

## SECTION 5: NARRATIVE

### 1. Project Need

#### Bed Construction

**B: 1.01.** The County Detention Needs Assessment was originally completed in April 2009. The 259-page report was produced by Omni-Group, Inc. and Mark Morris Associates (Omni Report). The assessment was updated by County staff in October 2011 and October 2013. A copy of the assessment and the recently completed 26-page update are attached to this application.

County staff took into account several significant impacts since the 2009 assessment:

- The impact of new state sentencing guidelines for jail offenders.
- The impact of two years of AB 109 offenders in the County Jail System.
- The increasing importance of alternative-to-incarceration programs, particularly evidence-based, as a way to lessen burden on bed space, promote successful reentry of offenders into the community, and reduce recidivism.

Using the same methods of analysis as used in the Omni Report, County staff forecast the County Jail System would need to add 679 beds by April 2014 (the "early 2014" time frame requested in the SB 1022 RFP). The analysis shows a need for 729 new beds in 2018, a figure which includes an AB 900 514-bed jail and the proposed 388-bed SB 1022 facility. The additional beds are needed because the County Jail System will lose a total of 638 beds by 2018 due the planned and necessary closure of the Tulare County Men's Correctional Facility (parts of which date to the 1940s) and Main Jail (dates to 1962).

The Omni Report gave a maximum life expectancy for these two jails as 2018, noting the increasing maintenance / repair costs to be keep them operational. County officials closed a 64-

bed wing of the Men's Correctional Facility in 2011 due to structural, mold, and other deficiencies. The closure of both jails is on the County's Capital Improvement plan, adopted by the Board of Supervisors in September 2013.

The detention needs assessment update also noted that both of these jails have very limited facilities for inmate programming. In fact, Main Jail does not have a single classroom (the jail system has offered some programming via videos shown on wall-mounted TV monitors outside some cells). The Men's Correctional Facility has one small classroom to serve more than 300 inmates.

**B: 1.02.** The rated capacity of the Tulare County Jail System is 1,712 inmates. This includes a condemned wing, with 64 beds, in the Tulare County Men's Correctional Facility,



**Then and now:** When AB 109 was implemented in October 2011, this 384-bed jail was empty. Now, it's full to overflowing on a nightly basis.

through June 30, 2013 (the base period for the Fact Sheet in the RFP). On average, 23 were housed on bunks on dayroom floors during this six-month period.

On March 16, 2012, Tulare County received a conditional award of \$60 million under the

leaving 1,648 beds available for occupancy. **The jail system's ADP is 1,647, or 99.9% of available beds.** This ADP was calculated from the County jail system's population from January 1, 2013,

AB 900 Phase II Jail Construction Financing Program for design and construction of the South County Detention Facility in Porterville with 514 beds planned. The grant requires 10 percent cash and in-kind match from the County, making the total project cost: \$66,664,000.

Tulare County has met all required program milestones to date, including site assurance, real estate due diligence, project establishment by the State Public Works Board, and submittal of schematic design drawings and operational program statement.

The South County Detention Facility project programming and schematic design were completed and submitted to the Board of State and Community Corrections on September 9, 2013. The County is awaiting the review results from BSCC and the State Fire Marshall to initiate the next design development (preliminary drawing) phase. Based on the approved project time line, it is anticipated construction will begin May 2016 and be completed May 2018.

**B: 1.03.** The Tulare County Jail System is at or near capacity on a daily basis (see B: 1.02). While the new beds will replace outdated or condemned housing units, the design will provide additional classroom space, increasing the number of inmates who can participate. It is anticipated with increased attendance, and more evidence-based programming offered to inmates, there will an increase in successful transition, leading to a reduction in recidivism.

**B: 1.04.** Bookings have trended down in the past two years, but that is more than mitigated by the 26 percent in average length-of-stay among inmates during that period. The Sheriff's Jail staff frequently has to temporarily house inmates in bunks on jail dayroom floors due to overcrowding. The Sheriff's Department has permission from the Board of State and Community Corrections to take this action.

**B: 1.05.** All misdemeanor offenders with a bail amount below \$25,000 are cited and released until trial date. Also, County judges are sentencing many offenders to "split" sentences,

dividing the sentence between jail time and supervised community supervision (probation).

Finally, offenders are diverted, as appropriate, to electronic monitor programs, Drug Court, Recovery Court, Mental Health Court, Veterans Court, and Sheriff's alternatives to incarceration programs.

In addition, the Probation Department's use of "flash incarcerations" for many AB 109 offenders on community supervision reduces bed usage in our jail system.

**B: 1.06.** The above programs have a tremendous impact on the County Jail System:

- **Cite-and-release** of misdemeanor offenders with a bail amount below \$25,000: As a consequence, the County Jail System has very low percentage of misdemeanor offenders in custody (an average of less than 10 percent).
- Sentencing offenders to "**split**" sentences: Sixty-five percent of the County's 1170(h) offenders were sentenced to split sentences from the start of Realignment on Oct. 1, 2011, through March 31, 2013, according to CPOC data. That compares to an average of 41.2% of medium-sized counties listed in the SB 1022 RFP.
- **Alternative to incarcerations programs** (ADP January-June 2013): Electronic monitoring, 42; Drug Court, 274; Recovery Court, 364; Mental Health Court, 28; Veterans Court, 8; and Sheriff's programs, 310. **Total ADP: 1,026.**
- The Probation Department uses "**flash incarcerations**" for many AB 109 offenders on community supervision. Between January and June 2013, a total of 90 such offenders were subject to "flash" incarcerations averaging five days each. Not using a full revocation for these offenders saved the County Jail System an average of 25 to 85 bed days per offender.

Collectively, more than 1,000 felons are diverted from a jail cell in the County's jail system capacity. However, participation in programs such as Drug Court and Recovery Court have dropped since Realignment. Probation officials theorize that is because judges can no longer threaten offenders of being sent to State Prison as an incentive to participate in these intensive programs. Also, Probation officials note that recidivism among split-sentenced offenders has tripled to 19 percent since 2011, which they attribute, at least in large part, to insufficient programming in the County Jail System. Both trends strongly support the need for the proposed Sequoia Field Program Facility.

**B: 1.07.** The county is planning to use AB 109 funding to establish a satellite Day Reporting Center in south county (Porterville). Porterville is the urban hub of the south county region. Approximately one-third of offenders live in southern Tulare County. Currently, inmates from the Porterville area do not generally participate in the DRC program because of transportation issues. With a south county DRC in Porterville, this will allow more inmates to participate in this alternative to incarceration program.

