



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 Mendocino		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 X		REGIONAL FACILITY <input type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Mendocino County Jail				
PROJECT DESCRIPTION 60 new maximum security beds in 3 pods with 1 recreation yard, 1 medical exam/treatment room, 1 multi-purpose room and 1 interview room in each pod and a visiting center with program space.				
STREET ADDRESS 951 Low Gap Road				
CITY Ukiah		STATE CA	ZIP CODE 95482	
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 checked="" type="checkbox"/> RENOVATION/ REMODELING	<input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, whether remodel/renovation or new construction.				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	0	0	60	
TOTAL BEDS (A+B+C+D)	60 new beds less 20 old beds demolished = 40 new 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 Carmel J Angelo

TITLE Chief Executive Officer

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 Alan D Flora

TITLE Assistant Chief Executive Officer

DEPARTMENT

Executive Office

TELEPHONE NUMBER

707-463-4441

STREET ADDRESS

501 Low Gap Road

CITY

Ukiah

STATE

CA

ZIP CODE

95482

E-MAIL ADDRESS

floraa@co.mendocino.ca.us

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 Lloyd Weer

TITLE Chief Financial Officer

DEPARTMENT

Auditor-Controller

TELEPHONE NUMBER

707-234-6860

STREET ADDRESS

501 Low Gap Road

CITY

Ukiah

STATE

CA

ZIP CODE

95482

E-MAIL ADDRESS

weerl@co.mendocino.ca.us

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 Tim Pearce

TITLE Captain

DEPARTMENT

Mendocino County Sheriff's Office

TELEPHONE NUMBER

707-463-4559

STREET ADDRESS

951 Low Gap Road

CITY

Ukiah

STATE

CA

ZIP CODE

95482

E-MAIL ADDRESS

pearcet@co.mendocino.ca.us

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

Definitions of total project costs for purposes of this program (state reimbursed, county cash contribution, and county in-kind contribution) can be found in the "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	\$16,783,000	\$0		\$16,783,000
2. Additional Eligible Costs*	\$0	\$340,000		\$340,000
3. Architectural	\$2,288,000	\$0		\$2,288,000
4. Project/Construction Management	\$929,000	\$0		\$929,000
5. CEQA	\$0	\$25,000		\$25,000
6. State Agency Fees**	\$0	\$51,000		\$51,000
7. Audit		\$0	\$15,000	\$15,000
8. Needs Assessment		\$0	\$32,000	\$32,000
9. Transition Planning		\$0	\$140,000	\$140,000
10. County Administration			\$56,000	\$56,000
11. Land Value			\$66,000	\$66,000
TOTAL PROJECT COSTS	\$20,000,000	\$416,000	\$319,000	\$20,719,000
PERCENT OF TOTAL	96.53%	2.01%	1.46%	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):** A space list program established square footage for the key program elements including demolition and site preparation, visiting/program building, and housing building. The space list accounted for minimum code standards for jail construction and the county's proposed program.

The construction budget was then developed using current California county jail construction costs on a per square foot as a starting place. Adjustments to average California jail costs were made relative to the following factors: 1. The type of construction anticipated, 2. The remote location of Mendocino County from major

construction markets, 3. The likely number of qualified bidders, 4. The relatively small-scale of the project, 5. The special construction requirements within the confines of an existing occupied jail site, 6. Access to existing infrastructure, 7. Quality of construction, 8. State-mandated processes that increase the pre-design, design, and bid phase periods and 9. State-mandated budget for monthly escalation percentage to bid-day and mid-point of construction.

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:** City Plan Check-\$1,300, Traffic Permit - \$800, Sewer Fees - \$2,800, Water Fees -\$6,000, Drainage Permit Fees - \$2,600, Dry Utilities - \$75,000. The basis of this estimate is a proration based on a relative gross square footage as compared to existing building. The county portion is 100% of these costs (\$88,500).
 - b) **Moveable equipment and moveable furnishings total amount:** \$250,000
 - c) **Public art total amount:** \$0

3. **Architectural(state reimbursement/cash match):**
 - a) **Describe the county's current stage in the architectural process:** Conceptual phase. A&E costs shown in the budget summary are based on a simple percentage of construction cost.
 - 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:** Conceptual, Design Development and Construction Document phases.
 - c) **Define the budgeted amount for what is described in b) above:** \$2,288,000
 - d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** None

Define the budgeted amount for what is described in d) above: 0

4. **Project/Construction Management - Describe which portions/phases of the construction management services the county intends to claim as:**
 - a) Cash 0
 - b) In-Kind 0

5. **CEQA – may be state reimbursement (consultant or contractor) or cash match \$25,000. All requirements have been met.**

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. SFM: \$35,000. Real Estate Due Diligence: \$16,000. Match**

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: County Auditor, \$15,000 est.

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 Needs Assessment was performed by county staff for the purposes of this grant: \$32,000
9. **Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** County Staff: \$140,000. The staff member will be assigned on a full-time basis and will be responsible for: Being a member of the county team for design, construction, systems selection (MEP and Security Electronics) and liaison with the architect and General Contractor.
10. **County Administration – Define the county staff salaries/benefits directly associated with the proposed project.** \$66,000 est. County Administration is based on the County Project Contact Person 1% time for four years and Administrative Services/Financial Officer 1% time for three years. The County Construction Administrator 10% time for four years; a Jail Project Site Coordinator 5% time for three years; Clerical person 1% time for three years; and one field technician 10% time for two years are covered under the Construction Management component.

11. **Site Acquisition - Describe the cost or current fair market value (in-kind):** \$66,000

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>	11/13/2015	2/5/2016	Assumes maximum duration allowed.
Real estate due diligence package submitted <u>within 120 days of award</u>	11/13/2015	3/5/2016	Assumes maximum duration is allowed.
SPWB meeting – Project established <u>within 18 months of award</u>	11/13/2015	8/12/2016	Assumes project establishment within 9 months of Conditional Award.
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	8/15/2016	2/10/2017	Includes 4 months for design and program statement and 8 weeks for BSCC/SFM review.
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	N/A	N/A	This will be design-bid-build project.
Design Development (preliminary drawings) with Staffing Plan	2/13/2017	9/25/2017	Includes 4 months for design, 8 weeks for BSCC/SFM review, and 6 weeks for SPWB plan approval.
Staffing/Operating Cost Analysis approved by the Board of Supervisors	2/13/2017	6/13/2017	Board of Supervisors approval in advance of submittal of Design Development documents to BSCC.
Construction Documents (working drawings)	9/26/2017	11/12/2018	Includes 6 months for design, 8 weeks for BSCC/SFM review, 6 weeks for finance action, and 4 months for SPWB resolution and authorization.

Construction Bids or Design-Build Solicitation	11/12/2018	4/16/2019	Includes 3 months for bidding, 4 weeks for County Board approval, 5 weeks for State Finance action.
Notice to Proceed <u>within 42 months of award</u>	4/17/2019	5/8/2019	Includes 3 weeks for final NTP.
Construction (maximum three years to complete)	5/13/2019	6/13/2021	Allowance of 25 months for construction completion.
Staffing/Occupancy <u>within 90 days of completion</u>	6/14/2021	9/12/2021	Allowance of 90 days for staffing and occupancy.

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	87,869
2.	Number of detention facilities	1
3.	BSCC-rated capacity of jail system (multiple facilities)	295
4.	ADP (Secure Detention) of system	293
5.	ADP (Alternatives to Detention) of system	75
6.	Percentage felony inmates of system	45%
7.	Percentage non-sentenced inmates of system	60%
8.	Arrests per month (all agencies, (2011-2014 average)	464
9.	Bookings per month of system (2011-2014 average)	377
10.	"Lack of Space" releases per month	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.	Mendocino County Jail	295	293
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.	Adult School/GED (Total for pre-and post sentenced inmates)	10
2.	Food Handler Certification (Total for pre and post sentenced inmates)	4
3.	Bakery (Total for pre and post sentenced inmates)	2
4.	Horticulture (Total for pre and post sentenced inmates)	4
5.	Men's Alternative to Violence (Total for pre and post sentenced inmates)	22
6.	White Bison (Total for pre and post sentenced inmates)	16
Sentences Offender Program		ADP
1.	Life Skills (Total for pre and post sentenced inmates)	10
2.	NA/AA (Total for pre and post sentenced inmates)	25
3.	Prescription for Success (Total for pre and post sentenced inmates)	10
4.	Clean (Total for pre and post sentenced inmates)	4
5.		
6.		

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

Assessment tools		Assessments per Month
1.	Offender Registration Survey (just being implemented)	25-30 (est)
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
 1-12 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

1. Statement of Need

The needs this project is designed to meet are based on the findings of our updated Needs Assessment.

The key findings of the Needs Assessment conducted by Mendocino County are:

1. The mentally ill inmates on psychotropic medications over the last seven years make up 22 percent of the population. They are being housed in many locations within the facility; making it difficult for mental health staff to treat them in a comprehensive and focused manner. Because of competing programs (showers, visiting etc.), it is very difficult for staff to ensure all legal requirements are completed.
2. The increases in age groups 60 to 70 plus from 2002 to 2014 are of real concern. The following are the percentage change within this category; Males: +139% for 60-64; +113% for 65-70; and 130% for 70+ and Females: +475% for 60-64; +1200% for 65-70; and 300% for 70. The older population presents a likelihood of serious medical problems and requires ADA single cell space and constant medical attention. The prevalence of Alzheimer's and dementia in this population add a significant burden to both medical and correctional staff. This presents a real need to add ADA beds and single cells.
3. The jail facility is maintenance intensive. Walls have holes from rust, walls and ceilings leak during the winter months; chronic heating and air conditioning problems as well as plumbing leaks and circulatory problems.
4. Past planning provided inefficient and ineffective housing unit types. We utilize the "pigeon-hole" method (inmates are placed in wherever there is an empty cell).

for the mentally ill and maximum-security inmates. The correct type housing units were not built.

5. We have chronic crowded conditions in the Women's Jail because this portion of the jail capacity was not built large enough and lacks enough maximum-security cells.
6. Maximum-security inmates are housed in cells that were built for medium security inmates. The locks can be defeated. Assaults on other inmates and staff have occurred and have increased.
7. There is a lack of centralization of maximum-security single cells. Currently, there are 41 such cells spread through nine housing units. Because there are not enough single cells for the actual number of inmates requiring a single cell, it causes the use of double cells in those specific units, displacing those inmates who have to be housed on temporary bunks.
8. The lack of inmate program space combined with other competing program requirements severely impede access to Inmate Programs, such as; religious, substance abuse, and educational impact all levels of classification but particularly for maximum-security inmates.
9. Attorney-client visits are extremely difficult because of a lack of visiting space for confidential visits. On occasion, the attorney leaves without seeing their client. The local BAR and Public Defender has complained about the current conditions.
10. Use of non-rated temporary beds to mitigate crowded conditions and avoid inmates sleeping directly on the floor has been commonplace. This on-going practice continues to be an unsafe environment for staff and inmates, and

concern about possible litigation arising due to non-compliance with Title 24 Standards.

11. The number of violent incidents on staff has increased. Between 2005 and 2014 staff assaults increased 143 percent and inmate on inmate violence decreased by 3.75 percent. In year 2010/11, the level of violence found a bottom, which is a direct result of having an ADP of 210 inmates. The timeline also shows a direct relationship to the lead up to and implementation of AB 109.
12. The 13-year Annual Peak Average is 7.02 percent.
13. The Incarceration Rate is up 13.769 percent over the last thirteen years.
14. The Crime Rate has decreased by 11 percent.
15. The average daily use of temporary beds is 10.
16. Over the last thirteen years, the female population has increased 25 percent.
17. The current total average daily population (including alternative custody) is 331.

To correct the listed findings and needs, obtaining SB 863 funds is the vital first step.

This plan addresses the needs and findings in the following manner:

- Finding number one is resolved much like number two. By centrally locating the severely mentally ill and providing program and medical space adjacent to the housing unit, it eliminates the hurdles of providing them care and programming.
- Finding number two will be addressed by a new building and ADA equipped single cells in the housing units.
- Finding number three will be addressed in the County's 2013 to 2017 Capital Improvement Plan.

- Finding number four will be resolved by centrally locating all severely mentally ill inmates that require being segregated.
- Finding number five is resolved by relocating maximum-security inmates to the new housing unit and creating housing space for three distinct classifications of female inmates.
- Finding number six is resolved by relocating maximum-security inmates to the new maximum-security housing unit that is built specifically with high security locks and equipment thereby greatly reducing the possibility of defeating them and avoid assaults that are a result of a lock failure.
- Finding number seven is addressed by adding 60 maximum security beds. This will meet the needs of the number of inmates classified as maximum and eliminate the use of temporary beds.
- Finding number eight is corrected by building in program space for the new housing unit. It also repurposes two existing rooms for programs in Building I, to serve the needs of inmates assigned to security levels medium to maximum level one.
- Finding number nine is corrected by building the visitors center. By having ten contact rooms, it will more than serve the needs of the Public Defender and local BAR.
- Finding number ten is eliminated by the addition of 60 maximum security beds. A need will no longer exist for temporary beds.

- Finding number eleven is greatly reduced by adding appropriate types of maximum-security beds. Having the correct types of beds makes a correctional facility much safer.

The Mendocino County Sheriff's Office has one Type II facility located in Ukiah. The first section of the facility was built in 1985 and had a rated capacity of 86. Over the subsequent years as the need for more beds increased, 34 cells were turned in to triple bunks in 1987. In 1991, an additional housing unit was built to replace older housing units and bring the jail to its current BRC of 295. The current ADP of the facility is 293. While this ADP is below the rated capacity of 295, the numbers do not tell the entire story.

The facility lacks adequate housing for the mentally ill, elderly, female and maximum-security inmates. The facility only has 41 maximum-security single cells and has an immediate need of 58 such beds on a daily basis. Many inmates must sleep on temporary beds in the dayrooms as they are displaced from cells by maximum-security, protective custody and mentally ill inmates. The county has been found non-compliant in past (2002 to present) BSCC bi-annual inspections because of this. The design of the current jail is inadequate and does not provide the correct number and type of beds needed in today's correctional environment. It also lacks adequate space for programs such as educational, substance abuse and mental health treatment. **The county has not received funding under AB900 or SB1022** and has no other construction planned to address these issues. A plan is being developed to remedy many of the inadequacies of the first section of metal buildings.

The new construction under SB 863 will address many of the issues identified in the Needs Assessment conducted by the Mendocino County Sheriff's Office. Among them are:

- Lack of adequate maximum-security, mental health, aged and female beds.
- Lack of programming space.
- Use of temporary beds ("floor sleepers").
- Reduced security and safety for inmates, staff and the public.
- Lack of adequate confidential and non-confidential visiting space.
- Lack of centralization of maximum-security cells.

Construction of the new housing unit will result in the centralization of high-security, aged and protective custody inmates. This centralization will enable the most serious, violent and disruptive inmates to be centrally located in the facility for health services, mental health services and programming. This will eliminate the need for temporary beds (floor sleepers) as the maximum-security inmates will be housed in a pod designed for that purpose. This will free up cells in medium-security housing pods that are currently used for maximum-security inmates and will allow inmates currently sleeping in temporary beds on the floor to be housed in cells. This will result in a more secure and safe facility.

Mentally ill inmates who are currently housed wherever there is an available bed will be housed in a pod designed specifically for this classification. These inmates will no longer be housed in units with mixed classifications and will make the facility safer

and more secure for inmates, staff and the public. Female housing will be able to expand and allow for the proper classification and housing of female inmates.

Each new housing pod (3) will have a classroom, recreation yard, multi-purpose room for programs, interview room and a medical exam/procedure room. This will allow for more and centralized programming and services to the most underserved populations in our facility: maximum-security, mentally ill, females, and the aged and infirmed. Inmates housed in the new housing unit will have programs, such as alcohol and drug counseling, mental health counseling, educational programs and life-skills programs available to them "on the unit". Mentally ill inmates will be housed in a "therapeutic" housing unit and will allow the county to provide jail-based restoration of competency. They will also be able to access their recreation yard directly from their pod.

With a medical exam and procedure room in the unit, these inmate classifications will have better access to treatment in a more safe and secure environment. By having these classes of inmates able to access many programming opportunities on the unit, safety and security of the facility is increased. These inmates will no longer need to leave the unit and transition through the facility's hallways exposing them, other inmates and staff to attack by mixing high-risk classifications. Having a medical exam/procedure room in the unit will resolve this.

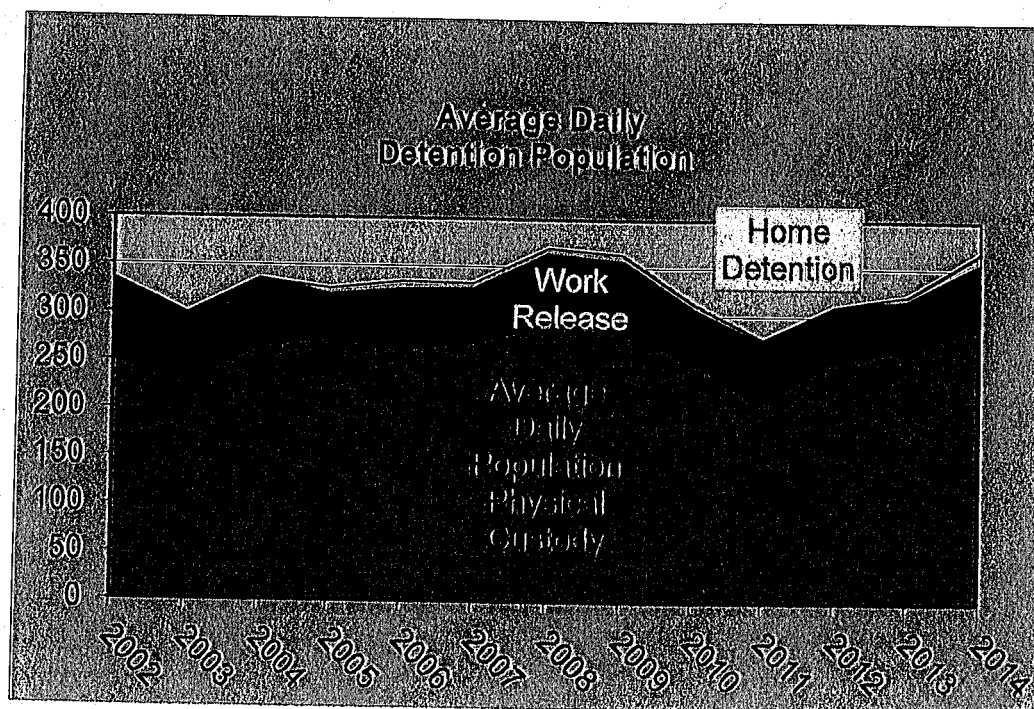
The addition of a Visiting Center will create adequate space for confidential and non-confidential visiting with inmates. The Visiting Center will also provide a safer and more secure visiting environment for our sophisticated, violent, disruptive and vulnerable inmates. Each classification will have adequate time and space for face-to-face visits

with confidential visitors, and video visitation in addition to the face-to-face visits with family and friends. Visiting for inmates, particularly mentally ill inmates, is crucial to them as it helps them keep in touch with family and friends and other social bonds that assist in their stabilization. Having an appropriate number of safe, secure and confidential visiting rooms will also assist inmates in their legal defense and appeals, and will help lower the tension in inmates facing criminal charges and jail or prison time upon sentencing.

