



DEPARTMENT OF CORRECTIONS AND REHABILITATION  
CORRECTIONS STANDARDS AUTHORITY

**2007 LOCAL JAIL CONSTRUCTION  
FUNDING PROGRAM  
PROPOSAL FORM**

*This document is not to be reformatted.*

A13-08

**SECTION 1: PROJECT INFORMATION**

**A: APPLICANT INFORMATION**

COUNTY NAME

Sutter County

AMOUNT OF STATE FUNDS REQUESTED

\$ 5,990,288

SMALL COUNTY  
(200,000 OR UNDER GENERAL COUNTY  
POPULATION)

MEDIUM COUNTY  
(200,001 - 700,000 GENERAL COUNTY  
POPULATION)

LARGE COUNTY  
(700,001+ GENERAL COUNTY  
POPULATION)

**B: TYPE OF PROJECT**

FACILITY NAME

Sutter County Jail

NEW FACILITY

EXISTING FACILITY

FACILITY TYPE (II, III or IV)

II

REGIONAL JAIL PROJECT

STREET ADDRESS

1077 Civic Center Blvd

CITY

Yuba City

STATE

CA

ZIP CODE

95993

**C: BRIEF PROJECT TITLE**

**Sutter County Jail Expansion Project**

**D. SCOPE OF WORK - JAIL CONSTRUCTION (CHECK ONE)**

BUILDING NEW FACILITY

RENOVATION/REMODELING OF  
EXISTING FACILITY AND ADDING BEDS

ADDING BEDS AT EXISTING FACILITY

WILL THE PROPOSED PROJECT BE USED TO REPLACE AN EXISTING FACILITY?

YES

NO

**E. NET BED GAIN, COUNTY-WIDE**

Include the TOTAL number of CSA-rated beds and non-rated special use beds FROM ALL DETENTION FACILITIES COUNTY-WIDE that will be added, eliminated or gained as a result of the project. (+BEDS ADDED -BEDS ELIMINATED =BEDS GAINED)

	No. of rated beds added	No. of rated beds eliminated	No. of rated beds gained
MINIMUM SECURITY BEDS	0	0	0
MEDIUM SECURITY BEDS	14	0	14
MAXIMUM SECURITY BEDS	28	0	28
SPECIAL USE BEDS	No. of non-rated beds added 0	No. of non-rated beds eliminated 0	No. of non-rated beds gained 0
COUNTY-WIDE TOTAL	No. of beds added 42	No. of beds eliminated 0	No. of beds gained 42

**F: APPLICANT'S AGREEMENT**

By signing this proposal, the authorized person assures that: a) the county will abide by the laws, regulations, policies and procedures governing this funding; 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.

**NAME AND TITLE OF PERSON AUTHORIZED TO SIGN AGREEMENT (SHERIFF, DIRECTOR OF CORRECTIONS, OR BOARD OF SUPERVISORS' CHAIR)**

JIM DENNEY, SHERIFF-CORONER

**AUTHORIZED PERSON'S SIGNATURE**



**DATE**

3/17/2008

**G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR**

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

**COUNTY CONSTRUCTION ADMINISTRATOR**

Douglas Gault

**DEPARTMENT**

Sutter County Department of Public Works

**TELEPHONE NUMBER**

(530)822-7450

**STREET ADDRESS**

1130 Civic Center Blvd

**FAX NUMBER**

(530)822-7457

**CITY**

Yuba City

**STATE**

CA

**ZIP CODE**

95993

**E-MAIL ADDRESS**

dgault@co.sutter.ca.us

**H: DESIGNATED PROJECT FINANCIAL OFFICER**

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

**PROJECT FINANCIAL OFFICER**

Walter Cassi

**DEPARTMENT**

Sutter County Department of Public Works

**TELEPHONE NUMBER**

(530)822-7450

**STREET ADDRESS**

1130 Civic Center Blvd

**FAX NUMBER**

(530)822-7457

**CITY**

Yuba City

**STATE**

CA

**ZIP CODE**

95993

**E-MAIL ADDRESS**

wcassi@co.sutter.ca.us

**I: DESIGNATED PROJECT CONTACT PERSON**

This person is responsible for project coordination and day-to-day liaison work with CSA. (Must be county personnel, not consultants or contractors, and must be identified in the Board of Supervisors' resolution.)

**PROJECT CONTACT PERSON**

Lewis F. McElfresh JR

**DEPARTMENT**

Sheriff's Department

**TELEPHONE NUMBER**

(530)822-7424

**STREET ADDRESS**

1077 Civic Center Blvd

**FAX NUMBER**

(530)822-7318

**CITY**

Yuba City

**STATE**

CA

**ZIP CODE**

95993

**E-MAIL ADDRESS**

lmelfresh@co.sutter.ca.us

**SECTION 2: COST AND BUDGET SUMMARY**

**A. COST SUMMARY**

Indicate the amount of state funds requested and the amount of cash match and in-kind match the county is contributing in defining the total eligible project cost. The amount of state funds requested cannot exceed 75% of the total eligible project cost or the respective capped state dollar amounts as shown below, whichever is the smaller amount, regardless of county size. (Any county meeting the minimum cash match requirement will receive points for cash match; greater points will be given to those projects with more cash match when computed as a percentage of the total state funds requested.) Small counties may request a reduction of in-kind match. See below.