### **Program Space Construction**

**PS: 1.01.** The County's SB 1022 Planning Group took an in-depth look at existing jail system programs and discussed the issue of adequate classroom space. It was recognized that classrooms needed to be offered at a couple of different intervention levels. The first having accessible classroom space in housing units, thus allowing for small group classes. The second need was to have classroom space available for subjects that can be offered to all of the inmates in the housing unit. The third requirement was to make sure the classrooms were equipped to create a positive learning environment. The work group visited other facilities and researched the best possible solutions for our county.

**PS: 1.02.** The Sheriff's programs division is innovative in use of the current classrooms and in seeking ways to provide the required education opportunities to inmates. At Main Jail, this is accomplished with a video educational program. At the Bob Wiley Detention Facility, instructors utilize a small multipurpose room where inmates get hot water and cut their hair. The Sheriff's Residential Substance Abuse Treatment (RSAT) grant has been in effect since 1999, providing cognitive-based treatment strategies for a number of years. As new programs are being offered, all are being measured to evidence-based practices. Additionally, the



philosophy is reentry starts from day one. The department recently purchased a computer-on-wheels cart, which carries

20 laptop computers. The cart will allow instructors to teach GED in housing units that currently do not have access to this program. One challenge has been in providing the needed education to those inmates who are in the DRC program while managing around their work schedule. This new program space at DRC will allow the department to provide the kind of programs to these inmates that will make a difference, use of CBT curriculum and individual plans based on the COMPAS assessment.

**PS: 1.03.** The County's Day Reporting Center coordinates several popular alternative-to-incarceration programs. Collectively, ADP for these programs is 310. The Day Reporting Center in the proposed Sequoia Field Program Facility will significantly expand educational and CBT programs offered. The County's goal is for the new DRC to serve twice as many offenders as the current facility.

**PS: 1.04.** There are two areas that need to be further addressed, one being a seamless reentry program and the other dealing with classification issues. Implementation and plans are currently underway to address the seamless reentry with AB 109 funds. However, it does not matter how good the plan is, without the logistics in place to accommodate the programs. Even offering GED as part of reentry, is limited to only those currently classified to MCF and then only offered to 15 inmates per session due to space.

Classification has become more restrictive due to the problems created by the current inmate population. It is not uncommon to have several levels of classification within one housing unit who have to be segregated from each other, including not being able to attend the same educational class in their housing unit. This situation further limits the classes and those who can attend, creating a scheduling nightmare.

This classification issue is shared with our current Day Reporting Center, which operates the Sheriff's Work Alternative Program and the Weekender program – all alternatives to incarceration programs. Because of gang tensions, with Northerners being the predominant gang, Southerners are not currently allowed in these programs.

With the logistics addressed with the new building, the behavioral reclassification proposal being reviewed, and with the voluntary inmate participation agreeing to the "neutral

zone” where all classifications are expected to get along, these gaps and deficiencies will no longer be issues.

**PS: 1.05.** The approach to programming in the new Sequoia Field Program Facility is to provide inmates with the necessary tools and resources for a successful reentry into the community. The first step was to define the Definition of Offender Management Goals:

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***“House only those inmates that pose a threat to the community; provide viable reentry programs to those remaining in custody; ensure resources are available to those who are referred to alternatives to incarceration programs; and have Pre-trial decisions based on risk assessment vs. ability to post bail.”***

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The second key component was to examine what is currently being offered to the inmates in all of our facilities and the alternative to incarceration programs – what is effective; are the risks and needs being addressed; what is not effective; and identify the roadblocks.

After closely taking a look at the entire picture of programs inside and outside, staff researched, went to various training opportunities, shared experiences and personal knowledge to put together the plan that is being presented in this proposal.

This approach is mirrored in a presentation by Edward J. Latessa during a virtual conference by the National Institute of Corrections (NIC) on June 12, 2013. Latessa, an authority on evidence-based practices and recidivism, presented “Improving Reentry Efforts: What Works and What Doesn’t in Reducing Recidivism” at the conference. One slide underscores the key points of evidence-based decision making: (1) assessment information; (2) relevant research; (3) available programming; (4) evaluation; and (5) professionalism and knowledge from staff.



**PS: 1.06.** The proposal includes replacing antiquated and, in some cases, condemned jail bed space and adding dedicated classrooms for educational, cognitive behavioral therapy, and vocational training. Logistics of existing facilities provide a variety of challenges throughout the system. The Main Jail facility was built in the early 1960's with a traditional linear design with no program space or classrooms available.

The Bob Wiley Detention Facility was built mid 1980's with the beginning concept of a direct supervision model. There is an open dayroom and an area that has been designated as a "classroom," which in reality is a small room with a sink and two picnic tables. Class sizes are limited to a tight 12-15 with the instructor standing and conducting class from a countertop.

The majority of the building foundations for the Men's Correctional Facility (MCF) date back to 1941, creating its own unique issues. Two years ago, the whole complex at the location, including the Day Reporting Center and Sheriff's offices, was closed down due to gas leaks in very old supply lines. Shortly after the gas leaks were addressed, the area was flooded. Repairs were conducted and the facility reopened nine months later. County maintenance staff discovered extensive mold and other damage in a 64-bed wing at MCF and decided not to reopen that barracks.

MCF does not present a programs environment that enhances rehabilitation and learning among inmates. There are four housing units, with no classroom space. The Residential Substance Abuse Treatment (RSAT) program is in Unit "C." Classes are provided by setting up two groups in the dayroom area in opposite corners, the third class offered in the sleeping quarters by the showers/bathrooms and the fourth class offered next to the office for correctional deputies in the sleeping area.

There is a computer lab / classroom at MCF with 12 computers available to teach computer skills and programmed for GED classes. The drawbacks to this classroom include:

- **Size:** Limited to about 15 inmates.
- **Location:** Inmates must be transported from their housing units, outside through secure key-locked gates, facing a variety of weather issues.
- **Staff interruptions:** Programs staff must pass through the classroom in order to get to their offices.

The Day Reporting Center (DRC) is near MCF. DRC was also relocated as a result of the gas leaks and flooding. After repairs were made, the DRC program was relocated to another dilapidated building in the same area. The building, a barracks dating to World War II, has been repaired numerous times over the years. It was renovated for DRC to include offices and classroom space. Inmate Programs has one instructional classroom in the building that is shared with the Sheriff's vocational building trades program. For hands-on classroom training, the Building Trades instructor utilizes the nearby welding shop which is located in a portion of a largely abandoned building. The building has electricity, but its natural gas system is not working. That means no heat during cold winter months. Another significant health issue with the space is the widespread use of asbestos in the building's construction.

