



**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 CONTRA COSTA		STATE FINANCING REQUESTED \$ 80 MILLION		
SMALL COUNTY (200,000 and UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input checked="" 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 WEST COUNTY REENTRY, TREATMENT AND HOUSING FACILITY (WRTH)				
PROJECT DESCRIPTION Replace 416 unsafe beds and add a reentry center, program space, and behavioral health services				
STREET ADDRESS 5555 Giant Highway				
CITY Richmond		STATE California	ZIP CODE 94806	
C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) II	<input type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u>				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	0	0	320	96
TOTAL BEDS (A+B+C+D)	416			

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 David O. Livingston

TITLE Sheriff-Coroner

AUTHORIZED PERSON'S SIGNATURE

DATE

August 12, 2015

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 Ramesh Kanzaria, RA

TITLE Capital Projects Division Manager

DEPARTMENT

Public Works

TELEPHONE NUMBER

925-313-2372

STREET ADDRESS

255 Glacier Drive

CITY

Martinez

STATE

California

ZIP CODE

94553

E-MAIL ADDRESS

rkanz@pw.cccounty.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 Wanda Quever, CGFM

TITLE Chief of Administrative Services Division

DEPARTMENT

Public Works

TELEPHONE NUMBER

925-313-2144

STREET ADDRESS

255 Glacier Drive

CITY

Martinez

STATE

California

ZIP CODE

94553

E-MAIL ADDRESS

wquev@pw.cccounty.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 Captain Thomas Chalk

TITLE West County Detention Division Manager

DEPARTMENT

Sheriff's Office

TELEPHONE NUMBER

510-262-4255

STREET ADDRESS

5555 Giant Highway

CITY

Richmond

STATE

California

ZIP CODE

94806

E-MAIL ADDRESS

tchal@so.cccounty.us

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

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

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

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

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

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

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

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

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

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

B. Readiness to Proceed Preference

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

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

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

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

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

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

C. California Environmental Quality Act (CEQA) compliance

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

Yes. If so, include documentation evidencing the completion (preference points).

No. If no, describe the status of the CEQA certification.

On July 28, 2015, the BOS directed staff to file the Notice of Determination (NOD) for the Final EIR. The NOD was filed at the County Clerk's office and at the Office of Planning and Research State Clearinghouse on July 28, 2015, and is attached hereto. Because of a potential technicality in the filing, the BOS directed staff to re-file the NOD on August 18, 2015, which has been done.

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

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$65,475,000	\$ 6,060,000		\$71,535,000
2. Additional Eligible Costs*	\$4,107,000	\$170,000		\$4,277,000
3. Architectural	\$7,065,000	\$212,000		\$7,277,000
4. Project/Construction Management	\$3,337,000	\$310,000		\$3,647,000
5. CEQA	\$0	\$150,000		\$150,000
6. State Agency Fees**	\$16,000	\$54,000		\$70,000
7. Audit		\$50,000	\$0	\$50,000
8. Needs Assessment		\$55,000	\$20,000	\$75,000
9. Transition Planning		\$200,000	\$900,000	\$1,100,000
10. County Administration			\$1,570,000	\$1,570,000
11. Land Value			\$680,000	\$680,000
TOTAL PROJECT COSTS	\$80,000,000	\$7,261,000	\$3,170,000	\$90,431,000
PERCENT OF TOTAL	88.5%	8.0%	3.5%	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):** The Construction amount shown is the sum of the basic construction cost, and a small demolition budget of \$50,000 for existing hardscape. The basic construction cost was estimated by a certified construction cost estimator using the detailed space program and concept design level space analysis developed by planners and architects to arrive at square footages. The estimator applied specific unit costs for each space type. The rates included ranged from \$275 per square foot for program and office space to \$475 per square foot for housing. See the JNA submitted with this application for space program. The unit rates include fixed equipment and furnishings. Site work is included. An existing soils report shows un-

engineered fill material at the site will have to be removed and borrow hauled in, and overex of native soils is assumed to 3 feet. A budget of \$200,000 for any minor off-site work is included. The direct costs were marked up for GCs, profit, insurance and bonds. A 7% construction contingency was used, which is considered a bit conservative for a project this size of less complexity than typical full-service jails. The resulting cost was then escalated to construction midpoint using 0.42% per month. The total square footage of the planned building construction is 126,425. This, divided into the basic construction cost, yields an escalated, average, unit cost of \$527 per square foot. Of the basic construction cost, the County seeks \$65,475,000 from the state and plans to pay \$6,060,000 as part of its Cash Match.

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:** Included in this category is state reimbursement for permitting, county telephone and data costs, and moveable equipment and furnishings. The permit was estimated by costing-out plan check being performed by a consulting firm and an average of 1.5 full time inspectors hired as independent contractors during construction. The permit amount of \$400,000 was calculated using \$70,000 per salary and 50% markup, and \$75,000 for plan check. Telephone and data is estimated from county experience to be 1% of construction cost to pull cable and provide and install equipment. The installed conduit is in the construction cost. Included as cash match is \$100,000 for any unexpected archeological or traffic studies and monitoring that might be required, and \$70,000 for monitoring of CEQA mitigation requirements during construction.
- b) **Moveable equipment and moveable furnishings total amount:** Moveable furnishings were budgeted at 4.2% based on an average of recent jail projects completed at other counties.
- c) **Public art total amount:** None included

3. Architectural(state reimbursement/cash match):

- a) **Describe the county's current stage in the architectural process:** The County has selected through RFQ and awarded a full-project Professional Services Agreement to KMD Architects, who have completed the space and functional programs, preliminary architectural program, the concept design, and the concept level cost estimate.
- 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 seeks no reimbursement for planning and design work for construction that is off site. It seeks no reimbursement or cash match for the architect's travel costs or for work prior to June 20, 2014. Minor costs for programming and design work prior to project establishment is included. After establishment, state reimbursement of eligible architectural costs for design, construction documents, and assistance through bidding and construction is included. This work includes commissioning, beginning in design phase and continuing through construction, and will most likely be performed by

a specialized firm, but could be performed by the architect.

- c) **Define the budgeted amount for what is described in b) above:** The State reimbursement sought for architectural work reflects a fee of \$6.35 million, or 9.6% for the architect, (fee for off site design not included). It also includes a design contingency of 5% of the fee, or \$317,500, and additional programming if needed for \$150,000, commissioning for \$137,500 (\$1.10/SF), topo survey for \$10,000 and soils investigation and report for \$100,000.
- d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** The county will use its cash to cover cost for programming prior to establishment, design prior to establishment, and design work off site. It will use no match money for travel costs or printing. Travel is under over match funds.
- e) **Define the budgeted amount for what is described in d) above:** Cash match of \$100,000 is used for programming prior to establishment, \$100,000 for design prior to establishment, and \$12,000 for design work off site. Over match for ineligible travel costs included for the architect amounts to \$65,000.

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

- a) **Cash:** An amount of \$200,000 is included as cash match portion of a larger budget for a Project Manager/Project Expert consultant specializing in jail projects funded by state lease-revenue financing. Also, \$110,000 is budgeted for the same consultant for work prior to project establishment.

b) **In-Kind none**

For the state reimbursement, the fee used for a Construction Management firm (CM) is 3% of the construction cost, or \$2,145,000. It also includes 1% of construction cost, or \$715,000 for materials tests and specialty inspections which the CM will manage. Another 0.95% is budgeted for a Project Manager/Project Expert firm described in 4.a above, or \$677,000, \$200,000 of which is already covered in county cash match as shown in 4.a above. After project establishment, this position will perform some of the work a county staff person would have otherwise had to do as part of the project management. Such work is subordinate to the authority of the county construction administrator.

5. **CEQA – may be state reimbursement (consultant or contractor) or cash match**
An amount of \$150,000 has been spent for the FEIR for an environmental firm to complete CEQA documentation.

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.** Real Estate Due Diligence fee for state reimbursement is \$16,000. SFM Estimated to be 200 hours at \$270 per hour, or \$54,000.

7. **Audit of Grant - Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted:** The County intends to hire an outside firm to perform the BSCC-required auditing, estimated to be \$50,000. This is included under cash match.

8. **Needs Assessment - Define work performed by county staff (in-kind), define**

hired contracted staff services specifically for the development of the needs assessment (cash match): The needs assessment has been completed and \$55,000 for a consultant is shown under cash match, and \$5,000 for consultant travel under ineligible over match. The consultant interviewed county staff, collected data, toured facilities and prepared the report. \$20,000 is covered under in-kind match for county Sheriff staff who assisted the consultant in collecting needed data and visiting facilities.

9. **Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** Transition planning will largely be performed by Sheriff staff. The portion of staff time over the life of the project and directly attributable to the design, construction and completion of the facility, is estimated to be \$900,000 for in-kind match. This was determined using actual Sheriff staff rates and considers time beginning with design phase. A Jail Operations consultant will assist County in that effort, and is estimated to cost \$200,000 based on prior, similar experience. This is covered under cash match.
10. **County Administration – Define the county staff salaries/benefits directly associated with the proposed project.** County Administration over the life of the project, after project establishment, is estimated to be \$1,570,000 (2.2% of construction cost). As a percentage of construction cost this may seem low, but the work of the Project Expert compensates and provides overall added value. The County anticipates using a variety of staff from its Capital Projects Management Division, to include the designated Construction Administrator (\$170/hr), a deputy project manager (\$150/hr), a senior subject expert (\$150/hr), associate staff during construction (\$135/hr), admin staff for project coordination (\$80/hr), as well as accounting and IT staff. Most of these staff members are current ISF-type employees who will be assigned specifically to the project upon county's receipt of a conditional award from the state. The division's template for staff planning of projects, which considers the number of hours needed for each staff member, for each phase of the project, was used to arrive at the total hours needed for each staff member for the project. The division uses standard billing rates charged to other departments for project work, which consists of actual salaries times an Auditor-Controller established mark-up for benefits and other costs on salary approved by the BOS annually. These rates are shown in parentheses above with their associated staff positions and were applied to arrive at the total cost for County Administration.
11. **Site Acquisition - Describe the cost or current fair market value (in-kind):** An independent real property appraiser was hired, and has appraised the value of the land to be \$680,000 for the 2.0 acre building footprint and 15' buffer around it.

SECTION 3: PROJECT TIMETABLE

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

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	11/12/15	2/10/16	Anticipate providing on August 28, 2015
Real estate due diligence package submitted <u>within 120 days of award</u>	11/12/15	2/10/16	Anticipate providing on August 28, 2015
SPWB meeting – Project established <u>within 18 months of award</u>	11/12/15	5/10/16	
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	2/5/16	10/13/16	Anticipate Project Approval for state reimbursement prior to start of schematic design
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	NA		Using DBB
Design Development (preliminary drawings) with Staffing Plan	8/18/16	4/4/17	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	2/19/17	2/19/17	
Construction Documents (working drawings)	4/4/17	1/5/18	
Construction Bids or Design-Build Solicitation	1/3/18	3/13/18	
Notice to Proceed <u>within 42 months of award</u>	6/4/18	6/4/18	
Construction (maximum three years to complete)	6/4/18	1/23/20	
Staffing/Occupancy <u>within 90 days of completion</u>	3/13/20	3/13/20	

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	1,096,637
2.	Number of detention facilities	3
3.	BSCC-rated capacity of jail system (multiple facilities)	1,979
4.	ADP (Secure Detention) of system	1,570
5.	ADP (Alternatives to Detention) of system	661
6.	Percentage felony inmates of system	62.6%
7.	Percentage non-sentenced inmates of system	65.0%
8.	Arrests per month	2,240.0
9.	Bookings per month of system	2,058.0
10.	“Lack of Space” releases per month	87.0

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

	Facility Name	RC	ADP
1.	Martinez Detention Facility - Type II	695	666
2.	West County Detention Facility - Type II	1,096	823
3.	Marsh Creek Detention Facility - Type III	188	74
4.			
5.			
6.			
7.			
8.			

