

# BOARD OF STATE AND COMMUNITY CORRECTIONS

ORIGINAL

## 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 Los Angeles County	STATE DOLLARS REQUESTED \$ 80 million	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>
TYPE OF PROPOSAL – PROGRAM SPACE PROPOSAL <u>OR</u> 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 Mira Loma Correctional Reentry Facility (CRF)		
PROJECT DESCRIPTION Construct 236 Reentry beds and program space		
STREET ADDRESS 45100 N. 60 <sup>th</sup> Street West		
CITY Lancaster	STATE CA	ZIP CODE 93536


#### 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	236			
TOTAL BEDS (A+B+C+D)	236			



<b>E: APPLICANT'S AGREEMENT</b>			
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.			
<b>PERSON AUTHORIZED TO SIGN AGREEMENT</b>			
NAME Brence Culp		TITLE Chief Deputy, Chief Executive Office	
AUTHORIZED PERSON'S SIGNATURE 		DATE 10/22/13	
<b>G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR</b>			
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.)			
<b>COUNTY CONSTRUCTION ADMINISTRATOR</b>			
NAME Shari Afshari		TITLE Deputy Director	
DEPARTMENT Los Angeles County Department of Public Works		TELEPHONE NUMBER 626-458-4008	
STREET ADDRESS 900 S. Fremont Avenue			
CITY Alhambra	STATE CA	ZIP CODE 90012	E-MAIL ADDRESS safshari@dpw.lacounty.gov
<b>H: DESIGNATED PROJECT FINANCIAL OFFICER</b>			
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.)			
<b>PROJECT FINANCIAL OFFICER</b>			
NAME Jan Takata		TITLE Senior Manager	
DEPARTMENT Los Angeles County Chief Executive Office		TELEPHONE NUMBER 213-974-1360	
STREET ADDRESS 754 Kenneth Hahn Hall of Administration, 500 West Temple Street			
CITY Los Angeles	STATE CA	ZIP CODE 90012	E-MAIL ADDRESS jtakata@ceo.lacounty.gov
<b>I: DESIGNATED PROJECT CONTACT PERSON</b>			
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.)			
<b>PROJECT CONTACT PERSON</b>			
NAME Gary T.K. Tse		TITLE Director, Facilities Planning Bureau	
DEPARTMENT Los Angeles County Sheriff's Department		TELEPHONE NUMBER 626-300-3003	
STREET ADDRESS 1000 Fremont Avenue, Building A-9 East, 5 <sup>th</sup> Floor			
CITY Alhambra	STATE CA	ZIP CODE 91803	E-MAIL ADDRESS gtse@lasd.org



## 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	\$ 68,700,000	\$		\$ 68,700,000
2. Additional Eligible Costs*	\$ 2,000,000	\$ 600,000		\$ 2,600,000
3. Architectural	\$ 4,600,000	\$ 900,000		\$ 5,500,000
4. Project/Construction Management	\$ 4,700,000	\$ 150,000		\$ 4,850,000
5. CEQA		\$ 250,000		\$ 250,000
6. State Agency Fees		\$ 51,000		\$ 51,000
7. Audit		\$	\$ 100,000	\$ 100,000
8. Needs Assessment		\$ 250,000	\$ 500,000	\$ 750,000
9. Transition Planning		\$	\$ 250,000	\$ 250,000
10. County Administration			\$ 5,749,000	\$ 5,749,000
11. Land Value			\$ 80,000	\$ 80,000
<b>TOTAL PROJECT COSTS</b>	<b>\$ 80,000,000</b>	<b>\$ 2,201,000</b>	<b>\$ 6,679,000</b>	<b>\$ 88,880,000</b>
<b>PERCENT OF TOTAL</b>	<b>90.0%</b>	<b>2.50%</b>	<b>7.50%</b>	<b>100.00 %</b>

\* 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):**  
Includes hard construction dollars, escalation, change orders, permits, utilities connection fees. Construction cost estimate based on A/E consultant (Onyx).
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:** Includes civic art (approx. 1% of construction cost) and fixtures, furnishings and equipment (approx. 3% of construction cost).
  - b) **Moveable equipment and moveable furnishings total amount:** \$2.0 million under reimbursement.



- c) **Public art total amount:** \$600,000 under cash contribution.
3. **Architectural:**
- a) **Describe the county's current stage in the architectural process:** To date, the County has performed feasibility studies. The County is currently in the process of obtaining a scoping Architect/Engineer firm. Architectural/engineering services are approx. 8% of construction cost.
  - 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:** The County intends to seek reimbursement of the A/E scoping and design services occurring after the establishment of the project. Services may include scoping criteria and design documents performed by a design-build firm.
  - c) **Define the budgeted amount for what is described in b) above:** \$4.6 million, this portion of the cost is for services to be performed after establishment of the project.
  - d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The County intends to cover the cost of A/E scoping services occurring prior to the establishment of the project.
  - e) **Define the budgeted amount for what is described in d) above:** \$0.9 million, this portion is anticipated to occur prior to establishment of the project.
4. **Project/Construction Management:**  
Includes reimbursement for consultant costs for project management (only consultants and contractors), soils investigations, hazmat surveys occurring post project establishment - Cash Match includes project management (consultants and contractors), design/concepts prior to the establishment of the project. This cost is approx. 7% of the construction cost.
5. **CEQA:**  
Includes environmental reports (either prior or post establishment of the project). The County anticipates a consultant contract of approx. \$440,000 for the Mira Loma site of which approx. half of the cost is attributable to the SB1022 project.
6. **State Agency Fees (maximums: due diligence \$16,000; SFM \$35,000):**
- a) **Real estate due diligence fee:** Includes Real Estate Due Diligence fee (max. \$16,000) - Cash Match only, however, the County has invested \$31,000 in due diligence activities to date.
  - b) **State Fire Marshal fee:** State Fire Marshall fee (max. \$35,000) - Cash Match only.
7. **Audit – Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted:**  
At this time the County is anticipating use of an independent County auditor at \$100,000.
8. **Needs Assessment – Define whether work is performed by county staff (in-kind) or consultant (cash) :**  
Needs assessment activities have been performed by a combination of consultant and County staff. Consultant/contractor services related to the project (either prior or post establishment of the project) will be submitted under Cash Match contribution while County staff related activities to Needs Assessment will be submitted under In-Kind Match.
9. **Transition Planning – Define whether work is performed by county staff (in-kind) or consultant (cash):**  
Transition Planning is estimated to be \$250,000 and performed by County staff.



10. **County Administration:**

Includes County staff activities occurring after June 27, 2012, under In-Kind Match only.

11. **Land Value:**

Includes appraised land-only value of the site, under In-Kind Match only.

### 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>	10/22/2103	3/1/2014	
Real estate due diligence package submitted <u>within 120 days of award</u>	10/1/2013	5/1/2014	
State Public Works Board meeting – Project Established <u>within 18 months of award</u>	1/1/2014	10/1/2014	
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)			N/A as this project utilizes Design-Build Delivery Method
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	3/1/2014	2/1/2015	
Design Development (Preliminary drawings) with Staffing Plan			N/A as this project utilizes Design-Build Delivery Method
Staffing/Operating Cost Analysis approved by the Board of Supervisors		8/1/2015	
Construction Documents (Working drawings)			N/A as this project utilizes Design-Build Delivery Method
Construction Bids	4/1/2014	7/31/2015	Part B: Solicitation for Design-Build Contract
Notice to Proceed <u>within 42 months of award</u>	8/1/2015		
Construction (maximum 3 years to complete)	5/1/2016	12/1/2018	
Staffing/Occupancy <u>within 90 days of completion</u>	1/1/2019	3/1/2019	



## 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.

<b>Table 1: Provide the following information.</b>		
<b>1.</b>	<b>County general population</b>	9,911,655
<b>2.</b>	<b>Number of detention facilities</b>	8
<b>3.</b>	<b>BSCC-rated capacity of system</b>	14,024
<b>4.</b>	<b>ADP (Secure Detention) of system</b>	18,585
<b>5.</b>	<b>ADP (Alternatives to Detention) of system</b>	329
<b>6.</b>	<b>Percentage felony inmates of system</b>	41%





<b>Table 4: List the current offender programming in place and the ADP in each program.</b>		
	<b>Pre-Trial Program</b>	<b>ADP</b>
1.	Educational programs are offered to both sentenced and unsentenced inmates; we do not track separately	7,241
2.		
3.		
4.		
5.		
6.		
	<b>Sentenced Offender Program</b>	<b>ADP</b>
1.	Work Release	184
2.	Weekender	89
3.	Electronic Monitoring	61
4.	EBI	7,241
5.	Fire Camps	252
6.	CBAC	304

<b>Table 5: List the offender programming gaps and deficiencies.</b>	
	<b>Gaps and Deficiencies</b>
1.	Compass does not have a system to interview inmates and immediately enter the information. The inmates must be re-interviewed, and therefore could be widely scattered throughout the jail system.
2.	
3.	
4.	
5.	
6.	

