

AGENDA REQUEST AND SUMMARY

For: 1/3/12 (Date of Board Meeting)
_____ (Time, if appointment scheduled with the Clerk)

Consent Calendar: Yes _____ No X
Public Hearing: Yes _____ No X

1. **WORDING FOR AGENDA** (Including precise wording for required action, authorizing, etc. as it will appear on the Board Agenda, generally not to exceed 20 words).

Consideration of approving a resolution authorizing the County Administrator to submit an AB 900 – Phase II Grant Application to secure funding for construction of a new County Jail

2. **FINANCING – ESTIMATED COUNTY COST:** (Enter "none" if no cost)

3. **FUNDS BUDGETED:** Yes _____ Acct. # or Fund : NA

4. **REVIEW WITH:** COUNTY ADMINISTRATIVE OFFICER -- YES X NO _____
COUNTY COUNSEL -- YES X NO _____
ADMINISTRATIVE ANALYST -- YES _____ NO _____
OTHER DEPARTMENTS (LIST) _____

5. **FOLLOWING OUTSIDE AGENCIES OR INDIVIDUALS TO BE NOTIFIED OF BOARD ACTION:** (Minute Excerpt – Include complete mailing address and indicate number of copies to whom)

A. _____
B. _____
C. _____

6. **NUMBER OF COPIES REQUIRED BY REQUESTING DEPARTMENT:** _____

7. **COMMENTS** (i.e. has this item come before the Board previously and when?) _____

Requesting Department: CAO Submitted by: Craig L. Pedro

Approved by: Craig L. Pedro Date: December 14, 2011


(Department Head Signature)



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December 29, 2011

TO: Board of Supervisors

FROM: Craig L. Pedro, County Administrator

SUBJECT: Submission of AB900 Phase II Grant Application for a New County Jail

The purpose of this agenda item is to seek Board approval to submit an AB900 Phase II grant application to help fund the construction of a new 240 bed, 77,991 sq. ft. County Jail on the County's Law & Justice Center property.

Historical Background

By way of reminder and introduction, the following provides an abbreviated historical chronology regarding the Law & Justice Center and *this project*:

- Based on recommendations contained in numerous technical studies and Grand Jury reports, on November 6, 2007, the Board approved a conditioned land purchase agreement for a 48 acre site for a future Law & Justice Center.
- *March 2008 – the Board authorized submission of an AB 900 Phase I grant application to help fund a new County Jail. The Board later turned the grant down due to the fact that the State was offering only \$13 million in grant funds towards a facility with an estimated cost of \$85 million.*
- March 2009 – after submitting a grant application under SB 81, the Corrections Standards Authority (CSA) notified the County of its intent to award a \$16 million grant towards construction of a new, \$21 million Juvenile Detention Facility.
- November 3, 2009 – after Planning Commission review and Board certification of the Project EIR, the County finalized actions necessary to complete acquisition of the 48 acre site for the new Law & Justice Center.
- April 19, 2011 – the Board approved an MOU with the Administrative Office of the Courts (AOC) outlining the details for the sale of 4.33 acres of property on the Law & Justice Center Campus for State construction of a new Courthouse. The AOC is responsible for funding 100% of this cost under SB 1407.

...serving the Board of Supervisors, departments, and the community as good stewards of the County's fiscal and human resources through collaborative, professional and ethical leadership.

- June 7, 2011 – the Board approved a construction contract for infrastructure improvements (e.g. road, water, sewer, cable, etc...) to serve all future uses on the Law & Justice Center Campus. Those improvements are now substantially complete.
- July 19, 2011 – the Board reviewed a financial plan for and authorized staff to proceed in advancing the Juvenile Detention Facility Project.
- *October 18, 2011 – the Board authorized staff to submit an “interest statement” notifying the State of the County’s intention to submit an AB900 Phase II grant application for construction of a new County Jail. The County was subsequently invited by the State to submit such an application.*

Need for a New County Jail

Attachment A is a document entitled “*2011 Tuolumne County Jail Needs Assessment Update*”. This voluminous document details the shortcomings of the current jail as has previous needs assessments and reports from Sheriffs and Grand Juries over the past decade. In short, the current jail:

- **Is too small to meet the demand for beds.** The County jail has an effective capacity of 140 beds. There is a current need for 208 beds and a 2018 need for 240 beds. The jump from 208 to 240 needed beds over the next few years is in large part due to the passage of AB 109, the public safety realignment program. Under AB 109, more persons convicted of crimes that would have been sentenced to State prison will now serve their sentences in County jails. The jail is landlocked and can not be added on to.
- **Is inefficiently laid out making it staff intensive to safely operate.** The original building was built in 1959 and added on to in 1986 and 1993. The choppy, linear design of the jail makes it difficult to cost-effectively staff to allow for constant, direct visual supervision of inmates. This is a safety issue for both jail staff and inmates.
- **Lacks adequate space for housing inmates according to a classification system.** There are times when inmates should be separated in accordance with inmate classifications (e.g. disciplinary isolation, behavioral health needs, protective custody, gang affiliations, etc...). The current jail does not provide adequate space to accomplish such housing.
- **Lacks adequate program space to best serve the inmate population.** The effective operation of a jail and rehabilitation of inmates requires the availability of dedicated program spaces (e.g. medical treatment, education, counseling, recreation, etc...). The current jail’s dedicated program space is marginal at best and unable to meet the needs of additional inmates.
- **Requires costly/inefficient interaction with the rest of the justice system.** The jail is physically separated from the Superior Court and thus requires transportation

officers to shuttle prisoners to and from court appearances. This is not an efficient use of staffing and introduces safety risks for inmates, staff and the public. The physical separation from partner justice agencies (e.g. District Attorney, Public Defender, Probation, etc...) makes interaction amongst staff and inmates inefficient as well.

- **Is becoming harder and more expensive to maintain given its age and constant use.** As noted above, the original jail is now over 50 years old and maintenance of such an aging plant under such constant and hard use is becoming increasingly difficult and expensive.

Size of a New County Jail

The current jail is comprised of 31,157 sq. ft. with an effective bed capacity of 140. Based on the needs expressed above, an architectural program was developed to convert the expressed bed, program and staff space needs into tangible space requirements that incorporate the best practices in jail planning and architecture. **Attachment B is a document entitled "Tuolumne County New Jail – Draft Program for AB 900 Grant, Round 2".** This document provides the summary pages that lay out the specific space requirements for all facets of a new County jail. This program calls for a new jail with an initial size of 77,991 sq. ft. and 240 beds (2 pods with a total of 160 beds for men and 1 pod with a total of 80 beds for women). The project architect has stated that the planned site for the new jail will accommodate the initial building described above as well as future expansion that will accommodate an additional 80-120 beds.

The architect and jail planning team should be commended for their thoughtful analysis of the jail needs and program requirements for this project. Due to their combined efforts, the square footage requirements have been reduced from the 93,334 sq. ft. planned in 2008 to the 77,991 sq. ft. noted above, a 15,343 sq. ft. or 16.4% reduction in the size of the initial building. The proposed size of the new jail compares favorably with the 76,500 sq. ft., 160 bed jail now under construction in Calaveras County.

New County Jail Costs & Funding

A. One-Time Construction Costs

The projected hard (out-of-pocket) cost to design, construct and equip a new County jail is projected to be as follows:

Design	\$ 4,400,000
Const. Mgmt./Insp./Testing	2,950,000
Off-Site Infrastructure	1,000,000
On-Site Infrastructure	4,020,000
Building Construction	31,100,000
Moveable Equip./Furnishings	500,000
Contingencies	<u>4,367,000</u>
	\$48,337,000

This cost is down significantly (41%) from the previous estimate of \$82.4 million due to: 1) reduction in the size of the initial building as noted above; 2) elimination of some costly building components (*wants versus absolute needs*); 3) postponement of several infrastructure improvements (e.g. Gardella Ranch Road, improvements to Loop Road, etc...) that can be built in later phases of the Law & Justice Center; and 4) refined cost estimates reflective of recent bidding activity. For example, the estimated 2014 (escalated) building construction cost outlined above compares favorably with the 2011 \$27.6 million contracted construction cost (building and equipment) of the new Calaveras County jail.

Attachment C is a packet entitled “New County Jail Project Cost Estimate”. This packet provides a more detailed breakout of the summary outlined above as well as the construction cost estimate provided by the cost estimation firm “Cumming”.

How would this one-time project cost be funded?

Should the State award the County the maximum small county grant for a new jail under AB 900 Phase II, the funding mix would be as follows:

State – AB 900 Grant	\$33,000,000	(68%)
County	<u>15,337,000</u>	(32%)
	\$48,337,000	(100%)

Attachment D is a packet entitled “New County Jail Capital Project Financing Concept”. This packet outlines optional ways in which to fund the County’s \$15.3 million share of this cost. The major options are to borrow against current County buildings and repay debt service from existing General Fund revenues or to seek voter approval of General Obligation Bonds with debt service funded by a special property tax assessment. Regardless of which funding option is pursued, the annual debt service cost will range between \$900,000 (30 year repayment plan) and \$1.2 million (20 year repayment plan).

By way of comparison, Calaveras County voters approved Measure J in 2007 at a total cost of \$30.9 million. Tuolumne County’s share of cost (\$15.3 million) for the new jail is approximately half of what Calaveras voters approved. It should be noted that Measure J included funding for other public safety facilities (e.g. new 911 dispatch center) in addition to a new jail.

B. Ongoing Operational Costs

In order to operate the new jail, additional staff would need to be hired and funding increased to care for and feed additional inmates. **Attachment E entitled “New County Jail Projected Annual Operating Cost Increase (140 to 240 beds)”** provides a breakdown of such additional costs. In summary, the County would need to hire 7 additional jail staff and increase inmate care line items (e.g. food, medical care, etc...). The increased annual cost of these items would approximate \$1.4 million. There would be little alternative but to fund these costs through some combination of AB 109 and discretionary General Fund revenues. *It is important to highlight that it will only take 7 additional staff to oversee an additional 100 inmates. That is a testimony to the inefficiency of the current jail’s physical layout and the efficiency of current practices in jail planning and architecture to be incorporated into the new jail.*

It is staff's belief that funding both the capital debt service and increased operational costs, a combined \$2.6 million annual cost, out of existing General Fund and AB 109 revenues would have too significant an impact on other General Fund supported services. It would be much more feasible if the debt service (\$1.2 million) could be funded through a General Obligation Bond measure and increased operational costs (\$1.4 million) absorbed by existing General Fund sources. This is not a decision the Board needs to make at the upcoming meeting, however, staff will review all the above cost and financing alternatives with the Board.

AB 900 Phase II Grant Application

The decision before the Board now is whether or not to submit an application for AB 900 Phase II Grant funding. The major reasons to submit the grant application are: 1) the need for a new jail has been clearly demonstrated and is widely accepted within the community; 2) this may be the last opportunity to secure State funding to help with construction of a new jail for several years. Not seeking State assistance in the form of this grant would put 100% of the funding responsibility for a new jail on the County and its residents; and 3) submission of the grant alone does not tie the County's hands to accept an award offer and commit to the one-time and ongoing costs and funding options mentioned previously. Such a commitment would need to be made after being offered a grant award and in conjunction with signing a "funding agreement" with the State several months from now. The major reason not to proceed with submitting the grant application would be that the Board has no intention of seriously considering moving forward with the new jail even if the State should offer the County a grant award.

Attachment F is the proposed "AB 900 Phase II Grant Application" reflecting all of the above consistent with grant presentation requirements. You will note that the project cost and sharing plan contained on page 5 of the application form is slightly different than that depicted on Attachments C and D of this agenda packet. Staff will assure the Board that the two plans are totally consistent and only vary to extent the grant does not recognize some costs as "eligible" for cost sharing and requires other costs (even if already paid for such as the land and environmental clearance) to be listed.

Attachment G is the proposed "Board resolution authorizing the County Administrator to submit the AB 900 Phase II Grant Application". This resolution follows the format required by the State and is consistent with those submitted previously for the AB 900 Phase I (Jail) Grant and SB 81 Grant for the Juvenile Detention Facility.

Key Dates Moving Forward

Should the Board approve submission of this grant, the following is a listing of potential activities and key dates moving forward:

- **January 11, 2012:** Grant submission deadline. Staff plans to submit the grant application no later than January 4 (the day following Board authorization).
- **March 8, 2012:** The State is scheduled to approve and announce tentative grant awards.

- **April – May 2012:** If offered a tentative grant award, the Board will need to discuss whether or not to accept the grant and based on what financing scenario.
- **June – July 2012:** The Board will need to take action during this time frame should it desire to place any funding measure on the November 2012 ballot.
- **November 2012:** Potential vote on a funding measure on the ballot.
- **November – December 2012:** Approval of funding agreement with the State formally accepting the grant award and committing to the local match.
- **January 2013:** Approve a contract to begin design of the new jail.
- **January 2014:** Call for construction bids.
- **March 2014:** Receive bids and award construction contract.
- **April 2016:** Complete construction.
- **July 2016:** Occupy and begin operations of the new jail.

Recommendation

It is recommended that your Board approve the resolution (Attachment G) authorizing the County Administrator to submit the AB 900 Phase II Grant Application to secure up to \$33,000,000 in funding for construction of a new County jail.

Cc: James Mele, Sheriff/Coroner
 Keith Lunney, Undersheriff
 Donald Segerstrom, District Attorney
 Adele Arnold, Chief Probation Officer
 Robert Price, Public Defender
 Eric DuTemple, Presiding Superior Court Judge
 Jeanne Caughell, Tuolumne County Court Administrator
 Tim Miller, City Administrator
 Tuolumne County Grand Jury

Attachment A

2011 Tuolumne County Jail Needs Assessment Update

2011

Tuolumne County Jail Needs Assessment Update

Presented by *Harris and Harris Enterprises* with *Steven Reader Enterprises*
12/12/2011



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District Attorney

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INTRODUCTION

In November 2011, the Tuolumne County Administrator's Office contracted with HMC/Beverly Prior Architects to provide an updated Tuolumne County Jail Needs Assessment. Primary goals were to provide a current evaluation of the jail's needs and a Jail Needs Assessment Report, which is a requirement of the California Corrections Standards Authority before new inmate housing of more than 25 beds can be added. This report should be used in correlation with the 2008 Needs Assessment report, in that most of the findings of that report are still valid. The 2008 Needs Assessment report and this Update are also required for the County and Sheriff's Office to move forward in requesting grant or bond funding.

Clearly the current facility is inadequate and since it cannot feasibly be remodeled or added on to, must be replaced as soon as possible.

Purpose of report

The primary goal of this Jail Needs Assessment is to update the 2008 Needs Assessment Report and provide a sound document which is user friendly, can be updated each year and can easily be used as a road map to assist future jail planning. The information contained in the report should be used as follows:

- To identify any significant jail problems or deficiencies
- To review the current efficiencies of the County Justice System related to timely progression of arrestees through the system
- To evaluate pre-release and post-release programs designed to provide jail crowding management, out of custody rehabilitation and community corrections, and ensure court appearances.
- To evaluate the ability of the jail staff to safely house and observe the inmates
- To identify short term solutions to any significant jail problems
- To evaluate all levels of jail programs, including Title 15 mandates and rehabilitation programs
- To statistically compile and document jail inmate demographics and bed needs
- To identify long and short term remodel and building needs
- To provide a broad image of the size, scope and needs of future jail buildings or additions
- To ensure any proposed jail or additions are efficient and compatible to serve the overall goals of all the criminal justice agencies
- To incorporate planning, which not only enhances safety, but also affords the ability to provide health and rehabilitation programs for the inmates
- To evaluate current staffing levels and estimates the number of new staff that might be required for new jail construction

EXECUTIVE SUMMARY

The current jail is collocated with the Sheriff's Headquarters on a small city block in an all residential area. Constructed on a steep slope, the various levels with design additions and hallways are inefficient, can cause confusion, and is unsuitable for a correctional facility. There is no room to add on to the jail at this site and remodeling would seem financially infeasible.

There is virtually no aspect of the jail that is adequate or efficient. The facility was built in 1959 and added on to in 1986 and again 1993. The remodel efforts were in fact done in the existing 1959 structure by repurposing areas. This by nature limited the potential for adding on efficient additional housing and needed support space. The result is that all of the jail is virtually the antiquated linear design with all areas of support undersized. (See matrix for details). The result of legislation such as the Prison Rape Elimination Act (PREA) and Realignment (AB 109) will be very difficult for Tuolumne to adequately implement.

In interviews with County staff and the Criminal Justice Administrators and statistical review, it is evident the criminal justice system in Tuolumne is efficient, with a strong sense of cordiality between the various departments and a commitment to cooperation and making the system efficient and effective.

The Sheriff's Office's operational and design philosophy is not possible in the current labyrinth of hallways, different floors and linear housing.

With no or little direct visual supervision of the inmates in their housing units and no housing officer stations within the housing units supervision of the inmates must be accomplished by making cell checks. These cell checks are made randomly within the guidelines of Title 15. Very few services and almost no programs are possible at the housing units, therefore inmates must be moved to the one recreation yard on the roof in an unreliable, old and small elevator.

Again, because of the design, all inmate movement must be escorted, which is very inefficient. Inmates are escorted to, recreation, visiting, medical and programs. Only food and library services come to the inmates.

The Sheriff's Office Team has embraced the philosophy of modern jail design including:

- Podular design in which all services come to or are adjacent to the inmate housing units.
- Direct supervision or direct visual supervision in which there is either an indirect (Behind glass) or direct supervision station within the housing unit.
- A design in which inmates can be safely moved without an escorting officer.
- Adequate program space in or adjacent to the housing units where a myriad of required and optional rehabilitation programs can be offered.
- An appropriate mix of classifications in and suitable number of single and double cells and dorms.
- Providing adequate and the appropriate space for all support functions.

The entire jail population was profiled, as well as current statistical information. The report provides a clear picture of the Tuolumne County Jail inmate population and includes a demographic study.

The classification system on its face meets the California Code of Regulations Title 15, State, and Federal requirements. There are some problems with the system. The Tuolumne County Jail classification system consists of a correctional officer assigned part time to inmate classification and the jail sergeants providing oversight. Unfortunately, Tuolumne County Jail design is inadequate to provide separate special housing areas and therefore, the classification system effectiveness is questionable. A new facility is desperately needed.

The system functions because of the expertise and efforts of the sergeants. The "Classification officer" works Monday through Friday from 0730 to 1530 hours. The officer has other collateral duties that include: transportation of inmates to and from other facilities (Up to 50% of his time), fire safety officer, trainer, and fills in for officers needing breaks. The classification officer has not received any formal training in Objective Inmate Classification. The classification officer does not have access to the classification instrument in the Jail Records Management System. In reality, the classification officer does not perform the essential functions of classification the sergeants do.

The antiquated and poorly designed jail does not allow for adequate or effective inmate classification requiring the sergeants to house inmates where there is space available rather than an objective inmate classification system.

The jail staff reported that some inmates who violate jail rules are not sent to Disciplinary Isolation as there are often no available beds. This practice results in a breakdown in inmate discipline and increases the potential for violence and crime within the current facility.

The jail needs separate jail beds for each of the special housing inmates, such as:

- Administrative Segregation (ADSEG)
- Disciplinary Isolation
- Mental Health
- Protective Custody
- Gang

With the exception of inmate recreational reading (Currently suspended for security reasons) all Title 15 requirements are being met. More complex and in depth rehabilitation, life skills, and education programs are nonexistent or minimal. Tuolumne has an enthusiastic civilian non-sworn professional staff member who is specifically assigned as the Inmate Program Specialist to manage inmate programs within the jail. The Inmate Program Specialist is enthusiastic about expanding the number and sophistication level of the programs, however, realizes this will be difficult to accomplish given the limitations of the facility.

The Sheriff is very supportive of inmate programs and clearly there is a shared philosophy that providing inmates with both required and voluntary rehabilitation and self-help programs is supported by County departments and officials. Interviews with criminal justice staff, County Administration, and Health officials indicate support for existing programs, and if possible adding new programs. The configuration of the existing jail does not allow for extensive programs due to inmate movement issues and the limited, somewhat remote and poorly supervised program space. There is only the one "library" or multipurpose room for jail programs for the entire jail population. The need for a closed circuit television channel for inmate programs was repeatedly mentioned.

It is clearly a belief and goal that a new facility would include space for a full gamut of inmate programs. Because of this desire to provide better quality mandatory programs and increased rehabilitation programs, the new jail programming must include:

- Adequately sized program space at each housing unit to meet all mandatory and classroom rehabilitation training needs
- Program space must be easily accessed by program staff
- Program space must be directly visible to the control officer for the safety of program staff and the inmates
- Provide sufficient number and size of recreation yards adjacent to the housing units for ease of use and if possible exceeding Title 15
- The ability to provide culinary training in the kitchen and other vocational skills training should be planned.

There are many unknowns related to the impacts of Realignment (AB 109), however, it is predictable that longer stays in jails, likely years, will result in stresses on the system, especially recreational and rehabilitation programs. Many prisoners who have done State Prison time will be very unsatisfied with the program offerings and recreation space. It is predictable that long term inmates may initiate legal actions against jails.

With the implementation of AB109 Realignment, Tuolumne County has prepared a plan to phase in several programs to meet future requirements. Those plans include:

- Day Reporting Center
- Electronic Monitoring Program
- Day Treatment Center
- Work Release Program (Expansion)

Of these, the only program currently in place is a modest version of Work Furlough.

As stated in several areas of this report, the Tuolumne County jail is forced to release a significant number of inmates every year due to space restrictions. These releases represent their best effort at identifying those inmates that have committed less serious crimes and have fewer repeat offenses. Of course, this reduces their ability to hold violators accountable.

Due to AB109 Realignment, Tuolumne will have a projected additional 51 average daily population at full implementation in 2015. These additional inmates represent a projected 47 new "County Felonies" with 70% (33) projected to be sentenced to greater than three (3) years, and 30% (14) projected to be sentenced to less than three (3) years, and four (4) being Post Release County Supervision (PRCS) Returned to Custody (RTC) for non-technical violations. These four will have an average length of stay of 30 days, however, the projection represents an ongoing four beds in their **average daily population** since there will be an ongoing series of violators.

Since these new inmates into the system are felonies that would have previously been sentenced to State Prison, their in-custody security level would be equivalent to the jail's maximum or high-medium security. This in turn will force Tuolumne County to release 51 low security inmates in aggregation with the early releases.

It is the intention of Tuolumne County to send those inmates forced out of the jail system into the new programs. There has been no accounting or projections of how many of these inmates will violate the terms of these new program(s) and require a return to custody. The Tuolumne County recidivism rate is 75% for the jail, but this does not represent program failures. Therefore, an unknown number of these persons will violate their terms and require incarceration.

In essence, Tuolumne County is significantly impacted now and will be severely impacted in the future. In addition to numerical impactation, their facility is outdated, decrepit, and in dire need of replacement. The project team has toured nearly seventy correctional facilities and believes that Tuolumne is ranked as one of the worst in the State for physical plant. This is no reflection on the hard work and professionalism of the jail staff, which we have found to be highly competent and conscientious.

Since Tuolumne County has so few programs, mostly due to a lack of space and resources, programming of the proposed facilities is a new endeavor that is very speculative. Additionally, the true impact of AB109 has no historical reference, thus adding to the supposition of the success and costs of any new programs.

Of particular concern is the issue of the compounding number of inmates that will require bed space due to the long term sentences. New county felonies with sentences greater than one year (nearly all of them) will accumulate in the facility. Those with long-term sentences will require long-term bed space and will skew the average length of stay and average daily population.

As stated in other sections, the policies of Tuolumne County and their intended programs should have a positive effect on relieving some pressure off of the impacted facility. However, with the combination of early releases, new county felonies with longer sentences, compounding number of long-term inmates, and an unknown failure rate for program participants, the relief is tenuous. This is less a matter of Tuolumne's ability to provide for future programs, as it is a symptom of an inadequate facility.

The adequacy of the current staffing levels appears marginally acceptable with the caveat that because staffing is at a minimally adequate level, any occurrences, such as long-term disability, can cause shortages and the need to use overtime for coverage. This was the case at the time of this study. The use of a custody officer to supplement transportation is a concern, as it inhibits the ability to adequately manage the facility when this officer is on the road. There is also the frequent use of the classification officer to schedule and assist on transports, taking away from the important task of classification.

Also, the adequacy of the staffing level is deceptive because of the very nature of a linear designed facility in which there are no housing control officers watching from within the unit, but only "rovers" at makeshift officer stations who randomly walk through. This allows for a very subjective evaluation of staffing adequacy. If the jail was designed for better visual supervision and better officer-inmate interaction, more officers would be required rather than less, therefore, a much needed new facility will almost assuredly require more staff.

During the design process and programming of a new jail, the architects will need to work in concert with the Sheriff's Office to provide a design that is staffing-efficient and meets the security requirements for the safety of the inmates and the staff. In review of preliminary programming documentation, it appears an additional 7 to 15 personnel may be needed in addition to the existing staff. Without a definite facility design and without a full staffing study for the new jail, we are estimating based on the available information.

The current Tuolumne County Jail design does not allow the ability to properly visually supervise the inmates. This is a significant problem for the safe operation of the facility. It is problematic for observation for the safety of the inmates, but also for the safety of the staff. The facility is essentially completely linear in design. With linear supervision, officers can only intermittently visually supervise a few inmates at a time. In Tuolumne County Jail, the linear supervision is made harder because certain areas of the jail have secondary hallways with cells attached making it even more difficult to visually supervise the inmates. To their credit, the Sheriff's Office has designated and

provided fixed post stations as close as possible to the housing units. At one of these stations in the hallway, the officer has a view into part of one unit.

Circulation areas, laundry, kitchen, program areas, and portions of the jail cannot be visually supervised. The use of cameras improve this somewhat, however, even the camera monitoring locations are problematic due to poor original planning many years ago leaving blind spots within the facility. Clearly, these deficiencies will make it difficult for Tuolumne County to comply with the Prison Rape Elimination Act (PREA).

Sheriff's management and supervision is well aware of this deficiency and hope a new jail can be funded to rectify this potentially dangerous condition.

The jail record's personnel, including the Lead Booking Clerk and her staff, provide excellent record keeping and inmate files. This coupled with the excellent Jail Management System make retrieval of information and reports uncomplicated. Records and files are kept a minimum of five years with the majority of the information available for much longer. The booking information is thorough and orderly.

The following matrix provides the reader of this document a brief summary of the findings and recommendations for sections required by Title 15, Section 13-102. (C) 2. There is also a page number with reference to a full narrative that provides justification for the recommendations and statistical analysis where appropriate.

FINDINGS AND RECOMMENDATIONS MATRIX

Finding	Recommendation	Reference Page No.
A. Elements of the System		
Existing Facility		
The Tuolumne County Jail built in 1959 has exceeded its design and building lifespan, has a multitude of deficiencies, and is inadequate for the requirements of modern correctional needs.	Build a new jail facility	Pg. 21
The jail site is on a small city block in a residential area. The jail is next to city streets and an historic cemetery, it cannot be expanded.	A new jail should be built on the newly acquired County Law and Justice Center.	Pg. 21
Booking and Intake is undersized and not easily observed. It is marginally acceptable.	None	Pg. 22
The Medical housing and space needs are inadequate, with only a small office and an undersized exam room. There is no room for expansion in the jail. There are no infirmary beds or negative pressure cells for airborne diseases.	Program and build appropriate medical space in the new jail. Given the current and future size of the jail, an inpatient housing area should be programmed as part of a new jail.	Pg. 23
Specific Mental Health and long term suicide prevention housing is not provided in the current facility.	Program and build appropriate mental health-sheltered housing and suicide prevention observation beds in a new jail.	Pg. 25
Administrative space at the jail consists of one office and two converted storage closets. There is no room for expansion.	Program and build in new jail	Pg. 26
Staff support space consists of a small break room and two locker rooms in the basement vehicle sally port area. Very cold-unprofessional and inadequate	Program and build in new jail	Pg. 29
There is no training space in the jail. Training must be done at other locations.	Program and build in new jail	Pg. 30
All aspects of the 1959 kitchen built to feed 48 and not expandable, are inadequate.	Program and build in new jail	Pg. 31
The Laundry is small with only one washer and two dryers. If the washer breaks staff must take quarters and the laundry to the local Laundromat. Because of the location of the laundry, replacing	Program and build in new jail	Pg. 35

Finding	Recommendation	Reference Page No.
equipment is a major project.		
There is no maintenance space at the jail, which makes it difficult and inefficient for maintenance staff.	Program and build storage and work area in a new jail	Pg. 35
The Tuolumne County Criminal Justice System		
Interviews with the County's criminal justice administrators and statistical review indicate that the criminal justice system in Tuolumne is efficient, with a strong sense of geniality between the various departments. There is a commitment to cooperation and making the system efficient and effective. There were no great concerns of misuse of continuances, plea bargain etc. Cooperative planning has been displayed in AB 109 implementation meetings.	Recommend exploration of implementing a Criminal Justice Policy Committee to improve shared decision and policy making. The Public Defender should consider implementing policies which could allow earlier disposition of cases.	Pg. 36
B. Operational Design Philosophy		
Operational Requirements of Existing Facility:		
The Sheriff's Office operational and design philosophy are not possible in the current labyrinth of hallways, different floors, and linear housing. With no or little direct visual supervision of the inmates in their housing units and no housing officer stations within the housing units, supervision of the inmates must be accomplished by making cell checks. These cell checks are made randomly within the guidelines of Title 15. The Jail Team is excited about the possibility of providing more appropriate operations.	Design and build a new facility which provides: <ul style="list-style-type: none"> • A podular design in which all services come to or are adjacent to the inmate housing units. • Direct supervision or direct visual supervision. • Adequate program space in or adjacent to the housing units. • An appropriate mix of classifications housing areas. • Adequate and appropriate space for all support functions. 	Pg. 48
Very few services and almost no programs are possible at the housing units; therefore inmates must be moved to the one recreation yard on the roof in an unreliable, old and small elevator.	Continue to embrace and support more programs. Provide new facility with a wide range of programs.	Pg. 48
Movement of Inmates in Existing Facility:		
Because of the current design, all inmate movement must be escorted, which is very	The new facility should incorporate a design in which	Pg.48

Finding	Recommendation	Reference Page No.
inefficient and staff intensive. Inmates are escorted to recreation, visiting, medical, and programs. Only food and library come to the inmates.	services and programs come to the inmates, and when moved, it is possible without an escorting officer.	
C. Current Inmate Population		
The entire jail population was profiled, as well as current statistical information. The report provides a clear picture of the Tuolumne County Jail inmate population and includes a demographic study.	Refer to Section C narrative and tables.	Pg. 49
D. Current Classification System		
<p>The classification system on its face meets the California Code of Regulations Title 15, State, and Federal requirements. There are some problems with the system.</p> <p>The antiquated and poorly designed jail does not allow for adequate or effective inmate classification requiring the sergeants to house inmates where there is space available rather than an objective inmate classification system.</p>	<p>Look into a full-time classification officer.</p> <p>The jail needs separate jail beds for each of the special housing inmates, such as:</p> <ul style="list-style-type: none"> • ADSEG • Disciplinary Isolation • Mental Health • Protective Custody • Gang <p>Construct new jail.</p>	Pg. 57
E. Program Needs		
Existing Programs		
With the exception of inmate recreational reading (currently suspended for security reasons) all Title 15 program requirements are being met.	Jail Administration must determine an appropriate way to reinstitute the library program.	Pg. 60
Complex and in depth rehabilitation, life skills, and education programs are nonexistent or minimal due to lack of program space.	In the short term, the closed circuit television system for playing educational and rehabilitation programming in the housing units as sought by the Program Coordinator should be implemented.	Pg. 60
Future Programs		
It is clearly a goal of the Sheriff's Office and	New jail programming must	Pg. 62

Finding	Recommendation	Reference Page No.
County Leadership that a new facility would include space for a full gamut of inmate programs.	<p>include:</p> <ul style="list-style-type: none"> • Adequately sized program space at each housing unit • Program space must be easily accessed by program staff • Program space must be directly visible to the control officer for the safety of program staff and the inmates • Provide sufficient number and size of recreation yards adjacent to the housing units for ease of use and if possible exceeding Title 15 minimum • The ability to provide culinary training in the kitchen and other vocational skills training should be planned. 	
The Impact of AB 109 on Programs:		
<p>There are many unknowns related to the impacts of Realignment (AB 109), however, it is predictable that longer stays in jails (likely years) will result in stresses on the system, especially recreational and rehabilitation programs. Many prisoners who have done State Prison time will be very unhappy with the program offerings and recreation space size. It is possible long term inmates will initiate legal actions against jails to obtain similar privileges provided in prison.</p> <p>There is a projection of an increase in the Average Daily Population by 51 inmates as a result of</p>	<p>Phase in programs from CCP Implementation Plan to help relieve jail population.</p> <p>Construct new jail facility to manage jail increases.</p> <p>In planning a new jail, consideration of this possible outcome should be well thought-out.</p> <p>None, information only.</p>	Pg. 63

Finding	Recommendation	Reference Page No.
AB109. This assumes full implementation by 2015. Additional impacts will include program violators, compounding numbers of inmates, and long-term jail sentences.		
F. Analysis of Local Trends and Characteristics		
Historical trends and analysis are provided in detail in the narrative section of this report.	See appropriate section.	Pg. 79
G. Adequacy of Staffing		
Current Staffing Levels		
The adequacy of the current staffing levels appears marginally acceptable	Operating with minimum staffing levels inherently can lead to overtime when staff is absent for long periods.	Pg. 91
The use of a custody officer to supplement transportation is a concern, as it inhibits the ability to adequately manage the facility.	Consider additional transportation staff	Pg. 92
There is also the frequent use of the classification officer to schedule and assist on transports, limiting ability to properly classify the inmates. Classification will have even greater importance because of PREA and AB 109	Consider additional transportation staff	Pg. 92
If the jail was designed for better visual supervision in a podular design and better officer-inmate interaction, more officers would be required, rather than less, a much needed new facility will almost assuredly require more staff.	None, information only.	Pg. 92
Staffing a New Jail		
During the design process and programming of a new jail, the architects will need to work in concert with the Sheriff's Office to provide a design that is staffing efficient and meets the security requirements for the safety of the inmates and the staff.	Review of preliminary programming documentation, it appears an additional seven to 15 personnel <u>may</u> be needed to supplement existing staff. Less staff may be possible; however, safety will be in question. Formal staffing analysis by National Institute of Corrections (NIC)	Pg. 94

Finding	Recommendation	Reference Page No.
	may be in order.	
With a new jail and increased beds and inmates, it will require inpatient housing in medical.	24 hour medical staff is recommended in the future.	Pg. 94
H. The Ability to Provide Visual Supervision		
The Jail design does not allow for proper visual supervision of the inmates. This is a significant problem for the safe operation of the facility. It is problematic for observation for the safety of the inmates and the staff. The facility is completely linear in design. Only intermittent visual supervision is possible These deficiencies make it difficult to comply with PREA	Adding cameras may help, except, even the camera monitoring locations are problematic due to poor positioning.	Pg. 97
Sheriff's management and supervision is well aware of this deficiency and the dangers it causes	A replacement jail is required to rectify these design deficiencies.	Pg. 97
I. Adequacy of Record Keeping		
Tuolumne County jail records personnel provide excellent record keeping and inmate files. This coupled with the excellent Jail Management System make retrieval of information and reports uncomplicated.	Compliments, no recommendations	Pg. 97
J. History of Systems Compliance		
The Tuolumne County Sheriff's Office Jail personnel are a dedicated and professional group. Through their efforts the jail is consistently in compliance with regulations. The Project Team viewed multiple inspections by the following agencies and found compliance with only minor	None	Pg. 97

Finding	Recommendation	Reference Page No.
<p>deficiencies noted and rectified:</p> <ul style="list-style-type: none"> • Corrections Standards Authority Biennial Inspections • Fire Marshall • Health and mental Inspections • Environmental Health • Grand Jury reports 		
The CSA Inspection and repeated grand jury reports were critical of the age of the jail and the related unfixable issues. The grand jury reports vigorously called for the building of a new jail.	Comply with the grand jury recommendations; build a new jail	Pg. 98
K. Unresolved Issues		
<p>The following are issues which must be resolved in the near future:</p> <ul style="list-style-type: none"> • Identify funding to replace antiquated and inefficient jail facility. • While difficult, considering the crowding and limitations of jail housing, insure classification staff is full time. Provide less reliance on supervisors for ongoing placement. • Review procedures and practices for using jail custody posts to supplement jail inmate transport. • Review adequacy of medical coverage which is not provided other than day time hours. • Maintain exemplary records of the impact of Assembly Bill 109 to determine impact and adequacy of policies in place to handle the additional inmate impact. 		Pg. 99

METHODOLOGY

The Needs Assessment Update projections are the result of trends from the past eleven (11) years, reports and files review, and the expertise from those involved in the project.

By using a combination of computer-generated statistics, statistics gathered by staff and consultants, and other reports, there is an adequate amount of quality information to provide reasonable needs assessment projections. Information contained in this report was established through the following processes:

- Gathered historical data on trends from the past years through use of computer reports and historical County and State reports.
- Reviewed historical information and interview Sheriff's Office and County managers and supervisors to determine facility building history and relevant issues.
- Reviewed inmate files to obtain a picture of the current inmate population.
- Interviewed custody staff.
- Interviewed jail non-custody and custody personnel who provide current programs to determine programs offered and levels of effectiveness and participation.
- Interviewed and observed Sheriff's personnel and correctional staff to determine operational, staffing, and other concerns related to the jail.
- Interviewed and involved other County officials and the criminal justice department managers to determine the overall efficiency of the system and the impact on the jail.
- Reviewed regulatory agency inspection reports.

The jail and inmate profiles were completed using a "snapshot" of the inmate population. However, instead of using a random selective approach of a percentage of the inmates, all inmates in custody were used for the profile study.

Population projections were derived from the U.S. Census Bureau and the California Department of Finance.

Staffing projections were derived by using basic tenets of the National Institute of Corrections (NIC) staffing analysis format.

