



BOARD OF STATE AND COMMUNITY CORRECTIONS

SB 1022

ADULT LOCAL CRIMINAL JUSTICE FACILITIES CONSTRUCTION FINANCING PROGRAM PROPOSAL FORM

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ORIGINAL

SECTION 1: PROJECT INFORMATION

A: APPLICANT INFORMATION AND PROPOSAL TYPE

COUNTY NAME Monterey		STATE DOLLARS REQUESTED \$ 22,755,858	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>	
TYPE OF PROPOSAL – PROGRAM SPACE PROPOSAL <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 Monterey County Jail		
PROJECT DESCRIPTION Construction of a facility to support a Special Mental Health Unit including 22 mental health beds, 2 safety cells, and mental health programming space; and a facility for additional in and out of custody programming space at the Monterey County Jail		
STREET ADDRESS 1410 Natividad Road		
CITY Salinas	STATE CA	ZIP CODE 93906

C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY.

FACILITY TYPE (II, III or IV) II	<input type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY
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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				24
TOTAL BEDS (A+B+C+D)	24			

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 Miller

TITLE Sheriff - Coroner

AUTHORIZED PERSON'S SIGNATURE



DATE

October 22, 2013

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 Robert Murdoch

TITLE Director of Public Works

DEPARTMENT

Resource Management Agency

TELEPHONE NUMBER

831.755.4831

STREET ADDRESS

168 W. Alisal Street, Second Floor

CITY

Salinas

STATE

CA

ZIP CODE

93901

E-MAIL ADDRESS

MurdochR@co.monterey.ca.us

H: DESIGNATED PROJECT FINANCIAL OFFICER

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

PROJECT FINANCIAL OFFICER

NAME Shawne Ellerbee

TITLE Finance Manager

DEPARTMENT

Resource Management Agency

TELEPHONE NUMBER

831.755.4794

STREET ADDRESS

168 W. Alisal Street, Second Floor

CITY

Salinas

STATE

CA

ZIP CODE

93901

E-MAIL ADDRESS

EllerbeeS@co.monterey.ca.us

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 James Bass

TITLE Commander

DEPARTMENT

Sheriff's Office

TELEPHONE NUMBER

831.755.3887

STREET ADDRESS

1410 Natividad Road

CITY

Salinas

STATE

CA

ZIP CODE

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E-MAIL ADDRESS

BassJH@co.monterey.ca.us

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	\$ 17,504,506	\$		\$ 17,504,506
2. Additional Eligible Costs*	\$ 1,750,451	\$		\$ 1,750,451
3. Architectural	\$ 2,100,541	\$		\$ 2,100,541
4. Project/Construction Management	\$ 1,400,360	\$		\$ 1,400,360
5. CEQA		\$ 750,000		\$ 750,000
6. State Agency Fees		\$ 50,000		\$ 50,000
7. Audit		\$	\$ 5,000	\$ 5,000
8. Needs Assessment		\$	\$	\$ 0
9. Transition Planning		\$	\$ 50,000	\$ 50,000
10. County Administration			\$ 682,676	\$ 682,676
11. Land Value			\$ 2,151,346	\$ 2,151,346
TOTAL PROJECT COSTS	\$ 22,755,858	\$ 800,000	\$ 2,889,022	\$ 26,444,880
PERCENT OF TOTAL	86.05%	3.03%	10.92%	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):

The dollar figures for construction were calculated by using the current market costs

moveable furnishings, and public art):

- a) **Define each allowable fee type and the cost of each:** These costs were estimated at the following percentages of construction: Permit fees and plan checks at 2.0%; Testing and Inspections at 2.5%; Data and Phone Cabling at 1.5%; and Traffic and other Development Impact Fees at 2.0%.
- b) **Moveable equipment and moveable furnishings total amount:** Costs for movable equipment and furniture are estimated based on experience with similar projects, which typically approximate 2.0% of construction cost or approximately \$350,000.
- c) **Public art total amount:** No public art is planned for this project.

3. **Architectural:**

- a) **Describe the county's current stage in the architectural process:** Monterey County is currently in the process of awarding a contract for an architectural firm to begin the schematic design phase of our AB 900 supported jail expansion to add approximately 576 beds to deal with overcrowding. Although this newly proposed SB 1022 project will focus on programming and treatment space, the County expects the architectural phase to be expedited by phasing this new construction into the existing project. Site plans and floor plans have been created for this new construction.
- 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:** Monterey County intends to seek 100% reimbursement from the State for all architectural services for this project.
- c) **Define the budgeted amount for what is described in b) above:** Based on prior experience with similar projects, architectural costs are estimated at 12.0% of construction costs or \$2,100,541.
- d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The County does not intend to use local contribution dollars to fund any portion of the architectural services required.
- e) **Define the budgeted amount for what is described in d) above:** \$0.00

4. **Project/Construction Management:**

The project and construction management will be performed by contracted services. Costs are estimated to be 8.0% of the value of construction.

5. **CEQA:**

CEQA costs are estimated based on recent experience with similar projects such as the AB 900 expansion.

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

- a) **Real estate due diligence fee:** \$15,000 has been identified for due diligence reviews and approvals.
- 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:**

Intent is to use an independent county auditor.

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

No costs are estimated for this line item.

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

Transition planning will be performed by county staff to plan operational programming and

occupancy of the new facilities.

10. **County Administration:**

Many levels of county administration will be involved in ensuring the successful completion of this project. Project and construction management support will be provided by the Resource Management Agency staff (Public Works, Planning and Building Services), operational, programming and general oversight by Sheriff's Office staff, as well as financial and budgetary support by the Resource Management Agency capital finance staff and the County Administrative Office budget staff.

11. **Land Value:**

\$2,151,346

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>	2/3/2014	5/4/2014	Assumes actual award February 2014
Real estate due diligence package submitted <u>within 120 days of award</u>	2/3/2014	6/3/2014	Completion date coincides with required SPWB submittal date
State Public Works Board meeting – Project Established <u>within 18 months of award</u>	2/3/2014	8/4/2014	
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	2/3/2014	11/21/2014	Includes BSCC/SFM reviews
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 30 months of award</u> (design-build projects)			N/A for this design-bid-build project
Design Development (Preliminary drawings) with Staffing Plan	11/24/2014	8/14/2015	Includes BSCC/SFM reviews and SPWB approval for Construction Documents
Staffing/Operating Cost Analysis approved by the Board of Supervisors	8/14/2015	12/30/2015	
Construction Documents (Working drawings)	8/17/2015	6/14/2016	Includes BSCC/SFM reviews and DOF approval to bid
Construction Bids	6/15/2016	8/30/2016	Includes DOF approval to award
Notice to Proceed <u>within 42 months of award</u>	9/1/2016	9/1/2016	
Construction (maximum 3 years to complete)	9/1/2016	4/11/2018	
Staffing/Occupancy <u>within 90 days of completion</u>	4/12/2018	7/4/2018	

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	426,762
2.	Number of detention facilities	1
3.	BSCC-rated capacity of system	825
4.	ADP (Secure Detention) of system	1126
5.	ADP (Alternatives to Detention) of system	214
6.	Percentage felony inmates of system	91

7.	Percentage non-sentenced inmates of system	61
8.	Arrests per month	946
9.	Bookings per month of system	946
10.	"Lack of space" releases per month	183

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

Facility Name		RC	ADP
1.	Monterey County Jail	825	1126
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.	Pre-Trial Services Program - Probation	22
2.	Own Recognizance (O.R.) Releases	8
3.		
4.		
5.		
6.		
Sentenced Offender Approaches		ADP
1.	Work Alternative Program (WAP)	214
2.	Alameda County Contract (Bed space contract)	55
3.	Penal Code sections 4024.1 & 4018.6 early releases	6
4.	Supervised Home Confinement - Probation	80
5.		
6.		