Overview of Inmate Population

We researched the statistical information pertaining to Average Daily Population (including alternatives to incarceration), Population Peaks, Bookings by Ethnicity and Gender, Bookings by Age and Gender, Physical Custody Gender Comparison, Number of Booking (in comparison with like counties), Annual Number of Bookings, Pretrial Average comparison to the State, Method of Release, Length of Stay and Pretrial Services.

All data presented in the following Figures were retrieved from the Board of State and Community Corrections – Jail Profile Survey and the Mendocino County Sheriff's Office data collection process. To give context to some data points, we made comparisons to other like counties and the state.



Depicted in this figure is the “real” population. Often only populations in physical custody are the overriding concern. We believe it is important to show all the people incarcerated and being managed. The use of alternatives to incarceration has had a tremendous impact in keeping the physical custody population below the rated capacity of 295 beds. Without these programs, crowding would be untenable as data from our Needs Assessment reveals: since 2002 inmates in actual physical custody in our facility has averaged 262, Work Release inmates has averaged 63 and inmates on Home Detention has averaged 6. Without the Work Release and Home Detention options, our ADP since 2002 would have been 331, which is well above our rated capacity.

In our Needs Assessment, we also looked at the age and gender of our bookings. A review of this information led to an alarming though not unexpected finding: the increases in age groups 60 to 70 plus from 2002 to 2014. The following are the percentage change within this category. Males: +139% for 60-64; +113% for 65-70; and

+130% for 70+. Females: +475% for 60-64; +1200% for 65-70; and +300% for 70. The older population presents a likelihood of serious medical problems that require ADA single cell space and constant medical attention. The prevalence of Alzheimer's and Dementia in this population adds a significant burden to both medical and correctional staff. Our Medical Program Manager notes that we see an average of seven inmates per day with Dementia and about one per month with Alzheimer's.

Percentage Difference of Felony versus Misdemeanor

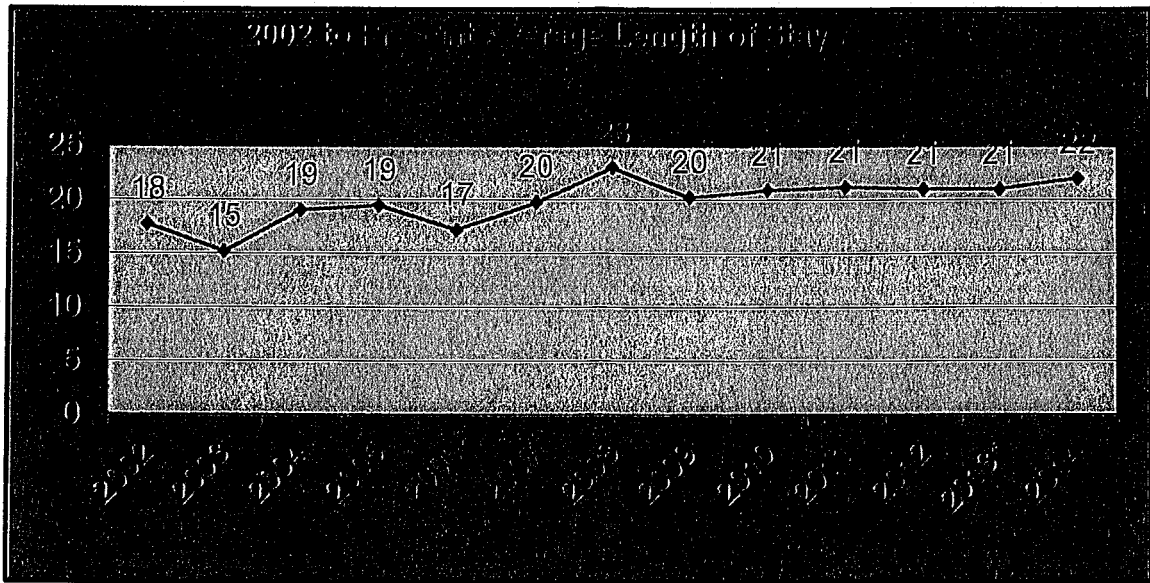
Month	Total ADP	Presented Misdemeanor	Sent Felony	% of Felony	Unsent Misd	Sent Misd	% of Misd
October	303	64	119	60	34	86	40
November	300	90	94	61	66	50	39
December 2015	293	36	30	39	93	87	61
January	309	79	27	34	116	87	66
February	313	83	46	41	128	61	59
March	317	75	44	38	140	58	62
April	314	86	53	44	106	69	56
May	297	73	59	44	93	72	56
June	291	74	57	45	87	76	55

This table represents the transformation that Proposition 47 made to the Mendocino County Jail. Pre Proposition 47, 60 percent of the population was felony arrests and conviction. As of June 2015, the felony segment has dropped to 45 percent of population.

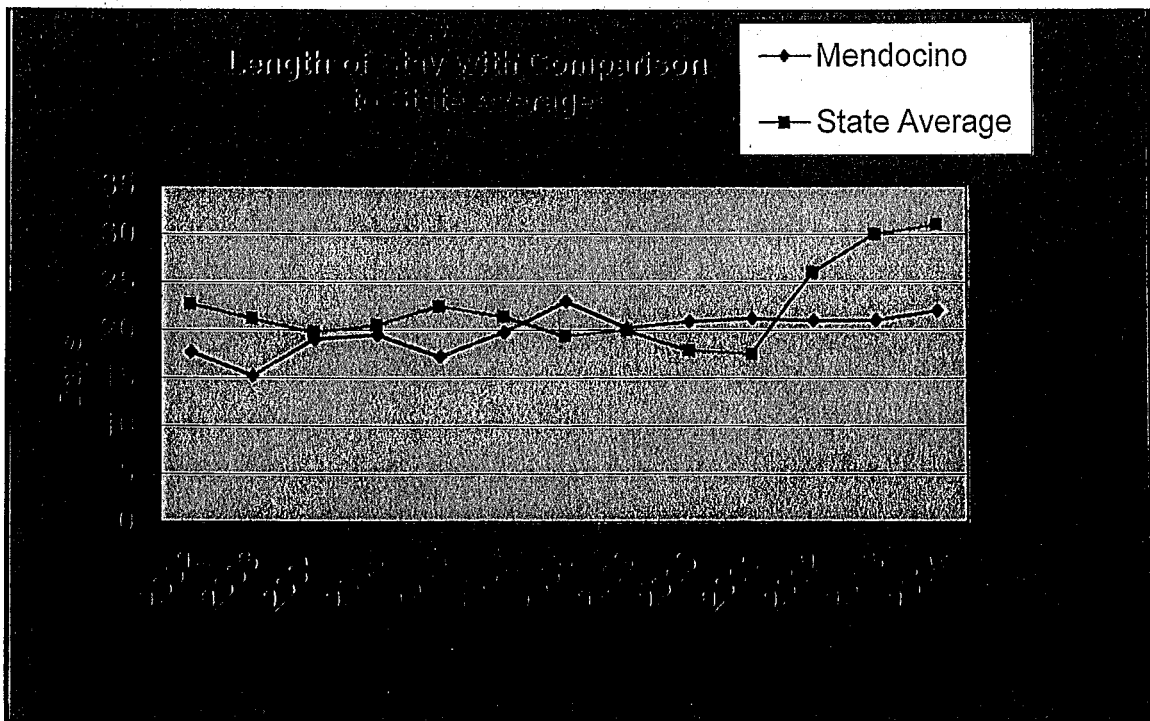
Length of Stay

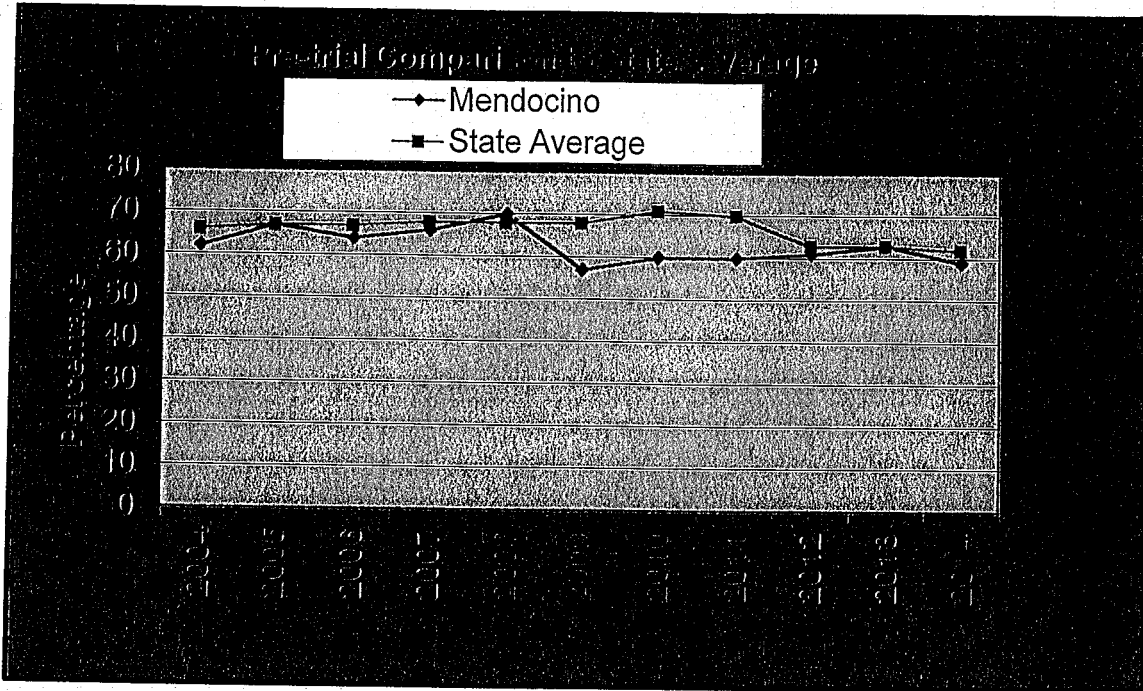
The Figure below makes clear how the pragmatic approach of the Mendocino criminal justice system has tempered the impact of AB 109 when it comes to the length of time a person stays in custody. The average County prison sentence is three years. The

longest commitment is eleven years. We anticipate the LOS will increase as the sentenced population increases and the pre-sentenced population decreases.



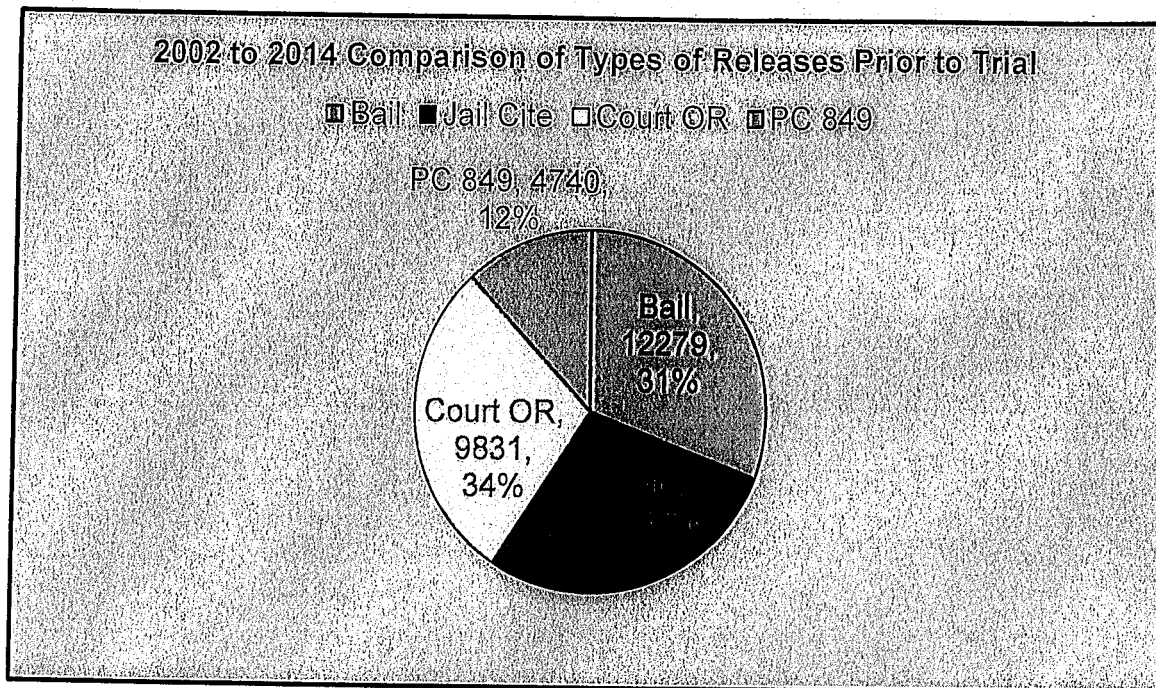
Average Length of Stay was calculated based on the instructions in the Jail Profile Survey Workbook 2012. Below is a comparison of Mendocino County and the statewide averages found on the BSCC website.





In comparison to the statewide data, it shows that our policy on citing and collaborative efforts with our criminal justice partners have resulted in a lower percentage of pre-trial detainees. In 2014, we have achieved a decrease of 4.8 percent below our 13-year average. We believe this is a direct result of implementing the Pre-Trial Release Service program and using the Ohio Pre-Trial Release instrument to assess people's needs and risk. Our goal is to reduce our pre-trial population to a range of 50 to 55 percent of our average daily population.

Method of Release Pre-Trial

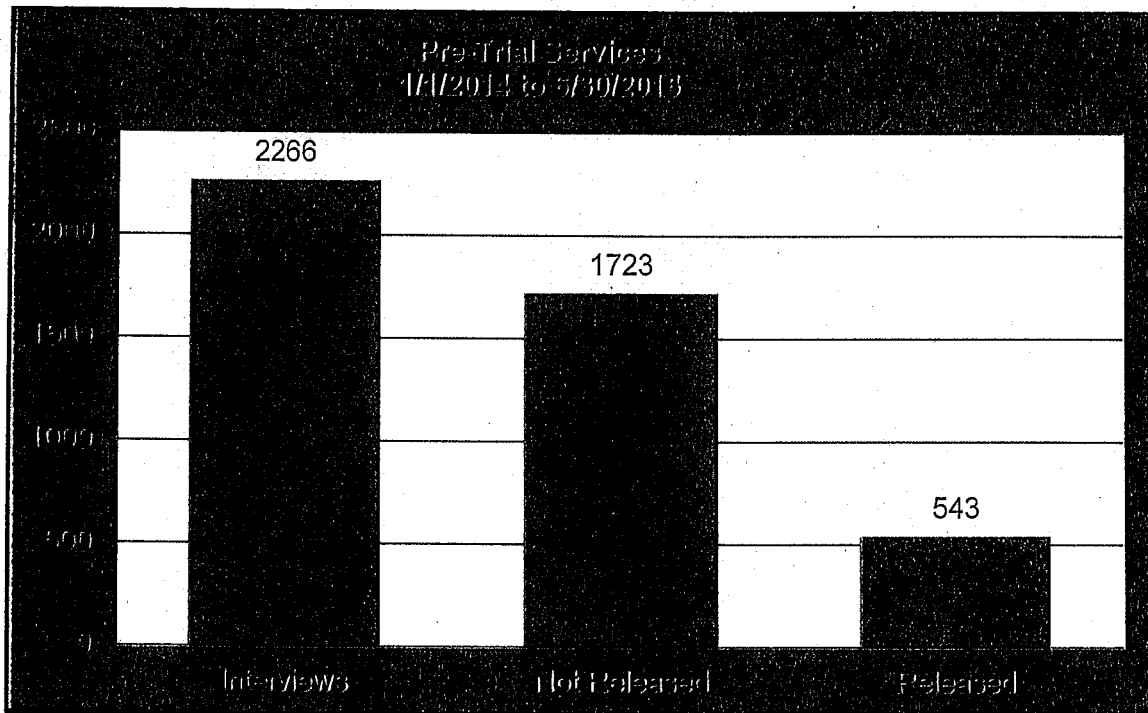


This figure depicts that historically there has been a relatively even distribution of releases prior to trial.

Pretrial Services

In January 2014, the Sheriff's Office implemented a pretrial release program. Agreed to by justice system partners, we have adopted the Ohio Pretrial Assessment Tool to evaluate the level of risk an individual is to the community, risk of re-offending and risk to fail to appear for a court date. This tool was developed and validated by the University of Cincinnati, Division of Criminal Justice Center for Criminal Justice Research. It assesses all inmates that are not released per Penal Code section 853.6 and were required to bail. Thus far, it has proven to provide excellent information to the Judge, district attorney, and public defender to make sound decisions on custody status. Based on the information provided by the assessments, 543 were released. Of those released, nineteen failed the program. The causes of the failures were as follows:

eleven failed to appear and eight were re-arrested. California Proposition 47 has had an impact on this program. The proposition changed offenses from felonies to misdemeanors and thereby increasing the number of citations at time of booking. The impact has been a decrease in the number of interviews and participants that would have gone into the program.