Under surveillance cameras, inmates will be able to walk to appropriate classrooms without deputy escort and without having to get rained upon. The new DRC is proposed to have four educational classrooms, and four workshop areas which will include a shared classroom for the vocational trades. Structurally, the department cannot change Main Jail or Bob Wiley, but those inmates who show a true desire to change will be afforded the opportunity to apply to be

part of the new Programs Facility. Programs will continue to be offered at all of our facilities with the main focus at the new Sequoia Field Programs Facility.

**PS: 1.07.** A key element to approaching alternatives to incarceration is through having a viable and recognized assessment tool. Tulare County is using the evidence-based COMPAS Risk and Needs Assessment. Through collaboration between all criminal justice entities as outlined within the County's CCP plan, this is a key component and a necessary requirement in regard to making sure the inmates are provided the best formula for their individual success and yet foremost importantly maintaining the safety within our communities.

The assessment identifying risks and needs is central to several phases of the criminal justice system. In some cases, Probation is able to make recommendations to the courts at the first court appearance/arraignment based on an inmate's low risk to reoffend. At that time, diversion from incarceration may occur, through an electronic home monitoring system, or to be given Own Recognizance (OR) release.

The Sheriff's Day Reporting Center coordinates the Department's alternatives to incarceration program. Some inmates will be directly referred by the courts or voluntarily apply for the Sheriff's Department Weekender Program, Sheriff's Work Alternative Program (SWAP), or the Day Reporting Center. All three of these programs have offenders not residing at our facilities freeing up necessary bed space for those who need to be housed in secure facilities.

Another intervention occurs after an inmate has been in-custody for a period of time. This involves reviewing the progress and behavior of certain inmates and looking at releasing them to an electronic home monitoring (EHM) system for the last 30 to 90 days of their sentencing, based on their risk and needs assessment.

The Sheriff's Department plans to begin a DRC program in southern Tulare County in the coming months, leveraging the County's AB 109 funds. This program will assist with the management of the jail population, as well.

**PS: 1.08.** The focus of programming will be a seamless transition from programs to programs and/or outside departments. As the focus is to better manage the jail population, structured programs that provide inmates the required components to make these changes will be critical. As earlier cited, Dr. Latessa who is renowned in the field of recidivism and evidence-based practices, delineated these Core Correctional Practices: (1) effective reinforcement; (2) effective disapproval; (3) effective use of authority; (4) quality interpersonal relationships; (5) cognitive restructuring; (6) anti-criminal modeling; (7) structured learning/skill building; and (8) problem-solving techniques.

It is anticipated that by providing programs that address these issues we will be able to move inmates through the system. As an example, the Residential Substance Abuse Treatment (RSAT) program currently being provided to inmates at the jails addresses all of the above mentioned criteria. With the use of the COMPAS assessment and working closely with the Probation Department, inmates who meet certain criteria are considered for an early release to the EHM program. **This can reduce an inmate's time in jail by up to 90 days, significantly helping with overcrowding issues.**

A Pre-DRC housing unit also is planned. One of the identified problems with the DRC is currently inmates are being placed in the DRC program without an assessment and often with little to no knowledge of substance abuse education/recovery. This results in violating them from the program and placing them back into custody because they are still using. With the use of the SASSI-3 and the COMPAS, identified inmates will be placed in this housing unit for a

period of thirty days and provided with the necessary education/tools to help them be successful when they enter the DRC program.

## **2. Scope of Work**

### **All Projects**

**A: 2.01.** The County plans to build a 388-bed facility Type II detention facility in north Visalia near the existing Sheriff's Bob Wiley Detention Facility and Pre-Trial Facility. The proposed Sequoia Field Program Facility will replace the 366-bed Men's Correctional Facility and the nearby Day Reporting Center, and add program classroom space to both facilities, as well as a vocational training center. The project will consist of two housing units of 192 beds each. Each housing unit will contain four pods, each with 48 beds, plus two administrative segregation (isolation) cells. Each pod will contain multiple occupancy cells (8-person). Each pod also will contain handicap-accessible cells. Other components will include: dayroom, exercise space, showers, multipurpose space, video visitation, private visitation, control room, medical triage and interview room.

The facility will have three major components: jail, day reporting center, and vocational training center. The jail will have four classrooms, all shared by both housing units. Programming can also take place in the multi-purpose spaces, adjoining each pod. The day reporting center also will contain multiple classrooms. The vocational center will have several "shop" spaces, where hands-on instruction will be offered. In addition to a regular kitchen to feed inmates and correctional staff, the Sequoia Field Program Facility will have a full-size culinary arts kitchen to prepare inmates for in-demand jobs in the local food-service industry.

### **Bed Construction**

**B: 2.01.** The County has long identified a need to replace the aging and outdated bed

space at the Tulare County Men's Correctional Facility. Replacement of the facility was recommended in the comprehensive detention needs assessment prepared by the Omni Group in 2009 (and updated for this proposal). The SB 1022 Planning Group, assembled a year ago in response to the SB 1022 funding opportunity, found that structural and other deficiencies outlined in the Omni Report had only gotten worse at the jail. In 2011, the County condemned one 64-bed wing of the jail due to extensive mold, roof and other structural deficiencies. The group also noted the jail was designed as a barracks for air cadets in training at Sequoia Field during World War II and lacked adequate classroom space and other features to facilitate offering diverse educational and CBT programs to inmates. The jail has only one small classroom to serve several hundred offenders. Therefore, the housing units in the proposed facility were designed with ample, shared classroom space, with pods configured to accommodate multiple inmate classifications.

**B: 2.02.** The new bed construction for the Sequoia Field Program Facility will cater to the programming environment with an infrastructure to better facilitate each program in question. Doing so will increase the number and classifications of the different inmates who are eligible to participate in such program.

**B: 2.03.** The anticipated beneficial outcomes for the Sequoia Field Programs Facility are numerous. The new stand-alone 388 bed facility will replace outdated facilities, some dating to the 1940s. The maintenance costs of the antiquated systems are excessive. The buildings are not connected creating staffing challenges in inmate movement, supervision and staff efficiencies.

The new facility will provided enhanced programming. Classrooms, training facilities, multi-purpose rooms, and meeting spaces will be centrally located. Centralized programming will provide greater opportunities to provide rehabilitation and training services in a safe, secure

and efficient manner. The facility will provide cohesiveness of operation and staffing efficiencies.

The proposed facility will be constructed to facilitate increasing the number and classifications of the different inmates to participate in educational and CBT programs.