PLANNING ASSUMPTIONS

1. The inmate population jail bed need will continue to increase at a rate similar or likely greater than historical patterns from the past five years given the history of self-imposed inmate capacity limits and the impacts of Realignment (AB109).
2. The County will continue to explore programs and community corrections sentencing alternatives, including exploring a pre-trial “own recognizance” program to limit as much as is practical inmate population increases in the jail.
3. The current incarceration rate of 23.7 per 10,000 County residents will likely remain the same or be greater due to lifting the capacity limits and AB 109.
4. If a new jail is built it will be a part of a new Law and Justice Center on County owned property.
5. Adding on to the existing jail is virtually impossible given the site and condition of the structure.
6. The needs assessment team will delineate all needs and efficiencies whether or not there is funding to meet the needs identified.
7. It is critical that any new facilities must be efficient, and any recommendations should consider staffing and operations efficiency.
8. Consultants will review the impact of transportation of inmates between the current jail and the court holding a couple blocks away.
9. The County realizes it has a responsibility to provide sufficient jail beds and space to provide the smooth operation of the criminal justice system, ensure public safety, and meet constitutional and regulatory requirements for care of the inmates.
10. Any new inmate housing will provide sufficient rehabilitative programs to assist offenders in being law abiding contributing members of society and bettering their lives and avoiding recidivism.
11. The jail, while providing sufficient inmate housing, must additionally provide sufficient support space for a safe and efficient operation. Therefore, consultants must also review and determine if support space is adequate. Examples of important support space include intake/booking, medical, mental health program, suicide prevention, food services, laundry services, and storage. Staff and support spaces such as locker rooms, workout room, and staff dining must also be reviewed for adequacy.

HISTORICAL PERSPECTIVE

The Tuolumne County Jail is located at 175 Yaney Avenue, Sonora, California on a narrow one block parcel in the middle of a residential area. The jail cannot be expanded as it is sandwiched between narrow city streets, homes and a historic cemetery. Conflicting information indicates this Sheriff's Office headquarters and jail were constructed between 1959 and 1962 with a capacity of 66 inmates. The jail was typical of that era during which many California jails were constructed with Federal funding. This portion of the jail, which is linear in design, also included the current kitchen. Additional housing was added in 1986 when a medium/maximum security housing unit was built increasing the jail's rated capacity to 96 inmates. Unfortunately, while jail design had improved greatly since 1962, this housing unit also lacked direct visual supervision and is effectively linear design. The last addition was completed in 1993, likely with state proposition 52 and 86 funding and increased the capacity to 153 beds. Unfortunately, it appears that again the planners did not include the ability to directly supervise the inmates and the resulting dormitories are also in effect linear, with only occasional officer visits per Title 15 and as time permits.

The 2008 needs assessment report indicates; "In 1991, a Federal lawsuit, *Ercoli v. County of Tuolumne*, reduced the capacity to 108 inmates from 1991 to 1993." In 1993, the cap was reset to 120 inmates upon completion of the 1993 jail expansion project. In 1993, the Corrections Standards Authority (CSA) established a rated capacity of 149 inmates for the jail; however, the Federal Court limited the capacity to 120 inmates because of staffing issues. This lawsuit was vacated in December of 1996 and the jail now operates under a self-imposed capacity of 140 beds for classification purposes.

The Jail is smaller and older than many California jails and has unique operational and staffing needs related to the size and inefficient design. The jail's older sections consist of outdated steel barred linear inmate housing design no longer recommended in modern correctional facilities. There is only intermittent supervision of the inmates as an officer walks through the hallways. This together with other older and deficient areas of the jail, coupled with the extreme difficulty to attach or add on new housing is a concern of the Sheriff, his staff, and County leaders.

Replacement of the jail is just one of several Tuolumne County facility needs. However, it is recognized by County leaders that the jail is the highest priority. The County has very little available funds for capital building expenditures and faces demands for new and replacement facilities that cannot be met. Unfortunately, jails are among the more expensive buildings to construct, but failure to provide safe and code compliant inmate housing presents significant liability to the County.

While this Jail Needs Assessment can be used as a planning and budgetary tool to assist County decisions on capital projects, is not intended for use as a detailed document for construction design, funding allocation or staffing decisions. The Needs Assessment Update is a component of the more formal planning and architectural programming study. The report will be a part of the Architectural Space Program which will develop building options, as well as more exact construction and operating costs.

A. ELEMENTS OF THE SYSTEM

Condition of Existing Facilities

The Tuolumne County Jail has exceeded its design and building lifespan, has a multitude of deficiencies, and is inadequate for the requirements of modern correctional needs.

Several visits, tours and meetings at the jail have revealed a quality staff dedicated to their profession. Unfortunately, no matter how dedicated staff is, the physical design, age, and condition of the old jail makes it very difficult to properly visually supervise and separate the inmates.

A glaring and unfortunate reality is that the last two additions to the jail in 1986 and 1983 did little to enhance inmate supervision or rectify jail inadequacies and seemingly added to the list.

- Older linear inmate housing areas which cannot be supervised except when an officer opens doors and walks into the areas
- Steel bars and bunk beds which offer opportunity for suicide by hanging
- Inadequate visual supervision of inmates at every housing area
- Inadequate support areas such as vehicle sally port, intake, control rooms, administrative space, staff break, staff locker rooms, and storage
- Inadequate medical area
- Inadequate mental health and suicide prevention areas
- Inadequate laundry
- Inadequate kitchen, receiving, refrigeration and kitchen storage
- Inadequate programs space and a design that does not allow direct visual supervision of programs and recreation

Following is a discussion related to the components of the Tuolumne County Jail:

Jail Site

The current jail is collocated with the Sheriff's Headquarters on a small city block in an all residential area. Constructed on a steep slope, the various levels and design additions and hallways cause a maze-like inferiority and confusion unsuitable for a correctional facility.

The drawbacks and shortcomings of the site include:

- ***Remote to court:*** The jail is not connected to the courthouse, which is several blocks away, causing costly and dangerous transportation of inmates.
- ***Remote to other criminal justice departments:*** The other associated criminal justice departments are not close to the jail. It is inefficient and time consuming for County employees and the public.
- ***Proximity to street and homes prevents proper security:*** The jail is up against streets on three sides with no buffer from vehicles or ability to construct a fence or other security barrier.
- ***Adjacent to historic cemetery:*** The fourth side of the jail is adjacent to a historic cemetery which limits expansion in that direction and like the surrounding residential area, is an incompatible function as visitors and tourists wander the site.

Condition of the Jail and its Various Components

Booking and Intake

Vehicle Sally Port

The vehicle sally port is a secure area; however, the size of the area is very limiting. With room for only two standard sized transportation vehicles there are two primary problems:

- When more than two arresting officers arrive with prisoners they must either wait or compromise security. A larger sally port is required which provides space for more vehicles.

The new vehicle sally port should be sized to negate the shortcomings of the existing one by being sized appropriately.

Transportation Sally Port and Hallway

The new pedestrian/transportation sally port should be sized for twelve.

Intake-arresting officer area

The new intake-arresting officer area should have room for four arresting officer stations, breathalyzer functions and an intake counter.

Booking Room and Holding

This area is currently inadequate for their needs.

Inmate Personal Property Storage

The new inmate personal property storage area must contain space sized appropriately and easily accessible to staff. Bags or boxes would be appropriate.

Dressing areas

The intake and releasing dress areas are inadequate. The new facility should contain at least two dress-in and dress-out areas for inmates.

Releasing

Releasing of inmates is accomplished in the same area as inmates coming into the jail; this practice is necessary for a small jail; however, any future jail planning should discourage this practice.

A separate releasing area must be provided in a new facility.

Transportation

Because the jail and the courts are separated by a couple blocks, inmates must be loaded into van(s) and transported to and from court. Because only one transport officer is authorized, transportation must be supplemented by jail custody staff. This is inefficient and can short the jail of staff to properly supervise the inmates.

A tunnel to a future court and space specific to transportation should be a part of any new jail.

Medical – Infirmary

Medical and most mental health services are provided under contract with California Forensic Medical Group (CFMG), with some mental health assistance from County Behavioral Health.

Medical Housing and Space Needs

In conducting interviews with the CFMG Medical Program Manager and County Behavioral Health Director, it became clear there are many issues related to medical and mental health needs, especially related to lack of space (See Medical Beds and Spaces below). As with almost all areas of the jail, there is neither space - nor method of adding space - for needed medical needs. If a new jail is built it must include adequate medical facilities.

Medical Staffing

The jail only has a daytime medical presence, which seems insufficient for the inmate capacity and number of bookings. Since significant activity carries into the evening hours and inmate activity in the housing units remains at a higher level, Sheriff's Administration should consider expanding medical coverage. After the nurse goes off duty, those inmates and arrestees requiring treatment or evaluation must be sent to the hospital.

Medical Beds and Spaces

There are no beds and cells for housing inmates even temporarily for medical or mental health purposes. Inmates needing medical or mental health beds are transferred to other facilities. This is costly and inefficient.

There are numerous deficiencies related to the medical unit, a few of which are:

- ***Inmate Waiting:*** Inmate waiting consists of three chairs in a circulation hallway. This is unsafe and risks mixing of classifications and therefore is seldom used. Because there is virtually no waiting area, officers are constantly retrieving and escorting inmates to medical. This often causes medical to wait for the next inmate. The inmate waiting area needs to be enclosed to ensure that confidential medical information cannot be overheard by other waiting inmates.
- ***Exam Room:*** Is an inadequate space off the Program Managers office.
- ***CFMG Program Managers Office:*** The Program manager's office serves almost every purpose as it is one of only two rooms assigned to medical.
- ***Nurses' Station:*** There is no nurse's station. There is no room for a copier, fax, or adequate space for current files.
- ***Pharmacy:*** The pharmacy is just a locked cabinet in the program manager's office. The pharmacy should have its own room and be lockable and only entered to retrieve medication/supplies.
- ***Medical Beds:*** There are no medical beds, which has obvious concerns. There is no ability to house inmates even temporarily for even minor needs. It was mentioned that something as simple as sleep apnea treatment is difficult.
- ***Suicide Prevention Beds:*** There are no beds or cells for suicide prevention other than safety cells. This is covered below in the Mental Health section.
- ***X-Rays:*** It has become standard in many facilities to have a portable X-ray and technician come to the jail for this purpose. What is unusual with Tuolumne is that due to space constraints and jail configuration, X-rays must be done in the basement vehicle sally port.
- ***Sheltered Housing:*** The dorm for sheltered housing has leaking plumbing, roof, and shower area. It exhibits the general decrepit nature of the facility.



Sheltered Housing Tank



Skylight in Sheltered Housing



Sink in Sheltered Housing

Mental Health Housing and Drug Treatment Space Needs

Interviews with jail management, CFMG Medical Program Manager and the County's Behavioral Health Director, and input from his staff, indicate that space for both mental health housing and mental health programs is nonexistent.

The Behavioral Health Director related that the relationship with CFMG medical providers is good, however, the lack of appropriate space makes providing proper care very difficult. She expressed interest in offering more programs and services to mentally ill inmates; however, there is no funding, nor program space to safely provide these services. Related to this, she advised that there is a desire to provide other health programs such as tobacco cessation and drug resistance training; however, it is unlikely funding will come available.

The County MFT/LVN assists at the jail and provides treatment at least one day a week. Also provided is crisis response, including 5150 W&I evaluations, medication advocacy, agitated inmate evaluation and counseling, and suicidal inmate evaluations.

- ***Suicide Prevention Issues:*** There are no suicide prevention cells other than safety cells. Safety cells work for the short term, however, housing an inmate with a lengthy suicide threat is problematic. Safety cells which cannot be viewed from the outside unless near the small window are staff intensive with frequent checks required. The facility lacks sufficient suicide prevention alternatives. Further there are no interim or step down alternatives for an inmate who is determined as "possibly suicidal".

Because the jail does not plan on operating the infirmary 24-7 and because no officer will be assigned there, it cannot be used for 24 hour per day suicide prevention. The County should consider implementing at least one suicide resistant cell. This cell will also have a camera monitored by the officer and central control. Two of the most important factors in preventing suicides, besides identifying potential suicidal inmates, is clear and constant supervision of the inmate by direct observation and cameras and by removing any methods of equipment, inappropriate clothing et cetera, from within the cell which could be used to facilitate the suicide attempt. Any future jail should have an appropriate number of such suicide resistance cells.

- ***Facility Age and Design Contribute to Suicide Attempts:*** An issue raised by many staff and the medical professionals was the fact the jail was not designed in 1959 (or in subsequent additions) with suicide prevention in mind. There are numerous attachments on which an inmate can tie off for hanging purpose. Metal bars, vents and screening are examples. There are many blind spots where inmates cannot be seen, enhancing potential suicide success.
- ***Housing for Inmates with Specialized Mental housing and Treatment Needs:*** Space needs to be added for inmates with mental health or drug psychosis in which they are “acting out” or displaying bizarre behavior and as such, are very difficult to house with other inmates. Other inmates are very intolerant of inmates who display bizarre or different behavior; however, often inmates fitting in this category get along well when housed with each other. Providing some appropriate housing for the safe and efficient housing as well as programs and treatment of the mentally ill should be a high priority.
- ***Realignment/AB109 Impact on Inmate Mental Health Programs:*** The Behavioral Health Director advised there is currently no funding allocated for mental health or drug rehabilitation programs for AB109 inmates, though there will surely be an impact.
- ***Mental Health Space as Part of a New Jail:*** Any new jail should provide space for mentally ill inmates and some space for mental health staff to work. These spaces do not exist in the current Tuolumne Jail. Some of the mental health space needs include: interview room, safety cell, suicide watch cell, medical/mental health infirmary bed, and staff cubical office space. Shared space to provide substance abuse reduction and other programs is needed, preferably visible to staff to observe inmate conduct for the safety of treatment staff.

Recommendations

All of the above deficiencies for medical and mental health needs should be addressed in any new building.

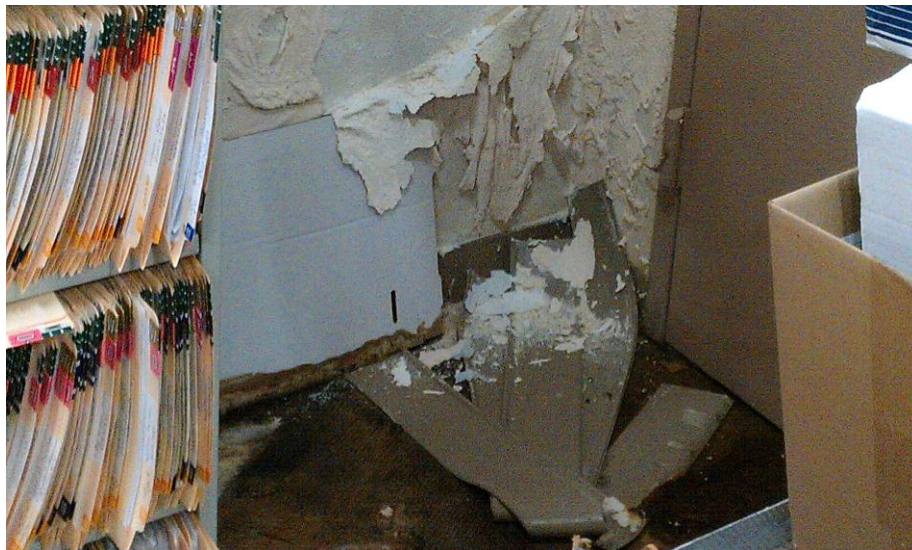
Administration Space and Staff Support Space

Administrative and Staff Offices

The administrative and staff spaces are very inadequate. Other than the former Jail Commanders office there is little admin space. All other spaces are inadequate. The classification officer has space in an old storage room and the file room has leaks into the flooring and walls.



Classification Office (Reclaimed closet space)



File Room



File Room Access

Staff Dining

The only place for jail staff to take a break or have lunch is adjacent to the inmate circulation corridor next to the metal detector. The location is small, austere, and inadequate. There is old furniture and no windows. Unlike other county staff, jail employees must remain in the jail for lunch in order to be available to respond to emergencies, therefore having adequate dining space is very important. A staff dining and break room is essential to morale given the nature of correctional work. The officers must be afforded a setting where they can get away from the inmates and have a few minutes to relax. Any new jail must have a staff break/lunch room.



Staff Dining (Clear access from inmates in booking room)

Briefing, Conference and Training

Currently jail staff shares briefing, conference, and training space with other units of the Sheriff's Department, including patrol.

Locker Rooms

The locker rooms are in the basement in the same dank area described earlier, with leaking pipes, inadequate light, and poor facilities. The rooms consist of older, smaller lockers. As stated, this space is dark, cold and uninviting. There is no shower for officers to use after they take a run or otherwise workout. The floors are bare concrete and leaks in the overhead pipes are not uncommon.



Staff Locker Room (Bare Concrete Floors)



Bucket to catch water from leaking roof outside locker room

Workout Room

The Tuolumne County Jail does not have a workout room for custody officers. Workout rooms are common to law enforcement and corrections and offer an avenue for strength and fitness as well as morale and retention. Given the nature of the business, providing officers the ability to stay strong and fit makes sense.

Recommendations:

1. The staff dining is in a poor location at inmate circulation and metal detector location. It is small, cramped and inadequate; any new facility should contain a break/lunch room.
2. Space is needed for locker rooms and briefing
3. Officer fitness is critical, an inmate work out space should be provided. It is standard space in new jails.

Kitchen – Food Services

It cannot be overstated how inadequate the entire kitchen facility is for preparation of food for the current and future inmate population. Built in 1959 for 66 inmates, the current kitchen is undersized in every aspect, cannot be enlarged due to site constraints, and must be replaced. It is planned that the kitchen will soon prepare food for the juvenile hall wards also; this will be very difficult with the existing space and equipment. There are no staff amenities and working conditions for staff working in very close contact to the inmate workers is undesirable.

Food is prepared under contract by Aramark Food Service and the kitchen manager and cooks seem very dedicated and competent. However, the small and crowded kitchen makes daily preparation of food a challenge.

- ***Future Cook Chill Kitchen System:*** While the future of the jail is unclear, there appears to be a need for a modern cook-chill kitchen which would allow for preparing food for the main jail and remote locations such as the juvenile hall. Interest was also expressed by the Food Service Director to contract with other counties with insufficient kitchens for food services. The cook-chill system would make this possible and could be a source of much needed additional revenue.
- ***Food Preparation and Equipment Space:*** The biggest problem facing the kitchen staff is lack of actual kitchen space. The food preparation area is very cramped making movement within the space very difficult. Much of the equipment is outdated and small, however, replacement equipment often is unavailable because the replacements are larger and will not fit in the space available. The smaller equipment, such a mixer, is too small to make the adequate amount and the process must be repeated. This is very inefficient for time management. The lack of space often causes a delay in starting the next meal because the current meal is taking the space needed to start.

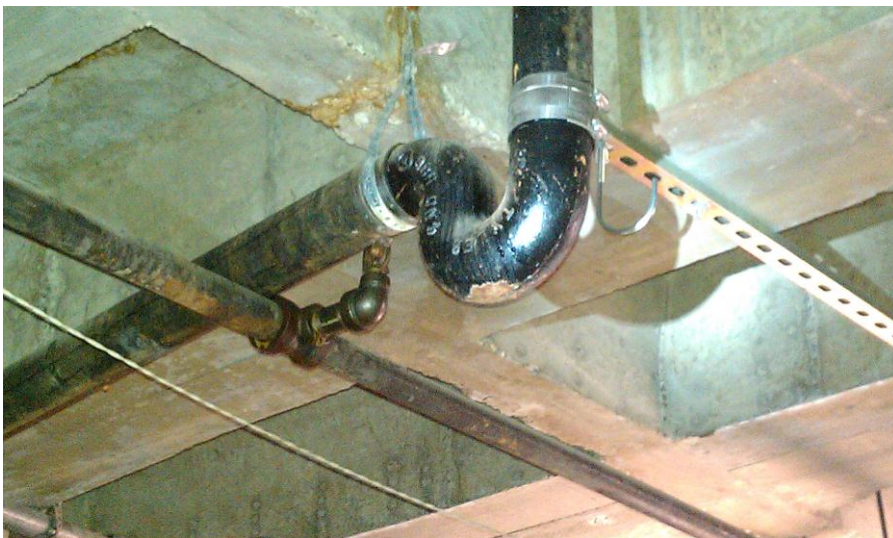


Kitchen Prep Area

- ***Safety Concern:*** One of the striking observances was that in the very tight quarters, hot food is moved from cooking devices within inches of other staff and inmate workers. This is unavoidable in the current facility.
- ***Food Serving Line:*** The line is almost nonexistent, inadequate and inefficient, and due to space constraints, cannot be expanded.
- ***Dry Goods Storage:*** This also is very inadequate, as there is insufficient space. Most of the storage space is far from the kitchen in the basement or on the other side of the building. The space in the basement must be covered with tarps due to ceiling and pipe leakage. With inadequate space, the Food Service Director cannot take advantage of cost savings from bulk purchases.



Tarp is to prevent water damage and contamination from leaking overhead pipes



- **Cold Storage:** This is another very inadequate space. Staff must constantly move product to get to what is behind, or make room for new product. Product is stacked very high making it difficult to access, but also causing ergonomic and injury concerns. There is no cost savings for buying in bulk available. They have added stand-alone refrigeration and freezer units, but they are remote to the kitchen. They allow for added storage space, but are very inefficient given the remote location. Many times fruits and vegetables must be left outside refrigeration, causing premature spoilage.



This cold storage unit is rolled out of the way to give access to a restroom

- **Problems with Food Services Delivery:** The problem with what would seem to be a simple task, delivering food to the kitchen by vendors, is one of the glaring examples of the inadequacies of the kitchen and the site. Many vendors use larger trucks to deliver food products to jails. Unfortunately, the jail's location on narrow residential streets limits the turning radius of delivery vehicles. There is no loading dock. Product must be unloaded onto the sidewalk next to the Sheriff's Offices main entrance, taken into a small sally port,

and then dispersed to various remote storage sites. When food is brought into the jail, it is moved down inmate housing hallways, which is clearly a security concern.

- ***Storage of Cooking Metal Goods (Pots and Pans etc.):*** Metal goods storage is very inadequate and there is not sufficient space. The lack of this space makes having adequate types and numbers of these tools difficult.
- ***Hot Water Inadequacies:*** The antiquated and undersized hot water heating system cannot deliver adequate hot water and barely meets requirements.
- ***Storage of Serving Trays and Drying Areas:*** Are very inadequate. There is not sufficient space, and are stored and placed in such a way that efficiency is lost. Lack of drying space causes a certain aura of chaos and inefficiency around the washing area.
- ***Cart Storage:*** Cart storage is totally inadequate. Currently, carts are in the inmate break area or the inmates are in the cart area, either way it is inadequate and inappropriate.
- ***Kitchen Manager's Office and Staff Space:*** Small office in former storage closet with two small work stations in approximately 80 square feet is totally inadequate.
- ***Desire for Inmate Culinary Program:*** There is a desire by both the Food Service Director and Programs Specialist to provide a culinary program for the inmates working in the kitchen, however, space and equipment space inadequacies make it virtually impossible to provide effectively.
- ***Inability to Recycle:*** While most food preparation facilities are doing more recycling and have ways to recycle metals, cardboard and other waste, there is no space to do so at Tuolumne Jail.

Laundry

The laundry area is small, but meets the current needs. It will not be adequate if a larger number of inmates are added. With only one washer and one clothes dryer, if one goes down for repair, there is no back up. As the equipment gets older, this is a more frequent condition. If new beds are added, the additional washer and dryer become essential. There is not sufficient space to add much more equipment. Laundry processing space is limited, so much so, that replacing the aging washer and dryer would be very difficult. If the washer breaks staff must take quarters and the laundry to the local Laundromat.



General and Specific Storage

Storage throughout the facility is inadequate and poorly located.

Maintenance Space

There currently is not any maintenance space at the jail; however, a new jail should have some space for storing tools, plans, and replacement items.

Evaluation of Current County Criminal Justice System

A review of the Tuolumne County Criminal Justice System is an important component of the Jail Needs Assessment Update study. The effectiveness and efficiency of the system can greatly impact the number of inmates in jail. It appears the Tuolumne County Criminal Justice System is effective and efficient and does not negatively affect the number of inmates in custody at the jail.

As part of the study, interviews were conducted with the department heads and other managers of the criminal justice department to determine what their overall perception was of the criminal justice system in Tuolumne County. Much of this section contains the opinions of the criminal justice officials interviewed, which may or may not be supported by statistical data. The interviews included the Presiding Superior Court Judge, District Attorney, Chief Probation Officer, Sheriff and his top managers, Public Defender, Jail Commander and Supervisor, and the Superior Court Administrator.

It is apparent that the criminal justice officials respect each other and there is a spirit of cooperation. It was gratifying to note that there did not seem to be a fear of candid information exchange as observed in some other counties.

It was also clear that the overall view of the criminal offender was shared by the officials and there exists similar or at least compatible philosophies for criminal justice operations.

Court Leadership Input

The court system and how efficient it is operating can have a tremendous impact on the jail. If the court process is slow for any reason, inmates remain in custody longer, taking up jail beds. The Tuolumne Superior Court Executive and Presiding Superior Court Judge were interviewed for the purpose of this evaluation.

Courts General View of the Criminal Justice System

Court officials advise the system is very efficient in Tuolumne County. The level of cooperation among Justice Leaders is excellent. Trials and processes are completed in a timely manner.

Concern Related to Possible Changing Demographics of Offenders

There's concern about increased drug related offenses, however, they have not observed increases in areas with the greatest impact, such as increased overall criminality and gangs. While AB 109 planning has gone well, the unknowns of the realignment program are still a concern.

Plea Bargain efficiency and the Trial Readiness Conference Policy

The process and use of plea bargains appears to be appropriately used and managed. The courts believe that the timing for early dispositions is appropriate.

Are Continuances a Problem?

It is the philosophy of the court to have no continuances. Continuances are kept to a minimum and are within reasonable numbers and it is rare that they exceed 60 days.

Would Boutique/Therapeutic Courts Benefit the System?

The size of the county dictates limitations on the use of therapeutic courts. There is no desire to go beyond the use of drug court and dependency court at this time.

Input on Potential for a new court and new jail at a Law and Justice Center

Both the Courthouse(s) and the jail are in need of replacement. The potential for a criminal justice complex is beyond desirable. The current jail is inadequate and the courthouse has no safe delivery system of inmates. Inmates must be escorted through public hallways, which are detrimental to the safety of the public, staff, and inmates. Because of this fact, added transport staff is required. A new and collocated jail and court with secure access would solve a multitude of security issues.

Courts View and Use of Alternatives to Incarceration and Pre-sentence Programs

The court is supportive of alternatives to incarceration and pre-sentence programs, especially given the realities of a crowded jail and the potential impact of AB 109. The court has been involved in AB 109 planning and is supportive of the efforts of the committee, but is skeptical of the projected outcomes. They anticipate problems with increased litigation from State level inmates that are accustomed to different conditions and privileges. Also, they are concerned that AB109 will have a significant impact on the jail population numbers, and more sophisticated inmates that will cause safety issues for the staff.

The court would like to see a more comprehensive pretrial release program. They want to increase their minimum security beds to accommodate perceived increases of inmates from AB109. They are concerned that there will be little to no sanctions for misdemeanants and those who will fail community corrections programs. To help with this, they anticipate using split sentencing.

Recommendations related to the courts:

1. The distance between the courts and the jail, coupled with the security deficiencies of the courthouse, cause the need for additional transport officers from the jail, thereby impacting the staffing at the jail. A new collocated jail and courts would rectify this situation.

District Attorney

District Attorney General View of the Criminal Justice System

In an interview with the District Attorney (DA), he gave his view of the criminal justice system in Tuolumne County. He believes that there is cooperation between the Criminal Justice (CJ) leadership and a generally good relationship with the Public Defender's Office. He and several CJ department heads meet monthly for breakfast to informally discuss any pending issues. He believes that the judiciary is "middle of the road" when dealing with the District Attorney's Office and the Public Defender's Office. He also believes that the failure rate is high for diversion and Prop 36 offenders, but that the Drug Court is more effective.

District Attorney Concerns about the Tuolumne County Jail

The DA believes that the jail is "antiquated and undersized," but that the jail staff does a "terrific job with what they have to work with." He also believes it is "poorly designed, is old, has blind corners, and lots of places to hide things," such as "weapons and drugs." The net effect is that they have to do

routine early releases based on a hierarchy of offense(s). They release the lowest level of offender that they can, but this in turn has sent the message to the criminal population that you're **not** going to have to do your time in jail. This however, has not changed the charging policy of the DA's Office. They still charge what they believe is just, leaving the jail to accommodate their bed cap as best they can.

The physical plant element of the jail makes it inefficient for his staff to interact with inmates when necessary. The jail staff does their best to make it convenient, but the jail makes it difficult with a lack of dedicated space for interviews.

District Attorney Suggestion for Efficiency

The DA expressed a desire for the Public Defenders Office's to meet early with their clients in order to resolve cases. He further believes that early resolution would save the county in the use of resources.

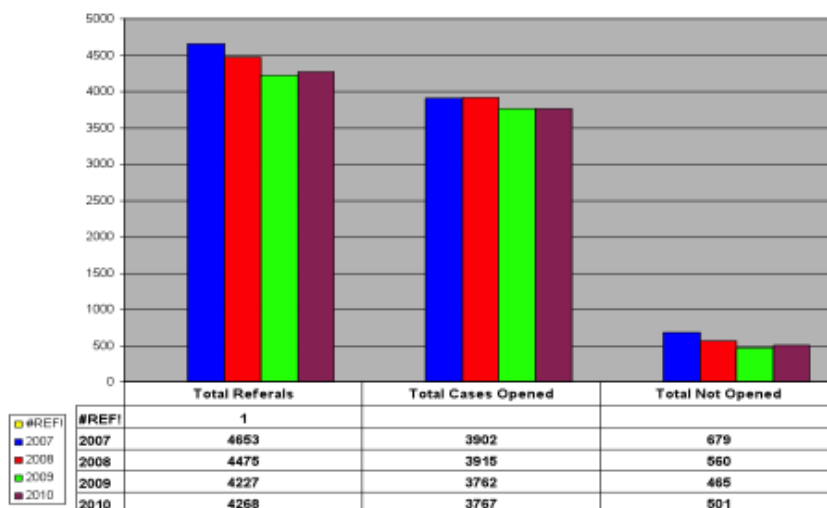
District Attorney View of Jail Programs

The DA said that programs in the jail are non-existent due to the lack of space in the jail. He has been a part of and supports the Community Corrections Partnership AB109 Implementation Plan, which of course, has a full range of Community Corrections programs.

District Attorney Caseload, Case Status, and Staffing Analysis

The District Attorney provided the following charts and graphs depicting the caseloads, case status, and staffing analysis for year 2007 through 2010.

Case Volume Comparison 2007 - 2010

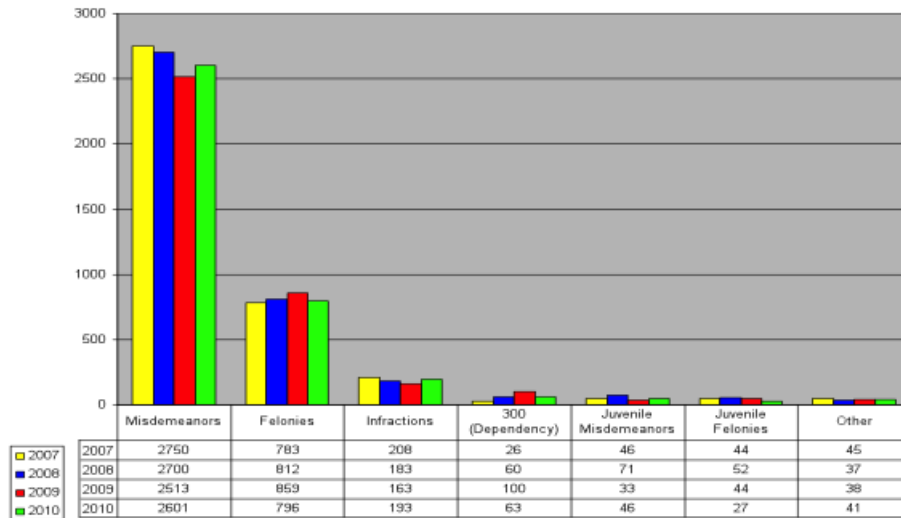


DA 1

Total Not Opened Includes:

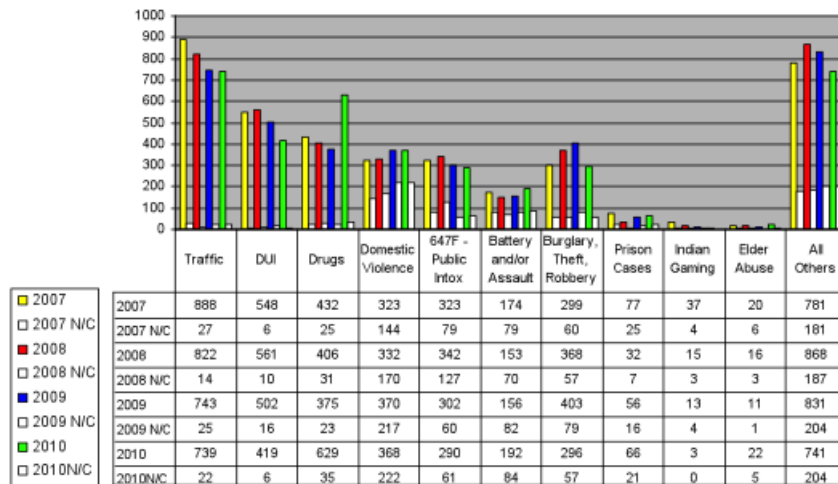
- Arrests for Out-of -County warrants
- Parole Holds
- Civil Bookings
- Arrested/released for insufficient evidence or cause
- Opened in Error

Charging Level Comparisons 2007 - 2010



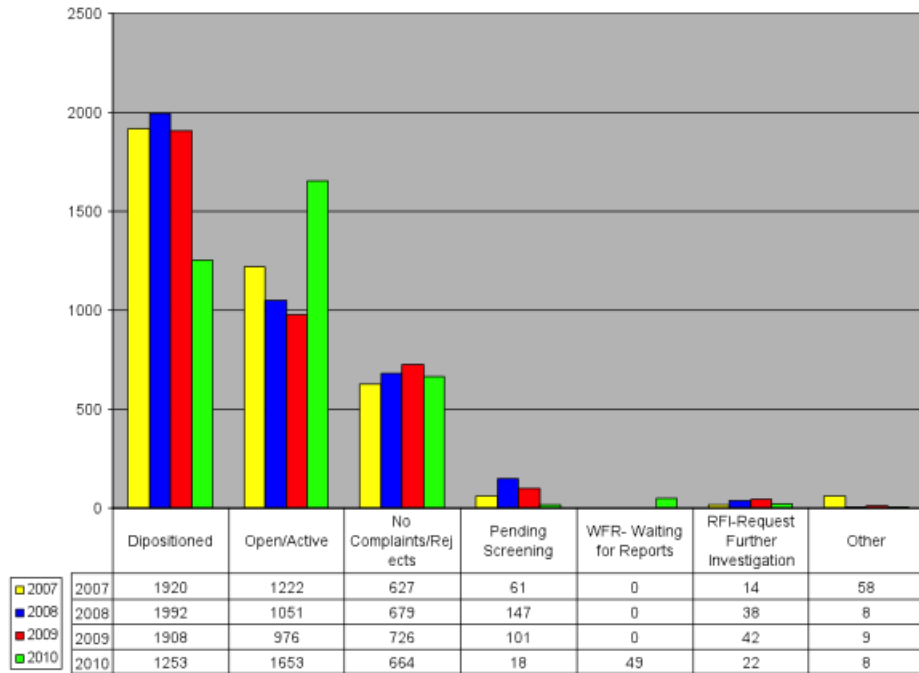
DA 2

Crime Type Comparisons 2007 - 2010



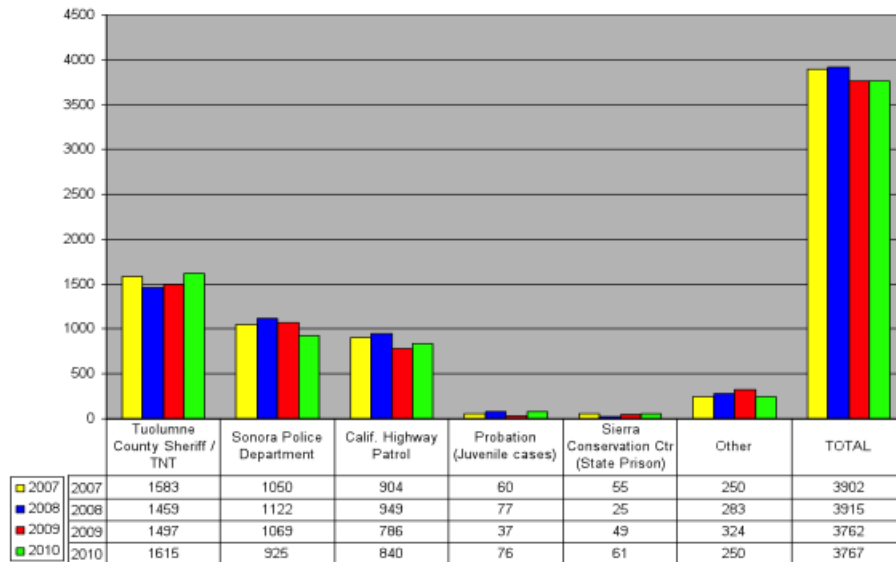
DA 3

Year-End Case Status Comparison 2007 - 2010



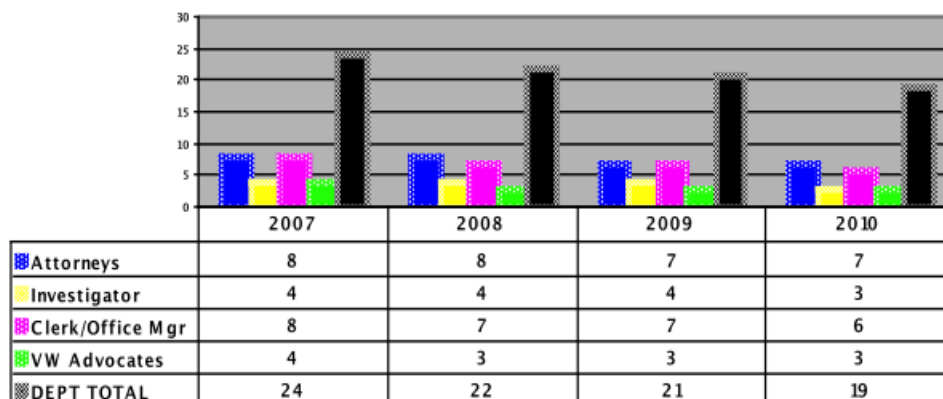
DA 4

Referrals by Agency Comparison 2007 - 2010



DA 5

Staffing Levels End of Year 2007 – 2010



DA 6

Recommendations related to District Attorney Office:

1. Consider participation in formalized Criminal Justice Policy Committee (CJPC) to address systemic issues on a routine basis. (See CJPC recommendation)
2. Explore options with Probation Department to implement pre-sentence release to help alleviate jail overcrowding.

