



# BOARD OF STATE AND COMMUNITY CORRECTIONS

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

*This document is not to be reformatted.*

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Board of State and  
Community Corrections

### SECTION 1: PROJECT INFORMATION

#### A: APPLICANT INFORMATION AND PROPOSAL TYPE

COUNTY NAME Sonoma	STATE DOLLARS REQUESTED \$ 24,000,000	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>
TYPE OF PROPOSAL – PROGRAM SPACE PROPOSAL <u>OR</u> BEDS AND PROGRAM SPACE PROPOSAL PLEASE CHECK ONE (ONLY): PROGRAM SPACE <input checked="" type="checkbox"/> BEDS AND PROGRAM SPACE <input type="checkbox"/>		

#### B: BRIEF PROJECT DESCRIPTION

FACILITY NAME County of Sonoma Community Corrections Center		
PROJECT DESCRIPTION 38,000 sf stand alone 2-story building to provide spaces for program administration, program activities, a cook/chill kitchen, and building support spaces.		
STREET ADDRESS 2300 County Center Drive, Suite A-220		
CITY Santa Rosa	STATE CA	ZIP CODE 95403

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

FACILITY TYPE (II, III or IV)	<input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input 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	N/A	N/A	N/A	N/A
TOTAL BEDS (A+B+C+D)	N/A			



**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 José Obregón

TITLE Director of General Services

AUTHORIZED PERSON'S SIGNATURE

DATE

10/16/13

**G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR**

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

**COUNTY CONSTRUCTION ADMINISTRATOR**

NAME Ed Buonaccorsi

TITLE Deputy General Services Director

DEPARTMENT

General Services

TELEPHONE NUMBER

707-565-3193

STREET ADDRESS

2300 County Center Drive, Suite A-220

CITY

Santa Rosa

STATE

CA

ZIP CODE

95403

E-MAIL ADDRESS

ed.buonaccorsi@sonoma-county.org

**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 José Obregón

TITLE Director of General Services

DEPARTMENT

General Services

TELEPHONE NUMBER

707-565-3242

STREET ADDRESS

2300 County Center Drive, Suite A200

CITY

Santa Rosa

STATE

CA

ZIP CODE

95403

E-MAIL ADDRESS

jose.obregon@sonoma-county.org

**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 Mark Hummel

TITLE Planning Manager, Associate Architect

DEPARTMENT

General Services

TELEPHONE NUMBER

707-565-3425

STREET ADDRESS

2300 County Center Drive, Suite A-220

CITY

Santa Rosa

STATE

CA

ZIP CODE

95403

E-MAIL ADDRESS

mark.hummel@sonoma-county.org



**BUDGET SUMMARY TABLE**  
(Report to nearest \$1000)

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$ 22,207,000	\$ 337,000		\$22,544,000
2. Additional Eligible Costs*	\$723,000	\$430,000		\$1,153,000
3. Architectural	\$831,000	\$		\$831,000
4. Project/Construction Management	\$239,000	\$ 42,000		\$281,000
5. CEQA		\$52,000		\$52,000
6. State Agency Fees		\$51,000		\$51,000
7. Audit		\$ 0	\$15,000	\$15,000
8. Needs Assessment		\$ 0	\$0	\$0
9. Transition Planning		\$ 0	\$ 0	\$ 0
10. County Administration			\$753,000	\$ 753,000
11. Land Value			\$998,000	\$998,000
<b>TOTAL PROJECT COSTS</b>	<b>\$24,000,000</b>	<b>\$912,000</b>	<b>\$1,766,000</b>	<b>\$26,678,000</b>
<b>PERCENT OF TOTAL</b>	<b>89.96%</b>	<b>3.42%</b>	<b>6.62%</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):**

Construction costs are based on a basic construction cost estimate prepared by cost estimators (Davis/Langdon) at HOK, the architect on the project's design team.

The County requests a state reimbursement of \$22,207,000, consisting of the basic construction cost (\$16,007,000), contingency for escalation through the mid-point of construction (\$2,434,000), construction bid factor (\$1,136,000), construction change orders (\$1,136,000), telephone/data wiring installation (\$55,000), computer network, equipment, & installation (\$462,000), and a project contingency (\$977,000) be reimbursed by the State.

The County's construction cash contribution of \$337,000 consists of additional construction expenses.

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:**

The County requests a state reimbursement of \$723,000, consisting of moveable equipment and furnishings (\$582,000) and building permits and inspections (\$141,000).

The County's cash contribution of \$430,000 includes office moving expenses (\$11,000), other construction tests & inspections (\$188,000) and a County project contingency (\$231,000).

b) **Moveable equipment and moveable furnishings total amount:** see subparagraph a) above

c) **Public art total amount:** None

3. **Architectural:**

a) **Describe the county's current stage in the architectural process:**

Currently the County's Design Team architect for this project, HOK, has completed a conceptual (pre-schematic) design. The County plans to continue the design process in three stages (1) Schematic Design, (2) Design Development, and (3) Construction Documents. Please see narrative Section B.102 for further information.

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:**

County has contracted with HOK without anticipating SB1022 funds for this project. If awarded, the County is prepared to advance authorized state reimbursement funds to HOK. Upon notification of a conditional award, the County will engage HOK to begin a Schematic Design. All costs incurred prior to state reimbursement will initially be borne by the County, and eligible expenses will be reimbursed by the State after construction begins.

c) **Define the budgeted amount for what is described in b) above:**

The County requests State reimbursement for architectural services including architectural consultants (\$831,000).



**d) Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:**

There are no county contribution dollars in this section

**e) Define the budgeted amount for what is described in d) above:**

**4. Project/Construction Management:**

The County proposes a State reimbursement of \$239,000, for construction management activities including the formation and operation of a Construction Management Team (see narrative section 4.01). The proposed construction management cost is based on estimates received from experienced CM Firms Swinerton Inc and the Koll Company for projects of this size and character.

The County will provide a cash contribution of \$42,000, to cover project/construction management expenses in addition to those expenses reimbursed by the State.

Construction management costs will enable the County to form a Construction Management Team to efficiently monitor and guide progress through the construction process, ensuring adherence to the construction budget, schedule, and objectives

**5. CEQA:**

The County will provide a \$52,000 cash contribution to conduct a CEQA initial study. This cost is based on an estimate provided by the Sonoma County Permit Resource Management Department's Environmental Division in anticipation of a CEQA Negative Declaration.

While Sonoma County has not yet met all aspects of Preference Criterion #3, the county is in the process of completing the CEQA process as evidenced by this attachment to its SB1022 application. Sonoma County has expressed in its Board Resolution (also attached to its application) its commitment to complete the CEQA process in a timely manner.

The county has prepared a detailed project description for the proposed Community Corrections Center (CCC), and a review of the CEQA Initial Study checklist has been conducted to make a determination of the likely CEQA document that will be needed. Based on this review, it appears that a Mitigated Negative Declaration would be the appropriate document, with typical mitigations utilized on County projects.

CEQA compliance will enable the County to initiate construction.

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

**a) Real estate due diligence fee:**

The County will provide \$16,000 cash contribution for DGS due diligence fees.

**b) State Fire Marshall fees:**

The County will provide \$35,000 cash contribution for State Fire Marshall fees.

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

Based on the estimated cost for the County Auditor to prepare the required final audit and



report on the grant accounting and administration, the County will provide a \$15,000 in-kind match in audit services.

The final audit and report is a required project component.

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

Since this project does not include housing, a Needs Assessment is not required.

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

The County is providing a transition plan under a separate project. The transition planning team will consist of consultant (VRJS) and dedicated staff from the Probation Department and Sheriff's Office. The transition planning team will initiate work during the architectural design phase and continue through the facility move-in period.

The transition planning team will work to develop and administer a transition plan, ensuring the successful and smooth commencement of operations at the new facility.

10. **County Administration:**

The County will provide administration services as an in-kind match equating to a cost-equivalence of \$753,000. County administration in-kind resources include: other consultants (\$50,000) and County staff (Project Manager, Senior Project Specialist, and ancillary County staff directly related to project design and construction) (\$703,000).

County administrative services will contribute to project management and support, ensuring that the project proceeds as planned and with sufficient support.

11. **Land Value:**

The County will provide the project site in-kind. Fair market value of the site (\$998,000), which the County currently owns, was determined by an independent real estate appraiser, Howard Levy Appraisal Group, Inc., for the proposed project.

Possession of the project site will enable the County to proceed with construction of the proposed CCC.



### 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>	12/16/2013	3/16/2014	
Real estate due diligence package submitted <u>within 120 days of award</u>			Will submit with application
State Public Works Board meeting – Project Established <u>within 18 months of award</u>	3/1/2014	4/30/2014	
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	3/1/2014	4/30/2014	
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 30 months of award</u> (design-build projects)			This project will not use the Design-Build process
Design Development (Preliminary drawings) with Staffing Plan	9/1/2014	3/1/2015	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	9/1/2014	3/1/2015	
Construction Documents (Working drawings)	3/1/2015	12/1/2015	
Construction Bids	12/1/2015	2/1/2016	
Notice to Proceed <u>within 42 months of award</u>	2/1/2016	3/1/2016	
Construction (maximum 3 years to complete)	3/1/2016	7/1/2016	
Staffing/Occupancy <u>within 90 days of completion</u>	7/1/2016	8/1/2106	



## 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	491,829
2.	Number of detention facilities	2
3.	BSCC-rated capacity of system	1,477
4.	ADP (Secure Detention) of system	1,079
5.	ADP (Alternatives to Detention) of system	239
6.	Percentage felony inmates of system	70%
7.	Percentage non-sentenced inmates of system	48%
8.	Arrests per month	1,793
9.	Bookings per month of system	1,503



10.	"Lack of space" releases per month (4018 & 4024 Total)	448
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**Table 2: Provide the name, BSCC-rated capacity (RC) and ADP of the adult detention facilities in your jurisdiction.**

	Facility Name	RC	ADP
1.	MADF - Main Adult Detention Facility	916	769
2.	NCDF – North County Detention Facility	561	309
3.			
4.			

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

	Pre-Trial Approaches	ADP
1.	Early Case Resolution Court Arraignments	8
2.	Citation Release (1,035 1/1-6/30/13)	5
3.	Supervised Own Recognizance (SOR)	110
4.	DUI Court (Probation Supervision)	32
5.		
6.		
	Sentenced Offender Approaches	ADP
1.	Electronic Monitoring Program (EMP)	69
2.	Work Release (SAC)	39
3.	Day Reporting Offenders	150
4.	4018 and 4024.1 PC	75
5.	Drug Court	1
6.	1210 Court (Domestic Violence)	1
7.	Forensic Assertive Community Treatment (FACT)	42
8.	Early Case Resolution Court Sentencing	7
9.		



<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.	Starting Point	16
2.	PATHS	5
3.	Moral Recognition Therapy (MRT)	5
4.	Parenting	5
5.	Basic Education / GED	24
6.	Job Skills	9
7.	Life Skills	3
8.	Anger Management	5
9.		
	<b>Sentenced Offender Program</b>	<b>ADP</b>
1.	EMP	69
2.	Day Reporting Center (Life Skills & Cognitive Restructuring)	150
2.	Starting Point	39
3.	PATHS	10
4.	Moral Recognition Therapy (MRT)	10
5.	Parenting	10
6.	Basic Education / GED	56
7.	Job Skills	21
8.	Life Skills	7
9.	Anger Management	10
10.	Residential / Substance Abuse	154
11.	Outpatient / Substance Abuse	308
12.	Homeless Shelter / Sober Living Unit	108
13.	Domestic Violence Programs	268
14.	Sex Offender Treatment	60
15.	Forensic Assertive Community Treatment (FACT)	42
16.	DUI Court (Probation Supervision)	32
17.		

