



BOARD OF STATE AND COMMUNITY CORRECTIONS
SB 1022
ADULT LOCAL CRIMINAL JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM
PROPOSAL FORM

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Board of State and
Community Corrections

SECTION 1: PROJECT INFORMATION

A: APPLICANT INFORMATION AND PROPOSAL TYPE				
COUNTY NAME Butte County		STATE DOLLARS REQUESTED \$ 40,000,000		
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>		
TYPE OF PROPOSAL – PROGRAM SPACE PROPOSAL OR BEDS AND PROGRAM SPACE PROPOSAL PLEASE CHECK ONE (ONLY):				
PROGRAM SPACE <input type="checkbox"/>		BEDS AND PROGRAM SPACE <input checked="" type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Butte County Jail				
PROJECT DESCRIPTION Butte County Jail 198-Bed Replacement and 58-Bed Expansion Project				
STREET ADDRESS 35 County Center Drive				
CITY Oroville	STATE California		ZIP CODE 95965	
C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) II	<input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, whether remodel/renovation or new construction.				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	0	168	32	56
TOTAL BEDS (A+B+C+D)	256			

E: APPLICANT'S AGREEMENT

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

PERSON AUTHORIZED TO SIGN AGREEMENT

NAME Jerry Smith

TITLE Sheriff

AUTHORIZED PERSON'S SIGNATURE

DATE

10/22/13

G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

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

COUNTY CONSTRUCTION ADMINISTRATOR

NAME Grant Hunsicker

TITLE Director

DEPARTMENT

General Services

TELEPHONE NUMBER

530-538-2511

STREET ADDRESS

2081 2nd Street

CITY

Oroville

STATE

CA

ZIP CODE

95965

E-MAIL ADDRESS

ghunsicker@buttecounty.net

H: DESIGNATED PROJECT FINANCIAL OFFICER

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

PROJECT FINANCIAL OFFICER

NAME Greg Iturria

TITLE Chief Finance Officer

DEPARTMENT

Administration

TELEPHONE NUMBER

530-538-2030

STREET ADDRESS

25 County Center Drive

CITY

Oroville

STATE

CA

ZIP CODE

95965

E-MAIL ADDRESS

giturria@butte county.net

I: DESIGNATED PROJECT CONTACT PERSON

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

PROJECT CONTACT PERSON

NAME Kory Honea

TITLE Undersheriff

DEPARTMENT

Sheriff's Office

TELEPHONE NUMBER

530-538-6759

STREET ADDRESS

33 County Center Drive

CITY

Oroville

STATE

CA

ZIP CODE

95965

E-MAIL ADDRESS

khonea@buttecounty.net

SECTION 2: BUDGET SUMMARY

BUDGET SUMMARY INSTRUCTIONS

Definitions of total project costs for purposes of this program (state reimbursed, county cash contribution and county in-kind contribution) can be found in the Project Costs, State Reimbursement and County Contribution (Match) section of the Request for Proposals (RFP). The county cash and in-kind contributions are collectively the county contribution. Those defined costs in the RFP shall be the guide for accurately completing this budget summary section.

In the Budget Summary Table that follows in part B of this section, indicate the amount of state financing requested and the amount of cash and/or in-kind contributions allotted to each budget line-item, in total defining the total project costs. While it is necessary to fully include each eligible project cost for state reimbursed and county cash contribution line items, it is not necessary to include county in-kind contribution amounts. All other eligible costs are considered hard costs and are to be claimed under state reimbursed or county cash contribution.

Inclusion of the in-kind contribution amounts is optional and counties may choose whether or not to include any of the amounts eligible under each in-kind contribution line item. The in-kind contribution line items represent only county staff salaries and benefits, or current fair market value of land. An appraisal of land value will be required after conditional award (or with proposal submittal if the county is seeking funding preference under the real estate due diligence criterion), and only if land value is included as part of the county's contribution.

The total amount of state financing requested cannot exceed 90 percent of the total project costs. The county contribution must be a minimum of 10 percent of the total project costs (unless the applicant is a small county petitioning for a reduction in the county contribution amount). County contributions can be any combination of cash or in-kind project costs. Small counties that petition for a reduction in the contribution amount must provide a minimum of five percent contribution of the total project costs. Small counties requesting a reduction in county contribution must state so in part A of this section.

State financing limits (maximums) for all proposals are as follows:

- **\$80,000,000** for large counties;
- **\$40,000,000** for medium counties; and
- **\$20,000,000** for small counties.

A. SMALL COUNTY PETITION FOR REDUCTION IN CONTRIBUTION

A small county may petition the BSCC Board for a reduction in its county contribution. This proposal document will serve as the petition and the BSCC Board's acceptance of the county's contribution reduction, provided the county abides by all terms and conditions of this SB 1022 RFP process and receives a conditional award. Small counties requesting the reduction must still provide a minimum of five percent contribution that may be any combination of cash and/or in-kind contribution. If requesting a reduction in match contribution, check the box below to indicate the county's petition.

- ☐ **This proposal includes a petition for a county contribution reduction request as reflected in the proposal budget.**

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

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$ 34,500,000	\$ 500,000		\$ 35,000,000
2. Additional Eligible Costs*	\$ 1,900,000	\$ 238,000		\$ 2,138,000
3. Architectural	\$ 2,574,000	\$ 926,000		\$ 3,500,000
4. Project/Construction Management	\$ 1,288,000	\$ 1,470,000		\$ 2,758,000
5. CEQA		\$ 35,000		\$ 35,000
6. State Agency Fees		\$ 51,000		\$ 51,000
7. Audit		\$ 20,000	\$ 0	\$ 29,000
8. Needs Assessment		\$ 38,000	\$ 0	\$ 38,000
9. Transition Planning		\$ 0	\$ 130,000	\$ 130,000
10. County Administration			\$ 175,000	\$ 175,000
11. Land Value			\$ 600,000	\$ 600,000
TOTAL PROJECT COSTS	\$ 40,000,000	\$ 3,540,000	\$ 905,000	\$ 44,445,000
PERCENT OF TOTAL	90.00%	7.97%	2.03%	100.00 %

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

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

1. **Construction (includes fixed equipment and furnishings):**

Construction costs are based on a programmatic estimate of a conceptual 256-bed design consisting of 168 medium-security beds, 32 maximum-security beds and 56 special use beds along with program spaces and the required housing support spaces. Construction cost is estimated at \$35,000,000 with \$34,500,000 to be provided by the state and \$500,000 in cash match to be provided by the county.

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

a) **Define each allowable fee type and the cost of each:** Fees are estimated at \$500,000 based on the history of similar projects. Fee allocations include:

\$182,000 for building permits, \$125,000 for water, \$169,000 for sewer and SCORE, \$24,000 for Stormwater Pollution Preventive Plan (SWPPP). These fees are to be provided by the state.

- b) **Moveable equipment and moveable furnishings total amount:** Moveable equipment and furnishings are estimated at \$2,138,000 based on the history of similar detention projects. \$1,900,000 of these fees are to be provided by the state with \$238,000 in cash match by the county.
- c) **Public art total amount:** There are no public art costs associated with the project. Public art will be provided by inmates and created as part of existing programs to promote rehabilitation and reduce recidivism.

3. **Architectural:**

- a) **Describe the county's current stage in the architectural process:** This will be a design-bid-build project. The architect has not been selected yet.
- b) **Given the approval requirements of the SPWB and associated state reimbursement parameters, define which portions/phases of the architectural services the county intends to seek state dollar reimbursement:** Architectural fees are calculated at \$3,500,000 based on historic fees for similar county projects. \$2,574,000 or approximately 74% of the architectural services required will be provided by the state. \$926,000 or approximately 26% of the architectural fees will be provided as cash match by the county.
- c) **Define the budgeted amount for what is described in b) above:** Architectural fees are budgeted as \$3,500,000 (10% of construction costs).
- d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The county will provide 26% (\$926,000) of the architectural fees. Until state reimbursement the county will cover architectural fees exceeding the \$926,000 of our cash match with the fund balance maintained in our capital project fund for this purpose. Our capital project fund will then be reimbursed when state funds are received. Butte County also has the ability to borrow from other county funds if needed to manage cash flow.
- e) **Define the budgeted amount for what is described in d) above:** \$926,000.

4. **Project/Construction Management:**

Project/Construction Management fees are estimated at \$2,758,000. Traditional contracted construction management services and contracted project management services are estimated at 6.2% of the project total based on the county's historic experience with similar projects. State funding will provide \$1,288,000 in total eligible project costs, which the county will match with \$1,470,000 in cash.

5. **CEQA:**

CEQA fees (estimated at \$35,000) are based on fees historically paid by the county for environmental consulting services and the associated public outreach for similar projects. A contracted environmental consultant will perform these services.

6. **State Agency Fees (maximums: due diligence \$16,000; SFM \$35,000):**

- a) **Real estate due diligence fee:** \$16,000.
- b) **State Fire Marshal fee:** \$35,000.

7. **Audit – Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted:**

A contracted auditor will be responsible for the audit and this cost has been estimated at \$20,000 by the county auditor (listed as cash match).

8. **Needs Assessment – Define whether work is performed by county staff (in-kind) or consultant (cash) :**

The needs assessment was provided by an outside consultant for a fee of \$37,500 (listed as cash match).

9. **Transition Planning – Define whether work is performed by county staff (in-kind) or consultant (cash):**

Transition planning will be performed by county staff and is estimated at \$130,000 (listed as in-kind match).

10. **County Administration:**

County administrative costs for this project are estimated at \$175,000 and include the cost of a full time General Services project manager with staff support and the associated costs from other departments including Finance, Administration and the Sheriff's Office. (County Administration costs are listed as in-kind match.)

11. **Land Value:**

Land value is estimated at \$600,000 based on current market value.