**B: 2.04.** The staffing for the facilities will consist of Sheriff’s detention personnel to oversee in-custody and day reporting inmates. Inmate programming staff will provide educational and programming opportunities. Contributing staff, such as teachers, counselors and community volunteers, will provide instruction and program support. Facility maintenance staff will provide facility operational support.

<b>Existing Staffing</b>	
Custody Staff (78)	Programs Staff (22)
1 Lieutenant	1 Inmate Programs Manager
8 Correctional Sergeants	1 Inmate Programs Correctional Deputy
59 Correctional Deputies	4 Inmate Programs Specialist
10 Detention Service Officers	2 Office Assistant
	9 Substance Abuse Counselors
	1 Adult School Instructor
	1 Building Trades Instructor
	2 Parenting Educators
	1 Parent/Anger Management Facilitator
<b>New Staffing Required</b>	
Custody Staff (0)	Programs Staff (9)
Will use existing staff shown above	3 Inmate Programs Specialist
	2 Vocational Trades Instructors
	3 Substance Abuse Counselors
	1 Adult School Instructor

**Program Space Construction**

**PS: 2.01.** The County’s SB 1022 Planning Group included Sheriff, Probation, County Administration Office, and Capital Projects & Facilities staff. Christie Myer, the County’s Chief Probation Officer and chairwoman of the County’s Community Corrections Partnership, was an

active participant in the Planning Group. Over the past year, the SB 1022 Planning Group surveyed programming offered within the jail system, and researched promising program approaches in other jail systems, and formulated the program component of the proposed Sequoia Field Program Facility. The group also updated the County's jail system needs assessment. The Sheriff's Department has identified the most critical need to be a medium security custody facility that will provide opportunity for progressive transitional programming to address offender reentry needs and reduce recidivism.

**PS: 2.02.** The existing Men's Correctional Facility has one small classroom to serve more than 300 inmates. The proposed jail will have four dedicated classrooms, auxiliary program space in multi-purpose rooms, and a cell design to accommodate a higher classification of inmates than the present jail. There will be additional instructional space at the adjacent Day Reporting Center and Vocational Training Center portions of the proposed jail project. In both of the latter cases, there will be significantly more program space than presently available.

**PS 2.03.** The housing units will share four dedicated classrooms. Other instruction will be offered in several multi-purpose rooms. Each inmate will be responsible to exhibit positive behavior on a daily basis to continue to participate in a programming housing unit. To assist this, simple incentives will be offered, such as pillows and contact visits with family members. Four administration segregation cells will be available for temporary isolation of inmates who are disruptive during programming sessions. The Day Reporting Center, which also will have dedicated classroom space will be connected to the administrative unit for the facility, but no direct connection to secured housing units. This arrangement will protect offender safety while maximizing efficiency and communication between programming and sworn staff. The arrangement also will allow for proper identification, as well as tracking of all offenders

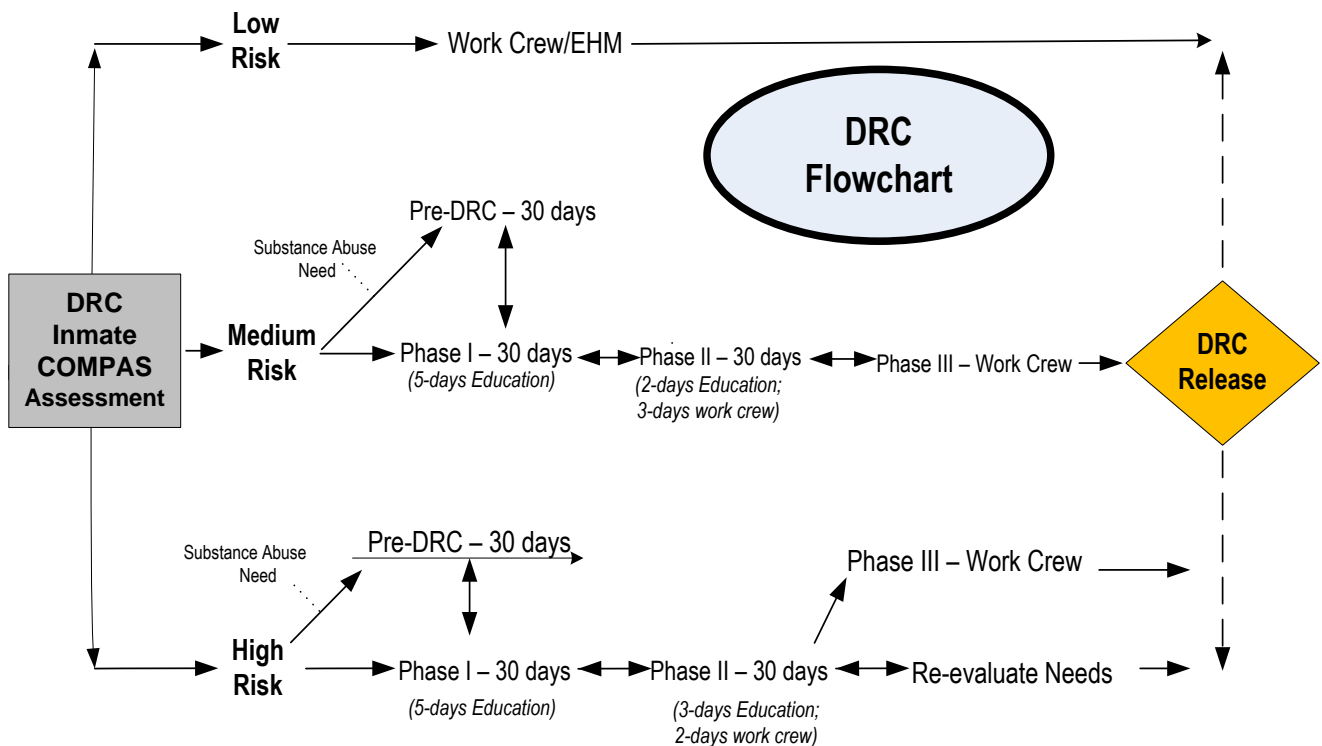


involved with programs. Finally, a vocational training center, with several shop spaces for hands-on learning, will adjoin the facility.

**PS: 2.04.** As explained in PS: 2.03, the housing units will be adjacent and share four classrooms, enhancing efficient use of teaching staff. Prospective programming includes the men’s RSAT program, currently offered at MCF, and the new women’s RSAT program, currently offered at the Adult Pre-Trial Facility. All six RSAT counselors will, thus, be available for both men’s and women’s programs, capitalizing on their individual strengths.

