

**BEFORE THE BOARD OF SUPERVISORS
COUNTY OF TULARE, STATE OF CALIFORNIA**

IN THE MATTER OF AUTHORIZE THE)
SUBMISSION OF AN APPLICATION)
FOR FUNDING UNDER THE SB 863 JAIL) Resolution No. 2015-0813
CONSTRUCTION PROGRAM)

WHEREAS, the County of Tulare (the "COUNTY") is seeking funding preference for its proposed project with the Adult Local Criminal Justice Facilities Construction Financing Program (the "SB 863 Financing Program"). As such, the Board of Supervisors of Tulare County does hereby represent, warrant and covenant as follows:

- 1) Lawfully Available Funds. The county cash contribution funds, as described in the documentation accompanying the County's SB 863 Financing Program Proposal Form, have been derived exclusively from lawfully available funds of the County.

- 2) 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 (the "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 safe agreement, contract, or other material agreement or instrument to which the County is a party or by 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.

- 3) 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.

- 4) 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.

WHEREAS, The County is seeking preference for submittal of documentation evidencing that compliance with CEQA has been fully completed for the proposed project, and further is certifying that all related statutes of limitation have expired without challenge; and,

WHEREAS, The County is seeking funding preference associated with review of and authorization to execute the project documents required within the SB 863 Financing Program. As such, the Board of Supervisors of Tulare 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. The Chairman of the Tulare County Board of Supervisors, or the Chairman's designees (collectively, the "Authorized Officers"), 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 SB 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 any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes; and,

WHEREAS, each of the Authorized Officers is authorized to execute these respective agreements at such time and in such manner as is necessary within the SB 863 Financing Program. Each of the Authorized Officers 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; and,

WHEREAS, the names, titles and positions of County Construction Administrator, Project Financial Officer and Project Contact Person are as follows:

- a. County Construction Administrator: John Hess, Assistant General Services Director.
- b. Project Financial Officer: Jean M. Rousseau, County Administrative Officer.
- c. Project Contact Person: Captain Tom Sigley, Tulare County Sheriff's Department; and,

WHEREAS, the Chairman of the Board of Supervisors is authorized to sign the Applicant's Agreement (Pg. 2 of Proposal Form) and to submit the proposal for funding; and,

WHEREAS, the County will adhere to state requirements and terms of the agreements 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 matching funds; and,

WHEREAS, the County authorizes matching funds to satisfy the County's contribution under the SB 863 financing program, and that those matching funds are compatible with the state's lease revenue bond financing requirements; and,

WHEREAS, the County will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations, Chapter 1, Subchapter 6 Section 1756(j) 5) within ninety (90) days after project completion; and,

WHEREAS, the County certifies that it has project site control through either fee simple ownership of the site or comparable long-term possession of the site and right of access to the project sufficient to assure undisturbed use and possession of the site; and,

WHEREAS, the County certifies will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of the facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Board of State and Community Corrections for so long as the State Public Works Board lease-revenue bonds secure by the project remain outstanding; and,

WHEREAS, the County provides assurance that \$0 is the current fair market land value for the proposed new or expanded facility, which will be located on the same 10-acre parcel as the planned Sequoia Field Program Facility that is being financed under the SB 1022 Adult Local Criminal Justice Facilities Construction Financing Program.

NOW, THEREFORE, BE IT RESOLVED that the Tulare County Board of Supervisors:

1. Rescinded Board Resolution No. 2015-0717.
2. Approved and adopted the Resolution for submission of a SB 863 application to the California Board of State and Community Corrections for up to \$40 million to construct the proposed Sequoia Field Program Facility, Phase II, in Tulare County.



**Sheriff's Department
COUNTY OF TULARE
AGENDA ITEM**

BOARD OF SUPERVISORS

ALLEN ISHIDA
District One

PETE VANDER POEL
District Two

PHILLIP A. COX
District Three

J. STEVEN WORTHLEY
District Four

MIKE ENNIS
District Five

AGENDA DATE: September 22, 2015

| | | | | |
|---|-----|-------------------------------------|-----|-------------------------------------|
| Public Hearing Required | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Scheduled Public Hearing w/ Clerk | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Published Notice Required | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Advertised Published Notice | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Meet & Confer Required | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Electronic file(s) has been sent | Yes | <input checked="" type="checkbox"/> | N/A | <input type="checkbox"/> |
| Budget Transfer (AUD 308) attached | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Personnel Resolution attached | Yes | <input type="checkbox"/> | N/A | <input checked="" type="checkbox"/> |
| Agreements are attached and signature line for Chairman is marked with tab(s)/flag(s) | Yes | <input checked="" type="checkbox"/> | N/A | <input type="checkbox"/> |
| CONTACT PERSON: Michael Bowen PHONE: 636-4645 | | | | |

SUBJECT: Authorize the submission of an application for funding under the SB 863 jail construction program

REQUEST(S):

1. Rescind Board Resolution 2015-0717.
2. Approve and adopt the resolution for submission of a SB 863 application to the California Board of State and Community Corrections for up to \$40 million to construct the proposed Sequoia Field Program Facility, Phase II, project in Tulare County.
3. Authorize the Chairman to sign the SB 863 proposal form and any related agreements and documentation required by the program.
4. Authorize the required cash match of \$2,080,000 as outlined in the SB 863 proposal.

SUMMARY:

The Sheriff's Department is requesting permission to apply for state funding to build the Sequoia Field Program Facility, Phase II, adjacent to Sequoia Field Program Facility, Phase I, north of Visalia.

SUBJECT: Authorize the submission of an application for funding under the SB 863 jail construction program

DATE: September 22, 2015

The facility will replace outdated beds and other facilities of Main Jail in Visalia adjacent to the Tulare County Superior Court building. The funding source, the SB 863 Financing Program of the Board of State and Community Corrections, would pay for 90 percent of construction and related expenses for the project. The program requires the County to pledge 10% of the project amount in matching funds from cash or in-kind sources.

The application will include a comprehensive proposal and a recently completed analysis of the County's detention needs by Vanir Construction Management, Inc., which has extensive experience of providing such detailed analysis.

Main Jail opened in 1962, with hardware salvaged from a Texas jail which had been torn down. The jail has numerous shortcomings compared to more modern jails across the state. These include a lack of classroom space where Sheriff's program staff can conduct educational and rehabilitation classes for inmates to lessen the chances of re-offending in the future.

If funded, the new jail will be constructed at Sequoia Field north of Visalia next door to the Sequoia Field Program Facility, Phase I, which has been approved for \$33.34 million in state jail construction funds and is in the planning stages. The project location at Road 112 and Avenue 360 has been used for many purposes since an airfield was built here during the 1940s to train to Army Air Corps cadets. Over the years, structures at the site that once housed air cadets have been renovated and, in cases, reconstructed for different uses. These included youth detention facilities; overnight housing for offenders who spent their days on road and other public improvement projects; a return-to-custody facility for state prisoners; Sheriff's detective, crime lab, and personnel administrative offices; and an outreach program for senior citizens. The Tulare County Men's Correctional Facility, which dates to the 1990s, is the most recent jail on the site.

Today, the entire parcel next to Sequoia Field contains dozens of buildings, many of which are in poor condition.

If the SB 863 application is successful, the conceptual design calls for a 244-bed jail to be built. The new jail's components will be: a medical unit, a mental health unit for women offenders, and other beds for women and men inmates to participate in various classes designed to reduce recidivism.

If the SB 863 application is funded, Main Jail's temporary holding facility will still remain open due to its essential function of securely incarcerating inmates for short

SUBJECT: Authorize the submission of an application for funding under the SB 863 jail construction program

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periods (generally hours) awaiting trial and hearing sessions at Superior Court across the street.

We would like to point out the following deviations from the County's standard contract protocol with respect to the State's contract language for the SB 863 Financing Program: (1) the County must indemnify the State; (2) the State will decide all disputes between the State and County; and (3) the prevailing party to any dispute is entitled to attorney fees. These contract templates include: Project Delivery and Construction Agreement; Board of State and Community Corrections Jail Construction Agreement; Ground Lease; Right of Entry for Construction and Operation; and Facility Sublease. The templates are attached to this agenda item.

In addition, the Sheriff's Department is requesting your Board rescind Board Resolution 2015-0717 on this matter due to requested language changes in the resolution by the Board of State and Community Corrections.

FISCAL IMPACT/FINANCING:

The Sheriff's Department would like to seek up to \$40 million under the SB 863 Financing Program to build a new jail adjacent to Sequoia Field, a rural airfield north of Visalia. The project would be built next door to the planned Sequoia Field Program Facility, Phase I, which is being financed by the State of California under the SB 1022 program of the Board of State and Community Corrections. Under program guidelines of SB 863, grantees must provide 10 percent of award amount in the form of matching funds. Thus, for a \$40 million grant, the matching funds would be around \$4.4 million.

The state will sell bonds to pay for the facility's construction and other expenses covered by SB 863 program. The state will repay the bondholders over at least 20 years, depending on specifics of the bond issue. During the repayment period, the state will actually own the new jail, and allow the Sheriff's Department to operate the facility. Once the state has repaid the bonds, ownership will be transferred to the County.

Under the SB 863 program, matching funds can be from "hard" (cash) or "soft" (in-kind services) sources. The matching funds can include construction management fees; architectural costs; cost of environmental reports; off-site improvements (such as access roads and development of utilities); public art purchased for the facility; audit at completion of construction; project needs assessment; county administration costs; transition planning; real estate due-diligence fees; State Fire Marshal fees; and a detention needs assessment study performed by consultants or contractors.

SUBJECT: Authorize the submission of an application for funding under the SB 863 jail construction program

DATE: September 22, 2015

Currently, the annual operating expenditures for Main Jail are \$5,804,568, which consists of salary and benefits for detention staff, plus facility operating costs, such as food, clothing, utilities, household expenses, building maintenance, and inmate transport. The annual cost for inmate medical and mental health services is approximately \$834,537.

Once built, the annual operating expenditures for the new Sequoia Field Program Phase II Facility is projected to be approximately \$6,885,462. This figure takes into account four years of inflation in various cost components. The proposal for the new facility includes jail services currently provided by the nearby Bob Wiley Detention Facility. Importantly, staffing for jail services is projected to be same as the existing Main Jail (accounting for four years of inflation).

Additionally, certain operating costs for the Sequoia Field Program Facility, Phase II, such as utilities and building maintenance will be reduced due to enhanced energy efficiency in the new facility. The current facility is outdated and expensive to operate and maintain. Inmate program costs will increase due to the expansion of inmate programs in the new facility. The Inmate Welfare Trust will be utilized if additional funds are required for inmate programs in the new facility.

Presently, staffing levels for Main Jail consist of one lieutenant, seven sergeants, 48 correctional deputies, six detention services officers, and one Office Assistant III. Once the new jail is built, staffing levels will remain the same

However, it should be noted that if the County's jail population grows as expected, the County will need to incur additional detention staffing and service costs even if the new jail is not built.

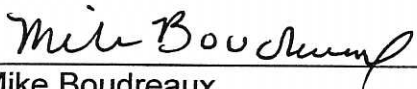
LINKAGE TO THE COUNTY OF TULARE STRATEGIC BUSINESS PLAN:

The County of Tulare Strategic Business Plan contains a Safety and Security Initiative. The Initiative directs County government to actively work in 11 broad areas to provide for the safety and security of the public. The new jail will significantly contribute to three of these areas: (1) Effectively and fairly investigate, arrest, prosecute, and punish individuals who engage in criminal behaviors; (2) Provide adequate facilities for protection of the public; and (3) Provide facilities and resources for training and rehabilitation of criminal offenders.

SUBJECT: Authorize the submission of an application for funding under the SB 863 jail construction program

DATE: September 22, 2015

ADMINISTRATIVE SIGN-OFF:



Mike Boudreaux
Sheriff-Coroner

Cc: Auditor-Controller
County Counsel
County Administrative Office (2)

Attachment A: SB 863 Proposal Form (signature page)
Attachment B: Project Delivery and Construction Agreement
Attachment C: Board of State and Community Corrections Jail Construction Agreement
Attachment D: Ground Lease
Attachment E: Right of Entry for Construction and Operation
Attachment F: Facility Sublease
Attachment G: CEQA Compliance Document



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

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SECTION 1: PROJECT INFORMATION

| | | | | |
|---|---|---|--|---------------------|
| A. APPLICANT INFORMATION AND PROPOSAL TYPE | | | | |
| COUNTY NAME County of Tulare | | 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 Sequoia Field Program Facility Phase II | | | | |
| PROJECT DESCRIPTION Program- and treatment-oriented jail, with mental health, medical, and general population components | | | | |
| STREET ADDRESS Road 112 and Avenue 360 | | | | |
| CITY Visalia | | STATE CA | ZIP CODE 93291 | |
| C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY. | | | | |
| FACILITY TYPE (II, III or IV) II | <input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY | <input type="checkbox"/> RENOVATION/ REMODELING | <input type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY | |
| D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u> | | | | |
| | A. MINIMUM SECURITY BEDS | B. MEDIUM SECURITY BEDS | C. MAXIMUM SECURITY BEDS | D. SPECIAL USE BEDS |
| Number of beds constructed | 0 | 176 | 20 | 48 |
| TOTAL BEDS (A+B+C+D) | 244 | | | |

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 J. Steven Worthley

TITLE Chairman, Tulare County Board of Supervisors

AUTHORIZED PERSON'S SIGNATURE



DATE

9.22.15

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 John Hess

TITLE Assistant Director, General Services

DEPARTMENT

General Services

TELEPHONE NUMBER

559-636-5005

STREET ADDRESS

Visalia Government Plaza

CITY

Visalia

STATE

CA

ZIP CODE

93277

E-MAIL ADDRESS

JHess@co.tulare.ca.us

G. DESIGNATED PROJECT FINANCIAL OFFICER

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

PROJECT FINANCIAL OFFICER

NAME Jean Rousseau

TITLE County Administrative Officer

DEPARTMENT

County Administrative Office

TELEPHONE NUMBER

559-636-5005

STREET ADDRESS

2800 West Burrel Avenue

CITY

Visalia

STATE

CA

ZIP CODE

93291

E-MAIL ADDRESS

JRousseau@co.tulare.ca.us

H. DESIGNATED PROJECT CONTACT PERSON

This person is responsible for project coordination and day-to-day liaison work with the BSCC. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

PROJECT CONTACT PERSON

NAME Capt. Tom Sigley

TITLE Sheriff's Captain

DEPARTMENT

Tulare County Sheriff's Department

TELEPHONE NUMBER

559-636-4710

STREET ADDRESS

2404 West Burrel Avenue

CITY

Visalia

STATE

CA

ZIP CODE

93291

E-MAIL ADDRESS

TSigley@co.tulare.ca.us

ASSESSOR/CLERK-RECORDER
COUNTY OF TULARE
County Civic Center – Room 103
Visalia, California 93291-4593

August 26, 2015

TULARE COUNTY BOARD OF SUPERVISORS
2800 WEST BURREL AVENUE
VISALIA CA 93291



SUBJECT: Posting of Environmental Notices

NOTICE OF: EXEMPTION

RECEIPT # 54-2015-165

PROJECT TITLE: SEQUOIA FIELD PROGRAM FACILITY

DATE POSTED: 07/21/2015

DATE REMOVED: 08/25/2015

IF YOU HAVE ANY CONCERNS REGARDING THE ENCLOSED DOCUMENT,
PLEASE CONTACT OUR OFFICE (559) 636-5051.

by, Margaret
Deputy

Enc
Clerk Division
559-636-5051

Miscellaneous_Index

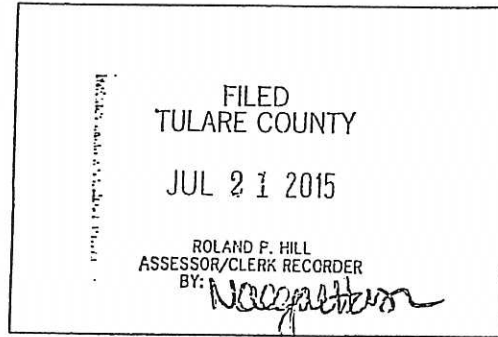
54-2015-165

7/21/2015 8/25/2015 SFPF TCBOS EXEMPT

Notice of Exemption

Fee Exempt per Government Code Section 6103

- To: Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, CA 95814
- X Tulare County Clerk
Room 105, Courthouse
221 South Mooney Boulevard
Visalia, California 93291



Lead Agency: Tulare County -- Board of Supervisors
2800 West Burrel Avenue
Visalia, CA 93291

Applicant(s): Tulare County Sheriff's Department (Headquarters)
2404 West Burrel Avenue
Visalia, CA 93291-4580

Activity/Project Title: Sequoia Field Program Facility

Activity / Project Location – Specific: 36710 Rd 112, Visalia, CA 93291, Sequoia Field, Tulare County
Activity / Project Location- Section, Township, Range: Tulare County, Monsen Quad, Township 17 South, Range 24 East, Section 13 Mount Diablo Meridian (MDM)
Activity / Project Location – City: N/A
Activity / Project Location - County: Tulare (unincorporated area); see attached Exhibit “A” (Area Map) made a part hereof.

Description of Nature, Purpose, and Beneficiaries of Activity / Project: The proposed Activity / Project can be described as (1) Submittal of an application under SB 863 (Adult Local Criminal Justice Facilities Construction) to the California Board of State and Community Corrections for funding through SB 863 to help finance the construction of the proposed Sequoia Field Program Facility to be operated by the Tulare County Sheriff's Department; (2) Building (on an 8- to 10-acre site in two phases) a program facility (subject to funding availability) totaling between 80,000 to 100,000 square feet; and (3) Demolishing designated unsafe, substandard and dangerous buildings located within the Site Plan located at Sequoia Field. See attached Exhibit “B” (Site Plan) made a part hereof.

The purposes of the Activity / Project are to improve Tulare County's availability of adult offender correctional facilities, and to improve the availability of rehabilitative program treatment and services for adult offenders in the County.

Exempt Status:

- Ministerial (PRC Sections 21080(b)(1); 15268);
- Declared Emergency (PRC Sections 21080(b)(3); 15269(a));
- Emergency Project (PRC Sections 21080(b)(4); 15269(b)(c));
- Categorical Exemptions: N/A
- Statutory Exemptions: N/A
- X General Rule Exemption: (14 Cal. Code Regs. Section 15061(b)(3)) (No Possibility of Significant Impact)

Reasons Why Activity / Project are Exempt from CEQA:

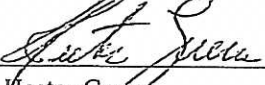
Based on detailed CEQA Analysis (including Appendices “A” through “H”) in the Initial Study (i) prepared in support of this Activity / Project, (ii) incorporated herein by this reference, and (iii) approved by the Board of Supervisors, there is substantial evidence in the record to support the analysis and conclusion that it can be seen with certainty that there is no possibility that the proposed Activity / Project may cause a significant effect on the environment.

The CEQA Analysis concluded that there is no impact to environmental resources in the nature of aesthetics, agricultural resources, air quality, biological resource, cultural resources, geology and soils, greenhouse gases, hazards / hazardous materials, land use planning, mineral resources, noise, population, housing, public services, recreation, transportation / traffic, and utilities / service systems. The Activity / Project will include various "project design features" that are required to be followed by the Lead Agency.

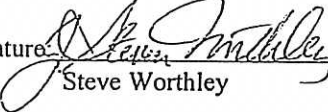
Name of Public Agency Approving Activity / Project: County of Tulare by Board of Supervisors

Activity / Project Representative: Captain Keith Douglas, Tulare County Sheriff's Department

Area Code/Telephone: (559) 636-4625

Signature:  Date: 7/21/15 Title: Chief Environmental Planner
Hector Guerra Environmental Planning Division

Signature:  Date: 7/21/15 Title: Resource Management Agency Director,
Michael C. Spata Environmental Assessment Officer and Building Official

Signature:  Date: July 31, 2015 Title: Chairman, Tulare County Board of Supervisors
Steve Worthley

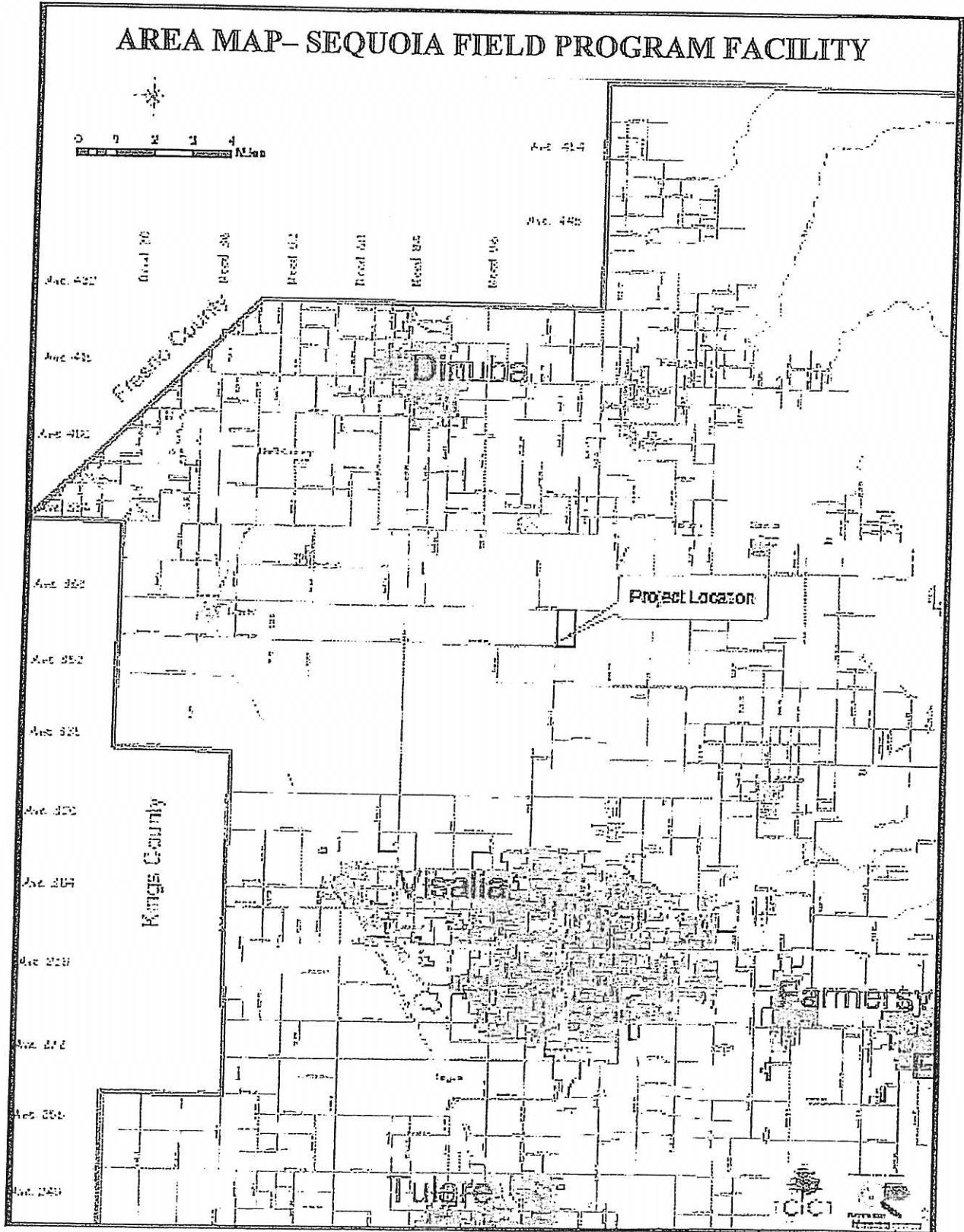
Signed by Lead Agency

Date received for filing at OPR:

Signed by Applicant

Date Sent to the Clerk of the Board:

Exhibit "A"



TULARE COUNTY COUNSEL

County Counsel
Kathleen Bales-Lange

Chief Deputies
John A. Rozum
Crystal E. Sullivan
Clinton O. Sims II
Jennifer M. Flores

Special Assistants
Teresa M. Saucedo
Harold W. Wood Jr.
Julia J. Roberts



Attorneys

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Abel C. Martinez

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Lisa Tennenbaum
F. William Jackson
Marit Erickson
Stephanie R. Smittle
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Amy I. Terrible

2900 W. Burrel, County Civic Center, Visalia, CA 93291
 11200 Avenue 368, Room 102, Visalia CA 93291

Telephone: (559) 636-4950 Fax: (559) 737-4319
Telephone: (559) 735-1505 Fax: (559) 713-3240

August 26, 2015

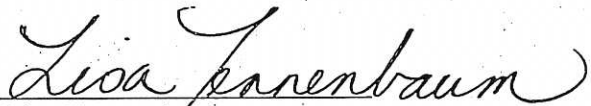
Re: Jail Construction Grant Under State's SB 863 Adult Criminal Justice Facilities Construction Financing Program

Dear Sir/Madam:

The Office of County Counsel ("County Counsel") acts as general counsel to the Board of Supervisors (the "Board") in connection with the County of Tulare SB 863 Adult Criminal Justice Facilities Construction Financing Program. At this time, we are not aware any pending or threatened litigation, claims or assessments, unasserted or otherwise, involving the California Environmental Quality Act (CEQA) against the County regarding the County's SB 863 Program.

Very truly yours,

KATHLEEN BALES-LANGE
County Counsel

By 
Lisa Tennenbaum
Deputy County Counsel



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 County of Tulare | | 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 Sequoia Field Program Facility Phase II | | | | |
| PROJECT DESCRIPTION Program- and treatment-oriented jail, with mental health, medical, and general population components | | | | |
| STREET ADDRESS Road 112 and Avenue 360 | | | | |
| CITY Visalia | | STATE CA | ZIP CODE 93291 | |
| C. SCOPE OF WORK – INDICATE FACILITY TYPE <u>AND</u> CHECK ALL BOXES THAT APPLY. | | | | |
| FACILITY TYPE (II, III or IV) II | <input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY | <input type="checkbox"/> RENOVATION/ REMODELING | <input type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY | |
| D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u> | | | | |
| | A. MINIMUM SECURITY BEDS | B. MEDIUM SECURITY BEDS | C. MAXIMUM SECURITY BEDS | D. SPECIAL USE BEDS |
| Number of beds constructed | 0 | 176 | 20 | 48 |
| TOTAL BEDS (A+B+C+D) | 244 | | | |

| | | | |
|---|-------------|--|---|
| 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 J. Steven Worthley | | TITLE Chairman, Tulare County Board of Supervisors | |
| AUTHORIZED PERSON'S SIGNATURE | | DATE | |
| 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 John Hess | | TITLE Assistant Director, General Services | |
| DEPARTMENT General Services | | TELEPHONE NUMBER 559-636-5005 | |
| STREET ADDRESS Visalia Government Plaza | | | |
| CITY Visalia | STATE CA | ZIP CODE 93277 | E-MAIL ADDRESS JHess@co.tulare.ca.us |
| G. DESIGNATED PROJECT FINANCIAL OFFICER | | | |
| This person is responsible for all financial and accounting project related activities. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.) | | | |
| PROJECT FINANCIAL OFFICER | | | |
| NAME Jean Rousseau | | TITLE County Administrative Officer | |
| DEPARTMENT County Administrative Office | | TELEPHONE NUMBER 559-636-5005 | |
| STREET ADDRESS 2800 West Burrel Avenue | | | |
| CITY Visalia | STATE CA | ZIP CODE 93291 | E-MAIL ADDRESS JRousseau@co.tulare.ca.us |
| H. DESIGNATED PROJECT CONTACT PERSON | | | |
| This person is responsible for project coordination and day-to-day liaison work with the BSCC. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.) | | | |
| PROJECT CONTACT PERSON | | | |
| NAME Capt. Tom Sigley | | TITLE Sheriff's Captain | |
| DEPARTMENT Tulare County Sheriff's Department | | TELEPHONE NUMBER 559-636-4710 | |
| STREET ADDRESS 2404 West Burrel Avenue | | | |
| CITY Visalia | STATE CA | ZIP CODE 93291 | E-MAIL ADDRESS TSigley@co.tulare.ca.us |

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

Definitions of total project costs for purposes of this program (state reimbursed, county cash contribution, and county in-kind contribution) can be found in the “Budget Considerations” page 22 of the Senate Bill (SB) 863, Construction of Adult Local Criminal Justice Facilities (ALCJF’s) Request for Proposals (RFP). The county cash and in-kind contributions are collectively the county contribution. Those defined costs in the RFP shall be the guide for accurately completing this budget summary section. 0

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 | \$33,489,000 | \$0 | | \$33,300,000 |
| 2. Additional Eligible Costs* | \$2,550,000 | \$0 | | \$2,550,000 |
| 3. Architectural | \$1,195,000 | \$1,505,000 | | \$2,700,000 |
| 4. Project/Construction Management | \$2,750,000 | \$0 | | \$2,750,000 |
| 5. CEQA | \$0 | \$0 | | \$0 |
| 6. State Agency Fees** | \$16,000 | \$125,000 | | \$330,000 |
| 7. Audit | | \$80,000 | \$0 | \$80,000 |
| 8. Needs Assessment | | \$120,000 | \$65,000 | \$185,000 |
| 9. Transition Planning | | \$250,000 | \$925,000 | \$1,175,000 |
| 10. County Administration | | | \$1,375,000 | \$1,375,000 |
| 11. Land Value | | | \$0 | \$0 |
| TOTAL PROJECT COSTS | \$40,000,000 | \$2,080,000 | \$2,365,000 | \$44,445,000 |
| PERCENT OF TOTAL | 90.0% | 4.68% | 5.32% | 100.00 % |

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

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

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

1. Construction (includes fixed equipment and furnishings) (state reimbursement/cash match):

Tulare County is requesting \$33,489,000 in State financing for the total construction budget. The construction budget is based on a Type II, 244-bed, dormitory-style facility with full, extensive support services. The Tulare County Sheriff's Department and the General Services Department recommend a 45,500 square foot facility. Space

recommendations are reflective of current industry standards. This cost figure was determined through the assistance of a Vanir Construction Management and County personnel. The construction management firm met frequently during the development of the County's SB 863 proposal to discuss the project scope, building construction, and other critical items related to the cost of the project. Based on those meetings, the firm prepared a detailed project cost estimate based on current industry estimates. In addition to the 192 general population beds, the facility will include administrative segregation cells, recreation yards, medical treatment beds and facilities, mental health treatment beds and facilities, classrooms, office space, and incidental spaces (custodial, circulation, etc.). The construction cost estimate also includes Job Overhead, Contractor Mark Up, and Contractor's Bond costs. The estimate also includes Design Contingency and Market Factor of 20% and 3%, respectively. The Design Contingency is high at this stage of the project to allow for future changes in the project layout, facility design, and unknown construction conditions. Finally, the cost estimate includes escalation to start and at mid-point of construction. Construction is anticipated to begin in January 2018 and and be completed in 24 months. The construction contract will be selected in a competitive bid process. The County has received a reduced award through the SB 1022 financing program. This SB 863 project will be built to enhance the loss of funding from that prior financing and will built alongside the SB 1022 facility. This will allow for the project to realize savings through economies of scale and other efficiencies.

2. Additional Eligible Costs (specified allowable fees, moveable equipment and furnishings, and public art)

- a) **Define each allowable fee types and the cost of each:** The cost estimate includes a total of \$2,550,000 of additional eligible costs. This amount includes the items listed below in subsections b) and c), as well as fees associated with local air quality mitigation, project commissioning, plan check and permit fees. These amounts total \$750,000.
- b) **Moveable equipment and moveable furnishings total amount:** The cost estimate includes \$1,750,000 in moveable furniture, fixtures, and equipment to allow for the facility to be full service upon completion. This includes computer equipment security controls, medical and mental health, administration, housing unit support, a facility management. Furniture for each of these sections is also included. Transportation carts that will be used for moving a variety of items throughout the facility are also included. The building will include program space and classrooms, furniture and equipment for those spaces is also included.
- c) **Public art total amount:** The cost estimate includes \$50,000 for public art. These funds will be used to install attractive displays and visual enhancements to the appearance of the structure. The intent is to provide the entrances and exterior of the building a pleasing appearance.

3. Architectural(state reimbursement/cash match):

- a) **Describe the county's current stage in the architectural process:** The County is prepared to select a qualified architectural firm to proceed through a standard design-bid-build process, including programming, schematic, design development, construction documents, bidding, construction, and warranty phases.

No architectural work will be initiated prior to project establishment by the State Public Works Board.

- b) Given the approval requirements of the State Public Works Board (SPWB) and associated state reimbursement parameters (see “State Lease Revenue Bond Financing” section in the RFP), define which portions/phases of the architectural services the county intends to seek state dollar reimbursement:** The County intends to seek State dollar reimbursement for portions of the design development phase of the architectural services. The remainder of the architectural costs will be included in the County cash contribution total.
- c) Define the budgeted amount for what is described in b) above:** The County estimates full architectural services to be \$2,700,000, which is reflective of industry standards for a project of this type. It is anticipated that, should the County receive SB 863 funds, the County will seek to manage both its SB 1022 project and this project simultaneously to achieve efficiencies in a variety of cost categories, including architectural services. The total State requested financing for architectural services is \$1,195,000.
- d) Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The County will pay for all other phases of the architectural services, including a portion of the design development phase listed in c) above.
- e) Define the budgeted amount for what is described in d) above:** The County will pay for \$1,505,000 for architectural services through its cash match contribution.

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

- a) Cash:** The County will hire a construction management firm to assist in the management of this project as well as the SB 1022 project. This category includes construction administration, special construction consultants, construction inspection, and materials testing. The County will be seeking full reimbursement of this category from the State financing program. This amount will be \$2,750,000.
- b) In-Kind:** The County will not be utilizing In-Kind contributions for this cost category as it is not eligible to do so.

5. CEQA – may be state reimbursement (consultant or contractor) or cash match: The County has performed its CEQA obligations as part of this proposal submittal. This was done with County staff. Therefore, there are no costs associated with this category.

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. The County has included State Fire Marshall costs of \$125,000 as part of its Cash Contribution and \$16,000 for real estate due diligence costs as reimbursed by the State. These amounts have been calculated pursuant to the SB 863 funding criteria.

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 required audit will be completed by a qualified auditing firm. The County has budgeted \$80,000 of Cash Contribution for this category.
8. **Needs Assessment - Define work performed by county staff (in-kind), define hired contracted staff services specifically for the development of the needs assessment (cash match) :** The County hired Vanir to prepare a cost estimate and complete a Needs Assessment for this SB 863 proposal. That Needs Assessment has been included and referenced throughout this proposal. The County has included a cost of \$120,000 for this expense category in the Cash Contribution section to cover the production of the Needs Assessment.
9. **Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** The County has included a Cash Contribution of \$250,000 and In-Kind contribution of \$925,000 for transition planning. This includes staff and benefit costs for staff that will be responsible for all transition duties include development of facility policy/procedures; staff recruiting/hiring/development; operational preparations; ordering of all facility supplies and consumables; and all activities required for facility opening and occupancy. The Transition Planning Team members will include Sheriff's Captain, Lieutenant, Sergeant, four Sheriff's Deputies, along with clerical and accounting support staff.
10. **County Administration – Define the county staff salaries/benefits directly associated with the proposed project.** Tulare County utilizes a team approach to Capital Projects. The General Services Department includes the Capital Projects and Facilities divisions. These divisions have been the lead on the County's AB 900 and SB 1022 projects throughout the past three years. The overall project strategy is to develop a multi-disciplinary project team to participate in the project stages prior to construction. This team will include staff from the following County agencies and departments: Sheriff's Department, General Services, Health and Human Services Agency, Information and Communications Technology, Resource Management Agency, County Counsel, and County Administrative Office. General Services and Sheriff's Departments will comprise the core project team that will be involved from notification of award through occupation of the facility. In-kind expenses for this project team have been calculated at \$1,375,000 for the duration of the project.
11. **Site Acquisition - Describe the cost or current fair market value (in-kind):** The County has identified a current County property for the construction of this and the SB 1022 facility. This site is owned by the County near existing County detention facilities. The value of this property has been contributed as In-Kind to the County's SB 1022 proposal. Therefore, there is no value for this cost category in this SB 863 proposal.

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> | N/A | 9/22/2015 | |
| Real estate due diligence package submitted <u>within 120 days of award</u> | N/A | 12/18/2015 | |
| SPWB meeting – Project established <u>within 18 months of award</u> | 2/15/2016 | 4/18/2016 | |
| Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects) | 4/19/2016 | 9/30/2016 | |
| Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects) | N/A | N/A | County is using Design-Bid-Build method of delivery |
| Design Development (preliminary drawings) with Staffing Plan | 9/20/2016 | 1/19/2017 | |
| Staffing/Operating Cost Analysis approved by the Board of Supervisors | 9/20/2016 | 1/19/2017 | |
| Construction Documents (working drawings) | 4/19/2017 | 7/16/2017 | |
| Construction Bids or Design-Build Solicitation | 9/16/2017 | 2/25/2017 | |
| Notice to Proceed <u>within 42 months of award</u> | 12/25/2017 | 1/15/2018 | |
| Construction (maximum three years) | 1/15/2018 | 1/15/2020 | |

| | | | |
|--|-----------|-----------|--|
| to complete) | | | |
| Staffing/Occupancy <u>within 90 days of completion</u> | 1/15/2020 | 4/15/2020 | |

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 | 462,189 |
| 2. | Number of detention facilities | 4 |
| 3. | BSCC-rated capacity of jail system (multiple facilities) | 1,718 |
| 4. | ADP (Secure Detention) of system | 1,699 |
| 5. | ADP (Alternatives to Detention) of system | 216 |
| 6. | Percentage felony inmates of system | 90% |
| 7. | Percentage non-sentenced inmates of system | 57% |
| 8. | Arrests per month | 1,586 |
| 9. | Bookings per month of system | 1,798 |
| 10. | “Lack of Space” releases per month | 539 |

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)

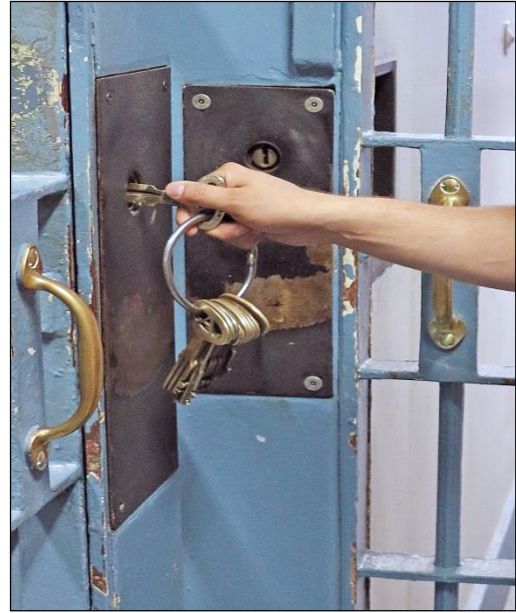
| | Facility Name | RC | ADP |
|----|---|-----|-----|
| 1. | Bob Wiley Detention Facility | 696 | 712 |
| 2. | Tulare County Men’s Correctional Facility | 366 | 313 |
| 3. | Tulare County Adult Pre-Trial Facility | 384 | 406 |
| 4. | Tulare County Main Jail | 272 | 272 |
| 5. | | | |
| 6. | | | |

| 7. | | |
|--|--|------------|
| Table 3: List the current offender programming in place and the ADP in each program | | |
| Pre-Trial Program | | ADP |
| 1. | Substance Abuse, Anger Management, Parenting and Job Skills programs | 70 |
| 2. | | |
| 3. | | |
| 4. | | |
| 5. | | |
| 6. | | |
| Sentences Offender Program | | ADP |
| 1. | Residential Substance Abuse Treatment (RSAT, grant funded) | 64 |
| 2. | Women's RSAT | 25 |
| 3. | Gang Awareness and Parenting Program (GAPP, grant funded) | 40 |
| 4. | General Education Diploma (GED) | 15 |
| 5. | Day Reporting Center (DRC) | 70 |
| 6. | | |

| Table 4: List of the offender assessments used for determining programming | | |
|---|---|------------------------------|
| Assessment tools | | Assessments per Month |
| 1. | Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) | 200 |
| 2. | Careerscope (for Residential Substance Abuse Treatment Program, RSAT) | 10 |
| 3. | | |
| 4. | | |
| 5. | | |
| 6. | | |

SECTION 5: NARRATIVE

SECTION 1: STATEMENT OF NEED



Outdated facilities: The oversized keys deputies use to unlock doors (*above photo*) are a reminder that Main Jail opened in 1962 with hardware from a decommissioned Texas jail. An Inmate Programs supervisor (*left photo*) distributes literature to Main Jail inmates. The jail has no classrooms for program instruction. Mental health and medical facilities are very limited. The rectangular container in the foreground has hot water for inmates to prepare commissary items such as soup.

Vanir Construction Management completed a comprehensive detention needs assessment for the Tulare County Jail system in July 2015.

The Needs Assessment was done over a six-month period with frequent consultations with Sheriff, Probation, County Administration Office, the Resource

Management Agency, and Health and Human Services Agency personnel. Input was also solicited from Corizon Health (which provides contracted medical and mental health services for incarcerated youth and adults in the County) and non-profit Alternative Services Inc., which is the main provider of cognitive behavioral services and alcohol and drug services for the County Jail System. After analyzing the County Jail System, Vanir staff concluded:

“The four existing Tulare County jails were built over a span of 58 years. Men’s Correctional Facility, built in 1941 as open-barracks housing for military personnel, provides housing and treatment programming for a limited number of the County’s lower risk inmates. The Tulare County Main Jail, built in 1962 in a linear style with open-bar front cells and dormitories, is inefficient, staff-intensive and lacks space for inmates to participate in treatment programs. Bob Wiley (1986) and the Adult Pre-Trial Detention Facility (1999) were both designed with modern, efficient, podular style housing.

“The Men’s Correctional Facility and the Main Jail are both outdated and experiencing significant maintenance issues. Both of these jails have infrastructure that has become antiquated and some systems are in need of replacement. Neither of them has a physical layout that reflects 1) the needs of a modern adult jail detention facility, 2) provides appropriate housing to accommodate classification, or 3) has adequate space for healthcare services and treatment programs. Men’s Correctional Facility is offering a variety of education and treatment programs, but the available space is inadequate and poorly designed for this purpose. Main Jail has no evidence-based

program / treatment opportunities because of space deficiencies. Both of these jails have exceeded their useful life and should be replaced.”

Vanir rated each facility on 11 functional usage areas: administration, visiting-lobby- public space, food service, central control, maintenance-storage-utility, laundry, intake- release, inmate programs, housing-dayrooms, and interior circulation. The company used 4-point scale, from “0” (very inadequate) to “3” (very adequate). In cases where the space or system does not exist for evaluation, the Vanir team assigned “N/A” for not available for evaluation. The Assessment team made its evaluation after touring each facility, consulting state jail standards, Board of State and Community Corrections field evaluations, jail maintenance records, interviewing jail staff, and reviewing other pertinent information. Main Jail came in last place among the County’s four jails with a rating of “0.7” (between “very inadequate” and “inadequate”).

The Assessment team found many physical deficiencies at Main Jail, such as:

- The location is far from many of centralized services for County Jail System.
- Plumbing is aged and should be replaced soon.
- Electrical system is outdated.
- Lighting is harsh.
- Facility is not ADA-compliant.
- Facility is noisy and needs acoustical treatment.
- Facility is not fully covered by a fire sprinkler system.
- Interior finishes are wearing and chipping away.
- HVAC system is dated and does not adequately cool the building in the peak of summer or heat the building adequately in the winter.

- Central plant is inadequate.
- Maintenance storage is insufficient.

The only component of Main Jail that received a “2” for adequate was the concrete-and-steel building itself. All the systems and functions inside the structure, the Assessment team found, were lacking. Due to Main Jail’s age, 1963 Title 24 Building Code Standards apply to spaces within Main Jail.

Vanir also compared the County’s jails to seven other jail systems built with state funding since the early 1990s. As expected, Main Jail did not compare favorably to these “new generation” facilities in program space, medical-mental health facilities, utilities, and other key areas.



Tight spaces: The medical clinic at Main Jail has barely enough room to examine and treat one offender at a time. There are no medical beds. By contrast, the SB 863 project will have a full-service medical clinic with 16 medical beds.

Vanir also projected the County Jail System’s bed needs for 2019 and beyond. The company took into account the continuing impact of AB 109 on the County Jail System, average daily population (ADP) trends, estimates for growth of the County’s population, and other factors. The firm also calculated a 20% “peaking factor” to account for temporary spikes in ADP. The projection calls for the decommissioning by 2020 of Tulare County Main Jail (272 beds) and the Men’s Correctional Facility (366 beds). As noted above, and in BSCC field reports, both facilities are nearing the end of their life expectancies.

The projection also took into account the impact of hundreds of new beds in the pipeline: 527 beds at the South County Detention Facility in Porterville (AB 900 funding) and 192 beds at the Sequoia Field Programs Facility (SB 1022 funded) north of Visalia. Both state-financed projects are scheduled to open by 2019. The projection also includes a 244-bed facility the County will build next door to the Sequoia Field Program Facility if this SB 863 Adult Local Criminal Justice Facilities Construction proposal is funded, the jail would open in early 2020.

| TULARE COUNTY JAIL SYSTEM - BED NEED PROJECTIONS | | | | | |
|---|--------------|--------------|--------------|--------------|--------------|
| Facility | 2015 | 2019 | 2020 | 2024 | 2034 |
| Main Jail | 272 | 272 | 0 | 0 | 0 |
| Pretrial Detention Facility | 384 | 384 | 384 | 384 | 384 |
| Bob Wiley Detention Facility | 695 | 695 | 695 | 695 | 695 |
| Men's Correctional Facility | 366 | 0 | 0 | 0 | 0 |
| <i>AB 900 Project</i> | <i>0</i> | <i>527</i> | <i>527</i> | <i>527</i> | <i>527</i> |
| <i>SB 1022 Project</i> | <i>0</i> | <i>192</i> | <i>192</i> | <i>192</i> | <i>192</i> |
| <i>SB 863 Project</i> | <i>0</i> | <i>0</i> | <i>244</i> | <i>244</i> | <i>244</i> |
| Total Rated Beds | 1,717 | 2,070 | 2,042 | 2,042 | 2,042 |
| Projected ADP w / Peaking | 2,053 | 2,158 | 2,183 | 2,303 | 2,607 |
| Rated Bed Shortfall | (335) | (88) | (141) | (261) | (565) |

Several additional factors need to be pointed out with the above projection for future jail space:

- The County's original SB 1022 award was reduced by the BSCC from \$40 million to \$33.34 million. The reduction, plus steep increase in prices of jail construction projects around the state, prompted the County to reduce beds in the project by one-half to 192.
- The 28-bed deficit between the closing of Main Jail and opening of the SB 863 jail in 2020 is in keeping with the intent of SB 863 legislation of replacing outdated jail beds with modern beds with more resources, such as program and treatment space.
- Prop 47 was not figured into the bed projection. Like other counties around the state, and the BSCC itself, Vanir is unsure of the long-term impact of this initiative. (Fact Sheet data is from 2014.)

The assessment team also concluded that the Sheriff, Probation, and the Courts will need to continue to place appropriate offenders in alternative-to-incarceration programs, such as the following programs where Probation supervises offenders: Drug Court, Recovery Court (Proposition 36), Mental Health Court, Veterans Court, and Electronic Monitoring. **Collectively, the ADP for these alternative-to-incarceration programs totaled 1,080 between July 1, 2013, and Dec. 31, 2013, and rose to 1,890 for the same period in 2014. That is more than total capacity of the County Jail**

System (1,718). Additionally, hundreds of other offenders were diverted from jail cells to the Sheriff's work release programs in 2013 and 2014.

The local Court system is aggressively utilizing the "split" sentencing or other options for AB 109 inmates – where inmates split their sentence between incarceration and supervision by the Probation Department. The Courts sentenced 65.4% of eligible offenders to such sentences during 2014, compared to the state-wide average of 33.1%. The offenders on split sentences serve an average of 10 months in jail, while inmates on straight sentences serve 14 months – thus, using split sentences reduces the demand on jail beds by 40% for these offenders.

Finally, it should be noted that the beds at Main Jail need to be replaced as outdated, consistent with the express intent of Government. Code Section 15820.933.

Thus, Vanir recommended the following for the Tulare County Jail System:

- **Recommendation #1: New Replacement Housing and Treatment Facility -** Program, design and construct new 244-bed housing unit and special housing for inmate treatment adjacent to the SB 1022 project. Include inmate program areas; medical and mental health treatment beds and services; and support spaces.
- **Other recommendations** include performing the following at the County's Bob Wiley Detention Facility and the Adult Pre-Trial Facility: technology and security upgrades, and performing delayed maintenance. Also, the Assessment recommends eliminating the jail cells at Main Jail; renovating the Sheriff's Administration Center on the main floor; and renovating the holding facility in the basement that is connected to the County's main Superior Courthouse across the street. Note: County Administration plans to relocate the Sheriff's

administrative center to another location. The County plans to retain and renovate the holding facility because of its proximity to the Courthouse.

SECTION 2: SCOPE OF WORK

Summary: The proposed project is in line with the Needs Assessment recommendation to replace the aging 272-bed Main Jail with a new 244-bed jail. Unlike Main Jail, the new facility will include ample inmate program areas, medical and mental health treatment beds and services, and support spaces. The facility will house a mix of housing classifications, based on a behavioral classification model.

The components of the new jail will include:

- **Medical Unit (16 beds)**: Specifically targeting offenders with chronic medical conditions. (Existing facilities: no medical beds at Main Jail; no unit designed for chronic conditions within County Jail System).
- **Mental Health Unit (32 beds)**: Focus on female offenders with the most serious mental health illnesses in jail system. (Existing facilities: No mental health beds at Main Jail, and no dedicated mental health unit for female offenders exists within County Jail System).
- **Housing Pods (with a total of 196 beds)**: Will house men and women of various classifications to participate in programming. (Existing facilities: 272 single and small-group cells with bars in linear design at Main Jail with no classroom space).

- **Program / Counseling Space:** Four classrooms, two multi-purpose rooms, and several spaces for one-on-one counseling. (Existing facilities: No classrooms or dayrooms at Main Jail).

- **Office Space for Programming and Medical / Mental Health Staff:** Sufficient office space to carry out functions. (Existing facilities: A total of less than 500 sq. ft. for mental health and medical staff at Main Jail; no office space for programming staff).

Safety and security: The new jail will fully meet all Title 24 and Title 15 requirements when it opens. There will be significant security and efficiency improvements compared to Main Jail (where, due to age, most interior spaces comply with state jail standards from 1963). Unlike Main Jail, there will be no bars on cells in the new jail. This will reduce “tie off” points for inmates at risk of committing suicide.

The new jail’s mental health unit will reduce self-destructive behavior among mentally ill female offenders due to the unit’s counseling, enhanced behavioral monitoring, and specific construction design to house such offenders. Deputies working in the unit will receive certified training in working with mentally ill inmates. The jail system has no such unit for mentally ill female offenders at this time.

Administrative segregation cells will allow detention staff to manage inmates who become disruptive in programs prior to allowing them to be reintegrated into the program (with proper behavior) or transferred back to their original housing unit within the County Jail System.

Other safety factors for the new jail electronic surveillance and a pod-style design. Jail staff in control rooms will be able to monitor inmate activity by looking through windows on single and double cells, and through floor-to-ceiling windows in dormitory units. By comparison, floor deputies at Main Jail must walk down long corridors in cellblocks to inspect individual cells. Surveillance cameras at Main Jail are mounted at the end of corridors, which limits visibility into individual cells. By contrast, the surveillance cameras will be more widely dispersed in the SB 863 facility, providing better views of offenders. Also, floor deputies at the new facility will patrol through open day rooms in many housing areas, allowing them to scan multiple offenders at the same time. Deputies will use a pipe at numerous points during patrol rounds, with each checkpoint logged in a “time keeper” system. The result will be assurance that the deputy has fully patrolled his or her route on a regular basis. All these factors will contribute to inmate safety and allow jail staff to intervene more quickly when a fight or other emergency arises.

Efficiency: Programming, recreational and visiting areas in the new jail will be configured to keep inmate transport to a minimum, thus increasing the efficiency of deputies. Treatment, counseling, and instructional staff will be provided with adequate offices, records storage, and pharmacy space that is integral to jail operations and core treatment components. This will allow staff more time for care of inmates and to deliver treatment and other programs more efficiently and cost effectively. Also, grouping offender groups, such as women’s RSAT and mental health units, will increase efficiency of programming and treatment. The same will be true for the mixed-gender

medical unit, which will specialize in caring for offenders with chronic medical problems.

By comparison to Main Jail, which opened in 1962, the new jail will feature many structural improvements that have been developed during the past half-century. The improvements will include an energy-efficient design that will assure inmate and jail staff comfort while costing less to operate and maintain than Main Jail (where inmates are often warm in summer and cold during winter). Modern electrical and plumbing systems also will be easier to maintain and more cost efficient.

Leveraged facilities: The SB 863 jail will be adjacent to the Sequoia Field Program Facility (SB 1022). The two facilities will be bordered by a corridor, which will be lined with four classrooms and two dayrooms in the SB 863 jail, and another two classrooms in the Sequoia Field Program Facility. The classrooms, thus, can be shared by both facilities for programming. They also will serve for consulting and training of detention and program staff. In addition, the Day Reporting Center at the Sequoia Field Program Facility can be utilized for educational and cognitive-based therapy classes for inmates from both jails as a transitional step from incarceration to the community.

Site Plan and Floor Design Schematic (exhibits): Two exhibits by Vanir Construction Management are attached to this proposal. Exhibit 1 shows a site plan for the new facility, which will be located at Sequoia Field north of Visalia. Exhibit 2 shows the floor plan. The latter contains color-coded spaces for circulation, dayroom, housing, medical and mental health, medical treatment beds, mental health treatment beds, program, recreation yard, secondary circulation, tiered housing, and utility functions.

SECTION 3: PROGRAMMING AND SERVICES



Counseling: The Women’s Residential Substance Abuse Treatment Program will move to the SB 863 facility from its present location at the Tulare County Adult Pre-Trial Facility, where participants must share space with freshly arrested female offenders, undercutting the effectiveness of RSAT program design. RSAT is a 5- to 12-month, evidence-based program for offenders with substance abuse issues.

Summary: The proposed jail will utilize evidence-based programming and treatment services to rehabilitate offenders transitioning to the community and lessen their chances of re-offending. Components will include a “step-down” program for female offenders with serious mental health issues; a woman’s Residential Substance Abuse Treatment (RSAT) program; a re-entry program for motivated male and female offenders; and a medical unit specializing in treating inmates with chronic medical conditions. An inmate’s behavioral classification will figure into the selection process for the new jail. Inmates prior to coming to this facility will have to demonstrate a

willingness to participate, program, and get along with “all” inmates who have chosen to improve themselves through educational opportunities. After a transfer to the new jail, if an inmate is non-compliant in the program, they will return to their original housing unit. If the inmate wants to return to the new jail, he or she must re-start the selection process.

Here is the mandated pre-trial release information mandated by the RFP:

Pre-trial inmates for 2013: Pre-trial inmates made up 58% of the inmate population of the Tulare County Jail System during the period of January 1, 2013, through December 31, 2013, according to Monthly Jail Profile Survey reports on file with the BSCC. The figure for 2014 was up four percentage points to 62%. However, figures from the California Attorney General’s Office reveal the County had a 7.8% increase in violent felony arrests during the same period. There were also significant spikes for arrests in a number of felony subgroups (weapons, 15.8%; hit-and-run, 66.8%; and escape, 142.9%). Thus, the County’s diverse efforts to divert offenders to suitable alternative-to-incarceration programs are collectively making a real difference despite the modest year-to-year growth in pre-trial inmates in the jail system.

Pre-trial Release Program: Pre-Trial Release can involve traditional electronic monitoring, GPS or transdermal alcohol monitoring (the latter added in January 2015) and any other **conditions of pre-trial release** or **conditions of bail** as ordered by the Court. Here are the components of County’s Pre-trial Release Program:

1. **OR/Bail Reports with Full COMPAS:** This began in October 2011 with two full-time (FTE) Deputy Probation Officer II positions assigned to the Adult

Investigations Unit for the purpose of completing OR/Bail Reports with recommendation for pre-trial release on offenders *unable to post bail* based on a validated risk assessment of recidivism, violence and failure to appear on non-serious, non-violent and non-sex registerable cases. The Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) tool is a research-based, risk and needs assessment instrument for criminal justice practitioners to assist them in the placement, supervision, and case management of offenders in community and secure settings. The program was expanded in February 2013 through the addition of three FTE Deputy Probation Officer II positions, funded by the Sheriff's Office and assigned to the jail facilities performing the same function. It was expanded again on November 14, 2014 through the addition of two FTE Detention Services Officers from the Sheriff's Office to assist with completing the interview portion of COMPAS. This allows for the COMPAS to be administered to additional inmates for ongoing jail population management, both pre- and post-sentence, in addition to the COMPAS assessments needed for the OR/Bail Report.

2. **On-Site Court Support:** Started in October 2011 with one FTE Deputy Probation Officer III position assigned to Pre-Trial Court to provide on-site recommendations for pre-trial release based upon collaboration with the assigned District Attorney and Public Defender. It was expanded in March 2013 through the addition of four FTE Deputy Probation Officer III positions assigned to the misdemeanor and felony Preliminary Hearing Courts to provide on-site recommendations for pre-trial release based upon collaboration with the

assigned District Attorney and Public Defender on misdemeanors and recommendations for pre-trial release based on the OR/Bail Report with Full COMPAS.

3. **Post Sentence Release:** Started in September 2012 wherein inmate subject to term of formal probation pursuant to Penal Code Section 1210 or a split sentence pursuant to Penal Code Section 1170(h)(5) were evaluated by the Deputy Probation Officer assigned the case for supervision to determine eligibility for release on electronic monitoring 30, 60, or 90 days prior to the scheduled release date to enhance assimilation into the community. This program was expanded on April 1, 2014, through the addition of two Deputy Probation Officer II positions for the purpose of assessing sentenced inmates (both misdemeanor and felony offenders) and releasing offenders on electronic monitoring determined to be at low-risk by the COMPAS.
4. **Adult Placement Unit:** Began in February 2013 with one FTE Deputy Probation Officer II position to allow for the immediate release of felony offenders (pre- and post-sentence), in need of in-patient treatment for serious substance abuse and/or mental health issues.

Replacement of compacted, outdated, or unsafe housing: The proposed project will replace Main Jail. The Detention Needs Assessment, which accompanies this proposal, rated Main Jail with lowest functional rating (0.7, or between “very inadequate” and “inadequate”) among the four jails in the County Jail System. The general day-to-day functioning of Main Jail is in disrepair. The plumbing, electrical, and

ventilation systems are inadequate and need constant maintenance. The jail is the old linear-style design, with no direct supervision or clear line of sight to properly manage the inmate population. The building has single, double and group cells (with beds for up to 16 offenders). There is no classroom space. As a result, classes have been conducted in an unused shower area and teaching through the bars from the outside hallway. Programs are mainly offered by showing educational videos on TV monitors mounted on the walls outside cells. The new facility will feature modern utility, electrical, security, and other systems, and will have a focus on programs and treatment services. The impact will be to significantly increase living space, security management, and the opportunity for inmates to change with enhanced technology and sound educational programs.

One of the major opportunities in the implementation of this new jail is the inclusion of two specialty housing units which are designed to provide mental health and medical services to our inmates, utilizing best practice models for each unit. There will be a 32-bed unit dedicated to women offenders with serious mental health issues and a 16-bed medical unit.

Step-down program for women's offenders with serious mental health

issues: This program offers a progressive (or step-down) approach to management and treatment of offenders with the most severe mental health issues. The program consists of separating these offenders from the general inmate population and placing them initially in individual safety cells; and then progressing through each of the five phases described below. The County Jail System is basing its step-down program with mental

health offenders on the successful use of the concept in progressive jail and prison systems, such as the Washoe County, Nevada, jail system and the federal penitentiary in Atlanta, Ga.

The unit will provide comprehensive care to offenders with mental health conditions through a 5-step approach:

- **Phase 1:** Cleared from safety cell, inmate stays in single cell for 24 to 48 hours for observation by Corizon personnel. Once cleared, e.g., shows not to continue to be a threat to self or others, the inmate moves to Phase 2 -- similar to what is now a 'Close Watch Status in OPH' (Outpatient Housing).
- **Phase 2:** Non-threat to others (from Phase 1, or inmate moved into unit for non-violent, non-self-harm reason). Inmate is housed with like classification, same phase inmate. This phase can last from 48 hours to 30 days. This phase allows Corizon staff to monitor inmate and ensure their medication and or treatment has started and inmate is stabilized. Inmate will not be allowed to associate with other offenders during this phase. Therapy will consist of one-on-one sessions with Corizon staff.
- **Phase 3:** Inmates have been cleared by Corizon and Custody staff to begin participating in small group therapy and have access to yard and dayroom programming.
- **Phase 4:** Inmates will be cleared to participate in large group therapy and will have access to full programming in unit.
- **Phase 5:** Inmates are cleared to leave the unit and return to general population. However, these inmates will continue standard treatment and therapy from Corizon and post-release from custody in community under continuum of care concept.

Improvement over present facilities: There are no facilities or programs at Main Jail for offenders with mental health issues. The Tulare County Jail System will implement a mental health unit for male offenders with the step-down approach at the Tulare County Adult Pre-Trial Facility later this year. The women's mental health unit in the proposed project will benefit from lessons learned at the Pre-Trial unit. The unit also will allow mental health staff the ability to fine-tune therapy to account for differences in mental health illnesses between women and men.

Staffing: Licensed therapists and nurses from Corizon will provide monitoring, therapy, and distribute prescribed medications to offenders in unit. Deputies, who will have special training in working with mentally ill, will provide security.

The women's mental health unit will have the following goal and objectives:

Goal: Provide superior correctional Mental Health treatment and Suicide Prevention.

- **Objective 1:** Identify those inmates which may want to harm themselves, are in need of mental health intervention and treatment, and could benefit from the structure and program of a specialized unit.
- **Objective 2:** Place those inmates in the "Step Down" program to provide comprehensive care/treatment, while reducing liability for the Sheriff's Department and relieving stress on both staff and inmates.
- **Objective 3:** Re-integrate those inmates who can return to general population or continue to care for those inmates who cannot re-integrate into general population.

Medical Unit: This will be a specialized housing unit capable of providing 24 hour nursing care under the direction of a physician, psychiatrist and a licensed mental health professional. The 16-bed unit will be capable of providing care for chronic as well

as acute conditions that require medical care but not at a level requiring hospitalization. Conditions appropriate for this housing include, but are not limited to, Alzheimer/dementia care, long term IV therapy, post-stroke care, conditions requiring long-term physical therapy, and mental illnesses where the offender is incapable of caring for himself/herself.

Improvement over present facilities: There are no medical beds at Main Jail. In addition, there is no facility in the County Jail System designed to accommodate inmates with chronic medical conditions or illnesses. The unit is especially needed because inmates are serving longer sentences since the implementation of AB 109. Contracted medical staff can manage such patients more efficiently, and less expensively, in one location. When appropriate, the offender can be returned more quickly to general population versus less intense management in a conventional correctional bed for medical patients.

Staffing. Physicians, nurses, and medical assistants will deliver services. These professionals will communicate, when necessary, with Corizon management staff and medical professionals at local hospitals for delivery of services within the unit or transferring patients when appropriate to local hospitals. Corizon will work closely with the Sheriff's Office in making such transfers.

Here is the unit's goal and objective:

Goal. Improve medical care for offenders with chronic medical conditions or illnesses

Objective: Operate 16-bed medical unit specifically designed to accommodate offenders with chronic medical conditions or illnesses.

Educational Program Facility: The new facility will be in alignment with all of our jail facilities (except Main Jail). Program staff will focus on programs that are evidence-based and adhere to the guidelines established by Edward Latessa, a nationally recognized expert in applying evidence-based practices (EBT) in correctional settings. Program components will be based on the following established EBT guidelines: Program Leadership; Offender Assessment; Staff Characteristics; Treatment Characteristics; and Quality Assurance. Tulare County Sheriff's Office has had one of their programs assessed with this criteria and the Programs Manager has attended a training offered by the BSCC on the CPC (Correctional Program Checklist) developed by Dr. Latessa.

In general, having a facility with the primary focus of inmate programs clearly opens the door for a wide variety of educational opportunities. Each unit will have access to classroom space, allowing in some circumstances the ability to combine units and better utilize resources. Each unit will also have a small room designated for those one-on-one interviews or counseling needs. Programs such as GED and GED prep will be offered. While one-stop centers have been widely accepted in a number of formats, the new facility will also serve as a one-stop center. Partners working with inmates will be from government and community agencies. Services include self-sufficiency counselors from HHSA; 52-week anger management for court referred offenders; job skills training by Workforce Development; services for veterans; and other services to fit various needs of specific offenders. All staff will be trained and knowledgeable in the benefits of programs.

The **Women's Residential Substance Abuse Treatment (WRSAT)** program will be transferred to the SB 863 facility. RSAT is a 5- to 12-month program for substance abuse issues. The program provides a therapeutic community and encompasses the delivery methods and curriculum on the guidelines as established by Dr. Ed Latessa's evidence-based CPC standards.

Improvement over present program: The program is located at the Tulare County Adult Pre-Trial Facility, where participants must share space with freshly arrested female offenders, undercutting effectiveness of the RSAT program design. The SB 863 project will have dedicated space for the Women's RSAT program. The Men's RSAT Program will be located next door in the Sequoia Field Program Facility. The proximity of these two RSAT programs should allow counseling and other staff to meet frequently, share program experiences, brainstorm solutions, and participate in training.

Staffing: The women's RSAT program will consist of two full-time counselors and one inmate programs specialist, with a counselor-to-inmate ratio of 1:12. The last month of program will focus on re-entry into the community. There is one-year follow-up after release from custody. The staff is already in place and there will be no additional staff charges to the budget. The program is funded by AB 109.

Goal: The goal of the WRSAT program is to provide a recovery program that leads to successful re-entry into community and reduced recidivism among participants. There are five objectives to the goal: **(1) Utilize evidence-based curricula** on substance abuse and changing how offenders think, such as Thinking for a Change and Residential Drug and Alcohol Program (RDAP), both by Change Co., registered with NREPP. **(2) Assess offenders** for appropriate placement into the program; COMPAS is

the primary risk/needs assessment. **(3) Develop post-custody discharge plan** with five identified goals for inmates to achieve upon release. **(4) Arrange “Continuum of Care” services** in community upon release from custody; follow up for 12 months. **(5) Evaluate program success**, utilizing TCU-Criminal Thinking Skill, Exit Survey, and detailed follow-up progress notes.

Transition-to-community program (TCP): This program will be offered to inmates within the last 90 days of incarceration in the SB 863 facility. TCP is currently being offered throughout our facilities (exception Main Jail). Inmates will have a COMPAS assessment to determine needs, so that a personalized discharge plan can be created. As with all programs, inmates must volunteer to participate and sign a participant agreement form. Once in the program, educational and cognitive-based therapy programs will be utilized, including instruction in techniques for successful transition back into the community. Some inmates may be transferred to the DRC next door at the Sequoia Field Program Facility and will serve as a post-custody transition point. Programs at the Day Reporting Center (DRC) will include CBT-based curriculum, reentry planning, substance abuse education, parenting, anger management, life skills, and GED preparation / testing.

Evidence-based curriculum and practices are utilized with motivational interviewing and cognitive behavioral therapy very prominent in the facilitation. Inmates will leave custody with a detailed discharge plan which they developed with assistance of a Reentry Coordinator. Goals with objectives are established and a strong evaluation component measuring the outcomes. Follow-up occurs within the first week and

monthly thereafter to see how they are doing in general and if they are on track with their five goals that were set prior to release.

Improvement over present facilities: This will be a huge improvement for offenders compared to Main Jail, where inmates have not had the opportunity to participate in any of these programs. Classroom space and instructors are proven to be more effective than reliance on a video educational program.

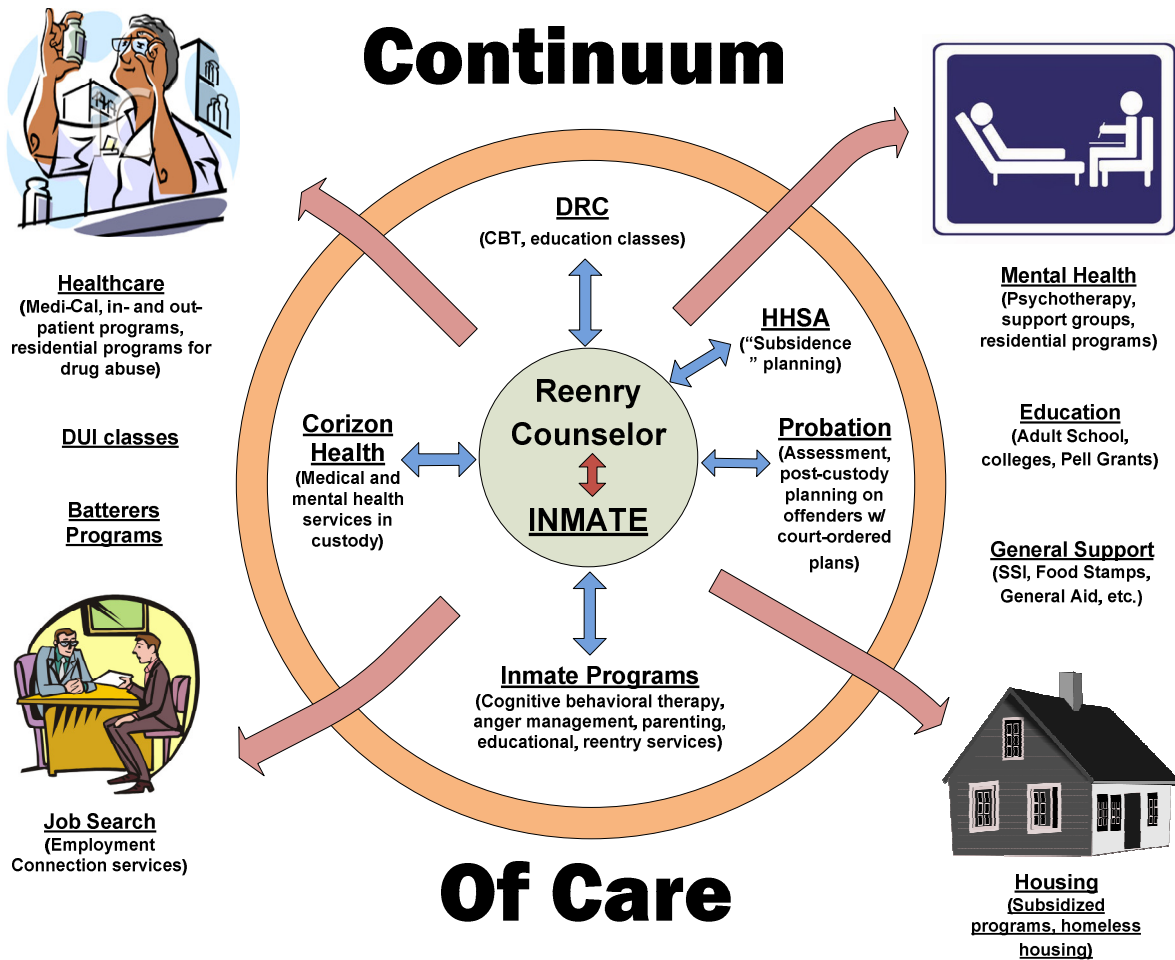
Staffing: Existing reentry coordinators, funded by AB 109, will be used in our new facility.

Goal: Inmates successfully transitioning to the community and not reoffending. There are five identified objectives: **(1) Inmates will be taught evidence based curriculum** designed to address issues associated with returning to the outside community; **(2) Inmates will assess their own needs** through the Offender Reentry Scale – used to help develop their discharge plan; **(3) Every inmate will leave custody with a detailed discharge plan;** the plan will consist of referrals and five self-identified achievable goals; **(4) Evaluation of Program:** TCU CST, Exit Survey, detailed follow-up progress notes; and **(5) “Continuum of Care” services** in community upon release from custody.

Changes in Staffing Required to Provide Services in New Jail: The SB 863 project should require only a modest increase in operational costs for the County Jail System. Security accounts for a large percentage of a jail’s operational costs. The sworn staffing for the SB 863 project will come from personnel at Men’s Correctional

Facility (scheduled to close in 2019) and Main Jail (scheduled to close at the same time that the SB 863 jail opens). Inmate Programs personnel will transfer from the decommissioned jails to the SB 863 facility. There will be additional Inmate Programs personnel due to enhanced program offerings in the new jail; however, those expenses will be offset by AB 109 funds. Contracted medical and mental health professionals will need to be added for the medical and mental health units at the new facility. However, the medical unit should reduce costs for managing chronically ill offenders in the County Jail System. Also, the mental health unit is likely to lead to reduced labor costs through better management of this special offender category.

Partnerships and Lines of Authority in Jail Staffing Plan: The Sheriff's Office will assure security of the new jail, including the operations of all services and programs within the facility. The contracted provider of healthcare services (currently Corizon Health) will be responsible for the day-to-day delivery of medical and mental health services within the County Jail System, including the new jail. The vendor will coordinate service delivery under the supervision of the Tulare County Health & Human Services Agency; security aspects will be coordinated with the Sheriff's Office. The Sheriff's Office also will manage provision of assessment and programming services within the jail by the Sheriff's Inmate Programs division, the Probation Department, and other County agencies and non-profit organizations. Inmate Programs, with input from Probation, will coordinate provision of continuum-of-care services (see graphic below) for post-custody assistance for offenders.



Technology Focus: The new facility will have Wi-Fi capability to reinforce programming and provide additional educational opportunities for our inmates:

- **Computer Classroom:** A classroom with computers/laptops with educational programs, such as GED preparation or GED testing; keyboarding and basic computer skills; and job skills. Many practical techniques are taught, resume writing, filling out job applications, and job interview techniques, including how to address criminal history.

- **Computer-on-wheels Cart:** This is for those inmates unable to attend sessions in the computer classroom due to physical or behavioral issues. The cart will contain laptops and programmed the same as the classroom, with the exception of testing.
- **Tablets:** Inmates will be provided with tablets. The devices will be used to enhance educational knowledge. Bonus credits will be issued to inmates who choose to further educate themselves through the educational resources available on the tablet. The credits will be applied toward games, music, and movies. Through the assessment process we will be able to determine the areas of most need for the individual inmate and weigh heavier credits toward those classes highest on their needs assessment.

SECTION 4: ADMINISTRATIVE WORK PLAN

Summary: The following Administrative Work Plan outlines the assignment of project responsibilities, and the strategy the County will use to complete the Sequoia Field Program Facility Phase II (SB 863) project on time, within budget, and with all of the necessary resources identified.

The construction and development of the Sequoia Field Program Facility Phase II project will be managed from start-to-finish by a County Core Construction Team. This team will participate throughout the entire programming, design, bidding, award, construction, transition, and occupancy phases. The use of one single core team will allow for consistent management and personnel assignments, and ensure that critical

work items are being tracked throughout the entire project schedule. The County has an existing core team currently in place.

The existing team is managing the County's AB 900 project, known as the South County Detention Facility. The team model is being replicated for the Sequoia Field Program Facility Phase II and will serve the same project management functions. Over the past two years, the team has had the opportunity to troubleshoot and make necessary adjustments to increase productivity and efficiencies in the project schedule.

The team members for SB 863 will be representatives of the General Services Department and the Sheriff's Department. Other members of the team will be engaged at the initial steps and at necessary intervals throughout the project; these will include the Information and Communication Technology department, Probation department, Custodial and Property Management divisions of General Services, and the Health and Human Services Agency.

The Tulare General Services Department will provide the overall coordination of the project. John Hess, the County's Assistant General Services Director, will serve as the County Construction Administrator. He will be assisted by Kyle Taylor, Capital Projects Coordinator III. These two will serve as project management leads, and provide direct administration and oversight of the full Core Construction Team as well as the multi-disciplinary Project Team. They will also oversee and manage the contracted Construction Management and Architect consultants.

Sheriff's Department members of the core construction team will include Sheriff's Captain Tom Sigley as the Project Contact Person, and Sheriff's Lieutenant Cory Jones as Sheriff's Project Manager. These individuals will represent the interests of the Sheriff

and provide technical assistance and operational expertise regarding detention facility environments. The Captain and Lieutenant will also lead the Transition Team.

In addition to General Services and Sheriff's Departments staff, other County personnel will be involved with the project. County Administrative Officer Jean Rousseau will provide direction and oversight as the Project Financial Officer. As the Governing Body of the County, the Board of Supervisors will also play an active role in project updates, review, and necessary approvals. Clerical support for accounting, project record keeping and documentation will be provided by staff in the General Services Department and Sheriff's Department.

To ensure timely project delivery, a full-service construction management firm will be contracted to provide all aspects of construction management throughout the entire project. The County will also procure a contracted architect to be responsible for the development of the full plans and specifications. The architect and construction management firms will be critical to the success of this project.

Tulare County has a successful record of completing major Capital Projects on-time, within budget, and utilizing a variety of financing opportunities. If funded, the Sequoia Field Program Facility Phase II (subject of this proposal) will be built next door, and compliment, the SB 1022 project. The County's successful approach to Capital Projects incorporates the support of the Board of Supervisors, the County Administrative Officer, the end-user department, and all appropriate support departments.

The County of Tulare selected Vanir Construction Management, which has significant jail construction experience in California, to produce a comprehensive needs

assessment and conceptual scope for our Sequoia Field Program Facility Phase II project. The company is providing construction management services on AB 900 and, thus, is very familiar with the specific detention needs of Tulare County. The needs assessment analysis outlines the construction requirements needed to address the growing inmate population. Emphasis has been placed on programming space and alternative program opportunities.

Working in conjunction with the Board of Supervisors and the County Administrative Office, the Sheriff's Department is positioned to launch the Sequoia Field Program Facility Phase II. Property search and site identification have been completed to find a suitable location. It is proposed to use County-owned property for the facility location. Real estate due diligence will be completed and submitted with the application. The County Resource Management Agency, Planning Division, Environmental Unit has completed the required CEQA process for the proposed project. The required documentation will be submitted with the application.

With the extensive pre-planning that has occurred, Tulare County is ready to proceed with the project immediately upon notice of award. In essence, Tulare County has already initiated the earliest stages of the project. Through the needs assessment, the Board of Supervisors, County Administrative Office and Sheriff have defined the detention needs of Tulare County and are ready to implement the plan. Financing opportunities through SB 863 provide the mechanism for Tulare County to fund the much needed establishment of a Sequoia Field Program Facility Phase II. Support from the Board of Supervisors, AB 109 Community Corrections Partnership, and community

members demonstrate the need for this project. Sequoia Field Program Facility Phase II will be integral to meeting the needs.

The development of the timeline for the Sequoia Field Program Complex has been completed in collaboration with appropriate County staff to ensure that the dates are achievable and that all State review periods and requirements have been incorporated into the timeline. Should the County receive SB 863 funds, both projects, Sequoia Field Program Facility Phases I and II, will be managed concurrently to achieve economies of scale.

Timeline: Upon notification of conditional award on November 12, 2015 (estimated), Tulare County will fully launch the Sequoia Field Program Facility Phase II project. The key activities of site assurance, real estate due diligence, and CEQA are already completed with appropriate paperwork submitted with the application to satisfy the preference criteria. Project establishment by the State Public Works Board is anticipated by February 15, 2016.

The key milestone of the schematic design and operational program statement submission will be met within 24 months of the award notification by September 30, 2016. Based off of the County's experience with AB 900, it is anticipated that the Schematic Design can be completed within six months by the County-contracted architect.

Design development will proceed following approval of schematic design; four months have been allocated for completion of this step with submission to the state by January 19, 2017. Concurrently, the staffing/operating cost analysis will be presented

to the Tulare County Board of Supervisors and submitted to the State by January 19, 2017.

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

Construction Documents will be submitted to the State by July 16, 2017, and the Pooled Money Investment Board Loan Request will be initiated and completed by September 16, 2017.

With approved construction documents and loan request, the final action to award the construction contract will be initiated. Following the execution of the contract by the Tulare County Board of Supervisors and the State, the bid documents will be released September 16, 2017. Tulare County is allowing three months for the bidding phase and the required reviews will be finalized by December 26, 2015.

Notice to Proceed is anticipated by the State by January 15, 2018, meeting the requirement of issuance within 42 months of award. Construction is estimated as 24 months with completion by January 15, 2020. Staffing and occupancy would be accomplished by April 15, 2020.

SECTION 5: BUDGET NARRATIVE

Summary: The proposed jail project will fully meet the SB 863 program requirements on matching funds. The design will feature cost and operational efficiencies throughout. Finally, the County plans to access a variety of funding to assure the long-term operation of the new jail.

Amounts and types of funding: The proposed \$44,445,000 project under the SB 863 program will be composed of \$40,000,000 in state-reimbursed costs and \$4,445,000 in matching funds supplied by the County of Tulare. The matching funds will be divided between \$2,080,000 in cash and \$2,365,000 in in-kind funds. All of these funds will fully meet specifications of Section 1714.3 on provision of matching funds for the SB 863 program. A resolution of the Tulare County Board of Supervisors provides assurance on the matching funds for the County's proposed SB 863 project; the matching funds are also detailed in the Budget Summary Table of this proposal.

Funding meets project objectives: The SB 863 project cost estimate was prepared as a collaborative effort of Vanir Construction Management and County personnel. The construction management firm met frequently with the County during development of the County's SB 863 proposal to discuss project scope, objectives, building construction, and other critical items related to project cost. A subcommittee of the group, composed of Sheriff, Probation, Corizon Health, and other local professionals, researched, discussed, and planned the programs and treatment services for the planned facility. Based on all of these meetings, Vanir prepared a detailed project cost estimate, consistent with current

industry standards of jail components and pricing. In addition to 192 general population beds, the facility will include administrative segregation cells, recreation yards, medical treatment beds and facilities, mental health treatment beds and facilities, classrooms, office space, and incidental spaces (custodial, circulation, etc.).

The plan targets not only minimizing capital construction costs for the project, but also to minimize lifecycle cost and, thus, annual staffing and operations cost of the new jail, inmate processing, medical-mental health operations, and program space. Programming and inmate support spaces will be designed to incorporate current research is showing in reducing recidivism and controlling crime. The project will support successful offender reentry efforts, utilizing best practices in continuum-of-care services.

Budget reflects efficient use of state resources: The construction contract will be selected in a competitive bid process. The County has received a reduced award through the SB 1022 financing program. This SB 863 project will be built to enhance the loss of funding from that prior financing and will built alongside the SB 1022 facility. This will allow for the project to realize savings through economies of scale and other efficiencies.

The construction cost estimate also includes job overhead, contractor mark up, and contractor's bond costs. In addition, the estimate calculates design contingency and market factor of 20% and 3%, respectively. The design contingency is high at this stage of the project to allow for future changes in the project layout, facility design, and unknown construction conditions.

Leveraged facilities: The SB 863 jail will be adjacent to the Sequoia Field Program Facility. The two facilities will be bordered by a corridor, which will be lined with four classrooms and two dayrooms in the SB 863 jail, and another two classrooms in the Sequoia Field Program Facility. The classrooms, thus, can be shared by both jails for programming. They also will serve for consulting and training of detention and program staff. Also, the Day Reporting Center at the Sequoia Field Program Facility can be utilized for educational and cognitive-based therapy classes for inmates from both jails as a transitional step from incarceration and the community. The side-by-side location of these two jails will, thus, significantly enhance operational efficiency of both facilities.

The side-by-side construction would create cost savings of \$500,000 to \$800,000 for combining such items as:

- Fire suppression service line.
- Water service line.
- Sewer service line.
- Stormwater service line.
- Retention pond.

Sustaining operational costs: The operational costs of the SB 863 project will be sustained by a combination of County general funds and Inmate Welfare Trust funds. California Realignment (AB 109) funds also figure to significantly impact sustainability of enhanced program operations that are being implemented throughout the County Jail System, and planned for the new SB 863 facility. The latter opinion is based on the

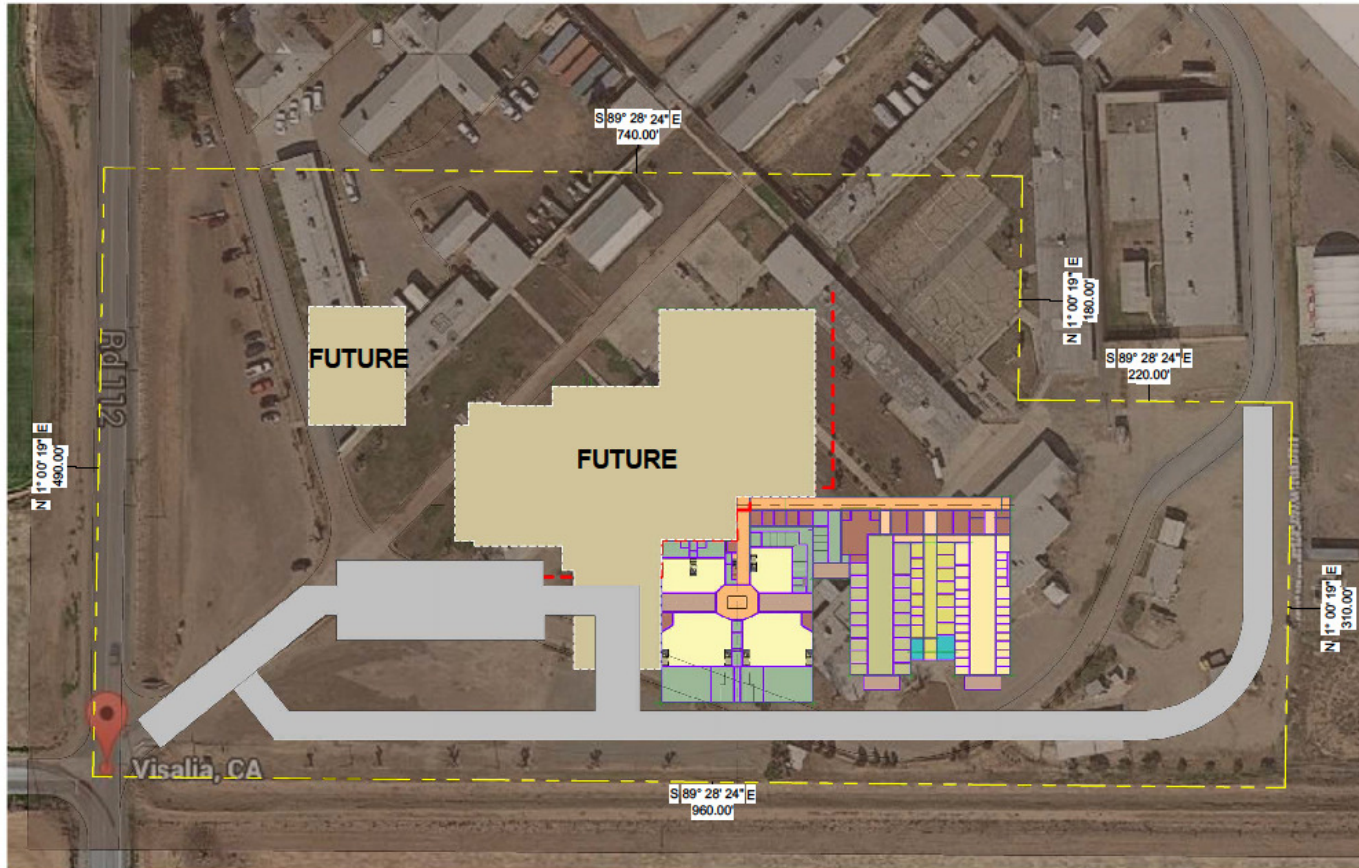
County's history of successful management of AB 109 offenders that has resulted in a very low return rate of this group to the State Prison System. The state takes this return rate into account in determining the amount of AB 109 funds each county receives.

EXHIBITS

Exhibit 1

Sheet No. **A 202**
Site Plan SB 863

7/1/2015



Tulare SFPF - SB 863- Program Site Study
Tulare County

① SB863 Site Plan
1" = 80'-0"



4540 Duckhorn Drive, Suite 300
Sacramento, CA 95834
TEL 916-575-8888
FAX 916-575-8887



Exhibit 2

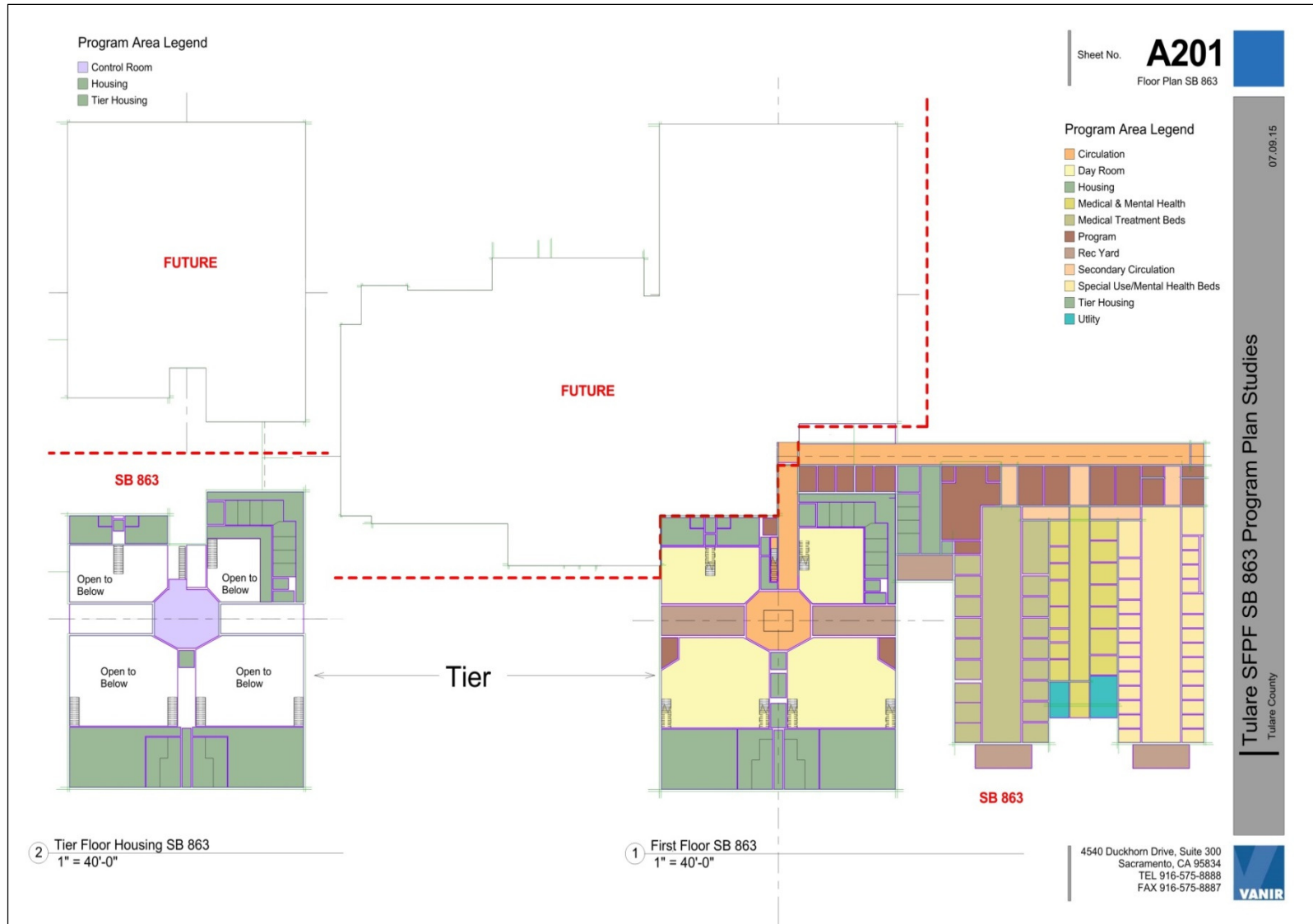
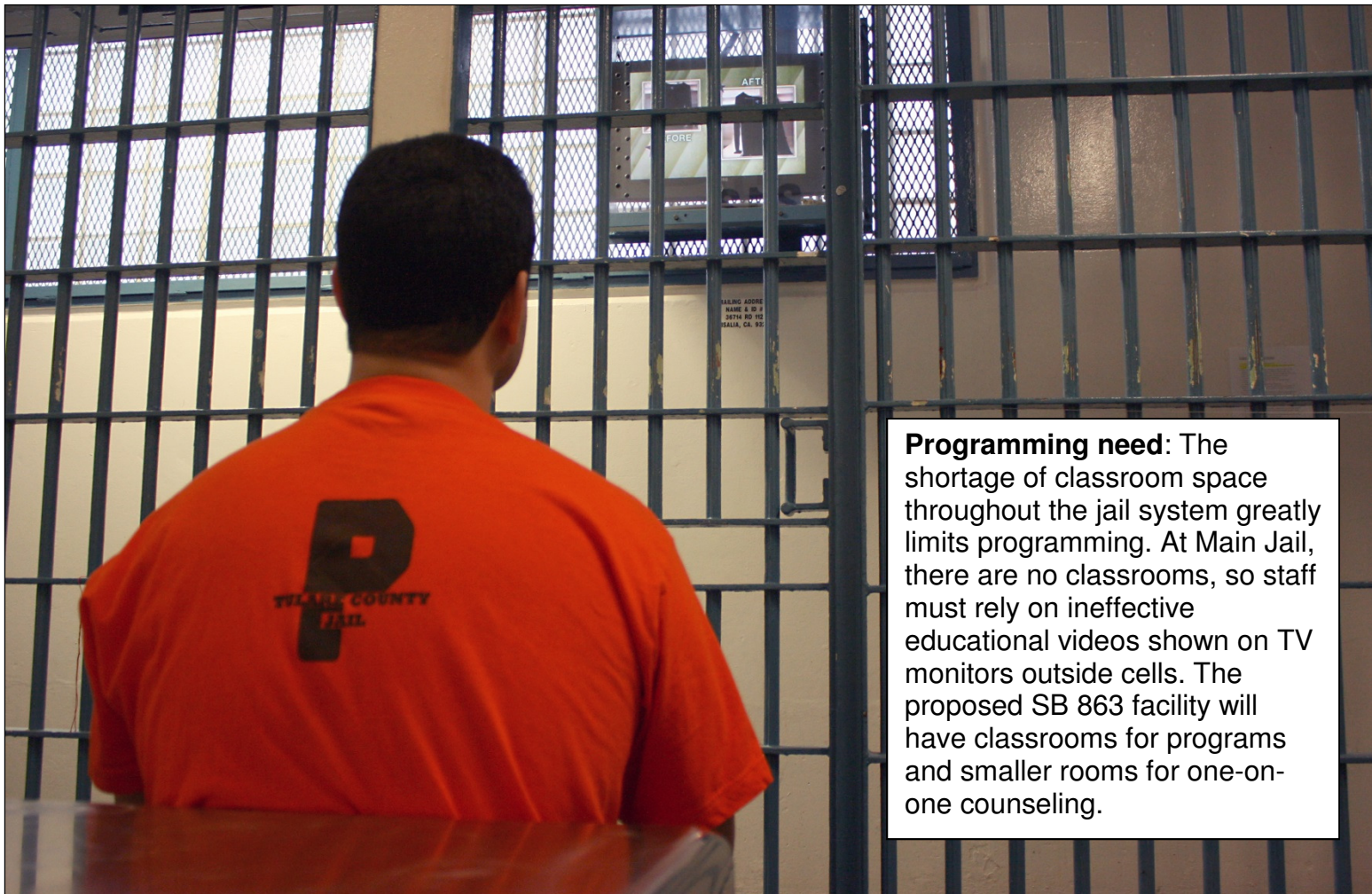


Exhibit 3



Programming need: The shortage of classroom space throughout the jail system greatly limits programming. At Main Jail, there are no classrooms, so staff must rely on ineffective educational videos shown on TV monitors outside cells. The proposed SB 863 facility will have classrooms for programs and smaller rooms for one-on-one counseling.

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August 26, 2015


Re: Jail Construction Grant Under State's SB 863 Adult Criminal Justice Facilities Construction Financing Program

Dear Sir/Madam:

The Office of County Counsel ("County Counsel") acts as general counsel to the Board of Supervisors (the "Board") in connection with the County of Tulare SB 863 Adult Criminal Justice Facilities Construction Financing Program. At this time, we are not aware any pending or threatened litigation, claims or assessments, unasserted or otherwise, involving the California Environmental Quality Act (CEQA) against the County regarding the County's SB 863 Program.

Very truly yours,

KATHLEEN BALES-LANGE
County Counsel

By 
Lisa Tennenbaum
Deputy County Counsel

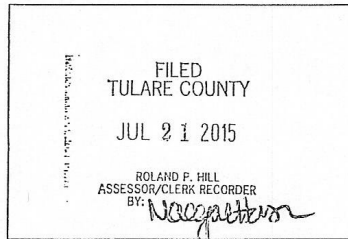
LMT/8/26/2015/20151179/819823

Notice of Exemption

Fee Exempt per Government Code Section 6103

To: Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, CA 95814

X Tulare County Clerk
Room 105, Courthouse
221 South Mooney Boulevard
Visalia, California 93291



Lead Agency: Tulare County -- Board of Supervisors
2800 West Burrel Avenue
Visalia, CA 93291

Applicant(s): Tulare County Sheriff's Department (Headquarters)
2404 West Burrel Avenue
Visalia, CA 93291-4580

Activity/Project Title: Sequoia Field Program Facility

Activity / Project Location – Specific: 36710 Rd 112, Visalia, CA 93291, Sequoia Field, Tulare County

Activity / Project Location- Section, Township, Range: Tulare County, Mosen Quad, Township 17 South, Range 24 East, Section 13 Mount Diablo Meridian (MDM)

Activity / Project Location – City: N/A

Activity / Project Location - County: Tulare (unincorporated area); see attached Exhibit "A" (Area Map) made a part hereof.

Description of Nature, Purpose, and Beneficiaries of Activity / Project: The proposed Activity / Project can be described as (1) Submittal of an application under SB 863 (Adult Local Criminal Justice Facilities Construction) to the California Board of State and Community Corrections for funding through SB 863 to help finance the construction of the proposed Sequoia Field Program Facility to be operated by the Tulare County Sheriff's Department; (2) Building (on an 8- to 10-acre site in two phases) a program facility (subject to funding availability) totaling between 80,000 to 100,000 square feet; and (3) Demolishing designated unsafe, substandard and dangerous buildings located within the Site Plan located at Sequoia Field. See attached Exhibit "B" (Site Plan) made a part hereof.

The purposes of the Activity / Project are to improve Tulare County's availability of adult offender correctional facilities, and to improve the availability of rehabilitative program treatment and services for adult offenders in the County.

Exempt Status:

- Ministerial (PRC Sections 21080(b)(1); 15268);
- Declared Emergency (PRC Sections 21080(b)(3);15269(a));
- Emergency Project (PRC Sections 21080(b)(4);15269(b)(c));
- Categorical Exemptions: N/A
- Statutory Exemptions: N/A
- X General Rule Exemption: (14 Cal. Code Regs. Section 15061(b)(3)) (No Possibility of Significant Impact)

Reasons Why Activity / Project are Exempt from CEQA:

Based on detailed CEQA Analysis (including Appendices "A" through "H") in the Initial Study (i) prepared in support of this Activity / Project, (ii) incorporated herein by this reference, and (iii) approved by the Board of Supervisors, there is substantial evidence in the record to support the analysis and conclusion that it can be seen with certainty that there is no possibility that the proposed Activity / Project may cause a significant effect on the environment.

The CEQA Analysis concluded that there is no impact to environmental resources in the nature of aesthetics, agricultural resources, air quality, biological resource, cultural resources, geology and soils, greenhouse gases, hazards / hazardous materials, land use planning, mineral resources, noise, population, housing, public services, recreation, transportation / traffic, and utilities / service systems. The Activity / Project will include various "project design features" that are required to be followed by the Lead Agency.

Name of Public Agency Approving Activity / Project: County of Tulare by Board of Supervisors

Activity / Project Representative: Captain Keith Douglas, Tulare County Sheriff's Department

Area Code/Telephone: (559) 636-4625

Signature: [Signature] Date: 7/21/15 Title: Chief Environmental Planner
Hector Guerra Environmental Planning Division

Signature: [Signature] Date: 7/21/15 Title: Resource Management Agency Director,
Michael C. Spata Environmental Assessment Officer and Building Official

Signature: [Signature] Date: July 31, 2015 Title: Chairman, Tulare County Board of Supervisors
Steve Worthley

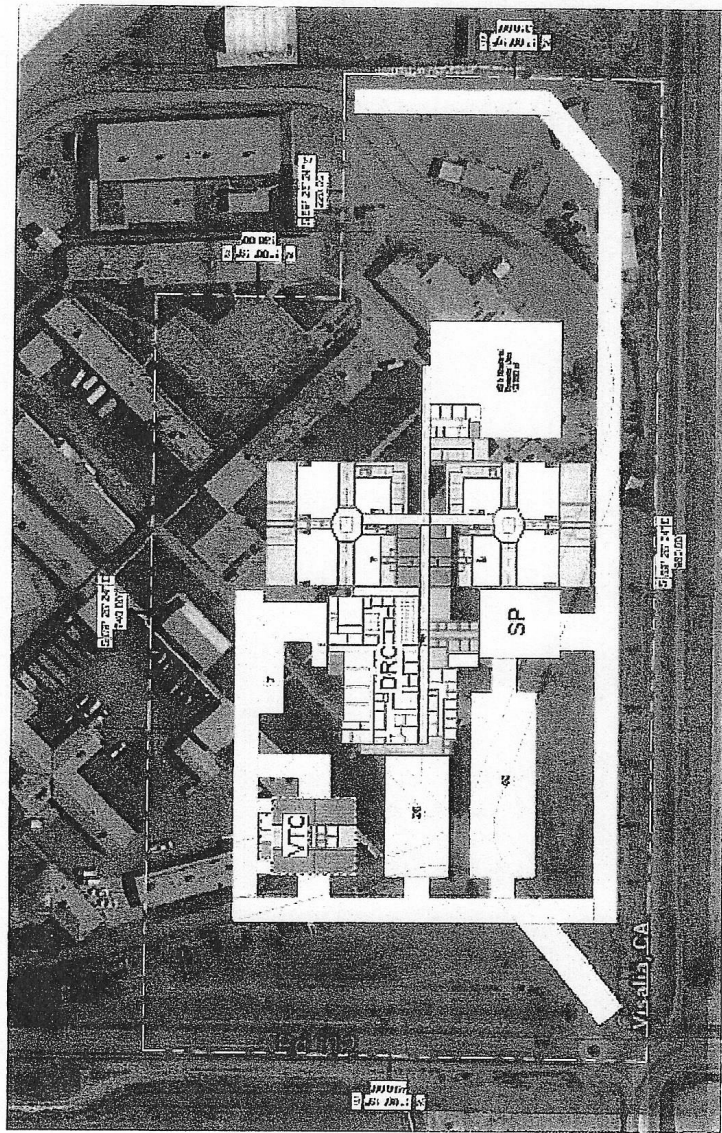
Signed by Lead Agency

Date received for filing at OPR:

Signed by Applicant

Date Sent to the Clerk of the Board:

Exhibit "B" Site Plan (Building Plan)



ASSESSOR/CLERK-RECORDER
COUNTY OF TULARE
County Civic Center – Room 103
Visalia, California 93291-4593

August 26, 2015

TULARE COUNTY BOARD OF SUPERVISORS
2800 WEST BURREL AVENUE
VISALIA CA 93291



SUBJECT: Posting of Environmental Notices

NOTICE OF: EXEMPTION

RECEIPT # 54-2015-165

PROJECT TITLE: SEQUOIA FIELD PROGRAM FACILITY

DATE POSTED: 07/21/2015

DATE REMOVED: 08/25/2015

IF YOU HAVE ANY CONCERNS REGARDING THE ENCLOSED DOCUMENT,
PLEASE CONTACT OUR OFFICE (559) 636-5051.

by, Margaret Has
Deputy

Enc
Clerk Division
559-636-5051

Miscellaneous_Index

54-2015-165

7/21/2015 8/25/2015 SFPF

TCBOS

EXEMPT

**BEFORE THE BOARD OF SUPERVISORS
COUNTY OF TULARE, STATE OF CALIFORNIA**

IN THE MATTER OF AUTHORIZE THE)
SUBMISSION OF AN APPLICATION)
FOR FUNDING UNDER THE SB 863 JAIL) Resolution No. 2015-0813
CONSTRUCTION PROGRAM)

WHEREAS, the County of Tulare (the "COUNTY") is seeking funding preference for its proposed project with the Adult Local Criminal Justice Facilities Construction Financing Program (the "SB 863 Financing Program"). As such, the Board of Supervisors of Tulare County does hereby represent, warrant and covenant as follows:

- 1) Lawfully Available Funds. The county cash contribution funds, as described in the documentation accompanying the County's SB 863 Financing Program Proposal Form, have been derived exclusively from lawfully available funds of the County.
- 2) 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 (the "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 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.
- 3) 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.

- 4) 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.

WHEREAS, The County is seeking preference for submittal of documentation evidencing that compliance with CEQA has been fully completed for the proposed project, and further is certifying that all related statutes of limitation have expired without challenge; and,

WHEREAS, The County is seeking funding preference associated with review of and authorization to execute the project documents required within the SB 863 Financing Program. As such, the Board of Supervisors of Tulare 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. The Chairman of the Tulare County Board of Supervisors, or the Chairman's designees (collectively, the "Authorized Officers"), 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 SB 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 any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes; and,

WHEREAS, each of the Authorized Officers is authorized to execute these respective agreements at such time and in such manner as is necessary within the SB 863 Financing Program. Each of the Authorized Officers 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; and,

WHEREAS, the names, titles and positions of County Construction Administrator, Project Financial Officer and Project Contact Person are as follows:

- a. County Construction Administrator: John Hess, Assistant General Services Director.
- b. Project Financial Officer: Jean M. Rousseau, County Administrative Officer.
- c. Project Contact Person: Captain Tom Sigley, Tulare County Sheriff's Department; and,

WHEREAS, the Chairman of the Board of Supervisors is authorized to sign the Applicant's Agreement (Pg. 2 of Proposal Form) and to submit the proposal for funding; and,

WHEREAS, the County will adhere to state requirements and terms of the agreements 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 matching funds; and,

WHEREAS, the County authorizes matching funds to satisfy the County's contribution under the SB 863 financing program, and that those matching funds are compatible with the state's lease revenue bond financing requirements; and,

WHEREAS, the County will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations, Chapter 1, Subchapter 6 Section 1756(j) 5) within ninety (90) days after project completion; and,

WHEREAS, the County certifies that it has project site control through either fee simple ownership of the site or comparable long-term possession of the site and right of access to the project sufficient to assure undisturbed use and possession of the site; and,

WHEREAS, the County certifies will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of the facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Board of State and Community Corrections for so long as the State Public Works Board lease-revenue bonds secure by the project remain outstanding; and,

WHEREAS, the County provides assurance that \$0 is the current fair market land value for the proposed new or expanded facility, which will be located on the same 10-acre parcel as the planned Sequoia Field Program Facility that is being financed under the SB 1022 Adult Local Criminal Justice Facilities Construction Financing Program.

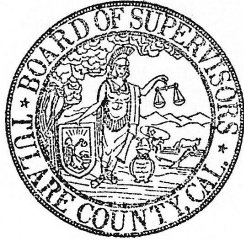
NOW, THEREFORE, BE IT RESOLVED that the Tulare County Board of Supervisors:

1. Rescinded Board Resolution No. 2015-0717.
2. Approved and adopted the Resolution for submission of a SB 863 application to the California Board of State and Community Corrections for up to \$40 million to construct the proposed Sequoia Field Program Facility, Phase II, in Tulare County.

3. Authorized the Chairman to sign the SB 863 proposal form and any related agreements and documentation required by the program.
4. Authorized the required cash match of \$2,080,000 as outlined in the SB 863 proposal form.

UPON MOTION OF SUPERVISOR VANDER POEL, SECONDED BY SUPERVISOR COX, THE FOLLOWING WAS ADOPTED BY THE BOARD OF SUPERVISORS, AT AN OFFICIAL MEETING HELD SEPTEMBER 22, 2015, BY THE FOLLOWING VOTE:

AYES: SUPERVISORS ISHIDA, VANDER POEL, COX, WORTHLEY AND ENNIS
NOES: NONE
ABSTAIN: NONE
ABSENT: NONE



ATTEST: JEAN M. ROUSSEAU
COUNTY ADMINISTRATIVE OFFICER/
CLERK, BOARD OF SUPERVISORS

BY:

Darius A. Ybana
Deputy Clerk

Sheriff
Co. Counsel

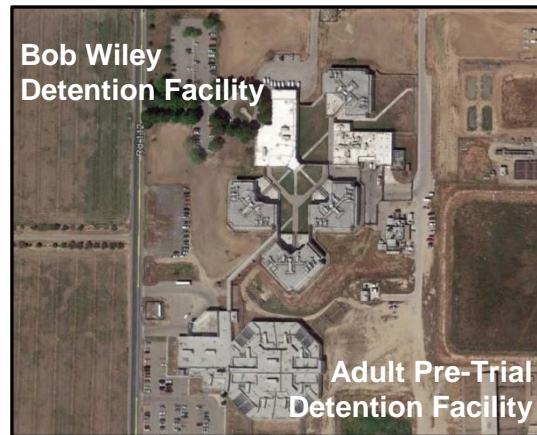
DAY
9/22/15



Tulare County Sheriff's Department

Detention Division Needs Assessment Update

July 2015



Prepared by:
Vanir, Inc.
Sacramento, CA

**Tulare County Sheriff's Department
Detention Division Needs Assessment Update
July 2015**

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**Tulare County Sheriff's Department
Detention Division Needs Assessment Update
July 2015**

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**Tulare County Sheriff's Department
Detention Division Needs Assessment Update
July 2015**

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**Tulare County Sheriff's Department
Detention Division Needs Assessment Update
July 2015**

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Tulare County Detention Division Needs Assessment Update

Introduction



Tulare County is located in Central California and encompasses 4,863 square miles. The county seat is Visalia (*population 124,464 per 2010 census*) which is located approximately 240 miles southeast of both San Francisco and Sacramento, the State capital. The county has eight incorporated cities. The total county population is approximately 458,000, and population trends for the county have been showing an increase over the past few years

The Sheriff's Department Detention Operations Division oversees the operation of the four Tulare County Jails for adult inmates, as well as other inmate-related programs. All jail facilities are located off the State Route 99

corridor in the greater Visalia area. The Main Jail is located in downtown Visalia. Bob Wiley Detention Center and the Adult Pre-Trial Detention Facility are collocated at Sequoia Field, with the Men's Correctional Facility located nearby. The Sheriff's Department also operates a Day Reporting Center where offenders released to the Alternative Custody Supervision program meet to participate in evidence based classes.

The current rated capacity of the Tulare detention system is 1,718 beds. Tulare County has been successful in obtaining construction funding through two State financing programs. As a result, the County is currently planning two new jail projects. The South County Detention Facility, funded through Assembly Bill (AB) 900 and currently in design, will provide 527 new beds, including 502 detention beds, 16 special use beds and 9 medical beds. The Sequoia Field Program Facility, funded through Senate Bill (SB) 1022 and currently in planning, is expected to add an additional 192 detention beds.

All six of the existing and planned Tulare County Jails are full service, Type II jails containing space for the following functions: (a) vehicle sally port, (b) Intake and release, (c) inmate housing and dayrooms, (d) visiting, (e) medical / mental health services, (f) inmate programs, (g) food services, (h) laundry, (i) visitor and staff circulation, (j) Central Control operations, (k) maintenance and storage, (l) outdoor recreation, and (m) jail administration. Although individual jails may have a mission that consolidates a specific service or function at that jail (e.g., primary intake and release at the Adult Pre-Trial Detention Facility), all of them provide some portion of each function. The County detention system also provides a range of inmate programs, counseling services, medical and psychological services, although each individual jail may not offer every program.

The four existing Tulare County jails were built over a span of 58 years. Men's Correctional Facility, built in 1941 as open-barracks housing for military personnel, provides housing and treatment programming for a limited number of the County's lower risk inmates. The Tulare County Main Jail, built in 1962 in a linear style with open-bar front cells and dormitories, is inefficient, staff-intensive and lacks space for inmates to participate in treatment programs. Bob Wiley (1986) and the Adult Pre-Trial Detention Facility (1999) were both designed with modern, efficient, podular style housing.

The Men's Correctional Facility and the Main Jail are both outdated and experiencing significant maintenance issues. Both of these jails have infrastructure that has become antiquated and some systems are in need of replacement. Neither of them has a physical layout that reflects 1) the needs of a modern adult jail detention facility, 2) provides appropriate housing to accommodate classification, or 3) has adequate space for healthcare services and treatment programs. Men's Correctional Facility is offering a variety of education and treatment programs, but the available space is inadequate and poorly designed for this purpose. Main Jail has no evidence-based program / treatment opportunities because of space deficiencies. Both of these jails have exceeded their useful life and should be replaced.

Operationally, there are not enough beds / bunks to meet current custody security housing needs. The County detention system lacks physically secure custody housing to segregate inmates who should be housed in higher custody cells because of their classification. The County detention system is also confronting the need to house inmates for longer periods of incarceration as a result of the 2011 implementation of AB 109, which is diverting significant number of offenders from the State prison system to County jails. The two new jail projects funded through AB 900 and SB 1022 will allow the County to begin to meet the population being projected for the County through 2034. In combination with the additional beds being sought through SB 863 funding, it is anticipated that the County would be able to decommission both Men's Correctional Facility and Main Jail, as well as provide new facilities that can provide appropriate housing and classification, and critically-needed space for evidence-based treatment programs.

As a result of these identified physical plant deficiencies and facility needs, the County is actively pursuing the construction of much needed inmate program / treatment space, replacement custody housing and support services space. The County retained Vanir Construction Management to provide an update to their previous 2009 and 2013 Jail Needs Assessment Update, and to provide planning for the new jail facility being proposed in the Needs Assessment. The design and construction project for the new jail would be funded through *SB 863 Adult Local Criminal Justice Facilities Construction* as administered by the Board of State and Community Corrections (BSCC).

Updated Arrests, Bookings and Inmate Average Daily Population Trends

A portion of the analysis for the Tulare County Detention Division Needs Assessment Update has focused on compiling and analyzing historical jail inmate population trends. This analysis has been used to prepare an updated jail inmate profile which includes average daily population (ADP) inmate projections through 2034. The updated analysis and projects show the following:

Jail Booking and Inmate Population Trends: In 2014, the County jail system processed an average of 1,931 bookings each month. Average annual monthly County jail bookings, since 2002, have ranged from a low of 1,700 in 2003 to a high of 2,179 in 2007. Over the past 13 years, monthly bookings have averaged 1,919 a month, or 63.1 per day. The volume of monthly bookings impacts jail ADP levels, however, the overall composition and make-up of the type of bookings occurring in the detention system have a greater impact over ADP than total bookings.

Between 2002 and 2014, the County jail inmate population levels have ranged from a low of 1,219 in 2003, to a high of 1,688 in 2014. The jail population has fluctuated throughout the years but, since the enactment of AB 109 in 2011, the ADP has risen steadily. In 2014 the jail had an ADP of 1,711 and a BSCC rated custody bed capacity of 1,718, leaving virtually no room for peaking and classification.

For the jail system as a whole, pretrial inmate population levels comprise about 61.9% of the total 2014 County jail custody bed space. Sentenced inmate population levels comprise about 38.1% of the total jail's detention bed space. Over the past 13 years, the County jail system's pretrial ADP population has averaged 810 inmates while sentenced ADP has average 633 inmates.

In 2014, less than one out of every ten inmates in Tulare County were detained for misdemeanor crimes. The overwhelming majority of incarcerated offenders is made up of individuals charged with felony crimes rather than misdemeanor offenses.

Male and female ADP have increased significantly since 2002 and both were at historic highs in 2014. The 2014 average male population was 1,472 and the average female population was 239. It's important to note that while both male and female inmate populations are growing, the proportion of female inmates in the system has grown steadily from 11.4% in 2002 to 14% in 2014.

Assembly Bill (AB) 109. As the following Table shows, since AB 109 became law, the Tulare County jail system has booked an average of 31 AB 109 newly sentenced felons a month into the jail facilities.

| Tulare County AB 109 Offenders Serving Jail Time by Quarter October 2011 - December 2014 | | | | | | |
|--|------------------------------|---|-------------------------------|---------------------|----------------------------------|--|
| Quarter/Year | Newly Sentenced (N3) Inmates | Post-Release Community Supervision (PRCS) | | | | |
| | | Booked with New Charges | Booked for Revocation Hearing | Flash Incarceration | Serving Jail Revocation Sentence | |
| 2011 | | | | | | |
| 4th Quarter | 85 | 13 | 2 | 10 | 1 | |
| 2012 | | | | | | |
| 1st Quarter | 110 | 47 | 23 | 30 | 4 | |
| 2nd Quarter | 96 | 85 | 7 | 52 | 9 | |
| 3rd Quarter | 96 | 85 | 42 | 41 | 31 | |
| 4th Quarter | 82 | 100 | 42 | 21 | 59 | |
| 2013 | | | | | | |
| 1st Quarter | 94 | 82 | 39 | 19 | 101 | |
| 2nd Quarter | 93 | 83 | 42 | 27 | 78 | |
| 3rd Quarter | 83 | 74 | 30 | 10 | 86 | |
| 4th Quarter | 106 | 81 | 27 | 12 | 64 | |
| 2014 | | | | | | |
| 1st Quarter | 106 | 57 | 41 | 31 | 69 | |
| 2nd Quarter | 106 | 63 | 34 | 33 | 82 | |
| 3rd Quarter | 104 | 71 | 24 | 15 | 60 | |
| 4th Quarter | 66 | 60 | 27 | 13 | 70 | |
| Total | 1227 | 901 | 380 | 314 | 714 | |
| Monthly Average | 31 | 23 | 10 | 8 | 18 | |

Data collected monthly by the Tulare County Sheriff's Department and reported to BSCC about the number of Post-Release Community Supervision (PRCS) bookings, flash incarcerations, and PRCS offenders serving jail time as a result of a revocation hearing shows the County jail has been processing an average of 59 PRCS offenders each month since October 2011. Among the PRCS offenders booked each month into the County jail facility, 8 are booked under the Probation Department's AB 109 flash incarceration provisions which restricts incarcerations to 10 days or less. Another 10 of the PRCS offenders booked into the jail each month are awaiting a pre-revocation violation hearing. Through the end of 2014, 901 PRCS offenders have been charged with new local crimes. On average, the jail has 18 PRCS offenders incarcerated and serving a jail term resulting from a revocation hearing.

The table above further shows that AB 109 sentenced (N3) inmates and other realignment offender groups have leveled off since realignment was implemented in October 2011. Quarterly numbers of AB 109 inmates in all offender groups ramped up through 2012 and have been relatively steady through 2013 and 2014. The AB 109 sentenced inmates will continue to affect the jail system since their sentences are generally longer than traditional county sentenced inmates.

The County has provided information about several key aspects of the impact of AB 109 on the jail system.

Flash Incarcerations: The following table identifies key statistics about flash incarcerations within the County:

| Tulare County AB 109 Flash Incarceration Statistics | | | |
|--|------------------|------------|-----------------------------|
| Year | No. of Offenders | Total Days | |
| | | Served | Average Days per Occurrence |
| 2013 | 165 | 807 | 4.89 |
| 2014 | 133 | 742 | 5.58 |

Per the table, the actual number of flash incarcerations and total jail days served declined from 2013 to 2014, but it is important to note the average number of days served per flash incarceration increased from 4.89 days to 5.58 days.

Split Sentences: Many AB 109 offenders are eligible for split sentencing at the discretion of the judge. Split sentencing is an arrangement where, instead of being sentenced a straight jail term, a defendant is ordered to a specified, shorter county jail term followed by a period of post-release mandatory supervision by the probation department. Implementation of split sentencing has varied from county to county throughout the state. The table below shows the percentage of split sentences imposed by the Tulare County Superior Court judiciary compared to state averages.

| Tulare County AB 109 Straight versus Split Sentences | | | | |
|---|-------------------|----------------------|-------------------|----------------------|
| Year | Tulare County | | State Average | |
| | Straight Sentence | Split/Other Sentence | Straight Sentence | Split/Other Sentence |
| 2013 | 33.6% | 66.4% | 69.2% | 30.8% |
| 2014 | 34.6% | 65.4% | 66.9% | 33.1% |

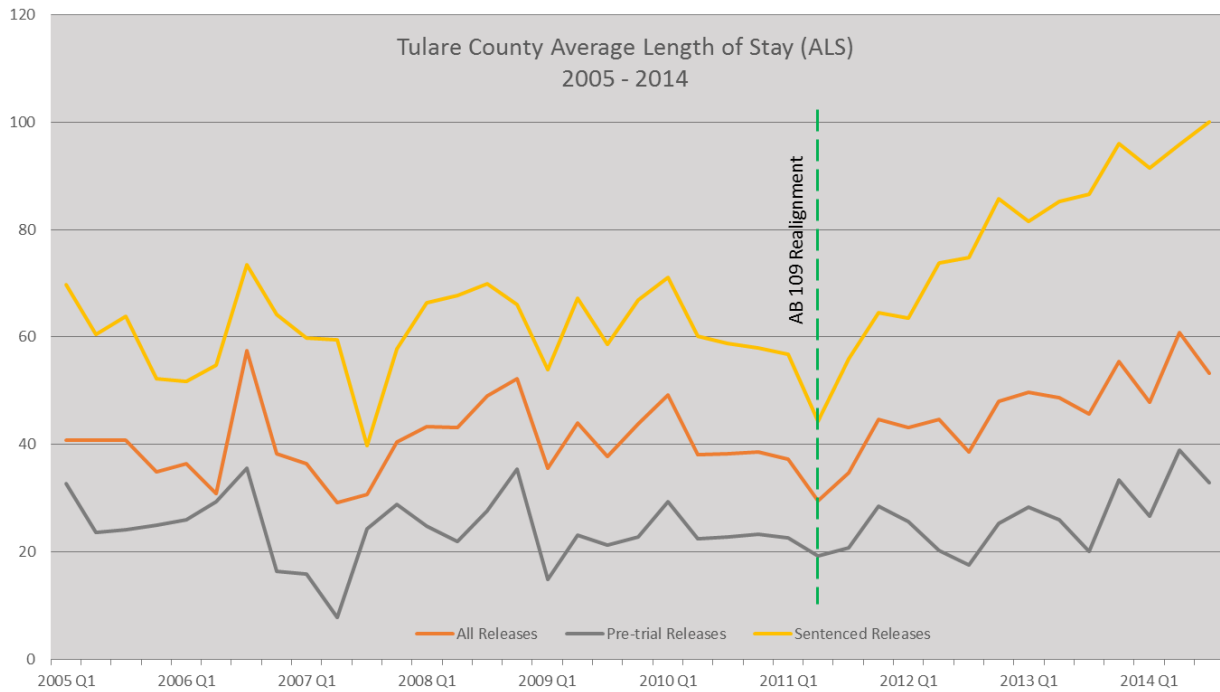
As can be seen in the table above, the Tulare County judiciary is imposing split sentences at twice the state average. In Tulare County, the average straight sentence is about 14 months in jail and the average split sentence equates to approximately 10 months in jail plus post-release mandatory supervision by Probation. The continued use of split sentences by judges in the County is indicative of a progressive County Superior Court and good cooperation and collaboration between all County justice agencies. It's also important to note that if County AB 109 inmates were straight sentenced at state average rates the population pressures and crowding in the County jail system would be even further magnified.

AB 109 Recidivism Rates: The County has tracked recidivism rates for both PRCS and 1170(h) offenders. The recidivism rate for PRCS offenders in 2013 was 31.1% and 32.2% in 2014. The recidivism rate for 1170(h) offenders in 2013 was 22.5% and 29.1% in 2014.

The recidivism rate for PRCS offenders is stable, while the rate for the 1170(h) population is rising. These rates are still significantly below the parole recidivism rates prior to AB 109 which were reported at 67-70%. The rising rate for the 1170(h) population underscores the need for the County to continue and expand inmate programs and treatment.

Average Length of Jail Stay (ALS). One of the most important factors in developing an understanding of a county jail's daily operations and policies that impact future bed capacity needs involves changes in

average length of jail stays. Analysis of the average length of jail incarceration among inmates released from the Tulare County Jail system for 2005 to 2014 is shown in the following graph.



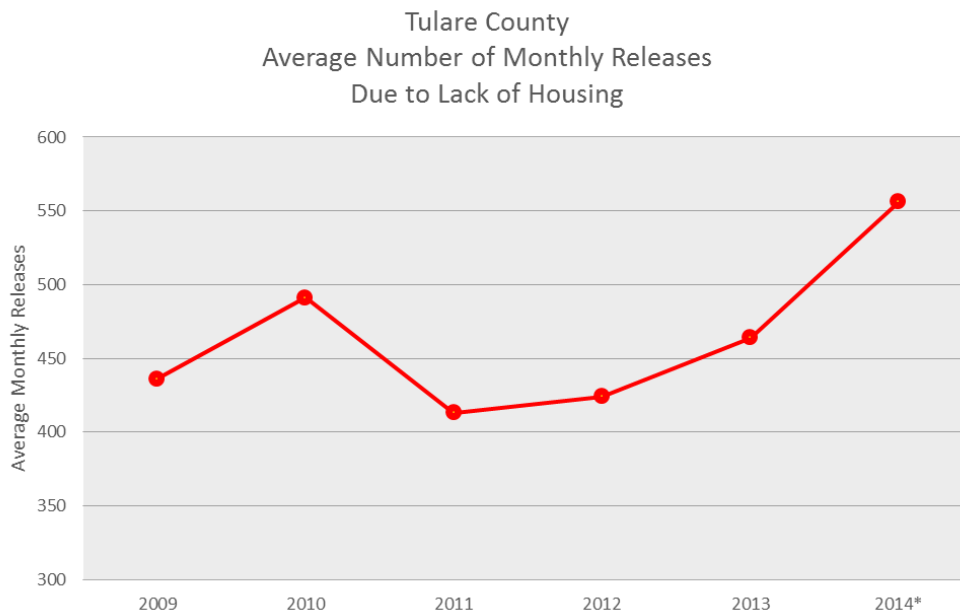
While ALS has fluctuated throughout the entire period shown in the graph above, it is important to note that since AB 109 Public Safety Realignment in 2011, the average length of stay for all types of releases has been trending up, with ALS for Sentenced Releases increasing at a faster rate than Pretrial Releases and All Releases.

| <u>Year</u> | <u>Average Length of Stay for Pretrial Releases</u> | <u>Average Length of Stay for Sentenced Releases</u> | <u>Average Length of Stay for all Releases</u> |
|-------------|---|--|--|
| 2010 | 25 Days | 62 Days | 41 Days |
| 2011 | 23 Days | 54 Days | 37 Days |
| 2012 | 22 Days | 76 Days | 44 Days |
| 2013 | 27 Days | 87 Days | 50 Days |
| 2014 | 33 Days | 96 Days | 54 Days |

The trend data also shows the impact on the length of incarceration AB 109 has had on the average length of jail stay. In 2010, prior to realignment, sentenced releases averaged 62 days compared to 96 days in 2014; a 55% increase. Review of the trend data also shows the Sheriff's Department has faced continued crowding in the jail, exacerbated by an increasing ALS. As current inmates stay for longer periods of time there is less bed space available to house new inmates coming into the system. The Sheriff's Department and local criminal justice system are working to expand both pretrial and sentenced alternatives to incarceration programs and policies in lieu of jail incarceration options when processing defendants charged or convicted for misdemeanor and felony offenses. The Sheriff's Department also releases pretrial inmates as necessary to address crowding in the jail system.