<b>Table 6: List the offender assessments used for the purpose of jail population management.</b>		
	<b>Assessment Tools</b>	<b>Assessments per Month</b>
1.	Northpointe Assessments Average (Jan-June 2013) for security classifications	7468.16
2.		
3.		
4.		
5.		
6.		

<b>Table 7: List the offender assessments used for determining programming.</b>		
	<b>Assessment Tools</b>	<b>Assessments per Month</b>
<b>1.</b>	COMPAS	200
<b>2.</b>	Northpointe Assessments Average (Jan-June 2013) for EBI or program assessments	3213.5
<b>3.</b>		
<b>4.</b>		
<b>5.</b>		
<b>6.</b>		



## Section B – Project Need

### Background

Over the past few decades, the Los Angeles County (County) jail system has encountered significant challenges, primarily in the following areas: overcrowding, re-entry services, inmate programming, delivery of mental health services, and the development of Community Based Alternatives to Custody (CBAC). Best practice research and outcomes have shown intensive custody programming, coupled with CBAC can reduce recidivism and the number of inmates housed in jail facilities; however, the transfer of inmates to community programs while balancing inmate and organizational needs, against any potential risk to the community remains a primary concern. The challenge of moving forward in a manner that will address overcrowding, that will place inmates in appropriate housing, that will re-purpose existing beds in lieu of new construction, and that will increase programming and services is significant and will require flexibility in planning. Therefore, the County proposes to use SB 1022 funding to develop a reentry facility that will provide comprehensive programming and support services for female inmates to increase their likelihood of success after they transition out of the correctional setting.

Recently, the Los Angeles County Board of Supervisors (BOS) commissioned the Vanir Construction Management firm (Vanir) to review the Los Angeles County Jail Plan and submit an independent and comprehensive report, assessing the jail system's

## Los Angeles County's Submission for SB 1022 Grant Narrative

current and future housing and inmate population needs. The report, which was completed in July 2013, shows that the Los Angeles County Sheriff's Department (Department) jail system is in need of additional appropriately designed Medical, Mental Health and Substance Abuse Facilities.<sup>1</sup> Additionally, this assessment identified a system need for additional housing for higher security classifications of male inmates. Vanir's report outlined options to address the jail system's need for housing and programming/service space for inmates with acute medical and mental health needs. They have also determined that Men's Central Jail (MCJ), with a rated capacity of 5,108, should be demolished due to its age and deteriorating condition, and 6,041-7,947 new and replacement beds be constructed.<sup>2</sup> The Department currently operates six custody facilities and two Inmate Reception Centers (IRC): one at Twin Towers Correctional Facility (TTCF) and one at Century Regional Detention Facility (CRDF), which serves female inmates and bookings in the southern region of the County. CRDF was originally designed to house male inmates, but in 2005 the County had to convert CRDF to a female housing facility once the designated female facility of Sybil Brand Institute (SBI) closed and was deemed to be too costly to upgrade to current standards.

With the passage of Public Safety Realignment in October of 2011, the County system's Average Daily inmate Population (ADP) began to increase dramatically. Over the past two years, the ADP rose from 13,647, to today's ADP of 19,000. The AB 109 inmate population has grown to 6,200 (5,837 at time of Vanir report), and accounts for

---

<sup>1</sup> Vanir Construction Management, "Los Angeles County Jail Plan, Independent Review and Comprehensive Report," prepared for the Los Angeles County Board of Supervisor, July 5, 2013, page 7.

<sup>2</sup> Ibid, pages 18-19



## Los Angeles County's Submission for SB 1022 Grant Narrative

approximately 30% of the total inmate population.<sup>3</sup> Since the inception of Realignment, the female AB 109 population has grown to 1,127 (chart follows), which is more than 40% of the current female inmate population of 2,500.

Date	Number of Female AB 109 Inmates	Change from Prior Quarter
10-2-2012	962	0
1-02-2013	989	+27
4-03-2013	966	-23
7-03-2013	1,006	+40
10-21-2013	1127	+121

In addition, as of October 21, 2013, our current female inmate population is 2,543 inmates, with 2,683 functional beds in the system, leaving only 140 available beds. The Board of State and Community Corrections (BSCC) capacity for CRDF is 1,588 (see below chart), thus nearly 1,000 inmates are housed in non-traditional housing areas. To manage this population, County sentenced inmates are serving a fraction of their sentences, and inmates sentenced with 90 days or less time to serve are immediately released. Prior to AB 109, all female inmates, with the exception of those who required either acute mental health care or intensive medical surveillance, were formerly located at CRDF. With the increase in the female population and the need to reduce the

---

<sup>3</sup> Vanir Construction Management, "Los Angeles County Jail Plan, Independent Review and Comprehensive Report, Board of Supervisors Presentation, September 17, 2013, page 7.

## Los Angeles County's Submission for SB 1022 Grant Narrative

density of the female inmates housed in non-traditional beds at CRDF, a segment of the female population was transferred to housing at TTCF. The physical plants of CRDF and TTCF, designed for male inmates, are difficult to retrofit or augment to provide the array of programming and services that would be most beneficial to female inmates. Additionally, the return of CRDF to its original male population would provide desperately needed higher security beds to an over-taxed system. More appropriate bed space for female inmates as well as a facility designed to support the programmatic and other gender specific needs is an important component in developing solutions for the jail system.



## Los Angeles County's Submission for SB 1022 Grant Narrative

Below are the rated and operating capacities of the current operating facilities in the County jail system:

Facility Name	Rated Bed Capacity (BSCC 2011)	Operating Bed Capacity (March 2013) <sup>4</sup>
PDC North	768	1,600
PDC South	846	1,597
PDC East (closed as of August 2013)	926	1,944
North County Correctional Facility (NCCF)	2,208	4,256
Men's Central Jail (MCJ)* <i>Includes 571 clinic housing beds</i>	5,108	5,673
Twin Towers Correctional Facility (TTCF)	2,244	4,748
TTCF IRC (231 and/or 232)	336	
Century Regional Detention Facility (CRDF) (includes 80 for booking)	1,588	2,380
<b>Total</b>	<b>14,024</b>	<b>22,198</b>

*\*MCJ has been further depopulated by agreement due to the Rutherford Decision*

<sup>4</sup>, Vanir Construction Management, "Los Angeles County Jail Plan, Independent Review and Comprehensive Report," prepared for the Los Angeles County Board of Supervisor, July 3, 2013 pages 28-70

**AB 900 Grant Alternative**

The County of Los Angeles has been granted a conditional award of the Phase II AB 900 Grant to develop 1,156 beds at Pitchess Detention Center (PDC) for female inmates. In October of 2012, the Immigration and Customs Enforcement (ICE) contract at the Mira Loma Detention Facility in Lancaster was terminated, and the previously occupied facility became available. The Mira Loma facility was recently rated (October of 2012) by the BSCC for 1,040 beds, with minimal modifications. Prior to the ICE contract, the facility, constructed in the 1980's, originally housed female inmates until its closure in 1993, due to budget constraints. The facility is configured with modular steel dormitories in an outdoor setting, with sufficient space to add more beds and program space.

In March 2013, as a result of the vacated Mira Loma Facility, the Board of Supervisors directed the CEO, Sheriff, and Department of Public Works (DPW) to report back on a preferred project site for the proposed AB 900 Project. It was at this time that the use of Mira Loma as an alternate site for the previously awarded program of 1,156 beds for females via the AB 900 PDC Project became a more cost effective option. Mira Loma is an existing facility that previously housed female inmates and would require minimal renovation to meet the previously submitted program, and is free of encumbrances. An analysis of possible re-use of the facility's systems, infrastructure, and code conditions, as prepared by Onyx Architects, identified the costs and renovations necessary to update the facility to current codes, construct an additional 116 beds, upgrade the kitchen infrastructure and water system, as well as construct and

## Los Angeles County's Submission for SB 1022 Grant Narrative

renovate the required space to provide medical services and program areas for female inmates. The facility has extensive programming space in a campus style design.