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

Pre-Trial Program		ADP
1.	MDF - Education	26
2.	MDF - Faith Services	35
3.	MDF - Library Cart	38
4.	WCDF - Education/Behavioral	290
5.	WCDF - Faith Services	52
6.	WCDF - Library Program	77
Sentenced Offender Program		ADP
1.	WCDF - Education/Vocational	275
2.	WCDF/MCDF DUECE - Substance abuse program	45
3.	WCDF/MCDF/MDF - Faith Services	93
4.	WCDF/MCDF/MDF - Library Program	158
5.	MDF/MCDF - Education	112
6.	AB 109 Reentry Programs	32

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

Assessment tools		Assessments per Month
1.	Comprehensive Adult Student Assessment System (CASAS)	150
2.	Correctional Assessment and Intervention System (CAIS)	13
3.	Safety Classification System	Everyone
4.		
5.		
6.		

1. STATEMENT OF NEED

1.a. Summary and Evidence of Need

Contra Costa County proposes to mitigate pressing custodial deficiencies in its Martinez Detention Facility (MDF) by constructing a 126,425 square foot West County Reentry, Treatment, and Housing Facility (WRTH), which will provide 416 replacement high-security beds and establish a dedicated, 22,246 sf Reentry Services Complex, all located within the secure perimeter of the system's existing, medium-security West County Detention Facility (WCDF).

Opened in 1981, MDF was designed as a direct-supervision, medium-security facility to house 384 people in single-occupancy cells within 48-person housing units; it included only 53 high-security beds. However, having since been pressed into service as the County's only high-security facility, MDF's BSCC-rated capacity has steadily grown: today's rated capacity of 695 is 180% of its original design. The average daily population of 650 people, double-bunked cells, and 90-96-bed housing units violate the single-bed and maximum rated capacity assumptions embedded into the facility's direct-supervision model (Jail Needs Assessment, Aug. 2015, pp. 8-15).¹ With day rooms sized for 48 people, only about 50% of each overcrowded unit's residents can be allowed out of their cells at a time, leading to long periods of confinement with no access to services, recreation, socialization, or physical activity (JNA p. 9-15). This persistent overuse and crowding of the facility has expedited its deterioration and presents serious safety concerns for all. Incidents of assault at MDF have increased by 68.75% over the past four years, with the trend further accelerating in 2015, averaging 17.8 incidents/month (JNA p. 11 Table 2). In addition, the burden of chronic

¹ All parenthetical citations listed as "JNA" refer to Contra Costa County Office of the Sheriff's Jail Needs Assessment, August 2015, submitted with this proposal.

overcrowding causes chronic maintenance problems at the facility, especially to the plumbing system, fixtures, and flooring, all of which compromise health and safety within the facility (JNA p. 10).

Furthermore, because the medium-security WCDF lacks adequate administrative and clinical space to provide mental health supervision and clinical management, all mentally ill men (and some mentally ill women) incarcerated in the County's system are housed at MDF, regardless of their security classification (JNA p. 26). Indeed, twenty-two percent of MDF's population, or 154 people, are considered "Medium Security with Secondary Characteristics," including mental health needs (JNA p. 25 Table 9). Thus, in addition to serving as the County's high-security facility, MDF serves as its de facto mental health facility, despite its utter lack of suitability to meet this need.

Need for Program and Treatment Space: Having come to serve as the jail system's only high-security facility, MDF predictably houses people with the most serious charges. An analysis of snapshot data gathered on July 9, 2015 reveals that of the 712 people housed at MDF (103% of its rated capacity, JNA Table 7), 95% were charged with felonies (JNA p. 26 Table 12). Of these, 148 people (21% of MDF's population) were charged with murder. Consistent with this, the Average Length of Stay (ALoS) at MDF is 274 days, nearly three times that at WCDF. For the 148 people charged with murder, ALoS was a startling 535 days (JNA p. 24, Figure 15).

But MDF was never intended to serve these purposes; it was designed primarily to house people for short periods at a location convenient to the courthouse, primarily during active phases of their court proceedings (JNA p. 9). Thus, the need to provide substantive programming appropriate for long-term incarceration was not built into the

design. As a result, the facility is nearly devoid of program spaces. Notably, the only services available at MDF are independent-study courses, a library cart, chaplain services, and psychiatric assessment and management (JNA p. 40). These conditions at MDF – under-designed, restrictive, lacking appropriate programming, and overpopulated by the highest-need individuals whose conditions are exacerbated by its deleterious conditions – are inconsistent with direct supervision; interfere with MDF's safe and effective operations; and embody the constraints SB 863 intends to redress.

Projected Capacity Need: The Contra Costa County Office of the Sheriff operates three detention facilities: The high-security Martinez Detention Facility (MDF) in the County seat of Martinez has a rated capacity of 695; the 47-acre, campus-style medium-security WCDF in Richmond has rated capacity of 1,096; and the low-security, "rural" Marsh Creek Detention Facility (MCDF) has rated capacity of 188. Together, the system's total rated capacity is 1,979 beds (JNA p. 08).

Contra Costa County implements robust and effective policies and programs to reduce the number of people incarcerated in its County jails.² In addition to maintaining an active cite-release policy, the Sheriff's Office operates a Custody Alternative Facility program (CAF), and the County has implemented a Pretrial Services Program (PTS), as described in Section 3.m and 3.n. Currently, 661 people participate in CAF or PTS. In addition, in the aftermath of AB 109 prison realignment, the County has achieved the state's highest rates of split sentences, at about 92% (Austin).

The success of these several efforts is reflected in the County's low incarceration rate (IR) of 145 per 100,000; despite similar crime rates, the statewide average IR is 50% higher than Contra Costa's (JNA p. 53). Although it is anticipated that the County

² "Contra Costa County: A Model for Managing Local Corrections," Jim Austin, et al, January 2014

will successfully maintain its low IR, the County's population is expected to increase by 4.2% by the year 2019. Assuming a continuing IR of 145, therefore, the projected total capacity need in 2019 will be 1,926 beds (JNA p. 54 Table 23). Trend analysis demonstrates that high-security beds historically represent about 40% of the system's total capacity; thus, it is expected that the jail system will require 770 high-security beds by 2019 (JNA p. 50). With the completion of WRTH, the jail system will contain a total of 691 high-security beds (416 at WRTH and 275 at MDF); however, it is expected that the proposed housing, programs, and transition services proposed in this project will reduce recidivism, thereby reducing the numbers of people returning to custody.

1.b. Construction Proposed to Meet These Needs

Contra Costa County solicits funding to replace compacted, outdated, and unsafe housing at MDF by building a 126,425 square foot, high-security, 416-bed West County Reentry, Treatment, and Housing Facility (WRTH). In addition to seven high-security housing units (including a 96-bed behavioral health pod), WRTH will include a 22,246 sf Reentry Services Complex (RSC) consisting of a 9,228 square-foot Rehabilitation and Reentry Services Center; a 3,674 sf Workforce Readiness Center; a 2,285 sf Child/Parent Contact Visitation Center; 4,708 sf for Program Offices and Administration Areas; and a 2,352 sf Medical/Psychiatric Services clinic. The County's new Rehabilitation and Reentry Services program (R&R) will be housed at the RSC. Because this dedicated services building will be designed for access from both WRTH's high-security housing units and the existing medium-security WCDF campus, all of the RSC's resources will be available to everyone – both men and women – at WCDF.

1.c. Approach and Need for Space Consistent with Legislative Intent

Consistent with the intent of Government Code 15820.933(a), and as a compelling approach for the use of state financing, the cascade of transformative, whole-systems benefits catalyzed by this proposal is the County's most responsible, fiscally sound, operationally efficient, and programmatically effective way to replace overcrowded, aging, and unsafe housing. WRTH's modern facilities will maximize safe jail operations and increase public safety by fostering in-custody rehabilitation and support for successful transition back to the community. This whole-system approach is not only consistent with SB 863's legislative intent, but further ensures that the project's impacts can reverberate across the County's entire local criminal justice landscape. A robust new public/private "Transition from Jail to Community Collaborative Council" will oversee and support this comprehensive effort; see Section 3.c.

1.d. Safety, Efficiency, and Programming Needs Addressed by Proposal

WRTH's series of rippling reforms will accomplish all of the following:

- Eliminate the safety, crowding, and security concerns at MDF by moving more than 400 individuals from MDF into the new WRTH, allowing MDF to return to the single-cell direct supervision operational philosophy for which it was designed;
- Increase access to programs and services for all people throughout the County jail system by constructing an RSC available to everyone housed at WCDF; repurposing closed MDF housing units to allow for increased access to programs for those housed there; and establishing an Office of Reentry and Rehabilitative Services (ORRS) to manage services at all three jails; see Section 3.d.
- Improve operational efficiency by leveraging existing assets at WCDF, reducing

staffing needs for transfers and supervision by strategically placing staff stations between WRTH's housing units while providing substantial and varied program spaces on these units, increasing unit count while reducing unit size to allow for more effective separation of certain populations, and providing opportunities for "cohort-specific" units to provide dedicated housing and programs for certain populations, such as 18-24 year old men, the jail's most populous age group (JNA p. 27 Figure 19);

- Improve conditions and services for incarcerated people with behavioral health issues by providing specialized and appropriate housing space in WRTH; converting Building 4 of WCDF into the Women's Special Services building to ensure incarcerated women have regular access to psychiatric and clinical resources; and providing both men and women with gender-responsive, trauma-informed evidence-based services;
- Reduce trauma and stigmatization for children of incarcerated parents while improving family stability and post-release reunification outcomes through the implementation of an innovative child/parent program. Several studies have found that maintenance of family ties during incarceration is linked to post-release success;³ consistent with these findings, parents enrolled in R&R's Family Matters program will have access to regular, therapeutically supported contact-visits with their minor children in WRTH's state-of-the-art, family-focused Child/Parent Visitation Center. *We know of no other jail system in the state – or even the nation – that has included a dedicated parent-child contact visitation center and program of this scope in its construction plans.*

³ Creasie Finney Hairston, "Prisoners and Their Families: Parenting Issues During Incarceration," *Prisoners Once Removed: The Impact of Incarceration and Reentry on Children, Families and Communities*, Washington, D.C.: The Urban Institute Press, 2003

1.e. Previous Financing Through AB 900 or SB 1022

The County has not received financing through either AB 900 or SB 1022.

2. SCOPE OF WORK

2.a. Nature and Feasibility of Housing to Be Replaced

The replacement high-security general population and high-security behavioral health housing at WRTH will allow the County to return MDF to the single occupancy cell, direct-supervision model for which is was originally designed, decommissioning 420 beds and reducing the facility's capacity from 695 to 275 people. To accomplish this, the Sheriff's Office will close two of MDF's nine housing modules (eliminating 182 beds) and return remaining cells to single-use (eliminating 238 beds). Reducing the beds to levels consistent with MDF's original design and operational philosophy will resolve major safety concerns, permit MDF to return to a true direct supervision model, and provide opportunities for modest retrofitting to increase program space.

WRTH will address the identified needs for safe, high-security replacement housing by constructing a seven-unit housing complex comprising 320 new high-security Standard Housing beds and a 96-bed Behavioral Health Housing Pod (416 total), along with 12,265 sf program and classroom spaces with the housing units. In addition, WRTH's integrated 22,246 sf RSC will have the capacity to simultaneously provide programs to 291 individuals. *This is the most feasible and cost-effective method to improve housing conditions and programmatic access throughout the jail system.*

- Each of WRTH's five **Standard Housing Units** will be designed to accommodate 32 double-bunked cells distributed evenly between a main level and mezzanine. In addition to a 2,240 sf day room, each Standard Housing Unit will contain multiple

meeting spaces to increase access to programming and services. These include a 20-person Adult Education classroom, which will also be available for group use after normal class hours, a 20-person group-meeting room, a 10-person small-group program room, and three independent-study rooms shared by a housing pod (two adjacent housing units together constitute a housing pod). In addition to all the features required by Title 24, each housing unit will include six video-visitation carrels, three non-contact public visiting booths, and two professional booths with document pass-through slots.

