Contra Costa County Sheriff's Office Proposal for

Safe Housing and Programs for Max Security

In Response to Board of State and Community Corrections

Request for Proposals for SB 1022 Adult Local Criminal Justice Facilities Construction Financing Program

Submitted October 24, 2013

West County Reentry and Detention Facility

BOARD OF STATE AND COMMUNITY CORRECTIONS

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

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SECTION 1: PROJECT INFORMATION

A: APPLICANT INFORMATION AND PROPOSAL TYPE		
COUNTY NAME CONTRA COSTA		STATE DOLLARS REQUESTED $ 80 MILLION
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) ☐	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) ☐	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) ☒
TYPE OF PROPOSAL – PROGRAM SPACE PROPOSAL OR BEDS AND PROGRAM SPACE PROPOSAL PLEASE CHECK ONE (ONLY): PROGRAM SPACE ☐ BEDS AND PROGRAM SPACE ☒		
B: BRIEF PROJECT DESCRIPTION		
FACILITY NAME WEST CONTRA COSTA COUNTY REENTRY AND DETENTION FACILITY EXPANSION		
PROJECT DESCRIPTION PODULAR 2-LEVEL BUILDING WITH 480 BEDS AND 20,000 SQ FT NET OF PROGRAM SPACE		
STREET ADDRESS 5555 GIANT HIGHWAY		
CITY RICHMOND	STATE CA	ZIP CODE 94806

C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY.			
FACILITY TYPE (II, III or IV) II	☒ NEW STAND-ALONE FACILITY	☐ RENOVATION/ REMODELING	☐ CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY

D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, whether remodel/renovation or new construction.

	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	0	0	480	
TOTAL BEDS (A+B+C+D)	480			

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 David O. Livingston	TITLE Sheriff-Coroner
AUTHORIZED PERSON'S SIGNATURE	DATE October 22, 2013

G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

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

COUNTY CONSTRUCTION ADMINISTRATOR

NAME Rob Lim, PE		TITLE Capital Projects Management Division Manager	
DEPARTMENT Public Works			TELEPHONE NUMBER 925-313-2141
STREET ADDRESS 255 Glacier Drive			
CITY Martinez	STATE CA	ZIP CODE 94553	E-MAIL ADDRESS rlim@pw.cccounty.us

H: DESIGNATED PROJECT FINANCIAL OFFICER

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

PROJECT FINANCIAL OFFICER

NAME Wanda Quever		TITLE Finance Division Manager	
DEPARTMENT Public Works			TELEPHONE NUMBER 925-313-2341
STREET ADDRESS 255 Glacier Drive			
CITY Martinez	STATE CA	ZIP CODE 94553	E-MAIL ADDRESS wquev@pw.cccounty.us

I: DESIGNATED PROJECT CONTACT PERSON

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

PROJECT CONTACT PERSON

NAME Captain Thomas Chalk		TITLE West County Detention Division Commander	
DEPARTMENT Sheriff's Office			TELEPHONE NUMBER 510-262-4225
STREET ADDRESS 5555 Giant Highway			
CITY Richmond	STATE CA	ZIP CODE 94806	E-MAIL ADDRESS tchal@so.cccounty.us

SECTION 2: BUDGET SUMMARY

BUDGET SUMMARY INSTRUCTIONS

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

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

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

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

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

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

A. SMALL COUNTY PETITION FOR REDUCTION IN CONTRIBUTION

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

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

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

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	$ 66,009,000	$ 4,700,000		$ 70,709,000
2. Additional Eligible Costs*	$ 4,075,000	$ 0		$ 4,075,000
3. Architectural	$ 6,618,000	$ 100,000		$ 6,718,000
4. Project/Construction Management	$ 3,298,000	$ 300,000		$ 3,598,000
5. CEQA		$ 370,000		$ 370,000
6. State Agency Fees		$ 51,000		$ 51,000
7. Audit		$ 50,000	$ 20,000	$ 70,000
8. Needs Assessment		$ 15,000	$ 0	$ 15,000
9. Transition Planning		$ 150,000	$ 900,000	$ 1,050,000
10. County Administration			$ 1,611,000	$ 1,611,000
11. Land Value			$ 640,000	$ 640,000
TOTAL PROJECT COSTS	$ 80,000,000	$ 5,736,000	$ 3,171,000	$ 88,907,000
PERCENT OF TOTAL	10.00%	6.40%	3.6%	100.00 %

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

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

1. **Construction (includes fixed equipment and furnishings):**
The Construction amount shown is the sum of the basic construction cost, a 7% construction contingency, and a small demolition expense of $36,000. The basic construction cost of $66,049,000 was calculated using the unit costs and square footages of each programmed space, as defined in the Jail Needs Assessment dated October 2013 and submitted with this Proposal. The unit rates used in that study were taken from a study performed by the Architect-Engineer firm of Rosser International in 2011, and include fixed furnishings and equipment plus a 7% mark-up for site work. The rates ranged from $265 per square foot for office space to $500 per square foot for housing cells. Those rates were then updated to today's construction market using the California Construction Cost Index, then escalated at

5.2% annually to the planned construction start date of February of 2017. The total square footage of the planned building construction is 128,000. This, divided into the basic construction cost, yields an escalated, average, unit cost of $516 per square foot.
Of the basic construction cost, the County plans to pay $4,700,000 as part of its Cash Match.

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:** Included in this category is the Building Permit for $400,000, based on an estimate of costs for plan check and two full time inspectors during construction.
   b) **Moveable equipment and moveable furnishings total amount:** Included in this category is, Moveable Equipment and Moveable Furnishings at 5.2% of the construction cost, or $3,675,000.
   c) **Public art total amount:** No cost for public art is included.
3. **Architectural:**
   a) **Describe the county's current stage in the architectural process:** The County hired criminal justice planning consultants to assist the Sheriff in determining the amount of bed and program space needed, and to prepare a preliminary functional program. The bed space needed is needed immediately, and in 2014. Then the County hired a world-renowned architect-engineer firm specializing in correctional facilities (Rosser Int'l) to determine what existing infrastructure could be utilized for a new facility, to perform a preliminary architectural program to determine the space requirements for the new facility, and to perform a preliminary construction cost estimate, all of which has been completed.
   b) **Given the approval requirements of the SPWB and associated state reimbursement parameters, define which portions/phases of the architectural services the county intends to seek state dollar reimbursement:** The County seeks no reimbursement for planning work prior to project establishment/approval by the state. After that, the County intends to seek state reimbursement of Architectural-Engineering eligible costs for Programming, Preliminary Design, Construction documents, and assistance through Bidding and Construction. This work includes Commissioning, beginning in Preliminary design and continuing through Construction, and will most likely be performed by a specialized firm, but could be performed by the AE.
   c) **Define the budgeted amount for what is described in b) above:** The State's cost for Architectural reflects a fee of 8.5% for the AE, or $6,007,000 (fee for off site design is not included). It also includes a design contingency of 5% of the fee, or $300,000. Also included is Programming for $60,000, Commissioning for $141,000 ($1.10/SF), topo survey for $10,000 and soils investigation and report for $100,000.
   d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The County has already covered cost for the Needs Assessment and a preliminary architectural program. The County will also cover the cost of additional architectural programming and final concept design.
   e) **Define the budgeted amount for what is described in d) above:** The County estimates $50,000 for additional Programming and $50,000 for other planning and final concept design.
4. **Project/Construction Management:**
   For the state portion, the fee used for a Construction Management firm (CM) is 3% of the construction cost, or $2,084,000. It also includes 1% of construction cost, or $707,000 for materials tests and specialty inspections which the CM will manage. Another 1% is

budgeted for a Project Manager/Project Expert firm, or $707,000, but $200,000 of which the County will cover. The County cost of $100,000 shown for a Project Management/Project Expert firm (PE) prior to project establishment is to assist the County with selection of the designers, engineers and commissioners, establishing their scopes of work and fee, planning and organizing Sheriff' Office resources, and with preparation of documents to award state agreements. The aforementioned $200,000 for the PE after project establishment is to supplement project management for jail-specific needs.

5. **CEQA:**
   This includes $200,000 for an environmental firm to complete CEQA documentation, $100,000 for any unexpected archeological or traffic studies and monitoring that might be required, and $70,000 for monitoring of CEQA mitigation requirements during construction.
6. **State Agency Fees (maximums: due diligence $16,000; SFM $35,000):**
   a) **Real estate due diligence fee:** Real Estate Due Diligence fee is $16,000
   b) **State Fire Marshal fee:** Estimated to be 130 hours at $270 per hour, or $35,000.
7. **Audit – Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted:**
   The County intends to hire an outside firm to perform the BSCC-required auditing, estimated to be $50,000. County staff will also perform independent audits of contractor and County Administrator, estimated to be $20,000.
8. **Needs Assessment – Define whether work is performed by county staff (in-kind) or consultant (cash) :**
   The needs assessment has been completed and paid for by the County. The $15,000 cost included as Cash Match is for the 2013 Needs Assessment Update performed by consultants. The reported bed space found needed is needed immediately, and in 2014.
9. **Transition Planning – Define whether work is performed by county staff (in-kind) or consultant (cash):**
   Transition planning will largely be performed by Sheriff staff. The portion of staff time over the life of the project and directly attributable to the design, construction and completion of the facility, is estimated to be $900,000. However a Jail Project Expert will assist County staff in that effort, estimated to cost $150,000.
10. **County Administration:**
    County Administration over the life of the project, after project establishment, is estimated to be $1.611 million (2.28% of construction cost). As a percentage of construction cost this may seem low, but the work of the Project Expert compensates and provides overall added value. The County anticipates using a variety of staff from its Capital Projects Management Division, to include the designated Construction Administrator, a deputy project manager, a senior subject expert, more junior staff during construction, admin staff for project coordination, as well as accounting and IT staff. The division's template for staff planning of projects, which considers the number of hours needed for each staff member, for each phase of the project, was used to arrive at the total hours needed for each staff member for the project. The division uses standard billing rates charged to other departments for project work, which consists of actual salaries times an Auditor-Controller established mark-up for benefits and other costs on salary. The rates do not include overhead. These rates were applied to arrive at the total cost for County Administration.
11. **Land Value:**
    An independent real property appraiser was hired, and has appraised the value of the land to be $640,000 for the 2.3 acre site. The entire 2.3 acres will be needed for the new building, ancillaries and a reasonable buffer around them.

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 within 90 days of award	2/3/2014	2/17/2014	
Real estate due diligence package submitted within 120 days of award	2/3/2014	6/3/2014	
State Public Works Board meeting – Project Established within 18 months of award	1/16/2014	6/2/2015	
Schematic Design with Operational Program Statement within 24 months of award (design-bid-build projects)	6/14/2014	11/26/2014	
Performance criteria or performance criteria and concept drawings with Operational Program Statement within 30 months of award (design-build projects)			NA FOR DBB
Design Development (Preliminary drawings) with Staffing Plan	11/26/2014	5/2/2015	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	10/25/2015	10/25/2015	
Construction Documents (Working drawings)	8/13/2015	5/18/2016	
Construction Bids	8/26/2016	11/18/2016	
Notice to Proceed within 42 months of award	1/20/2017	2/9/2017	
Construction (maximum 3 years to complete)	2/9/2017	3/20/2019	
Staffing/Occupancy within 90 days of completion	3/21/2019	6/19/2019	

SECTION 4: FACT SHEET

To synopsize 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**	1,075,931
2.	**Number of detention facilities**	3
3.	**BSCC-rated capacity of system**	1,979
4.	**ADP (Secure Detention) of system**	1,568
5.	**ADP (Alternatives to Detention) of system**	785
6.	**Percentage felony inmates of system**	91%

7.	**Percentage non-sentenced inmates of system**	74%
8.	**Arrests per month**	23,037
9.	**Bookings per month of system**	23,037
10.	**"Lack of space" releases per month**	87

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

	Facility Name	RC	ADP
1.	Martinez Detention Facility (MDF)	695	643
2.	West County Detention Facility (WCDF)	1096	682
3.	Marsh Creek Detention Facility (MCDF)	188	72
4.			
5.			
6.			
7.			
8.			

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

	Pre-Trial Approaches	ADP
1.	Electronic Home Detention	28*
2.	Cite & Release	Not recorded, but to the maximum ability under the law.
3.	Bail	Same as for Cire & Release
4.		
5.	* Based on full calendar year 2012 JPS/CCCSO data	
6.		
	Sentenced Offender Approaches	**ADP**
1.	Electronic Home Detention	288
2.	Work Alternative Program	325
3.	County Parole	230
4.		
5.		
6.		

Table 4: **List the current offender programming in place and the ADP in each program.**		
	Pre-Trial Program	**ADP**
1.	MDF Education-Behavioral-Reentry (Max Security)	26
2.	MDF Faith Based Services (Max Security)	35
3.	MDF Library Program – Cart Only (Max Security)	38
4.	WCDF Education-Behavioral-Reentry (Med Security)	290
5.	WCDF Faith Based Services (Medium Security)	52
6.	WCDF Library Program (Medium Security)	77
	Sentenced Offender Program	**ADP**
1.	MDF Education-Behavioral-Reentry (Max Security)	26
2.	MDF Faith Based Services (Max Security)	35
3.	MDF Library Program – Cart Only (Max Security)	38
4.	WCDF/MCDF Education-Behavioral-Reentry (Medium Sec.)	391
5.	WCDF/MCDSF Faith Based Services (Medium Security)	58
6.	WCDF/MCDF Library Program (Medium Security)	120

Table 5: **List the offender programming gaps and deficiencies.**	
	Gaps and Deficiencies
1.	Lack of high security housing and program space severely limits programs for maximum security inmates (all housed at MFD).
2.	There is no classroom space at MDF, where the 642 max security inmates are held, resulting in very limited programs offered to about 35% of the entire jail population. The individuals housed at the MDF receive only minimal programs as required in Title 15, California Code of Regulations
3.	There are currently no non-contact interview rooms at MDF required for individual program assessments.
4.	There are no group spaces at MDF therefore, group sizes are limited due to lack of space, security requirements including the ability to conduct group sessions, e.g. alcohol and drug programs where confidentiality is essential.
5.	
6.	

Table 6: **List the offender assessments used for the purpose of jail population management.**		
	Assessment Tools	**Assessments per Month**
1.	An objective classification instrument relying on a sliding scale of 0 to 10 to calculate the security rating to determine appropriate housing for inmates	1,922
2.	DET043 Gang Interviews	20
3.	Protective Custody Assessments	150
4.	Administrative Segregation Assessments	Not Available
5.	Custody Alternative Facility continually review inmate	Not Available

	classification files to identify inmates eligibility for custody alternative programs.	
6.		