Table 4: List the current offender programming in place and the ADP in each program.

	Pre-Trial Program	ADP
1.	Criminon	20
2.	Faith based (Religious) services	22
3.	Narcotics Anonymous (N.A.)	8
4.	Alcoholics Anonymous (A.A.)	8
5.		
6.		
	Sentenced Offender Program	ADP
1.	Choices/Liberties Pride - Introspect (Contract provider)	12
2.	Conflict Resolution - Introspect	4
3.	Employability - Introspect	15
4.	Emotions - Introspect	14
5.	Faith based services	10
	N.A.	8
	A.A.	8
6.	Forklift Class (Certification provided by CET)	8
	Janitorial class	8

Table 5: List the offender programming gaps and deficiencies.

	Gaps and Deficiencies
1.	Limited space to conduct individual assessments/counseling
2.	Limited classroom space, too fragmented, need more centralized services
3.	Limited ability to move high risk offenders to current services/programs
4.	
5.	
6.	

Table 6: List the offender assessments used for the purpose of jail population management.

	Assessment Tools	Assessments per Month
1.	None in place currently, we anticipate utilizing the Ohio Risk Assessment System (ORAS) that Probation currently uses for non-custody offenders.	N/A
2.		
3.		
4.		
5.		
6.		

Table 7: List the offender assessments used for determining programming.		
	Assessment Tools	Assessments per Month
1.	ORAS - Probation	175
2.	Psycho-Social Assessments - Behavioral Health	24
3.	Substance Abuse Subtle Screening Inventory (SASSI) - Introspect	18
4.	Cage Questionnaire - Introspect	18
5.		
6.		

**B: 1.01 Describe the findings of the needs assessment completed by the county.**

Monterey County proposes to construct 24 special use beds to enhance the current mental health programs to serve the jail population and to construct additional education and vocational space to assist in reducing recidivism. However a needs assessment was conducted in December of 2011 and where applicable these issues have been presented and updated with current information. The salient points of the needs assessment are:

- Suicide hazard elimination is not as stringent as it could be to prevent self-harm and the attendant liability.
- Mental health treatment spaces are not adequate for the rated beds, let alone the actual number of inmates held.
- Overcrowding forces the facility to operate as an indirect supervision jail. Mental health issues are more difficult to recognize, manage and treat as a result.
- The Jail lacks any real space and adequate staff to conduct meaningful programs to reduce recidivism.
- Vocational education is limited to janitorial instruction, kitchen basics and forklift training

B: 1.02 Provide a county jail system overview (e.g.; capacity, ADP and other relevant factors), including a description of other current or planned construction. If the county has an AB 900 award(s), indicate such and identify the number of beds to be constructed and current stage of planning or construction for this project(s).

The Monterey County Jail System consists of three components collocated at 1410 Natividad Road, Salinas, California 93906. These components are: The Rehabilitation Facility, the Main Jail and the Woman's Jail. The rated capacity of all these facilities is 825 beds of which 75% are in dormitory style housing units. This style of housing is inappropriate for the classification of



the inmates currently entering the system. In the first 6 months of 2013 the average ADP was 1125 resulting in 36% overcrowding at rated capacity. Recently Monterey County was awarded AB 900 funding to construct 288 medium-security beds, which are currently in the schematic phase of design. Construction is due for completion in February of 2017. An additional AB 900 award to complete the expansion with another 288 medium-security beds is anticipated to be approved by the BSCC in November.

B: 1.03. Describe the system issues anticipated to be remedied by the new construction, such as: overcrowding, medical, or mental health beds.

The goal of the Special Mental Health Unit (SMHU) is to provide focused evaluation and treatment of mental health conditions that limit an inmate's ability to adjust to general population housing. The unit will provide clinical intervention, stabilization and education to support the inmate in the least restrictive environment possible and facilitate for reentry into the community. The following issues will be addressed by the new housing, treatment and programming space:

- Centralized and focused evaluation and treatment of mental health rather than the fragmented treatment currently offered.
- Direct supervision of mental health inmates rather than indirect supervision.
- Classrooms, group rooms, individual counseling areas, and the open dayroom will create a therapeutic living and treatment focused environment.
- Stable placement for inmates with chronic mental illness whose level of functioning is insufficient to allow safe GP housing.
- Internal competency restoration services rather than the need for outside services.



- Appropriate bridging between in jail and post jail programs.
- Technological capable classrooms that would increase inmate participation 8 fold.
- Vocational programs to educate and train inmates for productive employment.

B: 1.04. Describe the current trends in the number of arrests, bookings, releases due to lack of space and other relevant factors as they relate to the need for beds.

The table below indicates the average number of arrests, bookings and releases due to the lack of beds in the first six months of 2013.

# of arrests	Bookings	Early release
946	946	410

The current trends shows that the ALOS and as a result the ADP for the first six months of 2013 showed a 4% increase over the 2012 annual figures and an increase of 19% since 2011. The AB 900 funding just received will relieve some of the overcrowding issues but not all of the mental health and program issues. In the needs assessment conducted at the end of 2011, it identified the following issues with regard to mental health treatment and programming:

- The high level of jail overcrowding, together with jail design flaws has made it difficult to provide appropriate and sufficient space for mental health treatment and programming.
- Suicide hazard elimination is not as stringent as it could be to prevent self-harm and the attendant liability.
- Mental health treatment spaces are not adequate for the rated beds, let alone the actual number of inmates held.
- Program space is limited to a few small classrooms and attorney visiting rooms in the jail.

As a result Monterey County is requesting funds to construct beds for Mental Health treatment.

**B: 1.05 Discuss the current approach to reducing the need for beds, including programs and alternatives to incarceration.**

Monterey County offers a wide variety of education, prevention, intervention, supervision and treatment programs 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 undersized jail even though the "at risk" population and gang activities continue to increase exponentially. In FY 2012/2013 Monterey County had almost 3500 training hours for its staff on "Evidence Based Practices."

Existing Successful, Risk-Based Alternative Programs: The alternatives listed below have been in place for long enough to be certain of their success.