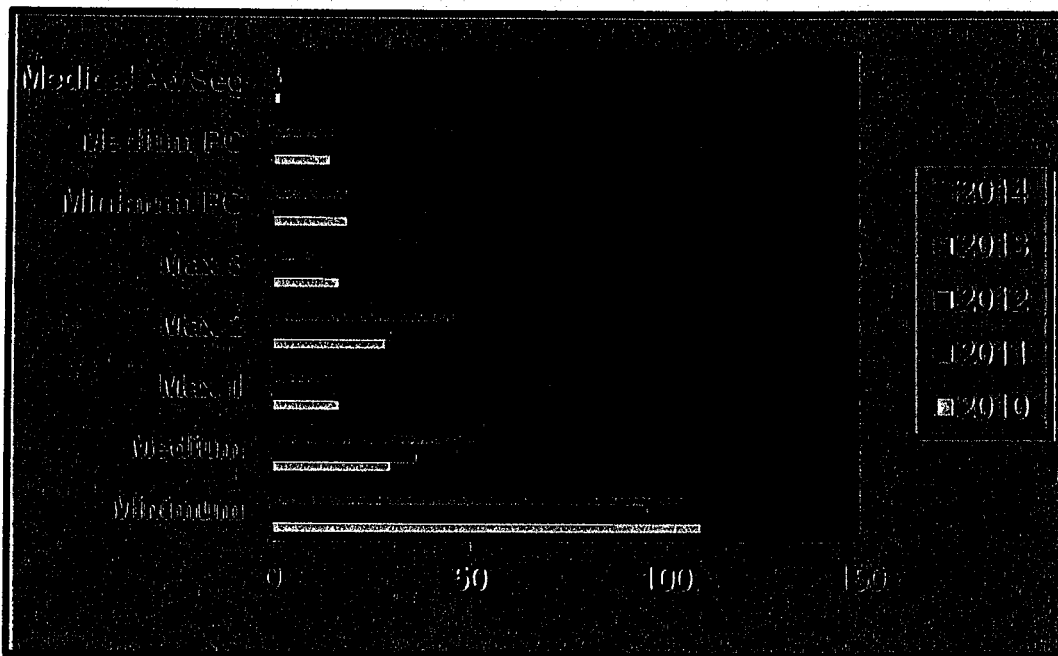


Current Number of Bed Types

Single	41
Double	38
Triple	102
Dorm	
Style	120
Total	
Beds	301

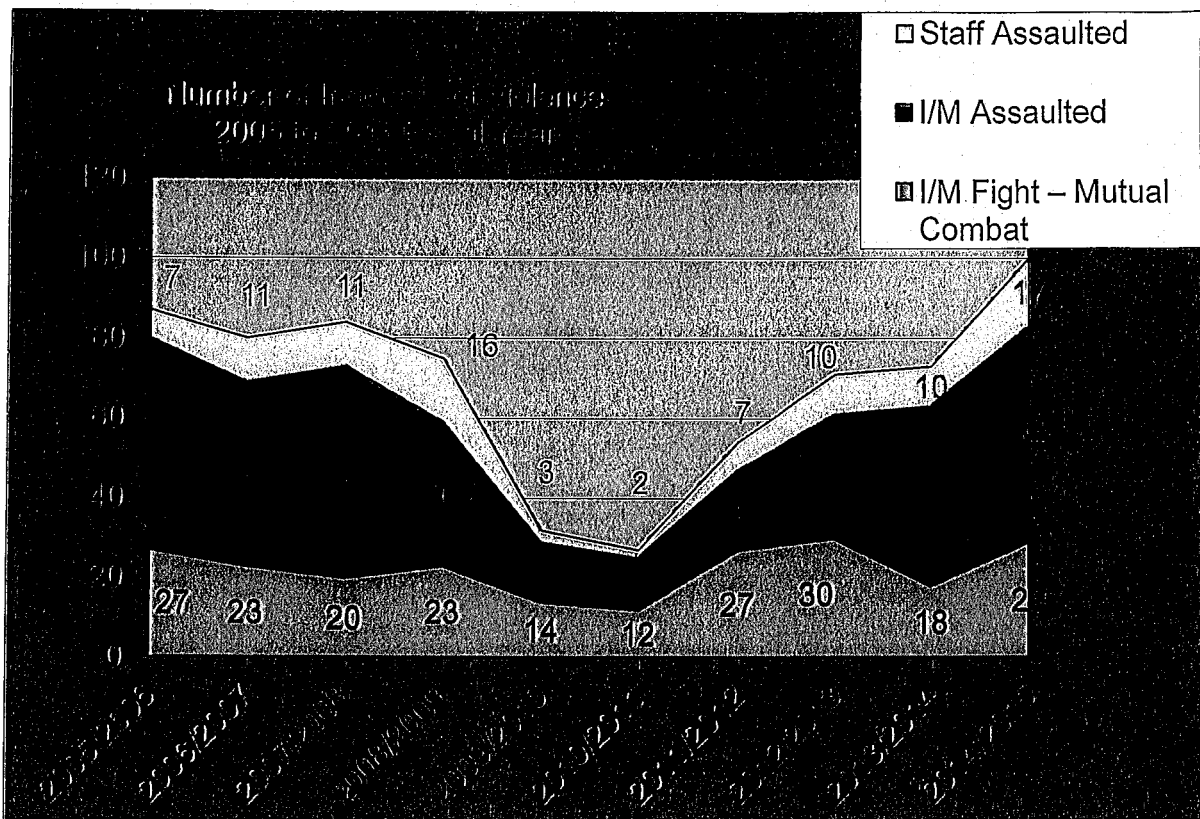
Classification Trends since 2010

It was recommended in our 2006 Needs Assessment that we look at additional changes to our classification policy, specifically not separating judicial status. That change was made and resulted in changes to where we house and program certain inmates. The figure below shows the progress of the changes made to classification since 2010.



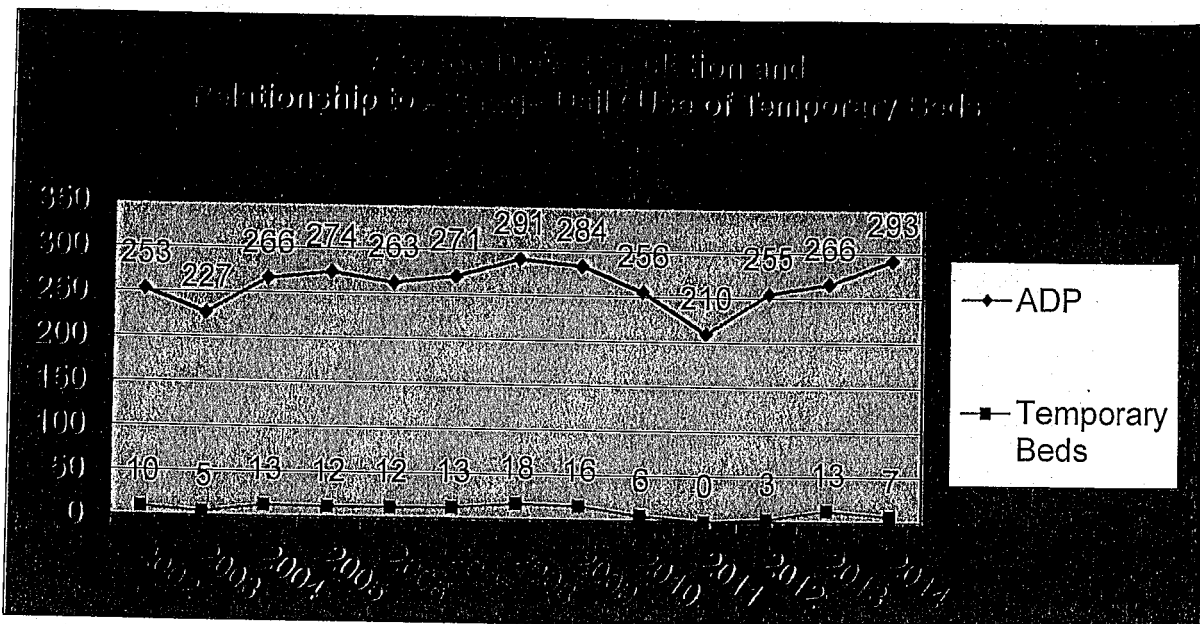
Level of Violence in the Jail

The figure on the following page shows the number of violent incidents and those involved in the violence. Between 2011, the start of the AB109 implementation, and 2014, staff assaults increased 143 percent and inmate on inmate violence increased by 75 percent. In year 2010/11, the level of violence found a bottom, which is a direct result of having an ADP of 210 inmates. The timeline starting in 2011 shows a direct relationship to the increase in violence and the lead up to and roll out of implementation of AB 109.



Use of Unrated Beds

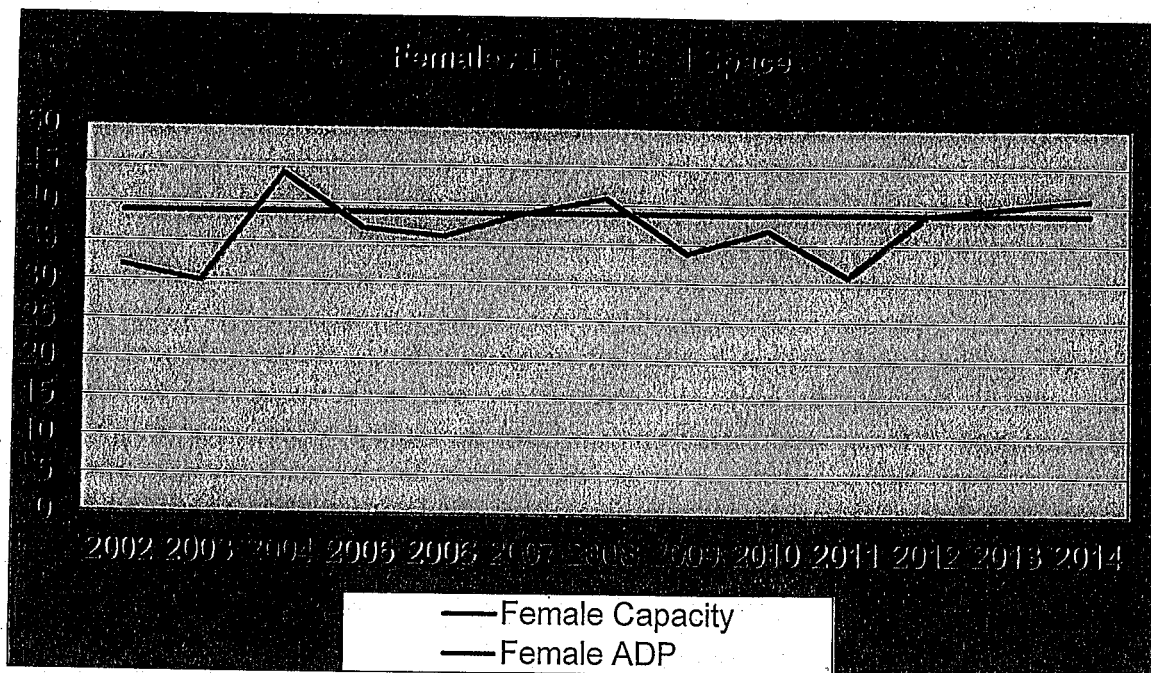
This information in the figure below, suggests that functional capacity, when there are no temporary beds, is achieved when the average daily population is at 210. In our case, functional capacity is due to poor design (i.e., facility layout and not having the correct bed types to meet the demand from the classification of inmates).



Female Inmate Housing Issues

There is a need for additional separate housing for female inmates. There are currently only two housing units for female inmates. This provides very little flexibility to house female inmates properly held on various degrees of serious offenses and institutional sophistication. The only way to segregate female offenders with various criminal backgrounds and sophistication levels is to administratively segregate the more criminally sophisticated inmates in the same housing unit with other inmates.

This practice is problematic for a couple of reasons. One is that it places inmates that are more dangerous in the same housing unit with less violent offenders. Secondly, it unduly restricts the general population inmates in the same housing unit to more restrictive living arrangements, and forces them to be housed on temporary beds to accommodate those that are isolated in a two-bed cell. Both of these situations pose a potential liability issue.



The above figure illustrates that the female population is consistently near or above capacity. Percentage of capacity ranges from a low of 77 percent to a high of 113 percent. The need for additional bed space, especially for female inmates, is exacerbated when an inmate needs to be isolated in a double cell.

Ideally, there should be three separate classifications for the female inmate population i.e. maximum, medium, and minimum security. The critical component that is missing is a maximum-security housing unit for females.

Male Inmate Housing Issues

Our Wing 4 contains several diverse classifications of inmates. We have those with a Maximum 3, Maximum 2, Medium Protective Custody, and Disciplinary Lockdown classifications. A major potential problem is the danger of inadvertently allowing these inmates with very different classifications housed in the same unit to have contact with each other, which often results in an attack. This has occurred on five occasions.

The practice of housing inmates with these different classifications in the same housing

unit exposes the County to potential liability. Again, the critical component missing is a centralized maximum-security housing unit.

Mentally Ill Population

Year	2008	2009	2010	2011	2012	2013	2014
ADP	291	284	255	241	243	286	293
Percentage of Inmates on Psychiatric Meds	21%	27%	25%	24%	24%	15%	15%
Avg # of Inmates on Psychiatric Meds	61	77	64	50	61	40	44

This is our most difficult population to manage. The Sheriff's Office, our justice partners, and the Mental Health Department have taken this problem head on. We have implemented diversion programs that have helped reduce this population by 38 percent over the last seven years.

In March of 2013, the justice partners collaborated in starting a Mental Health Court. The Court was started as a result of significant incidents that occur in our County and a humanitarian need in the jail facility. It has been very successful in diverting people from jail and managing them in the community.

In April of 2014, a local psychologist contracted with the Mental Health Department to perform competency training at the jail for those misdemeanor inmates were deemed incompetent to stand trial. So far, this has been very successful in helping the inmates understand the justice system and reduce their length of stay.

In January of 2015, the Mental Health Department received a grant to do case management in the community in cooperation with the Sheriff's Office.

In March 2015, we applied for and received a grant from the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. This has significantly bolstered the mental health court, partnerships with the jail and partnerships with Community Based organizations. This solidified the system of care from the jail to the community. We now have a case manager in the jail to ensure a seamless transition from the jail to the community and lines of communication to the Court. The grant, most importantly, created constant lines of communication between all providers.

However, even with these very important programs there is still a serious need to be able to centralize the housing for the mentally ill and have real program space. In our current situation, the inmates are spread throughout the jail and do not have concentrated care and supervision. This is very time consuming for correctional and mental health staff.

Historical Non-Compliance with Standards

The following is a summary of Title 24 non-compliance issues dating back to 2002. They are consistent with and supportive of the Key Findings section of the Needs Assessment.

- 2012-2014 – We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells. Each of the non-compliance instances was due to crowding and the use of temporary beds.
- 2010-2012 – We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8

Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2008-2010 - We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells. Each of non-compliance instances was due to crowding and the use of temporary beds. We were also non-compliant on, Title 24, Section 13-102(c) 6, Heating and Cooling. Our HVAC units are aged and are maintenance intensive.
- 2006-2008 - We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells. Each of the non-compliance instances was due to crowding and the use of temporary beds.
- 2004-2006 – No non-compliance issue noted with Title 24.
- 2002-2004 - Title 24, Section 8227 Multiple Occupancy Cells. These non-compliance issues were due to crowding and temporary beds.

2. Scope of Work

An old housing unit consisting of 20 beds in 3000 SF will be demolished to make room for the new housing unit and visiting center. This housing unit is the original facility and is a linear design. In the past ten years, we have experienced 5 inmate suicides. Four of them occurred in this linear facility, which does not provide good line-of-sight visibility for our staff. The new stand-alone, Type 2 Detention Facility occupancy will consist of a

total of 60 Single Occupancy Cells, in 3 pods (20 cells per pod) for a total of 60 beds. One cell in each pod will be ADA compliant. Each cell will have an additional set of bunk mounts set in the wall to allow each cell to be double bunked in the future should additional bed space be needed on short notice. Each new housing pod (3) will have a classroom, recreation yard, multi-purpose room for programs, interview room and a medical exam/procedure room. The building consists of 17,564 square feet, divided into three individual pods with a central supervisory platform, utilizing Pre-Cast Concrete Cell Modules, Steel Infill and Roofing with externally accessible Utility Corridors. The AHU's (Air Handler Units) will be located on the ground, adjacent to the Jail building. A state of the art, vacuum supported waste evisceration system will be utilized to reduce inmate ability to sabotage or intentionally vandalize the plumbing waste system with bed sheets, jumpsuits or other foreign material. Utilities will be supported via a racking system that supports all ductwork and pipe. Electrical, Access Control and all Low Voltage will be run inside the structure. All pods are supervised from the raised Central Security Center located in the common concentric center of the building.

The new visitor's center adjacent to the New Jail will be 2013 square feet and will provide enhanced attorney/inmate interaction with 5 attorney/inmate visiting booths with close proximity to housing. The space will also include a staff station and bathroom and a meeting/counseling room (program space) for up to five people. A secure sally port and hallway connecting to the new housing unit will reduce the amount of staff time necessary to escort the inmates for visitation.

We reviewed a 10-plus year history of our facility operations, housing and programming. This review confirmed our belief that we were deficient in several areas:

- Our housing units are old and outdated and have numerous on-going maintenance issues.
- The type of housing available does not adequately address the needs of our inmate population and presents safety and security issues, particularly under the reality of AB109.
- Not having enough appropriate celled housing has caused us to “pigeon hole” inmates in any space we have available. Lack of number and appropriate types of cells has caused us to place inmates on temporary bunks on the floors of housing pods. This has resulted in us being non-compliant with BSCC bi-annual inspections and presents a high litigation risk.
- We lack appropriate housing for our highest risk inmates: Maximum Security, Mental Health, Protective Custody, and female inmates.

The planned construction under SB863 funding will address all of these issues except for the maintenance issues in our old buildings. The planned construction will provide adequate, secure and modern housing for our highest risk inmates. The plan also addresses the need for program space, allowing us to expand our program availability to all inmates. The plan will address the need for additional visiting space, including confidential visits.

The additional beds will eliminate the need to use temporary bunks on the floors of our pods, making our facility safer for inmates, staff and public, will allow us to be compliant with BSCC standards and will reduce our liability exposure.

The County's Capital Improvement Plans are underway to repair the older parts of our facility to address the on-going maintenance issues that currently exist.

The anticipated beneficial outcomes of the new bed construction are:

- High security inmates, both male and female, will be housed in their own housing pods and remove them from housing units that were never designed to hold them.
- With these high security inmates being housed in the new pods, the lower risk inmates in housing pods that currently share their housing space with high security inmates will be able to be housed in a general population situation. This will allow them to have more opportunities for access to the recreation yard, programs and to socialize in a safer environment.
- Mental Health and Protective Custody inmates will be housed in their own units with access to more program opportunities, recreation and socialization time in a safer environment than currently exists for them.
- We will be able to eliminate the "floor sleepers" on temporary beds, thus creating a safer environment for inmates and staff, allowing us to meet BSCC standards and lower our liability exposure.

The building itself will not be the most costly expense; the staffing will be the largest cost over time. The staffing allocation for this building will require an additional two correctional sergeant positions and ten correctional deputy positions. Sheriff's Office financial staff has projected this additional cost to be as follows:

Year 1 (2021) - \$1,674,960; Year 2 - \$1,680,919, and Year 3 - \$1,714,538.

We reviewed our history and outcomes of the programs we provide. Our review confirmed our belief that our facility is deficient in the following areas:

- We lack sufficient and secure program space that severely limits us in being able to provide programs to the vast majority of our inmate population.
- This has hindered our ability to provide comprehensive rehabilitation services to the vast majority of our inmates. This results in a higher recidivism rate and a much less safe facility since the programs that would benefit our high-risk inmates in learning to deal with anger and mental health issues are not available to them.
- We lack appropriate inmate visiting space, particularly for confidential visits.
- We toured the new Placer County South Placer Adult Correctional Facility (SPACF) as they have a housing unit in that facility that provides celled space for their maximum-security inmates. This unit includes program space, a recreation yard in each pod and medical exam and procedure rooms. We believe that this design fits our needs exactly.
- We spoke with management staff from Placer County. The plan for the unit is to place their maximum security, protective custody and mental health inmates in this unit. This will provide for a safe and secure facility by providing separate housing space for their most serious and vulnerable inmates while being able to provide for medical, mental health and program services within the unit.

3. Programming and Services

Inmate Services and Programs

The philosophy of the Sheriff's Office is that services and programs provided to the inmates have a direct benefit not only to them but also to the facility environment, correctional staff, and the community. The programs provided fall into three categories:

educational, religious and developmental. It is our goal to provide as many opportunities for people to learn how to stabilize their personal lives and obtain the basic prerequisites to find employment.

The following are the categories and list of programs provided:

- **Education**

The Ukiah Adult School provides teachers to prepare inmates to take the test in order receive their G.E.D.

Inmate Service has implemented an online course so inmates can receive a California Food Handler Certification.

A local bakery owner has provided training to inmates on how to prepare bread and other baked goods.

The Horticultural Program provides education on growing fruits and vegetables, landscaping, and maintenance of gardens.

- **Religious**

The jail chaplain provides service to all faiths and helps the inmates find an additional mechanism to add stability to their lives enabling them to overcome their self-made obstacles.

- **Developmental**

Men's Grief – is a program for male inmates. Taught in a safe environment to process of loss and recognize the role of manifestation of unhealthy behavioral and thinking responses. An emphasis is placed on responses resulting in substance abuse and criminal lifestyles. The facilitator leads the

group in collectively exploring alternative reactions to loss and corrective actions and reactions.