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/Board of State and Community Corrections Process Details and Timing Requirements section of the RFP for further information. Complete the table below indicating start and completion dates for each key event, including comments if desired. Note the required timeframes for specific milestone activities in this SB 1022 process. (The BSCC Board intends to make conditional awards at a January 2014 meeting.)

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	1/17/2014	4/17/2014	County owned site.
Real estate due diligence package submitted <u>within 120 days of award</u>	1/17/2014	5/16/2014	Submitted with proposal. Allows for response to state.
State Public Works Board meeting – Project Established <u>within 18 months of award</u>	5/19/2014	9/12/2014	
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	9/15/2014	3/13/2015	
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 30 months of award</u> (design-build projects)			
Design Development (Preliminary drawings) with Staffing Plan	5/26/2015	9/25/2015	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	9/15/2014	7/24/2015	Analysis begins with schematic design.
Construction Documents (Working drawings)	11/16/2015	5/20/2016	
Construction Bids	11/21/2016	1/20/2017	
Notice to Proceed <u>within 42 months of award</u>	1/23/2017	3/24/2017	
Construction (maximum 3 years to complete)	4/24/2017	1/25/2019	
Staffing/Occupancy <u>within 90 days of completion</u>	1/28/2019	4/25/2019	

SECTION 4: FACT SHEET

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

Tables 1 through 7 below constitute the Fact Sheet, which shall be provided with each proposal submittal, without regard as to whether the proposal includes bed construction. These tables of information shall be used by the raters in conjunction with the information provided in the proposal narrative (see Narrative section of the Proposal Form).

The information requested in this Fact Sheet pertains to those facilities (Type II, III and IV), approaches and programs under the jurisdiction of the sheriff or local department of corrections.

Tables 1 – 4, 6 and 7: For Average Daily Population (ADP), provide the average number per day for the first six months of 2013. For programs that started after January 1, 2013, provide the average number per day for the length of time the program was in effect (after the name of the program, provide the starting date). The same time period parameters pertain to Assessments per Month. "Lack of space" releases in Table 1 refers to the total of non-sentenced inmates released and sentenced inmates released early.

Table 3: The term "approaches" includes home detention, not incarcerating misdemeanants, etc., or other policies/procedures and approaches that do not include specific measures influencing recidivism reduction.

Tables 4, 5 and 7: The term "programming" refers to the utilization of formal programs that specifically incorporate measures to influence recidivism reduction.

Table 1: Provide the following information.		
1.	County general population	220,000
2.	Number of detention facilities	1
3.	BSCC-rated capacity of system	614
4.	ADP (Secure Detention) of system	596
5.	ADP (Alternatives to Detention) of system	297
6.	Percentage felony inmates of system	95%

7.	Percentage non-sentenced inmates of system	71%
8.	Arrests per month	1059
9.	Bookings per month of system	1059
10.	"Lack of space" releases per month	210

Table 2: Provide the name, BSCC-rated capacity (RC) and ADP of the adult detention facilities in your jurisdiction.

	Facility Name	RC	ADP
1.	Butte County Jail	614	596
2.	Butte Court Holding	0	N/A
3.			
4.			
5.			
6.			
7.			
8.			

Table 3: List approaches currently in place to reduce the need for beds, and ADP for each.

	Pre-Trial Approaches	ADP
1.	Sheriff's Work Alternative Program (SWAP)	0
2.	Alternative Custody Supervision	2
3.	Pretrial Release (Own Recognizance) Program	7
4.		
5.		
6.		
	Sentenced Offender Approaches	ADP
1.	Alternative Custody Supervision	97
2.	County Parole	12
3.		
4.		
5.		
6.		

Table 4: List the current offender programming in place and the ADP in each program.		
	Pre-Trial Program	ADP
1.	Moral Reconciliation Program (MRT)	0
2.	GED Program	0
3.		
4.		
5.		
6.		
	Sentenced Offender Program	ADP
1.	Moral Reconciliation Program (MRT)	72
2.	GED Program	20
3.	Alliance for Workforce Development	18
4.	Butte County Mentoring Program	8
5.	Narcotics Anonymous	20
6.	Butte County Library Literacy Program	5

Table 5: List the offender programming gaps and deficiencies.	
	Gaps and Deficiencies
1.	Limited to one existing program/multipurpose space (propose 6 new)
2.	
3.	
4.	
5.	
6.	

Table 6: List the offender assessments used for the purpose of jail population management.		
	Assessment Tools	Assessments per Month
1.	Ohio Pretrial Risk Assessment	219
2.		
3.		
4.		
5.		
6.		

Table 7: List the offender assessments used for determining programming.		
	Assessment Tools	Assessments per Month
1.	Static Risk Offender Needs Guide	15
2.		
3.		
4.		
5.		
6.		

SECTION 5. NARRATIVE (PROJECT NEED)

B: 1.01 Jail Needs Assessment (JNA) Findings. Our 2013 Jail Needs Assessment (JNA) indicates the need for an **additional 100 beds** to meet our 2014 needs and strongly recommends ***vacating and replacing 198 beds constructed in 1963.*** For the replacement beds, the JNA cites the linear design with dorm style housing, the difficulty in supervising and protecting inmates, privacy issues for inmates, suicide risks, the inability to separate by classification, the lack of program space, the lack of special needs beds (i.e. medical and mental health beds and disciplinary isolation beds), the inability to meet several current Title 24 standards and a number of other serious issues. The JNA further indicates the ***need for significant new program space (we have only one multipurpose/program room)*** to expand existing programs and add additional programming to promote rehabilitation and decrease recidivism.

B: 1.02 Jail System Overview. Our ***current rated capacity is 614 beds.*** Our ***average daily population (ADP) has averaged 596*** for the first six months of 2013; however, this does not reflect the severe strain on our system. The jail operates under a the second amendment to the ***consent decree*** originally entered into in 1985 and is ***forced to early release inmates*** depending on bed need. Our JNA indicates that the ***AB 109 impacts have significantly***

By use of the Consent Decree and strict releasing policies, severe overcrowding is avoided; however, this gives and artificial sense of security...the system is still suffering the strain of overcrowding [as is] evident in the District Attorney, courts and Public Defender caseloads.

- 2013 JNA

increased the average length of stay for that population. The AB 109 population is expected to increase with time, further crowding our detention facility. Worse, ***we do not have the number of medium, maximum and special use beds required to house the more criminally sophisticated and violent inmates along with those inmates who have mental health issues.*** As a result we have been forced to covert 16 double cells into single cells to hold administrative segregation inmates, thus effectively reducing our rated capacity by 16 beds from 614 beds to 598 beds. Because of our limited resources, our planned construction only includes the 256 beds

discussed in this funding application rather than the 298 new and replacement beds recommended by our JNA.

B: 1.03 System Issues to be Remedied. This project will increase the security of our jail and thereby enhance the safety of staff, professionals providing programming, volunteers, inmates and visitors. Public safety will be improved. In addition:

- The 58 additional beds will allow us to **better accommodate AB 109 inmates** while still incarcerating traditional county inmates.
- 256 new medium, maximum and special needs beds will **allow us to properly house all inmates by classification**. This is not possible with the abundance of dormitory beds, a number of which will be replaced.
- Early release will be discontinued, which will **improve the effectiveness of sanctions**.
- A new 32-bed mental health housing unit and an 8-bed medical housing unit will be provided with appropriate treatment and program spaces. **Delivery of mental health and medical services will improve.**
- Staffing will be more efficient as the result of a podular design with **direct visual supervision of all inmate occupied areas**.
- **Officer supervision will be improved** in the new housing units thus reducing jail crime, and inmate escapes. Crimes in jail increased from 72 in 2007 to 170 in 2012. Previously jail crimes consisted of possession of alcohol and minor assaults. Today jail crimes consist primarily of drug possession and major assaults most of which involves AB 109 inmates. Offender felony escapes increased from 3 in 2011 to 13 in 2012. AB 109 inmates have committed all felony escapes.
- **Energy and maintenance costs will be reduced substantially** with the abandonment of the fifty-year old, unsafe physical plant. The new and replacement facilities will be designed to LEED

Silver or equivalent. Life cycle costs including maintenance will be monitored carefully during the design-bid-build process.

- Significant ***space will be added to provide innovative, evidence-based programs*** to promote rehabilitation and reduce recidivism. Currently there is only one multi-purpose/classroom available for the entire inmate population. We are planning six additional program rooms designed to current educational standards. Successful programs will reduce future bed needs.

- With additional beds, offenders who fail in alternative programs now will face incarceration. Inmates who failed to complete alternative programs increased from 3 in 2011 to 13 in 2012.

Program failure rates will be reduced when participants face the sanction of incarceration for program failure.

B: 1.04 Current Trends Related to Bed Need. Butte County Jail has experienced a dramatic increase in the number of inmates released early because of overcrowding. The number of early releases increased from 108 in 2006 to 1,047 in 2012, a 1,517% increase. This increase is attributed primarily to AB 109 inmates serving longer sentences and thereby reducing the number of

The number of early releases increased from 108 in 2006 to 1,047 in 2012, a 1,517% increase. This increase is attributed primarily to AB 109 inmates serving longer sentences and thereby reducing the number of available beds.

available beds. Our average length of stay (ALS) has increased from 15 in 2006 to 17 in the first six months of 2013. We only are beginning to see the ALS increase that will result from AB 109. ***Our needs assessment predicts the ALS will continue to increase.*** Bookings have increased from 12,838 in 2011 to 13,191 in 2012.

B: 1.05 Approach to Reducing Bed Need. Butte County has operated under a consent decree since 1985 and, therefore has ***relied heavily on alternative programs for the last twenty-eight years.*** Alternative to incarceration programs include:

- The ***Sheriff's Work Alternative Program (SWAP)*** allows carefully selected individuals to participate in lieu of incarceration. Most participants have been qualified by the courts as eligible for alternatives. Some in-custody inmates with at least 120 days remaining on their sentence also are selected for participation. All inmates on early release are encouraged to participate. SWAP participants work one 8-hour day on jail grounds or under the supervision of a local public/non-profit agency. One 8-hour day counts as a 24-hour day of incarceration. Participants live at home and work on a schedule convenient for the offender. A non-refundable \$75 application fee is required along with a \$7 fee per day. The average daily population for this program has been 200 with 522 intakes for the first six months of 2013.