<b>Table 5: List the offender programming gaps and deficiencies.</b>	
	<b>Gaps and Deficiencies</b>
1.	Basic Education, GED and PATHS has a waiting list average of 7
2.	Anger management program (e.g. Aggression Replacement Training) on demand for any offender under Probation's supervision has a waiting list.
3.	Cognitive skills groups (including life skills, interpersonal skills and basic employment readiness) for any offender under Probation's supervision have a waiting list.
4.	Case managed housing for offenders requiring an emergency placement, homeless offenders releasing from prison/jail, special needs offenders (e.g., sex offenders, arsonists, etc.), step-down transition from residential substance abuse treatment has a waiting list.
5.	A broader array of vocational training programs that are viable and truly



	prepare offenders for specific, family-wage jobs in the community.
6.	Provide employer subsidies for on-the-job training (again combined with employment readiness [soft] skills have a waiting list.
7.	Provide insurance bonding for any employer willing to take on an offender as an employee has a waiting list.
8.	Child Abuse Prevention programming along with parenting skills has a waiting list.
9.	
10.	

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

	<b>Assessment Tools</b>	<b>Assessments per Month</b>
1.	Objective Jail Classification Decision Tree	1,396
2.		
3.		

**Table 7: List the offender assessments used for determining programming.**

	<b>Assessment Tools</b>	<b>Assessments per Month</b>
1.	Objective Classification and Decision Tree	1,396
2.	Offender Needs Assessments (SRNA)	50
3.		
4.		
5.		



## SECTION 5: NARRATIVE

## 1. PROJECT NEED

### Introduction

Sonoma County intends to reduce its inmate population. Senate Bill 1022 funds will be required if this goal is to be met.

California counties typically focus on an ever-increasing amount of bed space for their expanding inmate populations. Sonoma County leadership has a plan to change that trend and provide a new model that may help all California counties better manage inmate populations.

Rather than increasing its high-cost high-security bed space, Sonoma County plans to decrease its inmate population and associated recidivism by embracing the concepts of alternatives to incarceration, or programs. To that end, its proposed new Community Corrections Center (CCC) will become the standard by which all other program-based facilities will be assessed. County leadership believes that construction of the state's first County Community Corrections Center, as part of an ongoing effort to develop a cost-effective model for reducing incarceration costs and recidivism rates and improving offender re-entry outcomes, will fill a current void in the county's ability to fully provide alternatives to detention, including Early Case Resolution (ECR), Work Release, Electronic Monitoring Program (EMP), Day Reporting Center (DRC), and educational programs.

Key elements of the county's systems strategy include:

- ❖ Building upon the extensive assessment and planning work that has identified the implementation of a CCC as a significant priority for the county;
- ❖ Actively reducing recidivism and simultaneously reducing long-term costs for the county's criminal justice system by integrating a proven re-offense risk assessment tool and evidence-based programming into the new facility targeted at offenders who are most likely to re-offend;



- ❖ Leveraging the added bed capacity made available through the construction of the residential portion of the CCC to convert existing Main Adult Detention Facility (MADF) cells into specialty cells to adequately house the county's growing population of special management inmates;
- ❖ Expanding and renovating the MADF's booking area to address safety and security concerns;
- ❖ Centralizing the county's meal services at a new cook-chill kitchen facility in the CCC;
- ❖ Leveraging a one-time investment to improve the county's correctional facilities, process, and methodology. Anticipated benefits offer the prospect of a significant return on the state's investment and the opportunity to demonstrate a promising model to other counties and
- ❖ Creating a complete continuum of care for offenders, including a robust offering of research-based rehabilitative programming.

### Community Corrections Center

A Community Corrections Center prepares inmates for successful transition back to the community and is a priority linchpin to a systems approach. The CCC is a combination minimum-security/non-secure residential/program facility that offers a community-oriented environment as an alternative to jail. Inmates at a CCC generally work in the community during the day and then return to the facility at night. The CCC provides a structured living environment in which to learn new and essential skills and address treatment or substance abuse issues. Inmates who are referred to a CCC serve out the remainder of their sentence at the facility where they not only satisfy their court ordered sentence, but also participate in a range of rehabilitative programs. The inmates progress in a "step-down" and "step-out" process from a secure status to

the non-secure residential portion of the facility where programming continues. From there, subsequent steps might include electronic monitoring, work release, followed by day reporting, and then release. The principal goal is to facilitate successful re-entry back into the community and to reduce offender recidivism. The CCC is expected to reduce system-wide costs, improve offender outcomes and help create a more cohesive system of local services. This innovative residential jail alternative for offenders has been successfully piloted in other states but is not currently available in the state of California.<sup>1</sup>

### **Bed Construction**

#### **B:1.01 Findings of the Needs Assessment Completed by the County**

The following needs assessment excerpts – “Findings Summary” and

“Recommendations” are presented here to give the BSCC an introduction to the two interconnected projects that will constitute the CCC. **No bed construction is included as part of this financing proposal. Per the instructions in the Request for Proposals, a needs assessment is not required and is not included in the financing proposal package. This entire narrative shall serve as the “comprehensive targeted summary of need” specified in the Request for Proposal when fewer than 25 beds are to be added.**

To develop the needs assessment, the county contracted with Voorhis/Robertson Justice Services, LLC (VRJS), a criminal justice planning and consulting firm. VRJS has worked with Sonoma County since 2001, and during that time has provided criminal justice planning and consulting services for both adult and juvenile facilities, validating VRJS’s capacity to conduct high quality needs assessment work for the county. VRJS completed the needs assessment in 2012 and updated it in 2013.

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<sup>1</sup> Bennett, David. *Sonoma County Corrections Master Plan*. 2007.



*Needs Assessment Findings Summary*

**1. Three operational deficiencies exist within the county's adult detention facilities, and in particular at the MADF:**

- a. Limitations in the MADF booking and release area impact the ability of staff to safely and effectively manage inmates during those processes. The lack of space to process and hold inmates in the booking area has resulted in the need to stage inmates in intermittently observed court holding areas during one of the highest risk periods (first 48 hours) in custody. To address this problem, the jail often uses overtime staff to stand by in the court holding area. However it is generally not an option that can be scheduled in advance, making this approach to reducing liability potential associated with this strategy difficult to plan.
- b. Existing Housing Units lack the capacity to adequately manage the current and projected population of special management inmates.
- c. The current MADF kitchen is undersized to serve the county's inmate population, and the current operation of two separate kitchens (MADF and NCDF) is not cost effective. Improvements to the kitchen are required to address long-term future demands. Expanding the kitchen in its current location is infeasible.

**2. The distribution of bed types within the county's current detention system is not well aligned with anticipated future demand.** Projections of future jail bed demand include an expected increase in special management inmates,<sup>2</sup> an influx of inmates following California's prison realignment (AB 109), and anticipated reductions in

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<sup>2</sup> Special management inmates are defined as those who have a risk to harm others and/or themselves, or to be harmed by others. This includes many gang members, and inmates with serious behavioral and/or mental health issues.

detention needs resulting from the county's efforts to reduce criminal behavior and recidivism through the implementation of a Community Corrections Center.

#### *Needs Assessment Recommendations*

In response to the findings above, the needs assessment report has identified the following major recommendations.

1. Construct a 160-bed Community Corrections Center (CCC) to support the recommendations of the 2009 *Adult Criminal Justice Phase 2 Master Plan* and to align with Sonoma County's goals to reduce criminal behavior and recidivism. The planned Day Reporting Center (DRC), which the county has approved and funded, will be housed in the CCC to provide rehabilitative programming to offenders participating in the county's detention alternative programs.
2. Proceed with the existing *County of Sonoma Five-Year Capital Project Plan 2012-2017* to implement the required housing unit improvements at the MADF to enable safe and effective management of special populations.
3. Construct a new cook-chill kitchen with the capacity to serve the projected inmate population, resulting in reduced meal services operating costs.
4. Renovate and enlarge the MADF booking and release areas to extend their useful operational life and improve security throughout the booking and release processes. Relocation of the existing kitchen is a key component of this strategy.

B:1.02 County Jail System Overview (Capacity, ADP, etc.), Including Other Current or Planned Construction. Description of AB 900 Award and Current Stage of Planning or Construction.

#### *Overview*

The county has 1,476 adult beds within the criminal justice system, 915 at the Main



Adult Detention Facility (MADF) and 561 at the North County Detention Facility (NCDF)<sup>3</sup>.

**2013 Average Daily Population:**

- ❖ The ADP as of June 2013 was 1079

**Average Length of Stay:**

- ❖ Overall Average Length of Stay (ALOS) in 2012 = 22.3 days
- ❖ AB 109 FLASH Incarceration ALOS in 2012 = 7.3 days
- ❖ AB 109 Parole Violation ALOS in 2012 = 139 days

*Current Facility Issues*

**Booking Area:** Currently, the lack of sufficient holding cells, sobering cells, and safety isolation cells in the MADF booking area compromises the safety of both jail staff and arrestees. In addition, the booking area lacks sufficient space for medical services, pre-trial services, property storage, and work areas for arresting officers to complete arrestee-processing documentation.

**Special Management Inmate Housing:** Sonoma County's detention system faces a critical challenge in providing adequate housing for special management populations, including mental health inmates, gang members, protective custody inmates, inmates experiencing significant substance withdrawal, and administrative segregation inmates. The population of individuals in custody who are in this category is sizable and continues to grow. Without the addition of specialty cells to the jail's current capacity, the county will not be able to provide appropriate beds to its population of special management inmates, which is growing as a result of AB 109, generating an unsafe environment for protective custody inmates and posing significant health risks for inmates with mental and behavioral health needs.

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<sup>3</sup> Voorhis/Robertson Justice Services, LLC *Sonoma County Adult Detention Needs Assessment Update*. 2013.

**MADF Kitchen Deficiencies:** The existing MADF cook/serve kitchen was sized to accommodate meals for up to 700 inmates. However, the additions of the West Wing Expansion and double bunks have increased the bed capacity to 915, without any significant changes to the kitchen. The cook/serve kitchen is not only undersized, but past its useful life and is very costly to maintain. Constant repair is required and imminent failure of systems and equipment continues to be a real possibility.

#### *AB 900 Award*

The county has been notified by the state that it is being considered for award of AB 900 funds in the amount of \$36 million. The proposed CCC was also the focus of the AB 900 funding request application.

#### **Separation of A.B. 900 and S.B. 1022 Funding**

The BSCC has informed county staff that SB 1022 funding cannot be used on a project partially funded by AB 900 funds. This is because the state needs to have a defined facility that can be leased and operated independently, should it become necessary to do so, with no other financing encumbering the project. In response to this information, since AB 900 funds and SB 1022 funds are both required to complete the proposed CCC, the county proposes to use the two sources of funding to construct two separate and distinct projects. Since only \$36 million of the requested \$43 million in AB 900 funding for the originally proposed CCC is being considered for award by the state, the county proposes to use that funding to construct a smaller project, which contains the beds and administrative space only. The SB 1022 funds, should they be awarded, will then be used to construct a second project that is physically separate from, but immediately adjacent to, the first project. The second project will contain the program spaces and a new kitchen. Together, these two projects will



define the overall CCC. The BSCC has given verbal approval of this dual-source funding strategy to county staff.

