

Board of State and Community Corrections

Senate Bill (SB) 1022

Construction of Adult Local Criminal Justice Facilities

**Request for Proposal from the County of Orange and the
Orange County Sheriff-Coroner Department / September 10, 2013**








**BOARD OF STATE AND
COMMUNITY CORRECTIONS**



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The Sheriff of the Orange County Sheriff-Coroner Department and contact information:



Sandra Hutchens,
Sheriff
Orange County Sheriff-Coroner Department
(714) 647-1800

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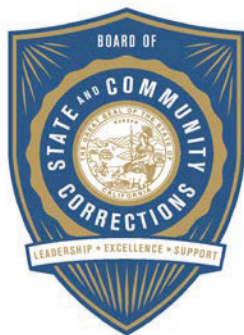
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BOARD OF STATE AND COMMUNITY CORRECTIONS

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 Orange		STATE DOLLARS REQUESTED \$ 80,000,000	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	
TYPE OF PROPOSAL – PROGRAM SPACE PROPOSAL <u>OR</u> BEDS AND PROGRAM SPACE PROPOSAL PLEASE CHECK ONE (ONLY):			
PROGRAM SPACE <input type="checkbox"/>		BEDS AND PROGRAM SPACE <input checked="" type="checkbox"/>	

B: BRIEF PROJECT DESCRIPTION

FACILITY NAME James A. Musick Facility		
PROJECT DESCRIPTION Programs space and beds construction project at the James A. Musick Facility		
STREET ADDRESS 13502 Musick Road		
CITY Irvine	STATE CA	ZIP CODE 92618

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

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

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		384		
TOTAL BEDS (A+B+C+D)	384			

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 Sandra Hutchens		TITLE Sheriff-Coroner	
AUTHORIZED PERSON'S SIGNATURE		DATE	
G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR			
This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
COUNTY CONSTRUCTION ADMINISTRATOR			
NAME Robert Beaver		TITLE Director	
DEPARTMENT Orange County Sheriff Coroner Department, Research & Development		TELEPHONE NUMBER 714-935-8431	
STREET ADDRESS 431 The City Drive South			
CITY Orange	STATE CA	ZIP CODE 92868	E-MAIL ADDRESS rbeaver@ocsd.org
H: DESIGNATED PROJECT FINANCIAL OFFICER			
This person is responsible for all financial and accounting project related activities. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
PROJECT FINANCIAL OFFICER			
NAME Jane Reyes		TITLE Executive Director	
DEPARTMENT Orange County Sheriff Coroner Department, Administrative Services Command		TELEPHONE NUMBER 714-647-1802	
STREET ADDRESS 550 N. Flower Street			
CITY Santa Ana	STATE CA	ZIP CODE 92703	E-MAIL ADDRESS jreyes@ocsd.org
I: DESIGNATED PROJECT CONTACT PERSON			
This person is responsible for project coordination and day-to-day liaison work with BSCC. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
PROJECT CONTACT PERSON			
NAME Tom Davis		TITLE Administrative Manager II	
DEPARTMENT Orange County Sheriff Coroner Department, Research & Development		TELEPHONE NUMBER 714-935-6968	
STREET ADDRESS 431 The City Drive South			
CITY Orange	STATE CA	ZIP CODE 92868	E-MAIL ADDRESS tcdavis@ocsd.org

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	\$ 72,250,000	\$ 0		\$ 72,250,000
2. Additional Eligible Costs*	\$ 1,400,000	\$ 0		\$ 1,400,000
3. Architectural	\$ 4,910,000	\$ 0		\$ 4,910,000
4. Project/Construction Management	\$ 1,440,000	\$ 0		\$ 1,440,000
5. CEQA		\$ 0		\$ 0
6. State Agency Fees		\$ 51,000		\$ 51,000
7. Audit		\$ 0	\$ 0	\$ 0
8. Needs Assessment		\$ 0	\$ 26,000	\$ 26,000
9. Transition Planning		\$ 0	\$ 0	\$ 0
10. County Administration			\$ 0	\$ 0
11. Land Value			\$ 8,900,000	\$ 8,900,000
TOTAL PROJECT COSTS	\$ 80,000,000	\$ 51,000	\$ 8,926,000	\$ 88,977,000
PERCENT OF TOTAL	89.92%	0.05%	10.03%	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):

Dollar amounts were calculated using current unit/market costs multiplied times gross square footages established during technical review of project content and scope by our contracted A-E firm and the County of Orange Executive Committee. Dollar amounts include site work, construction, utilities, fixed equipment and furnishings, special operational, medical, security, programming and treatment spaces and equipment necessary for safe and secure operations that meet Title 15 and 24 CCR requirements. State financing dollar amounts will be used to cover all costs to support construction of approximately 88,000 square feet of new beds and program space designed to program, treat, and house 384 inmates. Additionally, two ancillary support spaces are included. A maintenance building of

approximately 15,000 square feet and the first phase of warehouse construction of approximately 27,000 square feet are included in this construction. Each of these dollar amounts were calculated using current unit/market costs multiplied times gross square footages. Tunneling, to support future connections to a central plant is also included. This budget item is directly linked to the proposed Musick jail project and accounts for site, infrastructure, utilities, core building components, central support facilities, furniture, fixtures and equipment necessary to safely operate this jail facility. Additionally, escalation and contingency amounts are included following state escalation guidelines and proven contingency amounts based on the size and scope of this project.

2. **Additional Eligible Costs (specified allowable fees, moveable equipment and moveable furnishings, and public art):**

a) **Define each allowable fee type and the cost of each:** Permit fees were calculated using the County of Orange Planning Department's fee and valuation tables based on the construction value of the project (\$72,250,000). Permit fees totaling \$149,514 are required for County permit requirements for construction, grading, electrical, plumbing, mechanical, environmental, and safety requirements of the project including inspections. Plan check fees totaling \$97,184 are required for all County of Orange design and construction reviews to ensure that all building codes and regulations are met to the satisfaction of the County Building Department. A Waste & Recycling Fee totaling \$25 is a County requirement for all large projects in support of potential landfill use and impacts from the project. A Permit issuance fee totaling \$15 is a County requirement for administrative related functions.

b) **Moveable equipment and moveable furnishings total amount:** Moveable equipment and furnishings total \$1,153,262 for this 384 beds and programs space project. Moveable equipment and furnishings included in this proposal support the housing mods and program spaces, warehouse, and maintenance building. These include non-fixed equipment and furnishings that are required to operate, maintain, program, and meet Title 15 CCR requirements for detention.

c) **Public art total amount:** \$0

3. **Architectural:**

a) **Describe the county's current stage in the architectural process:** The County of Orange completed a Master Site & Facilities Plan in 2012. Architectural engineering for the 1st phase of construction at JAMF (AB 900 Phase II) is currently underway (Schematic design phase). Although the interior space within this new construction will differ to focus on programming and treatment spaces, the design footprint and structural features will remain the same. Site plans and programming, treatment, and housing floor plans have been established for this new construction. A contract for architectural design services will be awarded after the county receives conditional award and project establishment. The architectural design for the County's proposed SB 1022 project is expected to move quickly on the heels of Phase 1 design and construction funded by AB 900 Phase II.

b) **Given the approval requirements of the SPWB and associated state reimbursement parameters, define which portions/phases of the architectural services the county intends to seek state dollar reimbursement:** The County intends to seek a 100% state dollar reimbursement for all architectural services for a total of \$4,910,000. These services include schematic design, program design, construction drawings, construction bid and RFI support, construction support, and as-built drawings.

- c) **Define the budgeted amount for what is described in b) above:** \$4,910,000
- d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** No portion or phases of the architectural services will be completed using county cash or in-kind contributions.
- e) **Define the budgeted amount for what is described in d) above:** \$0

4. **Project/Construction Management:**

Project Management for County of Orange Sheriff-Coroner projects are performed entirely by the Sheriff's Research & Development Division. None of the Project Management administration costs are identified as a cash contribution for this project. Construction Management services totaling \$1,440,000 will be contracted to support this construction project. Dollar figures were determined using construction management fee percentages (2%) as a calculation based on identified construction costs of \$72,250,000. This is a widely used and accepted method for calculating construction management fees for construction management and commissioning services. State financing will be utilized for 100% of the construction management and commissioning services. This budget item is directly linked to the proposed Musick jail project and accounts for appropriate oversight, commissioning, scheduling and accountability on behalf of OCSD for all architectural services and construction activities required for successful jail, infrastructure, and site related project and operational requirements.

5. **CEQA:**

The County of Orange completed a Master Site & Facilities Plan and a Supplement to EIR #564 in December 2012. Therefore, the County has completed CEQA documentation necessary to support this new construction and no cash contribution is identified for this line item. Furthermore, the County entered into a cooperative agreement (MOU) with the City of Lake Forest which borders the east and north boundaries of the existing jail site. The City of Lake Forest supports the county's CEQA and jail project and this MOU was approved by their City Council and the County of Orange Board of Supervisors. The City of Irvine, which borders the south and west boundaries of the existing jail site, has filed litigation challenging the county's CEQA. A hearing is set for October 21, 2013.

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

- a) **Real estate due diligence fee:** \$16,000 has been identified as a cash contribution by the county to support State costs associated with Real estate due diligence reviews and approvals.
- b) **State Fire Marshal fee:** \$35,000 has been identified as a cash contribution to support State Fire Marshall costs associated with design and construction reviews, approvals, and inspections.

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 use independent county auditors. Therefore, no in-kind or cash contribution is identified for this line item by the county.

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

The 2013 Needs Assessment was completed by an outside consultant (A-E firm), and a cash contribution of \$26,000 is identified for this line item.

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

Transition planning will be performed by county staff. Therefore, no cash or in-kind contribution is identified for this line item.

10. **County Administration:**

Multiple levels of county administration will be used to manage and execute this project. The top level consists of an SB 1022 Executive Committee that was formed in October 2012 with representatives from County CEO, various Sheriff-Coroner Department divisions, Sheriff-Coroner Department Executive Command, and the County Health Care Agency (Medical/Dental/Behavioral Health). This committee is responsible for direction and oversight of the project. The mid-level administration consists of project management staff and managers from the Sheriff Research & Development Division. This consists of the Division Director, Administrative Manager II responsible for project management, senior project manager, and at least one Project Manager III. At the ground level, the Sheriff-Coroner Department developed and implemented a Large Project Program and Management Plan. This program and plan drives the need and establishment of START (Specific Technical Area Resource Team) that includes all disciplines (Sheriff security, maintenance, correctional programs, food services, County health care, etc.) that run and support a jail facility. The County of Orange is committed to providing the necessary administrative resources for the successful planning and execution of this project. No in-kind contribution is identified by the county for this line item.

11. **Land Value:**

Dollar amounts were established based on recently appraised property value for the James A. Musick Facility which is located on 94 acres of unincorporated land in the County of Orange. The dollar value used for site acquisition has been allocated to cover the majority of the county's In-Kind contribution in support of this proposed jail construction project. The In-Kind matching contribution of \$8,900,000 was identified from 6.9 acres of the \$122.2 million appraised value (appraisal completed September 2013) in order to meet the 10% in-kind contribution requirements of SB 1022 funding. The total 94 acres of land was appraised at a value of \$1.3 million per acre. Approximate acreage that specifically supports this phase of physical construction is 2.3 acres (beds and program space, warehouse, and maintenance). Additional acreage of 4.6 acres has been identified using land areas within the site that are not identified for future construction following the county's approved Site and Facilities Master Plan. Additionally, land areas identified as the county's in-kind match for AB 900 Phase II (11.4 acres) are not included in the areas specified for the SB 1022 project. This budget item is directly linked to Musick jail construction and provides for the sufficient In-Kind contribution while also demonstrating the County's ability to enable and commit to sufficient program space, treatment space, and beds at this county project site.