- The ***Alternative Custody Supervision (ACS)*** program uses radio frequency (RF) and global positioning systems (GPS) equipped ankle bracelets to monitor participants. Candidates are assessed to be certain the risk of their participation would not compromise public safety and must meet additional criteria. Correctional deputies assigned to the ACS Unit monitor offenders to ensure compliance with the terms and conditions of release and provide case management. Participants must remain at their residence unless given formal permission to leave. Currently slightly over 100 offenders are participating in ACS. The average daily population for this program has been 97 with 182 intakes for the first six months of 2013.

- A ***Day Reporting Center*** has been established where offenders released on ACS work with correctional deputies and program staff in evidence-based classes designed to meet their needs and reduce recidivism. All assessed ACS offenders are attending these classes. The average daily population for this program has been 70 with 64 intakes for the first six months of 2013.

- A ***County Parole*** board determines whether inmates who meet thirteen specific criteria are eligible for parole. There is no fee for this program. The average daily population for this program has been 12 with 13 new intakes for the first six months of 2013.

- The ***Pretrial Release on Own Recognizance (OR) Program*** allows offenders identified as low risk and not a threat to public safety to be released on pre-arranged OR. In July 2012, a standing order (BCSC 2012-SO-04) allowed those evaluated as low risk and not a threat to public safety to be released on pre-arranged OR. In March 2013, the second phase began allowing those identified as moderate risk to be released with judicial authorization. Correctional staff responsible for this program works seven days a week in 10-hour shifts. 1,314 offenders have been assessed for this program and 287 have been released during the first six months of 2013.
- The ***Moral Recondition Therapy (MRT)*** cognitive-behavioral program for criminal justice offenders combines education, group and individual counseling and structured exercises to foster moral development in treatment-resistant offenders. MRT addresses beliefs and reasoning.
- To provide ***Anti-Recidivism Training*** Butte County has contracted with Sentinel Services, an outside contractor.

B: 1.06 Effectiveness/Impacts of Alternatives. The success of our alternatives is shown by the ***1,447 offenders who have participated in our alternatives during the first six months of 2013*** as indicated in the following table.

Butte County Participants in Programs January through June 2013	
Program	Participants
Sheriff's Work Alternative Program (SWAP)	722
Alternative Custody Supervision (ACS)	279
Day Reporting Center	134
County Parole	25
Pretrial Release on Own Recognizance (OR) Program	287
Total Participants (January through July 2013)	1,447

Source: BCSO. August 2013.

B: 1.07 Future Alternatives and Anticipated Results. We plan to expand our successful programs and anticipate increased participation. ***In-custody programs will be expanded exponentially*** as we move from a single program/multipurpose room to seven purpose designed rooms.

PS: 1.01 Determining Program Space Need. Our program space need is acute. Butte County only has **one program/multipurpose room with a capacity of only four available for in-custody inmates**. Program space need was determined by **working with staff from Chico State and our various program providers** identified in section *PS: 1.05 Approach to Determining New Programs*. The capacity of our proposed program/multipurpose rooms was determined by allowing 160 net sq. ft. for the instructor and 28 sq. ft. per individual participating in programs.

PS: 1.02 Approach to Programming. The one available program/multipurpose space is used approximately 20 hours per week for in-custody programs such as:

- Anti- Recidivism Training
- Moral Reconciliation Therapy (MRT), a cognitive-behavioral program
- GED program

Spaces designed for other purposes have been used for the following in-custody programs:

- Alcoholics Anonymous (housing units)
- Anger Management: Coping with Anger (any available space)
- Substance Abuse: Staying Quit – Relapse Prevention (any available space)
- Parenting/Family Values (any available space)
- Theft/Something for Nothing - targets shoplifting/theft offenders (any available space)
- Job Search/Job Readiness (any available space)
- College Readiness (any available space)
- Narcotics Anonymous (housing units)
- Mentor Program (Butte County Mentoring Program; family visiting)
- Literacy Program (Butte County Library; any available space)

PS: 1.03 Least Restrictive Alternatives. Our policy is to **use the least restrictive alternative for which an offender qualifies**. All of our alternatives to incarceration are described in section *B*:

1.04 *Current Trends Related to Bed Need* above. Our **early release program** under consent decree also **releases offenders who are deemed to be the lowest threat to public safety** when additional jail beds are needed.

PS: 1.04 Gaps/Deficiencies in Current Programming. Our most restrictive deficiency remains the **lack of program space**. The additional program space envisioned in this funding application will allow us to involve more in-custody and out of custody offenders in our programs and offer such additional programs to both offender populations. The **additional beds envisioned** in this application **would allow us to begin anti-recidivism programs with sentenced inmates and then transition them into an alternative to custody program**. Finally, **additional bed space will allow us to use “flash incarceration”** to encourage participation in out of custody programs without completely failing the offender from one of our alternative programs.

PS: 1.05 Approach to Determining New Programs. We will **continue to use a multiagency/multidiscipline approach to provide meaningful evidence-based programs**. Examples of this include our current collaboration with county providers (e.g. the Butte County Department of Employment and Social Services, Child Protective Services, etc.), California State University – Chico, Faith-Based Organizations, Sentinel Offender Services, etc. A list of our collaborative partnerships is provided in section *P: 3.05 Collaborative Partnerships Providing Services*.

PS: 1.06 Information/Data Supporting Program Space Need. Unfortunately our existing detention facility was designed and constructed at a time when programs were not a priority. **We have only one program space capable of accommodating just 4 participants at a time**. Additional information and data is provided above. Sections *B: 1.05 Approach to Reducing Bed Need* and *PS: 1.02 Approach to Programming* describe the in and out of custody programs we currently offer and would expand with additional program space in our detention facility. Participation in existing programs is limited by the lack of program space.

PS: 1.07 Approach to Alternatives for Jail Population Management. ***Programs are our primary method of reducing the jail population*** other than the consent decree, which does not significantly reduce recidivism.

PS: 1.08 Need for Programming to Assist with Population Management. The ***incarceration of AB 109 inmates has led to the need for new longer-term programs*** for offenders who will serve lengthy sentences. Because of our severe lack of program space we cannot dedicate enough “seats” to those offenders without jeopardizing the programs for our more numerous short-term offenders. Both populations need to be served. ***Additional program space will allow more programs for all offenders, thus reducing recidivism.***

SECTION 5. NARRATIVE (SCOPE OF WORK)

A: 2.01 Full Scope of Work. Our application requests funds for **256 beds and 6 program rooms in new stand-alone construction on land currently owned by Butte County adjacent to our existing jail.** The number and types of beds and program spaces are illustrated below.

Butte County Scope of Work New Jail Beds and Additional Program Space	
Scope Component - Beds	Total Beds
Medium Security Beds (Double Cells) - Classification Unit	64
Medium Security Beds (Double Cells) - General Population	40
Medium Security Beds (Double Cells) - Protective Custody	64
Medium Security Beds - Total	168
Maximum Security Beds (Single Cells) - General Population	32
Maximum Security Beds - Total	32
Special Use Beds (Double Cells) - Mental Health	28
Special Use Beds (Single Cells) - Mental Health	4
Special Use Beds (Single Cells) - Medical	8
Special Use Beds (Single Cells) - Disciplinary Isolation	16
Special Use Beds - Total	56
Total New Beds to be Constructed	256
Scope Component - Program Spaces	Number
Program Rooms (accommodate 24 + instructor)	6
Total Additional Program Rooms to be Constructed	6

Source: BCSO and TRG Consulting August 2013.

The **new jail beds will meet all of the requirements of Title 24** and will include dayrooms (with tables for dining), exercise areas, six program/multipurpose spaces, medical examination rooms, pharmaceutical storage, visiting areas (video, contact and non-contact), housing control, safety equipment storage, janitors' closets, audio monitoring systems, laundry storage areas, emergency power, confidential interview rooms, attorney interview spaces and inmate property and institutional storage areas. **Food service, commissary storage, laundry service and intake/release** for the inmates assigned to these new housing areas will be accommodated in spaces **at the existing Butte County Jail.**

B: 2.01 Planning Process. Our *planning process began in early 2005* when the Institute for Law and Policy Planning began preparing the first needs assessment that began our current planning process. These initial plans continued to evolve and were *reevaluated and revised with the advent of AB 109* and the significant changes brought about by that legislation, including the types of former state inmates that our county would now hold and the increased average length of stay of those inmates. Additionally Steven Reader Enterprises and Harris and Harris Enterprises *completed updated needs assessments in 2008 and 2013* respectively. Adjustments continued to be made to our plans with the release of AB 900 and SB 1022. Unfortunately Butte County has very limited resources; however, SB 1022 gives us the opportunity to replace and add beds. Since SB 1022 became reality and our most recent needs assessment was completed in April of 2013, the Sheriff's Office has continued to monitor and assess bed needs including the need for more secure beds and special use housing, particularly mental health and medical beds. As a result of these efforts we have *developed a comprehensive plan through the Community Corrections Partnership Committee*. Throughout the process, Sheriff's staff has met with county staff including Administration, Behavioral Health, District Attorney, Employment and Social Services, Finance, General Services, Probation, Public Health and Superior Courts to specifically plan for this project. The *Board of Supervisors has been continually informed of our planning and strongly supports this application*. Additionally *we have sought the advice of staff from the Board of State and Community Corrections* throughout the process.

