



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

This document is not to be reformatted.

SECTION 1: PROJECT INFORMATION

A. APPLICANT INFORMATION AND PROPOSAL TYPE				
COUNTY NAME Sonoma County		STATE FINANCING REQUESTED \$ 40,000,000		
SMALL COUNTY (200,000 and UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>		
TYPE OF PROPOSAL – INDIVIDUAL COUNTY FACILITY /REGIONAL FACILITY PLEASE CHECK ONE (ONLY):				
INDIVIDUAL COUNTY FACILITY <input checked="" type="checkbox"/>		REGIONAL FACILITY <input type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Behavioral Health Housing Unit				
PROJECT DESCRIPTION 32,800 sf single story facility to provide housing for Behavioral Health inmates, along with programming space to support the unit.				
STREET ADDRESS 2777 Ventura Ave				
CITY Santa Rosa		STATE CA	ZIP CODE 95403	
C. SCOPE OF WORK – INDICATE FACILITY TYPE <u>AND</u> CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) II	<input type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/REMODELING	<input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u>				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed				72
TOTAL BEDS (A+B+C+D)	72 (Represents an increase of 0 rated beds)			

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 Tawny Tesconi		TITLE Director of General Services	
AUTHORIZED PERSON'S SIGNATURE 		DATE 8/26/15	
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 Wayne Hovey		TITLE Deputy Director	
DEPARTMENT General Services		TELEPHONE NUMBER 707-565-3425	
STREET ADDRESS 2300 County Center Drive, Suite A-220			
CITY Santa Rosa	STATE CA	ZIP CODE 95403	E-MAIL ADDRESS Wayne.hovey@sonoma-county.org
G. DESIGNATED PROJECT FINANCIAL OFFICER			
This person is responsible for all financial and accounting project related activities. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
PROJECT FINANCIAL OFFICER			
NAME Tawny Tesconi		TITLE Director of General Services	
DEPARTMENT General Services		TELEPHONE NUMBER 707-565-8058	
STREET ADDRESS 2300 County Center Drive, Suite A-200			
CITY Santa Rosa	STATE CA	ZIP CODE 95403	E-MAIL ADDRESS Tawny.tesconi@sonoma-county.org
H. DESIGNATED PROJECT CONTACT PERSON			
This person is responsible for project coordination and day-to-day liaison work with the BSCC. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)			
PROJECT CONTACT PERSON			
NAME Wayne Hovey		TITLE Deputy Director/Capital Projects Manager	
DEPARTMENT General Services		TELEPHONE NUMBER 707-565-3425	
STREET ADDRESS 2300 County Center Drive, Suite A-220			
CITY Santa Rosa	STATE CA	ZIP CODE 95403	E-MAIL ADDRESS Wayne.hovey@sonoma-county.org

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

Definitions of total project costs for purposes of this program (state reimbursed, county cash contribution, and county in-kind contribution) can be found in the “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	\$ 36,936,000.00	\$ 743,000.00		\$ 37,679,000.00
2. Additional Eligible Costs*	\$ 913,000.00	\$ 86,000.00		\$ 999,000.00
3. Architectural	\$ 858,000.00	\$ 551,000.00		\$ 1,409,000.00
4. Project/Construction Management	\$ 1,293,000.00	\$ 468,000.00		\$ 1,761,000.00
5. CEQA	-	\$ 6,000.00		\$ 6,000.00
6. State Agency Fees**	-	\$ 141,000.00		\$ 141,000.00
7. Audit		-	\$ 18,000.00	\$ 18,000.00
8. Needs Assessment		-	\$ 25,000.00	\$ 25,000.00
9. Transition Planning		-	\$ 1,639,000.00	\$ 1,639,000.00
10. County Administration			-	-
11. Land Value			\$ 998,000.00	\$ 998,000.00
TOTAL PROJECT COSTS	\$ 40,000,000.00	\$ 1,995,000.00	\$ 2,680,000.00	\$ 44,675,000.00
PERCENT OF TOTAL	89.54%	4.47%	6.00%	100.00%

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

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

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

For all budgeting related to this project, the County used its consultant's extensive and detailed project estimating database on the actual bid results from over 15 of BSCC's AB 900, SB 1022 and SB 81 projects and several recent CDCR projects, coupled with other recent bid results in the Sonoma area, to provide current reliable construction cost estimates that have been used for project budgeting. To that we added 7% for the Board of Supervisor's Project Labor Agreement (PLA) policy, escalation compounded to the start of

construction and then to the mid-point of construction as required by the DOF. We then added the professional design and management service fees; real estate due diligence; State Fire Marshal (SFM) costs; all testing and inspections; all permits and fees; all utility service and connection fees; all CEQA related costs; the jail needs assessment costs; county administration and transition planning. The County's extensive planning, reliable estimating and scheduling data, and realistic project assumptions provide the basis for delivering the project on budget and on schedule.

1. **Construction (includes fixed equipment and furnishings) (state reimbursement/cash match):** The County construction costs are budgeted at \$37,679,000. This includes \$36,936,000 in state funding and \$743,000 in cash match. This total includes \$2,465,000 for the DB Construction Team architect (see #3 below for more discussion on the DB Construction Team architect). (The DB Teams construction contract architectural costs have been included in this line item because they will be a part of the DB construction contract when it is awarded and the RFP was not clear on where to place these architectural fees. But the amount has been clearly identified here and in line item #3 in case it is important to have considered it in item #3.)

2. **Additional Eligible Costs (specified allowable fees, moveable equipment and furnishings, and public art)** This line item is budgeted at \$999,000. The County budgeted the permits and fees as state reimbursed and the furnishings, fixtures and equipment as in-kind match to ensure the project award and match funding were both appropriately and sufficiently funded.

Define each allowable fee types and the cost of each: The permits and fees to be reimbursed by state funding are budgeted at \$913,000. Specifically the permits and fees include:

- a) Building permit and inspections—\$375,000
- b) Fire permit and inspections--\$138,000
- c) City utility demand fees—\$330,000
- d) PG&E fees--\$70,000

- e) **Moveable equipment and moveable furnishings total amount:** Based on analysis of the operational needs of the program and the facility design we have budgeted \$86,000 and it is cash match.

- f) **Public art total amount:** \$0.00

3. **Architectural(state reimbursement/cash match):**
 - a) **Describe the county's current stage in the architectural process:** Sonoma County has completed a conceptual plan for the proposed facility; this document includes proposed layouts and estimated costs. Upon award, the County will select and contract for the Criteria/Bridging Architect directly. The County has budgeted \$1,409,000 for the DB Criteria/Bridging Architect (C/BA) services, which is reflected in this line item.

All DB C/BA services provided before project establishment will be cash match, in the amount of \$551,000. The remainder of the architectural costs, \$858, 000 will be claimed on a monthly basis in arrears as are all other reimbursable project costs.

This split between what is state reimbursed and cash-match is reflective of what is an allowable for state reimbursement and the minimum that must be cash match.

The selected DB Construction Team will hire its own architect (AE), the architect of record. Information on the DB Team architect is included here in an effort to fully report the architectural cost information requested in the BSCC RFP. But this estimated architectural services cost of \$2,465,000 is most appropriately included as a part of the DB construction contract, since it is negotiated between the contractor and his AE and for that reason is included in that total in #1 above, not here in #3.)

- b) Given the approval requirements of the State Public Works Board (SPWB) and associated state reimbursement parameters (see “State Lease Revenue Bond Financing” section in the RFP), define which portions/phases of the architectural services the county intends to seek state dollar reimbursement:** The County intends to seek reimbursement for all design costs incurred after the project is established, after the DB construction contract is awarded. The County intends to use the state award for the services provided before project establishment and plans to use state reimbursements for that occurring after project establishment.

(For proposal clarity, architectural services were used to complete the Needs Assessment and those services are included in the Needs Assessment line item #8 below.)

- c) Define the budgeted amount for what is described in b) above:** The architectural fee for the criteria/bridging architect (C/BA) is budgeted at \$1,409,000 of which \$551, 000 is cash match and the state reimbursement is budgeted at \$858,000. (The DB contractor’s AE fee is assumed to be approximately \$2,465,000, but is subject to negotiations between the DB contractor and their architect—this AE fee is not within the purview of the County. It is identified here for clarity purposes only and it is not included in this line item, it is included in the DB construction contract, line item #1 above.)
- d) Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The County intends to use cash match to cover only those architectural costs incurred prior to project establishment by the Board. After the project is established and after the DB construction contract is awarded, the County intends to invoice against the state award to reimburse the County for all remaining CM. All phases of architectural services will occur after the C/BA selection and contract is approved by the Board of Supervisors in February 2016. The County does not plan to incur any architectural costs, count them as in-kind costs nor seek reimbursement of architectural costs in this line item that might occur before the Board of

Supervisors approves the C/BA selection and contract.

- e) **Define the budgeted amount for what is described in d) above:** The architectural fee for the criteria/bridging architect (C/BA) is budgeted at \$1,409,000 of which \$551,000 is cash match.

4. Project/Construction Management - Describe which portions/phases of the construction management services the county intends to claim as:

- a) **Cash:** The County intends to use cash match to cover only those Construction Management (CM) costs incurred prior to project establishment by the Board. After the project is established and after the DB construction contract is awarded, the County intends to invoice against the state award to reimburse the County for all remaining CM services. All phases of CM services will all occur after the C/BA-CM selection and contract is approved by the Board of Supervisors in February 2016. The County does not plan to incur any CM costs, count them as in-kind costs nor seek reimbursement of CM costs in this line item that might occur before the Board of Supervisors approves the C/BA-CM selection and contract.

Sonoma County General Services is charged with project management on behalf of the County. The CM, under the direction of General Services, will manage the project through all state approvals and agreements, planning and criteria/bridging documents; bidding ; construction; transition, activation and occupancy; the required audit; and construction close out. CM costs are budgeted at \$1,761,000 and include \$468,000 in cash match, with \$858,000 to be funded by state reimbursement.

- b) **In-Kind:** N/A

5. **CEQA – may be state reimbursement (consultant or contractor) or cash match:** This totals \$6,000 which includes and is cash match. The county determined it was best budgeted as cash match rather than as a state reimbursement.
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 fees are budgeted at \$125,000 cash match as suggested by the BSCC staff and similarly \$16,000 cash match for the DGS real estate due diligence costs. The county determined it was best budgeted as cash match rather than as a state reimbursement.
7. **Audit of Grant - Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted:** The County has elected to use its own audit staff to audit the project and therefore this can only be claimed as in-kind match. It is budgeted at \$18,000.
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 included some architectural services as mentioned in #3, and those architectural services costs are included in the \$25,000. These architectural services were needed for the following: to ensure alignment of design to identified needs; the fit of all evidence based programming, housing and circulation in the design; the inclusion of evidence based design principles; fit on the site; access and egress to MADF internal circulation; functionality of site pedestrian, vehicle circulation and parking; and to enable reliable project estimating/budgeting and scheduling.

The County determined it was best budgeted as cash match rather than as a state reimbursement.

- 9. Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** The total budget of \$1,639,000 for transition planning is budgeted as in-kind services. The Transition planning team has representatives from County Administration, County Counsel, Sheriff, Behavioral Health, and General Services to be involved throughout the design and construction of the facility in order to ensure occupancy within 90 days of completion of construction. In addition, the County Administration costs (discussed below) includes a Transition Planning consultant to facilitate this effort.
- 10. County Administration – Define the county staff salaries/benefits directly associated with the proposed project:** The County has more than sufficient match without including its Administrative Costs as in-kind match. For this reason it has not included this \$2.2+ million cost. This is in alignment with the RFP language on page 24, item #4. AND it is very important to note that the Sonoma County Board of Supervisors has already appropriated in excess of \$2.2 million in support of the SB 863 project officially recognizing the need for appropriate and sufficient staff resources to fully support this project to successful completion.
- 11. Site Acquisition - Describe the cost or current fair market value (in-kind):** The County owns the land on which this project will be built. This is the last remaining land available for jail expansion adjacent to the MADF. The land is a part of the Sonoma County Administration Center, immediately north of the jail and was always intended for jail expansion. Some of it currently provides surface parking for county employees, primarily the Sheriff's jail personnel.

The County will provide the project site in-kind. Fair market value of the site is \$998,000, as determined by an independent real estate appraiser, Howard Levy Appraisal Group, Inc in August of 2015. The County owns the land.

SECTION 3: PROJECT TIMETABLE

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

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	11/12/15	2/9/16	Submitted in 90 days
Real estate due diligence package submitted <u>within 120 days of award</u>	11/12/15	2/9/16	Submitted in 90 days
SPWB meeting – Project established <u>within 18 months of award</u>	2/10/16	10/14/16	Established in approximately 8 months
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	N/A	N/A	N/A
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	10/19/16	9/8/17	Within approximately 22 months
Design Development (preliminary drawings) with Staffing Plan	N/A	N/A	N/A
Staffing/Operating Cost Analysis approved by the Board of Supervisors	6/20/17	6/20/17	Date of BOS approval
Construction Documents (working drawings)	1/11/19	4/26/19	Completed by Contractor’s Design-Build Team Architect
Construction Bids or Design-Build Solicitation	6/26/18	1/9/19	Design-Build Proposals and Selection
Notice to Proceed <u>within 42 months of award</u>	1/10/19	1/10/19	NTP date within approximately 38 months
Construction (maximum three years to complete)	1/11/19	9/2/20	Completion within approximately 20 months
Staffing/Occupancy <u>within 90 days of completion</u>	9/3/20	12/1/20	Within 90 days

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	
2.	Number of detention facilities	
3.	BSCC-rated capacity of jail system (multiple facilities)	
4.	ADP (Secure Detention) of system	
5.	ADP (Alternatives to Detention) of system	
6.	Percentage felony inmates of system	
7.	Percentage non-sentenced inmates of system	
8.	Arrests per month	
9.	Bookings per month of system	
10.	“Lack of Space” releases per month	

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.			
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.		
2.		
3.		
4.		
5.		
6.		
Sentences Offender Program		ADP
1.		
2.		
3.		
4.		
5.		
6.		

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

Assessment tools		Assessments per Month
1.		
2.		
3.		
4.		
5.		
6.		

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.

1.1. Introduction

The Sonoma County Adult Detention Needs Assessment, completed in 2015, provides an in-depth analysis of the operations and program issues facing the County's detention system. Significant changes in public policy have resulted in a resident jail population that is composed of a greater percentage of serious offenders than in the past. Sonoma County has also experienced a profound increase in populations that require special management and separation, including a growing number of acutely mentally ill offenders. Currently 77 percent of the inmates in the Main Adult Detention Facility (MADF) require special management.¹ MADF staff must manage an increasingly challenging inmate population in a facility that was not designed to house and serve this population. The Sonoma County justice system needs additional housing that is more suitable for inmates with special management needs who are currently held at the MADF. Specifically, the substantial population of inmates with serious mental health issues can be managed much more effectively in facilities specifically designed to enable evidence-based treatment. The Needs Assessment documents the need for a dedicated facility to provide appropriate supervision and treatment for the growing number of mentally ill offenders entering the County's detention system. This proposal is a direct response to this assessment and offers an effective solution to this need.

¹All Sonoma County detention data in this proposal derives from Sonoma County records.

The Sonoma County Sheriff's Department manages two jail facilities, the Main Adult Detention Facility (MADF), and the North County Detention Facility (NCDF). The MADF has an operational capacity of 918 beds; the NCDF has a capacity of 561 beds. The MADF jail's original 1991 design called for housing 90 percent of the population in general population living units, each with a capacity of 50 inmates; the remaining 10 percent of inmates would be housed in administrative segregation or specially designated housing units. These units included a 32-bed Mental Health Unit.

Today, over 70 percent of the population of this facility requires special management, including over 400 inmates who require mental health treatment. These offenders require special management attention, security, and separation. Current housing unit layout, levels of physical security, and service delivery systems do not allow for efficient management of the types of inmates now housed in the facility. This affects the safety of both staff, who face a more challenging, volatile inmate population in a facility that was not designed to house them, and mentally ill offenders themselves, who may become a danger to themselves and those around them because of inadequate facilities and treatment.

Sonoma County proposes to build a Behavioral Health Unit (BHU), a facility designed for secure supervision of offenders with mental illness, and optimized for program service delivery. The proposed BHU will enable delivery of a therapeutic program that will provide advanced treatment services in an environment designed for efficient and effective supervision of mentally ill offenders. This proposal fulfills the legislative intent of SB 863 by expanding program and treatment space for mentally ill offenders and, in so doing, serving a critical state purpose of promoting public safety.

1.2. The Need for Mental Health Services and Dedicated Housing

The growth in the number of mentally ill offenders entering the County's detention system has been significant. Since the MADF opened in 1991, there has been a 400 percent increase in the number of inmates diagnosed with mental illness.² Approximately 37 percent of the facility's current population receives varying levels of mental health treatment. In order to accommodate this demand, general population units must now house significant numbers of inmates with mental illness. Because of the configuration of these units, it is difficult to provide restorative services and ensure that all inmates receive required recreation time.

Managing inmates with acute mental illness is problematic in the current cell configuration. This population tends to be more violent and disruptive than general population inmates. In the primary mental health unit at the MADF, since the year 2000 there has been a 233 percent increase in major incidents involving disruptive inmates (major incidents are those which result in property damage, injury to staff or inmates, assaults, or suicidal acts). Two examples clearly illustrate the problem. In one incident a mentally ill offender, housed in the mental health unit, attempted to commit suicide by lighting his mattress on fire while locked in his cell. The resulting fire forced the evacuation of the entire unit. The offender refused to exit his cell and staff were forced to enter the smoke filled room, extract him, and extinguish the fire. This incident put the safety of multiple inmates and staff members at risk.

Another incident involved an offender in the Mental Health Unit who, during a psychotic episode, destroyed the porcelain toilet in his cell by kicking it repeatedly. He

² Sonoma County Sheriff's Office.

then used a sharp piece of the toilet to cut his wrists and arms so severely that blood covered the cell. A crisis negotiation team was required to negotiate with the offender. Negotiations were ultimately successful, but not before the offender attempted to assault staff with the weapon.

While these types of incidents are costly in the loss of equipment and damaged property, the greatest cost is to those who are injured. Staff members in both incidents were injured, and the inmates required medical treatment. A properly designed mental health facility with detention grade construction will reduce the risk of such incidents. For example, porcelain toilets would not be installed in a contemporary correctional unit like the proposed BHU.

Today over 17 percent of the jail population (170 inmates) has been diagnosed with serious mental illness (SMI) that requires observation, treatment, and preferably, special housing. Enhanced levels of care are essential to prevent these inmates from decompensating and potentially harming themselves or others. The one housing unit specifically designed to manage this population at the MADF has only 32 beds. As a result, many of these inmates must be placed in general population housing units.

General population housing units are significantly larger than the Mental Health Unit. For example, general population C Module has a capacity of 73 inmates and houses inmates diagnosed with mental illness. General population G Module, with a capacity of 62 inmates, houses inmates with acute mental illness, including males and females in the same unit. Neither of these units is designed for individual or small group recreation and programming, but are designed for large group activity, appropriate for general population inmates. These units have a single large dayroom in the center of the

housing area where inmates can recreate. However, because many mentally ill inmates cannot recreate in large group settings, they must be confined to their cells for most of the day in these units.

Inmates generally receive a minimum of one hour of recreation daily. However, there are often not enough hours available to schedule individual recreation time for the mentally ill inmates in the County's general population housing units. The design of the MADF severely limits out of cell time for offenders with mental illness.

The general population housing units also lack appropriate rooms for individual counseling or group therapy. This lack of program space reduces the quality of clinical contacts with inmates. Clinicians often conduct their interviews in front of the cells in which the inmates live. This practice severely limits inmate privacy, impedes communication, and results in ineffective clinical contact in a non-therapeutic environment. Service delivery is further impeded in that the inmates in need of mental health services are distributed throughout the jail in the various living units and cannot be brought together for group programming.

Although the majority of inmates with mental disorders can succeed in a general population unit, usually with a combination of medication and regular counseling, many inmates with serious mental illness have high acuity or chronicity disorders that make them disruptive in a general population housing unit and thereby need dedicated housing more conducive to stabilizing and managing their condition. On occasion, some mentally ill inmates' behavior will deteriorate or decompensate from a stable condition to being disruptive or unsafe with general populations. These offenders may require removal from general population and placement into housing dedicated to mental health treatment.

MADF managers are aware of the potential for disruption and violence associated with housing mentally ill offenders in general population units. By necessity, staff have attempted to overcome the issue of large congregate recreation space by constructing partial height partitions inside the dayrooms. These smaller subdivided areas allow for multiple inmates to recreate, under supervision, at the same time. However, the partitions are removable, can be penetrated, and obstruct the officer's vision. Moreover, many of the converted special housing cells are not equipped with cameras or doors with vision panels that allow observation of inmates' activity. These measures have proven insufficient in overcoming the fundamental limitations of the original housing unit design.

The system needs dedicated housing where observations and assessments can be made with the goal of stabilizing these inmates and returning them to general population housing. Those inmates with the most severe cases will need to remain in a dedicated mental health housing unit for their entire stay in jail before transfer or release.

The recommended design of contemporary special housing for mentally ill inmates typically allows for small group congregate activity and/or individual recreation where inmates can be separated by security barriers. Cell design also provides for the observation of inmates while they are in their cells through camera views or large vision panels in the cell doors, especially for those inmates in crisis who may be a threat to themselves or others. Counseling offices and nursing stations are typically located on these units, which allows clinical staff to make more frequent contact with their clients and reduces the time needed to transport an inmate from their cell to the treatment area. There is also a benefit to having correctional deputies and clinical staff working closely with one another in these settings in a team-oriented atmosphere. Sonoma

County will design the BHU with these factors in mind.

1.3 Competency Restoration Services

Competency restoration is a process that provides mental health treatment for inmates who are determined to be incompetent to stand trial because their mental illness prevents them from understanding the nature of the charges against them. A key objective of the proposed project is to provide competency restoration for seriously mentally ill offenders. Each offender has a constitutional right to be physically and mentally present in court to face the charges made against him or her. California Penal Code sections 1368 and 1370 provide that if a defendant is unable to understand the criminal proceedings or to assist an attorney in preparing a defense due to a mental disorder, a delay in the proceedings will be granted until the offender is deemed competent to stand trial or participate in legal proceedings. This can lead to a long-term backup of offenders in the jail system.

The judge determines competency and issues a decision to resolve issues with competency, which, in the case of a felon, includes transfer to a state facility to restore the offender's competency. Misdemeanor offenders are normally provided treatment locally by county mental health providers, as is the case at Sonoma County's MADF.

In March of 2015, the MADF housed 19 felony offenders awaiting placement in an appropriate state facility for completion of restoration treatment services. Each was facing approximately a six-month wait for placement. To address this problem, Sonoma County plans to offer an in-jail treatment program to restore competency for both misdemeanant and felony offenders that are amenable to restoration services. This plan to designate a housing unit for in-custody residential competency restoration is based

on similar, successful programs established in San Bernardino and Riverside counties.³ Those programs provide intensive in-custody treatment to offenders, consistent with what would be provided in a state psychiatric hospital, to restore competency without having to wait for out placement.

Program results have been outstanding. In FY 2014, inmates requiring competency restoration services had an average length of stay of 222 days in the San Bernardino jail system, compared to an average length of stay of 765 days prior to implementation of the competency restoration program. Results indicate that half of the offenders in the program were restored to competency. According to the San Bernardino Sheriff's Department, reductions in the length of stay for inmates determined to be incompetent to stand trial have saved in excess of 93,000 jail bed days since the inception of the program in 2011. The construction of the BHU will facilitate adoption of this program.

1.4 North County Detention Facility (NCDF) – Replace Beds/Closing Existing Facility

The construction of new BHU will allow Sonoma County to make progress on another long-term goal identified in the Needs Assessment, the closure of the NCDF. This facility has significant issues, which affect its viability in the short and long-term. Although the County has worked very hard to maximize the life of the NCDF, many of the buildings at the facility were constructed in the 1940's and do not provide the safe and secure space needed to run a modern and efficient correctional facility. The overall condition of building systems and infrastructure at the facility is poor and in some cases at the point of critical system failure. The facility requires major renovations or

³ Fillman, T. and Rice, K., *Restoration of Competency in Jail: A Proven Program That Saves Time and Money*, National Commission on Correctional Health Care, April, 2012.

improvements, as many systems are at or near the end of their life cycles. Major issues include inadequate CCTV coverage, fire protection, and ADA-compliant infrastructure; and needed replacements of the facility's roof, HVAC system, boiler, water softener system, and windows. The estimated cost of renovation and repair to NCDF is \$27,800,000 based on a recent Needs Analysis and is not deemed cost-effective. Sonoma County's intention is to phase out the NCDF as circumstances permit.

The Needs Assessment documents the major operational challenges for the Sheriff's Office in operating the NCDF. Following Realignment, the County's inmate population has included more serious offenders serving longer sentences. The number of gang members has grown, as has the level of inmate criminal sophistication, with the influx of offenders who had previously served their sentences in the state prison system. The layout and condition of the NCDF do not provide the level of security required for managing these types of offenders, who are currently housed at the facility due to the need to reserve space for special management populations at the MADF. Given its poor condition and the fact that it does not provide the level of security required for the inmate population, the County needs to plan for the closure of the facility, and in the interim, limit its use to a smaller population of minimum security inmates.

The proposed project will help to address this situation by constructing a new housing unit designed and dedicated to housing mentally ill offenders. In addition to improving treatment and management of these inmates, this new facility will enable the County to remove a significant number of seriously mentally ill offenders from the general population, freeing up needed capacity in the MADF for inmates at NCDF who require a higher level of security.

1.5 Proposed Sonoma County Behavioral Health Unit (BHU)

The construction of a new Behavioral Health Unit (BHU) will address the critical needs described above. The BHU will provide appropriate housing and evidence-based programs to meet the treatment needs of the inmate population diagnosed with serious mental illness. The proposed construction will provide bed space and treatment facilities consistent with this goal. As a central project outcome, the BHU will lead to improved inmate management within the MADF by moving mentally ill inmates out of general population living units and placing them in an environment that is conducive to treatment. Jail and behavioral health officials will have new capacity to utilize best correctional practices to enhance rehabilitation of offenders in the jail. Further, by adding this new unit, the County will be able to use MADF housing that had previously held the mentally ill population with general population inmates from the NCDF, as described above. This transition would be implemented in phases with the initial closure of one housing unit at the NCDF, followed by additional unit closures.

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.

2.1 Behavioral Health Unit

The proposed project is for the construction of a new jail facility in Sonoma County, the Behavioral Health Unit (BHU). While the primary purpose of the BHU will be to provide adequate security, treatment and rehabilitation services for mentally ill inmates, the additional bed capacity provided by this facility will enable the County to transfer inmates from the NCDF to the MADF and initiate closure of the NCDF.

The BHU will be designed to house 72 offenders. Forty of the beds in the BHU will

be dedicated to competency restoration for those offenders whose mental illness affects their competency to stand trial, with twenty allocated to misdemeanor restoration cases and the other twenty beds allocated to felony restoration cases. The remaining beds will be dedicated to treating seriously mentally ill inmates.

The BHU will be located on a vacant County-owned parcel (totaling 3.58 acres) south of the western terminus of Russell Avenue in Santa Rosa. The building will be built on a site adjacent to the MADF. The housing footprint will be up to 32,800 square feet (sf) and contain 48 cells. The BHU will consist of a single-story building attached to the existing jail via an secure and enclosed overhead pedestrian corridor that will extend across the existing roadway and parking lot from the MADF to the new BHU. Jail staff, inmate, and visitor ingress/egress will remain routed through the MADF. The existing jail vehicle sallyport, which currently has Russell Avenue ingress and egress, will continue to be used for that function.

The BHU will consist of two housing modules, each containing 24 cells. The units will be subdivided into groups of 12 cells, allowing for separation of inmates from one another for various reasons related to their behavior and classification. The physical layout will also allow for further subdivision into groups of six cells, enabling further separation of inmates based on classification, as well as gender. This feature will facilitate compliance with the federal Prison Rape Elimination Act, which requires that female inmates be housed in facilities that provide sight and sound separation from male inmates. Overall, 24 cells will be equipped for double occupancy. Classification and clinical needs will determine which inmates can be placed in a double occupancy cell or require individual housing.

Each 12-cell unit will have group and individual counseling rooms available within the unit to provide direct access to services and programming, as well as an outdoor recreation area. A medical examination room will be available to provide medical care in each unit. Each six-cell area will have a day room for dining and indoor recreation. Eight non-contact visiting rooms are planned. Shower rooms will be provided at a ratio of one shower per every eight inmates. Safety cells will be placed on each unit and there will be a minimum of four safety cells. Mental Health Observation Rooms will also be constructed at a ratio of one for every 12 cells, or four in total. Appropriate storage and sanitation facilities will be included.

The entire construction will be of detention grade materials. Large vision panels utilizing security glazing will be placed on each of the cell doors to enhance visibility. CCTV will also be used to monitor safety cells and observation rooms. Sallyports will control access to the facility from the pedestrian corridor, and will control access to each living unit from the main corridor. A Correctional Deputy will be assigned to supervise each 12-cell unit and will monitor activities from a control station inside the unit. Programming will be provided in treatment space inside the living unit, with medical and mental health office space contiguous to the living unit. This will allow for seamless access to mental health services.

In the development of the program and space requirements, gross square footage projections are based on national averages for mental health jail facilities (380-400 gross sf/cell), and the California Department of Corrections and Rehabilitation's (CDCR) most recent California Health Care Facility in Stockton, which was designed and built to OSHPD Correctional Treatment Center (CTC) licensing standards requiring in excess of

850 gross sf/cell. Sonoma County has planned this facility in with the knowledge that several counties in the California have been subject to litigation surrounding the provision of mental health services. Sonoma County has invested considerable resources into mental health services for the jail population, but is mindful of the fact that housing resources are not keeping up with the growth of the diagnosed mentally ill inmate population. With this in mind, and considering the best evidence available for treatment and design, Sonoma County proposes approximately 683 gross sf/cell to provide an effective and robust, evidence-based therapeutic milieu.

