

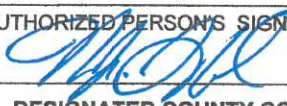


SENATE BILL 863, ADULT LOCAL CRIMINAL JUSTICE FACILITIES CONSTRUCTION FINANCING PROGRAM PROPOSAL FORM

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SECTION 1: PROJECT INFORMATION

A. APPLICANT INFORMATION AND PROPOSAL TYPE				
COUNTY NAME Colusa County		STATE FINANCING REQUESTED \$ 20,000,000		
SMALL COUNTY (200,000 and UNDER GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>		
TYPE OF PROPOSAL – INDIVIDUAL COUNTY FACILITY /REGIONAL FACILITY PLEASE CHECK ONE (ONLY):				
INDIVIDUAL COUNTY FACILITY <input checked="" type="checkbox"/>		REGIONAL FACILITY <input type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Colusa County Detention & Treatment Facility				
PROJECT DESCRIPTION Colusa County 96 bed replacement with Program, Medical, Dental and Mental Health space				
STREET ADDRESS 929 Bridge Street				
CITY Colusa		STATE CA	ZIP CODE 95932	
C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) II	<input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u>				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	0	64	32	0
TOTAL BEDS (A+B+C+D)	96 replacement beds minus 92 decommissioned existing beds equals 4 beds net gain			

E. APPLICANT'S AGREEMENT			
By signing this application, the authorized person assures that: a) the County will abide by the laws, regulations, policies, and procedures governing this financing program; and, b) certifies that the information contained in this proposal form, budget, narrative, and attachments is true and correct to the best of his/her knowledge.			
PERSON AUTHORIZED TO SIGN AGREEMENT			
NAME Joe Garofalo		TITLE Sheriff Coroner	
AUTHORIZED PERSON'S SIGNATURE 		DATE 8-25-15	
F. DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR			
This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
COUNTY CONSTRUCTION ADMINISTRATOR			
NAME Steve Hackney		TITLE Director of Building & Planning Administration	
DEPARTMENT Building and Planning		TELEPHONE NUMBER 530-458-0480	
STREET ADDRESS 220 12 th Street			
CITY Colusa	STATE CA	ZIP CODE 95932	E-MAIL ADDRESS shackney@countyofcolusa.org
G. DESIGNATED PROJECT FINANCIAL OFFICER			
This person is responsible for all financial and accounting project related activities. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
PROJECT FINANCIAL OFFICER			
NAME Robert J. Muszar		TITLE Interim-CAO	
DEPARTMENT County Administrative Office		TELEPHONE NUMBER 530-458-0737	
STREET ADDRESS 547 Market Street			
CITY Colusa	STATE CA	ZIP CODE 95932	E-MAIL ADDRESS bmuszar@countyofcolusa.org
H. DESIGNATED PROJECT CONTACT PERSON			
This person is responsible for project coordination and day-to-day liaison work with the BSCC. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
PROJECT CONTACT PERSON			
NAME Miguel Villaseñor		TITLE Lieutenant	
DEPARTMENT Colusa County Sheriff's Office		TELEPHONE NUMBER 530-458-0203	
STREET ADDRESS 929 Bridge Street			
CITY Colusa	STATE CA	ZIP CODE 95932	E-MAIL ADDRESS mvillasenor@colusasheriff.com

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

Definitions of total project costs for purposes of this program (state reimbursed, county cash contribution, and county in-kind contribution) can be found in the “Budget Considerations” page 22 of the Senate Bill (SB) 863, Construction of Adult Local Criminal Justice Facilities (ALCJF’s) Request for Proposals (RFP). The county cash and in-kind contributions are collectively the county contribution. Those defined costs in the RFP shall be the guide for accurately completing this budget summary section.

In the Budget Summary Table that follows in part D of this section, indicate the amount of state financing requested and the amount of cash and/or in-kind contributions allotted to each budget line-item, in total defining the total project costs. It is necessary to fully include each eligible project cost for state-reimbursed, county cash, and county in-kind contribution amounts.

The in-kind contribution line items represent only county staff salaries and benefits, needs assessment costs, transition planning costs and/or current fair market value of land. An appraisal of land value will only be required after conditional award and only if land value is included as part of the county’s contribution.

The total amount of state financing requested cannot exceed 90 percent of the total project costs. The county contribution must be a minimum of 10 percent of the total project costs (unless the applicant is a small county petitioning for a reduction in the county contribution amount). County contributions can be any combination of cash or in-kind project costs. Small counties requesting a reduction in county contribution must state so in part A of this section. The County contribution must include all costs directly related to the project necessary to complete the design and construction of the proposed project, except for those eligible costs for which state reimbursement is being requested.

State financing limits (maximums) for all county proposals are as follows. For proposed regional ALCJF’s, the size of the lead county determines the maximum amount of funds to be requested for the entire project:

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

A. Under 200,000 Population County Petition for Reduction in Contribution

Counties with a population below 200,000 may petition the Board of State and Community Corrections (BSCC) for a reduction in its county contribution. This proposal document will serve as the petition and the BSCC Board's acceptance of the county's contribution reduction, provided the county abides by all terms and conditions of this SB 863 RFP and Proposal process and receives a conditional award. The county (below 200,000 population) may request to reduce the required match to an amount not less than the total non-state reimbursable projects cost as defined in Title 15, Division 1, Chapter 1, Subchapter 6, Construction Financing Program section 1712.3. If requesting a reduction in match contribution, check the box below to indicate the county's petition.

By checking this box the county hereby petitions for a contribution reduction request as reflected in the proposal budget.

B. Readiness to Proceed Preference

In order to attest that the county is seeking the readiness to proceed with the proposed project, the county included a Board of Supervisors' resolution doing the following: 1) identifying and authorizing an adequate amount of available matching funds to satisfy the counties' contribution, 2) approving the forms of the project documents deemed necessary, as identified by the board to the BSCC, to effectuate the financing authorized in SB 863 3) and authorizing the appropriate signatory or signatories to execute those documents at the appropriate times. The identified matching funds in the resolution shall be compatible with the state's lease revenue bond financing. Additionally see Section 6 "Board of Supervisors' Resolution" for further instructions.

This proposal includes a Board of Supervisors' Resolution that is attached and includes language that assures funding is available and compatible with state's lease revenue bond financing. See below for the description of compatible funds.

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

No Prior Pledge. The county cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the county cash contribution funds and the

Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.

Authorization to Proceed with the Project. The Project proposed in the County's SB 863 Financing Program proposal is authorized to proceed in its entirety when and if state financing is awarded for the Project within the SB 863 Financing Program.

C. California Environmental Quality Act (CEQA) compliance

Has the county completed the CEQA compliance for the project site?

- Yes. If so, include documentation evidencing the completion (preference points).**
- No. If no, describe the status of the CEQA certification.**

D. Budget Summary Table (Report to Nearest \$1,000)

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$ 16,875,000	\$ 0		\$ 16,875,000
2. Additional Eligible Costs*	\$ 1,594,000	\$ 0		\$ 1,594,000
3. Architectural	\$ 577,000	\$ 0		\$ 577,000
4. Project/Construction Management	\$ 938,000	\$ 0		\$ 938,000
5. CEQA	\$ 0	\$ 41,000		\$ 41,000
6. State Agency Fees**	\$ 16,000	\$ 125,000		\$ 141,000
7. Audit		\$ 32,000	\$ 0	\$ 32,000
8. Needs Assessment		\$ 99,000	\$ 0	\$ 99,000
9. Transition Planning		\$ 0	\$ 0	\$ 0
10. County Administration			\$ 0	\$ 0
11. Land Value			\$ 0	\$ 0
TOTAL PROJECT COSTS	\$ 20,000,000	\$ 297,000	\$ 0	\$ 20,297,000
PERCENT OF TOTAL	98.54%	1.46%	0.00%	100.00 %

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

** For State Agency Fees: State reimbursable costs include Real Estate Due Diligence only. State Fire Marshal fees may only be claimed as cash match.

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

- 1. Construction (includes fixed equipment and furnishings) (state reimbursement/cash match):** Construction cost based on programmatic estimate of a stand-alone facility east of the existing jail connecting to the existing secure corridor system. The project includes a new medical and dental clinic, 96 beds to replace existing substandard linear open-bar cells, a pod with safety cells and respiratory isolation room, a variety of program treatment rooms, and new central control. Construction cost is estimated at \$16,875,000 with all construction costs, including DBE Architect of Record, provided by the state and \$0 in cash match provided by the county.

2. **Additional Eligible Costs (specified allowable fees, moveable equipment and furnishings, and public art)**
 - a) **Define each allowable fee types and the cost of each:** Fees are estimated at \$579,000 based on the history of similar projects. Fee allocations include: \$50,000 for building permits/plan check, \$211,000 for construction inspections, \$84,000 for construction testing, \$84,000 for commissioning, and \$150,000 for PG&E relocation of existing site utilities. These fees are to be provided by the state.
 - b) **Moveable equipment and moveable furnishings total amount:** Moveable equipment and furnishings have been estimated at \$1,015,000 based on a history of similar detention projects. These costs are to be provided by the state.
 - c) **Public art total amount:** There are no public art costs associated with the project.

3. **Architectural (state reimbursement/cash match):**
 - a) **Describe the county's current stage in the architectural process:** The County worked with a consultant to develop a conceptual plan for the proposed project. The project will be Design-Build and the performance criteria architect has not been selected yet.
 - b) **Given the approval requirements of the State Public Works Board (SPWB) and associated state reimbursement parameters (see "State Lease Revenue Bond Financing" section in the RFP), define which portions/phases of the architectural services the county intends to seek state dollar reimbursement:** The county intends to seek state reimbursement for all architectural services for development of the performance criteria documents.
 - c) **Define the budgeted amount for what is described in b) above:** Architectural fees for the development of performance criteria are calculated at \$577,000 based on typical fees for the size of the project.
 - d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The County does not intend to provide cash contribution for any portion of the development of performance criteria.

Define the budgeted amount for what is described in d) above: \$577,000 total cost with \$577,000 provided by the state and \$0 provided as cash contribution by the county.

4. **Project/Construction Management - Describe which portions/phases of the construction management services the county intends to claim as:**
 - a) **Cash:** The County will contract with a Project/Construction Management firm upon award. The County estimates the cost for these services at \$938,000 based on a history of similar detention projects. All costs for Project/Construction Management services will be reimbursed by the state with no cash contribution by the County.
 - b) **In-Kind:** \$0 per Budget Summary Table.

5. **CEQA – may be state reimbursement (consultant or contractor) or cash match** The county hired an outside consultant to perform CEQA services for \$41,000 and is shown as county cash contribution.

6. **State Agency Fees – Counties should consider approximate costs for the SFM review which may be county cash contribution (match). \$16,000 for the due diligence costs which may be county cash contribution (match) or state reimbursement. \$16,000 for due diligence provided as state reimbursement and \$125,000 for SFM fees provided as county cash contribution.**
7. **Audit of Grant - Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted:** The county will use the services of a contracted auditor; this cost has been estimated at \$32,000 and will be provided as county cash contribution.
8. **Needs Assessment - Define work performed by county staff (in-kind), define hired contracted staff services specifically for the development of the needs assessment (cash match) :** The county hired an outside consultant to perform needs assessment services for \$99,000 and is shown as county cash contribution.
9. **Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** \$0. Transition planning will be performed by county staff. The county is not providing this service as in-kind contribution.
10. **County Administration – Define the county staff salaries/benefits directly associated with the proposed project.** \$0. County administration will be provided by staff and is not listed as in-kind contribution.
11. **Site Acquisition - Describe the cost or current fair market value (in-kind):** \$0. The county owns the project site and does not intend to list the land value as in-kind contribution.

SECTION 3: PROJECT TIMETABLE

Prior to completing this timetable, the county must consult with all appropriate county staff (e.g., county counsel, general services, public works, county administrator) to ensure that dates are achievable. Please consult the “State Public Works Board (State Capital Outlay Process)/Board of State and Community Corrections Processes and Requirements” section, page 30 of the RFP for further information. Complete the table below indicating start and completion dates for each key event, including comments if desired. Note the required time frames for specific milestone activities in this process. The BSCC Board intends to make conditional awards at its November 2015 board meeting.

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	11/12/2015	2/10/2016	Included with proposal
Real estate due diligence package submitted <u>within 120 days of award</u>	11/13/2015	3/11/2016	To be submitted upon notification of conditional award
SPWB meeting – Project established <u>within 18 months of award</u>	3/14/2016	7/31/2016	
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)			N/A Design Build Project
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	10/3/2016	10/3/2016	
Design Development (preliminary drawings) with Staffing Plan			N/A Design Build Project
Staffing/Operating Cost Analysis approved by the Board of Supervisors	1/11/2016	5/15/2017	
Construction Documents (working drawings)			N/A Design Build Project
Construction Bids or Design-Build Solicitation	10/28/2016	8/3/2017	RFP Competition and Review Period
Notice to Proceed <u>within 42 months of award</u>	8/15/2017	8/15/2017	18 months after award
Construction (maximum three years to complete)	8/15/2017	4/16/2019	20 months to complete
Staffing/Occupancy <u>within 90 days of completion</u>	4/16/2019	7/13/2019	

SECTION 4: FACT SHEET

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

Table 1: Provide the following information

1.	County general population	21,419
2.	Number of detention facilities	1
3.	BSCC-rated capacity of jail system (multiple facilities)	92
4.	ADP (Secure Detention) of system – 2014 Average	79
5.	ADP (Alternatives to Detention) of system – 2014 Average	25
6.	Percentage felony inmates of system – 2014 Average	58.2%
7.	Percentage non-sentenced inmates of system – 1/1/13 through 12/31/13 Average	65.2%
8.	Arrests per month – 2014 Average	86
9.	Bookings per month of system – 2014 Average	109
10.	“Lack of Space” releases per month – 2014 Average	0

Table 2: Provide the name, BSCC-rated capacity (RC) and ADP of the adult detention facilities (type II, III, and IV) in your jurisdiction (county)

	Facility Name	RC	ADP
1.	Colusa County Jail	92	79
2.			
3.			
4.			
5.			
6.			
7.			
8.			

Table 3: List the current offender programming in place and the ADP in each program

Pre-Trial Program		ADP
1.	Individual Therapy Program	4
2.	Seeking Safety Program	2
3.	Substance Abuse Education	3
4.	Crisis Intervention	1
5.	NA/AA	4
6.		
Sentences Offender Program		ADP
1.	Moral Reconciliation Therapy (MRT) Program	10
2.	Art Therapy	12
3.	Education Program	24
4.	One Stop Business and Workforce Development	6
5.	Vocational Training	5
6.	Individual Therapy	6
7.	Substance Abuse Education	2
8.	Seeking Safety	1
9.	Reentry Planning and Referrals	1
10.	Reading Readiness	3

Table 4: List of the offender assessments used for determining programming

Assessment tools		Assessments per Month
1.	Static Risk Offender Needs Guide (STRONG)	15
2.		
3.		
4.		
5.		
6.		

SECTION 5: NARRATIVE

Section 5 is limited to 35 pages and must be double-spaced with one-inch margins. All narrative (Section 5) must use no smaller than 12-point Arial font and be ordered in the 6 subject areas listed below. If the narrative can be written in less than the maximum 35 pages, please do so (avoid “filler”). Pictures, charts, illustrations, or diagrams are encouraged in the narrative. Data sources must be identified.

If the project is for a regional ALCJF (must meet the requirements outlined in the “Eligible Projects” section, “Limit on Number of Projects/Set Asides” (pages 9 and 10) section of the RFP), clearly indicate so. Include the names of the partnering counties and their individual data that support the project and respond to the requested narrative points.

The Proposal structure is designed so county applicants can demonstrate how their proposed project meets the need for ALCJFs as stated in SB 863, and how proposed expenditures of public funds meet the identified need and are justified. The presentation of information about the proposed project should allow both applicants and raters to make a step-by-step connection between the need addressed by the project and its associated budget request. The raters will ask many questions about the proposed project as they evaluate, including but not limited to:

- What need is the project designed to meet?
- What construction work does the county propose is necessary to meet this need?
- How will offender programming and/or treatment be served in the proposed new or renovated facility?
- What is the county plan of action to accomplish the legal, design, and build steps required for this project?
- What is the total project cost, what are the funding sources, and how will the county allocate expenditures of these funds?
- Will the county be prepared to proceed with the project in a timely manner if financing is approved?

SB 863 describes the purpose for which ALCFJ construction financing is to be awarded. Additionally, the legislation states specific factors to be considered in assessing how well a proposal suits those purposes. In each section of the proposal, the rater (1) assesses how well the narrative addresses the general merit factors that apply to this section, and (2) assesses special factors mentioned in the SB 863 legislation as criteria for financing.

- a. General merit is assessed on a 13-point scale:
 - 0 Fails to meet minimum standards for financing
 - 1-3 Reaches minimum standards despite deficiencies
 - 4-6 Generally adequate
 - 7-9 Good
 - 10-12 Excellent
- b. Special merit factors are scored from 0 to 4; depending on the factor, it may be scored on a 0-4 range, or as yes/no (0/4), or in one case with 3 values (0, 2, 4).

For an ALCJF construction project, county applicants must answer the following questions:

1. Statement of Need: What are the safety, efficiency, and offender programming and/or treatment needs addressed by this construction proposal? Please cite findings from the needs assessment (through 2019) submitted with this proposal.

General Merit Factors

- A. To what extent does the need described in the proposal match the legislative intent of SB 863 (GC section 15820.933)?
- B. Does the applicant provide a compelling case for the use of state financing to meet this need?
- C. How well is the description of need supported by evidence provided by the applicant?

Special Factors:

- A. Has the applicant received financing under AB900 or SB1022?
(SB 863-GC section 15820.936(b) scoring consideration)
- B. To what extent does the need include expanded program or treatment space?
(SB 863-GC section 15820.936(c) funding consideration)

2. Scope of Work: Describe the areas, if any, of the current facility to be replaced or renovated, and the nature of the renovation, including the number of cells, offices, classrooms or other programming/treatment spaces to be replaced or added and the basic design of the new or renovated units.

General Merit Factors:

- A. How will the planned replacement, renovation, or new construction meet the needs described in Question 1 (Statement of Need)?
- B. How well does the proposed project plan suit general operational requirements for the type of facility in the proposal, including factors such as safety, security and efficiency?
- C. Where applicable, how well does the proposed project meet specific needs for programming and treatment space?

Special factors (GC section 15820.936(c)):

- A. How feasible is the county plan for seeking to replace compacted, outdated, or unsafe housing capacity; or, (SB 863-funding consideration)

How feasible is the county plan for seeking to renovate existing or build new facilities that provide adequate space for the provision of treatment and rehabilitation services, including mental health treatment? (SB 863-funding consideration)

Note: Raters will award special points on the feasibility of the plan for replacing unsafe housing, providing adequate treatment space, or both.

3. Programming and Services. Describe the programming and/or treatment services currently provided in your facility. Provide the requested data on pretrial inmates and risk-based pretrial release services. Describe the facilities or services to be added as a result of the proposed construction; the objectives of the facilities and services; and the staffing and changes in staffing required to provide the services.

General Merit Factors:

- A. How clearly described are the facility's current programming and/or treatment services?
- B. If improvements to programming and/or treatment services are expected as a result of the planned construction project:
 - Are the improvements to programming and/or treatment services clearly described?
 - How strong is the evidence provided by the applicant that the programming and/or treatment services planned for inmates upon project completion will help reduce recidivism or meet inmates' health and treatment needs while incarcerated?
- C. If improvements are designed to replace compacted, outdated, or unsafe housing capacity:
 - Are the improvements to housing deficiencies clearly described?
 - To what extent will the deficiencies be remedied by the proposed construction?
- D. How thorough are operational objectives met by the staffing plan and lines of authority (including interagency partnerships, if relevant) in program and treatment management?

Special Factors

- A. The county provided documentation that states the percentage of its inmates on pretrial status between January 1, 2013 and December 31, 2013?
(SB 863- GC section 15820.936(b), mandatory criterion)
- B. A description of the county risk-assessment-based pretrial release program is provided in the narrative of question 3.
(SB 863- GC section 15820.936(b), mandatory criterion)

4. Administrative Work Plan: Describe the steps required to accomplish this project. Include a project schedule, and list the division/offices including personnel that will be responsible for each phase of the project, and how it will be coordinated among responsible officials both internally and externally.

General Merit Factors:

- A. How clearly described are the elements of the work plan: timeline, assigned responsibilities, and coordination?
- B. Can the scope of work described in Question 2 (Scope of Work) feasibly be accomplished within the time allotted?

5. Budget Narrative. Describe the amounts and types of funding proposed and why each element is required to carry out the proposed project. Describe how the county will meet its funding contribution (match) requirements for all project costs in excess of the amount of state financing requested and how operational costs (including programming costs) for the facility will be sustained.

General Merit Factors:

- A. Is the allocation of effort in the budget appropriately matched to the objectives described for the project under need, scope of work, offender treatment and programming, and administrative work plan?
- B. Are the budgeted costs an efficient use of state resources?
- C. Rate the applicant's plan for sustaining operational costs, including programming over the long term.

6. Readiness to Proceed

- A. Did the county provide a board resolution: 1) authorizing an adequate amount of available matching funds to satisfy the counties' contribution 2) approving the forms of the project documents deemed necessary, as identified by the board (SPBW) to the BSCC, to effectuate the financing authorized by the legislation, 3) authorizing the appropriate signatory or signatories to execute those documents at the appropriate times. The matching funds mentioned in the resolution shall be compatible with the state's lease revenue bond financing. See page 4 of the Proposal Form for the definition of "compatible funds". (SB-863 funding preference (GC section 15820.936(b)))

Note: Finance and the SPWB will ultimately make the final determination of any fund source's compatibility with the SPWB's lease revenue bond financing.

- B. Did the county provide documentation evidencing CEQA compliance has been completed? Documentation of CEQA compliance shall be either a final Notice of Determination or a final Notice of Exemption, as appropriate, and a letter from county counsel certifying the associated statute of limitations has expired and either no challenges were filed or identifying any challenges filed and explaining how they have been resolved in a manner that allows the project to proceed as proposed. (SB 863-funding preference, GC section 15820.936(b))

The evaluation factors to be used and the maximum points that will be allocated to each factor are shown in the table below.

EVALUATION FACTOR		Scoring Method	Max Pts	Section Max	Weight	Total
1.	Statement of Need	0-12	12	20	1.2	24
	SF A: Past Financing	0,2,4	4			
	SF B: Need expanded program/treatment space	0-4	4			
2.	Scope of Work	0-12	12	16	1	16
	SF A/B: Feasible plan to replace compacted housing/expand program/treatment space	0-4	4			
3.	Offender Programming and Services	0-12	12	20	1.5	30
	SF A: Documents pretrial inmate percentage	0/4	4			
	SF B: Describes risk assessment-based pretrial release process	0/4	4			
4.	Administrative Work Plan	0-12	12	12	1	12
5.	Budget Narrative	0-12	12	16	1	12
6.	A. Readiness: Board Resolution	0/12	12	24	1	24
	B. Readiness: CEQA Compliance	0/12	12			
TOTAL POINTS			84	104		118

Notes:

SF Special Factor
0-12 Scored on a 0 to 12 pt. range
0, 2, 4 0- funded under AB900 or SB1022;
 2- partially funded or award returned;
 4- no financing or awards under AB900 or SB1022
0-4 Scored on a 0 to 4 pt. range
0/4 Scored 4 if pass, 0 if fail
0/12 Scored 12 if pass, 0 if fail

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

All counties applying for SB 863 financing must include a Board of Supervisors' resolution with the proposal submittal. The resolution must include the requisite components as outlined below. For counties submitting multiple proposals (which requires participation in a regional ALCJF as described in the RFP), separate resolutions for each proposal, with the necessary language contained in each resolution, are required.

The Board of Supervisors' resolution for the project shall be attached to the original proposal and contain the following:

- A. Names, titles, and positions of county construction administrator, project financial officer, and project contact person.
- B. Approving the forms of the project documents deemed necessary, as identified by the board (SPBW) to the BSCC, to effectuate the financing authorized by the legislation.
- C. Authorization of appropriate county official to sign the applicant's Agreement and submit the proposal for funding.
- D. Assurance that the county will adhere to state requirements and terms of the agreements between the county, the BSCC, and the SPWB in the expenditure of state financing and county match funds.
- E. Assurance that authorizes an adequate amount of available matching funds to satisfy the counties' contribution. The identified matching funds in the resolution shall be compatible with the states' lease revenue bond financing. (see page 4 of this form for description of compatible funds)
- F. 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, Chapter 1, Subchapter 6 section 1756 (j) 5) within 90 days after project completion.
- G. All projects shall provide the following site assurance for the county facility at the time of proposal or not later than 90 days following the BSCC's notice of Intent to Award: 1) 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, 2) 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 BSCC, for so long as the SPWB lease-revenue bonds secured by the financed project remain outstanding.
- H. Attestation to \$500,000 as the current fair market land value for the proposed new or expanded facility. This can be claimed for on-site land value for new facility construction, on-site land value of a closed facility that will be renovated and

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

- I. Regional ALCJF projects only: A Board of Supervisors' resolution from the lead county in the regional partnership containing the items identified above, along with a Memorandum of Understanding (MOU) or Joint Powers Agreement (JPA) between each of the partner counties. Please consider the information about regional ALCJFs for the purposes of this funding program as described in the "Eligible Projects" section, "Limit on Number of Projects/Set Asides" sub-section of the RFP, before developing these documents. If preliminary MOUs and JPAs are submitted, final documents must be submitted within 90 days following the notification to the lead county of conditional Intent to Award state financing.

Note: Additionally, refer to "Section 5: Narrative - Readiness to Proceed."

PROPOSAL CHECKLIST

- a. Page 1 of the Proposal Form is the first page of your proposal. Please use standard copy paper. Do not use heavyweight, card stock, or glossy paper. Covers, table of contents, introductory letters, tabs, or dividers are not allowed.
- b. The formal proposal includes the Proposal Form, narrative, and required attachments (needs assessment, board resolution, regional project MOU's or JPA's, one (1) additional attachment with a limit of 4 pages of schematics, graphs or charts) as a combined document.
- c. Provide one original proposal with Applicants Agreement signed by proper authority on page 2 section E.
- d. In addition to the wet signature original and 1 electronic copy (read only). The electronic version should be an Adobe Acrobat file (pdf) on a standard CD ROM.
- e. Two whole punch the top of the original copy of the proposal.
- f. Use a clip to secure the proposals. (Do not put proposals in binders or use staples.)
- g. The Arial font used for the proposal and the appendices can be no smaller than 12 point.
- h. The narrative for Sections 5 must be double-spaced with one-inch margins.
- i. The entire narrative (Section 5) cannot exceed 35 pages.
- j. The only attachments are the board resolution, needs assessment, regional project MOU's and JPA's, and one (1) attachment with a limit of four (4) pages of schematics, graphs or charts.
- k. Attach to the original proposal the Board of Supervisors' resolution (original or copy), fully executed, containing the language cited in Section 6 of the Proposal Form. Please include an additional copy of the resolution.
- l. Provide one copy of a needs assessment study (as described previously in the RFP) if the county intends to build a new facility or add bed space to an existing facility. Projects for renovation and program space only are not required to submit a separate needs assessment study but are required to comprehensively document the need for the project in the proposal.
- m. For regional ALCJFs, provide one copy of the MOU or JPA and the Board of Supervisors' resolution.

RESOLUTION NO. 15-039

RESOLUTION OF THE COLUSA COUNTY BOARD OF SUPERVISORS AUTHORIZING SUBMISSION OF AN APPLICATION AND PROPOSAL FOR SB 863 FINANCING AND FURTHER PROVIDING RELATED APPROVALS, AUTHORIZATIONS AND ASSERTIONS IN SUPPORT OF THE COUNTY'S PROPOSAL

WHEREAS, the Sheriff of Colusa County is given the responsibility to address the needs of inmates with mental issues;

WHEREAS, Colusa County's existing jail is the only detention facility used to house and treat in-custody adult offenders sentenced in the County;

WHEREAS, there is a need in the County to provide programs, including evidence-based programs and treatment to offenders focused on mental health issues, to help reduce recidivism, as identified in the August 2015 Needs Assessment Study Update;

WHEREAS, the existing Colusa County jail lacks the appropriate programming and treatment space for felons sentenced in Colusa County;

WHEREAS, the County is committed to promoting public safety by providing evidence-based treatment programs for inmates, including mental health, substance use disorders, and education programming;

WHEREAS, the County wants to construct a new replacement housing unit which will be known as the Colusa County Detention and Treatment Facility ("Project" or "Facility"), adjacent to the County's existing detention facility, to facilitate and enhance the ability of the County to provide necessary and appropriate programming and treatment for adult offenders sentenced to confinement in Colusa County;

WHEREAS, Senate Bill 863 makes certain monies available through State lease-revenue bond financing for the acquisition, design and construction of adult criminal justice facilities ("SB 863 Financing"); and

WHEREAS, The County is submitting a proposal and application for SB 863 Financing to the Board of State and Community Corrections ("BSCC").

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of the County of Colusa, the County's governing body, makes the following authorizations, approvals, attestations and assurances on behalf of the County in support of the County's proposal and application for SB 863 Financing toward the acquisition, design and construction of the County's proposed Facility:

A. The names, titles and positions of the County's Project Construction Administrator, Project Financial Officer, and Project contact person(s) are as follows:

Project Construction Administrator

Steve Hackney

Director of Planning and Building for the County of Colusa

Project Financial Officer

Robert J. Muszar
County Administrative Officer for the County of Colusa

Project Contact Person(s)

Lt. Miguel Villasenor
Lieutenant for the Colusa County Sheriff's Office

B. The County approves the Proposal Form, Project Delivery and Construction Agreement, BSCC Agreement, Ground Lease, Right of Entry for Construction and Operation Agreement, Facility Lease, Facility Sublease, and all forms of the project documents deemed necessary as identified by the State Public Works Board (SPBW) to the SBCC to effectuate the financing authorized by SB 863.

C. The following County official is authorized to sign the "Applicant's Agreement", section E of the Senate Bill 863, Adult Local Criminal Justice Facilities Construction Financing Program Proposal Form, together with any other required documents, and submit the County's proposal for funding:

Colusa County Sheriff Joe Garofalo

D. The County will adhere to State requirements and terms of the agreements between the County, the BSCC, and the SPWB in the expenditure of any state financing and County match funds.

E. The County authorizes an adequate amount of available matching funds to satisfy the County's contribution toward Project costs as may be needed or required. The matching funds will be compatible with the State's lease-revenue bond financing requirements. The funds will be paid from the County's general fund.

F. The County will fully and safely staff and operate the proposed Facility in accordance with Title 15, Chapter 1, Subchapter 6, Section 1756(j)(5), of the California Code of Regulations, within 90 days after Project completion.

G. The County makes the following assurances regarding the real property site ("Site") for the proposed Facility:

1. The County controls the Site and owns the Site in fee simple title with right of access to the Project sufficient to assure undisturbed use and possession of the Site;
2. The County will not dispose of, modify the use of, or change the terms of the real property title to the Site and/or other interest in the Site of the Facility subject to construction;
3. The County will not lease the Facility for operation to other entities, without permission and instructions from the BSCC, for so long as the SPWB lease-revenue bonds secured by the financed project remain outstanding.

H. The current fair market land value for the Site is \$80,000.

I. The County has completed the CEQA process for its proposed Facility. The County accepts the certification by the County Planning Commission of the Final Negative Declaration for the Project and County Counsel's certification that the limitations period has passed and there have not been any legal actions or challenges filed or commenced challenging the filed Notice of Determination for the Project or any other aspect of the County's Project.


J. The County is committed to reducing inmate populations and overcrowding through evidence-based treatment programs for inmates, including mental health, substance use disorders, and education programming. Accordingly, the County is committed to completing the Project to achieve that goal.

PASSED AND ADOPTED this 11th day of August, 2015 by the following vote:

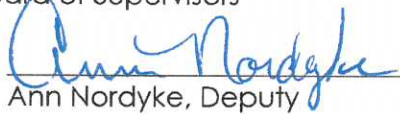
AYES: Supervisors Denise J. Carter, Gary J. Evans, Kim Dolbow Vann, John D. Loudon and Mark D. Marshall.

NOES: None.

ABSENT: None.


Mark D. Marshall, Chairman

ATTEST: Robert J. Muszar, Clerk of the Board of Supervisors

By 
Ann Nordyke, Deputy

APPROVED AS TO FORM:


Marcos A. Kropf, County Counsel

OFFICE OF THE
COLUSA COUNTY COUNSEL
1213 Market Street
Colusa, California 95932
Main: (530) 458-8227
Fax: (530) 458-2701



Marcos A. Kropf
County Counsel
mkropf@countyofcolusa.org

Matthew C. Bently
Deputy County Counsel
mbently@countyofcolusa.org

August 10, 2015

Magi Work, Deputy Director (A)
Board of State and Community Corrections
County Facilities Construction Program
2590 Venture Oaks Way, Suite 200
Sacramento, CA 95833

RE: Colusa County SB 863 Financing Proposal and Application
County Counsel Certification of no Legal Challenges - CEQA

Dear Ms. Work:

I am County Counsel for the County of Colusa which has submitted an application and proposal for SB 863 financing to design and build an adult criminal justice facility in Colusa County ("Project"). As County Counsel, I am aware of legal actions and challenges filed and commenced against the County, should they occur.

In support of the County's application and proposal, I certify the following:

1. On July 8, 2015, the Planning Commission for the County (a.k.a., California Environmental Quality Act Lead Agency) certified the Final Negative Declaration for the referenced proposed Project.
2. Subsequent to the referenced certification, also on July 8, 2015, the County filed a Notice of Determination ("NOD") pursuant to the California Environmental Quality Act. The NOD was made in support of the County's proposed Project.
2. The 30 day statute of limitations to challenge the County's NOD has expired.
3. No legal action or challenge has been filed or commenced challenging the NOD or any other aspect of the County's Project.

Please contact me if you have any questions.

Sincerely,

A handwritten signature in blue ink that reads "Marcos Kropf".

Marcos Kropf
County Counsel

Notice of Determination

To: Office of Planning and Research

For U.S. Mail:
P.O. Box 3044
Sacramento, CA 95812-3044

Street Address:
1400 Tenth St.
Sacramento, CA 958-14

From: Public Agency: Colusa County Department
of Planning and Building
Address: 220 12th Street
Colusa, CA 95932

ENDORSED

FILED

JUL 08 2015

ROSE GALLO-VASQUEZ
COLUSA COUNTY CLERK-RECORDER

County Clerk
County of Colusa
546 Jay Street, Suite 200
Colusa, CA 95932

RECEIPT #
DOC# 15-28

SUBJECT: Filing of Notice of Determination in compliance with Section 21108 or 21152 of the Public Resources Code.

Project Title: ED #15-28, Proposed Replacement Housing Unit For The Colusa County Jail

Project Applicant: Colusa County Sheriff's Dept.
Address: 929 Bridge Street, Colusa, CA 95932
Phone: 530-458-0200

2015062019
State Clearinghouse Number
(If submitted to Clearinghouse)

Stephen Hackney
Lead Agency
Contact Person

(530) 458-0480
Area Code/Telephone/Extension

Project Location (include county): The new housing unit would be constructed at 929 Bridge Street, Colusa, CA 95932 on County-owned land adjacent to the County's existing jail and Sheriff's station, southeast of the intersection of Bridge Street and Fremont Street, Colusa, Colusa County, California.

Project Description: The proposed new housing unit addition would be designed to house a total of 96 inmates, replacing the 92 beds in the existing jail. The new housing unit is expected to have floor space of roughly 25,000 square feet, including outdoor recreation areas. The unit will be two stories and will contain inmate housing as well as some staff and support service areas.

This is to advise that the Colusa County Planning Commission (Lead Agency)

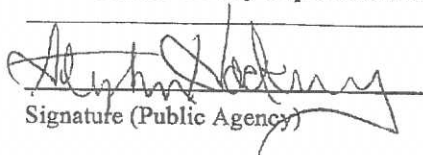
has approved the above described project on: July 8, 2015 (Date);

and has made the following determinations regarding the above described project:

1. The project [will will not] have a significant effect on the environment.
2. An Environmental Impact Report was prepared for this project pursuant to the provisions of CEQA.
 A Negative Declaration was prepared for this project pursuant to the provisions of CEQA.
3. Mitigation measures [were were not] made a condition of the approval of the project.
4. A statement of Overriding Considerations [was was not] adopted for this project.
5. Findings [were were not] made pursuant to the provisions of CEQA.

This is to certify that the final EIR with comments and responses and record of project approval, or the Negative Declaration, is available to the General Public at:

Colusa County Department of Planning and Building, 220 – 12th Street, Colusa, CA 95932


Signature (Public Agency)

July 8, 2015

Date

Director of Planning and Building

Title

Date received for filing at OPR: _____



State of California—Natural Resources Agency
CALIFORNIA DEPARTMENT OF FISH AND WILDLIFE
2015 ENVIRONMENTAL FILING FEE CASH RECEIPT

RECEIPT# 06-2015-041
STATE CLEARING HOUSE # (if applicable) 2015062019

SEE INSTRUCTIONS ON REVERSE. TYPE OR PRINT CLEARLY

LEAD AGENCY Colusa County Planning Commission		DATE 07/08/2015	
COUNTY/STATE AGENCY OF FILING Colusa		DOCUMENT NUMBER 15-28	
PROJECT TITLE ED #15-28, Proposed Replacement Housing Unit For The Colusa County Jail			
PROJECT APPLICANT NAME Colusa County Sheriff's Dept.		PHONE NUMBER (530) 458-0200	
PROJECT APPLICANT ADDRESS 929 Bridge Street	CITY Colusa	STATE CA	ZIP CODE 95932
PROJECT APPLICANT (Check appropriate box): <input checked="" type="checkbox"/> Local Public Agency <input type="checkbox"/> School District <input type="checkbox"/> Other Special District <input type="checkbox"/> State Agency <input type="checkbox"/> Private Entity			

CHECK APPLICABLE FEES:

<input type="checkbox"/> Environmental Impact Report (EIR)	\$3,069.75	\$	0.00
<input checked="" type="checkbox"/> Mitigated/Negative Declaration (MND)(ND)	\$2,210.00	\$	2,210.00
<input type="checkbox"/> Application Fee Water Diversion (State Water Resources Control Board only)	\$850.00	\$	0.00
<input type="checkbox"/> Projects Subject to Certified Regulatory Programs (CRP)	\$1,043.75	\$	0.00
<input checked="" type="checkbox"/> County Administrative Fee	\$50.00	\$	50.00
<input type="checkbox"/> Project that is exempt from fees			
<input type="checkbox"/> Notice of Exemption (attach)			
<input type="checkbox"/> CDFW No Effect Determination (attach)			
<input type="checkbox"/> Other _____		\$	

PAYMENT METHOD:

Cash Credit Check Other Journal Entry

TOTAL RECEIVED \$ 2,260.00

SIGNATURE 	PRINTED NAME AND TITLE Rita Glascock, Chief Deputy Clerk
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NOTICE

Each project applicant shall remit to the county clerk on or before filing a Notice of Determination (see Pub. Resources Code §21152) the fee required under Fish and Game Code section 711.4, subdivision (d). Without the appropriate fee, statutory or categorical exemption, or a valid No Effect Determination issued by the California Department of Fish and Wildlife (CDFW), the Notice of Determination is not operative, vested, or final, and shall not be accepted by the county clerk.

COLLECTION PROCEDURES FOR COUNTY GOVERNMENTS

1. The original cash receipt is to be issued to a project applicant when payment is made in conjunction with filing a Notice of Determination. The second copy is to be submitted to the CDFW on a monthly basis. The remaining copies will be retained by the county (one for the lead agency and one for the county clerk).
2. For projects that are statutorily exempt or categorically exempt (Cal. Code Regs., tit. 14, §§15260-15285, 15300-15333) and are filed with the county clerk, the cash receipt shall be completed and attached to the Notice of Exemption. No fee is due for statutorily exempt or categorically exempt projects.
3. For projects that CDFW has found to have no effect, the cash receipt shall be completed, and attached to the Notice of Determination; it is mandatory that a copy of CDFW No Effect Determination be attached to the Notice of Determination. If the project applicant does not have a No Effect Determination from CDFW, then the appropriate filing fee is due.
4. Within 30 days after the end of each month in which the filing fees are collected, each county will summarize and record the amount collected on the monthly State of California Form No. CA25 (TC31) and remit the amount collected to the State Treasurer. Identify the remittance on the State of California Form No. CA25 (TC31) as "Environmental Document Filing Fees" per Fish and Game Code section 711.4.

DO NOT COMBINE THE ENVIRONMENTAL FEES WITH THE STATE SHARE OF FISH AND WILDLIFE FINES.

The following documents are to be mailed by the county clerk to CDFW on a monthly basis:

- (A) A photocopy of the monthly State of California Form No. CA25 (TC31);
- (B) CDFW/ASB copies of all cash receipts (including all voided receipts);
- (C) A copy of all CDFW No Effect Determinations filed in lieu of fee payment;
- (D) A copy of all Notices of Determination filed with the county during the preceding month; and
- (E) A list of the complete name, address and telephone number of all project applicants for which a Notice of Determination has been filed.

If this information is contained on the cash receipt filed with CDFW under California Code of Regulations, title 14, section 753.5, subdivision (e)(6), no additional information is required.

RECEIPT NUMBERING PROCEDURE

Receipts shall be numbered using the two numbers assigned to each county/agency in the table below, followed by the current year and a 3 digit number. For example the first environmental filling fee receipt issued by the County of Alameda (Code 01) in 2015 shall be numbered 01-2015-001.

County/Agency	Code	County/Agency	Code	County/Agency	Code
CDFW	00	Marin	21	Santa Barbara	42
Alameda	01	Mariposa	22	Santa Clara	43
Alpine	02	Mendocino	23	Santa Cruz	44
Amador	03	Merced	24	Shasta	45
Butte	04	Modoc	25	Sierra	46
Calaveras	05	Mono	26	Siskiyou	47
Colusa	06	Monterey	27	Solano	48
Contra Costa	07	Napa	28	Sonoma	49
Del Norte	08	Nevada	29	Stanislaus	50
El Dorado	09	Orange	30	Sutter/Yuba	51
Fresno	10	Placer	31	Tehama	52
Glenn	11	Plumas	32	Trinity	53
Humboldt	12	Riverside	33	Tulare	54
Imperial	13	Sacramento	34	Tuolumne	55
Inyo	14	San Benito	35	Ventura	56
Kern	15	San Bernardino	36	Yolo	57
Kings	16	San Diego	37	Yuba	58
Lake	17	San Francisco	38	OPR	59
Lassen	18	San Joaquin	39	SWRCB	60
Los Angeles	19	San Luis Obispo	40		
Madera	20	San Mateo	41		

Mail to:
 California Department of Fish and Wildlife
 Accounting Services Branch
 1416 Ninth Street, Box 944209
 Sacramento, California 94244-2090

1. STATEMENT OF NEED

What are the safety, efficiency, and offender programming and/or treatment needs addressed by this construction proposal? Please cite findings from the needs assessment (through 2019) submitted with this proposal.

The Colusa County Sheriff's Office operates the only Type II detention facility in Colusa County, located in Colusa, California. The Colusa Jail was built in 1962 / 63 using a linear configuration and the open-bar front inmate housing typical during that time period. Remodels of the Jail and adjacent Sheriff's Office in 1985, 1993, 1998 and 2000 have improved functional operations and facility conditions. However, the inherent problems associated with the linear, open-bar front design cannot be mitigated by the previous renovation projects.

Therefore, the Colusa County Sheriff's Office is seeking funding to increase safety and efficiency by replacing the staff-intensive, substandard, compacted and unsafe inmate housing with the new **Colusa County Detention & Treatment Facility (CCDTF)**, providing modern, efficient podular-style housing units. In addition to housing, the Sheriff's Office intends to address other deficiencies identified in the 2015 Colusa County Jail Needs Assessment Update by incorporating desperately needed treatment / program; medical / dental and mental health care; and education and re-entry classes.

The Colusa County Jail is a full service jail containing space for (a) vehicle sallyport, (b) Intake and release, (c) inmate housing and dayrooms, (d) visiting, (e) medical / mental health services, (f) inmate programs, (g) food services, (h) laundry, (i) visitor and staff circulation, (j) Central Control operations, (k) maintenance and storage, (l) outdoor recreation, and (n) jail administration. The facility provides inmate programs, counseling services, medical, and mental health services in limited space.

The entire Jail contains a total of 92 rated beds in a mix of single cells and dormitory beds / bunks. The twelve single cells represent 13.0% of the Jail's total custody beds. The facility's remaining 80 beds (87.0%) are provided in various multi-occupancy dorms ranging in size from eight to twelve beds each. This configuration provides the detention facility with housing to accommodate male and female pre-trial and sentenced incarcerated offenders.

Colusa County Jail Number and Type of Available Custody Beds		
Type of Cells	Custody Beds	Percent
Single Cell	12	13.0%
Dormitory	80	87.0%
Total Custody Beds	92	100.0%

Housing areas cannot be observed or supervised because of their linear layout and geometry. Inmate and staff movement is frequently restricted, since inmates must be escorted whenever they leave their cells or dormitories. The open-bar structure of the housing units provides a safety risk because there is no separation or privacy between cells, dormitories and corridors. Housing is crowded, noisy and provides inadequate opportunities for appropriate classification assignments.

The open-bar cell and dorm fronts are inappropriate because:

- *Staff and inmate movement is not safe or efficient,*
- *They allow opportunities for exchange of contraband,*
- *They allow communication between segregated inmates,*
- *Females inmates must be moved in front of, or directly in view of, male inmate housing units to access programs,*
- *The open-bar design is an unsafe environment for mentally-ill inmates.*

The issues of efficient operations and the overall safety of the Jail are magnified by the lack of appropriate housing. The Jail does not contain the proper classification of medium, maximum, and special use beds required to manage the more criminally-sophisticated and violent inmates in the current population, nor is there appropriate housing to treat mentally ill inmates.

In addition, the Jail's physical layout does not provide adequate space for programmatic opportunities or necessary inmate services, such as medical and mental health treatment, which are essential for a modern adult detention facility. For example, the Jail only has two small multipurpose (program) rooms, and one extremely small medical exam room to handle the entire male and female incarcerated populations. The only available program areas are located directly across from open-bar cell front housing for male inmates. Access to programs is restricted since all inmate movement requires staff escort. In addition, the location requires that female inmates must be moved through the male housing area to attend programs and treatment.

In addition to lack of appropriate housing and treatment program space, the Jail is outdated and experiencing a number of significant maintenance issues. Maintaining the Jail's infrastructure is costly. In spite of a number of renovation projects over the years, many building systems are in need of significant repair or replacement. Problems with heating and cooling, plumbing and water infiltration in the housing units are significant.

As a result of these physical plant gaps and facility needs, the County is actively pursuing the construction of inmate programming and medical / mental health services space as well as replacement custody housing.

Needs Assessment Recommendations

The County completed a Jail Needs Assessment Report in 2008 and 2013, which were updated again this year.

Colusa County Jail 2015 Major Needs Assessment Findings and Conclusions

Safety

- *Replace the antiquated linear “steel” bar-front cells and dormitories*
- *Construct additional new generation housing capacity which reflects the (a) changing inmate security custody profiles, (b) inmate classification characteristics / needs, and (c) will eliminate crowding.*

Efficiency

- *Develop and use custody housing configurations which embody new generation direct visual supervision podular facility expansion which meets “best practice” detention operational standards and use of technology which provides flexibility to meet a wide range of varying inmate classifications.*
- *Replace the single, undersized recreation yard allowing all inmates access to yard while maintaining the separation of inmates with varying security needs.*

Programming and Treatment

- *Expand classrooms and program space to allow for a wide variety of programming and evidence-based counseling which reduces recidivism while addressing individual inmate needs.*
- *Expand special use beds and support staff areas which can be used for inmates with medical, dental and serious mental health treatment needs.*

The 2015 Needs Assessment Update compiled and analyzed historical jail inmate population trends which have been used to prepare an updated jail inmate profile with average daily population (ADP) inmate projections through 2034 as well as identifying the detention facility's physical plant and primary building system's strengths and weaknesses. This information was used to determine the continued operability and overall economic viability of the structure. The Assessment focused on factors that included (a) configuration and intended security levels, (b) defined uses of the facility, (c) physical condition of the building elements, (d) quality of the space, and (e) ability to achieve intended security and level of safety for staff and inmates as well as compliance with Title 15 and 24 standards. **Operationally, the Assessment found there are not enough beds / bunks to meet current custody security housing needs including special use medical / mental health housing.** The following is a summary of the major *safety, efficiency, and program / treatment* needs identified in the Assessment which our construction project addresses.

Physical Plant and Functional Jail Space Needs

The Needs Assessment showed the gross building area of the Colusa County Jail contains 15,316 interior square feet. This translates to only 166.4 square feet of interior facility space which is available to support each of the 92 rated detention custody beds in the facility.

In order to better understand and identify space deficiencies, the consultant team also used a summary breakdown for comparisons of the amount of interior square feet per rated inmate bed in each functional use area from a database originally developed by the consultant. The database contains functional use space allocations by rated bed

capacity for 75 new generation jail facilities constructed with State bonds beginning in the early 1990s. Information from 27 similarly-sized jails included in this database was used for comparison purposes. Because very little has changed relating to jail design, this information allowed our consultant team to better understand space shortfalls and other deficiencies associated with the older Colusa County Jail facility originally constructed in 1962.

Below is a comparison between the Colusa County Jail and other small county jails included in the consultant’s database. The information shows that the Colusa County Jail contains **166.4 gross square feet** of interior space per rated custody bed, which is less than one-half of the average gross square foot per inmate when compared to newer facilities built in California with similar population levels that have **365.1 gross square feet** per rated bed.

Comparison of Colusa County Jail Defined Interior Space Allocations with Other California Small County Jails				
Functional Use Area/Space	Colusa County Jail		Small-sized California County Jails (<200 Inmates)	
	Gross Square Feet (GSF) Per Bed	Percent (%) of GSF Per Bed	Average GSF Per Bed	Percent (%) of GSF Per Bed
1. Administration	15.2	9.1%	24.6	7.1%
2. Visiting / Lobby / Public	12.8	7.7%	22.5	7.3%
3. Food Service	8.9	5.3%	35.9	10.7%
4. Central Control	3.2	1.9%	6.2	1.8%
5. Maintenance / Utility / Storage	9.4	5.7%	17.0	4.6%
6. Laundry	5.0	3.0%	7.5	1.6%
7. Intake / Release	12.1	7.3%	33.8	9.1%
8. Medical / Mental Health	2.1	1.3%	11.4	3.5%
9. Inmate Programs	9.4	5.7%	13.9	3.1%
10. Housing / Dayroom	73.4	44.1%	164.4	43.8%
11. Interior Circulation	14.9	8.9%	27.9	7.4%
Total Interior Jail Space	166.4 Gross Sq. Ft.	100.0%	365.1 Gross Sq. Ft.	100.0%

As an overall conclusion, the consultant team identified the following functional use areas as highly deficient: (1) *Housing and Dayrooms*, (2) *Classrooms and Program Space*, and (3) *Medical / Mental Health / Dental*. Overall, each of the areas are highly deficient in space as compared to the 27-facility database. This is because much of the facility and its infrastructure is of the 1960's era, when there were very few jail standards to be met. Today, modern custody standards have emerged along with the space needed to manage jail facilities while providing safety to staff, inmates, and the public.

Medical / Mental Health and Dental Care Space Needs

Two critically deficient areas in the Jail include (1) *medical / mental health / dental care*, and (2) *inmate program space*. Space for health care services is an extremely critical functional use area to a county jail, a sheriff's office, and a county. This is where the medical, mental health, and dental screening for detainees occurs. The purpose of the screening is to identify, at a minimum, those individuals with chronic, acute, and communicable conditions; also those detainees who are alcohol or drug dependent; and those with serious emotional disorders and dental needs. Screening these detainees before they are housed can insure against unnecessary aggravation of their medical, dental, or mental health conditions and can dramatically reduce the spread of infection to the rest of the inmate population.



The Jail only has one small, cramped medical exam room

Currently, the Jail has only one, very small medical exam room, no dental exam room, and no medical or mental health treatment beds or cells. The Jail also lacks safety cells and isolation rooms. The medical / clinical spaces are undersized and inefficient. Spaces are not consolidated which makes this function staff-intensive; increasing the operational cost to the County. The clinic lacks appropriate waiting areas, ADA-compliance and acoustic privacy. Appropriate housing specifically designed for inmates with medical and / or mental health treatment program needs is not available. The average square footage of medical / mental health space of similarly-sized detention facilities per custody bed is 11.4 square feet. The Colusa Jail has just 2.1 square feet of health care / mental health space per bed, which is only 18.4% of this type of space found in newer California jails.

Inmate Program Space Needs



The Colusa County Jail only has two extremely small program spaces to serve the facility's entire inmate population needs.

Another important example of the space deficiencies in the Jail occurs with the existing inmate program space. Operationally, in addition to classroom space, a jail

needs to have dedicated program space which can accommodate small and larger group counseling sessions and treatment programming for multiple inmate populations.

The space deficiencies identified in the Needs Assessment shows the Jail's programming area is not adequately sized. The Jail has two small program rooms for a capacity of 92 inmates, insufficient to serve multiple inmate groups at the same time.

With the implementation of AB 109, shifting inmate populations to longer term offenders, the lack of space for inmate programs severely limits the Jail's ability to offer offenders other programming that criminal justice research has shown will aid in reducing offender recidivism. The current amount of total programming space in the County Jail is small and inadequate for the number of inmates and only represents a little more than half of the classroom and program space found in newer generation, podular-tiered jail facilities. Compounding the small amount of area for inmate programs is the small number of separate program spaces. With only two program areas, inmate access to programs, treatment and counseling is restricting due to scheduling for classification, gender, etc. In an era where evidence-based programming is seen as the key to rehabilitation, this is a huge disparity.

In addition to the lack of rooms and spaces for treatment and programming, movement of inmates to treatment spaces inside the Jail is challenged due to the poor state of the existing Jail and its circulation system. The current programs rooms are located next to each other and directly across the corridor from open-bar front dormitory housing. Moving inmates to programs past this open-bar front housing creates safety and security risks including the exchanges of contraband, communication between segregated inmates and inappropriate contact between male and female inmates.

These safety and security risks restrict inmate access to programs, counseling and treatment and require constant, inefficient staff escorting for all inmate movement to and from programming and treatment.

Inmate Housing and Dayroom Space Needs



***Housing Corridor and Dayroom with Open-bar Cell Fronts
(Colusa County is one of only a few jurisdictions still using this type of jail facility)***

The Jail's older inmate housing units are overcrowded with more bunk space than dayroom space. The rooms are too small for the custody population. The rooms are also difficult to observe and supervise because of their layout and geometry. Colusa County is one of the few remaining counties in California that are still using these types of housing units.

The existing female housing in the Jail is also linear with barred-cell fronts in a mix of single cells and dormitories. Some of this housing affronts the primary circulation corridors and creates a lack of modesty for the female inmates as visitors and staff pass

by. These cells fail to provide adequate dayroom and yard space. These open cell fronts also pose a security, contraband, and health risk because they are along the primary path for people, food, laundry, and other supplies.

Inmate Population Pressures and Bed Space Needs

The 2015 Needs Assessment Report clearly showed that the Jail does not have the ability to segregate numerous classifications of inmates because of crowding during peak populations and the lack of physically secure custody housing to separate inmates who should be housed in higher security, single- and double-occupancy units because of their classification.

Over the past 13 years, the Jail has been processing an average of 113 bookings each month. This represents an average of 4 bookings per day. The Jail has a 2014 average daily inmate population (ADP) totaling 79. Currently, the Jail is operating at 85.9% of the Board of State and Community Corrections (BSCC) rated custody bed capacity. Like many smaller jails, Colusa County can experience large fluctuations in its jail population with little reserve capacity to absorb peak capacities. Monthly peaking since 2008 has ranged from 12.5% to 38.3% above ADP, meaning that often the daily population of the Jail is at or above the BSCC rated capacity of 92.

The female inmate population in the Colusa County Jail has been increasing in recent years, putting pressure on the Jail's ability to accommodate, classify and separate inmates of each gender. In 2008, females accounted for 10.4% of the inmate population, in 2014 females made up 16.5% of the population. The Jail was not designed to house significant numbers of female inmates. In recent years, due to the increasing female inmate population, the Jail has had to assign multiple, larger housing

units to females. This has resulted in less overall housing for male inmates and fewer classification and segregation opportunities for all inmates.

The AB 109 Realignment Act has had a significant impact on County jail custody trends. Between 2010 and 2014, the average length of stay for sentenced releases and all releases increased over 25%. As sentenced inmates stay in the system longer there are fewer beds available for new inmates coming into the jail system. During this same time period, 2010 through 2014, the jail ADP increased nearly 50%.

The County's criminal justice system makes extensive use of pretrial alternatives to incarceration programs to manage the inmate population. The Jail has a points-based assessment system for all misdemeanors. If an offender does not qualify for an Own Recognizance (O.R.) release based on the initial assessment, a further assessment is completed by a supervisor. Based on the results of the supervisors' assessment, the jail commander may approve an O.R. release for the offender. Felony offenders are handled on a case by case basis. At times of peak inmate populations or when classification housing becomes problematic, the Jail and the District Attorney work with the Courts to seek offender releases on signed promise to appear with any required Court stipulations.

In a "snapshot" of inmates in the Jail on May, 21, 2015, there were a total of 81 inmates in custody. 31 (38.3%) inmates were classified as requiring maximum security housing, 31 (38.3%) inmates were classified for medium security housing, and 19 (23.4%) inmates were deemed suitable for minimum security housing. Due to the housing available at the Jail, 21 of the maximum security inmates were given an override of their classification to be housed in medium security housing. The Jail

currently has an inmate population in which 31 (38.4%) of detainees require high-security housing but the Jail, currently only contains twelve (13% of beds) cells which can accommodate this inmate population. The other housing in the facility is multiple occupancy dormitories. This stark difference in inmate security classifications compared to the type of custody beds contained in the Jail not only complicates classification decisions, the lack of higher security housing places the safety of inmates, staff, and visitors at higher risk.

From a practical operational standpoint, regardless of an individual's classification and because the Jail lacks sufficient housing pods to segregate numerous classifications of male and female inmates, the classification personnel are focusing housing assignments on identifying the highest security pretrial and sentenced inmates who have a violent offense, escape history, are gang members, have behavioral problems, have enemies in the facility, or other protective custody problems. These types of inmates are given priority for the administrative segregation or protective custody housing.

Summary Observations

The linear housing and dayroom sections of the 52 year old Jail facility have come to the end of its life expectancy and warrant replacement. The Needs Assessment analysis shows that the identified deficiencies are serious and cannot, from a constructability and cost standpoint, be economically corrected within the building's current footprint. Furthermore, the linear configuration / layout and lack of appropriate program and recreation space in the current detention facility does not allow for maximized rehabilitation of male and female offenders, which affects recidivism

reduction efforts and cost to the county. The maintenance and operational costs of the building's old mechanical, electrical, plumbing and security systems are burdening the County even further.

The key change that will be brought about with construction of the new CCDTF will be the provision of more purpose-designed space intended for best practice counseling / treatment programming. Evidence-based programming will support all facets of a healthy and productive life, including nutrition, health, education, mental health, cognitive perception, and family functioning. This will be achieved through a cognitive, gender-specific approach that will be made available with improved program space layouts. A well-designed assessment and counseling area with adequate treatment space with a secure mental health records area will also be provided within the new facility. This expanded space will significantly enhance the counseling, treatment services, and clinical mental health case management support the County can make available to the resident population with emotional and other psychological mental health service needs.

Colusa County has not received financing under AB 900 or SB 1022.

2. SCOPE OF WORK

Describe the areas, if any, of the current facility to be replaced or renovated, and the nature of the renovation, including the number of cells, offices, classrooms or other programming/treatment spaces to be replaced or added and the basic design of the new or renovated units.

The 2015 Needs Assessment Update (NAU) identified a number of major space deficiencies to be corrected at the Colusa County Jail; these deficiencies are the top priorities of the County's SB 863 funding application. The NAU specifically identified the need to (1) provide adequate programming, mental health treatment and recreation

space, (2) replace substandard and compacted linear open-bar front housing, (3) provide adequate medical and dental clinic / exam space, (4) provide safety and respiratory isolation cells, (5) and expand work areas and support space for medical, mental health treatment and Jail administration staff.

Project Overview

Based on the deficiencies identified in the NAU, the County has developed a proposed project that addresses space deficiencies; increases opportunities for inmates to participate in programs to reduce recidivism; enhances access to medical, mental and dental treatment; replaces sub-standard linear open-bar front housing; and increases the safety and security of inmates, staff and the community at large. The programming and treatment space provided by the new facility will enhance the delivery of evidence-based programs, as well as medical and mental health treatment opportunities for all inmates housed in the Colusa County Jail.

The proposed CCDTF will be a separate, stand-alone facility on County-owned land east of the existing Jail. The CCDTF will be approximately 27,000 total square feet and provide 96 new detention beds in podular-style housing units, replacing all of the existing substandard, linear-style, open-bar front housing. Once the CCDTF is fully occupied, all of the 92 existing Jail beds will be decommissioned by the State. Three of these housing units will be demolished immediately to allow construction of a new secure corridor connecting the CCDTF with the existing Jail, allowing inmates to easily access inmate services remaining in the existing facility (e.g., Intake, Visiting). Other housing units will be repurposed through phased renovation as needs are identified and County funding becomes available.

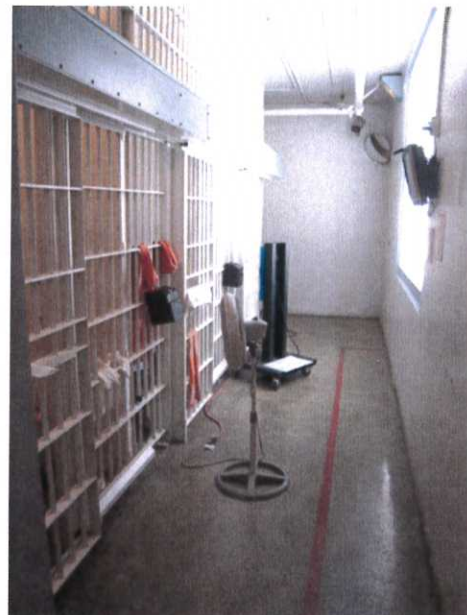
The CCDTF will also include a variety of program treatment rooms, a new medical and dental clinic, a small pod with safety cells and a respiratory isolation cell, retherm kitchen and other required support spaces. Central Control and Jail administration offices will be located on the upper floor.

Elements of the Project

Key elements of the proposed project that the Sheriff's Office believes are most important to address the deficiencies of the existing Jail facilities include:

1. Housing and Dayrooms

Six 16-person housing units (pods) will replace the 96 beds in the existing linear, open-bar cells and dormitories. These new replacement beds will serve a diverse range of classifications and be designed to be sensitive to the needs of the female population, as well as inmates with mental health disorders. The housing units will accommodate medium and maximum security inmates in a mix of double-cells and dormitories in tiered pods. Each of the housing units will have a dedicated program



Typical Colusa Jail Housing Unit

treatment / interview room for small groups or individual therapy, and direct access to a dedicated outdoor recreation yard. A large program treatment / classroom that can accommodate up to ten inmates will be shared by two adjacent housing units, with direct access from each of the two dayrooms. The dayrooms will be designed to provide a safe environment for inmates to be out of their cells, including areas for meals and

video visitation. The flexible design of the housing unit will accommodate a direct supervision staffing model and an over-watch custody control station at the tier level for evening hours when inmates are sleeping in their cells.

2. Inmate Program Treatment

Program treatment rooms will be located in each housing unit, directly accessible from the dayrooms for efficient inmate access. The rooms vary in size to accommodate individual treatment / interview, as well as small and large groups of inmates. The program treatment rooms will be designed and outfitted to be flexible, leverage technology and support a wide range of evidence-based programs based on individual inmate's treatment needs. These program rooms will also be available to support a variety of education, life-skills and job-readiness classes for inmates to promote successful re-entry into the community.

3. Medical, Mental Health and Dental Treatment

Medical and dental exam rooms will be located along the main inmate circulation corridor, easily accessible to inmates in all housing units. Secure holding areas will be located nearby to accommodate inmates waiting for healthcare appointments. A small pod will provide two safety cells and a respiratory isolation cell. Staff areas for medical and mental health staff will include workstations, a copy / work area, records and supplies storage, and a pharmacy / lab space.

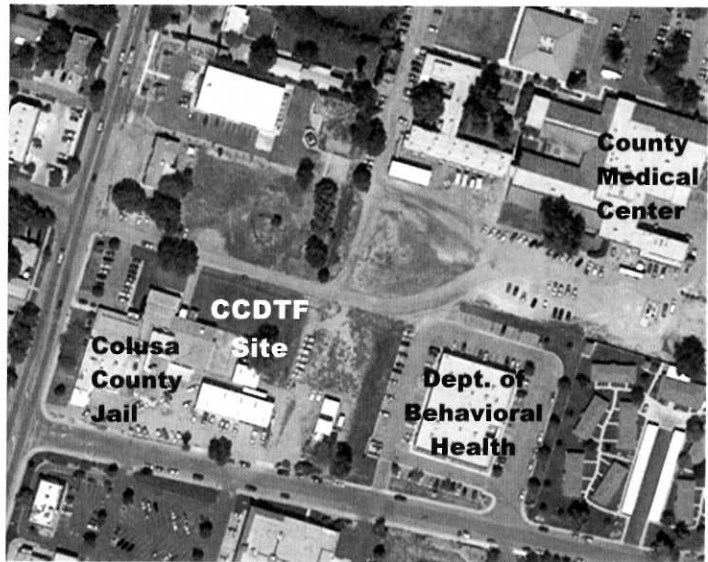
4. Central Control

A new secure central control will be located on the tier level. The central control will have direct visual control into the six housing units. The control station will have views into the dayrooms, large program / classrooms, and recreation yards. They will

also be able to see the doors of the cells, dormitories, small program rooms, showers, and janitor’s closets in each housing unit. Central Control will also have control over the existing facility doors via CCTV monitoring.

5. Sitework

The CCDTF will be located directly to the east of the existing Jail. The site is an open, grass area bounded by a public street and County property on the north, the Colusa County Medical Center and Department of Behavioral Health on the east, and a commercial and retail properties to the south.



Colusa County Jail Site Plan

Construction of the project will include demolition of an existing metal storage building and site improvements to comply with current ADA accessibility requirements for public parking and path-of-travel. No additional parking needs are anticipated.

Sitework will include cut / fill to address existing grading conditions and maintain a consistent floor level with the existing Jail, relocation of underground utilities, and stormwater management.

6. Sustainability

The project will be designed and constructed using an integrated design approach incorporating sound sustainability concepts and complying with the California Green Building Standards code and requirements. Materials and building systems will

be selected for sustainability, energy efficiency and resource conservation to reduce life cycle and operational costs. Construction methods and processes will also be put in place to mitigate environmental impacts during construction.

3. PROGRAMMING AND SERVICES

Describe the programming and/or treatment services currently provided in your facility. Provide the requested data on pretrial inmates and risk-based pretrial release services. Describe the facilities or services to be added as a result of the proposed construction; the objectives of the facilities and services; and the staffing and changes in staffing required to provide the services.

Current Programs and Services

Providing a significant range of programs to incarcerated inmates is critical to the management of the Colusa County Jail. Programs and specialized services can affect the level of tension in the jail and impact recidivism after release. The program space needs in the Colusa Jail are acute because the facility has only very limited program / multi-purpose room that is not easily accessed by inmates. In spite of the lack of properly-sized dedicated programming space, the Sheriff's Office and Probation Department provide programs to inmates who are both in- and out-of-custody. The Jail also provides an array of mandatory Title 15 programs that include (a) law library / legal resources, (b) recreational reading library, (c) visitation, (d) recreation, (e) religious services, (f) telephone access, and (g) medical and mental health services.

The Sheriff's Office, in concert with the Probation Department, is also using significant staff time and financial resources to develop and make available evidence-based, cognitive behavioral counseling, treatment, and other rehabilitative programming and services. A major objective with the evidence-based policies and service delivery is focused on enhancing offender motivation to change behavior. Cognitive behavioral

treatment, an approach that aims to influence dysfunctional emotions, thoughts, and attitudes, employs methods that research shows can help adult offenders learn essential skills and positively change behavior. Incarcerated male and female inmates receive these treatment services.

The available program / multi-purpose space is used approximately 20 hours per week for structured in-custody programs such as: (a) *Anti-Recidivism Training*, (b) *Moral Reconciliation Therapy (MRT)*, *cognitive-behavioral programs*, *Art Therapy*, and (c) *GED Preparation / Education Program*. Jail areas and spaces designed for other purposes are also used for the following in-custody programs: (a) *Narcotics Anonymous / Alcoholics Anonymous*, (b) *Seeking Safety*, (c) *Substance Abuse: Staying Quit – Relapse Prevention*, (d) *Thinking for Good*, (e) *Taking the High Road – Drug Abuse Education*, (f) *Job Search / Job Readiness*, (g) *Vocational Training*, (h) *Re-entry / Transition Planning*, and (i) *Reading Readiness*.

All eligible in-custody inmates are assessed and based on their individual needs placed in the appropriate groups. Participants may be enrolled in MRT classes; groups are separated by classification. MRT is a cognitive-behavioral counseling program that combines education, group counseling and structured exercises to alter how clients think and make judgements about what is right and wrong. Depending on their assessment and prior record, in-custody participants may also be placed in other core classes including:

- **Aggression Replacement Therapy**: This class is cognitive behavioral and helps the individuals deal more effectively with anger, improve social skills, and manage aggressive behavior.

- **Substance Abuse: Staying Quit – Relapse Prevention Class**: The class provides evidence-based programs and materials to help individuals avoid relapse by recognizing risky situations, coping with urges and cravings, being around users, understanding support issues, and taking charge.
- **Taking the High Road**: This class is an evidence based drug education program for offenders that gives the most current information available on commonly used drugs of abuse.

In terms of risk, our jail system targets resources to the highest susceptible risk offenders using assessment tools when applying case management, treatment and counseling to the inmate population. Where possible, our existing and proposed programming will apply interventions that target an offender's particular criminogenic needs. These areas are dynamic and can change, and include such factors as (a) antisocial attitudes and beliefs, (b) antisocial peers, (c) antisocial personality pattern, (d) lack of positive family support, (e) low levels of education or employment success, (f) lack of pro-social leisure activities, (g) substance abuse, and (h) impulsivity.

*The Sheriff's Office and partnering agencies use **behavior-focused counseling** coupled with other support services to help guide **in-custody offenders** as they transition to the community. This will help them acquire new skills and behaviors that research shows is **effective when combined with structured social learning approaches** in an intervention model.*

Pre-Trial Inmates and Risk-Based Pre-Trial Release Services

From January 1, 2013, through December 31, 2013, the Colusa County Jail had an average daily population (ADP) of 69 inmates. The ADP of inmates on pre-trial status over this period was 45. As the data indicated, the percentage of inmates on pre-trial status for this time period was 65.2%.

The Sheriff's Office / Jail uses Pre-Trial Release programs to manage population and determine suitable alternatives to incarceration for qualified offenders. The Jail has an assessment form based on a point system for all misdemeanors. If an offender does not qualify for an Own Recognizance (O.R.) release based on the initial assessment, a further assessment is completed by a supervisor. Based on the results of the supervisors' assessment, the jail commander may approve an O.R. release for the offender. Felony offenders are handled on a case by case basis. At times of peak inmate populations or when classification housing becomes problematic, there are several options available to the jail staff:

- 1) The jail commander may approve contacting the on-call judge through the District Attorney's Office. The District Attorney's Office will contact the judge to request a release. Based on the decision of the Court, the jail staff can then release the offender on signed promise to appear with any stipulations requested and approved by the judge.

- 2) The Probation Department provides pre-sentence reports for the Courts on all felonies and some misdemeanors. This is a positive program which allows the Judges to make more informed release and sentencing decisions. The Probation Department also provides "pre plea" reports before preliminary hearings if requested and stipulated.

The Probation Department also provides court ordered O.R. reports when requested. The County criminal justice leaders who participate in this process feel the current O.R. system is very effective.

Facilities and Services to be Added as a Result of Proposed Construction

The Sheriff's Office, and their criminal justice partners in the County, has taken significant steps to introduce specific, best-practice assessments and evidence-based programming intervention components into the detention environment. As correctional staff and their partnering service agencies move forward with the implementation of these emerging program and treatment strategies, the Jail has a pressing need for adequate program space to carry out these counseling, cognitive behavioral treatment programming, and other activities. Although several treatment programs and services exist within the current Jail, the detention facility is not designed to conduct (a) multiple programs, (b) programming in a confidential environment, (c) safe inmate movement to and from program spaces, (d) community partner offerings, (e) comprehensive medical, (f) dental, or (g) mental health treatment.

The CCDTF project will provide:

- (1) Additional program and treatment rooms and spaces,*
- (2) Medical and mental health pod,*
- (3) A new clinic with medical and dental exam rooms,*
- (4) Support space for clinical and program staff, and*
- (5) Six new housing units with required dayroom, yard space, and dedicated and shared programs spaces accessible directly from each dayroom, to replace the substandard linear, open-bar front housing.*

The proposed CCDTF will provide a medical / mental health housing pod including two safety cells (none currently exist) and a respiratory isolation cell. In addition, a clinic will be included which consists of an exam room, a dental exam room (where none currently exists), treatment staff offices, pharmacy / lab, and inmate holding. The treatment staff offices will have direct access to the medical / mental health pod. The new project will also provide necessary programming space for inmates, located directly in the new housing units to ensure services can be provided to inmates regardless of the circulation challenges in the old Jail. The new construction will replace the existing linear, bar-front cells and dorms with six modern, podular housing units with cells and / or dormitories on tiers totaling 96 beds. The benefit of podular over the existing linear design housing is that the safety and welfare of inmates is significantly enhanced through better staff observation and supervision. In podular housing, the clustering and decentralization concept of essential services within the housing pod is also promoted. The reduction in overall inmate movement associated with podular housing designs has resulted in documented decreases in disturbances and serious incidents of injury to inmates or staff.

Program rooms of different sizes will be constructed to accommodate a variety of programs which include individual and group therapy, educational instruction, religious services, etc. Most importantly, the new programming space will allow the Sheriff's Office to expand the number of pre-trial and sentenced inmates who can participate in existing core evidence-based therapy classes including MRT, anger management, substance abuse relapse prevention, and other new life and vocational skills training that will prepare inmates prior to release for eventual return to the community.

The new facility will be designed with community re-entry in mind from intake to release. Assessment space will be included with room to conduct needs and risk assessments and mental health / medical healthcare clinical staff assessments. The design expands the area the Jail's mental health services staff need to provide clinical crisis intervention counseling and manage the disbursement of psychotropic medications. This expanded space will significantly enhance the crisis counseling, treatment services, and clinical mental healthcare management support the County's Behavioral Health agency can provide to the inmate population with mental health service needs. This space will also permit clinical services to be expanded over time to include specialized wrap-around counseling and other service interventions to inmates with behavioral health disorders. Other properly sized space will be constructed to support the facility's GED education program and specialized cognitive behavioral counseling services and other treatment interventions.

The facility's new medical exam / clinic area will improve inmate access to medical services. Unlike the existing medical space, the new area will be appropriately sized and appointed to support the needs of the California Forensic Medical Group, the organization contracted to provide medical and pharmacy services to the Colusa County Jail inmates. The medical clinic will allow for greater access to inmates and to service providers in a secure, confidential and efficient manner. The proposed dental exam space will also allow basic dental services to be offered for the first time in the Jail.

The stand-alone new facility will be constructed to provide maximum safety and security with layered security zones within the detention facility. Interior construction will

be consistent with the security needs of each functional use area. The facility will provide other appropriate staff space to accommodate staff briefings and conferences. Overall security management of the new facility will be maintained by a Central Control Station which will be responsible for the operation of all doors and sallyports for both the perimeter and interior zones. All housing and living areas will have supervision by roving floor officers working in the housing units, as well as an officer stationed in Central Control who will have continual visual contact of each housing unit,

*The construction of a new, specialized housing unit fulfills a critical need of the Colusa County Jail and it **provides a safe, efficient, highly structured and service-focused custody environment** where inmates of all security classifications can receive services and participate in **evidence-based counseling programs.***

The CCDTF jail expansion project will become the new focal point of the Colusa County Jail. It will facilitate the replacement of the existing, archaic housing and allow the Colusa County Jail to begin a phased transformation into a state-of-the-art facility that is safe, secure and efficient. It will allow for the addition of program spaces and treatment services that reduces recidivism and supports rehabilitation.

Staffing for Programming, Treatment Services and Housing

The Jail's compliment of community service providers including the Colusa County Probation, Behavioral Health and Social Services Departments will continue to support programming needs at the detention facility. The County's Probation and Behavioral Health Departments will work with the Sheriff's Office to develop and implement new mental health treatment services provided in the Jail. These agencies

will provide the needed resources for the increase in programs because of the additional space in the stand-alone facility. Existing revenue sources, including funding from the Community Corrections Partnership (CCP), and Mental Health Services Act, will continue to support and enhance programming offered. The Sheriff's Office will continue to contract with the California Forensics Medical Group (CFMG) to provide medical, dental and pharmacy services in the Jail. Existing community and County based resources currently providing treatment and programs in the existing Jail will continue to provide these services in the new Jail. No additional costs for medical and dental care provided by CFMG are anticipated since the offender population capacity for the CCDTF will be essentially the same as the existing Jail.

The Sheriff's Office has prepared an estimate of staffing needs for the new facility. The resulting analysis shows that to accommodate the proposed addition for the SB 863 Application, the Sheriff's Office will need a net increase of two correctional deputies. These positions will augment the reassigned staffing from the existing facility. Total annual new Jail staffing costs are estimated at \$170,000 per year.

4. ADMINISTRATIVE WORK PLAN

Describe the steps required to accomplish this project. Include a project schedule, and list the division/offices including personnel that will be responsible for each phase of the project, and how it will be coordinated among responsible officials both internally and externally.