Chief Probation Officer

Probation General View of the Criminal Justice System

As with the other leaders of the Tuolumne County criminal Justice system, the Chief Probation Officer believes that the relationship amongst the criminal justice system in Tuolumne County is good and that there is a spirit of cooperation. She especially appreciates the “small county” mentality that allows them to accomplish projects that many larger counties struggle to do. She said that there is rarely any duplication of effort and that they are collaborative.

Concern about Impacted Jail and AB109 Realignment

There is a concern about the impacted jail system and the conditions in which the jail staff has to work. The antiquated facility has dangerous blind spots and cramped conditions. There is an expectation that this will be exacerbated by the influx of the new AB109 realignment “county felonies.” This new classification of inmates will require additional training for the current staff. The new inmates are ones that would normally be much more accustomed to prison conditions [that are significantly less restrictive]. New long term inmates may imperil the staff through violence against them and other inmates.

As it stands now, there is virtually no space to provide for meaningful programs for inmates. If space were available, the probation department would implement several in-custody programs; specifically, in-jail transition training to assist inmates for the passage from jail to day-reporting and other alternatives to incarceration. These programs would include needs assessments, drug and alcohol training, cognitive intervention, and general education programs. The expectation would be that this would help reduce the recidivism rate in Tuolumne County.

Additionally, there is no space for probation officers to conduct the type of screening she would like to implement. Everything that needs to be done in the Tuolumne County jail is a challenge due to severe lack of space issues.

Finally, due to jail impaction, one of the important tools intended for AB109 implementation, “Flash Incarceration,” (see AB109 Impacts) will have to be curtailed. They will be required to implement the least restrictive use of this program which will have less than optimal impact accountability.

Probation Alternative to Incarceration Programs

The current alternatives to incarceration programs include a limited adult drug courts, work release program, electronic monitoring for juvenile inmates only, and daily work assignments outside of jail. This last category includes those inmates that are picked up daily and dropped off at various county facilities to work for the day and are supervised by county staff. They are then returned to jail at the end of the day. Due to AB109 requirements, the community Corrections partnership Realignment implementation plan will expand these programs significantly. (See section on AB109 Impacts.)

Staffing Concerns

Again AB109 realignment will require a large expansion of alternatives to incarceration that will be the burden of the probation department to provide. At full implementation, the Probation Department will need several more staff members to supervise these programs to insure compliance with conditions. In addition to this, the AB109 Post Release Community Supervision (PRCS) inmates released from CDRC will require supervision by probation staff.

Probation input on Pre-Sentence/Own Recognizance (O.R.) Programs

The Probation Department does provide the courts with all pre-sentence reports, but does not provide any O.R. reports or pre-sentence release programs. This of course, limits their ability to assist in the jail population impacts. They are reviewing other models (specifically one from Santa Cruz, Ca.) that they are considering implementing. This will be especially important as AB109 Realignment increases towards full implementation.

Recommendations related to Probation:

1. Find every means possible to implement Electronic Monitoring for adult offenders. This alone will have a significant impact of the jail population, but will also require further monitoring of this group.
2. Implement a pre-sentence release and aggressive O.R. scheme to take further pressure off of the jail population.

Public Defender

Public Defender View of the Criminal Justice System

In an interview with the Public Defender, he stated that he believed the relationship amongst the criminal justice system was “better than average.” The judiciary policies on sentencing were fair, except for DUI’s. He believed those to be too harsh.

Public Defender Concerns regarding the Jail

The Public Defender had several opinions about the jail, in terms of its efficiency and physical plant.

- The jail staff is efficient within their ability to do so.
- He does not like the attorney client booth. The phone system is not user friendly or efficient.

- The inmate library is the only place to have face to face attorney inmate contact, which lacks security.
- The physical plant of the jail lacks good security in general
- The jail is weak in programs and he would like to see these improved.

Public Defender View of Early Dispositions

The Public Defender does not participate in early dispositions. He thought that this would slow the system down for the District Attorney and the Judges. He said that there are video arraignments 5 days per week at 4:00 PM that is adequate for its purpose.

Public Defender View of AB109 Realignment

The Public Defender supports the AB109 realignment. He believes it provides for more local accountability for local felons, especially in sentencing. He likes the idea of local programs and local "flash incarceration." He thinks that this will have a more significant impact on violators and be more meaningful in deterring them.

Recommendations related to the Public Defenders Office:

1. Research possible improved impacts of early disposition of cases.
2. Consider participation on Criminal Justice Policy Committee

Sheriff's Administration

Sheriff's Management View of the Jail and Criminal Justice System Needs and Issues

In interviews with the Sheriff and his top managers, they offered input on the jail and on the various components and processes related to the criminal justice system in Tuolumne County.

View of the Tuolumne County Criminal Justice System

The Sheriff's managers advised the relationship between the various components of the criminal justice system in Tuolumne County is fairly efficient and cooperative. Because of the small size of the community and number of criminal justice officials, there is much less formality and personal communication is enhanced. As an example, the Sheriff eluded to recent personal phone calls to justice officials. Because of this ease and frequency of personal communication, the Sheriff mirrors the comments of other department heads in questioning the need for a formal Criminal Justice policy Committee (CJPC).

While speaking favorably about the positive relationship between criminal justice departments, the managers expressed the fact that there is room for improvement. Some of the issues noted were:

- The transportation of inmates to court is time consuming and causes added danger to staff and the public.

Concern Related to Age and Design of the Jail Facility

Sheriff's managers expressed sincere concern related to the antiquated and inadequate jail while at the same time praising the jail staff for their efforts in a sub-standard facility. The number of inmates, the lack of housing, and classification options, place added stress on the staff to provide the needed separation.

The age of the jail and the linear design are a considerable concern for Sheriff's managers as their ability to monitor the actions of the inmates is very difficult. Many of the concerns documented throughout this report were listed as their concerns as well.

Staffing Shortage for Bailiff and Court Security

The Sheriff is concerned that a new jail be designed to be staff efficient as the budget is very tight.

Plea Bargain System and Policy

They feel that the plea bargain system is fair.

Are Continuances a Problem?

The Sheriff's staff related that the judicial system in Tuolumne County appears to move offenders through the court process with an acceptable number of continuances.

Interview with the Jail Commander

The current jail commander was interviewed and expressed his dedication to the quality of the jail operations, however, advised it is difficult to give the jail the time required when other important issues from the other units he manages compete for attention. He noted it is difficult to keep a finger on the pulse of the jail given competing goals and time management issues. He is very concerned about the impacts of crowding and the impacts of AB 109. He is also concerned about the ability to provide adequate training, both from a schedule and lack of training space perspective.

Sheriff's Upper Management View of the Highest Jail Needs

(Note: Other jail needs compiled from observation, interviews with other jail managers, supervisors and staff is located in other parts of this report)

- Provide appropriate classifications to adequately separate the inmates.
- Provide housing for the increase in male inmates, especially for difficult and dangerous inmates.
- Provide more efficient ability to handle potentially suicidal inmates.
- Ability to better monitor the program areas and provide safety for program staff.
- If there is any way possible, replace the aging facility with a more modern and efficient jail.
- Replace all support space such as Kitchen, officer support, laundry, booking, program spaces etc.
- Make every effort to collocate the jail and courts.

Recommendations related to Sheriff's Management input

1. All of the bulleted items above have validity and are recommended for evaluation and rectification.

County Administrative Officer

The County Administrative Officer (CAO) and his staff are completely aware of the deficiencies of the current jail and are making every effort to replace the aging facility. He is also the County's Risk Manager and shares concerns about the potential for liability with the facility built in 1959. He is also aware little can be done on this site and in this building to substantially change or remodel the facility to make it adequate.

The County has little funds for replacing aging County buildings and must rely on obtaining grants. The County applied for AB 900 funds a few years ago, but unfortunately not near enough was allocated to build the needed new facility. It is hoped that funding can be obtained now that the County has purchased and is developing a large parcel of land that can accommodate a new courthouse, jail, juvenile hall, and other justice buildings as part of a future Law and Justice Center.

The CAO has great confidence in the Tuolumne County Justice Leaders that the system is efficient. He is concerned about the impact of AB 109, and though the County is putting every effort into planning and concern of the unknowns, coupled with a jail that cannot adequately handle current needs, he is very troubled.

County Technology Manager

Views of the County Technology Manager

In an interview with the County Technology Manager, we discussed the status of the Jail Management System. The current system was implemented in 2007. There are no negative significant issues right now, but they do have occasional problems requiring vendor assistance. One complaint they have is that the vendor promised upgrades, but the most recent version is a “new version” requiring a new purchase. Another concern is that the system was supposed to integrate with the LiveScan, but it does not.

There is currently no integration with the Records Management System, but they are exploring this option. It would have to integrate with the Sunridge RIMS system.

During a tour of the facility, members of the project team were shown the classification module of the Jail Management System (JMS). It seemed adequate for its intended purpose. We also were given large amounts of statistical data used for this report that was gleaned from the JMS. It is useful information and on point. The report formatting was sufficient.

Recommendations for the Jail Management System

1. Monitor new technologies that would assist the staff in managing the inmate population.
2. Attempt integration with Records Management System. This would save staff time in duplication of effort when populating fields in the forms and provide more information and access to staff in the field.

B. OPERATIONAL AND DESIGN PHILOSOPHY

Jail Operational and Inmate Supervision Philosophy

The Tuolumne Sheriff’s management and supervisory team’s philosophy of inmate supervision and inmate movement are not the same as the existing facility will allow. As stated on prior occasions in this report, the original jail was designed as a linear inmate supervision facility. Subsequent housing additions are also essentially linear supervision. This outdated type of supervision relied on the officers to walk through lengthy corridors which have steel barred housing areas or dorms off of the corridors or hallways. Because there are a series of corridors separated by security doors, the inmates know when an officer is approaching and plan their negative activities accordingly. Often, the inmates create elaborate warning systems to signal of an approaching officer.

With linear supervision, officers can only intermittently visually supervise a few inmates at a time. In Tuolumne County Jail, the linear supervision is made harder because certain areas of the jail have secondary hallways with cells attached making it even more difficult to visually supervise the inmates. To their credit, the Sheriff’s Office has designated and provided fixed post stations as close

as possible to the housing units. At one of these stations in the hallway, the officer has a view into part of the unit.

Interviews with managers and supervisors indicate a desire to utilize direct supervision if possible in a new facility, however, because the classification sizes will likely be smaller numbers, they advise they will more likely use indirect-direct visual supervision through glass from centrally located housing control stations. The indirect supervision would be an acceptable alternative to direct supervision, and certainly welcomed to the current linear supervision.

Inmate Movement Philosophy

Inmate movement must be supervised at Tuolumne County Jail because of the facility design. This requires the costly practice of officers walking with the inmates wherever they are moved. Modern jails are designed to allow inmates to move from one part of the jail to another without being escorted, and it is the desire of the management team that any new facility be so designed.

C. CURRENT ADULT INMATE POPULATION

Current Inmate Population - Inmate Profiles

The following charts are the result of an analysis of all inmates in custody on November 9th 2011.

Tuolumne County Jail Inmate Profile – November 9, 2011					
Total Profile		Male Profile		Female Profile	
No. Inmates	141	No. Inmates	109	No. Inmates	32
Holds		Holds		Holds	
O/C (Other County)	2	O/C	2	O/C	0
3056 PC (Parole)	8	3056 PC	7	3056 PC	1
INS (Immigration)	5	INS	5	INS	0
SP (State Prison)	0	SP	0	SP	0
Age		Age		Age	
Average	34.7	Average	33.8	Average	38
High	61	High	61	High	58
Low	18	Low	18	Low	19
Race		Race		Race	
White	108	White	79	White	29
Hispanic	25	Hispanic	23	Hispanic	2
Asian	0	Asian	0	Asian	0
Black	2	Black	2	Black	0
Native American	6	Native Amer.	5	Native Amer.	1
Unknown	0	Unknown	0	Unknown	0
Incarceration Status		Incarceration Status		Incarceration Status	
Sentenced	87	Sentenced	68	Sentenced	19
Pre-sentenced	54	Pre-sentenced	41	Pre-sentenced	13
Felony	101	Felony	79	Felony	22
Misdemeanor	40	Misdemeanor	30	Misdemeanor	10
Violence	41	Violence	34	Violence	7
Property	27	Property	20	Property	7
*Drug/Alcohol	48	*Drug/Alcohol	33	*Drug/Alcohol	15
**Other	25	**Other	22	**Other	3
***VOP	38	***VOP	31	***VOP	7
Residence		Residence		Residence	
Tuolumne Co.	101	Tuolumne Co.	78	Tuolumne Co.	23
Out-of-County	40	Out-of-County	31	Out-of-County	9

*There were only 11 male inmates who were in custody on drug/alcohol charge only;

however, 47 male inmates had a drug/alcohol charge combined with other charges. Only 4 female inmates had drug/alcohol charge only; however, 20 female inmates had drug/alcohol charges combined with other charges.

** The "Other" category were charges such as failure to appear (FTA) on traffic violations; violation of a court order; using a false identity; INS, 3056, or other holds.

***Only 1 inmate was in custody for a violation of probation (VOP) only. The remaining 37 inmates had other charges in addition to VOP.

Table 1

On November 9th 2011, an analysis all in custody inmates was reviewed and the above information was obtained. There were 141 inmates in custody, which is one over the self-imposed capacity limit. The purpose of the review was to conduct a "snapshot profile" of the inmate population from a typical month. The following charts illustrate the specific categories from this profile.

Inmates are often held in county jails on holds from other institutions or agencies for pick up or until their local charges are adjudicated. The below charts indicate the types and number of holds for inmates in the Tuolumne County Jail (TCJ) on the profile date.

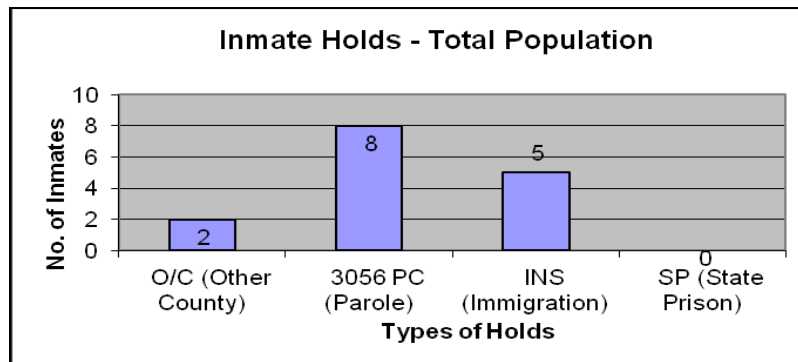


Figure 1

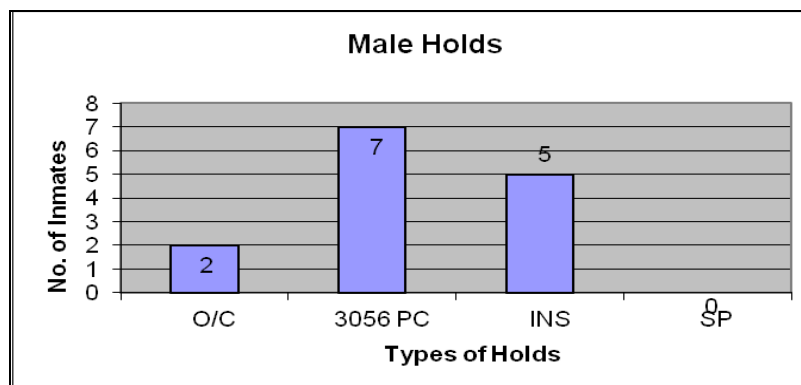


Figure 2

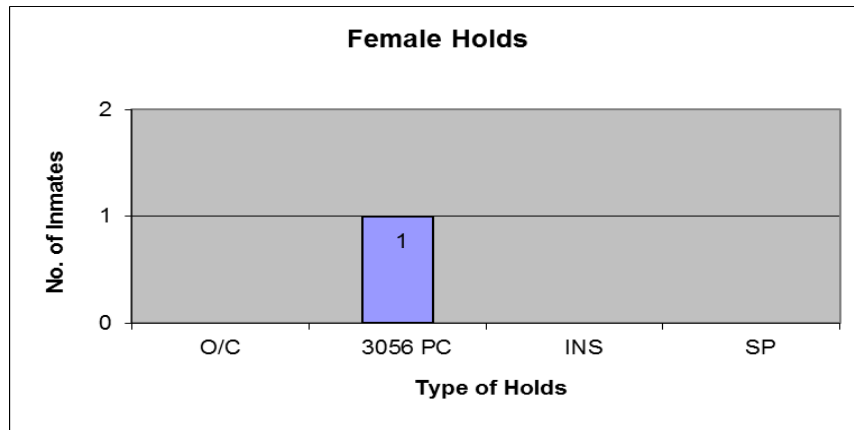


Figure 3

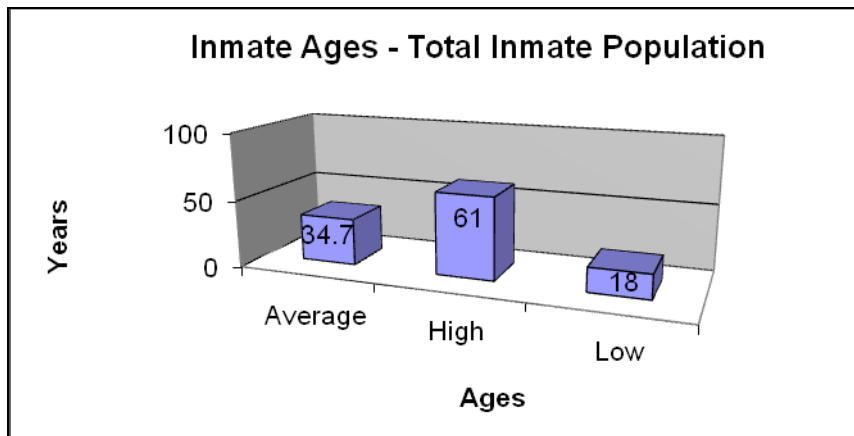


Figure 4

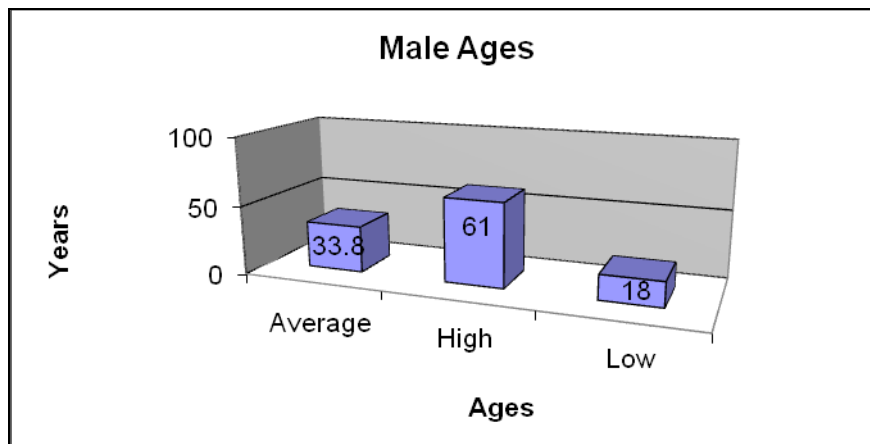


Figure 5

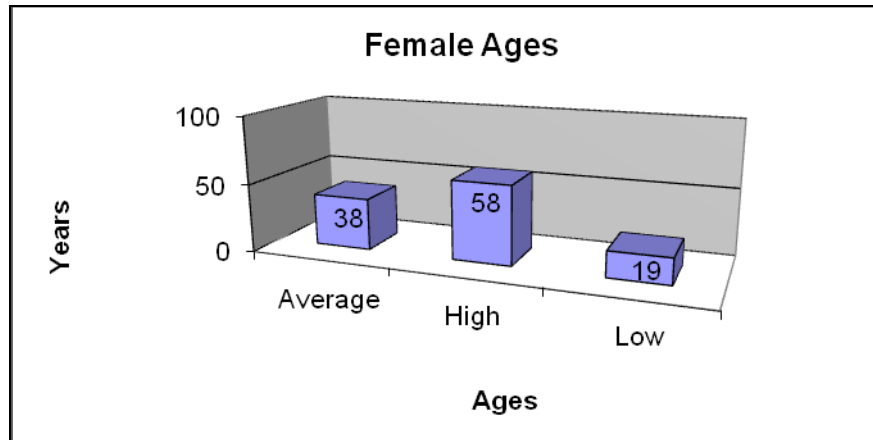


Figure 6

The below charts show the percentage of races of inmates in the jail compared to the percentage of races in the general population in Tuolumne County. There does not appear to be a significant disparity.

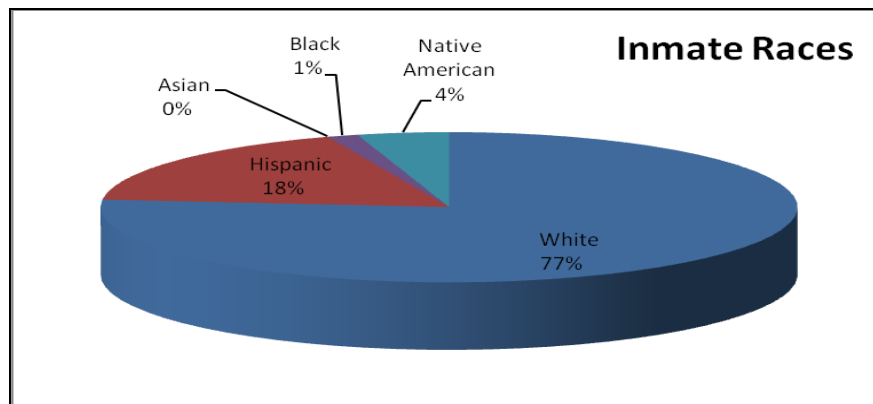


Figure 7

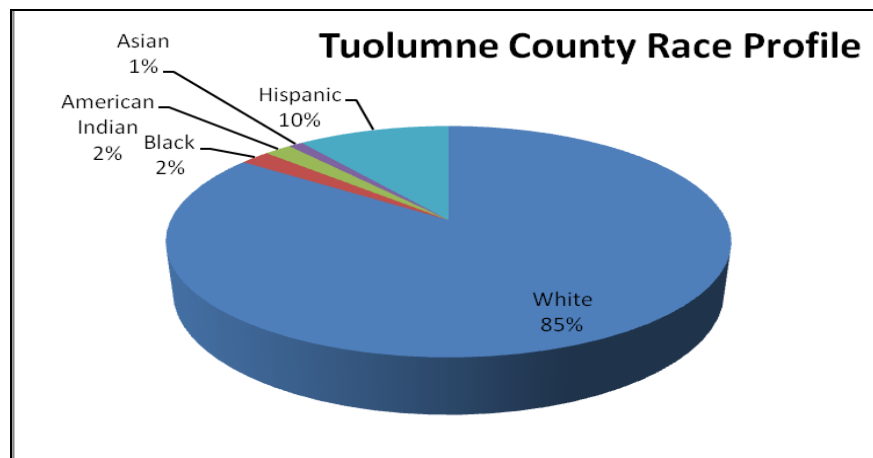


Figure 8

The profile showed that 38% of the total inmate population was pre-sentenced and 62% were sentenced. This is atypical in many county jails; the statewide trends generally show a higher percentage of pre-sentenced verse sentenced inmates.

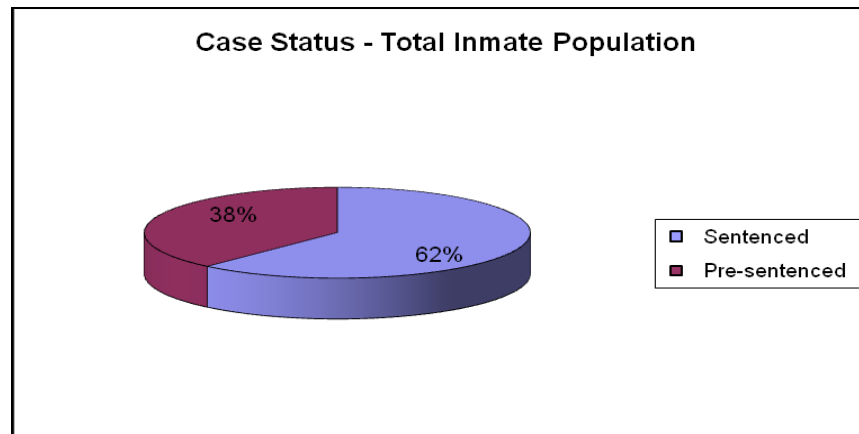


Figure 9

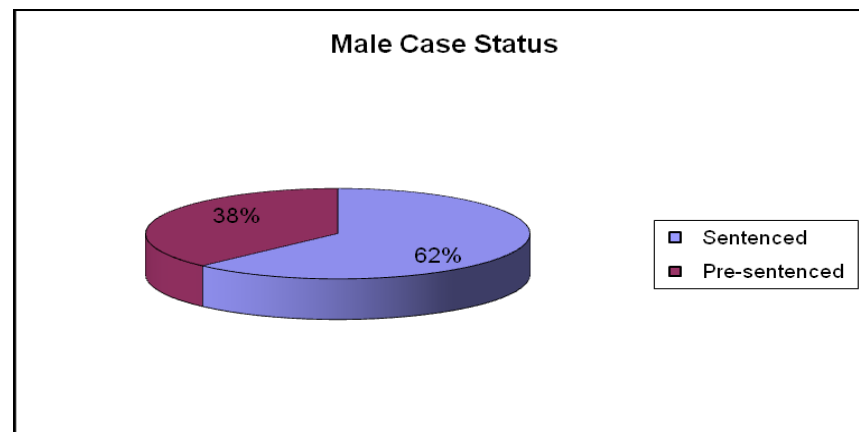


Figure 10

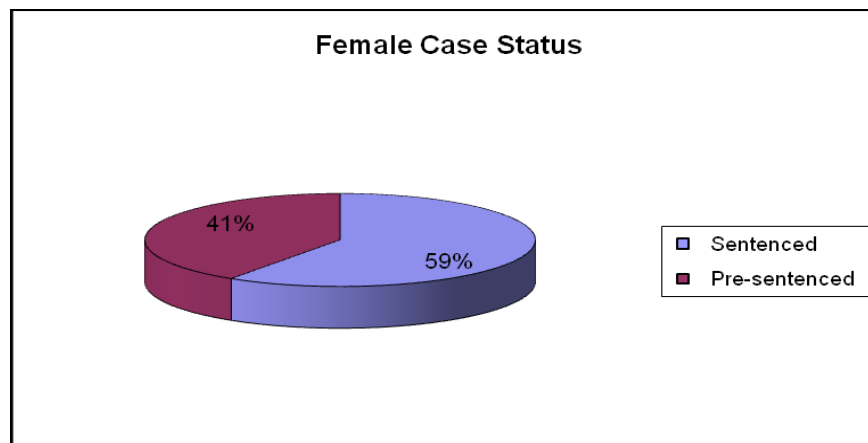


Figure 11

Historically, many jails in California maintained a 60% felon to 40% misdemeanor ratio. In recent years this has been changing to a greater percentage of felons. Jails facing severe overcrowding tend to have a ratio of 90% felons to 10% misdemeanants. Many misdemeanants are released on their O.R. or placed on community corrections programs. The following charts show that Tuolumne County has some similarities to crowded jails with their felony to misdemeanor ratio of 72% to 28%.

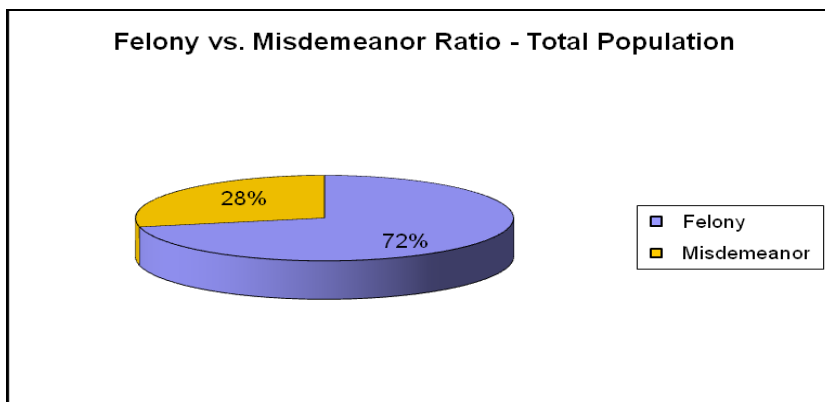


Figure 12

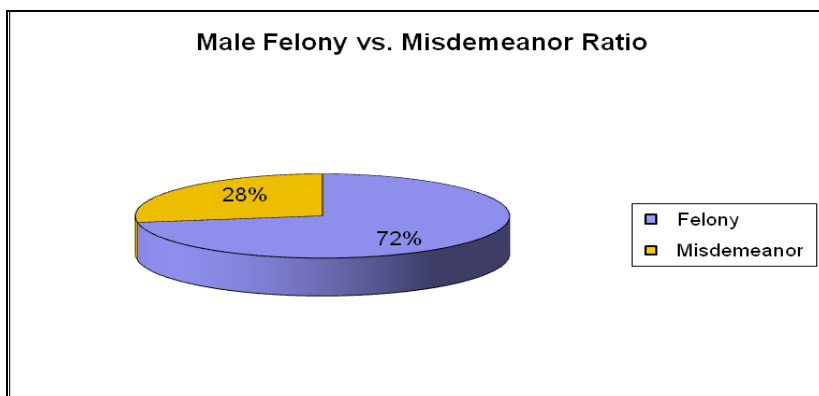


Figure 13

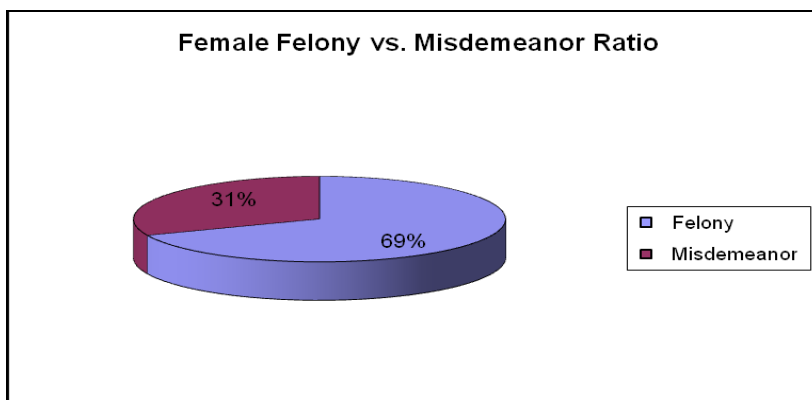


Figure 14

The following charts show the general “types” of crimes for which inmates are in custody at the TCJ. There were only 11 male inmates who were in custody only on drug/alcohol charge; however, 47 male inmates had a drug/alcohol charge combined with other charges. There were 4 female inmates who had drug/alcohol charge only; however, 20 female inmates had drug/alcohol charges combined with other charges.

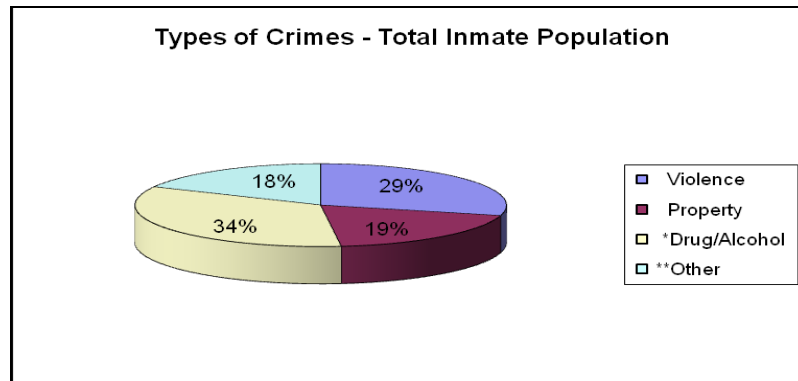


Figure 15

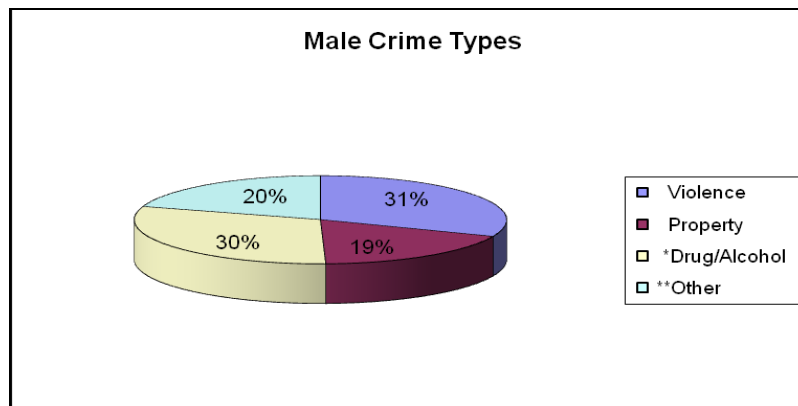


Figure 16

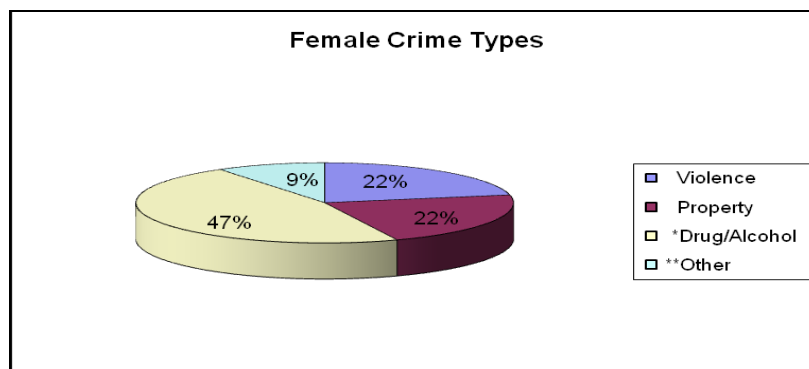


Figure 17

The following charts show that 75% of the inmates in TCJ reside in Tuolumne County. Counties that are contiguous with large urban jurisdictions often have significant “spill-over” crime resulting in a high number of inmates from outside the county. The TCJ does not reflect this situation.

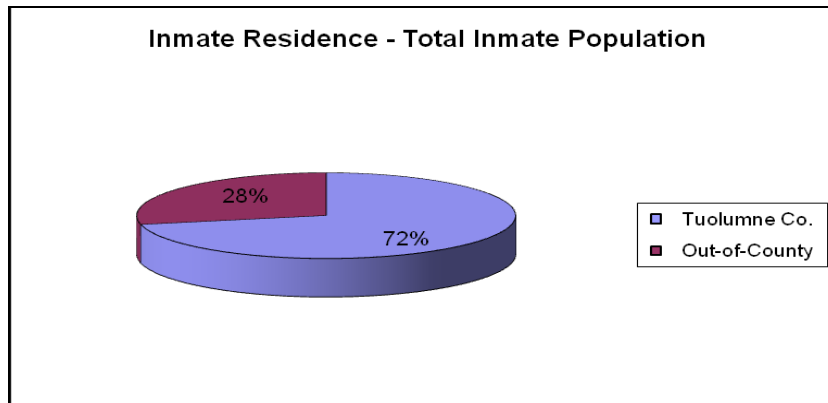


Figure 18

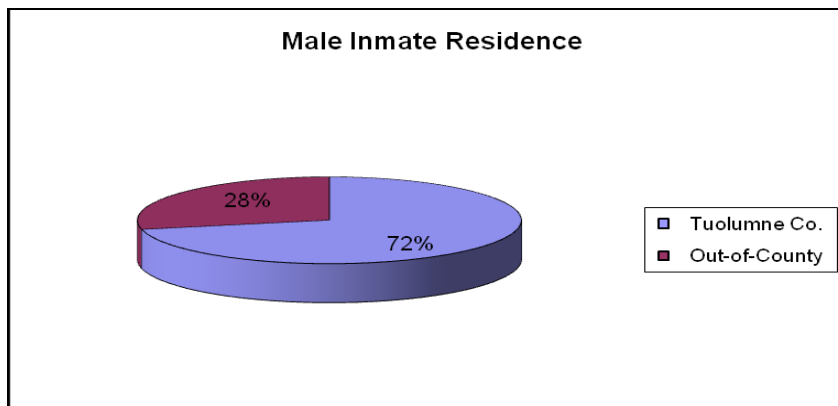


Figure 19

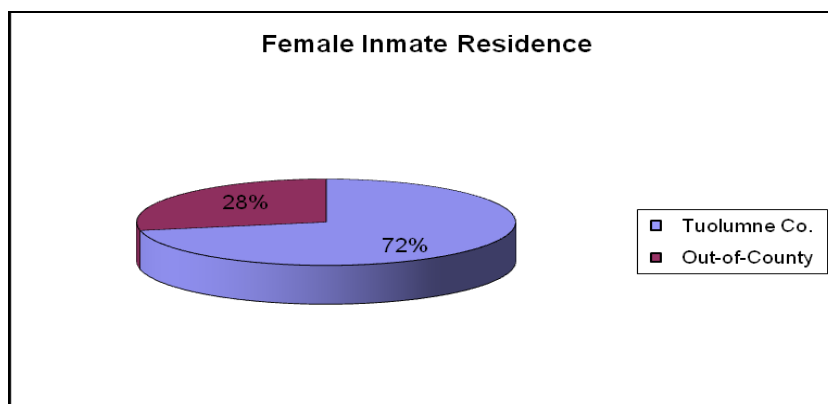


Figure 20

D. CURRENT JAIL CLASSIFICATION SYSTEM

Current Jail Classification System

The Tuolumne County Jail classification system consists of a correctional officer assigned part time to inmate classification and the jail sergeants providing oversight. New inmates come into custody and are asked questions from an Intake Medical Screening instrument. There are some questions on this form that are classification related. The inmate is booked utilizing the Jail Records Management System (booking software) where more information is gleaned. The shift sergeant then completes the specific classification instrument within the booking software. The duty sergeant reported that they often override the system and housing the inmates where there is room available. The classification system on its face meets the California Code of Regulations Title 15, State, and Federal requirements. There are some problems with the system.