- **Early Release.** Penal Code Section 4018.6 and 4024.1 authorizes the Sheriff to grant a temporary release from custody.
- **Supervised Home Confinement.** Supervised Home Confinement is administered by the Monterey County Probation Department under the provisions of Section 1203.016 of the Penal Code.
- **849(b) Penal Code Release.** This alternative is available only to individuals detained for intoxication under PC 647(f) and against whom no other proceedings are contemplated.
- **Bail/Bail Bond Release.** Pre-sentence detainees are eligible to post bail or use a bail bond for release.
- **Citation Release (Misdemeanor).** Citation release is used only when serving jail time is not the most appropriate sanction.
- **Own Recognizance Release (OR).** Inmates may be released from custody on their own recognizance when authorized by the court.



- **Sheriff's Parole Program.** Sheriff's Parole is used for emergency situations where inmates need extended medical care in the community and Home Confinement is not available. Inmates on Sheriff's Parole must comply with Penal Code Sections 3074 through 3089.
- **Work Alternative Program.** The Work Alternative Program (WAP) is available to non-violent offenders with sentences of 30 days or less. WAP allows offenders to complete their sentence by working for public or non-profit agencies instead of serving the sentence in jail. The Program is administered by Sheriff's Work Alternative Coordinators under the direction of the Court Services Commander.
- **Pretrial Release.** Inmates may be released from custody on the advice of the probation department and order of the court.

B: 1.06 Provide data showing the effectiveness/impacts of these alternatives

At any one time there are approximately 1000 offenders in the risk-based alternative sentencing programs. In 2012/2013, approximately 10,350 offenders were screened for alternative custody programs. Without these programs, the Monterey County Jail population would exceed 2,000 (as opposed to hovering around 1,000) inmates. Also due to the effectiveness of early release programs the county released 12% more inmates in 2013 than in 2012.

Without these successful programs the adult criminal justice system in Monterey County would have been overwhelmed by severe overcrowding.

B: 1.07 Describe any plans underway, or future plans, to implement alternatives to incarceration and their anticipated results.

The Community Corrections Partnership has developed a, and is measuring its success, to further reduce the necessity for incarceration. The plan has 5 major steps:



- The design and implementation of a system of “community-based punishment” utilizing evidence-based correctional sanctions and programming other than jail incarceration alone pursuant to PC 17.5. Intermediate sanctions include Electronic Monitoring, flash incarceration, and community service, participation in residential and outpatient treatment programs, and educational and vocational training services.
- A Pretrial Services Program in which the Probation Department would be authorized to employ investigative staff for the purpose of recommending to the Court whether a defendant should be released on his or her own recognizance or on other pretrial alternatives/ options.
- Administration of the ORAS risk/needs assessment tool to every post release community supervisee and develop an individualized supervision case plan. The plan will guide supervision intensity, treatment/program referrals, case management efforts and offender activities.
- A system of responses is being developed for use with the post release community supervision population, and ultimately will drive intervention decisions with all offenders under supervision. The use of the response decision matrix will provide guidance to probation officers regarding the type of intermediate sanction to impose in response to violations. This strategy requires probation officers to consider offender risk and criminogenic need factors, severity of the violation, and offender behavior before determining the most appropriate graduated response. A key component of successfully implementation relies on creating an effective revocation hearing process combined with



consistent imposition of graduated sanctions in response to violations of supervision conditions, and incentives in response to compliance.

- The County Probation Department is proposing creation of a Reentry Assessment Center with the intent of expanding it into a Reentry Services Center (RSC), a model patterned after day reporting programs emphasizing collaborative case management, and pairing the expertise of Probation staff with center staff in the of assessments and services, delivered both in-house and on a referral basis.

At the beginning, the Reentry Assessment Center process will be managed by Probation staff, which will conduct ORAS assessments, deliver cognitive skill building curriculum (designed specifically for the high-risk offender population to address criminogenic needs, reduce recidivism and criminal thinking), obtain UA samples for analysis, and conduct regular office visits with offenders at the Center. In a second phase, these activities will be connected and integrated with referral and access to treatment, and rehabilitative and support services for the successful integration of the offender in the local community.

The application of SB1022 funds to develop program services on the jail site coupled with the post release services offered by CCP will provide a greater success of reducing recidivism. We believe that when we hone the system it will be possible to reduce recidivism by up to 25%, resulting in productive offenders and reduced operating and construction costs in the future.

PS: 1.01 Describe the process for determining the need for program space.

The 2011 Needs Assessment identified a severe lack of mental health and educational programming space. The sheriff's department, probation department and criminal justice consultants met to discuss how the county could reduce recidivism. They started by reviewing



the CCP plan, its future goals and early release programs which have yielded excellent results by reducing overcrowding and recidivism. The group focused on two high risk areas; mental health and lack of job skills. The result was the development of two buildings that could address each of these issues. One would concentrate on stabilizing the mental health of inmates and the other on providing education and vocational training. At reentry they would enter the "Post Release Community Supervision" program, well-grounded with a better chance of success, reducing recidivism even further.

PS: 1.02 Describe the current approach to offender programming (i.e., use of current program space, types of programs, and services) for custody and non-custody offenders.

The current program space consists of several smaller areas most suitable for 10-12 offenders. The two larger areas in the dorm and Rehab housing areas can accommodate 15-18 offenders. In addition, one on one interviews or assessments can take place in one of the twelve attorney rooms spread throughout the facility. However, the use of these rooms is on a first come, first served basis. The rooms are used by attorneys, clergy members, investigators, probation officers, and others. There is a number of substance abuse, educational, employability, and conflict resolution classes that are run for the offenders while in custody. The Sheriff's Office contracts with Introspect to facilitate these programs. Additional in custody programs include Criminogenic and two vocational classes run by Sheriff's Office custody staff, they are forklift driver's training and a janitorial basics class. Non-custody programs are coordinated with the Probation Department and Behavioral Health. Probation contracts with B.I. to conduct assessments and run programs for their higher risk offenders that meets the offender's criminogenic needs. They also provide cognitive behavior intervention for the high risk



offenders. Behavioral Health conducts psycho-social assessments and contract with community based programs to provide the level of treatment needed. The new program space would allow us the ability to bring the non-custody resources in the custody setting. This coordination of resources would offer the opportunity to conduct assessments and begin treatment to those high risk offenders before they leave custody. This would provide a seamless transition back to the community and increase their chance for success for reentering into the community.

PS: 1.03 Describe what least restrictive alternatives have been put in place to address the needs of the population intended to be served by this proposal.

The new Mental Health treatment building will provide direct supervision, appropriate settings including special use beds, safety cells, properly sized group and counseling rooms and a family intervention section rather than in overcrowded day rooms, small classrooms and isolation cells. It would provide a less restrictive environment and aid in the treatment of inmates.

The classroom, education and vocational training building outside the housing unit would provide an opportunity for more training and programs in a less restrictive environment.

Both of these buildings would provide an appropriate transition to reentry and a more seamless entry into the CCP programs.

PS: 1.04 Describe the gaps and deficiencies in current programming for custody and non-custody offenders, and which of these gaps or deficiencies will be addressed with proposed program space construction funding

The following gaps which will be addressed by the new construction were identified in the needs assessment conducted in 2011:

- The jail is currently 36% overcrowded forcing the entire facility to operate as an indirect supervision jail. Mental health issues are considerably more difficult to recognize, manage



and treat in an indirect supervision facility. A direct supervision model reduces conflict and allows better observation of those requiring treatment.