SECTION 3: PROJECT TIMETABLE

Prior to completing this timetable, the county must consult with all appropriate county staff (e.g., county counsel, general services, public works, county administrator) to ensure that dates are achievable. Please consult the State Capital Outlay/Board of State and Community Corrections Process Details and Timing Requirements section of the RFP for further information. Complete the table below indicating start and completion dates for each key event, including comments if desired. Note the required timeframes for specific milestone activities in this SB 1022 process. (The BSCC Board intends to make conditional awards at a January 2014 meeting.)

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	10/8/2013	10/24/2013	Submitted with County's RFP
Real estate due diligence package submitted <u>within 120 days of award</u>	10/8/2013	10/24/2013	Submitted with County's RFP
State Public Works Board meeting – Project Established <u>within 18 months of award</u>	6/7/2014	6/20/2014	Targeting 6/13/14 meeting date. 2014 SPWB Calendar not available. Project Establishment, 5 months from Conditional Award.
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	7/28/2014	1/9/2015	Design-bid-build. 12 months from conditional award.
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 30 months of award</u> (design-build projects)			N/A
Design Development (Preliminary drawings) with Staffing Plan	3/30/2015	8/21/2015	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	12/8/2015	12/22/2015	Targeting 12/15/15 Board Meeting. 2015 Board calendar not available.
Construction Documents (Working drawings)	1/4/2016	9/23/2016	
Construction Bids	2/3/2017	5/26/2017	Follows Task 5: Finance Action
Notice to Proceed <u>within 42 months of award</u>	7/12/2017	7/21/2017	Follows Task 6: Finance Action. 42 months from Conditional Award.
Construction (maximum 3 years to complete)	7/31/2017	10/4/2019	26 months

Staffing/Occupancy <u>within 90 days of completion</u>	10/7/2019	1/3/2020	Staffing/occupancy planned to commence upon completion of construction.
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SECTION 4: FACT SHEET

To synopsise and capture key information from Section 5: Narrative, applicants must complete this Fact Sheet. Minimal information is requested. Narrative information or explanations are not to be included on this Fact Sheet nor as part of the tables in this section. Explanations of what is provided in these tables may be included in the Narrative section of the Proposal Form. Proposal narratives may include reference back to one or more of these specific tables (e.g., refer to Table 4 in the Fact Sheet), rather than repeat information in the narrative that is already provided in the tables.

Tables 1 through 7 below constitute the Fact Sheet, which shall be provided with each proposal submittal, without regard as to whether the proposal includes bed construction. These tables of information shall be used by the raters in conjunction with the information provided in the proposal narrative (see Narrative section of the Proposal Form).

The information requested in this Fact Sheet pertains to those facilities (Type II, III and IV), approaches and programs under the jurisdiction of the sheriff or local department of corrections.

Tables 1 – 4, 6 and 7: For Average Daily Population (ADP), provide the average number per day for the first six months of 2013. For programs that started after January 1, 2013, provide the average number per day for the length of time the program was in effect (after the name of the program, provide the starting date). The same time period parameters pertain to Assessments per Month. “Lack of space” releases in Table 1 refers to the total of non-sentenced inmates released and sentenced inmates released early.

Table 3: The term “approaches” includes home detention, not incarcerating misdemeanants, etc., or other policies/procedures and approaches that do not include specific measures influencing recidivism reduction.

Tables 4, 5 and 7: The term “programming” refers to the utilization of formal programs that specifically incorporate measures to influence recidivism reduction.

Table 1: Provide the following information.		
1.	County general population	3,072,000
2.	Number of detention facilities	5
3.	BSCC-rated capacity of system	5,094
4.	ADP (Secure Detention) of system	6,805
5.	ADP (Alternatives to Detention) of system	608
6.	Percentage felony inmates of system	83.82%
7.	Percentage non-sentenced inmates of system	50.07%

8.	Arrests per month	n/a
9.	Bookings per month of system	5,317
10.	"Lack of space" releases per month	0

Table 2: Provide the name, BSCC-rated capacity (RC) and ADP of the adult detention facilities in your jurisdiction.			
Facility Name		RC	ADP
1.	Theo Lacy Facility	2,480	3,050
2.	James A. Musick Facility	713	1,248
3.	Intake Release Center	408	808
4.	Central Men's Jail	1,219	1,314
5.	Central Women's Jail	274	373
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.	Own Recognizance Program	81
2.	Cite & Release Program	436
3.	Prop. 36 (Drug Court)	91
4.	Homeless Outreach Court	0.13
5.	Combat Veterans Court	1.6
6.		
Sentenced Offender Approaches		ADP
1.	Community Work Program	470
2.	Electronic Monitoring Program	167
3.	Sentenced Electronic Confinement	263
4.		
5.		
6.		

Table 4: List the current offender programming in place and the ADP in each program.		
	Pre-Trial Program	ADP
1.	Great Escape (Pre-release planning)	24
2.	General Education (GED)	22
3.	Workforce Prep	24
4.	Computer Business Skills	24
5.		
6.		
	Sentenced Offender Program	ADP
1.	Great Escape (Pre-release planning)	24
2.	General Education (GED)	22
3.	Substance Abuse class	22
4.	In Custody Transition Program	11
5.	Workforce Prep	24
6.	Computer Business Skills	24

Table 5: List the offender programming gaps and deficiencies.	
	Gaps and Deficiencies
1.	Lack of classroom space
2.	Lack of space to conduct assessments
3.	Lack of space to conduct counseling sessions
4.	Lack of ability to move high security inmates who are also high risk to reoffend to programming areas
5.	Lack of centralized program capabilities
6.	Lack of therapeutic community modeling capabilities

Table 6: List the offender assessments used for the purpose of jail population management.		
	Assessment Tools	Assessments per Month
1.	Centralized treatment programs	15
2.	Enhanced discharge plans	15
3.	Sheriff Department resource center	12
4.	Probation day reporting center	70
5.	Probation Center for Opportunity, Reentry & Education (CORE)	24
6.	HCA treatment beds	97

Table 7: List the offender assessments used for determining programming.		
	Assessment Tools	Assessments per Month
1.	PROXY	177
2.	Wisconsin Risk and Needs Assessment	15
3.	Addiction Severity Index	12
4.	Client Assessment of Self at Intake and Treatment (CESI/T)	12
5.	Criminal thinking Scales (CTS)	12
6.		

SECTION 5: NARRATIVE

The proposed James A. Musick Facility (JAMF) jail construction project is an excellent opportunity for the County of Orange and the State of California to add Type II adult detention facility beds designed for programming and treatment capabilities. JAMF currently houses low level offenders, but is in the process of transformation to low and medium level offenders with the first phase of construction funded by Assembly Bill (AB) 900 Phase II (\$100 million). In December 2012, the County of Orange Board of Supervisors approved the Site and Facilities Master Plan (SFMP) and the Supplement to Environmental Impact Report (EIR #564) to meet CEQA requirements for jail expansion up to 7,584 rated beds at the JAMF. The ninety-four acre parcel of County land for this project is referenced in Certified EIR #564. The Phase 1 project was granted project establishment by the California State Public Works Board on March 8, 2013. The County of Orange awarded the architectural design of this project on April 16, 2013 and the schematic design phase is scheduled for completion in September 2013.

The proposed \$80 million Phase 2 project funded by Senate Bill (SB) 1022 at the JAMF will follow site and facilities planning identified in the SFMP resulting in housing mods that are uniquely configured to support enhanced and centralized programming and treatment to promote least restrictive options of confinement and an additional **384** adult detention beds. The County of Orange has identified and embraced future plans for the reduction of recidivism in the Orange County Adult Detention System. A key element of these plans revolve around the design and construction of programming, treatment, and bed space that will fundamentally change the County's approach to detention. For example, the first phase of construction at JAMF (AB 900 Phase II / Phase 1) is focused on 512 additional beds as a primary objective with accommodations for programming and treatment as secondary objectives. The proposed second phase of construction (SB 1022 / Phase 2), will focus on programming and treatment as the primary objective and additional beds as the secondary objective. As a result of these programming and treatment objectives,

efforts such as centralized treatment programs, enhanced discharge planning, and various post-custody programs will take shape for the benefit of the inmates and the community. Therapeutic activities and evidence-based programs will be enhanced through this linkage of in-custody and post-custody rehabilitation programs.

Inmate, staff, and public safety will also be greatly enhanced with the design and construction of this expanded jail facility. The current jail facility is designed for minimum security and is operated by well-trained Sheriff Deputies and Correctional Services Assistants. The new jail configuration will take advantage of new security technologies and best practices that allow for minimum and medium security housing and enhanced operational effectiveness. Direct supervision, limited inmate movement, centralized treatment, centralized programming, centralized services, and an enhanced secure perimeter all influence the safety and security of the facility.

The scope of this project includes architectural engineering (design), planning, infrastructure, construction, administrative activities, construction management, project management, transition planning, commissioning, and other eligible costs to support **384** new rated beds with an emphasis on programs and treatment to reduce recidivism. Furniture, fixtures, and equipment (FF&E) are also included in this scope of work in order to provide a fully operational jail facility.

The County of Orange can demonstrate its request for funding preferences identified in the SB 1022 Request for Proposals (RFP) . Preference criterion and the intent of the County of Orange are as follows:

- a. PREFERENCE CRITERION #1: Commitment of adequate county contribution funds:
 - a. Completed County of Orange Board of Supervisors Resolution and County of Orange contribution fund documents submitted with the County of Orange Request for Proposal (RFP).
- b. PREFERENCE CRITERION #2: Initial real estate due diligence package submittal.

- a. Completed Real Estate Due Diligence Package submitted with the County of Orange RFP.
- c. PREFERENCE CRITERION #3: Documentation evidencing CEQA compliance has been completed
 - a. The County of Orange has a certified EIR #564 and a Supplement to EIR #564 certified December 11, 2012.
 - i. The Supplement to EIR 564 is currently being challenged by the City of Irvine, but OCSD has petitioned the BSCC and State Department of Finance to reconsider the criteria for awarding CEQA preference based on the County's completion of CEQA documentation and the history of prior CEQA challenges at the James A. Musick Facility.
- d. PREFERENCE CRITERION #4: Review of and authorization to execute the financing program project documents.
 - a. Completed reviews by County Risk Management and County Counsel
 - b. Completed County of Orange Board of Supervisors Resolution authorizing execution of the financing program project documents.

PROJECT NEED

Beds Construction

(B: 1.01) A 2013 Needs Assessment was completed for the County of Orange on July 19, 2013. The Needs Assessment study includes a description of the elements of the County of Orange Adult Detention System, operational and design philosophies, inmate population statistics, classification system information, program needs, analysis of local trends and demographics, adequacy of staffing levels and visual supervision, record keeping, systems compliance, detention needs, and unresolved issues.

The findings of this Needs Assessment were based on projections using county population and inmate profile information including; inmate population, gender, security classification requirements, and the current use and capacity of the County of Orange Adult Detention System. Although the County of Orange Adult Detention System's population declined for a short period between 2008 and 2011, the system is once again facing a need for additional adult detention beds. In July 2010, the County entered into an agreement with U.S. Immigration and Customs Enforcement (ICE) to provide available detention bed space and services for ICE detainees. 314 beds at the JAMF are available under the five-year contract term, and the current detainee Average Daily Populations (ADP) at this facility is 300 beds. However, none of the beds in the new phases of construction (Phase 1 & 2) will be used to house detainees or support this ICE contract.