On October 22, 2013, at the direction of the Board of Supervisors, the CEO and the Sheriff's Department determined that moving the AB 900 Grant to Mira Loma makes better use of the grant funds and County resources. The facility will be a low to medium security project, and the bed count will increase from 1,156 (contemplated at PDC) to **1,604 beds**. Within this bed configuration, 448 new beds will be identified as transitional housing, with increased access to privileges and programs, a contact visiting program for all eligible inmates that includes activities and events to reinforce the family bond, normative dining, and continued access to treatment and educational programs. This facility is planned to be entirely an Education Based Incarceration (EBI) campus, with the custody staff trained in facilitating the EBI program, principles and concepts, as well as gender-responsive programming. EBI has already shown to be successful in providing focus for inmates, which has reduced violence in our jail facilities and has positive indications that it will reduce recidivism.<sup>5</sup>

### **SB 1022 Grant – Reentry Facility**

Adjacent to the AB 900 Mira Loma facility, the County envisions constructing a Type II reentry facility and program space using SB 1022 grant funds for low to medium security female offenders. The 1,604 bed AB 900 facility will introduce and support a smooth transition to the proposed SB 1022 Correctional Reentry Facility (CRF), which

---

<sup>5</sup> Los Angeles County Sheriff's Department Education Based Incarceration (Lee D. Baca, Sheriff), "Creating a Life Worth Living," pages 48-49



## Los Angeles County's Submission for SB 1022 Grant Narrative

will provide a structured post-incarceration plan to shift inmates from a custody environment back into the community. Under the jurisdiction of the Sheriff's Department, **236** new beds are planned, in a more normative setting with an intensive focus on life skills, completing education goals, vocational or job assistance, acquiring housing, parenting and reunification, and continuing the treatment cycle provided by mental health and substance abuse professionals. Under this grant application, the County also proposes to construct approximately 40,000 square feet of new programming space for mental health and substance abuse treatment, medical clinic space, as well as programs and services provided by County Departments and Community Based Organization (CBO) or Faith Based Organization (FBO) partners to provide reentry support.

The total proposed number of beds for both AB 900 and SB 1022 projects is **1,840** beds for female inmates. The remaining female inmate population, who are high risk due to their security classification or require more intensive medical or mental health supervision, will remain at Twin Towers or other jails that have appropriate services to meet their needs.

### **SB 1022 Reentry Facility Proposed Programs**

By co-locating reentry beds and sufficient program space, this new construction will allow female inmates to transition from a custodial to a reentry setting, and finally to the community, with a supportive treatment plan to address the realities and on-going needs of mental health care and substance abuse recovery. The program will be based

on the current standards of gender responsive programming, with a focus on trauma informed curriculum.

The proposed AB 900 facility and SB 1022 Mira Loma Correctional and Reentry Facility (CRF) will allow female inmates additional programming alternatives, set within a campus-like environment that is more responsive to female inmates. The advantage of co-locating an education driven custody facility and a reentry facility is significant. The environment of the MLDC facility coupled with the emphasis on education, rehabilitation, and re-entry will provide the inmates with a path toward the goal of gaining life skills and developing and retaining behavior patterns that will allow them to be successful in the community and in their lives. In the event the reentry females require additional support, the main facility is adjacent.

### **Education Based Incarceration**

The offender programming planned to be offered at the SB 1022 CRF at Mira Loma for female inmates includes the aforementioned EBI, as well as considering the gender-responsive principles and concepts offered in the California Department of Corrections and Rehabilitation's, "The Master Plan for Female Offenders: A Blueprint for Gender-Responsive Rehabilitation" (2008), and current programming models being provided to the Sheriff's Department by the National Institute of Corrections (NIC).

Essentially, the backbone of the program will be based on each inmate's individual risk and needs. All females at the Mira Loma site will receive a risk and needs assessment and an individual case plan will be developed based on their risk,

## Los Angeles County's Submission for SB 1022 Grant Narrative

needs, and time to serve. The campus style design of the facility and the significant program space available will be ideal for women transitioning between programs during their stay, and affords the county space to implement innovative reentry programming such as: Joint Venture, Mother-Children Co-located Housing; and vocational programming that could potentially reduce costs.

One of the Sheriff's Department most successful programs is the Maximizing Education Reaching Individual Transformation (MERIT) program, which is a comprehensive three-dimensional educational and therapeutic course. This program relies on an active partnership between Los Angeles County Sheriff's Department, CBOs and FBOs. One of the hallmarks of the MERIT program is providing the participants the opportunity to recognize the necessity of personal commitment in reaching their goals, accepting responsibility for their actions, and being accountable for their life choices. This is accomplished with an intensive course of study, coupled with participant housing in the same living area as their program. Upon completion of this course of study, participants are encouraged to become MERIT Masters. These MERIT Master participants will recruit inmates from the general population to enroll in the MERIT program, and be trained to facilitate EBI life skills courses to other inmate students.

The design of the Mira Loma complex will afford ample space for cognitive based programming, education, vocation, substance abuse, faith based, parenting, anger management, and a myriad of rehabilitative and recreational programs that are evidence based to improve reentry outcomes.



## Los Angeles County's Submission for SB 1022 Grant Narrative

While EBI has been a great success within the County jail system, it has become apparent that more needs to be done in terms of providing the appropriate space to conduct these programs and training within the physical configuration of the jails. The County has renovated dining halls, dayrooms, or other spaces, into classrooms that may or may not be adjacent to housing areas, and are not conducive to educational programming. Furthermore, these converted classrooms are not configured optimally to allow the maximum use of technology, or provide the best audio and visual contact with the instructors.

In addition to EBI, the types of programming available to be implemented at the SB 1022 Mira Loma CRF facility include: tele-psychiatry services to alleviate the waiting list for mental health services which is a collaborative effort with the University of California Los Angeles; a collaborative program with the Los Angeles County Department of Mental Health (DMH) Prevention and Early Intervention called "Mom's on a Mission", which provides a six-month intensive substance use disorder and case management program for women between the ages of 18 and 25 who are pregnant or parenting, and whose children are at risk for juvenile justice or Los Angeles County Department of Children and Family Services (DCFS) involvement; and other programs targeting substance abuse and mental health identified as Co-occurring Disorders (COD). The framework of the programs and services offered to the reentry female inmates will be individualized and established under the guidance of both the Los Angeles County Sheriff's Department's EBI program and the County programs. The core programs offered will include treatment for mental health issues, treatment for

substance abuse issues, counseling for victimization and trauma, medical care, education and vocational training, job assistance and preparation, parenting and reunification services, housing assistance, Department of Motor Vehicles access, and Department of Public Social Services, as well as access to CBOs and FBOs. In addition, the proximity of the County's Animal Care and Control shelter, just east of the facility, could provide therapeutic and vocational opportunities for female inmates in the care and training of small animals. Currently, therapy dogs are a part of our jail facilities programming under EBI, and the grooming and training program, already in place at PDC, could be duplicated at this location. As this shelter also accepts large animals such as horses, training to care for large animals could also be incorporated.

Ideally, housing female inmates in smaller, therapeutic communities within custody, coupled with appropriate treatment, education, and emphasis on gender-responsive approaches, has been shown to be a more effective strategy in reducing recidivism<sup>6</sup>. The goal of allowing female inmates additional privileges and eventual acceptance into the reentry program away from the "traditional custody setting" will contribute to the creation of a culture within the jail that promotes less violence and conflict.

### **Risk Assessment Tools**

Currently, risk assessments utilizing the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) and the Wisconsin Risk-Based

---

<sup>6</sup> California Department of Corrections and Rehabilitation, "The Master Plan for Female Offenders: A Blueprint for Gender-Responsive Rehabilitation", 2008, page 31.

## **Los Angeles County's Submission for SB 1022 Grant Narrative**

Assessment tool facilitate developing a course of individualized programming needs for all inmates, and are completed at time of booking. These risk assessments will be calibrated utilizing supplemental assessments for female inmates so that their participation in EBI and other intensive programming efforts will result in a less violent, disruptive environment. A safer jail environment benefits the County by reducing staff assaults, inmate on inmate assaults, the use of force on inmates, and finally, a productive cooperative environment will facilitate the reduction of inmate recidivism. The Sheriff's Department continues to partner with the National Institute for Corrections on the proper risk assessment tool and programming for female inmates.

### **Reentry for Female Inmates**

Bringing female inmates serving the last six to nine months of their jail sentence into a reentry setting that is equipped with resources from County Departments, CBOs and FBOs, which offer intensive, innovative, gender-responsive supportive services and education, including continuing mental health and substance abuse treatment services and care, will drive us toward the goal of reducing recidivism and strengthening our communities. Housing female inmates in a more appropriate, less restrictive, lower security environment including the reentry facility, will create more space within the Los Angeles County jail system which will be available for those inmates requiring more intensive medical or mental health care, or separation from the rest of the inmate population for a variety of reasons.



**Fire Camps and Alternative Housing**

The County has executed a Fire Camp contract with the State for 512 inmates, and also executed a contract for a Community Corrections Facility (CCF) at Taft for another 512 male inmates. The Fire Camp contract was approved by the Board on September 17, 2013, and the CCF contract with Taft was approved on September 24, 2013. While the majority of the fire camp inmates will be male, a female facility anticipated to house 80 females is a part of the contract. The transfer of these inmates from traditional correctional housing into the fire camp environment will create additional bed space that had be re-purposed for a variety of housing needs

Also, the Sheriff's Department is operating a 90-day pilot program for 40 beds for females to be housed on electronic monitoring at substance abuse treatment beds operated at five locations in the County (July 2, 2013 thru October 2, 2013). This program is supervised by the County Sheriff's and Probation Departments along with community partners, Volunteers of America and HealthRight 360. This pilot has been continued and an average of 20 female inmates per day have been enrolled this program. The Sheriff's Department is seeking additional funding for an expansion of this alternative custody model.