The additional capacity of the proposed BHU also provides an initial step toward the County's goal of closing the outdated NCDF. The County justice system agencies have been successful in working together to control the growth of the inmate population. The recent initiation of the Pretrial Services program and increased referrals to the Day Reporting Center from the courts has assisted in controlling jail census growth. Early Case Resolution (ECR) has also led to a reduction in jail days served, because cases are moved more quickly through the judicial system. The presence of programs, such as Transitional Housing, Electronic Monitoring, and specialty courts for drug, DUI, domestic violence, and mental health offenders have also contributed to controlling jail census growth. These programs offer diversion capacity for offenders deemed not a threat to public safety and eligible for community-based supervision. The increased availability of diversion programs as noted above will reduce the need for hard jail beds, thus allowing for further reductions in the census of NCDF once the BHU is completed.

The County is pleased to propose this ambitious and innovative approach to providing secure beds to address the critical treatment and security needs, while at the

same time complementing the use of alternatives to incarceration to address the supervision and treatment needs of the offender population.

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 services. Describe the facilities or services to be added as a result of the proposed construction; objectives of the facilities and services; and the staffing and changes in the staffing required to provide the services.

3.1 Current Programming and Treatment

Mental health treatment at the MADF is provided by the Behavioral Health Division of the Sonoma County Department of Health Services. Programming and services consist of individual interventions including assessment, medication management, crisis intervention, suicide prevention, and discharge planning. A total of 15.23 FTE staff presently provide mental health treatment at the MADF.

Correctional deputies conduct the initial mental health screening during the booking process to determine if an inmate has mental health issues using an intake form designed for use by staff who are not behavioral health professionals for this purpose. A “yes” response to any of the questions on the intake form triggers a referral to mental health staff, who conduct follow-up screenings of offenders entering the jail. A mental health screening instrument is utilized to identify individuals who require follow-up assessment and care, have potential suicidal tendencies, and/or need immediate intervention. The mental health staff utilizes two assessment forms, a general mental health assessment and a psychiatric assessment. These forms are based on standard clinical practice.

Offenders can be placed in safety and observation cells in the intake area or be moved directly to one of the mental health modules for further observation and

assessment. The mental health staff use Internal Behavior Codes (IBC) to classify and identify inmates requiring mental health treatment. The codes differentiate between various behavioral issues and note any special care and handling that is needed. Mental health staff assign an IBC to each inmate referred to the primary mental health unit based on the assessment of the inmate and their observation of the inmate's behavior.

The IBC assigned to the inmate reflects their mental stability and behavior based on:

- Mental health status exam results
- Health status
- Past behavior
- Potential for violence
- Security issues
- Current and/or recent behavior

Inmates assigned the code of an "A" or a "B" demonstrate stable behavior (not suicidal or violent), are able to interact appropriately with staff and other inmates, comply with the rules and/or respond to staff direction, and are only occasionally disruptive.

Inmates assigned a code of "C" exhibit signs or verbalize symptoms of psychiatric disorders, demonstrate signs of some instability and may be occasionally disruptive, but respond to direction from staff and may struggle with social interactions.

Inmates assigned a "D" code have obvious psychiatric symptoms (e.g., hear voices, talk to themselves, pace, respond inappropriately to internal stimuli), a potential for violence towards themselves and/or others, and cannot manage social interaction.

Inmates assigned the "E" code exhibit the psychiatric symptoms described above and have a high potential for violence with uncontrollable outbursts.

The assignment of codes impacts the amount of time an inmate is allowed out of his or her cell, the number of inmates with whom he or she is able to interact, and the intensity of staff supervision needed when the inmate is out of the cell.

Seriously mental ill offenders are housed in the Mental Health Unit which has 32 cells and two safety/observation cells. The unit houses both male and female offenders. Offenders are closely monitored at all times by both mental health and custody staff. Treatment is provided either individually or in small group settings. The unit is more manageable than the larger units that house mentally ill offenders; however, it does lack program space and the ability to separate inmates into smaller groups. Offenders in this unit are considered chronically or seriously mentally ill. Unfortunately, there are not enough beds for all inmates meeting this criteria and the overflow is housed in general population units that have limited modifications to accommodate management of offenders with mental illness.

The County has made a considerable investment in mental health staffing and program development, however, the lack of housing resources as detailed above is a significant impediment to providing effective mental health services to mentally ill inmates. The proposal to construct the BHU will provide a state-of-the-art correctional treatment facility that is properly staffed to provide intensive individual and group treatment for seriously mentally ill offenders and those in need of competency restoration. The current utilization of existing housing modules and housing that was designed for general population inmates is inadequate to provide treatment and services for this population as the units are large, noisy, and lack adequate space for individual and small group recreation, as well as clinical treatment space.

3.2 Current Jail In-Custody Programs

Sonoma County provides an array of programs to support offenders in custody and prepare them for their transition back to the community. Programs provided for inmates within County detention facilities are managed by a program team consisting of an Inmate Services Coordinator (who holds the rank of sergeant), a full-time deputy, and two part-time deputies. This team is responsible for managing all programming in the institutions, which includes handling logistics internally and with outside vendors that provide services. Their responsibilities include informing inmates of programming opportunities and scheduling the place and time for programs. The team is also responsible for assessing programmatic needs and planning for new programs.

A number of treatment programs are active in either the MADF or the NCDF. A listing of those programs appears in Section 4, "Fact Sheet" including the average daily population of the various programs. There are 21 different programs offered to address the criminogenic needs of inmates and to prepare them for their return to the community. Programming addresses job and life skills development, education (including GED testing), substance abuse treatment, and cognitive behavioral programs. For female inmates, the REACT program unit provides a residential program at the MADF for 140 inmates that features drug treatment via the *Starting Point* program, as well as numerous groups addressing domestic violence, parenting, life skills, and cognitive behavioral treatment. The *Starting Point* drug treatment program is provided for male inmates at the NCDF.

Starting Point is a modified therapeutic community program offering cognitive behavioral therapy utilizing evidence-based curriculum that was designed by the

acclaimed research team at the University of Cincinnati.⁴ Participants meet with counselors and their peers in group and individual settings. The Program services are delivered by Alcohol and Other Drug Services (AODS) Counselors and supervised by an AODS Specialist.

Sheriff's Department program staff have contracts with private providers that provide parenting, job skills, literacy, conflict resolution, life skills, anger management, and education programming. Faith based instruction is also provided. A program focused on domestic violence prevention and coping, is also made available, as well as the PATH program, which is an outpatient mental health treatment program that also offers substance abuse treatment for inmates with co-occurring disorders.

3.3 Behavioral Health Housing Unit – New Facility Programming

The BHU will be designed to provide the intensive treatment required for the mentally ill inmate population. The proposed staffing for the BHU supports 16 hours per day of intensive programming and 24 hours of crisis intervention provided in a therapeutic environment. The proposed programming and staffing are based on the Behavioral Health Division's investigation of evidenced based practices in criminal justice settings and is supported by research. It is anticipated that the programming provided will also have the ancillary benefit of reducing the behavioral issues and disciplinary problems that often occur with this population in the absence of appropriate treatment and services.

Programming will also provide for formal restoration of those deemed incompetent,

⁴ Chandler, R., Bennett, F., & Volkow, N., *Treating Drug Abuse and Addiction in Criminal Justice System – Improving Public Health and Safety*, JAMA.2009;301(2):183-190; Friedman, P., Taxman, F., & Henderson, C., *Evidence-based treatment practices for drug-involved adults in the criminal justice system*, Journal of Substance Abuse Treatment, March, 12, 2007.

pursuant to Penal Code Sections 1368 and/or 1370, and will include both mental health and substance use interventions. Coupling mental health treatment with substance abuse treatment will likely lessen the time needed for competency restoration. Staff will be fully trained and capable of working in both areas. The programming will provide a robust schedule of group sessions and allow for individual therapy/counseling.

Competency restoration will include the Felony Restoration program to complement the existing program for misdemeanants. In Sonoma County, those found incompetent to stand trial (Penal Code 1370) for a felony charge(s) are referred to the 1370 Court Competency Restoration Program for restoration to competency services. Behavioral Health has an in-custody restoration program, which includes court ordered medication administration (AB 568) and an outpatient program. To be eligible for the Outpatient Court Competency Restoration Program a person must be willing to comply with the 1370 Outpatient Treatment Agreements, be stable on medication in custody, and have an interest in engaging in the program. Length of service depends on the needs of the client, typically anywhere from 30 to 90 days. Services offered include the following:

- Educational groups on court competency material
- Assistance with applying for Medi-Cal/CMSP, Social Security, and other benefits needed and/or eligible for
- Assistance with temporary housing
- Case management
- Linkage to continued behavioral health services.

Felony restoration services will be provided by Behavioral Health staff in the BHU and funded through sources including AB109 and an agreement with the Department of

State Hospitals (DSH). The staffing will include a part-time psychiatrist, a minimum of two behavioral health clinicians, a part-time psychologist and administrative staff. This effort and program will reduce the lengthy waiting list that exists for competency services, facilitate the flow of these offenders through the criminal justice system, and reduce inmate population levels.

The new physical plant will afford inmates more out of cell time and enhance the quality of the interactions between inmates and staff, providing for more direct contact as opposed to communication through cell doors, which is often the case at the MADF.

The level of participation in programming will be determined by individual need resulting in a customized treatment plan for each inmate. Out of cell time is an expectation and will be an important element of programming. A sample BHU program and activity schedule is provided in the attachment to this Application to illustrate the plan for intensive treatment for this population.

All programming and clinical interventions will be trauma-informed, utilize a cognitive therapy orientation, and employ motivational therapy techniques and philosophies. Trauma-informed care recognizes that the earlier trauma occurs in one's life the more adverse and damaging the consequences may be, and that the trauma may be transmitted from one generation to the next. Trauma includes assault, abuse, neglect, bullying, harassment, violence, injuries and accidents, illness, homelessness, to name a few examples. Trauma also increases the risk of developing a substance use disorder. Identifying the trauma and addressing it begins the recovery process.

The specific set of services provided to each inmate will be developed using evidenced based screening and assessment tools (e.g., ACES Questionnaire) thereby

creating an individualized treatment approach. ACES is an acronym for the Adverse Childhood Experiences Study conducted by Doctors Anda and Falitti and Kaiser Permanente.⁵ The ACE Score is used to assess the total amount of stress during childhood. Research has demonstrated that the ACE score is highly correlated to increased risk for health problems.⁶ An additional tool to be utilized is the SBIRT (Screening, Brief Intervention & Referral to Treatment), which is an evidence-based screening tool that screens for alcohol misuse and risky drinking behaviors. SBIRT is a comprehensive, integrated, public-health approach to the delivery of treatment services for individuals with substance use disorder and an early intervention for those at risk of developing a substance use disorder. The SBIRT screening tool is typically self-administered and gauges the degree of alcohol and drug dependency, and serves as a brief intervention to raise awareness and motivate a client/inmate to seek help. This assessment will be administered to all inmates at the time of booking to begin targeting those in need of early intervention resources or those in need of more substantial treatment access. Risk assessment tools are used to determine the cognitive interventions best suited for the individual inmate and will be heavily utilized in the BHU to develop individualized treatment plans.

Group therapy and psycho-educational activities represent a major component of the proposed programming. Research and clinical standards reflect the understanding that group size is an important component in the effectiveness of group therapy.

⁵ ACES is an acronym for the Adverse Childhood Experiences Study conducted by Doctors Anda and Falitti and Kaiser Permanente, <http://www.cestudy.org/>

⁶ Bernstein, E. & Bernstein, J., *An Evidence-Based Alcohol Screening, Brief Intervention and Referral to Treatment (SBIRT) Curriculum for Emergency Department (ED) Providers Improves Skills and Utilization*, Substance Abuse, Volume 28, Issue 2, 2007.

Recently, the California's Department of Health Services promulgated new standards for group size, limiting the maximum group size to 12. This proposal envisions a schedule and staffing that would accommodate up to four groups occurring at the same time with a group size not to exceed 12 inmates. The specific groups will address the following approaches and topics.

- *Seeking Safety* - an empirically studied, integrative treatment approach developed specifically for post-traumatic stress disorders and substance abuse focusing on establishing safety through discontinuing substance abuse and eliminating dangerous relationships. Curriculum focuses on addressing trauma in incarcerated females.
- *M-Trem* - an intervention that addresses a range of trauma among males with severe mental health disorders and/or substance abuse problems by utilizing cognitive restructuring and other interventions/techniques.
- *Stress Management and Mindfulness Training* - involves daily cognitive practices designed to address depression, anxiety, and chronic unhappiness.
- *Moral Reconciliation Therapy (MRT)* - a cognitive behavioral counseling program that combines education, group and individual counseling, and structured exercises designed to foster moral development in treatment resistant clients.
- *Effective Practices in Community Supervision (EPICS)* - a behavioral change model that teaches staff methods to translate the principles of effective intervention into practice and how to use core correctional practices in direct interactions with offenders.

- *Anger Management* - an approach using cognitive behavioral therapy to address the anger cycle, conflict resolution, assertiveness skills and anger control plans, typically provided in a group setting.
- *Self Esteem and Self-Inquiry* - includes journaling activities and exercises that reinforce that self-esteem is earned through honesty, commitment and daily practice utilizing psychotherapeutic methods such as guided imagery, role-plays and cognitive restructuring.
- *Art Therapy* - a program that explores the relationship between health and creative expression by identifying and building a creative outlet to support the healing process and build awareness to strengthen coping strategies.
- *Dialectical Behavior Therapy (DBT)* - a program that focuses on enhancing coping capabilities by teaching behavioral skills, enhancing client motivation and assisting clients to apply the skills to specific challenges in their lives.

Programming for women will incorporate specific interventions based on the work of Stephanie Covington and Dr. Barbara Bloom, which defines gender responsiveness as “creating an environment...that reflects an understanding of the realities of women’s lives and addresses the issues of women.”⁷ Covington and Bloom found that as the criminal justice system becomes more responsive to the issues of managing women offenders, it will become more effective in targeting the pathways to offending that both propel women into the criminal justice system and return them to it. Outcomes will improve through implementation of gender responsive practices. The proposed BHU

⁷ Substance Abuse and Mental Health Services Administration, *Addressing the Needs of Women and Girls: Developing Core Competencies for Mental Health and Substance Abuse Service Professionals*, (2011) HHS Pub. No. (SMA) 11-4657. Rockville, MD: Substance Abuse and Mental Health Services Administration.

staffing and treatment schedule incorporates the provision of individual therapy using trauma-informed, cognitive behavioral interventions, such as those referenced above.

3.4 In-Custody Services

In-custody services will include discharge planning to prepare each inmate to access ongoing support and treatment services upon release. Services will be designed to support integration into the community and ongoing recovery. Services will be coordinated with Probation staff to ensure an orderly transition into the community. The expansion of Medi-Cal eligibility in the community and the proposed “Drug Medi-Cal” 1115 Waiver will make an array of services available to inmates following release and plans will be made to support access prior to release. Discharge planning will be provided by a staff discharge planner, who works with mental health staff to identify ongoing service needs for inmates and to facilitate access to services and benefits after release. The process will include an assessment of the inmate’s ongoing needs and a plan to access services. Services will include:

- Enrollment in Behavioral Health Division mental health and/or substance abuse services
- Case management
- Safe sober housing
- Support accessing benefits (Medi Cal, SSI, General Assistance)
- Support obtaining a driver’s license or identity card
- Transportation to self-help support
- Reintegration support: education, volunteering, employment, housing.

3.5 Incentives

As previously noted, the level of participation in programming will be determined by individual need resulting in an individualized treatment plan for each inmate. It is critical that program participation is an expectation and not used as a “punishment.” Maximizing out-of-cell time will be an expectation of the program and a critical component of the overall treatment milieu. It will be the responsibility of each inmate to participate in the program activities per their treatment plan.

Inmates who are actively participating in programming and who are exhibiting overall good behavior may earn incentives that might include:

- Increased visiting time
- Food snacks
- Participation in extra-curricular activities
- Other privileges

Motivational Interviewing and ongoing training will be provided to all staff working with the inmates in the program module to ensure quality service is provided. Additionally, the Health Program Manager and Behavioral Health leadership will continue to investigate new evidence-based programming and curriculum to ensure that the program provides state-of-the-art services to this population.

3.6 Unit Operations

A Health Program Manager will be the Behavioral Health official responsible for managing the treatment programs at the BHU. The Health Program Manager, supported by a Behavioral Health Specialist, will provide administrative and clinical supervision for the clinical staff. Behavioral Health Clinicians will provide direct treatment services. These positions will be assigned on all three shifts to ensure that

personnel are available to handle routinely scheduled programming, as well as crisis intervention matters that may arise. The BHU will be further supported by two AODS, specialists who will address substance abuse issues with the client population. Finally, a Senior Office Assistant will be assigned to manage administrative matters in the unit. The staffing plan for behavioral health staff for the new unit includes a total of 11 FTEs.

BHU correctional operations will be supervised by sergeants. One Sergeant will be assigned to the Day Shift and one to Swing Shift. The Day Shift Sergeant will act as the project coordinator and provide supervision of the correctional services and collaborate with behavioral health staff in providing treatment services. The Day Shift and Swing Shift Sergeants will report to the shift commander at the MADF. The MADF shift commander will oversee operations during the Night shift.

3.7 Staffing Post Plan

The following table describes the post plan for the facility, which includes Sheriff's and Behavioral Health Division staffing. During the Day Shift there will be a minimum of 14.85 staff available to provide service; on Swing Shift 10.40 staff are scheduled; and on Night Shift 3.75 staff. A clinician will be available 24 hours per day, seven days per week to address crisis issues that arise. The overall post plan calls for 30 posts that will be filled to support and manage unit operations.

Table 1. Staffing Post Plan				
Position	Day Shift	Swing Shift	Night Shift	TOTAL
Sergeant/Unit Supervisor	1.00	1.00	0.00	2.00
Central Control Deputy	0.00	1.00	0.00	1.00
Movement Control Deputy	2.00	1.00	0.00	3.00
Module Deputy - Unit 1	2.00	2.00	1.00	5.00
Module Deputy - Unit 2	2.00	2.00	1.00	5.00
Legal Processor	1.00	0.00	0.00	1.00
Janitor	1.00	1.00	0.00	2.00

Table 1. Staffing Post Plan				
Position	Day Shift	Swing Shift	Night Shift	TOTAL
Health Program Manager	1.00	0.00	0.00	1.00
Behavioral Health Clinician	2.85	1.40	1.75	6.00
Behavioral Health Specialist	0.00	1.00	0.00	1.00
AODS Specialist:	2.00	0.00	0.00	2.00
Senior Office Assistant	1.00	0.00	0.00	1.00
TOTAL:	15.85	10.40	3.75	30.00

The operations schedule will mirror those of MADF with regard to counts, meals, medication distribution, and programming, and will occur according to a schedule developed by behavioral health personnel in collaboration with the shift supervisor. The Central Control post will be responsible for operating security doors and monitoring activity within the modules and observation cells. Movement between the MADF and the BHU for court, medical care, and visitation will be controlled by Movement Deputies. A Movement Deputy on the Day Shift will also monitor treatment groups. Deputies will also be assigned to the two BHU housing modules 24 hours per day, seven days per week, and will provide direct supervision of unit operations. Noncustodial, nonclinical staff will include two janitorial posts to supervise sanitation operations and one Legal Processor, whose responsibility is to assist inmates with processing paperwork for visiting and other requests for assistance.

3.8 Pre-Trial Risk Assessment and Services

The County implemented a full-service Pre-Trial Services program in January 2015 to replace other release mechanisms. This program is intended to enhance the Early Case Resolution (ECR) Court that has been functioning since 2009. Program goals include supporting jail management, reducing pre-trial failure, and facilitating efficient case processing. The ultimate impact of these activities is the diversion of low-risk

offenders from jail, which can lead to a lower jail population. The program has two components: the assessment component, which operates as a part of the Sheriff's Classification Unit in the MADF; and the supervision component, managed by the Probation Department.

Sheriff's staff at the jail report that felons will be the primary target population for the program, but that they are also reviewing misdemeanants who are not eligible for release on citations. The overall objective is to ensure that higher risk offenders are maintained in the jail, while lower risk offenders are identified for possible placement in the community under appropriate supervision strategies.

Once a defendant is booked into the Sonoma County Jail, Sheriff's staff scores the defendant's pretrial risk on the Sonoma Pretrial Risk Assessment Tool (SPRAT). The instrument allows jail and probation staff who perform the pretrial services to function, and judges, prosecutors, and defense attorneys who are involved in the bail decision, to statistically and accurately determine defendants' risk to public safety and for not appearing in court if released.

The SPRAT identifies which factors are statistically related to pretrial misconduct for defendants processed through the local Sonoma County courts. The instrument has possible scores that range from -11 (lower risk) to +11 (higher risk). The defendant's score places him or her into one of four risk categories. Once scored, staff informs the arrestee of the amount of bail money as determined by the court that the defendant can post to be released from jail. Staff will also inform the arrestee of the potential for defendants to be released to pretrial supervision at the prerogative of a Judicial Officer.

Prior to the first appearance in court before a judicial officer, jail staff will prepare a Pretrial Risk Assessment & Recommendation that includes the results of the SPRAT evaluation for defendants who remain in custody. The Pretrial Risk Assessment & Recommendation also establishes whether the defendant has any special circumstances that may affect their release status.

Approximately 294 SPRAT assessments are conducted on a monthly basis and the average daily population of offenders involved in the Pretrial Services program is between 90 and 100 offenders. Initial data show significant growth in the number of assessments and admissions to the program in a short period of time. The design of the Pretrial Services program, including the screening and review process, is consistent with proven programs that have been implemented in other jurisdictions, and the assessment and admissions process is producing good early results.

The percentage of offenders in pretrial status in the jail system in 2013 was 47 percent. For the year 2013, there was an Average Daily Population (ADP) of 1,100 inmates, of which 519 were unsentenced.

4. Administrative Work Plan

Describe the steps required to accomplish this project. Included 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.

4.1 SB 863 Planning Team

The County is updating its Criminal Justice Master Plan and has completed a 2015 Adult Detention Needs Assessment. An important component of these studies has been the development of recommendations to address the issue of treating the growing population of mentally ill inmates held in detention. An SB 863 Planning Team was

established earlier in 2015 to draft proposals to address this issue. Planning efforts led to the decision to request funding for the construction of a BHU adjacent to the existing MADF. In preparation for the application submission, the team met weekly to prepare this Application Package.

The SB 863 Planning Team consists of the following personnel from various departments within Sonoma County government. Each individual team member provides expertise in critical subject areas related to the project.

The Project Director is Tawny Tesconi, General Services Director. She is supported by Mary Booher, Senior Administrative Analyst of the County Administrator's Office. The County Budget Officer is Christina Rivera who advises on financial matters. Sheriff's representatives include Sheriff Steve Freitas, Assistant Sheriff Randall Walker, Captain John Naiman, and Administrative Services Director Heidi Keith. Behavioral Health representatives include Health Director Rita Scardaci, and Interim Assistant Health Director Lori Norton, Division Director Mike Kennedy and Acute and Forensic Services Section Manager Sid McColley. General Services is represented by Interim Deputy Director Wayne Hovey. Advisors to the project include Deputy Probation Chief David Koch and County Counsel David McFadden. A project architect is yet to be determined, but will be identified subsequent to the time of notice of conditional award.

The project is currently in the pre-design stage. Team members, along with architectural and programming consultants, have developed an initial program for the facility that includes an early schematic design and preliminary architectural program. Space programming, operational planning, a staff analysis, and draft

program schedule have been developed. The project will be developed using a Design/Build approach to construction.

Additional tasks are planned consistent with the preliminary project schedule. Pending the provision of a “Notice of Conditional Award” from BSCC, and once BSCC contract documents are negotiated and executed, Site Assurance and Real Estate Due Diligence will commence. Schematic design will also commence in earnest as soon as practical. The County anticipates the project can be completed by October 2020.

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.

5.1 Costs of Project

Considerable work has been done in the pre-design phase to evaluate design options in order to identify the most cost-effective approach to increasing jail capacity and creating specialized housing, while leveraging the robust set of services already provided at the MADF.

The physical connection between the main facility and the BHU will considerably reduce square footage and associated construction costs. The site for the project is owned by the County, which eliminates site procurement costs.

Total project costs for this project are \$44,674,533.82. The County's request for state funding is \$40,000,000, which will be supplemented by an in-kind contribution of \$2,679,715.82 (which includes a land value of \$998,000), and a \$1,994,818 County appropriation as the cash match per SB 863 requirements. The budget directly relates

to the project scope (housing and program space needs, conceptual design including site considerations, and construction durations), which includes the procurement of long lead items (as detailed in the Project Timetable in Section 3). Developing a detailed schedule with validated durations allowed the County to reliably account for project construction cost escalation for the project duration, as required by the Department of Finance and needed for effective project management. Existing site and soil conditions were also considered, as were parking needs, site utilities, and landscaping. Attaching the new unit to the existing jail by bridge is the most secure and cost effective construction option for linking the MADF to the new building, as it allows the use of the existing jail ingress and egress for staff and visitors, and internal circulation for staff, visitors, and inmates. This will result in limited additional Sheriff's staff (one post on Swing Shift) to manage the new building ingress and egress, avoiding the expensive life-cycle cost of additional full-time equivalent employees. Construction costs for the project, include the County required Project Labor Agreement (PLA) which, based on construction industry literature, is estimated at 7% of construction, project escalation pursuant to DOF formula over about 5 years until construction completion, and all "soft" costs, including Criteria/Bridging Architect-Construction Manager fees.

The County has analyzed the project's negative cash flow and is prepared to keep the project moving forward expeditiously as scheduled. The County understands there will be no state reimbursement from the time of the Conditional Award until after the Board of Supervisors awards the construction contract in January 2019. Over the approximately three years, the negative balance carried by the County will grow incrementally to approximately \$2,100,000, when the County can submit its first invoice

for reimbursement in February 2019. The monthly negative cash flow will then grow until it exceeds \$10,000,000 -- December 2019 through February 2020 -- and then reduces on average to less than \$1,000,000/month over the next year until it reaches the 5% retention of \$2,200,000 in March 2021.

Considerable work has been accomplished in the pre-design phase to identify space needs, security needs, as well as site preparation requirements to ensure that all costs are accounted for. The County's SB 863 Planning Team has worked diligently to determine how best to meet the facilities program and operational requirements cost-effectively, ensuring that cost shifting through the decommissioning of NCDF units, whenever possible, will be accomplished. As the population is reduced at the NCDF, funding will be shifted to MADF operations and remaining funds, as needed, will be appropriated through the budget process. The estimated cost for operations is projected at \$5.5 million when escalated to account for opening in 2020.

5.2 Behavioral Health Unit: Staffing and Operating Budget

Staffing of the BHU will be provided by the Department of Health Services and the Sheriff's Office. Central services such as dietary, laundry, commissary, maintenance and other central services will be provided from the existing jail operation. Taking this approach results in considerable cost savings as available resources can be concentrated on safety, security, and intensive mental health treatment without duplicating cost and services. Because there is no predicted overall increase in the average daily inmate population, cost shifting will occur from the NCDF population reduction and from the relocation of MADF mentally ill inmates.

The County has conducted a staffing analysis based on the preliminary design of the BHU to determine the number of and type of staff required to operate the facility. For the purposes of this application, emphasis has been placed on ensuring that the Sheriff has sufficient personnel to provide for the safety and security of inmates and staff, and sufficient behavioral health staff to provide the programming deemed essential for mental health treatment and competency restoration. As the design goes forward, necessary adjustments will be made. In addition to the efficiencies noted above, the budget incorporates the net of savings achieved by the closing of a 64 bed unit at the NCDF. A minimum of three posts, four FTEs, will be eliminated as the census decreases at that facility, with more posts eliminated as the NCDF census decreases in the future.

The Behavioral Health Unit staffing plan will support 36.55 full-time equivalent positions (FTE). The table below depicts staffing levels by position title, number of FTEs required and total estimated staffing costs, as well as maintenance and utility costs.

Table 2. Behavioral Health Unit Budget (2015 Costs)		
Position/Cost Center	FTE	Total Staffing Costs
Sergeant/Unit Supervisor	2.15	\$ 369,890.00
Central Control Deputy	2.00	\$ 280,000.00
Movement Deputy	5.15	\$ 715,810.00
Module Deputy	12.88	\$ 1,820,000.00
Legal Processor	1.00	\$ 75,000.00
Janitor	2.37	\$ 187,958.00
Health Program Manager	1.00	\$ 189,607.20
Clinical Specialist	1.00	\$ 164,041.20
AODS Specialist	2.00	\$ 270,571.20
Behavioral Health Clinicians	6.00	\$ 886,773.20
Senior Office Assistant	1.00	\$ 106,957.20
Maintenance (net of NCDF savings)	N/A	\$ 87,140.00

Table 2. Behavioral Health Unit Budget (2015 Costs)		
Position/Cost Center	FTE	Total Staffing Costs
Utilities (net of NCDF savings)	N/A	\$ 85,644.00
Revenue From State For Restoration Services	N/A	\$ (226,513.00)
Total:	36.55	\$ 5,012,879.00

The County is firmly committed to funding unit operations as noted above. The SB 863 Planning Team is working with County budget personnel to ensure that operational funding for the project is budgeted and funded so that the unit will be staffed and safely operational 90 days after completion.

The attached Budget Summary Table, documented in Section 2, identifies construction costs, other eligible costs, architectural costs, costs related to environmental requirements and fees. Grant auditing and management fees have also been identified. Significant in-kind match of existing County personnel dedicated to the design and construction of this project has also been identified.

6. Readiness to Proceed

The County is familiar with BSCC requirements and documents. The County agrees to abide by all requirements of the state upon receiving notification of Conditional Award. These agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and the Certificate of Matching Funds.

The CEQA compliance process has been completed and a final Notice of Categorical Exemption has been received. County Counsel has prepared a letter certifying that the associated statute of limitations has expired and no challenges were filed.

COUNTY OF SONOMA
BOARD OF SUPERVISORS

575 ADMINISTRATION DRIVE, RM. 100A
SANTA ROSA, CALIFORNIA 95403

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FAX (707) 565-3778



MEMBERS OF THE BOARD

SUSAN GORIN
CHAIR

EFREN CARRILLO
VICE CHAIR

DAVID RABBITT

SHIRLEE ZANE

JAMES GORE

September 10, 2015

Robert Oates
Board of State and Community Corrections
2590 Venture Oaks Way
Sacramento, CA 95833

Mr. Oates,

This is to confirm the attached amended resolution for the Sonoma County application for S.B. 863 is scheduled for consideration by the Board of Supervisors on the September 22, 2015 Board of Supervisors agenda.