Prescription for Success – In this program, participant level of substance abuse risk and use is initially assessed through a one-on-one interview by the Certified Alcohol Drug Counselor using the ASAM assessment tool. Using motivational interviewing and journaling, the facilitator utilizes substance abuse education and treatment modalities in a group setting to elicit lifestyle changes. It has a heavy emphasis on cognitive behavioral change techniques. The program is designed to include re-entry assistance.

Minimum length of stay: 60 days

Clean – Is a faith-based substance abuse education program. The program is based on the use of workbooks and group process. It is facilitated by a representative of our local religious community.

Anger Management and Men's Alternatives to Violence – Is a once a week program that provides counseling and credit towards Court ordered anger management programming.

White Bison-Red Road to Wellbriety – Is a program that draws on the philosophies and practices of A.A. and N.A. In addition, it is a program of healing from alcoholism and addictions that is culture specific to Native Americans.

Life Skills – Is a program that addresses issues, such as; understanding addiction, substance abuse and recovery, success outside of jail, prevention

of relapse, criminal thinking, the process of personal change, and anger management.

A.A. and N.A. – Alcoholics Anonymous and Narcotics Anonymous meetings are held weekly.

Jail to Jobs – This program links employer's needs and inmates' abilities. It provides inmates with employment.

Inmate Services is currently implementing the administration of the Offender Reintegration Survey (ORS) at the time of program enrollment. With this information, recommendations can be provided to inmates regarding participation in available programs, including referrals to outside resources, and data will be gathered identifying additional programs that should be considered to reduce recidivism.

Obstacles in Providing Programs

Restrictions do exist in trying to provide programs to inmates. The main obstacle is the design and layout of the facility and no programming space built into the housing units. An inordinate amount of staff time is taken up in inmate movement. When we fall below fixed post staffing levels, programs are cancelled.

The security level of inmates and lack of secure programming space is another hurdle. Minimum-security inmates, regardless of judicial status, can be taken to the Inmate Service Building. This gives them significantly more access to programming. As you will see on the next page, all other levels have significantly less ability to attend a program, especially maximum-security that have little to no programming.

Security Levels	2012 ADP		2014 ADP		2014 ADP		2014 ADP		2014 ADP		2014 ADP		2014 ADP			
	Min		Min Work		Med		Max 1		Max 2		Max 3		PC Min		PC Med	
Programs:																
Education																
Adult School GED	X	10														
Food Handler Certification			X	4												
Bakery			X	2												
Horticultural			X	4												
Religious																
All Forms	X	9	X	5	X	7	X	7	UR		UR		X	3	X	4
Developmental																
Mentis Alternative to Violence	X	8			X	6	X	5					X	3		
White Bison	X	10			X	6										
Life Skills			X	10												
NA/AA	X	10			X	7	X	5					X	3		
Preparation for Success	X	5			X	5										
Clean	X	4														

UR = Upon Request

The proposed program space construction will allow us to provide a wider array of programming to our most underserved population. This will occur in the unit as the program space is planned to be within the housing unit. This programming will include educational, life style, mental health and religious programs.

Having the program space in the unit will eliminate the need to escort inmates from their housing assignment, through the facility to attend programs, medical appointments, counseling and other services. This will provide for a safer facility for staff, inmates and visitors.

Like a classroom, the program space will include computer stations, audio and video equipment, a white board, storage space for supplies and equipment. It will be in direct visual sight of the Housing Unit Deputy's Station. This allows for direct visual supervision of the inmates using the space and provide for security and safety of the inmates and program providers. The door to the space will be electronically controlled from the Housing Unit Control Room.

Using Inmate Welfare Funds (IWF) and AB 109 funds to pay for program providers, equipment and supplies, as well as instructors from the school district, we will be able to expand our programming schedule to include inmates in this housing unit who currently are underserved in our current facility. Programs to be expanded include educational, life style, religious and mental health.

The anticipated beneficial outcomes include:

- Offering programs to our underserved inmate population.
- Less backlog of cases involving mentally ill inmates. The programs planned for the program space include not only mental health counseling but also Return to Competency treatment.
- A safer and more secure facility, as our highest classification of inmates will be able to attend educational, lifestyle, religious and mental health programs not currently available to them. This is anticipated to lower the level of anxiety for these inmates, provide them needed anger management and other lifestyle programs that will assist them in correcting their behavior and prior negative patterns. It is anticipated that this will also lower our recidivism rate for these inmates as they will have the skills necessary to re-enter society. Providing these

programs while they are in-custody opens the door for them to be able to transition to a non-custody environment.

- Providing additional visiting space will also assist in the more timely adjudication of cases as these inmates will be able to have more confidential visits in a more secure and confidential setting. They will also be able to have video visitation with friends and family in addition to their current visitation schedule. This will lower the anxiety and hopelessness that many of these inmates, particularly the mentally ill, experience while in custody.

4. Administrative Work Plan

A County project team including representatives from the Sheriff's Office, General Services, and County Executive Office will be key in administering the project. Sheriff's Office staff will be involved in each phase of the project to assure operational and security input as well as to plan the transition into the new addition. To assure schedule, quality, and budget control, the County will hire a Project Manager. This Project Manager will oversee the project on behalf of the County with support from the Architect of Record and County Staff.

The project management scope will include the Design Phases, Bid Period, and Construction Phase efforts. A key success factor for the Project Manager will be understanding, planning for, and administering the special requirements of the SB 863 State Funding Requirements from the notice of conditional award to real estate due diligence and project establishment and then each following phase and task through occupancy.

The County's intention for the Design Manager is to ensure the timely completion of each State Funding requirements in addition to inclusion of best practices in the design and construction of adult detention facilities in California. The Basis of Design (BOD), Schematic Design, Design Development and Construction Document phases will be managed through the generation of a Design Schedule that factors in cost design documentation, estimating, quality control reviews, local and state agency reviews, bidding, and construction. The project Basis of Design will be verified through careful review of the project specifications and the design elements. Additionally, the Design Manager will provide oversight and guidance to support the development of a constructible and biddable project.

The Construction Management effort is intended to oversee the bidding and construction to support the timely completion of the construction phase of the project. Construction management activities include verifying that the selected general contractor is adhering to the plans and specifications, coordinating the 3rd party inspections, and recording the activities performed during the project through onsite construction meeting minutes. The Construction Management staff will prepare, update and maintain the master project schedule with input from the General Contractor and sub-contractors. This team will be responsible for the accumulation and execution of the project closeout, commissioning and turnover packages for the building and all of the systems.

The County has preliminary conceptual drawings for the floor plans to validate that the building will fit within the allocated space on the existing Jail campus. Electrical

utility capacity has been verified and existing underground utility locations have been identified.

5. Budget Narrative

We are requesting a total of \$20,000,000 from SB863 funds out of a total estimated cost of \$20,719,000 to build the new jail and visiting center. Our cash and in-kind contribution is \$719,000, which is 3.47% of the total estimated cost of the new facilities. We are requesting \$16,783,000 for actual construction costs. Mendocino County is in dire need of this new facility and does not have the fiscal ability to construct the new facility on its own. We are also requesting \$2,288,000 for A&E costs and \$929,000 in Project Management Costs. The county will contribute \$416,000 in cash of which \$25,000 has already been contributed for our CEQA certification. The remainder of the county's funds will be for cost associated with state agency fees, local permit fees and moveable equipment and furnishings. The in-kind contribution from the county will be \$303,000. This amount includes the audit, Needs Assessment, Transition Planning, county administration costs and the value of the land.

The county is committed to the building, completion and operation of this new facility. Funds for staffing will be provided by the county to assure the proper operation of the new facility.

Funding for programs has not been an issue for us. It is the lack of appropriate programming space for inmates have prevented us from realistically providing programs to them. We will continue to use IWF and make requests as needed from AB109 funds and other current resources to expand our programs to these inmates in the new unit.

If, in the future, we find ourselves in need of additional funding, we will look for federal and other funding sources to meet the need of our inmates.

6. Readiness to Proceed

The county is ready and willing to proceed with the design, construction and operation of this new facility. The Board of Supervisors has provided a board resolution: authorizing an adequate amount of available matching funds in the amount of \$719,000 to satisfy the county's contribution, approving the forms of the project documents deemed necessary, authorizing the appropriate signatory or signatories to execute those documents at the appropriate times. The matching funds in the resolution shall be compatible with the state's lease revenue bond financing.

The county has provided documentation evidencing CEQA compliance has been completed.

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 \$_____ 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."

CARMEL J. ANGELO
Chief Executive Officer
Clerk of the Board



CONTACT INFORMATION
501 Low Gap Road • Room 1010
Ukiah, California 95482
TELEPHONE: (707) 463-4221
FAX: (707) 463-7237
Email: bos@co.mendocino.ca.us
Web: www.co.mendocino.ca.us/bos

COUNTY OF MENDOCINO
BOARD OF SUPERVISORS

September 10, 2015, 2015

Deputy Director Magi Work
Board of State and Community Corrections
2590 Venture Oaks Way, Suite 200
Sacramento, CA 95833

Dear Director Work,

As stated in the technical review portion of the SB 863 competitive process by the Board of State and Community Corrections (BSCC), the Mendocino County Board of Supervisors must submit a signed letter, in the event an originally submitted board resolution needs to be amended.

The original resolution submitted to the BSCC, dated August 4, 2015, will be amended with the following changes:

- WHEREAS, the Board of Supervisors have identified in the SB 863 Proposal Form Section 2 Budget Summary Table, on page 4, a total of Seven Hundred Thirty-Five Thousand Dollars (\$735,000) of local matching funds, including Four Hundred Sixteen Thousand Dollars (\$416,000) of local cash match.
- BE IT FURTHER RESOLVED that the Mendocino County Board of Supervisors has authorized and included within the Fiscal Year 2015-16 Adopted Budget, Budget Unit 1712 – Capital Projects, Four Hundred Sixteen Thousand Dollars (\$416,000) of local funding for the exclusive use of the SB 863 Mendocino County Jail Proposal, and according to the requirements of the SB 863 program.

The above changes were authorized by the Mendocino County Board of Supervisors on September 9, 2015, and a formal resolution for adoption has been placed on the board agenda for the September 22, 2015, meeting. The minute order from September 9th, financial verification of the budget appropriation, and the draft amended resolution confirming these changes are attached for your review.

On behalf of the Mendocino County Board of Supervisors, we appreciate your consideration for this funding opportunity and look forward to working with you in the future. If you have any additional questions, please contact Alan D. Flora, Assistant Chief Executive Officer, at 707-463-4441.

Sincerely,

A handwritten signature in black ink, appearing to read "Carre Brown".

Carre Brown, Chair
Mendocino County Board of Supervisors

THE BOARD OF SUPERVISORS

CARRE BROWN
First District

JOHN MCCOWEN
Second District

TOM WOODHOUSE
Third District

DAN GJERDE
Fourth District

DAN HAMBURG
Fifth District



MINUTE ORDER
BOARD OF SUPERVISORS
COUNTY OF MENDOCINO, STATE OF CALIFORNIA

MEETING DATE: August 9, 2015

SUPERVISORS PRESENT: Supervisors Brown, McCowen, Woodhouse, Gjerde, and Hamburg

SUPERVISORS ABSENT: None

AGENDA ITEM NO. 5A – NOTICED PUBLIC HEARING – PRESENTATION WITH DISCUSSION AND POSSIBLE ACTION TO APPROVE THE MENDOCINO COUNTY FINAL BUDGET FOR FISCAL YEAR (FY) 2015-16, INCLUDING ALL RECOMMENDED ACTIONS AND ADJUSTMENTS – SPONSOR: EXECUTIVE OFFICE

Presenter/s: Mr. Alan Flora, Assistant Chief Executive Officer, Executive Office; Mr. Howard Dashiell, Director, Department of Transportation; Mr. Greg Giusti, Advisor, University of California Cooperative Extension; Mr. Wally Clark, Librarian, Mendocino County Library; Ms. Alison Glassey, Director, Mendocino County Museum; Mr. Lloyd Weer, Auditor-Controller; Ms. Shari Schapmire, Treasurer-Tax Collector; Ms. Sue Ranochak, Assessor-County Clerk-Recorder; Ms. Julie Forrester, Assistant Treasurer-Tax Collector; Mr. Douglas L. Losak, Interim County Counsel; Ms. Heidi Dunham, Director, Human Resources; Ms. Carmel Angelo, Chief Executive Officer; Ms. Jill Martin, Deputy Chief Executive Officer, Executive Office; Ms. Janelle Rau, Deputy Chief Executive Officer, Executive Office; Mr. Christopher Shaver, Deputy Chief Executive Officer, Executive Office; Ms. Heather Correll, Risk Analyst, Executive Office; and Ms. Sarah Dukett, Administrative Analyst, Executive Office.

Public Comment: Mr. John Sakowicz; Ms. Libby Guthrie; and Mr. Don Popowski.

Board Action: Upon motion by Supervisor Hamburg, seconded by Supervisor Woodhouse, and carried unanimously; IT IS ORDERED that the Board of Supervisors authorizes the transmission of an amended resolution authorizing local matching funds in the amount of \$416,000 to be placed in Budget Unit 1712, Capital Projects, to be used exclusively for the construction of a SB 863 jail project for additional specialty housing and expanded program, training, and healthcare space and further authorizes the County of Mendocino to provide in-kind matching funds that are required to meet the requirements of the SB 863 program.

GENERAL CONSENSUS OF THE BOARD to direct staff to prepare the revised resolution, as stated above, for formal adoption by the Board of Supervisors at their September 22, 2015, Board of Supervisors meeting. Further, directing staff to prepare a transmittal letter, including supporting documentation, to the Board of State and Community Corrections.

STATE OF CALIFORNIA)
) ss.
COUNTY OF MENDOCINO)

I, CARMEL J. ANGELO, Clerk of the Board of Supervisors, in and for the County of Mendocino, State of California, do hereby certify the foregoing to be a full, true and correct copy of an order made by the Board of Supervisors, as the same appears upon their minute book.

WITNESS my hand and the seal of said Board of Supervisors, affixed this 10th day of September 2015.

CARMEL J. ANGELO
Clerk of the Board of Supervisors

By: Janelle Rau
Deputy

RESOLUTION NO. 15-

RESOLUTION OF THE MENDOCINO COUNTY BOARD OF SUPERVISORS AUTHORIZING AN APPLICATION FOR FUNDING UNDER SB 863 TO SUPPORT CONSTRUCTION OF A JAIL PROJECT FOR ADDITIONAL SPECIALTY HOUSING AND EXPANDED PROGRAM, TRAINING, AND HEALTHCARE SPACE

WHEREAS SB 863 has made available additional funding that would allow Mendocino County to provide an addition to the jail facility and include space for programs, training, and healthcare in support of the overarching objectives of the Mendocino County Community Corrections Partnership to promote rehabilitation and reduce recidivism; and

WHEREAS Mendocino County conducted a needs assessment and has determined a critical need for additional bed space, additional programming and training space, and space for expanded healthcare services in the jail due to the ongoing and ever increasing pressures from Public Safety Realignment and other factors; and

WHEREAS Mendocino County has developed conceptual plans and prepared an application seeking funding under SB 863 for upgraded facilities to provide space for programs, training, and healthcare (the "Project"); and

WHEREAS on September 11, 2014 the County adopted a Negative Declaration of environmental impacts and the comment period passed without comments or challenges, pursuant to the California Environmental Quality Act, for the jail facilities that would be funded by the SB 863 application; and

WHEREAS a certified appraisal of the property was conducted on December 17, 2014 and determined the land value of the project area was Sixty-six Thousand Dollars (\$66,000); and

WHEREAS The County of Mendocino is seeking funding preference for its proposed project within the Adult Local Criminal Justice Facilities Construction Financing Program known as SB 863; and

WHEREAS the Board of Supervisors have identified in the SB 863 Proposal Form Section 2 Budget Summary Table, on page 4, a total of Seven Hundred Thirty-Five Thousand Dollars (\$735,000) of local matching funds, including Four Hundred Sixteen Thousand Dollars (\$416,000) of local cash match;

NOW, THEREFORE, BE IT RESOLVED that the Mendocino County Board of Supervisors authorize the Project proposed in the County's SB 863 Financing Program proposal to proceed in its entirety when and if state financing is awarded for the Project within the SB 863 Financing Program.

BE IT FURTHER RESOLVED that the following functions shall be performed by Mendocino County staff:

- a) Construction Administrator: Assistant Chief Executive Officer Alan D. Flora or *his/her* successor in that position
- b) Project Financial Officer: Auditor-Controller Lloyd Weer or *his/her* successor in that position

- c) Project Contact Person: Jail Commander/Captain Tim Pearce or *his/her* successor in the position;

BE IT FURTHER RESOLVED that the Mendocino County Board of Supervisors hereby approves the form of the project documents to effectuate the financing authorized by SB 863, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC); and

BE IT FURTHER RESOLVED that the Chief Executive Officer is hereby authorized to sign the agreements on behalf of the County of Mendocino and to submit a proposal for funding under the SB 863 program; and

BE IT FURTHER RESOLVED that the County of Mendocino 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, if any; and

BE IT FURTHER RESOLVED that the Mendocino County Board of Supervisors has authorized and included within the Fiscal Year 2015-16 Adopted Budget, Budget Unit 1712 – Capital Projects, Four Hundred Sixteen Thousand Dollars (\$416,000) of local funding for the exclusive use of the SB 863 Mendocino County Jail Proposal, and according to the requirements of the SB 863 program; and

BE IT FURTHER RESOLVED that 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; and

BE IT FURTHER RESOLVED that the County of Mendocino shall fully and safely staff and operate the jail facility funded by SB 863 within 90 days after construction completion; and

BE IT FURTHER RESOLVED that the County of Mendocino shall provide site assurance following the BSCC's Notice of Intent to Award; and

BE IT FURTHER RESOLVED that the County of Mendocino has established project site control through fee simple ownership; and

BE IT FURTHER RESOLVED that the County of Mendocino will not dispose of, modify the use of, or change the terms of the real property title during the term of any agreement with the BSCC; and

BE IT FURTHER RESOLVED that 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; and

BE IT FURTHER RESOLVED that 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; and

BE IT FURTHER RESOLVED that 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; and

BE IT FURTHER RESOLVED that the Mendocino County Board of Supervisors hereby attests that the fair market land value for the proposed new facility is Sixty-six Thousand Dollars (\$66,000).

The foregoing Resolution introduced by Supervisor Hamburg, seconded by Supervisor Woodhouse, and carried this 22nd day of September, 2015, by the following vote:

AYES:
NOES:
ABSENT:

WHEREUPON, the Chair declared said Resolution adopted and SO ORDERED.

ATTEST: CARMEL J. ANGELO
Clerk of the Board

CARRE BROWN, Chair
Mendocino County Board of Supervisors

Deputy

I hereby certify that according to the provisions of Government Code Section 25103, delivery of this document has been made.

