facility design and long-term operating costs?

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

All counties applying for Phase II financing must include the following components in a Board of Supervisors resolution, accompanying each application submittal. For counties submitting multiple applications, separate resolutions with the necessary language contained in each, will be required. (A and B below apply only to those counties relinquishing a Phase I award and reapplying in Phase II.)

A. If the county is relinquishing its Phase I award and reapplying for Phase II financing with this application, and **seeking** the relinquishing preference based on criteria established in this RFA, the following language must appear in the Board of Supervisors' resolution:

- The County is relinquishing its AB 900 Phase I conditional award, and reapplying for a Phase II conditional award, and requesting the relinquishing preference for this application.
- As part of receiving the relinquishing preference, the County agrees to continue to assist the state in siting reentry facilities pursuant to Chapter 9.8 (commencing with Section 6270) of Title 7 of Part 3 of the Penal Code.

B. If the county is relinquishing its Phase I award and reapplying for Phase II financing with this application, and is **not seeking** relinquishing preference in Phase II based on the criteria established in this RFA, the following language must appear in the Board of Supervisors' resolution:

- The County is relinquishing its AB 900 Phase I conditional award, and reapplying for a Phase II conditional award, and requesting admissions preference for this application.

C. For all relinquishing counties (A and B above) as well as all other applicant counties, attach the County Board of Supervisors' resolution for the project that contains the following:

- Names, titles and positions of County Construction Administrator, Project Financial Officer and Project Contact Person.
- Authorization of appropriate county official to sign the Applicant's Agreement and submit the application for funding.
- Assurance that the County will adhere to state requirements and terms of the agreements between the County, the California Department of Corrections and Rehabilitation, the Corrections Standards Authority and the State Public Works Board in the expenditure of any state financing allocation and county contribution funds.

- Assurance that the County has appropriated, or will appropriate after notification of conditional award of financing but before state/county financing agreements, the amount of contribution identified by the County on the financing program application form submitted to the Corrections Standards Authority; the County acknowledges the need to identify the source of funds for county contribution and other county borne costs, and assures that state and cash contribution does not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
- Assurance that the County will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion.
- (All projects: Provide the following site assurance for the local jail at the time of application or not later than ninety (90) days following the Corrections Standards Authority's notice of conditional award): Assurance that the County has project site control through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Corrections Standards Authority.
- Attestation to \$___ as the site acquisition land cost or current fair market land value for the proposed new or expanded jail facility. This can be claimed for on-site land cost/value for new facility construction, on-site land cost/value of a closed facility that will be renovated and reopened, or on-site land cost/value used for expansion of an existing facility. It cannot be claimed for land cost/value under an existing operational detention facility. (If claimed as in-kind contribution, actual on-site land cost documentation or independent appraisal value will be required as a pre-agreement condition).

SECTION 4: NARRATIVE

A. SUMMARY

The County of Tulare proposes to build a 514-bed, Type II jail in Porterville with AB 900, Phase II funding. The facility will include 500 maximum-security beds and 14 special use beds. The new jail would: (1) help meet future jail needs of the County Jail System; (2) be near the planned state courthouse (scheduled to open in September 2013); and (3) minimize security, inmate visitation, and air pollution issues of transporting inmates from southern Tulare County communities between northern Tulare County jails and courthouse.

The Tulare County Jail System is projected to be fully occupied by June 30, 2012, due to the arrival of hundreds of AB 109 inmates. In addition, the California Department of Finance estimates that the average daily capacity of the County Jail System will grow by 590 inmates during the next four years with the full implementation of AB 109.

Also, the County's four existing jails are all located in the northern part of the County. However, one-third of all inmates are from communities in the south county. As a result, the Sheriff's Department spends hundreds of thousands of dollars each year transporting these inmates to south county courtrooms for trials and hearings. Families, friends, defense attorneys, bail bondsmen, and others collectively log tens of thousands of miles to visit south county inmates in north county jails. Patrol officers from south county law enforcement agencies spend up to 1.5 hours transporting an inmate to be booked in north county jails. Also, the travel – by law enforcement, friends / families of inmates, defense attorneys, and others – adds to the County's already significant air pollution problem.

B. PROJECT NEED

Background and assessment study: The needs assessment study upon which this application is based was completed in April 2009. The 259-page report was produced by Omni-Group, Inc. and Mark Morris Associates (Omni Report). A copy of the assessment is attached to this application.

The Omni-Group (Omni) was very familiar with the County Jail System. They completed a detention assessment for the system in 1997. That study formed the basis for the construction of the 384-bed Tulare County Adult Pre-Trial Facility. The Type II jail was built with County funds and opened in 1999. The last Tulare County correctional facility built with state funds was the Bob Wiley Detention Facility, a Type II jail which opened in 1987 with 384 beds. The jail was later expanded through double-bunking to 690 beds.

In its 2009 assessment, Omni recommended that the County Jail System be expanded by 1,148 beds by 2018 (Phase I), and by another 435 beds by 2028 (Phase II), to handle projected growth in average daily population (ADP) and closing Main Jail and the Men's Correctional Facility (MCF).

During Phase I, Omni recommended:

- Closing the 366-bed MCF and the 264-bed Main Jail.
- Building a 200-bed jail in Porterville near the planned state courthouse.
- Building a 743-bed jail in north county (possibly on site of the present MCF).

During Phase II, Omni suggested:

- Adding another 440 beds through expanding South County Detention Facility to 350 beds and the new north county jail to 1,028 beds.

Omni based its recommendations on historical data (1995 to 2007) which showed a 39% increase in bookings and a 26% increase in ADP for the County Jail System. Other significant trends included felony arrests for the County up 3.7% over the same 12-year span; violent crimes up 5.5%; and rising population (up 23.8% to 429,006, and projected to grow to 577,000 by 2015). Omni found a strong correlation (91%) between population growth and ADP in the County Jail System.

However, statewide and Tulare County crime data have decreased since the 2007. For example, felony arrests in the County fell from 2,650 per 100,000 population in 2007 to 2,273 in 2009, according to the latest figures from the California Department of Justice. That tracks with the statewide trend: 1,835.5 in 2007 vs. 1,586.3 in 2009.

Other relevant trends included the state increasing "conduct" sentencing credits for many crimes to 50% for a portion of 2010, and the half-time credits began again in October 2011, with the implementation of AB 109. In July 2011, the state ended a long-term contract to provide housing for state prisoners under the In-Custody Drug Treatment Program. The loss of this program resulted in 100 state prisoners from the Adult Pre-Trial Facility resulted in 234 beds becoming available as the AB 109 inmates started to arrive.

Not surprisingly, then, average daily population (ADP) in the County Jail System fell 11.7% between 2007 and 2010. This decrease, by the way, exactly matches the statewide decrease in jail ADP during the same period, according to the 2010 Jail Profile Survey data from the Corrections Standards Authority (CSA).

In view of the above factors, the County of Tulare prepared an update in December 2011 of the Omni Report's forecast for the County Jail System. The 21-page update is entitled "2011 Detention Needs Assessment, County of Tulare" and is attached to the Omni Report in this

application. The County's analysis updated Section 4, pages 4.20 to 4.50, of the report. The analysis incorporated bookings, ADP, and other relevant data from 2008 to 2010 in updating the Omni Report's calculations (Omni's latest data was from 2007). The impact of AB 109 was also factored in the forecasted bed needs.