Sincerely,

Roxanne Epstein

Roxanne Epstein
Clerk of the Board



County of Sonoma
State of California

Date: September 22, 2015

Item Number: _____

Resolution Number: _____

4/5 Vote Required

Resolution of the Board of Supervisors of the County of Sonoma, State of California, Authorizing the Application For State Lease-Revenue Bond Financing From The Board of State and Community Corrections For County Jail Funding In The Amount Of \$40,000,000 for an Adult Detention Mental Health.

Whereas, the County Administrator has submitted to this Board an application to the Board of State and Community Corrections for lease-revenue bond financing in the amount of \$40,000,000 from funds made available per Senate Bill Number 863, authorizing State lease-revenue bond financing for the acquisition, design and construction of adult local criminal justice facilities ("Application"); and

Whereas, the County's Strategic Plan found criminal justice costs continue to require an ever larger amount of County discretionary funding and recommended identifying means to intervene in this unsustainable trend; and

Whereas, the Board of Supervisors adopted the Criminal Justice System Master Plan, 2015 Update to take into account statewide public policy changes in the efforts to continue addressing the ever increasing cost of the criminal justice system by taking a systems approach which protects public safety and offers a range of detention alternatives that provide the justice system with custody and offender programs to reduce recidivism; and

Whereas, an increasing number of inmates in detention in Sonoma County have mental health needs that range from chronic to acute; and

Whereas, an Adult Detention Mental Health Facility is identified in the most current needs assessment as the greatest need in Sonoma County; and

Whereas, the latest needs assessment shows that mental health treatment space will provide an appropriate environment for the treatment of those in custody; and

Whereas, the existing Main Adult Detention Facility will benefit from creating mental health treatment space by having more beds for utilization by the general population as well as other special management populations; and

Whereas, the Application contemplates construction of a potential Adult Detention Mental Health Facility which would address these needs, as today described to this Board, however any time prior to the issuance of the Notice to Proceed, the County may decide to not continue with the project. The County would be liable for any costs incurred should that happen; and

Whereas, as a condition of the Application, this Board is asked to make the findings, declarations, and determinations contained herein.

Now, Therefore, Be It Resolved that this Board finds, declares and determines as follows:

1. The Board of Supervisors of Sonoma County does hereby approve the form of the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. Contingent upon final project approval by the Board, the Chairman of the Board of Supervisors, or designee (the "Authorized Officer"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the S.B. 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by the Authorized Officer, who, acting alone, is authorized to approve such changes.
2. The Authorized Officer is authorized to execute these respective agreements at such time and in such manner as is necessary within the S.B. 863 Financing Program. The Authorized Officer, the County Administrator, or the Director of General Services for Sonoma County is further authorized to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.
3. For the purposes of the potential project, the County Construction Administrator shall be the Deputy Director Facilities Development and Management, the Project Financial Officer shall be Tawny Tesconi, Director of General Services, and the Project Contact person shall be General Services Capital Projects Manager.
4. Tawny Tesconi, Director of General Services, is hereby authorized to sign the assurance statement and submit the Application for funding.
5. This Board hereby offers its assurance that all County officers, agents and employees will adhere to State requirements and terms of any agreements to be

executed between the County, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any State financing allocation and County contribution funds.

6. This Board hereby offers its assurance that the County has appropriated, or will appropriate after notification of conditional award of financing but before state/county financing agreements, the amount of county cash contribution identified by the County on the financing program proposal form submitted to the Board of State and Community Corrections; the County acknowledges the need to identify the source of funds for county cash contribution, and assures that the cash match contribution does not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
7. This Board hereby offers its assurance that, should the project be approved and completed, the County will safely staff and operate the facility for which funds are being requested (consistent with Title 15, California Code of Regulations) within 90 days after project completion.
8. The County owns the site of the potential project in fee simple and owns and controls rights of access to the site sufficient to assure undisturbed use and possession of the site, and, following the Board of State and Community Corrections notice of conditional award and during the term of subsequent negotiations and any resulting financing agreements, will not dispose of, modify the use of, or change the terms of real property title, or other interest in the site of the facility subject to construction, or lease the facility for operation by other entities, without permission and instruction of the Board of State and Community Corrections.
9. The fair market value of the land proposed to be used for the potential facility is estimated as of last appraisal in 2013 to be \$1,995,000; the fair market value is in the process of being re-appraised and is expected to increase; the land is not encumbered under any existing agreement or court order.
10. The Director of General Services is authorized to submit the Application on behalf of the County for State S.B. 863 Funding in the amount of \$40,000,000.
11. The County has duly authorized the appropriation of matching funds in the amount of 6,200,000 by resolution 15-0334.
12. The matching funds appropriated by the County are legal and authorized for the purposes of providing matching funds for lease revenue bonds available under S.B. 863.

Supervisors:

Rabbitt:	Zane:	Gore:	Carrillo:	Gorin:
Ayes:	Noes:	Absent:	Abstain:	

So Ordered.



County of Sonoma
State of California

THE WITHIN INSTRUMENT IS A
CORRECT COPY OF THE ORIGINAL
ON FILE IN THIS OFFICE

ATTEST: **AUG 18 2015**

VERONICA A. FERGUSON, Clerk/Secretary
BY *Veronica A. Ferguson*
DEPUTY CLERK/ASST SECRETARY

Date: August 18, 2015

Item Number: 22

Resolution Number: 15-0333

4/5 Vote Required

**Resolution of the Board of Supervisors of the County of Sonoma,
State of California, Authorizing the Application For State Lease-
Revenue Bond Financing From The Board of State and Community
Corrections For County Jail Funding In The Amount Of \$40,000,000
for an Adult Detention Mental Health.**

Whereas, the County Administrator has submitted to this Board an application to the Board of State and Community Corrections for lease-revenue bond financing in the amount of \$40,000,000 from funds made available per Senate Bill Number 863, authorizing State lease-revenue bond financing for the acquisition, design and construction of adult local criminal justice facilities ("Application"); and

Whereas, the County's Strategic Plan found criminal justice costs continue to require an ever larger amount of County discretionary funding and recommended identifying means to intervene in this unsustainable trend; and

Whereas, the Board of Supervisors adopted the Criminal Justice System Master Plan, 2015 Update to take into account statewide public policy changes in the efforts to continue addressing the ever increasing cost of the criminal justice system by taking a systems approach which protects public safety and offers a range of detention alternatives that provide the justice system with custody and offender programs to reduce recidivism; and

Whereas, an increasing number of inmates in detention in Sonoma County have mental health needs that range from chronic to acute; and

Whereas, an Adult Detention Mental Health Facility is identified in the most current needs assessment as the greatest need in Sonoma County; and

Whereas, the latest needs assessment shows that mental health treatment space will provide an appropriate environment for the treatment of those in custody; and

Whereas, the existing Main Adult Detention Facility will benefit from creating mental health treatment space by having more beds for utilization by the general population as well as other special management populations; and

Whereas, the Application contemplates construction of a potential Adult Detention Mental Health Facility which would address these needs, as today described to this Board, however any time prior to the issuance of the Notice to Proceed, the County may decide to not continue with the project. The County would be liable for any costs incurred should that happen; and

Whereas, as a condition of the Application, this Board is asked to make the findings, declarations, and determinations contained herein.

Now, Therefore, Be It Resolved that this Board finds, declares and determines as follows:

1. The Board of Supervisors of Sonoma County does hereby approve the form of the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. Contingent upon final project approval by the Board, the Chairman of the Board of Supervisors, or designee (the "Authorized Officer"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the S.B. 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by the Authorized Officer, who, acting alone, is authorized to approve such changes.
2. The Authorized Officer is authorized to execute these respective agreements at such time and in such manner as is necessary within the S.B. 863 Financing Program. The Authorized Officer, the County Administrator, or the Director of General Services for Sonoma County is further authorized to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.
3. For the purposes of the potential project, the County Construction Administrator shall be the Deputy Director Facilities Development and Management, the Project Financial Officer shall be Tawny Tesconi, Director of General Services, and the Project Contact person shall be General Services Capital Projects Manager.
4. Tawny Tesconi, Director of General Services, is hereby authorized to sign the assurance statement and submit the Application for funding.

5. This Board hereby offers its assurance that all County officers, agents and employees will adhere to State requirements and terms of any agreements to be executed between the County, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any State financing allocation and County contribution funds.
6. This Board hereby offers its assurance that the County has appropriated, or will appropriate after notification of conditional award of financing but before state/county financing agreements, the amount of county cash contribution identified by the County on the financing program proposal form submitted to the Board of State and Community Corrections; the County acknowledges the need to identify the source of funds for county cash contribution, and assures that the cash match contribution does not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
7. This Board hereby offers its assurance that, should the project be approved and completed, the County will safely staff and operate the facility for which funds are being requested (consistent with Title 15, California Code of Regulations) within 90 days after project completion.
8. The County owns the site of the potential project in fee simple and owns and controls rights of access to the site sufficient to assure undisturbed use and possession of the site, and, following the Board of State and Community Corrections notice of conditional award and during the term of subsequent negotiations and any resulting financing agreements, will not dispose of, modify the use of, or change the terms of real property title, or other interest in the site of the facility subject to construction, or lease the facility for operation by other entities, without permission and instruction of the Board of State and Community Corrections.
9. The fair market value of the land proposed to be used for the potential facility is estimated as of last appraisal in 2013 to be \$1,995,000; the fair market value is in the process of being re-appraised and is expected to increase; the land is not encumbered under any existing agreement or court order.
10. The Director of General Services is authorized to submit the Application on behalf of the County for State S.B. 863 Funding in the amount of \$40,000,000.

Supervisors:

Rabbitt: Aye Zane: Aye Gore: Aye Carrillo: Aye Gorin: Aye

Ayes: 5 Noes: 0 Absent: 0 Abstain: 0

So Ordered.



County of Sonoma
State of California

THE WITHIN INSTRUMENT IS A
CORRECT COPY OF THE ORIGINAL
ON FILE IN THIS OFFICE

ATTEST: **AUG 18 2015**

VERONICA A. FERGUSON, Clerk/Secretary
BY *V. Ferguson*
DEPUTY CLERK/ASST SECRETARY

Date: August 18, 2015

Item Number: 22

Resolution Number: 15-0334

4/5 Vote Required

Resolution of the Board of Supervisors of the County of Sonoma, State of California, authorizing budgetary adjustments to the 2015-16 budgets for Non-Departmental and Capital Projects in the amount of \$6,200,000 from Tobacco Securitization Funds.

Whereas, the Board of Supervisors has adopted a Final Budget for the Non-departmental and Capital Projects departments; and

Whereas, the Government Code allows for adjustments to the Final Budget during the 2015 – 2016 Fiscal Year; and

Now, Therefore, Be It Resolved that this Board finds, declares and determines as follows:

The County Auditor-Controller is hereby authorized and directed appropriate \$6.2 million from Tobacco Securitizations to a Capital Project Fund entitled "Behavioral Health Housing Unit."

Supervisors:

Rabbitt: Aye

Zane: Aye

Gore: Aye

Carrillo: Aye

Gorin: Aye

Ayes: 5

Noes: 0

Absent: 0

Abstain: 0

So Ordered.

Budget To Actual by Department

Parameters

Account Description	Budget		Actual			Encumbrances	Remaining	%
	Original	Final	Current Month	Quarter to Date	Year to Date	Year to Date	Balance	Remaining
40000000 Capital Projects Funds								
40300000 Main Adult Detention Facility								
40303300 Behavioral Health Housing Unit								
00004 All Revenues								
47102 - Transfers In - btw Govtl Funds	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
Total 00004 All Revenues	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
00005 All Expense/Expenditure Accts								
54405 - CIP - Bldg & Impr	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
Total 00005 All Expense/Expenditure Accts	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
All Expense/Expenditure Accts	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
All Assets Accounts								
All Revenues	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
Net Cost	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
All Expense/Expenditure Accts	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
All Asset Accts								
All Revenues	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
Net Cost	0.00	0.00	0.00	0.00	0.00	0.00	0.00	

COUNTY OF SONOMA
BOARD OF SUPERVISORS

575 ADMINISTRATION DRIVE, RM. 100A
SANTA ROSA, CALIFORNIA 95403

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MEMBERS OF THE BOARD

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CHAIR

EFREN CARRILLO
VICE CHAIR

DAVID RABBITT

SHIRLEE ZANE

JAMES GORE

September 10, 2015

Robert Oates
Board of State and Community Corrections
2590 Venture Oaks Way
Sacramento, CA 95833

Mr. Oates,

This is to confirm the attached amended resolution for the Sonoma County application for S.B. 863 is scheduled for consideration by the Board of Supervisors on the September 22, 2015 Board of Supervisors agenda.

Sincerely,

Roxanne Epstein

Roxanne Epstein
Clerk of the Board



County of Sonoma
State of California

Date: September 22, 2015

Item Number: _____
Resolution Number: _____

4/5 Vote Required

Resolution of the Board of Supervisors of the County of Sonoma, State of California, Authorizing the Application For State Lease-Revenue Bond Financing From The Board of State and Community Corrections For County Jail Funding In The Amount Of \$40,000,000 for an Adult Detention Mental Health.

Whereas, the County Administrator has submitted to this Board an application to the Board of State and Community Corrections for lease-revenue bond financing in the amount of \$40,000,000 from funds made available per Senate Bill Number 863, authorizing State lease-revenue bond financing for the acquisition, design and construction of adult local criminal justice facilities ("Application"); and

Whereas, the County's Strategic Plan found criminal justice costs continue to require an ever larger amount of County discretionary funding and recommended identifying means to intervene in this unsustainable trend; and

Whereas, the Board of Supervisors adopted the Criminal Justice System Master Plan, 2015 Update to take into account statewide public policy changes in the efforts to continue addressing the ever increasing cost of the criminal justice system by taking a systems approach which protects public safety and offers a range of detention alternatives that provide the justice system with custody and offender programs to reduce recidivism; and

Whereas, an increasing number of inmates in detention in Sonoma County have mental health needs that range from chronic to acute; and

Whereas, an Adult Detention Mental Health Facility is identified in the most current needs assessment as the greatest need in Sonoma County; and

Whereas, the latest needs assessment shows that mental health treatment space will provide an appropriate environment for the treatment of those in custody; and

Whereas, the existing Main Adult Detention Facility will benefit from creating mental health treatment space by having more beds for utilization by the general population as well as other special management populations; and

Whereas, the Application contemplates construction of a potential Adult Detention Mental Health Facility which would address these needs, as today described to this Board, however any time prior to the issuance of the Notice to Proceed, the County may decide to not continue with the project. The County would be liable for any costs incurred should that happen; and

Whereas, as a condition of the Application, this Board is asked to make the findings, declarations, and determinations contained herein.

Now, Therefore, Be It Resolved that this Board finds, declares and determines as follows:

1. The Board of Supervisors of Sonoma County does hereby approve the form of the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. Contingent upon final project approval by the Board, the Chairman of the Board of Supervisors, or designee (the "Authorized Officer"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the S.B. 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by the Authorized Officer, who, acting alone, is authorized to approve such changes.
2. The Authorized Officer is authorized to execute these respective agreements at such time and in such manner as is necessary within the S.B. 863 Financing Program. The Authorized Officer, the County Administrator, or the Director of General Services for Sonoma County is further authorized to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.
3. For the purposes of the potential project, the County Construction Administrator shall be the Deputy Director Facilities Development and Management, the Project Financial Officer shall be Tawny Tesconi, Director of General Services, and the Project Contact person shall be General Services Capital Projects Manager.
4. Tawny Tesconi, Director of General Services, is hereby authorized to sign the assurance statement and submit the Application for funding.
5. This Board hereby offers its assurance that all County officers, agents and employees will adhere to State requirements and terms of any agreements to be

executed between the County, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any State financing allocation and County contribution funds.

6. This Board hereby offers its assurance that the County has appropriated, or will appropriate after notification of conditional award of financing but before state/county financing agreements, the amount of county cash contribution identified by the County on the financing program proposal form submitted to the Board of State and Community Corrections; the County acknowledges the need to identify the source of funds for county cash contribution, and assures that the cash match contribution does not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
7. This Board hereby offers its assurance that, should the project be approved and completed, the County will safely staff and operate the facility for which funds are being requested (consistent with Title 15, California Code of Regulations) within 90 days after project completion.
8. The County owns the site of the potential project in fee simple and owns and controls rights of access to the site sufficient to assure undisturbed use and possession of the site, and, following the Board of State and Community Corrections notice of conditional award and during the term of subsequent negotiations and any resulting financing agreements, will not dispose of, modify the use of, or change the terms of real property title, or other interest in the site of the facility subject to construction, or lease the facility for operation by other entities, without permission and instruction of the Board of State and Community Corrections.
9. The fair market value of the land proposed to be used for the potential facility is estimated as of last appraisal in 2013 to be \$1,995,000; the fair market value is in the process of being re-appraised and is expected to increase; the land is not encumbered under any existing agreement or court order.
10. The Director of General Services is authorized to submit the Application on behalf of the County for State S.B. 863 Funding in the amount of \$40,000,000.
11. The County has duly authorized the appropriation of matching funds in the amount of 6,200,000 by resolution 15-0334.
12. The matching funds appropriated by the County are legal and authorized for the purposes of providing matching funds for lease revenue bonds available under S.B. 863.

Supervisors:

Rabbitt:	Zane:	Gore:	Carrillo:	Gorin:
Ayes:	Noes:	Absent:	Abstain:	

So Ordered.



County of Sonoma
State of California

THE WITHIN INSTRUMENT IS A
CORRECT COPY OF THE ORIGINAL
ON FILE IN THIS OFFICE

ATTEST: **AUG 18 2015**

VERONICA A. FERGUSON, Clerk/Secretary
BY *Veronica A. Ferguson*
DEPUTY CLERK/ASST SECRETARY

Date: August 18, 2015

Item Number: 22

Resolution Number: 15-0333

4/5 Vote Required

**Resolution of the Board of Supervisors of the County of Sonoma,
State of California, Authorizing the Application For State Lease-
Revenue Bond Financing From The Board of State and Community
Corrections For County Jail Funding In The Amount Of \$40,000,000
for an Adult Detention Mental Health.**

Whereas, the County Administrator has submitted to this Board an application to the Board of State and Community Corrections for lease-revenue bond financing in the amount of \$40,000,000 from funds made available per Senate Bill Number 863, authorizing State lease-revenue bond financing for the acquisition, design and construction of adult local criminal justice facilities ("Application"); and

Whereas, the County's Strategic Plan found criminal justice costs continue to require an ever larger amount of County discretionary funding and recommended identifying means to intervene in this unsustainable trend; and

Whereas, the Board of Supervisors adopted the Criminal Justice System Master Plan, 2015 Update to take into account statewide public policy changes in the efforts to continue addressing the ever increasing cost of the criminal justice system by taking a systems approach which protects public safety and offers a range of detention alternatives that provide the justice system with custody and offender programs to reduce recidivism; and

Whereas, an increasing number of inmates in detention in Sonoma County have mental health needs that range from chronic to acute; and

Whereas, an Adult Detention Mental Health Facility is identified in the most current needs assessment as the greatest need in Sonoma County; and

Whereas, the latest needs assessment shows that mental health treatment space will provide an appropriate environment for the treatment of those in custody; and

Whereas, the existing Main Adult Detention Facility will benefit from creating mental health treatment space by having more beds for utilization by the general population as well as other special management populations; and

Whereas, the Application contemplates construction of a potential Adult Detention Mental Health Facility which would address these needs, as today described to this Board, however any time prior to the issuance of the Notice to Proceed, the County may decide to not continue with the project. The County would be liable for any costs incurred should that happen; and

Whereas, as a condition of the Application, this Board is asked to make the findings, declarations, and determinations contained herein.

Now, Therefore, Be It Resolved that this Board finds, declares and determines as follows:

1. The Board of Supervisors of Sonoma County does hereby approve the form of the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. Contingent upon final project approval by the Board, the Chairman of the Board of Supervisors, or designee (the "Authorized Officer"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the S.B. 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by the Authorized Officer, who, acting alone, is authorized to approve such changes.
2. The Authorized Officer is authorized to execute these respective agreements at such time and in such manner as is necessary within the S.B. 863 Financing Program. The Authorized Officer, the County Administrator, or the Director of General Services for Sonoma County is further authorized to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.
3. For the purposes of the potential project, the County Construction Administrator shall be the Deputy Director Facilities Development and Management, the Project Financial Officer shall be Tawny Tesconi, Director of General Services, and the Project Contact person shall be General Services Capital Projects Manager.
4. Tawny Tesconi, Director of General Services, is hereby authorized to sign the assurance statement and submit the Application for funding.

5. This Board hereby offers its assurance that all County officers, agents and employees will adhere to State requirements and terms of any agreements to be executed between the County, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any State financing allocation and County contribution funds.
6. This Board hereby offers its assurance that the County has appropriated, or will appropriate after notification of conditional award of financing but before state/county financing agreements, the amount of county cash contribution identified by the County on the financing program proposal form submitted to the Board of State and Community Corrections; the County acknowledges the need to identify the source of funds for county cash contribution, and assures that the cash match contribution does not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
7. This Board hereby offers its assurance that, should the project be approved and completed, the County will safely staff and operate the facility for which funds are being requested (consistent with Title 15, California Code of Regulations) within 90 days after project completion.
8. The County owns the site of the potential project in fee simple and owns and controls rights of access to the site sufficient to assure undisturbed use and possession of the site, and, following the Board of State and Community Corrections notice of conditional award and during the term of subsequent negotiations and any resulting financing agreements, will not dispose of, modify the use of, or change the terms of real property title, or other interest in the site of the facility subject to construction, or lease the facility for operation by other entities, without permission and instruction of the Board of State and Community Corrections.
9. The fair market value of the land proposed to be used for the potential facility is estimated as of last appraisal in 2013 to be \$1,995,000; the fair market value is in the process of being re-appraised and is expected to increase; the land is not encumbered under any existing agreement or court order.
10. The Director of General Services is authorized to submit the Application on behalf of the County for State S.B. 863 Funding in the amount of \$40,000,000.

Supervisors:

Rabbitt: Aye Zane: Aye Gore: Aye Carrillo: Aye Gorin: Aye

Ayes: 5 Noes: 0 Absent: 0 Abstain: 0

So Ordered.



County of Sonoma
State of California

THE WITHIN INSTRUMENT IS A
CORRECT COPY OF THE ORIGINAL
ON FILE IN THIS OFFICE

ATTEST: **AUG 18 2015**

VERONICA A. FERGUSON, Clerk/Secretary
BY *V. Ferguson*
DEPUTY CLERK/ASST SECRETARY

Date: August 18, 2015

Item Number: 22

Resolution Number: 15-0334

4/5 Vote Required

Resolution of the Board of Supervisors of the County of Sonoma, State of California, authorizing budgetary adjustments to the 2015-16 budgets for Non-Departmental and Capital Projects in the amount of \$6,200,000 from Tobacco Securitization Funds.

Whereas, the Board of Supervisors has adopted a Final Budget for the Non-departmental and Capital Projects departments; and

Whereas, the Government Code allows for adjustments to the Final Budget during the 2015 – 2016 Fiscal Year; and

Now, Therefore, Be It Resolved that this Board finds, declares and determines as follows:

The County Auditor-Controller is hereby authorized and directed appropriate \$6.2 million from Tobacco Securitizations to a Capital Project Fund entitled "Behavioral Health Housing Unit."

Supervisors:

Rabbitt: Aye Zane: Aye Gore: Aye Carrillo: Aye Gorin: Aye

Ayes: 5 Noes: 0 Absent: 0 Abstain: 0

So Ordered.

Budget To Actual by Department

Parameters

Account Description	Budget		Actual			Encumbrances	Remaining	%
	Original	Final	Current Month	Quarter to Date	Year to Date	Year to Date	Balance	Remaining
40000000 Capital Projects Funds								
40300000 Main Adult Detention Facility								
40303300 Behavioral Health Housing Unit								
00004 All Revenues								
47102 - Transfers In - btw Govtl Funds	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
Total 00004 All Revenues	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
00005 All Expense/Expenditure Accts								
54405 - CIP - Bldg & Impr	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
Total 00005 All Expense/Expenditure Accts	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	100.00%
All Expense/Expenditure Accts	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
All Assets Accounts								
All Revenues	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
Net Cost	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
All Expense/Expenditure Accts	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
All Asset Accts								
All Revenues	0.00	6,200,000.00	0.00	0.00	0.00	0.00	6,200,000.00	
Net Cost	0.00	0.00	0.00	0.00	0.00	0.00	0.00	



COUNTY OF SONOMA

PERMIT AND RESOURCE MANAGEMENT DEPARTMENT

2550 Ventura Avenue, Santa Rosa, CA 95403-2829
(707) 565-1900 FAX (707) 565-8358

DATE: August 28, 2015

TO: Wayne Hovey, Mary Booher; Department of General Services

FROM: Chris Seppeler – PRMD Senior Environmental Specialist

SUBJECT: Environmental Determination for the Behavioral Housing and Transitional Unit Project

Introduction:

The Sonoma County Department of General Services proposes to construct a building on County-owned land on the south side of Russell Avenue at the western end of the road, adjacent to the existing adult detention facility. This building will be for additional jail mental health (MH) housing and inmate programming.

Project Description:

The MH housing and inmate programming building will be approximately 32,000 square feet, and house approximately 72 inmates. The jail housing is the same function as the existing jail, as these units will be housing mental health inmates and staff. The building will be attached to the existing jail via an overhead secure enclosed bridge that will extend across the existing roadway and parking lot from the existing jail to this new jail space. The facility will be staffed with approximately 38 positions split between 3 different shifts, to provide 24 hour coverage. Jail staff, inmate and visitor access/egress will be through the existing Main Adult Detention Facility jail lobby. The existing jail vehicle sally port, which currently has Russell Avenue access and egress, will continue to be used for that function. The MH housing building will have a height of approximately 20 feet, except in the location of the bridge, which will be approximately 40 feet high.

The facility would be screened from Highway 101 by a double row of trees and shrubs along the western fence line. The jail housing will be build using similar materials and colors as the existing jail. The parking lot, with approximately 43 new parking spaces, will be illuminated by downward casting LED lights. Drainage from the site will be directed to a bioswale on the side of the site, then directed to the existing storm drain system, which flows west under Highway 101. The MH housing building will be designed to achieve LEED Silver certification.

Power for the building will be supplied from the County's electrical distribution system on the campus. Construction of the building is anticipated to take approximately 21 months, with the start of construction planned for winter 2018-19.

Existing Site Conditions and Surrounding Uses:

Surrounding land uses are primarily public facilities (i.e., County buildings) with some private businesses (banks) and some high density residential (multi-unit apartments). US-101 borders the site to the west; Bicentennial Way and Kaiser Permanente to the north; County facilities are located to the east and south with a few private banks and residential apartments. There is some County-owned undeveloped land immediately north of Russell Avenue, opposite of the project site, which is proposed to be developed into a new County Fleet Facility in 2015-16. On-site soils appear to be more similar to a gravelly sub-soil than a normal soil profile. The site may have previously had topsoil removed and/or had subsoil deposited during construction of the existing County Jail or other nearby buildings. There are several large soil spoils piles and scattered chunks of concrete present in the northeastern portion of the project site.

There are no natural stream channels on or adjacent to the project site, nor any wetland features. Existing surface drainage flows generally west towards an existing off-site drainage ditch in the US-101 right-of-way. There are also approximately 300 linear feet of upland roadside ditches occurring in non-contiguous sections along the southern side of Russell Avenue, along the project site frontage. These ditches connect to an extensive underground stormwater system to the east, and discharge west to the same off-site US-101 ditch.

Evaluation of Potential Environmental Issues:

The project was reviewed to ensure that: (i) it meets the conditions described in Section 15332 of the State CEQA Guidelines, the In-Fill Development Categorical Exemption (CE), and (ii) that none of the exceptions listed under Section 15300.2 of the State CEQA Guidelines apply that would make the project ineligible to rely on the Class 32 Categorical Exemption. The following potential environmental issues were evaluated in detail, and discussed below.

Potential Biological Issues:

The project site was surveyed by Crystal Acker, Environmental Specialist and botanist with the Sonoma County Permit and Resource Management Department ("PRMD"). The project site is composed of a vacant field vegetated primarily by disturbance-tolerant non-native grasses and herbs and ornamental/horticultural plants that have either escaped from nearby developments or were planted at some time in the past. The site is mowed periodically. The eastern portion of the project site contains a number of escaped ornamental and/or planted shrubs and trees, including: edible fig, Oregon ash, Lombardy poplar, cherry, rose, and red bottle brush, which will be removed by the project. These trees could provide potential nesting habitat for migratory

birds. The County will implement pre-construction surveys to confirm absence of active nests prior to initiating work.

The biological survey work found that it is highly unlikely that any rare plant species would be present, due to the reasons discussed above. Therefore, the proposed project would not result in any adverse impacts to rare plant species, or their potential habitats.

The biological survey work found that, with implementation of appropriate avoidance measure set forth below, there would be no significant impact to any sensitive species.

Potential Visual Issues:

The proposed building site is visible from Highway 101 and Bicentennial Avenue, however, the immediate area has many existing larger commercial buildings, including two banks, the Kaiser medical facilities across Bicentennial Drive, and the County Main Adult Detention Facility. In addition, the surrounding area is a built up environment.

Following the County's Visual Assessment Guidelines, the site sensitivity is considered low, given the site is within an urban land use designation and has no zoning designations protecting scenic resources. The visual dominance of the proposed project is considered Co-Dominant – project elements are moderate, and can be prominent within the setting, but attract equally with other landscape features (the site is surrounded by large buildings). The form, line, color, texture, and night lighting are compatible with their surroundings. Based on this combination, the visual impacts of the project were determined to be less than significant.

Potential Traffic Issues

The project will employ approximately 38 new employees, who will access the facility from Russell Avenue. These employees will work in three shifts: a day shift, from 7 am to 3pm; a swing shift, from 3 pm to 11 pm; and a night shift, from 10 pm to 8 am. The day shift employs approximately 20 staff, the swing shift 12, and the night shift 6.

Traffic on Russell Avenue is currently generated by several small apartment complexes, two residences (one is operating as a homeless shelter), two parking lots for employees of the County adult detention facility, and two financial institutions. Note the two financial buildings also have an access from Bicentennial Avenue.

The vehicle trips associated with the proposed project are minimal, and will occur during the off-peak hours on Russell and other roadways in the project vicinity, except for the six night shift employees leaving the facility during the 8-9 am hour. This increase during the peak hour is very minor and would not give rise to any traffic impacts. The increases throughout the day and night time on Russell Avenue would also be very minor and would not give rise to any traffic impacts.