Factors influencing the need for additional rated beds include new commitments as a result of AB 109, classification complexities as a result of AB 109, increases in Average Lengths of Stay (ALoS) as a result AB 109, dated designs and ages of older County of Orange jails, and county population increases. Each of these factors contributes to the need for additional rated beds in the County of Orange Adult Detention System. The projected ADP's included in the Needs Assessment are expected to increase **34%** when comparing the **2013 ADP of *6,129** beds to the projected **2020 ADP of *8,244** beds (* Cited ADP numbers do not include the County's ICE detainee population). The County of Orange Adult Detention System currently has **5,094 rated beds**.

The proposed construction of 384 beds and program space funded by SB 1022 will have positive impacts on the County of Orange Adult Detention System. System issues that will be remedied by this construction include: (a) jail overcrowding; (b) improved security and safety for inmates, staff, and the public; (c) enhanced programming and treatment using therapeutic and evidence-based approaches; (d) enhanced in-custody programs; and (e) improved post-custody services.

(B: 1.02) The County of Orange Adult Detention System is managed and operated by the Orange County Sheriff-Coroner Department (OCSd) and is composed of five custodial facilities located at three distinct sites in the County of Orange. The Central Jail Complex (CJX), located in the City of Santa Ana, consists of the Intake/Release Center, the Central Men’s Jail and the Central Women’s Jail. The Theo Lacy Facility (TLF) is located in the City of Orange, and the James A. Musick Facility (JAMF) is located in central Orange County within a 94 acre unincorporated area abutting the Cities of Lake Forest and Irvine. The CJX has a combined rated capacity of 1,901 beds. TLF and JAMF have rated-bed capacities of 2,480 beds and 713 beds, respectively. The total combined rated-bed capacity in the system equals 5,094 beds. JAMF will increase to 1,225 rated beds in 2018 with the completion of the Phase 1 jail construction funded by AB 900 Phase II. The Phase I construction will add 512 rated beds to the County of Orange Adult Detention System. This Phase 1 project is in the early stages of design with construction scheduled for May 2016 and occupancy scheduled for November 2018.

With an ADP of 5,705 in 2012, the County of Orange Adult Detention System is operating at **112%** of its rated capacity when not including ICE contract beds. Projected ADP numbers for 2013 represent an ADP of 6,129 or **120%** of rated capacity when not including ICE contract beds (See actual June 2013 ADP numbers of 6,308 or 124% on the next page). Projected figures for 2014 represent an ADP of 6,582 or **129%** of rated capacity when not including ICE contract beds. In addition to rated beds, OCSd is struggling to accommodate the growing demand for “special-use”, or “non-rated” beds. Non-rated beds are listed in the table below:

Orange County Jail System Capacity

Facility	Rated Capacity	Specialty Use Beds (not rated)	Total Rated and Specialty Use Bed Capacity
Intake Release Center	408	498	906
Central Men’s Jail	1,219	211	1,430
Central Women’s Jail	274	74	348
Theo Lacy Jail	2,480	631	3,111
James Musick Facility	713	543	1,256
TOTAL	5,094	1,957	7,051

Orange County Jail System Capacity Compared to ADP: Jun 2013

Facility	Rated Capacity	June 2013 ADP	June 2013 ADP Less ICE Contract Beds
Intake Release Center	408	919	919
Central Men's Jail	1,219	1,320	1,320
Central Women's Jail	274	375	375
Theo Lacy Jail	2,480	3,072	2,745
James Musick Facility	713	1,249	949
TOTAL	5,094	6,935	6,308

(B: 1.03) The new construction is anticipated to remedy various system issues in the County of Orange Adult Detention System. The addition of new rated beds will help to address overcrowding and assist with the high demand for rated beds in the County's adult detention system. The addition of new rated beds using current design and operational methodologies will also help to improve staff and inmate safety and security compared to the majority of low level beds that are currently in place at the JAMF. The new construction will not only address current issues with decentralization of programs and treatments through the use of therapeutic community practices and least restrictive options for offenders with behavioral, mental, and addictive maladies, but will also bridge in-custody and post-custody programs for the benefit of the offender population recidivism reduction. Combined with increases in alternatives to incarceration for those inmates who qualify, the addition of new rated beds will help manage the unique inmate populations created by the AB 109 prison realignment. As of June 2013, the AB109 inmates accounted for 1,025 of the total OCSD inmate population.

(B: 1.04) Current trends for inmate population numbers in the County of Orange have increased significantly since the start of prison realignment in 2011. Following a three year decline, bookings have seen a notable increase reaching 66,400 in 2012, up 3,181 from 2011. The ALoS has also continued to increase for the pre-trial population, hovering over 200 days since 2009. The sentenced population, which had averaged 75 days ALoS for the past eleven years, jumped to 91 days in 2012; up 28%. These impacts are associated with the AB 109 population, most notably the State Prison Orange County (SPOC) subgroup which has a current ALoS of 171 days and is expected to continue to increase significantly in the future.

The combination of increased bookings and ALoS (as influenced by the newly sentenced AB 109 felons) has dramatically impacted the average daily population in the OCSD Adult Detention System.

Over the past decade, the number of felony arrests had a net increase of 2.6%, from 26,125 in 2000 to 26,816 in 2010. This number spiked to over 29,000 in 2003 and 2006, and over 30,000 in 2005. In order to address inmate population increases, OCSD restructured their Cite and Release Policy, further reducing the misdemeanor arrests accepted for booking into the County of Orange Adult Detention System. With fewer and fewer inmates being sent to state prison to complete their sentences, OCSD is required to house these offenders in the County of Orange Adult Detention System. This has greatly impacted the number of available beds for new bookings. On occasion, booking agencies have been required to delay transfers of new bookings into the County of Orange Adult Detention System in an attempt to manage available bed space. This has been most evident over weekends when there is a court holiday resulting in increasing bookings and decreasing releases. The number of inmates being released or sent to state prison to serve their sentence never exceeds the number of new bookings.

(B: 1.05/1.06/1.07) OCSD and the County of Orange have implemented several programs to minimize the need for beds and provide effective alternatives to incarceration. Examples include the Own Recognizance Program and CJ-1 Court with the assistance of the Orange County Superior Courts. Additional programs include a Community Work Program, Supervised Electronic Confinement Program, Drug Diversion Programs and the Cite and Release Program.

The Orange County Superior Courts adopted an aggressive release program for arrestee's termed "Own Recognizance Program" (OR). This release program has been increased by the Superior Courts by adding a Detention Release Officer (DRO) position at the Intake/Release Center 24 hours per day. The DRO is authorized to evaluate all felony arrests for suitability of an OR release by reviewing present charges, criminal history, and the elements of the current case. DRO's, acting on behalf of the Superior Court, can also reduce bail amounts, authorize OR releases, and in some cases, increase bail amounts. The increased

OR results in 82 releases each month. Over the past few years, this collaborative effort has helped OCSD deal with increased new bookings.

OCSD has also partnered with the Superior Court by having a courtroom constructed in the Central Men's Jail to expedite arraignments. The CJ-1 Court is a fully staffed courtroom that handles arraignments and probation violations. This program speeds the release of individuals that would have normally been released after their arraignment date in court. On average, the CJ-1 Court supports over 2,000 appearances per month. This program reduces the reliance on beds and also reduces inmate transportation to various courts in the County of Orange. Although the court is staffed Monday-Friday, it often runs past normal court hours to accommodate the daily court calendar.

Another very important jail population management alternative to incarceration is the Community Work Program (CWP). The CWP uses inmates of certain classifications and puts them in a supervised work program tasked with doing environmental or roadwork and other tasks as an alternative to incarceration. The CWP inmate's live at home and report daily to the Theo Lacy Facility or other work sites to complete work assignments. As compared to traditional work release programs where inmates report back to jail each night and work in the community during the day, the CWP inmates actually live and work in the community. As a result, these inmates have helped to reduce the daily jail population in the County of Orange Adult Detention System. As of June 2013, 470 inmates are participating in the Community Work Program.

In February 2013, OCSD implemented a Supervised Electronic Confinement Program (SEC) to release qualifying inmates on electronic monitoring. These inmates are interviewed based on their charges and past criminal history. They are offered this program as a way of serving their sentence at home. There is a set of very stringent rules that the inmates must agree to before being released into this program. Should an inmate violate any of the program rules, this constitutes a new criminal charge. As of June 2013, 263 inmates are participating in this alternative to incarceration program.

OCSD will also release, with a court order, any qualifying inmate with a substance abuse problem to a drug diversion program. These inmates are interviewed by the program managers and if deemed acceptable, a court order requesting the inmates release to their custody is obtained. Once the court order is received, the inmate is released to the diversion program manager. The number of inmate releases can exceed 90 inmates per month.

Lastly, the County of Orange participates in a Cite and Release Program that diverts offenders from jail housing. As required by statute or other local agency agreements, OCSD accepts certain non-violent misdemeanor arrests that cannot be issued a “Notice to Appear” at the time of arrest; such as driving under the influence. Individuals are booked as a “Cite and Release” booking. Usually, within 8-12 hours as long as the offender agrees to the terms of their release and are willing to sign the notice, they are released on a Notice to Appear with a new court date. Over 400 cite and releases are issued per month thus reducing the need for jail beds in the County of Orange Adult Detention System.

Participation in other programs used by the County of Orange is listed in the 2013 Needs Assessment. Many of these programs direct offenders to other programs and treatment thus eliminating the need to house these offenders. These alternatives to incarceration provide flexibility and help divert inmates away from beds that are in demand in the County of Orange Adult Detention System.

Program Space Construction

(PS: 1.01) The process for determining the need for program space relied upon on the combination of spaces needed to support current programming objectives and new programming and treatment objectives planned for this new construction. Each of the programming and treatment spaces have been specified in terms of square footage needs while also taking into consideration required dayroom (approx. 1,680 Sq. Ft.) and outdoor recreation space (approx. 850 Sq. Ft.). Additionally, supporting spaces such as office and counseling areas have been identified in the housing mods. Multiple rooms and offices will be used to

accommodate the intensive programming, medical, mental, and behavioral health treatment activities that are included in the In-Custody Treatment Program (ICTP), Lasting Change Program, and the In-Custody Substance Abuse Treatment and Post-Release Services Program. Of the overall first floor housing mod footprint of 4,866 Sq. Ft., approximately 3,000 Sq. Ft. will be designed and constructed for programming and treatment activities.

(PS: 1.02) OCSD's current approach to in-custody offender programming includes a variety of programs that range from general education (GED), computer business skills, financial literacy, substance abuse, parenting, English as a second language (ESL), self-esteem, anger management, domestic violence, food service, Great Escape and workforce preparation. OCSD also offers a variety of vocational programs such as cabinetry, welding and sewing to inmates at the James A. Musick facility. Volunteers provide a variety of religious services and AA/NA panels. Classroom types, sizes, and quantities vary by facility and can accommodate in excess of 300 inmates.

OCSD's current approach to non-custody offender programming includes post-release services dependent upon each individual's needs. Programs offered include residential treatment programs and sober living home or outpatient counseling. Community based providers also offer cognitive based classes such as Thinking for a Change. Those offenders on probation are encouraged to participate in the Probation Department's Day Reporting Centers. Finally, all offenders released have access to the OCSD Resource Center where they can receive informal counseling, referrals for treatment, housing, employment services, transportation, food and clothing.

(PS: 1.03) To the extent possible in a detention setting, least restrictive alternatives will be enabled by the planned construction. The offender population will be housed in a direct supervision environment with other inmates having the same levels of risk to reoffend and programmatic needs. Classrooms, individual

counseling areas, open dayrooms, and treatment spaces will create a better learning and treatment environment for offenders in this planned construction.