Early Releases Due to Lack of Housing Capacity. In 1988 Tulare County entered into a stipulated court order (Mendoza v. County of Tulare) to maintain the inmate count at each jail facility at or below its rated capacity. This court order gives the Sheriff a range of options to reduce the daily inmate count by releasing sentenced or pretrial inmates at his discretion.

The Tulare County Sheriff's Department is required to report the number of pretrial and sentenced inmate releases at the County jails due to the lack of jail housing capacity to the BSCC each month. The table below shows the average number of early releases in the jail system since 2009.



Proposition 47. On November 4, 2014 California voters approved Proposition 47. This measure reduced certain non-serious and non-violent property and drug offenses from felonies to misdemeanors. Vanir was not able to develop a specific estimate of how the law will ultimately affect the average daily inmate population. No firm data showing the total impact that this new legislation will have on County jails inmate ADP levels has been developed. Until there is more actual experience and understanding about policies local criminal justice agencies take with the implementation of Proposition 47, an estimate of the law's impact cannot be totally confirmed.

It is likely that any reduction in inmate population generated by Proposition 47 will be offset by a reduction in early jail releases by the County due to a lack of housing capacity. Based on this, it is likely the new law will have minimal impact on long-term inmate housing custody bed needs.

Alternatives to Incarceration Programs. Tulare County's current and continuing approach to reducing the need for jail custody beds is the result of collaborative efforts among key local agencies including the Sheriff's Department, Courts, and the Probation Department. A joint team of Sheriff and Probation staff assess inmates for participation in alternatives to incarceration programs using the COMPAS Risk & Need Assessment System by Northpointe. The COMPAS assessments are used to identify offenders that can be safely released from custody (both pre- and post-sentencing) and to develop case plans to address criminogenic needs for rehabilitation.

| Tulare County COMPAS Risk/Needs Assessments | | | | | | | | |
|--|---------|------|-----|----------------|--------------------|------------------|------|-------|
| Year | 1170(h) | PRCS | PT | New Offense | Tech. Violation | New Probation | RSAT | Total |
| 2013 | 224 | 249 | 262 | 121 | 82 | 483 | 21 | 1,442 |
| 2014 | 128 | 212 | 479 | 245 | 171 | 1,041 | 130 | 2,406 |

The table above identifies the total number of inmates who were assessed in 2013 and 2014, and their category of offense or program for assessment. The continued and increasing use of the COMPAS Risk & Needs Assessment system is an important tool the County is using to drive safe releases from the jail and identify appropriate inmates for treatment and programs.

The County Courts, Probation and the Sheriff have developed a Collaborative Court program to identify specific categories of offenders who could most benefit from alternatives to incarceration. The table below identifies the current Collaborative Court programs and the total number of participants in each for 2013 and 2014.

| Tulare County Collaborative Court - Total Participants | | | | |
|---|---------------|-------------------|------------------------|-------------------|
| Year | Drug Court | Recovery Court | Mental Health Court | Veterans Court |
| 2013 | 613 | 873 | 69 | 19 |
| 2014 | 1,060 | 1,521 | 114 | 22 |

The County has estimated the average custody time avoided for participants in each of the Collaborative Courts to be:

- *Drug Court* – 18 months
- *Recovery Court* – 12 months
- *Mental Health Court* – 18 months
- *Veteran's Court* – 18 months

Additionally, beginning in June, 2016 two additional Collaborative Court programs were established to address the rehabilitative needs of felony DUI and Domestic Violence offenders deemed at moderate to high risk to re-offend.

Other primary alternatives to incarceration programs include the following:

Sheriff's Work Alternative Program (SWAP): This program is intended primarily for inmates that have current employment. SWAP allows inmates to receive credit at a number of work sites throughout the County and allows them to schedule these work days around their regular employment. Participants must work at least eight hours at a work site to receive credit for one day in jail. Participants live at home while participating in the SWAP program. Key components of the SWAP program include:

- Voluntary program
- \$75.00 administrative fee and \$7.00 fee per day
- 37 work sites located throughout the County
- Participants must meet classification / risk standards for minimum security
- Participants must have a permanent address

Day Reporting Center (DRC): DRC allows inmates to receive credit for work at a County work site. Participants must report to the DRC Monday through Friday and work eight hours per day. Participants receive credit for one day in jail for each DRC work day.

Participants live at home while participating in the DRC program. Key components of the DRC program include:

- Voluntary program
- No cost to the participant for the program
- One work site
- Participants must meet classification / risk standards for general population, medium security
- Participants must have a permanent address
- Free bus service is available to the DRC through the Tulare County Association of Governments

Weekender: This program includes only those inmates mandated by the Court to attend. The Court must order which days of the week the participant must attend and the inmate must report to DRC work site and do the same work as DRC participants. Weekender participants receive credit for one day in jail for each eight hour work day. Participants live at home while participating in the Weekender program. Key components of the Weekender program include:

- Court ordered program
- \$20.00 fee per day unless waived by the Court
- One Work Site
- Participants must meet similar classification / risk standards for the SWAP and DRC programs
- Participants must have a permanent address

Electronic Monitoring: The Probation Department administers an electronic monitoring program and GPS program for sentenced inmates. In addition, the Sheriff also identifies appropriate inmates for release on GPS. The Probation Department has partnered with BI to provide monitoring and physical check-in for all program participants. Key components of electronic monitoring include:

- Sentenced inmates only
- \$15.00 fee per day
- One year maximum sentence
- Low level offenders only, no AB 109 inmates
- Participants must have a permanent address

The following table shows the total number inmates released on electronic monitoring and GPS through the Probation Department and Sheriff's Department programs for 2013 and 2014:

| Tulare County Electronic Monitoring/GPS Releases | | | |
|---|------------|-----|---------|
| Year | Probation | | Sheriff |
| | Electronic | GPS | GPS |
| | Monitoring | | |
| 2013 | 405 | 3 | 17 |
| 2014 | 644 | 12 | 229 |

Pre-Trial Diversion: Dedicated Probation staff works with jail personnel to interview defendants, check references, and make recommendations so judges can quickly make informed decisions about recognizance releases, conditional supervised OR releases, and bail.

Adult Placement Unit: On February 1, 2014, Tulare County established an Adult Placement Unit funded by AB 109 monies. The Probation Department administers this program that evaluates inmates for alternate placement to receive substance abuse or mental health treatment instead of jail time. The 90-day program is provided in a non-secure Residential Treatment Program. In 2014, the Adult Placement Unit was able to place six pre-sentenced inmates and 82 inmates within three days of sentencing in treatment programs. There are currently about 20 participants in the program.

Data showing the ADP for 2014 for the key sentenced incarceration alternative programs being used to reduce the need for jail beds was collected and reviewed for this study. Analysis of the data included in the following Table shows that these programs had a total of 2,606 participants in 2014. The participants were supervised in the community in lieu of jail incarceration a total of 33,588 days. These offenders represented an average daily population (ADP) of 92 sentenced offenders who would have been incarcerated in the Tulare County jail system if the programs did not exist.

| Impact of Alternative to Incarceration Programs on Jail ADP Levels in 2014 | | | |
|---|-------------------------------|-------------------------------|--------------------------------------|
| <u>Alternatives to Incarceration Programs</u> | <u>Number of Participants</u> | <u>Total Supervision Days</u> | <u>Jail ADP Impact (Bed Savings)</u> |
| Sheriff's Work Alternative Program | 1,240 | 13,886 Days | 38 |
| Day Reporting Center Program | 773 | 18,615 Days | 51 |
| Weekender Program | 633 | 1,087 Days | 3 |
| Total: | 2,646 | 33,588 Days | 92 |

Housing and Classification. The Tulare County Sheriff's Department is required to report inmate security housing classification information to the BSCC each month as part of the state-wide jail Survey reporting process. This data was also collected and analyzed for this study. The average daily jail inmate security housing classification ADP trends for the years 2002 – 2014 shows that since 2002, about 10% of inmates are classified as maximum security, 60% medium and 30% minimum security.

The following Table provides a breakdown of the number and type of beds currently contained in the Tulare County jail facilities.

| Number and Type of Custody Beds Designed in the Tulare County Jail Facilities | | |
|--|---------------------|----------------|
| <u>Type of Cells</u> | <u>Custody Beds</u> | <u>Percent</u> |
| Single Cells | 108 Beds | 6.3% |
| Double-occupancy Cells | 932 Beds | 54.2% |
| Dormitory | 678 Beds | 39.5% |
| Total Custody Beds | 1,718 | 100.0% |

The jail system lacks sufficient numbers and varieties of housing options to appropriately segregate numerous classifications of male and female inmates. From a practical operational standpoint, regardless of an individual's classification, personnel focus on housing assignments by identifying the highest security pretrial and sentenced inmates who have a violent offense, escape history, behavioral problems, enemies in the facility, are gang members, or other protective custody problems. These types of inmates are given priority for the administrative segregation units, protective custody housing cells, or medical / mental health beds.

Analysis of additional inmate security housing classification information was also collected and analyzed for this study as part of the information the Tulare County Sheriff’s Department is required to report each month to the BSCC as part of the state-wide Jail Survey reporting process. The average daily jail inmate security housing classification ADP trends for the years 2002 – 2014 shows that at least since 2002, 79.3% of inmates have been classified as maximum security, 14% as medium, and 6.7% as minimum security classifications.

ADP Projections. Using historical trend data (County population, crime rates, felony / misdemeanor arrests, jail bookings and inmate population levels) compiled during the study, additional information was developed which projects inmate population levels through the year 2034. The data indicates that the overall population and criminal justice system characteristics Tulare County has experienced over the past five years should, for the large part, continue through 2034 with the exception of the impact Proposition 47 could have on jail inmate counts. The following Table shows the estimated future inmate population levels for Tulare County’s detention system.

| <u>Year</u> | <u>Projected ADP</u> | <u>Peaking & Inmate Classification Factor</u> | <u>Total</u> |
|-------------|----------------------|---|--------------|
| 2019 | 1,798 | 360 | 2,158 |
| 2024 | 1,920 | 383 | 2,303 |
| 2029 | 2,051 | 410 | 2,461 |
| 2034 | 2,172 | 435 | 2,607 |

The estimated 20-year population projections take into consideration (a) peak housing capacity factors, and (b) inmate classification requirements. The projection of inmate ADP also assumes that when additional bed capacity is made available, early releases will be reduced. The jail will also have reached full implementation of AB 109 Realignment law by the end of 2015.

System Wide Overview with Projected Beds. The table below shows the existing County detention facilities and planned detention facilities with their BSCC rated or proposed bed capacities for selected years. The table shows when planned facilities would come on line and when the Main Jail and Men’s Correctional Facility could be taken off line. Based on the scenario shown in the table below, the population projections support the proposed SB 863 project of 244 rated beds.

| Facility | 2015 | 2019 | 2020 | 2024 | 2034 |
|------------------------------|--------------|--------------|--------------|--------------|--------------|
| Main Jail | 272 | 272 | 0 | 0 | 0 |
| Pretrial Detention Facility | 384 | 384 | 384 | 384 | 384 |
| Bob Wiley Detention Facility | 696 | 695 | 695 | 695 | 695 |
| Men’s Correctional Facility | 366 | 0 | 0 | 0 | 0 |
| AB 900 Project | 0 | 527 | 527 | 527 | 527 |
| SB 1022 Project | 0 | 192 | 192 | 192 | 192 |
| SB 863 Project | 0 | 0 | 244 | 244 | 244 |
| Total Rated Beds | 1,718 | 2,070 | 2,042 | 2,042 | 2,042 |
| Projected ADP w / Peaking | 2,053 | 2,158 | 2,183 | 2,303 | 2,607 |
| Rated Bed Shortfall | (335) | (88) | (141) | (261) | (565) |

Note: Data indicated in red font above reflects projections based on the completion of the AB 900 and SB 1022 projects, as well as the successful award and completion of the proposed SB 863 project. Construction of these three jail projects allows Men’s Correctional Facility and Main Jail to be decommissioned.

Facility Assessment and Evaluation

Part of the consultant's work in developing the Jail Needs Assessment Update has focused on identifying the strengths and weaknesses of the detention facility's physical plant and primary building systems. The Tulare County Detention System was evaluated from two primary perspectives. (1) The **Building Elements and Systems Assessment** looked at nine physical facility systems, such as plumbing, electrical, etc. (2) The **Spatial and Functional Use Areas (FUA) Assessment** looked at how space within the building is allocated and being used, focusing on eleven interior FUA's that could be compared with a database of similar jails throughout California. The information collected during the assessment was used to determine the continued usefulness and overall economic viability of the structure.

| Tulare County Detention System Building Elements/ Systems Quality Evaluation | |
|---|-----|
| Summary Space / Systems Rating | |
| Men's Correctional Facility | 0.8 |
| Tulare County Main Jail | 0.7 |
| Bob Wiley Detention Facility | 1.5 |
| Adult Pre-Trial Detention Facility | 2.0 |
| <i>Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate</i> | |

The Table at the left provides a summary of the results of the Building Systems analysis for the four jails within the Tulare County Detention System. The Building Systems assessment focused on factors that included (a) configuration and intended security levels, (b) defined uses of the facility, (c) physical condition of building elements, (d) quality of the space, and (e) ability to achieve intended security and level of safety for staff and inmates, as well as compliance with standards. The assessment team looked at previous reports, inspections, maintenance logs, capital expenditures, and any other documents or work products that influenced or have altered the status of the facility. Information on physical layout, dimensions and utilization of the detention

facility was developed by observation, measurement, and building drawings. Information on the history of the institution's defined use was obtained directly from facility personnel.

In order to better understand and identify space deficiencies in the Tulare County Jail, the Spatial and Functional Use Areas assessment used a comparison with a database originally developed by the BSCC. The database contains functional use area space allocations by rated bed capacity for 78 new generation adult jail facilities constructed with State bonds beginning in the early 1990's. The population of Tulare County falls within the range of 200,001 to 700,000, and as such, is categorized as a medium size county per the BSCC's standards.

| Tulare County Detention System Spatial & Functional Use Areas Evaluation | |
|---|-------|
| Gross Square Feet per Rated Bed | |
| Men's Correctional Facility | 122.1 |
| Tulare County Main Jail | 133.8 |
| Bob Wiley Detention Facility | 183.9 |
| Adult Pre-Trial Detention Facility | 276.4 |
| Medium-Size County Jail (Avg.) per BSCC Database | 462.1 |

Note: Comparative evaluation is based on eleven Functional Use Areas occurring in all county jails.

Information on seven comparably-sized, medium / large county jail facilities included in this database was used for comparison purposes in evaluating the Tulare County jails. Each of the comparative jail facilities from the database responds to new building designs, seismic regulations, and changes in minimum jail standards including other operational requirements resulting from numerous lawsuits filed in response to inmate overcrowding conditions which led to the construction of these comparably-sized county jail facilities. Because very little has changed relating to jail design, this information allowed the consultant team to better understand space shortfalls and other deficiencies associated with the older Tulare County jails.

In comparison to the seven other similarly sized county jails included in the BSCC database, all of the Tulare County jails provide significantly less space per rated bed than the average medium/large county jail. However, Tulare County's multi-jail configuration, and their management practice of consolidating populations, missions and / or support services functions at one specific jail provides operational efficiencies in some functional use areas that make direct comparison using system-wide spatial allocations less relevant. Comparison of each individual jail to the database is more applicable, and can be found in **Section 6: Facility Assessment and Evaluation**.

Based on the **Building Elements and Systems Assessment** and the **Spatial and Functional Use Areas Assessment**, the consultant team considers that the primary recommendation is to decommission and replace Men's Correctional Facility and Main Jail. Men's Correctional Facility is almost 75 years old, and was originally built as military housing, not a jail. Main Jail is over 50 years old, and built at a time when there were very few jail standards to be met. Today, modern custody standards have emerged along with the space needed to manage jail facilities and provide inmate treatment and programs while ensuring safety to staff, inmates, and the public. At both of these two facilities, the following three functional use areas are highly deficient: (1) Housing and Dayrooms, (2) Inmate Programs, and (3) Medical / Mental Health. A summary recap of the deficiencies shows:

Primary Deficiencies of Main Jail and Men's Correctional Facility (MCF)

1. **Housing and Dayrooms** – Housing and dayroom space at both Main Jail and MCF are severely deficient. Housing is crowded, noisy and provides inadequate opportunities for appropriate classification assignments. Because of the age of the two jails, maintenance is a continuous issue, which is complicated by the lack of availability of replacement parts for building system components.

Housing at the Main Jail is a linear-style, with open-bar front cells or dormitories. Housing is typically arranged back-to-back, sharing a common plumbing chase. Circulation corridors run in a horseshoe pattern around the perimeter of the housing. Natural light is borrowed from windows located on the opposite side of the corridors. The open-bar structure of the housing units provides no separation or privacy between cells, dormitories and corridors. Housing areas are difficult to observe and supervise because of their layout and geometry. Inmate and staff movement is frequently restricted since inmates must be escorted whenever they leave their cells or dorms. Tulare County is one of the few remaining counties in California that are still using this antiquated type of facility.



Main Jail Housing

Housing at Men's Correctional Facility is open-barracks style. The five housing units all have open dormitories that house between 28 and 46 inmates per dorm. The dormitory housing is noisy and lacks any privacy for inmates. Inmates assigned housing at MCF must have low level custody requirements since separation for classification is not possible in the barracks setting. Two of the housing units have dayrooms that are separated from the dormitories, but in the other three, the dayroom is an integral part of the dormitory space. Maintaining the antiquated facilities is difficult. Toilet rooms, shower areas and the building systems are clearly showing many years of wear and tear.

2. **Inmate Treatment Programs** – Main Jail houses many of the County's inmates who are mentally ill, however, the jail has no treatment/program space available. Multipurpose rooms originally designed for group activities can no longer be used for this purpose due to safety concerns based on the classification of the inmates housed in Main Jail, as well as the observation and security problems created by the open-bar front, linear design of the housing units. Some volunteer programs (e.g., AA, NA) are held periodically for a very small group of inmates, but, no education classes or group treatment programs are provided. In an era where evidence-based programming is seen as the key to rehabilitation, this is a significant deficiency. The average square footage of Inmate Programs in the comparable medium/large jails in the BSCC database is **15.4 SF/bed**. Main Jail provides **0 SF bed**.

Men's Correctional Facility offers the most programming opportunities for inmates in the Tulare County detention system. However, inmates must be low-risk to meet housing classification requirements for MCF. This restriction significantly limits the inmate population who can participate in any of the programming offered at MCF. A 64-bed Residential Substance Abuse Treatment (RSAT) program, located in Housing Unit C, uses its dayroom for all treatment programming. Program and classroom space available to inmates living in other housing units is very limited, but there are a variety of education, vocational / work program and self-help / volunteer programs offered at MCF. Access to programs is scheduled since inmates must be escorted from one part of the campus to another through a series of exterior walkways and control gates to reach the centralized program areas.

3. **Medical / Mental Health** – Medical / clinical space at both Main Jail and Men's Correctional Facility is severely deficient, inadequate and inefficient. Space for health care services is an extremely critical functional use area to a county jail, a Sheriff's Department, and a county. Medical, mental health, and dental screening can identify, at a minimum, those individuals with chronic, acute, and communicable conditions. Screening can ensure against unnecessary aggravation of an inmate's medical, dental, or mental health conditions and can dramatically reduce the spread of infection to the rest of the inmate population.

Tulare County has consolidated their primary health care functions at the newer Bob Wiley Detention Center and Adult Pre-Trial Detention Facility. Inmates from Main Jail and Men's Correctional Facility can be scheduled and transported to one of the other jails depending on their specific needs for care. However, minimal health care capacity is needed at each of the jails, and both Main Jail and MCF are deficient in the ability to provide basic services.

Main Jail has very limited capacity for health care services. Medical / clinical space is limited to a holding area, an exam room and a small office area on the second floor. Access to the office area passes through the exam room. There is inadequate storage for medical records or medical supplies. There are safety cells but no respiratory isolation. There is no dental examination space. Mental health staff have a small office on the fourth floor as well as a couple of counseling rooms located throughout the building. There are no treatment / program rooms available for any type of evidence-based group therapy. None of the healthcare areas are compliant with ADA requirements. The BSCC database lists an average of **29.4 SF / bed** for Medical / Mental Health and Dental functions. Main Jail provides just **2.3 SF / bed**.



Main Jail Exam Room

Men's Correctional Facility also provides very limited and inadequate capacity for health care services functions. There is a medical examination room that is collocated with Intake / Release in Building B / C. However, there is no secure waiting area, respiratory isolation cell, safety cell or dental exam space. Storage for medical records and supplies is limited. Although mental health treatment is incorporated into the RSAT program, there is no specific space assigned to mental health functions. MCF provides only **1.3 SF / bed** of space for Medical / Mental Health and Dental functions.

The Needs Assessment has shown that Main Jail and Men's Correctional Facility have significant deficiencies in both buildings systems and critical functional use areas. The age of these two facilities has extended them beyond their useful life and made them difficult to maintain. Their designs are no longer consistent with modern philosophies for jail management. There is a general lack of space for the majority of necessary jail functions, and for the critical three functional components discussed above, the spatial deficiencies are acute.

Jail Facility Construction Plan

In recognition of the lack of appropriate inmate programming space, medical / mental health treatment space, and other bed capacity needs that counties are confronting because of AB 109, the State is making available through SB 863 legislation jail construction funding up to \$40 million for medium-sized counties including Tulare. In order to compete for the SB 863 construction funding, Tulare County has prepared this comprehensive Jail Needs Assessment Update and developed a detailed proposal that will be submitted for funding evaluation and consideration by the BSCC on August 28, 2015.

The information collected and analyzed in the Jail Needs Assessment Update has demonstrated that the most immediate and critical need for the Tulare County Detention Division is to construct medical, mental health, counseling / programming, and additional bed capacity that will provide adequate accommodations and treatment capacity to allow the Sheriff's Department to respond to this critical need offender population.

In establishing the schedule of construction recommendations, the consultants are mindful that most counties, including Tulare, do not have sufficient fiscal resources to build adult jail facilities without significant State financial assistance. It is important to understand that the construction recommendations reported here can take from 3 – 5 years from the point of state grant award to occupancy. The time-phased sequence also was based on the anticipated timing of the BSCC County Jail Construction Funding cycle contained in the recently enacted SB 863 Adult Local Criminal Justice Facilities Construction Program.

Based on the facility gaps identified in the Needs Assessment Update project, the following recommendations have been developed that will respond to inmate housing, programs / treatment and medical / mental health / dental needs, as well as infrastructure requirements. The recommendations are grouped in three separate time-phased scheduling sequences that reflect the current BSCC jail construction SB 863 funding process. The recommendations are summarized in a matrix format that lists the Statement of Probable Construction Costs identified for the proposed project.

A priority objective of the **Phase I** BSCC Senate Bill 863 Adult Local Criminal Justice Facilities Construction Funding would not only address selected major facility infrastructure and deficiencies / shortfalls, but would begin alleviating the impact the AB 109 Realignment Act is currently having on the County jail. The **Phase II** immediate and short-term listing of other jail projects called for within 1 – 7 years has been structured to address remaining jail infrastructure building gaps. The **Phase III** recommendations focus on longer term programming and jail construction (within 8 – 15 years) associated with other construction projects that would improve overall operations and expand space for jail functions. The Statement of Probable Costs shown in the recommendation matrix include both construction and project-related costs for Recommendation #1. The remodeling projects will require other non-state funding sources because they will not qualify for BSCC funding through SB 863 legislation.

Tulare County Sheriff's Department Detention Division

| Recommendation | Scope of Work | Probable Const. Cost |
|--|--|----------------------|
| Phase I – SB 863 Programming and Jail Construction Project | | |
| Board of State and Community Corrections SB 863 Jail Construction Funding | | |
| Recommendation #1 | SB 863 – New Housing Unit and Treatment Facility – Program, design and construct new housing unit and special housing for inmate treatment adjacent to the SB 1022 project. Include inmate program areas, medical and mental health treatment beds and services, and support spaces. | \$42M ¹ |

| Phase II – Short-term Programming and Jail Construction (within 1-7 years) | | |
|---|--|------------------|
| Other Tulare County Capital Construction Funding Sources | | |
| Recommendation #2 | Technology Upgrades – Assess and repair / replace / augment existing information and data systems at Bob Wiley and Pretrial Facility to accommodate expanded use of tablets by inmates for evidence-based programs, treatment, visitation and education. | TBD ¹ |
| Recommendation #3 | Security Electronics Upgrades – Assess, develop, program and repair / upgrade all security electronics, control panels, cameras, and head-end equipment to provide fully functional security electronics systems at Bob Wiley and Pretrial Facility . | TBD ¹ |
| Recommendation #4 | Security Hardware – Assess and repair / replace all security locking devices essential to jail operations at Bob Wiley and Pretrial Facility . | TBD ¹ |
| Recommendation #5 | Deferred Maintenance – Assess and repair / replace essential systems to maintain the effectiveness of jail operations at Bob Wiley and Pretrial Facility . The maintenance will include HVAC, roof, life safety, and other misc. identified projects. | TBD ¹ |
| Phase III – Long-term Programming and Jail Construction (within 8-15 years) | | |
| Other Tulare County Capital Construction Funding Sources | | |
| Recommendation #6 | Renovate Main Jail for Sheriff’s Administration – Program, design and construct renovations and modernizations to the existing Main Jail for Sheriff’s Administration and Court Holding operations. | TBD ¹ |

1. The Statement of Probable Costs shown in the recommendation matrix include both construction and project-related costs for Recommendation #1. The remodeling projects will require other non-state funding sources because they will not qualify for BSCC funding through SB 863 legislation.

Scope and Areas to be Improved with the SB 863 Jail Construction Project

The Needs Assessment Project has identified several facility and space needs Tulare County should immediately consider and use to request SB 863 funding to help the Sheriff’s Department correct their deficiencies. The consultants have specifically identified a need to expand (1) medical, (2) mental health, (3) counseling / programming, (4) staff provider support areas, and (5) inmate housing and services. Additional male and female special needs housing is also needed to begin alleviating current crowding and antiquation in the jail system.

Because all of these needs meet the funding criteria contained in SB 863, the consultant team is recommending that the Sheriff’s Department make application to the State for construction funding to help the County address these facility and space needs in its jail facility system. The consultants, along with jail facility staff, sought ways to improve the secure operations and conditions at the Tulare County Facility on many fronts. These included:

- (a) The proposed project will provide an effective balance of maximum, medium, and minimum security housing.
- (b) The proposed project will provide for program areas to serve each population where they are housed, but also provide the ability to share program space.

- (c) Simplified circulation supports a higher degree of officer, inmate and public safety.
- (d) Medical, mental health treatment, program, and staff support will be provided with adequate office space, records storage, and pharmacy space.
- (e) Video visitation space will be provided for medium and maximum security inmates, and face-to-face visitation will be available for minimum security inmates.
- (f) The facility will become zoned into: public area; minimum security, medium security, and maximum security and circulation will be separated accordingly

The proposed new Tulare County replacement jail facility has great potential to be a model detention facility because it aligns with the intent of SB 863 legislation.

The following information presents a detailed description of the proposed SB 863 project based on the requirements outlined in the Needs Assessment document. This is followed by a schematic drawing depicting the relationships and size of the inmate housing and program spaces contained in the new SB 863 facility. The preliminary programming and space allocations were developed through discussions and planning sessions the consultant team held with the Sheriff's Departments' Detention Division staff.

Phase 1: Senate Bill 863 Programming and Jail Facility Construction Project

The following narrative describes the key elements and programming associated with each recommendation the consultant team and Sheriff's Department believes should be included in a funding application prepared and submitted to the Board of State and Community Corrections (BSCC) for SB 863 Jail Facility Construction funding.

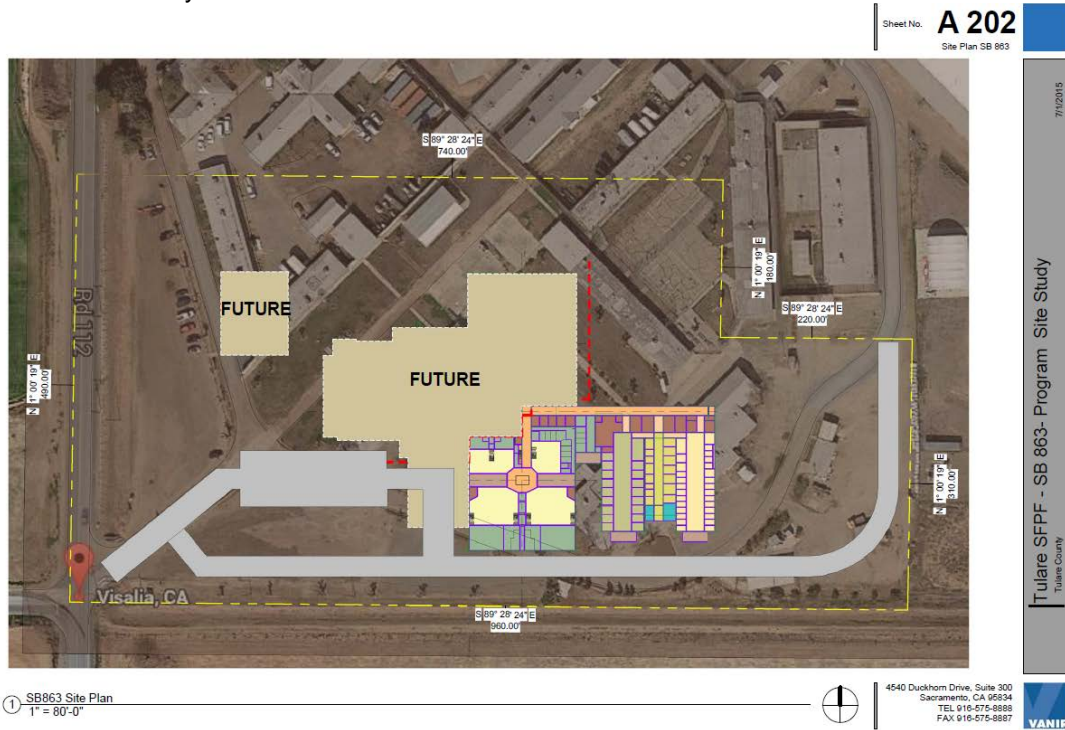
Recommendation #1: New Replacement Housing and Treatment Facility - Program, design and construct a new replacement housing and treatment support facility at a new site referred to as Sequoia Field. A new multi-function building is a primary component of the proposed project. The housing provides offenders with the skills and resources necessary to make the transition from an institutional setting to independent and responsible living in the community. The housing component of the building will include: 1) a 192 bed unit consisting of new medium, minimum and maximum security pods with single and double occupancy cells, including dormitory housing; 2) a 48 bed medical / mental health special housing unit containing single and double occupancy cells; This housing is designed to for flexible separation of varying populations while providing direct supervision from within the unit. Two partially covered exterior yards are accessible from housing circulation. Four program rooms of multiple sizes will be located adjacent the housing areas to provide convenient access for inmates. The jail will provide a myriad of evidenced based programs for inmates acclimating to the community prior to release, including:

- | | |
|---|---|
| <ul style="list-style-type: none"> • Anger Management • Parenting • Transitional Re-Entry Program • Child Support Services • Gang Awareness Parenting Program (GAPP) • Cognitive Behavior Therapy | <ul style="list-style-type: none"> • Skills for Living • Women's Crisis Intervention • Substance Abuse Classes • AIDS Education • Residential Substance Abuse Treatment Program (RSAT) |
|---|---|

In addition, a treatment area is directly accessible to the new housing, as well as from the main secure corridor to the remainder of the facility. The special housing and treatment includes six group therapy rooms, classrooms, an inmate toilet, interview rooms, an exam room, and dental space. While this treatment area is dedicated to serving the needs of the population, it can also be used for future populations as the jail facility allows for

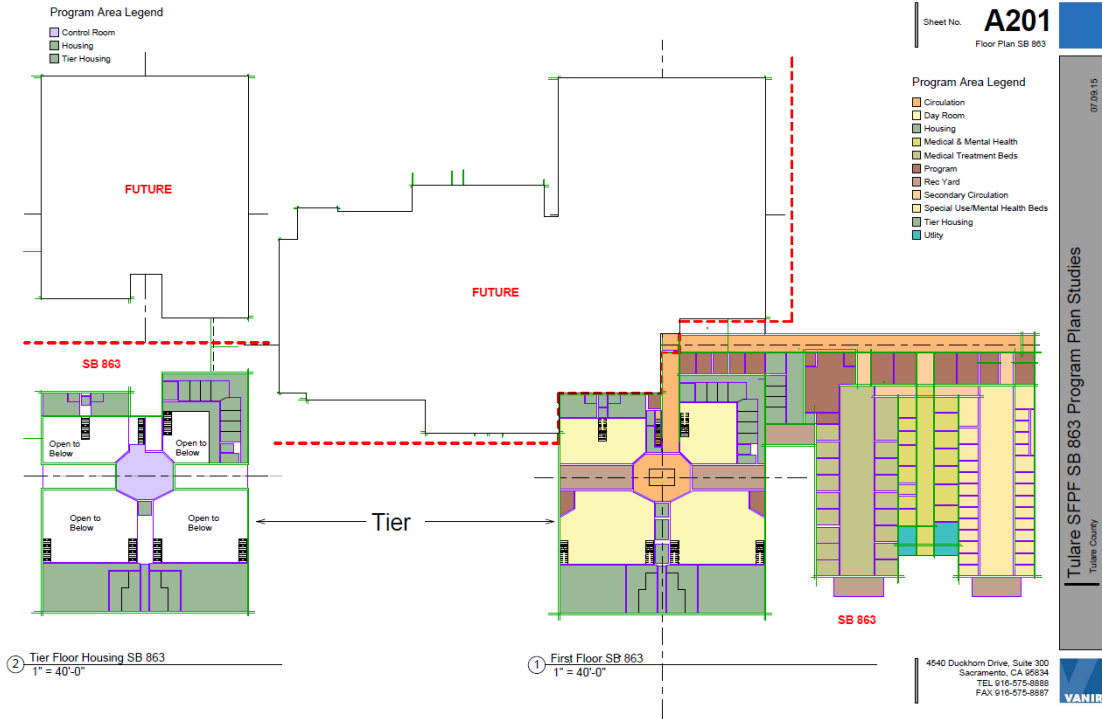
expansion. A mental health administration suite with offices, medical records, and a pharmacy / lab space are also included in this building.

The following site plan depicts the SB 863 project along with the adjacent SB 1022 (Future) project that is currently under design. The site boundary map as shown has gone through CEQA and been approved for both projects. The entire SB 863 plan and SB 1022 project will provide wrap-around treatment and services for the offender both in- and out-of-custody.



There will be a total of approximately 45,478 square feet contained in the Tulare Jail at Sequoia Field on two floors. The following page depict the conceptual plan view for the SB 863 facility for the first floor and tier and the space programming tabulations.

PLAN VIEW (1st Floor and Tier)



SECTION 2: INTRODUCTION AND METHODOLOGY

Tulare County Detention Division Needs Assessment Update

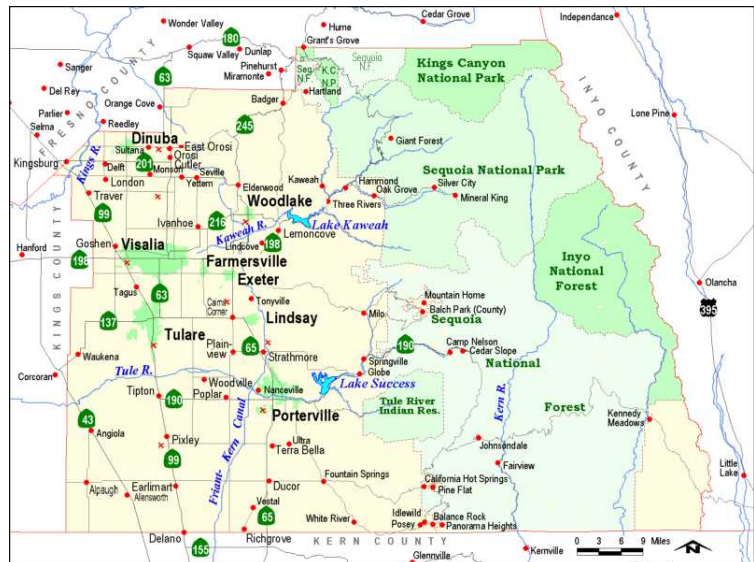
Introduction and Background Information



Centrally located within the State of California, Tulare County is situated in a geographically diverse region. The County includes an area of 4,863 square miles. The Sierra Nevada range in the Eastern part of the County rise to more than 14,000 feet. The Eastern half of the County is comprised primarily of public lands within the Sequoia National Park, Kings Canyon National Park, Sequoia National Forest, and Inyo National Forest. The extensively cultivated and fertile valley floor in the Western half of the County has allowed the County to become the second-leading producer of agricultural commodities in the United States. The Tule River Indian Reservation is located near the center of the County.

Adult Pretrial Facility Inmate Booking Area

As of the 2014 census estimate, the population of the County was 458,198. Visalia, the County seat, has a population of 127,763 (2013 Census estimate) and is within a four hour drive of San Francisco or Los Angeles, and a 2-1/2 hour drive to California's central coastline. Incorporated communities within the County are Dinuba, Exeter, Farmersville, Lindsay, Porterville, Tulare, Visalia and Woodlake. The racial make up of the County is 30.9% white, 62.3% Hispanic, 2.2% African American, 2.8% Native American, 4.2% Asian and Pacific Islander, and 2.4% from two or more races. The communities median household income is \$42,708 in 2013 dollars. The County is bordered on the north by Fresno County, Kern County to the south, Inyo County to the east and Kings County to the west.



Tulare County Area: 4,863 sq. miles

The Tulare County Sheriff's Department Detention Division manages four jail facilities in Visalia, CA; Main Jail, Bob Wiley Detention Facility, Adult Pretrial Detention Facility and Men's Correctional Facility. The current rated capacities of the facilities are:

| Facility Name | Rated Beds | Year Built |
|-----------------------------------|------------|------------|
| Main Jail | 272 beds | 1962 |
| Adult Pretrial Detention Facility | 384 beds | 2001 |
| Bob Wiley Detention Facility | 696 beds | 1986 |
| Men's Correctional Facility | 366 beds | 1941 |

All four jails are rated as a Type II detention facilities by the Board of State and Community Corrections (BSCC) and include a mix of single and double-occupancy cells and dormitories.

The entire jail system has a BSCC rated capacity of 1,718 beds. The County jails house both pretrial and sentenced male / female offenders. Since October 2011, also houses AB 109 Public Safety Realignment Act County Jail Prison (N3), 3056 PC Parolees, Post Release Community Supervision (PRCS) offenders, and flash incarceration Probation Department offenders.

Particularly at the Main Jail and Men's Correctional Facility, the jails do not have the ability to effectively segregate inmates because of crowding and the lack of physically secure custody housing to separate inmates who should be housed in different security units because of their classification. Over the past 13 years, the jail has processed an average of 1,919 bookings each month, or an average of 63 bookings per day. In 2014, the jail system had an average daily inmate population (ADP) totaling 1,711. Currently, the jail is operating at essentially 100% of the BSCC rated custody bed capacity of 1,718. Pretrial inmate population comprises about 63.5% of the total custody bed space, and sentenced inmate population makes up 36.5%. Because of crowding, the jail system has virtually eliminated most pretrial and sentenced misdemeanants from the incarcerated population. In 2014, misdemeanants made up just 9% of the total inmate population. Additionally, male inmates comprised about 86% of the inmate population, while the female population has been growing and is up to 14% of the total population.

In order to address persistent crowding in the detention facilities, the Tulare County Criminal Justice System has developed and implemented an array of alternative to incarceration programs and early releases which allow the jail system to function within the limits of available custody beds. Continued increases in inmate populations, particularly as a result of longer sentences associated with the State AB 109 Public Safety Realignment Act and overall population growth, is seriously impacting the operations of the adult detention facilities. The AB 109 Realignment Act has had a significant impact on County jail custody trends. In 2011, prior to realignment, sentenced releases averaged 54 days compared to 96 days in 2014; a 77.8% increase. An average of 464 inmates have consistently been released each month from the detention facility from 2011 through 2014 because of the lack of housing capacity.

With the system-wide average daily population levels for the County Jail facility near rated bed capacity, the Sheriff's Department is concerned about the continued impact of longer term AB 109 convicted and sentenced felony defendants and a growing number of other County jail inmates who require a range of treatment, programs, counseling and services the jails cannot provide because of the lack of dedicated programming and treatment space. In order to address this situation, this Detention Division Needs Assessment Update was undertaken by the Sheriff's Department to help the agency determine if the County should apply for SB 863 Jail Construction Grant Funds that will become available through the BSCC in the summer of 2015.

Sheriff's Department Response to Jail Custody Bed Needs

In response to the current bed capacity needs, long-term projected impact of the AB 109 Public Safety Realignment Act, and the deficiencies of the existing Main Jail and Men's Correctional Facility, the Sheriff's Department has initiated a process that includes the following steps and actions:

- Planning and development of a new County Jail Facility in Porterville to process and incarcerate inmates residing in the southern part of Tulare County. Funding for this facility is being provided through AB 900.
- Planning and development of a new County Jail Facility in Visalia near the existing Bob Wiley Detention Facility and the Adult Pretrial Detention Facility. Partial funding for this facility is being provided through SB 1022.
- Developing a comprehensive Detention Division Needs Assessment Update Report that incorporates construction solutions to alleviate the most serious facility building needs of the Detention Division.

The following major components are critical to improving the County's detention system: (1) need to build; (2) need to have the criminal justice agencies working together; (3) need to utilize alternative programs; (4) new construction to provide appropriate facilities to house and care for inmates requiring medical, mental health and substance use treatment; (5) new construction concepts involving the use of open environment and high inmate – staff interaction; (6) compliance with California Title 15 Minimum Jail Standards. In addition, the Sheriff's Department is endorsing several concepts which they believe are critical and should be the focal points for implementing the jail system's Mission Statement.

- Provide a safe and secure environment for all offenders, keeping within the guidelines set forth in State of California's Title 15 and U.S. Department of Justice's Prison Rape Elimination Act (PREA) ()
- Suitable housing for maximum, medium and minimum security offenders/inmates and maintaining proper security and classification to ensure reduced the risk and liability to all staff, incarcerated offenders and the public.
- Provide appropriate Medical / Mental Health Services for all incarcerated offenders.
- Provide safe mental health housing, and work in partnership with contracted mental health staff to provide needed mental health programming and therapy
- Provide educational programming to assist with reducing recidivism. These programs include;
 - Residential Substance Abuse Treatment (RSAT) to qualified offenders
 - Drug and alcohol counseling
 - Parenting classes
 - Anger management classes
 - G.E.D.

Guidelines for Development of Future Jail Facilities in Tulare County

- (1) The facilities should be flexible in design and allow for phased construction and future expansion horizontally rather than vertically.
- (2) Facilities should be constructed to provide maximum security at its perimeter with layered security zones within the facility. Interior construction should be consistent with security needs of the area.

- (3) Overall security management of each facility should be maintained by a Central Control station. Central Control should be responsible for the operation of all entry and exit doors and sally ports for both the perimeter and interior zones. This station should be in a secure area that is inaccessible to inmates, visitors, and away from high traffic areas.
- (4) Each facility should provide appropriate staff space to accommodate staff briefings, conferences, breaks, lunch, showers, toilets, and lockers. This space should provide staff privacy and relaxation away from other facility activities.
- (5) The design should provide for maximum flexibility in its components to accommodate inmate classifications and new AB 109 programs / service needs of sentenced inmates. It should incorporate the concepts of centralizing administration, developing a Central Service Core, and providing alternative program space (centralized and decentralized) consistent with inmate classification.

Jail Needs Assessment Methodology

In order to assist the Sheriff's Department in responding to the Detention Division's continued crowding situation, the Board of Supervisors contracted with Vanir, Inc. to conduct a Jail Needs Assessment Update Report. The work conducted in this effort involves completing a series of planning objectives and related data collection tasks are summarized in the planning objectives chart below:

Tulare County Detention Division Needs Assessment Planning Objectives

- **Planning Objective #1:** Document the full range of jail facility needs for the Tulare County Detention Division jail needs.
- **Planning Objective #2:** Reconfirm the goals and operational objectives that provide overall policy direction for Tulare County's Adult Detention System.
- **Planning Objective #3:** Profile jail system processes involving felony and misdemeanor arrests and identify constraints that prohibit the jail system from resolving operational and facility-related problems.
- **Planning Objective #4:** Project the number of jail facilities, square footage, and other support space requirements of the Sheriff's Department's Detention Division. Determine whether or not it is cost-effective to provide facilities through remodeling or expansion of the existing facility and / or construction of new jail buildings.
- **Planning Objective #5:** Identify any practical steps that can be taken to meet the needs of the jail system while facility programming and construction is completed.
- **Planning Objective #6:** Prepare a time-phased detailed Needs Assessment Update and facility planning document the County can rely upon when making fiscal resource decisions and commitments involving the jails.

The information and data collected in responding to these planning objectives was used to prepare the updated Detention Division Needs Assessment Report. The Assessment encompasses the planning criteria and supporting information specified by the Board of State and Community Corrections (BSCC) Title 24 requirements identified in the following chart.

**Board of State and Community Corrections (BSCC)
Title 24 Comprehensive Adult Facility Needs Assessment Report Requirements**

1. Description of the elements of the adult criminal justice system;
2. Description of the Department's management philosophy / process;
3. Description of the current adult jail population;
4. Description of the County Jail inmate classification system;
5. Description of the program needs, including planned academic programs, special education programs, and an analysis of performance in using programs which can reduce secure facility requirements;
6. An analysis of the detentions' system trends and characteristics which influence planning assumptions about future change, including: population projections, projections of adult jail population and program costs based on continuation of current policies, and projections of the impact of alternative policies or programs on adult jail population growth and program costs;
7. A history of the system's compliance with standards including the adequacy of staffing levels and the ability to provide visual supervision;
8. A history of the adequacy of record keeping;
9. The ability to provide confidential interviews and medical exams, and;
10. Discussion of unresolved issues.

The Needs Assessment Update also provides pre-architectural planning recommendations to meet jail facility requirements through the year 2034. The Report contains the following summarized information:

- **Criminal Justice System Trends:** An analysis of County criminal justice statistics and trends including a profile of the adult population detained in the Sheriff's jail facilities; identification of existing jail system average daily population (ADP) capacity; and projections of inmate population increases including changes in the profile of pretrial and sentenced adults housed in the system.
- **Programs and Services:** An assessment of jail programs and services presently in place, including alternatives to incarceration. The report identifies options and additional services that could be developed and suggests ways to enhance or expand current programs to address present and future needs.
- **Jail Facility Requirements:** The Assessment establishes an estimate of current jail facility needs including an evaluation of the potential of existing facilities for continued and future use. Options for facility development, including construction costs of proposed facilities, are also highlighted.

Criminal Justice System Processing Trends

The preparation of the Jail Needs Assessment Study contains the following elements:

- History of present County jail system, status of the current facilities, and descriptions of current problem areas.
- Review of the basic mission, goals and objectives of the County jail system and the operational needs of the County's adult pretrial and sentenced jail facilities.
- Review of present processing of adult offenders from booking to release and preparation of detainee profiles.
- Review and evaluation of reasonable alternatives to incarceration and the extent to which these alternatives have been utilized by the County.
- Evaluation of specific custody needs, including level(s) of security, program, housing, and administrative space.
- Evaluation and recommendations regarding the utilization, modification, or expansion of the existing jail system and potential site locations for additional facilities.
- Consideration of various alternatives to meet the current and future needs of the County's jail facilities, staff and programs within Tulare County.
- Development of a time-phased Construction Plan that specifies adult jail facility requirements which Tulare County will have to meet during the next 20 years.

As part of the background work associated with the preparation of the Needs Assessment, the following trend information was compiled from published and unpublished data collected by the California Department of Finance and Attorney General's Office Bureau of Criminal Statistics. Other trend information was developed from the Sheriff's Department's Custody Records. This information was intended to provide an overview of basic justice system processing trends in Tulare County.

Detention Division Needs Assessment Planning Information

- (1) County-wide adult population trends
- (2) Adult arrest trends
- (3) Jail booking and ADP population trends
- (4) Trends in Court sentencing practices including AB 109 Realignment Act and impact of Proposition 47 on custody bed needs
- (5) Early releases due to lack of housing trends
- (6) Pretrial and sentenced release trends
- (7) Average length of stay trends

The specific information considered in the Study of these basic criminal justice processing trends included:

- (1) **Adult Population Trends**: Data showing growth comparisons between adult and total county-wide population for the period 2010 – 2034 was examined. The annual growth rate in adult male and female population for the period was also considered.
- (2) **Adult Arrest Trends**: Adult felony and misdemeanor arrest trends for the period 2004 – 2013 was examined. Changes in arrest rate patterns for specific offense categories was also collected and analyzed. Specific attention was directed to identifying changes in the percentage of arrests involving serious felony crimes of violence and weapons, alcohol / non-alcohol related crimes and the proportion of arrests between adult male and females.
- (3) **Jail Booking and ADP Population Trends**: Total jail bookings for the period 2002 - 2014 was examined. Specific attention was directed to identifying average daily bookings, total pretrial and sentenced bookings, and male/female booking trends. Average daily jail population (ADP) trends for the same period were also examined. Specific attention was directed to changes in pretrial / sentenced and male / female ADP levels by facility.
- (4) **Court Sentencing Practices**: Overall trends in sentencing patterns associated with convicted felony cases were analyzed including those involving AB 109 Public Safety Realignment Act PC 1170(h)(5)(a) and (b) sentenced defendants. Data was also compiled which showed changes in jail and prison commitments.
- (5) **Early Releases Due to Lack of Housing**: Data from 2009 through 2014 was collected and analyzed that showed the trends in early releases from the jail system due to a lack of appropriate inmate housing.
- (6) **Average Length of Stay Trends**: Data from 2005 to 2010 showing the average length of stay trends for pre and post AB 109 jail populations was collected and analyzed. Data included the average length of stay (ALS) for pretrial and sentenced defendants released through the jail system.

A key aspect of the background information compiled for the Needs Assessment Update examined jail booking and population growth trends by custody status. This data highlighted comparative changes in the number and percent of offenders booked and released at the County jail.

Inmate profile data was also assembled from inmate history records and jail population reports prepared monthly by the Sheriff's Department Detention Division and through interviews with custody staff. The data examined selected characteristics of the jail population by inmate classification and custody status.

Profile of Existing County Jail Facilities

Through observation of facilities, interviews with jail managers and staff, and analysis of basic operating procedures, a profile of Tulare County's jail facilities was developed. The profile includes an analysis of procedures used to process inmates from the time of their entry into the facility until release, including the booking process (and problems associated with booking facilities) and how detainees are housed and handled prior to classification and assignment. Relevant population and inmate flow data was also included which showed (1) average daily population, (2) pretrial and sentenced population, and (3) trends in average daily population including shifts in pretrial and sentenced population. Other profile information focused on developing detailed data in a number of related areas including the following:

- **Configuration, Utilization, and Physical Condition of the County's Detention Facilities:** Principal items of information gathered were dimensions, structural design, current utilization of space in and physical condition of the County's jail facility; number and size of cells; availability and size of areas used for programs, services, and jail operations; history of structural changes, (i.e., additions, remodeling, etc.) also received attention. Information on physical layout, dimensions, and utilization of the detention facilities was developed by "walk-through," observation, measurement, and sketching. Information on history of the facilities was obtained directly from jail personnel.
- **Physical Layout of Jail Site:** Principal items of information included dimensions, physical characteristics, and utilization of the site on which the jail facilities are located. Facility information was developed by physically measuring and mapping.
- **Jail Programs and Services:** Information gathered concerned the current programs, services and conduct of essential jail procedures. Information on all programs, services, and procedures was gathered through interviews with jail administrators, command staff, and staff who administer programs.

Jail Population Projections

Detailed projections of adult jail system populations through 2034 were prepared. Prior to the development of the projections, the consultant team considered several data collection issues including review and analysis of recent and expected trends at the state level which might impact detention system population (including AB 109 Public Safety Realignment).

The consultant team also collected trend data involving historical growth in the County's population including total growth and growth rates, especially involving the adult population base. Population growth projections developed for the County for the period 2010 – 2034 prepared by the California Department of Finances Demographic Population Projection Unit was also collected and analyzed. The analysis considered (1) total projected adult population growth, (2) age composition of the projected population, (3) longitudinal projections in terms of overall growth, and (4) annual rate of growth.

Once this data was compiled, the information was reviewed using the following analytical steps:

- Review adult detention system caseload trends and identify the volume and nature of offenses. Analysis included characteristics of the population including age, gender and other relevant demographic descriptors.
- Compare adult detention system growth (as measured by arrests, bookings, and pretrial and post-sentence jail facility ADP population composition) with general County population trends and attempt to isolate quantitative relationships.
- Consider non-quantitative trends and assumptions likely to impact adult detention system populations including state level influences (such as AB 109 Public Safety Realignment) as well as local sentencing practices.
- Project the adult detention system population over the 5, 10, 15 and 20 year planning period employing (a) projected adult population growth for the County, (b) relationships linking overall population growth and associated population composition (age, ethnic, and gender composition) to criminal activity, incarceration rates, and (c) the profile of the current adult jail system populations.

The detention system populations were analyzed for trends, and projections were made for pretrial and sentenced populations by sex and custody status for the 20 year planning period. The distribution by gender and sentence status was based on an analysis of custody status trends through 2014. The projections were adjusted to account for spikes in population and inmate management / security classification factors in each of the County's jail facilities.

In making the updated projections, three different methods were examined including 1) trend line projections, 2) multiple linear regression projections, and 3) incarceration rate projections. Projecting population levels under each method was determined using a computer-assisted linear regression statistical modeling method based on actual ADP experience in the jail system. Use of different projection methods provides a range of projections from which judgments can be made about future bed / cell space requirements from a planning perspective based on a variety of low to high growth forecasts.

Planning Approach and Scope of Work

To accomplish this scope of work, the study approach involved four separate and distinct sequential tasks of analysis. The four tasks of work included:

- Task 1: Review of current system problems and reconfirm goals and objectives and overall purpose of the local pretrial and sentenced jail facilities.**
- Task 2: Examination of County's current and future jail needs for the adult criminal justice system including projected impact of the AB 109 Public Safety Realignment Act and Proposition 47.**
- Task 3: Analysis and selection of feasible facility solutions.**
- Task 4: Preparation of a Jail Needs Assessment Update and Facility Construction Plan Report.**

The work that was undertaken in each of these tasks is summarized below.

Task 1: Review of Current System Problems, Reconfirm Goals, Objectives and Overall Purpose of Local Pretrial and Sentenced Jail Facility.

The purpose of this first Task was to identify and carefully define the problems faced by the County's jail system in meeting the capacity, programming and treatment needs of the adult offender population. The work focused on developing a detailed understanding and shortcomings of the two older facilities in the jail system; Main Jail and the Men's Correctional Facility. Major policy decisions regarding facilities must meet both the immediate and long-range needs of the community as well as that of the Sheriff's Department, other law enforcement agencies, Probation Department, Superior Court, and adult offenders. For this reason, the documentation of problems and other key issues were critical initial steps in the Jail Needs Assessment Update and facility planning process.

This work involved an analysis of documents related to the adult corrections in Tulare County. This included such documents as prior needs assessments; Grand Jury reports; and any County annual criminal justice plans for the last several years. Based on the results of this initial work and related data collection efforts, a list of preliminary issues were explored over the course of the Jail Needs Assessment Update Project.

Task 2: Examination of the County's Current and Future Jail Facility Needs For the Tulare County Detention Division, Including the Projected Impact of the Public Safety Realignment Act and Proposition 47.

This Task involved a comprehensive examination of what has occurred in the County's pretrial and sentenced jail facilities in the past, especially with respect to how the existing facilities are used and how population levels have changed over time. The collection, analysis, and interpretation of the data was intended to show who has been detained, the volume and pattern of bookings / admissions, how long adult offenders are detained, and method of release. The resulting analysis provided the baseline information for assessing the programs and facility recommendations projected for detention facilities for future years.

A key aspect of the projections involved making determinations of what County criminal justice officials want to occur in the future. Critical policy decisions concerning how the jail system is to be used and which kinds of programs and alternatives may be acceptable or desirable were examined. The analysis that was carried out involved:

- Developing a profile of County's jail population and programs.
- Documenting the operation of the County's criminal justice system (crime, law enforcement, prosecution, courts, probation, etc.).
- Identifying key issues in terms of how criminal justice system operations affect the County's pretrial and sentenced jail facility including the impact of AB 109 and Proposition 47.
- Considering a range of "alternative" programs (other than jail / incarceration) which may be desirable or necessary.
- Documenting the trends in population growth, adult crime, and incarceration rates which will affect the County's future need for jail beds and other programs.
- Validation of projected needed jail beds and incarceration alternative programs for the next 5, 10, and 20 years.

The data gathering and analysis process evaluated "key" criminal justice system processes and procedures. The effort focused on compiling information from multiple sources which were used to identify solutions for any problems affecting the jail system and provided the basis for projecting jail capacity requirements during the next 20 years. These sources included the following:

1. Analysis of published crimes, adult arrests, intake / booking, offense, and other broad case processing trends associated with the County's justice system.
2. Analysis of the monthly ADP population and occupancy counts and corresponding patterns occurring over the past several years.
3. Analysis of the composition of the jail population. Characteristics of the inmate population were analyzed during designated reporting periods and subsequent changes were analyzed over time. Inmate populations were reviewed for changes in felony / misdemeanor proportion, gender trends and security risk assessments.

Task 3: Analysis and Selection of Feasible Facility Solutions.

In order to assess overall building and construction impacts for housing and expanding inmate populations in the Tulare County jail system, a facility evaluation and construction option analysis was undertaken. The work included an evaluation of renovation and remodeling requirements to support existing detention facility as well as new custody construction options which could be considered in a construction plan to meet future projected inmate growth and security requirements.

The work examined the configuration, capacity, utilization, security levels, and physical condition of the County's adult jail facilities. The information was intended to highlight any significant issues concerning the adequacy of the space and physical arrangement of the various jail facilities the County operates.

Based on the defined uses of space identified for each facility, an assessment of the quality of the functional use area space was undertaken. The assessment of each defined space took into account factors including (a) appropriate size, (b) efficiency / organization, (c) expansion characteristics, (d) circulation, (e) location, (f) adjacencies, and (g) level of privacy. Overall conclusions about the adequacy of a facility and its space provisions focused on standard building and design criteria as well as the systems needed to support the operation of such a facility. Discussions with staff and their opinion of the space and building systems were also taken into account when evaluating a particular space or area.

The physical plant assessment information was intended to identify any significant issues concerning the adequacy of the space, and custody / housing levels associated with the jail facilities the County operates. The resulting analysis also helped provide insight into several fundamental questions about the overall characteristics, continued use, and future expandability of local jail facilities. This analysis was intended to address the following planning issues:

1. Are the local adult detention facilities sufficiently sized, configured, and in a condition from a physical plant perspective to support the security level and program requirements of the detainee population of felony and misdemeanor offenders?
2. Are there renovations, remodeling, or other building modifications which can be made to the existing facilities which would make better use of available space for staff and / or detainees?
3. Does the local jail facility contain building elements or systems which present excessive liability for the County when continuing to operate or use the facility at current ADP levels?
4. What are the likely and probable costs the County will experience in maintaining and operating the jail facilities for the expected useful life of the institutions?
5. Does the existing inventory of custody bed housing classifications match the characteristics and security profile of the pretrial / sentenced inmate populations?
6. Can the Main Jail and / or Men's Correctional Facility be renovated / reconfigured to meet the treatment and program needs of the inmate population?
7. Can the existing Main Jail and / or Men's Correctional Facility be practically and / or economically expanded to accommodate future increased populations?
8. If new facilities are determined to be the best option, where should they be located?

In order to plan and design for necessary capital improvements for the Tulare County adult detention system, the Project Team evaluated the detention system's infrastructure to determine where the most effective design solutions could be applied at the lowest financial impact. A second area of analysis examined the existing and future bed needs based on current population characteristics, security, classification, and housing trends. The final area of the analysis provided the County with design solutions and options that were derived from the overall assessment and review of the County's jail facilities.

- **Detention Facilities Physical Plant Inventory / Evaluation:** Focuses on identifying current detention facilities strengths and weaknesses. This review evaluated the County's four jail facilities in Visalia. The evaluations included a review of inspection or evaluation reports that have been conducted on the facilities including the State Fire Marshal Inspection Reports, Board of State and Community Corrections (BSCC), Inspection Reports, post occupancy staff evaluations, contract drawings and specifications, deferred maintenance plans, in-house architectural reviews, planned project capital expenditure plans, and master plans.

The evaluation covered **(1) Space Standards:** reviewed for appropriate size and efficiency, expansion, capabilities, location and adjacencies; **(2) Systems:** existing HVAC, ventilation, plumbing, lighting, electronic equipment; **(3) Fire and Life Safety:** existing fire sprinklers, smoke detectors, alarms and panels, doors, emergency lighting, fire resistant materials, furniture and equipment; **(4) Security:** structural security envelope, hardware and equipment, staff sightlines and observation, sally ports, locking devices, fencing, cameras and monitors, security materials; **(5) Codes and Standards:** Board of State and Community Corrections (BSCC) Minimum Jail Facility Standards, California Administrative Codes--Titles 15 and 24, State Fire Marshal Regulations, handicapped standards, etc.; **(6) Maintenance:** structure, systems, grounds; and **(7) Infrastructure:** administration space, food service, laundry, visiting, intake / release, programs, exercise / recreation, central control, medical, circulation, parking, transportation, storage. The goal of the analysis was to determine the condition of the existing facilities and the practicality of renovations, modernizations or additions.

Assessments of the current condition of primary building elements and systems were made in terms of the extent to which they may require maintenance or repair. Judgments about the systems / elements also considered factors involving the quality of materials and workmanship, reoccurring failures, levels of expenditures on maintenance, and how recently a repair or upgrade may have been made. For equipment, the ratings considered periods of inoperability, cost of keeping the machinery operational, and the ease or difficulty of getting parts and service. The review and subsequent evaluation ratings focused on such areas and issues as:

| Building System | Condition |
|---|---|
| Roof | Leaks, bubbles, cracks, loose tiles. |
| Exterior Walls | Cracks, condition of surface. |
| Structure | Visible signs of structural problems, cracks in walls, floors or ceilings. |
| Windows | Operate and lock properly, glazing, sealants, screens clear for ventilation. |
| Doors | Operate and lock properly. |
| Interior: Floors | Condition of surface, cracks. |
| Interior: Ceilings | Condition of surface, cracks. |
| Heating, Ventilating and Air Conditioning | Operation, reliability, level of maintenance required / available. |
| Plumbing | Operation, reliability, surfaces, ability to keep clean, level of maintenance required / available. |
| Electrical System | Operation, reliability, safety, level of maintenance required / available. |
| Lighting Systems | Operation, safety, level of maintenance required / available. |
| Communications | Operation, reliability, level of maintenance required / available. |
| Security Equipment and Systems | Operation, reliability, level of maintenance required / available. |
| Physical Security Items | For locks, doors, windows, fences, operation, reliability, level of maintenance required / available. |
| Fire Safety Monitors and Fire Sprinklers | Operation, reliability, level of maintenance required / available. |
| Kitchen Equipment | Operation, reliability, level of maintenance required / available. |
| Site Paving | For parking and walks: paved or not, cracks, potholes, smooth for safety and handicap access. |
| Outdoor Exercise | Paved or not, cracks, potholes, smooth for safety and handicap access. |

In order to identify and analyze existing uses of space in the jail facility, the total square footage was broken down into 18 defined functional use categories. The functional use areas considered in the facility evaluation are those generic spaces found in detention type facilities, where personal liberties of the "housed" are curtailed or restricted. Analyzing the 18 functional use areas allow a facility containing numerous different spaces to be categorized and compared, averaged, and described. The breakdown of space within the facility was based on the following functional use areas. The definitions of the space contained in each area followed Board of State and Community Corrections (BSCC) standards. **(See Appendix C: Tulare County Jail Facility Functional Use Area Definitions)**

| Jail Facility Functional Use Areas | |
|------------------------------------|---|
| 1. Administration | 10. Housing / Dayroom |
| 2. Visiting / Lobby / Public | 11. Interior Circulation |
| 3. Food Service | 12. Vehicle Sallyport |
| 4. Central Control | 13. Outdoor Circulation |
| 5. Maintenance / Storage / Utility | 14. Quasi-Outdoor Circulation |
| 6. Laundry | 15. Outdoor Recreation |
| 7. Intake / Release | 16. Quasi-Outdoor Recreation |
| 8. Medical / Mental Health | 17. Non-Jail – Sheriff’s Administration |
| 9. Inmate Programs | 18. Non-Jail – Criminal Justice |

Information on physical layout, dimensions, and utilization of the detention facility was developed by "walk-through," observation, measurement, and sketching. Information on the history of the jail facility's defined use was taken directly from facility personnel.

Based on the defined uses of space identified for the facility, the consultant team made an overall assessment and rating of the quality of the existing space in the jail facility. The evaluation of the physical plant was completed by a member of the Project Team, working in conjunction with County maintenance staff, who has been professionally involved in reviewing numerous detention facility designs throughout the State. The ratings assigned to functional use areas were based on the following factors:

Factors Considered in Assessing the Quality of Jail Functional Use Areas

1. **Space:** Appropriate size, efficiency / organization, allows expansion, circulation, location, adjacencies, and privacy.
2. **HVAC:** Air circulation, heat, cooling, controls, supply, return, ventilation, and insulation.
3. **Plumbing:** Adequacy, toilets, sinks, urinals, partitions, water heater, faucets, drinking fountain, insulation, and showers.
4. **Lighting:** Adequacy, lighting controls, level, light lens, natural light, and energy efficient.
5. **Noise:** Noise level, noise control, acoustics.
6. **Systems:** Paging, speakers, cameras, monitors, intercom, duress, press to talk, and radio.

7. **Fire Safety:** Smoke detectors, heat detectors, pull stations, alarm panel, smoke evacuation, alarm, emergency lights, fire escapes, auto door closures, fire sprinklers, halon, wet stand pipes, dry stand pipes, crash door hardware, adequate exiting, materials, wire glazing, and fire rated doors.
8. **Security:** Maximum hardware / doors, medium hardware doors, minimum hardware doors, staff observation, sightlines, secure control station, sallyport, security glazing, walls, ceilings, floors, secure cells, structural soundness, safety cell, secure from within, secure from outside, fixtures, and furnishings.
9. **Handicap Access:** Door width, door swing, grab bars, ramps, washbasin, toilet, restroom facilities, toilet stall, water fountain, curbs, parking, telephone, recreational facilities, elevators, emergency exits, isles, classroom furniture, and cells.
10. **Structure:** Wall finish, floors covering, ceiling finish, windows / glazing, doors / hardware, furniture, equipment, and fixtures.

The resulting analysis was used to help provide insight into several fundamental questions about the overall characteristics, continued use and future expandability of local jail facilities.

Overall conclusions about the adequacy of a facility and its space provisions incorporated the evaluator's professional knowledge of standard building and design criteria as well as the systems needed to support the operation of such a facility. In some instances, discussions with staff and their opinion of the space and building systems have also been taken into account when evaluating and developing a composite rating of a particular space or area will be taken into account.

- **Jail Facility Bed Capacity / Security Needs:** Focused on identifying the type of jail bed needs based on incarceration rate trends and future projections. The review included (1) a review of attitudes toward jail incarceration; (2) a review of systems operations and inmate classification (3) a review of growth and crime rate; (4) identification of future jail bed needs; and (5) a determination of jail housing classification types. The goal was to determine the current and future needs for specific types of beds, including supporting ancillary spaces.
- **Construction Options Analysis:** Focused on developing a construction options analysis that identified several preliminary design solutions and their operational and construction cost implications. Preliminary solutions included traditional inmate housing as well as other non-traditional housing configurations (substance abuse treatment, mental health treatment, etc.). The goal was to provide a plan that (a) is cost-effective, (b) is responsive to staff needs, and (c) will satisfy current and future system needs.

Design solutions included analysis of detention facility modifications, alterations, renovations and new construction including (1) development of area space standards, (2) facility program and space requirements, (3) pre-architectural facility layout and diagrams, (4) facility site layout, (5) probable construction and project costs, (6) probable staffing and operating costs, and (7) a phased implementation plan.

The final work in the Jail Needs Assessment Update Report concerned the selection of facility solutions which best address the problems identified with the County's jail system. The jail system needs identified in previous jail studies combined with the new jail profile, system processing trends, and population projections were translated into facility requirements which covers the following topics: (a) review of goals and objectives, (b) projections of facility type over the planning period, (c) list of programs and services

the jail system runs or intend to run, and (d) estimates of space needs for each function. This information formed the basis of the following:

- ***Specifications of Facility Requirements:*** Projected jail facility requirements which Tulare County will have to meet over the 20 year planning period. Specifications of facility requirements were outlined in terms of the following:
 - Type and number of jail facilities required including security levels and support space.
 - Timing that will be required.
 - Whether or not it appears most cost-effective to provide required facilities through remodeling and/or expansion of existing jail space and / or construction of new jails.
 - Estimated location of required jail facilities.

Task 4: Preparation of Jail Needs Assessment and Construction Plan Report.

Once the Sheriff's Department considered the results of data collection tasks and identified facility solutions and organizational support requirements, a draft report was written. The report outlined needs and recommendations for resolving operational and facility issues confronting Tulare County's jail system. The draft report was reviewed and approved by the Sheriff's Department.

In combination, all four work tasks that were undertaken were specifically designed to identify the current problems with the County's jails and support programs and to determine the amount of space, facility design, and appropriate cost structure required to adequately handle the adult detention system needs of the County.

SECTION 3: PREVIOUS JAIL NEEDS ASSESSMENT REPORTS

Tulare County Detention Division Needs Assessment Update

Prior Conclusions and Recommendations Outlined in the Original Needs Assessment Study



Main Jail Public Lobby

Tulare County contracted with Omni-Group, Inc. and Mark Morris Associates in April 2009 to prepare the original Detention Division Needs Assessment Study. The County has relied on the 2009 Study for a number of years when addressing custody needs in its Type II adult detention facilities. The 2009 Study was prepared following the guidelines and content criteria identified in the Board of State and Community Corrections (BSCC) Title 15 Minimum Jail Standards and Regulations. The original Study includes a range of important planning information about critical elements associated with the Tulare County Jail system and the Sheriff's four existing jail facilities located in Visalia, California.

The published report specifically examined and provided information that the consultants relied on in updating the construction needs and future facility building recommendations outlined in this document. The information and data focused on (1) Background and Methodology, (2) History and Current Problems, (3) Jail Population Profile, (4) Baseline Detention Capacity Projections, (5) An Inventory of Presently Available Alternatives to Incarceration, (6) Constructive Changes or Additions to Presently Available Alternatives to Incarceration, (7) Adjusted Detention Capacity Projections, (8) Facility and Site Evaluation, and (9) Detention Division Master Plan.

The information in this Section of the Detention Division Needs Assessment Update includes the first 18 pages of the Executive Summary Section of the May 2009 Jail Study which is included below. Pages 19 through 25 of the Executive Summary are not included here since they discuss planning for a specific, prior project that is not relevant to the current jail needs assessment update. The entire April 2009 Detention Division Needs Assessment is attached to this report as an appendix for reference.

See Appendix A: April 2009 Tulare County Detention Division Needs Assessment Report

In 2013, Tulare County internally provided a narrowly focused update of the April 2009 Needs Assessment Report. The 2013 report dealt primarily with updates to the Detention Capacity Projections, as well as some Title 24 required updates including Staffing, Visual Supervision, Record Keeping, System Compliance, and Alternatives to Incarceration. The entire 2013 Detention Division Needs Assessment is also attached to this report as an appendix for reference.

See Appendix B: 2013 Tulare County Detention Division Needs Assessment Report

Executive Summary

The Executive Summary provides an overview of the findings and conclusions of the Tulare County Detention Division Needs Assessment Study.

Although comprehensive in its scope, the executive summary, by its nature, does not reflect all detailed information developed throughout this study. Reference should therefore be made to the body of the report, and to the attached technical appendices, for a more in-depth understanding of the results of the needs assessment.

Background

In 1997, Tulare County completed a long range detention needs assessment and facilities master plan in order to establish an orderly process for meeting future detention requirements in an efficient and economical manner. The County has retained the Omni-Group, Inc., in association with Mark Morris and Associates, to prepare a current needs assessment of the Sheriff's Department's Detention Division facility related needs.

The results of this Detention Division Needs Assessment will identify constructive and recommended policy changes, support the preparation of a master plan to accommodate mid-term and long-term facility needs, and define initial project development requirements.

Study Objectives

The following were defined as the principal objectives of the Detention Division Needs Assessment study:

- To provide a Detention Division Needs Assessment consistent with current Title 24 requirements.
- To assess historical and future trends in demand for Detention Division detention capacity requirements, within a range of policy options, to serve as the basis for mid-term and long-term facility planning.
- To determine and specify the amount and type of space required by the Detention Division functions through the year 2028.
- To prepare a cost effective facilities master plan to accommodate the functions under study with the built space they require, including provisions for operationally related exterior areas.
- To make specific initial capital project recommendations, including a project description for the first increment of construction which addresses space needs, operational patterns, staffing and development cost requirements for the new project.

Baseline Detention Capacity Projections

In 1988, the County stipulated to a Consent Decree as a result of overcrowded conditions in the detention/correctional system. The Consent Decree established a maximum daily capacity at the Main Jail. As a result, the Detention Division implemented two early release programs to reduce jail overcrowding due to lack of sufficient bed capacity.

Currently, while additional jail bed capacity is available, these early release programs remain in effect due to lack of funds to staff all available beds.

The average daily population of inmates in the Detention Division jail facilities is dependant on the number of expected inmates (bookings and average daily population), the amount of time that they will be housed in the facilities (average length of stay or ALS) and the administrative and operational policies in effect.

The assessment of the average daily population, or ADP, and the subsequent development of baseline capacity projections through the year 2028, provide a benchmark for future facility planning, and involves the application of a range of alternative projection methodologies.

The baseline ADP projections reflect projected future detention capacity requirements based on current operational policies.

Historical Trends

ADP has increased from 1,221 in 1995 to a high of 1,540 in 2007, a 26 percent increase. This increase in jail population can be traced to the rise in bookings.

Overall, bookings increased from 18,790 in 1995 to 26,183 in 2007, an increase of 39.4 percent. The booking rate per 1,000 population increased from 83.1 to 90.2 over the same period, indicating the rate of bookings increased 8.5 percent more than population growth.

Between 2004 and 2007 the booking rate increased from 4.6 per 1,000 adult population to 5.3 per 1,000 in 2007, an increase of 15.2 percent.

The average length of stay (ALS) of inmates decreased from 23.7 days in 1995 to 21.5 days in 2007, a decrease of approximately 9 percent over the twelve year period.

As indicated above, ADP and bookings have increased from 1995 to 2007, however, the increase has been at a lower rate than that experienced in the preceding 10 year period that was applied in the 1997 Needs Assessment Study.

The following provides an overview of trend changes in felony arrests, reported violent crimes, average daily detention population and County population projections between those applied in the 1997 Needs Assessment and the trends that have transpired since completion of that study.

Felony Arrest Trends: Over the 1984 to 1994 period, as assessed in the 1997 Needs Assessment, felony arrests increased at an average annual rate of 6.36 percent.

Over the past ten year period (1997 - 2007) the felony arrest rate has increased at an average annual rate of 3.69 percent, or a rate that is 0.58 that of previous eleven year period. This decline in the felony arrest rate reflects the decline in reported violent crime growth rate for the 1995 - 2005 timeframe.

Reported Violent Crimes: Between 1984 and 1994 reported violent crimes increased at an average annual rate of 5.52 percent. From 1995 to 2005 the reported violent crime rate declined to 1.40 percent per year, or to a rate that is 0.25 that of the previous eleven year period.

Average Daily Population (ADP) Trends: Between 1983 and 1995 the 1997 Needs Assessment recorded an increase in the ADP averaging 6.55 percent per year. Over the past twelve years (1995 - 2007) the increase in the ADP has averaged 1.95 percent, or a rate that is 0.31 of the previous twelve year period.

ADP to Population Ratio: From 1983 to 1995 the average annual percentage increase in the ADP (6.55 percent) was 3.10 times that of total County population annual growth (1.95 percent) for the corresponding time period.

From 1995 to 2007 the average annual percentage increase in the ADP and total County population growth rates were nearly identical at 1.95 and 1.92 percent respectively.

Projected County Population: The total County population projection, as applied in the 1997 Needs Assessment, for the year 2015 was 577,000. The 2015 County population projection is currently 483,435 or 16.2 percent less than the population projection provided for use in the previous Needs Assessment.

Since 1997, all of the major trends impacting average daily population detention levels have declined. As such, the application of recent trends will likely result in lower "adjusted" average daily detention population and capacity needs projections than those developed in the 1997 Corrections Needs Assessment.

Projection Methodologies and Recommended Baseline Capacity Projections

As an initial step in assessing possible projection methodologies, the 18 year available record of average daily population (ADP) levels was assessed. Assessment of long term historical ADP and corresponding adult county population levels supported projections of future ADP levels proportionate to projected adult population (Methods I and II).

The availability of historical booking levels and average length of stay (ALS) data from 1995 through 2007 provide the basis for the independent assessment of both variables determining ADP - bookings and ALS (Methods III and IV).

The specific methodologies applied are summarized as follows:

Method I: Utilizes the current (2007) ADP rate per 1,000 adult County population, which is held at a constant level over the projection period to project ADP through the year 2028. This approach reflects use of the most current experience as an indicator of the future. It provides a base for comparison with other methodologies that incorporate the assumption that the detention rate will change in the future.

Method II: Applies the 1990 - 2007 historical average ratio of adult County population growth to the total detention growth rate to project detention rates in future years. Variations of Method II employ the available 1995 - 2007 and 2000 - 2007 historical data by gender to project independent detention rates for male and females in future years.

Method III: Utilizes the available 1995 -2007 ALS "mean" and a least squares regression model to project bookings. The resulting projected bookings and ALS are then employed to project ADP. A variation of Method III applies the 2000 - 2007 data set to determine resulting ADP projections based on mid-term experience.

Method IV: Applies a regression analysis using multiple factors, population and booking rate, to project ADP. As with Methods II and III, a variation of Method IV was employed to assess ADP projections based on mid-term experience.

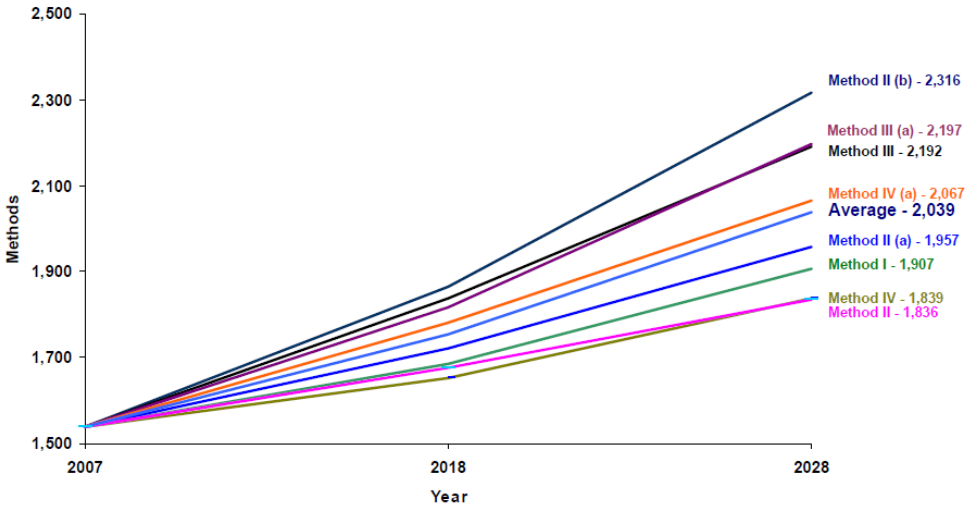
The results of Methods I through IV and their variations, are displayed in the following graphic.

The significant criteria to use in evaluating each methodology is, first, its ability to produce statistically significant results and, second, its ability to balance a range of historical trends experienced over the years.

Methods III and IV are based on a sophisticated regression analysis with acceptable to excellent statistical correlation results, which closely trace the varying historical trends. For these reasons, these two methods should be reasonably trustworthy as predictors of ADP.

While Method IV applies multiple factors and maximizes the available booking data, its fit to historical data is minimally acceptable ($r^2 = 0.74$). Method IV (a) provides an excellent fit to historical data ($r^2 = 0.98$), however, only the last seven years of booking data is applied.

Comparison of ADP Alternative Methodologies
Tulare County



Tulare County

Omni-Group, Inc. • Mark Morris Associates

v

The results of **Method III - Adult Population to Bookings Regression and Mean ALS Trend (1995 - 2007)** are recommended to serve as the baseline average daily population projections. The approach applied in Method III independently assesses the two determining variables of ADP, bookings and ALS, and provides an excellent fit to historical booking data ($r^2 = 0.91$). Method III further provides the advantages of utilizing the maximum available "long-term" booking data experience to forecast long-term requirements and its results are relatively equivalent to the average of all methodologies applied.

Had the "early release" programs not been in effect, it is anticipated that the historical ADP levels and average length of stay would have been different from that actually experienced. Thus, adjustments to reflect discontinuation of the early release programs may result in outcomes that differ from those obtained from the baseline projections reflecting actual experience.

The following summarizes baseline average daily population projections and corresponding detention bed capacity requirements, incorporating allowances to account for recurring monthly peaking of capacity levels and the essential need to segregate incompatible inmate classification categories.

**Baseline Detention Capacity Requirements
Tulare County**

| Year | Average Daily Population | Detention Bed Capacity Requirements |
|------|--------------------------|-------------------------------------|
| 2007 | 1,540 | 1,890 |
| 2018 | 1,837 | 2,260 |
| 2028 | 2,192 | 2,700 |

Existing Detention Facility Resources

At present, incustody detention operations in Tulare County are supported by the Main Jail Facility, the Bob Wiley Detention Facility, the Pretrial Facility and the Men's Correctional Facility. While the Bob Wiley and Pretrial Facilities are relatively new (built within the last two decades), the Main Jail is now 47 years old and the majority of buildings at the Men's Correctional Facility date back to 1941.

Based upon the results of facility status questionnaires and discussions with County and Sheriff's staff representatives, a joint assessment was made of the estimated useful life of each existing detention facility. Consistent with their age and present conditions, both the Bob Wiley and Pretrial Facilities can be expected to maintain a useful life over the 20 year planning timeframe with the correction of current physical deficiencies and proper ongoing preventive and corrective maintenance.

Conversely, the Main Jail and the Men's Correctional Facility present a limited useful life, at best over a future 6 to 10 year period. This "maximum" useful life would be predicated upon extensive to wholesale facility rehabilitation at costs approaching new construction.

For purposes of this needs assessment, long term detention facility resources are therefore assumed to be limited to the Bob Wiley and Pretrial Facilities.

New Baseline Detention Bed Development

The assumed availability of existing beds, as depicted in the following table, is deducted from the future bed requirements to define bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need, predicated upon baseline ADP projections, to develop 1,183 new detention beds relative to projected year 2018 operational levels, and an additional 440 detention beds to meet projected needs through the year 2028.

| | Current 2007 | <u>Baseline Projections</u> | |
|---|-----------------|-----------------------------|--------|
| | | 2018 | 2028 |
| Projected Baseline ADP | 1,540 | 1,837 | 2,192 |
| Projected Bed Requirements | 1,890 | 2,260 | 2,700 |
| Existing Bed Availability | 1,707 | 1,077 | 1,077 |
| Main Jail | (264) | (-) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men's Correctional Facility | (366) | (-) | (--) |
| Projected Bed Shortfall | 183 | 1,183 | 1,623 |
| New Beds to Develop Through 2018 | | 1,183 | |
| New Beds to Develop Through 2028 | | | 440 |

Baseline Incustody Detention Capital and Operational Cost Assessment

Summarized below are the results of the estimation of 20 year incustody detention capital and operational costs associated with the accommodation of baseline projections of ADP and bed requirements. Both capital costs (occurring at future points in time) and operational costs (aggregated annually over the planning timeframe) are expressed in "present value" terms reflecting year 2008/2009 dollar values.

**Baseline
Present Value Costs
(Year 2008/2009 Dollars)**

Capital Costs:

| | |
|------------------------------|-----------------------------------|
| Existing Detention Resources | \$3,500,000 |
| New Detention Resources | \$284,025,000 |
| | ----- |
| Subtotal (Capital Costs) | \$287,525,000 (@ 23% of Total) |

Operational Costs:

| | |
|---|-----------------------------------|
| Existing Detention Resources | \$468,600,000 |
| New Detention Resources | \$490,220,000 |
| | ----- |
| Subtotal (Operational Costs) | \$958,820,000 (@ 77% of Total) |
| | ----- |
| Total Baseline Incustody Detention Costs | \$1,246,345,000 |

The estimation of capital costs recognize the need for the correction of current deficiencies in existing facilities assumed to continue in use over the 20 year timeframe (Bob Wiley and Pretrial Facilities); as well as potential costs of an unavoidable nature to permit the continued short term use of facilities not assumed as long term detention resources (Main Jail and Men's Correctional Facility).

Capital costs associated with the development of new detention resources, over time, have been estimated on the basis of the application of a facility development cost per bed factor to new bed requirements identified to meet both mid term and long term baseline ADP projections.

Beyond capital costs to support existing facilities and those associated with new facility development, total baseline 20 year incustody detention system costs incorporate estimates of ongoing annual operational costs over the planning timeframe. These costs, estimated on the basis of an operational cost per bed factor derived from current fiscal year 2007/2008 Detention Division budgetary data, reflect an aggregation of annual operational costs consistent with both existing detention beds and those developed as a result of future facility construction.

Current Alternatives to Incarceration

Tulare County operates a significant array of programs and practices that serve as alternatives to incarceration. These include pre-booking alternatives (field citation by law enforcement and 849(b) release without charge for public inebriates) and pre-trial alternatives after booking (jail

citation release, cash and bond bail, expedited transfer of out-of-county offenders, and diversion for misdemeanor offenders).

The County also provides a strong array of post-sentencing alternatives. Adult Probation services manage roughly 5000 offenders with varying levels of service, and the County operates basic non-custody programs such as electronic monitoring, the Sheriff's Work Alternatives Program (SWAP), and a Day Reporting Center (DRC). In addition, the Sheriff's Department fields a "Weekender" program which allows offenders to continue work or attend school by remaining at home for most of the week.

The County also has a highly regarded Drug Court and a Recovery Court, the latter being a response to the Substance Abuse and Crime Prevention Act of 2000 (also known as Proposition 36). It also places significant numbers of offenders in residential and non-residential treatment programs for persons with substance abuse or mental health problems.

The variety of supervision levels and treatment modalities is impressive, but public budget issues indicate a degree of vulnerability. Adult Probation staffing levels, already thin, may have further reductions if state and local budget problems persist. Likewise, the substance abuse and mental health programs, which are also funded largely by public agencies (including HSSA), face uncertain prospects regarding future funding streams.

Overview of Jail Population Profile

Nearly 50% of all pretrial inmates are released from custody within one day or less of incarceration. In the pretrial category, the greatest number of releases, at 32.5%, occur via citation release. Of the incustody pretrial population, 51% are incarcerated on felony charges.

Of the sentenced jail population, approximately 60% were convicted of a felony offense.

Hispanic males and females comprise the majority of the pretrial and sentenced inmate population. The majority of the population are in the "crime prone age group" of 18 to 30 years old. However, the population tends toward a higher end of the range due in large part to the large percentage of DUI and public inebriate inmates which tend to be relatively older than other offense categories. In fact, 20 to 25% of the overall jail population is over 40 years of age.

The majority of inmates housed in the Tulare County detention/correctional system identified either the cities of Porterville, Visalia or Tulare as their place of residence. The major arresting agencies booking into the county detention system are the Sheriff's Department and the Porterville and Visalia Police Departments.

The majority of offenders are arrested on-view. While felony "other nonviolent property crimes" (i.e., forgery, credit card theft, grand theft, auto theft) constituted the largest felony charge category, significant numbers of misdemeanor men and women were incarcerated as a result of alcohol related automobile offenses (DUI-drug/alcohol, open container). Notable numbers of both men and women were charged with public inebriation.

As the majority of the jail population is charged with felony offenses, it is apparent that Detention Division resources are being utilized for incarceration of those charged or sentenced as a result of serious offenses. At the same time, the significant numbers of misdemeanor alcohol related automobile and public inebriation offenses provide direction for assessment of opportunities for further effective uses of alternatives to incarceration.

Recommendations for Change or Additions to Alternatives to Incarceration

Jails operate within a broader system of interventions or sanctions. The balance in any local justice system between incarceration and other sanctions is driven by a number of factors, including the kinds of offenders entering the system and the policies and procedures regarding which of those offenders should be incarcerated and which could be safely managed in non-custody settings.

In Tulare County, there are varied views about the appropriate balance between incarceration and alternative settings. However, there appears to be a general consensus that current early release practices are far from ideal. A series of program recommendations are summarized below which identify new or expanded measures which would provide sufficient additional supervision to manage offenders, including those currently given early release, in a manner acceptable to the public and criminal justice officials. These recommendations emphasize options for less serious or dangerous offenders and reflect current correctional best practice, or "evidence-based practice," which provide important guidance to the assessment, classification, and successful intervention with adult offenders.

General estimates are made of the potential impact upon the incustody ADP and the likely 20 year present-value costs associated with program initiation or expansion. These should be understood as "order of magnitude" estimates, subject to the detailed review of individual inmates, and, through time, on-going experience with, and assessment of, the alternatives.

Pretrial Alternatives

Initiate Detox Programs for Public Inebriates: This recommendation addresses the development of reception and treatment centers for inebriates throughout Tulare County as a means to mitigate incarceration within the detention system.

Estimated impact Upon Incustody ADP: A reduction of 50 by the year 2028.
Estimated 20 Year Differential Program Cost: **A present-value cost of \$20,000,000.**

Initiate Misdemeanor Diversion: This recommendation addresses the diversion of misdemeanants authorized under Penal Code Section 1001, typically applied to first offenders on charges such as petty theft or other minor property crimes.

Estimated Impact Upon Incustody ADP: A reduction of 13 by the year 2028.
Estimate 20 Year Differential Program Cost: **None to County.**

Expand OR Release: This recommendation calls for the expansion of the existing own recognizance release program augmented by electronic monitoring, GPS tracking and heightened pretrial supervision.

Estimated Impact Upon Incustody ADP: A reduction of 37 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$3,160,000**

Sentenced Alternatives

Expand Day Reporting Center Programs: This recommendation involves the expansion of day reporting, S.W.A.P. and weekender programs in conjunction with the replacement of existing DRC facilities.

Estimated Impact Upon incustody ADP: A reduction of 66 by the year 2028.

Estimated 20 year Differential Program Cost: **A present-value cost of \$9,000,000.**

Initiate Transitions Court: This recommendation calls for the development of a Transitions (or re-entry) Court, similar to drug and mental health courts.

Estimated Impact Upon Incustody ADP: A reduction of 22 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$1,580,000.**

Expand Substance Abuse Treatment: This recommendation addresses the development of additional residential facilities throughout Tulare County as an alternative to extended incarceration within the detention system.

Estimated Impact Upon Incustody ADP: A reduction of 64 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$22,000,000.**

Total Differential Program Costs: A present -value cost of \$55,740,000.

Justice System Enhancements

Three recommendations are made to more effectively administer and coordinate alternative to incarceration programs. A further recommendation addresses the need for the integration of mental health assessment and programming for jail inmates.

Strengthen Assessment, Case Management and Management Information Practices

Establish an Interagency Population Management Group

Apply Evidence-based Practices in the Choice and Oversight of Alternative Programs

Establish a Mental Health Unit in the Jails

Adjusted Detention Capacity Projections

Adjusted projections of ADP and detention bed requirements through the year 2028 have been developed on the basis of a number of directed policy changes and recommendations regarding alternative to incarceration programs.

Directed Policy Changes

At the direction of the County, baseline ADP and detention bed projections have been reassessed to reflect the following three policy changes.

Adjustment for Contract Bed Program: A portion of available local detention beds within Tulare County are currently being contracted to the California Department of Corrections (CDC) to accommodate state prisoners.

Recent experience is applied to provide an estimate of the degree of impact that the Contract Bed Program has had on the results of the baseline detention capacity projections. The average daily population of contracted beds was 47 in 2007 and 76 in 2008, for an average over the 2007/08 period of 62 beds, or approximately 4 percent of the total ADP. This indicates that the total system-wide ADP would have been approximately 4 percent less had the Contract Bed Program not been in effect. Thus, future projected ADP has been adjusted downward by 4 percent to reflect the estimated impact on the baseline detention capacity projections of discontinuing the Contract Bed Program.

Adjustment for Early Release Program: The Early Release Program began with the 1988 Consent Decree and is currently also utilized to maintain the detention system within the current staff funding capabilities. All sentenced inmates are eligible for the Early Release Program including inmates subject to holds from other counties. Based on statistics maintained within the Sheriff's Department it was determined that the total system-wide ADP would have been 13.6 percent greater had the Expanded Citation Release Program not been in effect. Thus, future projected ADP has been adjusted upward by 13.6 percent to reflect the estimated future impact of changing the current Early Release Program policy.

Adjustment for Expanded Citation Release Program: The State of California Penal Code provides for the release, with a citation to appear, of any person arrested for a misdemeanor, absent select circumstances. Most misdemeanor arrests, other than warrant arrests, are released from custody prior to trial.

Beyond the State Penal Code prescribed citation releases, the 1988 Consent Decree further directed the release of accused misdemeanants, whether or not they are subject to misdemeanor warrants, if their bail does not exceed \$7,500.00 on each separate charge. With adequate funding to staff available detention capacity, those accused misdemeanants, with misdemeanor warrants, would not have been released.

In 2007 it was estimated that 3,658 additional jail days would have been served, were it not for the Expanded Citation Release Program. This translates to an additional 10 ADP which has

been proportionally adjusted upward to reflect the estimated future impact of discontinuing the Expanded Citation Release Program.

Impact Upon ADP: In aggregate, the impact of these three directed policy changes are projected to result in a net addition in ADP of 224 at the year 2028, relative to the previous baseline projection.

Recommended Policy Changes

As previously referenced, a series of recommended program policy changes have been identified to expand existing alternative to incarceration programs, and to initiate new programs, as a means to potentially reduce future ADP and detention bed requirements. These are reiterated below.

Initiation of Detox Programs for Public Inebriates

Initiation of Misdemeanor Diversion Program

Expand OR Release Program

Expand Day Reporting Center/SWAP Programs

Initiate Early Release/Transitions Court

Expand Substance Abuse Treatment Programs

Impact Upon ADP: In aggregate, and exclusive of the directed policy changes, the impact of the above seven program policy recommendations are projected to result in a reduction in ADP of 252 at the year 2028, relative to the previous baseline projection.

Adjusted ADP and Detention Bed Projections

The following summarizes adjusted ADP projections and associated detention bed requirements based upon both the directed policy changes and the recommended expansion of, and additions to, alternative to incarceration programs.

**Adjusted Detention Capacity Requirements
Tulare County**

| Year | Average Daily Population | Detention Bed Capacity Requirements |
|------|--------------------------|-------------------------------------|
| 2007 | 1,522 | 1,858 |
| 2018 | 1,815 | 2,220 |
| 2028 | 2,164 | 2,655 |

New Adjusted Detention Bed Development

The assumed availability of existing detention beds, as defined below, is deducted from the adjusted projections of future bed requirements to determine bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need, predicated upon adjusted projections, to develop 1,143 new detention beds relative to projected year 2018 operational levels, and an additional 435 detention beds to meet projected needs through the year 2028.

| | Adjusted 2007 | Adjusted Projections | |
|---|------------------|----------------------|--------|
| | | 2018 | 2028 |
| Adjusted ADP Projections | 1,522 | 1,815 | 2,164 |
| Adjusted Bed Requirements | 1,858 | 2,220 | 2,655 |
| Existing Bed Availability | 1,707 | 1,077 | 1,077 |
| Main Jail | (264) | (-) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men's Correctional Facility | (366) | (-) | (-) |
| Projected Bed Shortfall | 151 | 1,143 | 1,578 |
| New Beds to Develop Through 2018 | | 1,143 | |
| New Beds to Develop Through 2028 | | | 435 |

Adjusted Detention Capital, Operational and Program Cost Assessment

Summarized below are the results of the estimation of 20 year incustody detention capital, operational and program costs associated with the accommodation of adjusted projections of ADP and bed requirements. As in the case of previous baseline cost analysis, the adjusted detention cost estimates are expressed in "present-value" terms reflecting year 2008/2009 dollar values.

| | Adjusted Present Value Costs (Year 2008/2009 Dollars) |
|------------------------------|---|
| Capital Costs: | |
| Existing Detention Resources | \$3,500,000 |
| New Detention Resources | \$276,150,000 |
| | ----- |
| Subtotal (Capital Costs) | \$279,650,000 (@ 22% of Total) |

**Adjusted
Present Value Costs
(Year 2008/2009 Dollars)**

Operational Costs:

| | |
|---|-----------------------------------|
| Existing Detention Resources | \$492,030,000 |
| New Detention Resources | \$499,401,000 |
| | ----- |
| Subtotal (Operational Costs) | \$991,431,000 (@ 78% of Total) |
| | ----- |
| Total Adjusted Incustody Detention Costs | \$1,271,081,000 |

Differential Program Costs:

| | |
|--|------------------------|
| 20 Year Differential Program Costs: | \$55,740,000 |
| | ----- |
| Total Detention and Differential Program Costs: | \$1,326,821,000 |

Direct Incustody Detention Cost Comparison

Exclusive of differential program cost impacts (addressed below), a comparison has been made of the 20 year adjusted and baseline cost estimates related strictly to incustody detention facilities and operations. This comparison indicates that the adjusted costs exceed the baseline costs by approximately 2 percent over the 20 year planning period. While adjusted capital costs have decreased marginally due to slightly lower long-term bed requirements, adjusted operational costs have increased as a result of the lack of State contracted bed revenues to offset operational expenses.

Impact of Differential Program Costs

Estimates have been made of 20 year present-value differential program costs associated with the alternative to incarceration program recommendations.

In aggregate, and inclusive of both operational and capital costs, the total 20 year differential cost impact of the program recommendations equates to \$55,740,000. This cost, expressed in "present value" terms, reflects additional (or differential) cost impacts beyond that presently allocated to existing alternative to incarceration programs.

Facility and Site Evaluation

At present, adult detention operations in Tulare County occur within four existing facilities. Summarized below are the results of an updated assessment of their current physical status, their estimated useful life, and their potential for renovation and expansion.

Main Jail:

| | |
|-----------------------|---|
| Construction | 1960 - 1962 |
| Age of Facility | 47 Years |
| Size | 55,770 GSF |
| Rated Capacity | 264 Beds |
| Estimated Useful Life | 1-3 Years (Minimum) 6-10 Years (Maximum) |
| Renovation Potential | Given its age and the extent of current physical deficiencies, renovation of the Main Jail, other than that to address critical short-term needs, would entail costs approaching new construction and is not considered economically realistic. |
| Expansion Potential | Practical opportunities for the physical expansion of the Main Jail do not exist given its location and competing governmental uses at the Civic Center site. |

Bob Wiley Detention Facility:

| | |
|-----------------------|--|
| Construction | 1985 - 1986 |
| Age of Facility | 23 Years |
| Size | 130,265 GSF |
| Rated Capacity | 693 Beds |
| Estimated Useful Life | 5-7 Years (Minimum) 15-25 Years (Maximum) |
| Renovation Potential | Considering its relatively recent construction, renovation of the Bob Wiley Detention Facility, to correct select current deficiencies and to extend its useful life, is feasible and clearly warranted. |
| Expansion Potential | Although limited expansion of support facilities may be feasible, major physical expansion of the Bob Wiley Detention facility is practically constrained by a lack of available contiguous site area. |

Pretrial Detention Facility:

| | |
|-----------------------|--|
| Construction | 2001 |
| Age of Facility | 8 Years |
| Size | 129,000 GSF |
| Rated Capacity | 384 Beds |
| Estimated Useful Life | 5-7 Years (Minimum) 15-35 Years (Maximum) |
| Renovation Potential | Given its recent construction, renovation of the Pretrial Detention Facility, to correct select current deficiencies and to extend its useful life, is feasible and clearly warranted. |
| Expansion Potential | Available site area would permit the expansion of the housing components of the Pretrial Detention Facility, up to four additional housing units of comparable scale to that which exists. Limited expansion potential also exists to support increased space needs associated with non-housing functions. |

Men's Correctional Facility (and DRC/SWAP):

| | |
|-----------------------|---|
| Construction | 1941 (Majority of Buildings) |
| Age of Facility | 68 Years |
| Size | 98,000 GSF (Including DRC/SWAP/Other Sheriff's Units) |
| Rated Capacity | 366 Beds |
| Estimated Useful Life | 0-0.5 Years (Minimum) 3-10 Years (Maximum) |
| Renovation Potential | Given the age and condition of the majority of this facility complex, major renovation, beyond critical short-term measures, would equal or exceed costs of new construction and is not economically realistic. |
| Expansion Potential | With the limited expected useful life of this facility complex, expansion of existing facilities would not represent a cost effective investment. Reuse of the existing site may be feasible, subject to grading and infrastructural issues and potential restrictions related to Sequoia Field operations. |

Facility Master Planning Objectives

The following facility master planning objectives are intended to support both the continued availability and development of appropriate and cost effective adult detention facility resources within Tulare County over the upcoming 20 year planning period, and beyond.

Minimize Further Unproductive Capital Investment:

Avoid additional renovation expenditures at the Main Jail and the Men's Correctional Facilities (to be decommissioned) other than that associated with critical short-term needs.

Maximize Continued Use of Appropriate Existing Facilities:

Assure maximum useful life of the existing Bob Wiley and Pretrial Detention Facilities through appropriate on-going maintenance, and expand in-place facilities where feasible (Pretrial Detention Facility).

Meet Future Needs While Minimizing Capital Costs:

Accommodate projected bed requirements within properly planned facilities consistent with appropriate security levels (i.e., avoid, where possible, the unnecessary development of minimum and medium security housing within a maximum security building envelope).

Maximize Ongoing Operational Efficiencies:

Avoid fragmentation of detention facility locations and pursue opportunities to provide support services on a system-wide basis.

Enhance Operational Relationships to Other Justice System Elements:

Respond to opportunities to locate booking operations and pretrial populations in proximity, respectively, to local law enforcement agencies and to the courts.

Maintain Incremental Facility Development Flexibility:

Establish appropriate capital investment phasing strategies to permit facility development to adapt to possible changes in future detention capacity demand.

Provide for Long-term Future Expandability:

Reserve site contingencies at new facility locations, and consider the preservation of existing sites, to allow for the accommodation of detention requirements beyond the planning horizon.

SECTION 4: UPDATED ARRESTS, BOOKINGS & INMATE ADP TRENDS

Tulare County Detention Division Needs Assessment Update

Background Information and Scope of Work



**Main Jail
Typical Housing Unit**

Vanir was retained to provide a 2015 jail needs assessment update report for the Tulare County Sheriff's Department Detention Division. Vanir's scope of work has focused on compiling and analyzing jail inmate population trends and bed security classification needs which have been used to prepare an updated jail inmate profile with average daily population (ADP) inmate projections. The County intends to use the 2015 jail needs assessment update to plan for a new jail facility that would be constructed with an SB 863 Lease Revenue Bond Financing award from the Board of State and Community Corrections (BSCC). This new jail facility will replace existing compacted, outdated and unsafe inmate housing at the Main Jail and Men's Correctional Facility and provide increased access to expanded programs and treatment to manage the adult offender population.

The County's previous Detention Division Needs Assessment Report was prepared in April 2009. The April 2009 report showed that the Tulare County Sheriff's Department Detention Division manages four jail facilities in Visalia, CA; Main Jail, Bob Wiley Detention Facility, Adult Pretrial Detention Facility and Men's Correctional Facility. The current rated capacities of the facilities are:

| | |
|--|-----------------|
| Main Jail | 272 beds |
| Adult Pretrial Detention Facility | 384 beds |
| Bob Wiley Detention Facility | 696 beds |
| Men's Correctional Facility | 366 beds |

All four jails are rated as a Type II detention facilities by the BSCC and include a mix of single and double-occupancy cells and dormitories.

In addition to inmate population pressure, the Men's Correctional Facility and the Main Jail are outdated and experiencing significant maintenance issues. The infrastructure at these two facilities has generally become antiquated and some areas are in need of replacement. In addition to capacity issues that complicate classification decisions and failing infrastructure, the physical layout of these two facilities does not provide for many programmatic opportunities or reflect the needs of a modern adult jail detention facility. For example, the Main Jail only has two small roof-top outdoor recreation yards to handle the entire incarcerated population.

Operationally, there are not enough beds / bunks to meet current custody security and classification housing needs. The County jail system does not have the ability to appropriately classify inmates because of peak population levels and the lack of physically secure custody housing needed to segregate inmates who should be housed in higher custody units because of their classification. The County jail system is also confronting the need to house inmates for longer periods of incarceration as a result of the 2011 implementation of AB 109, which is diverting a significant number of offenders from the State prison system to county jails.

As a result of these identified physical plant deficiencies and facility needs at the Main Jail and the Men's Correctional Facility, the County is actively pursuing the construction of replacement custody housing and much needed inmate program and treatment space. This needs assessment report updates the inmate population projections included in the previously published Tulare County Detention Division 2009 Needs Assessment. Part of the work for this Needs Assessment Update report has focused on compiling and analyzing historical jail inmate population trends which have been used to prepare an updated jail inmate profile with ADP inmate projections through 2034. This updated information is intended to help support an SB 863 jail construction application to BSCC, released in June 2015.

Vanir staff worked with the Tulare County Sheriff's Department staff to collect and analyze jail inmate population data which was then used to prepare an updated population profile of pretrial and sentenced male and female inmates currently housed at the County jail facilities. The following tasks and information was compiled and analyzed by Vanir's staff in carrying out this scope of work.

Updated Tulare County Jail Inmate Population Profile

1. ***Updated Inmate Projections:*** Collected, reviewed and updated historical arrests, booking, ADP, and release trend data for the reporting period 2002 – 2014. With assistance from the jail management staff, data was also collected and summarized showing the impact that the Public Safety AB 109 Realignment legislation and Proposition 47, passed by the voters in November 2014, is having or likely will have on the inmate population housed in the jail facilities. Summary population projections were developed for the 20 year period 2015 - 2034 considering incarceration rates per 10,000 County adult population, length of jail stay, release patterns, gender, and security classification. Peaking and inmate classification factors were also incorporated into the projections.
2. ***Jail Inmate Classification Process and Criteria:*** Reviewed the current and / or proposed inmate classification policies, procedures and housing criteria used in classifying pretrial and sentenced detainees. The review of the classification system focused on identifying the specific criteria staff are using for determining single cell, double-occupancy, and multiple-occupancy housing assignments. Vanir also collected, to the extent possible, historical inmate classification trend data to understand changes in inmate housing patterns and other inmate security classification needs the facility has experienced.
3. ***Other Issues Impacting Inmate Populations and Projections:*** Identified and analyzed any major future developments including the potential developments in the County which could impact jail custody housing needs and classifications. Discussions also focused on the identification of any new and significant alternatives to incarceration programming the local Probation Department and Courts might be planning in response to the full implementation of the Public Safety Realignment Act which is estimated to occur in the counties by mid-year 2015.

Updated Inmate Population Profile

County detention facilities are impacted by county population growth and changes in crime rates, adult arrests, bookings, Court sentencing, and jail release trends. As part of the work undertaken for this study, Vanir collected and analyzed historical trend data that included (a) county total and adult population patterns and projections, (b) crime rate patterns and trends, (c) adult felony and misdemeanor trends, (d) jail booking and inmate population trends, (e) inmate security classifications, (f) inmates requiring mental health and medical services, (g) jail releases due to the lack of housing capacity, and (h) the impact of the AB 109 Realignment Act on jail inmate ADP levels.

Analysis of this data was summarized and the information shows the following key trends:

- **County Population Data:** California Department of Finance (DOF) census data with countywide projections through the year 2034 were analyzed for the Needs Assessment Update.

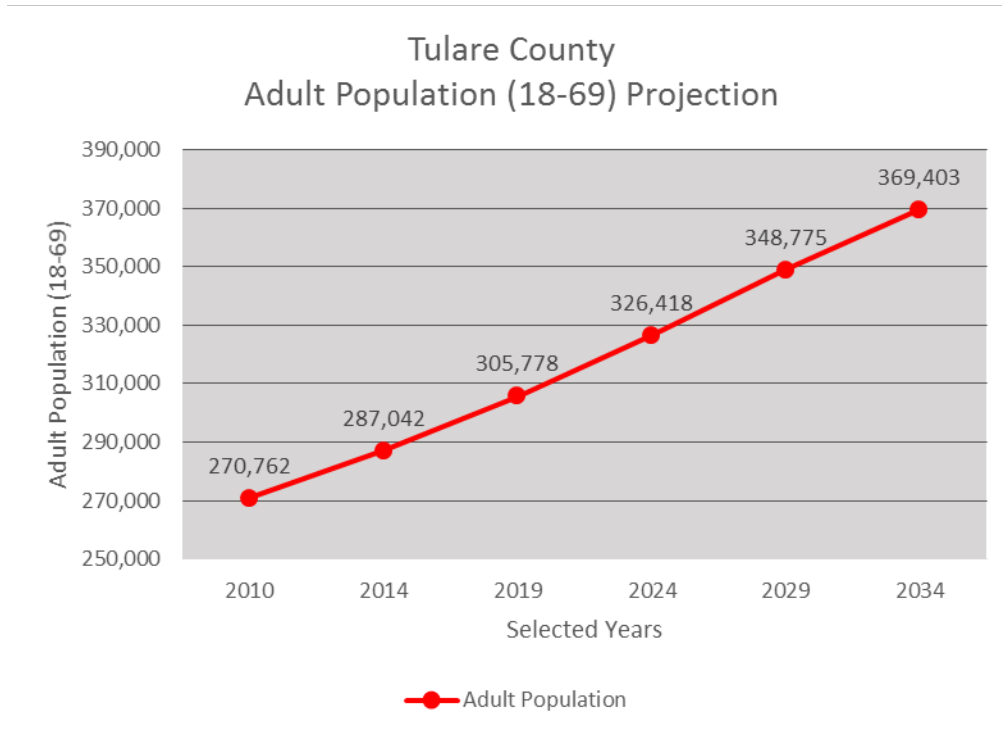
| Tulare County Total and Adult Population (18-69) Projections | | | | | | |
|---|-------------------------|----------|----------------------------|-------------------------------|----------|----------------------------|
| Year | Total County Population | | Avg. Annual Growth (Total) | Adult Population (Ages 18-69) | | Avg. Annual Growth (Adult) |
| | Number | % Change | | Number | % Change | |
| 2010 | 443,487 | | | 270,762 | | |
| 2011 | 448,037 | 1.0% | | 275,360 | 1.7% | |
| 2012 | 452,849 | 1.1% | | 279,694 | 1.5% | |
| 2013 | 456,075 | 0.7% | | 283,038 | 1.2% | |
| 2014 | 461,703 | 1.2% | | 287,042 | 1.4% | |
| 2015 | 467,170 | 1.2% | 1.1% | 290,925 | 1.3% | 1.3% |
| 2016 | 472,984 | 1.2% | | 294,640 | 1.3% | |
| 2017 | 479,080 | 1.3% | | 298,219 | 1.2% | |
| 2018 | 485,419 | 1.3% | | 302,001 | 1.3% | |
| 2019 | 491,929 | 1.3% | | 305,778 | 1.2% | |
| 2020 | 498,559 | 1.3% | | 309,401 | 1.2% | |
| 2021 | 505,469 | 1.4% | | 313,333 | 1.3% | |
| 2022 | 512,953 | 1.5% | | 317,640 | 1.4% | |
| 2023 | 520,835 | 1.5% | | 322,052 | 1.4% | |
| 2024 | 528,822 | 1.5% | 1.5% | 326,418 | 1.3% | 1.3% |
| 2025 | 537,015 | 1.5% | | 331,027 | 1.4% | |
| 2026 | 545,341 | 1.5% | | 335,553 | 1.3% | |
| 2027 | 553,766 | 1.5% | | 339,976 | 1.3% | |
| 2028 | 562,246 | 1.5% | | 344,341 | 1.3% | |
| 2029 | 570,665 | 1.5% | | 348,775 | 1.3% | |
| 2030 | 578,858 | 1.4% | | 352,984 | 1.2% | |
| 2031 | 586,778 | 1.3% | 1.3% | 356,927 | 1.1% | 1.1% |
| 2032 | 594,503 | 1.3% | | 361,004 | 1.1% | |
| 2033 | 602,038 | 1.3% | | 365,217 | 1.2% | |
| 2034 | 609,415 | 1.2% | | 369,403 | 1.1% | |
| % Change 2010-2034 | 37.4% | | | 36.4% | | |

Source: California Department of Finance - Age, Race/Ethnicity Population Projections, 2010-2034

The demographic data shows Tulare County's total population in 2010 was 443,487 and DOF projects that the County-wide population will rise over the next 20 years to 609,415; an increase of 37.4%.

Tulare County population projections involving adults, ages 18 to 69, was selected as most representative of the population and demographic groups of residents affecting jail ADP levels. This age group is used by National and State law enforcement agencies to calculate individual county and state-wide adult arrest rate trends published annually. Key trends for the period 2010 – 2034 show that Tulare's total

adult population will increase throughout the entire period. DOF projects the adult population will grow faster than the total population until 2019, and then will continue to grow, but at a slightly slower rate than total population through 2034. The data in the chart shows the adult population in 2010 was 270,762 and is projected to grow to 369,403 in 2034. This represents an increase of 36.4%.



- Reported Community Crime Patterns:** Analysis of changes in reported yearly crimes and crime rates per 100,000 population to county law enforcement agencies can provide an indication of the characteristics of a community's crime patterns, law enforcement responses, and relationships to arrest trends which impact a county's jail system. As part of the analysis undertaken in this study, reported crimes and crime rates for the period 2004 – 2013 in Tulare County were collected and analyzed. The analysis showed that in 2013, a total of 16,431 crimes were reported to local law enforcement agencies. Approximately 87% of the reported crimes involved property crimes and approximately 12.7% involved violent crimes. Arson accounted for less than 0.3% of all reported crimes.

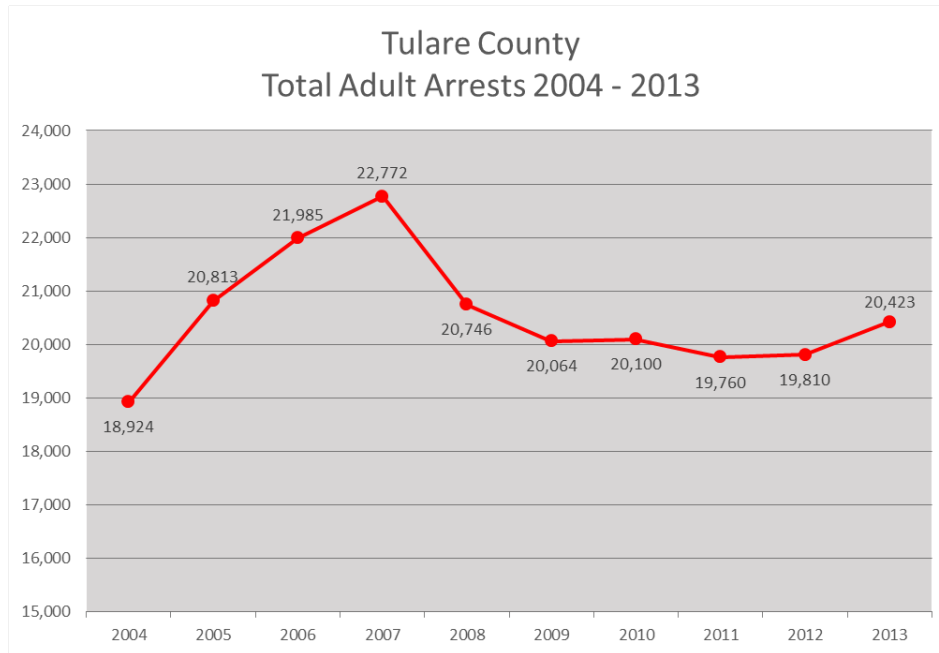
Overall, reported crimes decreased by 29.2% in Tulare County over the ten year period between 2004 and 2013. Total crime rates per 100,000 population during the same period also dropped from 5,800.5 to 3,602.7 per 100,000 population - a reduction of 37.9%. Tulare County experienced a significant drop in the actual numbers of crimes reported and crime rates from 2004 to 2013 for violent crimes, property crimes and arson.

| Comparison Between Tulare County and California Statewide Crimes and Crime Rates 2004 - 2013 | | | | | | |
|---|------------------|------------------|-------------------|----------------|----------------|-------------------|
| Crime Category | California | | Change 2004-13 | Tulare County | | Change 2004-13 |
| | 2004 | 2013 | | 2004 | 2013 | |
| Reported Crimes: | | | | | | |
| Violent Crimes | 197,432 | 151,634 | -23.2% | 2,614 | 2,097 | -19.8% |
| Property Crimes | 1,223,275 | 1,018,333 | -16.8% | 19,835 | 14,290 | -28.0% |
| Arson | 12,660 | 7,446 | -41.2% | 748 | 44 | -94.1% |
| Total | 1,433,367 | 1,177,413 | -17.9% | 23,197 | 16,431 | -29.2% |
| Reported Crime Rates (per 100,000 Population): | | | | | | |
| Violent Crimes | 552.2 | 397.3 | -28.0% | 653.6 | 459.8 | -29.7% |
| Property Crimes | 3,421.5 | 2,668.3 | -22.0% | 4,959.8 | 3,133.3 | -36.8% |
| Arson | 35.4 | 19.5 | -44.9% | 187.0 | 9.6 | -94.8% |
| Total | 4,009.1 | 3,085.1 | -23.0% | 5,800.5 | 3,602.7 | -37.9% |

Source: California Department of Justice Office of the Attorney General, CJSC Statistics

Similar to the downward trend in County reported crimes and rates, a comparison of California statewide crime rates per 100,000 population between 2004 and 2013 shows that crime rates statewide have decreased by 23.0% while Tulare County's total crime rate in the same period has declined by 37.9%. The crime pattern data further shows that while the County's total crime rate has declined more than the statewide average, County crime rates still remain significantly above the statewide average. The County's 2013 violent crime rate of 459.8 per 100,000 population is 15.7% above the statewide rate and the property crime rate of 3,133.3 is 17.4% above the statewide rate. The Tulare County 2013 overall crime rate of 3,602.7 per 100,000 residents is 16.8% above the statewide rate of 3,085.1 per 100,000 state residents. The crime pattern data further shows that for the period from 2004 to 2013 Tulare County's reduction in crime rates slightly exceeded the statewide rate for violent crimes (29.7% in the County versus 28.0% statewide) and significantly exceeded the statewide reduction in property crimes (36.8% in the County versus 22.0% statewide).

- **Adult Felony / Misdemeanor Arrest Trends:** Any analysis of trends impacting adult detention facilities must consider adult arrest patterns. Arrests have major impact on booking volumes at detention facilities, on inmate population levels (ADP), and on the workload of agencies that make case processing decisions.



The analysis of overall changes in adult felony and misdemeanor arrest patterns in Tulare County shows that in 2013, law enforcement agencies arrested a total of 20,423 adult offenders; in 2004, local law enforcement agencies arrested 18,924 adult offenders. Over the past decade, adult arrests climbed steadily from 2004 to a peak in 2007 at 22,772. In 2008 arrests dropped 9.8% and from 2009 through 2011 arrests continued to decline slowly. Since 2012, arrests have been increasing, so that the number of arrests in 2013 approached 2008 levels. Since 2009, Tulare County has averaged 20,031 adult arrests per year.

| Tulare County Adult Felony and Misdemeanor Arrest Trends 2004-2013 | | | | | | | |
|---|----------------|---------|-------------|---------|---------------|--------------|----------|
| Year | Felony Arrests | | Misdemeanor | | Total Arrests | | |
| | Number | Percent | Number | Percent | Number | Monthly Avg. | % Change |
| 2004 | 7,098 | 37.5% | 11,826 | 62.5% | 18,924 | 1,577 | |
| 2005 | 8,029 | 38.6% | 12,784 | 61.4% | 20,813 | 1,734 | 10.0% |
| 2006 | 8,308 | 37.8% | 13,677 | 62.2% | 21,985 | 1,832 | 5.6% |
| 2007 | 7,745 | 34.0% | 15,027 | 66.0% | 22,772 | 1,898 | 3.6% |
| 2008 | 6,946 | 33.5% | 13,800 | 66.5% | 20,746 | 1,729 | -8.9% |
| 2009 | 6,908 | 34.4% | 13,156 | 65.6% | 20,064 | 1,672 | -3.3% |
| 2010 | 6,693 | 33.3% | 13,407 | 66.7% | 20,100 | 1,675 | 0.2% |
| 2011 | 6,662 | 33.7% | 13,098 | 66.3% | 19,760 | 1,647 | -1.7% |
| 2012 | 6,620 | 33.4% | 13,190 | 66.6% | 19,810 | 1,651 | 0.3% |
| 2013 | 7,117 | 34.8% | 13,306 | 65.2% | 20,423 | 1,702 | 3.1% |
| Yearly Avg. | | | | | | | |
| 2004 - 2008 | 7,625 | 36.3% | 13,423 | 63.7% | 21,048 | 1754 | |
| 2009 - 2013 | 6,800 | 33.9% | 13,231 | 66.1% | 20,031 | 1669 | |
| % Change | | -10.8% | | -1.4% | | | -4.8% |

For the past ten years, an average of 20,540 adults have been arrested each year for felony and misdemeanor crimes. From 2007 to 2013, the mix of felony and misdemeanor arrests has remained fairly steady at about 34% felonies and 66% misdemeanors. A closer analysis of changes in average yearly adult felony and misdemeanor arrests shows, on average, felony arrests over the last five years have decreased 10.8% over the previous five year period while average yearly misdemeanor arrests declined 1.4% for the same time periods. Overall, average total

arrests for 2009 – 2013 declined 4.8% compared to average total arrests for 2004 – 2008.

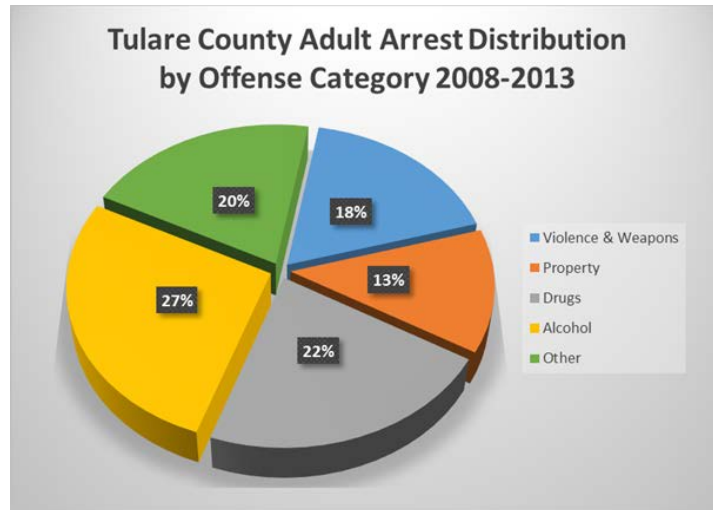
| Tulare County Adult Felony and Misdemeanor Arrest Trends by Gender 2004-2013 | | | | | | |
|--|----------------|-------|--------|-------|---------------------|--------|
| Year | Felony Arrests | | | | Misdemeanor Arrests | |
| | Male | | Female | | Male | Female |
| 2004 | 5,881 | 82.9% | 1,217 | 17.1% | 9,667 | 81.7% |
| 2005 | 6,542 | 81.5% | 1,487 | 18.5% | 10,328 | 80.8% |
| 2006 | 6,722 | 80.9% | 1,586 | 19.1% | 11,131 | 81.4% |
| 2007 | 6,163 | 79.6% | 1,582 | 20.4% | 12,090 | 80.5% |
| 2008 | 5,538 | 79.7% | 1,408 | 20.3% | 11,124 | 80.6% |
| 2009 | 5,425 | 78.5% | 1,483 | 21.5% | 10,436 | 79.3% |
| 2010 | 5,247 | 78.4% | 1,446 | 21.6% | 10,427 | 77.8% |
| 2011 | 5,084 | 76.3% | 1,578 | 23.7% | 9,933 | 75.8% |
| 2012 | 5,078 | 76.7% | 1,542 | 23.3% | 9,826 | 74.5% |
| 2013 | 5,284 | 74.2% | 1,833 | 25.8% | 9,759 | 73.3% |
| Yearly Avg. 2004 - 2008 | 6,169 | | 1,456 | | 10,868 | |
| 2009 - 2013 | 5,224 | | 1,576 | | 10,076 | |
| % Change | -15.3% | | 8.3% | | -7.3% | |
| | | | | | 2,555 | |
| | | | | | 3,155 | |
| | | | | | 23.5% | |

In 2013, 5,380 females were arrested by law enforcement agencies. These arrests represented 26.3% of the total county-wide arrests which occurred that year. Approximately 73.7% of adult arrests in 2013 involved male offenders. Analysis of changes in average yearly adult male and female felony and misdemeanor arrests between shows, on average, female felony arrests over the last five years have increased 8.3% over the previous five year period, while male felony arrests decreased 15.3%. Female misdemeanor arrests over the last five years have increased 23.5% over the previous five year period and male felony arrests decreased 7.3% for the same time period. Female arrests for both felonies and misdemeanors has increased steadily from 2004 through 2013, while male arrests have shown more variability during this time.