FUND SOURCE	AMOUNT	% OF TOTAL
<b>State Funds Requested:</b> (May not exceed: \$100,000,000 for large counties; \$80,000,000 for medium counties; \$30,000,000 for small counties).	\$5,990,288	82.00%
<b>Cash Match:</b> (large counties - 10% minimum) (small & medium counties - 5% minimum)	\$958,494	13.12%
<b>In-Kind Match*:</b> (large counties - 15% maximum) (small & medium counties - 20% maximum*)	\$356,740	4.88%
<b>TOTAL ELIGIBLE PROJECT COST:</b>	\$7,305,522	100 %

**\*SMALL COUNTIES REQUESTING MATCH REDUCTION:**

Counties under 200,000 in population may petition the Corrections Standards Authority (CSA) Board for a reduction in the percentage of in-kind match contribution. (Small counties must still contribute a minimum of 5% cash match.) Counties have two options for submitting a petition for a reduction in match as detailed below. Counties may not petition after funding award.

- 1. Advance notice.** Counties interested in petitioning the CSA Board at the earliest possible Board meeting date, and prior to submittal of a proposal by the March 18, 2008 deadline, must contact CSA staff as soon as possible to make arrangements.
- 2. Concurrent with the submittal of the proposal.** Counties may submit a petition with their proposal and request that their petition go before the CSA Board at the next possible Board meeting date.

If your county has or will be petitioning the CSA Board for a reduction in in-kind match, please check the appropriate box below and provide the requested details.

**Advance Notice** – Please indicate the date of the CSA Board meeting in which your petition was heard, the outcome of the petition request, and the in-kind match percentage the county must now contribute:

**Concurrent with Submittal of Proposal** – Please state your in-kind match reduction needs and request, including the request for the petition to be heard at the next possible CSA Board meeting:

**B. BUDGET SUMMARY**

Consistent with the Cost Summary in Section 2, indicate the amount of state funds, cash match and in-kind match allotted to each budget category. In the space below the table, provide a brief explanation of line items as requested.

LINE ITEM	STATE FUNDS	CASH MATCH	IN-KIND MATCH
1. Construction (No moveable Equipment/Furnishings)	\$5,990,288	\$0	\$0
2. Architectural		\$768,834	\$25,000
3. CEQA		\$0	\$8,000
4. Construction Management		\$189,660	\$20,000
5. Audit of Grant			\$30,000
6. Site Acquisition (Cost or Current Fair Market Value)			\$80,560
7. Needs Assessment			\$116,180
8. County Administration			\$62,000
9. Transition Planning			\$15,000
<b>TOTAL PROJECT COST:</b>	<b>\$5,990,288</b>	<b>\$958,494</b>	<b>\$356,740</b>

Provide line item descriptions, including how state funds and match dollar amounts have been determined and calculated, and how budget items are linked to scope of work. Describe how funding sources are maximized for this construction project:

1. Construction funds from Needs Assessment estimated construction cost.
2. Architectural costs (13% of construction costs) include A/E fees, Geotech fees plus County contract administration.
3. CEQA work plan to be done by County staff.
4. Construction management and inspection estimated at 3.5% of project cost plus contract administration by County staff.
5. County estimated work effort for audit.

6. Site current fair market value was obtained from the Sutter County Assessor's office based on recent sales of comparable property.
7. Needs assessment - actual cost for consultant.
8. County staff contract preparation/legal/administration.
9. Transition planning - County estimated work effort.

The scope of work calls for expansion and renovation of the existing facility. The budgeted items will allow for the design and construction of the facility to meet the goal of providing sufficient space for the next 5 - 10 years. In addition, the operation will be more efficient and better utilize staff time.

The only available funding source for cash matching funds at this time is the County General Fund which is a limited source of funds.

## 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, etc.) to ensure that dates are achievable and that the county has reviewed the state agreement requirements portions of the RFP, including project scope and timeline impact due to the State Public Works Board process. Complete the table below indicating start and completion dates for each key event, and including comments if desired. Construction must be complete within three years from Notice to Proceed, and occupancy must occur within 90 days of construction completion.

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Schematic Design with Operational Program Statement	10/1/2008	3/2/2009	
Design Development with Staffing Plan	9/2/2009	5/4/2010	
Staffing/Operating Cost Analysis	9/2/2009	5/4/2010	
Construction Documents	7/5/2010	9/5/2011	
Construction Bids	12/1/2011	3/1/2012	
Notice to Proceed	5/2/2012		
Construction	7/2/2012	3/29/2013	
Occupancy	4/1/2013	6/28/2013	



## SECTION 4: NARRATIVE

Attach up to a maximum of 35 pages of double-spaced narrative (no smaller than 12 point font) ordered in the five (A – E) subject areas indicated below. If it can be written in less than 35 pages, please do so (avoid “filler”). Up to 10 additional pages of essential appendices may be included at the discretion of the applicant. Appendices cannot be used to give required narrative information. Pictures, charts, illustrations or diagrams are encouraged in the narrative or appendix to assist reviewers in fully understanding the proposed scope of work.

### **A. ABSTRACT**

Provide a one-page abstract that summarizes the key points of the proposal, including a description of the scope of work. Be clear and concise.

### **B. PROJECT NEED**

Applicants must demonstrate the county need for the construction project. Include, as applicable and at a minimum, discussion of points listed below. All data sources must be identified.

*Note: If a new facility is proposed or if 25 beds or more are being added to an existing facility, one copy of a needs assessment study containing the elements as defined in Title 24, CCR must be sent to the CSA with the proposal. The proposal narrative must also summarize the county need for state funds, as indicated.*

1. State the conclusions of your needs assessment.
2. Provide the information and statistical data to support the needs assessment conclusions.
3. Identify security, safety or health needs (if any).
4. Identify program and service needs (if any).
5. Describe litigation, court ordered caps or consent decrees related to crowding or conditions of confinement.
6. List non-compliance findings or recommendations from state and local authorities such as the CSA, health department, fire marshal, Grand Jury, building inspectors, or others.
7. Discuss your Average Daily Population (ADP) as compared to system capacity.
8. Describe expected future growth (up to 5 years) and the accommodations you have made for the expected growth.
9. Indicate the extent to which your ADP consists of long-term (routine) contract beds.
10. To the degree possible, provide the latest available demographic data, including trend data if applicable, with respect to:
  - a. County population estimates
  - b. County crime statistics
  - c. Crowding and bed need estimates



- d. Detention facility population data as reported to CSA in the latest Jail Profile Survey that includes:
  1. Inmates with felony versus misdemeanor charges
  2. Inmates with violent versus non-violent offenses
  3. Pre-trial/pre-adjudicated versus convicted/adjudicated offenders
  4. Any additional data to support your state funding request

### **C. DETENTION ALTERNATIVES**

Applicants must include, but are not limited to, the discussion points listed below. Articulate what programming efforts have been undertaken, including evidence-based programs designed to reduce recidivism among local offenders. All data sources must be identified.