Colusa County has developed a project management, construction and administrative work plan specifically to address the needs of the proposed CCDTF project. This work plan leverages County resources while assuring the project scope, project schedule, construction budget, and construction quality are maintained. The work plan methodology described below is consistent with other capital improvement

projects undertaken by the County and has been successfully utilized for other adult detention facilities throughout the state and nationally. The County has selected the Design-Build Delivery Method as provided under Public Contract Code Sections 22160-22169.

The Colusa County CCDTF project will be handled from start to finish by a **Project Oversight Team** and a **Project Management Team** supplemented by a construction management (CM) consultant and criteria architect consultant. Members of both of these teams have been involved in the planning and preparation of this application and will continue to participate throughout the project.

Project Oversight Team

- John Loudon – *Supervisor, District 2*
- Bob Muszar – *Interim Chief Administrative Officer*
- Joe Garofalo – *Sheriff Coroner*
- Steve Hackney – *Director, Planning and Building Department*

The Project Oversight Team will provide regular updates to the Board of Supervisors and oversight, direction and guidance to the Project Management Team.

The Project Management Team members will consist of representatives of the Sheriff's Office, General Services, County Administration and other County departments as needed:

Project Management Team

- Miguel Villaseñor – *Lieutenant / Sheriff's Project Manager, Sheriff's Office*
- Tawna Pastorino – *Correctional Officer / Programs Manager, Sheriff's Office*
- Kaline Moore – *Budget Management Analyst, Chief Administrative Office*

- Kent Johanns – *Associate Planner, Planning and Building Department*
- Representatives of other County Agencies as needed including, County Counsel, Behavioral Health, Information Services, Development Services, Probation, etc.

The Colusa County Planning and Building Department will coordinate the project overall and facilitate the Project Management Team. Kent Johanns, Planning and Building Department, will serve as construction project management lead.

Miguel Villaseñor, Sheriff's Project Manager and Correctional Officer Tawna Patorino, Programs Manager, for the Sheriff's Department, will represent the interests of the Sheriff and provide technical assistance and operational expertise. Lieutenant Villaseñor will also lead the Transition Team, including project development, policies and procedures, post order, training and occupancy.

Kaline Moore, Budget Management Analyst, will serve as the Financial Officer for the project, coordinating with other County Departments on all financial aspects of the project, including close coordination with the Auditor-Controller and Tax-Collector for cash management of project costs.

Building & Planning will manage consultant and contractor payments and coordinate with County Administration to submit them for State reimbursement. County staff will utilize proven monitoring and control protocols to assist in managing the project including scheduling, budgeting, and cost accounting software. Designated County staff will respond to the BSCC on all contract matters, and the selected Criteria Architect and subsequent Master Architect (as part of the Design Build Entity) will respond to all minimum codes and standards issues. In addition, the construction management firm

will assist with the monitoring, scheduling, and coordinating all activities on behalf of the County and Sheriff's Office.

Project Events and Timeline

The development of the Project events and timeline has been completed in collaboration with appropriate County staff to ensure that the dates are achievable. This timeline includes review periods and requirements of State agencies, including the BSCC, the State Public Works Board (SPWB), and the Department of Finance (DOF). Within the timelines of the CCDTF project schedule as outlined in Section 3: Project Timeline, the following major project events will occur in chronological order beginning on November 12, 2015 and ending July 12, 2019:

CCDTF Project Starts on November 12, 2015:

- The County Board of Supervisors (BOS) will approve delivery of the project through the design-build delivery method;
- The County will submit site assurance and real estate due diligence package;
- The County will submit Project Establishment documents for the SPWB approval and Project Establishment;
- The County BOS will contract with an architectural firm (Criteria Architect) for the preparation of performance criteria plans and specification, and assistance during the design-build process.
- After Project Establishment, the County will work with the Criteria Architect to develop performance criteria plans and specifications;
- The County will prepare an Operational Program Statement and Staffing Plan, including anticipated operational costs.

- The County will evaluate the qualifications of design build entities (DBE) and short list DBE's for the development of design-build proposals;
- The County will submit conceptual plans and performance criteria to the BSCC and the State Fire Marshal (SFM) for review and approval, as well as the Operational Program Statement and Staff Plan;
- The County will develop a Request for Proposal (RFP) for DOF approval;
- The County BOS will approve issuance of the RFP from DBE's;
- DBE's will submit design-build proposals;
- The County will evaluate the DBE design-building proposals and selects a DBE, and award a design-build contract;
- DOF will approve the design-build contract and issue a Notice to Proceed for construction;
- The County BOS will contracts with a construction management firm for the construction oversight of the project;
- The CCDTF project design-build process is initiated and the DBE will develop the design required package(s);
- A third-party reviewer will perform a California Title-24 plan check;
- Construction document drawings and specifications will be submitted to the BSCC and SFM for plan-check and approval;
- Construction will be initiated as design package(s) are developed and approved by the BSCC and SFM;
- Construction, including punch list, will be completed;
- The CCDTF will be commissioned, and the construction contract closed out.

- The CCDTF will be occupied and begin operation.

CCDTF Project Ends on July 12, 2019. Refer to Attachment 4 Project Schedule.

5. BUDGET NARRATIVE

Describe the amounts and types of funding proposed and why each element is required to carry out the proposed project. Describe how the county will meet its funding contribution (match) requirements for all project costs in excess of the amount of state financing requested and how operational costs (including programming costs) for the facility will be sustained.

Amount and Types of Funding

Colusa County is requesting \$20 million in State funding to construct a new, stand-alone facility that provides a new medical and dental clinic, 96 beds to replace existing substandard linear open-bar housing, a variety of program treatment rooms, small pod with safety cells and a respiratory isolation room, a new central control and retherm kitchen and other support spaces, including offices for jail administration staff. The project has been planned for operational and cost efficiencies. A conceptual plan and cost estimate were developed as part of the Needs Assessment Update to validate the required project costs. The Design-Build delivery method will be used to take advantage of collaboration between the County, design-builder, and sub-contractors for the most efficient and cost-effective facility.

Types of funding requested include:

- Construction – \$16,875,000. Includes all costs associated with fixed construction costs for the new facility and associated site improvements. Includes Design Build Entity Contractor and Architect of Record.
- Additional Eligible Costs – \$1,594,000. Includes cost for non-fixed items necessary to operate the facility and outfit program and treatment areas such as

furniture, fixtures and equipment, and inmate management systems, as well as infrastructure to support a video visitation system. This item also includes construction support activities such as inspections and testing, commissioning, Title-24 plan check services and PG&E design and engineering.

- Professional Services – \$1,515,000. The County will engage an architectural firm to develop Performance Criteria documents, and a construction management firm to assist with the budgeting and management of construction activities.
- State Agency Fees / Audit – \$173,000. Includes cost for State Fire Marshal (SFM) fees and due diligence. The County will engage an outside firm to provide audit services. The fees for the SFM review and the audit are shown as Cash Contribution on the Budget Summary Table.
- Needs Assessment / CEQA – \$131,000. The County has already engaged an outside firm to provide a Jail Needs Assessment Update and CEQA. These fees are shown as Cash Contribution on the Budget Summary Table.
- Project Administration and Planning – The County will use its staff to provide internal administration for the project and Sheriff's personnel for transition planning and operational training for the new facility. The County is not using these costs as In-Kind or Cash contribution.
- Land Value – the value of the site for the new CCDTF has been established by the County Assessor at \$80,000. However, the County is not using the land value as In-Kind contribution.

County Contribution

The Board of Supervisors approved submitting this application for SB 863 funding. As a small county, Colusa is petitioning for contribution reduction as reflected in the proposal budget and shown on the Budget Summary Table. However, the County understands that there will be project costs that they will need to bear, and will provide \$297,000 in cash contribution (match) to cover these costs. The County will provide the cash contribution from the County's General Fund.

Sustaining Operational Costs

As part of the consideration in approving submittal of this SB 863 application, the Board of Supervisors was advised that operating costs, including programming, staffing and operations for the new CCDTF facility will be about \$170,000 more than the current Jail's operating costs. Public Safety is a priority of the County and these cost increases will be taken into account in the County's financial planning. The approved BOS resolution assures that the County will staff the facility after completion of construction.

Treatment Programming – The Jail's current complement of community service providers including the Colusa County Behavioral Health, Social Services and Probation Departments will continue to support programming needs at the new detention facility with current programs and the implementation of new mental health treatment services. Existing revenue sources including funding from the Community Corrections Partnership (CCP) and the Mental Health Services Act will continue to support programming and enhance the programming offered. The Sheriff's Office will continue to contract with CFMG to provide medical, dental and pharmacy services. No additional costs for medical and mental services provided by CFMG are anticipated

since the CCDTF will be replacement beds, increasing the inmate population by only 4 beds.

Custody Staffing – When the CCDTF facility is complete, custody staff from the existing Jail will be reassigned to the new facility. The Sheriff’s Office has prepared an estimate of staffing needs to operate the new facility. The resulting analysis shows that, in addition to reassigning current staff, the Sheriff’s Office will need two additional Correctional Deputies to operate the new facility.

6. READINESS TO PROCEED

Board Resolution: On August 11, 2015, the Colusa County Board of Supervisors approved a resolution authorizing the County to participate in the SB 863 process and agreeing to all of the requirements listed in the Request for Proposals. The Board Resolution is attached to this application.

California Environmental Quality Act (CEQA) Compliance: On August 10, 2015, the Colusa County Office of County Counsel issued a letter confirming that in accordance with CEQA, a Notice of Determination was filed on July 8, 2015, and that the statutes of limitations expired on August 9, 2015. There were no legal challenges to the County’s Negative Declaration or CEQA findings. The Notice of Determination and County Counsel’s certification letter are attached to this application.

2013

COLUSA County Jail Needs Assessment Update

Presented by *Harris & Harris Enterprises*

April 5, 2013

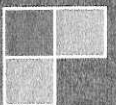


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Superior Court

Honorable Jeffrey A. Thompson, Presiding Judge

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Tom Pinizzotto, Interim Director

Introduction

On January 22, 2013, the Board of Supervisors authorized a study to determine the current and future needs of the COLUSA County Jail. A primary goal was to provide an updated Jail Needs Assessment study, which is a requirement of the California Board of State and Community Corrections before new inmate housing of more than 25 beds can be added. This study could also assist the Sheriff's Department in obtaining grant or bond funding should they become available and sought by the County.

Like so many California jails, COLUSA County is faced with a lack of jail bed space, not so much because of a lack of actual beds, but because they do not have the **right** kind of beds. With the requirements of inmate classifications, COLUSA cannot put disparate inmates into the same jail housing.

Another significant issue for COLUSA County is the antiquated age and design of the facility. Built in 1962, and opened in 1963, their jail has linear cells prohibiting adequate sight lines. This makes it difficult, if not impossible, to comply with the Prison Rape Elimination Act (PREA) and the Americans with Disabilities Act (ADA). Additionally, these old jails require more maintenance and use more resources to operate. Their jail also requires excess inmate movement for recreation and court appearances will need additional program space in the future.

For these reasons, the project team recommends a new jail facility to meet the current problems and the additional inmate populations projected for the future. These increases will be accelerated due to AB109 inmate realignment. The included analysis addresses these assertions.

Executive Summary

This Updated Jail Needs Assessment Study is a result of the cooperation and assistance of COLUSA County criminal justice professionals, County government administrators, health and program providers and the consultants hired to prepare the report. This Executive Summary provides an overview of the study process and findings. More in depth discussion and statistical data is presented later in the report.

Since the last Jail Needs Assessment was completed, the adoption of AB109 Inmate Realignment has been implemented. This has had a significant impact on COLUSA County's ability to house inmates by their proper classification. COLUSA will need additional beds as a result of AB109; however, the type of beds is severely restricted and creates an issue where disparate types of inmates are housed together. Consequently, this may expose them to civil liability.

Purpose of report

The primary goal of this Jail Needs Assessment is to provide a sound document which is user friendly, can be updated each year and can easily be used as a road map to future jail planning and budgeting. The information contained in the report should be used as follows:

- To update and identify any significant jail problems or deficiencies
- To review the current efficiencies of the County Justice System related to timely progression of arrestees through the system.
- To evaluate pre and post release programs designed to provide jail-crowding management, out of custody rehabilitation and community corrections, and ensure court appearances.
- To evaluate the ability of the jail staff to safely house and observe the inmates.
- To identify short term solutions to any significant jail problems.
- To identify and make recommendations related to areas of potential jail liability.
- To evaluate all levels of jail programs, including Title 15 mandates and rehabilitation programs.
- To compile and statistically document jail inmate demographics and bed needs.
- To identify long and short term remodel and building needs.
- To update a broad image of the size, scope and needs of future jail buildings or additions.
- To review any proposed jail or additions are efficient and compatible to serve the overall goals of all the criminal justice agencies.
- To review planning that not only enhances safety, but also affords the ability to provide health and rehabilitation programs for the inmates.

The COLUSA County Jail is smaller than many California jails and has unique operational and staffing needs related to the size of the building footprint. The current use of Sheriff's Dispatch and Records units to assist in the operation of the jail is an example of this practice. This complicates planning for a jail, which would likely be separate from the Sheriff's Department Administration and Operations Divisions, as a result additional staff costs will likely occur.

The jail is older and consists of outdated steel barred linear inmate housing design no longer used in modern corrections. There is only intermittent supervision of the inmates as an officer walks

through the hallways. This together with other older and deficient areas of the jail, coupled with the difficulty to easily attach new housing is a concern of the Sheriff and his staff.

The jail has been remodeled on three prior occasions adding greatly to the functionality and operational efficiency especially in the booking and intake area. The remodels coupled with the cleanliness of the jail can mask the fundamental problem with the jail, which are the inmate housing units.

The jail is just one of several County facility needs and as with many counties, COLUSA County has very little available funds for capital building expenditures and faces demands for new and replacement facilities which cannot be met. Jails are among the more expensive buildings to construct and present significant liability to the County if the jail does not meet constitutional requirements or public, staff and inmate safety.

While this Jail Needs Assessment can be used as a planning and budgetary tool to assist County decisions on capital projects, is not intended for use as a detailed document for construction design, funding allocation or staffing decisions.

If, in the future, a decision is made to move forward with possible construction, a more formal planning and architectural programming study is needed to provide concise costs. The next step in the process likely will entail conducting a Feasibility Study and in depth Architectural Space Program that would further develop building options, as well as more exact construction and operating costs. This Feasibility Study could also assist in determining funding sources and strategies.

Significant findings of this report

The following are some of the significant findings of the study:

- The COLUSA County Jail is a very clean and well-managed facility that complies with the 1963 and 1993 standards by which it is evaluated.
- The facility is an antiquated design typically constructed 50 years ago.
- The number of beds built in 1963 was substantial and has been significant in preventing jail overcrowding.
- The COLUSA County Criminal Justice System is very efficient and the leaders and managers of the various departments work very well together which provide for the timely adjudication of cases and movement of inmates through the court process.
- The jail will need additional beds for inmate growth in the near future.
- The jail housing units and existing inmate beds should be considered for replacement because of the many shortcomings of the 1960's linear design.

- Remodeling the existing housing units or adding on new housing units to the jail would be very difficult.
- The dual use of emergency services dispatchers to answer emergency calls and dispatch emergency personnel and help supervise and operate the jail is a concern.
- Jail staffing allocations are lean and any vacancy is a concern. When minimum staffing drops to only two officers there is a concern for safety and security.

Some of the notable problems with the existing jail

COLUSA County Jail was originally built in the 1960's and is 50 years old. While there are many concerns and recommendations later in this report, below are some of the issues:

- The 1963 building has deteriorated over time and is less energy inefficient and has become maintenance intensive.
- There is no direct access from the jail to the courts, despite their close proximity, causing inefficient and unsafe vehicle transport of prisoners.
- The medical and mental health area has inadequate general use space and lacks sufficient number of cells for ill inmates, mental health beds and suicide watch beds. There is no proper waiting area for inmates causing supervision, medical privacy and security concerns.
- The shortage of lock down and separation cells for administrative segregation, gang separation and disciplinary isolation causes difficulty for classification and managing the population.

How many of the problems came about

Sheriff's Management and other County officials offered opinions as to how the jail problem reached this point:

- Lack of County, State or Federal funds for the specific purpose of building new jail additions.
- Lack of adequate ongoing local funding source for inevitable jail building needs.
- The high number of their jail beds that are not compatible for their classification of inmates, has made them non-competitive for jail funding, even though their jail is antiquated and needs to be replaced.

Incarceration rate average seems reasonable

The study of the jail indicates an incarceration rate of **28.1** for every 10,000 County residents, which is a 13.9% increase since 2008.

Incarceration rates are the number of inmates in jail per 10,000 County residents and are an important factor in determining jail beds needs. Although incarceration rates are not exactly the same from area to area, there are correlations between similar social-economic regions. Crime rates influence incarceration rates; however, another factor is the availability of community corrections programs such as electronic monitoring, work release, transitional housing, etc. The community corrections approach directs some select offenders into outside programs rather than

incarceration. Preferably, a county would utilize a balance of jail beds and community corrections. Counties with mid-range incarceration rates and few community corrections programs usually achieve this by way of court ordered early releases which over time tends to drive up crime rates.

Average length of stay

The average length of stay generally reflects the efficiency of the courts. As an example, an ALOS in the 30's (days) is an indicator that cases are not being adjudicated in a timely manner, usually the result of too many continuances. A normal range for the average length of stay would be between 12 and 24 days. COLUSA County Jail's ALOS of **14.1** in 2012 is within the normal range. There is some concern that the ALOS will increase dramatically over time with the implementation of AB109 inmates.

Significant COLUSA County Jail Housing Deficiencies

Classification Unit

COLUSA County currently does not have a separate housing unit or "pod" especially for new arrestees. The benefit of this housing allows inmates to acclimate to the jail setting after being arrested. It also allows the jail staff to observe these inmates more closely (many who come into custody under the influence of drugs or alcohol) until they recover from the shock of arrest or become completely sober. Lastly, only those inmates who remain in custody after arraignment (except those initially housed outside this unit) are subject to a full classification interview freeing the Classification Officers to focus on more important tasks such as helping to manage gang members or assisting with "OR" verification.

Mental Health (Psych) Unit

Currently COLUSA County does not have a distinct and separate housing unit or pod to house inmates with significant emotional or psychological problems. Inmates with mental health problems tend to be more suicidal as a result of their emotional instability. Housing these inmates in specialized areas allows for closer and more consistent supervision.

Disciplinary Isolation Unit

Currently COLUSA County does not have a distinct or separate housing unit or pod specifically for disciplinary isolation.

Female Housing Unit

The COLUSA County Jail has a great need for a comprehensive housing unit for female inmates. The current housing situation for females is extremely inadequate. The female inmates really only have one Classification referred to as Minimum – Medium. The female inmates with special needs are placed in various ADSEG cells about the jail.

Special housing unit for males

An ongoing issue within the COLUSA County Jail is a shortage of male beds for inmates with specialized classification needs such as protective custody, administrative segregation, mental health issues and disciplinary isolation. The jail places these inmates in ADSEG cells.

Programs to rehabilitate inmates

The Sheriff and Jail Commander as well as other criminal justice leaders expressed a concern about the lack of programs and feel strongly any future jail additions must contain program space. Innovative programs should be explored and any future jail housing additions must provide adequate space for inmate education programs.

Executive Summary Conclusion

The following document contains comprehensive information on the areas and issues discussed in this executive summary. County officials are urged to familiarize themselves thoroughly with this report to better understand the jail situation and for future policy and decision-making. County leaders should consider taking the next step in the jail planning process by initiating the Architectural Feasibility Study that includes a comprehensive space program study with detailed project and operating costs.

Methodology

The Needs Assessment Update projections are the result of trends from the past ten years, reports and files review, and the expertise from those involved in the project. The project team met with the jail administration and thoroughly reviewed the 2008 study and validated the assumptions to be used for this update.

By using a combination of computer statistics and statistics gathered by staff and consultants and other reports, there is an adequate amount of quality information to provide reasonable needs projections. Information contained in this report was established through the following processes:

- Gather historical data on trends from the past years through use of computer reports and historical County and State reports.
- Review historical information and interview Sheriff's Department and County managers and supervisors to determine facility building history and relevant issues.
- Review inmate files to obtain a picture of the current inmate population.
- Interview custody staff.
- Interview jail non-custody and custody personnel who provide current programs to determine programs offered and levels of effectiveness and participation.
- Interview and observe Sheriff's personnel and correctional staff to determine operational, staffing and other concerns related to the jail.
- Interview and involve other County officials and the criminal justice department managers to determine the overall efficiency of the system and the impact on the jail.
- Review regulatory agency inspection reports.

The jail and inmate profiles were completed using a "snapshot" of the inmate population. However, instead of using a random selective approach of a percentage of the inmates, all inmates in custody where used for the profile study.

Population projections were derived from the U.S. Census Bureau and the California Department of Finance.

Planning Assumptions

1. The inmate population will continue to increase at a rate similar or greater than historical patterns from the past five years. (Historical rates were very low, but are climbing.)
2. The County will continue to explore programs and community corrections sentencing alternatives to limit as much as is practical inmate population increases in the jail.
3. The current incarceration rate of 28.1 per 10,000 County residents is a 13.9% increase from 2008 and most likely the result of 41 additional AB109 inmates serving time in the jail in 2012.
4. If a new jail is built it will likely be on County owned property near the current jail.
5. Adding on to the existing jail is not desirable and would be driven by having no other choice due to funding shortfall and overcrowding.
6. The needs assessment team will update any changes to the needs and efficiencies whether or not there is funding to meet the needs identified.
7. It is critical that any new facilities must be efficient; the Needs Assessment should consider staffing and operations efficiency.
8. Consultants will review the transportation of inmates between the current jail and the court holding area downtown for possible alternatives.
9. The County realizes it has a responsibility to provide sufficient jail beds and space to provide the smooth operation of the criminal justice system, ensure public safety, meet constitutional and regulatory requirements for care of the inmates and provide punishment for offenders.
10. Any new inmate housing will provide sufficient rehabilitative programs to assist offenders in being law-abiding contributing members of society and bettering their lives and avoiding recidivism.
11. The jail, while providing sufficient inmate housing, must additionally provide sufficient support space for a safe and efficient operation. Therefore, consultants must also review and determine if support space is adequate. Examples of important support space include intake/booking, medical, mental health program, suicide prevention, food services, laundry services, and storage.
12. Staff and support spaces such as locker rooms, workout room, and staff dining must also be reviewed for adequacy.
13. There is a preference for a standalone jail facility that does not rely on dispatch and records personnel for jail operational needs.

Historical Perspective

Prior to moving to the current location, the Sheriff's Office and jail were located next to the Historic Courthouse at 547 Market Street. The Court was built in 1861 and it is unknown when the Sheriff's Office was built, however, a photo of the courthouse taken in 1908 appears to indicate the Sheriff's Office and jail were present at that time. The jail was made of masonry products and was extremely inadequate.

The current Sheriff's Office and jail was constructed between 1961 and 1962, opening in 1963. This building has housed the Sheriff's Office and the County inmates for over 50 years. Significant deficiencies related to space became apparent through the years including administrative, field operations, booking holding cells, storage and recreation. When the building was planned in the early sixties, most of the field operations (Patrol) staff was resident deputies working out of their homes. Through the years this has changed and the number of staff working out of the Sheriff's Administration (and jail building) increased significantly with consequences being a significant shortage of space.

The jail was actually overbuilt related to the number of jail beds provided, which is very unusual. The positive outcome of this is there has been no overcrowding at the COLUSA Jail. Unfortunately, jail support and operations space proved to be inadequate.

Since the building was completed in 1963 there have been at least three significant remodel projects. Improvements were made in approximately 1985, 1998 and 2000. The remodel projects have been very disruptive to facility operations; however, have been effective in improving support space and operational efficiency. The primary benefit of the remodel efforts has been to provide for a more efficient and safe booking area in which bars were removed and more options for separating and holding arrestees is now available. Improvements in recreation security and administration space improvements also occurred.

It is paradoxical that the building of extra beds in 1963 now creates a problem for the County of COLUSA and Sheriff's management. The beds that were constructed in 1963, and are now over 50 years old, were built in the old style of inmate housing and supervision known as "linear," which has not been built for 50 years and is no longer considered safe or efficient. Because the jail is not crowded, it appears no State or Federal funding is available to replace these aging cells. Virtually all grant funding made available in recent years, and there has been little, is for adding inmate beds, not replacing beds.

A. Elements of the System

Condition of Existing Facilities

The current COLUSA County Jail has exceeded its design and building lifespan. Completed in 1963, the facility was adequate and of contemporary design when finished, however, at 50 years old, is in need of replacement or massive remodel.

A tour of the facility does reflect positively on the Sheriff's Office and the staff that operates the facility, as it is very clean and well kept. Unfortunately, no matter how dedicated staff is, the physical design of the old jail makes it very difficult to properly visually supervise the inmates.

There have been at least three significant remodels of the building that have enhanced the design and provided additional years of use. The primary areas of the last remodel, booking and intake, are functional and efficient. The primary areas of concern however are:

- Older linear inmate housing areas
- Steel bars and bunk beds which offer opportunity for suicide by hanging
- Inadequate visual supervision of inmates
- Inadequate medical area
- Inadequate mental health and suicide prevention areas
- Inadequate laundry
- Inadequate and closed kitchen (Note: This has been mitigated by obtaining food from a nearby hospital which works well for the County, however, is not guaranteed as a long term alternative)
- Design which will not allow direct visual supervision of programs and recreation

Following is a discussion related to the components of the COLUSA County Jail:

Site

The current location of the jail seems appropriate with certain reservations. Located on County property near downtown COLUSA and adjacent to State Route 20, it offers easy access for many of the County residents. Since it is collocated with the Sheriff's Office Support and Field Services Divisions, support and back up are readily available.

A significant benefit of the site is the open areas near the jail that offer the potential for either building a new jail or adding on to the old one with only minimal land acquisition. The site is marginally large enough to support other criminal justice departments and possibly the courthouse on the site.

The drawbacks and shortcomings of the site include:

- *Remote to courts.* The jail is not connected to the courthouse, which is several blocks away, causing costly and dangerous transportation of inmates.

- *Remote to other criminal justice departments.* With the majority of the other justice departments are downtown and the jail a few blocks away, it is inefficient and time consuming for County employees and the public.
- *Size of adjacent County owned parcels.* The County owned parcels adjacent to the jail location might not be large enough to adequately site the jail or the other criminal justice departments and the courts because of the space constraints and parking requirements.

A review of the COLUSA County Criminal Justice System is an important component of the Jail Needs Assessment Update study. The effectiveness and efficiency of the system can greatly impact the number of inmates in jail. It appears the COLUSA County Criminal Justice System is effective and efficient and does not negatively affect the number of inmates in custody at the jail.

As part of the study, interviews were conducted with the department heads and other managers of the criminal justice department to determine what their overall perception was of the criminal justice system in COLUSA County. Much of this section contains the opinions of the criminal justice officials interviewed, which may or may not be supported by statistical data. The interviews included the Sheriff and Jail Commander, Board of Supervisors, Court Leadership, District Attorney, Chief Probation Officer, and Public Defender.

Sheriff and Jail Commander

In interviews with the Sheriff and Jail Commander, they offered input on the jail and on the various components and processes related to the criminal justice system in COLUSA County.

They advised the relationship between the various components of the criminal justice system in COLUSA County is fairly efficient and cooperative. Because of the small size of the community and number of criminal justice officials, there is much less formality and personal communication is enhanced. As an example, the Sheriff eluded to recent personal phone calls to justice officials. Because of this ease and frequency of personal communication, they do not see a need for a formal Criminal Justice Policy committee. Additionally, with the committee for the Community Corrections Plan (CCP) this too can be used to discuss systemic issues.

While speaking favorably about the positive relationship between criminal justice departments, the managers expressed the fact there is room for improvement. One issue of note was:

- The transportation of inmates to court is time consuming and causes added danger to staff and the public.

Sheriff's managers expressed concern related to the potential for the jail becoming crowded and the difficulty in operating the jail when the number of inmates rises. When the number of inmates increases, the lack of housing and classification options place added stress on the staff to provide the needed separation.

The age of the jail and the linear design are also a concern for Sheriff's managers as their ability to monitor the actions of the inmates is very difficult.

The Sheriff is very concerned about the lack of staff to adequately provide bailiff and court security at the courthouse. This has been an ongoing issue that requires the court administration to

champion and budget additional staff with the State Administrative Office of the Court. The added staff could also improve the operational efficiency of the court.

They feel the plea bargain system is effective and fair. There is a cordial relationship between the DA and Public Defender(s) that allows for excellent cooperation and agreement.

The Sheriff's staff related that the judicial system in COLUSA County appears to move offenders through the court process with an acceptable number of continuances.

Sheriff's Upper Management View of the Highest Jail Needs

(Note: Other jail needs compiled from observation, interviews with other jail managers, supervisors and staff is located in other parts of this report)

- Provide adequate classifications to adequately separate the inmates.
- Provide housing for the increase in male inmates, especially for difficult and dangerous inmates.
- Provide more efficient ability to handle potentially suicidal inmates.
- Ability to better monitor the program areas and provide safety for program staff.
- Additional program space with appropriate consideration for inmate supervision.
- If possible, replace the aging facility with a more modern and efficient jail.
- In the future if court replacement plans are studied, make an effort to collocate the jail and courts.
- Jail operations should not require the emergency services dispatchers to monitor jail activities and open doors. This is a distraction which could be a detriment to patrol or jail staff.
- Jail staffing is inadequate and should be increased.
- Concerns with the current facility meeting the requirements of the Prison Rape Elimination Act (PREA) and ADA.

Recommendations related to Sheriff's Management input:

All of the bulleted items above have validity and are recommended for evaluation and rectification.

See recommendations related to jail building and remodel recommendations.

Board of Supervisors

The County of COLUSA does not have a County Executive Officer; therefore, input was received from the Vice Chair of the Board of Supervisors. He advised that he is pleased with the apparent level of cooperation between the various leaders in criminal justice.

He expressed concern about the retirement of some of the long time manager's from the criminal justice departments, however, also feels quality employees are in place to provide great leadership. He spoke highly of Sheriff's jail supervisors and managers. He also expressed a desire to see additional programs in the jail for rehabilitation and providing adequate housing and treatment of mentally ill offenders.

Funding Concerns

He voiced concern that the relatively small size and lack of funding and other resources was problematic to building any new County buildings, much less a new jail. He also discussed the pressures for funding from the many components of the County Government, and the difficulty in meeting the needs.

While development impact fees for the cities have been discussed in the past, the lack of support staff within the County government has hindered this effort. He acknowledged the need and was optimistic the fees could be implemented; however, it will require the education of the public and city officials in COLUSA and Williams to obtain necessary participation. Countywide development fees for building criminal justice facilities are common as these facilities benefit all County residents.

Criminal Justice Center

In discussion about a potential criminal justice center, he was supportive of the concept and supports the efficiency of having the criminal justice functions of the County in close proximity. The concept of having the jail and courts next to each other would eliminate dangerous and costly transportation of inmates by vehicle. He pointed out that now that the courts are part of a State agency under the auspices of the Administrative Office of the Courts (AOC), the County has little influence on court placement. Further, with no money available this option is very limited.

Collaborative Policy Decisions

As other elected officials in COLUSA, he noted the positive level of cooperation that already exists. The Community Corrections Plan committee serves this purpose in lieu of a formal Criminal Justice Policy Committee (CCJP).

Tour Possibility

He expressed a desire to become more jail knowledgeable by touring the jail and other jails if requested to better understand the issues related to operating a jail and the issues facing COLUSA jail staff and also seeing more modern facilities.

Recommendations related to Board Vice Chair input:

1. Informational jail tours should be provided for Board Members of the COLUSA Jail and an example of a modern facility of similar size such as Nevada County Jail.
2. Long term funding sources for jail building should be explored. Development of impact fees for building criminal justice facilities should be implemented County wide, including the cities as all County citizens' benefit from these facilities.

Court Leadership

The court system and how efficient it is operating can have a tremendous impact on the jail. If the court process is slow for any reason, inmates remain in custody longer, taking up jail beds. This does not seem the case in COLUSA County.

The longevity and experience of the Judge and the Court CEO were impressive and it was noted that the criminal justice officials in COLUSA County have a wealth of experience, which allows them to be very effective in day-to-day operations.

General View of the Criminal Justice System

The judge expressed confidence in the COLUSA criminal justice system efficiency, pointing out the longevity of the primary criminal justice officials. These officials have worked and gained experience together over a long period of time.

Concern Related to Possible Changing Demographics of Offenders

The Judge expressed concern about a changing offender demographic in which criminals with a higher level of sophistication and violence are moving into the rural county from urban areas nearby. This could result in increased impact on the jail and crime in general.

Plea Bargain efficiency and the Trial Readiness Conference Policy

The Judge advised the use of the plea bargain in COLUSA County is common and there could be differing opinions in the criminal justice community on the level of appropriateness; however, it is efficient and seems to work well. Because of the longevity and level of cooperation of the criminal justice leaders, a plea bargain can often be agreed upon. It was pointed out that if the criminal justice leadership changed, the result might be less plea-bargaining, with the result longer stays in jail for certain offenders.

The judiciary has set a goal for the District Attorney and Defense Counsel to make every effort to decide on a plea bargain at or before the trial readiness conference.

Are Continuances a Problem?

The judge advised continuances are not a problem and are appropriate when granted. The judiciary is very cognizant of timely court process for offenders in jail.

Courts Input on Pre-Sentence Release Program, O.R. Reporting

The Judge expressed confidence the current system related to Own Recognizance (O.R.) releases is efficient and from a cost-benefit stand point would not be worth it to make it more formal at the front end. He pointed out that the judges commonly release on O.R. Many of the offenders are locally known, making the decisions more informed. By using court ordered O.R. reports for other offenders, especially those from out of county, the offenders do not spend excessive time in jail before being considered for O.R. The judge frequently utilizes criminal history reports to aid in his decision.

District Attorney

The District Attorney believes that within the available resources, the criminal court system is very efficient. Their calendaring is accurate and they typically do not add late cases. He described that their process as “streamlined.”

Their plea agreements are smooth and pretrial readiness is well orchestrated. Their pretrial conferences are two to four weeks prior to trial. Cases are either resolved or the trial goes as planned.

One innovation that they have implemented is a plea report. This is similar to a probation report, but is prepared prior to the pretrial conference and allows both sides to see what a defendant can expect. This assists the Public Defender in preparing their defendant to either take a plea agreement or continue on to a trial.

From the perspective of the District Attorney, the continuances in COLUSA County are not problematic. Most continuances are related to staff leaves rather than trial readiness issues.

The COLUSA County District Attorney offers all first time drug offenders a six-month rehabilitation program in lieu of criminal prosecution. This is vacated if the participant fails the program. He estimates an 80% success rate, but does not keep hard statistics on the program.

Again, from the perspective of the District Attorney, the cooperation among the criminal justice stakeholders is very good. They have been working together for a long time and this results in a cooperative relationship benefitting the criminal justice system.

The results of AB109 Inmate Realignment have been a challenge for COLUSA County. The District Attorney has seen an increase in more serious felonies and subsequent filings. He asserts that among the criminal element in COLUSA County, they believe the county has been forced into a much lower level of accountability for felonies, especially burglaries, stolen automobiles, and drugs.

Chief Probation Officer

The COLUSA County Probation Chief provided the following information regarding their perspective on the criminal justice system, programs, and impacts of AB109, Inmate Realignment.

Overall, the COLUSA County’s criminal justice system is efficient, effective and extremely cooperative and collaborative between all of the partners (i.e., Sheriff’s Department, CHP, police departments, D.A., P.D., and Courts).

The jail is old, antiquated and lacks sufficient space for private interviewing and visiting, and lacks appropriate space for evidence based programming for the inmates. The jail does not have enough appropriate cells to accommodate flash incarcerations and/or revocations.

Probation has had to look for alternative programs in lieu of custody due to the lack of space for programming within the current jail. As a result of AB 109, Probation has opened a Day Reporting Center, expanded the utilization of Electronic (EM) and GPS Monitoring, internally trained probation staff to facilitate Moral Reconciliation Training, and contracted with outside providers to assist with education, alcohol and drug treatment, job placement, and other services.

Alternative programs in lieu of custody are beneficial, but a one-size does not fit all in effectively dealing with the risks and needs of clients. A case-by-case approach with validated assessment tools, supervision and services has proven to work best. With the enactment of AB 109, the Probation Department has had to open a Day Reporting Center, expand EM & GPS when appropriate, enhance the work release program, provide additional intensive supervision for more, higher risk clients, and have contracted with several private providers for services to appropriately and effectively deal with this population.

As a result of AB 109, our communication and collaboration [amongst the criminal justice leaders] have been enhanced as we are working closer and more frequently together.

As a direct result of developing and implementing evidence based practices by the COLUSA County Community Corrections Partnership, the Behavioral Health Department's approach to AB 109 clientele has been to provide enhanced services. Mental Health staff is assigned, on a part-time basis, to the DRC to complete assessments on AB 109 clients.

Public Defender

The Public Defender was nonresponsive to our requests for information. The below narrative is an excerpt from the 2008 Needs Assessment.

"The Public Defender approach in COLUSA County is different because of the low population of the County. Two private attorneys provide contract services to the COLUSA criminal offenders. Felony and misdemeanor cases are handled separately with Mr. Smith handling felonies while Mr. Thompson specializes in the misdemeanors. Interviews with the two attorneys indicate an excellent level of cooperation and cordiality. They both spoke very highly of each other and the COLUSA criminal justice system.

Misdemeanor cases usually are adjudicated very quickly usually in two appearances, three at the most. The Public Defenders were very complimentary of the judiciary relating to the fact the judges appreciate the needs of the Public defender.

Use of Release on Own Recognizance (O.R.)

They feel the use of O.R. is very appropriate and used frequently. They noted that formal court ordered O.R. reports are seldom required. They also noted that the "no show" rate for offenders released on O.R. seems to be quite good. The fact is that most of the offenders are local and therefore provides an easier group for the system to work with.

Sentencing

Both feel the sentencing is fair and appropriate. The judges use probation options liberally, however, are very harsh with probation violators.

Court Use of Alternatives to Incarceration

The Public Defenders feel the court uses alternatives to incarceration very effectively. They feel the alternatives are critical because housing the offenders is far too expensive. They believe the Probation Department work release and the alternative work projects (public service) are effective programs and used appropriately.

They are especially pleased and impressed with the court's use of other programs such as Delancy Street and Salvation Army for felons possibly headed for prison. They note that these programs are usually offered to non-violent offenders and they have been very effective in cleaning up offenders.

Court Schedule

The Public Defenders feel the court schedule is very user friendly. They also integrate as much as is practical the preliminary hearing and trial court phase.

Public Defender View of the Criminal Justice System

They state there is excellent trust between the criminal justice officials and the system seems to be very effective. Unlike many counties, the Public Defenders feel they are welcome in the offices of the associated criminal justice departments and treated like family of co-workers. They are also very pleased with the relationship with the Probation Department.

Public Defenders Do Not Support a Need for a Criminal Justice Policy Committee

The Public defenders feel the concept of a Criminal Justice Policy Committee is unnecessary bureaucracy and would waste time. In a small community like COLUSA a quick phone call repairs most issues they advised.

Efficiency of the COLUSA Criminal Justice System

They feel the system is very efficient and moves offenders through the court process in a timely manner. A major reason for the efficiency is the level of trust they feel the judges have with the DA and Public Defenders.

Plea Bargain Practices

The plea bargain practices seem to be effective, fair and agreed upon at this time.

Are Continuances a Problem?

They feel there are very few continuances and when they are requested and issued they are for a valid need.

Specialty Courts

They both feel Drug Court is very time consuming, and question the format. They feel a DUI Court is not needed as Misdemeanor Court serves that purpose already.

Public Defender View of the Jail

The Public Offender officials were very complimentary of the jail and praised jail staff for the cooperation received. They acknowledged the custody staff for their professionalism and cooperation. While the general overview of the jail was positive they did raise the following concerns:

- *There is lack of sufficient attorney client visiting and they would like to see additional options including more interview rooms.*
- *They support mental health programs for certain inmates, however, feel the mental health programs at the jail could be more comprehensive.*

Other Public Defender Concerns

The Public defender is concerned growth may outstrip services. There are proposed housing projects including in the Arbuckle area, which could have a significant impact on the criminal justice system.

One of the two Superior Court judges just retired which could have an effect on criminal justice operations if the new judge has a different outlook or philosophy.”

B. Operational and Design Philosophy

Design and Efficiency, Summary of the Primary Jail Components: (Note: This is an overview of the areas. A more in depth description of the support areas is located near the end of this report.

- *Vehicle sally port:* The vehicle sally port is fairly small and will only accommodate two standard size sedans or passenger vans. It cannot accommodate the larger buses often picking up or delivering inmates.
- *Intake area:* This area is small and lacks enough space for a sufficient number of arresting officer workstations.
- *Holding cells:* The booking room is mostly adequate for this size jail with the exception of the holding cells, which are not easily observed.
- *Specialty booking cells:* The sobering cells are marginally adequate.
- *Inmate property room:* Staff used to make do by using a long plumbing chase to hang inmate clothing bags. A new system using plastic tubs to store personal property is being implemented.
- *Female inmate housing options:* The Housing options for females are inadequate.
- *Recreation Yard:* Staff is able to meet Title 15 minimums using the one recreation yard; however, it is remote to the housing units requiring escorted inmate movement and cannot be seen by officers other than by camera.
- *Visiting Issues:* The visiting stations cannot be seen from central control; however, there is some visibility from the dispatch center.
- *Attorney and professional visiting:* This is a significant shortcoming and complained about by attorneys and other professional visitors. With just one room, it is inadequate.
- *Program space:* There is adequate program space although it is difficult to supervise because the program rooms lack direct visual supervision from a housing control stations. Also because of the security shortcomings of the program spaces they can only serve lower security level inmates.
- *Jail Administration and staff space:* The primary problem is a lack of office and staff space. Currently supervisors and staff use an old storage area for office and locker space.
- *Suicide prevention concerns:* This is a significant shortage of the facility. With no suicide prevention housing staff must watch a suicidal inmate one on one in a standard cell.
- *Medical and mental health housing:* This also is a significant shortcoming of the building with no medical or mental health housing areas. Jail medical operates in very small quarters.
- *Kitchen:* COLUSA County is now contracting with Aramark Food Services. They provide all meals and deliver four days each week. The jail serves two hot meals (breakfast and dinner) and one cold meal for lunch. The hot food is re-thermalized in the appropriate heating devices.
- *Transportation issues:* The transportation of inmates to the court requires a vehicle and armed escort. This is staffing intensive, costly, and inherently more dangerous than using a tunnel or secure passageway to an adjoining court.

Jail Operational and Inmate Supervision Philosophy

The jail was designed as a linear inmate supervision facility. This outdated type of supervision relied on the officers to walk through lengthy corridors that have steel barred housing areas off of the corridors or hallways. Because there are a series of corridors separated by large security doors,

the inmates know when an officer is approaching and plan their negative activities accordingly. Often, the inmates create elaborate warning systems to signal an approaching officer.

With linear supervision, officers can visually supervise only a few inmates at a time. In COLUSA County Jail, the linear supervision is made harder because certain areas of the jail have secondary hallways with cells attached making it even more difficult to visually supervise the inmates.

Inmate Movement Philosophy

Inmate movement must be supervised at COLUSA County Jail because of the facility design. This requires the costly practice of officers walking with the inmates wherever they are moved. Modern jails are designed to allow inmates to move from one part of the jail to another without being escorted.

C. Current Inmate Population - Inmate Profiles

Inmate Profiles

Following data are the result of all active jail files from March 12, 2013.

COLUSA County Jail Facility Inmate Profile - March 12, 2013					
Total Profile		Male Profile		Female Profile	
No. Inmates	66	No. Inmates	57	No. Inmates	9
Holds		Holds		Holds	
O/C (Other County)	1	O/C (Other County)	0	O/C (Other County)	1
3056 PC (Parole)	5	3056 PC (Parole)	5	3056 PC (Parole)	0
ICE (Immigration)	1	ICE (Immigration)	1	ICE (Immigration)	0
Age		Age		Age	
Average	35	Average	34.5	Average	35
High	62	High	62	High	56
Low	18	Low	18	Low	22
Race		Race		Race	
White	28	White	25	White	3
Hispanic	33	Hispanic	29	Hispanic	4
Asian	0	Asian	0	Asian	0
Black	4	Black	2	Black	2
Indian	1	Indian	1	Indian	0
Incarceration Status		Incarceration Status		Incarceration Status	
Sentenced	38	Sentenced	31	Sentenced	6
Pre-Sentenced	28	Pre-Sentenced	26	Pre-Sentenced	3
Felony	41	Felony	35	Felony	6
Misdemeanor	25	Misdemeanor	22	Misdemeanor	3
Violence	17	Violence	17	Violence	1
Property	9	Property	7	Property	2
Drug/Alcohol	22	Drug/Alcohol	17	Drug/Alcohol	5
VOP PC Only	11	VOP PC Only	11	VOP PC Only	0
Traffic Only	3	Traffic Only	2	Traffic Only	1
Security Level		Security Level		Security Level	
Max	14	Max	15	Max	0
Med.	38	Med.	31	Med.	5
Min.	14	Min.	11	Min.	4
Residence		Residence		Residence	
COLUSA County	40	COLUSA County	38	COLUSA County	2
Other County	26	Other County	19	Other County	7

Table 1

On March 12, 2013, all the active inmate booking files were reviewed and the above information was obtained. The purpose of the file review was to conduct a "snapshot profile" of the inmate population from a typical month. The following charts illustrate the specific categories from this profile. Furthermore, the data is illustrated in three categories: the total jail inmate population, the male inmate population, and the female inmate population.

Inmates are often held in county jails on holds from other institutions or agencies for pick up or until their local charges are adjudicated. The below charts indicate the types and number of holds for inmates in the COLUSA County Jail on the profile date.

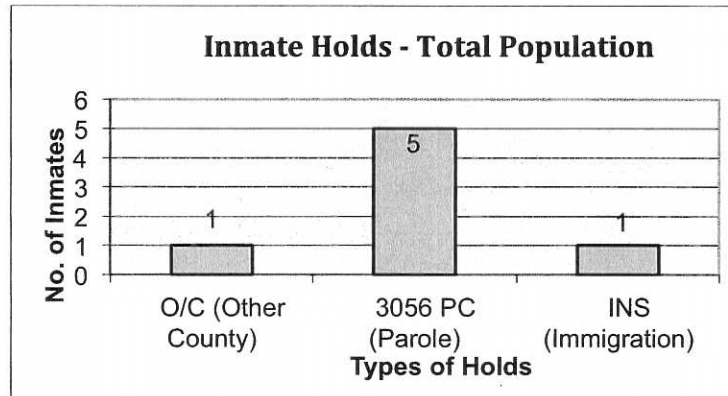


Chart 1

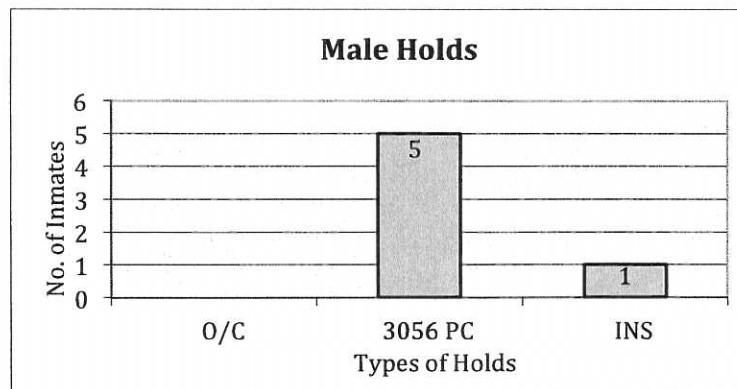


Chart 2

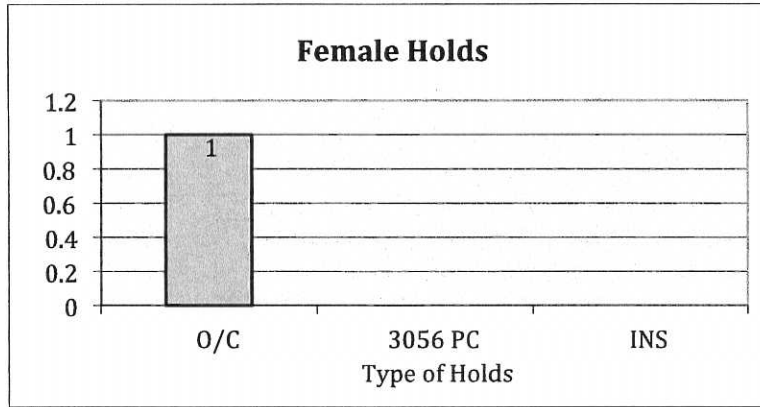


Chart 3

The following six charts show the age and race demographics of the inmates in the jail that are generally reflective of the county population.

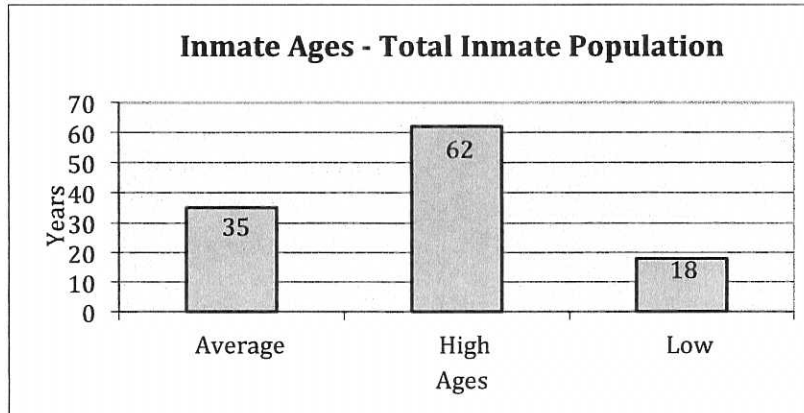


Chart 4

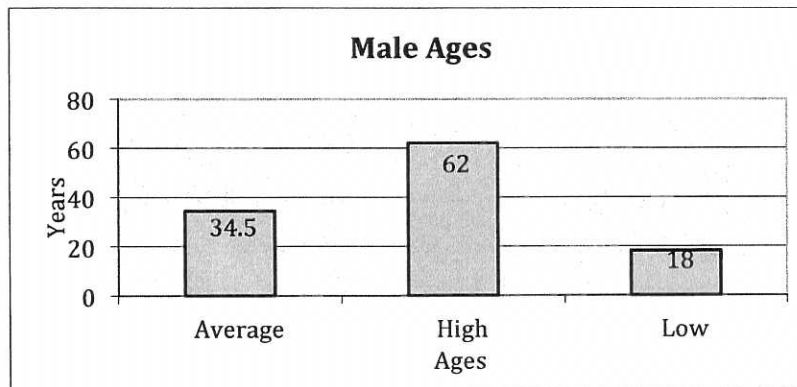


Chart 5

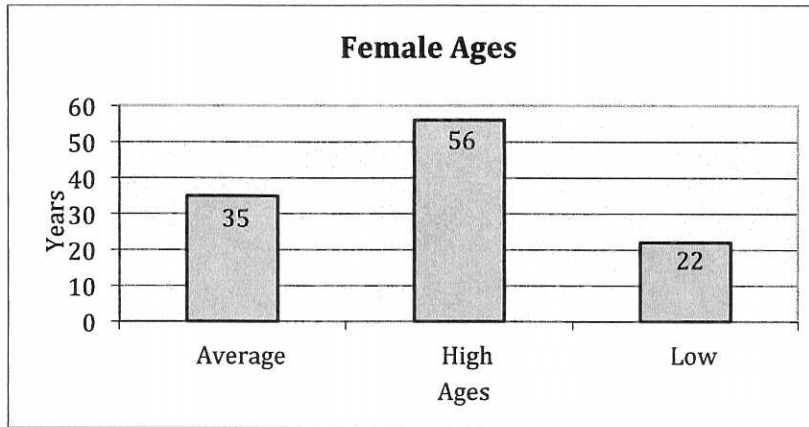


Chart 6

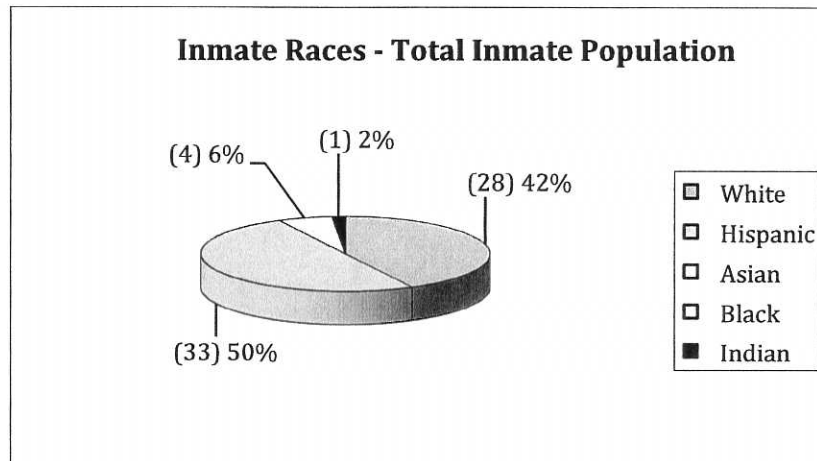


Chart 7

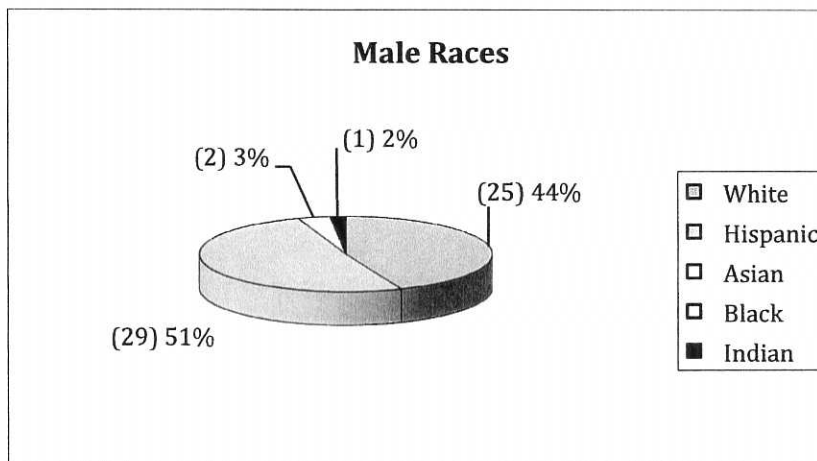


Chart 8

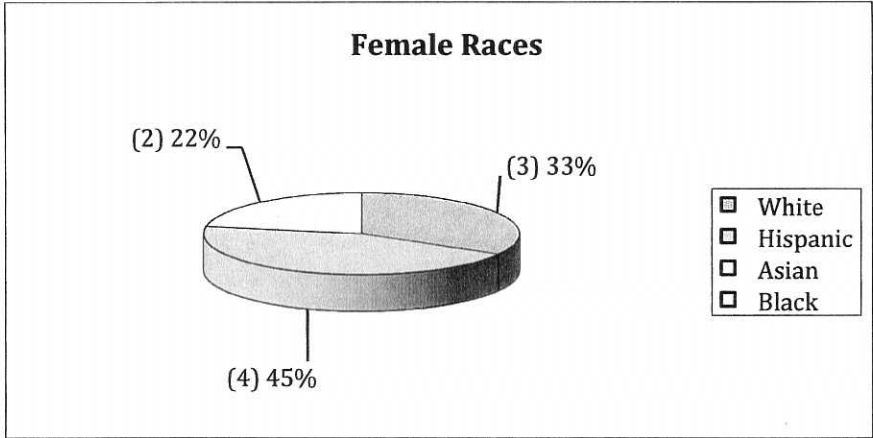


Chart 9

In the statewide Jail Profile Surveys for 2012, the pre-sentenced ratio of total inmate population is 70%. It should be noted that as more inmates come into the county corrections system with longer sentences, this percentage ratio would necessarily trend downward.

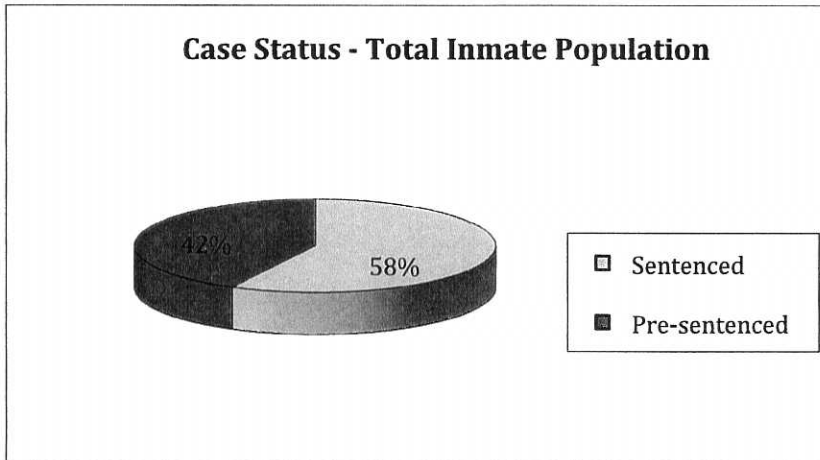


Chart 10

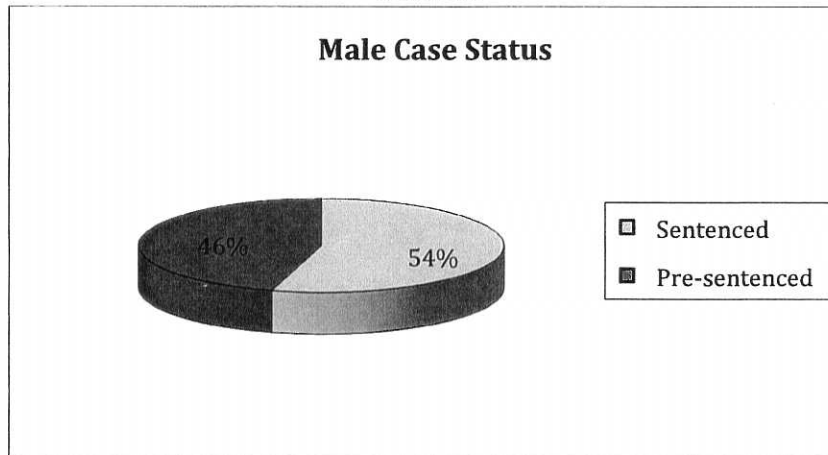


Chart 11

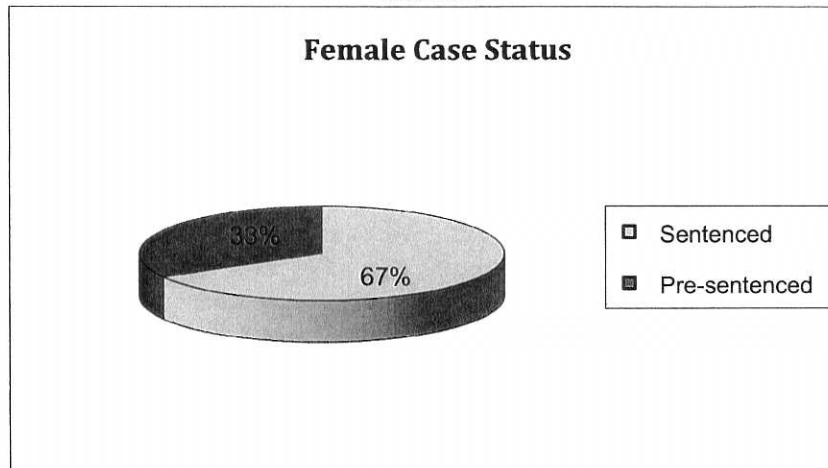


Chart 12

Most jails in the state are facing overcrowding, which is reflected in the ratio of felons verse misdemeanants that are in custody. Severely overcrowded jails tend to have a ratio of 80% to 95% felons to misdemeanants. The following charts show that COLUSA County is not yet facing severe overcrowding problems.

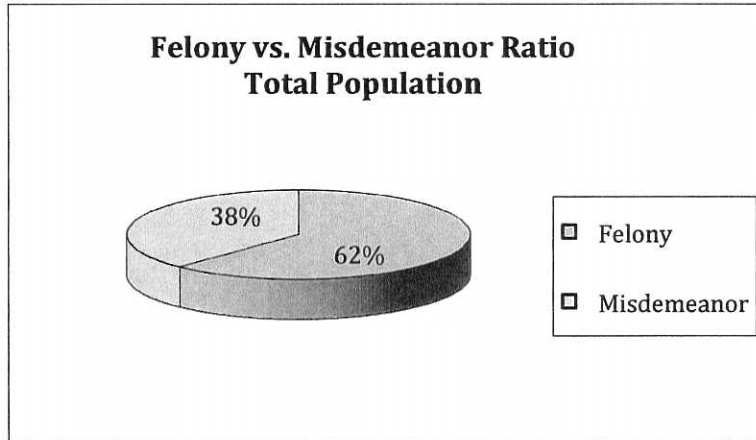


Chart 13

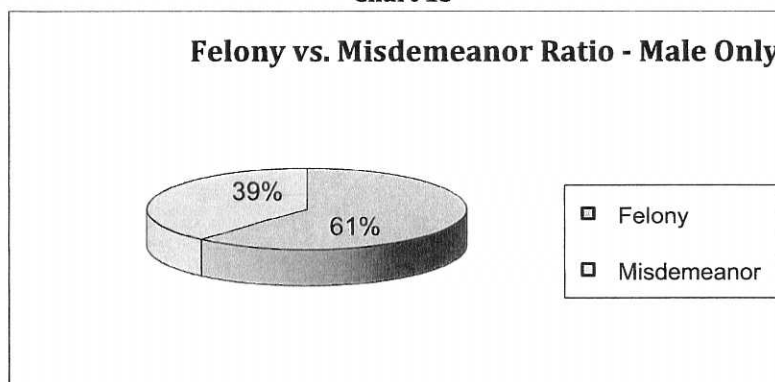


Chart 14

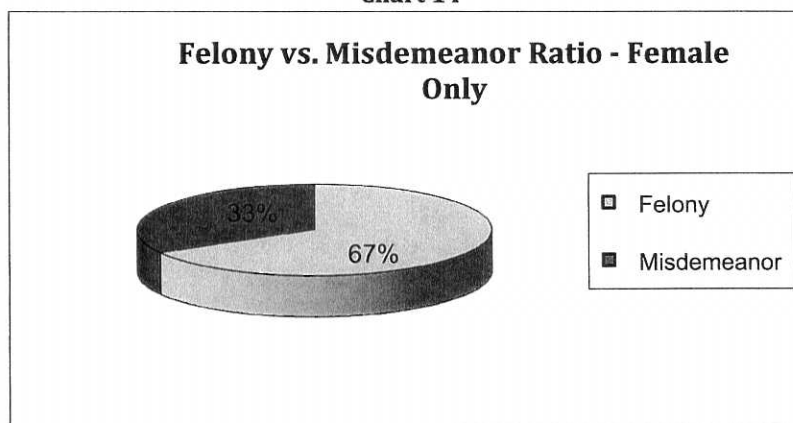


Chart 15

The BSCC Jail Profile Surveys do not identify the types of crimes inmates are in custody for statewide. Typically however, trends reveal a higher percentage of incarcerated inmates are being held for violent crimes. COLUSA County has a high number of inmates being held on drug and alcohol related charges.

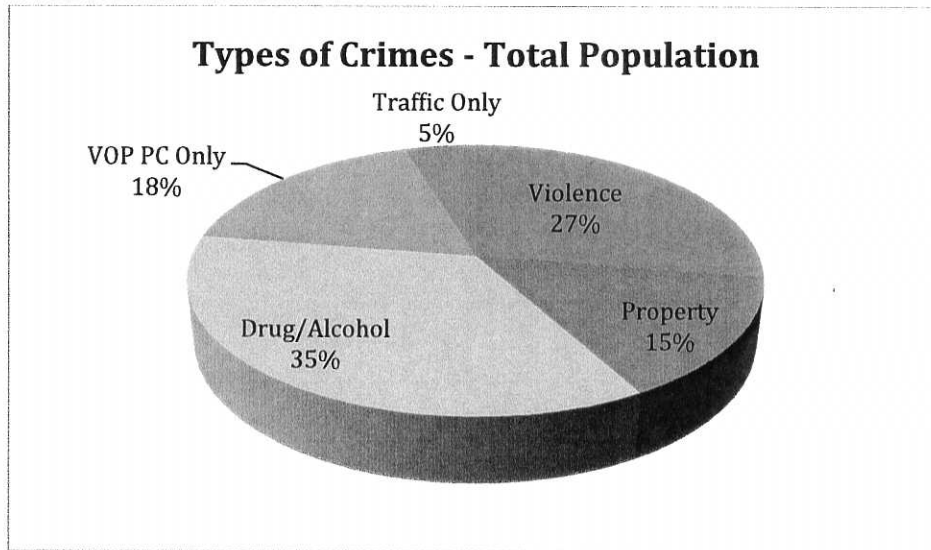


Chart 16

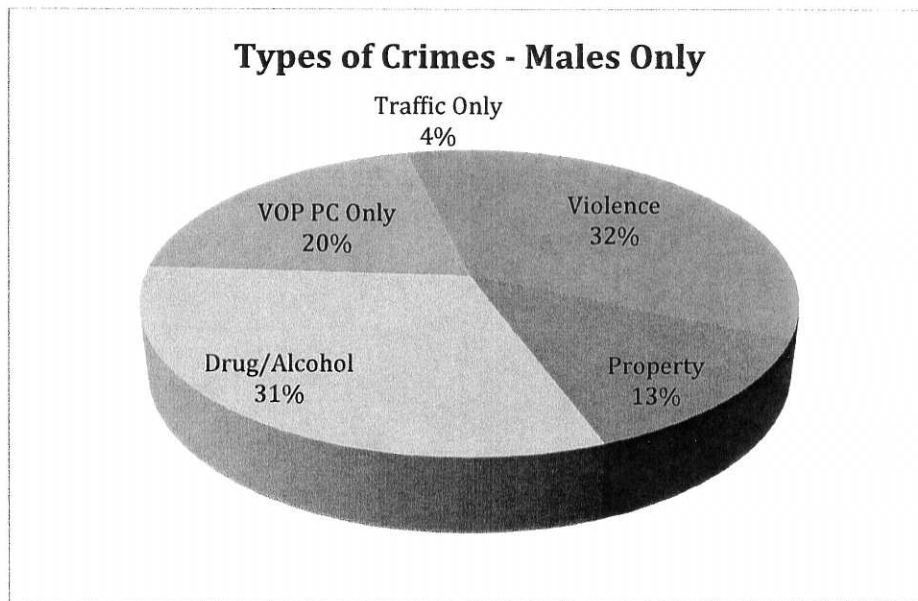


Chart 17

While the male inmates are being held on more violent crimes, the females are being held predominantly on drug and alcohol charges.

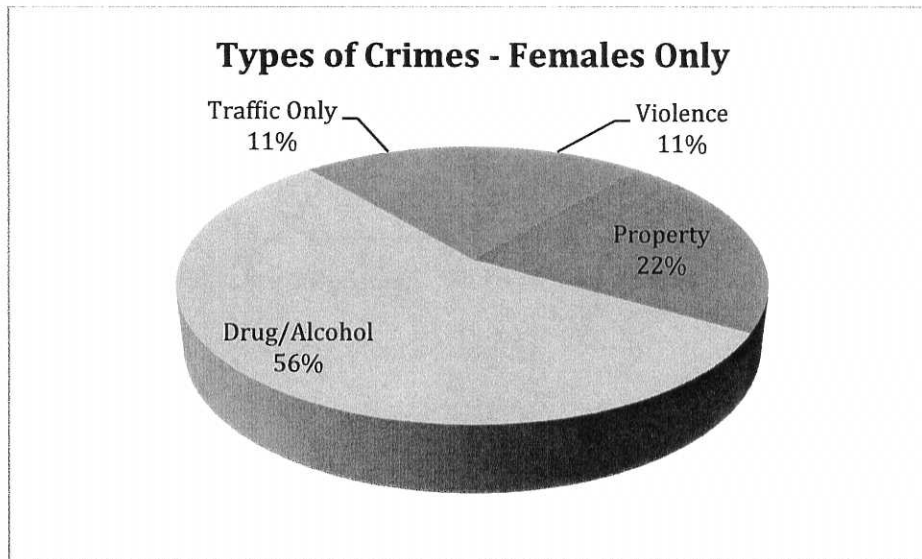


Chart 18

The BSCC statewide Jail Profile Surveys for 2012 shows the ratios for Security Levels to be:

- Maximum - 31.9%
- Medium - 43.5%
- Minimum - 24.5%

COLUSA County jail shows a balance in custody levels. It should be noted that security level refers to the physical design of the facility whereas custody level refers to the degree of restraint placed on a particular inmate. COLUSA's 1963 linier design jail is in essence a maximum-security facility with no minimum-security component.

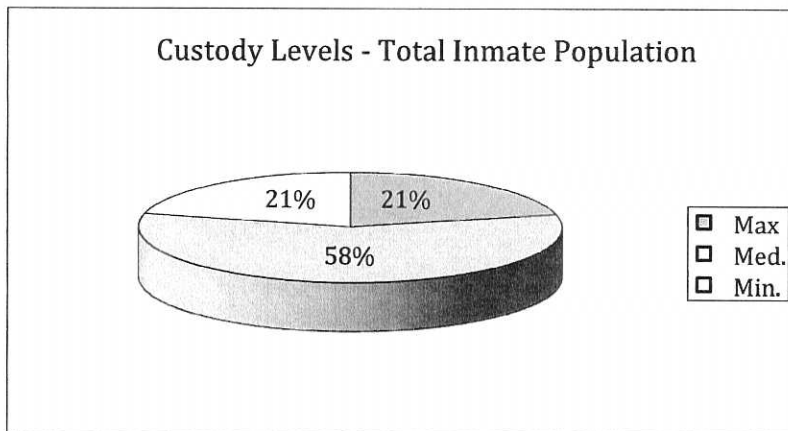


Chart 19

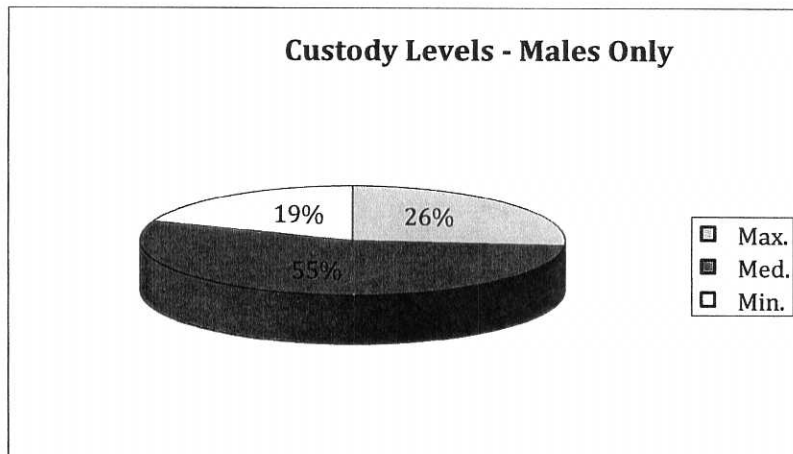


Chart 20

Custody Levels - Females Only



Chart 21

Counties that are contiguous to large urban areas experience significant impact from “spill-over” crime. COLUSA seems to have a higher number of inmates from other counties.

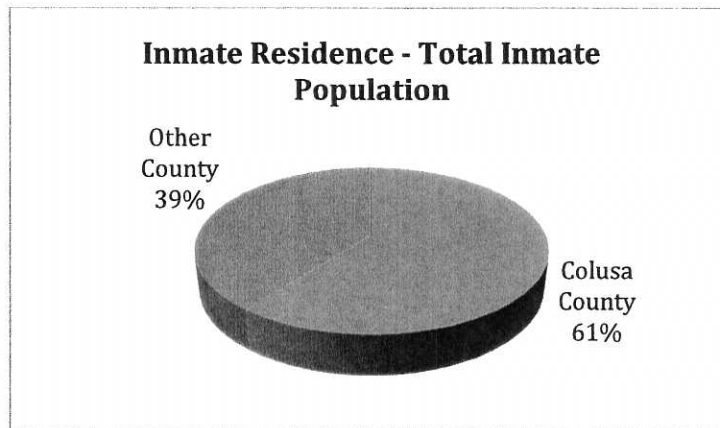


Chart 22

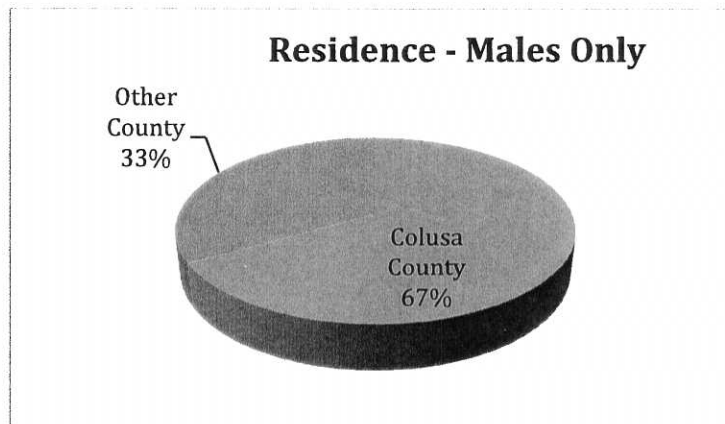


Chart 23

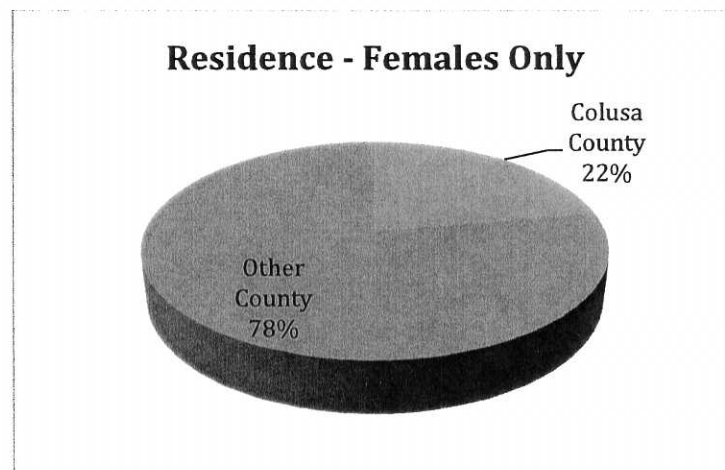


Chart 24

D. Current Jail Classification System

The following is an analysis of the programs and services within the jail, which include jail classification, the jail discipline system, jail gang unit, and “in-house” inmate programs.

Classification Unit

A thorough analysis of the COLUSA County Jail Classification system revealed the following:

New arrestees arriving at the COLUSA County Jail are subjected to a pre-medical screening process where it is determined if the arrestee has any significant medical or psychological problems that would prevent the person from being booked into the jail. Once jail staff has accepted the arrestee, the person is booked into the jail using a computerized Jail Information Management system that includes a detailed Classification component. The booking officer conducts a personal interview with each arrestee asking specific questions related to Classification concerns. The booking officers are able to review the arrestee’s prior criminal history and prior custody records. The officer conducting the Classification assessment utilizes a separate Classification form that is a point accumulative instrument.

COLUSA County does not have specifically assigned Classification officers, which is not unusual for smaller counties. The Classification process and responsibilities are a collateral duty of the supervisor or senior correctional officers.

A jail supervisor completes re-classification reviews.

The jail supervisor conducts routine classification reviews on all administrative segregation (ADSEG) inmates every 14 days. The Classification system appears to follow the department policies, Title 15 regulations, and State and Federal laws.

Classification Issues

COLUSA County Jail has a dramatic lack of specific Classification housing. Modern correctional facilities have between ten and fourteen separate and distinct housing areas to properly segregate inmates. COLUSA has only six Classification housing areas. COLUSA does not have specific housing for Protective Custody (PC), Disciplinary Isolation (DI), or for inmates with mental health problems, and has only one Classification for female inmates. This situation poses a liability concern for the County and makes inmate management very difficult. COLUSA jail has seven single cells scattered about the jail that are used to house inmates with special needs. This method is inadequate for the needs of the jail. The Point Accumulative Classification Instrument is somewhat antiquated. If an officer inadvertently transposes a number or makes a minor adding error, the inmate could be inappropriately housed, exposing the County to serious liability.

Classification Recommendations:

1. Adding an addition onto the jail or constructing a new facility is the only means of mitigating any problems posed by lack of separate and distinct Classification housing.

2. The Point Accumulative Classification Instrument could be replaced with a Decision Tree Instrument. The decision tree asks the same questions but instead of assigning a numerical value, the answer is either “yes” or “no” and takes the interviewer to the next box, much the same as a flow chart. The final box designates where the inmate should be housed. There are a number of decision trees used by many departments.

Security and Custody Levels

When describing “security characteristics” it is important to understand the differences between “Security” and “Custody” levels, as many correctional professionals use these terms synonymously. “Security” refers to the physical characteristics of the facility. Maximum security means that there are a number of physical security features such as fences, cameras, concrete walls, cells, etc. Minimum security refers to a housing unit that has minimal physical security designs. It is common for minimum-security facilities to not have a fence or cells. “Custody” refers to the degree of restraint placed on an inmate. A maximum custody inmate would be in the highest security area of the facility, i.e. behind fences, concrete walls and in a cell. Additionally, the degree of restraint would be high, such as requiring any movement of the inmate to be accomplished with two officers. The inmate would be handcuffed and have leg shackles. The inmate would not be afforded access to other inmates and would have minimal freedom of movement.

The “Custody” level for inmates assigned to minimum security would be very low. These would generally be outside inmate workers who do not pose a threat to the public. Minimum security/custody inmates would be assigned to housing that had very few physical security features and the inmates would not have cells but rather dormitory sleeping arrangements. The inmates would have freedom of movement and be given outside work assignments. The benefit of minimum security/custody facilities is the savings in both the construction of the physical plant and the number of staff members required to supervise the inmates.