Table 7: List the offender assessments used for determining programming.		
	Assessment Tools	**Assessments per Month**
1.	All programming conforms to rules established in the classification tools listed in Table 6, which may impact some programs based on the type offense, time sentenced to custody, holds or warrants, medical issues, a history of violence, safety and security considerations, gender separation, programs that are gender specific, suspected or known gang affiliation, behavioral/disciplinary problems and other issues that may prohibit some programs offered to the general population.	All Inmates
2.	CASAS (Comprehensive Adult Student Assessment System) is performed for every class. Providing the inmate can pass the test, the inmate can participate in independent study courses. There are a variety of CASAS tests and a variety of levels within the CASAS system if tests.	150
3.	Per CSB Policy 2.18.07, inmates meeting the criteria may apply for special education classes. Housing classification of the inmate will determine the method of instruction provided. (i.e. Classroom instruction, individual instruction (one to one tutoring), independent study or distance Learning.)	All Inmates
4.	Shelter Inc. - Initial Intake & Assessment w/ Homeless Management Information System addendum.	15
5.	Reach - Intake Assessment	Data Not Collected
6.	Rubicon - Comprehensive Intake-Baseline	Data Not Collected

SECTION 5: NARRATIVE

SUBSECTION 1. PROJECT NEED

BED CONSTRUCTION

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

The Contra Costa County (CCC) jail facilities suffer from a unique set of problems generally not encountered by other new generation jail facilities built during the past four decades. Past and current Needs Assessments describe the Contra Costa jail facilities' problems as being encapsulated in the following question: "What happens when the first new generation jail becomes the first obsolete new generation jail?" A historical summary answers the question in simple terms, which is that the original design and operational philosophy have not held up very well over the years. CCC's facilities were among the first, if not the first, new generation direct supervision jails constructed in the United States. The Contra Costa jail system has 1,979 jail beds, of which, only 53 are designed to hold maximum security inmates. CCC has 642 inmates classified as needing high security housing, making CCC desperate for additional high security housing and for programs appropriate for the high security inmate. The need is immediate, beginning now and including the year 2014.

A Jail Needs Assessment (JNA) was performed in 2007, 2011 and updated in 2013. An observation that was repeated often in the JNA is that they were designed based on a utopian view of local corrections - that only a very few high security beds would be needed and the rest of the jail could be devoted to low to medium security inmates. No one at the time they were designed could envision that the type of inmate that would be housed in these low security settings would be today's more violent, gang affiliated, drug addicted, sicker and more mentally ill population than at any time in history. The JNA found that Contra Costa facilities cannot be reasonably retrofitted to properly house their existing inmate population.

In the same vein, no one at the time could have envisioned that persons who would have been incarcerated in the state prison system would be serving many years of their sentences in the county jail with prison realignment. Not only has the county had to deal with a changing inmate classification but, add to that, persons who only a couple of years ago would have spent longer sentences in the state prison system are now doing their time in the county jail. This acute problem not only impacts the security of the facilities at CCC, but the JNA found that there is a compelling need to provide inmates

different types of inmate programming that also was never envisioned in the county jail. While many jails have struggled with the ever changing classification of inmates, CCC suffers more acutely because the inadequate jail design is woefully inadequate in terms of the safety of staff and inmates and the jail programs available to them.

Examples of the poor design are displayed in Appendix 1. They represent typical housing units at CCC in which inmates classified as maximum security are housed. While the direct supervision concept was incorporated into this early cutting edge facility, by today's standards the design is the antithesis to what jail designers would include in a modern jail. The design and construction of large concrete pillars and angular sight lines make supervision of inmates outside of their cells impossible without excessive staffing. The only housing units available for CCC's high security inmates are very soft with dry rooms and shared lavatories. Flooring can be pried-up to hide makeshift weapons. Cells have wooden doors and furnishings that do not provide the adequate security for inmates classified as maximum security. Because of this very poor design the dayroom areas are not suitable for conducting any type of meaningful educational or behavioral programming. According to the JNA, not only are the interior spaces inadequate but the programming areas provided to inmates classified as medium security cannot be used for the maximum security inmates.

The disconnect between the availability of medium and low security beds against the deficit of nearly 600 high security beds is further exacerbated by the historic legislation contained in AB 109 and AB 117, 201 Public Safety Realignment, where inmates convicted of certain non-violent, non-serious, and non-sex offenses now serve their sentences in the county jail. The Contra Costa Jail currently has about 160 inmates serving long sentences with the longest sentence currently at 37-months. Nothing inoculates the Contra Costa jail from sentences ranging up to ten years as is already the case with some other California counties.

Among other considerations, the SB 1022 legislation specifically envisions that funding consideration be given to counties that are seeking to "replace outdated or unsafe housing capacity." CCC's facilities for its high security population have been described by the JNA exactly in this manner.

B: 1.02 – Contra Costa County Jail System Overview

The Contra Costa County detention facilities have a current bed capacity and ADP as shown in the adjacent table.

CCC has not received any AB 900 funds for jail construction, and there is no current or planned construction at the jail facilities except for the Project described herein. If Contra Costa is successful in its request for SB 1022 funds, it will enable the County to construct 480 maximum security beds and 20,000 net square feet (nsf) of new programming space. Beyond the addition of the needed high security beds, a primary goal of this application is to enable the addition of appropriate programming capacity that currently does not exist for inmates classified as maximum security.

	Current Capacity By Bed Type	Current Required Bed Type	Deficit/Surplus +/-
Minimum	188	71	+117
Medium	1738	855	+883
Maximum	**53**	**642**	**-589**

AB 109 Impacts – Monthly Average for 2012			
3056 Holds	3056 Commitments	AB 109 Commitments	Total AB 109 Population
72	87	50	209

The County has made significant progress toward the needed project. Consultants have been retained, the Jail Needs Assessment has been completed, the initial operational and architectural programs have been completed, a site already owned by the County is established, and the County Board of Supervisors has adopted the Resolution for the Funding Preferences, and have identified the required matching funds. And because of good planning long ago, the majority of supporting infrastructure the Project would otherwise need has already been completed. Perhaps most importantly of all, the County already has the revenue stream to operate the new facility upon its opening.

B: 1.03 – System Issues To Be Remedied By the New Construction

Contra Costa's jail problem is that the beds available do not correspond to the classification of inmates to be housed because there is a severe shortage of high security housing. A number of issues involve where and with whom inmates can be housed, and also includes classification issues such as the type of criminal offense, sentenced or pre-trial status, propensity to violence, gang affiliation, need for administrative segregation, medical, mental health and special needs. The real issue for CCC is that of an inability to securely house its inmate population, and the safety liability that portends for inmates and staff due to the shortage. The existing beds were never designed to house the classification level that is currently incarcerated in the Contra Costa Jail Facilities. For example, sightlines do not allow proper supervision, inmates

are able to hide objects under the flooring for use as weapons, and wooden security doors are not that secure. The CCC's issues also include the loss of bed-days as a result of persons sentenced for long periods of time in the jail.

Violent and major incidents have occurred during the last several years at CCC that have been specifically identified as attributable to the shortage of housing appropriate for high security inmates (details of these incidents are provided in Appendix 2 and illustrate the need for more secure inmate housing and programs to overcome the severe shortage). A particularly violent gang population at CCC has been viewed as especially problematic to the Sheriff's safety liability. Several times in recent years the ability to maintain security was of such concern that the Sheriff had to make exception to policy for acute safety reasons. At one point recently it was the opinion of the Classification Unit, the WCDF Facility Commander and the CAS Lieutenant that conditions presented a clear and present threat to safety of the inmates, staff, and operations of the facilities. The incidents of violent safety concerns due to insufficient housing for high security inmates occur on a weekly basis. CCC has more than a dozen different classifications of inmates, and there are different "sets" within the same groups that require further separation. Custody and Classification staff must literally scramble to make space available for special housing inmates. Placing special inmates in other housing units on a temporary basis creates officer and inmate safety risks. Housing that was originally designed as disciplinary and intake housing units, now house ADSEG, PC, general population (including rival gangs) and mental health/medical inmates. Another trend CCC is seeing, like other counties and statewide, is the increase of PC inmates. And since the implementation of AB 109, CCC is housing higher-level "state" prisoners for much longer periods of time, which further exacerbate the already complicated "shuffling" staff must perform to try to maintain security. CCC's detention facilities are simply not equipped to properly and safely house all the different classifications of inmates they have in custody.

The JNA noted that over the long run it can be expected that there will be an increased risk of violence and inmate grievances, in which costly litigation is sure to follow if measures are not taken to mitigate the problems. An equally important deficiency of the CCC facilities is their corresponding lack of appropriate programs for the high security inmate population. The only programming that is currently offered this class of inmate is limited to independent study, religious programs and the library cart.

Just as overcrowding leads to a breakdown of safety, a lack of secure housing does the same, but with even greater risk due to the potential of a security breach. And to make the matter worse, CCC's lack of secure facilities severely restricts its ability to provide reentry and other programming for the maximum security population that needs it most.

B: 1.04 – Current Trends In the Number of Arrests, Bookings and Releases Due To Need for Beds

The problems associated with the CCC jail do not involve raw capacity but rather capacity that appropriately meets the classification of the inmate.

Year	2002	2007	2011	2012	
Total	29,485	28,264	23,315	23,037	
ADP	1,563	1,614	1,473	1,568	
Peak Day	2,045	2,459	1,625	1,672	
Felony	1580	1469	1318	1425	**91% of Total Pop.**
Misdemeanor	143	145	154	143	**9% of Total Pop.**

Because a jail bed is available does not mean that it can be used to house inmates, as a number of critical components determines who can be safely housed together. The adjacent table represents key components of the jail profile: Very few misdemeanants are held in custody as most are incorporated into alternatives to incarceration programs by the Custody Alternative Facility (CAF).

Jail Classification to Bed Need

2012	ADP	Rated Beds	Deficit/Surplus	
Maximum	642	53	-589	
Medium	855	1738	+883	
Minimum	71	188	+117	

Note the extraordinarily high percentage of felons compared to misdemeanants held in custody in 2012. The startling data presented in the adjacent Bed Need table is sure to beg the question: how does the jail currently manage so many people classified as needing maximum or high security beds with so few (53) high security beds? The answer for sure includes the quality of staff that have no choice but to make it work somehow. But it probably also includes one of staffing costs being higher than they would need to be if there were adequate facilities. Probably most concerning may be that it also involves a component of good fortune so far - though there have been significant lapses of that.

B: 1.05 – Current Approach to Reducing Need for Beds

The CCC Sheriff's Office is engaged in a wide array of detention alternatives, including Misdemeanor citation release;

Bail, Own recognizance release; Home detention; Electronic monitoring; Work Alternative Program and; County Parole. The primary alternative programs are operated by the Sheriff's Custody Alternatives Facility (CAF) and the commitment to the goals of expanding custody alternatives is exemplified by its transition from a daytime program to a 24-hour/7-days per week operation. Furthermore, staffing for the unit has increased from 21 to 27 Sheriff's personnel. This unit is responsible for administering programs to which qualifying inmates may be referred and in which they choose an alternative to incarceration. Violation of program regulations can result in rejection from the program and return to a detention facility.

The problems associated with the jail cannot be solved through alternative programs alone. Clearly, the Contra Costa Sheriff's Office has a long and continuing commitment to keeping the jail population in check through their assertive CAF programs. In fact many of the people who would have occupied the space currently in the jail are no longer in custody and their place is taken up with high security inmates. According to the JNA, the only feasible approach to securing the needed beds is the construction of the appropriate bed type to meet the security classification of current and future inmates housed in the Contra Costa detention facilities. As indicated by the table above there is currently a deficit of 589 beds appropriate to this classification of inmate. In the case of this application, the County's request is to build 480 maximum security beds that will house inmates currently assigned the maximum security classification using an objective classification system. Of the approximately 589 maximum security classifications, the Sheriff plans to keep some of the individuals who may have special medical/mental health needs at the MDF to help minimize the need for new beds. A key component of this plan is to include ample programming space that will be used for educational/vocational instruction, substance abuse programming, and reentry programs for AB 109 inmates as well as regular programming required in Title 15, CCR. In turn, this expansion will reduce recidivism, reduce the ultimate need for incarceration, and it will reduce the number of new beds otherwise needed.

B: 1.06 – Data Showing Effectiveness and Impacts of Alternatives Used

Work Alternative Program: Inmates provide labor on public projects in exchange for days sentenced to the county jail. These offenders are assigned to work on city and county public works projects including those operated by the California

Department of Transportation (Caltrans). On any given day there are between 300 to 350 people enrolled in the WAP.

Home Detention Program: In addition to the WAP, the CAF operates the Sheriff's Electronic Home Detention Program (EHD). People screened and selected for participation in this program wear electronic ankle bracelets to monitor their daily location, and thus can maintain employment and family responsibilities while being supervised. This proven program enables the Sheriff's Office to cost-effectively apply meaningful sanctions to appropriate offenders. Current inmate counts run between 150-200 inmates monitored per day.

County Parole: County Parole is afforded to individuals who have a minimum of 60 days remaining to be served in custody. These inmates are screened and, if eligible, are released from locked custody on supervision.

AB-109 Impacts: Based on State Realignment of inmates the CAF saw a short term increase of inmates between 220 to 235 population monitored on a daily basis, however those numbers have stabilized and are now at the normal levels indicated above.

The CAF keeps the overall jail population down by the counts demonstrated above, and has made a significant impact on the overall ADP – a total reduction of 300. Even so, it bears reminding that it has not and cannot impact in a substantial way the issue involving too many high security inmates held in medium security housing.

B: 1.07 – Plans Underway and In Future to Implement Alternatives To Incarceration

CCC has for many years and will continue to embrace alternatives to incarceration. To date the CAF provides alternatives for all persons who meet the criterion for inclusion into alternative programs. Beyond the numbers of law violators that are referred for alternatives to incarceration programs, CAF staff regularly scours inmate records to find persons who are incarcerated in the jail but who might be an appropriate candidate for alternative programs. With added program space, the Sheriff's goal will be to further expand reentry opportunities.

PROGRAM SPACE CONSTRUCTION

PS: 1.01 – Process for Determining the Need for Program Space

A comprehensive Jail Needs Assessment (JNA) process began in 2007 with the completion of a comprehensive study

facility wide. Another extensive assessment was performed in 2011. That JNA was updated in October of 2013. These assessments were part of a systematic process that contributes to thoughtful planning. They utilize statistical data collected over the previous 10 years from the California Jail Profile Survey data and demographic resources provided by the Sheriff's Office. The JNA study is considered a first step in a process designed to gain insight and a clear understanding of the current and future jail needs in CCC. Daily monitoring of important incidents resulting from the nature of the facilities themselves, and the educating of policy makers and the public concerning the need for major changes in jail facilities are also part of the process. The changes in local policies and state-level legislation must be evaluated as part of the assessment of the continued adequacy of facilities.

The JNA process has evolved to meetings conducted by the Sheriff's management team, local subject matter experts in custody and programming, and other county leaders. It was determined that proper high security housing with appropriate programming space could solve many of the issues plaguing the safe operation of the jail, and provide for robust programming that is currently only provided to many of the lower security inmates.