- As with the five Standard Housing Units, the 64-bed **Special Services Unit** (SSU) will contain 32 double-bunked cells distributed on a main floor and mezzanine. Intended to house people experiencing short-term decompensation or detox episodes, the SSU will also contain a 2,240 sf day room; one 20-person classroom; one 20-person program room; one 10-person small group room; four 4-person interview rooms; three independent-study rooms; both video-visiting carrels and visitation booths; as well as other areas required by Title 24 and consistent with contemporary practice.

- Intended for people with serious and persistent mental illness who cannot function in general population, the 32-bed **Intensive Services Unit** (ISU) will contain 16 rated cells and two safety cells. Located on the first floor to mitigate safety risks, and fitted with maximum glazing to facilitate observation and safety, all cells within the ISU will be rated for double-bunk capacity; however, given the high-needs population it is intended to serve, the ISU will contain a mix of single and double occupancy cells, with an expected average daily population of 20 people. Given that essentially all programs and services for these vulnerable residents will be delivered within the unit, the ISU will contain a 1,120 sf day room; a 16-person classroom; two 8-person small-group rooms;

two 4-person interview rooms; an exam room; a secure behavioral health staff office, in addition to video-visiting carrels and visitation booths. Together, the ISU and the SSU constitute the **Behavioral Health Housing Pod**.

2.b. Feasibly Meeting Needs for Programming and Treatment Space

In addition to the many dedicated classroom and program spaces included within the housing units as described in Section 2.a, WRTH's structurally integrated Reentry Services Complex will provide ideal environments for rehabilitative, reentry, therapeutic, workforce training, and child/parent services, as follows:

- The Rehabilitation and Reentry Programs Center (9,228 sf) will contain eight program rooms each holding up to 18 people, eight meeting rooms designed for six people each, and one 40-person multi-purpose room;
- The Workforce Readiness Center (3,674 sf) will be comprised of one 25-person vocational classroom and two 25-person workforce development classrooms;
- The Child/Parent Visitation Center (2,285 sf) will include a child-focused group-program room designed for 14 parents, 18 children, and five staff; seven alcoves placed along its perimeter will allow for quieter interactions between parents and children while maintaining sight lines consistent with safe operations; and an outdoor patio will be reserved for child/parent activities conducted as part of the Family Matters program;
- The R&R Staff & Administrative Space (4,708 sf) will provide dedicated workstations for seven full-time employees, 18 work-station carrels for providers on-site part-time, two conference rooms, a break room, restrooms, and secure file storage;
- The Medical and Psychiatric Services Clinic (2,352 sf) will include an exam room, a medical preparation room, X-ray and dialysis rooms, a two-person physicians' office,

three nursing workstations, a restroom, general storage, and secure file storage space.

2.c. Suitability of Facility to Meet General Operational Requirements

All aspects of WRTH will be designed to ensure exemplary operations, safety, and efficiency, providing direct lines of sight to nearly all of the facility's secure areas, supplemented by indirect supervision through electronic CCTV/Intercom and security systems. All public and professional visitors will utilize separate, secure circulation corridors to access the housing units' visiting booths. Each two-unit housing pod will share common staging and sally port areas, recreation yards' storage and restroom, and staff restrooms. In addition, each two-unit housing pod will share an officer control station, reducing detention staffing level needs without compromising safe operations.

3. PROGRAMMING AND SERVICES

3.a. Current Programs and Services

The programs and services currently available at each facility in the County's jail system vary sharply (JNA p. 37). Given the absence of classrooms or program rooms at **Martinez Detention Facility**, individuals housed at MDF have access to education only through independent study. Psychiatric services are limited to assessment, diagnosis, supervision, and medication management. Space limitations restrict religious services to nondenominational counseling or Bible studies with a maximum capacity of six people. Community-based services are limited to one-on-one non-contact visits during visiting hours; resulting inefficiencies of one-on-one service delivery, rather than group work, prove cost-prohibitive for service providers (JNA p. 40).

With a maximum rated capacity of 188 in a low-security "farm" setting in rural East County, **Marsh Creek Detention Facility**, for sentenced men, has three classrooms where teachers conduct academic education classes in the mornings and support

independent-study on some afternoons, along with a psychoeducation class (DEUCE) and a Proud Fathers class. Onsite computers allow students to take the state's GED test, while religious services are held in a small chapel. MCDF also operates two vocational programs: Woodshop and Landscaping (JNA p. 39).

West County Detention Facility, opened in 1991 as a medium-security campus, was designed to provide space for a variety of mandated programs. As a result, men and women at WCDF have access to instructor-led adult education classes, vocational computer application and web-design classes, computer testing centers (GED and certificates) and independent study. A multipurpose room is used to provide access to religious services; on some evenings and weekends, this room is used for programming provided by volunteers and community-based organizations. Women at WCDF can participate in Engraving/Sign Shop and Frame Shop programs (JNA p. 38-39). All three facilities provide access to legal research through a contracted provider, and each facility has a library. At MDF, library access is provided through a library cart.

3.b. Programmatic Impact of Inadequate Space

As originally designed, MDF was intended to house people for relatively short durations, typically during times when the judicial proceedings of their cases required their frequent appearance at the nearby courthouse. As a result, MDF was never meant to provide space for programs or services. The facility's endemic overcrowding simply exacerbates these limitations (JNA p. 40). With the exception of a single, small booth (one per unit) capable of holding 2-3 people, MDF has no space for services (JNA p. 11), and its concrete structure and intrusive interior columns would make substantial renovation of the existing space very difficult (JNA pp. 58-59). Therefore, the most efficient way to improve both housing and program opportunities for the nearly 700

people at MDF, while increasing in-custody safety and fostering successful reentry, is to build a new facility that allows 400 people to transfer to a new high-security complex – thereby relieving the burdens currently shouldered by MDF. Modest repurposing of the newly vacated spaces will establish new opportunities to use them as program rooms, and the new R&R program, described in Section 3.e-3.k, will provide dedicated staff to support people who remain housed at MDF or at MCDF.

3.c. Foundational Approach: “Transition From Jail To Community”

Continuing the innovative efforts for which Contra Costa has drawn wide notice, the County intends to implement a robust public/private “Transition from Jail to Community” (TJC) model under the leadership of a TJC Collaborative Council.⁴ This forward-thinking shift in the County’s approach to in-custody rehabilitation, transition planning, and supported reentry will institutionalize multi-sector efforts to initiate lasting changes throughout the local justice landscape. Inaugurated by the National Institute of Corrections and the Urban Institute in 2007, a key premise of the TJC model is that “[detention-related] systems change must be coupled with concrete intervention efforts.”^{5,6} Thus, TJC models require the development of shared vision across multiple agencies, changes in organizational cultures, collaboration and joint ownership, and data-driven understanding of local incarceration and reentry.

3.d. Lines of Authority to Achieve Operational Objectives

To provide strategic and effective management of the detention system’s programs and services in partnership with the TJC Council, the Contra Sheriff’s Office will establish a new Office of Rehabilitation and Reentry Services (ORRS) to develop, coordinate, supervise, evaluate, and raise funds for in-custody and transitional

⁴ The County’s approach has been informed by the model, evaluation, annual reports, and strategic plan developed by and for the Allegheny (PA) County Jail Collaborative, see, among others, allegheycounty.us/dhs/jail.aspx and urban.org/research/publication/evaluation-allegheycounty-jail-collaborative-reentry-programs

⁵ “Transition from Jail to Community, Module 5,” accessed at www.tjctoolkit.urban.org/module5

⁶ Ibid.

programs and services for people in the County jails. Reporting to the West County Detention Division Commander, the ORRS Director will be responsible for fundraising, developing and coordinating appropriate roles, responsibilities, policies and protocols of the project's partners, including the Office of the Sheriff, Inmate Services, County Office of Education (Adult Basic Education and Workforce Readiness courses), County Health Services (psychiatric services), and one or more nonprofit social service organization(s) providing reentry and rehabilitative services, awarded through competitive bid.

3.e. Proposed Programming and "Risk-Need-Responsivity" Approach

Springing from the commitment to implementing a true TJC model, the Reentry Services Complex will house a new, multi-service Rehabilitation and Reentry program (R&R), providing a comprehensive and integrated array of validated, evidence-based, trauma informed, and gender-responsive⁷ programs, child/parent support services, workforce readiness training, and transition-planning for all people throughout the detention system. The development of Personal Success Plans for participants in the R&R program will begin by calculating each person's Risk/Need/Responsivity score (RNR). Since the 1990s, the RNR model has been used with increasing success to rehabilitate justice-involved individuals, and has been recognized for this success by the US Department of Justice, among others. RNR's three core principles are as follows:

- ***Risk principle:*** Match the level of service to the person's risk to re-offend, and prioritize treatment resources for higher-risk clients; level of risk can change over time, depending on the status of a person's underlying criminogenic needs;
- ***Need principle:*** Identify criminogenic needs (such as employment status, family dynamics, substance use, prosocial or antisocial leisure activities, and antisocial

⁷ This proposal is informed by "The Master Plan for Female Offenders: A Blueprint for Gender-Responsive Rehabilitation," California Department of Corrections and Rehabilitation, 2008.

attitudes) and target them in treatment;

Responsivity principle: Maximize the person's ability to learn from a rehabilitative intervention, tailoring the intervention to the person's learning style, motivation, abilities and strengths.^{8,9}

As mentioned, in the TJC model, reentry planning begins at the moment of incarceration, with the early identification and mitigation of a person's criminogenic risks and needs. RNR scores assess various factors such as substance use disorders, mental illness, cognitive or physical impairments, financial issues, family dynamics, housing instability, developmental disabilities, low literacy levels, and lack of reliable transportation, all of which may need to be addressed to support successful reentry. Research demonstrates that positive outcomes are maximized when service concentrations are correlated to RNR scores,¹⁰ so that people with high RNR scores are matched with proper program "dosage" (program length, duration, frequency, sequence, and suitability).¹¹ Consistent with this approach, the Sheriff's Office will collaborate with its partner agencies to identify and standardize the use of a new common RNR tool.

3.f. Client Assessment and Service Plans

After reviewing information derived through the RNR scoring process, R&R program staff and client will co-create a Personal Success Plan identifying in-custody and transition-planning services to support each client's post-release success. These Personal Success Plans will be designed to provide the appropriate combination and sequence of services to address each client's criminogenic risks and needs. A "Service Matching Tool"¹² will be used to convert each client's Personal Success Plan into an

⁸ "Risk-Need-Responsivity Model for Offender Assessment and Rehabilitation," James Bonta and D.A. Andrews, Public Safety Canada, 2006.

⁹ "Implementing Evidence-Based Policy and Practice in Community Corrections," Meghan Guevara and Enver Solomon, National Institute of Corrections, US Department of Justice, October 2009, second edition.

¹⁰ "Three Core Elements of Programs that Reduce Recidivism: Who, What, and How Well," Justice Center, Council of State Governments, July 7, 2015

activity schedule. In general, groups and workshops will be capped at 18 participants to maximize learning and relationship-building. Each group will last from 60-90 minutes.