Approximately one out of every six felony and misdemeanor arrests in Tulare County involve adults who have been arrested for serious crimes of violence and weapons charges.

| Tulare County Adult Arrests by Offense Category 2004-2013 | | | | | | | |
|--|--------------------|-------|----------|-------|---------|--------|-------|
| Year | Violence & Weapons | | Property | Drugs | Alcohol | Other | Total |
| | 2004 | 3,400 | | | | | |
| 2005 | 3,700 | 2,746 | 5,756 | 4,188 | 4,423 | 20,813 | |
| 2006 | 4,027 | 2,710 | 5,978 | 4,572 | 4,698 | 21,985 | |
| 2007 | 4,047 | 2,790 | 6,164 | 6,043 | 3,728 | 22,772 | |
| 2008 | 3,691 | 2,811 | 4,634 | 6,339 | 3,271 | 20,746 | |
| 2009 | 3,720 | 2,512 | 3,893 | 5,925 | 4,014 | 20,064 | |
| 2010 | 3,687 | 2,281 | 4,432 | 5,809 | 3,891 | 20,100 | |
| 2011 | 3,595 | 2,415 | 4,443 | 5,269 | 4,038 | 19,760 | |
| 2012 | 3,366 | 2,848 | 4,279 | 5,351 | 3,966 | 19,810 | |
| 2013 | 3,417 | 2,843 | 4,919 | 4,909 | 4,335 | 20,423 | |
| Avg. Yearly Arrests | | | | | | | |
| 2004 - 2008 | 3,773 | 2,728 | 5,441 | 5,205 | 3,901 | 21,048 | |
| 2009 - 2013 | 3,557 | 2,580 | 4,393 | 5,453 | 4,049 | 20,031 | |
| % Change | | | | | | | |
| 2004-2013 | 0.5% | 10.0% | 5.2% | 0.6% | 28.1% | 7.9% | |

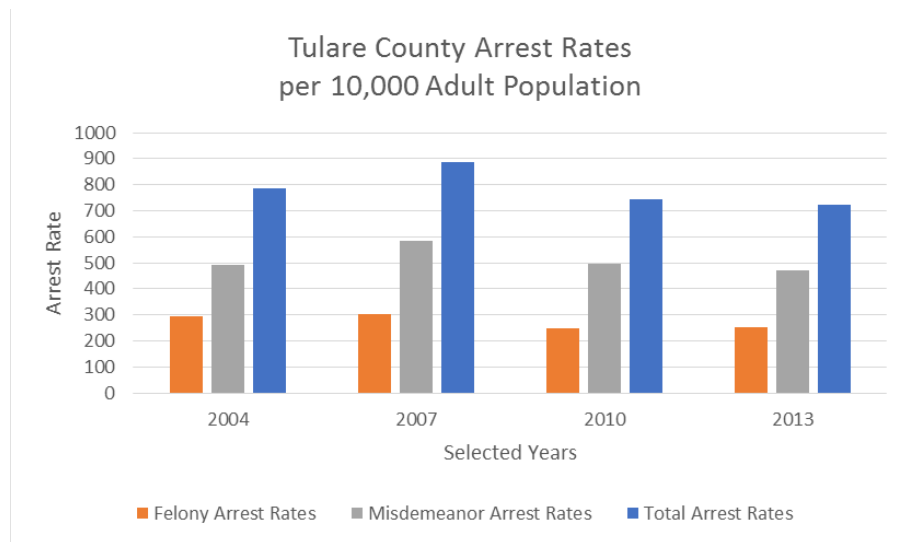
Analysis of offense patterns over the past decade shows that adult arrests for violent crimes and weapons have increased 0.5%. During this same period, adult felony and misdemeanor property crime arrests increased 10.0%, and all other offense categories show increases. Between 2004 and 2013, the number of arrests involving drugs increased 5.2% and alcohol-related violations increased 0.6%.



Analysis of adult arrests by offense category reveals that nearly half of all arrests in the County from 2008 through 2013 were related to drugs and alcohol violations. Violence and weapons violations were the next largest offense category at 18%, and property crimes responsible for 13% of County arrests.

| Tulare County Arrest Rates per 10,000 Adult Population | | | | | |
|---|------------|------------|------------|------------|-------------------------|
| Offense Category | 2004 | 2007 | 2010 | 2013 | % Change 2004 - 2013 |
| Felony Arrest Rates | 294 | 302 | 247 | 251 | -14.5% |
| Misdemeanor Arrest Rates | 490 | 587 | 495 | 470 | -4.1% |
| Total Arrest Rates | 784 | 889 | 742 | 722 | -8.0% |

Looking at the adult arrests rates per 10,000 adults residing in the County for selected years, 2007 stands out as a historically high year for arrests. Including the effects of population growth, the adult arrest trend data shows that from 2004 to 2013 the total adult felony arrest rate fell 14.5%, the misdemeanor arrest rate fell 4.1% and the total arrest rate per 10,000 adult population declined 8.0%.

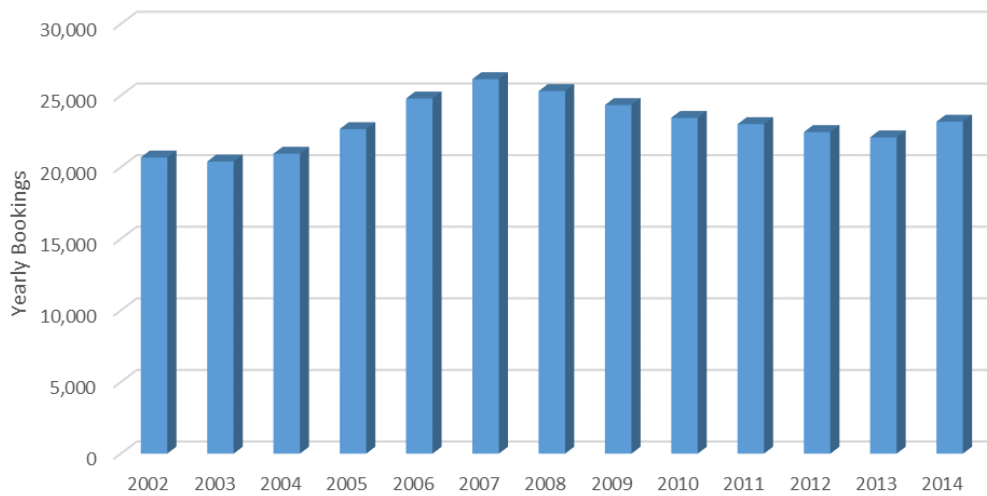


In 2013, an average of 722 adult Tulare residents were arrested for felony or misdemeanor offenses for every 10,000 adults residing in the community.

- Jail Booking and Inmate Population Trends:** In 2014, the County jail system processed an average of 1,931 bookings each month. Average annual monthly County jail bookings, since 2002, have ranged from a low of 1,700 in 2003 to a high of 2,179 in 2007. Over the past 13 years, monthly bookings have averaged 1,919 a month, or 63.1 per day. The volume of monthly bookings impacts jail ADP levels, however, the overall composition and make-up of the type of bookings occurring in the detention system have a greater impact over ADP than total bookings.

| Tulare County Jail Booking Trends 2002-2014 | | | |
|--|----------------|--------------------------|------------------------|
| Year | Total Bookings | Average Monthly Bookings | Average Daily Bookings |
| 2002 | 20,681 | 1,723 | 56.7 |
| 2003 | 20,394 | 1,700 | 55.9 |
| 2004 | 20,943 | 1,745 | 57.4 |
| 2005 | 22,658 | 1,888 | 62.1 |
| 2006 | 24,794 | 2,066 | 67.9 |
| 2007 | 26,143 | 2,179 | 71.6 |
| 2008 | 25,312 | 2,109 | 69.3 |
| 2009 | 24,340 | 2,028 | 66.7 |
| 2010 | 23,444 | 1,954 | 64.2 |
| 2011 | 23,003 | 1,917 | 63.0 |
| 2012 | 22,449 | 1,871 | 61.5 |
| 2013 | 22,085 | 1,840 | 60.5 |
| 2014 | 23,174 | 1,931 | 63.5 |
| Avg. Yearly Bookings | 23,032 | 1,919 | 63.1 |
| Yearly Avg. 2002 - 2007 | 22,602 | 1,884 | 61.9 |
| Yearly Avg. 2008 - 2014 | 23,401 | 1,950 | 64.1 |
| % Change 2002-2014 | 3.5% | | |

Tulare County Jail Booking Trends 2002 - 2014



Between 2002 and 2014, the County jail inmate population levels have ranged from a low of 1,219 in 2003, to a high of 1,711 in 2014. The jail population has fluctuated throughout the years but, since the enactment of AB 109 in 2011, the ADP has risen steadily. In 2014 the jail had an ADP of 1,711 and a BSCC rated custody bed capacity of 1,718, leaving virtually no room for peaking and classification.

| Tulare County Pretrial, Sentenced and Total Inmate ADP Trends 2002 - 2014 | | | | | |
|---|------------------|---------|-------------------|---------|-------------------|
| Year | Pretrial Inmates | | Sentenced Inmates | | Total Jail ADP |
| | ADP | Percent | ADP | Percent | |
| 2002 | 686 | 55.5% | 550 | 44.5% | 1,236 |
| 2003 | 743 | 61.0% | 476 | 39.0% | 1,219 |
| 2004 | 742 | 60.2% | 490 | 39.8% | 1,232 |
| 2005 | 810 | 59.4% | 554 | 40.6% | 1,364 |
| 2006 | 828 | 57.1% | 621 | 42.9% | 1,449 |
| 2007 | 785 | 51.3% | 746 | 48.7% | 1,531 |
| 2008 | 754 | 49.3% | 775 | 50.7% | 1,529 |
| 2009 | 751 | 49.1% | 779 | 50.9% | 1,530 |
| 2010 | 740 | 55.0% | 605 | 45.0% | 1,345 |
| 2011 | 769 | 56.2% | 600 | 43.8% | 1,369 |
| 2012 | 909 | 56.6% | 697 | 43.4% | 1,606 |
| 2013 | 958 | 58.4% | 683 | 41.6% | 1,641 |
| 2014* | 1,059 | 61.9% | 652 | 38.1% | 1,711 |
| % Change | | 54.4% | 18.5% | | 38.4% |
| Yearly Avg. ADP | | 810 | 633 | | 1,443 |

*includes January through September

For the jail system as a whole, pretrial inmate population levels comprise about 61.9% of the total 2014 County jail custody bed space. Sentenced inmate population levels comprise about 38.1% of the total jail's detention bed space. Over the past 13 years, the County jail system's pretrial ADP population has averaged 810 inmates while sentenced ADP has average 633 inmates.

**Comparison Between Tulare County Jail and California County Jails
Breakdown of Pretrial and Sentenced Inmate ADP Levels
September 2014**

| <u>Jurisdiction</u> | <u>(%) Pretrial Jail ADP</u> | <u>(%) Sentenced Jail ADP</u> | <u>Total</u> |
|-------------------------|----------------------------------|-----------------------------------|--------------|
| Tulare County Jails | 63.5% | 36.5% | 100.0% |
| California County Jails | 62.7% | 37.3% | 100.0% |

Another perspective on the jail's composition of pretrial and inmate population is highlighted in the preceding Chart which compares a breakdown between the Tulare County jail facilities and California jails statewide average pretrial and sentenced inmate ADP levels during September 2014. As the data indicates, an average of 62.7% of the California county jail's bed capacities were occupied by pretrial inmates. The other 37.3% of jail beds were occupied by sentenced inmates. In Tulare County during the same reporting period, the jail's pretrial inmate ADP was slightly higher at 63.5% while the sentenced inmate population was slightly lower, at 36.5% compared to a typical jail throughout the State.

| Tulare County Changes in Jail Pretrial and Sentence Felony/Misdemeanor Inmates Average Daily Inmate Population (ADP) 2002 - 2014 | | | | | | | | | |
|--|--------------|-------|--------|---------------|-------|--------|--------|-------------|-------------------|
| Year | Pretrial ADP | | | Sentenced ADP | | | Total | | Total Jail ADP |
| | Felony | Misd. | Total | Felony | Misd. | Total | Felony | Misdemeanor | |
| 2002 | 494 | 202 | 697 | 390 | 163 | 553 | 884 | 366 | 1,250 |
| 2003 | 496 | 247 | 743 | 366 | 110 | 476 | 862 | 357 | 1,218 |
| 2004 | 484 | 258 | 742 | 370 | 120 | 490 | 854 | 379 | 1,232 |
| 2005 | 529 | 281 | 810 | 402 | 152 | 554 | 931 | 433 | 1,364 |
| 2006 | 537 | 278 | 815 | 455 | 180 | 635 | 992 | 457 | 1,449 |
| 2007 | 524 | 298 | 821 | 492 | 217 | 709 | 1,016 | 514 | 1,530 |
| 2008 | 511 | 243 | 754 | 522 | 253 | 775 | 1,033 | 496 | 1,529 |
| 2009 | 475 | 277 | 751 | 540 | 238 | 779 | 1,015 | 515 | 1,530 |
| 2010 | 506 | 234 | 740 | 392 | 213 | 605 | 899 | 447 | 1,345 |
| 2011 | 527 | 242 | 769 | 383 | 216 | 600 | 910 | 459 | 1,369 |
| 2012 | 627 | 281 | 909 | 446 | 251 | 697 | 1,073 | 532 | 1,606 |
| 2013 | 762 | 196 | 958 | 513 | 170 | 683 | 1,275 | 366 | 1,641 |
| 2014* | 971 | 88 | 1,059 | 598 | 54 | 652 | 1,569 | 142 | 1,711 |
| Yearly Avg. ADP 2002 - 2014 | 573 | 240 | 813 | 451 | 180 | 631 | 1,024 | 420 | 1,444 |
| Population % | 70.4% | 29.6% | 100.0% | 71.5% | 28.5% | 100.0% | 70.9% | 29.1% | 100.0% |

*includes January through September

The 2014 average daily pretrial population of 1,059 includes 91.6% felony detainees and only 8.4% misdemeanor detainees. The average daily 2014 sentenced population of 652 includes 91.7% felony inmates and only 8.3% misdemeanor inmates. Because of capacity issues at the jail facilities, the County has eliminated most pretrial and sentenced misdemeanants from the incarcerated population. The proportion of felony inmates has risen from 66.5% in 2011 to 91.7% in 2014.

A further comparison of the overall composition of the County's jail inmate population is highlighted in the following Table which shows the breakdown of felony and misdemeanor inmate ADP levels between the Tulare County jails and state-wide jail facilities. As the data shows, the Tulare County jails as well as all other county jail facilities throughout the State have virtually eliminated misdemeanants from jail detention populations. In Tulare County, less than one out of every ten inmates in 2014 were detained for misdemeanor crimes. The overwhelming majority of incarcerated offenders is made up of individuals charged with felony crimes rather than misdemeanor offenses.

| Comparison Between Tulare County Jail and California County Jails Breakdown of Felony and Misdemeanor Inmate ADP Levels September 2014 | | | |
|---|---|--------------------------------|--------------|
| <u>Jurisdiction</u> | <u>(%) Misdemeanor Jail ADP</u> | <u>(%) Felony Jail ADP</u> | <u>Total</u> |
| Tulare County Jails | 9.0% | 91.0% | 100.0% |
| California County Jails | 11.6% | 88.4% | 100.0% |

Between 2002 and 2014, the Tulare County jail system had an average daily male population of 1,254 (86.9%) and a pretrial and sentenced female population which has averaged 189 (13.1%) per day.

| Tulare County Changes in Jail Pretrial and Sentence Male/Female Inmates Average Daily Inmate Population (ADP) 2002 - 2014 | | | | | | | | | |
|--|--------------|--------|--------|---------------|--------|--------|-------------------|---------------------|-------------------|
| Year | Pretrial ADP | | | Sentenced ADP | | | Total Male ADP | Total Female ADP | Total Jail ADP |
| | Male | Female | Total | Male | Female | Total | | | |
| 2002 | 613 | 73 | 686 | 481 | 69 | 550 | 1,094 | 141 | 1,236 |
| 2003 | 660 | 83 | 743 | 411 | 65 | 476 | 1,070 | 148 | 1,218 |
| 2004 | 662 | 80 | 742 | 427 | 63 | 490 | 1,089 | 143 | 1,232 |
| 2005 | 700 | 110 | 810 | 495 | 59 | 554 | 1,195 | 169 | 1,364 |
| 2006 | 717 | 111 | 828 | 557 | 64 | 621 | 1,274 | 175 | 1,449 |
| 2007 | 671 | 113 | 785 | 656 | 90 | 746 | 1,327 | 204 | 1,530 |
| 2008 | 653 | 101 | 754 | 665 | 110 | 775 | 1,318 | 211 | 1,529 |
| 2009 | 674 | 77 | 751 | 640 | 138 | 779 | 1,314 | 215 | 1,530 |
| 2010 | 660 | 80 | 740 | 492 | 113 | 605 | 1,152 | 193 | 1,345 |
| 2011 | 678 | 91 | 769 | 513 | 87 | 600 | 1,191 | 178 | 1,369 |
| 2012 | 805 | 104 | 909 | 586 | 111 | 697 | 1,391 | 215 | 1,606 |
| 2013 | 861 | 96 | 958 | 560 | 123 | 683 | 1,421 | 220 | 1,641 |
| 2014* | 940 | 118 | 1059 | 531 | 121 | 652 | 1,472 | 239 | 1,711 |
| Yearly Avg. ADP 2002 - 2014 | 715 | 95 | 810 | 540 | 93 | 633 | 1,254 | 189 | 1,443 |
| Population % | 88.2% | 11.8% | 100.0% | 85.3% | 14.7% | 100.0% | 86.9% | 13.1% | 100.0% |

*includes January to September

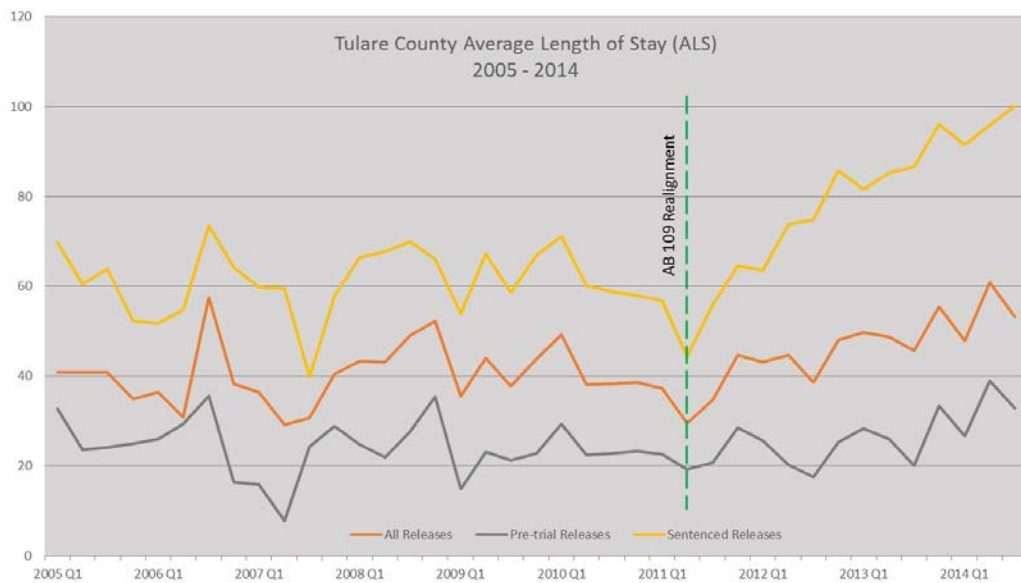
Male and female ADP have increased significantly since 2002 and both were at historic highs in 2014. The 2014 average male population was 1,472 and the average female population was 239. It's important to note that while both male and female inmate populations are growing, the proportion of female inmates in the system has grown steadily from 11.4% in 2002 to 14% in 2014.

Average daily inmate population counts do not take into account the "spikes" and peak inmate population levels which can also affect available jail custody bed capacities and the ability of jail staff to separate and house inmates based on classification. To provide for sufficient flexibility for inmate classification and to accommodate population fluctuations, the Jail Study planning work has compiled information over the past 13 years on the jail systems peak inmate populations. Each month, the County jail reports the single one-day highest inmate count the jail facility experienced to the BSCC.

| Tulare County Average Daily Population Peaking Trends 2002 - 2014 | | | | |
|---|---------------------|------------------|----------------------|----------------------|
| Year | Total Avg. Jail ADP | Highest Jail ADP | Monthly Average Peak | Highest Monthly Peak |
| 2002 | 1,236 | 1,322 | 102.3% | 103.8% |
| 2003 | 1,218 | 1,288 | 102.8% | 105.7% |
| 2004 | 1,232 | 1,351 | 103.0% | 104.2% |
| 2005 | 1,364 | 1,438 | 102.7% | 104.4% |
| 2006 | 1,449 | 1,707 | 103.4% | 112.2% |
| 2007 | 1,530 | 1,617 | 102.7% | 109.5% |
| 2008 | 1,529 | 1,589 | 102.7% | 103.8% |
| 2009 | 1,530 | 1,615 | 102.7% | 104.3% |
| 2010 | 1,345 | 1,540 | 103.1% | 104.9% |
| 2011 | 1,369 | 1,533 | 103.8% | 106.6% |
| 2012 | 1,606 | 1,717 | 103.7% | 108.2% |
| 2013 | 1,641 | 1,726 | 103.2% | 104.9% |
| 2014 | 1,711 | 1,813 | 103.0% | 105.2% |

Over the past 13 years, the highest or peak inmate ADP recorded in the Tulare County jail system was 1,813 in 2014. Since 2002, highest monthly peaking has ranged from 3.8% to 12.2% above the average daily inmate population. Since 2010, peaking has ranged from 4.9% to 8.2% above ADP.

- **Average Length of Jail Stay (ALS):** One of the most important factors in developing an understanding of a county jail’s daily operations and policies that impact future bed capacity needs involves changes in average length of jail stays. Analysis of the average length of jail incarceration among inmates released from the Tulare County Jail system for 2005 to 2014 is shown in the following graph.



While ALS has fluctuated throughout the entire period shown in the graph above, it is important to note that since AB 109 Public Safety Realignment in 2011 the average length of stay for all types of releases has been trending up, with ALS for Sentenced Releases increasing at a faster rate than Pretrial Releases and All Releases.

Further analysis of annual quarterly data the Sheriff’s Department submits to the BSCC is summarized in the following table which examines changes that have taken

place with the average length of incarceration for pretrial and sentenced inmates released from the Tulare County jails over the last five years (2010 – 2014).

| <u>Year</u> | <u>Average Length of Stay for Pretrial Releases</u> | <u>Average Length of Stay for Sentenced Releases</u> | <u>Average Length of Stay for all Releases</u> |
|-------------|---|--|--|
| 2010 | 25 Days | 62 Days | 41 Days |
| 2011 | 23 Days | 54 Days | 37 Days |
| 2012 | 22 Days | 76 Days | 44 Days |
| 2013 | 27 Days | 87 Days | 50 Days |
| 2014 | 33 Days | 96 Days | 54 Days |

The trend data also shows the impact on the length of incarceration AB 109 has had on the average length of jail stay. In 2010, prior to realignment, sentenced releases averaged 62 days compared to 96 days in 2014; a 55% increase. Review of the trend data also shows the Sheriff's Department has faced continued crowding in the jail, exacerbated by an increasing ALS. As current inmates stay for longer periods of time there is less bed space available to house new inmates coming into the system. The Sheriff's Department and local criminal justice system are working to expand both pretrial and sentenced alternatives to incarceration programs and policies in lieu of jail incarceration options when processing defendants charged or convicted for misdemeanor and felony offenses. The Sheriff's Department also releases pretrial inmates as necessary to address crowding in the jail system.

A further indication of the pressure AB 109 is putting on the Tulare County jail system is shown in the following comparison between the average length of jail stay in Tulare County and California county jails generally. In the 3rd quarter of 2014, the average statewide length of jail stay had climbed to 30 days, with the length of the incarceration in Tulare County at 54 days. Equally significant, the average length of stay for both pretrial and sentenced detainees in the Tulare jail is also significantly above the California statewide data.

| <u>Jurisdiction</u> | <u>ALS for Pretrial Releases</u> | <u>ALS for Sentenced Releases</u> | <u>ALS for All Releases</u> |
|---------------------|----------------------------------|-----------------------------------|-----------------------------|
| Tulare County | 33 Days | 100 days | 54 Days |
| Statewide Average | 12 Days | 56 Days | 30 Days |

- AB 109 Public Safety Realignment:** On April 4, 2011, Governor Brown signed AB 109, the 2011 Public Safety Realignment Act. This 652 page law, alters the California criminal justice system by (a) changing the definition of a felony, (b) shifting housing for low level offenders from State Prison to local County jail, and (c) transferring the community supervision of designated parolees from the California Department of Corrections and Rehabilitation (CDCR) to local county probation departments. The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender (N3) crimes that will be served locally (one year or more). Offenders in this

category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for (N3) crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group will be revoked to local county jail instead of State Prison.

CDCR estimates that at “full implementation” in 2015, the Tulare County criminal justice system will be handling an ADP of new offenders that will include **(a) 520 (N3) offenders serving felony sentences in County Jail (292 serving less than three years; 228 serving more than three years), (b) 388 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department, and (c) 70 revoked offenders in County jail on State parole or local probation violations. At the current inmate population of 1,711, these 590 AB 109 inmates serving jail time would represent over 34% of the inmate population.**

As the following Table shows, since AB 109 became law, the Tulare County jail system has booked an average of 31 AB 109 newly sentenced felons a month into the jail facilities.

| Tulare County AB 109 Offenders Serving Jail Time by Quarter October 2011 - December 2014 | | | | | |
|--|------------------------------|---|-------------------------------|---------------------|----------------------------------|
| Quarter/Year | Newly Sentenced (N3) Inmates | Post-Release Community Supervision (PRCS) | | | |
| | | Booked with New Charges | Booked for Revocation Hearing | Flash Incarceration | Serving Jail Revocation Sentence |
| 2011 | | | | | |
| 4th Quarter | 85 | 13 | 2 | 10 | 1 |
| 2012 | | | | | |
| 1st Quarter | 110 | 47 | 23 | 30 | 4 |
| 2nd Quarter | 96 | 85 | 7 | 52 | 9 |
| 3rd Quarter | 96 | 85 | 42 | 41 | 31 |
| 4th Quarter | 82 | 100 | 42 | 21 | 59 |
| 2013 | | | | | |
| 1st Quarter | 94 | 82 | 39 | 19 | 101 |
| 2nd Quarter | 93 | 83 | 42 | 27 | 78 |
| 3rd Quarter | 83 | 74 | 30 | 10 | 86 |
| 4th Quarter | 106 | 81 | 27 | 12 | 64 |
| 2014 | | | | | |
| 1st Quarter | 106 | 57 | 41 | 31 | 69 |
| 2nd Quarter | 106 | 63 | 34 | 33 | 82 |
| 3rd Quarter | 104 | 71 | 24 | 15 | 60 |
| 4th Quarter | 66 | 60 | 27 | 13 | 70 |
| Total | 1227 | 901 | 380 | 314 | 714 |
| Monthly Average | 31 | 23 | 10 | 8 | 18 |

Data collected monthly by the Tulare County Sheriff’s Department and reported to BSCC about the number of Post-Release Community Supervision (PRCS) bookings, flash incarcerations, and PRCS offenders serving jail time as a result of a revocation hearing shows the County jail has been processing an average of 59 PRCS offenders each month since October 2011. Among the PRCS offenders booked each month into the County jail facility, 8 are booked under the Probation Department’s AB 109 flash incarceration provisions which restricts incarcerations to 10 days or less.

Another 10 of the PRCS offenders booked into the jail each month are awaiting a pre-revocation violation hearing. Through the end of 2014, 901 PRCS offenders have been charged with new local crimes. On average, the jail has 18 PRCS offenders incarcerated and serving a jail term resulting from a revocation hearing.

The table above further shows that AB 109 sentenced (N3) inmates and other realignment offender groups have leveled off since realignment was implemented in October 2011. Quarterly numbers of AB 109 inmates in all offender groups ramped up through 2012 and have been relatively steady through 2013 and 2014. The AB 109 sentenced inmates will continue to affect the jail system since their sentences are generally longer than traditional county sentenced inmates.

The County has provided information about several key aspects of the impact of AB 109 on the jail system.

Flash Incarcerations: The following table identifies key statistics about flash incarcerations within the County:

| Tulare County AB 109 Flash Incarceration Statistics | | | |
|--|------------------|------------|-----------------------------|
| Year | No. of Offenders | Total Days | |
| | | Served | Average Days per Occurrence |
| 2013 | 165 | 807 | 4.89 |
| 2014 | 133 | 742 | 5.58 |

Per the table, the actual number of flash incarcerations and total jail days served declined from 2013 to 2014, but it is important to note the average number of days served per flash incarceration increased from 4.89 days to 5.58 days.

Split Sentences: Many AB 109 offenders are eligible for split sentencing, at the discretion of the judge. Split sentencing is an arrangement where, instead of being sentenced a straight jail term, a defendant is ordered to a specified, shorter county jail term followed by a period of post-release mandatory supervision by the probation department. Implementation of split sentencing has varied from county to county throughout the state. The table below shows the percentage of split sentences imposed by the Tulare County Superior Court judiciary compared to state averages.

| Tulare County AB 109 Straight versus Split Sentences | | | | |
|---|-------------------|----------------------|-------------------|----------------------|
| Year | Tulare County | | State Average | |
| | Straight Sentence | Split/Other Sentence | Straight Sentence | Split/Other Sentence |
| 2013 | 33.6% | 66.4% | 69.2% | 30.8% |
| 2014 | 34.6% | 65.4% | 66.9% | 33.1% |

As can be seen in the table above, the Tulare County judiciary is imposing split sentences at twice the state average. In Tulare County, the average straight sentence is about 14 months in jail and the average split sentence equates to approximately 10 months in jail plus post-release mandatory supervision by Probation. The continued use of split sentences by judges in the County is indicative of a progressive County Superior Court and good cooperation and collaboration between all County justice agencies. It's also important to note that if County AB 109 inmates were straight sentenced at state average rates the population pressures and crowding in the County jail system would be even further magnified.

AB 109 Recidivism Rates: The County has tracked recidivism rates for both PRCS and 1170(h) offenders. The recidivism rate for PRCS offenders in 2013 was 31.1% and 32.2% in 2014. The recidivism rate for 1170(h) offenders in 2013 was 22.5% and 29.1% in 2014.

The recidivism rate for PRCS offenders is stable, while the rate for the 1170(h) population is rising. These rates are still significantly below the parole recidivism rates prior to AB 109 which were reported at 67-70%. The rising rate for the 1170(h) population underscores the need for the County to continue and expand inmate programs and treatment.

- **Proposition 47:** On November 4, 2014, California voters approved Proposition 47. The California Legislative Analyst's Office provided the following detailed description of Proposition 47:

“Reduction of Existing Penalties

This measure reduced certain nonserious and nonviolent property and drug offenses from wobblers or felonies to misdemeanors. The measure limits these reduced penalties to offenders who have not committed certain severe crimes listed in the measure—including murder and certain sex and gun crimes. Specifically, the measure reduced the penalties for the following crimes:

- **Grand Theft.** *Under current law, theft of property worth \$950 or less is often charged as petty theft, which is a misdemeanor or an infraction. However, such crimes can sometimes be charged as grand theft, which is generally a wobbler. For example, a wobbler charge can occur if the crime involves the theft of certain property (such as cars) or if the offender has previously committed certain theft-related crimes. This measure would limit when theft of property of \$950 or less can be charged as grand theft. Specifically, such crimes would no longer be charged as grand theft solely because of the type of property involved or because the defendant had previously committed certain theft-related crimes.*
- **Shoplifting.** *Under current law, shoplifting property worth \$950 or less (a type of petty theft) is often a misdemeanor. However, such crimes can also be charged as burglary, which is a wobbler. Under this measure, shoplifting property worth \$950 or less would always be a misdemeanor and could not be charged as burglary.*
- **Receiving Stolen Property.** *Under current law, individuals found with stolen property may be charged with receiving stolen property, which is a wobbler crime. Under this measure, receiving stolen property worth \$950 or less would always be a misdemeanor.*
- **Writing Bad Checks.** *Under current law, writing a bad check is generally a misdemeanor. However, if the check is worth more than \$450, or if the offender has previously committed a crime related to forgery, it is a wobbler crime. Under this measure, it would be a misdemeanor to write a bad check unless the check is worth more than \$950 or the offender had previously committed three forgery related crimes, in which case they would remain wobbler crimes.*
- **Check Forgery.** *Under current law, it is a wobbler crime to forge a check of any amount. Under this measure, forging a check worth \$950 or less*

would always be a misdemeanor, except that it would remain a wobbler crime if the offender commits identity theft in connection with forging a check.

- **Drug Possession.** Under current law, possession for personal use of most illegal drugs (such as cocaine or heroin) is a misdemeanor, a wobbler, or a felony—depending on the amount and type of drug. Under this measure, such crimes would always be misdemeanors. The measure would not change the penalty for possession of marijuana, which is currently either an infraction or a misdemeanor.

Change in Penalties for These Offenders. As the above crimes are nonserious and nonviolent, most offenders are currently being handled at the county level. Under this measure, that would continue to be the case. However, the length of sentences—jail time and / or community supervision—would be less. A relatively small portion—about one-tenth—of offenders of the above crimes are currently sent to state prison (generally, because they had a prior serious or violent conviction). Under this measure, none of these offenders would be sent to state prison. Instead, they would serve lesser sentences at the county level.

Resentencing of Previously Convicted Offenders

This measure allows offenders currently serving felony sentences for the above crimes to apply to have their felony sentences reduced to misdemeanor sentences. In addition, certain offenders who have already completed a sentence for a felony that the measure changes could apply to the court to have their felony conviction changed to a misdemeanor. However, no offender who has committed a specified severe crime could be resentenced or have their conviction changed. In addition, the measure states that a court is not required to resentence an offender currently serving a felony sentence if the court finds it likely that the offender will commit a specified severe crime. Offenders who are resentenced would be required to be on state parole for one year, unless the judge chooses to remove that requirement.”

For this report Vanir was not able to develop a specific estimate of how the law will ultimately affect the average daily inmate population. No firm data showing the total impact that this new legislation will have on County jails inmate ADP levels has been developed. Until there is more actual experience and understanding about policies local criminal justice agencies take with the implementation of Proposition 47, an estimate of the law’s impact cannot be totally confirmed.

It is likely that any reduction in inmate population generated by Proposition 47 will be offset by a reduction in early jail releases (discussed later in this report) by the County due to a lack of housing capacity. Based on this, it is likely the new law will have minimal impact on long-term inmate housing custody bed needs.

- **Alternatives to Incarceration Programs:** Tulare County’s current and continuing approach to reducing the need for jail custody beds is the result of collaborative efforts among key local agencies including the Sheriff’s Department, Courts, and the Probation Department. A joint team of Sheriff and Probation staff assess inmates for participation in alternatives to incarceration programs using the COMPAS Risk & Need Assessment System by Northpointe. The COMPAS assessments are used to identify offenders that can be safely released from custody (both pre- and post-sentencing) and to develop case plans to address criminogenic needs for rehabilitation.

| Tulare County COMPAS Risk/Needs Assessments | | | | | | | | |
|--|---------|------|-----|----------------|--------------------|------------------|------|-------|
| Year | 1170(h) | PRCS | PT | New Offense | Tech. Violation | New Probation | RSAT | Total |
| 2013 | 224 | 249 | 262 | 121 | 82 | 483 | 21 | 1,442 |
| 2014 | 128 | 212 | 479 | 245 | 171 | 1,041 | 130 | 2,406 |

The table above identifies the total number of inmates who were assessed in 2013 and 2014, and their category of offense or program for assessment. The continued and increasing use of the COMPAS Risk & Needs Assessment system is an important tool the County is using to drive safe releases from the jail and identify appropriate inmates for treatment and programs.

The County Courts, Probation and the Sheriff have developed a Collaborative Court program to identify specific categories of offenders who could most benefit from alternatives to incarceration. The table below identifies the current Collaborative Court programs and the total number of participants in each for 2013 and 2014.

| Tulare County Collaborative Court - Total Participants | | | | |
|---|---------------|-------------------|------------------------|-------------------|
| Year | Drug Court | Recovery Court | Mental Health Court | Veterans Court |
| 2013 | 613 | 873 | 69 | 19 |
| 2014 | 1,060 | 1,521 | 114 | 22 |

The County has estimated the average custody time avoided for participants in each of the Collaborative Courts to be:

- *Drug Court* – 18 months
- *Recovery Court* – 12 months
- *Mental Health Court* – 18 months
- *Veteran's Court* – 18 months

Additionally, beginning in June, 2016 two additional Collaborative Court programs were established to address the rehabilitative needs of felony DUI and Domestic Violence offenders deemed at moderate to high risk to re-offend.

Other primary alternatives to incarceration programs include the following:

Sheriff's Work Alternative Program (SWAP): This program is intended primarily for inmates that have current employment. SWAP allows inmates to receive credit at a number of work sites throughout the County and allows them to schedule these work days around their regular employment. Participants must work at least eight hours at a work site to receive credit for one day in jail. Participants live at home while participating in the SWAP program. Key components of the SWAP program include:

- Voluntary program
- \$75.00 administrative fee and \$7.00 fee per day
- 37 work sites located throughout the County
- Participants must meet classification / risk standards for minimum security
- Participants must have a permanent address

Day Reporting Center (DRC): DRC allows inmates to receive credit for work at a County work site. Participants must report to the DRC Monday through Friday and work eight hours per day. Participants receive credit for one day in jail for each DRC work day. Participants live at home while participating in the DRC program. Key components of the DRC program include:

- Voluntary program
- No cost to the participant for the program
- One work site
- Participants must meet classification / risk standards for general population, medium security
- Participants must have a permanent address
- Free bus service is available to the DRC through the Tulare County Association of Governments

Weekender: This program includes only those inmates mandated by the Court to attend. The Court must order which days of the week the participant must attend and the inmate must report to DRC work site and do the same work as DRC participants. Weekender participants receive credit for one day in jail for each eight hour work day. Participants live at home while participating in the Weekender program. Key components of the Weekender program include:

- Court ordered program
- \$20.00 fee per day unless waived by the Court
- One work site
- Participants must meet similar classification / risk standards for the SWAP and DRC programs
- Participants must have a permanent address

Electronic Monitoring: The Probation Department administers an electronic monitoring program and GPS program for sentenced inmates. In addition, the Sheriff also identifies appropriate inmates for release on GPS. The Probation Department has partnered with BI to provide monitoring and physical check-in for all program participants. Key components of electronic monitoring include:

- Sentenced inmates only
- \$15.00 fee per day
- One year maximum sentence
- Low level offenders only, no AB 109 inmates
- Participants must have a permanent address
- The following table shows the total number inmates released on electronic monitoring and GPS through the Probation Department and Sheriff's Department programs for 2013 and 2014:

| Tulare County Electronic Monitoring/GPS Releases | | | |
|---|------------|-----|---------|
| Year | Probation | | Sheriff |
| | Electronic | | GPS |
| | Monitoring | GPS | |
| 2013 | 405 | 3 | 17 |
| 2014 | 644 | 12 | 229 |

Pre-Trial Diversion: Dedicated Probation staff works with jail personnel to interview defendants, check references, and make recommendations so judges

can quickly make informed decisions about recognizance releases, conditional supervised OR releases and bail.

Adult Placement Unit: On February 1, 2014, Tulare County established an Adult Placement Unit funded by AB 109 monies. The Probation Department administers this program that evaluates inmates for alternate placement to receive substance abuse or mental health treatment instead of jail time. The 90-day program is provided in a non-secure Residential Treatment Program. In 2014, the Adult Placement Unit was able to place six pre-sentenced inmates and 82 inmates within three days of sentencing in treatment programs. There are currently about 20 participants in the program.

Data showing the ADP for 2014 for the key sentenced incarceration alternative programs being used to reduce the need for jail beds was collected and reviewed for this study. Analysis of the data included in the following Table shows that these programs had a total of 2,606 participants in 2014. The participants were supervised in the community in lieu of jail incarceration a total of 33,588 days. These offenders represented an average daily population (ADP) of 92 sentenced offenders who would have been incarcerated in the Tulare County jail system if the programs did not exist.

| Impact of Alternative to Incarceration Programs on Jail ADP Levels in 2014 | | | |
|---|-------------------------------|-------------------------------|--------------------------------------|
| <u>Alternatives to Incarceration Programs</u> | <u>Number of Participants</u> | <u>Total Supervision Days</u> | <u>Jail ADP Impact (Bed Savings)</u> |
| Sheriff's Work Alternative Program | 1,240 | 13,886 Days | 38 |
| Day Reporting Center Program | 773 | 18,615 Days | 51 |
| Weekender Program | <u>633</u> | <u>1,087 Days</u> | <u>3</u> |
| Total: | 2,646 | 33,588 Days | 92 |

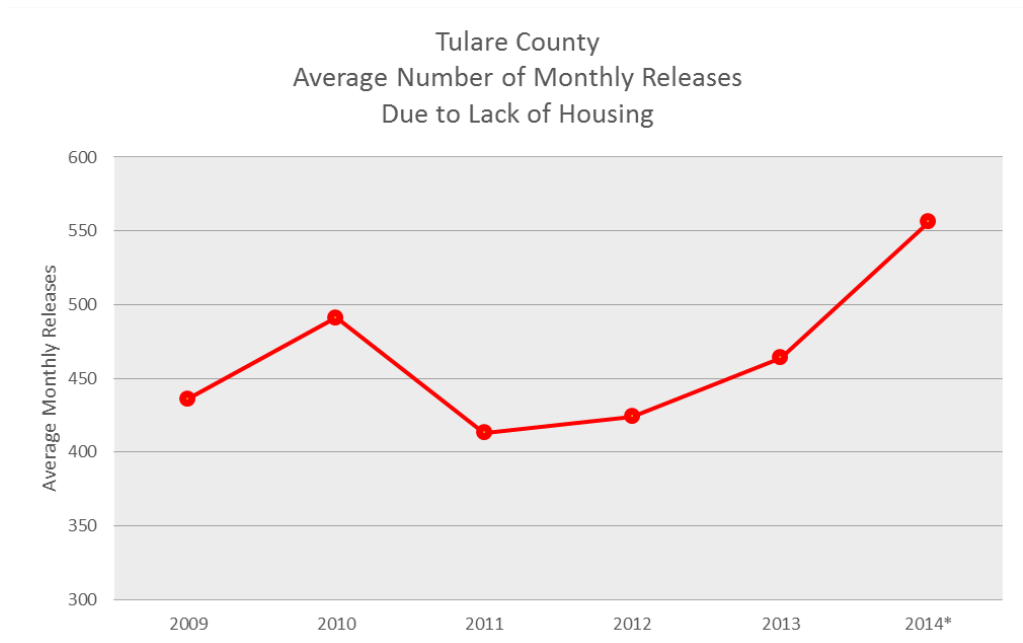
- **Early Releases Due to Lack of Housing Capacity:** In 1988 Tulare County entered into a stipulated court order (Mendoza v. County of Tulare) to maintain the inmate count at each jail facility at or below its rated capacity. This court order gives the Sheriff a range of options to reduce the daily inmate count by releasing sentenced or pretrial inmates at his discretion.

The Tulare County Sheriff's Department is required to report the number of pretrial and sentenced inmate releases at the County jails due to the lack of jail housing capacity to the BSCC each month. The table below shows the average number of early releases in the jail system since 2009.

| Tulare County Early Release Trends Due to Lack of Housing 2002-2014 | | | | |
|---|----------------|-----------------------------------|------------------------------------|--------------------------------|
| Year | Total Releases | Average Monthly Pretrial Releases | Average Monthly Sentenced Releases | Total Average Monthly Releases |
| 2009 | 5,242 | 380 | 56 | 436 |
| 2010 | 5,890 | 482 | 9 | 491 |
| 2011 | 4,949 | 374 | 39 | 413 |
| 2012 | 5,080 | 422 | 2 | 424 |
| 2013 | 5,571 | 464 | 0 | 464 |
| 2014* | 5,003 | 556 | 0 | 556 |

*includes January through September

Examination of the inmate release data further shows that total inmates releases have ranged from a low of 4,949 in 2011 to a high of 5,890 in 2010. The vast majority of releases from the jail since 2009 have occurred in the pretrial population. Since the 2014 data is available only through September, it is important to also look at the total average monthly releases.



Monthly releases have ranged from a low of 413 in 2011 to a high of 556 in 2014. Also, the average number of monthly releases has increased every year since AB 109 Realignment took effect in October 2011. As discussed earlier in this report, it is possible that some of the increased monthly releases may be mitigated by the effects of Proposition 47.

- **Inmate Security Classifications:** Vanir reviewed the jail's booking and classification process, policies, and housing criteria used in classifying pretrial and sentenced detainees.

The following Table provides a breakdown of the number and type of beds currently contained in the Tulare County jail facilities.

**Number and Type of Custody Beds
Designed in the Tulare County Jail Facilities**

| <u>Type of Cells</u> | <u>Custody Beds</u> | <u>Percent</u> |
|---------------------------|---------------------|----------------|
| Single Cells | 108 Beds | 6.3% |
| Double-occupancy Cells | 932 Beds | 54.2% |
| Dormitory | 678 Beds | 39.5% |
| Total Custody Beds | 1,718 | 100.0% |

The jail system currently uses a standardized screening questionnaire to identify the security classifications for each individual admitted into the jail facility. The assessment questions cover areas including (a) age, (b) criminal history, (c) detainers / holds, (d) local jail history and behavior, and (e) present charge. Based on the information and classification process, the security levels identified for each incarcerated offender includes (a) maximum security (b) medium security, and (c) minimum security housing.

The jail system lacks sufficient numbers and varieties of housing options to appropriately segregate numerous classifications of male and female inmates. From a practical operational standpoint, regardless of an individual's classification, personnel focus on housing assignments by identifying the highest security pretrial and sentenced inmates who have a violent offense, escape history, behavioral problems, enemies in the facility, are gang members, , or other protective custody problems. These types of inmates are given priority for the administrative segregation units, protective custody housing cells, or medical / mental health beds.

Analysis of additional inmate security housing classification information was also collected and analyzed for this study as part of the information the Tulare County Sheriff's Department is required to report each month to the BSCC as part of the state-wide Jail Survey reporting process. The average daily jail inmate security housing classification ADP trends for the years 2002 – 2014 shows that at least since 2002, 79.3% of inmates have been classified as maximum security, 14% as medium, and 6.7% as minimum security classifications.

| Tulare County Changes in Inmate Security Classifications Average Daily Inmate Population (ADP) 2002 - 2014 | | | | | | | |
|--|---------------------------------|-------|----------------------------|-------|-----------------------------|-------|----------------|
| Year | Inmate Security Classifications | | | | | | Total Jail ADP |
| | Maximum Security Inmate ADP | | Medium Security Inmate ADP | | Minimum Security Inmate ADP | | |
| 2002 | 898 | 72.7% | 189 | 15.3% | 149 | 12.1% | 1236 |
| 2003 | 920 | 75.5% | 209 | 17.1% | 90 | 7.4% | 1218 |
| 2004 | 960 | 77.9% | 185 | 15.0% | 88 | 7.1% | 1232 |
| 2005 | 1,075 | 78.8% | 201 | 14.7% | 88 | 6.5% | 1364 |
| 2006 | 1,153 | 79.6% | 210 | 14.5% | 87 | 6.0% | 1449 |
| 2007 | 1,207 | 78.9% | 233 | 15.2% | 90 | 5.9% | 1530 |
| 2008 | 1,183 | 77.4% | 247 | 16.2% | 99 | 6.4% | 1529 |
| 2009 | 1,188 | 77.7% | 253 | 16.6% | 88 | 5.8% | 1530 |
| 2010 | 1,128 | 83.8% | 130 | 9.6% | 88 | 6.5% | 1345 |
| 2011 | 1,128 | 82.4% | 153 | 11.2% | 88 | 6.4% | 1369 |
| 2012 | 1,315 | 81.9% | 205 | 12.8% | 86 | 5.3% | 1606 |
| 2013 | 1,351 | 82.3% | 205 | 12.5% | 85 | 5.2% | 1641 |
| 2014* | 1,403 | 82.0% | 198 | 11.6% | 110 | 6.4% | 1711 |
| Yearly Avg. ADP 2002 - 2014 | 1147 | 79.3% | 201 | 14.0% | 95 | 6.7% | 1443 |

Updated Jail ADP Population Projections

The following updated average daily inmate projections are based on current incarceration practices including implementation of the AB 109 Public Safety Realignment Act, County adult population changes, trends in criminal activity, and estimated impact of the new Proposition 47 legislation approved by California voters in November 2014. Incarceration practices include jail booking policies, County law enforcement apprehension practices and existing pretrial release programs and Court case processing procedures as well as the availability of alternative sentencing programs. Historical trend data and additional information was developed to project inmate population levels through the year 2034. The projections show system-wide detention population by custody status, gender, and housing classifications.

Data used to develop the projections include (a) County adult population trends, (b) reported community crime patterns and rates, (c) historical arrest data, (d) average daily jail population trends, (e) booking and release trend data, (f) length of incarceration, and (g) inmate profile characteristics. This range of statistical reference information provided the baseline data about Tulare County's correctional system which formed the planning assumptions used to project future jail population levels. The statistical reference data is presented in the first part of this section.

A series of assumptions about future populations and criminal justice activity have been developed based on past trends and understanding of the Tulare County Jail system. **These assumptions provided the basis for selecting the method that appears to give the best indication for projecting future jail population levels.** The planning assumptions include:

No. 1 – The County's adult population base (ages 18-69) is projected to rise from 290,925 in 2015 to 369,403 by the year 2034. Over this 20 year time frame, the California Department of Finance projects a fairly steady rate of growth in the adult population base from year to year that will affect jail ADP levels.

No. 2 – Over the past decade, total reported countywide crime rates have declined. Violent crimes have also declined, but at a lower rate. This trend will likely continue into the future, however, reported violent crime rates will continue to be a factor with respect to arrests and subsequent jail bookings.

No. 3 – Hiring and deployment patterns of law enforcement patrol officers through 2034 will be similar to the general patterns experienced over the period 2002 to 2014.

No. 4 – Local community policing activities combined with law enforcement operations / services into high-risk crime areas of the community will continue as a long-term enforcement policy of Tulare County police agencies and Sheriff's Department. Targeting of gang activities and related violence will continue as a priority for law enforcement.

No. 5 – Recognizing changes recently made with the passage of Proposition 47, particularly for simple drug possession and petty theft offenses, law enforcement agencies will continue to aggressively respond to persisting serious drug problems in the community.

No. 6 – County-wide arrest patterns, with the exception of drug possession offenses, will likely not change significantly from the trends experienced over the past five years. Adult arrests will continue to fluctuate slightly from year to year, but in spite of the fluctuations in yearly adult arrests, about 18% of felony and misdemeanor arrests in Tulare County will involve adults who have been arrested for serious crimes of violence and weapons charges. Overall arrest rates per 10,000 adult population will, however, continue to gradually decline long-term.

No. 7 – The rate of development of residential housing, commercial and light industrial projects which could impact arrests and jail booking trends in the near future is expected to remain consistent with past rates in the County.

No. 8 – Average length of stay (ALS) will continue to remain above the state average. As the new planned facilities come on line and early releases are reduced this may even tend to move ALS slightly higher.

No. 9 – The projections assume that the District Attorney's felony filing policies and Superior Court sentences for convicted defendants will not vary significantly in the future. Because of the mandated changes Proposition 47 has made with selected drug and property offenses, both the DA's charging policies and the Court's sentencing patterns for a significant number of misdemeanor arrest cases will change over time, which may reduce jail bed capacity needs long-term. Until more actual experience and understanding about policies local criminal justice agencies take with the implementation of Proposition 47, an estimate of the law's impact cannot be totally confirmed.

No. 10 – The full impact of AB 109 in the Tulare County jail should be reached by late 2015. Since the Courts are making greater use of "split sentences" for convicted AB 109 (N3) defendants committed to County jail, the jail's ADP should remain close to the number of AB 109 inmates currently incarcerated in the jail.

No. 11 – The entire Tulare County criminal justice system will continue to strongly support and implement a wide range of validated risk / needs assessments and evidence-based programming within community supervision caseload and County jail which is designed to reduce long-term recidivism among male and female offenders. Research clearly shows that this programming targeted to the specific needs of individual offenders will reduce criminal behavior. No estimate has been made which would identify any reduction in jail custody bed requirements resulting from the use and incorporation of these evidence-based programs into the County's continuum of services and sanctions case processing procedures.

No. 12 – Existing alternatives to incarceration programs and early release will continue to be used. Because of insufficient jail custody bed space, the Sheriff's Department has to use these programs and strategies to remain in compliance with an existing court stipulation to remain at or below BSCC rated capacity. When additional replacement beds are brought online through the new planned facilities, the current alternatives to incarceration policies will remain intact and not be modified over time. It is anticipated that reliance on early releases will be at least partially mitigated by the rated bed capacities of the new planned projects.

No. 13 – In order to operate the County jail facilities safely for the public, staff, and inmates, the average daily future inmate population projections include additional bed capacity to meet both high peak population spikes and housing security classification needs of the male / female incarceration populations.

Overall population and criminal justice system characteristics indicate Tulare County trends experienced over the past five years should continue through 2034.

In making the updated projections, three different methods were examined including 1) trend line projections, 2) multiple linear regression projections, and 3) incarceration rate projections. Projecting population levels under each method was determined using a computer-assisted linear regression statistical modeling method based on actual ADP experience in the jail system. Use of the different projection methods provide a range of projections from which judgments can be made about future bed / cell space requirements from a planning perspective based on a variety of low to high growth forecasts.

**Method A
Tulare County Average Daily Jail Population Forecast
Based on Current Detention Rate**

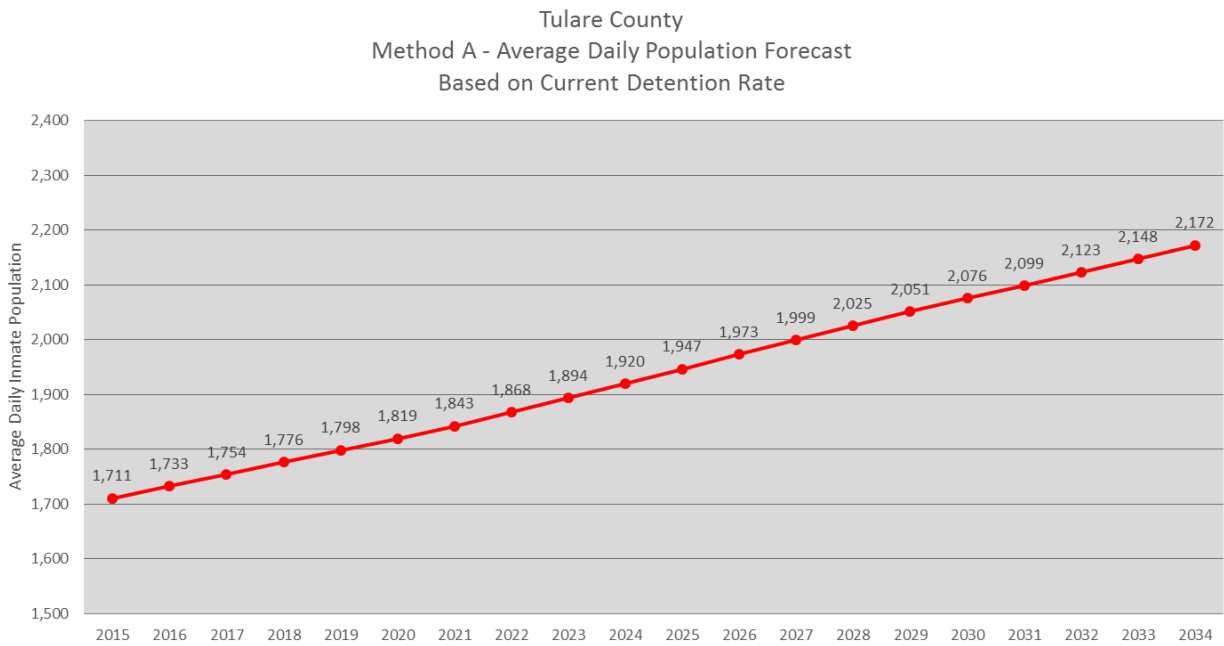
This projection method uses the current detention rate per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population for the years 2015 to 2034.

- Reflects the most current detention conditions within the jail system.
- Assumes current conditions and practices will continue in the future.

The detention rate is determined by the following formula:

$$\text{Detention Rate} = \frac{\text{Average Daily Jail Population}}{\text{County Adult Population} / 10,000}$$

The detention rate for 2014 (the most current year with complete, available data) is 58.81 persons in County Jail per 10,000 County Adults. This rate, applied to the projected County Adult Population, was used to forecast the Average Daily Jail Population from 2015 through 2034.



Per the chart above, the ADP is projected to be:

| Method A ADP Projection | |
|----------------------------|---------------------|
| 2019 - | 1,798 total inmates |
| 2024 - | 1,920 total inmates |
| 2029 - | 2,051 total inmates |
| 2034 - | 2,172 total inmates |

The following table shows the detention rates from 2000 through 2014, the projected County Adult Population from 2015 through 2034 (based California Department of Finance projections) and the resultant projected Average Daily Jail Population.

| Tulare County ADP Projections Based on Current Detention Rate | | | |
|--|--------------------------|-------------------------|----------------|
| Year | Average Daily Population | County Adult Population | Detention Rate |
| 2000 | 1,156 | 218,768 | 52.84 |
| 2001 | 1,182 | 223,488 | 52.89 |
| 2002 | 1,236 | 228,757 | 54.03 |
| 2003 | 1,219 | 234,984 | 51.88 |
| 2004 | 1,232 | 241,319 | 51.05 |
| 2005 | 1,364 | 246,726 | 55.28 |
| 2006 | 1,449 | 251,604 | 57.59 |
| 2007 | 1,531 | 256,198 | 59.76 |
| 2008 | 1,529 | 261,079 | 58.56 |
| 2009 | 1,530 | 266,288 | 57.46 |
| 2010 | 1,345 | 270,762 | 49.67 |
| 2011 | 1,369 | 275,360 | 49.72 |
| 2012 | 1,606 | 279,694 | 57.42 |
| 2013 | 1,641 | 283,038 | 57.98 |
| 2014 | 1,688 | 287,042 | 58.81 |
| 2015 | 1,711 | 290,925 | 58.81 |
| 2016 | 1,733 | 294,640 | 58.81 |
| 2017 | 1,754 | 298,219 | 58.81 |
| 2018 | 1,776 | 302,001 | 58.81 |
| 2019 | 1,798 | 305,778 | 58.81 |
| 2020 | 1,819 | 309,401 | 58.81 |
| 2021 | 1,843 | 313,333 | 58.81 |
| 2022 | 1,868 | 317,640 | 58.81 |
| 2023 | 1,894 | 322,052 | 58.81 |
| 2024 | 1,920 | 326,418 | 58.81 |
| 2025 | 1,947 | 331,027 | 58.81 |
| 2026 | 1,973 | 335,553 | 58.81 |
| 2027 | 1,999 | 339,976 | 58.81 |
| 2028 | 2,025 | 344,341 | 58.81 |
| 2029 | 2,051 | 348,775 | 58.81 |
| 2030 | 2,076 | 352,984 | 58.81 |
| 2031 | 2,099 | 356,927 | 58.81 |
| 2032 | 2,123 | 361,004 | 58.81 |
| 2033 | 2,148 | 365,217 | 58.81 |
| 2034 | 2,172 | 369,403 | 58.81 |

**Method B
Tulare County Average Daily Jail Population Forecast
Based on Projected Detention Rates**

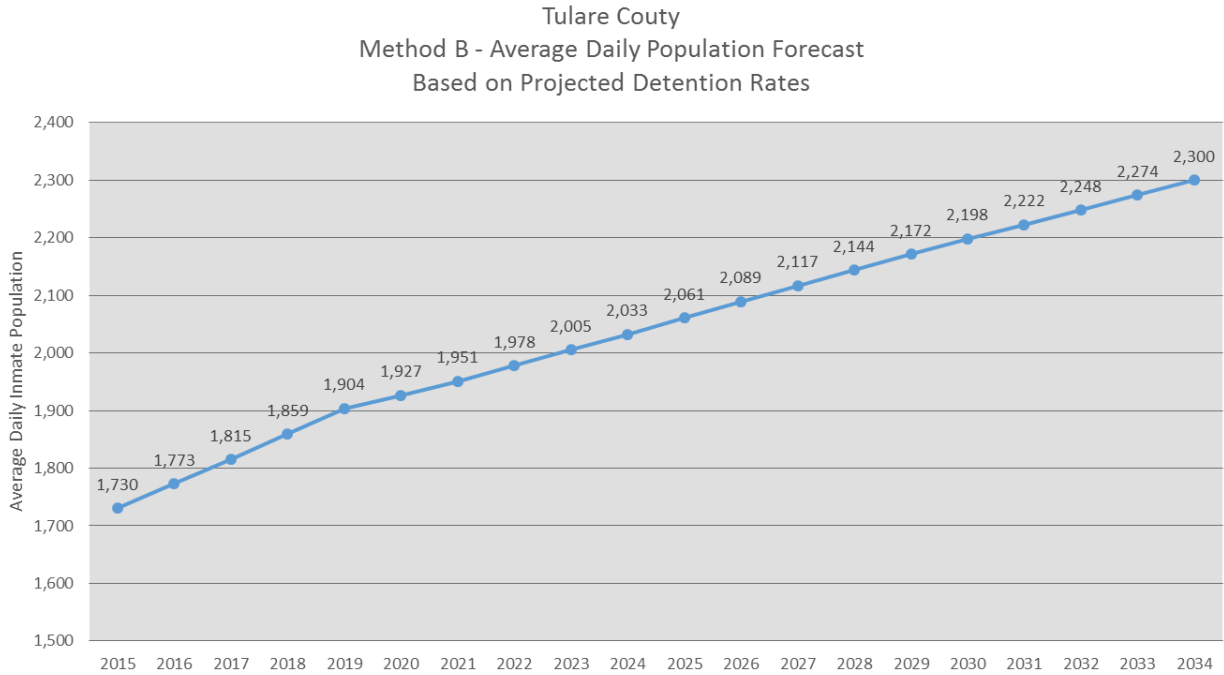
This method uses a projected detention rate per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population. Method B uses linear regression on detention rates from 2012 - 2014 to forecast the detention rates through 2019 and then the detention rate is held constant through 2034. This method:

- Focuses on the jail system post AB109 implementation.
- Assumes that AB 109 and other factors that have resulted in an increase in the detention rate since 2011 will continue to influence the County Jail population for the next several years and then level off.

The detention rate is determined by the following formula:

$$\text{Detention Rate} = \frac{\text{Average Daily Jail Population}}{\text{County Adult Population} / 10,000}$$

The detention rates for 2012 - 2014 are projected out to 2019 using a linear regression formula. The projected 2019 detention rate of 62.27 persons in County Jail per 10,000 County Adults was used to forecast the Average Daily Jail Population from 2019 through 2034.



Per the chart above, the ADP is projected to be:

| Method B ADP Projection | |
|------------------------------------|---------------------|
| 2019 - | 1,904 total inmates |
| 2024 - | 2,033 total inmates |
| 2029 - | 2,172 total inmates |
| 2034 - | 2,300 total inmates |

The following table shows the detention rates from 2000 through 2014, the projected County Adult Population from 2015 through 2034 (based California Department of Finance projections), projected detention rates through 2019, constant detention rate from 2020 through 2034 and the resultant projected Average Daily Jail Population.

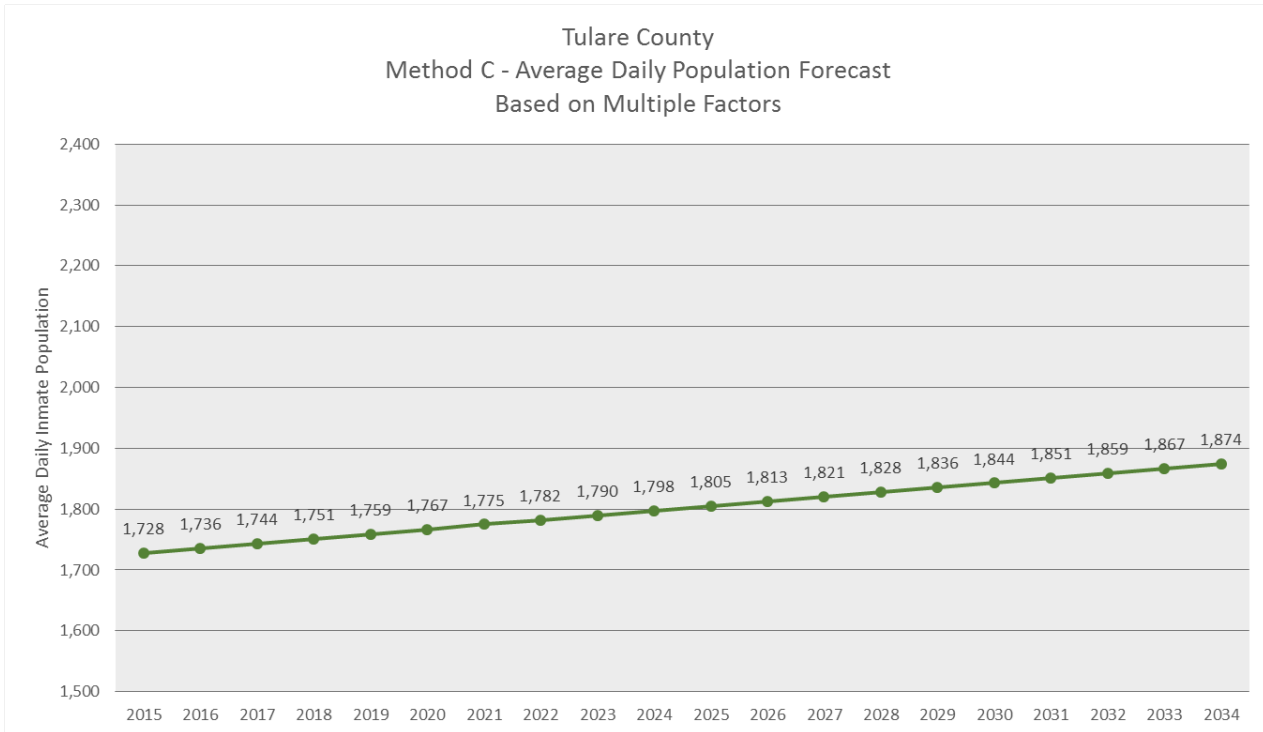
| Tulare County ADP Projections Based on Projected Detention Rates | | | |
|---|-------------------------------------|------------------------------------|---------------------------|
| Year | Average Daily Population | County Adult Population | Detention Rate |
| 2000 | 1,156 | 218,768 | 52.84 |
| 2001 | 1,182 | 223,488 | 52.89 |
| 2002 | 1,236 | 228,757 | 54.03 |
| 2003 | 1,219 | 234,984 | 51.88 |
| 2004 | 1,232 | 241,319 | 51.05 |
| 2005 | 1,364 | 246,726 | 55.28 |
| 2006 | 1,449 | 251,604 | 57.59 |
| 2007 | 1,531 | 256,198 | 59.76 |
| 2008 | 1,529 | 261,079 | 58.56 |
| 2009 | 1,530 | 266,288 | 57.46 |
| 2010 | 1,345 | 270,762 | 49.67 |
| 2011 | 1,369 | 275,360 | 49.72 |
| 2012 | 1,606 | 279,694 | 57.42 |
| 2013 | 1,641 | 283,038 | 57.98 |
| 2014 | 1,688 | 287,042 | 58.81 |
| 2015 | 1,730 | 290,925 | 59.47 |
| 2016 | 1,773 | 294,640 | 60.17 |
| 2017 | 1,815 | 298,219 | 60.87 |
| 2018 | 1,859 | 302,001 | 61.57 |
| 2019 | 1,904 | 305,778 | 62.27 |
| 2020 | 1,927 | 309,401 | 62.27 |
| 2021 | 1,951 | 313,333 | 62.27 |
| 2022 | 1,978 | 317,640 | 62.27 |
| 2023 | 2,005 | 322,052 | 62.27 |
| 2024 | 2,033 | 326,418 | 62.27 |
| 2025 | 2,061 | 331,027 | 62.27 |
| 2026 | 2,089 | 335,553 | 62.27 |
| 2027 | 2,117 | 339,976 | 62.27 |
| 2028 | 2,144 | 344,341 | 62.27 |
| 2029 | 2,172 | 348,775 | 62.27 |
| 2030 | 2,198 | 352,984 | 62.27 |
| 2031 | 2,222 | 356,927 | 62.27 |
| 2032 | 2,248 | 361,004 | 62.27 |
| 2033 | 2,274 | 365,217 | 62.27 |
| 2034 | 2,300 | 369,403 | 62.27 |

**Method C
Tulare County Average Daily Jail Population Forecast
Based on Multiple Factors**

This projection method uses regression analysis on multiple factors to forecast the Average Daily Population. Method C examines the relationship between factors such as County Adult Population, arrests, bookings and Average Length of Stay (ALoS) to the historical ADP and uses these relationships to project future ADP. For this projection method ALoS is calculated as the ADP x 365 days divided by the number of bookings for that year. This method:

- Looks at a range of factors affecting the jail population.
- Projects how past trends and changes may affect jail population in the future.

This method used data from 2000 through 2013 (complete data for 2014 was not available for factors) to project ADP from 2015 through 2034. Regression analysis was used to project arrest and bookings; regression analysis for ALoS proved to be unreliable (per R² analysis) so the average of 2012 - 2014 was used as a constant. The regression formula for the historical relationship between County Adult Population, Arrests, Bookings and ALoS was used to forecast ADP from 2015 through 2034.



Per the chart above, the ADP is projected to be:

| Method C ADP Projection | |
|----------------------------|-----------------------|
| 2019 | - 1,759 total inmates |
| 2024 | - 1,798 total inmates |
| 2029 | - 1,836 total inmates |
| 2034 | - 1,874 total inmates |

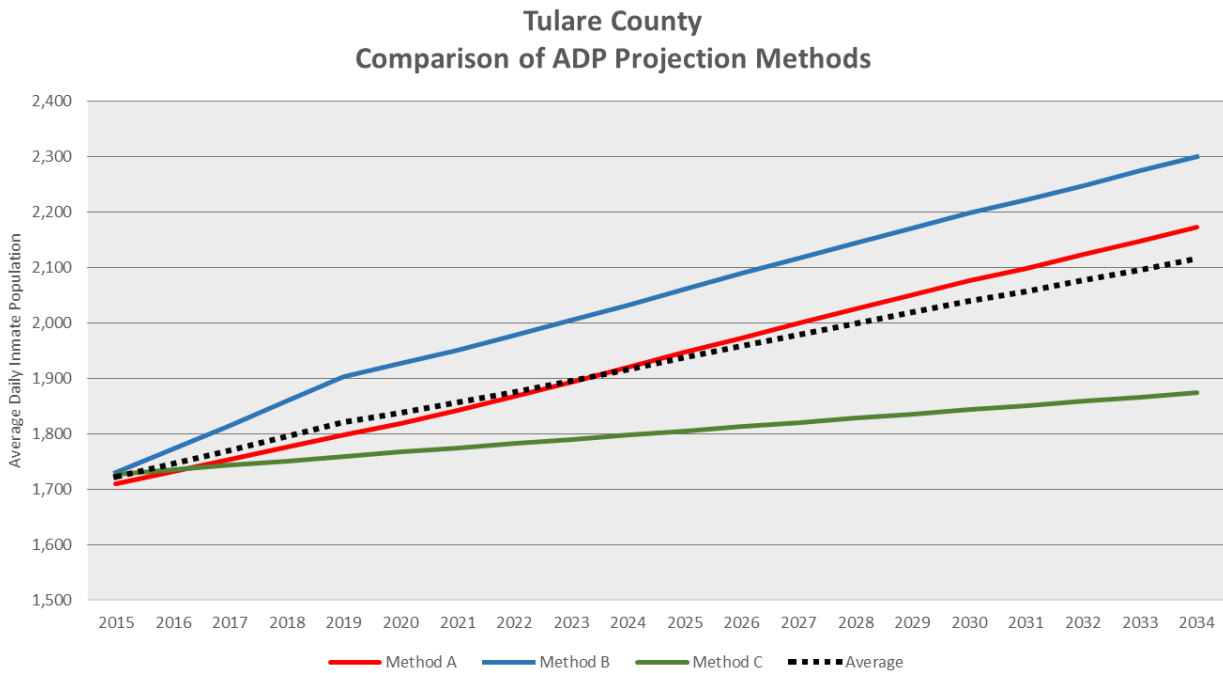
The following table shows the projected County Adult Population (based California Department of Finance projections), projected Arrests, projected Bookings and the constant ALoS rate of 26.61 days from 2015 through 2034 and the resultant projected Average Daily Jail Population. For purposes of these calculations, the historical ALoS is calculated as the ADP x 365 days / bookings.

| Tulare County ADP Projections Based on Multiple Regression Analysis | | | | | |
|--|-----------------------------|----------------------------|---------|----------|-------|
| Year | Average Daily Population | County Adult Population | Arrests | Bookings | ALoS |
| 2000 | 1,156 | 218,768 | 18,384 | 19,838 | 21.27 |
| 2001 | 1,182 | 223,488 | 17,562 | 19,561 | 22.06 |
| 2002 | 1,236 | 228,757 | 18,594 | 20,681 | 21.81 |
| 2003 | 1,219 | 234,984 | 18,886 | 20,394 | 21.82 |
| 2004 | 1,232 | 241,319 | 18,924 | 20,943 | 21.47 |
| 2005 | 1,364 | 246,726 | 20,813 | 22,658 | 21.97 |
| 2006 | 1,449 | 251,604 | 21,985 | 24,794 | 21.33 |
| 2007 | 1,531 | 256,198 | 22,772 | 26,143 | 21.38 |
| 2008 | 1,529 | 261,079 | 20,746 | 25,312 | 22.05 |
| 2009 | 1,530 | 266,288 | 20,064 | 24,340 | 22.94 |
| 2010 | 1,345 | 270,762 | 20,100 | 23,444 | 20.94 |
| 2011 | 1,369 | 275,360 | 19,760 | 23,003 | 21.72 |
| 2012 | 1,606 | 279,694 | 19,810 | 22,449 | 26.11 |
| 2013 | 1,641 | 283,038 | 20,423 | 22,085 | 27.12 |
| 2014 | 1,688 | 287,042 | 18,148 | 23,174 | 26.59 |
| 2015 | 1,728 | 290,925 | 21,208 | 24,031 | 26.61 |
| 2016 | 1,736 | 294,640 | 21,479 | 24,174 | 26.61 |
| 2017 | 1,744 | 298,219 | 21,740 | 24,316 | 26.61 |
| 2018 | 1,751 | 302,001 | 22,016 | 24,459 | 26.61 |
| 2019 | 1,759 | 305,778 | 22,291 | 24,602 | 26.61 |
| 2020 | 1,767 | 309,401 | 22,555 | 24,745 | 26.61 |
| 2021 | 1,775 | 313,333 | 22,842 | 24,887 | 26.61 |
| 2022 | 1,782 | 317,640 | 23,156 | 25,030 | 26.61 |
| 2023 | 1,790 | 322,052 | 23,478 | 25,173 | 26.61 |
| 2024 | 1,798 | 326,418 | 23,796 | 25,315 | 26.61 |
| 2025 | 1,805 | 331,027 | 24,132 | 25,458 | 26.61 |
| 2026 | 1,813 | 335,553 | 24,462 | 25,601 | 26.61 |
| 2027 | 1,821 | 339,976 | 24,784 | 25,743 | 26.61 |
| 2028 | 1,828 | 344,341 | 25,102 | 25,886 | 26.61 |
| 2029 | 1,836 | 348,775 | 25,426 | 26,029 | 26.61 |
| 2030 | 1,844 | 352,984 | 25,733 | 26,171 | 26.61 |
| 2031 | 1,851 | 356,927 | 26,020 | 26,314 | 26.61 |
| 2032 | 1,859 | 361,004 | 26,317 | 26,457 | 26.61 |
| 2033 | 1,867 | 365,217 | 26,624 | 26,599 | 26.61 |
| 2034 | 1,874 | 369,403 | 26,929 | 26,742 | 26.61 |

Review and Comparison of Projection Results

Each of the three methodologies used to develop Average Daily Population forecasts address important elements or aspects of the jail system. While each method takes a different approach to projecting the inmate population in the future, all methods show an increase in the jail population the future.

The graph below shows how the three methods compare, along with the average for reference.



Method A

This projection method uses the **current** detention rate per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population.

- Reflects the most current detention conditions within the jail system.
- Assumes current conditions and practices will continue in the future.

Method B

This projection method uses a **projected** detention rate per 10,000 County Adults (ages 18-69) to forecast the Average Daily Population. Method B uses linear regression on detention rates from 2012 - 2014 to forecast the detention rates through 2019 and then the detention rate is held constant through 2034. This method:

- Focuses on the jail system post AB109 implementation.
- Assumes that AB 109 and other factors that have resulted in an increase in the detention rate since 2011 will continue to influence the County Jail population for the next several years and then level off.

Method C

This projection method uses **regression analysis on multiple factors** to forecast the Average Daily Population. Method C examines the relationship between factors such as County adult population, arrests, bookings and Average Length of Stay (ALoS) to the historical ADP and uses these relationships to project future ADP. This method:

- Looks at a range of factors affecting the jail population.
- Projects how past trends and changes may affect jail population in the future.

The following table shows the three projection methodologies side by side for the years 2015 through 2034. In addition the right column shows the average of the three methods for each year, for comparison.

| Tulare County ADP Projections Comparison of All Methods and Average | | | | |
|--|----------------------------|----------------------------|----------------------------|---------------------------|
| Year | Method A ADP Projection | Method B ADP Projection | Method C ADP Projection | Average of All Methods |
| 2015 | 1,711 | 1,730 | 1,728 | 1,723 |
| 2016 | 1,733 | 1,773 | 1,736 | 1,747 |
| 2017 | 1,754 | 1,815 | 1,744 | 1,771 |
| 2018 | 1,776 | 1,859 | 1,751 | 1,796 |
| 2019 | 1,798 | 1,904 | 1,759 | 1,820 |
| 2020 | 1,819 | 1,927 | 1,767 | 1,838 |
| 2021 | 1,843 | 1,951 | 1,775 | 1,856 |
| 2022 | 1,868 | 1,978 | 1,782 | 1,876 |
| 2023 | 1,894 | 2,005 | 1,790 | 1,896 |
| 2024 | 1,920 | 2,033 | 1,798 | 1,917 |
| 2025 | 1,947 | 2,061 | 1,805 | 1,938 |
| 2026 | 1,973 | 2,089 | 1,813 | 1,959 |
| 2027 | 1,999 | 2,117 | 1,821 | 1,979 |
| 2028 | 2,025 | 2,144 | 1,828 | 1,999 |
| 2029 | 2,051 | 2,172 | 1,836 | 2,020 |
| 2030 | 2,076 | 2,198 | 1,844 | 2,039 |
| 2031 | 2,099 | 2,222 | 1,851 | 2,058 |
| 2032 | 2,123 | 2,248 | 1,859 | 2,077 |
| 2033 | 2,148 | 2,274 | 1,867 | 2,096 |
| 2034 | 2,172 | 2,300 | 1,874 | 2,116 |

Planning Recommendation

Each projection and forecasting methodology attempts to balance historical data and trends, while recognizing the profound impact that AB109 has had on the County jail system since its inception in October 2011. AB109 has affected the jail system in a number of ways, including dramatic increases the Average Length of Stay per inmate and creating a 'harder' jail system with fewer low level offenders. For planning purposes, one of the important questions is whether the full effects of AB109 have shown up in the jail system or if changes will continue.

***Method A** projects using the current state of jail system with the assumption that nearly all of the effects of AB109 have shown up in the system. From a projections standpoint, this is manifested in a higher detention rate due to an increase in the average length of stay.*

***Method B** projects with the assumption that AB109 will continue to increase the number of inmates and the average length of stay, as manifested by starting with the current detention rate and increasing progressively higher through 2019, when the detention rate stabilizes at a historically high rate.*

***Method C** projects using a variety of factors that traditionally affect inmate populations. Since Method C uses data from 2000 through 2013 the effects of AB109 in 2012 and 2013 are muted. Efforts to run projections using shorter historical timeframes proved to yield statistically unreliable results.*

The results of Method A are recommended for planning purposes. Method A strikes a balance between the relatively slow growth projected in Method C, while moderating

the more aggressive growth projected with Method B. In addition, Method A is very close to the average of all three methods, representing a reasonable planning approach.

It is important to note that the Sheriff Department’s necessary use of early releases from the jail system due to a lack of housing has had an effect on the historical ADP and other data used to develop these projections.

Peaking and Classification

Average daily population projections provide only an estimate of future bed space requirements. To provide sufficient flexibility for inmate classification and to accommodate population fluctuations, or “spikes”, an allowance above average daily populations must be determined. This allowance should be based on expected variations between average daily population, and expected peak population levels.

Since 2002 peaking has ranged from 3.8% to 12.2% above the Average Daily Population across the jail system. Since 2010 peaking has ranged from 4.9% to 8.2% above ADP. The table below tracks the Average Daily Population, monthly average peak population and the highest monthly peak population above ADP for the years 2002 – 2014.

| Tulare County Peaking Trends 2002 - 2014 | | | |
|--|------------------------|-------------------------|-------------------------|
| Year | Total Avg. Jail ADP | Monthly Average Peak | Highest Monthly Peak |
| 2002 | 1,236 | 102.3% | 103.8% |
| 2003 | 1,218 | 102.8% | 105.7% |
| 2004 | 1,232 | 103.0% | 104.2% |
| 2005 | 1,364 | 102.7% | 104.4% |
| 2006 | 1,449 | 103.4% | 112.2% |
| 2007 | 1,530 | 102.7% | 109.5% |
| 2008 | 1,529 | 102.7% | 103.8% |
| 2009 | 1,530 | 102.7% | 104.3% |
| 2010 | 1,345 | 103.1% | 104.9% |
| 2011 | 1,369 | 103.8% | 106.6% |
| 2012 | 1,606 | 103.7% | 108.2% |
| 2013 | 1,641 | 103.2% | 104.9% |
| 2014 | 1,711 | 103.0% | 105.2% |

Based on the recent peaking range of 4.9% to 8.2% above ADP, **the County should use a Peaking and Classification factor of 20%**. This factor should accommodate “spikes” in inmate population and allow sufficient capacity to separate inmates by various security, risk and other classifications.

Maintaining inmate classification policies will become more achievable as the planned AB 900, SB 1022 and proposed SB 863 projects come on line and replace existing facilities. These new facilities will contain separate and distinct housing options that do not exist at the Main Jail and the Men’s Correctional Facility. This will give Sheriff Staff a higher degree of flexibility to safely separate inmates who, for their own safety or the safety of others, need to be housed in a segregated environment.

Gender

In 2002, males comprised about 88.6% of the jail population while females comprised 11.4%. In 2014, males made up about 86% of the inmate population while females accounted for 14%. The table below tracks the changes in Pretrial and Sentenced male and female inmate populations for the years 2002 – 2014.

| Tulare County | | | | | | | | | |
|---|--------------|--------|--------|---------------|--------|--------|----------------|------------------|----------------|
| Changes in Jail Pretrial and Sentence Male/Female Inmates | | | | | | | | | |
| Average Daily Inmate Population (ADP) 2002 - 2014 | | | | | | | | | |
| Year | Pretrial ADP | | | Sentenced ADP | | | Total Male ADP | Total Female ADP | Total Jail ADP |
| | Male | Female | Total | Male | Female | Total | | | |
| 2002 | 613 | 73 | 686 | 481 | 69 | 550 | 1,094 | 141 | 1,236 |
| 2003 | 660 | 83 | 743 | 411 | 65 | 476 | 1,070 | 148 | 1,218 |
| 2004 | 662 | 80 | 742 | 427 | 63 | 490 | 1,089 | 143 | 1,232 |
| 2005 | 700 | 110 | 810 | 495 | 59 | 554 | 1,195 | 169 | 1,364 |
| 2006 | 717 | 111 | 828 | 557 | 64 | 621 | 1,274 | 175 | 1,449 |
| 2007 | 671 | 113 | 785 | 656 | 90 | 746 | 1,327 | 204 | 1,530 |
| 2008 | 653 | 101 | 754 | 665 | 110 | 775 | 1,318 | 211 | 1,529 |
| 2009 | 674 | 77 | 751 | 640 | 138 | 779 | 1,314 | 215 | 1,530 |
| 2010 | 660 | 80 | 740 | 492 | 113 | 605 | 1,152 | 193 | 1,345 |
| 2011 | 678 | 91 | 769 | 513 | 87 | 600 | 1,191 | 178 | 1,369 |
| 2012 | 805 | 104 | 909 | 586 | 111 | 697 | 1,391 | 215 | 1,606 |
| 2013 | 861 | 96 | 958 | 560 | 123 | 683 | 1,421 | 220 | 1,641 |
| 2014* | 940 | 118 | 1059 | 531 | 121 | 652 | 1,472 | 239 | 1,711 |
| Yearly Avg. ADP 2002 - 2014 | 715 | 95 | 810 | 540 | 93 | 633 | 1254 | 189 | 1443 |
| Population % | 88.2% | 11.8% | 100.0% | 85.3% | 14.7% | 100.0% | 86.9% | 13.1% | 100.0% |

As evidenced by the increase in female populations in the jails from 11.4% in 2002 to 14% in 2014, **the County should plan for 84% male inmates and 16% female inmates.** By planning for 16% female inmates the County should be able to accommodate a growing proportion of female inmates.

Inmate Security Classification

The County has consistently maintained a high ratio of inmates classified as Maximum Security, as compared to the percentages of inmates classified as Medium Security and Minimum Security. The table below show the breakdown of the number and percentage of County inmates classified as Maximum, Medium and Minimum Security inmates for the years 2002 through 2014.

| Tulare County | | | | | | | |
|---|---------------------------------|-------|----------------------------|-------|-----------------------------|-------|----------------|
| Changes in Inmate Security Classifications | | | | | | | |
| Average Daily Inmate Population (ADP) 2002 - 2014 | | | | | | | |
| Year | Inmate Security Classifications | | | | | | Total Jail ADP |
| | Maximum Security Inmate ADP | | Medium Security Inmate ADP | | Minimum Security Inmate ADP | | |
| 2002 | 898 | 72.7% | 189 | 15.3% | 149 | 12.1% | 1236 |
| 2003 | 920 | 75.5% | 209 | 17.1% | 90 | 7.4% | 1218 |
| 2004 | 960 | 77.9% | 185 | 15.0% | 88 | 7.1% | 1232 |
| 2005 | 1,075 | 78.8% | 201 | 14.7% | 88 | 6.5% | 1364 |
| 2006 | 1,153 | 79.6% | 210 | 14.5% | 87 | 6.0% | 1449 |
| 2007 | 1,207 | 78.9% | 233 | 15.2% | 90 | 5.9% | 1530 |
| 2008 | 1,183 | 77.4% | 247 | 16.2% | 99 | 6.4% | 1529 |
| 2009 | 1,188 | 77.7% | 253 | 16.6% | 88 | 5.8% | 1530 |
| 2010 | 1,128 | 83.8% | 130 | 9.6% | 88 | 6.5% | 1345 |
| 2011 | 1,128 | 82.4% | 153 | 11.2% | 88 | 6.4% | 1369 |
| 2012 | 1,315 | 81.9% | 205 | 12.8% | 86 | 5.3% | 1606 |
| 2013 | 1,351 | 82.3% | 205 | 12.5% | 85 | 5.2% | 1641 |
| 2014* | 1,403 | 82.0% | 198 | 11.6% | 110 | 6.4% | 1711 |
| Yearly Avg. ADP 2002 - 2014 | 1147 | 79.3% | 201 | 14.0% | 95 | 6.7% | 1443 |

Since 2010 the percentage of inmates classified as Maximum Security has averaged 82.5%, Medium Security inmates have averaged 11.5% and Minimum Security inmates have averaged 6% of the total Average Daily Population. Consistent with the overall practices of the County, and in particular with the trend of the last five years, the **County**

should plan for 82% of inmates to be classified as Maximum Security, 12% of inmates to be classified as Medium Security inmates and 6% to be classified as Minimum Security inmates.

Projected Beds with Peaking Factor

The table below shows the Average Daily Populations as developed in Method A with the recommended peaking factor of 20% added to indicate the total number of beds projected for selected years. The table also shows the breakdown of the total beds by gender and security classification per gender.

| | 2015 | 2019 | 2024 | 2029 | 2034 |
|--|--------------|--------------|--------------|--------------|--------------|
| Method A with 1.20 Peaking Total Beds | 2,053 | 2,158 | 2,303 | 2,461 | 2,607 |
| Male Population Beds (Total) | 1,725 | 1,813 | 1,935 | 2,067 | 2,190 |
| Maximum Security | 1,414 | 1,486 | 1,587 | 1,695 | 1,796 |
| Medium Security | 207 | 218 | 232 | 248 | 263 |
| Minimum Security | 103 | 109 | 116 | 124 | 131 |
| Female Population Beds (Total) | 328 | 345 | 369 | 394 | 417 |
| Maximum Security | 269 | 283 | 302 | 323 | 342 |
| Medium Security | 39 | 41 | 44 | 47 | 50 |
| Minimum Security | 20 | 21 | 22 | 24 | 25 |

System Wide Overview with Projected Beds

The table below shows the existing County detention facilities and planned detention facilities with their BSCC rated or proposed bed capacities for selected years. The table shows when planned facilities would come on line and when the Main Jail and Men's Correctional Facility could be taken off line. Based on the scenario shown in the table below, the population projections support the proposed SB 863 project of 244 rated beds.

| Facility | 2015 | 2019 | 2020 | 2024 | 2034 |
|------------------------------|--------------|--------------|--------------|--------------|--------------|
| Main Jail | 272 | 272 | 0 | 0 | 0 |
| Pretrial Detention Facility | 384 | 384 | 384 | 384 | 384 |
| Bob Wiley Detention Facility | 696 | 695 | 695 | 695 | 695 |
| Men's Correctional Facility | 366 | 0 | 0 | 0 | 0 |
| AB 900 Project | 0 | 527 | 527 | 527 | 527 |
| SB 1022 Project | 0 | 192 | 192 | 192 | 192 |
| SB 863 Project | 0 | 0 | 244 | 244 | 244 |
| Total Rated Beds | 1,718 | 2,070 | 2,042 | 2,042 | 2,042 |
| Projected ADP w / Peaking | 2,053 | 2,158 | 2,183 | 2,303 | 2,607 |
| Rated Bed Shortfall | (335) | (88) | (141) | (261) | (565) |

SECTION 5: JAIL FACILITY DESCRIPTION

Tulare County Detention Division Needs Assessment Update

Tulare County Detention System Overview and Profile

The information in this Section of the Jail Needs Assessment Update provides an overview and profile of the Tulare County Jail System. The discussion focuses on a number of specific space and building systems issues, including (1) configuration and intended security levels, (2) defined uses of the facility, (3) physical condition of building elements, (4) quality of space, (5) ability to achieve intended security and desired level of safety for staff and residents as well as (6) compliance with minimum California Board of Community and Corrections (BSCC) standards for detention facilities.



Tulare County is located in Central California and encompasses 4,863 square miles at an elevation of approximately 330 feet above sea level. The county seat is Visalia (population 124,464 per 2010 census) which is located approximately 240 miles southeast of both San Francisco and Sacramento, the State capital. The county has eight incorporated cities. The total county population is approximately 458,000, and population trends for the county have been showing an increase over the past few years.

Tulare County is governed by a Board of Supervisors consisting of five members. Supervisors represent distinct supervisory districts and are elected to four year terms

The Tulare County Sheriff's Department is managed by a Sheriff who is also elected to a four year term. The Sheriff's Department is responsible for adult jail facility operations, as well as patrol services in unincorporated areas of the county, investigations, custody and security in the courts, Sheriff administrative and patrol operations, and various other administrative functions.

The Sheriff's Department Detention Operations Division oversees the operation of the four Tulare County Jails and other inmate-related programs. All jail facilities are located off the State Route 99 corridor in the greater Visalia area. The Main Jail is located in downtown Visalia. Bob Wiley Detention Center and the Adult Pre-Trial Detention Facility are collocated at Sequoia Field, with the Men's Correctional Facility located nearby. The Sheriff's Department also operates a Day Reporting Center where offenders released to the Alternative Custody Supervision program meet to participate in evidence based classes.



In addition to the Tulare County Sheriff's Department, there are also eight Police Departments in Tulare County, located at Dinuba, Exeter, Farmersville, Porterville, Tulare, Visalia, Woodlake, and Lindsay.

The Superior Court is a unified superior court with courthouses in three locations: Visalia, Porterville, and Dinuba. The bench is comprised of fourteen judges for civil, criminal, and family law; one judge for small claims and traffic; three for juvenile court, and five for the South County Justice Center. Two Commissioners oversee the Dinuba and South County Justice Center courts.

Criminal cases in Tulare County are heard at the Tulare County Superior Court located in Visalia. This facility is directly adjacent to the Main Jail and the two are connected by a tunnel. Inmates awaiting trial at any of the other three facilities are transported to the Main Jail by transportation deputies and ultimately through this tunnel when attending court. An Arraignment Court has been located at the Adult Pre-Trial Facility to expedite the processing of pre-trial inmates. Tulare County also provides legal assistance to low income adults through the Tulare County Public Defender's office. This office employs eight attorneys.

The Probation Department is overseen by a Chief Probation Officer and one Assistant Chief Probation Officer. There are six Division Managers to oversee the variety of Juvenile and Adult Services. Tulare County Health and Human Services Agency collaborates with the Probation Department and the Sheriff's Department to provide mental health and substance abuse services for those incarcerated in county jail facilities.

The Tulare County Jail System consists of four distinct facilities with a combined total of capacity of 1,718 beds rated by the Board of State and Community Corrections (BSCC). Housing is provided for pretrial and sentenced male and female inmates. The following Table provides a snapshot of the physical characteristics of the four jails.

| Tulare County Detention System | | | | |
|--|------------------------------------|---------------------------------------|--------------------------------------|---|
| Detention Facility Profile | Men's Correctional Facility | Main Jail | Bob Wiley Detention Facility | Adult Pre-Trial Detention Facility |
| Physical Plant Characteristics: | | | | |
| Year Initially Constructed | 1941 | 1962 | 1986 | 1999 |
| Construction Type | Low-rise Building | Mid-rise Building | Low-rise Building | Low-rise Building |
| Number of Stories | Single level | 6 levels | 2 tiers | 2 tiers |
| Exterior Walls | Stucco | Concrete, Masonry | CMU | CMU |
| Interior Walls | Gypsum | Concrete / Gypsum | CMU | CMU |
| Custody Housing Classifications | Min / Med Security | Min / Med / Max Security | Med / Max Security | Med / Max Security |
| Type of Inmate Cells: | Open Dormitory | Single, Double Cells, Dormitory Units | Single, Double Cells, Open Dormitory | Single, Double Cells |
| Bed Inventory: | | | | |
| BSCC Rated Capacity | 366 | 272 | 696 | 384 |
| Total Available Beds / Bunks | 366 | 274 | 696 | 397 |
| BSCC Inspection – Title 24 Code Stnds | 1963, 1994, 2001, 2005 | 1963 | 1982, 1994, 2001 | 1994 |
| Average Daily Inmate Population (ADP) Sept. 2014: | | | | |
| Males | 341 | 267 | 740 | 439 |
| Females | 0 | 0 | 179 | 55 |

Tulare County Jail Descriptions

The following section will provide a brief description of each of the Tulare County jails. An aerial view is included to assist in clarifying the site and layout of the jails.



MEN'S CORRECTIONAL FACILITY (MCF)

The Men's Correctional Facility is a 366-bed, single level facility located at the Sequoia Field complex. This Type II detention facility provides dormitory housing for male inmates, with a focus on a spectrum of inmate education programs, counseling services, medical and psychological services. It contains space for (a) vehicle sally port, (b) intake and release, (c) inmate housing and dayrooms, (d) shared visiting space, (e) medical / mental health, (f) inmate programs, (g) laundry, (h) interior circulation, (i) Central Control operations, (j) storage and utilities, (k) outdoor recreation, and (l) jail administration.

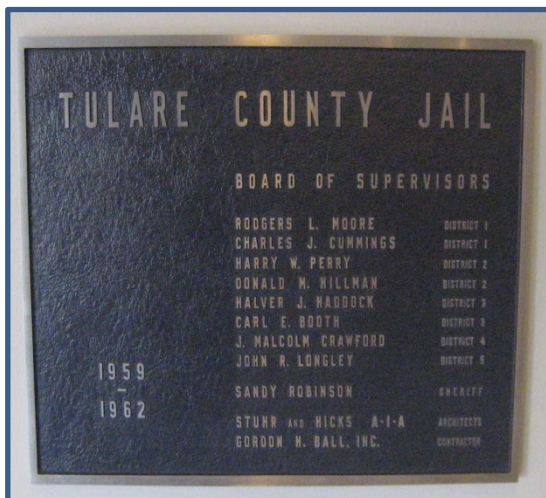
MCF was originally constructed in 1941 as barracks for Army personnel training as aviators at Sequoia Field during World War II. It was converted to a jail in the early 1960's and has housed a variety of inmate populations over the years. There are five separate housing buildings, each providing large, open dormitory housing with direct access to an adjacent large outdoor recreation space. An administration building contains a mixture of administration, education / programming, and public spaces, including a lobby and a large multipurpose room, used part time for contact visiting.



Main Jail

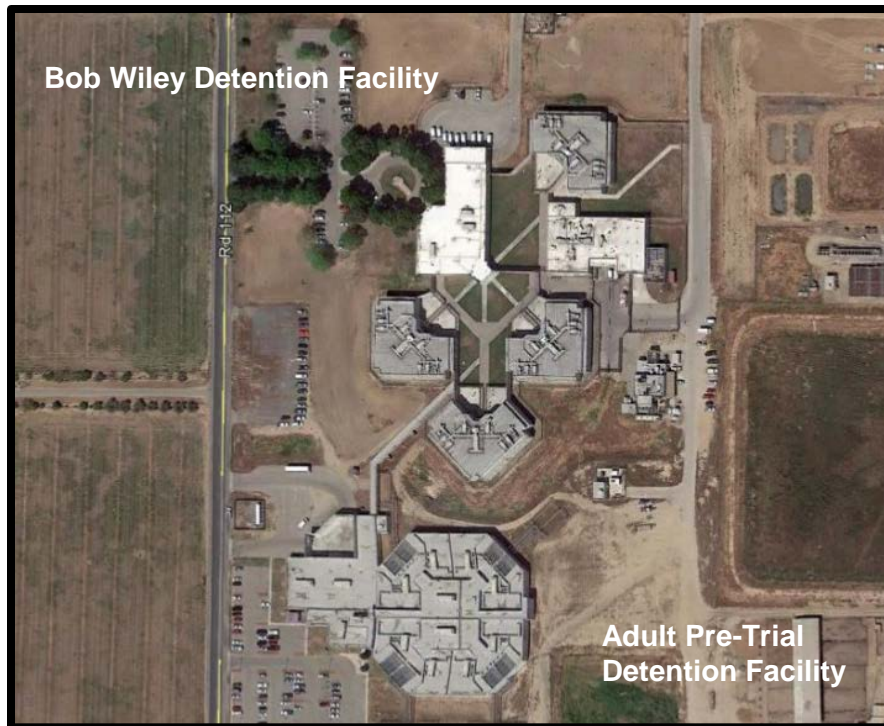
MAIN JAIL (MJ)

The Tulare County Main Jail is a six level mid-rise facility with 272 rated beds. It is located in downtown Visalia, directly adjacent to the Tulare County Superior Courthouse. This Type II detention facility provides linear-style housing for male inmates. It contains space for (a) vehicle sally port, (b) intake and release, (c) inmate housing and dayrooms, (d) shared visiting space, (e) medical / mental health, (f) inmate programs, (g) food services, (h) laundry, (i) interior circulation, (j) Central Control operations, (k) maintenance, storage, and utilities, (l) quasi-outdoor recreation, and (m) jail administration. The facility also contains pre-booking space sometimes used as pre-court holding for inmates from other facilities throughout the County. An underground tunnel connects MJ with the Superior Court in Visalia, so inmates do not have to be transported by vehicle from the facility.



The Tulare County Main Jail was built in 1962 adjacent to the courthouse in order to replace its predecessor located downtown at Church and Oak streets. The top three floors of the building contain a mix of cells and small dormitories arranged in a linear, horseshoe-type configuration. Quasi-outdoor recreation is located on the roof of the building. Jail management and support services functions are located on the lower levels of the building.

In addition to the Jail, this building also houses a number of Tulare County Sheriff's Department administrative and departmental functions. Members of the public frequently come to the building to conduct business with the Sheriff's Department.



BOB WILEY DETENTION FACILITY (BW)

Bob Wiley Detention Facility is a 696 rated bed, two level facility located at the Sequoia Field complex. This Type II detention facility provides podular-style housing for both male and female inmates. The campus includes several detached buildings connected by exterior pathways. Space is provided for (a) vehicle sally port, (b) intake and release, (c) inmate housing and dayrooms, (d) shared visiting space, (e) medical / mental health, (f) inmate programs, (g) food services, (h) laundry, (i) interior circulation, (j) Central Control operations, (k) maintenance, storage, and utilities, (l) outdoor recreation, and (m) jail administration. The facility provides a spectrum of inmate education programs, counseling services, medical and psychological services.

BW was originally constructed in 1986 with changes to the rated capacity noted in 1995, 2001, 2003, 2005, 2007, and 2009. This facility houses the most serious offenders in the County's system. One unit houses female offenders. 48 beds within BW are administrative segregation. This facility is where the majority of the system's food is produced. Its proximity to the Sheriff's Farm allows it to produce meals for inmates and staff using meat and vegetables grown and raised on the farm.

ADULT PRE-TRIAL DETENTION FACILITY (AP):

The Adult Pre-Trial Detention Facility is a 384 rated bed, two-level facility located at the Sequoia Field complex. This Type II detention facility provides podular-style housing for both male and female inmates. It is the County's intake facility and primarily houses pre-trial inmates. The facility is one building with internal circulation corridors, including an enclosed corridor that connects it with the adjacent Bob Wylie Detention Facility. Space is provided for (a) vehicle sallyport, (b) intake and release, (c) inmate housing and dayrooms, (d) shared visiting space, (e) medical / mental health, (f) inmate programs, (g) food services, (h) laundry, (i) interior circulation, (j) Central Control operations, (k) maintenance, storage, and utilities, (l) quasi-outdoor recreation, and (m) jail administration. The facility provides a spectrum of inmate education programs, counseling services, medical and psychological services, with programming, visiting, and medical space located directly on each housing pod.

AP was originally constructed in 1999. One unit houses female offenders in the system. This facility is entirely double and single cell housing. Courtrooms are located on the second level of this facility above the administration space for drug court, recovery court, and limited civil, and the lobby provides TV monitors for visitors to watch court proceedings. Quasi-outdoor recreation is provided off each housing unit, accessible through the dayroom. This facility provides the most extensive and up to date medical facilities in the County's jail system with an Outpatient Housing Unit and several exam rooms, a medication room, safety cells, a medical isolation room, and observation rooms. Dental services are also offered at this facility.

Tulare County Detention System Bed Capacity and Configuration

Total Bed Capacity: The Table below indicates the type of housing and bed capacity at the four jails within the Tulare County detention system. The specific capacity of the individual housing units may also change according to the classification needs required to manage the inmate population.

Although the detention system has a total available bed capacity of 1,733 beds, not all of the beds are rated by the BSCC.

| Inmate Custody Bed Capacity by Jail | | | |
|--|------------------------|----------------------------|-----------------------------|
| <i>Jail Facility</i> | <i>Type of Housing</i> | <i>BSCC Rated Capacity</i> | <i>Total Number of Beds</i> |
| Men's Correctional Facility | Open Dormitory | 366 | 366 |
| Main Jail | Single Safety Cell | 0 | 2 |
| | Single Cell | 38 | 38 |
| | Double Cell | 2 | 2 |
| | Dorm (4-person) | 16 | 16 |
| | Dorm (8-person) | 56 | 56 |
| | Dorm (16-person) | 160 | 160 |
| Bob Wiley Detention Facility | Single Cell | 52 | 52 |
| | Single Cell ADA | 6 | 6 |
| | Double Cell | 558 | 558 |
| | Open Dormitory | 80 | 80 |
| Adult Pre-Trial Detention Facility | Single Safety Cell | 0 | 3 |
| | Single Isolation Cell | 0 | 2 |
| | Single Cell | 16 | 24 |
| | Double Cell | 368 | 368 |
| Total System Beds | | 1,718 | 1,733 |

Tulare County Detention System Functional Use Area Analysis

Functional Use Areas (FUA) are defined as portions of the building that have a similar function or purpose. All buildings are designed with specific rooms for specific functions. Over time, these uses and functions shift. In order to understand how a building is currently being used, it is helpful to perform an analysis of the Functional Use Areas. Jails have very specific and unique Functional Use Areas compared with buildings that are typically used by the general public. Most of these occur in every jail; others vary according to the needs of a specific jail.

Because of the size and complexity of the Tulare County Detention System, there are 18 Functional Use Areas:

- eleven interior detention Functional Use Areas,
- five exterior detention Functional Use Areas, and
- two “non-jail” Functional Use Areas, one that is associated with Sheriff’s Department functions and one that is associated with other Criminal Justice agencies (Court, District Attorney, etc.).

Refer to Appendix B Tulare County Jail Functional Use Area Definitions.

The Table below shows the results of the Functional Use Area analysis for the Tulare County detention system. The Table shows three components: (1) the total gross square footage of each FUA, (2) the percentage of the total interior space that each FUA utilizes, and (3) the ratio of FUA square footage per rated bed. The eleven interior Functional Use Areas shown on the Table will be the basis of comparison between the Tulare County Jail and other California jails of similar size that occurs later in this report. **Refer to Section 6: Facility Assessment and Evaluation.**

| Tulare County Jail Space Allocations for Detention System Functional Use Area Analysis | | | | | | | |
|---|---------------|--------------------|----------------|---------------|----------------|----------------------------------|----------------|
| Functional Use Area (FUA) | Main Jail | Pre-Trial Facility | Bob Wiley | MCF | Total Sq. Ft. | GSF per Rated Bed ⁽¹⁾ | % of Total GSF |
| 1. Administration | 1,089 | 9,288 | 5,079 | 4,796 | 20,252 | 11.8 | 6.35% |
| 2. Visiting / Lobby / Public | 2,526 | 4,469 | 4,788 | 618 | 12,401 | 7.2 | 3.89% |
| 3. Food Service | 2,106 | 0 | 8,182 | 0 | 10,288 | 6.0 | 3.23% |
| 4. Central Control | 413 | 373 | 366 | 297 | 1,449 | 0.8 | 0.45% |
| 5. Maintenance / Storage / Utility | 5,372 | 4,128 | 12,047 | 410 | 21,957 | 12.8 | 6.89% |
| 6. Laundry | 94 | 0 | 1,818 | 181 | 2,093 | 1.2 | 0.66% |
| 7. Intake / Release | 1,511 | 9,990 | 4,555 | 788 | 16,844 | 9.8 | 5.28% |
| 8. Medical / Mental Health | 635 | 6,867 | 2,262 | 469 | 10,233 | 6.0 | 3.21% |
| 9. Inmate Programs | 0 | 5,599 | 1,898 | 5,222 | 12,719 | 7.4 | 3.99% |
| 10. Housing / Dayroom | 20,541 | 57,468 | 83,916 | 30,928 | 192,853 | 112.3 | 60.47% |
| 11. Interior Circulation | 2,378 | 11,541 | 2,925 | 965 | 17,809 | 10.4 | 5.58% |
| Subtotal Jail Interior FUA | 36,665 | 109,723 | 127,836 | 44,674 | 318,898 | 185.7 | 100.00% |
| 12. Vehicle Sally port | 1,137 | 4,972 | 2,041 | 1,326 | 9,476 | | |
| 13. Outdoor Circulation | 0 | 0 | 1,002 | 0 | 1,002 | | |
| 14. Quasi-Outdoor Circulation | 0 | 0 | 0 | 0 | 0 | | |
| 15. Outdoor Recreation | 0 | 0 | 12,868 | 38,131 | 50,999 | | |
| 16. Quasi-Outdoor Recreation | 1,711 | 7,791 | 0 | 0 | 9,502 | | |
| Subtotal Jail Exterior FUA | 2,848 | 12,763 | 15,911 | 39,457 | 70,979 | | |
| TOTAL JAIL AREA | 39,513 | 122,486 | 143,747 | 84,131 | 389,877 | | |
| 17. Non-Jail - Sheriff’s Department | 14,310 | 0 | 0 | 0 | 14,310 | | |
| 18. Non-Jail - Criminal Justice ⁽²⁾ | 0 | 5,476 | 74 | 179 | 5,729 | | |
| Subtotal Non-Jail Functional Area | 14,310 | 5,476 | 74 | 179 | 20,039 | | |
| TOTAL FUNCTIONAL USE AREA | 53,823 | 127,962 | 143,821 | 84,310 | 409,916 | | |

Notes:

- 1) BSCC rated bed capacity for the Tulare County Detention System is 1,717 inmates.
- 2) Functional area for this line item is associated with the Arraignment Court, District Attorney, Public Defender and / or Parole.

As the data on the previous Table shows, the total gross square footage of Tulare County Jail System space consists of **318,898** square feet of interior Functional Use Area space, which represents an average of **185.7** square feet per BSCC-rated custody bed. Typically, housing and dayroom areas comprise more than half of the entire jail area.

FUNCTIONAL USE AREA DIAGRAMS

The Functional Use Area data shown on the Table on the previous page was derived from calculations of building area for all of the jail facilities in Tulare County. The floor plan for each building was reviewed and FUA boundaries established. Color graphical diagrams were developed to identify the location and extent of each FUA. These diagrams provide a snapshot of how Tulare County is currently using the space within each of their jails. The FUA Diagrams are included in ***Section 6: Facility Assessment and Evaluation.***

The remainder of this Section provides a series of photographs highlighting key areas and Functional Use Area operations in the Tulare County Jail System.

Men's Correctional Facility Photo Layout



Administration - Program Coordinator Office



Building B / C - Vehicle Sallyport



Building C - Outdoor Recreation Yard



Building B / C - Medical Exam



Housing C - Dayroom / Program



Housing E - Dormitory

Main Jail Photo Layout



Sheriff's Department and Main Jail



Visiting



Linear-design Housing Corridor



Open Bar-Front Inmate Cell



Medical Exam



Roof-top Recreation Yard

Bob Wiley Detention Facility Photo Layout



Housing Unit 1 (Females) – Dormitory and Dayroom



Housing Unit 2 (Males) - Dayroom



Storage



Medical Exam



Kitchen



Laundry

Adult Pre-Trial Detention Facility Photo Layout



Conference / Training Room



Booking - Body Scanner



Booking – Docile Waiting



Central Control



Podular-Design Housing Unit and Dayroom



Medical Exam

SECTION 6: FACILITY ASSESSMENT AND EVALUATION

Tulare County Detention Division Needs Assessment Update

Process Overview and Physical Conditions of the Tulare County Jails

The information in this Section of the Jail Needs Assessment Study focuses on an overall assessment and evaluation of the Tulare County Jail System structure and key building systems including security and electronics. The facility survey and assessment information reported in this Section focuses on identifying the detention facilities' physical plant and building system strengths and weaknesses. This information was used to determine the continued usefulness and overall economic viability of the structures.

The assessment focused on factors that included:

- (1) Configuration and intended security levels
- (2) Defined uses of the facilities
- (3) Physical condition of the building elements
- (4) Quality of the spaces
- (5) Ability to achieve intended security and level of safety for staff and inmates as well as compliance with standards



Tulare County Main Jail

The Assessment was conducted over several months and involved discussions with Sheriff's personnel. The information obtained was intended to provide a broad based understanding about the adequacy of the space and physical arrangement of the four jails that comprise the Tulare County Jail System. It was also intended to provide insight into several fundamental questions about the overall characteristics, continued use and future expandability of the facilities.



Bob Wiley Detention Facility

The facility survey / assessment looked at previous reports, inspections, maintenance logs, capital expenditures, and any other documents or work products that influenced or have altered the status of the facility. Information on physical layout, dimensions and utilization of the detention facility was developed by observation, measurement, and drawings. Information on the history of the institution's defined use was obtained directly from facility personnel. Space measurements from architectural plans were taken from the outside of exterior walls to the center line of the wall between adjacent interior rooms.

Using the information from the facilities survey and evaluation, Vanir examined the following planning questions for each of the facilities:

1. Is the detention facility and support space sufficiently sized, configured, and in a condition from a physical plant perspective, to support the security level and program requirements of the adult offender population?

2. Are there renovations, remodeling, or other building modifications which can be made to the existing facility which would make better use of available space for staff, inmates, and the public?
3. Does the local adult facility contain building elements or systems which present excessive liability for the County when continuing to operate or use the facility at current "ADP" levels?
4. What is the remaining useful life of the facility?
5. Can the existing facility be economically expanded to accommodate future increased populations?
6. What are the likely and probable construction costs the County will experience in responding to expansion of the institution?
7. Has the County utilized all alternatives to incarceration to limit the population growth in each of the facilities?
8. Have there been significant changes in either the volume or characteristics of male / female inmate population which should be recognized in any remodeling or housing construction plan to expand the capacity of the facility? Are there selected "special" sub-populations of inmates currently being housed in the facility which could be better served through a different housing configuration or security custody response?
9. Where could expansions occur within the facility site plan that would be compatible with the department's operational standards?
10. Would the future facility be operated under the current custody philosophy?
11. What would be the immediate, short, mid, and long range phased construction recommendations needed to satisfy and / or address the project's identified facility requirements for the Tulare County Jail System?
12. What are the likely and probable operational and construction costs the County will experience in responding to expansion of the institution?

The Tulare County Jail System was evaluated from two primary perspectives. The first was Building Systems, which looked at the physical facility, such as plumbing, electrical, etc. The second was Functional Use Areas, which looked at how space within the building was allocated and being used.

These two criteria were evaluated according to the following components:

| | |
|---|---|
| <p><u>Building Systems:</u></p> <ol style="list-style-type: none"> 1. Space 2. HVAC 3. Plumbing 4. Electrical / Lighting 5. Noise Control 6. Fire Safety 7. Handicapped / ADA 8. Structures 9. Security | <p><u>Functional Use Areas:</u></p> <ol style="list-style-type: none"> 1. Administration 2. Visiting / Lobby / Public 3. Food Service 4. Central Control 5. Maintenance / Storage / Utility 6. Laundry 7. Intake / Release 8. Medical / Mental Health 9. Inmate Program 10. Housing / Dayrooms 11. Interior Circulation |
|---|---|

ORGANIZATION OF THE FACILITY ASSESSMENT AND EVALUATION

This information in this section of report is organized as follows:

- Building Elements and Systems Assessment Overview
- Spatial and Functional Use Assessment Overview
- Individual Jails:
 - Building Elements and Systems Assessment
 - Spatial and Functional Use Assessment
 - Functional Use Area Allocations and Layouts
 - Functional Use Areas (FUA) Evaluations
- Conclusions

Building Elements and Systems Assessment Overview

The methodology used in the facility evaluation process involved the collection, analysis, and assessment of the following data:

Facility Survey and Evaluation Data

- **Facility Description:** Principal items of information gathered include the date of construction of each facility, total square footage, building configuration, construction type, and the physical arrangement of space. The number and rated bed capacity of each housing unit, security classifications of living units, and history of structural changes (i.e., additions, renovations, and remodeling) are also identified. Identifiable utility, water, sanitary, heating / ventilating / air conditioning (HVAC) and lighting elements for the building and other information about the institution's fire and life safety systems (fire sprinklers, fire alarms, smoke detectors) was also collected.
- **Defined Functional Use Areas of Jail Facility:** The total gross square footage of each facility was calculated. Square footage space allocation measurements for 18 pre-defined Functional Use Areas (FUA) were developed. These FUAs are categories of spaces grouped into a "title" that encompasses all the adjacent associated spaces. For instance, "Food Service" will contain the kitchen, scullery, food storage area, loading dock for kitchen, dining area, coolers, dry storage, bakery, and janitor's closet in food service only, walk-in coolers, dining room, and kitchen supervisor's office if in food service area, and toilets rooms if in food service area. Uniform definitions of the space included in each FUA were applied in the calculation of the space breakdowns. A comparative space utilization analysis was undertaken as part of the review of the physical characteristics of each institution. The FUA's considered in the facility evaluation are those generic spaces found in detention type facilities. Refer to ***Spatial and Functional Use Assessment*** for additional information.
- **Standard Building and Design Criteria:** This review and assessment involved surveying each jail for: (1) appropriate size and efficiency, expansion, capabilities, location and adjacencies of departments, (2) systems - HVAC, plumbing, electrical and lighting, (3) fire and life safety - fire sprinklers, smoke detectors, alarms and panels, doors, emergency lighting, fire resistive materials, furniture and equipment, (4) codes and standards including ADA standards, (5) maintenance - interior I exterior structure, systems, grounds, (6) site - landscaping, parking, handicapped access, walks, curbs, and drainage, (7) structure - exterior walls, roof, foundations, windows, doors, overhangs and chimneys, (8) infrastructure - interior walls, floors, ceilings, finishes, stairs, hand rails, locks, hardware, and flues, and (9) energy conservation - orientation, glazing, insulation, and shading. The Standard Building and Design Criteria review focused on the areas and issues indicated on the Table on the following page.

| Detention Facility Survey and Evaluation Data | |
|---|--|
| Building Component | Condition |
| Roof | Leaks, bubbles, cracks, loose tiles |
| Exterior Walls | Cracks, condition of surface |
| Structure | Visible signs of structural problems; cracks in walls, floors or ceilings |
| Windows | Operate and lock properly, glazing, sealants |
| Doors | Operate and lock properly |
| Interior: Floors | Cracks, condition of surface |
| Interior: Walls | Non-structural cracks, condition of surface |
| Interior: Ceilings | Cracks, condition of surface |
| Heating, Ventilation, and Air Conditioning | Operation, reliability, level of maintenance required / available |
| Plumbing | Operation, reliability, surfaces, level of maintenance required / available |
| Electrical System | Operation, reliability, safety, level of maintenance required / available |
| Lighting Systems | Operation, reliability, surfaces, level of maintenance required / available |
| Communications | Operation, reliability, surfaces, level of maintenance required / available |
| Security Equipment and Systems | Operation, reliability, surfaces, level of maintenance required / available |
| Physical Security Items | For locks, doors, windows, fences: Operation, reliability, surfaces, level of maintenance required / available |
| Fire Safety Monitors and Fire Sprinklers | Operation, reliability, surfaces, level of maintenance required / available |
| Kitchen Equipment | Operation, reliability, surfaces, level of maintenance required / available |
| Site Paving | For parking and walks: paved or not, cracks, potholes, smooth for safety and handicap access |
| Outdoor Areas | Paved or not, cracks, potholes, smooth for safety and handicap access |

- Quality of Systems:** Assessments of the current condition of the primary building elements and systems which support each of the Tulare County Jails were also made. Judgments about systems considered a number of factors involving the quality of materials, reoccurring failures, operability, the ease or difficulty in getting parts or service, and how quickly a repair or upgrade may have been made.
- Quality of Existing Space:** A separate assessment and rating of the quality of each building and space was also undertaken. The ratings assigned to each space took into account factors including appropriates in: (1) size, (2) efficiency / organization, (3) ability to expand, (4) circulation, (5) location, (6) adjacencies, and (7) level of privacy.

Overall conclusions about the adequacy of each detention facility and the space provisions focused on standard building and design criteria as well as the systems needed to support the operation of such a facility. Discussions with staff and their opinion of the space and building systems were also taken into account when evaluating a particular space or area. This information and analysis helped provide insight into several fundamental questions about the overall characteristics, continued use, and future expandability of each of the four jail facilities.

The conclusions about the adequacy of the jails' space provisions have also incorporated the evaluators' professional knowledge of standard building and design criteria as well as the systems needed to support the operation of adult detention facilities like those in Tulare County.

Survey tools were used to allow the consultants to provide summary ratings for the different FUA's in each of the detention facilities. The areas included in the evaluation are related to categories of standard building design criteria and systems needed the operations of a detention facility. Scoring of the nine building elements / systems and eleven Functional Use Areas were made on a four-point scale of values from 0 to 3 as follows:

| Tulare County Building Assessment Ratings Scale | |
|--|-----------------|
| 0 = | Very Inadequate |
| 1 = | Inadequate |
| 2 = | Adequate |
| 3 = | Very Adequate |

Analysis and results of the Building Elements and System Summary Evaluations are included in the subsection for each individual jail later in this Section.

Spatial and Functional Use Assessment Overview

The Functional Use Areas (FUA) used in this analysis are typical categories of functions and spaces found in most jails throughout California. The use of FUA's allows a facility containing numerous differing spaces to be categorized and compared, averaged, and described.

The FUA's were aligned with a database that was originally developed by the Board of State and Community Corrections (BSCC). The database tracks how new jails, built since the 1990's, have allocated Functional Use Areas in their designs. By using the same categories for this analysis, the Tulare County jails can be compared to that database to see where there are deficiencies or excesses.

The eighteen FUA's reviewed in the Tulare County jail are shown below. Only the eleven FUA's in the "Interior FUA's" column will be compared to the BSCC database.

| Interior FUA's | Exterior FUA's | Non-Jail FUA's |
|------------------------------------|-------------------------------|------------------------------------|
| 1. Administration | 12. Vehicle Sallyport | 17. Non-Jail: Sheriff's Department |
| 2. Visiting / Lobby / Public | 13. Outdoor Circulation | 18. Non-Jail: Criminal Justice |
| 3. Food Service | 14. Quasi-Outdoor Circulation | |
| 4. Central Control | 15. Outdoor Recreation | |
| 5. Maintenance / Storage / Utility | 16. Quasi-Outdoor Recreation | |
| 6. Laundry | | |
| 7. Intake / Release | | |
| 8. Medical / Mental Health | | |
| 9. Inmate Programs | | |
| 10. Housing / Dayrooms | | |
| 11. Interior Circulation | | |

The FUA's considered in the facility evaluation are those generic spaces found in detention type facilities. The total allocated amount of space for each detention / jail Functional Use Area is summarized for comparison and assessment purposes. The gross square footage, percent of interior space, and the space available for each rated bed by Functional Use Area is also shown in the Table.

Tulare County has four jails within its adult detention system, each constructed at least a decade apart.

- The **Men's Correctional Facility** (1941) has a rated-capacity of 366 inmates. It is comprised of four separate buildings, with a total of five housing units for adult male inmates. Each housing unit has access to a separate, large outdoor recreation area, and all units are open dormitory housing.
- The **Main Jail** (1962) has a rated-capacity of 272 inmates. The building has functional area on six levels. The first two levels contain some Jail functions as well as a variety of Non-Jail functions related to the Sheriff's Department. The middle three levels are inmate housing. The top roof level is a partially enclosed outdoor recreation area. This facility connects via a tunnel to the Superior Court.
- The **Bob Wiley Detention Facility** (1986) has a rated-capacity of 695 inmates. It is comprised of four housing units, an administration building, and support services buildings. The housing units are double tiered, each with two or three separate pods of inmates. The buildings are connected via outdoor walkways. This jail is connected to the Adult Pre-Trial Detention Facility via an enclosed corridor.
- The **Adult Pre-Trial Detention Facility** (1999) has a rated-capacity of 384 inmates. It is one enclosed structure with eight distinct housing units, each double tiered. Circulation is through interior corridors, including a connection with the adjacent Bob Wiley Detention facility.

Functional Use Area Calculation Methodology. In order to determine the aggregate gross square footage of the Functional Use Areas in these four jails, AutoCAD was used to develop floor plans from the original construction drawings, with some verification measurements taken at the Jail. Due to the age of the Men's Correctional Facility, no drawings were available, so the consultant team developed drawings based entirely on field measurements. Once drawings were available, Functional Use Area boundaries were identified and measurements established. Gross square footage calculations included all rooms, corridors, walls, mezzanines, structural columns, staircases, elevators, chases, etc. within the perimeter of the building. At exterior walls, measurements were taken from the outside face of the exterior wall. At interior walls, measurements were taken at the center line of the walls. Each individual room / area of the building was assigned to one of the 18 Functional Use Area categories, and color-coded. These categories were then totaled for the each jail. Refer to the subsection for each individual jail for the Functional Use Diagrams developed for each jail.

The Table on the following page shows the total square footage for each of the FUA's at each of the four jails. In addition, a "system" total includes the sum total space assigned to each of the Functional Use Areas across all four jails.

At the far right of the Table, there are two columns showing comparison calculations for the entire Tulare County Detention System:

- 1) One column contains a ratio of the Functional Use Area per BSCC-rated inmate bed.
- 2) The second column contains a percentage of total space that each Functional Use Area comprises.

**Tulare County Jail Space Allocations for Detention System
Functional Use Area Square Footage**

| Building / Space | MCF | Main Jail | Bob Wiley | Pre-Trial Facility | Total Sq. Ft. | Sq. Ft. / Rated Bed⁽¹⁾ | % of Total Sq. Ft. |
|---|---------------|------------------|------------------|---------------------------|----------------------|--|---------------------------|
| 1. Administration | 4,796 | 1,089 | 5,079 | 9,288 | 20,252 | 11.8 | 6.35% |
| 2. Visiting / Lobby / Public | 618 | 2,526 | 4,788 | 4,469 | 12,401 | 7.2 | 3.89% |
| 3. Food Service | 0 | 2,106 | 8,182 | 0 | 10,288 | 6.0 | 3.23% |
| 4. Central Control | 297 | 413 | 366 | 373 | 1,449 | 0.8 | 0.45% |
| 5. Maint / Storage / Utility | 410 | 5,372 | 12,047 | 4,128 | 21,957 | 12.8 | 6.89% |
| 6. Laundry | 181 | 94 | 1,818 | 0 | 2,093 | 1.2 | 0.66% |
| 7. Intake / Release | 788 | 1,511 | 4,555 | 9,990 | 16,844 | 9.8 | 5.28% |
| 8. Medical / Mental Health | 469 | 635 | 2,262 | 6,867 | 10,233 | 6.0 | 3.21% |
| 9. Inmate Programs | 5,222 | 0 | 1,898 | 5,599 | 12,719 | 7.4 | 3.99% |
| 10. Housing / Dayrooms | 30,928 | 20,541 | 83,916 | 57,468 | 192,853 | 112.3 | 60.47% |
| 11. Interior Circulation | 965 | 2,378 | 2,925 | 11,541 | 17,809 | 10.4 | 5.58% |
| Subtotal Jail Interior Functional Use Area | 44,674 | 36,665 | 127,836 | 109,723 | 318,898 | 185.7 | 100.00% |
| 12. Vehicle Sallyport | 1,326 | 1,137 | 2,041 | 4,972 | 9,476 | | |
| 13. Outdoor Circulation | 0 | 0 | 1,002 | 0 | 1,002 | | |
| 14. Quasi-Outdoor Circulation | 0 | 0 | 0 | 0 | 0 | | |
| 15. Outdoor Recreation | 38,131 | 0 | 12,868 | 0 | 50,999 | | |
| 16. Quasi-Outdoor Recreation | 0 | 1,711 | 0 | 7,791 | 9,502 | | |
| Subtotal Jail Exterior Functional Use Area | 39,457 | 2,848 | 15,911 | 12,763 | 70,979 | | |
| TOTAL JAIL AREA | 84,131 | 39,513 | 143,747 | 122,486 | 389,877 | | |
| 17. Non-Jail - Sheriff's Dept. | 0 | 14,310 | 0 | 0 | 14,310 | | |
| 18. Non-Jail - Criminal Justice ⁽²⁾ | 179 | 0 | 74 | 5,476 | 5,729 | | |
| Subtotal Non-Jail Functional Use Area | 179 | 14,310 | 74 | 5,476 | 20,039 | | |
| TOTAL FUNCTIONAL USE AREA | 84,310 | 53,823 | 143,821 | 127,962 | 409,916 | | |

Notes:

1) BSCC rated bed capacity for the Tulare County Detention System is 1,718 inmates.