***PS: 1.02 -* Current Approach to Offender Programming for Custody and Non-Custody Offenders**

CCC Office of the Sheriff's Custody Services Bureau has a long standing reputation for providing a diverse menu of programs to inmates housed within its three detention facilities through the Inmate Services/Programs Unit. Appendix 3 provides a full list of the pre-trial and sentenced offender programming that was only summarized in Table 4 of Section 4. Most inmate programming is provided at the West County Detention Facility (WCDF) or Marsh Creek Detention Facility (MCDF) where inmates are allowed to walk to classrooms, the library and other programming services. But this array of programs cannot be provided to the high security offenders for lack of program space in high security housing. Inmate programming is limited at the Martinez Detention Facility (MDF) to only those programs that meet the requirements of Title 15, CCR, due to the classification of inmates housed at that facility coupled with a lack of appropriate programming space. The following is a list of inmate programs provided to inmates:

- Inmate Industry – Engraving (WCDF Women)
- Vocational Landscaping Program (WCDF Men)
- Vocational Frame Shop Program (MCDF)
- Library Services – Full services (WCDF,MCDF)
- Voter registration information (all facilities)
- Tutoring services for Math, Reading, ESL (WCDF)

- Religious services (all facilities)
- Legal Research Services (all facilities)
- Study guides for civil services tests; college and trade school exams; driver's license exams (all)

Community Agency Partnership Services: The following list of agencies partner with the Sheriff's Office to provide services to the incarcerated population via third-party grant monies. The majority of these services are provided at MCDF and WCDF. Because of the inadequacy of the facilities at MDF where maximum security level inmates must be housed, the following programs there are severely limited for this class of inmate:

- Proud Fathers Classes. Anger management and parenting skills course designed specifically for male inmates within the ages of 18-25 (MCDF)
- Alcoholics' Anonymous Classes. (English and Spanish) (MDF, MCDF, WCDF)
- Narcotics Anonymous Classes. (WCDF and MDF)
- Domestic Violence Classes. (WCDF)
- Veteran Affairs. Outreach for Incarcerated Veterans to assist with housing, obtaining VA benefits and sponsored programs. (ALL FACILITIES)
- SSA/SSI Homeless Outreach Collaborative identifies and assists medically eligible inmates for SSA/SSI benefit assistance for start-up upon release. (ALL FACILITIES)
- UC Davis Immigration Law Center provides immigration law services to Federal Immigration Detainees temporarily housed in CCC detention facilities. (WCDF)
- Contra Costa Adult School (CCAS), operates under the authority of the CCC Office of Education (CCCOE) and provides a wide range of educational opportunities designed to support the successful transition of inmates back to their communities. Currently the Adult School operates in all three of the detention facilities, however are limited at the MDF due to the lack of appropriate programming space. The goals of these programs are to provide increased learning potential, improved literacy, job skills training; development of pro-social skills; improved citizenship; and pre-release planning.
- Academic Skills/Literacy Classes include education in basic skills such as reading, writing and mathematics. Areas of employability, life skills and consumer economics fall under this educational category. High school subjects via independent study are offered throughout the Contra Costa jail system.

- Vocational Program offerings in this area include but are not limited to carpentry-woodworking, computer applications and web design, sign making, art framing and horticulture.

PS: 1.03 - Least Restrictive Alternatives put in Place to Address the Needs of the Population Intended to be Served by this Proposal.

Because of the limitations inherent in the design of the MDF and WCDF, the least restrictive means to provide effective programming is practically nil, and currently the inmates housed at the MDF receive only that level of programming that meets Title 15, CCR. Programming is limited to activities that do not require program space as the MDF does not have any programming space that is appropriate to the classification of inmates currently held in that facility. Programs currently offered at the MDF are Independent Study, Religious Programs, and Library Cart (delivery only).

PS.1.04 - Gaps and Deficiencies in Current Programming for Custody and Non-custody Offenders, Which will be Addressed with Proposed Program Space Construction Funding

While there continues to be a strong commitment to the provision of educational services in the CCC jail system, this and other programs are plagued by a high security housing shortage and security difficulties related to the incarceration of more violent and mentally ill offenders, along with new challenges as a result of prison realignment. The requirement to protect inmates from violence, particularly gang related assaults, has restricted the delivery of educational services. The primary contributing factor driving the restriction of education and other services is the scarcity of higher security beds for inmates classified to this type of security, including special needs inmates, administrative segregation and AB 109 inmates doing time in the county jail as a matter of prison realignment. Because there aren't enough high security beds, the jail must use its medium security space to house inmates requiring a higher level of security. This in turn limits the space available for educational and other programming. The existing jail facilities were designed for a classification of inmate more amenable to educational services. The fact that there are now a greater number of high security inmates has meant there is insufficient space to maximize educational opportunities for those inmates who might engage in and benefit from them. Currently the MDF and WCDF (male population) have no available vocational programming. Females housed at WCDF have one vocational program available to them. Classroom space at the MDF is nonexistent due to the age and design of the facility. The unavailability of space at the MDF significantly limits group programs.

PS.1.05 - Approach to Determine Programming That Will Take Place In The New Program Space

It is the intent of CCC to offer a full range of educational, vocational and rehabilitative programming that is currently provided to inmates housed at the WCDF. The approach used to determine the programming that will be offered utilized experience at CCC and it's vendor educators, and is described additionally in Section PS.2.01 and PS.3.03. The primary difference in the way programs will be delivered is that instead of WCDF inmates going to their programming area, programs will go to the inmate at the proposed high security facility. Vocational courses will be tailored to meet the safety and security concerns of the jail.

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

There are only 53 high-security beds available in the entire Contra Costa jail system and they are all at MDF. The current jail configuration accommodates only 53 maximum security beds and accounts for 2.5 % of the total jail beds. The need of 642 maximum security beds is 32% of the systems total bed count. This data defines the population needing programs, and the space to support it. Because of the soft design of the MDF there are no appropriate program spaces at that facility and therefore inmates are only afforded the minimum inmate programs. It can be anticipated that a failure to address programming needs of inmates who will be incarcerated in the county under prison realignment will expose the County to the risk of litigation by those long term inmates and activist groups, including legal advocates, and increased recidivism.

PS.1.07 - Approach to Alternatives to Incarceration and How It Will Assist In Managing the Jail Population

The CCC is engaged in a wide array of detention alternatives, most of which have been in place for many years. These alternatives include misdemeanor citation release, bail, own recognizance release, home detention, electronic monitoring, work alternative program and, County Parole. Alternative programs are operated by the Sheriff's Custody Alternatives Facility (CAF), and the commitment to the goals of expanding custody alternatives is exemplified by its transition from a daytime program to a 24-hour/7-day per week operation. Furthermore, staffing for the unit has increased from 21 to 27 Sheriff's personnel. This unit is responsible for administering programs to which qualifying inmates may be referred and in which they choose an alternative to incarceration. Violation of program regulations can result in rejection from the program and return to a detention facility. An evaluation of the alternative programs has determined that the alternative to

incarceration programs have reached their reasonable capacity.

PS.1.08 - **Need for Programming That Could Assist With the Jail Population Management**

Currently the MDF has no available vocational programming and classroom space is nonexistent due to the age and design of the facility. Having no available space at the MDF significantly limits group programs. Adding high security beds will provide greater flexibility in the jail system that is needed to accommodate educational programs and better manage the inmate population. The addition of higher security beds will also enhance the ability to tailor programs for those individuals who require a higher level of security. The proposed new Project provides appropriate jail housing along with sufficient inmate programming space, within that housing, that will accommodate high security inmates and particularly AB 109 inmates who will be serving long sentences in the jail.

SUBSECTION 2. SCOPE OF WORK

A: 2.01 – **Details of Full Scope of Work for the Entire Project**

General: Under the proposed Project the County will build a new facility at its West County Detention Facility. The existing facility opened in 1991 and includes infrastructure that was oversized in anticipation of future housing expansion, which the proposed Project will utilize. Furthermore, the original campus master plan identified a site for future expansion of housing, which the proposed Project also utilizes, and is shown in the adjacent photo. The Project will build 480 new beds and 20,000 net square feet (nsf) of new space for programs (26,000 square feet gross). The facility will rely on existing facilities on campus to provide intake, release, inpatient health care, central library services, food service, laundry, commissary, and maintenance/warehouse storage. These services will be “contracted” to the new facility to maintain independence of the new facility for lease-revenue bond financing requirements. The total square footage of the new facility is estimated to be 128,000.

Housing: Housing will be designed as a Type II facility with double-occupancy cells, configured in eight housing units of 60 beds each, with mezzanines. The housing units will be designed in a manner that allows for either direct or indirect supervision. In addition to cells and a dayroom, each housing unit will have program space and visitation/interview rooms and booths (see below). Each unit will have a pedestrian sally port, shower/changing area, equipment storage, medical exam

room, food cart storage, control, staff toilet and janitor closet. The housing units will be in a podular configuration centered on a corridor and central control. There will be two floors of housing, each with an exercise yard and multipurpose room.

Programs: The facility will provide a total of 2,500 nsf of space for each housing unit, a minor part of it centrally located to all units, to provide for the programs described in Subsection 3, PS:3.03. Four multipurpose classrooms and two vocational workshops dedicated to specific industries will be available for each housing unit. The multipurpose rooms will have folding demising walls allowing them to be combined to create larger rooms. Additionally there will be centralized facilities supporting the inmate programs. There will be a general workshop to be shared among a variety of vendors with supporting storage, a chaplain's office and storage, a small in-house library "extension" of the main library elsewhere on campus, and associated storage and book repair area. Finally, there will be casework providing workspace for staff, and locker space for staff and rotating trainers.

Administration: Limited space that is best provided in close proximity to the new housing has been programmed. This is needed also because the existing Administrative space at the WCDF campus is fully utilized. For the new facility, the Administrative space includes three staff offices, reception, two conference rooms, copy/layout room, records and office supplies storage. Together this will provide just over 2,000 nsf.

Visitation: Centralized visiting for the new facility will be limited to 10 video booths and 2 contact/confidential interview rooms, as well as a public toilet and janitor closet. Each housing unit will also have 3 video visitation booths, 1 contact/confidential interview room and 2 non-contact/confidential interview rooms. All added visitation space combined is estimated at just over 4,000 nsf.

Central Control: Primary security will remain with the existing central control on campus. The high security expansion however must be considered a separate security zone, and must have the ability to operate independent control and security functions. Ancillary security space will include an armory and SERT room.

Staff Services: This will provide close proximity, required space for staff briefing, showering and physical training. Male and female locker space will be provided for 25 and 15 users, respectively. A staff servery and a janitor closet are

included. Total space is estimated at 600 nsf.

Health Care: It will be critical to provide outpatient care at the new facility. The high-security classification, aging population and mental health needs of a large portion of the inmate population dictate the need for close-proximity outpatient medical services. Health Care Administration will include reception, 3 staff offices, clerical workstation, conference room, copy/fax/storage area, staff break room and toilet. The outpatient clinic will provide 3 exam rooms, 2 mental health interview rooms, a waiting area, 2 secure holding cells, officer's station, reception/nurse's station, medical records storage areas, staff and inmate toilets, equipment storage, clean utility storage and soiled utility/hazardous storage spaces. Taken together, this represents just over 5,000 nsf, including pharmacy and dental. Inpatient care will be provided at existing facilities on the campus.

BED CONSTRUCTION

B: 2.01 – Description of the Planning Process Resulting in This Scope of Work

The process for developing the space requirements began with the JNA. Having established the high security housing deficit, Sheriff staff and justice planning experts estimated what amount of this additional housing need could be replaced with a reduced recidivism realized through better training of the high security inmates. While somewhat subjective, it was determined based on experience that a 20% reduction in recidivism could reasonably be achieved by the list of programs known to be effective for this class of population, but for which have not been and could not be administered for lack of appropriate facilities. This yielded about the 480 number of beds now proposed, and the 20,000 nsf of program space. With the assistance of architects and jail project experts, a determination of what existing facilities could be used to support the new facility was made, and a comprehensive project budget was developed. With all costs identified, an iterative approach was used to converge on the 480 bed count herein proposed, while maintaining the cost-distribution requirements of SB 1022.

B: 2.02 – Relationship Between Stated Needs and Planned Construction

The identified need of 480 beds and 20,000 nsf of program space are aptly matched with the proposed Project scope of work, when considering the ability to leverage the existing capacity of services and support space at the current facilities.

The proposed construction fully meets the stated, immediate need of the County now, and well into the foreseeable future.

B: 2.03 – Anticipated Beneficial Outcomes of the New Bed Construction

The CCC jail currently has only 53 high security beds in the entire jail inventory, which is in stark contrast to the 642 high security beds are needed on any given day. The deficit of high security beds has been determined by an objective classification system that is used to match offenders to the appropriate bed type. Inmates classified as needing high security beds are currently only receiving the minimal programming required under Title 15, CCR.

Both the MDF and WCDF were the product of a flawed philosophy that jail inmates, if given the opportunity to live in a softer jail environment, would self-regulate in direct proportion to the enlightened approach to inmate supervision. A new facility with 480 high security beds will help mitigate the short comings of that era. When combined with new additional programming space, it will largely fill the current deficit of almost 600 maximum security cells and provide for the safety of staff and inmates through innovative jail design, more appropriate classification options, and added program opportunities. The added programs are relied upon to minimize the number of needed high security beds via a reduced recidivism rate. A new jail facility with a modern design will reduce the number of custody staff otherwise needed to operate this population, and thereby benefit the County by lowering operating costs over the life of the facility. Additionally, the new jail design will facilitate the safe movement of inmates to a vastly expanded array of jail programs designed to facilitate the reentry of inmates housed in the jail for long sentences as a result of AB 109.

B: 2.04 – Staffing Required to Operate the New Construction

About half of the staff required to operate the new facility will be shifted from existing custody and support positions. Overall there will be a reduced staff-to-inmate ratio because the new design will require much fewer staff than the poorly designed existing facilities. The current poor design has historically been mitigated by way of costly addition of staff to supervise the inmate housing area. By realigning 10 existing Sheriff's deputies to the new facility, it is anticipated that only 6 additional sworn officers and five additional Sheriff's Aides will be required to staff the new housing and supervise additional re-entry programs. Medical staffing and additional support staff is not expected to increase, as the total number of inmates in the system will not increase significantly.

PROGRAM SPACE CONSTRUCTION

PS: 2.01 – Process For Developing the Design of the Construction of Program Space

The process for developing the space requirements for programs began with the same process described in section B: 2.01 above, leading to the recidivism rate reduction goal, and accompanying programs needed to achieve it. With the recidivism rate reduction goal and associated list of programs needed to achieve it established, trainers in these programs were solicited for their input on the optimum number of persons to corresponding classrooms and vocational workshops, the best configurations, and the storage requirements typically required. The results of meetings conducted by the Sheriff's management team, local subject matter experts in custody and programming and other county leaders were utilized as well. The combined, conceptual results in space needs from these experts were compared with facilities currently in place for programs for medium secure inmates at CCC, and at facilities of other counties. Given this data and the targeted number of high security inmates to be trained, along with consideration of sustained program needs beyond the goals of recidivism, the amount and configuration of program space was determined.