3.g. Program Structure

The R&R program will operate on four Tracks, maximizing opportunities to match program dosage both with risk levels and the highly variable ALoS typical of county jails. Nearly all of the R&R program's services will be open enrollment, to foster the greatest access for clients. In order to provide meaningful services to all who are interested, activities will be built on two- to four-week intervals, maximizing participants' opportunities to complete modules even during relatively brief periods of detention.

3.h. Program Tracks & Eligibility Criteria

- **Track 1 (Reentry Track):** Sentenced clients who score medium to high on the Risk/Needs/Responsivity assessment, and who have up to 6 months remaining on their sentences (therefore a relatively predictable release date), will be eligible for a formal "Reentry Track" which will provide a robust curriculum of academic education, behavioral health, parenting, workforce readiness, and reentry planning resources Monday-Friday; supplemented with parent/child visitation programming on weekends and some weekday evenings. Consistent with best practices for high RNR scores and program dosage and fidelity (Latessa), and in addition to academic coursework, the Reentry Track will be designed to provide each participant with a minimum dosage of at least 300 hours of appropriate behavioral health, education, workforce training and readiness, and transition-planning services over the course of 5-6 months.

Track 2 (High-Risk/Unsentenced): High-risk unsentenced clients who have been in

¹¹ "Improving the Effectiveness of Correctional Programs Through Research," Edward J. Latessa, Center for Criminal Justice Research, Division of Criminal Justice, University of Cincinnati, 2008.

¹² "Integrated Reentry and Employment Strategies: Reducing Recidivism and Promoting Job Readiness," Le'Ann Duran, et al, Council of State Governments Justice Center, 2013.

custody for at least 30 days will be eligible for concentrated services and reentry planning. Given the uncertain length of stay common to unsentenced people, the High-Risk/Unsentenced track will be structured to provide each client with at least 10 hours of R&R programming weekly, with the intent to provide at least 150 hours of programming over four months, in addition to any academic and workforce readiness courses.

- **Tracks 3 & 4 (Open Enrollment, Medium/Low Risk, Men and Women):** These tracks will be open to all interested clients. Program duration, dosage, and frequency will vary according to participant interest, and programs will be available to all those at WCDF, regardless of anticipated length of stay. However, the Open Enrollment track will be designed to provide at least 5 hours of R&R programming weekly and at least 80 hours of programming over four months, in addition to academic and workforce courses.

In a major innovation, participants who have both high-risk security classifications and high-risk RNR scores will be have priority eligibility for reconsideration to medium-security housing if they actively, consistently, and successfully participate in R&R programming and make steady progress on their Personal Success Plans. R&R program staff and the Sheriff's Office will develop practices to identify people eligible for reclassification to medium-security housing. This combination of positive incentives is consistent with TJC principles to foster reentry readiness and post-release success.

3.i. Behavioral Health Premises, Modalities, and Services

All activities of the R&R will be supervised by a three-person management team: an R&R Director, a Multidisciplinary Services Manager, and a Behavioral Services Manager, all of whom will be licensed clinical social workers with forensic experience. See Section 3.I. for further detail on R&R staffing.

Core Premise 1: Integrated Treatment Rates of co-occurring mental health and substance use disorders (COD) are especially high in justice-involved men and women. The federal GAINS Center estimates that of the 1.1 million people with serious mental illness admitted annually to the nation's jails, 72% also meet criteria for co-occurring SUD.¹³ Because integrated treatment produces better outcomes for people with COD,¹⁴ WRTH will employ a behavioral health approach, recognizing the interconnected nature of behavioral choices, mental health, and substance use for people with COD.

Core Premise 2: Trauma-Informed Recognizing that *history of trauma* is profoundly present in justice-involved populations, with estimates ranging as high as 88% of men and 95% of women,¹⁵ the R&R program will establish a trauma-informed environment in all aspects and activities. Staff will be trained to maintain alertness and sensitivity to environmental triggers and trauma-related behaviors, and will be trained in core interventions. Similarly, coursework will orient clients to basic concepts of trauma-related self-care, including techniques of de-escalation and emotion regulation. Staff will be able to identify and immediately coordinate care for safe stabilization of any client in crisis; licensed providers will be directly involved in assessment and intervention.

Core Premise 3: Gender-Responsive The incidence of *physical and sexual abuse* among justice-involved women is also high; 47% in some studies (Modley, 2010) and even higher – up to 83% in a study conducted in Illinois (Reichert, 2010). For many, the path to crime has involved running away from childhood abuse; the use of illegal drugs as a means of coping; and drug selling, prostitution, and other crimes as a means to survive. As adults, many have experienced intimate partner abuse, sexual assault, and

13 "Behavioral Health and Justice Involved Populations," Pamela Hyde, Substance Abuse and Mental Health Services Administration, Bureau of Justice Assistance, Baltimore, February 11, 2011.

14 "Integrating Mental Health and Substance Abuse Treatment, SAMHSA

15 Steadman, H.J. (2009). "Lifetime experience of trauma among participants in the cross-site evaluation of the TCE for Jail Diversion Programs Initiative," cited in Policy Research Associates, "Toward Creating a Trauma-Informed Criminal Justice System."

the grief of losing custody of their children. Studies show that treatment of drug-dependent women is more likely to be successful if treatment is provided in a mutually supportive therapeutic environment and addresses issues including psychopathology (e.g., depression), a woman's role as mother, interpersonal relationships, and the need for parenting education (Polinsky, Hser, Grella, 1998). Many justice-involved men also have high rates of sexual abuse and assault in their lives. For men, the stigma of being sexual victims, coupled with culturally-shaped expectations for normative masculine behavior, adds extra trauma, anxiety, and confusion to this traumatic history.

Core Premise 4: Evidence-Based and Validated All of the therapeutic modalities and interventions will be *evidence-based and validated* for the populations they serve, and they will be *implemented with fidelity* to their respective models and regularly reviewed for effectiveness and efficacy, an essential companion to RNR (Latessa). The well-recognized **Seeking Safety** will serve as the curriculum for the trauma groups. Developed by Lisa Najavits, Seeking Safety is a present-focused treatment for clients with a history of trauma and substance abuse. Designed for flexible use, it is appropriate for group or individual format, male and female clients, and a variety of settings (e.g., outpatient, custodial, residential). Seeking Safety addresses trauma in terms of its current impact, symptoms, and related problems (e.g., substance abuse) without requiring individuals to explore distressing memories. To address and modify criminal thinking patterns for men, the curriculum is likely to be **Thinking for a Change** (T4C), developed by the National Institute of Corrections specifically for justice-involved populations. Consisting of 22 group sessions, this curriculum focuses on three cognitive perspectives: Cognitive Restructuring, Social Skills Development, and Development of Problem-Solving Skills. To address and modify criminal thinking patterns for women,

Moving On: A Program for At-Risk Women provides women with alternatives to criminal activity by helping them identify and mobilize personal and community resources. Moving On draws on the evidence-based treatment models of relational theory and cognitive-behavioral therapy, and can be fully delivered in as few as nine weeks (including supplemental sessions). To enhance interpersonal skills development, the R&R will use **Skillstreaming: A Guide for Teaching Prosocial Skills**. A manualized approach developed by Arnold P. Goldstein, the Skillstreaming curriculum is comprised of 50 specific skills ranging from beginning social skills (listening, starting a conversation, or offering praise) to advanced social skills (such as asking for help, following instructions, apologizing, and convincing others). Alternatives to aggression are also taught in the form of skills such as asking permission, negotiating, and self-regulation. Skills for dealing with stress include responding to failure, dealing with an accusation, dealing with group pressure and embarrassment. To address substance-use disorders, the program will call on the curricula developed by Dr. Stephanie Covington. Her **Helping Men Recover** is the first gender-responsive, trauma-informed treatment program for men, built on the understanding of the impact of male socialization on the recovery process, a consideration of the relational needs of men, and a focus on the issues of abuse and trauma. The Facilitator's Guide for the 18-session program is a step-by-step manual, while the participants' workbook allows men to process and record the therapeutic experience. Dr. Covington's evidence-based **Helping Women Recover** will be the recovery education curriculum for women. Integrating theories of women's psychological development, trauma, and addiction to meet the needs of women with addictive disorders, this comprehensive seventeen-session curriculum includes the step-by-step facilitator's guide and participant's journal,

entitled *A Woman's Journal*, filled with self-tests, checklists, and exercises to support personalized guided recovery. The core curriculum for the Family Matters program will be **Parenting Inside Out (PIO)**, an evidence-based parenting skills training program developed for justice-involved parents. A randomized controlled trial demonstrated that PIO reduced parental recidivism; improved parents' participation in the lives of their children; increased the use of positive parenting techniques; reduced parental stress and parental depression; and raised parents' prison adjustment scores. Family Matters staff will work with incarcerated parents to build stronger parenting skills; identify and effectively manage their own grief, trauma, and loss; develop effective communication skills in dealing both with their child and the child's active caregiver; set goals for each visit with their child; tie in-custody goals and behaviors to their motivations as parents; and build reentry plans that increase their capacities as parents. For justice-involved parents involved in the child welfare system, the R&R program will coordinate with the County's Children and Family Services Bureau to maximize opportunities for Family Matters participants to comply with family reunification plans.

3.j. Transition and Resource Development Services

Supervised by the **Multi-Disciplinary Services Manager** (LCSW) and serving clients throughout the jail system, Transition Coaches will work with clients to develop and implement individualized reentry plans to support their post-release success, while Resource Developers will work both in the facilities and in community-based settings to gather and coordinate the resources necessary to fulfill each client's Transition plan. This assistance may include identifying and confirming housing, starting the process to apply for public benefits (cash aid, food stamps, and Medi-Cal enrollment), identifying vocational or educational resources consistent with the client's capacities and interests,

identifying positive social supports, and developing a personal emergency plan.

3.k. Workforce Readiness Services

In partnership with the County Office of Education, and operating from a fully equipped computer laboratory, the R&R program will provide certificated programs in Computer Applications (including Microsoft Word, Excel, PowerPoint, and Adobe) as well as Web Design/coding. A didactic, hands-on, 90-minute Work Readiness Skills workshop will be conducted several days a week to support clients' preparedness and willingness to engage in employment-related activities after release. The curriculum will include topics such as Getting Ready to Work: Pre-Release Work Planning; Skills Inventory; Keeping on Track; The Three Rs: Job-Related Educational Basics; and Keep What You Earn: Options for Banking, Budgeting, and Saving (including IDAs¹⁶). Program staff will pay particular attention to identifying and documenting clients' employment history (however informal or inconsistent), along with identifying and building case plans to mitigate barriers that may have interfered with sustained employment. For younger adults ages 18-24, the largest represented age group in the County system (JNA p. 31 Figure 24), Transition Coaches and Resource Developers will devote particular attention to helping these young clients cultivate interests, aptitudes, and opportunities to develop transferrable employment or educational skills.

To enhance access to post-release resources, the Resource Developers will spend substantial time outside the jails, working with community-based organizations and public agencies to identify resources to implement clients' transition and post-release plans. To this end, the Resource Developers will develop strong and informed relationships with Workforce Centers, community-based service agencies, housing

¹⁶ Individual development accounts are a financial asset-building tool to support savings by low-income individuals

providers, local employers, family members, public benefit agencies, educational institutions, and vocational trade schools across the County, and will work closely with local employers to cultivate a willingness to hire people with criminal records. In addition, Richmond's new Reentry Success Center and the County's Network Reentry System of Services will serve as partners for Resource Developers.

3.I. Staffing Changes Required to Provide Services

- **Sheriff's Deputies and Aides:** The safe operation of WRTH will require 37 Deputy Sheriffs and six Sheriff's Aides, to manage the greater number of housing units and the movement of program participants to and from programs. Thirty-one Deputy Sheriffs will be transferred from other assignments, while six Deputy Sheriff and six Sheriff Aide positions will be added, for an incremental annual cost of \$1,992,468.