(PS: 1.04) Gaps in current programming for in-custody offenders involve a lack of sufficient space to meet all the programming needs for County of Orange offenders. Additionally, program spaces are decentralized and located throughout the County of Orange Adult Detention System. Many of the classrooms are being used as chapels, classrooms and counseling areas. There is a lack of space to conduct quality one-on-one assessments and discharge planning. Current classrooms are small in space and lack technological capabilities needed to introduce enhanced instruction. The planned construction will allow for a therapeutic environment and centralized programming in these housing areas; resulting in increased spaces for programming and treatment. The ICTP and Lasting Change programs will also provide staff with the ability to better track outcomes for offenders in custody. The new construction addresses all of the aforementioned deficiencies.

Gaps in current programming for post-custody offenders revolve around a lack of capabilities to track the progress of post-release offenders. As post-release offenders reach out to community providers, there are currently no means to record and track these activities. The design of the programs and beds space combined with the designed programs and treatments will provide staff with the ability to better track outcomes for post-custody offenders while also helping to measure the success of in-custody treatments and programs.

(PS: 1.05) The approach taken to determine the kind of programming that will take place in the new program space stems from OCSD's current Transition from Jails to Community Initiative. This approach relies upon evidence based programming that focuses on cognitive based curriculums and allows for an individual's criminogenic needs to be addressed. Various studies from the National Institute of Corrections and the Urban Institute on cognitive based programs have produced positive results in lowering recidivism rates. Programming that relies on these types of cognitive based curriculums are being embraced by OCSD

to support offender programmatic needs. The new program and treatment space in this proposed construction will help facilitate these program efforts.

(PS: 1.06) During the fiscal year of July 1, 2011 through June 30, 2012, OCSD had over 66,500 instances of inmate attendance and participation in our in-custody programs. These programs include academic, vocational, socio-dynamic, life-skills, and cognitive behavioral groups. In addition, community volunteers provided over 18,000 hours of service to County of Orange inmates including religious services, Narcotics Anonymous and Alcoholics Anonymous meetings. This demand for inmate programs and the need for program space to accommodate participants support the county's need for additional program space. With additional programming space embedded in this planned construction, it is estimated that classroom attendance and overall participation in offender programming will increase by approximately 50%. The ICTP and Lasting Change programs are intended to have positive outcomes based on increased attendance, centralized programming, treatment and counseling, and the space required to accomplish these tasks in an in-custody setting.

(PS: 1.07) The County of Orange and supporting agencies have developed and support a number of alternative-to-incarceration programs that are diverting hundreds of inmates from our local jail system each year. Additionally, the County has implemented various programs designed to reduce recidivism among local offenders. Information on specific programs within Orange County that have contributed to reductions in overcrowding, serve as alternatives to incarceration, improve population management, and reduce recidivism in the County jails are (a) "Own recognizance" (OR) release program; (b) Home-based sentencing "Community Work Program." (CWP); (c) Supervised Electronic Confinement; (d) Cite and Release Programs; (e) CJI court, and (f) various court programs, including Prop 36 and Drug Court. Combined, these alternatives to incarceration reduce the County of Orange's reliance on beds in excess of 1,300 beds.

(PS: 1.08) Providing quality in-custody programming allows inmates to begin their rehabilitation process in a controlled environment. By creating and implementing cognitive based programming and using evidence based curriculum, OCSD plans to reduce recidivism rates and lower the number of inmates in custody. The National Institute of Corrections notes that reducing recidivism rates in a jail by 5% can have a huge impact on the jail population as a whole. In-custody combined with post-custody programming and services will enable the County of Orange to provide a comprehensive level of services to offenders in order to benefit from recidivism reductions.

a. SCOPE OF WORK

All Projects

(A: 2.01) The full scope of work that is subject to the County of Orange proposal at the James A. Musick Facility project involves the design and construction of a Type II jail facility and supporting buildings required to support jail operations. An addition of 384 beds and programming facility that abuts the Phase 1 JAMF jail construction (AB 900 Phase II) complements site plans created during the County's JAMF Site and Facilities Master Plan (SFMP) and coincides with the County's certified Environmental Impact Report (EIR #564) as supplemented. The two new programming, treatment, and housing mods (88,000 Sq. Ft.) include a significant amount of space on each of the first floors to promote a therapeutic community approach to programming and treatment. Support buildings, including a warehouse and maintenance building, are new stand-alone buildings also identified in the SFMP to support the maintenance needs of the facility and the first phase of a central warehouse building needed to support food and supplies storage for the jail facility. Both of these ancillary spaces included in this financed project are reasonable and necessary for facility operations. The scope of work also includes the continuation of a tunnel below the housing modules and support buildings (warehouse and maintenance) to support future connection to a central plant, commissary, warehouse, and food services. Paving will be included to support raw materials delivery access to the warehouse, and site specific distribution to the jail receiving area. Paving and a

parking area will be included to support the maintenance building. (See Appendices: Jail Construction Site Plan). Site work including utilities, grading, and infrastructure needs will also be completed during this phase of construction. Fixed equipment items, moveable equipment items, furniture, security equipment, fees, utilities, architectural and engineering design, and construction management services are also included. The jail design will include ancillary space such as operational, medical, kitchen, staff, and storage spaces to enable the facility to comply with operational, fire, life safety, and physical plant standards as contained in Titles 15 and 24, California Code of Regulations (CCR), State Standards for County jail facilities. The scope of work does not include demolition of any current jail housing at the James A. Musick Facility.

The scope of work for the beds and program space that is the subject of this proposal will be based on construction of a Type II jail facility, made up of two levels; the majority of the first level for programming and treatment and the second level for housing; 48 minimum/medium security beds. The first floor programs and treatment space will be configured to meet the needs and demands of in-custody programming and treatment while also helping to facilitate post-custody transition planning. This will include flexible spaces that can be configured for different activities that may evolve over time based on best practices and demonstrated successes in the areas of treatments and programming. (See Appendices: SB 1022 Beds & Program Space Floor Plan)

Bed Construction

(B: 2.01) The planning process that resulted in this project scope of work was based on three different factors. The first was a review of the completed JAMF Site and Facilities Master Plan to identify a scope of work that would complement this plan and the construction currently funded by AB 900 Phase II (512 beds). The second was an alignment with the legislative intent of SB 1022 and its focus on treatment and programs. The third was an evaluation and analysis of the type of treatment and programs that would be

performed and how the floor plans within the housing units would need to be designed and constructed to meet the demands and needs of these treatment and program efforts.

(B: 2.02) The project needs discussed in Section 1 of this proposal demonstrates the imbalance between the County of Orange Adults Detention Systems' rated capacities of **5,094** compared to the projected 2020 average daily populations of **8,244**. The planned construction will add 384 new rated beds that will help to lower this imbalance and help the OCSD better manage jail housing needs. Additionally, the planned construction will aid in the reduction of recidivism in the County of Orange by maximizing treatment and programs that assist offender transitions back to their communities.

(B: 2.03) The anticipated beneficial outcomes of the planned construction include: (a) additional rated beds for the County of Orange Adult Detention System; (b) expanded treatment provided in a therapeutic environment; (c) expanded programming using a centralized approach; (d) continuation of the direct supervision approach to jail operations and offender management; (e) expanded post-custody programs and services; (f) improved safety and security for inmates and staff; (g) data collection for statistical analysis and measured outcomes; and (h) reduced recidivism.

(B: 2.04) Staffing to operate the proposed phase 2 construction will include security, inmate records, maintenance, medical, dental, mental health, behavioral, programming, kitchen, and warehouse staff. Administrative and supervisory staffing is minimized with staffing established for phase 1 jail construction of 512 beds. Direct staffing for the proposed construction is as follows: (a) OCSD Security/Custody staff – custody and security operations, inmate records; (b) OCSD programming staff – screening, programming, education, assessments, case management, discharge planning; (c) County medical staff – treatment programs, medications, inmate care; (d) behavioral health – treatment programs, inmate care; (e) food and kitchen staff – food preparations and feeding; (f) maintenance staff – maintenance and care of the physical plant; and (g) community partners – therapy, treatment, and curriculum.

It is anticipated that start-up would occur in phases over the first few months so that each operational area can be fully tested and operated to ensure safety and security requirements. Additionally, start-up phases over the first few months will be required in order to populate the housing areas to successfully integrate programming and treatment efforts. Staffing plans for this planned construction will be commensurate with the start-up phases using appropriate numbers of positions and classifications from the positions and classifications stated above. Recruitments for staffing will be planned to coincide with the start-up schedule, taking into account training, commissioning, and orientation periods.

The County has identified preliminary staffing numbers to support the new jail construction of 384 rated programming and treatment beds. Estimated county staffing figures are listed in the table below and the following page:

Position Titles	Total Positions	Notes
Sheriff Deputy I	32	Jail Security/Operations
Correctional Services Assistant	16	
Correctional Services Technicians	12	
Administrative Manager I	1	Inmate Records
Sheriff's Records Supervisor	2	
Sr. Sheriff's Records Tech	1	
Sheriff's Records Tech	4	
OCSA Sub Total	68	
Sr. Head Cook	1	Food Services
Sr. Institutional Cook	2	
Correctional Programs Tech	4	Correctional Programs
Correctional Services Tech	2	Commissary Operations
Warehouse Worker II	2	
Correctional Programs Tech	1	Inmate Welfare Fund
OCSA Sub Total	12	
Plumber	1	Maintenance
Air Conditioning Mechanic	1	
Facilities Mechanic	1	
OCSA Sub Total	3	
OC Sheriff-Coroner Dept. Total	83	

MH Service Chief	1	Mental health
Psychiatrist	1	
NP (Mental Health)	1	
MFT/LCSW	5	
Mental Health Specialist	1	
CC RNII	4	Medical/Mental Health
CC LVN	2	
Dentist	1	Dental
Dental Assistant	1	
Medical Assistant	1	Medical/Mental Health
Office Specialist	1	Support Staff
Program Evaluation Specialist	1	Behavioral Health
Health Care Agency Total	20	

Program Space Construction

(PS: 2.01) The planning process used to develop the design for the construction of program space was a collaborative effort by OCSD and the County Health Care Agency (HCA). As discussed in the previous section for bed construction, the intent of SB 1022 and its focus on treatment and programs served as the basis for identifying how best to incorporate this space into our proposed jail design. Additionally, OCSD and HCA are working on new programs such as the In-Custody Transition and Lasting Change programs. These programs target high-risk-to-reoffend AB 109 male and female inmates that will be housed in the same location to foster an ideal classroom and treatment model. Based on the components of these programs, space and physical plant features were defined.

(PS: 2.02) The relationship between stated needs and the proposed program and treatment space construction rests on the County's need to reduce recidivism. In light of AB 109 realignment, the County detention population has increased by over 1,000 AB 109 inmates over the first 18 months of realignment. Furthermore, the need to rehabilitate offenders is critical to improving lives, families, opportunities for employment, reducing future impacts on detention, and helping offenders to successfully transition back into their communities. The program and treatment space to be constructed as part of the proposed

construction will address these needs. A significant portion of each first level in each of the housing units will be committed to treatment and program space designed for efficacy and efficiency. This will include classroom space, counseling space, treatment space, office space, and general multipurpose spaces intended to support programs hosted by OCSD, Health Care Agency, Probation, Social Services Agency, and other Community Partners.

(PS: 2.03) The features of this program space construction will be suitable for the programming and treatment functions intended for each housing mod. Floor spaces and specific features have been identified to meet the needs of the county's selected program and treatment options. Planned by OCSD for August 2014, existing detention space is being converted to move the Orange County Jail Detention System in the direction of an ICTP and will serve as a beta for a new programming and treatment model in the County of Orange.