PS: 2.02 – Relationship Between Stated Needs and Proposed Program Space Construction

The needed programming cannot be developed in the absence of adequate high security beds and the space needed to include appropriate programming space for this classification of inmate. The proposed project builds high security housing for 480 beds and 20,000 net square feet of programming space. This amount of space provides an average of 2,500 square feet of space for each housing unit; nearly all of which will be within each housing unit individually, and the rest in centralized program space. This amount of space reflects the head-count and space configurations determined from the programming operations plan. It also provides for space needed for staff, storage, circulation and grossing factors typical of any jail facility. This fully meets the needs stated in the JNA.

PS: 2.03 – Features of Program Space Construction Making It Suitable For Programming

Programming space designed around high security housing will enable custody and program staff to provide a full array of programming in a manner that is cost effective in terms of managing the security need, and will save movement and segregation of program participants who will benefit from enhanced programming. The proposed space will enable the

Sheriff's Office to establish and operate programs targeting inmates held for long periods of time under prison realignment.

The planned space for programs features four multi-purpose classrooms for each housing unit. Each classroom will hold 15 to 20 people. Three of these rooms will be able to be opened-up into one large room allowing variety and flexibility in space for alternative programs. For each housing unit there will also be two vocational workshops, each holding approximately 15 people. One will support softer industries, the other industries suitable for the higher security inmate. These will include secure storage areas for supplies, and an instructor's work station. Centrally in the new facility will be workshops supporting a variety of vendors including AA, NA, DV and computer workshops, and a dedicated chaplain's office. Each of these will have ample storage for supplies. Also centrally located will be a library facility for about 15 persons to browse at a time, and will include storage and book repair areas. The planned program space will include a day work space for staff. This will consist of a long counter that is divided into approximately 6-8 small sections. Finally, there will be a nearby mail/copy room and a small locker area for instructors stowing personal items.

PS: 2.04 – Plans to Implement and Operate Programs in the Proposed Space

Planning for the construction and operation of program space has been a long term process (since 2007). Upon awarding of state funding CCC will proceed to follow the requirements established by the BSCC and regulations contained in Titles, 15 and 24, California Code of Regulations. The plan is to expand current programs already in use at the WCDF (shown in Section 4). Program delivery will focus on re-entry and substance abuse treatment. Program staffing and funding will be budgeted through the Contra Costa County Office of Adult Education, the Inmate Welfare Fund, and the Sheriff's Office. Community Based Organizations such as Rubicon, Reach, and Men & Women of Purpose will also play a vital role as re-entry providers.

PS: 2.05 – Description of Anticipated Beneficial Outcomes of the New Program Space Construction

The ability to accommodate appropriate programming spaces also helps solve a pressing problem of the lack of high security beds. Inmates who currently receive only the minimally required programming in current spaces will now have access to a full array of programming. Costs associated with the safe movement and segregation of inmates will be greatly reduced and the potential for litigation against the county for conditions of confinement will be significantly

reduced. Ultimately, the long term benefits involve helping persons held in the county jail because of prison realignment successfully transition back into the community in part because of programming services available to them, and ultimately a reduced recidivism rate and corresponding need for incarceration.

SUBSECTION 3. OFFENDER MANAGEMENT AND PROGRAMMING

BED CONSTRUCTION

B: 3.01 - **How the Proposed Construction Addresses Offender Management of Secure Detention**

The construction of new beds is essential to CCC's efforts to provide programs beyond those minimally required in regulation. The current state of the CCC jail absolutely demonstrates a deficit of capacity for high security housing by approximately 600 beds, and that a combination of new beds and program space is required to meet its immediate housing need. The soft design features of the facilities currently housing most of the high security population renders the facility woefully inadequate to house today's more violent, drug addicted and gang related inmate population. The planned facility will insure that the jail is safe and secure and meet Constitutional requirements and the intent of laws pertaining to prison realignment.

B: 3.02 – **How the Proposed Bed Construction Aligns With the CCP Plan**

The CCP Strategic Plan discusses a "continuum that begins when the individual enters the criminal justice system" and identifies jail rehabilitation, education and vocational programs as integral parts of the reentry process. It states that the educational and vocational opportunities should be robust for individuals in incarceration as a key component to reintegration into society. Additionally, the Operations Plan adopted by the CCP stresses programs for those still in custody, stating the jails should "align people, facilities and programs to ensure accessibility." Objective 3.2 of the CCP Operations Plan requires the Sheriff's Office to "House AB 109 inmates in the rated facility appropriate for the classification." Unlike the current condition, new bed space for high-security inmates will make the facilities compliant with the CCP plan. Concurrently, more appropriate housing classification will reduce the exposure of medium inmates to more seasoned and severe offenders, reducing medium inmates' probabilities to learn pro-criminal behaviors, impacting their tendencies to misbehave in custody and re-offend after reentry.

B: 3.03 – Offender Assessment and Other Interventions Addressing Jail Population Management

The Contra Costa Sheriff's Office currently utilizes an array of offender assessments starting with the Sheriff's protocols upon acceptance in the jail. The department makes every attempt to accommodate pretrial releases by way of bail, own recognizance releases and pretrial electronic monitoring. Beyond those efforts the CCC Jail uses an objective classification instrument that relies on a sliding scale of 0 to 10 to calculate the security rating and level of custody to determine appropriate housing for its inmates. In addition the jail utilizes a DET043 Gang Interview, protective custody, and administrative segregation assessments. The Custody Alternative Facility continually reviews inmate classification files to identify inmates who might be eligible for custody alternative programs. While the jail classification staff is dedicated in their responsibility to manage the inmate population, they are often stymied in their work by the remarkable lack of high security beds necessary to align the classification of the inmate to the appropriate bed.

B: 3.04 – Description of Planned Construction in Relation to the Expected Need for Future Beds

The additional space to be constructed for inmate programs will provide training to the targeted, high security inmate population, better preparing them for re-entry into society upon fulfillment of their sentences. With that better preparation will be an associated reduction in the County's recidivism rate, resulting in a future reduction in the need for detention housing. While the 480 new beds does not meet the numerical number identified in the 2013 Jail Needs Assessment Update (JNA), it is anticipated that a number of inmates identified with special needs or medical-mental health needs will continue to be housed where they can be safely and appropriately housed. With this, combined with the addition of programs to reduce recidivism, the Sheriff is confident that the proposed Project will meet the County's immediate need, and the needs until at least 2020, and perhaps 2030. The addition of the planned 20,000 net square feet in space for programs is anticipated to reduce the County's recidivism rate, and ultimately a corresponding reduction in inmate population. CCC also has campus space and facilities for further expansion should that be needed beyond 2020 or 2030. From a practical perspective, a graduated approach to the addition of new beds as proposed with the current plan is a more cost effective way of managing the jail needs, as it avoids a very large expenditure of funds to build excess capacity based upon uncertain future projections.

PROGRAM SPACE CONSTRUCTION

PS: 3.01 - How the Program Space Construction Will Address Offender Management Goals

The construction of new beds and program space will enable CCC to provide enhanced programming and reentry programming in 20,000 nsf serving up to 480 inmates upon its completion. This addition will achieve the offender management goals by providing programs that cannot be provided in the current facilities. The Sheriff's Office and CCC have always been leaders in the development of evolved inmate programs dating back to 1981, and currently have a wide array of programming in place. Unfortunately, the robust programming in place cannot be provided to about 32% of the entire jail population. The new construction will provide the high security housing and appropriate programming space. Given CCC's track record of being on the cutting edge of jail programs in California, the County is confident that the addition of new jail beds and programming space will serve to further that commitment to quality programming and innovation.

PS.3.02 – How the Program Space Construction Aligns with the CCP Plan

The CCP's stated goals are to provide inmates "robust" programs for preparation of inmates for reentry into society. The facilities that currently must house high security inmates do not allow for the program offerings to inmates that are envisioned in the CCP's Strategic Plan. The proposed construction of 20,000 nsf of space for programs will provide the size and quantity of classrooms, workshops and support facilities to meet these goals. Development and expansion of services by the Office of Education and other community based organizations within the jail facilities are among those goals. Several of the program services are delivered one-on-one in visitation areas where providers perform needs assessments, counseling, and case coordination. Expanded program areas clearly align with these objectives and allow the facilities to offer a broad range of programs to a larger group of inmates, including the high security inmate. The construction of high security visitation space will allow for more secure inmate movement to meeting areas, better monitoring and supervision during visits, and an overall increase in inmate, staff and visitor safety, as charged by Objective 3.1 in the Operations Plan. Effective rehabilitative and vocational efforts will be among the uses for programs space in the proposed facility. This is the underlying emphasis of realignment.

PS.3.03 – Programming to be Conducted in the New Program Space

Upon the construction of new facilities the Sheriff's Office and their partners with the Contra Costa Office of Education and other community partnerships will be able to provide programming to these inmates that will include but not be limited to the following: Academic Skills/Literacy Classes will include education in basic skills such as reading, writing and mathematics. Additionally, the areas of employability, life skills and consumer economics fall under this educational category. High school subjects via independent study are offered throughout the Contra Costa jail system. Vocational Program offerings include but are not limited to embroidery processing, computer applications and web design. Additional vocation programming will be evaluated in consultation with the Sheriff's staff to address security and safety needs. Personal Development Programs will include nationally recognized and state-approved substance abuse recovery services, built around the "Deciding, Educating, Understanding, Counseling and Evaluation" (DEUCE) Program. The jail's educational programs will be available to both men and women and are accredited through the Western Association of Schools & Colleges. The programs serve over 4,000 students per year, or approximately 28% of the inmate population. It is the Sheriff's strong desire to increase that percentage through the inclusion of the inmate population who are not able to participate and which the new construction will alleviate.

PS.3.04 – How the Program Space Will Foster a Quality Reentry Model and Seamless Reentry

The construction of program space in high security housing will directly address 5 of the 7 goals in the CCP's Realignment Plan, all regarding increasing safety, reducing recidivism, fostering successful reintegration, and identifying and maximizing partnerships and resources. The new program space will allow for community based organizations and Office of Education administered programs to facilitate the custody-to-community portion of the CCP and realignment. Objective 4.1 charges: "Prior to release, assess individuals for barriers to successful reentry, assist in obtaining documents and connect inmates with needed services." When possible, service providers connect with inmates at the facilities to conduct one-on-one needs assessments and identify programs and/or services to assist individuals in transitioning out of incarceration and back into the community. Pre-release assessment and planning are key components of the operational and strategic plans and are emphasized in both. The program space proposed will allow inmates to receive information

and education in establishing these plans. Evidence-based practices have shown that establishing service-based relationships prior to release, and facilitating smooth transitions to outside programs, greatly increases the likeliness of an individual continuing treatment upon release, therefore reducing his/her likeliness to recidivate.

PS.3.05 – Collaborative Partnerships Providing Services and Continuity Through Reentry And Community Supervision

The Sheriff's Office, along with their partners in program delivery, has forged partnerships with other community organizations and institutions, including: Contra Costa Child and Family Services, Contra Costa Community College, Contra Costa County Public Health Department, Contra Costa County Library Literacy Tutors, Chaplain's Office and Inmate Ministry Services. Community activities include participating in the East County Gang Task Force and the Contra Costa Reentry Initiative. Contra Costa Adult School has participated in the grant application process with other public and non-profit agencies. These grants include the Second Chance and Proud Fathers Federal Grants.

PS.3.06 – Sources of Financial Support to Aid in the Delivery of Programs

Active offender programs offered within the 3 detention facilities total 16. There are 4 primary sources of funding: CCC Office of Education, Inmate Welfare Fund, Courts, and Health & Human Services. More than 10 AB 109-specific Community Based Organizations (CBOs) also deliver their services in the jails. Except for 2 organizations now receiving partial financing via the Sheriff's Office, these programs are independently supported by fund raising, and state and federal grants (including 2nd Chance Grant, Smart Probation Grant, SAMHSA, CCC contracts). A small group of general programs and AB 109 programs have offered in-kind services within the facilities.

PS.3.07 – Offender Assessment and Determining the Programming Offenders Will Receive

All programming conforms to the basic classification rules established in the objective classification and other classification tools. These rules may impact some programs based on the type of offense, time sentenced to custody, holds or warrants, medical issues, a history of violence, safety and security considerations, gender separation, programs that are gender specific, suspected or known gang affiliation, behavioral/disciplinary problems and other issues that may prohibit some programs offered to the general population. The programs unit and education staff utilize the CASAS

(Comprehensive Adult Student Assessment System) performed by schools staff for every class. Providing the inmate can pass the test, they can participate in independent study courses. There are a variety of CASAS tests and a variety of levels within the CASAS system of tests that assist the assessments.

PS.3.08 – Approach to the Principles And Objectives Of Evidence-Based Programming Incorporated To Reduce Recidivism

The CCP Strategic Plan "emphasizes the importance of evidence-based approaches and practices to reduce recidivism." Included among the methodology for evidence-based approaches is incorporation of cognitive and behavioral treatment programs like those offered by the Office of Education and CBOs. Vocational training, education, and planning for re-entry are all among the evidence-based practices aimed at reintegration and reducing recidivism. The proposed new program space will afford the opportunity to provide such evidence-based programs to the high security inmate population, and to do so effectively and efficiently.

PS.3.09 – Staff Qualifications Necessary to Present the Planned Programming

Along with a professional staff of program specialists, the Sheriff's Office works closely with the Contra Costa Office of Education, which meets California educational requirements for educators and educational assistants. Those staff currently are reflected in the following: 1-Director; 1-Principal; 1-School Secretary; 1-Student Information System Specialist; 1-Data Technician; 5-Full Time Teachers; 5-Part Time Teachers; 2-Tutors; 1-Special Education Instructional Assistant, and; 1-Office Assistant assigned to provide transition information to students. Other partners, e.g. faith based providers, volunteers, etc. are investigated for proper credentialing and background in order to allow them to work in the confines of the jail facilities.

PS: 3.10 – The Target Population and Estimated Numbers of Individuals to Be Served

While the objective classification system in place is generally an effective tool used in inmate management, these systems always require a manual override in order to place inmates in to the most appropriate housing. Inmate classification is not static but rather is fluid, inasmuch individuals nearing the end of their sentences can safely be introduced into a lower security environment. The determination of the target population has taken this into account, and staff's experience in dealing with the human factor of inmate management. The planning process described in sections B:2.01 and PS:2.01

was used to arrive at the number of beds to be constructed at the new facility, which hinges on the amount of programs to be provided to achieve a target recidivism reduction. That yielded the number of 480 inmates to be housed at the new facility, when combined with the addition of the programs to better train the high security inmate. The target population, taking into account classification requirements, is the entire 480 inmates housed at the new facility. Programming will range from minimal programming required in Title 15, CCR for all of the inmates housed at the new facility, however the new facility will feature a full range of programming that will be available to most of those inmates housed there as a result of a better facility design aimed at addressing the current lack of space in the existing jail facilities.