**CBAC - Electronic Monitoring, Work Release, Weekenders**

The County annually places 1,600 inmates on the Electronic Monitoring Program (EMP), both voluntary and involuntary. In addition, over 3,000 are annually placed on

the Work Release and Weekender Programs. These inmates are risk screened for suitability for the programs and monitored.

### **Senate Bill 76**

Recently, pursuant to Senate Bill 76, Penal Code Section 4019.1 was amended to permit the County to assess rehabilitative program credit of 1.5 days credit for every day served in a County designated conservation camp or vocational program. The Sheriff's Department is currently finalizing the policy on awarding those credits and intends to implement the credits afforded by this law immediately.

### **Assembly Bill 624**

Additionally, AB 624 provides up to six weeks program credit for inmates engaged in meaningful rehabilitative programs. These credits are applicable to inmates who are not eligible for fire camp credits. AB 624 amends Penal Code Section 4019.4, and allows AB 109 inmates to receive the same program credits they would have received if they had completed programs while housed in State prison. This bill was signed into law and will go into effect on January 1, 2014. The Sheriff's Department finalized policies and procedures to assess credits for education program completions earned after January 1, 2014. By implementing this law change, it is projected that 400 beds could be freed up by July 1, 2016.<sup>7</sup>

---

<sup>7</sup> Los Angeles County Sheriff's Department (Lee Baca), "Report to the Board of Supervisors – Analysis of Options to Increase Time Served", September 12, 2013.

Admittedly, it is very early to project the effectiveness of these alternatives. However, in the case of the contract beds, adding 512 male inmate beds will ease the crowding at our medium and low security facilities. As long as the inmate population does not increase, we anticipate an increase of length of sentence served; and increased participation in our alternative programs as the length of sentence increases, providing an opportunity for receiving crucial continued services, programs, and monitoring without being housed in the jail system. Formerly, inmates were reluctant to commit to alternatives as they would be simply released, without the benefit of additional monitoring, treatment, goals or services<sup>8</sup>.

## **Section 2 - Scope of Work**

The scope of this project includes the construction of 236 new reentry beds in a custody setting that will enhance the process of community reentry, and allow the inmate's newly acquired skills and behaviors to be practiced in a safe environment. It is planned that the bed configuration will be similar in nature to a college dormitory room, with 2-6 inmates per housing area. The housing space will include dining, programming, and recreation spaces in a more normative setting, utilizing residential furniture where possible. The program spaces that support this facility, such as staff lockers and administrative support, will be provided at the adjacent AB 900 facility. The food services will also be provided by the AB 900 facility. Medical services and programming space for inmate education, counseling, life skill programs, and County

---

<sup>8</sup> Vanir Construction Management, "Los Angeles County Jail Plan, Independent Review and Comprehensive Report," prepared for the Los Angeles County Board of Supervisor, July 3, 2013, page 119



## Los Angeles County's Submission for SB 1022 Grant Narrative

services needed for post-release will be provided as well. A separate contact visiting area providing extended program activities for the children and families will be constructed. Surface parking will be provided for both the AB 900 and the SB 1022 CRF. The intake functions, for release or booking, will be conducted at the Los Angeles basin jails.

CBOs and FBOs as collaborative partners in the reentry process, will be allocated space for operations and services, and will be critical to the success of this facility.

The SB 1022 Mira Loma CRF facility is planned to be staffed as an indirect supervision facility. Deputy and Custody Assistant personnel will supervise all inmate activities and housing. Most administration and management support will be provided by the AB 900 facility, and will include augmentation of medical services, food and facility services staff. Staffing can be shared with the larger facility, depending on the need at the time; however, dedicated staff will be allocated to the CRF. Transportation services staff will also be augmented to provide the additional personnel to transport female inmates to court, and to and from the IRC in the Los Angeles basin. Less staffing will be dedicated to traditional assignment of "housing officers," as the staff will follow the inmates to their activities and programs on the campus. All Title 15 checks and mandates will be required; however, it is planned that the inmates will be engaged in programs during most of the day. In addition, all custody staff will be trained in the principles and concepts of gender responsive treatment and services for inmates, with a parallel goal of having most custody staff become EBI facilitators and instructors.

**Gender- Specific Treatment**

In planning the program space, the County considered gender-specific treatment that addresses the rising population of female inmates, and their increased need for programs and services. In developing the program space, the principles of gender responsive services and programming will shape the programs provided. The National Institute of Corrections is currently working with the Sheriff's Department to enhance the gender responsive programming offered and is committed to assisting with this project. However, most programs and services require many classrooms (with the ability to expand or reduce the size of the room, depending on need) and office space for program staff. Specialized spaces such as computer training areas, library area, vocational training areas, counseling areas, mental health and medical clinic service areas, reflection or study areas, and extended contact visiting areas will be provided. Currently, the space to conduct inmate programs are normally located inside a converted or renovated space, and were not designed as classroom or program space. The County proposes to design and construct the new SB 1022 spaces to be conducive for an environment of learning. For both the housing areas and for the program space, a primary goal must be to create an custody environment based on safety and respect. Female inmates are more likely than male inmates to be economically disadvantaged, more likely to have a substance abuse issue, and more likely to have been the victims

of abuse. Gender responsive programming acknowledges and addresses these hard realities.<sup>9</sup>

Female inmates will require a comprehensive setting to address the many needs that may arise upon embarking back into to community: emergency shelter, food, financial assistance, counseling services, educational and vocational organizations, transportation services, and advocacy groups, CBOs and FBOs. It is anticipated that the outdoor setting and the available space, as well as the variety of program areas, will allow the addition of resources to this campus. Flexibility of the program space to serve more than one function or service will contribute to the increased number and variety of offered activities, programs and services.

### **Section 3 - Offender Management and Programming**

The proposed construction will address the County's jail system goals of lengthening the amount of sentence served, reducing crowding conditions within the jail system, and providing the necessary programming and support that is so crucial to a successful reentry process. These will be system wide improvements, impacting both the male and female inmate population. In terms of how this construction aligns with the Community Corrections Partnership (CCP) plan, the County has already implemented most of the CBAC goals, including the approval of the Fire Camp and Taft CCF contracts. Increasing the incentives to complete a six week education program in

---

<sup>9</sup> Stephanie S. Covington, Ph.D., L.C.S.W., and Barbara E. Bloom, Ph.D., M.S.W., Department of Criminal Justice Administration, Sonoma State University, Rohnert Park, CA, "Gender-Responsive Treatment and Services in Correctional Settings", 2006, page 3.



## **Los Angeles County's Submission for SB 1022 Grant Narrative**

exchange for reducing the sentence served is an innovative step in acquiring "buy in" from inmates to accept programming, and will commence in January 2014.

For programs addressing the pre-sentenced population, the Sheriff's Department continues to work with our justice partners to develop programs and procedures for this complex topic.

The SB 1022 Mira Loma CRF, in conjunction with the adjacent AB 900 facility, will provide comprehensive, and three dimensional (known as "wrap-around") educational and therapeutic community programs. Transitional services and programs needed to continue in treatment, as well as programs and services once released will also be coordinated. In this way, the proposed SB 1022 CRF facility supports and augments the County's CCP.

As previously described, the Los Angeles County Board of Supervisors has requested that Vanir Construction Management to jail plan develop options that include jail beds needed, especially to address the significant population of inmates that require acute mental health interventions. This plan is anticipated to be formally presented to the Los Angeles County Board of Supervisors in March of 2014.

### **Section 4 - Administrative Work Plan**

The County of Los Angeles will utilize the Los Angeles County Department of Public Works for project management, and the role of Construction Administrator will be Ms. Shari Afshari, Deputy Director. The Project Financial Officer designated for this

## **Los Angeles County's Submission for SB 1022 Grant Narrative**

project is Mr. Jan Takata, Senior Manager, with the County of Los Angeles Chief Executive Office. The Project Contact Person(s) will be Mr. Gary T.K. Tse, Director, Facilities Planning, County of Los Angeles Sheriff's Department; and Ms. Tracey Jue, Manager, County of Los Angeles Chief Executive Office.

The Los Angeles County Board of Supervisors has authorized Ms. Brence Culp, Chief Deputy, Chief Executive Officer, to sign the RFP Agreement and submit the proposal for funding in accordance with the requirements of the RFP.

