

ORIGINAL



BOARD OF STATE AND COMMUNITY CORRECTIONS

SB 1022
ADULT LOCAL CRIMINAL JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM
PROPOSAL FORM

This document is not to be reformatted.

SECTION 1: PROJECT INFORMATION

A: APPLICANT INFORMATION AND PROPOSAL TYPE

COUNTY NAME Colusa County	STATE DOLLARS REQUESTED \$ 15,252,000	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input 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 Colusa County Jail		
PROJECT DESCRIPTION Colusa County Jail 84-Bed Replacement ADF with program space, medical & mental health beds		
STREET ADDRESS 3000 Highway 20		
CITY Colusa	STATE California	ZIP CODE 95932

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	46	32	6
TOTAL BEDS (A+B+C+D)	84			

E: APPLICANT'S AGREEMENT

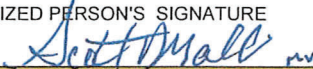
By signing this application, the authorized person assures that: a) the County will abide by the laws, regulations, policies and procedures governing this financing program, and b) certifies that the information contained in this proposal form, budget, narrative and attachments is true and correct to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

PERSON AUTHORIZED TO SIGN AGREEMENT

NAME Scott D. Marshall

TITLE Sheriff Coroner

AUTHORIZED PERSON'S SIGNATURE



DATE

10-10-13

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 Miguel I. Villasenor

TITLE Lieutenant

DEPARTMENT

Colusa County Sheriff's Officer

TELEPHONE NUMBER

530-458-0203

STREET ADDRESS

929 Bridge Street

CITY

Colusa

STATE

California

ZIP CODE

95932

E-MAIL ADDRESS

mvillasenor@colusasheriff.com

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 Nancy Smith

TITLE Fiscal Services Director

DEPARTMENT

Colusa County Sheriff's Officer

TELEPHONE NUMBER

530-538-2030

STREET ADDRESS

929 Bridge Street

CITY

Colusa

STATE

California

ZIP CODE

95932

E-MAIL ADDRESS

nsmith@colusasheriff.com

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 Miguel I. Villasenor

TITLE Lieutenant

DEPARTMENT

Colusa County Sheriff's Officer

TELEPHONE NUMBER

530-458-0203

STREET ADDRESS

929 Bridge Street

CITY

Colusa

STATE

California

ZIP CODE

95932

E-MAIL ADDRESS

(please see G. above)

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	\$ 13,120,000	\$ 0		\$ 13,120,000
2. Additional Eligible Costs*	\$ 262,000	\$ 0		\$ 262,000
3. Architectural	\$ 1,247,000	\$ 0		\$ 1,247,000
4. Project/Construction Management	\$ 623,000	\$ 33,000		\$ 656,000
5. CEQA		\$ 30,000		\$ 30,000
6. State Agency Fees		\$ 51,000		\$ 51,000
7. Audit		\$ 20,000	\$ 0	\$ 20,000
8. Needs Assessment		\$ 23,000	\$ 0	\$ 23,000
9. Transition Planning		\$ 0	\$ 221,000	\$ 221,000
10. County Administration			\$ 125,000	\$ 125,000
11. Land Value			\$ 300,000	\$ 300,000
TOTAL PROJECT COSTS	\$ 15,252,000	\$ 157,000	\$ 646,000	\$ 16,055,000
PERCENT OF TOTAL	95.00%	0.98%	4.02%	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 an architectural programmatic estimate of a conceptual 84-bed design consisting of 46 medium-security beds, 32 maximum-security beds and 6 special use beds along with program spaces and the required housing support spaces. Construction cost is estimated at \$13,120,000 with all costs to be provided by the state.

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:** Permit fees, sewer connection fees and other development fees are estimated at \$50,000 based on the history of similar projects with \$18,000 allocated to building permits, \$12,000 to

water, \$17,000 to sewer and SCORE and \$3,000 to storm water pollution preventive plan. These fees are to be provided by the by the state. Colusa County has very limited resources and must rely on significant state funding. Therefore the county will borrow from other county funds to cover additional eligible fees. These county funds will be reimbursed when state funds are received.

- b) **Moveable equipment and moveable furnishings total amount:** Moveable equipment and furnishings are estimated at \$212,000 based on the history of similar detention projects. These fees are to be provided by the state.
- 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 will be selected upon notice of conditional award.
- 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 \$1,247,000 based on historic fees for similar county projects. \$1,247,000 and will be provided by the state. Colusa County has very limited resources and must rely on significant state funding. Therefore the county will borrow from other county funds to cover architectural fees. These county funds will be reimbursed when state funds are received.
- c) **Define the budgeted amount for what is described in b) above:** Architectural fees are budgeted as \$1,247,000 (9.5% of construction costs).
- d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** Colusa County has very limited resources and must rely on significant state funding. Therefore the county will borrow from other county funds to cover architectural fees. These county funds will be reimbursed when state funds are received.
- e) **Define the budgeted amount for what is described in d) above:** \$1,247,000.