Another important aspect of the addition of high security beds and program space involves the long-term sentences by AB 109 inmates. Under previous circumstances individuals would rotate in and out of the jail at a predictable rate and the number of bed days would be relatively low (generally no longer than one year or less). With inmates now serving many years in the county jail those beds will be occupied for long periods which will result in the accumulation of more long term (AB 109) inmates due to the fact that the normal cycling of inmates in and out of the system has changed dramatically.

The Sheriff's Office has arrived at these estimates based on programming activities that are currently in place, along with experience in the delivery of inmate programs, and consistent with the process described in Sections B:2.01 and PS:2.01 previously. The issues identified in the 2013 JNA Update established confidence in CCC's ability to provide good programming based upon the current populace of high security inmates.

If one were to try to estimate the number of different individuals that will be served by these programs annually, one could consider that there are just over 23,000 bookings a year, and on average just over 40% of these receive a classification that would place them in either the 53 beds at MDF, or at the 480 beds that will be added with state funding.

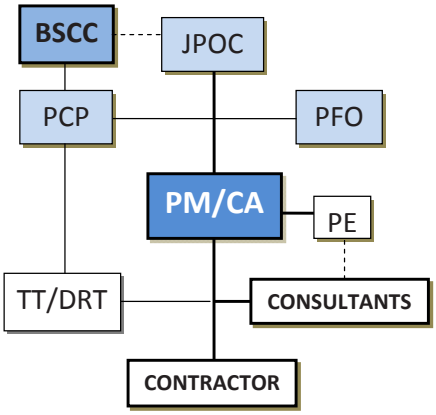
SUBSECTION 4. ADMINISTRATIVE WORK PLAN

4.01 – Plan for Project Management and Administration

A Project Management and Administration Plan has been designed to ensure: 1) delivery of a quality product meeting the needs of the County's detention requirements; 2) technical compliance with BSCC, CDCR and SPWB requirements

and applicable codes; 3) adherence with County policy and procedure; and 4) completion of the project on time and on budget. The County will employ its best internal design, construction, finance accounting and legal resources. The County will hire an expert in the development of SPWB-funded jail facilities to ensure assembly and organization of the best internal resources and the most appropriate contracted resources (hereinafter this expert is referred to as the Project Expert, or PE). Such contracted resources will include architects, engineers, contractors, inspectors and construction managers. The above project management diagram illustrates conceptually the Project Team organization (acronyms are defined below). A detailed organization chart depicting the planned project administration and key staff, as it applies to both design and construction, is provided as Appendix 4. The Project Manager (PM) will be overseen, and will be given authority and resources by, an established Jail Project Oversight Committee (JPOC) of County leaders. In addition to required State approvals, the CCC Board of Supervisors (BOS) approval will be required for some actions. The PM will be the designated Construction Administrator, (CA) for the Project. He will be assisted by the assembled team of county staff and consultants. A construction management firm (CM) will be hired to carry-out the daily construction activities in the field and ensure contractor quality control. The County will hire two full time inspectors with experience in jail construction to work in the field as code compliance inspectors during construction.

TEAM ORGANIZATION



The CCC Project Manager and Construction Administrator (PM) will be Rob Lim, P.E., Manager of CCC's Capital Projects Management Division of the Public Works Department. Mr. Lim has a Master of Science degree in Civil Engineering, and is a licensed Professional Engineer in the state of California. He has almost 30 years of experience. Mr. Lim will be responsible for organizing the County and consultant teams required to plan, design and construct the new jail. Mr. Lim will utilize the project expert (PE) to advise him on a day-to-day basis, and to assist him and the Sheriff's Office in selecting and organizing the County and consultant teams needed to ensure fulfillment

Jail Project Oversight Committee	
Member	**Title**
David Twa	CEO and Co-Chair
David Livingston	Sheriff and Co-Chair
Julia Bueren	Director, Public Works
Bill Walker	Director, Health Services
Ed Woo	Director, Information Technology
Betsy Burkhart	Director, Communications & Media
Cathy Kutsuris	Director, Conservation & Development
Sharon Anderson	County Counsel
Robert Campbell	Auditor-Controller
Russel Watts	Treasurer-Tax Collector

of the grant award conditions, and ensure the best project management for timely, cost effective planning, design and construction of a jail facility meeting the scope of this Proposal.

Mr. Lim will have authority and responsibility for the complete slate of project management activities from selecting, negotiating and contracting with design and construction management consultants; to claim settlement and project close-out. For each task Mr. Lim will have the PE available as a resource for advice and direction. The PE will be key in helping the PM select the most qualified AE, CM and commissioning agent (Cx) for the project. The PE will also assist the PM in developing the appropriate scope of work for each consultant to ensure the highest quality and most cost effective jail Project.

Mr. Lim will report to his supervisor, and to the Jail Project Oversight Committee (JPOC) defined in the adjacent table. Mr. Lim will be assisted by a Deputy Project Manager, Mr. Steve Jordan, AIA, who is a senior-level project manager currently working for Mr. Lim. Mr. Lim will also have a designated Project Coordinator to organize meetings and commitments, and help ensure the flow of documents.

The Project Financial Officer (PFO), Ms. Wanda Quever, is responsible for managing the development of the chart of accounts for the project, requesting budget revisions needed to ensure adequate cash flow, processing the invoices to and payments from the BSCC, and preparing financial reports for the PM and the JPOC. The PFO will assist the PM with accounting and cash flow reports, and reports to her supervisor and the JPOC.

The Sheriff's Office's project coordinator, Captain Thomas Chalk, will be the County Contact Person for the BSCC, the leader of the Transition Team (TT), and the person to provide and manage resources of the Sheriff's Office for the benefit of the Project. Captain Chalk and his Transition Team will work closely with the PM, and will be an integral part of the planning and design process, in addition to the well-prepared start-up of the new facility. A Planning and Programming Team will perform architectural and operational programming, and prepare staff and transition plans. This team coordinates with the TT, and reports to the PM. The Design Team includes the AE design firm, the Design Review Team (DRT), and intermittently, the Cx and CM firms. The Design Team performs all design work and reports to the PM/CA. The DRT performs review of all design submittals, and reports to the PM. Members of the team will typically

follow recommendations from Jail Planning and Expansion, (James Robertson, US DOJ, 2003) in the performance of its reviews. Design reviews will utilize the design checklists provided in the Jail Design Handbook, (Mark Goldman, US DOJ, 2003), and will check compliance with Title 15 and 24 requirements.

A description of some of the key components of the PM/CA program follow:

Planning: Planning activities will begin with the operational program of the facility. The PE with the help of the TT will perform the operational program using a step-wise, room-by-room analysis of the entire process of inmate incarceration, from booking to release. Other planning documents include the Owner's Project Requirements (OPR), the Project Manual, and policies and procedures including quality, safety, dispute resolution and close-out.

Designing: Workshops will be held at key milestones during each phase of design. The AE will submit documents to reviewers in advance, and describe its features and rationale at the Workshops. The Workshops will always be attended by the AE, PM, DRT, the TT leader and key elements of the TT and the CM. The PE will attend Workshops at Schematic and Design Development phases to ensure adherence to the Operational Program. The Cx will attend Workshops at Design Development and Construction Documents phases.

Building Information Modeling (BIM): The BIM process will begin at schematic design and continue through the completion of construction. It will be developed initially by the AE, then be handed to the CM to manage during construction. The CM will require the contractor to provide real-time, as-built updates to the model. BIM will assist in minimizing change orders (cost) and staying on schedule.

Scheduling: CPM and milestone schedules will be developed using Primavera software. Schedule performance will be monitored monthly; if significant variances are identified, the PM/CA, with the help of the CM, will work with the designer and contractor to identify the root cause and develop a recovery plan. If the contractor requests a time extension for any change order, the CM will provide an analysis to the PM/CA of any fragnets for validity of the request.

Document Control: At the beginning of the project, the PM/CA will establish and maintain a Document Management System (DMS), including an asset management database. A password-protected project web site will be established that

will allow CCC and State personnel, and selected stakeholders, to access review and approve project documents online from anywhere. This system will be a key component of the claims process system.

Quality Control/Assurance: The contract will require the contractor to provide and document continuous quality control (QC). The PM/CA will be responsible for making sure the contractor has met this requirement through an active quality assurance (QA) program. The CM will provide inspection of any needed corrections to assure their proper implementation.

Safety: A Safety Plan will be developed at the onset of the project. All project personnel will be trained on its requirements and the PM/CA will make sure safety is incorporated into all bid packages, regular site safety meetings are conducted, periodic site safety inspections are performed, and any incident is corrected immediately and reported.

Commissioning: A commissioning plan for the new jail facility will be prepared by a hired commissioning firm (Cx) early in the design process. The Commissioning Plan will plan logistics for accessibility, efficient operability, and low cost maintainability. Cx activities include start-up documentation, test procedure acceptance, and plan and document training. The Cx will evaluate the working effectiveness and operation of the systems' seasonal performance, control systems settings, response times and logic, and interactions with the life/safety systems.

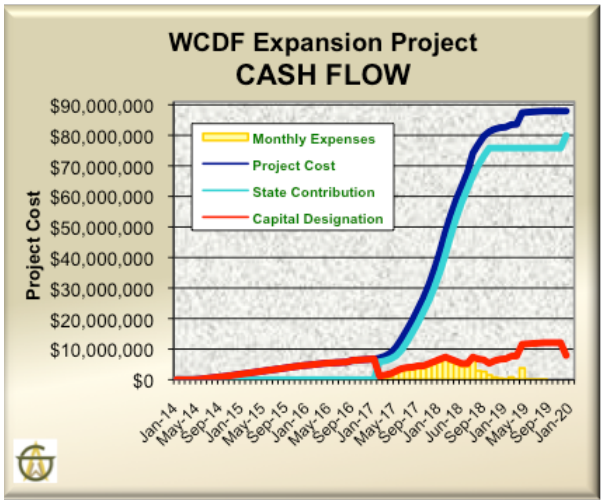
RFI Processing: The PM/CA's team will perform timely, complete, and accurate responses to Requests for Information (RFIs) to avoid delay claims and control costs. The CM will review a contractor's RFI to ascertain its validity before sending to the AE. If the response involves additional cost or time, the CM will review the solution with the AE to try to identify any lesser or non-impact alternatives. If there are none, the CM will work with the PM/CA and the entire project team to quickly arrive at the fairest price and/or time extension.

Submittal Processing: The PM/CA will require the contractor to identify all submittals on their baseline schedule. This schedule is provided to the AE with a composite submittal forecast that indicates the volume and timing of anticipated submittals. With this information, the PM/CA team will have sufficient reviewers available to handle peak workloads. Submittals will be tracked using the Document Management System (DMS).

Change Control: The PM/CA will accomplish this by: (1) including a thorough and detailed scope of work in the

contractor's contract; (2) conducting constructability and BIM reviews; (3) ensuring cost-conscious and comprehensive RFI responses; (4) ensuring complete submittal and shop drawing reviews; (5) instituting a pre-approved change control processing approach; (6) ensuring expeditious review and processing of all change order requests; and (7) only incorporating changes that are absolutely necessary. The hired CM firm will assist the PM/CA with these tasks.

Dispute Resolution: When problems arise, the PM/CA will work collaboratively to gather information, form alternatives, and guide decisions that result in solutions. The PM/CA's field team will attempt to resolve issues on site. If this is unsuccessful, the field team will elevate it to the PM/CA who will attempt to negotiate a resolution. Higher levels of authority and expertise will be brought in until a resolution is achieved. The PM/CA will provide notification of a potential claim, provide analysis of the disputed facts, and recommend a follow-up course of action.



Claims Mitigation: Claims prevention will involve clear communication, prompt resolution, prompt response to contractor's submittals, and the implementation of solid management practices. If the CM suspects a problem exists, the CM will gather all key team members to evaluate the risk, explore alternatives, prepare guidance for the contractor to clarify requirements, and if appropriate, initiate a change order to compensate the contractor for changed conditions. The CM will keep a "potential claim file" to capture all documents relevant to the issue.

Invoicing: The PM will require each contractor and consultant to invoice separately expenses eligible for State reimbursement, for expenses to be paid by County contributions, and for expenses that are not eligible for the SB 1022 program.

4.02 – Current State of County's Project Planning Process

The County's planning for the expansion of the West County Detention Facility began in the 1980's as part of the master plan for that campus. The planning for this need was begun two years ago, along with the new need for additional programs to serve longer-sentenced inmates borne out of the AB 109 realignment. The County has carefully and thoroughly studied its need and how best to address it with the help of expert criminal justice planners, and hired a

world-renowned architect-engineer firm specializing in correctional facilities to determine the space requirements for a corresponding new facility. A project site has been identified adjacent to existing facilities that was master-planned specifically for this expansion. Because of this early planning, the site has been preserved in a state of readiness for new construction and is void of any underground utilities, debris or un-engineered earth fill. Because of its close proximity to existing services and infrastructure, designed specifically for a project such as this one, much of the design and construction that would otherwise be needed for a new facility is already completed.

The preliminary operational and architectural programs have been completed, a detailed project budget has been developed by expert consultants, and the source of funding for the County's portion of the cost has been identified. County staff, with the help of consultants specializing in SPWB-funded projects, has developed the project time-line and carefully considered the cash flow requirements of the project, as demonstrated in the adjacent Cash Flow chart.

***4.03* - County's Readiness to Proceed.**

Internally, the County has assembled an expert team which stands ready to begin the next phase of the project. The County currently has a Project Expert retained who has assisted the County in identifying need for beds and programming space, and who will be available to assist the PM/CA in assembling the most appropriate team of consultants to complete the operational program and begin the design work. The major elements of the proposed Project are: (1) planning and financing; (2) land acquisition; (3) CEQA study and documentation; (4) infrastructure development; (5) design; (6) construction, and; (7) transition and occupancy. The County has completed most of the planning effort and has developed this proposal for the SB 1022 program based on those plans. The County has also identified existing funds for its share of the capital cost and, even more importantly, has already identified an ongoing revenue source to cover the added cost to operate the facility. Upon notice of intent by the State to award CCC the desired funding, CCC is ready to move immediately to implement the plan. The following summarizes the work remaining to turn this plan into an operating reality:

Land: The County already owns the site through fee simple title.

CEQA: An EIR will be performed on the Project without delay. The County's Conservation and Planning Department has

begun identifying the most qualified firm to prepare the CEQA documentation and will be ready let a contract for this work by the end of the calendar year. Given that the Project site has long been planned for this purpose, experts believe the CEQA work will be relatively simple, and will be completed and certified within 6 months of notice of intent to award.