#### B:1.03 System Issues (Overcrowding, Medical, Mental Health, etc.) Anticipated to be Remediated by the New Construction

##### *Recommended Solution*

**Construction of the new CCC will alleviate all these problems.** The CCC will include a new cook/chill kitchen that will have the capacity to serve all three of the county's detention facilities, rendering the MADF kitchen no longer necessary. The safety and security improvements to the expanded MADF booking area, although a separate project and not intended to be funded by this funding request, are contingent upon the CCC's new kitchen facility being constructed, since the improved booking area will expand into the old MADF kitchen area. Finally, the transfer of inmates from the MADF to the CCC and eventually to the community will allow for more single cell space for special management populations, including mental health.

#### B:1.04 Current Trends in the Number of Arrests, Bookings, Releases Due to Lack of Space and Other Relevant Factors as they Relate to the Number of Beds NA: No bed construction is included in this funding request.

#### B:1.05 Current Approach to Reducing the Need for Beds, Including Programs and Alternatives to Incarceration

Sonoma County has a long history of cooperative relationships between justice agencies and service providers in the community, including the Criminal Justice Council and the Community Corrections Partnership; these collaborative partnerships have played a key role in reducing crowding in correctional facilities. Some of the current approaches used are:

- ❖ **Forensic Assertive Community Treatment (FACT);**
- ❖ **Educational Programs;**
- ❖ **Day Reporting Center (DRC):** The DRC is located in a small building on the county campus. Following the construction of the CCC, the DRC will move to the CCC facility, enabling the center to better integrate services and more effectively serve offenders;
- ❖ **Intensive Programming Module:** The sheriff's office has planned an Intensive Programming Module for in-custody offenders that will incorporate and expand many existing offender programs, including anger management counseling, CBI, and substance abuse intervention. Through program alignment and integration and reliance on the STRONG needs assessment tool, the Intensive Programming Module will increase program delivery efficiency and improve offender outcomes;

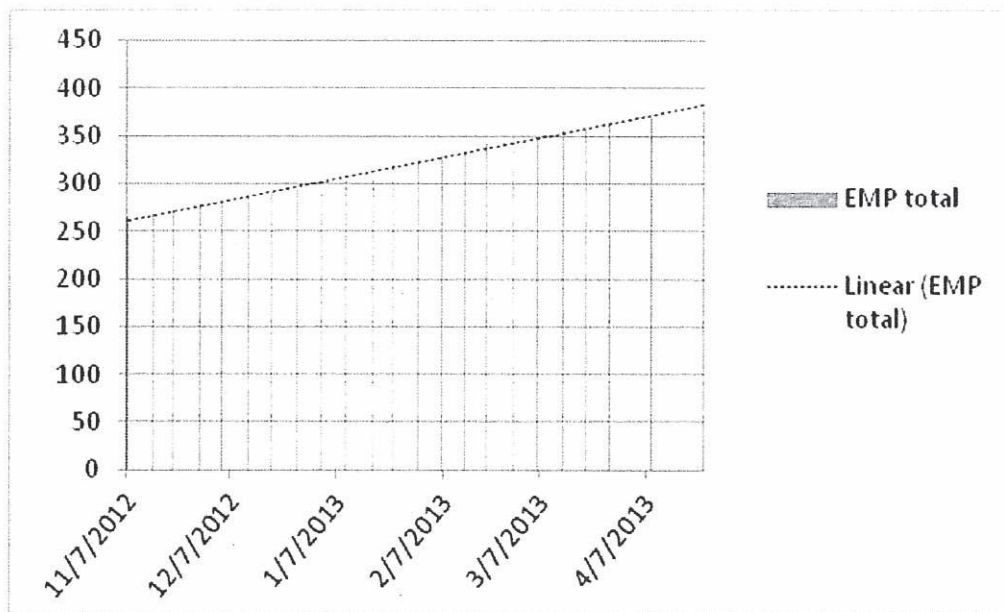
#### B:1.06 Data Showing the Effectiveness/Impacts of These Alternatives

- ❖ **Early Case Resolution (ECR):** Early Case Resolution Court has been operational in Sonoma County for a number of years. The goal of ECR is “same justice sooner.” This approach coordinates system efforts that result in the timely filing of cases and quicker adjudication. The more efficient processing of cases will, over time, reduce the impact on the jail, cut system costs, and improve outcomes by immediately linking offenders with treatment. Research has shown that it is the immediacy of the punishment and not the severity that has the greatest impact on changing behavior. The ECR program saves an average of 95 jail beds daily;
- ❖ **Work Release:** In a recent 12-month period, offender participation in work release programs is estimated to have saved 10,400 jail bed days (an average of 28.5 beds per day);



- ❖ **Electronic Monitoring Program (EMP):** In a recent 12-month period, 303 offenders participated in the EMP program. As of April 2013, there have been over 350 participants to date;

**Figure 1: Recent Electronic Monitoring Program Population**

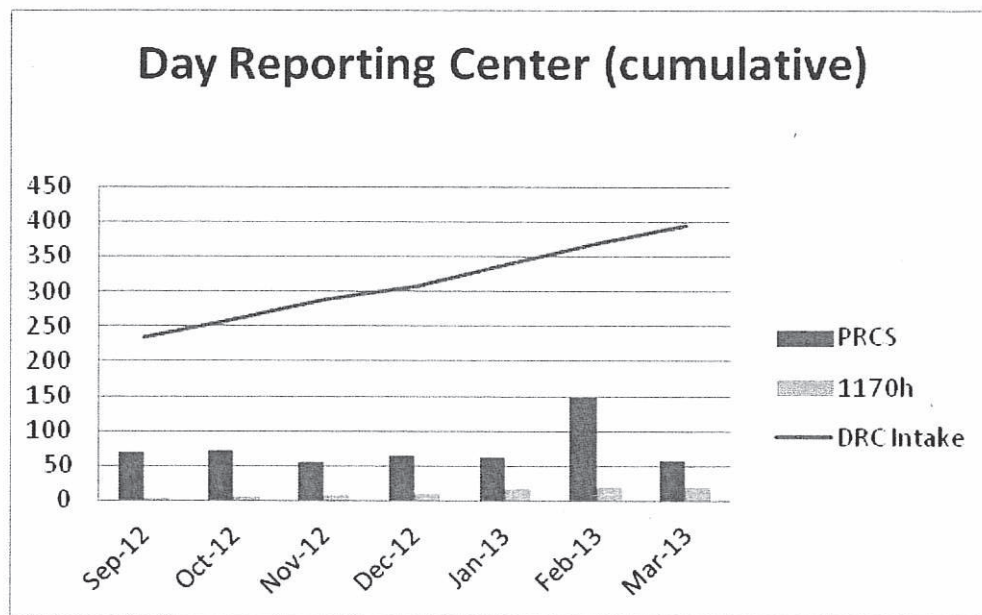


- ❖ **Forensic Assertive Community Treatment (FACT):** Provided by the Sheriff's Office, Mental Health Department, Superior Courts, and Human Services Department, FACT uses an evidence-based therapy model that has yielded success in the treatment of offenders. An assessment of the FACT program's effectiveness concluded that clients participating in the program for at least 12 months achieved an 82% reduction in jail days;
- ❖ **Educational Programs:** Enables inmates to: earn a high school equivalency certificate; learn how to manage harmful behaviors and substance abuse; cope with mental illness; and enroll in correspondence courses. Throughout the seven years in

which it has been in operation, the program has saved a total of 46,949 jail bed days (an average of 18.4 jail beds per day); and

- ❖ **Day Reporting Center:** With an initial ADP of 100 offenders, the program will grow to accommodate an ADP of up to 200 offenders and will have the capacity to serve up to 400 offenders in total per year. Some jail inmates may be eligible to serve a portion of their sentence as a participant in DRC programming, saving a substantial number of jail bed days.

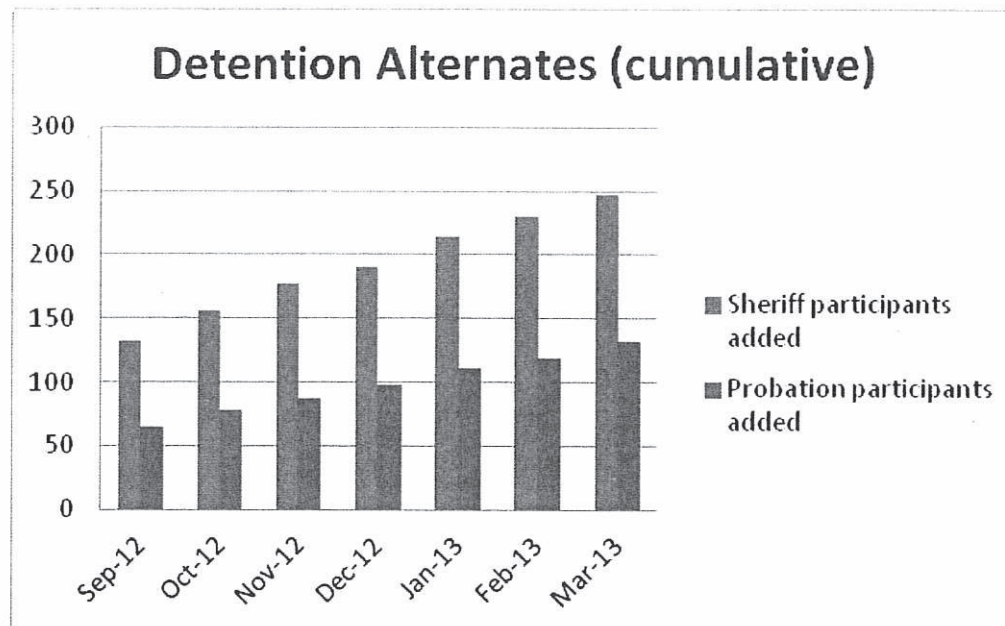
**Figure 2: Recent DRC Population**  
Post-Release Community Supervision (PRCS) and  
AB 109 Criminal Justice Realignment Section 1170(h)



The participation rate in each of the programs described, as shown in Figure 3 below, continues to rise dramatically, which bodes well for the goal of continuing to reduce the inmate population.



Figure 3: Participation in Detention Alternatives



B:1.07 Plans Underway, or Future Plans, to Implement Alternatives to Incarceration and Their Anticipated Results

The proposed Community Corrections Center will contain 80 non-secure residential beds and 80 minimum-security beds, a cook-chill kitchen and program spaces. These will meet a range of critical needs that have been identified in a comprehensive corrections planning process undertaken by Sonoma County. The CCC's added bed capacity will alleviate current pressures on jail housing management by enabling the county to convert a portion of the existing MADF cells to better accommodate the county's growing population of special management inmates. **Again, it is important to emphasize that bed construction is not included as part of this funding application.**

The new cook-chill kitchen in the CCC will replace the current MADF kitchen and enable the county to consolidate meal services, yielding greater efficiency and cost-savings. By

relocating the kitchen, the county will be able to expand the existing MADF booking area to address current capacity inadequacies and safety and security risks of this area.

### **Program Space Construction**

#### **PS:1.01 Process for Determining the Need for Program Space**

Sonoma County has conducted an analysis of the offender population as a part of the development and implementation of a criminal justice system master plan. That plan was adopted by the county and continues to be a roadmap for the implementation of programs and services and for managing offenders within the criminal justice system. The Master Plan was completed in 2006 and updated in 2009 and was developed for both for adult and juvenile offenders. The Master Plan identified and confirmed 4 priorities for the county. These included:

- ❖ The implementation of an early case resolution court;
- ❖ Establishment of a day reporting center;
- ❖ Provision of pre-trial services; and
- ❖ The construction of a community corrections center.