4. **Project/Construction Management:**

Outside project/construction management will be contracted for this project with the county providing \$33,000 in cash match and the state providing \$623,000.

5. **CEQA:**

CEQA fees (estimated at \$30,000) are based on fees recently paid by the county for environmental consulting services and the associated public outreach on a similar project. 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 \$23,000 (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 \$221,000 (listed as in-kind match).

10. **County Administration:**

County administrative costs for this project are estimated at \$125,000 and include departmental costs from the Auditor-Controller, County Counsel, Planning & Building and the Sheriff's Office. (County Administration costs are listed as in-kind match.)

11. **Land Value:**

Land value is based on a current appraisal, which estimated the land at \$300,000 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	.
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	9/21/2018	
Staffing/Occupancy <u>within 90 days of completion</u>	9/21/2018	12/10/2018	

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	21,690
2.	Number of detention facilities	1
3.	BSCC-rated capacity of system	92
4.	ADP (Secure Detention) of system	71
5.	ADP (Alternatives to Detention) of system	3
6.	Percentage felony inmates of system	72%

7.	Percentage non-sentenced inmates of system	69%
8.	Arrests per month	110
9.	Bookings per month of system	151
10.	"Lack of space" releases per month	0

Table 2: Provide the name, BSCC-rated capacity (RC) and ADP of the adult detention facilities in your jurisdiction.			
Facility Name		RC	ADP
1.	Colusa County Jail	92	71
2.			
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.	Moral Reconation Program (MRT)	0
2.	GPS Monitoring	3
3.	Day Reporting Center/One Stop	2
4.	Misdemeanor O.R.	12
5.		
6.		
Sentenced Offender Approaches		ADP
1.	Moral Reconation Program (MRT)	8
2.	Alternative Work Release	2
3.		
4.		
5.		
6.		

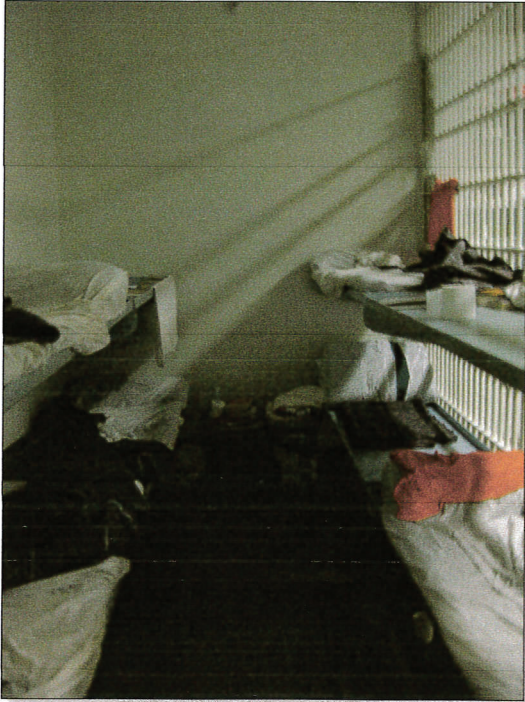
Table 4: List the current offender programming in place and the ADP in each program.		
	Pre-Trial Program	ADP
1.	Moral Reconciliation Program (MRT)	0
2.	GED Program	0
3.	English as a Second Language (ESL)	1
4.	Life Skills	9
5.		
6.		
	Sentenced Offender Program	ADP
1.	Moral Reconciliation Program (MRT)	6
2.	GED Program	0
3.	English as a Second Language (ESL)	1
4.	Life Skills	7
5.		
6.		

Table 5: List the offender programming gaps and deficiencies.	
	Gaps and Deficiencies
1.	Lack of program space (1 space only accommodates 8 offenders)
2.	Inefficient design requires excessive staff for inmate supervision
3.	Staff unavailable for programs because of 2. above
4.	No mental health program areas or beds
5.	
6.	

Table 6: List the offender assessments used for the purpose of jail population management.		
	Assessment Tools	Assessments per Month
1.	Static Risk Offender Needs Guide	15
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 *84 beds* to meet our 2014 requirements and strongly recommends *vacating and replacing our existing linear, inadequate and unsafe jail*. To justify replacing our antiquated jail, 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 administrative segregation

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)* in order to allow us to expand existing programs and add additional programming to promote rehabilitation and decrease recidivism. Additionally, our existing convoluted linear facility is staff intensive. A new podular design will be staff efficient and allow more staff participation in programs in addition to providing significantly more program space for our other program providers.