In support of the phase 2 proposed construction, classroom, interview, office, and counseling spaces have been specified based on functional needs of each treatment, education, and program description. Additionally, furniture, fixtures, and equipment (FFE) along with communication and data requirements have also been identified. (See Appendices: White Paper – County of Orange Treatment & Programs)

(PS: 2.04) The County's plan to operate programs in this construction is being accomplished by the approach to construct new housing mods that have a primary function of treatment and programs and a secondary function of housing. Plans to operate the programs and treatment space are based on planning and program coordination by OCSD Correctional Programs staff, County of Orange Health Care Agency, County of Orange Probation, Rancho Santiago College, and volunteers from various county support groups to facilitate programming activities that are consistent with the ICTP and the Lasting Change Program. Groups will focus on cognitive behavioral treatment curriculum. Centralized treatment programming also known as therapeutic communities will be initiated for those offenders identified as high-risk-to-reoffend.

A large majority of these offenders have substance use and/or mental health disorders. Cognitive behavioral therapy has been found to be very effective with these populations. The construction will result in housing that can target these inmate populations while providing classrooms and office space for programming and individual counseling sessions and planning.

(PS: 2.05) The anticipated beneficial outcomes of the new program space construction include: (a) centralized programming; (b) sufficient and dedicated spaces for ample programming; (c) the implementation of the In-Custody Transition and Lasting Change Programs; (d) construction designed to promote and support programming and treatments; (e) improved offender participation; (f) construction that promotes a therapeutic custody environment where offenders house and program together; (g) construction that promotes in-custody to post-custody transition planning.

b. OFFENDER MANAGEMENT AND PROGRAMMING

Bed Construction

(B: 3.01) Typical jail construction is designed to maximize inmate beds; however the County of Orange is proposing construction of a facility that prioritizes programmatic and treatment opportunities over bed space. Inmates suffering from substance addiction, anger management issues, joblessness, homelessness, dysfunctional relationships and poverty will be targeted. Specifically, the County is proposing a facility that provides in-custody treatment in a therapeutic community setting while coordinating efforts with post-release community partners in order to meet offender management goals to reduce the number of individuals returning to custody and ultimately reducing recidivism and the costs associated with offender's use of the criminal justice system in County of Orange.

(B: 3.02) The Orange County Community Corrections Partnership plan specifically states that Orange County will *"utilize alternatives to incarceration through existing and new re-entry programs managed by the OCSD's Inmate Services Division, in concert with the Orange County Probation Department."* In

principle the plan seeks to develop re-entry programs that seamlessly transition inmates from therapeutic programs in the jails (supervised by the Sheriff's department) to programs and services in the community (supervised by the Probation department).

Under the proposed bed construction plan, it is the intent of the Orange County Sheriff's Department to imbed in the jails our community partners from Social Services Agency, Health Care Agency, education, counseling, and others groups, working directly with the inmates while in custody and carrying on that care after incarceration. This proposed hybrid housing unit/re-entry facility would ultimately serve the greater intent of the CCP which is to reduce recidivism and the burden placed upon the local criminal justice system.

(B: 3.03) Offender assessments and other interventions to address jail population management and offender populations will be addressed by the County of Orange. The OCSD Correctional Programs staff currently uses a PROXY to identify each inmate's level of risk to reoffend as soon as they enter the County of Orange Adult Detention System. Offenders that are identified as high-risk-to-reoffend are given an assessment to determine their needs while in custody. The assessment tool currently used by OCSD is the Wisconsin Risk and Needs Assessment tool. Programming and treatment protocols are developed for each offender so as to positively influence behaviors or combat dysfunctions such as addiction or behavioral issues. The centralized programming and treatments that are influenced through the ICTP and Lasting Change programs are intended to address jail population management and offender populations in the County of Orange Adult Detention System. Another beneficial aspect of these programs involve transition and post-custody activities that result in individual discharge plans outlining what each offender should be doing to continue on their road to recovery and avoid future incarceration.

Additionally, assessment and treatment planning will also be performed for in-custody substance abuse treatment and post-release services. The County of Orange, Health Care Agency, Alcohol and Drug Abuse

Services (ADAS) staff and/or contract providers will conduct thorough assessments using best practice tools such as the Addiction Severity Index, Client Assessment of Self at Intake and Treatment (CESI/T) and Criminal thinking Scales (CTS). Individualized treatment plans for inmates will be developed based on these assessments. Services will focus on planning and monitoring each participant's progress towards achieving their treatment goals by ensuring services coordination, advocacy, linkages and referrals to recovery oriented support services

(B: 3.04) The County's planned construction will result in an additional 384 rated beds. When combining AB 900 Phase II construction (512 beds), the total rated bed quantity in the County's Adult Detention System will be 5,990. Projected average daily populations in the County of Orange Adult Detention System exceed this number in the current year 2013 (6,129). The ADP projections shown in the table below show the current and future needs of the county, less ICE detainees.

County of Orange ADP Projections through 2030: Less ICE Detainee Population

	2013	2014	2015	2016	2017	2018	2020	2025	2030
Forecast ADP (Total)	6,129	6,582	7,072	7,400	7,708	7,997	8,244	8,734	9,168
Orange County ADP	4,832	4,905	5,015	5,115	5,195	5,256	5,335	5,405	5,419
AB 109 ADP	1,297	1,677	2,057	2,285	2,513	2,741	2,909	3,329	3,749

Source: AECOM, February, 2013

Program Space Construction

(PS: 3.01) The new program space construction will address the county's offender management goals by complementing the county's existing Transition from Jails to Community (TJC) initiative. The new construction incorporates a housing design that accommodates housing for like offenders and a controlled setting for a therapeutic communities approach to offender management. The program and treatment spaces planned in this construction allows for appropriate classroom space, counseling areas, treatment areas, and multipurpose rooms which can accommodate religious services and larger presentations. Offenders will be

housed together and receive intensive programming and treatment services in their respective housing areas.

(PS: 3.02) The program construction aligns with the CCP plan because it incorporates programming space to conduct cognitive based activities and incorporates smaller areas for community providers to offer additional programming in a secure environment. It also targets and houses the high-risk-to-reoffend population together; a recommendation in the CCP plan.

(PS: 3.03) OCSD will be offering a variety of programs and treatments that range from; (a) GED; (b) computer business skills; (c) financial literacy; (d) substance abuse; (e) parenting; (f) English as a second language; (g) self-esteem; (h) anger management; (i) domestic violence; (j) food services; (k) Great Escape; (l) workforce preparation; (m) cognitive based programming such as Thinking for a Change; (n) other life skills programs; and (o) a therapeutic community model for treatment components. One-on-one counseling sessions along with volunteer programs and religious services will also be offered in this programming space. Volunteer programs will include various partners including Probation, Social Services, Health Care and other various non-profit groups. Individual discharge plans will be provided for all high-risk-to-reoffend inmates who participate in programming and are requesting this service prior to release.

The Therapeutic Community treatment approach or modality includes progressive responsibilities given to offenders as they progress in their treatment. Treatment includes counseling (group and individual) that helps clients gain insights into their addiction and what they can do to strengthen recovery and reduce recidivism. This approach will be enhanced using the county's proposed beds and program space construction.

The Lasting Change program aims to reduce recidivism by providing a variety of effective and appropriate rehabilitative services and full wrap-around services that also benefits family members, loved ones, and

victims who have been negatively impacted by their choices and behaviors. This program will be leveraged using the county's proposed beds and program space construction.

(PS: 3.04) The program space in this new construction will foster a quality reentry model and seamless reentry processes. Key components to quality reentry services and a seamless reentry process include the use of evidence based assessment and screening tools, extensive case management services, cognitive behavioral programming, and collaboration with community providers. The designated classroom space in this construction will allow for cognitive based programming to be conducted on a consistent basis, as well as presentations to be conducted by community providers to discuss options for treatment and services upon release. In addition, the individual meeting rooms will allow for extensive case management services, including individualized assessment completion and discharge planning. Various community partners will also utilize the space to meet with groups and individuals in need of services immediately upon release. Reentry is also improved by ensuring that inmates understand and are aligned with post-custody service providers prior to release; resulting is a seamless transition to post-release services and needs.

(PS: 3.05) Collaborative partnerships have been established with other County of Orange departments such as the Probation Department, Health Care Agency, Offices of the Public Defender, and the Social Services Agency for the purpose of providing services to currently and formerly incarcerated offenders from the County of Orange Adult Detention System. Additionally, numerous faith-based and community-based organizations will provide services within the housing program space. Collaborative partnerships with these same departments and groups will be used to provide continuity throughout the reentry and community supervision process.

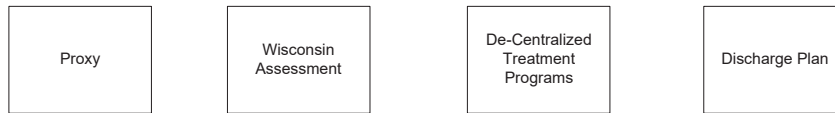
(PS: 3.06) The sources of financial support that will be accessed to aid in the delivery of programs are expected to be consistent with funding currently used to support programming in the County of Orange Adult Detention System. The County of Orange and departments including OCSD, Social Services Agency, Health Care Agency, Probation Department, along with Rancho Santiago Community College,

provide financial support to aid in programs for the benefit of local offenders. Future funding sources made available through grants and other solicitations for evidence based programs, mental health, and treatment will be sought after in order to augment these current funding sources.

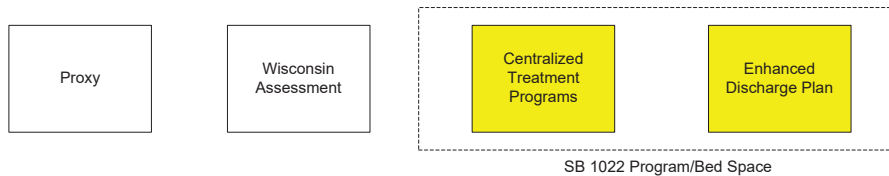
(PS: 3.07) Offender assessments and processes for determining the programs to be delivered to in-custody and post-custody offenders are included in the County's future programs approach. This approach includes centralized treatment programs and enhanced discharge planning for in-custody inmates. Post-custody offenders will have enhanced services in order to promote their transition to the community and lessen recidivism rates. OCSD Correctional Programs staff will use a PROXY to identify each inmate's level of risk to reoffend as soon as they enter the County of Orange Adult Detention System. Those inmates identified as a high-risk-to-reoffend will be given an assessment to determine their programming and treatment needs while in custody. The assessment tool currently being used by the County is the Wisconsin Risk and Needs Assessment. Prior to release, all inmates that participated in the enhanced programming and assessment will receive an individual discharge plan outlining what they should be doing post-release in order to continue on their road to recovery. The chart below shows a comparison of these processes.

In-Custody

Current

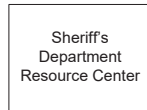


SB 1022



Post-Custody

Current



SB 1022



Proxy – The PROXY is a validated screening tool used to determine each inmate’s level of risk to reoffend. This process is completed during the intake booking process and three questions are asked to determine a score: (1) current age; (2) age of first arrest; and (3) number of prior arrests. According to how individuals respond, an automated score is calculated and sent to the OCSD Program’s staff. Scores can range from zero through six. OCSD Program’s staff focuses most programming resources on inmates who score a five or six on the PROXY.

Wisconsin Risk and Needs Assessment – The Wisconsin Risk and Needs Assessment (assessment) is a validated assessment tool used to identify an inmate’s needs while in custody. Inmates who score a five or six on the PROXY are given the opportunity to complete an assessment with a Correctional Programs “Life Coach”. Questions asked in the

assessment include; (a) education level; (b) substance abuse history; (c) employment history; and (d) questions pertaining to stable housing. Results of the assessment are used to determine the types and range of programs the inmate should participate in while in custody.

De-Centralized Treatment Programs (Current in-custody methodology) – Inmates are encouraged to participate in a variety of programming opportunities provided by OCSD. Classrooms are made up of high-risk and low-risk-to-reoffend inmates. Studies have shown that this comingling of inmates is not effective and can actually harm low risk to reoffend inmates. Inmates attend classes from a variety of housing locations which does not promote a therapeutic community.