1. Demonstrate all appropriate steps to reduce crowding have been undertaken.
2. Describe programs, existing or new, designed to reduce recidivism.
3. Demonstrate efforts to implement a risk-based detention system (or other appropriate model) related to the decision to incarcerate or not incarcerate offenders.
4. Provide a history of actions taken to alleviate crowding.
5. Identify how long various programs have been in place and how successful they have been in reducing reliance on confinement.
6. Describe current population management measures and how effective they have been.

### **D. SCOPE OF WORK AND PROJECT IMPACT**

Applicants must clearly describe the project's scope of work and the impact the project will have on the county's detention system. Applicants are encouraged to build "green" but compliance is voluntary and design or materials must not compromise security.

1. Describe the proposed scope of work specifically payable from state funds, cash match and in-kind match.
2. Define whether the project expands an existing facility or if it creates a new one.
3. Indicate if the county already owns the site.
4. Describe how the scope of work will meet identified needs, or mitigate/remedy/improve conditions.
5. Contrast pre-construction conditions with post-construction conditions, including, if applicable, construction project impact on: a) law; b) compliance with regulations; c) conditions of confinement; d) facility programming; e) continuum of community care; f) safety; g) security; h) health issues and i) program space intended for rehabilitative programs and services designed to reduce recidivism.
6. Describe the extent to which the facility will be "green."

**E. ADMINISTRATIVE WORK PLAN**

The proposal must provide a clear and comprehensive plan for designing, performing and managing the proposed project that is likely to result in success. The project timeline must be thorough, reasonable and clearly articulated. Include in your discussion, at a minimum, the following points:

1. Describe the current stage of the planning process.
2. Describe the plan for project design.
3. Provide the project timeline and milestones.
4. Describe the plan for project management (including key staff names and titles).
5. Describe the plan for project administration (including key staff names and titles).
6. Describe how the county will translate the proposal into a completed project.
7. Describe what the county will do to demonstrate their readiness to proceed.
8. Demonstrate the financial capacity and ability to staff the facility within 90 days of its completion.
9. Describe the functions and responsibilities of project staff/contractors.
10. Describe the monitoring/control protocols that will ensure successful project completion.

## SECTION 5: FUNDING PREFERENCES

AB 900 legislation (Chapter 7, Statutes of 2007), Government Code Sections 15820.907(b) and 15820.907(c) require that jail construction funding preference be given to counties that assist the state in siting reentry facilities; and/or assist the state in siting mental health day treatment and crisis care services to parolees; and/or provide a continuum of care to parolees at the conclusion of their period of parole. Applicants may choose to meet any one or more of these funding preferences. Check the boxes for all that apply.

### A. REENTRY FACILITY SITING PREFERENCE (300 POINTS)

Counties that agree to assist the state in siting a reentry facility will receive a gradation of points within the 300 point range. A resolution from the County Board of Supervisors must accompany the proposal (see Section 6 for requirements and specified resolution language). Each county participating in a regional state reentry facility siting will be qualified for the preference points afforded for that assistance.

**Yes.** 1. 150 points (minimum) – The County has signed an Agreement to Cooperate with the California Department of Corrections and Rehabilitation and in the Board of Supervisors' resolution, stipulates that a Reentry Planning Team is planned or existing, and is evidenced through providing copies of local meeting/planning documents (i.e., letters providing notification of meeting dates and team membership).

**Yes.** 2. 300 points (maximum) – The identified reentry facility site location(s) is stipulated in the Board of Supervisors' resolution, accompanied by a resolution from the City Council if the site is owned by the city, and includes those components named in number 1 above.

**No.** The county is not applying for jail construction funding preference under this criterion.

### B. PAROLEE MENTAL HEALTH SERVICES PREFERENCE (100 POINTS)

Counties that agree to assist the state in siting mental health day treatment and crisis care services to parolees; and/or counties who agree to provide a continuum of care to parolees at the conclusion of their period of parole will receive a gradation of points within the 100 point range. A resolution from the County Board of Supervisors must accompany the proposal (see Section 6 for requirements and specified resolution language).

**Yes.** 1. 50 points (minimum) – The County agrees to assist the state in siting mental health day treatment and crisis care for parolees, and/or the County agrees to provide a continuum of care for mental health and substance abuse treatment so that parolees can continue to receive services at the conclusion of their period of parole.

**Yes.** 2. 100 points (maximum) – The County has identified a physical location at which the mental health day treatment and crisis care services may be provided to parolees; and includes the components of number 1 above.