The County has authorized an amendment to the contract to provide environmental review and the preparation of an environmental impact report (EIR) for both projects. The EIR reports should be completed for certification by November 1, 2014. Further, the County has completed a preliminary review of the real estate title issues at the Mira Loma site and found the site to be free of encumbrances. A full due diligence package should be completed and submitted no later than May of 2014. The County has directed Vanir Construction Management to commence programming activities, and authorized the use of an expedited solicitation process for an Architect/Engineer (A/E) contract for the preparation of scoping documents.

Construction of the SB 1022 Mira Loma Correctional Reentry Facility should commence by July 1st of 2015. This project is projected to be completed by December of 2018.

### **Section 5 - Budget Review and Reasonableness**

## **Los Angeles County's Submission for SB 1022 Grant Narrative**

The County is requesting a total of \$80 million in State financing for the proposed SB 1022 Mira Loma CRF project. The County intends to construct 236 beds, which would increase capacity to the existing system. In addition, the County will construct approximately 40,000 square feet of programming space for the reentry facility which would incorporate EBI programs, independent living skills and training, parenting and family reunification, mental health services and counseling, substance abuse treatment and counseling, and other critical programs essential for inmates returning to the community. These intensive programs will also reach out to the inmates housed at the adjacent AB 900 facility, and will provide a pathway to reentry for the goal of reducing recidivism.

The construction costs for this proposed project are for new construction; however, the costs are based on the model of easily erected modular buildings to mirror the type of construction at the adjacent facility. This construction model will lend itself to more expeditiously constructed project. In addition, a new County outpatient facility, located six miles from Mira Loma, will open in mid-2014. This County Health Services facility can provide support for primary care, urgent care, and outpatient specialty care for the female inmates housed at both proposed facilities.

Other efforts to leverage funds include the contribution of County matching funds (\$8.9 million) to offset construction costs. Programmatically, the County is seeking State and Federal funding, in addition to private grants, for reimbursement of mental health costs, education program costs, and parenting program costs.



## **Los Angeles County's Submission for SB 1022 Grant Narrative**

In summation, the combination of the transfer of the AB 900 grant from PDC to the Mira Loma site, along with the SB 1022 CRF, will allow the County to provide a wider array of services and programs specific to the need of the majority of female inmates. The net gain in additional bed space in the Los Angeles County jail system will allow the Sheriff's Department a variety of population management options, such as reducing the population of MCJ, or increasing time served, or eliminating the Taft CCF contract. The aging infrastructure and linear design of MCJ have proven to be an on-going challenge for the Sheriff's Department, and the reduction of the inmate population will considerably assist in the efforts to manage this facility until it is replaced.

The opportunity to co-locate the CRF along with the planned innovations in the development of programs, treatment, counseling, staff education and services specifically designed to meet gender-responsive principles and goals is of great benefit to the County, both fiscally by the adaptive reuse of an existing vacant County asset, and programmatically by offering evidence-based programs to female inmates with the goal of reducing recidivism.

## **SB 1022 GRANT APPLICATION RESOLUTION**

WHEREAS, the Public Safety and Offender Rehabilitation Services Act, which was signed into law on May 3, 2007, authorizes the California Department of Corrections and Rehabilitation (CDCR), the State Public Works Board (PWB), and a participating county to enter into a construction agreement in order to acquire, design, and construct a local jail facility approved by the Board of State and Community Corrections (BSCC);

WHEREAS, Senate Bill 1022 (SB 1022), which was signed into law on June 27, 2012, authorizes PWB to issue revenue bonds, notes, or bond anticipation notes to finance the acquisition, design, and construction of approved adult local criminal justice facilities;

WHEREAS, the BSCC has issued a Request for Proposals (RFP) for Construction of Adult Local Criminal Justice Facilities for the purpose of entering into such agreements and disbursing funds in support of such construction;

WHEREAS, the RFP requires each county submitting a proposal to include a resolution approved by its Board of Supervisors.

**BE IT RESOLVED** hereby by the Board of Supervisors of the County of Los Angeles as follows:

1. That the County of Los Angeles has identified the following key staff:

County Construction Administrator: Shari Afshari, Deputy Director, County of Los Angeles Department of Public Works

Project Financial Officer: Jan Takata, Senior Manager, County of Los Angeles Chief Executive Office

Project Contact Person(s): Gary T.K. Tse, Director, Facilities Planning, County of Los Angeles Sheriff's Department ; and

Tracey Jue, Manager, County of Los Angeles Chief Executive Office

2. That the Board authorizes Brence Culp, Chief Deputy, CEO to sign the RFP Agreement and submit the proposal for funding in accordance with the requirements of the RFP.
3. That the County of Los Angeles assures that it will adhere to State requirements and terms of the agreements between the County, the BSCC, and PWB in the expenditure of any State financing allocation and County contribution funds.

4. That the County of Los Angeles is seeking funding preference for its proposed project within the Adult Local Criminal Justice Facilities Construction Financing Program. As such, the Board of Supervisors of Los Angeles County does hereby represent, warrant, and covenant as follows:

- a. That the County cash contribution funds, as described in the documentation accompanying the County's SB 1022 Financing Program Proposal Form, have been derived exclusively from lawfully available funds of the County.
- b. That the payment of the County cash contribution funds for the proposed adult local criminal justice facility project (i) is within the power, legal right, and authority of the County; (ii) is legal and will not conflict with or constitute on the part of the County a material violation of, a material breach of, a material default under, or result in the creation or imposition of any lien, charge, restriction, or encumbrance upon any property of the County under the provisions of any charter instrument, bylaw, indenture, mortgage, deed of trust, pledge, note, lease, loan, installment sale agreement, contract, or other material agreement or instrument to which the County is a party or by which the County or its properties or funds are otherwise subject or bound, decree, or demand of any court or governmental agency or body having jurisdiction over the County or any of its activities, properties or funds; and (iii) has been duly authorized by all necessary and appropriate action on the part of the governing body of the County.
- c. That the County cash contribution funds and the proposed adult local criminal justice facility project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the County cash contribution funds and the proposed adult local criminal justice facility project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the proposed adult local criminal justice facility project or the trustee for the lease-revenue bonds.
- d. That the proposed adult local criminal justice facility project in the County's SB 1022 Financing Program proposal is authorized to proceed in its entirety when and if there is Board of Supervisors



approval of CEQA compliance and project documentation and when and if state financing is awarded for the proposed adult local criminal justice facility project within the SB 1022 Financing Program and such financing is accepted by the Board of Supervisors.

5. That the County is seeking funding preference for submittal of the complete initial real estate due diligence package.
6. That the County is seeking funding preference for submittal of documentation evidencing the execution of a contract for CEQA compliance services for an Environmental Impact Report for the proposed site with a timeframe for completion of 11 months.
7. That the County is seeking funding preference associated with review of and authorization to execute the project documents required within the SB 1022 Financing Program. As such, the Board of Supervisors of Los Angeles County does hereby approve the framework of details for the various agreements necessary involving county and state entities for the adult local criminal justice facilities construction projects, set forth in the *SB 1022 Final RFP*, which includes the framework for the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. The Board of Supervisors, or their designees (collectively, the "Authorized Officers"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, conforming substantially to the framework of details hereby approved, with such non-substantial additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the SB 1022 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes.

Each of the Authorized Officers is authorized to execute these respective agreements at such time and in such manner as is necessary within the SB 1022 Financing Program. Each of the Authorized Officers is further authorized to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.

- / / / / / / / / / / / / / / / /

The foregoing resolution was on the 22<sup>nd</sup> day of October, 2013, adopted by the Board of Supervisors of the County of Los Angeles and ex officio the governing body of all other special assessment and taxing districts, agencies, and authorities for which Board so acts.



SACHI A. HAMAI, Executive Officer-  
Clerk of the Board of Supervisors of the  
County of Los Angeles

By Lachelle Smitherman  
Deputy

APPROVED AS TO FORM:

JOHN F. KRATTLI  
County Counsel

By [Signature]  
Principal Deputy County Counsel



**PROJECT SITE ASSURANCE RESOLUTION  
SENATE BILL 1022**

WHEREAS, Senate Bill 1022 (SB 1022), the Public Safety and Offender Rehabilitation Services Act, which was signed into law on May 3, 2007, authorizes the California Department of Corrections and Rehabilitation (CDCR), the State Public Works Board (PWB), and a participating county to enter into a construction agreement in order to acquire, design, and construct a local jail facility approved by the Board of State and Community Corrections (BSCC);

WHEREAS, Senate Bill 1022 (SB 1022), which was signed into law on June 27, 2012, authorizes PWB to issue revenue bonds, notes, or bond anticipation notes to finance the acquisition, design, and construction of approved adult local criminal justice facilities;

WHEREAS, the BSCC has issued a Request for Proposals (RFP) for Construction of Adult Local Criminal Justice Facilities for the purpose of entering into such agreements and disbursing funds in support of such construction;

WHEREAS, the County will proceed with the proposed construction of a female reentry facility and auxiliary program space on a portion of the Mira Loma Detention Facility located at 45100 North 60<sup>th</sup> St., Lancaster, CA 93536, subject to a conditional award being granted to augment funding under the SB 1022 program and Board action considering the appropriate environmental review pursuant to CEQA with subsequent project approval;

WHEREAS, the SB 1022 grant requires that the County provide a site assurance of the proposed project site at the time the proposal is submitted, or within ninety (90) days of receipt of BSCC's notice of conditional award for financing; and

**BE IT RESOLVED** hereby by the Board of Supervisors of the County of Los Angeles as follows:

1. Assures that the County has project site control of the local jail facility that is identified (Mira Loma Detention Facility) through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Board of State and Community Corrections, for so long as State Public Works Board Lease-Revenue Bonds secured by the financed project remain outstanding.
2. That the County attests that cost or current fair market land value for the proposed new or expanded jail facility is approximately \$93,400.