- Mental health care is limited since inmate-patients are housed in general population beds, medical out-patient beds, isolation beds, safety cells, and in the A and B pods.
- An isolation environment is detrimental housing for inmate-patients with mental illness.
- Interviews, medications, psychiatric assessments, and group services require staff to go to several different areas and require significant escort time by the deputies.
- None of these areas have adequate group rooms or individual confidential interview space so the inmates have limited access to therapeutic services. This fragmented care severely limits the staff's ability to provide the quality and amount of services for this population.
- Currently the suicide/safety cells average use is about nearly 2 inmate-patients a day and at times all 5 cells are full. These cells are in the reception area; not near the mental health population or medical area. This requires either multiple trips by mental health staff or multiple escorts by custody each day.
- Admissions to acute care in the Natividad Community Hospital were 23 in 2011, 18 in 2012 and 21 so far in 2013. If there were adequate mental health beds and a structured mental health treatment program for this unit some of these hospitalizations, safety cells use and ER visits could be avoided.
- Mental health contacts by RN and MSW staff have increased by 5% this year.
- During FY12/13 25% of released inmates required behavioral health assistance.



- Currently only one treatment group of 5-8 inmates can be held in the dayroom area of the pod where inmates with mental illness are housed. When this group is in session, all others inmate-patients must be locked in their cells.
- 25% of the medical patient beds are being utilized by mental health patients creating difficulties in medical bed placements.
- Monterey County Jail has recently been sued by the public defender's office. The suit alleges inadequate mental health care.
- Academic classrooms and vocational programs are limited.

PS: 1.05 Describe the approach taken to determining the kind of programming that will take place in the new program space.

The Monterey County approach to programming in these new two new buildings will concentrate on "Evidence Based Practices" that have been proven to reduce recidivism. The 2 key issues that this new construction will address are; to provide a better mental health care environment and more educational and vocational training to offenders. By concentrating on the goals of the CCP plan, local mental health aftercare and local employment related opportunities we propose to provide a seamless transition between incarceration and reentry.

PS: 1.06. Provide information and data supporting the county's need for program space.

The lack of appropriate mental health programming space and educational and vocational space was documented in the 2011 needs assessment. The key issues are listed in section B1.01.

Currently there are only 4 small rooms available for training and education. None of them have any electronic or technological capability. Larger groups need to meet in the library, open space on the second tier balcony, and day rooms. When mental health groups meet in the day rooms, the general population is confined to their cells. Currently there is no appropriately designed



vocational education space. Currently there are only 44 classroom programs offered each week, with the capacity for between 10 to 18 inmates each. That is 600 classroom spots each week for a population of 1,125 inmates.

PS: 1.07 Indicate the approach to alternatives to incarceration and how the program will assist in managing the jail population.

Monterey County offers a wide variety of education, prevention, intervention, supervision and treatment programs to reduce the need for detention. (See the list in B1.05) As a result more than 1000 offenders are in alternative programs rather than in jail. The CCP realize the importance of alternatives to incarceration and have developed a plan that includes 5 major goals to increase alternatives and reduce recidivism. (See B1.07). This program will assist in the CCP goals by providing a smother reentry. It will stabilize the mentally ill prior to release, teach them the proper care and use of medication and the importance of ongoing counseling. The education and vocational programs will dovetail into the CCP plan to assist inmates into local jobs available for the additional skill sets they have received. We anticipate that this program could reduce recidivism rates by as much as 25% reducing the ADP by 104 inmates.

PS: 1.08 Describe the need for programming that could assist with the jail population management.

As discussed in the needs assessment and in sections B1.01, B1.03, and B1.04 the jail is overcrowded and has insufficient space to provide appropriate programming.

The SMHU allows inmates to begin their rehabilitation process in a controlled environment. It will provide a more focused evaluation and treatment of mental health conditions which are limiting an inmate's ability to adjust to a GP placement. The overall objective is to provide



clinical intervention, stabilization and education to support the inmates to the least restrictive clinical and custodial environment possible for re-entry into the community.

The vocational and academic training building will provide an outlet to relieve tension and offer something constructive for the inmates to do while incarcerated and provide skills to aid in reentry. While in custody both of these programs will aid custody staff in the management of inmates and jump start the goals of the CCP plan to reduce recidivism once released.

A: 2.01 Detail the full scope of work that is the subject of this proposal, including a comprehensive description of the number and types of beds (if any), program spaces, and other core ancillary spaces; indicating whether this is new stand-alone construction, an addition to an existing facility, or space that is being remodeled or renovated.

The planned construction would consist of three new buildings; a housing unit of 22 mental health beds and 2 safety cells for a total of 24 beds and clinical and program space to treat and support the inmates. This unit would be only for mentally ill inmates and would create a therapeutic milieu where all mental health care and programming would be provided. This unit would provide structured activities for mentally ill inmates who, because of their illness, experience adjustment difficulties in a General Population (GP) setting, yet are not so impaired as to require 24-hour inpatient care. The second building would consist of vocational and academic education and multipurpose rooms to facilitate reentry training and education. The third building would be a work change building to facilitate the secure movement of inmates from housing units to vocational training. These buildings would be located to the east of the current housing units. Appropriate security fencing would be provided to ensure secure movement of inmates. Conceptual floor plans and a site plan are included in the appendix.

**B: 2.01. Describe the planning process that resulted in this bed construction scope of work.**

In December, 2011 the county conducted a needs assessment that identified numerous deficiencies in the current jail system. SB 1022 now gives Monterey County the opportunity to alleviate treatment and program deficiencies and enhance the collaboration between the jail system and CCP. The Monterey County Sheriff's Office (MCSO) held initial meetings with representatives from Probation, Behavioral Health, Community Corrections Partnership, and Program Management consultants to review previously identified County needs. A site and facility evaluation was performed subsequent to this initial meeting, followed by meetings with various user groups and stakeholders. Professional architects and engineers were consulted to identify space requirements and a suitable site on the existing jail campus. Concept plans were drawn up for both treatment and program space and construction cost estimates and construction schedules were developed. These are included as an attachment in the appendix.

B: 2.02. Describe the relationship between stated needs and the planned construction.

The need is for better mental health treatment and academic and vocational training. This will be accomplished by the construction of three buildings; a 14,000sqft building containing 22 mental health beds, two safety cells, exam space, treatment, programming, counseling, family intervention and multipurpose rooms. A 12,500sqft building containing academic and vocational space and a 625sqft work change building to aid in the secure transport of inmates between housing units and programs.

B: 2.03. Describe the anticipated beneficial outcomes of the new bed construction.

The SMHU would allow for mentally ill inmates to receive direct observation, medication delivery and individual, group, socialization, recreation and discharge planning interventions.



These are the key components of a successful mental health program. This supportive environment would assist fragile mentally ill inmate-patients to cope and even thrive in a stressful jail setting and begin to prepare them for consistent mental health interventions upon re-entry into the community.