**No.** The county is not applying for jail construction funding preference under this criterion.

## SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

- A. Attach the County Board of Supervisors' resolution for the project that contains the following:
- Names, titles and positions of County Construction Administrator, Project Financial Officer and Project Contact Person.
  - Authorization of appropriate county official to sign the Applicant's Agreement and submit the proposal for funding.
  - Assurance that the County will adhere to state requirements and terms of the agreements between the County, the California Department of Corrections and Rehabilitation, the Corrections Standards Authority and the State Public Works Board in the expenditure of state funds and county match funds.
  - Assurance that the County has appropriated, or will appropriate after conditional project award but before state/county funding agreements, the amount of match identified by the County on the funding proposal form submitted to the Corrections Standards Authority; identifies the source of cash match and when appropriated, and assures that state and cash matching funds do not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
  - Assurance that the County will fully and safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion.
  - (All projects: Provide the following site assurance for the local jail at the time of proposal or not later than ninety (90) days following the Corrections Standards Authority's notice of Intent to Award): Assurance that the County has project site control through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Corrections Standards Authority.
  - Attestation to \$\_\_\_ as the site acquisition land cost or current fair market land value for the proposed new or expanded jail facility. This can be claimed for on-site land cost/value for new facility construction, on-site land cost/value of a closed facility that will be renovated and reopened, or

on-site land cost/value used for expansion of an existing facility. It cannot be claimed for land cost/value under an existing operational detention facility. (If claimed as in-kind match, actual on-site land cost documentation or independent appraisal value will be required as a pre-agreement condition).

**B.** If the County is seeking preference in the form of additional rating points for assisting the state in siting a reentry facility, the following additional language must appear in the Board of Supervisors' resolution.

1. The County agrees to work with the California Department of Corrections and Rehabilitation toward achieving the goal of improving successful reintegration of adult offenders into the communities of the County.
2. In order to receive the minimum of 150 points, the resolution must state that the County has signed an Agreement to Cooperate with the California Department of Corrections and Rehabilitation, and stipulates that a Reentry Planning Team is planned or existing for the purpose of working collaboratively with the California Department of Corrections and Rehabilitation, as evidenced by providing copies of local meeting/planning documents (i.e., letters providing notification of meeting dates and team membership).
3. In order to receive the maximum 300 points, the resolution must identify the reentry facility site location(s), accompanied by a resolution from the City Council if the site is owned by the city, and includes those components named in numbers 1 and 2 above.

**C.** If the County is seeking preference in the form of additional rating points for assisting the state in siting mental health day treatment and crisis care and/or providing a continuum of care to parolees at the conclusion of their period of parole, the following must be included in the Board of Supervisors' resolution:

1. In order to receive the minimum 50 points, the resolution must state that the County agrees to assist the state in siting mental health day treatment and crisis care for parolees, and/or the resolution must state that the County agrees to provide a continuum of care for mental health and substance abuse treatment so that parolees can continue to receive services at the conclusion of their period of parole.
2. In order to receive the maximum 100 points, the resolution must identify a physical location at which the mental health day treatment and crisis care services will be provided to parolees and include the language from number 1.

## ABSTRACT

Sutter County Sheriff's Department proposes to expand their current jail by 28 maximum security male beds and 14 medium security female beds for a total 42 additional rated beds.

To meet the needs of the projected inmate population for the year 2011, also included in the proposal are the construction of a new female recreation yard, and the renovation of two support areas; the expansion of the kitchen; and the expansion of the medical facility.

The Sutter County Jail was originally built in 1977, with a rated capacity of 79 beds. The jail subsequently went through three expansions: a 62 bed medium security dormitory for males in 1986, a 142 bed minimum security facility for males and females in 1994, and a 52 bed expansion of single cells for males and a minor expansion of the kitchen in 1999.

A recent Needs Assessment concluded that the Sutter County Jail is aging and becoming more overcrowded and labor intensive. The Needs Assessment addressed both the construction of a new facility in a 20-year plan and a plan for jail bed expansion and support area expansion to meet the near term needs for the year 2011. The near term plan includes the addition of 42 rated beds to properly house and segregate the growing population of inmates, the need to expand, modernize and make more efficient the kitchen to help accommodate the jail bed expansion and inmate population who have diverse nutritional requirements, and expand and modernizing the current medical facility which is antiquated, inefficient and lacks the proper space to effectively support the addition of the 42 beds.

The cost of the project is estimated at \$7305,522 in 2008 dollars which includes the requested 82% of state funds of \$5,990,288, 13.2% county cash match of \$958,494 and 4.88% in-kind match \$356,740..



## **PROJECT NEED**

### **Conclusion:**

The Sutter County Jail has reached its 30 year life cycle and its antiquated design is inefficient, dysfunctional and the facility is nearing the point of becoming overcrowded. The Project Team, Lionakis Beaumont Design Group, Dan Smith Associates, and Sutter County Jail Administration, looked at projected county population growth, forecasted expected bookings, projected Annual Daily Population and required jail beds for the year 2011. As a result of their analysis, by the year 2011 the jail will require 470 beds, which is a deficit of 118 beds using the current CSA rated bed cap of 352. Also, the kitchen and medical support areas will need to be renovated and expanded to meet the rise in population. **Supporting Data:**

The existing jail operates under a CSA cap of 352 beds. The jail frequently operates at capacity and at times must utilize alternative release measures to avoid a population that exceeds that cap. Between years 2004 and 2006, the jail frequently experienced peak populations above 330 inmates. Assuming a 10% operational factor which is appropriate in order to adequately segregate inmates, a capacity of 363 beds would be required or eight beds over the existing CSA cap. This overcrowding trend continued and became more exacerbated in 2007, when between March and August the jail experienced peak population levels above 348 inmates with the highest one day peak of 377 inmates on 4/03/2007.

### **Information to Support Conclusion**

The following discussion will address these issues and other issues by functional area.

#### **Inmate Housing:**

The housing units in the original portion of the jail are arranged on a linear/rectangular basis, surrounded by a perimeter corridor. This arrangement prevents direct lines of site from any control station into cells, and creates long circuitous walking distances for correctional staff and inmates being moved.

The existing cell block configuration severely limits opportunities for direct supervision management within all but the new maximum security A-, and B-Pods

The existing housing configuration and bed capacity does not allow for the adequate grouping and treatment of mental health inmates, thereby negating opportunities for focused, common-purpose, efficient and/or enhanced mental health programming and services.