2) Functional area for this line item is associated with the Arraignment Court, District Attorney, Public Defender and / or Parole.

In order to better understand and identify spatial deficiencies in the Tulare County Detention System, the consultant team compared Tulare County's jails to seven other comparably-sized, medium / large county jail facilities. Data for these seven jails was obtained from a database originally developed by the Board of State and Community Corrections (BSCC). The database contains Functional Use Area (FUA) space allocations by rated bed capacity for 75 new generation adult jail facilities constructed with State bonds beginning in the early 90s. Because very little has changed relating to jail design, this information allowed the consultant team to better understand space shortfalls and other deficiencies associated with the older Tulare County jail facilities.

| Tulare County Detention System Spatial & Functional Use Areas Evaluation | |
|---|-------|
| Gross Square Feet per Rated Bed | |
| Men's Correctional Facility | 122.1 |
| Tulare County Main Jail | 133.8 |
| Bob Wiley Detention Facility | 183.9 |
| Adult Pre-Trial Detention Facility | 276.4 |
| Medium-Size County Jail (Avg.) per BSCC Database | 462.0 |

Note: Comparative evaluation is based on eleven Functional Use Areas occurring in all county jails.

Each of the comparison jails in the BSCC database responds to new building codes, seismic regulations, and changes in minimum jail standards. They also include other operational requirements resulting from numerous lawsuits filed in response to inmate overcrowding conditions which led to the construction of these comparably-sized county jail facilities. The comparison looked at eleven Functional Use Areas common to Type II detention facilities.

The Table on the left shows a comparison between the Tulare County jails and the BSCC database. The total space dedicated to the eleven Functional Use Areas at each jail was added, then divided by the total rated bed capacity. The BSCC database calculation is the average of the seven medium / large county jails in the data set. All of the calculations are shown as gross square feet per rated bed. The Tulare County Detention System contains **185.7** square feet of total interior space per inmate and the State-wide average of seven facilities is **462.0** square feet per inmate. **The Tulare County system provides less than one-half of the average space per bed than that provided in a new generation California jail.**

The following Table uses the same data as above, but shows the distribution of space between the eleven Functional Use Areas that are tracked in the BSCC database, reported as an average gross square foot per bed. The information shows that Tulare County jails are deficient in all Functional Use Area categories.

| TULARE COUNTY DETENTION SYSTEM - SQUARE FOOT COMPARISON | | |
|--|--------------------------|----------------------|
| | MED / LG DATABASE | TULARE COUNTY |
| Functional Use Area | Avg. SF / Bed | SF / Bed |
| 1. Administration | 31.4 | 11.8 |
| 2. Visiting / Lobby / Public | 16.8 | 7.2 |
| 3. Food Service | 8.4 | 6.0 |
| 4. Central Control | 1.3 | 0.8 |
| 5. Maintenance / Storage / Utility | 35.6 | 12.8 |
| 6. Laundry | 1.3 | 1.2 |
| 7. Intake / Release | 44.4 | 9.8 |
| 8. Medical / Mental Health | 29.4 | 6.0 |
| 9. Inmate Programs | 15.4 | 7.4 |
| 10. Housing / Dayrooms | 234.4 | 112.3 |
| 11. Interior Circulation | 43.6 | 10.4 |
| Interior Functional Use Areas | 462.0 | 185.7 |

The remainder of this section of the Needs Assessment Update provides an individual analysis of the four Tulare County jails. The analysis looks at both Building Systems and Spatial / Functional Use Areas.

MEN'S CORRECTIONAL FACILITY

The Men's Correctional Facility (MCF) was originally constructed in 1941 as barracks for Army personnel training as aviators at Sequoia Field during World War II. It was converted to a jail in the early 1960's. The



facility has a fixed capacity of 366 inmates. There are five distinct units of open dormitory housing, each with individual access to a large outdoor recreation space. An administration building contains a mixture of administration, programming, and public spaces, including a lobby and a large multipurpose room, used part time for contact visiting.

Due to the facility's age and multiple renovations over time, various Title 24 Building Code Standards apply to different spaces within the facility, including those from years 1963, 1994, 2001, and 2005.

Building Elements and Systems Assessment

The building elements and systems assessment for the Men's Correctional Facility was conducted by the consultant team, with additional input from the maintenance staff at the Sheriff's Department, as well as facility applicable maintenance records, if available. Overall evaluation and conclusions about the adequacy of the facility focused on standard building and design criteria as well as the systems needed to support the operation of the facility. The assessment was intended to evaluate overall characteristics, continued use and future expandability of the jail.

Individual buildings systems were rated on a four point scale, and evaluated for each of the eleven interior Functional Use Areas as indicated below:

| |
|--|
| <p>Building Assessment Rating Scale</p> <p>0 = Very Inadequate 1 = Inadequate 2 = Adequate 3 = Very Adequate</p> |
|--|

| |
|--|
| <p style="text-align: center;"><u>Functional Use Areas:</u></p> <ol style="list-style-type: none"> 1. Administration 2. Visiting / Lobby / Public 3. Food Service 4. Central Control 5. Maintenance / Storage / Utility 6. Laundry 7. Intake / Release 8. Medical / Mental Health 9. Inmate Programs 10. Housing / Dayrooms 11. Interior Circulation |
|--|

The identification numbers for the Functional Use Areas shown on the chart above are used on the table on the following page.

| Men's Correctional Facility Building Space / Systems Quality Evaluation Ratings | | | | | | | | | | | | |
|--|---|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Building Systems / Elements | Evaluation Ratings / Functional Use Areas | | | | | | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | Average |
| Space | 2 | 2 | N/A | 1 | 0.5 | N/A | 0.5 | 1 | 1.5 | 1.5 | 1 | 1.2 |
| HVAC | 1 | 1 | N/A | 1 | 0 | N/A | 1 | 1 | 1 | 1 | 1 | 0.9 |
| Plumbing | 1 | 1 | N/A | 1 | 1 | N/A | 1 | 1 | 1 | 1 | 1 | 1.0 |
| Electrical / Lighting | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Noise Control | 0 | 0 | N/A | 0 | 0 | N/A | 0 | 0 | 0 | 0 | 0 | 0.0 |
| Fire Safety | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 |
| Handicapped / ADA | 0.5 | 0.5 | N/A | N/A | N/A | N/A | 0 | 0.5 | 0 | 0.5 | 0 | 0.2 |
| Structures | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 |
| Security | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 |
| Total | 8 | 8 | N/A | 6.5 | 5 | N/A | 6 | 7 | 7 | 7.5 | 6.5 | 6.8 |
| Summary Space / Systems Rating | 0.9 | 0.9 | N/A | 0.7 | 0.6 | N/A | 0.7 | 0.8 | 0.8 | 0.8 | 0.7 | 0.8 |

*Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate.
N/A – indicates the space or system does not exist for evaluation, or is not required.*

From the evaluation assessment that was completed of the Jail's space and building systems, the consultant team has assigned Men's Correctional Facility an overall score of 0.8 or "Very Inadequate." As the Chart above shows, low ratings have been assigned to all of the eleven Functional Use Areas the consultants evaluated in the Needs Assessment Study. Although the jail's electrical and lighting systems appear to be adequate, all of the individual Functional Use Areas have significant deficiencies. The remaining information in this section provides additional insight into the strengths and weaknesses the consultants have associated with each of the eleven key Functional Use Areas contained in the MCF Type II Jail facility.

An evaluation and scoring of the systems at the Men's Correctional Facility are represented in the chart below from worst to best. At the top of the list (lowest score) is overall space requirements. The consultant team believes the best score for the jail can be assigned to the utilities. Currently, the average rating of all nine building systems comes to just **0.8**, which is very inadequate.

| Men's Correctional Facility | |
|--|---------|
| System | Ranking |
| Noise Control | 0.0 |
| Handicapped / ADA | 0.2 |
| Fire Safety | 0.5 |
| Structures | 0.5 |
| Security | 0.5 |
| HVAC | 0.9 |
| Plumbing | 1.0 |
| Space | 1.2 |
| Plumbing | 1.0 |
| Elect / Lighting | 2.0 |
| <i>Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate.</i> | |

BUILDING ELEMENTS AND SYSTEM SUMMARY EVALUATION

The consultant team made note of the following Building Systems strengths and weaknesses. These elements should be considered in future planning for the jail system.

System Strengths:

- The location is part of a greater County Complex housing other applicable services, including two other detention facilities and the farm that supplies inmate food.
- HVAC is provided throughout the buildings.

System Deficiencies:

- The location lacks direct access from the jail to the Court, requiring inefficient and less safe vehicle transport of prisoners.
- Plumbing is old and should be replaced in several locations.
- Exterior stucco is aging and wearing.
- No fire sprinkler system throughout facility.
- No ADA accessibility.
- Interior restroom finishes are wearing and chipping away.
- HVAC is often not adequate for the peak summer days.
- Open dormitories provide poor acoustics with so many beds.



Housing D – Toilet Room



Housing C – Exterior Walkway



Housing B – Shower Room



Housing A – Exterior / Roof-top Mechanical

Spatial and Functional Use Assessment

In the following Table, the total allocated amount of space for each detention / jail Functional Use Area is summarized for comparison and assessment purposes. These Functional Use Areas are typical categories of spaces found in most jails throughout California. The gross square footage, percent of interior space, and the space available for each rated bed by Functional Use Area is also shown in the Table.

| Tulare County Jail Space Allocations for Men's Correctional Facility Functional Use Area Square Footage | | | |
|--|---------------|--------------|---------------|
| Building / Space | Total SF | SF / Bed | % of SF |
| 1. Administration | 4,796 | 13.1 | 10.7% |
| 2. Visiting / Lobby / Public | 618 | 1.7 | 1.4% |
| 3. Food Service | 0 | 0.0 | 0.0% |
| 4. Central Control | 297 | 0.8 | 0.7% |
| 5. Maintenance / Storage / Utility | 410 | 1.1 | 0.9% |
| 6. Laundry | 181 | 0.5 | 0.4% |
| 7. Intake / Release | 788 | 2.2 | 1.8% |
| 8. Medical / Mental Health | 469 | 1.3 | 1.0% |
| 9. Inmate Programs | 5,222 | 14.3 | 11.7% |
| 10. Housing / Dayroom | 30,928 | 84.5 | 69.2% |
| 11. Interior Circulation | 965 | 2.6 | 2.2% |
| Subtotal Jail Interior Functional Area | 44,674 | 122.1 | 100.0% |
| 12. Vehicle Sallyport | 1,326 | | |
| 13. Outdoor Circulation | 0 | | |
| 14. Quasi-Outdoor Circulation | 0 | | |
| 15. Outdoor Recreation | 38,131 | | |
| 16. Quasi-Outdoor Recreation | 0 | | |
| Subtotal Jail Exterior Functional Area | 39,457 | | |
| TOTAL JAIL SPACE | 84,131 | | |
| 17. Non-Jail - Sheriff's Administration | 0 | | |
| 18. Non-Jail - Criminal Justice ⁽¹⁾ | 179 | | |
| Subtotal Non-Jail Functional Area | 179 | | |
| MCF TOTAL FUNCTIONAL AREA | 84,310 | | |

Notes:

1) Functional area for this line item is associated with Parole.

The review of the defined uses of space in the Jail showed that the facility contains **44,674** gross square feet of interior Functional Use Area. This provides a total of **122.1 square feet** of facility space available to support each of the 366 rated detention custody beds located in the Jail.

COMPARISON OF MEN'S CORRECTIONAL FACILITY WITH THE BSCC JAIL DATABASE

In order to better understand and identify space deficiencies in MCF, the consultant team also used for comparisons a summary breakdown of the amount of square feet per rated inmate bed in each Functional Use Area from a database. The database contains Functional Use Area space allocations by rated bed capacity for 78 new generation adult jail / detention facilities constructed with State bonds beginning in the early 90s.

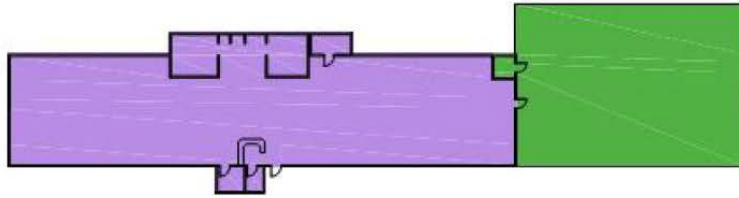
The following table provides a comparison of MCF to the seven medium / large jails in the BSCC jail database.

| TULARE COUNTY DETENTION SYSTEM - SQUARE FOOT COMPARISON | | |
|--|---|-------------------------|
| Functional Use Area | MED / LG DATABASE Avg SF / Bed | MCF SF / Bed |
| 1. Administration | 31.4 | 13.1 |
| 2. Visiting / Lobby / Public | 16.8 | 1.7 |
| 3. Food Service | 8.4 | 0.0 |
| 4. Central Control | 1.3 | 0.8 |
| 5. Maintenance / Storage / Utility | 35.6 | 1.1 |
| 6. Laundry | 1.3 | 0.5 |
| 7. Intake / Release | 44.4 | 2.2 |
| 8. Medical / Mental Health | 29.4 | 1.3 |
| 9. Inmate Programs | 15.4 | 14.3 |
| 10. Housing / Dayroom | 234.4 | 84.5 |
| 11. Interior Circulation | 43.6 | 2.6 |
| Interior Functional Use Areas | 462.0 | 122.1 |

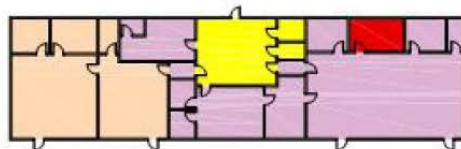
The information shows that MCF contains 122.1 square feet per rated-bed of interior functional area while the state-wide average of seven medium / large jails is 462.0 square feet. There is virtually no room for growth in any of the defined functional use spaces. Based on this comparative data, the Men's Correctional Facility is severely deficient in operational space for inmate functions compared to other modern, new generation jail facilities in California.

Functional Use Area Space Allocations and Layouts

The following three pages include color renderings of the Functional Use Areas within the Men's Correctional Facility. The drawings show the relative size and adjacencies for each of the eleven interior Functional Use Areas contained within the jail.

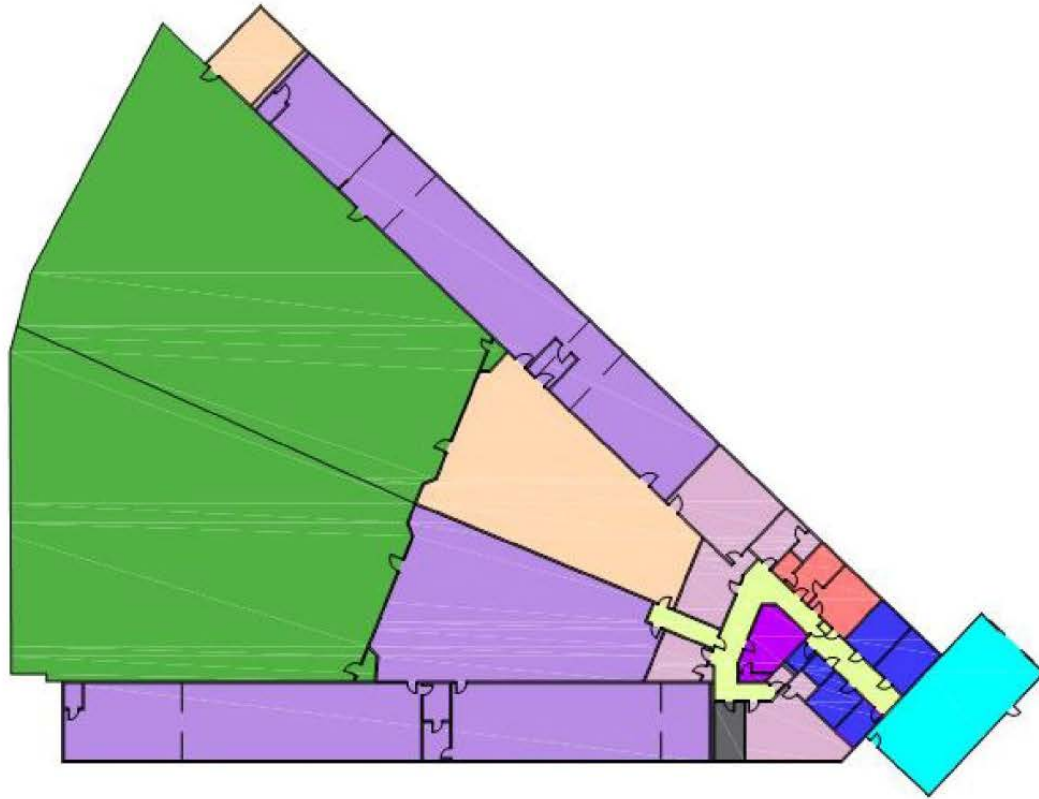


A Building A



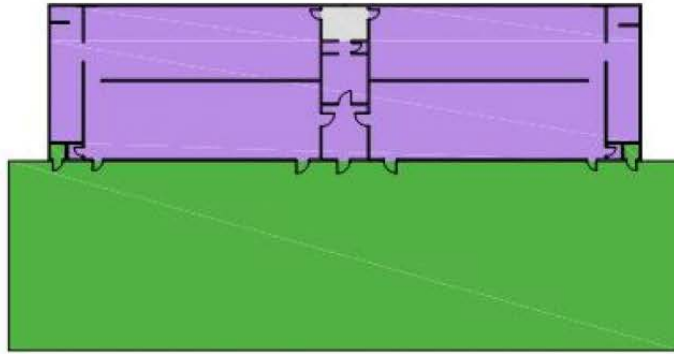
Ad Administration Building

| Men's Correctional Facility - Buildings A and Administration | | |
|--|-----------------------|----------------------------|
| Administration | Intake/Release | Outdoor Circulation |
| Visiting/Lobby/Public | Medical/Mental Health | Quasi Outdoor Circulation |
| Food Services | Inmate Programs | Outdoor Recreation |
| Central Control | Housing/Dayroom | Quasi Outdoor Recreation |
| Maint/Storage/Utility | Interior Circulation | Non-Jail: Sheriff's Dept. |
| Laundry | Vehicle Sallyport | Non-Jail: Criminal Justice |

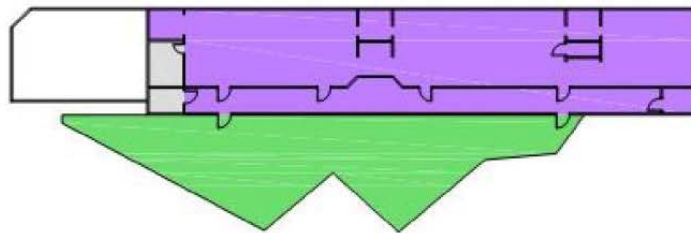


BC Building B and C

| Men's Correctional Facility - Buildings B and C | | | | | |
|---|-----------------------|--|-----------------------|--|----------------------------|
| | Administration | | Intake/Release | | Outdoor Circulation |
| | Visiting/Lobby/Public | | Medical/Mental Health | | Quasi Outdoor Circulation |
| | Food Services | | Inmate Programs | | Outdoor Recreation |
| | Central Control | | Housing/Dayroom | | Quasi Outdoor Recreation |
| | Maint/Storage/Utility | | Interior Circulation | | Non-Jail: Sheriff's Dept. |
| | Laundry | | Vehicle Sallyport | | Non-Jail: Criminal Justice |



D Building D



E Building E

| Men's Correctional Facility - Buildings D and E | | | | | |
|---|-----------------------|--|-----------------------|--|----------------------------|
| | Administration | | Intake/Release | | Outdoor Circulation |
| | Visiting/Lobby/Public | | Medical/Mental Health | | Quasi Outdoor Circulation |
| | Food Services | | Inmate Programs | | Outdoor Recreation |
| | Central Control | | Housing/Dayroom | | Quasi Outdoor Recreation |
| | Maint/Storage/Utility | | Interior Circulation | | Non-Jail: Sheriff's Dept. |
| | Laundry | | Vehicle Sallyport | | Non-Jail: Criminal Justice |

Functional Use Area (FUA) Evaluations

The following information contains a summary review of each of the eleven Functional Use Areas contained in the Men's Correctional Facility. Each section includes a brief description of the FUA, square footage and strengths and deficiencies.

1. Administration



Administration – Administration space is essential to the operations of the detention facility. It is typically located outside of the secure perimeter which allows custody staff to prepare for their shift. The spaces may include: (1) briefing room, (2) training rooms, (3) locker room with showers, (4) assignment room, (5) CERT room, (6) armory, (7) offices, (8) staff conference room, (9) staff lunch room, (10) restrooms, and (11) records. The Men's Correctional Facility contains only a portion of these spaces.

Existing Square Footage: 4,796

Summary Facility Evaluation Rating: 0.9 Very Inadequate

Space Strengths:

- Break room has adequate equipment and space for current staffing.
- Staff lunch room is large.

Space Deficiencies:

- Administration spaces are scattered throughout the Admin building and Buildings B and C, leaving admin functions disjointed and complicating the sharing of resources.
- No showers for staff in locker room.
- Lack of workout room provided for staff to stay physically fit. These spaces are typically provided in law enforcement and corrections facilities and improve morale and retention.
- No specific conference room space for briefing, meetings.
- Current Administration is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **15,112** square feet. The Men's Correctional Facility has **4,796** square feet, two thirds less space than other comparable jail facilities recently constructed throughout the State.

2. Visiting / Lobby / Public



Visiting, Lobby, Public – The inmate visiting space is located in the Administration building. One large multipurpose room is used for contact visiting, accessible through the public lobby. The lobby contains public restrooms and a waiting area separated from the receptionist desk by a security window.

Existing Square Footage: 618

Summary Facility Evaluation Rating: 0.9 Very Inadequate

Space Strengths:

- Multipurpose room is large with space for many simultaneous visits. Space is flexible and able to be adjusted as needed.
- Visiting area is conveniently located with proximity to public parking lot.
- Public restrooms are easily accessible.

Space Deficiencies:

- Difficult to maintain a contraband free facility with contact visitation.
- Poor acoustics in visitation room with people so close to one another.
- Lack of privacy in large open room without separation baffles between visitors.
- No confidential contact visiting space provided for attorneys.
- Current Visiting and Public space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **8,054** square feet. The Men's Correctional Facility has **618** square feet, a thirteenth the space of other comparable jail facilities recently constructed throughout the State.

3. Food Service

Kitchen – This Functional Use Area does not exist at Men’s Correctional Facility. This facility currently receives food deliveries from Bob Wiley Detention Facility, located one mile down the road.

Existing Square Footage: 0

Summary Facility Evaluation Rating: N / A

Space Strengths:

- None.

Space Deficiencies:

- None.

4. Central Control

Central Control – Central Control is located in the building area where Units B and C converge. This control room does not have direct line of sight into housing units but relies on monitors. A typical Central Control provides a high level of staff, public, and inmate safety utilizing electronics equipment to observe, monitor, notify, and control essential areas of the building. Each housing unit has a unit control console on the floor or within an office for staff.

Existing Square Footage: 297

Summary Facility Evaluation Rating: 0.7 Very Inadequate

Space Strengths:

- Door control
- Secure control room
- Housing units can directly observe inmates within the open dorm.

Space Deficiencies:

- Central Control has no direct line of sight into housing units.
- Current Central Control is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **610** square feet. The Men’s Correctional Facility has **297** square feet, half the space of other comparable jail facilities recently constructed throughout the State.

5. Maintenance / Storage / Utility



Maintenance / Storage / Utility – MCF has very little storage, maintenance, or utility space. Maintenance staff typically provides service from their main offices at the Bob Wiley facility. Housing units typically use the staff office space for extra material storage when needed. Unit E has a closet in which extra mattresses are stored for all housing units.

Existing Square Footage: 410

Summary Facility Evaluation Rating: 0.6 Very Inadequate

Space Strengths:

- Some housing units have spigots in water heater closets that serve as a janitor's closet for the building.

Space Deficiencies:

- Not enough space for storage needs.
- Without onsite storage, materials need to be transported from other facilities. While the other two Sequoia Field facilities are relatively close, the transportation does require staff and vehicle time.
- Personal property storage is at or near capacity for the facility.
- Water heater closets are often used for several uses, including storage.
- Current Storage and Utility space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **17,121** square feet. The Men's Correctional Facility has **410** square feet. This is partially due to the sharing of resources within the County's jail complex.

6. Laundry



Laundry – Laundry is done at Bob Wiley. MCJ has a small laundry / clothing storage room with residential washing and drying machines and some clothing storage. However, there is not adequate storage available for clean and soiled clothing.

Existing Square Footage: 181

Summary Facility Evaluation Rating: N / A

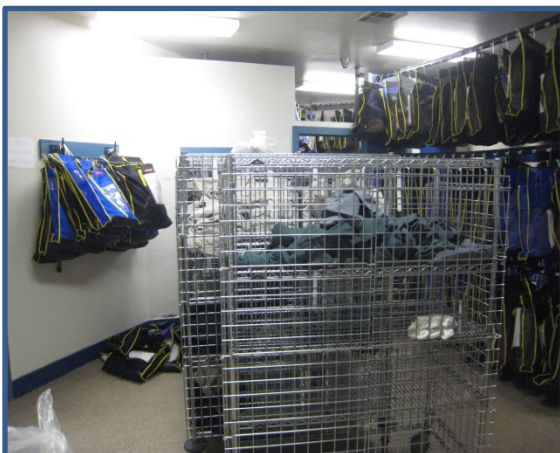
Space Strengths:

- None.

Space Deficiencies:

- Washers and dryers are residential grade and not made for industrial operations as required.
- Clothing storage is inadequate.
- Current Laundry is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **639** square feet. The Men's Correctional Facility has **181** square feet. This is due in part to sharing of County resources between facilities.

7. Intake / Release



Intake / Release – The intake / release function takes place directly off the inmate entry corridor to Units B and C, directly adjacent to the vehicle sallyport. Interview rooms are provided as well as two holding cells.

Existing Square Footage: 788

Summary Facility Evaluation Rating: 0.7 Very Inadequate

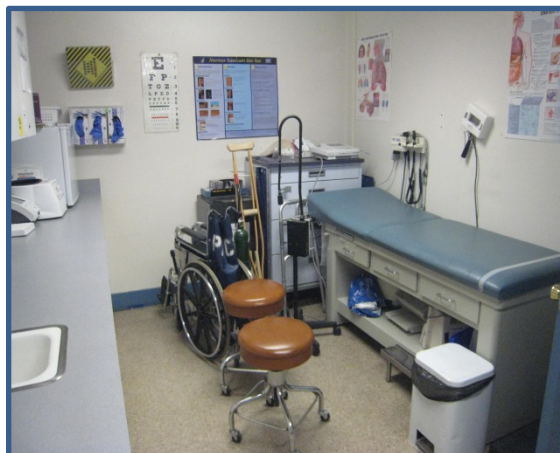
Space Strengths:

- Interview room is small but provides adequate room for two or three people.
- Intake space is directly adjacent to medical space.
- Sallyport is separated from the public lobby area.

Space Deficiencies:

- Intake spaces are on a corridor and not designed for this function. This location prevents access to the facility during exchanges and search processes.
- The number of available holding cells is far too few for the population the facility holds.
- Space is not directly visible to Central Control
- Property storage is overcrowded and can use expansion.
- Facility lacks any sobering cells.
- Current Intake space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **21,336** square feet. The Men's Correctional Facility has **788** square feet, dramatically less space than other comparable jail facilities recently constructed throughout the State. This is due in part to the sharing of functions between County facilities, as booking does not typically happen at this facility.

8. Medical / Mental Health



Medical / Mental Health – The medical clinic is located adjacent to the Intake / Release spaces within Buildings B and C. It consists of an exam room and a medical office along with a small amount of storage space.

Existing Square Footage: 469

Summary Facility Evaluation Rating: 0.8 Very Inadequate

Space Strengths:

- Medical space is directly visible from Central Control

Space Deficiencies:

- Single exam room is not sufficient for a population of 366 inmates.
- No negative pressure rooms available. Inmates requiring this attention must be transported to another facility.
- No true secure waiting area for inmates. Currently inmates must wait in an open hallway where all conversations between staff can be heard or in one of the intake holding cells, which are often at or beyond capacity.
- Space for dirty and clean clothing is lacking. This does not reflect well on disease control.
- Current medical and mental health space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **14,147** square feet. The Men's Correctional Facility has just **469** square feet, significantly less space than other comparable jail facilities recently constructed throughout the State. This is in part due to the sharing of County resources. AP and BW both provide more advanced medical and mental health treatment.

9. Inmate Programs



Inmate Programs – Programs have not historically been provided to the inmates with regularity. However, with the passage of AB 109 and Prop 47 and the diversion of parole violators to County jails as well as other inmates traditionally held at the State level, inmates are serving longer sentences. As a result, Tulare County has been providing many programs in its existing facilities to inmates. The population at MCF is the best equipped to engage in these programming classes, therefore most of the County's programming takes place there. Some of these programs include:

- Alcoholics Anonymous (AA) and Narcotics Anonymous (NA)
- Religious Services
- GED Classes
- Skills for Living
- Computer Skills Class
- Anger Management
- Parenting
- Alcohol and Drug Education
- Child Support Services
- RSAT

Existing Square Footage: 5,222

Summary Facility Evaluation Rating: 0.8 Very Inadequate

Space Strengths:

- Program Staff offices are located at MCF, giving staff more access to this population.
- Dayrooms can provide additional space for programming when needed

Space Deficiencies:

- Large multipurpose rooms typically utilized for programming contain poor acoustics and harsh lighting.
- Utilizing large rooms in place of several smaller rooms limit the number of programs that can occur simultaneously.

- Current programming space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **7,401** square feet. The Men’s Correctional Facility has **5,222** square feet, less space than other comparable jail facilities recently constructed throughout the State.

10. Housing / Dayrooms



Housing / Dayrooms – MCF consists of five housing units, A – E. Each unit is open dormitory style housing. The BSCC rating for the entire facility is 366 between the five units. Each unit has access to an open outdoor recreation yard directly from the dayroom. A small office space is provided in each unit for custody staff and occasionally used as additional facility storage.

Existing Square Footage: 30,928

Summary Facility Evaluation Rating: 0.8 Very Inadequate

Space Strengths:

- All housing units have direct access to outdoor recreation space.
- Dayroom space is lit with natural light.

Space Deficiencies:

- Housing units’ infrastructure is worn and in need of replacement.
- Older housing units do not meet today’s seismic codes.
- Housing units lack proper acoustic materials for noise control.
- While benches and grab bars have been added to some restrooms along with other efforts made, the facilities are still not fully ADA-compliant.
- Current housing space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **112,640** square feet. The Men’s Correctional Facility has **30,928** square feet. Dorms are typically more space efficient than other housing setups, such as single or double cells.

11. Interior Circulation

Interior Circulation – There is very little interior circulation at MCF. Where it exists, there are narrow corridors with many blind corners. This does not meet current design guidelines and can be dangerous for staff as well as inmates. Since MCF is a campus-style facility, all of the building are connected by exterior walkways.

Existing Square Footage: 965

Summary Facility Evaluation Rating: 0.7 Very Inadequate

Space Strengths:

- Large open dayrooms provide some usable circulation space.

Space Deficiencies:

- Sight lines within many corridors are poor.
- This climate can get very hot in the summer, and exterior circulation is not ideal for staff, public, or inmates.
- While fabric screens block out some of the visual access to the vehicle sallyport, there are still some non-screened chain link portions that could heighten safety and security concerns.
- Current circulation space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **20,947** square feet. The Men's Correctional Facility has **965** square feet. Much of the circulation in this facility is outdoors.

Men's Correctional Facility- Conclusions

From the "Building Space / Systems Quality Evaluation Ratings" Chart included in the beginning of this chapter, the following Functional Use Areas have been identified as highly deficient: (1) Maintenance / Storage / Utility, (2) Medical / Mental Health, (3) Intake / Release, (4) Interior Circulation. Overall each of the following Functional Use Areas are highly deficient in space as compared to the seven facilities in the consultant's database. This is because much of the facility and its infrastructure is of the 1941 era, and jail standards were not used in the facility's design and construction. Today, modern custody standards have emerged along with the space needed to manage jail facilities while providing safety to staff, inmates, and the public. A recap of the deficiencies is as follows:

1. **Maintenance / Storage / Utility** – The facility has little to no dedicated storage space onsite for supplies. As a result, supplies must be transported from other facilities, using more staff hours at times. Because it is an old facility, the utilities are outdated and the maintenance is heavy.
2. **Interior Circulation** – Circulation happens frequently in the outdoors. During the summer season, temperatures are often very high. This is not ideal. Interior corridors in some of the buildings are narrow and have blind spots. This is a safety concern.
3. **Medical** – The medical space is undersized and non ADA-compliant. Lack of waiting space makes this function staff-intensive, increasing the cost to the County. Lack of acoustic privacy is an issue when inmates consult with medical staff.

4. **Space Deficiencies** – In all Functional Use Areas at the Men’s Correctional Facility, the space is less than that of a typical detention facility built today. The square foot deficiencies range from 92.6% (Programs) down to just 3.1% (Maintenance / Storage / Utility) of the BSCC average. Food Service and Laundry are provided by Bob Wiley. Overall, the Men’s Correctional Facility has only 26.4% the amount of space as other newer facilities with similar population. The following Table shows the comparison between MCF and the BSCC Database, with Functional Use Areas shown in order of spatial deficiency.

| Summary Space Comparison Between MCF and the BSCC Database (IN ORDER OF DEFICIENCY) | | | |
|--|-------------------------|--------------------------------------|--|
| Functional Use Area | MCF SF / Bed | BSCC Average SF / Bed | MCF Space as % of Average |
| 3. Food Service | 0.0 | 8.4 | 0.0% |
| 5. Maintenance. / Storage / Utility | 1.1 | 35.6 | 3.1% |
| 8. Medical / Mental Health | 1.3 | 29.4 | 4.4% |
| 7. Intake / Release | 2.2 | 44.4 | 4.8% |
| 11. Interior Circulation | 2.6 | 43.6 | 6.0% |
| 2. Visiting / Lobby / Public | 1.7 | 16.8 | 10.1% |
| 10. Housing / Dayrooms | 84.5 | 234.4 | 36.1% |
| 6. Laundry | 0.5 | 1.3 | 38.0% |
| 1. Administration | 13.1 | 31.4 | 41.7% |
| 4. Central Control | 0.8 | 1.3 | 62.4% |
| 9. Inmate Programs | 14.3 | 15.4 | 92.6% |
| Subtotal Jail Interior Functional Area | 122.1 | 462.0 | 26.4% |

Source: Board of State and Community Corrections (BSCC) Database of county jail facilities constructed Between 1986 and 2013.

Based on age of Men’s Correctional Facility, the poor condition of the buildings and systems, and the inadequate space available, this detention facility has exceeded its useful life and should be replaced.

TULARE COUNTY MAIN JAIL



The Tulare County Main Jail was originally constructed in 1962 adjacent to the County courthouse as a replacement to its predecessor. It was converted to a jail in the early 1960's. The facility has a rated capacity of 272 inmates. Six levels are shared between jail support space and Sheriff's Department space. Housing is a mixture of single, double, and dormitory, most with open-bar front cells. A quasi-outdoor recreation yard is provided on the sixth level of the building.

Due to the facility's age, 1963 Title 24 Building Code Standards apply to spaces within the facility.

Building Elements and Systems Assessment

The building elements and systems assessment for the Main Jail was conducted by the consultant team, with additional input from the maintenance staff at the Sheriff's Department, as well as facility applicable maintenance records, if available. Overall evaluation and conclusions about the adequacy of the facility focused on standard building and design criteria as well as the systems needed to support the operation of the facility. The assessment was intended to evaluate overall characteristics, continued use and future expandability of the jail.

Individual buildings systems were rated on a four point scale, and evaluated for each of the eleven interior Functional Use Areas as indicated below:

| Building Assessment Rating Scale |
|---|
| 0 = Very Inadequate |
| 1 = Inadequate |
| 2 = Adequate |
| 3 = Very Adequate |

| Functional Use Areas: |
|------------------------------------|
| 1. Administration |
| 2. Visiting / Lobby / Public |
| 3. Food Service |
| 4. Central Control |
| 5. Maintenance / Storage / Utility |
| 6. Laundry |
| 7. Intake / Release |
| 8. Medical / Mental Health |
| 9. Inmate Programs |
| 10. Housing / Dayrooms |
| 11. Interior Circulation |

The identification numbers for the Functional Use Areas shown on the chart above are used on the table on the following page.

| Tulare County Main Jail Building Space / Systems Quality Evaluation Ratings | | | | | | | | | | | | |
|--|--|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Building Systems / Elements | Evaluation Ratings / Functional Use Area | | | | | | | | | | | Average |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | |
| Space | 1 | 1 | N/A | 2.0 | 1.5 | N/A | 1 | 0.5 | N/A | 0.5 | 0.5 | 1.0 |
| HVAC | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | 0.5 |
| Plumbing | 1.5 | 1.5 | N/A | 1.5 | 1.5 | N/A | 1.5 | 1.5 | N/A | 1 | 1.5 | 1.4 |
| Electrical / Lighting | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | 0.5 |
| Noise Control | 0 | 0 | N/A | 0 | 0 | N/A | 0 | 0 | N/A | 0 | 0 | 0.0 |
| Fire Safety | 0 | 0 | N/A | 0 | 0 | N/A | 0 | 0 | N/A | 0 | 0 | 0.0 |
| Handicapped / ADA | 0.5 | 0.5 | N/A | N/A | N/A | N/A | 0 | 0 | N/A | 0 | 0 | 0.1 |
| Structures | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2.0 |
| Security | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | N/A | 0.5 | 0.5 | 0.5 |
| Total | 6.5 | 6.5 | N/A | 7.0 | 6.5 | N/A | 6 | 5.5 | N/A | 5 | 5.5 | 6.1 |
| Summary Space / Systems Rating | 0.7 | 0.7 | N/A | 0.8 | 0.7 | N/A | 0.7 | 0.6 | N/A | 0.6 | 0.6 | 0.7 |

*Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate
N/A – indicates the space or system does not exist for evaluation, or is not required.*

From the evaluation assessment that was completed of the Jail's space and building systems, the consultant team has assigned an overall score of 0.7 or "Very Inadequate" for the detention facility. As the Chart shows, the low rating has been assigned to all of the eleven Functional Use Areas the consultants evaluated in the Needs Assessment Study. Although the building structures appear to be adequate, all of the individual Functional Use Areas have significant deficiencies. The remaining information in this section provides additional insight into the strengths and weaknesses the consultants have associated with each of the eleven key Functional Use Areas contained in the MJ Type II Jail facility.

An evaluation and scoring of the systems at the Main Jail are represented in the chart below from worst to best. The consultant team believes the best score for the jail can be assigned to the structures. Currently, the average rating of all nine building systems comes to just 0.7, which is very inadequate.

| Main Jail | |
|--|---------|
| System | Ranking |
| Noise Control | 0.0 |
| Fire Safety | 0.0 |
| Handicapped / ADA | 0.1 |
| HVAC | 0.5 |
| Electrical / Lighting | 0.5 |
| Security | 0.5 |
| Space | 1.0 |
| Plumbing | 1.4 |
| Structures | 2.0 |
| <i>Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate.</i> | |

BUILDING ELEMENTS AND SYSTEM SUMMARY EVALUATION

The consultant team made note of the following Building Systems strengths and weaknesses. These elements should be considered in future planning for the jail system.

System Strengths:

- The location has direct pedestrian access to the court, which is a key component of transportation safety for the jail.

System Deficiencies:

- The location is far from many of the Sequoia Field centralized services.
- Plumbing is aged and should be replaced soon.
- Electrical is outdated and often
- Lighting is harsh.
- Facility is not ADA-compliant.
- Facility is noisy and needs acoustical treatment.
- Facility is not fully fire sprinklered.
- Interior finishes are wearing and chipping away.
- HVAC system is dated and does not adequately cool the building in the peak of summer or heat the building adequately in the winter. Inmates are often given an extra blanket in the winter.



Central Plant



Maintenance Storage



Housing Plumbing Chase



Housing Door Control Panel

Spatial and Functional Use Assessment

In the following Table, the total allocated amount of space for each detention / jail Functional Use Area is summarized for comparison and assessment purposes. These Functional Use Areas are typical categories of spaces found in most jails throughout California. The gross square footage, percent of interior space, and the space available for each rated bed by Functional Use Area is also shown in the Table.

| Tulare County Jail Space Allocations for Main Jail Functional Use Area Square Footage | | | |
|--|---------------|--------------|----------------|
| Building / Space | Total SF | SF / Bed | (%) Percent |
| 1. Administration | 1,089 | 4.0 | 3.0% |
| 2. Visiting / Lobby / Public | 2,526 | 9.2 | 6.9% |
| 3. Food Service | 2,106 | 7.7 | 5.7% |
| 4. Central Control | 413 | 1.5 | 1.1% |
| 5. Maintenance / Storage / Utility | 5,372 | 19.6 | 14.7% |
| 6. Laundry | 94 | 0.3 | 0.3% |
| 7. Intake / Release | 1,511 | 5.5 | 4.1% |
| 8. Medical / Mental Health | 635 | 2.3 | 1.7% |
| 9. Inmate Programs | 0 | 0.0 | 0.0% |
| 10. Housing / Dayrooms | 20,541 | 75.0 | 56.0% |
| 11. Interior Circulation | 2,378 | 8.7 | 6.5% |
| Subtotal Jail Interior Functional Area | 36,665 | 133.8 | 100.0% |
| 12. Vehicle Sallyport | 1,137 | | |
| 13. Outdoor Circulation | 0 | | |
| 14. Quasi-Outdoor Circulation | 0 | | |
| 15. Outdoor Recreation | 0 | | |
| 16. Quasi-Outdoor Recreation | 1,711 | | |
| Subtotal Jail Exterior Functional Area | 2,848 | | |
| TOTAL JAIL SPACE | 39,513 | | |
| 17. Non-Jail - Sheriff's Administration | 14,310 | | |
| 18. Non-Jail - Criminal Justice ⁽¹⁾ | 0 | | |
| Subtotal Non-Jail Functional Area | 14,310 | | |
| MAIN JAIL TOTAL FUNCTIONAL AREA | 53,823 | | |

Notes:

1) Functional area for this line item is associated with Parole.

The review of the defined uses of space in the Jail showed that the facility contains **36,665** gross square feet of interior Functional Use Area. This provides a total of **133.8 square feet** of facility space available to support each of the 274 rated detention custody beds located in the Jail.

COMPARISON OF MAIN JAIL WITH THE BSCC JAIL DATABASE

In order to better understand and identify space deficiencies in MJ, the consultant team also used for comparisons a summary breakdown of the amount of square feet per rated inmate bed in each Functional Use Area from a database. The database contains Functional Use Area space allocations by rated bed capacity for 78 new generation adult jail / detention facilities constructed with State bonds beginning in the early 90s.

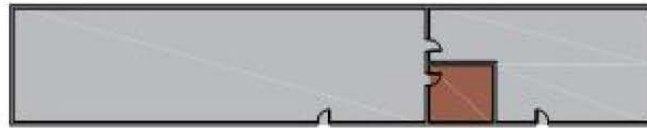
The following table provides a comparison of MJ to the seven medium / large jails in the BSCC jail database.

| MAIN JAIL - COMPARATIVE SPATIAL DATA ANALYSIS | | | | | | |
|---|---------------------------------|--------------------------|----------------|----------------|---------------|----------------|
| Functional Use Area (FUA) | | MED / LG COUNTY DATABASE | | | MAIN JAIL | |
| | | # of Jails | Avg. SF | % | SF | % |
| 1 | Administration | 7 | 15,112 | 6.81% | 1,089 | 2.97% |
| 2 | Visiting / Lobby / Public | 7 | 8,054 | 3.63% | 2,526 | 6.89% |
| 3 | Food Service | 7 | 4,055 | 1.83% | 2,106 | 5.74% |
| 4 | Central Control | 7 | 610 | 0.27% | 413 | 1.13% |
| 5 | Maintenance / Storage / Utility | 7 | 17,121 | 7.71% | 5,372 | 14.65% |
| 6 | Laundry | 7 | 639 | 0.29% | 94 | 0.26% |
| 7 | Intake / Release | 7 | 21,336 | 9.61% | 1,511 | 4.12% |
| 8 | Medical / Mental Health | 7 | 14,147 | 6.37% | 635 | 1.73% |
| 9 | Inmate Programs | 7 | 7,401 | 3.33% | 0 | 0.00% |
| 10 | Housing / Dayrooms | 7 | 112,640 | 50.72% | 20,541 | 56.02% |
| 11 | Interior Circulation | 7 | 20,947 | 9.43% | 2,378 | 6.49% |
| Total Interior Jail Space | | | 222,062 | 100.00% | 36,665 | 100.00% |

The information shows that the Tulare County Main Jail contains 36,665 square feet of interior space while the state-wide average of seven facilities is 222,062 square feet. There is virtually no room for growth in any of the defined functional use spaces, particularly in housing and dayroom areas. Based on this comparative data, the Main Jail facility has six times less operational space for inmate functions compared to other modern, new generation jail facilities in California.

Functional Use Area Space Allocations and Layouts

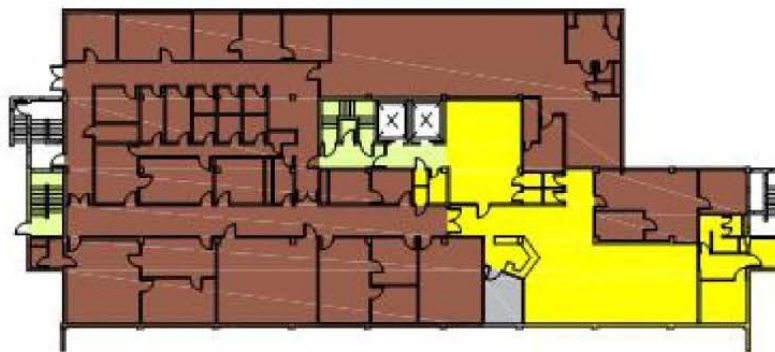
The following pages include color renderings of the Functional Use Areas within the Main Jail. The drawings show the relative size and adjacencies for each of the eleven interior Functional Use Areas contained within the Jail.



Maintenance / Storage

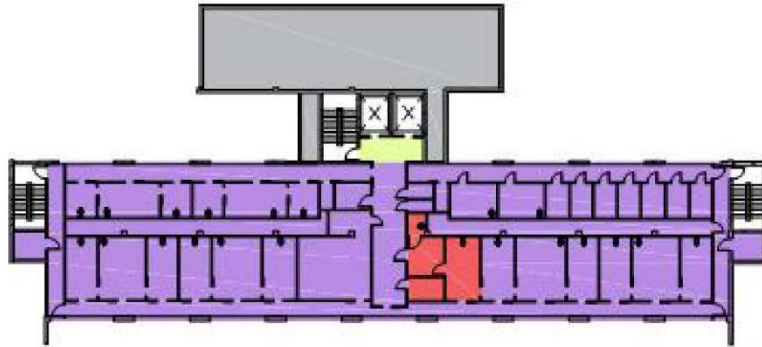


Ⓒ Ground Level

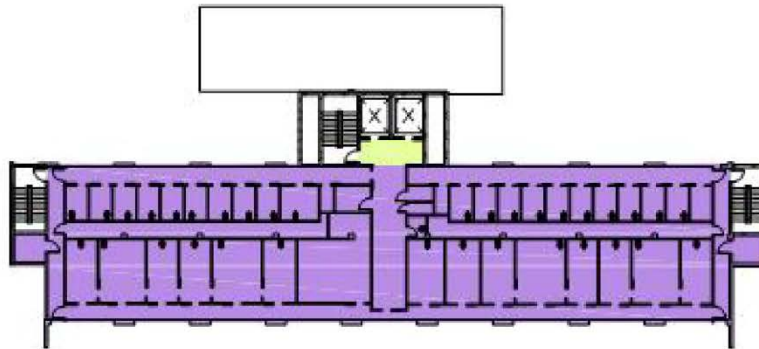


Ⓓ First Level

| Main Jail - Ground and First Levels | | | | | |
|-------------------------------------|-----------------------|--|-----------------------|--|----------------------------|
| | Administration | | Intake/Release | | Outdoor Circulation |
| | Visiting/Lobby/Public | | Medical/Mental Health | | Quasi Outdoor Circulation |
| | Food Services | | Inmate Programs | | Outdoor Recreation |
| | Central Control | | Housing/Dayroom | | Quasi Outdoor Recreation |
| | Maint/Storage/Utility | | Interior Circulation | | Non-Jail: Sheriff's Dept. |
| | Laundry | | Vehicle Sallyport | | Non-Jail: Criminal Justice |

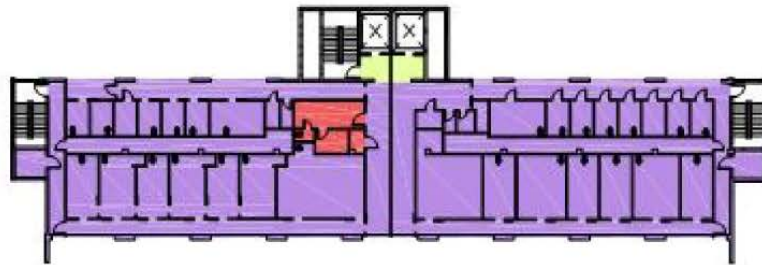


② Second Level

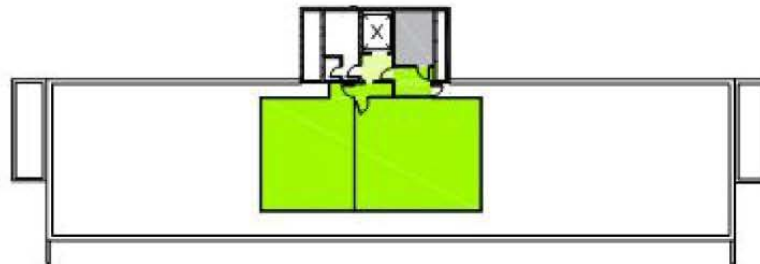


③ Third Level

| Main Jail - Second and Third Levels | | |
|---|---|--|
|  Administration |  Intake/Release |  Outdoor Circulation |
|  Visiting/Lobby/Public |  Medical/Mental Health |  Quasi Outdoor Circulation |
|  Food Services |  Inmate Programs |  Outdoor Recreation |
|  Central Control |  Housing/Dayroom |  Quasi Outdoor Recreation |
|  Maint/Storage/Utility |  Interior Circulation |  Non-Jail: Sheriff's Dept. |
|  Laundry |  Vehicle Sallyport |  Non-Jail: Criminal Justice |



④ Fourth Level



⑤ Fifth Level

| Main Jail - Fourth and Fifth Levels | | | | | |
|---|-----------------------|---|-----------------------|---|----------------------------|
|  | Administration |  | Intake/Release |  | Outdoor Circulation |
|  | Visiting/Lobby/Public |  | Medical/Mental Health |  | Quasi Outdoor Circulation |
|  | Food Services |  | Inmate Programs |  | Outdoor Recreation |
|  | Central Control |  | Housing/Dayroom |  | Quasi Outdoor Recreation |
|  | Maint/Storage/Utility |  | Interior Circulation |  | Non-Jail: Sheriff's Dept. |
|  | Laundry |  | Vehicle Sallyport |  | Non-Jail: Criminal Justice |

Functional Use Area (FUA) Evaluations

The following information contains a summary review of each of the eleven Functional Use Areas contained in the Tulare County Main Jail. Each section includes a brief description of the FUA, square footage and strengths and deficiencies.

1. Administration



Administration – Administration space is essential to the operations of the detention facility. It is typically located outside of the secure perimeter which allows custody staff to prepare for their shift. The spaces may include: (1) briefing room, (2) training rooms, (3) locker room with showers, (4) assignment room, (5) CERT room, (6) armory, (7) offices, (8) staff conference room, (9) staff lunch room, (10) restrooms, and (11) records. The Main Jail contains only a portion of these spaces.

Existing Square Footage: 4,796

Summary Facility Evaluation Rating: 0.7 Very Inadequate

Space Strengths:

- Staff lunch room is adequately sized for staffing levels.
- Some lockers are provided for staff.

Space Deficiencies:

- Most admin spaces are shared with Sheriff's Non-Jail Administration and often in use when needed.
- Lack of workout room provided for staff to stay physically fit. These spaces are typically provided in law enforcement and corrections facilities and improve morale and retention.
- Conference room space for briefing, meetings is a shared space and often occupied by non-jail staff.

- Current Administration is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **15,112** square feet. The Main Jail has **1,089** square feet, significantly less space of other comparable jail facilities recently constructed throughout the State.

2. Visiting / Lobby / Public



Visiting / Lobby / Public – The inmate visiting space is located on the first level of the Main Jail. One large visiting area contains non-contact seating for 22 inmates and their respective visitors and is located off the public lobby. Three confidential visiting rooms are also available in the area. The lobby contains public restrooms and a waiting area separated from the receptionist desk by a security window.

Existing Square Footage: 2,526

Summary Facility Evaluation Rating: 0.7 Very Inadequate

Space Strengths:

- Lobby is large and has plenty of seating for visitors.

Space Deficiencies:

- Poor acoustics in visitation room with visitors and inmates so close to one another.
- Lack of privacy without separation baffles between visitors.
- Housing units do not have video visitation.
- No contact visitation provided.
- Current Visiting and Public space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **8,054** square feet. The Main Jail has **2,526** square feet, a third the space as other comparable jail facilities recently constructed throughout the State.

3. Food Service



Kitchen – The Main Jail has a food services space that is no longer used. This facility currently receives food deliveries from Bob Wiley Detention Facility, located at Sequoia Field. Some portions of the kitchen are still utilized for storage of general and cleaning supplies.

Existing Square Footage: 2,106

Summary Facility Evaluation Rating: N / A

Space Strengths:

- Storage space is ample

Space Deficiencies:

- No food storage or preparation space means the facility is highly dependent on the other facilities. Complications could arise at one or both facilities that would prevent inmates from receiving food.

4. Central Control



Central Control – Central Control is located adjacent to the vehicle sallyport and intake areas. This control room does not have direct line of sight into housing units but relies on monitors. It has direct line of sight to the pre-booking area. This space has a pneumatic tube system to transfer records between floors. A typical Central Control provides a high level of staff, public, and inmate safety utilizing electronics equipment to observe, monitor, notify, and control essential areas of the building.

Existing Square Footage: 413

Summary Facility Evaluation Rating: 0.8 Very Inadequate

Space Strengths:

- Door control
- Secure control room

Space Deficiencies:

- No direct line of sight into housing units.
- Cameras and monitors are of poor quality. Images are small and difficult to see clearly.
- Current Central Control is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **610** square feet. The Main Jail has **413** square feet, significantly less space as other comparable jail facilities recently constructed throughout the State.

5. Maintenance / Storage / Utility



Maintenance / Storage / Utility – Main Jail has a maintenance and storage building on the ground level just outside the jail facility. Each housing unit also contains a room to be used for storage.

Existing Square Footage: 5,372

Summary Facility Evaluation Rating: 0.7 Very Inadequate

Space Strengths:

- Ample storage space on each floor.
- Janitor closets provided throughout facility.
- Current Storage and Utility space is adequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **17,121** square feet. The Main Jail has **5,372** square feet. This is partially due to the function being shared between the County jail facilities.

Space Deficiencies:

- None.

6. Laundry

Laundry – This facility does not have onsite laundry. Laundry is currently being done at the Bob Wiley Detention Facility. A closet is currently being used to store some clean and soiled laundry.

Existing Square Footage: 94

Summary Facility Evaluation Rating: N / A

Space Strengths:

- None.

Space Deficiencies:

- None.

7. Intake / Release



Intake / Release – The Intake / Release area includes pre-booking and takes place directly off the vehicle sallyport. This function is adjacent to Central Control. There is one small medical room located off the vehicle sallyport for initial screenings. Holding cells as well as a sobering cell are located in this space.

Existing Square Footage: 1,511

Summary Facility Evaluation Rating: 0.7 Very Inadequate

Space Strengths:

- Sallyport is separated from the public entrance.
- Central Control has direct line of sight to parts of the intake area.

Space Deficiencies:

- Many spaces are still not directly visible to Central Control.
- Holding cells and access to them are not fully ADA compliant.
- Current Intake space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **21,336** square feet. The Main Jail has **1,511** square feet, much less space than other comparable jail facilities recently constructed throughout the State.

8. Medical / Mental Health



Medical / Mental Health – Main Jail has a medical screening office located off the vehicle sallyport for initial screenings. Medical clinic and office space is available on the second level. Mental health services are located on the fourth level.

Existing Square Footage: 635

Summary Facility Evaluation Rating: 0.6 Very Inadequate

Space Strengths:

- Medical space is directly visible from Central Control.

Space Deficiencies:

- Single exam room is not sufficient for a population of 272 inmates.
- No negative pressure rooms available. Inmates requiring this attention must be transported to another facility.
- No shower is provided in this space.
- A single bar front holding cell is provided for the secure inmate waiting area. This space is off an open hallway where all conversations between staff can be heard.
- Space for dirty and clean clothing storage is lacking. Hallways are often used for temporary storage of laundry. This does not reflect well on disease control.
- The clinic and exam room are cramped and small.
- No dental services are available at the facility which requires transport of inmates.
- No dedicated pharmacy and storage space is available.
- Limited exam room size makes it difficult to provide in-room security.
- Current medical and mental health space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **14,147** square feet. The Main Jail has **just 635** square feet, dramatically less space than other comparable jail facilities recently constructed throughout the State.

9. Inmate Programs

Inmate Programs – Programs have not historically been provided to the inmates with regularity. However, with the passage of AB 109 and Prop 47 and the diversion of parole violators to County jails as well as other inmates traditionally held at the State level, inmates are serving longer sentences. As a result, Tulare County has been providing many programs in its existing facilities to inmates. Main Jail has no dedicated program space to host the system’s available programs but some are offered in dayrooms and empty dorms. Programs provided at MJ include:

- Alcoholics Anonymous (AA)
- Jail Ministry
- Video Learning Programs:
 - Cage Your Rage
 - Beat the Streets
 - Victim Awareness
 - Employment Prep
 - Breaking the Habit
 - New Beginnings
 - Stinkin’ Thinking

| |
|-----------------------------------|
| Existing Square Footage: 0 |
|-----------------------------------|

| |
|--|
| Summary Facility Evaluation Rating: N / A |
|--|

Space Strengths:

- None.

Space Deficiencies:

- The total lack of dedicated program space means scheduling can be inconsistent and classes canceled often when the jail is full.
- Many programs require minimum space sizes.
- With the implementation of AB 209 and Prop 47 shifting inmate populations to longer term offenders, the lack of space for inmate programs severely limits the jail’s ability to offer offenders other programming that criminal justice research has shown will aid in reducing offender recidivism.
- Current programming space is nonexistent and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **7,401** square feet. The Main Jail has **0** square feet dedicated for programming. Various vacant spaces are often used for programs when available, but this causes massive issues with scheduling and supplies.

10. Housing / Dayrooms



Housing / Dayrooms – MJ houses inmates on three levels of the facility in six distinct units. The units are a combination of single, double, and dormitory housing. The BSCC rating for the entire facility is 272 between the six units. Inmates have access to a quasi-outdoor recreation space on the top level of the facility. The combination of housing types allows for more flexibility depending on fluctuating housing and inmate security classification needs. This facility houses both males and females.

Existing Square Footage: 20,541

Summary Facility Evaluation Rating: 0.6 Very Inadequate

Space Strengths:

- None.

Space Deficiencies:

- Housing units' infrastructure is worn and in need of replacement.
- Structure does not meet many of today's codes.
- Housing units lack proper acoustic materials for noise control.
- Open-bar front cells are not only a suicide risk, but also pose safety risks for inmates and staff.
- Housing is not ADA-compliant.
- Fire sprinkler system is inadequate for current codes.
- Lack of outdoor exercise area. The two spaces on the top of the building do not provide adequate space for the number of inmates who desire outdoor time.
- The housing units are difficult to observe given the geometry of the space and bar fronts.
- Current housing space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **112,640** square feet. The Main Jail has **20,541** square feet, less space than other comparable jail facilities recently constructed throughout the State.

11. Interior Circulation



Interior Circulation – The Main Jail has narrow corridors in many locations and blind corners. This does not meet current design guidelines and can be dangerous for staff as well as inmates. The open vehicle sallyport is chain-link fencing. Housing units are connected by exterior walkways.

Existing Square Footage: 2,378

Summary Facility Evaluation Rating: 0.6 Very Inadequate

Space Strengths:

- The facility has two elevators in operation.
- Vehicle sallyport is located away from the public parking and entrance to the facility.

Space Deficiencies:

- Sight lines within many corridors are poor.
- Elevators are very outdated and slow to move between several floors. Some floors are only accessible by one of the two elevators, making the elevator operation critical.
- Current circulation space is narrow and has poor sight lines. The average square footage of seven similarly sized detention facilities in California is **20,947** square feet. The Main Jail has **2,378** square feet, significantly less space than other comparable jail facilities recently constructed throughout the State.

Main Jail - Conclusions

From the “Building Space / Systems Quality Evaluation Ratings” Chart included in the beginning of this chapter, the following Functional Use Areas have been identified as highly deficient: (1) Inmate Programs, (2) Medical / Mental Health, (3) Intake / Release, (4) Administration. Overall each of the following Functional Use Areas are highly deficient in space as compared to the seven facilities in the consultant’s database. This is because much of the facility and its infrastructure is of the 1962 era, and jail standards were not used in the facility’s design and construction. Today, modern custody standards have emerged

along with the space needed to manage jail facilities while providing safety to staff, inmates, and the public. A recap of the deficiencies is as follows:

1. **Inmate Programs** – The existing Main Jail has zero purposed programming space for inmates. Delegated space to provide inmates with evidence-based programs is key to rehabilitation and reduction in recidivism
2. **Medical** – The medical space is undersized and non ADA-compliant. Lack of waiting space makes this function staff-intensive, increasing the cost to the County. Lack of acoustic privacy is an issue when inmates consult with medical staff.
3. **Administration** – Current administration space for the jail is severely limited. Any admin space available is generally shared with Sheriff’s Department staff, making it difficult for jail staff to schedule conference rooms and utilize break rooms without being pushed out.
4. **Space Deficiencies** – In all but one Functional Use Area at the Main Jail (Central Control), the space is less than that of a typical detention facility built today. The square foot deficiencies range from 91.5% (Food Service) down to 0.0% (Programs) of the BSCC average. Overall, the Main Jail has only 29% the amount of space as other newer facilities with similar population.

In the following chart deficient space is listed in the order of the highest deficiency first, as compared to the BSCC database of standard Functional Use Areas in contained in a jail facility.

| Summary Space Comparison Between Main Jail and the BSCC Database (IN ORDER OF DEFICIENCY) | | | |
|--|-------------------------|--------------------------------------|--|
| Functional Use Area | MCF SF / Bed | BSCC Average SF / Bed | MCF Space as % of Average |
| 9. Inmate Programs | 0.0 | 15.4 | 0.0% |
| 8. Medical / Mental Health | 2.3 | 29.4 | 7.9% |
| 7. Intake / Release | 5.5 | 44.4 | 12.4% |
| 1. Administration | 4.0 | 31.4 | 12.7% |
| 11. Interior Circulation | 8.7 | 43.6 | 19.9% |
| 6. Laundry | 0.3 | 1.3 | 26.4% |
| 10. Housing / Dayrooms | 75.0 | 234.4 | 32.0% |
| 2. Visiting / Lobby / Public | 9.2 | 16.8 | 54.9% |
| 5. Maintenance. / Storage / Utility | 19.6 | 35.6 | 55.1% |
| 3. Food Service | 7.7 | 8.4 | 91.5% |
| 4. Central Control | 1.5 | 1.3 | 115.9% |
| Subtotal Jail Interior Functional Area | 133.8 | 462.0 | 29.0% |

Source: Board of State and Community Corrections (BSCC) Database of county jail facilities constructed Between 1986 and 2013.

Based on age of the Tulare County Main Jail, the poor condition of the building and systems, the security issues resulting from the linear housing configuration, and the lack of medical and inmate program space available, this detention facility has exceeded its useful life and should be replaced.

BOB WILEY DETENTION FACILITY



The Bob Wiley Detention Facility (BW) was originally constructed in 1986. It is located at the Sequoia Field complex, adjacent to the Adult Pre-Trial Detention Facility. The facility has a rated capacity of 695 inmates. There are four double-tiered housing units providing a mix of dormitory and celled housing. One of the housing units accommodates female inmates, with the remaining three units housing male inmates. In addition to the housing units, there is an Administration Building, Support Services Building and some additional plant services structures. Exterior sidewalks provide circulation between the various buildings.

Modifications to housing configuration have occurred over the years with changes to rated capacity noted in 1995, 2001, 2003, 2005, 2007, and 2009.

Building Elements and Systems Assessment

The building elements and systems assessment for Bob Wiley was conducted by the consultant team, with additional input from the maintenance staff at the Sheriff's Department, as well as facility applicable maintenance records, if available. Overall evaluation and conclusions about the adequacy of the facility focused on standard building and design criteria as well as the systems needed to support the operation of the facility. The assessment was intended to evaluate overall characteristics, continued use and future expandability of the jail.

Individual buildings systems were rated on a four point scale, and evaluated for each of the eleven interior Functional Use Areas as indicated below:

| Building Assessment Rating Scale |
|---|
| 0 = Very Inadequate |
| 1 = Inadequate |
| 2 = Adequate |
| 3 = Very Adequate |

| <u>Functional Use Areas:</u> |
|-------------------------------------|
| 1. Administration |
| 2. Visiting / Lobby / Public |
| 3. Food Service |
| 4. Central Control |
| 5. Maintenance / Storage / Utility |
| 6. Laundry |
| 7. Intake / Release |
| 8. Medical / Mental Health |
| 9. Inmate Programs |
| 10. Housing / Dayrooms |
| 11. Interior Circulation |

The identification numbers for the Functional Use Areas shown on the chart above are used on the table on the following page.

| Bob Wiley Detention Facility Building Space / Systems Quality Evaluation Ratings | | | | | | | | | | | | |
|---|--|------------|-------------|-------------|------------|------------|-------------|-------------|------------|------------|-------------|-------------|
| Building Systems / Elements | Evaluation Ratings / Functional Use Area | | | | | | | | | | | Average |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | |
| Space | 2 | 2.5 | 3 | 2 | 2 | 2.5 | 2 | 1 | 1.5 | 2 | 2 | 2.0 |
| HVAC | 1 | 1 | 1 | 0.5 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1.0 |
| Plumbing | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Electrical / Lighting | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Noise Control | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1.0 |
| Fire Safety | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1.0 |
| Handicapped / ADA | 1.5 | 1.5 | 1.5 | N/A | N/A | 1.5 | 1.5 | 1.5 | 1.5 | 1 | 1.5 | 1.4 |
| Structures | 2 | 2 | 2 | 2 | 1 | 2 | 2 | 1 | 1 | 2 | 2 | 1.7 |
| Security | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Total | 14.5 | 15 | 15.5 | 12.5 | 12 | 15 | 14.5 | 12.5 | 13 | 14 | 14.5 | 13.9 |
| Summary Space / Systems Rating | 1.6 | 1.7 | 1.7 | 1.4 | 1.3 | 1.7 | 1.6 | 1.4 | 1.4 | 1.6 | 1.6 | 1.5 |

*Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate
N / A – indicates the space or system does not exist for evaluation, or is not required.*

From the evaluation assessment that was completed of the Jail's space and building systems, the consultant team has assigned an overall score of 1.5 or "Inadequate" for the detention facility. As the Chart shows, the low rating has been assigned to all of the eleven Functional Use Areas the consultants evaluated in the Needs Assessment Study. While the individual Functional Use Areas have deficiencies, the Jail's overall security and utilities, however, are seen as adequate. The remaining information in this section provides additional insight into the strengths and weaknesses the consultants have associated with each of the eleven key Functional Use Areas contained in the Bob Wiley Type II Jail facility.

An evaluation and scoring of the systems at the Bob Wiley Detention Facility are represented in the chart below from worst to best. At the top of the list (lowest score) is overall space requirements. The consultant team believes the best score for the jail can be assigned to the utilities and security of the facility. Currently, the average rating of all nine building systems comes to just 1.5, which is below adequate.

| Bob Wiley Detention Facility | |
|--|---------|
| System | Ranking |
| HVAC | 1.0 |
| Noise Control | 1.0 |
| Fire Safety | 1.0 |
| Handicapped / ADA | 1.4 |
| Structures | 1.7 |
| Space | 2.0 |
| Plumbing | 2.0 |
| Elect / Lighting | 2.0 |
| Security | 2.0 |
| <i>Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate.</i> | |

BUILDING ELEMENTS AND SYSTEM SUMMARY EVALUATION

The consultant team made note of the following Building Systems strengths and weaknesses. These elements should be considered in future planning for the jail system.

System Strengths:

- The buildings are concrete block wall construction which shows no signs of structural failure or wear requiring maintenance or upkeep.
- Building is more spacious than others in the system.
- The location is part of a greater County Complex housing other applicable services, including two other detention facilities and the farm that supplies inmate food.
- HVAC is provided throughout each building.
- Overall space is adequate for facility.

System Deficiencies:

- The location is far from the Superior Court.
- Facility is not up to ADA codes.
- Kitchen and housing units can be very noisy.
- Plumbing and infrastructure is aging and will require repairs or replacement in the near future.
- Interior finishes are wearing and chipping away.
- Open dormitories can have acoustical problems with noisy inmates.



Housing Unit Electrical Room



Gate and Loading Area

Spatial and Functional Use Assessment

In the following Table, the total allocated amount of space for each detention / jail Functional Use Area is summarized for comparison and assessment purposes. These Functional Use Areas are typical categories of spaces found in most jails throughout California. The gross square footage, percent of interior space, and the space available for each rated bed by Functional Use Area is also shown in the Table.

| Tulare County Jail Space Allocations for Bob Wiley Detention Facility Functional Use Area Square Footage | | | |
|---|----------------|--------------|---------------|
| Building / Space | Total SF | SF / Bed | (%) Percent |
| 1. Administration | 5,079 | 7.3 | 4.0% |
| 2. Visiting / Lobby / Public | 4,788 | 6.9 | 3.7% |
| 3. Food Service | 8,182 | 11.8 | 6.4% |
| 4. Central Control | 366 | 0.5 | 0.3% |
| 5. Maintenance / Storage / Utility | 12,047 | 17.3 | 9.4% |
| 6. Laundry | 1,818 | 2.6 | 1.4% |
| 7. Intake / Release | 4,555 | 6.6 | 3.6% |
| 8. Medical / Mental Health | 2,262 | 3.3 | 1.8% |
| 9. Inmate Programs | 1,898 | 2.7 | 1.5% |
| 10. Housing / Dayrooms | 83,916 | 120.7 | 65.6% |
| 11. Interior Circulation | 2,925 | 4.2 | 2.3% |
| Subtotal Jail Interior Functional Area | 127,836 | 183.9 | 100.0% |
| 12. Vehicle Sallyport | 2,041 | | |
| 13. Outdoor Circulation | 1,002 | | |
| 14. Quasi-Outdoor Circulation | 0 | | |
| 15. Outdoor Recreation | 12,868 | | |
| 16. Quasi-Outdoor Recreation | 0 | | |
| Subtotal Jail Exterior Functional Area | 15,911 | | |
| TOTAL JAIL SPACE | 143,747 | | |
| 17. Non-Jail - Sheriff's Administration | 0 | | |
| 18. Non-Jail - Criminal Justice ⁽¹⁾ | 74 | | |
| Subtotal Non-Jail Functional Area | 74 | | |
| BOB WILEY TOTAL FUNCTIONAL AREA | 143,821 | | |

Notes:

1) Functional area for this line item is associated with Parole.

The review of the defined uses of space in the Jail showed that the facility contains **127,836** gross square feet of interior Functional Use Area. This provides a total of **183.9 square feet** of facility space available to support each of the 695 rated detention custody beds located in the Jail.

COMPARISON OF BOB WILEY DETENTION FACILITY WITH THE BSCC JAIL DATABASE

In order to better understand and identify space deficiencies in BW, the consultant team also used for comparison a summary breakdown of the amount of square feet per rated inmate bed in each Functional Use Area from a database. The database contains Functional Use Area space allocations by rated bed capacity for 78 new generation adult jail / detention facilities constructed with State bonds beginning in the early 90s.

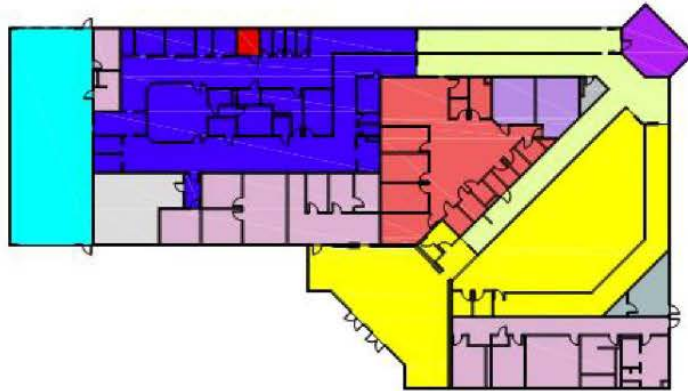
The Table on the following page provides a comparison of BW to the seven jails in the BSCC jail database.

| BOB WILEY DETENTION FACILITY - COMPARATIVE SPATIAL DATA ANALYSIS | | | | | | |
|---|----------------------------------|---------------------------------|----------------|----------------|------------------|----------------|
| | | MED / LG COUNTY DATABASE | | | BOB WILEY | |
| | Functional Use Area (FUA) | # of Jails | Avg. SF | % | SF | % |
| 1 | Administration | 7 | 15,112 | 6.81% | 5,079 | 3.97% |
| 2 | Visiting / Lobby / Public | 7 | 8,054 | 3.63% | 4,788 | 3.75% |
| 3 | Food Service | 7 | 4,055 | 1.83% | 8,182 | 6.40% |
| 4 | Central Control | 7 | 610 | 0.27% | 366 | 0.29% |
| 5 | Maintenance / Storage / Utility | 7 | 17,121 | 7.71% | 12,047 | 9.42% |
| 6 | Laundry | 7 | 639 | 0.29% | 1,818 | 1.42% |
| 7 | Intake / Release | 7 | 21,336 | 9.61% | 4,555 | 3.56% |
| 8 | Medical / Mental Health | 7 | 14,147 | 6.37% | 2,262 | 1.77% |
| 9 | Inmate Programs | 7 | 7,401 | 3.33% | 1,898 | 1.48% |
| 10 | Housing / Dayrooms | 7 | 112,640 | 50.72% | 83,916 | 65.64% |
| 11 | Interior Circulation | 7 | 20,947 | 9.43% | 2,925 | 2.30% |
| Total Interior Jail Space | | | 222,062 | 100.00% | 127,836 | 100.00% |

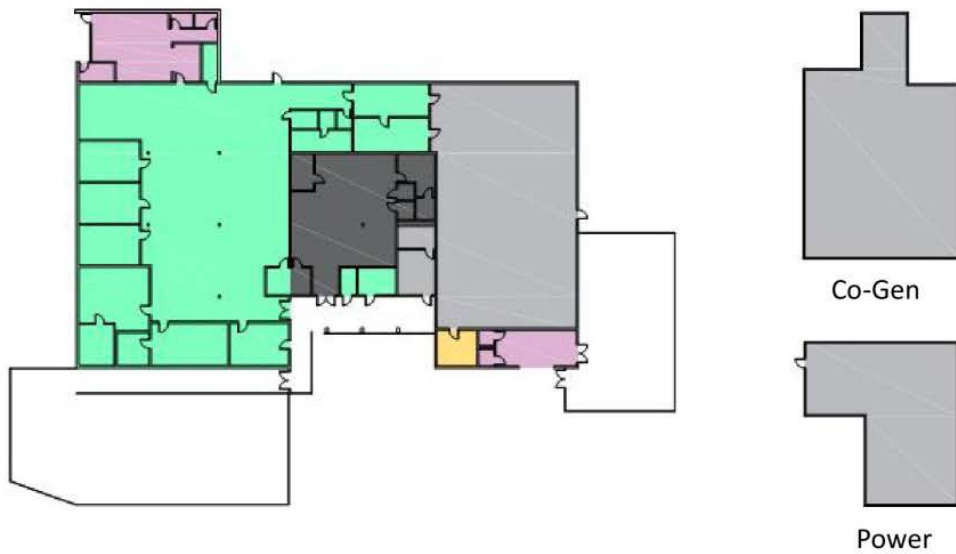
The information shows that Bob Wiley contains 127,836 square feet of interior space while the state-wide average of seven facilities is 222,062 square feet. Based on this comparative data, the Main Jail facility has less operational space for inmate functions compared to other modern, new generation jail facilities in California.

Functional Use Area Space Allocations and Layouts

The following pages include color renderings of the Functional Use Areas within the Main Jail. The drawings show the relative size and adjacencies for each of the eleven interior Functional Use Areas contained within the Jail. Refer to **Section 5: Facility Description** for expanded diagrams with additional information.

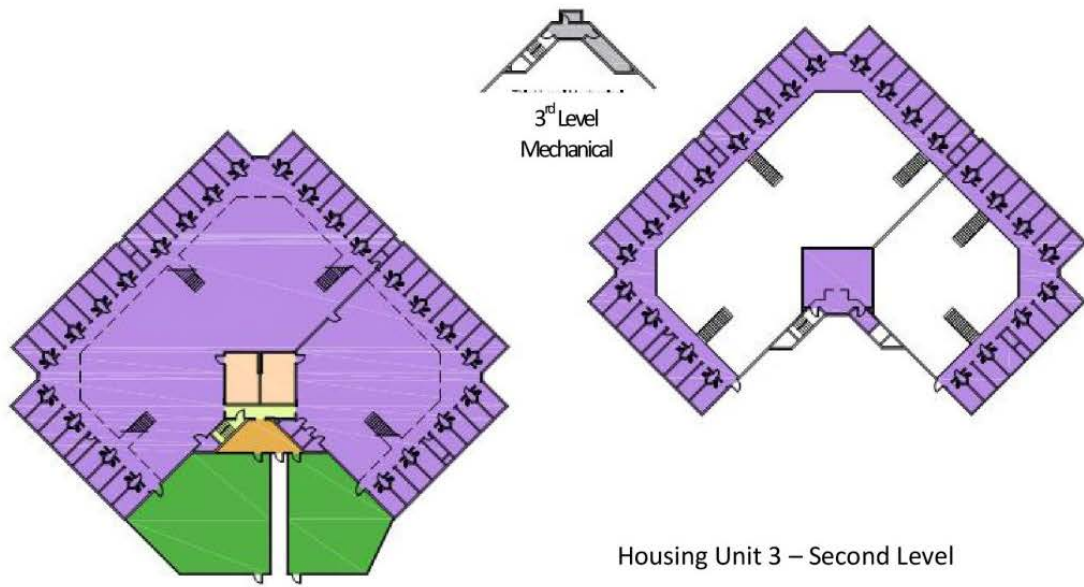


(A) Administration Building

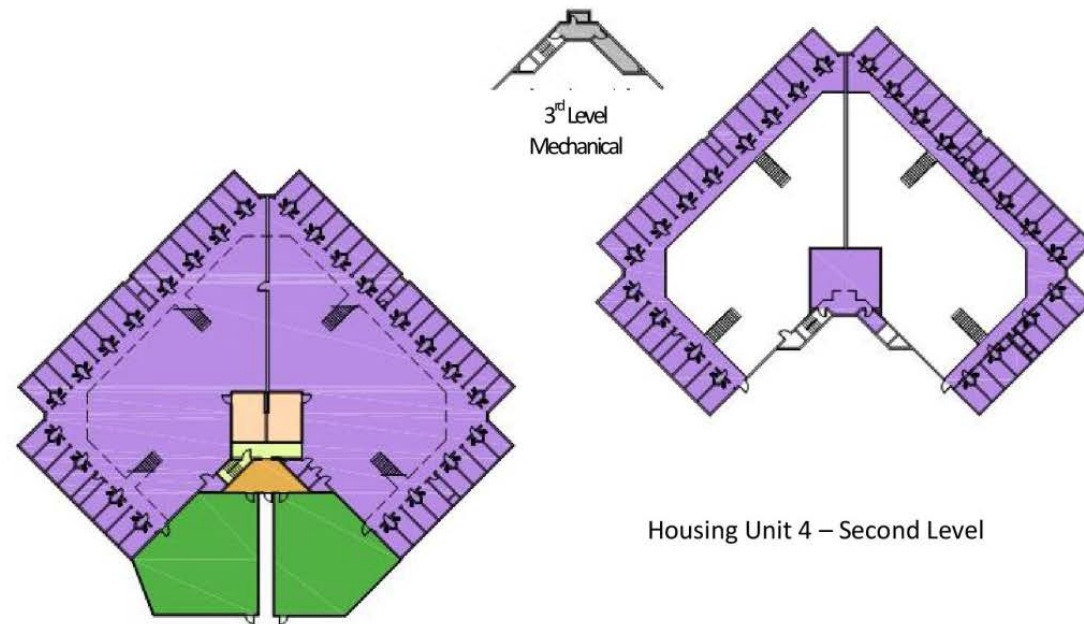


(B) Support Services Buildings

| Bob Wiley Detention Facility - Administration and Support Services Buildings | | | | | |
|--|-----------------------|--|-----------------------|--|----------------------------|
| | Administration | | Intake/Release | | Outdoor Circulation |
| | Visiting/Lobby/Public | | Medical/Mental Health | | Quasi Outdoor Circulation |
| | Food Services | | Inmate Programs | | Outdoor Recreation |
| | Central Control | | Housing/Dayroom | | Quasi Outdoor Recreation |
| | Maint/Storage/Utility | | Interior Circulation | | Non-Jail: Sheriff's Dept. |
| | Laundry | | Vehicle Sallyport | | Non-Jail: Criminal Justice |



H3 Housing Unit 3 – First Level



H4 Housing Unit 4 – First Level

| Bob Wiley Detention Facility - Housing Units 3 and 4, Levels 1 and 2 | | |
|--|-----------------------|----------------------------|
| Administration | Intake/Release | Outdoor Circulation |
| Visiting/Lobby/Public | Medical/Mental Health | Quasi Outdoor Circulation |
| Food Services | Inmate Programs | Outdoor Recreation |
| Central Control | Housing/Dayroom | Quasi Outdoor Recreation |
| Maint/Storage/Utility | Interior Circulation | Non-Jail: Sheriff's Dept. |
| Laundry | Vehicle Sallyport | Non-Jail: Criminal Justice |

Functional Use Area (FUA) Evaluations

The following information contains a summary review of each of the eleven Functional Use Areas contained in the Bob Wiley Detention Facility. Each section includes a brief description of the FUA, square footage and strengths and deficiencies.

1. Administration



Administration – Administration space is essential to the operations of the detention facility. It is typically located outside of the secure perimeter which allows custody staff to prepare for their shift. The spaces may include: (1) briefing room, (2) training rooms, (3) locker room with showers, (4) assignment room, (5) CERT room, (6) armory, (7) offices, (8) staff conference room, (9) staff lunch room, (10) restrooms, and (11) records. The Bob Wiley facility contains much of the jail system’s administrative space.

Existing Square Footage: 5,079

Summary Facility Evaluation Rating: 1.6 Inadequate

Space Strengths:

- Locker room contains half height lockers and showers.
- Staff lunch room is adequately sized for staffing levels.
- Ample space for briefings.
- Staff lunch room is large and spacious with adequate food service equipment.
- Archived files are contained in an individual locked room for storage.
- Armory and CERT room are adequately stocked and sized.

Space Deficiencies:

- Lack of workout room provided for staff to stay physically fit. These spaces are typically provided in law enforcement and corrections facilities and improve morale and retention.
- Current Administration is small for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **15,112** square feet. Bob Wiley has **5,079** square feet, nearly a third of the space of other comparable jail facilities recently constructed throughout the State.

2. Visiting / Lobby / Public



Visiting / Lobby / Public Space – The inmate visiting space is located in the Administration Building adjacent to the public lobby. One large room curves around, allowing 31 non-contact visitations at one time. Two confidential attorney meeting rooms are available in this space which also contain video visitation kiosks and can be used for contact visiting if required. A search room is located directly off the public lobby. The lobby contains public restrooms and a waiting area separated from the receptionist desk by a security window.

Existing Square Footage:

Summary Facility Evaluation Rating: 1.7 Inadequate

Space Strengths:

- Lobby is large and has plenty of seating for visitors.
- Lobby contains public restrooms.
- Ample non-contact visitation stations available.
- Two video visitation kiosks available in the attorney consultation rooms.

Space Deficiencies:

- Poor acoustics in visitation room with people so close to one another.
- Lack of privacy without separation baffles between visitors.
- Housing units do not have video visitation.
- Current Visiting and Public space is small for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **8,054** square feet. Bob Wiley has **4,788** square feet, nearly half the space as other comparable jail facilities recently constructed throughout the State.

3. Food Service



Kitchen – The Bob Wiley kitchen serves all of the jails in the Tulare County Jail System. The meals are prepared with inmate workers alongside staff. Much of the kitchen’s beef, pork, and vegetables are supplied by the neighboring jail farm, saving the County money in inmate meal costs. The kitchen feeds not only all inmates but serves the officers as well. The facility rotates four weekly meal menus to provide variety to inmates in the system. A large supply and food storage warehouse is located adjacent to the kitchen. This facility serves inmates breakfast and a sack lunch in the morning and a hot dinner in the evening.

Existing Square Footage: 8,182

Summary Facility Evaluation Rating: 1.7 Inadequate

Space Strengths:

- Food and supply storage space is ample.
- Kitchen equipment is reasonably up to date.
- Tile flooring is in good condition.
- Food services area contains a butcher’s room where inmates are able to learn about various cuts of meat.
- Food Services space is large for the number of inmates. This is partially due to the fact that this facility produces food for the entire system. The average square footage of seven similarly sized detention facilities in California is **4,055** square feet. The Bob Wiley facility has **8,182** square feet, twice the space as other comparable jail facilities recently constructed throughout the State.

Space Deficiencies:

- Circulation around kitchen equipment is narrow and tight.
- Support Services Building is only accessible via exterior walkways. This climate can get extremely hot and uncomfortable for outside activities.

4. Central Control



Central Control – Central Control is within the Administration Building. It has direct walkways and lines of sight to all buildings outside. It does not have direct line of sight into housing units but relies on monitors. A typical Central Control provides a high level of staff, public, and inmate safety utilizing electronics equipment to observe, monitor, notify, and control essential areas of the building.

Each housing unit has its own smaller Central Control that houses one officer who controls the doors for just that unit. These smaller control stations are located above the dayrooms, in the center of the second tier, and have direct line of sight into the whole housing unit. A small control station is located on the ground level of each of the housing unit pods as well for the floor staff.

Existing Square Footage: 366

Summary Facility Evaluation Rating: 1.4 Inadequate

Space Strengths:

- Electronic door control.
- Secure control room.
- Direct of exterior circulation between housing units.

Space Deficiencies:

- Cameras and monitors in Central Control are of poor quality. Images are small and difficult to see clearly.
- No readily available staff restroom.
- Current Central Control is small for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **610** square feet. The Bob Wiley Facility has **366** square feet, nearly half the space as other comparable jail facilities recently constructed throughout the State.

5. Maintenance / Storage / Utility



Maintenance / Storage / Utility – Bob Wiley has a warehouse available for storage within the Support Services Building. . Each housing unit also contains room used for storage. It also has a large fenced outdoor storage area adjacent to this building. Maintenance stores items here as well for this and other facilities in the system.

| | |
|--|---|
| Existing Square Footage: 12,047 | Summary Facility Evaluation Rating: 1.3 Inadequate |
|--|---|

Space Strengths:

- Ample storage space at Support Services Buildings.
- Janitor closets provided throughout facility and within each housing unit.
- Current Storage and Utility space is adequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **17,121** square feet. Bob Wiley has **12,047** square feet. This is partially due to the function being shared between the County jail facilities.

Space Deficiencies:

None.

6. Laundry



Laundry – This facility has a central laundry area within the Support Services Building. The laundry is located adjacent to the food service area and warehouse. Four industrial washers and dryers are utilized within this space. This laundry space handles all laundry for Bob Wiley and other facilities within the County Jail System. Additionally, the female housing unit has a small residential washer and dryer in the dayroom.

Existing Square Footage: 1,818

Summary Facility Evaluation Rating: 1.7 Inadequate

Space Strengths:

- Clean and soiled laundry storage space is provided for staging purposes.
- Inmates are able to work within the secure laundry room.
- Large capacity equipment
- Ample room to maneuver laundry carts.
- Current Laundry is considerably large for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **639** square feet. The Bob Wiley facility has **1,818** square feet, nearly three times the space as other comparable jail facilities recently constructed throughout the State.

Space Deficiencies:

- HVAC is not adequate on peak hot days.

7. Intake / Release



Intake / Release – The Bob Wiley facility is the primary booking center for females within the county's system. Males are also brought here, but most often after being booked in Main Jail. Intake / Release includes a pre-booking area and takes place directly off the vehicle sallyport as well as a storage and clothing room. . There is an interview room located off the vehicle sallyport for initial screenings. Holding cells as well as a sobering cell are located in this space.

Existing Square Footage: 4,555

Summary Facility Evaluation Rating: 1.6 Inadequate

Space Strengths:

- Sallyport is separated from the public entrance.
- The booking office control station has direct line of sight to most of the intake area.
- There is a natural separation of the female and male holding areas after exiting the vehicle sallyport and entering intake.
- Inmate showers are available within this space.

Space Deficiencies:

- Many spaces are still not directly visible to the booking office control station.
- Holding cell glass has shattered in several instances. This material is not appropriate for this function.
- Current Intake space is small for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **21,336** square feet. Bob Wiley has **4,555** square feet, much less space than other comparable jail facilities recently constructed throughout the State.

8. Medical / Mental Health



Medical / Mental Health – Bob Wiley has a full medical clinic with two exam rooms located within the Administration Building. A waiting area is directly visible from the nurse’s station. Several medical offices are located within this space, as well as a small staff break room. Several of the spaces are being used as storage for the clinic. There are two dormitories (one 3-bed and one 4-bed) located in the Medical Clinic area.

Existing Square Footage: 2,262

Summary Facility Evaluation Rating: 1.4 Inadequate

Space Strengths:

- Medical space is directly visible from Central Control.
- Janitor’s closet is provided within this space.
- Shower is provided within this space.
- Medical area contains a dedicated waiting area for inmates waiting for clinical appointments.

Space Deficiencies:

- Two exam rooms are not sufficient for a population of nearly 700 inmates.
- No dental exam room available.
- No mental health safety cell available.
- No negative pressure room available.
- No medical or mental health housing available. The two dormitories in the Medical unit have been reassigned as overflow housing.
- Current medical and mental health space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **14,147** square feet. Bob Wiley has **2,262** square feet, dramatically less space than other comparable jail facilities recently constructed throughout the State.

9. Inmate Programs



Inmate Programs – Programs have not historically been provided to the inmates with regularity. However, with the passage of AB 109 and Prop 47 and the diversion of parole violators to County jails as well as other inmates traditionally held at the State level, inmates are serving longer sentences. As a result, Tulare County has been providing many programs in its existing facilities to inmates. Bob Wiley has program space available on every housing unit, within each housing pod. Spaces include a stainless steel sink unit, tables, chairs, and a white or blackboard. Programs offered at Bob Wiley include:

- Alcoholics Anonymous (AA) and Narcotics Anonymous (NA)
- Jail Ministry
- Skills for Living
- Anger Management
- Parenting
- Alcohol / Drug Education
- Substance Abuse Classes
- Child Support Services available resources
- Insight
- Transition Classes

Existing Square Footage: 1,898

Summary Facility Evaluation Rating: 1.4 Inadequate

Space Strengths:

- Rooms are small, but flexible for a variety of programs or classes.
- Spaces are easily cleanable due to plumbing incorporation.

Space Deficiencies:

- Current programming space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **7,401** square feet. Bob Wiley has **1,898** square feet, much less space than other comparable jail facilities recently constructed throughout the State.

10. Housing / Dayrooms



Housing / Dayrooms – Bob Wiley houses inmates in four distinct housing units, each with two or three pods. Both males and females are housed at this facility. The units are a combination of single, double, and open dormitory housing. The BSCC rating for this entire facility is 695 between the four housing units. Inmates have access to outdoor recreation yards from each housing unit. The combination of housing types allows for more flexibility depending on fluctuating housing and inmate security classification needs.

Existing Square Footage: 83,916

Summary Facility Evaluation Rating: 1.6 Inadequate

Space Strengths:

- The upper-tier Housing Unit Control generally provides a good vantage point for observation of the podular designed dayrooms.
- The variety of cells and dorm sizes allows for flexible placement of inmates.
- ADA compliant cells are provided in all housing pods on the ground level.

Space Deficiencies:

- Inmates must travel outdoors in order to get anywhere outside of the housing units. Temperatures in this region reach above 120 degrees in the summer at times.
- Housing units' infrastructure is beginning to wear and will be in need of replacement in years to come.
- Some pods only have exit or entrance access through other pods. This could potentially cause more security risks, walking inmates between other housing units.
- Structure does not meet many of today's codes.
- Housing units have inadequate storage space.
- Current housing space is considerably small and inadequate for the number of inmates. The average square footage of seven similarly sized detention facilities in California is **112,640** square feet. Bob Wiley has **83,916** square feet, less space than other comparable jail facilities recently constructed throughout the State.

11. Interior Circulation

Interior Circulation – There is very little interior circulation at Bob Wiley. Because it is a campus setting, most of the circulation connecting the six buildings is by means of exterior sidewalks. Interior corridors are primarily located in the Administration building.

| | |
|---------------------------------|---|
| Existing Square Footage: | Summary Facility Evaluation Rating: 1.6 Inadequate |
|---------------------------------|---|

Space Strengths:

- Vehicle sallyport is located away from the public parking and entrance to the facility.
- Exterior walkways give inmates and staff more circulation space than narrow hallways.
- Height of vehicle sallyport allows for cars, vans, and trucks.

Space Deficiencies:

- The region's hot weather often makes exterior walkways inconvenient for inmates and staff
- The vehicle sallyport, while enclosed, has an open link gate. This could potentially pose a threat for the safety of inmates and staff.
- Vehicle sallyport is small and cannot fit many vehicles at one time inside.
- The average square footage of seven similarly sized detention facilities in California is **20,947** square feet. Bob Wiley has **2,925** square feet, significantly less space than other comparable jail facilities recently constructed throughout the State.

Bob Wiley Detention Facility - Conclusions

From the "Building Space / Systems Quality Evaluation Ratings" Chart included in the beginning of this chapter, the following Functional Use Areas have been identified as highly deficient: (1) Interior Circulation, (2) Medical / Mental Health, (3) Intake / Release, (4) Inmate Programs. Overall all but two of the following Functional Use Areas are highly deficient in space as compared to the seven facilities in the consultant's database. This is because much of the facility and its infrastructure is of the 1986 era, and jail standards were not used in the facility's design and construction. Today, modern custody standards have emerged along with the space needed to manage jail facilities while providing safety to staff, inmates, and the public. A recap of the deficiencies is as follows:

1. **Inmate Programs** – Bob Wiley has some purposed programming space in each housing unit but could use more. Single rooms lead to scheduling conflicts between multiple programs.
2. **Space Deficiencies** – In most Functional Use Area at the Bob Wiley Detention Facility, the space is less than that of a typical detention facility built today. The square foot deficiencies range from 51.5% (Housing / Dayroom) down to just 9.7% (Interior Circulation) of the BSCC average. The two areas that have more space is laundry and food service. This is because Bob Wiley produces the food and cleans the laundry for the County's jail system. Overall, Bob Wiley has 39.8% the amount of space as other newer facilities with similar population.

In the following chart deficient space is listed in the order of the highest deficiency first, as compared to the BSCC database of standard Functional Use Areas in contained in a jail facility.

| Summary Space Comparison Between Bob Wiley Detention Facility and the BSCC Database (IN ORDER OF DEFICIENCY) | | | |
|---|---------------------------|------------------------------|----------------------------------|
| Functional Use Area | Bob Wiley SF / Bed | BSCC Average SF / Bed | MCF Space as % of Average |
| 11. Interior Circulation | 4.2 | 43.6 | 9.7% |
| 8. Medical / Mental Health | 3.3 | 29.4 | 11.1% |
| 7. Intake / Release | 6.6 | 44.4 | 14.8% |
| 9. Inmate Programs | 2.7 | 15.4 | 17.7% |
| 1. Administration | 7.3 | 31.4 | 23.3% |
| 4. Central Control | 0.5 | 1.3 | 40.5% |
| 2. Visiting / Lobby / Public | 6.9 | 16.8 | 41.0% |
| 5. Maintenance. / Storage / Utility | 17.3 | 35.6 | 48.7% |
| 10. Housing / Dayrooms | 120.7 | 234.4 | 51.5% |
| 3. Food Service | 11.8 | 8.4 | 140.2% |
| 6. Laundry | 2.6 | 1.3 | 201.2% |
| Subtotal Jail Interior Functional Area | 183.9 | 462.0 | 39.8% |

Source: Board of State and Community Corrections (BSCC) Database of county jail facilities constructed Between 1986 and 2013.

ADULT PRE-TRIAL DETENTION FACILITY

The Adult Pre-Trial Detention Facility (AP) was constructed in 2001. It is located at the Sequoia Field complex, adjacent to the Bob Wiley Detention Facility. The facility has a rated capacity of 384 inmates. Eight separate housing units with double tiered housing are connected by interior walkways in addition to the facility support services. Housing is a mixture of single and double cells. A quasi-outdoor recreation yard is provided directly adjacent to each housing unit.

The facility is inspected to 1994 Title 24 Building Code Standards.

Building Elements and Systems Assessment

The building elements and systems assessment for Adult Pre-Trial Detention Center was conducted by the consultant team, with additional input from the maintenance staff at the Sheriff's Department, as well as facility applicable maintenance records, if available. Overall evaluation and conclusions about the adequacy of the facility focused on standard building and design criteria as well as the systems needed to support the operation of the facility. The assessment was intended to evaluate overall characteristics, continued use and future expandability of the jail.

Individual buildings systems were rated on a four point scale, and evaluated for each of the eleven interior Functional Use Areas as indicated below:

Building Assessment Rating Scale

- 0 = Very Inadequate
- 1 = Inadequate
- 2 = Adequate
- 3 = Very Adequate

Functional Use Areas:

1. Administration
2. Visiting / Lobby / Public
3. Food Service
4. Central Control
5. Maintenance / Storage / Utility
6. Laundry
7. Intake / Release
8. Medical / Mental Health
9. Inmate Programs
10. Housing / Dayrooms
11. Interior Circulation

The identification numbers for the Functional Use Areas shown on the chart above are used on the table on the following page.

| Adult Pre-Trial Detention Facility Building Space / Systems Quality Evaluation Ratings | | | | | | | | | | | | |
|---|--|------------|------------|------------|------------|------------|-------------|------------|------------|------------|------------|-------------|
| Building Systems / Elements | Evaluation Ratings / Functional Use Area | | | | | | | | | | | Average |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | |
| Space | 3 | 3 | N/A | 3 | 3 | N/A | 3 | 1 | 3 | 3 | 3 | 2.8 |
| HVAC | 2 | 2 | N/A | 2 | 2 | N/A | 0.5 | 2 | 2 | 2 | 2 | 1.8 |
| Plumbing | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Electrical / Lighting | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Noise Control | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Fire Safety | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Handicapped / ADA | 2 | 2 | N/A | N/A | N/A | N/A | 2 | 2 | 2 | 2 | 2 | 1.6 |
| Structures | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Security | 2 | 2 | N/A | 2 | 2 | N/A | 2 | 2 | 2 | 2 | 2 | 2.0 |
| Total | 19 | 19 | N/A | 17 | 17 | N/A | 17.5 | 17 | 19 | 19 | 19 | 18.2 |
| Summary Space / Systems Rating | 2.1 | 2.1 | N/A | 1.9 | 1.9 | N/A | 1.9 | 1.9 | 2.1 | 2.1 | 2.1 | 2.0 |

*Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate
N/A – indicates the space or system does not exist for evaluation, or is not required.*

From the evaluation assessment that was completed of the Jail's space and building systems, the consultant team has assigned an overall score of 2 or "Adequate" for the detention facility. As the Chart shows, the rating has been assigned to all of the eleven Functional Use Areas the consultants evaluated in the Needs Assessment Study. The remaining information in this section provides additional insight into the strengths and weaknesses the consultants have associated with each of the eleven key Functional Use Areas contained in the AP Type II Jail facility.

An evaluation and scoring of the systems at the Adult Pre-Trial Detention Facility are represented in the chart below from worst to best. At the top of the list (lowest score) is HVAC. The consultant team believes the best score for the jail can be assigned to the space. Currently, the average rating of all nine building systems comes to just **2.0**, which is adequate.

| Adult Pre-Trial Detention Facility | |
|--|---------|
| System | Ranking |
| HVAC | 1.8 |
| Structures | 1.9 |
| Elect / Lighting | 2 |
| Fire Safety | 2 |
| Handicapped / ADA | 2 |
| Noise Control | 2 |
| Plumbing | 2 |
| Security | 2 |
| Space | 3 |
| <i>Building / System Rating Scale: 0 – Very Inadequate, 1 – Inadequate, 2 – Adequate, 3 – Very Adequate.</i> | |

BUILDING ELEMENTS AND SYSTEM SUMMARY EVALUATION

The consultant team made note of the following Building Systems strengths and weaknesses. These elements should be considered in future planning for the jail system.

System Strengths:

- The buildings are concrete block wall construction which shows no signs of structural failure or wear requiring maintenance or upkeep.
- The location is part of a greater County Complex housing other applicable services, including two other detention facilities and the farm that supplies inmate food.
- HVAC is provided throughout the single facility.
- Overall amount of space is adequate for facility.
- Acoustics are not a problem within the housing units.
- Lighting is more modern and not as harsh as other facilities.
- Daylight is provided throughout housing units.
- Facility is fully fire sprinklered.
- Facility is ADA-compliant.

System Deficiencies:

- HVAC system in Intake and Release is inadequate.



Mechanical Chase



Mechanical Chase

Spatial and Functional Use Assessment

In the following Table, the total allocated amount of space for each detention / jail Functional Use Area is summarized for comparison and assessment purposes. These Functional Use Areas are typical categories of spaces found in most jails throughout California. The gross square footage, percent of interior space, and the space available for each rated bed by Functional Use Area is also shown in the Table.

| Tulare County Jail Space Allocations for Pre-Trial Detention Facility Functional Use Area Square Footage | | | |
|---|----------------|---------------|--------------|
| Building / Space | Total SF | SF / Bed | (%) Percent |
| 1. Administration | 9,288 | 23.40 | 7.6% |
| 2. Visiting / Lobby / Public | 4,469 | 11.26 | 3.6% |
| 3. Food Service | 0 | 0.00 | 0.0% |
| 4. Central Control | 373 | 0.94 | 0.3% |
| 5. Maintenance / Storage / Utility | 4,128 | 10.40 | 3.4% |
| 6. Laundry | 0 | 0.00 | 0.0% |
| 7. Intake / Release | 9,990 | 25.16 | 8.2% |
| 8. Medical / Mental Health | 6,867 | 17.30 | 5.6% |
| 9. Inmate Programs | 5,599 | 14.10 | 4.6% |
| 10. Housing / Dayrooms | 57,468 | 144.76 | 46.9% |
| 11. Interior Circulation | 11,541 | 29.07 | 9.4% |
| Subtotal Jail Interior Functional Area | 109,723 | 276.38 | 89.6% |
| 12. Vehicle Sallyport | 4,972 | | |
| 13. Outdoor Circulation | 0 | | |
| 14. Quasi-Outdoor Circulation | 0 | | |
| 15. Outdoor Recreation | 0 | | |
| 16. Quasi-Outdoor Recreation | 7,791 | | |
| Subtotal Jail Exterior Functional Area | 12,763 | | |
| TOTAL JAIL SPACE | 122,486 | | |
| 17. Non-Jail - Sheriff's Administration | 0 | | |
| 18. Non-Jail - Criminal Justice ⁽¹⁾ | 5,476 | | |
| Subtotal Non-Jail Functional Area | 5,476 | | |
| ADULT PRE-TRIAL TOTAL FUNCTIONAL AREA | 127,962 | | |

Notes:

1) Functional area for this line item is associated with the Tulare County Arraignment Court and / or Parole

The review of the defined uses of space in the Jail showed that the facility contains **109,723** gross square feet of interior Functional Use Area. This provides a total of **276.4 square feet** of facility space available to support each of the 397 rated detention custody beds located in the Jail.

COMPARISON OF THE ADULT PRE-TRIAL DETENTION FACILITY WITH THE BSCC JAIL DATABASE

In order to better understand and identify space deficiencies in AP, the consultant team also used for comparisons a summary breakdown of the amount of square feet per rated inmate bed in each Functional Use Area from a database. The database contains Functional Use Area space allocations by rated bed capacity for 78 new generation adult jail / detention facilities constructed with State bonds beginning in the early 90s.

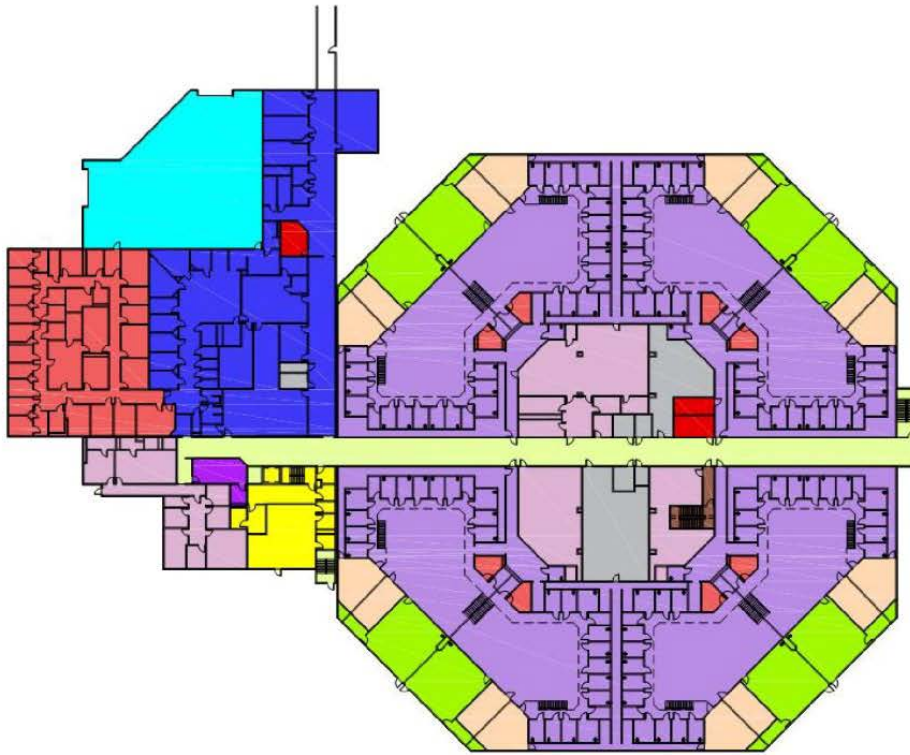
The Table on the following page provides a comparison of AP to the seven medium / large jails in the BSCC jail database.

| ADULT PRE-TRIAL DETENTION FACILITY - COMPARATIVE SPATIAL DATA ANALYSIS | | | | | | |
|--|---------------------------------|--------------------------|----------------|----------------|----------------|----------------|
| Functional Use Area (FUA) | | MED / LG COUNTY DATABASE | | | PRE-TRIAL | |
| | | # of Jails | Avg. SF | % | SF | % |
| 1 | Administration | 7 | 15,112 | 6.81% | 9,288 | 8.46% |
| 2 | Visiting / Lobby / Public | 7 | 8,054 | 3.63% | 4,469 | 4.07% |
| 3 | Food Service | 7 | 4,055 | 1.83% | 0 | 0.00% |
| 4 | Central Control | 7 | 610 | 0.27% | 373 | 0.34% |
| 5 | Maintenance / Storage / Utility | 7 | 17,121 | 7.71% | 4,128 | 3.76% |
| 6 | Laundry | 7 | 639 | 0.29% | 0 | 0.00% |
| 7 | Intake / Release | 7 | 21,336 | 9.61% | 9,990 | 9.10% |
| 8 | Medical / Mental Health | 7 | 14,147 | 6.37% | 6,867 | 6.26% |
| 9 | Inmate Programs | 7 | 7,401 | 3.33% | 5,599 | 5.10% |
| 10 | Housing / Dayrooms | 7 | 112,640 | 50.72% | 57,468 | 52.39% |
| 11 | Interior Circulation | 7 | 20,947 | 9.43% | 11,541 | 10.52% |
| Total Interior Jail Space | | | 222,062 | 100.00% | 109,723 | 100.00% |

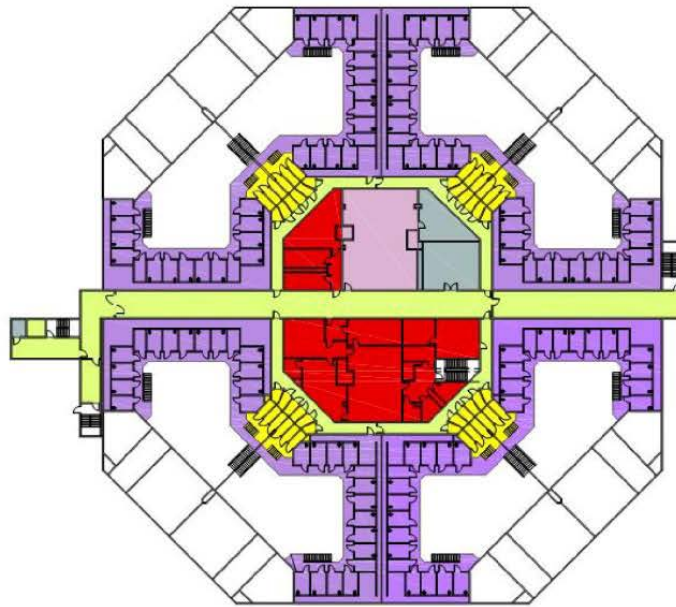
The information shows that AP contains 109,723 square feet of interior space while the state-wide average of seven facilities is 222,062 square feet. Based on this comparative data, the Adult Pre-Trial Detention Facility has less operational space for inmate functions compared to other modern, new generation jail facilities in California.

Functional Use Area Space Allocations and Layouts

The following page includes a color rendering of the Functional Use Areas within the Adult Pre-Trial Detention Facility. The drawings show the relative size and adjacencies for each of the eleven interior Functional Use Areas contained within the Jail. Refer to **Section 5: Facility Description** for expanded diagrams with additional information.



Ground Level



Second Level

| Adult Pre-Trial Detention Facility - Levels 1 and 2 | | | | | |
|---|-----------------------|--|-----------------------|--|----------------------------|
| | Administration | | Intake/Release | | Outdoor Circulation |
| | Visiting/Lobby/Public | | Medical/Mental Health | | Quasi Outdoor Circulation |
| | Food Services | | Inmate Programs | | Outdoor Recreation |
| | Central Control | | Housing/Dayroom | | Quasi Outdoor Recreation |
| | Maint/Storage/Utility | | Interior Circulation | | Non-Jail: Sheriff's Dept. |
| | Laundry | | Vehicle Sallyport | | Non-Jail: Criminal Justice |

Functional Use Area (FUA) Evaluations

The following information contains a summary review of each of the eleven Functional Use Areas contained in the Adult Pre-Trial Detention Facility. Each section includes a brief description of the FUA, square footage and strengths and deficiencies.

1. Administration



Administration – Administration space is essential to the operations of the detention facility. It is typically located outside of the secure perimeter which allows custody staff to prepare for their shift. The spaces may include: (1) briefing room, (2) training rooms, (3) locker room with showers, (4) assignment room, (5) CERT room, (6) armory, (7) offices, (8) staff conference room, (9) staff lunch room, (10) restrooms, and (11) records. In addition to Bob Wiley, the Adult Pre-Trial Detention Facility contains much of the jail system's administrative space.

Existing Square Footage: 9,288

Summary Facility Evaluation Rating: 2.1 Adequate

Space Strengths:

- Locker room contains half height lockers and showers.
- Staff lunch room is adequately sized for staffing levels with quality equipment.
- Facility contains staff training quarters.
- Ample space for briefings and meetings.
- Archived files are contained in an individual locked room for storage.

Space Deficiencies:

- Lack of workout room provided for staff to stay physically fit. These spaces are typically provided in law enforcement and corrections facilities and improve morale and retention.
- The average square footage of seven similarly sized detention facilities in California is **15,112** square feet. Adult Pre-Trial has **9,288** square feet, less than other comparable jail facilities recently constructed throughout the State

2. Visiting / Lobby / Public



Visiting / Lobby / Public – A non-contact inmate visiting space is located directly adjacent to the public lobby where a small sign-in staff station greets visitors and assigns them to an available visiting station. In addition to this visiting space, there are non-contact visiting rooms in each of the housing units on the upper tier. Non-contact rooms provided can be used for both family visitations and attorneys. Public restrooms are available in this lobby area as well as a janitor's closet. Both stairs and elevators are available to take visitors to the housing unit visiting spaces.

Existing Square Footage: 4,469

Summary Facility Evaluation Rating: 2.1 Adequate

Space Strengths:

- Lobby contains public restrooms.
- Public access is ADA-compliant.
- Visiting on housing units means less escort for inmates.

Space Deficiencies:

- Contact visiting is not readily offered.
- Housing units do not have video visitation.
- The average square footage of seven similarly sized detention facilities in California is **8,054** square feet. Adult Pre-Trial has **4,469** square feet, less than other comparable jail facilities recently constructed throughout the State

3. Food Service

Kitchen – The Adult Pre-Trial Detention Facility receives food from the Bob Wiley kitchen. Inmates are served breakfast and a sack lunch in the morning and a hot dinner in the evening. No food is prepared in this facility.

| | |
|-----------------------------------|--|
| Existing Square Footage: 0 | Summary Facility Evaluation Rating: N / A |
|-----------------------------------|--|

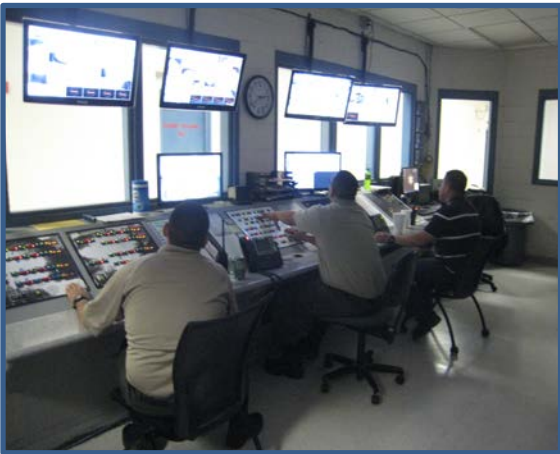
Space Strengths:

- None.

Space Deficiencies:

- None.

4. Central Control



Central Control – Central Control is within the Administration portion of the facility. It does not have direct line of sight into housing units but relies on monitors. A typical Central Control provides a high level of staff, public, and inmate safety utilizing electronics equipment to observe, monitor, notify, and control essential areas of the building.

Each housing unit has its own control console that is operated by one officer who controls the doors for just that unit. These smaller control consoles are located on the floor of each housing unit and have direct line of sight into the whole housing unit.

| | |
|-------------------------------------|---|
| Existing Square Footage: 373 | Summary Facility Evaluation Rating: 1.9 Adequate |
|-------------------------------------|---|

Space Strengths:

- Electronic door control.
- Secure control room.
- Direct line of sight into housing areas by the unit control staff.
- Central Control staff have access to a restroom within the control unit.

Space Deficiencies:

- The average square footage of seven similarly sized detention facilities in California is **610** square feet. Adult Pre-Trial has **373** square feet, less than other comparable jail facilities recently constructed throughout the State

5. Maintenance / Storage / Utility



Maintenance / Storage / Utility – Adult Pre-Trial has several large storage spaces available in the center of the facility.

Existing Square Footage: 4,128

Summary Facility Evaluation Rating: 1.9 Adequate

Space Strengths:

- Centralized storage allows for close proximity to all housing units.
- Storage space is ample for facility size and population.
- Maintenance yard at Bob Wiley is within close proximity of Adult Pre-Trial facility.
- Janitor closets provided throughout facility and within each housing unit.

Space Deficiencies:

- The average square footage of seven similarly sized detention facilities in California is **17,121** square feet. Adult Pre-Trial has **4,128** square feet, less than other comparable jail facilities recently constructed throughout the State. This is partially due to the sharing of County resources between facilities.

6. Laundry

Laundry – Laundry services are provided at the Bob Wiley facility. No laundry facilities are present in Adult Pre-Trial.

Existing Square Footage: 0

Summary Facility Evaluation Rating: N / A

Space Strengths:

- None.

Space Deficiencies:

- None.

7. Intake / Release



Intake / Release – The Adult Pre-Trial facility is the primary booking and holding area in the system. Inmates enter a pre-booking area via the secure vehicle sallyport where they are given an initial medical screening. From here they are processed and put into a holding cell, a detox cell, or allowed to sit in the docile waiting area. Classification booths are provided as well. The booking office has a direct line of sight into many of the holding cells, the docile waiting area, and all of the detox cells.

A separate room with a body scanner is adjacent to the transit hall where holding cells are provided for inmates in between transit to court and other facilities. This transit hall area also contains four changing rooms and counter space for release, separate from intake.

Existing Square Footage: 9,990

Summary Facility Evaluation Rating: 1.9 Adequate

Space Strengths:

- Sallyport is separated from the public entrance.
- The booking office control station has direct line of sight to much of the intake area.
- Intake and release are physically separated to reduce confusion and mixing.
- Inmate showers are available within this space.
- Body scans are a more effective method than body searching alone.
- The average square footage of seven similarly sized detention facilities in California is **21,336** square feet. Adult Pre-Trial has **9,990** square feet, less than other comparable jail facilities recently constructed throughout the State. This is partially due to the sharing of County resources between facilities.

Space Deficiencies:

- Many spaces are still not directly visible to the booking office control station.

8. Medical / Mental Health



Medical / Mental Health – Adult Pre-Trial has an advanced medical clinic with three exam rooms, eight observation rooms, three safety cells, and two isolation rooms. Six nurse’s stations are available as well as several offices for health professionals. A locked medicine room is used for storing pharmaceuticals. Medical records are also stored within this area. A dental operatory room serves the county jail system according to need.

Additionally, each housing pod has a small medical space directly accessible by the dayroom. This is used for pill call as well as consultations.

Existing Square Footage: 6,867

Summary Facility Evaluation Rating: 1.9 Adequate

Space Strengths:

- ADA-compliant facilities provided within this area.
- Shower is provided within this space.
- Medical area contains a proper waiting room for inmates.

- Individual holding cells frees up staff. Staff does not have to sit with inmates as they are waiting for treatment.
- Medical spaces on housing units limits amount of escorting staff needs to do when inmates have minor medical issues.
- The average square footage of seven similarly sized detention facilities in California is **14,147** square feet. Adult Pre-Trial has **6,867** square feet, less than other comparable jail facilities recently constructed throughout the State. This is the largest medical and mental health space in the County's jail system.

Space Deficiencies:

- No janitor's closet is provided within this space.

9. Inmate Programs



Inmate Programs – Programs have not historically been provided to the inmates with regularity. However, with the passage of AB 109 and Prop 47 and the diversion of parole violators to County jails as well as other inmates traditionally held at the State level, inmates are serving longer sentences. As a result, Tulare County has been providing many programs in its existing facilities to inmates. Adult Pre-Trial has program space available on every housing unit, within each housing pod. Spaces include a stainless steel sink unit, tables, chairs, and a white or blackboard. Programs offered at AP include:

- Alcoholics Anonymous (AA)
- Jail Ministry
- Skills for Living
- Anger Management
- Parenting
- Women's RSAT
- Alcohol / Drug Education
- Substance Abuse Classes
- Child Support Services available resources
- Transition Classes

| | |
|---------------------------------------|---|
| Existing Square Footage: 5,599 | Summary Facility Evaluation Rating: 2.1 Adequate |
|---------------------------------------|---|

Space Strengths:

- Rooms are large and flexible.
- Programming spaces have access to natural daylight.
- Each housing unit has more than one room, so multiple programs can occur simultaneously.
- The average square footage of seven similarly sized detention facilities in California is **7,401** square feet. Adult Pre-Trial has **5,599** square feet, less than other comparable jail facilities recently constructed throughout the State but reasonable up to par.

Space Deficiencies:

- None.

10. Housing / Dayrooms



Housing / Dayrooms – Adult Pre-Trial houses inmates in eight distinct housing units. Both males and females are housed at this double tiered facility. The units are a combination of single and double cells. The BSCC rating for this entire facility is 384 between the eight housing units. Inmates have access to outdoor recreation yards from each housing unit. All units are arranged around central circulation and staff support space.

| | |
|--|---|
| Existing Square Footage: 57,468 | Summary Facility Evaluation Rating: 2.1 Adequate |
|--|---|

Space Strengths:

- The housing control station can directly observe all areas in the podular designed dayrooms.
- ADA compliant cells are provided in all housing units on the ground level.
- All units contain clerestory windows to provide natural lighting in the dayroom areas.
- All inmates have direct access to program, indoor recreation, outdoor recreation, medical, and visiting space from within the individual housing unit. No staff is required to escort inmates to these functions.
- Housing units are modern construction and use detention appropriate materials.

Space Deficiencies:

- The average square footage of seven similarly sized detention facilities in California is **112,640** square feet. Adult Pre-Trial has **57,468** square feet, half the space as other comparable jail facilities recently constructed throughout the State.

11. Interior Circulation



Circulation – Adult Pre-Trial has all interior circulation connecting the various Functional Use Areas. Corridors are wide and brightly lit. The vehicle sallyport is a large space with a tall CMU block perimeter and two large bi-fold doors.

| | |
|--|---|
| Existing Square Footage: 11,541 | Summary Facility Evaluation Rating: 2.1 Adequate |
|--|---|

Space Strengths:

- Vehicle sallyport is located away from the public parking and entrance to the facility.
- Height of vehicle sallyport allows for cars, vans, and trucks.
- Vehicle sallyport has enough room to accommodate multiple vehicles at one time.
- Corridors are wide and brightly lit.

Space Deficiencies:

- The sallyport is not covered, making the space particularly hot in the warm months.
- The average square footage of seven similarly sized detention facilities in California is **20,947** square feet. Adult Pre-Trial has **11,541** square feet.

Adult Pre-Trial Detention Facility - Conclusions

From the “Building Space / Systems Quality Evaluation Ratings” Chart included in the beginning of this chapter, all areas have been identified as deficient. However, the Adult Pre-Trial Facility is significantly less so than the others in this jail system. The top three deficiencies shown are due to shared services with the facility’s neighboring facility Bob Wiley. Much of the facility and its infrastructure is of the 2001

era, and modern custody standards have emerged along with the space needed to manage jail facilities while providing safety to staff, inmates, and the public. A recap of the deficiencies is as follows:

1. **Space Deficiencies** –Space in all Functional Use Areas is less than that of a typical detention facility built today. The square foot deficiencies range from 91.6% (Programs) down to just 29.2% (Maintenance / Storage / Utilities) of the BSCC average. Overall, Adult Pre-Trial has nearly 60% the amount of space as other newer facilities with similar population.

In the following chart deficient space is listed in the order of the highest deficiency first, as compared to the BSCC database of standard Functional Use Areas in contained in a jail facility.

| Summary Space Comparison Between Adult Pre-Trial and the BSCC Database (IN ORDER OF DEFICIENCY) | | | |
|--|-------------------------------|--------------------------------------|--|
| Functional Use Area | Pre-Trial SF / Bed | BSCC Average SF / Bed | Pre-Trial Space as % of Average |
| 3. Food Service | 0.0 | 8.4 | 0.0% |
| 6. Laundry | 0.0 | 1.3 | 0.0% |
| 5. Maintenance / Storage / Utility | 10.4 | 35.6 | 29.2% |
| 7. Intake / Release | 25.2 | 44.4 | 56.7% |
| 8. Medical / Mental Health | 17.3 | 29.4 | 58.8% |
| 10. Housing / Dayroom | 144.8 | 234.4 | 61.8% |
| 11. Interior Circulation | 29.1 | 43.6 | 66.7% |
| 2. Visiting / Lobby / Public | 11.3 | 16.8 | 67.0% |
| 4. Central Control | 0.9 | 1.3 | 72.3% |
| 1. Administration | 23.4 | 31.4 | 74.5% |
| 9. Inmate Programs | 14.1 | 15.4 | 91.6% |
| Subtotal Jail Interior Functional Area | 276.5 | 462.0 | 59.8% |

Source: Board of State and Community Corrections (BSCC) Database of county jail facilities constructed Between 1986 and 2013.

SECTION 7: JAIL FACILITY CONSTRUCTION PLAN

Tulare County Detention Division Needs Assessment Update

Guidelines for Development of Future Tulare County Jail Facilities



Jail Facility Booking Intake Corridor

The Jail Needs Assessment Update has shown that the most immediate and critical need for the Tulare County Jail System is to construct additional bed capacity that will provide adequate accommodations and treatment bed capacity to allow the Sheriff's Department to respond to this critical need offender population.

With the implementation of Assembly Bill (AB) 109 Realignment Act initiated in October 2011, it is having a major and significant impact on Tulare County's Detention System because of the (1) increasing numbers of newly convicted felony defendants who previously would have been given State Prison sentences, (2) the longer length of

sentences for these new locally incarcerated offenders, and (3) the Jail Facility's lack of space for inmate programs and services that must be provided for the growing population of these longer term inmates.