Security Levels

Security level refers to the physical design of the facility whereas custody level refers to the degree of restraint placed on the particular inmate. COLUSA is in essence a maximum-security facility in the 1963 linear design. COLUSA custody levels are illustrated in the following:

Security Level Percentages			
	Male	Female	Total Jail
Maximum	26%	0%	21%
Medium	55%	56%	58%
Minimum	19%	44%	21%

Table 2

Custody Levels - Total Inmate Population

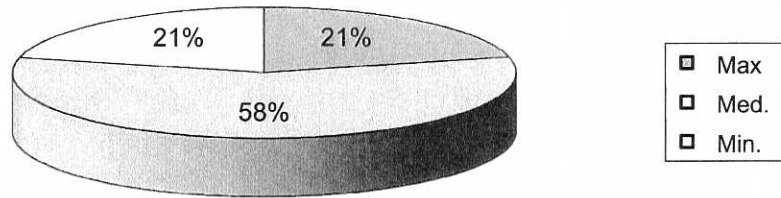


Chart 25

E. Programs Needs

Existing Inmate Programs and Services

Providing a significant range of programs to inmates is critical to the management of a jail. Jail programs can affect the level of tension in the jail and impact recidivism after release.

COLUSA has a correctional officer who is specifically assigned as a Programs Project Coordinator to manage inmate programs within the jail. Interviews with Sheriff's management and the Programs Project Coordinator and site visits were conducted to assess the programs offered and inmate participation in the various programs.

Clearly there is a shared philosophy that providing inmates with both required and voluntary rehabilitation and self-help programs are supported by County departments and officials at all levels. Interviews with criminal justice staff, County Administration and Health officials indicate a desire to continue support for existing programs and add new programs if possible. The configuration of the existing jail does not allow for extensive programs due to inmate movement issues and isolated program space. There is only one classroom for jail programs for the entire jail population.

The jail staff does not maintain strict records of the number of inmates participating in jail programs or how well the programs are working. This should be corrected so that management can properly evaluate programs. However, they did indicate that they average 16 males and four females that participate in the various in-custody programs.

The following matrix is a summary of the programs mandated by California Code of Regulations Title 15 and a second chart of those rehabilitation programs offered by the Sheriff's Department. Underutilized or potential programs are identified for consideration.

Examples of mandatory programs include:

Law library/legal resources	The jail does not have a law library, however, meets the requirements of Title 15 by contracting with Legal Resources Service.
Recreational reading library	The jail provides free paperback books on book carts, which are rotated regularly. Some Non-English speaking books are also provided.
Visitation	Visiting is provided near the front of the jail. Visiting is difficult due to all inmates being escorted to visiting. Also visiting hours must be extended to accommodate administrative segregation inmates.
Recreation	The jail has one recreation yard which management advises is adequate to meet minimum recreation requirements. Inmates must be escorted to the recreation yard.
Religious services	The jail uses a volunteer chaplain and his wife to provide and facilitate religious services.
Telephone access	The jail uses contracted telephone services in each housing unit to meet this requirement.
Medical and Mental Health Services	California Forensic Medical Group (CFMG) provides the services through contract. County Mental Health provides mental health services.

Table 3

Examples of non-mandatory but important other programs include:

Inmate commissary program	The jail provides commissary through a local vendor one time per week.
High school diploma and GED certification training	County adult ed. provided two days per week. There has been difficulty filling teaching positions. The teaching is a combination of classroom and independent study. GED programs are offered. Jail management would like to provide more such programs. GED testing is not offered.
Computer technology and literacy training	Computer training classrooms are not available, however, management would like to institute this program if program space was better and if adult ed. can provide appropriate faculty.
Anger management training	Not provided
Life skills and reintegration training	The County Office of Education provides these programs 20 hours per week.
Aptitude testing and placement	Not provided.
Drug/ alcohol resistance training	Currently AA and NA are provided.
Tobacco cessation training	Not provided.
Alcohol and narcotics anonymous programs	A.A. and N.A. programs are provided infrequently due to a lack of educators.
DUI programs	Not provided at this time.
Vocational skills training	Not provided; the facility will not allow it.
Communicable Disease control	Periodic AIDS awareness provided by HHS.

Table 4

Program Recommendations:

1. Any new inmate housing additions or jail must provide adequate and easily supervised program space.
2. New housing units must also provide for adequate visitation and recreation space.
3. The philosophy of the Sheriff's Department should continue to embrace the idea that rehabilitation programs are desirable.

4. The Sheriff's Department should review their religious program to ensure it is flexible and broad based. A list should be kept of all religions and a contact provider to be prepared to offer any faith requested.
5. Staff should explore keeping more comprehensive records of the number of inmates who utilize programs

Probation Alternative to Incarceration Programs

As a result of AB 109, Probation has opened a **Day Reporting Center (DRC)**, expanded the utilization of **Electronic (EM) and GPS Monitoring**, internally trained probation staff to facilitate **Moral Reconciliation Training (MRT)**, and contracted with outside providers to assist with **education, alcohol and drug treatment, job placement**, and other services.

MRT: Evidenced Based Cognitive Behavioral Counseling

Moral Reconciliation Therapy (MRT) is the premiere cognitive-behavioral program for criminal justice offenders. Developed in 1985 by Gregory Little, Ed.D., and Kenneth Robinson, Ed.D., more than 120 published reports have documented that MRT-treated offenders show significantly lower recidivism for periods as long as 20 years after treatment. Studies show MRT-treated offenders have rearrests and re-incarceration rates 25% to 75% lower than expected. MRT is designed to run 12-16 weeks.

- MRT is a cognitive-behavioral counseling program that combines education, group and individual counseling, and structured exercises designed to foster moral development in treatment-resistant clients. MRT addresses beliefs and reasoning.
- Participants must be confronted with the consequences of their behavior and the effect that it has had on their family, friends and community. Poor moral reasoning is common within at-risk populations.
- It is a systematic, step-by-step group counseling treatment approach for treatment-resistant clients. The program is designed to alter how clients think and make judgments about what is right and wrong.
- Participants make presentations in a group and are required to complete homework assignments on a weekly basis.

In Addition to GPS, Work Release and DRC, the Probation Department provides counseling services through ARC (Addiction Recover Colusa) that provides several services, including:

- PC 1000 (DEJ) – This allows the defendant to enter a drug treatment program.
- Proposition 36 Counseling - This population of drug treatment is in a group setting. They also receive after care treatment with some one-on-one sessions
- Domestic Violence and DUI
- Life Skills – This program is in progress and should begin in a couple of weeks. It will focus on healthy living, budget/finance, benefits and programs, Communication/relationships, time management, career day, college and education
- One Stop – This includes resume writing, cover letter preparation, interview skills (questions, answers and attire), job search, GED, assessment/testing skills, and career
- Mental Health Services - Probationers are assessed for mental health services and type

of services needed (medication, counseling, etc.)

Program Participation

The Probation Department provided the following program participation data.

Program	Participants	Notes
Moral Reconciliation Training	17	Evening classes to begin on 3/26/2013
GPS Monitoring	0	
Work Release	11	
Day Reporting Center/One Stop	25+	
Life Skills	0	Program in progress
SCRAM	0	
PC 1000 (DEJ)	6	
Prop 36 Counseling	7	
Domestic Violence Counseling	5	

Table 5

AB109 Implications for COLUSA County

AB109 realignment is a new and complex set of variables. The role that AB109 plays into this updated jail needs assessment is to determine how many additional beds will be needed for future growth in the framework of the new realignment. Now that there has been approximately 15 months of implementation, the factors the project team will use in making this projection are:

- Average Daily Population (ADP) of the COLUSA County Jail
- Average Length of Stay (ALOS) in the COLUSA County Jail
- Post Release Community Supervision (PRCS) Revocations
- New Program Revocations

The project team has found that COLUSA County Sheriff's Office has done a fair job of tracking their AB109 1170(h) in-custody violators; however, they do not track Postrelease Community Supervision Returned to Custody (PRCS RTC) statistics. Additionally, the Probation Department was unable to provide the number of PRCS participants or PRCS RTC. This precludes us from projecting these specific types of inmates in the COLUSA County jail system; however, we do include the aggregate number of all types of inmates in the projected average daily population (ADP) and average length of stay (ALOS).

To help understand AB109 implications, we provide an overview of AB109 and the associated Assembly and Senate Bills.

As with all California counties, COLUSA is tasked with trying to determine the true impacts of implementing AB109/117. Since this is a fairly new path for all involved and there is little historical data for trend line analysis, no one can define the outcomes with any degree of certainty. Based on the California Department of Corrections and Rehabilitations (CDCR) fact sheet, the primary issues of AB109/117 include:

Public Safety Realignment

In 2011, Governor Edmund G. Brown Jr. signed Assembly Bill (AB) 109 and AB 117, historic legislation that will enable California to close the revolving door of low-level inmates cycling in and out of state prisons. It is the cornerstone of California's solution for reducing the number of inmates in the state's 33 prisons to 137.5 percent design capacity by May 24, 2013, as ordered by the U.S. Supreme Court.

All provisions of AB 109 and AB 117 are prospective and implementation of the 2011

Realignment Legislation will begin October 1, 2011. ***No inmates currently in state prison will be transferred to county jails or released early.***

Governor Brown also signed multiple trailer bills to ensure the 2011 Realignment secured proper funding before implementation could go into effect.

The 2011 Realignment is funded with a dedicated portion of state sales tax revenue and Vehicle License Fees (VLF) outlined in trailer bills AB 118 and SB 89. The latter provides

revenue to counties for local public safety programs and the former establishes the Local Revenue Fund 2011 (Fund) for counties to receive the revenues and appropriate funding for 2011 Public Safety Realignment.

Funding of Realignment

- AB 111
 - Gives counties additional flexibility to access funding to increase local jail capacity for the purpose of implementing Realignment.
- AB 94 (2011 Realignment Legislation Addressing Public Safety)
 - Comes into effect upon the passage of AB 111.
 - Authorizes counties who have received a conditional award under a specified jail facilities financing program to relinquish that award and reapply for a conditional award under a separate financing program.
 - Lowers the county's required contribution from 25 percent to 10 percent and additionally requires CDCR and the Corrections Standard Authority to give funding preference to those counties that relinquish local jail construction conditional awards and agree to continue to assist the state in siting re-entry facilities.
- AB 118
 - Outlines the financial structure for allocating funds to a variety of accounts for realignment.
 - Establishes the Local Revenue Fund 2011 for receiving revenue and appropriates from that account to the counties.
 - Directs the deposit of revenues associated with 1.0625 percent of the state sales tax rate to be deposited in the Fund.
 - Establishes a reserve account should revenues come in higher than anticipated.
 - The reallocation formulas will be developed more permanently using appropriate data and information for the 2012-'13 fiscal year and each fiscal year thereafter.
 - Implements sufficient protections to provide ongoing funding and mandated protection for the state and local government.
 - The smallest of counties that benefit from the minimum grant will each receive approximately \$77,000 in 2011-'12.
- SB 89
 - Dedicates a portion (\$12) of the Vehicle License Fee to the Fund.
 - Revenue comes from two sources; freed up VLF previously dedicated to DMV administration and VLF that was previously dedicated to cities for general purpose use.
 - Estimated total amount of VLF revenue now dedicated to realignment is \$354.3 million in 2010-2011.
- SB 87

- Provides counties with a one-time appropriation of \$25 million to cover costs associated with hiring, retention, training, data improvements, contracting costs, and capacity planning pursuant to each county's AB 109 implementation plan.

In addition to the initial funding phases, SB 1022 now offers additional funding to meet some of the AB109 burden of housing additional inmates.

- SB 1022
 - Authorizes up to \$500 million in revenue bonds, notes, or anticipation notes to fund the acquisition, design, construction, and renovation of approved adult criminal facilities, as specified.

Local Planning Process

The Community Corrections Partnership (CCP), which was previously established in Penal Code § 1230, will develop and recommend to the county Board of Supervisors an implementation plan for 2011 Public Safety Realignment. An Executive Committee from the CCP members will be comprised of the following:

- Chief probation officer
- Chief of police
- Sheriff
- District Attorney
- Public Defender
- Presiding judge of the superior court (or his/her designee)
- A representative from either the County Department of Social Services, Mental Health, or Alcohol and Substance Abuse Programs, as appointed by the County Board of Supervisors.

The Executive Committee plan is deemed accepted by the county Board of Supervisors unless the Board rejects the plan by a four-fifths vote.

Community, Local Custody

AB 109 allows non-violent, non-serious, and non-sex offenders to serve their sentence in county jails instead of state prisons. However, counties can contract back with the State to house local offenders.

Under AB 109:

- No inmates currently in state prison will be transferred to county jails.
- No inmates currently in state prison will be released early.
- All felons sent to state prison will continue to serve their entire sentence in state prison.

- All felons convicted of current or prior serious or violent offenses, sex offenses, and sex offenses against children will go to state prison.
- There are nearly 60 additional crimes that are not defined in Penal Code as serious or violent offenses but at the request of law enforcement were added as offenses that would be served in state prison rather than in local custody.

Please see the document “AB 109: Final Crime Exclusion List” for a complete listing of those crimes.

Post-Release (County-Level) Community Supervision

CDCR continues to have jurisdiction over all offenders who are on state parole prior to the implementation date of October 1, 2011. Prospectively, county-level supervision for offenders upon release from prison will include current non-violent, current non-serious (irrespective of priors), and some sex offenders. County-level supervision will not include:

- Inmates paroled from life terms to include third-strike offenders;
- Offenders whose current commitment offense is violent or serious, as defined by

California's Penal Code §§ 667.5(c) and 1192.7(c);

- High-risk sex offenders, as defined by CDCR;
- Mentally Disordered Offenders; nor
- Offenders on parole prior to October 1, 2011.

Offenders who meet the above-stated conditions will continue to be under state parole supervision.

Each county Board of Supervisors was required to designate a county agency to be responsible for post-release supervision and provide that information to CDCR by August 1, 2011. In turn, CDCR must notify counties of an individual's release at least one month prior. Once the individual has been released, CDCR will no longer have jurisdiction over any person who is under post-release community supervision. No person shall be returned to prison on a parole revocation except for those life-term offenders who paroled pursuant to Penal Code § 3000.1 (Penal Code § 3056 states that only these offenders may be returned to state prison).

Parole Revocations

Starting October 1, 2011, all parole revocations will be served in county jail instead of state prison and can only be up to 180 days.

The responsibility of parole revocations will continue under the Board of Parole Hearings until July 1, 2013, at which time the parole revocation process will become a local court-based process. Local courts, rather than the Board of Parole Hearings, will be the designated authority for determining revocations. Contracting back to the state for offenders to

complete a custody parole revocation is not an option. Only offenders previously sentenced to a term of life can be revoked to prison.

After July 1, 2013 The Board of Parole Hearings will continue to conduct

- Parole consideration for lifers;
- Medical parole hearings;
- Mentally disordered offender cases; and
- Sexually Violent Predator cases.

AB 109 also provides the following under parole:

- Allows local parole revocations up to 180 days
- Authorizes flash incarceration at the local level for up to 10 days

Inmates released to parole after serving a life term (e.g., murderers, violent sex offenders, and third-strikers) will be eligible for parole revocation back to state prison if ordered by the Board.

Patrick Byers, a Public Defender from Fresno County, has prepared a document to further assist in decoding AB109.

“Realignment’s biggest change is creating county jail felonies: felony offenses punishable by sentences of more than 1 year served in county jail; some of those sentences can be followed by a period of probation. (This structure is also described as “split sentencing.”)

The second biggest change is realigning most state parole to county Post Release Community Supervision. There is no supervision after release from a county jail felony, except for those persons with felony sentences that can be followed by probation.

Realignment is scheduled to become operative October 1, 2011, but implementation has already begun, at the state and county levels.

Many defendants currently in prison, or being sentenced to prison now, will be released on post release community supervision, and many defendants convicted of felonies in September 2011 will be sentenced to county jail for more than 1 year when they are sentenced in October 2011.

County jail credit for almost all inmates will be halftime: 4 days deemed served for every 2 actually served.

County supervisors can authorize a program of electronic monitoring in lieu of bail.”¹

¹ **REALIGNMENT**, By Garrick Byers, Statute Decoder, Author: Chapters 12, 17, & 41 of *California Criminal Law Procedure and Practice* (Cal CEB Annual) Senior Defense Attorney, Fresno County Public Defender's Office, Certified Criminal Law Specialist, California State Bar Board of Legal Specialization.

“Sentences for most felonies that are non-serious, non-violent, or non-Pen C §290 registerable felonies (the so-called “non-non-nons” [or N³])², when the defendant also is a “non–non–non” (that is, also has no prior strikes or registerable sex offenses), will now be served by terms exceeding 1 year in county jail.

The jail sentence for many of those felonies, when a specific term is not prescribed by statute, can be followed by a period of probation under Pen C §1170(h).

Most county jail felonies carry terms of 16 months, 2 years, or 3 years, but there are also many with terms longer than 3 years.

Counties can also contract with the California Department of Corrections and Rehabilitation (CDCR) to accept persons convicted of county jail felonies.

The term used in this paper, county jail felony, mainly refers to the prescribed sentence for the felony itself. But the term can also refer to the defendant being a non-non-non (that is, not having a prior serious, violent, or Pen C §290-registerable felony conviction), and thus eligible to serve the felony sentence in county jail.

County jail felonies also may be referred to as “Subdivision (h) Felonies,” because they are sentenced under Pen C §1170’s new subdivision (h).”

California Penal Code Section 1170 (h) has the following text. We have underlined and/or made bold text, which is of particular interest.

(h) (1) Except as provided in paragraph (3), **a felony punishable pursuant to this subdivision** where the term is not specified in the underlying offense shall be punishable by a term of **imprisonment in a county jail** for 16 months, or two or three years.

(2) Except as provided in paragraph (3), a felony punishable pursuant to this subdivision shall be punishable by imprisonment in a county jail for the term described in the underlying offense.

(3) Notwithstanding paragraphs (1) and (2), where the defendant

(A) has a prior or current felony conviction for a serious felony described in subdivision (c) of Section 1192.7 or a prior or current conviction for a violent felony described in subdivision (c) of Section 667.5,

(B) has a prior felony conviction in another jurisdiction for an offense that has all the elements of a serious felony described in subdivision (c) of Section 1192.7 or a violent felony described in subdivision (c) of Section 667.5,

² There is also a fourth “non.” There cannot be an enhancement under Pen. Code § 186.11, subd. (a); “the aggravated white collar crime enhancement.” That enhancement can add 1 to 5 years for “two or more related felonies, [involving] fraud or embezzlement, ... of ... more than ... \$100,000...” See Part II, subpart D, below.

(C) is required to register as a sex offender pursuant to Chapter 5.5 (commencing with Section 290) of Title 9 of Part 1, or

(D) is convicted of a crime and as part of the sentence an enhancement pursuant to Section 186.11 is imposed, an executed sentence for a felony punishable pursuant to this subdivision shall be served in state prison.

(4) Nothing in this subdivision shall be construed to prevent other dispositions authorized by law, including pretrial diversion, deferred entry of judgment, or an order granting probation pursuant to Section 1203.1.

(5) The court, when imposing a sentence pursuant to paragraph (1) or (2) of this subdivision, may commit the defendant to county jail as follows:

(A) For a full term in custody as determined in accordance with the applicable sentencing law.

(B) For a term as determined in accordance with the applicable sentencing law, but suspend execution of a concluding portion of the term selected in the court's discretion, during which time the defendant shall be supervised by the county probation officer in accordance with the terms, conditions, and procedures generally applicable to persons placed on probation, for the remaining unserved portion of the sentence imposed by the court. The period of supervision shall be mandatory, and may not be earlier terminated except by court order. During the period when the defendant is under such supervision, unless in actual custody related to the sentence imposed by the court, the defendant shall be entitled to only actual time credit against the term of imprisonment imposed by the court.

(6) The sentencing changes made by the act that added this subdivision shall be applied prospectively to any person sentenced on or after October 1, 2011.

(i) This section shall remain in effect only until January 1,

2014, and as of that date is repealed, unless a later enacted statute, that is enacted before that date, deletes or extends that date.

As this new section depicts, there are now "county felonies" that will require custody in a county jail and county post release supervision. AB109 has also required the formation of a "Community Corrections Partnership" (CCP). COLUSA County has met this requirement and completed their implementation plan.

This committee was commissioned to implement the following:

The new legislation tasks Community Corrections Partnerships (CCP) with planning for the change and implementing local plans.

AB 109 revises the definition of felony to include lower-level crimes that will now be punishable in jail and/or another local sentencing option.

There is a shift in custody to local authorities of felons sentenced for non-violent, non-serious, non-sex offenses (N3) to county control from the state unless excluded by statute.

AB 109 authorizes "Split Sentencing", which means a portion of the offender's term is served in jail and the concluding portion served on mandatory supervision.

Serious violent felons, most sex offenders (all registered), and serious white collar or criminals remain eligible for state prison and state parole supervision.

Local Post-Release Community Supervision (PRCS) has been established for any individual who was convicted of an N3 crime and will be released from state prison on or after October 1, 2011. The serious violent felons will remain in state parole's jurisdiction.

PRCS and parole revocations for N3 offenders will serve their time in the County jail and/or through a combination of detention alternative sanctions and programming.

The legislation authorizes counties to utilize a variety of custody and community based sentencing options. Community based options include electronic monitoring/home detention; Day Treatment Centers; Work Release Programs; Day reporting Centers; and other therapeutic and vocational programming as deemed appropriate.

In an effort to simplify and decode AB 109, there are essentially two tracks that are relative to realignment. One is the new version of parole labeled "Post Release Community Supervision" (PRCS). This will most significantly impact the community corrections element of the criminal justice system for COLUSA County, but will also impact the jail facility through revocations of PRCS term violations that are non-technical.³

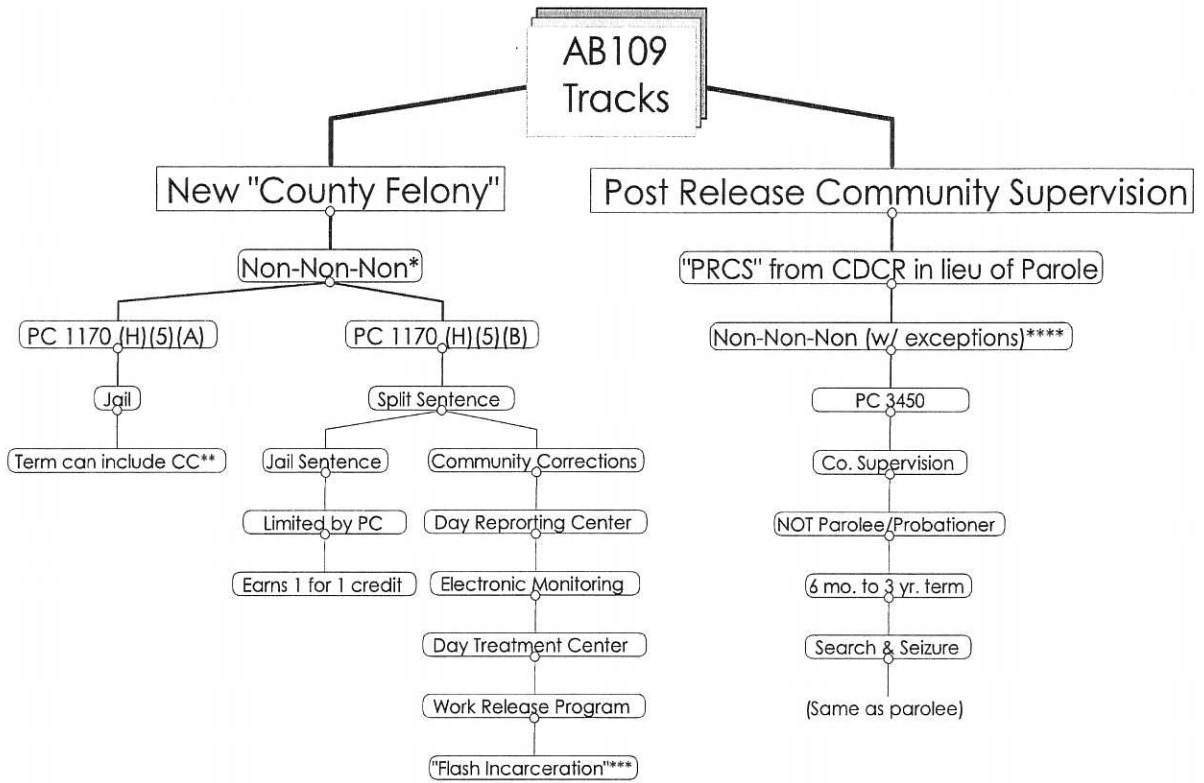
The second track of AB109 that impacts COLUSA County is the new "county felonies." These crimes will now be housed in county jail and placed into community corrections programs. Some skewing of the current inmate classification system will be needed in order to release less serious offenders and place them into programs in the hopes of a greater success rate. This will allow for space for the more serious offenders.

The following figure depicts the essential elements of the AB109 tracks that are now effective as of October 1, 2011.

³ **Non-Technical (N Tech)**

Violations include misdemeanor or felony crimes: DUI, battery, spousal abuse, robbery, etc.

AB109 Tracks



- * Non-Non-Non is a non-violent, non-serious, non-sexual charge (290 PC)
- ** CC - "Community Corrections" option that can have 1 for 1 credit, same as prison terms
- *** Flash incarceration is immediate custody for a revocation of terms. It has a 10-day max
- **** Non-Non-Non w/ exceptions - CDCR has included some sexual offenses into this category of PRCS releases

Figure 1

How this relates to COLUSA County corrections and their inmate population, specifically bed space, is based on trends determined by the project team. The COLUSA County jail staff should be commended for their exceptional level cooperation, professionalism, and generous use of their time to assist the project team in coming to these outcomes and conclusions.

Impact of AB 109: Number of Persons Not Sent to State Prison as New Admissions or Parole Violators with New Term			
COLUSA County			
Month	State Est. Total New Admissions	Actual Total New Admissions	Difference of Estimated to Actual
11-Oct	2	5	3
11-Nov	3	2	-1
11-Dec	2	5	3
12-Jan	3	2	-1
12-Feb	1	6	5
12-Mar	3	4	1
12-Apr	1	3	2
12-May	1	1	0
12-Jun	1	1	0
12-Jul	0	1	1
12-Aug	0	3	3
12-Sep	2	2	0
12-Oct	0	2	2
12-Nov	1	2	1
12-Dec	1	0	-1
13-Jan	0	3	3
Total	21	42	21
Average	1.3	2.6	1.3

Table 6

The following data describes the Probation Department's statistics of Post release Community Supervision (PRCS) participation, AB109 sentencing, and AB109 split sentencing.

PRCS Participation

TOTAL PRCS from 10/2011 thru 3/1/2013	16
ACTIVE	10
Successful Termination	3
Transferred Out of County	3
Outstanding Warrants	1
In Custody ⁴	5

Table 7

AB109 Sentenced (1170 PC)

Full Sentence 10/2011 – 3/1/2013	20
In Custody	9
Sentence Complete	11
Pending New law violations	2

Table 8

AB109 Split Sentenced (1170 PC)

1170 Split Sentence 10/2011 – 3/1/2013	6
In Custody	1
Sentence Complete	5
Active (Mandatory Supervision)	4
Transferred out of County	1

Table 9

⁴ Out of the five in custody, one was returned to prison on new charges.

F. Analysis of Local Trends and Characteristics

Crime Rates and Comparisons

The following chart comes from the FBI Part 1 Crime Index and shows the crime rates in COLUSA County (including incorporated cities) for 2009 that are the most current published statistics. Part 1 Crimes are the process in which crime rates are tracked across the U.S.; however, it is important to understand that this method does not include every crime such as drug offenses, DUI, and child abuse.

The comparisons to other similar counties are important because crime rates are one factor that determine incarceration rates. A community with a low crime rate generally incarcerates fewer people than those communities with higher crime rates. Therefore, it is important to know what the crime rate is in a particular community compared with other similar counties. The comparisons show that COLUSA County has the highest property crime rate and is in the mid-range for violent crimes compared with similar counties.

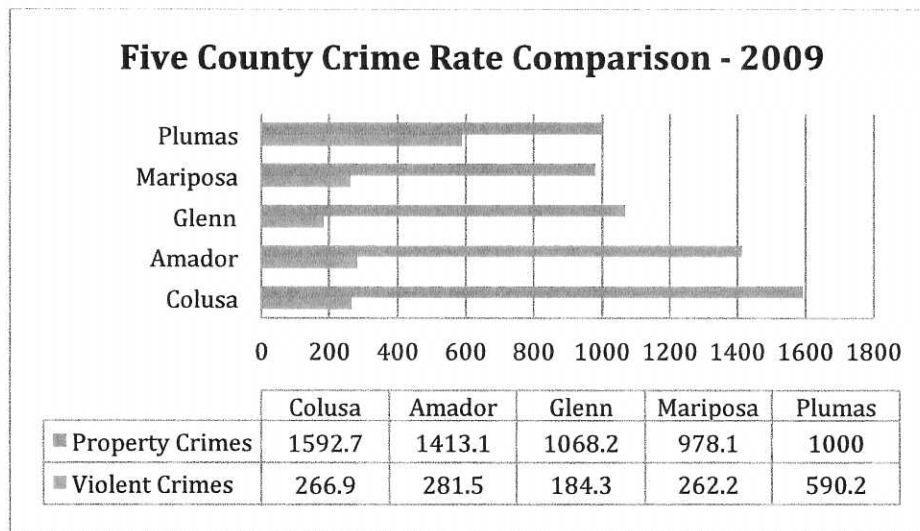


Chart 26

COLUSA Historical Crime Rate

COLUSA County's crime rate from 2003 to 2012 has risen primarily in property crimes.

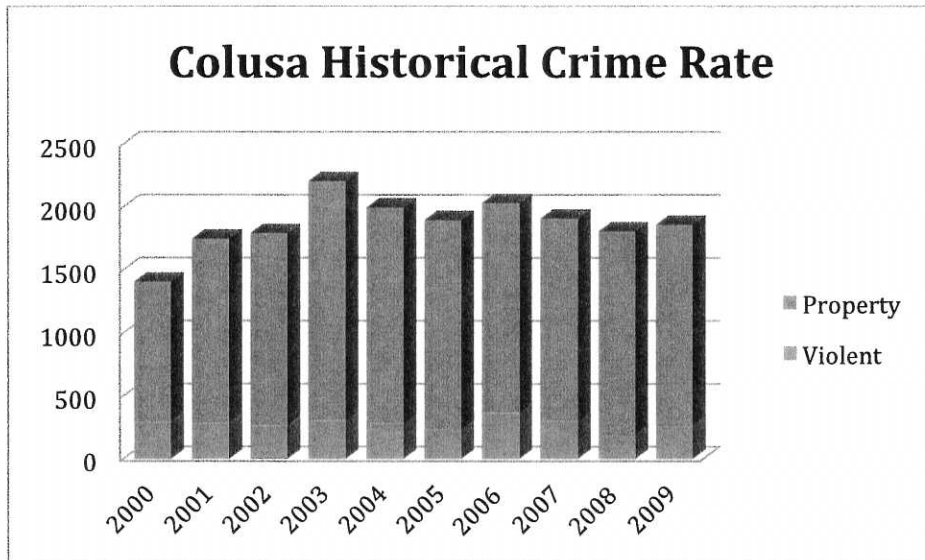


Chart 27

Statewide Jail Data

Historical Bookings

The chart below shows a fairly static number of annual bookings with the exception of a peak in 2012 that could be attributed to AB109.

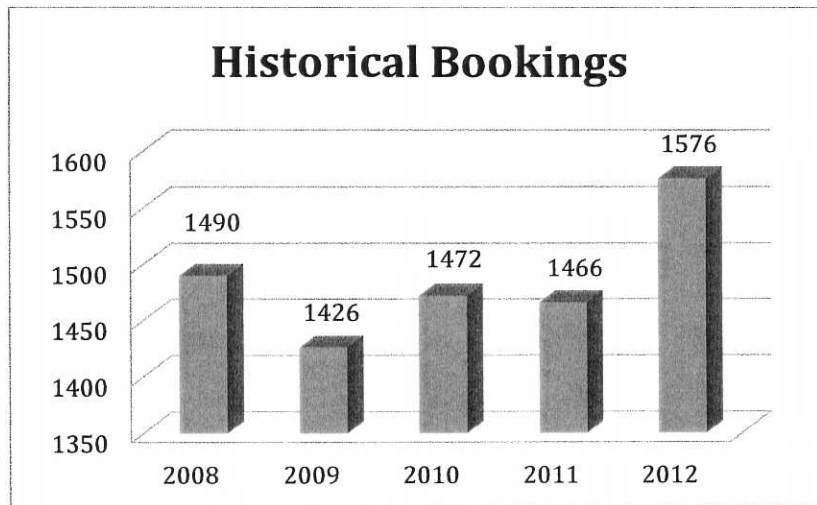


Chart 28

Average Length of Stay

The following chart shows a static trend in the average length of stay with the exception of a spike in 2012 that can be attributed to AB - 109 where inmates are serving longer sentences.

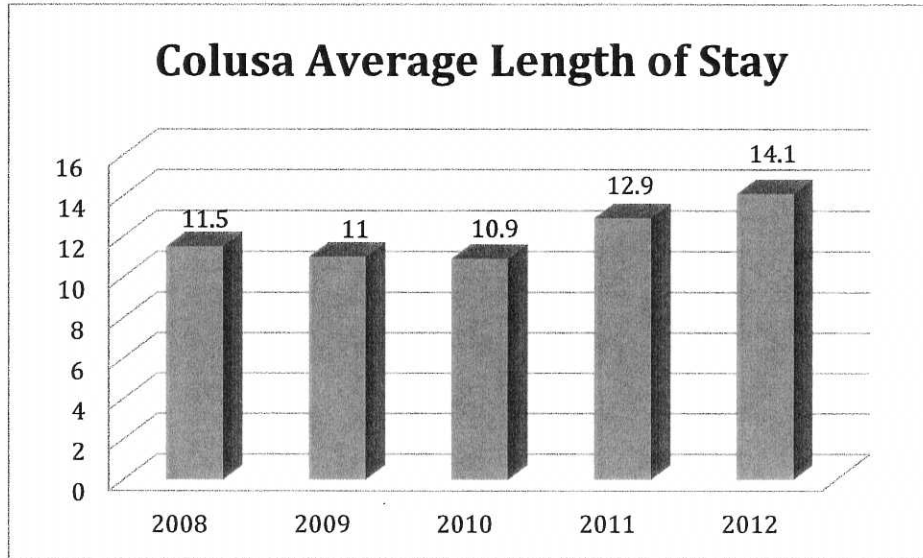


Chart 29

Current County Population

The 2010 Census showed COLUSA County population to be: **21,690**

Current Jail Average Daily Population (ADP)

The average daily population for 2012 was 61 inmates.

Current Incarceration Rate

COLUSA County incarcerate rate is 28.1 people per 10,000 countywide population.

Historical Inmate Releases

COLUSA County Jail Releases					
	2008	2009	2010	2011	2012
Bail	238	246	251	239	305
Case Dismissed	28	41	42	46	40
Court OR	205	143	127	142	143
DA Request	60	32	47	59	65
Non Arraignment	58	106	81	102	93
No PC	10	19	5	1	7
Other	222	197	147	150	155
OR Release	103	103	118	116	148
Release other agency	128	123	166	124	77
Time Served	433	419	470	442	491
849 PC	21	11	10	8	11
Totals	1506	1440	1464	1429	1535

Table 10

Escapes and Walkaways

There have been no escapes or walkaways from COLUSA County jail from 2008 to 2012.

Crimes in Jail

The jail staff reported there have been no crimes committed in the jail from 2008 to 2011.

Crimes Committed in the Jail					
	2008	2009	2010	2011	2012⁵
4573 PC	0	0	0	0	1
11357 H&S	0	0	0	0	1
245 (a) (4) PC / 186(A) PC	0	0	0	0	1
Total	0	0	0	0	3

Table 11

Historical Jail Average Daily Population (ADP)

COLUSA Historical Average Daily Population													
Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
ADP	35	51	47	46	54	52	42	57	47	43	44	52	61

Table 12

⁵ COLUSA County should consider a brief study on why they had this increase in facility crimes in 2012.

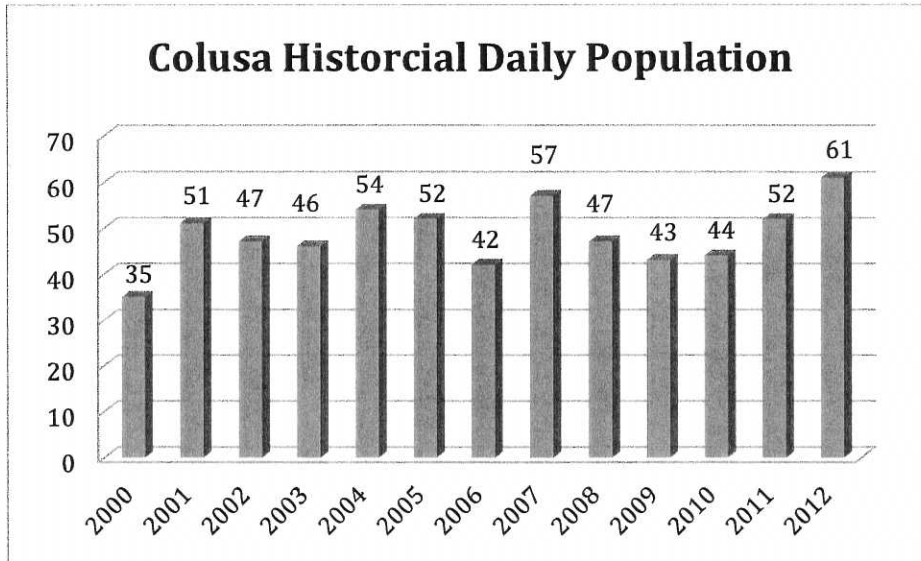


Chart 30

Historical Five County Comparison of ADP & Annual Trends of Jail Beds

Annual ADP Increases from 2008 - 2012				
COLUSA	Amador	Glenn	Mariposa	Plumas
2.8	2	1	-2.8	0.8

Table 13

The following chart shows the average annual trends of jail beds as reflected in the annual increase or decrease in ADP over a period from 2008 through 2012.

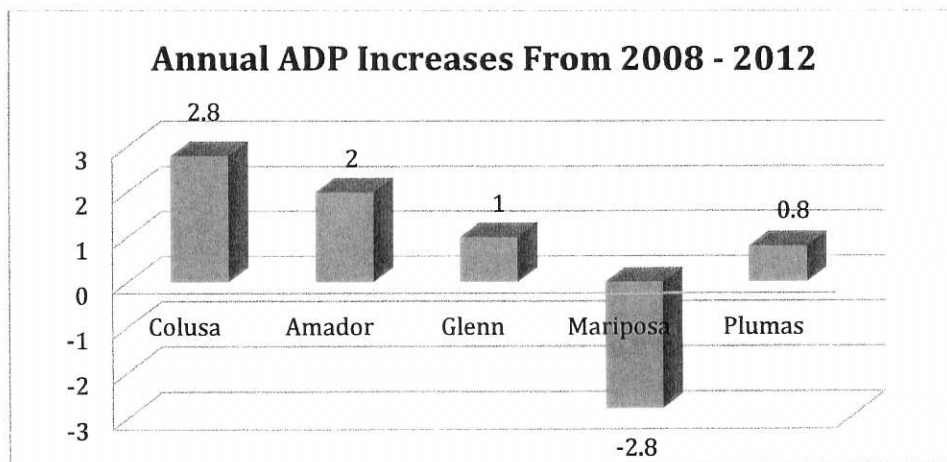


Chart 31

It should be noted that ADP is not the best predictor for future beds needs as the jail's BSCC rated capacity limits the number of inmates that can be housed in the facility.

Historical Incarceration Rate

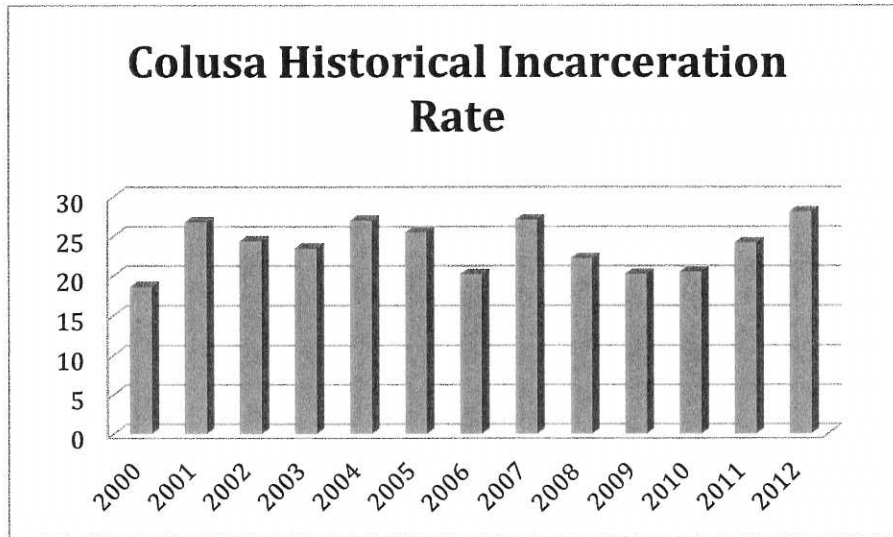


Chart 32

Incarceration Rate Comparisons – 2012

2012 Incarceration Rates Comparisons			
County	ADP	Population	Incarceration Rate
Colusa	61	21,600	28.1
Amador	97	38,000	25.5
Glenn	103	28,100	36.6
Mariposa	34	18,200	18.6
Plumas	42	20,000	21

Table 14

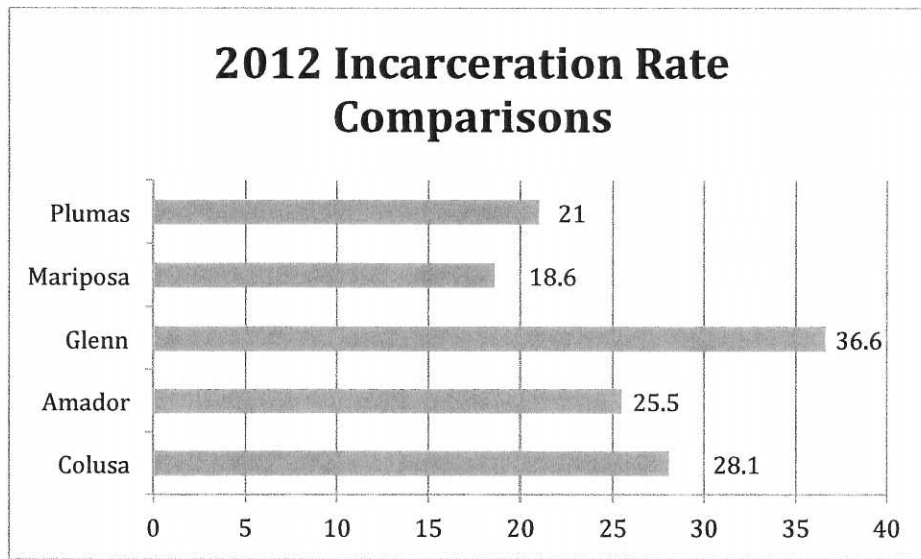


Chart 33

Historical County Population

The following chart shows the actual population of COLUSA County from 1960 to 2012 using the US Census reports.

COLUSA Historical Population						
Year	1960	1970	1980	1990	2010	2012
Population	12,430	12,791	16,275	18,804	21,419	21,690

US Census

Table 15

Projected County Population

The following chart shows the population projections determined by the California Department of Finances to the year 2035.

COLUSA Population Projections						
Year	2012	2015	2020	2025	2030	2035
Population	21690	22,417	24,886	27,061	29,023	31,219
California Department of Finance						

Table 16

Projected Jail Average Daily Population (ADP) less AB-109 Realignment

Using the ADP trends over the past 10 years and the projected population growth, the following chart shows the number of jail beds needed. Typically, jails require an additional 10% beds to allow for peak times. The 10% is included in the chart below. This calculation does NOT show what impact the AB-109 realignment will have which will be illustrated later.

COLUSA County Jail’s current incarceration rate is 28.1 per 10,000 citizens. The following chart uses the current incarceration rate and the projected population projections. The chart shows what the jail inmate bed need would be if the current trend remains the same or similar. Note: The chart below does NOT include the impact of AB 109 – Prison Realignment, which will be shown later.

COLUSA Projections Beds Needs Based on Incarceration Rate (minus AB 109)						
Year	2012	2015	2020	2025	2030	2035
Population	21590	22,417	24,886	27,061	29,023	31,219
Bed Needs	60.6	62.9	69.9	76	81.5	87.8
10% Factor	6	6.2	6.9	7.6	8.1	8.7
Total	66.6	69.1	76.8	83.6	89.6	96.5
Based on Incarceration Rate/High Capacity						

Table 17

The following chart shows projected bed needs by utilizing the historical Average Daily Population of the jail from 2002 to 2012. During this period, the jail increased the annual number of beds, on average, 1.4 beds per year. If this trend remains the same or similar, the county could expect increase jail bed needs as illustrated below. Note: Does NOT include AB 109 factor.

Projected Bed Needs Based On ADP Trends – Not Including AB 109						
Year	2014	2015	2020	2025	2030	2035
ADP Factor	62.4	63.8	70.8	77.8	84.8	91.8
10% Factor	6.2	6.3	7	7.7	8.4	9.1
Total	68.6	70.1	77.8	85.5	93.2	100.9
2002 - 2012 the ADP increased 1.4 annually						

Table 18

Projected Bed Needs including AB-109 Realignment

As indicated in the above tables, there are two means to determine projected bed needs. The first is to use the increase trends in the average daily population. The ADP projections can be misleading if the jail is facing overcrowding and is forced to release inmates early by way of a court decree. This is not the case with COLUSA; therefore, the ADP projection is a fairly reliable method for predicting future bed needs. The other method is to use the incarceration rate compared to the population projections. Again, if the jail staff is not required to release inmates early, this too is a reliable method in predicting needed jail beds.

AB 109 was implemented in October 2011. Consequently, there are only 17 months of data to evaluate for purposes of establishing trends. During 2012, COLUSA County incarcerated 41 inmates under the AB 109 mandate. These inmates combined a total of 5,466 detention days resulting in an average length of stay (ALOS) of 133.3 days. The jail’s total ADP (including the AB 109 inmates) was 14.1 days. In order to house this same number of AB 109 inmates, the jail would require 14.97 beds.

The following table shows both methods including the impact of AB 109.

High and Low Bed Need Projections - Including AB 109					
	2015	2020	2025	2030	2035
Incarceration Rate	84.1	91.8	98.6	104.6	111.5
ADP Trends	85.1	92.8	100.5	108.2	115.9
Both projections include factoring in AB 109					

Table 19

Converted Projections to Capacity & Program Needs

The COLUSA County jail has not experienced overcrowding issues in the past; however, AB 109 projections will require expanding the jail capacity. The jail design has serious classification problems related to the appropriate segregation of inmates and the antiquated housing design. This situation exposes the County to possible civil liability.

The following table shows the current jail Classification, Custody, and Security levels in the COLUSA County Jail. The jail's BSCC rated capacity is 92 beds not counting the three holding cells near booking identified as cells 1, 2, and 3.

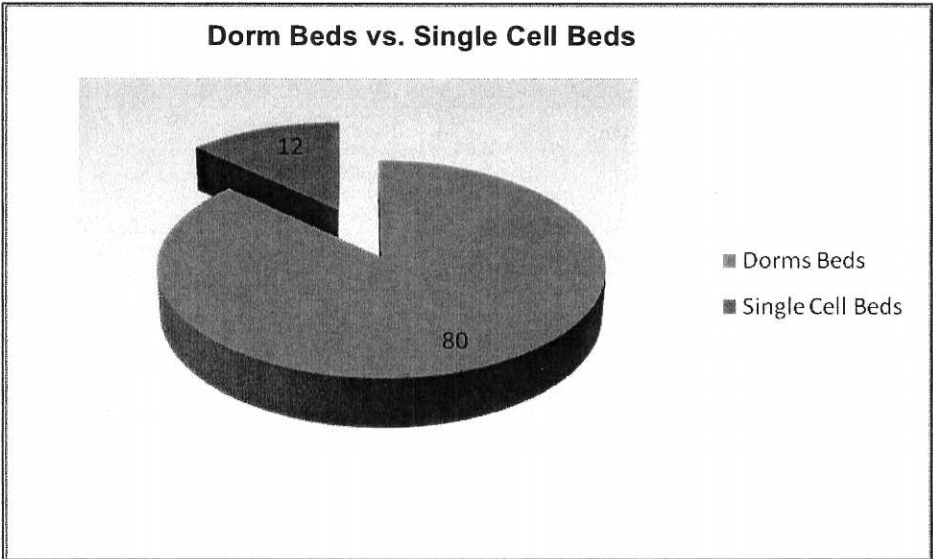
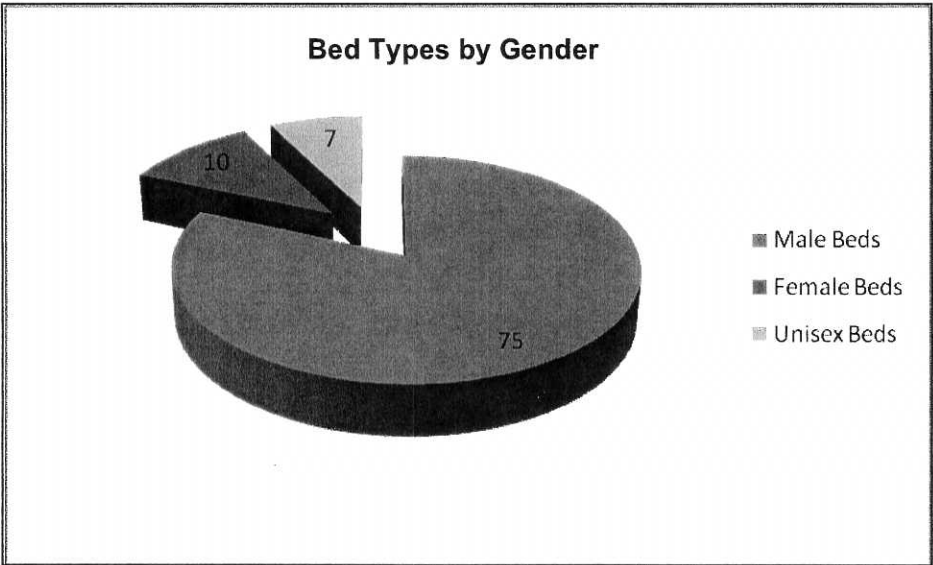
Current Jail Classification, Custody and Security Levels						
Housing	Classification	Custody Level	Security Level	Dorms	Cells	Beds
1	Holding	Holding	Maximum		1	1
2	Holding	Holding	Maximum		1	1
3	Holding	Holding	Maximum		1	1
7*	ADSEG (Unisex)	ADSEG	Maximum		1	1
8*	ADSEG (Unisex)	ADSEG	Maximum		1	1
9*	ADSEG (Unisex)	ADSEG	Maximum		1	1
10	Sent. Male	Medium	Maximum	X		10
11	Male I/M Worker	Minimum	Maximum	X		12
12	G.P. Male	Min. - Med.	Maximum	X		8
13	G.P. Male	Min. - Med.	Maximum	X		8
14	G.P. Male	Min. - Med.	Maximum	X		8
15	G.P. Male	Min. - Med.	Maximum	X		8
16	G.P. Male	Min. - Med.	Maximum	X		8
17	G.P. Male	Min. - Med.	Maximum	X		8
18*	ADSEG (Unisex)	Maximum	Maximum		2	2
19	G.P. Female	Min. - Med.	Maximum	X		10
20*	Max/ADSEG (Unisex)	Maximum	Maximum		2	2
21	Max/Male	Maximum	Maximum		5	5
					Total	92
*Housing 7, 8, 9, 18 & 20 are Unisex MAX/ADSEG/OVERFLOW						
Cells 1, 2, & 3 are holding cells and not calculated by BOC toward the rated capacity						

Table 20

The following table shows the current bed types broken down by male, female and unisex. The chart also shows that the jail only has six Classifications that are inadequate to properly segregate inmates in a modern correctional facility.

Current Bed Types		
	Bed Types	No. Beds
1	Male Minimum	12
2	Male Medium	48
3	Male Maximum	5
4	Female Min. - Med.	10
5	Unisex ADSEG	7
6	Sentenced Male	10
Total		92
Male Beds		75
Female Beds		10
Unisex Beds		7
Total		92
Dorms Beds		80
Single Cell Beds		12
Total		92
Only Six Current Classifications		

Table 21



The following chart shows a hypothetical bed type and Classification of a new facility. All dorms could be double cells if the jail staff desired additional secure housing.

Needed Classifications and Bed Types			
Housing Unit #1 (Male Housing)			
	Classification	Bed Type	No. Beds
1	Male Minimum	Dorm/Dbl Cell	24
2	Male Medium	Dorm/Dbl Cell	24
3	Male Maximum (12 cells)	Single Cell	12
4	Male ADSEG (6 cells)	Double Cell	12
5	Male DI	Single Cell	6
6	Male Psych.	Single Cell	6
7	Male PC	Single Cell	6
Total Housing #1 Beds			90
Housing Unit #2 (Female Housing)			
8	Female Minimum	Dorm/Dbl Cell	10
9	Female Medium	Dorm/Dbl Cell	8
10	Female Maximum	Single Cell	4
11	Female Special Housing	Single Cell	4
Total Housing Unit #2 Beds			26
Total Beds			116
Eleven Classifications Recommended			

Table 22

Note: All single cells sized to allow double bunking.

Note: The above table indicates Dorm/Double Cell. Cells provide higher security; however, dorms are much less costly to construct. Depending on funding, the county administration will have to determine which scenario best fits their budget.

The following charts shows how a new jail might be configured by the number of beds and bed types.

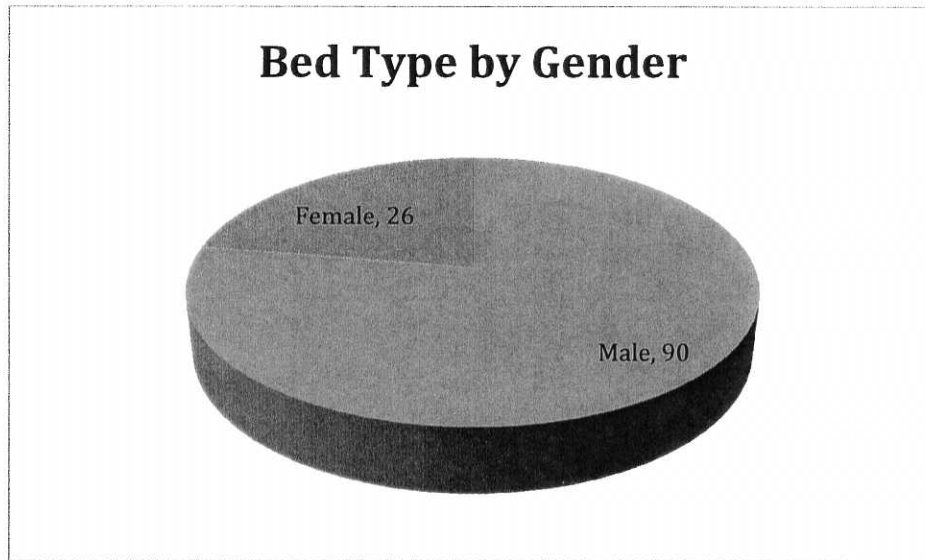


Chart 34

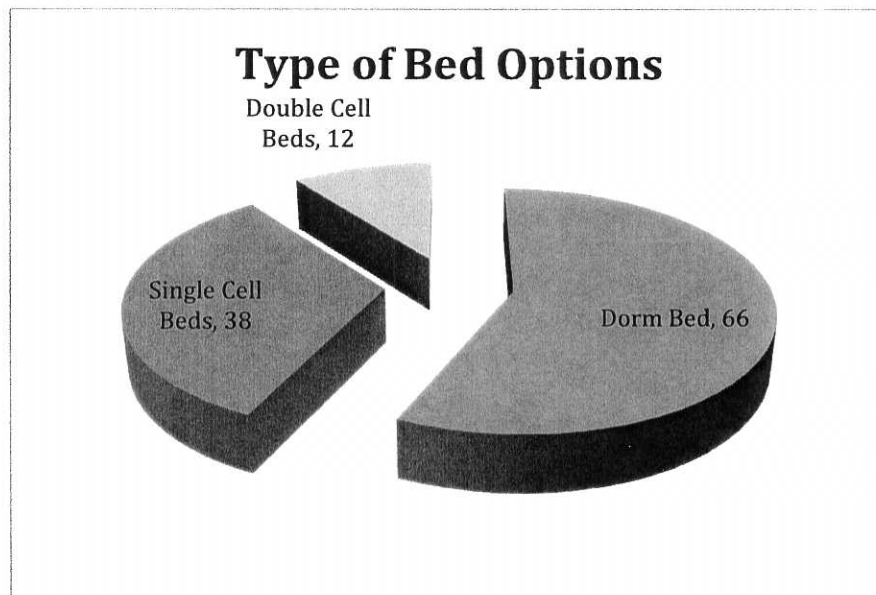


Chart 35

Standard Classification Housing Types for Modern Jails

Separate and Distinct Classifications

Modern correctional facilities include all the appropriate separate and distinct housing units for specific classifications. Any new jail or remodel should include at least seven separate classifications for male inmates and four for female inmates. The following classifications should be included in the facility:

1. **Mental Health (Psych) Unit**
This is a separate housing unit specifically for those inmates who have mental health or emotional problems that cannot be housed in a general population setting.
2. **Protective Custody Unit**
This housing unit is for inmates who have a potential to be harmed by other inmates such as child molesters, those with enemies in the facility, public officials etc. There needs to be separate cells in this housing unit to separate these people from each other as well as the general population.
3. **Disciplinary Isolation Unit**
This housing unit is specifically for those inmates who violate jail rules. This housing should not have television or other privileges and have single cells. Its purpose is to remove disruptive inmates from the general population and serve as a punishment for their disruptive behavior.
4. **Administrative Segregation Unit**
This housing is intended for those inmates who fit the criteria set forth in Section 1053 of Title 15 who may not be criminally sophisticated but pose a threat to other inmates, staff, or are an escape risk. This housing unit should have single and double cells and afford most of the amenities as other general population but be separate from the jail's general population inmates.
5. **Male Maximum Security Unit(s)**
This housing is intended for the most dangerous inmates who have a history of violence and pose a threat to other inmates, staff, or the public. This should be primarily single-cells in the most secure part of the facility.
6. **Male Medium Security unit(s)**
This housing is generally a combination of cells and dormitories and houses general population inmates.
7. **Male Minimum Security Unit(s)**
This housing holds the lowest risk inmates that are eligible for inmate worker status in a dormitory setting. In larger systems, it is often a separate or attached structure built with less expensive construction material with access for outside county crews to pick up inmate workers.

Minimum Number of Female Housing Classifications

1. Female ADSEG and or special needs unit i.e.: Psych, PC, DI, (Same as male)
2. Female Maximum Security unit (Same as male)
3. Female Medium Security unit (Same as male)
4. Female Minimum Security unit (Same as male)

Note: In jails with a larger female inmate population, meeting needs for a classification, mental health and protective custody are the same as for the male units. However, in smaller jails like COLUSA, separation must be accomplished in specialized mixed units or by providing small separate cell areas. Another example is there may be only one protective custody inmate, therefore, when building new housing management may consider building a few separate and distinct holding areas for these special classifications or using single lockdown cells in the standard housing units.

COLUSA County Jail Housing Classification Issues/Concerns

Female Housing Unit

The COLUSA County Jail has a great need for a comprehensive housing unit for female inmates. The current housing situation for females is extremely inadequate. The female inmates really only have one Classification referred to as Minimum – Medium. The female inmates with special needs are placed in various ADSEG cells about the jail.

Note: Because of the lower number of females to fill a standalone housing unit, it is likely appropriate to plan for a podular housing unit that can house males or females in combination. This requires special design criteria to provide unit to unit sight restrictions.

Mental Health (Psych) Unit

Currently COLUSA County does not have a distinct and separate housing unit or pod to house male inmates with significant emotional or psychological problems. The jail places these inmates in ADSEG cells. Inmates with mental health problems tend to need a greater amount of staff attention. These inmates are also at a higher risk of being victimized by other inmates. In some jails, inmates with mental health problems seem to get along with each other when separated from the general population. The benefit of having a psych pod is that all the inmates with significant mental health problems are housed in one area rather than being housed throughout the jail where they can become victimized. Inmates with mental health problems tend to be more suicidal as a result of their emotional instability. Keeping these inmates in one area allows for closer and more consistent supervision.

Male Specialized Housing Classifications

An ongoing issue within the COLUSA County Jail is a shortage of male beds for inmates with specialized classification needs such as protective custody, administrative segregation, mental health issues and disciplinary isolation. The jail places these inmates in ADSEG cells.

How classifications issues might be mitigated with new construction?

The following chart shows a hypothetical bed type and Classification of a new facility. This proposed jail configuration would solve all the classification, security, custody, and bed needs.

Needed Classifications and Bed Types			
Housing Unit #1 (Male Housing)			
	Classification	Bed Type	No. Beds
1	Male Minimum	Dorm	24
2	Male Medium	Dorm/Dbl Cell	24
3	Male Maximum	Double Cell (6)	12
4	Male ADSEG	Double Cell (6)	12
5	Male DI	Single Cell	6
6	Male Psych.	Single Cell	6
7	Male PC	Single Cell	6
Total Housing Male Beds			90
Housing Unit #2 (Female Housing/Male special)			
8	Female Minimum	Dorm	10
9	Female Medium	Dorm/Dbl Cell	8
10	Female Maximum	Single Cell	4
11	Female or Male Special Hsg	Single Cell	4
Total Housing Unit #2 Beds			26
Total Beds			116
Eleven Classifications Recommended			

Table 23

Note: Small population housing units such as the female unit above are expensive per inmate to supervise; consideration should be given to building space for future housing or expansion space within the unit. This space could initially be just shelled in with a gravel floor and finished in the future or the single story unit could be built to accommodate a second level.

G. Adequacy of Staffing

The adequacy of the current staffing levels is debatable. The Corrections Standards Authority in two previous inspections raised concerns about the level of staffing, however, they found the facility in compliance. The BSCC also commented that increased numbers of inmates would require more staff.

Current Staffing Levels

In a system in which the jail is linear design, such as COLUSA, the level of staffing required is somewhat subjective. This document does **not** include an official staffing study and all figures depicted should not be used for budgetary forecasting. If COLUSA County is to move forward, a comprehensive staffing study needs to be completed.

Fixed posts (work position requiring staffing 24 hours a day seven days a week) are not as well defined as in a modular designed jail. The adequacy of staffing relates to these questions:

- Is there sufficient staff to supervise the inmates, ensuring their safety from each other and the security of the facility?
- Are there enough officers to respond to a disturbance, fight or other emergency?
- Are there enough officers to accomplish required cell checks?
- Are there enough officers to provide the inmates with Title 15 requirements such as food service, recreation, clothing exchange, showers, programs, access to medical, mental health, attorney and family visits?
- Are there enough officers to ensure timely booking, releasing and transport to court appearances?

In interviews with Sheriff's management, it appears the answer to these questions is also somewhat ambiguous, but seems to be that when there are three officers and the central/booking staff member, staffing is efficient and adequate. When the staff level drops to two, which frequently occurs, the concerns rise. When there are only two staff working, dispatch must operate the doors and monitor cameras. If a combative arrestee is brought to booking, both officers are required to control the inmate, leaving no one to assist and supervise inmates in the rest of the jail. It seems the minimum staffing level for the jail, as it exists today, is three with a preference for three correctional officers. With the existing jail the goal should be to staff the following posts:

- Central Control/Booking
- Intake/Booking movement, back up and relief and some transport
- Rover/inmate supervision female
- Rover/inmate supervision male

This would provide adequate staffing and more importantly, negate the need to use operations dispatch for jail safety, supervision, and movement.

Staff Vacancies Concern

In most counties, retaining and hiring correctional staff is a problem. Vacancies make it very difficult to operate the jail and negatively impact use of overtime and morale. Because COLUSA County has limited staff available, loss of any staff or vacancies has a dramatic effect on the overall operation. In the future, if vacancies become a problem, reevaluation of staffing and hiring practices may be in order.

Ten-Hour Shift Schedule Inefficiencies

Currently the jail utilizes a ten-hour shift schedule, which for a 24 hour a day jail operation is often inefficient. Schedules such as the eight hour and twelve hour schedules that are divisible into 24 are usually more efficient. The ten hour shift schedule has required overlapping of officer's schedule and staggered reporting times, which can make it harder for management to schedule officers for maximum efficiency. Often the overlaps lead to periods with excessive staffing while at other times insufficient staff numbers. Also with the staggered start times, it is impossible to provide a shift briefing or short training sessions. The Sheriff's department should explore implementing a twelve-hour schedule that is more efficient and yet still more popular than eight-hour schedules because it offers more days off for staff.

Shift Schedule

Per Fixed Post Staffing Requirements

The jail is a 24-hour a day, 365 days a year operation that requires minimum staffing levels. Depending on many factors, including time off for vacations, sick leave, injuries and training, as well as the type of schedule, the number of officers required to staff the facility can vary.

A fixed post is a position in the jail that must be staffed 24 hours per day, 7 days per week, 365 days per year. The types of staffing plans require a different number of officers to staff the position 24-7-365. Eight and twelve hour schedules require fewer officers to staff a fixed post than a nine or ten hour schedule. While a complete staffing analysis would be required to determine exact staffing requirements, experience from other studies and experience of other agencies provide for close estimation and recommendations.

Generally 5.1 to 5.3 officers are required to staff a fixed post on an eight or twelve-hour plan and 5.6 to 6 officers on a ten-hour schedule.

Recommendation Related to Staffing Current Jail

As mentioned earlier in this report, BSCC had concerns related to staffing levels of the current jail. Sheriff's management shares this concern. There appears to be three significant issues:

- The jail often operates with only two officers present (this appears inappropriate).
- The jail operates on an inefficient ten-hour shift schedule.
- The jail often relies on emergency dispatchers to assist jail operations.

The following table is an **example** of a **twelve-hour, four-squad schedule** with a minimum of three fixed posts. Three additional officers are recommended to meet current needs.

Current Fixed Post Assignments (Hypothetical Twelve Hour Schedule)					
	Ratio	Staff Posts	Staffing Required	Current Staffing	Additional Staff Needed
Sergeant/Corporal	3 ⁶	1	3	2	1
Booking Clerk	1	1	1	1	0
Correctional Deputy	5.2	3	16	12	3.6
TOTAL		5	20	15	5

Table 24

Current Fixed Post Assignments (Hypothetical Ten Hour Schedule)					
	Ratio	Staff Posts	Staffing Required	Current Staffing	Additional Staff Needed
Sergeant/Corporal	3	1	3	2	1
Booking Clerk	1	1	1	1	0
Correctional Deputy	5.6	3	17	12	4.8
TOTAL		5	21	15	6

Table 25

Programs/Classification/Movement Officer

Clearly dayshift in the current and future jail requires significant effort Monday through Friday. This is when the bulk of programs, recreation, laundry exchange, commissary, attorney visits and court occur. It is suggested that a programs, classification and movement officer position be added. Jail management should explore funding this officer with approximately 50% Inmate Welfare Fund (IWF) justified by providing a benefit to the inmates of additional and more quality programs, recreation and assistance to inmates with special needs. Applicable law would prevail regarding use of the IWF.

Transportation Staff

COLUSA County currently has one fulltime Correctional Deputy assigned to inmate transportation on a 4/10 plan. Assistance and additional coverage require the occasional use of a patrol deputy. Regardless, the jail is staffed with two correctional deputies at all times.

Staffing a New Jail (Hypothetical)

The following are very broad based estimates of the number of staff required to supervise a new facility without using patrol dispatch to provide jail relief. It is very important to consider that the increased staffing negates the need for emergency dispatchers to supervise and assist with jail functions.

⁶ Sergeant, Corporal, and Booking Clerks are not reflected as a fixed post ratios, only what COLUSA County has reported as their needs for their facility.

New Jail Fixed Post Assignments (Hypothetical Ten-Hour Schedule)					
	Ratio	Staff Posts	Needed	Currently Available	Additional Officers
Central Control/Booking	5.6	1	5.6		
Intake/Booking & Movement	5.6	2	11.2		
Male Housing Unit Officer	5.6	2	11.2		
Female Housing Unit Officer	5.6	2	11.2		
Classification/Programs/Movement	1	1	1		
TOTAL		5	24	12	12

New Jail Fixed Post Assignments (Hypothetical Twelve-Hour Schedule)					
	Ratio	Staff Posts	Needed	Currently Available	Additional Officers
Central Control/Booking	5.2	1	5.2		
Intake/Booking & Movement	5.2	2	10.4		
Male Housing Unit Officer	5.2	2	10.4		
Female Housing Unit Officer	5.2	2	10.4		
Classification/Programs/Movement ⁷	1	1	1		
TOTAL		5	22	12	10

Important Note: A complete formal staffing analysis must be completed when a new jail is designed by architects to accompany the program statement when it is submitted to the Board of State and Community Corrections (BSCC).

Staffing Cost Estimates (Including Benefits - Excluding Overtime)

Cost estimates derived from figures provided by Sheriff's payroll staff.

The following staffing cost estimates are related to the payroll costs of additional staff required for a potential new facility:

Hypothetical Staffing and Costs for New Facility			
Cost of Additional Officers	# of New Officers	Annual Avg. Cost	Total for Hsg. Unit
Central Control/Booking	0	\$85,098	\$0
Intake/Booking & Movement	3	\$85,098	\$255,294
New Male Housing Unit Officers	3	\$85,098	\$255,294
New Female Housing Unit Officers	3	\$85,098	\$255,294
Classification/Programs/Movement	1	\$85,098	\$85,098
Total Annual Cost	10 New Officers		\$850,980

Table 26

⁷ Primary funding recommended from Inmate Welfare Fund if appropriate

** The current needs are not shown as deducted from the total needs to staff a new jail. If any of the three positions needed are filled before the new jail is built they can be deducted from the 21 estimated for operating the new jail.

H. The Ability to Provide Visual Supervision

The COLUSA County jail opened in 1963 and consists of 100% "linear" housing and inmate supervision, which has not been designed into new correctional facilities for 50 years. The COLUSA facility design is antiquated and inefficient as officers only directly view the inmates in their housing units when they do their hourly or more frequent rounds. As stated earlier, this makes it difficult, if not impossible, to comply with PREA and ADA regulations. The design precludes an easy fix through remodel to correct the problem. It appears likely the only logical solution is building new housing units; this would require a comprehensive architectural study.

In discussing the desired operational philosophy of the jail with the Jail Commander, he would prefer a podular design with inmate supervision by direct (officer in the unit with the inmates) or direct visual through glass of the inmates as the desired inmate supervision. The concern for long term staffing costs causes the department to lean towards the indirect (through glass) model as an acceptable and more realistic philosophy of inmate supervisor for most if not all the new housing units.

Unescorted movement of inmates that requires good visual site lines from housing control stations or Central Control is preferred and most often used with the classification level requiring an escort. Any future jail additions should strive for a design facilitating unescorted movement, and if possible, improved movement in the existing jail.

The hypothetical/concept drawings provided at the end of this report illustrate good visual supervision of inmates. Sheriff's management is committed to the direct-visual philosophy.

I. The Adequacy of Records Keeping

Records Keeping

COLUSA County currently uses the ATIMS™ information management system version 4.3.0. It was implemented in 2002. This system has improved financial tracking and timely vendor support; however, it does not have the ability to purge records and does not track sentencing or AB109 statistics.

The ATIMS system has integrated Jail Management, Records Management, and Computer Aided Dispatch. The standard integrated reports are user friendly and use plain language terminology. It does not have a user-friendly custom report option.

COLUSA County does not have any plans to migrate to any other system at this time. All other reports or statistical gathering are done manually.

J. History of the System's Compliance with Standards

History of System's Compliance with Standards

The Needs assessment Update Team reviewed numerous inspections related to the COLUSA County Jail. There are repeated concerns raised about the age, design, ability to properly staff and deterioration of the physical jail building. The 2008 Needs Assessments alludes to the difficulties in meeting regulatory requirements within this facility. The Update team found the issues and shortcomings documented in that report still exist including:

- Poor facility design
- Staffing concerns
- Classification concerns

BSCC Biennial Inspections

The 2012-2014 BSCC inspection indicates that the facility is in compliance with the exception of the court holding facility. That facility was in need of current Environmental Health and Mental Health inspections. Sheriff's management explained that the inspector was out on extended leave, but would insure that the inspections would be completed as soon as possible.

Fire Inspections

All recent fire inspections indicated that the COLUSA County jail facilities are in compliance.

Health Inspections

All recent health inspections indicated that the facilities were in compliance. However, as noted in the Biennial inspection report, the health inspections are late for this cycle.

Grand Jury Reports

The 2012 Grand Jury Report concluded that the current jail facilities are inadequate for the needs of the county and is out compliance with space and classification requirements.

The Sheriff replied to the Grand Jury with the resolution to continue to attempt to find funding to replace the current facility.

K. Unresolved Issues

Booking and Intake

Vehicle Sally Port: The vehicle sally port is a secure area; however, the size of the area is very limiting. With room for only two standard sized transportation vehicles there are two primary problems:

- When more than two arresting officers arrive with prisoners they must either wait or compromise security. A larger sally port is required which provides space for more vehicles.
- Many new transportation vehicles are oversized vans or busses, neither of which will fit in the current vehicle sally port. This requires parking the vehicles outside the sally port and escorting inmates to the jail from the street. This is unsafe for staff and the public.

The new vehicle sally port should be sized to negate the shortcomings of the existing one by being sized appropriately.

Transportation Sally Port and Hallway: There is no dedicated transportation sally port or dedicated transportation holding cells that would be common in a larger jail. The staff inmate intake sally port is smaller than required. At times up to 12 inmates are shackled and moved through the sally port.

The new pedestrian/transportation sally port should be sized for twelve.

Intake-arresting officer area: The intake and arresting officer room located off the intake hallway is inadequately sized. Located with the breath testing equipment it is poorly organized and currently can only serve one arresting officer with one inmate efficiently. Space for three to four officers and arrestees is needed. Asking medical questions in this tight space is problematic. There is no intake counter for transfer of paperwork and review of inmate property and valuables.

The new intake-arresting officer area should have room for four arresting officer stations, Breathalyzer functions and an intake counter.

Booking Room: The last remodel of the booking room provided much needed space improvements. The primary issue is the County and jail is outgrowing the available holding spaces. Holding and sobering cells are barely adequate and could be a problem in future years. The docile holding area is marginally adequate and is relied on heavily to meet the booking holding requirements. There is little space for the booking officer in the inmate circulation area with heavy reliance on the central control/booking clerk area.

Because the jail is very compact and for staffing efficiency, the central control employee is also the booking clerk and provides some level of visual supervision of the booking and intake areas. Back up for opening doors and remote visual supervision is handled by the Sheriff Departments (Operations) dispatchers.

There is **no safety cell** or way of properly handling inmates who are suicidal or extremely combative or self-destructive.

A new booking room should include three sobering cell options, sufficient celled holding, docile holding, finger printing and photo area, a booking supervisor office, shower, dress out area, and a safety cell.

Inmate Personal Property Storage

Inmate property storage has been moved into a caged area near the walk-in food cooler. This is much improved from the previous situation when it was in a plumbing chase. However, this will likely be inadequate for future growth and should be accounted for in future construction.

The new inmate personal property storage area must contain space sized appropriately and easily accessible to staff. Bags or boxes would be appropriate.

Dressing areas

The intake and releasing dress areas are inadequate.

The new facility should contain at least two dress in and out areas for inmates.

Releasing

Releasing of inmates is accomplished in the same area as inmates coming into the jail; this practice is necessary for a small jail; however, any future jail planning should discourage this practice.

A separate releasing area must be provided in a new facility.

Transportation

The transportation officer utilizes space for an office in an old storage room. While not ideal, it provides adequate space. Because several blocks separate the jail and the courts, inmates must be loaded into vans and transported to and from court. Because only one transport officer is authorized, jail or patrol staff must supplement transportation.

A tunnel to a future court and space specific to transportation should be a part of any new jail.

Court Arraignment Process

Because the courts and jail are not collocated, transportation of inmates in vehicles to court daily, while undesirable is necessary. Transportation of inmates in vehicles is dangerous and often when custody staff is most exposed to escape attempts both by the inmate alone and with assistance from the outside. This danger is especially present when transporting a large number of inmates to the short court process known as arraignment. It is very important that when the planning of a new courthouse begins, the collocation of the jail and the courts be discussed. With this collocation a secure tunnel or hallway can be constructed to move inmates unescorted to and from court. Staffing costs for transportation as well as public safety can be greatly enhanced by this collocation. Video arraignment is an alternative the County may want to explore. Video arraignment has met with a mix of success and failures in other counties.

Medical – Infirmary

(For purposes of this report all medical and mental health watch beds are in the infirmary.) Medical and most mental health services are provided under contract with California Forensic Medical Group (CFMG). Because of the size of the jail, the medical area is very small

Medical Housing and Space Needs

In conducting interviews with Jail and Medical Managers it became clear there are many issues related to medical and mental health needs, especially related to lack of space.

There are no beds and cells for housing inmates for medical or mental health purposes.

Inmates needing medical or mental health beds are transferred to other facilities. This is costly and inefficient.

There are numerous deficiencies related to the medical unit:

- **Inmate Waiting:** Inmate waiting consists of two chairs in a circulation hallway. This is unsafe and risks mixing of classifications. The inmate waiting area needs to be enclosed to ensure inmates waiting could not hear confidential medical information.
- **Exam Room:** The Program Managers office serves multiple needs including the exam room. This is unsafe and inefficient.
- **Offices for Professional Medical Personnel:** There are no offices besides the CFMG Medical Program manager.
- **CFMG Program Managers Office:** The Program manager's office serves almost every purpose as it is one of only two rooms assigned to medical.
- **Nurses' Station:** There is no nurse's station. There is no room for a copier, fax, or adequate space for current files.
- **Pharmacy:** The pharmacy is just a locked cabinet in the program manager's office. Numerous personal and staff items are in the room as the pharmacy also serves as exam room office etc. The pharmacy should have its own room and be lockable and only entered to retrieve medication/supplies.
- **Staff Coffee Station, Break Supplies:** There is no place for simple break items such as coffee maker.
- **Outdoor Recreation Yard Availability to Infirmary Inmates:** There currently is no inmate housing in medical, this is a moot issue.
- **ADA Approved Shower for the Infirmary:** There currently is no inmate housing in medical, this is a moot issue.