B: 1.02 Jail System Overview. Our *current rated capacity is 92 beds*. Our *average daily population (ADP) has averaged 71* for the first six months of 2013; however, *this does not reflect the severe strain on our system because of the age of the facility, the safety deficiencies and the inability to provide meaningful visual supervision of our inmates*. Our JNA indicates that the AB 109 impacts have significantly increased the average length of stay for that population and this will continue. *Our current design does not allow for adequate separation by classification further*

endangering staff and inmates. 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. Because of our county's very limited resources, SB 1022 offers the only opportunity in the foreseeable future for us to provide programs and build a staff efficient, podular detention facility.



B: 1.03 System Issues to be Remedied. The primary advantages of this project are that it will *greatly increase our ability to offer programs and will assist us in managing the influx of AB 109 inmates.* In addition:

- 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:
- A new podular adult detention facility will allow us to *better accommodate AB 109 inmates* while still incarcerating traditional county inmates.
- 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.
- Our new mental health and medical housing 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.

- *Energy and maintenance costs will be reduced substantially* with the abandonment of the fifty-year old, unsafe physical plant. The new jail will be designed to LEED standards. Life cycle costs including maintenance will be monitored carefully during the design-bid-build process.

- *Significant space will be devote to 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 four new program rooms designed to current educational standards. *Successful programs will reduce future bed needs.*



B: 1.04 Current Trends Related to Bed Need. The *most distressing current trend is the need to continue to house AB 109 inmates* with their criminal sophistication and extended average length of stay. Our facility only was designed for less sophisticated misdemeanants and minimum to low medium security inmates. From a positive perspective, our current trend is to *offer increased evidence-based alternative and in-custody programs*. Adequate program space will make this possible.

B: 1.05 Approach to Reducing Bed Need. Colusa County's *alternative to incarceration programs* include:

- *Alternative Work Release.* This alternative allows carefully selected individuals to participate in work release lieu of incarceration. One 8-hour day counts as a 24-hour day of incarceration. The average daily population for this program has been 11 for the first six months of 2013.
- *Electronic and GPS Monitoring.* This 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. Deputies 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.

- *Day Reporting Center/One Stop*. Colusa County has established a Day Reporting Center where offenders work with deputies, probation officers and program staff in evidence-based classes designed to meet their needs and reduce recidivism.
- *Moral Reconnection Therapy (MRT)*. This cognitive-behavioral program for offenders combines education, group and individual counseling and structured exercises to foster moral development in treatment-resistant offenders. MRT addresses beliefs and reasoning.
- *Misdemeanor Release on Own Recognizance (OR) Program*. This alternative allows offenders identified as low risk and not a threat to public safety to be released on pre-arranged OR.
- *Addiction Recovery Colusa (ARC)*. This program managed by the Probation Department provides:
 - *PC 1000 (DEJ)* allows defendants to enter a drug treatment program.
 - *Proposition 36 Counseling* provides drug treatment in a group setting and aftercare services.
 - *Domestic Violence and DUI treatment*.
 - *Life Skills training*.
 - *Job Skills training*.
 - *Mental Health Services*.

B: 1.06 Effectiveness/Impacts of Alternatives. Our existing alternatives, while successful, have *been severely hampered by a lack of program space and the need to assign detention deputies primarily to custody duties* because of the excessive number of staff required by our linear facility.

With a new detention facility we will be able to enhance existing successful programs and introduce a number of new programs that have been successful in other jurisdictions.

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 four purpose designed rooms.

PS: 1.01 Determining Program Space Need. Our single program room is too small. We desperately need program space. We anticipate that we need an additional four program spaces designed to educational standards to accommodate a population of 84 in-custody offenders and at least 20 out of custody offenders. *To be certain our four proposed new program spaces are adequate, the capacity 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 48 hours per week for in-custody programs* such as Moral Reconation Therapy (MRT), inmate religious programs and counseling, GED and educational programming, behavioral health programs, substance abuse programs and programs managed by our Health & Human Services Department.

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: 1.05 Approach to Reducing Bed Need* above.