Another program that will be transferred to the new housing facility will be the transitional housing unit, which is scheduled to open soon in Pre-Trial with AB 109 funds. The transitional unit will help offenders develop individualized plans during their final 90 days of custody to enhance successful reentry in the community.

A Pre-DRC unit is planned for inmates who qualify for the DRC but according to their SASSI-3 assessment would benefit by having substance abuse treatment prior to DRC



enrollment. In the past, inmates have enrolled in the DRC program with the expectation they would not use illegal drugs. Often, these inmates are returned to custody for drug use. With the combination of both assessments, COMPAS and SASSI-3, inmates will have a better chance of being successful upon enrollment in the DRC program and their eventual reentry into the community. The Sheriff's Department will be able to offer GED classes and testing to more inmates, with the majority of the inmates who want to make life-long changes being housed in a common area. The new computer-based GED testing will be an asset to this program and will enhance the individualized reentry plans.

The second component to the Programs Facility will be the Day Reporting Center. While the two units, Programs Housing and the DRC will be separate entities they are still in the same proximity, thus creating an environment that flows both forward and backwards based on the inmates behavior. Inmates will be assigned classes based on their COMPAS and SASSI-3 assessments. Their progress will be monitored and they will be graduated to the next level as they show appropriate growth, with the ultimate goal release with a viable reentry plan.

The third component of the facility will be the vocational trades building. This building is designed with four workshops and a central classroom for teaching vocational concepts. Currently, the Sheriff's Department's vocational training includes construction, fork-lift, engraving, and farming skills. The department will modify the curriculum this winter when it begins a program of regular vocational skills assessments of virtually the entire jail system population. The department will then match these vocational interests of offenders with an analysis of local labor market data to modify its vocational instruction to provide marketable skills for offenders. The department will update its vocational curriculum periodically to ensure

it is in line with economic trends. The skills taught in the vocational instruction program will be enhancements to the cognitive based therapy and educational instruction offenders will receive.

**PS: 2.05.** Simply stated, the Sheriff's department and all of the collaborative partners will be able to maximize the opportunities provided to the inmates through effective programs whether they are in-custody, or involved in one of the Alternatives to Incarceration programs. The program is designed to move inmates forward through the system and when necessary move backwards to revisit areas they are still having issues with. It is designed to provide programs that address the individual needs of the inmates with the best possible outcomes. One size does not fit all.

The new behavioral classification model will ultimately provide a safer and more secure jail setting. Custody staff will be trained in effective programs, use of authority, and have an understanding of motivational interviewing, evidence based practices, and cognitive behavioral treatment.

### **3. Offender Management and Programming**

#### **Bed Construction**

**B. 3.01.** Through assessments inmates will be placed in programs that are best suited toward their own personal risks and needs. The secure programming area of the proposed facility is being developed in conjunction with a new classification system, allowing those inmates with more serious offenses the opportunity to participate in programs. This is a voluntary Programs Facility with inmates agreeing to be on their best behavior with rewards and sanctions built in. Promotion to various classification levels are attainable through hard work. While there is more freedom of choice for programs and tailored-made reentry plans, the inmates will be held accountable to "getting along" with all program participants – this facility will be

considered a neutral zone and when they follow the rules and guidelines as established they get to move forward to more rewards and freedom – such DRC or EHM.

**B: 3.02.** The CCP plan clearly addresses the issues of MCF, under the Sheriff’s Department implementation plan it identifies MCF as the oldest jail, with certain buildings dating back to 1941. MCF is comprised of four different free standing buildings and designed with a direct supervision, open-dorm setting.

As stated in the plan, “The Sheriff’s Department has offered reentry counseling to inmates on a limited basis, such as for habitual drug offenders in our Residential Substance Abuse Treatment program. The influx of AB inmates has forced the department to revisit the reentry counseling issue.”

As a result of the CCP plan the Sheriff’s Department has implemented a Women’s RSAT, currently housed at Pre-Trial and will be moved to the Programs Facility upon completion. Additionally, hiring is currently underway for a reentry coordinator to establish a specialized reentry housing unit. This too will be moved to the new facility.

By placing these various programs under one consolidated roof, it creates more efficiency in providing programs, and allows the interchangeable use of providers throughout the complex.

**B. 3.03.** In alignment with the County’s CCP, the jail system plans to assess all inmates at intake or within the first 10 days of incarceration. The chosen assessment tool is COMPAS, an evidence-based assessment tool that measures risk and needs. This assessment will be a key component in the new behavioral classification and determine appropriate placement of inmates.

The COMPAS assessment will be utilized throughout the inmates incarceration, whether it is to determine if they are a candidate for the electronic home monitoring, the Day Reporting Center, or determine which classes would best suit them. The needs identified will be utilized in

creating their reentry plan. The COMPAS will also be used by the courts to determine pre-trial assessments and the best course of action for the inmate based on the assessment.

The Probation Department is also looking into utilizing the SASSI-3 which is an assessment tool that determines high to low probability of substance use disorders and provides clinical insight into level of defensiveness, willingness to acknowledge problems, and the desire for change. The assessment would be very helpful in determining placement into the RSAT program, Reentry Housing Unit, and/or placement into the DRC program.

The Sheriff's Department has recently purchased an interest and aptitude assessment through Vocational Research Institute. Data from this assessment will be used to help determine the vocational programs that are best suited for the inmates based on their interests and their aptitudes. Most importantly, the data provided to the inmates will help with their reentry plans and what the opportunities are for change.

Jail Population management will largely be affected by the change offered in the Behavioral Management classification. Inmates will be classified based on their COMPAS scores and will have the opportunity to prove themselves through their positive behaviors. Positive behaviors will move the inmate up the levels and afford them more opportunities to make lifestyle changes. On the flipside, those inmates who do not demonstrate positive attitudes or are non-compliant will be housed in separate areas more conducive to their negative attitudes. There will be clear rewards and sanctions dependent upon their individual performance.

**B: 3.04.** California Department of Finance population forecasts reveal that Tulare County is the fastest-growing county among the 14 medium-sized counties listed in the SB 1022 program. Also, average daily population of the County's jail system consistently tops 95 percent of capacity. In addition, the County's Capital Projects Plan, states the County's intention to close

down and demolish two County jails (the 366-bed Men’s Correctional Facility and the 264-bed Main Jail) over the next several years due to numerous structural and other issues. All of these factors greatly outweigh the addition of 514 beds in the South County Detention Center, expected to open in fall 2018.