Mental Health Housing and Drug Treatment Space Needs

Interviews with jail management and the Behavioral Health Manager and input from his staff indicate that space for both mental health housing and mental health programs is nonexistent. The Director of Behavioral Health related that the relationship with CFMG medical providers is excellent, however, the lack of appropriate space makes providing proper care very difficult. He expressed interest in offering more programs and services to mentally ill inmates; however, there is no funding to provide these services.

- **Suicide Prevention Issues:** There is no safety cell or suicide prevention cells. If an inmate is suicidal a staff member will sit outside a cell watching the inmate. This is very inefficient and costly. The facility lacks sufficient suicide prevention alternatives. Further there are no interim alternatives for an inmate who is determined as “possibly suicidal”.

Because the jail does not plan on operating the infirmary 24-7 and because no officer will be assigned there, it cannot be used for 24 hour per day suicide prevention. It is likely suicide prevention will be at two levels and options; at least two cells in the housing units will be completely clear polycarbonate fronts to allow the housing officer easy view of the cell interior. These cells will also have cameras monitored by the officer and central control. Two of the cells in booking will be similarly constructed and equipped. Two of the most important factors in preventing suicides, besides identifying potential suicidal inmates, is clear and constant supervision of the inmate by direct observation and cameras and by removing any methods of equipment, inappropriate clothing etc from within the cell, which could be used to facilitate the suicide attempt.

- **Housing for Inmates with Specialized Mental housing and Treatment Needs** Space needs to be added for inmates with mental health or drug psychosis in which they are “acting out” or displaying bizarre behavior and as such are very difficult to house with other inmates. Other inmates are very intolerant of inmates who display bizarre of different behavior; however, often inmates fitting in this category get along well when housed with each other. Providing housing for the safe and efficient housing as well as programs and treatment of the mentally ill should be a high priority.
- **Mental Health Space as Part of a New Jail**
Any new jail should provide space for mentally ill inmates and space for mental health staff. These do not exist in the current building. Some of the mental health space needs include: exam room, interview room, safety cell, suicide watch cell, and medical/mental health infirmary bed and staff cubical office space. Space to provide substance abuse reduction and other programs is needed, preferably visible to staff to observe inmate conduct for the safety of treatment staff.

Note: There is no mental health grant for working with inmates currently active in COLUSA County.

Recommendations

All of the above deficiencies for medical and mental health needs should be addressed in any new building.

Administration Space and Staff Support Space

Administrative and Staff Offices

The administrative and staff spaces are very inadequate. Other than the Jail Commanders office, which is in Sheriff’s Administration, all other spaces are inadequate. The sergeant and corporals have space in an old storage room.

Staff Dining

The only place for jail staff to take a break or have lunch is in the same old storage room used for several purposes including the supervisor's office. This space is dark, cold and uninviting. Unlike other county staff, jail employees must remain in the jail for lunch in order to be available to respond to emergencies, therefore having adequate dining space is very important. A staff dining and break room is essential to morale given the nature of correctional work. The officers must be afforded a setting where they can get away from the inmates and have a few minutes to relax. Any new jail must have a staff break/lunch room.

Briefing, Conference and Training

Currently jail staff shares briefing, conference and training space with other units of the Sheriff's Department including patrol. This causes scheduling conflicts, but is not untenable. If a new jail is built and the Sheriff's Administration and operations are not collocated, then one or more medium sized conference rooms are needed.

Locker rooms

The locker room consists of a few old lockers in the same old storage room that houses many other things. As stated, this space is dark, cold and uninviting. It is not suited for a dressing or undressing due to the constant traffic through the area for other purposes. There is no shower for officers to use after they run or otherwise workout.

Workout room

The COLUSA County Jail does not have a workout room for custody officers. Workout rooms are common to law enforcement and corrections and offer an avenue for strength and fitness as well as morale and retention. Given the nature of the business, providing officers the ability to stay strong and fit makes sense.

Recommendations:

1. *The staff dining is in a poor location (old storage room) and is inadequate; any new facility should contain a break/lunch room.*
2. *More staff space and a workout room are needed and should be included in a new jail.*
3. *Space is needed for the jail sergeant and corporals.*

Kitchen – Food Services

The kitchen has recently been remodeled. COLUSA County is now contracting with Aramark Food Services. They provide all meals and deliver four days each week. The jail serves two hot meals (breakfast and dinner) and one cold meal for lunch. The hot food is re-thermalized in the appropriate heating devices.

Food Serving Line: Not Applicable

Dry Goods Storage: Not Applicable

Cold Storage

The old food cooler has been repaired and is now operable. It is used to store delivered meals from Aramark. It is adequate for their current housing, but will need to be revisited for any future growth or expansion.

Storage of Cooking Metal Goods (Pots and Pans etc): Not applicable

Storage of Serving Trays: This was found to be adequate for their current status.

Cart Storage: This was found to be adequate for their current status.

Kitchen Manager's Office and Staff Space: Not Applicable, not available

Recommendations:

When a Feasibility Study or Architectural Program is contracted, the kitchen should be discussed and a possible replacement kitchen should be programmed as a part of that study.

Laundry

The laundry area is small but meets the current needs. It will not be adequate in a larger number of inmates are added. With only one clothes dryer, if it goes down for repair, there is no back up. As the equipment gets older this is a more frequent condition. If new beds are added the additional washer and dryer becomes essential. There is not sufficient space to add much more equipment and laundry-processing space is limited. This also poses problems for PREA considerations. There are blind spots that are impossible to monitor in the current configuration.

Recommendation

Provide space in new jail for adequate number of washers and dryers, as well as proper sight lines for inmate supervision and PREA considerations. (See space document)

General and Specific Storage

There is adequate storage. *Similar space should be provided in a new facility.*

Inmate Clothing/in Use-Clean: Storage for laundered clothing is adequate.

Inmate Clothing New-Boxed: There is adequate storage

Mattress Storage: There is adequate storage

Recommendations:

Purchase and install one new dryer to meet efficiency needs now and provide backup should the one dryer need maintenance.

Maintenance Space

There currently is not any maintenance space at the jail; however, a new jail should have some space for storing tools, plans, and replacement items.

Funding and Future Planning

1. The County must take steps to identify an ongoing source of funding for criminal justice buildings replacement. Many counties utilize countywide development impact fees to assist in this endeavor.
2. In the future, the County should consider taking the planning process to the next level by authorizing a Feasibility Study to provide an architectural program to better identify potential building sites, to provide a facility master plan for all the criminal justice departments and to more closely define construction requirements, space needs and costs, as well as potential revenue sources.
3. It may be appropriate to ensure there is space to collocate a new Sheriff's Administration and Operations building with the jail in the future. Therefore, the County must consider purchasing adjacent property and the future location of a replacement courthouse must be decided before the jail is built. A criminal justice master site(s) plan should be developed.

L. Conceptual Schematics of Hypothetical Scenarios

The following pages depict hypothetical schematic designs of what might be constructed and where. These are provided for visual reference and discussion purposes. They are only illustrative of possible construction scenarios and are not to be considered for purposes of official construction or planning documents.

Hypothetical New Building Scenarios

Two scenarios are offered for consideration. These scenarios are only a few of what are many possibilities. These three scenarios have no higher priority; rather they will likely occur depending on future funding, jail needs and political decisions such as courts location. Scenarios “East” and “North” are recommended, while the “Housing Unit Only” Scenario is offered should funding to replace the 1963 jail not be made available.

Important Factors to Consider:

- Sufficient housing options must be provided to allow for appropriate classification separation.
- Space should be identified and reserved for future housing and bed additions.
- Support functions such as medical, booking and staff spaces should be built to handle growth for the reasonable life of the facility.
- Even though no kitchen is desired at this time, space must be identified and reserved should the hospital food services become unavailable and a jail kitchen become necessary.
- It may be appropriate to ensure there is space to collocate a new Sheriff’s Administration and Operations building with the jail in the future. Therefore, the County must consider purchasing adjacent property and the future location of a replacement courthouse must be decided before the jail is built. A criminal justice master site(s) plan should be developed.

“East” Scenario

This project would require new jail construction on the existing site just to the southeast of the current jail, which would replace the 1963 jail. This site is small and would be difficult to add a third housing unit in the future.

“East” Scenario consists of the following premises:

1. The existing 1963 jail is an outdated and linear jail that will be partially demolished and replaced after a new structure is built.
2. A portion of the space not demolished but vacated will become available for remodel to accommodate mid-term and long-term needs of the Sheriff’s or Probation departments.
3. Dispatch shall remain a part of the Sheriff’s office not part of the jail.
4. Portions of the existing Sheriff’s Administration office remodeled and additions completed in the last 10 years should provide for County use for several years.
5. New jail shall have more distinct separations between male and female inmates, including related spaces such as programs.
6. The jail would be built on a smaller parcel to allow the possible siting of a new courthouse on the “north” parcel.

Important: Future jail expansion would be difficult at this site. Demolition of part of the old jail to accommodate access to the front of the new jail is necessary.

Phase One of the East Scenario

Build a new jail with two modern podular inmate housing units including all new booking intake, medical and administration with a capacity of approximately 104 inmates.

Phase One; New Flexible 24 Bed Female Multi Classification Housing Unit (Provide for flexibility for expansion and the potential for housing males in at least one of the housing modules)

The new female housing unit would replace the 1960 linear style female housing area. The unit would not only replace beds but it would meet the current classification separation options and bed needs as well as the future female inmate housing needs for many years to come. The number of female beds is high because adding future beds in small increments is extremely difficult, disruptive, and more costly. Appropriate separation of females in classification requires more but smaller housing units within the housing unit.

The new female facility would be only one story due to the small numbers, however if dayroom space can be sized for future double bunking then a large percentage increase in beds can be accomplished for a very reasonable additional cost. In some cases the geometry of the design may force day rooms to become larger than needed as well, allowing for future beds. Flexibility for expansion and use of the modules must be built in.

This housing unit will also contain minimum-security females that can be in close proximity to various programs as well as possible jobs, such as laundry. The new female unit will consist of a complete housing pod that contains housing control, visitation, program space and medical triage.

Phase One; New 80 Bed Male Housing Unit

Construct a new male inmate facility with two tiers, consisting of a complete housing pod containing housing control, visitation, program space, and medical triage. In conjunction with the housing pod, construct a two-story circulation hallway that will connect with the main front lobby and visitation entry. Inmates will move on the first floor and visitors on the second floor. This housing unit can be constructed with a mixture of dormitories and wet cells as shown later in the hypothetical schematics. The visitation connecting second story hallway will also serve as access to the visitation area in the adjacent female housing as well.

With two dormitory modules and three celled modules, this housing unit will have good classification separation and allow for double bunking as well.

This new male housing unit should meet the increased inmate capacity for several years, as well as providing for unmet housing options of the existing facility such as classification, disciplinary isolation, gang and psychological impaired housing and in the process eliminate the inefficient and unsafe linear design.

Phase One; New Support Space (Booking/Intake, Medical Infirmary, Release, Transportation, Staff Support, and Administration)

A new jail will allow for the building of spaces that have outgrown their current space and relationship to other adjacent spaces. The booking and intake space, although recently remodeled, is confined, short of holding cells of various types. Pre-booking is virtually nonexistent and inmate search, restraint, docile holding and booking stations are inadequate. Areas such as inmate shower, dress-in, property storage and interview room and located wherever space in the jail can be found.

With food service being outsourced, space became available for bulk storage but is not conveniently located. Central Control/booking stations works fairly well. Central Control is also adjacent to Dispatch, which is convenient but offers risk when Central is not staffed. Dispatch covering for central creates a tenuous situation that can be remedied with a separate jail design.

Transportation, laundry, and classification are functioning below optimal use. Family and professional visiting are both inadequate and difficult to supervise. All of these issues will be rectified with a more efficiently designed facility.

Phase Two of East Scenario

Demolish the east wing of the jail and provide proper and adequate space in the front for the lobby and main entrance to the new jail. This will more adequately separate the jail from the sheriff's office, providing better security for both.

Modify parking and access around the Sheriff's office to better reflect that function rather than that of the jail. The south side of the jail will have proper separation from the public parking and the inmate security vehicular sally port to the east. The north side of the jail will become as before with the staff entry side and the service side of the facility. A perimeter solid fence of approximately 10 feet high could be built from the vehicular sally port to the east and around to the north side to provide visual screening from adjacent sites, such as the shopping center to the south and the social services building to the east, as well as a possible future courthouse to the north.

East Scenario Concern

Space for Adding a Third Housing Unit in the Future

Since the existing site location is extremely constrained it seemed prudent to explore a potential third housing unit if significant changes in County growth occurred. If the potential population growth in Williams, COLUSA, Maxwell and the area near Arbuckle occurs, it could create overcrowding in the future. The main support functions or operations section of the jail will be adequate to accept another housing unit; however implications of this added housing unit are significant relative of available real estate at this location.

This additional pod would have to be located to the northeast of the new jail. This would impact the future road improvements along the north side of the jail, but without some realignment a third housing unit would likely be impractical.

East Scenario Provides for Attached Court

If a courthouse is located on the site adjacent to the north, then the possibility of unescorted inmate movement from housing to court may become a reality. This would require the construction of a tunnel from basement to basement, or a bridge from top floor to top floor. Obviously both require a lot of coordination and preplanning. A tunnel proposal is the most common since security is almost guaranteed. However, in COLUSA County the high ground water level may force this option to an alternative. Pumping is an option but must be reliable. Flooding is also a concern.

A bridge would have to span across the road and be high enough for emergency vehicles to pass. It could move from the second floor of the jail however if the court was sited it would probably have security courts on the second floor. Inmate pre-court holding on the same floor would be a design challenge. Logically, inmate movement to temporary holding should occur in the basement level or a penthouse level so movement in the court building is vertical not horizontal to the courtrooms.

A tunnel would likely be the best solution and if pumping would serve the ground water drainage issue then probably the least costly as well. Since the street between the jail and the courthouse is virtually unimproved, the chance of encountering utilities to be relocated would be minimized.

“North” Scenario

“North” Scenario: This project would require new jail construction on existing site just to the Northeast of the current jail on two parcels which currently have a volunteer center as the only building on the site. North Scenario would also replace the 1963 jail. This site is larger than the east scenario and could provide for a third housing unit in the future.

“North” Scenario consists of the following premises:

1. The existing 1963 jail is an outdated and linear jail that will be demolished or remodeled for other criminal justice purposes.
2. The **courthouse will not be located** on this site and will remain downtown or be built elsewhere, which will require continued inmate transportation to court.
3. The space vacated in the existing jail can be remodeled to accommodate mid-term and long term needs of the Sheriff’s or Probation Departments including a small juvenile hall.
4. Dispatch shall remain a part of the Sheriff’s office not part of the jail.
5. Portions of the existing Sheriff’s office remodeled and additions completed in the last 10 years should provide for County use for several years.
6. Building the jail on the North parcel allows for a potentially larger jail and keeps the east space available for a new Sheriff’s Department building.
7. This site is larger; especially in combination with non-County owned land the County should explore purchasing. This would allow the collocation of Sheriff’s Administration and Operations building on the same site with the jail, which has benefits.

The premise of this scenario is that the courts have no desire to move from their present location. This will allow the site to the north to become the new jail site. This will offer many advantages over the existing site.

The jail can be more functionally sited so that the main entrance is closer to the main street intersection and provide more space for a possible third housing pod. Secondly the existing site at the front of the jail is virtually touching the back of the existing jail making the front difficult for construction as well as the demolition of the east wing. The location of the storage building and boat shed are problematic as well. Lastly, the north site will provide for the area east of the existing jail to be used for other buildings. Possibly the Probation Department and District Attorney could occupy space here as well. With the Sheriff and jail functions removed to the new site, a portion of the existing jail could be modified to function as a juvenile detention site given the small number of wards.

One problem with this scenario is that it provides for most of the other elements of a criminal justice center with the key component, the courts, not co-located. If the courts remain downtown, the district attorney may opt to stay there as well. If the courts remain downtown then transportation costs of inmates to court by escorted officers will never be reduced or eliminated.

Phase One of the North Scenario

Build a new jail similar to scenario East with the same capacities and spaces.

Phase Two of North Scenario

Demolish the east wing of the jail and remodel interior spaces for undetermined other County needs such as expansion of the Sheriff's Department, move of Probation, juvenile hall etc.

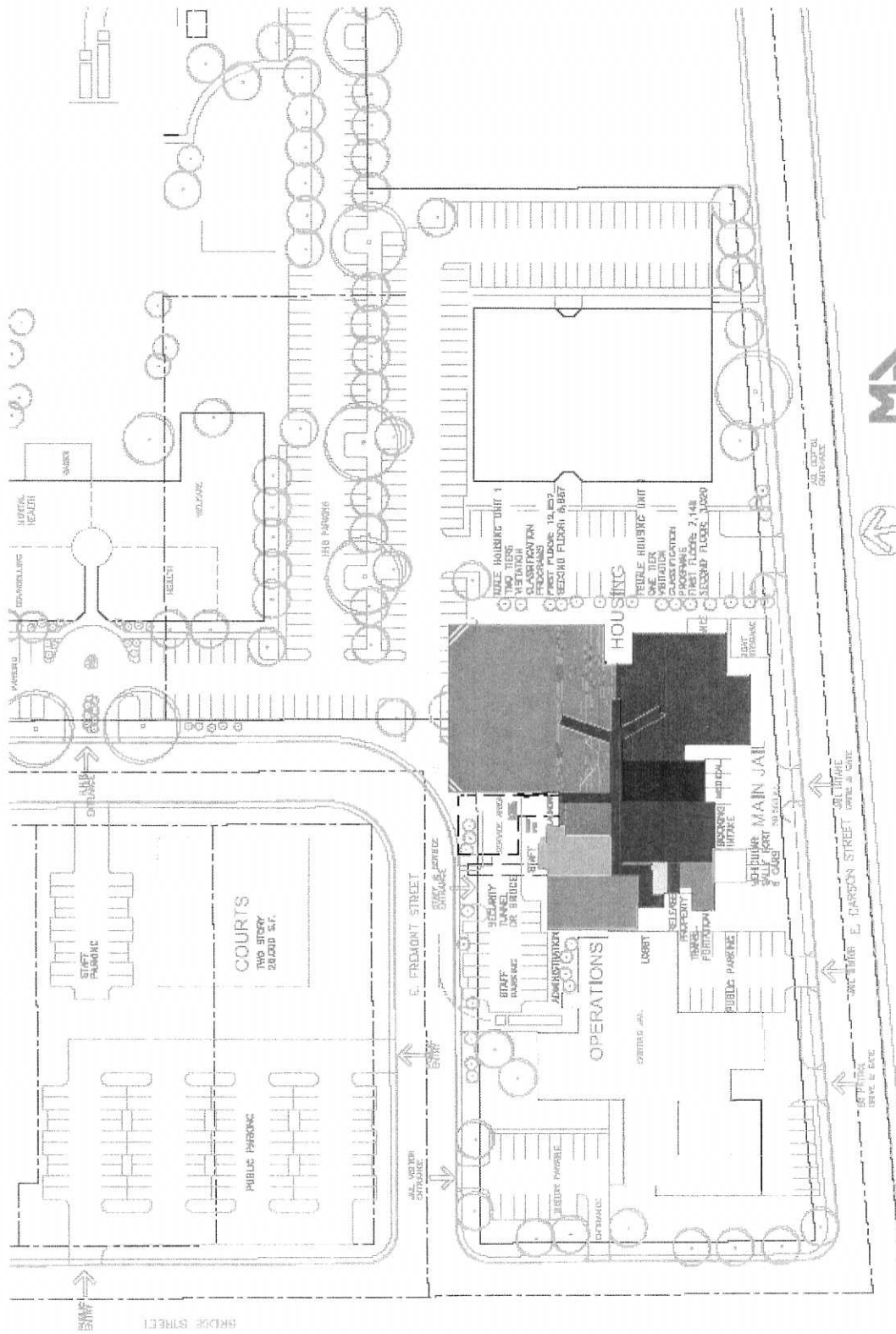
North Scenario Provides for Future Additional Housing Unit

The North scenario provides space for a third housing unit that will be needed at some point in the future. This housing addition is more likely to affect the future road to the east along the west side of the hospital than the future road to the south of the new jail.

Consideration for a Criminal Justice Center

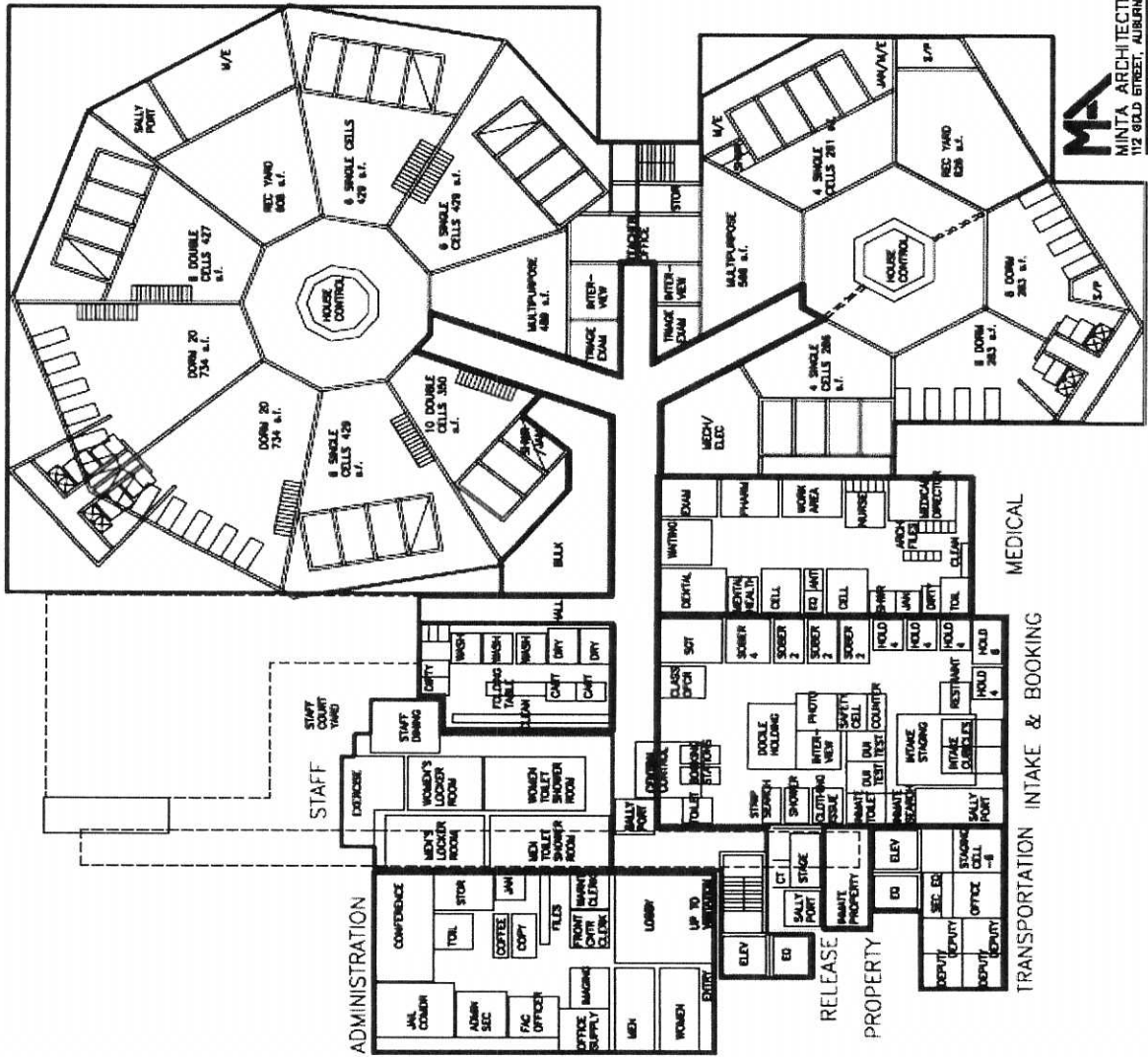
The County should consider a Criminal Justice Center to provide for "one stop shopping" for all County criminal justice needs. For a criminal justice complex to be complete all components need to occur on the same or adjacent sites. The components, courts, jail, juvenile detention center, District Attorney, Probation, Sheriff Department, along with all required public and secure staff or inmate parking will require a much more detailed "Criminal Justice Master Plan" study. If general square footage guidelines and parking requirements were known, a projection of 25 years parallel to projected population trends would give some guidance for site requirements.

Jail needs assessments are limited to jail needs, however, it appears that co-locating a criminal justice center at these sites would be very difficult but ultimately, likely more efficient. A more detailed site space analysis could provide help in making key decisions before any in depth jail master planning is undertaken.

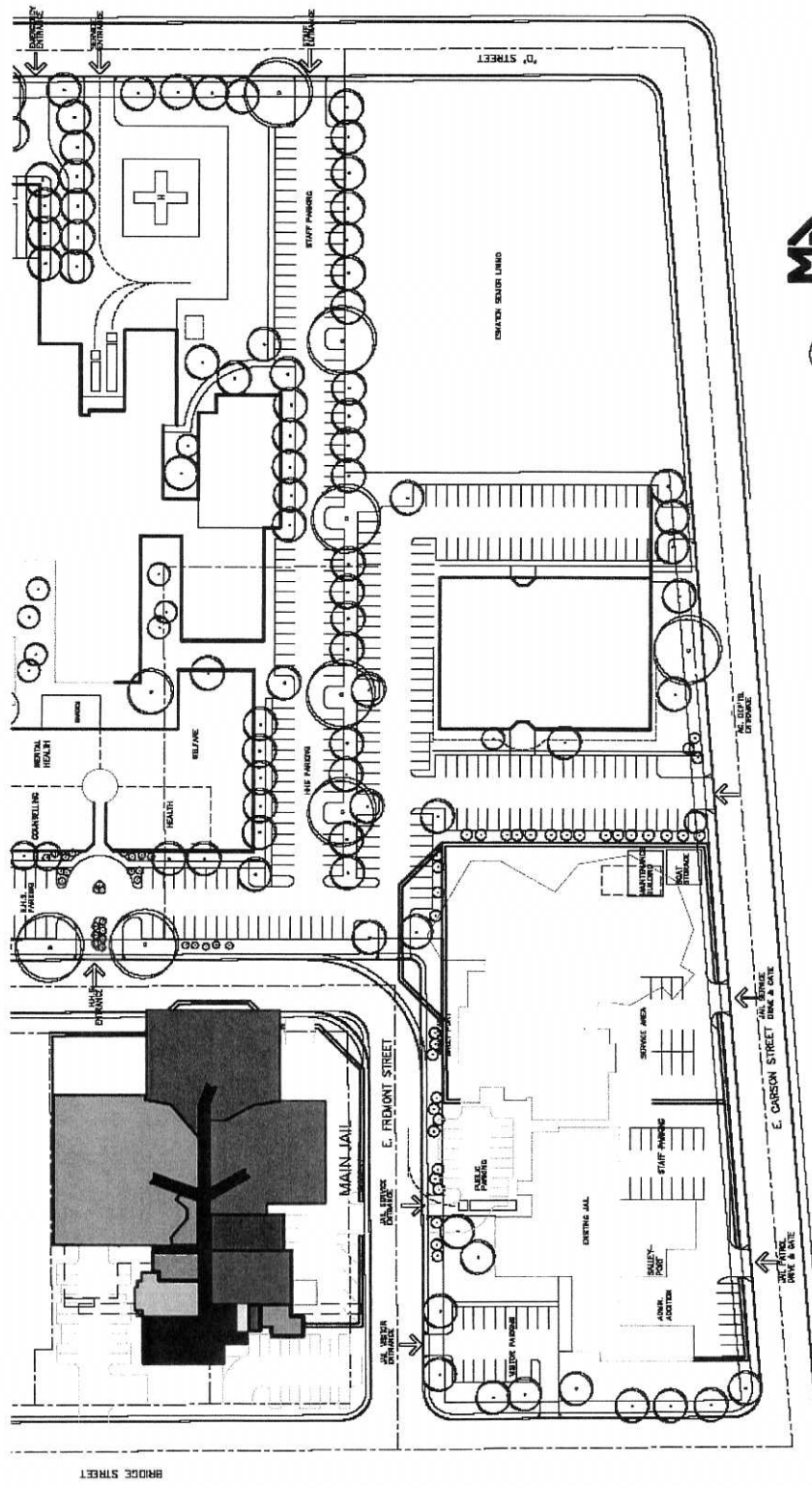


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EAST SCENARIO
 COLUSA COUNTY JAIL SITE - MASTER PLAN



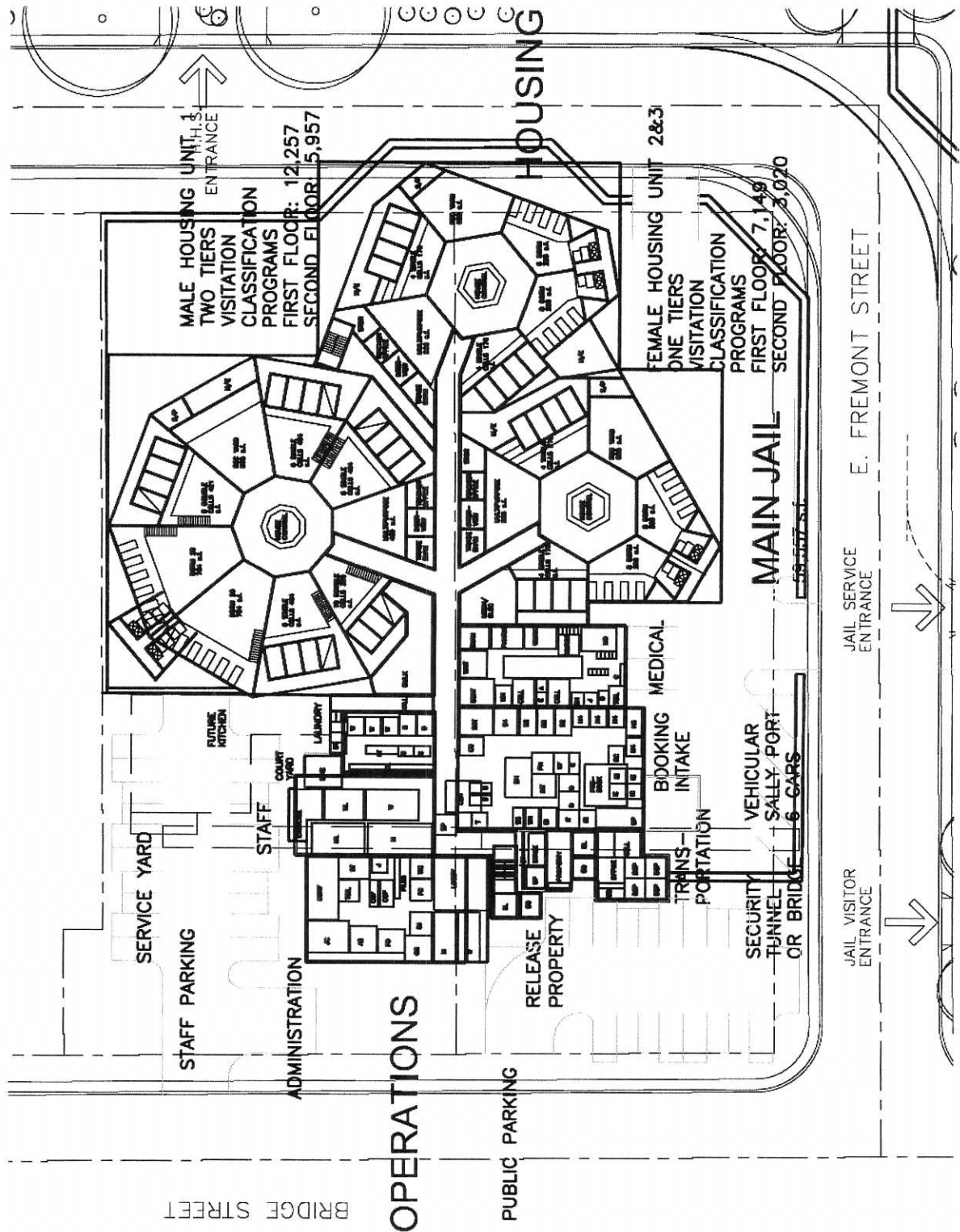
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 e-mail: mta@mintarch.com

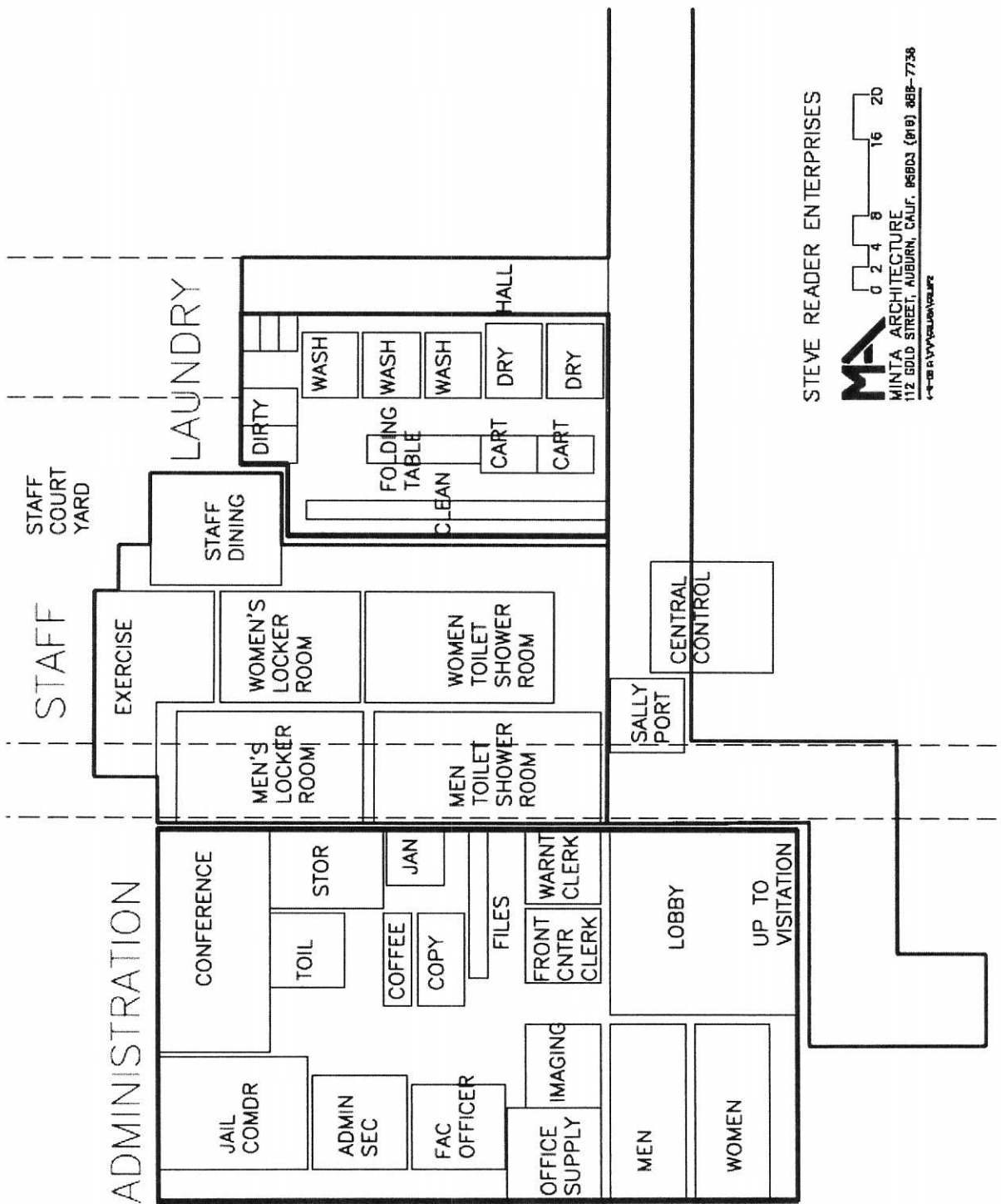


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SITE PLAN
 NORTH SCENARIO

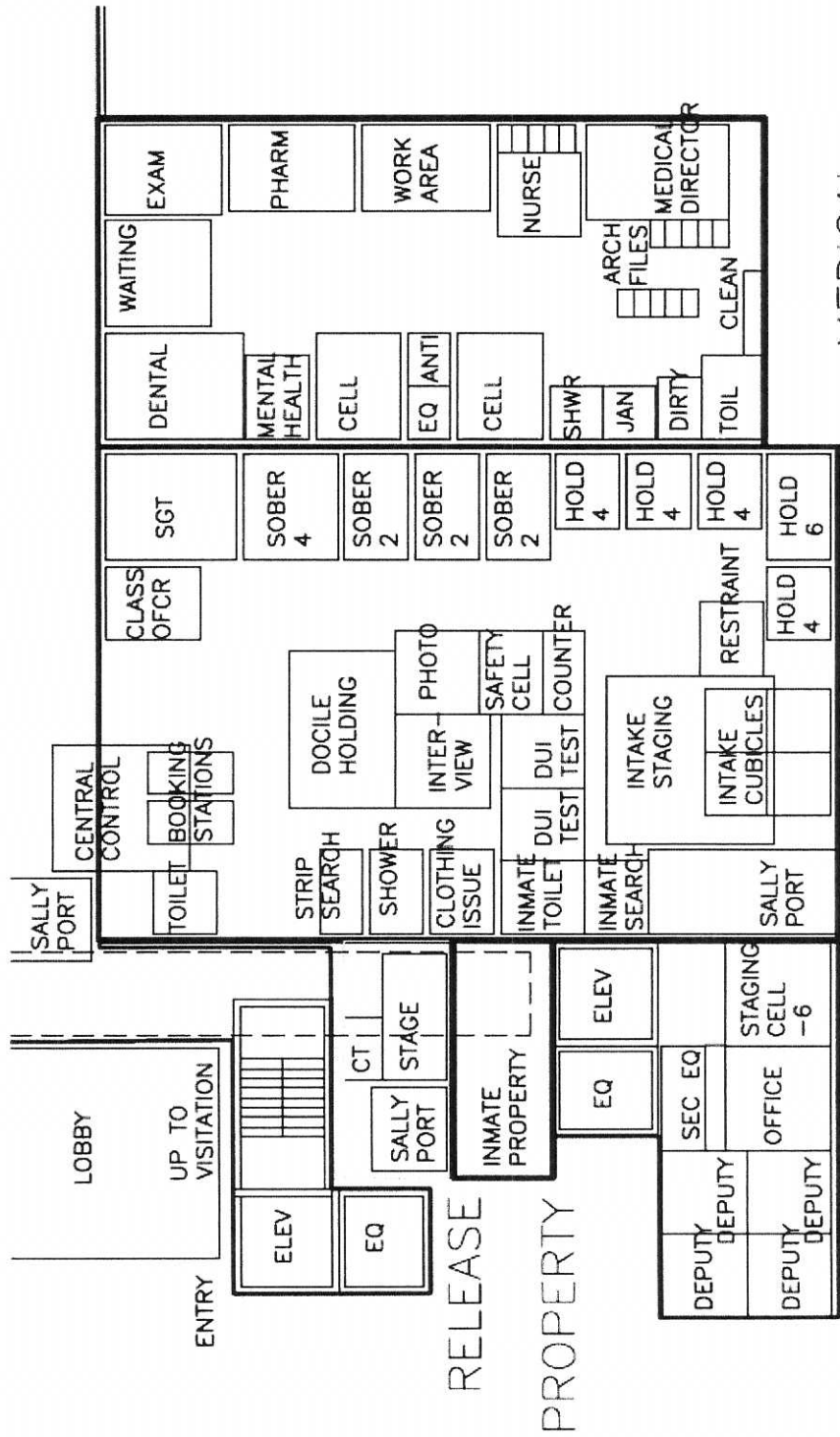
COLUSA COUNTY JAIL SITE - MASTER PLAN



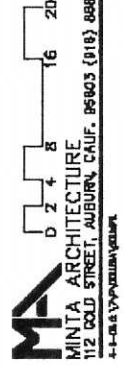


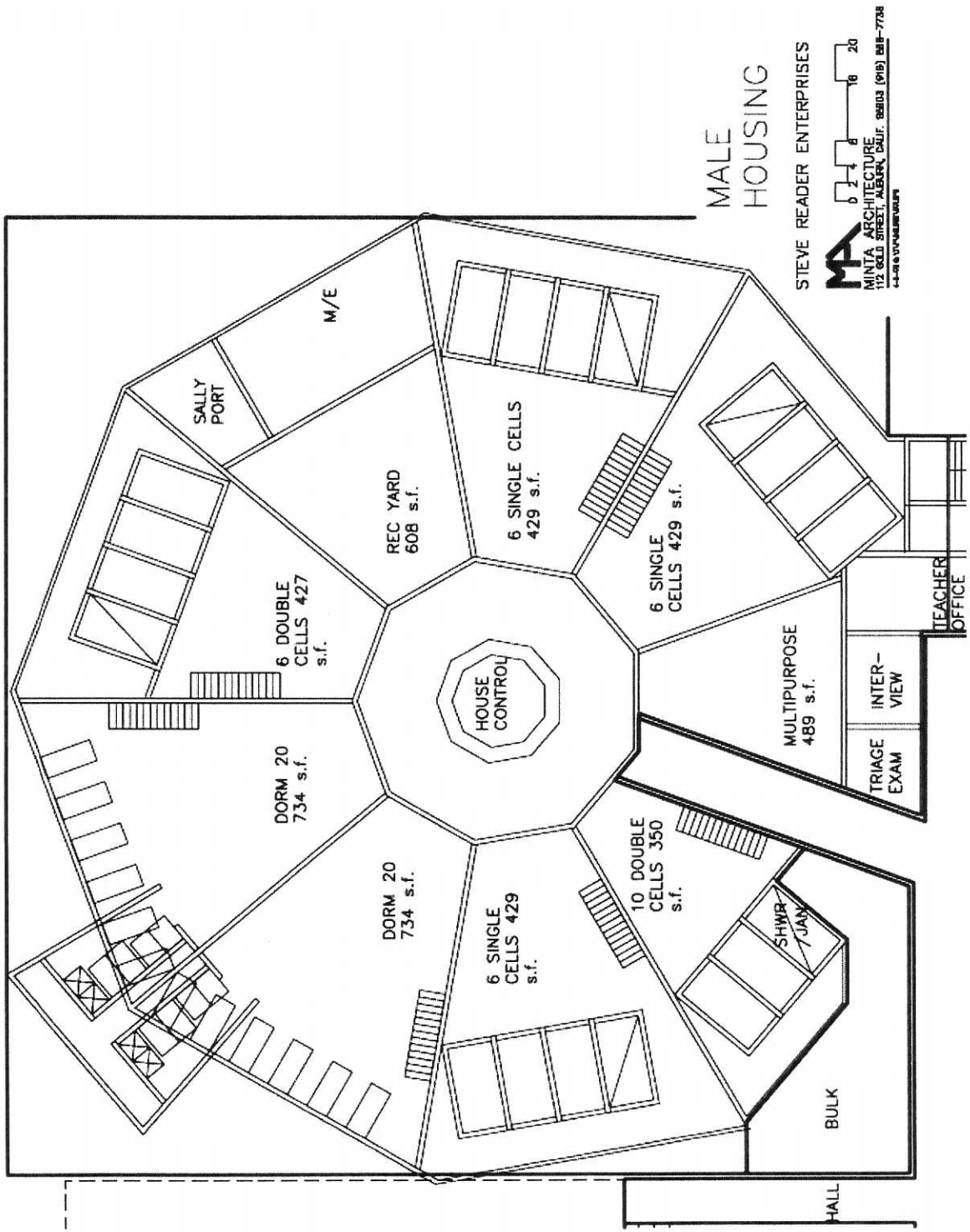
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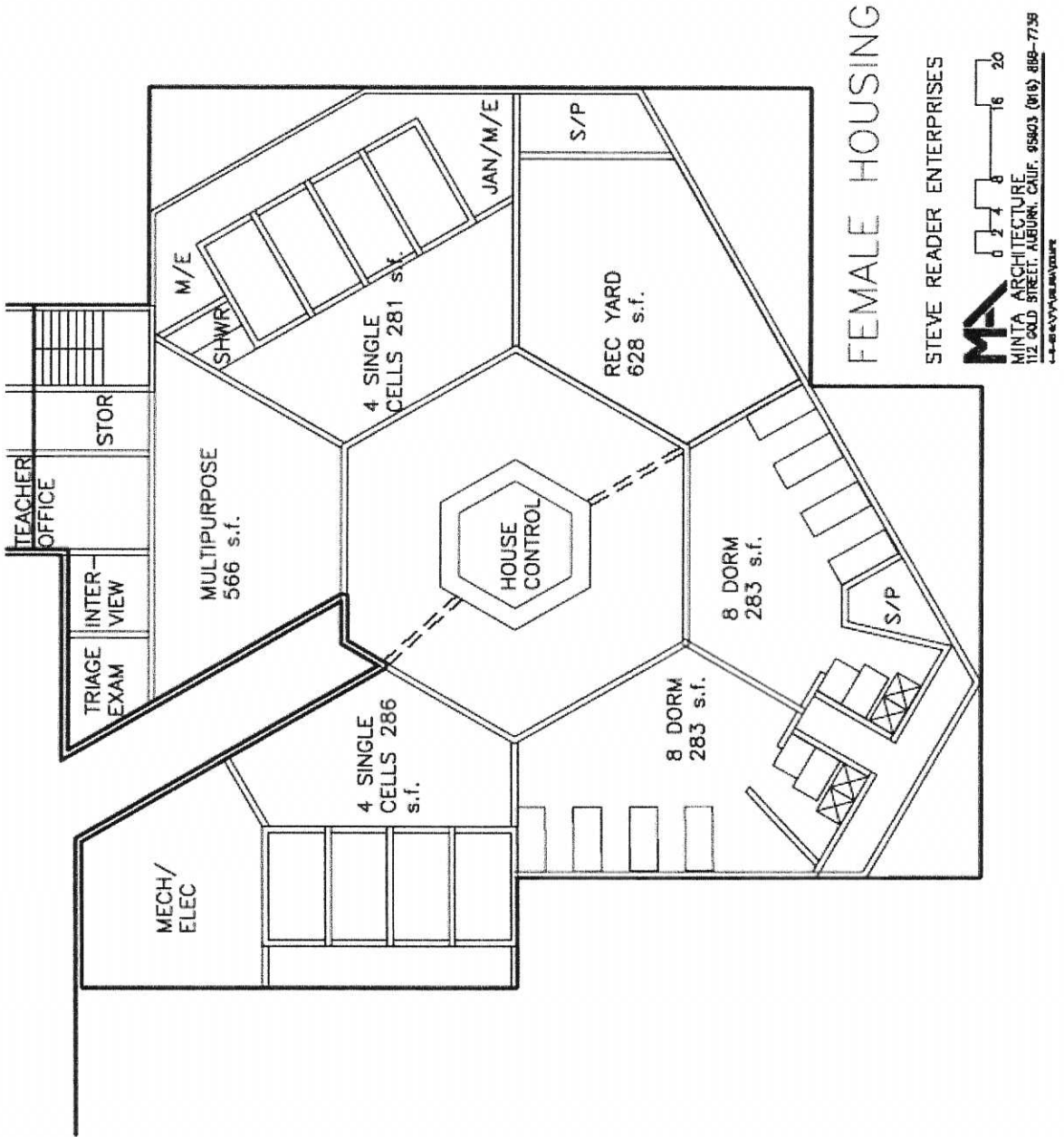


MALE HOUSING

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FEMALE HOUSING

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Appendix C.

Colusa County Jail Facility Functional Use Area Definitions
2015 Colusa County Jail Needs Assessment Update

**Colusa County Jail
Facility Functional Use Area Definitions**

<u>INCLUDES</u>	<u>EXCLUDES</u>
INTERIOR FUNCTIONAL USE AREAS	
<p>1. Administration:</p> <p>Administration Functions: Administrative Offices Training Room(s)* Staff Lounge Staff Locker Rooms Staff Lunch Room Staff Restrooms Staff Exercise Room* Conference Room(s) Records (other than Intake/Release Records) Interview</p>	<p>Intake/Booking Offices Lobby, except for a lobby used specifically for administration only Public Toilets Intake/Release Records</p>
<p>2. Visiting / Lobby / Public:</p> <p>Inmate Visiting: Contact Visiting Rooms Non-Contact Visiting Rooms Attorney Visiting/Interview Rooms Family Reunification Contact Visiting (Court-ordered / CPS) Video Visitation Kiosks (if in a dedicated Visiting area) Visiting Lobby (if there is a Lobby specifically for Visiting) Holding Rooms (used for staging of detainees for or from Visiting) Restrooms just for Visiting Staff areas within Visiting including Visiting Control Room Vending Machine area (if just for Visiting) Child Care Area(s)</p> <p>Lobby & Public Areas: Main Public Lobby Public Restrooms Public Entrance Vending Machine Area if for Public and is Accessible from Lobby Video Visitation Kiosks (if in Public Lobby)</p>	<p>Central Control Main Lobby (if used for more than Pre- and Post-Visiting)</p> <p>Visiting Areas Visiting Lobby (if there is a Lobby just for Visiting)</p>
<p>3. Food Service:</p> <p>Kitchen</p>	<p>Staff Dining</p>

* These spaces, as well as others, may not be included in all jail facilities. They also can also be in a separate part of the jail, not adjacent to the other administration areas.

**Colusa County Jail
Facility Functional Use Area Definitions**

<u>INCLUDES</u>	<u>EXCLUDES</u>
<p>Food Service (continued): Food Storage Areas Food Preparation Areas Food Staging Areas Dining Rooms for minors that are separate from Dayrooms Bakery Loading Dock/Receiving Area (that part of it primarily for Food Service it within building perimeter) Restrooms just for Food Service Cart Storage Garbage Storage</p>	<p>Dayrooms (even if Dining takes place there) Loading Dock (outside of building perimeter) Loading Dock (that is part inside of building Perimeter used by other components)</p>
<p>4. Central Control: Central Control Room Restroom (if just for Central Control) Sallyport (if just for Central Control)</p>	<p>Control Room(s) in Housing Areas, Booking or other areas that do not monitor doors, fire and safety systems for most of the jail facility</p>
<p>5. Maintenance / Storage / Utility: Large HVAC Chase that serves more than one space Janitor Closets used by multiple components Telephone Terminal Area Mechanical Areas which serve more than one space Electrical Areas which serve more than one space Central Trash Area within building General Storage Maintenance Shops Maintenance Office Maintenance Storage General Receiving Communication Equipment Rooms Elevator Equipment Room</p>	<p>Receiving Areas (for specific area only) (i.e., kitchen) Pipe Chases Janitor Closets for particular components (e.g., a Janitor Closet in Housing is part of Housing) Garbage/Trash Storage for a particular space Specific HVAC chases that serve an area (i.e., housing)</p>
<p>6. Laundry: Washing Areas (even if within Housing Area - Subtract from Housing and count as Laundry) Drying Areas (even if within Housing Area - Subtract from Housing and count as Laundry) Folding Areas Mending Areas Clean Storage of Laundry Areas</p>	<p>Inmate Property Storage Inmate Personal Clothing Storage</p>

**Colusa County Jail
Facility Functional Use Area Definitions**

<u>INCLUDES</u>	<u>EXCLUDES</u>
<p>Laundry (continued): Dirty Laundry Area Delivery/Staging of Laundry Area Cart Storage Area Dry Cleaning Area Restrooms just for Laundry Laundry facilities throughout facility (i.e., female housing Laundry)</p>	
<p>7. Intake / Release:</p> <p>Inmate Processing Area/Booking Area Booking Control Room Photo Area I. D. Area Holding Cells Safety Cells in Intake/Release Drunk/Detox Cells Hearing Rooms Phone Areas Release and Detainee Processing/ Waiting Lobbies Intake/Release Records Intake/Release Administration Offices Interview Rooms Medical Areas just for Intake Examinations (within Intake Area) Other Transportation/Staging Areas (to Courts and other detention facilities) Restrooms (staff and detainees) for use in Intake/Release Line-up in Intake/Release Inmate Property Storage</p>	<p>Courtrooms Judges Areas Court Clerk Areas Other Court-associated Areas Medical Areas (used by all detainees or just staff) Attorney Interview Rooms Vehicle Sallyport (for drop-off/pick-up of detainees) Safety Cells in Housing and Medical Areas</p>
<p>8. Medical / Mental Health:</p> <p>Medical Offices Medical Waiting Areas Short-term Patient Rooms/Infirmary Psychiatrist/Psychologist Offices and Counseling Rooms Medical Storage Pharmacy and Medicine Distribution Ambulance Dock (if within building perimeter) Officers Station/Control Room (if just for Medical) Emergency Rooms Treatment Rooms Exam Rooms Restrooms, Showers (just for Medical) Exam Rooms in Housing</p>	<p>Housing Modules (for longer-term care of mentally ill or adults with physical disabilities that require separation from general population, but not constant care, included in Housing) Ambulance Dock (if outside of the building perimeter)</p>

**Colusa County Jail
Facility Functional Use Area Definitions**

<u>INCLUDES</u>	<u>EXCLUDES</u>
<p>Medical / Mental Health (continued): Dental Examination Room Interview</p>	
<p>9. Inmate Programs:</p> <p>Education Programs: Academic Classrooms Vocational Classrooms/Shops/Industries/ Factories Offices for Instructors</p> <p>Inmate Library: General Library Office for Library Storage Room for Library</p> <p>Religious Services: Chapel/Religious Meeting Rooms Chaplains Offices</p> <p>Treatment Programs: Interview/Counseling Rooms Group/Treatment Program Rooms True Multipurpose Rooms (not Dayrooms) Volunteer Offices Barber/Beauty Shops Commissary/Inmate Store Mail/Package Areas Furlough Administration Areas</p>	<p>Dayrooms Indoor Recreation Areas (unless truly Multipurpose) Outdoor Recreation Areas Visiting Areas Psychologist/Psychiatrist Offices Furlough Housing Areas Outdoor Recreation Areas Visiting Areas Psychologist/Psychiatrist Offices Multipurpose Rooms that are used for Indoor Exercise 75% or more of the time should count as Indoor Exercise Area, Multipurpose is, likely, mostly used for Indoor Exercise)</p>
<p>10. Housing / Dayroom:</p> <p>Cells Dormitories Dayrooms Showers, Toilets, Sinks in Housing Areas Control Rooms for Housing only Staff Areas for Housing only Sallyport/Circulation for Housing only Disciplinary Cells Mental Health Housing Units/Modules (May be included in #9 depending on type/intensity of treatment program) Work/Educational Furlough Housing Areas Inmate Housing Areas All other Housing Areas Janitor Closets in Housing Trash Storage in Housing Mechanical/Electrical Rooms for Housing only</p>	<p>Recreation Areas and other program areas that are adjacent or within Housing (always count Recreation Programs as Programs) Drunk/Detox Cells (in Intake/Release) Work/Educational Furlough Administration Area (put in programs) Medical in Housing Mental Health Treatment Program Rooms Tele-med Rooms Tele-psych Rooms</p>

**Colusa County Jail
Facility Functional Use Area Definitions**

<u>INCLUDES</u>	<u>EXCLUDES</u>
<p>11. Interior Circulation:</p> <p>General Circulation Corridors and Hallways (between functional use areas) Tunnel between buildings Elevators Escalators Vestibules</p>	<p>Corridors or Hallways that provide circulation within a functional use area (e.g. within Housing Units, within Intake/Release) Lobbies Mezzanine Balcony</p>
EXTERIOR FUNCTIONAL USE AREAS	
<p>12. Vehicle Sallyport</p> <p>Exterior Sallyport (walls or fenced enclosure, roof/mesh covering or open to sky) Interior Sallyport (within building perimeter, direct access for vehicles)</p>	
<p>13. Quasi-Outdoor Recreation</p> <p>Recreation area that is partially enclosed. Example 1 - Perimeter fencing with solid roof over major portion or all of rec area. Example 2 - Solid perimeter wall with chain-link or security mesh covering over all or part of recreation area</p>	<p>Interior, fully-enclosed gymnasium Exterior, fully-open recreation yard</p>
NON-JAIL FUNCTIONAL USE AREAS	
<p>14. Non-Jail – Sheriff’s Department</p> <p>Sheriff’s Administration Work areas, briefing rooms, training rooms, breakrooms and locker rooms for Patrol Officers exclusively or more than 75%. Dispatch 911 Call Center Evidence Storage Sheriff’s Coroner/Morgue Facilities</p>	<p>If work areas, briefing rooms, training rooms, breakrooms and locker rooms are shared equally between Jail Staff and Patrol, the space may be split between Administration (#1) and Non-Jail –Sheriff’s Department (#16).</p>

Appendix D.

SB 863 Colusa County Jail Facility Space List
Colusa County Jail Needs Assessment Update

Department	Departmental Area (GSF)
Clinic	1,334
Programs and Services	2,438
Housing	16,212
Support	1,498
TOTAL NET DEPARTMENTAL AREAS	21,481
Facility Grossing Factor-Including Circulation (25%)	5,370
TOTAL GROSS BUILDING AREA	26,851

Clinic

Space Name	# of Areas	Net Area	# of Persons	Total Area	Comments
Inmate Housing					
Respiratory Isolation Room	1	120	-	120	includes shower
Safety Cells	2	48	-	96	
Ante Room	1	100		100	
Treatment Space					
Exam Room	1	135	-	135	
Dental Exam	1	135	-	135	
Inmate Toilet	1	50		50	
Inmate Holding	1	50		50	
Staff Areas					
Nurse Area	1	300		300	Includes 2 workstations, file storage and copy space
Staff Toilet	1	60		60	
Pharmacy/Lab	1	159	-	159	
Subtotal (NSF)				889	
Building Grossing Factor		0.50		445	
Subtotal DGSF				1,334	

Programs and Services

Space Name	# of Areas	Net Area	# of Persons	Total Area	Comments
Offices					
Classroom Program and Treatment	3	450		1,350	Shared between pairs of housing units
Small Program and Treatment	6	100		600	One located within each housing unit
				1,950	
				488	
				2,438	

Housing

Space Name	# of Areas	Net Area	# of Persons	Total Area	Comments
Housing Pods #1					
Double Cells	7	70	22	490	
ADA Double Cells	1	90	2	90	
Dayroom (per person)	1	560		560	35 sf per inmate (exclusive of circulation in front of cells)
Janitor	1	45		45	
Shower- ADA	1	36		36	
Sink	3	15		45	
Video Visitation Kiosk	2	12		24	
Dedicated Program/Treatment	1	100		0	area tabulated on Programs and Services tab
Recreation Yard	1	640		640	includes toilet
Housing Pods #2					
Double Cells	7	70	22	490	
ADA Double Cells	1	90	2	90	
Dayroom (per person)	1	560		560	35 sf per inmate (exclusive of circulation in front of cells)
Janitor	1	45		45	
Shower- ADA	1	36		36	
Sink	3	15		45	
Video Visitation Kiosk	2	12		24	
Dedicated Program/Treatment	1	100		0	area tabulated on Programs and Services tab
Recreation Yard	1	640		640	includes toilet
Housing Pods #3					
Double Cells	7	70	22	490	
ADA Double Cells	1	90	2	90	
Dayroom (per person)	1	560		560	35 sf per inmate (exclusive of circulation in front of cells)
Janitor	1	45		45	
Shower- ADA	1	36		36	
Sink	3	15		45	
Video Visitation Kiosk	2	12		24	
Dedicated Program/Treatment	1	100		0	area tabulated on Programs and Services tab
Recreation Yard	1	640		640	includes toilet
Housing Pods #4					
Double Cells	7	70	22	490	
ADA Double Cells	1	90	2	90	
Dayroom (per person)	1	560		560	35 sf per inmate (exclusive of circulation in front of cells)
Janitor	1	45		45	
Shower- ADA	1	36		36	
Sink	3	15		45	
Video Visitation Kiosk	2	12		24	
Dedicated Program/Treatment	1	100		0	area tabulated on Programs and Services tab
Recreation Yard	1	640		640	includes toilet
Housing Pods #5					
Double Cells	7	70	22	490	
ADA Double Cells	1	90	2	90	
Dayroom (per person)	1	560		560	35 sf per inmate (exclusive of circulation in front of cells)
Janitor	1	45		45	
Shower- ADA	1	36		36	
Sink	3	15		45	
Video Visitation Kiosk	2	12		24	
Dedicated Program/Treatment	1	100		0	area tabulated on Programs and Services tab
Recreation Yard	1	640		640	includes toilet
Housing Pods #6					

Housing

Space Name	# of Areas	Net Area	# of Persons	Total Area	Comments
Double Cells	7	70	22	490	
ADA Double Cells	1	90	2	90	
Dayroom (per person)	1	560		560	35 sf per inmate (exclusive of circulation in front of cells)
Janitor	1	45		45	
Shower- ADA	1	36		36	
Sink	3	15		45	
Video Visitation Kiosk	2	12		24	
Dedicated Program/Treatment	1	100		0	area tabulated on Programs and Services tab
Recreation Yard	1	640		640	includes toilet
Subtotal (NSF)				11,580	
Building Grossing Factor	0.40			4,632	
Subtotal DGSF				16,212	

Support

Space Name	# of Areas	Net Area	# of Persons	Total Area	Comments
Over Watch Control					
Central Control	1	250		250	upper level looking into dayrooms
Security Electronics	1	180		180	
Staff Toilet	2	60		120	
Deliveries/Kitchen					
Re-therm Kitchen	1	120		120	
Storage Room	1	400		400	
Exterior Fenced Delivery Area	1	0			
Administration					
Large Office	1	140		140	upper level looking into dayrooms
Small Office	3	110		330	
Open Office	1	850		850	Includes 6 workstations, copy area, and circulation
Conference Room	1	200		200	
Subtotal (NSF)				1,070	
Building Grossing Factor		0.40		428	
Subtotal DGSF				1,498	

Appendix E.

SB 863 Colusa County Jail Facility Cost Estimate
2015 Colusa County Jail Needs Assessment Update



Project: Colusa County Jail
 Title: Budget Estimate
 Date: May 21, 2015 & revised on July 17, 2015

Main Level (W/O yards)	15,600 sf	Total	Deductive Alternate - Jail Admin Open Office TI
Upper / Tier Level	7,000 sf	22,600 sf	
Yards	4,000 sf	26,600 sf	

CSI	Description	Buildings Building SF	Buildings 22,600 sf	Cost		Total 22,600 sf	Cost per GSF	1,500 sf
				per GSF	Site 20,000 sf			
2	Existing Conditions		\$0	\$0.00	\$27,790	\$27,790	\$1.23	\$0
3	Concrete		\$556,307	\$24.62	\$0	\$556,307	\$24.62	\$0
4	Masonry		\$1,176,198	\$52.04	\$0	\$1,176,198	\$52.04	\$0
5	Metals		\$906,616	\$40.12	\$0	\$906,616	\$40.12	\$0
6	Wood, Plastics & Composites		\$110,920	\$4.91	\$0	\$110,920	\$4.91	\$0
7	Thermal & Moisture Protection		\$369,965	\$16.37	\$0	\$369,965	\$16.37	\$0
8	Openings		\$757,321	\$33.51	\$0	\$757,321	\$33.51	\$0
9	Finishes		\$367,469	\$16.26	\$0	\$367,469	\$16.26	\$0
10	Specialties		\$45,200	\$2.00	\$0	\$45,200	\$2.00	\$0
11	Equipment		\$175,000	\$7.74	\$0	\$175,000	\$7.74	\$0
12	Furnishings		\$195,245	\$8.64	\$0	\$195,245	\$8.64	\$0
13	Special Cons.		\$0	\$0.00	\$0	\$0	\$0.00	-\$63,925
14	Conveying Systems		\$125,000	\$5.53	\$0	\$125,000	\$5.53	\$0
21	Fire Suppression		\$146,361	\$6.48	\$0	\$146,361	\$6.48	\$0
22	Plumbing		\$792,200	\$35.05	\$0	\$792,200	\$35.05	\$0
23	HVAC		\$813,600	\$36.00	\$0	\$813,600	\$36.00	\$0
25	Integrated Automation		\$0	\$0.00	\$0	\$0	\$0.00	\$0
26	Electrical & Emergency Generator		\$715,600	\$31.66	\$525,000	\$1,240,600	\$54.89	\$0
27	Communications		\$117,150	\$5.18	\$0	\$117,150	\$5.18	\$0
28	Electronic Safety and Security		\$681,100	\$30.14	\$0	\$681,100	\$30.14	\$0
31	Earthwork		\$0	\$0.00	\$113,400	\$113,400	\$5.02	\$0
32	Exterior Improvements		\$0	\$0.00	\$272,200	\$272,200	\$12.04	\$0
33	Utilities		\$0	\$0.00	\$312,925	\$312,925	\$13.85	\$0
	Subtotal		\$8,051,250	\$356.25	\$1,251,315	\$9,302,565	\$411.62	-\$63,925
	General Conditions	8.50%	\$684,356	\$30.00	\$106,362	\$790,718	\$34.99	-\$5,434
	General Contractor Markup	6.00%	\$524,136	\$23.00	\$81,461	\$605,597	\$26.80	-\$4,162
	General Contractor Bond	2.50%	\$231,494	\$10.00	\$35,978	\$267,472	\$11.84	-\$1,838
	Design Contingency	15.00%	\$1,423,685	\$63.00	\$221,267	\$1,644,952	\$72.79	-\$11,304
	Phasing	0.00%	\$0	\$0.00	\$0	\$0	\$0.00	\$0
	Geographical / Location Factor	3.50%	\$382,022	\$17.00	\$59,373	\$441,395	\$19.53	-\$3,033
	Construction Cost -- July 2015		\$11,296,943	\$499.25	\$1,755,756	\$13,052,699	\$577.55	-\$89,696
	Escalation to December 2017	11.34%	\$1,281,073	\$57.00	\$199,103	\$1,480,176	\$65.49	-\$10,172
	Total Construction Cost		\$12,578,016	\$556.25	\$1,954,859	\$14,532,875	\$643.05	-\$99,868

Note: The Cost Estimate shows a deductive alternate for the construction of the jail administration office tenant improvements on the second floor of the new Housing Unit. This alternate was not accepted by the Colusa County Sheriff's Office, and the tenant improvements are included in the project costs.

Appendix F.

Secure Connection Corridor / Code Study
2015 Colusa County Jail Needs Assessment Update

Secure Connection Corridor / Code Study

Section 7: Jail Facility Construction Plan of the 2015 Colusa County Jail Needs Assessment Update includes a series of recommendations for Colusa County to consider. Phase I Recommendation #1 proposes to “*Program, design and construction of a new stand-alone housing unit east of the existing jail.*” This project would be funded through Senate Bill (SB) 863 Jail Construction Funding administered by the Board of State and Community Corrections (BSCC).

The construction of the proposed New Housing Unit will require a secure connection between the existing Jail building and the new housing unit in order to facilitate movement from the intake area and to visitation. Phase II Recommendation #2 includes “*Program, design and construct an interior renovation project to create a corridor connecting the existing secure circulation near intake and the new connector corridor to the addition. This corridor would replace existing cell-front circulation in the eastern housing unit.*” This project would commence following activation and occupancy of the SB 863 New Housing Unit, and would be funded by County funds.

In order to assist the County in fiscal planning for the required secure connecting corridor, the consultant team developed concepts for interior improvements to the existing jail that accomplish a safe, secure and efficient path of travel/connection, for inmates and staff, to connect with the proposed SB 863 New Housing Unit.

The Vanir/Nacht & Lewis team explored three options for connecting the existing jail circulation with the new addition.

1. Option 1 created exterior circulation through the existing recreation yard,
2. Option 2 re-purposed existing cell-front circulation in front of the existing dormitories #12, #13 and #14, and used an existing exterior door between dormitories #14 and #15 to connect to the new housing unit.
3. Option 3 re-purposed existing cell-front circulation in front of the existing dormitories #12, #13 and #14, and connected to the new housing unit using a new door that would be cut into the existing exterior west wall of the jail near dormitory #14.

Option #3 was selected because it would be the most economical and would provide for the most direct path-of-travel between Intake and the new housing unit. The new corridor would be designed as a 1-hour rated corridor. The three dormitories along this circulation path would be demolished as part of the corridor construction. They would be planned to be converted into program space in the future.

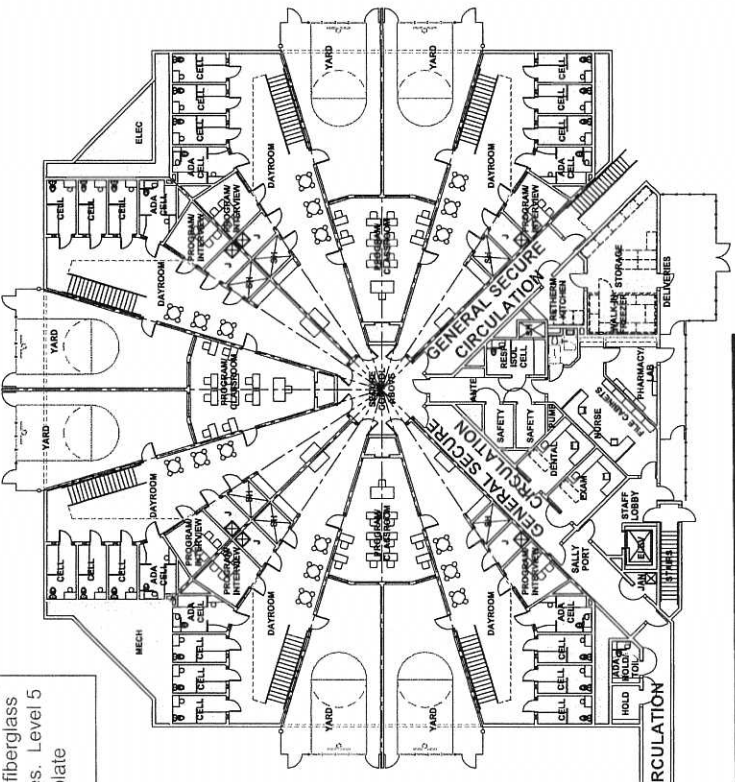
Option #3 was also considered relative to fire and life safety compliance. The new corridor would ensure the existing jail exiting remained compliant with the code cycle under which it was originally designed, while also supporting the current code requirements that the new addition will be held to.

The planning effort to determine the best connection to the new housing unit included a meeting with the Colusa County Clients to discuss the three strategies and to select the desired option for cost estimating.

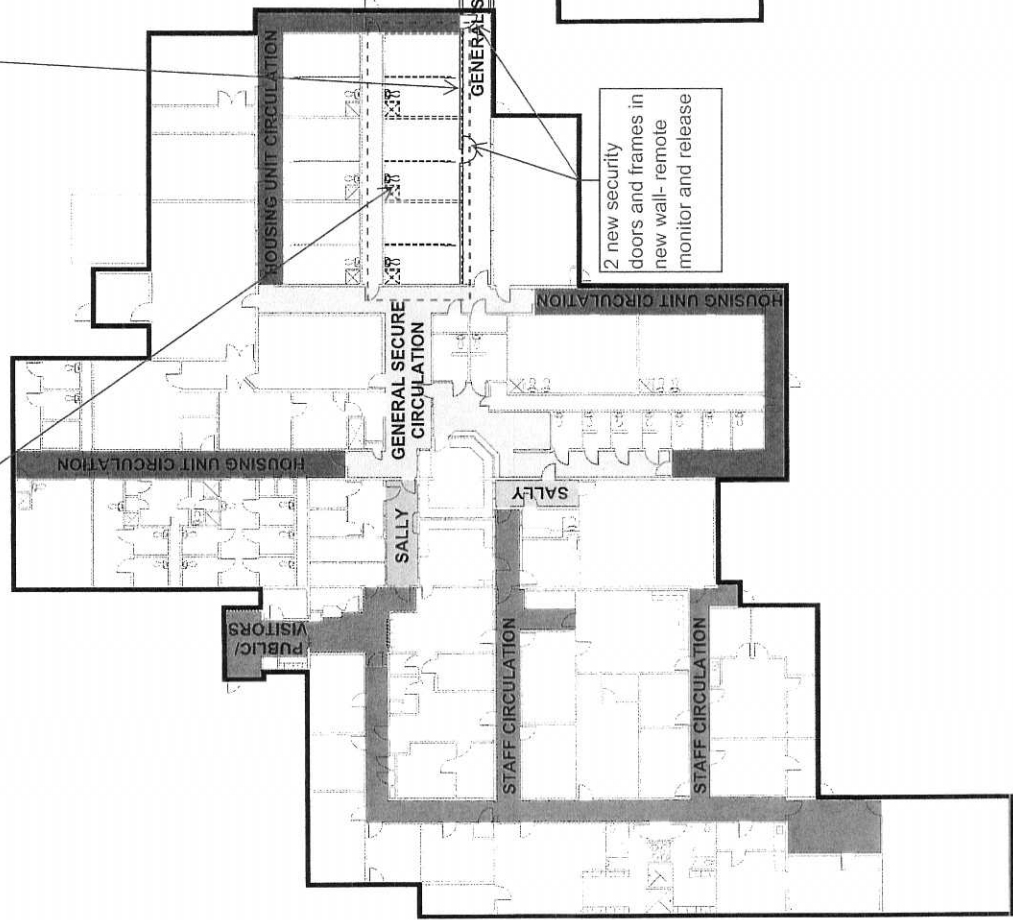
The following pages include a diagram showing analysis of the existing Jail circulation and the proposed secure connecting corridor. A conceptual estimate is also included, which provides the anticipated construction costs for the project. Escalation has been estimated to mid-point of construction, based on a project that begins in July 2019. “Soft costs” are not included in the construction estimate. They will need to be evaluated by the County consistent with other County construction projects.

Demolish 160 LF of floor to ceiling steel bars and gates in this area. Demolish 3 showers and comby units.

New floor to ceiling (10 ft tall x 60' long) wall: 6" x 18 ga studs covered ea. side by 20 ga shtmt and fiberglass reinforced abuse resistant gyp bd. both sides. Level 5 finish- paint. 4' tall 1/8" thick s.s. diamond plate wainscot on corridor side.



New corridor notes: No changes to sprinklers or required. Ceiling (surface) mounted fixtures already exist in this corridor but some allowance should be provided for alternate switching. Assume one small duct and damper will be extended to the new corridor from an existing duct.