B: 2.02 Relationship Between Stated Needs and Planned Construction. *Our JNA strongly urges the replacement of the 198 linear beds constructed in 1963* as discussed in section B: 1.01 Jail Needs Assessment (JNA) Findings. Our *JNA also indicated the need for 100 new beds to meet our 2014 jail bed needs*. Our planned construction will *replace the 198 "jail steel" beds as recommended and provide an additional 58 beds to begin to meet our 2014 needs* of 100

additional jail beds. The limited availability of state funds to medium counties along with our limited fiscal resources prevent us from construction the other 48 new beds as recommended in the JNA.

B: 2.03 Beneficial Outcomes. The 256 new beds (198 replacement beds and the 58 additional beds) will begin to **address the new issues created by AB 109 and provide a safer, more secure, treatment-rich and professional environment for staff, volunteers, visitors and inmates.** The new beds **will include 56 special use beds.** 8 medical and 32 mental health beds will be purpose designed to current standards to treat inmates who are ill or injured as well as those with mental health diagnoses in an environment conducive to success. 16 disciplinary isolation beds will be added to properly isolate our more violent and sophisticated inmates, thus improving the security and safety of our jail.



Single cell in the female housing section that will be replaced.

Substantial benefits result from replacing the 198 outdated beds. Designing to LEED Silver or equal standards will **reduce maintenance and energy costs.** The linear design with the attendant **suicide risks, PREA concerns and privacy issues associated with the old “jail steel” construction will be eliminated as will claims against the county** resulting from the poor ventilation system. Most importantly, the entire criminal justice system will benefit by having an additional 58 beds.

Alternative program failures will decrease because failure will result in incarceration, which currently is not the case. **Early releases under the consent decree will be reduced substantially.**

B: 2.04 Staffing Required to Operate the New Construction. **Staffing for the 198 replacement beds is already in place.** The planned staffing efficiencies of the new construction will allow some of the existing staff to contribute to the ratio for the replacement beds as well as the 58 additional

beds that will begin to meet our 2014 needs. As a result we ***anticipate needing only 4 additional correctional deputies. County Administration and the Board of Supervisors are aware of these needs*** and we ***plan to begin the hiring process 12 months prior to occupancy.***

PS: 2.01 Planning Process. Our ***planning for program space has coincided with our planning efforts to replace/add beds.*** Over a decade ago it readily was ***apparent that a single program/multipurpose space was inadequate for the programs we were implementing*** to rehabilitate inmates and reduce recidivism in a jail with a ***rated capacity of 614.*** Unfortunately we did not have the resources to construct additional program space so we were forced to use dayrooms and other less than adequate spaces. Additionally, as we became more involved with Chico State University, local adult education schools, county service providers and faith-based organizations we ***realized that even better results would accrue if we were able to design spaces tailored to our successful evidence-based programs.*** As we prepare for this planned construction project we continue to coordinate with our multi-faceted program specialists identified above to assess space needs for the successful evidence-based programs already in existence and those we plan to implement in the future. Finally we continue to coordinate with all of the county staff and service providers discussed in section ***B: 2.01 Planning Process.***

PS: 2.02 Relationship Between Stated Needs and Planned Construction. Our planned construction will provide us with the ***six additional program spaces we need to adequately serve our incarcerated population at the level we serve those who are participating in alternative programs in our new Day Reporting Center (DRC).*** We also are considering having offenders serve the first part of their sentence in custody where they will be exposed to more extensive programming. These inmates then would “graduate” into an ACS program at our DRC. This serves the ***dual advantage of reducing recidivism for AB 109 and typical county inmates and thus providing bed space for the AB 109 who serve significantly longer sentences.***

PS: 2.03 Suitability for the Intended Programming. Please see section PS: 1.01 Determining Program Space Need. Our program providers will help us design each of the six program spaces.

PS: 2.04 Plans to Implement and Operate. Our existing program providers are assisting us in managing our existing programs and implementing the new programs discussed in section PS: 1.05 Approach to Determining New Programs. **Staffing for our programs already exists** within our county service providers, through the staff and volunteers associated with local faith-based providers and through our other partners. We intend to expand our contracts with Chico State University and local adult education providers. At this point we lack only the necessary program spaces to increase our already substantial participation by those eligible.

Program Partners:

- Alliance for Workforce Development, Inc.
- Butte County Department of Employment and Social Services
- Butte County Child Support Services
- Butte County Library
- Butte County Probation Department
- Butte County Public Works
- California State University – Chico
- Faith-Based Organizations
- Sentinel Offender Services

PS: 2.05 Beneficial Outcomes of New Program Space. Our existing jail only has a single program room yet we have managed to bring innovative evidence based programs by using spaces not designed for instruction, learning and interaction. Adding **an additional six program rooms will allow us to increase program participation significantly and improve the quality of our already successful programs.** New and expanded programs will include expanded alcohol and drug recovery education, personality development courses (e.g. domestic violence and anger management, behavior modification, inter-personnel communication skills, etc.), family reunification, family and community networking, high school courses leading to a diploma, expanded GED courses and job skill training classes among others including landscaping, Serve Safe certification for food service workers, roadway/highway construction skills, small engine operation, maintenance and safety, canine companion/obedience training, etc.

SECTION 5. NARRATIVE (OFFENDER MANAGEMENT & PROGRAMMING)

B: 3.01 Addressing Offender Management Goals. Our planned construction of 198 replacement beds and 58 new beds meets a number of our **offender management goals including:**

- Providing **safe, secure detention beds** to protect the citizens of our county, detention officers, program staff, visitors, volunteers and inmates in an **environment that is humane and conducive to successful programming.**

- **Teaching offenders that there is a penalty for criminal behavior while making every effort to rehabilitate and reduce recidivism.**

"Felons participating in the Butte County Sheriff's Office Alternative Custody Supervision Program had a first-year recidivism rate of 14 percent, a lower rate than comparison group estimates."

- CSU-Chico's Consortium
for Public Safety
Research

- Providing **a professional environment** for detention officers, staff and those who are responsible for our programs to reduce recidivism and teach offenders to be productive members of society.

- Providing **safe interaction with visiting family and friends** to further promote successful rehabilitation.

- Providing a **safe living space for offenders** so that they can concentrate on learning without the presence of negative influences and free from the fear of predators.

- **Adding "teeth" to our alternative programs** since failure will result in incarceration or return to incarceration. Our alternatives to custody programs are experiencing an unacceptably high failure rate due to the lack of the bed space, which would allow the return to custody of those who fail programs.

- Beginning to **provide sufficient beds so that offenders will serve their entire sentence** and can **no longer rely on early release**, a challenge that has been with us since our consent decree first was entered into in 1985. (Our needs assessment indicates a need for an additional 100 beds in 2014 and strongly recommends the replacement of 198 linear "jail steel" beds. Available funding

only will allow us to replace the linear beds as recommended and add an additional 58 beds.) A recent statistical analysis has shown that ***over 100 years of sentenced time has not been served as a result of early releases.***

- Allowing us to ***meet the increased bed need as a result of AB 109. AB 109 forced the early release of 1,847 county held inmates in 2012 alone.***
- Providing ***bed space to “flash” incarcerate*** offenders when our assessments indicate that would be appropriate and rehabilitative.

B: 3.02 Alignment of Proposed Beds with Community Corrections Partnership (CCP) Plan. ***Our CCP Plan anticipates up to an additional 268 inmates per year when AB 109 is fully implemented.*** These additional offenders will consist of inmates convicted of non-violent, non-serious, non-sex-related offenses (non-non-nons) and parole violators. The CCP and our needs assessment find the impact on the county jail population, officers, staff, service providers, volunteers and visitors will be considerable. As a result here is an immediate need for additional beds and a slight need for an increase in detention staff and service/program providers. Our proposal requests funding for 198 replacement beds and 58 new beds along with 6 additional program spaces as discussed in section ***A: 2.01 Full Scope of Work.*** ***Receiving funding for the replacement/additional beds and the program spaces will go a long way toward meeting the needs identified in our CCP Plan.***

B: 3.03 Offender Assessments and Other Interventions. The Sheriff's Office uses the ***Ohio Risk Assessment System (ORAS)*** and the ***Static Risk and Offender Needs Guide (STRONG)***. The ***Ohio Risk Assessment System*** is used by our Pre-Trial Release Unit to evaluate the risk of a defendant failing to appear or committing a new crime if released on OR or bail. ***The Static Risk and Offender Needs Guide (STRONG)*** is used to evaluate convicted offenders entering our ACS program. STRONG evaluates an offender's risk of recidivism and determines their criminogenic

needs. The STRONG evaluation allows us to decide which programs would be successful for this offender. **Assessments.com** is the online service that provides Butte County with both assessment instruments. Their system enables the Butte County Sheriff's Office to accurately and rapidly collect and analyze measurement data and generate reports.

In addition a number of ***interventions are used to reduce and manage our offender population*** such as:

- ***Pre-Trial Release*** through the use of evidence-based risk assessment to determine suitability for release under enhanced supervision. The level of risk determines the type of supervision (e.g. daily call-in, ankle bracelet, etc.). When fully implemented this program will free up 75 to 100 beds.

- An ***Alternative Custody Program*** using evidence-based risk assessment to determine suitability for release, enhanced supervision and participation in recidivism reduction programs for sentenced offenders. These offenders initially are incarcerated, and then released to serve the remainder of their time in home detention while



Butte County Sheriff's Office new Day Reporting Center (DRC)

participating in programs at our new Day Reporting Center. When fully implemented this program will free up approximately 100 beds.

- Our ***Recidivism Reduction Program*** through a partnership with several county departments, community organizations, educational institutions and consultants with expertise in evidence-based programming to reduce recidivism. (Please see section [B: 2.01 Planning Process](#) for a detailed list of our partners.)