AB 109 Realignment encourages all California counties, including Tulare, to create, develop, and implement new inmate assessment processes, treatment, and other service programs including drug / alcohol treatment, mental health services, life skills development, cognitive behavioral counseling, and other State-recognized programming that, when made available to these offender populations, can reduce recidivism. AB 109 also fundamentally acknowledges that counties are better positioned to integrate these public health and social services as part of offender reentry in ways that the State cannot. Most counties, including Tulare, will however, need to construct additional and appropriately designed space for these types of programs / services and housing capacity that will accommodate reentry programming for offenders completing sentences and transitioning back to the community.

In recognition of the lack of appropriate programming space and other bed capacity needs counties are confronting because of AB 109, the State is making available, through Senate Bill (SB) 863 legislation, Jail Facility construction funding grants up to \$40 million for medium counties such as Tulare. In order to compete for the SB 863 construction funding, Tulare County has prepared this comprehensive Detention System Needs Assessment Update Report and developed a detailed proposal that will be submitted for funding evaluation and consideration by the Board of State and Community Corrections (BSCC) on August 28, 2015.

The Needs Assessment Update work has involved the collection and review of current and historical data trends on bookings / arrests, types of inmates, length of stay, and types of services currently provided in the Jail Facility. The Assessment also focused on identifying the overall impacts of AB 109 and Proposition 47 on Jail Facility operations and longer term effects on pre-trial and sentenced average daily inmate population (ADP) levels. For instance, Tulare County criminal justice system is handling an ADP of new offenders that will include (a) 520 (N3) offenders serving felony sentences in County Jail (292 serving less than three years; 228 serving more than three years), (b) 388 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department, and (c) 70 revoked offenders in County jail on State parole or local probation violations. At the current inmate population of 1,711 (2014 ADP), these 590 AB 109 inmates serving jail time would represent over 34% of the inmate population. Since AB 109 became law, the Tulare County jail system has booked an average of 31 AB 109 newly sentenced felons a month into the jail facilities. No firm data showing what the total impact of the new Proposition 47 legislation will have on County jails inmate ADP levels has been developed. Until more actual experience and understanding

about policies local criminal justice agencies take with the implementation of Proposition 47, an estimate of the law's impact cannot be totally confirmed.

The Assessment has also examined and defined the current Jail Facility operational model / philosophy for managing different types of inmates (including longer term AB 109 (N3) offenders), movement of inmates within facility, to and from courts, offender classifications, programs, etc. and has identified potential areas of improvement and has also evaluated the Jail facility's physical plant / environment with respect to the types and sizes of functional areas, housing and support areas, and administration space, etc. in order to provide a document that defines these areas and presents potential areas of improvement and new construction. The resulting information highlighted in this section of the Needs Assessment Report responds to the available SB 863 construction requirements with cost-effective recommendations to meet the projected AB 109 and other future inmate custody housing requirements.

The Sheriff's Detention Division and planning consultants have also explored many different detention options for adding future inmate custody housing and services. Through these discussions, several basic philosophies and guidelines have emerged as the foundation for all future Jail Facility planning and construction including facilities to address the changing custody requirements associated with longer term male and female sentenced inmates. These guidelines are summarized in the following:

Tulare County Jail Facility Construction Guidelines

- **Perimeter Security** – Facilities should be constructed to provide maximum security at the building perimeter with layered security zones within the envelope of the facility. Interior construction should be consistent with the security needs of each functional use area.
- **Podular Housing Design** – The housing units should meet standard podular design criteria. That is a “wheel and spoke” layout concept in a 270-degree pattern. The housing units should contain single, double-occupancy, or dormitory housing configurations. The housing units should be sized to allow the optimum number of inmates while maintaining a high degree of classification separation. The entire housing unit should be observable from any location within the housing module and contain no blind spots.
- **Indirect / Direct Supervision** – The housing units should be operated as in-direct supervision, where the housing unit officer is in immediate visual contact with inmates. For Special Use Housing direct custody officer supervision should be deployed.
- **Centralized Services** – Each housing unit will contain essential services or be surrounded by a cluster support services. Housing will contain: dining, programs and education, interview, video visitation, outdoor recreation, and security entrance (sally port). Cluster support space: classrooms, program space, treatment counseling, medical, mental health and medical / mental health administrative support space.
- **Flexible Treatment and Program Housing Unit** – The County Jail Facility should have a full security range of housing units ranging from minimum to maximum security. With the shift which is occurring under the AB 109 Realignment Act which is bringing significantly more multi-year sentenced male and female felony inmates to county Jail Facility's additional specialized reentry housing that can provide a greater degree of flexibility particularly as inmates are about to begin transitioning from the Jail Facility to the community is desirable. The flexible housing provides a “step down,” short-term custody environment for this population of detainees and also gives a greater degree of flexibility for managing custody the populations across the various security levels including treatment and program needs.

- **State-of-the-Art Security Systems** – Incorporate state-of-the-art security control systems that have proven their value and are now “tried and true” systems, thus minimizing breakdowns and failures.
- **Staff / Public / Inmate Separation** - Maintain to the extent possible separation of the staff / public and inmate in circulation areas, lobbies, drives, and outdoor parking to assure the safe operations of the Jail System.
- **Central Control Point** – Overall security management of the Jail Facility facilities should be maintained by a Central Control station. Eventually, existing control rooms in the Tulare Jail Facility should be integrated into one main Central Control Room. This station should be responsible for the entire safe and secure movement of staff, inmates, and the public movement through all perimeters within the facility and grounds. This secure station should be in a remote area that is inaccessible to inmates, visitors, and away from high traffic areas. Other functions that can be served by the Main Central Control are: housing intercoms / camera monitors, staff duress alarms, radio transmissions and a fire alarm notification system.
- **ADA Compliance** – Every room and space within the Jail Facility should comply with American with Disabilities Act (ADA) standards.
- **Video Visitation** – Cameras and monitors shall be installed in every housing unit to allow video visitation for the inmates.

Jail Facility Construction Estimated Costs

Because Jail Facility facilities are some of the most expensive buildings to construct, the consultants examined a number of factors to determine the likely probable cost (in 2015 dollars) for the SB 863 Jail Facility construction and infrastructure projects included in the time-phased schedule of construction recommendations outlined in this report. Refinement of the estimates in this section needs to occur throughout the programming and architectural process as prescribed by the BSCC. The consultants based the costs on general square footages that were derived through the following means: (1) programming sessions with staff regarding space needs; (2) hypothetical operational scenarios; (3) typical spaces found in other jail facilities; (4) best practices; (5) acceptable functional use areas; (6) State Minimum Jail Facility standards, and State Fire Marshall Standards; and Green systems and construction where appropriate.

The consultants also looked at (1) available information for recently bid detention facilities, and (2) recognized estimating guides for jail facility construction. The resulting estimated Statement of Probable Costs are summarized under each construction recommendation and the costs are grouped into two categories covering construction related and project related costs. The construction related costs reflect costs that are submitted by the general contractor at bid time, and the project related costs are those non-general contractor related expenses paid by the owner. The factors that make up the Statement of Probable Costs in each category included the following items:

Jail Facility - Construction Related Costs

- Escalation – Is calculated from the date the estimate to the funding award by the BSCC Board, then to the midpoint of construction, utilizing the California Construction Cost Index (CCCI) as reported on the date of the estimate.
- Design Contingency – Since there is no design at this time, a factor is provided for unknown size and space needs, based on the complexity of the space.

- Contractor's Overhead & Profit / General Conditions – A factor for the contractor's overhead and profit including General Conditions are also identified.

Jail Facility - Project Related Costs

- Construction Contingency - These funds are intended for change orders, either owner or contractor initiated. These funds may not be spent.
- Architect / Engineers Fees – This fee varies depending on the complexity and number of specialty consultants employed by the architect. For Jail Facility design type of work, in addition to typical engineering: (1) a security hardware consultant; (2) security electronics engineer; and (3) a food service consultant may be employed.
- Project / Construction Management and Inspection – The costs include individuals or firms contracted for building inspection, materials testing, special inspections, construction management (CM), and other project management duties.
- Miscellaneous – This is a placeholder cost for building permit fees, bidding services, FF&E, geotechnical, and other incidental costs.

Phased Tulare County Jail Facility Construction Recommendations

Based on the facility gaps identified in the Needs Assessment project, the following recommendations have been developed that will respond to both inmate housing and infrastructure needs. The recommendations are grouped in three separate time-phased scheduling sequences that reflect the current BSCC Jail Facility construction SB 863 funding process. The recommendations are summarized in a matrix format that lists the Statement of Probable Construction Costs identified for the proposed project.

The Consultants are mindful that most counties, including Tulare, do not have sufficient fiscal resources to build Jail Facility facilities without significant State financial assistance. As a result, a priority objective of the **Phase I** BSCC Senate Bill 863 Jail Facility Construction Funding would not only address selected major facility infrastructure and deficiencies and shortfalls, but would alleviate the impact the AB 109 Realignment Act is currently having on the County Jail Facility. It is important to understand that the construction recommendations reported here can take three to five years from the point programming begins to occupancy. This has been taken into consideration when the schedule for each recommendation was set.

The time-phased sequence also was based on the anticipated timing of California BSCC Jail Facility construction grant funding cycles. The **Phase II** immediate and short-term listing of other Jail Facility projects called for within 1 – 7 years has been structured to address remaining Jail Facility infrastructure building gaps. The **Phase III** long-term listing of other Jail Facility projects called for within 8 – 15 years has been structured to address remaining Jail Facility planning gaps.

For the BSCC Senate Bill 863 proposed construction project, a summary line-item budget cost estimate has been prepared and included at the end of the Phase I recommendation project narrative. A detailed description of the scope of work and estimate of both construction and 3-page estimated project costs is included in the Appendix. The construction costs that are identified include factors for (a) escalation, (b) design contingency, and (c) contractor's overhead, profit, and general conditions. The identified "loaded" project costs include items involving the (a) construction

contingency, (b) architectural and engineering consultant services, (c) building inspection and materials testing, (d) construction management, and (e) other miscellaneous fees / costs that will be required for the proposed construction project.

| Recommendation | Scope of Work | Probable Const. Cost |
|--|---|----------------------|
| Phase I – SB 863 Programming and Jail Construction Project | | |
| Board of State and Community Corrections SB 863 Jail Construction Funding | | |
| Recommendation #1 | SB 863 – New Housing Unit and Treatment Facility – Program, design and construct new housing unit and special housing for inmate treatment adjacent to the SB 1022 project. Include inmate program areas, medical and mental health treatment beds and services, and support spaces. | \$42M ¹ |
| Phase II – Short-term Programming and Jail Construction (within 1-7 years) | | |
| Other Tulare County Capital Construction Funding Sources | | |
| Recommendation #2 | Technology Upgrades – Assess and repair / replace / augment existing information and data systems at Bob Wiley and Pre-Trial Facility to accommodate expanded use of tablets by inmates for evidence-based programs, treatment, visitation and education. | TBD ¹ |
| Recommendation #3 | Security Electronics Upgrades – Assess, develop, program and repair / upgrade all security electronics, control panels, cameras, and head-end equipment to provide fully functional security electronics systems at Bob Wiley and Pre-Trial Facility . | TBD ¹ |
| Recommendation #4 | Security Hardware – Assess and repair / replace all security locking devices essential to jail operations at Bob Wiley and Pre-Trial Facility . | TBD ¹ |
| Recommendation #5 | Deferred Maintenance – Assess and repair / replace essential systems to maintain the effectiveness of jail operations at Bob Wiley and Pre-Trial Facility . The maintenance will include HVAC, roof, life safety, and other misc. identified projects. | TBD ¹ |
| Phase III – Long-term Programming and Jail Construction (within 8-15 years) | | |
| Other Tulare County Capital Construction Funding Sources | | |
| Recommendation #6 | Renovate Main Jail for Sheriff’s Administration – Program, design and construct renovations and modernizations to the existing Main Jail for Sheriff’s Administration and Court Holding operations. | TBD ¹ |

1. The Statement of Probable Costs shown in the recommendation matrix include both construction and project-related costs for Recommendation #1. Recommendations 2-7 will require additional programming and scope development to fully calculate the full impact of the modifications.

Scope and Areas to Be Improved With SB 863 Jail Facility Construction Project

The Needs Assessment Project has identified several facility and space needs Tulare County should immediately consider and use to request SB 863 funding to help the Sheriff's Department correct their deficiencies. The consultants have specifically identified a need to expand (1) medical, (2) mental health, (3) counseling / programming, (4) staff provider support areas, and (5) inmate housing and services. Additional male and female special needs housing is also needed to begin alleviating current crowding and antiquation in the jail system.

The consultant team is recommending, because all of these needs meet the funding criteria contained in SB 863, that the Sheriff's Department make application to the State for construction funding to help the County address these facility and space needs in its jail facility system. The consultants along with jail facility staff sought ways to improve the secure operations and conditions at the Tulare County Facility on many fronts. These included:

- (a) The proposed project will provide an effective balance of maximum, medium, and minimum security housing.
- (b) The proposed project will provide for program areas to serve each population where they are housed, but also provide the ability to share program space.
- (c) Simplified circulation supports a higher degree of officer, inmate and public safety.
- (d) Medical, mental health treatment, program, and staff support will be provided with adequate office space, records storage, and pharmacy space.
- (e) Video visitation space will be provided for medium and maximum security inmates, and face-to-face visitation will be available for minimum security inmates.
- (f) The facility will become zoned into: public area; minimum security, medium security, and maximum security and circulation will be separated accordingly

The proposed new Tulare County replacement jail facility has great potential to be a model detention facility because it aligns with the intent of SB 863 legislation.

The following information presents a detailed description of the proposed SB 863 project based on the requirements outlined in the Needs Assessment document. This is followed by a schematic drawing depicting the relationships and size of the inmate housing and program spaces contained in the new SB 863 facility. The preliminary programming and space allocations were developed through discussions and planning sessions the consultant team held with the Sheriff's Department Detention Division staff.

Phase I: Senate Bill 863 Programming and Jail Facility Construction Project

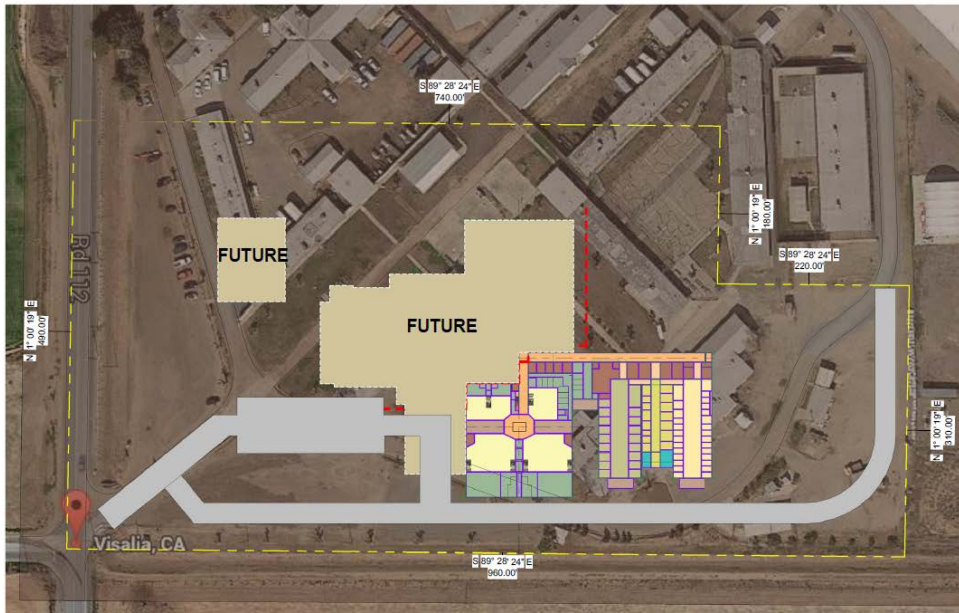
The following narrative describes the key elements and programming associated with each recommendation the consultant team and Sheriff's Department believes should be included in a funding application prepared and submitted to the BSCC for SB 863 Jail Facility Construction funding.

Recommendation #1: New Replacement Housing and Treatment Facility - Program, design and construct a new replacement housing and treatment support facility at a new site referred to as Sequoia Field. A new multi-function building is a primary component of the proposed project. The housing provides offenders with the skills and resources necessary to make the transition from an institutional setting to independent and responsible living in the community. The housing component of the building will include: 1) a 192 bed unit consisting of new medium, minimum and maximum security pods with single and double occupancy cells, including dormitory housing; 2) a 48 bed medical / mental health special housing unit containing single and double occupancy cells; This housing is designed to for flexible separation of varying populations while providing direct supervision from within the unit. Two partially covered exterior yards are accessible from housing circulation. Four program rooms of multiple sizes will be located adjacent the housing areas to provide convenient access for inmates. The jail will provide a myriad of evidenced based programs for inmates acclimating to the community prior to release, including:

- | | |
|---|--|
| • Anger Management | • Skills for Living |
| • Parenting | • Women’s Crisis Intervention |
| • Transitional Re-Entry Program | • Substance Abuse Classes |
| • Child Support Services | • AIDS Education |
| • GAPP – Gang Awareness Parenting Program | • RSAT – Residential Substance Abuse Treatment Program |
| • Cognitive Behavior Therapy | |

In addition, a treatment area is directly accessible to the new housing, as well as from the main secure corridor to the remainder of the facility. The special housing and treatment includes six group therapy rooms, classrooms, an inmate toilet, interview rooms, an exam room, and dental space. While this treatment area is dedicated to serving the needs of the population, it can also be used for future populations, as the jail facility allows for expansion. A mental health administration suite with offices, medical records, and a pharmacy / lab space are also included in this building.

The site plan on the following page depicts the SB 863 project along with the adjacent SB 1022 (*future*) project that is currently under design. The site boundry map as shown has gone through CEQA and been approved for both projects. The entire SB 863 plan and SB 1022 project will provide wrap-around treatment and services for the offender both in- and out-of-custody.



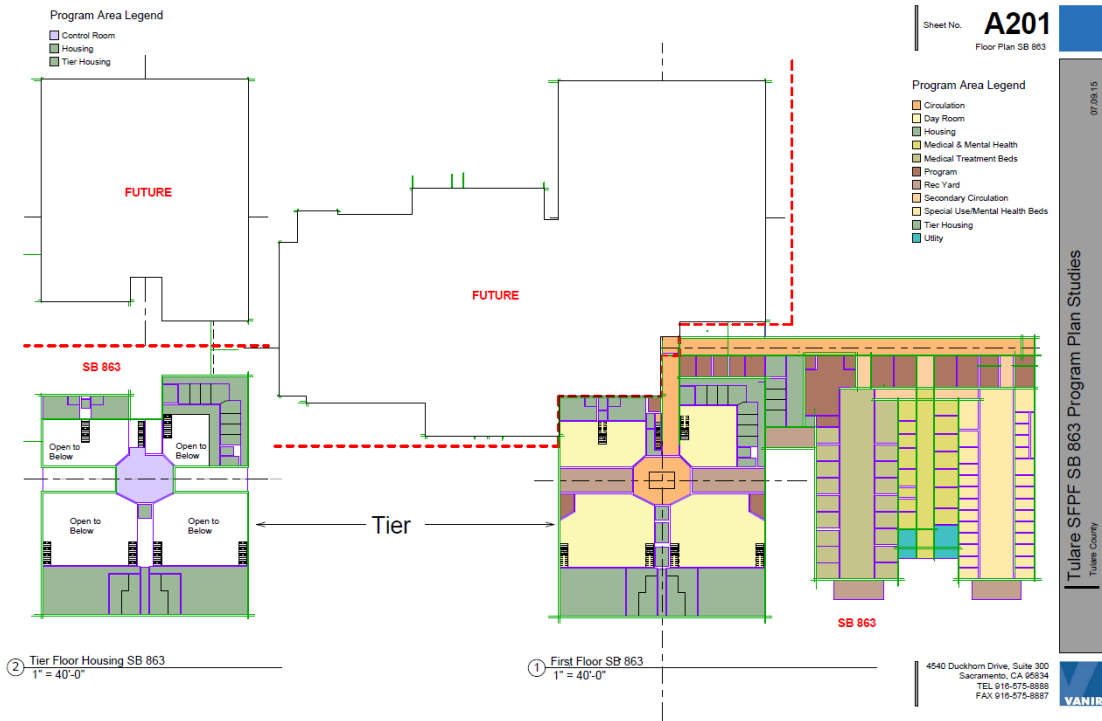
① SB863 Site Plan
1" = 80'-0"



4540 Duckhorn Drive, Suite 300
Sacramento, CA 95834
TEL 916-575-8888
FAX 916-575-8887

There will be a total of approximately 45,478 square feet contained in the Tulare Jail at Sequoia Field on two floors. The following pages depict the conceptual plan view for the SB 863 facility for the first floor and tier and the space programming tabulations.

PLAN VIEW (1st Floor and Tier)



| 1.4B Housing 192 Beds - SB863- Dormitory Occupancy Room Option- (with Tier) | | | | | | | | |
|---|-----------------|--------------------------------|-------------------|-----------------|------------------|--|-------------------------------|---------------|
| Component Number | Space Component | Net Area (SF) | Efficiency Factor | Net Usable Area | Qty per pod/unit | Pods - 4 pods max ea unit - 1 unit @ 192 | Gross Usable Area (SF) | |
| 1.4 | 1.02 | Ad Seg Single Room -2 per unit | 70 | 35% | 95 | 4 | 4 | 378 |
| 1.4 | 1.03 | Dormitory- 8 inmates each | 280 | 20% | 336 | 4 | 1 | 1,344 |
| 1.4 | 1.03 | Dormitory- 64 inmates each | 2240 | 20% | 2,688 | 2 | 1 | 5,376 |
| 1.4 | 1.03 | Double Room | 70 | 35% | 95 | 15 | 1 | 1,418 |
| 1.4 | 1.03 | Double Accessible Room | 100 | 35% | 135 | 1 | 1 | 135 |
| 1.4 | 1.04 | Dayroom (8 Dorm) | 1120 | 20% | 1,344 | 1 | 1 | 1,344 |
| 1.4 | 1.04 | Dayroom (64 Dorm) | 2240 | 20% | 2,688 | 1 | 2 | 5,376 |
| 1.4 | 1.04 | Dayroom (Double) | 1120 | 25% | 1,400 | 1 | 1 | 1,400 |
| 1.4 | 1.07 | Dorm Toilet | 40 | 20% | 48 | 8 | 2 | 384 |
| 1.4 | 1.05 | Showers Dorms | 30 | 20% | 36 | 3 | 8 | 864 |
| 1.4 | 1.05 | Showers Doubles | 30 | 20% | 36 | 1 | 1 | 36 |
| 1.4 | 1.06 | HC Showers Doubles | 40 | 20% | 48 | 1 | 1 | 48 |
| 1.4 | 1.06 | HC Showers Dorms | 40 | 20% | 48 | 9 | 2 | 864 |
| 1.4 | 1.08 | Janitor | 40 | 20% | 48 | 1 | 4 | 192 |
| 1.4 | 1.09 | Storage | 80 | 20% | 96 | 5 | 1 | 480 |
| 1.4 | 1.13 | Staff Toilet | 60 | 20% | 72 | 1 | 1 | 72 |
| 1.4 | 1.16 | Exterior Accessible Toilet | 70 | 20% | 84 | 2 | 1 | 168 |
| 1.4 | 1.17 | Control Station | 200 | 20% | 240 | 1 | 1 | 240 |
| | | | | | | | Component Net Area: | 20,119 |
| | | | | | | | Grossing Factor: | 25% |
| | | | | | | | Total Component Sq Ft. | 25,148 |

| 1.4C Special Use/ Mental Health Housing SB 863- 48 Beds - (One Floor no Tier) | | | | | | | | |
|---|-----------------|------------------------------|-------------------|-----------------|------------------|--|-------------------------------|---------------|
| Component Number | Space Component | Net Area (SF) | Efficiency Factor | Net Usable Area | Qty per pod/unit | Pods - 4 pods max ea unit - 1 unit @ 192 | Gross Usable Area (SF) | |
| 1.4 | 1.02 | Single Room - Med cell | 120 | 20% | 144 | 14 | 1 | 2,016 |
| 1.4 | 1.03 | Single Neg Air - Med cell | 120 | 25% | 150 | 2 | 1 | 300 |
| 1.4 | 1.03 | Ante Room/Swr - Med-Nurse | 125 | 25% | 156 | 1 | 1 | 156 |
| 1.4 | 1.03 | Officers Station | 70 | 20% | 84 | 1 | 1 | 84 |
| 1.4 | 1.03 | Safety Cell | 60 | 20% | 72 | 4 | 1 | 288 |
| 1.4 | 1.03 | Double Room - SU cell | 70 | 25% | 88 | 9 | 1 | 788 |
| 1.4 | 1.03 | Double Accessible Room - SU | 100 | 25% | 125 | 1 | 1 | 125 |
| 1.4 | 1.03 | Single Room -SU | 70 | 25% | 88 | 10 | 1 | 875 |
| 1.4 | 1.03 | Single Accessible Room -SU | 100 | 25% | 125 | 2 | 1 | 250 |
| 1.4 | 1.04 | Dayroom -SU cells | 1600 | 35% | 2,160 | 1 | 1 | 2,160 |
| 1.4 | 1.04 | Dayroom -Med cells | 1600 | 35% | 2,160 | 1 | 1 | 2,160 |
| 1.4 | 1.04 | Multi-Purpose | 145 | 25% | 181 | 2 | 1 | 363 |
| 1.4 | 1.07 | Day Room ADA Toilet- SU | 50 | 35% | 68 | 1 | 1 | 68 |
| 1.4 | 1.05 | Showers ADA - SU | 45 | 20% | 54 | 1 | 1 | 54 |
| 1.4 | 1.05 | Showers -SU | 35 | 20% | 42 | 1 | 1 | 42 |
| 1.4 | 1.06 | Showers Med | 35 | 20% | 42 | 1 | 1 | 42 |
| 1.4 | 1.06 | HC Showers Med | 45 | 20% | 54 | 1 | 1 | 54 |
| 1.4 | 1.07 | Day Room ADA Toilet - Med | 60 | 20% | 72 | 1 | 1 | 72 |
| 1.4 | 1.08 | Janitor | 50 | 20% | 60 | 1 | 1 | 60 |
| 1.4 | 1.09 | Storage | 100 | 20% | 120 | 1 | 1 | 120 |
| 1.4 | 1.13 | Staff Toilets | 55 | 20% | 66 | 2 | 1 | 132 |
| 1.4 | 1.15 | Indoor/Outdoor Recreation SU | 200 | 20% | 240 | 1 | 1 | 240 |
| | | | | | | | Component Net Area: | 10,448 |
| | | | | | | | Grossing Factor: | 30% |
| | | | | | | | Total Component Sq Ft. | 13,582 |

| 1.6 PROGRAM SPACE SB863 | | | | | | | |
|-------------------------------|-----------------|--------------------|-------------------|-----------------|-----|------------------------|-------|
| Component Number | Space Component | Net Area (SF) | Efficiency Factor | Net Usable Area | Qty | Gross Usable Area (SF) | |
| 1.6 | 1.01 | Classroom/Program | 225 | 25% | 281 | 4 | 1,125 |
| 1.6 | 1.02 | Work/ copy / books | 150 | 20% | 180 | 1 | 180 |
| 1.6 | 1.03 | Open Office | 800 | 20% | 960 | 1 | 960 |
| 1.6 | 1.04 | Inmate Toilet | 70 | 20% | 84 | 2 | 168 |
| 1.6 | 1.05 | Staff Toilet | 60 | 20% | 72 | 2 | 144 |
| 1.6 | 1.06 | Storage | 120 | 20% | 144 | 1 | 144 |
| 1.6 | 1.07 | AV closet | 80 | 20% | 96 | 1 | 96 |
| 1.6 | 1.03 | Office | 100 | 20% | 120 | 3 | 360 |
| Component Net Area: | | | | | | 3,177 | |
| Grossing Factor: | | | | | | 30% | |
| Total Component Sq Ft. | | | | | | 4,130 | |

| 1.9 MEDICAL & MENTAL HEALTH - HEALTH ADMIN | | | | | | | |
|--|-----------------|--------------------------|-------------------|-----------------|-----|------------------------|-----|
| Component Number | Space Component | Net Area (SF) | Efficiency Factor | Net Usable Area | Qty | Gross Usable Area (SF) | |
| 1.9 | 1.01 | Medical Exam | 144 | 20% | 173 | 2 | 346 |
| 1.9 | 1.02 | Dental Exam | 160 | 20% | 192 | 1 | 192 |
| 1.9 | 1.03 | Procedure/Treatment Room | 140 | 20% | 168 | 1 | 168 |
| 1.9 | 1.04 | X-ray | 100 | 20% | 120 | 1 | 120 |
| 1.9 | 1.04 | Nurses workstation | 120 | 20% | 144 | 1 | 144 |
| 1.9 | 1.06 | Pharmacy | 120 | 20% | 144 | 1 | 144 |
| 1.9 | 1.07 | Medical Storage | 100 | 20% | 120 | 1 | 120 |
| 1.9 | 1.08 | Lab | 120 | 20% | 144 | 1 | 144 |
| 1.9 | 1.09 | Inmate waiting/holding | 120 | 20% | 144 | 2 | 288 |
| 1.9 | 1.10 | Clean storage | 80 | 20% | 96 | 1 | 96 |
| 1.9 | 1.11 | Dirty storage | 80 | 20% | 96 | 1 | 96 |
| 1.9 | 1.12 | Staff toilet | 60 | 20% | 72 | 1 | 72 |
| 1.9 | 1.13 | Janitor | 70 | 20% | 84 | 1 | 84 |
| Component Net Area: | | | | | | 2,014 | |
| Grossing Factor: | | | | | | 30% | |
| Total Component Sq Ft. | | | | | | 2,618 | |

Phase II: Short-term Programming and Jail Facility Construction (Within 1 – 7 Years) Short-term

Recommendation #2 - Technology Upgrades – Assess and repair / replace / augment existing information and data systems at **Bob Wiley and Pre-Trial Facility** to accommodate expanded use of tablets by inmates for evidence-based programs, treatment, visitation and education.

Recommendation #3 - Security Electronics Upgrades – Assess, develop, program and repair / upgrade all security electronics, control panels, cameras, and head-end equipment to provide fully functional security electronics systems at **Bob Wiley and Pre-Trial Facility**. Security electronics failures as noted during the survey of the Jail Facility

are an immediate safety concern to staff and the public, and therefore require immediate evaluation and repair.

Recommendation #4 - Security Hardware – Assess and repair / replace all security locking devices essential to jail operations at **Bob Wiley and Pre-Trial Facility**. Security hardware failures as noted during the survey of the Jail Facility are an immediate safety concern to staff and the public, and therefore require immediate evaluation and repair.

Recommendation #5 - Deferred Maintenance – Assess and repair / replace essential systems to maintain the effectiveness of jail operations at **Bob Wiley and Pre-Trial Facility**. The maintenance will include HVAC, roof, life safety, and other misc. identified projects.

Phase III – Long-term Programming and Jail Construction (within 8-15 years)

Recommendation #6 - Renovate Main Jail for Sheriff's Administration – Program, design and construct renovations and modernizations to the existing **Main Jail** for Sheriff's Administration and Court Holding operations.

Appendix A.

April 2009 Tulare County Detention Division Needs Assessment Report
Tulare County Detention Division Needs Assessment Update

2013 DETENTION
DIVISION NEEDS
ASSESSMENT

*County of
Tulare*

Historical and Projected Population

In order to update the 2009 Detention Division Needs Assessment, population data was estimated utilizing California Department of Finance demographic reports.¹ This study updates pages 4.20 through 4.50 of the 2009 Assessment.

Between 2000 and 2007, Tulare County population increased from 366,766 to 419,842, an increase of 14.5 percent, or 2.1 percent per year. Between 2007 and 2013, the county population increased to 455,599 at an average annual rate of 1.4 percent. These figures represent a decreased annual rate of population growth as compared to the population growth rate at the time of the 2009 assessment.

Projections from the California Department of Finance show that total county population will increase to 463,448 by early year 2014. This is a 1.7 percent increase or an annual average rate of 1.4 percent between January 1, 2013 and April 30, 2014. The same projections show county population increasing 10 percent or an average of 2.0 percent per year through 2018. These projections indicate an expected increase in population rates over the longer term in Tulare County.

County adult population increased from 281,233 in 2007 to an estimated 310,923 in 2013, an average annual rate of 1.8 percent. County adult population is projected to increase to 318,675 by early 2014. This represents a 2.4 percent increase or an annual growth rate of 2.0 percent between 2013 and 2014, more rapid growth than in prior years. See Table 1 and Figure 1 that follow.¹

¹ State of California, Department of Finance, *E-4 Historical Population Estimates for City, County and the State, 1991-2000, with 1990 and 2000 Census Counts*. Sacramento, California, August 2007.

State of California, Department of Finance, *E-4 Population Estimates for Cities, Counties and the State, 2001-2010, with 2000 & 2010 Census Counts*. Sacramento, California, November 2012

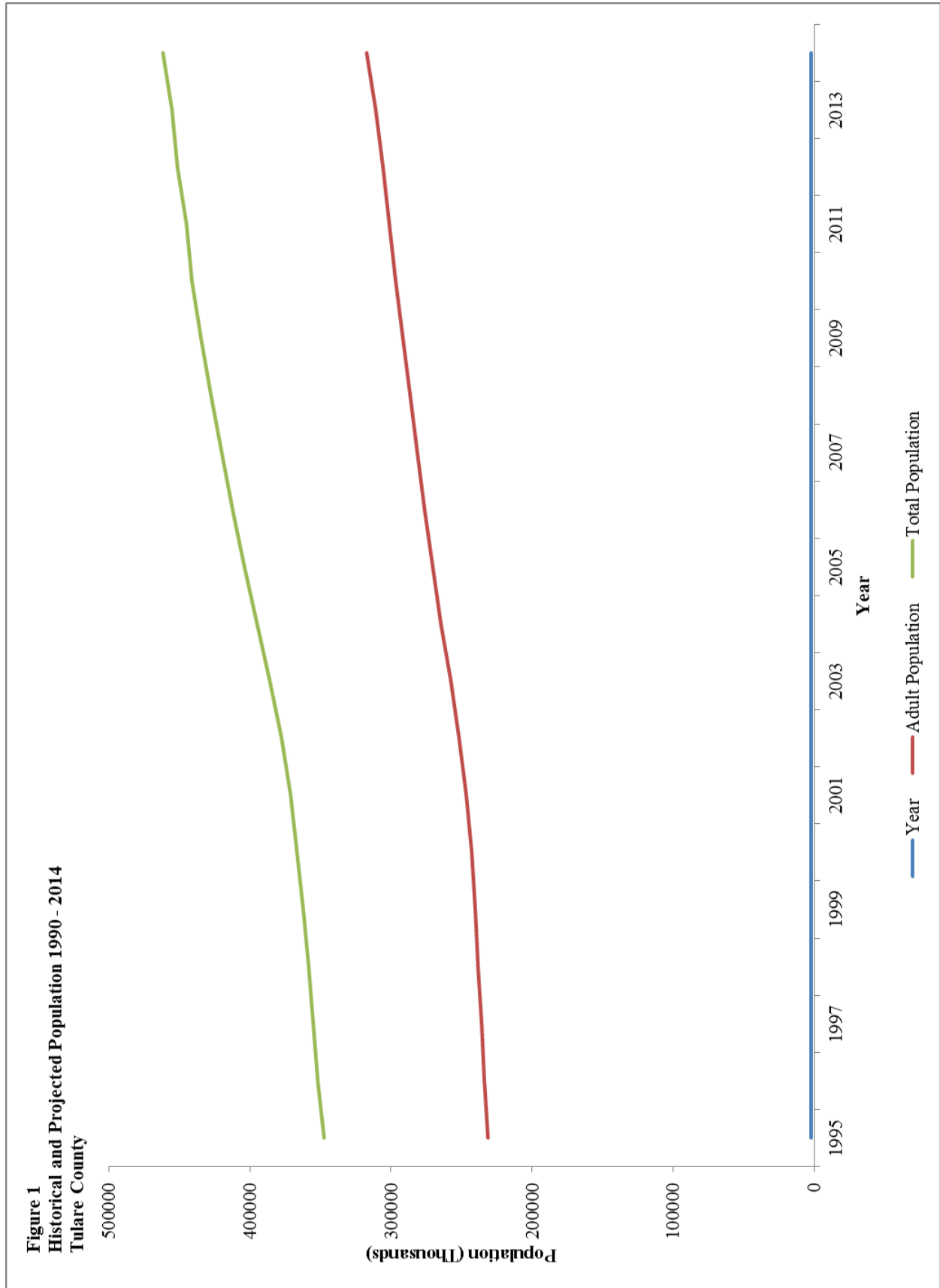
State of California, Department of Finance, *E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2012 and 2013*. Sacramento, California, May 2013.

State of California, Department of Finance, Report P-2: *State and County Population Projections by Race/Ethnicity and 5-Year Age Groups, 2010-2060*. Sacramento, California, January 2013.

State of California, Department of Finance, *Race/Hispanics Population with Age and Gender Detail, 2000-2010*. Sacramento, California, September 2012.

Table 1
1990-2020 Historical and Projected
Population
Tulare County

| Year | Adult Population | Total Population |
|-------------|-------------------------|-------------------------|
| 1990 | 208,675 | 309,200 |
| 1991 | 212,185 | 318,460 |
| 1992 | 215,694 | 327,996 |
| 1993 | 219,204 | 335,435 |
| 1994 | 222,713 | 341,476 |
| 1995 | 226,222 | 347,539 |
| 1996 | 229,732 | 351,910 |
| 1997 | 233,241 | 355,119 |
| 1998 | 236,750 | 358,668 |
| 1999 | 240,260 | 362,168 |
| 2000 | 243,769 | 366,766 |
| 2001 | 246,722 | 371,479 |
| 2002 | 251,871 | 377,666 |
| 2003 | 257,851 | 385,769 |
| 2004 | 264,456 | 395,127 |
| 2005 | 270,716 | 404,148 |
| 2006 | 276,214 | 412,239 |
| 2007 | 281,233 | 419,842 |
| 2008 | 286,231 | 427,531 |
| 2009 | 291,731 | 434,933 |
| 2010 | 296,930 | 441,245 |
| 2011 | 301,439 | 445,183 |
| 2012 | 305,842 | 451,540 |
| 2013 | 310,923 | 455,599 |
| 2014 | 317,064 | 461,581 |
| April 2014 | 318,675 | 463,448 |
| 2015 | 323,752 | 469,550 |
| 2016 | 331,228 | 478,997 |
| 2017 | 339,578 | 490,067 |
| 2018 | 347,817 | 501,106 |
| 2019 | 355,753 | 511,579 |
| 2020 | 363,660 | 521,794 |



Baseline Average Daily Population Projections

The average daily population of inmates in the Detentions Division jail facilities is dependent on the number of expected inmates (bookings and average daily population or “ADP”), the amount of time that they will be housed in the facilities (average length of stay or “ALS”) and the administrative and operational policies in effect.

The assessment of the ADP factors and the subsequent development of baseline capacity projections through early in the year 2014 will provide a benchmark for future facility planning, and involves the application of a range of alternative projection methodologies. These projections are developed to project normal county inmate population.

The baseline ADP projections, presented in the following sections, reflect projected future ADP requirements based on current operational policies.

Historical Trends

The formulation of methodologies for the projection of baseline ADP levels begins with an evaluation of past experience and trends. Historical ADP, ALS, and Bookings were compiled by the Tulare County Sheriff’s Department. From October 2011 and forward, this data includes 2011 Realignment Legislation (AB 109) which represented a major realignment of public safety programs from the State of California to local governments. The legislation provided for non-violent, non-serious, and non sex offenders to serve their sentences in county jails instead of state prisons. The legislation also directed that all parole revocations be served in county jails instead of state prison. While this update utilizes historical data, it is critical to note that the 23 months of AB 109 data do not provide a statistically adequate sample size by which to measure and predict future detention needs with a high degree of certainty. Judicial sentencing practices, the implementation and success of alternative sentencing and diversion programs, external (to the county) law enforcement arrest and booking polices, and many additional factors associated with AB 109 will impact detention housing needs.

Historical Average Daily Population (ADP), Bookings and Average Length of Stay (ALS)

ADP, the average number of inmates housed at one time, is the fundamental measure used in determining capacity requirements in detention facilities. ADP is a function of the number of people booked into the facilities (bookings) and the number of days that they are incarcerated (ALS). For purposes of historical analysis, bookings and ADP have been converted into rates per 1,000 adult population in order to assess their trends beyond the County’s overall population growth. Table 2 on the following page shows historical bookings, ADP, and ALS.

Table 2
1990-2013 Baseline Bookings, ADP, and ALS
Tulare County

| Year | County Adult Population | Bookings | | ADP | | ALS |
|------|-------------------------|----------|-----------------------|-------|----------------------|------|
| | | Total | Rate/1,000 Population | Total | Rate/1000 Population | |
| 1990 | 208,675 | N/A | N/A | 1,241 | 5.9 | N/A |
| 1991 | 212,185 | N/A | N/A | 1,120 | 5.3 | N/A |
| 1992 | 215,694 | N/A | N/A | 1,099 | 5.1 | N/A |
| 1993 | 219,204 | N/A | N/A | 1,144 | 5.2 | N/A |
| 1994 | 222,713 | N/A | N/A | 1,128 | 5.1 | N/A |
| 1995 | 226,222 | 18,790 | 83.1 | 1,221 | 5.4 | 23.7 |
| 1996 | 229,732 | 18,962 | 82.5 | 1,248 | 5.4 | 24.0 |
| 1997 | 233,241 | 17,592 | 75.4 | 1,273 | 5.5 | 26.4 |
| 1998 | 236,750 | 19,128 | 80.8 | 1,187 | 5.0 | 22.7 |
| 1999 | 240,260 | 18,651 | 77.6 | 1,109 | 4.6 | 21.7 |
| 2000 | 243,769 | 19,868 | 81.5 | 1,142 | 4.7 | 21.0 |
| 2001 | 246,722 | 19,561 | 79.3 | 1,170 | 4.7 | 21.8 |
| 2002 | 251,871 | 20,689 | 82.1 | 1,236 | 4.9 | 21.8 |
| 2003 | 257,851 | 20,394 | 79.1 | 1,217 | 4.7 | 21.8 |
| 2004 | 264,456 | 20,943 | 79.2 | 1,224 | 4.6 | 21.3 |
| 2005 | 270,716 | 22,675 | 83.8 | 1,380 | 5.1 | 22.2 |
| 2006 | 276,214 | 24,794 | 89.8 | 1,444 | 5.2 | 21.3 |
| 2007 | 281,233 | 26,143 | 93.0 | 1,540 | 5.5 | 21.5 |
| 2008 | 286,231 | 25,376 | 88.7 | 1,529 | 5.3 | 22.0 |
| 2009 | 291,731 | 24,142 | 82.8 | 1,530 | 5.2 | 23.1 |
| 2010 | 296,930 | 23,442 | 78.9 | 1,357 | 4.6 | 21.1 |
| 2011 | 301,439 | 23,003 | 76.3 | 1,385 | 4.6 | 22.0 |
| 2012 | 305,842 | 22,449 | 73.4 | 1,606 | 5.3 | 26.1 |
| 2013 | 310,923 | 21,646 | 69.6 | 1,642 | 5.3 | 27.7 |

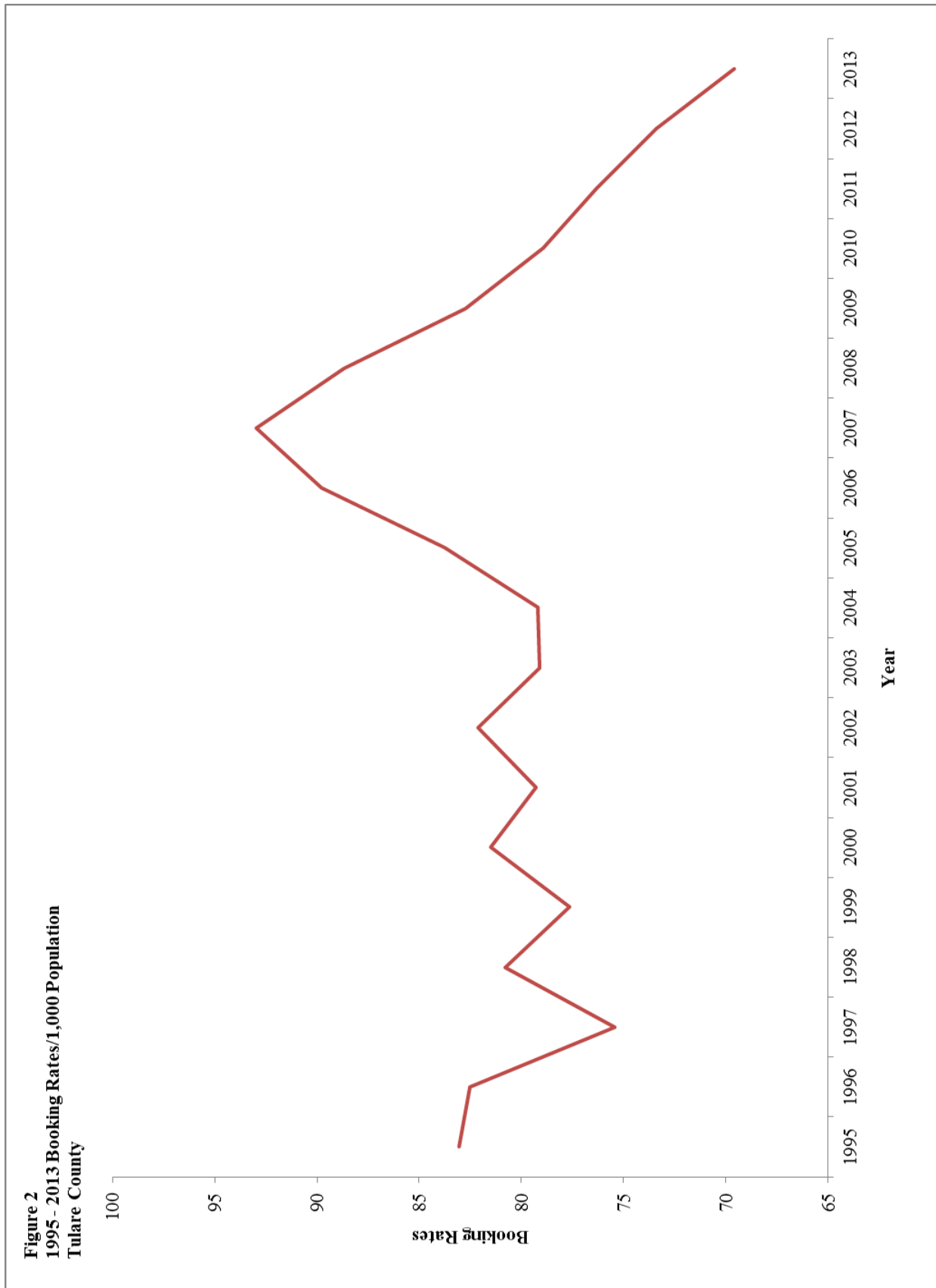


Figure 3
1995 - 2013 Average Daily Jail Population Rate/1,000 Population
Tulare County

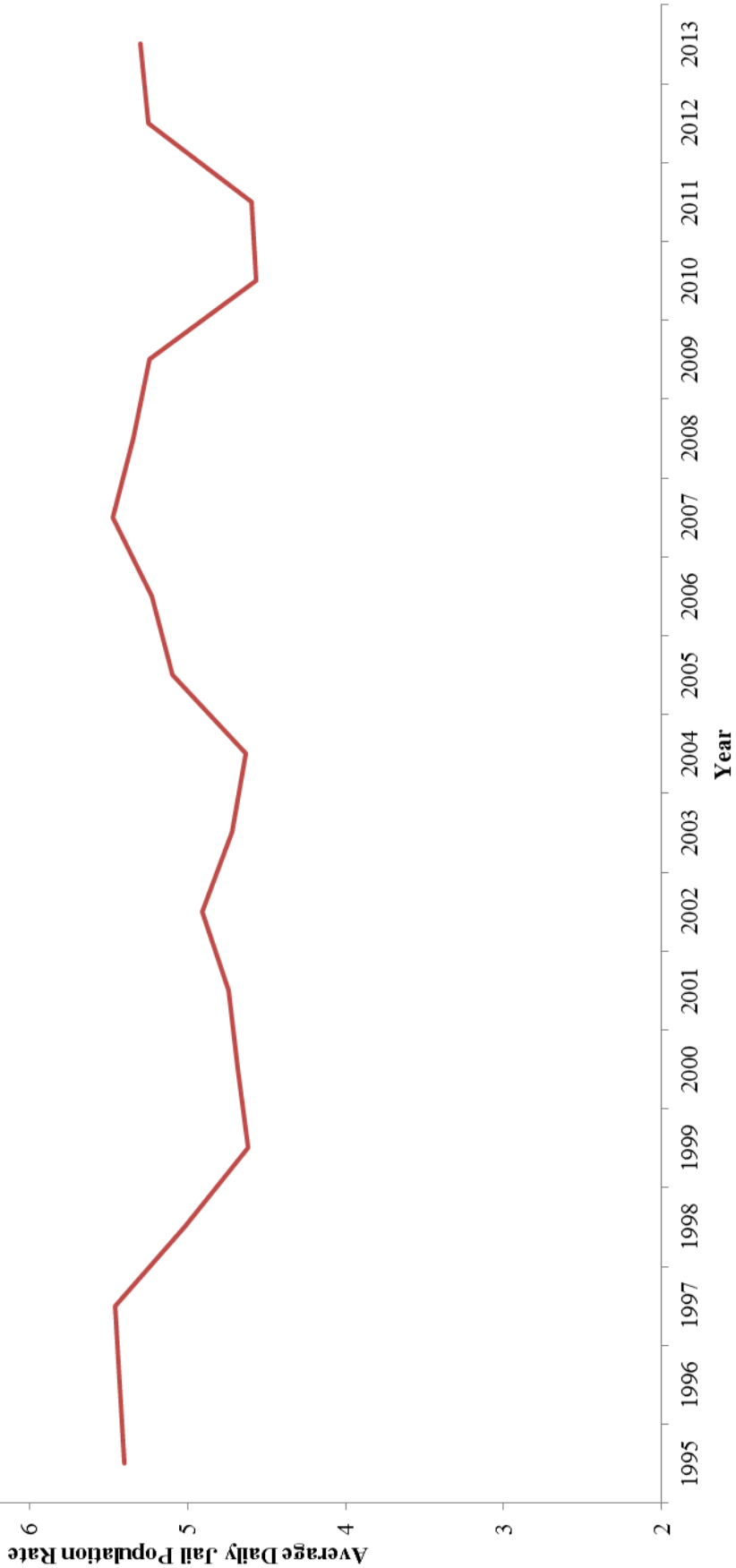
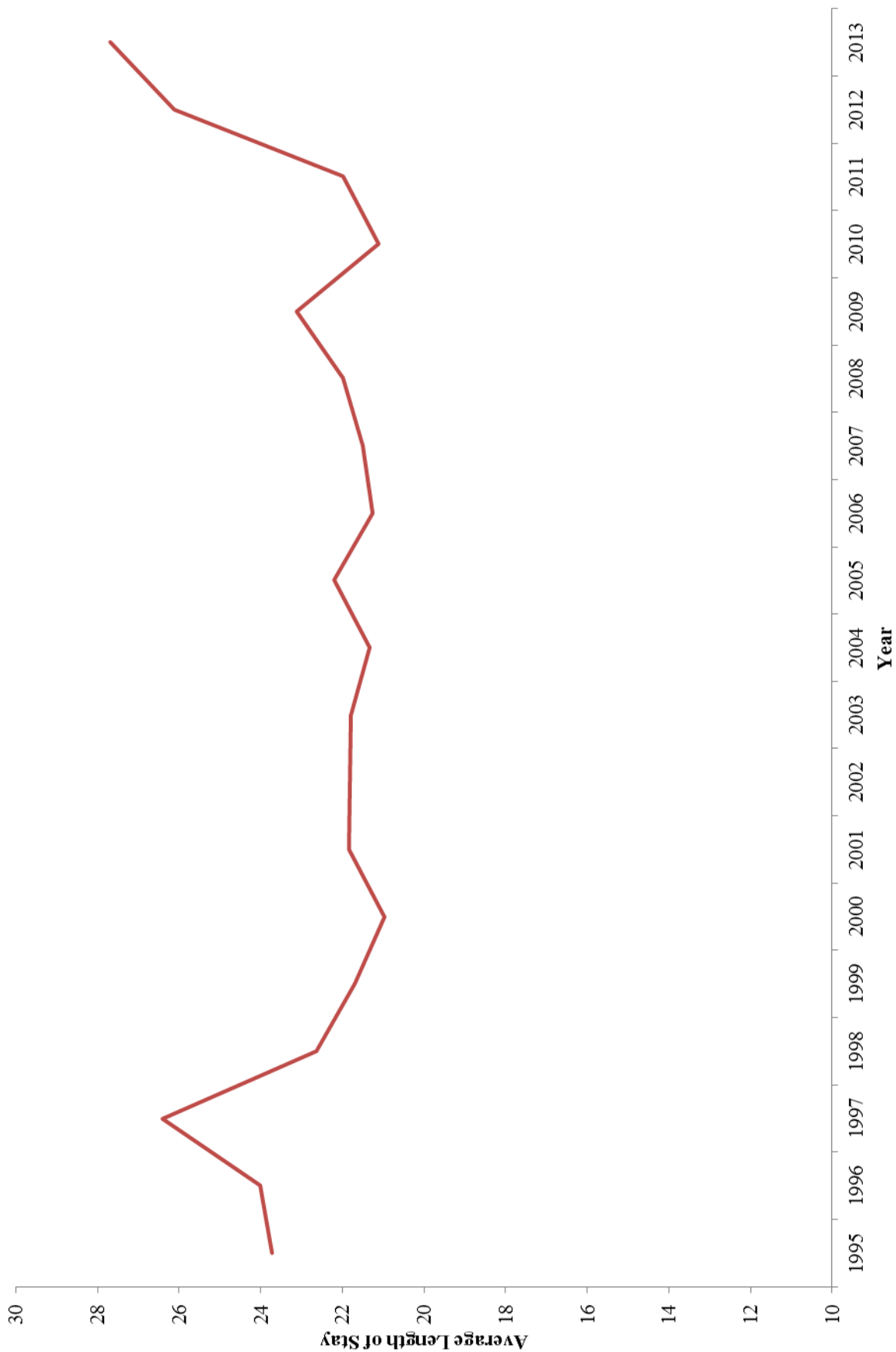


Figure 4
1995-2013 Average Length of Stay/1,000 Population
Tulare County



Projection Methodologies

Method I utilizes the current (2013) ADP rate per 1,000 adult County population, which is held at a constant level over the projection period to project ADP through early in the year 2014, 2017, and 2018. This approach reflects use of the most current experience as an indicator of the future. This method provides a base for comparison with other methodologies that incorporate the assumption that the detention rate will change in the future.

Method II applies the 1995-2013 historical average ratio of adult County population growth to the total detention growth rate to project detention rates in future years. Variations of Method II, conducted in the prior assessment, are not updated in this assessment due to the unavailability of reliable population by gender data.

Method III utilizes the 2012-2013 ALS “mean” to reflect recent AB 109 experience and a least squares regression model to project bookings. The resulting projected bookings and ALS are then employed to project ADP. A variation of Method III applies the 2000 – 2013 data set to determine resulting ADP projections based on mid-term experience.

Method IV applies a regression analysis using the multiple factors of population and booking rate to predict ADP. As with Method III, a variation of Method IV was used to assess ADP projections based on mid-term experience.

The following pages detail the results of Methods I through IV.

Method I – 2013 Average Daily Population Rate Held Constant

Method 1 utilizes the 2013 Average Daily Population Rate, or detention rate, held at a constant level over the projection period.

Method I results are presented in Table 3. If the ADP stabilized at the 2013 rate, ADP could be expected to increase from a 2013 level of 1,642 to 1,689 by early in the year 2014, a 2.9 percent increase.

ADP could increase to 1,800 by the year 2017, a 9.6 percent increase, and 1,843 by the year 2018, a 12.2 percent increase.

Table 3
Method 1 - 2013 ADP Rate Held Constant
Tulare County

| | Current 2013 | Projected | | |
|---------------------------------|-------------------------|------------------|-------------|-------------|
| | | Apr. 2014 | 2017 | 2018 |
| Adult Population | 310,923 | 318,675 | 339,578 | 347,817 |
| ADP Rate/1,000 Adult Population | 5.3 | 5.3 | 5.3 | 5.3 |
| ADP | 1,642 | 1,689 | 1,800 | 1,843 |

Method II – Adult Population to Detention Ratio (1995 – 2013)

The historical relationship between the growth trend in adult County population and average daily jail population (see Table 2) was determined for the period 1995-2013 and analyzed to determine the impact should this relationship remain constant through the year 2014. The baseline period of 1995-2013 was selected to correspond to the time period utilized in other methods. The adult population growth rate for this time period was +2.08 percent. The ADP growth for the same period was +1.92 percent. The ratio between the growth in ADP and the growth in the adult County population generates a “multiple” referred to in Table 4 below which was applied to the population growth forecast to obtain an ADP forecast.

The average daily detention population has grown at a rate approximately 0.92 times the adult County population during the period of 1995 – 2013. Assuming this relationship remains constant, multiplying the projected adult County population growth rate times this multiple of 0.92 indicates the forecasted growth in ADP. This growth rate is then applied to the 2013 ADP level to obtain a forecast of future ADP levels.

**Table 4
Adult Population/ADP Ratio
Tulare County**

| | Annual % Change 1995 - 2013 |
|------------------|--|
| Adult Population | 2.08% |
| ADP | 1.92% |
| Multiple | 0.92% |

The forecasted annual adult population growth rate in the County from 2013 to 2014 is +2.10 percent. Multiplying this by the multiple 0.92 yields the ADP growth rate for that period, +1.84 percent. Increasing the year 2013 ADP of 1,642 by an annual rate of +1.84 percent results in a forecast of 1,680 by early in the year 2014.

The forecasted annual adult population growth rate in the County from 2013 to 2017 is +2.30 percent. Multiplying this by the multiple 0.92 yields an ADP growth rate for this period of +2.12 percent. Increasing the 2013 ADP of 1,642 by an annual rate of +2.12 percent results in a forecast of 1,786 by the year 2017.

The forecasted annual adult population growth rate in the County from 2013 to 2018 is +2.42 percent. Multiplying this by the multiple 0.92 yields an ADP growth rate for this period of +2.18 percent. Increasing the 2013 ADP of 1,642 by an annual rate of +2.18 percent results in a forecast of 1,829 by the year 2018.

Table 5
Method II Forecast of ADP
Tulare County

| | Current | Projected | | |
|--|----------------|------------------|-------------|-------------|
| | | Apr. 2014 | 2017 | 2018 |
| Projected Annual Percentage Adult Population Growth Since 2013 | 2013 | +2.00% | 2.30% | 2.42% |
| Projected Annual ADP Growth Over its 2013 Level | | +1.84% | 2.12% | 2.18% |
| Projected ADP | 1,642 | 1,680 | 1,786 | 1,829 |

The 2009 Detention Division Needs Assessment included two variations of Method II which applied ADP data to male and female populations. These methods were not included in the update due to the unavailability of reliable population by gender data for the years 2007 – 2013.

Method III – Adult Population to Bookings Regression and Mean ALS Trend (1995 – 2013)

Method III involves the use of historical annual bookings and average length of stay to forecast ADP. Utilizing a linear regression formula, this method relates historical bookings directly to adult County population. This method results in the highest projected.

The calculation of average daily population given total bookings is dependent on the third variable, average length of stay. Average length of stay is calculated based on total days served. For example, to determine days served by the population in 2013, the average daily population (1,642) was multiplied by 365 days. Days served (599,330) divided by total bookings (21,646) yields an average length of stay of 27.7 days. The ALS mean of 2012-2013 (26.9) was used for this calculation due to the implementation of AB 109 in October 2011.

By applying average length of stay to projected bookings, average daily population as defined through this method was determined (see Table 6).

The historical period 1995 – 2013 was utilized for comparison against the 2009 assessment and for purposes of providing a historical data set of sufficient size to accommodate fluctuations in booking rates which are dependent on a number of external variables.

A statistical measure, the Coefficient of Correlation (r^2), has been applied to measure the degree of association between variables and to describe how well the data points “fit” trend lines. If the value of r^2 is close to zero, there is little or no linear relationship between the variables. If the value of r^2 approaches +1.0 or -1.0, there is a strong linear relationship. For purposes of this analysis, an r^2 of 0.70 or higher was set as a minimally acceptable correlation coefficient result. The adult population to bookings regression analysis, for the period 1995 – 2013 yielded an unacceptable correlation of +0.61. This means that only 61 percent of the variation in annual bookings can be explained by the variation in adult County population.

The regression formula was used to calculate total bookings for future years. This forecasted bookings data was then converted into ADP to produce an ADP projection for early in the year 2014, 2017, and 2018.

Table 6
Method III Projected Bookings, ADP, and ALS
Tulare County

| | Current | Projected | | |
|--------------------------------|---------|-----------|--------|--------|
| | 2013 | Apr. 2014 | 2017 | 2018 |
| Current and Projected Bookings | 21,646 | 25,214 | 26,690 | 27,272 |
| Average Length of Stay (ALS) | 27.7 | 26.9 | 26.9 | 26.9 |
| Average Daily Population (ADP) | 1,642 | 1,858 | 1,967 | 2,010 |

Method III (a) – Adult County Population to Bookings Regression and Mean ALS Trend (2000 – 2013)

Applying the same as Method III, Method III (a) assesses the booking and ALS trends over the past thirteen years.

The adult County population to bookings regression analysis, for this timeframe, produced an unacceptable correlation of +0.32. The correlation is less than that from the prior assessment (+0.92) due to the inconsistency in bookings during the subject period.

Table 7
Method III (a) Projected Bookings, ADP, and ALS
Tulare County

| | Current | Projected | | |
|--------------------------------|---------|-----------|--------|--------|
| | 2013 | Apr. 2014 | 2017 | 2018 |
| Current and Projected Bookings | 21,646 | 24,692 | 25,802 | 26,239 |
| Average Length of Stay (ALS) | 27.7 | 26.9 | 26.9 | 26.9 |
| Average Daily Population (ADP) | 1,642 | 1,820 | 1,902 | 1,934 |

Method IV – Multiple Regression using Population and Booking Rates (1995-2013)

Method IV applies a regression analysis using the multiple factors of adult County population and booking rate to predict ADP. This traces both the effect of a rising population and the booking rate per 1,000 adult County population on ADP. In the 2009 assessment, Method III (a) was used to derive the booking rate data. Due to the unacceptable correlation of Method III (a) in the current study period, the mean booking rate between 1995 – 2013 was utilized.

The approach of Method IV is in contrast to Method III, which applied regression of a single factor, total adult population, as a predictor of total bookings, and by simple mathematical conversion, of total ADP.

This analysis yields an equation that can be utilized to predict ADP for any specific population level and booking rate level. The equation has an r^2 of +0.74, i.e., it explains 74 percent of the variation in annual ADP level. This correlation is equal to the +0.74 correlation found in the 2009 assessment utilizing the same method. It is readily apparent that Method IV does not fully account for the increased ALS seen in the past 23 months as a result of AB 109.

**Table 8
Method IV Forecast of Total ADP
Tulare County**

| | Current 2013 | Projected | | |
|---|-----------------|-----------|---------|---------|
| | | Apr. 2014 | 2017 | 2018 |
| Adult Population | 310,923 | 318,675 | 339,578 | 347,817 |
| Booking Rate/1,000 Adult Population (Derived from Mean of 1995-2013) | 69.6 | 80.9 | 80.9 | 80.9 |
| Current and Projected Bookings | 21,646 | 25,781 | 27,472 | 28,138 |
| Average Length of Stay | 27.7 | 22.9 | 22.9 | 22.9 |
| Average Daily Population | 1,642 | 1,614 | 1,723 | 1,766 |

Method IV (a) – Multiple Regression Using Population and Booking Rate (2000-2013)

Applying the same multiple regression methodology, Method IV (a) assesses the year 2000-2013 trends. The r^2 for this time period is +0.82.

Table 8
Method IV Forecast of Total ADP
Tulare County

| | Current 2013 | Projected | | |
|--|-------------------------|------------------|-------------|-------------|
| | | Apr. 2014 | 2017 | 2018 |
| Adult Population | 310,923 | 318,675 | 339,578 | 347,817 |
| Booking Rate/1,000 Adult Population (Derived from Mean of 2000-2013) | 69.6 | 83.2 | 83.2 | 83.2 |
| Current and Projected Bookings | 21,646 | 26,514 | 28,253 | 28,938 |
| Average Length of Stay | 27.7 | 23.3 | 23.8 | 24 |
| Average Daily Population | 1,642 | 1,695 | 1,845 | 1,904 |

Summary and Recommendation of Baseline Average Daily Population Projections

The updated projected ADP levels for each projection methodology applied within the analysis are summarized in Table 10.

Table 10
Comparison of ADP Derived from Alternative Methodologies
Tulare County

| | Current 2013 | Average Daily Population Projected | | |
|-------------------------------|-----------------|---------------------------------------|--------------|--------------|
| | | Apr. 2014 | 2017 | 2018 |
| Method I | 1,642 | 1,689 | 1,800 | 1,843 |
| Method II | 1,642 | 1,680 | 1,786 | 1,829 |
| Method III | 1,642 | 1,858 | 1,967 | 2,010 |
| Method III (a) | 1,642 | 1,820 | 1,902 | 1,934 |
| Method IV | 1,642 | 1,614 | 1,723 | 1,766 |
| Method IV (a) | 1,642 | 1,695 | 1,845 | 1,904 |
| Average of all Methods | | 1,726 | 1,837 | 1,881 |

Overall, the four methodologies employed resulted in baseline projected ADP levels that range between 1,614 and 1,858 by early in the year 2014, between 1,723 and 1,967 by the year 2017, and between 1,766 and 2,010 by the year 2018 as shown in Figure 5. Figure 6 shows ADP projections through 2018.

Method I, which applied the 2013 average daily population rate to projected adult County population, resulted in a projected ADP of 1,689 in early 2014, 1,800 in 2017, and 1,843 in 2018, with all estimates falling within the mid-range the results.

Method II “Adult Population to Detention Ratios (1995-2013)” projects an ADP of 1,680 in early 2014, 1,786 in 2017, and 1,829 in 2018. Between 1995 and 2000, ADP declined from 1,221 to 1,142, a 6.5 percent decline. From 2000 to 2007, ADP increased by 35 percent, from 1,142 to 1,540. From 2007 to 2010, ADP again declined from 1,540 to 1,357 or 12 percent. With the implementation of AB 109, ADP jumped from 1,357 in 2010 to 1,642 driven primarily by an increase in the average length of stay despite a high number of split sentences and an 8 percent increase in time served credits. As with the 2009 assessment, Method II reflects the historical relationship between ADP and adult County population trends; it does not assess the individual trends of the two variables that determine ADP – bookings and average length of stay. The method only measures the beginning and end-points of population and ADP trends.

Method III and (a) apply the historical trends of both the primary factors that determine ADP – annual bookings and average length of stay. The results obtained between the variations of

Method III vary by the historical timeframe of the data applied. Method III applies all available bookings and ALS data (1995-2013) and results in an ADP of 1,858 in early 2014, 1,967 in 2017, and 2,010 in 2018. Method III (a) applies the more recent data set of 2000-2013 which, due to the variations in bookings, results in a moderately lower ADP of 1,820 for early 2014, 1,902 in 2017, and 1,934 in 2018.

Method IV applied the available eighteen year booking rate, in conjunction with adult County population levels to project ADP. This “multiple regression” method, which traces the different historical trends using two independent variables at once, also produces results that are highly sensitive to the timeframe applied. Method IV projected a lower ADP of 1,614 for early 2014, 1,723 in 2017, and 1,766 in 2018 and produced a higher correlation value than Method III. The correlation and low-range ADP projections are attributable to the significant variation in booking rates experienced between 1995 and 2013. As noted in the prior assessment, the booking rate per 1,000 was 83.1 in 1995, dropped to 75.4 in 1997 and then increased to 80.8 the following year. Similar fluctuations occurred between 1998 through 2000, 2000 through 2003, and 2006 through 2008. The booking rate then continued to decline between 2008 through 2012. The historical booking rate variations depress the long term ADP projections and reduce the measurable correlation. Additionally, changes in sentence lengths due to AB 109 are not adequately represented in this methodology due to the lack of a sufficiently sized data set.

The results of applying only the more recent years of 2000-2013 in **Method IV(a)** generated results of 1,695 for early 2014, 1,845 in 2017, and 1,904 in 2018.

Figure 5
Comparison of ADP Alternative Methodologies
April 2014
Tulare County

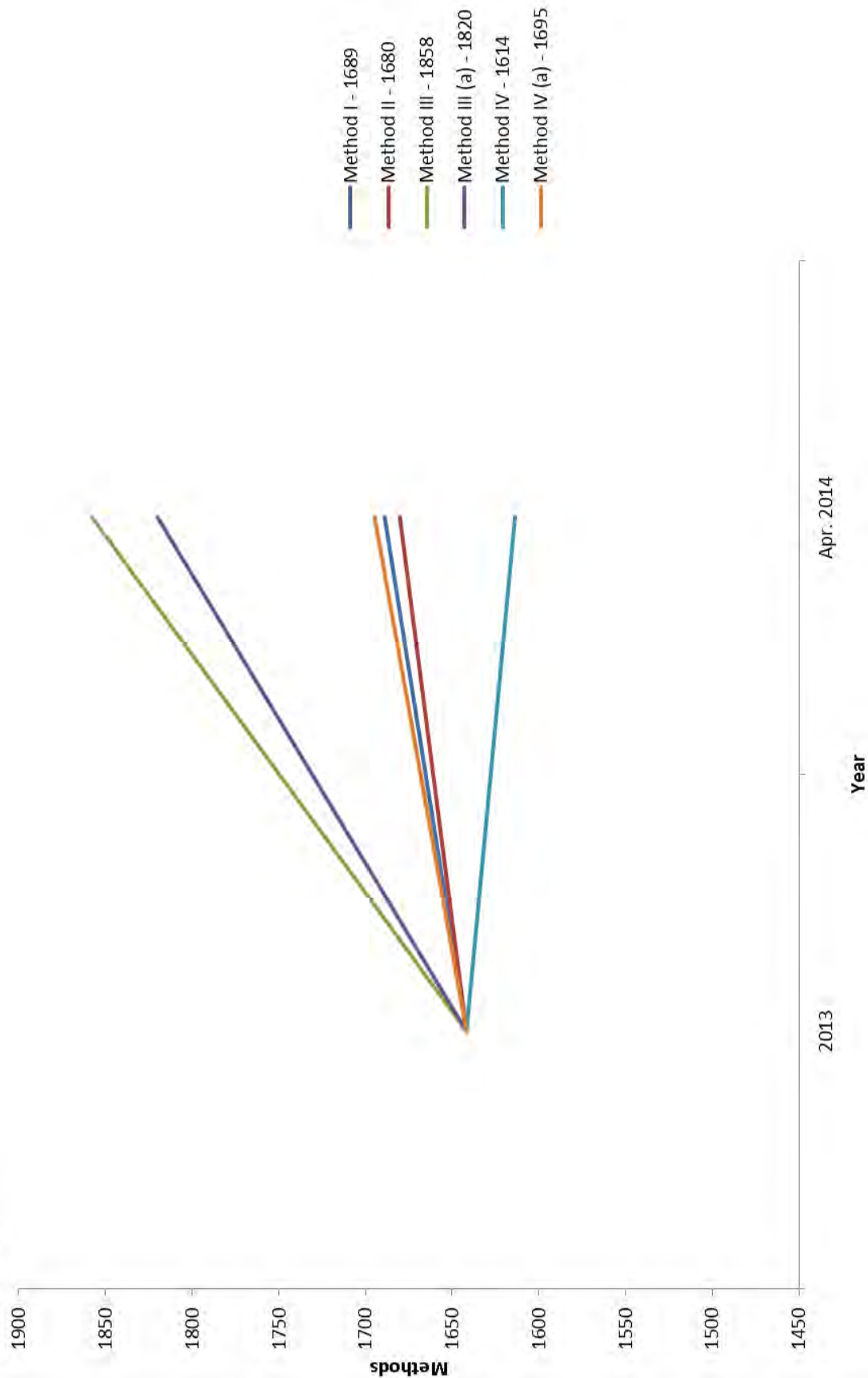
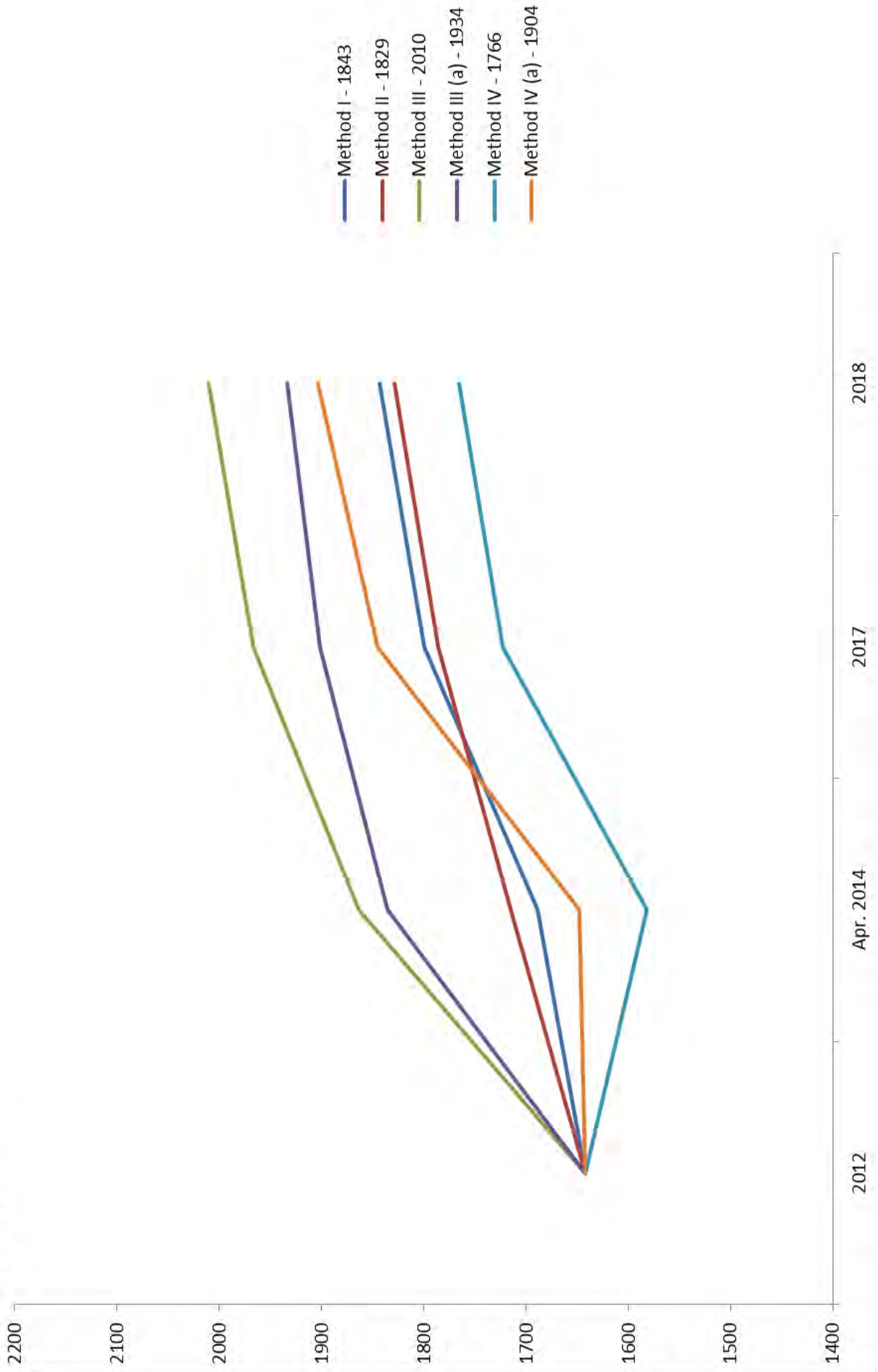


Figure 6
Comparison of ADP Alternative Methodologies
April 2014, 2017, and 2018
Tulare County



Bed Distribution by Assignment Category

For planning purposes, ADP by gender and peaking/segregation factors must be considered. Security requirements, special needs, administrative segregation, and gang affiliation all impact segregation needs. The 2009 study was reviewed and compared against current population ratios and the 23 percent adjustment used at the time of the study is deemed to be an appropriate measure of current gender and peaking/segregation needs.

Tulare County currently utilizes a non-point subjective classification system. At the time of booking, an inmate's criminal history is run, a questionnaire is completed, and a Correctional Deputy conducts an interview with the inmate. An inmate is then classified into one of several classification types and then further classified according to security classifications.

The proposed classification system will be based on an evidence-based assessment that evaluates various criteria and assigns point values to different categories. The total point count will coincide with each facility's classification. All programs will require a particular classification level. Lower levels will improve an inmate's ability to qualify for more program opportunities. The goal is to establish an incentive based system that allows all inmates, interested in improving their lives, to participate in programs while removing disruptive and non-receptive inmates. Under the existing program, there are no behavioral incentives for program participation.

Recommendation

As stated in the prior assessment, the recommendation as to which methodology to utilize must be based on the statistical significance of results, balanced with the range of historical trends. However, the insufficient data for the period since AB 109 implementation must also be considered in the interpretation of results.

Method IV is based on a regression analysis with acceptable statistical correlation results but does not reflect recent trends as evidenced by projections which show a decrease in ADP and ALS by early in the year 2014. Method IV (a) results in a good statistical correlation but only a slight increase in projected ADP and ALS. One reason for the results is that the method does not adequately compensate for the changing composition of the inmate population to reflect increased sentence lengths for more serious offenders than those previously held in county facilities. ALS including the extensive use of split sentencing to release inmates to supervised Probation.

As previously experienced, Method IV applies multiple factors, maximizes available booking data and generates a fit to historical data which is on the lower range of acceptability ($r^2 = +0.74$). This correlation is equal to the prior assessment period ($r^2 = +0.74$). Method IV (a) provides the highest fit to historical data ($r^2 = .82$); however, only 23 months of AB 109 data is applied.

The results of Method IV (a) (2000-2013) are recommended to serve as the baseline average daily population projections for two reasons: 1) the method independently assesses the two determining variables of ADP, bookings and ALS, and provides the only good historical fit to historical booking data ($r^2 = +0.82$); and 2) it provides the advantage of utilizing the

more recent booking data experience to forecast long term requirements.

The purpose of the baseline average daily population projections is to provide a base for development of an adjusted average daily population. For purposes of this updated assessment, two broad categories are used as adjustments to the baseline ADP. The first adjustment is referenced in detail in the 2009 study and includes gender, peaking and other, non-gender related, segregation factors. A 23 percent adjustment is made to account for these variables for consistency with the 2009 study. The second adjustment is for the impact of AB 109. Full implementation [of AB 109] ADP estimates provided by the Department of Finance² are used for the Realignment adjustment. Table 11 presents the projected bed requirements for years 2014, 2017, and 2018 to represent the timeframes corresponding to potential new facilities opening. Under the proposed SB 1022 timeline, a new facility would open in 2017. The existing AB 900 facility is anticipated to open in 2018 and the Main Jail will be closed at that time.

The 2009 assessment predicted a maximum life of 3-10 years for Main Jail (constructed in 1960-62) and the Men's Correctional Facility (constructed in 1941).

² California Department of Finance, *Allocation and Population Information: 2011-12 AB 109 Funding, One-Time Training Funds, and Average Daily Population at Full Implementation*.
<http://www.csac.counties.org/default.asp?id=3202>

**Table 11
Basis for New Baseline Bed Development
Tulare County**

| | Current 2013 | Baseline Projections | | |
|---|-----------------|----------------------|------------|------------|
| | | Apr. 2014 | 2017 | 2018 |
| Projected Baseline ADP | 1,642 | 1,695 | 1,845 | 1,904 |
| AB 109 Realignment | Incl. | 197 | 295 | 295 |
| Gender/Peak/Classification (1.23) | 378 | 435 | 492 | 506 |
| Projected Bed Requirements | 2,020 | 2,327 | 2,632 | 2,705 |
| Existing Bed Availability | 1,648 | 1,648 | 1,734 | 1,976 |
| Main Jail* | 272** | 272 | 272 | -- |
| Bob Wiley Detention Facility | 690 | 690 | 690 | 690 |
| Pretrial Facility | 384 | 384 | 384 | 384 |
| Men's Correctional Facility* | 302*** | 302 | -- | -- |
| SB 1022 - Sequoia Field Program Facility | -- | -- | 388 | 388 |
| AB 900 - South County Detention Facility | -- | -- | -- | 514 |
| Projected Bed Shortfall | 372 | 679 | 898 | 729 |
| New Beds to Develop through April 2014 | | 679 | | |
| New Beds to Develop through 2017 | | | 898 | |
| New Beds to Develop through 2018 | | | | 729 |

*The 2009 assessment estimated a maximum remaining life of 3-10 years for Main Jail and the Men's Correctional Facility; their closure is included in the Capital Improvement Plan which has been approved by the Board of Supervisors.

** The capacity of Main Jail differs from the 2009 Assessment due to the conversion of a day room to provide 8 new beds in 2013 and a corresponding adjustment to the 1988 Consent Decree based on the additional of the new beds.

***The capacity of the Men's Correctional Facility differs from the 2009 Assessment due to the closure of one, 64 bed unit due to extensive damage.

Title 24 Requirement Updates

The following updates the required Title 24 needs assessment elements from the 2009 study.

Staffing

There are currently 359 total staff assigned to the Tulare County Sheriff's Department Detention Division included 259 sworn and 100 civilian employees. Staffing levels are appropriate to cover the four detention facilities and the Day Reporting Center/Sheriff's Work Alternative Program.

The proposed SB 1022 facility will not require additional detention staff as the existing Men's Correctional Facility/Day Reporting Center/Building Trades Program facilities will be closed and staff moved to the new, consolidated facility. Existing Program staff will also move to the new facility and new Program staff necessary to implement the proposed programs will be added as outlined in the SB 1022 proposal. Additional program operational costs will be paid from AB 109 funding and/or the Inmate Welfare Trust Fund as appropriate.

Visual Supervision

Title 15, Section 1027 of the State of California Minimum Jails Standards Regulations requires there is to be sufficient personnel to conduct at least hourly safety checks of inmates through direct visual observation of all inmates. Tulare County currently conducts 30 minute safety checks of our inmate populations at all facilities. This policy improves the safety and security of the inmate population.

The existing Men's Correctional Facility is a dorm setting which requires a floor deputy to be present at all times. Our proposed new facility will also be a multi-occupancy cell (8 person) configuration which includes several multipurpose rooms in each housing unit to facilitate inmate programs.

Record Keeping

The Tulare County Sheriff's Department uses ADSI Jail Management System which connects all facilities and allows for the safe and accurate tracking of all inmate movement within the Detention Division.

System Compliance

The system has a record of compliance with standards. Where non-compliance has been noted during inspections, subsequent inspections report any issues resolved. The 2012-2014 biennial inspection noted non-compliance with Title 24, Section 2.8 Dormitories at the Bob Wiley Facility, specifically, that the ratio of toilets to inmates exceeded requirements due to overcrowding in the women's detention area. A related issue is noted in the report for the Pre-Trial Facility (Title 24, Section 2.9 Dayrooms). The report notes that the facility was over capacity on 103 days in the year prior to the inspection. The 2013 Fire Inspection and the Tulare County Health Department inspections also did not note any inspections issues.

The inspections have, since 2006, become increasingly critical of the physical plant of the Main Jail Facility noting that the facility design continues to “present operational and maintenance challenges.” The reports notes insufficient booking cells, the availability of only one sobering cell, no programming space, and limited opportunities for out of cell time. Space is limited for medical and mental health consultations and no space is available for medical interviews in the booking area.

The inspection report also documents that the E Barracks (64 beds) of the Men’s Correctional Facility cannot be utilized due to flood damage. The report also noted that the bulk of inmate programs are provided at the Men’s Correctional Facility but that many inmates do not qualify for housing in the facility due to classification, safety, and security concerns. This results in many inmates being unable to access program offerings. The proposed SB 1022 facility would provide for greatly expanded programming options for the inmate population.

Alternatives to Incarceration

This section updates Section Five on pages 5.1 – 5.22 where changes have been made and/or are included in the SB 1022 proposal.

Pretrial Alternatives/Post Booking Alternatives

Penal Code Section 1203.016 allows for the use of electronic monitoring for certain offenders. The Tulare County Sheriff’s Department recently instituted a pilot program for the use of involuntary electronic monitoring. The program is anticipated to continue and to expand with the use of evidence based assessment tools.

Current Utilization

The pilot program included 17 offenders. The full time program is expected to include up to 15-20 offenders on an ongoing basis.

Costs

The cost of the program is borne by the Sheriff’s Department as the program is involuntary. The existing equipment has been provided by the Probation Department through its contract with a private vendor. The daily monitoring cost is \$6.70 per day per offender and the annual budget is anticipated at \$50,000 for the first year. Additional costs may be incurred if equipment is damaged or if the eligible population exceeds the anticipated number.

Current Limitations to Use

The program is limited to staffing availability to conduct assessments. The Sheriff’s Department and Probation Department are currently working to assign a full time assessment team.

Early Release

The program derives from the authority of the Sheriff granted through Penal Code to grant good time, work time, and early release under specific circumstances as well as the 1988 Consent

Decree establishing, among other things, a cap on the jail population.

Current Utilization

The Sheriff's Department does not currently utilize an early release program. Instead, the Department works closely with Probation to conduct assessments and identify inmates who meet the criteria in place for an early release program to Probation's electronic home monitoring. The early release can be for up to 90 prior to scheduled release. This program allows for a smoother transition for the inmate and helps to alleviate peak housing demand issues.

Split Sentencing

AB 109 authorized the use of split sentencing and Tulare County has utilized this option since the implementation of Realignment. The County's split sentencing rate was 65% through the first quarter of 2013, one of the top 10 rates in the State. Split sentencing assists inmates in transitioning from the detention facilities to the community and alleviates peak housing demand issues.

Sentence Reductions

Current Utilization

All inmates receive statutory time off their sentences. As of July 1, 2011, except for certain inmates who are limited to 15% credit against sentenced time, a term of 4 days is deemed to have been served for every 2 days spent in actual custody. This credit is an increase in credit time from that in place at the time of the prior study.

Program Proposals

The focus on future programming will be to implement evidence based practices and programs which are effective in reducing recidivism. Program proposals are outlined in more detail in the SB 1022 Proposal Narrative.

Appendix B.

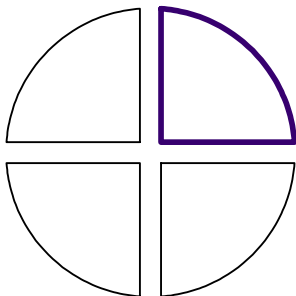
2013 Tulare County Detention Division Needs Assessment Report
Tulare County Detention Division Needs Assessment Update

April 23, 2009

TULARE COUNTY

Detention Division Needs Assessment Study

Final Report



omni-group, inc. planning consultants

In Association with Mark Morris Associates

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Executive Summary

Executive Summary

The Executive Summary provides an overview of the findings and conclusions of the Tulare County Detention Division Needs Assessment Study.

Although comprehensive in its scope, the executive summary, by its nature, does not reflect all detailed information developed throughout this study. Reference should therefore be made to the body of the report, and to the attached technical appendices, for a more in-depth understanding of the results of the needs assessment.

Background

In 1997, Tulare County completed a long range detention needs assessment and facilities master plan in order to establish an orderly process for meeting future detention requirements in an efficient and economical manner. The County has retained the Omni-Group, Inc., in association with Mark Morris and Associates, to prepare a current needs assessment of the Sheriff's Department's Detention Division facility related needs.

The results of this Detention Division Needs Assessment will identify constructive and recommended policy changes, support the preparation of a master plan to accommodate mid-term and long-term facility needs, and define initial project development requirements.

Study Objectives

The following were defined as the principal objectives of the Detention Division Needs Assessment study:

- To provide a Detention Division Needs Assessment consistent with current Title 24 requirements.
- To assess historical and future trends in demand for Detention Division detention capacity requirements, within a range of policy options, to serve as the basis for mid-term and long-term facility planning.
- To determine and specify the amount and type of space required by the Detention Division functions through the year 2028.
- To prepare a cost effective facilities master plan to accommodate the functions under study with the built space they require, including provisions for operationally related exterior areas.
- To make specific initial capital project recommendations, including a project description for the first increment of construction which addresses space needs, operational patterns, staffing and development cost requirements for the new project.

Baseline Detention Capacity Projections

In 1988, the County stipulated to a Consent Decree as a result of overcrowded conditions in the detention/correctional system. The Consent Decree established a maximum daily capacity at the Main Jail. As a result, the Detention Division implemented two early release programs to reduce jail overcrowding due to lack of sufficient bed capacity.

Currently, while additional jail bed capacity is available, these early release programs remain in effect due to lack of funds to staff all available beds.

The average daily population of inmates in the Detention Division jail facilities is dependant on the number of expected inmates (bookings and average daily population), the amount of time that they will be housed in the facilities (average length of stay or ALS) and the administrative and operational policies in effect.

The assessment of the average daily population, or ADP, and the subsequent development of baseline capacity projections through the year 2028, provide a benchmark for future facility planning, and involves the application of a range of alternative projection methodologies.

The baseline ADP projections reflect projected future detention capacity requirements based on current operational policies.

Historical Trends

ADP has increased from 1,221 in 1995 to a high of 1,540 in 2007, a 26 percent increase. This increase in jail population can be traced to the rise in bookings.

Overall, bookings increased from 18,790 in 1995 to 26,183 in 2007, an increase of 39.4 percent. The booking rate per 1,000 population increased from 83.1 to 90.2 over the same period, indicating the rate of bookings increased 8.5 percent more than population growth.

Between 2004 and 2007 the booking rate increased from 4.6 per 1,000 adult population to 5.3 per 1,000 in 2007, an increase of 15.2 percent.

The average length of stay (ALS) of inmates decreased from 23.7 days in 1995 to 21.5 days in 2007, a decrease of approximately 9 percent over the twelve year period.

As indicated above, ADP and bookings have increased from 1995 to 2007, however, the increase has been at a lower rate than that experienced in the preceding 10 year period that was applied in the 1997 Needs Assessment Study.

The following provides an overview of trend changes in felony arrests, reported violent crimes, average daily detention population and County population projections between those applied in the 1997 Needs Assessment and the trends that have transpired since completion of that study.

Felony Arrest Trends: Over the 1984 to 1994 period, as assessed in the 1997 Needs Assessment, felony arrests increased at an average annual rate of 6.36 percent.

Over the past ten year period (1997 - 2007) the felony arrest rate has increased at an average annual rate of 3.69 percent, or a rate that is 0.58 that of previous eleven year period. This decline in the felony arrest rate reflects the decline in reported violent crime growth rate for the 1995 - 2005 timeframe.

Reported Violent Crimes: Between 1984 and 1994 reported violent crimes increased at an average annual rate of 5.52 percent. From 1995 to 2005 the reported violent crime rate declined to 1.40 percent per year, or to a rate that is 0.25 that of the previous eleven year period.

Average Daily Population (ADP) Trends: Between 1983 and 1995 the 1997 Needs Assessment recorded an increase in the ADP averaging 6.55 percent per year. Over the past twelve years (1995 - 2007) the increase in the ADP has averaged 1.95 percent, or a rate that is 0.31 of the previous twelve year period.

ADP to Population Ratio: From 1983 to 1995 the average annual percentage increase in the ADP (6.55 percent) was 3.10 times that of total County population annual growth (1.95 percent) for the corresponding time period.

From 1995 to 2007 the average annual percentage increase in the ADP and total County population growth rates were nearly identical at 1.95 and 1.92 percent respectively.

Projected County Population: The total County population projection, as applied in the 1997 Needs Assessment, for the year 2015 was 577,000. The 2015 County population projection is currently 483,435 or 16.2 percent less than the population projection provided for use in the previous Needs Assessment.

Since 1997, all of the major trends impacting average daily population detention levels have declined. As such, the application of recent trends will likely result in lower “adjusted” average daily detention population and capacity needs projections than those developed in the 1997 Corrections Needs Assessment.

Projection Methodologies and Recommended Baseline Capacity Projections

As an initial step in assessing possible projection methodologies, the 18 year available record of average daily population (ADP) levels was assessed. Assessment of long term historical ADP and corresponding adult county population levels supported projections of future ADP levels proportionate to projected adult population (Methods I and II).

The availability of historical booking levels and average length of stay (ALS) data from 1995 through 2007 provide the basis for the independent assessment of both variables determining ADP - bookings and ALS (Methods III and IV).

The specific methodologies applied are summarized as follows:

Method I: Utilizes the current (2007) ADP rate per 1,000 adult County population, which is held at a constant level over the projection period to project ADP through the year 2028. This approach reflects use of the most current experience as an indicator of the future. It provides a base for comparison with other methodologies that incorporate the assumption that the detention rate will change in the future.

Method II: Applies the 1990 - 2007 historical average ratio of adult County population growth to the total detention growth rate to project detention rates in future years. Variations of Method II employ the available 1995 - 2007 and 2000 - 2007 historical data by gender to project independent detention rates for male and females in future years.

Method III: Utilizes the available 1995 -2007 ALS “mean” and a least squares regression model to project bookings. The resulting projected bookings and ALS are then employed to project ADP. A variation of Method III applies the 2000 - 2007 data set to determine resulting ADP projections based on mid-term experience.

Method IV: Applies a regression analysis using multiple factors, population and booking rate, to project ADP. As with Methods II and III, a variation of Method IV was employed to assess ADP projections based on mid-term experience.

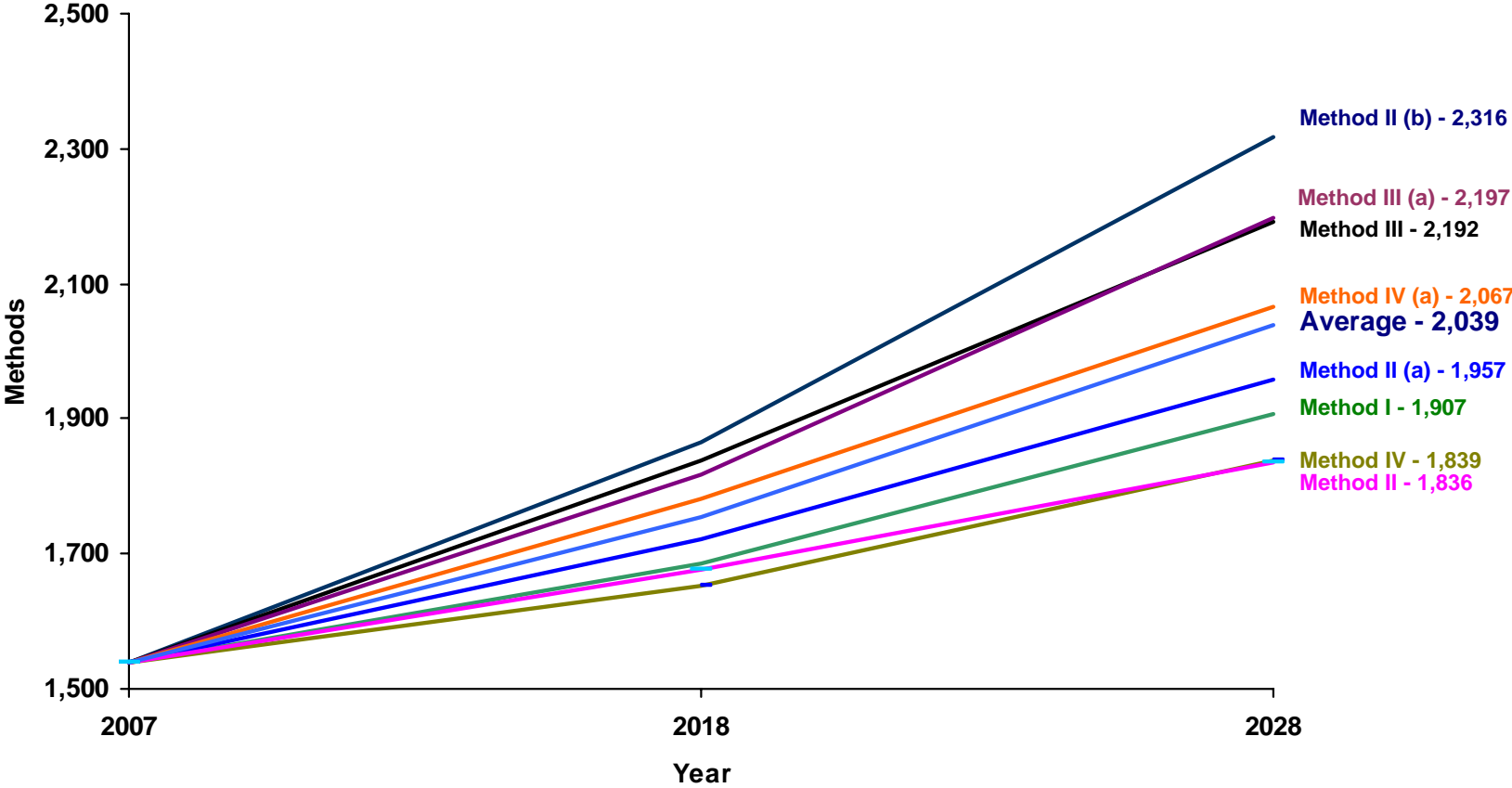
The results of Methods I through IV and their variations, are displayed in the following graphic.

The significant criteria to use in evaluating each methodology is, first, its ability to produce statistically significant results and, second, its ability to balance a range of historical trends experienced over the years.

Methods III and IV are based on a sophisticated regression analysis with acceptable to excellent statistical correlation results, which closely trace the varying historical trends. For these reasons, these two methods should be reasonably trustworthy as predictors of ADP.

While Method IV applies multiple factors and maximizes the available booking data, its fit to historical data is minimally acceptable ($r^2 = 0.74$). Method IV (a) provides an excellent fit to historical data ($r^2 = 0.98$), however, only the last seven years of booking data is applied.

Comparison of ADP Alternative Methodologies
Tulare County



The results of **Method III - Adult Population to Bookings Regression and Mean ALS Trend (1995 - 2007)** are recommended to serve as the baseline average daily population projections. The approach applied in Method III independently assesses the two determining variables of ADP, bookings and ALS, and provides an excellent fit to historical booking data ($r^2 = 0.91$). Method III further provides the advantages of utilizing the maximum available “long-term” booking data experience to forecast long-term requirements and its results are relatively equivalent to the average of all methodologies applied.

Had the “early release” programs not been in effect, it is anticipated that the historical ADP levels and average length of stay would have been different from that actually experienced. Thus, adjustments to reflect discontinuation of the early release programs may result in outcomes that differ from those obtained from the baseline projections reflecting actual experience.

The following summarizes baseline average daily population projections and corresponding detention bed capacity requirements, incorporating allowances to account for recurring monthly peaking of capacity levels and the essential need to segregate incompatible inmate classification categories.

**Baseline Detention Capacity Requirements
Tulare County**

| Year | Average Daily Population | Detention Bed Capacity Requirements |
|------|-----------------------------|--|
| 2007 | 1,540 | 1,890 |
| 2018 | 1,837 | 2,260 |
| 2028 | 2,192 | 2,700 |

Existing Detention Facility Resources

At present, incustody detention operations in Tulare County are supported by the Main Jail Facility, the Bob Wiley Detention Facility, the Pretrial Facility and the Men’s Correctional Facility. While the Bob Wiley and Pretrial Facilities are relatively new (built within the last two decades), the Main Jail is now 47 years old and the majority of buildings at the Men’s Correctional Facility date back to 1941.

Based upon the results of facility status questionnaires and discussions with County and Sheriff’s staff representatives, a joint assessment was made of the estimated useful life of each existing detention facility. Consistent with their age and present conditions, both the Bob Wiley and Pretrial Facilities can be expected to maintain a useful life over the 20 year planning timeframe with the correction of current physical deficiencies and proper ongoing preventive and corrective maintenance.

Conversely, the Main Jail and the Men’s Correctional Facility present a limited useful life, at best over a future 6 to 10 year period. This “maximum” useful life would be predicated upon extensive to wholesale facility rehabilitation at costs approaching new construction.

For purposes of this needs assessment, long term detention facility resources are therefore assumed to be limited to the Bob Wiley and Pretrial Facilities.

New Baseline Detention Bed Development

The assumed availability of existing beds, as depicted in the following table, is deducted from the future bed requirements to define bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need, predicated upon baseline ADP projections, to develop 1,183 new detention beds relative to projected year 2018 operational levels, and an additional 440 detention beds to meet projected needs through the year 2028.

| | Current 2007 | Baseline Projections | |
|---|-------------------------|-----------------------------|--------------|
| | | 2018 | 2028 |
| Projected Baseline ADP | 1,540 | 1,837 | 2,192 |
| Projected Bed Requirements | 1,890 | 2,260 | 2,700 |
| Existing Bed Availability | 1,707 | 1,077 | 1,077 |
| Main Jail | (264) | (--) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men’s Correctional Facility | (366) | (--) | (--) |
| Projected Bed Shortfall | 183 | 1,183 | 1,623 |
| New Beds to Develop Through 2018 | | 1,183 | |
| New Beds to Develop Through 2028 | | | 440 |

Baseline Incustody Detention Capital and Operational Cost Assessment

Summarized below are the results of the estimation of 20 year incustody detention capital and operational costs associated with the accommodation of baseline projections of ADP and bed requirements. Both capital costs (occurring at future points in time) and operational costs (aggregated annually over the planning timeframe) are expressed in “present value” terms reflecting year 2008/2009 dollar values.

**Baseline
Present Value Costs
(Year 2008/2009 Dollars)**

Capital Costs:

| | |
|------------------------------|-----------------------------------|
| Existing Detention Resources | \$3,500,000 |
| New Detention Resources | \$284,025,000 |
| | ----- |
| Subtotal (Capital Costs) | \$287,525,000 (@ 23% of Total) |

Operational Costs:

| | |
|---|-----------------------------------|
| Existing Detention Resources | \$468,600,000 |
| New Detention Resources | \$490,220,000 |
| | ----- |
| Subtotal (Operational Costs) | \$958,820,000 (@ 77% of Total) |
| | ----- |
| Total Baseline Incustody Detention Costs | \$1,246,345,000 |

The estimation of capital costs recognize the need for the correction of current deficiencies in existing facilities assumed to continue in use over the 20 year timeframe (Bob Wiley and Pretrial Facilities); as well as potential costs of an unavoidable nature to permit the continued short term use of facilities not assumed as long term detention resources (Main Jail and Men’s Correctional Facility).

Capital costs associated with the development of new detention resources, over time, have been estimated on the basis of the application of a facility development cost per bed factor to new bed requirements identified to meet both mid term and long term baseline ADP projections.

Beyond capital costs to support existing facilities and those associated with new facility development, total baseline 20 year incustody detention system costs incorporate estimates of ongoing annual operational costs over the planning timeframe. These costs, estimated on the basis of an operational cost per bed factor derived from current fiscal year 2007/2008 Detention Division budgetary data, reflect an aggregation of annual operational costs consistent with both existing detention beds and those developed as a result of future facility construction.

Current Alternatives to Incarceration

Tulare County operates a significant array of programs and practices that serve as alternatives to incarceration. These include pre-booking alternatives (field citation by law enforcement and 849(b) release without charge for public inebriates) and pre-trial alternatives after booking (jail

citation release, cash and bond bail, expedited transfer of out-of-county offenders, and diversion for misdemeanor offenders).

The County also provides a strong array of post-sentencing alternatives. Adult Probation services manage roughly 5000 offenders with varying levels of service, and the County operates basic non-custody programs such as electronic monitoring, the Sheriff's Work Alternatives Program (SWAP), and a Day Reporting Center (DRC). In addition, the Sheriff's Department fields a "Weekender" program which allows offenders to continue work or attend school by remaining at home for most of the week.

The County also has a highly regarded Drug Court and a Recovery Court, the latter being a response to the Substance Abuse and Crime Prevention Act of 2000 (also known as Proposition 36). It also places significant numbers of offenders in residential and non-residential treatment programs for persons with substance abuse or mental health problems.

The variety of supervision levels and treatment modalities is impressive, but public budget issues indicate a degree of vulnerability. Adult Probation staffing levels, already thin, may have further reductions if state and local budget problems persist. Likewise, the substance abuse and mental health programs, which are also funded largely by public agencies (including HSSA), face uncertain prospects regarding future funding streams.

Overview of Jail Population Profile

Nearly 50% of all pretrial inmates are released from custody within one day or less of incarceration. In the pretrial category, the greatest number of releases, at 32.5%, occur via citation release. Of the incustody pretrial population, 51% are incarcerated on felony charges.

Of the sentenced jail population, approximately 60% were convicted of a felony offense.

Hispanic males and females comprise the majority of the pretrial and sentenced inmate population. The majority of the population are in the "crime prone age group" of 18 to 30 years old. However, the population tends toward a higher end of the range due in large part to the large percentage of DUI and public inebriate inmates which tend to be relatively older than other offense categories. In fact, 20 to 25% of the overall jail population is over 40 years of age.

The majority of inmates housed in the Tulare County detention/correctional system identified either the cities of Porterville, Visalia or Tulare as their place of residence. The major arresting agencies booking into the county detention system are the Sheriff's Department and the Porterville and Visalia Police Departments.

The majority of offenders are arrested on-view. While felony "other nonviolent property crimes" (i.e., forgery, credit card theft, grand theft, auto theft) constituted the largest felony charge category, significant numbers of misdemeanor men and women were incarcerated as a result of alcohol related automobile offenses (DUI-drug/alcohol, open container). Notable numbers of both men and women were charged with public inebriation.

As the majority of the jail population is charged with felony offenses, it is apparent that Detention Division resources are being utilized for incarceration of those charged or sentenced as a result of serious offenses. At the same time, the significant numbers of misdemeanor alcohol related automobile and public inebriation offenses provide direction for assessment of opportunities for further effective uses of alternatives to incarceration.

Recommendations for Change or Additions to Alternatives to Incarceration

Jails operate within a broader system of interventions or sanctions. The balance in any local justice system between incarceration and other sanctions is driven by a number of factors, including the kinds of offenders entering the system and the policies and procedures regarding which of those offenders should be incarcerated and which could be safely managed in non-custody settings.

In Tulare County, there are varied views about the appropriate balance between incarceration and alternative settings. However, there appears to be a general consensus that current early release practices are far from ideal. A series of program recommendations are summarized below which identify new or expanded measures which would provide sufficient additional supervision to manage offenders, including those currently given early release, in a manner acceptable to the public and criminal justice officials. These recommendations emphasize options for less serious or dangerous offenders and reflect current correctional best practice, or “evidence-based practice,” which provide important guidance to the assessment, classification, and successful intervention with adult offenders.

General estimates are made of the potential impact upon the incustody ADP and the likely 20 year present-value costs associated with program initiation or expansion. These should be understood as “order of magnitude” estimates, subject to the detailed review of individual inmates, and, through time, on-going experience with, and assessment of, the alternatives.

Pretrial Alternatives

Initiate Detox Programs for Public Inebriates: This recommendation addresses the development of reception and treatment centers for inebriates throughout Tulare County as a means to mitigate incarceration within the detention system.

Estimated impact Upon Incustody ADP: A reduction of 50 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$20,000,000.**

Initiate Misdemeanor Diversion: This recommendation addresses the diversion of misdemeanants authorized under Penal Code Section 1001, typically applied to first offenders on charges such as petty theft or other minor property crimes.

Estimated Impact Upon Incustody ADP: A reduction of 13 by the year 2028.

Estimate 20 Year Differential Program Cost: **None to County.**

Expand OR Release: This recommendation calls for the expansion of the existing own recognizance release program augmented by electronic monitoring, GPS tracking and heightened pretrial supervision.

Estimated Impact Upon Incustody ADP: A reduction of 37 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$3,160,000**

Sentenced Alternatives

Expand Day Reporting Center Programs: This recommendation involves the expansion of day reporting, S.W.A.P. and weekender programs in conjunction with the replacement of existing DRC facilities.

Estimated Impact Upon incustody ADP: A reduction of 66 by the year 2028.

Estimated 20 year Differential Program Cost: A present-value cost of **\$9,000,000.**

Initiate Transitions Court: This recommendation calls for the development of a Transitions (or re-entry) Court, similar to drug and mental health courts.

Estimated Impact Upon Incustody ADP: A reduction of 22 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$1,580,000.**

Expand Substance Abuse Treatment: This recommendation addresses the development of additional residential facilities throughout Tulare County as an alternative to extended incarceration within the detention system.

Estimated Impact Upon Incustody ADP: A reduction of 64 by the year 2028.

Estimated 20 Year Differential Program Cost: **A present-value cost of \$22,000,000.**

Total Differential Program Costs: A present -value cost of \$55,740,000.

Justice System Enhancements

Three recommendations are made to more effectively administer and coordinate alternative to incarceration programs. A further recommendation addresses the need for the integration of mental health assessment and programming for jail inmates.

Strengthen Assessment, Case Management and Management Information Practices

Establish an Interagency Population Management Group

Apply Evidence-based Practices in the Choice and Oversight of Alternative Programs

Establish a Mental Health Unit in the Jails

Adjusted Detention Capacity Projections

Adjusted projections of ADP and detention bed requirements through the year 2028 have been developed on the basis of a number of directed policy changes and recommendations regarding alternative to incarceration programs.

Directed Policy Changes

At the direction of the County, baseline ADP and detention bed projections have been reassessed to reflect the following three policy changes.

Adjustment for Contract Bed Program: A portion of available local detention beds within Tulare County are currently being contracted to the California Department of Corrections (CDC) to accommodate state prisoners.

Recent experience is applied to provide an estimate of the degree of impact that the Contract Bed Program has had on the results of the baseline detention capacity projections. The average daily population of contracted beds was 47 in 2007 and 76 in 2008, for an average over the 2007/08 period of 62 beds, or approximately 4 percent of the total ADP. This indicates that the total system-wide ADP would have been approximately 4 percent less had the Contract Bed Program not been in effect. Thus, future projected ADP has been adjusted downward by 4 percent to reflect the estimated impact on the baseline detention capacity projections of discontinuing the Contract Bed Program.

Adjustment for Early Release Program: The Early Release Program began with the 1988 Consent Decree and is currently also utilized to maintain the detention system within the current staff funding capabilities. All sentenced inmates are eligible for the Early Release Program including inmates subject to holds from other counties. Based on statistics maintained within the Sheriff's Department it was determined that the total system-wide ADP would have been 13.6 percent greater had the Expanded Citation Release Program not been in effect. Thus, future projected ADP has been adjusted upward by 13.6 percent to reflect the estimated future impact of changing the current Early Release Program policy.

Adjustment for Expanded Citation Release Program: The State of California Penal Code provides for the release, with a citation to appear, of any person arrested for a misdemeanor, absent select circumstances. Most misdemeanor arrests, other than warrant arrests, are released from custody prior to trial.

Beyond the State Penal Code prescribed citation releases, the 1988 Consent Decree further directed the release of accused misdemeanants, whether or not they are subject to misdemeanor warrants, if their bail does not exceed \$7,500.00 on each separate charge. With adequate funding to staff available detention capacity, those accused misdemeanants, with misdemeanor warrants, would not have been released.

In 2007 it was estimated that 3,658 additional jail days would have been served, were it not for the Expanded Citation Release Program. This translates to an additional 10 ADP which has

been proportionally adjusted upward to reflect the estimated future impact of discontinuing the Expanded Citation Release Program.

Impact Upon ADP: In aggregate, the impact of these three directed policy changes are projected to result in a net addition in ADP of 224 at the year 2028, relative to the previous baseline projection.

Recommended Policy Changes

As previously referenced, a series of recommended program policy changes have been identified to expand existing alternative to incarceration programs, and to initiate new programs, as a means to potentially reduce future ADP and detention bed requirements. These are reiterated below.

Initiation of Detox Programs for Public Inebriates

Initiation of Misdemeanor Diversion Program

Expand OR Release Program

Expand Day Reporting Center/SWAP Programs

Initiate Early Release/Transitions Court

Expand Substance Abuse Treatment Programs

Impact Upon ADP: In aggregate, and exclusive of the directed policy changes, the impact of the above seven program policy recommendations are projected to result in a reduction in ADP of 252 at the year 2028, relative to the previous baseline projection.

Adjusted ADP and Detention Bed Projections

The following summarizes adjusted ADP projections and associated detention bed requirements based upon both the directed policy changes and the recommended expansion of, and additions to, alternative to incarceration programs.

Adjusted Detention Capacity Requirements

Tulare County

| Year | Average Daily Population | Detention Bed Capacity Requirements |
|------|--------------------------|-------------------------------------|
| 2007 | 1,522 | 1,858 |
| 2018 | 1,815 | 2,220 |
| 2028 | 2,164 | 2,655 |

New Adjusted Detention Bed Development

The assumed availability of existing detention beds, as defined below, is deducted from the adjusted projections of future bed requirements to determine bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need, predicated upon adjusted projections, to develop 1,143 new detention beds relative to projected year 2018 operational levels, and an additional 435 detention beds to meet projected needs through the year 2028.

| | Adjusted 2007 | Adjusted Projections | |
|---|--------------------------|-----------------------------|--------------|
| | | 2018 | 2028 |
| Adjusted ADP Projections | 1,522 | 1,815 | 2,164 |
| Adjusted Bed Requirements | 1,858 | 2,220 | 2,655 |
| Existing Bed Availability | 1,707 | 1,077 | 1,077 |
| Main Jail | (264) | (--) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men's Correctional Facility | (366) | (--) | (--) |
| Projected Bed Shortfall | 151 | 1,143 | 1,578 |
| New Beds to Develop Through 2018 | | 1,143 | |
| New Beds to Develop Through 2028 | | | 435 |

Adjusted Detention Capital, Operational and Program Cost Assessment

Summarized below are the results of the estimation of 20 year incustody detention capital, operational and program costs associated with the accommodation of adjusted projections of ADP and bed requirements. As in the case of previous baseline cost analysis, the adjusted detention cost estimates are expressed in "present-value" terms reflecting year 2008/2009 dollar values.

**Adjusted
Present Value Costs
(Year 2008/2009 Dollars)**

Capital Costs:

| | |
|------------------------------|-----------------------------------|
| Existing Detention Resources | \$3,500,000 |
| New Detention Resources | \$276,150,000 |
| | ----- |
| Subtotal (Capital Costs) | \$279,650,000 (@ 22% of Total) |

**Adjusted
Present Value Costs
(Year 2008/2009 Dollars)**

Operational Costs:

| | |
|---|-----------------------------------|
| Existing Detention Resources | \$492,030,000 |
| New Detention Resources | \$499,401,000 |
| | ----- |
| Subtotal (Operational Costs) | \$991,431,000 (@ 78% of Total) |
| | ----- |
| Total Adjusted Incustody Detention Costs | \$1,271,081,000 |

Differential Program Costs:

| | |
|--|------------------------|
| 20 Year Differential Program Costs: | \$55,740,000 |
| | ----- |
| Total Detention and Differential Program Costs: | \$1,326,821,000 |

Direct Incustody Detention Cost Comparison

Exclusive of differential program cost impacts (addressed below), a comparison has been made of the 20 year adjusted and baseline cost estimates related strictly to incustody detention facilities and operations. This comparison indicates that the adjusted costs exceed the baseline costs by approximately 2 percent over the 20 year planning period. While adjusted capital costs have decreased marginally due to slightly lower long-term bed requirements, adjusted operational costs have increased as a result of the lack of State contracted bed revenues to offset operational expenses.

Impact of Differential Program Costs

Estimates have been made of 20 year present-value differential program costs associated with the alternative to incarceration program recommendations.

In aggregate, and inclusive of both operational and capital costs, the total 20 year differential cost impact of the program recommendations equates to \$55,740,000. This cost, expressed in "present value" terms, reflects additional (or differential) cost impacts beyond that presently allocated to existing alternative to incarceration programs.

Facility and Site Evaluation

At present, adult detention operations in Tulare County occur within four existing facilities. Summarized below are the results of an updated assessment of their current physical status, their estimated useful life, and their potential for renovation and expansion.

Main Jail:

| | |
|-----------------------|---|
| Construction | 1960 - 1962 |
| Age of Facility | 47 Years |
| Size | 55,770 GSF |
| Rated Capacity | 264 Beds |
| Estimated Useful Life | 1-3 Years (Minimum) 6-10 Years (Maximum) |
| Renovation Potential | Given its age and the extent of current physical deficiencies, renovation of the Main Jail, other than that to address critical short-term needs, would entail costs approaching new construction and is not considered economically realistic. |
| Expansion Potential | Practical opportunities for the physical expansion of the Main Jail do not exist given its location and competing governmental uses at the Civic Center site. |

Bob Wiley Detention Facility:

| | |
|-----------------------|--|
| Construction | 1985 - 1986 |
| Age of Facility | 23 Years |
| Size | 130,265 GSF |
| Rated Capacity | 693 Beds |
| Estimated Useful Life | 5-7 Years (Minimum) 15-25 Years (Maximum) |
| Renovation Potential | Considering its relatively recent construction, renovation of the Bob Wiley Detention Facility, to correct select current deficiencies and to extend its useful life, is feasible and clearly warranted. |
| Expansion Potential | Although limited expansion of support facilities may be feasible, major physical expansion of the Bob Wiley Detention facility is practically constrained by a lack of available contiguous site area. |

Pretrial Detention Facility:

| | |
|-----------------------|--|
| Construction | 2001 |
| Age of Facility | 8 Years |
| Size | 129,000 GSF |
| Rated Capacity | 384 Beds |
| Estimated Useful Life | 5-7 Years (Minimum) 15-35 Years (Maximum) |
| Renovation Potential | Given its recent construction, renovation of the Pretrial Detention Facility, to correct select current deficiencies and to extend its useful life, is feasible and clearly warranted. |
| Expansion Potential | Available site area would permit the expansion of the housing components of the Pretrial Detention Facility, up to four additional housing units of comparable scale to that which exists. Limited expansion potential also exists to support increased space needs associated with non-housing functions. |

Men’s Correctional Facility (and DRC/SWAP):

| | |
|-----------------------|---|
| Construction | 1941 (Majority of Buildings) |
| Age of Facility | 68 Years |
| Size | 98,000 GSF (Including DRC/SWAP/Other Sheriff’s Units) |
| Rated Capacity | 366 Beds |
| Estimated Useful Life | 0-0.5 Years (Minimum) 3-10 Years (Maximum) |
| Renovation Potential | Given the age and condition of the majority of this facility complex, major renovation, beyond critical short-term measures, would equal or exceed costs of new construction and is not economically realistic. |
| Expansion Potential | With the limited expected useful life of this facility complex, expansion of existing facilities would not represent a cost effective investment. Reuse of the existing site may be feasible, subject to grading and infrastructural issues and potential restrictions related to Sequoia Field operations. |

Facility Master Planning Objectives

The following facility master planning objectives are intended to support both the continued availability and development of appropriate and cost effective adult detention facility resources within Tulare County over the upcoming 20 year planning period, and beyond.

Minimize Further Unproductive Capital Investment:

Avoid additional renovation expenditures at the Main Jail and the Men’s Correctional Facilities (to be decommissioned) other than that associated with critical short-term needs.

Maximize Continued Use of Appropriate Existing Facilities:

Assure maximum useful life of the existing Bob Wiley and Pretrial Detention Facilities through appropriate on-going maintenance, and expand in-place facilities where feasible (Pretrial Detention Facility).

Meet Future Needs While Minimizing Capital Costs:

Accommodate projected bed requirements within properly planned facilities consistent with appropriate security levels (i.e., avoid, where possible, the unnecessary development of minimum and medium security housing within a maximum security building envelope).

Maximize Ongoing Operational Efficiencies:

Avoid fragmentation of detention facility locations and pursue opportunities to provide support services on a system-wide basis.

Enhance Operational Relationships to Other Justice System Elements:

Respond to opportunities to locate booking operations and pretrial populations in proximity, respectively, to local law enforcement agencies and to the courts.

Maintain Incremental Facility Development Flexibility:

Establish appropriate capital investment phasing strategies to permit facility development to adapt to possible changes in future detention capacity demand.

Provide for Long-term Future Expandability:

Reserve site contingencies at new facility locations, and consider the preservation of existing sites, to allow for the accommodation of detention requirements beyond the planning horizon.

Phased Approach to Facility Development

Detention capacity requirements, on a system wide basis, are projected at 2,220 beds by the year 2018, increasing to 2,655 beds by the year 2028. After accounting for existing bed availability at the Bob Wiley and Pretrial Detention Facilities, a need for the development of additional detention capacity equates to 1,143 beds by the year 2018, increasing to 1,578 beds by the year 2028 (reflecting a second increment of 435 beds in the 2018/2028 timeframe).

Displayed below, in total and by facility, is the planned system wide distribution of detention bed requirements according to two general phases of facility development.

| | Phase One By Year 2018 (Beds) | Phase Two By Year 2028 (Beds) | Total Phase One/Two (Beds) |
|---------------------------------------|-------------------------------------|-------------------------------------|----------------------------------|
| Existing Bob Wiley Detention Facility | 693 | -- | 693 |
| Expanded Pretrial Detention Facility | 584 | -- | 584 |
| New South County Detention Facility | 200 | 150 | 350 |
| New Correctional Facility | 743 | 285 | 1,028 |
| | ----- | ----- | ----- |
| System Wide Total | 2,220 | 435 | 2,655 |
| Existing Beds | 1,077 | -- | 1,077 |
| New Beds | 1,143 | 435 | 1,578 |

Phase One Facility Actions

Identified below are facility actions involving the select renovation of existing facilities and the expansion of system wide detention facility resources, consistent with the accommodation of detention capacity and DRC facility requirements projected to occur by the year 2018.

Renovate Existing Bob Wiley Detention Facility:

Select renovation (and minor expansion) to address current physical plant deficiencies, including the replacement of the below grade water utility distribution system, the re-roofing of the majority of the buildings, the upgrade of video surveillance systems, the upgrade of the central HVAC plant, and the select augmentation of operational/support spaces.

Renovate Existing Pretrial Detention Facility:

Select renovation to address current physical plant deficiencies, including the upgrade of portions of the HVAC distribution system, the internal domestic hot water distribution system, video surveillance systems and visiting area access controls.

Renovate Existing Main Jail Facility:

Select renovation to address critical short-term physical plant deficiencies, potentially involving building utility services, elevator operations, roofing repair and issues of building code non-compliance.

Renovate Existing Men's Correctional Facility (Complex):

Select renovation to address critical short-term physical plant deficiencies within detention and DRC facilities, potentially involving the repair of building roofing, weather proofing and ongoing issues related to site-wide and internal utility distribution systems.

Expand Existing Pretrial Detention Facility:

Construction of addition(s) to the existing facility to increase the rated capacity from 384 to 584 beds, and to accommodate select expansion of medical/mental health, inmate processing, staff support and operational support functions.

Construct New South County Detention Facility:

Construction of a new detention facility, at a capacity of 200 beds, to support south county booking operations and to primarily accommodate pretrial inmates in the initial phase of development.

Construct New Correctional Facility:

Construction of a new detention facility to accommodate the majority of the system wide sentenced inmate population, at an initial capacity of 743 beds, and to provide for select common support operations serving multiple detention facilities throughout the county.

Construct Replacement DRC Facility:

Construction of a new facility to accommodate the projected long-term needs of the Day Reporting Center, inclusive of day reporting, SWAP and weekender programs.

Decommission Existing Main Jail Facility:

Discontinue use of the existing detention facility, assuming subsequent physical plant demolition as part of overall Civic Center capital improvements.

Decommission Existing Men's Correctional Facility (Complex):

Discontinue use of the existing detention and DRC facilities, assuming subsequent physical plant demolition.

Phase Two Facility Actions

Identified below are facility actions involving further expansion of system wide detention facility resources, consistent with the accommodation of detention capacity requirements projected to occur by the year 2028.

Expand New South County Detention Facility:

Construction of an addition to the new facility to increase the rated capacity from 200 to 350 beds in support of long-term system wide pretrial and sentenced bed requirements.

Expand New Correctional Facility:

Construction of addition(s) to the new facility to increase the rated capacity from 743 to 1,028 beds in support of long-term system wide sentenced bed requirements.

System Wide Capital Cost Impacts

As previously referenced, capital costs in support of projected system wide incustody detention facility requirements are estimated, in present-value terms, to be approximately \$280,000,000 over the upcoming 20 year planning period. With the addition of an estimated cost of \$2,000,000 related to the replacement of the existing DRC facility, a total present value Detention Division capital cost impact, as summarized below by development phase, equates to \$282,000,000.

| | Phase One By Year 2018 (\$) | Phase Two By Year 2028 (\$) | Total Phase One/Two (\$) |
|--|-----------------------------------|-----------------------------------|--------------------------------|
| Correction of Present Physical Deficiencies at the Bob Wiley and Pretrial Facilities | 3,000,000 | -- | 3,000,000 |
| Correction of Critical Short-term Physical Deficiencies at the Main Jail and Men's Correctional Facility (Complex) | 500,000 | -- | 500,000 |
| Replacement of the Existing DRC Facility | 2,000,000 | -- | 2,000,000 |
| Development of 1,143 Detention Beds at the Pretrial, New South County and New Correctional Facilities | 200,025,000 | -- | 200,025,000 |

| | Phase One By Year 2018 (\$) | Phase Two By Year 2028 (\$) | Total Phase One/Two (\$) |
|--|-----------------------------------|-----------------------------------|--------------------------------|
| Development of 435 Additional Detention Beds at the New South County and New Correctional Facilities | -- | 76,125,000 | 76,125,000 |
| | ----- | ----- | ----- |
| Total Detention Division Cost | 205,525,000 | 76,125,000 | 281,650,000 |
| Cost Rounded to: | | | 282,000,000 |

The above costs address building renovation, new facility construction and site development, as well as allowances for project-related costs associated with professional and project management fees, county administrative costs, movable equipment and design/construction contingencies. Capital cost associated with new facility development are based upon the application of an average system wide cost per bed factor predicated upon comparable detention facility development throughout the nation and within California, with appropriate adjustment made to reflect the regional construction market impacting Tulare County.

Note should be made that all estimated capital costs at this master planning level of analysis are presented in present-value terms, reflecting year 2008/2009 dollar values. These costs, while suitable for long-term capital planning, are subject to refinement on a project-specific basis.