PS: 1.04 Gaps/Deficiencies in Current Programming. Our primary deficiency is 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 other deficiency we face is that the confusing linear

design of our existing jail *forces our officers to spend most of their time visually supervising inmates and leaves little time for officers to manage programs.*

PS: 1.05 Approach to Determining New Programs. Similar to a number of small counties, Colusa suffers from a poor economy and has extremely limited resources. In our case, crime has increased as the result of the new Colusa Casino located 5 miles north of Colusa on Highway 45. Additionally we are centered in a transportation network that includes Interstate 5, Highway 20 and Highway 45, which are used to transport controlled substances, drugs and narcotics. All of these factors along with AB 109 continue to drain our law enforcement resources including funding for programs. As a result we *look for innovative solutions to stretch our resources.* One example is our recent adoption of *Moral Reconation Therapy (MRT)* based upon a treatment strategy that decreases recidivism among offenders by increasing moral reasoning. This cognitive approach combines elements from a variety of psychological behaviors to address ego, social, moral and positive behavior growth. As indicated in a recent study, we anticipate that MRT will reduce recidivism by two thirds. *We expect our recidivism to reduce from 70 percent to approximately 40 percent when RCT fully is implemented.*

PS: 1.06 Information/Data Supporting Program Space Need. Unfortunately the Colusa County Jail was designed and constructed at a time when programs were not a priority. *We have only one program space.* 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. Alternatives to detention have been developed and implemented as part of Colusa County's risk-based assessment model. The development of these alternatives has been *a collaborative effort of the Community Corrections*

Partnership (CCP) led by Sheriff's Office staff and involving city and county agencies, departments and groups who provide services to and/or have an interest in reducing recidivism in Colusa County. Colusa County offers a wide variety of education, prevention, intervention, supervision and treatment programs within their continuum of services to reduce the need for detention. The success of these programs is indicated by the fact that the criminal justice system has continued to function with a severely outdated jail even with the addition of AB 109 inmates and even though our crime rate continues to increase.

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.* If this funding application is successful we will be able to enhance existing programs and introduce a number of new programs to AB 109 inmates and the more traditional county inmates. Examples include:

- expanding mental health programs, counseling and therapy sessions;
- additional programs designed for female inmates;
- developing an adult literacy program;
- providing additional tutoring for inmates seeking a GED;
- expanding religious programs;
- increasing the number of AA meetings and providing additional counseling;
- enhancing the narcotics abuse program with additional meetings and therapy sessions;
- and
- providing health education on a wider variety of subjects.

Additional programs that are being considered for implementation in the new facility include:

- family awareness and responsibilities;
- parenting programs;
- mentoring programs;
- anger management classes and counseling;
- self-esteem enhancement;
- cultural awareness programs;
- developing communication skills and enhancing human relations;
- aptitude assessment and career planning;
- special education classes;
- vocational education classes (e.g., computer skills, food service, laundry service, landscaping, printing, construction technologies, automobile maintenance and repair, automobile body work, etc.);
- academic and vocational education correspondence courses; and
- other programs that will assist offenders in returning to the community as productive citizens.

SECTION 5. NARRATIVE (SCOPE OF WORK)

A: 2.01 Full Scope of Work. Our application requests funds for *a new 84-bed Type II Jail with 4 program rooms in new construction on land currently owned by Colusa County.* The number and types of beds and program spaces are illustrated below.

Colusa County Scope of Work New Jail Beds and Program Space	
Scope Component - Beds	Total Beds
Medium Security Beds (Double Cells) - Classification Unit	8
Medium Security Beds (Double Cells) - General Population	30
Medium Security Beds (Double Cells) - Protective Custody	8
Medium Security Beds - Total	46
Maximum Security Beds (Single Cells) - General Population	24
Special Use Beds (Single Cells) - Administrative Segregation	8
Maximum Security Beds - Total	32
Special Use Beds (Single Cells) - Mental Health	4
Special Use Beds (Single Cells) - Medical	2
Special Use Beds - Total	6
Total New Beds to be Constructed	84
Scope Component - Program Spaces	Number
Program Rooms (accommodate 24 + instructor)	4
Total Additional Program Rooms to be Constructed	4

Source: CCSO and TRG Consulting, October 2013.

Our *existing antiquated jail will be vacated* by the Sheriff's Office and used for general county storage. Our *new jail beds will meet all of the requirements of Title 24* and will include dayrooms (with tables for dining), exercise areas, four 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 spaces also will be provided.



B: 2.01 Planning Process. Our plans have evolved over the last several years and have been *reevaluated and revised* as the significant changes brought about by AB 109 became reality. These changes include the numbers and types of former state inmates that our small county jail would now hold along with the increased average length of stay of those inmates. Planning adjustments continued to be made after the release of the RFP for SB 1022 as we received the approval of the Board of Supervisors approval to submit a funding application under that legislation. *Colusa County has extremely limited resources; however, SB 1022 gives us the opportunity to replace our antiquated and inadequate jail.* Since SB 1022 became reality our 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.* Throughout the process, Sheriff's staff has met with county staff 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 BSCC throughout the process.