[B: 3.04 Planned Construction in Relation to Expected Need for Future Beds.](#) Our proposal requests funds to replace 198 outdated, linear, unsafe beds and to construct 58 new beds. Our needs

assessment indicates that in addition to replacing the 198 unsafe beds we need 100 new beds by 2014 to handle the influx of new offenders who will be held in our jail as a result of the enactment of AB 109. Nonetheless, ***since state reimbursement is limited to \$40,000,000 for medium counties, we only will be able to meet slightly over half of our projected new bed need for 2014.***

PS: 3.01 Addressing Offender Management Goals. Please see section [B: 3.01 Addressing Offender Management Goals](#) above. ***Our offender management goals for beds and program space are mutually inclusive and often rely on one another for success.*** As an example, we need sufficient beds to provide a penalty for program failure and thereby encourage successful completion of alternative to incarceration programs.

PS: 3.02 Alignment of Proposed Program Space with Community Corrections Partnership (CCP) Plan. As discussed above, our CCP Plan anticipates that an additional 268 inmates per year will be detained as a result of AB 109. ***Per our CCP Plan the 58 new beds constructed with this funding will allow us to better accommodate the influx of AB 09 inmates. The proposed 6 new program/multipurpose rooms will allow us to provide more intensive programs for our traditional offender population (an average daily population of almost 600) and accommodate the program needs of the AB 109 offenders.*** The AB 109 offender population will require more intensive rehabilitative programming over a longer period of time. Additionally, while some of our existing programs can be adapted for this new offender population, there also will be the need for new programming specifically targeted for AB 109 offenders so the need for additional program space is critical. Finally, our new Day Reporting Center (DRC) is an integral part of our rehabilitative efforts and the initial results of the programs conducted there are very encouraging. ***Our alternative programs will be even more successful when coupled with programs in the jail.*** Offenders will “graduate” from jail programs to release and participation in the DRC programs.

The incentives for offenders to succeed in in-custody and out-of-custody programs will be increased exponentially since we will have 58 new beds to serve as deterrents to program failure.

PS: 3.03 Programming to be Conducted in the New Program Space. **Examples of the many programs to be conducted in the new program space include:**

- **Moral Reconnection Therapy (MRT)** is a cognitive-behavioral counseling class that combines education, group and individual counseling and structured exercises designed to foster moral development in offenders. MRT addresses beliefs and reasoning. Participants must be confronted with the consequences of their behavior and the effect that it has had on their family, friends and community. Numerous published reports have documented that MRT-treated offenders have a significantly lower rate of recidivism for periods as long as 20 years after treatment.
- **Anger Management: Coping with Anger** is a cognitive behavioral program that confronts the offenders' thinking patterns, irrational beliefs and inappropriate behaviors in response to feelings of anger. The focus is not on the offenders' feelings of anger but on their thinking and behavior as it relates to anger.
- Our **Substance Abuse: Staying Quit - Relapse Prevention** class provides evidence-based programs and materials that help offenders avoid a relapse by recognizing risky situations, coping with urges and cravings, being around users, understanding support issues and taking personal responsibility.
- The **Parenting/Family Value Class** recognizes that some parents lack a sense of what many people would consider basic parenting skills, but are capable of being good parents if they learn those skills. This class offers a cognitive behavioral program to help these parents overcome their struggles and succeed as parents.
- Our **Theft Awareness/Something For Nothing Class** is directly targeted to shoplifters and theft related offenses.

PS: 3.04 Quality Reentry Model and Seamless Reentry Process. Our Department of Employment and Social Services (DESS) along with our other program partners will ***use a multifaceted approach to prepare offenders for employment upon release by offering a variety of programs*** including:

- Job Search workshops (supervised job searches, internet job search and direct referrals to employers, etc.)
- Career Counseling and Planning
- Vocational Assessment
- Resume Writing Workshops
- Job Interview Preparation
- Computer Skills (including keyboard and 10-key testing and certification)
- Referrals to Community Partners (e.g. Oroville Adult Education, Butte County Veterans Service Office, Alliance for Workplace Development, Butte College, Regional Occupational Program, Vocational Rehabilitation, etc.)

In addition ***our Daily Reporting Center offers*** the following:

- GED and Remedial Education
- Narcotics Anonymous
- Craving Identification Therapy
- Job Readiness
- Computer Literacy
- Mentor Program
- Library Literacy Program
- College Readiness
- K-9 Program (Canines for Veterans starting soon)

- Catalyst Domestic Violence Services (starting soon)
- Work Skills Development, two 1170(h) PC offender work crews on Alternative Custody Supervision with ankle monitor
- Helping Others through Fire Safe Council 1170(h) PC offender work crews on Alternative Custody Supervision with ankle monitor cutting fire breaks for the disabled and elderly)

PS: 3.05 Collaborative Partnerships Providing Services. Our Community Corrections Partnership (CCP) planning effort has resulted in a collaborative effort that provides programming to inmates. The principal partners in our collaboration who will use our proposed 6 program/multipurpose rooms and associated spaces (e.g. interview rooms, medical and mental health spaces, small testing rooms, etc.) include:

- Alliance for Workforce Development, Inc. (employment counseling, programming and assistance)
- Butte County Behavioral Health (mental health assessment, evaluation and multiple rehabilitative programs to reduce recidivism)
- Butte County Child Support Services (family counseling, assistance and programs)
- Butte County Department of Employment and Social Services (employment assessment, testing, evaluation, programs, job search assistance and Temporary Public Assistance Benefits counseling)
- Butte County District Attorney's Office (assessments and interviews associated with Butte County's acclaimed Collaborative/Problem Solving Court programs)
- Butte County Library (literacy programs)
- Butte County Probation Department (assessment and evaluation)
- Butte County Public Works (work skills training)
- Butte County Sheriff's Office (assessment, evaluation, counseling and programming)
- California State University - Chico (assessment, evaluation, counseling and programs)

- Faith-Based Community Organizations (religious services, counseling and educational programming)
- California Forensic Medical Group (CFMG) (medical assessment, evaluation and rehabilitative programs)
- Sentinel Offender Services (assessment, evaluation, counseling and programming)

PS: 3.06 Sources of Financial Assistance to Support Delivery of Programs. The Butte County Sheriff's Office has very limited resources and these resources have been stretched further by the passage of AB 109. As a result, we have sought **financial assistance** from the following:

- Medi-Cal
- Funding allocated through the Community Corrections Partnership

PS: 3.07 Describe Offender Assessments and Process for Determining Programming. Each high-risk offender receives a **Static Risk Offender Needs Guide** through a survey covering social achievements, support systems, cognition and personality traits. Questioning covers education, employment, residential stability, marriage/family, friends, aggression, coping skills and substance abuse as well as criminal history.

PS: 3.08 Approach to Principles and Objectives of Evidence-Based Programming to Reduce Recidivism, Including Program Evaluation. Our approach to the principles and objectives of evidence-based programming to reduce recidivism is multi faceted and includes the following:

- **Moral Reconation Therapy (MRT)**, the premiere cognitive-behavioral program for criminal justice offenders. Developed in 1985 by Gregory Little, Ed.D., and Kenneth Robinson, Ed.D., more than 120 published reports have documented that MRT-treated offenders show significantly lower recidivism for periods as long as 20 years after treatment. Studies show MRT-treated offenders have re-arrest and re-incarceration rates 25% to 75% lower than expected.

- **Additional cognitive-behavioral programming offered by Sentinel** include Staying Quit Relapse Prevention, Parenting and Family Values, Coping with Anger, Thinking for Change and Something For Nothing.

- **Craving Identification Management**, a scientifically based relapse prevention tool that is participant-derived. Participants analyze and manage cravings with an individual program of recovery activities.

For **program evaluation please see California State University, Chico's 2013 report, "Considering the Life-Course of Crime: Contextualizing California's AB 109 Offender Under Correctional Supervision."** CSU-Chico is one of the members of our programming partnership. This report can be accessed on the Butte County Sheriff's Office website and through the following link:

<http://www.buttecounty.net/SheriffCoroner/~media/County%20Images/Sheriff%20Coroner/PDF/Report%20on%20Sheriffs%20AB%20109%20Program.ashx>

The Executive Summary from this report is included in the appendix to this proposal.

PS: 3.09 Staff Qualifications Necessary for Planned Programming, e.g. Staff Training, Certification, Etc. **County personnel** who provide programs for offenders **have the appropriate qualifications and certifications in their disciplines.** **Sentinel staff** are required to possess a **Bachelor's Degree in a human services or related field.** Additionally they must have **a minimum of two years' experience in criminal justice or a related field**, although education can be accepted in lieu of experience. Candidates must successfully pass a criminal background investigation and subsequent drug screening. Other skills and abilities required include the ability to navigate Microsoft Office programs, comprehend and communicate detailed information, prepare written reports accurately and possess strong presentation and persuasive skills.

PS: 3.10 Target Population and Estimated Number of Individuals to be Served Daily and Annually.

The average daily number of individuals who currently can be served is 140 with a maximum

capacity of 150. This capacity includes 50 in-custody offenders and 100 Alternative Custody Supervision (ACS), ankle monitor program offenders. ***Our capacity will increase significantly with the construction of our six new program/multipurpose rooms.*** The average ACS sentence is 18 months and we strive for continuous enrollment in treatment programming. 374 offenders were served in calendar year 2012. ***We anticipate the number of offenders who can be served when our six new program spaces are available will at least triple.***

SECTION 5. NARRATIVE (ADMINISTRATIVE WORK PLAN)

4.01 Plan for Project Management and Administration. A project management, construction and administrative work plan has been developed for the proposed project to add 256 beds to the Butte County Jail. ***The process outlined below is designed specifically to make the most efficient use of available resources while maintaining the project scope, quality, budget and schedule.*** This 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 agencies. Our plan includes proven project delivery methods to ensure successful completion of the proposed project. ***This plan includes consideration of the Board of State and Community Corrections (BSCC), the State Public Works Board (SPWB), the Department of Finance (DoF) and the Department of General Services (DGS) requirements for funding under SB 1022.*** The plan consists of the following elements:

- Development of the jail needs assessment (completed).
- Submit the Real Estate Due Diligence package to the state (submitted with this proposal).
- Provide site assurance to the state (submitted with this proposal).
- Detailed conceptual level planning that includes (in progress):
 - information required by funding sources including the monitoring of matching funds;
 - development of the preliminary program statement;
 - development of the preliminary staffing plan;
 - refinement of the preliminary architectural program;
 - refinement of the conceptual budget (construction costs and total project costs);
 - the development of the Butte County Sheriff's Office's operational and staffing costs along with the maintenance costs that will be incurred once construction is complete;
 - the refinement of the preliminary schedule and plans for continued compliance with state pre-contractual requirements.