Environmental Document:

For the reasons discussed above, PRMD finds that a Categorical Exemption is appropriate for this project, provided the project is generally constructed as described above. PRMD has prepared a Notice of Categorical Exemption, and posted this at the County Clerk's office.

Project Conditions:

- *Prior to removal of on-site vegetation and/or site grading, a qualified biologist shall inspect the site to determine that there are no active nests in the vicinity and that the project will not affect nesting birds. Nesting bird surveys shall be performed no more than seven days prior to construction.*

Environmental Permits Required:

None required.

Next Steps:

Please review the plans and specifications with PRMD environmental staff prior to advertising for construction bids. If the project or construction methods are different from those described above, further review of the project may be required to determine whether a Categorical Exemption is applicable.

COUNTY ADMINISTRATION CENTER
575 ADMINISTRATION DRIVE,
ROOM 105A
SANTA ROSA, CALIFORNIA 95403

TELEPHONE: (707) 565-2421
FACSIMILE: (707) 565-2624

ASSISTANT COUNTY COUNSEL
SHERYL L. BRATTON



OFFICE OF THE COUNTY
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BRUCE D. GOLDSTEIN
County Counsel

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SUE GALLAGHER
BARBARA FITZMAURICE
JEFFREY M. BRAX

DEPUTIES
JEFFREY L. BERK
DAVID R. MCFADDEN
STEVE S. SHUPE
PHYLLIS C. GALLAGHER
LINDA D. SCHILTGEN
ELIZABETH S. HUTTON
JENNIFER C. KLEIN
MARGARET A. SINGLETON
DEBBIE F. LATHAM
CORY W. O'DONNELL
TAMBRA CURTIS
LISA A. PHEATT
JOSHUA A. MYERS
HOLLY RICKETT
VERNE BALL
IAN TRUEBLOOD
ADAM BRAND
ELIZABETH COLEMAN
LAUREN BORELLA
PETRA BRUGGISSER
ROBERT H. PITTMAN
MICHAEL GOGNA
DEAN B. ARNOLD
ALEGRIA DE LA CRUZ
MARTHA MCCOY

August 26, 2015

Mary Booher
Administrative Analyst
Sonoma County Administrator's Office
575 Administration Drive, Ste 104A

Re: Certification Regarding Behavioral Health Housing and Transitional Unit Project
And California Environmental Quality Act

Dear Ms. Booher:

This letter serves to confirm that the attached Notice of Categorical Exemption was posted on July 21, 2015, and that pursuant to Public Resources Code section 21167, the applicable 35-day statute of limitation for any challenge to this project expired on August 25, 2015. No challenge has been filed.

Sincerely yours,

A handwritten signature in black ink, appearing to read 'V Ball'.

Verne Ball
Deputy County Counsel

This notice was posted on JUL 21 2015
and will remain posted for a period of thirty days
through AUG 21 2015



NOTICE OF CATEGORICAL EXEMPTION

Sonoma County Permit and Resource Management Department

2550 Ventura Avenue, Santa Rosa, CA 95403

(707) 565-1900

Fax (707) 565-1103

Sonoma County proposes to carry out the following project. Pursuant to Section 23A-11 of the Sonoma County Code, it has been determined that this project is categorically exempt from the requirements of the California Environmental Quality Act (CEQA):

Project Title: Behavioral Health Housing and Transitional Unit Project


Lead Agency / County Agency of Filing: Sonoma County

Project Proponent (Applicant): Sonoma County Department of General Services

Project Location: Russell Avenue, Santa Rosa, APN 180-010-012 WILLIAM F. ROUSSEAU, Co. Clerk

Date of Approval: July 21, 2015

Exemption Filed With: Sonoma County Clerk

BY: 
DEPUTY CLERK

PROJECT DESCRIPTION: The Sonoma County Department of General Services proposes to construct two buildings on County-owned land on the south side of Russell Avenue at the western end of the road, adjacent to the existing adult detention facility. One building would be for additional jail mental health (MH) housing and inmate programming, and the other building will be a other a Day Report Center (DRC) servicing Probation clients to facilitate their successful reintegration into the community.

The MH housing and inmate programming building will be attached to the existing jail, approximately 32,000 square feet, and house approximately 72 to 95 inmates. The jail housing is the same function as the existing jail, as these units will be housing mental health inmates and staff. This building will be attached to the existing jail via an overhead secure enclosed bridge that will extend across the existing roadway and parking lot from the existing jail to this new jail space. The facility will be staffed with approximately 37 positions split between 3 different shifts, to provide 24 hour coverage. Jail staff, inmate and visitor access/egress will go through the existing Main Adult Detention Facility jail lobby. The existing jail vehicle sally port, which currently has Russell Avenue access and egress, will continue to be used for that function. Both new buildings will be single story attached to each other and the jail by a bridge at approximately 40 feet high. The MH housing building will have a height of approximately 20 feet, except in the location of the bridge, which will be approximately 40 feet high.

The DRC building will be approximately 12,000 sf, and include a lobby, staff offices, classrooms, and meeting rooms for probation and/or behavior health staff to facilitate their reentry into and subsequent success of their clients in the community. The DRC will have approximately 18 Probation staff as well as approximately 7 staff from embedded partner agencies. The DRC will serve approximately 150 clients per day. The current DRC is open Monday through Friday from 9:00 AM to 8:00 PM and the new DRC will have similar hours of operation. It may also be open on Saturdays. The DRC building will have a height of approximately 20 feet, except in the location of the bridge, which will be approximately 40 feet high.

Both facilities would be screened from Highway 101 by a trees and shrubs along the western fence line. In addition, trees and shrubs would be planted around the DRC. The jail housing will be build using

49-2015-187

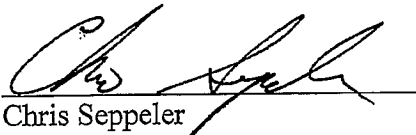
similar materials and colors as the existing jail. The DRC will be conventional office construction in neutral colors. The parking lot and DRC building would be illuminated by downward casting LED lights. Drainage from the site will be directed to a bioswale on the side of the site, then directed to the existing storm drain system, which flows west under Highway 101. The DRC parking lot would include two electric charging stations for County vehicles. In addition, the roof of the DRC building would be designed to accommodate the installation of solar panels, as will the jail housing, if possible. The jail housing and the DRC building will be designed to achieve LEED Silver certification.

Power for the two buildings will be supplied from the County's electrical distribution system on the campus. Construction of the building is anticipated to take approximately 21 months, with the start of construction planned for winter 2018-19.

REASON WHY THIS PROJECT IS EXEMPT: The proposed project is categorically exempt under Section 15332 of the State CEQA Guidelines, as an in-fill development project within the City of Santa Rosa limits.

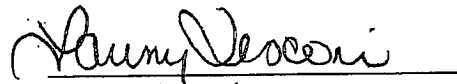
This Notice of Exemption is filed pursuant to the provisions of Section 15062 of the State CEQA Guidelines.

Lead Agency Contact Person:



Chris Seppeler
Senior Environmental Specialist
Permit and Resource Management Department
Environmental Review Division
(707) 565-8353

Project Proponent:



Tawny Tesconi
Director, Department of General Services



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

RECEIPT#
49-2015-187
STATE CLEARING HOUSE # (if applicable)

SEE INSTRUCTIONS ON REVERSE. TYPE OR PRINT CLEARLY

LEAD AGENCY		DATE	
SONOMA COUNTY PERMIT AND RESOURCE MANAGEMENT DEPARTMENT		07/21/2015	
COUNTY/STATE AGENCY OF FILING		DOCUMENT NUMBER	
SONOMA		15-0721-01	
PROJECT TITLE			
BEHAVIORAL HEALTH HOUSING AND TRANSITIONAL UNIT PROJECT			
PROJECT APPLICANT NAME			PHONE NUMBER
SONOMA COUNTY DEPARTMENT OF GENERAL SERVICES			(707) 565-1103
PROJECT APPLICANT ADDRESS	CITY	STATE	ZIP CODE
2550 VENTURA AVE	SANTA ROSA	CA	95403
PROJECT APPLICANT (Check appropriate box):			
<input checked="" type="checkbox"/> Local Public Agency <input type="checkbox"/> School District <input type="checkbox"/> Other Special District <input type="checkbox"/> State Agency <input type="checkbox"/> Private Entity			

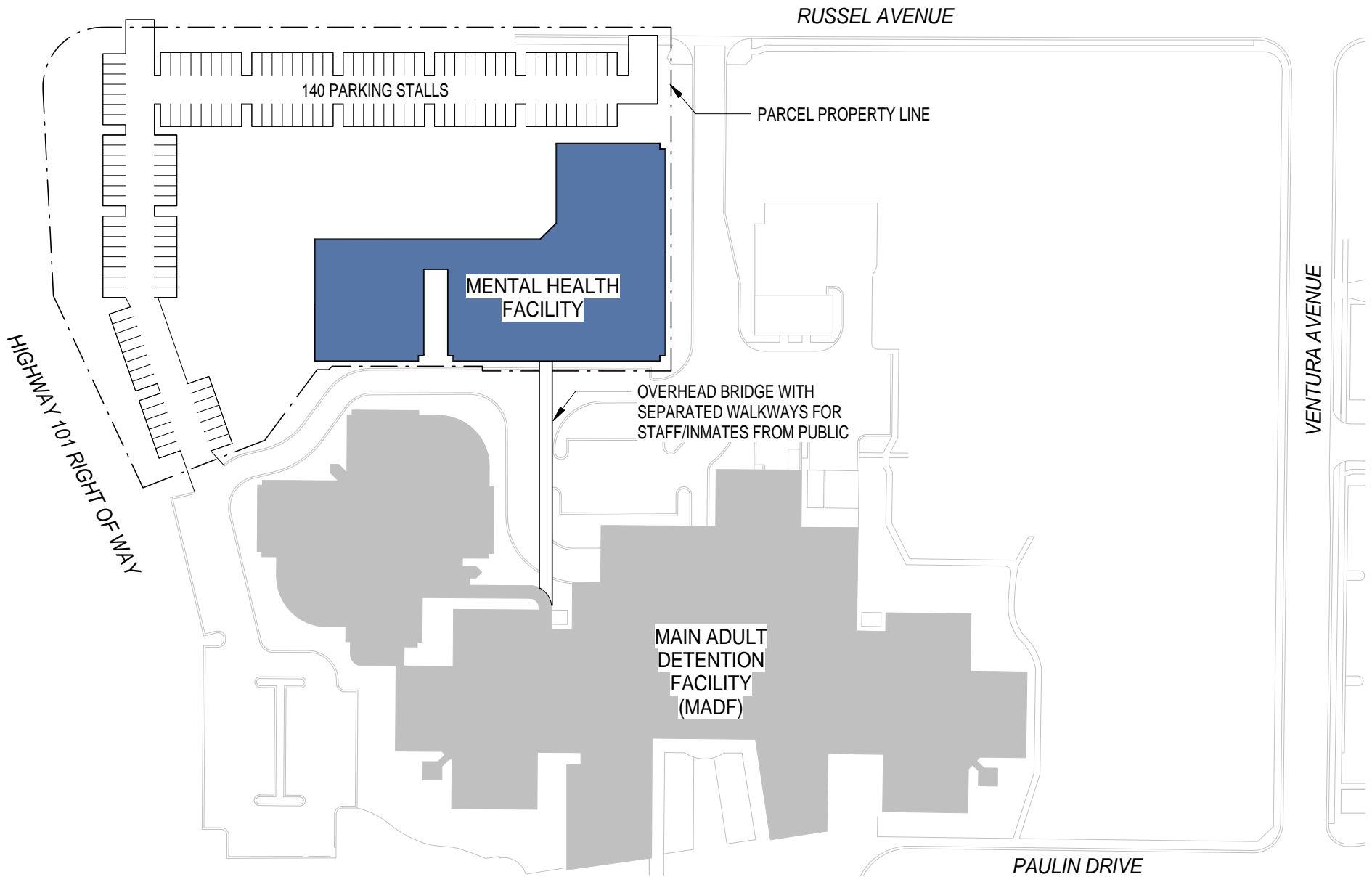
CHECK APPLICABLE FEES:

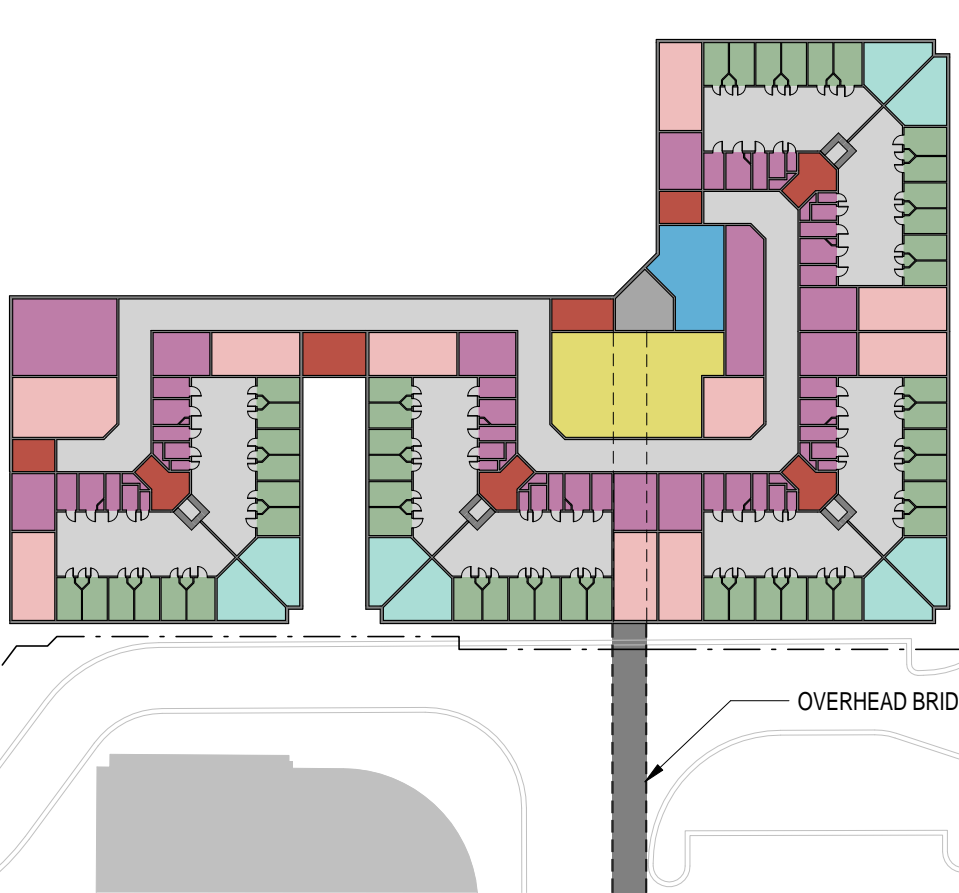
- Environmental Impact Report (EIR) \$3,069.75 \$ _____
- Mitigated/Negative Declaration (MND)(ND) \$2,210.00 \$ _____
- Application Fee Water Diversion (State Water Resources Control Board only) \$850.00 \$ _____
- Projects Subject to Certified Regulatory Programs (CRP) \$1,043.75 \$ _____
- County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

PAYMENT METHOD:

- Cash
 Credit
 Check
 Other _____
 TOTAL RECEIVED \$ 50.00

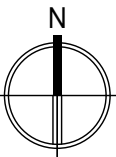
SIGNATURE	PRINTED NAME AND TITLE
X	Julianna Garfia, Deputy County Clerk-Recorder





- COORIDORS / DAYROOMS
- EXISTING MADF
- MEDICAL ADMIN
- OUTDOOR RECREATION
- PATIENT / INMATE ROOMS
- PROGRAMS
- SALLYPORTS
- SUPPORT
- VERTICAL CIRCULATION
- VISITATION

OVERHEAD BRIDGE TO MADF



Daily Program Activities

	Schedule
3-5:00	Medications
6:00	Breakfast
7:00	Make beds, clean area, self-care
8-11:00	Groups
11:00	Lunch
12-14:00	Groups
15:00	Individual counseling
16:00	Free time
17:00	Dinner
18:00	Medications
19:00	AA or NA
20:00	Showers, phone calls, etc.
21:00	
22:00	Quiet time



***Sonoma County
Adult Detention
Needs Assessment Study***

August 1, 2015

Sonoma County, California
Adult Detention Needs Assessment Report

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Executive Summary

Recent years have seen significant changes in major areas of the Sonoma County justice system. During that period of time, public policy in California has seen two major initiatives which have had profound impacts on local justice systems. The state's Prison Realignment program, implemented in 2011, introduced state inmates with longer-term sentences and more sophisticated criminal backgrounds into local justice systems in substantial numbers, both in the jail and community supervision populations. More recently, California voters approved Proposition 47, which downgraded a number of drug and property felony offenses to misdemeanors.

In the midst of these policy changes, local crime trends have continued their long-term decline. Since 2009, reported crimes in Sonoma County have declined by 16 percent. Violent crimes and property crimes are down by 7 percent and 13 percent respectively from the levels that existed at that time.

In 2009 offenders with felony charges made up 40 percent of the population, with sentenced felons comprising only 17 percent of the population. As of March 17, 2015 the jail system housed 1,035 offenders, virtually the same level that existed in 2009. However, in the current jail population, offenders with felony charges now make up 72 percent of the population, nearly doubling their share of the population.

These and other data suggest that the jail resident jail population in 2015 is composed of more serious offenders than in the past. While Realignment plays a role here, this trend is at least partially attributable to the success of programs and policies in shortening jail stays for less serious offenders. As lower-risk offenders have been diverted from jail, the remaining population has become proportionately more serious.

The other very significant change in the population has been the increase in populations that require special management and separation. A March 2015 snapshot of the Jail system population shows:

- 145 inmates with acute mental illness
- 123 inmates in protective custody
- 243 gang-affiliated inmates
- 23 inmates requiring administrative segregation

All of these offenders require a heightened degree of special management attention and separation. Nearly all are housed at the MADF and require a higher level of security. Currently, 77 percent of the MADF population is composed of special management inmates. This places extreme pressure on staff, which faces a more challenging inmate population. Moreover, the MADF was not designed to manage these types of inmates in these numbers. Housing unit layout, levels of physical security, and systems for delivery of services are in many cases not consistent with the type of inmates housed in the facility.

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The final significant area of change has been the development of programs. Sonoma County has fully implemented an Early Case Resolution Program, started up a Day Reporting Center, initiated a Pre-Trial screening program, established validated risk assessment instruments to guide program placement, increased substance abuse treatment assessment and referrals, and expanded in-custody programming. Linkages between complementary programs have been developed in such a way that the system does offer a real continuum of program alternatives. Although the full impact of the Pre-Trial Services program and the DRC is yet to be felt, the full range of program opportunities for offenders now available represents a substantial advance for the system.

In assessing the impact of these developments on justice system needs, it is important to understand the unique conditions of the Sonoma County justice system. While the County is growing, the population is disproportionately older and more white than the statewide demographic. County population growth is primarily in older age groups. The crime rate is nearly one third lower than the California crime rate. While the overall adult arrest rate is slightly higher than the statewide average, the incarceration rate per 1,000 adult arrests is 9 percent below the California overall rate. Moreover, both the county's crime rate and adult arrests have been declining for a number of years.

In terms of future growth there are no external demographic, crime or arrest trends that would cause an increase in jail admissions or the jail population. Under current population, crime, arrest and criminal justice policies, the Sonoma jail population is projected to remain fairly constant. The projected jail bed capacity need for Sonoma is estimated at 1,198 by 2019. There are a few alternative scenarios that show reduced baseline projections.

System Needs

The County has the basic structure of program continuum, facilities, and processes in place. However, key areas need to be addressed for the justice system to actually achieve system goals in an effective manner. These issues are described below.

Facility Planning.

- NCDF. The NCDF is a major liability for the County. The facility's layout and condition do not provide the level of security required for managing the population currently housed there. Continued operation of the facility over the long-term will require extensive capital investment to address security and basic infrastructure issues. The County needs to plan for the eventual closure of the facility, or limit its use to a smaller population of very low-level minimum security inmates.
- MADF Security. The nature of the population now housed at the MADF makes hardening the facility a necessity. This will involve replacement of the wooden doors and vitreous china fixtures with standard security grade equipment. In some cases, day roll areas should be subdivided to allow better management of inmates out of their cells. The camera monitoring system requires upgrade and expansion as well. The County has already included this work in its long-term capital plans. These projects need to be a priority.

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- Mental Health. Originally, the MADF was designed to house a limited number of mentally ill inmates in a small housing unit. Today over 400 inmates housed throughout the facility receive some form of mental health services. Approximately 17 percent of the facility's population has been diagnosed with acute mental illness that requires observation, treatment, and special housing. When beds in designated mental health units are not available, mentally offenders must be housed in either Module R (Detox/Segregation) or Module I (Sheltered Housing), neither of which is appropriate for the management of this population.

As a result of the growing mentally ill census, general population modules have been converted to housing for the mentally ill population. The units were designed to allow inmates to recreate in medium and large size groups, with a detention officer overseeing inmate activity from within the housing unit. This design does not work with a population of inmates with acute mental health issues, and often results in decreased out of cell time and access to recreation. By contrast, the recommended design of contemporary special housing for mentally ill inmates typically allows for small group congregate activity or individual recreation separated by security barriers, and also provides for the observation of inmates while they are in their cells through camera views or large vision panels in the cell doors. Counseling offices and nursing stations should be located on the units.

Population Management. Limited opportunity still exists to divert low-risk offenders from the jail, resulting in a more efficient detention system that effectively prioritizes the use of jail capacity.

- Jail Population Reduction. The recently implemented Pre-trial Services program should accelerate the release of low-risk offenders as they are processed into the justice system. Expediting the final disposition of pretrial defendants who will receive a court disposition of "time served" and "released to another agency" by only 7 and 14 days respectively could lower the jail population as well. Awarding good time credit to sentenced 1170h offenders as authorized under Penal Code Section 4019.4 (a) (1) for program activity and approved work assignments would also lower the jail's state inmate population.

Program Support. Although the continuum of programs maintained by the County is comprehensive, there are several gaps in program design as well as areas that require additional investment to effectively meet program need. In these cases, the overall program design may be appropriate, but specific program components require attention to better meet system goals. These areas include the following:

- Competency restoration. While jail behavioral health staff provides competency restoration treatment for misdemeanants, more serious offenders must wait for placement in competency restoration programming at state mental health facilities. The results in prolonged lengths of stay for difficult to manage mentally ill offenders. As a result of a state initiative to address this issue, the opportunity now exists to move these offenders out of Sonoma County to a dedicated competency restoration program being developed in Sacramento County. As an alternative, the County could also explore the option of developing its own in-custody competency restoration program. Either approach should reduce the amount of jail time served by this population.

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- Transitional housing. Homeless offenders often have little support and are more likely to involve themselves in criminal activity absent the availability of temporary housing as they re-enter the community. Many of these offenders also present with mental health and substance abuse issues in addition to their homelessness, and often require an array stabilization services. Transitional housing supports the entire range of community programs, including the DRC, probation supervision, and specialty courts. Utilization data clearly reflects the need for additional placement resources for transitional housing services. Probation and behavioral health staff have identified a need for 75 beds transitional housing beds to be used on an ongoing basis. Current contracts support 30 beds. The number of referrals being made and the presence of a waiting list suggest that the need for increased services
- Starting Point. This in-custody substance abuse treatment program provides service for female offenders at the MADF and a small number of minimum security offenders at the NCDF. No services are provided for the large male population at the MADF. As a result, maximum and medium security inmates as well as offenders with mental health issues receive no substance abuse treatment services.
- Substance abuse treatment assessment. Two separate entities conduct risk and treatment assessments for offenders needing substance abuse. DHS staff assigned to Probation assess AB109 offenders, while county inmates receive assessment services through TASC. This approach results in fragmentation of the assessment process. Combining the efforts of DHS staff assigned to Probation with assessment services through TASC would result in greater efficiency and consistency in directing offenders to treatment resources.
- Drug Court. The absence of probation supervision is a significant flaw in an otherwise well-designed program. Active community supervision is a standard feature of drug court programs nationally. Adding this component to the Sonoma County Drug Court would substantially upgrade the effectiveness of the program.

Recommendation

The Sonoma County justice system needs additional, more suitable housing for inmates with special management needs that are currently held at the MADF. Specifically, the substantial population of inmates with serious mental health issues can be managed much more effectively in facilities specifically designed to facilitate evidence-based treatment. Moreover, relocating inmates with acute mental illness from the MADF will free up significant capacity in the facility and will enable the County to close at least one housing unit at the NCDF, making progress on long-term plans for the closure of that facility. Building a new correctional facility dedicated to mental health treatment will relieve pressure on the MADF, improve conditions for inmates with mental illness, and will replace obsolete capacity in poor condition at the NCDF with modern facilities designed to facilitate effective mental health treatment.

The County should pursue construction of a 72 bed specialized Mental Health treatment facility for inmates that present with acute mental illness and require intensive treatment. The facility can be constructed

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adjacent to the Main Adult Correctional Facility (MADF). 40 of the beds should be dedicated to competency restoration for those offenders whose mental illness affects their competency to stand trial. The remaining beds can be dedicated to treating seriously mentally ill inmates. Program services will be delivered in a maximum security level facility constructed with detention grade materials. The facility design should include four relatively small housing units with no more than 18 beds (partial double occupancy) and with sufficient day and program space to facilitate mental health treatment by behavioral health staff. Program services should include 16 hours per day of intensive programming to support the development and maintenance of a therapeutic milieu. Programming and staffing should be based on evidence based practices in criminal justice settings.

Programming should provide for formal competency restoration for 1368 and/or 1370 inmates and will include both mental health and substance use interventions. The programming should provide a robust schedule of groups and allow for individual therapy/counseling as well. Inmates will have more out of cell time and the quality of the interactions between inmates and staff will be enhanced providing for more direct contact as opposed to communication through cell doors, as currently occurs at the MADF.

The level of participation in programming will be determined by individual need resulting in a custom or individualized treatment plan for each inmate. Out of cell time is an expectation ... a part of the milieu ... the responsibility of each inmate to participate in the program activities in their treatment plan. The resulting facility and program will serve as a model for jail mental health treatment.

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A. The Elements of the System

Prior Planning Overview

Sonoma County has extensive experience with planning efforts. For several years, the County has explored options for facility expansion and modification, as well as conducting in-depth analyses of jail population, justice procedures and their impacts on jail population, and alternatives to incarceration. Each of these was explored with an eye toward minimizing the number of beds needed, creating safer environments within the detention facilities and the community, ensuring treatment alternatives are a large part of the justice process, and that justice agencies support and participate in planning. What follows is a summary of the planning efforts undertaken by Sonoma County since 2001.

1. **Sonoma County Jail Population Projections:** Completed by Christopher Murray & Associates in September 2001, these projections showed the need to expand the number of jail beds by a significant number. The planning process convinced the County that new jail beds were needed and that planning needed to begin quickly given the lengthy amount of time it takes to plan and construct a new jail or large scale jail addition. Unfortunately, more serious problems arose with the Los Guilicos Juvenile Detention facility that took precedence over jail planning, with the result that funding and resources were shifted to address those needs. The resulting delays in jail planning effectively stopped the process for a period of time while a new juvenile facility was planned and constructed.

These projections have been modified in a number of subsequent studies conducted by the County that, each time, have reduced the projected number of inmates. Many of the projected population reductions were the direct result of treatment programs and changes in laws and the justice system.

2. **Adult Criminal Justice Master Plans:** David Bennett Consulting was hired by the County to assess the entire justice system, not just jail population and projected bed needs. The results of the reports, received in July 2007 and December 2009, demonstrated the benefits of developing and maintaining a number of changes and new programs system-wide. These include:
 - a. **Establish a Full Services Pre-Trial Services Unit** to reduce impact on the jail
 - b. **Establish an Early Case Resolution Program** which, with coordination between the Probation Department, Courts, District Attorney and Public Defender Offices, will reduce the length of jail stays. In combination with pre-trial services, it will also reduce the pre-trial failure rate.
 - c. **Construct and Operate a Program-Based Community Corrections Center (CCC) Facility** which will, in turn, factor greatly in the reduction of recidivism.
 - d. **Operate a Day Reporting Center** to provide a lower cost alternative to jail.

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- e. **Implement Expanded Evidence-Based Programs** to improve outcomes.
 - f. Improved system management will be the result of **Capturing Routine Jail and System Data**, and effectively analyzing and using this data.
3. **Sonoma County Community Corrections Center Functional and Space Program:** This project, completed in March 2009 by Voorhis/Robertson Justice Services in conjunction with Vicci Persons Consulting and the Omni Group in March 2009, supported the Adult Criminal Justice Master Plan recommendations to construct a CCC that meets the criminogenic needs of offenders with a high risk to reoffend. The facility program provided space for small dormitory housing, extensive programming space, and the ability to include a day reporting function in the facility as well.
4. **Sonoma County MADF Functional and Space Program:** Completed in March 2009 by the same team, considered the overall facility needs of the detention system, and included options for consolidating all or part of the facilities, staffing implications of each options, and facility support functions.
5. **MADF Expansion Project Current Deficiencies and Architectural and Operational Options:** Realizing that implementing all of the recommendations in the Sonoma County Main Adult Detention Facility Functional and Space Program would not be possible, the County asked Voorhis/Robertson Justice Services and Helmuth, Obata, & Kassabaum (HOK) to build a business case that identified the primary deficiencies in the detention facilities, a series of options to address each deficiency and an analysis of each option, and for each deficiency, a final recommendation. Completed in January 2011, the report identified 10 deficiency areas that included the following:
- a. MADF court holding space cannot meet court demands.
 - b. Undersized and inefficient booking and booking support areas.
 - c. Release processing impacts booking area and public lobby.
 - d. Insufficient numbers of special housing beds and associated support areas.
 - e. MADF double bunks exceed the generally accepted 1 to 64 staff to inmate ratio.
 - f. Inmate out of cell activity periods are limited.
 - g. Undersized MADF public lobby unable to manage all functions.
 - h. Undersized medical clinic limits capabilities.
 - i. Undersized MADF kitchen and equipment past useful life.
 - j. MADF administrative support areas no longer meet operational needs.

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6. **Sonoma County Criminal Justice System Master Plan 2015 Update:** This project, conducted by CGL in 2015, reviewed the performance of justice system facilities and programs in meeting stakeholders' goals. The project also assessed progress on the recommendations of past master plans and the relevancy of recommendations that remain unimplemented.