The new construction will eliminate the fragmented mental health care service, save staff time and reduce custody escorts. This will likely reduce the quick turnaround of mentally ill inmate-patients back to county jail. The unit would also provide supportive placement for inmates with chronic mental illness whose symptoms have stabilized but whose level of functioning is insufficient to allow GP placement. Supportive care, assistance with activities of daily living, recreational therapy, anger management, reality therapy, and programs related to symptom management and clinical pre-release planning will be offered. It would also provide short-term secure custodial placements with clinical resources which address behavioral problems for mentally ill inmates who are often resource draining, requiring frequent trip to safety cells or who are transitioning from the acute mental health unit outside the jail. Treatment for these inmate-patients will focus on achieving behavioral control and the development of socially acceptable behavior so that they can function within the GP or in the community.

Another system issue the SMHU could address is the need to contract with outside providers for competency restoration services for inmate-patients who are unable to stand trial. Those inmates could be housed in this unit, receive comprehensive treatment planning and competency training by staff trained in this area. The Monterey County Sheriff would then be reimbursed for these services at about \$70/day.



B: 2.04. Define the staffing that will be required to operate the new construction.

In addition to construction costs, the department estimates that 4.0 FTE deputies will be required to staff the additional mental health bed space. It is anticipated that this will not require additional positions due to the reassignment opportunities for deputies who currently are required to supervise the transport of inmates around the facility due to the existing separation of locations for mental health services and program space. Additional staffing by contracted programming and medical providers will also be required. However we believe the cost increase will be small since more program options will be offered and better mental health care, but the majority of them already provide a similar service within the existing facility but not as effectively or efficiently. These costs have not yet been quantified, and will be addressed in future agreements with the providers. These services are a departmental priority and will be covered within the Sheriff's Office budget through a combination of state and grant funding, Inmate Welfare funds and general funds.

PS: 2.01. Describe the planning process used to develop the design for construction of program space.

As indicated in section B2.01, the needs assessment identified numerous deficiencies in the current jail system. This included the lack of adequate program space for mental health treatment, classroom space for education and the lack of appropriate vocational education space, all of which are extremely fragmented within the jail. Currently each inmate has the opportunity to attend less than one educational class session a week. The Monterey County Sheriff's Office (MCSO) held initial meetings with representatives from Probation, Behavioral Health, Community Corrections Partnership, and Program Management consultants to review



previously identified County needs. A site and facility evaluation was performed subsequent to this initial meeting, followed by meetings with various user groups and stakeholders.

Professional architects and engineers were consulted to identify space requirements. It was determined that this project could centralize mental health housing, rehabilitation space, academic education and vocational programs. A suitable site on the existing jail campus was identified and concept plans were drawn up for both treatment and program space and construction cost estimates and a construction schedule was developed.

PS: 2.02. Describe the relationship between stated needs and the proposed program space construction.

The need is for vocational, educational and classroom space. This will be accomplished by the construction of a 12,500sqft educational building and a 625sqft work change building to aid in secure movement. The building will contain vocational space for programs such as landscaping, building maintenance, plumbing, carpentry and masonry. It will also contain classrooms, academic education, pre-vocational education and a multipurpose room. The planned construction will aid in the reduction of recidivism by maximizing education and training and aiding CCP goals that assist offender transition back to their communities.

PS: 2.03. Define the features of this program space construction that make it suitable for the intended programming.

The mental health treatment and program space (group therapy and consultation/interview) is separate from but located immediately adjacent to the mental health housing dayroom area. Outdoor recreation is likewise accessible directly from the dayroom. Mental health staff offices, medication rooms, and medical exam space is located within the housing unit as well. Food service is consistent with the model currently in place at the Jail, where hot meals are delivered to and served within the housing unit, either in the dayroom or cell depending on the risk level



of the individual inmate. These adjacencies minimize the need for inmate movement. Inmates participating in the mental health program remain within familiar surroundings and the potential for disorientation is substantially reduced. At the same time, the design acknowledges limited staff resources; centralization of housing and support/treatment space maximizes the capabilities of staff observation and custody control.

The education building has two major components. The two vocation education spaces are either side of a central core. This core contains a shared classroom, offices for instructors, staff and inmate restrooms, secure storage and tool storage. The academic education area has 4 classrooms, two either side of a central core. The core contains workroom, staff and inmate restrooms, staff offices, equipment storage and secure storage. A work change building will be constructed so that movement between the housing units the vocational education building will. Conceptual drawings of each building are included in the appendix.

PS: 2.04 Describe plans to implement and operate programs in the space.

The county plans to implement programs that align with the goals of the CCP and reduce recidivism in the high risk population as well as educate the general population in better job skills. The Sheriff's Department, Probation Department, Office of Employment and Training, Turning Point and Shoreline Workforce Development Service will routinely identify available jobs within Monterey County and provide both academic and vocational training. The aim will be to provide sufficient education that inmates will be able to sustain themselves in the local job market. The integration of treatment and program space into the new mental health housing unit is conducive to centralized treatment of mentally ill inmates who are at a high risk to reoffend. The primary focus will be on treatment and rehabilitation; the secondary function



is housing. Mental health and behavioral health specialists will be able to conduct one-on-one interviews with inmates, within the housing unit. Programs will be coordinated with local community organizations. Outside providers will initiate the transition to the community prior to release and will determine the required timeframe for reentry on a case by case basis. Finally there will be a family intervention space within the mental health treatment building prior to release, as a means of providing stable support.

PS: 2.05. Describe the anticipated beneficial outcomes of the new program space construction.

- Centralized mental health programming.
- Appropriate construction for housing and treatment for mental health inmates.
- Better transition between in custody and post custody
- More academic and vocational training for inmates.
- Reduction in recidivism rate for mental health inmates of 21% totaling 47 inmates.
- Reduction in recidivism rate for sentenced GP inmates of 13% totaling 57 inmates.
- Annual cost savings to Monterey County of up to \$3,000,000

B: 3.01. Describe how the proposed construction will address the county's offender management goals regarding use of secure detention

In the mental health building the underlying goal is to provide housing and treatment for high risk offenders to identify their needs in order to more efficiently supervise them and reallocate existing resources accordingly in an attempt to reduce recidivism. Our current facility's mental health care is fragmented between the women's section, the main jail, and isolation. Our current operating procedures work to compartmentalize the information that the Sheriff's Office, Probation, and Behavioral Health staff gather. This program space will allow Sheriff's



Office employees the opportunity and ability to work with outside groups including the Probation Department, Behavioral Health and other faith based and community groups to begin an offenders transition back into the community while still in custody. This program space would give us a venue to work collaboratively and more easily share information that would help ensure the inmate's needs are met. By initiating these programs and services while an offender is still in custody the probability of their successful transition is increased by up to 21%. The program space provided would allow for assessments of an offender to occur in custody thus providing staff the information needed to tailor the services of those high risk offenders to their need. Secure detention could still be used as a wakeup call for the offender when he/she falls off of the treatment plan while out of custody. If the violation does not result in additional charges the time in secure detention could be used to restart the offender's treatment plan.