Initial Facility Development Project

With the exception of the potential need to implement short-term renovation actions associated with critical deficiencies within existing facilities, Tulare County has identified the first phase of construction of the new South County Detention Facility as the initial master plan facility development project.

Purpose of the Project:

The new South County Detention Facility, in its initial phase of development, primarily addresses a portion of the projected system wide need for expanded pretrial bed capacity, specifically that associated with the southern region of Tulare County.

The new facility will encompass off-street booking operations, reducing transit time incurred by county and local law enforcement related to the initial processing and booking of arrestees. The facility may also serve to reduce the extent of court-related inmate transportation should its location result in reasonable proximity to new court facilities planned for development in the Porterville area.

Planned Bed Capacity:

The initial phase of the new South County Detention Facility is planned to provide a capacity of 200 beds within an overall maximum security building envelope.

Of this capacity, 150 beds will be utilized to accommodate pretrial inmates falling within maximum/medium security and special use classification categories. An additional capacity of 50 beds is planned within the initial development phase of the new South County Detention Facility to accommodate sentenced inmate workers and other sentenced inmates which, by circumstance, require short-term housing at this location. These beds will fall within a medium/minimum security classification category.

Planned Operations:

Detention programs and services will be primarily delivered to the inmate population of the new South County Detention Facility on a decentralized basis. This will include educational, religious and counseling programs, library services, inmate dining and commissary services, and personal visitation (by means of video visiting technology). It will also include the conduct of sick call/medication services and clothing/bedding exchange within each housing module, and the provision of access to outdoor recreation opportunities directly from the module.

Beyond consolidated administrative, supervisory, central control and staff and operational support functions, a limited number of inmate programs and services will be delivered in a centralized manner. These will include the provision of access to centralized attorney/official visiting, when requested; and the provision of outpatient medical/mental health services, upon referral by the decentralized sick call process.

Although the new South County Detention Facility will, in most aspects, function independently, it will maintain a number of key operational “overlaps” with other elements of the detention system. A system wide approach is planned to support centralized food preparation and laundry processing, facility maintenance, commissary storage and preparation, and the warehousing of bulk operational supplies. Inmate access will also be provided, as needed, to a system wide medical inpatient care unit; and onsite staff training will be supplemented by the provision of extended training programs supporting all facilities at a common location.

Facility Requirements:

The initial phase of the new South County Detention Facility is estimated, at a master planning level of analysis, to require the development of 80,000 GSF of enclosed space.

Although subject to detailed architectural design studies, the physical form of the new South County Detention Facility may entail the development of a single level structure with inmate housing configured on two tiers and the non-housing components accommodated in a contiguous configuration at grade level. Should site considerations dictate a more consolidated building footprint, an alternative physical form for the new detention facility could involve the development of non-housing components at grade level with inmate housing, on multiple levels, stacked above.

Site Requirements:

The development of the new South County Detention Facility is assumed to occur on unspecified property within or proximate to the City of Porterville. Its specific location, dependent upon a parallel planning process by the California Administrative Office of the Courts, could potentially result in a collocation of detention and court operations on a shared site.

The scale of site requirements, strictly related to the initial development phase of the new detention facility, are estimated to range between 3.0 and 5.0 acres of buildable property, subject to the adoption of a single level vs. multi-level building massing concept.

The long-term needs of the new South County Detention Facility call for its potential expansion to accommodate a capacity of 350 beds, estimated to generate a requirement for an additional 1.0 acre of site area. The reservation of further site area, if available, may also warrant consideration as a contingency for variations in projected bed requirements, or the need for further facility development beyond the 20 year planning horizon addressed by this needs assessment.

Staffing Implications:

Based upon a master planning level of analysis, it is estimated that staffing needs associated with the initial occupancy of the new South County Detention Facility will equate to 35 post positions; or approximately 75 budgeted positions with allowances made to reflect 7 day shift coverage and benefit/relief factors.

Estimated Capital Costs:

On the basis of the project scope defined above, it is estimated that the capital costs associated with the initial phase of development of the new South County Detention Facility will approximate \$42,000,000.

This costs estimate, prepared at a pre-design level of assessment, is presented in year 2009 dollar values with no adjustment made for escalation and no cost allowances for site acquisition or CEQA requirements. Beyond facility construction and site development costs, however, it does incorporate allowances for project-related costs associated with professional and project management fees, county administrative costs, movable equipment and design/construction contingencies.

Estimated Operational Costs:

The determination of specific operational cost impacts associated with the South County Detention Facility will be subject to detailed functional/space programming, the final building design, and subsequent staffing post position assignment analyses. On a preliminary basis, however, it should be anticipated that an annual operating cost for the initial phase of the project, in year 2009 dollar values, may range between \$4,000,000 and \$4,400,000.

Project Development Scheduling:

The development of the initial phase of the new South County Detention Facility is anticipated to entail a timetable, from the initiation of project planning and design through occupancy, of between 36 and 42 calendar months.

Section One
Background and Methodology

Section One Background and Methodology

Preface

Between 1990 and 2000, the population of Tulare County grew approximately 18 percent from 311,921 to 368,021. Between 2000 and 2007 the population further increased by approximately 16 percent to over 427,000 residents. By the year 2028, the County's population is estimated to increase by an additional 37 percent and reach a total of over 584,000 residents. Over this same twenty-one year period the county's adult population is projected to increase by 32 percent from 293,509 to over 387,000. This growth in county population levels is expected to result in a significant increase in demand for adult detention services and facilities over the next two decades.

In 1997, Tulare County completed a long range detention needs assessment and facilities master plan¹ in order to establish an orderly process for meeting future detention requirements in an efficient and economical manner. The County has retained the Omni-Group, Inc., in association with Mark Morris and Associates, to prepare a current needs assessment of the Sheriff's Department's Detention Division facility related needs.

The results of this Detention Division Needs Assessment will identify constructive and recommended policy changes, support the preparation of a master plan to accommodate mid-term and long-term facility needs, and identify initial project development requirements.

Project Objectives

The following were defined as the principal objectives of the Detention Division Needs Assessment study:

1. To provide a Detention Division Needs Assessment consistent with current Title 24 requirements.
2. To assess historical and future trends in demand for Detention Division detention capacity requirements, within a range of policy options, to serve as the basis for mid-term and long-term facility planning.
3. To determine and specify the amount and type of space required by the Detention Division functions through the year 2028.
4. To prepare a cost effective facilities master plan to accommodate the functions under study with the built space they require, including provisions for operationally related exterior areas.

¹ Omni-Group, Inc., *Corrections Needs Assessment and Existing Facilities Study* (July 11, 1997).

5. To make specific initial capital project recommendations, including a project description for the first increment of construction, which addresses space needs, operational patterns, staffing and development cost requirements for the project.

Approach and Methodology

In order to understand the current operations and requirements of the Detention Division the initiation of the study began with a field survey phase that included Detention Division operations and all County criminal justice and social service provider agencies.

Extensive interviews were conducted with Sheriff's Department management personnel and with County criminal justice officials and related County service providers. Prior to the scheduled interviews, questionnaires were distributed to individuals and organizations who should be involved in developing the Detention Division Needs Assessment study.

The interviews and questionnaires were structured to gain an insight into the problems of the Tulare County adult detention facility system, the decisions the County must make and the options available to it. Detailed information about current and historical needs, problems, constraints and resources was assembled, and opinions of knowledgeable persons about potential changes which could affect the system were solicited. Consistently, the information gathering effort sought to stimulate the respondent to place his or her area of specialty into the broadest possible context of the overall goals and priorities of corrections in general - what is a "model" adult detention facility system and how can Tulare County begin to move in the direction of that model.

Responses and detailed historical statistics were assembled to develop a needs assessment model to address current and future capacity and area requirements for each custody level, based on current policies.

Projections of future bed capacities were tested against historical demographic data. After an extensive period of analysis, a detailed projection identifying baseline future requirements and associated 20 year in-custody detention costs was assembled.

Upon review and approval of the project elements presented in the first interim submittal, a second stage of work was undertaken to identify and evaluate alternative policy and program impacts on inmate population growth and in-custody detention costs. In this stage, information on future needs, available policy and program options were brought together as feasible options open to the County. The results of this phase were reviewed and approved, with minor adjustments, and serve to establish adjusted Detention Division needs over the next twenty years.

In the third and final stage of work, information on future needs and anticipated operational levels are synthesized into a twenty year strategic master plan for the provision of Detention Division facilities. The results of this phase define and describe the first increment of construction necessary for implementation of the master plan.

Report Organization

The final Needs Assessment report consists of an Executive Summary, this Introductory section, the following eight sections, and six technical appendices.

Section Two will present “History and Current Problems”. This section is currently being prepared by the Sheriff’s Department and will be included upon completion.

Section Three presents the results of a “Jail Population Profile”, identifying the key characteristics of inmates currently incarcerated within the detention system.

Section Four presents baseline inmate capacity projections and estimated 20 year incustody detention capital and operational costs based on current policies.

Section Five presents an inventory of presently available alternatives to incarceration within Tulare County.

Section Six addresses opportunities for policy modifications including recommendations for constructive changes to available alternatives to incarceration.

Section Seven presents the results of the analysis of the impact of recommended policy/ program changes upon baseline detention capacity projections and associated 20 year incustody detention capital and operational costs, in this case, based upon “adjusted” ADP and bed capacity projections.

Section Eight documents the current physical status of existing adult detention sites and facilities within Tulare County.

Section Nine presents a strategic master plan defining Detention Division facility needs on a system wide basis, accompanied by the identification and description of the first increment of construction.

Appendices A and B to the report present the detailed results of the analysis of long term incustody detention capital and operational costs addressing, respectively, baseline and adjusted jail capacity projections.

Appendix C provides a description of the anticipated approach to the conduct of detention operations within the framework of the facility master plan; while **Appendix D** serves to define future bed requirements by type and facility location.

Appendix E presents the results of a preliminary assessment of staffing needs associated with a new South County Detention Facility. **Appendix F** provides a master plan level capital cost estimate for the development of the initial phase of the new facility.

Section Two
History and Current Problems

Section Two History and Current Problems

(This section is currently being prepared by the Sheriff's Department and will be included upon completion).

Section Three
Jail Population Profile

Section Three Jail Population Profile

Preface

Presented in this section is are the results of a survey of the characteristics of the inmate population incarcerated within Tulare County adult detention facilities.

Summary

A. Pretrial Males

1. The majority of the **incustody** population (50%) were charged with a felony as their primary offense.
2. The most common felony offenses for **incustody** males were “other nonviolent property crimes” (i.e., forgery, receipt of stolen property) (15.8%) and “other violent anti-person crimes” (i.e., robbery, assault with deadly weapon) (8%).
3. The most common misdemeanor offenses for **incustody** males were DUI (22%) and “violent offense against a civilian” (i.e., simple assault, battery) (7%).
4. The majority of the pretrial males **released** from custody (which emphasizes frequency of incarceration rather than duration) are felons, 59.4% of the release sample.
5. The largest offense categories in the **release** population were DUI (14.6%) and “nonviolent other property crimes” (i.e., forgery, receipt of stolen property) (14%).
6. The major **release** mechanisms for pretrial males were citation release (36%) and release on own recognizance (13%).
7. Of all **released** pretrial males, 50% were released in one day or less.
8. 25.9 percent of **incustody** males had a bail of \$5,000 or less.
9. 3 percent of **incustody** males were held on a no bail charge.

B. Pretrial Females

1. The majority of the **incustody** population (54.5%) were charged with a felony as their primary offense.
2. The most common felony offenses for **incustody** females were “other nonviolent property crimes” (i.e., forgery, receipt of stolen property) (18.9%) and burglary (18.9%).

3. The most common misdemeanor offenses for **incustody** females were for DUI (12.6%) and public inebriation (7.7%).
4. Fifty percent of pretrial females in the **release** sample (which emphasizes frequency of incarceration rather than duration) are felons (approximately 54%).
5. The largest offense categories in the **release** population is felony “other nonviolent property crimes” (18.4%) and burglary (18%).
6. The predominant **release** mechanisms for pretrial females are own recognizance release (17%) and bail (16%).
7. Of all **released** pretrial females, 44% were released in one day or less.
8. 17 percent of the **incustody** females had a bail of \$5,000 or less.
9. 12 percent of the **incustody** females were held on a no bail charge.

C. Sentenced Males

1. The majority (59.4%) of the **incustody** sentenced males were convicted of a felony offense. Other nonviolent property crimes constituted the largest felony offense (17%).
2. The most common misdemeanor offense category for **incustody** sentenced males was DUI (21%).
3. The most common offense category for those **released** was DUI (21%).
4. On-view arrests accounted for 97.6% of all arrests of **incustody** sentenced males.
5. Of those **released**, 3% served one day or less; 32% served 2 to 30 days and 35% served more than 90 days.

D. Sentenced Females

1. The majority of the **incustody** population (60.6%) were convicted of a felony offense. Other nonviolent property crimes constituted the largest felony offense (26.9%).
2. The most common misdemeanor offense category for **incustody** females was DUI (7.7%) and public inebriation (7.7%).
3. The most common offense category for the **released** population was for burglary (17.9%).
4. On-view arrests accounted for 100% of all sentenced **incustody** female population arrests.

5. Of those **released**, 4% served one day or less, 45% served 14 days or less, 36% served 31 to 90 days and fewer than 11% served longer than 90 days.

Conclusions

The overall results of the release profiles is that 60% of all **pretrial** inmates are released from custody within one day or less of incarceration.

In the **pretrial** category, the greatest number of releases occur via citation release (32.5%). Of the **incustody** pretrial population, 51% are incarcerated on felony charges.

Hispanic males and females comprise the majority of the pretrial and sentenced inmate population.

The majority of inmates are in the “crime prone age group” of 18 to 30 years old. However, the population tends toward a higher end of the range due in large part to the large percentage of DUI and public inebriate inmates which tend to be relatively older than other offense categories. In fact, 20 to 25% of the overall jail population is over 40 years of age.

The majority of inmates housed in the Tulare County detention/correctional system identified either the cities of Porterville, Visalia or Tulare as their place of residence. The major arresting agencies booking into the county detention system are the Sheriff’s Department and the Porterville and Visalia Police Departments.

The majority of offenders are arrested on-view. While felony “other nonviolent property crimes” (i.e., forgery, credit car theft, grand theft, auto theft) constituted the largest felony charge category, significant numbers of misdemeanor men and women were incustody as a result of alcohol related automobile offenses (DUI-drug/alcohol, open container) (22% of pre-trial males and 21% of sentenced males - 22% of pre-trial females and 8% of sentenced females). Notable numbers of both men and women were charged with public inebriation.

As the majority of the jail population is charged with felony offenses, it is apparent that Detention Division resources are being utilized for incarceration of those charged or sentenced as a result of serious offenses. At the same time, the significant numbers of misdemeanor alcohol related automobile and public inebriation offenses provide direction for assessment of opportunities for further effective uses of alternatives to incarceration.

Methodology

Among the essential needs for information regarding males and females in the custody of Tulare County Sheriff’s Department Detention Division, two facts emerged at the onset of the study process. First, basic demographic data (age, race, residency, marital status, etc.) describing the current inmate population was required. This information is vital for a needs assessment since such a survey provides a basis for identifying the number and characteristics of individuals detained or sentenced in Tulare County. This data is also important since it indicates who is being released from Tulare County jails and why, and is necessary in order to

properly complete an analysis of alternatives to incarceration. Consequently, two types of profiles were developed.

The first profile is of the inmates **released** from Tulare County jails during the month of March, 2008. The **release** profile includes inmates in the following categories:

- Pretrial males
- Pretrial females
- Sentenced males
- Sentenced females

The second profile is of the individuals **incustody** in Tulare County detention/ correctional facilities during March 2008. This profile permitted a comparison between a typical daily jail population and the jail population released during a 30 day period. The **incustody** profile sorted inmates in the following categories.

- Pretrial males
- Pretrial females
- Sentenced males
- Sentenced females

The following data was collected for each of the samples.

- Inmate name
- Facility in which inmate housed
- Sex
- Race
- Age
- Place of residence
- Arresting agency
- Type of arrest
- Place of initial Sheriff's booking
- Length of stay (hours)
- Length of stay (days)
- Current sentence
- Primary charge
- Number of additional felony charges
- Number of additional misdemeanor charges
- Bail set on current arrest
- Wanted by other jurisdictions
- Nature of charges in other jurisdictions
- Bail amount of outstanding warrants
- Previous incarceration history
- Prior felony arrests
- Most serious felony arrests
- Prior felony convictions
- Most serious felony convictions

- Prior misdemeanor convictions
- Most serious misdemeanors convictions
- Prior drug arrest or conviction
- Prior DUI arrest/conviction
- Employment status
- Marital status
- Adjudication status of unsentenced inmates
- Release type
- Classification category
- Potential "3rd" strike candidate

The Sheriff's Department indicated that neither they, the Public Defender, the District Attorney nor the Probation Department had experienced any problems with the court's calendaring of incustody criminal cases. Thus, "adjudication status of inmates" data was not collected.

Results for the following profile characteristics could not be reliably obtained from JALAN system sorts. Therefore it was necessary to manually extract the data. For each of the stratified populations within both the 30 day release and the incustody profiles, a sample size was calculated to yield a maximum variance of 7% with a confidence level of 95%.

- Facility in which housed
- Bail set on current arrest
- Wanted by other jurisdictions
- Bail amount of outstanding warrants
- Previous incarceration history
- Employment status
- Release type

Crime Categories

All offenses were grouped according to types (i.e., murder/related violent crimes, other violent anti person crimes, violent crimes involving a police officer, etc.). Thus, for convenience of referral, the following provides an outline of crime categories utilized and the specific offenses included in each.

Felony Categories

1. Murder/Related Violent Crimes
 - Murder
 - Manslaughter
 - Mayhem
 - Assault with intent to commit murder
 - Assault with intent to commit rape, etc.
 - Rape

2. Other Violent Anti-person Crimes
 - Kidnap
 - Kidnap for ransom/robbery
 - Robbery
 - Assault with intent to commit a felony
 - False imprisonment
 - Assault with deadly weapon
 - Shooting at a dwelling
3. Violent Crimes Involving a Police Officer
 - Assault on a police officer
 - Battery on a police officer
 - Assault with deadly weapon on a police officer
4. Family Violence
 - Child beating
 - Child or wife beating
5. Sex Offenses
 - Incest
 - Lewd act with child
 - Perversion
 - Child molestation
6. Commercial Sex Offenses
 - Seduction for prostitution
 - Pimping, pandering
 - Obscene material
7. Burglary
8. Weapons
 - Prohibited weapon
 - Felon/addict with weapon
 - Concealed weapon
 - Destructive device
 - Felon with firearm

9. Other Property Crimes (Non-violent)

- Bookmaking
- Forgery of I.D.
- Forgery of checks
- Fictitious checks
- Insufficient funds - checks
- Theft of credit card
- Grand theft
- Receiving stolen property
- Malicious mischief/vandalism
- Attempted crime
- Petty theft with prior conviction
- Petty theft with prior felony
- Using minor as agent
- Auto theft

10. Drug/Prohibited Substance - Use

- Possession of dangerous drugs
- Forging prescriptions
- Illegal possession
- Forging prescription for narcotics
- Possession without prescription
- DUI drugs

11. Drug/Prohibited Substance - Sale

- Furnishing drugs without prescription
- Possession for sale
- Illegal transport/sale
- Using minor in sale/transport
- Sale to minor
- Sale (felony represented)
- Cultivation of marijuana
- Possession of marijuana for sale
- Marijuana - transport, sale
- Use of minor in sale/transport
- Maintaining a place
- Illegal possession for sale
- Illegal transport/sale
- Inducing, violating minor agent
- Furnishing substance
- Possession, intent to manufacture

- 12. Automobile Violations
 - Hit and run with injury
- 13. Automobile Violation - Alcohol Involved
 - DUI with injury
- 14. Probation/Parole Violation
- 15. Arson
- 16. Failure To Appear (FTA)
- 17. Miscellaneous

Misdemeanor Categories

- 18. Violent Offenses - Civilian
 - Simple assault
 - Battery
 - Assault with deadly weapon
 - Shooting at a dwelling
- 19. Violent Offenses - Police Officer Involved
 - Resisting a police officer
 - Assault on a police officer
 - Battery on a police officer
- 20. Burglary Related
 - Possession of burglary related tools
 - Trespassing
 - Loitering on private property
- 21. Family Violence
 - Child beating
 - Drunk in presence of a minor
- 22. Sex Offenses
 - Contributing to the delinquency of a minor
 - Perversion
 - Failure to register with Sheriff

- Indecent exposure
 - Soliciting to indulge in lewd conduct
 - Loitering in public toilet for lewd acts
 - Peeking into inhabited dwelling
 - Loitering where children congregate
23. Commercial Sex Offenses
- Seduction for prostitution
 - Obscene matter
 - Prostitution
24. Weapons
- Brandishing a weapon
 - Concealing switch blade
 - Carrying a concealed weapon
 - Carrying a loaded weapon
 - Possession of a gun
25. Non-violent/Non-Burglary Property Crimes
- Gaming
 - Bookmaking
 - Forgery
 - Insufficient funds - checks
 - Petty theft
 - Theft of credit card
 - Use of credit card - knowing illegal
 - Shoplifting
 - Receiving stolen property
 - Taking vehicle temporarily
 - Defrauding innkeeper
 - Possession of stolen articles
 - Malicious crime
 - Soliciting crime
 - Attempted crime
 - Petty theft with prior misdemeanor
 - Petty theft with prior felony
26. Nuisance
- Failure to provide
 - Riot
 - Incitement to riot
 - Unlawful assembly
 - Refusal to disperse

- Disturbing the peace
- Impersonating a police officer
- Damaging jail
- Begging
- Disorderly conduct
- Outraging public decency
- Harassing by telephone

- 27. Public Inebriation
 - Under the influence of alcohol

- 28. Drug/Prohibited Substance - Use
 - Possession of dangerous drugs
 - Possession - less than 1 ounce of marijuana
 - Possession of a needle
 - Frequenting place of narcotics
 - Forging or altering a prescription

- 29. Drug/Prohibited Substance - Sale
 - Transport - less than 1 ounce of marijuana
 - Maintaining a place where drugs are used
 - Furnishing substance

- 30. Probation Violation

- 31. Automobile Offense - Alcohol Related
 - Driving under the influence of alcohol/drugs
 - Drinking in motor vehicle
 - Open alcoholic container in vehicle

- 32. Automobile Offense - Non-alcohol Related
 - False statements, fictitious names
 - Impersonating a CHP officer
 - False information
 - False report of theft
 - Altering motor or other number
 - Altering engine or serial number
 - Tampering with auto
 - Driver must be licensed
 - License presented to officer on demand
 - Suspended or revoked license
 - Hit and run with property damage

- Reckless driving
- Reckless driving (with injury)
- Driving under the influence of drugs
- Speed contests
- Vehicle on public paths/trails
- Trespassing
- Reckless driving with off-road vehicle
- False signatures
- Failure to appear to pay fine
- Failure to attend driving school
- Failure to observe signs, etc.

33. Failure To Appear (FTA)

34. State Parole Violation

35. Miscellaneous

Male Pretrial Profile

The profile data indicates that an **incustody** pretrial male in the Tulare County Detention/Correctional System was most likely to have the following characteristics:

- Hispanic (68%) or white (26%).
- Less than 31 years of age (58%).
- A resident of Porterville (23%), Visalia (20%), Tulare (13%).
- Arrested on-view (97%) versus warrant (2%).
- Booked with a primary charge of alcohol involved automobile offense (22%), a felony non-violent property crime (16%), violent anti-person crime (felony) (8%), burglary (7%), violent offense against a civilian (Misd.) (7%), felony drug sale (5%), murder/related violent crime (4%).
- Bail set at either \$20,001 to \$50,000 or more (18%) or \$7,501 - \$10,000 (8%) or no bail (5%).

The following characteristics were found for pretrial males **released** during March 2008:

- Booked for either an automobile offense involving alcohol (15%) or felony non-violent property crimes (14%).
- Released via citation (36%), own recognizance (13%), to another agency (12%) or early release (7%).
- Released within 9 hours (43%).
- Released within 24 hours (50%).

The demographic data indicates that Hispanics are the largest ethnic group, constituting 68% of the **incustody** male pretrial population.

Table 3.1
Male Pretrial Incustody Profile
Ethnic Origin

| Group | Percent |
|----------------------|----------------|
| Hispanic | 68% |
| White | 26% |
| Black | 3% |
| Asian/Pacific Island | 2% |
| Other/Unknown | 1% |
| | ----- |
| Total | 100% |

The largest proportion of pretrial men are less than 31 years old (58%).

Table 3.2
Male Pretrial Incustody Profile
Age

| Age (Years) | Percent |
|--------------------|----------------|
| Less than 22 years | 20% |
| 22 to 26 | 19% |
| 27 to 31 | 19% |
| 32 to 41 | 23% |
| 42 to 50 | 14% |
| Over 50 | 5% |
| | ----- |
| Total | 100% |

The City of Porterville has been identified as the place of Tulare County residence for the largest proportion of **incustody** pretrial males (22.8%), followed by Visalia 20.3%. Other than Tulare County or unknown constituted 26.8% of the total.

Table 3.3
Male Pretrial Incustody Profile
Residence

| Residence | Frequency | Percent |
|---------------|------------|-------------|
| Visalia | 178 | 20.3% |
| Dinuba | 51 | 5.8% |
| Farmersville | 21 | 2.4% |
| Exeter | 24 | 2.7% |
| Lindsay | 25 | 2.8% |
| Woodlake | 31 | 3.5% |
| Porterville | 200 | 22.8% |
| Tulare | 116 | 13.2% |
| Other/Unknown | 233 | 26.5% |
| | ----- | ----- |
| Total | 879 | 100% |

Automobile offenses involving alcohol (22%) and non-violent property crimes (15.8%) represented the two largest primary charge categories at booking for **incustody** pretrial males

Table 3.4
Male Pretrial Incustody Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|-------------------------------------|-----------|---------|
| Felony | | |
| Murder/related violent crime | 32 | 3.6% |
| Other violent anti-person | 70 | 8.0% |
| Sex offense | 27 | 3.1% |
| Commercial sex offense | 1 | 0.1% |
| Burglary | 61 | 6.9% |
| Weapons | 28 | 3.2% |
| Other property crimes (non violent) | 139 | 15.8% |
| Drug/prohibited substance-use | 27 | 3.1% |
| Drug/prohibited substance-sale | 46 | 5.2% |

| Primary Charge | Frequency | Percent |
|---|------------|---------------|
| Automobile violations-alcohol related | 6 | 0.7% |
| | ----- | ----- |
| Subtotal | 437 | 49.7% |
| Misdemeanor | | |
| Violent offense-civilian | 61 | 6.9% |
| Violent offense-police | 22 | 2.5% |
| Burglary related | 23 | 2.6% |
| Family Violence | 10 | 1.1% |
| Commercial sex offense | 14 | 1.6% |
| Weapons | 27 | 3.1% |
| Non-violent/non-burglary property crime | 4 | 0.5% |
| Nuisance | 17 | 1.9% |
| Public inebriation | 35 | 4.0% |
| Automobile offense-alcohol involved | 193 | 22.0% |
| | ----- | ----- |
| Subtotal | 406 | 46.2% |
| Unknown | 21 | 2.4% |
| | ----- | ----- |
| Total | 864 | 98.3%* |

* Does not equal 100% due to rounding.

Release Profile

The **release** profile includes everyone who was released from the detention/correctional system during the one month survey period. The **incustody** profile includes those who are still incarcerated. Thus, the incustody profile emphasizes the “stock” population of the detention/correctional system, those who stay in for extended periods of time. The release profile emphasizes the “turn-over” population which enters and leaves more frequently.

The **release** data shows that the most frequently occurring offenses (see Table 3.6) for which males are incarcerated are felons (62%). The largest felony categories are non-violent property crimes (14%) and other violent anti-person crimes (8.8%).

The distribution of release types for pretrial males in the **release** sample are as follows:

Table 3.5
Male Pretrial Release Profile
Release Type

| Release Type | Percent |
|--------------------------------|-------------|
| Bail (bond or cash) | 9% |
| Own recognizance | 13% |
| 849 b. P.C. | 3% |
| Standard Citation | 36% |
| Case dismissed/charges dropped | 4% |
| To other agency | 12% |
| Early Release | 7% |
| Court Ordered Release | 7% |
| Unknown/Other | 9% |
| | ----- |
| Total | 100% |

Table 3.6
Male Pretrial Release Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|--|------------|--------------|
| Felony | | |
| Murder/related violent crime | 30 | 2.6% |
| Other violent anti-person crime | 100 | 8.8% |
| Sex offense | 17 | 1.5% |
| Commercial sex offense | 10 | 0.9% |
| Burglary | 85 | 7.4% |
| Weapons | 90 | 7.9% |
| Other property crimes (Non violent) | 160 | 14.0% |
| Drug/prohibited substance - use | 80 | 7.0% |
| Drug/prohibited substance - sale | 75 | 6.6% |
| Automobile violations | 13 | 1.1% |
| Automobile violation - alcohol related | 18 | 1.6% |
| | ----- | ----- |
| Subtotal | 678 | 59.4% |

| Primary Charge | Frequency | Percent |
|---|--------------|--------------|
| Misdemeanor | | |
| Violent offense - civilian | 89 | 7.8% |
| Violent offense - police | 10 | 0.9% |
| Burglary related | 10 | 0.9% |
| Family violence | 15 | 1.3% |
| Commercial sex offense | 6 | 0.5% |
| Weapons | 12 | 1.1% |
| Non-violent/non-burglary property crime | 7 | 0.6% |
| Nuisance | 67 | 5.9% |
| Public inebriation | 30 | 2.6% |
| Automobile offense - alcohol involved | 167 | 14.6% |
| | ----- | ----- |
| Subtotal | 413 | 36.2% |
| Unknown | 50 | 4.4% |
| | ----- | ----- |
| Total | 1,141 | 100% |

The most often used pretrial release mechanisms include the citation program (36%), to another agency (12%), or early release (7%).

Relative to length of stay prior to release, 50% of the pretrial male were **released** in 24 hours or less.

Table 3.7
Male Pretrial Release Profile
Length of Stay

| Length of Stay | Percent |
|--------------------|-------------|
| 0 - 1 hour | 7% |
| 1 - 4 hours | 11% |
| 5 - 9 hours | 26% |
| 10 - 24 hours | 7% |
| Less than 24 hours | 50% |
| More than 24 hours | 50% |
| | ----- |
| Total | 100% |

Female Pretrial Profile

The profile data indicates that an **incustody** pretrial female was likely to have the following characteristics:

- Hispanic (50%) or White (41%).
- 36 years or younger in age (63%).
- Arrested by Tulare Sheriff’s Department (43%).
- Arrested on-view (99%).
- Booked with a primary charge of either felony non-violent property crimes (22%), burglary (19%) or DUI (13%).
- A resident of Visalia (32%) or Porterville (23%).
- Bail set at \$20,001 to \$50,000 (28%).

Female pretrial inmates **released** from custody during the one month survey period in 2008 have the following characteristics:

- Booked with a primary charge of burglary (18%), other non-violent property crimes (18%) or DUI (12%).
- Released via citation (27%), bail (16%) or on own recognizance (17%).
- Released within 9 hours (39%).
- Released within 24 hours (44%).

The demographic data indicates that Hispanics are the largest ethnic group, constituting 54% of the **incustody** female pretrial population.

**Table 3.8
Female Pretrial Incustody Profile
Ethnic Origin**

| Group | Percent |
|---------------|----------------|
| White | 41% |
| Hispanic | 50% |
| Black | 7% |
| Other/Unknown | 2% |
| | ----- |
| Total | 100% |

The largest proportion of **incustody** pretrial female population are under 37 years of age (63%).

Table 3.9
Female Pretrial Incustody Profile
Age

| Age (Years) | Percent |
|--------------|-------------|
| Less than 22 | 12% |
| 22 to 26 | 14% |
| 27 to 31 | 22% |
| 32 to 36 | 15% |
| 37 to 50 | 34% |
| Over 50 | 3% |
| | ----- |
| Total | 100% |

Approximately 43% of the **incustody** pretrial females reside either in Visalia (31.5%) or Porterville (23%).

Table 3.10
Female Pretrial Incustody Profile
Residence

| Location | Frequency | Percent |
|--------------|------------|---------------|
| Visalia | 45 | 31.5% |
| Dinuba | 3 | 2.1% |
| Farmersville | 2 | 1.4% |
| Exeter | 7 | 4.9% |
| Lindsay | 5 | 3.5% |
| Woodlake | 3 | 2.1% |
| Porterville | 33 | 23.1% |
| Tulare | 24 | 16.8% |
| Other | 21 | 14.7% |
| | ----- | ----- |
| Total | 143 | 100.0% |

Other property crimes (non-violent) and burglary accounted for a total of 41% of all primary charges. Misdemeanor DUI and public inebriation charges equally accounted for an additional 20% of all primary charges.

Table 3.11
Female Pretrial Incustody Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|---------------------------------------|------------|---------------|
| Felony | | |
| Other violent anti-person crime | 11 | 7.7% |
| Burglary | 27 | 18.9% |
| Weapons | 1 | 0.7% |
| Other property crimes (non violent) | 31 | 21.7% |
| Drug/prohibited substance - use | 3 | 2.1% |
| Drug/prohibited substance - sale | 5 | 3.5% |
| | ----- | ----- |
| Subtotal | 78 | 54.5% |
| Misdemeanor | | |
| Violent offense - police | 5 | 3.5% |
| Burglary related | 7 | 4.9% |
| Sex offense | 7 | 4.9% |
| Commercial sex offense | 1 | 0.7% |
| Weapons | 4 | 2.8% |
| Public inebriation | 11 | 7.7% |
| Automobile offense - alcohol involved | 18 | 12.6% |
| | ----- | ----- |
| Subtotal | 53 | 37.1% |
| Unknown | 12 | 8.4 |
| | ----- | ----- |
| Total | 143 | 100.0% |

The **release** data indicates that the most frequently occurring offense (see Table 3.13) for female pretrial inmates released from custody is for felony non-violent property crimes (18%) and burglary (18%).

As with pretrial males, the most often used pretrial release mechanism for women is citation release (27%). The second most common release mechanisms are own recognizance (17%) and bail (16%).

Table 3.12
Female Pretrial Release Profile
Release Type

| Release Type | Percent |
|-----------------------|-------------|
| Bail (bond or cash) | 16% |
| Own recognizance | 17% |
| 849 b. P.C. | 6% |
| Standard Citation | 27% |
| No case filed | 7% |
| To other agency | 9% |
| Early release | 5% |
| Court ordered release | 5% |
| Other/Unknown | 8% |
| | ----- |
| Total | 100% |

Table 3.13
Female Pretrial Release Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|--|------------|--------------|
| Felony | | |
| Other violent anti-person crime | 4 | 1.6% |
| Burglary | 44 | 18.0% |
| Weapons | 1 | 0.4% |
| Other property crimes (non violent) | 45 | 18.4% |
| Drug/prohibited substance - use | 11 | 4.5% |
| Drug/prohibited substance - sale | 19 | 7.8% |
| Automobile violations | 3 | 1.2% |
| Automobile violation - alcohol related | 4 | 1.6% |
| | ----- | ----- |
| Subtotal | 131 | 53.7% |

| Primary Charge | Frequency | Percent |
|---|------------|---------------|
| Misdemeanor | | |
| Violent offense - civilian | 4 | 1.6% |
| Burglary related | 2 | 0.8% |
| Weapons | 6 | 2.5% |
| Nuisance | 17 | 7.0% |
| Public inebriation | 16 | 6.6% |
| Probation violation - Technical violation | 1 | 0.4% |
| Automobile offense - alcohol involved | 29 | 11.9% |
| | ----- | ----- |
| Subtotal | 75 | 30.7% |
| Unknown | 38 | 15.6% |
| | ----- | ----- |
| Total | 244 | 100.0% |

Relative to length of stay prior to **release**, 44% of the pretrial women were released in 24 hours or less.

Table 3.14
Female Pretrial Release Profile
Length of Stay

| Length of Stay | Percent |
|--------------------|-------------|
| 0 - 1 hour | 5% |
| 1 - 4 hours | 19% |
| 5 - 9 hours | 15% |
| 10 - 24 hours | 5% |
| Less than 24 hours | 44% |
| More than 24 hours | 55% |
| | ----- |
| Total | 99%* |

* Does not equal 100% due to rounding.

Male Sentenced Profile

The profile data indicates that an **incustody** sentenced male in the Tulare County Detention/Correctional system was most likely to have the following characteristics:

- Hispanic (70%) or White (24%).
- 31 years or younger (58%).
- A resident in either Porterville (23%), Visalia (21%) or Tulare (14%)
- Arrested by the Tulare County Sheriff’s Department (51%).
- Arrested on-view (97%).
- Sentenced for a misdemeanor alcohol involved automobile offense (21%) or felony non-violent other property crime (17%)

Male sentenced inmates **released** from custody during the one month survey period have the following characteristics:

- Booked with a primary charge of alcohol involved automobile offense (21%), felony non-violent other property crime (18%) or other violent anti-person crime (11%).
- Served 30 days or less incustody (35%) or more than 90 days (35%).

Hispanics comprise the largest ethnic category of **incustody** sentenced males (70%). Whites comprise the second largest group at 24%.

**Table 3.15
Male Sentenced Incustody Profile
Ethnic Origin**

| Group | Percent |
|---------------|----------------|
| Hispanic | 70% |
| White | 24% |
| Black | 3% |
| Other/Unknown | 3% |
| | ----- |
| Total | 100% |

The largest proportion of **incustody** sentenced males is 31 years of age or younger (58%).

Table 3.16
Male Sentenced Incustody Profile
Age

| Age (Years) | Percent |
|--------------|-------------|
| Less than 22 | 19% |
| 22 to 26 | 20% |
| 27 to 31 | 19% |
| 32 to 50 | 36% |
| Over 50 | 6% |
| | ----- |
| Total | 100% |

Approximately 58% of the **incustody** sentenced male population reside in either Porterville (23%), Visalia (21%) or Tulare (14%).

Table 3.17
Male Sentenced Incustody Profile
Residence

| Location | Frequency | Percent |
|---------------|------------|---------------|
| Visalia | 194 | 20.8% |
| Dinuba | 48 | 5.1% |
| Farmersville | 21 | 2.2% |
| Exeter | 24 | 2.6% |
| Lindsay | 28 | 3.0% |
| Woodlake | 23 | 2.5% |
| Porterville | 211 | 22.6% |
| Tulare | 129 | 13.8% |
| Other/Unknown | 256 | 27.4% |
| | ----- | ----- |
| Total | 934 | 100.0% |

On a proportionate basis, the **incustody** sentenced male population has approximately 10% more individuals having a felony primary charge as compared to the pretrial male incustody population. The two primary charges, comprising approximately one-third of all charges, are alcohol involved automobile offenses (21%) and felony non-violent property crimes (17%).

Table 3.18
Male Sentenced Incustody Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|---|------------|--------------|
| Felony | | |
| Murder/related violent crime | 31 | 3.3% |
| Other violent anti-person crime | 110 | 11.8% |
| Sex offense | 17 | 1.8% |
| Burglary | 78 | 8.4% |
| Weapons | 57 | 6.1% |
| Other property crimes (Non violent) | 161 | 17.2% |
| Drug/prohibited substance - use | 26 | 2.8% |
| Drug/prohibited substance - sale | 67 | 7.2% |
| Automobile violations | 5 | 0.5% |
| Automobile violation - alcohol related | 3 | 0.3% |
| | ----- | ----- |
| Subtotal | 555 | 59.4% |
| Misdemeanor | | |
| Violent offense - civilian | 46 | 4.9% |
| Violent offense - police | 11 | 1.2% |
| Burglary related | 24 | 2.6% |
| Family violence | 18 | 1.9% |
| Sex offense | 1 | 0.1% |
| Commercial sex offense | 24 | 2.6% |
| Weapons | 13 | 1.4% |
| Non-violent/non-burglary property crime | 3 | 0.3% |
| Nuisance | 8 | 0.9% |
| Public inebriation | 25 | 2.7% |
| Automobile offense - alcohol involved | 197 | 21.1% |
| | ----- | ----- |
| Subtotal | 370 | 39.6% |

| Primary Charge | Frequency | Percent |
|----------------|------------|---------------|
| Unknown | 9 | 1.0% |
| | ----- | ----- |
| Total | 934 | 100.0% |

The **release** data, for sentenced males, shows that the largest primary charge categories are misdemeanor alcohol involved automobile offenses (21.1%) felony non-violent other property crimes (17.6%) and other violent anti-person crimes (11.2%).

Table 3.19
Male Sentenced Release Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|--|------------|--------------|
| Felony | | |
| Murder/related violent crime | 9 | 2.4% |
| Other violent anti-person crime | 42 | 11.2% |
| Sex offense | 6 | 1.6% |
| Burglary | 26 | 7.0% |
| Weapons | 15 | 4.0% |
| Other property crimes (non violent) | 66 | 17.6% |
| Drug/prohibited substance - use | 14 | 3.7% |
| Drug/prohibited substance - sale | 34 | 9.1% |
| Automobile violations | 5 | 1.3% |
| Automobile violation - alcohol related | 7 | 1.9% |
| | ----- | ----- |
| Subtotal | 224 | 59.9% |

Misdemeanor

| | | |
|---|----|------|
| Violent offense - civilian | 22 | 5.9% |
| Violent offense - police | 5 | 1.3% |
| Burglary related | 7 | 1.9% |
| Family violence | 9 | 2.4% |
| Commercial sex offense | 3 | 0.8% |
| Weapons | 6 | 1.6% |
| Nuisance | 3 | 0.8% |
| Public inebriation | 8 | 2.1% |
| Probation violation - technical violation | 6 | 1.6% |

| Primary Charge | Frequency | Percent |
|---------------------------------------|------------|---------------|
| Automobile offense - alcohol involved | 79 | 21.1% |
| | ----- | ----- |
| Subtotal | 148 | 39.6% |
| Unknown | 2 | 0.5% |
| | ----- | ----- |
| Total | 374 | 100.0% |

Approximately half of the sentenced males **released** during the surveyed month had been incarcerated 60 days or less.

Table 3.20
Male Sentenced Release Profile
Length of Stay (Days)

| Length of Stay | Frequency | Percent |
|----------------|------------|-------------|
| 0 - 1 Day | 10 | 3% |
| 2 - 30 Days | 119 | 32% |
| 31 - 60 Days | 64 | 17% |
| 61 - 90 Days | 48 | 13% |
| 91 - 180 Days | 64 | 17% |
| Over 180 Days | 69 | 18% |
| | ----- | ----- |
| Total | 374 | 100% |

Female Sentenced Profile

Based on the **incustody** profile data, it was determined that a sentenced female is most likely to have the following characteristics:

- Hispanic (47%) or white (43%) ethnicity.
- 31 years or younger in age (51%), 22% are 42 years of age or older.
- A resident of either Visalia (30%), Tulare (19%) or Porterville (17%).
- Arrested by the Sheriff's Department (48%).
- Arrested either on-view (98%).
- Sentenced for either felony non-violent property crimes (27%) or burglary (21%).

The **release** data indicates that female sentenced inmates released during March 1996 have the following characteristics:

- Booked with a primary charge of burglary (18%) or alcohol involved automobile offense (16%).
- Served 30 days or less (54%), or between 31 and 90 days (36%).

Hispanic inmates comprise the majority of the sentenced **incustody** population (47%).

Table 3.22
Female Sentenced Incustody Profile
Ethnic Origin

| Group | Percent |
|---------------|-------------|
| White | 43% |
| Hispanic | 47% |
| Black | 8% |
| Other/Unknown | 2% |
| | ----- |
| Total | 100% |

The largest proportion of **incustody** sentenced females is 31 years old age or less (51%). Of the incustody sentenced females, 22% are 42 years or older in age.

Table 3.23
Female Sentenced Incustody Profile
Age

| Age (Years) | Percent |
|--------------|--------------|
| Less than 22 | 11% |
| 22 to 26 | 14% |
| 27 to 31 | 26% |
| 32 to 41 | 28% |
| 42 to 50 | 20% |
| Over 50 | 2% |
| | ----- |
| Total | 101%* |

* Does not total 100% due to rounding.

The largest proportion of **incustody** sentenced females reside either in Visalia (30%), Tulare (19%) or Porterville (17%).

Table 3.24
Female Sentenced Incustody Profile
Residence

| Location | Frequency | Percent |
|--------------|------------|-------------|
| Visalia | 31 | 29.8% |
| Dinuba | 4 | 3.8% |
| Farmersville | 1 | 1.0% |
| Exeter | 8 | 7.7% |
| Lindsay | 4 | 3.8% |
| Woodlake | 2 | 1.9% |
| Porterville | 18 | 17.3% |
| Tulare | 20 | 19.2% |
| Other | 16 | 15.4% |
| Total | 104 | 100% |

The largest category of **incustody** sentenced females were sentenced for either felony non-violent property crimes (27%) or burglary (21%).

Table 3.25
Female Sentenced Incustody Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|--|-----------|--------------|
| Felony | | |
| Murder/related violent crime | 2 | 1.9% |
| Other violent anti-person crime | 3 | 2.9% |
| Sex offense | 2 | 1.9% |
| Burglary | 22 | 21.2% |
| Other property crimes (Non violent) | 28 | 26.9% |
| Drug/prohibited substance - use | 2 | 1.9% |
| Drug/prohibited substance - sale | 3 | 2.9% |
| Automobile violation - alcohol related | 1 | 1.0% |
| Subtotal | 63 | 60.6% |

| Primary Charge | Frequency | Percent |
|---|------------|--------------|
| Misdemeanor | | |
| Violent offense - civilian | 7 | 6.7% |
| Violent offense - police | 1 | 1.0% |
| Commercial sex offense | 1 | 1.0% |
| Weapons | 7 | 6.7% |
| Public inebriation | 8 | 7.7% |
| Probation violation - technical violation | 1 | 1.0% |
| Automobile offense - alcohol involved | 8 | 7.7% |
| | ----- | ----- |
| Subtotal | 33 | 31.7% |
| Unknown | 8 | 7.7% |
| | ----- | ----- |
| Total | 104 | 100% |

The **release** data shows that the largest primary charge category for sentenced females is for burglary (18%), followed by alcohol involved automobile offense (16%).

Table 3.26
Female Sentenced Release Profile
Offense Categories

| Primary Charge | Frequency | Percent |
|-------------------------------------|-----------|--------------|
| Felony | | |
| Other violent anti-person crime | 3 | 5.4% |
| Burglary | 10 | 17.9% |
| Other property crimes (non violent) | 8 | 14.3% |
| Drug/prohibited substance - use | 8 | 14.3% |
| Drug/prohibited substance - sale | 2 | 3.6% |
| | ----- | ----- |
| Subtotal | 31 | 55.5% |
| Misdemeanor | | |
| Violent offense - civilian | 4 | 7.1% |
| Weapons | 5 | 8.9% |
| Public inebriation | 3 | 5.4% |

| Primary Charge | Frequency | Percent |
|---------------------------------------|-----------|---------------|
| Automobile offense - alcohol involved | 9 | 16.1% |
| | ----- | ----- |
| Subtotal | 21 | 37.5% |
| Unknown | 2 | 3.6% |
| | ----- | ----- |
| Total | 54 | 96.6%* |

* Does not total 100% due to rounding.

Approximately half of the sentenced females **released** during the surveyed month had been incarcerated 21 days or less.

Table 3.27
Female Sentenced Release Profile
Length of Stay

| Length of Stay | Frequency | Percent |
|------------------|-----------|--------------|
| 0 - 1 Day | 2 | 4% |
| Less than 4 Days | 15 | 27% |
| 4 - 14 Days | 8 | 14% |
| 15 - 30 Days | 5 | 9% |
| 31 - 90 Days | 20 | 36% |
| Over 90 Days | 6 | 11% |
| | ----- | ----- |
| Total | 56 | 101%* |

* Does not total 100% due to rounding.

Section Four
Baseline Detention Capacity Projections

Section Four

Baseline Detention Capacity Projections

Preface

This element of the Detention Division Needs Assessment Study presents a current baseline projection of adult detention average daily population and corresponding detention housing bed capacity projections. It further presents the results of an estimation of incustody detention capital and operational costs over the future 20 year planning period, predicated upon baseline capacity projections.

Requirements for detention facilities under the jurisdiction of the Tulare County Sheriff's Department continue to be dependent on the number of expected inmates and the amount of time they will be housed in the county detention facilities.

The assessment of these factors and the subsequent update of projection methodologies through the year 2028 followed a similar process as the one employed in the 1997 Corrections Needs Assessment study. Crime, arrest and court criminal case filing trends and outcomes were reviewed to establish a context for current and future jail capacity requirements. Actual trends in the average daily population (ADP), the annual number of bookings and average length of stay (ALS) of the detention population were updated to reflect the most recent experience.

The projection methodologies employed in the 1997 Needs Assessment, and the findings those methodologies yielded, were reviewed in light of recent experience and updated where appropriate. The results were then assessed for applicability, particularly within the context of recent experience.

Background and Overview

In 1997, Tulare County completed a Corrections Needs Assessment, including an assessment of major crime and average daily population detention trends, within the context of County population growth.

The following provides an overview of trend changes in felony arrests, reported violent crimes, average daily detention population and County population projections between those applied in the 1997 Needs Assessment and the trends that have transpired since completion of that study.

Felony Arrest Trends - Over the 1984 to 1994 period, as assessed in the 1997 Needs Assessment, felony arrests increased at an average annual rate of 6.36 percent.

Over the past ten year period (1997 - 2007) the felony arrest rate has increased at an average annual rate of 3.69 percent, or a rate that is 0.58 that of previous eleven year period. This decline in the felony arrest rate reflects the decline in reported violent crime growth rate for the 1995 - 2005 timeframe.

Reported Violent Crimes - Between 1984 and 1994 reported violent crimes increased at an average annual rate of 5.52 percent. From 1995 to 2005 the reported violent crime rate declined to 1.40 percent per year, or to a rate that is 0.25 that of the previous eleven year period.

Average Daily Population (ADP) Trends - Between 1983 and 1995 the 1997 Needs Assessment recorded an increase in the ADP averaging 6.55 percent per year. Over the past twelve years (1995 - 2007) the increase in the ADP has averaged 1.95 percent, or a rate that is 0.31 of the previous twelve year period.

ADP to Population Ratio - From 1983 to 1995 the average annual percentage increase in the ADP (6.55 percent) was 3.10 times that of total County population annual growth (1.95 percent) for the corresponding time period.

From 1995 to 2007 the average annual percentage increase in the ADP and total County population growth rates were nearly identical at 1.95 and 1.92 percent respectively.

Projected County Population - The total County population projection, as applied in the 1997 Needs Assessment, for the year 2015 was 577,000. The 2015 County population projection is currently 483,435 or 16.2 percent less than the population projection provided for use in the previous Needs Assessment.

Since 1997 all of the major trends impacting the Detention Division average daily population have declined. As such, the application of recent trends will likely result in lower “adjusted” average daily detention population and capacity needs projections, when completed in the second phase of this current needs assessment, than those determined in the 1997 Corrections Needs Assessment.

The following sections detail current major criminal justice system trends, historical and projected County population and baseline average daily population projections.

Analysis of Major Criminal Justice System Trends

Prior to the development and analysis of alternative capacity projections methodologies, it is important to understand the justice system context supported by the County detention and correctional facilities. In the following sections, trends in Tulare County crimes, arrests, dispositions and jail populations are summarized.

Reported Major Crime Trends:

The growth rate of reported violent crime in Tulare County is 1.6 times that of population growth over the 2000 - 2005 five year period.

Table 4.1 which follows this page, portrays reported major crime trends in Tulare County as reported to the FBI and other reporting agencies. Major crime, for purposes of these reporting agencies, includes the following felony-level crime categories:

- Murder
- Rape
- Robbery
- Aggravated assault
- Burglary
- Motor vehicle theft

The following points summarize conclusions which can be drawn from examination of these reported major crime trends in Tulare County.

- Overall, major reported crime in Tulare County has increased at an annual percentage growth rate of 1.7 percent between 1995 and 2005. This rate closely mirrors the County's total population growth rate of 1.8 percent per year over the same period. However, when larceny-theft and arson are excluded, major violent and property crimes reflect an increase of 2.6 percent per year over this period. This rate of increase is approximately 1.4 times the county population growth rate.

Over this decade, there have been significant fluctuations between the crime rate in the first and second five year periods. Between 1995 and 2000 total violent and property major reported crime declined at an average annual rate of - 1.85 percent per year. During the last five years, 2000 to 2005, these crime categories have increased at an average annual rate of 7.2 percent per year, approximately 3.7 times the total population growth rate of 1.9 percent for this period.

- The vast majority of the increase in reported major crimes has been in the property crime category. Between 2000 and 2005 this category increased an average of 8.8 percent per year. Between 2003 and 2004 property crimes increased by 23.5 percent in one year. Most of the increases in this category are reflected in vehicle theft, which increased approximately 114 percent over the five year period of 2000 to 2005.

**Table 4.1
Trends in Major Reported Crime
Tulare County**

| Crime Types | 1986 | | 1987 | | 1988 | | 1989 | | 1990 | |
|-----------------------------------|---------------|-------------|---------------|--------------|---------------|-------------|---------------|--------------|---------------|--------------|
| Violent Crimes | | | | | | | | | | |
| Homicide | 26 | | 34 | | 28 | | 25 | | 27 | |
| Forcible Rape | 98 | | 101 | | 102 | | 108 | | 109 | |
| Robbery | 401 | | 403 | | 377 | | 359 | | 370 | |
| Agg. Assault | 1528 | | 1497 | | 1580 | | 1551 | | 1,780 | |
| Subtotal | 2,053 | | 2,035 | | 2,087 | | 2,043 | | 2,286 | |
| % Incr. from Prior Year | | | -0.90% | | 2.60% | | -2.10% | | 10.90% | |
| Property Crimes | | | | | | | | | | |
| Burglary | 5,234 | | 5,688 | | 4,809 | | 4,155 | | 3,692 | |
| Vehicle Theft | 846 | | 959 | | 888 | | 1,124 | | 1,322 | |
| Subtotal | 6,080 | | 6,647 | | 5,697 | | 5,279 | | 5,014 | |
| % Incr. from Prior Year | | | 9.50% | | -14.40% | | -7.30% | | -2.20% | |
| Subtotal Major Crime | 8,133 | | 8,682 | | 7,784 | | 7,322 | | 7,300 | |
| % Incr. from Prior Year | | | 6.75% | | -10.34% | | -5.94% | | -0.30% | |
| Larceny-Theft | 9,388 | | 9,370 | | 8,915 | | 9,464 | | 9,325 | |
| Arson | 341 | | 390 | | 310 | | 439 | | 414 | |
| Total Major Reported Crime | 17,862 | 3.3% | 18,442 | -7.8% | 17,009 | 1.3% | 17,225 | -1.1% | 17,039 | 16.4% |
| Major Crime Per 100,000 Pop. | 6,296.1 | 1.2% | 6,369.3 | -9.8% | 5,746.3 | -0.6% | 5,709.3 | -2.7% | 5,555.7 | 9.7% |
| Violent Crime/100,000 Pop. | 723.7 | -2.9% | 702.5 | 0.4% | 705.1 | -4.0% | 677.2 | 8.2% | 732.9 | 3.2% |
| Property Crime/100,000 Pop. | 2,143.1 | 7.2% | 2,297.9 | -16.2% | 1,924.7 | -9.1% | 1,749.8 | -4.6% | 1,670.1 | 16.1% |

Table 4.1 (Continued)

| Crime Types | 1991 | | 1992 | | 1993 | | 1994 | | 1995 | |
|-----------------------------------|---------------|-------------|---------------|--------------|---------------|--------------|---------------|-------------|---------------|--------------|
| Violent Crimes | | | | | | | | | | |
| Homicide | 34 | | 33 | | 28 | | 42 | | 39 | |
| Forcible Rape | 149 | | 147 | | 132 | | 124 | | 90 | |
| Robbery | 413 | | 393 | | 408 | | 452 | | 386 | |
| Agg. Assault | 1,896 | | 1,585 | | 1,656 | | 1,987 | | 1,880 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal | 2,492 | | 2,158 | | 2,224 | | 2,605 | | 2,395 | |
| % Incr. from Prior Year | 8.50% | | -12.20% | | 3.00% | | 17.10% | | -8.10% | |
| Property Crimes | | | | | | | | | | |
| Burglary | 4,911 | | 5,046 | | 4,495 | | 4,181 | | 4,163 | |
| Vehicle Theft | 1,420 | | 1,948 | | 1,976 | | 2,437 | | 2,213 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal | 6,331 | | 6,994 | | 6,471 | | 6,618 | | 6,376 | |
| % Incr. from Prior Year | 22.60% | | 10.50% | | -7.50% | | 2.30% | | -3.65% | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal Major Crime | 8,823 | | 9,152 | | 8,695 | | 9,223 | | 8,771 | |
| % Incr. from Prior Year | 20.86% | | 3.73% | | -4.99% | | 6.07% | | -4.90% | |
| Larceny-Theft | 10,700 | | 11,341 | | 11,053 | | 10,173 | | 10,658 | |
| Arson | 314 | | 439 | | 561 | | 545 | | 529 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Total Major Reported Crime | 19,837 | 5.5% | 20,932 | -3.0% | 20,309 | -1.8% | 19,941 | 0.1% | 19,958 | -7.1% |
| Major Crime Per 100,000 Pop. | 6,093.2 | 2.5% | 6,244.9 | -6.2% | 5,857.8 | -3.3% | 5,663.4 | 3.7% | 5,870.5 | -8.6% |
| Violent Crime/100,000 Pop. | 756.3 | -14.8% | 644.1 | -0.4% | 641.5 | 15.3% | 739.8 | -4.8% | 704.5 | -2.4% |
| Property Crime/100,000 Pop. | 1,948.0 | 6.0% | 2,065.5 | -10.5% | 1,866.5 | 0.7% | 1,879.6 | -0.2% | 1,875.5 | -12.1% |

Table 4.1 (Continued)

| Crime Types | 1996 | | 1997 | | 1998 | | 1999 | | 2000 | |
|-----------------------------------|---------------|--------------|---------------|--------------|---------------|---------------|---------------|-------------|---------------|-------------|
| Violent Crimes | | | | | | | | | | |
| Homicide | 22 | | 29 | | 22 | | 24 | | 17 | |
| Forcible Rape | 110 | | 123 | | 98 | | 106 | | 125 | |
| Robbery | 429 | | 359 | | 352 | | 288 | | 330 | |
| Agg. Assault | 1,815 | | 2,047 | | 2,098 | | 1,873 | | 1,905 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal | 2,376 | | 2,558 | | 2,570 | | 2,291 | | 2,377 | |
| % Incr. from Prior Year | -0.79% | | 7.66% | | 0.47% | | -10.86% | | 3.75% | |
| Property Crimes | | | | | | | | | | |
| Burglary | 3,508 | | 3,594 | | 3,993 | | 3,775 | | 3,795 | |
| Vehicle Theft | 2,186 | | 2,353 | | 2,162 | | 1,661 | | 1,816 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal | 5,694 | | 5,947 | | 6,155 | | 5,436 | | 5,611 | |
| % Incr. from Prior Year | -10.70% | | 4.44% | | 3.50% | | -11.68% | | 3.22% | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal Major Crime | 8,070 | | 8,505 | | 8,725 | | 7,727 | | 7,988 | |
| % Incr. from Prior Year | -8.0% | | 5.39% | | 2.59% | | -11.44% | | 3.38% | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Larceny-Theft | 9,831 | | 9,165 | | 8,854 | | 7,697 | | 8,101 | |
| Arson | 636 | | 646 | | 611 | | 620 | | 609 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Total Major Reported Crime | 18,537 | -1.2% | 18,316 | -0.7% | 18,190 | -11.8% | 16,044 | 4.1% | 16,698 | 8.8% |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Major Crime Per 100,000 Pop. | 5,364.0 | -2.8% | 5,215.4 | -2.3% | 5,098.1 | -13.2% | 4,427.0 | 2.5% | 4,537.2 | 8.7% |
| Violent Crime/100,000 Pop. | 687.9 | 5.9% | 728.4 | -1.1% | 720.3 | -12.2% | 632.2 | 2.2% | 645.9 | -4.1% |
| Property Crime/100,000 Pop. | 1,647.7 | 2.8% | 1,693.4 | 1.9% | 1,725.1 | -13.1% | 1,500.0 | 1.7% | 1,524.6 | 12.0% |

Table 4.1 (Continued)

| Crime Types | 2001 | | 2002 | | 2003 | | 2004 | | 2005* | |
|-----------------------------------|---------------|-------------|---------------|-------------|---------------|--------------|---------------|-------------|---------------|--------------|
| Violent Crimes | | | | | | | | | | |
| Homicide | 26 | | 29 | | 30 | | 25 | | 54 | |
| Forcible Rape | 105 | | 145 | | 130 | | 105 | | 117 | |
| Robbery | 320 | | 350 | | 381 | | 445 | | 465 | |
| Agg. Assault | 1,830 | | 1,988 | | 2,025 | | 2,039 | | 2,124 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal | 2,281 | | 2,512 | | 2,566 | | 2,614 | | 2,760 | |
| % Incr. from Prior Year | -4.04% | | 10.13% | | 2.15% | | 1.87% | | 5.59% | |
| Property Crimes | | | | | | | | | | |
| Burglary | 4,352 | | 4,318 | | 4,041 | | 4,885 | | 4,655 | |
| Vehicle Theft | 1,936 | | 2,483 | | 2,735 | | 3,485 | | 3,882 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal | 6,288 | | 6,801 | | 6,776 | | 8,370 | | 8,537 | |
| % Incr. from Prior Year | 12.07% | | 8.16% | | -0.37% | | 23.52% | | 2.00% | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Subtotal Major Crime | 8,569 | | 9,313 | | 9,342 | | 10,984 | | 11,297 | |
| % Incr. from Prior Year | 7.3% | | 8.68% | | 0.31% | | 17.58% | | 2.85% | |
| Larceny-Theft | 8,943 | | 9,279 | | 10,999 | | 11,465 | | 11,733 | |
| Arson | 647 | | 707 | | 677 | | 748 | | 643 | |
| | ----- | | ----- | | ----- | | ----- | | ----- | |
| Total Major Reported Crime | 18,159 | 6.3% | 19,299 | 9.0% | 21,018 | 10.4% | 23,197 | 2.1% | 23,673 | -5.0% |
| Major Crime Per 100,000 Pop. | 4,931.8 | 4.1% | 5,136.1 | 6.4% | 5,462.8 | 7.8% | 5,865.3 | -0.3% | 5,846.5 | 8.4% |
| Violent Crime/100,000 Pop. | 619.5 | 8.0% | 668.5 | -0.2% | 666.9 | -0.9% | 660.9 | 3.1% | 681.6 | -14.7% |
| Property Crime/100,000 Pop. | 1,707.7 | 6.0% | 1,810.0 | -2.7% | 1,761.2 | 20.2% | 2,116.3 | -0.4% | 2,108.4 | -4.4% |

* Last year for which reliable data is available. The Tulare County Sheriff's Department has identified data reported to DOJ for the years 2006 and 2007 as unreliable due to reporting problems.

Table 4.1 (Continued)

| Crime Types | Annual % Rate | | |
|-----------------------------------|----------------|----------------|----------------|
| | 1986 - 1995 | 1995 - 2005 | 2000 - 2005 |
| Violent Crimes | | | |
| Homicide | | | |
| Forcible Rape | | | |
| Robbery | | | |
| Agg. Assault | | | |
| Subtotal Violent Crimes | 1.7% | 1.4% | 3.0% |
| Property Crimes | | | |
| Burglary | | | |
| Vehicle Theft | | | |
| Subtotal Property Crimes | -0.5% | 3.0% | 8.8% |
| Subtotal Major Crime | -0.8% | 2.6% | 7.2% |
| Larceny-Theft | | | |
| Arson | | | |
| Total Major Reported Crime | 1.2% | 1.9% | 7.2% |

Source: California Department of Justice, California Criminal Justice Profile.

- While increasing at levels less than the property crime category, reported violent crime has also increased over the 2000 to 2005 period. Increases in robbery and aggravated assault have contributed to an annual percentage rate gain in reported violent crimes of 3.0 percent per year between 2000 and 2005. This rate is 1.6 times that of total county population growth over this period.

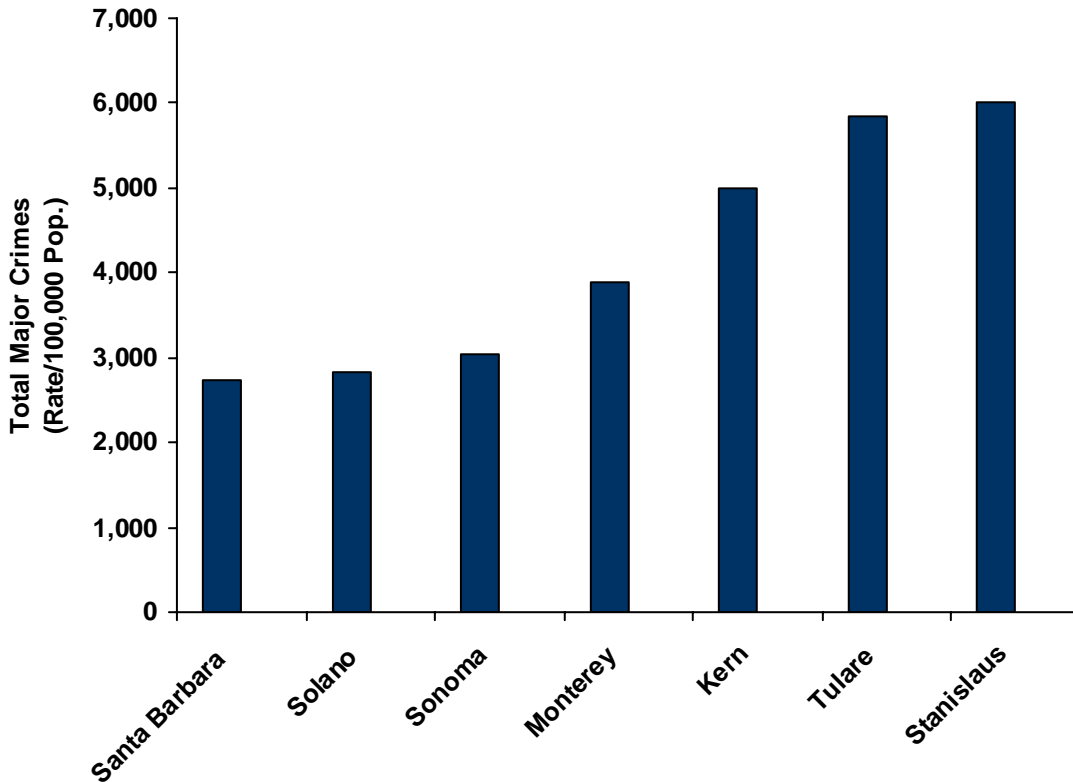
Table 4.2 presents comparative major reported crime and rates of Tulare County and six other comparably sized counties.

Table 4.2
Comparable California Reported Major Crime Rates for 2005
Tulare County

| County | Total Major Crime Rates (Per 100,000 Population) | | | |
|---------------|---|----------------|----------------|----------|
| | Major Reported Crimes | Population | Rate | Rank |
| Stanislaus | 30,710 | 510,900 | 6,011.0 | 1 |
| Tulare | 23,673 | 404,909 | 5,846.5 | 2 |
| Kern | 38,418 | 770,400 | 4,986.8 | 3 |
| Monterey | 16,567 | 425,100 | 3,897.2 | 4 |
| Sonoma | 14,560 | 478,700 | 3,041.6 | 5 |
| Solano | 11,942 | 422,100 | 2,829.2 | 6 |
| Santa Barbara | 11,506 | 419,700 | 2,741.5 | 7 |

Source: Major Reported Crime: California Department of Justice, California Criminal Justice Profile 2005.
 Rates: Omni-Group, Inc.

Figure 4.1
Total Major Crimes Rate (per 100,000 Population) - 2005



From the comparison it is evident that Tulare County ranks number two of the seven counties based on total major reported crime per 100,000 population.

Adult Arrest Trends:

The arrest growth rate for felony crimes in Tulare County is 1.2 times that of adult population over the last five years.

One of the most important indicators for analyzing criminal justice system activity which impacts the jail is, of course, arrests. With the exception of misdemeanor arrests which are predominately released through citation, arrests are the key indicator of pretrial jail intake volume. Additional pretrial intakes relate to court remands, transfers from other jurisdictions, etc. Bookings by law enforcement personnel, however, make-up the vast majority of pretrial intake for the jail. Table 4.3, which follows this page, and the accompanying Figure 4.2 portray trends in arrests over the past twenty-two years in Tulare County. The following points summarize the information contained in these exhibits:

**Table 4.3
Adult Arrest Trends**

| Arrest Category | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 | 1998 |
|------------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
| Felony | | | | | | | | | | | | | |
| Violent Crimes | 784 | 841 | 1,044 | 1,192 | 1,432 | 1,468 | 1,543 | 1,539 | 1,712 | 1,986 | 1,855 | 1,855 | 1,672 |
| Property Crimes | 1,647 | 1,613 | 1,428 | 1,512 | 1,482 | 1,360 | 1,538 | 1,412 | 1,249 | 1,286 | 1,231 | 1,148 | 1,215 |
| Drug Law Violations | 578 | 691 | 1,042 | 1,069 | 928 | 654 | 933 | 1,067 | 1,174 | 1,397 | 1,129 | 1,376 | 1,331 |
| Sex Law Violations | 109 | 99 | 80 | 98 | 120 | 123 | 114 | 115 | 121 | 113 | 141 | 145 | 180 |
| All Other Felonies | 464 | 476 | 519 | 451 | 498 | 525 | 634 | 755 | 823 | 874 | 758 | 866 | 790 |
| Subtotal | 3,582 | 3,720 | 4,113 | 4,322 | 4,460 | 4,130 | 4,762 | 4,888 | 5,079 | 5,656 | 5,114 | 5,390 | 5,188 |
| % Incr. From Prior Yr | 30.00% | 3.80% | 10.60% | 5.00% | 3.20% | -7.40% | 15.30% | 2.60% | 3.90% | 11.36% | -9.58% | 5.40% | -3.75% |
| Misdemeanor | | | | | | | | | | | | | |
| Violent Crimes | 740 | 737 | 808 | 809 | 809 | 695 | 674 | 684 | 764 | 815 | 651 | 626 | 662 |
| Property Crimes | 1,203 | 1,193 | 1,040 | 1,174 | 1,280 | 1,310 | 1,278 | 1,326 | 1,216 | 1,328 | 1,112 | 754 | 771 |
| Drug Law Violations | 676 | 801 | 1,071 | 1,202 | 944 | 846 | 906 | 753 | 1,474 | 2,149 | 1,760 | 2,348 | 1,885 |
| Sex Law Violations | 114 | 103 | 80 | 97 | 64 | 90 | 70 | 43 | 57 | 76 | 73 | 63 | 91 |
| Public Intoxication | 4,338 | 4,504 | 4,878 | 6,107 | 6,144 | 5,054 | 4,772 | 3,921 | 3,462 | 3,296 | 3,343 | 2,642 | 2,742 |
| Disturbance | 226 | 154 | 154 | 171 | 200 | 186 | 145 | 100 | 136 | 349 | 324 | 279 | 326 |
| DUI | 4,873 | 5,046 | 4,159 | 4,713 | 6,241 | 5,328 | 4,648 | 4,161 | 3,668 | 3,402 | 3,581 | 2,992 | 3,257 |
| Traffic Arrests | 1,979 | 1,639 | 1,364 | 1,304 | 1,017 | 1,106 | 1,181 | 498 | 251 | 461 | 309 | 523 | 166 |
| All Other Misdemeanors | 1,029 | 1,300 | 1,271 | 1,579 | 1,284 | 1,754 | 2,125 | 2,708 | 2,864 | 2,849 | 2,754 | 2,341 | 1,780 |
| Subtotal | 15,178 | 15,477 | 14,825 | 17,156 | 17,983 | 16,369 | 15,799 | 14,194 | 13,892 | 14,725 | 13,907 | 12,568 | 11,680 |
| % Incr. From Prior Yr | 20.00% | 2.00% | -4.20% | 15.70% | 4.80% | -9.00% | -3.50% | -10.20% | -2.00% | 6.00% | -5.56% | -9.63% | -4.94% |
| TOTAL | 18,760 | 19,197 | 18,938 | 21,478 | 22,443 | 20,499 | 20,561 | 19,082 | 18,971 | 20,381 | 19,021 | 17,958 | 16,868 |
| % Incr. From Prior Yr | 22.00% | 2.33% | -1.35% | 13.41% | 4.49% | -8.66% | 0.30% | -7.19% | -0.58% | 7.43% | -6.67% | -5.59% | -6.07% |

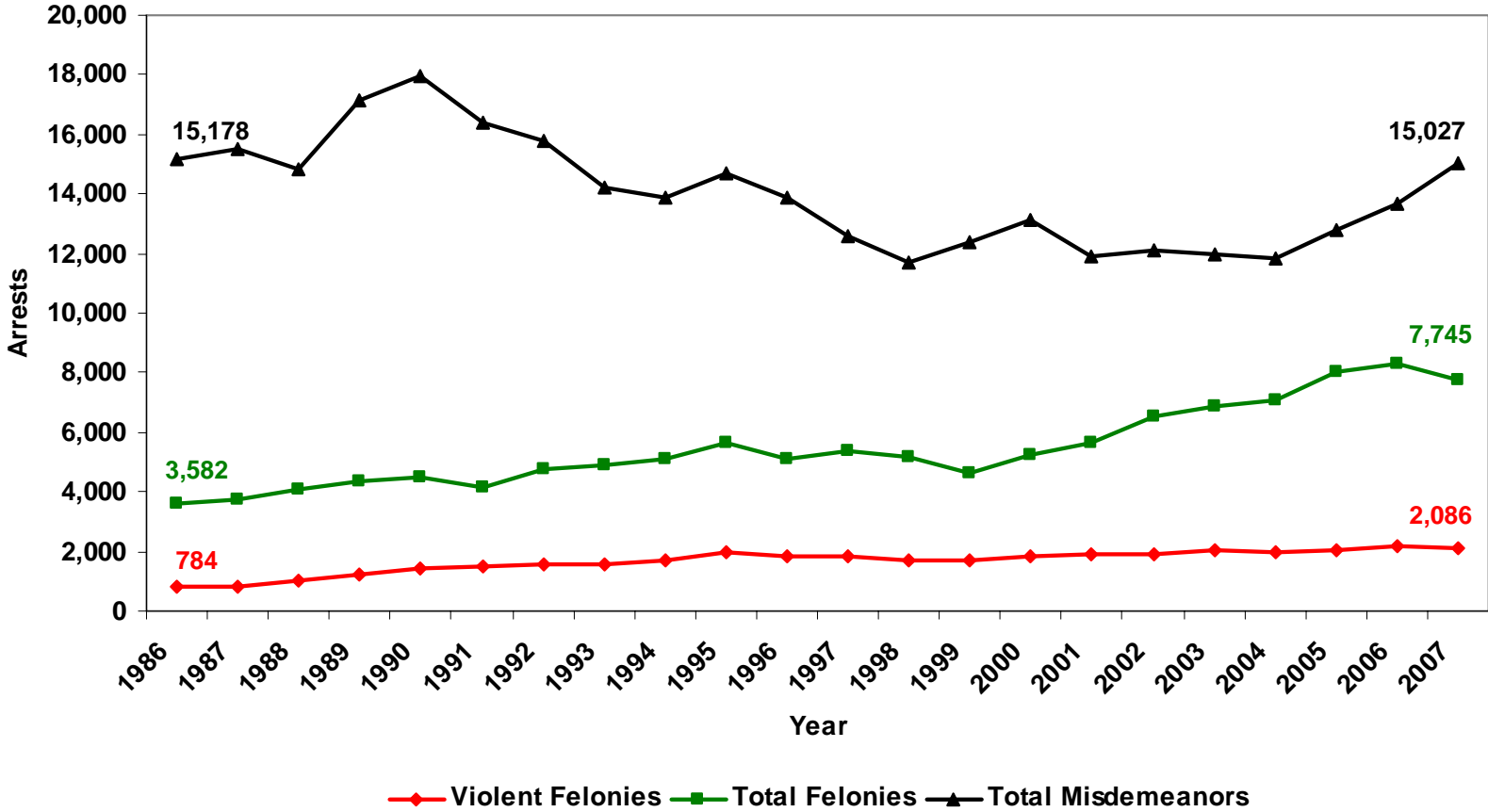
(Table continues on next page)

Table 4.3 (Cont.)

| Arrest Category | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | Annual % Rate | | | |
|------------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|-------------|-------------|------------|
| | | | | | | | | | | 1986 - 1997 | 1997 - 2007 | 1986 - 2007 | 2002- 2007 |
| Felony | | | | | | | | | | | | | |
| Violent Crimes | 1,696 | 1,825 | 1,925 | 1,913 | 2,012 | 1,955 | 2,021 | 2,148 | 2,086 | | | | |
| Property Crimes | 964 | 1,163 | 1,244 | 1,409 | 1,591 | 1,825 | 1,973 | 2,030 | 1,884 | | | | |
| Drug Law Violations | 1,290 | 1,380 | 1,478 | 1,793 | 1,879 | 1,837 | 2,141 | 2,188 | 2,154 | | | | |
| Sex Law Violations | 133 | 149 | 170 | 157 | 154 | 139 | 155 | 163 | 165 | | | | |
| All Other Felonies | 573 | 715 | 825 | 1,230 | 1,250 | 1,342 | 1,739 | 1,779 | 1,458 | | | | |
| Subtotal | 4,656 | 5,232 | 5,642 | 6,502 | 6,886 | 7,098 | 8,029 | 8,308 | 7,745 | | | | |
| % Incr. From Prior Yr | -10.25% | 12.37% | 7.84% | 15.24% | 5.91% | 3.08% | 13.12% | 3.47% | -6.78% | 3.8% | 3.7% | 3.7% | 3.6% |
| Misdemeanor | | | | | | | | | | | | | |
| Violent Crimes | 622 | 718 | 727 | 864 | 900 | 889 | 1,012 | 1,186 | 1,261 | | | | |
| Property Crimes | 708 | 607 | 621 | 528 | 605 | 650 | 679 | 563 | 766 | | | | |
| Drug Law Violations | 2,459 | 3,441 | 3,036 | 2,646 | 2,536 | 2,837 | 3,615 | 3,790 | 4,012 | | | | |
| Sex Law Violations | 65 | 57 | 66 | 87 | 75 | 68 | 75 | 71 | 95 | | | | |
| Public Intoxication | 3,096 | 2,819 | 2,148 | 2,002 | 1,612 | 1,497 | 902 | 1,139 | 1,961 | | | | |
| Disturbance | 279 | 315 | 306 | 318 | 324 | 307 | 336 | 421 | 490 | | | | |
| DUI | 3,022 | 3,065 | 3,081 | 3,338 | 3,500 | 3,289 | 3,179 | 3,325 | 3,970 | | | | |
| Traffic Arrests | 124 | 367 | 187 | 174 | 239 | 192 | 191 | 192 | 273 | | | | |
| All Other Misdemeanors | 1,989 | 1,763 | 1,748 | 2,135 | 2,209 | 2,097 | 2,795 | 2,990 | 2,199 | | | | |
| Subtotal | 12,364 | 13,152 | 11,920 | 12,092 | 12,000 | 11,826 | 12,784 | 13,677 | 15,027 | | | | |
| % Incr. From Prior Yr | 5.86% | 6.37% | -9.37% | 1.44% | -0.76% | -1.45% | 8.10% | 6.99% | 9.87% | -1.7% | 1.8% | -0.5% | 4.4% |
| TOTAL | 17,020 | 18,384 | 17,562 | 18,594 | 18,886 | 18,924 | 20,813 | 21,985 | 22,772 | | | | |
| % Incr. From Prior Yr | 0.90% | 8.01% | -4.47% | 5.88% | 1.57% | 0.20% | 9.98% | 5.63% | 3.58% | -4.0% | 2.4% | 0.93% | 4.14% |

Source: California Department of Justice, California Criminal Justice Profile.

Figure 4.2
Summary of Historical Arrest Trends
Tulare County



At the felony level, arrests have increased faster than population - by 3.7 percent per year over the past ten years. Over this period, county adult population has increased by approximately 2.2 percent per year. Felony arrests, then, have increased at a rate exceeding one and one half times than that of population since 1997. However, this growth rate differential has moderated in the last five years to a felony arrest rate that was 1.2 times the adult population growth (i.e., 3.6 percent vs. 2.9 percent per year respectively). Principal components of this change include the following:

- ❑ Violent Crimes: While increasing at a rate of less than one percent per year between 1997 and 2002, Violent Crimes, over the last five years, have increased at an average annual rate of 1.8 percent, almost a three fold increase. Homicide, Forcible Rape, Robbery and Assault all increased during this period, with Robbery arrests representing increases of nearly 100 percent.
- ❑ Property Crimes: The rate of increase in Property Crimes has increased by 1.4 times over the most recent five years (2002 - 2007) relative to the increase experienced in the first half (1997 - 2002) of the last decade (average annual increases of 6.0 and 4.2 percent per year respectively). Over the most recent five years (2002 - 2007) Burglary and Theft arrest rates have increased more than three and six times respectively, over their rates of the previous five years (1997 - 2002). While the rates of increase in Motor Vehicle Thefts and Forged Checks and Credit Card Fraud have moderated from 15.5 and 8.6 to 1.5 and 3.8 percent respectively.
- ❑ Arrests for felony level drug offenses have closely paralleled the Property Crime experience over the last ten years (average annual growth rates of 4.6 and 5.1 percent respectively).
- ❑ Arrests for sex law violations, while relatively few in number, occur with a frequency more than 14 percent higher than ten years ago.
- ❑ Other felony-level arrests have increased by 45 percent between 2002 and 2006 with a 18 percent decline occurring between 2006 and 2007. While increases occurred in all categories, with the exception of Escape and Hit & Run, Weapons arrests increased by 62 percent over the last five years.

At the misdemeanor level, arrests remained relatively constant over the first half of the last decade (1997 - 2002). However, over the most recent five years misdemeanor arrests have increased by 24 percent, with nearly a 10 percent increase occurring between 2006 and 2007.

- ❑ As was the case with felony Violent Crimes, misdemeanor Violent Crimes have increased markedly during the past five years. Over the last five years they have increased by 46 percent, or 7.9 percent per year, with Assault and Battery arrests increasing 46.7 percent between 2006 and 2007.

- ❑ Drug Law Violations account for approximately one quarter of all misdemeanor arrests and have increased by 51.6 percent over the last five years, or an average of 5.5 percent per year.
- ❑ After reaching 3,500 arrests in 2003, Drunk Driving (DUI) arrests remained relatively stable through 2006. In 2007 DUI arrests increased 19.4 percent to 3,970.
- ❑ From 2002 through 2006 Public Intoxication arrests declined by 43.1 percent. Accounting for more than 13 percent of all misdemeanor arrests, these arrests increased by 72.2 percent between 2006 and 2007.
- ❑ Remaining relatively stable between 2002 and 2006, Property Crime arrests increased by 36.1 percent between 2006 and 2007. Within this category, Petty Theft increased by 39.3 percent over this one year period.

It is useful to compare current arrest rates in Tulare County with other California counties of a similar population size to put current experience in perspective. Table 4.4 presents felony and misdemeanor arrest rates in Tulare County with six other comparably sized counties.

**Table 4.4
Comparable California Adult Arrest Rates - 2007**

| County | Adult Felony Arrests Rates (Per 100,000 Population) | | | Adult Misdemeanor Arrest Rates (Per 100,000 Population) | | |
|---------------|--|----------------|----------|--|----------------|----------|
| | Population | Rate | Rank | County | Rate | Rank |
| Stanislaus | 523,095 | 1,904.6 | 1 | Santa Barbara | 4,468.3 | 1 |
| Tulare | 430,974 | 1,797.1 | 2 | Kern | 3,566.2 | 2 |
| Kern | 809,903 | 1,797.0 | 3 | Tulare | 3,486.8 | 3 |
| Solano | 423,970 | 1,438.1 | 4 | Sonoma | 3,148.7 | 4 |
| Monterey | 425,356 | 1,071.8 | 5 | Stanislaus | 2,860.7 | 5 |
| Sonoma | 482,034 | 999.1 | 6 | Monterey | 2,425.0 | 6 |
| Santa Barbara | 425,710 | 895.0 | 7 | Solano | 2,424.9 | 7 |

Sources: California Department of Justice, California Criminal Justice Profile 2007 - Arrests Reported.
California Department of Finance - Population.
Omni-Group, Inc. - Arrest Rates.

The following points summarize Table 4.4 data:

- ❑ Felony arrest rates in Tulare County rank second highest when compared to a group of six California counties with population ranging between approximately 300,000 and 550,000 residents. The felony arrest rate in Tulare County is one tenth of a point higher than Kern County and is 5.6 percent less than the highest felony arrest rate reflected in the group.

- Tulare County rates third highest behind Santa Barbara and Kern Counties, in the comparative county group for misdemeanor arrest rates per 100,000 population.

One of the principal conclusions reached at this point in the analysis is that total adult arrests have increased from growth rates less than half that of adult population growth during the first five years of the last decade, to rates approximately 1.4 times that of population growth during the last five years. Felony arrests constitute the greatest impact on jail capacity requirements. Over the most recent five years, felony arrests have increased at a rate of 1.2 times that of adult population.

Law Enforcement Staffing Trends:

Increases in arrest activity in Tulare County relate less to law enforcement staffing levels than to changes in arrest volume per officer.

Tables 4.5 and 4.6 present trends in sworn staffing levels in Tulare County law enforcement agencies between 2002 and 2007. These figures are divided into felony and misdemeanor arrest volumes in the County, developing an index of arrest per officer. The following conclusions can be reached with respect to this information:

**Table 4.5
Trends in Law Enforcement Staffing
Tulare County**

| Trends in Sworn Staffing | Sworn Officers | | |
|--------------------------|----------------|------------|------------------|
| | 2002 | 2007 | 2002-2007 Change |
| Sheriff's Department | 493 | 450 | -43 |
| Police Departments | 285 | 354 | +69 |
| Total | 778 | 804 | +26 |

Source: California Department of Justice, California Criminal Justice Profile 2002 and 2007.

Table 4.6
Arrests per Sworn Officer
Tulare County

| Year | Sworn Officers | Felony Arrests | Fel. Arr. Per Officer | Misd. Arrests | Misd. Arr. Per Officer | Total Arr. Per Officer |
|------|----------------|----------------|-----------------------|---------------|------------------------|------------------------|
| 2002 | 738 | 6,502 | 8.8 | 12,092 | 16.4 | 25.2 |
| 2004 | 743 | 7,098 | 9.5 | 11,826 | 15.9 | 25.5 |
| 2006 | 816 | 8,308 | 10.2 | 13,677 | 16.8 | 26.9 |
| 2007 | 804 | 7,745 | 9.6 | 15,027 | 18.7 | 28.3 |

Source: California Department of Justice, California Criminal Justice Profile 2002 - 2007.

- While total county population has increased by 2.4 percent per year between 2002 and 2007 total law enforcement sworn staffing levels have increased by only 0.66 percent per year.
- When total county arrests are expressed on the basis of total county sworn officers, the following points are clear:
 - Felony level arrests per officer have increased from 8.8 per officer in 2002 to 9.6 per officer in 2007 - an increase of 9 percent.
 - Misdemeanor level arrests per officer have increased by 14 percent over the past five years.

It is clear from this analysis that law enforcement staffing level per se has not kept pace with arrests, especially felony arrest increases, nor with recent increases in major reported crime. The implication is that law enforcement emphasis has continued to include and enhance:

- Proactive enforcement on the part of field law enforcement personnel.
- Greater inter-departmental cooperation in certain areas, particularly in the area of drug law enforcement.
- Improvement in law enforcement informational systems, yielding more and better data on the existence of warrants, etc.

All of these factors have contributed to increases related more to “officer productivity” than in the number of sworn officers deployed,

Charging and Sentencing Trends:

There are other criminal justice system trends and indicators which can be examined for their relevance to the analysis of factors impacting jail populations levels. Table 4.7 summarizes trends in several indicators of charging and sentencing experience in Tulare County.

**Table 4.7
Results of Felony Arrests
Tulare County**

| | 2000 | 2004 | 2006 | 2007 |
|---|-------------|-------------|-------------|-------------|
| Complaints Filed as Percent of Felony Arrests | 94.5% | 93.9% | 78.6% | 78.4% |
| Convicted as Percentage of Dispositions | 92.5% | 89.7% | 87.6% | 90.1% |
| Sentenced as Percentage of Convictions | | | | |
| Probation (Without Jail) | 11.4% | 14.6% | 17.9% | 19.4% |
| Local Jail | 69.0% | 68.2% | 66.5% | 64.5% |
| Prison | 17.7% | 13.4% | 13.2% | 14.0% |
| Other | 1.9% | 3.8% | 2.4% | 2.2% |
| | ----- | ----- | ----- | ----- |
| Total | 100% | 100% | 100% | 100% |

Source: California Department of Justice, California Criminal Justice Profile 2000, 2004, 2006 and 2007.

The following summarizes the findings from review of Table 4.7.

- ❑ Between 2000 and 2004 complaints filed as a percent of felony arrests averaged approximately 94 percent. Between 2006 and 2007 this percentage had declined to an average of 78.5 percent.
- ❑ Conviction rates have remained relatively constant over the 2000 to 2007 timeframe, ranging between 89.7 and 92.5 percent.
- ❑ Sentence dispositions have shown greater changes as Table 4.7 shows:
 - Sentences to probation have increased from 11.4 percent of sentenced in 2000 to 19.4 percent in 2007.
 - Sentences to the local jail have declined from 69.0 percent of sentences in 2000 to 64.5 percent in 2007 percent.
 - Sentenced to prison have declined from 17.7 percent of sentences in 2000 to 14.0 percent in 2007.

Table 4.8 which follows, compares Tulare County’s conviction rate and sentence disposition for felony convictions with the six counties previously compared relative to reported major crime.

The comparisons show Tulare County ranked number one in convictions, number two in sentences to state prison and to probation without jail. However, Tulare County is in the lower one-third of those counties in the comparison for felony sentences to the local jail.

An important conclusion reached in this comparative analysis.

**Table 4.8
Comparative Felony Conviction and Sentencing Data - 2007**

| County | Percentage of Felony Dispositions Resulting in | | Percentage of Convictions Which Are Sentenced to | | | | | |
|---------------|--|----------|--|----------|--------------|----------|--------------------|----------|
| | Conviction | (Rank) | State Prison | (Rank) | Local Jail | (Rank) | Probation w/o Jail | (Rank) |
| Kern | 80.6% | 4 | 13.2% | 4 | 66.3% | 4 | 15.0% | 6 |
| Monterey | 85.9% | 2 | 4.1% | 7 | 80.8% | 1 | 8.9% | 7 |
| Santa Barbara | 85.5% | 3 | 17.4% | 1 | 63.2% | 6 | 17.2% | 4 |
| Solano | 66.0% | 6 | 12.5% | 5 | 67.8% | 2 | 18.3% | 3 |
| Sonoma | 62.2% | 7 | 9.2% | 6 | 60.0% | 7 | 29.9% | 1 |
| Stanislaus | 77.1% | 5 | 13.7% | 3 | 67.1% | 3 | 16.6% | 5 |
| Tulare | 90.1% | 1 | 14.0% | 2 | 64.5% | 5 | 19.4% | 2 |

Source: California Department of justice, California Criminal Justice Profile, 2007.

An important conclusion reached in this analysis is that in comparison to other similar sized counties, Tulare County ranks second highest in reported major crime and felony arrests and highest in conviction rates. However, it is number two ranking in sentencing dispositions resulting in state prison and probation without jail, combined to result in Tulare County ranking in the lowest one-third of the group in sentences to the county jail.

The high rankings in factors affecting pretrial use of jail and low ranking in sentence dispositions to jail have important implications for the analysis contained in the next sections, which assess jail capacity levels and trends.

Historical and Projected Population

Between 1990 and 2000 Tulare County total population increased from 311,921 to 368,021, an increase of 18 percent, or 1.7 percent per year. Between 2000 and 2007, the county population increased to 422,479, at an average annual rate of 2.0 percent.

County adult population increased from 243,769 in 2000 to 290,346 in 2007, at an average annual rate of 2.5 percent. Information provided by the Tulare County Association of Governments indicates that total county population is projected to increase to 543,199 by the year 2028. This increase represents a projected 28.6 percent increase or an annual average rate of 1.2 percent, over the 2007 total population of 422,479.

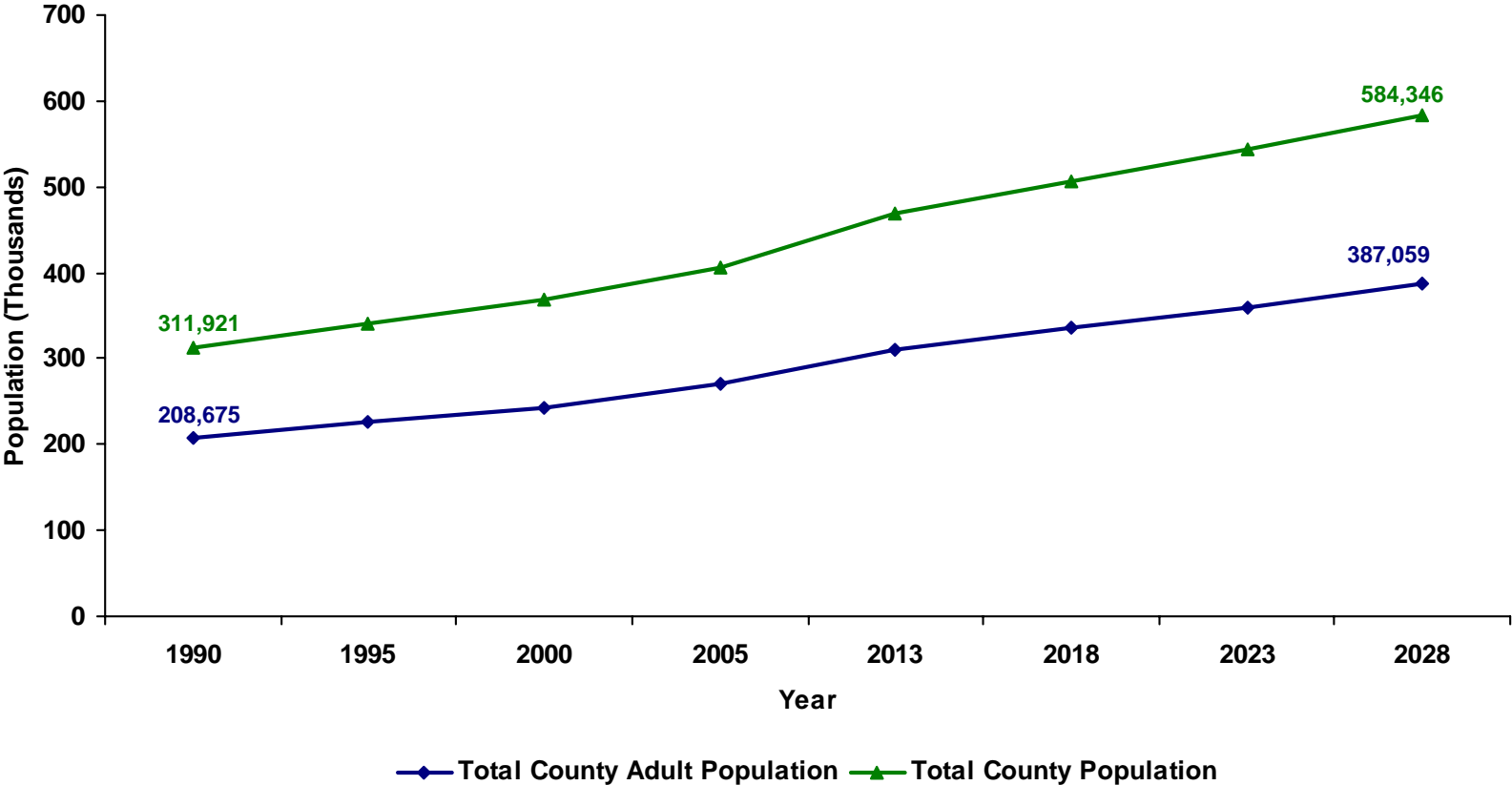
County adult population is projected to increase to 359,803 by the year 2028. This represents a 24 percent increase or an annual growth rate of 1.0 percent between 2007 and 2028. See Table 4.9 and Figure 4.3 that follow.

Table 4.9
1990 - 2028¹ Historical and Projected Population
Tulare County

| Year | Adult Population | | | Total Population |
|------|------------------|---------|---------|------------------|
| | Male | Female | Total | |
| 1990 | 104,035 | 104,640 | 208,675 | 311,921 |
| 1991 | 105,676 | 106,509 | 212,185 | 317,532 |
| 1992 | 107,317 | 108,378 | 215,694 | 323,142 |
| 1993 | 108,957 | 110,247 | 219,204 | 328,752 |
| 1994 | 110,598 | 112,115 | 222,713 | 334,362 |
| 1995 | 112,238 | 113,984 | 226,222 | 339,972 |
| 1996 | 113,879 | 115,853 | 229,732 | 345,581 |
| 1997 | 115,519 | 117,722 | 233,241 | 351,191 |
| 1998 | 117,160 | 119,590 | 236,750 | 356,801 |
| 1999 | 118,800 | 121,459 | 240,260 | 362,411 |
| 2000 | 120,441 | 123,328 | 243,769 | 368,021 |
| 2001 | 119,019 | 121,937 | 240,956 | 368,207 |
| 2002 | 124,557 | 127,163 | 251,720 | 375,752 |
| 2003 | 128,548 | 130,412 | 258,960 | 384,747 |
| 2004 | 131,781 | 133,815 | 265,596 | 395,493 |
| 2005 | 134,723 | 136,466 | 271,189 | 404,909 |
| 2006 | 142,576 | 143,034 | 285,610 | 419,909 |
| 2007 | 146,314 | 147,195 | 293,509 | 427,083 |
| 2013 | 153,279 | 156,951 | 310,230 | 468,357 |
| 2018 | 165,616 | 169,584 | 335,200 | 506,054 |
| 2023 | 178,053 | 182,319 | 360,372 | 544,056 |
| 2028 | 191,238 | 195,821 | 387,059 | 584,346 |

¹ 1990 - 2006 data provided by the Tulare County Association of Governments, as obtained from the US Census Bureau and California Department of Finance. 2007 - 2026 Total Population data obtained from County of Tulare, New Civic Center Master Plan, Section 4, page 5. 2007 - 2028 adult population and adult male/female distribution proportionate to Tulare County Association of Governments' data. 2026 - 2028 data obtained through extrapolation.

Figure 4.3
Historical and Projected Population, 1990 - 2028
Tulare County



Baseline Average Daily Population Projections

In 1988 the County stipulated to a Consent Decree as a result of over crowded conditions in the detention/correctional system. The Consent Decree established a maximum daily capacity at the Main Jail. As a result, the Detention Division implemented two early release programs to reduce jail overcrowding due to lack of sufficient bed capacity.

Currently, while additional jail bed capacity is available, these early release programs remain in effect due to lack of funds to staff the available beds.

The average daily population of inmates in the Detention Division jail facilities is dependant on the number of expected inmates (bookings and average daily population), the amount of time that they will be housed in the facilities (average length of stay or ALS) and the administrative and operational policies in effect.

The assessment of the ADP factors and the subsequent development of baseline capacity projections through the year 2028 will provide a benchmark for future facility planning, and involves the application of a range of alternative projection methodologies.

The baseline average daily population (ADP) projections, presented in the following sections, reflect projected future ADP requirements based on current operational policies.

In Phase II of this project, adjusted capacity projections will be developed reflecting the projected potential impacts on future ADP of policy changes regarding early release, contracting and alternative to incarceration programs.

Historical Trends

The formulation of methodologies for the projection of baseline ADP levels begins with an evaluation of past experience and trends. Historical ADP, ALS and Bookings were compiled by the Tulare County Sheriff's Department.

Historical Average Daily Population (ADP), Booking Rates and Average Length of Stay (ALS)

Average Daily Population (ADP), the average number of inmates housed at one time, is the fundamental measure used in determining capacity requirements in detention facilities. ADP is a function of the number of people booked into the facilities (bookings) and the number of days that they are incarcerated (Average Length of Stay or ALS). For purposes of historical analysis, bookings and ADP have been converted into rates per 1,000 adult population, in order to assess their trends beyond the County's overall population growth.

As depicted in Table 4.10 ADP has increased from 1,221 in 1995 to a high of 1,540 in 2007, a 26 percent increase. This increase in jail population can be traced to the rise in bookings.

Overall, bookings increased from 18,790 in 1995 to 26,183 in 2007, an increase of 39.4 percent. The booking rate per 1,000 population increased from 83.1 to 90.2 over the same period, indicating the rate of bookings increased 8.5 percent more than population growth.

Between 2004 and 2007 the booking rate increased from 4.6 per 1,000 adult population to 5.3 per 1,000 in 2007, an increase of 15.2 percent.

The average length of stay (ALS) of inmates decreased from 23.7 days in 1995 to 21.5 days in 2007, a decrease of approximately 9 percent over the twelve year period.

Table 4.10 and Figures 4.4, 4.5 and 4.5 graphically present the historical record of booking rates, ADP rates and ALS.

Table 4.10
1990 - 2007 Baseline Bookings, ADP and ALS
Tulare County

| Year | County Adult Population | Bookings | | Average Daily Population | | ALS |
|------|-------------------------|--------------------|------------------------------------|--------------------------|-----------------------|------|
| | | Total ² | Rate/1,000 Population ² | Total | Rate/1,000 Population | |
| 1990 | 208,675 | N/A | N/A | 1,241 | 5.9 | N/A |
| 1991 | 212,185 | N/A | N/A | 1,120 | 5.3 | N/A |
| 1992 | 215,694 | N/A | N/A | 1,099 | 5.1 | N/A |
| 1993 | 219,204 | N/A | N/A | 1,144 | 5.2 | N/A |
| 1994 | 222,713 | N/A | N/A | 1,128 | 5.1 | N/A |
| 1995 | 226,222 | 18,790 | 83.1 | 1,221 | 5.4 | 23.7 |
| 1996 | 229,732 | 18,962 | 82.5 | 1,248 | 5.4 | 24.0 |
| 1997 | 233,241 | 17,592 | 75.4 | 1,273 | 5.5 | 26.4 |
| 1998 | 236,750 | 19,128 | 80.8 | 1,187 | 5.0 | 22.7 |
| 1999 | 240,260 | 18,651 | 77.6 | 1,109 | 4.6 | 21.7 |
| 2000 | 243,769 | 19,868 | 81.5 | 1,142 | 4.7 | 21.0 |
| 2001 | 240,956 | 19,561 | 81.2 | 1,170 | 4.9 | 21.8 |
| 2002 | 251,720 | 20,689 | 82.2 | 1,236 | 4.9 | 21.8 |
| 2003 | 258,960 | 20,394 | 78.8 | 1,217 | 4.7 | 21.8 |
| 2004 | 265,596 | 20,943 | 78.9 | 1,224 | 4.6 | 21.3 |
| 2005 | 271,189 | 22,675 | 83.6 | 1,380 | 5.1 | 22.2 |
| 2006 | 285,610 | 24,794 | 86.8 | 1,444 | 5.1 | 21.3 |
| 2007 | 293,509 | 26,183 | 89.2 | 1,540 | 5.3 | 21.5 |

² Pre 1995 booking counts are not consistent with 1995 and later counts due to changes in accounting practices.

Figure 4.4
1995 - 2007 Baseline Booking Rates/1,000 Population
Tulare County

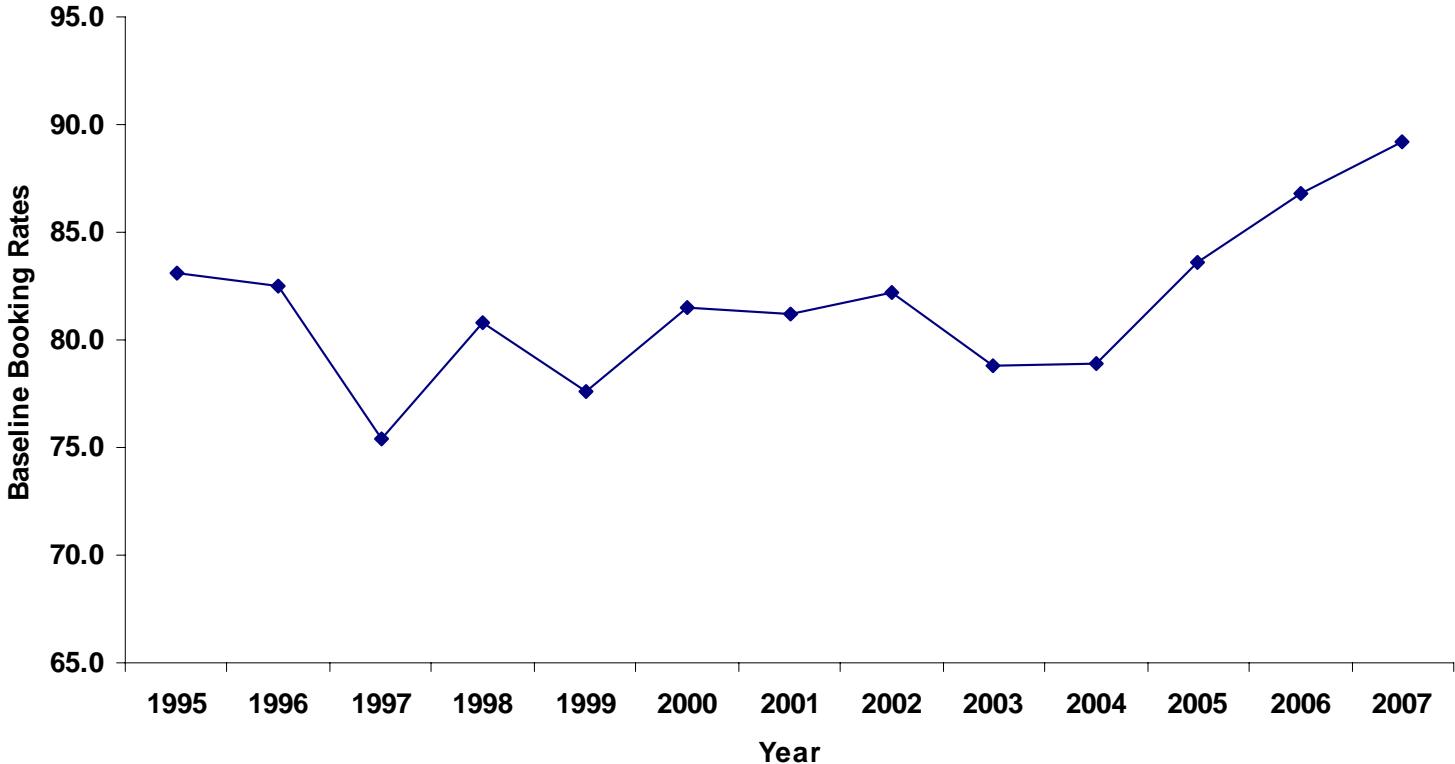


Figure 4.5
1990 - 2007 Average Daily Jail Population Rate/1,000 Population
Tulare County

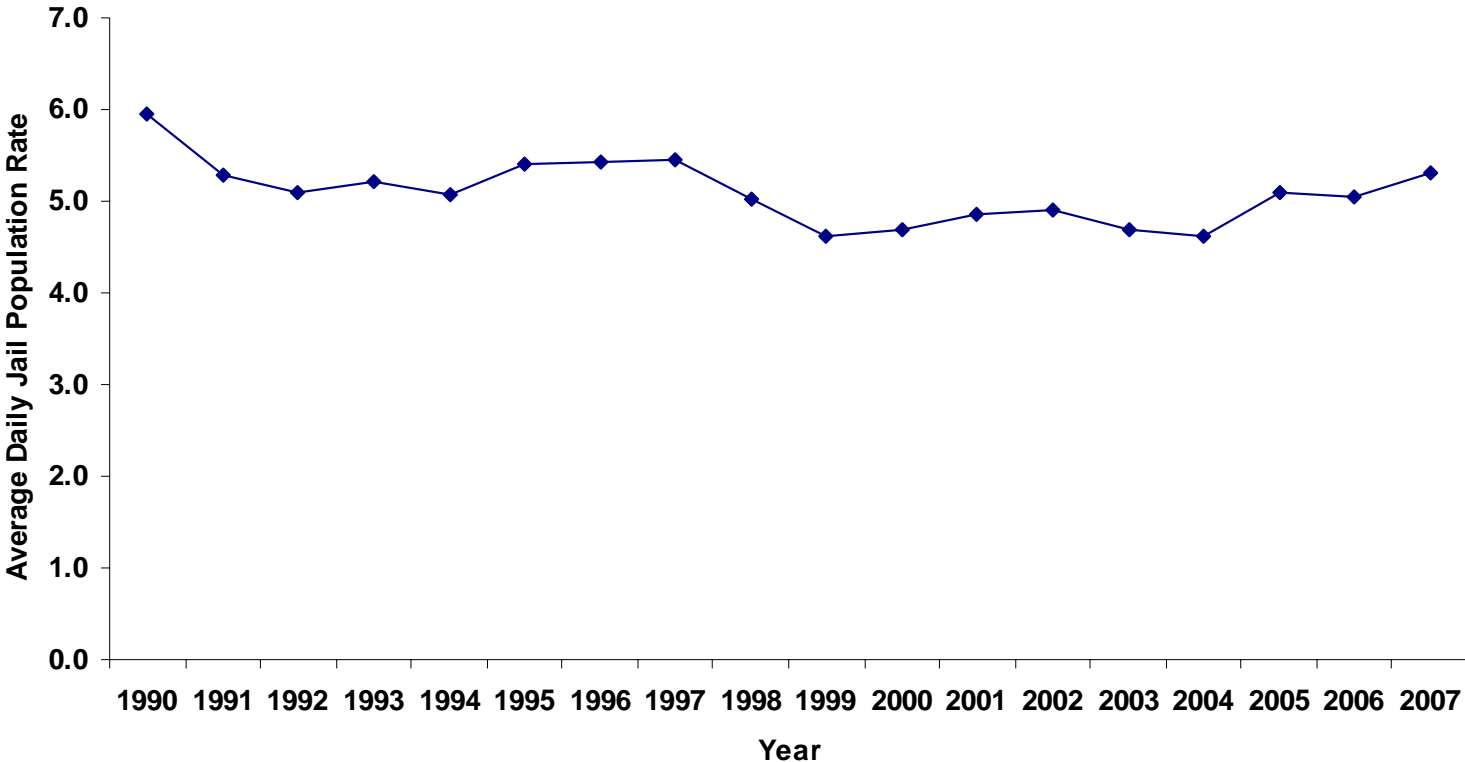
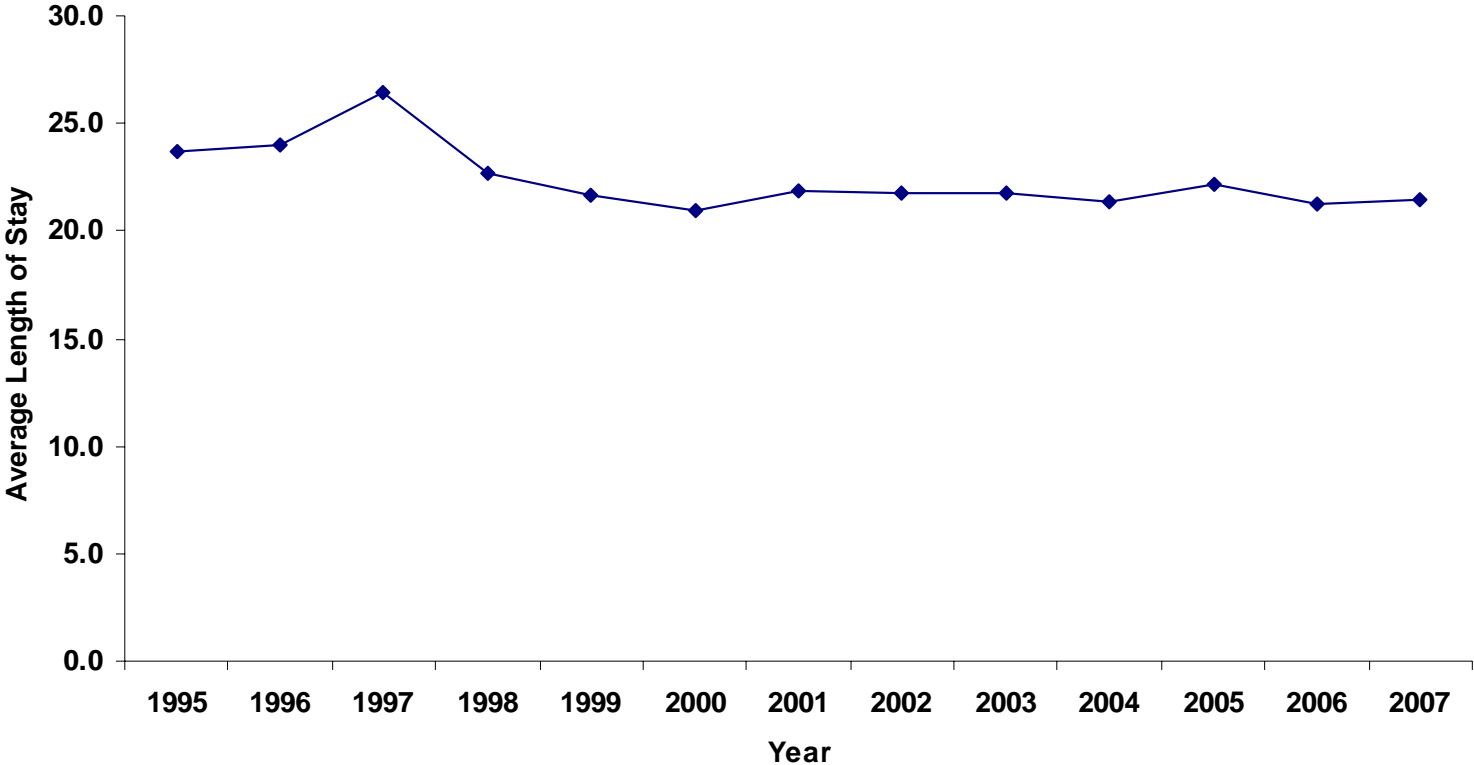


Figure 4.6
1995 - 2007 Average Length of Stay/1,000 Population
Tulare County



Projection Methodologies

As an initial step in assessing possible projection methodologies, the 18 year available record of average daily population (ADP) levels was assessed. Assessment of long term historical ADP and corresponding adult county population levels supported projections of future ADP levels proportionate to projected adult population (Methods I and II).

The availability of historical booking levels and average length of stay (ALS) data from 1995 through 2007 provide the basis for the independent assessment of both variables determining ADP - bookings and ALS (Methods III and IV).

The specific methodologies applied are summarized as follows:

Method I utilizes the current (2007) ADP rate per 1,000 adult County population, which is held at a constant level over the projection period to project ADP through the year 2028. This approach reflects use of the most current experience as an indicator of the future. This method provides a base for comparison with other methodologies that incorporate the assumption that the detention rate will change in the future.

Method II applies the 1990 - 2007 historical average ratio of adult County population growth to the total detention growth rate to project detention rates in future years. Variations of Method II employ the available 1995 - 2007 and 2000 - 2007 historical data by gender to project independent detention rates for male and females in future years.

Method III utilizes the available 1995 -2007 ALS “mean” and a least squares regression model to project bookings. The resulting projected bookings and ALS are then employed to project ADP. A variation of Method III applies the 2000 - 2007 data set to determine resulting ADP projections based on mid-term experience.

Method IV applies a regression analysis using multiple factors, population and booking rate, to predict ADP. As with Methods II and III a variation of Method IV was employed to assess ADP projections based on mid-term experience.

The following details the results of Methods I through IV and their respective variations.

Method I - 2007 Average Daily Population Rate Held Constant

Method I utilizes the 2007 Average Daily Population (ADP) Rate, or detention rate, held at a constant level over the projection period.

Method I results are presented in Table 4.11. As shown, if the ADP rate stabilized around the 2007 experience, ADP could be expected to increase from a 2007 level of 1,540 to 1,687 by the year 2018 and to 1,907 by the year 2028. The resulting ADP is projected to increase by 23.8 percent over the 21 year planning period, directly proportionate with projected adult population growth for this timeframe.

**Table 4.11
Method I - 2007 ADP Rate Held Constant
Tulare County**

| | Current 2007 | Projected | |
|---------------------------------|-----------------|-----------|---------|
| | | 2018 | 2028 |
| Adult Population | 290,346 | 318,362 | 359,803 |
| ADP Rate/1,000 Adult Population | 5.3 | 5.3 | 5.3 |
| ADP | 1,540 | 1,687 | 1,907 |

Method II - Adult Population to Detention Ratio (1990 - 2007)

The historical relationship between the growth trend in adult County population and average daily jail population (ADP) (see Table 4.10) was determined for the period 1990 - 2007 and analyzed to determine the impact should this relationship remain constant through the year 2028. This relationship was quantified for the sake of analysis by taking the ratio between the growth of ADP and the growth of the adult County population. The ratio, the “multiple” referred to in the analysis below, was then applied to the population growth forecast to obtain an ADP forecast.

The average daily detention population has grown at a rate approximately 0.63 times the County adult population during this period, thus the multiple for this analysis is 0.63. Assuming this relationship were to remain constant, multiplying the projected County adult population growth rate times this multiple of 0.63 indicates the forecasted growth in ADP. This growth rate is then applied to the 2007 ADP level to obtain a forecast of future ADP level.

**Table 4.12
Adult Population/ADP Ratio
Tulare County**

| | Annual % Change 1990 - 2007 |
|-------------------------|--|
| County Adult Population | +2.03% |
| ADP | +1.28% |
| Multiple | 0.63 |

The forecasted annual adult population growth rate in the County from 2007 to 2018 is +1.22 percent. Multiplying this by the multiple 0.63 yields the ADP growth rate for that period, +0.77 percent. Finally, increasing the year 2007 ADP level of 1,540 by an annual rate of +0.77 percent results in a forecast of 1,676 for the year 2018.

The forecasted annual adult County population growth rate for 2007 to 2028 is +1.33 percent. Multiplying this by the multiple of 0.63 yields an ADP growth rate for this period of +0.84 percent. Finally, increasing the 2007 ADP level of 1,540 by an annual rate of 0.84 results in an ADP forecast to 1,836 by the year 2028.

Table 4.13
Method II Forecast of ADP
Tulare County

| | Current 2007 | Projected | |
|---|-----------------|-----------|--------|
| | | 2018 | 2028 |
| Projected Annual Percentage Population Growth Since 2007 | | +1.22% | +1.33% |
| Projected Annual ADP Growth Over its 2007 Level | | +0.77% | +0.84% |
| Projected ADP | 1,540 | 1,676 | 1,836 |

Thus, population growth and detention growth experienced from 1990 to 2007 results in a projected total average daily population of 1,836 by the year 2028.

Method II (a) - Adult Male/Female Population to Detention Ratio (1995 - 2007)

Method II (a) is identical to Method II, except this variation applies 1995 to 2007 ADP data by male and female populations (see Table 4.14). Use of historical male/female ADP and their corresponding adult County population levels provides the basis to individually assess male and female ADP growth trends.

Male and female populations were analyzed separately and then aggregated into a total. This was done because the two populations are increasing at different rates, so separate analyses of each gender should result in a more accurate forecast of the total than if this gender-related phenomenon were disregarded.

**Table 4.14
Historical Adult Population and ADP by Male/Female
Tulare County**

| Year | Adult Male Population | Male ADP | Adult Female Population | Female ADP |
|------|-----------------------|----------|-------------------------|------------|
| 1995 | 112,238 | 1,067 | 113,984 | 154 |
| 1996 | 113,879 | 1,098 | 115,853 | 150 |
| 1997 | 115,519 | 1,118 | 117,722 | 155 |
| 1998 | 117,160 | 1,040 | 119,590 | 147 |
| 1999 | 118,800 | 966 | 121,459 | 143 |
| 2000 | 120,441 | 1,019 | 123,328 | 123 |
| 2001 | 119,019 | 1,040 | 121,937 | 130 |
| 2002 | 124,557 | 1,095 | 127,163 | 141 |
| 2003 | 128,548 | 1,069 | 130,412 | 148 |
| 2004 | 131,781 | 1,081 | 133,815 | 143 |
| 2005 | 134,723 | 1,200 | 136,466 | 180 |
| 2006 | 142,576 | 1,269 | 143,034 | 175 |
| 2007 | 146,314 | 1,336 | 147,195 | 204 |

Male ADP

The average daily male detention population has grown at a rate approximately 0.85 times the County adult male population during this period, thus the multiple for this analysis is 0.85. Assuming this relationship were to remain constant, multiplying the projected County adult male population growth rate times this multiple of 0.85 indicates the forecasted growth in ADP. This growth rate is then applied to the 2007 ADP level to obtain a forecast of future ADP level.

Table 4.15
Adult Male Population/ADP Ratio
Tulare County

| | Annual % Change 1995 - 2007 |
|------------------------------|--|
| County Adult Male Population | +2.23% |
| ADP | +1.89% |
| Multiple | 0.85 |

The forecasted annual adult male population growth rate in the County from 2007 to 2018 is +1.13 percent. Multiplying this by the multiple 0.85 yields the ADP growth rate for that period, +0.96 percent. Finally, increasing the year 2007 ADP level of 1,336 by an annual rate of +0.96 percent results in a forecast of 1,484 for the year 2018.

The forecasted annual male adult County population growth rate for 2007 to 2028 is +1.28 percent. Multiplying this by the multiple of 0.85 yields an ADP growth rate for this period of +1.09 percent. Finally, increasing the 2007 ADP level of 1,336 by an annual rate of 1.09 results in an ADP forecast to 1,678 by the year 2028.

Table 4.16
Method II (a) Forecast of Male ADP
Tulare County

| | Current 2007 | Projected | |
|---|-------------------------|------------------|-------------|
| | | 2018 | 2028 |
| Projected Annual Percentage Male Population Growth Since 2007 | | +1.13% | +1.28% |
| Projected Annual ADP Growth Over its 2007 Level | | +0.96% | +1.09% |
| Projected Male ADP | 1,336 | 1,484 | 1,678 |

■ **Female ADP**

The average daily detention population of adult females has grown at a rate approximately 1.10 times the population during this period, thus the multiple for this analysis is 1.10. Assuming this relationship were to remain constant, multiplying the projected County population growth rate for females times this ratio of 1.10 indicates the forecasted growth in female ADP. This growth rate is then applied to the 2007 ADP level to obtain a forecast of future ADP level. For example, the forecasted annual adult female population growth rate in the County from 2007 to 2018 is +1.30 percent. Multiplying this by the multiple 1.10 yields the ADP growth rate for that period, 1.43 percent. Finally, increasing the 2007 ADP level of 204 by an annual rate of 1.43 percent results in a forecast of 239 for the year 2018.

The forecasted annual adult female County population growth rate for 2007 to 2028 is +1.37 percent. Multiplying this by the multiple of 1.10 yields an ADP growth rate for this period of +1.51 percent. Finally, increasing the 2007 ADP level of 204 by an annual rate of 1.51 percent results in an ADP forecast to 279 by the year 2028.

**Table 4.17
Adult Female Population/ADP Ratio
Tulare County**

| | Annual % Change 1995 - 2007 |
|--------------------------------|--|
| County Adult Female Population | +2.15% |
| Female ADP | +2.37% |
| Multiple | 1.10 |

**Table 4.18
Forecast of Female ADP
Tulare County**

| | Current 2007 | Projected | |
|---|-------------------------|------------------|-------------|
| | | 2018 | 2028 |
| Projected Annual Percentage Adult Female Population Growth Since 2007 | | +1.30% | +1.37% |
| Projected Annual Adult Female ADP Growth Over its 2007 Level | | +1.43% | +1.51% |
| Projected Female ADP | 204 | 239 | 279 |

■ **Total ADP**

Aggregating the above male and female projected ADP derived from Method II (a) figures yields the following projected total:

Table 4.19
Forecast of Total ADP, Method II (a)
Tulare County

| | Current 2007 | Projected | |
|-----------|-----------------|-----------|-------|
| | | 2018 | 2028 |
| Total ADP | 1,540 | 1,723 | 1,957 |

Thus, population growth and detention growth experienced from 1995 to 2007 results in a projected total average daily population of 1,957 by the year 2028.

Method II(b) - Adult Male/Female Population to Detention Ratio (2000 - 2007)

Applying the same methodology to the adult male/female data from the last seven years, instead of the thirteen year period used above yields higher projected ADP in future years.

Both male and female adult population and ADP have increased at faster rates over this time period, as compared to the past thirteen year timeframe applied in Method II (a).

■ **Male ADP**

The average daily male detention population has grown at a rate approximately 1.40 times the County adult male population during this period, thus the multiple for this analysis is 1.40. Assuming this relationship were to remain constant, multiplying the projected County adult male population growth rate times this multiple of 1.40 indicates the forecasted growth in ADP.

Table 4.20
Adult Male Population/ADP Ratio
Tulare County

| | Annual % Change 2000 - 2007 |
|------------------------------|-----------------------------------|
| County Adult Male Population | +2.82% |
| ADP | +3.95% |
| Multiple | 1.40 |

Table 4.21
Method II (b) Forecast of Male ADP
Tulare County

| | Current 2007 | Projected | |
|---|-----------------|-----------|--------|
| | | 2018 | 2028 |
| Projected Annual Percentage Male Population Growth Since 2007 | | +1.13% | +1.28% |
| Projected Annual ADP Growth Over its 2007 Level | | +1.58% | +1.79% |
| Projected Male ADP | 1,336 | 1,587 | 1,939 |

Female ADP

The average daily detention population of adult females has grown at a rate approximately 2.17 times the population during this period, thus the multiple for this analysis is 2.17. Assuming this relationship were to remain constant, multiplying the projected County population growth rate for females times this ratio of 2.17 indicates the forecasted growth in female ADP.

Table 4.22
Adult Female Population/ADP Ratio
Tulare County

| | Annual % Change 2000 - 2007 |
|--------------------------------|-----------------------------------|
| County Adult Female Population | +2.40% |
| Female ADP | +5.21% |
| Multiple | 2.17 |

Table 4.23
Method II (b) Forecast of Female ADP
Tulare County

| | Current 2007 | Projected | |
|---|-----------------|-----------|--------|
| | | 2018 | 2028 |
| Projected Annual Percentage Adult Female Population Growth Since 2007 | | +1.30% | +1.37% |
| Projected Annual Adult Female ADP Growth Over its 2007 Level | | +2.82% | +2.97% |
| Projected Female ADP | 204 | 277 | 377 |

□ Total ADP

Aggregating the above male and female projected ADP derived from Method II (b) figures yields the following projected total:

Table 4.24
Forecast of Total ADP, Method II (b)
Tulare County

| | Current 2007 | Projected | |
|-----------|-----------------|-----------|-------|
| | | 2018 | 2028 |
| Total ADP | 1,540 | 1,864 | 2,316 |

Thus, population growth and detention growth experienced from 2000 to 2007 results in a projected total average daily population of 2,316 by the year 2028.