The "Classification officer" works Monday through Friday from 0730 to 1530 hours. The officer has other collateral duties that include: transportation of inmates to and from other facilities, fire safety officer, trainer, and fills in for officers needing breaks. The classification officer has not received any formal training in Objective Inmate Classification. The classification officer does not have access to the classification instrument in the Jail Records Management System. In reality, the classification officer does not perform the essential functions of classification.

The antiquated and poorly designed jail does not allow for adequate or effective inmate classification requiring the sergeants to house inmates where there is space available rather than an objective inmate classification system.

The J and K pod used to be a single podular design. The pod has been split by removing the stairs, effectively blocking off the upper tier from the lower cells and dayroom. The upper tier (J pod – 10 beds) is now used for maximum security inmates, Administrative Segregation (ADSEG), and disciplinary isolation. All the inmates in J spend 23 hours in their cell and 1 hour out each day.

Administrative Segregation (ADSEG) has a very specific purpose as delineated in Section 1053 of Title 15 of the California Code of Regulations. ADSEG inmates are to be segregated only for the purposes outlined in 1053 and should not be denied any privileges of other inmates beyond what is required to accomplish the purpose of the segregation. In Tuolumne jail, ADSEG and Disciplinary Isolated (DI) are housed and treated exactly the same. This is the result of the lack of appropriate housing space. Title 15 provides due process procedures for inmates facing disciplinary sanctions. It could be argued that Tuolumne ADSEG inmates are being punished without being afforded due process since their living conditions and arrangements are exactly the same as DI.

The jail staff reported that some inmates who violate jail rules are not sent to DI as there are often no available beds. This practice will eventually result in a breakdown in inmate discipline and increase the potential for violence and crime within the facility.

Classification Recommendations

1. The jail needs a classification officer/sergeant with specific oversight of the inmate classification system. Splitting the responsibility between several people poses a risk that an inmate will eventually be incorrectly housed resulting in safety and liability issues.
2. The dorms (L, M, N, and O) have blinds on the windows. There are females housed in M and N dorms and males housed in L and O. These dorms are located on either side of a hallway. The blinds are intended to keep the male and female inmates from being distracted by each other. The problem is that it also prevents staff from visually supervising the inmates

without entering the dorm. It would be advisable to install reflective material on the windows that would allow staff to see in, but not allow the inmates to see out.

3. The jail needs separate jail beds for each of the special housing inmates, such as:
 - ADSEG
 - Disciplinary Isolation
 - Mental Health
 - Protective Custody
 - Gang
4. Tuolumne County Jail design is inadequate to provide separate special housing areas and therefore an effective inmate classification system. A new facility is desperately needed.

Security and Custody Levels

When describing “security characteristics” it is important to understand the differences between “Security” and “Custody” levels, as many correctional professionals use these terms synonymously. “Security” refers to the physical characteristics of the facility. Maximum security means that there are a number of physical security features such as fences, cameras, concrete walls, cells, etc. Minimum security refers to a housing unit that has minimal physical security designs. It is common for minimum security facilities to not have a fence or cells. “Custody” refers to the degree of restraint placed on an inmate. A maximum custody inmate would be in the highest security area of the facility, i.e. behind fences, concrete walls and in a cell. Additionally, the degree of restraint would be high, such as requiring any movement of the inmate to be accomplished with two officers. The inmate would be handcuffed and have leg shackles. The inmate would not be afforded access to other inmates and would have minimal freedom of movement.

The “Custody” level for inmates assigned to minimum security would be very low. These would generally be outside inmate workers who do not pose a threat to the public. Minimum security/custody inmates would be assigned to housing that had very few physical security features and the inmates would not have cells but rather dormitory sleeping arrangements. The inmates would have freedom of movement and be given outside work assignments. The benefit of minimum security/custody facilities is the savings in both the construction of the physical plant and the number of staff members required to supervise the inmates.

Tuolumne County Jail is unique in that it is a maximum and minimum security jail without a medium security component. The 2011 California Jail Survey Report shows the ratio of jail security levels to be:

Maximum:	31.4%
Medium:	44.5%
Minimum:	24.1%

Table 2

The following charts show the “custody levels” in Tuolumne County Jail.

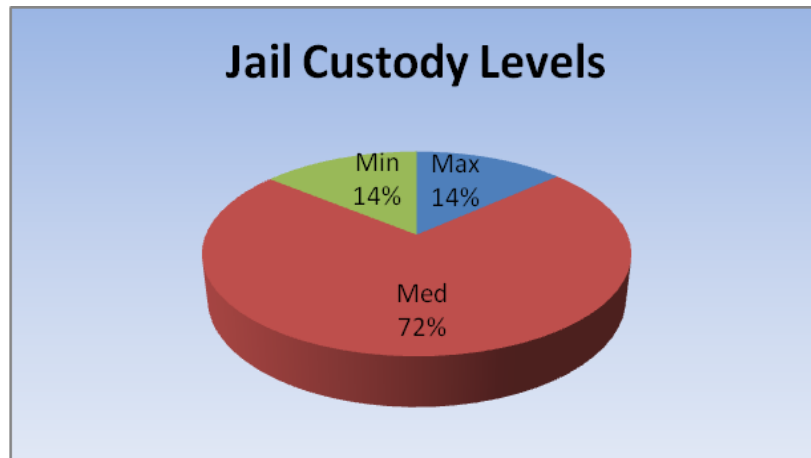


Figure 21

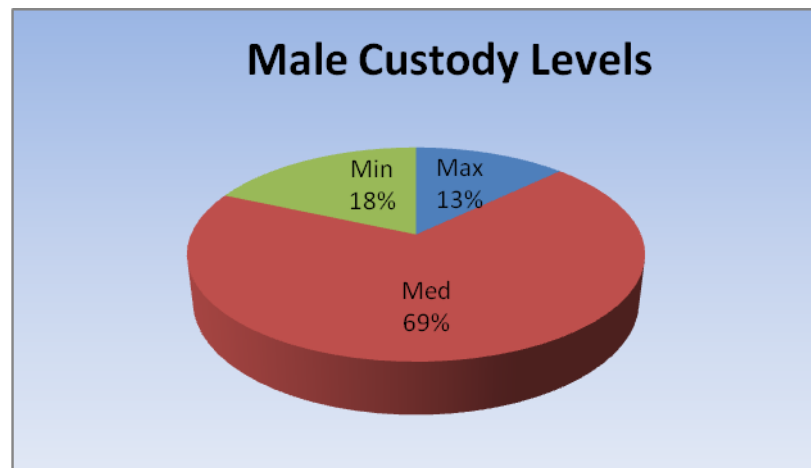


Figure 22

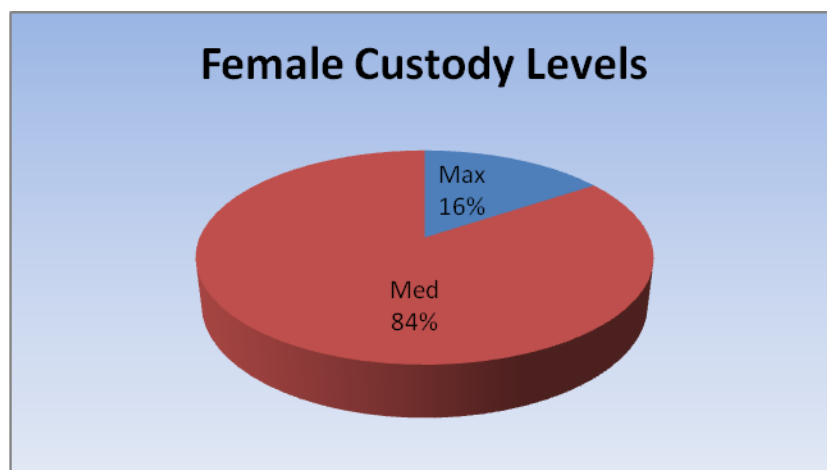


Figure 23

Bringing Tuolumne Jail's security and custody levels into balance cannot be accomplished due to the current design of the facility.

E. PROGRAMS NEEDS

Existing Inmate Programs and Services

Providing a significant range of programs to inmates is critical to the management of a jail. Jail programs can affect the level of tension in the jail and impact recidivism after release.

Tuolumne has a civilian-non-sworn professional staff member who is specifically assigned as the Inmate Program Specialist to manage inmate programs within the jail. Interviews with Sheriff's supervision and the Inmate Program Specialist and site visits were conducted to assess the programs offered and inmate participation in the various programs.

The Sheriff is very supportive of inmate programs and clearly there is a shared philosophy that providing inmates with both required and voluntary rehabilitation and self-help programs is supported by County departments and officials. Interviews with criminal justice staff, County Administration and Health officials indicate support for existing programs, and if possible adding new programs. The configuration of the existing jail does not allow for extensive programs due to inmate movement issues and the limited, somewhat remote and poorly supervised program space. There is only the one "library" room for jail programs for the entire jail population. The need for a closed circuit television channel for inmate programs was repeatedly mentioned.

The Inmate Program Specialist is enthusiastic about expanding the number and sophistication level of the programs, however, realizes this will be difficult to accomplish given the limitations of the facility. Also, there is a certain level of staff resistance because of the difficulty in safely moving inmates and providers to the program room. The recent effort for medical accreditation was hurt by the inability to present certain inmate programs such as like skills training. The following matrix is a summary of the programs mandated by California Code of Regulations Title 15 and a second chart of those rehabilitation programs offered by the Tuolumne Sheriff's Office. Underutilized or potential programs are identified for consideration.

Examples of mandatory programs include:

Law library/legal resources	The jail does not have a law library, however, meets the requirements of Title 15 by contracting with Legal Resources Service.
Recreational reading library	Recreational reading library has been suspended for several months for security reasons
Visitation	Visiting is provided in very limited numbers near the front of the jail. Visiting is difficult due to all inmates being escorted to visiting. Also visiting hours must be extended to accommodate administrative segregation inmates.
Recreation	The jail has one recreation yard on the roof which management advises is barely adequate to meet minimum recreation requirements. Inmates must be escorted to the recreation yard. Recreation must be extended well into the night time hours to meet

	minimum requirements.
Religious services	The jail uses a volunteer chaplains and religious leaders to meet this requirement. Chaplains advise that implementing the closed circuit TV system would be the most effective means of taking services to the inmates.
Telephone access	The jail uses contracted telephone services in each housing unit to meet this requirement.
Medical and Mental Health Services	The services are provided through contract by California Forensic Medical Group (CFMG). Mental health services are provided primarily by CFMG tell-psych and County Mental Health. Mental health concerns for staff safety were expressed (See interview)

Examples of non-mandatory, but important other programs include:

Inmate commissary program	The jail provides commissary through a contract with Aramark once a week
High school diploma and GED certification training	Because of lack of program space, this program is limited to issuing self-help books "Kaplan's Complete Guide to GED" and "Barons Passkey to GED". All interviewed related to inmate education would like to see a new jail and the ability to improve these programs. Testing is arranged at Columbia College upon release.
Computer technology and literacy training	Computer training classrooms and computers are not available. But would be possible with space.
Anger management training	While not provided, the Program Specialist would like to have a CCTV system installed in the housing units to facilitate this to some level.
Life skills and reintegration training	While not provided, the Program Specialist would like to have a CCTV system installed in the housing units to also facilitate this to some level.
Aptitude testing and placement	Not provided.
Drug/ alcohol resistance training	Currently AA and NA are provided two sessions a week with a maximum of 6 inmates. This program could be expanded with new program space.
Tobacco cessation training	Not provided.
Alcohol and narcotics anonymous programs	Currently AA and NA are provided two sessions a week with a maximum of 6 inmates. This program could be expanded with new program space.

DUI programs	Not provided at this time, however, if the facility design allowed, the Program specialist would like to see a therapeutic housing unit for treatment of drug and alcohol abuse.
Vocational skills training	Not provided; the facility will not allow it. There is discussion of doing more for the inmate workers including culinary training in the kitchen
Communicable Disease control	No negative airflow in this facility

Table 3

Tuolumne Jail staff reported they do not maintain detailed statistics related to inmate programs, however, the Jail Management System software was able to glean the following information, and despite the program space limitations, the following numbers of inmates have participated in programs in 2011.

Documented number of inmates who participated in programs year to date 2011

Bible study, religious program	357
NA and AA program	232
Misc. other programs	173
(Statistics from Corrections Management System)	

Table 4

Program Recommendations:

1. There is a significant desire by administration and the Programs Specialist to increase programs significantly; however, this is unlikely and infeasible given the limitations of the facility. A new jail should be built with the desired program space built in.
2. The AB 109 legislation emphasized rehabilitation programs. The Grand Jury report indicates a high recidivism rate for Tuolumne County and desire to do more programs. New space must be provided to accomplish these goals.
3. Any new inmate housing additions or jail must provide adequate and easily supervised program space.
4. New housing units must also provide for adequate visitation and recreation space, preferably at the housing units.
5. Because of the facility limitations, the CCTV system desired by the Programs Specialist to increase program presentations should be implemented.

Probation Alternative to Incarceration Programs

The current alternatives to incarceration programs include a limited adult drug courts, work release program, electronic monitoring for juvenile inmates only, and daily work assignments outside of jail. This last category includes those inmates that are picked up daily and dropped off at various county facilities to work for the day and are supervised by county staff. They are then returned to jail at the end of the day. Due to AB109 requirements, the community Corrections partnership Realignment implementation plan will expand these programs significantly.

Impacts of AB109 for Tuolumne County Jail

AB109 realignment is a new and complex set of variables that has yet to be fully understood since its full implementation and implications are still unknown. The role that AB109 plays into this updated jail needs assessment is to determine how many additional beds will be needed for future growth in the framework of the new realignment. Old assumptions are no longer valid and must now be updated to reflect these changes. Each county will be unique in how they implement this change. The method of how Tuolumne implements AB109 will determine this number. The factors the project team will use in making this projection are:

- State of California projections
- Average Daily Population (ADP) of the Tuolumne County Jail
- Average Length of Stay (ALOS) in the Tuolumne County Jail

The project team has found that Tuolumne County Sheriff's Office has done a very good job of historically tracking these numbers, especially since the implementation of their current Jail Management System (JMS). However, one variable that is still unknown (with any degree of confidence) is how many inmates will result from revocations of the new programs and Post Release Community Supervision (PRCS) associated with AB109 realignment. There is no real trend that can be applied to this variable, but the State has provided an estimate based on the 2010 one-year snapshot revocation rates from parolees. We will use these rates to assist in making a projection - excluding technical violations since they can no longer be incarcerated.

Another variable yet to be determined is the average length of stay for these revocations. Since this number is also unknown, we have applied the current ALOS from the Tuolumne jail statistics. This may skew the final numbers for the full implementation of AB109, but adjustments can be made over the next few years to make adjustments where appropriate. To help understand the implications, we provide an overview of AB109 and the associated Assembly and Senate Bills.

As with all California counties, Tuolumne is tasked with trying to determine the true impacts of implementing AB109/117. Since this is a new path for all involved and there is little historical data for trend line analysis, no one can define the outcomes with any degree of certainty. Based on the California Department of Corrections and Rehabilitations (CDCR) fact sheet, the primary issues of AB109/117 include:

2011 Public Safety Realignment

Earlier this year, Governor Edmund G. Brown Jr. signed Assembly Bill (AB) 109 and AB 117, historic legislation that will enable California to close the revolving door of low-level inmates cycling in and out of state prisons. It is the cornerstone of California's solution for reducing the number of inmates in the state's 33 prisons to 137.5 percent design capacity by May 24, 2013, as ordered by the U.S. Supreme Court.

All provisions of AB 109 and AB 117 are prospective and implementation of the 2011

Realignment Legislation will begin October 1, 2011. ***No inmates currently in state prison will be transferred to county jails or released early.***

Governor Brown also signed multiple trailer bills to ensure the 2011 Realignment secured proper funding before implementation could go into effect.

The 2011 Realignment is funded with a dedicated portion of state sales tax revenue and Vehicle License Fees (VLF) outlined in trailer bills AB 118 and SB 89. The latter provides revenue to counties for local public safety programs and the former establishes the Local

Revenue Fund 2011 (Fund) for counties to receive the revenues and appropriate funding for 2011 Public Safety Realignment.

Funding of Realignment

- AB 111
 - Gave counties additional flexibility to access funding to increase local jail capacity for the purpose of implementing Realignment.
- AB 94 (2011 Realignment Legislation Addressing Public Safety)
 - Came into effect upon the passage of AB 111.
 - Authorizes counties who have received a conditional award under a specified jail facilities financing program to relinquish that award and reapply for a conditional award under a separate financing program.
 - Lowers the county's required contribution from 25 percent to 10 percent and additionally requires CDCR and the Corrections Standard Authority to give funding preference to those counties that relinquish local jail construction conditional awards and agree to continue to assist the state in siting re-entry facilities.
- AB 118
 - Outlines the financial structure for allocating funds to a variety of accounts for realignment.
 - Establishes the Local Revenue Fund 2011 for receiving revenue and appropriates from that account to the counties.
 - Directs the deposit of revenues associated with 1.0625 percent of the state sales tax rate to be deposited in the Fund.
 - Establishes a reserve account should revenues come in higher than anticipated.
 - The reallocation formulas will be developed more permanently using appropriate data and information for the 2012-'13 fiscal year and each fiscal year thereafter.
 - Implements sufficient protections to provide ongoing funding and mandated protection for the state and local government.
 - The smallest of counties that benefit from the minimum grant will each receive approximately \$77,000 in 2011-'12.
- SB 89
 - Dedicates a portion (\$12) of the Vehicle License Fee to the Fund.
 - Revenue comes from two sources; freed up VLF previously dedicated to DMV administration and VLF that was previously dedicated to cities for general purpose use.
 - Estimated total amount of VLF revenue now dedicated to realignment is \$354.3 million in 2010-2011.
- SB 87

- Provides counties with a one-time appropriation of \$25 million to cover costs associated with hiring, retention, training, data improvements, contracting costs, and capacity planning pursuant to each county's AB 109 implementation plan.

Local Planning Process

The Community Corrections Partnership (CCP), which was previously established in Penal Code § 1230, will develop and recommend to the County Board of Supervisors an implementation plan for 2011 Public Safety Realignment. An Executive Committee from the CCP members will be comprised of the following:

- Chief probation officer
- Chief of police
- Sheriff
- District Attorney
- Public Defender
- Presiding judge of the superior court (or his/her designee)
- A representative from either the County Department of Social Services, Mental Health, or Alcohol and Substance Abuse Programs, as appointed by the County
- Board of Supervisors.

The Executive Committee plan is deemed accepted by the County Board of Supervisors unless the Board rejects the plan by a four-fifths vote.

Community, Local Custody

AB 109 allows non-violent, non-serious, and non sex offenders to serve their sentence in county jails instead of state prisons. However, counties can contract back with the State to house local offenders.

Under AB 109:

- No inmates currently in state prison will be released early.
- All felons sent to state prison will continue to serve their entire sentence in state prison.
- All felons convicted of current or prior serious or violent offenses, sex offenses, and sex offenses against children will go to state prison.
- There are nearly 60 additional crimes that are not defined in Penal Code as serious or violent offenses but at the request of law enforcement were added as offenses that would be served in state prison rather than in local custody.

Please see the document "AB 109: Final Crime Exclusion List" for a complete listing of those crimes.

Post-Release (County-Level) Community Supervision

CDCR continues to have jurisdiction over all offenders who are on state parole prior to the implementation date of October 1, 2011. Prospectively, county-level supervision for offenders upon release from prison will include current non-violent, current non-serious (irrespective of priors), and some sex offenders. County-level supervision will not include:

- Inmates paroled from life terms to include third-strike offenders;
- Offenders whose current commitment offense is violent or serious, as defined by

California's Penal Code §§ 667.5(c) and 1192.7(c);

- High-risk sex offenders, as defined by CDCR;
- Mentally Disordered Offenders; nor
- Offenders on parole prior to October 1, 2011.

Offenders who meet the above-stated conditions will continue to be under state parole supervision.

Each County Board of Supervisors was required to designate a county agency to be responsible for post-release supervision and provide that information to CDCR by August 1, 2011. In turn, CDCR must notify counties of an individual's release at least one month prior. Once the individual has been released, CDCR will no longer have jurisdiction over any person who is under post-release community supervision. No person shall be returned to prison on a parole revocation except for those life-term offenders who paroled pursuant to Penal Code § 3000.1 (Penal Code § 3056 states that only these offenders may be returned to state prison).

Parole Revocations

Starting October 1, 2011, all parole revocations will be served in county jail instead of state prison and can only be up to 180 days.

The responsibility of parole revocations will continue under the Board of Parole Hearings until July 1, 2013, at which time the parole revocation process will become a local court-based process. Local courts, rather than the Board of Parole Hearings, will be the designated authority for determining revocations. Contracting back to the state for offenders to complete a custody parole revocation is not an option. Only offenders previously sentenced to a term of life can be revoked to prison.

After July 1, 2013 The Board of Parole Hearings will continue to conduct

- Parole consideration for lifers;
- Medical parole hearings;
- Mentally disordered offender cases; and
- Sexually Violent Predator cases.

AB 109 also provides the following under parole:

- Allows local parole revocations up to 180 days
- Authorizes flash incarceration at the local level for up to 10 days

Inmates released to parole after serving a life term (e.g., murderers, violent sex offenders, and third-strikers) will be eligible for parole revocation back to state prison if ordered by the Board.

Patrick Byers, a Public Defender from Fresno County, has prepared a document to further assist in decoding AB109.

“Realignment’s biggest change is creating county jail felonies: felony offenses punishable by sentences of more than 1 year served in county jail; some of those sentences can be followed by a period of probation. (This structure is also described as “split sentencing.”)

The second biggest change is realigning most state parole to county Post Release Community Supervision. There is no supervision after release from a county jail felony, except for those persons with felony sentences that can be followed by probation.

Realignment is scheduled to become operative October 1, 2011, but implementation has already begun, at the state and county levels.

Many defendants currently in prison, or being sentenced to prison now, will be released on post release community supervision, and many defendants convicted of felonies in September 2011 will be sentenced to county jail for more than 1 year when they are sentenced in October 2011.

County jail credit for almost all inmates will be halftime: 4 days deemed served for every 2 actually served.

County supervisors can authorize a program of electronic monitoring in lieu of bail.”¹

This last provision will give counties an additional option to manage their jail populations for presentenced inmates. One challenge for Tuolumne County is the unreliable wireless technology for electronic monitoring requiring “hardline” telephone systems to make this a dependable option. However, the project team urges Tuolumne County to find ways to increase the use of electronic monitoring in every case practical as a tool for in-lieu of bail for presentenced jail population management, post-conviction sentencing, probation, and Post Release Community Supervision (PRCS), and as an option for PRCS and probation revocations. Additional issues include:

“Sentences for most felonies that are non-serious, non-violent, or non-Pen C §290 registerable felonies (the so-called “non-non-nons” [or N³])², when the defendant also is a “non-non-non” (that is, also has no prior strikes or registerable sex offenses), will now be served by terms exceeding 1 year in county jail.

The jail sentence for many of those felonies, when a specific term is not prescribed by statute, can be followed by a period of probation under Pen C §1170(h).

Most county jail felonies carry terms of 16 months, 2 years, or 3 years, but there are also many with terms longer than 3 years.

Counties can also contract with the California Department of Corrections and Rehabilitation (CDCR) to accept persons convicted of county jail felonies.

The term used in this paper, county jail felony, mainly refers to the prescribed sentence for the felony itself. But the term can also refer to the defendant being a non-non-non (that is, not having a prior serious, violent, or Pen C §290-registerable felony conviction), and thus eligible to serve the felony sentence in county jail.

¹ **REALIGNMENT.** By Garrick Byers, Statute Decoder, Author: Chapters 12, 17, & 41 of *California Criminal Law Procedure and Practice* (Cal CEB Annual) Senior Defense Attorney, Fresno County Public Defender’s Office, Certified Criminal Law Specialist, California State Bar Board of Legal Specialization

² There is also a fourth “non.” There cannot be an enhancement under Pen. Code § 186.11, subd. (a); “the aggravated white collar crime enhancement.” That enhancement can add 1 to 5 years for “two or more related felonies, [involving] fraud or embezzlement, ... of ... more than ... \$100,000” See Part II, subpart D, below.

*County jail felonies also may be referred to as "Subdivision (h) Felonies," because they are sentenced under Pen C §1170's new subdivision (h)."*³

California Penal Code Section 1170 (h) has the following text. We have underlined and/or made bold text which is of particular interest.

(h) (1) Except as provided in paragraph (3), **a felony punishable pursuant to this subdivision** where the term is not specified in the underlying offense shall be punishable by a term of **imprisonment in a county jail** for 16 months, or two or three years.

(2) Except as provided in paragraph (3), a felony punishable pursuant to this subdivision shall be punishable by imprisonment in a county jail for the term described in the underlying offense.

(3) Notwithstanding paragraphs (1) and (2), where the defendant

(A) has a prior or current felony conviction for a serious felony described in subdivision (c) of Section 1192.7 or a prior or current conviction for a violent felony described in subdivision (c) of Section 667.5,

(B) has a prior felony conviction in another jurisdiction for an offense that has all the elements of a serious felony described in subdivision (c) of Section 1192.7 or a violent felony described in subdivision (c) of Section 667.5,

(C) is required to register as a sex offender pursuant to Chapter 5.5 (commencing with Section 290) of Title 9 of Part 1, or

(D) is convicted of a crime and as part of the sentence an enhancement pursuant to Section 186.11 is imposed, an executed sentence for a felony punishable pursuant to this subdivision shall be served in state prison.

(4) Nothing in this subdivision shall be construed to prevent other dispositions authorized by law, including pretrial diversion, deferred entry of judgment, or an order granting probation pursuant to Section 1203.1.

(5) The court, when imposing a sentence pursuant to paragraph (1) or (2) of this subdivision, may commit the defendant to county jail as follows:

(A) For a full term in custody as determined in accordance with the applicable sentencing law.

(B) For a term as determined in accordance with the applicable sentencing law, but suspend execution of a concluding portion of the term selected in the court's discretion, during which time the defendant shall be supervised by the county probation officer in accordance with the terms, conditions, and procedures generally applicable to persons placed on probation, for the remaining unserved portion of the sentence imposed by the court. The period of supervision shall be mandatory, and may not be earlier terminated except by court order. During the period when the defendant is under such supervision, unless in actual custody related to the sentence imposed by the court, the defendant shall be entitled to only actual time credit against the term of imprisonment imposed by the court.

³ **REALIGNMENT.** By **Garrick Byers, Statute Decoder**, Author: Chapters 12, 17, & 41 of *California Criminal Law Procedure and Practice* (Cal CEB Annual) Senior Defense Attorney, Fresno County Public Defenders Office, Certified Criminal Law Specialist, California State Bar Board of Legal Specialization

(6) The sentencing changes made by the act that added this subdivision shall be applied prospectively to any person sentenced on or after October 1, 2011.

(i) This section shall remain in effect only until January 1, 2014, and as of that date is repealed, unless a later enacted statute, that is enacted before that date, deletes or extends that date.

As this new section depicts, there are now “county felonies” that will require custody in a county jail and county post release supervision. AB109 has also required the formation of a “Community Corrections Partnership” (CCP). Tuolumne County has already complied with this requirement and completed their implementation plan.

- The Tuolumne County CCP Executive Committee includes:
- Honorable Eric L. DuTemple, Presiding Judge, Superior Court
- Adele Arnold, Chief Probation Officer
- Donald Segerstrom, District Attorney
- James Mele, Sheriff
- Robert Price, Public Defender
- Mark Stinson, Sonora, Chief of Police
- Tracie Riggs, Director of Behavioral Health

This committee was commissioned to implement the following:

The new legislation tasks Community Corrections Partnerships (CCP) with planning for the change and implementing local plans.

AB 109 revises the definition of felony to include lower-level crimes that will now be punishable in jail and/or another local sentencing option.

There is a shift in custody to local authorities of felons sentenced for non-violent, non-serious, non-sex offenses (N3) to county control from the state unless excluded by statute.

AB 109 authorizes “Split Sentencing”, which means a portion of the offender’s term is served in jail and the concluding portion served on mandatory supervision.

Serious violent felons, most sex offenders (all registered), and serious white collar or criminals remain eligible for state prison and state parole supervision.

Local Post-Release Community Supervision (PRCS) has been established for any individual who was convicted of an N3 crime and will be released from state prison on or after October 1, 2011. The serious violent felons will remain in state parole’s jurisdiction.

PRCS and parole revocations for N3 offenders will serve their time in the County jail and/or through a combination of detention alternative sanctions and programming.

The legislation authorizes counties to utilize a variety of custody and community based sentencing options. Community based options include electronic monitoring/home detention; Day Treatment Centers; Work Release Programs; Day reporting Centers; and other therapeutic and vocational programming as deemed appropriate.

In an effort to simplify and decode AB 109, there are essentially two tracks that are relative to realignment. One is the new version of parole labeled “Post Release Community Supervision” (PRCS). This will most significantly impact the community corrections element of the criminal justice system for Tuolumne County, but will also impact the jail facility through revocations of

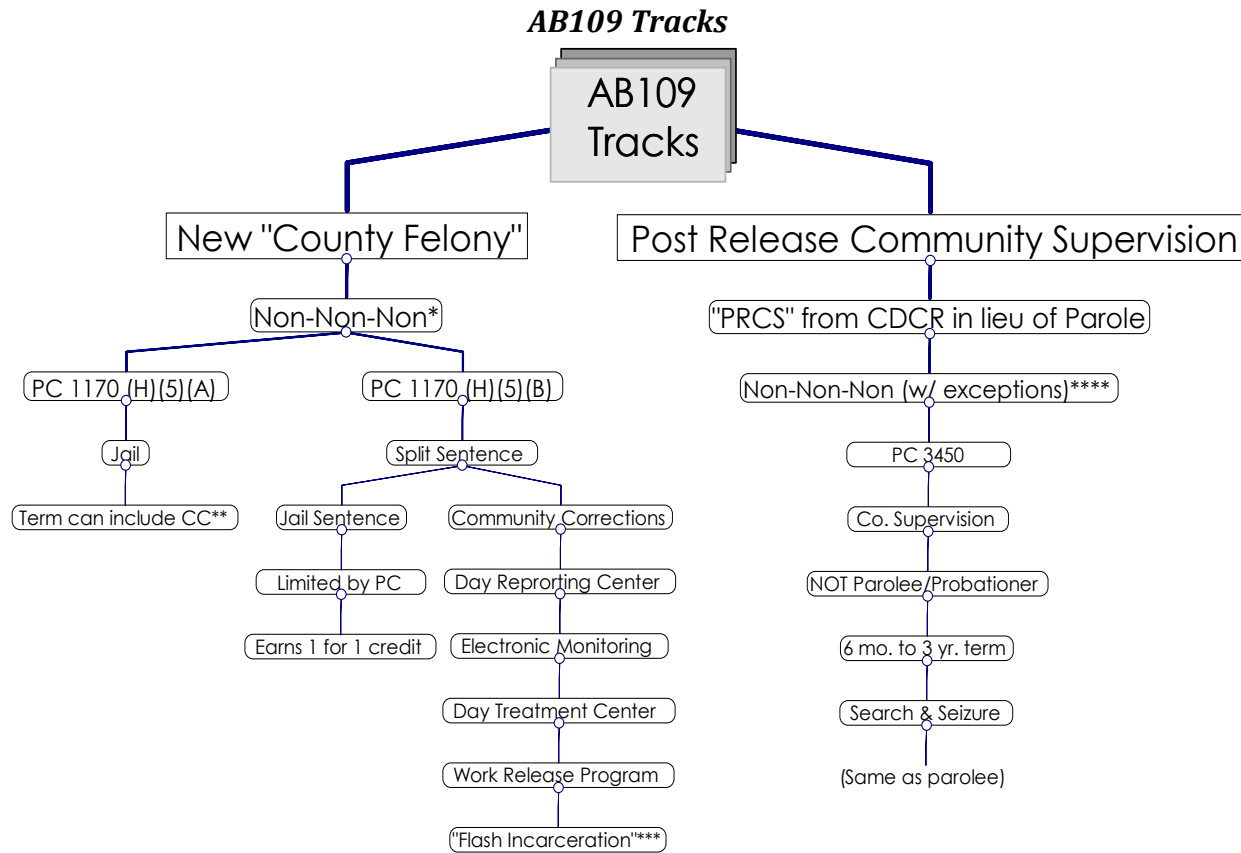
PRCS term violations that are non-technical.⁴ These violations will have to be accounted for in determining jail bed space needed to accommodate these offenders. This projection will be addressed later in this document.

The second track of AB109 that impacts Tuolumne County is the new “county felonies.” These crimes will now be housed in county jail and placed into community corrections programs. Some skewing of the current inmate classification system will be needed in order to release less serious offenders and place them into programs in the hopes of a greater success rate. This will allow for space for the more serious offenders.

The following figure depicts the essential elements of the AB109 tracks that are now effective as of October 1, 2011.

⁴ **Non-Technical (N Tech)**

Violations include misdemeanor or felony crimes: DUI, battery, spousal abuse, robbery, etc.



- * Non-Non-Non is a non-violent, non-serious, non-sexual charge (290 PC)
- ** CC - "Community Corrections" option that can have 1 for 1 credit, same as prison terms
- *** Flash incarceration is immediate custody for a revocation of terms. It has a 10-day max
- **** Non-Non-Non w/ exceptions - CDCR has included some sexual offenses into this category of PRCS releases

Figure 24

How this all relates to Tuolumne County corrections and their inmate population – specifically bed space - is based on State of California projections and trends determined by the project team. The Tuolumne County jail staff should be commended for their exceptional level cooperation, professionalism, and generous use of their time to assist the project team in coming to these outcomes and conclusions. The Sheriff, Undersheriff, and others gave of their time without qualification and made this task possible.

The following table depicts the monthly average and **2-year totals** of persons that will migrate into the Tuolumne County jail system due to AB109 impacts. These are not inclusive of the projected revocations.

Estimated Impact of AB 109

Number of Persons Not Sent to State Prison as New Admissions or Parole Violators with New Terms			
Tuolumne			
Month	New Admission	Parole Violator with New Term	Total
Oct-11	0	0	0
Nov-11	0	0	0
Dec-11	2	1	3
Jan-12	0	0	0
Feb-12	0	0	0
Mar-12	2	1	3
Apr-12	1	0	1
May-12	1	0	1
Jun-12	2	1	3
Jul-12	0	0	0
Aug-12	0	0	0
Sep-12	1	0	1
Oct-12	0	0	0
Nov-12	0	0	0
Dec-12	1	0	1
Jan-13	0	0	0
Feb-13	0	0	0
Mar-13	1	0	1
Apr-13	1	0	1
May-13	1	0	1
Jun-13	2	2	4
Jul-13	1	0	1
Aug-13	1	0	1
Sep-13	2	1	3
Total	19	6	25
Avg./mo.	0.8	0.3	1.0

Table 5

The following table depicts State statistics for the calendar year 2010 revocations of those that violated their terms of parole, and those that would now be considered for PRCS releases from CDRC. These numbers help project a revocation rate that can be used to estimate the new bed space requirements for Tuolumne County.

Tuolumne County Revocations During Calendar Year 2010											
Type of Parole											Total Viols
Post Release Community Supervision						State Parole**					
Violation Type				Sub-T	% to ADP	Violation Type			Sub-T	% to ADP	
Parole ADP*	Tech	N Tech	Dismiss			Tech	N Tech	Dismiss			
71	15	12	1	28	39.40%	3	7	0	10	14.1%	38

Table 6

*Parole ADP includes active parolees and parolees-at-large, but excludes non-revocable parole parolees.

**State Parole numbers include all sex offenders who are required to register per PC 290.

Tech (Technical)

These violations include offenses; to include, failure to report, use of alcohol, not following instructions from parole, traveling beyond 50 miles without permission, etc.

N Tech (Non-Technical)

Violations include misdemeanor or felony crimes: DUI, battery, spousal abuse, robbery, etc.

The following table is a State projection of the Average Daily Population (ADP) for those persons that will now be considered part of the Tuolumne "County Felonies." These numbers assume full implementation of the AB109 realignment. The distribution of these inmates into the jail or community corrections programs will be the task of the Community Corrections Partnership to establish. As required by AB019, the CCP will have to develop a system that determines inmate suitability for the community corrections programs and a revocation process that includes a hearing for due process.

Tuolumne County APD Projections for N ³ with no prior Sex/Violent Convictions		
N ³ with no prior S/V with sentence < 3 years ^{1,2,3,5,6}	N ³ with no prior S/V with sentence > 3 years ^{1,2,4,5,6}	Total Inmates with no prior S/V ^{1,2,5}
13	33	47*

Table 7

1. Numbers are based on full implementation (4 years).
2. Numbers have been adjusted for excluded crimes (see excluded crimes list).
3. Number reflects sentence lengths of 3 years or less.
4. Number is based on sentence length of greater than 3 years. Population will be less due to day for day credit earning.
5. Judicial decisions could decrease this population significantly.
6. This population is a subset of the total low level offender population.

*There are fractions of bed space in the calculations that equal a sum of 47 rather than 46.

Tuolumne County	
PRCS Population Total	Return to Custody ADP (30-day ALOS)
33	4

Table 8

The estimated outcome of these projections means that Tuolumne County can expect to need approximately 47 additional beds space for new inmates migrated into the system from the application of AB109 County Felonies. The State projects 19 revocations for non-technical revocations of PRCS and Parole violators. These do not equate to a one to one need for 19 beds. The above table is a State projection of those PRCS inmates that will require a "Return to Custody" (RTC) assuming an average length of stay of 30 days. These revocations exclude those for technical violations that cannot be returned to custody for their violations. The combined total of new county felonies and revoked PRCS inmates would require **51 beds** if all of these inmates were to be placed into custody. It's worth noting that the implementation of community corrections will offset this number based on how many of these inmates can successfully complete a community corrections program/supervision without requiring re-incarceration.