APPROVED AS TO FORM:
DOUGLAS L. LOSAK, Interim County Counsel

BY: CARMEL J. ANGELO
Clerk of the Board

Deputy

09/10/2015 11:28
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MENDOCINO COUNTY PRODUCTION v10.3
GENERAL JOURNAL ENTRY PROOF

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CLERK: weer1

YEAR PER JNL
SRC ACCOUNT

EFF DATE	JNL	DESC	REF 1	REF 2	REF 3	ACCOUNT DESC LINE DESC	T	OB	DEBIT	CREDIT
2016 3 395	GEN ND-865802									
09/10/2015	SB 863	JAIL FUNDS	JAIL	FUNDS	TO BU 1712	OPERATING TRANSFER OUT TRANS SB 863 FUNDS TO BU1712			416,000.00	
09/10/2015	SB 863	JAIL FUNDS	JAIL	FUNDS	TO BU 1712	OPERATING TRANSFER IN TRANS SB 863 FUNDS TO BU1712				416,000.00
09/10/2015	SB 863	JAIL FUNDS	JAIL	FUNDS	TO BU 1712	CASH IN TREASURY SYSTEM GENERATED DUE TO LINE			416,000.00	
09/10/2015	SB 863	JAIL FUNDS	JAIL	FUNDS	TO BU 1712	CASH IN TREASURY SYSTEM GENERATED DUE FROM LIN				416,000.
JOURNAL 2016/03/395 TOTAL									832,000.00	832,000.00
EXPENDITURES										
2016 3 395	GEN 1100-860000									
09/10/2015	SB 863	JAIL FUNDS	JAIL	FUNDS	TO BU 1712				416,000.00	
09/10/2015	SB 863	JAIL FUNDS	JAIL	FUNDS	TO BU 1712					416,000.00

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.

County of Mendocino



Jail Needs Assessment

August 2015

Needs Assessment

Table of Contents

Introduction	2
Population and Crime Statistical Comparisons	3
Census: County of Mendocino	4
Mendocino County Crime Rate	4
Adult Arrest Rate Comparison	5
Incarceration Rate Comparison	5
Overview of Inmate Population	6
Average Daily Population	6
Table of Populations	7
Population Peak Average	7
Inmate Demographics by Ethnicity and Gender	8
Bookings by Age and Gender	9
Physical Custody Gender Comparison	10
Booking Comparison	10
Annual Number of Monthly Bookings	11
Percentage Difference of Felony vs. Misdemeanor	11
Pre Trial Inmate Comparison with State Average	12
Methods of Releases Prior to Trial	12
Pretrial Releases Service	13
Length of Stay	14
Length of Stay Comparison with State	14
Classification System	15
Description of System	15
Current Types of Beds	15
Classification Trends	15
Level of Violence	16
Use of Unrated Beds	17
Female Housing Issues	17
Male Housing Issues	18
Mentally Ill Population	19
Inmate Services and Programs	20
Description of Services and Programs	20
Obstacles in Providing Services and Programs	21
Historical Non-Compliance with Standards	22
Key Findings	23
Immediate Needs and Needs by 2019	25
How to Address Findings	25
How Does This Plan Address the Needs of the Findings	25
Location of Project	26

Needs Assessment

Introduction

The Mendocino County Sheriff's Office performed this needs assessment in response to the request for proposal for SB 863 construction funding. It is an update to our last assessment completed in September 2013. Seven Reader and Associates completed a needs assessment in 2006.

The perspective of this needs assessment is from the viewpoint of experience. It includes what has occurred in the past, what is occurring now, and as required by the "SB 863 Request for Proposals" what the needs are out to 2019. It will explain the obstacles we face given our facilities age, design and layout. It will make clear how funding will help correct or lessen those obstacles.

As an aside irrespective of SB 863, it is our opinion that forecasting is an unstable basis to make future decisions when impacts from unidentified outcomes from economic events or legislation such as AB 109 and Proposition 47 may occur.

Historically, Mendocino County has not had the resources for the necessary planning and building to keep up with the ever-changing demands on the correctional facility. Most decisions were based on what we could afford, not on need.

The Sheriff's Office has one facility located in Ukiah. The facility is a Type II, as described in California Code of Regulations, Title 15, and is used for the detention of persons pending arraignment, during trial and upon sentence to a commitment.

The first section was built in 1985 with a rated capacity of 86. By 1987, in a reaction to crowded conditions, two additional bunks were added to 34 cells to make them triple bunked cells and increased the capacity to 154. In 1991, a second building was constructed to eliminate other housing units. This brought our rated capacity to 295 and an additional 6 isolation beds for 301 beds.

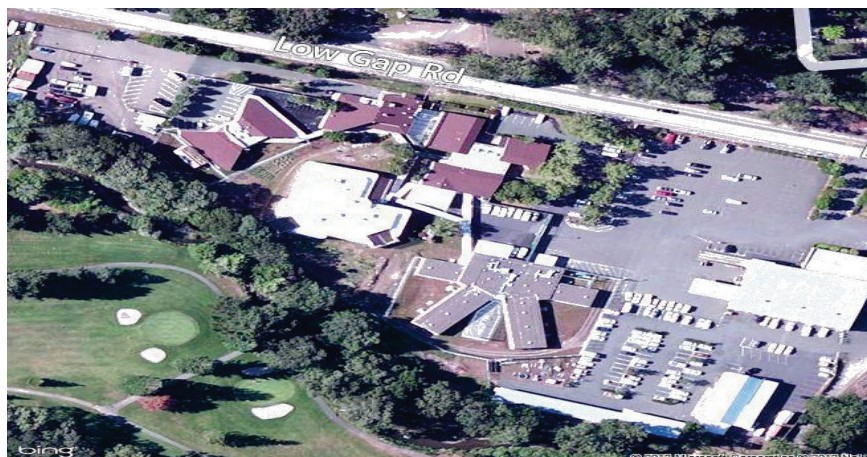


Figure 1: Mendocino County Jail Facility

The facility has the following significant challenges:

- Both buildings are maintenance intensive, particularly in Building 1, where the housing units were built entirely with steel. Steel requires routine maintenance and painting. Deferred

Needs Assessment

maintenance compromised the steel resulting in holes in walls from rust.

- Both buildings have substandard copper pipe with no ground wire installed resulting in electrolysis, which has led to water leaks and replacement of a significant amount of pipe.
- Leaking roof systems have been a chronic problem.
- Chronic problems with heating and air-conditioning ventilation systems leading to temperature that is hot in the summer and cold in winter. The lack of circulation has caused mold to accumulate on the ceilings.
- Design and layout have compromised line of sight creating blind spots where assaults occur and create obstructions to inmate supervision. This is a clear officer and inmate safety concern. This exists in both the linear and podular buildings.
- Lack of programming space has led to disparity in how and what programs are delivered to inmates.

In regards to the criminal justice system, the collaborative effort of the County of Mendocino's justice team is something we are very proud of and promote. The Sheriff's Office, District Attorney, Public Defender, Courts, and Probation have monthly meetings to ensure a fair, safe, and efficient justice system. The partners are aware of the scarcity of resources the jail can provide and help keep the inmate population down as much as possible.

The same group is the core of the Community Correctional Partnership. It has earned statewide praise for being organized and cohesive and held as an example of what can be accomplished when the system partners work together.

Population and Crime Statistical Comparisons

To give context to criminal statistical information about Mendocino County, we used like-populated Counties of Yuba, Sutter, and Nevada. All Counties are within a similar population range and are located in rural Northern California. We looked at crime rates, adult arrest rates, and incarceration rates. The analyses of data were calculated on a population sample of 10,000.

The data in the following Figures are from the State of California Department of Justice – Criminal Justice Statistics Center, US Census Bureau, and the Sheriff's Office data collection process.

The census of Mendocino County has not fluctuated much since 2001. As the figure below shows, it has held steady in a range of 86,000 and 88,000.

Needs Assessment

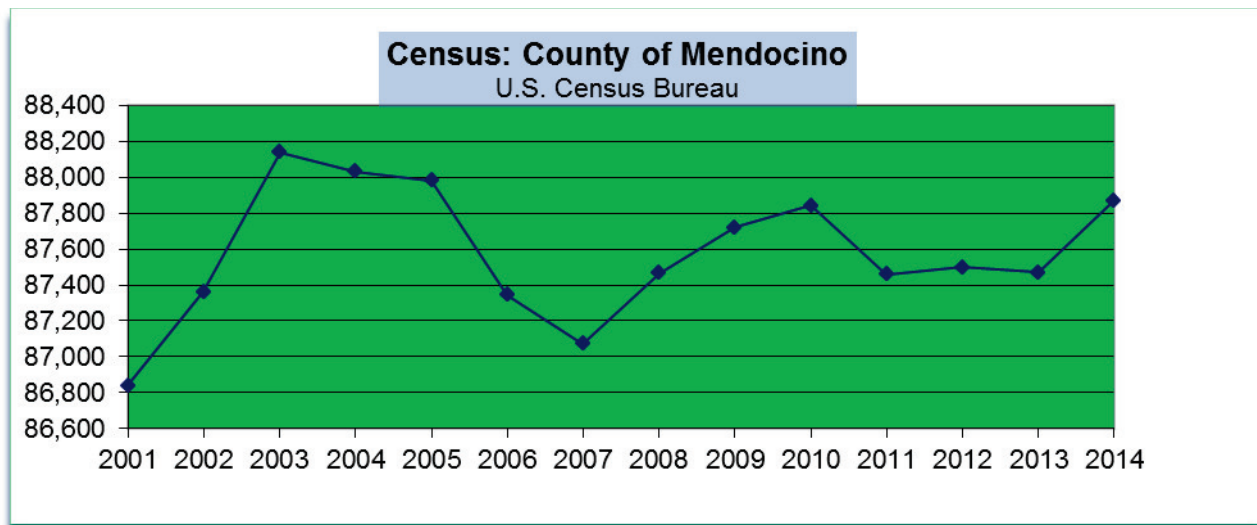


Figure 1

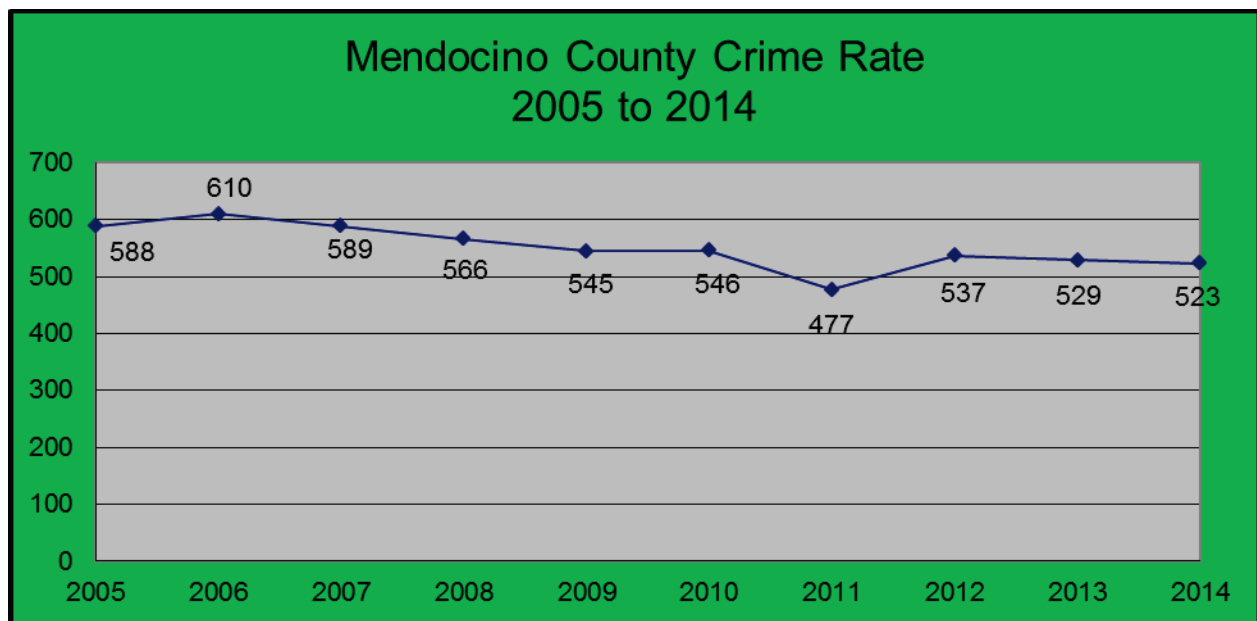


Figure 2

This crime rate describes the number of crimes reported to law enforcement for every 10,000 members of a population. Figure 2 shows that Mendocino is experiencing a slight reduction in its crime rate over the last ten years.

Needs Assessment

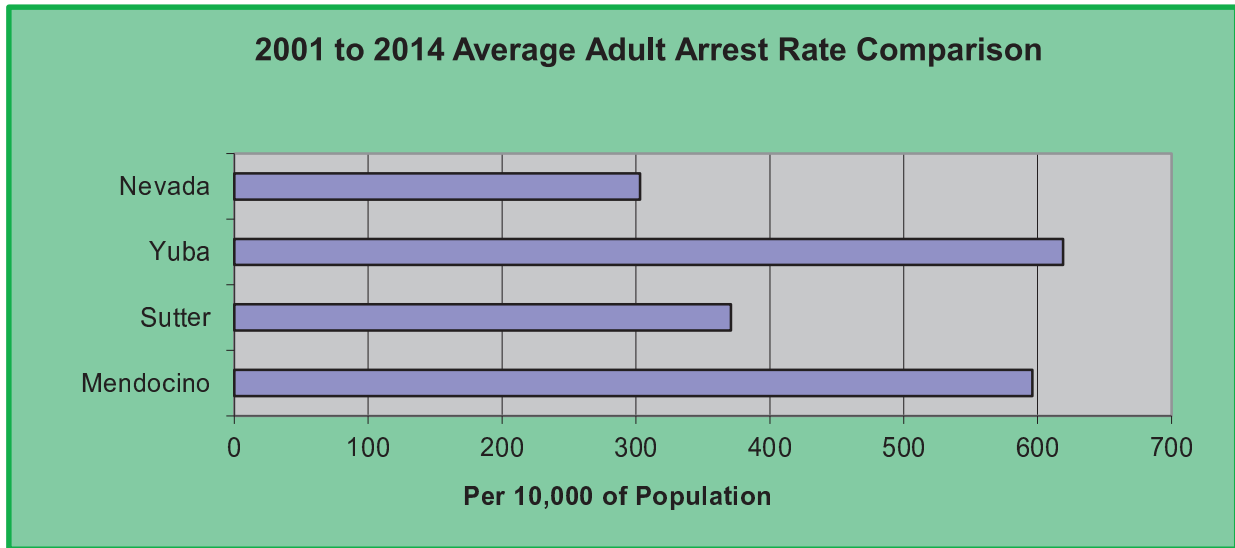


Figure 3

This adult arrest rate describes the number of arrests made by law enforcement per 10,000 members of each respective Counties population. In this comparison, Mendocino is third in population and has the second highest arrest rate.

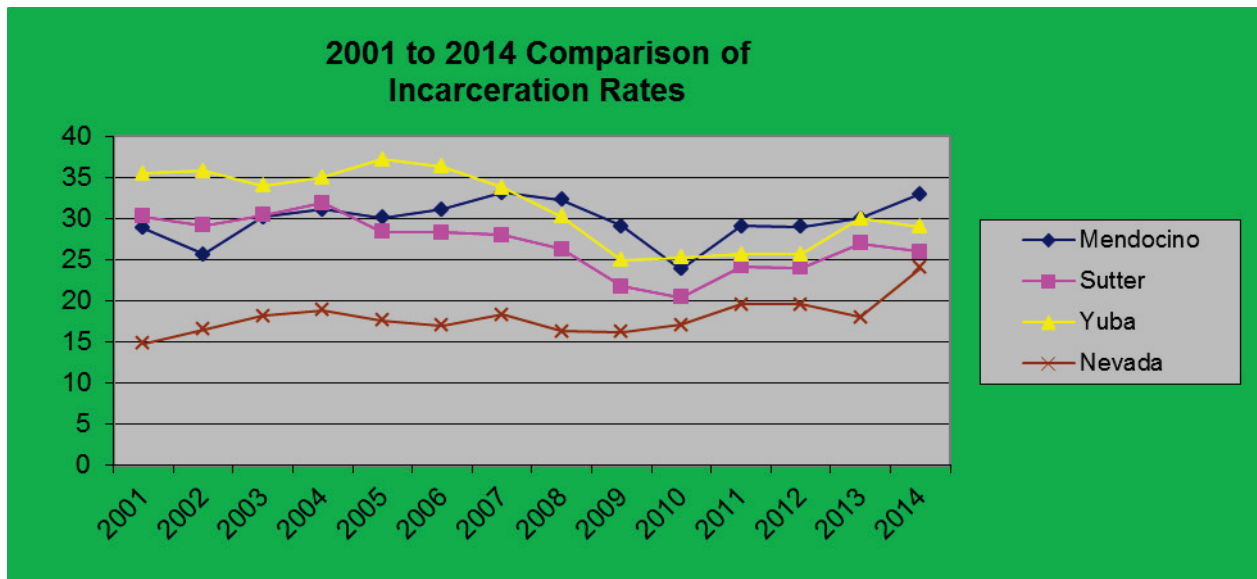


Figure 4

The incarceration rate depicts the number of people in jail per 10,000 members of the respective Counties population. Again, Mendocino is the third smallest population but has the largest incarceration rate in this group. The average incarceration rate for this period is thirty.

Needs Assessment

Overview of Inmate Population

We researched the statistical information pertaining to Average Daily Population (including alternatives to incarceration), Population Peaks, Bookings by Ethnicity and Gender, Bookings by Age and Gender, Physical Custody Gender Comparison, Number of Booking (in comparison with like counties), Annual Number of Bookings, Pretrial Average comparison to the State, Method of Release, Length of Stay and Pretrial Services.

All data presented in the following Figures were retrieved from the Board of State and Community Corrections – Jail Profile Survey and the Mendocino County Sheriff’s Office data collection process. To give context to some data points, we made comparisons to other like counties and the state.

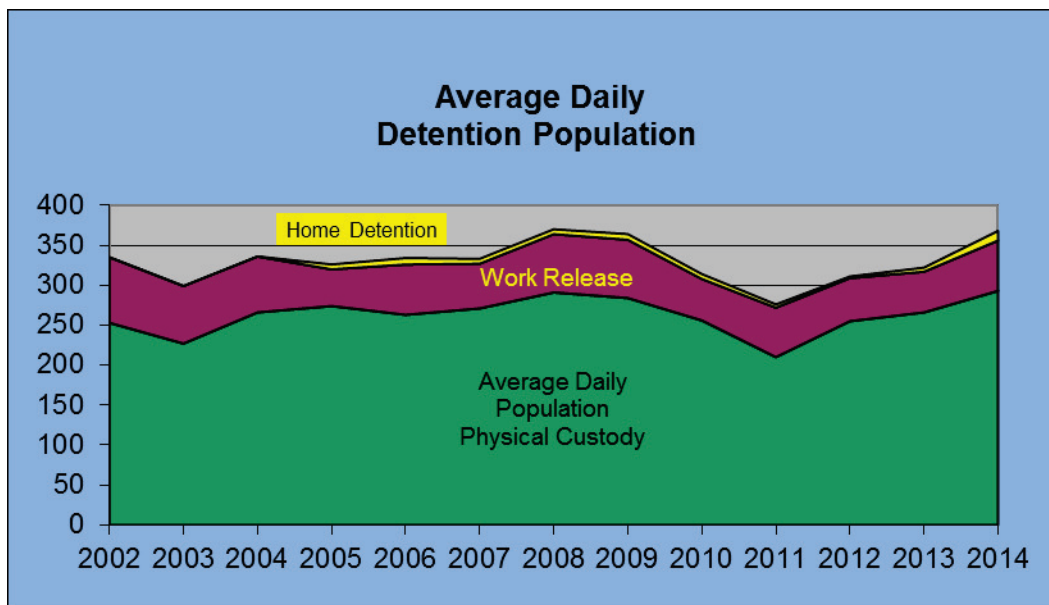


Figure 5

Depicted in Figure 5 is the “real” population. Often only populations in physical custody are the overriding concern. We believe it is important to show all the people incarcerated and being managed. As you can see in Table 1, the use of alternatives to incarceration has had a tremendous impact in keeping the physical custody population below the rated capacity of 295 beds. Without these programs, crowding would be untenable.