- Presentation to and approval by the Butte County Board of Supervisors during planning, design, the development of construction documents and during construction.
- Development of the architectural program including:
 - the preliminary code analysis;
 - 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; and
 - any required refinement of the project timeline and budget.
- State Public Works Board meeting to establish the project.
- Preparation of traditional schematic design and design development documents.
- Submit the schematic design package with the operational program statement to BSCC (within 24 months of award).
- Submit the design development package with the staffing plan to BSCC.
- 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 (i.e. provide a cost effective design) and preserve life cycle costs.
- Continuous user input from the Butte County Sheriff's Office staff and others providing programs and services at the proposed facility.
- Continuous code analysis.
- Independent cost estimates during the design and construction document phases.
- Continuous analysis of the requirements of Titles 15, 19 and 24 including the required reviews by staff from the BSCC and the State Fire Marshal.
- Ongoing schedule review 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 BSCC staff and the State Fire Marshal and all other state agencies.
- 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.
- Engineering and architectural peer review during the preparation of design and construction documents to provide the best and most cost effective solutions to design/construction issues.
- Continuous analysis of staffing, operations and life cycle costs in order to design and construct the most cost effective facility possible.
- Submit the construction documents package to BSCC.
- 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.
- Receive authorization from the state and issue the notice to proceed (within 42 months of award).
- Construction administration, coordination and inspection.
- Preparation of the quarterly invoices and progress reports as required by the state.
- 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.
- Staffing, occupancy, transition and move-in activities (within 90 days of completion) including:
 - equipment commissioning;
 - facility “shake-down;”
 - operations and security “walk-through;”
 - staff occupancy training; and
 - the phased move-in of inmates (A phased move-in allows staff and inmates to adjust with less tension. BSCC staff recommends a phased move-in.)
- Periodic post-occupancy evaluations at one, two and five years after occupancy.

Butte County has committed the following senior staff to manage and guide this project through to occupancy:

Project Oversight:

- Bill Connelly - Chair, Butte County Board of Supervisors
- Jerry W. Smith - Butte County Sheriff
- Kory Honea - Undersheriff, Sheriff's Office

Project Management:

- Bryan Flicker - Correctional Lieutenant (Transition Manager), Sheriff's Office
- Jeff, Hayes - Correctional Lieutenant (Supervisor of Alternatives & Programs), Sheriff's Office
- Grant Hunsicker - Director, General Services
- Greg Itura - Chief Finance Officer, Administration

Project Administration:

- Paul Hahn - Chief Administrative Officer
- Kory Honea - Undersheriff, Sheriff's Office
- Bryan Flicker - Correctional Lieutenant (Transition Manager), Sheriff's Office

4.02 Current State of Planning Progress. Our current planning process began in 2005. Our planning has continued to evolve and was reevaluated with the advent of AB 109 and the significant changes brought about by that legislation, including planning for the types of former state inmates that our county would now hold and the increased average length of stay of those inmates. Our most recent needs assessment was completed in 2013 and formed the basis for this funding application. Throughout the planning process the Sheriff's Office has continued to monitor and assess bed and program space needs. As a result of these efforts we have developed a comprehensive plan through the Community Corrections Partnership Committee. Throughout the process, Sheriff's staff has met with county staff including Administration, Behavioral Health, the District Attorney, Employment and Social Services, Finance, General Services, Probation, Public Health and the Superior Court to plan for this project. The Board of Supervisors has been continually informed of our planning efforts and we have sought the advice of staff from the BSCC throughout the process. Our planning process for program space has coincided with our planning efforts to replace/add beds. Over a decade ago it was apparent that a single program/multipurpose space was inadequate for the programs we were implementing to rehabilitate offenders and reduce recidivism in a jail with a rated capacity of 614. Additionally, as we became more involved with California State University - Chico, local adult education schools, county service providers and faith-based organizations we realized that even better results would accrue if we were able to design spaces tailored to our successful evidence-based programs. As we prepare for this planned construction project we continue to coordinate with our multi-faceted program specialists to assess space needs for the successful programs already in existence and those we plan to implement in the future. Finally, from the perspective of alternatives to detention and inmate programs, we continue to coordinate with all of the county staff and service providers discussed above.

4.03 Readiness to Proceed. Butte County's readiness to proceed is illustrated by the following:

- The planning team for this project was established in 2005 and developed the master plan, which has been revised and formed the basis for our detailed planning over the last eight years.
- Our most recent needs assessment was completed in April 2013 in order to verify our project requirements and identify the bed need for 2014 (including the impact of AB 109).
- The proposed site for the housing expansion has been identified and the site is owned by Butte County allowing us to take advantage of existing support services (e.g. food services, laundry, etc.) increasing the cost efficiency of our project.
- Funding has been identified for the required cash and in-kind matching funds as indicated in the attached Board resolution.
- The Butte County Board of Supervisors, County Administration and the Sheriff are committed to building and staffing the replacement, new housing units and program spaces as is also indicated in the attached resolution from the Board of Supervisors
- Programming staff has planned for the expansion of existing programs and the addition of new programs, which now will be possible with the six purpose designed program spaces that are identified as part of this project.

4.04 Construction Timeline. This project is in the conceptual master planning stage. The only project schedule and milestones to date are those provided in this funding application in Section 3, Project Timetable on page 8. Our construction timeline is summarized in the table on the following page.

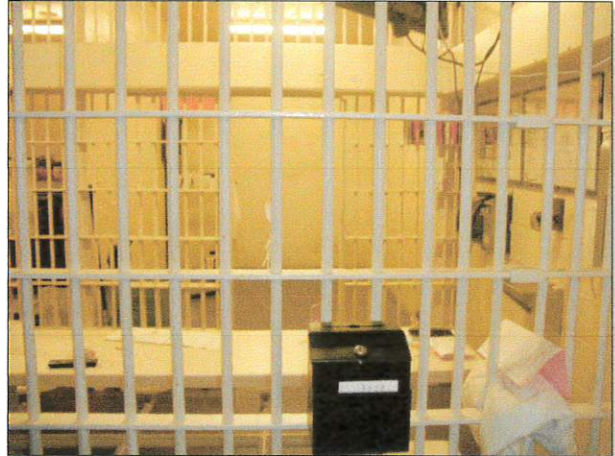
Butte County Schedule Milestone Events			
Milestone Events	Start	End	Comments
Site Assurance	1/17/2014	4/17/2014	County owned Site; within 90 days of award
Real Estate Due Diligence Package Submitted	1/17/2014	5/16/2014	Within 120 days of award
State Public Works Board - Project Established	5/19/2014	9/12/2014	Within 18 months of award
Schematic Design/ Operational Program	9/15/2014	3/13/2015	Within 24 months of award
Design Development with Staffing Plan	5/26/2015	9/25/2015	Staffing plan begins at start of schematic design
BOS Approved Staffing/ Operating Cost Analysis	9/15/2014	7/24/2015	Begins at start of schematic design
Construction Documents (Working Drawings)	11/16/2015	5/20/2016	Drawings and specifications
Construction Bids	11/21/2015	1/20/2017	Bidding and negotiations period
Notice to Proceed	1/23/2017	3/24/2017	Within 42 months of award
Construction	4/24/2017	1/25/2019	Maximum 3 years to complete
Staffing/Occupancy	1/28/2019	4/26/2019	Within 90 days of completion; phased

Source: BCSO and TRG Consulting September 2013.

SECTION 5. NARRATIVE (BUDGET REVIEW & REASONABLENESS)

5.01 Justification of State Financing Requested.

Our 2013 *Jail Needs Assessment (JNA)* recommends the immediate replacement of 198 linear existing beds and the addition of 100 new beds to meet our 2014 needs. We are requesting \$40,000,000 in state funding and, in turn, providing \$3,540,000 in cash and in-kind match to construct a Title 24 compliant, 256-bed detention facility project along with six program and multi-purpose spaces designed to current educational facility standards. 198 linear, half century old, unsafe "jail steel" beds will be replaced



All of existing 1963 linear housing will be replaced, eliminating high maintenance and costs, privacy compliance issues, Prison Rape Elimination Act (PRIA) concerns, suicide risks. Staffing in the new housing areas will be more efficient through direct visual supervision of all offender occupied areas.

and 58 new beds will be added. ***Because of the urgent need to replace the 198 beds in antiquated housing, the limited state funding available for medium sized counties and our county's limited fiscal resources, we only will be able to construct 58 of the 100 new beds recommended*** by our 2013 needs assessment. Officer, staff, volunteer, visitor, public and inmate safety will improve. Overcrowding will be relieved and proper separation by classification will become possible. Programs for traditional county inmates will be expanded, programs for AB 109 offenders will be added, rehabilitation efforts will be increased and recidivism will be reduced. Officer recruiting and retention will improve. The expanded jail will assist in being able to accommodate the inmates that now are being held at the county level as a result of AB 109. Public safety will be enhanced. Early releases will be curtailed.

5.02 Benefits/Impact of Construction in Relation to Construction Cost (including fiscal). The benefits and impact of our proposed project are illustrated in the graphic on the following page.