The County also prepared two versions of the forecast – one with closing Main Jail and MCF – and one with keeping those facilities open in Table 11 (below). As stated earlier, Omni noted that both of these facilities are reaching the end of their maximum life spans. A discussion of the challenges of keeping these jails open is on pages 9 and 10 of this proposal.

Table 11					
Basis for New Baseline Bed Development					
Tulare County					
	Current		Baseline Projections		
	2010	2018 No closures*	2018 With closures	2028 No closures	2028 With closures
Projected Baseline ADP	1357	1682	1682	1977	1977
AB 109 Realignment	N/A	590	590	590	590
Projected Bed Requirements	1675	2805	2805	3169	3169
Existing Bed Availability	1640	1640	1074	1640	1074
Main Jail	(264)	(264)	(--)	(264)	(--)
Bob Wiley Detention Facility	(690)	(690)	(690)	(690)	(690)
Adult Pre-Trial Facility	(384)	(384)	(384)	(384)	(384)
Men's Correctional Facility	(302)	(302)	(--)	(302)	(--)
Projected Bed Shortfall	35	1165	1731	1529	2095
New Beds to Develop Through 2018		1165	1731		
New Beds to Develop Through 2028				364	364
*The 2009 assessment predicted a maximum life of 3-10 years for Main Jail and the Men's Correctional Facility (MCF). "No closures" assumes these facilities remain in operation. "With closures" assumes these facilities are closed. MCF's capacity is different from 2009 Omni Report due to closure of one 64-bed housing unit					

Recent trends: ADP for the County Jail System rose 20% during 2011 from January to December – with almost half of the increase occurring since October, when AB 109 was

implemented. **The Sheriff's Department estimates that all available beds in the County Jail System will be occupied by June 30, 2012.**

Historically, the average length of stay for an inmate in the County Jail System has been 21 to 23 days. By contrast, the Sheriff's Department has noted that the AB 109 inmates are receiving sentences which range from 2 to 3 years (on average), meaning their average length of stay will be around 1 to 1.5 years – roughly 20.7 times as long as the average inmate historically. The California Department of Finance predicts that the Jail System's ADP will grow by 590 inmates during the next four years as a result of AB 109.

The County Jail System housed an average of 1,011 inmates on felony charges and 438 on misdemeanor charges during December 2011, according to the latest Monthly Jail Profile Survey data sent to the CSA. That was 18.8% up for felonies and 30.5% up for misdemeanors when compared to December 2010.

There were an average of 793 inmates in the jails on pre-trial / pre-adjudicated (pre-sentenced) basis during December 2011 and 701 sentenced inmates. That represents a 9.5% increase in ADP for pre-trial / pre-adjudicated inmates and 41% increase in sentenced inmates when compared to December 2010.

The County Jail System's ADP in December 2011 was 1,493. The rated bed capacity of the Jail System is 1,640. However, jail systems need these surplus beds between actual jail capacity and ADP to handle classification issues and peak periods in inmate population to avoid early releases. The Omni Report calculated these surplus beds total approximately 19% of total beds in calculating future capacity needs of the County Jail System. Thus, for ADP of 1,493, the Jail System should have capacity of 1,777 beds, or 137 more beds than presently

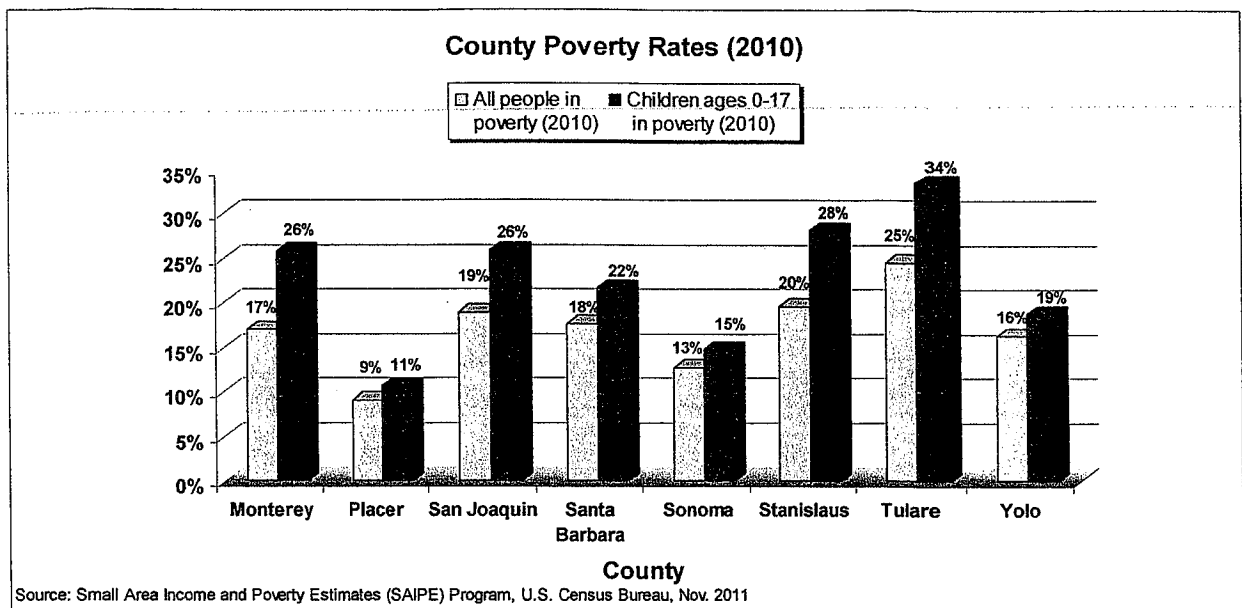
available. These factors explain why the Sheriff had to grant 463 early releases to sentenced inmates during 2011.

Demographic data: Tulare County has a population of 446,837, according to the 2011 estimate by the California Department of Finance. The 2010 Census revealed the following racial, ethnic and gender components for the County. By race, the population is broken down into 60.1% whites; 1.6% African-Americans; 3.4% Asians; 1.6% American Indian / Alaska Natives; 0.1% Native Hawaiians / Pacific Islander; 29.0% "Other"; and 4.2% multi-racial people. By ethnicity, 61% of the County's population is Hispanic – around the same proportion as the County's jail population: 65% (according to 2010 data).

By gender, the County's population is evenly divided between males (50.1%) and females (49.9%). That's in contrast with jail population – 80.7% male in 2010. However, female inmates have grown as a percentage of overall jail population in the past five years – from 16.4% in 2006 to 19.3% in 2010. This has caused classification problems for the Jail System and the need for more programs for women inmates (see discussion on RSAT under "Detention Alternatives" on Pg. 12).

Population estimates: County population grew by 20.3% between 2000 and 2010, Calif. Dept. of Finance. The Department projects the population to grow another 11.5% between 2010 and 2018.

Poverty: Tulare County has the second-highest poverty rate (24.6%) in California, as can be seen in the chart below, according to the U.S. Census Bureau, Small Area Income and Poverty Estimates, November 2011. The County's rate is just behind neighboring Fresno County (26.8%).