Detention Facilities Overview

The Detention Division of the Sonoma County Sheriff's Department manages two jail facilities, the Main Adult Detention Facility (MADF), and the North County Detention Facility (NCDF). The MADF has an operational capacity of 918 beds, while the NCDF has a capacity of 561 beds. This section of the report examines how the characteristics of these facilities align with the overall needs of the County justice system.

MADF

The MADF is located at 2777 Ventura Avenue in the County of Sonoma's Hall of Justice Complex. The facility was opened in 1991. This "new generation" facility was based on a "direct supervision" design, as opposed to the "linear" design of the County's earlier jails. In this design, correctional deputies are assigned to job locations inside the living areas in order to closely observe prisoner activity, as well as to interact directly with inmates. This approach encourages officer contact with inmates and emphasizes the use of interpersonal communication skills.

The facility is a medium/maximum security facility, housing both pre-trial and sentenced inmates. The MADF houses all classifications of inmates; it is the facility where inmates are initially committed into the detention system.

The facility was originally designed to house 404 inmates, although the kitchen and support spaces were planned to accommodate expansion of up to 700 inmates. In 1997, a housing addition was opened bring the total capacity to 643. Double bunking for added bedspace was later implemented, creating the current operational capacity of 918 inmates.

Housing unit capacity at the MADF is comprised of cells within the housing units that are aligned in an open podular-type design. The majority of the cell fronts can be observed from a large common area at the center of the housing unit. The podular design provides good sight lines, in which officers can observe the cell fronts and prisoner recreation areas from their stations with limited obstruction. Each housing unit holds inmates of similar classification characteristics, which are based upon risk and need. Specialized units exist for the following classifications: medical detoxification, administrative segregation, female inmates with drug addiction issues, mentally ill inmates, inmates in need of protection and separation from other inmates, sheltered housing for inmates that need safety and care, as well as general population housing. General population housing policy makes allowance for the separation of rival gang members from one another. Given the prevalence of gang issues, jail management has determined that housing members of the same gang together reduces the likelihood of gang violence within the facility.

The primary designated uses of detention capacity at the MADF are as follows:

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- R Module is a 50 bed unit that houses both male and female prisoners, many of whom are detoxing from drugs and alcohol under medical supervision following their admittance to the facility. Officers in this unit make frequent welfare checks to ensure that the prisoners are not in distress. This unit also houses female prisoners that need to be segregated from the general population due to behavioral and protection issues.
- A Module is a 73 bed unit housing the REACT Program for female prisoners, which includes the Starting Point drug treatment program. This unit houses prisoners involved in group programming, which takes place within the housing unit four days per week.
- B Module is a 73 bed unit housing females of all custody levels.
- C Module is a 73 bed unit reserved for the housing of male prisoners with mental illness. These prisoners are typically classified as behavioral level A, B and C and are higher functioning inmates as they can interact with others in small groups.
- D Module is a 73 bed unit housing male gang members from gangs that associate with one another.
- EG Module houses a maximum of 98 prisoners. The unit houses prisoners that require protection from others at the facility for various reasons including the nature of their crime, gang conflicts, debts, providing information to authorities about criminal activity, etc.
- EP Module is currently not in use. It was previously utilized as a 12 bed protective custody unit. EA Module is also not in use and is a seven bed unit that also housed protective custody prisoners.
- F Module G is a 62 bed unit housing male and female prisoners with mental illness of all classifications. Inmates are classified as behavioral level D and E, and are more severe mentally ill.
- F Module P and F Module A are four bed housing units for seriously mentally ill male offenders.
- Administrative segregation housing takes place in Administrative Segregation West (14 beds) and Administrative Segregation East (26 beds). Both of these units are secure housing units, where prisoners with disciplinary and behavioral problems are housed.
- The Male SP unit is a 12 bed unit housing protective custody prisoners.
- I Module is a 12 bed unit that houses prisoners who cannot serve their time in general population as they are likely to be victimized. This includes developmentally disabled and infirm prisoners.
- The Mental Health unit contains 32 beds and houses both male and female prisoners that are seriously mentally ill. Within that unit, there are two safety cells used for housing prisoners that present a danger to themselves.

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- G Module is one of the larger units at the facility and contains 110 beds. This unit houses minimum-security males mainly from one particular inmate gang. As mentioned previously, active gang members are separated from rival gangs in this facility.
- H Module is a 96 bed male unit housing medium and maximum-security gang members.
- J Module is an 85 bed unit housing medium and minimum security gang members.
- There are 12 multiple occupancy holding cells in the intake area of the facility. When prisoners are received and committed they stay in the holding cells until they can be processed and classified to a housing unit in the institution. These holding cells are also used for detaining prisoners prior to their release from the facility.

The MADF has capacity for 918 inmates and supports a population of 799. This represents a utilization rate of 87 percent. Sixty one percent of the population was in pretrial status. Units with the highest degree of crowding included female housing in A and B Mods, maximum security gang housing in D Module, the Acute Mental Health Unit, and the mixed security level gang housing in G, H, and J Mods.

NCDF

The NCDF is located five miles north of Santa Rosa adjacent to the Charles M. Schulz Airport; the site originally housed the Santa Rosa Army Airfield (SRAAF) and served as a base of operations during World War II. Many of the buildings that comprise the facility were constructed at that time. After WWII, SRAAF was deactivated and subdivided into several parcels. In 1967 one of these parcels was designated as the "Honor Farm," supporting 35 minimum security inmates. In the late 1980s, additional housing units and support structures were installed, including five housing units, a control room and security electronics. Also at that time, the facility lobby was made more secure and electronic control of security systems was transferred to the MADF, including door controls and camera surveillance. The facility grew to house its rated capacity of 559 inmates until April 1997, when 172 inmates were moved to the expansion at the MADF.

The NCDF sits on 15.3 acres with 9.62 acres for the facility and 5.91 acres used for the Agriculture Program. The facility consists of five different buildings of varying age and construction. Although the facility is technically regarded as a minimum-security facility, efforts have recently been made, due to the changing nature of the population, to strengthen perimeter security to house higher-risk inmates. The facility housed female and male inmates until recently when all female inmates were relocated to the MADF. The NCDF is a minimum custody institution housing inmates whose risk level warrants placement in lower custody. The facility currently houses male prisoners only at the present time.

Housing is primarily provided in dormitory style units. A number of these units have partitions between the rooms and others are large open areas with single or double bunks. The primary designated uses of detention capacity at the NCDF are as follows:

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- Unit 101 has a capacity of 140 prisoners and houses prisoners involved in programming, which includes the Starting Point drug treatment program.
- Unit 201, 202, and 203 are general population housing units and are not in use. Unit capacity is 109, 44 and 60, respectively.
- Unit 301 is a 64 bed general population unit that previously housed female prisoners. This unit is not currently in use, but remains available for operation if needed. .
- Unit 401 is a 16 bed secure housing unit that is presently being used on weekends to house prisoners sentenced to weekend incarceration. The physical structure of this unit makes it capable of housing prisoners that require segregation due to disciplinary and behavioral problems. That need does not exist at the present time because segregated housing takes place exclusively at the MADF.
- Unit 501 is a 64 bed unit where minimum-security inmate work crews are housed. These prisoners provide community service under the supervision of a civilian or correctional deputy.
- Unit 502 is also a 64 bed unit that currently houses general population inmates.

The NCDF has capacity for 561 inmates and supports a population of 236. This represents a utilization rate of 42 percent. In contrast to the MADF, 72 percent of the population was in sentenced status. Only three of the facility’s eight housing units were occupied at the time of the review. Table 1 summarizes the operational capacity and how the housing units are utilized for the various prisoner groups in the facility.

Table 1. Detention Facility Capacity, Usage & Population Snapshot – March 17, 2015

Main Adult Detention Facility	Type of Offender Housed	Sentenced	Pre-Trial	Occupancy	Capacity
R Module	Detoxification and Segregation - Males and Females	12	32	44	50
A Module	Female REACT Program Unit	34	33	67	73
B Module	Female All Custody Levels	38	34	72	73
C Module	Male Mental Health High Functioning A, B, C Levels	20	38	58	73
D Module	Maximum Classified Males - Gang Housing	13	56	69	73
EG Module	Protective Custody	34	46	80	98
EP Module	Protective Custody	0	0	0	12
EA Module	Protective Custody	0	0	0	7
F Module G	Acute Mental Health Males and Females - All Classifications	18	20	38	62
F Module P	Acute Mental Health Males - D and E Levels	2	2	4	4
F Module A	Acute Mental Health Males - D and E Levels	2	2	4	4
Administrative Segregation West	Segregation Males	5	5	10	14
Administrative Segregation East	Segregation Males	7	14	21	26

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SP Male	Protective Custody (Temporary)	1	7	8	12
I Module	Sheltered Housing for Prisoners that Need Safety and Care	2	6	8	12
Mental Health Unit	Acute Mental Health Males and Females - All Classifications	10	22	32	32
MH Safety Cells	Acute Mental Health Males and Females - All Classifications	0	0	0	2
G Module	Minimum Classified Males - Gang Housing	33	65	98	110
H Module	Medium and Maximum Classified Males - Gang Housing	46	50	96	96
J Module	Medium and Minimum Classified Males - Gang Housing	34	43	77	85
Holding	Multiple Occupancy Cells – Capacity 52	0	13	13	
Total		311	488	799¹	918²
Utilization %		87%			
North County Detention Facility	Type of Offender Housed	Sentenced	Pre-Trial	Occupancy	Capacity
Unit 101	Program Unit	90	30	120	140
Unit 201	General Population	0	0	0	109
Unit 202	General Population	0	0	0	44
Unit 203	General Population	0	0	0	60
Unit 301	General Population Females	0	0	0	64
Unit 401	Segregation Unit - Current Use Houses Weekenders	0	0	0	16
Unit 501	Minimum Security Work Crews	37	24	61	64
Unit 502	General Population	42	13	55	64
Total		169	67	236	561
Utilization %		42%			
System Total		480	555	1,035	1,479
Utilization %		70%			

Table 2 shows the distribution of total system capacity.

¹ Total does not include 52 sentenced inmates being held in Alameda County.

² Holding cells are not considered as part of facility capacity as they are not intended for long term housing. Total Maximum capacity of holding cells is 52 – capacity is comprised of the following:

- One Four person Negative Air Pressure Cell – capacity 4
- Three Single Cell Safety Cells – capacity 3
- Three Sobriety Cells – two 3 man cells, and one 8 man cell– Capacity 14
- Standard holding cells - Capacity 31.

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Table 2. Detention System Capacity by Assigned Use

	Capacity	%
Max	73	4.9%
Max/Med	96	6.5%
Med/Min	85	5.7%
Minimum	591	40.0%
Mental Health*	177	12.0%
Female	210	14.2%
Protective Custody	129	8.7%
Special Use	118	8.0%
Total	1,479	100.0%

* Includes housing for mentally ill female offenders

With a jail system population of 1,035 at the beginning of 2015, capacity utilization was at 70 percent. In total, 8 housing units with capacity for 314 inmates were closed or not utilized at the time of this report, representing 21 percent of total system capacity. The bulk of this unused capacity is in minimum security beds at NCDF. The unused capacity is a function of the system having an excess of minimum security capacity relative to the profile of the population and a lack of staff to operate the housing units. As a result, despite this excess capacity, the County has been forced to contract for inmate housing at Alameda County.

Issues in Managing Capacity

The MADF manages a diverse and varied inmate population that is predominantly comprised of the following classifications: mentally-ill, gang-affiliated, female, protective custody, and those within general population and segregation. The challenges associated with managing the inmate population have changed since the MADF was designed and constructed in 1991. The facility was designed as a single celled direct supervision-style facility that primarily housed pretrial and sentenced general population inmates, with the smaller units reserved for administrative segregation and protective custody. According to a Needs Assessment Study conducted in 2011 by Voorhis/Robertson Justice Services, the design concept called for housing 90% of the population in general population living units, each with a capacity of 50 inmates; the remaining 10% of inmates would be housed in administrative segregation or specialized housing.³

The design of the MADF did not envision the growth of special needs populations and associated separation requirements that exist today. The prevalence of gangs in the jail system is also a much more significant issue today. Additionally, the inmate population of the 1990's did not contain nearly the proportion of mentally ill inmates that exists today. Since the design and construction of MADF, the nature of offender classifications has changed indelibly, with more numerous and smaller groups of inmates that require separation and greater management attention.

Mental Health Population: Originally, the MADF was designed to house a limited number of mentally ill inmates in a small housing unit. By contrast, today 400 inmates throughout the facility receive some form

³ Voorhis/Robertson Justice Services, Inc. *Sonoma County Adult Detention Needs Assessment*. 2011

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of mental health services, which constitutes 37 percent of the overall population. Approximately 17 percent of the facility's population has been diagnosed with acute mental illness that requires observation, treatment, and special housing. The MADF houses all of this population. When beds in designated mental health units are not available, mentally offenders must be housed in either the Module R (Detox/Segregation) or Module I (Sheltered Housing). In March, because of crowding, the MADF housed 11 offenders with acute mental illness in the Detox/Segregation unit.

As a result of the growing mentally ill census, general population modules have been converted to housing for the mentally ill population. The units now being utilized for this purpose were originally designed as general population units, where the inmates would recreate together in medium and large size groups, with a detention officer overseeing inmate activity from within the housing unit.

The recommended design of contemporary special housing for mentally ill inmates typically allows for small group congregate activity or individual recreation separated by security barriers, and also provides for the observation of inmates while they are in their cells through camera views or large vision panels in the cell doors. Counseling offices and nursing stations are located on the units. By contrast MADF general population units have one single recreation area, which is not suitable for recreating large groups of seriously mentally ill inmates, as they can be anti-social and violent.

One approach utilized by MADF staff to address this issue has been to construct partial height partitions inside the living units, creating smaller, subdivided areas that allow for more than one inmate to recreate at a time. The solution is less than ideal, in that the partitions are removable, can be penetrated, and obstruct the officer's view of the inmates. Many of the converted special housing cells are also not equipped with cameras or doors with vision panels that allow for adequate observation. Additional barriers have been constructed in housing units that allow for compartmentalizing areas for inmates to enhance recreational opportunities, while ensuring the inmates are separated from one another. Again, these measures are being taken because of the operational necessity, to overcome the limitations of the original design.

Seventeen percent of the MADF population has been diagnosed with acute mental illness. Despite attempts to modify the housing units designated for these offenders, they remain inadequate and do not provide an environment commensurate with generally recommended practices for effective management of this special population of offenders.

Protective Custody Population: The prevalence of inmate conflict issues, growing numbers of weak or vulnerable inmates, and increasing numbers of "gang dropouts" has resulted in a growth in the protective custody population at the jail. To address this issue, former general population housing has been converted to house protective custody inmates. As of March 17, 2015, 12 percent, or 96, of the 799 inmates at the MADF are housed in protective custody units and are designated in need of protection.

Gang Census: With respect to general population housing, the prevalence of rival gang members being housed at the facility has resulted in jail officials designating certain general population housing units for housing members of different gangs. 212 inmates, or 27 percent of the MADF population, are classified as gang members. D Module, G Module, H Module, and J Module each house members of certain gangs which

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coexist with one another, and avoid the mixing of rival gang members in the same housing unit, which can present a security risk to inmates and staff. Gang issues complicate providing access to congregate programming in central locations. Compartmentalizing program space on the unit so that rival gang members are not allowed to congregate with one another but, at the same time, are provided with access to programming is an effective solution to this issue.

In addition to these groups, other offenders requiring separation or special housing include female inmates, inmates going through alcohol or drug withdrawal, and inmates confined to segregation. A March 18, 2015 snapshot of the number of inmates in these categories at the MADF population shows a total of 708 special management inmates. Housing these offenders requires 77.1 percent of the MADF's capacity.

Table 3. MADF Special Management Populations – March 18, 2015

Special Management Group	Inmate Count
Mentally Ill	145
Gang Members	212
Protective Custody	123
Detox	22
Segregation	31
Females	175
Total	708
MADF Capacity	918
Utilization Rate	77.1%

Moreover, this utilization rate actually understates the capacity management issues created by these populations. Because housing units have fixed numbers of beds, designating a unit for a specific population will result in unused capacity as the population fluctuates up and down. For example, on the day of this snapshot, the primary housing units designated for female offenders, Modules A & B, had 10 empty beds. The fact that these beds were in female housing unit meant they were unavailable for any other type of housing. Similarly, beds that may be available in units designated for gang members are not suitable for housing protective custody inmates. In effect each group requires a fixed amount of capacity allocated for their use, regardless of actual population levels. Accordingly, maintaining the levels of separation required for these populations makes it impossible to maximize efficient utilization of housing unit bedspace.

In summary, the primary capacity management challenge at the MADF is the high degree of offender separation and incidence of special needs in the offender population that were clearly not envisioned in the design of the facility. This makes allocating housing among the number of inmate sub-groups that require separation a significant management challenge.

By contrast, the primary issue at NCDF is the condition of the facility and its suitability for the type of offender housed there. Evaluated in terms of contemporary professional standards for detention facility operations, the condition and design of NCDF housing units are minimally suitable for only a very low-risk, minimum security population. A recent external review of security systems at the facility found the

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following issues⁴:

- Inadequate fencing and perimeter security systems,
- Inability to visually monitor offender activity in housing units, and
- Building conditions not appropriate for correctional populations.

Significant upgrading of the physical plant is needed to bring the NCDF into minimal compliance with contemporary standards and building code requirements. Additionally, a number of the buildings currently in use were deemed to be not practical to renovate or upgrade and should be replaced.

These issues are exacerbated by the fact that, while designated as minimum security, in response to AB109 Prison Realignment, the facility is now housing a more sophisticated, longer-term, sentenced offender population. While these offenders are designated as minimum security by housing assignment, their actual risk/classification level is likely higher. Managing this population in the facilities and conditions that exist at the NCDF is a very difficult challenge, and represents a major potential liability for the County. The Sheriff's Department recognizes these issues and attempts to limit the number of inmates housed at the facility, as evidenced by the five units currently vacant at the facility.

The NCDF has inadequate security systems, poor physical plant conditions, will require substantial investment to operate in the future, and is not well-suited for the type of inmate population housed there.

⁴ *Physical Security Assessment Report, North County Detention Facility, Kitchell, January, 2015.*

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B. The Department's Operational and Design Philosophy

Sonoma County Sheriff's Office

Overview

Since 1850 the Sonoma County Sheriff's Office has been providing law enforcement, court security services and detention services to the citizens of Sonoma County. The agency is responsible for providing services over 1,600 square miles, to a population of nearly 500,000 county residents. As previously discussed, the agency is also responsible for the care and custody of inmates at two different detention facilities, the Main Adult Detention Facility and the North County Detention Facility.

Detention Division Mission

The most recent Sonoma County Sheriff's Office Jails Division mission statement was developed in support of the original philosophies in place when the MADF was constructed and NCDF units were added—that of operating facilities closely aligned with direct supervision principles; positive, supportive environments; and maintaining the professionalism of staff. The mission statement that follows applies to both the MADF and NCDF.

The Department Detention Division exists for the processing, care, and management of individuals held in lawful detention. With a staff of over 300 employees, the Detention Division is committed to serving the people of the State of California and County of Sonoma by providing a secure, safe, and humane environment for both the staff and inmates.

The Detention Division's goals in support of this mission are:

- To comply with California Minimum Jail Standards and all other applicable federal, state, and local laws and the standards set forth by the California Medical Association;
- To apply the principles of direct supervision as developed by the National Institute of Corrections;
- To develop and support staff through constructive supervision, leadership and training, and maintenance of high employment standards;
- To offer inmates an opportunity for rehabilitation through participation in religious, educational, recreational, vocational, and work programs;
- To release inmates back into the community in better condition medically & psychologically than when they came into custody;
- To manage our resources in a professional, efficient, and cost effective manner;
- To foster a custodial environment that supports positive inmate behavior and provides

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discipline for misconduct.

This mission will be fulfilled through the Division's commitment, dedication, and best efforts.

Sonoma County Probation Department

The Probation Department is charged with the responsibility of community protection and offender rehabilitation. This is accomplished through mandated services to the court, specifically investigative reports and recommendations, and departmental efforts to guide offenders granted probation through the use of specialized caseloads, intensive supervision, and referral to appropriate therapeutic services.

The Probation Department consists of two major divisions: Probation Services and Juvenile Institutions. The Probation Services Division includes: Administration, Adult and Juvenile Probation Services, Jail Services, Juvenile Grants, and Juvenile Justice Crime Prevention Act (JJCPA), which supports the goal of reducing juvenile crime and promoting juvenile accountability through the use of community-based resources dedicated to strengthening families. The Juvenile Institutions Division includes the three juvenile detention/commitment facilities: Juvenile Hall, Sierra Youth Center (SYC), and Probation Camp. Additionally, the Juvenile Institution Division includes the Supervised Adult Crew Program (SAC), a program that allows offenders to participate in work crews doing landscaping, and/or major maintenance and construction projects for government and non-profit agencies. This permits offenders to live at home and maintain employment while completing their court ordered obligation, or allows them to complete community service while serving time in the North County Detention Center.

The Probation Department has been committed to aligning their efforts with evidence based practices such as implementation of a risk and needs instrument, resources dedicated for higher risk offenders, and the development of case planning consistent with offender risks and needs. They continue to work closely with the Sheriff's Office to develop appropriate detention alternatives, allowing the release of adult offenders while continuing to maintain public safety. As part of the Community Corrections Partnership, they have worked to develop plans for safely, effectively, and efficiently manage the anticipated new population of lower-level state prison offenders and parolees.

Mission

The Sonoma County Probation Department is committed to a number of beliefs that are spelled out generally in their mission statement and more specifically in a series of core principles. The mission statement and core principles provide the foundation upon which their decisions are made and their programs are developed. Their mission statement and core principles follow:

The Sonoma County Probation Department is committed to providing the Criminal Justice System with professional services. Our staff is dedicated to protecting our diverse community, supporting crime victims and their rights, and providing justice through accountability and rehabilitation of offenders.

Core Principles

Society has a right to be protected from persons who cause its members harm.

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The most effective way to increase community protection is to assist offenders in becoming integrated into the community as crime-free, contributing members of society.

Probation supervision is geared to community protection and offender success. Holding offenders accountable for their actions, while providing resources and support, serves the community and the offender.

The wise use of authority derived from law adds strength and stability to Probation's efforts. Sworn Probation employees have enormous authority, i.e., the ability to take away an individual's liberty. With this comes the responsibility to use that authority in a measured, thoughtful, and just manner.

The authority extended to Probation is not **just** for the sake of enforcing Court orders. Probation uses its authority in the service and interest of community protection and for effecting positive changes in offender attitude and behavior. Appropriate use of authority helps keep probationers accountable for their conditions of probation, which will improve their lives and add to public safety.

The condition of probation imparts rights and responsibilities.

Offenders have the responsibilities of following the Court's orders and of working productively with Probation towards a successful outcome of their supervision term.

Offenders also have rights and Probation fully respects and protects the rights of offenders in our care. Everyone with whom we work is treated with dignity and respect. This is basic, not just because it's decent, but because it **demeans us** to act otherwise. It also serves to build relationships, which is fundamental for fulfilling our mission.

Victims of crime have rights deserving of protection

Successful probation work leads to fewer victims and helps reduce the incidence and impact of crime. Probation commits itself to advocacy for the needs and interests of crime victims.

Probation values restitution, which helps restore those impacted by crime, and encourages offenders to take responsibility for the harm they have caused.

Human beings can change – and Probation has an interest and investment in positive changes. Probation works to promote this change. Probation employees actively pursue those relationships, interactions, and services that facilitate this change, rather than passively await violations or failure. While Probation is a neutral voice in the presentation of facts for the Court, we are not neutral in our hopes/desires for offenders. We recognize we cannot force offenders to be successful, nor can we create change by ourselves; but Probation works for this outcome, and ultimately we prefer that probationers successfully reintegrate into the community, rather than fail, with subsequent detention and return to Court.

Probation employees' relationships with offenders are a critical tool in helping offenders succeed. Our work also consists of identifying, facilitating and coordinating those community and government services and programs that best afford offenders an opportunity for positive development.

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Probation is appropriate for some, but not all, offenders.

Not all offenders have the same willingness or capacity to benefit from measures designed to facilitate law-abiding behavior.

Where public safety is not jeopardized, the community and most offenders are best served through community-based correctional programs.

Intervention in an offender's life should be limited to the extent necessary to protect society and promote law-abiding behavior.

Probation must be proactive in helping determine and manage an offender's level of risk; therefore, validated assessments - initially and ongoing - are necessary to determine the appropriate level of supervision at each phase for each offender.

Incarceration can be an appropriate component of a Probation program.

However, incarceration may be destructive, and should be imposed only when necessary. Appropriate usage includes community protection, and to emphasize the consequences of criminal behavior, and thus effect constructive behavioral change.

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C. The Current Inmate Population

This analysis shows the specific attributes of the jail population in terms of demographics, criminal offenses, and legal status. These data will begin to highlight those inmate populations that are occupying the largest number of jail beds in the County’s jail system.

Table 4 shows the basic demographics of the current County of Sonoma inmate population as of January 20, 2015 – the most recent data snapshot of the County of Sonoma jail population. Similar to most jail systems the population is disproportionately male (85 percent) and young (54 percent age 34 or younger). Nine percent of the jail population is black, while only 2 percent of the metropolitan population is black⁵.

Table 4. Demographics of January 20, 2015 Snapshot of Sonoma Jail Population

Demographic	N=1,029	% of Jail Population	% of Metropolitan Area
Gender			
Female	155	15%	50.9%
Male	874	85%	49.1%
Race			
Asian	13	1.2%	4.1%
American Indian	17	1.7%	2.2%
Black	95	9.2%	1.9%
Hispanic	256	24.9%	25.9%
White	633	61.5%	65.1%
Other	15	1.5%	0.8%
Current Age			
Under 18	0	0.0%	20.9%
18-24	190	18.5%	9.3%
25-34	368	35.8%	12.9%
35-44	234	22.7%	12.1%
45+	237	23.0%	44.8%

Source: Sonoma Jail Snapshot File 1/20/15 and <http://quickfacts.census.gov/qfd/states/06/06097.html>

Table 5 examines the jail population by key legal statuses. As shown in the table, the two largest “legal status” groups are the sentenced and unsentenced inmates. The largest groups of offenders within this cohort are those charged with felony level crimes, which make up 84.8 percent of the unsentenced population.

⁵ U.S. Census: <http://quickfacts.census.gov/qfd/states/06/06097.html>

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Table 5. Legal Statuses of the Current Sonoma Jail Population as of January 20, 2015 Snapshot

Legal Status	N	%	Average LOS (days)	Number w/ LOS over 7 days
Unsentenced	503	48.9	90	390
Felony	427	41.5	103	358
Misdemeanor	76	7.4	19	32
Sentenced	496	48.2	136	471
Felon per 1170H	99	9.6	299	99
Felon-Prison Suspended	5	0.5	98	5
Felon	208	20.2	116	201
Misdemeanor	161	15.6	63	143
Rehabilitation	23	2.2	127	23
Parole/Probation Hold	2	0.2	4	0
Other	28	2.7	38	13
Civil Only	2	0.2	3	0
En Route – No Local Charges	4	0.4	29	1
PRCS Hold	20	1.9	31	11
Unknown	2	0.2	169	1
Total All Detained	1,029	100.0	111	874

Source: County of Sonoma Jail Snapshot File 1/20/15

Table 5 also shows the average number of days each group has been in custody thus far. We have also added a column that indicates how many of each group has been in custody for more than 7 days. The time in custody (or length of stay or LOS) is also a direct measure of how long people are being incarcerated. Of note here is the relatively large group of sentenced misdemeanants (161) in the population with an extended average length of stay (63 days). The majority of people currently in custody have been in custody for more than 7 days which means they were not able to gain quick releases either via bail, bond surety or other forms of non-financial pretrial release.

Table 6 shows the most serious charge for the total jail population by the primary charge the defendant is facing in court. A large percent of the offender population is charged with a non-violent crime (34 percent) followed by violent crimes (23 percent) and drug crimes (18 percent). There is also a large percent of offenders (20 percent) with missing/unknown primary charges.

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Table 6. Sonoma County Jail Population by Most Serious Charge as of January 20, 2015 Snapshot

Charge	Jan. 2015	
	N=1,029	%
Violent	235	23%
Murder	9	1%
Sex	30	3%
Assault/Battery	93	9%
Robbery	23	2%
Other violent	80	8%
Drugs	182	18%
Drug sale	67	7%
Drug possession	115	11%
Weapons	28	3%
Non-Violent	352	34%
Burglary	49	5%
DUI	72	7%
Theft/Fraud/Forgery	113	11%
Traffic	10	1%
Other property	28	3%
Other non-violent	80	8%
Probation/Parole Violation	31	3%
Probation violation	18	2%
Parole violation	13	1%
Missing/Unknown	201	20%

Source: County of Sonoma Jail Snapshot File 1/20/15

Proposition 47 (Reduced Penalties for Some Crimes Initiative) was placed on the California ballot and approved on November 4, 2014. This measure reduces the classification of many non-serious and nonviolent property and drug crimes from a felony to a misdemeanor⁶. Therefore, an additional analysis was conducted to determine the effect of this measure on Sonoma County jail populations. A comparison was made using additional jail population snapshots from November 1, 2014 and March 1, 2015. Since the passage of Proposition 47 both the number of felony bookings and those charged with a felony with a LOS greater than 7 days have decreased.

Table 7 contains legal status information for offenders housed in Sonoma County Jails on November 1, 2014 and March 1, 2015. Overall, the jail population dropped by 11.3% during the time period studied. The greatest drops were in the Sentenced Felon per 1170H, Sentenced Felon, Sentenced to Rehabilitation and PRCS hold categories. Conversely, there was a slight increase in the number of

⁶ <http://www.voterguide.sos.ca.gov/en/propositions/47/title-summary.htm>

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inmates charged with a Misdemeanor, which tracks well with the changes implemented due to the passage of Proposition 47.