New security door in existing concrete wall- remote monitor and release

2 new security doors and frames in new wall- remote monitor and release

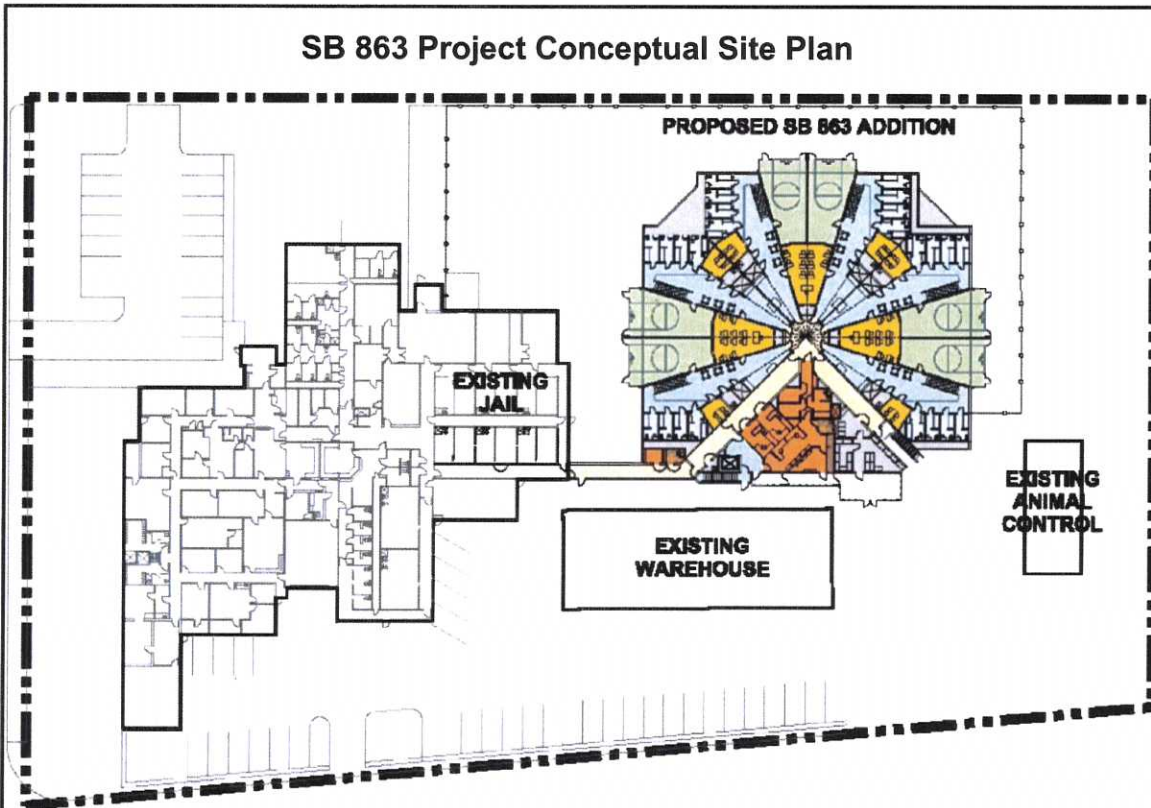
SECURE CONNECTION CORRIDOR OPTION #3

Details

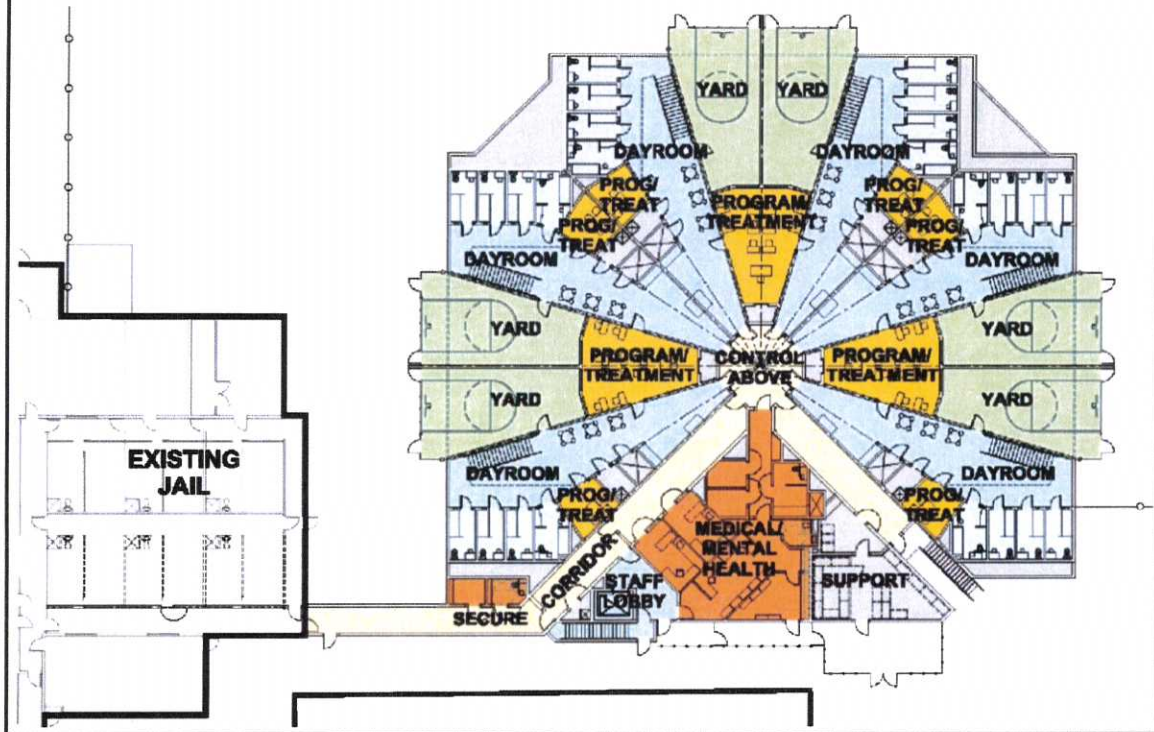
 Project: Colusa County Jail Title: Budget Estimate - Secured Corridor Date: July 10, 2015					
TRADE	DESCRIPTION	QTY	UNIT	TOTAL COST - SUB	UNIT COST
	new secure corridor				
	demo steel bar + patch floor / ceiling	160	lf	\$1,600	\$10.00
	new stud wall	600	sf	\$9,000	\$15.00
	20 ga sheetmetal & fireboard both sides	1,200	sf	\$9,600	\$8.00
	SS diamond plate wainscot 4'	60	lf	\$5,280	\$88.00
	door + remote monitor release (in electrical)	3	ea	\$8,250	\$2,750.00
	Demo (E) concrete wall + new door	1	ea	\$5,000	\$5,000.00
	allowance for floor / ceiling patch / repair	360	sf	\$2,880	\$8.00
	allowance for HVAC / Electrical + remote mon	360	sf	\$10,800	\$30.00
	Demolish & remove 3 shower & 3 comby units	3	ea	\$4,500	\$1,500.00
	Allowance for patch floors	1,200	sf	\$2,400	\$2.00
	Allowance for unknown	1	ls	\$5,000	\$5,000.00
	Assumed non hazmat / lead paint			\$0	\$0.00
	new secure corridor total			\$64,310	\$0.00
	Others				
	Others total			\$0	\$0.00
	Subtotal			\$64,310	\$6,532
	General Conditions	12.00%		\$7,717	
	General Contractor Markup	8.00%		\$5,762	
	General Contractor Bond	2.50%		\$1,945	
	Design Contingency	25.00%		\$19,934	
	Phasing / small quantities	10.00%		\$9,967	
	Geographical / Location Factor	3.50%		\$3,837	
	Construction Cost -- July 2015			\$113,000	
	Escalation to September 2019	21.00%		\$23,730	
	Total Construction Cost			\$137,000	

COLUSA COUNTY DETENTION & TREATMENT FACILITY CONCEPTUAL PLAN

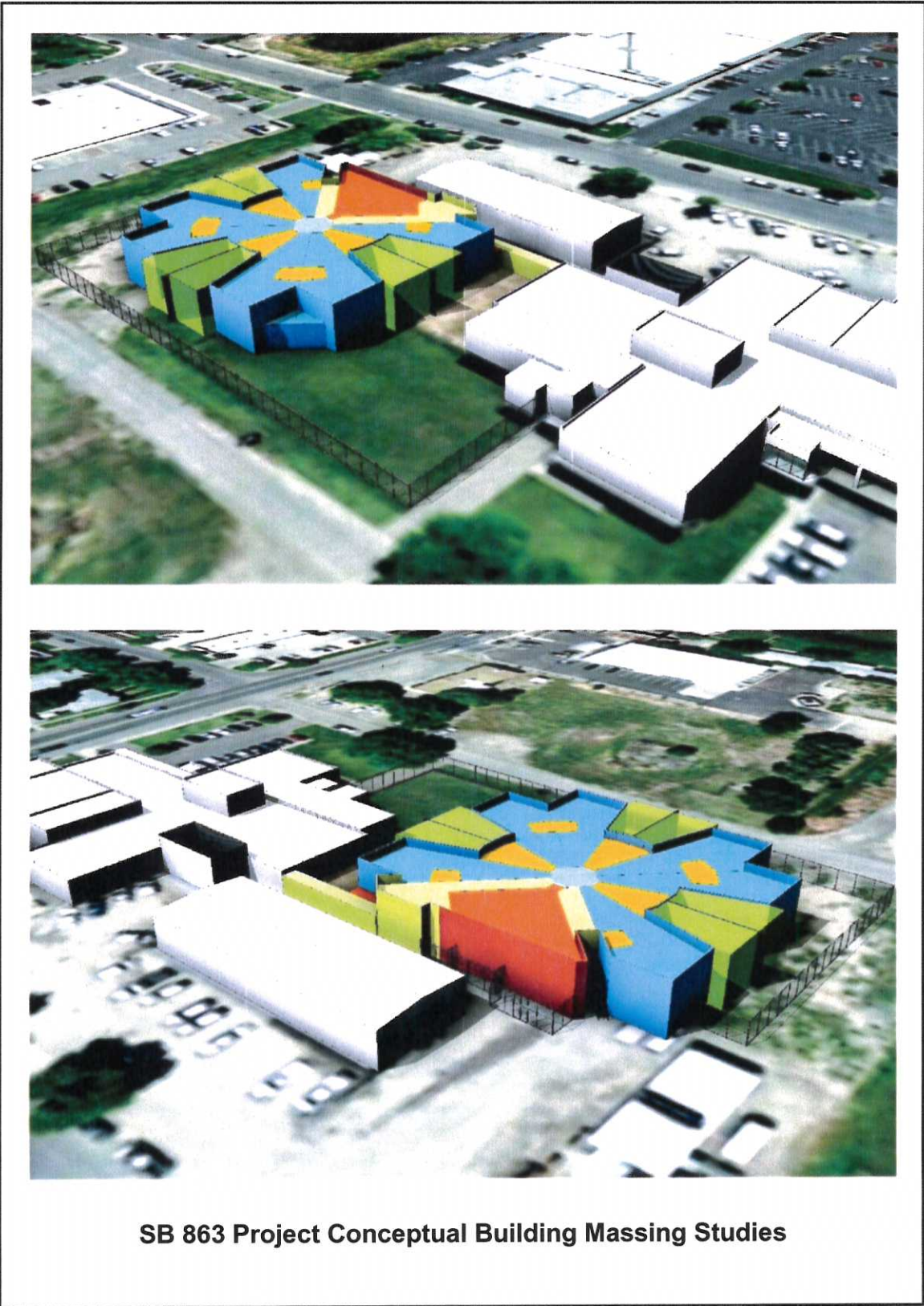
SB 863 Project Conceptual Site Plan



SB 863 Project Conceptual Ground Floor Building Plan



COLUSA COUNTY DETENTION & TREATMENT FACILITY MASSING STUDY



SB 863 Project Conceptual Building Massing Studies

COLUSA COUNTY DETENTION & TREATMENT FACILITY TIMELINE

Task Name	Duration	Start	Finish
PROJECT SCHEDULE (complete)	957 days?	Thu 11/12/15	Fri 7/12/19
Project Startup - Notices and Activities	87 days	Thu 11/12/15	Fri 3/11/16
BSCC Notifies County of Conditional Award for project financing	0 days	Thu 11/12/15	Thu 11/12/15
County submits site assurance to BSCC prior to or within 90 days of award	64 days	Fri 11/13/15	Wed 2/10/16
County submits Real Estate Due Diligence package within 120 days	86 days	Fri 11/13/15	Fri 3/11/16
TASK 1 - SPWB PROJECT ESTABLISHMENT (withing 18 months of award)	88 days	Mon 3/14/16	Wed 7/13/16
State drafting of project scope (description based on county submittal)	67 days	Mon 3/14/16	Tue 6/14/16
County development of project schedule	153 days	Fri 11/13/15	Tue 6/14/16
County development of detailed cost estimate by phase (3-pg estimate)	153 days	Fri 11/13/15	Tue 6/14/16
Statement describing status of CEQA & status of any litigation	153 days	Fri 11/13/15	Tue 6/14/16
Real estate due diligence letter from Department of General Services	19 days	Tue 6/14/16	Fri 7/8/16
Cash Match approval	19 days	Tue 6/14/16	Fri 7/8/16
In-Kind Match approval	19 days	Tue 6/14/16	Fri 7/8/16
County signs certificate of matching funds	0 days	Wed 7/13/16	Wed 7/13/16
Performance criteria/concept drawings submitted (before SPWB Review)	0 days	Wed 7/13/16	Wed 7/13/16
TASK 2: SPWB APPROVE PERFORMANCE CRITERIA /CONCEPT DRAWINGS	31 days	Fri 8/5/16	Fri 9/16/16
Review of project scope	30 days	Fri 8/5/16	Thu 9/15/16
Update project schedule	30 days	Fri 8/5/16	Thu 9/15/16
Update cost estimate (3-page estimate)	20 days	Fri 8/5/16	Thu 9/1/16
Development of Preliminary Estimate	10 days	Fri 9/2/16	Thu 9/15/16
Documentation that CEQA is complete	30 days	Fri 8/5/16	Thu 9/15/16
Performance criteria/concept drawings submitted	0 days	Thu 9/15/16	Thu 9/15/16
TASK 3: SPWB CONSENT TO GROUND LEASE/RIGHT OF ENTRY	46 days	Mon 10/3/16	Mon 12/5/16
Meeting with DOF, SPWB Counsel, BSCC, DGS & County scheduled	46 days	Mon 10/3/16	Mon 12/5/16
County signs Ground Lease/Easement	0 days	Mon 12/5/16	Mon 12/5/16
TASK 4: FINANCE ACTION TO APPROVE REQUEST FOR PROPOSALS	62 days	Thu 8/4/16	Fri 10/28/16
Development of scope of request for proposals	30 days	Fri 8/5/16	Thu 9/15/16
Development of project milestone schedule	30 days	Fri 8/5/16	Thu 9/15/16
Review of project scope	31 days	Fri 9/16/16	Fri 10/28/16
Review of project schedule	31 days	Fri 9/16/16	Fri 10/28/16
Review of cost estimate (3-page estimate)	31 days	Fri 9/16/16	Fri 10/28/16
Request for proposals submitted	0 days	Fri 10/28/16	Fri 10/28/16
TASK 5: PMIB LOAN REQUEST	175 days	Mon 10/31/16	Fri 6/30/17
Certification that the County has satisfied all of the requirements set forth in statute for the financing of the project	175 days	Mon 10/31/16	Fri 6/30/17
Twelve month cash flow projection	45 days	Mon 5/1/17	Fri 6/30/17
TASK 6: DOF ACTION TO AWARD DESIGN-BUILD CONTRACT	30 days	Wed 7/5/17	Tue 8/15/17
Review updated cost estimate (3-page estimate)	22 days	Wed 7/5/17	Thu 8/3/17
RFP Results	22 days	Wed 7/5/17	Thu 8/3/17
Review updated project schedule	22 days	Wed 7/5/17	Thu 8/3/17
Board of Supervisors approval	0 days	Fri 8/4/17	Fri 8/4/17
Notice to Proceed (NTP) for construction	0 days	Tue 8/15/17	Tue 8/15/17
County submits construction document drawings & specification to BCCC/SFM for plan check/review and approval	41 days	Thu 5/4/17	Thu 6/29/17
Construction Period	436 days	Tue 8/15/17	Tue 4/16/19
Occupancy Period	64 days	Tue 4/16/19	Fri 7/12/19

SB 863 Project Timeline and Schedule

COLUSA COUNTY JAIL PHOTOS



**Colusa County Jail and Sheriff's Office
Public Entrance**



**Housing Unit for Female Inmates
with Open-Bar Cell Front**



**Typical Corridor in
Housing Units**



**Dayroom in
Male Inmate Housing Unit**



**Dormitory in
Male Inmate Housing Unit**



**Dayroom in Administrative
Segregation Housing Unit**



**Art Therapy / Programs is
the Only Treatment Space**



**Only Medical Exam Room is
also Medical Staff Work Area**

Photos of Existing Features of the Colusa County Jail



COUNTY OF COLUSA, CA

Request For County Board of Supervisors Action

MEETING DATE: September 22, 2015

DEPARTMENT: County Counsel

FROM: Marcos Kropf

SUBJECT: Adoption of Amended Resolution 15-039 for SB 863 lease revenue bonds for the construction of a new adult detention and treatment facility.

Consider adopting a Resolution of the Colusa County Board of Supervisors Amending Resolution 15-039 Authorizing Submission of an Application and Proposal for SB 863 Financing and Further Providing Related Approvals, Authorizations and Assertions in Support of the County's Proposal and authorize the Chair to sign.

Detailed Description/Background of request

On August 11, 2015 the Board of Supervisors adopted Resolution 15-039 authorizing submission of an application and proposal for SB 863 financing and further providing related approvals.

Following the Boards adoption of the resolution the County's application for SB 863 financing was submitted to the California Board of State and Community Corrections (BSCC) for technical review and processing. Following the technical review the BSCC contacted the County and indicated that paragraph E of the Resolution 15-039 was required to refer back to the "Budget Summary Table" of the application. Paragraph E pertains to the County's potential matching funds. The BSCC is giving the County the opportunity to amend the resolution for further consideration.

The amended resolution only adds language referring back to the Budget Summary Table. The amendment is in red-line for the Boards review. It makes no substantive change.

Prior Board Action

The board had previously approved a Resolution 15-039 on August 11, 2015.

Fiscal Impact/Funding Source

The amendment to Resolution 15-039 will have no additional fiscal impact from that contemplated under the Board's previously approved resolution.

Action for the Clerk

Obtain necessary signatures and provide to Sheriff's Office for transmittal to BSCC.

ATTACHMENTS:

- Amended Resolution 15-039 (DOCX)
- Red-line Amended Resolution 15-039 (DOCX)
- Adopted Resolution 15-039 (PDF)

Review:

Marcos A. Kropf Completed 09/11/2015 9:10 AM

Matthew C. Bently Completed 09/11/2015 9:10 AM

Bob Muszar Completed 09/12/2015 6:54 AM

Yolanda Tirado Completed 09/14/2015 1:58 PM

Board of Supervisors Completed 09/22/2015 9:00 AM

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Kim Dolbow Vann, District I
SECONDER:	John D. Loudon, District II
AYES:	Carter, Evans, Vann, Loudon, Marshall

**Request For County Board of Supervisors Action**

MEETING DATE: August 11, 2015

DEPARTMENT: Sheriff

FROM: Miguel Villasenor

SUBJECT: Consider adopting a Resolution of the Colusa County Board of Supervisors in support of the Sheriff applying for SB 863 lease revenue bonds for the construction of a new adult detention and treatment facility.

Consider adopting a Resolution of the Colusa County Board of supervisors Authorizing Submission of an Application and Proposal for SB 863 Financing and Further Providing Related Approvals, Authorizations and Assertions in Support of the County's Proposal and authorize the Chair to sign. Further, Order that following the granting of any resulting SB 863 funds, the County's acceptance and expenditure of any grant funds be reviewed and approved by the Board.

Detailed Description/Background of request**Subject:**

ADOPT A RESOLUTION OF THE COLUSA COUNTY BOARD OF SUPERVISORS AUTHORIZING SUBMISSION OF AN APPLICATION AND PROPOSAL FOR SB 863 FINANCING AND FURTHER PROVIDING RELATED APPROVALS, AUTHORIZATIONS AND ASSERTIONS IN SUPPORT OF THE COUNTY'S PROPOSAL.

Recommendations:

1. Adopt a Resolution required by the Board of State and Community Corrections (BSCC) to apply for SB 863 grant funds for the construction of the Project;
2. Authorize the Sheriff to submit an application to the BSCC for up to \$20 million in SB 863 grant funds for the project;
3. Authorize the Sheriff to execute the Grant Agreement on behalf of the Board of Supervisors.

Discussion:

On June 10, 2015, the California Board of State and Community Corrections (BSCC) issued a Request for Proposals (RFP) for awards of up to \$500 million in state lease-revenue bond financing for the acquisition, design, and construction of program and

treatment space for adult local criminal justice facilities, as authorized by Senate Bill (SB) 863 (Chapter 37, Statutes of 2014). SB 863 provides funding consideration to counties replacing compacted, outdated, or unsafe jail housing capacity or seeking to renovate or build jail facilities to provide adequate programming and treatment space. Maximum funding opportunities for small counties, such as the County of Colusa, are limited to \$20 million. The time allotted for counties to submit responses to the RFP is short and aggressive, with proposals due by August 28, 2015.

The existing facility dates back to the original 98-bed County jail that was constructed in 1962-63 in a linear fashion with open-bar front cells and dormitories. A 1998 renovation reduced the rated bed capacity to 92 beds. Due to the linear layout of the inmate housing units and the resulting poor sight lines, all inmate movement must be escorted, which is staff-intensive. Many services are located off the main circulation corridors, which at times places restrictions on both inmate and staff movement. In addition, the various renovations over time have resulted in a building layout that is disjointed and inefficient.

The current jail facility is outdated and is experiencing a number of significant maintenance issues. The jail's infrastructure generally has become antiquated and some areas are in need of replacement. The jail's physical layout does not provide appropriate housing to accommodate classification, adequate space for healthcare services and evidence-based program / treatment opportunities, or reflect the needs of a modern adult jail detention facility.

The Colusa County Jail is also experiencing increasing demands for mental health and medical programs and treatment for inmates. Medical and mental health demands in our current facility are consistent with trends reported around the state. Approximately 30% of the Colusa County Jail population has some sort of mental illness. For many mentally ill inmates, the Colusa County Jail is the final stop in the criminal justice cycle, in which they can finally stabilize, with proper medication and treatment.

Upon release, they are given their remaining prescription medications and a referral to the local mental health clinic. There are no re-entry programs of any type available for these inmates.

With SB 863 funding, programming space for male and female inmates will be provided. This will provide inmates with mental health issues an opportunity to prepare for their upcoming release, ensure they have the proper support system in place, and provide them with the resources necessary to diminish the chances for recidivism.

Medical examination rooms and appropriate office space for medical staff will also be included in any new construction. This would replace the small and antiquated facilities currently in use.

The Sheriff evaluated the funding opportunity outlined by SB 863 as well as the current physical conditions of the current Jail facility and it is believed Colusa County is in a competitive position for this grant award.

The Sheriff and County staff have worked with a consultant, Vanir Construction, Inc. to define the scope of the project. The project will involve the construction of a new 20,000 square foot two-story fully enclosed space that would be adjacent to and integrated with the existing Jail facility. The additional space to be created by the proposed Project include custodial housing designed specifically to better accommodate the special needs of existing and future jail inmates who experience mental illness and/or other mental health or medical needs.

If successful, new construction of the "Colusa County Detention and Treatment Facility" would be built on the existing and vacant property owned by the County of Colusa, adjacent to the existing Jail and Sheriff' Office located at 929 Bridge Street.

Compliance with CEQA:

On July 8, 2015, the Planning Commission for the County of Colusa (a.k.a., California Environmental Quality Act Lead Agency) certified the Final Negative Declaration for the referenced proposed Project.

Subsequent to the referenced certification, also on July 8, 2015, the County filed a Notice of Determination ("NOD") pursuant to the California Environmental Quality Act. The NOD was made in support of the County's proposed Project. The 30 day statute of limitations to challenge the County's NOD has expired and no legal action or challenge has been filed or commenced challenging the NOD or any other aspect of the County's Project.

Financing:

Funding for this project will be offset by revenue received from the BSCC. The estimated project costs, including price escalation, are \$20,252,978. There are no in-kind (soft) contributions for this project, but cash contributions will be required for non-reimbursable costs. These non-reimbursable costs include CEQA, State Agency Fees, Needs Assessment, and audit. The CEQA study and Needs Assessment are costs that have already been paid to Vanir Construction, Inc. leaving an approximate balance of \$157,000 of county costs for a new \$20,000,000 Detention and Treatment Facility.

The Sheriff will continue to work with the County Administrative Officer and the Board of Supervisors to explore funding opportunities. There is no increase in the proposed FY 2015-16 county budget.

Prior Board Action

The board had previously approved a contract with Vanir Construction Management, Inc., for the purposes of working with the Sheriff in preparation of applying for SB 863.

Fiscal Impact/Funding Source

See attached Staff Report

Action for the Clerk

ATTACHMENTS:

- Final final Draft Grant Resolution - CER Edits 7-23-15 (DOCX)
- Staff Report SB 863 (DOC)
- SB 863 - RFP (PDF)

Review:

Marcos A. Kropf Skipped 07/30/2015 5:17 PM

Skipped MAK because MCB was added

Matthew C. Bently Completed 07/30/2015 5:17 PM

Yolanda Tirado Completed 08/03/2015 1:14 PM

Bob Muszar Completed 08/03/2015 1:19 PM

Board of Supervisors Completed 08/11/2015 9:00 AM

RESULT:	APPROVED [UNANIMOUS]
MOVER:	John D. Loudon, District II
SECONDER:	Kim Dolbow Vann, District I
AYES:	Carter, Evans, Vann, Loudon, Marshall

RESOLUTION NO. _____

**RESOLUTION OF THE COLUSA COUNTY BOARD OF SUPERVISORS
AUTHORIZING SUBMISSION OF AN APPLICATION AND PROPOSAL FOR SB 863
FINANCING AND FURTHER PROVIDING RELATED APPROVALS,
AUTHORIZATIONS AND ASSERTIONS IN SUPPORT OF THE COUNTY'S
PROPOSAL**

WHEREAS, the Sheriff of Colusa County is given the responsibility to address the needs of inmates with mental issues;

WHEREAS, Colusa County's existing jail is the only detention facility used to house and treat in-custody adult offenders sentenced in the County;

WHEREAS, there is a need in the County to provide programs, including evidence-based programs and treatment to offenders focused on mental health issues, to help reduce recidivism, as identified in the August 2015 Needs Assessment Study Update;

WHEREAS, the existing Colusa County jail lacks the appropriate programming and treatment space for felons sentenced in Colusa County;

WHEREAS, the County is committed to promoting public safety by providing evidence-based treatment programs for inmates, including mental health, substance use disorders, and education programming;

WHEREAS, the County wants to construct a new replacement housing unit which will be known as the Colusa County Detention and Treatment Facility ("Project" or "Facility"), adjacent to the County's existing detention facility, to facilitate and enhance the ability of the County to provide necessary and appropriate programming and treatment for adult offenders sentenced to confinement in Colusa County;

WHEREAS, Senate Bill 863 makes certain monies available through State lease-revenue bond financing for the acquisition, design and construction of adult criminal justice facilities ("SB 863 Financing"); and

WHEREAS, The County is submitting a proposal and application for SB 863 Financing to the Board of State and Community Corrections ("BSCC").

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of the County of Colusa, the County's governing body, makes the following authorizations, approvals, attestations and assurances on behalf of the County in support of the County's proposal and application for SB 863 Financing toward the acquisition, design and construction of the County's proposed Facility:

A. The names, titles and positions of the County's Project Construction Administrator, Project Financial Officer, and Project contact person(s) are as follows:

Project Construction Administrator

Steve Hackney

Director of Planning and Building for the County of Colusa

Project Financial Officer

Robert J. Muszar

County Administrative Officer for the County of Colusa

Project Contact Person(s)

Lt. Miguel Villasenor

Lieutenant for the Colusa County Sheriff's Office

B. The County approves the Proposal Form, Project Delivery and Construction Agreement, BSCC Agreement, Ground Lease, Right of Entry for Construction and Operation Agreement, Facility Lease, Facility Sublease, and all forms of the project documents deemed necessary as identified by the State Public Works Board (SPBW) to the SBCC to effectuate the financing authorized by SB 863.

C. The following County official is authorized to sign the "Applicant's Agreement", section E of the Senate Bill 863, Adult Local Criminal Justice Facilities Construction Financing Program Proposal Form, together with any other required documents, and submit the County's proposal for funding:

Colusa County Sheriff Joe Garofalo

D. The County will adhere to State requirements and terms of the agreements between the County, the BSCC, and the SPWB in the expenditure of any state financing and County match funds.

E. The County authorizes an adequate amount of available matching funds to satisfy the County's contribution toward Project costs as may be needed or required. The matching funds will be compatible with the State's lease-revenue bond financing requirements. The funds will be paid from the County's general fund.

F. The County will fully and safely staff and operate the proposed Facility in accordance with Title 15, Chapter 1, Subchapter 6, Section 1756(j)(5), of the California Code of Regulations, within 90 days after Project completion.

G. The County makes the following assurances regarding the real property site ("Site") for the proposed Facility:

1. The County controls the Site and owns the Site in fee simple title with right of access to the Project sufficient to assure undisturbed use and possession of the Site;

2. The County will not dispose of, modify the use of, or change the terms of the real property title to the Site and/or other interest in the Site of the Facility subject to construction;
3. The County will not lease the Facility for operation to other entities, without permission and instructions from the BSCC, for so long as the SPWB lease-revenue bonds secured by the financed project remain outstanding.

H. The current fair market land value for the Site is \$80,000.

I. The County has completed the CEQA process for its proposed Facility. The County accepts the certification by the County Planning Commission of the Final Negative Declaration for the Project and County Counsel's certification that the limitations period has passed and there have not been any legal actions or challenges filed or commenced challenging the filed Notice of Determination for the Project or any other aspect of the County's Project.

J. The County is committed to reducing inmate populations and overcrowding through evidence-based treatment programs for inmates, including mental health, substance use disorders, and education programming. Accordingly, the County is committed to completing the Project to achieve that goal.

PASSED AND ADOPTED this 11th day of August, 2015 by the following vote:

AYES:

NOES:

ABSENT:

Mark D. Marshall, Board Chair

ATTEST: Robert J. Muszar, Clerk of the Board of Supervisors

By _____, Deputy

APPROVED AS TO FORM:

Marcos A. Kropf, County Counsel

Subject:

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Colusa County Sheriff's Office

Jail Needs Assessment Update

August 2015



Colusa County Jail, 929 Bridge St. Colusa, CA

Prepared by:
Vanir, Inc. and Nacht & Lewis Architects
Sacramento, CA

**Colusa County Sheriff's Office
Jail Needs Assessment Update
August 2015**

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**Colusa County Sheriff's Office
Jail Needs Assessment Update
August 2015**

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**Colusa County Sheriff's Office
Jail Needs Assessment Update
August 2015**

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SECTION 1: EXECUTIVE SUMMARY

Colusa County Jail Needs Assessment Update

Introduction



The Colusa County Jail is located in the city of Colusa, California at 929 Bridge Street. Colusa County has one jail, operated by the Sheriff's Office Correctional Services Division.

The County's previous Jail Needs Assessment Report was prepared in April 2013. The published study showed that the jail has a current rated capacity of 92 beds, exclusive of seating within inmate processing areas and transfer holding bunks located in the booking area. The Colusa County Jail is the booking point for all regional law enforcement agencies for adult male and females arrested in Colusa

County. The adult facility is a full service, Type II jail containing space for (a) vehicle sallyport, (b) Intake and release, (c) inmate housing and dayrooms, (d) visiting, (e) medical / mental health services, (f) inmate programs, (g) food services, (h) laundry, (i) visitor and staff circulation, (j) Central Control operations, (k) maintenance and storage, (l) outdoor recreation, and (m) jail administration. The facility provides a range of inmate programs, counseling services, medical and psychological services.

The original 98-bed County jail was constructed in 1962-63 in a linear fashion with open-bar front cells and dormitories. A 1998 renovation of Intake / Release reduced the rated bed capacity to 92 beds. Due to the linear layout of the inmate housing units and the resulting poor sight lines, all inmate movement must be escorted, which is staff-intensive. Many services are located off the main circulation corridors, which at times places restrictions on both inmate and staff movement. In addition, the various renovations over time have resulted in a building layout that is disjointed and inefficient.

The jail is outdated and is experiencing a number of significant maintenance issues. The jail's infrastructure generally has become antiquated and some areas are in need of replacement. The jail's physical layout does not provide appropriate housing to accommodate classification, adequate space for healthcare services and evidence-based program / treatment opportunities, or reflect the needs of a modern adult jail detention facility.

Operationally, there are not enough beds / bunks to meet current custody security housing needs. The County jail lacks physically secure custody housing to segregate inmates who should be housed in higher custody cells because of their classification. Additionally, increases in the female inmate population have resulted in the loss of available housing for male inmates. The County jail is also confronting the need to house inmates for longer periods of incarceration as a result of the 2011 implementation of Assembly Bill (AB) 109 which is diverting significant number of offenders from the State prison system to county jails.

As a result of these identified physical plant gaps and facility needs, the County is actively pursuing the construction of much needed inmate program / treatment space, replacement custody housing and support services space. The County retained the consultant team of Vanir Construction Management and Nacht & Lewis Architects to provide an update to their previous 2013 Jail Needs Assessment Update and to plan for newly proposed renovations to the County's adult jail detention facility that could be

constructed with funding through *Senate Bill (SB) 863 Adult Local Criminal Justice Facilities Construction* as administered by the Board of State and Community Corrections (BSCC).

Updated Arrests, Bookings and Inmate Average Daily Population Trends

A portion of the analysis for the Colusa County Jail Needs Assessment Update has focused on compiling and analyzing historical jail inmate population trends. This analysis has been used to prepare an updated jail inmate profile which includes average daily population (ADP) inmate projections through 2034. The updated analysis and projects show the following:

Jail Bookings and Inmate Population Trends. In 2014, the County jail processed an average of 109 bookings each month. Average annual monthly County jail bookings, since 2002, have ranged from a low of 99 in 2002 to a high of 126 in 2007. Over the past 13 years, monthly booking have averaged 113 a month, or 3.6 per day. While the volume of monthly bookings does impact jail ADP levels, the overall composition and make-up of the type of bookings have a greater impact over ADP than total bookings.

Between 2002 and 2014, the county jail inmate population levels have ranged from a low of 44 in 2009 and 2010, to a high of 79 in 2014. The jail population has fluctuated throughout the years, but since the enactment of AB 109 in 2011, the ADP has risen from 48 in 2011 to 79 in 2014; an increase of over 60%. In 2014 the jail had an ADP of 79 and a BSCC rated custody bed capacity of 92; with peaking and classification factors the jail is essentially full.

For the jail system as a whole, pretrial inmate population levels comprise about 68.4% of the total 2014 County jail custody bed space, and sentenced inmate population level comprise about 31.6% of the total beds. Over the past 13 years, the County jail's pretrial ADP population has averaged 32 inmates while sentenced ADP has averaged 22 inmates.

Colusa County AB 109 Offenders Serving Jail Time by Quarter October 2011 - December 2014					
Quarter/Year	Newly Sentenced (N3) Inmates	Post-Release Community Supervision (PRCS)			
		Booked with New Charges	Booked for Revocation Hearing	Flash Incarceration	Serving Jail Revocation Sentence
2011					
4th Quarter	8	0	0	0	0
2012					
1st Quarter	8	0	0	0	0
2nd Quarter	1	1	1	1	0
3rd Quarter	5	1	3	1	4
4th Quarter	2	0	2	1	6
2013					
1st Quarter	3	3	1	0	4
2nd Quarter	7	1	0	1	2
3rd Quarter	11	0	2	2	2
4th Quarter	2	1	3	0	1
2014					
1st Quarter	7	1	0	1	1
2nd Quarter	4	0	3	1	2
3rd Quarter	6	0	3	2	3
4th Quarter	8	0	0	1	0
Total	72	8	18	11	25
Monthly Average	2	0	0	0	1

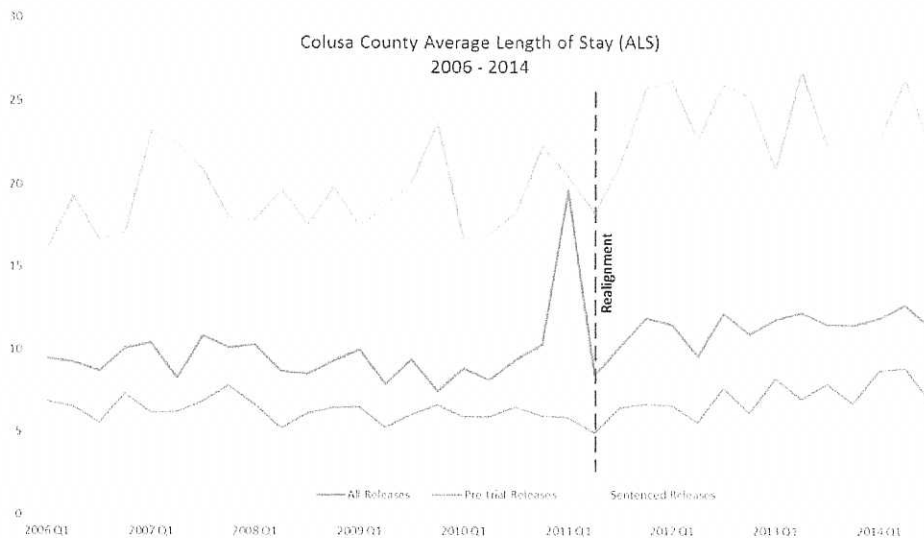
Assembly Bill (AB) 109. As the Table at the left shows, since AB 109 became law, the Colusa County jail has booked an average of two AB 109 newly sentenced felons a month into the jail facilities.

Data collected monthly by the Colusa County Sheriff's Office and reported to BSCC about the number of Post Release Community Supervision (PRCS) bookings, flash incarcerations, and PRCS offenders serving jail time as a result of a revocation hearing shows the County jail has been processing an average of one PRCS offender each month since October 2011. Among the PRCS offenders booked each month into the County jail facility, less than one is booked under the Probation Department's AB 109 flash incarceration provisions. Flash incarcerations cannot exceed ten days. Less than one PRCS offender is booked into the jail

each month awaiting a pre-revocation violation hearing. Through the end of 2014, eight PRCS offenders have been charged with new local crimes. On the average, the jail has one PRCS offender incarcerated and serving a jail term resulting from a revocation hearing.

The table above further shows the impact that AB 109 sentenced (N3) inmates and other realignment offenders groups has leveled off since realignment was implemented in October 2011. Quarterly numbers of AB 109 inmates in all offender groups ramped up through 2012, but yearly totals have been relatively steady through 2013 and 2014. The AB 109 sentenced inmates will continue to affect the jail system since their sentences are generally longer than traditional county sentenced inmates.

Average Length of Jail Stay (ALS). One of the most important factors in developing an understanding of a county jail's daily operations and policies that impact future bed capacity needs involves changes in average length of jail stays. Analysis of the average length of jail incarceration among inmates released from the Colusa County jail for 2006 to 2014 is shown in the following graph.



While ALS has fluctuated throughout the entire period shown in the graph above, it is important to note that since AB 109 Public Safety Realignment in 2011 the average length of stay for all types of releases has been trending up, with ALS for Sentenced Releases increasing at a faster rate than Pre-trial Releases and All Releases.

**Average Length of Incarceration for Pretrial and Sentenced Inmates
Released from the Colusa County Jail
2010 - 2014**

<u>Year</u>	<u>Average Length of Stay for Pretrial Releases</u>	<u>Average Length of Stay for Sentenced Releases</u>	<u>Average Length of Stay for all Releases</u>
2010	6 Days	19 Days	9 Days
2011	6 Days	21 Days	13 Days
2012	7 Days	25 Days	11 Days
2013	7 Days	23 Days	12 Days
2014	8 Days	24 Days	12 Days

The trend data also shows the impact on the length of incarceration AB 109 has had on the average length of jail stay. In 2010, prior to realignment, sentenced releases averaged 19 days compared to 24 days in 2014; a 26% increase. Review of the trend data also shows the Sheriff's Office has faced a rising jail population exacerbated by an increasing ALS. As current inmates stay for longer periods of time there is less bed space available to house new inmates coming into the system.

Proposition 47. Early anecdotal evidence suggests that Proposition 47 has had a relatively minor impact on the ADP of the Colusa County jail. To date only two inmates have had their sentences reduced as a result of Proposition 47. It is not expected to have a significant impact on the jail.

Alternatives to Incarceration and Inmate Programs. Colusa County's current and continuing approach to reducing the need for jail custody beds is the result of collaborative efforts among key local agencies including the Sheriff's Office, Courts, and the Probation Department. Probation staff assess inmates for participation in alternatives to incarceration and inmate programs using the Risk & Need Assessment Tool by Noble Software Group.

The primary alternatives to incarceration programs include the following:

Probation Work Release: The Probation Department administers a work release program for sentenced offenders. Participants live at home while participating in the program, and they must work at least eight hours at a work site in order to receive credit for one day in jail. Key components of the work release program include:

- Voluntary program
- Participants must meet classification / risk standards
- Participation levels:
 - o 2011 – 53 completions
 - o 2012 – 44 completions
 - o 2013 – 41 completions
 - o 2014 – 44 completions

Sheriff Work Furlough: The Sheriff's Office administers a work furlough program for sentenced offenders. Participants live at home with participating in the program, and must work at least eight hours at a work site in order to receive credit for one day in jail. Key components of the work furlough program include:

- Voluntary program
- Participants must meet classification / risk standards for minimum security
- Due to a higher risk inmate population, no inmates have qualified for the work furlough in over a year. In prior years participation ranged from 1-2 participants per year.

Home Detention / GPS Electronic Monitoring: The Probation Department administers a home detention and electronic monitoring program for sentenced inmates. Key components of electronic monitoring include:

- Sentenced inmates only
- \$35.00 set up fee
- \$15.00 fee per day
- Low level offenders only, no AB 109 inmates
- Participation levels:
 - o 2011 – 11 clients
 - o 2012 – 9 clients
 - o 2013 – 15 clients
 - o 2014 – 10 clients

The Probation Department and the Sheriff also offer the following inmate programs and treatment:

Day Reporting Center / One Stop: The Probation Department operates a program called One Stop at the Day Reporting Center and in the jail. One Stop partners with other county agencies including Probation, Behavioral Health, Department of Education, Department of Health and Human Services and the Sheriff to educate probationers and inmates prior to release to determine what they will need to be successful upon release. Staff can make referrals for mental and physical health assessments, counseling services, education and vocational programs, employment opportunities, alcohol and drug treatment, housing assistance, tutoring and GED / ESL services.

Evidence Based Therapies: In the jail and at the Day Reporting Center the Probation Department offers the following evidence based behavioral programs:

- **Moral Reconciliation Therapy (MRT)** – A cognitive-behavioral counseling program that combines education, group counseling and structured exercises to alter how clients think and make judgements about what is right and wrong. MRT is used in probation and parole departments all over the country as well as state prisons and court programs.
- **Thinking for Good** – a program designed to address specific thoughts, attitudes, and beliefs which feed into antisocial and criminal behavior. This is a 10 step program which is cognitive behavioral in nature and in the same format as MRT. Thinking for Good is more basic than MRT and is ideal for offenders who are resistant to treatment opportunities.
- **Staying Quit** – A cognitive-behavioral approach to relapse prevention and is a “sister program” to MRT and Thinking for Good. It is an evidence based program to help clients avoid relapse by recognizing risky situations, coping with urges and cravings, avoiding users, understanding support issues and taking charge of recovery.
- **Taking the High Road** – An evidence based drug education program for offenders which gives the most current information available on commonly used drugs of abuse. It is divided into eight modules with each module covering a major drug class or issue.

Other Jail Based Programs: The Sheriff’s Office and other county agencies such as Probation, Behavioral Health and community based volunteers offer the following programs and mental health treatment in the jail:

- Medication Management – a doctor from Behavior Health meets individually with inmates to determine medication needs.
- Crisis Intervention – on-call crisis workers (safety plans)
- Seeking Safety – personalized classes based on individual inmate needs.

- Art Therapy Group – small group classes utilizing art projects for therapy.
- NA / AA Meetings – volunteer led weekly meetings
- Religious Services – volunteer led weekly meetings
- Education Program – teachers from the County Office of Education conduct six-week sessions based on specific topics.
- Reading Readiness – volunteer led program to assist inmates to develop better reading skills.
- Law Library – legal information available to inmates on request.
- Library – reading materials for inmates.

The Sheriff's Office, Probation Department, other county agencies and volunteers offer a wide range of programs and treatment services to inmates. The current configuration of the existing jail, lack of program space and inability to segregate inmates by risk classification limits participation levels, group sizes and program offerings.

Housing and Classification. The Colusa County Sheriff's Office is required to report inmate security housing classification information to the BSCC each month as part of the state-wide Jail Survey reporting process. This data was also collected and analyzed for this study. The average daily jail inmate security housing classification ADP trends for the years 2002–2014 reported by the jail are shown in the following table. An examination of the inmate classification population trends clearly shows that since 2002, about 10% of inmates are classified as maximum security, 60% medium and 30% minimum security.

Using historical trend data (County population, crime rates, felony / misdemeanor arrests, jail bookings, and inmate population levels) compiled during the study, additional information was developed which projects inmate population levels through the year 2034. The data indicates that the overall population and criminal justice system characteristics Colusa County has experienced over the past five years should, to a large part, continue through 2034 with the exception of the impact Proposition 47 could have on jail inmate counts. The following Table shows the estimated future inmate population levels for Colusa County's jail system.

Estimated Future Population Levels for Colusa County's Jail System Considering Peak Capacity Requirements

<u>Year</u>	<u>Projected ADP</u>	<u>Peaking & Inmate Classification Factor</u>	<u>Total</u>
2019	85	17	102
2024	90	18	108
2029	95	19	114
2034	99	20	119

The estimated 20-year population projections take into consideration (a) peak housing capacity factors, and (b) inmate classification requirements. The projection of inmate ADP also assumes that when additional bed capacity is made available, early releases for pretrial and sentenced inmates will be reduced. The jail will also have reached full implementation of AB 109 Realignment law by the end of 2015.

Facility Assessment and Evaluation

Part of the consultant's work in developing the Jail Needs Assessment Update has focused on identifying the strengths and weaknesses of the detention facility's physical plant and primary building systems. The Colusa County Jail was evaluated from two primary perspectives. (1) The **Building Elements and Systems Assessment** looked at nine physical facility systems, such as plumbing, electrical, etc. (2) The **Spatial and Functional Use Areas (FUA) Assessment** looked at how space within the building is allocated and being used, focusing on eleven interior FUA's that could be compared with a database of similar jails throughout California. The information collected during the assessment was used to determine the continued usefulness and overall economic viability of the structure.

Colusa County Jail Building Systems Assessment (Sorted in order of DEFICIENCY)	
System	Ranking
Accessibility / ADA	0.6
Structures	0.9
HVAC	1.0
Space	1.4
Noise Control	1.5
Plumbing	1.7
Security	1.8
Electrical / Lighting	1.8
Fire Safety	2.0
<i>Building/System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate</i>	

The Building Systems assessment focused on factors that included (a) configuration and intended security levels, (b) defined uses of the facility, (c) physical condition of building elements, (d) quality of the space, and (e) ability to achieve intended security and level of safety for staff and inmates as well as compliance with standards. The assessment team looked at previous reports, inspections, maintenance logs, capital expenditures, and any other documents or work products that influenced or have altered the status of the facility. Information on physical layout, dimensions and utilization of the detention facility was developed by observation, measurement, and building drawings. Information on the history of the institution's defined use was obtained directly from facility personnel.

The Table at the left provides a summary of the results of the Building Systems analysis. The Systems are sorted in order of "deficiency." Those with the greatest deficiencies are at the top of the Table. The overall evaluation of the Building Systems rates the Colusa Jail at **1.4**, which is **inadequate**.

In order to better understand and identify space deficiencies in the Colusa County Jail, the Spatial and Functional Use Areas assessment used a comparison with a database originally developed by the BSCC. The database contains functional use area space allocations by rated bed capacity for 78 new generation adult jail facilities constructed with State bonds beginning in the early 1990's. Information on 27 comparably-sized, small county jail facilities included in this database was used for comparison purposes. Each of the comparative jail facilities responds to new building designs, seismic regulations, and changes in minimum jail standards including other operational requirements resulting from numerous lawsuits filed in response to inmate overcrowding conditions which led to the construction of these comparably-sized county jail facilities. Because very little has changed relating to jail design, this information allowed the consultant team to better understand space shortfalls and other deficiencies associated with the older Colusa County Jail facility originally constructed in 1963.

Uniform definitions of Functional Use Areas (FUA), consistent with the BSCC database, were used as the basis of the spatial evaluation. The assessment identified 14 different FUAs at the Colusa County Jail. Of these, eleven interior FUAs were compared directly with the BSCC database as indicated in the Table on the following page.

Comparison of Colusa County Jail Functional Use Allocations with Other California Small County Jails					
Functional Use Area (FUA)	California Small County Jail Database			Colusa County Jail	
	Number of Facilities	Average Square Footage (GSF)	Percent (%) of Total Square Footage	Gross Square Footage (GSF)	Percent (%) of Total Square Footage
1 Administration	22	2,896	7.05%	1,400	9.14%
2 Visiting / Lobby / Public	21	2,993	7.29%	1,176	7.68%
3 Food Service	18	4,401	10.72%	818	5.34%
4 Central Control	19	729	1.78%	296	1.93%
5 Maintenance / Utility / Storage	23	1,879	4.58%	866	5.65%
6 Laundry	16	661	1.61%	464	3.03%
7 Intake / Release	23	3,727	9.08%	1,116	7.29%
8 Medical / Mental Health	19	1,453	3.54%	196	1.28%
9 Inmate Programs	21	1,285	3.13%	862	5.63%
10 Housing / Dayroom	27	17,992	43.83%	6,752	44.09%
11 Interior Circulation	25	3,034	7.39%	1,370	8.94%
Total Interior Jail Space		41,050	100.00%	15,316	100.00%

Note: Areas shown for the California Small County Jail Database are averaged. Small county jails are those with an inmate population of less than 200.

The information shows that the Colusa County Jail contains 15,316 gross square feet of interior space while the state-wide average of the 27 small county facilities is 41,050 gross square feet. Based on this comparative data, the Colusa Jail has approximately one-third of the operational space for inmate functions compared to other modern, new generation facilities built in California.

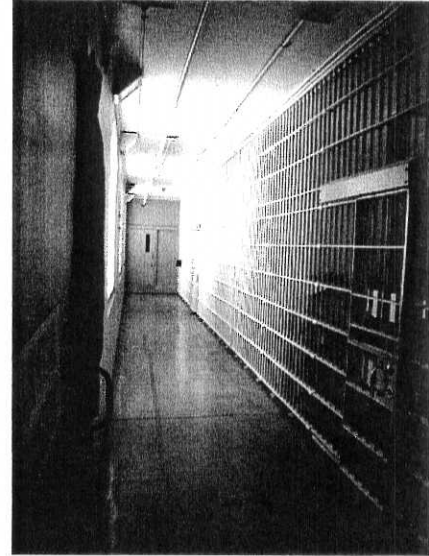
Colusa County Jail Comparison with BSCC Database (Sorted in order of DEFICIENCY)			
Functional Use Area (FUA)	Colusa SF/Bed	BSCC Average SF/Bed	Colusa Space as % of Average
8. Medical / Mental Health	2.1	11.4	18.4%
3. Food Service	8.9	35.9	24.8%
7. Intake / Release	12.1	33.8	35.8%
10. Housing / Dayroom	73.4	164.4	44.6%
4. Central Control	3.2	6.2	51.4%
11. Interior Circulation	14.9	27.9	53.4%
5. Maintenance / Storage / Utility	9.5	17.0	55.5%
2. Visiting / Lobby / Public	12.8	22.5	56.9%
1. Administration	15.2	24.6	61.8%
6. Laundry	5.0	7.5	66.7%
9. Inmate Programs	9.4	13.9	67.6%
Subtotal Interior FUA	166.5	365.1	45.6%

The Colusa County Jail provides a total of 166.5 square feet of interior facility space that is available to support each of the 92 rated detention custody beds in the facility. By comparison, the small county jails in the BSCC database average approximately 365.1 square feet per rated bed.

The Table at the left shows a square foot per bed comparison of the FUA's between the Colusa County Jail and the BSCC database. The FUA's are sorted in order of deficiencies. Those rated as the most deficient are listed at the top of the Table.

Based on the **Building Elements and Systems Assessment** and the **Spatial and Functional Use Areas Assessment**, the consultant team considers the following three functional use areas as highly deficient: (1) Housing and Dayrooms, (2) Inmate Programs, and (3) Medical / Mental Health. This is because much of the facility and its infrastructure is of the 1963 era, when there were very few jail standards to be met. Today, modern custody standards have emerged along with the space needed to manage jail facilities and provide inmate treatment and programs while ensuring safety to staff, inmates, and the public. A summary recap of the deficiencies shows:

1. **Housing and Dayrooms** – The majority of the Colusa Jail's inmate housing is accommodated in linear-style, open-bar front cells or dormitories. Housing is typically arranged back-to-back, sharing a common plumbing chase. Circulation corridors run in a horseshoe pattern around the perimeter of the housing. Natural light is borrowed from windows located on the opposite side of the corridors. The open-bar structure of the housing units provides no separation or privacy between cells, dormitories and corridors. Housing is crowded, noisy and provides inadequate opportunities for appropriate classification assignments. Housing areas are difficult to observe and supervise because of their layout and geometry. Inmate and staff movement is frequently restricted, since inmates must be escorted whenever they leave their cells or dorms. Colusa County is one of the few remaining counties in California that are still using this antiquated type of facility.



2. **Inmate Treatment Programs** – Colusa Jail has only **one** room dedicated for art therapy / inmate programs. This program room was created by enclosing a former dormitory. As a result, it is located along the general circulation corridor and directly across from inmate dormitories. Inmates must be escorted between their housing and the program room. Because there is only one program room, scheduling can be difficult. Escorting inmates is staff-intensive, and access to programs can be limited or restricted if there is a disruption in the dormitories. Furthermore, because the programs room is located in a male housing area, female inmates attending programs must pass directly in front of male housing, leading to issues with inappropriate behavior and attempts to pass contraband. Dedicated space to provide inmates with evidence-based programs is key to rehabilitation and reductions in recidivism. Program space needs to be accessible to all inmates directly from their housing unit without the need of a custody escort.
3. **Medical / Mental Health** – Medical / clinical space is severely deficient, inadequate and inefficient. One medical exam room is available. Medical care is provided by a contract provider whose work area is located in the exam room. Storage for supplies and medical records is located elsewhere in the Jail, wherever space can be found. There are no safety cells, respiratory isolation cells or dental examination space. The clinic also lacks appropriate waiting areas, ADA-compliance and acoustic privacy. In addition, there is no dedicated, appropriate housing specifically designed for inmates with medical and / or mental health treatment program needs.

The existing housing in the jail is a mix of single cells and dormitories that are primarily designed in a linear-style with open-bar cell fronts. Most of the housing is directly accessed from the general circulation corridors which poses a security, contraband, and health risk because they are along the primary path for people, food, laundry, and other supplies. The dormitories for female inmates are located off a restricted corridor, but there is a general lack of privacy for inmates in any of the dormitories. Temperature control is significant problem in all housing areas. Portable fans are used during the summer months, while during

the winter, inmates frequently request additional blankets. Only one recreation yard is available to inmates, so access to outdoor exercise is limited, and offered to inmates on a scheduled basis.

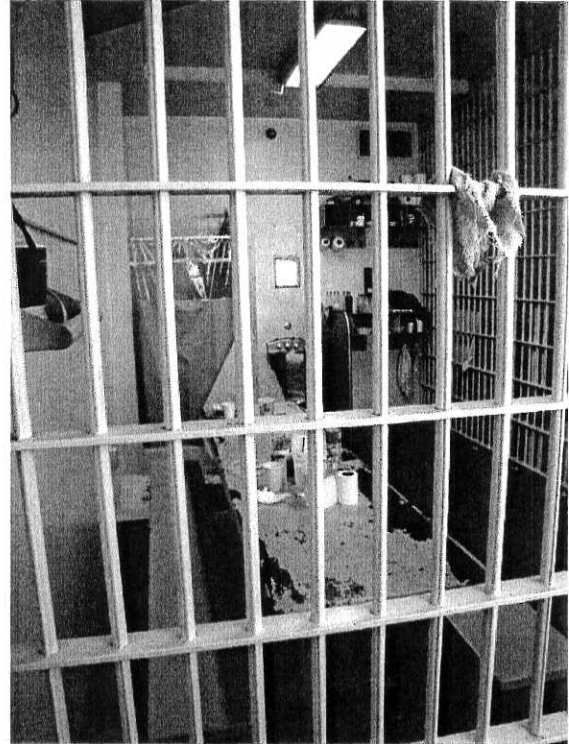
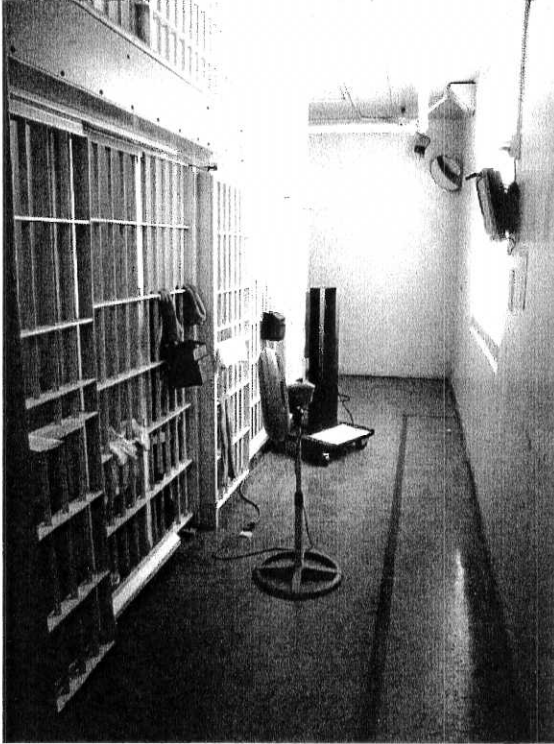
The Needs Assessment has shown that the jail's current inmate housing and dayrooms is considerably small and inadequate for the number of inmates. The average square footage of similarly sized detention facilities per custody bed in California is **164.4** square feet. The Colusa County Jail has just **73.4** square feet of housing and dayroom per bed; less than half of the average.

Another example of the space deficiencies in the jail occurs with the existing inmate program space. Operationally, in addition to classroom space, a jail needs to have dedicated program space which can accommodate small and larger group counseling sessions and treatment programming for multiple incarcerated inmate populations. In recent years, California sheriff's departments have begun training staff and working collaboratively with qualified treatment providers who are experienced in providing evidence-based cognitive behavioral rehabilitative programming to adult offenders. These programs have demonstrated that when properly directed to high-risk offenders, they can reduce long-term recidivism rates. Jails throughout California are working to bring these programs into the detention environment in an effort to reduce recidivism rates among the incarcerated populations. These program areas need to be large enough to accommodate one-on-one, face-to-face counseling sessions, group orientations, and follow-up structured counseling for 12–15 participants.

The space deficiencies identified in the Needs Assessment showed the jail's programming space is not adequately sized. Generally, the jail lacks sufficient program rooms to serve separate inmate groups at the same time. With the implementation of AB 109, shifting inmate populations to longer term offenders, the lack of space for inmate programs severely limits the jail's ability to offer offenders evidence-based programming that criminal justice research has shown will aid in reducing offender recidivism. The current amount of total programming space in the Colusa Jail is inadequate for the number of inmates. The average square footage of custody program space in similarly sized detention facilities throughout California is **13.9** square feet per bed. The Colusa County Jail has **9.4** square feet of programming space per custody bed. In addition to the spatial deficiency, limited access to programming is a substantial hindrance. Newer generation, podular jail facilities are designed to provide program space directly accessible from every housing unit. Inmates in the Colusa Jail must all be escorted to the one available program room. In an era where evidence-based programming is seen as the key to rehabilitation, this is a significant deficiency.

The lack of space for both medical / mental health and program / treatment at the Colusa Jail is acute. Space for health care services is an extremely critical functional use area to a county jail, a sheriff's office, and a county. This is where the medical, mental health, and dental screening for detainees occurs. The purpose of the screening is to identify, at a minimum, those individuals with chronic, acute, and communicable conditions, and those detainees who are alcohol or drug dependent and those with serious emotional disorders and dental needs. Screening these detainees before they are housed can ensure against unnecessary aggravation of their medical, dental, or mental health conditions and can dramatically reduce the spread of infection to the rest of the inmate population. The BSCC has established specific guidelines for the facility's health care administrator to follow. Many counties contract this service out to a qualified health care medical group. When health care services are delivered within a jail facility, staff, space, equipment, supplies, materials, and resource manuals must be adequate for the level of care provided at the detention facility. At a minimum, the facility must have a medical exam room of no less than 144 square feet and it must contain lockable medical supply storage and cold / hot water. Title 15 Minimum Jail Standards also responds to a wide range of rules and procedures for medical, mental health, and dental health care for detained minors.

The Needs Assessment has shown that the jail's current inmate medical space is considerably small and inadequate for the number of inmates. The average square footage of similarly sized detention facilities per custody bed in California is **11.4** square feet. The Colusa County Jail has just **2.1** square feet of medical space per bed.



***Housing Corridor and Dayroom with Open-bar Cell Fronts
(Colusa County is only one of a few jurisdictions in California still using this type of jail facility)***

Jail Facility Construction Plan

In recognition of the lack of appropriate inmate programming space, medical / mental health treatment space, and other bed capacity needs that counties are confronting because of AB 109, the State is making available through SB 863 legislation jail construction funding up to \$20 million for small-sized counties including Colusa. In order to compete for the SB 863 construction funding, Colusa County has prepared this comprehensive Jail Needs Assessment Update and developed a detailed proposal that will be submitted for funding evaluation and consideration by the BSCC on August 28, 2015.

The information collected and analyzed in the Jail Needs Assessment Update has demonstrated a major need for new replacement custody beds and programming / services space at the Colusa County Jail detention facility located in Colusa, California. In establishing the schedule of construction recommendations, the consultants are mindful that most counties, including Colusa, do not have sufficient fiscal resources to build adult jail facilities without significant State financial assistance. It is important to understand that the construction recommendations reported here can take from 3–5 years from the point of grant award to occupancy. The time-phased sequence also was based on the anticipated timing of the BSCC County Jail Construction Funding cycle contained in the recently enacted SB 863 Adult Local Criminal Justice Facilities Construction Program.

Based on the facility gaps identified in the Needs Assessment Update project, the following recommendations have been developed that will respond to inmate housing, programs / treatment and medical / mental health/dental needs, as well as infrastructure requirements. The recommendations are grouped in three separate time-phased scheduling sequences that reflect the current BSCC jail construction SB 863 funding process. The recommendations are summarized in a matrix format that lists the Statement of Probable Construction Costs identified for the proposed project.

A priority objective of the **Phase I** BSCC Senate Bill 863 Adult Local Criminal Justice Facilities Construction Funding would not only address selected major facility infrastructure and deficiencies / shortfalls, but would begin alleviating the impact the AB 109 Realignment Act is currently having on the County jail. The **Phase II** immediate and short-term listing of other jail projects called for within 1–7 years has been structured to address remaining jail infrastructure building gaps. The **Phase III** recommendations focus on longer term programming and jail construction (within 8–15 years) associated with other construction projects that would improve overall operations and expand space for jail functions. The Statement of Probable Costs shown in the recommendation matrix include both construction and project-related costs for Recommendation #1. The remodeling projects will require other non-state funding sources because they will not qualify for BSCC funding through SB 863 legislation.

Colusa County Sheriff's Office Correctional Services Division

Recommendation	Scope of Work	Probable Construction Cost
Phase I: Senate Bill 863 Programming & Jail Construction Project		
Board of State and Community Corrections (BSCC) SB 863 Jail Construction Funding		
Recommendation #1	SB 863 – SB 863 New Housing Unit - Program, design and construct a new stand-alone housing unit east of the existing jail. The new housing unit would accommodate a medical / dental clinic, a small pod with safety cells and a respiratory isolation cell, 96 replacement beds in six pods, a re-therm kitchen, and other necessary support space.	\$20,000,000 ⁽¹⁾
Phase II: Short-term Programming and Jail Construction (Within 1–7 Years)		
Other Colusa County Capital Construction Funding Sources		
Recommendation #2	New Corridor – Program, design and construct an interior renovation project to create a corridor connecting the existing secure circulation near intake and the new corridor of the addition. This corridor would replace existing circulation in the eastern housing unit.	\$137,000 ⁽²⁾
Recommendation #3	New Program Rooms – Program, design and construct an interior renovation project which would convert three of the existing dormitories to two program rooms for group therapy and art programs. These rooms would be adjacent to the corridor addressed in Recommendation #2.	To be determined
Recommendation #4	Renovate Intake – Program, design and construct an interior renovation project which would modify and relocate two holding cells in the Intake area and would result in direct visual control of the new corridor addressed in Recommendation #2 from central control.	To be determined
Recommendation #5	Convert Existing Programs Space – Program, design, and construct a renovation project which would convert the existing program space north of the east wing to a welding and a small engine repair program shop.	To be determined
Recommendation #6	Security Electronic Upgrades - Assess, develop program and repair / upgrade all security electronics, control panels, cameras, and head-in equipment, to provide a functional security electronic system. ¹	To be determined
Recommendation #7	Security Hardware – Assess and repair / replace all security locking devices essential to the jail operations. ¹	To be determined

Recommendation #8	Deferred Maintenance – Assess and repair / replace essential systems to maintain the effectiveness of the jail operations. The maintenance will include HVAC, roof, life safety, and other miscellaneous identified projects. ¹	To be determined
Phase III: Long-Term Programming and Jail Construction (Within 8-15 Years)		
Other Colusa County Capital Construction Funding Sources		
Recommendation #9	New Intake – Program, design, and construct a new intake facility where the existing metal warehouse building currently sits.	To be determined
Recommendation #10	New Administration – Program, design, and construct a new administration and visitation center adjacent to new intake facility.	To be determined

1. For Recommendation #1, the Statement of Probable Costs shown in the recommendation matrix is total project cost, including both construction cost and other project-related "soft" costs.
2. For Recommendation #2, the Statement of Probable Costs shown is construction costs only. This project cannot occur until the new jail is constructed and inmates have been moved out of the existing jail. It does not qualify for BSCC funding through SB 863 legislation, and will require future County funding including "soft" costs that cannot be estimated at this time.

Scope and Areas to be Improved with the SB 863 Jail Construction Project

The Needs Assessment Project has identified several deficiencies which need to be corrected at the Colusa County Jail which are priorities of Colusa County's SB 863 funding application. The consultants have specifically identified the need to (1) provide adequate programming, treatment, and recreation space, (2) provide adequate medical and dental exam space, (3) provide safety and respiratory isolation cells, (4) expand support space for medical and treatment staff (5) replacement substandard / unsafe linear housing, and (6) lay the foundation for a phased jail replacement project at the existing site.

The AB 109 Realignment Act has resulted in more criminally sophisticated inmates with longer sentences needing more treatment and services than traditional county inmates. The Colusa County Jail is, therefore, crowded and lacks appropriate beds to accommodate peak populations, a means to separate distinct classifications, and space for rehabilitative programs. The majority of the existing housing is dormitories designed with open-bar cell fronts. Some of these open-bar front dormitories open into the primary circulation to program areas which serve the entire jail.

There are nine single cells but those cells lack adequate dayroom space; the area provided for dayrooms is barely wide enough for doors to swing out and therefore does not meet the requirements of Title 24.

There is a single 645 sq.ft. recreation yard that must serve the entire population of the jail. Providing inmates with adequate recreation time can be difficult, since access must be scheduled to separate inmates by gender and classification. All inmates must be escorted to recreation, which is staff-intensive and can cause conflicts with other inmate movement requirements (court, visiting, etc.).

The jail lacks adequate medical and dental exam rooms, mental health services, office space for treatment staff, and treatment space to facilitate evidence based programs that are necessary to reduce recidivism. In addition, the jail lacks any safety cell necessary to stabilize an inmate in mental health crisis, nor a respiratory isolation room that could accommodate an inmate with a contagious disease.

There are three distinct existing housing areas. Two are dormitories with dorm units arranged back to back with a plumbing chase between them and circulation encircling the housing separated only by bars. The third housing area is a wing with three maximum security pods and a dormitory accessed from it.

None of the housing was designed to be viewed from a single vantage point, and therefore observation requires custody staff to continuously walk through the facility.

The new project would allow for the replacement of the existing general housing (constructed with linear, open-bar front cells) with six modern housing pods, comprised of cells and / or dormitories on tiers totaling 96 beds. In addition, a small medical / mental health pod with two safety cells and a respiratory isolation cell will be included. All housing units, including the medical / mental health pod, would be visible from a central elevated control station and additional accommodations can be made for direct supervision stations within each pod.

A new medical and dental clinic would include a medical exam room, a dental exam room, treatment staff offices, and inmate holding / waiting. The treatment staff offices would have direct access to the medical / mental health pod.

The new project would include an administrative area to accommodate staff who will operate the new housing unit. In addition, support services areas would include deliveries, storage, and a re-therm kitchen. Locating these functions in the project could allow the County to systematically demolish and replace the older parts of the jail facility over time.

Because the specific needs align with the funding criteria contained in SB 863, the consultant team is recommending that the Sheriff's Office apply for State funding which would enable the County to address these critical space needs within its jail system. The consultants in conjunction with jail staff have explored strategies to improve the secure operations and conditions at the Colusa County Facility on multiple fronts. The proposed project will provide:

- (a) the addition of a pod containing two safety cells and a respiratory isolation cell;
- (b) new medical and dental exam rooms;
- (c) treatment staff offices and pharmacy / lab;
- (d) the addition of six replacement housing pods to replace substandard linear housing, provide the required dayroom and yard space, and provide dedicated and shared program spaces accessible directly from each pod;
- (e) new receiving, storage, and re-therm kitchen
- (f) new jail staff support space

The SB 863 jail expansion project will be the first step in a phased replacement of the Colusa County Jail. It will allow for the systematic upgrade of an outdated facility and allow the Colusa County Jail to transform into a state-of-the-art facility that is safe, secure and efficient. Furthermore, it will allow for the addition of program spaces and treatment services that reduce recidivism and support rehabilitation.

See Appendix D: Colusa County Jail Space Lists for the Preliminary Programming and Space Allocations for the SB 863 Project

Phase I: Senate Bill 863 Programming and Jail Construction Project

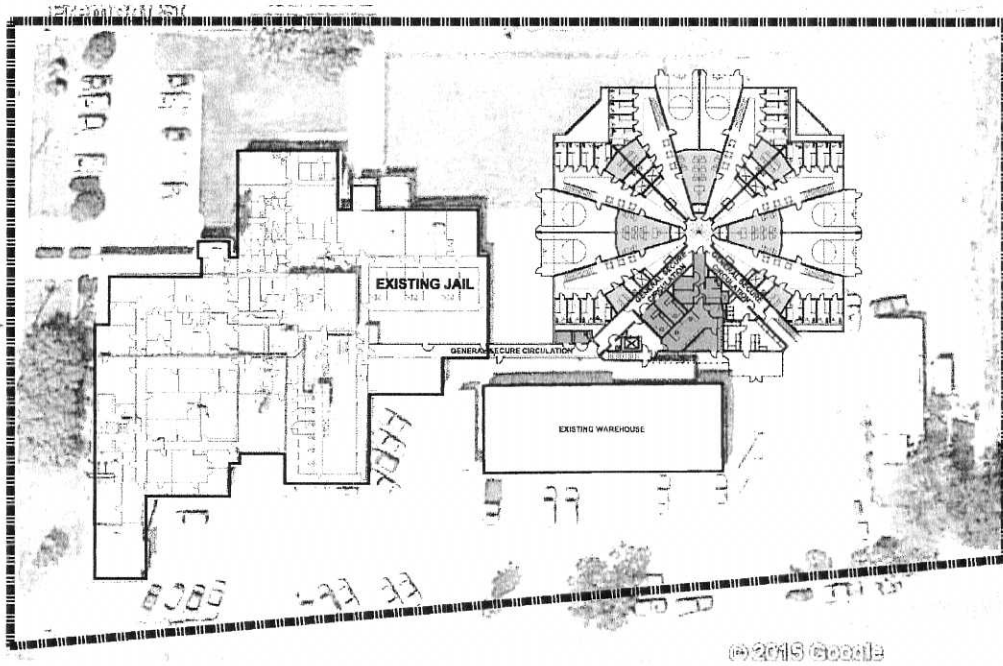
The following narrative describes the key elements and programming associated with each recommendation the consultant team and Sheriff's Office believes should be included in a funding application prepared and submitted to the BSCC for SB 863 Jail Construction funding.

Recommendation #1: SB 863 New Housing Unit - Program, design and construct a new stand-alone housing unit east of the existing jail. The new housing unit would include:

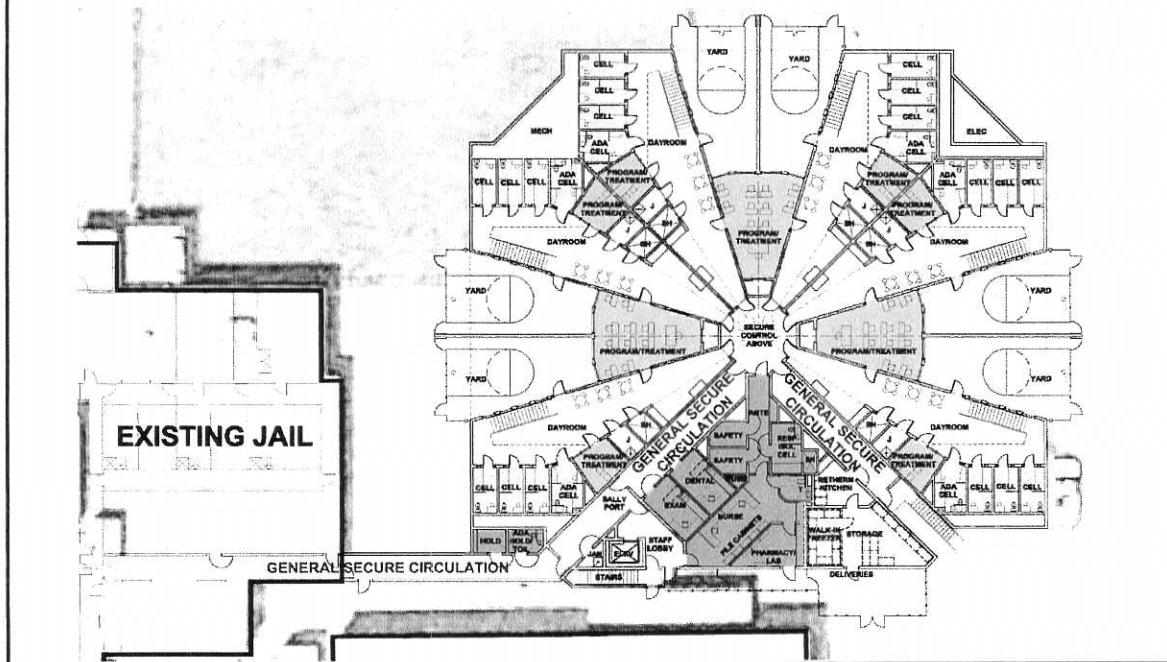
1. A small pod containing two safety cells and a respiratory isolation cell. The circulation space in this pod would be visible from both the over-watch control as well as the adjacent staff area.
2. A clinic will be located along the secure circulation corridor and will include a medical exam room and a dental exam room. Both the medical and dental exam rooms will have secure one-way visibility from the adjacent staff area. The clinic will also have a holding cell and an inmate toilet.
3. A small clinical staff area will accommodate two workstations, a staff toilet, records storage, a copy area, and a pharmacy / lab room. The staff area will have one-way visibility into the adjacent exam rooms and into the medical and mental health pod.
4. Six 16-bed pods to serve a diverse range of classifications. The units would accommodate medium and maximum security inmates including mental health and administrative segregation inmates, in a mix of double cells and dormitories in tiered pods. A large program treatment / classroom, accommodating ten inmates, would be shared by a pair of housing pods, with direct access from each of the two dayrooms. All six pods would also have dedicated program / interview rooms as well as access to dedicated yards. Cells / dormitories would be served by rear plumbing chases. The resulting design will maximize the time that inmates can be out of their cells receiving treatment, programs, and recreation. The flexible design accommodates an over-watch custody control station as well as infrastructure to allow for direct supervision of pods if staffing allows.
5. Support services areas would include a re-therm kitchen, storage and deliveries. Locating these functions in the project would support the new inmate housing and could allow the County to systematically demolish and replace the older parts of the jail facility over time.
6. A secure corridor to the existing jail.
7. An administrative area to accommodate staff who will operate the new housing unit.

The following two pages include the concept drawings and the Budget Summary Table that have been prepared for the proposed project in support of the SB 863 Jail Construction Funding application.

Colusa County Jail Proposed SB 863 Construction Project Site Plan



Colusa County Jail Proposed SB 863 Construction Project Building Plan



The following Table provides a summary cost estimate of the SB 863 Jail Construction Project

SB 863 BUDGET SUMMARY TABLE

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$ 16,875,000	\$ -		\$ 16,875,000
2. Additional Eligible Costs*	\$ 1,594,000	\$ -		\$ 1,594,000
3. Architectural	\$ 577,000	\$ -		\$ 577,000
4. Project/Construction Management	\$ 938,000	\$ -		\$ 938,000
5. CEQA	\$ -	\$ 41,000		\$ 41,000
6. State Agency Fees**	\$ 16,000	\$ 125,000		\$ 141,000
7. Audit		\$ 32,000	\$ -	\$ 32,000
8. Needs Assessment		\$ 99,000	\$ -	\$ 99,000
9. Transition Planning		\$ -	\$ -	\$ -
10. County Administration			\$ -	\$ -
11. Land Value			\$ -	\$ -
TOTAL PROJECT COSTS	\$ 20,000,000	\$ 297,000	\$ -	\$ 20,297,000
PERCENT OF TOTAL	98.54%	1.46%	0.00%	100.00%

Notes: All numbers are rounded to the nearest \$1,000 per BSCC requirements.

For further information, refer to **Section 7: Jail Facility Construction Plan** of the 2015 Jail Needs Assessment Update.

SECTION 2: INTRODUCTION AND METHODOLOGY

Colusa County Jail Needs Assessment Update

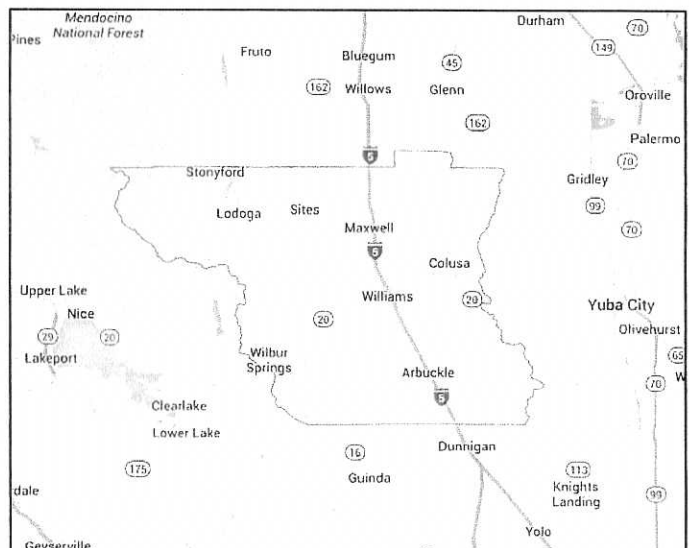
Introduction and Background Information



Dayroom at Dormitory

Located in the Sacramento Valley in the State of California, Colusa County is situated in a geographically diverse region. The County includes an area of 1,156 square miles. Elevation ranges from 7,056 feet at Snow Mountain, on the western boundary, to 35 feet at the Sacramento River, on the eastern boundary. Much of the Sacramento Valley in the eastern part of the County is used for agriculture. The foothills to the west are used for livestock grazing, and the far western part of the county is in the Mendocino National Forest. The County is also home to the Colusa National Wildlife Refuge, Delevan National Wildlife Refuge and parts of the Butte Sink National Wildlife Refuge and the Sacramento National Wildlife Refuge.

As of the 2014 census estimate, the population of the County was 21,419. Colusa, the County seat, has a population of 5,950 (2013 Census estimate) and is approximately a 1 hour drive north northwest of Sacramento. Incorporated communities within the County are Colusa and Williams. In 2010, the racial make up of the County was 64.7% white, 0.9% African American, 2.0% Native American, 1.4% Asian and Pacific Islander, 27.3% from other races, and 3.6% from two or more races. Those identifying as Hispanic or Latino of any race were 55.1% of the population. The median household income in the County is \$52,158 in 2013 dollars. The County is bordered on the north by Glenn County, Yolo County to the south, Butte and Sutter and Counties to the east and Lake County to the west.



Colusa County Area: 1,156 sq. miles

The Colusa County Sheriff's Office operates the County's only Type II jail facility located at 929 Street, Colusa, California. The jail was built in 1962 and occupied in 1963 as a component of the new Sheriff's Office building. The entire jail complex has a Board of State and Community Corrections (BSCC) rated capacity for 92 inmates. The 53 year old jail includes a mix of 12 single cells and 9 dorms ranging in size from 8 to 12 beds each. The County jail houses both pretrial and sentenced male / female offenders. The jail also, since October 2011, houses AB 109 Public Safety Realignment Act County Jail Prison (N3), 3056 PC Parolees, Post Release Community Supervision (PRCS) offenders, and flash incarceration Probation Department offenders.