The academic and vocational programs building will assist the management of long term sentenced inmates by providing an incentive to learn valuable employment skills in a less restrictive day environment. This will reduce stress and improve anger management in the general population housing.

B: 3.02 Describe how the proposed bed construction aligns with the Community Corrections Partnership (CCP) plan.

The CCP plan puts a strong emphasis on departing from the traditional model of incarceration and utilizing evidence based correctional sanctions and programming to improve reentry and reduce recidivism. The plan proposes the creation of a Reentry Service Center where ORAS assessments and cognitive skill building curriculum are offered. It also proposes a seamless



network of providers for referral to treatment and support services. The new mental health housing unit will provide a stepping stone from incarceration to reentry providing a much needed link to in-custody and out of custody treatment. While still in custody ORAS assessments, cognitive skill building and local treatment and support services providers can begin the process of reentry. This will provide a continuity of care and familiarity with providers that build trust so needed by mental health inmates.

B: 3.03. Describe the use of, or plans to use, offender assessment(s) and other interventions to address jail population management, including objective tools or instruments to manage the offender population, such as pretrial assessments, etc.

The Probation Department (Probation) uses two portions of the Ohio Risk Assessment System (ORAS) for assessing offenders for their non-custody programs. They utilize the pretrial and community supervision portions of ORAS. In addition, they contract with B.I. to assist with conducting assessments and provide services to high risk offenders. Primarily, they are focused on non-custody offenders referred by the courts. Offenders are released from jail custody and given a specified amount of time to report to Probation. Often times, those offenders who have substance abuse problems will relapse before reporting to Probation.

Currently we do not offer these types of assessments and a limited number of programs to in custody offenders due to a lack of classroom space. Currently the Sheriff's Office contracts with Introspect to provide assessments and programs to offenders in custody. They utilize the Substance Abuse Subtle Screening Inventory (SASSI) and Cage Questionnaire assessment tools. The anticipated program space from this grant will allow the Sheriff's Office, Probation, and Behavioral Health the space and ability to bring these evidence based assessment and treatment tools and more into the custody setting. In addition, we would utilize a third portion



of ORAS which is their reentry tool. The program space would allow all of the entities mentioned above to work collaboratively with the offenders and share information which does not presently occur.

This would mean instead of the gap in service mentioned above they would be seamlessly transitioned from custody to a residential program or the community, thus increasing their chances for success. Over 60% of Post Release Community Supervision (PRCS) offenders are high risk. The sooner they can be identified the sooner they can begin treatment. Additionally, the new program space could allow for family programming to occur while in custody. This allows for the family to be a part of the treatment program and again, aid the transition back into the community.

B: 3.04. Describe the county's planned construction in relation to the expected need for beds in the future.

The County's planned construction (AB 900 funds) will result in an additional 576 medium rated beds. This will provide a rated capacity in 2017 of 1,401 beds. The ADP projections shown in the table below show the future needs of the county.

Projected Average Daily Population 2020 – 2050

Year	Projected County Population	Average Daily Population
2020	476,642	1901
2030	529,145	2110
2040	584,878	2333
2050	646,590	2579

Source: TRG Consulting, November 2011.

PS: 3.01. Describe how this program space construction will address the county's offender management goals.

The underlying goal of the proposed program space construction is to identify the needs of the offender population and those at high risk of reoffending and provide appropriate space in



order to more efficiently supervise them and reallocate existing resources accordingly in an attempt to reduce recidivism. This program space will allow Sheriff's Office employees the opportunity and ability to work with outside groups including the Probation Department (Probation), Behavioral Health and other faith based and community groups to begin an offenders transition back into the community while still in custody. A key object is to improve assessments of offender program needs while in custody, thus providing staff the information needed to tailor services of those high-risk offenders. The additional program space will enable like offenders to be jointly engaged in educational, vocational, life skills, substance abuse treatment, mental health and other programs with other inmates. They will be routinely monitored by and develop a rapport with program and corrections staff who know their names, their personalities and their concerns.

Monterey County's current facility's mental health services are fragmented between the women's section, the main jail, and isolation. This service fragmentation sometimes results in such problems as delayed service delivery, inadequate responses, or, in some instances, an inability to provide needed services. The proposed program space construction would allow us to consolidate these services and give better access to the treatment provided. This specialized mental health space will improve the effectiveness of care of inmates with serious mental illness who are unable to cope with participating in daily activities with the general population but who are not in need of hospital-level care. Recent research underscores the importance of pre-release preparation and initial post-release support in reducing offender recidivism. Our current operating procedures work to compartmentalize the information that the Sheriff's Office, Probation, and Behavioral Health staff gather. This program space would give us a venue



to work collaboratively and more easily share information that would help ensure the inmate's needs are met. For the mental health population this would result in better continuity of care. Behavioral Health could seamlessly continue the care provided in custody as the inmate is released back into the community. The opposite would hold true as well, when a person receiving treatment on the outside comes into custody their care could be continued without a lapse in treatment.

PS: 3.02 Describe how this program space construction aligns with the CCP Plan.

Section B3.02 describes the mental health alignment with the CCP plan. This section discusses the academic education and vocational education alignment. The CCP plan stresses the importance of education and job skills. At any given time there are over 300 offenders going through the Post Release Community Supervision program. The CCP plan highlights the roles of the following entities; The Office of Employment and Training, One Stop Career Center, The Kick Start Readiness Workshops, Day Reporting Center, Turning Point and Shoreline Workforce Development Services. Each of these entities stresses the importance of vocational and educational training to replace criminal thinking with pro-social thinking and reduce recidivism. The new academic and vocational building will provide inmates with the much needed training to assist the CCP plan in meeting its goals. This will surely benefit the more than 177 inmates in the jail who will be there for over 16 months. The time in the vocational programs will provide much needed skills when released to the community.

PS: 3.03. Describe the programming to be conducted in the new program space.

The Monterey County Sheriff's Office plans to not only expand the programs that they currently offer to in-custody offenders but to also add a number of programs in the new program space.



Some of the programs that are currently offered through the Sheriff's Office contract for program services with Introspect are Choices, Liberties Pride, Conflict Resolution, Employability, and Emotions. The program space will be utilized in coordination with the Probation Department, Behavioral Health, and other community based programs to expand the use of the programs already offered to non-custody offenders by these groups. The vocational spaces will offer job training skills for jobs that are available locally such as agricultural work, welding, facility maintenance, landscaping, plumbing and masonry. We will also coordinate with the employment related services goals highlighted in the CCP plan to reduce recidivism. The plan is to also utilize evidence based assessment tools such as the Ohio Risk Assessment System (ORAS) to identify those offenders at high risk of reoffending and offer the expected increased variety of services and programs to begin the offender's rehabilitative treatment in custody.

PS: 3.04. Describe how the program space will foster a quality reentry model and seamless reentry process.

The Monterey County Adult Detention Facility will incorporate the unique strengths of its Therapeutic Justice Collaborative to implement an evidence based program and reentry milieu heretofore impractical due to space limitations. The collaboration of the Sheriff's Office, the Probation Department, Behavioral Health, faith based, and community contract providers are ready to come together and establish criminogenic evidence based educational, vocational, substance abuse, mental health, and family programming for the successful reintegration into the community of this population. Space for staff and programming will make this vision a reality in Monterey County.