Infrastructure: All needed utilities and support infrastructure already exist at the Project site.

Design: CCC selected an AE prior to this RFP to perform the initial architectural and operational programming and prepare a conceptual design. CCC will begin selecting the most qualified AE to perform the design immediately upon BSCC's Notice of Intent to Award (NIA) the requested funds, and the most qualified CM to assist that process.

Construction: CCC intends to award a construction contract in February of 2017. CCC hired an architect-engineer firm, and a Project Expert with long experience in SPWB-funded projects to help develop the proposed budget and time line, nd considers it reasonable for the project scope.

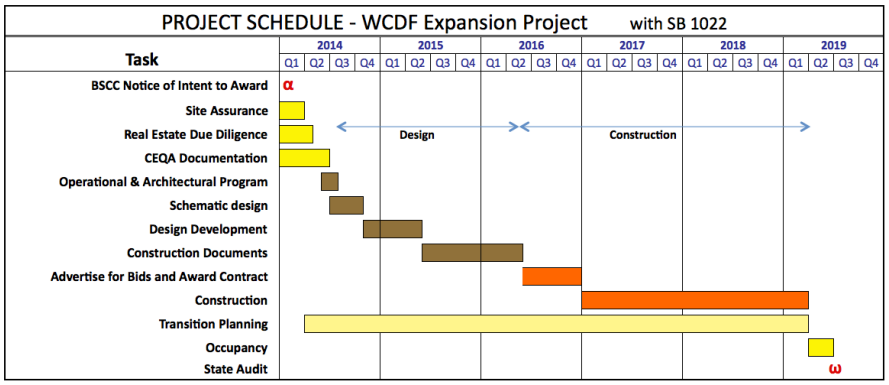
Occupancy: The CCC Sheriff has already formed a Transition Team which will plan operational testing of the new facility, plan for the transition into it, and develop operational procedures to be employed when the new Jail and inmate programs go into operation.

On October 15, 2013, the CCC Board of Supervisors voted to support the County's participation in the SB 1022 program to build this new facility. CCC has defined the funds not only to build but also to operate the new facility. With SB 1022 funding, CCC is ready to contribute the match and complete the project. Furthermore, CCC has the financial capacity and ability to staff the facility within 90 days of its completion.

4.04 – Construction Project Timeline

A detailed timeline has been developed. A Gantt chart showing the details is provided as Appendix 5, but is demonstrated more simply by the adjacent graphic. The timeline meets the 120-day deadline for completing the due diligence. The County has determined the Design-Bid-Build (DBB) construction delivery method is the most appropriate for this project. Upon execution of the State agreements, design work will begin, for which a 24-month period has been provided. A

bid opening date of November, 2016, is planned, and construction will begin in February of 2017. Twenty seven months, including 3 months for commissioning and close-out is provided for construction, yielding a completion date of March, 2019.



This date brings the construction to a close within the SPWB-imposed period of 3 years from notice to proceed with construction, and within the imposed 42 months of the Notice of Conditional Award (NCA) of the state funding.

SUBSECTION 5. BUDGET REVIEW AND REASONABLENESS

5.01 – Justification of Requested State Financing for Construction

The County of Contra Costa is in desperate need of high security jail bed space in order to resolve a current safety and liability problem, and to mitigate a correctional management philosophy that dominated thinking over 2-decades ago when the inmate profile in Contra Costa was by today's standards serving low security inmates. The existing facilities have only 53 high security beds contrasted against a current population of 642 maximum security inmates. This critical need is compounded by the fact that the design of the other housing modules was very poorly designed, with wooden doors and wooden furnishings inside the cells, with large concrete building columns placed in the middle of the dayroom areas, and with floor designs that have terrible sight lines that make effective supervision of inmates extremely difficult, and with flooring that inmates are able to peel up and hide potential weapons under. The Sheriff, County staff and expert consultants consider the current facility to be the antithesis of good safety and security management.

Because of the problems caused by the number of inmates requiring high security housing at the existing facilities of CCC, only those minimal programs required in Title 15, CCR are being delivered to those inmates. The current location and design of existing facilities render them economically and practically infeasible for remodeling. Furthermore, the dramatic change in the classification of inmates' housed in current facilities results in an absence of appropriate programming space, which is preventing the delivery of programming to the high security inmate population in general,

but specifically to the new inmate population made up of persons who only a few years ago would be housed in State prison. Currently the County has no programs space where services are provided at the location of the inmate, which is a requirement of the contingent of high security inmates in the Contra Costa jail.

The only viable means to solve the safety problem is to construct 480 high security beds coupled with 20,000 net square feet of properly designed program space where high security inmates may access a full range of programming services. This is especially important because of the need to provide AB 109 inmates with the opportunity to engage in meaningful programs that will help them in their reentry to society and lower the high rate of recidivism. It has been found that given the estimated savings from a reduced operating cost, the plan to construct the proposed Project is cost effective over the life-cycle cost of the facility. The proposed Project will greatly enhance the County's ability to provide the requisite level of security while providing valuable programming opportunities. And having no ability to finance a project of this magnitude on its own, the State's help in this vital project through the SB 1022 program is essential. Among other considerations, the SB 1022 legislation specifically envisions that funding consideration be given to counties that are seeking to "replace outdated or unsafe housing capacity." CCC's facilities for its high security population have been described by the JNA exactly in this manner.

5.02 - Anticipated Benefits and Impact of the Construction

The benefit of the construction of new beds and program space will remove the unsafe condition that currently exists. The entire CCC jail system has only 53 high security beds, only 2.5% of its total bed inventory, and they have no suitable programming space. The addition of well-designed inmate housing coupled with appropriate programming space will achieve the offender management goals of CCC as well as those goals articulated in the legislation enabling SB 1022 funds.

A very preliminary evaluation of the Project's impact on the local economy has been made. Direct impact to the local economy would come from the construction jobs and businesses generated in the building and furnishing of the jail. Total state and local sales and income tax revenue would increase proportionally. Indirect benefits include those involved in building new housing for the small amount of new staff (funded by local contractors), and increases in local store capacities as they provide materials and services. Finally, revenue from local and state sales, property and income tax will

increase. When all considered together, the total financial impact from the project is preliminarily estimated to be in the range of $150 million to $180 million.

5.03 – Steps Taken to Minimize Project Cost

In the first instance of minimizing costs to this Project, the County is utilizing existing facilities, services and infrastructure; thus eliminating costs typically associated with new construction of jail facilities. The result of this alone is estimated to save more than 20%. The unit cost of construction of the proposed Project, or cost per square foot of the building, is estimated to be $440 at today's pricing level. The cost of a comparable facility at today's pricing, without that cost saving feature, is estimated to be $470. Additionally, space for the infrastructure this Project won't have to build is typically about 20% of the total space of a comparable project. Second, a very careful study by consultants specializing in Jail Needs Assessments was used to determine the estimate of additional beds minimally required. From that estimate the number of beds has been reduced by adding to the amount of program space typically planned. Increasing the program space to provide appropriate training for the targeted classification of inmate will result in a reduction of recidivism and corresponding jail population in the long run. Third, the County's professional services agreement (PSA) that will be awarded to the AE will require the designer to seek the least life-cycle cost of the new facility. This means that not only will the least capital cost be sought, but also the least cost to operate the facility, considering staff, energy and maintenance costs over the life of the building. The new facility will be designed to achieve, at a minimum, a Leadership in Energy and Environmental Design (LEED™) rating of Silver, and have an energy consumption reduction of more than 15% compared to title 24 requirements.

5.04 – Other Sources of Funds Identified for Delivery of Programs

The following information supports efforts by the County to secure funding for programs that target the general offender population but also pre- and post-incarceration efforts to prevent recidivism by providing pathways to reenter the general population. The primary source of funding for inmate programs is derived from the Inmate Welfare Fund (IWF). The Contra Costa Office of Education has also been utilized to fund inmate education programs. CCC has been successful in acquiring significant funding from the Superior Court of California to support the program Stand! For Families Free of

Violence. In addition to the County's AB 109 allocations, the CCC has secured from the Department of Justice a Second Chance Grant for CCC community reentry efforts in FY 12/13, and again for FY 13/14. In-kind services provided by CBO's for substance abuse recovery, i.e. AA, NA, are provided to the inmates in the Contra Costa County jail. Current or planned program partnerships include Goodwill Industries, Shelter Inc., Bay Area Legal Aid and Anka Behavioral Health. Finally, CCC has expanded their efforts to impact offender reentry by way of a grant provided to the Contra Costa Probation Department relating to the Department of Justice Smart Probation grant distributed over three years to implement evidence-based practices that target high-risk probationers by identifying medium/high-risk offenders, improving pre-release contact, and increasing capacity for cognitive behavior treatment.

5.05 – Cost Effectiveness of the Project in Construction and Population Management

From a construction standpoint the project is highly cost effective because of its ability to leverage existing services and infrastructure, reducing the cost of a typical facility by at least 20%. Because there is no practical way of remodeling existing facilities or realigning the targeted class of inmates to other facilities, there is no comparison of construction cost effectiveness with other alternatives. Also, a comparison of the energy costs of housing the targeted class of inmates in their current facility with that of a new facility of modern construction is certain to demonstrate cost effectiveness. From a population management perspective, the project is highly cost effective for several reasons. First, it will replace the housing of violent offenders from medium secure facilities to high security facilities. This will reduce cost by reducing inmate-on-staff and inmate-on-inmate incidents. Not only are such incidents costly in medical and staff resources, but also in legal fees. Second, it will replace the housing of high security inmates in facilities that are outdated and inefficient to staff, with a modern facility whose design allows the same population to be managed with fewer staff. Finally, the proposed construction will provide program space particularly for the high security inmate, and inmates receiving longer sentences, which will reduce the County's recidivism rate and decrease the inmate population that would otherwise be experienced.

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

THE BOARD OF SUPERVISORS OF CONTRA COSTA COUNTY, CALIFORNIA

and for Special Districts, Agencies and Authorities Governed by the Board

Adopted this Resolution on 10/15/2013 by the following vote:

AYES:	5	**John Gioia** **Candace Andersen** **Mary N. Piepho** **Karen Mitchoff** **Federal D. Glover**
NOES:		
ABSENT:		
ABSTAIN:		
RECUSE:		

Resolution No. 2013/406

Senate Bill 1022 Resolution of the Board of Supervisors of the County of Contra Costa, supporting Sheriff David O. Livingston in the submittal of a grant proposal for state funding of the proposed West Contra Costa County Reentry and Detention Facility Expansion.

WHEREAS, the County's jail facilities lack adequate housing for high-security inmates, requiring the Sheriff to house them in a manner that is unsafe; and,

WHEREAS, the same County's jail facilities lack sufficient space to provide treatment programs for the same high-security class of inmates; and,

WHEREAS, the Board of Supervisors desires to assist the Sheriff in his efforts to secure State funding in an amount not to exceed $80 million for these needs, at a cost to the County of 10 cents on the dollar, through the SB 1022 program; and,

WHEREAS, the Board of Supervisors resolves to commit to the conditions of the State Request for Proposals dated July 23, 2013; and,

WHEREAS, the Board of Supervisors desires to maximize the County's chances of being awarded said grant funding, by specifically meeting the requirements of the Funding Preferences Criterion Nos. 1, 2 and 4, conferring upon the County preferential consideration of funding by the State by demonstrating the County's readiness to execute the grant funds upon conditional award, as provided by in the Board's order of this date.

NOW, THEREFORE, BE IT RESOLVED:

PREFERENCE CRITERION #1: Adequate County Contribution Funds

The County of Contra Costa (the "County") is seeking funding preference for its proposed project within the Adult Local Criminal Justice Facilities Construction Financing Program (the "SB 1022 Financing Program"). As such, the Board of Supervisors of Contra Costa County does hereby represent, warrant and covenant as follows:

1) *Lawfully Available Funds*. The County cash contribution funds, as described in the documentation accompanying the County's SB 1022 Financing Program Proposal Form, have been derived exclusively from lawfully available funds of the County.

2) *County Cash Contribution Funds Are Legal and Authorized*. The payment of the County cash contribution funds for the proposed adult local criminal justice facility project (the "Project"), (i) is within the power, legal right, and authority of the County; (ii) is legal and will not conflict with or constitute on the part of the County a material violation of, a material breach of, a material default under, or result in the creation or imposition of any lien, charge, restriction, or encumbrance upon any property of the County under the provisions of any charter instrument, bylaw, indenture, mortgage, deed of trust, pledge, note, lease, loan, installment sale agreement, contract, or other material agreement or instrument to which the County is a party or by which the County or its properties or funds are otherwise subject or bound, decree, or demand of any court or governmental agency or body having jurisdiction over the County or any of its activities, properties or funds; and (iii) have been duly authorized by all

necessary and appropriate action on the part of the governing body of the County.

3) *No Prior Pledge*. The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the county cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the 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.

PREFERENCE CRITERION #2: Real Estate Due Diligence
The County is seeking funding preference for submittal of the complete initial real estate due diligence package. The complete initial due diligence package will be submitted to the BSCC with the County's proposal responding to the state RFP. The package contains a Preliminary Title Report that shows the County has site ownership and title absent liens, encumbrances and property easements, recorded or unrecorded, with one exception. The Preliminary Title Report shows that the West County Detention Facility is one of several properties pledged as collateral pursuant to a Master Trust Agreement for other lease revenue bonds issued between 1999 and 2007. It is the intent of the Board of Supervisors to authorize an amendment to the Facility Lease, in accordance with bond counsel and other staff's submitted procedure, for the purpose of releasing from that bond financing that portion of vacant land upon which the proposed SB 1022 facility will be constructed, and for that amendment to be executed by this Board on December 3, 2013, and to subsequently be recorded by December 5, 2013.

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 Contra Costa 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. Each of the Chair of the Board of Supervisors and the County Administrator, or their designees (collectively, the "Authorized Officers"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, 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 any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes.

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

BE IT FURTHER RESOLVED the Project Officers shall be as follows:

- County Construction Administrator: Rob Lim, PE; Manager of Capital Projects Management Division, Public Works Department
- Project Financial Officer: Wanda Quever, Manager of Finance Division of Public Works Department
- Project Contact Person: Captain Thomas Chalk, West County Detention Division Commander, Sheriff's Office

BE IT FURTHER RESLOVED Sheriff David O. Livingston is appointed authorization to sign the SB 1022 Applicant's Agreement (page two of Proposal Form) and submit the proposal for funding.

BE IT FURTHER RESOLVED the County assures it will adhere to state requirements and terms of the agreements between the County, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any state financing allocation and county contribution funds.

BE IT FURTHER RESOLVED the County assures it will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion.

BE IT FURTHER RESOLVED the County certifies that it is not and will not be leasing housing capacity in this SB 1022 financed adult local criminal justice facility to any other public or private entity for a period of 10 years beyond the completion date of the adult local criminal justice facility.