### **Program Space Construction**

**PS: 3.01.** The County’s offender management goals were expressed in PS: 1.05 and B: 3.01. The goals clearly state the County Jail System’s attention to providing appropriate risk assessment, programs, pre-trial, and alternatives to custody programs for inmates. The proposed facility would significantly enhance the jail system’s capacity in all these areas, thus greatly improving rehabilitative services for offenders.

A restructuring of the DRC will occur with the focus shifting from a work crew to a viable evidence-based program endorsing inmate behavioral changes. Four classrooms targeting the essentials necessary for our inmates to be successful – allowing a daily classroom schedule with their own personal needs being addressed.

In addition to the basic needs being addressed in the DRC for effective behavioral changes, a subset to these components is offering skills training opportunities to the inmates. The vocational trades building (the third component) will accomplish that task. Currently, being offered is a building trades program and an engraving shop. A decision is pending involving the other two workshops. The decision will be based on inmates interest/aptitude assessments and the labor market forecast for jobs in the area.

**PS: 3.02.** The County’s CCP plan states: “realigning low-level felony offenders whose most recent conviction is not for serious, violent, or registerable sex offenses to locally run community-based corrections programs, which are strengthened through community-based

punishment, evidence-based practices, improved supervision strategies, and enhanced secured capacity, will improve public safety outcomes among adult felons and facilitate their reintegration back into society.”

The program space, whether inside the secured facility or in the new DRC, meets our CCP guidelines. The primary programs offered adhere to evidence-based practices; involve viable assessment tools for public safety; trained staff, custody and civilian, understanding motivational interviewing strategies for effective supervision; and collaboration between the multiple criminal justice partners with successful reintegration into the community.

**PS: 3.03.**

<b>Programming Principles</b>	
• Evidence -based practices w/fidelity	
• Assessments – COMPAS, SASSI-3, and VRI	
• Trained Staff (Custody/Civilian)	
• Classroom Space - in the module	
• Access to different classifications (gangs, drop-outs, etc.)	
<b>Programs and Locations</b>	
<b>Jail</b>	<b>Vocational Center</b>
RSAT - Men's (Med-High risk)	Building Trades
RSAT - Women's (Med-High risk)	Grounds Maintenance
GED/ESL (Low-High risk)	Farming Skills
Pre-DRC - AOD (30 days prior to DRC)	Forklift Certification
Transitional Housing Unit (last 90 days of sentence)	Engraving Skills
<b>Day Reporting Center</b>	
1. Graduated program of Services (Med-High Risk)	
a. Initially more intensive programing:	
High - 5 days a week education for 1 month	
Med - 3 days a week education at least 1 month	
b. Advancement to only 2-3 days a week, graduate to vocational/farm	
2. Random Drug Screening - 5% of DRC population weekly	
3. GED Class - (Low-High Risk)	
4. Classes offered - CBT, Reentry, AOD, Parenting, Anger Management and Life Skills	

Inmate programs will be evidence-based, focusing on the criminogenic needs; anti-social attitudes; anti-social friends; substance abuse; lack of empathy; and impulsive behavior. The main curriculum will center around evidence-based CBT programs, such as, Thinking for a Change (NIC); Moral Reconciliation Therapy (CCI); and Residential Drug Abuse Program (Change Company). These programs are all recognized by the National Registry of Evidence-based Programs and Practices (NREPP).

**PS: 3.04.** The new classification of allowing a broader classification of offenders to participate in the program is the first step in fostering a reentry model. Inmates will move from the higher classification facilities through demonstrating a willingness to want to change, positive behaviors, and an agreement to comply with the rules and regulations of the Program Facility, specifically the “neutral zone.” In some cases, the reentry process or substance abuse awareness will have already been introduced to the inmates prior to coming to the programs facility.

The COMPAS assessment tool and the SASSI-3 administered to all inmates at the onset starts this process by helping to identify the best resources and placement of each inmate. Determination may be placement into the secure units in the Sequoia Field Program Facility where they can begin the process of reentry either through the transitional housing unit, RSAT program or possibly in the Pre-DRC unit. For some, placement may directly result in being placed in the DRC program.

All programs begin with the end in mind: successful reentry. In order to achieve this goal, strong partnerships must be in place. Seamless reentry is key throughout incarceration, from the beginning when Probation assesses them, to viable evidence-based programs geared



toward CBT practices, to established reentry plans including referrals to medical and mental health appointments, and, finally, follow-through with outside agencies and resources.

**PS: 3.05.** Probation is an essential collaborative partner. Their involvement begins at the first court appearance where some of the inmates are diverted, freeing up space for those inmates who need to be housed in a secure environment. Probation works closely with Programs staff with reentry planning and when appropriate inmates are placed on the EHM program and consultation occurs on the best strategy for individual inmate reentry plans.

Recently, the CCP established a subcommittee that consists of a staff member from the Sheriff's Department, Public Defenders Office, Probation Department, and HHSA. The group's purpose is to look at continuity through the reentry and community supervision process.

Other partners include Visalia Adult School, which provides some of the educational courses, more specifically our GED program; and the courts, which makes referrals to some of the more specialized programs. The rescue missions throughout the county assist with homeless inmates being released from custody. Child Support Services does presentations monthly to the inmates and offers assistance upon release on how to take care of this obligation.

The Sheriff's department has two full-time chaplains to assist and approximately 175 jail ministry volunteers. One of the newest partners is the Ben-e-lect foundation, which trains interested individuals to be mentors to inmates who demonstrate a desire to change and are seeking a mentor upon release. This group is in conjunction with an outside group called Next Steps to Freedom, which helps offenders getting out of jail stay out of jail.

**PS: 3.06.** Currently, AB 109 funds comprise the largest contributor to inmate programs. This funding has allowed the department to move forward with reentry programs, the

implementation of the Women's RSAT program, plans for the South County DRC, and the restructuring of the current DRC center.

There are two grant funded programs. The Men's RSAT program is funded through the Board of State and Community Corrections, which uses pass-through funding from the federal Bureau of Justice Administration. This is a year-to-year grant. The Gang Awareness Parenting Program (GAPP) is funded through First Five of California and has 18 months remaining before renewal.

The Inmate Welfare Fund (IWF) is the primary source of funding for all other inmate programs. The IWF pays for staffing, training, and supplies that directly affect the welfare of the inmates.

How the Affordable Care Act will impact the jails is not known. This is an area that will be watched closely as more is revealed and the initial problems are worked through. The Sheriff's Department recently contracted with Corizon Health, Inc., to replace County administration of medical and mental health services to inmates. This national leader in correctional healthcare systems will also enhance the County's ability to take advantage of any federal or state funds on healthcare delivery for inmates.