Rehabilitation and Reentry Services: The R&R program's rich array of behavioral, resource development, and transition planning services will be provided by a qualified nonprofit social service organization selected through competitive bidding. For these services, the planned staff include a full-time, licensed Director (LCSW); a Multi-Disciplinary Services Manager (LCSW); a Behavioral Services Manager (LCSW); ten Behavioral Health/Family Matters Case Managers; six Resource Developers; five Transition Coaches; a Data and Evaluation Manager; and an Administrative Assistant. Line staff will be assigned to each of the three facilities, to ensure access to services. The annual cost for these staff and related program costs is budgeted at \$1,868,702.

- **Adult Education and Vocational Services:** Existing staff assignments will be revised to reflect the new program approaches. It is anticipated that six positions (3.5 FTE) will be reassigned due to increased efficiencies, and that 2 FTE credentialed teachers (one vocational and one academic) will be hired at an annual cost of \$234,000.

Psychiatric Services: To provide psychiatric diagnosis, prescriptions, medication management, and supervision services to all people housed at WRTH, 1 FTE psychiatrist and 1 FTE Psychiatric Nurse Practitioner will be hired, at an annual cost of \$338,880. In addition, 2 FTE Licensed Vocational Nurses will be reassigned from MDF to WRTH, to support medication distribution to patients. All together, the incremental personnel budget to operate the new facility is \$4,434,050.

3.m. Objectives of the Facilities and Services

Every aspect of WRTH's physical design – from its direct-supervision housing coupled with ample in-unit program and classroom space; its specialized behavioral health housing units; its Reentry Services Complex; its exemplary Child/Parent Visitation Center; its Transition from Jail to Community Collaborative Council; the evidence-based modalities and multi-disciplinary model of its R&R program; and the behavioral incentives embedded in its step-down classification plan for people successfully engaged in services – reflects commitment to providing effective services to increase reentry readiness and improve post-release success. As its foundational approach, the R&R program reflects the eight principles for effective interventions in community corrections: Assess criminogenic risks and needs; enhance intrinsic motivation; target interventions (service array and dosage); foster development of prosocial behavioral skills; increase positive reinforcement; engage ongoing support in natural communities; measure relevant processes/practices; and provide measurement feedback.¹⁷ Finally, all of the evidence-based therapeutic modalities of the R&R have demonstrated efficacy with justice-involved populations, intended to reduce recidivism.

¹⁷ "Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention," Crime & Justice Institute, at <http://nicic.gov/theprinciplesofeffectiveinterventions>

3.n. Documented Pretrial Percentages

In 2013, 74% of people incarcerated in the County jail system were pretrial status. In its ongoing effort to further reduce pretrial detention (for July 2015, it was 65%), the Sheriff's Office maintains an active "cite-release" policy, in which any individual brought in to the jail's booking center for a charge less than felony (with some limited exceptions) is provided with a written citation and then released from custody on a signed promise to appear at court. Similarly, the Sheriff's Office operates a robust pretrial Electronic Home Detention (EHD) program using GPS and SCRAM¹⁸ technology. The Sheriff's Custody Alternative Facility program (CAF) also provides eligible sentenced individuals the opportunity to serve a remaining sentence on EHD, in the Work Alternative Program, or by participating in the County Parole program. Currently, 661 people are participating in Alternatives to Detention and Pretrial Services.

3.o. Description of Risk Assessment-Based Pretrial Release Processes

In early 2014, the County launched its Pretrial Services program (PTS), a collaborative effort of the Sheriff, Probation, Public Defender, District Attorney, and the local Superior Court. Led by a multi-agency work group responsible for assessing implementation, refining operations, and planning, this unique collaborative structure has led Californians for Safety and Justice to feature Contra Costa in a forthcoming report. PTS uses a modified version of the well-recognized Virginia Pretrial Risk Assessment Instrument (VPRAI), which assesses eight factors to determine pretrial release.¹⁹ The County has contracted with the Pretrial Justice Institute, in collaboration with the Crime and Justice Institute of Community Resources for Justice, to provide technical assistance in the program's design and implementation, and to validate the

¹⁸ Secure Continuous Remote Alcohol Monitoring (SCRAM) is an electronic monitor that uses persistent transdermal technology to detect alcohol use by the person wearing the device.

¹⁹ The factors are 1) current allegation is felonious 2) other pending charges 3) 1 previous conviction 4) 2 or more violent convictions 5) previous failures to appear 6) at current residence a year or more 7) last two years in school or employed 8) history of substance abuse. Each factor provides 0 or 1 point, except failures to appear provide 2 points.

local use of this modified instrument.²⁰ With a staff of four probation officers, two paralegals, and one clerk, PTS paralegals meet each morning with detained individuals in the holding cells at the courthouse. Using a standardized interview tool, the paralegals gather required information, which is then sent to Probation. In turn, Probation Officers attempt to verify the information, gather additional information from various law enforcement and court databases (CLETS,²¹ ARIES,²² police reports, probation history), and input the information into the modified risk assessment instrument. After determining a person's risk level, Probation Officers submit recommendation reports to the Court, including proposed terms and conditions. The Judge makes the decision in the presence of a Public Defender and District Attorney. Not all defendants qualify for release into PTS; disqualifiers include misdemeanor charges, defendants with holds for other law violations, probation and AB-109 violators, individuals charged with domestic violence offenses, and certain other serious felony offenses.²³ A database measures the success of the program; to date, only 18.4% of people released to PTS have been arrested for a new offense or been issued a warrant.

4. ADMINISTRATIVE WORK PLAN

4.a. Steps to Complete the Project

Upon receipt of the state's notice of intent to award funding, the County will develop the project narrative, 3-page cost estimate and detailed timeline to achieve project establishment in the shortest time possible with the assistance of a consultant who specializes in BSCC-funded jail projects. At the same time, the project architect-engineer (AE) will begin confirming the exiting space and functional programs, and

²⁰ See <http://www.crj.org/cji/entry/pretrial-contra-costa>

²¹ California Law Enforcement Telecommunications System

²² The Automated Regional Information Exchange System (ARIES) is a database of Contra Costa County arrest and criminal histories

²³ Penal Code § 667.5 (c) and most but not all of offenses listed in Penal Code § 1192.7

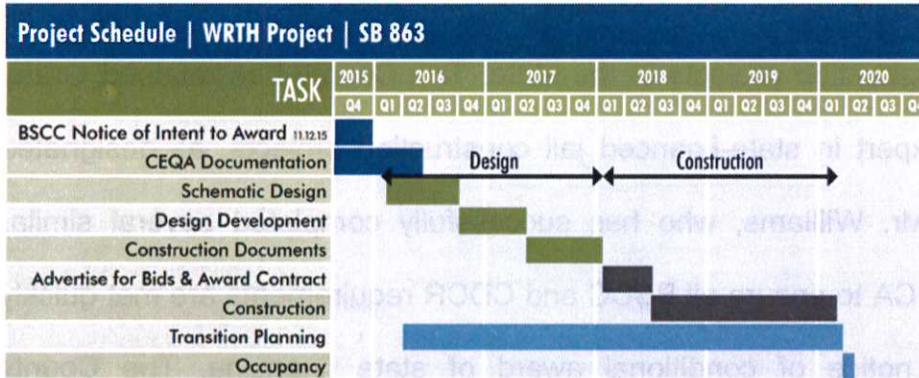
complete the architectural program. Schematic and design development documents will be developed utilizing the County's Owner's Project Requirements (OPR). Simultaneously, the Construction Manager (CM) will be selected and hired.

Design workshops will be held routinely to provide close interaction between the Sheriff's Office (SO) and the Design Review Team (DRT). These will be attended by the Sheriff's Transition Team (TT) and appropriate consultants. The design will be complete when the construction documents are developed. All required state interaction and submittals will be performed according to the detailed Gantt chart schedule that has been completed and used to develop the Section 3, Project Timetable.

The AE will assist the CM to prepare bid packages and perform the prequalification of bidders and the bidding process. Once the State Public Works Board (SPWB) has determined all financing requirements have been met and issued the Notice-to-Proceed, the construction contract will be awarded. At this point, the contractor will take over management of the BIM. The County Construction Administrator (CA), assisted by the CM and AE, will oversee the work through completion and project close-out. The TT will begin its work when the design process begins. About the time construction starts, the TT will begin developing operational plans, and hiring and training new staff. With a construction punch list and a successful shakedown complete, occupancy will be granted by the Building Department and Fire Marshal. An audit by the state will determine whether the facility has been staffed and is being safely operated as planned.

4.b. Project Schedule

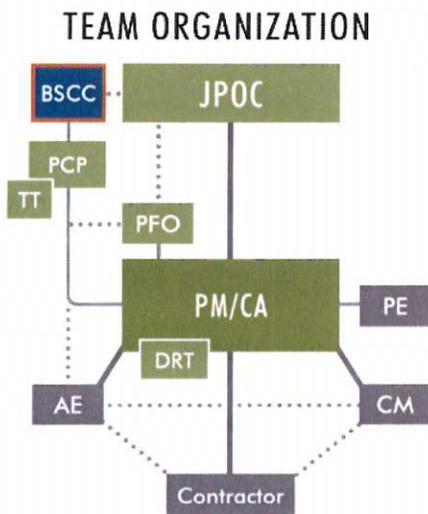
A summary of the detailed Gantt chart developed for the project is included here. The timeline meets the 120-day deadline for completing due diligence. The NTP for



construction is issued on June 4, 2018, 32 months after the state’s Notice of Intent to award, easily

meeting the 42-month deadline. Construction is finished on January 23, 2020, about 20 months after start, thus meeting the 36-month requirement. Occupancy is scheduled for March 13, 2020. The County has determined the Design-Bid-Build delivery method is most appropriate for this project.

4.c. Plan for Project Management



A Project Management and Construction Administration Plan has been designed to ensure delivery of a quality product meeting the County’s needs; technical compliance with BSCC, CDCR and SPWB requirements and applicable codes; adherence with County policy and procedure; and completion of the project on time and on budget. The most appropriate County resources in construction, accounting and legal

management have been assigned to the project.

Ramesh Kanzaria, R.A, Manager of the County's Capital Projects Management Division of the Public Works Department, will serve as Project Manager and as Construction Administrator (CA). A Registered Architect in the state of California who holds a Diploma in Architecture,²⁴ Mr. Kanzaria has 35 years experience managing medium and large construction projects in the state. The County has retained Grady Williams, P.E.,²⁵ an expert in state-financed jail construction projects, as designated Project Expert (PE). Mr. Williams, who has successfully completed several similar projects, will assist the CA to ensure all BSCC and CDCR requirements are met quickly and accurately upon notice of conditional award of state financing. The County appreciates that the operation of the building will account for roughly 80% of its cost over its design life. Thus the PE, who formerly served as the manager of another county's Building Asset Management Division, will ensure the County's facility maintenance staff is fully integrated into the design process to minimize future maintenance and utility costs. Finally, the PE will represent the SO in design workshops to ensure the AE's design meets the functional program, and will serve as a vital resource of senior project management skills for the construction work.