Community Corrections Partnership - Realignment Plan

The Tuolumne County Community Corrections Partnership Plan intends a phased implement of the following in order to mitigate the additional bed space needs.

"With the October 1, 2011 start date and an anticipated AB 109 resource allocation that will **not** cover all costs, the CCP is presenting a phased Implementation Plan for adoption by the Board of Supervisors. A fiscal impact statement was developed and approved by the Executive Committee of the (CCP) and is submitted as part of this plan for approval by the Board of Supervisors. The attachment reflects the overall concern regarding adequate funding for the implementation of the realignment legislation.

Phase One will span the first nine months and will allow the justice system partners to determine the impacts of the realignment offender population on the Courts, District Attorney, Sheriff, Public Defender and Sonora Police Department plus other service providers in Tuolumne County. In addition to impact determination, the recommends implementing a variety of evidence based programs to supervise and rehabilitate this new population including but not limited to a Day Reporting Center, Day Treatment Program, expansion of existing Work Release Programs, and other community based programming as necessary. Phase Two will continue with the implementation of Phase One programs while adding or expanding programs and determining the impacts on the entire County.

The Probation Department has identified four population groups that will need services effective October 1, 2011:

Approximately **51** offenders will be released from prison between October 1, 2011 and September 2013 from the California Department of Corrections and Rehabilitation back to Tuolumne County for supervision. As designated in the legislature, a post release supervision cannot exceed a period of three years, however, offenders may be discharged earlier following a period of successful community supervision; any revocations will be served in county jail for up to 180 days in length. Also, a directed in the realignment legislation, probation is to supervise under appropriate terms and conditions of probation consistent with evidence based practices, treatment services and a series of progressive incentives and sanctions.

The current misdemeanor population will be shifted from in-jail custody to community corrections supervision and programming to make space for more serious offenders under new sentencing guidelines.

Future misdemeanor offenders who will be subject to alternative sentencing including custody, and various community based supervision and alternative sentencing programs and sanctions.

The felony offender sentenced to local terms of imprisonment-These offenders include "Split Sentencing" population.

Phase One of the Tuolumne Plan will include the following.

Day Reporting Center:

The Day Reporting Center (DRC) is a multi-phased, highly structured and supervised program contracted through Behavioral Interventions INC. (BI). The DRC will be a one stop center for offender accountability and evidence-based supervision and services. Activities include-assessment and individualized behavior change plans; frequent reporting, drug and alcohol testing, 3-5 hours of cognitive behavioral treatment classes per week, individual cognitive skill building, behavioral therapy sessions, periodic progress evaluations, and aftercare services. Services are and treatment will be provided for eligible offenders as identified through assessment. The program takes approximately 180 days to complete. In the first year this program is funded by the Probation Department SB678 allocation. This program will be implemented and operated through a contract.

Electronic Monitoring Program:

BI, Inc. in cooperation with designated County law enforcement agencies will manage an electronic monitoring program. The CCP will assign the equipment based on offender needs, level of security required and geographic challenges. The program will also allow for drug testing and alcohol monitoring. This is an offender paid program with concessions made for indigent populations and subsidy when necessary.

Day Treatment Center:

The Day Treatment Program (DTP) will be managed by Probation and Sheriff Office staff. This will be a treatment and intervention program operated for misdemeanants in lieu of jail. Offenders cannot exit once checked in. The programming is very structured from 8:30 a.m. to 4:30 p.m. The DTP may include behavioral treatment programming, substance abuse programming and vocational services. The DTP is planned to accommodate up to 30 participants per day and will operate up to 5 days per week in the first year.

Work Release Program (Expansion):

The Work Release Program (WRP) will be expanded and will provide an alternative to incarceration while further reducing overcrowding in the County's Jail. The WRP will be offered 7 days per week and will provide tiered supervision based on assessed risk levels of the offenders. Work sites include county facilities, nonprofit agencies, and other governmental agencies (such as: cities, federal, parks, schools, etc.). Offenders will be supervised by Probation staff and/or other approved participating agency personnel. The program is an offender paid program with a sliding fee scale to accommodate all offenders. There are physical and medical limitations to program participation that must be enforced.

The CCP Executive Committee determined that in order to effectively manage and implement elements of the plan, they needed the initial phase of the plan validated by a survey and interview process with key members of the CCP, Tuolumne County Leaders and Community Partners.

As a result of the survey, implementing actions and short term recommendations are outlined for Phase One that will require time and resources. These are submitted to the Board of Supervisors as part of this plan for approval.

Acquisition of a facility for programs

Several facility options were reviewed by the Probation Department, CCP and CAO's Office. The lease and tenant improvements will be submitted for approval and processing. All furnishings, Information Technology needs, and supplies will be included in the AB109 budget.

Development of a Training Protocol for staff

Funds are designated in the AB 109 Planning and Start-up allocation for training staff to supervise this offender population and provide programming at the DTP. The training will be developed and/or purchased to provide tools to manage the new population in the alternative sentencing programs as well as the new population at the jail.

Preparing budgets

Funds allocated for year one (first 9 months) from AB 109 are \$598,767. In addition, there is a onetime planning and start-up/training allocation of \$142, 250. All funding can be utilized in the first year and/or rolled over to future years.

The 2011-2012 programming will be augmented by onetime SB 678 funds of \$225,000 which will be used to operate the Day Reporting Center. Attachment B summarized the Phase One budget, staffing allocations and associated revenues. The budget is submitted to the Board of Supervisors for approval as part of the adoption of this plan.

A detailed first year budget will be developed and tracked with mid-year recommendations of carry-overs to determine level of programming possible in year two.

Definition of first phase goals

As a result of the interview and survey process, four overall implementation goals are established by the CCP and recommended to the Board of Supervisors for approval and monitoring. The CCP will report to the Board of Supervisors at least quarterly regarding the progress and status of the Realignment Implementation and these goals.

Goal One-Complete the Implementation Plan with summary strategies and actions for approval by the Board of Supervisors

Goal Two-Open the facility with partners, contractors and equipment in place

Goal Three – Begin operational and programming status of the first four components of Phase I Realignment Implementation: Day Reporting Center, Day Treatment Center, Electronic Monitoring, and Expanded Work Release Program

Goal Four-Design a basic monitoring process to track internal and external impacts of the AB 109 Implementation as identified by the CCP, Board of Supervisors, and community partners. The internal impacts would include references to budget, training and implementation milestones-the external impacts would include information regarding community safety and crime statistics]

Secure contract for the Electronic Monitoring Program and operation of Day Reporting Center

Identification of sentencing alternatives for current and future misdemeanants:

The identification of specific sentencing options must be developed to provide the courts with alternatives for low-level misdemeanor and felony offenders that have distinct consequences are structured and enforced. The new facility with the Phase I programming will be an integral part of the new and different alternatives needed to relieve jail space issues.

Development of all procedures and programming options for the Day Treatment Program

The Day Treatment Program will be managed by Probation and Sheriff's Office staff. The curriculum and design of the daily activities for a group of 25 to 30 misdemeanants must be structured and planned.

Development of community resources for offenders:

Services at the center will focus on structured and supervised programming to identify and address specific criminogenic needs while providing alternatives to incarceration. An essential element is changing behavior as presented in Evidenced Based Practices is addressing basic personal needs (in addition to identified criminogenic needs) of housing, food, transportation, and clothing. It is recommended that a committee be formed to bring community resources into the discussion in order to determine what services would be available to this population without disrupting their current service delivery system.

Development of educational and employment resources:

A process will be implemented to access local education resources and to access employment services such as those provided by the Mother Lode Job Connection.

Development of Mental and Behavioral Health assessments and short term services

It is anticipated that a portion of the realignment population in addition to the current and future offenders have long standing, unaddressed mental health and/or substance abuse issues. Assessment, treatment and appropriate services (including medications) must be developed and considered in the context of critical risk reduction strategy. It is recommended that a committee is formed to identify a service process for this population. For example, Tuolumne County participated in a state funded MIOCR (Mentally Ill Offender Crime Reduction Grant) program that provided services to the offender population.

Development of a Special Enforcement Team

The purpose of the team is to add an additional layer of public safety and offender supervision. This team will include 2 Deputy Probation Officers and 1 Deputy Sheriff. It is expected that in the supervision of all high risk cases assigned for monitoring by this team, the contact frequency will be high to ensure compliance with court orders, including drug testing, program enrollment, and to ensure program violations are handled swiftly to deter further law violations from occurring. The special enforcement team will also make arrests under the provisions for flash incarceration. The majority of the contacts will be made at the offender's residence.

Development of a data collection/monitoring component

The state has yet to identify any specific performance measures for the AB 109 realignment implementation. A basic data collection component will be designed and implemented to track participation and disposition of those released by the state as well as

a separate category for the low-level offenders who participate in the alternative programming.

PLANNING FOR PHASE TWO

Programming:

As the Probation Department and CCP initiate and monitor the implementation of the AB 109 Public Safety Realignment Program for Tuolumne County, there will be mid-course corrections throughout the process. Going forward, the committee must evaluate the success of the different programs and consider, depending on funding and outcome measures, continuing existing service, providing additional programs, or even discontinuing program. Programs that should be considered for the future are evidence-based options that include but are not limited to:

- Expanding Cognitive Behavioral Therapy (CBT)
- Community-based residential programs targeting offender populations
- Mandatory community service and community integration (community service is already ordered in many cases)
- Mandatory substance abuse treatment even with the very limited funding available
- Mother-infant care programs
- Restorative justice programs
- Victim Awareness Program
- In custody transitional planning
- Family reintegration
- Pre-trial assessments
- Faith Based Outreach and Programming
- Securing Transitional Resources-such as clothing, shelter and food
- Expanded educational and vocational programming both in custody and post release
- In custody case planning for future release and programming

Reporting:

Throughout Phase One, general activities can be reported in narrative format. Phase Two reports should be evaluated and modified to ensure information gathered reflects the needs of the CCP, Probation Department and Tuolumne County relative to internal and external goals.

Funding:

Throughout Phase One, costs will be tracked for all expenditures in support of the realignment offender population. A report should be reviewed with the CAO and CCP reflecting the collateral, unfunded costs of the legislation.

SUMMARY

The Tuolumne County Public Safety Realignment Act Implementation Plan is intended to provide a comprehensive approach to addressing public safety, while maximizing strategies to effectively address criminal recidivism. Elements of the plan manage offenders that

will be returning to Tuolumne from state prison and those who will not now be going to state prison. In addition, the plan targets alternatives to traditional incarceration for future offenders by focusing on developing a core one stop treatment center and additional evidence based programs to supervise and rehabilitate this new realignment offender population while reserving scarce jail beds for the most serious offenders.”⁵

F. ANALYSIS OF LOCAL TRENDS AND CHARACTERISTICS

Crime Rates and Comparisons

The most recent crime rates show the trends for the 10 year period (2000 – 2009). The following chart shows Tuolumne County’s crime trends.

Tuolumne County										
Crimes	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Violent Crimes	202	172	137	227	186	144	142	123	134	158
Homicide	2	1	2	4	2	3		1	1	1
Forcible Rape	11	22	14	15	7	13	15	14	23	25
Robbery	18	22	16	20	13	15	15	15	15	19
Agg. Assault	171	127	105	188	164	113	112	93	95	113
Property Crimes	790	915	1,098	1,295	1,359	1,035	841	895	809	669
Burglary	465	506	619	690	759	561	436	483	452	354
M. V. Theft	145	179	189	277	233	215	211	170	114	100
Larceny -Theft Over \$400	180	230	290	328	367	259	194	242	243	215
Total Larceny - Theft Over \$400	556	621	768	1,014	1,199	878	711	776	937	846
\$400 and Under	180	230	290	328	367	259	194	242	243	215
Arson	10	15	25	15	22	18	8	8	14	11
Population (1,000's)	55.2	55.8	56.2	57.1	57	58.2	57.3	56.9	56.5	55.8
Crimes Rates										
Per 100,000 Population										

Table 9

⁵ Excerpts from “Tuolumne County Public Safety Realignment Act AB109 Implementation Plan”

The following chart shows a comparison of similar county crimes rate trends for the same 10 year span. The charts depict the average crimes rates during the 10 year period.

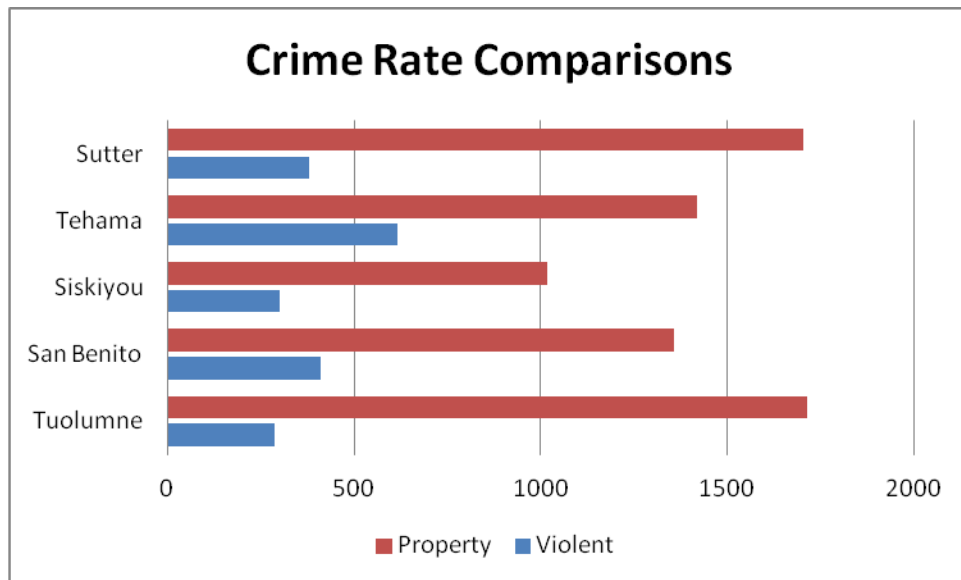


Figure 25

Crime Rate Comparisons			
	Violent	Property	Population
Tuolumne	287	1,714	56,600
San Benito	412	1,359	56,800
Siskiyou	300	1,017	45,400
Tehama	615	1,419	59,900
Sutter	378	1,704	88,900
Crime Rate Per 100,000			

Table 10

The comparisons reveal that Tuolumne has a lower crime rate for violent crimes but a higher rate for property crimes.

Statewide Jail Data

The following chart contains data obtained from the 2011 California Jail Survey produced by the Corrections Standards Authority. The chart shows the statewide percentages for various factors that relate specifically to jails in California that will help to compare and contrast conditions in a local jail.

2011 California Jail Survey	
Pre-sentenced	71%
Sentenced	29%
Felony	80%
Misdemeanor	20%
Average Length of Stay	17.9 - 22.7 (Days)
Security Levels	
Maximum	31.4%
Medium	44.5%
Minimum	24.1%

Table 11

Average Length of Stay

As shown above, the statewide Average Length of Stay (ALS) is 17.9 to 22.7 days. Tuolumne's ALS is at 9.2 days; this low ALS is most likely the result of several factors. Tuolumne utilizes day reporting where inmates are sentenced to short incarceration periods (a day or two) and then released. Tuolumne releases a number of inmates early to mitigate overcrowding conditions. Lastly, Tuolumne has a low violent crime rate. A higher violent crime rate would necessitate housing inmates for longer terms.

Current County Population

The 2010 Census showed the Tuolumne County population to be 55,365. It is estimated that the current County population is 57,000.

Current Jail Average Daily Population (ADP)

The current ADP to date is 135.

Current Incarceration Rate

Incarceration rates are the number of inmates in jail per 10,000 county residents and are an important factor in determining jail beds needs. Although incarceration rates are not exactly the same from area to area, there are correlations between similar social-economic regions. Additionally, crime rates influence incarceration rates. Preferably, a county would utilize a balance of jail beds and community corrections. Counties that tend to manage this balance experience incarceration rates in the area of 24 to 26 persons per 10,000 populations. Counties with mid-

range incarceration rates and few community corrections programs usually achieve this by way of court ordered early releases which over time tend to drive up crime rates.

Tuolumne County's incarceration rate is 23.7.

Incarceration Rate Comparison			
County	ADP	Population	Incarceration Rate
San Benito	125	55,269	22
Siskiyou	125	44,900	21
Tehama	170	63,463	26
Sutter	188	94,737	20
Tuolumne	135	57,000	23

Table 12

Historical County Population

1970	1980	1990	2000	2010
22,169	33,928	48,456	54,504	55,365

US Census Bureau

Table 13

Historical Jail Average Daily Population (ADP)

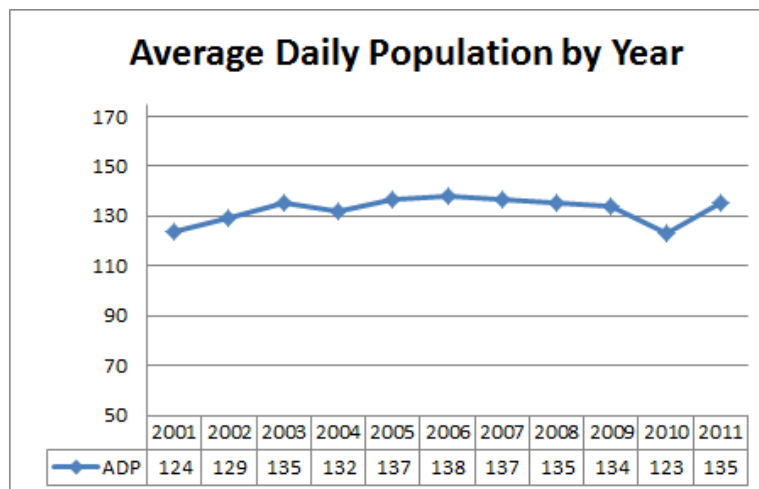


Figure 26

The average ADP over the past 11 years is 132.6

It should be emphasized that ADP was kept artificially low through a Federal Cap on the jail population.

Historical Incarceration Rate

Historical Population and Incarceration Rate

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Population	54,587	54,673	54,749	54,845	54,931	55,017	55,103	55,189	55,275	55,365
Incarceration rate	22.7	23.6	24.7	24.1	24.9	25.1	24.9	24.5	24.2	24.4

Table 14

The average incarceration rate over the past 10 years stands at **24.3**.

Projected County Population

2000	2010	2020	2030	2040	2050
54,863	58,721	64,161	67,510	70,325	73,291

California Department of Finance

Table 15

Projected Jail Average Daily Population (ADP) less AB-109 Realignment

Using the ADP trends over the past 10 years and the projected population growth, the following chart shows the number of jail beds needed. Typically, jails require an additional 10% beds to allow for peak periods. The jail also releases inmates early to mitigate overcrowding. This calculation does NOT show the peak period bed needs, the early release factor or what impact the AB-109 Realignment will have which will be illustrated later.

2018	2030	2040
157	165	172

Table 16

Tuolumne County Jail has 153 beds in the system; however, the CSA rated capacity is 149. Tuolumne jail officials have decided that they cannot effectively operate the jail with more than 140 inmates. As a result, jail officials request and received judicial authorization to release inmates early when the jail population exceeds 140. Over the past several years, Tuolumne has release early on average 292.3 inmates per year. These are inmates who are released before their sentence is completed due to overcrowding.

If Tuolumne did not release inmates early, they would need additional beds to house these inmates. The calculation to determine how many additional beds the jail would need requires totaling the number of inmates released early, multiplied by the average length of stay and dividing by the number of days per year. The following chart shows the number of beds needed for population growth, the peak period factor, and non-early releases.

2018	2030	2040
179	189	197

Table 17

Projected Jail Average Daily Population (ADP) including AB-109 Realignment

Although the aforementioned projections show the results out to 2040, the Corrections Standards Authority is requesting that only projections to 2018 be identified for this study. Consequently, the following charts show only 2012 and 2018.

California Department of Corrections and Rehabilitation (CDCR) projected the number of ADP increases by county. CDCR predicts Tuolumne County will experience an increase of 47 additional inmates. There are another 4 beds needed for Return to Custody (RTC) projected for PRCS revocations, for a total of 51 additional beds needed by full implementation of the Realignment by 2015. Tuolumne County jail will increase the number of inmates each year by 12 inmates after 2015. According to CDCR, 70% of these new inmates will be sentenced to more than 3 years in county jail, and 30% will be sentenced to under 3 years county jail.

The following chart shows the projections for low, medium and high for the years 2012 and 2018. The low projections reflect only 12 Realignment inmates in the system and releasing the same number of inmates early to programs as the jail does now. The medium projections account for only 70% of the Realignment inmates remaining in custody by the 4th year. The high projected number of jail beds includes future population growth, non-early releasing, peak periods, and the Realignment impact.

Projected Jail Beds					
Low		Medium		High	
2012	2018	2012	2018	2012	2018
179	218	187	225	208	240

Table 18

Note: Depending on how long future Realignment inmates are sentenced to jail, the average length of stay will necessarily increase and require more jail beds. Absent any trends, projections are limited to CDCR predictions only.

Current Security Levels

Tuolumne County Jail's current ratios for the security levels are:

Male	
Maximum	13%
Medium	69%
Minimum	18%
Female	
Maximum	16%
Medium	84%
Minimum	0%
Total Jail	
Maximum	14%
Medium	72%
Minimum	14%

Table 19

The following chart shows the existing security levels in the Tuolumne County Jail:

Tuolumne Jail Classification				
A	MAX	FEMALE	6	3X2
B	MAX	MALE	6	2X2+1
C	MED	MALE	20	5X4
D	MED	MALE	1	SINGLE
E	MED	MALE	1	SINGLE
F	MED	MALE	6	3X2
G	MED	MALE	0	I/M STAGING
H	MED	UNISEX	1	SINGLE
I	MED	FEMALE	4	2X2
J	MAX/DI/ADSEG	MALE	10	SINGLE
K	MED	MALE	34	3 & 4
L	MED	MALE	10	DORM
M	MED	FEMALE	10	DORM
N	MED	FEMALE	12	DORM
O	MED	MALE	12	DORM
P	MIN - I/M Worker	MALE	20	DORM

Total Number of Beds **153**

CSA Rated Capacity **149**

Self-imposed capacity **140**

Table 20

Tuolumne County Jail is an antiquated dysfunctional design that severely limits effective inmate classification and efficient operations. The jail is a conglomeration of early 1960's linear design with some restructured podular housing mixed with some non-direct or indirect supervised dorms. The jail houses maximum security/custody inmates in the same housing unit with Administrative Segregated (ADSEG) and Disciplinary Isolation inmates. This situation is due to limited options created by a poorly designed facility that poses a significant problem that will be addressed later in this report.

The Tuolumne County Jail does not allow for separate and distinct housing for the various needed classifications of inmates. Correctional facilities must provide for the safety of inmate and staff with proper housing.

Separate and Distinct Classifications

Modern correctional facilities include all the appropriate separate and distinct housing units for specific classifications. Any new jail or remodel should include at least seven separate classifications for male inmates and four for female inmates. The following classifications should be included in the facility:

1. Mental Health (Psych) Unit

This is a separate housing unit specifically for those inmates who have mental health or emotional problems who cannot be housed in a general population setting.

2. Protective Custody Unit

This housing unit is for inmates who have a potential to be harmed by other inmates such as child molesters, those with enemies in the facility, public officials etc. There needs to be separate cells in this housing unit to separate these people from each other as well as the general population.

3. Disciplinary Isolation Unit

This housing unit is specifically for those inmates who violate jail rules. This housing should not have television or other privileges and have single cells. Its purpose is to remove disruptive inmates from the general population and serve as a punishment for their disruptive behavior.

4. Administrative Segregation Unit

This housing is intended for those inmates who fit the criteria set forth in Section 1053 of Title 15 who may not be criminally sophisticated but pose a threat to other inmates, staff, or are an escape risk. This housing unit should have single and double cells and afford most of the amenities as other general population but be separate from the jail's general population inmates.

5. Male Maximum Security Unit(s)

This housing is intended for the most dangerous inmates who have a history of violence and pose a threat to other inmates, staff, or the public. This should be primarily single cells in the most secure part of the facility.

6. Male Medium Security unit(s)

This housing is generally a combination of cells and dormitories and houses general population inmates.

7. Male Minimum Security Unit(s)

This housing holds the lowest risk inmates that are eligible for inmate worker status in a dormitory setting. In larger systems, it is often a separate or attached structure built with less expensive construction material with access for outside county crews to pick up inmate workers.

Counties with significant criminal gang problems need to separate gang rivals in their correctional facilities. Tuolumne does not reveal a significant gang problem requiring separate housing areas in the jail for this purpose.

Minimum Number of Female Housing Classifications

1. Female ADSEG and or special needs unit i.e.: Psych, PC, DI, (Same as male)
2. Female Maximum Security unit (Same as male)
3. Female Medium Security unit (Same as male)
4. Female Minimum Security unit (Same as male)

Note: In jails with a larger female inmate population, meeting needs for a classification, mental health and protective custody are the same as for the male units. However, in smaller jails like Tuolumne, separation must be accomplished in specialized mixed units or by providing small separate cell areas. Another example is there may be only one protective custody inmate, therefore,

when building new housing management may consider building a few separate and distinct holding areas for these special classifications or using single lockdown cells in the standard housing units.

Tuolumne County Jail is so poorly designed that using existing security level ratios to predict future security levels is futile. Therefore, it seems to be more appropriate to reverse engineer the process by first examining what Tuolumne does not include in their system (but should) and work back to what does exist.

Assumptions

- A new facility will be constructed to meet the **240** beds needs projected to 2018.
- The inmates that will be coming from State prison to the jail and those inmates who will be sentenced to county jail, who prior to the Realignment would have gone to prison, will most likely be higher classification inmates requiring higher security housing. Although these inmates are identified as “non-serious, non-violent, non-sexual” they are inmates whose criminal history or offense would have sent them to prison prior to Realignment.
- Tuolumne County Jail is so antiquated and poorly designed; using the existing facility is not an option for meeting the current and future needs.

Projected Jail Beds and Classifications

CDCR assumes some number of inmates will be released from custody and placed into programs to make bed space available for inmates that would have been sentenced to state prison prior to Realignment. Tuolumne County jail already releases inmates early due to overcrowding. It is not currently possible to determine or predict if any inmates will be suitable for release to programs without first knowing what the inmates are held in custody for. Since this entire Realignment effort has never occurred before, there are no trends to show to what to project or predict in the future.

The Realignment inmates were added to the maximum security need. The non-serious, non-violent, and non-sexual inmates being released do not take into consideration the inmate’s prior convictions. California Penal Code Section 4002, the Nation Institute of Corrections, and the California Code of Regulations Title 15, all state that county jail inmates shall be classified based on the inmate’s current charges and past convictions. As a result, inmates housed in county jails tend to have higher classification levels than CDCR.

The following charts show the projected jail beds by classification. Since the current jail system does not have separate and distinct housing for special needs inmates (Sheltered Housing (Mental Health), ADSEG, DI, PC, etc.) these beds were added in as well. The state averages for security levels were used and then adjusted for the Realignment inmates. Currently, the jail does not have any minimum security beds for females. These beds were included in the classification configurations.

Projected Beds

Years	2012	2018
Projected	208	240
Male	173	187
Female	35	53

Table 21

The following percentages were the results of the aforementioned methodology.

	Female	Male
	22%	78%
Max.	26%	50%
Med.	44%	40%
Min.	30%	10%

Table 22

The following chart shows projected jail beds by classification.

Projection Male Beds by Classification					Projected Female Beds by Classification				
2012			Sheltered Housing	8	2012			Sheltered Housing	2
Max	86.5		Admin. Segregation	8	Max	9.1		Admin. Segregation	2
Med	69.2		Disciplinary Isolation	8	Med	15.4		Disciplinary Isolation	2
Min	17.3		Protective Custody	8	Min	10.5		Protective Custody	2
Total	173		Max	53	Total	35		Max	2
			Med	70				Med	16
			Min	18				Min	10
			Sub Total	173				Sub Total	36
								Total 209	
2018			Sheltered Housing	10	2018			Sheltered Housing	2
Max	94		Admin. Segregation	10	Max	14		Admin. Segregation	2
Med	75		Disciplinary Isolation	10	Med	23		Disciplinary Isolation	2
Min	18		Protective Custody	10	Min	16		Protective Custody	2
Total	187		Max	54	Total	53		Max	6
			Med	75				Med	23
			Min	18				Min	16
			Sub Total	187				Sub Total	53
								Total 240	

Table 23

The type of housing designed and built by Tuolumne County is a decision for the Sheriff's Office based on their proposed operational philosophy, staffing allocations, and their classification system. The below hypothetical list of housing options is provided as a starting point for discussion. The actual security level of housing is the decision of the Sheriff's Office. For efficiency, and to maximize fixture-to-inmate and shower-to-inmate ratios, there should be incremental pod counts of 10 (fixture) or 20 (shower). Rounding up or down slightly of the bed need by type is also recommended.

Hypothetical Housing Units Based on Bed Needs & Efficiency (2018 Need)

Hypothetical Housing 2018				
Hsg #	Pod 1 Male Maximum Unit	Type Hsg	Capacity	Need
1	Administrative Segregation	*10 Double cells	20	
2	Disciplinary Isolation	10 Single Cells	10	
3	Male Max High Security	10 Single Cells	10	
4	Male Max Med Security	20 Double Cells	40	
			80	
	Pod 2 Male General Pop			
1	Med Security	20 Double Cells	40	
2	Protective Custody	20 Double Cells	40	
3	Sheltered Housing	10 Dorm	10	
4	Minimum	20 Dorm	20	
			110	
	Male Total Beds		190	187
	Pod 3 Female Housing Unit			
1	Female Max	10 Single Cells	10	
2	Protective Custody and Sheltered Housing	10 Dorm	10	
3	Female Med Security	10 Double Cells	20	
4	Female Minimum	20 dorm	20	
	Female Total Beds		60	53
	Total Bed Capacity		250	240
	Note: A minimum of one Rec yard and preferably two recreation yards per Housing Unit			
	A minimum of one multi-purpose program room per housing unit			

Table 24

Hypothetical Housing Units Based on Bed Needs and Efficiency (*2012 Need)

Hypothetical Housing 2012				
Hsg #	Pod 1 Male Maximum Unit	Type Hsg	Capacity	Need
1	Administrative Segregation	*10 Double cells	20	
2	Disciplinary Isolation	10 Single Cells	10	
3	Male Max High Security	10 Single Cells	10	
4	Male Max Med Security	10 Double Cells	20	
			60	
	Pod 2 Male General Pop			
1	Med Security	20 Double Cells	40	
2	Protective Custody	10 Double Cells	20	
3	Sheltered Housing	20 Dorm	20	
4	Minimum	30 Dorm	30	
			110	
	Male Total Beds		170	173
	Pod 3 Female Housing Unit			
1	Female Max	10 Single Cells	10	
2	Protective Custody and Sheltered Housing	10 Dorm	10	
3	Female Med Security	10 Double Cells	20	
4	Female Minimum	10 dorm	10	
	Female Total Beds		50	35
	Total Bed Capacity		220	208
	Note: A minimum of one Rec yard and preferably two recreation yards per Housing Unit			
	A minimum of one multi-purpose program room per housing unit			

Table 25

*It is recommended that the new jail be built to 2018 needs (Table 24), however, at a minimum the jail should be built to 2012 needs (Table 25).

G. ADEQUACY OF STAFFING

The adequacy of the current staffing appears acceptable with the caveat that because staffing is at a minimally adequate level, shortages may require overtime for coverage. This was the case at the time of this study. Additionally, the use of a custody officer to supplement transportation is a concern, as it inhibits the ability to adequately manage the facility when this officer is on the road.

Also, the adequacy of the staffing level is deceptive because the very nature of a linear designed facility in which there are no housing control officers watching from within the unit, but only “rovers” at makeshift officer stations who randomly walk through, allows for very subjective evaluation of adequacy. If the jail was designed for better visual supervision and better officer-inmate interaction, more officers would be required. Rather than less, a much needed new facility will almost assuredly require more staff.

Current Staffing Levels

In a system in which the jail is linear design, such as Tuolumne, the level of staffing required is somewhat subjective. In modern facilities with fixed posts, a work position requiring staffing 24 hours a day, 7 days per week (such as control rooms) staffing fixed posts is a requirement. In linear facilities, staffing is more ambiguous. The adequacy of staffing relates to these questions:

- Is there sufficient staff to supervise the inmates, ensuring their safety from each other and the security of the facility?
- Are there enough officers to respond to a disturbance, fight, or other emergency?
- Are there enough officers to accomplish required cell checks?
- Are there enough officers to provide the inmates with Title 15 requirements such as food service, recreation, clothing exchange, showers, programs, access to medical, mental health, attorney, and family visits?
- Are there enough officers to ensure timely booking, releasing, and transport to court appearances?

In interviews with Sheriff’s management, it appears the answer to these questions is also somewhat ambiguous. When there are four officers and the central/booking clerk, staffing is efficient and adequate. When the staff level drops to two or three officers - which frequently occur - concerns rise. If a combative arrestee is brought to booking, staffing adequacy can come into question. With the existing jail, the goal should be to staff the following posts:

- Sergeant
- Central Control/Booking clerk
- J-1 Intake/Booking
- J-2 Max and dorm control-rove, housing units L through O and J.
- J-3 Housing Units A through L control-rove
- J-4 Recreation officer on ***days and swings*** when rec is offered
- J-5 Second Intake officer and inmate supervision in P&K housing units

(**Note:** Classification and transportation, as well as disability impact covered later in report.)

Shift Schedule

There is a great deal of debate and consternation related to shift schedules, not just at Tuolumne, but everywhere. Staff would prefer a four day a week 10-hour plan. Unfortunately “ten” plans are inefficient and do not work well in 24-7 operations. The choice boils down to a standard 8-hour 5

day a week three shift plan or a 12-hour 3 & 4 day, two shift work week. Both work well in correctional facilities as both divide equally into 24 hrs.

Per Fixed Post Staffing Requirements

The jail is a 24-hour a day, 365 days a year operation which requires minimum staffing levels. Depending on many factors, including time off for vacations, sick leave, injuries and training, as well as the type of schedule, the number of officers required to staff the facility can vary.

A fixed post is a position in the jail which must be staffed 24 hours per day, 7 days per week, 365 days per year. The types of staffing plans require a different number of officers to staff the position 24-7-365. Eight and twelve hour schedules require fewer officers to staff a fixed post than a nine or ten hour schedule. While a complete staffing analysis would be required to determine exact staffing requirements, experience from other studies and experience of other agencies provide for close estimation and recommendations.

Generally, approximately 5.3 officers are required to staff a fixed post on an eight or twelve-hour plan, and 5.7 to 6 officers on a ten-hour schedule.

Booking Clerk-Central Control Post

This post is a concern that should be studied now for what appears to be questionable staffing for the current jail and likely will not be adequate in a new jail. The clerk has responsibility to book arrestees, operate the security control system, monitor camera monitors, and provide some direct visual supervision of intake process and holding and visiting. This appears to be more than should be expected of one person to perform adequately. Additionally, the layout of Central Control contributes to this difficulty with the location of monitors, size of the room, and views into the mentioned areas. A new jail will likely have a Central Control as a separate function from booking.

Recommendation Related to Staffing Current Jail

There appears insufficient staffing to cover vacancies.

Current Fixed Post Assignments (Hypothetical or Eight or Twelve Hour Schedule) Minimum <i>Staffing</i> 5.3 corporals/officers or clerks per post (Note: Corporals and deputies both fill fixed posts and are synonymous for this report.) (Rounded to nearest 10th)	Needed To Staff Posts	Currently Available: Estimate staff allocated currently	Additional staff recommended
Jail Commander	1	.5	.5
Sergeant (one on 24-7 and two on days Monday through Fri.	6.4	6	.4
Lead Booking Clerk (manager-supervisor of booking clerks, one position)	1	1	
Booking Clerk/ Central Control (based on current duties, not best practices-see related discussion)	5.3	5	.3
Intake Officers (J1 Intake and J5 Housing units P&K) (Posts should be staffed with two officers 24-7. This is essentially what happens now; it's just at times J5 is covered by J4 when recreation is not being given. At an absolute minimum these posts must be covered on day and swing shift or roughly 7 AM to 11 PM. These two posts are in close proximity and while J5 is tasked supervision of two pods (P&K) the post also assists with booking and intake and when there is no J5 it is covered by J1. Asking J1 to cover intake and two housing units is inadequate.	10.6	10.6	
Max and dorm control-rove (J2) Housing units L through O and J. This officer covers several housing units from a control area and providing cell checks and movement control-escort	5.3	5.3	
Housing Units A through L control-rove. This officer covers several housing units in the old linear 1959 units from a control area and providing cell checks and movement control-escort	5.3	5.3	
Recreation Yard Officer J4. This position is required due to the design of the recreation yard on the roof which cannot be observed safely in any other way. The post must be covered on day and swing shift or roughly 7 AM to 11 PM for the mandatory recreation. (One officer off on disability)	3.5	3.5	
Classification officer and secondary transportation officer. Too much of the classification officers time is spent on transports. Estimates are 50% to 75% on transport leaving too little time for actual classification duties.	1	1	
Transportation officer. Because two person transports are required so often only one officer is inadequate. (One officer off on disability)	2	*2	
Totals:	41.4	40.5 (actual)	.9

Table 26

Classification Staff

Classification of inmates is critical to inmate and staff safety and limiting jail liability. The current use of sergeants to provide classification works, however, the jail needs a fulltime classification officer, trained in classification working in concert with a sergeant with specific oversight of the inmate classification system. Splitting the responsibility between several people poses some risk. The current practice of the classification officer working 50% to 75% of the time on transportation or transportation scheduling does not allow adequate time for classification. Added classification complexities added by AB 109 and the Prison Rape Elimination Act (PREA).

Transportation Staff

Whether because of staffing limitations caused by the two long term disabilities, transport only has one officer. Currently this is inadequate. Transportation requirements, such as Judge DuTemple's requirement of two transport officers when two or more are being transported to his court, requires using a jail custody officer or the classification officer to help. Also the jail classification officer is tasked with scheduling transports which is very time consuming. Two fulltime transportation officers appear to be needed at this time. This may change with a new jail and a secure connection to the courts.