The foregoing resolution was on the 22<sup>nd</sup> day of October, 2013,  
adopted by the Board of Supervisors of the County of Los Angeles and ex officio the  
governing body of all other special assessment and taxing districts, agencies and  
authorities for which Board so acts.



SACHI A. HAMAI, Executive Officer  
Board of Supervisors of  
The County of Los Angeles

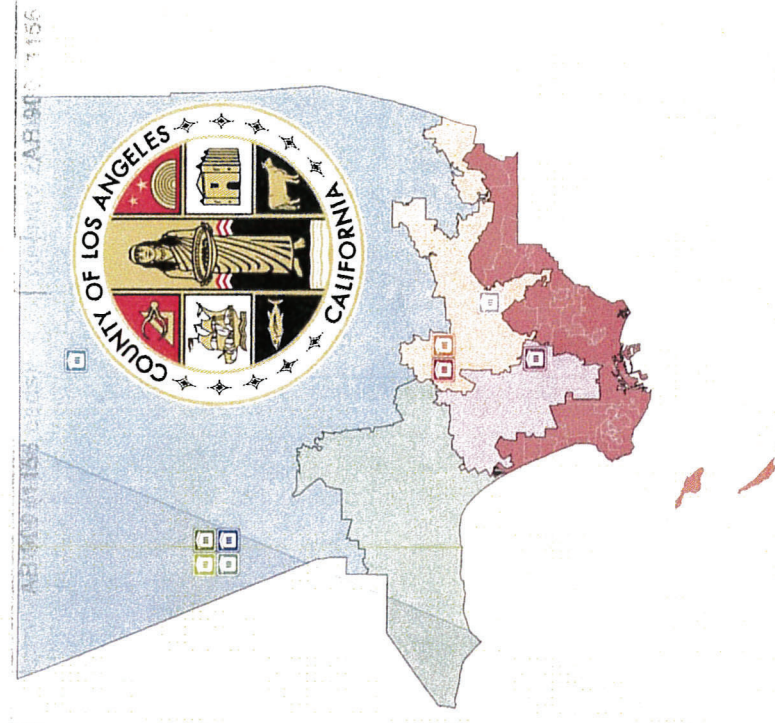
By Sachelle Smitherman

Deputy

APPROVED AS TO FORM:

JOHN F. KRATTLI  
County Counsel

By Michelle Lopez  
Principal Deputy County Counsel



# LOS ANGELES COUNTY JAIL PLAN

## INDEPENDENT REVIEW AND COMPREHENSIVE REPORT

**BOARD OF SUPERVISORS' PRESENTATION**  
**SEPTEMBER 17, 2013**

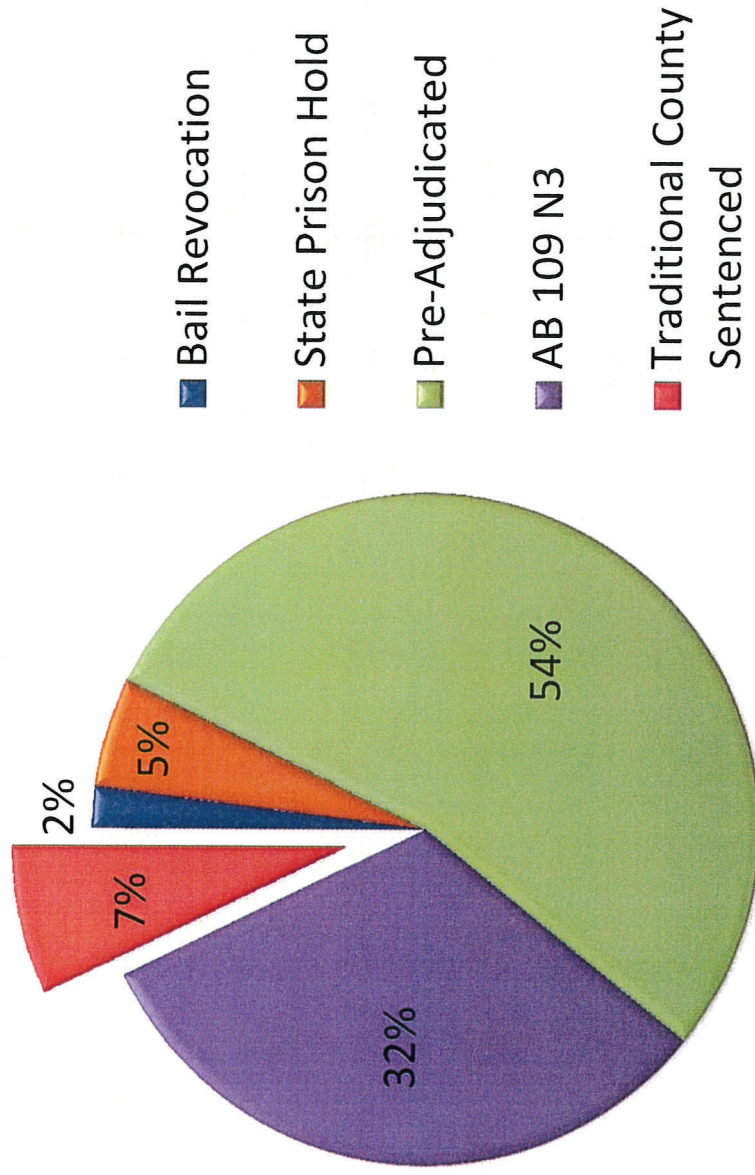
**Vanir Construction Management, Inc.** Solutions for Success





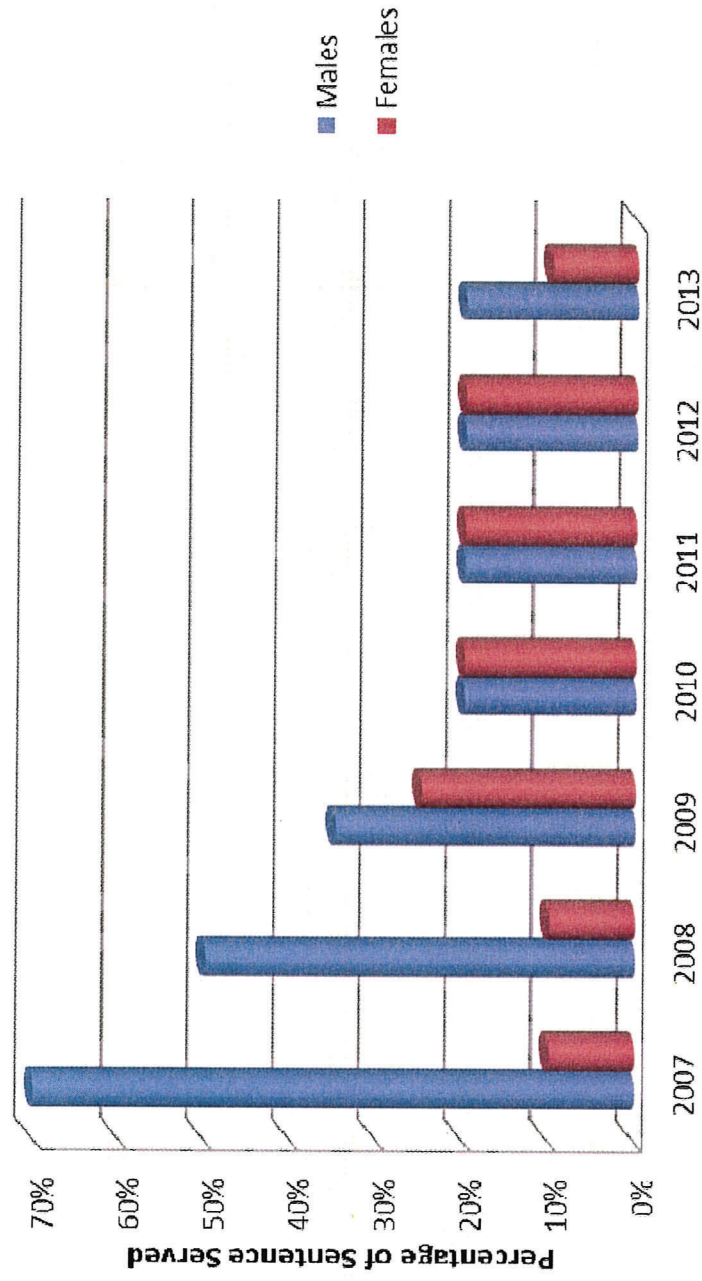


## County Jail System Primary Inmate Population Groups



**Additional capital costs and beds needed if the time served by inmates was increased to 50, 60, 70 or 75 percent of their sentence**