The design does not allow most housing units to directly access exterior recreation space. Consequently, staff must be available to escort select housing units to and from a shared recreation yard. This situation impacts staffing efficiency and potentially creates scheduling difficulties if escort staff isn't available to move inmates.

Inmate Processing Areas:

The inmate booking and release area's limited space and circuitous configuration hinders the safe, efficient and expeditious identification and processing of in-custodies into the facility bookings. This area of operation was not considered for expansion because it is located within the heart of the main jail and because the configuration will not allow for expansion.

The lack of holding cells and related seating capacity impair staff's ability to segregate inmates during booking, release, and off-site/court movements. This area of operation was

not considered for expansion because it is located within the heart of the main jail and because the configuration will not allow for expansion.

- The area's physical layout prevents the efficient monitoring of in-custodies by staff.

Medical Areas:

- The fragmented medical area lacks adequate space to meet the facility's anticipated demand in 2011 for in-patient (non CTC) beds, examination, and treatment rooms, nursing station, laboratory, and support. This lack of adequate space could limit staff productivity and negatively impacts the timely delivery of services.

Food Service:

- The undersized kitchen and related support spaces are overcrowded and are operating well beyond their design capacity. The addition of 42 beds will exacerbate the problem, making it difficult to provide nutritional meals to the inmates.
- With the addition of the 42 inmates, the current storage space will be further taxed well beyond its intended design and will require a frequent need to receive, process and store supplies, which takes time away from staff involved in meal preparation and supervision of inmate workers. The lack of freezer and chiller space also limits the Food Service program to prepare and store food products to be used in the future thereby requiring the full production of hot and cold meals every day.

Safety Needs:

The expansion of the jail the main jail, which was originally built to 1977 fire and seismic standards, will require an upgrade of the fire system. This project will entail installing a modern fire suppression system throughout the main jail, to include the kitchen and medical offices.

### **Non-Compliance Findings**

In the CSA Inspection report dated March 13, 2007, five areas were identified as being non-compliant. Three were related to written policy changes as they related to language within the Sutter County Sheriff's Department Jail manual concerning Use of Restraint Devices. One was based on the inspection of Sobering/Holding Cell Observation Logs. The inspector identified instances where the observer failed to make the required observation twice within 30 minutes and annotate their observation on the log. The fifth non-compliance area related to inmates being removed from the sobering cell when they are able to continue with booking. We disputed this finding as it was merely a matter of opinion as to whether a particular inmate was sufficiently sober to continue with the booking process.

Even though we recognize that our holding and sobering cells are inadequate to support the projected 2011 population we were not found non-compliant as it relates to adequate space in accordance with Title 24 and Title 15.

### **ADP vs. Capacity:**

The Average Daily Population for 2007 was 290 inmates, but during the months of March through June 2007 the ADP was over 300 inmates. The jail has 352 rated beds and those months where the population reached well over three hundred placed a strain in the main jail. Of the 352 rated beds, 148 of the beds are within the minimum detention area, which is detached and separate from the main jail. This leaves 204 beds remaining to classify and house medium and maximum security inmates. Even though there are sufficient beds to house minimum security inmates when the ADP reaches over 300, there is a significant

strain on classifying medium and maximum inmates in the main jail due to lack of bed space.

### **Anticipated Future Growth**

The Project Team conducted an extensive analysis of the historical jail demand, interviewed staff regarding current and anticipated trends, and held several workshops, not only with jail staff, but also with others from the County's law and justice system, including representatives from the Yuba City Police Department (which is the largest source of booking generators at the jail).

In terms of near term demand, the Project Team has forecasted that Projected bookings would increase from the year 2006 baseline of 5,610 bookings to 7,173 bookings by year 2011. The growth equates to a net annual increase of 1,563 bookings, or 27.9%. Correspondingly, the booking rate per 1,000 County residents would increase from 61.2 to 67.9 per 1,000. The projected increase in the rate of bookings results from applying the historical average booking rate per 1,000 that occurred between 2002-2005, which was higher than that which the County experienced in 2006.

The Project Team projects that the average daily population of the jail would increase from the 2006 level of 271 beds to 365 beds by year 2011. Therefore, the year 2011 average population level would likely exceed the jail's existing CSA cap of 352 beds, by 13 beds. Recognize that this deficit excludes any seasonal/weekly peaking factor or operational/jail population management factor. The Project Team forecasted ADP by applying the booking rate discussed above to forecasted total County population (residents) levels, and then by applying increasing lengths of stay figures for each time planning increment, based

on the assumption that the average length of stay in the jail would increase at half the annual rate that Sutter County experienced between 2002-2006.

**County Population Estimates:**

In 2006, the population of Sutter County was 91,669 and is projected to increase to 105,672 by the year 2011, which equates to an annual growth rate of 2.95%. In comparison there were 5,610 bookings in 2006, and is projected to increase to 7,173 bookings in the year 2011 which equates to a projected annual increase of 3.46% versus a 2.95% annual increase in county population.