The CA maintains overall responsibility for the project and is the direct line of reporting to the project team. The CA reports to the Director of Public Works Department and to the Jail Project Oversight Committee, which includes the County Administrator's Office, the Sheriff, and the Auditor-Controller, among others, providing a direct line to County executives and resources. The CM will manage daily construction activities in the field, ensure quality control of the contractor, and assist in budget and schedule compliance. The County Building Department will perform plan-check using a

²⁴ A six-year course of study equivalent to a Masters degree

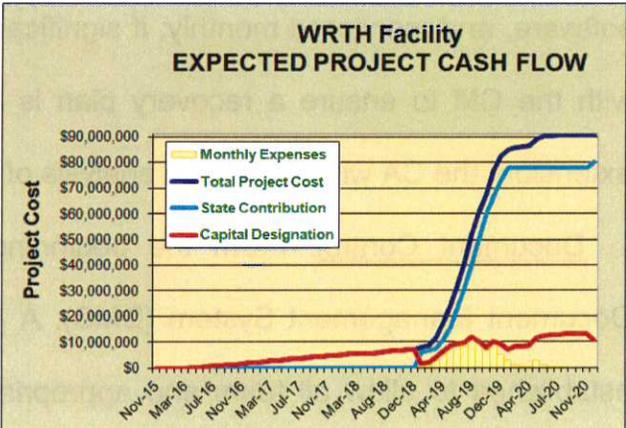
²⁵ Professional Engineer, State of Washington

firm with strong experience in jail design, issue permits, and provide two full-time inspectors with experience in jail construction to work in the field as code compliance inspectors during construction. The County will select a Commissioning Agent (Cx) to work from design development through construction completion and close-out.

Upon notice of the conditional award, the SO's Transition Team (TT) will begin developing operations manuals. The TT will ensure that a fully trained staff is ready to begin a smooth operation of the new facility and that the facility has completed a full shakedown prior to occupancy. The SO's project coordinator, Captain Thomas Chalk, will be the County's Primary Contact Person (PCP) to the state, the leader of the TT, and the person to provide and manage resources of the SO.

The Project Financial Officer (PFO), Wanda Quever, is responsible for managing the development of the chart of accounts for the project, requesting budget revisions to ensure adequate cash flow, processing invoices to and payments from the BSCC, and preparing financial reports for the CA. The

PFO will assist the CA with accounting and cash flow reports, and reports to DPW and JPOC. A detailed cash-flow analysis has been prepared, demonstrating the County's



understanding of the quantity and timing of funds required for the project.

Key components of the CA's program include:

Planning: A step-wise, room-by-room analysis of the entire process of incarceration from booking to release has been performed. Likewise, a step-wise analysis of the

continuum of care from incarceration to reentry, including probationary requirements, has been performed. Other planning documents will include the Transition Plan, Commissioning Plan, Owner's Project Requirements, the Project Manual, and policies and procedures including quality and safety.

Designing: Workshops will be held at key milestones during each phase of design. The AE will submit documents to reviewers in advance, and describe its features and rationale at the Workshops. The TT is part of the Design Review Team (DRT).

Building Information Modeling (BIM): The BIM process will begin at schematic design and continue into facility operation. Initially developed by the AE with the involvement of the County's building asset management staff, it will then be handed to the contractor for construction. BIM will assist in minimizing change orders and staying on schedule. It will also be used to perform more efficient maintenance on the facility.

Scheduling: CPM and milestone schedules will be developed using Primavera software, and monitored monthly; if significant variances are identified, the CA will work with the CM to ensure a recovery plan is enacted. If the contractor requests a time extension, the CA will perform an analysis of any fragments for validity.

Document Control: From the beginning, the CA will establish and maintain a Document Management System (DMS). A password-protected project website will be established to allow all team and appropriate state personnel to access, review, and approve project documents online from anywhere.

Quality Control/Assurance: The contractor will be required to provide and document continuous quality control (QC). The CA will be responsible for ensuring the contractor meets this requirement through an active quality assurance (QA) program. The CM will inspect any corrections to assure their implementation.

Safety: A Safety Plan will be developed at project onset. All personnel will be trained on its requirements, and the CA, with the help of the CM, will ensure safety is incorporated into all aspects of the project, and that incidents are corrected immediately and reported as soon as possible.

Commissioning: The Cx plan for the new facility will be prepared early in the design process. The Cx Plan will provide logistics for accessibility, efficient operability, and low cost maintainability. Cx activities include start-up documentation, test procedure acceptance, and plan and document training. The Cx will evaluate the working effectiveness of the systems' seasonal performance, control systems settings, and interactions with the life/safety systems.

RFI Processing: The CA's team will perform timely, complete, and accurate responses to Requests for Information (RFIs) to avoid delay claims and control costs. The CM will review RFI's to ascertain validity before sending to the AE. If the response involves additional cost or time, the CM will review the solution with the AE to identify any lesser or non-impact alternatives. If there are none, the CM will work with the CA to quickly arrive at the fairest price and/or time extension.

Submittal Processing: The CA will require the contractor to identify all submittals on their baseline schedule. This schedule is provided to the AE with a composite submittal forecast that indicates the volume and timing of anticipated submittals and allows the CA to plan for enough reviewers to handle peak workloads. Submittals will be tracked using the Document Management System (DMS).

Change Control: To assure change control, the CA will include a thorough and detailed scope of work in the contractor's contract; conduct constructability and BIM

reviews; ensure cost-conscious and comprehensive RFI responses; ensure complete submittal and shop drawing reviews; institute a pre-approved change control processing approach; ensure expeditious review and processing of all change order requests; and incorporate only essential changes. The CM firm will assist the CA in this process.

Dispute Resolution: If problems arise, the CA will work collaboratively to gather information, form alternatives, and guide decisions that result in solutions. The CA's field team will attempt to resolve issues on-site. If unsuccessful, the field team will elevate issues to the CA, who will attempt to negotiate a resolution. If necessary, higher levels of authority and expertise will be brought in until resolution is achieved. The CA will provide notification of any potential claims, provide analysis of the disputed facts, and recommend a follow-up course of action.

Claims Mitigation: Claims prevention will involve clear communication, prompt resolution, prompt response to contractor's submittals, and the implementation of solid management practices. If the CM suspects a problem, the CM will gather all key team members to evaluate the risk, explore alternatives, prepare guidance for the contractor to clarify requirements, and if appropriate, initiate a change order to compensate the contractor. The CM will keep a "potential claim file" to capture all relevant documents.

Invoicing: The CA will require each contractor and consultant to invoice separately the expenses eligible for State reimbursement, for expenses to be paid by County contributions, and for expenses that are not eligible for the SB 863 program.

Cost Accounting: Using proven processes developed by the PE, FIN codes will be assigned to all project expenses, allowing all expenses to be appropriately tracked.

5. BUDGET NARRATIVE

5.a. **Total Project Cost, Funding Amounts and Types, and Match**

The total cost is \$90.4 million. The County's match of \$10.43 million will exceed the required 10% match; it includes \$7.26 million in cash and \$3.17 million in-kind, totaling 11.5% of the project cost. The Sheriff intends to fund the match using \$4.5 million from Sheriff's Plant Acquisition Fund and \$2.4 million from AB 109 Public Safety Realignment Revenue.²⁶ In addition, \$165,000 in allowable costs has already been expensed, and \$195,000 in costs ineligible for SB 863 funding is provided as overmatch.

5.b. **Allocation of Effort & Use of Funds Compared to Project Objectives**

The cost of constructing the 320 Standard Housing Units and the 96 Behavioral Health beds is estimated at \$40 million; cost of the program spaces within the housing units is \$8 million; and cost of the Reentry Services Complex is \$9 million. Remaining construction costs cover design, management, and other costs that benefit the program objectives proportionately.

5.c. **Efficient Use of State Resources**

The project's basic construction cost was estimated by a certified construction cost estimator using the detailed space program and concept-design space analysis to arrive at square footages. The estimator applied specific unit costs for each space type, from \$275/sf for program and office space to \$475/sf for housing; the escalated, average unit cost is \$527/sf. This project maximizes the state funding by leveraging existing County services and infrastructure. Existing water supply, sewage, and storm water runoff systems at the WCDF, along with its kitchen, laundry, and library, and in-patient medical services, were scaled to anticipate such a project. MDF will continue to provide booking

²⁶ Both sources were previously earmarked for this purpose for the County's SB 1022 funding application.

and classifications services. Collectively, these leveraged resources reduce construction costs by an estimated 20% as compared to typical jail projects.

The County's executed contract with its AE requires it to seek the least life-cycle cost of the new facility. This ensures not only the lowest capital cost, but also the lowest facility operating costs, which represents more than 80% of the building's total cost of ownership. The new facility will be designed to achieve a minimum LEED™ rating of Silver with have an energy consumption reduction of more than 15% compared to Title 24 requirements. The new facility is estimated to use only 60 to 70% of the energy of MDF and to cost less than half to maintain. These operating cost reductions, combined with the closing of two housing units at MDF, will result in a net reduction in utility and maintenance costs of about \$500,000 annually. Not only is the plan to build the proposed project cost efficient and effective; so is its lifecycle cost of operation. In comparison, the option of renovating the MDF has been found to be infeasible, costly, and unable to achieve the intended replacement housing and programming goals.

5.d. Operational Costs: Efficiency and Sustainability

The project's plan to reassign substantial staff (Sheriff's Deputies, academic staff, and detention mental health staff, as described in Section 3.I.) provides tremendous cost-efficiencies. The net incremental annual operating cost is \$4,434,050, of which \$2,441,582 (54%) is for program costs and \$1,992,468 is for SO personnel. Identified funding sources for this net increase include Inmate Welfare Fund at \$56,000; existing SO General Budget at \$555,802; SO's current AB 109 funds at \$1,329,780, and County General Funds at \$1,992,468; and \$500,000 in net operational savings, as described in Section 5.c. **Other Funding Sources:** The County has been both proactive and

successful in seeking state and federal grant funds to develop and implement innovative services in the local justice system. For example: In February 2015, the BSCC awarded the County a three-year, \$3.135 million Edward Byrne Memorial Justice Assistance Grant to serve juvenile justice youth; in June 2015, the BSCC awarded a three-year, \$950,000 Mentally Ill Offender Crime Reduction Act grant to improve outcomes for detained juveniles with mental health issues; and the County has also received two Second Chance Act grants: a two-year, \$1.5 million adult demonstration grant, and a three-year, \$706,004 Smart Probation grant. To amplify these efforts, and as discussed in Section 3.d, the SO will hire a Director of Rehabilitation and Reentry Services, whose duties will include ongoing grant-writing to support program operations.

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

THE BOARD OF SUPERVISORS OF CONTRA COSTA COUNTY, CALIFORNIA

Adopted this Resolution on August 18, 2015 by the following vote:

AYES: Andersen, Piepho, Mitchoff

NOES: Gioia

ABSENT: Glover

ABSTAIN: None



SUBJECT: Senate Bill 863 Resolution of the)	Resolution No. 2015/301
Board of Supervisors of the County of Contra)	
Costa, supporting Sheriff David O. Livingston)	
in the submittal of an application for state)	
funding of the proposed West Contra Costa)	
County Reentry, Treatment, and Housing)	
(WRTH) Facility Project)	

WHEREAS, the Board of State and Community Corrections on behalf of the State of California has made available up to \$500 million in state lease-revenue bond financing for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California as authorized by Senate Bill 863 (SB 863), and

WHEREAS, on June 10, 2015, the Board of State and Community Corrections issued a Request for Proposals (RFP) to award and allocate financing to counties as authorized by SB 863, and

WHEREAS, counties with a general population of 200,000 and above are required to provide

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown

ATTESTED: August 18, 2015

DAVID J. TWA, Clerk of the Board of Supervisors
And County Administrator

By *Jane M. [Signature]* Deputy

CC:

RESOLUTION NO. 2015/301



a minimum of 10 percent of the total project costs in matching contribution; and

WHEREAS, the County of Contra Costa is seeking an award of SB 863 financing in the amount of \$80 million for the West Contra Costa County Reentry, Treatment, and Housing facility project; and

WHEREAS, the goal of SB 863 is to improve local adult criminal justice housing with an emphasis on expanding program and treatment space to manage the adult offender population in order to enhance public safety throughout the state by providing increased access to appropriate programs and treatment; and

WHEREAS, the West Contra Costa County Reentry, Treatment, and Housing facility project (the "Project") will improve adult criminal justice housing in Contra Costa County through the Project's emphasis on expanding program and treatment space, thereby promoting public safety and serving a critical state purpose; and

WHEREAS, Contra Costa County Sheriff David O. Livingston has requested that the Board of Supervisors authorize him to execute Contra Costa County's proposal for SB 863 financing in response to the RFP (the "Proposal") and submit it to the Board of State and Community Corrections.