Discharge plan (Current in-custody methodology) - Individual discharge plans are created for all inmates who scored a five or six on the PROXY, received an assessment, and participated in programs while in custody. The discharge plans provide the inmate with specific resources pertaining to his or her needs. Resources include residential treatment and sober living referrals, shelter referrals, employment information, outpatient counseling referrals, and information pertaining to Probation and Social Services expectations and services.

Centralized Treatment Programs (SB 1022) – Centralized treatment programs house inmates according to their level of risk to reoffend. In these settings, inmates are housed, treated and programmed in the same location. Services offered include education, a substance abuse therapeutic community, and mental health treatment. As a result, inmates have the opportunity to participate in their recovery in a therapeutic environment. Studies have shown that a centralized treatment program increases an inmate's level for change and reduces post-release recidivism rates.

Enhanced Discharge plan (SB 1022) – The enhanced discharge plan will mimic the description and process of a basic discharge plan. However, it will be enhanced by providing direct linkage and secured placement into community based programs and/or services, including residential treatment, sober living, housing shelters, employment service providers, outpatient counseling, social services, educational services, and mental health services.

Sheriff's Department Resource Center – The Orange County Sheriff's Resource center provides outreach resources for formerly incarcerated individuals. Services include referrals to private, non-profit, and community based providers, counseling, employment information, clothing, and bus passes.

Probation Day Reporting Center – BI Incorporated and the Orange County Probation Department operate the Orange County Day Reporting Center (DRC) for offenders under post-release community supervision or mandatory supervision as a result of AB 109. Offenders sent to the DRC participate in a program that includes regular reporting to the center, intensive treatment and training, employment training, and ongoing drug and alcohol education and testing. Offenders also participate in cognitive behavioral classes proven to change criminal behavior.

Probation CORE – The CORE Program provides daily supervision and support for adult probationers who are at risk of reoffending. This program operates as part of a continuum of reentry services that the Orange County Probation Department has put into place in an effort to address recidivism. The primary goals of the program are twofold; (a) to provide an educational opportunity to adults who have yet to earn their High School Diploma or GED Certificate; and (b) providing targeted programming opportunities that include the nationally recognized best practice cognitive behavioral therapy Thinking for a Change (T4C) to adults who have struggled to put their lives back together after incarceration.

Health Care Agency (HCA) Treatment Beds – In collaboration with HCA and Probation, HCA provides post-custody treatment beds for individuals who are identified under AB109 criteria requiring post-release supervision (high-risk-to-reoffend individuals that have substance abuse issues that will need to be addressed post-release.) Individuals that qualify go directly from jail to this treatment program after completing their in-custody sentence. This program is intended to promote post-custody programming and treatment similar to what they received while in custody thus providing a smooth post-release transition.

Community Post-Release Services – Post-release services that include residential treatment, sober living, housing shelters, employment services, outpatient counseling, social services, educational services, mental health services, and faith based mentoring services.

Research Tracking and Statistical Reporting – The OCSD Correctional Programs team will begin collecting data on all participants while they are in-custody. This information will be shared with a team of researchers from the University California Irvine (UCI) who will analyze the data to produce in-custody and post-release reports of programming and treatments. Additional data will be collected from community partners such as Probation, HCA and various residential treatment providers. This information will be shared with the UCI team to develop a baseline for recidivism over a three year period. This data and information will help to produce accurate recidivism rates in the County of Orange pertaining to programming and post-release services, and will set the stage for continuous improvement of evidence based practices.

(PS: 3.08) The County of Orange has selected an approach to the principles and objectives of evidence-based programming that will be incorporated to reduce recidivism and include program evaluation. The selected approach incorporates the Transition from Jails to Community initiative using proven evidence-

based programming such as Thinking for a Change and Moral Recognition Therapy. These types of programs are cognitive based and focus on changing an individual's criminal thinking patterns.

(PS: 3.09) The County of Orange, County departments, local educational institutions, and local non-profit groups have the staff qualifications necessary to present and deliver on the planned programming identified by the County of Orange. All staff has or will have received training on Thinking for a Change, Motivational Interviewing, Domestic Violence, and how to properly administer the Wisconsin Risk and Needs Assessment. OCSD will use existing Correctional Programs Technicians to facilitate these new programs. Correctional Programs Technicians receive training on a continuous basis in order to meet the goals of different program opportunities. Educational and non-profit advisors are adequately trained to perform the services that they provide.

(PS: 3.10) The target populations that will be served in this new program space are those inmates that are identified in the assessment process as high-risk-to-reoffend offenders who have been sentenced and have at least 30 days left on their detention sentence with programs that can extend over six months. The estimated number of individuals to be served daily and annually will vary depending on which programs are taking place on each scheduled day and an inmate's total length of detention sentencing. OCSD's Correctional Programs unit anticipates completing programs for at least 30 inmates per day in each housing unit, multiplied times eight housing units, the potential of this new construction will be to program up to 240 inmates per day. Annually, this translates to 7,800 inmates per year based on scheduled programming each week Monday through Friday within this proposed beds and program space construction.

c. ADMINISTRATIVE WORK PLAN

(4.01) The County of Orange and the Orange County Sheriff-Coroner Department have a clear and comprehensive plan for designing, constructing and managing the planned jail construction at the James A. Musick Facility. The plan and execution of project management rests with the Sheriff-Coroner

Department's Research & Development Division responsible for the department's physical plant. The Facilities Planning Section of the Research & Development Division is responsible for the completion of studies, designs, project management and construction of new buildings and facilities that benefit the Sheriff-Coroner Department. The section is made of different classifications of project managers and section managers responsible for project administration, project management, and project execution. This planned construction project will be assigned to a Senior Project Manager, with support from a Project Manager III. The Senior Project Manager will have primary responsibility and authority for the project and will manage all aspects of design, construction, budget management, solicitations, scheduling, and coordination with the state. The Project Manager III will assist the Senior Project Manager in all of these areas, but will also serve as the primary liaison with internal department and county customers. Contracted services, also managed by the Facilities Planning project management team, include design, construction management, commissioning, and project budget management. Project administration will be managed by the Sheriff-Coroner Department's Research & Development Division Director, the Sheriff-Coroner Department's Research & Development Division's Facilities Planning section managers, and the Sheriff-Coroner Department's Financial Division. Additionally, the County's SB 1022 Executive Committee serves as the administrative body responsible for operational and project guidance and oversight. This oversight body includes the Sheriff-Coroner Department's Custody and Operations Command, Administrative Services Command, County Chief Executive Office, and County Health Care Agency. The County's SB 1022 Executive Committee includes Lee Trujillo (OCSD Assistant Sheriff, Custody and Court Operations Command), Steve Kea (OCSD Commander, Custody and Court Operations Command), Mike Krueger (OCSD Captain, James A. Musick Facility), Jane Reyes (OCSD Executive Director, Administrative Services Command), Brian Wayt (OCSD Senior Director, Administrative Services Command), Robert Beaver (OCSD Director, Research & Development Division), Greg Boston (OCSD Director, Inmate Services Division), Margaret Cady (Orange County CEO Budget Office, Manager, County Executive Office/Budget/Public Protection & Community Services), Kim Pearson (Deputy Agency

Director, Orange County Health Care Agency), Erin Winger (Orange County Health Care Agency, CHS Chief of Operations), Brett O'Brien (Orange County Health Care Agency, Division Manager, Alcohol and Drug Abuse Services), Tom Davis (OCSD Facilities Planning Manager, Research & Development Division), Dave Johnson (OCSD Lieutenant, James A. Musick Facility), and Noma Crook (OCSD Director, Financial & Administrative Services Division).

(4.02) The current state of the county's project planning process includes (a) the formation of an Executive Committee; (b) a completed Site and Facilities Master Plan; (c) completed CEQA documentation (being challenged in court); (d) completed 2013 Needs Assessment; (e) defined bed construction and program space; (f) the development of a high level project schedule; (g) staffing plans; (h) the evaluation and analysis of the types of treatment and programs that will be performed in-custody and post-custody; (i) space planning to support treatment and programs.

(4.03) The county can demonstrate its readiness to proceed with this project in various ways: (a) the required Board of Supervisors resolution supporting the proposed beds and program space project; (b) completed due diligence package submitted with our RFP which includes a completed land appraisal; (c) a completed Site and Facilities Master Plan for the James A. Musick Facility; (d) a certified Supplement to EIR #564 for jail construction at the James A. Musick Jail Facility; (e) a completed 2013 Needs Assessment; (f) an available county site for the construction of 384 beds and program space at the James A. Musick Facility; (g) assigned resources to administer and manage this project through all phases of planning, design, construction, and occupancy; (h) completion of the Alton Parkway extension that provides a new main entrance to the James A. Musick facility; (i) defined program and treatment programs to benefit offenders; (j) an existing jail construction project (phase 1) that will address infrastructure, utilities, and parking for this and other future phases of construction.

(4.04) The construction project timeline includes key milestones that meet the requirements of the County of Orange, Sheriff-Coroner Department, and the State of California. Milestones that influence the schedule (a) project approvals; (b) funding approvals; (c) design contract award; (d) real estate due diligence; (e) project establishment from the State Public Works Board; (f) schematic facility design with operational program statement; (g) design development with staffing plans; (h) staffing/operating costs analysis; (i) construction documents; (j) construction bidding and award of contract; (k) notice to proceed; (l) construction; and (m) commissioning and occupancy.

The construction project timeline has been estimated based on the task and schedule requirements listed in Section 3 of the Request for Proposal (RFP). The project timeline on the next page is consistent with the durations and time limits identified for each of the tasks/events reflected in the RFP.

Task/Event	Start Dates	Completion Dates
BSCC Conditional Award	1/6/14	1/6/14
SPWB Project Establishment (6 months from award)	6/13/14	6/13/14
Schematic Design with Operational Program Statement	7/28/14	1/9/15
Design and Preliminary Drawings	3/30/15	8/21/15
Construction Documents	1/4/16	9/23/16
Construction bids	2/13/17	5/26/17
Notice to Proceed (42 months from award)	7/9/17	7/21/17
Construction (26 months)	7/31/17	10/4/19
Staffing and Occupancy	10/7/19	1/10/20

d. BUDGET REVIEW AND REASONABLENESS

(5.01) The project budget for the planned construction is reasonable and cost effective. The \$80 million in state funding is justified with the design and construction of two new programming, treatment, and housing mods at the James A. Musick Jail Facility that are designed and operated for the purposes of programming, treatment, and housing. Additionally, facility support buildings for warehousing (27,140 Sq. Ft.) and maintenance (15,450 Sq. Ft.) will also be included in the planned construction. The

warehousing space is required to manage storage and handling of supplies and consumables needed for the operation of the expanded jail facility; a combined 896 beds for phase 1 (512) and the phase 2 (384) planned construction. These ancillary spaces are consistent with phasing plans previously submitted to the state. Receiving, storage, inventory management, commissary, and preparing supplies and consumables for use in the jails will take place in this building. The maintenance space is required to manage the storage and inventory of maintenance supplies, tools, and equipment necessary for the efficient operation and care of the expanded jail facility; phase 1 and planned construction phase 2. The maintenance shop will include workspace for trades to complete repairs and preparation work necessary to maintain the jail facility.

Although the yield of rated beds will be 30% less as compared to the phase 1 construction, each housing unit will commit approximately 3,000 square feet, a large portion of the floor level of each housing unit to programming and treatment; represents a total of 24,000 Sq. Ft. for treatment and programs. Phase 1 construction at JAMF (AB 900) includes the design and construction of two new housing mods, core service/administrative areas, and infrastructure requirements for a project cost of \$100 million. The phase 2 proposed construction (SB 1022) will utilize the same housing mod footprint as phase 1, consistent with the 2012 Site and Facilities Master Plan, but the interior housing design will focus primarily on treatment and programs, providing beds to complement this space; thus promoting a therapeutic environment.