Security, program, and health needs: An average of one-third of County Jail System inmates are from communities in southern Tulare County. That amounted to 7,006 inmates (34%) in January-November 2011 analysis by the Sheriff's Department. However, all four of the system's jails are located in the north county. Each year, the Sheriff's Department's transport deputies log more than 95,000 miles in transporting these inmates to courts in the south county. The Department incurs more than \$425,000 in annual salary costs and another \$130,000 in vehicle maintenance, fuel, and depreciation expenses to provide this transport. This is in addition to the more than 800 people arrested and transported by Porterville Area CHP, Porterville Police Department, and Lindsay Police Department to be booked at north county jails each year. Besides expense, these transports take law enforcement officers off the street for up to 1.5 hours per inmate transport.

Transporting this volume of inmates over such lengthy distances poses considerable security problems for the law enforcement agencies involved.

Then, there is the issue of inmate visitation. In a December 2010 study, the Sheriff's Department found that family and friends of inmates from the south county travel more than

68,000 miles annually visiting inmates at the three jails in the County's Sequoia Field complex north of Visalia. The data does not include visitation to south county inmates at Main Jail in Visalia. In addition, there is considerable travel by defense attorneys, bail bondsmen, and others to visit south county inmates in north county jails.

All of the above travel, of course, contributes to local air pollution. Tulare County ranks third nationally in ozone pollution, second in year-round particulate pollution, and seventh in short-term particulate pollution, according to the American Lung Association's "State of the Air, 2011."

A jail located in Porterville would greatly minimize the above security and air pollution issues. In addition to recommending a jail be constructed in Porterville, the Omni report suggested that the Sheriff's Department start a Residential Substance Abuse Treatment (RSAT) program for women inmates. See "detention alternatives" for a discussion of the RSAT program on Pg. 12.

Consent decree: The Sheriff's Department operates the Main Jail under a 1988 Tulare County Superior Court consent decree. The decree specifies that the Department must keep no more than 264 inmates in the facility. The Department has remained in full compliance with this decree.

Non-compliance issues: The 2011 biennial inspection of the Tulare County Jail System by the Corrections Standards Authority found no major compliance issues under Titles 15 and 24 of the California Code of Regulations. As the inspection indicated, the Jail System also was in full compliance with the most recent environmental, nutritional, and medical / mental health inspection by the Tulare County Environmental Health Department. The Tulare County Fire Marshal found the Jail System to be in compliance with all relevant fire codes.

The Tulare County Grand Jury included a review of the extensive farming operation of the Tulare County Jail System in the jury's Fiscal Year (FY) 2010-11 report. The Jail System's farming operation occupies more than 1,000 acres of County-owned or leased property, producing a significant amount of beef, pork, and vegetables that allows the Sheriff's Department to pare per-meal costs for inmates. The grand jury noted that the farming operation saved the County more than \$400,000 annually. The grand jury recommended that "Tulare County try a co-op exchange program with detention farming operations from other counties" as a further cost-savings measure. While the Sheriff's Department welcomed the grand jury's input, the department thought the recommendation was not viable: "Other counties visited in the past either do not have a farming operation or their operation does not compare in size to the Tulare County Detention Division Farm."

Two aging jails: Main Jail and the Men's Correctional Facility are each nearing the end of their lifespan. MCF was originally built as a barracks for Army aviators in training at nearby Sequoia Field during World War II. The complex was later converted to a County jail. Main Jail, which dates to the early 1960s, includes hardware from a decommissioned Texas jail. Due to their ages, both jails are "grandfathered in" under relevant state jail standards and local building codes. One housing unit at MCF was abandoned many years ago due to roofing and other structural defects. MCF was temporarily closed approximately one year ago to repair leaks in a 70-year-old gas line. When the jail reopened, the County chose to keep a 64-bed housing unit shuttered after discovering extensive dry rot and termite damage to the wood-frame structure. At Main Jail, electrical parts that open and close cell doors are no longer manufactured. Maintenance staff has stockpiled replacement parts for these and other parts no longer made. It's unclear what will be done when they run out of those replacement parts.

Main Jail had a deteriorating clay-cement sewer piping system connecting the jail to the city's sewer system. The system is particularly vulnerable to intrusion from tree roots, causing the County to thoroughly clean out the piping every year. Finally, this winter, with the clay pipe thoroughly infested with tree roots, the County decided to cut down the trees and replace the system with more root-resistant PVC piping. The cost has exceeded \$120,000. Still, the interior plumbing systems for both Main Jail and MCF are made of aging galvanized steel, which is subject to corrosion. Both jails have out-of-date wiring systems, asbestos issues, and many other problems.

In 2009, the Omni Report gave a maximum life expectancy of six to 10 years for Main Jail, and three to 10 years for MCF. These jails contain a total of 566 beds.

C. DETENTION ALTERNATIVES

The County of Tulare has taken a number of steps to reduce crowding in the County Jail System, including diverting thousands of offenders to alternative-to-custody programs. The following are the most significant measures the County has employed in recent years:

Adult Pre-Trial Facility: The Adult Pre-Trial Facility is a 384-bed, Type II jail at the County's Sequoia Field Complex. The jail was built as a result of the 1997 assessment by the Omni-Group to relieve overcrowding in the County Jail System. The jail, which opened in 1999, has a direct supervision design for effective inmate management. Cells are grouped in pods. Each pod is equipped with two enclosed classrooms to promote accessibility to educational programs which target factors associated with recidivism.

Alternative-to-custody programs (risk-based): The Sheriff's Department offers several alternative-to-incarceration programs – the Sheriff's Work Alternative Program (SWAP), the Day Reporting Center (DRC), and Weekender (WE). These programs are open

on a court-recommended basis to non-violent inmates, who volunteer to participate.

Participants must also meet the requirements of the program in which they will participate.

Offenders provide free labor on projects at governmental or non-profit facilities as an alternative to incarceration. During 2010, nearly 3,000 inmates participated in these programs.

Two of the programs (WE and SWAP) originated in 1996, and DRC was established in 2003.

Average monthly enrollment has grown in these programs from 159 in 2000 to 275 in 2010.

Electronic monitors (risk-based): The Probation Department operates the County's electronic monitoring program for low- to medium-risk offenders. Offenders must first be recommended by the court for the program, and pass a screening exam that includes a validated Compas assessment tool that measures the offender's risk of re-offending and housing, social services and other needs. Probation connects participants with appropriate services to enhance their adjustment to society. Participants serve out their sentences at home and must abide by all terms of Probation. A total of 312 adults participated in the program during FY 2010-11.

Probation is adding qualifying AB 109 inmates to the program.

Drug Court (risk-based): The Tulare County Drug Court was established in 1996 with three drug offenders. Since then, more than 2,100 drug offenders have graduated from the rigorous 18-month program of frequent drug testing, addiction treatment, mandatory attendance at Alcoholics Anonymous or Narcotics Anonymous meetings, community service, job or school attendance, Probation, and other requirements. Participants pay the cost of treatment and testing (around \$4,000 per year), giving them added incentive to remain drug-free. The program helps drug offenders turn their lives around. Most have extensive histories of convictions, jail and prison. This non-custody program alleviates jail overcrowding.

RSAT (evidence-based): The Residential Substance Abuse Treatment (RSAT)

program is grant-funded and has been offered in our jails since 1999. The inmates are in a therapeutic, community-based program for a minimum of 5 months. This program is offered to 64 medium-security male inmates. In 2010, there were 148 graduates of RSAT. One year later only 47 inmates had been rearrested, representing 32% in recidivism after more than one year from date of release. RSAT employs an OAARS assessment tool which assesses the program's strengths and weaknesses as opposed to the individual's successes. Ten areas of improvement in participant characteristics are measured, such as: awareness and understanding; openness and personal commitment to change; ability to follow-through on the treatment plan; and the recovery environment. The program has collected statistics on more than 200 inmates using this assessment. The average increase for all 10 assessment categories has been 42.5% with the largest success at 60% in the recovery environment.