Needs Assessment

Table of Populations

Year	Physical Custody	Work Release	Home Detention	Total Population
2002	253	82		335
2003	227	72		299
2004	266	70		336
2005	274	46	6	326
2006	263	63	8	334
2007	271	56	6	333
2008	291	73	6	370
2009	284	73	7	364
2010	256	52	6	314
2011	210	62	4	276
2012	255	54	2	311
2013	266	51	5	332
2014	293	63	12	368
Average Total	262	63	6	331

Table 1

Population Peak Table

Months	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
January	273	235	269	248	294	236	299	286	245	226	235	271	272
February	298	236	285	281	301	265	315	312	252	227	259	281	294
March	305	235	270	291	282	270	299	304	268	206	255	275	295
April	279	229	286	287	275	278	279	309	264	188	260	263	289
May	255	219	267	276	278	260	276	299	269	200	251	279	294
June	250	218	263	272	277	265	273	298	286	203	253	284	295
July	263	208	279	267	269	266	261	283	257	200	252	268	300
August	250	230	274	255	260	271	291	271	263	213	261	266	295
September	216	235	261	268	248	291	301	264	236	211	259	263	290
October	213	227	240	272	229	294	303	263	243	206	256	264	301
November	221	223	245	289	230	291	307	273	252	210	266	245	299
December	216	231	252	279	221	265	286	252	233	234	254	237	296
ADP	253	227	266	274	263	271	291	284	256	210	255	266	293
3-Month Avg High	294	235	283	289	292	292	308	308	274	229	262	281	300
Peaking %	16.20 %	3.50 %	6.40 %	5.50 %	11.00 %	7.70 %	5.80 %	8.50 %	7.00 %	9.00 %	2.70 %	5.64 %	2.34 %
Peaking Avg.													7.02 %

Table 2

This Table is meant to show the temporary spikes above our Average Daily Population during each year and is important when making decisions on the number of beds needed. Our 13-year peak average is 7.02 percent. Peak is calculated by averaging the three highest Average Daily Population per month then determining the percentage difference from the Average Daily Population.

Needs Assessment

Inmate Demographics

Bookings By Ethnicity & Gender														
Female	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
XF	1	2	0	2	0	1	2	3	3	2	9	1	6	32
AF	1	0	1	0	0	1	5	12	9	2	3	5	3	42
BF	26	21	22	27	24	30	16	27	22	24	19	31	30	319
CF	1	0	3	1	0	1	2	3	1	1	0	2	1	13
DF	0	0	2	0	0	0	0	0	0	0	0	0	0	2
FF	0	2	1	3	1	2	2	1	1	0	2	2	1	18
GF	0	0	0	0	0	0		0	0	0	0	1	0	1
HF	69	70	79	79	83	119	132	131	115	128	89	105	106	1305
IF	177	175	176	201	228	202	198	181	183	154	146	167	184	2372
JF	1	0	0	0	0	0	1	0	0	0	1	0		3
LF	0	0	0	0	0	0	0	1	1	0	0	0		2
OF	1	2	4	0	0	4	2	3	7	6	0	0		29
PF	0	0	1	1	2	0	0	3	3	2	1	1	1	15
SF	1	1	0	1	0	0	0	1	1	1	0	0		6
UF	1	0	0	0	0	3	0	2	0	2	0	0		8
VF	0	0	0	0	0	0	0	0	0	1	1	0		2
WF	796	976	916	943	946	1049	1044	977	1049	798	1015	1008	877	12394
ZF	0	1	1	2	0	1	0	1	0	0	0	0	2	6
Male	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
XM	6	5	5	8	2	11	9	5	13	6	28	8	9	115
AM	9	7	7	7	13	24	42	56	20	10	8	19	12	234
BM	154	147	128	116	173	158	185	159	142	125	167	144	133	1931
CM	2	0	3	3	7	8	3	3	6	7	11	5	4	62
DM	0	0	0	0	2	1	0	2	2	1		0	0	8
FM	2	4	3	4	2	4	3	1	0	1	3	4	4	35
GM	0	0	1	0	0	1	0	0	0	0	0	0	0	2
HM	790	855	789	883	884	1036	1075	928	924	757	780	817	860	11378
IM	404	468	432	451	455	443	458	453	398	345	421	424	398	5550
JM	1	0	1	2	1	2	1	0	1	0	1	0	3	13
KM	1	0	6	0	2	5	8	9	5	2	2	0	2	42
LM	0	0	0	0	1	1	0	2	4	1	7	0	2	18
OM	9	6	5	5	14	14	11	21	13	9	0	0	0	107
PM	4	1	4	0	1	2	2	8	2	2	5	6	10	47
SM	1	2	4	1	2	2	1	6	0	0	0	0	0	19
UM	5	4	1	4	4	3	2	2	4	2	0	0	0	31
VM	0	2	3	2	6	5	2	6	8	4	10	21	1	70
WM	3176	3255	3201	3355	3258	3429	3559	3477	3308	2878	3115	3013	3019	42043
ZM	2	1	2	4	3	6	1	0	0	5		0	0	24

A(other Asian), B(Black), C(Chinese), D(Cambodian), F(Filipino), G(Guamanian), H(Hispanic), I(Native American), J(Japanese), K(Korean), L(Laotian), O(Others), P(Pacific Islander), S(Somoan), U(Hawaiian), V(Vietnamese), W(White), X(Unknown), Z(Asian Indian)

Table 3

In comparison to the census taken in 2010 by the US Census bureau, the ethnicity and gender in our population numbers are consistent with the makeup of the County population.

Needs Assessment

Bookings By Age & Gender														
Female	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*	2012	2013	2014	Total
18-19	55	72	80	76	65	87	76	71	69	57	36	46	30	820
20-24	158	200	236	237	212	254	285	228	247	197	209	219	158	2840
25-29	133	170	146	196	206	191	186	234	233	172	228	265	219	2579
30-34	179	166	154	160	163	197	170	161	196	135	160	178	198	2217
35-39	202	208	158	175	185	191	166	189	187	126	174	130	130	2221
40-44	167	217	218	179	194	188	173	157	120	130	170	122	139	2174
45-49	112	125	112	146	155	171	188	136	172	119	121	95	118	1770
50-54	36	72	68	60	67	94	103	113	100	123	106	142	105	1189
55-59	17	16	21	20	23	38	36	39	30	42	42	73	71	468
60-64	4	3	5	5	14	11	12	10	27	17	31	24	23	186
65-69	0	1	6	4	0	5	7	7	7	6	6	15	13	77
70+	2	0	2	2	0	0	2	1	7	2	3	14	8	43
Male	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
18-19	333	326	310	271	258	270	334	321	234	177	189	163	139	3325
20-24	947	940	910	1027	988	978	1047	959	881	681	781	749	691	11579
25-29	640	675	695	708	762	877	945	867	831	704	763	778	726	9971
30-34	678	687	636	633	588	587	618	635	627	570	651	670	703	8283
35-39	555	589	521	597	599	667	659	600	570	453	522	483	527	7342
40-44	581	575	524	541	536	531	522	533	504	464	490	533	462	6796
45-49	400	453	440	454	500	502	512	470	453	421	372	383	381	5741
50-54	240	269	322	334	371	363	374	394	380	334	348	317	376	4422
55-59	102	154	156	194	149	219	209	226	229	197	248	223	246	2552
60-64	56	59	48	52	49	101	84	95	89	88	118	100	134	1073
65-69	23	22	23	19	17	44	47	19	27	27	49	44	49	410
70+	10	7	10	14	12	17	10	19	24	25	27	20	23	218

Table 4

Concerns in Table 4 are the increases in age groups 60 to 70 plus from 2002 to 2014. The following are the percentage change within this category: Males: +139% for 60-64; +113% for 65-70; and +130% for 70+. Females: +475% for 60-64; +1200% for 65-70; and +300% for 70. The older population presents a likelihood of serious medical problems that require ADA single cell space and constant medical attention. The prevalence of Alzheimer's and Dementia in this population adds a significant burden to both medical and correctional staff.

Needs Assessment

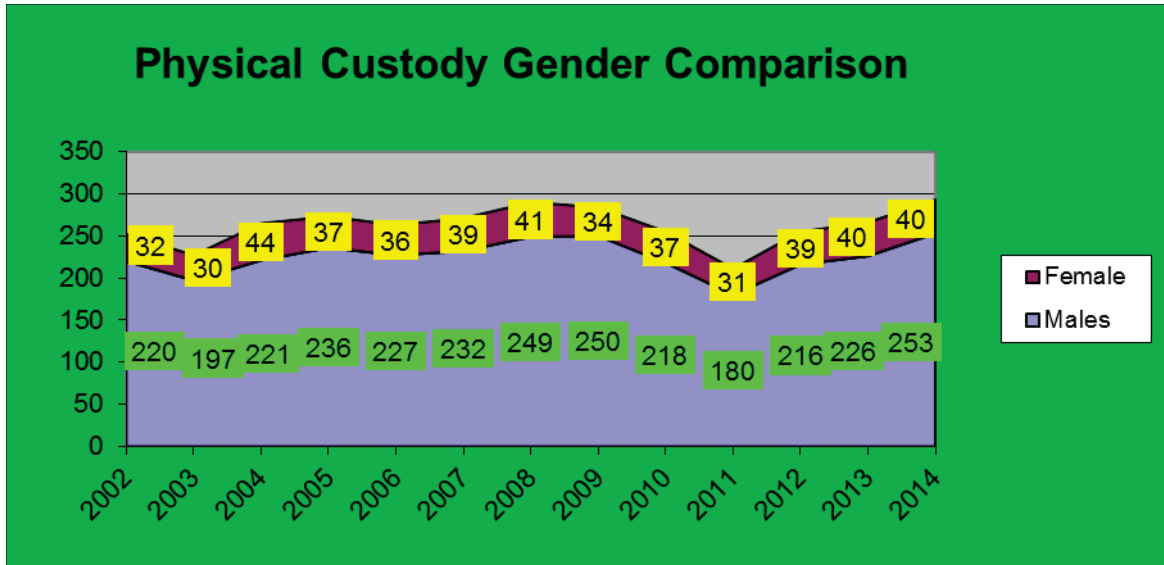


Figure 6

In this figure, males represent 86 percent of the population while female make up 14 percent. During this time period, the female population increased by 25 percent and the males increased by 15 percent.

Bookings: In comparison counties, Mendocino is 10.5 percent more than the Sutter, which had the second highest average. (A special note to these Figures is for Yuba. We removed the contract bookings and only used the number of bookings resulting from arrests.)

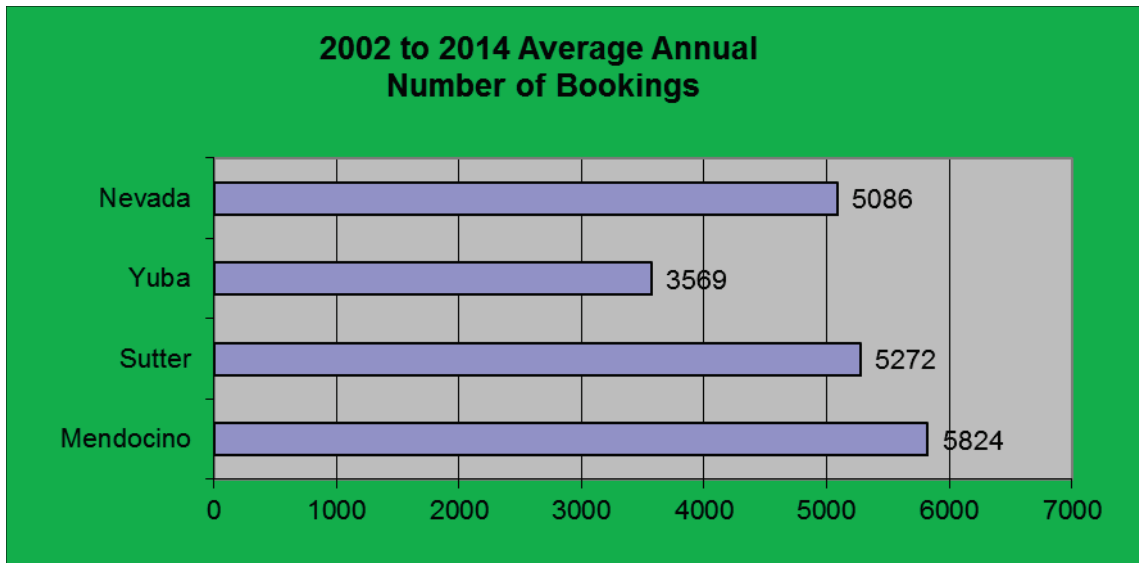


Figure 8

Needs Assessment

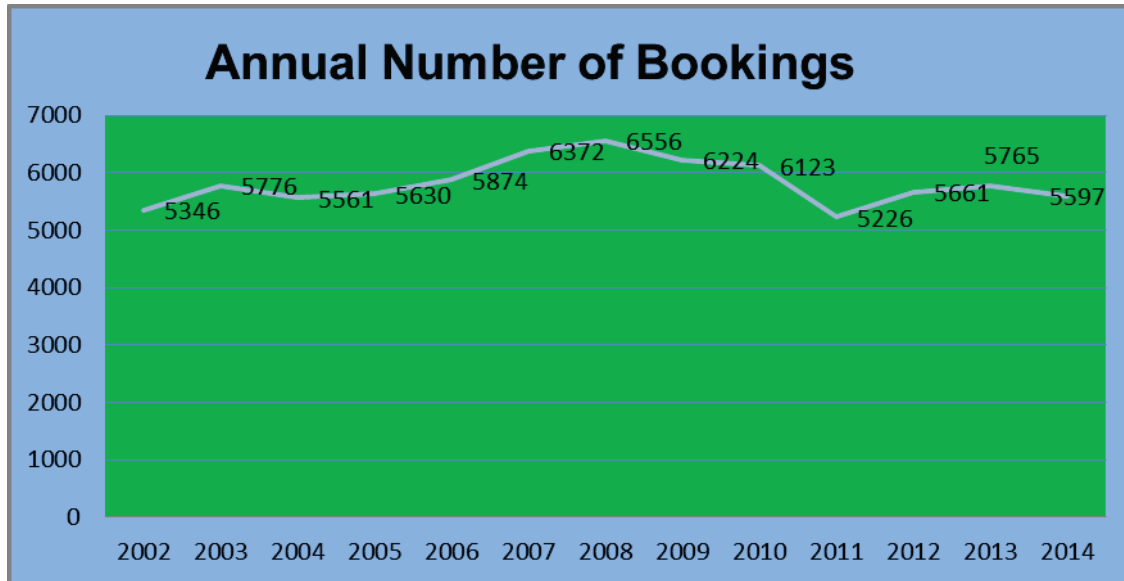


Figure 9

During this 13-year period, there has been a 4.7 percent increase in the number of annual bookings.

Percentage Difference of Felony versus Misdemeanor

Month	Total ADP	Presentenced Felony	Sent Felony	% of Felony	Unsent. Misd	Sent Misd	% of Misd
2014							
October	303	64	119	60	34	86	40
November	300	90	94	61	66	50	39
December	296	86	30	39	93	87	61
2015							
January	309	79	27	34	116	87	66
February	318	83	46	41	128	61	59
March	317	75	44	38	140	58	62
April	314	86	53	44	106	69	56
May	297	73	59	44	93	72	56
June	294	74	57	45	87	76	55

Table 5

Table 5 represents the transformation that Proposition 47 made to the Mendocino County Jail. Pre Proposition 47, 60 percent of the population was felony arrests and conviction. As of June 2015, the felony segment has dropped to 45 percent of population.

Needs Assessment

Number of Pre-trial Inmates

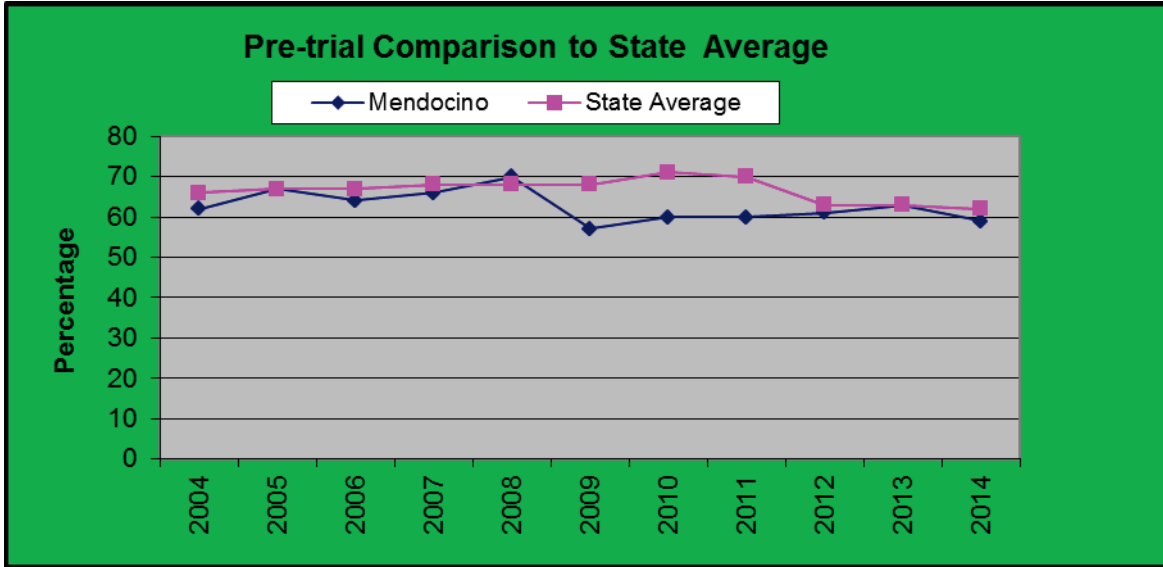


Figure 10

In comparison to the statewide data, it shows that our policy on citing and collaborative efforts with our criminal justice partners have resulted in a lower percentage of pre-trial detainees. In 2014, we have achieved a decrease of 4.8 percent below our 13-year average. We believe this is a direct result of implementing the Pre-Trial Release Service program and using the Ohio Pre-Trial Release instrument to assess people’s needs and risk. Our goal is to reduce our pre-trial population to a range of 50 to 55 percent of our average daily population.