## Percentage of Time Served for Traditional County Sentenced Inmates



Source: Los Angeles County Sheriff's Department

**Additional capital costs and beds needed if the time served by inmates was increased to 50, 60, 70 or 75 percent of their sentence**





## Number of Beds Needed to Increase Percentage of Time Served

Minimum Time Served	Number of Additional Inmates	Number of Additional Beds Including 10% Peaking/Classification
<b>50%</b>	1,549	<b>1,704</b>
<b>60%</b>	2,114	<b>2,325</b>
<b>70%</b>	2,680	<b>2,948</b>
<b>75%</b>	2,963	<b>3,259</b>

Additional capital costs and beds needed if the time served by inmates was increased to 50, 60, 70 or 75 percent of their sentence





# Comparison between the Federal Mandate to the State Prison System and the Los Angeles County Jail Plan Options

Federal Mandate to				
State Prison System	Option 1A	Option 1B	Option 2	Option 3
137.5%	124.2%	124.5%	124.5%	124.2%
				Option 4
				120.3%

Number of beds needed for the County to meet the State's Federal mandate  
of 137 percent for each facility



# Existing County Jail Facilities Populations Plan Options (Proposed)

	PDC East	PDC North	PDC South	NCCF	MCJ	TTCF	CRDF	IRC
Proposed Inmate Population	1,152	1,382	988	3,384	0	3,927	1,868	302
BSCC Rated Capacity	926	768	846	2,208	0	2,244	1,668	336
Percent of Rated Capacity	<b>124.4%</b>	<b>180.0%</b>	<b>116.8%</b>	<b>153.3%</b>	-	<b>175.0%</b>	<b>112.0%</b>	<b>89.9%</b>

Notes:

PDC - Pitchess Detention Center

NCCF - North County Correctional Facility

MCJ - Men's Central Jail

TTCF - Twin Towers Correctional Facility

CRDF - Century Regional Detention Facility

IRC - Inmate Reception Center

**Number of beds needed for the County to meet the State's Federal mandate  
of 137 percent for each facility**





## Existing Facilities in Jail Plan Options that would Exceed 137.5% Capacity

	PDC North	NCCF	TTCF
Jail Plan Options	1,382	3,384	3,927
Proposed Inmate Population			
Reduced Inmate Population to meet 137.5% Capacity	1,045	3,006	3,055
Difference Between Proposed and Reduced Inmate Population	337	378	872

Number of beds needed for the County to meet the State's Federal mandate  
of 137 percent for each facility





## Additional Beds Required for all Facilities in the Jail Plan Options to Meet the State's Federal Mandate of 137.5% of Capacity

Existing Facility	Number of Additional Beds	Number of Additional Beds Including 10% Peaking/Classification
<b>PDC North</b>	337	<b>371</b>
<b>NCCF</b>	378	<b>416</b>
<b>TTCF</b>	872	<b>959</b>
<b>Total Number of Additional Beds</b>		<b>1,746</b>

**Number of beds needed for the County to meet the State's Federal mandate of 137 percent for each facility**



LEROY D. BACA, SHERIFF

**County of Los Angeles**  
**Sheriff's Department Headquarters**  
**4700 Ramona Boulevard**  
**Monterey Park, California 91754-2169**



September 12, 2013

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
Los Angeles, California 90012

Dear Supervisors:

**REPORT BACK REGARDING MOTION BY SUPERVISOR ANTONOVICH FOR  
AN ANALYSIS OF OPTIONS TO INCREASE TIME SERVED BY  
M-7 INMATES AND ASSOCIATED COSTS; INCLUDING  
THE PROPOSED CONTRACT FOR FIRE CAMPS AND COMMUNITY  
CORRECTIONAL FACILITIES AND THEIR IMPACT ON THE POPULATION**

**SUBJECT**

The Los Angeles County Sheriff's Department (Department) is responding to the September 3, 2013, motion by Supervisor Antonovich requesting that the Department provide options to expand jail capacity to afford the retention of M-7 inmates to complete their sentences. Specifically, how the impact of fire camps and contract capacity with a Community Correctional Facility (CCF) would influence the increase in time served.

**Background**

The Department has historically been unable to retain all inmates to the full length of their sentences. Generally, a percentage of time served for Los Angeles County (County) sentenced inmates has been applied to address capacity challenges. In October 2011, Public Safety Realignment (AB 109) required counties to house felons in the jails who would have previously served their sentences in State prison, which exacerbated jail capacity issues.

*A Tradition of Service*

As of September 1, 2013, there were over 6,100 inmates serving their sentences in the County jails who would have previously served their time in State prison. As a result of the increase of this population and insufficient funding from the State to house this population, the Department has been required to release county sentenced felons prior to completion of their sentence.

### **M-7 County Sentenced Felons**

In addition to AB 109 sentenced felons, the County has been required to house County sentenced inmates in the jails. While these are considerably lower risk inmates, a fraction of those offenders have an original charging offense that appears serious or violent in nature, based on the charging section of the PC (PC). The Department refers to this population as "M-7" inmates. As a result, the Department has required this population to serve 40 percent of their sentence; as opposed to the percent (10-20 percent) other County sentenced inmates may serve.

The M-7 designation includes inmates convicted of charges under the following PC sections: manslaughter (192 PC), mayhem (203 PC), kidnapping (207 PC), robbery (211 PC, 212.5 PC), carjacking (215 PC), aggravated assault (245 PC), negligent discharge of a firearm (246.3 PC), child abuse (273(d) PC), child molestation (290 PC), and child annoyance (647.6 PC).

### **Projection of Capacity Needs**

It is estimated that should the M-7 population be required to serve 100 percent of their sentence, the Department would need approximately 700 additional beds. This capacity need would be gradual; however, most of the 700 additional beds would be necessary within the first six months of implementation of a new policy.

It is important to clarify that the Department has used reasonable assumptions to estimate the population needs should the M-7 inmates be required to serve 100 percent of their sentences. However, the Department does not have expertise in population projections, nor can it accurately project changes in crime, sentencing laws or court/prosecutor behavior. Therefore, the capacity projections are based on best estimates, as a result, it is preferred that a professional projection expert is contracted to assist the Department in completing bi-annual projections of the overall population and subpopulations, such as females and mentally ill inmates. The Department is currently exploring options to contract for such services.

Another area to be considered is the impact that public safety realignment will play in the next year. The AB109 population had remained relatively stable at approximately 5,800 inmates from October 2012 until May 2013. However, in June 2013, the population began steadily increasing and is currently over 6,100 inmates. It is too soon to know if this is a seasonal summer trend or if it will be sustained growth. However, if the trend does not stabilize or reduce, the capacity needs will increase.



**Fire Camp Contract**

<i>Capacity:</i>	<i>500 Beds</i>
<i>Cost per Inmate:</i>	<i>\$46.19 per day</i>
<i>Annual Cost:</i>	<i>\$8,429,675</i>
<i>Implementation Timeline:</i>	<i>July 2014: 300 beds</i> <i>July 2015: 500 beds</i>

The approval of the agreement between the Department and the California Department of Corrections and Rehabilitation (CDCR) to contract for fire training services would provide the jail system additional capacity up to 500 beds. However, these beds cannot be immediately activated to full capacity due to the need to train fire camp inmates prior to transfer to the camp program. It is anticipated that by July 2014, at least 300 beds will be freed up to afford increased time served for M-7 inmates. It is anticipated the program will be fully implemented to 500 beds in early 2015.

The Department is ready to begin transferring inmates as soon as the contract is approved. Currently, there are approximately 250 male inmates involved in the program at various levels of training completion, with another 40 females preparing for transfer to CDCR to participate in the women's fire camp program.

In addition to the bed capacity the program provides, participating inmates will qualify for the accelerated 2 to 1 credit earning. This increased credit earning will reduce in-custody stay by approximately 30 percent, thus creating bed-space in addition to the 500 bed fire camp slots, and immediately impacting the in-custody time of M-7 inmates.

This contract has an established term ending on June 30, 2016. It can be cancelled without cause 60 days after giving notice.