■

Method III - Adult Population to Bookings Regression and Mean ALS Trend (1995 - 2007)

This method involves the use of historical annual bookings and average length of stay to forecast ADP. Utilizing a linear regression formula, this method relates historical bookings directly to county adult population. This results in projected ADP that increases relatively consistent to the higher range of results obtained from Methods I, II and II(a).

The calculation of average daily population given total bookings is dependent on the third variable, average length of stay. For purposes of this projection methodology, average length of stay was calculated based on total days served. For example, to determine days served by the population in 2007, the average daily population (1,540) was multiplied by 365 days. Days served (562,100) divided by total bookings (26,183) yields average length of stay (21.5 days).

By applying average length of stay to projected bookings, average daily population as defined through this method was determined (see Table 4.21 below).

The historical period 1995 - 2007 was utilized as the basis for analysis because consistent booking data earlier than 1995 is unavailable. It was also not possible to independently forecast male and female populations because historical booking data was not available by gender.

A statistical measure, the Coefficient of Correlation (r^2), has been applied here to measure the degree of association between variables and to describe how well the data points “fit” trend lines. If the value of r^2 is close to zero, there is little or no linear relationship between the variables. If the value r^2 approaches +1.0 or -1.0, there is a strong linear relationship. For purposes of this analysis, an r^2 of 0.70 or higher was set as a minimally acceptable correlation coefficient result. The adult population to bookings regression analysis, for the period 1995 - 2007, yielded a correlation of +0.91. This means that 91.0 percent of the variation in annual bookings can be explained by the variation in county population. This makes county population a relatively good indicator of annual bookings.

However, adult population to ALS regression analysis, for this time period, produced an unacceptable result of -0.03. Thus, the mean of past thirteen years, 22.4 days, has been applied.

The regression formula was used to calculate total bookings for future years. This forecasted bookings data was then converted into ADP data to produce an ADP projection through the year 2015.

Table 4.25
Method III Projected Bookings, ALS and ADP
Tulare County

| | Current 2007 | Projected | |
|--------------------------------|-----------------|-----------|--------|
| | | 2018 | 2028 |
| Current and Projected Bookings | 26,183 | 29,925 | 35,725 |
| Average Length of Stay (ALS) | 21.5 | 22.4 | 22.4 |
| Average Daily Population (ADP) | 1,540 | 1,837 | 2,192 |

Method III (a) - Adult Population to Bookings Regression and Mean ALS Trend (2000 - 2007)

Applying the same methodology, Method III (a) assesses the booking and ALS trends over the past eight years.

As in Method III, the adult population to bookings regression analysis, for this timeframe, produced an acceptable correlation of +0.92. While adult population to ALS regression produced an unacceptable result of -0.49. As a result the mean of the past eight years, 21.6, has been applied.

Table 4.26
Method III(a) Projected Bookings, ALS and ADP
Tulare County

| | Current 2007 | Projected | |
|--------------------------------|-----------------|-----------|--------|
| | | 2018 | 2028 |
| Current and Projected Bookings | 26,183 | 30,710 | 37,128 |
| Average Length of Stay (ALS) | 21.5 | 21.6 | 21.6 |
| Average Daily Population (ADP) | 1,540 | 1,817 | 2,197 |

Method IV - Multiple Regression Using Population and Booking Rate (1995 - 2007)

In the 1997 Corrections Needs Assessment, this method served as the recommended methodology.

Method IV applies a regression analysis using multiple factors, population and booking rate, to predict ADP. This traces both the effect of a rising population and an independently growing booking rate per 1,000 population upon ADP.

The approach of Method IV is in contrast to Method III, which applied regression of a single factor, total adult population, as a predictor of total bookings, and by simple mathematical conversion, of total ADP.

This analysis yields an equation that can be utilized to predict ADP for any specific population level and booking rate level. The equation has an r^2 of 0.74, i.e., it explains 74 percent of the variation in annual ADP level, at the lower level of acceptable fit of historical data to the forecasted trend.

Table 4.27
Method IV Forecast of Total ADP
Tulare County

| | Current 2007 | Projected | |
|---|-----------------|-----------|---------|
| | | 2018 | 2028 |
| Adult Population | 293,509 | 335,200 | 387,059 |
| Booking Rate/1,000 Adult Population (Derived from data in Method III(a) above) | 89.2 | 91.6 | 93.5 |
| Current and Projected Bookings | 26,183 | 30,710 | 37,128 |
| Average Length of Stay | 21.5 | 19.7 | 18.1 |
| Average Daily Population | 1,540 | 1,654 | 1,839 |

Thus, population growth and booking rate growth result in a projected total average daily population of 1,839 by the year 2028.

Method IV (a) - Multiple Regression Using Population and Booking Rate (2000 - 2007)

Applying the same multiple regression methodology, Method IV (a) assesses the year 2000 to 2007 trends.

Based on the 2000 - 2007 data trends the equation has an r^2 of 0.98.

**Table 4.28
Method IV (a) Forecast of Total ADP
Tulare County**

| | Current 2007 | Projected | |
|---|-----------------|-----------|---------|
| | | 2018 | 2028 |
| Adult Population | 293,509 | 335,200 | 387,059 |
| Booking Rate/1,000 Adult Population (Derived from data in Method III(a) above) | 89.2 | 91.6 | 93.5 |
| Current and Projected Bookings | 26,183 | 30,710 | 37,128 |
| Average Length of Stay | 21.5 | 21.2 | 20.3 |
| Average Daily Population | 1,540 | 1,782 | 2,067 |

Thus, population growth and booking rate growth result in a projected total average daily population of 2,067 by the year 2028.

Summary and Recommendation of Baseline Average Daily Population Projections

For purposes of facility planning, a cautious approach to needs forecasting, as applied to near term capital construction commitments, should be employed. Forecasts should seek to establish anticipated levels of needs based on methodologies that are based on recent experience and that are not likely to result in underestimating or overestimating requirements in the near-term.

For strategic planning purposes, the results from a range of forecasts should establish the degree of contingency appropriate given the dynamics of growth indicated. Where there is a significant range of results in the indicated long-range requirements, the results are indicative of dynamic growth environment where planning for the ability to meet upper level projections is prudent. However, capital investment in construction should be phased to minimize the potential for overbuilding should the higher projections not materialize.

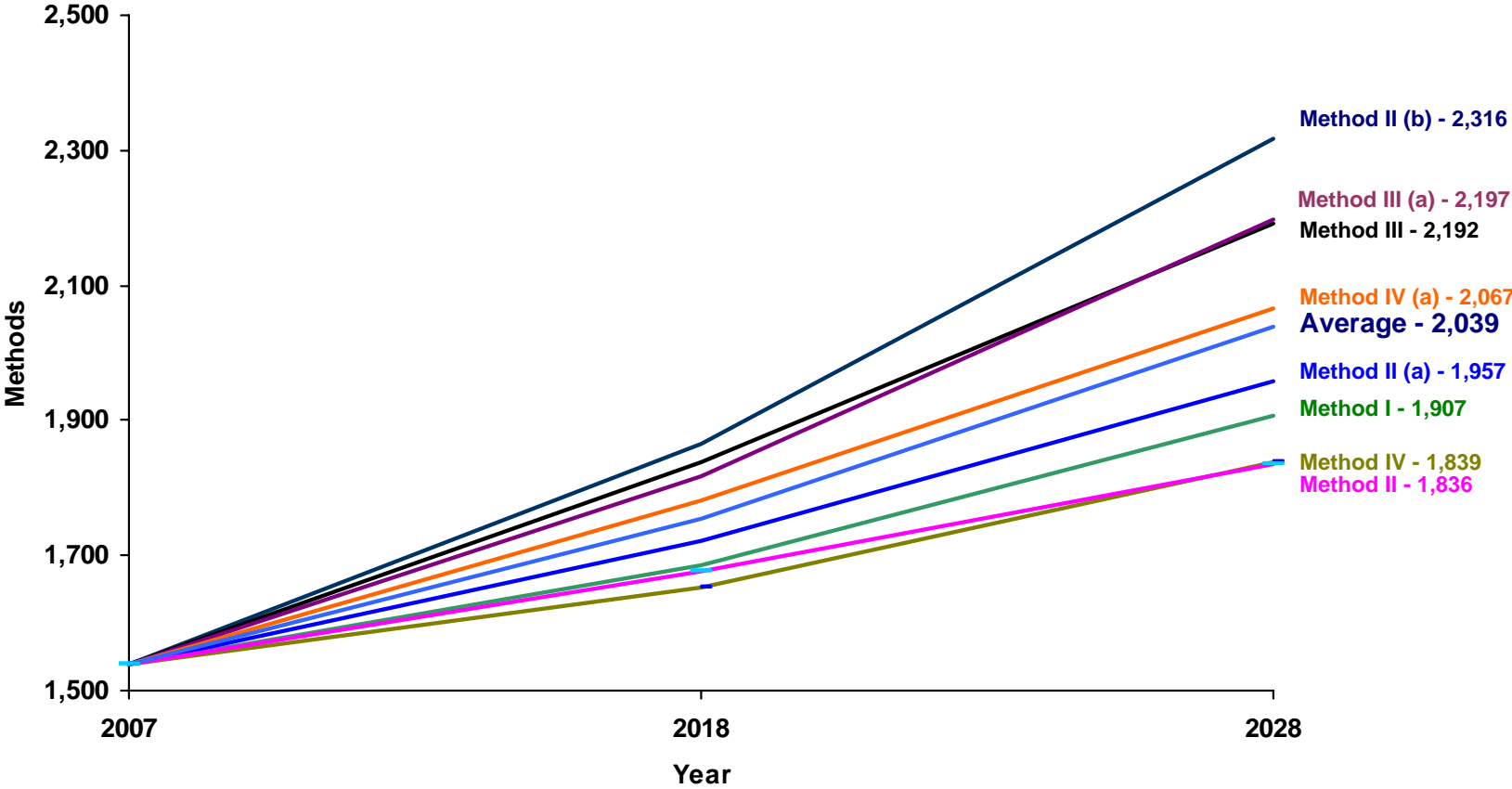
Summary

The projected ADP levels for each projection methodology applied within this analysis are summarized in Table 4.29

**Table 4.29
Comparison of ADP Derived From Alternative Methodologies
Tulare County**

| | Current 2007 | Average Daily Population Projected | |
|-------------------------------|-----------------|---------------------------------------|--------------|
| | | 2018 | 2028 |
| Method I | 1,540 | 1,687 | 1,907 |
| Method II | 1,540 | 1,676 | 1,836 |
| Method II (a) | 1,540 | 1,723 | 1,957 |
| Method II (b) | 1,540 | 1,864 | 2,316 |
| Method III | 1,540 | 1,837 | 2,192 |
| Method III (a) | 1,540 | 1,817 | 2,197 |
| Method IV | 1,540 | 1,654 | 1,839 |
| Method IV (a) | 1,540 | 1,782 | 2,067 |
| Average of all Methods | 1,540 | 1,755 | 2,039 |

Figure 4.7
Comparison of ADP Alternative Methodologies
Tulare County



Over the past seventeen years (1990 - 2007) the average daily population has increased from 1,241 to 1,540 or 24 percent. During this same period County adult population has increased by approximately 40 percent. However, the ADP has increased by 34.9 percent, from 1,142 to 1,540, in the last seven years (2000 - 2007), while the County adult population increase during this period was approximately 20 percent. The dramatic increase in the ADP, relative to adult population over the last seven years, reflects the combined impacts of the 20 percent increase in population, a 9.5 percent increase in the booking rate and a 2.4 percent increase in the average length of stay. During the corresponding period County-wide arrests increased 24 percent.

Overall, the four methodologies employed result in baseline projected ADP levels that range between 1,836 and 2,316 at the year 2028.

Method I, which applied the 2007 average daily population rate to projected adult population, resulted in a projected ADP of 1,907 at 2028 within the lower range results.

Method II - “Adult Population to Detention Ratio (1990 - 2007)” yields the lowest results of all methods applied, projecting an ADP of 1,836 at the year 2028. The impact of the ability to conduct separate analysis of each gender and the timeframe selected (i.e., all available data or more recent trends) is reflected in the results of **Method II (a) and (b)**. For their analysis these methods applied more recent, independent male/female, adult population to detention ratios and resulted in projected ADP levels of 2,197 and 2,316 respectively, at the year 2028, the second and third highest of all methodologies. Overall, the differences in the results, between Method II (a) and II (b), reflect the differences in the ADP trends between 1995 and 2000 and 2000 to 2007. Between 1995 and 2000 ADP declined from 1221 to 1,142 (-6.5 percent). From 2000 to 2007 ADP increased by 34.9 percent, from 1,142 to 1,540. Method II (a) incorporates the declining ADP between 1995 and 2000, which moderates the more recent increases that are the focus of Method II (b). While the “Method II” methodologies reflect extension of their respective historical relationships between ADP and adult county population trends, they do not assess the individual trends of the two variables that determine ADP - bookings and average length of stay. Rather, these population to detention ratio methods rely only on historical beginning and end-points of population and ADP trends.

Method III and (a), apply the historical trends of both of the primary factors that determine ADP - annual bookings and average length of stay. In the same way as described above in Method II, the results obtained from this method vary by the historical timeframe of the data applied. Method III applies all available bookings and ALS data (1995 - 2007) and results in an ADP level of 2,192 at the year 2028. Method III (a) applies the more recent 2000 - 2007 data set and results in a marginally higher ADP of 2,197 at the year 2028.

Method IV applied the available thirteen year booking rate, in conjunction with County adult population levels to project ADP. This “multiple regression” method, which traces the different historical trends using two independent variables at once, also produces results that are highly sensitive to the timeframe applied. Method IV resulted in the lowest projected ADP of 1,839 at the year 2028. This is due to the relatively dramatic variations in the booking rates experienced between 1995 and 2007. In 1995 the booking rate was 83.1 per 1,000 adult population. By 1997 the booking rate had declined to 75.4 and then increased again to 80.8 the following year.

Similar fluctuations occurred between 1998 and 2000 and 2002 and 2005. These historical variations effectively depressed the resulting long term ADP projections.

The results of applying the more recent 2000 - 2007 experience, as reflected in **Method IV (a)**, to the same projection model are 12 percent higher, yielding an ADP level at the year 2028 of 2,060.

Recommendation

The significant criteria to use in evaluating each methodology is, first, its ability to produce statistically significant results and, second, its ability to balance a range of historical trends experienced over the years.

Methods III and IV are based on a sophisticated regression analysis with acceptable to excellent statistical correlation results, which closely trace the varying historical trends. For these reasons, these two methods should be reasonably trustworthy as predictors of ADP.

While Method IV applies multiple factors and maximizes the available booking data, its fit to historical data is minimally acceptable ($r^2 = 0.74$). Method IV (a) provides an excellent fit to historical data ($r^2 = 0.98$) however, only the last seven years of booking data is applied.

The results of Method III - Adult Population to Bookings Regression and Mean ALS Trend (1995 - 2007) are recommended to serve as the baseline average daily population projections. The approach applied in Method III independently assesses the two determining variables of ADP, bookings and ALS and provides an excellent fit to historical booking data ($r^2 = 0.91$). Method III further provides the advantages of utilizing the maximum available “long-term” booking data experience to forecast long-term requirements and its results are relatively equivalent to the average of all methodologies applied.

Had the “early release” programs not been in effect, it is anticipated that the historical ADP levels and average length of stay would have been different from that actually experienced. Thus, adjustment of the ADP and ALS, to reflect discontinuation of the early release programs and reapplication of the recommended projection methodology, may result in outcomes that differ from those obtained from the baseline projections reflecting actual experience.

The purpose of the baseline average daily population projections is to provide a context for consideration of “adjusted” average daily population projections to be developed in the next project phase.

Distribution of ADP by Gender

For planning purposes it is necessary to distribute projected ADP by gender.

The preceding “Baseline Average Daily Population Projections” (reference Table 4.14) reflects an increase in the percentage of the female inmate population as percentage of the total detention population. In 1995, females constituted approximately 12.6 percent of the detention population. Their proportion increased to 13.3 percent in 2007.

While it is impossible to predict how far this trend will extend, future detention capacity needs to accommodate this evolving shift in the proportionate distribution of male and female inmates. **For planning purposes it is recommended, at a minimum, that future facilities accommodate up to 16 percent proportionate representation by females.** This increase is consistent with the trend reflected in Method II (b), which independently forecasted male and female inmate populations based on the year 2000 to 2007 experience.

Table 4.30 applies this trend to the recommended baseline average daily population projections.

Table 4.30
Current and Projected Baseline ADP by Gender
Tulare County

| | Current 2007 | Baseline Projections | |
|---------------------------------|-----------------|----------------------|--------------|
| | | 2018 | 2028 |
| Average Daily Population | | | |
| Male | 1,336 | 1,563 | 1,835 |
| Female | 204 | 274 | 357 |
| Total | 1,540 | 1,837 | 2,192 |

Projected Baseline Bed Requirements

In order to establish a basis for the assessment of future facility needs it is necessary to translate projected ADP capacities into bed demand levels, and to establish general planning assumptions with respect to the distribution of future beds by usage. The results of this assessment, based at this point upon baseline inmate capacity projections, is presented in Table 4.31.

**Table 4.31
Projected Baseline Bed Requirements
Tulare County**

| | | Current | | Baseline Projections | | | | | | |
|----------------------------|-----|--------------|------------------|----------------------|--------------|------------------|--------------|--------------|------------------|--------------|
| | | ADP | 2007 Peak Factor | Beds | ADP | 2018 Peak Factor | Beds | ADP | 2028 Peak Factor | Beds |
| Male Population | | 1,336 | 1.20 | 1,604 | 1,563 | 1.20 | 1,876 | 1,835 | 1.20 | 2,200 |
| Maximum Security/Special | 45% | | | 722 | | | 844 | | | 990 |
| Medium Security | 22% | | | 353 | | | 413 | | | 484 |
| Minimum Security | 11% | | | 176 | | | 206 | | | 242 |
| Administrative Segregation | 4% | | | 64 | | | 75 | | | 88 |
| Gang Affiliation | 18% | | | 289 | | | 338 | | | 396 |
| Female Population | | 204 | 1.40 | 286 | 274 | 1.40 | 384 | 357 | 1.40 | 500 |
| Maximum Security/Special | 52% | | | 149 | | | 200 | | | 260 |
| Medium Security | 24% | | | 69 | | | 92 | | | 120 |
| Minimum Security | 12% | | | 34 | | | 46 | | | 60 |
| Administrative Segregation | 8% | | | 23 | | | 31 | | | 40 |
| Gang Affiliation | 4% | | | 11 | | | 15 | | | 20 |
| Total Population | | 1,540 | 1.23 | 1,890 | 1,837 | 1.23 | 2,260 | 2,192 | 1.23 | 2,700 |
| Maximum Security/Special | 46% | | | 871 | | | 1,044 | | | 1,250 |
| Medium Security | 22% | | | 422 | | | 505 | | | 604 |
| Minimum Security | 11% | | | 210 | | | 252 | | | 302 |
| Administrative Segregation | 5% | | | 87 | | | 106 | | | 128 |
| Gang Affiliation | 16% | | | 300 | | | 353 | | | 416 |

Peaking/Segregation Factors:

The application of appropriate peaking/segregation factors to projected ADP levels is essential to the assessment of operationally realistic jail bed requirements. Such factors address the impacts of month to month variations in population levels, as well as requirements to properly segregate incustody individuals by gender, security levels and behavioral characteristics.

The application of peaking/segregation factors to projected ADP levels take into account variations in the scale of the major subsets of the incustody population. Based upon discussions with detention facility administrative staff, an aggregate factor of 1.20 has been applied to the male population, consistent with the results of the 1997 Corrections Needs Assessment. In the case of female inmates, the scale of this portion of the total incustody population (at 13 to 16 percent) results in a range of relatively small housing assignment sub-categories and requires the application of a larger factor to accommodate appropriate peaking and segregation. For this subset of the incustody population an aggregate factor of 1.40 has been utilized, also consistent with the 1997 Corrections Needs Assessment.

As indicated in Table 4.31, a resultant peaking/segregation factor of 1.23 is reflected with respect to the total incustody population. This overall factor is consistent with general detention facility planning practices involving typical peaking/segregation factors ranging between 1.20 and 1.25.

Baseline Bed Requirements:

On the basis of the application of peaking/segregation factors, a total bed requirement of 1,890 is estimated relative to current (year 2007) ADP levels, increasing to 2,260 beds at the year 2018, and to 2,700 beds at the year 2028.

Bed Distribution by Assignment Category:

The housing assignment of the incustody population, and the resultant pattern of bed usage, is primarily determined by the inmate classification process conducted at or soon after the point of incarceration of an individual. In Tulare County, as in many other jurisdictions, current inmate housing assignment is also impacted by existing facility constraints with respect to total bed capacities and current availability of beds by type.

Based upon questionnaire surveys and follow-up interviews with individual detention facility administrative staff, an assessment was made of current bed distribution patterns relative to both existing bed usage and desired bed assignment objectives (irrespective of existing facility configurations and constraints to bed assignment). While a more detailed analysis of bed distribution by classification category would be applied to project-specific facility planning, for purposes of this needs assessment the following aggregated bed distribution categories have been utilized for system-wide planning.

Maximum Security and Special Needs: This bed assignment category addresses traditional maximum security inmates as well as a variety of special needs inmate sub-categories including protective custody, psychiatric, aggressive homosexual and contracted state prisoners. Common to this subset of the incustody population is the need for a high degree of security, separation from other bed assignment categories, and the ability to isolate individuals exhibiting (or prone to exhibit) behavioral problems.

Housing units accommodating this assignment category can be expected to encompass a combination of single and double occupancy cells with internal unit compartmentalization, as required, to separate incompatible group sub-categories.

Medium Security: This bed assignment category is generally designated for inmates posing a lesser degree of security risk but who, due to a variety of circumstances, do not qualify for minimum security incarceration. Variation in the need for separation among individuals and groups of individuals will occur and tend to result in custody-level gradients of medium security sub-categories.

Housing units accommodating this assignment category generally encompass a combination of double occupancy cells and multiple occupancy/dormitory beds. In the latter case, internal unit compartmentalization may be required to separate incompatible group sub-categories.

Minimum Security: This bed assignment category is generally reserved for inmates posing minimal risk of escape or assaultive behavior and those eligible for special programs and work assignments.

Housing units accommodating minimum security inmate categories can be expected to encompass a combination of multiple occupancy cells and dormitory beds involving larger groups in a less restrictive setting.

Administrative Segregation: This bed assignment category addresses the need to separate and isolate individuals who require strict control and supervision as a result of their past or present incarceration history and/or their currently exhibited behavior. This category, comprised of rated beds, is distinct from non-rated disciplinary isolation housing where individuals under formal disciplinary charge are assigned for a specified period of time.

Housing units accommodating this bed assignment category, due to security considerations, can be expected to entail single occupancy cells.

Gang Affiliation: This bed assignment category addresses the need to separate, and selectively isolate, inmates actively involved in gangs, as well as inmates who have dropped-out of gang membership. Individuals falling within this category may carry a parallel security level classification.

Housing units (or portion of units) accommodating this bed assignment category should reflect the overriding security level of the individual and therefore encompass a combination of single, double and multiple occupancy cells. Internal unit compartmentalization will be essential to achieve the appropriate separation of individuals and groups of individuals.

Bed Assignment Parameters:

Based upon the above categories, and the results of the survey of individual facility needs, a current distribution pattern of system-wide bed requirements by desired bed usage is documented in Table 4.31 for male, female and total incustody populations. This distributed pattern, expressed as percentage factors, is then applied to current and future projected bed requirement levels.

Estimated 20 Year Baseline Incustody Detention Costs

The assessment of long term costs to accommodate the baseline projection of incustody detention operational levels is intended to serve as a “benchmark” model to support the evaluation of potential policy changes, such as changes to currently available alternatives to incarceration. The basis for, and the results of the estimation of these costs, both capital and operational, are summarized below and discussed in detail within Appendix A to this report.

Existing Detention Facility Resources:

At present, incustody detention operations in Tulare County are supported by four detention facilities.

- The Main Jail Facility
- The Bob Wiley Detention Facility
- The Pretrial Facility
- The Men’s Correctional Facility

While the Bob Wiley and Pretrial Facilities are relatively new (built within the last two decades), the Main Jail is now 47 years old and the majority of buildings at the Men’s Correctional Center date back to 1941.

Based upon the results of facility status questionnaires and discussions with County and Sheriff’s staff representatives, an assessment was made of the estimated useful life of each existing detention facility. Reference Section Eight - Facility and Site Evaluation.

Consistent with their age and present conditions, both the Bob Wiley and Pretrial Facilities can be expected to maintain a useful life over the 20 year planning timeframe with the correction of current physical deficiencies and proper ongoing preventive and corrective maintenance. Conversely, the Main Jail and the Men’s Correctional Facilities present a limited useful life, at best over a future 6 to 10 year period. This “maximum” useful life would be predicated upon extensive to wholesale facility rehabilitation at costs approaching new construction.

For purposes of this needs assessment, long term detention facility resources are therefore assumed to be limited to the Bob Wiley and Pretrial Facilities.

Baseline New Detention Bed Development:

As previously referenced, baseline ADP capacities have been projected to increase from a current (year 2007) level of 1,540 to 1,837 at the year 2018, and to 2,192 by the year 2028. With the application of necessary peaking/segregation factors, resultant baseline detention bed requirements are projected to increase from 1,890 to 2,260 at the year 2018, and to 2,700 by the year 2028.

This bed requirement data has served as a basis for the determination of needs for future baseline detention bed development. As depicted below in Table 4.32, the assumed availability of existing beds is deducted from the future bed requirements to define bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need, predicated upon baseline ADP projections, to develop 1,183 new detention beds relative to projected year 2018 operational levels, and an additional 440 detention beds to meet projected needs through the year 2028.

**Table 4.32
Basis for New Baseline Bed Development
Tulare County**

| | Current 2007 | Baseline Projections | |
|---|-------------------------|-----------------------------|--------------|
| | | 2018 | 2028 |
| Projected Baseline ADP | 1,540 | 1,837 | 2,192 |
| Projected Bed Requirements | 1,890 | 2,260 | 2,700 |
| Existing Bed Availability | 1,707 | 1,077 | 1,077 |
| Main Jail | (264) | (--) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men's Correctional Facility | (366) | (--) | (--) |
| Projected Bed Shortfall | 183 | 1,183 | 1,623 |
| New Beds to Develop Through 2018 | | 1,183 | |
| New Beds to Develop Through 2028 | | | 440 |

Capital and Operational Cost Assessment:

Presented below in Table 4.33 are the results of the estimation of 20 year incustody detention capital and operational costs associated with the accommodation of baseline projections of ADP and bed requirements. Both capital costs (occurring at future points in time) and operational costs (aggregated annually over the planning timeframe) are expressed in “present value” terms reflecting year 2008/2009 dollar values.

**Table 4.33
Baseline 20 Year Incustody Detention Costs
Tulare County**

| | Baseline Present Value Costs (Year 2008/2009 Dollars) |
|--|--|
| Capital Costs: | |
| Existing Detention Resources | \$3,500,000 |
| New Detention Resources | \$284,025,000 |
| Subtotal (Capital Costs) | ----- \$287,525,000 (@ 23% of Total) |
| Operational Costs: | |
| Existing Detention Resources | \$468,600,000 |
| New Detention Resources | \$490,220,000 |
| Subtotal (Operational Costs) | ----- \$958,820,000 (@ 77% of Total) |
| Total Incustody Detention Costs | \$1,246,345,000 |

The estimation of capital costs recognize the need for the correction of current deficiencies in existing facilities assumed to continue in use over the 20 year timeframe (Bob Wiley and Pretrial Facilities); as well as potential costs of an unavoidable nature to permit the continued short term use of facilities not assumed as long term detention resources (Main Jail and Correctional Facility). Capital costs associated with the development of new detention resources inclusive of project-related costs but exclusive of costs for the site acquisition and CEQA requirements, have been estimated on the basis of the application of a facility development cost per bed factor to new bed requirements identified to meet both mid term and long term baseline ADP projections.

Beyond capital costs to support existing facilities and those associated with new facility development, total baseline 20 year incustody detention system costs incorporate estimates of ongoing annual operational costs over the planning timeframe. These costs, estimated on the basis of an operational cost per bed factor derived from current fiscal year 2007/2008 Detention Division budgetary data, reflect an aggregation of annual operational costs consistent with both existing detention beds and those developed as a result of future facility construction.

While subject to refinement on the basis of project specific facility and operational planning, the baseline capital and operational cost data maintains sufficient accuracy, as a “benchmark” model, to support subsequent analyses of the impacts of potential policy changes.

Section Five
An Inventory of Presently Available
Alternatives to Incarceration

Section Five

An Inventory of Presently Available Alternatives to Incarceration

Preface

This discussion of alternatives to incarceration is organized within two parts. The first part describes the pretrial alternatives to incarceration and includes a discussion of pre-booking alternatives, post-booking alternatives, and diversion programs. The second part describes the alternatives to incarceration available for sentenced persons.

The alternatives to incarceration discussed in this section take various forms. Some are “pure” alternatives in which no incarceration occurs, some are “mixed” in which the alternatives supplement jail time. Some of the alternatives discussed below are provided by the criminal justice system, and some by private agencies under contract to the County.

Both “pure” and “mixed” alternatives are described in this section. A fact sheet has been prepared for each current alternative summarizing relevant information.

The organization and structure of the fact sheets is outlined as follows:

Overview

Under this heading a capsule description is provided with the objectives and scope of the program or service, developed from interviews and narrative data provided by the operating personnel.

Criteria for Use

This section contains a description of the program criteria for eligibility used, and the source of that criteria, whether statutory or local.

Current Utilization

When possible, this section contains the approximate number of individuals involved in the program or service, with a male/female breakdown where available.

Current Staffing

Presented under this heading is a discussion of the type and quantity of staffing which is currently assigned to support the operation of each program or service.

Costs

This contains the current budget or expected cost of each program or service. Where available, a breakdown of county, state and/or federal funding is also provided, as well as the amount subsidized by the offender participants.

Current Limitations

Under this heading is a summary description of the principal limitations which restrict expansion of the program or service.

Potential Changes

Presented under this heading are potential modifications to the program or service, whether they are actually under consideration at the present time, or are suggested for future consideration.

Pretrial Alternatives/Pre-booking Alternatives

Field Citation:

Overview

This alternative, under authority granted by Penal Code Section 853.6 since 1959, provides for the citation release of non-violent misdemeanants after arrest, with certain exceptions. This alternative eliminates the costs of booking and incarceration of those accused of minor misdemeanor violations.

Criteria for Use

Accused misdemeanants who do not present a danger to themselves or others, have not demanded to be taken before a magistrate or refused to sign the notice to appear, and do not fall into specified categories related to a high risk of fleeing are eligible for citation release.

Current Utilization

Law enforcement agencies in Tulare County were surveyed to determine the extent to which they employ citation release. Responses were received from the Tulare County Sheriffs Office and Probation Department, the CHP offices in Visalia and Porterville, and the police departments in Exeter, Dinuba, Farmersville, Porterville, and Visalia.

Information received from the survey indicated that four of the eleven responding agencies have a formal policy regarding the use of citation release; however, all but one of the agencies utilized this release mechanism.

Though the quantitative data available was not sufficient to determine the proportion of eligible misdemeanants who were actually cited, it does appear that where authorized, citation in the field is used extensively. In 2007, for example, the Visalia Police Department cite released 1,973 of 4,826 (41%) total adult arrests potentially eligible for citation release. The Tulare Sheriffs Department and the Porterville CHP and Dinuba Police Department cited 100% of eligible misdemeanants. One agency did not utilize field citations.

Current Staffing

No additional staff is required; cite releases are a regular part of field officers' duties.

Costs

No additional costs beyond baseline operating budgets.

Current Limitations

Among the agencies for which data was provided, 40% or more of eligible arrests were field cited. Use of this alternative is only limited by code and local agency policy. A few of the responding agencies also indicated that the lack of nearby booking facilities was a problem because of the time required for officers to transport prisoners. The implication of this concern is that some law enforcement citations occurred for practical reasons, rather than adherence to formal policy.

Potential Changes

Additional booking facilities were suggested for the Porterville and Pixley areas. One responding agency indicated a desire for a facility other than the jail to receive prisoners with mental health problems.

849(b) Release Without Charge – Persons Arrested for Intoxication Only:

Overview

This alternative, required by Penal Code Section 849(b) since 1872, provides for the outright release of public inebriates after arrest (or, in the case of drug users, after arrest and delivery to a treatment facility or hospital). This eliminates the costs of incarcerating offenders with relatively minor violations.

Criteria For Use

As indicated above, Penal Code 849(b) describes applicable criteria.

Current Utilization

Due to the lack of detoxification facilities in the County, use of 849(b) is included within the field citation data previously described above, and as a jail release mechanism for those booked into the county jail. At present, inmate profile data indicates that 3% of pretrial males and 6% of pretrial females are released through 849 (b).

Current Staffing

No staff is currently dedicated to 849(b) releases. Where utilized, Field Officers issue citations, or booking jail staff process 849(b) releases as with other jail releases.

Costs

No additional costs beyond baseline budgets.

Current Limitations

Essentially, field release or booking to the county jail are the only options currently available for public inebriates.

Potential Changes

Development of detoxification facility(s) could reduce the costs entailed in jail booking, supervision and construction of more expensive jail space.

Pretrial Alternatives/Post Booking Alternatives

Jail Citation Release:

Overview

Penal Code Section 853.6 provides authority for the Sheriff to institute jail citation release which authorizes the release of persons arrested for misdemeanor offenses or whose bail does not exceed \$ 7,500 to be released on a citation, or promise to appear.

Criteria For Use

According to Sheriff Department policy, the highest single bail according to the bail schedule is used to determine whether the bail is within the \$7,500 bail ceiling when the person arrested has multiple warrants or multiple charges

Current Utilization

Inmate profile data indicates that 36% of pretrial males and 27% of pretrial females are presently released by jail citation.

Current Staffing

No staff are dedicated solely to the jail citation release program.

Costs

No dedicated program costs, beyond the baseline jail operations budget.

Current Limitations

The statutory limits of Penal Code Section 853.6 and the bail ceiling of \$7,500 limit the application of this release mechanism.

Potential Changes

None has been identified or are under consideration at this time.

Bail (Cash and Bond):

Overview

The right to bail is based on the Constitution and in most states is statutory as well.

Criteria For Use

Tulare County Superior Courts, like courts in other California counties, adopt a “Standard Bail Schedule” annually which sets the baseline for bail for both felony and misdemeanor offenses.

Current Utilization

Inmate profile data indicates that 9% of pretrial males and 16% of pretrial females are presently released by bail.

Current Staffing

None attributed to releases on bail.

Costs

No additional costs.

Current Limitations

Bail requires cash and/or security which the surety will accept.

Potential Changes

Regular review of the bail schedule with a focus on alternative means of securing compliance with the orders of the court and providing for public safety is a valuable management tool. Supervised own recognizance release (ROR) is an additional alternative that has been used successfully in many jurisdictions and is designed to ensure compliance with court orders and community supervision for persons who are unable to afford the bail premium but are otherwise stable with local connections.

Expediting Adjudication of In-custody Defendants:

Overview

Penal Code Sections 1048, 1050 and 1382 of the Penal Code protect a criminal defendant's right to a speedy trial and effectively give criminal cases where the defendant is in custody priority over all other criminal and civil proceedings.

Criteria For Use

These policies apply to all incarcerated defendants who have not waived their right to a speedy trial "waived time".

Current Utilization

These policies apply to all incarcerated defendants.

Current Staffing

No additional staff is required to comply, although staff may be reassigned due to court calendars and security requirements.

Costs

No additional program costs for the criminal justice system

Current Limitations

Delays in the trial and disposition of cases, including continuances, has a direct impact on the jail population and can be effected by improved coordination between the various components of the criminal justice system including the courts, the prosecutor and the defense bar.

Potential Changes

None anticipated

Expedited Transfer of Out-of-County Offenders:

Overview

Penal Code Section 821 and 827.1, provide that when an offender is arrested on an out-of county warrant, the Sheriff's Department shall immediately notify the jurisdiction that issued the warrant or hold, which is then responsible for picking up the offender. The offender shall be released if not picked up within five court days.

Criteria For Use

This procedure applies to inmates who are incarcerated only for an out-of-county warrant or hold.

Current Utilization

Inmate profile data indicates that 12% of pretrial males and 9% of pretrial females are currently transferred to other jurisdictions.

Current Staffing

No dedicated staff.

Costs

None.

Current Limitations

None.

Potential Changes

None anticipated.

Diversion:

Overview

Diversion from prosecution is authorized through Penal Code Section 1000 for persons charged with criminal offenses related to the use or possession of certain drugs (e.g., marijuana) and possession of drug paraphernalia. PC 1001 provides for the establishment of misdemeanor diversion programs. The District Attorney reviews defendants for eligibility and makes recommendations to the court. The court reviews the recommendations and the police report and determines whether to allow the defendant to be diverted under PC 1000 or PC1001. The court then makes the decision whether to divert offenders into alternate programs.

Criteria For Use

Defendants accused of drug sales or manufacturing, a violent crime or DUI are ineligible by PC 1000-1001 from diversion consideration. Defendants with prior controlled-substance convictions, prior probation or parole revocations, a prior diversion within the past five years, or prior felony convictions within the past five years are also ineligible by County policy.

Current Utilization

Capacity is limited only by the number of defendants meeting criteria. The Probation Department does not provide supervision for these defendants but may under special circumstances prepare a suitability report.

Current Staffing

Staffing requirements for alternate programs to which the accused may be diverted depend on the program selected. These vary widely, and relative participation and staffing figures are unavailable.

Costs

Diversion programs are funded by the participants through the assessment of a \$240.00 fee, and a fine to the County of \$125.00.

Current Limitations

By statutory provision and county policy.

Potential Changes

None anticipated.

Post-Sentencing Alternatives

Probation Services:

Overview

The Probation Department provides for the supervision of offenders (adults for the purpose of this study) upon their release to the community for the term ordered by the court at sentencing. Probationers are assigned to general or specialized supervision caseloads based on risk assessment screening and orders of the court. Probation assists offenders in reestablishing themselves in the community, with their families, employment, education and training and maintaining their sobriety, while providing protection to the public through reporting requirements and personal supervision.

Criteria For Use

The Probation Department provides supervision to adults only in felony cases and is used in combination with a minimum recommended 180 days in jail. Misdemeanor offenders are supervised by the court through summary probation.

Current Utilization

The Probation Department supervises an average of 5000 adults and juveniles on probation at any one time with 348 total employees serving both juveniles and adults. Adult probation services have 39 authorized positions (including three current vacancies). Adult probation services are divided among adult pre-trial (investigations), recovery court, limited supervision and special services unit. The limited supervision unit provides services to an average of 1,500 offenders. One probation officer is assigned to Recovery Court (Measure 36, the Substance Abuse and Crime Prevention Act of 2000). Probation was mandated to provide supervision to qualified participants and report to the court on their compliance with the terms of the program. One probation officer is assigned to Recovery Court. Approximately 1200 offenders are under Recovery Court supervision. The special services unit provides intensive supervision to a offenders classified as “ maximum risk to the community;” and caseloads are limited to a maximum of 100 depending on terms of the grant funding the program, e.g., sex offenders and domestic violence cases.

Costs

The Probation Department's annual budget for FY 2007-2008 is \$25 million, 16% of which is allocated to adult services.

Current Limitations

Reductions in the Probation Department budget limit the number of offenders who can be effectively supervised as well as the scope of supervision. National research on the effectiveness of intensive supervision linked to validated risk assessments support probation as a vital alternative to incarceration. However, the capacity to provide intensive supervision which requires small caseloads is limited by the number of authorized positions and the salaries which can be offered to qualified professionals. The Probation Department has three vacancies in the adult supervision unit currently.

Potential Changes

Statutory requirements on probation services may at any time mandate more positions and/or more resources for intensive supervision caseloads, particularly changes in the allocation of responsibility for the custody and supervision of offenders between the counties and the state.

Electronic Monitoring:

Overview

Penal Code Section 1203.016 and 1208 authorizes the use of electronic monitoring (EM) as an alternative to incarceration for low and medium risk offenders, both pre-trial and post trial. Electronic monitoring enables the real time supervision of offenders in the community to ensure their compliance with the terms of their sentence, while reducing the jail population and attendant costs. In Tulare County, electronic monitoring is used for sentenced felons and misdemeanants, only.

Current Utilization

Since 2000, a private vendor (BI, inc.) has supplied all the EM equipment, conducted the monitoring, drug testing and submitted out of compliance reports to a probation officer. An average of 93 persons are under EM supervision, one third of whom are female. There is no waiting list for the program. 540 of the 794 offenders who applied were accepted into the program in 2007.

Current Staffing

The 2007-2008 EM budget is \$ 65,595 which provides for one FTE deputy probation officer and .5 FTE clerk.

Costs

The cost of the program is entirely borne by the offender who pays a deposit (\$111.00) to BI, Inc. toward weekly fees and costs of the initial drug screen and \$ 13/day for basic electronic monitoring, or twice the offender's hourly wage, whichever is greater. Drug testing costs the offender \$ 20/test. Both the drug testing and the number of required tests is determined by the Probation Department. (The probationer also pays a \$30.00 administration fee to the Probation Department).

Current Limitations to Use

None—there is no waiting list and costs are defrayed by fees.

Potential Changes

Those interviewed are very satisfied with program as it currently operates but indicate that using GPS and adding more staff for community based supervision could allow for modification of eligibility criteria.

Early Release Program:

Overview

The program derives from the authority of the Sheriff granted through the Penal Code to grant good time, work time and early release under specific circumstances as well as the 1988 Consent Decree establishing, among other things, a cap on the jail population.

Criteria for Use

As of 1997, all sentenced inmates were eligible for the Early Release Program, including inmates with holds from other counties. Criteria for early release have evolved and been modified to recognize that the entire Detention Division has the responsibility for managing overcrowding. The Facility Lieutenants have been assigned the responsibility to insure that the Duty Sergeants take all necessary steps to control overcrowding and that personnel on all shifts cooperate according to departmental policy.

According to policy, the Duty Sergeant shall through classification review, facility transfer or accelerated release insure that the jail population does not exceed mandated capacity. Sentenced Inmates are released according to statutory authorizations (PC 4018.6 and PC 4024.1 PC) and if necessary, in priority order beginning with offenders sentenced for misdemeanor offenses with fewer than 10 days remaining on their sentences and continuing through sentenced felons with less than 35 days remaining on their sentence. Other specific categories of release are recognized under PC 853.6 (out of county warrants). Policy provides that each class of offender must be exhausted before moving to another class in considering eligibility for early release under the consent decree.

Current Utilization

The Early Release Program was revised in December, 2007 through Detention Division Procedure (NO: B-430)

Current Staffing

No additional staff other than those regularly assigned is required.

Costs

No additional costs are associated with this program.

Current Limitations

The Early Release Program provides for an orderly and systematic methodology for screening inmates for early release based on severity of offense and criminal history.

Potential Changes

Other than modifications in policy or procedure due to internal changes in the Sheriff's Department or statutory change, no other modifications are anticipated.

Sheriff's Work Alternative Program (SWAP):

Overview

Penal Code Section 4024.2(b) authorizes the Sheriff to establish programs which function as a continuation of incarceration while allowing the offender to work, attend school, and/or resume family life under specific terms and conditions. The Sheriff's Work Alternative Program was established under this authorization to provide a cost-effective alternative to incarceration, relieving jail crowding and benefiting public works, including the County and local public jurisdictions.

Criteria For Use

SWAP, the Day Reporting Center (DRC) and Weekender Program are administered and operated as a single unit, with unified screening for SWAP/DRC. Offenders who are 210 days (formerly 180 days) from discharge can apply for the SWAP/DRC program. Applicants are screened on a case by case basis subject to general exclusions for offenders convicted of violent crimes, sex offenses, and drug sales. Generally, SWAP accepts persons convicted of misdemeanors and few with felony convictions; DRC is used for medium security offenders and/or offenders who need more individual supervision (and/or programming) before they can be released to a work detail. Eligible offenders with less than thirty (30) days remaining on his/her sentence are assigned to SWAP. All remands are ordered to surrender at the SWAP/DRC facility rather than at the jail. They are screened for SWAP/DRC and the Weekender Program. If they do not qualify for any of these programs, they are incarcerated. First time DUI offenders must serve two weeks to 30 days in custody, before they are eligible for SWAP/DRC.

Current Utilization

There are currently 370 offenders classified to SWAP, (ADP for 2008 is 350 offenders). 75% of the offenders have been convicted of traffic offenses; more than one half of those have been convicted for driving under the influence of alcohol (DUI) and or drugs. Female offenders constitute approximately one third of the total program. Each month, an average of 900 offenders are screened for SWAP/DRC and 550 applications are accepted.

Current Staffing

The SWAP/DRC and Weekender programs are supervised by a Lieutenant and staffed by two Sergeants, 4 Deputy Sheriffs, and 4 Detention Specialists. Seven civilians supervise work sites.

Costs

The net budget for FY 2007-2008 for SWAP/DRC is \$1,149,431, which includes revenue from SWAP fees that are estimated at \$266,000. SWAP requires offenders to pay a \$65.00 administrative fee and \$5.00/day.

Current Limitations

The program is limited by a World War II barracks which must be used to manage three separate programs involving three separate offender populations as well as to provide a booking function and bookkeeping for the collection of mandated fees and limited meeting room/classroom space. On an average Sunday, 90-140 weekenders report to these offices which compounds the officers' assignment duties with parking lot patrol. The operational demands on the SWAP/DMC sworn personnel limit their capacity to monitor the worksites.

Potential Changes

Replacing the World War II barracks used for the SWAP/DRC and Weekender Program with facilities with adequate administration space and personnel would significantly increase the program capacity. Constructing vocational training space adjacent to the SWAP/DRC offices would allow the addition of a job training component which could be linked to the work assignments. This would help the offenders develop specific job skills and improve their employment opportunities upon release from custody.

Weekender Program:

Overview

Penal Code Section 1209 authorizes the establishment of programs which allow offenders to serve their sentences on the "weekends". The program allows offenders to keep their employment and support their families by living at their homes during the week and serving their sentence on the weekends. Tulare County has the capacity to accept "weekenders" any day of the week. Failure to appear or comply with the terms of program will result in the issuance of a warrant for their arrest.

Offenders in the Weekender Program do not stay overnight in jail, rather they work 8 - 10 hours per day on Saturday or Sunday, or their "weekend" days if they work Saturday and Sunday at their regular place of employment.

Criteria For Use

The decision to afford an offender the option to serve his/her sentence through this program rests in the discretion of the court.

Current Utilization

The weekender population on Sunday averages 90-140 (male and females) and on Saturday, 60-90.

Current Staffing

This program is jointly staffed by the personnel assigned to SWAP/DRC.

Costs

Offenders are assessed a fee of \$ 20/day which is collected by the Sheriff's Department. The 2007-2008 budget estimates income from the weekender program at \$ 62,000.

Current Limitations

The program is limited by the inadequate physical plant, the small number of staff assigned to perform a wide range of duties, and number of available work-sites.

Potential Changes

Increased incentives for participation could be created through the adjustments of time credits thereby reducing the number of days which must be served in custody prior to applying for SWAP or the weekender program.

Day Reporting Center:

Overview

Authorized through Penal Code Section 4024.2, the Sheriff's Department operates a Day Reporting Center (DRC) as an alternative to incarceration. The DRC combines work and education or vocational training 5 days/week for 8 hours/day, with the offender living in the community. The DRC was established in 2004.

Criteria for Use

All remands are ordered by the court to report to the SWAP/DRC offices for screening. If determined eligible for either program, the offender is assigned to SWAP or DRC without the necessity of serving his/her sentence in the jail. Offenders can also apply to these programs from custody. The DRC is able to accept offenders who are classified as medium security due to the direct supervision that it can provide both at the SWAP/DRC facilities and at the worksite.

Current Utilization

The DRC classrooms are housed in two trailers adjacent to the SWAP/DRC offices; DRC has an average of 90-150 offenders participating at any one time. Currently, 66 male and 25 female offenders are assigned to DRC. DRC combines classroom instruction, drug counseling and work experience. Based upon an assessment, offenders are assigned to anger management, parenting, life skills, GED, ESL, domestic violence, substance abuse education. Offenders attend two days/week of classes and are supervised at work sites for the remaining three days/week.

Current Staffing

Staffing is shared jointly with SWAP and the Weekender program: one Captain, one Lieutenant, two Sergeants, 4 Deputies, 4 Detention Specialist officers, one Office Assistant, and 7 Farm Crew personnel.

Costs

DRC is funded as a budget line item and has no separate source or revenue and does not collect fees from the offenders who participate.

Current Limitations

The SWAP, DRC and Weekender programs operate from an old WWII Army training barracks. Office space is limited, booking facilities are inadequate to insure privacy and officer safety, and more staff would be desirable. If vocational training programs currently under consideration, (e.g., landscaping, welding, construction equipment trades, and culinary arts) are to be added to the DRC program, significant and dedicated space will have to be constructed with the necessary equipment and facilities and staff.

Potential Changes

Discussions are ongoing regarding adding a culinary arts (baking) program for female offenders.

Sentence Reductions for Statutory Good Time/Work Time:

Overview

Penal Code Section 4019 allows sentence reductions for inmate's demonstrated good behavior and/or work (or school attendance) while confined in a County Jail. As implemented in Tulare County, offenders are credited with time off when they are sentenced by the court; (i.e. their full sentence is calculated and then reduced based on a calculation of the maximum good time and work time they would be eligible to receive). The anticipated release date is determined by this calculation. Loss of good time due to failure to program or violation of disciplinary rules results in upward modifications to the sentence.

Criteria For Use

Generally, those eligible include all sentenced inmates of Tulare County jail facilities whose sentence is at least six days long (Penal Code Section 4019).

Current Utilization

All inmates receive statutory time-off off their sentence (one day for good time and one day for work time for every six days served) at the time of sentencing, but may forfeit these credits for disciplinary violations. According to the 2007 annual report, 102 inmates received 1 - 43 days

credit and 51 received 44 - 90 days off their sentence. Only seven received in excess of 121 days credit.

Current Staffing

No additional staff beyond baseline jail operations is required.

Costs

None additional

Current Limitations

Tulare County Sheriff's Department applies the maximum amount of good time and work time authorized by PC 4019.

Potential Changes

None anticipated.

Drug Court:

Overview

Tulare County Superior Courts administer a Drug Court and Recovery Court in Visalia and Porterville. The Drug Court was founded over a decade ago prior to the Comprehensive Drug Court Implementation Act of 1999. The Recovery Court was established in response to the Substance Abuse and Crime Prevention Act of 2000 ("Proposition 36") and provides recovery services for persons convicted for drug use and possession (in the absence of other charges) to provide recovery services and as an alternative to incarceration. Drug Court is a court managed alternative to incarceration for substance abuse offenders directed toward a structured recovery program

Criteria For Use

"Proposition 36" criteria are established by statute and expressly exclude persons with prior convictions for serious or violent felonies, unless they have served their prison time and been released for five years with no felony convictions or misdemeanor convictions involving violence. Probation violations directly related to drug use are not grounds for terminating probation and incarceration. Drug Court criteria are set by the Superior Court and require screening for prior program participation, criminal history, probation history etc. Persons who completed drug court within the previous five years are not eligible. The Drug Court is a minimum 18 month program, divided into three phases, with testing, program and court appearance requirements reduced over the three phases depending on successful participation.

Current Utilization

As of this report, there were 832 persons, including 259 convicted of misdemeanors, participating in Recovery Court and 611 persons in Drug Court, including 183 convicted of misdemeanor offenses.

Current Staffing

Two judges are currently sharing the assignment in alternate days in Visalia and Porterville. In addition to the judge and courtroom staff, the program is supported at each court by a probation officer who provides the court with information on progress, in conjunction with a counselor from Alternative Services which conducts the screening and provides treatment plan supervision.

Costs

Participants in the drug court pay all testing and program costs. The Recovery Court programming costs are paid by state and county funds.

Current Limitations

There are no limitations to participation in Recovery Court other than those set by statute. Drug Court is limited by the capacity of the court to provide the intense supervision and interaction which research shows is directly related to successful completion.

Potential Changes

The Drug Court is well established in Tulare County and led by a nationally recognized judicial expert. The Recovery Court, as a statutory creation, has mandates regarding eligibility, operation and scope which are subject to amendment and revision by the Legislature and/or the public.

Substance Abuse and Behavioral Health Programs Located in Tulare County

Residential and Non-Residential Treatment Programs:

Overview

Community substance abuse treatment and behavioral health programs are core components of the criminal justice system supporting both the rehabilitative and deterrence functions of the criminal law. In the past decade, the nationwide emergence of the “problem solving court”, specifically the Drug Court, has represented a significant structural change in the way the courts adjudicate persons accused of crimes relating to drug and/of alcohol abuse. In addition, Proposition 36 created a diversion model for crimes involving the use and possession of drugs and has reinforced the importance of community treatment programs to the objectives of the criminal justice system.

In addition to the Recovery Court required by Proposition 36, Tulare County Superior Courts has established an adult Drug Court and recently, a Mental Health Court. Referrals from these three courts are the primary source of referrals to substance abuse treatment and behavioral health programs in Tulare County. Tulare County offers a continuum of community treatment programs from outpatient and one-one counseling to residential treatment. In addition, some community programs are directly linked to the Sheriff's Department through in custody programs, such as the Day Reporting Center which is operated by Alternative Services staff. This collaborative philosophy is reinforced by a history of collaboration between law enforcement, particularly the Sheriff's Department, and community providers. One example is SART (Sexual Assault Response Teams) which brings together a countywide committee of prevention programs, family violence shelters, domestic violence, the Sheriff's Office and eight local law enforcement agencies. These collaborations have reinforced the value of maintaining lines of communication and exchange of information in order to improve the criminal justice system response to important countywide problems.

The mix of service providers changes over time. The following discussions refer to programs contracting with Tulare County at the time of this study in 2008. It should be noted that these programs serve a variety of clients, not just justice system referrals.

Residential Programs:

Overview

For FY 2007-2009, the Health and Human Services Agency (HSSA) has contracted for seventy one (71) residential treatment beds. HSSA pays an average of \$54.00/day/bed. HSSA screens all applicants for referral under these contracts. Residential treatment beds are provided by two well established community organizations: The Central Valley Recovery Services (formerly Tulare County Alcoholism Council) and Porterville Alcoholism Addiction and Recovery Center.

Central Valley Recovery Services (CRVS): offers a range of substance abuse treatment programs from outpatient to residential and sober living located in a constellation of nine (9) remodeled homes in Visalia. The program uses a social model that combines certified substance abuse counselors with recovery specialists. Mothering Heights provides residential drug and substance abuse treatment for pregnant and parenting women; New Heights Recovery is an outpatient program; New Hope offers a specialized program for women with co-occurring disorders; New Visions is women's residential program; and Pine Recovery Center is a men's residential program. Three adjacent sites offer sober living housing and support services for men and women who have completed the residential program and need short term support to establish a stable home, including locating employment or education. CRVS also contracts with West Care (DOCR) to provide residential beds for parolees.

Porterville Alcohol and Addiction Recovery Center (PAAR): has contracted to provide residential beds and drug and alcohol outpatient services through HSSA. PAAR operates seven (7) houses for residential treatment in Porterville, located adjacent to each other in a residential neighborhood. Programming at each house is based on the social model which combines life skills with addiction treatment and staffing that uses both ex addicts and offenders as counselors and professionals. All referrals under the contract with HSSA for residential beds are

made through a triage process that includes orientation, individual assessment and participation as an outpatient. Those persons who fail outpatient treatment are put on the waiting list for the residential treatment beds. PAAR also contracts with the VA and West-care for residential beds.

The only other residential substance abuse treatment program in Tulare County which offers programming for criminal offenders is **The Tulare River Alcohol Program**, funded by Native American Health Services. This program is a Native American treatment program for Native American men with a primary focus on alcohol addiction, although many clients have associated drug addictions. The residential program has 10 beds and the outpatient program has an average of 30 clients. The program consists of individual counseling, peer counseling, academics, sober living, and job readiness and extends from a minimum of 90 days to one year. The program is operated by professional and ex-offender counselor staff. The program has a waiting list of 20 at any one time. Referrals come from Tulare County Drug Court and Recovery Court. More than one-half of the residential beds are generally used by referrals from the Tulare County Superior Court. A significant number of clients are self-referrals, admitted after writing to the program and being interviewed in the County Jail. The establishment of a residential program for women is being considered.

Non-residential Programs:

Kings View Substance Abuse Program located in Tulare and BAART (Bay Area Addiction Research and Treatment): located in Visalia provide methadone maintenance. Kings View also offers outpatient substance abuse treatment, the only suboxone treatment program in Tulare County; and a PC1000 diversion program with an average of 150 clients at any one time in Tulare, Porterville and Visalia. Established in 2004, years, BAART operates a methadone maintenance program for 370 men and women and a 27 bed detox. Approximately one third of the clients are female. The program includes individual counseling as well. Fees are paid on a sliding scale for those who are not Medicaid eligible. The vast majority pay through Medicaid. The program has sought a small expansion (10 slots) for FY 2008-2009. Most of the clients are self-referrals, and increasingly referrals are coming from doctors for prescription drug abuse. Neither methadone maintenance program receives referrals from the Drug Court or Recovery Court.

Recovery Resources: operates a for profit outpatient substance abuse program in Visalia and a non profit outpatient substance abuse program (A-Step Inc.) in Porterville. Both programs take referrals from Drug Court, approximately 30 clients participate in each location. The programs also provide drug testing upon order of the court.

Family Services: offers a broad range of programs for Tulare County residents, including four related to offenders and services for their extended families. These services include programs offered inside the jail (e.g., anger management, domestic violence education for women, and parenting for women and men) and a specialized program, funded through grant funds, that provides counseling for inmates with children under five years of age that maintains linkages with their children and their caretakers in the community while the inmate is in custody. (This unique program is funded through the FIRST FIVE, a joint application by the Tulare County Sheriffs Department and Family Services.)

Alternative Services: operates the therapeutic community (TC) for male inmates in the jail, combining alcohol and drug treatment, with domestic violence education, and anger management. Alternative Services is also the service provider for the Sheriff's Day Reporting Center. The DRC program includes alcohol and drug treatment, individual counseling, group counseling, life skills, and job training. Alternative Services also offers a DUI program in Dinuba and in Porterville. Outpatient substance abuse and alcohol treatment is provided by Alternative Services in Tulare, Porterville and Visalia. The majority of the clients are referrals from Drug Court.

Current Utilization

The vast majority of these programs depend mostly or entirely on public funding, which may be a blend of federal, state and county funding. With two exceptions, these programs are non profit or not for profit. Although some programs require fees for service (specifically for those clients who are referred by the Drug Court), if the client is unable to pay, services are provided. Some private grant funding is available for specialized programs, but largely, these programs depend on appropriations to governmental agencies, qualifying under criteria set by these agencies for funding. Unfortunately Tulare County, like all California counties, has seen increased demands on public resources in a time of declining revenues.

Alternative Services: Alternative Services staffs the male substance abuse program (TC) in the main jail (45 inmates) and the Day Reporting Center (80-120 male and female inmates). Their three outpatients and DUI programs in Visalia, Tulare and Porterville have an average of 72 clients enrolled in each program.

Central Valley Recovery Services: Mothering Heights provides residential drug and substance abuse treatment for ten (10) pregnant and parenting women. New Heights Recovery is an outpatient treatment for men and women, averaging 250 clients at any one time. New Hope (6 beds) offers a residential program for women with co-occurring disorders. New Visions (17 beds) is a 90-120 day residential treatment for women. Pine Recovery Center is a residential treatment program for men consisting of 26 beds including 4 detox beds. Three houses located nearby are operated as sober living for men (17 beds) and one house for women (6 beds). The sober living programs require clients to have employment or be enrolled in school and charge a minimal fee for room and board. CRVS also contracts with West Care (DOCR) to provide residential beds for parolees.

Family Services: In the 52-week statutorily required Anger Management program which Family Services offers, eighty-five (85) offenders are enrolled at any time. Two programs offered to inmates relating to anger management, domestic violence and parenting are staffed by Family Services while they are in custody. The anger management program is ongoing and is delivered in the housing units on a rotation basis. The parenting program is for female inmates and is open to all interested female inmates, in the women's unit. This program is also ongoing on a weekly basis. Family Services is not a drug and alcohol treatment provider.

Kings View Substance Abuse Center: The Center provides methadone maintenance to an average of 170 clients per month. No referrals have been made by the Drug Court to their methadone maintenance or suboxone program. Kings View is no longer under contract for Proposition 36 referrals. An average of 150 clients are enrolled in their PC1000 Diversion programs (for first-time drug offenders).

PAAR Center: The outpatient program averages 105 participants, with the majority being referred from Recovery Court. The thirty one (31) beds under contract with HSSA are allocated to male offenders with the exception of six which are allocated to female offenders. The women’s program (12) offers the basic substance abuse programming for 90 days with extension up to 120 days in certain cases. The six houses for men contain a total of 69 beds, including two detox beds. The programming for men is 90-120 days plus limited sober living. The outpatient program provides services for 105 men and women, largely referred through the Proposition 36 program

Recovery Resources: In the Visalia program, which accepts referrals from Drug Court for outpatient substance abuse services, an average of 5 of the 30 clients that are enrolled in the program at any one time come from Drug Court. The A-Step program in Porterville accepts referrals from Drug Court, probation, and parole. The capacity of the program is 30 at any one time, including an average of four Drug Court referrals at any one time.

Current Limitations

Lack of diversified funding and inadequate public funding limit each of these programs and their ability to meet the demand for substance abuse treatment and behavioral health services. One hundred recovery beds for 90 days does not meet the treatment needs of a jail population in which a minimum of two thirds are thought to have committed crimes directly related to substance abuse or associated with illegal drugs. The capacity of specialized programs such as FIRST FIVE to impact not only the offender but the extended family and especially, the offender’s children, offers a significant opportunity that depends on public funds and could be expanded.

The absence of equal access to substance abuse treatment in the current jail is a serious deficiency in the continuum of services for offenders which the loss of program funding does not justify. Programs previously receiving funding for providing services to clients under the Recovery Court (Proposition 36) no longer receive such funding due to the County’s decision to reduce costs by using HSSA to perform assessments and assign placements. Some community providers, as well as HSSA, state that their ability to provide sufficient services to match the need for substance abuse treatment is impacted by the limitations in their budgets for professional salaries.

One of the biggest obstacles to program expansion and maintaining a continuum of professional services is the movement from the Department of Correction and Rehabilitation to parole inmates to community programs, thereby reducing the number of beds available to HSSA because of the state’s ability to contract at a higher rate.

State Corrections (DOCR) are having a parallel impact on the ability to attract and retain qualified professionals due to the significant difference in the salaries between what Tulare County and the state can pay. Consequently, both HSSA and community providers suffer from vacancies and turnover in the areas of substance abuse treatment, mental health, and behavioral health. Continuing shrinkage in these resources will have a direct impact on the size of the jail population if other measures are not implemented.

Section Six
Constructive Changes or Additions to Presently
Available Alternatives to Incarceration

Section Six

Constructive Changes or Additions to Presently Available Alternatives to Incarceration

Preface

Jails operate within a broader system of interventions or sanctions. The balance in any local justice system between incarceration and other sanctions is driven by a number of factors, including the kinds of offenders entering the system and the policies and procedures regarding which of those offenders should be incarcerated and which could be safely managed in non-custody settings. This section outlines several potential alternative sanctions which might be implemented in Tulare County, given what is known about the current inmate population.

Overview

In Tulare County, there are varied views about the appropriate balance between incarceration and alternative settings. However, there appears to be a general consensus that current early release practices are far from ideal. This report includes projections of the additional jail capacity that would be needed to eliminate the need for early releases. In the following discussion of potential alternatives, the purpose is to identify new or expanded measures which would provide sufficient additional supervision to manage offenders, including those currently given early release. This would ease somewhat the need for additional jail beds, in a manner acceptable to the public and criminal justice officials.

The discussion is in three parts: pretrial options, sentenced alternatives, and justice system enhancements which would provide the kinds of information and offender assessment needed to make informed decisions about which offenders are most suitable for non-custody settings. The discussion emphasizes options for less serious or dangerous offenders and reflects current correctional best practice, or “evidence-based practice,” which provide important guidance to the assessment, classification, and successful intervention with adult offenders.

General estimates of the potential number of offenders affected and the potential twenty-year cost of those alternatives are included in descriptions of the various potential alternatives. These should be understood as “order of magnitude” estimates. More precise numbers would require detailed review of individual inmates, and, through time, on-going experience with, and assessment of, the alternatives. (Estimates in this report are based on aggregate profile and available length of stay information).

The estimates here of the number of offenders who could be in non-custody alternatives are conservative. Moreover, the estimates of impacts on jail utilization levels address only the potential for direct reductions in jail populations through increased programs. It is also the case that evidence-based practice findings suggest that community programs are, if properly implemented, able to reduce recidivism and thus downstream incarceration levels (while incarceration has been found to be associated with increased recidivism in many cases).

Conversely, the twenty-year program cost estimates are intentionally conservative in order to avoid the underestimation of cost impacts. Operational and capital costs associated with each alternative to incarceration program reflect differential cost impacts over the 20 year planning period (i.e., additional costs specifically related to recommended program initiation or expansion). These costs are expressed in “present-value” terms, assuming that rates of inflation over the overall 20 year period, in aggregate, will be equivalent to the long term rates of return on a fixed amount of currently invested money.

Pretrial Alternatives

Recommendation 1: Initiate Detox Programs for Public Inebriates

Interviews and surveys of law enforcement agencies frequently revealed a desire to take persons detained for public inebriation to a detox program rather than to the jail. In March 2008, the primary charge for 2.6% of male pretrial offenders and 7.7% of female pretrial offenders was public inebriation. It is likely that some number of offenders classified as “nuisance” offenders were also inebriates. This has been a chronic problem for Tulare County. In the 1997 Needs Assessment, public inebriates also constituted a significant number of jail bookings.

Public inebriates are arrested under Section 647(f) of the Penal Code. This population is typically removed from the justice system under the authority of Sections 647(ff) and 849(b)(3) of the Penal Code and placed in a treatment facility for detoxification, unless there are associated charges. Removal to a treatment setting is generally considered the more appropriate response, and is typically supported by detention staff because inebriates often pose management problems.

We recommend creation of reception centers for inebriates (regional programs would ease the burden on law enforcement of transporting inebriates to jail). It is estimated that such centers could reduce the incustody ADP by as much as 36 currently, rising to 50 in 2028. (The 1997 Needs Assessment recommended 20 treatment center beds).

A conservative estimate of the twenty year present-value cost of the increasing use of detox centers equates to \$20 million dollars, inclusive of associated facility costs. The actual costs would quite probably be lower, because the cost estimate assumes that all offenders would require in-patient services at a rate of \$64 per day.

Recommendation 2: Initiate Misdemeanor Diversion

Penal Code Section 1001 authorizes diversion of misdemeanants to a diversion program. This is similar to, but distinct from, PC 1000 diversion for minor drug offenders. As described in the Penal Code, “pretrial diversion refers to the procedure of postponing prosecution of an offense filed as a misdemeanor either temporarily or permanently at any point in the judicial process from the point at which the accused is charged until adjudication.” Misdemeanor diversion is typically used for first offenses on charges such as petty theft or other minor property crimes.

The March 2008 inmate profile showed that Tulare County holds only a handful of misdemeanants charged with non-violent, non-drug charges. Therefore, the recommended misdemeanor diversion program impact is minimal. It is estimated that the program would reduce the incustody ADP by approximately 9 in 2008, rising to 13 in 2028.

We estimate that there would be no cost to the County for this program. Typically, participants pay fees to cover the costs of the private contractor providing the diversion program. Thus, assuming that the diversion program would not require significant assessment and/or court reporting by County staff, there would be no additional cost to the County for the program.

Although we were not able to estimate the potential impact on jail populations of a mental health diversion program, some of the county and law enforcement officials interviewed suggested a need for such a program, addressing some detainees at the time of initial arrest and booking. The 1997 Needs Assessment estimated that jail beds could be reduced by 7 if such a resource were available.

Recommendation 3: Expand Own Recognizance (OR) Release

Tulare County currently uses OR extensively. In March, a quarter of male pretrial releases were through OR, as were 18% of female pretrial releases. We recommend an increase in OR, however, in light of the fact that large portions of the pretrial population are charged with non-burglary property offenses, burglary, and miscellaneous other offenses. These non-violent offenses are most often considered suitable for OR release.

Of course, many of the offenders with “qualifying” offenses may have other disqualifying characteristics, such as repeated offenses and/or unstable or uncertain residence. Given these cautions, we recommend that an expanded OR program could safely reduce jail average daily populations, particularly if augmented through electronic monitoring, GPS, and heightened pre-trial supervision such as home visits and court appearance reminder calls. Overall, this recommendation would reduce total jail populations by less than 2%. This would equate to an estimated reduction in the incustody ADP of 26 currently, rising to 37 in 2028. Over time, and with experience with the enhanced supervision, this impact may well increase.

It is estimated that the additional present-value twenty year cost associated with expanded OR release could amount to nearly \$3 million in additional outlays for staffing. Beyond the operational cost impact over the twenty year period, a differential present-value capital cost of \$160,000 is estimated to accommodate office space for two additional staff positions.¹ Probation officials estimate that two probation officers at \$75,000 per year would be required—one for supervision and one for evaluation and other responsibilities, and that the probation positions would also require offices and associated space. It may be possible to reduce the staff costs, however. For example, electronic monitoring vendors could be responsible for reporting violations, and paraprofessionals or an automated call system could send reminders of court appearances.

¹ Differential office space needs are estimated on the basis of an allocation of 200 rentable square feet per staff position, inclusive of allowances for shared office support functions. Twenty year facility costs associated with this space per position factor are projected on the basis of an annual lease rate of \$20.00 per rentable square foot, predicated upon prevailing leased office space costs in Visalia.

It should also be noted there may be other operational costs. GPS fees are \$15 per day, for example. If incurred, such costs could be charged to participating offenders.

Sentenced Alternatives

The following recommendations regarding alternatives for sentenced inmates are based on two key criteria: (a) the alternative should afford constructive interventions with the offenders, which hold the potential for reducing recidivism in the long run, and (b) provide enhanced supervision mechanisms that increase the level of public protection and offender control, particularly when compared with the current early release process.

One recommendation is for expanded substance abuse (and in some cases mental health) treatment. The other recommendations—for an expanded Day Reporting Center (DRC), and a special Transitions (re-entry) Court—are in effect a menu of enhanced supervision options for inmates who would have terms in sentenced custody modestly reduced. The numbers of eligible prisoners enrolled in each of these enhanced supervision options would over time be determined by assessment and case management plans. For purposes of this report, we assume that utilization of the DRC will be by far the most extensive, because it is already operational and known. (In total, we estimate that as many as 60 current inmates could be safely assigned to the “enhanced supervision” array of alternatives.)

For purposes of discussion, we have assigned estimated jail population impacts and twenty year costs for each of the enhanced supervision options. In reality, assignments of inmates to a particular program will depend on individual assessments of the level of risk and need for programming (such as vocational, employment, educational, and family strengthening services, for example). Eligible inmates will likely include not only sentenced misdemeanants, but also some non-violent felons. Inmates could, with appropriate placement, also be drawn from minimum and medium security sentenced housing.

The recommendations for justice system enhancements, addressed at the conclusion of this section, discuss the assessment capabilities that are recommended to insure that appropriate inmates are moved to the DRC or other community settings, and to insure that a full release plan is prepared.

DRC staff note that some inmates who are eligible for one of the DRC programs choose not to enroll at DRC because they regard early release as a preferable path. DRC programs have been voluntary. If early release is no longer available, as our adjusted jail projections assume that this obstacle to program growth would presumably be removed. However, we also note that recent developments in the law enhance counties’ leverage in assigning offenders to alternative sentencing programs when the jail population exceeds 90% of capacity.

Placer County recently took steps in this direction which could provide a model for Tulare County. Specifically, the joint proposal of the Sheriff, the Chief Probation Officer, and the District

Attorney called for allowing authorities to assign inmates to alternative, “appropriate methods of serving their sentences”.²

Recommendation 4: Expand the Capacity of the Day Reporting Center (DRC) Through Addition of Personnel and Replacement of Physical Plant.

Based on an examination of the Tulare County inmate jail profile and cross-tabulations, we recommend the expansion of DRC programs, including SWAP and Weekender operations. This could reduce the incustody ADP by 46 (male and female) currently. Our projections indicate the incustody ADP could be reduced by up to 66 by 2028.

In addition to being authorized by state law, day reporting, work furlough, and sheriffs work programs such as SWAP are recognized as integral components of an efficient local correctional system which is focused on maintaining public safety, enforcing the orders of the court, and using professional correctional standards to allocate resources. These programs afford local governments a legal, validated, and well accepted means of controlling jail population and reducing the number of beds in an incustody environment that have to be supervised, searched, and funded.

The Tulare County Sheriffs Department Day Reporting Center operates not only the day reporting program, but the Sheriffs Work Alternative Program (SWAP) and a weekenders program. The Center is located in World War II barracks and a temporary building is used for classroom space. Additional functions operate out of the DRC, including Electronic Monitoring. In addition to being old and inappropriate for assessment and processing functions which require both security and privacy, the movement of large numbers of people with different requirements in and out of the barracks undermines orderly operation. Under these conditions, the DRC is able to operate at capacity or slightly above at some times. With the application of Penal Code 1203.017, 4024.2 et seq. authority, additional inmates who may have elected not to apply to DRC with the expectation of an early release, may seek alternatives to completing their full sentence in custody.

Our population projections contemplate the expansion of the DRC program criteria to include medium security inmates. Currently, only inmates classified as minimum security are eligible. This slight expansion of criteria would likely require increased supervision and longer program participation. Currently, inmates in the program for more than eight weeks are assigned to education programs (which include anger management, life skills, parenting, GED/ESL, job skills) two days/week. With more staff and complementary facilities, attaching vocational/work experience programs would be feasible.

² Specifically, Placer County justice officials described the policy as follows. “Senate Bill 959 was enacted ...on September 26,2007 to add Section 1203.017 to the Penal Code to address jail overcrowding by supplementing existing law and establishing mandatory home detention and electronic monitoring for misdemeanants who are sentenced to the county jail. The provisions of this new law, combined with the provisions of Penal Code Section 4024.3 authorizing mandatory work release, enable a broad spectrum of alternative sentencing programming whenever the population at the jail exceeds 90% of capacity...By allowing authorities to assign inmates to appropriate methods of serving their sentences, these new provisions have the potential to... [increase inmates’] personal accountability and [enhance] public safety.” (Board of Supervisors agenda for August 5, 2008.)

We estimate that the present-value twenty year additional operating cost for this alternative could be as high as \$7 million, reflecting the need for supplemental program staff over time. DRC officials estimate that to manage the additional inmates, including offenders from medium security, and to bring staffing up to necessary levels even for the current DRC population, an additional three Deputy Sheriffs and two Detention Specialists would be required. Beyond operational cost impacts over the 20 year planning period, a differential present value capital cost of \$2,000,000 is estimated to affect the replacement (with the correction of current spatial deficiencies) of existing facilities supporting DRC/SWAP operations.³

There may be opportunities for grant funding for certain DRC programs and services. Also, based on recent budget data, an offset of as much as 25% of costs might be anticipated from revenues derived from inmate fees and service contracts with other county or city agencies.

Recommendation 5: Initiate Transitions Court

A third recommended alternative to reduce sentenced incarceration time for selected offenders is a "transitions court" or "re-entry court". These courts are typically similar to drug and mental health courts in that they are judicially centered, involve frequent appearances in court to discuss offender compliance with court requirements, and the offenders' progress toward rehabilitative goals.

Transitions courts are a relatively recent development, rooted in the growing understanding that successful reintegration into the community after a period of incarceration requires risk/needs assessment of the challenges that returning inmates face and identification of the community-based resources that will help the offender to meet those challenges.⁴

Estimated ADP reductions range from 14 presently to 22 in 2028. In fact, the Transitions Court would probably be simply a transitions or reentry calendar, a relatively minor addition to on-going court functions.

Probation officials suggest a full DPO position may be required to assist the Transitions Court. At the outside, the present-value twenty year operating differential would be \$1.5 million. Beyond operational cost impacts over the 20 year planning period, a differential present value capital cost of \$80,000 is estimated to accommodate office space needs for the additional staff position.¹

³ Differential capital costs in support of DRC/SWAP operations, given the minimal useful life of the existing physical plant, are estimated on the basis of the full replacement of existing facilities with the assumed correction of current spatial deficiencies. A space need of 12,500 gross square feet (GSF) is assumed at a direct construction cost of \$130.00 per GSF, supplement by allowances for project-related costs and contingencies.

⁴ For more information, see Joan Petersilia, When Prisoners Come Home: Parole and Prisoner Reentry, 2003.

Recommendation 6: Expand Substance Abuse Treatment

An increase is recommended in the number of residential drug treatment beds available for both male and female inmates. The female program should reflect gender-specific supportive treatment/services, (e.g., counseling around domestic violence, the victimology of sexual abuse, and economic independence), and should include linkages to supported housing/sober living, employment, and child care. Our recommendation contemplates a decrease in current incustody ADP of 45, growing to 64 by 2028.

As in most correctional facilities, in Tulare County the consensus of officials is that the great majority of both male and female inmates have a history of substance abuse and that many were arrested for the use or sale of drugs resulting in their current incarceration. Although there is one therapeutic program offered in the jail for men, under contract with Alternative Services, a community provider, no such program is available for female inmates. The current number of beds for residential treatment (65 Countywide) is inadequate to meet the need for safe treatment in the community. At any one time, the waiting list for admission to a residential treatment program in Tulare County is currently as high as 100. A significant number of these cases are reportedly in the jail.

Currently, Tulare County contracts with local providers of residential drug treatment at an average of \$54.00/day/bed. At the current cost for substance abuse treatment beds, each added bed would cost \$19,710 per year. On this basis a present-value twenty year differential program cost is estimated to be \$22 million, inclusive of associated capital costs. This does not include additional Probation supervision costs, since the offenders would be assigned to a caseload anyway. We note that total costs may be reduced by blending residential treatment with outpatient services, which are available at a lower rate than used in these computations. Also, the net costs to the County are likely to be somewhat lower, reflecting the fact that federal and state treatment funding would be applied to out-of-custody treatment.

Regarding the specialized community treatment program for women, it would be realistic to assume that the cost for this program would be higher than for men. Consequently, the per diem rate for the women’s residential treatment program may be higher than the rate cited above. We are anticipating that many of the gender-specific services will be available through public or community programs, such as Family Services. Some pre-release programming is also assumed in this model as a way to avoid circumstances in which the female offender lacking economic independence returns to the home of her abuser or co-drug user because she has no other alternative. The FIRST FIVE program, for example, offers one model of how reinforced linkages between incarcerated offenders and the outside world, (e.g., family members and caretakers of their children), can serve as a safety net for inmates upon their release from custody.

Justice System Enhancements

The preceding recommendations for pretrial and sentenced alternatives would create a more complex detention system. The following recommendations are suggestions for “system” improvements in adult corrections that would strengthen the County’s resources for managing that more complex system.

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Recommendation 7: Strengthen Assessment, Case Management and Management Information Practices

One implication of the expansion of alternatives is that there will need to be a corresponding ability to identify and assess individual inmates’ potential for release, based on more factors than the amount of sentenced time remaining. (Probation officials indicate that a risk/needs assessment is already selected.) The assessment should lead to a case management plan, for appropriate authorities—DRC, Probation, Detention Division staff. If the case involves an alternative that makes early release acceptable, best practice regarding returning offenders to the community calls for implementation of a case management/reentry plan well before the inmate’s anticipated release date.

We have noted that the system or options for alternatives to jail may well evolve over time and with growing experience. To provide information for that evolution, there should be an organized procedure for tracking the performance of the various alternatives and of individual offenders assigned to those programs—in, short, a management information system. The assessment/case planning/evaluation sequence is particularly important when issues outside typical corrections expertise—such substance abuse, mental health, and family functioning—impact decisions regarding placement in therapeutic programs.

Recommendation 8: Establish Interagency Population Management Group

It is recommended that an inter-agency population management group be established. As release decisions become more complex and as release options become more diverse, a capacity to analyze information about system and program performance will become ever more important. The population management group should include managers from not only the Sheriff’s Department and Probation, but also from substance abuse and mental health agencies.

In monitoring system and program performance, the management group would also be charged with recommending to their agencies changes in the array of programs, particularly for sentenced inmates. The group would also make recommendations for addressing jail overcrowding if and as that occurs.

Recommendation 9: Apply Evidence-Based Practices in the Choice and Oversight of Alternative Programs

There is a growing literature in corrections, substance abuse, and mental health regarding “what works.” This evidence-based practice literature describes the interventions that have proven, through rigorous evaluation, to reduce recidivism, substance abuse relapse, or improved mental health and family functioning. Thus, one set of issues that the interagency management group would address concerns evidence-based practice. The group should review not only whether proposed interventions actually are “evidence-based” in concept, but also in implementation—in staff supervision and training, and in internal program quality control.

Evidence-based practice findings have also identified program management and quality control variables that are correlated with strong program outcomes. For example, systems

implementing evidence-based practice frequently institute training of agency and program staff in the use of motivational interviewing and cognitive behavioral interventions, which have proven particularly effective in staff management of offenders.

Recommendation 10: Establish a Mental Health Unit in the Jails

There is a particular need in Tulare County to develop more integration of mental health assessment and programming for jail inmates. The County has an incustody program for substance abusing male inmates. A similar program, ideally with a dedicated housing unit, for inmates with significant mental health problems, would be beneficial. This unit would strengthen the productive use of jail time and could serve as a pre-release stage of treatment for inmates eligible for release to mental health programs in the community.

Section Seven
Adjusted Detention Capacity Projections

Section Seven Adjusted Detention Capacity Projections

Preface

As indicated in the preceding sections, the size of the jail population is as responsive to changes in policy, or “system responses”, as it is to county population and crime characteristics. Thus, this section details the effect of directed and recommended policy and program changes on the baseline capacity projections.

Adjusted ADP levels and bed requirements are projected through the year 2028. The results of an estimation of incustody detention capital and operating costs over the future 20 year planning period are presented, in this case predicated upon the adjusted capacity projections. A cost comparison is then made, taking into account the 20 year impact of differential program costs associated with recommended policy and program changes.

Directed Potential Policy Changes

In 1988, the County stipulated to a Consent Decree as a result of overcrowded conditions in the detention/correctional system. The Consent Decree established a maximum daily capacity at the Main Jail. As a result, the Detention Division implemented two early release programs to reduce jail overcrowding due to lack of sufficient bed capacity - the Expanded Citation Release Program and the Early Release Program.

Currently, while additional jail bed capacity is available, these early release programs remain in effect due to lack of funds to staff all available beds.

Additionally, given the availability of unutilized beds, the County is currently contracting out detention beds to the California Department of Corrections.

The early release programs and the contracting of available detention beds effectively distort the “true” demand for Detention Division jail capacity requirements. The early release programs reduce the demand for bed capacity, as the ADP would be higher if these programs were not in effect, and the contract bed program increases the ADP beyond that generated by Tulare County demand.

As result, the County has directed that the Detention Division Facility Master Plan utilize projected capacity requirements excluding the contract bed and the early release programs.

This approach will not preclude the County from continuing either program should funding requirements so dictate, however, it will result in a Master Plan that accommodates requirements based on “pure” Tulare County detention capacity demand.

Adjustment for Contract Bed Program:

A portion of available local detention beds within Tulare County are currently being contracted to the California Department of Corrections (CDC) to accommodate state prisoners. Available beds have been contracted at various times to the U. S. Marshals Service and CDC since 1993.

Historical bookings of contracted prisoners and their ADP are not available for use in controlling for their effect in reapplication of the baseline inmate capacity projection model. Thus, recent experience is applied to provide an estimate of the degree of impact that the Contract Bed Program has had on the results of the baseline detention capacity projections.

The number of beds contracted has varied over time. Most recently, the average daily population of contracted beds was 47 in 2007 and 76 in 2008, for an average over the 2007/08 period of 62 beds, or approximately 4 percent of the total ADP. This indicates that the total system-wide ADP would have been approximately 4 percent less had the Contract Bed Program not been in effect. Thus, future projected ADP has been adjusted downward by 4 percent to reflect the estimated impact on the baseline detention capacity projections of discontinuing the Contract Bed Program.

As contracted bed ADP levels are not maintained by male/female distribution, the Detention Division conducted a survey of recent experience over a 115 day period. Over this period, the percentage allocation reflected a distribution of 52 percent males and 48 percent females.

Adjustment for Early Release Program:

The Early Release Program began with the 1988 Consent Decree and is currently also utilized to maintain the detention system within the current staff funding capabilities. All sentenced inmates are eligible for the Early Release Program including inmates subject to holds from other counties.

Specifically, time is reduced after other credits are deducted under Sections 4018 and 4024 of the State Penal Code. Days are reduced in the following priority:

- 1) Sentenced misdemeanor with less than 10 days remaining
- 2) Sentenced misdemeanor with less than 20 days remaining
- 3) Sentenced misdemeanor with less than 30 days remaining
- 4) Sentenced misdemeanor with less than 35 days remaining
- 5) Sentenced felons with less than 10 days remaining
- 6) Sentenced felons with less than 20 days remaining
- 7) Sentenced felons with less than 30 days remaining
- 8) Sentenced felons with less than 35 days remaining

Based on statistics maintained within the Sheriff's Department - specifically the number of Early Release in each priority category - calculations were made of the additional jail days that would have been served had the release program not been in effect. In 2007 there were 2,106 Early Releases representing a total estimated 76,460 jail days that would have been served but for

the Early Release Program. By dividing jail days not served (76,460 days) by 365 days per year, an additional ADP of 210, or 13.6 percent over actual 2007 levels, is indicated.

This result indicates that the total system-wide ADP would have been 13.6 percent greater had the Expanded Citation Release Program not been in effect. Thus, future projected ADP has been adjusted upward by 13.6 percent to reflect the estimated future impact of changing the current Early Release Program policy.

Adjustment for Expanded Citation Release Program:

The State of California Penal Code provides for the release, with a citation to appear, of any person arrested for a misdemeanor, absent select circumstances. Most misdemeanor arrests, other than warrant arrests, are released from custody prior to trial.

Beyond the State Penal Code prescribed citation releases, the 1988 Consent Decree further directed the release of accused misdemeanants, whether or not they are subject to misdemeanor warrants, if their bail does not exceed \$7,500.00 on each separate charge. With adequate funding to staff available detention capacity, those accused misdemeanants, with misdemeanor warrants, would not have been released.

To estimate the additional average daily population (ADP) that would result had the Expanded Citation Release Program not been in place, the Inmate Profile was screened to identify the percentage of those released by citation with an outstanding warrant (approximately 16.4%).

The Profile was then further screened to establish their average length of stay (ALS). Similarly, the ALS of all pretrial misdemeanants not released by citation was established. The difference between the ALS of non-citation released misdemeanants and those released by citation with a warrant, established the average additional jail days that would have been served (3.2 days) by each citation release inmate with a warrant.

In 2007 there were 6,970 citation releases. Approximately 16.4% of those, 1,143, were released with warrants. Through multiplication of the 1,143 citation releases by 3.2 days, a total of 3,658 additional jail days are estimated that would have been served, were it not for the Expanded Citation Release Program. Through division of 3,658 jail days by 365 days per year, an additional ADP of 10 is indicated.

Thus, future projected ADP has been proportionally adjusted upward to reflect the estimated future impact of discontinuing the Expanded Citation Release Program.

Impact Upon ADP:

Presented in Tables 7.1, 7.2 and 7.3 are the impacts related to the above directed policy changes upon the baseline ADP projections, respectively, for current (2007), year 2018 and year 2028 timeframes. In aggregate, the impact of these three directed policy changes results in a net addition in ADP of 224 at the year 2028, relative to the previous baseline projection.

Table 7.1
Current (2007) Adjusted ADP by Gender
Tulare County

| | Male | Female | Total |
|--|-------------|---------------|--------------|
| Baseline Average Daily Population | 1,336 | 204 | 1,540 |
| Directed Policy Changes | | | |
| Exclude Contract Bed Program (Less) | -32 | -30 | -62 |
| 4 % Total ADP 52 % Males; 48 % Females | | | |
| Exclude Early Release Program (Add) | +193 | +17 | +210 |
| 13.6 % Total ADP 92 % Males; 8 % Females | | | |
| Exclude Expanded Cite Release Program (Add) | +8 | +2 | +10 |
| 0.6 % Total ADP 80 % Males; 20 % Females | | | |
| Recommended Policy Changes | | | |
| Initiate Detox for Public Inebriates (Less) | -28 | -8 | -36 |
| 2.3 % Total ADP 77.8 % Males 22.2 % Females | | | |
| Initiate Misdemeanor Diversion (Less) | -8 | -1 | -9 |
| 0.6 % Total ADP 88.9 % Males 11.1 % Females | | | |
| Expand OR Release (Less) | -20 | -6 | -26 |
| 1.7 % Total ADP 76.9 % Males 23.1 % Females | | | |
| Expand Day Reporting Center/SWAP (Less) | -44 | -2 | -46 |
| 3 % Total ADP 95.7 % Males 4.3 % Females | | | |

■ **Detention Division Needs Assessment**

| | Male | Female | Total |
|--|-----------------------|---------------------|-----------------------|
| Initiate Transitions Court (Less) | -12 | -2 | -14 |
| 1.0 % Total ADP 85.7 % Males 14.3 % Females | | | |
| Expand Substance Abuse Treatment (Less) | -25 | -20 | -45 |
| 2.9 % Total ADP 55.6 % Males 44.4 % Females | | | |
| Total 2007 Adjusted ADP | ----- 1,368 | ----- 154 | ----- 1,522 |

Table 7.2
Year 2018 Adjusted ADP by Gender
Tulare County

| | Male | Female | Total |
|--|-------------|---------------|--------------|
| Baseline Average Daily Population | 1,563 | 274 | 1,837 |
| Directed Policy Changes | | | |
| Exclude Contract Bed Program (Less) | -38 | -36 | -74 |
| 4 % Total ADP 52 % Males; 48 % Females | | | |
| Exclude Early Release Program (Add) | +230 | +20 | +250 |
| 13.6 % Total ADP 92 % Males; 8 % Females | | | |
| Exclude Expanded Cite Release Program (Add) | +10 | +2 | +12 |
| 0.6 % Total ADP 80 % Males; 20 % Females | | | |
| Recommended Policy Changes | | | |
| Initiate Detox for Public Inebriates (Less) | -33 | -9 | -42 |
| 2.3 % Total ADP 77.8 % Males 22.2 % Females | | | |
| Initiate Misdemeanor Diversion (Less) | -10 | -1 | -11 |
| 0.6 % Total ADP 88.9 % Males 11.1 % Females | | | |
| Expand OR Release (Less) | -24 | -7 | -31 |
| 1.7 % Total ADP 76.9 % Males 23.1 % Females | | | |
| Expand Day Reporting Center/SWAP (Less) | -53 | -2 | -55 |
| 3 % Total ADP 95.7 % Males 4.3 % Females | | | |

■ **Detention Division Needs Assessment**

| | Male | Female | Total |
|--|--------------|---------------|--------------|
| Initiate Transitions Court (Less) | -16 | -2 | -18 |
| 1.0 % Total ADP 85.7 % Males 14.3 % Females | | | |
| Expand Substance Abuse Treatment (Less) | -29 | -24 | -53 |
| 2.9 % Total ADP 55.6 % Males 44.4 % Females | | | |
| Total 2018 Adjusted ADP | 1,600 | 215 | 1,815 |

Table 7.3
Year 2028 Adjusted ADP by Gender
Tulare County

| | Male | Female | Total |
|--|-------------|---------------|--------------|
| Baseline Average Daily Population | 1,835 | 357 | 2,192 |
| Directed Policy Changes | | | |
| Exclude Contract Bed Program (Less) | -46 | -42 | -88 |
| 4 % Total ADP 52 % Males; 48 % Females | | | |
| Exclude Early Release Program (Add) | +274 | +24 | +298 |
| 13.6 % Total ADP 92 % Males; 8 % Females | | | |
| Exclude Expanded Cite Release Program (Add) | +11 | +3 | +14 |
| 0.6 % Total ADP 80 % Males; 20 % Females | | | |
| Recommended Policy Changes | | | |
| Initiate Detox for Public Inebriates (Less) | -39 | -11 | -50 |
| 2.3 % Total ADP 77.8 % Males 22.2 % Females | | | |
| Initiate Misdemeanor Diversion (Less) | -12 | -1 | -13 |
| 0.6 % Total ADP 88.9 % Males 11.1 % Females | | | |
| Expand OR Release (Less) | -28 | -9 | -37 |
| 1.7 % Total ADP 76.9 % Males 23.1 % Females | | | |
| Expand Day Reporting Center/SWAP (Less) | -63 | -3 | -66 |
| 3 % Total ADP 95.7 % Males 4.3 % Females | | | |

■ **Detention Division Needs Assessment**

| | Male | Female | Total |
|--|--------------|---------------|--------------|
| Initiate Transitions Court (Less) | -18 | -4 | -22 |
| 1.0 % Total ADP 85.7 % Males 14.3 % Females | | | |
| Expand Substance Abuse Treatment (Less) | -36 | -28 | -64 |
| 2.9 % Total ADP 55.6 % Males 44.4 % Females | | | |
| Total 2028 Adjusted ADP | 1,878 | 286 | 2,164 |

Recommended Policy Changes

An assessment was presented in Section Six of the potential effects of the implementation of recommended changes to alternative to incarceration programs upon the current and future scale of the adult detention population in Tulare County. The resulting program policy recommendations relate to both pretrial and sentenced populations, and are summarized below:

Pretrial Alternatives:

- Initiation of Detox Programs for Public Inebriates
- Initiation of Misdemeanor Diversion Program
- Expand OR Release Program

Sentenced Alternatives:

- Expand Day Reporting Center/SWAP Programs
- Initiate Early Release/Transitions Court
- Expand Substance Abuse Treatment Programs

Impact Upon ADP:

The impacts upon the baseline ADP projections related to the above program policy recommendations are also presented in Tables 7.1, 7.2 and 7.3, respectively, for current (2007), year 2018 and year 2028 timeframes. In aggregate, and exclusive of the directed policy changes, the impact of the seven program policy recommendations result in a reduction in ADP of 252 at the year 2028, relative to the previous baseline projection.

Adjusted ADP Projections

Pre-modification baseline projections are defined in Section Four, in Table 4.30, and indicate a baseline ADP of 1,837 by the year 2018, increasing to 2,192 by the year 2028.

Modifications to the baseline projections, as shown in Tables 7.1 - 7.3, result in adjusted ADP projections of 1,815 by the year 2018 and 2,164 by the year 2028. These are summarized, by gender, in Table 7.4.

Table 7.4
Current and Projected Adjusted ADP by Gender

| | Adjusted 2007 | Adjusted Projections | |
|---------------------------------|------------------|----------------------|--------------|
| | | 2018 | 2028 |
| Average Daily Population | | | |
| Male | 1,368 | 1,600 | 1,878 |
| Female | 154 | 215 | 286 |
| Total | 1,522 | 1,815 | 2,164 |

Adjusted Bed Requirements

Baseline projections of detention bed requirements are also defined in Section Four, in Table 4.31. Based on the adjusted ADP projections, adjusted detention bed requirements through the year 2028 are shown in Table 7.5, and reflect a consistent approach to the application of peaking/segregation factors and bed distribution by assignment category.

Peaking/Segregation Factors:

The application of appropriate peaking/segregation factors to projected ADP levels is essential to the assessment of operationally realistic jail bed requirements. Such factors, utilized consistently in the assessment of both baseline and adjusted bed requirements, address the impacts of month to month variations in population levels, as well as requirements to properly segregate incustody individuals by gender, security levels and behavioral characteristics.

The application of peaking/segregation factors to adjusted ADP levels take into account variations in the scale of the major subsets of the incustody population. Based upon discussions with detention facility administrative staff, an aggregate factor of 1.20 has been applied to the male population, consistent with the results of the 1997 Corrections Needs Assessment. In the case of female inmates, the smaller scale of this portion of the total incustody population results in a range of relatively small housing assignment sub-categories and requires the application of a larger factor to accommodate appropriate peaking and segregation. For this subset of the incustody population an aggregate factor of 1.40 has been utilized, also consistent with the 1997 Corrections Needs Assessment.

As indicated in Table 7.5, a resultant peaking/segregation factor of 1.23 is reflected with respect to the total incustody population. This overall factor is consistent with general detention facility planning practices involving typical peaking/segregation factors ranging between 1.20 and 1.25.

**Table 7.5
Adjusted Bed Requirements
Tulare County**

| | ADP | Adjusted 2007 Peak Factor | Beds | Adjusted Projections | | | | | |
|----------------------------|--------------|------------------------------------|--------------|----------------------|------------------------|--------------|--------------|------------------------|--------------|
| | | | | ADP | 2018 Peak Factor | Beds | ADP | 2028 Peak Factor | Beds |
| Male Population | 1,368 | 1.20 | 1,642 | 1,600 | 1.20 | 1,920 | 1,878 | 1.20 | 2,255 |
| Maximum Security/Special | 45% | | 738 | | | 864 | | | 1,015 |
| Medium Security | 22% | | 361 | | | 422 | | | 496 |
| Minimum Security | 11% | | 181 | | | 211 | | | 248 |
| Administrative Segregation | 4% | | 66 | | | 77 | | | 90 |
| Gang Affiliation | 18% | | 296 | | | 346 | | | 406 |
| Female Population | 154 | 1.40 | 216 | 215 | 1.40 | 300 | 286 | 1.40 | 400 |
| Maximum Security/Special | 52% | | 112 | | | 156 | | | 208 |
| Medium Security | 24% | | 52 | | | 72 | | | 96 |
| Minimum Security | 12% | | 26 | | | 36 | | | 48 |
| Administrative Segregation | 8% | | 17 | | | 24 | | | 32 |
| Gang Affiliation | 4% | | 9 | | | 12 | | | 16 |
| Total Population | 1,522 | 1.22 | 1,858 | 1,815 | 1.22 | 2,220 | 2,164 | 1.22 | 2,655 |
| Maximum Security/Special | 46% | | 850 | | | 1,020 | | | 1,223 |
| Medium Security | 22% | | 413 | | | 494 | | | 592 |
| Minimum Security | 11% | | 207 | | | 247 | | | 296 |
| Administrative Segregation | 5% | | 83 | | | 201 | | | 122 |
| Gang Affiliation | 16% | | 305 | | | 358 | | | 422 |

Adjusted Bed Requirement Projections:

On the basis of the application of peaking/segregation factors, a total adjusted bed requirement of 1,858 is estimated relative to current (year 2007) adjusted ADP levels, increasing to 2,220 beds at the year 2018, and to 2,655 beds at the year 2028.

Bed Distribution by Assignment Category:

The housing assignment of the incustody population, and the resultant pattern of bed usage, is primarily determined by the inmate classification process conducted at or soon after the point of incarceration of an individual. In Tulare County, as in many other jurisdictions, current inmate housing assignment is also impacted by existing facility constraints with respect to total bed capacities and current availability of beds by type.

Based upon questionnaire surveys and follow-up interviews with individual detention facility administrative staff, an assessment was made of current bed distribution patterns relative to both existing bed usage and desired bed assignment objectives (irrespective of existing facility configurations and constraints to bed assignment). While a more detailed analysis of bed distribution by classification category would be applied to project-specific facility planning, for purposes of this needs assessment the following aggregated bed distribution categories, previously described in Section Four, have been utilized for system-wide planning.

- Maximum Security and Special Needs
- Medium Security
- Minimum Security
- Administrative Segregation
- Gang Affiliation

Based upon the above categories, and the results of the survey of individual facility needs, a current distribution pattern of system-wide bed requirements by desired bed usage is documented in Table 7.5 for male, female and total incustody populations. This distributed pattern, expressed as percentage factors, is then applied to current and future projected bed requirement levels.

Estimated 20 Year Adjusted Incustody Detention Costs

The assessment of long term costs to accommodate the adjusted projection of incustody detention operational levels is intended to support the cost/benefit evaluation of potential policy changes, such as changes to currently available alternatives to incarceration.

The basis for, and the results of the estimation of these costs, both capital and operational, are summarized below and discussed in detail within Appendix B to this report.

Existing Detention Facility Resources:

At present, incustody detention operations in Tulare County are supported by four detention facilities.

- The Main Jail Facility
- The Bob Wiley Detention Facility
- The Pretrial Facility
- The Men’s Correctional Facility

While the Bob Wiley and Pretrial Facilities are relatively new (built within the last two decades), the Main Jail is now 47 years old and the majority of buildings at the Men’s Correctional Center date back to 1941.

Based upon the results of facility status questionnaires and discussions with County and Sheriff’s staff representatives, a joint assessment was made of the estimated useful life of each existing detention facility. Reference Section Eight - Facility and Site Evaluation.

Consistent with their age and present conditions, both the Bob Wiley and Pretrial Facilities can be expected to maintain a useful life over the 20 year planning timeframe with the correction of current physical deficiencies and proper ongoing preventive and corrective maintenance. Conversely, the Main Jail and the Men’s Correctional Facilities present a limited useful life, at best over a future 6 to 10 year period. This “maximum” useful life would be predicated upon extensive to wholesale facility rehabilitation at costs approaching new construction.

For purposes of this needs assessment, long term detention facility resources are therefore assumed to be limited to the Bob Wiley and Pretrial Facilities.

Adjusted New Detention Bed Development:

As previously referenced, adjusted ADP capacities have been projected to increase from a current (year 2007) adjusted level of 1,522 to 1,815 at the year 2018, and to 2,164 by the year 2028.

With the application of necessary peaking/segregation factors, resultant adjusted detention bed requirements are projected to increase from a current adjusted level of 1,858 to 2,220 at the year 2018, and to 2,655 by the year 2028.

This bed requirement data has served as a basis for the determination of needs for future adjusted detention bed development. As depicted in Table 7.6, the assumed availability of existing beds is deducted from the future bed requirements to define bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need, predicated upon adjusted ADP projections, to develop 1,143 new detention beds relative to projected year 2018 operational levels, and an additional 435 detention beds to meet projected needs through the year 2028.

Table 7.6
Basis for Adjusted New Bed Development
Tulare County

| | Adjusted 2007 | Adjusted Projections | |
|---|------------------|----------------------|--------------|
| | | 2018 | 2028 |
| Adjusted ADP Projections | 1,522 | 1,815 | 2,164 |
| Adjusted Bed Requirements | 1,858 | 2,220 | 2,655 |
| Existing Bed Availability | 1,707 | 1,077 | 1,077 |
| Main Jail | (264) | (--) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men’s Correctional Facility | (366) | (--) | (--) |
| Projected Bed Shortfall | 151 | 1,143 | 1,578 |
| New Beds to Develop Through 2018 | | 1,143 | |
| New Beds to Develop Through 2028 | | | 435 |

Capital and Operational Cost Assessment:

Presented in Table 7.7 are the results of the estimation of 20 year incustody detention capital and operational costs associated with the accommodation of adjusted projections of ADP and bed requirements. Both capital costs (occurring at future points in time) and operational costs (aggregated annually over the planning timeframe) are expressed in “present value” terms reflecting year 2008/2009 dollar values.

The estimation of capital costs recognize the need for the correction of current deficiencies in existing facilities assumed to continue in use over the 20 year timeframe (Bob Wiley and Pretrial Facilities); as well as potential costs of an unavoidable nature to permit the continued short term use of facilities not assumed as long term detention resources (Main Jail and Correctional Facility).

Capital costs associated with the development of new detention resources, inclusive of project-related costs but exclusive of costs for site acquisition and CEQA requirements, have been estimated on the basis of the application of a facility development cost per bed factor to new bed requirements identified to meet both mid term and long term adjusted ADP projections.

Table 7.7
20 Year Adjusted Incustody Detention Costs
Tulare County

| | Adjusted Present Value Costs (Year 2008/2009 Dollars) |
|--|--|
| Capital Costs: | |
| Existing Detention Resources | \$3,500,000 |
| New Detention Resources | \$276,150,000 |
| Subtotal (Capital Costs) | ----- \$279,650,000 (@ 22% of Total) |
| Operational Costs: | |
| Existing Detention Resources | \$492,030,000 |
| New Detention Resources | \$499,401,000 |
| Subtotal (Operational Costs) | ----- \$991,431,000 (@ 78% of Total) |
| Total Incustody Detention Costs | ----- \$1,271,081,000 |

Beyond capital costs to support existing facilities and those associated with new facility development, the total adjusted 20 year incustody detention system costs incorporate estimates of ongoing annual operational costs over the planning timeframe.

These costs, estimated on the basis of an operational cost per bed factor derived from current fiscal year 2007/2008 Detention Division budgetary data, reflect an aggregation of annual operational costs consistent with both existing detention beds and those developed as a result of future facility construction.

For purposes of the analysis of incustody costs associated with adjusted ADP and bed projections, note should be made that assumed annual operating cost factors have been increased by approximately 5 percent to account for the absence of cost offsets related to State contracted bed income.

Direct Incustody Detention Cost Comparison:

Exclusive of differential program cost impacts (addressed below), a comparison has been made of the 20 year adjusted and baseline cost estimates related strictly to incustody detention facilities and operations.

This comparison indicates that the adjusted costs exceed the baseline costs by approximately 2 percent over the 20 year planning period. While adjusted capital costs have decreased marginally due to slightly lower long-term bed requirements, adjusted operational costs have increased as a result of the lack of State contracted bed revenues to offset operational expenses.

Impact of Differential Program Costs

As presented in Section Six, estimates have been made of 20 year present-value differential program costs associated with the alternative to incarceration program recommendations.

In aggregate, and inclusive of both operational and capital costs, the total 20 year differential cost impact of the program recommendations equates to \$55,740,000. This cost, expressed in “present value” terms, reflects additional (or differential) cost impacts beyond that presently allocated to existing alternative to incarceration programs.

Section Eight
Facility and Site Evaluation

Section Eight Facility and Site Evaluation

Preface

This section presents the results of the evaluation of the current incustody components of the Tulare County Adult Detention System. It incorporates a description of the history and physical condition of each facility, its estimated useful life and the potential for renovation and expansion.

Addressed within this section are the Main Jail, the Bob Wiley Detention Facility, the Pretrial Facility and the Men's Correctional Facility, inclusive of onsite space assigned to the Day Reporting Center, SWAP and a number of other Sheriff's Department operational units.

Main Jail

Building History:

The facility was constructed at the downtown Visalia County Civic Center in 1962 as the "Tulare County Jail." The facility was designed to be the central detention facility within the county, to support booking and inmate processing, housing for unsentenced and sentenced inmates of both sexes, and the sheriff's administration and patrol facility.

Construction Date and Age:

Construction: 1960 - 1962
Age of Facility: 47 Years

Size (Net and Gross Area):

| Gross Building Area | GSF |
|----------------------------------|---------------|
| Ground Floor | 13,265 |
| Mechanical Building | 4,980 |
| First Floor | 13,575 |
| Second Floor | 7,790 |
| Third Floor | 7,790 |
| Fourth Floor | 7,790 |
| Roof Penthouse | 580 |
| | ----- |
| Total Gross Building Area | 55,770 |

| | |
|--|---------------|
| Net Building Area (Detention Facility) | NSF |
| Ground Floor (West Portion of Building Houses Sheriff's Admin. and Patrol Division) | 4,800 |
| First Floor (Visiting Only - Remainder of First Floor is Sheriff's Admin. & Patrol Division) | 600 |
| Second Floor | 6,425 |
| Third Floor | 6,425 |
| Fourth Floor | 6,425 |
| Roof Penthouse (Recreation Control) | 90 |
| | ----- |
| Total Detention Facility Net Building Area | 24,765 |

Size (Acreage):

The Tulare County Civic Center Site comprises approximately 42 acres of county property in two parcels divided by Woodland Drive.

Main Jail expansion could theoretically occur on a rectangular shaped area northwest of the facility comprising approximately 2.65 acres of property. Ongoing master planning studies of the Civic Center Site, however, may likely preclude such expansion due to other high priority governmental land use requirements.

Description of Exterior Areas:

The existing Main Jail is situated in the eastern portion of the Civic Center site adjacent to the Courthouse. The facility shares improvements with the other county facilities at the Civic Center.

The Main Jail accesses parking lots at the east and west sides of the building and street parking on Burrel Avenue. Parking resources are considered to be inadequate for the combined requirements of the Jail and Sheriff's Administration/Patrol Division.

Building Description:

The Main Jail is a five story structure with ground floor at "basement level". Sheriff's Administration and Patrol Division occupy the majority of the first floor and western half of ground floor. The building was designed and constructed as a maximum security, Type II detention facility. The lower level is dedicated to booking/inmate processing and operational support functions. The second, third and fourth floors are primarily dedicated to inmate housing, with the roof used for outdoor recreation.

Construction: Reinforced Concrete.

Type of Construction:

Type I or II F-R. Occupancy Group I - Division 3, maximum security level (except Sheriff's areas) per applicable codes and design practices for the time of design and construction.

Existing Site Zoning:

Zoning is designated as "Quasi-Public", with no stated restrictions for size and height of structures.

Description of Adjacent Land Uses:

The entire south side of the Civic Center parallels Highway 198, with the road surface below grade. The remainder of the Civic Center is surrounded by residential and light commercial buildings and some multi-story office structures. The surrounding area generally has a well kept appearance with considerable landscaping.

Availability of On-site Utilities:

The infrastructure of the Main Jail site is developed with all required utilities available.

Current Rated Bed Capacity:

Although the Corrections Standards Authority identifies a rated capacity for the Main Jail at 268 beds, a 1985 court order (still in force) established a maximum jail capacity of 264 beds.

| | |
|--------------------------|-----------------|
| Single Occupancy Cells | 38 Beds |
| Multiple Occupancy Cells | 226 Beds |
| | ----- |
| Total | 264 Beds |

Summary of Available Inspection Data:

Corrections Standards Authority 2006 - 2008 Biennial Inspection.

Results: Physical plant in compliance, with the exception of proximity of toilet/lavatory/shower fixtures to inmate dining (occurring in cells).

State Fire Marshal 2008 Fire Safety Inspection.

Results: Minor non-compliance issues related to electrical fixtures, fire extinguishers and sprinkler system inspection.

Environment Health 2007 Health and Safety Inspection.

Results: Minor non-compliance issues related to shower tile repair.

Facility Conditions Assessment:

The Main Jail, built in the early 1960's, is now 47 years old. Due to its age and usage, the facility has over the past seven decades been very maintenance intensive with respect to building systems and internal security equipment.

The continued operation of the Main Jail, even over a relatively short duration, may be expected to require select capital maintenance and repair measures relative to critical physical plant issues. These may include the need to address ongoing deficiencies in internal building utility services, elevator operations, roofing repair and select instances of building code non-compliance.

Estimated Useful Life (In Years) of Existing Facilities:

Minimum: With routine preventive maintenance and minimal corrective maintenance work to the building/building systems, this facility is estimated to reach the end of its useful life within 1 to 3 years.

Moderate: With preventive maintenance and component level corrective maintenance of an essential nature to the building/building systems, this facility is estimated to maintain a useful life of 3 to 6 years.

Maximum: With full preventive and corrective maintenance/renovation work of a significant nature to the building/building systems, this facility may maintain a future useful life of 6 to 10 years.

Potential for Renovation:

Given the current age and condition of the Main Jail, major renovation of the facility, beyond short-term measures, can be expected to entail substantial rehabilitation of seismic, fire and life-safety, vertical movement, building utility and inmate control systems. Such renovation, at costs approaching that of new construction, may also be expected to require significant physical plant upgrades to comply with more recent building code and California Standards Authority regulations, possibly resulting in a substantial decrease in the rated bed capacity.

Potential For Expansion:

Realistic opportunities for the continuous physical expansion of the Main Jail are limited due to the placement of the facility on the site and the internal configuration of core elements and horizontal movement patterns. These limitations are compounded by competing governmental space needs at the Civic Center, currently being evaluated by Tulare County.

Bob Wiley Detention Facility

Building History:

The facility was constructed in 1986 as the Sequoia Field Detention Facility and subsequently renamed the Bob Wiley Detention Facility. Four Inmate Housing Buildings are supported by an Administration/Booking/Visiting Building and a Support Services Building with food service, laundry and storage. Mechanical plant and maintenance operations are housed in a separate building on site.

Construction Date and Age:

| | |
|------------------|----------|
| Construction: | 1985-86 |
| Age of Facility: | 23 Years |

Size (Net and Gross Area):

Administration/Booking/Visiting Building:

| | |
|---------------------|------------|
| Gross Building Area | 21,060 GSF |
| Net Building Area | 14,748 NSF |

Support Services Building

| | |
|---------------------|------------|
| Gross Building Area | 16,417 GSF |
| Net Building Area | 14,800 NSF |

Housing Unit (Building No. 1)

| | |
|---------------------|------------|
| Gross Building Area | 22,430 GSF |
| Net Building Area | 18,397 NSF |

Housing Units (Buildings No. 2, 3 & 4):

Each Unit Contains:

| | |
|---------------------|------------|
| Gross Building Area | 22,286 GSF |
| Net Building Area | 18,885 NSF |

Co-gen Plant/Maintenance Building

| | |
|---------------------|-----------|
| Gross Building Area | 3,500 GSF |
|---------------------|-----------|

Total Facility Gross Building Area 130,265 GSF

Total Facility Net Building Area 104,600 NSF

Size (Acreage):

The existing Bob Wiley Detention Facility site encompasses approximately 24 acres, and measures approximately 1290 feet (N/S) by 830 feet (E/W). The facility is located on the northern portion of the site, leaving approximately 470 feet clear for expansion from the southern corner of Building No. 4. This property has been utilized for the development of the new Pretrial Facility.

Description of Exterior Areas:

The existing Bob Wiley Detention Facility site is relatively flat with only small one or two feet undulations. The building pad for the facility was raised approximately four feet, except at the service area. The site contains several lowered areas adjacent to the buildings designed for storm drainage.

Buildings Description:

The Bob Wiley Detention Facility consists of a one story Support Services Building, a one story Administration/Booking/Visiting Building; and a cluster of Inmate Housing Units with an upper tier.

The complex was designed and constructed as a maximum security, Type II detention facility. The individual buildings are free standing and configured around a common circulation yard.

- Floors: Concrete on grade and concrete planks at upper tiers.
- Walls: Concrete masonry walls (generally bearing walls).
- Columns: Steel Columns and C.M.U. columns at interior.
- Roof: Steel framing with metal deck.

Type of Construction:

Housing Units and Administration Booking/Visiting Building: Type 2 F.R.; fully sprinklered.

Support Services Building: Type 2 No-hour; fully sprinklered.

Occupancy Group I - Division 3, Maximum Security Level.

Existing Site Zoning:

The developed area of the site is designated "H" (Horizontal Zone) of the ALUC Safety Zone for Sequoia Field.

The zoning for surrounding properties is listed "EA-40", exclusive agriculture with 40 acre minimum. Special use permits are required for specific project development.

Description of Adjacent Land Uses:

The majority of the property adjacent to the Bob Wiley Detention Facility is under agricultural use with very few structures. Directly to the south of the facility site, however, is the Sequoia Field Airport Facility which presents a limiting factor to facility development. Further, a Sewage Treatment Plant bounds the Bob Wiley Detention Facility site to the east.

Availability of On-site Utilities:

The existing Bob Wiley Detention Facility site is developed with all required utilities available.

Current Rated Bed Capacity:

| | |
|------------------------|-----------------|
| Single Occupancy Cells | 53 Beds |
| Double Occupancy Cells | 560 Beds |
| Dorm Bunks | 80 Beds |
| | ----- |
| Total | 693 Beds |

Summary of Available Inspection Data:

Corrections Standards Authority 2006 - 2008 Biennial Inspection.
Results: Physical plant in compliance.

State Fire Marshal 2007 Fire Safety Inspection.
Results: Minor non-compliance issues related to standing water in the electrical room, exit signage and procedure matters.

Environment Health 2008 Health and Safety Inspection.
Results: In compliance.

Facility Conditions Assessment:

The Bob Wiley Detention facility, although constructed in 1986, has sustained extensive use with a current rated capacity well beyond the original design capacity of the facility.

While well maintained, in general, there a number of corrective measures which should be anticipated at this facility relative to current physical plant deficiencies. These include the need to replace the below grade water utility distribution system, to re-roof the majority of the existing buildings, to upgrade video surveillance systems, and to upgrade the central HVAC plant.

Beyond direct physical plant issues, a number of additional corrective measures have been identified at the Bob Wiley Detention Facility to address functional needs consistent with the continued operation of the facility at its current bed capacity. These measures, involving both interior renovation and limited facility expansion, include the need to address current inadequacies in kitchen and laundry storage, operational storage, staff locker capacity and inmate visitation capacity.

Estimated Useful Life (In Years) of Existing Facilities:

Minimum: With routine preventive maintenance and minimal corrective maintenance work to the building/building systems, this facility is estimated to reach the end of its useful life within 5 to 7 years.

Moderate: With preventive maintenance and component level corrective maintenance of an essential nature to the building/building systems, this facility is estimated to maintain a useful life of 8 to 15 years.

Maximum: With full preventive and corrective maintenance/renovation work of a significant nature to the building/building systems, this facility should maintain a future useful life of 15 to 25 years.

Potential for Renovation:

Considering its relatively recent construction, renovation of the Bob Wiley Detention Facility to address current physical plant deficiencies and to extend its useful life is feasible and clearly warranted. Further renovation, of a select nature, is also felt to be warranted in order to address corrective measures related to continued operations of the facility at its present rated bed capacity.

Potential for Expansion:

The existing configuration of the Bob Wiley Detention Facility is not amenable to major expansion in a continuous fashion. Although the housing units are not suitable for expansion, support facilities could be expanded to a limited extent.

Site area initially available for major physical expansion of the Bob Wiley Detention Facility has been effectively consumed by the development of the new Pretrial Detention Facility.

Pretrial Detention Facility

Building History:

The Pretrial Facility was constructed in 2001, adjacent to the Bob Wiley Detention Facility, with a below grade linkage between the two facilities. Beyond inmate housing, the design of the Pretrial Facility was intended to support system-wide booking and inmate processing operations.

Construction Date and Age:

| | |
|------------------|---------|
| Construction: | 2001 |
| Age of Facility: | 8 Years |

Size (Net and Gross Area):

| | |
|--|----------------|
| Gross Building Area: | GSF |
| Ground Level | 90,500 |
| Upper Level | 38,500 |
| | ----- |
| Total Gross Building Area (Including Court Operations) | 129,000 |

| | |
|--|---------------|
| Net Building Area | NSF |
| Ground level | 71,500 |
| Upper Level | 23,800 |
| | ----- |
| Total Net Building Area (Excluding Court Operations) | 95,300 |

Size (Acreage):

The immediate site occupied by the Pretrial Facility comprises approximately 5.5 acres of county property, and measures approximately 450 feet (N/S) by 530 feet (E/W). An additional 2.6 acres of county owned property exists to the east of the present facility, measuring approximately 400 feet (N/S) by 280 feet (E/W).

Description of Exterior Areas:

The existing Pretrial Facility site is generally level, and beyond the building pad, is primarily developed as on grade parking. Additional site area to the east of the facility remains undeveloped.

Building Description:

The Pretrial Facility is a two level structure, designed and constructed as a maximum security, Type II detention facility.

The eastern portion of the ground level of the facility, one story in height, is occupied by administrative, inmate processing and operational support functions. The housing component of the facility is comprised of four units, configured on two tiers, around a central core. Court operations are accommodated within a portion of this central core area on the upper level.

Type of Construction:

Type 2 F.R.; fully sprinklered. Occupancy Group I - Division 3, Maximum Security Level.

Existing Site Zoning:

The site is designated “H” (Horizontal Zone) of the ALUC Safety Zone for Sequoia Field.

The zoning of surrounding property is listed “EA-40”, exclusive agriculture with 40 acres minimum. Special use permits are required for specific project development.

Description of Adjacent Land Uses:

The majority of the property proximate to the Pretrial Facility is under agricultural use with the exception of the Bob Wiley Detention Facility and the Sequoia Field Airport.

Availability of On-site Utilities:

The existing Pretrial Facility site is developed with all required utilities available.

Current Rated Bed Capacity:

| | |
|------------------------|-----------------|
| Single Occupancy Cells | 16 Beds |
| Double Occupancy Cells | 368 Beds |
| | ----- |
| Total | 384 Beds |

Note should be made that 134 beds of the total rated capacity of the Pretrial Facility are not currently operational.

Summary of Available Inspection Data:

Corrections Standards Authority 2006 - 2008 Biennial Inspection.
 Results: Physical plant in compliance.

State Fire Marshal 2007 Fire Safety Inspection.

Results: Minor non-compliance issues related to exit signage, door closure and procedural matters.

Environment Health 2008 Health and Safety Inspection.

Results: In compliance.

Facility Conditions Assessment:

The Pretrial Facility, recently constructed in 2001, has been well maintained and is in generally good condition.

A number of corrective measures have, however, been identified as required to address current physical plant deficiencies and to support the extended useful life of the facility. These include the need to upgrade select portions of the internal HVAC distribution system, to repair and/or replace the internal domestic hot water distribution system, to upgrade video surveillance systems, and to replace visiting area door access controls.

Estimated Useful Life (In Years) of Existing Facilities:

Minimum: With routine preventive maintenance and minimal corrective maintenance work to the building/building systems, this facility is estimated to reach the end of its useful life within 5 to 7 years.

Moderate: With preventive maintenance and component level corrective maintenance of an essential nature to the building/building systems, this facility is estimated to maintain a useful life of 8 to 15 years.

Maximum: With full preventive and corrective maintenance/renovation work of a significant nature to the building/building systems, this facility should maintain a future useful life of 15 to 35 years.

Potential for Renovation:

Given its recent construction, renovation of the Pretrial Facility to address current physical plant deficiencies is clearly warranted, as is the development of further court and court-related space on the upper level of the facility, should the need arise.

Further renovation of the facility might be undertaken in a relatively cost effective manner within the non-housing elements of the facility should future operational patterns justify spatial rearrangement. Major renovation within the housing units of the Pretrial Facility, although the need is unlikely, would be cost intensive due to the fixed nature of interior construction.

Potential for Expansion:

Site area is available to the east of the current Pretrial Facility to support opportunities for the physical expansion of inmate housing. Such expansion, subject to ALCU Safety Zone restrictions, would likely be limited to the development of up to four additional housing units involving a lower and upper tier.

The potential for physical expansion would also exist to the west of the current facility to accommodate increased space needs, if encountered, associated with non-housing operations. Such expansion would displace a portion of the present on grade parking capacity.

**Men’s Correctional Facility
(Including the Day Reporting Center and SWAP Program)**

Building History:

The majority of buildings comprising this facility complex were constructed during World War II as a Air Force Training Facility, and were taken over by Tulare County in the 1960’s as minimum security housing for sentenced inmates. The complex also serves as the location for the Day Reporting Center, the S.W.A.P. (Sheriff’s Work Alternative Program) and a number of Sheriff’s Department operational units.

Construction Date and Age:

Original Construction: 1941 (Majority of Buildings)
Age of Facility: 68 Years

Size (Net and Gross Area):

Men’s Correctional Center

| | |
|-------------------------------|------------|
| Gross Building Area (Approx.) | 74,000 GSF |
| Net Building Area (Est.) | 70,000 NSF |

Day Reporting Center, SWAP and Other Sheriff’s Units

| | |
|-------------------------------|------------|
| Gross Building Area (Approx.) | 20,000 GSF |
| Net Building Area (Est.) | 18,500 NSF |

RMA Maintenance Facility

| | |
|-------------------------------|-----------|
| Gross Building Area (Approx.) | 4,000 GSF |
| Gross Building Area (Est.) | 3,500 NSF |

Total Complex Gross Building Area (Approx.) 98,000 GSF

Total Complex Net Building Area (Est.) 92,000 NSF

Size (Acreage):

The developed site of the complex (including the Men’s Correctional Center, DRC/SWAP facilities and the other Sheriff’s operations) extends over approximately 22 acres of property.

Description of Exterior Area:

The existing site is generally level but is subject to significant on-site drainage issues and maintains vulnerability to flood zone conditions on a seasonal basis.

Buildings Description:

The complex is comprised of multiple one-story freestanding buildings with separation on all sides.

Floors: Concrete on grade.
 Walls: Wood studs with plaster and select brick veneer facing (Typical).
 Roofs: Wood construction (Typical).
 Type of construction: Type 5 - No Hour. Construction of buildings are of general commercial type.

Existing Site Zoning:

Approximately one half of the existing site (the North/East portion), is within the “ALUC Safety Zone Restrictions” for Sequoia Field Airport and is designated “LT” (Landing Transition Zone), which permits only limited density development. The remainder of the existing site (the South/West portion), is within “ALUC Safety Zone Restrictions” for Sequoia Field Airport and is designated “H” (Horizontal Zone), which also permits only limited density development.

The zoning for surrounding properties is classified “EA-40”: exclusive agriculture with 40 acre minimum. Special use permits are required for specific project development.

Description of Adjacent Land Uses:

The surrounding properties, with the exception of the Sequoia Field Airport, are primarily agricultural in nature, with very few structures. The land is generally flat and open.

Availability of On-site Utilities:

The infrastructure of the existing site is developed with all required utilities available. Note, however, should be made that on-site distribution of gas, water and electrical services, due to age and condition, are significantly deficient.

Current Rated Bed Capacity:

| | |
|---------------------|-----------------|
| Dorm Bunks (Unit A) | 64 Beds |
| Dorm Bunks (Unit B) | 86 Beds |
| Dorm Bunks (Unit C) | 64 Beds |
| Dorm Bunks (Unit D) | 88 Beds |
| Dorm Bunks (Unit E) | 64 Beds |
| | ----- |
| Total | 366 Beds |

Summary of Available Inspection Data:

Corrections Standards Authority 2006 - 2008 Biennial Inspection.
Results: Physical plant in compliance.

State Fire Marshal 2007 Fire Safety Inspection.
Results: Minor non-compliance issues related to door labeling and procedural matters.

Environment Health 2007 Health and Safety Inspection.
Results: In compliance.

Facility Conditions Assessment:

The majority of the buildings supporting the operations of the Men's Correctional Facility, and the Day Reporting Center and SWAP Program, date back to 1941 and are now nearly 70 years old. Their condition remains tenuous, with general physical deterioration continuing to occur.