Method of Release Pre-Trial

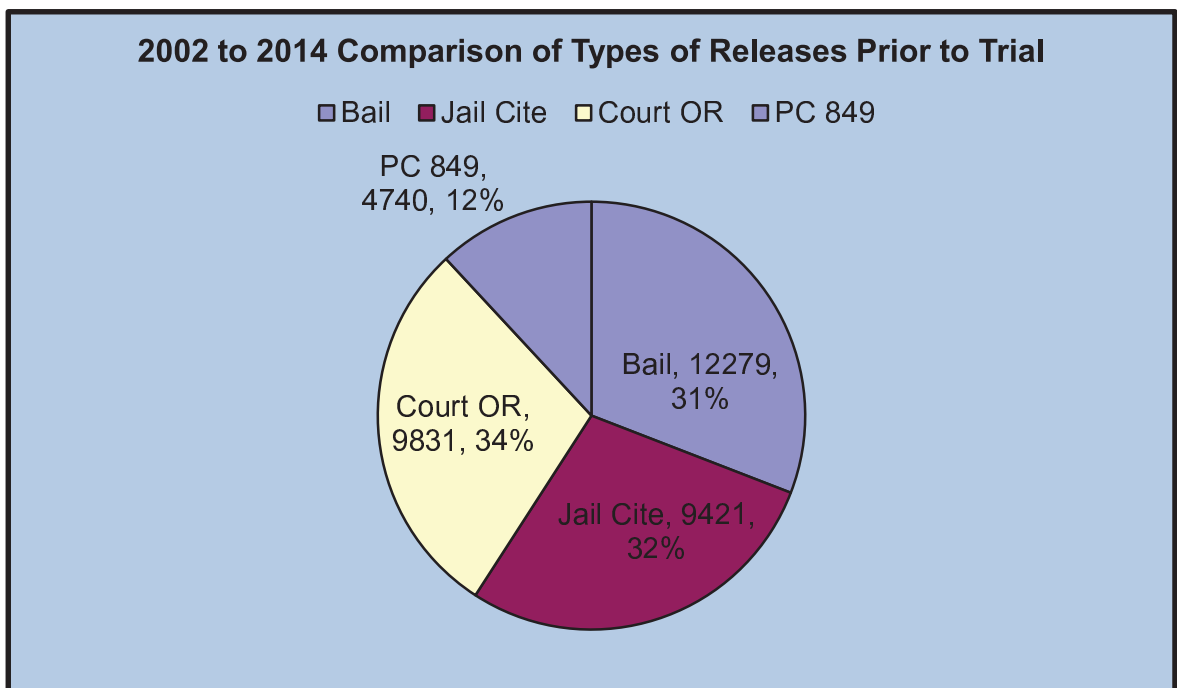


Figure 11

Needs Assessment

Figure 11 depicts that historically there has been a relatively even distribution of types of releases prior to trial.

Pretrial Services

In January 2014, the Sheriff's Office implemented a pretrial release program. Agreed to by justice system partners, we have adopted the Ohio Pretrial Assessment Tool to evaluate the level of risk an individual is to the community, risk of re-offending and risk to fail to appear for a Court date. This tool was developed and validated by the University of Cincinnati, Division of Criminal Justice Center for Criminal Justice Research. It assesses all inmates that are not released per Penal Code section 853.6 and required to bail.

Thus far, it has proven to provide excellent information to the Judge, district attorney, and public defender to make sound decisions on custody status. Based on the information provided by the assessments, 543 were released. Of those released, nineteen failed the program. The causes of the failures were as follows: eleven failed to appear and eight were re-arrested.

California Proposition 47 has had an impact on this program. The proposition changed offenses from felonies to misdemeanors and thereby increasing the number of citations at time of booking. The impact has been a decrease in the number of interviews and participants that would have gone into the program.

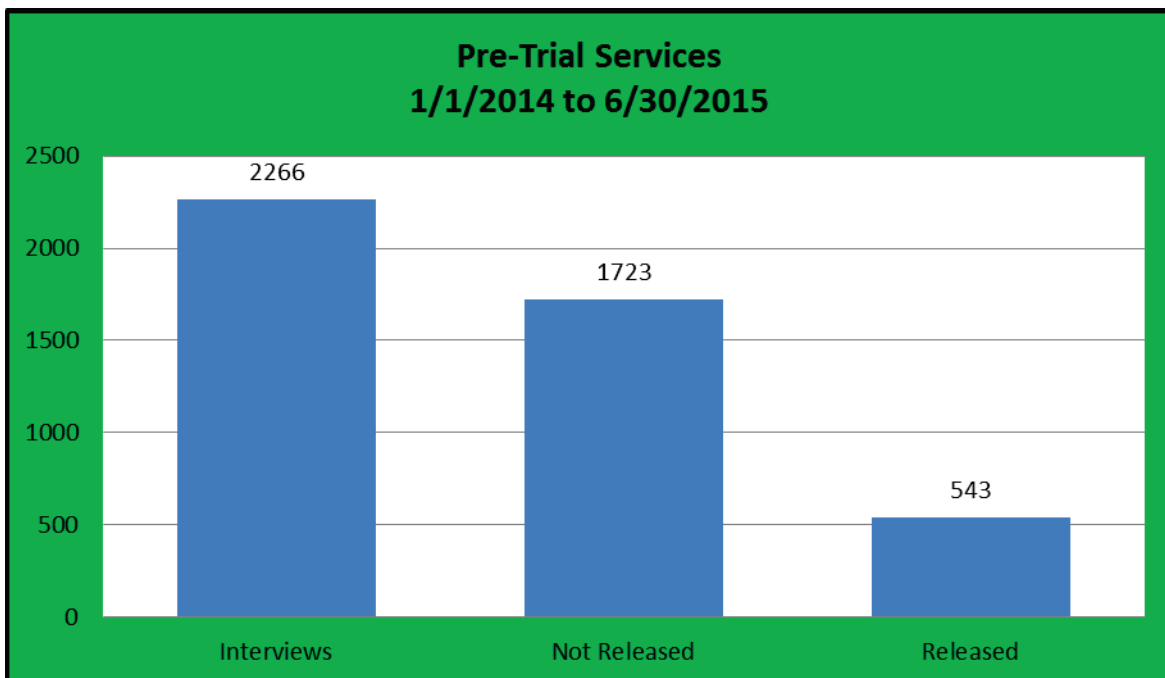


Figure 12

Needs Assessment

Length of Stay

Average Length of Stay was calculated based on the instructions in the Jail Profile Survey Workbook 2012.

The Figure below makes clear the pragmatic approach of the Mendocino criminal justice system has tempered the impact of AB 109 when it comes to the length of time a person stays in custody. The average County prison sentence is three years. The longest commitment is eleven years. We anticipate the LOS will increase, as the sentenced population increases and the pre-sentenced population decreases.

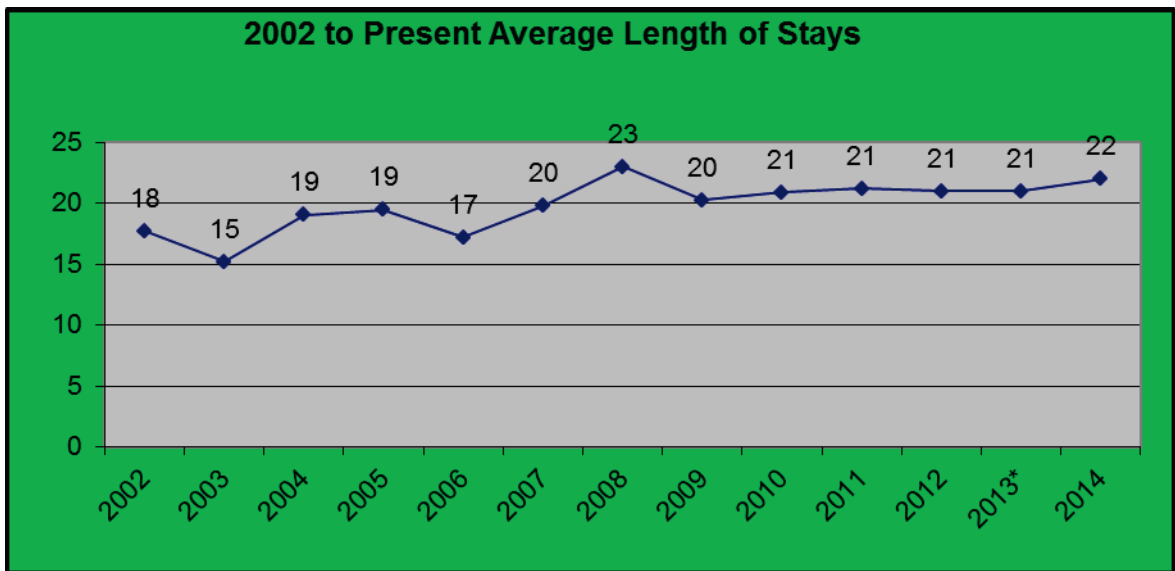


Figure 13

Below is a comparison of Mendocino County and the statewide averages found on the BSCC website.

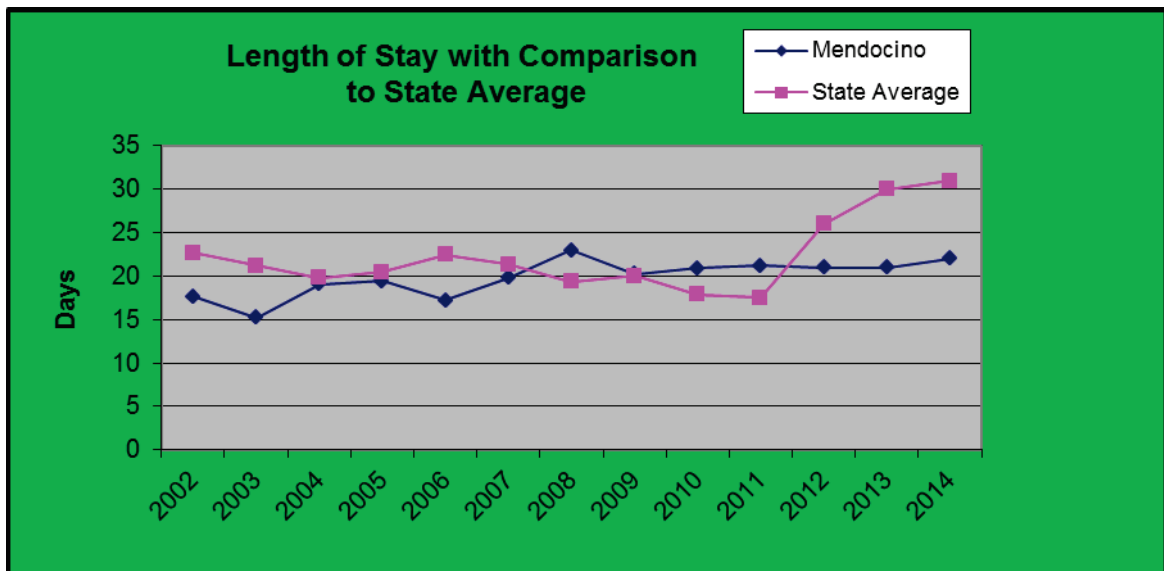


Figure 14

Needs Assessment

Classification System

Inmate classification is a continuous process of assessing inmates in order to house them in the least restrictive security level possible, while maintaining a secure and safe environment for staff, inmates, and the community. We use positive reinforcement to encourage the inmates to control their behavior and attain the least restrictive security levels.

The classification plan is a systematic objective assessment of risk and needs. Decisions are supported by as much data as can be reasonably collected pertaining to risks and needs. Data are collected from a variety of sources such as; the booking documents, the arresting or transporting officer's observation, criminal history, institutional history files, institutional alerts, inmate's self-reporting information, staff interviews, staff observations, and outside resources, such as; CDC-R or other County jails.

The security levels are as follows: Maximum Level 3 being the highest.

Minimum Security, Medium Security, Maximum Security Level One, Maximum Security Level Two, Maximum Security Level Three, Protective Custody Minimum Security, Protective Custody Medium Security, Minimum Security Inmate Worker, Civil Commitment, and Pre-Housing.

Current Number of Bed Types

Single	41
Double	38
Triple	102
Dorm Style	120
Total Beds	301

Table 6

Classification Trends since 2010

It was recommended in our 2006 Needs Assessment that we look at additional changes to our classification policy, specifically not separating judicial status. That change was made and resulted in changes to where we house and program certain inmates. Figure 15 shows the reorganization of the numbers in each category since changes made to classification since 2010.

Of concern is the number of inmates that fall in maximum-security category. Over the last few years, there has been an average of seventy-five maximum-security inmates. As much as we try to reduce this number through behavior incentives, we still have a large number of inmates that are a high risk to the staff and other inmates or are at high risk from the inmate population.

The inmates that fall into the AB109 category are staying longer are having a very difficult time assimilating into the normalcy of County Jail. They push the "prison way" onto the other inmates which has resulted in an increase in violence, contraband, grievances, and writs.

Needs Assessment

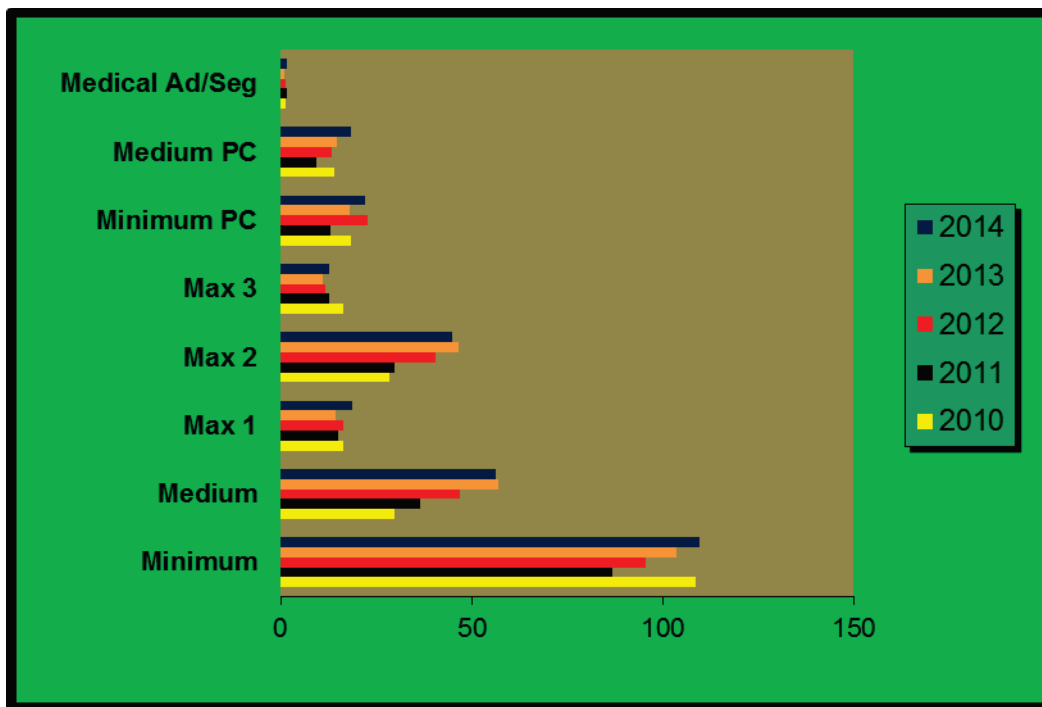


Figure 15

Level of Violence in the Jail

Figure 16 shows the number of violent incidents and those involved in the violence. Between 2005 and 2014 staff assaults increased 143 percent and inmate on inmate violence decreased by 3.75 percent. In year 2010/11, the level of violence found a bottom, which is a direct result of having an ADP of 210 inmates. The timeline starting in 2011 shows a direct relationship to the increase in violence and the lead up to and roll out of implementation of AB 109.

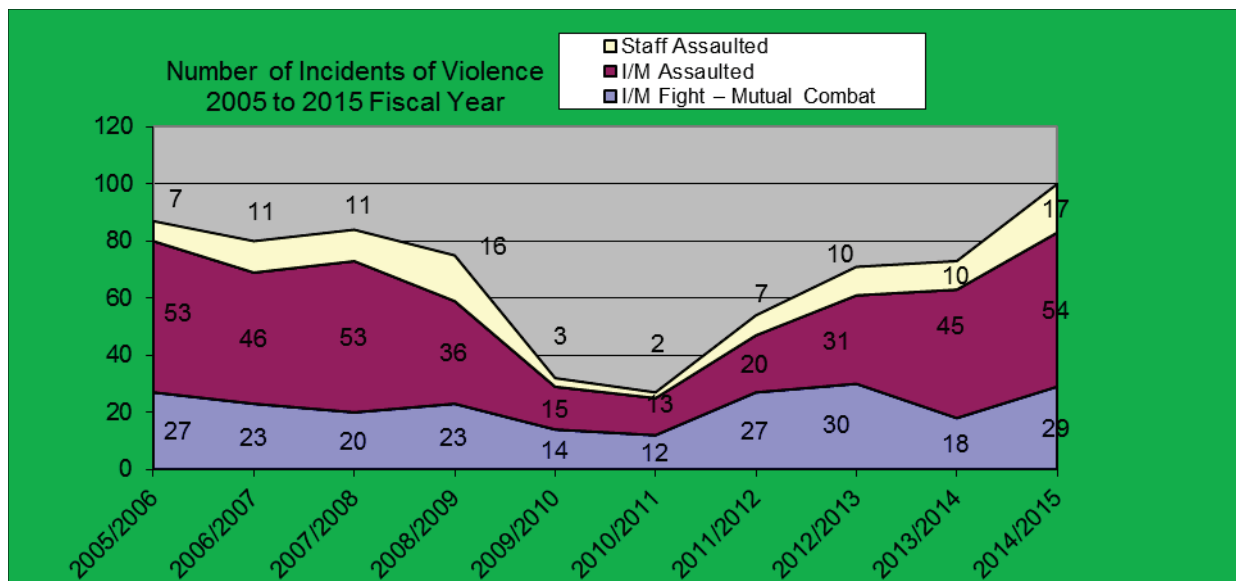


Figure 16

Needs Assessment

Use of Unrated Beds

This information suggests that functional capacity, when there are no temporary beds, is achieved when the average daily population is at 210. In our case, functional capacity is due to poor design (i.e., layout not having the correct bed types to meet the demand from the classification of inmates).

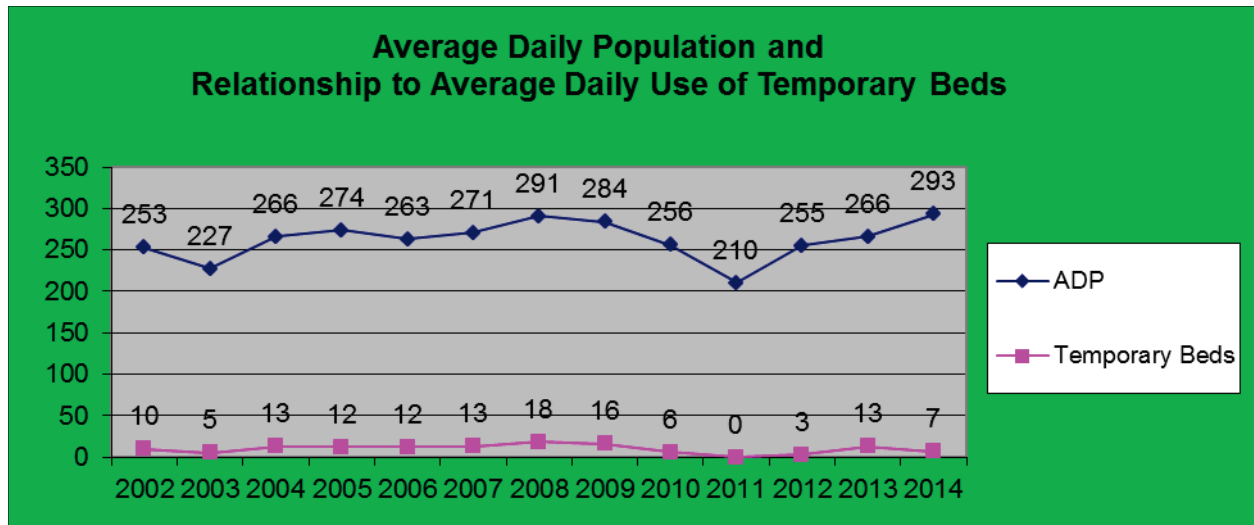


Figure 17

Female Inmate Housing Issues

There is a need for additional separate housing for female inmates. There are currently only two housing units for female inmates. This provides very little flexibility in order to properly housing female inmates held on various degrees of serious offenses and institutional sophistication. The only way to segregate female offenders with various criminal backgrounds and sophistication levels is to segregate the more criminally sophisticated inmates in the same housing unit with other inmates.