(5.02) The anticipated benefits and impacts of the construction in relation to construction costs are primarily recognized through the continuation of construction already funded by AB 900 phase 1. The benefits and impacts include: (a) a design that has already been completed for a like housing mod footprint with supporting areas that will also contribute to operations of this new planned construction; (b) site infrastructure improvements completed in the phase 1 construction that will benefit this new planned construction; (c) reduced design costs as a result of items a and b; (d) reduced construction costs as a result of item b; (e) reduced construction costs due to less rated beds for expanded treatment and programming

spaces; and (f) reduced construction costs based on the design of this planned construction to utilize mini-dorms for the majority of housing as compared to single or two-man cells which are much more costly.

(5.03) As discussed in section 5.02, the County of Orange has taken many steps to minimize costs of this project. As an extension of the phase 1 construction funded by AB 900, this planned construction will maximize infrastructure and core spaces already in place to support this new phase of construction. Additionally, the use of direct supervision, mini-dorms for housing, and the significant floor space used for programs and treatment compared to the cost of expensive bed space and supporting fixtures also make this project cost efficient and competitive for state funding. The County's plan to promote cost effectiveness in long-term operating costs has been considered as part of the Master Planning process and will be included in the jail design.

(5.04) The County of Orange has leveraged other sources of funds for program delivery. In April 2013, the County of Orange applied for Second Chance Grant in the amount of \$340,500. If this funding award is granted, the County plans to use the funds to enhance existing reentry programs or for the creation of new reentry programs. Funds will help to pay for post-custody residential treatment beds to those high-risk-to-reoffend individuals who have been assessed in custody, participated in programs and are in need of additional substance abuse services during post-release. The County of Orange will also solicit funding through the Substance Abuse and Mental Health Services Administration (SAMHSA) as it becomes available. This funding could be used toward developing new reentry programs or enhancing existing reentry programs. Other funding that is made available for evidence-based programming, treatments, or reentry services will be welcomed by the County of Orange.

(5.05) The cost effectiveness detail of this construction project is multi-faceted and includes: (a) phase 1 design and construction that will result in economies of scale for this new planned construction; (b) site infrastructure improvements completed in the phase 1 construction that reduce costs for this new planned construction; (c) reduced design costs with the completion of phase 1 design based on like design

characteristics and footprint; (d) reduced construction costs as a result of infrastructure improvements completed in the phase 1 construction; (e) reduced construction costs based on the design of this planned construction to include less rated beds for expanded treatment and programming spaces which are less costly to build; (f) reduced construction costs based on the design of this planned construction to utilize mini dorms for the majority of housing as compared to single or two-man cells which are much more costly; (g) limited inmate movement with services and requirements provided in the housing units; (h) programs and services that targets individuals with a high-risk-to-reoffend; (i) therapeutic community environment co-locating like individuals for the benefit and programs, therapies, instruction, and planning to alter behaviors of persons who commit crimes; and (j) a planned construction that helps balance the County of Orange Adult Detention System population to further enhance recidivism reduction.

From a population management perspective, this new construction will allow for enhanced and centralized programming and treatment that is not available in other parts of the current jail system in the County of Orange. The first expected outcome of this population management is a reduction in recidivism through the use of the In-Custody Transition and Lasting Change Programs and housing that is designed specifically for this dual purpose; programming/treatment and housing. The second expected outcome of this population management is a reduction in the reliance of beds.

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

Resolution to be added after Board of Supervisor's Approval

II. Source Listing

County of Orange. “James A. Musick Site and Facilities Master Plan”. April 23, 2012

AECOM, “Musick Site Plan & Floor Plan”. September 9, 2013

California Commercial Appraisers. “Summary Narrative Appraisal Report”. September 6, 2013

AECOM, “OCSD Adult Detention System 2013 Needs Assessment Report”. July 19, 2013

Orange County Government Online, “Board of Supervisors”. www.ocgov.com

Orange County Sheriff-Coroner. “California Board of State and Community Corrections Jail Profile Survey”. July 2013

Orange County Sheriff-Coroner and Health Care Agency. “White Paper – County of Orange Treatment & Programs”. September 2013

III. Appendices and Information


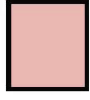

JAMF Aerial site view	1 Page Attached
Jail Construction Site Plan - Phase 1 (AB 900 Phase II) and Proposed Phase 2 (SB 1022)	1 Page Attached
SB 1022 Program Space and Beds Level 1 Floor plan	1 Page Attached
SB 1022 Program Space and Beds - 3D Image	1 Page Attached
California Board of State and Community Corrections Jail Profile Survey-August 2013	2 Pages Attached
White Paper – County of Orange Treatment & Programs	2 Pages Attached
County of Orange, County Counsel letter describing Irvine litigation	2 Pages Attached

JAMF AERIAL SITE VIEW



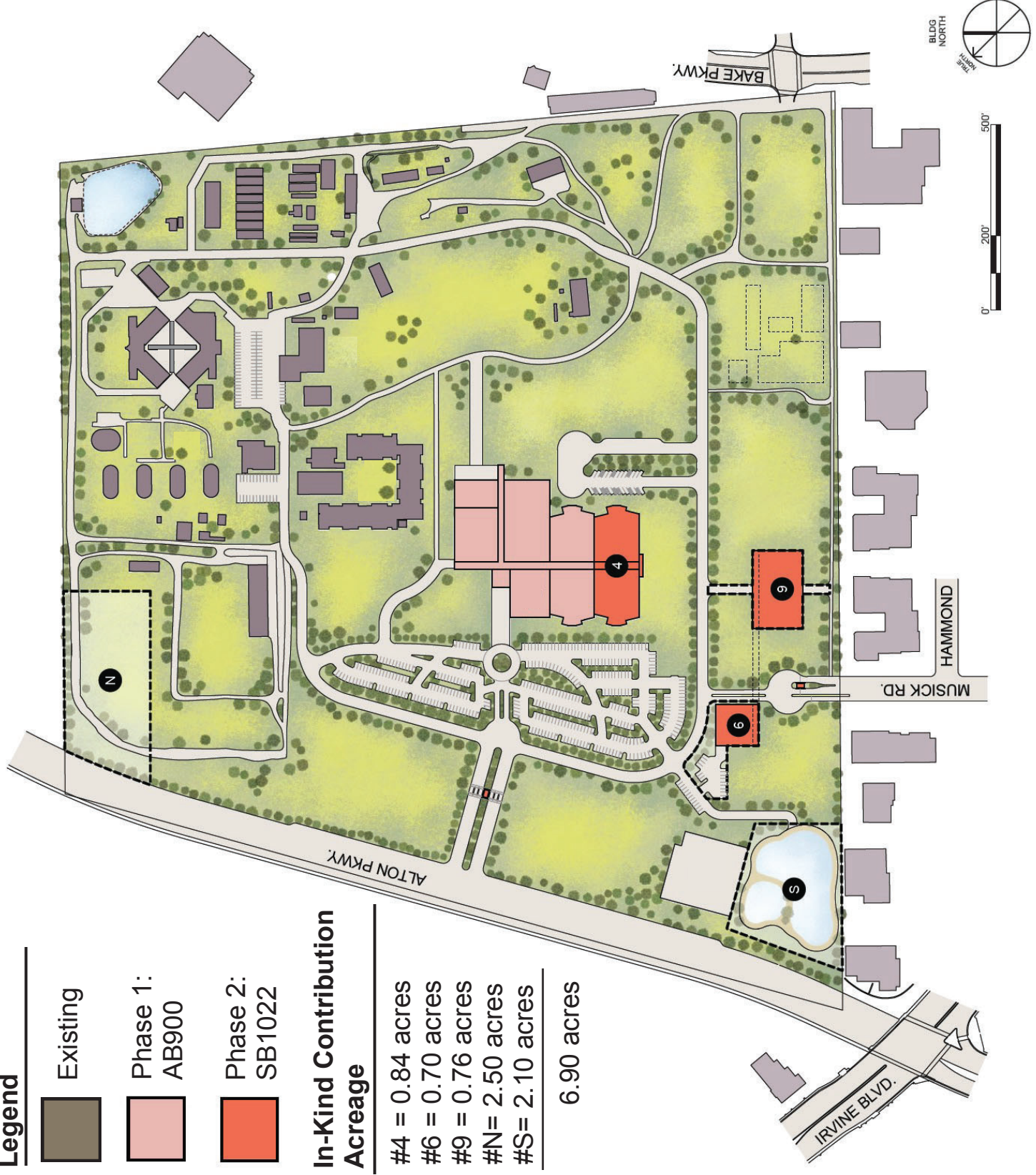
James A. Musick Facility

Legend

-  Existing
-  Phase 1:
AB900
-  Phase 2:
SB1022

In-Kind Contribution Acreage

- #4 = 0.84 acres
 - #6 = 0.70 acres
 - #9 = 0.76 acres
 - #N = 2.50 acres
 - #S = 2.10 acres
- 6.90 acres



SB1022 PROGRAM SPACE AND BEDS- 3D IMAGE

INTERIOR VIEW- LOOKING TOWARDS PROGRAM SPACE



BOARD OF STATE AND COMMUNITY CORRECTIONS 5 MONTHLY JAIL PROFILE SURVEY

County:	Orange Sheriff's Dept.		
Person Reporting:	Tracy Carroll	Reporting Period:	8/2013
Phone:	714.647.6081	Date:	9/6/13

Section A: Total ADP

	Name of Facility	Type	Population Cap	Non-Sentenced		Sentenced		Totals
				Male	Female	Male	Female	
1)	Intake Release Center	II	D	265	194	147	198	804
2)	James A Musick Facility	II	D	325	47	749	141	1262
3)	Orange County Men's Jail	II	D	882	0	442	0	1324
4)	Orange County Women's Jail	II	D	0	172	0	193	365
5)	Theo Lacy Facility	II	D	1628	0	1421	0	3049
A1)	ADP Totals			3100	413	2759	532	6804
A2)	Average number of felony inmates			3155		2634		5789
A3)	Average number of misdemeanor inmates			357		658		1015
A4)	Highest one-day population for this month occurred on (put date):				08/31/13	The highest count was:		6966

Section B: Classification Profile Of Inmates Comprising ADP

B1)	ADP Of maximum security inmates	1139
B2)	ADP Of medium security inmates	1608
B3)	ADP Of minimum security inmates	4057

Section C: Inmates Requiring Mental Health Attention

C1)	Number of mental health cases open on the last day of the month	2257
C2)	Number of new mental health cases that were opened during this month	917
C3)	Number of inmates, on the last day of the month, receiving psychotropic medication for a mental health disorder	843
C4)	Average number of inmates needing, and actually assigned to, mental health beds	100

Section D: Inmates Requiring Medical Attention

D1)	Number of inmates that were seen at inmate sick call this month	13423
D2)	Number of physician/mid-level practitioner occurrences (excluding dental) during this month	3118
D3)	Number of off-site medical appointments during this month	247
D4)	Number of dental encounters this month	1145
D5)	Number of inmates assigned to medical beds on the last day of the month	117

Section E: Holding Areas

E1)	Average number of inmates not assigned to housing (e.g. holding, sobering and safety cells) during this month	151
Section F: Contract Housing		
F1)	Average number of your inmates in contract beds in other public/private institutions during the month	D
F2)	Average number of federal inmates housed in your system on contract during the month	629
F3)	Average number of state inmates housed in your system on contract during the month	D
F4)	Average number of inmates from other counties housed in your jurisdiction during the month	D
Section G: Other Inmate Categories		
G1)	Average number of inmates in your system sentenced and awaiting transport to state prison during the month	80
G2)	Average number of inmates in hospital(s) outside of your jail facilities during the month	10
Section H: Additional Information		
H1)	Total number of persons booked this month	5581
H2)	Total number of pre-trial release (e.g., cite out, felony O.R.) DUE TO LACK OF HOUSING CAPACITY	0
H3)	Total number of sentenced inmates released early DUE TO LACK OF HOUSING CAPACITY	0
H4)	Total number of juveniles in custody this month (per WIC Section 707)	0

Thank you Orange Sheriff's Dept. , your information has been sent to the Board of State and Community Corrections.