The following statement regarding programs at the CCC is from a document titled Community Corrections Center Planning by David Bennett Consulting:

*“A Community Corrections Center (CCC) is not just a less expensive option to jail. It is not simply a facility where offenders are housed while they are out working. Instead, it is a rigorous program, where every resident is expected to follow an individualized plan of work and treatment. The goal is not to simply complete a sentence, but to pay back one's dues to society while forging a plan for success in the community. It is a place designed to hold offenders accountable, and to change lives for the better.”*



A primary focus of Sonoma County is to reduce recidivism. The CCC will empower that goal by preparing inmates for a successful transition from a custody setting to residing in the community.

**PS:1.02 Current Approach to Offender Programming (Use of Current Program Space, Types of Programs and Services) for Custody and Non-custody Offenders**

Sonoma County utilizes space within the MADF and NCDF for programming of adult offenders. The county also leases space for a day reporting center. The county's offender programs are currently limited by space constraints and by the "jail atmosphere" of the areas where programming currently takes place.

**PS:1.03 Least Restrictive Alternatives Put in Place to Serve the Population Intended to be Served by this Proposal**

In general terms, out-of-custody programs are the least restrictive and in-custody programs are the most restrictive. The least restrictive alternatives to incarceration now in use in the County, in order of increasing restriction, are as follows:

- ❖ Residential substance abuse programs;
- ❖ Electronic monitoring; and
- ❖ Day reporting.

**PS:1.04 Gaps and Deficiencies in Current Programming for Custody and Non-Custody Offenders, and Which Will Be Addressed With Proposed Program Space Construction Funding**

Many of the current programs have been in place for years, with new programs being added as they are developed. The primary challenges to success lie not with the programs, but the program spaces. Programming currently is provided in spaces ill-suited for that purpose. Further, the "jail atmosphere" of the current spaces limits the success of programs that are intended to help individuals reintegrate into the community.

PS:1.05 Approach Taken to Determining the Kind of Programming That Will Take Place in the New Program Space

The county conducted and implemented a criminal justice system master plan that included a primary recommendation to develop a solid array of programs to be delivered across a custody-to-community continuum (that included a day reporting center and evidence-based programs). This approach was designed to foster continuity of services, improve offender outcomes, and expand the availability of lower cost intervention options.

In the case of the CCC, extensive stakeholder feedback was obtained to develop the plan. Numerous user group meetings were conducted to determine the number and type of offenders who will need programming, the space required for that programming and the staffing implications.

PS:1.06 Information and Data Supporting the County's Need for Program Space

The county's current offender programs described above have the potential to enhance proper inmate behavior and reduce recidivism. These programs and services are currently limited by the amount and type of space available. The county's Criminal Justice Master Plan identified and confirmed the need for a CCC to provide the necessary programming space to allow its programs to be fully realized.

PS:1.07 Approach to Alternatives to Incarceration and how the Program Will Assist in Managing the Jail Population

As a minimum-security/non-secure residential/program facility, the CCC will offer a structured, supervised living environment and a range of programs for inmates and residents. The CCC will house offenders who transition to the center to serve the final phase of their sentence, along with other offenders participating in detention alternative programs. In addition, offenders who have been assessed and determined to be appropriate for CCC participation by the probation department may be sentenced directly to the CCC.



Each CCC resident will receive an individual case plan that addresses their conditions of supervision, court orders, and treatment needs based on an analysis of criminogenic indicators. Services offered at the CCC to address the risk of re-offense will include: substance abuse treatment; mental health evaluation and treatment; cognitive skills training; employment testing and job search assistance; G.E.D preparation and literacy classes; and life skills training in subjects such as nutrition, parenting, money management, and computer skills.

Beyond the specific services offered at the proposed CCC, residents who are employed when they enter the center may be permitted to continue working throughout their sentence. This new alternative is especially promising for enhancing offender outcomes upon sentence completion, and avoiding financial strain for inmates and their families that can result from the loss of employment upon entering the jail. Difficulty securing employment upon release from confinement is a significant contributing factor to recidivism.

**PS:1.08 Need for Programming that Could Assist With the Jail Population Management**

As a central component of the proposed CCC, the Day Reporting Center (DRC) will play an important role in providing a continuum of community care for Sonoma County offenders. The DRC will enable inmates who might otherwise remain in criminal confinement to be placed in the community under supervision. The CCC is a residential sanctioning option, short of jail but more structured than electronic monitoring.

The CCC and jail will constitute a single continuum of custody, allowing for increased flexibility of inmate population management while providing a step-down and step-out detention process of graduated re-entry into the community.

## 2. SCOPE OF WORK

### All Projects

A:2.01 Full Scope of Work That is the Subject of this Proposal, including a Comprehensive Description of the Number and Types of Beds, Program Spaces, and any other Core and Ancillary Spaces

There are two separate and distinct projects that will define the CCC. The first is the bed and housing administration spaces. That project is not part of this funding application, but is a vital component of the planned community corrections center. The state has notified the county that it is being considered for award of AB 900 funds, which be will be used for that project.

The second project, which is the subject of this funding application, is the construction of the programming spaces and new kitchen. These two projects are entirely separate and distinct, as required by the state.

The following excerpts from the architect describe some of the project details:

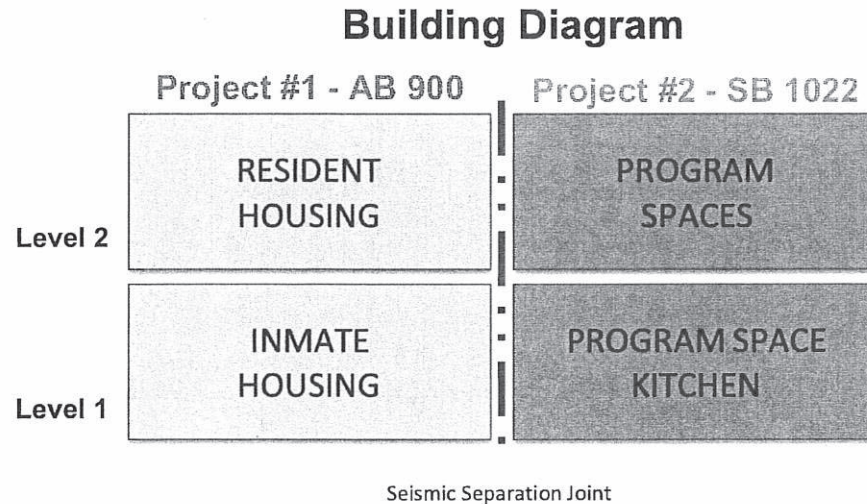
**General Description:** The CCC is designed to be a fully self-sufficient facility: It will provide resident and inmate housing units, extensive program/training areas for all residents, staff support facilities, facility and pre-trial administrative areas, visiting facilities, a cook-chill kitchen and other necessary and related support spaces.

The overall goal of the design is to ensure that the environment is safe and secure for all occupants, while providing a transformative environment that will further the rehabilitation of the inmates and residents.

**One facility/two projects:** The CCC is designed to operate seamlessly as a totally integrated facility. However, to meet the unique technical requirements of both AB 900 and SB 1022 funding sources, two buildings will be constructed with a seismic joint roughly down the middle in order to create two legally separate, but fully integrated buildings – one partially funded by AB 900 and the adjoining project partially funded by SB 1022. There will be other requirements such as separate power, water, plumbing and mechanical systems (including



separate metering) for the creation of two legal parcels. The design recognizes and incorporates these technical requirements with a clean, simple seismic joint that permits integration of the two projects into one functionally seamless, operational whole.



**No bed construction is included as part of the SB1022 funding application.**

**Food Service:** The food preparation and storage area will be sized and equipped to prepare meals that will be quick chilled and stored for near term use. This will provide the flexibility to prepare meals in the most efficient and effective method.

**Site and Parking:** The project will also include on-site, on-grade parking for both staff and visitors.

### **Overall Guiding Principles**

#### **1. A safe and secure environment.**

- Open sightlines and the use of strategically placed interior glazing provides the staff visibility for monitoring inmate movement and activity.
- More normative materials than in a traditional custody environment will be used wherever possible. Where required, tamperproof fixtures & furnishings will also be used.

2. **Open and light-filled.** Abundant access to natural light within the interior spaces is a proven therapeutic aid in healing environments while also producing energy savings. A majority of the interiors have access to views and /or daylight.
3. **Attention to all space types.** To the maximum extent possible, the interior design is being developed to equally support the needs of the residents, the visiting public, volunteers and staff.
  - Outdoor resident recreation and program areas to support both physical fitness and passive activities.

**Exterior:** The design anticipates a soft, inviting exterior appearance with little indication of its secure function. We expect a more residential or commercial aesthetic without reference to its more institutional nature. Wall and roof materials will be in keeping with this low-key appearance.

**Interior:** The interior design pulls inspiration from the healing power of nature, by providing opportunities for visual connection to the outdoors, and through the use of natural materials and colors, with an aesthetic that will feel current upon project completion but will also withstand the test of time.

Please see Appendix 1 for a conceptual pre-schematic of the two projects.

#### **Bed Construction**

B:2.01 Planning Process That Resulted in this Bed Construction Scope of Work  
NA: No bed construction is included in this funding application.

B:2.02 Relationship Between Stated Needs and the Planned Construction  
NA: No bed construction is included in this funding application.

B:2.03 Anticipated Beneficial Outcomes of the New Bed Construction  
NA: No bed construction is included in this funding application.

B:2.04 Staffing that Will Be Required to Operate the New Construction



The county conducted a detailed staffing analysis as a part of developing the functional program for the operation of the CCC. The staffing plan calls for dedicated programming, administrative, support and security staff. The plan was developed in consultation with the sheriff's office, probation, general services, human resources and county administrator.

#### **Program Space Construction**

##### **PS:2.01 The Planning Process used to Develop the Design for the Construction of Program Space**

In 2010, Sonoma County Board of Supervisors approved the Criminal Justice Master Plan, prepared by criminal justice planner David Bennett and his associate Donna Lattin. The goal of the plan is to reduce the incarceration rate and recidivism. This plan is based on the premise that counties cannot build their way out of continued jail growth, but must adopt a new paradigm, one that relies on system coordination and offender change. Since the county approved the plan, it has continued to invest in it and to implement the recommendations. One key recommendation for reducing recidivism is a community corrections center.

In 2011, the county hired HOK architects and VRJS justice corrections planners to develop a needs assessment, space and functional programs, staff plan, pre-schematic design package and construction cost estimate. These were updated in 2013.

##### **PS:2.02 Relationship between Stated Needs and the Proposed Program Space Construction**

The county's 2013 updated needs assessment describes the need to provide program space and associated beds in a residential program facility or CCC.

The county's criminal justice master plan and updated needs assessment recommend a continuum of community care for Sonoma County offenders with specialized program needs. The CCC will provide that care. The CCC is a cornerstone of the county's criminal justice master plan and will make it possible for the county to achieve one of its primary goals of reducing recidivism.

PS:2.03 Features of Program Space Construction that make it Suitable for Intended Purpose

Adequate program rooms and support spaces will be provided to allow for full participation in programs by the facility occupants. The primary program rooms will be centrally located in one area of the facility and accessible from the lobby and each housing area. This will allow the program areas to be used by those individuals coming for day reporting and other activities. The following types of program rooms will be provided:

- ❖ Individual Counseling Rooms;
- ❖ Group Program Areas; and
- ❖ Therapeutic Program Rooms.

PS:2.04 Plans to Implement and Operate Programs in this Space

All programs listed herein above will be an integral part of the CCC concept. New programs will be implemented as they are developed.

PS:2.05 Anticipated Beneficial Outcomes of New Program Space Construction

Rather than using an ad-hoc methodology of programming in various locations not designed for the purpose, the CCC will enable programs and services to be delivered in an appropriate and meaningful way. Offenders will be in an atmosphere more conducive to learning and they will be more receptive to new ideas and strategies that will allow them to better reacclimate to normal society.