BE IT FURTHER RESOLVED the County assures it has project site control through fee simple ownership of the site and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Board of State and Community Corrections.

BE IT FURTHER RESOLVED the County attests to $640,000 as the current fair market land value for the proposed new or expanded facility.

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: October 15, 2013

David J. Twa, County Administrator and Clerk of the Board of Supervisors

By: June McHuen, Deputy

Contact: Michael V. Casten, 925-335-1512

cc:

APPENDIX

Appendix 1: **Examples of Poorly Designed Facilities Housing High Security Inmates**

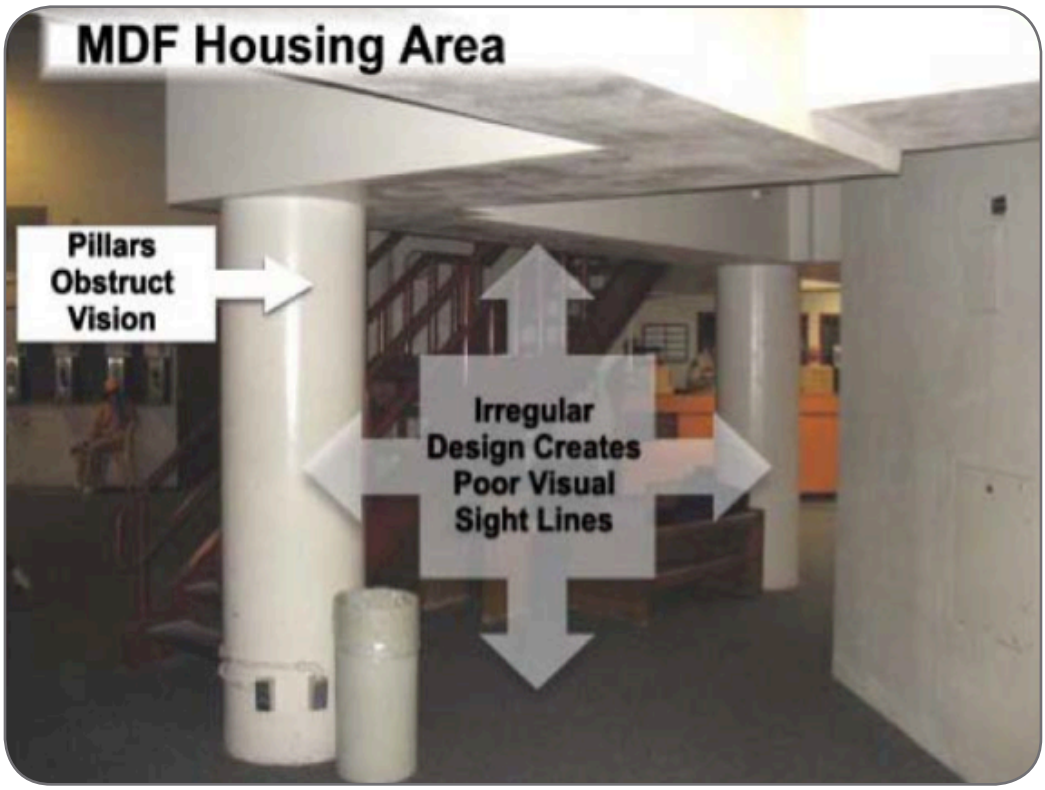
Appendix 2: **Log of Violent Incidents in Custody**

Appendix 3: **Expanded List of Pre-Trail and Sentenced Offender Programs**

Appendix 4: **Project Management Organization Diagram**

Appendix 5: **Timeline Details Gantt Chart**

Appendix 1: **Examples of Poor Design of Facilities Housing High Security Inmates**



This early, direct supervision design is very poor as examplified by the large concrete pillars located in the dayroom areas and very poor sight lines that make supervision of inmates very difficult.

Here again, concrete pillars significantly inhibit visual supervision of the inmates, and this difficulty is exacerbated by the irregular and angular design of the housing areas. Good visual supervision is even more important at WCDF, because the cells were designed and constructed to be markedly softer to accommodate privacy for inmates.

Appendix 2: Log of Violent Incidents in Custody

Gang Violence: In September 2009, the CAS Lieutenant requested all XIV inmates housed at the WCDF be placed in temporary Adseg status for the safety of those inmates, the safety of other inmates in the facility and the overall security of the West County Detention Facility. This request was made due to numerous recent incidents involving Norteno gang members, including:

- 7/12/09 IR A008215 Fighting XIV Gang Members attack a White inmate
- 7/15/09 IR A008284 Fighting XIV Gang Members attacked by White inmates
- 7/15/09 IR A008295 Fighting XIV Gang Members attacked by White inmates
- 7/15/09 IR A008353 Fighting XIV Gang Members attacked by White inmates
- 7/15/09 IR A008419 Fighting XIV Gang Members attack a White inmate
- 9/20/09 IR A009686 Fighting XIV Gang Members attack a XIII Gang Member
- 9/20/09 IR A009698 Fighting XIV Gang Members attack a Black inmate

Because of the scale of this directive, the CAS Lieutenant requested the following exceptions to the then-current CSB Policy:

- "Inmates placed in this status remain in designated housing units within the WCDF campus. We do not currently have enough space within our system to house these inmates in special needs housing units.
- Because of the number of inmates involved, and the problems associated with securing inmate populations at WCDF, the provision of free-time be reduced from 5 hours per week to 3 hours per week.
- Because of the inability to provide security, these Adseg inmates be prohibited in attending programs at WCDF during their placement in Adseg status. However, these inmates will still be allowed to access programs through the inmate mail system from within their cells.
- If the Facility Commander can identify a security plan for the conduct of religious services for Adseg inmates who request those services, that they be provided.

In conclusion, it was the opinion of the members of the Classification Unit, the WCDF Facility Commander and the CAS Lieutenant that members of the XIV Gang present a clear and present threat to the inmates, staff and operations of our detention facilities. The placement of this inmate population into Adseg status will allow us to interview and re-classify each member of the gang to determine their suitability to remain at the WCDF site." Command Staff approved this request at that time.

On 6/3/11, all Norteno inmates were placed in Administrative Separation for the safety and security of the facility and housed on A-Module at the MDF. This placement was made, in part, due to the following incidents:

7/20/10 IR 015534 WCDF. A Norteno gang member was slashed in the face by another active Norteno. After the slashing, three additional Nortenos continued to attack the victim. These three additional Nortenos acted as "hitters," enabling the Norteno who committed the slashing to leave the scene and dispose of the weapon.

8/2/10 IR 015772 MDF. A Norteno gang member was slashed in the face by another active Norteno. After the slashing, three additional Nortenos continued to attack the victim. These three additional Nortenos acted as "hitters," enabling the Norteno who committed the slashing to leave the scene and dispose of the weapon. The victim sustained a severe cut across the face that took several stitches to close the wound.

4/2/11 IR 021011 WCDF. A Norteno gang member was slashed in the face by two active Nortenos. The victim sustained a 3-inch laceration across his face and a swollen eye.

6/2/11 IR 021977 MDF. Six Norteno gang members entered a cell occupied by two white module workers. The Nortenos used 2-3 slashing weapons (razors) to attack the white inmates. One of the inmates was seriously injured when he was sliced from the back of the head through to his mouth. The injury required over 100 stitches to close the wound. This attack occurred while the inmates were sleeping in their beds. On 9/11/11, the Classification Unit reviewed the status of the Nortenos. It was determined that their in-custody behavior and recent incidents warranted the continued placement in Adsep status. This decision was made due to the following reasons: Norteno inmates were threatening the black inmates who were housed on A-Module as over-flow due to lack of housing elsewhere in the facility. A deputy received information about threats against staff from an in-custody Norteno housed at the hospital that stated "The Nortenos were going to

take care of business and attack deputies on A-Module who were being disrespectful or 'doing too much'." A Norteno broke away from a deputies' search hold prior to a contact visit, ran away from two deputies, ignoring commands to stop, and threw something underneath another inmates' door, which was subsequently flushed down the toilet. The discovery of two long strips of metal that were being hidden behind a piece of floorboard in a Norteno cell. Both pieces were in a condition to potentially be used as a weapon against staff or other inmates. Nortenos have been caught with razors and large pieces of metal on numerous occasions. The Nortenos are still currently on "Administrative Separation" status and housed generally on A-Module at the MDF.

Other Violence. In addition to the Norteno inmate population, we have also dealt with safety and security issues involving other groups of inmates:

10/8/12 IR 32663 WCDF. Riot situation on Building 5B—black vs. white inmates.

10/8/12 IR 32665 WCDF. Riot situation on Building 6A—black vs. white inmates as a direct result of above incident.

11/30/12 IR 33778 WCDF. Group of North Richmond inmates refused to lock-down—group demonstration.

5/19/13 IR 37706 WCDF. Sureno (XIII) and non-affiliated Hispanic inmates engaged in mutual combat with a group of black inmates. Approximately 20 total inmates were involved. One inmate was transported to the hospital.

12/10/12 IR 33996 WCDF. Large scale fight in classroom #7 in schools. North Richmond inmates vs. South and Central Richmond inmates.

9/16/13 IR 40440 WCDF. Building 6B-- Sureno (XIII) inmate becomes drunk on "pruno" and begins verbally challenging black inmates to fight. During the next free time, the Sureno inmate was assaulted on the yard by several black inmates. In retaliation, the Sureno's then ordered a "hit" on all black inmates. A sureno inmate housed on Building 6A then assaulted a random black inmate from North Richmond. Deputies responded and took control of the situation.

9/22/13 IR 40560 WCDF. Surenos were attacked by black North Richmond inmates. Several non-affiliated Hispanic inmates joined the Surenos in a fight against the black inmates. 20-30 total inmates involved. One inmate was transported to the hospital.

9/23/13 IR 40595 WCDF. Building 4A—two Sureno inmates engaged in mutual combat. During this incident, several other Sureno's attempted to barricade the courtyard door to prevent deputies from stopping the fight.

Appendix 4: Expanded List of Pre-Trail and Sentenced Offender Programs

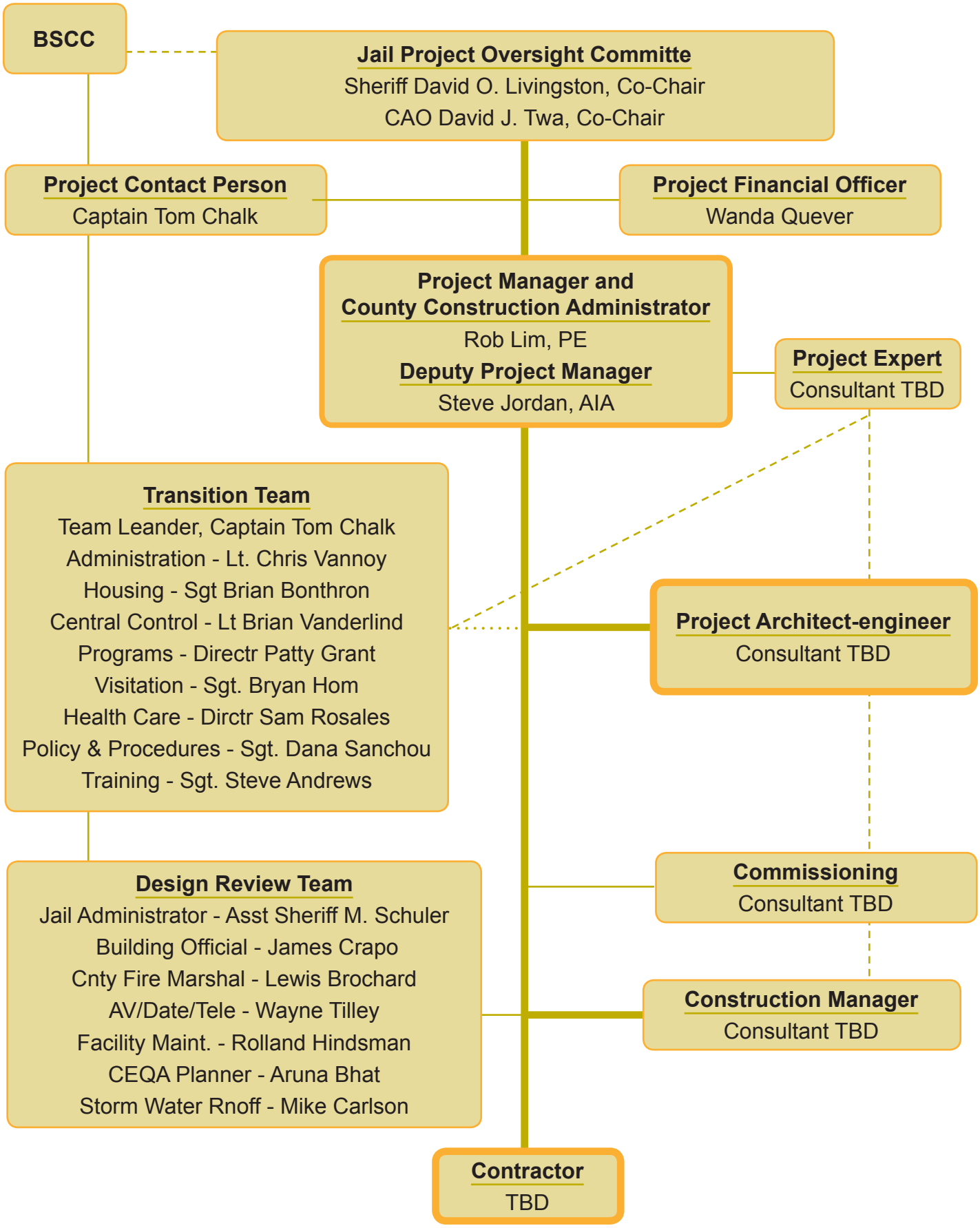
(Not Available to Target Population Without Proposed Project)

Pre-Trial Programs and Sentenced	ADP
WCDF, Male- Adult Basic Education (ABE) (Two classes)	12
WCDF, Male- General Educational Development (GED) (Two classes)	8
WCDF, Male- High School Diploma (HSD)	8
WCDF, Male- Computer Applications and Web Design (Two classes)	24
WCDF, Male- Drug Education Understanding Counseling Evaluating (DEUCE) (Three classes)	28
WCDF, Male- English as a Second Language (ESL)	27
WCDF, Male- Independent Study (GED)	12
WCDF, Male- Independent Study (HSD)	12
WCDF, Male- Parenting Inside Out (PIO)	8
WCDF, Male- Reentry (hasn't begun yet)	10-25
WCDF, Male- Religious Programs	31
WCDF, Male- Library Program	51
WCDF, Male- Narcotics Anonymous	10
WCDF, Male- Alcoholics Anonymous	10
WCDF, Male- Batterer's Workshop	9
WCDF, Male- CBO Reentry	10
WCDF, Female- Independent Study (GED)	4
WCDF, Female- Independent Study (HSD)	4
WCDF, Female- Computer Applications and Web Design	20
WCDF, Female- Drug Education Understanding Counseling Evaluating (DEUCE)	32
WCDF, Female- Parenting Inside Out (PIO)	8
WCDF, Female- Reentry (hasn't begun yet)	10-25
WCDF, Female- Religious Programs	21
WCDF, Female- Library Program	26
WCDF, Female- Vocational Engraving Sign Shop	5
WCDF, Female- Narcotics Anonymous	4
WCDF, Female- Alcoholics Anonymous	4
WCDF, Female- CBO Reentry	4
WCDF, Female- Pregnant Inmate Program	2
MDF, Male- Independent Study (GED)	12
MDF, Male- Independent Study (HSD)	12
MDF, Male- Religious Programs	34
MDF, Male- Library cart delivery only	33
MDF, Female- Independent Study (GED)	0-1
MDF, Female- Independent Study (HSD)	0-1
MDF, Female- Religious Programs	0-1
MDF, Female- Library Program cart delivery only	5
MCDF, Male- Adult Basic Education (ABE)	16