Table 7. Comparison of Change in Legal Status for Sonoma County Jail Populations

Nov 1, 2014 and March 1, 2015 Snapshots

	November	March	November to March
Legal Status	N	N	Percent Change
Unsentenced	548	496	-9.5%
Felony Charge	476	432	-9.2%
Misdemeanor Charge	72	64	-11.1%
Sentenced	603	524	-13.1%
Felon per 1170H	132	98	-25.8%
Felon-Prison Suspended	5	5	0.0%
Felon	261	210	-19.5%
Misdemeanor	181	197	8.8%
Rehabilitation	24	14	-41.7%
Parole/Probation Hold	3	4	33.3%
Other	46	40	-13.0%
Civil Only	2	3	50.0%
Enroute - No Local Charges	7	8	14.3%
PRCS Hold	36	23	-36.1%
Unknown	1	6	500.0%
Total All Detained	1,200	1,064	-11.3%

Source: County of Sonoma Jail Snapshot File 11/01/14 and 03/01/15

Within Table 8, one can see the effect of Proposition 47 on the length of stay for those detained in Sonoma County jails. Not only have the numbers of those charged with felonies decreased, but the number of those charged with a felony and with a LOS greater than 7 days has also decreased. The number of those charged with misdemeanors has remained relatively stable, although the average LOS has increased by 7 days. These tables provide a preliminary view into the positive effect that Proposition 47 may have on the Sonoma County jail system, as all of the above indicate a decrease in LOS for felony inmates.

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Table 8. Comparison of Length of Stay Changes for Sonoma County Jail Populations

Nov 1, 2014 and March 1, 2015 Snapshots

Legal Status	November				March			
	N	%	Average LOS (days)	Number w/ LOS over 7 days	N	%	Average LOS (days)	Number w/ LOS over 7 days
Felony	874	72.8%	121	800	745	70.0%	128	662
Misdemeanor	253	21.1%	39	195	261	24.5%	50	191
All Other	73	6.1%	57	58	58	5.5%	48	36
Total Detained	1,200	100.0%	100	1,053	1,064	100.0%	104	889

Source: County of Sonoma Jail Snapshot File 11/01/14 and 03/01/15

The pre and post Prop 47 analysis suggests that there has been a modest decline in the overall jail population (approximately 136 inmates). Part of the reason for the modest effects is that prior to Prop 47, Sonoma County had a relatively few number of inmates who were charged and or convicted for only one of the six primary offenses that were altered by Prop 47. Our review of the inmate population both prior to and after Prop 47 passed show that a large proportion of these inmates have other pending charges that would negate the inmate’s legal status as a misdemeanor.

It is also likely that most of the effects of Prop 47 have been fully felt. With a LOS of only a few weeks, virtually all pretrial admissions and those who were sentenced to local jail sentences have either been diverted or re-sentenced.

Length of Stay and Methods of Release

The next level of analysis focuses on changes in the length of stay (LOS) for persons released from the Sonoma County jail system. Table 9 shows the number of releases for 2014 as well as the number of individual people within those releases. There were 18,455 jail releases in 2014 but these were produced by 11,984 people. There are a significant number of people (3,517) who have multiple jail admissions and releases in a given year. There were 655 people who produced four or more releases in 2014.

Table 9. Summary of Sonoma County Releases and People Released-2014

Release Statistics	2014	
	Releases	%
Total Releases	18,455	100%
Total People Released	11,984	65%

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Release Statistics	2014	
	Releases	%
Persons released once	8,467	71%
Persons released twice	2,147	18%
Persons released three times	715	6%
Persons released four or more times	655	6%

Source: County of Sonoma Jail Release File

Table 10 shows the method of release as recorded by the Sonoma County jail system. The overall length of stay for all releases in 2014 was 23.5 days. The shortest LOS is for people who are cited out 849B1 (insufficient evidence to hold), 849B2 (intoxication), BPR Citation, insufficient probable cause, or post some form of bail/bond.

Inmates that spend the longest period of time in custody are eventually transferred to the custody of the state's DOC (156 days) or are being released to an "other agency" (197 days). These are inmates who eventually receive a prison term or are returned to the custody of the DOC's probation and parole division. There is also a large group for whom the method of release is "Time Served" which reflects 26% of all releases, has a LOS of 48 days and occupies half of the jail beds. These releases are people who are convicted and are released at the time of sentencing or sometime thereafter. Inmates transferred to the DOC, to another agency, or who are released with "time served" occupy 85 percent of the jail population.

Table 10. Releases Cohorts by Release Type

Method of Release	2014			
	Releases	%	LOS (days)	Beds
Total Releases	18,455	100%	23.5	1,187.4
Bail/Bond	6,083	33%	1.6	26.8
Citation	2,793	15%	0.7	5.3
Discharged/Dismissed	632	3%	12.1	21.0
Released on Own Recognizance	330	2%	20.7	18.7
Release to other Agency/Court	1,523	8%	91.2	380.5
Domestic Violence Court	13	0%	8.0	0.3
DUI Court Release	65	0%	3.9	0.7
Enroute to State Prison	281	2%	203.4	156.5
F.A.C.T. Program	16	0%	117.2	5.1
Release to ICE	57	0%	136.1	21.2
Release to other Agency	1,091	6%	65.8	196.5

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Method of Release	2014			
	Releases	%	LOS (days)	Beds
PC1210 / Drug Court	493	3%	8.3	11.2
Release to Probation	862	5%	14.8	34.9
Mandatory Supervision	7	0%	159.5	3.1
Probation/Cond Sentence	488	3%	16.9	22.6
Sentence Stayed	367	2%	9.3	9.3
Supervised Pretrial	569	3%	13.6	21.1
Release w/Court Conditions	320	2%	11.4	10.0
Supervised OR	249	1%	16.4	11.2
Time Served	4,836	26%	47.7	630.9
Credit for Time Served	738	4%	28.5	57.6
Time Served	4,067	22%	50.7	564.5
Modification - Time Served	31	0%	106.1	9.0
4024.1-Early Release	272	2%	48.9	36.4
Other	62	0%	13.7	2.3
849B1	9	0%	0.1	0.0
849B2	27	0%	0.3	0.0
Acquitted	4	0%	55.4	0.6
Deceased	4	0%	18.2	0.2
Escape	4	0%	64.9	0.7
Weekender No Show	14	0%	20.5	0.8

Source: County of Sonoma Jail Release File

Table 11 shows 2014 releases by legal status, as reported by the County's data system. The largest number of releases is the pretrial releases who have a very short LOS and occupy only an estimated 140 beds. Conversely sentenced felons and sentenced misdemeanors occupy the most beds

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Table 11. 2014 Releases by Legal Status at Release

Legal Status	Releases	%	LOS (days)	Beds
Total Releases	18,455	100.0%	23.5	1187.4
Parole/Probation Hold	99	0.5%	12.9	3.5
PRCS Hold	232	1.3%	29	18.4
Sent Felon Per 1170H	215	1.2%	329.9	194.2
Sent Felon-Prison Suspended	21	0.1%	164.2	9.4
Sentenced Felon	2,093	11.3%	94.9	543.8
Sentenced Misdemeanor	3,716	20.1%	23.5	239.0
Sentenced to Rehabilitation	462	2.5%	33.7	42.6
State Prisoner	2	0.0%	20.7	0.1
Pretrial/Other	11,615	62.9%	4.4	139.9

Source: County of Sonoma Jail Release File

California Comparison

There are a number of attributes that set aside Sonoma from the rest of California. In terms of demographics, while the County is growing, the population is disproportionately older and more white than the statewide demographic. County population growth is primarily in older age groups. The crime rate is nearly one third lower than the California crime rate. While the overall adult arrest rate is slightly higher than the statewide average, the incarceration rate per 1,000 adult arrests is 9 percent below the California overall rate. Table 12 summarizes these data.

Table 12. Key Comparisons on Crime, Arrests and Incarceration

California and Sonoma - 2013

Attribute	Sonoma	California
Population	500,292	38,802,500
Adult Population	395,730	29,528,703
Persons 65 years and older	16%	13%
Percent White	65%	39%
Crime Rate		
Violent Crime	1,782	151,634
Property	8,218	1,018,333
Arson	69	7,446
Total	10,069	1,177,413
Rate Per 100,000 Population	2,013	3,034
Adult Arrests		
Felonies	4,963	411,929
Misdemeanors	9,679	696,670

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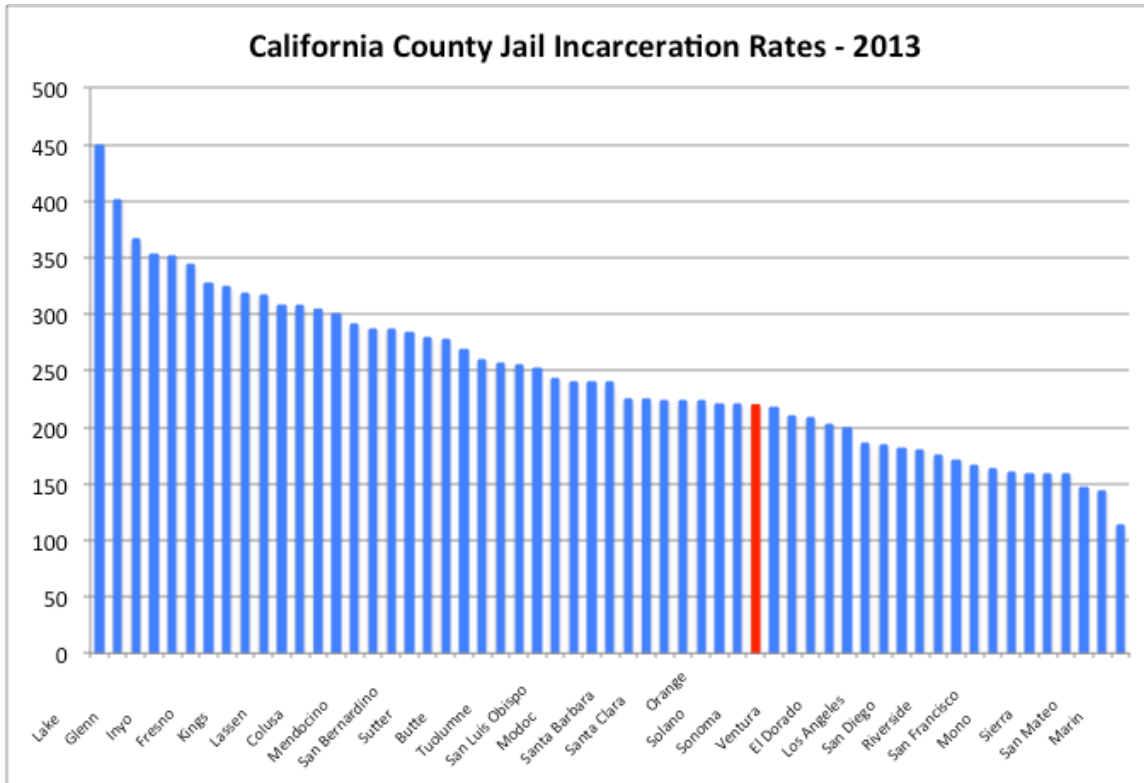
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Attribute	Sonoma	California
Total	14,642	1,108,599
Adult Arrest Rate	2,927	2,857
Jail Population	993	82,825
Pretrial	50%	62%
Sentenced	50%	38%
Incarceration Rates		
Per 100,000 adult population	198	213
Per 1,000 Reported Crimes	99	70
Per 1,000 Adult Arrests	68	75

Consistent with its low crime and arrest rates, Sonoma’s incarceration rate is well below the state’s overall rate.

Sonoma County’s incarceration rate of 198 per 100,000 is below the California statewide average of 213 and well below the national average of 231⁷. The jail population has much higher proportion of sentenced inmates that the statewide average. Figure 1 shows how Sonoma County compares with a range of other California counties.

Figure 1. California County Incarceration Rates – 2013



⁷ Todd D. Minton and Daniela Golinelli, August 12, 2014. *Jail Inmates at Midyear 2013 - Statistical Tables* Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

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D. The Classification System

Classification requirements used to classify inmates and those used to identify the risk of re-offense and criminogenic needs are very different. While one serves to guide staff in determining the safest way to house and manage inmates, the other serves to guide the court in sentencing options and custody alternatives, and the Sheriff's Office and Probation Department in effective interventions and programming. Each classification option has value to the involved agencies and the inmate/offender.

Inmate classification is paramount to the successful management of inmate behavior. When the Main Adult Detention Facility opened its doors in October 1991, inmates were classified using a behavior-based classification model modified from a validated classification system. The system had been used primarily in the Federal Bureau of Prisons, where the philosophical direction for direct supervision was originated.

This system was not used by any other county jail and was modified over time to accommodate the increasing number of changes in the inmate population. Within the system general population inmates were all treated the same in the scoring mechanism, causing an ever increasing number of overrides for inmate exception and resulting in changes to other classification categories. Because at the outset inmates of opposing gangs were expected to live together in the same housing units, putting the direct supervision principles into practice, limited emphasis was placed on gang membership in determining classification status. For a number of years, gang members belonging to opposing gangs were able to co-exist in the same housing units.

However, increasing levels of violence between gang members and growing numbers of classification overrides prompted the Detention Division to reevaluate the use of a behavior-based classification system. This evaluation resulted in the development of an objective classification system and the abandonment of the behavior-based classification system.

Objective Classification System

The classification function within the Sonoma County Jail is managed by a Classification Sergeant with the assistance of assigned staff. The classification officers are responsible for conducting risk assessments on all inmates utilizing the "Primary Classification Decision Tree."

The classification process utilizes all the information made available through the review of the individual and his/her legal status obtained during the booking and intake process. Any information available from prior commitments and contacts with the Jail, the courts, probation services, and the Sheriff's Department is also utilized. Classification Officers review all available information including present charges, history of in-custody behavior, gang affiliation, criminal history, medical and mental health status, etc. Special emphasis is placed on prior felony convictions and behavioral history during prior and present confinements.

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Any documented alerts that need to be considered in making housing placement decisions are also noted during the review process. These include outstanding warrants or holds, gang affiliation, the need to keep the inmate separate from other individuals or groups housed in the jail, and history of violence, history of weapon or drug possession while in confinement, and any escape history.

The process includes identifying and recording any specific needs that the inmate may have while confined. These include medical, mental health, suicide concerns, possible victimization issues, and any special housing needs due to disability, age, or other factors.

Additionally the process identifies the primary risk factors that may impact security placement within the jail. These include the following issues:

- Current Felony Charge that includes assaultive or sexual offenses; These include arson, assault, car-jacking, shootings, escape, home invasion, kidnapping, murder, rape, etc.
- Behavior problems that should result in an alert including prison gang validation, segregation placement, etc.
- Prior Felony Conviction of an assaultive or sexual nature.
- Escape history from a secure facility.
- Problematic behavior history.

The information gathered through this review is then incorporated into the classification decision tree process. This analysis combines the case assessment information, the needs designation, and the risk assessment to generate a custody classification level. The primary custody levels are minimum, medium, and maximum as is normal in most systems. Within each custody level are classification levels that reflect specific needs and risks of the inmate. These include medical, mental health, protective custody, etc.

Table 13 summarizes the classification distribution of the population in November 2014 and a more recent view completed in March 2015.

Table 13. Jail Population Classification Profile

Classification Level	March 1, 2015		November 1, 2014	
	Count	Percentage	Count	Percentage
Unclassified	23	2%	33	3%
Minimum	410	39%	477	40%
Min Z*	135	13%	154	13%
Medium	111	10%	103	9%
Max	87	8%	92	8%
Protective Custody	108	10%	136	11%
Mental Health	107	10%	116	10%
Segregation	71	7%	70	6%
Other	12	1%	19	2%

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Classification Level	March 1, 2015		November 1, 2014	
Totals	1,064	100%	1,200	100%

*Minimum security inmates monitored for potential mental health issues

The classification and custody decision are reviewed by staff every 90 days or as circumstances indicate a review is necessary such as change in judicial standing. Inmates in maximum custody or reviewed every 30 days while those placed in administrative segregation are reviewed every 14 days.

Static Risk Offender Needs Guide (STRONG)

The Probation Department has implemented the use of STRONG, an evidence-based, risk/needs assessment, and case planning system. This system identifies the risk level of offenders and their criminogenic needs, and is a foundational piece of the principles of evidence-based practices. The use of this instrument helps the Probation Department accomplish four basic objectives:

1. Determine an offender’s level of risk for re-offending as a way to target resources to higher-risk offenders.
2. Identify the risk and protective factors linked to criminal behavior so that the rehabilitative effort can be tailored to address the offender’s unique assessment profile.
3. Develop an automated case management plan focused on reducing risk factors and increasing protective factors.
4. Allow managers to determine if targeted factors change as a result of the court’s intervention.

The STRONG enables Department staff to reduce recidivism by helping offenders under their supervision increase personal accountability and make positive changes in attitudes and behavior, thereby enhancing public safety and forwarding the Department’s mission and goals.

Plans are being made to train correctional deputies to administer the STRONG. Once in place, the results, available to both jail and probation staff, will inform the decisions made about treatment recommendations, educational needs, and housing alternatives.

Sonoma Pretrial Risk Assessment Tool (SPRAT)

Once a defendant is booked into the Sonoma County Jail, Sheriff’s staff scores the defendant’s pretrial risk on the Sonoma Pretrial Risk Assessment Tool (SPRAT). The instrument was designed to allow jail and probation staff who perform the pretrial services’ function, and judges, prosecutors, and defense attorneys who are involved in the bail decision, to statistically and more accurately determine defendants’ risk to public safety and for not appearing in court if released.

The SPRAT identifies which factors are statistically related to pretrial misconduct for defendants processed

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through the local Sonoma County courts. The SPRAT's Public Safety Rate is defined as the likelihood that a defendant will have no new arrests that result in a booking into the Sonoma County Jail during pretrial release. The Court Appearance Rate is defined as the likelihood that a defendant will make all of his/her court appearances during pretrial release.

The defendant's score places him/her into one of four risk categories, as described in the following table:

Table 14. SPRAT Scoring Matrix

Risk Category	Risk Score Range	Public Safety Rate	Court Appearance Rate
1 (lower risk)	-11 to -4	97%	98%
2	-3 to -1	91%	95%
3	0 to 3	77%	90%
4 (higher risk)	4 to 11	57%	91%

Prior to the first appearance in court before a judicial officer, jail staff will prepare a Pretrial Risk Assessment & Recommendation which includes the results of the SPRAT evaluation for defendants who remain in custody. In the Pretrial Risk Assessment & Recommendation report, staff will indicate the presumptive type and non-financial conditions of release.

The development of an empirically-based pretrial risk assessment tool for Sonoma County is similar to several similar initiatives across the country. These projects have recently occurred in response to justice system officials' demand for more evidence-based and cost-effective policies and practices. This demand has been met in part through the development of pretrial risk assessment instruments for the Federal Court system, statewide systems of Virginia, Ohio, Kentucky, Colorado, and Florida, and at the local level, for counties Santa Clara County, California. The program used by all of these jurisdictions is generally consistent with program design of Sonoma's Pretrial program.

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E. Program Needs

Based on extensive assessment and planning, the county has developed a robust array of programs that provide services and support to offenders in custody, as they transition back to the community.

In-Custody Programs

Programs provided for inmates within County detention facilities are managed by a program team consisting of an Inmate Services Coordinator (who holds the rank of sergeant), a full-time deputy, and two part-time deputies. The two part-time deputies have other responsibilities in addition to working on program services. This team is responsible for managing programming in the institutions, which includes handling logistics internally and with outside vendors that provide services. One of their responsibilities is to inform inmates of programming opportunities and scheduling the place and time for programs. The team is also responsible for assessing programmatic needs and planning for programs.

REACT. The MADF has one designated program services housing unit, the Rehabilitation, Education and Community Transition unit (REACT). The objective of the REACT unit is to provide services to female inmates that are at high and moderate risk to reoffend. Programming occurs within four distinct areas: Cognitive Based Programming, Drug/Alcohol services, Job Skills and Reentry preparation. Educational programming is also provided. The REACT unit is intended to provide a structured approach to program operations. Inmates are expected to adhere to the program schedule and attendance is mandatory. The programming takes place in A Module and services are provided to female inmates only.

Programming at REACT includes the Starting Point drug treatment program, which has an average daily population of 60 inmates. The inmates reside in the same unit and participate in group therapy throughout the day led by a Starting Point counselor. At the NCDF, a REACT unit has not yet been activated, although Unit 101 houses inmates involved in the Starting Point program.

Starting Point. The Starting Point Program is operated by Department of Health Services clinical staff assigned to the jail facilities. The program is designed for inmates to participate in various classes inside the jail with a goal of being placed in community-based treatment, once they have completed program requirements. Each of the program staff members possesses clinical certifications.

Program participation design or dosage requirements call for high-risk inmates to receive 260 hours of treatment, moderate risk inmates receive 160 hours of treatment, and 100 hours of treatment is provided for low risk inmates. The program was originally a 90 day program; however, the program was changed to an open entry model because of the high level of population turnover that takes place in jail. Programming is ongoing and entry into the program is continuous. This requires the inmates to participate in classes based on the phase they are in. It is incumbent on the inmates to ensure that they participate in the appropriate sessions/classes consistent with the level or phase that they have reached. The level of participation or dosage requirements noted above are not tracked by program personnel and the inmate is required to carry a "Scorecard", which lists the sessions the inmate has attended and this can be reviewed

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by program personnel to ensure that the inmate has followed curriculum requirements. The modality of treatment is consistent with a cognitive behavioral therapy design developed by the University of Cincinnati and is considered to be evidence-based. Class offerings at the MADF are 17.5 hours of classes per week for the female inmates, and at the NCDF 33.5 hours of classes are provided.

Program data provided for a two year period beginning January 1, 2013 and ending December 31, 2014 illustrates the level of inmate participation in Starting Point:

- A total of 968 inmates participated in the program during this two year time period;
- Of those, 860 distinct individuals participated in the program and 108 inmates had been previously enrolled;
- 851 inmates terminated their involvement in the program; and
- 920 inmates entered the program during this period, of those, 637 new inmates entered the program for the first time.

Recidivism data for the program is also tracked. During the 24 month period between January 1, 2013 and December 31, 2014, 46 percent of all released Starting Point program participants were rearrested at least once. When factoring out those inmates that were rearrested without new charges, the recidivism rate for the two-year period is 21 percent.

In-Custody Mental Health Services. Mental health treatment at the MADF is provided by the Behavioral Health Division of the Sonoma County Department of Health Services. The MADF has two modules that house inmates that have been diagnosed and are being treated for mental health issues. The Mental Health unit contains 32 beds and houses both male and female prisoners that are seriously mentally ill. Within that unit, there are two safety cells used for housing prisoners that present a danger to themselves. Additional inpatient mental health services are provided to offenders housed in F-Module and C-Module.

The MADF was originally designed to house a limited number of mentally ill inmates in a small housing unit module. However, Behavioral Health staff report that approximately 17% of the population has been diagnosed with a mental illness that requires observation, treatment, and special housing. That equates to well over 100 inmates in need of special housing and services. Overall, approximately 400 inmates throughout the facility receive some form of mental health services, which constitutes 37% of the overall population.

Mental Health staff are involved in intake screening of offenders entering the jail. A mental health screening instrument is utilized to identify those that require follow-up assessment and care, those who potential suicidal tendencies, and those who need immediate intervention. Offenders can be placed in safety and observation cells in the intake area or moved directly to one of the mental health modules for further observation and assessment.

The mental health staff uses Internal Behavior Codes (IBC) to classify and identify inmates requiring mental

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health treatment:

Level E: Those with high disposition for violent behavior and who require restraints:

Level D: No restraints required and can be managed and treated in small group settings:

Level C: Not considered a behavior problem:

Level B: Mental health issues but no behavioral issues:

Level A: Behavior is normal and can function within a general population setting;

Level Z: Offenders are being monitored and tracked while housed in general population.

Table 15 shows a snapshot of the distribution of the mental health population at the MADF.

Table 15. Mental Health Inmates by Module and IBC Code, April 8, 2015

Housing Unit	A	B	C	D	E	Z
MH				8	19	
C	14		36			
F	2		21	19	6	
R			1	4	1	11
A						34
B						15
D						9
E						21
G						22
H						17
J						26
M LSP						15
101						29
501						7
502						8
Total	16	0	58	31	26	214

As noted, the seriously mental ill are housed in the Mental Health Module which has 32 cells and 2 safety/observation cells. The unit houses both male and female offenders. Offenders are closely monitored at all times by both mental health staff and custody staff. Treatment is provided either individually or in small group settings. Offenders in this unit are considered chronic or acutely mentally ill.

F-Module is a step down unit that houses those who have been stabilized and who are normally on

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medication. Activities in this unit occur in small group settings. C-Module houses those who are stable and can participate in group programming but are not prepared for movement to general population.

The design of contemporary special housing for seriously mentally ill inmates typically allows for small group congregate activity or individual recreation separated by security barriers, and also providing for the observation of inmates while they are in their cells through camera views or large vision panels in the cell doors. In a number of these special units, counseling offices and nursing stations can be found. The MADF general population units have one single large recreation area, which is not suitable for recreating seriously mentally ill inmates, as they can be anti-social and violent. Modifications to these units have been made to accommodate the special population. However, the modifications made are not adequate or commensurate with generally accepted practice to accommodate this special population of offenders. Many of the converted special housing cells are also not equipped with cameras or doors with vision panels that allow for adequate observation. Additional barriers have been constructed in housing units that allow for compartmentalizing inmates to enhance recreational opportunities, while ensuring the inmates are separated from one another. Again, these measures are being taken because of the operational necessity, in spite of the limitations of the original design.

Competency Restoration: The Competency Restoration program provides services for those who have been judged incompetent to stand trial due to the fact that they do not understand the nature of the charges against them due to a mental disorder. This includes both felon and misdemeanor offenders.

As a protection of their constitutional rights, each offender has the right to be both physically and mentally present in court. California State law provides that if a defendant is unable to understand the criminal proceedings or to assist an attorney in preparing a defense due to a mental disorder the a delay in the legal proceedings will be granted until the offender is deemed competent to stand trial or participate in the legal proceedings involving his/her offense. In practical terms, this can lead to long-term backup of these offenders in the jail system,.

In order to be determined competent the offender must

- Knowledge of the roles of the court personnel;
- Knowledge of the basic pleas and what the plea bargaining process means;
- Knowledge of the facts of the case (charges, allegations, possible sentence);
- Ability to assist the attorney by answering questions to provide them with information;
- Ability to understand the advice of the attorney and to exercise the legal rights and choices.

The judge determines competency and issues a decision to attempt to resolve it which in the case of a felon includes transfer to a state facility to restore the offender's competency. Misdemeanant offenders are normally provided treatment locally by the county mental health providers – in this case the Sonoma County Department of Mental Health.

Currently there are 19 felony offenders that had been determined incompetent and who were waiting for placement in the appropriate state facility (Napa) for completion of restoration treatment services. There is

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a six month waiting period for placement at Napa. There are also 14 misdemeanor offenders housed in the jail who were participating in restoration programs provided by the Behavioral Services staff. The restoration program usually takes a minimum of 1 year to complete but more typically requires 3-4 years to successfully complete.

Statewide, more than 350 mentally incompetent offenders are awaiting transfer to state facilities for treatment. The number of mentally ill and developmentally disabled defendants awaiting transfer to state hospitals at any given time rose to 376 last year from a monthly average of 162 in 2012. As such the problem is not isolated to Sonoma County. In Los Angeles County, more than 100 yet-to-be-tried jail inmates are waiting for state hospital beds. On average, LA County sheriff's officials indicate that offenders wait in jail for 21/2 months after being declared incompetent before they are transferred to state hospitals.⁸

To address this problem, San Bernardino and Riverside counties have launched in-jail treatment programs for a small number of mentally ill felony defendants, although not those who are developmentally disabled. These services are provided by Liberty Healthcare and are funded by the California Department of Healthcare Services. The San Bernardino program statistics indicate that the program has restored 55 percent of participants to competency in residence at the jail with an average length of treatment of 56 days. Nearly 90 percent of program participants were restored to competency in within 90 days. Forty five percent of program participants were transferred to the state hospital with an average time between admission and transfer request of 60 days. In FY 2014, the average length of stay in the jail for inmates requiring competency restoration services was 222 days. Prior to implementation of the program the average length of stay for these inmates prior to transfer was 765 days. Since the inception of the program San Bernardino calculates savings in excess of 93,000 jail bed days. To date 98 percent of certifications have been upheld.⁹

Sonoma County plans to review available options for competency restoration for felony offenders. In-custody programs, such as those established in San Bernardino and Riverside counties provide one model for inmates awaiting placement at a state mental health facility for competency restoration treatment services.

Community Alternatives to Incarceration

Work Release and Supervised Adult Crews (SAC). The SAC program is an alternative to jail for those offenders referred by the courts for possible alternative sentencing after assessment for suitability by the Probation Department. The offenders are allowed to serve their sentence on a day-for-day basis by participating in work crews on their days off from their regular jobs, so as to not interfere with their employment and livelihood. Additionally, probation officers may refer offenders to the program as an intermediate sanction resulting from minor probation violations. This option defers any potential court action or return to custody to the jail for offenders who successfully participate in the program. Offenders

⁸ "Defendants declared mentally incompetent face lengthy delays in jails," Los Angeles Times, April 1, 2015.

⁹ Fillman, Terry, *Restoration of Competency in Jail: A Proven Program That Saves Time and Money*, San Bernardino Department of Health.

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sentenced to less than 60 days in jail are eligible for the program.

The program has an additional component, In-Custody SAC, in which work crews comprised of minimum-security inmates from the NCDF perform landscaping, maintenance and construction tasks for government and not-for-profit agencies.

Over the past 3 fiscal years, 32 offenders on average have consistently participated in the program on a daily basis. Daily program participation information began to be collected in the second quarter of calendar year 2014 by participant categories. The program is more heavily utilized for the probation/work release population with 1,693 days of service provided on average each quarter. The In-Custody group of SAC days of service averaged 954 days of participation each quarter.

Table 16. Days Offenders Participated in Program

Monthly 2014	Work Release	In-Custody
April	617	337
May	584	292
June	646	346
July	543	314
August	614	307
September	538	247
October	521	361
November	526	289
December	492	370

County officials track offender participation in the program and calculate the number of bed days saved on an annualized basis. This computation multiplies the number of saved jail bed days by the average daily cost of incarceration at the NCDF, where they would otherwise be housed. Probation staff estimate that for the past three years an annual average of 7,000 jail bed days have been avoided that would otherwise be incarcerated is not for the SAC jail alternative program. This represents an average daily jail population of 19 offenders.

The SAC work program serves a number of useful purposes. First and foremost offenders provide service to the community, which is consistent with a restorative justice model, where the offender repays society for the illegal behavior they've engaged in. These programs also build self-esteem and aid the offender in developing practical job skills. For those offenders in the probation/work release program it allows the offender to serve a sentence through a work program without adversely affecting their jobs and income.