Use of the CCC beds instead of jail beds is of vital importance in behavior modification that will lead to successful reintegration to the community with minimal recidivism. The “step down and step-out” process of ever-lessening restrictions is based upon offenders using the beds provided within the CCC, where they are not continually exposed to the “jail atmosphere” of inmates that may have reoffended many times.



### 3. OFFENDER MANAGEMENT AND PROGRAMMING

#### Bed Construction

B:3.01 How the Proposed Construction Will Address the County's Offender Management Goals Regarding the Use of Secure Detention

NA: No bed construction is included in this funding application.

B:3.02 How the Proposed Bed Construction Aligns with the CCP Plan

NA: No bed construction is included in this funding application.

B:3.03 Use of, or Plans to Use, Offender Assessments and other Interventions to Address Jail Population Management Including Objective Tools or Instruments to Manage the Offender Population

NA: No bed construction is included in this funding application.

B:3.04 County's Planned Construction in Relation to the Expected Need for Beds in the Future

The county's leadership, based on the studies and reports cited in this proposal, believes that alternatives to incarceration, most importantly the CCC, will significantly reduce the need for jail beds. The county is focused on this concept and does not plan for any future jail expansion at this time.

#### Program Space Construction

PS:3:01 Describe how this Program Space Construction Will Address the County's Offender Management Goals

The following question and answer format will present some of the innovative concepts of the CCC.

#### Questions and Answers

*Why is the use of a CCC preferable to having inmates from the MADF or NCDF receive programming either in those facilities or in a leased building?*

A community corrections center offers a community-oriented environment as an alternative to jail. Residents at a CCC generally work in the community during the day and then return to the facility at night. The CCC provides a structured living environment in which to learn new and essential skills and address treatment or substance abuse issues. Inmates and

residents at a CCC participate in a range of rehabilitative programs. They progress in a “step-down” and “step-out” process from a secure status to the non-secure residential portion of the facility where programming continues. From there, they could move on to electronic monitoring, work release, and then day reporting. The principal goal is to facilitate successful re-entry back to the community and to reduce offender recidivism.

The CCC serves those who don’t need to be in secure custody but who do need added structure to benefit from rehabilitative services, and to participate in programs. The individual may not require the level of control that the traditional jail offers, but may need access to services and supervision in a structured environment. As an example, a homeless individual or an individual recently released from custody may require more structure than can be provided through supervision in the community. This population includes probationers releasing from jail after serving a revocation sentence, and will also include offenders on Post-Release Community Supervision and Mandatory Supervision. Those individuals do not require the more expensive programming offered in a secure facility (jail), and can be safely managed in the community with added residential structure.

The CCC will allow for increased residential treatment in a more normative environment. Specifically, the CCC will provide maximum flexibility in serving a variety of populations and will ensure that Sonoma County has the right person in the right place for the right period of time, all predicated on risk.

The planned residential program and housing space of the CCC is unique. No space of this type now exists within the MADF or NCDF. Yet the connection to the MADF is key for shared services and emergency response. Without that connection, CCC capital and operations costs would increase. Regarding the potential for leasing a facility of this type, it is unlikely that



a similar space could be found or built within a leased facility. There would also be the potential for zoning issues and “not in my backyard” concerns raised by the public.

*Why is it critical to have bed space in the CCC?*

Bed space is an essential component within the CCC. Indeed the two are integral to the process of rehabilitation. The need to shift inmates out of “jail space” is a critical factor in behavior modification that will lead to successful reintegration into the community while minimizing recidivism. The process of ever-lessening restrictions is based upon offenders using the beds provided within the CCC, where they are not continually exposed to the “jail atmosphere” of inmates who may have reoffended many times.

Linking beds to programs increases the likelihood of program participation. The notion of a captive audience in a community setting supports the effective transition from the jail to the community as well as providing a “hub” of services. Residing in a CCC helps to minimize the risk of offenders absconding supervision and encourages program participation, within a milieu more closely approximating “life in the community”, compared to serving time in jail. In addition, knowing where the individuals are and holding them more accountable for their actions increases public safety.

Further, housing individuals in a CCC increases program delivery efficiency as well as reducing transportation and movement issues. A mixed-use CCC (as envisioned for Sonoma County) means more services can be leveraged, and actually provided. With offenders living on site at a CCC, the programming dosage for addressing criminogenic risk factors can be maximized, which further contributes to the reduction of recidivism. **(As indicated earlier, bed construction is not included as part of this funding request).**

*What is unique about the program spaces in the CCC? What makes those spaces special in their support of the programs and services that will be delivered (in addition to the architectural details already described)?*

The program areas in the CCC will be more normative than those typically found in a custody setting. Increased access to daylight and outdoor spaces as well as the use of colors and materials that support a normative environment – conducive to learning – will be maximized. Environment will directly impact and enhance each resident's ability to absorb program information and act on it, while being monitored by staff trained to develop a professional alliance and provide constructive feedback, continually reinforcing concepts covered in programming curricula.

Self-sufficiency and the capacity to make good decisions are paramount to a successful reintegration. In a typical custody environment, individuals have fewer choices to make during the day because many of the decisions are made for them. Meals are provided, recreation times are controlled and/or limited, and access to medical services is managed by others. In a CCC, the individual can make the decision not only whether they should exercise, but how often and what type of exercise they want to participate in. This environment offers a more "life-like" situation in which offenders are making more choices and preparing themselves for living independently in the community.

*How will the two projects (beds and program areas) be integrated to provide a great facility for reducing recidivism?*

The CCC will provide significant access to evidence-based programming and services with a heavy emphasis on step-down and transition from a custody setting. Former residents may serve as mentors working in the residential portion of the facility.



Residing in and participating in programs in the same facility, a CCC is an alternative to entirely disrupting the positive aspects of an offender's life (e.g., employment, school, supportive family/significant other) when accountability for a condition violation would otherwise result in a sentence to jail. The CCC will provide a stabilizing effect for those occasions when an offender experiences a rough patch in the community. The CCC can be a resource for stabilizing the person and directing them to needed intervention services offered at the CCC rather than returning them to jail.

The CCC will also provide housing for difficult to place offenders, e.g., PC 290 (Megan's Law) registrants, arsonists, etc. who normally would be in jail until final release.

#### PS:3.02 How the Program Space Construction Aligns With the CCP Plan

To best prepare for the effects of AB 109 in Sonoma County, the Community Corrections Partnership (CCP) was formed to evaluate the impacts of realignment and generate evaluation-supported recommendations for the county's criminal justice system. The projections of the CCP's *Public Safety Realignment Interim Plan*<sup>4</sup> state that AB 109 will result in an additional 231 offenders under county responsibility by the year 2015. The actual number of offenders to date shows that projection to be low. The CCC will help to alleviate that additional burden on the county's resources.

#### PS:3.03 Programming to Be Conducted in the New Program Space

Each CCC resident will receive an individual case plan that addresses their conditions of supervision, court orders, and treatment needs based on an analysis of criminogenic indicators. Services offered at the CCC to address the risk of re-offense will include: substance abuse treatment; mental health evaluation and treatment; cognitive skills training; employment testing and job search assistance; G.E.D preparation and literacy classes; and life skills training in

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<sup>4</sup> Sonoma County's Community Corrections Partnership. *Sonoma County Public Safety Realignment Interim Plan*. 2011.

subjects such as nutrition, parenting, money management, and computer skills. Beyond the specific services offered at the proposed CCC, residents who are employed when they enter the CCC may be permitted to continue working throughout their sentence.

**PS:3.04 How the Program Space Will Foster a Quality Reentry Model and Seamless Reentry Process**

The Sonoma County CCC will prepare inmates for a successful transition from a custody setting to residing in the community by providing a structured living environment in which to learn new and essential skills and address treatment or substance abuse issues. The inmates progress in a “step-down and step-out” process from a secure status to the non-secure residential portion of the facility where programming continues. From there they will be able to gradually earn greater degrees of freedom, with the final phase being residence in the community. The principal goal is to facilitate successful re-entry back to the community and to reduce offender recidivism. This new alternative is especially promising for enhancing offender outcomes upon sentence completion, since they will be able to maintain connections to the community throughout their confinement.

**PS:3.05 Collaborative Partnerships That Will Provide Services Within the Program Space and Provide Continuity Through the Reentry and Community Supervision Process**

In addition to the specific collaborative relationship between the sheriff’s office and probation department (with probation completing needs assessments on incarcerated offenders and providing results to corrections staff to aid in the identification and prioritization of service delivery in MADF/NCDF), and more general collaboration among justice system stakeholders (courts, DA, public defender and law enforcement), key partners include the various county departments (Behavioral Health Services [Health Department] and Human Services) as well as a range of community-based organizations providing services (e.g., Turning Point, Athena House, New Life, Family Circle, Becoming Independent, Drug Abuse Alternatives Center (DAAC),



California Human Development, Treatment Alternatives to Street Crimes (TASC), Sex Offenders And Families in Effective Recovery (SAFER), Batterer Intervention, etc.)

PS:3.06 Sources of Financial Support (Medi-Cal or other federal sources) that will be Accessed to Aid in the Delivery of Programs

Because “residents” of the CCC are not technically in custody they will be eligible for ACA and Medi-Cal benefits; this could off-set costs of providing medical and treatment services. Other sources of support may also be available.

PS:3.07 Offender Assessments and the Process for Determining the Programming Offenders (Custody and Non-custody) Will Receive

The proposed CCC will contain dedicated assessment areas to best determine individual offender needs and programs.

#### *Objective Classification System*

The objective classification system was fully implemented in the Sonoma County Detention Division in June 2006. It is based on risks and needs and separates inmates into groups based upon the inmate’s level of risk.

#### *Static Risk Offender Needs Guide (STRONG)*

The Probation Department has implemented the use of STRONG, an evidence-based, risk/needs assessment and case planning system. This system identifies the risk level to reoffend and criminogenic needs, and is a foundational piece of the principles of evidence-based practices.

#### *Pretrial Services Program*

A comprehensive pretrial services program currently in the implementation phase will provide an assessment of every person booked into jail, evaluating their criminal history and ties to the community. Pretrial services is a gateway service and a fundamental feature of an efficient system; and it supports other system reforms such as Early Case Resolution (ECR) which Sonoma County has already implemented.

PS:3.08 Approach to the Principles and Objectives of Evidence-based Programming That Will Be Incorporated to Reduce Recidivism, Including

**Program Evaluation**

Research has shown that the most effective way to reduce recidivism is to focus evidence-based practices on those offenders with higher risk of re-offense. The STRONG system used by the Sonoma County Probation Department is an evidence-based tool that will facilitate the determination of the recidivism risk level of offenders and their criminogenic needs and identify the appropriate interventions for each particular offender.

County justice system officials have already begun a collaborative and comprehensive, data-guided, and evidence-based approach to managing both facility and community-based correctional populations to more cost-effectively achieve crime reduction and prevention. The establishment of a CCC will build on this work, representing an exceptional opportunity for the state to leverage local planning, implementation, and success.

**PS:3.09 Staff Qualifications Necessary to Present the Planned Programming (Staff Training Certification)**

Mental health and substance abuse assessments will be conducted by licensed clinicians. Any substance abuse treatment will be delivered by a certified professional. Cognitive skills and life skills training will be provided by probation/sheriff's staff who have received the appropriate training, e.g., Moral Recognition Therapy. GED/Literacy instruction will most likely be provided by a certified teacher from the Sonoma County Office of Education, whereas employment readiness and job search activities are offered by human services staff.