This practice is problematic for a couple of reasons. One is that it places inmates that are more dangerous in the same housing unit with less violent offenders. Secondly, it unduly restricts the general population inmates in the same housing unit to more restrictive living arrangements and, forces them to be housed on temporary beds to accommodate those that are isolated in a two-bed cell. Both of these situations pose a potential liability issue.

Needs Assessment

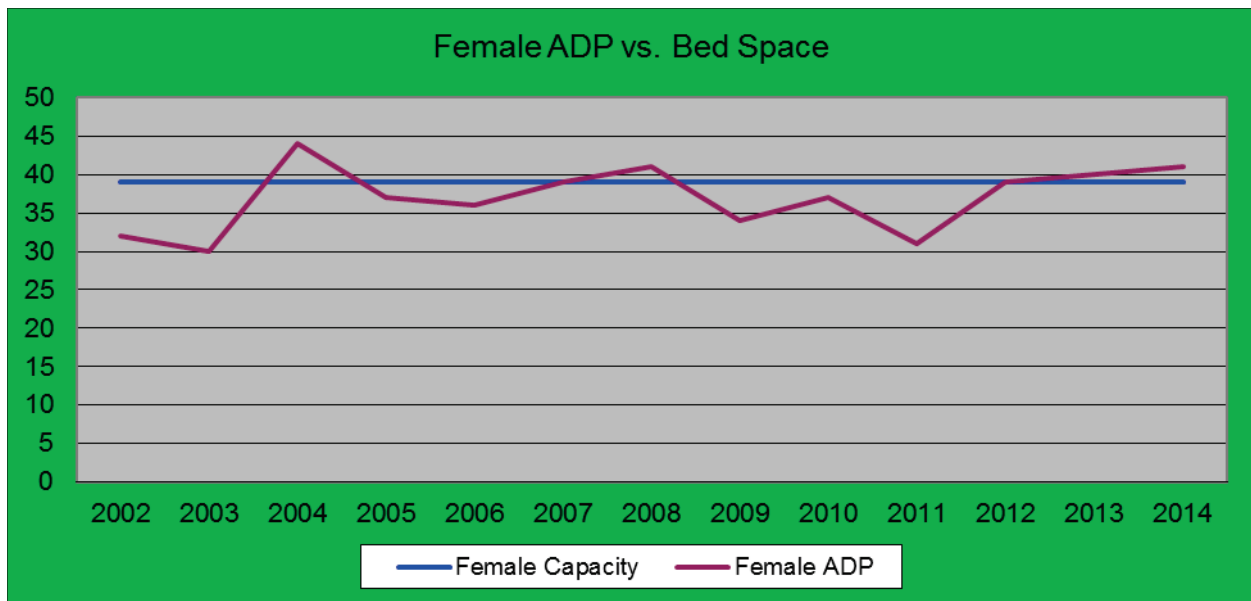


Figure 18

The above Figure illustrates that the female population is consistently near or above capacity. Percentage of capacity ranges from a low of 77 percent to a high of 113 percent. The need for additional bed space, especially for female inmates, is exacerbated when an inmate needs to be isolated in a double cell.

Ideally, there should be three separate classifications for the female inmate population i.e. maximum, medium, and minimum security. **The critical component that is missing is a maximum-security housing unit for females.**

Male Inmate Housing Issues

Our Wing 4 contains several diverse classifications of inmates. We have those with a Maximum 3, Maximum 2, Medium Protective Custody, and Disciplinary Lockdown classifications. A major potential problem is the danger of inadvertently allowing these inmates with very different classifications housed in the same unit to have contact with each other that often results in an attack. This has occurred on five occasions.

The practice of housing inmates with these different classifications in the same housing unit exposes the County to potential liability. **Again, the critical component missing is a centralized maximum-security housing unit.**

Needs Assessment

Mentally Ill Population

Year	2008	2009	2010	2011	2012	2013	2014
ADP	291	284	256	210	255	266	293
Percentage of Inmates on Psychiatric Meds	21%	27%	25%	24%	24%	15%	15%
Avg # of Inmates on Psychiatric Meds	61	77	64	50	61	40	44

Table 7

This is our most difficult population to manage. The Sheriff's Office, our justice partners, and the Mental Health Department have taken this problem head on. We have implemented diversion programs that have helped reduce this population by 38 percent over the last seven years.

In March of 2013, the justice partners collaborated in starting a Mental Health Court. The Court was started as a result of significant incidents that occur in our County and a humanitarian need in the jail facility. It has been very successful in diverting people from jail and managing them in the community.

In April of 2014, A local psychologist contracted with the Mental Health Department to perform competency training at the jail for those misdemeanor inmates were deemed incompetent to stand trial. So far, this has been very successful in helping the inmates understand the system and reduce their length of stay.

In January of 2015, the Mental Health Department received a grant to do case management in the community in cooperation with the Sheriff's Office.

In March 2015, we applied for and received a grant from the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. This has significantly bolstered the mental health court, partnerships with the jail and partnerships with Community Based organizations. This solidified the system of care from the jail to the community. We now have a case manager in the jail to ensure a seamless transition from the jail to the community and lines of communication to the Court. The grant, most importantly, created constant lines of communication between providers.

However, even with these very important programs there is still a serious need to be able to centralize the housing for the mentally ill and have real program space. In our current situation, the inmates are spread throughout the jail and do not have concentrated care and supervision. This is very time consuming for correctional and mental health staff.

Inmate Services and Programs

The philosophy of the Sheriff's Office is that services and programs provided to the inmates have a direct benefit not only to them but also to the facility environment, correctional staff, and the community. The programs provided fall into three categories: educational, religious and developmental. It is our goal to provide as many opportunities for people to learn how to stabilize their personal lives and obtain the basic prerequisites to find employment.

The following are the categories and list of programs provided:

- **Education**

The Ukiah Adult School provides teachers to prepare inmates to take the test in order receive their G.E.D.

Inmate Service has implemented an online course so inmates can receive a California Food Handler Certification.

A local bakery owner has provided training to inmates on how to prepare bread and other baked goods.

The Horticultural Program provides education on growing fruits and vegetables, landscaping, and maintenance of gardens.

- **Religious**

The jail chaplain provides service to all faiths and helps the inmates find an additional mechanism to add stability to their lives enabling them to overcome their self-made obstacles.

- **Developmental**

Men's Grief – is a program for male inmates. Taught in a safe environment to process of loss and recognize the role of manifestation of unhealthy behavioral and thinking responses. An emphasis is placed on responses resulting in substance abuse and criminal lifestyles. The facilitator leads the group in collectively exploring alternative reactions to loss and corrective actions and reactions.

Prescription for Success – In this program, participant level of substance abuse risk and use is initially assessed through a one-on-one interview by the Certified Alcohol Drug Counselor using the ASAM assessment tool. Using motivational interviewing and journaling, the facilitator utilizes substance abuse education and treatment modalities in a group setting to elicit lifestyle changes. It has a heavy emphasis on cognitive behavioral change techniques. The program is designed to include re-entry assistance. Minimum length of stay: 60 days

Needs Assessment

Clean – Is a faith-based substance abuse education program. The program is based on the use of workbooks and group process. It is facilitated by a representative of our local religious community.

Anger Management and Men's Alternatives to Violence – Is a once a week program that provides counseling and credit towards Court ordered anger management programming.

White Bison-Red Road to Wellbriety – Is a program that draws on the philosophies and practices of A.A. and N.A. In addition, it is a program of healing from alcoholism and addictions is culture specific to Native Americans.

Life Skills – is a program that addresses issues, such as; understanding addiction, substance abuse and recovery, success outside of jail, prevention of relapse, criminal thinking, the process of personal change, and anger management.

A.A. and N.A. – Alcoholics Anonymous and Narcotics Anonymous meetings are held weekly.

Jail to Jobs – This program links employer's needs and inmates' abilities. It provides inmates with employment.

Inmate Services is currently implementing the administration of the Offender Reintegration Survey (ORS) at the time of program enrollment. With this information, recommendations can be provided to inmates regarding participation in available programs, including referrals to outside resources, and data will be gathered identifying additional programs that should be considered to reduce recidivism.

Obstacles in Providing Programs

Restrictions do exist in trying to provide programs to inmates. The main obstacle is the design and layout of the facility and no programming space built into the housing units. An inordinate amount of staff time is taken up with inmate movement. When we fall below fixed post staffing levels, programs are cancelled.

The security level of inmates and lack of secure programming space is another hurdle. Minimum and medium security inmates, regardless of judicial status, can be taken to the Inmate Service Building. This gives them significantly more access to programming. As you can see below, all other levels have significantly less ability to attend a program, especially maximum-security that have little to no programming.

Needs Assessment

Security Levels	Min Pre and Post Sent	2014 ADP	Min Worker	2014 ADP	Med Pre and Post Sent	2014 ADP	Max-1 Pre and Post Sent	2014 ADP	Max-2 Pre and Post sent	2014 ADP	Max-3 Pre and Post Sent	2014 ADP	PC Min Pre and Post Sent	2014 ADP	PC Med Pre and Post Sent	2014 ADP
Programs:																
Education																
Adult School GED	X	10														
Food Handler Certification			X	4												
Bakery			X	2												
Horticultural			X	4												
Religious																
All Forms	X	9	X	5	X	7	X	7	UR		UR		X	3	X	4
Developmental																
Men's Alternative to Violence	X	8			X	6	X	5					X	3		
White Bison	X	10			X	6										
Life Skills			X	10												
NA/AA	X	10			X	7	X	5					X	3		
Prescription for Success	X	5			X	5										
Clean	X	4														

Table 8

*UR means upon request

Historical Non-Compliance with Standards

The following is a summary of Title 24 non-compliance issues dating back to 2002. They are consistent with and supportive of the Key Findings section of this Needs Assessment. The complete inspection letters are attached.

- 2012-2014 – We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2010-2012 – We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Needs Assessment

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2008-2010 - We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of non-compliance instances was due to crowding and the use of temporary beds.

We were also non-compliant on, Title 24, Section 13-102(c) 6, Heating and Cooling. Our HVAC units are aged and are maintenance intensive.

A special note was on page 2 was made about the plumbing issues mentioned earlier. The note mentioned malfunctioning showers, leaking pipes etc...

- 2006-2008 - We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2004-2006 – No non-compliance issue noted with Title 24.
- 2002-2004 - Title 24, Section 8227 Multiple Occupancy Cells. These non-compliance issues were due to crowding and temporary beds.

Key Findings

The following findings are serious and need to be addressed:

1. The mentally ill inmates on psychotropic medications over the last seven years make up 22 percent of the population. They are being housed in many locations within the facility; it makes it difficult for mental health staff to treat them in a comprehensive and focused manner. Because of competing programs (showers, visiting etc.), it is very difficult for staff to ensure all legal requirements are completed.
2. The increases in age groups 60 to 70 plus from 2002 to 2014 are of real concern. The following are the percentage change within this category; Males: +139% for 60-64; +113% for 65-70; and 130% for 70+ and Females: +475% for 60-64; +1200% for 65-70; and 300% for 70. The older population presents a likelihood of serious medical problems and requires ADA single cell space and constant medical attention. The prevalence of Alzheimer's and dementia in this population add a significant burden to both medical and correctional staff. This presents a real need to add ADA beds and single cells.
3. The jail facility is maintenance intensive. Walls have holes from rust, walls and ceilings leak during the winter months; chronic heating and air conditioning problems as well as

Needs Assessment

plumbing leaks and circulatory problems.

4. Past planning provided inefficient and ineffective housing unit types. We utilize the “pigeon-hole” method (inmates are placed in wherever there is an empty cell) for the mentally ill and maximum-security inmates. The correct type housing units were not built.
5. We have chronic crowded conditions in the Women’s Jail because this portion of the jail capacity was not built large enough and lacks enough maximum-security cells.
6. [REDACTED]
7. There is a lack of centralization of maximum-security single cells. Currently, there are 41 cells spread through nine housing units. Because the cells do not match up with the actual number of inmates requiring a single cell, it causes the use of double cells in those specific units and then displaces those inmates who have to be housed on temporary bunks.
8. The lack of inmate program space combined with other competing program requirements severely impede access to Inmate Programs, such as; religious, substance abuse, and educational impact all levels of classification but particularly for maximum-security inmates.
9. Attorney-client visits are extremely difficult because of a lack of visiting space for confidential visits. On occasion, the attorney leaves without seeing their client. The local BAR and Public Defender has complained about the current conditions.
10. Use of non-rated temporary beds to mitigate crowded conditions and avoid inmates sleeping directly on the floor has been commonplace. This on-going practice continues to be an unsafe environment for staff and inmates, and concern about possible litigation arising due to non-compliance with Title 24 Standards.
11. The number of violent incidents on staff has increased. Between 2005 and 2014 staff assaults increased 143 percent and inmate on inmate violence decreased by 3.75 percent. In year 2010/11, the level of violence found a bottom, which is a direct result of having an ADP of 210 inmates. The timeline also shows a direct relationship to the lead up to and implementation of AB 109.
12. The 13-year Annual Peak Average is 7.02 percent.
13. The Incarceration Rate is up 13.769 percent over the last thirteen years.
14. The Crime Rate has decreased by 11 percent.
15. The Length of Stay has increased since the inception of AB 109 by 31 percent.
16. The average daily use of temporary beds is 10.

Needs Assessment

17. Over the last thirteen years, the female population has increased 25 percent.

18. The current total average daily population (including alternative custody) is 331.

Immediate Needs and Needs by 2019

Taking into account the Peak Average, Incarceration Rate, Length of Stay, an increase of 25 percent female inmates, and an average use of 10 temporary beds daily: the immediate need is to add 21 beds for a capacity of 322. By 2019, our bed capacity would need to be 344.

How to Address Findings and Needs

The effort to obtain SB863 funds is the vital first step. If the request for proposal is successful, it will correct all findings except for the third finding. That finding will require the existing buildings to have their plumbing retrofitted, walls and ceiling to be painted with epoxy based paint, and roof systems to be refurbished.

To correct the deficiencies in the Findings and Needs requires construction of an addition to the jail that includes:

1. Total of three maximum-security housing units for males and females for a total of 60 cells;
2. Program space for programs to include but not limited to: restoration of competency, educational, religious, and developmental;
3. A medical treatment room;
4. Visiting space for attorneys;
5. Video visiting for family;
6. An interview room for classification and investigative purposes.
7. Add a ADA medical cell to each new housing unit.

The plan to correct our visiting access problem is to construct a visiting center with the capability of contact for professional visits, non-contact and video visitation for families. The increase in beds will require additional dry and frozen storage space for the kitchen. Laundry operations will require an additional washer, dryer, and storage space.

How does this plan address the needs of the findings?

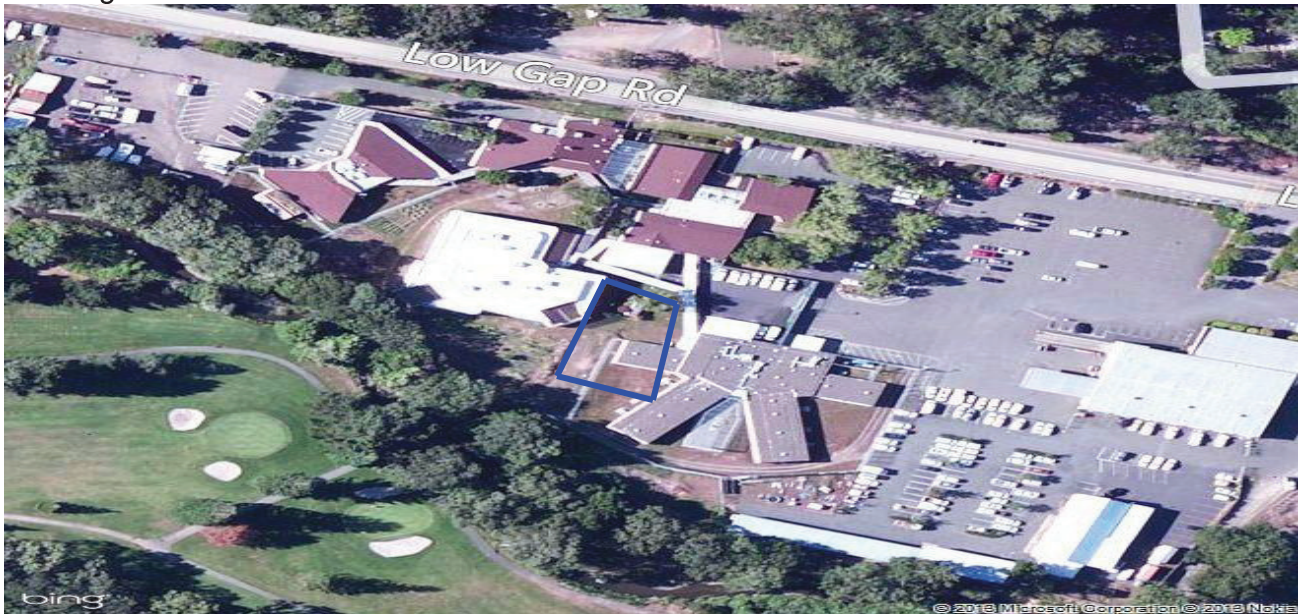
- Finding number one is resolved much like number two. By centrally locating the severely mentally ill and providing program and medical space adjacent to the housing unit, it eliminates the hurdles of providing them care and programming.
- Finding number two will be addressed by a new building and ADA equipped single cells in the housing units.

Needs Assessment

- Finding number three will be addressed in the County's 2013 to 2017 Capital Improvement Plan.
- Finding number four will be resolved by centrally locating all severely mentally ill inmates that require being segregated.
- Finding number five would be resolved by relocating maximum-security inmates to the new housing unit and creating housing space for three distinct classifications of female inmates.
- [REDACTED]
- Finding number seven is addressed by adding 60 maximum-security beds. This will meet the needs of the number of inmates classified as maximum and eliminate the use of temporary beds.
- Finding number eight is corrected by building in program space for the new housing unit. It also repurposes two existing rooms for programs in Building I, to serve the needs of inmates assigned to security levels medium to maximum level one.
- Finding number nine would be corrected by building the visitors center. By having ten contact rooms, it will more than serve the needs of the Public Defender and local BAR.
- Finding number ten is eliminated by the addition of 60 maximum-security beds. A need will no longer exist for temporary beds.
- Finding number eleven is greatly reduced by adding appropriate types of maximum-security beds. Having the correct types of beds makes a correctional facility much safer.

Location of Project

The location of the proposed new housing unit and visitor's center will be on the existing Mendocino County Sheriff's Office site. The blue line depicts the location between our facility housing unit's number 1 and 2.



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