**PS: 3.07.** As previously described, COMPAS and SASSI-3-3 assessments are integral to our model of selecting appropriate programs for inmates. The COMPAS will be initially used at the beginning of this process to divert those inmates at their first court appearance when appropriate and deemed safe by the risk portion of the assessment to other alternative to incarceration programs. The COMPAS assessment will be accessible to all pertinent parties. The Sheriff Department's classification team will closely examine the risk section to help determine the inmate's classification for pre-sentenced individuals. After sentencing, the COMPAS and

SASSI-3 will be used to determine the best program placement, either in-custody or alternative to incarceration programs, such as GED, RSAT, DRC, reentry program, or other appropriate programs. SASSI-3 will determine the level of substance abuse and indicate the best treatment modality by the Sheriff's Department and Probation.

Once placed in a Sheriff's program or released to an outside program, the "needs" section of the COMPAS becomes very important. It helps the staff to determine the most beneficial programs for inmates and to create a viable reentry plan based on specific needs. A Sheriff's inmate programs specialist will review each inmate's needs assessment and place him or her in the most appropriate classes. Probation also uses the needs assessment upon release of the inmate from jail custody to probation.

**PS: 3.08.** The National Institute of Justice (NIJ) and Correctional Program Assessment Inventory (CPAI) are in general agreement about program principles that are most likely to prevent recidivism. These principles were published as a CDCR training manual the Center for Evidenced-Based Corrections, University of California, Irvine, 2006. All of these principles (shown below) are incorporated in some capacity into our programs, either through assessments used, programs in place, training requirements, or evaluation components:

<b>PROGRAMS SHOULD ...</b>
... have a clearly articulated and research-based model
... target offenders who are at the greatest risk to re-offend.
... address criminogenic needs.
... be delivered at the highest reasonable level of intensity.
...be responsive to the temperament, learning style, motivations and culture of offenders.
... use positive incentives and appropriate sanctions.

... produce continuities between program activities and pro-social offender support networks.
...contain staff training and education that is appropriate and adequate for the purpose of the program.
...should measure performance and use that information for continuous improvement.

**PS: 3.09.** The Sheriff’s Inmate Programs Manager has been with the Department for 16 years. She has her bachelor’s degree in Management and Organizational Development, and is a Certified Jail Manager by the American Jail Association. Inmate Programs Specialists fill a number of the other positions. The position requires a minimum of two years of experience in this field, or education equivalency, such as a degree in criminology, social work, or related field.

The Department contracts with outside agencies for a variety of specialized services. All contracted staff are well-versed in their subject areas. When contracting for services with a Substance Abuse Treatment provider, the department expects AOD certification. The department has an agreement with Family Services of Tulare County to provide parenting educators and a facilitator to teach anger management and parenting classes. Typically, these instructors have Social Work degrees. The Sheriff’s Department recognizes that importance of having custody staff trained in “Program Thinking,” such as motivational interviewing, evidence-based practices, reentry, and effective use of authority. Plans are in place to begin structuring classes to address these training components with custody staff.

**PS: 3.10.** The target population will be similar to the population currently housed at our Men’s Correctional Facility and those currently enrolled in the Day Reporting Center. There will be a few differences with the broadening of the classification. The housing component will house up to 388 inmates, this number represents the current capacity of MCF plus an additional 22 beds due to expected growth of our inmate population. With the direct supervision model and

secure setting, the department can allow inmates with higher risk assessments into the new facility. Additionally, the programs facility will house women in the RSAT program and a transitional housing unit. All inmates will sign an agreement of participation to abide by the rules. The facility will be considered a neutral zone, as previously explained, as an area where all inmates agree to get along with each other regardless of gang affiliation. Sanctions and rewards will be part of the everyday experience.

The daily target population for the DRC and vocational components of the new facility will be approximately 125 to 150 inmates. The average daily attendance in DRC classes will be approximately 60 inmates with four classrooms running full days of 15 students per period. Those completing the educational component of the DRC program will advance to the workforce and/or vocational programs available.

#### **4. Administrative Work Plan**

**4.01.** The Sequoia Field Program Facility project will be handled start to finish by a County Core Construction Team. This team will participate throughout the programming and design phases, bidding and award, construction, transition and occupancy. The Core team members will be representatives of the Capital Projects and Facilities Department and the Sheriff's Department.

The Tulare County Capital Projects and Facilities Department will provide the overall coordination of the project. Kristin Bennett, the County's Director of Capital Projects and Facilities, will serve as the County Construction Administrator. She will be assisted by Ted Phipps, Capital Projects and Facilities Manager. They will serve as project management leads, provide direct administration and oversight of the full Core Construction Team as well as the

multi-disciplinary Project Team. They will also oversee and manage the contracted Construction Management and Architect.

Sheriff's Department members of the core construction team will include Sheriff's Captain Keith Douglass as the Project Contact Person and Sheriff's Lieutenant Tim Fosnaugh as Sheriff's Project Manager. These individuals will represent the interests of the Sheriff and provide technical assistance and operational expertise. The Captain and Lieutenant will also lead the Transition Team.

County Administrative Officer Jean Rousseau will provide direction and oversight as the Project Financial Officer. Tulare County Board of Supervisors will also play an active role in project updates and review. The Capital Projects and Facilities Director and Capital Projects and Facilities Manager, will lead the multi-disciplinary Project Team consisting of County staff from the following Agencies and Departments: Sheriff, Capital Projects and Facilities, County Administrative Office, County Counsel, General Services Property Management, Health and Human Services, Information and Communications Technology, and Resource Management Agency.

Clerical support for accounting, project record keeping and documentation will be provided by Capital Projects and Facilities Principal Account Clerk and Sheriff's Department Office Assistant III. A full-service Construction Management firm will be contracted to provide all aspects of construction management throughout the full project. Contracted Architect will be responsible for the development of the full plans and specifications. The Architect will respond to all inquiries throughout the project.

**4.02.** Tulare County has a successful record of completing major Capital Projects on-time, within budget and utilizing a variety of financing opportunities. Tulare County constructed

a state-of-the-art 210 bed Juvenile Detention Facility in 1997-99 under special legislation for staffing patterns and facility regulations. The Facility was financed through a local ½ cent sales tax measure. Within the same time period, Tulare County constructed the 384-bed Adult Pre-Trial Facility financed through certificates of participation. The County utilizes the Millennium Fund, an endowment, funded through tobacco tax settlement revenues, to fund capital projects and major maintenance projects throughout the County. Tulare County is a successful recipient of AB900 Phase II Jail Construction Financing Program funds and is currently in the design phase of a 514-bed South County Detention Facility.