**PS:3.10 Target Population and Estimated Numbers of Individuals to Be Served Daily and Annually in the Program Space. How these Estimates were Derived.**

During the functional programming and planning of the CCC, it was estimated that on any given day, all 80 inmates in the non-secure CCC beds will be participating in programs and at a minimum, 85% of the inmates in the 80 secure beds will be participating in programs. It is estimated that up to 20% of the residents will be in need of mental health services.



#### **4. ADMINISTRATIVE WORK PLAN**

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##### **4.01 Plan for Project Management and Administration, Including Key Positions And Responsibilities**

###### *Project Management*

Sonoma County has a long and successful capital project management track record with state-funded detention projects. The county is well versed and knowledgeable in the management of these types of complex projects. This experience includes the design and construction of the county's Main Adult Detention Facility Expansion (MADF) and the Juvenile Justice Center (JJC). Both projects met state timelines and budgets, plans and specifications, satisfied all state regulations and passed state financial audits at completion. This success is due to a well-documented work plan, a qualified team of county staff and carefully selected consultants and contractors.

The same work plan that was successfully used on these projects will be used again to build the CCC. The work plan includes a complete project schedule from project inception through project closeout. The schedule will be used pro-actively, to track progress in real-time and head off potential delays by developing workarounds, if necessary, to keep the project on schedule. A complete project budget and cash flow projection will be used to ensure that sufficient funding is available throughout the course of this multi-year project to prevent delays and to support resources when called for in the project schedule. A detailed communication plan will be prepared and implemented as a tool for creating efficient and effective communication channels among all the stakeholders. The development of a facility transition plan by county staff and its consultant will begin during the design phases and will be implemented during the latter part of construction and continue through commissioning and during the occupancy of the new facility.

### **Roles and Responsibilities**

The Facilities Development and Management Division (FDM) of General Services is responsible for all general government capital projects. FDM had the lead project management role for both the MADF and JJC projects. The county's project manager will be FMD's Assistant Capital Project Manager, a role that has significant project management experience on complex projects and an architectural license. The county project manager is the hub of the work plan. He or she is responsible for all day-to-day aspects of the project including the schedule, budget, quality control, communication, hiring and oversight of consultants, transition plan and oversight of county support staff.

A senior project specialist from FDM will support the project manager throughout the course of the project. The senior project specialist is responsible for project coordination among the county stakeholders, staff, consultants and contractors.

The work plan also includes hiring, through an RFP process, a construction manager. The construction manager will augment the county's project management tasks by providing on-site construction administration services. Services will include field record keeping, processing and managing requests for information, documenting work progress, assisting with the review of cost proposals and certain project inspections. The construction manager reports to the County Project Manager.

The work plan includes two groups: a Working Group and a Policy Group. The Working Group includes representation from general services, sheriff's office, probation department, consultants (planners, architect/engineers, inspectors, and construction manager). The role of the Working Group is to provide input into all phases of the project using their



knowledge of their functional areas of responsibility. This includes the development and implementation of the CCC facility and operational transition plan.

The Working Group is led by the project manager. The team collectively works on all aspects of project planning, design, code-compliance, construction, operational transition training, facility commissioning, project closeout and post occupancy evaluation. The project manager reports on progress and requests guidance on behalf of the Working Group to the Policy Group.

The Policy Group includes county leadership from the board of supervisors, county administrator, sheriff and chief probation officer. The Policy Group consists of two teams: the steering committee and the board of supervisors/county administrator. The steering committee includes the sheriff, chief probation officer, general services director and county administrator. The steering committee's role is to provide guidance to the Working Group and policy recommendations to the board of supervisors when appropriate. The board of supervisors' role is to set policy and to approve project scope, certain agreements and budgets.

Please see Appendix 2 for an organizational chart of the project management team.

#### **4.02 Current State of the County's Project Planning Process**

For a number of years, Sonoma County has been exploring the development of a CCC. Although not specifically spelled out in the application, the work of the Community Corrections Partnership (CCP), a committee formed to evaluate the impacts of Realignment, also supports the design, construction, and operation of the CCC, and has contributed funds for the development of this proposal.

Currently, the county is actively planning the CCC with its justice consultants HOK Architects and VRJS criminal justice planners. The county has been notified it is being considered for award of \$36 million in AB 900 funding, which will be used for the bed and

administrative space component of the CCC. If awarded SB 1022 funds, the county will immediately begin the schematic design phase for the program spaces project, and will move forward based upon the timeline in Section 3 and preliminary schedule shown in Appendix 3.

#### **4.03 County's Readiness to Proceed with the Project**

Sonoma County has the staff, resources, and commitment to start the next phase of the project immediately upon notification of an award. Sonoma County staff and consultants have experience in successfully implementing similar large-scale construction projects, which have included the 239-bed MADF Expansion and the 140-bed Juvenile Justice Center.

Project organization and procedures proposed for this project have been successfully used on other county projects funded by the state. The county is confident in its ability to successfully deliver this project on time, within budget, and at the specified quality, and to meet the state's requirements as well as the goals of the citizens of Sonoma County.

#### **4.04 Construction Project Timeline**

A project schedule has been established that specifies certain key milestones. The county plans to complete design by December 2015, complete the bid phase by February 2016, issue the notice to proceed for construction in March 2016 and occupy the facility by April 2018. Please see the project schedule in Appendix 3 for additional details.



## **5. BUDGET REVIEW AND REASONABLENESS**

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### **5.01 Justification of Amount of State Financing Requested for the Planned Construction**

To generate a reasonable and appropriate budget for the planned construction, HOK, the project architect, has worked with probation, sheriff, and general services departments for several years to attain a high level of project development. Drawings and concepts were developed at a “pre-schematic” level in order for the architect’s cost estimators to provide an accurate cost estimate. In addition, project costs were determined using the Facilities Development and Management Division’s database of project costs for major construction projects.

### **5.02 Anticipated Benefits/Impact of the Construction in Relation to Costs**

The development of the CCC will produce substantial benefits in relation to its anticipated cost. These include:

- ❖ The CCC will replace the existing failing kitchen in the MADF with a more efficient and cost effective cook-chill process kitchen in the CCC, providing better value to county taxpayers while lowering per-meal production costs;
- ❖ The facility will provide Sonoma County public safety officials with alternatives to traditional incarceration in alignment with the concept of “graduated sanctions” commensurate with necessary levels of supervision; and
- ❖ Part of the county’s plan includes an increase in alternatives to detention with the associated reduction of jail beds.

### **5.03 Steps that the County Has Taken to Minimize Costs of this Project** Some examples of cost-saving factors included in the design include the following:

- ❖ Simple plan geometry, efficient layout and compact/stacked utility runs;
- ❖ Low rise construction, which is inherently less costly than high rise;
- ❖ Direct connection to MADF (via seismically separate corridor);

- ❖ Elimination of the need for additional booking/intake areas will reduce costs;
- ❖ Allows simple connection to existing security, data, and communication systems that can be managed separately;
- ❖ Reduced level of security electronics in CCC compared to a jail; and
- ❖ Sonoma County in-house forces typically install security, data, and communications systems, saving contracted expenses.

5.04 Efforts to Leverage Other Sources of Funds for Program Delivery  
The county has sufficient funds to deliver its programs.

5.05 Cost Effectiveness of this Construction Project, Including from a Population Management Perspective  
Population management methods and their associated cost-effectiveness have been described elsewhere in this application.

#### *SUMMARY*

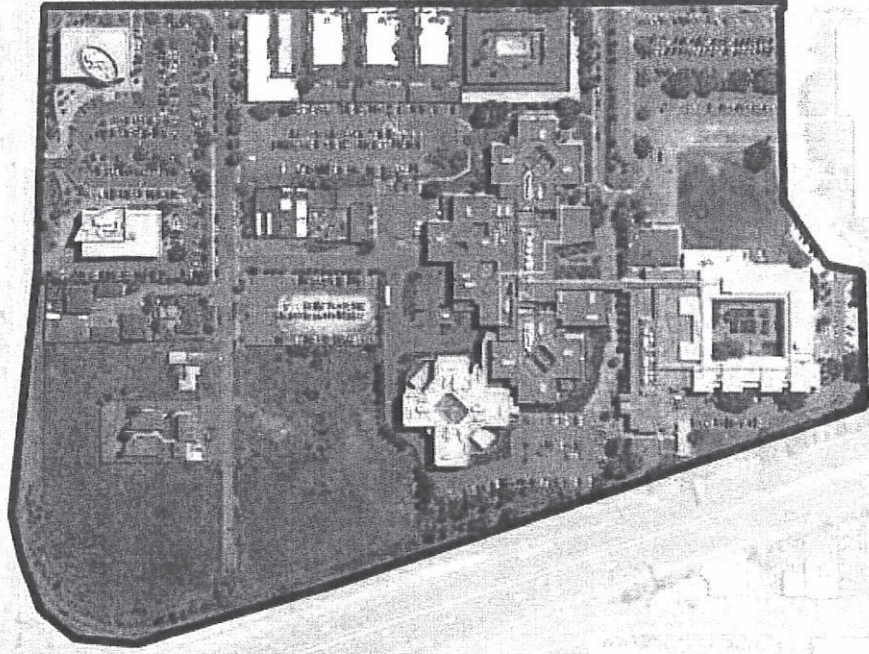
Sonoma County has a plan to actually reduce its jail bed requirements. To county leadership's knowledge this plan is unique in that most, if not all, other California counties typically request funds or otherwise plan to increase their high-security jail bed capacities as their solution to a rising inmate population. Sonoma's leadership believes that the concept of alternatives to incarceration is the future of successful California inmate population management, not continual expansion of jails. The county has made significant progress in reducing recidivism through its programs, but there is much more that can be accomplished given the right circumstances. The proposed new community corrections center would provide those circumstances. For the CCC to become a reality state funds are needed. The county requests the state's help in its aspiration to construct the first mixed-use community corrections center in California. It may very well become the model for all California counties to follow.



# COMMUNITY CORRECTIONS CENTER DESIGN AND PLANNING STUDY



SONOMA COUNTY, CA  
COMMUNITY  
CORRECTIONS CENTER



HELMUTH OBATA + KASSABAUM, INC.  
ARCHITECTURE,  
PLANNING,  
INTERIORS,  
LANDSCAPE  
CONSULTING

One Bush Street, Suite 200  
San Francisco, CA 94111  
Voice: 415 415 2413 • 6555  
Fax: 415 415 8822 • 7163  
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Project No.  
13.04012.00

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Issue:  
PRE-SCHEMATIC  
Reference No.