**Sutter County and Yuba City Crime Statistics:**

**Sutter County Sheriff's Department Crime Statistics for 2007 vs. 2006**

**Part I Crimes**

<u>Violent Crimes</u>	<u>2006</u>	<u>2007</u>	<u>Change from Prior</u>
<u>Year</u>			
Criminal Homicide	2	0	-100%
Rape	9	6	-6%
Assault	<u>482</u>	<u>416</u>	<u>-8.6%</u>
<b>Total Violent Crimes:</b>	<b>493</b>	<b>422</b>	<b>-8.5%</b>
<u>Property Crimes:</u>			
Burglary	376	357	-9.4%
Larceny-Theft	521	521	0%
Motor Vehicle Theft	<u>77</u>	<u>60</u>	<u>-7.7%</u>
<b>Total Property Crimes:</b>	<b>974</b>	<b>938</b>	<b>-9.6%</b>

**Yuba City Police Department Crime Statistics for 2007 vs. 2006**

**Part I Crimes**

<u>Violent Crimes</u>	<u>2006</u>	<u>2007</u>	<u>Change from Prior</u>
<u>Year</u>			
Criminal Homicide	2	4	100%
Rape	21	24	14.3%
Aggravated Assault	<u>177</u>	<u>165</u>	<u>-6.8%</u>
<b>Total Violent Crimes:</b>	<b>250</b>	<b>247</b>	<b>-1.2%</b>
<u>Property Crimes:</u>			
Burglary	459	318	-30.7%
Larceny-Theft	1,326	1,361	2.6%
Motor Vehicle Theft	<u>244</u>	<u>230</u>	<u>-5.7%</u>
<b>Total Property Crimes:</b>	<b>1,029</b>	<b>2,909</b>	<b>-5.9%</b>

**Part II Crimes**

Simple Assault	480	570	18.8%
Forgery/Embezzlement/Fraud	124	186	50.0%
Vandalism	576	454	-21.2%
Weapons Violations	117	92	-21.4%
Sex offenses (Prostitution/other)	57	56	-1.8%
Drugs	295	328	11.2%
Liquor Violations (DUI,etc.)	542	577	24.9%
Other	<u>765</u>	<u>837</u>	<u>9.4%</u>
<b>Total Part II Crimes:</b>	<b>2,956</b>	<b>3,200</b>	<b>8.3%</b>

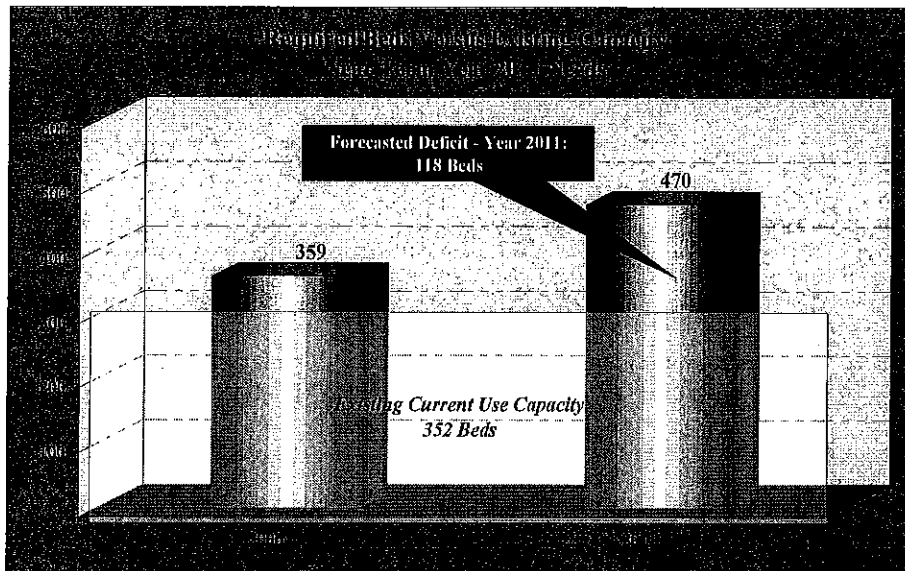


**Bed Needs Estimates:**

In 2007, the population of the jail averaged 290 inmates per day. This population level equates to an additional 94 inmates per day, or an increase of 48% beyond that experienced in 2000. Jail bookings averaged 14 new inmates per day as of the end of last year. In order to determine the number of required jail beds, the Project Team assumed a seasonal/weekly peaking factor of 10% and an operational factor of 90%. These adjustments were then applied to the average daily population forecasts. This process yielded a projected need for 470 beds by year 2011, which results in a 118-bed deficit using the CSA 352 bed cap as baseline. Reference Exhibit 1.1 below.

Exhibit 1.1: Projected Average Daily Population and Required Jail Beds Year 2011

	2007	2008	2009	2010	2011
County Population		91,669	105,672	14,003	15%
Average Daily Jail Population		271	356	85	31%
Peaking Factor (50% of Avg. Hist. Peak)	11.9%	33	43	10	30%
Peak Population		304	399	95	31%
Operational Allowance	85.0%	55	71	16	30%
<b>Total Required Bed Capacity</b>					
Existing Physical Capacity		352	352		
Bed Capacity: Surplus/Deficit		(7)	(118)		
Beds Per 1,000 Co. Residents		3.84	4.45		



*It is important for the reader to recognize that this plan involves adding only 42 beds to the existing facility and therefore falls 76 beds short of meeting the projected net increase of 118 jail beds required by year 2011. Therefore, the proposed plan can be viewed as quite conservative by any means.*

**CSA Jail Profile as of January 2008:**

The Monthly Jail Profile Survey reported to CSA for the month of January 2008 reflects the following. The ADP was 252 with the highest one day count of 306 on January 20, 2008. The ADP of sentenced inmates was 150 males and 21 females. The ADP of sentenced inmates was 64 males and 17 females. The ADP of felony inmates was 137 males and 0 female. The ADP of misdemeanor inmates was 50 males and 65 females. The number of in-house medical visits which include sick-call and physician/mid-level practitioner level was 942.

We do not normally maintain statistics on violent versus non-violent felons, but the classification officer conducted a review of our classification of inmates and determined that on March 4, 2008 the jail classified 35 of 137 felons as violent felons, which is 25.5%. This is merely a snapshot in time and the statistical data will vary from month to month.