B: 2.02 Relationship Between Stated Needs and Planned Construction. *Our JNA strongly recommends the replacement of our old, linear, staff intensive jail originally occupied in 1962.* Our JNA also indicated the need for 84 beds and additional program space to meet our 2014 jail bed needs. The Sheriff's Office will *vacate the 92 inefficient, deteriorating "jail steel" beds, thus significantly reducing our staffing, maintenance and utility costs.* The vacated facility will serve as secure storage for Colusa County records, furnishings and equipment.

B: 2.03 Beneficial Outcomes. A new jail will *address the 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 6 special use beds.* 2 medical and 4 mental health beds will be purpose designed to current standards to temporarily treat inmates who are ill or injured as well as those with mental health diagnoses in an environment conducive to success. (Offenders requiring more complete or extensive medical or mental health treatment will continue to be treated in secure facilities outside our new jail.) 8 administrative segregation beds will be added to properly isolate our more violent and sophisticated inmates, thus improving the security and safety of our jail. Substantial benefits result from replacing the 92 outdated beds. Designing to LEED 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 our poor mechanical and electrical systems.



Most importantly, the entire criminal justice system will benefit by having a significant amount of new program space. *Alternative program failures will decrease because failure will result in incarceration,* which currently is not the case.

B: 2.04 Staffing Required to Operate the New Construction. *Staffing for our new jail already is substantially in place.* The planned staffing efficiencies of the new construction will allow most of the existing staff to contribute to the staffing ratio for custody and to devote more time to programs. As a result we *anticipate needing only 6 additional custody 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 our old jail.* For a long time it has been *apparent that a single program space was inadequate for the programs we were implementing and the new programs we would like to offer.* In the last few years we have not had the resources to construct additional program space so we have been forced to use dayrooms and other less than adequate spaces. This has not worked well. Further as we discussed this situation internally and with our various program providers we *realized that even better results would occur 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 program specialists identified above to assess program space design concepts for the successful evidence-based programs already in existence and those we plan to implement in the future.

PS: 2.02 Relationship Between Stated Needs and Planned Construction. Our planned construction will provide us with the *four additional program spaces we need to adequately serve our alternative and incarcerated populations at the level we serve those who are participating in alternative programs in our day reporting program.* 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 transfer into an alternative program. 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 four 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*. These providers will continue to help us as we implement and operate our existing and anticipated programs in our new detention facility. Additional program providers including county service providers will be added as necessary. *Staffing for our programs already exists* through our county service providers, through the staff and volunteers associated with local faith-based providers and through our other partners. At this point *we lack only the necessary program space* to increase our already substantial participation by those eligible.

PS: 2.05 Beneficial Outcomes for New Program Space. Our existing jail only has a single program room yet we have managed to bring innovative evidence based programs even though these efforts have been staff intensive. Adding *an additional 4 program rooms will allow us to increase program participation and improve the quality of our already successful programs*. New and expanded programs will include such things as expanded alcohol and drug recovery education, personality development courses (e.g. domestic violence and anger management, behavior modification, inter-personnel communication skills, etc.). Additionally, examining the possibility of including family re-unification, family and community networking, high school courses leading to a diploma, expanded GED courses and job skill training classes among others such as landscaping, certification for food service workers, roadway/highway construction skills, small engine operation, maintenance and safety, canine companion/obedience training, etc. Most of all *we plan to expand participation in Moral Reconation Therapy (MRT), which has the potential to significantly reduce recidivism*.

SECTION 5. NARRATIVE (OFFENDER MANAGEMENT & PROGRAMMING)



B: 3.01 Addressing Offender Management

Goals. Our funding proposal envisions a new 84-bed jail with 4 program spaces. Our new adult detention facility will meet a number of our *offender management goals*. *Goals that relate to the new facility include:*

- Providing *safe, secure detention beds* to protect the citizens of our county, detention

officers, program staff, visitors, volunteers and inmates.

- Design a *staff-efficient podular facility* that moves services to the inmates as opposed to moving inmates throughout the building for services.
- *Teaching offenders that there is a penalty for criminal behavior while making every effort to rehabilitate and reduce recidivism.*
- 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. A professional environment *will improve staff working conditions, increase morale while enhancing recruiting and improving retention.*
- 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.