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SITE

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PAGE 1



SONOMA COUNTY, CA  
COMMUNITY  
CORRECTIONS CENTER

HELLMUTH, OBATA + KASSABAUM, INC.  
ARCHITECTURE,  
ENGINEERING,  
PLANNING,  
INTERIORS,  
GRAPHICS,  
CONSULTING

One Bush Street, Suite 200  
San Francisco, CA 94104  
Voice: 415 243 0555  
Fax: 415 802 7763  
Internet: <http://www.hok.com>

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Scale  
1" = 150'-0"

Issue:  
PRE-SCHEMATIC

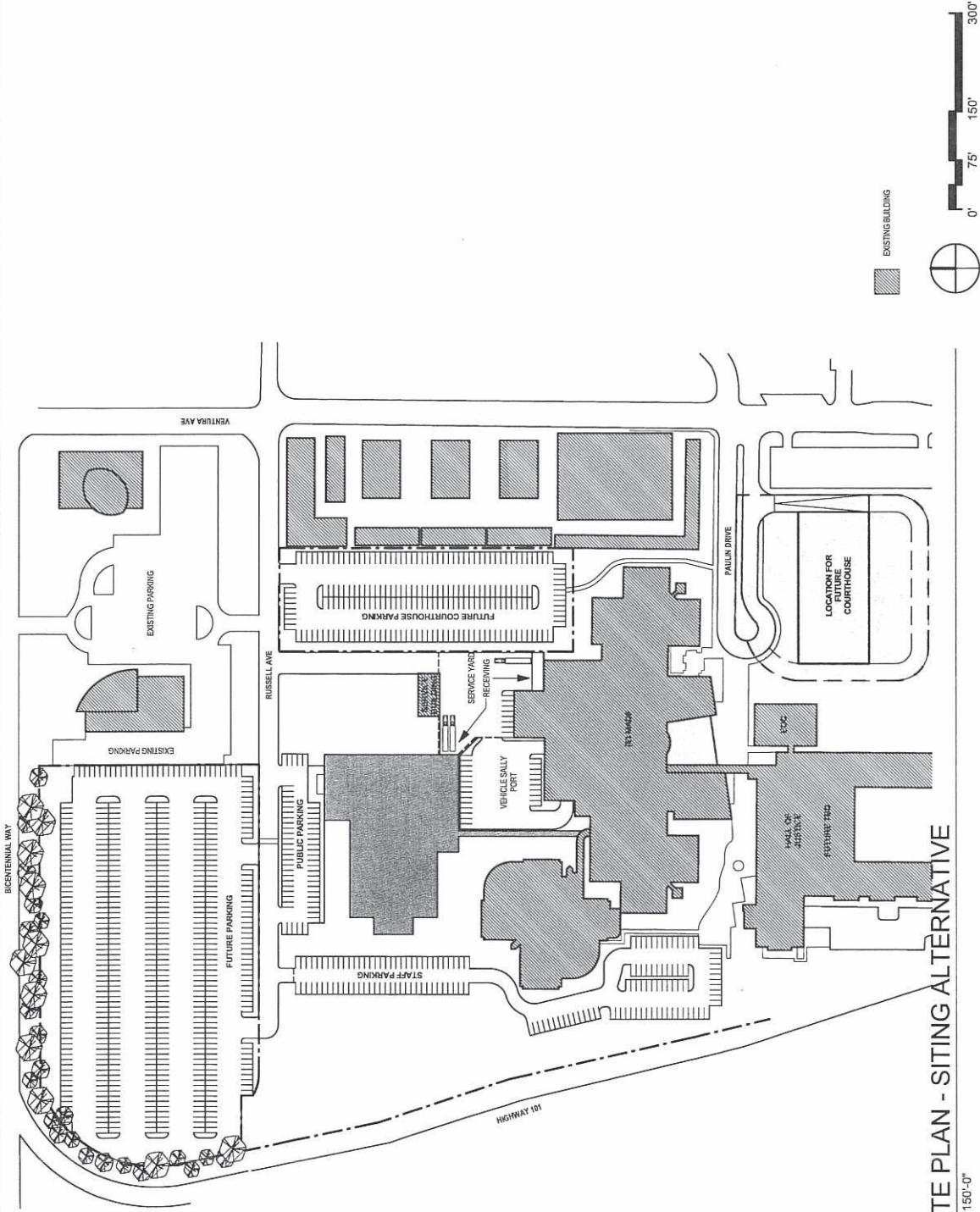
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SITE MASTER  
PLAN

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PAGE 2



1 SITE PLAN - SITING ALTERNATIVE

1" = 150'-0"





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ARCHITECTURE,  
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INTERIORS,  
GRAPHICS,  
CONSULTING

One Bush Street, Suite 200  
San Francisco, CA 94104

Voice: 415 243 0555  
Fax: 415 802 7763  
Internet: <http://www.hok.com>

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Scale 1/64" = 1'-0"

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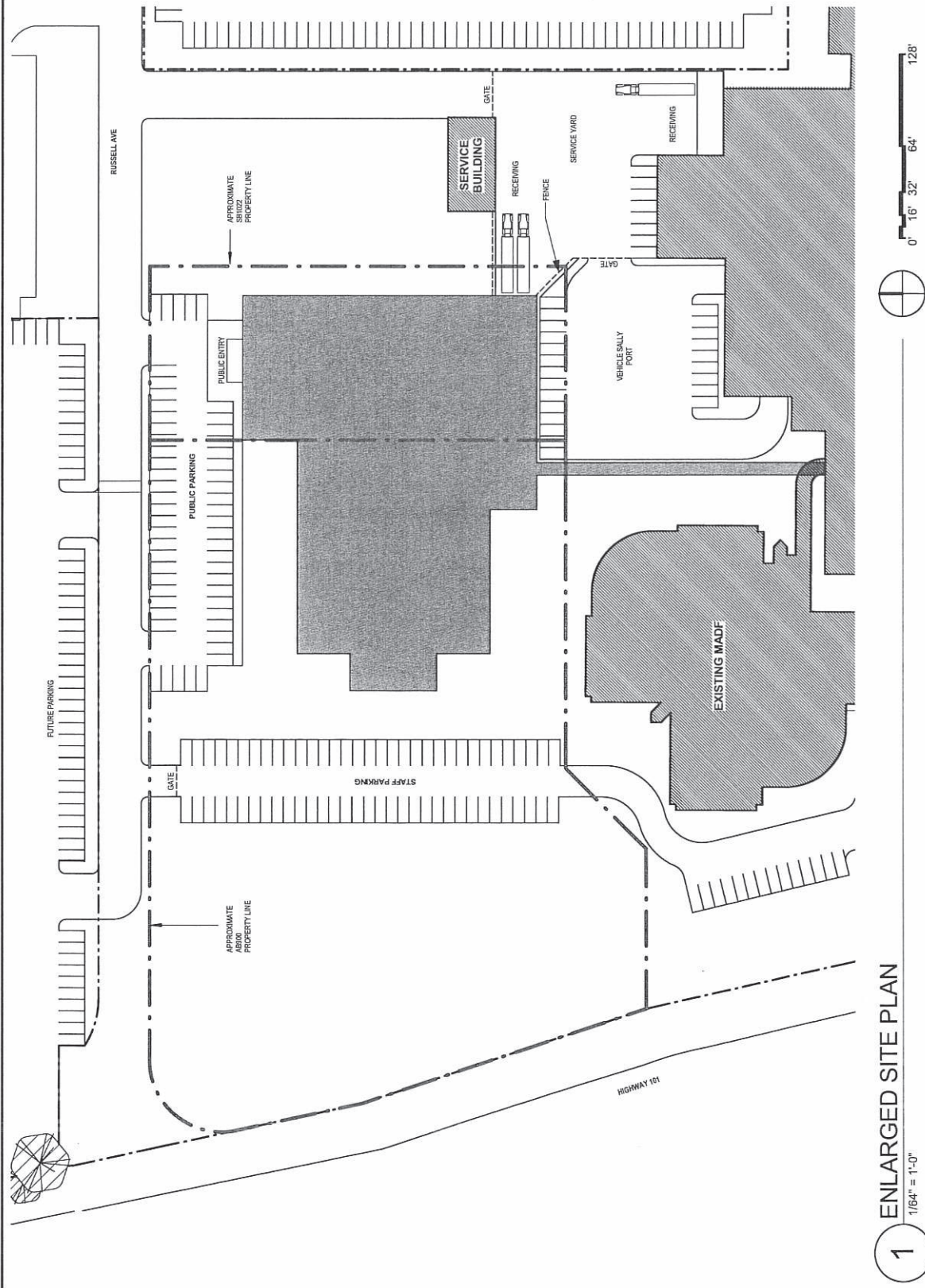
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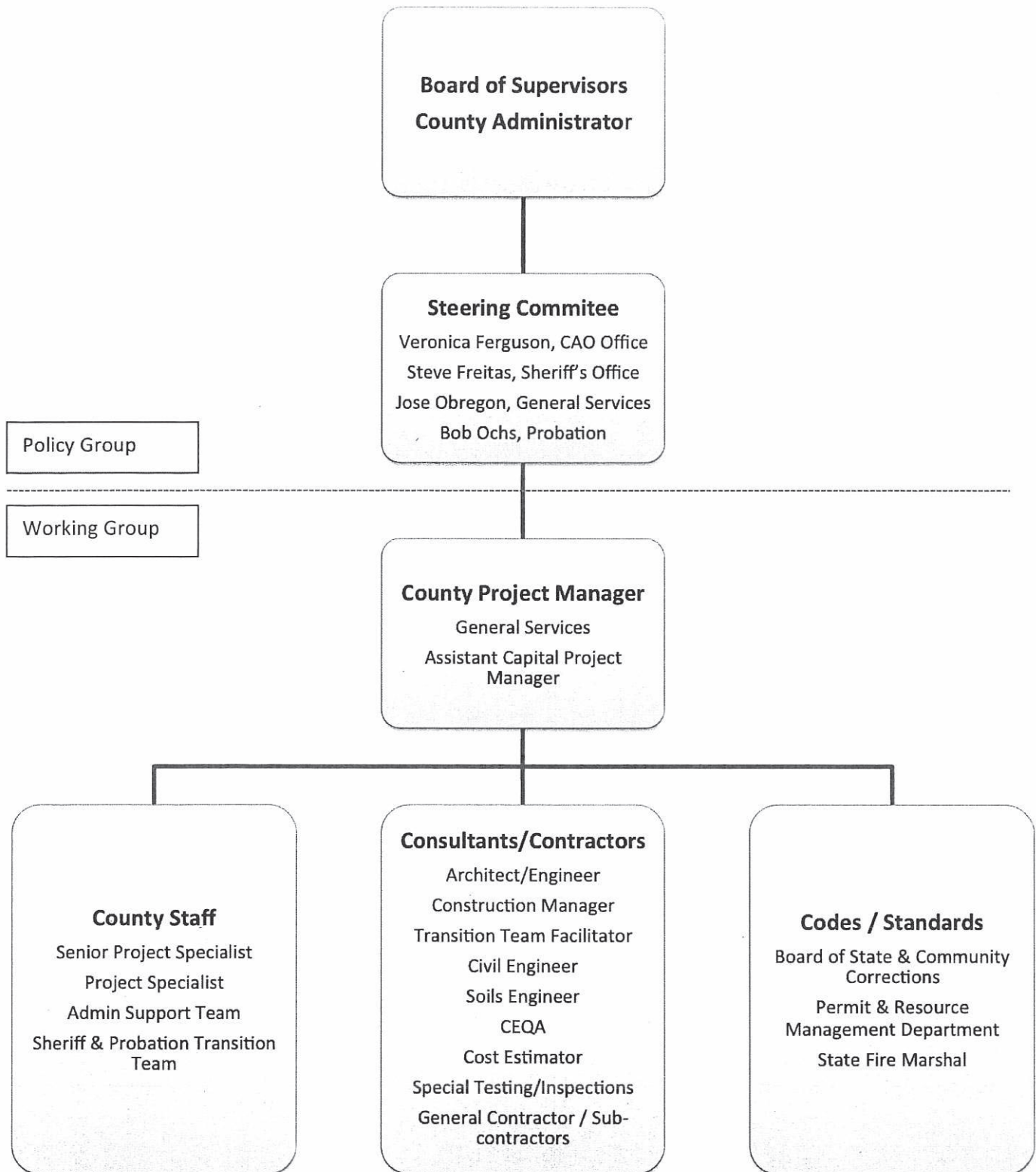
PAGE 3



1 ENLARGED SITE PLAN

1/64" = 1'-0"

## PROJECT ORGANIZATIONAL CHART





## SONOMA COUNTY PRELIMINARY PROJECT SCHEDULE

\* Time durations as listed in RFP

## SECTION 6: BOARD OF SUPERVISORS' RESOLUTION





County of Sonoma  
State of California

THE WITHIN INSTRUMENT IS A  
CORRECT COPY OF THE ORIGINAL  
ON FILE IN THIS OFFICE

ATTEST: OCT 15 2013

VERONICA A. FERGUSON, Clerk/Secretary  
BY C. Woodson  
DEPUTY CLERK/ASST SECRETARY