Day Reporting. Day Reporting Centers are an intermediate sanction alternative to incarceration that provides enhanced community supervision beyond what typical probation can provide. Offenders are required to report to the facility multiple times on a weekly basis to receive supervision and participate in evidence-based programs designed to assist them in adjusting to the community. Additionally, offenders

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with substance abuse histories are chemically tested to ensure that they are drug and alcohol free. DRC's were first established in Great Britain in the 1970s. These programs began to emerge in the United States in the 1980s.

The establishment of a Day Reporting Center (DRC) was one of the major recommendations made in the 2009 Adult Criminal Justice Phase II Master Plan. The program is intended to provide an alternative to incarceration that would reduce jail bed days, as well as provide close supervision and evidence-based programming for offenders placed in the program, either as post-release community supervision (PCRS) placement or for felons placed on probation. The County initially selected an outside vendor, Behavioral Interventions (BI), to manage the Day Reporting Program. The program commenced operations in January 2012 and provided services to approximately 150 offenders per day.

County probation officials became concerned with program operations during the first year of BI operations. A number of administrative issues developed, including questionable hiring practices, a comparatively low pay scale (which affected recruitment of suitable candidates), staff boundary issues and failure to coordinate effectively with system partners, including the Probation Department. Additionally, data provided by the contractor concerning program completion demonstrated that the majority of offenders failed the program and violated conditions of probation. Community Corrections Partnership Officials (CCP), including probation leadership, were concerned that BI was not providing services consistent with their contractual requirements. Furthermore, program completion data suggested that the program was not operating effectively. Efforts made by Department of Probation leadership to have the contractor respond and correct these issues were unsuccessful. As a result, in FY 2014/15 a decision was made to cancel the contract with BI and shift operations to the Probation Department.

Once it was determined that the BI contract was to be terminated, probation officials met and developed a concept paper designed to reengineer the program. Program operations resumed in January 2015 under Probation Department management.

The DRC places emphasis on program core values, which include **Safety, Respect, Having a Say, Positive Achievement, and Care and Concern for Others**, as outlined in the Program Statement. The program is designed to provide an individualized case plan for each offender, which is overseen and managed by the assigned Probation Officer. A team approach is utilized involving DRC staff and community partners. Services include an array of evidence-based treatment programming designed to address the offender's criminogenic needs. Drug testing and regular visits to the center are key elements of the program as well. Programming offered or planned in the future includes the following¹⁰.

- Cognitive Behavioral Intervention (CBI) – Cognitive behavior treatment group for **all** participants, 26 weeks attending 2 sessions per week
- Aggression Replacement Training (ART) – Addresses emotional regulation for those who have an identified need, 30 sessions attending 2 sessions per week

¹⁰ Sonoma County Day Reporting Center, Probation Officer Handbook

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- Seeking Safety – Group addressing trauma/PTSD and substance abuse for those with an identified need, to begin Spring 2015
- Job link Services – Available to all clients with an identified need
- Eligibility Services – Available to all clients with an identified need
- Sonoma County Office of Education – GED preparation, available to all clients with an identified need. These services are funded from the AB109 Formula Grant Program. The cost for FY 13 – 14 was \$43,000. These funds provide instructor supported GED preparation and testing. The budget serves 70 enrollees and allows for 40 GED tests annually.
- Triple P Parenting Group – Available to all clients with an identified need, to begin Spring 2015
- Outpatient Drug Treatment - Modeled after outpatient Drug Medi-Cal programs currently run by the Drug Abuse Alternatives Center and California Human Development.

Transitional Housing. The Probation Department contracts with local transitional housing programs for temporary housing of homeless offenders. These offenders often have little support and are more likely to involve themselves in criminal activity absent the availability of temporary housing as they re-enter the community. Many of these offenders also present with mental health and substance abuse issues in addition to their homelessness, and often require an array of services in order to stabilize them.

This particular program is an important element of the Day Reporting Center program, as many of the suitable offenders for Day Reporting do not have community support from family and friends.

Transitional housing is not a stand-alone rehabilitative program, but provides a needed service in support of other offender management programs. For the homeless offender population in the Day Reporting Program and Probation, transitional housing is an essential element of a sound rehabilitative program. The presence of this resource is an important interim step in reintegrating those offenders into the community while they receive employment assistance, education and treatment. These programs offer an opportunity to slowly reintroduce offenders into the community, while monitoring them for substance abuse and behavioral issues. Once the offender is stabilized with an income and sobriety, they are in a better position to live in the community crime-free.

Substance Abuse Treatment. The Department of Health oversees and manages community based substance abuse treatment services for offenders in the County. Services are provided on an outpatient and residential basis depending on the offender's assessed need. Services are also provided for Narcotic Treatment Program (NTP) for detoxification and methadone maintenance. Services are funded from the General Fund revenues, as well as the AB109 Formula Grant Program. Treatment is contracted through a network of community-based agencies that provide evidence-based substance abuse treatment. Program length ranges from short-term 30 day programs to programs lasting one year or longer.

Overall, there are 124 treatment beds available for offenders.

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Offenders are referred to the programs, either through self-referral, or referral from the courts; District Attorney; or the individual's defense counsel. There are two referral sources available, Department of Health Services staff assigned to Probation and TASC. An AODS Specialist is assigned by the Department of Health Services to the Probation Department to assist with assessments, referrals and case management of offenders realigned to County placement from the state prisons.

TASC provides advocacy, case management, and supervision services for adults currently involved in the criminal justice system and who demonstrate the ability and desire to participate in treatment. TASC services include assessment for inmates in the jail who submit requests for assistance. Treatment assessment and advocacy is provided and coordinated with the Probation Department, the District Attorney's Office and individual's defense counsel. TASC involvement continues with ongoing counseling and case management, as well as with chemical testing to ensure that the offender is drug-free.

TASC focuses on the traditional felony and misdemeanor population, whereas the AODS Specialist referenced above conducts assessments exclusively on AB109 realigned offenders. TASC case managers receive referrals from the offender or probation officers. TASC case managers assess the readiness of the offender to participate in treatment, and conducts risk assessments before recommending treatment. The vast majority of the referrals are for residential treatment.

Electronic Monitoring. Electronic Monitoring (EM) technology is used by the Sonoma County Sheriff's Office and Probation Department and involves both Offender-funded and County-funded program components. While the services are provided under a single vendor contract, the programs are managed independently of each other by staff at the Jail and the Probation Department respectively.

The Sheriff's offender-funded program which was initiated in December 2011 serves low-risk sentenced offenders

Since its inception in December 2011, 1,934 applicants have been screened for electronic monitoring. Of those applicants, 942 inmates have been placed on home confinement in lieu of serving their time in-custody. In 2014 251 offenders were placed on the offender-funded electronic monitoring program.¹¹

The 2014 average daily census on the jail EM program was 21. Offenders had an average stay in the program of 44 days.

Table 17. Sheriff's Dept. 2014 Use of EM

MONTH	WOMEN	MEN	TOTAL
January	13	25	38
February	5	23	28
March	9	8	17
April	8	16	24
May	5	12	17

¹¹ Sonoma County Sheriff's Department, *Electronic Monitoring Program, February 2015.*

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MONTH	WOMEN	MEN	TOTAL
June	5	11	16
July	5	16	21
August	6	16	22
September	3	14	17
October	7	13	20
November	3	11	14
December	5	12	17
TOTAL YEAR	74	177	251

As of March 18, 2015, 977 inmates have participated in the program with a successful completion rate of 95 percent.¹²

Probation EM serves as an intermediate sanction/alternative as well as a tool to enhance public safety by assisting probation officers in monitoring high risk populations in the community. Typically the duration of these enhanced supervision periods is two weeks to 60 days. PC 290 registrants are automatically placed on EM. DUI Court, DV and Pretrial cases also have access to EM services. Other populations currently supervised include: the realigned Post-Release Community Supervision offenders, sex offenders, and gang-involved probationers, as well as members of the general felony probation population. The contractor (presently BI) provides equipment hook-up and initial monitoring of alerts. Sonoma County staff provides the community supervision of these populations. Seventy percent of offenders on EM during probation successfully completed supervision on the technology.

Specialty Courts. Sonoma County is unique in the number of specialty courts established to address the treatment needs of specific types of offenders. These courts provide a means to divert low-risk offenders from incarceration while at the same time establishing and enforcing rigorous treatment programs designed to address the behavioral issues that resulted in their entry into the justice system. An examination of each of the courts follows.

DUI Court. The Sonoma County Superior Court administers the multi-agency collaborative DUI Treatment Court program, which includes enhanced alcohol monitoring through continuous alcohol monitoring devices, weekly judicial reviews, intensive supervision by a Probation Officer, and targeted alcohol treatment services from contracted local providers. An interdisciplinary team comprised of Court staff, local treatment providers, probation professionals, representatives of the District Attorney and Public Defender offices, County treatment experts and judicial officers administer the program.

The concept of the Sonoma County DUI court is to increase the level of accountability of high risk offenders by requiring them to participate in treatment combined with education, judicial scrutiny, testing, and formal supervision. It is expected that these offenders will learn to control their alcohol addiction, become more productive citizens and present a far smaller risk of re-offending. The program is designed to target repeat DUI offenders.

¹² Sonoma County Sheriff's Department, **Inmate Population Summary MADF/NCDF**, March 18, 2015.

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The DUI Court targets both offenders with one or two prior convictions and first-time offenders who exhibit high risk behaviors.

Through collaboration between the Courts and community treatment providers, clients are provided case management and compliance services and alcohol and other drug education in outpatient and residential settings. Participants are monitored by the court system with the dual goals of remaining abstinent from alcohol and other drugs, as well as not driving under the influence.

The program includes an intensive four phase program that includes weekly group and individual sessions with an assigned alcohol and drug counselor. Regular testing is conducted to ensure sobriety and program compliance. In addition, the participant will be expected to attend self-help meetings as well as enroll in a DMV approved SB1344 multiple offender program.

Upon successful completion of the DUI court participants may revert to informal probation. Upon completion of SB1344 programs, participants can request early termination of probation.

Between FY2009-2013, 270 offenders have been placed in the program. In that time 52 were terminated or resigned, 53 were noted as in program as of July 2013 and 165 graduated. Of the 165 graduates, less than 6 percent (9 offenders) were arrested for a subsequent DUI.

Drug Court. The Sonoma County Drug Court Treatment Program was initiated 19 years ago as one of the first court programs nationally to facilitate rigorous treatment programs as an alternative to jail. The program is a collaboration between the justice system and the alcohol and other drug treatment systems. Adults who are arrested for nonviolent offenses and acknowledge that they have a problem with drugs or alcohol are referred to Drug Court. The Drug Court Team reviews all cases for admission to the program with the approval of the Judge. If the client is in custody, they are released, they sign the Drug Court participation agreement, and treatment begins immediately.

Offenders who agree to and are approved for Drug Court programming are typically sentenced to a sentence of 2 year on probation. The Drug Court program is a minimum twelve-month program and is based on intensive outpatient and residential community treatment services combined with frequent court supervision designed to support positive behavioral change. Program capacity is 80 participants.

Domestic Violence Court. The Sonoma County Domestic Violence Court began operation in July 1998. The court was a collaborative effort of the District Attorney's Office, Public Defender's Office, Probation Department, the Sheriff's Office, and the Courts. The goal is early resolution of domestic violence cases, and to ensure compliance with the conditions of probation, which includes counseling. The majority of defendants come before the Court in custody and case resolution can take place in as little as three days. Typically, upon case resolution, the defendant is released from custody on a grant of probation that includes a 52- week batterers counseling program. Participation requires offender co-pays for the batterers program and self-pay for other treatment components. Offenders selected for the program are typically placed on term of 3 year probation. During the first twelve to eighteen months an offender is supervised, they are required to appear before the court for review on a regular basis and participate in statutorily-mandated 52 week batterer's intervention program. Supervising officers prepare reports for these court

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reviews.

Mental Health Court. Sonoma County's Forensic Assertive Community Treatment (F.A.C.T.) is a multidisciplinary/multi-agency program that provides intensive mental health case management and probation supervision to eligible offenders. An offender can be identified and referred for evaluation at any stage of the criminal proceedings. The goal of the program is to identify offenders with serious mental health needs and remove them from jail to a community setting where they can better access treatment resources.

The F.A.C.T. team conducts a comprehensive evaluation of each offender. If the team finds the defendant eligible for the program the court and attorneys must agree to participation in the program if part of a negotiated plea. If there is no negotiated plea, and the charged conduct does not exclude the offender, the court retains its discretion to direct the defendant to participate in F.A.C.T. If ordered to participate in F.A.C.T. the offender is required to follow all conditions of the F.A.C.T. program.

The F.A.C.T. caseload is limited to 50 participants.

Completion of the F.A.C.T. program is achieved after three years of satisfactory compliance with probation as determined by the F.A.C.T. team.

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F. Population Analysis

This chapter updates current trends and population projections for the Sonoma County detention system. The analysis is designed to keep the County fully informed on those trends that will influence the future size of the Sonoma County inmate population. The analysis provides a baseline projection of future detention capacity needs given current justice system policies. Alternative scenarios that would further lower the Sonoma County Jail population based on alternative policy scenarios can be produced based on policy direction by the County officials.

Crime Trends

Understanding the specific challenges faced by a local justice system begins with an assessment of demographics, crime rates and arrest trends which directly impact the size of the jail population.

Figure 2 contains total population projections for Sonoma County from 2010-2060. This figure indicates that the population of Sonoma County is expected to increase by 176,085 persons from 2010 to 2060. In total, the population is expected to increase by 36 percent during the selected time frame. Additionally, Sonoma County will see a steady increase in the percentage of older adults residing within the community. The expected percent change from 2010 to 2060 is 102 percent for ages 65-74, 141 percent for ages 75-84, and 157 percent for ages 85+¹³.

However, the male so called “at risk” for incarceration group (males between the ages of 18 and 45) is actually projected to increase much slower than the population of older adults (Figure 1), which is consistent with the state and national trends of an aging population. As the population becomes increasingly older, it is expected that there will be a natural suppression of crime rates since there is a correlation between age structure and crime rates. These trends are positive relative to crime rates and thus the need for criminal justice resources.

With regards to race/ethnicity changes in Sonoma County, the greatest increases are expected to be within the Asian (246 percent), Multi-Race (167 percent), Hispanic (119 percent), and American Indian (64 percent) racial/ethnic groups. Additionally, the number of Native Hawaiian and other Pacific Islands residents is expected to remain flat, while both Black (-13 percent) and White (-11 percent) are expected to moderately decrease from 2010 to 2060¹⁴. Both the county’s crime rate and adult arrests have been declining.

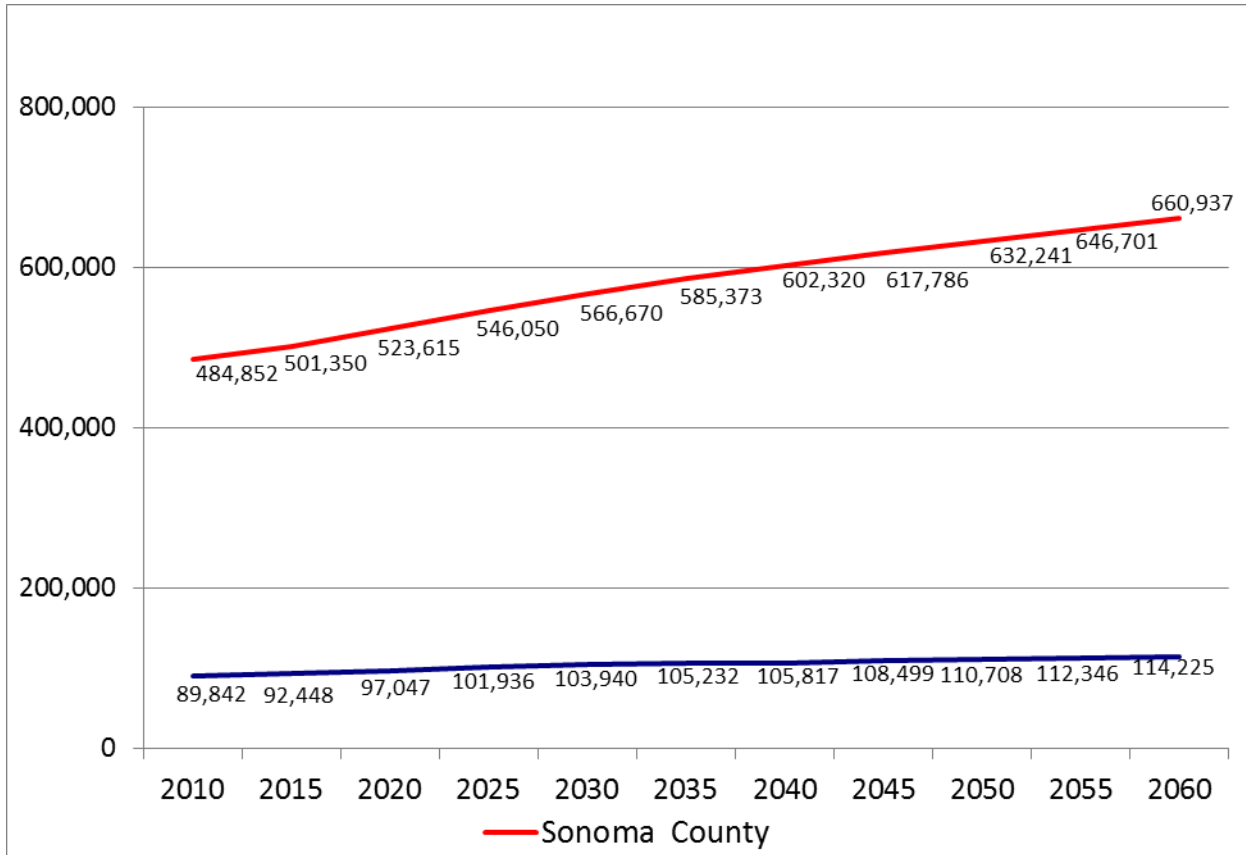
¹³ Source <http://www.dof.ca.gov/research/demographic/reports/projections/P-1/>

¹⁴ Source <http://www.dof.ca.gov/research/demographic/reports/projections/P-1/>

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Figure 2. Sonoma County Total Population and Males 18-45 Projection 2010-2060



In terms of reported crime there has been a relatively stable decline in reported crime between 2004 and 2013 (Figure 3 and Table 18). The total number of reported crimes decreased in 2013 primarily due to a decrease in property type crimes. Part of the decrease may be related to a continued “aging-out” of the Sonoma County population. In terms of crime rates per 100,000 the rate has generally declined since 2004. Additionally, the reported crime as percent of population has decreased and remained relatively stable since 2007.

The decline in the crime rate is not unique to Sonoma County both in California and elsewhere. As shown in Table 18, Sonoma’s decline is consistent with the statewide decline which actually began in the mid 1990’s. California’s crime rate today is at the level that existed in the 1960s when the state’s prison population was only 20,000 inmates. Significantly, Sonoma’s crime rate is well below that of the low state rate (2,020 per 100,000 versus the state rate of 3,062 per 100,000). As a percentage of the county population about 2 percent of the population reports a crime to police each year and the vast majority of those crimes are property (burglary and more frequently larceny-theft).

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Figure 3. Sonoma County Reported Crimes 2004 - 2013

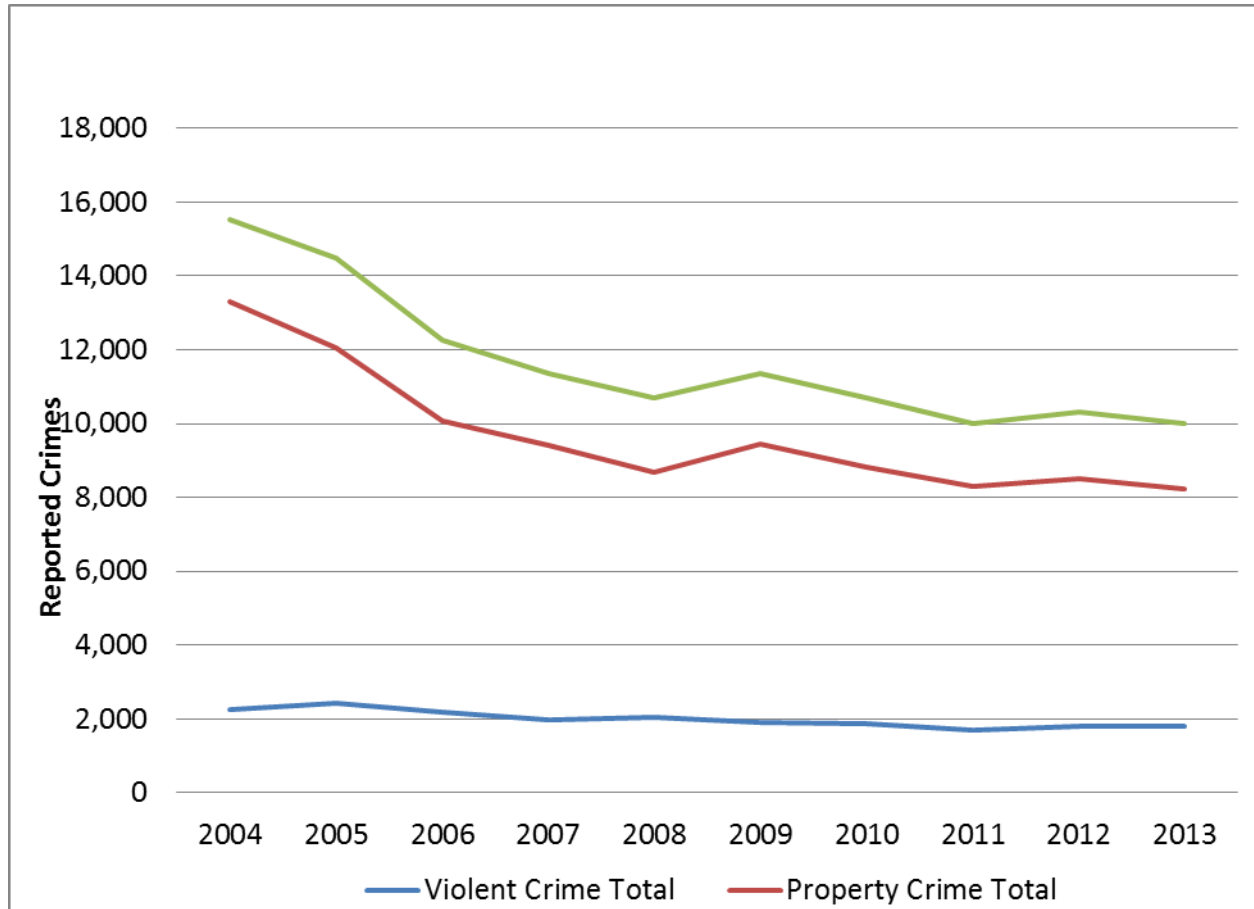


Table 18. Historical Sonoma Reported Crime and Crime Rates - 2004-2013

Year	Violent	Property	Total Reported Crimes	Sonoma Population	Reported Crime as % Of Population	Sonoma County Crime Rate Per 100,000	California Crime Rate Per 100,000
2004	2,242	13,303	15,545	463,211	3%	3,556	3,974
2005	2,407	12,067	14,474	461,359	3%	3,137	3,849
2006	2,163	10,083	12,246	459,783	3%	2,663	3,725
2007	1,974	9,394	11,368	461,424	2%	2,463	3,567
2008	2,031	8,699	10,730	466,424	2%	2,300	3,436
2009	1,917	9,450	11,367	472,102	2%	2,408	3,186
2010	1,876	8,828	10,704	484,698	2%	2,208	3,069
2011	1,702	8,307	10,009	487,549	2%	2,053	3,007
2012	1,792	8,514	10,306	490,596	2%	2,101	3,197

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Year	Violent	Property	Total Reported Crimes	Sonoma Population	Reported Crime as % Of Population	Sonoma County Crime Rate Per 100,000	California Crime Rate Per 100,000
2013	1,782	8,218	10,000	495,025	2%	2,020	3,062

Source <http://oag.ca.gov/crime/cjsc/stats/crimes-clearances>,
<http://oag.ca.gov/sites/all/files/agweb/pdfs/cjsc/publications/candd/cd13/cd13.pdf>?, and
<http://quickfacts.census.gov/qfd/states/06/06097.html>

Predicting future crime rates is at best a very difficult proposition. Crimes rates are driven by a wide array of demographic, economic, and societal factors. The extent to which Sonoma County is able to maintain/improve such conditions will serve to keep crime rates low.

There has been a dramatic decline in juvenile arrests which is strongly associated with a dramatic decline in teenage birth rates and other demographic trends. A much smaller proportion of the adult population now has had any contact with the juvenile justice system, which has been a strong predictor of subsequent adult criminality.

Two interesting trends that would suggest a continued low crime rate for Sonoma and the state as well is the dramatic decline in juvenile arrests. Since 2004 juvenile arrests have declined from 2,674 per year to 1,197 in 2013. Also associated with this decline in juvenile arrests and crime rates is the sharp decline in teenage births per 1,000 youth age 10-17 years (Table 19). The percentage of households with children under 18 years has also declined from 33% in 1990 to 28 percent in 2010. Similarly the median age of the county has also increased from 35 years in 1990 to 40 years in 2010.¹⁵

Table 19. Juvenile Arrest, Crime Rate and Teenage Birthrates 2004-2013

Year	Juvenile Arrests			Crime Rate	Birth Rate Per 1,000 Youth	
	Total	Felony	Misd.		California	Sonoma
2004	2,674	552	2,055	3,556	39	30
2005	2,786	710	2,010	3,137	39	26
2006	3,168	768	2,323	2,663	40	28
2007	3,195	750	2,350	2,463	40	25
2008	2,991	695	2,190	2,300	38	29
2009	2,937	705	2,133	2,408	35	21
2010	2,407	549	1,776	2,208	32	22
2011	2,028	526	1,436	2,053	28	19
2012	1,563	427	1,085	2,101	26	16
2013	1,197	322	850	2,020		

¹⁵<http://www.bayareacensus.ca.gov/counties/SonomaCounty.htm>

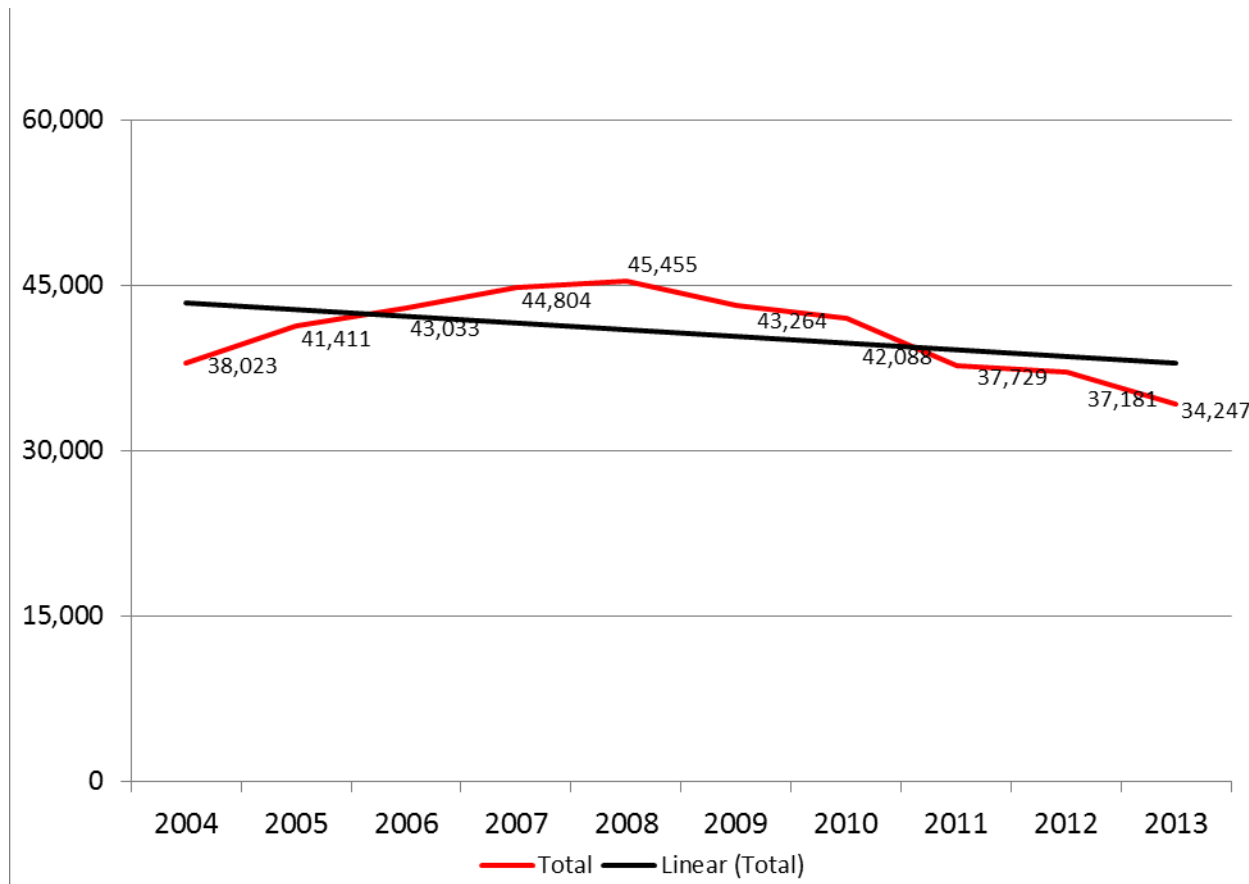
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These data show that a much smaller proportion of the county's adult population will have a juvenile delinquency record which is a strong predictor of subsequent adult criminal conduct. The county population is growing but also aging which is also a positive sign in terms of continued low crime rates. Overall the Sonoma County crime rate, is well below the California crime rate, has decreased and should continue to do so under current demographic, economic and criminal justice policies.

A more direct impact on the Sonoma County jail population is the number of adults arrested each year. Consistent with declines in crime rates and juvenile arrest rates, there has been a steady decline in adult arrests since 2009 (Figure 4). The most recent arrest data in 2013 is consistent with crime data—there has been an overall decrease in the total number of adult arrests.

Figure 4. Sonoma County Adult Arrests 2004-2013



The continued decline in arrests is important when estimating the future size of a jail population. People arrested for violent crimes are less likely to be released on bail or other forms of pretrial release. Conversely, property crimes and especially theft charges are more likely to be released in pretrial status so that an uptick in these crimes should have less of an impact on jail populations.