## Detention Alternatives

### Steps to Reduce Overcrowding:

The Average Daily Population for 2007 was 290 inmates, but for the months March through June 2008 the ADP was over 300 hundred inmates, with the highest population days exceeding the 352 inmate cap. Based on those high ADP months the jail developed a comprehensive classification plan for early release of misdemeanor non-violent inmates in the event of jail overcrowding. The plan also included a provision to upgrade one minimum dormitory to medium security thereby increasing the number of available beds for medium security inmates by 60 rated beds. The plan was developed to be implemented by reacting to certain factors. One factor that would trigger the implementation of the plan would be the jail reaching 90% of capacity or 320 inmates.

Other alternatives to incarceration would be the expansion of our Alternative Sentencing Programs. The primary programs that would alleviate overcrowding are the Work Release Program and the Electronic Monitoring Program. Currently, the internal policy on the Work Release Program allows people onto the program who have 30 days or less on their sentence. This is an arbitrary number of days established by the sheriff and if necessary that 30 day maximum can easily be increased, thereby reducing the number of inmates that are within the jail. Inmates who are sentenced up to one year are eligible for the Electronic Monitoring Program.

With the proper management of inmates, utilizing these to programs, the potential for jail overcrowding can be mitigated.

### **Inmate Programs:**

We have many programs within the jail that are intended to provide inmates with information and/or education to help them make better life decisions with the intent that those persons can be re-integrated back into the community and not re-offend. The current programs available to the inmates are as follows:

- **Anger Management:** The program is intended to provide inmates with alternative means for expressing anger and methods on how to control their anger.
- **GED:** Provides general education to inmates to assist them in preparing for the GED examination so they can receive their high school equivalency.
- **Hepatitis C Education:** Provides education and/or information on the medical maladies associated with Hepatitis C, methods of contracting Hepatitis C and how to prevent contracting Hepatitis C.
- **Alcoholics and Narcotics Anonymous:** A well established program designed to help those with alcohol and/or drug problems overcome their problems utilizing group therapy.
- **Life Skills For Men:** Provides basic life skills education to help prepare inmates to integrate into the work force when released from jail.
- **Christian Recovery:** Faith based program to provide inmates with alternative methods for dealing with any difficulties they may have associated with alcohol, drugs, or anger management.
- **Road to Recovery:** Faith based program to provide inmates with alternative methods for dealing with any difficulties they may have associated with alcohol, drugs, or anger management.

We do not conduct follow-up on those inmates who take advantage of our programming to determine if they do re-offend upon release; therefore, there is no tool for which to determine the success rate of our programs.

**Alternatives to Incarceration:**

The Sutter County Jail has a comprehensive classification system modeled in accordance with Title 15 and tailored to meet the needs of the jail. We make every effort to release those persons who do not fall within the requirements for immediate incarceration as quickly as possible. However, the choice to incarcerate or not incarcerate is sometimes driven by the local courts. With a few exceptions misdemeanor's are booked into the jail and classified utilizing a Memorandum dated 1993 and mandated by the courts. The memorandum states, in part, Misdemeanor arrests or arrests on misdemeanor warrants are released from the jail on their own recognizance (OR) if the bail amount is \$10,000 or less. Further, with the exception of Colusa and Yuba Counties, which are neighboring counties and can easily pick-up their inmates, out-of-county misdemeanor warrants regardless of the bail amount may be OR'd. This policy does not apply when a person has been arraigned and the bail amount has been reduced to \$10,000 or less. The comment by the court is, "If the court were interested in such a person being released on his or her own recognizance, we could have done so." This policy does not affect felony arrests which are all booked into the jail unless we receive authorization from the courts, on a case by case basis, to release the person.

**History of Alternative Sentencing Programs:**

The Alternative Sentencing Programs such as Work/School Furlough and Work Release Programs have been in place for over 15 years. The primary tool for reducing

overcrowding has been the Work Release Program, which has been a very successful program with a failure rate of less than 2% over the last five years. In 2007, we implemented an Electronic Monitoring Program because of the need to provide an alternative to incarceration for person with serious medical issue that our facility is not equipped to handle. We are currently expanding the Electronic Monitoring Program to include Work Furlough inmates, which will reduce the number of inmates incarcerated. We anticipate that in the near future we will expand the program further on an as-needed basis to reduce overcrowding by releasing non-violent misdemeanor's.

We are confident that the Electronic Monitoring Program will be a successful alternative to incarceration and can help manage inmate population in the future.

**Population Management:**

To date, Sutter County has not been severely impacted with overcrowding that required the implementation of our early release plan. However, with the anticipated county population growth, the projected ADP and need for beds, and the uncertainty of the impact due to any potential early release of prisoners from CDCR, Sutter County will undoubtedly be facing a serious overcrowding issue by the year 2011. Because of the classification system we have in place, the Alternative Sentencing Programs, and the comprehensive plan we developed for overcrowding, we are able to effectively manage our current inmate population. But, we fear that if we do not expand the jail we, like so many other counties, will be forced to release inmates, who have completed only a portion of their court imposed sentence, back into the community.

Overall, we have been successful in managing the population of minimum security inmates with the Alternative Sentencing Programs and this area of the jail has not been

significantly impacted with overcrowding. The main jail has been seriously impacted because it lacks adequate bed space therefore there are times when the efficient and effective classification of inmates is extremely difficult. On one occasion the classification officer had to make over 100 moves of inmates so he could properly and safely classify one new inmate. This is becoming a common practice in the main jail due to the lack of adequate space. Several factors are causing the main jail overcrowding problem, including an overall increase in county population and an upswing in violent crimes in the Yuba City/Sutter County area. Additionally, with the deployment of the newly developed Yuba Sutter Area Gang Enforcement (YSAGE) detail, there has been an increase in the number of validated gang members incarcerated, which creates the need to classify them appropriately. Further, the annual jail days increased from 71,723 in 2000 to 99,067 in 2006. This equates to a net increase of 27,345 jail days, or a 38% increase, which is twice the rate of the county population growth over the same period.