Date: October 15, 2012

Item Number: 16  
Resolution Number: 13-0408

☐ 4/5 Vote Required

**Resolution Of The Board Of Supervisors Of The County Of Sonoma, State Of California, Authorizing the Application For State Lease-Revenue Bond Financing From The Board of State and Community Corrections For County Jail Funding In The Amount Of \$24,000,000 for a Community Corrections Center.**

**Whereas**, the General Services Director has submitted to this Board an application to the Board of State and Community Corrections for lease-revenue bond financing in the amount of \$24,000,000 from funds made available per Senate Bill Number 1022, authorizing State lease-revenue bond financing for the acquisition, design and construction of adult local criminal justice facilities ("Application"); and

**Whereas**, the County's Strategic Plan found criminal justice costs continue to require an ever larger amount of County discretionary funding and recommended identifying means to intervene in this unsustainable trend; and

**Whereas**, the Board of Supervisors approved recommendations in its Criminal Justice Master Plan – Phase 2 to address the ever increasing cost of the criminal justice system by taking a systems approach which protects public safety and offers a range of detention alternatives that provide the justice system with custody and offender programs to reduce recidivism; and

**Whereas**, a Community Corrections Center addresses a pivotal recommendation from the Criminal Justice Master Plan – Phase 2 by implementing an array of supports and systems to improve offender outcomes; and

**Whereas**, a Community Corrections Center is consistent with the Sonoma County Public Safety Realignment Interim Plan (2011), developed to prepare the county for the forthcoming increase to its inmate population following AB 109; and

**Whereas**, the latest needs assessment shows that the County's Main Adult Detention Facility needs to expand to keep up with its growing special needs population; and

**Whereas**, the existing kitchen cannot meet certain functional needs of the Main Adult Detention Facility and has physical deficiencies and is in need of replacement; and

**Whereas**, the Application contemplates construction of a potential Community

the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.

4) Authorization to Proceed with the Project. The Project proposed in the County's SB 1022 Financing Program proposal is authorized to proceed in its entirety when and if state financing is awarded for the Project within the SB 1022 Financing Program.

5) Authorization of funds for County Match. County matching funding in the amount required by an award of funds from SB 1022 is hereby authorized from the Tobacco Securitization/Endowment Fund upon state financing being awarded the Project within the SB 1022 Financing Program.

#### **PREFERENCE CRITERION #2: Real Estate Due Diligence**

The County is seeking funding preference for submittal of the complete initial real estate due diligence package.

#### **PREFERENCE CRITERION #3: CEQA Compliance**

The County is in the process of meeting this criterion. Should the County receive a conditional award, the Board of Supervisors is committed to completing the CEQA process in a timely manner. Based on past experience with projects at the County Center, a negative declaration is expected.

#### **PREFERENCE CRITERION #4: Authorization of Project Documents**

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 Sonoma County does hereby approve the form of 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. Contingent upon final project approval by the Board, the Chairman of the Board of Supervisors, or designee (the "Authorized Officer"), 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, in substantially the form hereby approved, with such 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 the Authorized Officer, who, acting alone, is authorized to approve such changes.



10. The fair market value of the land proposed to be used for the potential facility is estimated as of this date to be \$1,995,000 and the land is not encumbered under any existing agreement or court order.

11. The Director of the General Services Department is authorized to submit the Application on behalf of the County for State S.B. 1022 Funding in the amount of \$24,000,000.

**Supervisors:**

Gorin: Aye      Zane: Aye      McGuire: Aye      Carrillo: Aye      Rabbitt: Aye

Ayes: 5      Noes: 0      Absent: 0      Abstain: 0

**So Ordered.**

## FUNDING PREFERENCE CRITERIA





COUNTY OF SONOMA  
FACILITIES DEVELOPMENT &  
MANAGEMENT DIVISION

GENERAL SERVICES DEPARTMENT  
2300 COUNTY CENTER DRIVE, SUITE A200  
SANTA ROSA, CALIFORNIA 95403

JOSÉ OBREGÓN  
GENERAL SERVICES DIRECTOR

REAL ESTATE SERVICES  
TELEPHONE (707) 565-2463  
FAX (707) 565-3476

MICHAEL K. WAGNER  
REAL ESTATE MANAGER

October 16, 2013

Curtis J. Hill, Executive Officer  
California Board of State and Community Corrections  
600 Bercut Drive  
Sacramento, CA 95811

REF: PREFERENCE CRITERION #1, SB 1022: Adequate County Contribution Funds

On October 15, 2013, the Board of Supervisors of Sonoma County approved Resolution #13-0408.

- The SB 1022 County cash contribution for the proposed project will be funded from the Tobacco Securitization / Endowment Fund.
- The amount of the County cash contribution will be \$563,000.
- The documentation that evidences that the Board of Supervisors has authorized the required amount of funds specifically for the proposed project is the County of Sonoma Resolution #13-0408.
- The County of Sonoma has sole discrimination over the use of the Tobacco Securitization / Endowment Fund.
- The Tobacco Securitization / Endowment Fund can only be used for capital projects; the specific use thereof is at the discretion of the Board of Supervisors who have evidenced approval of this use by County of Sonoma Resolution #13-0408.
- Authorization from the Board of Supervisors to proceed with the proposed project if a conditional award of state financing is received is evidenced by the County of Sonoma Resolution #13-0408.

Respectfully,

José Obregón  
Director of General Services  
County of Sonoma  
2300 County Center Drive, Suite A-220  
Santa Rosa, CA 95403

REF: PREFERENCE CRITERION #2, SB1022: Real Estate Due Diligence

The Real Estate Due Diligence package has been included with this submission in the form of two three-ring bound copies as required by the RFP.





**COUNTY OF SONOMA**  
**PERMIT AND RESOURCE MANAGEMENT DEPARTMENT**

2550 Ventura Avenue, Santa Rosa, CA 95403-2829  
(707) 565-1900 FAX (707) 565-1103

---

Kathleen Howard, Executive Director  
California Board of State and Community Corrections  
600 Bercut Drive  
Sacramento, CA 95811

October 14, 2013

While Sonoma County has not yet met all aspects of Preference Criterion #3, the county is in the process of completing the CEQA process as evidenced by this attachment to its SB1022 Application. Sonoma County has expressed in its Board Resolution (also attached to its application) its commitment to complete the CEQA process in a timely manner.

The county has prepared a detailed project description for the proposed Community Corrections Center (CCC), and a review of the CEQA Initial Study checklist has been conducted to make a determination of the likely CEQA document that will be required. Based on this review, it appears that a Mitigated Negative Declaration would be the appropriate document, with typical mitigations utilized on County projects.

Respectfully,

Chris Seppeler  
Senior Environmental Specialist  
Sonoma County Permit and Resource Management Department (PRMD)  
2550 Ventura Avenue  
Santa Rosa, CA 95403-2829

## *Community Corrections Center*

*10/14/13*

Prepared by Chris Seppeler of PRMD

### ***INTRODUCTION***

The Sonoma County Department of General Services is planning to construct a stand-alone 160 bed Community Corrections Center (CCC) adjacent to the existing Main Adult Detention Facility (MADF), at the County Center campus in Santa Rosa.

The purpose of the project is to provide a system approach to addressing criminal behavior and recidivism through the implementation of special programming and alternatives to detention, which would be provided by the CCC.

### ***EXISTING FACILITY***

The current corrections system, consisting of two facilities, the MADF, and the North County Detention Facility (NCDF), has a total of 1,476 adult beds. The MADF, adjacent to the proposed CCC, has 915 beds, booking and release areas, and a kitchen.

### ***NEED FOR PROJECT***

The existing corrections system is lacking enough beds to meet special needs of inmates now and into the future, including the lack of beds to support special management populations including mental health, medical, protective custody, administrative segregation, disciplinary isolation, and drug/alcohol withdrawal symptoms. In addition, the current MADF kitchen has exceeded its operating life, and is undersized for the current MADF.

### ***PROJECT DESCRIPTION***

The Department of General Services is proposing a 160-bed facility, to be built adjacent to MADF, on land owned by the County. The project would meet some of the housing needs of the Sheriff's Office and provide for a Community Corrections Center. The facility would include 80 locked, minimum security detention beds, and an 80-bed Community Corrections Center. The new facility would additionally include program and administrative space and a new kitchen to serve the needs of all of the County adult detention facilities. Though the proposed CCC component is limited to 80 beds, it will support the reintegration of individuals back into the community and is a priority linchpin to a systems approach to managing offenders. All CCC residents will live in a non-



secured housing setting and will participate in extensive treatment and therapeutic programs. Individuals who participate in the CCC can either be received from custody or from the community. The facility will also have a secure housing component for minimum security inmates who have been identified as higher risk for re-offending. Those inmates will also participate in programs and, at some point during their confinement, may be eligible, depending on behavior, needs and risk level, to move into the CCC. The principal goal of the new facility is to create an environment that facilitates a successful transition back to the community and reduce the potential for reoffending. A range of services are envisioned to be offered in the new facility to address criminal risk. These may include:

- a) Substance abuse treatment
- b) Mental health evaluation and services
- c) Cognitive skills classes
- d) Employment testing and job search assistance
- e) G.E.D. and literacy classes
- f) Life skills: nutrition, parenting, money management, computer skills, culinary skills
- g) Day Reporting Center (D.R.C.)

The CCC, along with the jail, operates as part of a continuum of custody to community-based resources. Having both facilities provides a jurisdiction with increased flexibility to manage its offender population, while providing the offender a graduated re-entry to the community. Most importantly, working in unison, both detention options can increase the potential for successful rehabilitation and lower recidivism rates, reducing the need for more costly strategies and facilities.

The proposed structure will be approximately 80,000 square feet, and be a two story building. The project will include the construction of additional parking to the north and west of the proposed CCC.

### ***SETTING***

The proposed project site is on County-owned land to the south of Russell Avenue (a dead end road just to the west), and just north of the existing MADF. The current use of the land for the proposed CCC is a parking lot for MADF and vacant land. The land is flat, disturbed, and supports primarily non-native grasses. Land uses in the vicinity include commercial just to the east of the parking lot, the County Center complex, and Kaiser Hospital and medical facilities north of Bicentennial Avenue.



COUNTY OF SONOMA  
FACILITIES DEVELOPMENT &  
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GENERAL SERVICES DEPARTMENT  
2300 COUNTY CENTER DRIVE, SUITE A200  
SANTA ROSA, CALIFORNIA 95403

JOSÉ OBREGÓN  
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REAL ESTATE SERVICES  
TELEPHONE (707) 565-2463  
FAX (707) 565-3476

MICHAEL K. WAGNER  
REAL ESTATE MANAGER

October 16, 2013

Curtis J. Hill, Executive Officer  
California Board of State and Community Corrections  
600 Bercut Drive  
Sacramento, CA 95811

REF: PREFERENCE CRITERION #4, SB 1022: Authorization of Project Documents

On October 15, 2013, the Board of Supervisors of Sonoma County approved Resolution #13-0408. This Resolution includes a finding that the following BSCC documents are acceptable as to form:

- Project Delivery and Jail Construction Agreement
- Board of State and Community Corrections Jail Construction Agreement
- Ground Lease
- Right of Entry for Construction and Operation
- Facility Sublease

Respectfully,

José Obregón  
Director of General Services  
County of Sonoma  
2300 County Center Drive, Suite A-220  
Santa Rosa, CA 95403