Bookings and Jail Population Trends

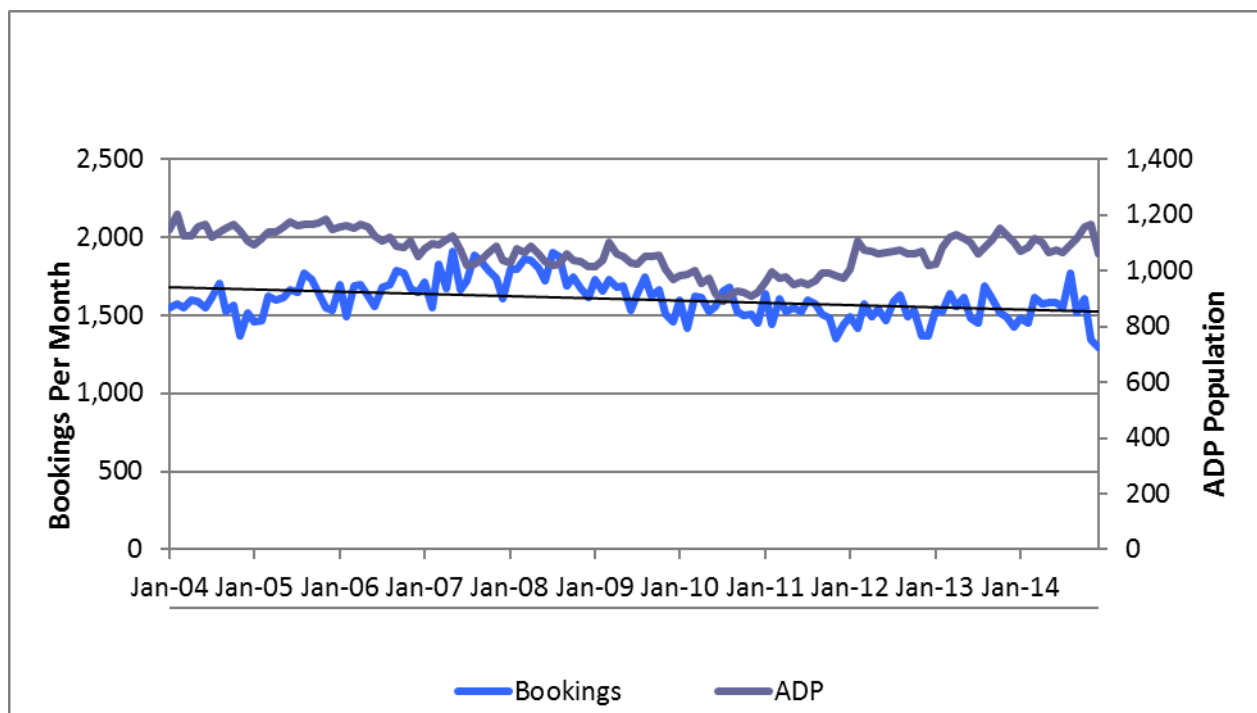
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Figure 5 shows the trend in admissions into the Sonoma County jail system and the associated average daily population levels. Although there was a slight uptick in bookings in 2008, these numbers have remained relatively flat over a number of years. Jail ADP has been similarly stable.

In 2009 there were a total of 19,638 admissions. In 2014 there were 18,349 bookings – a drop of over 1,000 bookings. The stabilization in bookings is also associated with the recent stabilization in the Sonoma County jail population in 2014 (Figure 6). As of December 31, 2014 the total Sonoma County jail inmate count was 1,060 inmates as opposed to 1,100 in December 2013. Part of this decline was due to the early effects of Proposition 47.

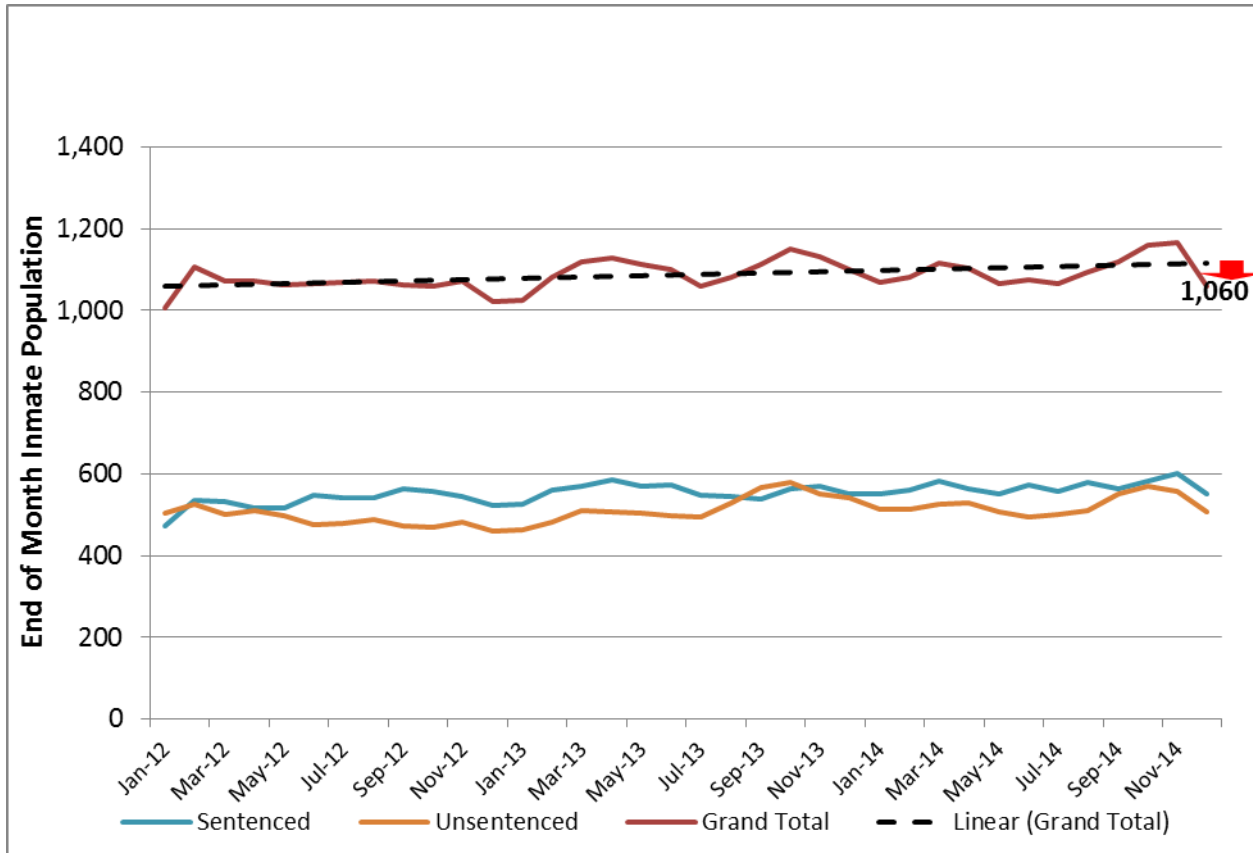
Figure 5. Sonoma County ADP and Bookings 2004 - 2014



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Figure 6. January 2012 - December 2014 Trends in the Sonoma County Jail Populations



As shown in Table 20, the average annual Sonoma County jail population through December 31, 2014 was 1,097 which is 3 less than the average annual population for 2013 of 1,100. The breakdown between the sentenced and pretrial populations in 2014 was 47 percent in pretrial status compared with 53 percent in sentenced/other status. This compares with a statewide average of 63 percent of the jail population in pretrial status. A lower proportion of the jail population in pretrial status generally indicates effective upfront screening of admissions to jail to divert low risk offenders away from detention. There were very slight increases in all categories except for the “other” population, which showed a substantial decline.

Table 20. Average Annual Sonoma County Jail Populations by Legal Status 2011-2014

Legal Status	Sept 2011	2012	2013	2014	Difference 2011-2014
Total Unsented	499	489	519	523	24
Total Sentenced/Other	452	572	581	574	122
Total Jail Population	951	1,060	1,100	1,097	146

Source: County of Sonoma Sentenced/Unsented Jail File and BSCC Website

It is also noteworthy that the jail population has remained relatively stable even after the passage of AB 109 (Realignment) in October 2011 (Table 20). There has been an increase in the average sentenced population

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since realignment of approximately 122 inmates. But it could have been much greater. One of the main reasons for the lack of an increase in the sentenced population has been the significant usage of the “split-sentencing” component of the new law. Since the passage of AB 109, the overall number of convicted felons who have received a split sentence is 72 percent in Sonoma which is well above the overall state average of 29 percent, as shown in Table 21. In the Bay Area, only Napa (77 percent) and Contra Costa (92 percent) have higher rates of split sentencing.

Table 21. Use of Split Sentences October 2011 – September 2014

1170h Sentences	Sonoma		California	
	Cases	%	Cases	%
Splits	451	72%	27,063	29%
Non-Split	179	28%	65,064	71%
Total	630	100%	92,127	100%

Source: Chief Probation Officer of California

Jail Population Projections

For the analysis of the inmate population and forecast of bedspace needs, the project team reviewed current jail population trends (admissions, releases and the daily population) and analyzed computer extract files provided by Sonoma County.

This projection was developed using a stochastic entity simulation model that mimics the flow of persons through the County’s justice system. The model examines a wide array of data that have both a direct and indirect impact on inmate population levels. These data can be separated into two major categories – external and internal.

- *External factors* reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders’ initial entry into the criminal justice system.
- *Internal factors* reflect the various decision points within the criminal justice system that cumulatively determine jail admissions and length of stay. These decisions begin with police and end with correctional officials who, within the context of the court disposition process (for pretrial offenders) and court-imposed sentences, have the authority to release, recommit, give and restore a wide array of release paths, and offer programs that may reduce length of stay and/or recidivism.

The model takes into account a number of factors and offender descriptors including: gender, most serious booking charge, legal status, bail status and special needs of the offender. There are two offender “traits” that drive the average jail stay (and thus bedspace usage). First is most serious booking charge. This is the primary driver of jail length of stay. On average, a serious violent charge will require much longer machinations within the court system and is less likely to lead to a speedy bail release than a non-violent offense such as public inebriation. In the simulation model, the most serious charge is ranked

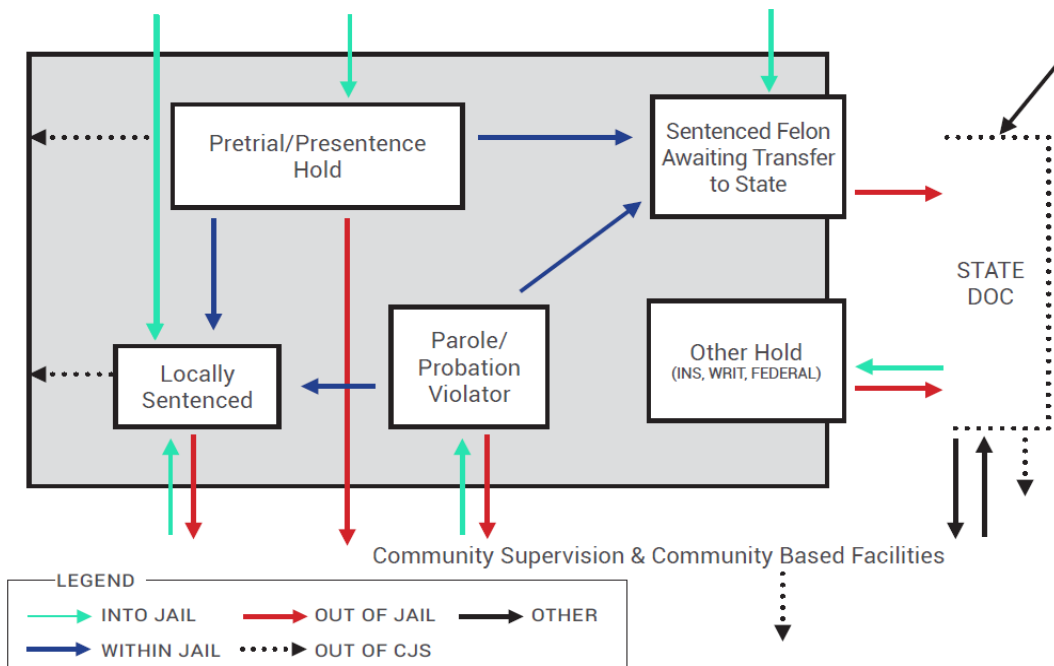
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above all other charges and the offender is placed in that charge category.

The second important driver is the type of release/legal status at release. The legal status at release often dictates the type of release per offender. The simulation model places offenders into three legal statuses at release groups: sentenced, pre-trial, and hold. Each category has an average length of stay associated with it. Combining legal status at release with the type of release methods associated with those legal statuses provides a very detailed breakdown of LOS within the jail. Coupling those results with most serious charge gives a framework in which to build the simulation model to accurately show movement of groups through similar criminal justice processes. Figure 7 summarizes the flow of individual cases through the justice system as modeled by the Wizard program.

Figure 7. Jail Projection Simulation Model



It must be noted from the outset that making a long-term forecast for any correctional population is like trying to forecast the nation’s interest rate. We know what the current trends are but we also know that the factors that produce an interest rate are constantly changing and are unknown.

The same can be said for jail populations. All that can be said is that if certain conditions continue to exist, then the jail population will be as follows. Since we do not know what the factors influencing the jail population (crime rate, police arrest practices, court policies and sentencing laws) will be over the next 10 to 20 years, it must be understood that long-term projections are a “best guess” based on what we know today. Staying current on key policies and laws that drive jail populations allows researchers to continually review and adjust those policies to help ensure that the jail system does not become crowded.

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The last point is that jail populations tend to fluctuate as a result of seasonal variations in crime and criminal justice polices, therefore one needs to be prepared for such fluctuations. For this reason we have built in “peaking” and “classification” factors. The peaking factor is based on seasonal fluctuations in the jail population. To compute the peaking factor, the standard deviation of the monthly jail population counts for 2014 which was 4% of the average daily population.

The classification factor takes into account the need to house the inmate population by the various custody levels – especially those that require special housing. It also takes into account the need to perform maintenance on beds from time to time. The classification factor is typically set at 5 percent of the projected population.

It is assumed that as of January 2015, all Prop 47 releases and bed savings have been completed and no further reductions are assumed. We assume a 55 percent return rate on all Prop 47 releases beginning in 2015 and reaching full return rate by 2017. Combining the two groups, bookings are projected to decrease slightly in the first two years and then remain at a stable level through 2025. The overall annual percent change for total bookings over the entire forecast period is 0.0 percent. In terms of future growth there are no external demographic, crime or arrest trends that would cause an increase in jail admissions or the jail population.

Table 22 shows the baseline forecast for bookings in to the jail system over the next ten years, factoring in elevated returns for offenders released under Prop 47. Base bookings assume an average annual change of -0.1 percent per year through 2025. The rate is assumed to decrease at a faster rate in the first two years and level out for the remainder of the forecast period.

Table 22. Forecasted Sonoma County Jail Bookings

Year	Base Bookings	Prop 47 Returns	Total Bookings	Annual Percent Change
2012	17,420		17,420	
2013	17,906		17,906	2.8%
2014	17,548		17,548	-2.0%
2015	17,469	48	17,517	-0.5%
2016	17,356	179	17,535	-0.6%
2017	17,321	211	17,532	-0.2%
2018	17,321	211	17,532	0.0%
2019	17,322	211	17,533	0.0%
2020	17,323	211	17,534	0.0%
2021	17,324	211	17,535	0.0%
2022	17,325	211	17,536	0.0%
2023	17,326	211	17,537	0.0%
2024	17,327	211	17,538	0.0%
2025	17,328	211	17,539	0.0%
Average Annual	0.4%			0.4%

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Year	Base Bookings	Prop 47 Returns	Total Bookings	Annual Percent Change
Percent Change 2012-2014				
Average Annual Percent Change 2015-2025	-0.1%			0.0%

As seen in Tables 23 and 24, the total jail population broken out by gender and legal status will remain fairly constant over the forecast horizon with the exception of the sentenced felon population.

With the changing admissions policies set forth by Prop 47, the sentenced felon population is projected to decrease an average of -0.3 percent per year through 2025. Table 16 includes the jail population forecast with a 4 percent a seasonal peaking factor and a 5 percent classification factor (9 percent total peaking/classification).

Table 23. Forecasted Sentenced Jail Population

Year	Sentenced Felon	Sentenced Misdemeanor	All Other	Total Jail Population
March 2015	745	261	58	1,064
2015	778	256	57	1,091
2016	781	264	57	1,102
2017	788	257	56	1,101
2018	775	261	54	1,090
2019	786	258	55	1,099
2020	765	263	56	1,084
2021	779	264	56	1,099
2022	766	272	54	1,092
2023	769	272	56	1,097
2024	765	271	52	1,088
2025	752	268	52	1,072
Average Annual Percent Change 2015-2025	-0.3%	0.5%	-0.9%	-0.2%

Taking into account peaking and classification factors, Sonoma will require 1,168 jail beds by 2025.

Table 24. Forecasted Jail Population by Gender with Peaking Factor

Year	Male	Female	Total Jail Population	With Peaking/Class
Jan 2015	874	155	1,029	1,122

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Year	Male	Female	Total Jail Population	With Peaking/Class
2015	927	164	1,091	1,189
2016	937	165	1,102	1,201
2017	936	165	1,101	1,200
2018	927	164	1,090	1,197
2019	934	165	1,099	1,198
2020	921	163	1,084	1,182
2021	934	165	1,099	1,198
2022	928	164	1,092	1,190
2023	932	165	1,097	1,196
2024	925	163	1,088	1,186
2025	911	161	1,072	1,168
Average Annual Percent Change 2015-2025	0.4%	0.4%	0.4%	0.4%

The projection essentially shows a stable detention system which, absent changes in justice system policy, will stay at current population levels over the next ten years.

Alternative Projection Scenarios

There are a few alternative scenarios that show reduced baseline projections. These scenarios need to be assessed within the context of Sonoma already having an incarceration rate well below the statewide average and the fact that the county is already maximizing the use of split-sentences for the 1170h inmates. In addition, a large percentage of jail bookings are released within 72 hours. Accordingly, efforts to divert large numbers of arrestees will be difficult to achieve. For these reasons scenarios to further reduce the baseline jail population forecast necessarily focus on reducing the length of stay for the current detention population.

Ongoing implementation of the Pretrial Services program should result in increased releases of low risk pretrial defendants who have previously been unable to gain pretrial release by posting bail or being released on their own recognizance. Based on the experience of similar programs in other jurisdictions, if targeted at low risk defendants, the program could reduce the average daily pretrial population by as many as 50 inmates. These defendants are now being retained in the jail until their cases are disposed of by the courts and are released to the community. The vast majority of these people are charged with felony or misdemeanor crimes for DUI, suspended driver's licenses, and a wide variety of drug offenses.

A second scenario expedites the final disposition of pretrial defendants who will receive a court disposition of "time served". These inmates are occupying an estimated total of 631 beds less approximately 165 inmates who have been sentenced under 1170h (Appendix C). If the time required for disposition of these cases could be reduced from 47.7 days to 40 days the jail population would decline by 93 inmates.

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There is also the group of inmates who are being released to “another agency”. These offenders are being returned to the custody of the DOC’s probation and parole division. If correct, this group could have their time to court dispositions also reduced by 14 days. This reform would lower the jail population by another 58 inmates.

Another final scenario assumes awarding program credits to sentenced 1170h offenders as authorized under Penal Code Section 4019.4 (a) (1). This provision allows inmates to earn 1-6 weeks of time served credits in a calendar year for participation in program or assigned work activities. Our estimate is that the average jail population would decline by 15 inmates upon award of credits available under this statute.

Collectively full implementation of these three scenarios would lower the projected jail population by a total 216 inmates or by approximately 20%. Clearly much of these reforms depend upon the courts expediting the processing of criminal cases. It is well know that changing the length of stay for incarcerated people has no impact on their recidivism rates. So the public policy question goes to the benefit achieved by detaining people for several additional weeks when alternatives are available to shorten jail stays.

Focusing on reducing length of stay for pretrial defendants, expediting dispositions, and establishing a program to award good time credit to realignment inmates for work or program participation could lower the projected jail population level by up to 216 inmates.

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G. The Adequacy of Current Staffing Levels

MADF and NCDF

The following is a summary of the current staffing allocation for the Sheriff's Office Detention Division:

Table 25. Sheriff's Office, Detention Division Staffing

Unit	FTE
Main Jail	
Captain	1.0
Lieutenants	4.0
Sergeants	14.0
Deputies	135.0
Legal Supervisors	2.0
Senior Legal Processors	2.0
Legal Processors	23.6
Secretary	1.0
subtotal	182.6
North County Detention Facility	
Sergeants	4.0
Deputies	22.0
Legal Processors	4.4
subtotal	30.4
Administration	
Assistant Sheriff	1.0
Captain	1.0
Lieutenants	3.0
Sergeants	3.0
Deputies	17.0
Supervising Detention Assistant	2.0
Detention Assistant	16.0
Information Manager	1.0
Chef	2.0
Cook	10.0
Assistant Cook	3.0
Legal Processor	3.0
Janitor	5.0

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Unit	FTE
Secretary	1.0
subtotal	68.0
TOTAL	281.0

The predominant issue in operations at both facilities over the course of this review was the availability of staff to meet operational responsibilities. While facility security posts and deployment practices appear sound, the lack of available staff to support defined operational responsibilities places a significant burden on both management and line staff. Out of a total staff complement of 309 positions at both the MADF and the NCDF, on average 65 staff, or 21 percent of the workforce, were unavailable for duty through FY 13-14. The average number of vacant positions through the year was 20, the vast majority of which were correctional deputies. The remaining 45 unavailable staff may not be available for assignment because they are discharging benefit leave, using sick time, are on Workmen’s Compensation, on special assignment, or are in some other status that removes them from duty.

Because most security posts must be staffed to maintain jail operations, the absence of available staff creates mandatory overtime. Staff shortages have been such a significant problem that jail staff are required to work a certain number of mandatory overtime hours during the course of each month. The number of mandatory overtime hours is determined by the predictable uncovered shifts that are likely to occur based upon the number of unavailable staff. That number of mandatory overtime hours can increase if there are excessive sick calls or other absences that cannot be easily predicted. When this happens the result is additional overtime hiring.

While there is a significant fiscal cost to this level of reliance on overtime (overtime pay rates are at 1.5 times base salary), the larger operational impact relates to the wear imposed on staff. Particularly given the challenges associated with managing the inmate population at both facilities, staff preparedness and responsiveness is critical.

Unlike most jurisdictions, the vacancy level at these facilities is not a result of budget cutbacks. Funding is available to support hiring for most of the vacancies. Recruitment and retention of new staff has been problematic. Given the level of economic development in Sonoma County and the demographics of the area, this is likely to be a long-term issue, which will require evaluation of the adequacy of jail staff compensation and benefit levels.

In the interim, the Sheriff’s Department has closed housing units at the NCDF due to a lack of staff to fill mandatory security posts, and has contracted with Alameda County to house inmates displaced by this action. As of March, 2015, 52 inmates were housed in Alameda County under this contract. Depending upon the total count of inmates held at Alameda and their security classification, Sonoma pays between \$85 and \$134 per inmate per day. The sheriff’s Department estimates the total cost of this contract to be \$1.7 million this fiscal year.

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H. Ability to Provide Visual Supervision

The MADF and NCDF were designed to be, and are operated primarily as, direct supervision facilities. Most of the MADF housing modules are designed in the shape of a cruciform and allow the deputies to see all areas of the modules simply by taking a few steps. Initially the housing modules were each staffed on day shift and swing shift, and on the night shift, the correctional deputies moved between two adjacent modules. This changed when the inmate population increased and double bunks were installed. Each housing module is staffed 24-hours a day, 7-days a week. The NCDF housing units are primarily rectangular-shaped units with dormitory housing. Officers staff each unit 24-hours a day.

Deputies are expected to spend as little time at their desk as possible and are encouraged to spend time making rounds in the dayroom and of the cells. In most housing modules/units, no barriers are present between the deputies and their charges.

The only exceptions to existing housing modules/units that are direct supervision are the areas in which special management classifications such as administrative segregation, acute mental health, and high-risk protective custody inmates are housed. In administrative segregation, 24-hours a day, deputies staff control rooms and rounds are made in the cell areas by the floor or movement deputies, depending on the housing unit. Other special management housing areas are located contiguous to larger modules and are supervised by the deputies assigned to these areas. In F Module the mezzanine level has been enclosed with glass-clad polycarbonate to allow more inmates to take advantage of time out of their cells simultaneously. In the module used to house inmates with acute mental health problems half-height barriers were constructed to divide the dayroom into thirds, allowing up to 3 inmates at a time use the dayroom. The recreation yards in two housing units have each been divided in half for the same purpose, to allow more inmates to use the yards than previously possible. Each modification has been designed and constructed to maximize the officer's ability to observe the inmates. Deputies assigned to the larger dayrooms with contiguous smaller dayrooms or screened mezzanines are able to fully view the segregated areas.

The Sheriff's Office intends to continue using direct supervision as a primary means of inmate supervision and management. New general population housing modules will all be operated as direct supervision, and will be designed appropriately to carry out this direction. New design ideas will be considered and evaluated against direct supervision principles and accepted design practice.

MADF Booking

While the current booking area provides the ability to observe inmates in open waiting, holding, sobering and safety cells, the limited amount of space currently requires new arrestees to often be held in court holding cells away from the booking area. These cells are monitored during rounds and at peak times,

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and often overtime staff is used to observe the area. It is difficult to plan for the overtime positions needed to observe the court holding area each time an arrestee is held there. As a result, it is difficult to observe these arrestees in that area except during periodic rounds made by staff. Expansion and modification of the booking area will enable staff to more easily observe all new arrestees. While separation will still be required for inmates needed to be placed in cells, those cells will be in an area staffed by officers dedicated to that function anytime there are inmates in the cells. The open waiting area will expand and will provide more visibility for staff as they process new arrestees. Each of these changes will enhance staff supervision and interaction with new arrestees brought to the MADF.

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I. Adequacy of Record Keeping

Sonoma County has a complete records retention policy. This policy addresses general county records as well as records kept by individual departments within the county system. Additionally, the Detention Division has a records retention policy and procedure that provides more detail.

- *Fiscal Records:* Inmate cash accounts are automated and managed by the Jail Management System. The system records receipts and disbursement of funds from each inmates cash account. Transactions are audited biannually by auditors in the Sonoma County Auditor, Controller, Treasurer, Tax Collector (ACTTC) office.

Management oversight for the Inmate Welfare Trust Fund (IWTF) is provided by the IWTF Committee. The committee approves the annual budget and expenditures from the Trust. All revenues and expenditures are processed through Sonoma County's financial system (FAMIS). The Trust is audited annually by the ACTTC office.

- *Booking and Arrest Records:* While an inmate is in custody the electronic booking is printed out and all booking records are kept on site in a D-file. Arrest records are retained by the arresting agency, with the exception of the Probable Cause statement and booking sheet, which are also kept as part of the inmate's D-file. Upon release, the D-file contents are sent off-site to be scanned and combined with previous D-file information or to start a new D-file.
- *Criminal History and Classification Records:* Criminal History records are retained as part of the inmate classification files for the length of time they are in custody. Once released, the criminal history record is shredded. Classification files are retained on site until six months after the inmate is released, and are then sent to the Sonoma County Records Department's storage facility. If the inmate is a high profile inmate or presents serious custodial issues, the file is retained on site indefinitely.
- *Incident Reports:* Incident reports are completed on the Jail Management System. Hard copies are retained on-site for a period of 3 years plus the current year. Incident reports documenting criminal behavior in which charges are filed are also added to the arrest records, and reports that document events resulting in civil cases against the County are added to the investigation file. Each year, the incident reports that are 4-years old are shredded at the end of the year.
- *Inmate Grievances:* Inmate grievances are kept on-site for 3 years after the close of any investigation, and then they are shredded.
- *Inmate Disciplinary Records:* Inmate disciplinary records are also completed on the Jail Management System. Hard copies are kept on-site for 3 years after the close of any investigation, and then they are shredded.

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- *Inmate Medical Records:* Medical files are retained on site for 12-18 six months after the inmate is released, and are then sent to the Sonoma County Records Department's storage facility.

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J. History of System Compliance with Standards

In 1979, a lawsuit on conditions of confinement was filed in federal court. The case, *Cherco v the County of Sonoma*, resulted in a consent decree that lasted until 1992. A requirement of the consent decree was to build a new detention facility, which was completed and occupied in 1991. The court remained involved for an additional two years to ensure cells were not double banded during that time. The consent decree was closed shortly after 1992 and no other conditions of confinement lawsuits have been experienced.

Sonoma County adult detention facilities are inspected regularly by state and local inspection agencies, including the Corrections Standards Authority, Institute for Medical Quality Corrections and Detentions Health Care Accreditation, Santa Rosa Fire Department for the Santa Rosa Fire Department, and Environmental Health. Some of these inspections are held annually while others occur on a biennial schedule.

The Corrections Standards Authority provides biennial inspections of adult detention facilities in California. The most recent report received was for the inspection completed in 2009. While the inspection for October 2011 has been completed, the report has not yet been received. The results of the 2009 inspection report show the Main Adult Detention Facility and North County Detention Facility to be in full compliance with both physical plant and operations standards. The verbal report after the 2011 inspection showed the same level of compliance.

Non-compliance was an issue in the 2007 inspection of training. Out of a sample group of staff members, it was found that seven staff members were out of compliance having not completed the required 24-hours of annual training. Several of these non-compliance issues were due to staff injuries or incomplete records. Of new staff members, two had not completed the corrections academy within their first year of employment. A correction plan for these deficiencies was submitted to the inspecting agency, and has been implemented.

The inspections completed by the Corrections and Detentions Health Care Accreditation Committee in 2010 stated that the Health Services met 100 percent of the essential applicable standards and all but one of the important standards (the requirement to provide 7 hours of large muscle group activity each week). The IMQ standards require 7 hours each week, but the maximum security and administrative segregation inmates receive 3.5 hours each week, meeting the Title 15 requirements. The two year accreditation is in place until 2012.

In 1999 Sonoma County Detention Facilities did fail the Corrections and Detentions Health Care Accreditation. However, since that time, accreditation has been granted after each inspection.

Fire inspections in the MADF have historically been passed with few or no comments or required changes.

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K. Any Unresolved Issues

There are no issues of note that have been unresolved. Sonoma County makes every effort to address problems and issues as they arise whenever possible.