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

1. Approves the West Contra Costa County Reentry, Treatment, and Housing facility project (the "Project"), approves the Proposal and authorizes Sheriff David O. Livingston to sign and submit the Proposal on behalf of the County of Contra Costa requesting funds in the amount of \$80,000,000.
2. The following funds have been identified as potentially available to satisfy the County's cash contribution to the Project of \$7,261,000: up to \$4.5 million from Sheriff's Plant Acquisition account (0111) and up to \$2.5 million from the 2011 Local Revenue Fund – Community Corrections account (AB 109) (0295/2982) and up to \$350,000 from existing, budgeted County General Fund resources.
3. In addition, the County has already paid, budgeted or identified \$3,170,000 in "in-kind" contributions towards the Project.
4. Assures that any County cash contribution matching funds for the Project will be derived exclusively from lawfully available funds of the County and will be compatible with the State's lease revenue bond financing.
5. Assures that the payment of any County cash contribution matching funds for the Project (i) will be within the power, legal right, and authority of the County; (ii) will be

RESOLUTION NO. 2015/301

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) will be available for authorization by necessary and appropriate action on the part of the governing body of the County.

6. Assures that the funds identified as the County's proposed cash contribution matching 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 funds identified as the County's proposed cash contribution matching 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.
7. Assures that when and if state financing is awarded for the Project within the SB863 Financing Program, the funds identified as the proposed County match are available, subject to appropriation by the Board of Supervisors, for purposes of the Project. The County's readiness to proceed is evidenced in the County's Proposal.
8. Generally approves the form of the Project documents deemed necessary by the State Public Works Board to the Board of State and Community Corrections to effectuate the financing authorized by SB 863. The County Administrator, David Twa, or his designees, (collectively, the "Authorized Officers"), acting for and in the name of the County, is hereby authorized to execute, and the Clerk of the Board of Supervisors is hereby 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 Board of State and Community Corrections or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds and subject to review and approval as to form by County Counsel. 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.

9. Authorizes each of the Authorized Officers to execute these respective agreements at such time and in such manner as is necessary within the SB 863 Financing Program, and 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.
10. Designates Contra Costa County personnel to act in specific capacities, as follows:
County Construction Administrator – Ramesh Kanzaria, PE, Manager of Capital Projects Division, Public Works Department; Project Financial Officer – Wanda Quever, Manager of Finance Division, Public Works Division; Project Contact Person – Capt. Thomas Chalk, West County Detention Division Commander, Sheriff's Office.
11. Assures that the County of Contra Costa will adhere to state requirements and terms of the agreements between the County of Contra Costa, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any state financing allocation and County's cash contribution matching funds.
12. Assures that the County of Contra Costa will fully and safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations, Chapter 1, Subchapter 6, section 1756(j)(5)) within 90 days after project completion.
13. Assures that the County of Contra Costa has project site control through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Board of State

and Community Corrections, for so long as the State Public Works Board lease-revenue bonds secured by the financed project remain outstanding.

14. Attests to \$680,000 as the current fair market land value of the Project site, to the land not being under an existing operational facility, and to its actual on-site land value documentation being from an independent appraisal.
15. Certifies that the County is not and will not be leasing housing capacity in the Project to any other public or private entity for a period of 10 years beyond the completion date of the Project.

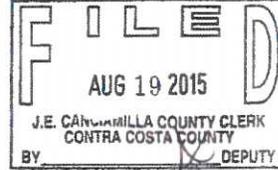
REQUIRED DOCUMENTS

CALIFORNIA ENVIRONMENTAL QUALITY ACT NOTICE OF DETERMINATION

To: Office of Planning and Research
P.O. Box 3044, Room 113
Sacramento, CA 95812-3044

From: Contra Costa County
Dept. of Conservation & Development
30 Muir Road
Martinez, CA 94553

County Clerk
County of: Contra Costa



State Clearinghouse Number: 2015042003

Project Title: West County Detention Center Expansion Project CP#: 15-14; WO#:0845

Project Applicant: Contra Costa County Public Works Department

Project Location: 5555 Giant Highway in Richmond, California (Figure 1)

Project Description: The proposed project entails the development of approximately 2.3 acres within the existing West County Detention Facility (WCDF) for a high-security detention facility with supporting reentry program facilities, and a mental health treatment facility. The new facility would provide high security housing, and educational and vocational facilities and programs to help prepare inmates for reentry into society. The proposed project would result in essentially no increase of California Department of Corrections rated beds in Contra Costa County. The 240 cells at the Martinez Detention Facility (MDF) that do not meet security and safety requirements would be repurposed for short-term housing of inmates for purposes of in-processing and release. The MDF would continue to be the booking facility for law enforcement agencies in the central and eastern areas of the County. The project consists of construction of a new 150,000 square foot building containing approximately 240 double-occupancy cells (480 beds), a mental health treatment facility, and educational and vocational program facilities along with facilities to support outpatient medical services, recreational activities, and minor administrative functions of the existing WCDF. In addition, a 1,000 square foot, single story, equipment or generator building would be located adjacent to the main building. Intake, release, inpatient health care, central library services, food service, laundry, commissary, and maintenance/warehouse storage will continue to be provided in existing buildings and using existing infrastructure on the WCDF site. In order to proceed with the proposed project, the applicant must obtain approval from the Contra Costa County Board of Supervisors, State Department of Corrections, the Bay Area Air Quality Management District, the State Water Resources Control Board will require a Construction General Permit for management of storm water during construction activities and the San Francisco Regional Water Quality Control Board will require a National Pollutant Discharge Elimination (NPDES) storm water permit. The Draft EIR identifies potentially significant environmental impacts in the following areas: Air Quality, Cultural Resources, and Public Services and Utilities. Potentially significant impacts will be mitigated to less-than-significant levels.

The project was approved on: August 18, 2015

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

Notice of Determination was sent to Office of Planning and Research.*

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

Contra Costa County Public Works Department
255 Glacier Drive, Martinez, CA 94553

Signature (Contra Costa County): [Signature] Title: _____

Date: August 18, 2015 Date Received for filing at OPR: _____

AFFIDAVIT OF FILING AND POSTING	
I declare that on <u>AUG 19 2015</u> I received and posted this notice as required by California Public Resources Code Section 21152(c). Said notice will remain posted for 30 days from the filing date.	
Signature <u>[Signature]</u>	Title: <u>Deputy Clerk</u>

Applicant: Public Works Department 255 Glacier Drive Martinez, CA 94553 Attn: <u>Hillary Heard</u> Environmental Services Division Phone: (925) 313-2022	Department of Fish and Game Fees Due <input checked="" type="checkbox"/> EIR - \$3,069. ⁷⁵ <input type="checkbox"/> Neg. Dec. - \$2,210. ⁰⁰ <input type="checkbox"/> DeMinimis Findings - \$0 <input checked="" type="checkbox"/> County Clerk - \$50 <input checked="" type="checkbox"/> Conservation & Development - \$25	Total Due: \$ <u>50-</u> Total Paid \$ <u>319.75</u> Receipt # <u>2344051</u>
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*Notice of Determination may be sent by fax to (916) 323-3018, if followed up with a duplicate mailed copy.

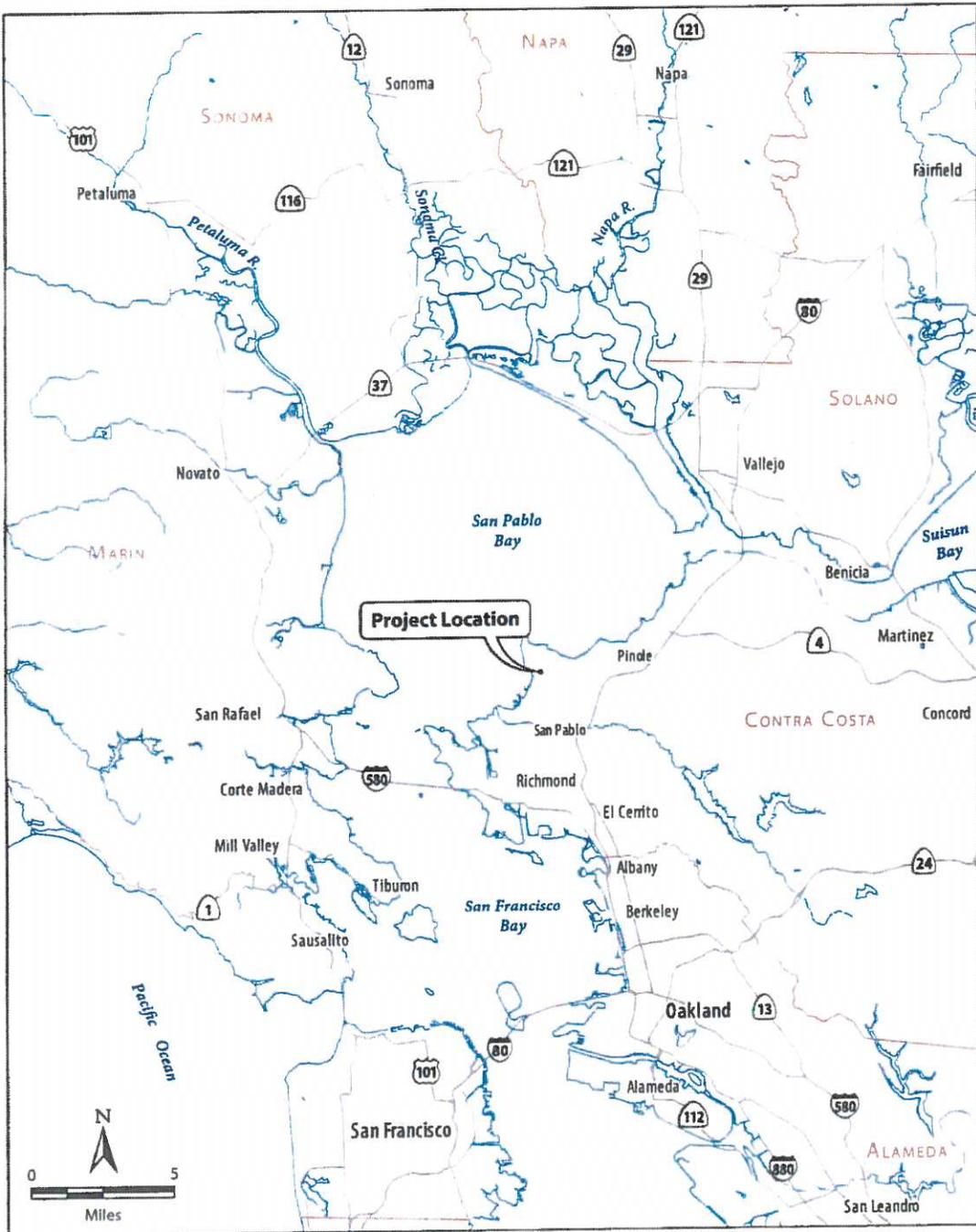


Figure 1
Project Location



OFFICE OF THE COUNTY COUNSEL
COUNTY OF CONTRA COSTA
Administration Building
651 Pine Street, 9th Floor
Martinez, CA 94553

(925) 335-1800
(925) 646-1078 (fax)



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ASSISTANTS

September 9, 2015

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

County Counsel Opinion Re: Status of CEQA Certification for the Proposed
West Contra Costa County Reentry, Treatment, and Housing Facility Project

Dear Ms. Work:

This letter is submitted in connection with Contra Costa County's proposal for an award of Senate Bill 863 financing for the proposed West Contra Costa County Reentry, Treatment, and Housing facility project (the "Project"). Our office was asked to provide this update to the Board of State and Community Corrections describing the status of the California Environmental Quality Act (CEQA) certification for the Project.