Behavioral Health, the Sheriff's Office/CFMG, and Probation assessments will guide in custody programming classification and also facilitate appropriate linkages to community resources upon discharge from custody. Ongoing aftercare services will be a critical element in order to solidify successful program gains as will the linkage to Medi-Cal benefits for those eligible while in custody under the Affordable Care Act. In summation, the program space will provide accessibility to assessments and initial treatment programs that will ensure a seamless reentry process. The offender will leave custody with all of the tools set in place to assist them to successfully rejoin the community.

PS: 3.05 Describe collaborative partnerships that will provide services within the program space and provide continuity through the reentry and community supervision process.

The following partnerships will provide services to aid in reentry: -Department of Social and Employment Services.-One Stop Career Center.-Kick-start Programs.-Job-Link programs.-Workforce Investment Act Services.-Turning Point-Shoreline Workforce Development Services.-The Coalition of Homeless Services Providers.-Department of Health, Behavioral Health Bureau.-Probation Department.-California Forensic Medical Group.

PS: 3.06. Describe the sources of financial support (i.e., Medi-Cal, other federal sources, etc.) that will be accessed to aid in the delivery of programs.

The County intends to utilize the sources of financial support currently used to support the delivery of programs in the jail. Current sources of funding include the Inmate Welfare Fund, Community Corrections Partnership support from AB 109 funds, and general funds. The Sheriff's Office is also working to strengthen partnerships with the Health Department, Department of Social Services, Probation and regional education agencies to support programming and explore mutual funding support through grant opportunities as well as expansion of Medi-Cal reimbursed services through the Affordable Care Act. The Health



Department and Social Services have committed to assisting the Sheriff's Office with eligibility screening and enrollment services for inmates to maximize utilization of Medi-Cal, Medicaid, CalFresh and other aid programs to help fund programs and provide better access to treatment for inmates as they are released from jail.

PS: 3.07. Describe the offender assessment(s) and the process for determining the programming offenders (custody and non-custody) will receive.

In FY 2012/2013 over 10,350 offenders received some kind of screening. The probation Department uses two portions of the Ohio Risk Assessment System (ORAS) for assessing offenders; the pretrial and community supervision portions. These assessments were used on offenders in the alternatives to detention program and those inmates who once released needed rehabilitative and treatment services. Based on these assessments, case management plans were developed for offenders and placed in the appropriate program that met their need. The Sheriff's office uses the Substance Abuse Screening Inventory (SASSI) and Cage Questionnaire assessment tools. Based on these assessments inmates are scheduled for appropriate treatment and programs. The current lack of treatment, vocational and classroom space only provides for a limited number of programs to in custody offenders.

The two new buildings proposed to be built will provide the space to provide appropriate in custody programs for mental health care, academic education and vocational training. The Sheriff's office proposes to add the third element of the ORAS assessment tool; the reentry assessment portion and use it to develop an in-custody and discharge plan for each inmate. By providing assessment for offenders who are either in alternative to detention programs or pre and post custody will provide for the opportunity to place them in appropriate programs to



aid them in developing skills for productive lifestyles hence reducing recidivism.

The centralized program space would allow all of the entities providing services to work collaboratively with the offenders and share information which does not presently occur. This would mean instead of the gap in service mentioned above they would be seamlessly transitioned from custody to a residential program or the community, thus increasing their chances for success.

PS: 3.08. Describe the approach to the principles and objectives of evidence-based programming that will be incorporated to reduce recidivism, including program evaluation.

Beyond the increased levels of service, some modifications will be made in order to implement a comprehensive, integrated system of evidence-based (E-B) programs. Such a system will have several components: assessing the needs of each inmate, offering the appropriate E-B programs (in terms of content, approach and duration/intensity of exposure), getting the inmates into the right programs, integrating in-custody and release (reentry), and tracking/evaluating outcomes. As evidenced by the work by the county's CCP, in implementing AB 109 the county is already moving toward a more evidence-based system of program offerings. The construction of these two buildings will strengthen the programs that match inmate needs. The "menu" of programs is also being expanded in regard to proven and evidence-based programming. Current program offerings and planning discussions emphasize behavioral health interventions, GED prep and life skills supports, and cognitive behavioral training for staff. These efforts will be expanded to include more:-Mental health treatment.- Motivational interviewing.-Program reporting and monitoring.-Academic Training.- Employability training-Vocational programs tied to jobs which are most likely to be available in



the county. The current monitoring and reporting system will be enhanced to cover all the new opportunities. Each quarter the CCP will release the statistics that indicate the results of the centralized system. The programs will be adjusted based upon the merits of reducing recidivism.

PS: 3.09 Define the staff qualifications necessary to present the planned programming (e.g., staff training certification).

Staff for the mental health unit will be the same staff that currently sees inmate-patients in a fragmented way in the current jail beds. These same staff will now be able to offer additional interventions to this population given the centralization of necessary services (i.e. medications, sick call, evaluations etc.). Psychiatric nursing staff, Social Workers, Psychiatrists, and Custody staff will form the base staffing. There may be additional staff needed for the addition of: new groups, re-entry education, restoration of competency programs, recreation programs and other interventions. All medical and mental health services are currently provided under contract by California Forensic Medical Group (CFMG) and they will continue to ensure that the staff working with this mentally ill population has current California licenses as appropriate to their positions. The staff working in the academic and vocational training building will have the appropriate licenses and work experience, including working in a detention environment, for the type of training that is being offered. Monterey county departments, local businesses, local non-profits and local educational facilities have the necessary academic and work experience to teach any of the type of classes that are being offered. The Sheriff's office will ensure all participants in training of inmates have the appropriate clearances, background and education to provide a meaningful education experience. Each teacher will be monitored and assessed on their performance and ability to train inmates.



PS: 3.10. Describe the target population and estimated numbers of individuals to be served daily and annually in the program space. Describe how you arrived at those estimates.

The target population for the vocational and academic education spaces will primarily be sentenced inmates serving more than 3 months. Currently only the GP population is targeted for programs. This new space will allow the sensitive needs and gang affiliated inmates to participate. It is estimated that 300 inmates a day and 4,400 inmates a year will have access to educational programs. These estimates are based upon available classroom spaces, average class sizes of 14 inmates, escort availability and number of sentenced inmates.

The target population for the mental health treatment space will be approximately 10% of the mentally ill inmates who require additional separation from the GP housing. These inmates require additional treatment to be better able to function in a detention setting. On average 19% of inmates require some sort of mental health treatment which equates to 220 inmates. Of these 22 (10%) will require treatment in the SMHU daily totaling 216 annually.