Programming goals that will be met include:

- Provide an *environment that is humane and conducive to successful programming.*

- *Adding sanctions for failure 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.
- Allowing us to *meet the specific and lengthy program needs of our AB 109 offenders.*
- 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 AB 109 offenders will continue to occupy beds for longer periods of time.*

In addition these offenders are more criminally sophisticated, destructive and frequently more given to violence.

Our old jail was not designed to handle this type of offender. The

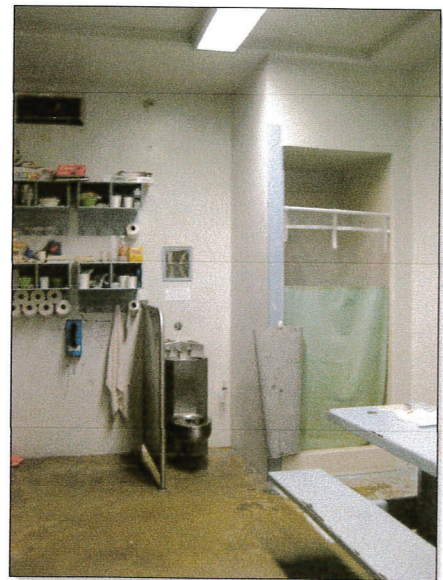
CCP and our needs assessment find the impact on the county jail population, officers, staff, service providers, volunteers and

visitors will be considerable. As a result here is an immediate

need for a new jail. Our proposal requests funding for an 84-bed Type II jail and 4 program spaces

as discussed in section A: 2.01 Full Scope of Work. *Receiving funding for a new jail with 4 program*

spaces will meet the short-term goals identified in our CCP Plan.



B: 3.03 Offender Assessments and Other Interventions. The Colusa County Sheriff's Office

uses the *Strong Risk Offender Needs Guide*. Additional interventions are discussed in Section B:

1.05 Approach to Reducing Bed Need and include Alternative Work Release, Electronic and GPS

Monitoring, Day Reporting, Moral Reconciliation Therapy, Misdemeanor Release on OR, the programs

managed by Addiction Recovery Colusa (ARC), etc..

B: 3.04 Planned Construction in Relation to Expected Need for Future Beds. Our proposal requests funds to construct a *new staff efficient, podular 84-bed Type II Jail*. The new jail will replace our existing, outdated, linear, unsafe Jail. Our needs assessment indicates that these 84 beds will *meet our bed requirements through 2014* and begin to handle the influx of new AB 109 offenders who will continue to be our responsibility.

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 staff efficient design to allow our deputies to devote more time to programs .

PS: 3.02 Alignment of Proposed Program Space with Community Corrections Partnership (CCP) Plan. *Our CCP Plan anticipates that the proposed 4 new program rooms will allow us to provide more intensive programs for our traditional offender population and accommodate the program needs of the increasing number of 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 the new AB 109 population, there also will be the need for new programming specifically targeted for AB 109 offenders so our need for additional program space is critical. Finally, our Day Reporting Center program is a integral part of our rehabilitative efforts and the initial results of the programs conducted there continue to be very encouraging. *Our alternative programs will be even more successful when coupled with programs in the jail.* Offenders will transfer from jail programs to release and participation in the Day Reporting programs.

PS: 3.03 Programming to be Conducted in the New Program Space. We plan to *enhance and expand the programs previously listed in Section PS: 1.02 Approach to Programming.* In particular we plan to *increase our use of Moral Reconation Therapy (MRT).* This cognitive-behavioral

counseling class combines education, group and individual counseling and structured exercises designed to foster moral development in offenders. MRT addresses beliefs and reasoning. Participants are 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*.

PS: 3.04 Quality Reentry Model and Seamless Reentry Process. Our CCP Plan indicates that we will *offer a variety of reentry programs* through Colusa County Health & Human Services, various county departments, faith-based organizations and other program providers once we have sufficient program space. Examples of programs under consideration include such subjects as life skills, literacy, mentor programs, academic and vocational assessment, career counseling, computer literacy, job search, referrals to community partners, etc.

PS: 3.05 Collaborative Partnerships Providing Services. *Our Community Corrections Partnership (CCP) planning effort has resulted in a collaborative effort that provides programming to offenders.* The principal partners in our collaboration who will use our proposed 4 program rooms and associated spaces (e.g. interview rooms, medical and mental health spaces, small testing rooms, etc.) include:

- Colusa County Behavioral Health (mental health assessment, evaluation and multiple rehabilitative programs to reduce recidivism)
- Colusa County Child Support Services (family counseling, assistance and programs)
- Colusa County District Attorney (assessments and interviews)
- Colusa County Department of Health & Human Services (employment assessment, testing, evaluation, programs, job search assistance and Temporary Public Assistance Benefits counseling)
- Colusa County Library (literacy programs)

- Colusa County Probation Department (assessment and evaluation)
- Colusa County Sheriff's Office (assessment, evaluation, counseling and programming)
- Faith-Based Community Organizations (religious services, counseling and educational programming)

PS: 3.06 Sources of Financial Assistance to Support Delivery of Programs. The Colusa 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 assessment* 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 relies on *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 up to 75% lower than expected.