In order to address rising populations in the detention facility, the Colusa County Criminal Justice System has developed and implemented an array of alternative to incarceration programs and case processing procedures which allows the jail system to function within the limits of available custody beds. Continued increases in inmate populations, particularly as a result of the State AB 109 Public Safety Realignment Act, is seriously impacting crowding and inmate management issues in the adult detention facility.

The provisions of the Public Safety Realignment Act became operative on October 1, 2011 and are prospective. Consequently, as offenders are sentenced on or after this date or released to community supervision, they are the responsibility of the County, if they meet the statutory criteria for the realigned population. The Realignment Act mandates that felons convicted of non-violent, non-serious and non-sex offenses serve their prison sentence in County Jail instead of State Prison. Offenders sentenced to serve determinant incarceration terms, whether it is in State Prison or local custody as the new law requires, will serve a term directed by the Superior Court. For offenders sentenced to a term in local custody, the new law, however, permits a judge to split a determinant sentence between custody and "mandatory supervision." The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender (N3) crimes that will be served locally (one year or more). Offenders in this category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for (N3) crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group are being revoked to the local county jail instead of state prison.

The AB 109 Realignment Act has had a significant impact on County jail custody trends. Since 2010, the average length of stay at the jail has increased by 26%. As these AB 109 inmates stay for longer periods of time there is less bed space available to house new inmates coming into the system. In addition, inmates serving longer sentences require a higher level of services, including medical treatment, mental health treatment and programming. The age and design of the existing jail cannot accommodate these additional services. The jail does not have the ability to segregate numerous classifications of inmates because of crowding and the lack of physically secure custody housing to separate inmates who should be housed in different security units because of their classification. Since the enactment of AB 109, the ADP has risen from 48 in 2011 to 79 in 2014; an increase of over 60%. In 2014, the jail had an ADP of 79 and a BSCC rated custody bed capacity of 92; with peaking and classification factors the jail is essentially full. Over the past 13 years, the jail has been processing an average of 113 bookings each month. This represents an average of 3.7 bookings per day. In September 2014, the pretrial inmate population comprised about 74.0% of the total custody bed space and the sentenced inmate population made up 26.0% of the detention bed space.

With the system-wide average daily population levels for the County Jail facility approaching the rated bed capacity, the Sheriff's Office is extremely concerned about the influx of longer term AB 109 convicted and sentenced felony defendants who require a range of counseling and services the jail cannot provide because of the lack of dedicated programming space. In order to address this situation, this Jail Needs Assessment Update Study was undertaken by the Sheriff's Office to help the agency determine if the County should apply for SB 863 Jail Construction Grant Funds that will become available through the Board of State and Community Corrections (BSCC) in the summer of 2015.

Sheriff's Office Response to Jail Custody Bed, Program and Treatment Needs

In response to the current bed capacity needs, long-term projected impact of the AB 109 Public Safety Realignment Act, and the deficiencies of the existing jail facility, the Sheriff's Office has initiated a process that includes developing a comprehensive Jail Needs Assessment Update Report that incorporates construction solutions to alleviate the most serious facility needs of the jail.

The following major components are critical to improving the County's detention system: (1) need to build; (2) need to have the criminal justice agencies working together; (3) need to utilize alternative programs; (4) new construction / additions to provide appropriate facilities to house and care for inmates requiring medical, mental health and substance use treatment; (5) new construction / addition concepts involving the use of open environment and high inmate-staff interaction; (6) compliance with California Title 15 Minimum Jail Standards. In addition, the Sheriff's Office is endorsing several concepts which they believe are critical and should be the focal points for the development of new jail facilities for the County.

- Provide a safe and secure environment for all offenders, keeping within the guidelines set forth in State of California's Title 15 and U.S. Department of Justice's Prison Rape Elimination Act (P.R.E.A.)
- Suitable housing for maximum, medium and minimum security offenders / inmates and maintaining proper security and classification to ensure reduced the risk and liability to all staff, incarcerated offenders and the public.
- Provide appropriate Medical / Mental Health Services for all incarcerated offenders.
- Partner with community based providers and other County agencies for educational programming, treatment and counseling to assist with reducing recidivism. These programs include;
 - Art Therapy
 - General Education
 - G.E.D. Preparation
 - Evidence based cognitive-behavioral therapies:
 - Moral Reconciliation Therapy
 - Thinking for Good
 - Staying Quit
 - Seeking Safety
 - Taking the High Road
 - One Stop:
 - Re-entry planning
 - Transitional housing
 - Employment assistance
 - Linking to community resources

Guidelines for Development of Future Jail Facilities in Colusa County

- (1) The facilities should be flexible in design and allow for phased construction and future expansion.
- (2) Facilities should be constructed to provide maximum security at its perimeter with layered security zones within the facility. Interior construction should be consistent with security needs of the area.

- (3) Overall security management of each facility should be maintained by a Central Control station. Central Control should be responsible for the operation of all entry and exit doors and sally ports for both the perimeter and interior zones. This station should be in a secure area that is inaccessible to inmates, visitors, and away from high traffic areas.
- (4) The jail should provide appropriate staff space to accommodate staff briefings, conferences, breaks, lunch, showers, toilets, and lockers. This space should provide staff privacy away from other facility activities.
- (5) The design should provide for maximum flexibility in its components to accommodate inmate classifications and new AB 109 programs / service needs of sentenced inmates. It should incorporate and provide alternative program space (centralized and decentralized) consistent with inmate classification.

Jail Needs Assessment Methodology

In order to assist the Sheriff's Office in addressing the rising inmate population and outdated, compacted and unsafe housing at the jail, the Board of Supervisors contracted with Vanir, Inc. to conduct a Jail Needs Assessment Update Report. The work conducted in this effort involves completing a series of planning objectives and related data collection tasks are summarized in the planning objectives chart below:

Colusa County Detention Division Needs Assessment Planning Objectives

- **Planning Objective #1:** Document the full range of jail facility needs for Colusa County.
- **Planning Objective #2:** Reconfirm the goals and operational objectives that provide overall policy direction for Colusa County's Adult Detention System.
- **Planning Objective #3:** Profile jail system processes involving felony and misdemeanor arrests and identify constraints that prohibit the jail system from resolving operational and facility-related problems.
- **Planning Objective #4:** Project the size of jail facilities and other support space requirements of the Sheriff's Office's. Determine whether or not it is cost-effective to provide facilities through remodeling or expansion of the existing facility and / or construction of new jail buildings.
- **Planning Objective #5:** Identify any practical steps that can be taken to meet the needs of the jail system while facility programming and construction is completed.
- **Planning Objective #6:** Prepare a time-phased detailed Needs Assessment Update and facility planning document the County can rely upon when making fiscal resource decisions and commitments involving the jails.

The information and data collected in responding to these planning objectives was used to prepare the updated Detention Division Needs Assessment Report. The Assessment encompasses the planning criteria and supporting information specified by the Board of State and Community Corrections (BSCC) Title 24 requirements identified in the following chart.

Board of State and Community Corrections (BSCC)
Title 24 Comprehensive Adult Facility Needs Assessment Report Requirements

1. Description of the elements of the adult criminal justice system;
2. Description of the Department's management philosophy / process;
3. Description of the current adult jail population;
4. Description of the County Jail inmate classification system;
5. Description of the program needs, including planned academic programs and special education programs, and an analysis of performance in using programs which can reduce secure facility requirements;
6. An analysis of the detentions' system trends and characteristics which influence planning assumptions about future change, including: population projections, projections of adult jail population and program costs based on continuation of current policies, and projections of the impact of alternative policies or programs on adult jail population growth and program costs;
7. A history of the system's compliance with standards including the adequacy of staffing levels and the ability to provide visual supervision;
8. A history of the adequacy of record keeping;
9. The ability to provide confidential interviews and medical exams, and;
10. Discussion of unresolved issues.

The Needs Assessment Update also provides pre-architectural planning recommendations to meet jail facility requirements through the year 2034. The Report contains the following summarized information:

- **Criminal Justice System Trends:** An analysis of County criminal justice statistics and trends including a profile of the adult population detained in the Sheriff's jail facilities; identification of existing jail system average daily population (ADP) capacity; and projections of inmate population increases including changes in the profile of pretrial and sentenced adults housed in the system.
- **Programs and Services:** An assessment of jail programs and services presently in place, including alternatives to incarceration. The report identifies options and additional services that could be developed and suggests ways to enhance or expand current programs to address present and future needs.
- **Jail Facility Requirements:** The Assessment establishes an estimate of current jail facility needs including an evaluation of the potential of existing facilities for continued and future use. Options for facility development, including construction costs of proposed facilities, are also highlighted.

Criminal Justice System Processing Trends

The preparation of the Jail Needs Assessment Study contains the following elements:

- History of the present County jail system, status of the current facilities, and descriptions of current problem areas.
- Review of the basic mission, goals and objectives of the County jail system and the operational needs of the County's adult pretrial and sentenced jail facilities.
- Review of present processing of adult offenders from booking to release and preparation of detainee profiles.
- Review and evaluation of reasonable alternatives to incarceration and the extent to which these alternatives have been utilized by the County.
- Evaluation of specific custody needs, including level(s) of security, program, housing, and administrative space.
- Evaluation and recommendations regarding the utilization, modification, or expansion of the existing jail facilities and potential site locations for additional facilities.
- Consideration of various alternatives to meet the current and future needs of the County's jail facilities, staff and programs within Colusa County.
- Development of a time-phased Construction Plan that specifies adult jail facility requirements to guide the County during the next 20 years.

As part of the background work associated with the preparation of the Needs Assessment, the following trend information was compiled from published and unpublished data collected by the California Department of Finance, California Attorney General's Office Bureau of Criminal Statistics, and the BSCC. Other trend information was developed from the Sheriff's Office's Custody Records. This information was intended to provide an overview of basic justice system processing trends in Colusa County.

Jail Needs Assessment Planning Information

- (1) County-wide adult population trends
- (2) Adult arrest trends
- (3) Jail booking and ADP population trends
- (4) Trends in Court sentencing practices including AB 109 Realignment Act and impact of Proposition 47 on custody bed needs
- (5) Pretrial and sentenced release trends
- (6) Average length of stay trends

The specific information considered in the Study of these basic criminal justice processing trends included:

- (1) **Adult Population Trends:** Data showing growth comparisons between adult and total county-wide population for the period 2010–2034 was examined. The annual growth rate in adult male and female population for the period was also considered.
- (2) **Adult Arrest Trends:** Adult felony and misdemeanor arrest trends for the period 2004–2014 was examined. Changes in arrest rate patterns for specific offense categories was also collected and analyzed. Specific attention was directed to identifying changes in the percentage of arrests involving serious felony crimes of violence and weapons, alcohol / non-alcohol related crimes and the proportion of arrests between adult male and females.
- (3) **Jail Booking and ADP Population Trends:** Total jail bookings for the period 2002–2014 was examined. Specific attention was directed to identifying average daily bookings, total pretrial and sentenced bookings, and male/female booking trends. Average daily jail population (ADP) trends for the same period were also examined. Specific attention was directed to changes in pretrial / sentenced and male / female ADP levels.
- (4) **Average Length of Stay Trends:** Data from 2006 to 2014 showing the average length of stay trends for pre and post AB 109 jail populations was collected and analyzed. Data included the average length of stay (ALS) for pretrial and sentenced defendants released through the jail system.

A key aspect of the background information compiled for the Needs Assessment Update examined jail booking and population growth trends by custody status. This data highlighted comparative changes in the number and percent of offenders booked and released at the County jail.

Inmate profile data was also assembled from inmate history records and jail population reports prepared monthly by the Sheriff's Office's Custody Division and through interviews with custody staff. The data examined selected characteristics of the jail population by inmate classification and custody status.

Profile of Existing County Jail Facilities

Through observation of facilities, interviews with jail managers and staff, and analysis of basic operating procedures, a profile of Colusa County's jail facilities was developed. The profile includes an analysis of procedures used to process inmates from the time of their entry into the facility until release, including the booking process (and problems associated with booking facilities) and how detainees are housed and handled prior to classification and assignment. Relevant population and inmate flow data was also included which showed (1) average daily population, (2) pretrial and sentenced population, and (3) trends in average daily population including shifts in pretrial and sentenced population. Other profile information focused on developing detailed data in a number of related areas including the following:

- **Configuration, Utilization, and Physical Condition of the County's Detention Facilities:** Principal items of information gathered were dimensions, structural design, current utilization of space in and physical condition of the County's jail facility; number and size of cells; availability and size of areas used for programs, services, and jail operations; history of structural changes, (i.e., additions, remodeling, etc.) also received attention. Information on physical layout, dimensions, and utilization of the detention facilities was developed by "walk-through," observation, measurement, and sketching. Information on history of the facilities was obtained directly from jail personnel.

- ***Physical Layout of Jail Site:*** Principal items of information included dimensions, physical characteristics, and utilization of the site on which the jail facilities are located. Facility information was developed by physically measuring and mapping.
- ***Jail Programs and Services:*** Information gathered concerned the current programs, services and conduct of essential jail procedures. Information on all programs, services, and procedures was gathered through interviews with jail administrators, command staff, Probation staff, and staff who administer programs.

Jail Population Projections

Detailed projections of adult jail system populations through 2034 were prepared. Prior to the development of the projections, the consultant team considered several data collection issues including review and analysis of recent and expected trends at the state level which might impact detention system population (including AB 109 Public Safety Realignment).

The consultant team also collected trend data involving historical growth in the County's population including total growth and growth rates, especially involving the adult population base. Population growth projections developed for the County for the period 2010–2034 prepared by the California Department of Finances Demographic Population Projection Unit was also collected and analyzed. The analysis considered (1) total projected adult population growth, (2) age composition of the projected population, (3) longitudinal projections in terms of overall growth, and (4) annual rate of growth.

Once this data was compiled, the information was reviewed using the following analytical steps:

- Review adult detention system caseload trends and identify the volume and nature of offenses. Analysis included characteristics of the population including age, gender and other relevant demographic descriptors.
- Compare adult detention system growth (as measured by arrests, bookings, and pretrial and post-sentence jail facility ADP population composition) with general County population trends and attempt to isolate quantitative relationships.
- Consider non-quantitative trends and assumptions likely to impact adult detention system populations including state level influences (such as AB 109 Public Safety Realignment) as well as local sentencing practices.
- Project the adult detention system population over the 5, 10, 15 and 20 year planning period employing (a) projected adult population growth for the County, (b) relationships linking overall population growth and associated population composition (age, ethnic, and gender composition) to criminal activity, incarceration rates, and (c) the profile of the current adult jail system populations.

The detention system populations were analyzed for trends and projections were made for pretrial and sentenced populations by gender and custody status for the 20 year planning period. The distribution by gender and sentence status was based on an analysis of custody status trends through 2014. The projections were adjusted to account for spikes in population and inmate management / security classification factors at the County's jail facilities.

In making the updated projections, three different methods were examined including 1) trend line projections, 2) multiple linear regression projections, and 3) incarceration rate projections. Projecting population levels under each method was determined using a computer-assisted linear regression statistical modeling method based on actual ADP experience in the jail system. Use of different projection methods provide a range of projections from which judgments can be made about future bed / cell space requirements from a planning perspective based on a variety of low to high growth forecasts.

Planning Approach and Scope of Work

To accomplish this scope of work, the study approach involved four separate and distinct sequential tasks of analysis. The four tasks of work included:

- Task 1: Review of current system problems and reconfirm goals and objectives and overall purpose of the local pretrial and sentenced jail facilities.**
- Task 2: Examination of County's current and future jail needs for the adult criminal justice system including projected impact of the AB 109 Public Safety Realignment Act and Proposition 47.**
- Task 3: Analysis and selection of feasible facility solutions.**
- Task 4: Preparation of a Jail Needs Assessment Update and Facility Construction Plan Report.**

The work that was undertaken in each of these tasks is summarized below.

Task 1: Review of Current System Problems, Reconfirm Goals, Objectives and Overall Purpose of Local Pretrial and Sentenced Jail Facility.

The purpose of this first Task was to identify and carefully understand the crowding and facility related problems faced by the County's adult criminal justice system. The work focused on developing a detailed understanding of the various schools of thought existent in Colusa County regarding problems, issues, and potential solutions for the adult corrections system. Major policy decisions regarding facilities must meet both the immediate and long-range needs of the community as well as that of the Sheriff's Office, other law enforcement agencies, Probation Department, Superior Court, and adult offenders. For this reason, the documentation of problems and other key issues were critical initial steps in the Jail Needs Assessment Update and facility planning process.

This work involved an analysis of documents related to the adult corrections in Colusa County. This included such documents as prior needs assessments; Grand Jury reports; and any County annual criminal justice plans for the last several years. Based on the results of this initial work and related data collection efforts, a list of preliminary issues were explored over the course of the Jail Needs Assessment Update Project.

Task 2: Examination of the County's Current and Future Jail Facility Needs for the Colusa County Jail, Including the Current and Projected Impact of the Public Safety Realignment Act and Proposition 47.

This Task involved a comprehensive examination of what has occurred in the County's pretrial and sentenced jail facilities in the past, especially with respect to how the existing facilities are used and how population levels have changed over time. The collection, analysis, and interpretation of the data was intended to show who has been detained, the volume and pattern of bookings / admissions, how long adult offenders are detained, and method of release. The resulting analysis provided the baseline information for assessing the programs and facility recommendations projected for detention facilities for future years.

A key aspect of the projections involved making determinations of what County criminal justice officials want to occur in the future. Critical policy decisions concerning how the jail system is to be used and which kinds of programs and alternatives may be acceptable or desirable were examined. The analysis that was carried out involved:

- Developing a profile of County's jail population and programs.
- Documenting the operation of the County's criminal justice system (crime, law enforcement, prosecution, courts, probation, etc.).
- Identifying key issues in terms of how criminal justice system operations affect the County's pretrial and sentenced jail facility including the impact of AB 109 and Proposition 47.
- Considering a range of "alternative" programs (other than jail / incarceration) which may be desirable or necessary.
- Documenting the trends in population growth, adult crime, and incarceration rates which will affect the County's future need for jail beds and other programs.
- Validation of projected needed jail beds and incarceration alternative programs for the next 5, 10, and 20 years.

The data gathering and analysis process evaluated "key" criminal justice system processes and procedures. The effort focused on compiling information from multiple sources which were used to identify solutions for any problems affecting the jail system and provided the basis for projecting jail capacity requirements during the next 20 years. These sources included the following:

1. Analysis of published crimes, adult arrests, intake / booking, offense, and other broad case processing trends associated with the County's justice system.
2. Analysis of the monthly ADP population and occupancy counts and corresponding patterns occurring over the past several years.
3. Analysis of the composition of the jail population. Characteristics of the inmate population were analyzed during designated reporting periods and subsequent changes were analyzed over time. Inmate populations were reviewed for changes in felony / misdemeanor proportion, gender trends and security risk assessments.

Task 3: Analysis and Selection of Feasible Facility Solutions.

In order to assess overall building and construction impacts for housing and expanding inmate populations in the Colusa County jail system, a facility evaluation and construction option analysis was undertaken. The work included an evaluation of renovation and remodeling requirements to support existing the detention facility as well as new custody construction options which could be considered in a construction plan to meet future projected inmate growth and security requirements.

The work examined the configuration, capacity, utilization, security levels, and physical condition of the County's adult jail facilities. The information was intended to highlight any significant issues concerning the adequacy of the space and physical arrangement of the various jail facilities the County operates.

Based on the defined uses of space identified for each facility, an assessment of the quality of the functional use area space was undertaken. The assessment of each defined space took into account factors including (a) appropriate size, (b) efficiency / organization, (c) expansion characteristics, (d) circulation, (e) location, (f) adjacencies, and (g) level of privacy. Overall conclusions about the adequacy of a facility and its space provisions focused on standard building and design criteria as well as the systems needed to support the operation of such a facility. Discussions with staff and their opinion of the space and building systems were also taken into account when evaluating a particular space or area.

The physical plant assessment information was intended to identify any significant issues concerning the adequacy of the space, and custody / housing levels associated with the jail facilities the County operates. The resulting analysis also helped provide insight into several fundamental questions about the overall characteristics, continued use, and future expandability of the existing jail. This analysis was intended to address the following planning issues:

1. Are the local adult detention facilities sufficiently sized, configured, and in a condition from a physical plant perspective to support the security level and program requirements of the detainee population of felony and misdemeanor offenders?
2. Are there renovations, remodeling, or other building modifications which can be made to the existing facilities which would make better use of available space for staff and / or detainees?
3. Does the local jail facility contain building elements or systems which present excessive liability for the County when continuing to operate or use the facility at current ADP levels?
4. What are the likely and probable costs the County will experience in maintaining and operating the jail facilities for the expected useful life of the institutions?
5. Does the existing inventory of custody bed housing classifications match the characteristics and security profile of the pretrial/sentenced inmate populations?
6. Can the existing jail be renovated / reconfigured to meet the treatment and program needs of the inmate population?
7. Can the existing jail be practically and / or economically expanded to accommodate future increased populations?
8. If new facilities are determined to be the best option, where should they be located?

In order to plan and design for necessary capital improvements for the Colusa County adult detention system, the Project Team evaluated the detention system's infrastructure to determine where the most effective design solutions could be applied at the lowest financial impact. A second area of analysis examined the existing and future bed needs based on current population characteristics, security, classification and housing trends. The final area of the analysis provided the County with design solutions and options that were derived from the overall assessment and review of the County's jail facilities.

- **Detention Facilities Physical Plant Inventory / Evaluation:** Focuses on identifying current detention facilities strengths and weaknesses. This review evaluated the County's jail facility in Colusa. The evaluations included a review of inspection or evaluation reports that have been conducted on the facilities including the State Fire Marshal Inspection Reports, Board of State and Community Corrections (BSCC), Inspection Reports, post occupancy staff evaluations, contract drawings and specifications, deferred maintenance plans, in-house architectural reviews, planned project capital expenditure plans, and master plans.

The evaluation covered **(1) Space Standards:** reviewed for appropriate size and efficiency, expansion, capabilities, location and adjacencies; **(2) Systems:** existing HVAC, ventilation, plumbing, lighting, electronic equipment; **(3) Fire and Life Safety:** existing fire sprinklers, smoke detectors, alarms and panels, doors, emergency lighting, fire resistant materials, furniture and equipment; **(4) Security:** structural security envelope, hardware and equipment, staff sightlines and observation, sally ports, locking devices, fencing, cameras and monitors, security materials; **(5) Codes and Standards:** Board of State and Community Corrections (BSCC) Minimum Jail Facility Standards, California Administrative Codes--Titles 15 and 24, State Fire Marshal Regulations, handicapped standards, etc.; **(6) Maintenance:** structure, systems, grounds; and **(7) Infrastructure:** administration space, food service, laundry, visiting, intake / release, programs, exercise / recreation, central control, medical, circulation, parking, transportation, storage. The goal of the analysis was to determine the condition of the existing facilities and the practicality of renovations, modernizations or additions.

Assessments of the current condition of primary building elements and systems were made in terms of the extent to which they may require maintenance or repair. Judgments about the systems / elements also considered factors involving the quality of materials and workmanship, reoccurring failures, levels of expenditures on maintenance, and how recently a repair or upgrade may have been made. For equipment, the ratings considered periods of inoperability, cost of keeping the machinery operational, and the ease or difficulty of getting parts and service. The review and subsequent evaluation ratings focused on such areas and issues as:

Building System	Condition
Roof	Leaks, bubbles, cracks, loose tiles.
Exterior Walls	Cracks, condition of surface.
Structure	Visible signs of structural problems, cracks in walls, floors or ceilings.
Windows	Operate and lock properly, glazing, sealants, screens clear for ventilation.
Doors	Operate and lock properly.
Interior: Floors	Condition of surface, cracks.
Interior: Ceilings	Condition of surface, cracks.
Heating, Ventilating and Air Conditioning	Operation, reliability, level of maintenance required / available.
Plumbing	Operation, reliability, surfaces, ability to keep clean, level of maintenance required / available.
Electrical System	Operation, reliability, safety, level of maintenance required / available.
Lighting Systems	Operation, safety, level of maintenance required / available.
Communications	Operation, reliability, level of maintenance required / available.
Security Equipment and Systems	Operation, reliability, level of maintenance required / available.
Physical Security Items	For locks, doors, windows, fences, operation, reliability, level of maintenance required / available.
Fire Safety Monitors and Fire Sprinklers	Operation, reliability, level of maintenance required / available.
Kitchen Equipment	Operation, reliability, level of maintenance required / available.
Site Paving	For parking and walks: paved or not, cracks, potholes, smooth for safety and handicap access.
Outdoor Exercise	Paved or not, cracks, potholes, smooth for safety and handicap access.

In order to identify and analyze existing uses of space in the jail facility, the total square footage was broken down into 17 defined functional use categories. The functional use areas considered in the facility evaluation are those generic spaces found in detention type facilities, where personal liberties of the "housed" are curtailed or restricted. Analyzing the 17 functional use areas allow a facility containing numerous different spaces to be categorized and compared, averaged, and described. The breakdown of space within the facility was based on the following functional use areas. The definitions of the space contained in each area followed Board of State and Community Corrections (BSCC) standards. (See **Appendix C: Colusa County Jail Facility Functional Use Area Definitions**)

Jail Facility Functional Use Areas	
1. Administration	10. Housing / Dayroom
2. Visiting / Lobby / Public	11. Interior Circulation
3. Food Service	12. Vehicle Sallyport
4. Central Control	13. Outdoor Circulation
5. Maintenance / Storage / Utility	14. Quasi-Outdoor Circulation
6. Laundry	15. Outdoor Recreation
7. Intake / Release	16. Quasi-Outdoor Recreation
8. Medical / Mental Health	17. Non-Jail – Sheriff's Administration
9. Inmate Programs	

Information on physical layout, dimensions, and utilization of the detention facility was developed by "walk-through," observation, measurement, and sketching. Information on the history of the jail facility's defined use was taken directly from facility personnel.

Based on the defined uses of space identified for the facility, the consultant team made an overall assessment and rating of the quality of the existing space in the jail facility. The evaluation of the physical plant was completed by a member of the Project Team, working in conjunction with County maintenance staff, who has been professionally involved in reviewing numerous detention facility designs throughout the State. The ratings assigned to functional use areas were based on the following factors:

Factors Considered in Assessing the Quality of Jail Functional Use Areas

1. **Space:** Appropriate size, efficiency / organization, allows expansion, circulation, location, adjacencies, and privacy.
2. **HVAC:** Air circulation, heat, cooling, controls, supply, return, ventilation, and insulation.
3. **Plumbing:** Adequacy, toilets, sinks, urinals, partitions, water heater, faucets, drinking fountain, insulation, and showers.
4. **Lighting:** Adequacy, lighting controls, level, light lens, natural light, and energy efficient.
5. **Noise:** Noise level, noise control, acoustics.

6. **Systems:** Paging, speakers, cameras, monitors, intercom, duress, press to talk, and radio.
7. **Fire Safety:** Smoke detectors, heat detectors, pull stations, alarm panel, smoke evacuation, alarm, emergency lights, fire escapes, auto door closures, fire sprinklers, halon, wet stand pipes, dry stand pipes, crash door hardware, adequate exiting, materials, wire glazing, and fire rated doors.
8. **Security:** Maximum hardware / doors, medium hardware doors, minimum hardware doors, staff observation, sightlines, secure control station, sally port, security glazing, walls, ceilings, floors, secure cells, structural soundness, safety cell, secure from within, secure from outside, fixtures, and furnishings.
9. **Handicap Access:** Doors width, door swing, grab bars, ramps, washbasin, toilet, restroom facilities, toilet stall, water fountain, curbs, parking, telephone, recreational facilities, elevators, emergency exits, isles, classroom furniture, and cells.
10. **Structure:** Wall finish, floors covering, ceiling finish, windows / glazing, doors / hardware, furniture, equipment, and fixtures.

The resulting analysis was used to help provide insight into several fundamental questions about the overall characteristics, continued use and future expandability of local jail facilities.

Overall conclusions about the adequacy of a facility and its space provisions incorporated the evaluator's professional knowledge of standard building and design criteria as well as the systems needed to support the operation of such a facility. In some instances, discussions with staff and their opinion of the space and building systems have also been taken into account when evaluating and developing a composite rating of a particular space or area.

- **Jail Facility Bed Capacity / Security Needs:** Focused on identifying the type of jail bed needs based on incarceration rate trends and future projections. The review included (1) a review of attitudes toward jail incarceration; (2) a review of systems operations and inmate classification (3) a review of growth and crime rate; (4) identification of future jail bed needs; and (5) a determination of jail housing classification types. The goal was to determine the current and future needs for specific types of beds, including supporting ancillary spaces.
- **Construction Options Analysis:** Focused on developing a construction options analysis that identified several preliminary design solutions and their operational and construction cost implications. Preliminary solutions included traditional inmate housing as well as other non-traditional housing configurations (substance abuse treatment, mental health treatment, etc.). The goal was to provide a plan that was (a) cost-effective, (b) responsive to staff needs, and (c) will satisfy current and future system needs.

Design solutions included analysis of detention facility modifications, alterations, renovations and new construction including (1) development of area space standards, (2) facility program and space requirements, (3) pre-architectural facility layout and diagrams, (4) facility site layout, (5) probable construction and project costs, (6) probable staffing and operating costs, and (7) a phased implementation plan.

The final work in the Jail Needs Assessment Update Report concerned the selection of facility solutions which best address the problems identified with the County's jail system. The jail system needs identified in previous jail studies combined with the new jail profile, system processing trends, and population projections were translated into facility requirements which cover the following topics: (a) review of goals and objectives, (b) projections of facility type over the planning period, (c) list of programs and services the jail system runs or intend to run, and (d) estimates of space needs for each function. This information formed the basis of the following:

- **Specifications of Facility Requirements:** Projected jail facility requirements to guide Colusa County over the 20 year planning period. Specifications of facility requirements were outlined in terms of the following:
 - Type and number of jail facilities required including security levels and support space.
 - Timing that will be required.
 - The cost-effective approach to provide required facilities through remodeling and / or expansion of existing jail space and / or construction of a new jail.
 - Estimated location of required jail facilities.

Task 4: Preparation of Jail Needs Assessment and Construction Plan Report.

Once the Sheriff's Office considered the results of data collection tasks and identified facility solutions and organizational support requirements, a draft report was written. The report outlined needs and recommendations for resolving operational and facility issues confronting Colusa County's jail system. The draft report was reviewed and approved by the Sheriff's Office.

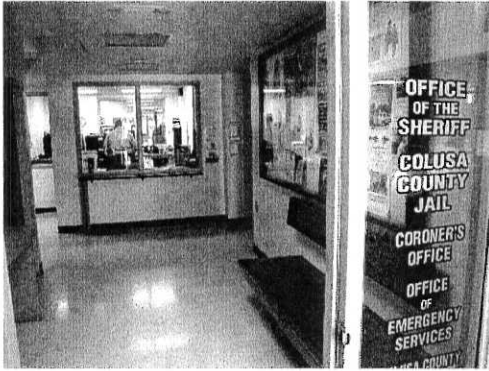
In combination, all four work tasks that were undertaken were specifically designed to identify the current problems with the County's jails and support programs and to determine the amount of space, facility design, and appropriate cost structure required to adequately handle the adult detention system needs of the County.

The data gathering analysis process was based on information available from previously published studies and supplemental data compiled in response to key planning issues identified in the course of the Study. The information also gave the Sheriff's Office an updated general profile of who is being detained, offense patterns, and other basic characteristics of the adult offender population. The data also formed the basis of the recommended changes in the jail system to address the rising ADP pressure on the jail facilities, services, treatment and programs.

SECTION 3: PREVIOUS JAIL NEEDS ASSESSMENT REPORTS

Colusa County Jail Needs Assessment Update

Prior Conclusions and Recommendations Outlined in the Original Needs Assessment Study



Colusa County Jail Public Lobby

Colusa County contracted with Harris and Harris Enterprises in April 2013 to prepare a Jail Needs Assessment Update. The County has relied on the 2013 Update when addressing custody needs in its Type II adult detention facilities. The 2013 Update was prepared following the guidelines and content criteria identified in the Board of State and Community Corrections (BSCC) Title 15 Minimum Jail Standards and Regulations. This original report includes a range of important planning information about critical elements associated with the Colusa County Jail system and the Sheriff's existing jail facility located in Colusa, California.

The published report specifically examined and provided information that the consultants relied on in updating the construction needs and future facility building

recommendations outlined in this document. The 2013 Jail Needs Assessment Update includes information and data focused on Background and Methodology and:

- (A) Elements of System,
- (B) Operational Design Philosophy,
- (C) Current Inmate Population,
- (D) Current Jail Classification System,
- (E) Program Needs,
- (F) Analysis of Local Trends and Characteristics,
- (G) Adequacy of Staffing,
- (H) Ability to Provide Visual Supervision,
- (I) Adequacy of Record Keeping,
- (J) History of the System's Compliance with Standards, and
- (K) Unresolved Issues.

The information in this Section of the Jail Needs Assessment Update includes the Executive Summary Section of the April 2013 JNA, below. Based on the review of the County jail system for the 2015 JNA update, many of the findings and problems noted with the existing jail facility in the 2013 Executive Summary and throughout the document are still accurate and relevant. The entire April 2013 Jail Needs Assessment is attached to this report as an appendix for reference.

See Appendix B: April 2013 Colusa County Jail Needs Assessment Update

The 2013 Jail Needs Assessment Update was based on a previous Jail Needs Assessment prepared by Steve Reader Enterprises in 2008. The 2008 document was not used as source material for the current 2015 Jail Needs Assessment Update, but is being included in the appendix for reference.

See Appendix A: April 2008 Colusa County Jail Needs Assessment Update

Executive Summary

This Updated Jail Needs Assessment Study is a result of the cooperation and assistance of COLUSA County criminal justice professionals, County government administrators, health and program providers and the consultants hired to prepare the report. This Executive Summary provides an overview of the study process and findings. More in depth discussion and statistical data is presented later in the report.

Since the last Jail Needs Assessment was completed, the adoption of AB109 Inmate Realignment has been implemented. This has had a significant impact on COLUSA County's ability to house inmates by their proper classification. COLUSA will need additional beds as a result of AB109; however, the type of beds is severely restricted and creates an issue where disparate types of inmates are housed together. Consequently, this may expose them to civil liability.

Purpose of report

The primary goal of this Jail Needs Assessment is to provide a sound document which is user friendly, can be updated each year and can easily be used as a road map to future jail planning and budgeting. The information contained in the report should be used as follows:

- To update and identify any significant jail problems or deficiencies
- To review the current efficiencies of the County Justice System related to timely progression of arrestees through the system.
- To evaluate pre and post release programs designed to provide jail-crowding management, out of custody rehabilitation and community corrections, and ensure court appearances.
- To evaluate the ability of the jail staff to safely house and observe the inmates.
- To identify short term solutions to any significant jail problems.
- To identify and make recommendations related to areas of potential jail liability.
- To evaluate all levels of jail programs, including Title 15 mandates and rehabilitation programs.
- To compile and statistically document jail inmate demographics and bed needs.
- To identify long and short term remodel and building needs.
- To update a broad image of the size, scope and needs of future jail buildings or additions.
- To review any proposed jail or additions are efficient and compatible to serve the overall goals of all the criminal justice agencies.
- To review planning that not only enhances safety, but also affords the ability to provide health and rehabilitation programs for the inmates.

The COLUSA County Jail is smaller than many California jails and has unique operational and staffing needs related to the size of the building footprint. The current use of Sheriff's Dispatch and Records units to assist in the operation of the jail is an example of this practice. This complicates planning for a jail, which would likely be separate from the Sheriff's Department Administration and Operations Divisions, as a result additional staff costs will likely occur.

The jail is older and consists of outdated steel barred linear inmate housing design no longer used in modern corrections. There is only intermittent supervision of the inmates as an officer walks

through the hallways. This together with other older and deficient areas of the jail, coupled with the difficulty to easily attach new housing is a concern of the Sheriff and his staff.

The jail has been remodeled on three prior occasions adding greatly to the functionality and operational efficiency especially in the booking and intake area. The remodels coupled with the cleanliness of the jail can mask the fundamental problem with the jail, which are the inmate housing units.

The jail is just one of several County facility needs and as with many counties, COLUSA County has very little available funds for capital building expenditures and faces demands for new and replacement facilities which cannot be met. Jails are among the more expensive buildings to construct and present significant liability to the County if the jail does not meet constitutional requirements or public, staff and inmate safety.

While this Jail Needs Assessment can be used as a planning and budgetary tool to assist County decisions on capital projects, is not intended for use as a detailed document for construction design, funding allocation or staffing decisions.

If, in the future, a decision is made to move forward with possible construction, a more formal planning and architectural programming study is needed to provide concise costs. The next step in the process likely will entail conducting a Feasibility Study and in depth Architectural Space Program that would further develop building options, as well as more exact construction and operating costs. This Feasibility Study could also assist in determining funding sources and strategies.

Significant findings of this report

The following are some of the significant findings of the study:

- The COLUSA County Jail is a very clean and well-managed facility that complies with the 1963 and 1993 standards by which it is evaluated.
- The facility is an antiquated design typically constructed 50 years ago.
- The number of beds built in 1963 was substantial and has been significant in preventing jail overcrowding.
- The COLUSA County Criminal Justice System is very efficient and the leaders and managers of the various departments work very well together which provide for the timely adjudication of cases and movement of inmates through the court process.
- The jail will need additional beds for inmate growth in the near future.
- The jail housing units and existing inmate beds should be considered for replacement because of the many shortcomings of the 1960's linear design.

- Remodeling the existing housing units or adding on new housing units to the jail would be very difficult.
- The dual use of emergency services dispatchers to answer emergency calls and dispatch emergency personnel and help supervise and operate the jail is a concern.
- Jail staffing allocations are lean and any vacancy is a concern. When minimum staffing drops to only two officers there is a concern for safety and security.

Some of the notable problems with the existing jail

COLUSA County Jail was originally built in the 1960's and is 50 years old. While there are many concerns and recommendations later in this report, below are some of the issues:

- The 1963 building has deteriorated over time and is less energy efficient and has become maintenance intensive.
- There is no direct access from the jail to the courts, despite their close proximity, causing inefficient and unsafe vehicle transport of prisoners.
- The medical and mental health area has inadequate general use space and lacks sufficient number of cells for ill inmates, mental health beds and suicide watch beds. There is no proper waiting area for inmates causing supervision, medical privacy and security concerns.
- The shortage of lock down and separation cells for administrative segregation, gang separation and disciplinary isolation causes difficulty for classification and managing the population.

How many of the problems came about

Sheriff's Management and other County officials offered opinions as to how the jail problem reached this point:

- Lack of County, State or Federal funds for the specific purpose of building new jail additions.
- Lack of adequate ongoing local funding source for inevitable jail building needs.
- The high number of their jail beds that are not compatible for their classification of inmates, has made them non-competitive for jail funding, even though their jail is antiquated and needs to be replaced.

Incarceration rate average seems reasonable

The study of the jail indicates an incarceration rate of **28.1** for every 10,000 County residents, which is a 13.9% increase since 2008.

Incarceration rates are the number of inmates in jail per 10,000 County residents and are an important factor in determining jail beds needs. Although incarceration rates are not exactly the same from area to area, there are correlations between similar social-economic regions. Crime rates influence incarceration rates; however, another factor is the availability of community corrections programs such as electronic monitoring, work release, transitional housing, etc. The community corrections approach directs some select offenders into outside programs rather than

incarceration. Preferably, a county would utilize a balance of jail beds and community corrections. Counties with mid-range incarceration rates and few community corrections programs usually achieve this by way of court ordered early releases which over time tends to drive up crime rates.

Average length of stay

The average length of stay generally reflects the efficiency of the courts. As an example, an ALOS in the 30's (days) is an indicator that cases are not being adjudicated in a timely manner, usually the result of too many continuances. A normal range for the average length of stay would be between 12 and 24 days. COLUSA County Jail's ALOS of 14.1 in 2012 is within the normal range. There is some concern that the ALOS will increase dramatically over time with the implementation of AB109 inmates.

Significant COLUSA County Jail Housing Deficiencies

Classification Unit

COLUSA County currently does not have a separate housing unit or "pod" especially for new arrestees. The benefit of this housing allows inmates to acclimate to the jail setting after being arrested. It also allows the jail staff to observe these inmates more closely (many who come into custody under the influence of drugs or alcohol) until they recover from the shock of arrest or become completely sober. Lastly, only those inmates who remain in custody after arraignment (except those initially housed outside this unit) are subject to a full classification interview freeing the Classification Officers to focus on more important tasks such as helping to manage gang members or assisting with "OR" verification.

Mental Health (Psych) Unit

Currently COLUSA County does not have a distinct and separate housing unit or pod to house inmates with significant emotional or psychological problems. Inmates with mental health problems tend to be more suicidal as a result of their emotional instability. Housing these inmates in specialized areas allows for closer and more consistent supervision.

Disciplinary Isolation Unit

Currently COLUSA County does not have a distinct or separate housing unit or pod specifically for disciplinary isolation.

Female Housing Unit

The COLUSA County Jail has a great need for a comprehensive housing unit for female inmates. The current housing situation for females is extremely inadequate. The female inmates really only have one Classification referred to as Minimum - Medium. The female inmates with special needs are placed in various ADSEG cells about the jail.

Special housing unit for males

An ongoing issue within the COLUSA County Jail is a shortage of male beds for inmates with specialized classification needs such as protective custody, administrative segregation, mental health issues and disciplinary isolation. The jail places these inmates in ADSEG cells.

Programs to rehabilitate inmates

The Sheriff and Jail Commander as well as other criminal justice leaders expressed a concern about the lack of programs and feel strongly any future jail additions must contain program space. Innovative programs should be explored and any future jail housing additions must provide adequate space for inmate education programs.

Executive Summary Conclusion

The following document contains comprehensive information on the areas and issues discussed in this executive summary. County officials are urged to familiarize themselves thoroughly with this report to better understand the jail situation and for future policy and decision-making. County leaders should consider taking the next step in the jail planning process by initiating the Architectural Feasibility Study that includes a comprehensive space program study with detailed project and operating costs.

SECTION 4: UPDATED ARRESTS, BOOKINGS & INMATE ADP TRENDS

Colusa County Jail Needs Assessment Update

Background Information and Scope of Work



Typical Housing Unit

Vanir was retained to provide a 2015 Jail Needs Assessment Update Report for the Colusa County Sheriff's Office. Vanir's Scope of Work has focused on compiling and analyzing jail inmate population trends and bed security classification needs which have been used to prepare an updated jail inmate profile with average daily population (ADP) inmate projections. The County intends to use the 2015 Jail Needs Assessment Update to plan for a new jail facility that would be constructed with an SB 863 Lease Revenue Bond Financing award from the Board of State and Community Corrections (BSCC). This new jail facility addition will replace existing compacted, outdated and unsafe inmate housing at the in the existing jail and provide increased access to expanded programs and treatment to manage the adult offender population.

The County's previous Jail Needs Assessment Update Report was prepared in April 2009. This study showed that the Colusa County Sheriff's Office manages the County's only jail facility located in Colusa, CA. The Colusa County jail has a current rated capacity of 92 beds, exclusive of seating within inmate processing areas and transfer holding cells. The jail is rated as a Type II detention facility by the BSCC and includes a mix of 12 single cells and 9 dorms ranging in size from 8 to 12 beds each.

The facility is outdated and is experiencing a number of significant maintenance issues. The jail's infrastructure generally has become antiquated and some areas are in need of replacement. In addition, the jail's physical layout does not provide for many programmatic opportunities or reflect the needs of a modern adult jail detention facility. For example, the jail only has one outdoor recreation yard to handle male and female incarcerated populations.

Operationally, there are not enough single and double cells to meet current custody security and classification housing needs. The County jail system does not have the ability to appropriately classify inmates because of the lack of physically secure custody housing needed to segregate inmates who should be housed in higher custody units or separate units. The County jail system is also confronting the need to house inmates for longer periods of incarceration as a result of the 2011 implementation of AB 109, which is diverting a significant number of offenders from the State prison system to county jails.

As a result of these identified physical plant and operational deficiencies, the County is actively pursuing the construction of replacement custody housing and much needed inmate program and treatment space. This Needs Assessment Report updates the inmate population projections included in the previously published Colusa County 2013 Jail Needs Assessment. Part of the work for this Needs Assessment Update Report has focused on compiling and analyzing historical jail inmate population trends which have been used to prepare an updated jail inmate profile with ADP inmate projections through 2034. This updated information is intended to help support an SB 863 jail construction application to BSCC, released in June 2015.

Vanir staff worked with the Colusa County Sheriff's Office staff to collect and analyze jail inmate population data which was then used to prepare an updated population profile of pretrial and sentenced male and female inmates currently housed at the County jail facilities. The following tasks and information was compiled and analyzed by Vanir's staff in carrying out this scope of work.

Updated Colusa County Jail Inmate Population Profile

1. **Updated Inmate Projections:** Collected, reviewed and updated historical arrests, booking, ADP, and release trend data for the reporting period 2002–2014. With assistance from the jail management staff, data was also collected and summarized showing the impact that the Public Safety AB 109 Realignment legislation and Proposition 47, passed by the voters in November 2014, is having or likely will have on the inmate population housed in the jail facilities. Summary population projections were developed for the 20 year period 2015-2034 considering incarceration rates per 10,000 County adult population, length of jail stay, release patterns, gender, and security classification. Peaking and inmate classification factors were also incorporated into the projections.
2. **Jail Inmate Classification Process and Criteria:** Reviewed the current and / or proposed inmate classification policies, procedures and housing criteria used in classifying pretrial and sentenced detainees. The review of the classification system focused on identifying the specific criteria staff are using for determining single cell and multiple-occupancy housing assignments. Vanir also collected, to the extent possible, historical inmate classification trend data to understand changes in inmate housing patterns and other inmate security classification needs the facility has experienced.
3. **Other Issues Impacting Inmate Populations and Projections:** Identified and analyzed any major future developments including the potential developments in the County which could impact jail custody housing needs and classifications. Discussions also focused on the identification of any new and significant alternatives to incarceration programming the local Probation Department and Courts might be planning in response to the full implementation of the Public Safety Realignment Act which is estimated to occur in the counties by mid-year 2015.

Updated Inmate Population Profile

County detention facilities are impacted by county population growth and changes in crime rates, adult arrests, bookings, Court sentencing, and jail release trends. As part of the work undertaken for this study, Vanir collected and analyzed historical trend data that included (a) county total and adult population patterns and projections, (b) crime rate patterns and trends, (c) adult felony and misdemeanor trends, (d) jail booking and inmate population trends, (e) inmate security classifications, (f) inmates requiring mental health and medical services, (g) jail releases due to the lack of housing capacity, and (h) the impact of the AB 109 Realignment Act on jail inmate ADP levels.

Analysis of this data was summarized and the information shows the following key trends:

- **County Population Data:** California Department of Finance (DOF) census data with countywide projections through the year 2034 were analyzed for the Needs Assessment Update.

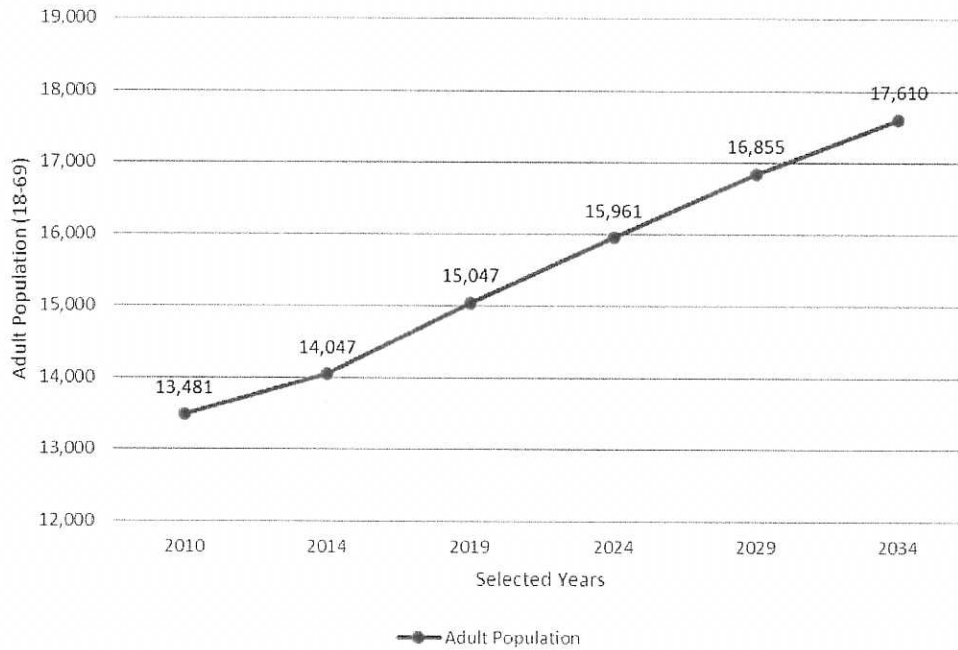
Colusa County Total and Adult Population (18-69) Projections						
Year	Total County Population		Avg. Annual Growth (Total)	Adult Population (Ages 18-69)		Avg. Annual Growth (Adult)
	Number	% Change		Number	% Change	
2010	21,642			13,481		
2011	21,731	0.4%		13,620	1.0%	
2012	21,767	0.2%		13,721	0.7%	
2013	21,987	1.0%		13,892	1.2%	
2014	22,254	1.2%		14,047	1.1%	
2015	22,555	1.3%	1.1%	14,240	1.4%	1.2%
2016	22,886	1.4%		14,453	1.5%	
2017	23,237	1.5%		14,621	1.1%	
2018	23,602	1.5%		14,832	1.4%	
2019	23,959	1.5%		15,047	1.4%	
2020	24,291	1.4%		15,218	1.1%	
2021	24,604	1.3%		15,378	1.0%	
2022	24,917	1.3%		15,573	1.3%	
2023	25,234	1.3%		15,768	1.2%	
2024	25,538	1.2%	1.2%	15,961	1.2%	1.1%
2025	25,821	1.1%		16,154	1.2%	
2026	26,109	1.1%		16,380	1.4%	
2027	26,398	1.1%		16,527	0.9%	
2028	26,689	1.1%		16,689	1.0%	
2029	26,979	1.1%		16,855	1.0%	
2030	27,258	1.0%		17,001	0.9%	
2031	27,536	1.0%		17,154	0.9%	
2032	27,798	0.9%	1.0%	17,313	0.9%	0.9%
2033	28,056	0.9%		17,472	0.9%	
2034	28,308	0.9%		17,610	0.8%	
% Change 2010-2034	30.8%			30.6%		

Source: California Department of Finance - Age, Race/Ethnicity Population Projections, 2010-2034

The demographic data shows Colusa County's total population in 2010 was 21,642 and DOF projects that the County-wide population will rise over the next 20 years to 28,308; an increase of 30.8%.

Colusa County population projections involving adults, ages 18 to 69, was selected as most representative of the population and demographic groups of residents affecting jail ADP levels. This age group is used by National and State law enforcement agencies to calculate individual county and state-wide adult arrest rate trends published annually. Key trends for the period from 2010 to 2034 show that Colusa's total adult population will increase throughout the entire period. DOF projects the adult population will grow faster than the total population from 2010 until 2019, and then will continue to grow, but at a slightly slower rate than total population through 2034. The data in the chart shows the adult population in 2010 was 13,481 and is projected to grow to 17,610 in 2034. This represents an increase of 30.6%, just slightly below the overall rate of increase in total population for the same time period.

Colusa County
Adult Population (18-69) Projection



- Reported Community Crime Patterns:** Analysis of changes in reported yearly crimes and crime rates per 100,000 population to county law enforcement agencies can provide an indication of the characteristics of a community’s crime patterns, law enforcement responses, and relationships to arrest trends which impact a county’s jail system. As part of the analysis undertaken in this study, reported crimes and crime rates for the period 2004–2013 in Colusa County were collected and analyzed. The analysis showed that in 2013, a total of 579 crimes were reported to local law enforcement agencies. Approximately 92.4% of the reported crimes involved property crimes and approximately 7.5% involved violent crimes. Arson accounted for less than 0.1% of all reported crimes.

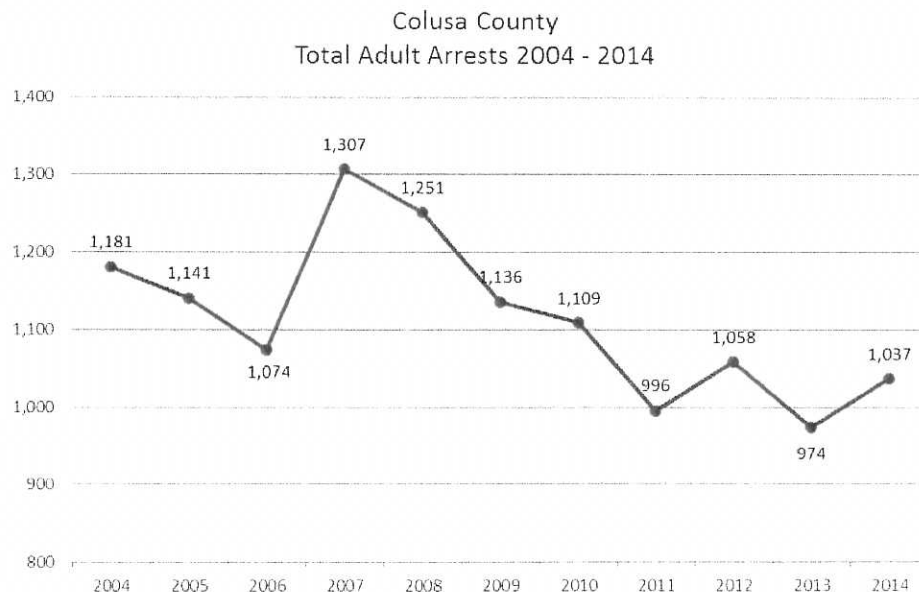
Overall, reported crimes decreased by 9.8% in Colusa County over the ten year period between 2004 and 2013. Total crime rates per 100,000 population during the same period also dropped from 3,180.7 to 2,633.4 per 100,000 population, a reduction of 17.2%. Colusa County experienced a significant drop in the actual numbers of crimes reported and crime rates from 2004 to 2013 for violent crimes, property crimes and arson.

Comparison Between Colusa County and California Statewide Crimes and Crime Rates 2004 - 2013						
Crime Category	California		Change 2004-13	Colusa County		Change 2004-13
	2004	2013		2004	2013	
Reported Crimes:						
Violent Crimes	197,432	151,634	-23.2%	59	43	-27.1%
Property Crimes	1,223,275	1,018,333	-16.8%	576	535	-7.1%
Arson	12,660	7,446	-41.2%	7	1	-85.7%
Total	1,433,367	1,177,413	-17.9%	642	579	-9.8%
Reported Crime Rates (per 100,000 Population):						
Violent Crimes	552.2	397.3	-28.0%	292.3	195.6	-33.1%
Property Crimes	3,421.5	2,668.3	-22.0%	2,853.7	2,433.3	-14.7%
Arson	35.4	19.5	-44.9%	34.7	4.5	-86.9%
Total	4,009.1	3,085.1	-23.0%	3,180.7	2,633.4	-17.2%

Source: California Department of Justice Office of the Attorney General, CISC Statistics

Similar to the downward trend in County reported crimes and rates, a comparison of California statewide crime rates per 100,000 population between 2004 and 2013 shows that crime rates statewide have decreased by 23.0% while Colusa County's total crime rate in the same period has declined by 17.2%. The crime pattern data further shows that while the County's total crime rate has declined less than the statewide average, County crime rates still remain below the statewide average. The County's 2013 violent crime rate of 195.6 per 100,000 population is 50.8% below the statewide rate and the property crime rate of 3,133.3 is 8.8% below the statewide rate. The Colusa County 2013 overall crime rate of 2,633.4 per 100,000 residents is 14.6% below the statewide rate of 3,085.1 per 100,000 state residents. The crime pattern data further shows that for the period from 2004 to 2013 Colusa County's reduction in crime rates exceeded the statewide rate reduction for violent crimes (33.1% in the County versus 28.0% statewide) and fell below the statewide reduction in property crimes (14.7% in the County versus 22.0% statewide).

- **Adult Felony / Misdemeanor Arrest Trends:** Any analysis of trends impacting adult detention facilities must consider adult arrest patterns. Arrests have major impact on booking volumes at detention facilities, on inmate population levels (ADP), and on the workload of agencies that make case processing decisions.



The analysis of overall changes in adult felony and misdemeanor arrest patterns in Colusa County shows that in 2014, law enforcement agencies arrested a total of 1,037 adult offenders; in 2004, local law enforcement agencies arrested 1,181 adult offenders. Over the past decade, adult arrests dipped from 2004 to 2006 and then peaked in 2007 at 1,307. From 2008 through 2011 arrests declined to below 2004 levels. From 2011 through 2014 total arrests have fluctuated between 974 and 1,058. Since 2011, Colusa County has averaged 1,016 adult arrests per year.

Colusa County Adult Felony and Misdemeanor Arrest Trends 2004-2014							
Year	Felony Arrests		Misdemeanor Arrests		Total Arrests		
	Number	Percent	Number	Percent	Number	Monthly Avg.	% Change
2004	356	30.1%	825	69.9%	1,181	98	
2005	377	33.0%	764	67.0%	1,141	95	-3.4%
2006	303	28.2%	771	71.8%	1,074	90	-5.9%
2007	327	25.0%	980	75.0%	1,307	109	21.7%
2008	278	22.2%	973	77.8%	1,251	104	-4.3%
2009	256	22.5%	880	77.5%	1,136	95	-9.2%
2010	277	25.0%	832	75.0%	1,109	92	-2.4%
2011	263	26.4%	733	73.6%	996	83	-10.2%
2012	327	30.9%	731	69.1%	1,058	88	6.2%
2013	339	34.8%	635	65.2%	974	81	-7.9%
2014	357	34.4%	680	65.6%	1,037	86	6.5%
Yearly Avg.							
2004 - 2009	328	27.7%	863	72.3%	1,191	99	
2010 - 2014	292	27.9%	762	72.1%	1,055	88	
2004 - 2014							
% Change		0.3%		-17.6%			-12.2%

For the past eleven years, an average of 1,115 adults have been arrested each year for felony and misdemeanor crimes. From 2008 to 2011, there was a decrease in the number felony compared to misdemeanor arrests. In 2008, 22.2% of arrests were for felonies, by 2013 felonies had increased to 34.4% of all arrests. A closer analysis of changes in average yearly adult felony and misdemeanor arrests shows, on average, felony arrests over the last five years have increased 0.3% over the previous six year period while average yearly misdemeanor arrests declined 17.6% for the same time periods. Overall, average total arrests for 2010 – 2014 declined 12.2% compared to average total arrests for 2004 – 2009.

Colusa County Adult Arrests by Gender 2004-2014							
Year	Male Arrests			Female Arrests			Total County Adult Arrests
	Felony	Misdemeanor	Total	Felony	Misdemeanor	Total	
2004	289	683	972	67	142	209	1,181
2005	295	612	907	82	152	234	1,141
2006	228	612	840	75	159	234	1,074
2007	268	797	1,065	59	183	242	1,307
2008	225	772	997	53	201	254	1,251
2009	196	693	889	60	187	247	1,136
2010	202	648	850	75	184	259	1,109
2011	208	568	776	55	165	220	996
2012	239	575	814	88	156	244	1,058
2013	249	464	713	90	171	261	974
2014	269	522	791	88	158	246	1,037
Avg. Yearly Arrests							
2004 - 2009	250	695	945	66	171	237	1,182
2010 - 2014	233	555	789	79	167	246	1,035
% Change							
2004-2014	-6.9%	-23.6%	-18.6%	31.3%	11.3%	17.7%	-12.2%

In 2014, 246 females were arrested by law enforcement agencies in the County. These arrests represented 23.7% of the total county-wide arrests which occurred that year. Approximately 76.3% of adult arrests in 2014 involved male offenders. Analysis of changes in average yearly adult male and female felony and misdemeanor arrests shows, on average, female felony arrests over the last five years have increased 31.3% comparing 2004 to 2014, while male felony arrests decreased 6.9%. Also comparing 2004 to 2014, female misdemeanor arrests increased 11.3% and male misdemeanor arrests decreased 23.6% for the same time period. For the last three years, 2012 through 2014, the numbers of male and female arrests for felonies were fairly steady while arrests for misdemeanors fluctuated somewhat.

In 2014, more than one out of every seven felony and misdemeanor arrests in Colusa County involve adults who have been arrested for serious crimes of violence and weapons charges.

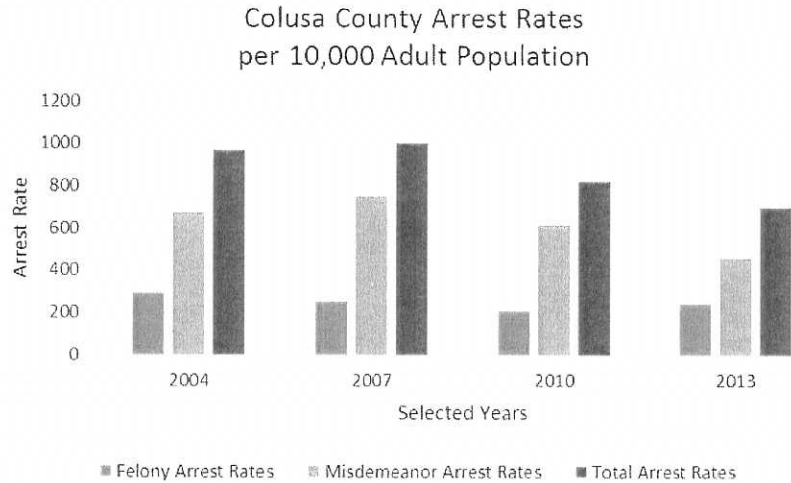
Colusa County Adult Arrests by Offense Category 2004-2014						
Year	Violence & Weapons	Property	Drugs	Alcohol	Other	Total
2004	155	88	93	347	498	1,181
2005	135	91	106	361	448	1,141
2006	164	93	90	335	392	1,074
2007	182	94	129	384	518	1,307
2008	142	63	137	323	586	1,251
2009	142	64	107	296	527	1,136
2010	134	72	145	301	457	1,109
2011	128	56	118	257	437	996
2012	132	70	164	299	393	1,058
2013	140	68	109	229	428	974
2014	161	74	129	255	418	1,037
Avg. Yearly Arrests						
2004 - 2009	153	82	110	341	495	1,182
2010 - 2014	139	68	133	268	427	1,035
% Change						
2004-2014	3.9%	-15.9%	38.7%	-26.5%	-16.1%	-12.2%

Comparing 2004 to 2014, analysis shows that adult arrests for violent crimes and weapons decreased 3.9%; adult felony and misdemeanor property crime arrests decreased 15.9%; and felonies and misdemeanors involving alcohol decreased 26.5%. Again, comparing 2004 to 2013, arrests involving drugs significantly increased by 38.7%.

Colusa County Arrest Rates per 10,000 Adult Population					
Offense Category	2004	2007	2010	2013	% Change 2004 - 2013
Felony Arrest Rates	293	251	205	244	-16.6%
Misdemeanor Arrest Rates	678	753	617	457	-32.6%
Total Arrest Rates	970	1004	823	701	-27.8%

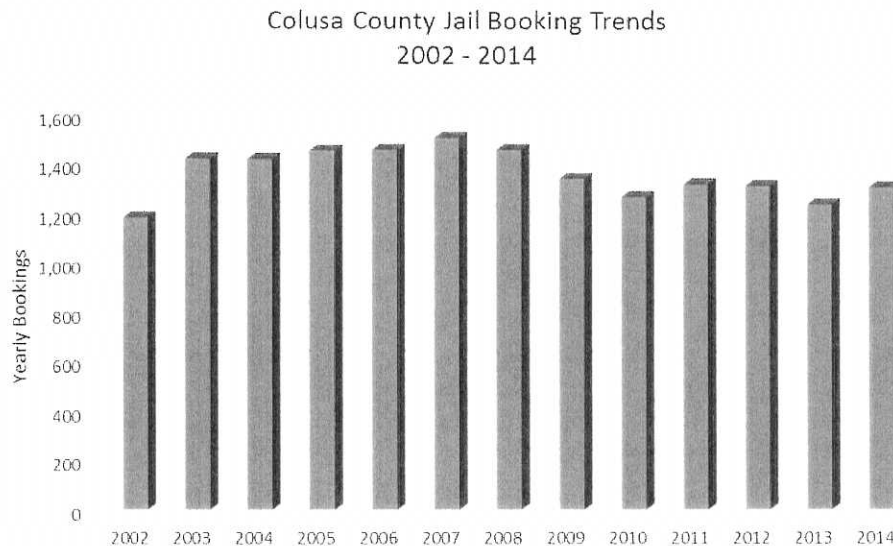
The preceding chart shows the arrest rates for felonies and misdemeanors in Colusa County for selected years. The arrest rates in this chart show how many adults were arrested per 10,000 adults residing in the County. The chart allows comparison between different years with differing numbers of arrests and County population. Looking at the adult arrest rates per 10,000 adults residing in the County for selected years, 2007 stands out as a historically high year for arrest rate. Including the effects of population growth, the adult arrest trend data shows that from 2004 to 2013 the

total adult felony arrest rate fell 16.6%, the misdemeanor arrest rate fell 32.6% and the total arrest rate per 10,000 adult population declined 27.8%.



The chart above is another way to represent the County arrest rate data. In 2013, an average of 701 adult Colusa County residents were arrested for felony or misdemeanor offenses for every 10,000 adults residing in the community. The chart also shows a steady decrease total and misdemeanor arrest rates since 2007, while the felony arrest rate stayed in a relatively narrow range.

- Jail Booking and Inmate Population Trends:** In 2014, the County jail processed an average of 109 bookings each month. Average annual monthly County jail bookings, since 2002, have ranged from a low of 99 in 2002 to a high of 126 in 2007. Over the past 13 years, monthly bookings have averaged 113 a month, or 3.6 per day. The volume of monthly bookings impacts jail ADP levels, however, the overall composition and make-up of the type of bookings occurring in the detention system have a greater impact over ADP than total bookings.



Colusa County Jail Booking Trends 2002-2014			
Year	Total Bookings	Average Monthly Bookings	Average Daily Bookings
2002	1,183	99	3.2
2003	1,421	118	3.9
2004	1,419	118	3.9
2005	1,454	121	4.0
2006	1,458	122	4.0
2007	1,507	126	4.1
2008	1,458	122	4.0
2009	1,341	112	3.7
2010	1,268	106	3.5
2011	1,319	110	3.6
2012	1,313	109	3.6
2013	1,239	103	3.4
2014	1,308	109	3.6
Avg. Yearly Bookings	1,361	113	3.7
Yearly Avg. 2002 - 2007	1407	117	3.9
2008 - 2014	1321	110	3.6
% Change 2002-2014	-6.1%		

Between 2002 and 2014, the County jail inmate population levels have ranged from a low of 44 in 2009 and 2010, to a high of 79 in 2014. The jail population has fluctuated throughout the years but, since the enactment of AB 109, the ADP has risen from 48 in 2011 to 79 in 2014; an increase of over 60%. In 2014, the jail had an ADP of 79 and a BSCC rated custody bed capacity of 92; with peaking and classification factors the jail is essentially full.

Colusa County Jail Total Inmate ADP Trends 2002 - 2014					
Year	Pretrial Inmates		Sentenced Inmates		Total Jail ADP
	ADP	Percent	ADP	Percent	
2002	25	49.0%	26	51.0%	51
2003	24	45.3%	29	54.7%	53
2004	23	46.9%	26	53.1%	49
2005	22	45.8%	26	54.2%	48
2006	28	60.9%	18	39.1%	46
2007	34	57.6%	25	42.4%	59
2008	27	57.4%	20	42.6%	47
2009	27	61.4%	17	38.6%	44
2010	30	68.2%	14	31.8%	44
2011	29	60.4%	19	39.6%	48
2012	42	64.6%	23	35.4%	65
2013	45	65.2%	24	34.8%	69
2014	54	68.4%	25	31.6%	79
% Change	116.0%		-3.8%		54.9%
Yearly Avg. ADP	32	57.8%	22	42.2%	54

*includes January through September

For the jail system as a whole, pretrial inmate population levels comprise about 68.4% of the total 2014 County jail custody bed space and sentenced inmate population levels comprise about 31.6% of the total jail's detention bed space. Over the past 13 years, the County jail's pretrial ADP population has averaged 32 inmates while sentenced ADP has average 22 inmates.

**Comparison Between Colusa County Jail and California County Jails
Breakdown of Pretrial and Sentenced Inmate ADP Levels
September 2014**

<u>Jurisdiction</u>	<u>(%) Pretrial Jail ADP</u>	<u>(%) Sentenced Jail ADP</u>	<u>Total</u>
Colusa County Jail	74.0%	26.0%	100.0%
California County Jails	62.7%	37.3%	100.0%

Another perspective on the jail's composition of pretrial and inmate population is highlighted in the preceding Chart which compares a snapshot between the Colusa County jail and California jails statewide average pretrial and sentenced inmate ADP levels during September 2014. As the data indicates, an average of 62.7% of the California county jail's bed capacities were occupied by pretrial inmates. The other 37.3% of jail beds were occupied by sentenced inmates. In Colusa County during the same reporting period, the jail's pretrial inmate ADP was higher at 74.0% while the sentenced inmate population was lower, at 26.0% as compared to a typical jail throughout the State.

Colusa County Jail Changes in Jail Pretrial and Sentence Felony/Misdemeanor Inmates Average Daily Inmate Population (ADP) 2002 - 2014									
Year	Pretrial ADP			Sentenced ADP			Total		Total Jail ADP
	Felony	Misdemeanor	Total	Felony	Misdemeanor	Total	Felony	Misdemeanor	
2002	18	7	25	7	19	26	25	26	51
2003	17	7	24	11	18	29	28	25	53
2004	16	7	23	8	18	26	24	25	49
2005	15	7	22	7	19	26	22	26	48
2006	18	10	28	6	12	18	24	22	46
2007	23	11	34	9	16	25	32	27	59
2008	18	9	27	6	14	20	24	23	47
2009	18	9	27	5	12	17	23	21	44
2010	21	9	30	5	9	14	26	18	44
2011	21	8	29	7	12	19	28	20	48
2012	30	12	42	10	13	23	40	25	65
2013	37	8	45	12	12	24	49	20	69
2014	35	20	55	11	13	24	46	33	79
Yearly Avg. ADP 2002 - 2014	22	10	32	8	14	22	30	24	54
Population %	68.8%	31.3%	100.1%	36.4%	63.6%	100.0%	55.6%	44.4%	100.0%

The 2014 average daily pretrial population of 55 includes 63.6% felony detainees and 36.4% misdemeanor detainees. The average daily 2014 sentenced population of 24 includes 45.8% felony inmates and 54.2% misdemeanor inmates. As recently as 2009 the jail housed felony and misdemeanor inmates in nearly identical numbers; in 2013 felony inmates made up about 71% of the total inmate population.

A further comparison of the overall composition of the County's jail inmate population is highlighted in the following Table which shows the breakdown of felony and misdemeanor inmate ADP levels between the Colusa County jail and state-wide jail facilities. As the data shows, in September 2014, the Colusa County jail housed a significantly higher number of misdemeanor inmates than the average of other county jail facilities throughout the State.

**Comparison Between Colusa County Jail and California County Jails
Breakdown of Felony and Misdemeanor Inmate ADP Levels
September 2014**

<u>Jurisdiction</u>	<u>(%) Misdemeanor Jail ADP</u>	<u>(%) Felony Jail ADP</u>	<u>Total</u>
Colusa County Jail	45.5%	54.5%	100.0%
California County Jails	11.6%	88.4%	100.0%

Between 2002 and 2014, the Colusa County jail had an average daily male population of 46 (84.8%) and a pretrial and sentenced female population which averaged 8 (15.2%) per day.

Colusa County Jail Changes in Jail Pretrial and Sentenced Male/Female Inmates Average Daily Inmate Population (ADP) 2002 - 2014									
Year	Pretrial ADP			Sentenced ADP			Total Male	Total Female	Total Jail
	Male	Female	Total	Male	Female	Total	ADP	ADP	ADP
2002	22	4	26	22	4	26	44	7	51
2003	21	3	24	27	2	29	48	5	53
2004	20	3	23	22	3	26	43	6	49
2005	17	4	21	24	2	26	41	6	47
2006	25	4	29	14	4	17	38	8	46
2007	30	4	34	21	4	24	50	8	58
2008	25	2	27	17	3	21	42	5	48
2009	22	4	26	16	2	17	38	6	43
2010	25	5	30	10	3	13	35	8	43
2011	25	4	29	17	3	20	42	7	49
2012	32	9	41	19	5	23	50	14	64
2013	38	7	45	18	7	24	55	14	69
2014*	48	7	55	18	6	24	66	13	79
Yearly Avg. ADP 2002 - 2014	27	5	31	19	4	22	46	8	54
Population %	85.6%	14.4%	100.0%	83.6%	16.4%	100.0%	84.8%	15.2%	100.0%

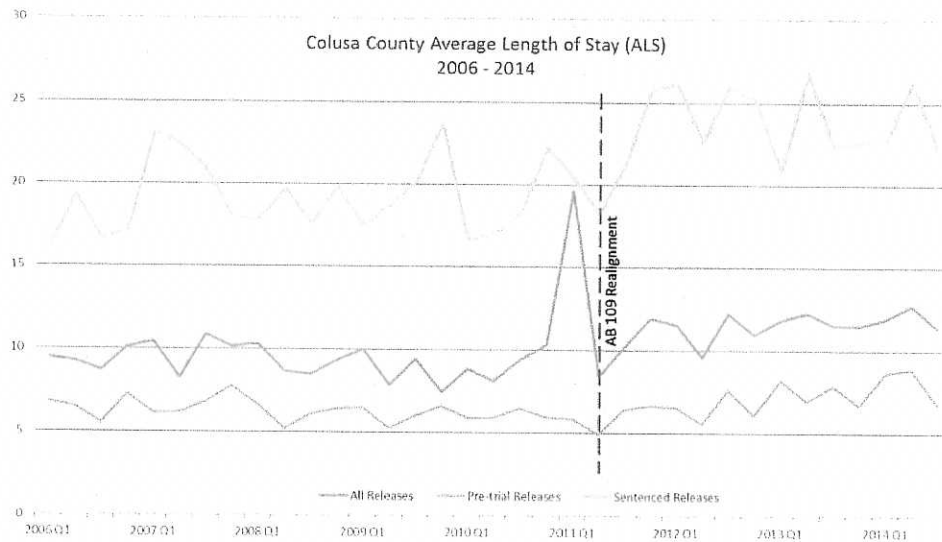
Male and female ADP have increased significantly since 2002 and both were at, or near, historic highs in 2014. The 2014 average male population was 66 and the average female population was 13. It's important to note that while both male and female inmate populations are growing, the proportion of female inmates in the system has grown from 13.7% in 2002 to 16.5% in 2014.

Average daily inmate population counts do not take into account the "spikes" and peak inmate population levels which can also affect available jail custody bed capacities and the ability of jail staff to separate and house inmates based on classification. To provide for sufficient flexibility for inmate classification and to accommodate population fluctuations, the Jail Study planning work has compiled information over the past 7 years on the jail systems peak inmate populations. Each month, the County jail reports the single one-day highest inmate count the jail facility experienced during the month to the BSCC.

Colusa County Average Daily Population Peaking Trends 2008 - 2014				
Year	Total Avg. Jail ADP	Highest Jail ADP	Monthly Average Peak	Highest Monthly Peak
2008	48	63	118.1%	138.1%
2009	43	58	117.8%	125.6%
2010	43	65	121.2%	138.3%
2011	49	67	116.6%	125.6%
2012	64	80	109.5%	115.9%
2013	69	84	110.1%	113.5%
2014	79	92	109.0%	112.5%

Over the past seven years, the highest or peak inmate ADP recorded in the Colusa County jail system was 92 in 2014. Since 2008, the average monthly peak in jail population has ranged from 9% to 21.2% above ADP. Also since 2008, the highest monthly peaking has ranged from 12.5% to 38.3% above ADP.

- Average Length of Jail Stay (ALS):** One of the most important factors in developing an understanding of a county jail's daily operations and policies that impact future bed capacity needs involves changes in average length of jail stays. Analysis of the average length of jail incarceration among inmates released from the Colusa County jail for 2006 to 2014 is shown in the following graph.



While ALS has fluctuated throughout the entire period shown in the graph above, it is important to note that since AB 109 Public Safety Realignment in 2011 the average length of stay for all types of releases has been trending up, with ALS for Sentenced Releases increasing at a faster rate than Pretrial Releases and All Releases.

Further analysis of annual quarterly data the Sheriff's Office submits to the BSCC is summarized in the following table which examines changes that have taken place with the average length of incarceration for pretrial and sentenced inmates released from the Colusa County jails over the last five years (2010–2014).

**Average Length of Incarceration for Pretrial and Sentenced Inmates
Released from the Colusa County Jail
2010 - 2014**

<u>Year</u>	<u>Average Length of Stay for Pretrial Releases</u>	<u>Average Length of Stay for Sentenced Releases</u>	<u>Average Length of Stay for all Releases</u>
2010	6 Days	19 Days	9 Days
2011	6 Days	21 Days	13 Days
2012	7 Days	25 Days	11 Days
2013	7 Days	23 Days	12 Days
2014	8 Days	24 Days	12 Days

The trend data also shows the impact on the length of incarceration AB 109 has had on the average length of jail stay. In 2010, prior to realignment, sentenced releases averaged 19 days compared to 24 days in 2014; a 26% increase. Review of the trend data also shows the Sheriff's Office has faced a rising jail population exacerbated by an increasing ALS. As current inmates stay for longer periods of time there is less bed space available to house new inmates coming into the system. The Sheriff's Office and local criminal justice system are working to expand both pretrial and sentenced alternatives to incarceration programs and policies when processing defendants charged or convicted for misdemeanor and felony offenses.

The following Table is a comparison between the average length of jail stay in Colusa County and California county jails generally. In the 3rd quarter of 2014, the average statewide length of jail stay for all releases had climbed to 30 days, the length of incarceration in Colusa County for all releases was at 11 days. While ALS has been rising in Colusa County it remains significantly below the ALS for jails statewide.