MCDF, Male- General Educational Development (GED)	7
MCDF, Male- High School Diploma (HSD)	7
MCDF, Male- Drug Education Understanding Counseling Evaluating (DEUCE)	22
MCDF, Male- Independent Study (GED)	2
MCDF, Male- Independent Study (HSD)	2
MCDF, Male- Religious Programs	6
MCDF, Male- Library Program	43
MCDF, Male- Vocational Landscape Program	5
MCDF, Male- Vocational Viticulture Program	2
MCDF, Male- Vocational Frame Shop Program	3
MCDF, Male- Vocational Wood Shop Program	20
MCDF, Male- CBO Reentry (hasn't begun yet)	

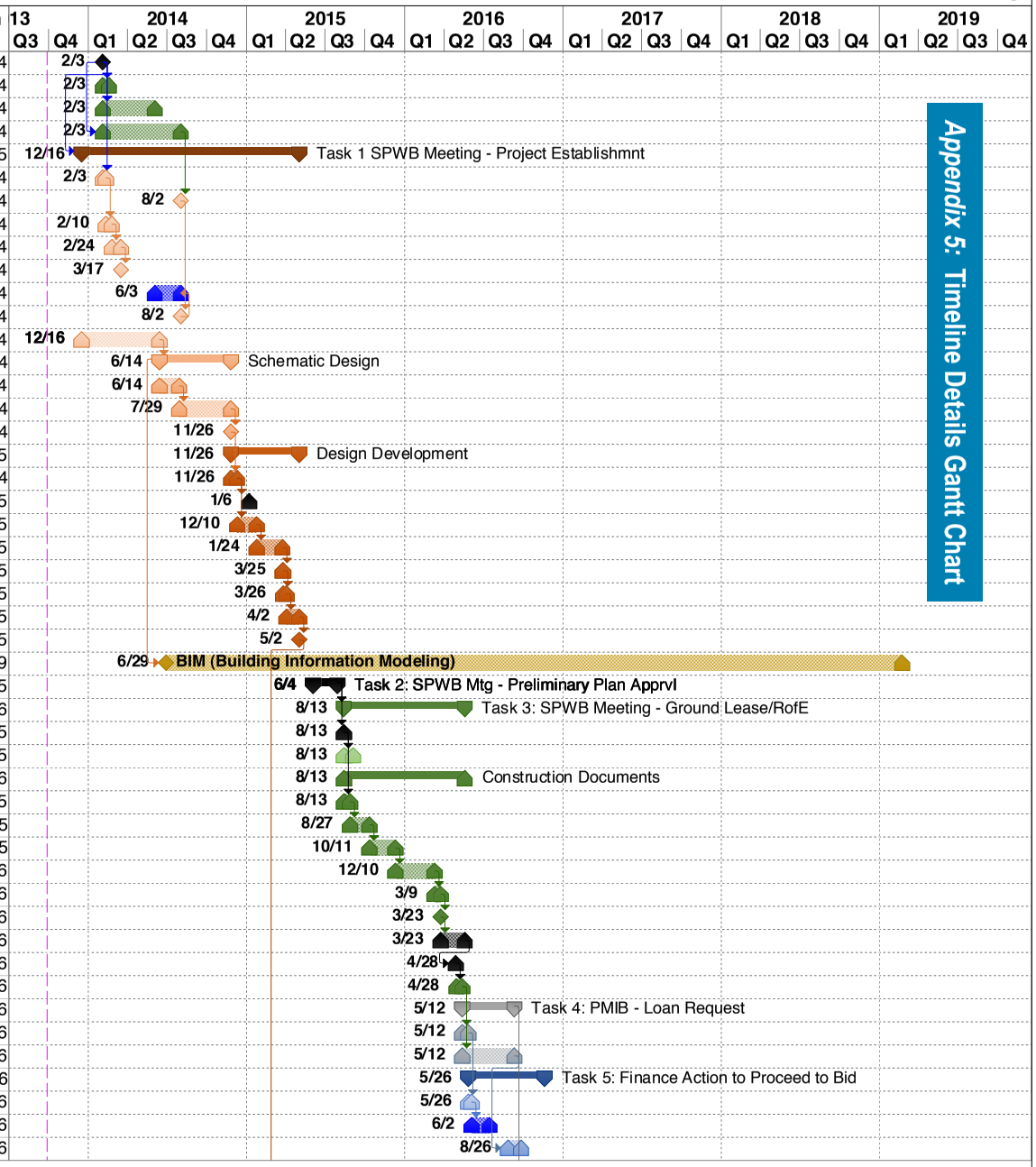
Sentenced Offender Program AB-109 Specific	**ADP**
WCDF; Male, Female- Brighter Beginnings (hasn't begun yet)	
WCDF; Male- Men & Women of Purpose	12-13
WCDF,MDF; Male, Female- Center for Human Development(hasn't begun yet)	
WCDF, MDF, MCDF; Male, Female- Goodwill Industries (hasn't begun yet)	
WCDF, MDF, MCDF; Male, Female- Shelter Inc. (hasn't begun yet)	
WCDF, MDF, MCDF; Male, Female- Anka Behavioral Health . (hasn't begun yet)	
WCDF,MDF; Male, Female-Rubicon Programs	2-3
WCDF, MDF, Male, Female- STAND	2-4
WCDF, MDF, MCDF; Male, Female- Behavioral Health Forensics	3
WCDF, MDF, MCDF; Male, Female - Alcohol & Other Drugs (AODS)	4
WCDF, MDF, MCDF; Male, Female- Benefits enrollment	1-2
WCDF, MDF, MCDF; Male, Female- Homeless Program . (hasn't begun yet)	
WCDF, MDF, MCDF; Male, Female- Probation Pre-Release	5-10
WCDF; Female- REACH (hasn't begun yet)	3-10/month
WCDF, MDF, MCDF; Male, Female- Bay Area Legal Aid	1-2/week

Appendix 4: **Project Management Organization Diagram**



West County Detension Facility Expansion — SB 1022 Proposal — Contra Costa County

ID	Task Name	Duration	Start	Finish
1	Notice of Intent to Award Funding	0 dys	2/3/14	2/3/14
2	Submit Site Assurance	14 edys	2/3/14	2/17/14
3	Real Estate Due Diligence	120 edys	2/3/14	6/3/14
4	CEQA Documentation	180 edys	2/3/14	8/2/14
5	**Task 1 SPWB Meeting - Project Establishmnt**	360 dys	12/16/13	5/2/15
6	Prepare Project Scope and Updated Schedule	7 edys	2/3/14	2/10/14
7	Submit CEQA Certification of Completion	0 dys	8/2/14	8/2/14
8	Prepare 3-Page Cost Estimate by Phase	14 edys	2/10/14	2/24/14
9	Establish Cash and In-Kind Match Sources	21 edys	2/24/14	3/17/14
10	BOS Signs Certification of Matching Funds	0 dys	3/17/14	3/17/14
11	Prepare PDCA & BSCC Agreements w/ State	60 edys	6/3/14	8/2/14
12	County signs PDCA and BSCC Agreements	0 dys	8/2/14	8/2/14
13	Select and Hire Consultants (AE, CM, PE)	180 edys	12/16/13	6/14/14
14	Schematic Design	117 dys	6/14/14	11/26/14
15	Prepare Operational & Architectural Program	45 edys	6/14/14	7/29/14
16	Schematic Design Drawings and Specs	120 edys	7/29/14	11/26/14
17	County Submits Schematic Design with OPS	0 dys	11/26/14	11/26/14
18	Design Development	113 dys	11/26/14	5/2/15
19	Incorporate BSCC/SFM Comments	14 edys	11/26/14	12/10/14
20	Receive BSCC/SFM Final Approval on SD	7 edys	1/6/15	1/13/15
21	30% Design Development	45 edys	12/10/14	1/24/15
22	60% Design Development	60 edys	1/24/15	3/25/15
23	Value Engineering Workshop	2 dys	3/25/15	3/26/15
24	Life Cycle Cost Analysis	7 edys	3/26/15	4/2/15
25	100% Design Development	30 edys	4/2/15	5/2/15
26	County Submits Design Development & Cost	0 dys	5/2/15	5/2/15
27	BIM (Building Information Modeling)	1700 edys	6/29/14	2/23/19
28	**Task 2: SPWB Mtg - Preliminary Plan Apprvl**	8 ewks	6/4/15	7/30/15
29	**Task 3: SPWB Meeting - Ground Lease/RofE**	200 dys	8/13/15	5/18/16
30	Meeting with BSCC, DOF, SPWB & DGS	1 dy	8/13/15	8/13/15
31	County Signs Ground Lease/Easement/RofE	21 edys	8/13/15	9/3/15
32	Construction Documents	199 dys	8/13/15	5/18/16
33	Incorporate BSCC/SFM Comments	14 edys	8/13/15	8/27/15
34	30% Construction Documents	45 edys	8/27/15	10/11/15
35	60% Construction Documents	60 edys	10/11/15	12/10/15
36	90% Construction Documents	90 edys	12/10/15	3/9/16
37	Final Constructibility/VE Review	14 edys	3/9/16	3/23/16
38	County Submits Construction Documents	0 dys	3/23/16	3/23/16
39	BSCC/SFM Plan Check & Approval of ConDocs	8 ewks	3/23/16	5/18/16
40	Meet with BSCC on Con Doc Submittal	1 dy	4/28/16	4/28/16
41	Incorporate Comments and Submit 100%	14 edys	4/28/16	5/12/16
42	**Task 4: PMIB - Loan Request**	86 dys	5/12/16	9/9/16
43	County Submits 12-mo Cash Flow Projection	14 edys	5/12/16	5/26/16
44	Develop Bid Package(s)	120 edys	5/12/16	9/9/16
45	**Task 5: Finance Action to Proceed to Bid**	126 dys	5/26/16	11/18/16
46	Working Drawings Cost Estimate Reconciliation	7 edys	5/26/16	6/2/16
47	DOF Review and Approval of Working Drawings	6 ewks	6/2/16	7/14/16
48	Prequalify Bidders	30 edys	8/26/16	9/25/16

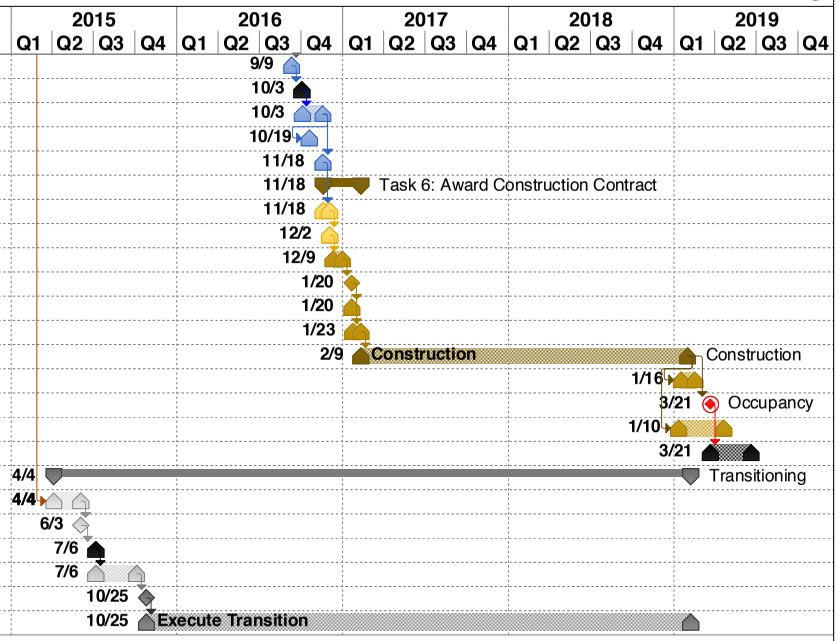


Appendix 5: Timeline Details Gantt Chart

Black Denotes State Activity

West County Detension Facility Expansion — SB 1022 Proposal — Contra Costa County

ID	Task Name	Duration	Start	Finish
49	Approval to Bid from County BOS	21 edys	9/9/16	9/30/16
50	Approval to Bid from State DoF	1 dy	10/3/16	10/3/16
51	Advertise for Bids	45 edys	10/3/16	11/17/16
52	Bidder's Conference	1 dy	10/19/16	10/19/16
53	Bid Opening	1 dy	11/18/16	11/18/16
54	**Task 6: Award Construction Contract**	59 dys	11/18/16	2/9/17
55	Submit Updated 3-Page Cost Estimate	14 edys	11/18/16	12/2/16
56	Submit Updated Estimated Cash Flow/Sched	7 edys	12/2/16	12/9/16
57	Prepare Contract	21 edys	12/9/16	12/30/16
58	BOS Approve Construction Contract Award	0 dys	1/20/17	1/20/17
59	Notice of Intent to Award to Contractor	7 edys	1/20/17	1/27/17
60	Award of Contract & Notice to Proceed	14 dys	1/23/17	2/9/17
61	Construction	720 edys	2/9/17	1/30/19
62	Commissioning	30 edys	1/16/19	2/15/19
63	Occupancy	0 dys	3/21/19	3/21/19
64	Close-Out	100 edys	1/10/19	4/20/19
65	Perform Project Audit	90 edys	3/21/19	6/19/19
66	Transitioning	1003 dys	4/4/15	2/6/19
67	Develop Prelim Staffing & Operating Plan/Costs	60 edys	4/4/15	6/3/15
68	Submit Prelim Staffing/Ops Plan & Costs	0 dys	6/3/15	6/3/15
69	Meet with BSCC on Operation Plan	1 dy	7/6/15	7/6/15
70	Develop Final Staffing, Ops & Transition Plans	90 edys	7/6/15	10/4/15
71	BOS Adoption of Staffing Plan & Ops Cost	0 dys	10/25/15	10/25/15
72	Execute Transition	1200 edys	10/25/15	2/6/19



Black Denotes State Activity