Other inmate programs: The Sheriff's Department operates a variety of programs geared to nurture educational, vocational and emotional development of inmates. Inmates choose whether to participate in the programs, and more than 4,900 chose to participate during 2010. The idea with all this coursework and hands-on activities is to prepare inmates to transition back to the community after incarceration and not re-offend.

- **Day Reporting Center (DRC):** The Sheriff's Department has offered educational classes at DRC since it first opened decades ago. Inmates serving sentences of more than six weeks work for three days a week in various duty assignments and spend the other two days in classes which target recidivism factors, such as anger management, substance abuse, life skills, parenting, and relationship building. In work assignments, DRC inmates receive hands-on job skills, including at the Sheriff's farm (established

1994), engraving shop (started in 1997), and building trades and fork-lift certificate programs (both established in 2009).

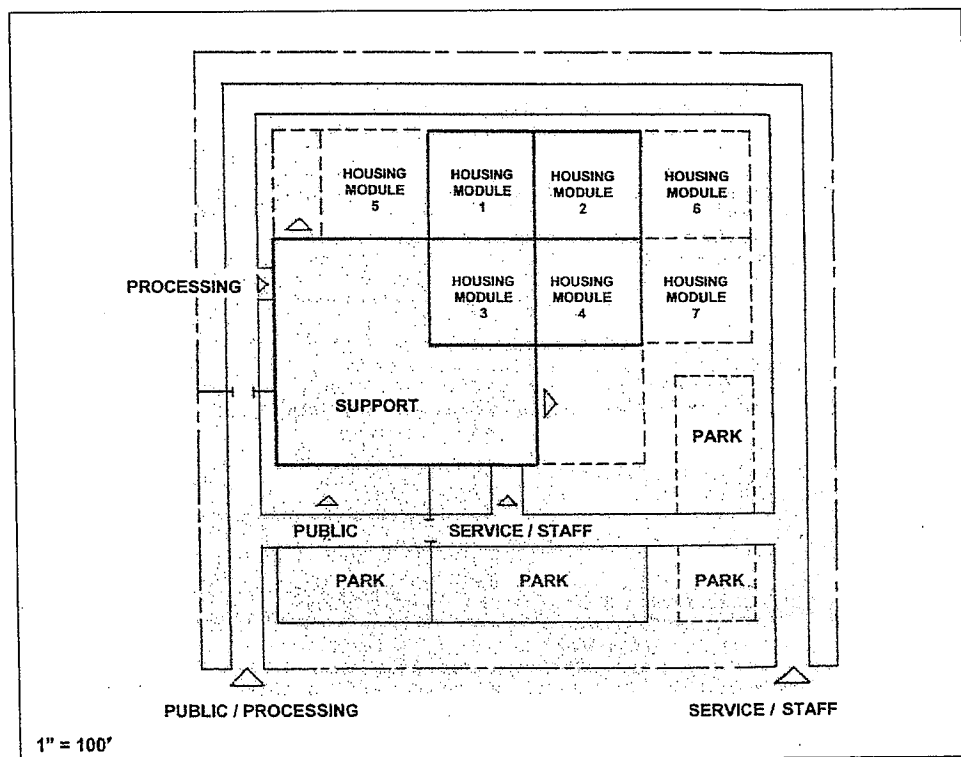
- **Adult education:** The Sheriff's Department has contracted with Visalia Unified School District since 1994 for adult education classes at the jails. Classes include life skills, job skills, English-as-a-second-language (ESL), Character Counts, and General Education Diploma (GED).
- **GAPP (Gang Awareness Parenting Project):** This program started in 2008 and is funded through First 5 Tulare County. Statistics on program graduates show a re-arrest rate of just 36% between one and two years out of the program. GAPP teaches parents of children ages 0 to 5 years of the effect that violence has on their children. The program is offered to inmates and their caregivers of their children. The independent evaluator commented that this program has achieved some impressive results.

Transition Counseling: The Sheriff's Department plans to use AB 109 funds to hire a transition counselor to assist inmates in planning a successful re-entry into the community. The counselor will work closely with each inmate to identify personal needs and goals. The counselor will connect inmates with mental health, job counselors, and services from other government agencies and non-profit organizations to help ease the transition back into society. The process is also expected to lower the chance of participants re-offending.

Early releases: The Sheriff's Department reluctantly releases offenders before their full sentence is served once all other alternatives have been exhausted. This is sometimes due to classification considerations, even if the rated capacity of the jail system has not been reached. Early releases totaled 463 for 2011.

D. SCOPE OF WORK AND PROJECT IMPACT

The County of Tulare will construct a 514-bed Type II detention facility in Porterville near the planned state courthouse. The project will add beds without eliminating existing beds from the County Jail System. The jail will have a tiered design with five housing units, or pods. Each pod will contain 50 cells, each double-bunked to maximize use of space. A preliminary schematic from the Omni Report is shown below:

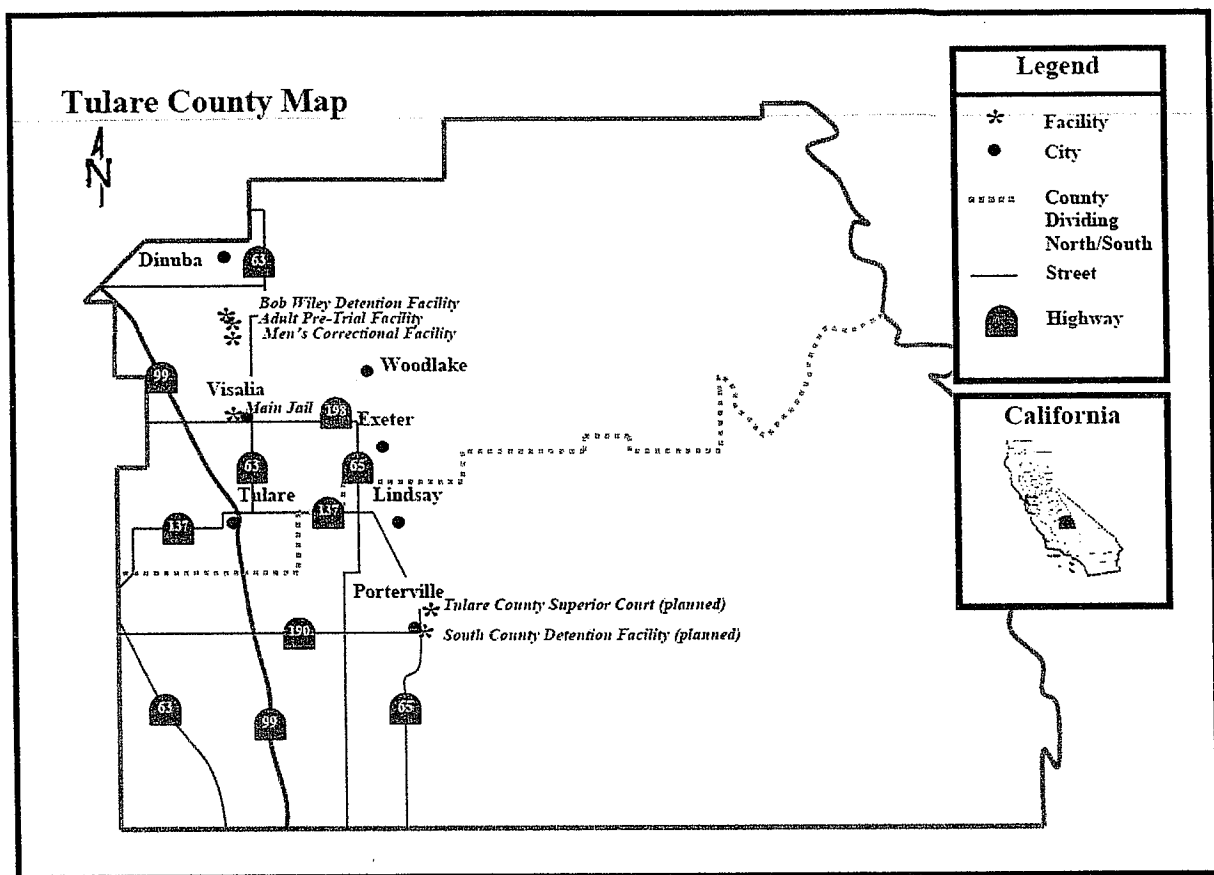


Features of the new jail

- Cost-efficient design for construction and operation.
- Direct-indirect supervision of inmates in a facility that meets all Title 15, 19, and 24 requirements.
- A safe and secure environment for staff, visitors and inmates with a well-defined, secure perimeter, including vehicular and pedestrian sally ports.

- A centralized control station that manages the jail's perimeter and has direct visual supervision of the jail's housing units and inmate recreation areas.
- Housing units with flexibility features, such as passport doorways, to assist jail system with classification and peak demand needs.
- An intake area with sufficient space to handle all booking needs, and including space for transport staging of inmates and release from custody.
- Facility that meets all Americans with Disabilities Act requirements.
- Sufficient space for inmate recreation areas to reduce tension and contribute to success of inmate programs.
- Adequate work and break areas for sworn and non-sworn staff.
- Provide efficient laundry services for inmate clothing, bedding, and associated items.
- Sufficient storage spaces.
- Space for video visiting between inmates and family, friends, defense attorneys, and other parties.
- Secure spaces for contact and non-contact visiting.
- An infirmary for sick inmates with appropriate medical personnel, with provision for efficient transport of more seriously ill inmates to area hospitals for appropriate care.
- Meal service that meets Title 15 guidelines for nutritional content.

New facility: The South County Detention Facility will be a new complex for the County Jail System. It will also be the County's only jail in the south county (see Pg. 16).



Project financing: The County of Tulare is requesting \$60,000,000 in AB 900 Phase II funds for construction of the South County Detention Facility. The grant funds will cover 88% of allowable project costs. The state funds will be used for the majority of construction, architectural, construction management, and additional eligible costs of the project. The County will contribute \$7,917,000 (12%) in matching funds. These funds include \$4,520,000 (or 7% of total project costs) in in-kind matching funds. These in-kind matching funds will cover site acquisition, a formal needs assessment, transition planning, county administration, audit of the completed project, and real estate due diligence costs. The County is providing \$3,397,000 (5% of total project costs) in cash match. This amount covers portions of construction, architectural and construction management expenses. It also covers a California Environmental Quality Act (CEQA) assessment of the project site.

Site ownership: The County has narrowed its property search to three sites in the Porterville area. Actual on-site land cost documentation or independent appraisal value will be supplied prior to grant award agreement, in compliance with requirements of AB 900 Phase II program guidelines.

Mitigate / remedy / improve conditions: The South County Detention Facility will be a significant enhancement in a number of ways to the County Jail System: (1) Reduce overcrowding and early releases due to implementation of AB 109 program; (2) reduce inmate transportation for booking and court appearances with south county inmates, consequently lowering operating expenses for Sheriff's Department, and other local law enforcement agencies; (3) reduce security issues involved in transporting inmates for long distances; (4) allow patrol officers to spend more time on the streets due to less travel time to book south county inmates; (5) provide for more convenient visitation to inmates by family, friends, defense attorneys, bail bondsmen, and others; and (6) reduce local air pollution through minimizing the above travel.

New jail's impact

- **Law.** The new South County Detention Facility will enable the County Jail System to continue to meet rated capacity requirements of the 1988 Tulare County Superior Court consent decree with a growing ADP due to AB 109 and other factors.
- **Compliance with regulations.** The CSA has encouraged the Sheriff's Department to discontinue booking operations at Main Jail. The project will allow the Department to move booking of south county inmates to the new jail. The facility would also permit the Department to discontinue using inadequate holding cells at the Sheriff's Porterville substation.

- **Conditions of confinement.** The new jail will greatly enhance the County Jail System's ability to manage different classifications of inmates with the addition of 500 beds. For example, a large percentage of inmates are affiliated with two gang groups—the Surenos (Southerners) and Nortenos (Northerners). A large portion of Surenos are located in southern Tulare County. Thus, it would be natural to cluster them within their classification in the new jail.
- **Facility programming.** Inmates will be managed under direct-indirect supervision.
- **Continuum of care.** Inmates at the proposed South County Detention Facility will be able to benefit from a variety of post-custody services. A Porterville chapter of a local non-profit group is now forming to offer mentoring services to ex-inmates of the County Jail System. The local group, Next Steps to Freedom, originated in Visalia in 2010. The group is affiliated with Virginia-based Good News & Prison Ministry. Women inmates at the new jail can take advantage of the Sisterhood of Grace program. This is a volunteer group that meets weekly with women inmates. The group provides guidance on crisis survival in a group setting and then meets one-on-one with women who are close to release, making sure they have a post-custody plan and a safe place to live. All inmates receive handouts from the Tulare County Health & Human Services Agencies, detailing how to access local medical and mental health services.

Alternative Services, Inc., who is the contracted agency for the Department's RSAT program, has their main office in Porterville. This close proximity will definitely be an asset when exploring the implementation of an RSAT program after the numbers in the new jail reach enough to establish a separate unit.

The Department contracts with Good News Jail and Prison Ministry for two full-time chaplains. As they occasionally work with the families it is extremely difficult to make this connection in Porterville. The Department will pursue contracting with Good News for at least a part-time chaplain to meet the needs in the Porterville area. Porterville has a community college and an adult school creating a natural link for the furtherance of the inmate education, and Porterville Employment Connection can assist offenders with job search. The new jail's inmates can also take advantage of the County Jail System's transitional counseling for successful reintegration into the community.

- **Safety and security.** The new jail mitigates several safety and security issues for managing inmates from the south county: (1) **Inmate transportation:** The jail's location in Porterville greatly reduces inmate transportation, a significant security issue. The location will reduce transportation to book offenders (from 30-50 miles down to less than 5 miles). Similar trip length reductions will be realized for transporting inmates to and from court. The trip length reductions are particularly critical for lessening escape risk with high-profile inmates. (2) **Traffic accidents:** By reducing inmate transportation, we also reduce the risk of traffic accidents, which is particularly an issue in winter months due to thick, tule fog and rain. (3) **Passports:** Cell doors in the new jail will have a passport for delivery of food and other items to inmates without having to open the door. Such passports enhance officer safety by allowing inmates to be reclassified for behavioral problems without removing them from the housing unit.
- **Medical and mental health.** The County of Tulare will continue to provide inmates with health care and mental health services in full compliance with Titles 15 and 24 of the California Code of Regulations.