Average Length of Stay (ALS) Comparison Colusa County and Statewide Jail Average 2014 - 3rd Quarter			
Jurisdiction	ALS for Pretrial Releases	ALS for Sentenced Releases	ALS for All Releases
Colusa County	7 Days	22 days	11 Days
Statewide Average	12 Days	56 Days	30 Days

- AB 109 Public Safety Realignment:** On April 4, 2011, Governor Brown signed AB 109, the 2011 Public Safety Realignment Act. This 652 page law, alters the California criminal justice system by (a) changing the definition of a felony, (b) shifting housing for low level offenders from State Prison to local County jail, and (c) transferring the community supervision of designated parolees from the California Department of Corrections and Rehabilitation (CDCR) to local county probation departments. The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender (N3) crimes that will be served locally (one year or more). Offenders in this category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for (N3) crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group will be revoked to local county jail instead of State Prison.

CDCR estimates that at “full implementation” in 2015, the Colusa County criminal justice system will be handling an ADP of new offenders that will include **(a) 23 (N3) offenders serving felony sentences in County Jail (16 serving less than three years; six serving more than three years), (b) nine California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department, and (c) one revoked offender in County jail on State parole or local probation violations. At the current inmate population of 79, these 33 AB 109 inmates serving jail time would represent almost 42% of the inmate population.**

As the following Table shows, since AB 109 became law, the Colusa County jail has booked an average of two AB 109 newly sentenced felons a month into the jail facilities.

Colusa County					
AB 109 Offenders Serving Jail Time by Quarter					
October 2011 - December 2014					
Quarter/Year	Newly Sentenced (N3) Inmates	Post-Release Community Supervision (PRCS)			
		Booked with New Charges	Booked for Revocation Hearing	Flash Incarceration	Serving Jail Revocation Sentence
2011					
4th Quarter	8	0	0	0	0
2012					
1st Quarter	8	0	0	0	0
2nd Quarter	1	1	1	1	0
3rd Quarter	5	1	3	1	4
4th Quarter	2	0	2	1	6
2013					
1st Quarter	3	3	1	0	4
2nd Quarter	7	1	0	1	2
3rd Quarter	11	0	2	2	2
4th Quarter	2	1	3	0	1
2014					
1st Quarter	7	1	0	1	1
2nd Quarter	4	0	3	1	2
3rd Quarter	6	0	3	2	3
4th Quarter	8	0	0	1	0
Total	72	8	18	11	25
Monthly Average	2	0	0	0	1

Data collected monthly by the Colusa County Sheriff's Office and reported to BSCC about the number of Post-Release Community Supervision (PRCS) bookings, flash incarcerations, and PRCS offenders serving jail time as a result of a revocation hearing shows the County jail has been processing an average of one PRCS offender each month since October 2011. Among the PRCS offenders booked each month into the County jail facility, less than one is booked under the Probation Department's AB 109 flash incarceration provisions. Flash incarcerations cannot exceed ten days. Less than one PRCS offender is booked into the jail each month awaiting a pre-revocation violation hearing. Through the end of 2014, eight PRCS offenders have been charged with new local crimes. On the average, the jail has one PRCS offender incarcerated and serving a jail term resulting from a revocation hearing.

The table above further shows that AB 109 sentenced (N3) inmates and other realignment offenders groups has leveled off since realignment was implemented in October 2011. Quarterly numbers of AB 109 inmates in all offender groups ramped us through 2012 and yearly totals have been relatively steady through 2013 and 2014. The AB 109 sentenced inmates will continue to affect the jail system since their sentences are generally longer than traditional county sentenced inmates.

- **Proposition 47:** On November 4, 2014, California voters approved Proposition 47. The California Legislative Analyst's Office provided the following detailed description of Proposition 47:

“Reduction of Existing Penalties

This measure reduced certain non-serious and non-violent property and drug offenses from wobblers or felonies to misdemeanors. The measure limits these reduced penalties to offenders who have not committed certain severe crimes listed in the measure—including murder and certain sex and gun crimes. Specifically, the measure reduced the penalties for the following crimes:

- **Grand Theft.** *Under current law, theft of property worth \$950 or less is often charged as petty theft, which is a misdemeanor or an infraction. However, such crimes can sometimes be charged as grand theft, which is generally a wobbler. For example, a wobbler charge can occur if the crime involves the theft of certain property (such as cars) or if the offender has previously committed certain theft-related crimes. This measure would limit when theft of property of \$950 or less can be charged as grand theft. Specifically, such crimes would no longer be charged as grand theft solely because of the type of property involved or because the defendant had previously committed certain theft-related crimes.*
- **Shoplifting.** *Under current law, shoplifting property worth \$950 or less (a type of petty theft) is often a misdemeanor. However, such crimes can also be charged as burglary, which is a wobbler. Under this measure, shoplifting property worth \$950 or less would always be a misdemeanor and could not be charged as burglary.*
- **Receiving Stolen Property.** *Under current law, individuals found with stolen property may be charged with receiving stolen property, which is a wobbler crime. Under this measure, receiving stolen property worth \$950 or less would always be a misdemeanor.*
- **Writing Bad Checks.** *Under current law, writing a bad check is generally a misdemeanor. However, if the check is worth more than \$450, or if the offender has previously committed a crime related to forgery, it is a wobbler crime. Under this measure, it would be a misdemeanor to write a bad check unless the check is worth more than \$950 or the offender had previously committed three forgery related crimes, in which case they would remain wobbler crimes.*
- **Check Forgery.** *Under current law, it is a wobbler crime to forge a check of any amount. Under this measure, forging a check worth \$950 or less would always be a misdemeanor, except that it would remain a wobbler crime if the offender commits identity theft in connection with forging a check.*

- **Drug Possession.** *Under current law, possession for personal use of most illegal drugs (such as cocaine or heroin) is a misdemeanor, a wobbler, or a felony—depending on the amount and type of drug. Under this measure, such crimes would always be misdemeanors. The measure would not change the penalty for possession of marijuana, which is currently either an infraction or a misdemeanor.*

Change in Penalties for These Offenders. *As the above crimes are non-serious and non-violent, most offenders are currently being handled at the county level. Under this measure, that would continue to be the case. However, the length of sentences—jail time and / or community supervision—would be less. A relatively small portion—about one-tenth—of offenders of the above crimes are currently sent to state prison (generally, because they had a prior serious or violent conviction). Under this measure, none of these offenders would be sent to state prison. Instead, they would serve lesser sentences at the county level.*

Resentencing of Previously Convicted Offenders

This measure allows offenders currently serving felony sentences for the above crimes to apply to have their felony sentences reduced to misdemeanor sentences. In addition, certain offenders who have already completed a sentence for a felony that the measure changes could apply to the court to have their felony conviction changed to a misdemeanor. However, no offender who has committed a specified severe crime could be resentenced or have their conviction changed. In addition, the measure states that a court is not required to resentence an offender currently serving a felony sentence if the court finds it likely that the offender will commit a specified severe crime. Offenders who are resentenced would be required to be on state parole for one year, unless the judge chooses to remove that requirement.”

For this report Vanir was not able to develop a specific estimate of how the law will ultimately affect the average daily inmate population. No firm data showing the total impact that this new legislation will have on County jails inmate ADP levels has been developed. Until there is more actual experience and understanding about the policies local criminal justice agencies take with the implementation of Proposition 47 is developed, an estimate of the law's impact cannot be totally confirmed. To date a total of four offenders have had their sentences reduced as a result of Proposition 47; a negligible impact on the ADP of the Colusa County jail.

- **Alternatives to Incarceration and Inmate Programs:** Colusa County's current and continuing approach to reducing the need for jail custody beds is the result of collaborative efforts among key local agencies including the Sheriff's Office, Courts, and the Probation Department. Probation staff assess inmates for participation in alternatives to incarceration and inmate programs using the Risk & Need Assessment Tool by Noble Software Group. The primary alternatives to incarceration programs include the following:

Probation Work Release: The Probation Department administers a work release program for sentenced offenders. Participants must work at least eight hours at a work site to receive credit for one day in jail and live at home while participating in the program. Key components of the work release program include:

- Voluntary program
- Participants must meet classification / risk standards

- Participation levels:
 - 2011 – 53 completions
 - 2012 – 44 completions
 - 2013 – 41 completions
 - 2014 – 44 completions

Sheriff Work Furlough: The Sheriff's Office administers a work furlough program for sentenced offenders. Participants must work at least eight hours at a work site to receive credit for one day in jail and live at home while participating in the program. Key components of the work furlough program include:

- Voluntary program
- Participants must meet classification / risk standards for minimum security
- Due to a higher risk inmate population, no inmates have qualified for the work furlough in over a year. In prior years participation ranged from one to two participants per year.

Home Detention / GPS Electronic Monitoring: The Probation Department administers a home detention and electronic monitoring program for sentenced inmates. Key components of electronic monitoring include:

- Sentenced inmates only
- \$35.00 set up fee
- \$15.00 fee per day
- Low level offenders only, no AB 109 inmates
- Participation levels:
 - 2011 – 11 clients
 - 2012 – 9 clients
 - 2013 – 15 clients
 - 2014 – 10 clients

The Probation Department and the Sheriff also offer the following inmate programs and treatment:

Day Reporting Center / One Stop: The Probation Department operates a program called One Stop at the Day Reporting Center and in the jail. One Stop partners with other county agencies including Probation, Behavioral Health, Department of Education, Department of Health and Human Services and the Sheriff to educate probationers and inmates prior to release to determine what they will need to be successful upon release. Staff can make referrals for mental and physical health assessments, counseling services, education and vocational programs, employment opportunities, alcohol and drug treatment, housing assistance, tutoring and GED / ESL services.

Evidence Based Therapies: In the jail and at the Day Reporting Center the Probation Department offers the following evidence based behavioral programs:

- ***Thinking for Good*** – a program designed to address specific thoughts, attitudes, and beliefs which feed into antisocial and criminal behavior. This is a 10 step program which is cognitive behavioral in nature and in the same format as MRT. Thinking for Good is more basic than MRT and is ideal for offenders who are resistant to treatment opportunities.

- ***Moral Reconciliation Therapy (MRT)*** – A cognitive-behavioral counseling program that combines education, group counseling and structured exercises to alter how clients think and make judgements about what is right and wrong. MRT is used in probation and parole departments all over the country as well as state prisons and court programs.
- ***Staying Quit*** – A cognitive-behavioral approach to relapse prevention and is a “sister program” to MRT and Thinking for Good. It is an evidence based program to help clients avoid relapse by recognizing risky situations, coping with urges and cravings, avoiding users, understanding support issues and taking charge of recovery.
- ***Taking the High Road***– An evidence based drug education program for offenders which gives the most current information available on commonly used drugs of abuse. It is divided into eight modules with each module covering a major drug class or issue.

Other Jail Based Programs: The Sheriff’s Office and other county agencies such as Probation, Behavioral Health and community based volunteers offer the following programs and mental health treatment in the jail:

- Medication Management – a doctor from Behavior Health meets individually with inmates to determine medication needs.
- Crisis Intervention – on-call crisis workers (safety plans)
- Seeking Safety – personalized classes based on individual inmate needs.
- Art Therapy Group – small group classes utilizing art projects for therapy.
- NA / AA Meetings – volunteer led weekly meetings
- Religious Services – volunteer led weekly meetings
- Education Program – teachers from the County Office of Education conduct six-week sessions based on specific topics.
- Reading Readiness – volunteer led program to assist inmates to develop better reading skills.
- Law Library – legal information available to inmates on request.
- Library – reading materials for inmates.

The Sheriff’s Office, Probation Department, other county agencies and volunteers offer wide range of programs and treatment services to inmates. The current configuration of the existing jail, lack of program space and inability to segregate inmates by risk classification limits participation levels, group sizes and program offerings.

- **Inmate Security Classifications:** Vanir reviewed the jail’s booking and classification process, policies, and housing criteria used in classifying pretrial and sentenced detainees. The following Table provides a breakdown of the number and type of beds currently contained in the Colusa County jail.

**Number and Type of Custody Beds
Designed in the Colusa County Jail**

<u>Type of Cells</u>	<u>Custody Beds</u>	<u>Percent</u>
Single Cells	12 Beds	13.0%
Dormitory	80 Beds	87.0%
Total Custody Beds	1,718	100.0%

The jail system currently uses a standardized screening questionnaire to identify the security classifications for each individual admitted into the jail facility. The assessment questions cover areas including (a) age, (b) criminal history, (c) detainees / holds, (d) local jail history and behavior, and (e) present charge. Based on the information and classification process, the security levels identified for each incarcerated offender includes (a) maximum security (b) medium security, and (c) minimum security housing.

From a practical operational standpoint, regardless of an individual's classification, because the jail system lacks sufficient numbers and varieties of housing options to appropriately segregate numerous classifications of male and female inmates, the classification personnel focus housing assignments on identifying the highest security pretrial and sentenced inmates. Those inmates who have a violent offense, escape history, are gang members, have behavioral problems, have enemies in the facility, or other protective custody problems are given priority for the administrative segregation units and protective custody housing cells.

The Colusa County Sheriff's Office is required to report information about inmate security housing classification data to the BSCC, as part of the state-wide Jail Survey reporting process. This information was collected and analyzed for this study. The average daily jail inmate security housing classification ADP trends for the years 2002–2014 reported by the jail are shown in the following table. An examination of the inmate classification population trends clearly shows that since 2002, about 10% of inmates are classified as maximum security, 60% medium and 30% minimum security classifications.

Colusa County Jail Changes in Inmate Security Classifications Average Daily Inmate Population (ADP) 2002 - 2014							
Year	Inmate Security Classifications						
	Maximum Security Inmate ADP		Medium Security Inmate ADP		Minimum Security Inmate ADP		Total Jail ADP
2002	6	12%	20	39%	25	49%	51
2003	5	9%	22	42%	26	49%	53
2004	6	12%	20	41%	23	47%	49
2005	6	13%	22	46%	20	42%	48
2006	5	11%	37	80%	4	9%	46
2007	6	10%	49	83%	4	7%	59
2008	4	9%	27	57%	16	34%	47
2009	4	9%	29	66%	11	25%	44
2010	5	11%	31	70%	8	18%	44
2011	5	10%	33	69%	10	21%	48
2012	7	11%	41	63%	17	26%	65
2013	6	9%	42	61%	21	30%	69
2014*	6	8%	49	62%	24	30%	79
Yearly Avg. ADP 2002 - 2014	5	10%	32	60%	16	30%	54

*Includes January through September

Updated Jail ADP Population Projections

The following updated average daily inmate projections are based on current incarceration practices including implementation of the AB 109 Public Safety Realignment Act, County adult population changes, trends in criminal activity, and estimated impact of the new Proposition 47 legislation approved by California voters in November 2014. Incarceration practices include jail booking policies, County law enforcement apprehension practices and existing pretrial release programs and Court case processing procedures as well as the availability of alternative sentencing programs. Historical trend data and additional information was developed to project inmate population levels through the year 2034. The projections show system-wide detention population by custody status, gender, and housing classifications.

Data used to develop the projections include (a) County adult population trends, (b) reported community crime patterns and rates, (c) historical arrest data, (d) average daily jail population trends, (e) booking and release trend data, (f) length of incarceration, and (g) inmate profile characteristics. This range of statistical reference information provided the baseline data about Colusa County's correctional system which formed the planning assumptions used to project future jail population levels. The statistical reference data is presented in the first part of this section.

A series of assumptions about future populations and criminal justice activity have been developed based on past trends and understanding of the Colusa County Jail system. **These assumptions provided the basis for selecting the method that appears to give the best indication for projecting future jail population levels.** The planning assumptions include:

No. 1 – The County's adult population base (ages 18-69) is projected to rise from 14,240 in 2015 to 17,610 by the year 2034. Over this 20 year time frame, the California Department of Finance projects a fairly steady rate of growth in the adult population base from year to year that will affect jail ADP levels.

No. 2 – Over the past decade, total reported countywide crime rates have declined. Property crimes have also declined, but at a lower rate. This trend will likely continue into the future, however, reported violent and property crime rates will continue to be a factor with respect to arrests and subsequent jail bookings.

No. 3 – Hiring and deployment patterns of law enforcement patrol officers through 2034 will be similar to the general patterns experienced over the period 2002 to 2014.

No. 4 – Local community policing activities combined with law enforcement operations / services into high-risk crime areas of the community will continue as a long-term enforcement policy of Colusa County police agencies and Sheriff's Office. Targeting of gang activities and related violence will continue as a priority for law enforcement.

No. 5 – Recognizing changes recently made with the passage of Proposition 47, particularly for simple drug possession and petty theft offenses, law enforcement agencies will continue to aggressively respond to persisting serious drug problems in the community.

No. 6 – County-wide arrest patterns, with the exception of Proposition 47 type drug possession offenses, will likely not change significantly from the trends experienced over the past five years. Adult arrests will continue to fluctuate slightly from year to year, but in spite of the fluctuations in yearly adult arrests, many of the felony and misdemeanor arrests in Colusa County will involve adults who have been arrested for serious crimes of violence and weapons and serious drug charges. Overall arrest rates per 10,000 adult population will, however, continue to gradually decline long-term.

No. 7 – The rate of development of residential housing, commercial and light industrial projects which could impact arrests and jail booking trends in the near future is expected to remain consistent with past rates in the County.

No. 8 – Average length of stay (ALS) will continue to remain below the state average. Consistent with the impact of AB 109, ALS has risen since 2011 and may continue to rise.

No. 9 – The projections assume that the District Attorney's felony filing policies and Superior Court sentences for convicted defendants will not vary significantly in the future. Because of the mandated changes Proposition 47 has made with selected drug and property offenses, both the DA's charging policies and the Court's sentencing patterns for a significant number of misdemeanor arrest cases will change over time, which may reduce jail bed capacity needs long-term. Until more actual experience and understanding about policies local criminal justice agencies take with the implementation of Proposition 47, an estimate of the law's impact cannot be totally confirmed.

No. 10 – The full impact of AB 109 in the Colusa County jail should be reached by late 2015. Since the Courts are making greater use of "split sentences" for convicted AB 109 (N3) defendants committed to County jail, the jail's ADP should remain close to the number of AB 109 inmates currently incarcerated in the jail.

No. 11 – The entire Colusa County criminal justice system will continue to strongly support and implement a wide range of validated risk / needs assessments and evidence-based programming within community supervision caseload and County jail which is designed to reduce long-term recidivism among male and female offenders. Research clearly shows that this programming targeted to the specific needs of individual offenders can reduce criminal behavior. No estimate has been made which would identify any reduction in jail custody bed requirements resulting from the use and incorporation of these evidence-based programs into the County's continuum of services and case processing procedures.

No. 12 – Existing alternatives to incarceration programs will continue to be used. When replacement beds are brought online through the new planned facilities, the current alternatives to incarceration policies will remain intact and not be modified over time.

No. 13 – In order to operate the County jail facilities safely for the public, staff, and inmates, the average daily future inmate population projections include additional bed capacity to meet both high peak population spikes and housing security classification needs of the male/female incarceration populations.

Overall population and criminal justice system characteristics indicate Colusa County trends experienced over the past five years should continue through 2034.

In making the updated projections, three different methods were examined including 1) trend line projections, 2) multiple linear regression projections, and 3) incarceration rate projections. Projecting population levels under each method was determined using a computer-assisted linear regression statistical modeling method based on actual ADP experience in the jail system. Use of the different projection methods provide a range of projections from which judgments can be made about future bed / cell space requirements from a planning perspective based on a variety of low to high growth forecasts.

Method A
Colusa County Average Daily Jail Population Forecast
Based on Current Detention Rate

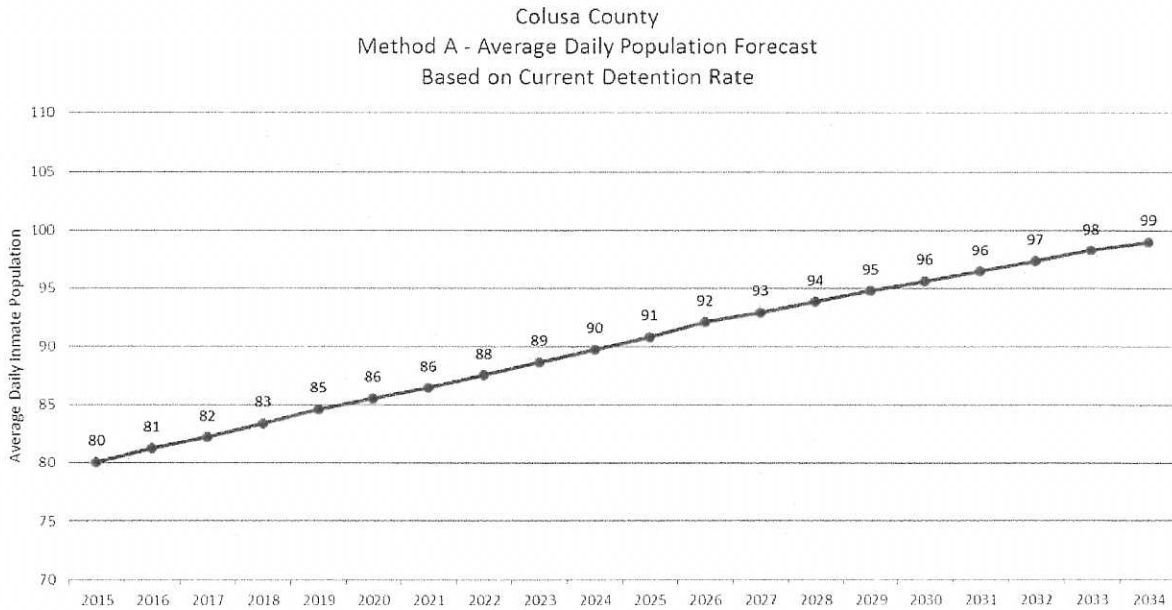
This projection method uses the current detention rate per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population for the years 2015 to 2034.

- Reflects the most current detention conditions within the jail system.
- Assumes current conditions and practices will continue in the future.

The detention rate is determined by the following formula:

$$\text{Detention Rate} = \frac{\text{Average Daily Jail Population}}{\text{County Adult Population}/10,000}$$

The detention rate for 2014 (the most current year with complete, available data) is 58.81 persons in County Jail per 10,000 County Adults. This rate, applied to the projected County Adult Population, was used to forecast the Average Daily Jail Population from 2015 through 2034.



Per the chart above, the ADP is projected to be:

Method A ADP Projection
2019 - 85 total inmates
2024 - 90 total inmates
2029 - 95 total inmates
2034 - 99 total inmates

The following table shows the detention rates from 2002 through 2014, the projected County Adult Population from 2015 through 2034 (based California Department of Finance projections) and the resultant projected Average Daily Jail Population.

Colusa County ADP Projections Based on Current Detention Rate			
Year	Average Daily Population	County Adult Population	Detention Rate
2002	51	11,616	43.90
2003	53	11,923	44.45
2004	49	12,169	40.27
2005	48	12,555	38.23
2006	46	12,823	35.87
2007	59	13,014	45.34
2008	47	13,146	35.75
2009	44	13,154	33.45
2010	44	13,481	32.64
2011	48	13,620	35.24
2012	65	13,721	47.37
2013	69	13,892	49.67
2014	79	14,047	56.24
2015	80	14,240	56.24
2016	81	14,453	56.24
2017	82	14,621	56.24
2018	83	14,832	56.24
2019	85	15,047	56.24
2020	86	15,218	56.24
2021	86	15,378	56.24
2022	88	15,573	56.24
2023	89	15,768	56.24
2024	90	15,961	56.24
2025	91	16,154	56.24
2026	92	16,380	56.24
2027	93	16,527	56.24
2028	94	16,689	56.24
2029	95	16,855	56.24
2030	96	17,001	56.24
2031	96	17,154	56.24
2032	97	17,313	56.24
2033	98	17,472	56.24
2034	99	17,610	56.24

Method B
Colusa County Average Daily Jail Population Forecast
Based on Projected Detention Rates

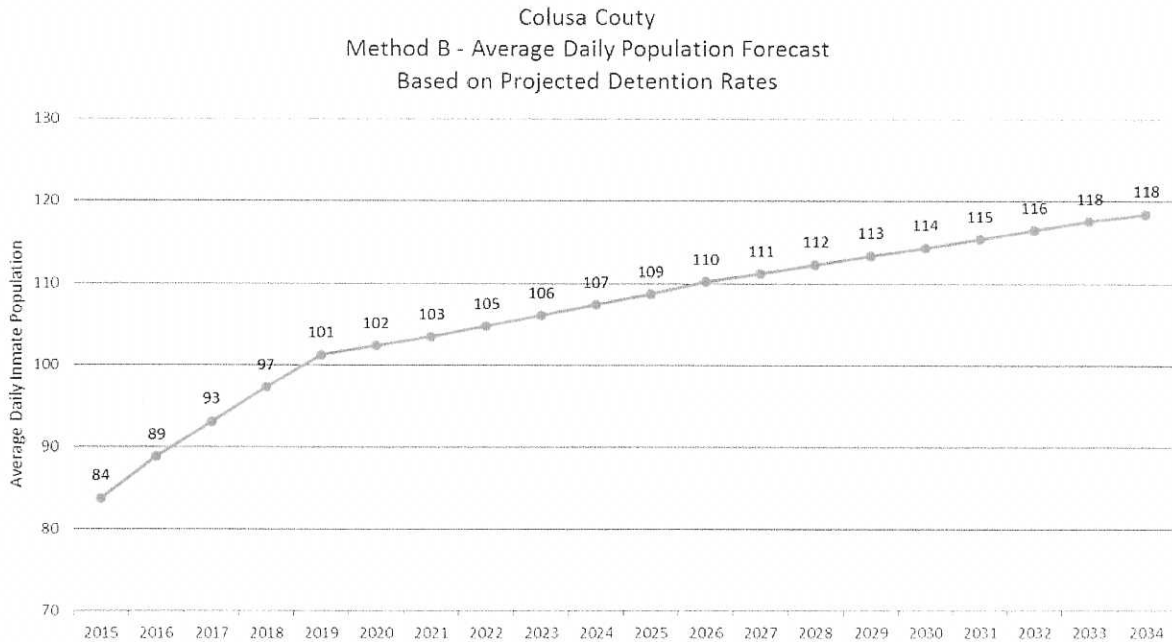
This method uses a projected detention rate per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population. Method B uses a regression formula on detention rates from 2011-2014 to forecast the detention rates through 2019 and then the detention rate is held constant through 2034. This method:

- Focuses on the jail system post AB109 implementation.
- Assumes that AB 109 and other factors that have resulted in an increase in the detention rate since 2011 will continue to influence the County Jail population for the next several years and then level off.

The detention rate is determined by the following formula:

$$\text{Detention Rate} = \frac{\text{Average Daily Jail Population}}{\text{County Adult Population}/10,000}$$

The detention rates for 2011-2014 are projected out to 2019 using a regression formula. The projected 2019 detention rate of 67.29 persons in County Jail per 10,000 County Adults was used to forecast the Average Daily Jail Population from 2019 through 2034.



Per the chart above, the ADP is projected to be:

Method B ADP Projection	
2019 -	101 total inmates
2024 -	107 total inmates
2029 -	113 total inmates
2034 -	118 total inmates

The following table shows the detention rates from 2002 through 2014, the projected County Adult Population from 2015 through 2034 (based California Department of Finance projections), projected detention rates through 2019, constant detention rate from 2020 through 2034 and the resultant projected Average Daily Jail Population.

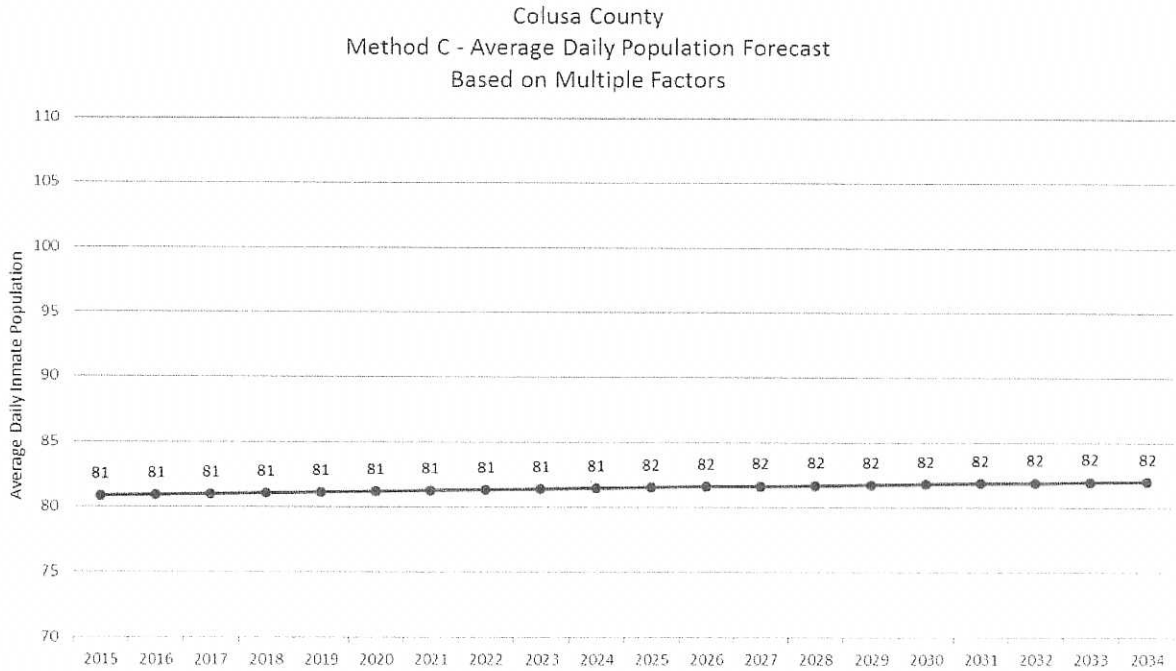
Colusa County ADP Projections Based on Projected Detention Rates			
Year	Average Daily Population	County Adult Population	Detention Rate
2002	51	11,616	43.90
2003	53	11,923	44.45
2004	49	12,169	40.27
2005	48	12,555	38.23
2006	46	12,823	35.87
2007	59	13,014	45.34
2008	47	13,146	35.75
2009	44	13,154	33.45
2010	44	13,481	32.64
2011	48	13,620	35.24
2012	65	13,721	47.37
2013	69	13,892	49.67
2014	79	14,047	56.24
2015	84	14,240	58.84
2016	89	14,453	61.47
2017	93	14,621	63.68
2018	97	14,832	65.60
2019	101	15,047	67.29
2020	102	15,218	67.29
2021	103	15,378	67.29
2022	105	15,573	67.29
2023	106	15,768	67.29
2024	107	15,961	67.29
2025	109	16,154	67.29
2026	110	16,380	67.29
2027	111	16,527	67.29
2028	112	16,689	67.29
2029	113	16,855	67.29
2030	114	17,001	67.29
2031	115	17,154	67.29
2032	116	17,313	67.29
2033	118	17,472	67.29
2034	118	17,610	67.29

Method C
Colusa County Average Daily Jail Population Forecast
Based on Multiple Factors

This projection method uses regression analysis on multiple factors to forecast the Average Daily Population. Method C examines the relationship between factors such as County Adult Population, arrests, bookings and Average Length of Stay (ALoS) to the historical ADP and uses these relationships to project future ADP. For this projection method ALoS is calculated as the ADP x 365 days divided by the number of bookings for that year. This method:

- Looks at a range of factors affecting the jail population.
- Projects how past trends and changes may affect jail population in the future.

This method used data from 2000 through 2014 to project ADP from 2015 through 2034. Regression analysis was used to project arrests; regression analysis for bookings and ALoS proved to be unreliable (per R² analysis). The number of yearly bookings was highly variable so the average number of bookings for the past 10 years was used as a constant. The ALoS for 2014 was used as a constant since it reflects the most current conditions related to the effects of AB 109. The regression formula for the historical relationship between County Adult Population, Arrests, Bookings and ALoS was used to forecast ADP from 2015 through 2034.



Per the chart on the previous page, the ADP is projected to be:

Method C ADP Projection	
2019 -	81 total inmates
2024 -	81 total inmates
2029 -	82 total inmates
2034 -	82 total inmates

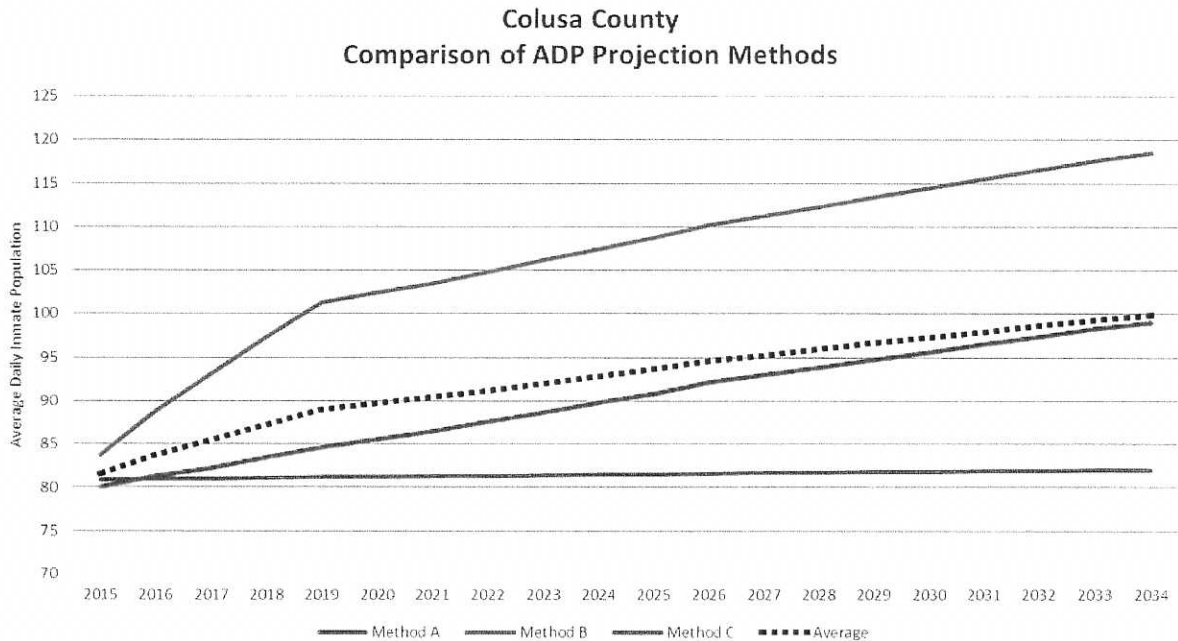
The following table shows the projected County Adult Population (based California Department of Finance projections), projected Arrests, projected Bookings (the average of the last 10 years), the constant ALoS rate of 22.05 days from 2015 through 2034 and the resultant projected Average Daily Jail Population. For purposes of these calculations, the historical ALoS is calculated as the ADP x 365 days/bookings.

Colusa County ADP Projections Based on Multiple Factors					
Year	Average Daily Population	County Adult Population	Arrests	Bookings	ALoS
2002	51	11,616	1,096	1,183	15.74
2003	53	11,923	1,199	1,421	13.61
2004	49	12,169	1,181	1,419	12.60
2005	48	12,555	1,141	1,454	12.05
2006	46	12,823	1,074	1,458	11.52
2007	59	13,014	1,307	1,507	14.29
2008	47	13,146	1,251	1,458	11.77
2009	44	13,154	1,136	1,341	11.98
2010	44	13,481	1,109	1,268	12.67
2011	48	13,620	996	1,319	13.28
2012	65	13,721	1,058	1,313	18.07
2013	69	13,892	974	1,239	20.33
2014	79	14,047	1,037	1,308	22.05
2015	81	14,240	1,075	1,367	22.05
2016	81	14,453	1,091	1,367	22.05
2017	81	14,621	1,104	1,367	22.05
2018	81	14,832	1,120	1,367	22.05
2019	81	15,047	1,136	1,367	22.05
2020	81	15,218	1,149	1,367	22.05
2021	81	15,378	1,161	1,367	22.05
2022	81	15,573	1,176	1,367	22.05
2023	81	15,768	1,190	1,367	22.05
2024	81	15,961	1,205	1,367	22.05
2025	82	16,154	1,220	1,367	22.05
2026	82	16,380	1,237	1,367	22.05
2027	82	16,527	1,248	1,367	22.05
2028	82	16,689	1,260	1,367	22.05
2029	82	16,855	1,273	1,367	22.05
2030	82	17,001	1,284	1,367	22.05
2031	82	17,154	1,295	1,367	22.05
2032	82	17,313	1,307	1,367	22.05
2033	82	17,472	1,319	1,367	22.05
2034	82	17,610	1,330	1,367	22.05

Review and Comparison of Projection Results

Each of the three methodologies used to develop Average Daily Population forecasts address important elements or aspects of the jail system. While each method takes a different approach to projecting the inmate population in the future, all methods show an increase in the jail population in the future.

The graph below shows how the three methods compare, along with the average for reference.



Method A

This projection method uses the **current detention rate** per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population.

- Reflects the most current detention conditions within the jail system.
- Assumes current conditions and practices will continue in the future.

Method B

This projection method uses a **projected detention rate** per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population. Method B uses a regression formula on detention rates from 2011 - 2014 to forecast the detention rates through 2019 and then the detention rate is held constant through 2034. This method:

- Focuses on the jail system post AB109 implementation.
- Assumes that AB 109 and other factors that have resulted in an increase in the detention rate since 2011 will continue to influence the County Jail population for the next several years and then level off.

Method C

This projection method uses **regression analysis on multiple factors** to forecast the Average Daily Population. Method C examines the relationship between factors such as County adult population, arrests, bookings and Average Length of Stay (ALoS) to the historical ADP and uses these relationships to project future ADP. This method:

- Looks at a range of factors affecting the jail population.
- Projects how past trends and changes may affect jail population in the future.

The following table shows the three projection methodologies side by side for the years 2015 through 2034. In addition the right column shows the average of the three methods for each year, for comparison.

Colusa County ADP Projections Comparison of All Methods and Average				
Year	Method A ADP Projection	Method B ADP Projection	Method C ADP Projection	Average of All Methods
2015	80	84	81	82
2016	81	89	81	84
2017	82	93	81	85
2018	83	97	81	87
2019	85	101	81	89
2020	86	102	81	90
2021	86	103	81	90
2022	88	105	81	91
2023	89	106	81	92
2024	90	107	81	93
2025	91	109	82	94
2026	92	110	82	95
2027	93	111	82	95
2028	94	112	82	96
2029	95	113	82	97
2030	96	114	82	97
2031	96	115	82	98
2032	97	116	82	99
2033	98	118	82	99
2034	99	118	82	100

Planning Recommendation

Each projection and forecasting methodology attempts to balance historical data and trends, while recognizing the profound impact that AB 109 has had on the County jail system since its inception in October 2011. AB 109 has affected the jail system in a number of ways, including dramatic increases the Average Length of Stay per inmate and creating a ‘harder’ jail system with fewer low level offenders. For planning purposes, one of the important questions is whether the full effects of AB 109 have shown up in the jail system or if changes will continue.

Method A projects using the current state of jail system with the assumption that nearly all of the effects of AB 109 have shown up in the system. From a projections standpoint, this is manifested in a higher detention rate due to an increase in the average length of stay.

Method B projects with the assumption that AB 109 will continue to increase the number of inmates and the average length of stay, as manifested by starting with the current detention rate and increasing progressively higher through 2019, when the detention rate stabilizes at a historically high rate.

Method C projects using a variety of factors that traditionally affect inmate populations. Since Method C uses data from 2002 through 2014, the effects of AB 109 are muted by data from prior years. Efforts to run projections using shorter historical timeframes proved to yield statistically unreliable results.

The results of Method A are recommended for planning purposes. Method A strikes a balance between the slow growth projected in Method C, while moderating the more aggressive growth projected with Method B. In addition, Method A is close to the average of all three methods, representing a reasonable planning approach.

Peaking and Classification

Average daily population projections provide only an estimate of future bed space requirements. To provide sufficient flexibility for inmate classification and to accommodate population fluctuations, or “spikes”, an allowance above average daily populations must be determined. This allowance should be based on expected variations between average daily population, and expected peak population levels.

Since 2008 peaking has ranged from 12.5% to 38.3% above the Average Daily Population across the jail system. In the last three years peaking has ranged from 12.5% to 15.9% above ADP, with an average of 13.9%. The table below tracks the Average Daily Population, monthly average peak population and the highest monthly peak population above ADP for the years 2008 – 2014.

Colusa County Average Daily Population Peaking Trends 2008 - 2014				
Year	Total Avg. Jail ADP	Highest Jail ADP	Monthly Average Peak	Highest Monthly Peak
2008	48	63	118.1%	138.1%
2009	43	58	117.8%	125.6%
2010	43	65	121.2%	138.3%
2011	49	67	116.6%	125.6%
2012	64	80	109.5%	115.9%
2013	69	84	110.1%	113.5%
2014	79	92	109.0%	112.5%

Based on the recent peaking average of 13.9% above ADP, **the County should use a Peaking and Classification factor of 20%.** This factor should accommodate “spikes” in inmate population and allow sufficient capacity to separate inmates by various security, risk and other classifications.

Maintaining inmate classification policies will become more achievable as the proposed SB 863 project comes on line and replaces existing facilities. These new facilities will contain separate and distinct housing options that do not exist at the current jail. This will give Sheriff Staff a higher degree of flexibility to safely separate inmates who, for their own safety or the safety of others, need to be housed in a segregated environment.

Gender The table on the follow page tracks the changes in Pretrial and Sentenced male and female inmate populations for the years 2002–2014.

Colusa County Jail									
Changes in Jail Pretrial and Sentenced Male/Female Inmates									
Average Daily Inmate Population (ADP) 2002 - 2014									
Year	Pretrial ADP			Sentenced ADP			Total Male ADP	Total Female ADP	Total Jail ADP
	Male	Female	Total	Male	Female	Total			
2002	22	4	26	22	4	26	44	7	51
2003	21	3	24	27	2	29	48	5	53
2004	20	3	23	22	3	26	43	6	49
2005	17	4	21	24	2	26	41	6	47
2006	25	4	29	14	4	17	38	8	46
2007	30	4	34	21	4	24	50	8	58
2008	25	2	27	17	3	21	42	5	48
2009	22	4	26	16	2	17	38	6	43
2010	25	5	30	10	3	13	35	8	43
2011	25	4	29	17	3	20	42	7	49
2012	32	9	41	19	5	23	50	14	64
2013	38	7	45	18	7	24	55	14	69
2014*	48	7	55	18	6	24	66	13	79
Yearly Avg. ADP 2002 - 2014	27	5	31	19	4	22	46	8	54
Population %	85.6%	14.4%	100.0%	83.6%	16.4%	100.0%	84.8%	15.2%	100.0%
Yearly Avg. ADP 2004 - 2008	23	3	26	21	3	24	44	7	50
2009 - 2013	32	6	38	16	4	20	48	10	58

*Includes January through September

From 2002 through 2014 male inmates averaged 84.8% of the jail population while female inmates made up 15.2%. Over the last five years females have averaged 18.1% of the inmate population. As evidenced by this increase in female populations in the jail in the last five years, **the County should plan for 80% male inmates and 20% female inmates.** By planning for 20% female inmates the County should be able to accommodate a growing proportion of female inmates.

Inmate Security Classification

The table below show the breakdown of the number and percentage of County inmates classified as Maximum, Medium and Minimum Security inmates for the years 2002 through 2014.

Colusa County Jail							
Changes in Inmate Security Classifications							
Average Daily Inmate Population (ADP) 2002 - 2014							
Year	Inmate Security Classifications						Total Jail ADP
	Maximum Security Inmate ADP		Medium Security Inmate ADP		Minimum Security Inmate ADP		
2002	6	12%	20	39%	25	49%	51
2003	5	9%	22	42%	26	49%	53
2004	6	12%	20	41%	23	47%	49
2005	6	13%	22	46%	20	42%	48
2006	5	11%	37	80%	4	9%	46
2007	6	10%	49	83%	4	7%	59
2008	4	9%	27	57%	16	34%	47
2009	4	9%	29	66%	11	25%	44
2010	5	11%	31	70%	8	18%	44
2011	5	10%	33	69%	10	21%	48
2012	7	11%	41	63%	17	26%	65
2013	6	9%	42	61%	21	30%	69
2014*	6	8%	49	62%	24	30%	79
Yearly Avg. ADP 2002 - 2014	5	10%	32	60%	16	30%	54

*Includes January through September

Since 2002 the percentage of inmates classified as Maximum Security has averaged 10%, Medium Security inmates have averaged 60% and Minimum Security inmates have averaged 30% of the total Average Daily Population. These percentages are also consistent with the trends of the last five years. Based on this, **the County should plan for 10% of inmates to be classified as Maximum Security, 60% of inmates to be classified as Medium Security inmates and 30% to be classified as Minimum Security inmates.**

Projected Beds with Peaking Factor

The table below shows the Average Daily Populations as developed in Method A with the recommended peaking factor of 20% added to indicate the total number of beds projected for selected years. The table also shows the breakdown of the total beds by gender and security classification per gender.

	2015	2019	2024	2029	2034
ADP per Method A with 1.20 Peaking Factor	96	102	108	114	119
Male Population Beds	77	81	86	91	95
Maximum Security	8	8	9	9	10
Medium Security	46	49	52	55	57
Minimum Security	23	24	25	27	28
Female Population Beds	19	21	22	23	24
Maximum Security	2	2	2	2	3
Medium Security	12	13	14	14	14
Minimum Security	5	6	6	7	7

The estimated 5, 10, 15 and 20-year population projections take into consideration (a) peak housing capacity factors, and (b) inmate classification, risk and program requirements. Based on the scenario shown in the table above, the population projections support the proposed SB 863 project of 96 rated replacement beds. The inmate housing in the existing facility is compacted, unsafe and outdated. The 96 replacement beds in the proposed SB 863 project will:

- allow proper segregation and classification of inmates based on risk assessment and gender
- provide sufficient and appropriate treatment and program areas for inmates
- bring services, programs and treatment to inmates on the housing units
- provide increased inmate access to care with new dental, medical and mental health treatment areas
- provide a safer environment for inmates and staff
- increase staff efficiency through a modern, podular facility design

SECTION 5: JAIL FACILITY DESCRIPTION

Colusa County Jail Needs Assessment Update

Colusa County Jail Overview and Profile

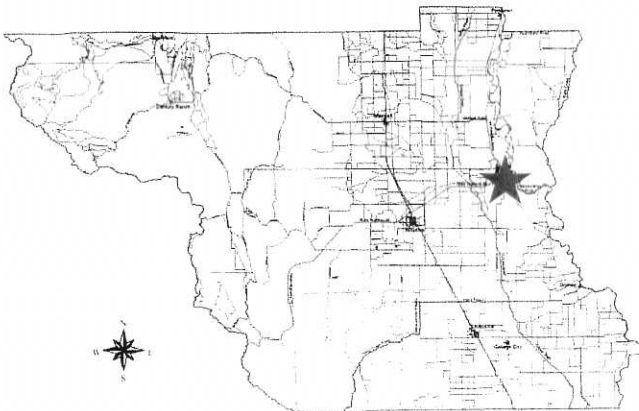


The information in this Section of the Jail Needs Assessment Update provides an overview of the Colusa County adult jail detention facility. This section focuses on the physical layout of the jail facility; the Board of State and Community Corrections (BSCC) rated bed capacities; construction characteristics; housing configuration; the building's current uses and condition; and basic characteristics of the physical site upon which the jail complex is situated.

Colusa County is located in Northern California and encompasses 1,151 square miles. The population of the county is approximately 21,419. The county has two incorporated cities, Colusa and Williams. Population trends for the county have remained relatively unchanged over the past few years. The jail is located in the county seat of Colusa, which had a 2010 census population of 5,971. It is located 65 miles North of Sacramento, the State capital.

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Colusa County is governed by a Board of Supervisors consisting of five members. Supervisors represent distinct supervisory districts and are elected to four year terms. The Colusa County Sheriff's Office is managed by a Sheriff who is also elected to a four year term. The Sheriff's Correctional Services Division oversees the operation of the 92 bed county jail and is also responsible for security at the courthouse. The Field Services and Support Services Divisions are responsible for a variety of other Sheriff's functions, including patrol services in unincorporated areas of the county, investigations, coroner, emergency services, 911 Dispatch, and the Special Operations and Response Team (SOAR).



In addition to the Sheriff's Office, there are two Police Departments in Colusa County, one in the city of Colusa and the other in Williams. The Superior Court has one location in downtown Colusa and the bench is comprised of two judges. Colusa County does not have a Public Defender's Office. This service is provided through contract private attorneys.

The Colusa County Jail is located on Bridge Street and State Routes 20 / 45 in Colusa. It is co-located with the Sheriff's Office administration, sharing both office areas and support services functions. The jail is on county-owned property, adjacent to the

Colusa Regional Medical Center and the County Department of Behavioral Health, which provides various mental health, drug and alcohol counseling services to the Colusa County adult offender

population. Animal Control is also located adjacent to the Jail, providing work opportunities for some inmates. The County Probation Department provides some programs within the Jail and operates the Day Reporting Center in downtown Colusa, where offenders released to the Alternative Custody Supervision program meet to participate in evidence-based classes.

Colusa County has one jail, a Type II detention facility. It is typically staffed with eight to nine personnel per 10 hour day shift, and two to three personnel per ten hour evening and night shift. The day shift is composed of custody officers, a supervisor, an administrative officer, a court transport deputy on court days, and maintenance and civilian workers. Evening shifts are generally limited to custody officers and a part time supervisor.

The Colusa County Jail provides housing for pre-trial and sentenced male / female inmates. All inmates must be transported to court by vehicle as the Colusa County Superior Court is located off-site. This requires the use of sworn transport deputies on court days.

Originally built 1962 and opened in 1963, the Colusa County Jail was constructed with 98 beds designed in a linear fashion. An expansion and renovation project in 1993 remodeled the intake and booking portion of the facility, resulting in a reduction of the rated capacity of the jail to 92 beds, as rated by the BSCC.

Due to the linear layout of the inmate housing units and the resulting poor sight lines, all inmate movement must be escorted, which is staff-intensive. Many services are located off the main circulation corridors, which at times places restrictions on both inmate and staff movement. In addition, the various renovations over time have resulted in a building layout that is overall disjointed and inefficient.

The following Table provides a summary profile of (a) physical plant characteristics, (b) custody housing classification, (c) type of inmate cells, (d) bed inventory, and (e) September 2014 average daily male / female population (last reported data available on the BSCC website).

Colusa County Jail Facility	
Detention Facility Profile	Main Jail
Physical Plant Characteristics:	
Year Initially Constructed	1962 - 1963
Construction Type	Low-rise Building
Number of Stories	One Story
Exterior Walls	CMU / Concrete
Interior Walls	CMU / Concrete / Gypsum
Custody Housing Classifications	
Max / Med / Min Security	
Type of Inmate Cells:	
Single Occupancy Cells and Dormitory Units	
Bed Inventory:	
BSCC Rated Capacity	92
Total Available Beds / Bunks	92
Average Daily Inmate Population (ADP):	
Males (9 / 2014)	64
Females (9 / 2014)	12

Due to the age of the Jail, custody beds are currently inspected at 1963 standards; while court holding is inspected at 1978 standards

Colusa County Jail Site and Historical Construction

The following aerial site plan provides an overview of the location of the Colusa County Jail site and the surrounding community.

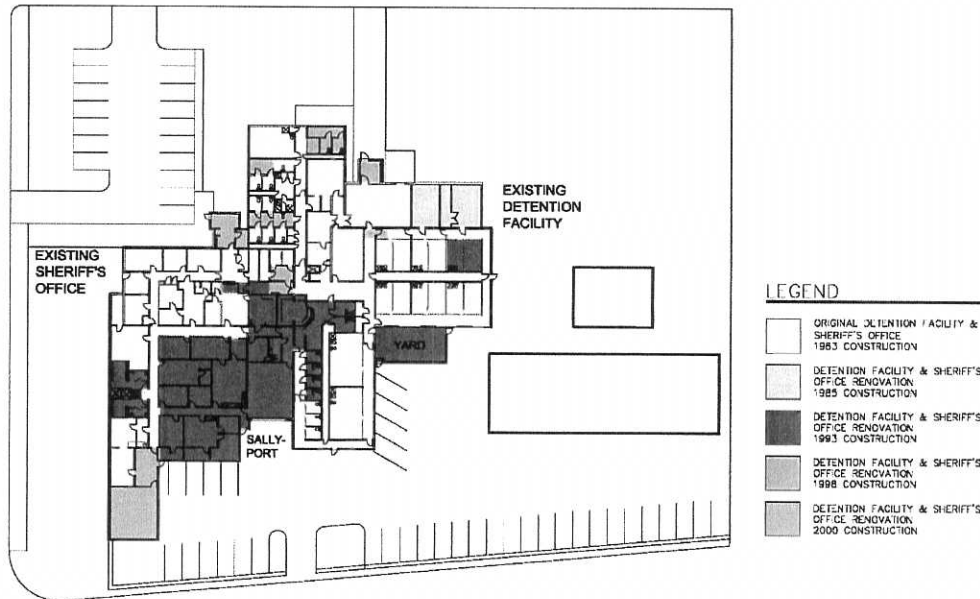
The Jail is located on Bridge Street (SR 20 / 45), between Freemont and E. Carson Streets. The property is County-owned and includes other county functions. Residential communities are located to the West of Bridge Street. Commercial properties are located to the North and South of the Jail site.



Over the years there have been a number of renovations and additions to the Colusa County Jail and Sheriff's Office. The projects have provided additional space, remodeled existing space for new functions, and made safety and security improvements. The renovation and addition projects include:

- In 1985, some of the existing dormitory and dayrooms space was enclosed and repurposed for inmate programs / classrooms.
- In 1993, a major renovation of Intake and Release made modifications to the Vehicle Sallyport, Dispatch, Booking and Intake. Intake was reconfigured, replacing six housing cells, with two sobering cells and three holding cells. Other renovations included reconfiguration of staff offices and work areas, ADA improvements to staff toilet / locker rooms, and relocation of kitchen and medical functions. In addition, significant building system improvements were done for HVAC, plumbing, electrical, fire life safety, and security systems (electronics, CCTV, etc.).
- In 1998, cell front doors and hardware were upgraded to improve security.
- In 2000, the public lobby was expanded, including the addition of an ADA accessible toilet room. A new staff briefing / conference / training room was also added near the staff entrance and parking.

The diagram below provides a graphical illustration of the timeline of the major renovation projects at the Jail.



Major Jail Renovation Projects

Inmate Housing Unit Bed Capacity and Configuration

The original 1963 portion of the facility was constructed with a physical maximum bed capacity of 98 inmates. During renovations, this capacity was reduced to 92 inmates. The facility is laid out in a linear fashion and contains 12 single cells and 80 dorm beds spread among nine dormitories. Seven of the single cells are unisex and change use when the population fluxes between male and female classifications. These spaces are inspected to 1963 jail standards. The medical unit contains no designated housing for medical, administrative segregation, discipline, or isolation.

The intake and booking area was remodeled in 1998 by converting three double cells into three holding and sobering cells. Security electronics were also upgraded in this renovation as well as the installation of a fire sprinkler system. Additional improvements in recreation yard security and administration space took place during three upgrade periods in 1985, 1998, and 2000. Due to budget constraints, several important functions and spaces could not be included in the upgrade projects despite requests from Jail management. This has led to operational and supervision shortcomings in each area.

The facility contains a dispatch center that can combine with booking to serve as a facility central control, as well as housing, a medical unit, non-contact visiting, booking holding, administration, staff lockers / toilets, a small food service space, laundry, program space, a vehicle sallyport, and a quasi-outdoor recreation yard. The facility is primarily a linear design and most housing units and support functions are designed off the long central corridors. These corridors are the main circulation pattern in the facility.

Total Bed Capacity: the number and types of jail facility cells available to house pretrial and sentenced male / female inmates is summarized in the following tables:

Bed Type Summary		
Characteristics	Type of Cell	Number of Beds
Bed Type	Single	12
	Double	0
	Dormitory	80
	Total Capacity	92

Bed Classification Summary	
Classification	Total
Male Minimum	12
Male Medium	48
Male Maximum	5
Female Min-Med	10
Administrative Segregation (Unisex)	7
Sentenced Male	10
TOTAL BEDS	92

The Housing Units and beds throughout the facility are classified as follows:

Inmate Bed Classification by Housing Unit						
Housing Unit	Classification	Custody Level	Gender	Type of Bed	Number of Beds	BSCC Rated Beds
1	Holding	Holding	Unisex	Single Cell	1	-
2	Holding	Holding	Unisex	Single Cell	1	-
3	Holding	Holding	Unisex	Single Cell	1	-
7	ADSEG	ADSEG	Unisex	Single Cell	1	1
8	ADSEG	ADSEG	Unisex	Single Cell	1	1
9	ADSEG	ADSEG	Unisex	Single Cell	1	1
10	General Population	Min - Med	Female	Dormitory	10	10
11	General Population	Min - Med	Female	Dormitory	12	12
12	General Population	Min - Med	Male	Dormitory	8	8
13	General Population	Min - Med	Male	Dormitory	8	8
14	General Population	Min - Med	Male	Dormitory	8	8
15	General Population	Min - Med	Male	Dormitory	8	8
16	General Population	Min - Med	Male	Dormitory	8	8
17	Male I/M Worker	Minimum	Male	Dormitory	8	8
18	ADSEG	Maximum	Unisex	Single Cell	2	2
19	Sentenced Males	Medium	Male	Dormitory	10	10
20	Maximum/ADSEG	Maximum	Unisex	Single Cell	2	2
21	Maximum	Maximum	Male	Single Cell	5	5
TOTAL NUMBER OF BEDS					95	92

Note: Housing Unit 10 (10-person dormitory) was originally the housing unit assigned for female inmates. As the Female population has increased over the last few years, Housing Unit 11 (12-person dorm) has been reassigned to accommodate the additional female inmates.

Detention Staffing - The Colusa County Jail currently utilizes a ten hour shift schedule for Custody Staff. This is less efficient than an eight or twelve hour shift, as it requires overlapping of schedules. When court is in session during weekdays, the staffing is higher to accommodate transport officers and civilian positions. Weekday day shift typically includes two to three Custody Officers, a Supervising Officer, Admin, Court Transport, and Maintenance and other civilian staff. Weekends do not include Administration, Court Transport, or Civilian Staff. Night shift typically includes two Custody Officers and a Supervising Officer for partial shift.

Functional Use Area Analysis

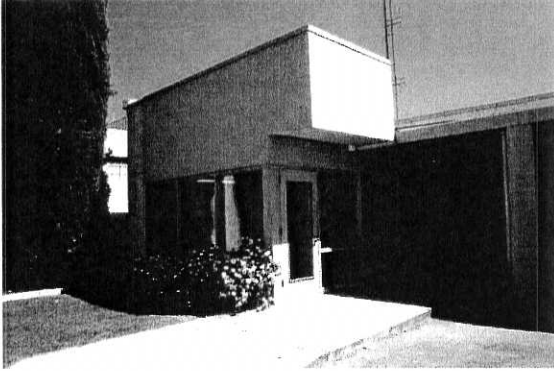
Functional Use Areas are defined as portions of the building that have a similar function or purpose. All buildings are designed with specific rooms for specific functions. Over time, these uses and functions may shift. In order to understand how a building is currently being used, it is helpful to perform an analysis of the current functional use areas. Jails have very specific and unique functional use areas compared with buildings that are typically used by the general public. Most of these occur in every jail; others vary according to the needs of a specific jail. In the Colusa County Jail, there are eleven interior functional use areas, two exterior functional use areas, and one “non-jail” functional use area that is associated with the Sheriff’s Office Administration. **Refer to Appendix C Colusa County Jail Functional Use Area Definitions.**

The Functional Use Area (FUA) Summary table shows the results of the FUA analysis for the Colusa County Jail. The total allocated amount of space for each detention / jail space FUA is summarized for comparison and assessment purposes. These FUAs are typical categories of spaces found in most jails throughout California. The eleven interior FUAs shown on the Table are the basis of comparison between the Colusa County Jail and other California jails of similar size. **Refer to Section 6: Facility Assessment and Evaluation.**

The Table shows (1) the total gross square footage (GSF) of each FUA, (2) the percentage of the total GSF space that each FUA occupies, and (3) the number of FUA GSF per rated bed.

Colusa County Jail Functional Use Area Summary			
Building/Space	Total Gross Sq. Ft. (GSF)	GSF per Rated Bed	(%) Percent
1. Administration	1,400	15.2	9.14%
2. Visiting / Lobby / Public	1,176	12.8	7.68%
3. Food Service	818	8.9	5.34%
4. Central Control	296	3.2	1.93%
5. Maintenance / Storage / Utility	866	9.5	5.65%
6. Laundry	464	5.0	3.03%
7. Intake / Release	1,116	12.1	7.29%
8. Medical / Mental Health	196	2.1	1.28%
9. Inmate Programs	862	9.4	5.63%
10. Housing / Dayroom	6,752	73.4	44.08%
11. Interior Circulation	1,370	14.9	8.95%
Subtotal Jail Interior Functional Area	15,316	166.5	100.0%
12. Vehicle Sallyport	713		
13. Quasi-Outdoor Recreation	708		
Subtotal Jail Exterior Functional Area	1,421		
TOTAL JAIL FUNCTIONAL USE AREAS	16,737		

Note: 14. Non-Jail - Sheriff’s Office is not included in the Jail FUA Calculations.



As the data on the previous Table shows, the total gross square footage of detention system jail space consists of **15,316** square feet of interior space, which represents an average of **166.5** square feet per BSCC rated custody bed. Consistent with other small jails, the housing and dayroom areas comprise nearly half the area of the entire jail.

In California, based on a state-wide BSCC database of 27 small county jail facilities built across the state during the last wave of construction in the 1990s and 2000s, the rule of thumb for small county jails is 400 square feet per incarcerated inmate in contrast with

the 166.5 sq. ft. per inmate at the Colusa County Jail. **Section 6: Facility Assessment and Evaluation** of this Needs Assessment Update provides additional analysis of the adequacy and general availability of the key functional use areas contained in the Colusa County Jail.















Functional Use Area Calculation Methodology. In order to determine the aggregate gross square footage of the functional use areas, measurements for each functional use space were determined from “as-built” construction drawings, with some verification measurements taken at the Jail. Gross square footage includes all rooms, corridors, walls, mezzanines, structural columns, staircases, elevators, chases, etc. within the perimeter of the building. At exterior walls, measurements were taken from the outside face of the exterior wall. At interior walls, measurements were taken at the center line of the walls. The individual rooms / areas of the building were assigned to one of the 14 FUA space categories, which were then totaled for the entire building.

Jail Facility Functional Use Area (FUA) Space Allocations

The diagram on the following page provides a graphic overview of the current FUAs within the Colusa County Jail. The diagram shows the relative size and adjacencies for each of the 14 FUAs that occur within the Jail.



LEGEND

	ADMINISTRATION 1,400 S.F.		INMATE PROGRAMS 862 S.F.
	VISITING/LOBBY/PUBLIC 1,176 S.F.		HOUSING/DAYROOM 8,752 S.F.
	FOOD SERVICE 818 S.F.		INTERIOR CIRCULATION 1,370 S.F.
	CENTRAL CONTROL 296 S.F.		VEHICLE SALLYPORT 713 S.F.
	MAINTENANCE/STORAGE/UTILITY 866 S.F.		QUASI OUTDOOR RECREATION 708 S.F.
	LAUNDRY 464 S.F.		NON-JAIL - SHERIFF'S ADMINISTRATION/ DISPATCH 8,035 S.F.
	INTAKE/RELEASE 1,118 S.F.		
	MEDICAL/MENTAL HEALTH 196 S.F.		

Functional Use Area Diagram

SECTION 6: FACILITY ASSESSMENT AND EVALUATION

Colusa County Jail Needs Assessment Update

Physical Condition of the Colusa County Jail

The information in this section of the Jail Needs Assessment Update focuses on an overall assessment and evaluation of the Colusa County Jail building structure and key building systems including security and electronics. The facility survey and assessment information reported in this section focuses on identifying the detention facility's physical plant and building systems strengths and weaknesses. This information was used to determine the continued usefulness and overall economic viability of the structure.

The assessment focused on factors that included:

- (1) Configuration and intended security levels
- (2) Defined uses of the facility
- (3) Physical condition of the building elements
- (4) Quality of the space
- (5) Ability to achieve intended security and level of safety for staff and inmates as well as compliance with standards



This facility survey / assessment reviewed previous reports, inspections, maintenance logs, capital expenditures, and any other documents or work products that influenced or have altered the status of the facility. Information on physical layout, dimensions and utilization of the detention facility was developed by observation, measurement, and drawings. Information on the history of the institution's defined use was obtained directly from facility personnel. Space measurements from architectural plans were taken from the outside of exterior walls to the center line of the wall between adjacent interior rooms.

The assessment was conducted over several months and involved discussions with Sheriff's personnel. The information obtained was intended to provide a broad based understanding about the adequacy of the space and physical arrangement of the Colusa County Jail. It was also intended to provide insight into several fundamental questions about the overall characteristics, continued use and future expandability of the facility. Using the information from the facility survey and evaluation, Vanir examined the following planning questions:

1. Is the detention facility and support space sufficiently sized, configured, and in a condition from a physical plant perspective, to support the security level and program requirements of the adult offender population?
2. Are there renovations, remodeling, or other building modifications which can be made to the existing facility which would make better use of available space for staff, inmates, and the public?
3. Does the local adult facility contain building elements or systems which present excessive liability for the County when continuing to operate or use the facility at current "ADP" levels?
4. What is the remaining useful life of the facility?
5. Can the existing facility be economically expanded to accommodate future increased populations?
6. What are the likely and probable construction costs the County will experience in responding to expansion of the institution?
7. Have there been significant changes in either the volume or characteristics of male / female inmate population which should be recognized in any remodeling or housing construction plan to expand the capacity of the facility? Are there selected "special" sub-populations of inmates currently being housed in the facility which could be better served through a different housing configuration or security custody response?
8. Where could expansions occur within the facility site plan that would be compatible with the department's operational standards?
9. Would the future facility be operated under the current custody philosophy?
10. What would be the immediate, short, mid, and long range phased construction recommendations needed to satisfy and / or address the project's identified facility requirements for the Colusa County Jail?

The Colusa County Jail was evaluated from two primary perspectives. The first was Building Systems, which looked at the physical facility systems, such as plumbing, electrical, etc. The second was Functional Use Areas, which looked at how space within the building is allocated and being used. These two criteria were evaluated according to the following components:

Building Systems:

1. Space
2. HVAC
3. Plumbing
4. Electrical / Lighting
5. Noise Control
6. Fire Safety
7. Handicapped / ADA
8. Structures
9. Security

Functional Use Areas:

1. Administration
2. Visiting / Lobby / Public
3. Food Service
4. Central Control
5. Maintenance / Storage / Utility
6. Laundry
7. Intake / Release
8. Medical / Mental Health
9. Inmate Programs
10. Housing and Dayrooms
11. Interior Circulation

The information in this section of the study is organized as follows:

- Building Elements and Systems Assessment
- Spatial and Functional Use Assessment
- Functional Use Area Allocations and Layouts
- Functional Use Areas Evaluations



Building Elements and Systems Assessment

The methodology used in the facility evaluation process involved the collection, analysis, and assessment of the following data:

Facility Survey and Evaluation Data

- **Facility Description:** Principal items of information gathered include the date of construction of the facility, total square footage, building configuration, construction type, and the physical arrangement of space. The number and rated bed capacity of each housing unit, security classifications of living units, and history of structural changes (i.e., additions, renovations, and remodeling) are also identified. Identifiable utility, water, sanitary, heating / ventilating / air conditioning (HVAC) and lighting elements for the building and other information about the institution's fire and life safety systems (fire sprinklers, fire alarms, smoke detectors) was also collected.
- **Defined Functional Use Areas (FUA) of the Jail:** The total gross square footage of the jail was calculated. Square footage space allocation measurements for eleven pre-defined interior FUA's were developed. These FUAs are categories of spaces grouped into a "title" that encompasses all the associated spaces. For example, "Food Service" will contain the kitchen, scullery, food storage area, loading dock for kitchen, dining area, coolers, dry storage, bakery, and janitor's closet in food service only, walk-in coolers, dining room, and kitchen supervisor's office if in food service area, and toilets rooms if in food service area. Uniform definitions of the space included in each FUA were applied in the calculation of the space breakdowns. A comparative space utilization analysis was undertaken as part of the review of the physical characteristics of each institution. The FUA's considered in the facility evaluation are those generic spaces found in most detention type facilities. Refer to *Spatial and Functional Use Assessment* for additional information.
- **Standard Building and Design Criteria:** This review and assessment involved surveying the jail for: (1) appropriate size and efficiency, expansion, capabilities, location and adjacencies of departments, (2) systems - HVAC, plumbing, electrical and lighting, (3) fire and life safety - fire sprinklers, smoke detectors, alarms and panels, doors, emergency lighting, fire resistive materials, furniture and equipment, (4) codes and standards including ADA standards, (5) maintenance - interior | exterior structure, systems, grounds, (6) site - landscaping, parking, handicapped access, walks, curbs, and drainage, (7) structure - exterior walls, roof, foundations, windows, doors, overhangs and chimneys, (8) infrastructure - interior walls, floors, ceilings, finishes, stairs, hand rails, locks, hardware, and flues, and (9) energy conservation - orientation, glazing, insulation, and shading.

The review focused on the following areas and issues:

Building Component	Condition
Roof	Leaks, bubbles, cracks, loose tiles
Exterior Walls	Cracks, condition of surface
Structure	Visible signs of structural problems; cracks in walls, floors or ceilings
Windows	Operate and lock properly, glazing, sealants
Doors	Operate and lock properly.
Interior: Floors	Condition of surface, cracks
Interior: Walls	Non-structural cracks, condition of surface
Interior: Ceilings	Cracks, condition of surface
Heating, Ventilation, and Air Conditioning	Operation, reliability, level of maintenance required / available
Plumbing	Operation, reliability, surfaces, level of maintenance required / available
Electrical System	Operation, reliability, safety, level of maintenance required / available
Lighting Systems	Operation, reliability, surfaces, level of maintenance required / available
Communications	Operation, reliability, surfaces, level of maintenance required / available
Security Equipment and Systems	Operation, reliability, surfaces, level of maintenance required / available
Physical Security Items	For locks, doors, windows, fences: Operation, reliability, surfaces, level of maintenance required / available
Fire Safety monitors and Fire Sprinklers	Operation, reliability, surfaces, level of maintenance required / available
Kitchen Equipment	Operation, reliability, surfaces, level of maintenance required / available
Site Paving	For parking and walks: paved or not, cracks, potholes, smooth for safety and handicap access
Outdoor Areas	Paved or not, cracks, potholes, smooth for safety and handicap access

- Quality of Systems:** Assessments of the current condition of the primary building elements and systems which support the Colusa County Jail were made. Judgments about systems considered a number of factors involving the quality of materials, recurring failures, operability, the ease or difficulty in getting parts or service, and how quickly a repair or upgrade may have been made.
- Quality of Existing Space:** A separate assessment and rating of the quality of the building and space was undertaken. The ratings assigned to each space took into account factors including appropriateness in: (1) size, (2) efficiency / organization, (3) ability to expand, (4) circulation, (5) location, (6) adjacencies, and (7) level of privacy.

Overall conclusions about the adequacy of the detention facility and the space provisions focused on standard building and design criteria as well as the systems needed to support the operation of such a facility. Discussions with staff and their opinion of the space and building systems were also taken into account when evaluating a particular space or area. This information and analysis helped provide insight into several fundamental questions about the overall characteristics, continued use, and future expandability of the jail facility.

Conclusions about the adequacy of the jail's space provisions have also incorporated the evaluator's professional knowledge of standard building and design criteria as well as the systems needed to support the operation of an adult detention facility like Colusa County's Jail. The evaluation of the physical plant was completed by a member of the consultant team who has been professionally involved in reviewing numerous detention facility designs throughout the State for the Board of State and Community Corrections (BSCC).

Survey tools were used to allow the consultants to provide summary ratings for the different FUA's within the detention facilities. The areas included in the evaluation are related to categories of standard building design criteria and systems needed the operations of a detention facility. Scoring of the nine building elements/systems and eleven functional use areas were made on a scale of values from 0 to 3 as follows:

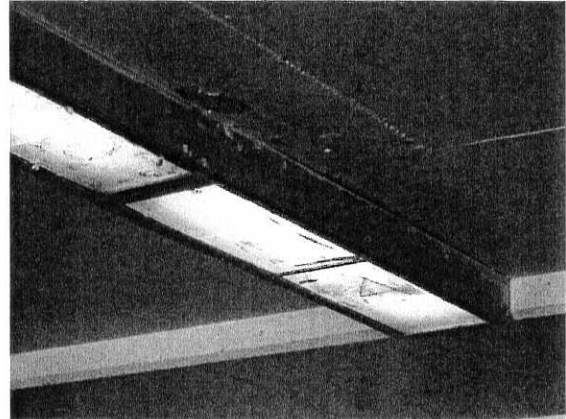
Building Assessment Rating Scale	
0	= Very Inadequate
1	= Inadequate
2	= Adequate
3	= Very Adequate

Functional Use Areas	
1.	Administration
2.	Visiting / Lobby / Public
3.	Food Service
4.	Central Control
5.	Maintenance / Storage / Utility
6.	Laundry
7.	Intake / Release
8.	Medical / Mental Health
9.	Inmate Programs
10.	Housing / Dayrooms
11.	Interior Circulation

The Chart below represents a summary overview depicting the rating the consultants have made about each functional use area contained in the facility.

Building Space / Systems Quality Evaluation Ratings												
Building Systems/ Elements	Evaluation Ratings / Functional Use Area											Average
	1	2	3	4	5	6	7	8	9	10	11	
Space	1.0	2.0	1.0	2.5	1.0	1.0	2.5	0.5	1.0	1.0	1.5	1.4
HVAC	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	0.5	1.0	1.0
Plumbing	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	1.0	N/A	1.7
Electrical/Lighting	2.0	2.0	1.0	2.0	2.0	2.0	2.0	2.0	2.0	1.0	2.0	1.8
Noise Control	3.0	3.0	1.0	3.0	1.0	1.0	2.0	1.0	0.5	0.5	0.5	1.5
Fire Safety	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Handicapped/ ADA	0.5	1.5	0.5	N/A	N/A	0.5	1.0	0.5	1.0	1.0	0.5	0.6
Structures	1.0	1.0	1.0	1.0	0.5	1.0	1.0	1.0	1.0	0.5	1.0	0.9
Security	3.0	3.0	0.5	3.0	1.0	1.0	3.0	1.0	1.0	2.0	1.0	1.8
Total	15.5	17.5	10	16.5	10.5	11.5	16.5	11	11.5	9.5	9.5	12.7
Summary Space / Systems Rating	1.7	1.9	1.1	1.8	1.2	1.3	1.8	1.2	1.3	1.1	1.2	1.4

*Building /System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate
N/A – indicates that the space or system does not existing for evaluation.*



Assessments of the current condition of the primary building elements and systems which support the Colusa County Jail were made. Judgments about these systems considered a number of factors involving the quality of materials, reoccurring failures, inoperability, the ease or difficulty in getting parts or service, and how quickly a repair or upgrade may have been made.

Facility Strengths:

- The location is within a County Complex housing other County services.
- HVAC provided throughout entire facility
- Building structure is predominantly concrete block and poured concrete, which shows no major signs of structural failure or wear requiring maintenance.
- Fire safety is up to date.

Facility Deficiencies:

- The location lacks direct access from the jail to the Court, requiring inefficient and unsafe vehicle transport of prisoners.
- The design and construction of the Colusa County Jail predates the Americans with Disabilities Act (ADA). As a result, very little of the Jail meets current accessibility standards. The County has made improvements to the Jail in both staff and public areas as part of renovation work completed in both 1993 and 2000. Additional accessibility compliance projects will be required by current codes as new renovation projects occur within the existing jail.
- Cell doors are not large enough to accommodate wheelchair entry.
- Heating is not sufficient on cold days. Individual space heaters are utilized throughout the jail and inmates frequently request extra blankets.
- Cooling is not sufficient on hot days. Portable fans are utilized throughout inmate and staff areas.
- Plumbing chases are aged, with clear evidence of leaking.
- The flat roof structure contains penetrations that often leak. The facility has been reroofed over the years but continues to have water infiltration problems every winter, as evidenced by damaged ceiling finishes and mold growth on light fixtures and vents.
- Noise is a significant problem in the housing units. The open-bar cell design provides an environment with no acoustical control.

An evaluation and scoring of the systems at the Colusa County Jail are represented in the Table below. Building systems are listed in order of deficiencies with the lowest score, Accessibility / ADA, at the top of the list. The consultant team believes the best score for the jail can be assigned to the fire life safety element. Currently, the average rating of all nine systems comes to just **1.4**, which is far below adequate.

Ranking by Level of Deficiency	
<u>System</u>	<u>Ranking</u>
Accessibility / ADA	0.6
Structures	0.9
HVAC	1.0
Space	1.4
Noise Control	1.5
Plumbing	1.7
Security	1.8
Electrical / Lighting	1.8
Fire Safety	2.0
<i>Building/System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate</i>	

From the evaluation assessment that was completed of the Jail's space and building systems, the consultant team has assigned an overall score of 1.4 or "Inadequate" for the detention facility. As the Chart shows, an "inadequate" rating has been assigned to nearly all of the facility systems. While the individual facility systems have significant deficiencies, the Jail's overall fire safety, however, is seen as adequate. The remaining information in this section provides additional insight into the strengths and weaknesses of the eleven key functional use areas contained in the Colusa County Type II Jail.

Spatial and Functional Use Assessment

Uniform definitions of the space included in each Functional Use Area (FUA) were developed and applied in the calculations of the space breakdowns. Overall conclusions about the adequacy of a facility and its space provisions incorporated the evaluator's professional knowledge of standard building and design criteria as well as the systems needed to support the operation of such a facility. In some instances, discussions with the staff and their opinion of the space and building systems have also been taken into account when evaluating and developing a composite rating of a particular space or area. In reviewing the published results of the evaluation, it is important to note that other individuals with different professional backgrounds (i.e., users versus non-users) may rate or score a facility differently than what is contained in this report. In order to assess the overall building and possible expansion impacts, a facility evaluation and survey was completed. The work included examining the configuration, capacities, utilization, and physical condition of the County's detention facilities.