Staffing a New Jail (Hypothetical)

Staffing a new jail will likely take several more staff than the current jail. This will depend on the philosophy of the Sheriff's Office coupled with the allocations funded by the County. The biggest increase in staffing is caused by the fact that a new podular jail unlike the current linear jail requires direct visual supervision rather than the current cell checks only. Staffing for the new jail will likely **increase staff between 7 and 15 positions**. The cost of an entry level deputy sheriff, with benefits, is \$68,245. The range of costs would be \$477,715 to 1,023,675. The primary reasons staff increases will be needed are as follows:

- Currently, a booking clerk serves as the booking person and the central control officer. Booking (typing) and communication with an arrestee while also monitoring cameras and operating the jail security system is a safety and efficiency concern. In a new jail, the design will likely, but not assuredly require a split of these duties.
- Housing control stations require a fixed post which cannot be vacated unless another officer relieves the control officer. Currently there are no controls officers, just pod officers who also rove and do cell checks. The Sheriff's Office could attempt to run all pod controls from the Central Control station, however, this will be an operational decision based on design and number of doors and cameras, et cetera, to be monitored.

During the day, minimum staffing will likely be more than at night. With all the movement, programs, medical needs and court traffic dayshift staffing will likely be greater than nightshift.

Dayshift Hypothetical Staffing Positions

- Booking Clerk
- Central Control
- Intake-Booking #1
- Intake/Booking and movement #2
- Housing Unit 1
- Housing Unit 2
- Housing Unit 3
- Rover 1

- Rover 2

Nightshift Hypothetical Staffing Positions

- Booking Clerk
- Central Control
- Intake-Booking #1
- Housing Unit 1
- Housing Unit 2
- Housing Unit 3
- Rover 1 Housing and assist booking
- Rover 2

Alternative Hypothetical Staffing Based on Central Control Controlling All Doors

- Booking Clerk
- Central Control
- Intake/Booking #1
- Intake/Booking and movement #2
- Housing Unit 1
- Housing Unit 2
- Housing Unit 3
- Rover 1
- Rover 2

Staff for Facility with Separate Control Officer and Rover

Hypothetical New Jail Fixed Posts Staffing # 1 5.3 officers per post	To Staff Posts	Currently Available	Additional Officers
Jail Commander	1		
Sergeants	6		
Lead Booking Clerk	1		
Booking clerks	5.3		
Central Control	5.3		
Intake/Booking #1	5.3		
Intake/Booking #2 (Days and Swing)	3.5		
Housing Unit #1 Control	5.3		
Housing Unit #2 Control	5.3		
Housing Unit #3 Control	5.3		
Rove #1 Cell checks and inmate movement	5.3		
Rove #2 Cell checks and inmate movement	5.3		
Classification	1		
Transportation	1		
Officers Required	56	40.5 Current	15

Table 27

Important Note: A complete formal staffing analysis must be completed when a new jail is designed by architects to accompany the program statement when it is submitted to the California Corrections Standards Authority (CSA).

Staff for Facility with Combined Control Officer/Rover

Hypothetical New Jail Fixed Posts Staffing # 2 5.3 officers per post	To Staff Posts	Currently Available	Additional Officers
<u>Possible but not recommended at this time</u>, will require study to confirm safety of staff based on design.			
Jail Commander	1		
Sergeants	6		
Lead Booking Clerk	1		
Booking clerks	5.3		
Central Control	5.3		
Intake/Booking #1	5.3		
Intake/Booking #2 and relief	5.3		
Unit 1 Rove #1 Cell checks and inmate movement	5.3		
Unit 2 Rove #2 Cell checks and inmate movement	5.3		
Unit 3 Rove #3 Cell checks and inmate movement	5.3		
Classification	1		
Transportation (If secure path to adjacent court)	1		
Officers Required	47.1	40.5 Current	7

Table 28

Important Note: A complete formal staffing analysis must be completed when a new jail is designed by architects to accompany the program statement when it is submitted to the California Corrections Standards Authority (CSA).

Estimated Staff Increase for New Jail

It appears staffing will need to increase between 7 and 15 depending on design to adequately staff a new jail.

H. THE ABILITY TO PROVIDE VISUAL SUPERVISION

The current Tuolumne County Jail design does not allow the ability to properly visually supervise the inmates. This is a significant problem for the safe operation of the facility. It is problematic for observation for the safety of the inmates, but also for the safety of the staff. The facility is essentially completely linear in design. With linear supervision, officers can only intermittently visually supervise a few inmates at a time. In Tuolumne County Jail, the linear supervision is made harder because certain areas of the jail have secondary hallways with cells attached making it even more difficult to visually supervise the inmates. To their credit, the Sheriff's Office has designated and provided fixed post stations as close as possible to the housing units. At one of these stations in the hallway, the officer has a view into part of one unit.

Circulation areas, laundry, kitchen, program areas and portions of the jail cannot be visually supervised. The use of cameras offer an assist, however, even the camera monitoring locations are problematic due to poor original planning many years ago.

Sheriff's management and supervision is well aware of this deficiency and hope a new jail can be funded to rectify this potentially dangerous condition.

I. THE ADEQUACY OF RECORDS KEEPING

Records Keeping

Tuolumne County jail records personnel, including the Lead Booking Clerk and her staff, provide excellent record keeping and inmate files. This coupled with the excellent Jail Management System make retrieval of information and reports uncomplicated. Records and files are kept a minimum of five years with the majority of the information available much longer. Booking information is thorough and orderly. See 2008 Needs Assessment for complete list of records kept.

The CSA 2011 inspection indicated a problem with record keeping related to grievance retention. Staff advised that this problem has been rectified

J. HISTORY OF THE SYSTEM'S COMPLIANCE WITH STANDARDS

History of System's Compliance with Standards

The Needs assessment Update Team reviewed numerous inspections related to the Tuolumne County Jail. While many concerns are documented below, the fact is the Sheriff's Office ***continues to have a history of compliance with standards and regulations***. This is a tribute to the staff of the jail. There are repeated concerns raised about the age, design, ability to properly staff, and deterioration of the physical jail building. The 2008 Needs Assessments alludes to the difficulties in meeting regulatory requirements within this facility. The update team found the issues and shortcomings documented in that report still exists, including:

- Poor facility design
- Staffing concerns
- Classification concerns

Another consistency was that the reports were repeatedly complimentary of the Sheriff's staff for their efforts in a difficult circumstance. The Needs Assessment Update Team reviewed several years' inspections from regulatory agencies:

- Corrections Standards Authority Biennial Inspections
- Fire Marshall

- Health and Mental Inspections
- Environmental Health
- Grand Jury Reports

Of greatest concerns were reports by the Tuolumne County Grand Jury and California Standards Authority. The grand jury has raised concerns in report after report calling for the building of a new jail. Following are excerpt quotes from these reports:

2008 Grand Jury

- *"The jury strongly recommends construction of a new Criminal Justice Center.*
- *Overcrowding is dangerous to both prisoners and jail staff."*
- *"Construct the new Criminal Justice Center as soon as possible. The jail should be part of the initial phase of construction."*
- *"Continue reasonable and necessary maintenance on the existing facility".*

2009 Grand Jury

- *"The jail is grossly outdated, unsafe and has many hazards."*
- *"Visiting/Interview area is too small with just five (5) intercom phones. One (1) of these is in a sound proof area for attorney/client conversations."*
- *"There is a significant amount of mold on the walls migrating from the ceiling to the stairs in the stairwell between the first and second floors. This mold is professionally removed periodically. With the poor ventilation system, health hazards to staff and inmates are a possibility".*

2010 Grand Jury

- *"The Construction of a new jail facility is greatly needed."*
- *"The dilapidated state of the Jail poses many safety concerns for the guards as well as the inmates."*
- *"The limited classroom space environment makes it difficult to provide NA and*
- *AA support for what is the vast majority of inmates. Also, it is difficult to find and maintain a consistent supply of instructors."*
- *"The recreational space is small and not adequate for any variety of sports"*

2011 Corrections Standards Authority Inspection

- *"The Tuolumne County Jail was constructed in 1959."*
- *"The facility is clean, but showing its fifty year age."*
- *"Multiple occupancy cells....4th bunk added to K2, 3, 4 & 7 not compliant due to (inadequate) floor space."*
- *"The facility commander oversees two other units and must divide his time based on pressing needs,"*

2010 Cal Fire Inspection

Three minor deficiencies were noted. The Sheriff's Office advises these have been rectified.

K. UNRESOLVED ISSUES

The following are issues which must be resolved in the near future:

1. Identify funding to replace antiquated and inefficient jail facility.
2. While difficult, considering the crowding and limitations of jail housing, increase ongoing classification staff and training. Provide less reliance on supervisors for initial and ongoing placement.
3. Review procedures and practices for using jail custody posts to supplement jail inmate transport.
4. Review adequacy of medical coverage which is not provided other than day time hours.
5. Maintain exemplary records of the impact of Assembly Bill 109 to determine impact and adequacy of policies in place to handle the additional inmate impact.

Attachment B

Tuolumne County New Jail Draft Program for AB 900 Grant, Round 2

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

SPACE NEEDS SUMMARY		Square Feet
SITE		
Site Subtotal		37,985
Rec Yard Subtotal		6,400
EXTERIOR AREAS		44,385
BUILDING		
Public Area Subtotal		1,344
Intake/Processing Subtotal		7,025
Pod #1 - Housing Subtotal		10,815
Pod #2 - Housing Subtotal		12,840
Pod #3 - Housing Subtotal		12,134
Housing Support Subtotal		1,175
Central Control Subtotal		557
Administration Subtotal		2,360
Staff Support Subtotal		2,988
Medical/Sheltered Housing Subtotal		3,407
Kitchen Subtotal		3,951
Laundry Subtotal		1,993
Utility Support Subtotal		5,509
BUILDING AREA SUBTOTAL		66,094
plus 18% Building Grossing Factor		11,897
BUILDING GRAND TOTAL		77,991

(not including rec.yard)
(not including rec.yard)
(not including rec.yard)

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

SITE No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
1	Staff Parking	50	350	17,500	Visually secure, fenced separation from visitor parking, secure access with keypad
2	Official Vehicle Parking	1	400	400	1 Sergeant vehicle; separate from visitor parking
3	Transport Van Parking	5	400	2,000	Parking space inside VSP for 5 commercial transport vans
4	Public/Visitor Parking	30	350	10,500	Public parking spaces; including one van-accessible space w/ 8' side aisle
5	Loading Area	1	1,200	1,200	For delivery of food, laundry, warehouse supplies. Space will be secured
6	Can Washing	1	150	150	Exterior space near kitchen
7	Mattress Sanitizing	1	150	150	Exterior space near laundry
8	Campus Transport Vehicles	2	200	400	For parking/recharging. Vehicles used to transport food, laundry
9	Trash Enclosure	3	90	270	Masonry enclosure for 3 dumpsters, shredders, compactor. (recycling sorting and storage, compost) Inside enclosed loading area.
10	Flagpole	1	15	15	Flagpole area with lighting
11	Weapons Locker in Vehicle Sallyport	0	0	0	For locking weapons before entering the facility
12	Vehicle Sallyport	1	5,000	5,000	Secured top, partially covered (as a minimum) to provide weather protection. Provide a sallyport into booking and a separate one for court transport.
13	Outdoor Patios	1	400	400	Private outdoor BBQ area for 6-8; preferably adjacent to staff dining, provide shade in summer and weather protection in winter
Site Subtotal				37,985	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

1. LOBBY AND PUBLIC AREA				Program	Size	Space Attributes
No.	Space	Qty.	Sq. Ft.		Total GSF	
1	Public Entry Lobby	1	500		500	Interior space with visitor seating; provide security screening at door and space for a reception counter. Vending machines.
2	Accessible Public Restroom	2	80		160	Mens, Womens ADA accessible restrooms adjacent to Lobby. Single occupancy. Include a diaper changing station in both.
3	Front Counter Clerk	1	64		64	Front reception-secure behind glass-reception connects to admin office area
4	Phone Area	1	25		25	For calling booking, central control, bondsmen during after-hours
5	Visiting Storage Wall Lockers	1	10.0		10	6 lockers-bus station size
6	Video Visiting Area	10	20		200	10 open stations with small dividers in one large room.
7	Parole/Morrissey Hearing + Contact Visiting Room	1	150		150	Extra space off of Lobby to accommodate parole check-ins. Can also be used for misc. public functions or community outreach.
8	Dressing Room	1	60		60	For daily use by furlough Workers.
plus 15% Division Grossing Factor					1,169	Circulation and partitions
Public Area Subtotal					175	
					1,344	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

2. INTAKE/PROCESSING					
No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
1	Sallyport	1	100	100	
2	Entry/pre-booking Area	1	100	100	Alcohol, refrigerator, ID, paperwork, Bench
3	Temp. Inmate Prop. Storage Area	1	80	80	Holds property for detainees in holding until released or housed. In 32 lockers, 18"Wx18"Hx24"D
4	Medical Triage Room	1	100	100	1 Room separated with secure glazing and a counter. (Similar to San Mateo)
5	Medical Storage and Support	1	40	40	Supports triage function, as well as medical staff when away from medical area.
6	Watch Commander's Office	1	120	120	Private Shift Office - with observation
7	Lead Booking Clerk's Office	1	150	150	Workstation office for 2 People
8	Processing	1	120	120	Photos, Fingerprints, Sign Forms, Property
9	Booking Stations	3	75	225	
10	Booking Storage and Support	1	500	500	Files in compact storage system, lockers near booking if possible
11	Interview Room	1	80	80	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

2. INTAKE/PROCESSING				Total GSF	Space Attributes
No.	Space	Qty.	Sq. Ft.		
12	Holding Cells	7	130	910	7 total. (4 male, 3 female) Accessible toilet and sink. 1 Phone. 4 person per cell = 28 capacity. Unused holding to be used as flexible needs. Title 24 Code Minimum: 10 sq. ft. /inmate: 18" per person
13	Safety Cells	3	80	240	3 total. 1 person each. Accesible toilet and sink. ACA Minimum: 80 sf with at least 35 sf enencumbered space. Title 24: min 48 sf floor area. Min dimension: 6 feet
14	Sobering Cells	3	2 at 100 1 at 200	400	3 total. (1 for 8 persons; 2 for 4 persons) With padded floor and drain. No Bench. 16 person capacity. 20s.f. per person Title 24, Section 2-470A.2.4
15	Cooperation Lounge (Docile Holding) Areas	2	250	500	1 Male. 16 max., 1 Female. 8 max occupant. For post-screening holding of cooperative detainees. With TV, 2 phones (no call monitoring). General supervision. Toilet with low wall
16	Inmate Shower/Search	1	70	70	Adjacent to clothing exchange and long-term inmate property storage intake system.
17	Inmate Clothing Exchange Alcove	1	150	150	Area to pass through street clothing and receive jail issue clothing. Washer dryer on staff side.
18	Jail Issued Clothing Storage	1	60	60	Area to store clean inmate clothing
19	Housed Inmate Property Intake	1	50	50	A small interface to long-term inmate property storage
20	Long-Term Inmate Prop Storage	1	500	500	
21	Staff Toilet	2	64	128	Single Occupancy. Title 24 requires hot/cold lav access for staff
22	Janitorial Closet	1	60	60	
				4,683	
plus 50% Division Grossing Factor				2,342	
Intake Processing Subtotal				7,025	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

3. POD 1 - (Male Max/Med)					
No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
1	Unit #1			2,351	Male Single Maximum Security (20 single cells)
2	Unit #2			1,601	Male Double Medium Security (50 beds in 25 cells)
3	Unit #3			2,316	Male Double Medium Security (30 beds in 15 double cells)
4	Housing Pod Control	1	150	150	1 Workstation+ backup
5	Pod Security Equipment Room	1	48	48	Minimum of one full size rack, plus 4' of wall space
6	Program/Multi Purpose Room	1	270	270	AA, NA, Bible study, education, group sessions, court-mandated contact visits, etc. Medium size conf room. Max 12 inmates. Will have an area that can be curtained off for exams/treatment.
7	Interview Room	1	100	100	Acoustic and visual privacy. 9' x 12' Will have 2 doors: One from pod, one from middle of pod sallyport.
8	Pod Janitorial/Storage	1	150	150	50 sqft for Pod Janitorial; 100 sqft for Storage. Mattress Storage. Locked and controlled by staff. Materials dispensed to inmate workers on an as needed basis.
9	Staff Toilet	1	64	64	Key access. Just inside near pod sallyport.
10	Recreation Yard	50	Min. of 50 s.f. x 80% of 50 inmates		Per 470A.2.10 Exercise Area, Minimum 50 sf per inmate x 80% of rated capacity divided by number of 1-hour exercise periods. TC plans open to one housing unit at a time for a period of time so that 3 hour rec. minimum doesn't have to be administered by staff. Pull-up cage with no moving parts. (plus accessible version). Used for gathering area during unit shakedown. (Not in building s.f., but will impact footprint)

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

3. POD 1 - (Male Max/Med)					
No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
11	Max Security Rec Yard	20	Min. of 50 s.f. x 80% of 20 inmates		Per requirements above
12	Recreation Yard Inmate Toilet and Drinking Fountain	1	0	0	470A.2.10 Exercise Area requires free access to a toilet, wash basin, and drinking fountain (included in rec yard square footage)
13	Attorney Visiting Booth	1	80	80	Non-Contact
14	Service/Plumbing Chase			0	1 per tier, 5' wide, 36" clear circulation within chase (included in division grossing factor.)
15	Sallyport	1	80	80	
plus 50% Division Grossing Factor				7,210	
Inmate Housing Subtotal				3,605	
Rec Yard				10,815	
Maximum Security Rec Yard				2,000	
Total Footprint				800	
				13,615	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

3. POD 2 - (Male Med/Dorm)					Total GSF	Space Attributes
No.	Space	Qty.	Sq. Ft.			
1	Unit #4				1,601	Male Double Medium Security (20 beds in 10 cells)
2	Unit #5				2,597	Male Inmate Dormitory (30 beds)
3	Unit #6				2,752	Male Worker Dormitory (30 beds)
4	Unit #7				0	
5	Housing Pod Control	1	150		150	
6	Pod Security Equipment Room	1	48		48	
7	Program/Multi Purpose Room	1	270		270	
8	Interview Room	1	108		108	
9	Pod Janitorial/Storage	1	100		100	
10	Staff Toilet	1	64		64	
11	Recreation Yard			Min. of 50 s.f. x 80% of 30 inmates		Per 470A.2.10 Exercise Area, Minimum 50 sf per Inmate x 80% of rated capacity divided by number of 1-hour exercise periods. TC plans open to one housing unit at a time for a period of time so that 3 hour rec. minimum doesn't have to be administered by staff. Pull-up cage with no moving parts. (plus accessible version). Used for gathering area during unit shakedowns. (Not in building s.f., but will impact footprint)
12	Secondary Rec Yard			Min. of 50 s.f. x 80% of 20 inmates		Per requirements above
13	Recreation Yard Inmate Toilet and Drinking Fountain	2	0		0	470A.2.10 Exercise Area requires free access to a toilet, wash basin, and drinking fountain (Included in rec yard square footage)

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

3. POD 2 - (Male Med/Dorm)				Total GSF	Space Attributes
No.	Space	Qty.	Sq. Ft.		
14	Visiting Booths	10	56	560	<p>Non-contact visiting booths, kiosk like. Used only by dorm inmates, recorded.</p> <p>Supports ADA/2 people for family counseling sessions</p> <p>10 non-contact booths. 6' x 14 closable with paper passthrough and acoustic privacy. In the jail, outside the pods.</p> <p>(Included in division grossing factor.)</p>
15	Group Visiting Booth	1	150	150	
16	Attorney Visiting Booth	1	80	80	
17	Service/Plumbing Chase				
18	Sallyport	1	80	80	
plus 50% Division Grossing Factor				8,560	
Inmate Housing Subtotal				4,280	
Rec Yard				1,200	
Secondary Rec Yard				800	
Total Footprint				14,040	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

3. POD 3 - (Female Max/Med/Dorm)

No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
1	Unit #8			1,326	Female Single Maximum Security (10 single cells)
2	Unit #9			2,536	Female Double Medium Security (30 beds in 15 cells)
3	Unit #10			1,211	Female Worker Dormitory (10 beds)
4	Unit #11			1,406	Female Medical Dormitory (10 beds)
5	Housing Pod Control	1	150	150	
6	Pod Security Equipment Room	1	48	48	
7	Program Room	1	270	270	
8	Interview Room	1	108	108	
9	Visiting Booths	10	56	560	Non-contact visiting booths. Used only by dorm inmates, recorded.
10	Group Visiting Booth	1	150	150	Supports ADA/2 people for family counseling sessions
11	Attorney Visiting Booth	1	80	80	
12	Janitorial/Storage	1	100	100	
13	Staff Toilet	1	64	64	
14	Recreation Yard				Minimum 35 sf per Inmate. Open to one housing unit at a time for a period of time so that 3 hour rec. minimum doesn't have to be administered by staff. Pull-up cage with no moving parts. (plus accessible version). Used for gathering area during unit shakedowns. (Not in building s.f., but will impact footprint)
		50	Min. of 50 s.f. x 80% of 30 inmates		
15	Max Security Rec Yard				
		10	Min. of 50 s.f. x 80% of 10 inmates		Per requirements above
16	Recreation Yard Inmate Toilet and Drinking Fountain	2	0	0	470A.2.10 Exercise Area requires free access to a toilet, wash basin, and drinking fountain (included in rec yard square footage)

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

4. HOUSING SUPPORT					Space Attributes	
No.	Space	Qty.	Sq. Ft.	Total GSF		
1	Staff Dining Room	1	450	450	Shift Supervision Office	
2	Housing Supervision Sergeant	1	100	100	A pedestrian sallyport that allows access to Vehicular sallyport or tunnel without going through intake area, relieving congestion	
3	Inmate Transfer Staging	1	100	100	2 persons	
4	Shared Inmate Program Specialist/Chaplain's Office	1	120	120	The facility will not have a library. Rather, this space will be used to support the recreational reading book cart.	
5	IWF Storage	1	100	100	No space required. This will be outsourced as a service	
6	Law Library	0	0	0	No space required. This will be outsourced as a service	
7	Canteen	0	0	0		
				870		
plus 15% Division Grossing Factor				305		
Housing Support Subtotal				1,175		

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

5. CENTRAL CONTROL					Space Attributes	
No.	Space	Qty.	Sq. Ft.	Total GSF		
1	Central Control	1	200	200	Equipment Cabinet: 20' x 20' 2	
					Consoles, (1 extra for backup,	
					training, and expansion)	
2	Security Equipment Room	1	100	100	Need space for a minimum of two	
					full size racks, plus about 8' of wall	
					space	
3	Central Control Staff Toilet	1	64	64		
4	CRT Storage Locker	1	100	100	Crisis Response Team Weapons	
					Locker for riots, shields, helmets	
				164		
				plus 20% Division Grossing Factor		
				93		
				Central Control Subtotal		
				557		

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

6. ADMINISTRATION					
No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
1	Jail Commander/Lieutenant	1	180	180	1 Office. Small storage closet. 2-3 side chairs.
2	Director of Corrections	1	180	180	1 Office. Small storage closet. 2 side chairs.
3	Administrative Sergeant	1	150	150	1 Office. Capable of expanding to accommodate 2 workstations. Small storage closet. 4 vertical file cabinets for current files. 2 Bookcases and 1 credenza for training materials and state paperwork. An extra lockable cabinet. Side chair.
4	Sergeants' Office	8	80	640	1 shared office for up to 8 people. Each person to have a full height file cabinet. A wall of bookshelves for training materials, etc.
5	Sergeants' Small Conference Room	1	100	100	A small conference room for 3-4 people with white board.
6	Classification Officer	1	100	100	1 Office Small Storage closet.
7	Corporals' Small Conference Room/Work Area	1	120	120	A small conference room for 3-4 people with white board.
8	Work Area/ Mail/Photocopy/ Storage & Supply	1	150	150	
9	Restrooms	2	64	128	2 Single-Occupancy restrooms for staff
				1,748	
plus 35% Division Grossing Factor				612	
Staff Support Subtotal				2,360	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

7. STAFF SUPPORT					
No.	Space	Qty.	Sq. Ft.	Total GSF	Space Attributes
1	Multi-Purpose/Training Area/Conference Briefing Room	1	800	800	No more than 15 max trainees. Extra height to accommodate baton. Training videos. Room is able to be divided in half with movable partition.
2	Multi-Purpose/Training Storage	1	200	200	dummies, mats, carts+G40 place for duty belts, vests, hats, other gear
3	Men's Locker Room	40	11	440	40-2' x 2' x 7' individual lockers with outlet for charging, shelf for flashlights, radios, etc.
4	Men's Toilet and Shower	1	250	250	2 toilets, 2 lavs, 2 urinals, 2 showers
5	Women's Locker Room	20	11	220	20-2' x 2' x 7' tall with charging stations, shelf for flashlights, radios
6	Women's Toilet and Shower	1	200	200	2 toilets, 2 lavs, 2 showers
7	CRT Storage Locker	1	100	100	Near Training. Crisis Response Team Weapons Locker for riots, shields, helmets
8	Janitor's Closet	1	60	60	
9	Sleeping Room	2	60	120	Private room with one bed and storage
				2,390	
plus 25% Division Grossing Factor				598	
Staff Support Subtotal				2,988	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

8. MEDICAL UNIT AND SHELTERED HOUSING

No.	Space	Qty.	Sq. Ft.	Total/GSF	Space Attributes
SHELTERED HOUSING					
1	High Acuity AnteRoom	1	200	200	Leave room unfinished
2	High Acuity Dorm	2	100	200	Small dorm with 2 Beds (max capacity 4) Leave room unfinished
3	Inmate Shower	1	30	30	off anteroom
4	Inmate Toilet	2	64	128	off anteroom
5	Reverse Airflow Isolation Room	2	120	240	
6	Isolation Room Vestibule	1	120	120	
7	Safety cell-Suicide cell	2	70	140	for those waiting transfer to TGH
8	Storage Alcove - Wheelchair, Guerney, Oxygen Storage	1	120	120	
TREATMENT					
9	Waiting Area	2	60	120	Space for 4-6 inmates
10	Examination Room	1	80	80	
11	Specimen Toilet	1	64	64	Specimen Collection
12	Medical Supply Storage	1	80	80	
13	Pharmacy	1	80	80	
14	Dental Office	1	120	120	Lead walls for Xray equipment - Leave unfinished.
SUPPORT					
15	Nurses' Station/Office	1	120	120	Assuming HIPAA Req. to accommodate up to 2 staff
16	Behavioral Health Office	1	120	120	
17	Medical Records Storage Area	1	120	120	Locked with cabinets. Keeping 7 years worth of charts
18	Security Post	1	50	50	
19	Photocopier Alcove	1	15	15	
20	Janitor's Closet	1	60	60	
21	Staff Toilet	1	64	64	
				2,271	
plus 50% Division Grossing Factor				1,136	
Sheltered Housing Subtotal				3,407	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

9. KITCHEN				Program		Total GSF	Space Attributes
No.	Space	Qty.	Sq. Ft.				
1	Walk-In Refrigerator	1	120			120	
2	Walk-In Freezer	1	120			120	
3	Dry Storage	1	430			430	
4	Food/Bakery Preparation	1	250			250	
5	Cooking	1	780			780	
6	Tray/Sack Lunch Assembly	1	200			200	
7	Tray/ Utensil Washing	1	270			270	
8	Janitor's Closet	1	50			50	
9	Detergent Storage	1	50			50	Automatic dispenser behind locked door
10	Cart Washing	1	100			100	
11	Kitchen Staff Office	1	120			120	
12	Kitchen Staff Toilet	1	64			64	
13	Inmate Break Area	1	80			80	
14	Inmate Worker Toilet	1	64			64	Shared by Laundry and Warehouse Areas
15	Can Wash	1	0			0	See area in Exterior Spaces
						2,634	
						1,317	
						3,951	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

10. LAUNDRY				Program		Total GSF	Space Attributes
No.	Space	Qty.	Sq. Ft.				
1	Soiled Holding/Washing	1	450			450	
2	Detergent Storage/ Pump Room	1	80			80	Automatic dispenser behind secured wire mesh
3	Clean Drying/Folding	1	500			500	Also used as staging for Fish Kit Preparation
4	Janitor's Closet	1	50			50	
5	Laundry Carts	4	24			96	4' x 6' (1 for juvenile)
6	Sewing/Matress Repair	1	48			48	6' x 8'
7	Bulk Clothing Storage	1	220			220	300 sets of clothing
8	Tub Storage	1	150			150	50 tubs, stacked on shelves
9	Inmate Worker Toilet	1	0			0	See area in Kitchen
						1,594	
					plus 25% Division Grossing Factor	399	
					Laundry Subtotal	1,993	

TUOLUMNE COUNTY NEW JAIL
Draft Program for AB 900 Grant, Round 2

11. WAREHOUSE/ UTILITY SUPP.				Program	Size	Space Attributes
No.	Space	Qty.	Sq. Ft.		Total GSI	
1	Inmate Worker Restroom	1	0		0	See area in Kitchen
2	Main Janitorial Storage Closet					Near laundry. Locked and
		1	120		120	controlled by staff. Materials
						dispensed to inmate workers on
						an as needed basis.
3	Maintenance					More for storage. Paints,
		1	300		300	solutions, etc. Secure. Need not
						be centralized. Workbench-shop-
						outside secure area. Locked
						storage cabinet for hazardous
						materials
CENTRAL WAREHOUSE						
4	Receiving Office	1	100		100	
5	Bulk Storage Refrigerator	1	330		330	
6	Bulk Storage Freezer	1	550		550	
7	Bulk Dry Storage	1	930		930	
8	Bulk Detergent/Janitor	1	200		200	
	Storage					
9	Institutional Storage					For storing large items incl. 50
		1	750		750	matresses, furniture, landscaping
						tools, holiday decorations, misc.
						items
10	Forklift Charging Station	1	35		35	
11	Mechanical Room	1	500		500	HVAC equipment; boiler; fire
						sprinkler riser
12	Electrical Room	1	200		200	Main service panel, fire alarm
						panel; sub panels
13	IT MDF/Communications					Telephone service racks, data
	Room	1	200		200	server hub, radio equipment;
						Uninterrupted power system
14	IDF Closets	3	25		75	
15	Generator/Transformer Area	1	500		500	
					4,790	
plus 15% Division Grossing Factor					719	
Utility/Support Subtotal					5,509	

Attachment C

New County Jail Project Cost Estimate

New County Jail Project Cost Estimate

	2012	2013	2014	2015	2016	TOTAL
Design						
	\$300,000	\$3,200,000	\$400,000	\$400,000	\$100,000	\$4,400,000
Construction Mgmt. & Fees						
Construction Management	\$0	\$300,000	\$500,000	\$500,000	\$100,000	\$1,400,000
Testing & Inspection	\$0	\$150,000	\$300,000	\$300,000	\$50,000	\$800,000
Oak Woodland Mitigation Fee	\$0	\$0	\$0	\$50,000	\$0	\$50,000
Utility Connection & Mitigation Fees	\$0	\$0	\$250,000	\$450,000	\$0	\$700,000
	\$0	\$450,000	\$1,050,000	\$1,300,000	\$150,000	\$2,950,000
Off-Site Infrastructure						
Sewer Imp. (Greenley to S. Wash.)	\$0	\$200,000	\$0	\$0	\$0	\$200,000
L&J Int. Road and Utility Extensions	\$0	\$800,000	\$0	\$0	\$0	\$800,000
	\$0	\$1,000,000	\$0	\$0	\$0	\$1,000,000
On-Site (Jail) Infrastructure						
Site Preparation & Demolition	\$0	\$670,000	\$0	\$0	\$0	\$670,000
Paving, Structures & Landscaping	\$0	\$1,072,000	\$268,000	\$0	\$0	\$1,340,000
Utilities	\$0	\$1,340,000	\$670,000	\$0	\$0	\$2,010,000
	\$0	\$3,082,000	\$938,000	\$0	\$0	\$4,020,000
Buildings						
	\$0	\$0	\$16,000,000	\$15,100,000	\$0	\$31,100,000
Moveable Equip. & Furnishings						
	\$0	\$0	\$0	\$0	\$500,000	\$500,000
	\$300,000	\$7,732,000	\$18,388,000	\$16,800,000	\$750,000	\$43,970,000
Contingencies						
	\$0	\$773,200	\$1,838,800	\$1,680,000	\$75,000	\$4,367,000
TOTALS	\$300,000	\$8,505,200	\$20,226,800	\$18,480,000	\$825,000	\$48,337,000

CUMMING

Tuolumne County New Jail Sonora, California

Rough Order of Magnitude (R3)
December 22, 2011
Cumming Project No. 11-00673.0

Prepared for HMC + Beverly Prior Architects

INTRODUCTION

1. Basis Of Estimate

This statement has been prepared from Draft Programlevel information provided by HMC + Beverly Prior Architects dated November 27, 2011.

2. Items Not Included Within Estimate

The following cost items are excluded from this estimate.

- A Escalation beyond start point of construction.
- B Plan check fees and building permit fees.
- C Major site and building structures demolition unless noted in body of estimate.
- D Costs of hazardous material surveys, abatements, and disposals unless noted in estimate.
- E Costs of offsite construction unless noted in estimate.
- F Land acquisition

3. Notes

We recommend that the client review this statement, and that any interpretations contrary to those intended by the design documents be fully addressed. The statement is based upon a detailed measurement of quantities when possible, and reasonable allowances for items not clearly defined in the documents.

The statement reflects probable construction costs obtainable in a competitive and stable bidding market. This estimate is based upon a minimum of four (4) competitive bids from qualified general contractors, with bids from a minimum of three (3) subcontractors per trade. This statement is a determination of fair market value for the construction of the project and is not intended to be a prediction of low bid. Experience indicates that a fewer number of bidders may result in a higher bid amount, and more bidders may result in a lower bid result.

In accordance with industry standard, it has been determined that the number of competitive bids obtained from qualified General Contractor's has the following effect:

1 bidder:	add	15% to 40%
2 to 3 bids:	add	8% to 12%
4 to 5 bids:		-4% to +4%
7 to 8 bids:	deduct	5% to 7%

PROJECT COST SUMMARY

Element	Area	Cost / SF	Total
A . Building	77,991 SF	\$558.00	\$43,493,000
B . Site Work	250,000 SF	\$22.52	\$5,630,000
TOTAL ESTIMATED PROJECT COST - JUNE 2014 \$\$			<u>\$49,123,000</u>

CONSTRUCTION COST SUMMARY

Element	Area	Cost / SF	Total
A . Building	77,991 SF	\$398.00	\$31,066,000
B . Site Work	250,000 SF	\$16.08	\$4,021,000
TOTAL ESTIMATED CONSTRUCTION COST - JUNE 2014 \$\$			<u>\$35,087,000</u>

**Tuolumne County New Jail
Building
Schedule of Areas & Control Quantities
Rough Order of Magnitude (R3)**

12/22/11

Schedule of Areas		SF	SF
1 .	Site		
	Gross Site Area (per site L.O.W.)	250,000	
	Building Footprint	(66,108)	
	Net / Finished Site Area		183,892
2 .	Building		
	Enclosed Areas		
	Ground Floor	66,108	
	Mezzanine	11,883	
	Mechanical Penthouse	0	
	Subtotal, Enclosed Areas		77,991
	Unenclosed Areas		
	Second Floor Overhang	0	
	Roof Overhang	0	
	Subtotal, Unenclosed Areas	0	
	Unenclosed Areas@ 50%		0
	Total Gross Floor Area		<u>77,991</u>

**Tuolumne County New Jail
Rough Order of Magnitude (R3)**

Building

Building Construction Cost Summary

Element	Subtotal	Total	Cost / SF	Cost / SF
A) Shell (1-5)		\$8,074,408		\$103.53
1 Foundations	\$395,804		\$5.08	
2 Vertical Structure	\$79,161		\$1.02	
3 Floor & Roof Structures	\$4,749,652		\$60.90	
4 Exterior Cladding	\$1,979,022		\$25.38	
5 Roofing and Waterproofing	\$870,770		\$11.17	
B) Interiors (6-7)		\$3,562,239		\$45.68
6 Interior Partitions, Doors and Glazing	\$1,979,022		\$25.38	
7 Floor, Wall and Ceiling Finishes	\$1,583,217		\$20.30	
C) Equipment and Vertical Transportation (8-9)		\$2,928,952		\$37.56
8 Function Equipment and Specialties	\$1,504,056		\$19.29	
9 Stairs and Vertical Transportation	\$1,424,896		\$18.27	
D) Mechanical and Electrical (10-13)		\$8,610,015		\$110.40
10 Plumbing Systems	\$1,949,775		\$25.00	
11 Heating, Ventilation and Air Conditioning	\$2,729,685		\$35.00	
12 Electrical Lighting, Power and Communications	\$3,579,595		\$45.90	
13 Fire Protection Systems	\$350,960		\$4.50	
Subtotal		\$23,175,614		\$297.16
General Conditions, Bonds & Ins. 9.0%		\$2,085,805		\$26.74
Subtotal		\$25,261,419		\$323.90
General Contractor's Fee 4.0%		\$1,010,457		\$12.96
Subtotal		\$26,271,876		\$336.86
Design Contingency 10.0%		\$2,627,188		\$33.69
Subtotal		\$28,899,063		\$370.54
Escalation to S.O.C. - June 2014 7.5%		\$2,167,430		\$27.79
TOTAL ESTIMATED CONSTRUCTION COST		\$31,066,493		\$398.33
Project Soft Cost 40.0%		\$12,426,597		\$159.33
TOTAL ESTIMATED PROJECT COST		\$43,493,090		\$557.67

Total Area: 77,991 SF

Site Work

Site Work Construction Cost Summary

Element		Subtotal	Total	Cost / SF	Cost / SF
E) Site Construction (14-16)			\$3,000,000		\$12.00
14 Site Preparation and Demolition		\$500,000		\$2.00	
15 Site Paving, Structures and Landscaping		\$1,000,000		\$4.00	
16 Utilities on Site		\$1,500,000		\$6.00	
Subtotal			\$3,000,000		\$12.00
General Conditions, Bonds & Ins.	9.0%		\$270,000		\$1.08
Subtotal			\$3,270,000		\$13.08
General Contractor's Fee	4.0%		\$130,800		\$0.52
Subtotal			\$3,400,800		\$13.60
Design Contingency	10.0%		\$340,080		\$1.36
Subtotal			\$3,740,880		\$14.96
Escalation to S.O.C. - June 2014	7.5%		\$280,566		\$1.12
TOTAL ESTIMATED CONSTRUCTION COST			\$4,021,446		\$16.09
Project Soft Cost	40.0%		\$1,608,578		\$6.43
TOTAL ESTIMATED PROJECT COST			\$5,630,024		\$22.52

Total Area: 250,000 SF

Attachment D

New County Jail Capital Project Financing Concept

New County Jail Capital Project Financing Concept

Sources

State AB 900 Grant	\$33,000,000
General Fund	\$300,000
County Cash Contribution	\$15,037,000 (1)
	<u>\$48,337,000</u>

Uses

Design	\$4,400,000
Construction Mgmt. & Fees	\$2,950,000
Off-Site Infrastructure	\$1,000,000
On-Site (Jail) Infrastructure	\$4,020,000
Buildings	\$31,100,000
Equipment & Furnishings	\$500,000
Contingencies	\$4,367,000
	<u>\$48,337,000</u>

(1) County Cash Contribution Options

	Source	Annual Cost	Total Rpmt. Cost	Total Int. Paid
A. Borrow against County Buildings - 20 year repayment	General Fund	\$1,190,850	\$23,817,010	\$8,780,010
B. Borrow against County Buildings - 30 year repayment	General Fund	\$988,662	\$29,059,873	\$14,022,873
C. General Obligation Bond - 20 year repayment	GO Tax Pmts.	\$1,141,578	\$22,831,558	\$7,794,558
D. General Obligation Bond - 30 year repayment	GO Tax Pmts.	\$914,283	\$27,428,497	\$12,391,497
E. Public/Private Partnership - Multi-Year Facility Lease	General Fund	???	???	???
F. Accelerate Payoff as Growth Impact Fees allow	GIGER Trust	???	???	???