### **Scope of Work and Project Impact**

#### **Proposed Scope of Work:**

The proposed project encompasses the expansion of the current jail by 5,371 square feet and the renovation of 25,105 square feet of the existing jail. This plan calls for the development of: a) one 28-bed male housing unit; b) one 14-bed dormitory for females; c) the construction of a new recreation yard for females, d) a modest rearrangement, renovation, and expansion of the kitchen; and, e) the enclosure and conversion of the existing women's recreation yard into a new medical services area. This new area would house medical out-patient/exam areas and nurse work stations. This project will modestly expand the current facility and renovate portions of the existing facility.



**Project Site:**

The jail expansion will be located on property already owned by Sutter County, and is within the current footprint of the jail.

**Redress of Identified Needs:**

The addition of the 28-bed male housing unit and the 14-bed female dormitory will provide the jail with sufficient rated beds in the main jail to handle any increase in inmate population for the near future. We anticipate that the jail expansion along with the expansion of our current Alternative Sentencing Programs will provide us with sufficient space to meet the jail needs for the year 2011. As previously stated, we do not experience significant difficulty managing the minimum security inmates which are effectively managed with Alternative Sentencing Programs. The primary problems are within the main jail where medium and maximum inmates are housed. The addition of 42 rated beds will modestly reduce the potential for overcrowding within the main jail. Also, an expanded medical facility and kitchen will be needed to meet the demands of the inmate population for the year 2011.

**Green Construction:**

We are utilizing Lionakis Beaumont Design Group Inc. to design the jail and their architects are LEED certified and are Accredited Professionals within the industry. We have had in depth conversations on our desire for the expansion and the renovation to contain as much green construction application as feasible. That will include, but is not limited to, the use of any materials allowed by law that are recycled, the construction of the pod and cells utilizing the most efficient design and construction methods, the use of the most efficient lighting and energy sources, using windows designed to allow for the

maximum use of natural light, and fixtures and toilets that allow for the most efficient use of water.

### ADMINISTRATIVE WORK PLAN

#### Current Planning Process

The initial jail expansion planning process is complete with the submittal of the complete package on or before March 18, 2008. The planning process has included retention of a consultant to prepare a needs assessment and proposed conceptual design and opinion of costs for expansion and renovation of the existing jail.

#### Project Design

County staff is preparing a Request for Proposal for Architectural and Engineering Services to design the project. The consultant and County staff will meet with CSA and State Fire Marshal staff for a pre-architectural design meeting and following each phase of plan submittal.

#### Proposed Milestones

The 30% submittal is expected in September 2009, the 50% submittal in May 2010 and the 100% Construction Documents in September 2011. Construction should commence in July of 2012 and is expected to be completed by March 2013.

05/08/08	CSA notifies County of Intent to Award conditional funds
05/08-10/08	County proceeds with CEQA and provides a copy of the determination to CSA
07/08	County submits site assurance to CSA

09/08	Contract with consultant for A&E services
09/08	Contract for Construction Management Services
09/08-02/09	Preparation of scope and cost documentation and preparation of the Project Delivery and Construction Agreement.
11/08	SPWB Review
10/08-03/09	Schematic Design w/Operational Program Statement (30%)
09/09-05/10	Design Development w/Staffing Plan, Staffing/Operating Cost Analysis (50%)
06/10	SPWB Review
07/10-09/11	Construction Documents (100%)
12/11-03/12	Construction Bids
05/12	Notice to Proceed
07/12-03/13	Construction
04/13-06/13	Occupancy

Project Management, Administration and Delivery

County staff responsible for project administration and management are Barbara L. Johnson, Public Works Engineer, and Captain Lewis McElfresh of the Sheriff's Department. The County intends to utilize the services of a construction management (CM) firm to manage the design phase of the project as well as to provide construction management services. During the design phase the CM project manager will coordinate meetings, ensure that timelines are met, submit plans for review and approve payments. During construction, the CM firm will be expected to provide a wide range of services, including bid coordination and contract award, schedule

management, payment recommendation, change orders and claims, construction observation/inspection, materials testing, quality assurance, and final project completion and acceptance.

In order to go from proposal stage to a completed project the County must:

- Be ready to proceed upon receipt of Notice of Intent to Award
- Allow adequate time for required reviews by CSA, Fire Marshal and SPWB
- Commit time and availability of staff and consultants
- Establish monitoring and control protocols

#### Necessary County Action

The County will demonstrate its readiness to proceed by requesting proposals for project design and construction management. The proposals will have been reviewed and a consultant selected by this summer.

#### Financial Capacity and Ability to Staff

We estimate the increase in annual operating costs for staffing, feeding and other associated costs of manning and running the expanded jail will be \$719,564. Sutter County is fiscally secure and has committed in concept to absorb the additional operational cost. Jail operational funding will be approved during each annual budget cycle.

#### Functions and Responsibilities

CSA will assign a staff person to each County project. This individual will be the primary point of contact and will address questions and coordinate State responses to issues. All communication with CSA will be done by designated County staff. County staff will attend all meetings with State personnel and agencies.

Consultants and/or contractors will attend meetings as requested by County staff. Consultants and/or contractors will prepare the required progress reports and invoices and submit to County staff who will review and submit to CSA. Consultants and/or contractors will be charged with keeping the project on schedule and keeping the County project manager updated on progress and issues.

#### Project Monitoring/Control Protocols

The availability of staff and consultants is an integral factor in the monitoring and control protocols. During the design phase, it is crucial to maintain open and frequent communication. Keeping the project on track and on schedule is of paramount importance. Meetings and progress reports will be required on a regular basis. In selecting the firm to provide Construction Management services, the intent is to use a firm which has a proven record in successful jail project management, and makes use of proven contract administration procedures and controls. In accordance with State requirements, invoices and progress reports will be submitted to CSA on a quarterly basis.