Butte County Budget Review & Reasonableness

Benefits/Impact of Construction

Existing Conditions	Post-Construction Conditions
198 antiquated "jail steel" beds are unsafe, difficult to manage and pose privacy, suicide and PREA risks.	These beds will be replaced with housing designed to current Title 24 standards.
The addition of AB 109 offenders has caused overcrowding and forced early release of offenders.	58 new beds will provide over half of the additional beds our JNA predicts are needed in 2014.
Our existing detention facility has only one program room that accommodates four offenders.	The proposal envisions 6 program/multipurpose rooms that each accommodate 24 offenders.
We do not have enough special use beds to meet even our basic needs.	This proposal includes 32 mental health beds, 8 medical beds and 16 disciplinary isolation beds.
The existing design is inefficient from a staffing perspective.	An initial "best practices" staffing plan will "drive" the design effort and ensure staffing efficiency.
The 198 beds (built in 1963) that will be replaced are expensive to operate and maintain.	New construction will be durable, secure and easily maintained. Close attention will be paid to life cycle costs and LEEDs design standards.
The linear, compartmented design of the 198 beds have created security and evacuation issues.	The new housing units and program rooms will allow for direct visual supervision from housing control.

Source: BCSO and TRG Consulting August 2013.

5.03 Steps to Minimize Costs. Our project team diligently has planned and will closely monitor the project's projected and actual budget to preserve scarce resources and maximize the number of beds and program spaces constructed with state and matching funds. This includes ***developing simultaneous, independent budgets for project costs and construction costs as well as staffing and operational costs*** during design and construction. The Board of Supervisors continuously will be informed of all costs associated with the project through careful oversight, project management and efficient communications protocols. Careful attention will be paid to the development of the budgets for staffing and operational costs since these costs must be met for the life of the facility. Additional ***cost savings will result from the use of the existing jail's infrastructure to support the new jail housing units.*** Food service, laundry, medical and behavioral health as well as intake and release functions will be provided from the existing detention facility to support the new housing units and program spaces. Infrastructure production capacities

will be increased as necessary by adding shifts and/or staff and inmate labor to existing shifts. **Staffing and program issues will “drive” our design to ensure staffing efficiency and program effectiveness.** The Sheriff is required to provide an operational program statement with the schematic design package and a staffing plan with the design development package. For this project, the program statement and staffing plan will be prepared at the beginning of schematic design so that the design will be determined by program needs (to provide effective alternatives and reduce recidivism) and “driven” by the staffing plan (to meet “best practices” for efficient and effective staffing). To assure staffing efficiency, the **housing units will be designed to maximize sightlines and provide direct visual supervision.** Through careful site and space planning and the use of newer technologies, Butte County will keep the jail bed and program space construction and operating costs as low as possible. Where possible, spaces will be designed to serve multiple uses and functions. The **use of construction systems that are common to the area, construction techniques with which local contractors are familiar and the “marketing” of potential contractors before construction documents are released for bidding will result in lower responsible bids.** In addition, careful **specification of “green” building systems** will maximize operational funds throughout the life cycle as a result of reduced utility and maintenance costs.

The design team will use “green” (i.e. LEED) building practices to create environmentally sound and resource efficient housing units and program areas through an integrated design approach. This will achieve significant life cycle and operational cost avoidance. “Green” building principles will include resource conservation (i.e. energy efficiency) as well as the use of renewable energy and water conservation features. The design effort will consider environmental impact and waste minimization, create a healthy and comfortable environment, reduce operational and maintenance

costs and address related issues. Life cycle costs continuously will be analyzed, as will the economic and environmental impact and performance of the housing units and program spaces.

5.04 Leverage of Other Funds for Program Delivery. Butte County is using **AB 109 funds** for program delivery **as authorized by the Community Corrections Partnership**. The Butte County **Office of Education is providing high school equivalency and continuation classes**. Our **Department of Economic Development and Social Services is supplying instructors, computers and social workers** at our new Day Reporting Center. **Behavioral Health has committed to supplying staff for our proposed mental health unit**. **California State University - Chico is supplying interns** for statistical tracking of anti-recidivism programming.

5.05 Cost Effectiveness (including from a population management perspective). Our **design goals, which were developed as part of our extensive planning activities speak to our cost effectiveness from a population management perspective**. The proposed bed expansion and program space construction will:

- be a new generation, direct visual supervision, podular, adult detention facility expansion that meets all of the requirements of Title 24 of the *California Code of Regulations*;
- provide a safe and secure environment for staff, visitors, volunteers and inmates with a well defined secure perimeter that includes pedestrian and vehicular sally ports;
- include staff efficient, unit control stations that provide visual supervision of the housing units, program spaces and recreation areas as well as other secure areas adjacent to housing;
- consist of housing units with the flexibility to meet a wide variety of varying classification needs (e.g. female housing units, units of varying security levels, special use beds, etc.);
- provide spaces for a wide variety of programs to reduce recidivism and thus reduce county, state and federal criminal justice system costs;

- provide a professional work environment and adequate space for custody staff, teachers, medical and mental health professionals, other professionals providing services and volunteers;
- be cost efficient to build and operate;
- be energy efficient and environmentally friendly to reduce operating costs;
- be staff efficient to preserve scarce county resources;
- meet the requirements of the Americans with Disabilities Act (ADA);
- provide adequate, easily supervised adult exercise and recreation spaces (including those required for large muscle group activities) to reduce tension and contribute to the success of programs;
- include adequate storage as required by Title 24 (storage often is undersized in detention facilities negating the cost efficiency of bulk purchasing); and
- provide secure spaces for contact, non-contact and video visiting.

APPENDIX

Appendix. The following supplemental information is provided to support our funding application:

1. Executive summary from the long-term assessment of the impact of AB 109 on the Butte County Sheriff's Office. *Considering the Life Course of Crime: Contextualizing California's AB 109 Offender Under Correctional Supervision.* Jonathan W. Caudill, Ph.D., Corresponding Author (with others and the collaboration of the Butte County Sheriff's Office). Consortium for Public Safety Research. California State University, Chico. April 10, 2013.
2. Letters of support for our proposal.

CONSIDERING THE LIFE-COURSE OF CRIME: CONTEXTUALIZING CALIFORNIA'S
AB109 OFFENDER UNDER CORRECTIONAL SUPERVISION

Jonathan W. Caudill, Ph.D.,*
Ryan Patten, Ph.D.,
Sally Parker, J.D.,
&
Matthew O. Thomas, Ph.D.

Consortium for Public Safety Research
California State University, Chico

April 10, 2013

* Corresponding Author

Please send all correspondence to Dr. Caudill, at jcaudill@csuchico.edu. Please note that the opinions expressed within this report are of the authors and do not reflect necessarily the opinions of any other California State University, Chico affiliates, Butte County Administrators, the Butte County Correctional Partnership, or the Butte County Sheriff's Office.

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Jonathan W. Caudill, Ryan Patten, Sally Parker, & Matthew O. Thomas

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EXECUTIVE SUMMARY

In January 2012, the California State University, Chico, Consortium for Public Safety Research (CPSR) established a long-term collaborative relationship with the Butte County Sheriff's Office (BCSO) some three and a half months after the State of California started the process of transferring non-serious, non-violent, and non-sexual felony offender supervision to the counties. The significance of this transfer of supervision responsibilities cannot be overstated given the additional resources required to serve this population.

As a part of a collaboration agreement, the CPSR has conducted a long-term assessment of the impact of AB 109 on the BCSO. Specifically, the CPSR has focused on the changing correctional client population for this report. As evidenced by the findings presented in the Findings section, the BCSO experienced a substantial shift in correctional client demographics and, thus, was required to reformulate their correctional mission.

In the CPSR's first report, *Breaking Ground: Preliminary Report of Butte County Sheriff's Alternative Custody Supervision Program*,¹ the authors made five results-based recommendations to improve correctional supervision and treatment. These recommendations focused on a clearer understanding of the new correctional client population as well as developing mechanisms to increase efficiencies in supervision and treatment strategies. Specifically, the CPSR made the following recommendations to the BCSO:

1. have the staff conduct a supervision and treatment plan for all potential ACS eligible inmates;
2. support their continued search for an appropriate offender management system that has the capacity to store historical data and network with other county systems;
3. further formalize the ACS program, to include additional officer training and a comprehensive, evidence-based supervision strategy;
4. explore a population-validated risk assessment tool, and;
5. work proactively to prioritize research projects promoting public safety and resource management.

The BCSO has made significant strides toward full realization of these recommendations. For instance, the BCSO selected an offender management system and is now engaged in

¹ Caudill, J.W., Patten, R., Parker, S., Thomas, M. (2012). *Breaking Ground: Preliminary Report of Butte County Sheriff's Alternative Custody Supervision Program*. County of Butte, California. Retrieved on 02/15/2013 from <http://www.buttecounty.net/SheriffCoroner/~media/County%20Images/Sheriff%20Coroner/PDF/BREAKING%20GROUND%20FINAL%20REPORT.ashx>.

implementation. Further, the Alternative Custody Supervision (ACS) Program has conducted several community supervision trainings, implemented a caseload management system, and, is in the process of solidifying a comprehensive and scientifically validated training protocol for all ACS Deputies.

These two recommendations aside, the BCSO requested the CPSR provide specific consultation to explore a population-validated risk assessment tool as the basis for individualized offender supervision and treatment plans. Thus, this report focuses on Life-course persistence in and desistance from crime.² The Introduction section provides a general understanding of the Life-course framework and the Discussion section uses this framework to: (1) provide a clearer understanding of the correctional population shift in the BCSO via an inmate needs survey; (2) present results from a program exit predictive model; (3) introduce the findings from, and recommendations based on, a population-validated risk assessment instrument pilot study, and; (4) explore the ACS program supervision strategies.