California

PROPERTY TAX INFORMATION

*General Obligation
Bonds are used by
cities, counties and
school districts to
finance the acquisition
and construction of
public facilities and
land.*

What is a General Obligation Bond?

Background:

In June 1986, California voters approved Proposition 46, a constitutional amendment that restored the authority to issue General Obligation bonds to counties, cities and school districts. General obligation bonds, also called G.O. bonds, are backed by the full faith and credit of the issuing agency and are paid for by increasing local property taxes above the limit imposed by Proposition 13. Because they involve an increase in property taxes, they require voter approval.

Authorizing Legislation

Legislation for general obligation bonds can be found in the California Government Code §53506 *et seq.*. Legislation specific to school districts and community college districts is found in the California Education Code §15100 *et seq.* These statutes authorize these agencies to issue G.O. bonds to finance the acquisition and construction of public facilities and real property.

G.O. bonds are commonly used to finance schools, libraries, jails and other large capital projects. Bond proceeds cannot be used for equipment purchases or to pay for operations and maintenance. Certain other local governments are also authorized to issue G.O. bonds upon voter approval, under specific legislation.

The agency issuing a G.O. bond is authorized to levy an ad valorem property tax at the rate necessary to repay the principal and interest of the bonds. The property taxes being used to repay a G.O. bond issue are not subject to the usual ad valorem limitations based on property tax rates, however special overall limitations exist to avoid excessive G.O. debt:

- Cities have a maximum G.O. debt limit of 15% of the assessed valuation of all property within their boundaries.
- Counties have a maximum G.O. debt limit of 5% of assessed valuation.
- Unified school districts have a maximum G.O. debt limit of 2-1/2% of assessed valuation.
- Elementary and high school districts have a maximum G.O. debt limit of 1-1/4% of assessed valuation.

How is a G.O. Bond Measure Approved?

All general obligation bonds must be approved by a 2/3rds majority vote. To begin the process, the local agency initiates a G.O. bond election by passing a resolution placing the proposed bond issue on the ballot. The resolution must specify and describe the public project to be financed. Voter election packets must include information about the proposed increase in the tax rate, ballot arguments, and the specific uses of the proceeds of the bonds. If sources of income other than property taxes are to be used to service the bonds, the voter pamphlet must disclose the effects of that upon the projected tax rate.

If the measure is approved, the agency will begin levying the amount necessary to pay principal and interest on the bonds on the next property tax bill.

How is the Annual Charge Determined?

G.O. bonds are repaid with proceeds from ad valorem property taxes. These are calculated based on the assessed value of property.

How Long Will the Charge Continue?

The charge on the property tax bill will continue until the bonds have been paid off in full.

www.californiataxdata.com

100 Pacifica, Suite 470
Irvine, California 92618
Tel 949-789-0660
Fax 949-788-0280



California Tax Data
*The Leader in Property Tax
Disclosure Since 1986*

Attachment E

New County Jail Projected Annual Operating Cost Increase (140 to 240 beds)

New County Jail
Projected Annual Operating Cost Increase
(140 to 240 beds)

	From	To	Increase
Staff			
7 Additional Jail Staff	\$0	\$490,000	\$490,000
Other Costs			
Inmate Clothing	\$18,000	\$30,857	\$12,857
Food & Commissary	\$393,000	\$673,714	\$280,714
Household Expense	\$4,000	\$6,857	\$2,857
Medical Services	\$798,000	\$1,368,000	\$570,000
Jail Dental Services	\$29,372	\$50,352	\$20,980
P&SS - Transportation	\$24,000	\$12,000	(\$12,000)
Fuel	\$4,000	\$2,000	(\$2,000)
Maintenance - Vehicles	\$6,000	\$3,000	(\$3,000)
	<u>\$1,276,372</u>	<u>\$2,146,781</u>	<u>\$870,409</u>
TOTALS	\$1,276,372	\$2,636,781	\$1,360,409

Attachment F

AB 900 Phase II Grant Application



DEPARTMENT OF CORRECTIONS AND REHABILITATION
CORRECTIONS STANDARDS AUTHORITY

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

This document is not to be reformatted.

SECTION 1. PROJECT INFORMATION

A. APPLICANT INFORMATION

COUNTY NAME

County of Tuolumne

AMOUNT OF STATE FINANCING REQUESTED IN THIS APPLICATION

\$ 33,000,000

SMALL COUNTY
(200,000 OR UNDER GENERAL COUNTY
POPULATION) ☒

MEDIUM COUNTY
(200,001 - 700,000 GENERAL COUNTY
POPULATION) ☐

LARGE COUNTY
(700,001 + GENERAL COUNTY
POPULATION) ☐

IS THIS COUNTY RELINQUISHING A CURRENTLY HELD AB 900
PHASE I CONDITIONAL AWARD?

☐ YES ☒ NO

IS THIS COUNTY SUBMITTING MORE THAN ONE APPLICATION
FOR PHASE II FINANCING?

☐ YES ☒ NO

B. BRIEF PROJECT DESCRIPTION

FACILITY NAME

Tuolumne County Adult Detention Facility

PROJECT DESCRIPTION

Construction of a new 240 Bed Adult Detention Facility

STREET ADDRESS

New Law and Justice Center Site

CITY

Sonora

STATE

CA

ZIP CODE

95370

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

FACILITY TYPE (II, III or IV)

☒ NEW STAND-ALONE
FACILITY

☐
RENOVATION/
REMODELING

☐ ADDING BEDS AT EXISTING
FACILITY

D. BEDS ADDED: Provide the number of CSA-rated beds and non-rated special use beds that will be added as a result of the project. Provide the cumulative total number of beds added as a result of the project.

	A. MINIMUM SECURITY BEDS ADDED	B. MEDIUM SECURITY BEDS ADDED	C. MAXIMUM SECURITY BEDS ADDED	D. SPECIAL USE BEDS
Number of beds added	40	9	31	20

TOTAL BEDS (A+B+C+D)	100 Beds * based upon our self-imposed bed capacity
----------------------------	---

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 AGREEMENTName **Craig L. Pedro**Title **County Administrator**

AUTHORIZED PERSON'S SIGNATURE

DATE

January 3, 2012**G. DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR**

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

COUNTY CONSTRUCTION ADMINISTRATORName **Maureen Frank**Title **Deputy County Administrator**

DEPARTMENT

County Administrator's Office

TELEPHONE NUMBER

209-533-5511

STREET ADDRESS

2 South Green Street

FAX NUMBER

209-533-5510

CITY

Sonora

STATE

CA

ZIP CODE

95370

E-MAIL ADDRESS

mfrank@co.tuolumne.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 OFFICERName **Debi Russell**Title **Auditor-Controller**

DEPARTMENT

Auditor-Controller

TELEPHONE NUMBER

209-533-5551

STREET ADDRESS

2 South Green Street

FAX NUMBER

209-533-5627

CITY

Sonora

STATE

CA

ZIP CODE

95370

E-MAIL ADDRESS

drussell@co.tuolumne.ca.us**I. DESIGNATED PROJECT CONTACT PERSON**

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

PROJECT CONTACT PERSONName **Maureen Frank**Title **Deputy County Administrator**

DEPARTMENT

County Administrator's Office

TELEPHONE NUMBER

209-533-5511

STREET ADDRESS

2 South Green Street

FAX NUMBER

209-533-5510

CITY

Sonora

STATE

CA

ZIP CODE

95370

E-MAIL ADDRESS

mfrank@co.tuolumne.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	\$ 33,000,000	\$ 5,632,000		\$ 38,632,000
2. Additional Eligible Costs*	\$ 0	\$ 0		\$ 0
3. Architectural	\$ 0	\$ 4,840,000		\$ 4,840,000
4. Construction Management	\$ 0	\$ 3,245,000		\$ 3,245,000
5. CEQA		\$ 187,000		\$ 187,000
6. Audit			\$ 30,000	\$ 30,000
7. Site Acquisition			\$ 1,120,332	\$ 1,120,332
8. Needs Assessment			\$ 28,000	\$ 28,000
9. County Administration			\$ 96,000	\$ 96,000
10. Transition Planning			\$ 50,000	\$ 50,000
11. Real Estate Due Diligence			\$ 16,000	\$ 16,000
TOTAL ELIGIBLE PROJECT COST	\$ 33,000,000	\$ 13,904,000	\$ 1,340,332	\$ 48,244,332
PERCENT OF TOTAL	68%	29%	3%	100 %

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

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

1. Construction (includes fixed equipment and furnishings): The construction cost is based on a cost estimate provided to us by Cummings. The construction costs includes the base cost plus a cost escalation due to a bulk of the construction taking place in 2014. It also contains a 10% construction contingency.
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): We

did include any costs in this category. All furnishings and moveable equipment were included in the

cost estimate under the construction category.

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): Tuolumne County currently has a

contract with HMC + Beverly Prior Architects and RRM Design Group to work on various aspects of the

Law and Justice Center. They have completed the Jail Programming Document and are very familiar with

what is needed in our new jail facility. If we are successful in obtaining AB 900 Phase II funding, HMC

+ Beverly Prior Architect and RRM Design Group are ready to work with us on the schematic design

and construction documents.

4. **Construction Management:** County will hire a Construction Management Firm to assist with this project. We have estimated the cost of this service to run 4% of the construction cost
5. **CEQA:** The CEQA cost was derived by taking the total cost of the CEQA Document for the entire Law and Justice Center and dividing it by the square footage of each of the buildings going on this site.
6. **Audit:** The amount our Auditor-Controller estimates it will cost to conduct this work.
7. **Site Acquisition:** This cost was derived by taking the total cost of the property purchase and dividing it by the acres needed for each building site. The Jail site is 6 acres.
8. **Needs Assessment:** Actual cost of the Needs Assessment.
9. **County Administration:** The estimated cost of the time County Administration, Facilities Management and Sheriff Staff spend working on this project.
10. **Transition Planning:** The estimated cost of the following items: advertising and hiring 7 new positions; staff time to develop manuals regarding procedures and policies of the new jail; and training of all the employees that will be working at the new facility.
11. **Real Estate Due Diligence (may not exceed \$16,000):** The estimated costs of the following items: appraisal, survey work and document preparation.

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	6/5/2012	Assumes March 8 Award Notification
Real estate due diligence package submitted <u>within 120 days of award</u>	3/8/2012	7/1/2012	Assumes March 8 Award Notification
Begin CEQA process <u>within 90 days of award</u>	6/1/2007	12/1/2008	CEQA already completed on site
State Public Works Board meeting – Project Established <u>within 12 months of award</u>	7/11/2012	3/7/2013	
Schematic Design with Operational Program Statement <u>within 18 months of award</u> (design-bid-build projects)	3/7/2013	9/7/2013	Architect already selected
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 18 months of award</u> (design-build projects)			Not Applicable
Design Development (Preliminary drawings) with Staffing Plan	9/8/2013	1/8/2014	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	9/8/2013	1/8/2014	Submit with Design Development
Construction Documents (Working drawings)	1/9/2014	12/9/2014	
Construction Bids	1/10/2014	3/1/2014	
Notice to Proceed	3/2/2014	4/15/2014	
Construction (maximum 3 years to complete)	4/16/14	4/16/2016	
Staffing/Occupancy <u>within 90 days of completion</u>	4/17/2016	7/16/2016	

SECTION 6: 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.

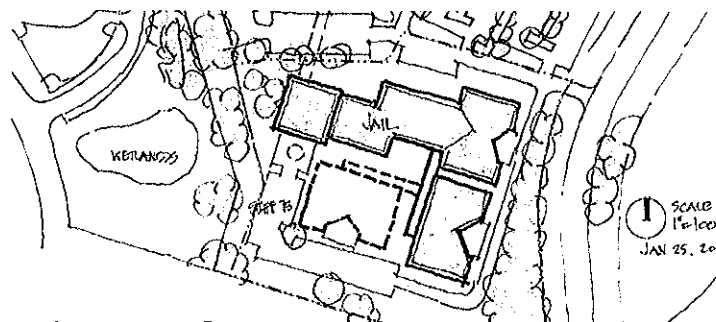
☐ **B. RELINQUISHING PREFERENCE**

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.

Approved Board Resolution
Inserted Here

A SUMMARY



The Tuolumne County Jail is collocated with the Sheriff's Headquarters at 175 Yaney Avenue, Sonora, California on a small, narrow one block parcel in the middle of a residential area. Constructed on a steep slope, the various levels, design additions, and hallways are unsuitable for a correctional facility. The jail cannot be expanded as it is sandwiched between narrow city streets and homes and a historic cemetery and remodeling is not financially responsible. There is virtually no aspect of the jail that is adequate or efficient. The jail was constructed between 1959 and 1962 with a capacity of 66 inmates. The facility was added on to in 1986 increasing rated capacity to 96 inmates and again in 1993 increasing rated capacity to 149 inmates. The remodel efforts were done in the existing 1959 structure by repurposing areas. This by nature limited the potential for adding on efficient additional housing and needed support space. The result is that all of the jail has an antiquated linear design without the ability to directly supervise the inmates and contains undersized areas of support. These qualities limit the jail's ability to provide adequate program and service needs and increase the security, safety, health, and maintenance needs.

Tuolumne County is requesting \$33,000,000 in Phase II state funds which will be combined with \$13,244,332 in matching funds to construct a Title 24 compliant, stand-alone 240 bed adult detention facility that will be part of a larger Justice Center on a site that has been purchased on the edge of Sonora. In addition to allowing the jail to accommodate the transfer of state inmates this new facility will also provide superior housing and support space. This new facility will enable the jail to expand programs and service needs to reduce recidivism and alleviate the security, safety, health, and maintenance issues of the existing facility.

The county has completed a preliminary program statement and staffing plan along with a preliminary architectural program. A work plan has been developed to maximize county participation and ensure completion on time and within budget. The new facility will incorporate best practices for the construction of a podular design to make the building as cost effective and efficient as possible for staffing and long-term maintenance.

PROJECT NEED

1. STATE THE CONCLUSIONS OF YOUR NEEDS ASSESMENT INCLUDING EXPECTED INCREASES IN CAPACITY.

Built in 1959 the current Tuolumne County Jail has exceeded its design and building lifespan. It has several deficiencies and is inadequate for the requirements of modern correctional practices. Unfortunately, no matter how dedicated staff is, the physical design, age, and condition of the old jail makes it very difficult to properly visually supervise and separate the inmates. Furthermore, the last two additions to the jail in 1986 and 1993 did little to enhance inmate supervision or rectify jail inadequacies which include:

- Older linear inmate housing areas cannot be supervised except when an officer opens doors and walks into the areas.
- Steel bars and bunk beds which offer opportunity for suicide by hanging.
- Inadequate visual supervision of inmates at every housing area.
- Inadequate support areas such as vehicle sally port, intake, control rooms, administrative space, staff break, staff locker rooms, and storage.
- Inadequate medical area including mental health and suicide prevention areas.
- Inadequate laundry facilities.
- Inadequate kitchen, receiving, refrigeration and kitchen storage.
- Inadequate design that does not allow direct visual supervision of programs and recreation.

The current jail is co-located with the Sheriff's Headquarters on a small city block in a residential area. Constructed on a steep slope, the various levels, design additions, and hallways are unsuitable for a correctional facility. There is no room to add on to the jail at this site and remodeling is financially infeasible.

The Tuolumne County Jail currently has a CSA rated capacity of 149 beds but operates under a self-imposed "cap" of 140 beds, to allow for effective separation by classification. The 2011 Tuolumne County Jail Needs Assessment Update projects a need for an additional 51 beds. Since the current site does not allow expansion and the building's condition is beyond renovation or remodeling a new 240 bed jail (2018 jail bed need) is proposed on a new site on the outskirts of Sonora. It is planned to be part of the Tuolumne County Law & Justice Center.

2. PROVIDE THE INFORMATION AND STATISTICAL DATA TO SUPPORT THE NEEDS ASSESSMENT CONCLUSIONS.

Projected Jail Beds					
Low		Medium		High	
2012	2018	2012	2018	2012	2018
179	218	187	225	208	240

Table 18

* Information taken from the 2011 Jail needs Assessment Update

3. IDENTIFY SECURITY, SAFETY, OR HEALTH NEEDS.

Security/Safety Needs:

The current Tuolumne County Jail design does not allow the ability to properly visually supervise inmates. This is a significant problem for the safe operation of the facility. It is problematic for observation for the safety of the inmates, but also for the safety of the staff. The facility is essentially completely linear in design. With linear supervision, officers can only intermittently visually supervise a few inmates at a time. In Tuolumne County Jail, the linear supervision is made harder because certain areas of the jail have secondary hallways with cells attached making it even more difficult to visually supervise the inmates.

Circulation areas, laundry, kitchen, program areas, and portions of the jail cannot be visually supervised. The use of cameras improve this condition somewhat, however, even the camera monitoring locations are problematic due to poor original planning many years ago leaving blind spots within the facility. Clearly, these deficiencies will make it difficult for Tuolumne County to comply with the Prison Rape Elimination Act (PREA).

Health Needs:

The current Tuolumne County Jail has many issues related to medical and mental health needs, especially related to lack of space. As with almost all areas of the jail, there is no space for essential medical needs. The new jail will include adequate medical facilities. There are no beds and cells for housing inmates even temporarily for medical or mental health purposes. Inmates needing medical or mental health beds are transferred to other facilities. This is costly and inefficient.

There are numerous deficiencies related to the medical unit, a few of which are:

- **Inmate Waiting:** Inmate waiting consists of three chairs in a circulation hallway. This is unsafe and risks mixing of classifications and therefore is seldom used. Because there is virtually no waiting area, officers are constantly retrieving and escorting inmates to medical. This often causes medical to wait for the next inmate. The inmate waiting area needs to be enclosed to ensure that confidential medical information cannot be overheard by other waiting inmates.

- Exam Room: This room is an inadequate space off the Program Managers office.
- CFMG Program Managers Office: The Program manager's office serves almost every purpose as it is one of only two rooms assigned to medical.
- Nurses' Station: There is no nurse's station. There is also no room for a copier, fax, or adequate space for current files.
- Pharmacy: The pharmacy is just a locked cabinet in the program manager's office. The pharmacy should have its own room and be lockable and only entered to retrieve medication/ supplies.
- Medical Beds: There are no medical beds, which has obvious concerns. There is no ability to house inmates even temporarily for even minor needs. It was mentioned that something as simple as sleep apnea treatment is difficult.
- Suicide Prevention Beds: There are no beds or cells for suicide prevention other than safety cells.
- X-Rays: It has become standard in many facilities to have a portable X-ray and technician come to the jail for this purpose. What is unusual with Tuolumne is that due to space constraints and jail configuration, X-rays must be done in the basement vehicle sally port.
- Facility Maintenance and Age Issues for Medical: The very age of the facility contributes to the workload. The many leaks in the housing units and halls causes slip and fall issues. The aged air and filtration system is also problematic.
- Sheltered Housing: The dorm for sheltered housing has interior leaking plumbing leaks and exterior roof issues. The above exhibits the general decrepit nature of the facility.

Space for both mental health housing and mental health programs is nonexistent. The lack of appropriate space makes providing proper care very difficult:

- Suicide Prevention Issues: There are no suicide prevention cells other than safety cells. Safety cells work for the short term, however, housing an inmate with a lengthy suicide threat is problematic. Safety cells which cannot be viewed from the outside unless near the small window are staff intensive with frequent checks required. The facility lacks sufficient suicide prevention alternatives. Further there are no interim or step down alternatives for an inmate who is determined as "possibly suicidal". Two of the most important factors in preventing suicides, besides identifying potential suicidal inmates, is clear and constant supervision of

the inmate by direct observation and cameras and by removing any methods of equipment, inappropriate clothing et cetera, from within the cell which could be used to facilitate the suicide attempt. Any future jail should have an appropriate number of such suicide resistance cells.

- **Facility Age and Design Contribute to Suicide Attempts:** the jail was not designed in 1959 (or in subsequent additions) with suicide prevention in mind. There are numerous attachments on which an inmate can tie off for hanging purpose. Metal bars, vents and screening are examples. There are many blind spots where inmates cannot be seen, enhancing potential suicide success.
- **Housing for Inmates with Specialized Mental Housing and Treatment Needs:** Space needs to be added for inmates with mental health or drug psychosis in which they are “acting out” or displaying bizarre behavior and as such, are very difficult to house with others. Inmates can be very intolerant of others who display bizarre or different behavior; however, often inmates fitting in this category get along well when housed with each other. Providing appropriate housing as well as programs and treatment of the mentally ill should be a high priority.
- **Mental Health Space as Part of a New Jail:** Any new jail should provide space for mentally ill inmates and some space for mental health staff to work. These spaces do not exist in the current jail. Mental health space needs include: interview room, safety cell, suicide watch cell, medical/mental health infirmary bed, and staff cubical office space. In addition, shared space to provide substance abuse reduction and other programs is needed, preferably visible to staff to observe inmate conduct for the safety of treatment staff.

4. IDENTIFY PROGRAM AND SERVICE NEEDS

The ability to provide a significant range of programs to inmates is critical to the management of a jail. Jail programs can affect the level of tension in the jail and impact recidivism after release.

The current Tuolumne County Jail design lacks adequate space to conduct meaningful programs to reduce recidivism preferred by the Sheriff’s Department. The only space available for programs is a single “library” room that is also used for video arraignment. The room is inadequate for even the most basic programs. The lack of almost any program space makes it difficult to conduct any but the most basic programs.

Tuolumne has a civilian-non-sworn professional staff member who is specifically assigned as the Inmate Program Specialist to manage inmate programs within the jail. The Sheriff is very

supportive of inmate programs and clearly there is a shared philosophy that providing inmates with both required and voluntary rehabilitation and self-help programs is supported by County departments and officials. Unfortunately the configuration of the existing jail does not allow for extensive programs due to inmate movement issues and the limited space. The need for a closed circuit television channel for inmate programs was repeatedly mentioned by Sheriff Administrative Staff.

The new Tuolumne County Adult Detention Facility (TCADF) will have adequate program space and staff to allow for a wide variety of programs to reduce recidivism. Not only will the Sheriff's Department be able to enhance existing programs, but also will be able to introduce a number of programs that have been successful in other jurisdictions.

Examples of programs that will be enhanced or implemented in a new jail facility could include the following:

Law Library/Legal Resources – The current jail does not have a law library, however, meets the requirements of Title 15 by contracting with Legal Resource Service.

Recreational Reading Library – Recreational reading library has been suspended for several months due to security reasons.

Visitation – Visiting is provided in very limited numbers near the front of the jail. Visiting is difficult due to all inmates being escorted to visiting. Also visiting hours must be extended to accommodate administrative segregation inmates.

Recreation – The jail has one recreation yard on the roof which management advises is barely adequate to meet minimum recreation requirements. Inmates must be escorted to the recreation yard. Recreation must be extended well into the night time hours to meet minimum requirements.

Religious Services – The jail uses volunteer chaplains and religious leaders to meet this requirement. Chaplains advise that implementing the closed circuit TV system would be the most effective means of taking services to the inmates.

Telephone Access – The jail uses contracted telephone services in each housing unit to meet this requirement.

Medical and Mental Health Services – The services are provided through contract by California Forensic Medical Group.

Inmate Commissary Program - The jail currently provides commissary through a contract with Aramark once a week

High School Diploma and GED Certification Training - Because of lack of space, this program is limited to issuing self-help books "Kaplan's Complete Guide to GED" and "Barons Passkey to GED". All interviewed related to inmate education would like to see additional space for these types of programs.

Computer Technology and Literacy Training - Computer training classrooms and computers are not available but would be possible if space was available.

Anger Management Training - While not provided, the Program Specialist would like to have a CCTV system installed in the housing units to facilitate this to some level.

Life Skills and Reintegration Training - While not provided, the Program Specialist would like to have a CCTV system installed in the housing units to also facilitate this to some level.

Aptitude Testing and Placement – There is currently no space to provide for these services.

Drug/Alcohol Resistance Training - Currently AA and NA services are provided two sessions a week with a maximum of 6 inmates. This program could be expanded with new program space.

Tobacco Cessation Training – There is currently no space to provide.

Alcohol and Narcotics Anonymous Programs - Currently AA and NA are provided two sessions a week with a maximum of 6 inmates. This program could be expanded with new space.

DUI Programs - Not provided at this time, however, if the facility design allowed the Program specialist would like to see a therapeutic housing unit for treatment of drug and alcohol abuse.

Vocational Skills Training - The current configuration of the jail does not enable it to provide this type of training. There is discussion of providing more vocational skill training for inmate workers including culinary training in the new jail facility's kitchen.

Communicable Disease Control – There is currently no space to provide these services.

5. DESCRIBE LITIGATION, COURT ORDERED CAPS OR CONSENT DECREES RELATED TO CROWDING OR CONDITIONS OF CONFINEMENT.

Population Cap - In 1991, a Federal lawsuit, *Ercoliti v. County of Tuolumne*, reduced the capacity to 108 inmates from 1991 to 1993. In 1993, the cap was reset to 120 inmates upon completion of the 1993 jail expansion project. In 1993, the Corrections Standards Authority (CSA) established a rated capacity of 149 inmates for the jail, but the Federal Court limited the capacity to 120 inmates because of staffing issues. This lawsuit was vacated in December of 1996; however, the jail now operates under a self-imposed capacity of 140 beds. This self-imposed cap was placed to ensure the proper classification of inmates.

Non-Compliance Findings – The existing Tuolumne County Jail faces one significant issue affecting the success of its overall mission and the ability of the Sheriff's Department to comply with Title 15 and Title 24 standards: it basically comes down to poor facility design.

Poor Facility Design:

There are far too many dormitory beds for the classification of inmates currently held in the Tuolumne County Jail. Dormitories are similar to military barracks, as opposed to single or double cells. They are cheaper to build and are thought to be more cost effective to supervise. Normally dormitories are for the lowest level of classification. The conflict occurs because the majority of the inmate population at the Tuolumne County Jail consists of felony sentenced and unsentenced inmates. These are usually the highest level of inmate classification and require single and double cell housing. Jail staff does not have the ability to classify or segregate problem inmates from other inmates or staff. The type of inmate entering local county jails has changed dramatically since the Tuolumne County Jail opened in 1962. Courts are releasing non-threatening felons prior to trial. Judges are sentencing more misdemeanants to alternatives to custody. The jail is left with serious felons awaiting trial and sentenced felons awaiting transportation to the state prison system. In some ways, the local jail population is not different than those in state prisons. The design of the housing units at the Tuolumne County Jail was never intended to house the type of felony inmates it now holds.

Normally in local detention facilities there is an area designed as a central or main control. This area does not have the responsibility for inmate supervision. All staff alarms, fire alarms, and perimeter alarms terminate in this area. The area also controls all external doors and gates into the facility, and account for all keys. Depending on the design of the facility, other facility-wide responsibilities could be assigned to this position. In the case of a major facility emergency or inmate disturbance, this position would function as a command post. The Tuolumne County Jail does not have a central control area designed in this manner.

Staffing:

Improving the facility design will help mitigate many of the current staffing issues.

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.

There are repeated concerns raised about the age and deterioration of the physical jail building. The 2008 Needs Assessments alludes to the difficulties in meeting regulatory requirements within this facility. The update team found the issues and shortcomings documented in that report still exists, including:

- Poor facility design
- Classification concerns

The Needs Assessment Update Team reviewed several years' inspections from regulatory agencies:

- Corrections Standards Authority Biennial Inspections
- Fire Marshall
- Health and Mental Inspections
- Environmental Health
- Grand Jury Reports

Of greatest concerns were reports by the Tuolumne County Grand Jury and California Standards Authority. The grand jury has raised concerns in report after report calling for the building of a new jail. Following are excerpt quotes from these reports:

2008 Grand Jury

- "The jury strongly recommends construction of a new Criminal Justice Center."
- "Overcrowding is dangerous to both prisoners and jail staff."
- "Construct the new Criminal Justice Center as soon as possible. The jail should be part of the initial phase of construction."
- "Continue reasonable and necessary maintenance on the existing facility".

2009 Grand Jury

- "The jail is grossly outdated, unsafe and has many hazards."
- "Visiting/Interview area is too small with just five (5) intercom phones. One (1) of these is in a sound proof area for attorney/client conversations."

- "There is a significant amount of mold on the walls migrating from the ceiling to the stairs in the stairwell between the first and second floors. This mold is professionally removed periodically. With the poor ventilation system, health hazards to staff and inmates are a possibility".

2010 Grand Jury

- "The Construction of a new jail facility is greatly needed."
- "The dilapidated state of the Jail poses many safety concerns for the guards as well as the inmates."
- "The limited classroom space environment makes it difficult to provide NA and AA support for what is the vast majority of inmates. Also, it is difficult to find and maintain a consistent supply of instructors."
- "The recreational space is small and not adequate for any variety of sports"

2010 Corrections Standards Authority Inspection

- "The facility is clean, but showing its fifty year age."
- "Multiple occupancy cells...4th bunk added to K2, 3, 4 & 7 not compliant due to (inadequate) floor space." "The facility commander oversees two other units and must divide his time based on pressing needs."

7. DISCUSS YOUR AVERAGE DAILY POPULATION (ADP) AS COMPARED TO SYSTEM CAPACITY.

Current Jail Average Daily Population (ADP) is 135

Historical Jail Average Daily Population (ADP)

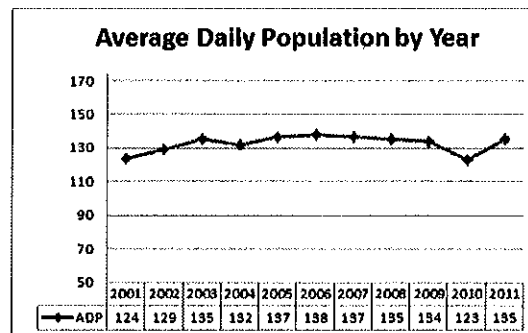


Figure 27

The average ADP over the past 11 years is 132.6

*It should be emphasized that ADP was kept **artificially low** through a Federal Cap on the jail population. Also, peak lows occurred in 2010 due to alternative sentencing guidelines under PC 4019. When guidelines were reversed the jail population returned to maximum levels.*

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:

Current County Population:

The 2010 Census showed the Tuolumne County population to be 55,365. It is estimated that the current County population is 57,000.

Historical County Population

1970	1980	1990	2000	2010
22,169	33,928	48,456	54,504	55,365

US Census Bureau
Table 13

Projected County Population

2000	2010	2020	2030	2040	2050
54,863	58,721	64,161	67,510	70,325	73,291

California Department of Finance
Table 15

County Crime Statistics:

The most recent crime rates show the trends for the 10 year period (2000 – 2009). The following chart shows Tuolumne County's crime trends.

Tuolumne County										
Crimes	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Violent Crimes	202	172	137	227	186	144	142	123	134	158
Homicide	2	1	2	4	2	3		1	1	1
Forcible Rape	11	22	14	15	7	13	15	14	23	25
Robbery	18	22	16	20	13	15	15	15	15	19
Agg. Assault	171	127	105	188	164	113	112	93	95	113
Property Crimes	790	915	1,098	1,295	1,359	1,035	841	895	809	669
Burglary	465	506	619	690	759	561	436	483	452	354
M. V. Theft	145	179	189	277	233	215	211	170	114	100
Larceny -Theft Over \$400	180	230	290	328	367	259	194	242	243	215
Total Larceny - Theft	556	621	768	1,014	1,199	878	711	776	937	846
Over \$400	180	230	290	328	367	259	194	242	243	215
\$400 and Under	376	391	478	686	832	619	517	534	694	631
Arson	10	15	25	15	22	18	8	8	14	11
Population (1,000's)	55.2	55.8	56.2	57.1	57	58.2	57.3	56.9	56.5	55.8
Crimes Rates										
Per 100,000 Population										

Table 9

The following chart shows a comparison of similar county crimes rate trends for the same 10 year span. The charts depict the average crimes rates during the 10 year period.

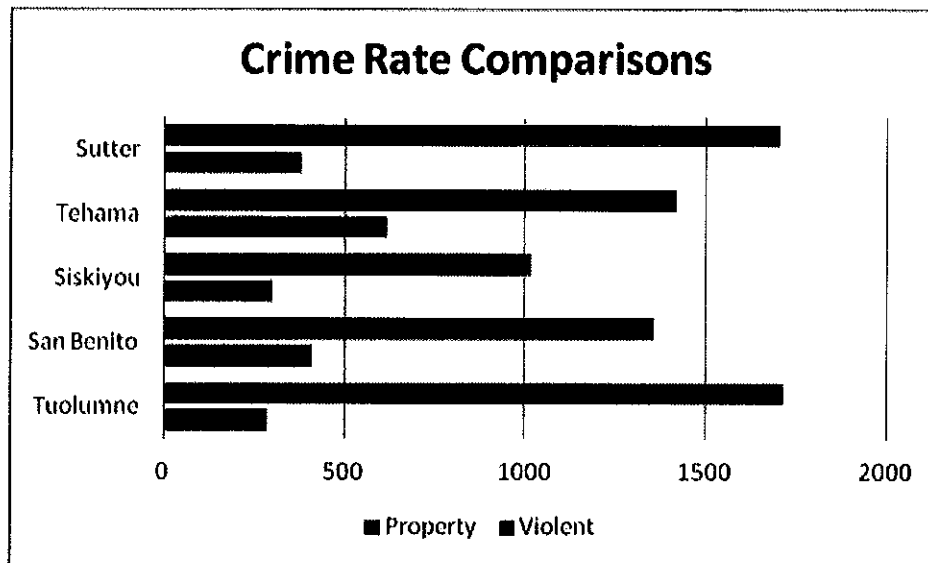


Figure 26

Crime Rate Comparisons			
	Violent	Property	Population
Tuolumne	287	1,714	56,600
San Benito	412	1,359	56,800
Siskiyou	300	1,017	45,400
Tehama	615	1,419	59,900
Sutter	378	1,704	88,900
Crime Rate Per 100,000			

Table 10

The comparisons reveal that Tuolumne has a lower crime rate for violent crimes but a higher rate for property crimes.

Historical Incarceration Rate

Historical Population and Incarceration Rate										
Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Population	54,587	54,673	54,749	54,845	54,931	55,017	55,103	55,189	55,275	55,365
Incarceration rate	22.7	23.6	24.7	24.1	24.9	25.1	24.9	24.5	24.2	24.4

Table 14

Crowding and Bed Need Estimates:

Tuolumne Jail Classification				
A	MAX	FEMALE	6	3X2
B	MAX	MALE	5	2X2+1
C	MED	MALE	20	5X4
D	MED	MALE	1	SINGLE
E	MED	MALE	1	SINGLE
F	MED	MALE	6	3X2
G	MED	MALE	0	1/M STAGING
H	MED	UNISEX	0	SINGLE
I	MED	FEMALE	4	2X2
J	MAX/DI/ADSEG	MALE	10	SINGLE
K	MED	MALE	34	3 & 4
L	MED	MALE	10	DORM
M	MED	FEMALE	10	DORM
N	MED	FEMALE	12	DORM
O	MED	MALE	12	DORM
P	MIN - I/M Worker	MALE	20	DORM

Total Number of Beds 151
 CSA Rated Capacity 147
 Self-imposed capacity **140**

Table 20

	Female	Male
Total Percentage by Gender	22%	78%
Max.	26%	50%
Med.	44%	40%
Min.	30%	10%

Table 22

2012		Sheltered Housing	8	2012		Sheltered Housing	2
Max	86.5	Admin. Segregation	8	Max	9.1	Admin. Segregation	2
Med	69.2	Disciplinary Isolation	8	Med	15.4	Disciplinary Isolation	2
Min	17.3	Protective Custody	8	Min	10.5	Protective Custody	2
Total	173	Max	53	Total	35	Max	2
		Med	70			Med	16
		Min	18			Min	10
		Sub Total	173			Sub Total	36
						Total 209	
2018		Sheltered Housing	10	2018		Sheltered Housing	2
Max	94	Admin. Segregation	10	Max	14	Admin. Segregation	2
Med	75	Disciplinary Isolation	10	Med	23	Disciplinary Isolation	2
Min	18	Protective Custody	10	Min	16	Protective Custody	2
Total	187	Max	54	Total	53	Max	6
		Med	75			Med	23
		Min	18			Min	16
		Sub Total	187			Sub Total	53
						Total 240	

Table 23

The type of housing designed and built by Tuolumne County is a decision for the Sheriff's Office based on their proposed operational philosophy, staffing allocations, and their classification system. The below hypothetical list of housing options is provided as a starting point for discussion. The actual security level of housing is the decision of the Sheriff's Office. For efficiency, and to maximize fixture-to-inmate and shower-to-inmate ratios, there should be incremental pod counts of 10 (fixture) or 20 (shower). Rounding up or down slightly of the bed need by type is also recommended.