In order to better understand and identify space deficiencies in the Colusa County Jail, the consultant team also used for comparisons a summary breakdown of the amount of square feet per rated inmate bed in each FUA from a database originally developed by the BSCC. The database contains FUA space allocations by rated bed capacity for 75 new generation adult jail facilities constructed with State bonds beginning in the early 1990s. Information on 27 comparably-sized jail facilities included in this database was used for comparison purposes. This information allowed our consultant team to better understand space shortfalls and other deficiencies associated with the older Colusa County Jail facility originally constructed in 1962. The space breakdowns by FUA for these comparison jail facilities are shown below. Each of these jail facilities responds to new building codes, seismic regulations, and changes in minimum jail standards including other operational requirements resulting from numerous lawsuits filed in response to inmate overcrowding conditions which led to the construction of these comparably-sized county jail facilities.

Comparison of Colusa County Jail Functional Use Allocations with Other California Small County Jails					
Functional Use Area (FUA)	California Small County Jail Database			Colusa County Jail	
	Number of Facilities	Average Square Footage (GSF)	Percent (%) of Total Square Footage	Gross Square Footage (GSF)	Percent (%) of Total Square Footage
1 Administration	22	2,896	7.05%	1,400	9.14%
2 Visiting/Lobby/Public	21	2,993	7.29%	1,176	7.68%
3 Food Service	18	4,401	10.72%	818	5.34%
4 Central Control	19	729	1.78%	296	1.93%
5 Maintenance/Utility/Storage	23	1,879	4.58%	866	5.65%
6 Laundry	16	661	1.61%	464	3.03%
7 Intake/Release	23	3,727	9.08%	1,116	7.29%
8 Medical/Mental Health	19	1,453	3.54%	196	1.28%
9 Inmate Programs	21	1,285	3.13%	862	5.63%
10 Housing/Dayroom	27	17,992	43.83%	6,752	44.09%
11 Interior Circulation	25	3,034	7.39%	1,370	8.94%
Total Interior Jail Space		41,050	100.00%	15,316	100.00%

Note: Areas shown for the California Small County Jail Database are averaged. Small county jails are those with an inmate population of less than 200.

The information in the Table above shows that Colusa County Jail contains 15,316 GSF of interior space while the state-wide average of 27 small county jails is 41,050 GSF. Based on this comparative data, the Colusa Jail has approximately a third less operational space for inmate functions compared to other modern, new generation jail facilities in California.

Functional Use Area Allocations and Layout

Originally built with 98 beds in 1963, the Colusa County Jail was constructed in a linear fashion. The housing areas are generally arranged back-to-back with circulation corridors running along the fronts of the housing units, and in some locations wrapping around the ends of the housing units in a horseshoe shaped configuration. Dormitories and dayrooms are open, bar-front. Diffused daylighting is provided into housing and dayrooms by means of glass block sections in the exterior wall of the corridor.

Due to the housing unit layout and poor sight lines, all inmate movement must be escorted, which is staff-intensive. Many services and programs are located off the main corridors, which at times imposes restrictions on inmate and staff movement.

In 1993 an expansion and renovation project was completed. Some areas of housing were remodeled to provide more secure, celled housing. In addition, the intake and booking portion of the facility was remodeled to provide more appropriate holding and processing areas. This renovation also provided upgrades to fire / life safety systems and improved accessibility access in Visiting and Intake. The completed renovation resulted in the reduction of rated capacity to 92 beds.

The Colusa County Jail is a full service Type II jail for adult detention facility. It contains 14 functional use areas as indicated on the Table:

Interior FUA's	Exterior FUA's	Non-Jail FUA's
1. Administration 2. Visiting / Lobby / Public 3. Food Service 4. Central Control 5. Maintenance / Storage / Utility 6. Laundry 7. Intake / Release 8. Medical / Mental Health 9. Inmate Programs 10. Housing and Dayrooms 11. Interior Circulation	12. Vehicle Sallyport 13. Quasi-Outdoor Recreation	14. Non-Jail: Sheriff's Office

The following Table shows the total square footage of functional use area per rated inmate bed. This report provides comparison and evaluation analysis for the first eleven "interior" FUAs.

Colusa County Jail Space Allocation Functional Use Area Square Footage			
Building/Space	Total Gross Sq. Ft. (GSF)	GSF per Rated Bed	(%) Percent
1. Administration	1,400	15.2	9.14%
2. Visiting / Lobby / Public	1,176	12.8	7.68%
3. Food Service	818	8.9	5.34%
4. Central Control	296	3.2	1.93%
5. Maintenance / Storage / Utility	866	9.5	5.65%
6. Laundry	464	5.0	3.03%
7. Intake / Release	1,116	12.1	7.29%
8. Medical / Mental Health	196	2.1	1.28%
9. Inmate Programs	862	9.4	5.63%
10. Housing / Dayroom	6,752	73.4	44.08%
11. Interior Circulation	1,370	14.9	8.95%
Subtotal Jail Interior Functional Area	15,316	166.5	100.0%
12. Vehicle Sallyport	713		
13. Quasi-Outdoor Recreation	708		
Subtotal Jail Exterior Functional Area	1,421		
TOTAL JAIL FUNCTIONAL USE AREA	16,737		
14. Non-Jail - Sheriff's Office	8,035		
Subtotal Non-Jail Functional Area	8,035		
TOTAL FUNCTIONAL AREA	24,772		















The review of the defined uses of space in the Jail shows that the facility contains **15,316 GSF** of interior functional use area. This provides a total of **166.5** sq. ft. of operational space per rated bed.

The diagram on the following page is a color rendering of the Colusa County Jail showing the relative size and adjacencies for each of the fourteen functional use areas contained in the adult detention facility.

Colusa County Jail
Functional Use Area Diagram



LEGEND

- | | | | |
|---|--|---|--|
|  | ADMINISTRATION
1,400 S.F. |  | INMATE PROGRAMS
882 S.F. |
|  | VISITING/LOBBY/PUBLIC
1,178 S.F. |  | HOUSING/DAYROOM
6,762 S.F. |
|  | FOOD SERVICE
818 S.F. |  | INTERIOR CIRCULATION
1,370 S.F. |
|  | CENTRAL CONTROL
296 S.F. |  | VEHICLE SALLYPORT
713 S.F. |
|  | MAINTENANCE/STORAGE/UTILITY
896 S.F. |  | QUASI OUTDOOR RECREATION
708 S.F. |
|  | LAUNDRY
464 S.F. |  | NON-JAIL - SHERIFF'S ADMINISTRATION/
DISPATCH
8,035 S.F. |
|  | INTAKE/RELEASE
1116 S.F. | | |
|  | MEDICAL/MENTAL HEALTH
196 S.F. | | |

The facility assessment and evaluation information reported in this section focuses on a number of specific space and building elements the consultant team used to determine the continued usefulness and economic viability of each of the building's functional use areas including: (1) configuration and intended security levels, (2) defined uses of the facility, (3) physical condition of the building elements, (4) quality of the space and (5) ability to achieve intended security and level of safety for staff and inmates as well as compliance with standards.

Functional Use Area (FUA) Evaluations

The following information contains a summary review of each of the eleven interior functional use areas contained in the Colusa County Jail.

1. Administration



Shared Conference Room



Shared Staff Area

Administration – The Jail’s Administration space is essential to the operations of the detention facility. It is typically located outside of the secure perimeter which allows custody staff to prepare for their shift. The spaces may include: (1) briefing room, (2) training rooms, (3) locker room with showers, (4) assignment room, (5) CERT room, (6) armory, (7) offices, (8) staff conference room, (9) staff lunch room, (10) IT network room, (11) storage room, (12) janitor closets, (13) restrooms, and (14) records. Administrative areas for the Sheriff’s Department that are not associated with the Jail (patrol, dispatch, etc.) are not included in this functional use group.

Existing Square Footage: 1 ,400	Summary Facility Evaluation Rating: 1.7 Inadequate
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Space Strengths:

- Some non-jail Sheriff’s Administration staff spaces are able to be shared by jail staff.

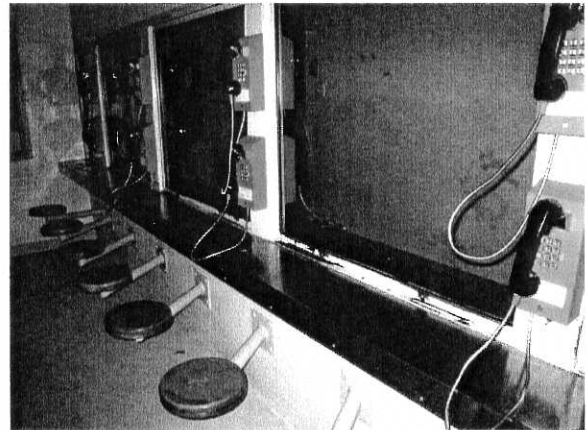
Space Deficiencies:

- Offices for jail staff are limited. Staff work areas within the secure perimeter have been repurposed from other functional areas.
- Staff restroom / lockers are shared by Jail and Sheriff's Office staff. Locker room equipment is inadequate and aged.
- Lack of workout room provided for staff to stay physically fit. These spaces are typically provided in law enforcement and corrections facilities and improve morale and retention.
- Staff dining space is in a poor location and is inadequate.
- All conference and training rooms are shared by Jail staff and Sheriff's Office staff. Scheduling conflicts for these spaces can be an issue.
- Jail Administration area is small and inadequate for the number of staff and support functions. The average square footage of 22 similarly-sized detention facilities in California is **2,896** square feet. The Colusa County Jail has just **1,400** square feet which is less than half the space of other comparable jail facilities recently constructed throughout the State. Expansion of this functional use area into future new construction would provide adequate offices and work areas and alleviate the shortage of jail administrative space.

2. Visiting / Lobby / Public



Shared Public Waiting



Non-Contact Visitation

Visiting / Lobby / Public – The Inmate Visiting Center is difficult for staff to observe. There is no dedicated contact family visiting for court ordered visits, requiring the use of very narrow attorney's rooms for this purpose. Eight non-contact visitation stations are located within the public / visitation portion of the jail. One non-contact attorney visitation station is provided adjacent to these stations for confidential meetings. No video visitation units are provided at the facility.

Existing Square Footage: 1,176	Summary Facility Evaluation Rating: 1.9 Adequate
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Space Strengths:

- An adequate number of non-contact visitation stations are provided.

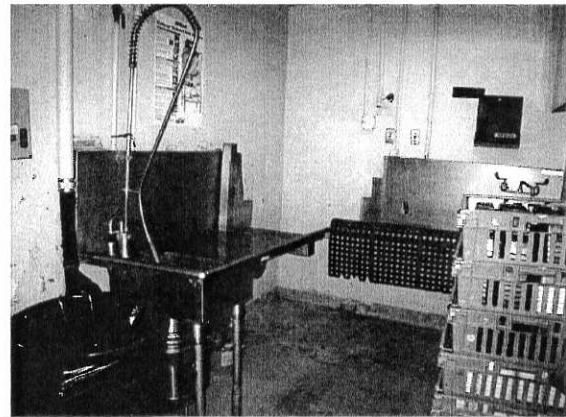
Space Deficiencies:

- Confidential inmate attorney space is limited and needs to be expanded.
- Visitation space is not directly visible from Central Control.
- Family reunification space is non-existent.
- Public toilets are inadequate. Only one unisex toilet is available to visitors.
- Current Visiting / Lobby /Public Space is considerably small and inadequate. The average square footage of 21 similarly sized detention facilities in California is **2,993** square feet. The Colusa County Jail has **1,176** square feet of public and visitation space, which is significantly less than other comparable Type II jail detention facilities.

3. Food Service



Re-therm Oven



Food Service Area

Kitchen - The kitchen is located in the southern portion of the facility. Colusa County currently contracts with Aramark for cook / chill meals. Prepared meals are delivered four days of the week and stored in a large walk-in refrigerator. Meals are re-thermalized and delivered to inmates in the housing units. A dry goods storage area contains space to accommodate a four-day inventory of non-perishable food, as well as food service supplies.

Existing Square Footage: 818	Summary Facility Evaluation Rating: 1.1 Inadequate
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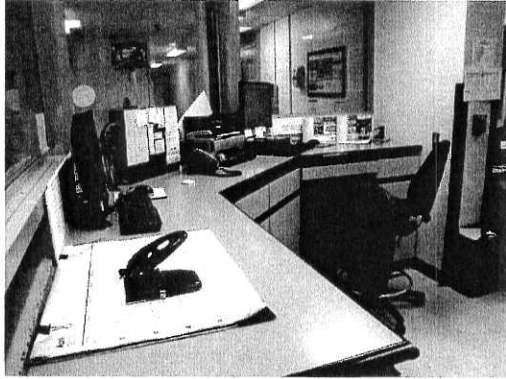
Space Strengths:

- Space provided is adequate for current inmate population and food schedule
- Walk-in refrigerator has adequate storage space.
- Re-therm oven is in good condition.

Space Deficiencies:

- Kitchen lacks adequate space for food preparation equipment if the County ceased its contract with Aramark.
- Current kitchen is severely under the average area. The average square footage of 18 similarly sized detention facilities in California is **4,401** square feet. The Colusa County Jail has just **818** square feet.

4. Central Control



Central Control



Central Control

Central Control - The Central Control Room is situated to provide direct line-of-sight into Intake / Release and Booking areas. It is adjacent to Dispatch, which often takes over control when an officer is not staffing Central Control. Dispatch controls the outside perimeter doors at all times. A well-designed Central Control Room provides a high level of staff, public and inmate safety utilizing both direct visual and electronic equipment to observe, monitor, notify, and control essential areas of the building. The Jail's main Control Room space is separated physically from the public waiting and visiting areas.

Existing Square Footage: 296

Summary Facility Evaluation Rating: 1.8 Inadequate

Space Strengths:

- Location allows direct line of site from Control Room to some of the intake and release spaces.
- Door control is able to be transferred to nearby Dispatch when officers are not staffing the room.
- Monitors and equipment in Dispatch area are updated.
- Control panels in both spaces were replaced two years ago.

Space Deficiencies:

- DVRs are undersized for recording capacity. Footage is often lost or never recorded.
- Putting Dispatch in control of a Jail Deputy's duties can pose operational issues.
- No direct line of sight into housing areas.
- Control is located down a linear corridor from most of the intake holding cells, not allowing officers to directly observe.
- Current Central Control is small and inadequate for the number of inmates. The average square footage of 19 similarly sized detention facilities in California is **729** square feet. The Colusa County Jail has just **296** square feet of Central Control space, which is about 40% of the space in other comparable jail detention facilities.

5. Maintenance / Storage / Utility



General Supply Storage



Utility Room

Maintenance / Storage / Utility - Miscellaneous storage and supply rooms are distributed in two locations within the facility – one is adjacent to the vehicle sally port, the other adjacent to the public lobby space.

Existing Square Footage: 866

Summary Facility Evaluation Rating: 1.2 Inadequate

Space Strengths:

- None.

Space Deficiencies:

- General supply storage is too small. Plumbing chases and janitor's closets are being used as general storage.
- Maintenance work areas and general utility space is too small.
- Current Inmate Maintenance / Storage / Utility is small and inadequate for the number of inmates and will be further impacted by additional inmate population. The average square footage of 23 similarly sized detention facilities in California is **1,879** square feet. The Colusa County Jail has only **866** square feet; less than half the average.

6. Laundry



Laundry – Clothes Washers



Clean Laundry Storage

Laundry – All laundry in the Colusa County Jail is done within this facility. The laundry is currently located within the secure area, adjacent to the inmate programming space. Two washers and one dryer serve the needs for the entire inmate population. Inmate workers currently assist with the laundry services.

Existing Square Footage: 464

Summary Facility Evaluation Rating: 1.3 Inadequate

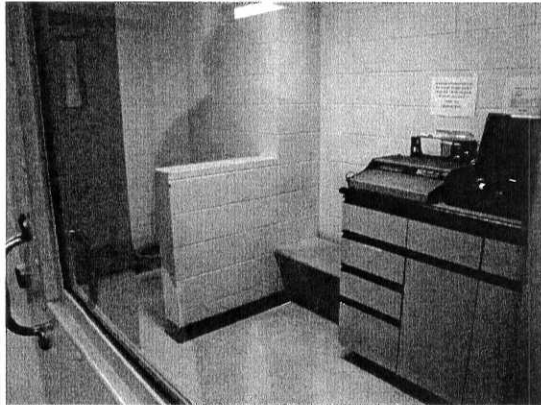
Space Strengths:

- Washers and dryers have enough capacity for current inmate populations.
- Inmate restroom available within laundry area.

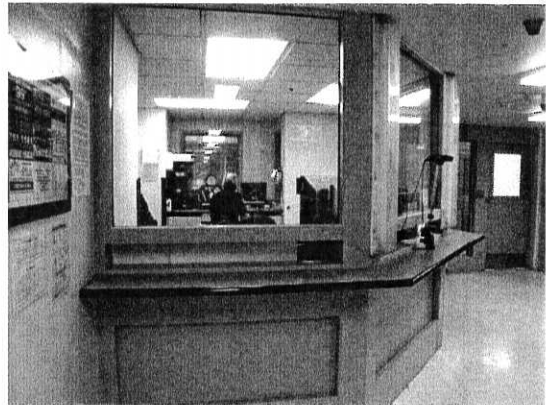
Space Deficiencies:

- Clean laundry storage capacity is inadequate for the current inmate population.
- Title 15 requires an extra set of clothing for each inmate to be stored onsite, but there is not enough storage space to comply.
- There is only one dryer. It has acceptable capacity to provide for current needs, but in the case of a breakdown, there is no redundancy.
- Current laundry space is smaller than the average. The average square footage of 16 similarly sized detention facilities in California is **661** square feet. The Colusa County Jail has **464** square feet.

7. Intake / Release



Intake Processing



Booking Area

Intake / Release – Currently there is one fully enclosed vehicle sallyport where inmates are brought into the facility. A corridor from the sallyport leads to a space that doubles as a booking area and Central Control. Chairs are provided in the docile waiting area. There are three secure holding cells for individuals who need to be held separately. There are also two sobering cells.

Existing Square Footage: 1,116

Summary Facility Evaluation Rating: 1.8 Inadequate

Space Strengths:

- Some intake spaces are within direct observation from Central Control.
- Two sobering cells are available and adequate for current need.

Space Deficiencies:

- Lack of sufficient holding cells forces staff to utilize the sobering cell for inmate holding on occasion. More holding cells needed.
- No safety cell within this facility. Safety cell is needed.
- Property storage is near maximum capacity.
- Staff does not have direct line of sight to most of the holding cells. Cells are arranged off a linear corridor.
- Current intake / release is small and inadequate for the number of inmates. The average square footage of 23 similarly sized detention facilities in California is **3,727** square feet. The Colusa County Jail has **1,116** square feet of intake, booking, and release space – a third the space in other comparable jail detention facilities.

8. Medical / Mental Health



Medical Exam Room



Medical Exam Room

Medical / Mental Health – Health care treatment space is limited to a single medical examination room. There are no safety cells or respiratory isolation cells. Staff use two single cells which are relatively secluded from the other housing units as make-shift isolation cells, when needed.

The County contracts with the California Forensic Medical Group (CFMG) as their onsite medical services provider. The medical exam room is severely undersized, and used for examinations and staff work area.

Mental health services are provided by the County Department of Behavioral Health. A DPH Psychiatrist is schedule to be onsite for four hours every other week to meet with inmates.

The County does not provide dental services in the Jail. They obtain dental services from the adjacent Butte County, and transport inmates needing care to the Butte County Jail every other Monday. This facility does not have dedicated medical or mental health housing available.

Existing Square Footage: 196	Summary Facility Evaluation Rating: 1.2 Inadequate
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Space Strengths:

- None.

Space Deficiencies:

- The only medical exam room is too small and poorly designed.
- Office space for medical staff is located in the medical exam room.
- There is a lack of dedicated space for medical supplies and records. These are currently being stored in any available space at the Jail, including plumbing chases and old shower facilities.
- No dental services are provided in this facility. Only three slots are available every two weeks in Butte County for inmates needing dental care.

- There is no designated mental health space in this facility. The DPH Psychiatrist uses the attorney visiting room to meet with inmates. This creates scheduling conflicts with attorneys who need to meet with their clients.
- No negative pressure space is available for inmates with contagious ailments.
- Storage of medications is accommodated, but there is not a dedicated pharmacy space.
- There is no secure waiting area for inmates. This is a security and privacy concern.
- Medical records storage is inadequate for both current and archived files.
- Current inmate medical / mental health space is small and inadequate for the number of inmates. The average square footage of 19 similarly sized detention facilities in California is **1,453** square feet. The Colusa County Jail has just **196** square feet of medical space, or just 13% of the average of comparable facilities. There is no dedicated mental health or dental space.

9. Inmate Programs



Art Therapy / Programs



Testing and Hearings

Inmate Programs – With the implementation of AB 109 in October 2011, more (N3), Post-Release Community Supervision (PRCS) offenders, flash incarceration probationers, and pre- and post-revocation parolees are serving longer sentences in the Colusa County Jail. As a result of AB 109, it is the Sheriff's Department's intent to maximize the availability of programs for inmates. The Colusa County Jail has two areas that can be used for programs. The Art Therapy room is the primary inmate programs space. A second room is used primarily for hearings and testing, including GED. Both rooms are flexible to accommodate classes or treatment programs, as needed. Existing programs and services offered in custody include the following:

- High School Diploma / GED
- Narcotics Anonymous (NA)
- Alcoholics Anonymous (AA)
- Parenting courses
- Bible Study
- Church groups
- Moral Reconciliation Therapy (MRT)
- Art therapy

Existing Square Footage: 862

Summary Facility Evaluation Rating: 1.3 Inadequate

Space Strengths:

- The Art Therapy / Program room is flexible and can be used for a variety of programs or classes.

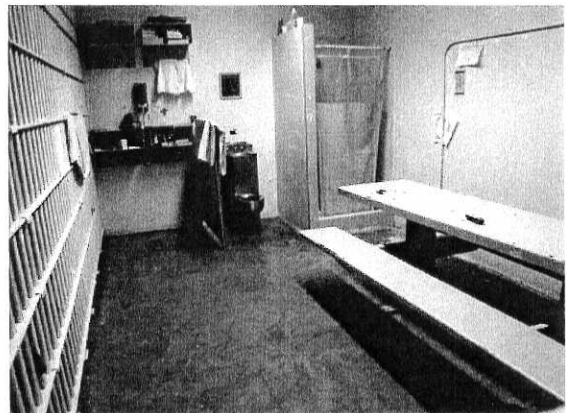
Space Deficiencies:

- Programming space is not adequately sized.
- The location of the program room is very poor. It is located in one of the male inmates' housing units, which dictates that all inmates require a custody escort to go to program. It also requires that female inmates enter the corridor through the men's housing unit if they are going to attend any program activity.
- The jail facility lacks multiple program rooms to serve many separate inmates with various classifications at the same time.
- With the implementation of AB 109 and Prop 47 shifting inmate populations to longer term offenders, the lack of space for inmate programs severely limits the jail's ability to offer offenders programming, treatment and counseling that criminal justice research has shown will aid in reducing offender recidivism.
- Current amount of programming space is small and inadequate for the number of inmates. The average square footage of 21 similarly sized detention facilities in California is **1,285** square feet. The Colusa County Jail has just **862** square feet of programming space. In an era where evidence-based programming is seen as the key to rehabilitation, this is a huge disparity.

10. Housing / Dayrooms



Women's Dormitory



Men's Dayroom

Housing / Dayrooms – The Colusa County Jail contains outdated bar-front housing. Central control does not have direct visibility into the housing units. A single quasi-outdoor recreation yard is provided for all inmates to share.

The following Table shows the breakdown of cell types:

Housing Unit	Rated Capacity	Number of Beds
Singles	12	12
Doubles	0	0
Dorms	80	80
TOTAL	92	92

Existing Square Footage: 6,752	Summary Facility Evaluation Rating: 1.1 Inadequate
---------------------------------------	---

Space Strengths:

- None.

Space Deficiencies:

- Too few housing units provided to allow for proper segregation of inmates by classification, security risk and gender. Overcrowding is a serious threat to the safety and security of both inmates and staff.
- Various types of housing are needed to provide staff with flexibility of housing options. Currently only single and dorm cells are available. Staff need dorms, double, and single cells to maintain flexibility with varying populations.
- The aging housing units do not meet current seismic codes.
- The aging housing infrastructure is worn and is in need of constant maintenance or replacement.
- There is only one outdoor exercise area, which must be shared by all of the inmates. Outdoor recreation is scheduled, and inmate access is limited by availability and the need to separate inmates by classification and gender.
- The housing units lack services, recreation, and program space that is directly and easily accessible to all individual unit populations.
- The square footage of 27 similarly sized detention facilities in California is **17,992** square feet. The Colusa County Jail has **6,752** square feet which is less than half of what is typically provided in new generation, tiered, podular designed jail facilities. The large disparity can be attributed to today's standards which provide larger dayrooms and cells, more showers, more support spaces, and compliance with current accessibility / ADA standards.

11. Interior Circulation



*Typical Housing Corridor
with Open-bar Cell Fronts*



Interior Corridor with Staff Workstation

Interior Circulation – The Colusa County Jail has corridors that are narrower than modern day standards. This results in restricting inmate and staff movement and creates security risks.

Existing Square Footage: 1,380

Summary Facility Evaluation Rating: 1.2 Inadequate

Space Strengths:

- None

Space Deficiencies:

- Poor sight lines around many bends near Central Control and throughout the housing units.
- Safety and security issues are created by the use of the corridors for equipment/supply storage and staff work areas.
- Much of the circulation does not comply with current accessibility / ADA standards.
- The average square footage of 25 similarly sized detention facilities in California is **3,034** square. The Colusa County Jail has **1,370** square feet which is less than half what is typically provided.

Colusa County Jail - Conclusions

From the "Building Space / Systems Quality Evaluation Ratings" Chart included in the beginning of this chapter, the following functional use areas have been identified as highly deficient: (1) Circulation, (2) Housing / Dayrooms, (3) Food Services, and (4) Medical / Mental Health. Overall, most of the functional use areas are highly deficient in space as compared to the facilities in the consultant's database. Today, modern custody standards have emerged along with the space needed to manage jail facilities while providing safety to staff, inmates, and the public.

A summary of the primary spatial deficiencies is as follows:

1. **Medical / Mental Health:** The medical space does not have any dedicated housing for inmates who are ill. There is no dedicated mental health space, including mental health beds, suicide watch beds, or program/treatment space. Without a proper waiting area for inmates, there are supervision, medical privacy, and security concerns.
2. **Inmate Programs:** The jail has two small rooms that can be used for programming, although one of them is typically used just for hearings and testing / classroom. Without multiple spaces available, program access is limited; no more than two programs may be offered at any given time. More designated program space needs to be provided in order to allow for increased inmate access and security. Program space also needs to be provided directly accessible from housing units so that inmates do not require a custody escort to attend program.
3. **Housing / Dayrooms:** The jail's older housing space is crowded with more bunk space than dayroom space. The rooms are too small for the population. The rooms are also difficult to observe and supervise because of their layout and geometry. With only single cells and dormitory housing, staff lack options for classification. The open-bar front housing does not allow staff to properly segregated inmates. The only recreation area available is a single quasi-outdoor yard which must be shared by the entire jail's population. Colusa County is one of the few remaining counties in California that are still using these types of open-bar front, outdated facilities.
4. **Spatial Deficiencies:** In all but three functional use areas at the Colusa County Jail, the space is less than that of a typical detention facility built today. The square foot deficiencies for most functional use areas fall as low as just 7.1% (Medical / Mental Health) of the BSCC average. The three areas that are near or above average space are food services, Central Control, and laundry. Central Control was renovated in more recent years, and the food service area is no longer used as intended, as the County has contracted with a vendor for this service. Overall, the Colusa County Jail has only **36%** the amount of space as other newer facilities with similar population.

The Tables on the following page provide a comparison of functional use area allocation between the Colusa County Jail and 27 other small county jails in the BSCC database.

- The first Table shows the comparison results sorted by **Functional Use Areas**. The FUA's are listed in the same order as they have been organized in the previous narrative.
- The second Table shows the comparison results sorted by **Deficiency**, or need. The comparison data shows that all Functional Use Area in the Colusa County Jail are deficient. Medical / Mental Health has the greatest deficiency (lowest % of average), as compared with the average space provided in other jails included in the BSCC database.

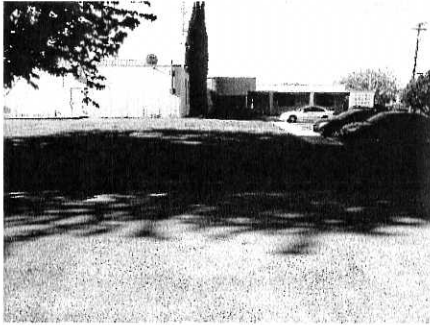
Summary Space Comparison Colusa County Jail and BSCC Database (Sorted in order of FUNCTIONAL USE AREA)			
Functional Use Area	Colusa SF/Bed	BSCC Average SF/Bed	Colusa Space as % of Average
1. Administration	15.2	24.6	61.8%
2. Visiting / Lobby / Public	12.8	22.5	56.9%
3. Food Service	8.9	35.9	24.8%
4. Central Control	3.2	6.2	51.4%
5. Maintenance / Storage / Utility	9.4	17.0	55.5%
6. Laundry	5.0	7.5	66.7%
7. Intake / Release	12.1	33.8	35.8%
8. Medical / Mental Health	2.1	11.4	18.4%
9. Inmate Programs	9.4	13.9	67.6%
10. Housing / Dayroom	73.4	164.4	44.6%
11. Interior Circulation	14.9	27.9	53.4%
TOTAL	166.4	365.1	45.6%

Summary Space Comparison Colusa County Jail and BSCC Database (Sorted in order of DEFICIENCY)			
Functional Use Area	Colusa SF/Bed	BSCC Average SF/Bed	Colusa Space as % of Average
8. Medical / Mental Health	2.1	11.4	18.4%
3. Food Service	8.9	35.9	24.8%
7. Intake / Release	12.1	33.8	35.8%
10. Housing / Dayroom	73.4	164.4	44.6%
4. Central Control	3.2	6.2	51.4%
11. Interior Circulation	14.9	27.9	53.4%
5. Maintenance / Storage / Utility	9.4	17.0	55.5%
2. Visiting / Lobby / Public	12.8	22.5	56.9%
1. Administration	15.2	24.6	61.8%
6. Laundry	5.0	7.5	66.7%
9. Inmate Programs	9.4	13.9	67.6%
TOTAL	166.4	365.1	45.6%

SECTION 7: JAIL FACILITY CONSTRUCTION PLAN

Colusa County Jail Needs Assessment

Guidelines for Development of Colusa County Jail



Existing Public Entry

Colusa County's jail facility, located at 929 Bridge Street, Colusa California, was originally constructed in 1962. It has a Board of State and Community Corrections (BSCC) rated capacity of 92 inmates and houses both pretrial and sentenced offenders.

The AB 109 Realignment Act initiated in October 2011 has had a significant impact on Colusa's jail because of the (1) increasing numbers of newly convicted felony defendants who previously would have been given State Prison sentences, (2) the longer length of sentences for these new locally incarcerated offenders, and (3) the jail's lack of space for inmate programs and services that must be provided for the growing population of these longer term inmates.

AB 109 Realignment encourages all California counties, including Colusa, to create, develop, and implement new inmate assessment processes, treatment, and other service programs including drug / alcohol treatment, mental health services, life skills development, cognitive behavioral counseling, and other State-recognized programming that, when made available to these offender populations, can reduce recidivism. AB 109 also fundamentally acknowledges that counties are better positioned to integrate these public health and social services as part of offender reentry in ways that the State cannot. Most counties, including Colusa, will, however, need to construct additional and appropriately designed space for these types of programs / services and housing capacity that will accommodate reentry programming for offenders completing sentences and transitioning back to the community.

In recognition of the lack of appropriate programming space and other bed capacity needs counties are confronting because of AB 109, the State is making available through SB 863 legislation jail construction funding up to \$20 million for small counties including Colusa. In order to compete for the SB 863 construction funding, Colusa County has prepared this comprehensive Jail Needs Assessment Report and developed a detailed proposal that will be submitted for funding evaluation and consideration by the BSCC on August 28, 2015.

The Needs Assessment work has involved the collection and review of current and historical data trends on bookings / arrests, types of inmates, length of stay, and types of services currently provided in the jail. The Assessment also focused on identifying the overall impact AB 109 is having on jail operations and longer term effect on pretrial and sentenced average daily inmate population (ADP) levels. The Assessment also evaluated the jail facility's physical plant / environment with respect to the types and sizes of functional areas, housing and support areas, and administration space, etc. in order to provide a document that defines these areas and presents potential areas of improvement.

The Assessment has also examined and defined the current jail operational model / philosophy for managing different types of inmates (including longer term AB 109 (N3) offenders), movement of inmates within facility, to and from courts, offender classifications, programs, etc. and has identified potential areas of improvement. The resulting information highlighted in this section of the Needs Assessment Report responds to the available SB 863 construction requirements with cost-effective recommendations to meet the projected AB 109 and other future inmate custody housing requirements.

The Sheriff's Office's Correctional Services Division and planning consultants have also explored many different detention options for adding future inmate custody housing and services. Through these

discussions, several basic philosophies and guidelines have emerged as the foundation for all future jail planning and construction including facilities to address the changing custody requirements associated with longer term male and female sentenced inmates. These guidelines are summarized in the following:

Colusa County Jail Construction Guidelines

- **Perimeter Security** – Facilities should be constructed to provide maximum security at the building perimeter with layered security zones within the envelope of the facility. Interior construction should be consistent with the security needs of each functional use area.
- **Podular Tiered Housing Design** – The housing units should meet standard podular design criteria. That is a “wheel and spoke” layout concept in a 270 degree pattern. The housing units should contain two tiers, with single, double-occupancy, or dormitory housing configurations permitted on two tiers. The housing units should be sized to allow the optimum number of inmates while maintaining a high degree of classification separation. The entire housing unit should be observable from any location within the housing module and contain no blind spots.
- **Direct / Indirect Supervision** – The housing units should be operated as direct supervision, where the housing unit officer is in immediate contact with inmates. A back-up observation station should be provided to allow inmate supervision during the sleeping hours and when shift deployments are reduced. For new construction, the housing unit should be designed with the flexibility to operate as direct or indirect supervision.
- **Centralized Services** – Each housing unit will allow the following activities or services to occur: dining, laundry room (for clothing issue), programs and education, interviews, medical exams, janitorial, food staging area, and security entrance (sally port). Visiting needs further exploration. There have been numerous discussions regarding the change in philosophy regarding visiting. The discussions have focused on the use of video visiting, which many other counties have adopted.
- **Flexible Housing Unit** – The County Jail facility should have a full security range of housing units ranging from minimum to maximum security. With the shift which is occurring under the AB 109 Realignment Act which is bringing significantly more multi-year sentenced male and female felony inmates to county jail's additional specialized housing that can provide a greater degree of flexibility particularly as inmates are about to begin transitioning from the jail to the community is desirable. The housing provides a “step down,” short-term custody environment for this population of detainees and also gives a greater degree of flexibility for managing custody populations across the various security levels. Where possible, housing units should be provided with dedicated yards and program rooms to ensure inmates have adequate access to these services/amenities and to limit movement of inmates through the facility.
- **State-of-the-Art Security Systems** – Incorporate state-of-the-art security control systems that have proven their value and are now “tried and true” systems, thus minimizing breakdowns and failures.
- **Staff / Public / Inmate Separation** - Maintain to the extent possible separation of the staff / public and inmate in circulation areas, lobbies, drives, and outdoor parking to assure the safe operations of the Jail.

- **Central Control Point** – Overall security management of the jail facilities should be maintained by a Central Control station. Eventually, existing control rooms in the Colusa Jail should be integrated into one main Central Control Room. This station should be responsible for the entire safe and secure movement of staff, inmates, and the public movement through all perimeters within the facility and grounds. This secure station should be in a remote area that is inaccessible to inmates, visitors, and away from high traffic areas. Other functions that can be served by the Main Central Control are: housing intercoms / camera monitors, staff duress alarms, radio transmissions and a fire alarm notification system.
- **ADA Compliance** – Every room and space within new construction should comply with American with Disabilities Act (ADA) standards.
- **Video Visitation** – Cameras and monitors shall be installed in every housing unit to allow video visitation for the inmates. This is a trend that is developing nation-wide to allow families to visit from locations closer to their residence.
- **Detention Administration and Staff Areas** – The facility should provide appropriate custody staff space to accommodate staff briefings, conferences, training, breaks, meals, showers, toilets, and lockers. This space should provide staff privacy and relaxation away from other jail facility activities.

Jail Construction Estimated Costs

Because jail facilities are some of the most expensive buildings to construct, the consultants examined a number of factors to determine the likely probable cost (in 2015 dollars) for the SB 863 jail construction and jail infrastructure projects included in the time-phased schedule of construction recommendations outlined in this report. Refinement of the estimates in this section needs to occur throughout the programming and architectural process. The consultants based the costs on general square footages that were derived through the following means: (1) discussions with staff regarding space needs; (2) hypothetical scenarios; (3) typical spaces found in jail facilities; (4) field trips to other detention facilities; (5) past practices; (6) current acceptable functional use areas / spaces utilized in the existing facility; and (7) state minimum jail standards.

The consultants also looked at (1) available information for recently bid detention facilities, and (2) Means Estimating Guide for Jail Construction. The resulting estimated Statement of Probable Costs are summarized under each construction recommendation and the costs are grouped into two categories covering construction related and project related costs. The construction related costs reflect costs that are submitted by the general contractor at bid time, and the project related costs are those non-general contractor related expenses paid by the owner. The factors that make up the Statement of Probable Costs in each category included the following items:

Jail - Construction Related Costs

- Escalation - Since it is unknown when California BSCC state jail construction financing funds will be granted and when the County will be ready to bid, a factor recognizing a least a year from this date was provided.
- Design Contingency – Since there is no design at this time, a factor is provided for unknown size and space needs, based on the complexity of the space.
- Contractor's Overhead & Profit / General Conditions – A factor for the contractor's overhead and profit including General Conditions are also identifies.

Jail - Project Related Costs (continued)

- Construction Contingency- These funds are intended for change orders, either owner or contractor initiated. These funds may not be spent.
- Architect / Engineers Fees – This fee varies depending on the complexity and number of specialty consultants employed by the architect. For jail design type of work, in addition to typical engineering: (1) a security hardware consultant; (2) security electronics engineer; and (3) a food service consultant may be employed.
- Building Construction Management and Inspection – The costs include individuals or firms contracted for building inspection, materials testing, special inspections, construction administration / management (CM), and other project management duties.
- Miscellaneous – This is a placeholder cost for building permit fees, duplication costs, special inspections, geotechnical, and other incidental costs.

The Statement of Probable Costs assigned to each recommendation also includes an allowance for movable furniture, fixtures, and equipment (FF&Es) required for the construction project.

Phased Colusa County Jail Construction Recommendations

Based on the facility gaps identified in the Needs Assessment project, the following recommendations have been developed that will respond to both inmate housing and infrastructure needs. The recommendations are grouped in three separate time-phased scheduling sequences that reflect the current BSCC jail construction SB 863 funding process. The recommendations are summarized in a matrix format that lists the Statement of Probable Construction Costs identified for the proposed project.

The Consultants are mindful that most counties, including Colusa, do not have sufficient fiscal resources to build jail facilities without significant State financial assistance. As a result, a priority objective of the **Phase I** BSCC Senate Bill 863 Adult Local Criminal Justice Facility Construction Funding would not only address selected major facility infrastructure and deficiencies and shortfalls, but would alleviate the impact the AB 109 Realignment Act is currently having on the County Jail. It is important to understand that the construction recommendations reported here can take three to five years from the point programming begins to occupancy. This has been taken into consideration when the schedule for each recommendation was set. The time-phased sequence also was based on the anticipated timing of California BSCC jail construction funding cycles. The **Phase II** immediate and short-term listing of other jail projects called for within 1 – 7 years has been structured to address remaining jail infrastructure building gaps.

For the BSCC Senate Bill 863 proposed construction project, a summary line-item budget cost estimate has been prepared and included at the end of the Phase I recommendation project narrative. A detailed description of the scope of work and estimate of both construction and three-page estimated project costs is included in Appendix E. The construction costs that are identified include factors for (a) escalation, (b) design contingency, and (c) contractor's overhead, profit, and general conditions. The identified "loaded" project costs include items involving the (a) construction contingency, (b) architectural and engineering consultant services, (c) building inspection and materials testing, (d) construction management, and (e) other miscellaneous fees / costs that will be required for the proposed construction project.

Colusa County Sheriff's Office Corrections Division

Recommendation	Scope of Work	Probable Construction Cost
Phase I: Senate Bill 863 Programming & Jail Construction Project		
Board of State and Community Corrections (BSCC) SB 863 Jail Construction Funding		
Recommendation #1	SB 863 – SB 863 New Housing Unit - Program, design and construct a new stand-alone housing unit east of the existing jail. The new housing unit would accommodate a medical / dental clinic, a small pod with safety cells and a respiratory isolation cell, 96 replacement beds in six pods, a re-therm kitchen, and other necessary support space.	\$20,000,000 ⁽¹⁾
Phase II: Short-term Programming and Jail Construction (Within 1–7 Years)		
Other Colusa County Capital Construction Funding Sources		
Recommendation #2	New Corridor – Program, design and construct an interior renovation project to create a corridor connecting the existing secure circulation near intake and the new corridor of the addition. This corridor would replace existing circulation in the eastern housing unit.	\$137,000 ⁽²⁾
Recommendation #3	New Program Rooms – Program, design and construct an interior renovation project which would convert three of the existing dormitories to two program rooms for group therapy and art programs. These rooms would be adjacent to the corridor addressed in Recommendation #2.	To be determined
Recommendation #4	Renovate Intake – Program, design and construct an interior renovation project which would modify and relocate two holding cells in the Intake area and would result in direct visual control of the new corridor addressed in Recommendation #2 from central control.	To be determined
Recommendation #5	Convert Existing Programs Space – Program, design, and construct a renovation project which would convert the existing program space north of the east wing to a welding and a small engine repair program shop.	To be determined
Recommendation #6	Security Electronic Upgrades - Assess, develop program and repair / upgrade all security electronics, control panels, cameras, and head-in equipment, to provide a functional security electronic system. ¹	To be determined
Recommendation #7	Security Hardware – Assess and repair / replace all security locking devices essential to the jail operations. ¹	To be determined
Recommendation #8	Deferred Maintenance – Assess and repair / replace essential systems to maintain the effectiveness of the jail operations. The maintenance will include HVAC, roof, life safety, and other miscellaneous identified projects. ¹	To be determined
Phase III: Long-Term Programming and Jail Construction (Within 8-15 Years)		
Other Colusa County Capital Construction Funding Sources		
Recommendation #9	New Intake – Program, design, and construct a new intake facility where the existing metal warehouse building currently sits.	To be determined

Recommendation #10	New Administration – Program, design, and construct a new administration and visitation center adjacent to new intake facility.	To be determined
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1. For Recommendation #1, the Statement of Probable Costs shown in the recommendation matrix is total project cost, including both construction cost and other project-related "soft" costs.
2. For Recommendation #2, the Statement of Probable Costs shown is construction costs only. This project cannot occur until the new jail is constructed and inmates have been moved out of the existing jail. It does not qualify for BSCC funding through SB 863 legislation, and will require future County funding including "soft" costs that cannot be estimated at this time.

Scope and Areas to Be Improved With SB 863 Jail Construction Project

The Needs Assessment Project has identified several deficiencies which need to be corrected at the Colusa County Jail which are priorities of Colusa County's SB 863 funding application. The consultants have specifically identified the need to (1) provide adequate programming, treatment, and recreation space, (2) provide adequate medical and dental exam space, (3) provide safety and respiratory isolation cells, (4) expand support space for medical and treatment staff (5) replacement substandard / unsafe linear housing, and (6) lay the foundation for a phased jail replacement project at the existing site.

The AB 109 Realignment Act has resulted in additional multi-year sentenced felony inmates in the County jail. The Colusa County Jail is therefore overcrowded and lacks adequate beds, a means to separate distinct populations, and space for rehabilitative programs. The majority of the existing housing is dormitories designed with barred cell fronts. Some of these barred front dormitories open into the primary circulation to program areas which serve the entire jail.

There are nine single cells but those cells lack adequate dayroom space; the area provided for dayrooms is barely wide enough for doors to swing out and therefore does not meet the requirements of Title 24.

There is a single 645 sq.ft. recreation yard that must serve the entire population of the jail, and because of the variety of genders and classifications housed in the jail, providing inmates with adequate recreation time is always difficult.

The jail lacks adequate medical and dental exam rooms, mental health services, office space for treatment staff, and treatment space to facilitate evidence based programs that are necessary to reduce recidivism. In addition, the jail lacks any safety cell necessary to stabilize an inmate in mental health crisis, nor a respiratory isolation room that could accommodate an inmate with a contagious disease.

There are three distinct housing areas. Two are dormitories with dorm units arranged back to back with a plumbing chase between them and circulation encircling the housing separated only by bars. The third housing area is a wing with three maximum security pods and a dormitory accessed from it. None of the housing was designed to be viewed from a single vantage point, and therefore observation requires custody staff to continuously walk through the facility.

A new housing unit would provide a medical / mental health housing pod to accommodate two safety cells and a respiratory isolation cell. In addition, a clinic would be included which consists of an exam room, a dental exam room, treatment staff offices, and inmate holding. The treatment staff offices would have direct access to the medical / mental health pod. Furthermore, the new unit would allow for the replacement of the existing general housing (constructed with linear, bar front cells) with six modern housing pods with cells and / or dormitories on tiers totaling 96 beds. All housing units, including the medical / mental health pod, would be visible from a central elevated control station and additional accommodations can be made for direct supervision stations within each pod. The new housing unit can accommodate deliveries, storage, and a re-therm kitchen so that it can remain operational when the County begins to systematically demolish and replace the older parts of the jail facility. Finally, jail staff support space will also be necessary to allow for the demolition and / or renovation of the existing jail.

Because the specific needs align with the funding criteria contained in SB 863, the consultant team is recommending that the Sheriff's Office apply for State funding which would enable the County to address these critical space needs within its jail system. The consultants in conjunction with jail staff have explored strategies to improve the secure operations and conditions at the Colusa County Facility on multiple fronts. The proposed project will provide:

- (a) the addition of a pod containing two safety cells and a respiratory isolation cell;
- (b) new medical and dental exam rooms;
- (c) treatment staff offices and pharmacy / lab;
- (d) the addition of six replacement housing pods to replace substandard linear housing, provide the required dayroom and yard space, and provide dedicated and shared program spaces accessible directly from each pod;
- (e) new receiving, storage, and re-therm kitchen
- (f) new jail staff support space

The SB 863 jail expansion project will be the first step in a phased replacement of the Colusa County Jail. It will allow for the systematic upgrade of an outdated facility and allow the Colusa County Jail to transform into a state-of-the-art facility that is safe, secure and efficient. Furthermore, it will allow for the addition of program spaces and treatment services that reduces recidivism and supports rehabilitation as well allow the jail to remain in the city of Colusa.

See Appendix D: Colusa County Jail Preliminary Programming and Space Allocations For the SB 863 Project)

Phase I: Senate Bill 863 Programming and Jail Construction Project

The following narrative describes the key elements and programming associated with each recommendation the consultant team and Sheriff's Office believes should be included in a funding application prepared and submitted to the BSCC for SB 863 Jail Construction funding.

Recommendation #1: SB 863 New Housing Unit - Program, design and construct a new stand-alone housing unit east of the existing jail. The new housing unit would include:

1. A small pod containing two safety cells and a respiratory isolation cell. The circulation space in this pod would be visible from both the over-watch control as well as the adjacent staff area.
2. A clinic will be located along the secure circulation corridor and will include a medical exam room and a dental exam room. Both the medical and dental exam rooms will have secure one-way visibility from the adjacent staff area. The clinic will also have a small holding cell and an inmate toilet.
3. A small clinical staff area will accommodate two workstations, a staff toilet, records storage, a copy area, and a pharmacy / lab room. The staff area will have one-way visibility into the adjacent exam rooms and into the medical and mental health pod.
4. Six 16-bed pods to serve a diverse range of classifications. The units would accommodate medium and maximum security inmates including mental health and administrative segregation inmates, in a mix of double cells and dormitories in tiered pods. A large program treatment / classroom, accommodating ten inmates, would be shared by a pair of housing pods, with direct access from each of the two dayrooms. All six pods would also have dedicated program / interview rooms as well as access to dedicated yards. Cells / dormitories would be served by rear plumbing chases. The resulting design will maximize the time

that inmates can be out of their cells receiving treatment, programs, and recreation. The flexible design accommodates an over-watch custody control station as well as infrastructure to allow for direct supervision of pods if staffing allows.

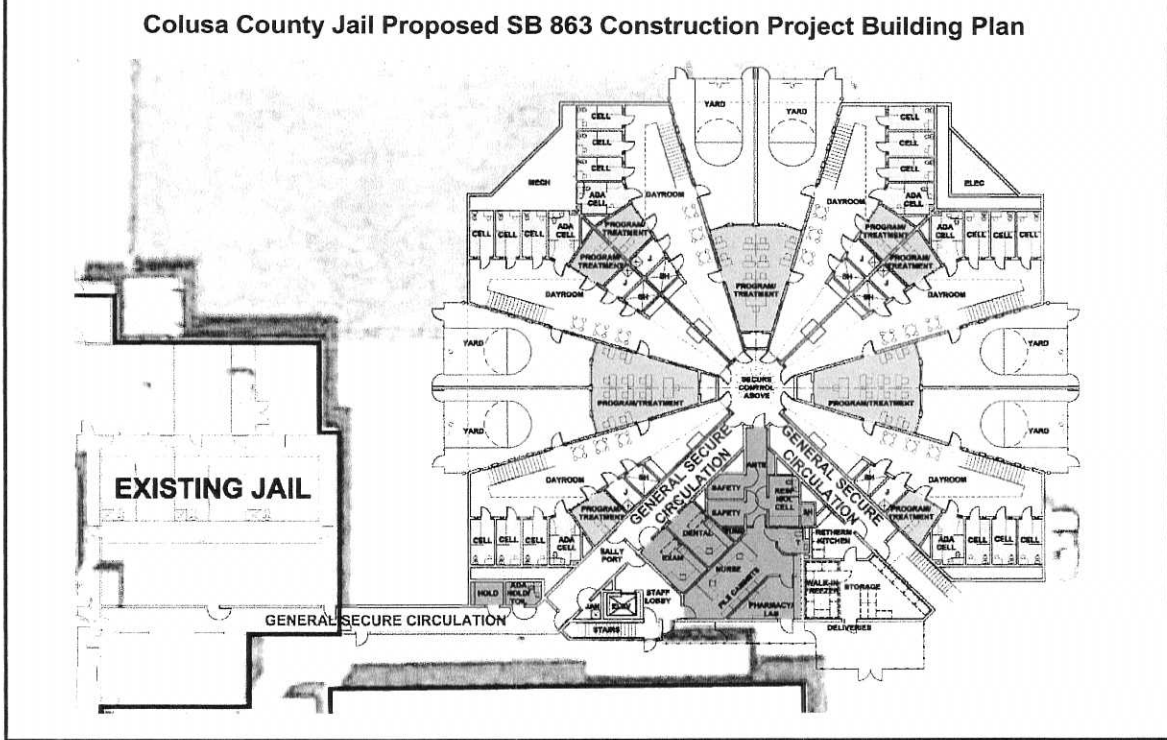
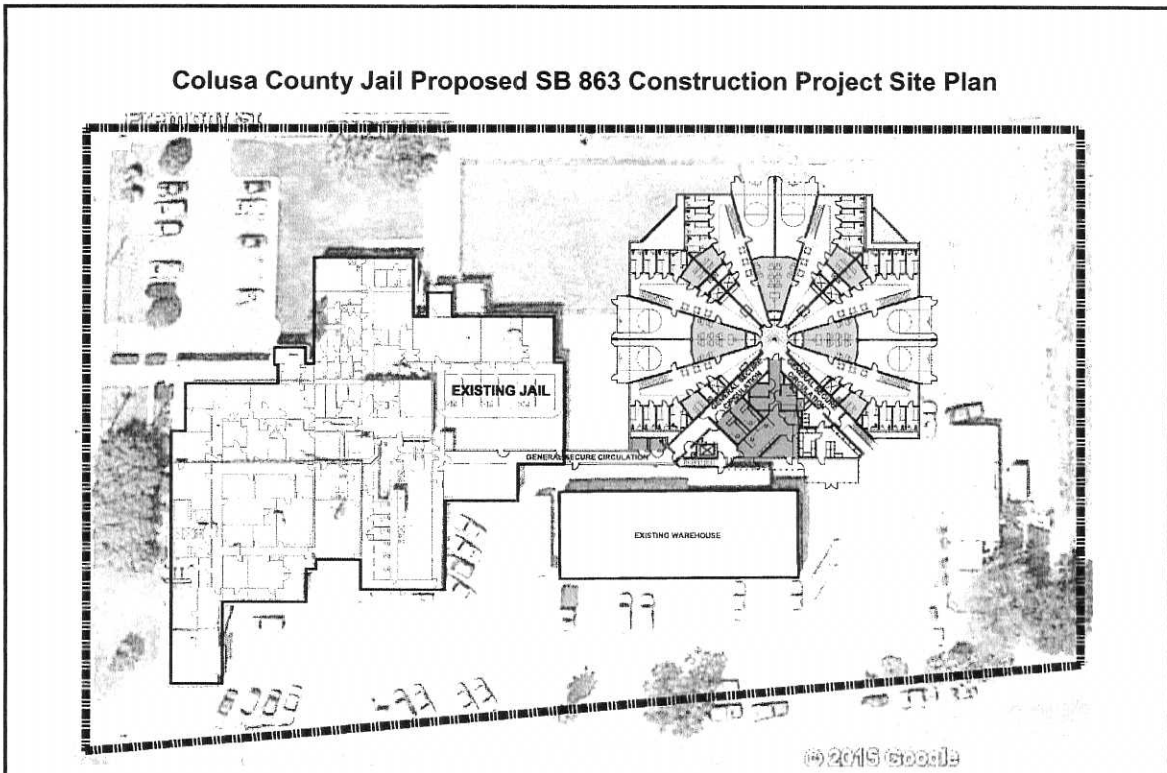
5. A delivery area with an exterior receiving area, a storage area and walk-in freezer that functions similar to a sally port, as well as a re-therm kitchen. This is a necessary feature of the building that will allow for the eventual demolition of the existing jail and existing receiving area.
6. A secure tunnel connecting to the existing jail.
7. An administration area to accommodate staff who will operate the new housing unit. This is also necessary to allow for demolition / renovation of the existing jail building.

Program Treatment Rooms:

The program treatment rooms provided in each housing unit vary in size to accommodate a variety of programs which include group therapy, educational instruction, religious services, etc. A partial list of planned programs includes:

- Cognitive Behavioral Therapy classes including:
 - Moral Reconciliation Therapy (MRT)
 - Coping with Anger
 - Staying Quit: Relapse Prevention
 - Thinking for Good
 - Something For Nothing: Theft Awareness
 - Taking the High Road: Drug Education
 - Breaking the Chains of Trauma
 - Craving Identification Management (CIM)
- Online GED Program
- Art Therapy
- Job Readiness
- College Readiness
- Narcotics Anonymous
- Community Impact Mentoring Program
- Library Literacy Program
- Computer Literacy
- K-9s for Veterans Program
- Seeking Safety/Healthy Relationships (Catalyst DV Services) for Men and Women
- Four Participant Work Crews
 - Methamphetamine Presentation (Meth Strike Force)
 - Child Support Services
- Department of Employment and Social Services
- The Perils of Drug Abuse Presentation (Drug Endangered Children)
- Sexually Transmitted Diseases Class (Colusa County Public Health)
- Bicycle Repair Program
- Basic Computer Tools and Techniques Certification
- Career and Life Planning Course (Colusa College)
- One Stop (Probation)
 - Re-entry Planning
 - Community-Based Treatment
 - Transitional Housing
 - Employment Opportunities
 - DRC Clothing Closet

The following diagram highlights the new housing / treatment building including the custody cells and the proposed 96-bed security housing, and overall site plan showing the limits of the SB 863 project.



The following Table provides a summary cost estimate of the SB 863 Jail Construction Project.

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$ 16,875,000	\$ -		\$ 16,875,000
2. Additional Eligible Costs*	\$ 1,594,000	\$ -		\$ 1,594,000
3. Architectural	\$ 577,000	\$ -		\$ 577,000
4. Project/Construction Management	\$ 938,000	\$ -		\$ 938,000
5. CEQA	\$ -	\$ 41,000		\$ 41,000
6. State Agency Fees**	\$ 16,000	\$ 125,000		\$ 141,000
7. Audit		\$ 32,000	\$ -	\$ 32,000
8. Needs Assessment		\$ 99,000	\$ -	\$ 99,000
9. Transition Planning		\$ -	\$ -	\$ -
10. County Administration			\$ -	\$ -
11. Land Value			\$ -	\$ -
TOTAL PROJECT COSTS	\$ 20,000,000	\$ 297,000	\$ -	\$ 20,297,000
PERCENT OF TOTAL	98.54%	1.46%	0.00%	100.00%

Notes:

All numbers are rounded to the nearest \$1,000 per BSCC requirements.

* Additional Eligible Costs include Permits/Plan Check, Inspections, Testing, Commissioning, PG&E Engineering & Design, and FF&E (moveable furniture & equipment).

** State Agency Fees include Real Estate Due Diligence (DGS) and California State Fire Marshal review.

Phase II: Short-term Programming and Jail Construction (Within 1–7 Years)

The following information summarizes additional Jail construction recommendations the consultant team identified as part of the Jail facility evaluation process. These projects are recommended within one to seven years.

Recommendation #2: New Corridor – Program, design, and construct a project which would replace the existing circulation on the south side of the east housing unit with a new rated corridor. The new corridor would connect the existing secure circulation near intake with the corridor of the addition project. This would securely connect core of the old jail (intake, visitation, and administration) with the new housing unit.

Recommendation #3: New Program Rooms – Program, design, and construct a project which would replace six dormitories in the existing jail (south side of east jail wing) with two new program rooms- one of which can be used for a variety of group therapy programs and the other specifically designed for art programs which currently exist at the jail. These program rooms would be adjacent to the new corridor created by Recommendation #2.

Recommendation #4: Renovate Intake – Program, design, and construct a renovation project which would modify and relocate two holding cells in the Intake area. By moving these holding cells, central control will have clear sightlines of the new corridor addressed in Recommendation #2. This would allow for staff at central control to observe inmates moving between Intake, to program areas, and ultimately to and from the new housing unit.

Recommendation #5: Convert Existing Program Space – Program, design, and construct a project which would convert the existing group therapy and art room into an industrial program area. This space is well suited for this use because it is separated from the remaining jail by masonry (fire rated) construction, and can be outfitted with dedicated HVAC. This industrial program area will include welding and small engine repair programs. Both of these programs will help to make release inmates employable in Colusa County.

Recommendation #6: Security Electronic Upgrade at Housing Control Rooms - Assess, develop program and repair / upgrade all security electronics, control panels, cameras, and head-in equipment, to provide a functional security electronic system. Security electronics failures as noted during the survey of the jail facility are an immediate safety concern to staff and the public, and therefore require immediate evaluation and repair. The locking systems and control devices need to be field tested by qualified security electronics personnel to determine specific observable deficiencies. Also, previous staff observations of defective operation must be recorded and considered along with field-test results to determine the most appropriate repair and corrective action.

Overall security management of the jail facilities should be maintained by a Central Control station. Central Control should be responsible for the operation of all entry and exit doors and sally ports for both the perimeter and interior zones. This station shall be in a secure area that is inaccessible to inmates, visitors, and away from high traffic areas.

Recommendation #7: Security Hardware – Assess and repair / replace all security locking devices essential to the Jail operations. Conduct a study to determine the priority of repairs that are needed in order to maintain the operation of the Colusa County Jail until replacement can occur. The nature of security hardware require immediate repair, and cannot be deferred to a later time as their failure can be both catastrophic and without alternative 'work-arounds'.

Recommendation #8: Deferred Maintenance Assess and repair/replace essential systems to maintain the effectiveness of the Jail facility operations.

Phase III: Long-term Programming and Jail Construction (Within 8–15 Years)

The following information summarizes additional Jail construction recommendations the consultant team identified as part of the Jail facility evaluation process. These projects are recommended within 8 to 15 years.

Recommendation #9: New Intake – Program, design and construct a new intake area south of the new housing unit and connected into the existing secure corridor. This construction will require the demolition of the existing metal warehouse.

Recommendation #10: New Administration – Program, design and construct a new administration and visitation center building adjacent to the new intake building.

Appendix A.

April 2008 Colusa County Jail Needs Assessment
Colusa County Jail Needs Assessment Update

Colusa County

Jail Needs Assessment



April 2008

**RESOLUTION NO. 15-045
AMENDED RESOLUTION NO. 15-039**

**RESOLUTION OF THE COLUSA COUNTY BOARD OF SUPERVISORS
AUTHORIZING SUBMISSION OF AN APPLICATION AND PROPOSAL FOR SB 863
FINANCING AND FURTHER PROVIDING RELATED APPROVALS,
AUTHORIZATIONS AND ASSERTIONS IN SUPPORT OF THE COUNTY'S
PROPOSAL**

WHEREAS, the Sheriff of Colusa County is given the responsibility to address the needs of inmates with mental issues;

WHEREAS, Colusa County's existing jail is the only detention facility used to house and treat in-custody adult offenders sentenced in the County;

WHEREAS, there is a need in the County to provide programs, including evidence-based programs and treatment to offenders focused on mental health issues, to help reduce recidivism, as identified in the August 2015 Needs Assessment Study Update;

WHEREAS, the existing Colusa County jail lacks the appropriate programming and treatment space for felons sentenced in Colusa County;

WHEREAS, the County is committed to promoting public safety by providing evidence-based treatment programs for inmates, including mental health, substance use disorders, and education programming;

WHEREAS, the County wants to construct a new replacement housing unit which will be known as the Colusa County Detention and Treatment Facility ("Project" or "Facility"), adjacent to the County's existing detention facility, to facilitate and enhance the ability of the County to provide necessary and appropriate programming and treatment for adult offenders sentenced to confinement in Colusa County;

WHEREAS, Senate Bill 863 makes certain monies available through State lease-revenue bond financing for the acquisition, design and construction of adult criminal justice facilities ("SB 863 Financing"); and

WHEREAS, The County is submitting a proposal and application for SB 863 Financing to the Board of State and Community Corrections ("BSCC").

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of the County of Colusa, the County's governing body, makes the following authorizations, approvals, attestations and assurances on behalf of the County in support of the County's proposal and application for SB 863 Financing toward the acquisition, design and construction of the County's proposed Facility:

A. The names, titles and positions of the County's Project Construction Administrator, Project Financial Officer, and Project contact person(s) are as follows:

Project Construction Administrator

Steve Hackney
Director of Planning and Building for the County of Colusa

Project Financial Officer

Robert J. Muszar
County Administrative Officer for the County of Colusa

Project Contact Person(s)

Lt. Miguel Villasenor
Lieutenant for the Colusa County Sheriff's Office

B. The County approves the Proposal Form, Project Delivery and Construction Agreement, BSCC Agreement, Ground Lease, Right of Entry for Construction and Operation Agreement, Facility Lease, Facility Sublease, and all forms of the project documents deemed necessary as identified by the State Public Works Board (SPBW) to the SBCC to effectuate the financing authorized by SB 863.

C. The following County official is authorized to sign the "Applicant's Agreement", section E of the Senate Bill 863, Adult Local Criminal Justice Facilities Construction Financing Program Proposal Form, together with any other required documents, and submit the County's proposal for funding:

Colusa County Sheriff Joe Garofalo

D. The County will adhere to State requirements and terms of the agreements between the County, the BSCC, and the SPWB in the expenditure of any state financing and County match funds.

E. The County authorizes an adequate amount of available matching funds to satisfy the County's contribution toward Project costs as may be needed or required, as identified in the Project Budget Summary Table. The matching funds will be compatible with the State's lease-revenue bond financing requirements. The funds will be paid from the County's general fund.

F. The County will fully and safely staff and operate the proposed Facility in accordance with Title 15, Chapter 1, Subchapter 6, Section 1756(j)(5), of the California Code of Regulations, within 90 days after Project completion.

G. The County makes the following assurances regarding the real property site ("Site") for the proposed Facility:

1. The County controls the Site and owns the Site in fee simple title with right of access to the Project sufficient to assure undisturbed use and possession of the Site;

2. The County will not dispose of, modify the use of, or change the terms of the real property title to the Site and/or other interest in the Site of the Facility subject to construction;
3. The County will not lease the Facility for operation to other entities, without permission and instructions from the BSCC, for so long as the SPWB lease-revenue bonds secured by the financed project remain outstanding.

H. The current fair market land value for the Site is \$80,000.

I. The County has completed the CEQA process for its proposed Facility. The County accepts the certification by the County Planning Commission of the Final Negative Declaration for the Project and County Counsel's certification that the limitations period has passed and there have not been any legal actions or challenges filed or commenced challenging the filed Notice of Determination for the Project or any other aspect of the County's Project.

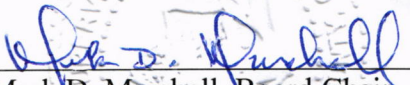
J. The County is committed to reducing inmate populations and overcrowding through evidence-based treatment programs for inmates, including mental health, substance use disorders, and education programming. Accordingly, the County is committed to completing the Project to achieve that goal.

PASSED AND ADOPTED this 22nd day of September, 2015 by the following vote:

AYES: Supervisors Denise J. Carter, Gary J. Evans, Kim Dolbow Vann, John D. Loudon and Mark D. Marshall.

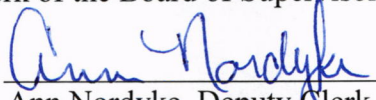
NOES: None.

ABSENT: None.



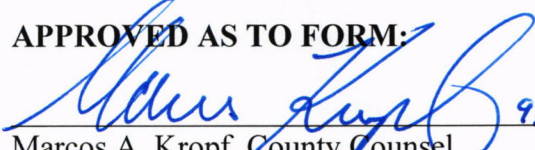
Mark D. Marshall, Board Chair

ATTEST: Robert J. Muszar,
Clerk of the Board of Supervisors

By 

Ann Nordyke, Deputy Clerk

APPROVED AS TO FORM:



Marcos A. Kropf, County Counsel 9/22/15



Construction Management, Inc.

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September 23, 2015

Miguel I. Villaseñor, Lieutenant
Corrections/Court Security
Colusa County Sheriff's Office
929 Bridge Street
Colusa, CA 95932

RE: Colusa County Jail Facility Project
Secure Connection Corridor/Code Study – Fee Proposal

Dear Lt. Villaseñor,

As previously discussed with the Sheriff's Office, we are providing the following scope of work and fee estimate for services that we have rendered for a Secure Connection Corridor/Code Study at the Colusa County Jail. These services are in addition to the original Scope of Services.

As requested by the Sheriff's Office, we have provided an analysis of the impact of connecting the new SB 863 jail expansion to the existing County Jail. The analysis resulted in the development of concepts for interior improvements to the existing jail that accomplish a safe and secure path of travel/connection, for inmates and staff, to connect with the proposed SB 863 construction.

The scope of work included:

1. Evaluation of the code requirements pertaining to the existing corridors and exiting system within the Colusa County Jail.
2. Development of options for connecting the new SB 863 project building with the existing Jail, including drawings illustrating the options.
3. Presentation of options to the Sheriff's Office and other County agencies. Refinement of the selected option based on County input.
4. Development of cost estimate for the selected option.



The estimated fee for the scope of work is as follows:

Task	Nacht & Lewis		Vanir		Total
	Fadness	Lopez	Roberts	Sabati	
Evaluation of Existing Corridor/Exiting System	\$255	\$165	\$150	\$150	\$825
Development of Options	1	8	2		\$1,875
Refinement of Options & Presentation to County	1	6	6		\$2,145
Cost Estimating				4	\$600
	\$510	\$3,135	\$1,200	\$600	\$5,445

The results of the analysis (attached) were included in Appendix F of the Colusa County Jail Needs Assessment Update.

Please review this Fee Proposal with the Sheriff and the County Administrative Officer. If the Proposal is acceptable to the County, please process an amendment to Vanir's contract to add this scope of services in the amount of \$5,445.

Sincerely,

Candyce Roberts
Sr. Project Manager

Secure Connection Corridor / Code Study

Section 7: Jail Facility Construction Plan of the 2015 Colusa County Jail Needs Assessment Update includes a series of recommendations for Colusa County to consider. Phase I Recommendation #1 proposes to "*Program, design and construction of a new stand-alone housing unit east of the existing jail.*" This project would be funded through Senate Bill (SB) 863 Jail Construction Funding administered by the Board of State and Community Corrections (BSCC).

The construction of the proposed New Housing Unit will require a secure connection between the existing Jail building and the new housing unit in order to facilitate movement from the intake area and to visitation. Phase II Recommendation #2 includes "*Program, design and construct an interior renovation project to create a corridor connecting the existing secure circulation near intake and the new connector corridor to the addition. This corridor would replace existing cell-front circulation in the eastern housing unit.*" This project would commence following activation and occupancy of the SB 863 New Housing Unit, and would be funded by County funds.

In order to assist the County in fiscal planning for the required secure connecting corridor, the consultant team developed concepts for interior improvements to the existing jail that accomplish a safe, secure and efficient path of travel/connection, for inmates and staff, to connect with the proposed SB 863 New Housing Unit.

The Vanir/Nacht & Lewis team explored three options for connecting the existing jail circulation with the new addition.

1. Option 1 created exterior circulation through the existing recreation yard,
2. Option 2 re-purposed existing cell-front circulation in front of the existing dormitories #12, #13 and #14, and used an existing exterior door between dormitories #14 and #15 to connect to the new housing unit.
3. Option 3 re-purposed existing cell-front circulation in front of the existing dormitories #12, #13 and #14, and connected to the new housing unit using a new door that would be cut into the existing exterior west wall of the jail near dormitory #14.

Option #3 was selected because it would be the most economical and would provide for the most direct path-of-travel between Intake and the new housing unit. The new corridor would be designed as a 1-hour rated corridor. The three dormitories along this circulation path would be demolished as part of the corridor construction. They would be planned to be converted into program space in the future.

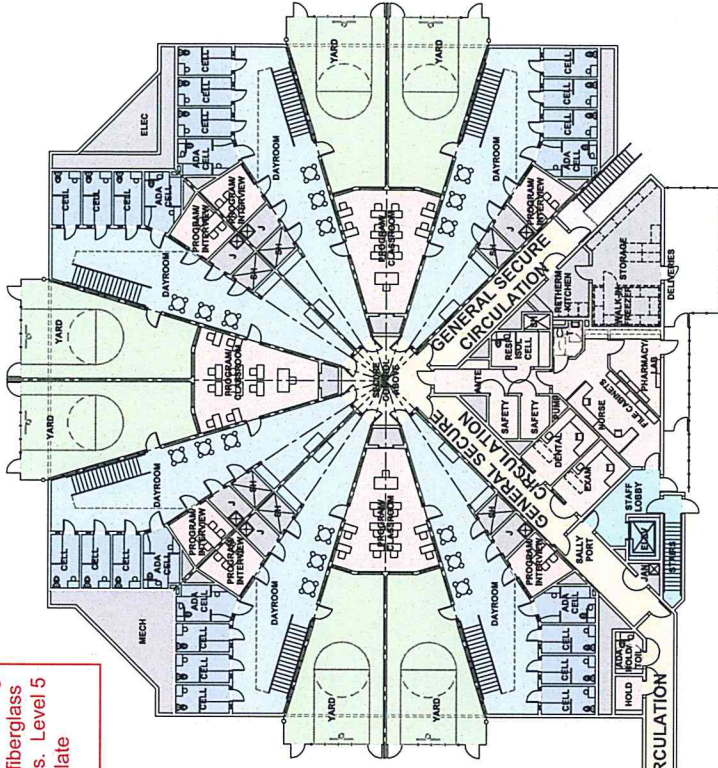
Option #3 was also considered relative to fire and life safety compliance. The new corridor would ensure the existing jail exiting remained compliant with the code cycle under which it was originally designed, while also supporting the current code requirements that the new addition will be held to.

The planning effort to determine the best connection to the new housing unit included a meeting with the Colusa County Clients to discuss the three strategies and to select the desired option for cost estimating.

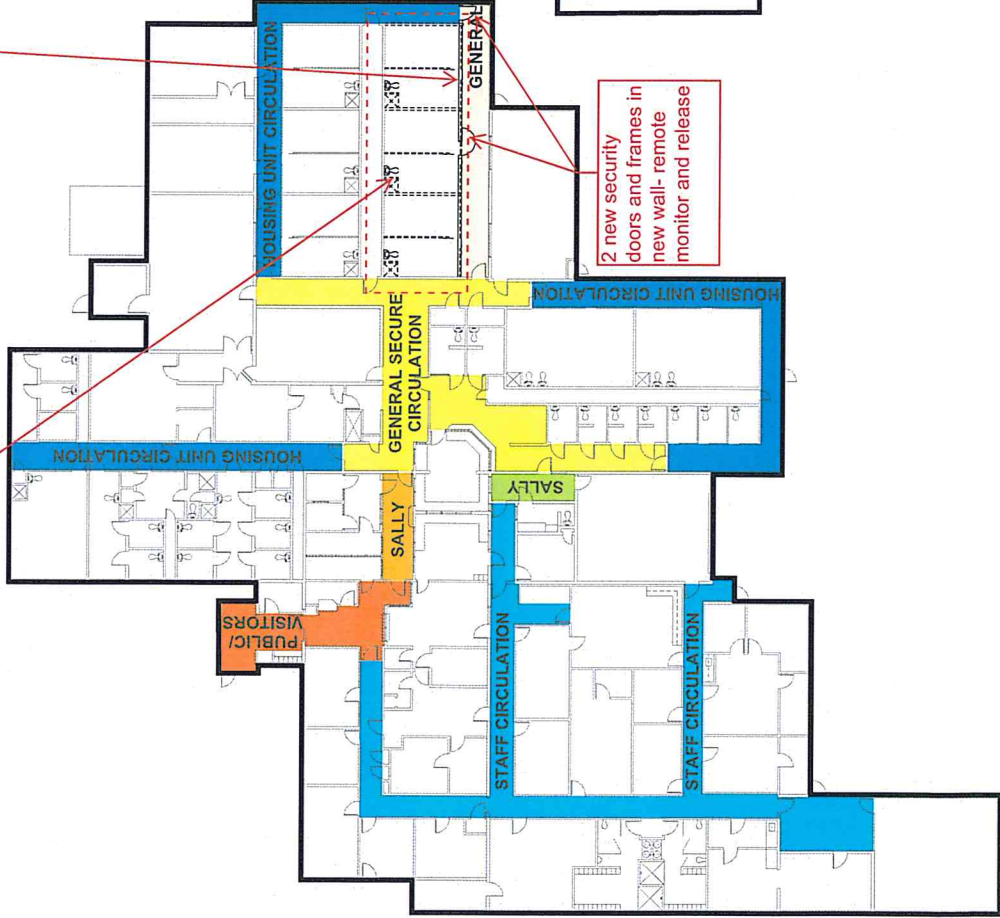
The following pages include a diagram showing analysis of the existing Jail circulation and the proposed secure connecting corridor. A conceptual estimate is also included, which provides the anticipated construction costs for the project. Escalation has been estimated to mid-point of construction, based on a project that begins in July 2019. "Soft costs" are not included in the construction estimate. They will need to be evaluated by the County consistent with other County construction projects.

Demolish 160 LF of floor to ceiling steel bars and gates in this area. Demolish 3 showers and comby units.

New floor to ceiling (10 ft tall x 60' long) wall: 6" x 18 ga studs covered ea. side by 20 ga shmtl and fiberglass reinforced abuse resistant gyp bd. both sides. Level 5 finish- paint. 4' tall 1/8" thick s.s. diamond plate wainscot on corridor side.



New corridor notes: No changes to sprinklers or required. Ceiling (surface) mounted fixtures already exist in this corridor but some allowance should be provided for alternate switching. Assume one small duct and damper will be extended to the new corridor from an existing duct.




New security door in existing concrete wall- remote monitor and release

2 new security doors and frames in new wall- remote monitor and release

SECURE CONNECTION CORRIDOR OPTION #3

Details

 Project: Colusa County Jail Title: Budget Estimate - Secured Corridor Date: July 10, 2015					
TRADE	DESCRIPTION	QTY	UNIT	TOTAL COST - SUB	UNIT COST
	new secure corridor				
	demo steel bar + patch floor / ceiling	160	lf	\$1,600	\$10.00
	new stud wall	600	sf	\$9,000	\$15.00
	20 ga sheetmetal & fireboard both sides	1,200	sf	\$9,600	\$8.00
	SS diamond plate wainscot 4'	60	lf	\$5,280	\$88.00
	door + remote monitor release (in electrical)	3	ea	\$8,250	\$2,750.00
	Demo (E) concrete wall + new door	1	ea	\$5,000	\$5,000.00
	allowance for floor / ceiling patch / repair	360	sf	\$2,880	\$8.00
	allowance for HVAC / Electrical + remote mon	360	sf	\$10,800	\$30.00
	Demolish & remove 3 shower & 3 comby units	3	ea	\$4,500	\$1,500.00
	Allowance for patch floors	1,200	sf	\$2,400	\$2.00
	Allowance for unknown	1	ls	\$5,000	\$5,000.00
	Assumed non hazmat / lead paint			\$0	\$0.00
	new secure corridor total			\$64,310	\$0.00
	Others				
	Others total			\$0	\$0.00
	Subtotal			\$64,310	\$6,532
	General Conditions	12.00%		\$7,717	
	General Contractor Markup	8.00%		\$5,762	
	General Contractor Bond	2.50%		\$1,945	
	Design Contingency	25.00%		\$19,934	
	Phasing / small quantities	10.00%		\$9,967	
	Geographical / Location Factor	3.50%		\$3,837	
	Construction Cost -- July 2015			\$113,000	
	Escalation to September 2019	21.00%		\$23,730	
	Total Construction Cost			\$137,000	