(For your records, you may wish to print a copy of this report.)

[Return to Jail Profile Survey Home Page](#)

Lasting Change

Sheriff-Coroner Inmate Services Division – Correctional Programs & Inmate Re-Entry Units

The Lasting Change program will be a six (6) month program, with the first 60 days beginning in custody and the last 120 days continuing post release. The key components will be as follows:

- **Therapeutic Community:** Intensive program and service delivery for the first 60 days (while the client is still in custody), with the intent that all program participants will be housed together and program together in the same housing unit throughout the entire length of the program (i.e. Module at IRC, Module at Theo Lacy, 4th Floor Men's Jail, etc.). Services may include:

CBT groups	Conflict Resolution services
GED Instruction and Testing (when applicable)	Pre-release Family Reunification Services (when applicable)
Substance Abuse Classes	Restorative Justice Programs
AA – 12 step groups	Case Management
Employment Readiness Classes	Mental Health Services (when applicable)
Individualized Mentoring Services	

- Initial contact will be made with the clients' family during the first 60 days to engage them in the re-entry process and introduce them to the wrap-around services available to them and the client (when applicable).
- Team meetings will occur before release to determine appropriate discharge planning and placement services. These team meetings may include the client, Correctional Programs Staff Member, Probation Officer, Mentor, Family members, Mental Health Worker and post-custody program service providers. Who will attend will be based on the individual client's needs.
- Upon release, clients will receive direct linkage to needed services. Needs may include:

Transportation	Financial Aid
California Identification Card	Legal Aid
Social Security Card	Medical/Mental Health Services
Birth Certificates	Family Reunification Services
Motel vouchers	Employment Assistance
Emergency/Transitional Shelter	Educational Services
Residential Drug Treatment or Sober Living	

- Follow up case management services will be provided for 120 days post release to the client and their family (when applicable).

In Custody Treatment Program (ICTP)

Sheriff-Coroner Inmate Services Division – Correctional Programs & Inmate Re-Entry Units

The ICTP was developed to help AB 109 inmates that are identified as high risk to reoffend. The identification score is based on a computer algorithm that gives a Proxy Score to inmates once the booking process is complete. The proxy score is based on current age, age of first arrest and the number of prior arrests. A score of 1-6 is developed with 6 being the highest risk to reoffend. The ICTP will draw program participants from those scoring in the 5-6 range with possible exceptions for those scoring a 4. The program is designed for six-weeks of class time. Participants attend approximately six hours of class time Monday-Thursday. The program is designed to address the most significant barriers that most encounter upon release from custody. All classes are co-facilitated with two staff members present at all times. All students will complete an assessment process prior to the first day of class. Primary program elements revolve around:

Cognitive Behavioral Therapy	Employment Readiness
Healthy Relationships	Creative Journaling
GED Instruction and official testing	Individual Case Management
Program Outcomes	Partnerships

In-Custody Substance Abuse Treatment and Post Release Services

County of Orange, Health Care Agency, Alcohol and Drug Abuse Services (ADAS)

From 2005 - June 2011, the Orange County Sheriff's Department (OCSO) had an in-jail therapeutic community drug treatment program. ADAS proposes to provide a blended or modified therapeutic community (TC) treatment model for 64 adult males that includes post release services and incorporates the principles of self-help support and individualized case management, and treatment in the jail setting. This model will embrace the general goals of TC that include 1.) Decline in or abstinence in substance use, 2.) Cessation of criminal behavior, 3.) Employment, 4.) Successful social adjustment. Post release treatment services available will be available to clients upon release from jail. This component will include services ranging from intense residential treatment, outpatient treatment, and sober living. Case management is provided during the entire duration of services.

Inmates with a minimum of 90 days of their sentence remaining, and substance use disorder, including dually diagnosed with mental illness will be eligible. Treatment services will utilize a combination of best practices such as Addiction Severity Index, Client Assessment of Self at Intake and Treatment (CESI/T) and Criminal thinking Scales (CTS), Cognitive Behavioral Therapy (CBT). Aspects of the traditional self-help programs such as the 12-step programs, will be integrated with more clinical approaches to substance abuse treatment. Services will focus on planning and monitoring progress towards achieving goals by ensuring services coordination, advocacy, linkages and referrals to recovery oriented support services.

Treatment will consist of Group and individual Counseling, case management, relapse prevention, life and social/emotional function skill development skills. A continuum of community-based treatment options will be available to inmates upon release based on the American Society of Addiction Medicine Patient Placement Criteria (ASAM) and done during discharge planning.



THE COUNTY COUNSEL
COUNTY OF ORANGE

333 W. SANTA ANA BLVD., SUITE 407
SANTA ANA, CA 92701
MAILING ADDRESS: P.O. BOX 1379
SANTA ANA, CA 92702-1379
(714) 834-3300
FAX: (714) 834-2359

Nicole M. Walsh
Deputy
(714) 834-6257

File No. 12-25030

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NICHOLAS S. CHRISOS
COUNTY COUNSEL

JACK W. GOLDEN
CHIEF ASSISTANT

JEFFREY M. RICHARD
SENIOR ASSISTANT

WANDA S. FLORENCE
SENIOR ASSISTANT

ADRIENNE SAURO HECKMAN

KAREN R. PRATHER
GEOFFREY K. HUNT
CHRISTOPHER J. MILLER
JOHN H. ABBOTT

JANELLE B. PRICE
ANN E. FLETCHER
MARGARET E. EASTMAN
MARK R. HOWE

DANA J. STITS
MARIANNE VAN RIPER
JAMES C. HARMAN
JULIE J. AGIN

LAURIE A. SHADE
DANIEL H. SHEPHARD
JOYCE RILEY

THOMAS A. MILLER
STEVEN C. MILLER
CAROLYN S. FROST

ROBERT N. ERVAIS
LAURA D. KNAPP
NICOLE A. SIMS

NIKHIL G. DAFTARY
JEANNIE SU
JAMES C. HARVEY

WENDY J. PHILLIPS
TERI L. MAKSOUDIAN
LEON J. PAGE

ANGELICA CASTILLO DAFTARY
KAREN L. CHRISTENSEN
MICHAEL A. HAUBERT

RYAN M. F. BARON
BRAD R. POSIN
SAUL REYES

AURELIO TORRE
MARK D. SERVINO
DEBBIE TORREZ

JACQUELINE GUZMAN
ANDREA COLLIER
PAUL M. ALBARIAN

D. KEVIN DUNN
LORI A. TORRISI
MASSOUD SHAMEL

SHARON VICTORIA DURBIN
REBECCA S. LEEDS
NICOLE M. WALSH

ELIZABETH A. PEJEAU
LAUREN C. BAUER
GABRIEL J. BOWNE

JULIA C. WOO
LAUREL M. TIPPETT
MARK A. BATARSE

ADAM C. CLANTON
KRISTEN K. LECONG
ERIC A. DIVINE

COURTNEY S. WUCETICH
JAMES D. P. STEINMANN
VANESSA D. ATKINS

SUZANNE E. SHOAI
DEBORAH B. MORSE
MATTHEW S. SPRISLER

KAYLA N. MARTIN
DEPUTIES

Re: Status of Pending Litigation Against the County of Orange
Relating to AB 900 Financing

Dear Board of State and Community Corrections:

In 1996, the County of Orange (County) Board of Supervisors approved the expansion of the James A. Musick Facility (JAMF) from 1,256 inmate beds to 7,584 inmate beds and certified accompanying Final Environmental Impact Report 564 (FEIR 564). Two Notices of Determination (NOD) for FEIR 564 were filed and posted with the County of Orange Clerk Recorder on November 5, 1996 (one on behalf of the County and a second on behalf of the Sheriff). The cities of Irvine and Lake Forest challenged FEIR 564. The FEIR certification was overturned in the trial court, however, in 2000, the trial court decision was reversed by the Court of Appeal, and FEIR 564 was upheld in its entirety. FEIR 564 is intact and valid. Moreover, while the challenge to FEIR 564 was pending, the County updated data for certain environmental parameters and certified Recirculated EIR 564 in 1998. Two NODs for Recirculated EIR 564 were filed and posted with the County of Orange Clerk Recorder on October 20, 1998 (one on behalf of the County and a second on behalf of the Sheriff).

Despite the County's valid certification of FEIR 564 which evaluates the environmental impacts of expansion of the JAMF up to 7,584 inmate beds, the City of Irvine (Irvine) continues to challenge County actions attempting to implement any expansion at the JAMF. Since 1996, Irvine has brought CEQA litigation concerning the Musick Facility against the County on six different occasions. To date, none of these challenges has been successful.

Currently, the County is defending against two legal challenges stemming from the County's approval of the Request for Application for AB 900 Phase II (Application) financing and the County's certification of Supplement to EIR 564.

After the County approved submission of the Application, on January 4, 2012, an NOD was filed and posted with the County of Orange Clerk Recorder. The NOD indicated that FEIR 564 covered the County's action in approving submission of the Application. In addition, on the same date, an NOE was filed and posted by the County of Orange Clerk Recorder indicating an exemption was applicable to the approval to submit the Application.

On January 17, 2012, Irvine filed a Petition for Writ of Mandate in the Orange County Superior Court alleging that the County violated the California Environmental Quality Act (CEQA) by not preparing a new environmental document before approving submission of the Application to the State. Irvine lost this challenge in the Superior Court and subsequently filed an appeal. The appeal is pending in the California Court of Appeal for the Fourth District, Division Three. Briefing on the appeal is complete. We are awaiting a date for oral argument, which we expect to occur in the fall of 2013. A decision on the appeal is expected in early 2014.

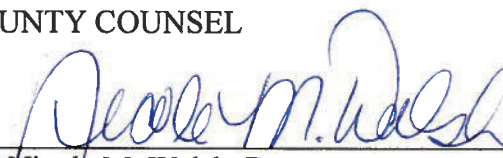
In December 2012, after being granted a conditional AB 900 Phase II award, the County approved a Master Site Plan for construction at the JAMF site and certified accompanying Supplement to EIR 564 (SEIR 564) to update certain sections of EIR 564 and to account for the new phasing of the expansion approved in 1996 in compliance with CEQA. On December 11, 2012, two NODs for SEIR 564 were filed and posted by the County of Orange Clerk Recorder (one on behalf of the County and a second on behalf of the Sheriff). Irvine filed a Petition for Writ of Mandate alleging that the County violated CEQA by preparing a supplement to the EIR rather than a subsequent EIR and alleging various other CEQA deficiencies in SEIR 564. Briefing is completed and the hearing on the Petition for Writ of Mandate is scheduled for October 21, 2013. A decision by the trial court must be rendered within 90 days of the hearing, but we expect a decision sooner.

The County has complied with CEQA with regard to the expansion proposed in the SB 1022 Request for Proposal through certification of FEIR 564 and SEIR 564. Regardless of whether the pending challenges to the County's CEQA determinations are successful, County Counsel believes that any defects in the County's CEQA documentation can be remedied prior to the start of construction.

If you have further questions regarding this ongoing litigation, please contact me at (714) 834-6257.

Very truly yours,

NICHOLAS S. CHRISOS
COUNTY COUNSEL

By 
Nicole M. Walsh, Deputy