Hypothetical Housing Units Based on Bed Needs & Efficiency (2018 Need)

Hypothetical Housing 2018				
Hsg #	Pod 1 Male Maximum Unit	Type Hsg	Capacity	Need
1	Administrative Segregation	*10 Double cells	20	
2	Disciplinary Isolation	10 Single Cells	10	
3	Male Max High Security	10 Single Cells	10	
4	Male Max Med Security	20 Double Cells	40	
			80	
	Pod 2 Male General Pop			
1	Med Security	20 Double Cells	40	
2	Protective Custody	20 Double Cells	40	
3	Sheltered Housing	10 Dorm	10	
4	Minimum	20 Dorm	20	
			110	
	Male Total Beds		190	187
	Pod 3 Female Housing Unit			
1	Female Max	10 Single Cells	10	
2	Protective Custody and Sheltered Housing	10 Dorm	10	
3	Female Med Security	10 Double Cells	20	
4	Female Minimum	20 dorm	20	
	Female Total Beds		60	53
	Total Bed Capacity		250	240
	Note: A minimum of one Rec yard and preferably two recreation yards per Housing Unit			
	A minimum of one multi-purpose program room per housing unit			

Table 24

C DETENTION ALTERNATIVES

1. DEMONSTRATE THAT ALL APPROPRIATE STEPS TO REDUCE CROWDING HAVE BEEN UNDERTAKEN.

Tuolumne County has established a wide range of educational, prevention, intervention and treatment programs that have successfully prevented adults from being placed in Tuolumne County Jail other than as a last resort. Alternatives have allowed the justice system to remain functional even though over 100 additional beds are needed immediately. Alternatives currently are used when incarceration would be more appropriate because of the lack of adequate bed space. Unfortunately the lack of jail beds removes the sanction for alternative program failure and dilutes alternatives.

2. DESCRIBE PROGRAMS, EXISTING OR NEW, DESIGNED TO REDUCE RECIDIVISM.

Continuum of Services - Successful alternatives fit into an extensive continuum of services for adults. Tuolumne County offers a wide variety of education, prevention, intervention, supervision and treatment programs that have been in place for a number of years to reduce the need for detention. The success of these programs is indicated by the fact that the criminal justice system has continued to function with an undersized jail even though the "at risk" population continues to increase.

Existing Successful, Risk-based Alternative Programs – Alternatives to traditional incarceration are available to inmates through special programs created and coordinated by the Tuolumne County Sheriff's Office, the Tuolumne County Probation Department, the Tuolumne County Parole Board and local courts.

Work Furlough – The Tuolumne County Probation Department has established a Work Furlough Program under which an inmate is allowed to leave the jail for the purpose of attending gainful employment or to attend classes as approved by the Probation Department. Examples of these include the following:

- **Jail Overflow Work Crew** - This program was created to insure the uniform release of inmates from the Tuolumne County Jail to the Jail Overflow Work Crew when circumstances dictate the necessity to reduce the inmate population in the jail. By order of the Sheriff, the inmate population in the jail cannot exceed 140 inmates. This policy is established to insure that each inmate sentenced by Tuolumne County Superior Court to the Tuolumne County Jail will complete the full time of his or her sentence insofar as is possible. Under this program all inmates who are within three days of their out-date, calculated from the sentence imposed by the court will be released pursuant to Penal Code Section 4018.6.- Additional procedures are

in place to release inmates of various categories (except those incarcerated for violent or sex crimes) to maintain the population capacity at 140 inmates. Once these procedures have been exhausted and the jail population still exceeds 140 inmates, the Jail Overflow Work Crew is established to further reduce the inmate population to the capacity of 140 inmates. Inmates who are placed on the Jail Overflow Work Crew are returned to custody as soon as the inmate population in the jail is sufficiently reduced.

- Sheriff's Parole – Penal Code Section 3076, Board's Powers and Procedures as to Rules for Parole, permits inmates sentenced for any criminal offense to apply for Sheriff's Parole. Except for specific prohibitions ordered by the Court at the time of sentencing, all inmates are eligible. An agreement is in place between the Tuolumne County Sheriff's Department and the Tuolumne County Superior Court to allow the Tuolumne County Probation Department to govern the Sheriff's Parole Program. Staff from the Tuolumne County Probation Department determines inmates who are eligible for Sheriff's Parole.

3. DEMONSTRATE EFFORTS TO IMPLEMENT A RISK-BASED DETENTION SYSTEM (OR OTHER APPROPRIATE MODEL) RELATED TO THE DECISION TO INCARCERATE OR NOT INCARCERATE OFFENDERS.

Risk-Based Detention System – Detention alternatives have been developed and implemented as part of the county's risk-based assessment model over the decade. The development of these detention alternatives has been a collaborative effort led by the Sheriff's Department staff and involves city and county agencies, departments and groups who provide services to and/or have an interest in reducing the recidivism in Tuolumne County.

1. DESCRIBE THE PROPOSED SCOPE OF WORK SPECIFICALLY PAYABLE FROM STATE FINANCING, CASH AND IN-KIND CONTRIBUTION AND OTHER COUNTY BORNE COSTS.

Tuolumne County is requesting \$33,000,000 in Phase II state funds, which will be combined with \$13,244,332 in matching funds to construct a Title 24 compliant standalone 240-bed Adult Detention Facility. Forced release programs should end and officer, public, and inmate safety will improve. Programs will be added and recidivism reduced.

2. DEFINE WHETHER THE PROJECT EXPANDS AN EXISTING FACILITY OR IF IT CREATES A NEW FACILITY.

The proposed Tuolumne County Adult Detention Facility (TCADF) will be an entirely new facility.

3. INDICATE IF THE COUNTY ALREADY OWNS THE SITE.

Tuolumne County has purchased a site near Old Ward's Ferry Road and Highway 108 on the outskirts of Sonora that is envisioned as the Tuolumne County Law & Justice Center that will also include new Juvenile Hall, State Courthouse, Justice Offices, Sheriff Administration and CHP Office.

4. DESCRIBE HOW THE SCOPE OF WORK WILL MEET IDENTIFIED NEEDS, OR MITIGATE/REMEDY/IMPROVE CONDITIONS TO ADDRESS THE DESCRIBED NEEDS.

The Tuolumne County Jail has exceeded its design and building lifespan. It has a multitude of deficiencies, and is inadequate for the requirements of modern correctional needs. The physical design, age, and condition of the old jail make it very difficult to properly visually supervise and separate the inmates. The top inadequacies of the existing facility the new one will address are:

- Older linear inmate housing areas which cannot be supervised except when an officer opens doors and walks into the areas.
- Steel bars and bunk beds which offer opportunity for suicide by hanging.
- Inadequate visual supervision of inmates at every housing area.
- Inadequate support areas such as vehicle sally port, intake, control rooms, administrative space, staff break, staff locker rooms, and storage.
- Inadequate medical, mental health and suicide prevention areas.
- Inadequate laundry facilities.
- Inadequate kitchen, receiving, refrigeration and kitchen storage.
- Inadequate programs space
- Design that does not allow direct visual supervision of programs and recreation.

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.

The post-construction conditions of the new jail facility will be superior in all aspects when compared to the existing facility. There is virtually no aspect of the current jail that is adequate or efficient.

The new facility's podular design will vastly improve inmate supervision and help ensure compliance with legislation such as the Prison Rape Elimination Act (PREA). Its flexible housing units will allow for an objective inmate classification system to accommodate Realignment AB 109 which the current facility does not. Its design will be state of the art thus making it meet all of the requirements of Title 24 of the California Code of Regulations.

Conditions of confinement will be vastly improved. Antiquated steel bars and bunk bed cells will be replaced by modern cells Bed Count:

Single Occupancy Cell

A total of 30 new beds in 30 single occupancy cells will be constructed for maximum-security, disciplinary segregation, administrative segregation and protective custody inmates. Stainless steel combination fixtures will be used. All cell doors will be hung doors constructed of steel. One bed and a desk will be wall mounted. Food ports and cuff ports will be provided in selected cell doors.

Double Occupancy Cells

A total of 150 new beds in 75 double occupancy cells will be constructed for medium security inmates. Adequate ADA cells will be provided. All cells will be "wet". Stainless steel combination fixtures will be used. All cell doors will be hung doors constructed of steel. Two beds and a desk will be wall mounted.

Dormitories

A total of 60 beds in the new facility will be constructed in 4 dormitories for housing minimum-security inmates. Adequate ADA dormitory beds will be provided as well as an adequate ration of stainless steel combination fixtures to inmates will be provided.

Dayrooms

Dayrooms will be provided at a rate of 35 square feet per inmate and will contain anchored tables and seating to accommodate the maximum number of inmates allowed access to the dayroom at any given time in each housing unit. Access will be provided to toilets, washbasins,

drinking fountains, and showers from the dayroom. Dining will occur in the dayroom of each housing unit.

Outdoor Exercise

The existing facility currently has 1 recreation yard on the roof where inmates are moved via an unreliable, old, small elevator. In the new facility an enclosed, secure outdoor exercise area will be attached to each new housing unit. This area will be observable from within the housing unit and from central control. The area will be a secure area that is partially covered for use in inclement weather and have a clear height of at least 15 feet. The open area of the roof structure will be covered with high security mesh to prevent escape. Access will be provided to a toilet, washbasin, and drinking fountain. There will be at least one completely fenced outdoor exercise area of not less than 600 square feet for use by those inmates who have earned this privilege. Special care will be taken to eliminate opportunities for escape and the introduction of contraband. All exercise areas will be observed by central control. Additionally, recreation areas will accommodate inmates with disabilities.

Program Space

The configuration of the current facility does not allow for extensive programs due to inmate movement issues and the limited, somewhat remote and poorly supervised program space. There is only the one "library" room for all jail programs for the entire jail population. The new facility will provide program rooms at each housing unit. Activities that will occur in these spaces include adult education, religious services, counseling, AA and NA classes, group counseling, mental health evaluations, and other programs to reduce recidivism.

Medical and Mental Health Services

Currently medical and most mental health services are provided under a contract with California Forensic Medical Group (CFMG), with some mental health assistance from County Behavioral Health. There are many issues related to medical and mental health needs, especially related to lack of space as with almost all areas of the jail. The new facility will need to consider 24 hour medical care. There are no beds and cells for housing inmates even temporarily for medical or mental health purposes. Inmates needing medical or mental health beds are transferred to other facilities. This is costly and inefficient. The new facility will include a medical examination room and secure pharmaceutical storage will be provided for medical screening and routine medical care. More advanced care will continue to be provided outside the facility. Mental health professionals will evaluate inmates and provide mental health programs as necessary. Interview rooms and program space will be provided for this purpose.

Intake/Release/Processing

As noted in the 2011 Needs Assessment Intake Update there is many inadequacies in the existing facility for Intake/Release/Processing. The new facility will provide modern Intake/Release/Processing areas. Holding cells, safety cells, sobering cells, showers for inmates, facilities for staff and inmates, inmate property storage areas, medical triage rooms, processing areas, administrative office areas and interview rooms will be provided. A weapons locker will be provided at the new vehicular sally port. Staff will have unobstructed access to hot and cold running water and an eyewash station. Telephones will be provided for inmate use.

Attorney Interview Rooms

The new jail will provide selected non-contact visiting rooms that will be configured with a secure and lockable paper pass to allow attorneys to consult confidentially with inmate clients. One interview room in the intake/release/processing area also will be configured with a secure paper pass and will be used for confidential meetings between attorneys and inmates.

Confidential Interview Rooms

The new facility will provide confidential interview rooms in the intake/release/processing area and near the new housing areas. The interview rooms will be used for custody, mental health, and health care staff as well as by attorneys and religious advisors. The interview rooms will be accessible to male and female inmates and will not be monitored.

Central Housing Control

The current jail is a linear design which makes it difficult for jail staff to monitor the actions of the inmates. The new jail will provide a central control room that will monitor and operate all security perimeter penetrations. In addition, central control will monitor each new housing unit and be capable of overriding the pod control stations in each housing unit. Secure housing unit control stations will control the communications, cell doors, lighting, and showering in the unit. Intercom stations will be monitored and controlled at the unit control station. Unit control will have the capability of switching controls to central control. Housing unit control stations will be elevated and may be capable of switching controls to central control and of supervising more than one housing unit. Central control will have visual supervision of the housing units, attached outdoor exercising areas and the program spaces. CCTV will be minimized and limited to assist in control of perimeter penetrations. Central control will function as the Sheriff's command post during natural disasters or inmate disturbances. An escape hatch will be provided to allow an officer in central control to exit to the roof in the event of a natural disaster or disturbance in which control of the adjacent central control is compromised temporarily

Administrative and Staff Offices

The existing facility has administrative and staff spaces that are very inadequate. Other than the a Jail Commanders office there is little administrative space. All other spaces are inadequate. For example, the classification officer has space in an old storage room. The new facility will reflect the professionalism of the staff. Centralized space will be provided for administrative and custody staff offices and support spaces as necessary.

Staff Facilities

The current jail has only one place for jail staff to take a break or have lunch. This space is adjacent to the inmate circulation corridor and is next to the metal detector. The location is small, austere, and inadequate. There is old furniture and no windows. Jail employees must remain in the jail for lunch in order to be available to respond to emergencies, therefore having adequate dining space is very important. A staff dining and break room is essential to morale given the nature of correctional work. The new jail will afforded officers a setting where they can get away from the inmates and have a few minutes to relax.

Currently jail staff shares briefing, conference, and training space with other units of the Sheriff's Department, including patrol. The new jail will provide a room dedicated to them.

The existing facility has the locker rooms in the basement. The rooms consist of older, smaller lockers. This space is dark, cold and uninviting. There is no shower for officers to use after they take a run or otherwise workout. The floors are bare concrete and leaks in the overhead pipes are not uncommon. The new facility will provide much improved conditions.

The Tuolumne County Jail does not have a workout room for custody officers. Workout rooms are common to law enforcement and corrections and offer an avenue for strength and fitness as well as morale and retention. Given the nature of the business, providing officers the ability to stay strong and fit makes sense. The new facility will provide a Multi-purpose/Training Area/ conference Briefing Room that can accommodate space for workout equipment.

Public Area

The current jail has a public area that is too small and badly organized. The new jail will provide a centralized public reception and video visiting area to accommodate visitors while still maintaining the security of the facility. A complete entry control package will be included at the public entrance along with locked storage for visitors to secure their belongings before meeting with inmates. All public areas will provide accessible access to persons with disabilities.

Kitchen-Food Areas

It cannot be overstated how inadequate the entire kitchen facility is for preparation of food for the current and future inmate population. Built in 1959 for 66 inmates, the current kitchen is undersized in every aspect and cannot be enlarged due to site constraints. Plans for the jail kitchen to also prepare food for the juvenile hall wards will be very difficult with the existing space and equipment. Food is prepared under contract by Aramark Food Service. However, the small and crowded kitchen makes daily preparation of food a challenge. There are no staff amenities and conditions for staff working in very close contact to the inmate workers is undesirable. The biggest problem facing the kitchen staff is lack of actual kitchen space. The food preparation area is very cramped making movement within the space very difficult. Much of the equipment is outdated and small, however, replacement equipment often is unavailable because the replacements are larger and will not fit in the space available. The smaller equipment, such as a mixer, is too small to make the adequate amount and the process must be repeated. This is very inefficient for time management. The lack of space often causes a delay in starting the next meal because the current meal is taking the space needed to start.

The kitchen in the new facility will be modern and sized to serve the proposed jail population and future expansion. There appears to be a need for a modern cook-chill kitchen which would allow for preparing food for the main jail and remote locations such as the new juvenile hall. Interest was also expressed to contract with other counties with insufficient kitchens for food services. The cook-chill system would make this possible and could be a source of much needed additional revenue.

Laundry

The current laundry area in the jail is small, but meets the current needs. It will not be adequate if a larger number of inmates are added. With only one washer and one clothes dryer, if one goes down for repair, there is no back up. As the equipment gets older, this is a more frequent condition. When new beds are added, the additional washer and dryer become essential. There is not sufficient space to add much more equipment. Laundry processing space is limited, so much so, that replacing the aging washer and dryer would be very difficult. If the washer breaks staff must take quarters and the laundry to the local Laundromat. The laundry area in the new jail will be designed for adequate space to function for the proposed number of beds and will be able to accommodate future expansion as well as providing new, modern equipment.

Warehouse/Utility Support

Storage throughout the existing facility is inadequate and poorly located. In addition there currently is not any maintenance space at the jail. The new facility will provide storage areas in the housing units and intake/release/processing area as well as a much needed warehouse space and modern physical plant areas.

Master Plan Concept – Option 5

E ADMINISTRATIVE WORK PLAN

1. DESCRIBE THE CURRENT STAGE OF THE PROJECT PLANNING PROCESS, INCLUDING THE CURRENT STATUS OF ADDRESSING CEQA REQUIREMENTS.

Tuolumne County has completed the preliminary program statement, staffing plans, and preliminary architectural programming. The CEQA process has been completed and approved.

2. DESCRIBE THE PLAN FOR THE PROJECT DESIGN.

A work plan has been developed to maximize county participation and ensure completion on time and within budget. The new facility will incorporate best practices for the construction of podular design to make the building as cost effective and efficient as possible for staffing and long-term maintenance.

The Construction and Administrative Work Plan is a process designed specifically to make the most efficient use of available resources while maintaining the project scope (quality) budget and schedule. The methodology has been used successfully on several adult detention facility projects throughout the United States including projects for California counties and projects under the aegis of state and federal grant managers. This work plan includes proven project delivery methods to ensure successful completion of the proposed scope on time and within budget. The plan also includes CSA requirements for grant funding. The plan consists of the following elements:

Development of the recently completed needs assessment

- The elements of the system.
- The operational and design philosophy of the Tuolumne County Sheriff's Department.
- A description of the current inmate population.
- Discussion of the classification system.
- A description of program needs such as planned academic programs (including special education programs) and an analysis of Tuolumne County's performance in using alternative programs to reduce detention facility needs.
- Analysis of the local system's trends and characteristics that influence planning assumptions about future corrections systems change, including population projections, current and projected inmate populations and programs on inmate population growth and program costs.
- The adequacy of staffing levels.
- The ability to provide visual supervision.
- The adequacy of record keeping.
- A history of compliance with standards.
- A discussion of any unresolved issues.

Detailed conceptual level planning that includes:

- Information on and required by funding sources including the monitoring of matching funds (state and federal funding includes certain reporting and inspection requirements).
- Refinement of the preliminary program statement.
- Refinement of the preliminary staffing plan.
- Development of the preliminary architectural program.
- Refinement of the conceptual budget.
- The analysis of the construction costs and total project costs.
- The development of Tuolumne County Sheriff's Department operational and staffing costs that will be incurred once construction is complete.
- The development of maintenance costs that will be incurred once construction is complete.
- The refinement of the preliminary schedule and plans for compliance with CSA pre-contractual requirements.

- Presentation to and approval by the Tuolumne County Board of Supervisors during planning design, the development of construction documents and during construction (including the preparation of appropriate graphics).
- Development of the architectural program including:
 - The preliminary code analysis.
 - Analysis of the requirements of Titles 15, 19, and 24 of the California Code of Regulations.
 - The staffing and operational analysis which will include a refinement of the staffing plan and refinement of the program statement.
 - Any required refinement of the project timeline.
- Preparation of traditional schematic design and design development documents.
- Transition planning that begins with the establishment of the transition team during design and continues through move in and post occupancy activities.
- Continuous design/value engineering to make the most efficient use of available resources and preserve life cycle costs.
- Continuous user input from the Tuolumne County Sheriff's Department staff and others providing programs and services at the proposed facility.
- Continuous code analysis.
- Independent cost estimates during the design and construction document phases to remain within 5% of the conceptual budget.
- Continuous analysis of the requirements of Titles 15,19, and 24 of the California Code of Regulations including the required reviews and inspections by staff from the CSA and the State Fire Marshal.
- Ongoing schedule review and analysis to be certain that the project is ready for occupancy as planned.
- The preparation of construction documents (drawings and specifications) including the required reviews by CSA staff and the State Fire Marshal.
- Constructability reviews during design and during the preparation of construction documents to use the most effective construction means and methods in order to ensure competitive bidding and to reduce change orders.

- Peer review during the preparation of design and construction documents to provide the best possible solutions to design and construction issues.
- Continuous analysis of staffing, operations, and life cycle costs in order to design and build the most cost effective facility possible.
- Marketing of the project to potential contractors and sub-contractors to increase the potential for competitive bids and to increase the number of bidders.
- Bidding activities including the opening of bids and the preparation and signing of the construction contract.
- Construction administration, coordination, and inspection.
- Preparation of the quarterly invoices and progress reports as required by grant funding procedures.
- Construction closeout activities including:
 - Punch list development and the monitoring of the completion of punch list items.
 - Cost reconciliation and final audit.
 - Final invoice and progress payment.
 - Collection of warranties.
 - Preparation of the final as built drawings and collection of operation and maintenance manuals.
 - Transition and move-in activities including:
- Equipment commissioning.
- Facility shake-down.
- Operations and security walk-through.
- Staff occupancy training.
- The phased move-in of inmates.
- Periodic post-occupancy evaluations at one, two, and five years after occupancy.

3. PROVIDE THE PROJECT TIMELINES AND MILESTONES.

6/1/2007 – 12/1/2008:	CEQA process has been completed.
3/8/2012 – 6/5/2012:	Site assurance/comparable long-term possession within 90 days of award.
3/8/2012 – 7/1/2012:	Real Estate due diligence package submitted within 120 day of award.
7/11/2012 – 3/7/2013:	State Public Works Board meeting – Projected Established within 12 months of award.
3/7/2013 – 9/7/2013:	Schematic Design with Operational Program Statement within 18 months of award.
9/8/2013 – 1/8/2014:	Design Development Preliminary Drawings and Schedule.
9/8/2013 – 1/8/2014:	Staffing/Operation Cost Analysis approved by the Board of Supervisors.
1/9/2014 – 12/9/2014:	Construction Documents.
1/10/2014 – 3/1/2014:	Construction Bids.
3/2/2014 – 4/15/2014:	Notice to Proceed.
4/16/2014 – 4/16/2016:	Construction (maximum 3 years to complete)
4/17/2016 – 7/16/2016:	Staffing/Occupancy within 90 days of completion.

4. DESCRIBE THE PLAN FOR PROJECT MANAGEMENT.

The design and construction of the Tuolumne County Adult Detention Facility will be overseen by the county's Administrative Office. She will lead the County's team that will oversee the process, including: site preparation; the design team, the construction team; development of the program statement, schematic design, staffing plan, and other documents; monitoring all design and construction phases; and guaranteeing compliance with all pertinent regulations, standards, codes and ordinances. The team will identify issues and propose solutions to strategic, logistical and/or operational problems that arise in the course of the construction and operation of the facility.

5. DESCRIBE THE PLAN FOR PROJECT ADMINISTRATION.

The process is designed to make the most efficient use of available resources while maintaining the project's quality, budget, and schedule. Similar methodology has been used successfully on other adult detention facility projects, including projects under the aegis of the CSA and the State Fire Marshal. This work plan includes proven project delivery methods to ensure construction is on time and within budget. The plan includes CSA mandated requirements for grant funding and

consists of the following elements:

- Detailed conceptual level planning.
- Presentation to and approval by the Tuolumne County Board of Supervisors during planning, design, the development of construction documents and during construction.
- Development of the architectural program includes preliminary code analysis, analysis of the requirements of Titles 15, 19, and 24 of the California Code of regulations, staffing and operational analysis.
- Preparation of traditional schematic design and design development documents.
- Transition planning that begins with the establishment of the transition team during schematic design and continues through move-in and post-occupancy activities.
- Design/value engineering to make the most efficient use of available resources.
- User input from the county staff, program and service providers.
- Independent cost estimates during the design and construction document phases.
- Required reviews and inspections by staff from the CSA and the State Fire Marshal.
- Schedule review to be certain that the project is ready for occupancy as planned.
- Preparation of construction documents and required reviews by the State Public Works Board, CSA and the State Fire Marshal.
- Peer review during the preparation of design and construction documents to provide the best possible and most cost-effective solutions to design and construction issues.
- Analysis of staffing, operations and life cycle costs in order to design and build the most cost effective facility possible.
- Bidding, including the opening of bids and preparation and signing of the construction contract.
- Construction administration, coordination and observation.
- Construction close-out activities including: the punch list development and monitoring of the completion of punch list items. The cost reconciliation and final audit including final invoice and progress payment. The collection of warranties and operation and maintenance manuals. The preparation of the final "as-built" drawings.

- Transition and move-in activities including equipment commissioning, facility “shake-down” operations and security “walk through” and staff occupancy training.
- Periodic post-occupancy evaluations at one, two and five years after occupancy.

6. DESCRIBE THE COUNTY'S READINESS TO PROCEED WITH THE PROJECT.

Tuolumne County's readiness to proceed is illustrated by the following:

- The planning team for this project has been established and the architectural consulting firm has been hired
- The county updated their needs assessment in December of 2011 in order to verify the requirements for the proposed Tuolumne County Adult Detention Facility (TCADF) and identify the bed need up to the year 2018.
- The preliminary staffing plan and Program Statement was completed for the new detention facility in late 2007 and will be used to guide the architectural program and the conceptual design.
- The proposed site for the new TCADF has been purchased. The CEQA process has been completed and approved for the proposed site. In addition, infrastructure to and for the proposed site is under construction.
- The sheriff's transition team and officers from the jail have taken a number of tours of state of the art detention facilities.
- Funding has been identified and earmarked for the required cash and in-kind matching funds as indicated in the attached Board resolution.
- The Tuolumne County Board of Supervisors, County Administration, and the Sheriff are committed to building the new podular adult detention facility as indicated by the attached resolution from the Board of Supervisors.

7. DESCRIBE THE FUNCTIONS AND RESPONSIBILITIES OF PROJECT STAFF/CONTRACTORS.

Tuolumne County currently has HMC + Beverly Prior Architects and RRM Design Group under contract to work on various aspects of the Law and Justice Center. If the County is successful in obtaining AB 900 Phase II funding, these consultants will work with the County on the schematic design and construction documents. A Construction Management firm will also be hired to assist

with the project. On the County side, staff from County Administration, Facilities Management and Sheriff's Office will be assigned to work on the project.

8. DESCRIBE THE MONITORING/CONTROL PROTOCOLS THAT WILL ENSURE SUCCESSFUL PROJECT COMPLETION.

Project controls are in place to be certain that the project is delivered on time, within budget, and meets as well as exceeds expectations. These quality control procedures ensure that all documents are complete and properly coordinated. Project controls for planning have included:

- The establishment of effective communication links between and among all participants.
- Early discussions with oversight organizations such as CSA and the State Fire Marshal.
- Continuous schedule review and refinement in planning and design team review meetings.
- The traditional peer review of planning and early design documents by senior professionals who have not been involved with this project.
- Outside peer review by professionals in the various planning, architectural, and engineering disciplines.
- The use of extensive checklists specifically related to planning and design issues for adult detention facilities.
- Participation in continuing education opportunities related to individual disciplines and to this facility type.
- Active participation by consultants in professional societies such as the American Correctional Association, the American Jail Association, the National Sheriff Association, the California State Sheriff's Association, the American Society for Industrial Security, American Institute of Architects, the American Society of Heating, Refrigeration, and Air Conditioning Engineers as well as a number of other professional societies and associations.
- Use of value engineering processes in design team weekly review meetings.
- Commitment to using only those security and detention products that have been proven in a detention environment for at least five years.
- Continuation of the traditional peer review of design and construction documents by the senior professionals who have not been involved with the project to be certain that all documents are coordinated and that all documents are developed above industry standards.
- The assignment of a single professional on the architectural team who is responsible at

ensuring that any changes are reflected in all architectural and engineering documents and that all documents are coordinated.

- Independent constructability analysis by professionals who examine the construction documents from a contractor's perspective.
- Independent code analysis to be certain all construction documents are code compliant.
- Reconciliation of cost estimates provided by two independent entities: the design team's estimate and one additional estimate provided by an independent cost estimator.
- Periodic operational/security reviews including the development of scenarios to test security.
- The use of extensive checklists specifically related to life safety and security issues in adult detention facilities. These scenarios will then be used for staff training once the CCADF is occupied.

PLAN FOR ADEQUATE STAFFING OF THE FACILITY

1. DESCRIBE COUNTY'S PLAN FOR STAFFING THE FACILITY WITHIN 90 DAYS OF COMPLETION.

Staffing a new jail will likely take several more staff than the current jail. This will depend on the philosophy of the Sheriff's Office coupled with the allocations funded by the County. The biggest increase in staffing is caused by the fact that a new podular jail unlike the current linear jail requires direct visual supervision rather than the current cell checks only. Staffing for the new jail will likely increase staff by 7 positions. The cost of an entry level deputy sheriff, with benefits, is \$68,245. The total cost for the new staff would be \$477,715. The primary reasons staff increases will be needed are as follows:

- Currently, a booking clerk serves as the booking person and the central control officer.
- Booking (typing) and communication with an arrestee while also monitoring cameras and operating the jail security system is a safety and efficiency concern. In a new jail, the design will likely, but not assuredly require a split of these duties.
- Housing control stations require a fixed post which cannot be vacated unless another officer relieves the control officer. Currently there are no controls officers, just pod officers who also rove and do cell checks. The Sheriff's Office could attempt to run all pod controls from the Central Control station, however, this will be an operational decision based on design and number of doors and cameras, et cetera, to be monitored. During the day, minimum staffing will likely be more than at night. With all the movement, programs, medical needs and court traffic dayshift staffing will likely be greater than nightshift.

Dayshift Hypothetical Staffing Positions

- Booking Clerk
- Central Control
- Intake Booking #1
- Intake/Booking and Movement #2
- Housing Unit 1
- Housing Unit 2
- Housing Unit 3
- Rover 1
- Rover 2

Nightshift Hypothetical Staffing Positions

- Booking Clerk
- Central Control
- Intake Booking #1
- Housing Unit 1
- Housing Unit 2
- Housing Unit 3
- Rover 1

Staff for Facility with Combined Control Officer/Rover

Hypothetical New Jail Fixed Posts Staffing # 2 5.3 officers per post <u>Possible but not recommended at this time, will require study to confirm safety of staff based on design.</u>	To Staff Posts	Currently Available	Additional Officers
Jail Commander	1		
Sergeants	6		
Lead Booking Clerk	1		
Booking clerks	5.3		
Central Control	5.3		
Intake/Booking #1	5.3		
Intake/Booking #2 and relief	5.3		
Unit 1 Rove #1 Cell checks and inmate movement	5.3		
Unit 2 Rove #2 Cell checks and inmate movement	5.3		
Unit 3 Rove #3 Cell checks and inmate movement	5.3		
Classification	1		
Transportation (If secure path to adjacent court)	1		
Officers Required	47.1	40.5 Current	7

Table 28

Important Note: A complete formal staffing analysis must be completed when a new jail is designed by architects to accompany the program statement when it is submitted to the California Corrections Standards Authority (CSA).

2. DESCRIBE THE COST-EFFICIENCY OR OTHER MEASURES THE COUNTY IS INTENDING IN ORDER TO MINIMIZE THE STAFFING IMPACT ON THE LONG-TERM OPERATION COST OF THE FACILITY TO BE CONSTRUCTED.

The new Tuolumne County Adult Detention Facility will actually increase staffing by 7 staff. What should be noted is the proposed project almost doubles the bed count from 140 – 240. A new modern well designed podular facility will enable staff to work more efficiently and will likely aid in employee retention. Another factor that will help minimize the staffing impact on the long-term operation costs is the new facility will be built adjacent to the future courthouse, thus eliminating transportations costs.

EFFECTS OF REALIGNMENT

1. DESCRIBE THE ANTICIPATED EFFECTS OF AB109, CRIMINAL JUSTICE REALIGNMENT, WILL HAVE ON THE COUNTY'S ADULT DETENTION SYSTEM.

AB109 realignment is a new and complex set of variables that has yet to be fully understood since its full implementation and implications are still unknown. The effect that AB109 has had is in determining how many additional beds will be needed for future growth in the framework of the new realignment. Old assumptions are no longer valid and must now be updated to reflect these changes. Each county will be unique in how they implement this change.

2. DESCRIBE ANY ANTICIPATED CHANGES IN YOUR DETAINED POPULATION.

Since the new inmates being transferred into the Tuolumne County jail are felonies that would have previously been sentenced to State Prison, their in-custody security level would be equivalent to the jail's maximum or high-medium security. This fact will create a higher percentage of detainees with higher security levels than what currently exists.

3. DESCRIBE THE IMPACT THAT REALIGNMENT HAS HAD ON THE DESIGN OF THE NEW PROJECT.

There are many unknowns related to the impacts of Realignment (AB 109), however, it is predictable that longer stays in jails, likely years, will result in stresses on the system, especially recreational and rehabilitation programs. Many prisoners who have done State Prison time will be very unsatisfied with the program offerings and recreation space. Because of this fact the new facility will offer expanded program offerings and much more recreation space that the current facility does not.

4. DESCRIBE THE EXTENT TO WHICH REALIGNMENT IS RELATED TO THE NEED FOR THE NEW PROJECT.

Realignment will add 51 inmates to Tuolumne County Jail. The existing facility is outdated, decrepit, and is located on a site in a dense residential neighborhood with no room for expansion. For this reason alone a new facility is greatly needed.

H BUDGET

1. DESCRIBE HOW THE PROJECT BUDGET IS DETERMINED TO BE REASONABLE AS IT RELATES TO THE SECTION 2, BUDGET SUMMARY.

The project budget is reasonable due to the fact that the project program and preliminary studies have been cost estimated. Project costs are based on an estimate prepared by Cumming Corporation in November 2011. Construction dollars have been projected to a mid-point of construction in 2014 with escalation. A preliminary architectural program prepared by HMC+ Beverly Prior Architects identifies a 240-bed facility of approximately 78,000 square feet for housing, programs, and support functions.

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?

Space planning, new and emerging technologies, and design innovations will be built into the Tuolumne County Adult Detention Facility to keep construction and operating costs as low as practically possible, in keeping with Title 15 standards. The facility will be designed specifically to make the most efficient use of available resources while maintaining the project scope (quality), budget and schedule. Steps toward cost savings are based on principles of planned efficiency during design and construction. Elements will be designed to serve multiple uses (for example, the buildings themselves will be organized to provide privacy screening in lieu of perimeter fencing) and shared/mixed-use spaces will be planned for maximum effective function. Tuolumne County will utilize construction systems that are common to the area and its immediate region. Local contractors will build with familiar construction techniques which can result in lower bids. Familiar building systems continue to maximize funds throughout the building's life cycle due to reduced upkeep and maintenance costs.

Attachment G

Board Resolution Authorizing the CAO to submit AB 900 Phase II Grant Application

No. _____

By

Clerk of the Board of Supervisors



**RESOLUTION
OF THE BOARD OF SUPERVISORS OF THE COUNTY OF TUOLUMNE**

WHEREAS, the County of Tuolumne's current jail facility was built in 1959 and is operationally inefficient and rapidly deteriorating; and

WHEREAS, the County of Tuolumne has purchased 42 acres for the construction of a Law and Justice Center; and

WHEREAS, in preparation for the construction of a new jail, the County has completed an update of its 2007 Jail Needs Assessment. As a result of this 2011 Jail Needs Assessment, the County desires to construct a 240 bed jail facility to meet our 2018 needs on the property of the proposed new Law and Justice Center; and

WHEREAS, the County has completed and certified an Environmental Impact Report (EIR) for the new Law and Justice Center and the soonest construction of a new jail could commence is April 2014 with construction completion by April 2016 and occupancy by July 2016; and

WHEREAS, the State Legislature has made available jail construction funding via AB 900, and it is the County's desire to apply for this grant; and

WHEREAS, it is estimated that eligible project costs will total \$48,244,332 of which the County is seeking \$33,000,000 of AB 900 Phase II funding. The balance of grant eligible cost is anticipated to come from \$13,904,000 in hard match and \$1,340,332 from in-kind match.

NOW, THEREFORE, BE IT RESOLVED, that the Tuolumne County Board of Supervisors designated and authorizes the following individuals as the project administration team:

- | | |
|-------------------------------|--|
| • Signature Authority: | Craig L. Pedro, County Administrator |
| • Construction Administrator: | Maureen Frank, Deputy County Administrator |
| • Financial Officer: | Deborah Russell, Auditor Controller |
| • Project Contract: | Maureen Frank, Deputy County Administrator |

BE IT FURTHER RESOLVED that the Tuolumne County Board of Supervisors agrees to the following:

1. To 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, and
2. After notification of conditional award of financing but before State/County funding agreements can be approved, the County must be able and willing to appropriate the amount of contribution (match) identified by the County on the financing program application form submitted to the CSA, identify the source of cash match, and assure that State and cash matching funds do not supplant funds otherwise dedicated or appropriated from construction activities, and
3. The County will fully and safely staff the new jail facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion, and

4. The County assures that it: a) has project site control via fee simple ownership; b) enjoys right to access of the project site sufficient to assure undisturbed use and possession of the site; and 3) will not dispose of, modify use of, or change the terms of the real property title, or other interest in the site, or lease the facility for operation to others without first consulting the CSA.

5. The County attests to the site acquisition land cost of the new County Jail Facility to be \$ 1,120,332.

BE IT FURTHER RESOLVED that the Tuolumne County Board of Supervisors hereby authorizes the County Administrator to sign the Applicant's Agreement and submit the County's AB 900 Phase II grant application for funding.

ADOPTED BY THE BOARD OF SUPERVISORS OF THE COUNTY OF TUOLUMNE ON _____, 2012

AYES: 1st Dist. _____
2nd Dist. _____
3rd Dist. _____
4th Dist. _____
5th Dist. _____

NOES: _____ Dist.
_____ Dist.
ABSENT: _____ Dist.
_____ Dist.
ABSTAIN: _____ Dist.

CHAIRMAN OF THE BOARD OF SUPERVISORS

ATTEST: _____
Clerk of the Board of Supervisors

No. _____