The County's successful approach to Capital Projects incorporates the support of the Board of Supervisors, the County Administrative Officer, Capital Projects staff and the end-user department as well as all appropriate support departments. Community outreach is also an important component of the process. The Tulare County Capital Projects & Facilities Department is ready to contract architectural and construction management firms to complete the project.

The Sequoia Field Programs Facility will benefit from the same project planning approach. Project planning began in 2008 when the Sheriff's Department engaged Omni-Group, Inc. Planning Consultants in association with Mark Morris Associates to complete a detention needs assessment. The study outlines the construction requirements to address the growing inmate population. With AB 109, needs have been accelerated. Additionally, Sheriff's management has been touring the state, visiting detention facilities to review various design and operational models. Emphasis has been placed on programming space and alternative program opportunities.

Working in conjunction with the Board of Supervisors and the County Administrative

Office, the Sheriff's Department is positioned to launch the Sequoia Field Programs Facility. Property search and site identification have been completed. County-owned property has been identified for the facility location. Property due diligence will be completed and submitted with the application.

The County Resource Management Agency, Planning Division Environmental Unit has completed the required CEQA process for the proposed project. The required documentation will be submitted with the application.

**4.03.** Tulare County is ready to proceed with the project. In essence, Tulare County has already initiated the project. Through the needs assessment, the Board of Supervisors, County Administrative Office and Sheriff have defined the detention needs of Tulare County and are ready to implement the plan.

Financing opportunities through SB 1022 provide the mechanism for Tulare County to fund the much needed establishment of a Sequoia Field Program Facility.

Support from the Board of Supervisors, AB 109 Community Corrections Partnership, and community members demonstrates the recognition of the need for this project. Sequoia Field Program Facility will be integral to meeting the needs.

**4.04.** The development of the timeline for the Sequoia Field Program Complex has been completed in collaboration with appropriate County staff to ensure that the dates are achievable and that all State review periods and requirements have been incorporated into the timeline.

Upon notification of conditional award on January 15, 2014 (estimated), Tulare County will fully launch the Sequoia Field Program Facility project. The key activities of site assurance, real estate due diligence and CEQA are already completed with appropriate paperwork submitted with the application to satisfy the preference criteria. Project establishment by the State Public



Works Board is anticipated by July 15, 2014.

The key milestone of the schematic design and operational program statement submission will be met within 24 months of the award notification by February 15, 2015. Six months is anticipated for completion of the schematic design by County-contracted architect.

Design development will proceed following approval of schematic design. Six months have been allocated for completion of this step with submission to the state by August 15, 2015. Concurrently, the staffing/operating cost analysis will be presented to the Tulare County Board of Supervisors and submitted to the State by August 15, 2015.

It is anticipated that value engineering and cost estimates will be completed during the design development phase. These activities will confirm that a cost-effective project is being developed. Once State approval of the design development documents has been received, the architectural team will proceed with the completion of the construction documents. Completion of construction documents should be accomplished in eight months. A constructability review will be completed to verify plans and minimize change orders. A cost estimate will also be completed utilizing the construction documents.

Construction Documents will be submitted to the State by August 1, 2016, and the Pooled Money Investment Board Loan Request will be initiated and completed by February 1, 2017.

With approved construction documents and loan request, the finance action to award the construction contract will be initiated. Following the execution of the contract by the Tulare County Board of Supervisors and the State, the bid documents will be released February 1, 2017. Tulare County is allowing four months for the bidding phase and the required reviews finalized by June 1, 2017.

Notice to Proceed is anticipated by the State by July 8, 2017, meeting the requirement of

issuance within 42 months of award. Construction is estimated as 24 months with completion by August 15, 2019. Staffing and occupancy would be accomplished by November 15, 2019.

## **5. Budget Review and Reasonableness**

**5.01.** The proposed Sequoia Field Program Facility would represent a milestone achievement for the County Jail System: (1) The entire facility will be program-oriented and focus on successful reentry into the community by offenders and to lower recidivism rates. (2) A state-of -the-art facility will be comprised of a jail, a day reporting center, and a vocational training center. (3) The facility will replace and significantly enhance buildings that date as far back as the 1940s. Some buildings that will be replaced are condemned; the County's Capital Improvement Plan lists all buildings on site for future demolition. (4) The new facility will enable the County to expand evidence-based programs offered by the County Jail System. The complex's design will allow higher-classification inmates to participate. A reward system will encourage success by all participants.

The County of Tulare drew upon its recent experience with its AB 900 jail project to prudently allocate expenses in its projected SB 1022 budget. Architectural, construction management, and construction costs are based on prevailing rates for such expenses. The County will rely on a competitive bid process to select architectural and construction management services. Qualifications of bidders will be carefully reviewed for these services, further assuring quality performance of firms selected for these activities. The County has conservatively budgeted 5 percent for escalation and contingency costs during construction. A conservative approach will be taken in selecting equipment, furnishings, and other items to be paid by SB 1022 grant funds.

The County will apply \$4.4 million in cash and in-kind matching funds for the project.

The County Board of Supervisors has placed \$2.2 million in reserve funds to a special account designated for this purpose to meet the cash match requirement. The County has strictly adhered to SB 1022 program requirements in developing its budget of \$2.2 million of in-kind contributions to the project.

**5.02.** Energy-efficient design components will significantly lower operating and maintenance costs over present facilities. The project's layout will bring together housing, educational, and vocational components, lessening inmate movement between components, enhancing staff efficiency.

**5.03.** The County will utilize a 10-acre parcel it already owns for the project, thus saving \$125,000 in land acquisition cost. The County used experienced staff to update the require needs assessment and proposal. County construction officials, with experience in overall supervision of an AB 900 project, will manage this one to successful completion and within budget.

**5.04.** A variety of federal, state, and local funding sources will be utilized for program delivery. These will include Residential Substance Abuse Education (RSAT), Gang Awareness Parenting Program (GAPP), and other grant funding to facilitate program operations. AB 109 funds will assist with staffing. The County recently contracted with Corizon, a national company for healthcare delivery in correctional settings. Corizon will assist the County Jail System in taking advantage of the Affordable Healthcare Care Act and other healthcare opportunities.

**5.05.** The proposed project is designed to expand and maximize the effect of educational, cognitive behavioral and vocational training of the County Jail System. Those components will be combined with enhanced reentry services for successful transition of offenders back into the community. It is anticipated that this synergistic approach will lower recidivism rates, thus lowering correctional costs to the County Jail System.