4.01 Describe the plan for project management and administration, including key positions and responsibilities.

Capital outlay projects are managed by the Department of Public Works. A full-time project manager (PM) is assigned to the project and reports to the Assistant Director. The PM is responsible for the project from project initiation through completion and closeout, and, in the case of AB 900, SB 1022, and other projects receiving State funding, is the primary liaison with all State agencies. A financial manager is also assigned to the project and will assist the PM as applicable. The County's AB 900 Executive Committee, consisting of representatives from the Sheriff's Department, Public Works, County Counsel, County Public Information Office, and the County Administrative Office will also maintain oversight of the SB 1022 project and will report



on a regular basis to the Board of Supervisors through the Board's Capital Improvement Committee and Budget Committee. An independent Construction Manager will be retained through the RFQ process.

4.02 Describe the current state of the county's project planning process

Pursuant to SB 1022 proposal requirements, a formal Board of Supervisors report, requesting project authorization and outlining the project scope, budget, and schedule has been submitted to the Board of Supervisors and approved, conditioned upon the award of SB 1022 financing for the project. The proposal has been vetted through the County's Capital Improvement Committee and Budget Committee. Upon award of financing, a Design Consultant Request for Qualifications (RFQ) will be prepared. The prime design consultant, who will be responsible for programming, all design phases of the work, and construction administration, will be selected based primarily on qualifications and, subsequently, the successful negotiation of reasonable fees. The Department of Public Works will conduct design reviews at each phase (schematics, design development, working drawings). For this project, it is anticipated that an outside consultant will be retained to facilitate value engineering and cost oversight, to ensure that the project will be completed within the mandated budget constraints. In addition, design submittals will be reviewed by various State agencies (refer to Item 4.04 Project Timeline) as well as the City of Salinas Fire Department. Final approval of the construction documents, as well as the award of the construction contract, is subject to the approval of the Board of Supervisors pursuant to the California Public Contract Code.

**4.03 Describe the county's readiness to proceed with this project**

Monterey County is prepared to proceed with this project in several key ways. The county recently was awarded AB 900 funding to complete a jail expansion to include 576 additional bed spaces. If funding is awarded for the mental health and programming space facility proposed in this SB 1022 program funding request, this project will be merged with the AB 900 project currently underway. As a result of this existing jail construction project, the county already has addressed issues such as utilities, parking and infrastructure; has a completed due diligence package submitted with our RFP which includes a completed land appraisal; has a completed 2011 Needs Assessment; has an available county site adjacent to the existing Monterey County Jail for the construction of the mental health and programming space; and has assigned resources to administer and manage this project through all phases of planning, design, construction, and occupancy.

4.04 Describe the construction project timeline

The schedule for the design, construction, and activation of the facility has been developed to encompass the traditional programming, schematic design, design development, and working drawings phases of a typical design-bid-build project. Each phase's duration has been expanded to include the various activities required to obtain local board approval. Timeframes driven by the mandatory submittals required by the State, at the times they are required, and with necessary durations for the submittal review and approval process have also been factored into the project schedule, with the understanding that each State agency has its own milestone submittal requirements and review and approval durations. Activities and durations for the prequalification of general contractors, bid preparation and bidding, State approval of



the bid, and actual contract execution have been built into the schedule as the next steps required so that a Notice to Proceed (NTP) can be issued. Following the NTP, a 21-month construction and closeout period has been included as well as the requisite 90-day staffing and occupancy duration. A tentative schedule is included as an attachment to the narrative.

5.01 Justify the amount of state financing requested for the planned construction.

The amount of state reimbursement for the planned construction is reasonable for the buildings being proposed. Monterey County proposes to construct a 14,000sqft, 24 bed mental health treatment building, a 12,500sqft vocational and academic building and a 625sqft work change building. The site chosen is adjacent to the existing facility. The construction cost is approximately \$650 per sq. ft. including site work and is very reasonable for detention type space. Monterey County believes that the construction of these two buildings will improve the treatment of the mentally ill and provide for increased vocational and academic education of inmates. The result could be a reduction in recidivism of as many as 104 inmates or a further 9% of the jail population not returning to detention.

5.02 Describe the anticipated benefits/impacts of the construction in relation to construction costs (including any fiscal benefits)

Fiscal benefits include the reduction in long term operating costs due to the, reduction in staffing costs pursuant to the centralization of programs, the reduction in annual maintenance costs which can be realized through the use of durable materials and systems and the reduction in energy and water usage due to efficient systems. The new buildings will be located within an unencumbered, existing, and level parking areas (a cost saving measure). Relocation of storm drains and some utilities will be required. Replacement parking along with new parking (for added staff) must be provided on a moderately sloping portion of County property (also



unencumbered) which will require a certain amount of grading. Given the need for this project and the services which it will provide, the benefits by far outweigh the impacts.

5.03 Describe the steps that the county has taken to minimize costs of this project.

The centralization of treatment and housing with vocational education and classrooms will minimize staffing requirements for these programs, resulting in a reduction of long-term operating costs. Similar savings will be realized through the use of energy and water efficiency, and the durability of construction. Existing land already owned by the county and adjacent to the existing jail will be used. The existing site infrastructure has been carefully evaluated so that the placement of new buildings has the least possible impact on site development costs. In addition, the provision of new, standalone buildings will not trigger seismic and ADA upgrades to existing buildings as would be the case with building additions or extensive remodel. During the programming phase, special emphasis will be placed on “must have” vs. “wish list” types of items in order to minimize costs. Value engineering sessions will be held at the conclusion of the schematic and design development phases in order to reduce costs without affecting the overall mission of the project. Full design reviews will be conducted at each design phase, with an emphasis on a minimization of scope creep and a significant reduction in errors and omissions in the documents which could result in costly change orders during construction.

5.04 Describe efforts to leverage other sources of funds (e.g., federal) for program delivery.

Monterey County currently uses Inmate Welfare and AB 109 funds to support educational and employment preparedness program delivery in the jail. The county also partners with local volunteer and non-profit organizations as much as possible to enhance the program services provided. Additionally, the Sheriff's Office is partnering with the Health Department, Probation



and Social Services to identify and increase opportunities for obtaining federal and state funding for in-custody and post-release mental health and substance abuse treatment and programs. The county is exploring increased funding opportunities such as the Affordable Care Act (Medi-Cal, Medicaid, etc.) as well as soliciting funding through programs such as the Substance Abuse and Mental Health Services Administration (SAMSA).

5.05 Detail the cost effectiveness of this construction project, including from a population management perspective.

This project will be cost effective from initial construction through long term operating costs. The centralization of treatment, programs, and services with mental health housing will require fewer staff resources to manage and escort the inmate-patients. The use of durable materials and systems during construction will reduce the need for ongoing maintenance and maximize energy and water usage. The vocational education shops and classrooms will be located in a pre-engineered structural system with CMU infill building with many components being completely fabricated off site. The mental health housing and treatment unit will be constructed in such a manner that a reliance on detention and security barriers can be minimized. As an example, the outdoor recreation area will be an open air court within the building. Natural light will be provided by clerestory windows, at an elevation where commercial, rather than security, glazing can be utilized. Perhaps the largest cost savings and effectiveness, however, will result from an anticipated reduction in recidivism, resulting from effective programming and treatment coupled with vocational education and training specific to current job trends in the community, all facilitated by the programmatic goals of this project.