PS: 3.09 Staff Qualifications Necessary for Planned Programming, e.g. Staff Training, Certification, Etc. *Program personnel* who provide programs for offenders are *required to have the*

appropriate qualifications and certifications in their disciplines. Program providers must successfully pass a criminal background investigation and subsequent drug screening.

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 limited by our lack of program space. *We anticipate that 40 in-custody and 20 out of custody offenders can be treated per day when our new program spaces are available.*

SECTION 5. NARRATIVE (ADMINISTRATIVE WORK PLAN)



4.01 Plan for Project Management and Administration.

Our project management and administrative work plan for our 84-bed Type II adult detention facility is outlined below. *This process is designed specifically to make the most efficient use of available resources while maintaining the project scope, quality, budget and schedule. This plan includes the requirements and approvals required by 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) for funding under SB 1022. The plan consists of the following elements:

- Develop the jail needs assessment (completed).
- *Submit the Real Estate Due Diligence package to the state.*
- *Provide site assurance to the state.*
- 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 Colusa 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 Colusa 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 Colusa 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.

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

- the establishment of effective communication links between and among all participants;
- early discussions with oversight organizations such as the Board of State and Community Corrections (BSCC) and the State Fire Marshal;
- continuous schedule review and refinement in planning team review meetings;
- the traditional peer review of planning documents by senior professionals who have not been involved with our project;
- outside peer review by professionals in the various planning, architectural and engineering disciplines;
- participation in continuing education opportunities related to individual disciplines and to this facility type; and
- active participation by consultants in professional societies such as the American Correctional Association, the American Jail Association, the National Sheriff’s Association,

the California State Sheriff's Association, the American Society for Industrial Security, the American Institute of Architects, the American Society of Heating, Refrigerating and Air Conditioning Engineers as well as a number of other professional societies and associations.

Additional *quality control methodologies will be applied to design activities and the preparation of construction documents*. These methodologies include:

- use of value engineering processes in design team weekly review meetings;
- commitment to using only those security and detention products that have been proven in a detention environment for at least five years (unless otherwise directed by the client);
- continuation of the traditional peer review of design and construction documents (as the project progresses) by senior professionals who have not been involved with the project to be certain that all documents are coordinated and that all documents are developed above industry standards;
- the assignment of a single professional on the architectural team who is responsible for ensuring that any changes are reflected in all architectural and engineering documents and that all documents are coordinated;
- independent constructability analysis by professionals who examine the construction documents from a contractor's perspective; and
- the continued use of checklists provided by BSCC and the State Fire Marshal.

To assure *staffing efficiency*, a detailed, conceptual, "best practices" staffing plan will be developed prior to the beginning of schematic design for the new jail so that staffing efficiencies are one of the primary influences on the design effort. This staffing plan will guide the design effort and be updated as necessary. The design team and the Sheriff will keep the Board of Supervisors continually informed regarding anticipated operational costs including those directly attributable to staffing. The new jail will be designed with staffing "best practices" in mind and will conform to the

requirements of Titles 15 and 24 in terms of such operational issues as inmate supervision, safety checks, etc. *As compared to the existing detention facility, less staff will be required per inmate because all inmate occupied areas in the new jail will be under the direct visual control of a deputy. Colusa County has committed the following senior staff to manage and guide this project through to occupancy:*

Project Oversight:

- Supervisor Mark D. Marshall - Colusa County Board of Supervisors, District 3
- Sheriff Scott Marshall - Colusa County Sheriff Coroner

Project Management:

- Lt. Miguel I. Villasenor - Colusa County Sheriff's Office
- Nancy Smith - Fiscal Services Director, Colusa County Sheriff's Office

4.02 Current State of Planning Progress. Our initial planning for this project began with the passage of AB 109. We realized that the significant changes brought about by that legislation, including the types of inmates that our county would now hold and the increased average length of stay of those inmates would cause significant issues for our small county. We commissioned our most recent needs assessment in 2008 and had it updated in April of this year. *Our 2013 needs assessment forms 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. *The Board of Supervisors has been part 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 our antiquated, linear jail. Several years ago it became apparent that a single program space was inadequate for the programs we were implementing to rehabilitate

offenders and reduce recidivism in a jail with limited space that already was becoming overcrowded. Additionally, as we became more involved with 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 program specialists to assess space needs for the successful programs already in existence and those we plan to implement in the future.