**Community Correctional Facility Contract – Taft**

<i>Capacity:</i>	<i>512 Beds</i>
<i>Cost per Inmate:</i>	<i>\$60.50 per day</i>
<i>Annual Cost:</i>	<i>\$11,306,240 contract costs</i>
<i>Departmental Costs:</i>	<i>The cost for initial inmate transportation in staff overtime, gasoline and ancillary costs is estimated to be \$25,000. Routine transportation thereafter will be accomplished via scheduled State transportation runs.</i>
<i>Implementation Timeline:</i>	<i>We can deliver approximately 250 inmates to Taft in 30 days, with an additional 250 to follow 30 days later. Transfer can start 60-90 days after contract signed.</i>

The approval of the agreement between the Department and the city of Taft (Taft) to contract general population male inmates would provide up to 512 beds.

The Department can quickly reconvene with representatives from Taft to review the previous contract for any needed update, finalize a policy for screening inmates for transfer, and develop a transfer timeline to facilitate this activation. Officials from Taft have previously stated that it will take 60-90 days from the date of contract agreement until they are capable of receiving inmates (hiring and training staff). During that time, the Department would be able to initiate inmate screening and schedule bus transportation. This initial screening process may take additional staff resources; however, Court Services Transportation Bureau (CST) stated they could transfer the initial 500 inmates to Taft with minor adjustments, or additions to existing bus runs, as well as only minimal projected overtime. After populating the facility, CST would be able to provide routine transportation to/from Taft via the normal state-wide runs with only minimal additional costs.

The Department is currently involved in CARP scheduling (overtime reduction behind staff shortages), while simultaneously attempting to implement the organizational changes recommended by the CCJV. To re-open a section of East Facility would require re-deployment of personnel and the utilization of overtime, which would hamper the Department's efforts in these two areas. Contracting with Taft would allow the Department access to 512 jail beds without having to hire or de-deploy any staff, therefore, strengthening efforts to end CARP and implement CCJV recommendations.

Contracting with Taft would also provide time and flexibility for the Department to consider, research, and implement alternative to custody programs.

The challenge of the contract is that it requires a three-year agreement in which the Department can terminate without cause, but it will sustain a fine. The below is from the current proposed MOU with Taft.

*Sheriff's Department has agreed to pay a penalty of \$930,000 (equivalent to one month's payment) if we terminate the agreement during the first 36 months; however, this penalty shall be reduced pro-rata based on the remaining months left in the 36-month period. After the first 36-month period, the Department has no further obligations to pay a penalty.*

The Taft contract also mandates rehabilitative programming, which could facilitate credit earning for program completions. Due to the current crowding conditions in the State prisons, the CDCR has had preliminary discussions with Taft and other CCF's, which give the contracting decision a greater degree of urgency.

**Reactivate up to 500 Beds at Pitchess Detention Center – East**

<i>Capacity:</i>	<i>500 Beds (Total Available 1,600)</i>
<i>Cost per Inmate:</i>	<i>\$112 per day</i>
<i>Annual Cost:</i>	<i>\$20.1 million for 500 beds (\$40 Million 1,600)</i>
<i>Implementation Timeline:</i>	<i>Upon approval of funding.</i>

The Department maintains approximately 1,800 beds at Pitchess Detention Center – East Facility (East). Currently, the facility is being utilized to house low level fire camp inmates who are attending training, and is minimally staffed due to the security level of the inmates. The Department can quickly reactivate vacant housing units at East to allow for the increase in M-7 time. This does not require a contract agreement and does not limit the County in making different decisions in the future.

However, it is important to note that any long term plans for the use of the facility will require additional academy classes to staff the facility as the East staff were moved to other facilities or out to patrol to reduce CARP shifts. For short term and intermediate use, the Department would utilize overtime personnel.

**Long Term Concepts*****Community Based Alternative Custody – Substance Abuse Programs  
(Five locations within LA County all housing female inmates)***

Since July 1, 2013, over 40 females have been assigned to the program with no significant public safety issues. To date, only one female has been determined to be a program failure due to testing positive for drugs while in the program. At this point, 14 females have completed their sentences in the community and 50 percent of the released women have elected to remain in the program or engage in aftercare voluntarily. Two pregnant inmates have given birth to their children while in the program.

The Department is pursuing the concept of expanding the current pilot program to place inmates into supervised drug treatment as an alternative custody program. In an alternative custody program, the inmates remain under the Sheriff's jurisdiction and are monitored on site by the program staff. While in the program, these low risk inmates are required to wear Global Positioning Devices (GPS) devices and Departmental personnel conduct random site visits of the facilities. All program participants must have a drug treatment need and all will be screened to ensure they are low risk, non-serious/non-violent offenders.

The Department will work collaboratively with the Department Mental Health (DMH) and the Department of Public Health (DPH) to utilize realignment funds designated for the N3 population in order to reach capacity in community based alternative housing. The



Department is exploring the role the Affordable Care Act will play in helping to fund this program.

There is not an existing contract for these beds, but there is opportunity to expand existing County contracts for designated facilities. As the substance abuse alternative custody program is new, it is anticipated to take approximately three years to reach full activation: it is estimated the Department can fill 100 beds by July 1, 2014; 300 beds by July 1, 2015; and 500 beds by July 1, 2016. The estimated cost for the proposed program is approximately \$3 million for the first year, \$6 million for the second and \$10 million for the third and final year.

### ***Implementation of Credit Earning Legislation***

The Legislature has provided State prisons and counties opportunities to encourage inmate participation in rehabilitative programs utilizing credit earning incentives. For example, pursuant to PC section 4019.2, County inmates engaged in the fire camp program are currently receiving 2 days credit for every day served in the fire camp program. This is an increase from the 1 day credit for every day served that all County sentenced and AB109 sentenced inmates receive. As a result of the current fire camp program activation, it is estimated that the county has already freed up approximately 50 beds that have been used to house other inmates.

Recently, pursuant to Senate Bill 76, PC section 4019.1 was amended to permit the county to assess rehabilitative program credit of 1.5 days credit for every day served in a county designated conservation camp or vocational program. The Department is currently finalizing the policy on awarding those credits and intends to implement the law prospectively effective October 1, 2013.

Additionally, AB 624 provides up to 6 weeks program credit for inmates engaged in meaningful rehabilitative programs. These credits are applicable to inmates who are not eligible for fire camp or credits as described above. Specifically, AB 624 amends PC section 4019.4 and allows AB109 inmates to receive the same program credits they would have received if they had completed programs while housed in State prison. This bill was signed into law and will go into effect January 1, 2014. The Department is finalizing policies and procedures in anticipation and will approve credits for program completions earned after January 1, 2014.

Based on current programming slots, it is anticipated applying these credits will prospectively free up approximately 120 beds by July 1, 2014; 350 beds by July 1, 2015; and 400 beds by July 1, 2016. Additional investments in rehabilitative programming would increase these numbers and improve re-entry outcomes upon release.

While outside of the control of the Department, the Department remains committed to working with justice partners to continue to explore opportunities regarding the pre-sentence population, diversion for mentally ill, specialized courts, use of split sentences,

September 12, 2013

and contract capacity for acutely mentally ill. Each of these are exceedingly complex, but are areas that have the potential to reduce the reliance on the Department's limited jail bed capacity, and will assist in targeting the highest risk offenders for retention in jail beds.

Sincerely,

A handwritten signature in blue ink, appearing to read "Leroy D. Baca". The signature is fluid and cursive, with the first name "Leroy" and last name "Baca" clearly distinguishable.

LEROY D. BACA  
SHERIFF

MIRA LOMA CORRECTIONAL FACILITIES		2013												2014												2015												2016												2017												2018												2019												2020																																			
Application Dates		Start												Complete												Start												Complete												Start												Complete												Start												Complete												Start												Complete											
<b>Planning/Programming/Scoping</b>																																																																																																																									
Negotiate As Needed A/E Scoping Consultant																																																																																																																									
Board Action to Accept Cond't Award / Award A/E Scope Agreement																																																																																																																									
EIR Documentation and Preparation																																																																																																																									
SB1022 Planning/Programming																																																																																																																									
Scoping Documents - SB 1022																																																																																																																									
State Review of Scoping Package																																																																																																																									
Request and Approve (PMIA) loan from Finance Board																																																																																																																									
<b>SB 1022 Grant Projects:</b>																																																																																																																									
Real Estate Due Diligence																																																																																																																									
Establish Project with SPWB																																																																																																																									
Funding Commitment																																																																																																																									
Counsel Contract Review																																																																																																																									
Board Action Execute Agreements																																																																																																																									
Pre Qualify Design-Build - Part A																																																																																																																									
Design-Build Procurement - Part B																																																																																																																									
Board Action to Award Design-Build																																																																																																																									
<b>Reentry Housing</b>																																																																																																																									
Design Reentry Housing																																																																																																																									
Permit Reentry Housing																																																																																																																									
Construct Reentry Housing																																																																																																																									
Staffing/Occupancy																																																																																																																									