In short, this report contains evidence supporting three new recommendations to further the connectivity between service provision and public safety. The first recommendation, **the BCSO expand therapeutic services in the jail**, is the product of viewing inmate survey results through the Life-course lens. This orientation suggests the BCSO has an opportunity to *harness the turning point of incarceration* and, therefore, early incarceration programming may encourage desistance from crime.³

The CPSR's second recommendation focuses on progress toward a population-validated risk assessment protocol to distinguish risk to public safety across the ACS-qualified AB 109 offenders. By combining two data collection strategies (official criminal records and the Criminal Thinking Scales survey⁴), the research team was able to identify promising measures predicting program failure. For example, two official measures – the number of previous arrests and offender's age – and two of the concepts obtained from the Criminal Thinking Scales – entitlement and cold-heartedness – demonstrated significant correlations with offenders failing the ACS Program. These findings are meaningful, however, expanding this study to include the broader Butte County offender population will allow for a more exact correlation estimate. Given this, the CPSR recommends that **the BCSO conduct a full-scale study of a risk assessment survey instrument for population validation**. As prior research has revealed that offenders motivated to change were more willing to accept responsibility for their criminal pasts,⁵ understanding their thought processes should prove useful in creating a more exact risk tool.

² Sampson, R.J. & Laub, J.H. (1995). *Crime in the Making: Pathways and Turning Points through Life*. Cambridge, MA: Harvard University Press.

³ Bosick, S. & Gover, A. (2010). Incarceration during the transition to adulthood: A snapshot of at-risk males at 25. *American Journal of Criminal Justice*, 35, 93-104.

⁴ Knight, K., Garner, B.R., Simpson, D.D., Morey, J.T., Flynn, P.M. (2006). An assessment for criminal thinking. *Crime & Delinquency*, 52, 159-177.

⁵ Laub, J.H. & Sampson, R.J. (2005). A Life Course view of the development of crime. *Annals of the American Academy of Political and Social Science*, 602, 12-45.

The final study, *Creating Turning Points*, focuses on supervision of ACS participants. Specifically, the research team placed graduate and undergraduate research interns with ACS deputies to observe their interactions with program participants. This unique data collection strategy permitted a larger sample size than achievable with more traditional approaches. This, in addition, allowed for more robust statistical analyses. The findings suggest that ACS deputies have adopted a successful combination of supervision and service strategies. The general landscape is that ACS deputies' field interactions with program participants were significantly more service oriented (80 percent) than enforcement. Based on the Life-course perspective that incarceration can serve as a desistance opportunity (a chance to change direction) for criminals⁶ and the inherent nature of returning to negative environments post-incarceration, it is imperative that ACS deputies continue to assist program participants realize pro-social opportunities.

Robust mixed-methods analyses have established the ACS program's successes. The CPSR recommends the **BCSO explore expanding the ACS program as an offender reentry program while maintaining respectable deputy-participant ratios to facilitate individualized supervision and service provision.** This is no easy feat without additional resources. However, this approach will promote transition from criminal orientations to more pro-social thought processes and behaviors for those returning to the community from incarceration.

In summary, the findings and recommendations of this follow-up report operate within the Life-course theoretical framework. Based on the idea that desistance from crime is more of a process than a singular event and pro-social environmental factors facilitate incremental shifts away from crime,⁷ identifying offenders' locations on the criminal desistance continuum through risk assessments should improve the ACS program's efficacy.

⁶ Bosick, S. & Gover, A. (2010). Incarceration during the transition to adulthood: A snapshot of at-risk males at 25. *American Journal of Criminal Justice*, 35(3), 93-104.

⁷ Laub, J.H. & Sampson, R.J. (2003). *Shared Beginnings, Divergent Lives: Delinquent Boys to Age 70*. Cambridge, MA: Harvard University Press.

ACKNOWLEDGMENTS

A project of this scope undoubtedly requires substantial support for and dedication from all those involved. We have been fortunate to receive support from our colleagues within the Political Science Department, College of Behavioral and Social Sciences, and the California State University, Chico community, in general.

We must take a moment to thank the BCSO administration and employees. Our results would be meaningless without their accommodations, participation, and general good will. We also wish to express specifically our appreciation to the correctional deputies for taking on riders during their shifts. This collaboration's goal has been to provide empirical feedback regarding offender management efficacy. We believe this report achieves that expectation.

Finally, we would be remiss to overlook the contributions of our research interns. Research interns have logged countless hours conducting field observations, collecting literature, compiling databases, coordinating interviews, and a host of other various, but essential tasks. So, we are indebted to their sacrifice. We hope their learning experiences have met and exceeded their expectations.

The following research interns have made substantial contribution to this project:

Sarah Messer,
Masters of Public Administration Program

Rosa Soza,
Masters of Public Administration Program

David Malinoski,
Masters of Public Administration Program

Emily La Rue,
Criminal Justice Program

Chance Hansen,
Legal Studies Program

Lauren Crane,
Criminal Justice Program

Katelyn Williams,
Criminal Justice Program

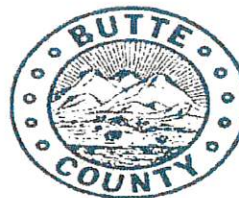
Kendall Urrutia,
Criminal Justice Program Alumni

Martin Tellez,
Criminal Justice Program



BUTTE COUNTY

Community Corrections Partnership



October 16, 2013

EXECUTIVE COMMITTEE

Steven K. Bordin
Chief
Probation Officer
CHAIR

Jerry Smith
Sheriff

Mike Ramsey
District Attorney

Gary Keeler
Chief of Police Gridley-
Biggs

Ron Reed
Public Defender

Judge Stephen Benson
Butte County Superior
Court

Anne Robin
Director Behavioral
Health

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Paul Hahn
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Administrative Officer

Cathi Grams
Director, Department of
Employment and Social
Services

Tim Taylor
Butte County Office of
Education

Erna Friedeberg
Director, North Valley
Catholic Social Services

Board of State & Community Corrections
600 Bercut Dr.
Sacramento, CA 95811
ATTN: SB 1022 Review Committee

To whom it may concern:

We the undersigned members of the Butte County Community Corrections Partnership are writing to express our strong support for Butte County's efforts to obtain funding to update and expand the Butte County Jail under the SB 1022 program. The \$40 million being sought will enable Butte County to address critical needs not currently being met by the existing facility.

Since becoming law, the Butte County Sheriff's Office has worked diligently with our respective agencies to deal with the impacts brought about by AB 109. The Sheriff's Office instituted a robust Alternative Custody Supervision (ACS) program, augmented by a Day Reporting Center where evidence-based programs are provided to offenders in the ACS program. The Sheriff's Office also expanded its pre-trial release program to provide a greater level of supervision of offenders released into the community.

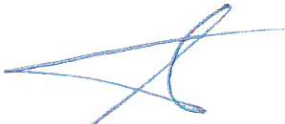
Critically, the Butte County Jail is sorely lacking in adequate space to offer evidence-based programs designed to reduce recidivism to in-custody offenders. The funding would allow the Sheriff to bring those kinds of programs into the jail and reach a significant number of offenders.

In addition to lacking programming space, the Butte County Jail continues to struggle with the issue of overcrowding. As a result, there has been a significant increase in the number of releases being made pursuant to a court ordered population cap that has been in place since 1985. These releases inevitably have an impact on public safety. Further, the lack of room has prevented our evidence-based programs from being fully realized due to the inability to provide swift and immediate sanctions for participants who are not compliant. It has become clear that Butte County needs to expand the capacity of the jail to ensure there is sufficient room to house offenders who pose the greatest risk to public safety, and to provide space for program participants who do not follow the rules.

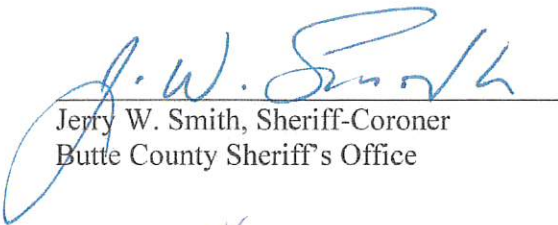
Finally, the county proposes to replace the old linear-style jail beds with beds of a more modern design. This will enhance the safety and security of the staff and inmates. It will also add to the operational efficiency of the facility.

As members of the Community Corrections Partnership, we urge you to carefully consider Butte County's application and hope you grant the request for funding.

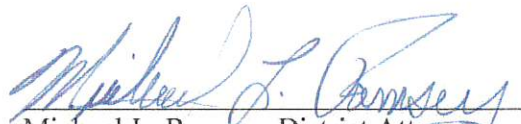
Sincerely,



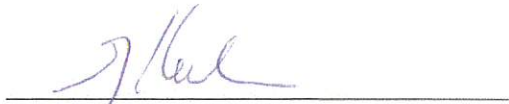
Steven K. Bordin,
Chief Probation Officer & CCP Chair
Butte County Probation Department



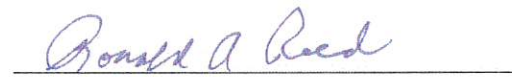
Jerry W. Smith, Sheriff-Coroner
Butte County Sheriff's Office



Michael L. Ramsey, District Attorney
Butte County District Attorney's Office



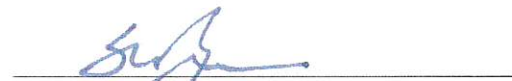
Gary Keeler, Chief of Police
Gridley-Biggs Police Dept.



Ron Reed, Attorney at Law
Butte County Public Defender



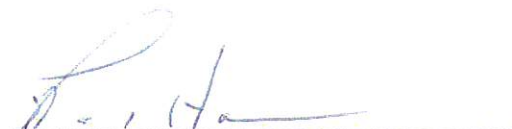
Anne Robin, Director
Butte County Dept. of Behavioral Health



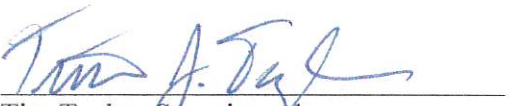
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Butte County Office of Education



Erna Friedeberg, Director
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