- **Space for rehabilitative programs and services designed to reduce recidivism.** The County of Tulare will provide sufficient space at the new jail for GED instruction, life skills, parenting classes, anger management, Alcoholics Anonymous and Narcotics Anonymous support groups, and other inmate programs.
- **Energy conservation standards.** The County of Tulare is firmly committed to include energy efficiency in all new county government buildings and complexes. The South County Detention Facility will meet or exceed all Title 24 requirements for energy efficiency.

E. ADMINISTRATIVE WORK PLAN

Current stage of project planning: Tulare County has a successful record of completing major capital projects on-time and within budget. Tulare County constructed a state-of-the-art juvenile detention facility in 1997-99 under special legislation for staffing patterns and facility regulations. The 210-bed facility was financed through a local ½-cent sales tax measure. During the same period, Tulare County constructed the 384-bed Adult Pre-Trial Facility, which was financed through certificates of participation.

The County also has utilized its Millennium Fund, an endowment funded through tobacco tax settlement revenues, to fund capital projects and major maintenance projects. The County's successful approach to capital projects incorporates the support of the Tulare County Board of Supervisors, the County Administrative Officer, Capital Projects staff and end-user departments, along with all support departments. Community outreach is a vital component of the process.

The South County Detention Facility will benefit from the same comprehensive project planning. The planning for the new jail began in 2008 when the Sheriff's Department engaged detention consultants, Omni-Group, Inc., and Mark Morris Associates, to complete a detention needs assessment for the County Jail System. The study outlines the construction requirements to address the County's growing inmate population. The implementation of AB 109 prompted recalculation of the County Jail System's future bed-space needs, using methods in the Omni Report. Additionally, Sheriff's management staff has been touring the state, visiting detention facilities to review various design and operational models.

Working in conjunction with the Board of Supervisors and the County Administrative Office, the Sheriff's Department is well positioned to launch the new jail. A comprehensive site identification process has been completed. Property negotiations are underway. Support of the Porterville City Council and the city manager for a local facility has been strong. The city manager and staff have assisted with the property search.

Preliminary discussions and recommended procedures to address CEQA are underway with Tulare County Resource Management Agency. The County's assistant director of planning has briefed County administrative staff regarding CEQA and is ready to complete the full CEQA evaluation to determine which process is appropriate for the facility development (negative declaration, mitigated negative declaration, or environmental impact report). County staff and contracted consultants will assist in the preparation of appropriate CEQA documents. The County of Tulare will also explore the possibility of a legislative CEQA exemption, as was used for the new detention facilities in San Luis County, Kings County (Corcoran), and Riverside and Del Norte Counties.

Plan for project design: The County of Tulare will use the design-bid-build model for the completion of the South County Detention Facility. A Request for Qualifications process will be used to identify qualified architectural firms. The architect's scope of work will include programming workshops with the County's multi-disciplinary project team. This team will include County staff from the following agencies and departments: County Administrative Office, Capital Projects, County Counsel, General Services Property Management, Facilities, Health and Human Services, Information and Communications Technology, Resource Management Agency and Sheriff. The project team will participate in the programming and schematic design phases.

Sheriff's management staff has been reviewing designs and operational models of other detention facilities. All requirements of Titles 15, 19 and 24 of the California Code of Regulations will be incorporated in the project design.

Project timeline and milestones: The development of the timeline for the new jail has been completed in collaboration with appropriate County staff to ensure that the dates are achievable and that all state review periods and requirements have been incorporated into the timeline.

- Upon notification of conditional award in March 2012, the County will fully launch the jail project. As required by AB 900 Phase II guidelines: real estate due diligence will be completed by July 2012; CEQA process will be initiated by June 2012 and completed by July 2014; and project establishment will be completed by March 2013.
- Schematic Design and Operational Program Statement submission will be met by September 2013 within 18 months of grant award notification. Six months is anticipated for completion of the Schematic Design by County contracted architect.

- Design Development will proceed following approval of Schematic Design. Six months have been allocated for completion of this step with submission to the state by April 2014. Concurrently, the Staffing/Operating Cost Analysis will be presented to the Tulare County Board of Supervisors and submitted to the state by April 2014.
- It is anticipated that value engineering and cost estimates will be completed during the Design Development phase. These activities will confirm that a cost-effective project is being developed.
- Once State approval of the Design Development documents has been received (September 2014), the architectural team will proceed with the completion of the Construction Documents. Completion of Construction Documents should be accomplished in eight months. A constructability review will be completed to verify plans and minimize change orders. A cost estimate will also be completed utilizing the Construction Documents.
- The County will submit Completed Construction Documents in May 2015.
- With approved Construction Documents and Loan Request, the Finance Action to award the construction contract will be initiated. Following the execution of the contract by the Tulare County Board of Supervisors and the state, the bid documents will be released December 2015. The County of Tulare is allowing four months for the bidding phase and the required reviews finalized by May 2016.
- Notice to Proceed will be issued May 2016. Construction is estimated as 24 months with completion by May 2018. Staffing and occupancy would be accomplished by August 2018.

Plan for project management: The South County Detention Facility project will be handled start-to-finish by the project's Core Construction Team. This team will participate throughout the programming and design phases, bidding and award, construction, transition and occupancy.

The Tulare County Capital Projects Division is located within the County Administrative Office and will provide the overall coordination of the jail project. Capital Projects Specialist Danny Santos will serve as County Project Manager. As project manager, Santos will coordinate the multi-disciplinary project team consisting of County staff from the following agencies and departments: County Administrative Office, Capital Projects, County Counsel, General Services Property Management, Facilities, Health and Human Services, Information and Communications Technology, Resource Management Agency and Sheriff. The Project Manager will work closely with the contracted Construction Manager and Architect.

A full-service construction management firm will be contracted to provide all aspects of construction management throughout the project. The Architect will be responsible for the development of the full plans and specifications. The Architect will respond to all inquiries throughout the project.

Sheriff's Department members of the Core Construction Team will include a Sheriff's captain and a Sheriff's lieutenant. These individuals will represent the interests of the Sheriff and provide technical assistance and operational expertise.

Clerical support for accounting, project record keeping and documentation will be provided by a deputy clerk in Capital Projects and an accountant in the Sheriff's Department.

Plan for project administration: Project administration will provide oversight and administrative support to the county project manager and core construction team.

Kristin Bennett, Assistant County Administrative Officer, will serve as the County Construction Administrator. She will be assisted by Ted Phipps, Senior Capital Projects/Facilities Coordinator. They will provide direct administration and oversight of the Capital Projects specialist and to the full core construction team as well as the multi-disciplinary Project Team.

County Administrative Officer Jean M. Rousseau will provide direction and oversight as the Project Financial Officer. Sheriff's Captain Robin Skiles will be the Project Contact Person and provide oversight of the Sheriff's Department Core Construction Team participants and the Transition Team. The Tulare County Board of Supervisors will also play an active role in project updates and review.