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

- The *planning and transition teams for this project have been established* and is developing the architectural program and examining conceptual options for staff efficient housing units. A preliminary architectural program, architectural space list and a conceptual estimate of construction and project costs have been completed and form the basis of this funding application.
- Our most recent *needs assessment was completed in April 2013* in order to verify our project requirements and identify our bed need for the next twenty years including the impact of AB 109.
- The proposed *site for our new jail has been identified* and the site is owned by Colusa County.
- *Funding has been identified* for the required cash and in-kind matching funds as indicated in the attached Board resolution.
- The Colusa County Board of Supervisors, County Administration and the Sheriff are *committed to building and staffing the our new jail* as also is 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 four purpose designed program spaces that are identified as part of this project.

4.04 Construction Timeline. This project is in the conceptual 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.*

SECTION 5. NARRATIVE (BUDGET REVIEW & REASONABLENESS)

5.01 Justification of State Financing Requested.

Our 2013 *Jail Needs Assessment (JNA)* recommends the immediate replacement of antiquated, linear jail and the construction of a new 84-bed Type II, podular, Title 24 compliant adult detention facility to meet our 2014 needs. We are

requesting \$15,252,000 in state funding and, in turn, providing \$802,737 in cash and in-kind match to construct a Title 24 compliant, 84-bed detention facility project with four program spaces designed to current educational facility standards. Our linear, half



All of existing 1962 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.

century old, unsafe "jail steel" beds will be vacated by the Sheriff's Office and used for secure general storage by other county departments. With a new Title 24 compliant jail, officers, staff, volunteer, visitor, public and inmate safety will improve. Staffing efficiencies achieved in a podular facility with direct visual supervision of all inmate occupied areas will allow staff to spend more time on programs and less time on custody and escort duties. Proper separation by classification will become possible, which has become more critical with the addition of AB 109 inmates to our jail population. *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. Utility costs will decrease with an energy efficient facility designed to LEED standards. Maintenance costs will decrease. We no longer will be forced to maintain antiquated equipment and systems, which have far exceeded their normal life span and for which it is difficult and expensive to find replacement parts.

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 below.

Colusa County Budget Review & Reasonableness Benefits/Impact of Construction	
Existing Conditions	Post-Construction Conditions
Our 92 half-century old "jail steel" beds are unsafe, difficult to manage and pose privacy, suicide and PREA risks. Our jail meets standards only because it is "grandfathered."	Our linear half-century old "jail steel" detention facility will be replaced with a new jail designed to current Title 24 standards.
Our county has very limited resources.	SB 1022 appears to be the only opportunity in the foreseeable future to build a Title 24 compliant jail with adequate program space.
Our existing detention facility has only one program room that accommodates 8 offenders and is not designed to educational standards.	The proposal envisions 4 program spaces designed to educational standards; each will accommodate 20 offenders.
We do not have enough special use beds to meet our basic needs. Proper separation by classification is difficult.	This proposal includes mental health and medical beds along with administrative segregation and protective custody 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 jail (occupied in 1962) is expensive to operate and maintain.	New construction will be durable, secure and easily maintained. Close attention will be paid to life cycle costs and LEED design standards.
The linear, compartmented design of the existing jail has created security and evacuation issues.	The new jail will be podular and allow for direct visual supervision into all inmate occupied spaces.

Source: CCSO and TRG Consulting October 2013.

5.03 Steps to Minimize Costs. Our project team will continue to 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 and reconciling 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. *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 guided 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, Colusa County will keep the jail bed and program space construction and operating costs as low as possible. 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. Colusa County is using *AB 109 funds for program delivery as authorized by the Community Corrections Partnership*. The Colusa County Office of Education will provide high school equivalency and continuation classes when program space becomes available. Our *Probation Department is supplying instructors, computers and social workers* for our Day Reporting programs. *Behavioral Health has committed to supplying staff for our proposed mental health programs*.

5.05 Cost Effectiveness (including from a population management perspective). Our *design goals, which were developed as part of our planning activities discuss to our cost effectiveness from a population management perspective*. The proposed new Colusa County Jail will:

- be a new generation, direct visual supervision, podular, adult detention facility 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, control stations that provide visual supervision of the housing units, program spaces and recreation areas as well as other inmate occupied areas;
- 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 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.