Due to a limited life expectancy, and with costs approaching that of new construction, extensive investment in this facility to address other than critical operational deficiencies and to enhance functionality are probably not warranted. Nonetheless, operations at this location over a short duration may generate the need to extend building rehabilitation at a limited scale, to repair/replace select building roofing and to continue to address, on a select basis, ongoing deficiencies in site-wide and internal utility distribution systems.

Estimate of Useful Life (In Years) of Existing facilities:

Minimum: With routine preventive maintenance and minimal corrective maintenance work to the building/building systems, this facility is estimated to reach the end of its useful life within 0 to 0.5 years.

Moderate: With preventive maintenance and component level corrective maintenance of an essential nature to the building/building systems, this facility is estimated to maintain a useful life of 1 to 3 years.

Maximum: With full preventive and corrective maintenance/renovation work of a significant nature to the building/building systems, this facility may maintain a future useful life of 3 to 10 years.

Potential for Renovation:

Given the age and condition of the majority of this facility complex, major renovation beyond short term critical measures, could be anticipated to equal or exceed costs of new construction of comparable facilities.

Potential for Expansion:

With the limited expected useful life of this facility complex, expansion of existing facilities would not represent a cost effective investment by Tulare County. With demolition of the current complex there is potential for reuse of the existing site, subject to grading and infrastructural issues, and potential restrictions related to the Sequoia Field Airport “ALUC” Safety Zones.

ALUC Safety Zone Restrictions

Summarized below are the range of land use classifications embodied within the ALUC Safety Zone Restrictions for the Sequoia Field Airport.

(C) Conical Zone: No particular restrictions, however, projects such as stadiums, areas, auditoriums, large transmission facilities or anything that would attract large numbers of people would be potentially hazardous.

(H) Horizontal Zone: No more than three dwellings units per acre (under traffic pattern); no schools, arenas, auditoriums or similar uses which attract large number of people; no industries involving large quantities of highly volatile flammable materials or processes; and the maximum structural coverage of a parcel should not exceed 20% (under the traffic pattern) of a parcel’s total area. Maximum structural coverage of a parcel should not exceed 50% outside the traffic pattern.

(LT) Landing Transition Zone: For uses in structures, no more than 25 persons per acre at any time; no more than 50 persons per acre at any one time for uses not in structures; no more than 1 dwelling unit per acre; no more than 150 people in a single building; no more multi-family residential units, hotels, motels, restaurants, bars, memorial buildings, churches, schools, theaters, stadiums or any large congregations of people; no industries involved with flammable materials or processes; maximum structural coverage should not exceed 50% of the parcel’s total area; no uses which may create radio interference with aircraft communications or navigation systems; no outdoor electrical welding uses except for initial construction or repairs to structures; no use which would directly a steady or flashing light or red, green, amber, white or blue colors, or would reflect sunlight, toward aircraft engaged in takeoff or landing maneuvers, except FAA approved navigational lights; and no use which would attract large concentrations of birds or generates smoke.

(AA) Approach Zone: No more than 10 persons per acre on a regular basis; no more than 25 persons per acre at any time; no petroleum, explosive or above grade power lines; and no structures or residential uses.

(AT) Approach Transition Zone: No more than 10 persons per acre on a regular basis; no more than 25 persons per acre at any time; no petroleum, explosives or above grade power lines; and no structures or residential uses.

(L) Landing Zone: No people, structures or residential uses.

Section Nine
Detention Division Master Plan

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Detention Division Master Plan

Preface

This concluding section of the Needs Assessment Study identifies facility development actions, on a master planning level, to accommodate the projected mid and long-term needs of the Detention Division. The basis for system wide detention facility planning and operations is defined with reference made to both broad philosophical objectives and more specific operational parameters.

Also addressed in this section, within the context of projected system wide needs, is a description of the initial facility development project, defining its operational scope, size, physical nature, staffing impacts, and estimated capital and operational cost implications.

Basis for System Wide Detention Planning and Operations

The continued use of existing detention facility resources, and the development of new facilities over time, should be addressed on the basis of clearly defined planning and operational assumptions.

Facility Planning Objectives:

Identified below are a set of facility planning objectives intended to support the continued availability of appropriate and cost effective adult detention facility resources over the upcoming 20 year planning period, and beyond.

- Minimize Further Unproductive Capital Investment

Avoid additional renovation expenditures at the Main Jail and the Men’s Correctional Facilities (to be decommissioned) other than that associated with critical short-term needs.

- Maximize Continued Use of Appropriate Existing Facilities

Assure maximum useful life of the existing Bob Wiley and Pretrial Detention Facilities through appropriate on-going maintenance, and expand in-place facilities where feasible (Pretrial Detention Facility).

- Meet Future Needs While Minimizing Capital Costs

Accommodate projected bed requirements within properly planned facilities consistent with appropriate security levels (i.e., avoid, where possible, the unnecessary development of minimum and medium security housing within a maximum security building envelope).

Maximize Ongoing Operational Efficiencies

Avoid fragmentation of detention facility locations and pursue opportunities to provide support services on a system-wide basis.

Enhance Operational Relationships to Other Justice System Elements

Respond to opportunities to locate booking operations and pretrial populations in proximity, respectively, to local law enforcement agencies and to the courts.

Maintain Incremental Facility Development Flexibility

Establish appropriate capital investment phasing strategies to permit facility development to adapt to possible changes in future detention capacity demand.

Provide for Long-term Future Expandability

Reserve site contingencies at new facility locations, and consider the preservation of existing sites, to allow for the accommodation of detention requirements beyond the planning horizon.

Planning Philosophy:

The attainment of the above objectives will occur within the context of a philosophical framework for the provision of adult detention and correctional services within Tulare County. Fundamental to this philosophy is the accommodation, taking into account appropriate alternatives to incarceration, of the projected incustody population within properly planned and appropriately staffed facilities, compliant with established California State Minimum Standards.

Both existing and new facilities will be operated in a manner fully supportive of a secure and healthful environment for the inmate, the provision of a safe working environment for staff, and the provision of opportunities to the incarcerated population to access and benefit from available inmate programs and services.

Operational Parameters:

Recognizing inherent limitations to capital funding and ongoing annual budgeting, it will be essential that the above philosophical framework be pursued in a cost effective manner with respect to both facility development and detention operations.

This will entail the continued use and development of new facilities consistent with specific security requirements and locationally clustered, where appropriate, to benefit from economies of scale relative to space utilization, staffing and operational costs. It will also entail the provision of common system wide support services, where feasible, to accommodate the needs of multiple facilities, and therefore avoid redundant operations.

Reference can be made to Appendix C - System Wide Operational Parameters, where further discussion is provided with respect to overall operational objectives, inmate housing planning and management parameters, and operational assumptions pertaining to the manner in which programs, services and operational support will be delivered on a facility-specific basis.

Basis for the Accommodation of Projected Capacity Requirements

Detention capacity requirements, on a system wide basis, are projected at 2,220 beds by the year 2018, increasing to 2,655 beds by the year 2028. After accounting for existing bed availability at the Bob Wiley and Pretrial Detention Facilities, a need for the development of additional detention capacity equates to 1,143 beds by the year 2018, increasing to 1,578 beds by the year 2028 (reflecting a second increment of 435 beds in the 2018/2028 timeframe).

Accounted for in the following table, in total and by facility, is the planned system wide distribution of detention bed requirements according to two general phases of facility development.

Phase One - By the Year 2018

Phase Two - By the Year 2028

Consistent with projected capacity needs, a total of 1,143 new detention beds would supplement 1,077 existing beds by the conclusion of Phase One of facility development. An additional 435 new beds would be constructed as part of Phase Two of facility development, resulting in a long term (year 2028) quantity of 1,578 new detention beds.

| | Phase One By Year 2018 (Beds) | Phase Two By Year 2028 (Beds) | Total Phase One/Two (Beds) |
|---------------------------------------|--|--|---|
| Existing Bob Wiley Detention Facility | 693 | -- | 693 |
| Expanded Pretrial Detention Facility | 584 | -- | 584 |
| New South County Detention Facility | 200 | 150 | 350 |
| New Correctional Facility | 743 | 285 | 1,028 |
| System Wide Total | 2,220 | 435 | 2,655 |
| Existing Beds | 1,077 | -- | 1,077 |
| New Beds | 1,143 | 435 | 1,578 |

As indicated above, the existing bed capacity at the Bob Wiley and Pretrial Detention Facilities would continue in use, with expansion of the Pretrial Facility planned to provide an addition of 200 new beds by the year 2018. Long term bed assignment at both of these facilities, with minor exception, would focus on the accommodation of pretrial inmates.

Two new facilities are called for in order to accommodate projected system wide capacity requirements.

A new South County Detention Facility, initially accommodating primarily pretrial inmates, would be developed under Phase One at a capacity of 200 beds, increasing to a capacity of 350 beds by means of Phase Two physical expansion.

A new Correctional Facility, strictly focused on the sentenced inmate population, would also be developed under Phase One at a capacity of 743 beds, increasing to a capacity of 1,028 beds by means of Phase Two physical expansion.

Reference can be made to Appendix D - Distribution of Master Plan Bed Requirements, where further discussion is provided with respect to system wide pretrial and sentenced bed distribution, and the rationale for the allocation of mid and long-term bed requirements by facility.

Phase One Facility Actions

Identified below are facility actions involving the select renovation of existing facilities and the expansion of system wide detention facility resources, consistent with the accommodation of detention capacity requirements projected to occur by the year 2018.

Renovate Existing Bob Wiley Detention Facility:

| | |
|---------------|--|
| Description | Select renovation to address current physical plant deficiencies, including the replacement of the below grade water utility distribution system, the re-roofing of the majority of the buildings, the upgrade of video surveillance systems, and the upgrade of the central HVAC plant. |
| | Further select renovation (and minor expansion) to address existing functional deficiencies, including current inadequacies in food and laundry service storage, employee facilities and inmate visitation capacity. |
| Bed Capacity | 693 (Existing). |
| Bed Type | Combination of maximum/medium security and special use beds (88 percent) and minimum security beds (12 percent). |
| Facility Size | 130,265 GSF (Existing). |
| Site Location | Existing. |

Site Size Existing.

Renovate Existing Pretrial Detention Facility:

Description Select renovation to address current physical plant deficiencies, including the upgrade of portions of the HVAC distribution system, the internal domestic hot water distribution system, video surveillance systems and visiting area access controls.

Bed Capacity 384 (Existing).

Bed Type Maximum/medium security and special use beds.

Facility Size 129,000 GSF (Existing).

Site Location Existing.

Site Size Existing.

Renovate Existing Main Jail Facility:

Description Select renovation to address critical short-term physical plant deficiencies, potentially involving building utility services, elevator operations, roofing repair and issues of building code non-compliance.

Bed Capacity 264 (Existing).

Bed Type Maximum/medium security and special use beds.

Facility Size 55,770 GSF (Existing/Inclusive of Sheriff’s Administration and Operations).

Site Location Existing.

Site Size Existing.

Renovate Existing Men’s Correctional Facility (Complex):

Description Select renovation to address critical short-term physical plant deficiencies within detention and DRC facilities, potentially involving the repair of building roofing, weather proofing and ongoing issues related to site-wide and internal utility distribution systems.

Bed Capacity 366 (Existing).

Bed Type Medium/minimum security beds.

Facility Size 80,000 GSF (Existing/Inclusive of detention and DRC buildings).

Site Location Existing.

Site Size Existing.

Expand Existing Pretrial Detention Facility:

Description Construction of addition(s) to the existing facility to increase the rated capacity to 584 beds, and to accommodate select expansion of medical/mental health, inmate processing, staff support and operational support functions.

Bed Capacity 200 (Addition).

Bed Type Maximum/medium security and special use beds within a single cell configuration.

Facility Size 85,000 GSF, assuming 65 percent housing space and 35 percent non-housing space.

Site Location Existing, with housing expansion occurring to the east of the current facility on county-owned property. Non-housing space expansion would occur to the west of the current facility, also on county-owned property.

Site Size 3 acres (approximately).

Construct New South County Detention Facility:

Description Construction of a new detention facility to support south county booking operations and to primarily accommodate pretrial inmates in the initial phase of development.

Bed Capacity 200 (Initial).

Bed Type Combination of maximum/medium security and special use beds (75 percent) in single and double occupancy cells; and minimum security beds (25 percent) in a multiple occupancy cell/dormitory configuration.

Facility Size 80,000 GSF, assuming 60 percent housing space and 40 percent non-housing space.

Site Location Unspecified property within or proximate to the City of Porterville.

Site Size A minimum of 4 to 6 acres, inclusive of allowances for Phase Two expansion, and subject to the density of facility development.

Construct New Correctional Facility:

| | |
|---------------|---|
| Description | Construction of a new detention facility to accommodate the majority of the system wide sentenced inmate population, and to provide for select common support operations serving multiple detention facilities throughout the county. |
| Bed Capacity | 743 (Initial). |
| Bed Type | Combination of maximum/medium security and special use beds (30 percent) in single and double occupancy cells; and medium/minimum security beds (70 percent) in a multiple occupancy cell/dormitory configuration. |
| Facility Size | 280,000 GSF, assuming approximately 60 percent housing space and 40 percent non-housing space. |
| Site Location | Unspecified county-owned property or potentially, the decommissioned Men’s Correctional/DRC Facilities site. |
| Site Size | A minimum of 15 to 20 acres, inclusive of allowances for Phase Two expansion, and subject to the density of facility development. |

Construct Replacement DRC Facility:

| | |
|---------------|---|
| Description | Construction of a new facility to accommodate the projected long-term needs of the Day Reporting Center, inclusive of day reporting, SWAP and weekender programs. |
| Bed Capacity | N/A. |
| Bed Type | N/A. |
| Facility Size | 12,500 GSF, assuming 20 percent administrative/support space, 30 percent processing/assembly space, and 50 percent program space. |
| Site Location | Unspecified county-owned property. |
| Site Size | A minimum of 1.25 to 1.50 acres. |

Decommission Existing Main Jail Facility:

| | |
|-------------|---|
| Description | Discontinue use of the existing detention facility, assuming subsequent physical plant demolition as part of overall Civic Center capital improvements. |
|-------------|---|

Decommission Existing Men’s Correctional Facility (Complex):

| | |
|-------------|--|
| Description | Discontinue use of the existing detention and DRC facilities, assuming subsequent physical plant demolition. |
|-------------|--|

Phase Two Facility Actions

Identified below are facility actions involving further expansion of system wide detention facility resources, consistent with the accommodation of detention capacity requirements projected to occur by the year 2028.

Expand New South County Detention Facility:

| | |
|---------------|---|
| Description | Construction of an addition to the new facility to increase the rated capacity to 350 beds in support of long-term system wide pretrial and sentenced bed requirements. |
| Bed Capacity | 150 (Addition). |
| Bed Type | Maximum/medium/minimum security and special use beds in a combination of single and double occupancy cell and multiple occupancy cell configurations. |
| Facility Size | 48,000 GSF, assuming 75 percent housing space and 25 percent non-housing space. |
| Site Location | Unspecified property within or proximate to the City of Porterville. |
| Site Size | A minimum of 1 acre, encompassed within the Phase One site area. |

Expand New Correctional Facility:

| | |
|---------------|--|
| Description | Construction of addition(s) to the new facility to increase the rated capacity to 1,028 beds in support of long-term system wide sentenced bed requirements. |
| Bed Capacity | 285 (Addition). |
| Bed Type | Combination of maximum/medium security and special use beds (50 percent) in single and double occupancy cells; and medium/minimum security beds (50 percent) in a multiple occupancy cell/dormitory configuration. |
| Facility Size | 75,000 GSF, assuming 85 percent housing space and 15 percent non-housing space. |
| Site Location | Unspecified county-owned property. |
| Site Size | A minimum of 3 to 5 acres, encompassed within the Phase One site area. |

System Wide Capital Cost Impacts

As previously addressed in Section Seven, and detailed in Appendix B, capital costs in support of projected system wide incustody detention facility requirements are estimated, in present-value terms, to be approximately \$280,000,000 over the upcoming 20 year planning period. With the addition of an estimated cost of \$2,000,000 related to the replacement of the existing DRC facility, a total present value Detention Division capital cost impact, as summarized below by development phase, equates to \$282,000,000.

| | Phase One By Year 2018 (\$) | Phase Two By Year 2028 (\$) | Total Phase One/Two (\$) |
|--|--|--|---|
| Correction of Present Physical Deficiencies at the Bob Wiley and Pretrial Facilities | 3,000,000 | -- | 3,000,000 |
| Correction of Critical Short-term Physical Deficiencies at the Main Jail and Men’s Correctional Facility (Complex) | 500,000 | -- | 500,000 |
| Replacement of the Existing DRC Facility | 2,000,000 | -- | 2,000,000 |
| Development of 1,143 Detention Beds at the Pretrial, New South County and New Correctional Facilities | 200,025,000 | -- | 200,025,000 |
| Development of 435 Additional Detention Beds at the New South County and New Correctional Facilities | -- | 76,125,000 | 76,125,000 |
| Total Detention Division Cost | 205,525,000 | 76,125,000 | 281,650,000 |
| Cost Rounded to: | | | 282,000,000 |

The above costs address building renovation, new facility construction and site development, but exclude cost allowances for site acquisition or CEQA requirements. They do, however, include allowances for project-related costs associated with professional and project management fees, county administrative costs, movable equipment and design/construction contingencies. Capital cost associated with new facility development are based upon the application of an average system wide cost per bed factor predicated upon comparable detention facility development throughout the nation and within California, with appropriate adjustment made to reflect the regional construction market impacting Tulare County.

Note should be made that all estimated capital costs at this master planning level of analysis are presented in present-value terms, reflecting year 2008/2009 dollar values. These costs, while suitable for long-term capital planning, are subject to refinement on a project-specific basis.

Initial Facility Development Project

With the exception of the potential need to implement short-term renovation actions associated with critical deficiencies within existing facilities, Tulare County has identified the first phase of construction of the new South County Detention Facility as the initial master plan facility development project. This project, although previously defined in general terms, is described below in further detail.

Purpose of the Project:

The new South County Detention Facility, in its initial phase of development, primarily addresses a portion of the projected system wide need for expanded pretrial bed capacity, specifically that associated with the southern region of Tulare County, defined in general by the Porterville Sheriff's Patrol Service Area.

The new facility will encompass off-street booking operations consistent with this service area, reducing transit time incurred by county and local law enforcement related to the initial processing and booking of arrestees. The facility may also serve to reduce the extent of court-related inmate transportation should its location result in reasonable proximity to new court facilities planned for development in the Porterville area.

Planned Bed Capacity:

The initial phase of the new South County Detention Facility is planned to provide a capacity of 200 beds within an overall maximum security building envelope.

Of this capacity, 150 beds will be utilized to accommodate pretrial inmates falling within maximum/medium security and special use classification categories. This bed capacity is consistent with estimates of the proportion of the projected year 2018 system wide pretrial population (at 12.69 percent) associated with the Porterville Sheriff's Patrol Service Area.

An additional capacity of 50 beds is planned within the initial development phase of the new South County Detention Facility to accommodate sentenced inmate workers and other sentenced inmates which, by circumstance, require short-term housing at this location. These beds will fall within a medium/minimum security classification category.

Inmate Housing Operations:

The inmate housing component of the South County Detention Facility will be based on a unit management concept predicated upon a direct mode of staff supervision. Consideration may be given, subject to detailed architectural design, to the physical configuration of units (or

modules) in a manner which will permit the potential for joint supervision of two units over inactive portions of the 24 hour day.

At its initial phase of development, inmate housing within the new detention facility will entail a configuration of four modules, each at a capacity of 50 beds. Three of these modules, accommodating maximum/medium security and special use classification categories, will house inmates within a combination of single and double occupancy cells arranged around common dayroom space. Each module will incorporate provisions for physical division of the housing unit within two, 25 bed, sub-sections.

A fourth housing module, although within the maximum security building envelope, will accommodate medium/minimum security classification in a combination of multiple occupancy cells and dormitories. This module, at a capacity of 50 beds, will also incorporate provisions for the physical division of the unit within multiple sub-sections.

As further discussed in this project description, programs and services in support of the inmate population of the new South County Detention Facility will be delivered, for the most part, on a decentralized basis, minimizing the need for movement of the inmate out of the housing component. This delivery mode will entail the provision of inmate dining and multipurpose program space within each housing module, as well as direct access to secure outdoor recreation from the module.

Inmate Processing Operations:

Off-street booking services will be provided at the new South County Detention Facility at a scale consistent with estimated long-term demand generated throughout the southern region of Tulare County. An annual volume of approximately 4,800 bookings is projected through the year 2028, on the basis of the proportion of total system wide bookings (at 13.42 percent) attributable to the Porterville Sheriff's Patrol Service Area.

The inmate processing component of the new detention facility will also encompass release, transfer and court movement operations. In the latter case, subject to the proximity of the project to planned court facilities, a portion of the volume of required court appearances may be supported by video technology, or potentially by the location of a courtroom within the detention facility.

Inmate personal property will be stored within the new detention facility at a scale consistent with the projected long-term housing capacity of 350 beds at this location.

Program and Support Operations:

As previously referenced, programs and services will be primarily delivered to the inmate population of the new South County Detention Facility on a decentralized basis. This will include educational, religious and counseling programs, library services, inmate dining and commissary services, and personal visitation (by means of video visiting technology). It will also include the conduct of sick call/medication services and clothing/bedding exchange within each

housing module, and as noted earlier, the provision of access to outdoor recreation opportunities directly from the module.

Beyond consolidated administrative, supervisory, central control and staff and operational support functions, a limited number of inmate programs and services will be delivered in a centralized manner. These will include the provision of access to centralized attorney/official visiting, when requested; and the provision of outpatient medical/mental health services, upon referral by the decentralized sick call process.

Although the new South County Detention Facility will, in most aspects, function independently, it will maintain a number of key operational “overlaps” with other elements of the detention system.

A system wide approach is planned to support centralized food preparation and laundry processing, facility maintenance, commissary storage and preparation, and the warehousing of bulk operational supplies. Inmate access will also be provided, as needed, to a system wide medical inpatient care unit; and onsite staff training will be supplemented by the provision of extended training programs supporting all facilities at a common location.

Facility Requirements:

The initial phase of the new South County Detention Facility is estimated, at a master planning level of analysis, to require the development of 80,000 GSF of enclosed space. The internal distribution of this built space requirement, by major facility component, is estimated as follows.

Inmate Housing Components at 48,000 GSF.

Inmate Processing Component at 7,000 GSF.

Administrative and Support Components at 25,000 GSF.

Although subject to detailed architectural design studies, the physical form of the new South County Detention Facility may entail the development of a single level structure with inmate housing configured on two tiers and the non-housing components accommodated in a contiguous configuration at grade level.

Should site considerations dictate a more consolidated building footprint, an alternative physical form for the new detention facility could involve the development of non-housing components at grade level with inmate housing, on multiple levels, stacked above.

In either configuration, the new South County Detention Facility will be constructed in accordance with all applicable building, life-safety and seismic code provisions, taking into account its security requirements and its designation as an essential building type. Depended upon project-specific engineering analyses, the new facility could entail either a steel or concrete structure, and likely be clad with concrete block masonry or precast concrete panels, at a durable but modest level of construction.

Site Requirements:

The development of the new South County Detention Facility is assumed to occur on unspecified property within or proximate to the City of Porterville. Its specific location, dependent upon a parallel planning process by the California Administrative Office of the Courts, could potentially result in a collocation of detention and court operations on a shared site.

The scale of site requirements, strictly related to the initial development phase of the new detention facility, are estimated to range between 3.0 and 5.0 acres of buildable property, subject to the adoption of a single level vs. multi-level building massing concept. This initial phase site development requirement provides for facility construction, on-site parking needs, (estimated at 60 stalls), on-site access drives and landscaped perimeter setbacks.

The long-term needs of the new South County Detention Facility call for its potential expansion to accommodate a capacity of 350 beds, estimated to generate a requirement for an additional 1.0 acre of site area.

It is recommended that Tulare County secure the use of a minimum of between 4.0 to 6.0 acres of buildable property to accommodate both the initial and subsequent expansion phases of this project, subject to the adoption of a low vs. higher density facility development concept. The reservation of further site area, if available, may also warrant consideration as a contingency for variations in projected bed requirements, or the need for further facility development beyond the 20 year planning horizon addressed by this needs assessment.

Pre-design Development Concept:

Presented on the accompanying figures are two graphic illustrations of the potential physical nature of the new South County Detention Facility. Although based upon an unspecified site, and therefore somewhat generic, the pre-design development concepts prepared at this time will serve to guide more specific site land use and building footprint/massing studies to take place as part of the detailed architectural design process.

The first pre-design development concept for the new South County Detention Facility (a low density alternative) is predicated upon a single level building configuration entailing a “horizontal” physical relationship between the housing (on two tiers) and non-housing components of the project. A second building form and land use concept (a high density alternative) assumes multiple level facility development upon a smaller scale site.

Pre-design Development Concept

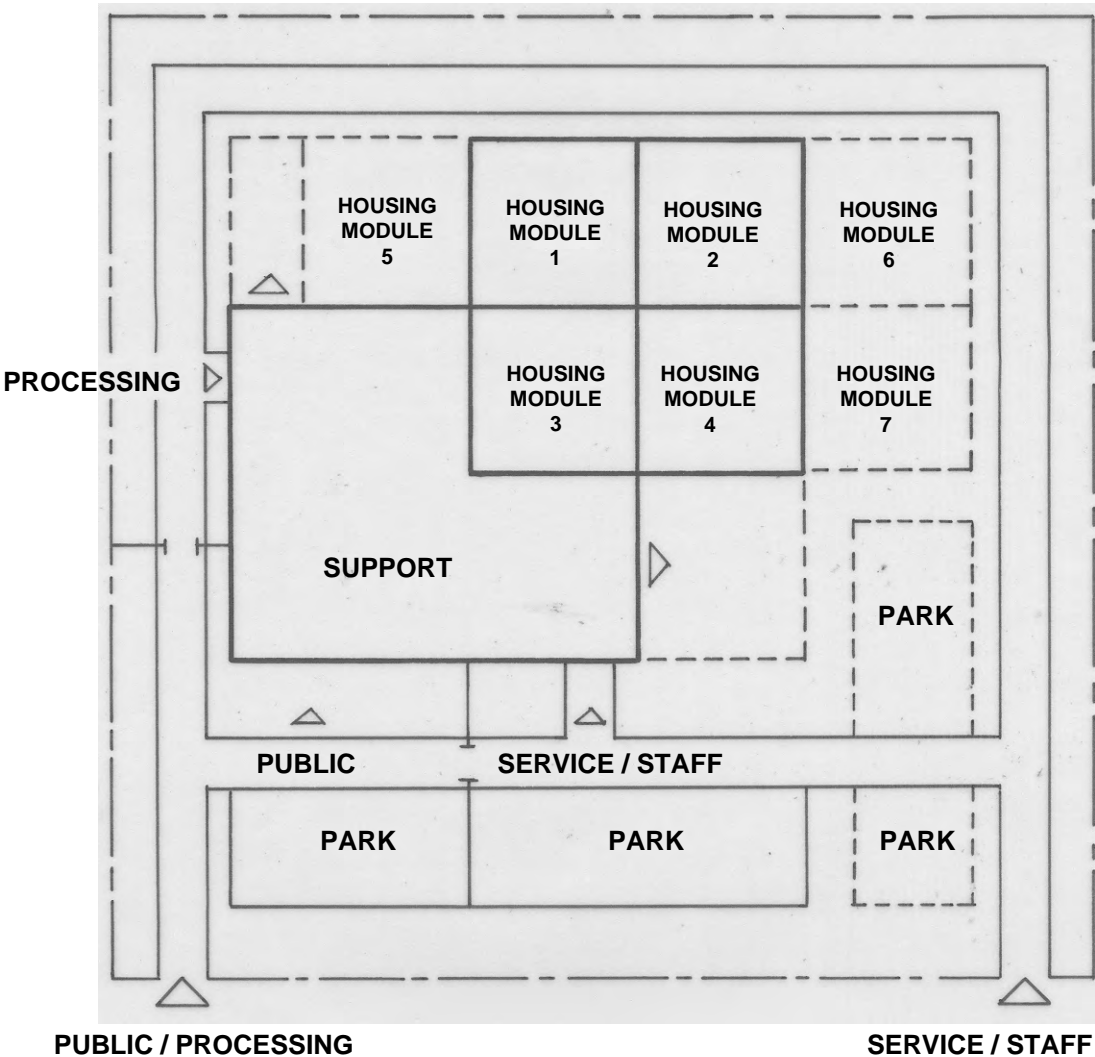
Low Density Alternative

Built Space: 80,000 GSF (Initial) / 128,000 GSF (Expanded)

Parking: 60 Stalls (Initial) / 95 Stalls (Expanded)

Site Area: 5.0 Acres (Initial) / 6.0 Acres (Expanded)

Bldg. Height: 30 to 35 Feet (With Penthouse)



1" = 100'

Pre-design Development Concept

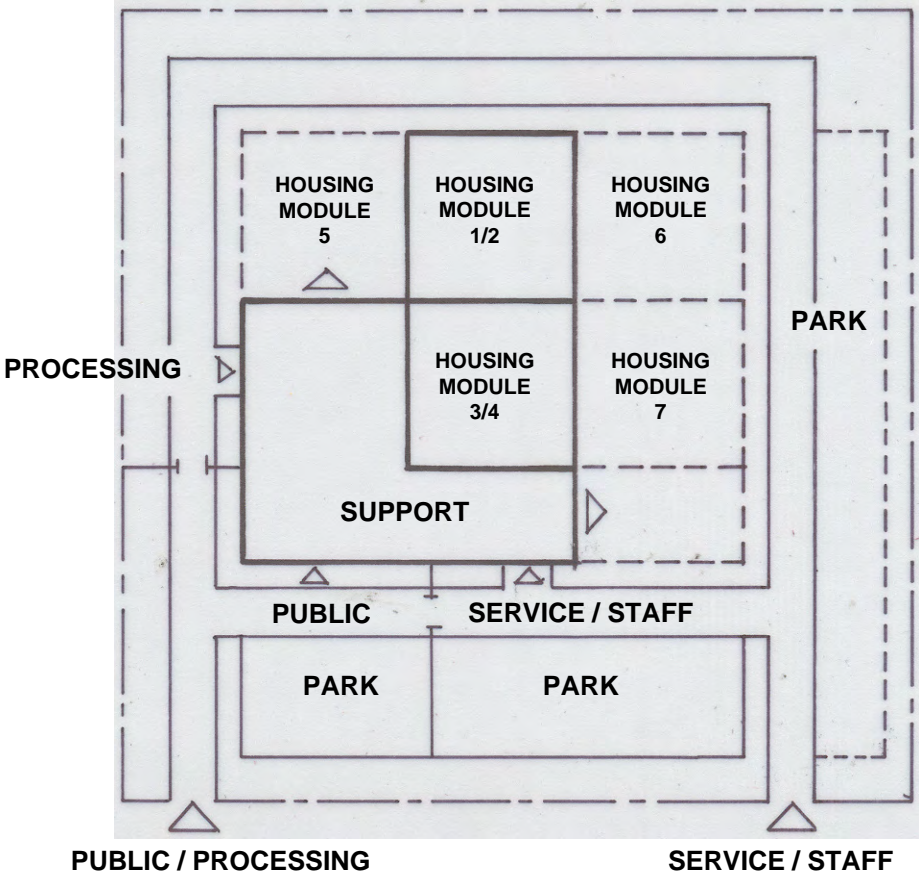
High Density Alternative

Built Space: 80,000 GSF (Initial) / 128,000 GSF (Expanded)

Parking: 60 Stalls (Initial) / 95 Stalls (Expanded)

Site Area: 3.0 Acres (Initial) / 4.0 Acres (Expanded)

Bldg. Height: 65 to 70 Feet (With Penthouse)



1" = 100'

As graphically indicated on both the accompanying figures, street access to the property is depicted at two points; one addressing public and inmate processing (booking/court/transfer operations); and a second addressing service and staff access. Once upon the site, vehicular movement, and associated parking areas, are distinguished according to function and accessibility. A paved drive is also depicted inside the overall perimeter of the site to support both security and emergency vehicle movement.

Both pre-design concepts identify four independent points of building access; one for the public, one for inmate processing (vehicle sallyport); one for service (shipping/receiving); and one for staff entry and exit.

In the case of the low density alternative, the development of the housing component (initially entailing four modules at a total capacity of 200 beds) is assumed to occur on grade with each module configured with a lower and upper tier. The development of the non-housing components, including both support and inmate processing functions, is also assumed to occur on grade, on a single level. Potential expansion of the detention facility, indicated by dashed lines, would entail further on grade development of housing (three additional modules) and supplemental non-housing space to support a capacity of 350 beds.

In the case of the high density alternative, the initial development of the housing component is assumed to involve a “vertical” arrangement of four, two tiered modules (two sets of stacked modules), partially configured above a single on grade level of non-housing space. The expansion of support and inmate processing functions, to support a capacity of 350 beds, would occur on grade with one additional two tiered housing module configured above the expanded support space, and two further two tiered expansion modules developed on grade.

Staffing Implications:

Based upon a master planning level of analysis, it is estimated that staffing needs associated with the initial occupancy of the new South County Detention Facility will equate to 35 post positions; or approximately 75 budgeted positions with allowances made to reflect 7 day shift coverage and benefit/relief factors.

Reference can be made to Appendix E - Initial Project Preliminary Staffing Assessment, where further discussion is provided with respect to staffing assumptions and specific position assignment patterns.

Estimated Capital Costs:

On the basis of the project scope defined above, it is estimated that the capital costs associated with the initial phase of development of the new South County Detention Facility will approximate \$42,000,000. This costs estimate, prepared at a pre-design level of assessment, is presented in year 2009 dollar values with no adjustment made for escalation, and no cost allowances for site acquisition or CEQA requirements. Beyond facility construction and site development costs, however, it does incorporate allowances for project-related costs associated with professional and project management fees, county administrative costs, movable equipment and design/construction contingencies.

Reference can be made to Appendix F - Initial Project Capital Cost Estimate, where further cost estimating data is provided with respect to the new South County Detention Facility.

Estimated Operational Costs:

The determination of specific operational cost impacts associated with the South County Detention Facility will be subject to detailed functional/space programming, the final building design, and subsequent staffing post position assignment analyses. On a preliminary basis, however, it should be anticipated that an annual operating cost for the initial phase of the project, in year 2009 dollar values, may range between \$4,000,000 and \$4,400,000.

The derivation of this preliminary operational cost estimate is based upon current system-wide Detention Division operating budget data, exclusive of off-setting revenues related to State contracted beds. In specific, an annual system wide operational cost factor of \$21,000 per bed has been applied to the initial capacity of 200 beds, with a 5 percent (+/-) range assumed in order to recognize potential variations in operational costs between the South County Detention Facility and detention operations on a system wide basis.

Project Development Scheduling:

The development of the initial phase of the new South County Detention Facility is anticipated to entail a timetable, from the initiation of project planning and design through occupancy, of between 36 and 42 calendar months. The major milestones within this process, and their estimated duration, are identified below.

- | | | |
|--------------------------|----------------------------------|---------------------------|
| <input type="checkbox"/> | Select and Acquire Project Site | Duration: Undefined |
| <input type="checkbox"/> | Functional and Space Programming | Duration: 3 to 4 Months |
| <input type="checkbox"/> | Architectural/Engineering Design | Duration: 10 to 12 Months |
| <input type="checkbox"/> | Building Construction | Duration: 22 to 24 Months |
| <input type="checkbox"/> | Facility Shake-down | Duration: 1 to 2 Months |

Unresolved System Wide Facility Issues

At present, adult detention operations within Tulare County are faced with a variety of facility-related issues. A number of these relate directly to the physical deterioration of the Main Jail and the Men’s Correctional Facility.

Other significant issues, on a system wide basis, include a lack of higher security bed capacity (particularly with regard to single cell bed assignment), and the inability to appropriately segregate incompatible types of inmates consistent with established classification criteria. By the year 2018, these issues will be compounded by the projected growth of system wide detention capacity requirements to a level of 2,220 beds. This will necessitate the development of 1,143 additional beds, assuming the decommissioning of the Main Jail and the Men's Correctional Facility over this timeframe.

The development of the initial phase of the new South County Detention Facility will result in the addition of 200 beds to the available system wide detention capacity and will begin to address current facility-related issues, particularly with respect to the pretrial inmate population. A remaining shortfall of 943 beds will, however, continue through the year 2018, subject to the development of additional capacity (200 beds) at the existing Pretrial Detention Facility, and the construction of the initial phase of a new Correctional Facility (743 beds).

By the year 2028, it is projected that system wide detention capacity requirements will further increase to 2,655 beds, necessitating the development of an additional 435 beds, beyond that called for at the year 2018. It is planned that this long-term facility need will be accommodated by the second phase expansion of the new South County Detention Facility (150 beds) and the new Correctional Facility (285 beds).

With the completion of the mid and long-term facility actions identified above, all current system wide facility-related issues and projected 20 year facility needs will have been addressed.

Appendix A
Baseline Incustody Detention Cost Assessment

Appendix A Baseline Incustody Detention Cost Assessment

Preface

Presented in this appendix are the results of an assessment of estimated 20 year incustody detention capital and operational costs associated with the accommodation of **baseline** projections of ADP and bed requirements.

Purpose:

The estimation of long term costs to accommodate the **baseline** projection of incustody detention operational levels is intended to serve as a “benchmark” model to support the cost/benefit evaluation of potential policy changes, such as changes to currently available alternatives to incarceration.

Methodology:

In order to assess the extent of long term capital and operational costs, projected **baseline** ADP levels were converted to bed requirements (inclusive of peaking/segregation factors) with assumptions made with regard to the viability for the continued use of existing detention facilities over the 20 year planning timeframe. Bed requirement shortfalls were then determined at the years 2018 and 2028 to establish baseline new bed development levels.

Estimates of capital costs were prepared to reflect allowances for the correction of current deficiencies within existing facilities, and to support the development of new facility resources to accommodate projected future bed requirement shortfalls. In this latter case, capital costs were based upon assumed facility development costs per bed factors applied on a system-wide basis.

Estimates of ongoing operational costs were based upon current Detention Division operating budget data, converted to an annual cost per bed factor. This factor was applied to projected bed levels with operational costs aggregated, as appropriate, over the 20 year planning period.

For purposes of this benchmark cost model, both future capital costs and aggregated operational cost estimates are expressed in “present value” terms reflecting year 2008/2009 dollar values.

Status of Existing Detention Facility Resources

At present, incustody detention operations in Tulare County are supported by the following four detention facilities.

- The Main Jail Facility
- The Bob Wiley Detention Facility

- The Pretrial Facility
- The Men's Correctional Facility

While the Bob Wiley and Pretrial Facilities are relatively new (built within the last two decades), the Main Jail is now 47 years old and the majority of buildings at the Men's Correctional Center date back to 1941.

Based upon the results of facility status questionnaires and discussions with County and Sheriff's staff representatives, an assessment was made of the estimated useful life of each existing detention facility, as summarized in Table A.1.

Consistent with their age and present conditions, both the Bob Wiley and Pretrial Facilities can be expected to maintain a useful life over the 20 year planning timeframe with the correction of current physical deficiencies and proper ongoing preventive and corrective maintenance. Conversely, the Main Jail and the Men's Correctional Facilities present a limited useful life, at best over a future 6 to 10 year period. This "maximum" useful life would be predicated upon extensive to wholesale facility rehabilitation at costs approaching new construction.

For purposes of this needs assessment, long term detention facility resources are therefore assumed to be limited to the Bob Wiley and Pretrial Facilities.

Basis for New Detention Bed Development

Baseline ADP capacities have been projected to increase from a current (year 2007) level of 1,540 to 1,837 at the year 2018, and to 2,192 by the year 2028. With the application of necessary peaking/segregation factors, resultant **baseline** detention bed requirements are projected to increase from 1,890 to 2,260 at the year 2018, and to 2,700 by the year 2028.

This bed requirement data has served as a basis for the determination of needs for future **baseline** detention bed development. As depicted in Table A.2, the assumed availability of existing beds is deducted from the future bed requirements to define bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need to develop 1,183 new detention beds relative to projected year 2018 operational levels, and an additional 440 detention beds to meet projected needs through the year 2028.

Basis for Estimated Capital Costs

Capital costs associated with the accommodation of projected **baseline** incustody detention operations over the upcoming 20 year planning period must recognize the need for the correction of current deficiencies within existing facilities, as well as the development of new detention facility resources over time.

Existing Detention Resources:

In order to support their extended useful life a number of corrective measures have been identified to address current physical plant deficiencies within the Bob Wiley and Pretrial Facilities.

At the Bob Wiley Detention Facility these measures include the need to replace the below grade water utility distribution system, to re-roof the majority of the existing buildings, to upgrade video surveillance systems, and to upgrade the central HVAC (heating, ventilation and air conditioning) plant. At the Pretrial Facility there is the present need to upgrade select portions of the internal HVAC distribution system, to repair and/or replace the internal domestic hot water distribution system, to upgrade video surveillance systems, and to replace visiting area door access controls.

Beyond direct physical plant issues, a number of additional corrective measures have been identified at the Bob Wiley Detention Facility to address functional needs consistent with the continued operation of the facility at its current rated bed capacity. These measures, involving both interior renovation and limited facility expansion, include the need to address current inadequacies in kitchen and laundry storage, operational storage, staff locker capacity and inmate visitation capacity.

Capital costs associated with the corrective measures at the Bob Wiley and Pretrial Facilities, subject to detailed project-level analysis, are estimated to range between \$2,500,00 and \$3,500,000. For purposes of this study a mean cost value is assumed at \$3,000,000.

Although the Main Jail and the Men’s Correctional Facility are not assumed to represent long term detention facility resources, their continued operation over the short term can be expected to require select capital maintenance and repair measures related to critical physical plant issues.

At the Main Jail, this may include the need to address ongoing deficiencies in building utility services, elevator operations, roofing repair and select instances of building code non-compliance. At the Men’s Correctional Facility, the need may likely arise to repair/replace select building roofing and to continue to address, on a select basis, ongoing deficiencies pertaining to site-wide and internal utility distribution systems.

While extensive physical investment at the Main Jail and the Men’s Correctional Facility has not been assumed due to their limited useful life, an allowance is made of up to \$500,000 to address unavoidable maintenance and repair actions over the next two to three years.

New Detention Resources:

Capital costs associated with projected **baseline** bed requirement shortfalls over the future 20 year planning period have been estimated on the basis of the application of a facility development cost per bed factor to new bed requirements projected to occur by the year 2018 (1,183 beds), and by the year 2028 (440 additional beds).

A capital cost factor of \$175,000 per bed, expressed in terms of year 2008/2009 dollar value, has been assumed as the basis for estimating facility development costs on a system-wide level, inclusive of direct construction costs and project related expenses. Such expenses incorporate allowances for professional and project management fees, movable equipment and contingencies; but exclude expenses related to site acquisition and CEQA requirements.

The derivation of the capital cost factor of \$175,000 per bed has been predicated upon a survey of comparable detention facility costs throughout the nation, and within the State of California, with appropriate adjustments made to reflect the regional construction market impacting Tulare County. While the application of this system-wide cost per bed factor is subject to refinement for purposes of project specific construction cost analyses, its use within this benchmark capital cost model provides sufficient accuracy to support the cost/benefit evaluation of potential policy changes.

Basis for Estimating Operational Costs

Beyond capital costs to support existing facilities and those associated with new facility development, total 20 year incustody detention system costs must incorporate estimates of ongoing operational expenses. Based upon fiscal year 2007/2008 Detention Division budgetary data, an annual operational cost factor of \$19,222 per bed was derived based upon the current utilization of available detention beds (deducting 134 beds within the Pretrial Facility presently non-operational). This current annual cost factor addresses operating expenditures (less "all" revenues), and is attributable strictly to incustody detention operations, exclusive of the operations of the Day Reporting Center and the SWAP Program.

For purposes of this 20 year benchmark cost model, a current annual operational cost factor of \$20,000 per bed has been assumed, reflecting an augmentation by approximately 5 percent to account for an enhancement of annual allowances for ongoing facility preventive maintenance and repair. This factor is applied to both existing and new detention bed capacity levels in accordance with the appropriate number of years of operation over the 20 year planning period.

In order to establish a basis for the aggregation of annual operational costs over the planning timeframe, it was assumed that new facility development to meet mid-term bed requirements would occur by the year 2011, with further facility expansion to accommodate long-term requirements to occur by the year 2018. This assumption, strictly in support of the operational cost model, does not presume the availability of capital funding resources.

Capital and Operational Cost Assessment

Presented in Table A.3 are the results of the estimation of 20 year incustody detention capital and operational costs associated with the accommodation of **baseline** projections of ADP and bed requirements. Both capital costs (occurring at future points in time) and operational costs (aggregated annually over the planning timeframe) are expressed in "present value" terms reflecting year 2008/2009 dollar values.

**Table A.1
Status of Existing Facility Resources
Incustody Detention Operations
Tulare County**

| | Estimated Useful Life in Years | | | |
|---|--------------------------------|------------------------------------|-----------------------------------|-----------------------------------|
| | Main Jail Facility | Bob Wiley Detention Facility | Pretrial Detention Facility | Men's Correctional Facility |
| Minimum: | 1 - 3 | 5 - 7 | 5 - 7 | 0 - 0.5 |
| With routine preventive maintenance and minimal work to the building and building systems. | | | | |
| Moderate: | 3 - 6 | 8 - 15 | 8 - 15 | 1 - 3 |
| With preventive maintenance and component level corrective maintenance of an essential nature to the building and building systems. | | | | |
| Maximum: | 6 - 10 | 15 - 25 | 15 - 35 | 3 - 10 |
| With full preventive and corrective maintenance/renovation work of a significant nature to the building and building systems. | | | | |

Table A.2
Basis for New Baseline Bed Development
Incustody Detention Operations
Tulare County

| | Current 2007 | Baseline Projections | |
|--|--------------------|----------------------|--------------------|
| | | 2018 | 2028 |
| Projected Baseline ADP | 1,540 | 1,837 | 2,192 |
| Projected Baseline Bed Requirements¹ | 1,890 | 2,260 | 2,700 |
| Existing Bed Availability | 1,707 ² | 1,077 ³ | 1,077 ³ |
| Main Jail | (264) | (--) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men's Correctional Facility | (366) | (--) | (--) |
| Projected Bed Shortfall | 183 | 1,183 | 1,623 |
| New Beds to Develop Through 2018 | | 1,183 | |
| New Beds to Develop Through 2028 | | | 440 |

¹ Projected bed requirements result from the application of necessary peaking/segregation factors to projected ADP levels.

² Current bed availability reflects the CSA rated bed capacity of all existing facilities, inclusive of beds (134) within the Pretrial Facility not presently utilized.

³ Projected bed availability reflects the use of only the Bob Wiley and Pretrial Facilities as long term detention resources at their present CSA rated bed capacity.

Table A.3
Baseline 20 Year Capital and Operational Cost Analysis
Incustody Detention Operations
Tulare County

| | <u>Baseline Present Value Costs¹ (Year 2008/2009 Dollars)</u> |
|---|--|
| Existing Detention Resources² | |
| Capital Costs: | |
| Correction of Present Facility Deficiencies (Allowance for Bob Wiley and Pretrial Facilities) | \$3,000,000 |
| Correction of Critical Short-term Facility Deficiencies (Allowance for Main Jail and Men’s Correctional Facility) | \$500,000 |
| Subtotal (Capital Costs) | ----- \$3,500,000 |
| Operational Costs: | |
| Operation of 1,707 Existing Beds/Years 2008 - 2011 (Aggregated 3 Year Costs for All Facilities) | \$102,420,000 |
| Operation of 1,077 Existing Beds/Years 2011 - 2028 (Aggregated 17 Year Costs for Bob Wiley & Pretrial Facilities) | \$366,180,000 |
| Subtotal (Operational Costs) | ----- \$468,600,000 |
| Subtotal (Existing Detention Resources) | ----- \$472,100,000 |
| New Detention Resources³ | |
| Capital Costs: | |
| Development of 1,183 New Beds/Year 2011 (Year 2018 Requirements less Existing Bob Wiley and Pretrial Facilities) | \$207,025,000 |
| Development of 440 New Beds/Year 2018 (Year 2028 Requirements less Initial Expansion and Bob Wiley and Pretrial Facilities) | \$77,000,000 |
| Subtotal (Capital Costs) | ----- \$284,025,000 |

**Baseline
Present Value Costs¹
(Year 2008/2009 Dollars)**

Operational Costs:

| | |
|---|--------------------------|
| Operation of 1,183 New Beds/Years 2011 - 2028 (Aggregated 17 Year Costs for New Beds) | \$402,220,000 |
| Operation of 440 Existing Beds/Years 2018 - 2028 (Aggregated 10 Year Costs for New Beds) | \$88,000,000 |
| Subtotal (Operational Costs) | ----- \$490,220,000 |
| Subtotal (New Detention Resources) | ----- \$774,245,000 |
| Total (Existing and New Detention Resources) | ----- \$1,246,345,000 |

¹ Capital and operational costs reflect incustody detention operations exclusive of the Day Reporting Center and SWAP Program. Costs, expressed in “present-value” terms, assume that rates of inflation over the overall 20 year planning timeframe, in aggregate, will be equivalent to the long term rates of return of a fixed amount of currently invested money.

² Capital and operational costs reflect the continued use of the Bob Wiley and Pretrial Facilities over the entire 20 year period, with only short-term use (assumed through the year 2011) of the Main Jail and Men’s Correctional Facility.

³ Capital and operational costs reflect the assumed development of 1,183 new detention beds by the year 2011 and an additional 440 new beds by the year 2018.

Appendix B
Adjusted Incustody Detention Cost Assessment

Appendix B Adjusted Incustody Detention Cost Assessment

Preface

Presented in this appendix are the results of an assessment of estimated 20 year incustody detention capital and operational costs associated with the accommodation of **adjusted** projections of ADP and bed requirements.

Purpose:

The estimation of long term costs to accommodate the **adjusted** projection of incustody detention operational levels is intended to support the cost evaluation of potential policy changes, such as changes to currently available alternatives to incarceration.

Methodology:

In order to assess the extent of long term capital and operational costs, projected baseline ADP levels, as adjusted, were converted to bed requirements (inclusive of peaking/segregation factors) with assumptions made with regard to the viability for the continued use of existing detention facilities over the 20 year planning timeframe. Bed requirement shortfalls were then determined at the years 2018 and 2028 to establish **adjusted** new bed development levels.

Estimates of capital costs were prepared to reflect allowances for the correction of current deficiencies within existing facilities, and to support the development of new facility resources to accommodate projected future bed requirement shortfalls. In this latter case, capital costs were based upon assumed facility development costs per bed factors applied on a system-wide basis.

Estimates of ongoing operational costs were based upon current Detention Division operating budget data, converted to an annual cost per bed factor. This factor was applied to projected bed levels with operational costs aggregated, as appropriate, over the 20 year planning period.

For purposes of the adjusted, and the previously referenced baseline cost model, both future capital costs and aggregated operational cost estimates are expressed in “present value” terms reflecting year 2008/2009 dollar values.

Status of Existing Detention Facility Resources

At present, incustody detention operations in Tulare County are supported by the following four detention facilities.

- The Main Jail Facility
- The Bob Wiley Detention Facility

- The Pretrial Facility
- The Men's Correctional Facility

While the Bob Wiley and Pretrial Facilities are relatively new (built within the last two decades), the Main Jail is now 47 years old and the majority of buildings at the Men's Correctional Center date back to 1941.

Based upon the results of facility status questionnaires and discussions with County and Sheriff's staff representatives, an assessment was made of the estimated useful life of each existing detention facility, as summarized in Table B.1.

Consistent with their age and present conditions, both the Bob Wiley and Pretrial Facilities can be expected to maintain a useful life over the 20 year planning timeframe with the correction of current physical deficiencies and proper ongoing preventive and corrective maintenance. Conversely, the Main Jail and the Men's Correctional Facilities present a limited useful life, at best over a future 6 to 10 year period. This "maximum" useful life would be predicated upon extensive to wholesale facility rehabilitation at costs approaching new construction.

For purposes of this needs assessment, long term detention facility resources are therefore assumed to be limited to the Bob Wiley and Pretrial Facilities.

Basis for New Detention Bed Development

Adjusted ADP capacities have been projected to increase from a current (year 2007) level of 1,522 to 1,815 at the year 2018, and to 2,164 by the year 2028. With the application of necessary peaking/segregation factors, resultant **adjusted** detention bed requirements are projected to increase from 1,858 to 2,220 at the year 2018, and to 2,655 by the year 2028.

This bed requirement data has served as a basis for the determination of needs for future **adjusted** detention bed development. As depicted in Table B.2, the assumed availability of existing beds is deducted from the future bed requirements to define bed shortfalls over the 20 year planning timeframe. These shortfalls indicate a need to develop 1,143 new detention beds relative to projected year 2018 operational levels, and an additional 435 detention beds to meet projected needs through the year 2028.

Basis for Estimated Capital Costs

Capital costs associated with the accommodation of projected **adjusted** incustody detention operations over the upcoming 20 year planning period must recognize the need for the correction of current deficiencies within existing facilities, as well as the development of new detention facility resources over time.

Existing Detention Resources:

In order to support their extended useful life a number of corrective measures have been identified to address current physical plant deficiencies within the Bob Wiley and Pretrial Facilities.

At the Bob Wiley Detention Facility these measures include the need to replace the below grade water utility distribution system, to re-roof the majority of the existing buildings, to upgrade video surveillance systems, and to upgrade the central HVAC (heating, ventilation and air conditioning) plant. At the Pretrial Facility there is the present need to upgrade select portions of the internal HVAC distribution system, to repair and/or replace the internal domestic hot water distribution system, to upgrade video surveillance systems, and to replace visiting area door access controls.

Beyond direct physical plant issues, a number of additional corrective measures have been identified at the Bob Wiley Detention Facility to address functional needs consistent with the continued operation of the facility at its current rated bed capacity. These measures, involving both interior renovation and limited facility expansion, include the need to address current inadequacies in kitchen and laundry storage, operational storage, staff locker capacity and inmate visitation capacity.

Capital costs associated with the corrective measures at the Bob Wiley and Pretrial Facilities, subject to detailed project-level analysis, are estimated to range between \$2,500,00 and \$3,500,000. For purposes of this study a mean cost value is assumed at \$3,000,000.

Although the Main Jail and the Men's Correctional Facility are not assumed to represent long term detention facility resources, their continued operation over the short term can be expected to require select capital maintenance and repair measures related to critical physical plant issues.

At the Main Jail, this may include the need to address ongoing deficiencies in building utility services, elevator operations, roofing repair and select instances of building code non-compliance. At the Men's Correctional Facility, the need may likely arise to repair/replace select building roofing and to continue to address, on a select basis, ongoing deficiencies pertaining to site-wide and internal utility distribution systems.

While extensive physical investment at the Main Jail and the Men's Correctional Facility has not been assumed due to their limited useful life, an allowance is made of up to \$500,000 to address unavoidable maintenance and repair actions over the next two to three years.

New Detention Resources:

Capital costs associated with projected **adjusted** bed requirement shortfalls over the future 20 year planning period have been estimated on the basis of the application of a facility development cost per bed factor to new bed requirements projected to occur by the year 2018 (1,143 beds), and by the year 2028 (435 additional beds).

A capital cost factor of \$175,000 per bed, expressed in terms of year 2008/2009 dollar value, has been assumed as the basis for estimating facility development costs on a system-wide level, inclusive of direct construction costs and project related expenses. Such expenses incorporate allowances for professional and project management fees, movable equipment and contingencies; but exclude expenses related to site acquisition and CEQA requirements.

The derivation of the capital cost factor of \$175,000 per bed has been predicated upon a survey of comparable detention facility costs throughout the nation, and within the State of California, with appropriate adjustments made to reflect the regional construction market impacting Tulare County. While the application of this system-wide cost per bed factor is subject to refinement for purposes of project specific construction cost analyses, its use within this benchmark capital cost model provides sufficient accuracy to support the cost/benefit evaluation of potential policy changes.

Basis for Estimating Operational Costs

Beyond capital costs to support existing facilities and those associated with new facility development, total 20 year incustody detention system costs must incorporate estimates of ongoing operational expenses. Based upon fiscal year 2007/2008 Detention Division budgetary data, an annual operational cost factor of \$20,200 per bed was derived based upon the current utilization of available detention beds (deducting 134 beds within the Pretrial Facility presently non-operational). This current annual cost factor addresses operating expenditures (less all revenues except those no longer assumed with respect to State contracted beds). The cost factors are, as in the case of the baseline cost analysis, attributable strictly to incustody detention operations, exclusive of the operations of the Day Reporting Center and the SWAP Program.

For purposes of this 20 year **adjusted** cost model, a current annual operational cost factor of \$21,000 per bed has been assumed, reflecting an augmentation by approximately 5 percent to account for an enhancement of annual allowances for ongoing facility preventive maintenance and repair. This factor is applied to both existing and new detention bed capacity levels in accordance with the appropriate number of years of operation over the 20 year planning period.

In order to establish a basis for the aggregation of annual operational costs over the planning timeframe, it was assumed that new facility development to meet mid-term bed requirements would occur by the year 2011, with further facility expansion to accommodate long-term requirements to occur by the year 2018. This assumption, strictly in support of the operational cost model, does not presume the availability of capital funding resources.

Capital and Operational Cost Assessment

Presented in Table B.3 are the results of the estimation of 20 year incustody detention capital and operational costs associated with the accommodation of **adjusted** projections of ADP and bed requirements. Both capital costs (occurring at future points in time) and operational costs (aggregated annually over the planning timeframe) are expressed in “present value” terms reflecting year 2008/2009 dollar values.

**Table B.1
Status of Existing Facility Resources
Incustody Detention Operations
Tulare County**

| | Estimated Useful Life in Years | | | |
|---|--------------------------------|------------------------------------|-----------------------------------|-----------------------------------|
| | Main Jail Facility | Bob Wiley Detention Facility | Pretrial Detention Facility | Men's Correctional Facility |
| Minimum: | 1 - 3 | 5 - 7 | 5 - 7 | 0 - 0.5 |
| With routine preventive maintenance and minimal work to the building and building systems. | | | | |
| Moderate: | 3 - 6 | 8 - 15 | 8 - 15 | 1 - 3 |
| With preventive maintenance and component level corrective maintenance of an essential nature to the building and building systems. | | | | |
| Maximum: | 6 - 10 | 15 - 25 | 15 - 35 | 3 - 10 |
| With full preventive and corrective maintenance/renovation work of a significant nature to the building and building systems. | | | | |

Table B.2
Basis for New Adjusted Bed Development
Incustody Detention Operations
Tulare County

| | Current 2007 | Adjusted Projections | |
|--|--------------------|----------------------|--------------------|
| | | 2018 | 2028 |
| Adjusted ADP Projections | 1,522 | 1,815 | 2,164 |
| Adjusted Bed Requirements¹ | 1,858 | 2,220 | 2,655 |
| Existing Bed Availability | 1,707 ² | 1,077 ³ | 1,077 ³ |
| Main Jail | (264) | (--) | (--) |
| Bob Wiley Detention Facility | (693) | (693) | (693) |
| Pretrial Facility | (384) | (384) | (384) |
| Men's Correctional Facility | (366) | (--) | (--) |
| Projected Bed Shortfall | 151 | 1,143 | 1,578 |
| New Beds to Develop Through 2018 | | 1,143 | |
| New Beds to Develop Through 2028 | | | 435 |

¹ Projected bed requirements result from the application of necessary peaking/segregation factors to projected ADP levels.

² Current bed availability reflects the CSA rated bed capacity of all existing facilities, inclusive of beds (134) within the Pretrial Facility not presently utilized.

³ Projected bed availability reflects the use of only the Bob Wiley and Pretrial Facilities as long term detention resources at their present CSA rated bed capacity.

Table B.3
Adjusted 20 Year Capital and Operational Cost Analysis
Incustody Detention Operations
Tulare County

| | <u>Adjusted Present Value Costs¹ (Year 2008/2009 Dollars)</u> |
|---|--|
| Existing Detention Resources² | |
| Capital Costs: | |
| Correction of Present Facility Deficiencies (Allowance for Bob Wiley and Pretrial Facilities) | \$3,000,000 |
| Correction of Critical Short-term Facility Deficiencies (Allowance for Main Jail and Men’s Correctional Facility) | \$500,000 |
| Subtotal (Capital Costs) | ----- \$3,500,000 |
| Operational Costs: | |
| Operation of 1,707 Existing Beds/Years 2008 - 2011 (Aggregated 3 Year Costs for All Facilities) | \$107,541,000 |
| Operation of 1,077 Existing Beds/Years 2011 - 2028 (Aggregated 17 Year Costs for Bob Wiley & Pretrial Facilities) | \$384,489,000 |
| Subtotal (Operational Costs) | ----- \$492,030,000 |
| Subtotal (Existing Detention Resources) | ----- \$495,530,000 |
| New Detention Resources³ | |
| Capital Costs: | |
| Development of 1,143 New Beds/Year 2011 (Year 2018 Requirements less Existing Bob Wiley and Pretrial Facilities) | \$200,025,000 |
| Development of 435 New Beds/Year 2018 (Year 2028 Requirements less Initial Expansion and Bob Wiley and Pretrial Facilities) | \$76,125,000 |
| Subtotal (Capital Costs) | ----- \$276,150,000 |

**Adjusted
Present Value Costs¹
(Year 2008/2009 Dollars)**

Operational Costs:

| | |
|---|--------------------------|
| Operation of 1,143 New Beds/Years 2011 - 2028 (Aggregated 17 Year Costs for New Beds) | \$408,051,000 |
| Operation of 435 Existing Beds/Years 2018 - 2028 (Aggregated 10 Year Costs for New Beds) | \$91,350,000 |
| Subtotal (Operational Costs) | ----- \$499,401,000 |
| Subtotal (New Detention Resources) | ----- \$775,551,000 |
| Total (Existing and New Detention Resources) | ----- \$1,271,081,000 |

¹ Capital and operational costs reflect incustody detention operations exclusive of the Day Reporting Center and SWAP Program. Costs, expressed in “present-value” terms, assume that rates of inflation over the overall 20 year planning timeframe, in aggregate, will be equivalent to the long term rates of return of a fixed amount of currently invested money.

² Capital and operational costs reflect the continued use of the Bob Wiley and Pretrial Facilities over the entire 20 year period, with only short-term use (assumed through the year 2011) of the Main Jail and Men’s Correctional Facility.

³ Capital and operational costs reflect the assumed development of 1,143 new detention beds by the year 2011 and an additional 435 new beds by the year 2018.

Appendix C
System Wide Operational Parameters

Appendix C

System Wide Operational Parameters

Preface

Presented in this appendix is a description of the anticipated approach to the conduct of detention operations in Tulare County within the framework of the master plan for future adult detention facility development.

Operational Overview

The planned configuration of both existing and new detention resources is based upon the accommodation of projected inmate populations within properly planned facilities consistent with the achievement of a maximum degree of long term operational efficiency. This fundamental goal will be supported by a number of key operational objectives.

- The continued use and development of detention facilities to accommodate the various security levels of the system wide inmate population within a physical environment consistent with appropriate confinement requirements.
- The continued use and development of clustered detention facilities, subject to other locational objectives, which provide economies of scale with respect to both space utilization and jail operations.
- The continued use and development of detention facilities supported, where feasible, by common system wide operational and support services.

Specific Housing Parameters

The inmate housing components of each adult detention facility within Tulare County constitute the most important function within the jail from the perspective of the proportion of overall space consumed, the attitudes it produces in inmates and staff, and the ability of the detention facility to operate efficiently and in a secure manner.

The fundamental operational requirements of inmate housing focus on the provision of a secure and healthful living environment for the inmate, the provision of a safe working environment for staff, and the provision of opportunities to the incarcerated population to cost effectively access and benefit from available inmate programs and services. These requirements will be supported by the following facility planning and operational parameters.

- The configuration of inmate housing within a series of manageable units, or modules, allowing for the separation of subsets of the inmate population in accordance with housing classification, security level and special needs criteria.
- The provision of a range of living space and cell types specific to individual housing modules, consistent with both security levels and behavioral considerations.

- ❑ The application of a unit management concept involving, where appropriate, a direct supervision mode of operation during active shifts, with provisions on a select basis to provide supervision of multiple units over inactive shifts.
- ❑ The provision of appropriate ancillary space within or adjacent to individual housing modules to allow program and service delivery to the inmate population at the housing module, thus minimizing the need for escorted inmate movement outside of the module.

Specific Operational Parameters

To support secure, functionally appropriate and cost effective detention facility operations, a proper balance must be achieved between a centralized and decentralized approach to the delivery of programs and services both within each facility, and on a system wide basis.

The appropriate approach to program and service delivery will to some degree vary with respect to higher and to lower security level housing units. On a system wide basis, variations will also occur where opportunities are available to provide services and operational support capabilities at one location which can serve the needs of multiple facilities. In this case, consolidated food preparation, laundry processing, staff training, central maintenance shop, and bulk operational storage functions would be located at the planned new Correctional Facility. System wide inpatient medical care operations, expanded to address future needs, would continue to be located at the Pretrial Detention Facility.

As a framework for facility master planning, a system wide profile is presented in Table C.1 which defines operational parameters applicable to both existing and new detention facilities within Tulare County.

In Table C.1, indication is made where system wide support services are anticipated, and in which case programs, services and support operations will occur within each facility. Indication is also made of the planned mode of program and service delivery, either centrally **(C)** or in a decentralized manner **(D)**.

**Table C.1
Operational Profile by Facility
Tulare County**

| | Existing Bob Wiley Facility | Expanded Pretrial Facility | New South Co. Facility | New Correctional Facility | System Wide | Off Site |
|--------------------------------------|-----------------------------|----------------------------|------------------------|---------------------------|-------------|----------|
| Management and Staff Services | | | | | | |
| Division Administration | | | | | C | C |
| Facility Administration | C | C | C | C | | |
| Lobby Reception | C | C | C | C | | |
| Shift Command | C | C | C | C | | |
| Shift Supervision | C | C | C | C | | |
| Central Control | C | C | C | C | | |
| Staff Briefing | C | C | C | C | | |
| Staff Training | C | C | C | C | C | |
| Employee Facilities | C | C | C | C | | |
| Inmate Programs and Services | | | | | | |
| Program Coordination | | | | C | C | |
| Educational Programs | D | D | D | C/D | | |
| Vocational Programs | | | | C/D | | |
| Religious Programs | D | D | D | D | | |
| Counseling Programs | D | D | D | D | | |
| Legal Library Services | D | D | D | D | | |
| Recreational Library Services | D | D | D | D | | |
| Outdoor Recreation | D | D | D | D | | |
| Commissary Services | D | D | D | D | | |
| Commissary Storage/Preparation | | | | | C | C |
| Personal Visitation | D | D | D | C/D | | |
| Attorney Visitation | C/D | C/D | C/D | C/D | | |

Table C.1 (Continued)

| | Existing Bob Wiley Facility | Expanded Pretrial Facility | New South Co. Facility | New Correctional Facility | System Wide | Off Site |
|---------------------------------------|-----------------------------|----------------------------|------------------------|---------------------------|-------------|----------|
| Medical/Mental Health Services | | | | | | |
| M/MH Screening (Bookings) | | C | C | | | |
| M/MH Screening (Transfers) | C | C | C | C | | |
| Inpatient Care | | C | | | C | C |
| Outpatient Care | C | C | C | C | | C |
| Sick Call/Medications | D | D | D | D | | |
| Inmate Processing | | | | | | |
| Booking Operations | | C | C | | | |
| Release Operations | C | C | C | C | | |
| Transfer Operations | C | C | C | C | | |
| Court Movement Operations | C | C | C | C | | |
| Inmate Property Storage | C | C | C | C | | |
| Operational Support | | | | | | |
| Food Preparation | | | | C | C | |
| Food Assembly | C | C | C | C | | |
| Inmate Dining | D | D | D | D | | |
| Laundry Processing | | | | C | C | |
| Laundry Storage | | | | C | C | |
| Clothing/Bedding Exchange | D | D | D | D | | |
| Maintenance Operations | C | C | C | C | C | |
| Short-term Storage | C | C | C | C | | |
| Long-term Storage | | | | C | C | |

C Centralized Service Delivery Mode

D Decentralized Service Delivery Mode

Appendix D
Distribution of Master Plan Bed Requirements

Appendix D Distribution of Master Plan Bed Requirements

Preface

Presented in this appendix are the results of an assessment of projected bed requirements relative to location and housing type. This assessment serves as the basis for the master plan for future adult detention facility development.

Bed Distribution by Classification

Documented in Table D.1 is a distribution of master plan detention bed requirements according to major security/classification categories, with distinction made between estimated proportions of bed requirements associated with pretrial and sentenced jail populations. Bed requirements are accounted for by gender, consistent with projected ADP levels at the year 2018 and the year 2028.

Based upon an extension of current patterns of pretrial and sentenced bed usage, adjusted to reflect the impact of policy and program changes, it is estimated that a total of 1,186 pretrial and 1,034 sentenced beds will be required by the year 2018. This is projected to increase to 1,419 pretrial and 1,236 sentenced beds required by the year 2028.

At both future points in time, up to 67 percent of the bed requirements are estimated to fall within a maximum/medium/special use category (inclusive of special needs, administrative segregation and gang affiliation sub-categories). These beds would be accompanied within a maximum security facility envelope and entail the provision of single occupancy, double occupancy, and possibly, a lesser quantity of multiple occupancy cells.

Approximately 33 percent of the projected bed requirements are estimated to fall within general medium and minimum security categories. These beds would be encompassed within an overall maximum/medium security (complex-wide) envelope and entail, for the most part, the provision of multiple occupancy/dormitory living spaces.

Bed Allocation by Facility

Documented in Tables D.2 and D.3, respectively for the years 2018 and 2028, is an allocation of projected master plan detention bed requirements by facility. Bed requirements are accounted for with respect to existing (and expanded) facilities, as well as with respect to planned new facilities.

A description is provided below, for purposes of system wide master planning, of the anticipated usage, and associated bed capacity, of each detention facility.

Existing Bob Wiley Detention Facility:

Of the current rated capacity of 693 beds at this facility, 613 exist within a celled configuration with the remaining 80 beds provided within a dormitory environment. It is planned that these latter beds be reserved for minimum security sentenced workers supporting this facility, as well as the adjacent Pretrial Detention Facility.

With respect to the 613 celled beds, priority is given to the accommodation of the higher security level pretrial inmate population, not otherwise housed within the expanded Pretrial and the new South County Detention Facilities. At the year 2018, this would involve the allocation of 452 pretrial beds, with the remaining 161 beds allocated to higher security level sentenced inmates. At the year 2028, all celled beds at the Bob Wiley Detention Facility would be consumed by the higher security level pretrial population.

Expanded Pretrial Detention Facility:

At present, this facility maintains a rated capacity of 384 beds, all within a celled configuration. Consistent with its initial design, expansion of the Pretrial Detention Facility is planned to entail the addition of 200 beds configured within single occupancy cells.

The Pretrial Detention Facility will constitute the primary point of initial booking within Tulare County, with direct access provided to in-building court operations. Consequently, at both year 2018 and 2028, the entire expanded capacity of 584 beds at this facility would appropriately accommodate higher security level pretrial inmates.

New South County Detention Facility:

A new facility is planned to provide access to booking operations and to primarily accommodate, in its initial phase of development, a subset of the system wide pretrial population consistent with the southern portion of Tulare County.

At the year 2018, a pretrial capacity requirement at this facility is estimated at 150 beds, to be configured within a celled environment.¹ An additional 50 beds are planned, in a multiple occupancy cell or dormitory environment, to accommodate sentenced inmate workers and other sentenced inmates which, by circumstance, require short term accommodation at this location. This would result in a total initial development capacity of 200 beds at the new South County Detention Facility.

At the year 2028, a projected pretrial capacity requirement, again consistent with assumed south county demand, is estimated at 190 beds.¹ Given projected system wide needs for pretrial beds, however, an additional 32 pretrial beds are planned at this facility at the year 2028. The sentenced bed capacity at the South County Detention Facility is planned to increase

¹ Based upon the proportion of total County population associated with the Porterville Sheriff's Patrol Service Area, it is estimated that 12.69 percent of the projected year 2018 pretrial bed requirement will reflect south county demand. At the year 2028, it is estimated that 13.42 percent of the projected pretrial bed requirement will reflect south county demand.

by the year 2028, to a level of 128, resulting in a total long term development capacity of 350 beds.

New Correctional Facility:

A new facility is planned to accommodate the majority of sentenced inmates within Tulare County, with the exception of those housed at the Bob Wiley and South County Detention Facilities. Given its sentenced population, this facility will support the provision of a number of system wide support elements including centralized food preparation and laundry services.

Within the new Correctional Facility, approximately 40 percent of the required bed capacity would ultimately be provided within a celled configuration to accommodate sentenced needs for maximum security, (high) medium security and special classification housing. The remainder of the required bed capacity at this facility, however, would be accommodated within a general medium/minimum security environment involving the provision of beds within a multiple occupancy cell/dormitory configuration.

At the year 2018, a projected sentenced capacity requirement for the new Correctional Facility is estimated at 743 beds. By the year 2028, this requirement is estimated to increase to 1,028 beds.

**Table D.1
Master Plan Bed Distribution by Classification
Tulare County**

| | Current (2007) | | | | | | Year 2018 | | | | | | Year 2028 | | | | | |
|------------------------------|----------------|------------|-----------|------------|-------|--------------|-----------|--------------|-----------|--------------|-------|--------------|-----------|--------------|-----------|--------------|-------|--------------|
| | Pretrial | | Sentenced | | Total | | Pretrial | | Sentenced | | Total | | Pretrial | | Sentenced | | Total | |
| | % | Beds | % | Beds | % | Beds | % | Beds | % | Beds | % | Beds | % | Beds | % | Beds | % | Beds |
| Male Population | | | | | | | | | | | | | | | | | | |
| Max./Med./Spec. ¹ | 100 | 872 | 30 | 228 | 67 | 1,100 | 100 | 1,018 | 30 | 269 | 67 | 1,287 | 100 | 1,195 | 30 | 316 | 67 | 1,511 |
| Medium | -- | -- | 47 | 361 | 22 | 361 | -- | -- | 47 | 422 | 22 | 422 | -- | -- | 47 | 496 | 22 | 496 |
| Minimum | -- | -- | 23 | 181 | 11 | 181 | -- | -- | 23 | 211 | 11 | 211 | -- | -- | 23 | 248 | 11 | 248 |
| | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- |
| Subtotal | | 872 | | 770 | | 1,642 | | 1,018 | | 902 | | 1,920 | | 1,195 | | 1,060 | | 2,255 |
| | | (@53%) | | (@47%) | | (@88%) | | (@53%) | | (@47%) | | (@87%) | | (@53%) | | (@47%) | | (@85%) |
| Female Population | | | | | | | | | | | | | | | | | | |
| Max./Med./Spec. ¹ | 100 | 122 | 17 | 16 | 64 | 138 | 100 | 168 | 17 | 24 | 64 | 192 | 100 | 224 | 17 | 32 | 64 | 256 |
| Medium | -- | -- | 55 | 52 | 24 | 52 | -- | -- | 55 | 72 | 24 | 72 | -- | -- | 55 | 96 | 24 | 96 |
| Minimum | -- | -- | 28 | 26 | 12 | 26 | -- | -- | 28 | 36 | 12 | 36 | -- | -- | 28 | 48 | 12 | 48 |
| | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- |
| Subtotal | | 122 | | 94 | | 216 | | 168 | | 132 | | 300 | | 224 | | 176 | | 400 |
| | | (@56%) | | (@44%) | | (@12%) | | (@56%) | | (@44%) | | (@13%) | | (@56%) | | (@44%) | | (@15%) |
| Total Population | | | | | | | | | | | | | | | | | | |
| Max./Med./Spec. ¹ | 100 | 994 | 30 | 244 | 67 | 1,238 | 100 | 1,186 | 30 | 293 | 67 | 1,479 | 100 | 1,419 | 28 | 348 | 67 | 1,767 |
| Medium | -- | -- | 48 | 413 | 22 | 413 | -- | -- | 48 | 494 | 22 | 494 | -- | -- | 48 | 592 | 22 | 592 |
| Minimum | -- | -- | 24 | 207 | 11 | 207 | -- | -- | 24 | 247 | 11 | 247 | -- | -- | 24 | 296 | 11 | 296 |
| | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- | | ----- |
| Total | | 994 | | 864 | | 1,858 | | 1,186 | | 1,034 | | 2,220 | | 1,419 | | 1,236 | | 2,655 |
| | | (@53%) | | (@47%) | | | | (@53%) | | (@47%) | | | | (@53%) | | (@47%) | | |

¹ incorporates Maximum Security, Medium Security (high level), Special Needs, Administrative Segregation and Gang Affiliation.

**Table D.2
Master Plan Bed Allocation by Facility (2018)
Tulare County**

| | By Year 2018 | | | | |
|-----------------------------|---|--|---|---------------------------------|--------------|
| | Existing Bob Wiley Detention Facility | Expanded Pretrial Detention Facility | New South County Detention Facility | New Correctional Facility | Total |
| Pretrial Population | | | | | |
| Max./Med./Special Beds | 452 | 584 | 150 | -- | 1,186 |
| Medium Beds | -- | -- | -- | -- | -- |
| Minimum Beds | -- | -- | -- | -- | -- |
| | ----- | ----- | ----- | ----- | ----- |
| Subtotal Beds | 452 | 584 | 150 | -- | 1,186 |
| Sentenced Population | | | | | |
| Max./Med./Special Beds | 161 | -- | -- | 132 | 293 |
| Medium Beds | -- | -- | -- | 494 | 494 |
| Minimum Beds | 80 | -- | 50 | 117 | 247 |
| | ----- | ----- | ----- | ----- | ----- |
| Subtotal Beds | 241 | -- | 50 | 743 | 1,034 |
| Total Population | | | | | |
| Max./Med./Special Beds | 613 | 584 | 150 | 132 | 1,479 |
| Medium Beds | -- | -- | -- | 494 | 494 |
| Minimum Beds | 80 | -- | 50 | 117 | 247 |
| | ----- | ----- | ----- | ----- | ----- |
| Total Beds | 693 | 584 | 200 | 743 | 2,220 |
| Existing Beds | 693 | 384 | -- | -- | 1,077 |
| New Beds | -- | 200 | 200 | 743 | 1,143 |

**Table D.3
Master Plan Bed Allocation by Facility (2028)
Tulare County**

| | By Year 2028 | | | | Total |
|-----------------------------|---|--|---|---------------------------------|--------------|
| | Existing Bob Wiley Detention Facility | Expanded Pretrial Detention Facility | New South County Detention Facility | New Correctional Facility | |
| Pretrial Population | | | | | |
| Max./Med./Special Beds | 613 | 584 | 222 | -- | 1,419 |
| Medium Beds | -- | -- | -- | -- | -- |
| Minimum Beds | -- | -- | -- | -- | -- |
| | ----- | ----- | ----- | ----- | ----- |
| Subtotal Beds | 613 | 584 | 222 | -- | 1,419 |
| Sentenced Population | | | | | |
| Max./Med./Special Beds | -- | -- | 28 | 320 | 348 |
| Medium Beds | -- | -- | 50 | 542 | 592 |
| Minimum Beds | 80 | -- | 50 | 166 | 296 |
| | ----- | ----- | ----- | ----- | ----- |
| Subtotal Beds | 80 | -- | 128 | 1,028 | 1,236 |
| Total Population | | | | | |
| Max./Med./Special Beds | 613 | 584 | 250 | 320 | 1,767 |
| Medium Beds | -- | -- | 50 | 542 | 592 |
| Minimum Beds | 80 | -- | 50 | 166 | 296 |
| | ----- | ----- | ----- | ----- | ----- |
| Total Beds | 693 | 584 | 350 | 1,028 | 2,655 |
| Existing Beds | 693 | 384 | -- | -- | 1,077 |
| New Beds | -- | 200 | 350 | 1,028 | 1,578 |

Appendix E
Initial Project Preliminary Staffing Assessment

Appendix E Initial Project Preliminary Staffing Assessment

Preface

Presented in this appendix are the results of a preliminary assessment of the probable staffing associated with the initial development phase of the new South County Detention Facility.

Basis for Staffing Assessment

The assessment of staffing implications at a master planning level of analysis must be viewed as preliminary in nature and subject to refinement in conjunction with detailed space programming and subsequent architectural design. For purposes of this study, initial staffing needs at the new South County Detention Facility have been estimated on the basis of the following assumptions.

- An initial housing capacity of 200 beds, primarily pretrial, within four modules of approximately 50 beds each, managed under a direct mode of staff supervision.
- An initial intake volume of up to 4,000 bookings per year, in conjunction with associated release, court movement and transfer operations.
- A decentralized approach to the delivery of on-site programs and services, minimizing the need for inmate movement outside of the housing component.
- An independent mode of operation, with the exception of the availability of select system wide support services (food preparation, laundry processing, inpatient medical care, bulk storage and maintenance services).

Summary of Staffing Implications

Presented in Table E.1 is an accounting of estimated staffing associated with the initial development phase of the new South County Detention Facility. Individual positions are identified according to assumed job assignment and shift coverage, with the estimated quantity of both post and budgeted positions identified in total, and by principal detention function.

A total of 35 post positions, over multiple shifts, are estimated as an initial occupancy staffing requirement. This would translate into approximately 75 budgeted positions, with appropriate allowances for benefit/relief factors and, where applicable, shift coverage factors to accommodate 7 day per week operations.

**Table E.1
Preliminary Staffing Assessment
New South County Detention Facility**

| | Days/ Week | Hours/ Shift | Day Shift | Night Shift | Post Positions | Budgeted Positions |
|---|---------------|-----------------|--------------|----------------|-------------------|-----------------------|
| Administration and Support | | | | | | |
| Facility Lieutenant | 5 | 8 | 1 | -- | 1 | 1.0 |
| Administrative Sergeant | 7 | 12 | -- | 1 | 1 | 2.6 |
| Office Assistant | 5 | 8 | 1 | -- | 1 | 1.0 |
| Account Clerk | 5 | 8 | 1 | -- | 1 | 1.0 |
| Program Assistant | 5 | 8 | 1 | -- | 1 | 1.0 |
| Operations Clerk | 7 | 8 | 1 | -- | 1 | 1.6 |
| Cook | 7 | 8 | 1 | -- | 1 | 1.6 |
| Maintenance Worker | 5 | 8 | 1 | -- | 1 | 1.0 |
| | | | ----- | ----- | ----- | ----- |
| Subtotal | | | 7 | 1 | 8 | 10.8 |
| Security and Escort | | | | | | |
| Central Control Officer | 7 | 12 | 1 | 1 | 2 | 5.0 |
| Control/Escort Officer | 7 | 12 | 2 | 1 | 3 | 7.5 |
| Lobby/Visitation Officer | 7 | 12 | 1 | -- | 1 | 2.5 |
| | | | ----- | ----- | ----- | ----- |
| Subtotal | | | 4 | 2 | 6 | 15.0 |
| Inmate Housing | | | | | | |
| Housing Sergeant | 7 | 12 | 1 | 1 | 2 | 5.2 |
| Module Officer | 7 | 12 | 4 | 4 | 8 | 20.0 |
| Roving Officer | 7 | 12 | 2 | 2 | 4 | 10.0 |
| | | | ----- | ----- | ----- | ----- |
| Subtotal | | | 7 | 7 | 14 | 35.2 |
| Inmate Processing and Transportation | | | | | | |
| Processing Sergeant | 7 | 12 | 1 | -- | 1 | 2.6 |
| Processing Officer | 7 | 12 | 1 | 2 | 3 | 7.5 |
| Transport Officer | 5 | 8 | 2 | -- | 2 | 2.4 |
| | | | ----- | ----- | ----- | ----- |
| Subtotal | | | 4 | 2 | 6 | 12.5 |

(Table continues on following page)

Table E.1 (Continued)

| | Days/ Week | Hours/ Shift | Day Shift | Night Shift | Post Positions | Budgeted Positions |
|------------------------------|---------------|-----------------|--------------|----------------|-------------------|-----------------------|
| Medical/Mental Health | | | | | | |
| Correctional Nurse | 7 | 8 | 1 | -- | 1 | 1.7 |
| | | | ----- | ----- | ----- | ----- |
| Subtotal | | | 1 | -- | 1 | 1.7 |
| | | | ----- | ----- | ----- | ----- |
| Total | | | 23 | 12 | 35 | 75.2 |

Appendix F
Initial Project Capital Cost Estimate

Appendix F Initial Project Capital Cost Estimate

Preface

Presented in this appendix are the results of a preliminary assessment of probable capital costs associated with the initial development phase of the new South County Detention Facility.

Basis for Capital Cost Assessment

An assessment has been made, at a master planning level of analysis, of probable capital costs for the new South County Detention Facility based upon the following assumptions.

- ❑ The initial development phase of the project, as described in detail within Section Nine of this report, to entail the construction of a 200 bed maximum security facility on an unspecified site in the southern region of Tulare County, (predicated upon the low density pre-design project development concept presented in Section Nine).
- ❑ The construction of a facility of approximately 80,000 GSF (gross square feet) of which 48,000 GSF is related to inmate housing functions, and 32,000 GSF is associated with inmate processing, administrative and employee services, program services and operational support functions.
- ❑ The development of approximately 260,000 SF (square feet) of site area inclusive of the building pad, paved surfaces, fencing and gates, on site utilities, and general landscaping.

Summary of Estimated Capital Costs

An estimate of direct project construction and site development costs has been prepared by Don Todd Associates, Inc. and is documented in this appendix. Supplemental project-related expenses and design and construction contingencies are also accounted for, with total estimated capital costs for the initial phase of the new South County Detention Facility summarized below.

Direct Construction and Site Development Costs:

Based upon the defined pre-design scope of the project, and comparable facilities of a similar nature, direct construction and site development costs are estimated at approximately \$28,000,000.

Project-related Expenses:

Expenses related to the development of the project are estimated at a factor of 30 percent of the direct construction and site development costs and equate to approximately \$8,400,000. These expenses reflect professional services and project management fees, county administrative costs, movable equipment costs and allowances for permits, inspection and material testing.

Design Contingency:

As the definition of the scope of the project is conceptual at this time, a design contingency at 15 percent of the estimated direct construction and site development costs is presently established at approximately \$4,200,000. This contingency allowance may diminish as subsequent cost estimates are refined on the basis of detailed architectural/engineering design.

Construction Contingency:

A construction contingency at 5 percent of the estimated direct construction and site development costs, or approximately \$1,400,000, is established to allow for change orders and unforeseen conditions occurring during the construction phase of the project.

Total Project Capital Cost:

The aggregation of the above cost components equates to an estimated total capital cost of approximately \$42,000,000 associated with the initial development phase of the new South County Detention Facility.

Note should be made that this capital cost estimate is presented in terms of year 2009 dollar values with no adjustment made for escalation, and no cost allowances for site acquisition or CEQA requirements.

**NEW SOUTH COUNTY DETENTION FACILITY
INITIAL PHASE OF DEVELOPMENT
City of Porterville, Southern Tulare County, CA**

Opinion of Probable Construction Cost
Pre-Design Development Concept

Prepared for : Omni-Group, Inc.

March 31, 2009

by:



DON TODD ASSOCIATES, INC.

Project and Construction Management Services
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Oakland, CA 94607
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www.dta.com

NEW SOUTH COUNTY DETENTION FACILITY

INITIAL PHASE DEVELOPMENT, City of Porterville, Southern Tulare County, CA

Estimate of Probable Construction Cost – Executive Summary

Introduction:

This Concept cost estimate is based on the Pre-design development concept drawings and specifications prepared by Omni-Group, Inc. Building areas and quantities are obtained as indicated in the documents provided, except those items that are conceptualized for which allowances are provided. Material pricing and labor costs are obtained from historical data and similar projects. The unit costs include material, labor, and subcontractor's markup, and are based on the design level of documents received. In addition, reasonable assumptions were made for other components and systems mentioned in the specifications but not shown in the drawings.

Project Description:

New South County Detention Facility, Initial Phase, Southern Tulare County, CA. The scope includes the construction of 48,000 GSF/ 200 Beds two-tiered housing, one story 7,000 GSF inmate processing and 25,000GSF Support Building and site development of 6 acres site.

Documents Received as the basis of estimate:

The following documents were used in preparation of this estimate:

- ◆ Pre-design Concept Attachment A
- ◆ Pre-Design Concept Attachment B
- ◆ Conversation with Architect.

Exclusions:

The following items are excluded:

- ◆ LEED Allowance
- ◆ Change Order Contingency
- ◆ Art
- ◆ Cost of money
- ◆ Architectural & Engineering Fee
- ◆ Construction Management Fee
- ◆ Administrative Costs
- ◆ Fees for Testing Construction Materials
- ◆ Plan checks & Inspection
- ◆ Permits
- ◆ Off-site Utilities
- ◆ Furniture, Furnishings & Equipment (FFE) except indicated.
- ◆ Land costs
- ◆ Legal and financing costs
- ◆ Contractor off-hours and compressed time work schedule, if required
- ◆ Escalation
- ◆ Hazardous materials abatement & disposal.
- ◆ Construction phasing
- ◆ Relocation and moving expenses.

NEW SOUTH COUNTY DETENTION FACILITY
INITIAL PHASE DEVELOPMENT, City of Porterville, Southern Tulare County, CA

Estimate of Probable Construction Cost – Executive Summary

Possible Additional Cost Items:

Items that may change the Estimate of Probable Construction Cost include, but are not limited to, the following:

- ◆ Modifications to the scope of work, drawings, specifications included in this estimate
- ◆ Unforeseen conditions
- ◆ Construction phasing requirements
- ◆ Excessive contract and general conditions, and restrictive technical specifications
- ◆ Equipment, material, systems or product that cannot be obtained from at least three different sources
- ◆ Delays beyond the projected schedule
- ◆ Any other non-competitive bid situations

Escalation:

Prices are in 2009 dollars. No escalation is included in the estimate.

ESTIMATING ASSUMPTIONS AND COMMENTS

General:

- a. Material prices are in March 2009 level; include taxes and contractor's markups.
- b. Labor cost is based on prevailing wages.
- c. Work to be done during normal business hours.
- d. This estimate can vary due to change in scope.
- e. Quantities were obtained as shown on the drawings or as conceptualized.
- f. Installation cost, supervision, and coordination for material and equipment are included in this cost estimate.
- g. General conditions at 8% include insurance, office personnel costs, dust control, and other items not mentioned in General requirements.
- h. Overhead & Profit of 7% is included in the estimate.
- i. Bond of 2% is included in the Estimate.
- j. Design Contingency of 20% to be included in the Project Related Cost.

SITE:

1. Quantities are based on the quantities provided by the Architect.
2. Material pricing and labor cost are obtained from historical data and are based on similar projects.

STRUCTURAL:

1. Assumed structure on spread footings & grade beams.
2. Assumed structural steel at about 15#/SF based on similar projects for 2 –tiered and 12#/SF for one story structures.

ARCHITECTURAL:

NEW SOUTH COUNTY DETENTION FACILITY
INITIAL PHASE DEVELOPMENT, City of Porterville, Southern Tulare County, CA

Estimate of Probable Construction Cost – Executive Summary

Housing:

1. Quantities are based on similar projects.
2. Exterior finishes are assumed CMU.
3. Partition walls are CMU.

Sallyport/Inmate Processing/Support:

1. Quantities are based on similar projects.
2. Exterior finishes are assumed CMU.
3. Partition walls are CMU and gypboard partition.

MECHANICAL:

1. Cost estimate is based on historical cost data.

ELECTRICAL:

1. Cost estimate is based on historical cost data.

ESTIMATE OF PROBABLE CONSTRUCTION COST

The estimated Probable Construction Costs reflects the anticipated cost of the **New South County Detention Center Facility, Initial Phase Development, Southern Tulare County, CA**. This estimate is based on a competitive open bid process with a recommended five or more bids from reputable general contractors, and a minimum of three bids for all subcontracted items.

Cost of materials, labor, equipment or services furnished by others, and the contractors' or vendors' methods of determining prices are determined by market and/or economic conditions. Hence, the Estimator cannot and does not guarantee that proposals, bids or actual project costs will not vary from this Estimate of Probable Construction Cost

This Estimate of Probable Construction Cost is exclusive of all costs associated with changes, modifications or addenda to the drawings and/or specifications subsequent to the preparation of this estimate.



DON TODD ASSOCIATES
Project and Construction Management

Services 1000 Broadway, Suite 360, Oakland, CA 94607
Telephone: (510) 251-1007 - Fax: (510) 251-1008

PROJECT: NEW SOUTH COUNTY DETENTION FACILITY
LOCATION: INITIAL PHASE OF DEVELOPMENT
City of Porterville, Southern Tulare County, CA

DESCRIPTION OF WORK: Construction of Housing, Inmate Processing & Support

TYPE OF ESTIMATE: ORDER OF MAGNITUDE

Date: 3/31/2009
Revision:

BUILDING AREA (GSF): 80,000

SUMMARY OF PROBABLE CONSTRUCTION COST

| DIVISION | DESCRIPTION | HOUSING | INMATE PROCESSING/ SUPPORT | SITE | TOTAL | Cost/SF | % |
|----------|--|----------------------|----------------------------------|---------------------|----------------------|------------------|----------------|
| | (BUILDING GSF>>) | 48,000 | 32,000 | \$ 195,000 | 80,000 | | |
| 01 | FOUNDATION | \$ 330,640 | \$ 300,853 | \$ | \$ 631,493 | \$ 7.89 | 2.65% |
| 02 | SUBSTRUCTURE | 228,000 | 288,000 | \$ | \$ 516,000 | \$ 6.45 | 2.17% |
| 03 | SUPERSTRUCTURE | 2,220,000 | 1,193,600 | \$ | \$ 3,413,600 | \$ 42.67 | 14.34% |
| 04 | EXTERIOR ENCLOSURE | 1,272,175 | 533,940 | \$ | \$ 1,806,115 | \$ 22.58 | 7.58% |
| 05 | ROOFING | 276,000 | 368,000 | \$ | \$ 644,000 | \$ 8.05 | 2.70% |
| 06 | INTERIOR COSTRUCTION | 2,672,000 | 1,973,250 | \$ | \$ 4,645,250 | \$ 58.07 | 19.51% |
| 07 | CONVEYING SYSTEMS..... | - | - | \$ | \$ - | \$ - | 0.00% |
| 08 | MECHANICAL..... | 2,592,000 | 1,120,000 | \$ | \$ 3,712,000 | \$ 46.40 | 15.59% |
| 09 | ELECTRICAL..... | 1,994,400 | 1,737,600 | \$ | \$ 3,732,000 | \$ 46.65 | 15.67% |
| 10 | EQUIPMENT..... | 1,804,910 | 423,266 | \$ | \$ 2,228,176 | \$ 27.85 | 9.36% |
| 11 | SPECIALTIES | - | - | \$ | \$ - | \$ - | 0.00% |
| 12 | SITWORK | - | - | 2,484,150 | \$ 2,484,150 | \$ 31.05 | 10.43% |
| | TOTAL DIRECT COST (DPC) | \$ 13,390,125 | \$ 7,938,509 | \$ 2,484,150 | \$ 23,812,784 | \$ 297.66 | 100.00% |
| | GENERAL CONDITIONS 8.00% | 1,071,210 | 635,081 | 198,732 | 1,905,023 | | |
| | SUBTOTAL | \$ 14,461,335 | \$ 8,573,590 | \$ 2,682,882 | \$ 25,717,807 | | |
| | GC OVERHEAD & PROFIT 7.00% | 1,012,293 | 600,151 | 187,802 | 1,800,246 | | |
| | SUBTOTAL | \$ 15,473,628 | \$ 9,173,741 | \$ 2,870,684 | \$ 27,518,054 | | |
| | GC & SUB BONDS 2.00% | 309,473 | 183,475 | 57,414 | 550,361 | | |
| | SUBTOTAL | \$ 15,783,101 | \$ 9,357,216 | \$ 2,928,097 | \$ 28,068,415 | | |
| | DESIGN CONTINGENCY 0.00% | - | - | - | - | | |
| | SUBTOTAL | \$ 15,783,101 | \$ 9,357,216 | \$ 2,928,097 | \$ 28,068,415 | | |
| | PHASING, PREMIUM 0.00% | - | - | - | - | | |
| | SUBTOTAL | \$ 15,783,101 | \$ 9,357,216 | \$ 2,928,097 | \$ 28,068,415 | | |
| | ESCALATION TO MIDPOINT OF CONST., 0.00% | - | - | - | - | | |
| | TOTAL PROBABLE BID DAY CONSTRUCTION COST (BDCC) | \$ 15,783,101 | \$ 9,357,216 | \$ 2,928,097 | \$ 28,068,415 | \$ 350.86 | |
| | COST/SF | \$ 328.81 | \$ 292.41 | \$ 15.02 | \$ 350.86 | | |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - HOUSING
 City of Porterville, Southern Tulare County, CA

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009

Prepared By:

Revised:

Don Todd Associates, Inc.

TOTAL BUILDING AREA : 48,000 GSF

Estimator: EEV

| Description | Qty | Unit | Cost | Extension | Total |
|---|---------------|-----------|--------------|-----------|--------------------|
| HOUSING | | | | | |
| 01 FOUNDATION | | | | | |
| Foundation Excavation/Backfill/Disposal | 24,000 | SF | 1.50 | 36,000 | |
| Aggregate base, 6" | 444 | CY | 45.00 | 20,000 | |
| Sand, 4" | 296 | CY | 40.00 | 11,840 | |
| Fine grading | 24,000 | SF | 0.35 | 8,400 | |
| Drain piping | 24,000 | SF | 0.25 | 6,000 | |
| Moisture barrier | 24,000 | SF | 0.35 | 8,400 | |
| Pile Foundation , 25% of Bldg. Footprint | 0 | SF | 15.00 | 0 | |
| Grade beams & wall footings | 24,000 | SF | 10.00 | 240,000 | |
| TOTAL - FOUNDATION | 48,000 | SF | 6.89 | | \$330,640 |
| 02 SUBSTRUCTURE | | | | | |
| 6" Slab-on-grade | 24,000 | SF | 8.50 | 204,000 | |
| Miscellaneous concrete | 48,000 | SF | 0.50 | 24,000 | |
| TOTAL - SUBSTRUCTURE | 48,000 | SF | 4.75 | | 228,000 |
| 03 SUPERSTRUCTURE | | | | | |
| Structural Steel - Beams/Girders/Columns @ 15#/SF | 360 | TON | 4,000.00 | 1,440,000 | |
| Fireproofing | 360 | TON | 300.00 | 108,000 | |
| 6" Elevated Slab | 24,000 | SF | 15.00 | 360,000 | |
| Metal Deck | 24,000 | SF | 3.50 | 84,000 | |
| Concrete at Metal Deck | 24,000 | SF | 6.50 | 156,000 | |
| Miscellaneous Structural Steel | 48,000 | SF | 1.00 | 48,000 | |
| Miscellaneous metal fabrication | 48,000 | SF | 0.50 | 24,000 | |
| Security Fence Fabric | 0 | SF | 35.00 | 0 | |
| TOTAL - SUPERSTRUCTURE | 48,000 | SF | 46.25 | | 2,220,000 |
| 04 EXTERIOR ENCLOSURE | | | | | |
| CMU, Perimeter & Courtyard Walls | 32,000 | SF | 32.50 | 1,040,000 | |
| Gypboard & Insulation - perimeter walls | 32,000 | SF | 3.00 | 96,000 | |
| Paint , Interior Walls | 32,000 | SF | 1.25 | 40,000 | |
| Doors, Exterior | | | | | |
| HM doors & frames, 3 x 8, 14 ga | 5 | EA | 1,235.00 | 6,175 | |
| Door hardware | 5 | SETS | 1,500.00 | 7,500 | |
| Sliding gate, 24' x 13' | 2 | EA | 15,000 | 30,000 | |
| Security gate, 22' x 18' | 1 | EA | 40,000 | 40,000 | |
| Mechanical Enclosure | 1 | LS | 7,500 | 7,500 | |
| Caulking & Sealant | 1 | LS | 5,000.00 | 5,000 | |
| TOTAL - EXTERIOR ENCLOSURE | 48,000 | SF | 26.50 | | \$1,272,175 |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - HOUSING
 City of Porterville, Southern Tulare County, CA

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009

Prepared By:
 Don Todd Associates, Inc.

TOTAL BUILDING AREA : 48,000 GSF

Revised:
 Estimator: EEV

| Description | Qty | Unit | Cost | Extension | Total |
|--|---------------|-----------|--------------|-----------|--------------------|
| HOUSING | | | | | |
| 05 ROOFING | | | | | |
| Roof insulation | 24,000 | SF | 3.00 | 72,000 | |
| Membrane roofing | 24,000 | SF | 6.00 | 144,000 | |
| Roof accessories, sheet metal flashing | 24,000 | SF | 2.50 | 60,000 | |
| TOTAL - ROOFING | 48,000 | SF | 5.75 | | \$276,000 |
| 06 INTERIOR CONSTRUCTION | | | | | |
| Miscellaneous Carpentry | | | | | |
| Rough carpentry, allowance | 48,000 | SF | 0.50 | 24,000 | |
| Visiting area staff work counter, panel bds, cab., 2 wide counter | 10 | LF | 650.00 | 6,500 | |
| Counselor work station counter, pnl. bd., lock. cabs 24" w/ low wall (16') | 40 | LF | 1,000.00 | 40,000 | |
| Base cabinet, counter (30" wide) w/ backsplash, p-lam | 80 | LF | 250.00 | 20,000 | |
| Wall cabinet, p-lam | 80 | LF | 150.00 | 12,000 | |
| Utility shelves @ storages 5 rows, metal | 800 | SF | 15.00 | 12,000 | |
| Telephone divider (alcoves) | 20 | EA | 100.00 | 2,000 | |
| Miscellaneous finish carpentry, allowance | 48,000 | SF | 0.50 | 24,000 | |
| | | | | | |
| Insulation - perimeter walls | 32,000 | SF | 1.00 | 32,000 | |
| Firestopping | 48,000 | SF | 0.25 | 12,000 | |
| Doors, Interior | | | | | |
| Aluminum, 4.5'x8', AA, 20 min, glass door (entrance to children's waiting) | 2 | EA | 450.00 | 900 | |
| 42" high swing doors | 2 | EA | 300.00 | 600 | |
| Exterior windows @ cells | 500 | SF | 150.00 | 75,000 | |
| Exterior windows @ perimeter walls, allowance | 3600 | SF | 45.00 | 162,000 | |
| | | | | | |
| 8" CMU Partition | 65,000 | SF | 25.00 | 1,625,000 | |
| | | | | | |
| Flooring Finish | 48,000 | SF | 3.00 | 144,000 | |
| Wall Finish | 48,000 | SF | 3.50 | 168,000 | |
| Ceiling Finish | 48,000 | SF | 5.00 | 240,000 | |
| General bldg. specialties, toilet accessories, signage, classroom access. | 48,000 | SF | 1.50 | 72,000 | |
| TOTAL - INETRIOR CONSTRUCTION | 48,000 | SF | 55.67 | | \$2,672,000 |
| 07 CONVEYING SYSTEM | | | | | |
| Not Used | | | | 0 | |
| TOTAL - CONVEYING SYSTEM | | | | | \$0 |
| 08 MECHANICAL | | | | | |
| Fire Protection | 48,000 | SF | 5.00 | 240,000 | |
| Plumbing | 48,000 | SF | 14.00 | 672,000 | |
| HVAC | 48,000 | SF | 35.00 | 1,680,000 | |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - HOUSING
 City of Porterville, Southern Tulare County, CA
 Prepared By:
 Don Todd Associates, Inc.

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009
 Revised:
 Estimator: EEV

TOTAL BUILDING AREA : 48,000 SF

| Description | Qty | Unit | Cost | Extension | Total |
|---|--------|------|--------------|-----------|--------------|
| HOUSING | | | | | |
| TOTAL - MECHANICAL | 48,000 | SF | 54.00 | | \$2,592,000 |
| 09 ELECTRICAL | | | | | |
| Basic Electrical Materials & Methods | 48,000 | SF | 7.80 | 374,400 | |
| Service & Distribution | 48,000 | SF | 3.25 | 156,000 | |
| Lighting | 48,000 | SF | 9.00 | 432,000 | |
| Low Voltage Systems: | | | | | |
| Tele/Equip. PBX | 48,000 | SF | 1.00 | 48,000 | |
| Telephone Line | 48,000 | SF | 6.50 | 312,000 | |
| Fire Alarm System | 48,000 | SF | 3.50 | 168,000 | |
| Low Voltage Systems | 48,000 | SF | 4.00 | 192,000 | |
| Security/CCTV System | 48,000 | SF | 6.00 | 288,000 | |
| Misc Systems | 48,000 | SF | 0.50 | 24,000 | |
| Total - Low Voltage Systems | 48,000 | SF | 21.50 | 1,032,000 | |
| TOTAL - ELECTRICAL | 48,000 | SF | 41.55 | | \$ 1,994,400 |
| 10 EQUIPMENT | | | | | |
| Security | | | | | |
| Overhead coiling doors @ security walls | 144 | SF | 65.00 | 9,360 | |
| Security glazing and framing, allowance | 48,000 | SF | 5.00 | 240,000 | |
| Security sealants, allowance | 48,000 | SF | 1.00 | 48,000 | |
| Security hollow metal doors, frames, & hardware | | | | | |
| Security doors @ entry sally ports, exits, corridors, screening, visitation (HM door & frame, swing type) | 20 | EA | 3,000.00 | 60,000 | |
| Security doors @ corridors (HM door & frame, sliding type, 3 x 7) | 5 | EA | 6,000.00 | 30,000 | |
| Security cell doors | 150 | EA | 2,500.00 | 375,000 | |
| Plumbing chase doors @ cells | 150 | EA | 1,500.00 | 225,000 | |
| Stainless steel shower doors | 0 | EA | 1,500.00 | 0 | |
| Security doors @ interview, break, storage, offices, staff toilets, recreation, classrooms | 40 | EA | 2,500.00 | 100,000 | |
| Security Accessories | | | | | |
| Speak thru ports | 10 | EA | 500.00 | 5,000 | |
| Non-contact visiting security counter, 18" wide counter | 40 | LF | 150.00 | 6,000 | |
| Security Furnishings & Toilet Accessories | | | | | |
| Toilet paper dispenser @ youth toilets -intergrated w/ water coset | | EA | see plumbing | | |
| Security clothes hooks w/ shelf | 200 | EA | 200.00 | 40,000 | |
| Security grab bars | 0 | EA | 100.00 | 0 | |
| Precast concrete bunk | 200 | EA | 900.00 | 180,000 | |
| Security stainless steel frameless mirrors w/ security fasteners | 100 | EA | 120.00 | 12,000 | |
| Security desk- wall mounted | 200 | EA | 250.00 | 50,000 | |
| Security stool - wall mounted | 200 | EA | 200.00 | 40,000 | |
| Security TV Supports | 15 | EA | 750.00 | 11,250 | |
| Recessed storage niche 10" high 16" x 16" | 200 | EA | 300.00 | 60,000 | |
| Bolted down dining table 6 x 2 | 10 | EA | 1,900.00 | 19,000 | |
| Security seats for dining table | 60 | EA | 200.00 | 12,000 | |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - HOUSING
 City of Porterville, Southern Tulare County, CA
 Prepared By:
 Don Todd Associates, Inc.

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009
 Revised:
 Estimator: EEV

TOTAL BUILDING AREA : 48,000 GSF

| Description | Qty | Unit | Cost | Extension | Total |
|--|---------------|-----------|---------------|-----------|---------------------|
| HOUSING | | | | | |
| Security stools at visitation areas | 15 | EA | 200.00 | 3,000 | |
| Stainless steel seat @ showers, security | 200 | EA | 200.00 | 40,000 | |
| Security wire mesh panels | 4,000 | SF | 35.00 | 140,000 | |
| Other Equipment | | | | | |
| Bollards | 10 | EA | 600.00 | 6,000 | |
| Basketball backstop @ outdoor recreation courtyard areas | 4 | EA | 3,000.00 | 12,000 | |
| Basketball backstop, ceiling mounted @ gym | 2 | EA | 15,000 | 30,000 | |
| Scoreboard | 1 | EA | 15,000 | 15,000 | |
| Folding bleacher seating | 80 | SEAT | 80.00 | 6,400 | |
| Striping | 1 | EA | 4,000.00 | 4,000 | |
| Television support - non security | 2 | EA | 450.00 | 900 | |
| Laundry equipment, allowance | 1 | LS | 25,000 | 25,000 | |
| TOTAL - EQUIPMENT | 48,000 | SF | 37.60 | | \$1,804,910 |
| OVERALL TOTAL | 48,000 | SF | 278.96 | | \$13,390,125 |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - INMATE PROCESSING & SUPPORT
 City of Porterville, Southern Tulare County, CA
 Prepared By:
 Don Todd Associates, Inc.

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009
 Revised:
 Estimator: EEV

TOTAL BUILDING AREA : 32,000 GSF

| Description | Qty | Unit | Cost | Extension | Total |
|---|---------------|-----------|--------------|-----------|------------------|
| INMATE PROCESSING/SUPPORT | | | | | |
| 01 FOUNDATION | | | | | |
| Foundation Excavation/Backfill/Disposal | 32,000 | SF | 1.50 | 48,000 | |
| Aggregate base, 6" | 593 | CY | 45.00 | 26,667 | |
| Sand, 4" | 395 | CY | 40.00 | 15,787 | |
| Fine grading | 32,000 | SF | 0.35 | 11,200 | |
| Drain piping | 32,000 | SF | 0.25 | 8,000 | |
| Moisture barrier | 32,000 | SF | 0.35 | 11,200 | |
| Pile Foundation , 25% of Bldg. Footprint | 0 | SF | 15.00 | 0 | |
| Grade beams & wall footings | 24,000 | SF | 7.50 | 180,000 | |
| TOTAL - FOUNDATION | 32,000 | SF | 9.40 | | \$300,853 |
| 02 SUBSTRUCTURE | | | | | |
| 6" Slab-on-grade | 32,000 | SF | 8.50 | 272,000 | |
| Miscellaneous concrete | 32,000 | SF | 0.50 | 16,000 | |
| TOTAL - SUBSTRUCTURE | 32,000 | SF | 9.00 | | 288,000 |
| 03 SUPERSTRUCTURE | | | | | |
| Structural Steel - Beams/Girders/Columns @ 12#/SF | 192 | TON | 4,000.00 | 768,000 | |
| Fireproofing | 192 | TON | 300.00 | 57,600 | |
| 6" Elevated Slab | 0 | SF | 15.00 | 0 | |
| Metal Deck | 32,000 | SF | 3.50 | 112,000 | |
| Concrete at Metal Deck | 32,000 | SF | 6.50 | 208,000 | |
| Miscellaneous Structural Steel | 32,000 | SF | 1.00 | 32,000 | |
| Miscellaneous Metal fabrication | 32,000 | SF | 0.50 | 16,000 | |
| Security Fence Fabric | 0 | SF | 35.00 | 0 | |
| TOTAL - SUPERSTRUCTURE | 48,000 | SF | 24.87 | | 1,193,600 |
| 04 EXTERIOR ENCLOSURE | | | | | |
| | 1 | | | | |
| CMU, Perimeter & Courtyard Walls | 12,000 | SF | 32.50 | 390,000 | |
| Gypboard & Insulation - perimeter walls | 12,000 | SF | 5.00 | 60,000 | |
| Paint , Interior Walls | 12,000 | SF | 1.25 | 15,000 | |
| Doors, Exterior | | | | | |
| Aluminum Door | 2 | PR | 5,000.00 | 10,000 | |
| HM doors & frames, 3 x 8, 14 ga | 4 | EA | 1,235.00 | 4,940 | |
| Door hardware | 4 | SETS | 1,500.00 | 6,000 | |
| Security gate, 22' x 18' | 1 | EA | 40,000 | 40,000 | |
| Sealants and caulking | 32,000 | SF | 0.25 | 8,000 | |
| TOTAL - EXTERIOR ENCLOSURE | 32,000 | SF | 16.69 | | \$533,940 |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - INMATE PROCESSING & SUPPORT
 City of Porterville, Southern Tulare County, CA
 Prepared By:
 Don Todd Associates, Inc.

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009
 Revised:
 Estimator: EEV

TOTAL BUILDING AREA : 32,000 GSF

| Description | Qty | Unit | Cost | Extension | Total |
|---|---------------|-----------|--------------|-----------|--------------------|
| INMATE PROCESSING/SUPPORT | | | | | |
| 05 ROOFING | | | | | |
| Roof insulation | 32,000 | SF | 3.00 | 96,000 | |
| Membrane roofing | 32,000 | SF | 6.00 | 192,000 | |
| Roof accessories, sheet metal flashing | 32,000 | SF | 2.50 | 80,000 | |
| TOTAL - ROOFING | 32,000 | SF | 11.50 | | \$368,000 |
| 06 INTERIOR CONSTRUCTION | | | | | |
| Rough carpentry, allowance | 32,000 | SF | 1.50 | 48,000 | |
| Service counter | 15 | LF | 450.00 | 6,750 | |
| Base cabinet, counter (30" wide) w/ backsplash, p-lam | 40 | LF | 300.00 | 12,000 | |
| Wall cabinet, p-lam | 40 | LF | 150.00 | 6,000 | |
| Booking cabinet and shelving w/ counter top width=2.67 | 20 | LF | 1,000.00 | 20,000 | |
| Booking counter, width =2' | 20 | LF | 250.00 | 5,000 | |
| Booking upper counter, width=1' | 20 | LF | 350.00 | 7,000 | |
| Release counter & cab (42" h), w=24" assume ss counter w/ millwork cab | 20 | LF | 550.00 | 11,000 | |
| Clothing issue counter, width =24" | 10 | LF | 250.00 | 2,500 | |
| Property storage counter, width = 24" | 20 | LF | 250.00 | 5,000 | |
| Vanity restroom | 40 | LF | 150.00 | 6,000 | |
| Miscellaneous finish carpentry, allowance | 32,000 | SF | 2.00 | 64,000 | |
| Firestopping | 32,000 | SF | 0.25 | 8,000 | |
| Doors, Interior | 80 | EA | 2,500.00 | 200,000 | |
| Exterior windows @ perimeter walls, allowance | 3,600 | SF | 55.00 | 198,000 | |
| 8" CMU Partition | 20,000 | SF | 25.00 | 500,000 | |
| Gypboard Partition | 12,000 | SF | 12.00 | 144,000 | |
| Flooring Finish | 32,000 | SF | 4.00 | 128,000 | |
| Wall Finish | 32,000 | SF | 3.50 | 112,000 | |
| Ceiling Finish | 32,000 | SF | 6.00 | 192,000 | |
| General bldg. specialties, toilet accessories, signage, classroom access. | 32,000 | SF | 1.50 | 48,000 | |
| Control Center | 1,000 | SF | 250.00 | 250,000 | |
| TOTAL - INETRIOR CONSTRUCTION | 48,000 | SF | 41.11 | | \$1,973,250 |
| 07 CONVEYING SYSTEM | | | | | |
| Not Used | | | | 0 | |
| TOTAL - CONVEYING SYSTEM | | | | | \$0 |
| 08 MECHANICAL | | | | | |
| Fire Protection | 32,000 | SF | 5.00 | 160,000 | |
| Plumbing | 32,000 | SF | 5.00 | 160,000 | |
| HVAC | 32,000 | SF | 25.00 | 800,000 | |
| TOTAL - MECHANICAL | 32,000 | SF | 35.00 | | \$1,120,000 |
| 09 ELECTRICAL | | | | | |

Estimate of Probable Construction Cost

| | | | | |
|--|-----------------------|------------|-----------------|-----------|
| NEW SOUTH COUNTY DETENTION FACILITY | | | Estimate: | ROM |
| INITIAL PHASE OF DEVELOPMENT - INMATE PROCESSING & SUPPORT | | | DTA Job Number: | 10-119 |
| City of Porterville, Southern Tulare County, CA | | | Date: | 3/31/2009 |
| Prepared By: | | | Revised: | |
| Don Todd Associates, Inc. | TOTAL BUILDING AREA : | 32,000 GSF | Estimator: | EEV |

| Description | Qty | Unit | Cost | Extension | Total |
|---|--------|------|--------------|-----------|--------------|
| INMATE PROCESSING/SUPPORT | | | | | |
| Basic Electrical Materials & Methods | 48,000 | SF | 10.40 | 499,200 | |
| Service & Distribution | 48,000 | SF | 6.50 | 312,000 | |
| Lighting | 48,000 | SF | 6.80 | 326,400 | |
| Low Voltage Systems: | | | | | |
| Tele/Equip. PBX | 48,000 | SF | 1.00 | 48,000 | |
| Telephone Line | 48,000 | SF | 3.50 | 168,000 | \$ 2.62 |
| Fire Alarm System | 48,000 | SF | 2.50 | 120,000 | |
| Low Voltage Systems | 48,000 | SF | 2.60 | 124,800 | |
| Security/CCTV System | 48,000 | SF | 2.40 | 115,200 | |
| Misc Systems | 48,000 | SF | 0.50 | 24,000 | |
| Total - Low Voltage Systems | 48,000 | SF | 12.50 | 600,000 | |
| TOTAL - ELECTRICAL | 48,000 | SF | 36.20 | | \$ 1,737,600 |
| 10 EQUIPMENT | | | | | |
| Security | | | | | |
| Security glazing and framing, allowance | 32,000 | SF | 5.00 | 160,000 | |
| Security hollow metal doors, frames, & hardware | | | | | |
| Security doors @ entry sally ports, exits, corridors, screening, visitation (HM door & frame, swing type) | 15 | EA | 3,000.00 | 45,000 | |
| Security Accessories | | | | | |
| Speak thru ports | 2 | EA | 500.00 | 1,000 | |
| Non-contact visiting security counter, 18" wide counter | 15 | LF | 150.00 | 2,250 | |
| Package receiver, non rated | 2 | EA | 2,210.00 | 4,420 | |
| Package receiver, fire rated | 2 | EA | 8,118.00 | 16,236 | |
| Gun lockers, 4 guns per locker | 4 | EA | 8,000.00 | 32,000 | |
| Pistol lockers, assume 12 compartments/ea | 4 | EA | 6,440.00 | 25,760 | |
| Security Furnishings & Toilet Accessories | | | | | |
| Toilet paper dispenser @ youth toilets -intergrated w/ water coset | | EA | see plumbing | | |
| Security clothes hooks w/ shelf | 10 | EA | 200.00 | 2,000 | |
| Security grab bars | 4 | EA | 100.00 | 400 | |
| Precast concrete bunk | 10 | EA | 900.00 | 9,000 | |
| Security stainless steel frameless mirrors w/ security fasteners | 10 | EA | 120.00 | 1,200 | |
| Security desk- wall mounted | 10 | EA | 250.00 | 2,500 | |
| Security stool - wall mounted | 10 | EA | 200.00 | 2,000 | |
| Security TV Supports | 2 | EA | 750.00 | 1,500 | |
| Recessed storage niche 10" high 16" x 16" | 10 | EA | 300.00 | 3,000 | |
| Security stools at visitation areas | 4 | EA | 200.00 | 800 | |
| Precast concrete bench @ holding cells width=18" | 15 | LF | 160.00 | 2,400 | |
| Security Screening Station | 1 | EA | 10,000 | 10,000 | |
| Kitchen Equipment | 1 | LS | 100,000.00 | 100,000 | |
| Other Equipment | | | | | |
| Break/Bar Room Equipment | | | | | |
| Microwave | 1 | EA | 350.00 | 350 | |
| Refrigerator | 1 | EA | 1,200.00 | 1,200 | |
| Garbage disposer | 1 | EA | 250.00 | 250 | |

Estimate of Probable Construction Cost

| | |
|--|------------------------|
| NEW SOUTH COUNTY DETENTION FACILITY | Estimate: ROM |
| INITIAL PHASE OF DEVELOPMENT - INMATE PROCESSING & SUPPORT | DTA Job Number: 10-119 |
| City of Porterville, Southern Tulare County, CA | Date: 3/31/2009 |
| Prepared By: | Revised: |
| Don Todd Associates, Inc. | Estimator: EEV |
| TOTAL BUILDING AREA : 32,000 GSF | |

| Description | Qty | Unit | Cost | Extension | Total |
|---------------------------|--------|------|--------|-----------|-------------|
| INMATE PROCESSING/SUPPORT | | | | | |
| TOTAL - EQUIPMENT | 32,000 | SF | 13.23 | | \$423,266 |
| OVERALL TOTAL | 32,000 | SF | 248.08 | | \$7,938,512 |

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - SITEWORK
 City of Porterville, Southern Tulare County, CA

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009

Prepared By:

Revised:

Don Todd Associates, Inc.

TOTAL SITE AREA : SF 195,000

Estimator: EEV

| Division | Description | Qty | Unit | Cost | Extension | Total |
|----------|-------------|-----|------|------|-----------|-------|
|----------|-------------|-----|------|------|-----------|-------|

Site Work

12 SITE WORK

Site Preparation

Clearing & Grubbing 260,000 SF 0.25 65,000

Sub-Total : Site Preparation \$65,000

Earthwork

Rough Grading 260,000 SF 0.25 65,000

Fine Grading 195,000 SF 0.30 58,500

Sub-Total : Earthwork \$123,500

Paving and Surfacing

Parking Area and Roads, Asphalt Paving 65,000 SF 10.00 650,000

Sub-Total : Paving and Surfacing \$650,000

Water Distribution - Domestic/Fire

Water/ Fire Main Distribution 1 LS 100,000.00 100,000

Sub-Total : Water Distribution \$100,000

Gas Distribution

Gas pipe distribution system, allowance 1 LS 25,000.00 25,000

Sub-Total : Gas Distribution \$25,000

Sewerage & Drainage

Storm Drains 195,000 SF 0.75 146,250

Sanitary Sewer 195,000 SF 0.25 48,750

Sub-Total : Sewerage and Drainage \$195,000

Site Improvements

Flag poles 1 EA 8,500.00 8,500

Bollards 10 EA 435.00 4,350

Chain link security fence, 10' high 1,800 LF 100.00 180,000

Vehicular Gates with Remote or Key Card Electrical Operators 2 EA 15,000.00 30,000

Sub-Total : Site Improvements \$222,850

Landscaping & Irrigation

Irrigation Systems 130,000 SF \$ 2.50 325,000

Soil preparation 130,000 SF \$ 0.30 39,000

Soil fertility testing, allow 1 LS \$ 5,000.00 5,000

Estimate of Probable Construction Cost

NEW SOUTH COUNTY DETENTION FACILITY
 INITIAL PHASE OF DEVELOPMENT - SITEWORK
 City of Porterville, Southern Tulare County, CA

Estimate: ROM
 DTA Job Number: 10-119
 Date: 3/31/2009

Prepared By:

Revised:

Don Todd Associates, Inc.

TOTAL SITE AREA : SF 195,000

Estimator: EEV

| Division | Description | Qty | Unit | Cost | Extension | Total |
|------------------------|---|---------|------|---------------|-----------|--------------------|
| Site Work | | | | | | |
| | Trees, big size | 10 | EA | \$ 905.00 | 9,050 | |
| | Trees, medium size | 10 | EA | \$ 400.00 | 4,000 | |
| | Trees, small size | 10 | EA | \$ 175.00 | 1,750 | |
| | Shrubs & ground cover | 100,000 | SF | \$ 5.00 | 500,000 | |
| | Lawn | 30,000 | SF | \$ 1.50 | 45,000 | |
| | 2-year maintenance period, allow | 1 | LS | \$ 24,000.00 | 24,000 | |
| | Sub-Total : Landscaping & Irrigation | | | | | \$952,800 |
| Site Electrical | | | | | | |
| | Parking & Site Lighting | 1 | LOT | \$ 150,000.00 | 150,000 | |
| | Sub-Total : Electrical | | | | | \$150,000 |
| | TOTAL - SITE WORK | | | | | \$2,484,150 |

Appendix C.

Tulare County Jail Facility Functional Use Area Definitions
Tulare County Detention Division Needs Assessment Update

**Tulare County Jail
Functional Use Area Definitions**

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

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

**Tulare County Jail
Functional Use Area Definitions**

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

**Tulare County Jail
Functional Use Area Definitions**

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

**Tulare County Jail
Functional Use Area Definitions**

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

**Tulare County Jail
Functional Use Area Definitions**

| <u>INCLUDES</u> | <u>EXCLUDES</u> |
|--|---|
| <p>11. Interior Circulation:</p> <p>General Circulation Corridors and Hallways (between functional use areas) Tunnel between buildings Elevators Escalators Vestibules</p> | <p>Corridors or Hallways that provide circulation within a functional use area (e.g. within Housing Units, within Intake/Release) Lobbies Mezzanine Balcony</p> |
| EXTERIOR FUNCTIONAL USE AREAS | |
| <p>12. Vehicle Sallyport</p> <p>Exterior Sallyport (walls or fenced enclosure, roof/mesh covering or open to sky) Interior Sallyport (within building perimeter, direct access for vehicles)</p> | |
| <p>13. Outdoor Circulation</p> <p>Outdoor sidewalks or pathways between Buildings or exterior areas.</p> | |
| <p>14. Quasi-Outdoor Circulation</p> <p>Covered, semi-enclosed pathway between buildings or exterior areas.</p> | <p>Sidewalks Roads</p> |
| <p>15. Outdoor Recreation</p> <p>Recreation areas that are fully open to the sky. May be surrounded by fences, perimeter walls or buildings. May be grass, paved, or a combination of surface materials. Basketball court Handball court Baseball diamond Field for football or soccer Exercise areas or stations</p> | <p>Interior, fully-enclosed gymnasium Enclosed/covered basketball court Enclosed/covered exercise areas</p> |
| <p>16. Quasi-Outdoor Recreation</p> <p>Recreation area that is partially enclosed. Example 1 - Perimeter fencing with solid roof over major portion or all of rec area. Example 2 - Solid perimeter wall with chain-link or security mesh covering over all or part of recreation area</p> | <p>Interior, fully-enclosed gymnasium Exterior, fully-open recreation yard</p> |

**Tulare County Jail
Functional Use Area Definitions**

| <u>INCLUDES</u> | <u>EXCLUDES</u> |
|--|--|
| NON-JAIL FUNCTIONAL USE AREAS | |
| <p>17. Non-Jail – Sheriff’s Administration</p> <p>Sheriff’s Administration Work areas, briefing rooms, training rooms, breakrooms and locker rooms for Patrol Officers exclusively or more than 75%. Dispatch 911 Call Center Evidence Storage Sheriff’s Coroner/Morgue Facilities</p> | <p>If work areas, briefing rooms, training rooms, breakrooms and locker rooms are shared equally between Jail Staff and Patrol, the space may be split between Administration (#1) and Non-Jail –Sheriff’s Administration (#16).</p> |
| <p>18. Non-Jail – Criminal Justice</p> <p>Court Rooms Visitor’s Gallery Court Holding Judges Chambers Public Defender’s Offices District Attorney’s Offices Probation Offices</p> | |