County's readiness to proceed: The County of Tulare is ready to proceed with the project. In essence, the County has already initiated the project. Through the needs assessment, the Board of Supervisors, the County Administrative Office, and the Sheriff have identified the detention needs of the County Jail System and are ready to implement the plan. The Board of Supervisors resolution voted unanimously on December 13, 2011, for the County to apply for AB 900 Phase II funding for the project. The Board resolution is attached to this application.

Support from the Porterville City Council and community members demonstrates the recognition of the need for this project.

The Superior Court of California will be breaking ground on a new nine-courtroom facility in the Porterville in February 2012. The Tulare County South County Detention Facility will be an integral criminal justice component of the new court.

Functions and responsibilities of project staff/contractors: The Construction Core Team will consist of key staff from the County Administrative Office, Capital Projects and the Sheriff's Department. The Core Team will be the driving force for the project. The team will provide oversight of the Project Team and all County, architectural, and construction management staff. The Construction Core Team will provide on-going updates to the Board of Supervisors, Porterville City Council, CSA, the State Fire Marshal (SFM), and community groups. All required project submissions and documentation will be overseen by the Construction Core Team. The Construction Core Team will be hands-on throughout the programming and design, bidding, award, construction and warranty phases. This group will work closely with the Transition Team to prepare for the opening and occupancy of the facility.

Tulare County will form and use a multi-disciplinary Project Team. This team will include County staff from the following Agencies and Departments: County Administrative Office, Capital Projects, County Counsel, General Services Property Management, Facilities, Health and Human Services, Information and Communications Technology, Resource Management Agency and Sheriff. Each team member will be an active participant throughout the programming and schematic design phases. Project Team members will be called upon throughout the project to assist with issues regarding their areas of specialty.

The Transition Team will consist of Sheriff's staff and be established at the start of project construction. They will develop all the policies and procedures for the facility. Transition Team will define all operational needs, order supplies, and equipment. The Transition Team

will oversee staff development including staffing patterns, shift assignments, the recruitment, hiring and training of facility staff. The Transition Team will develop and implement the occupancy plan.

A well-qualified architectural firm will be selected using the Request for Qualification process. The architectural firm will provide full service which will include detail programming workshops with the Project Team and Core Construction Team. Based on the programming outcomes, the Project Architect will proceed with schematic plans. The Architect will host value engineering workshops to ensure that construction dollars are maximized. The design development phase will be completed in conjunction with the Core Construction Team. Following all reviews, the construction documents, bid documents and specifications will be prepared. The Architect will play an active role in the bidding and award phases responding to bidders' questions and conducting pre-bid meetings and walk-throughs. During the construction phase, the Architect will provide responses to Requests For Information submitted in regard to the project, develop alternatives and solutions to issues, and review any proposed change orders. The Architect will take the lead on the construction completion punch list and provide support throughout the warranty period.

The contracted Construction Management firm will be selected through the Request for Qualifications process. The Construction Manager will provide full project support and will be contracted from the start of design. The Construction Manager will serve as the owner's representative and provide communication and coordination throughout all phases of the project. The Construction Manager will be responsible to conduct regular ongoing meetings. The Construction Manager will provide schedule development, budget reviews, and coordination of other contracted services. The Construction Manager will coordinate cost

estimates at various stages of the project and constructability reviews. All project records and documentation will be coordinated by the Construction Manager. During construction, the Construction Manager will coordinate progress meetings, prepare minutes of all meetings, log Requests for Information and coordinate responses, provide project daily reports and photographs, coordinate utilities and other services, assemble operational manuals and warranties.

Project Construction Contractor selected through the bidding process will construct the project according to the approved project plans and specifications.

Monitoring / control protocols to ensure successful project completion: Project monitoring and control will provide the means and method to deliver the project on time and within budget. These protocols ensure that all documents are complete and properly executed. Protocols include communication links between all project teams, County staff, contracted staff and oversight organizations, such as the CSA and the SFM.

Continuous schedule review will include three-week schedules (completed week, current week and week ahead). A weekly progress meeting will be conducted with the full Project Team through schematic completion. The Construction Core Team will meet weekly through completion of the project. Meeting minutes will provide protocols to keep all parties updated and provide for coordination of communication.

Regular reports to the Board of Supervisors, City Council and community at-large will provide for the successful completion of the project. Completion and submission of all required documentation and reports will be an essential component of the project. Accurate accounting records and maintenance of required reports will be built into the schedule and protocol. On-

going cost analysis, construction cost estimates, constructability review, and value engineering will provide for project cost control and prevent overruns.

F. PLAN FOR ADEQUATE STAFFING OF FACILITY

Staffing plan: The Sheriff's Department will staff the South County Detention Facility and have it operational within 90 days of the facility's completion. Initial staffing for the new jail will be determined by the number and classification of inmates in the facility at the time. However, the Sheriff's Department will maximize placement of existing inmates from southern Tulare County communities at the 514-bed facility as soon as practical after opening. The Department will also transfer as many detention staff members who live in the south county to the new facility. Positions vacated at other Department jails by these transfers will be back-filled with newly hired staff. New inmates will fill vacant cells, in strict compliance with the Department's inmate classification policy.

The Department projects to initially open three, 50-cell pods at the new jail. The double-bunked cells will have 100 beds per pod. Initial staffing is projected to consist of: one correctional lieutenant; six correctional sergeants; 23 correctional deputies; and 21 detention services officers. Support staff will include one office assistant; one food and laundry services manager; eight cooks; and one stock clerk. The fourth and fifth pods will be phased in as new inmates arrive, particularly those from southern Tulare County communities. Again, the Department will strictly adhere to its inmate classification guidelines for inmate and staff protection in placing inmates in the new jail.

The Department's Personnel & Training unit, in conjunction with the project's Transition Team, will start recruitment for all new positions resulting from the new jail's

opening 180 days before the facility's anticipated completion. This time frame will allow the Department to properly recruit, process, hire and train the personnel. Recruitment for each new sworn staff member will include a physical agility test, an oral exam, a background investigation, a captain's interview, a conditional offer of employment, a medical screening and a psychological examination. Historically, only 25% of the applicants successfully complete all pre-employment phases and are hired by the Department.

For support staff recruitment, Personnel & Training will work closely with the County's Human Resources and Development Department, which will process all applications. Personnel & Training will coordinate each support staff candidate's initial interview, background check, captain's interview, conditional offer of employment and medical screening. Historically, 40% of applicants for these positions are hired by the Department.

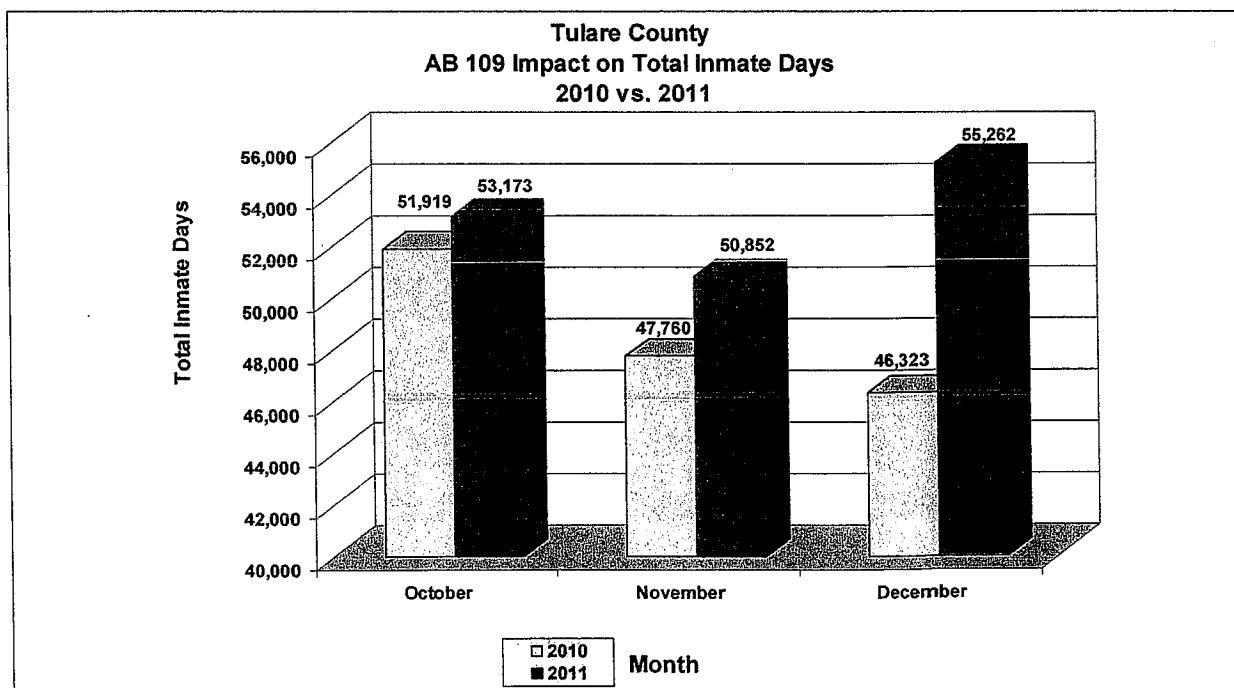
Cost savings in staffing plan: The Sheriff's Department plans to use detention service officers (DSO's) instead of correctional deputies in all non-inmate contact positions for booking at the new jail. Ten DSO's will be assigned to booking, and handling all inmate-related paperwork. That represents a savings of \$377,020 per year, or 44.3%, in annual staffing costs versus using correctional deputies in these positions.

The Department also will realize savings in housing units by employing a direct-indirect supervision design. This design minimizes housing unit deputies through use of overhead control rooms. The Department will staff the control rooms with DSO's, instead of correctional deputies, to further minimize staffing costs while still providing sufficient monitoring of inmate activity to ensure safe operation of each housing unit.

G. EFFECTS OF REALIGNMENT

Tulare County sent 933 prisoners to the State Prison System during 2010, according to California Department of Corrections and Rehabilitation (CDCR) data. **Factoring in population data from the 2010 Census, that translates to 2.1 prisoners per 100,000 population -- the highest rate among the five most populated counties in CDCR's "medium" category.** Of course, many offenders which the County would have previously sent to the State Prison System are now staying in the County Jail System with the implementation of AB 109.

The chart below shows the impact of the implementation of AB 109 by comparing inmate days for the County Jail System in the fourth quarter of 2010 to the same period in 2011:



Additional discussion on the impact of AB 109 can be found in Section B.

H. BUDGET

Budget rationale: Tulare County has made every effort to verify all components of the project budget. Construction estimates are supported by the Tulare County Detention Division Needs Assessment Study prepared by the Omni-Group, the Tulare County Public Facilities Impact Fee Study prepared by Willdan Financial Services, industry contacts and staff experience. Escalation and contingency factors have also been confirmed.

Professional and specialized services are based on industry standards and calculated as a percentage of the total construction budget; specifically included as Architect fees at 11% and Construction Management fees at 8%. These percentages are reflective of actual public projects completed in Tulare County. The budget includes the actual consultant expense of the needs assessment.

A factor of 4% of the total construction budget was used to estimate the allowable moveable Furniture, Fixture, Equipment (FFE). Every effort has been made to incorporate all required equipment within the budget.

Building permit fees, sewer, domestic water and building inspection fees are budgeted as 0.4% of the total construction budget. These fees will be refined as the project details are fully defined. The fee factor is reasonable and supportable based on current construction projects.

Environmental review (CEQA) costs are based on recent activities in Tulare County. This level of funding will provide for the highest level of CEQA action that may be needed. Tulare County will also explore the possibility of legislative exemption which would reduce or eliminate the required CEQA expenditure.

County Administration and Transition Planning budgets are based on the specific positions to be involved in any capacity within the project. Salary and benefits were included

based on current costs and estimated time commitment of each position. The salary and benefits for the members of the multi-disciplinary project team were estimated for the time period from the award notification through schematic. Some members will participate after this phase and these individuals were included using a longer duration factor. The Core Construction Team was included based on the full duration of the project. Administrators and managers are included for the full duration but at a less time commitment factor.

In regard to site acquisition costs, Tulare County has identified three potential sites for the South County Detention Facility in the vicinity of the City of Porterville. Fifteen acres has been defined as the best build out footprint for the facility. Comparable value for land with City sewer and water utilities access is \$32,500 per acre.

Required Real Estate due diligence costs are included at the rate established by CSA. The grant audit cost is based on standard Tulare County internal audit charges.

Cost effectiveness of project

- **Minimizing the impact to the state dollar resources as well as county resources:** Tulare County has been very successful in completing Capital Projects utilizing a team approach. By including all disciplines in the earliest phases of planning and design, all operational and functional needs are identified and incorporated into the design. This approach minimizes costly change orders.

A dedicated core construction team provides for increased communication, coordination and consistency throughout the project. This results in cost effective project management.

Site selection is based on the availability of City of Porterville water and sewer services.

This will eliminate the need for on-site domestic wells and wastewater facilities allowing more construction dollars to be utilized for the facility.

Construction means and methods will be reviewed through value engineering, cost estimates and a constructability estimate to maximize all construction expenditures.

- **Cost effectiveness in facility design and long-term operating costs:** The greatest step to achieve cost effectiveness in both facility design and long-term operating cost is locating the facility in south county within the vicinity of the City of Porterville. Currently, all detention facilities are located in north county, approximately 30 to 50 miles from Porterville. Establishing a south county facility will markedly decrease transportation costs, related staff costs and provide for services to south county residents.

Creative review of required processes, streamlining of service delivery innovative systems, and use of proven designs are all part of the initial facility programming that will provide long-term operational savings. Every effort will be made to maximize services to inmates at the Housing Unit level thus minimizing inmate movement. This decreases staff costs to escort or transport inmates to various locations. Decreased inmate movement also provides greater safety and security to staff.

Double bunking the facility will provide increased capacity while maintaining the same facility footprint. By adding a passport to each cell door, any cell may be utilized for administrative segregation which provides the greatest flexibility for inmate placement and added security. Use of direct-indirect supervision model allows for maximum staff efficiency while maintaining appropriate levels of inmate supervision.

Use of technologies such as video conferencing provides numerous benefits and operational savings. Convenience minimizes staff time, decreased transportation costs while providing increased accessibility to inmates. Management software and bar coding and other innovations will be incorporated as appropriate.

Continued use of proven operations will provide on-going long-term cost savings. Tulare County Sheriff Farm operations provide low cost meat and produce for inmate consumption. The County will incorporate the best cost-effective food service methodology available to control food costs. Tulare County is dedicated to maximizing services while minimizing costs. This practice will be incorporated into all operations of the new South County Detention Facility.