The Contra Costa County Board of Supervisors certified the Final Environmental Impact Report (EIR) for the Project on July 21, 2015. The Board of Supervisors approved the Project on August 18, 2015, and the Notice of Determination for the Project was filed with the Contra Costa County Clerk on August 19, 2015. Based on the August 19, 2015, filing date, the 30-day statute of limitations under Public Resources Code section 21167 expires on September 18, 2015. On August 27, 2015, the City of Richmond filed a petition for peremptory writ of mandate challenging the certification of the Final EIR for the Project. (*City of Richmond v. County of Contra Costa, et al.*, Contra Costa County Superior Court Case No. N15-1272.)

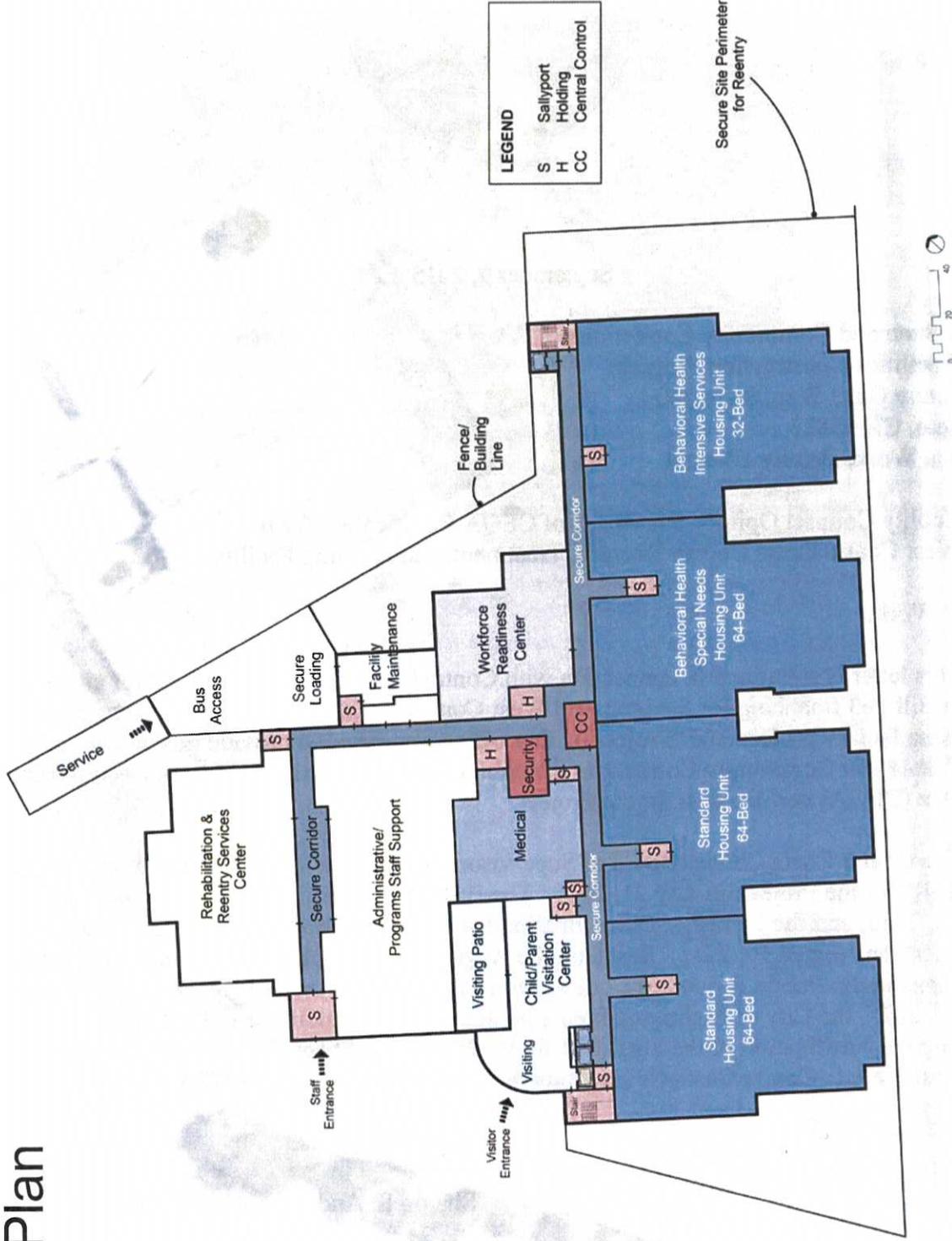
Very truly yours,

Sharon L. Anderson, County Counsel

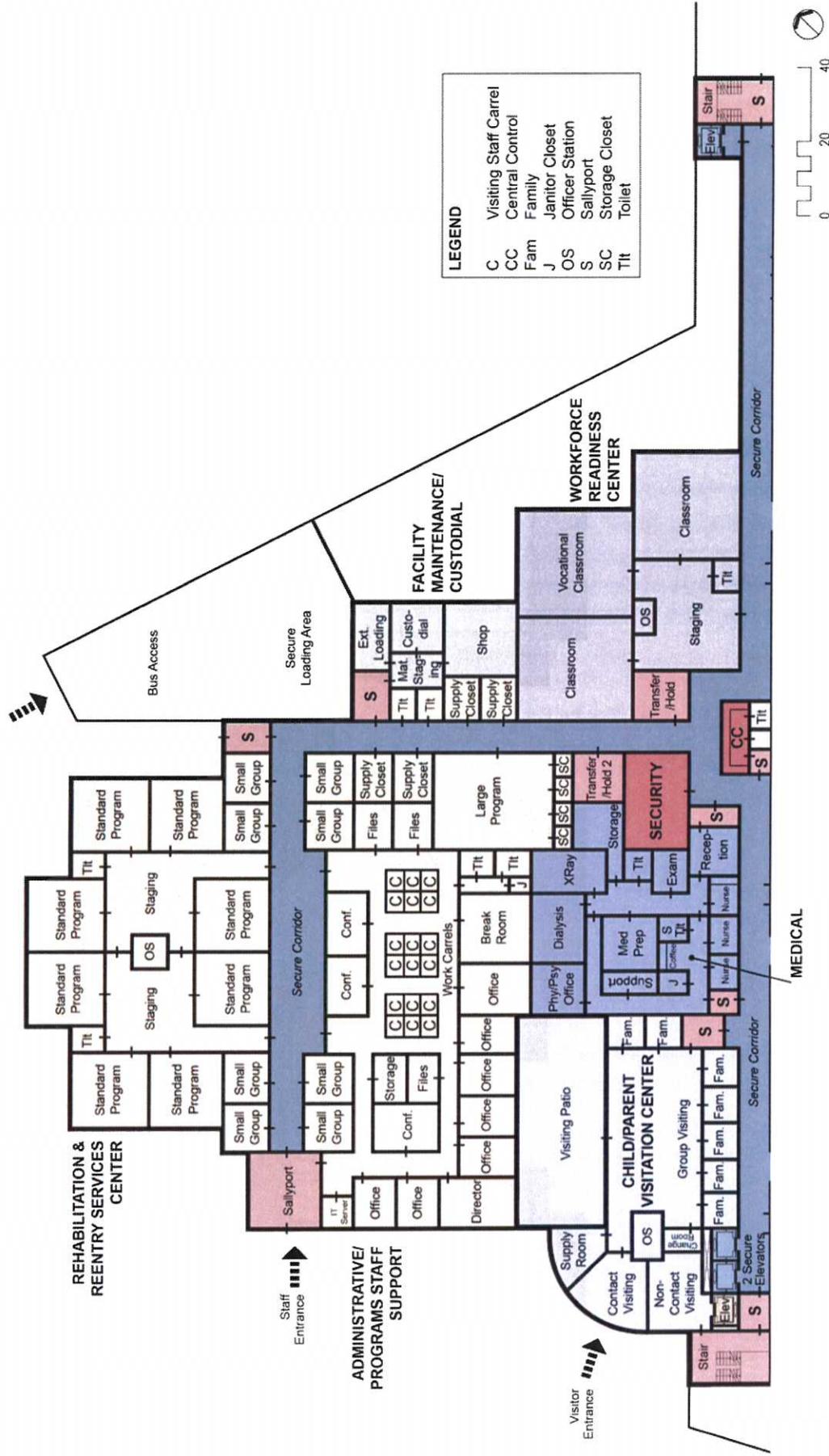
A handwritten signature in blue ink, appearing to read "Thomas L. Geiger".

By: Thomas L. Geiger
Assistant County Counsel

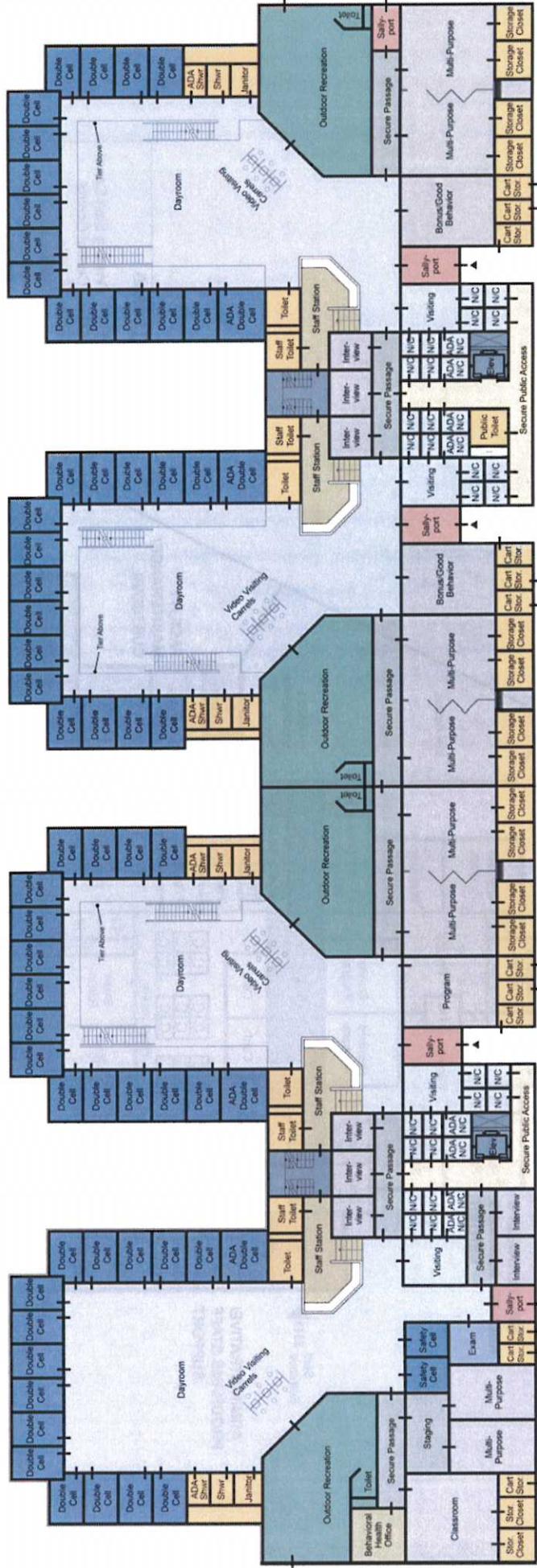
Site Plan



Reentry Services Complex/Building Support – Main Floor



Overall Housing Unit – Main Floor



LEGEND
 NC Non-Contact Visitation

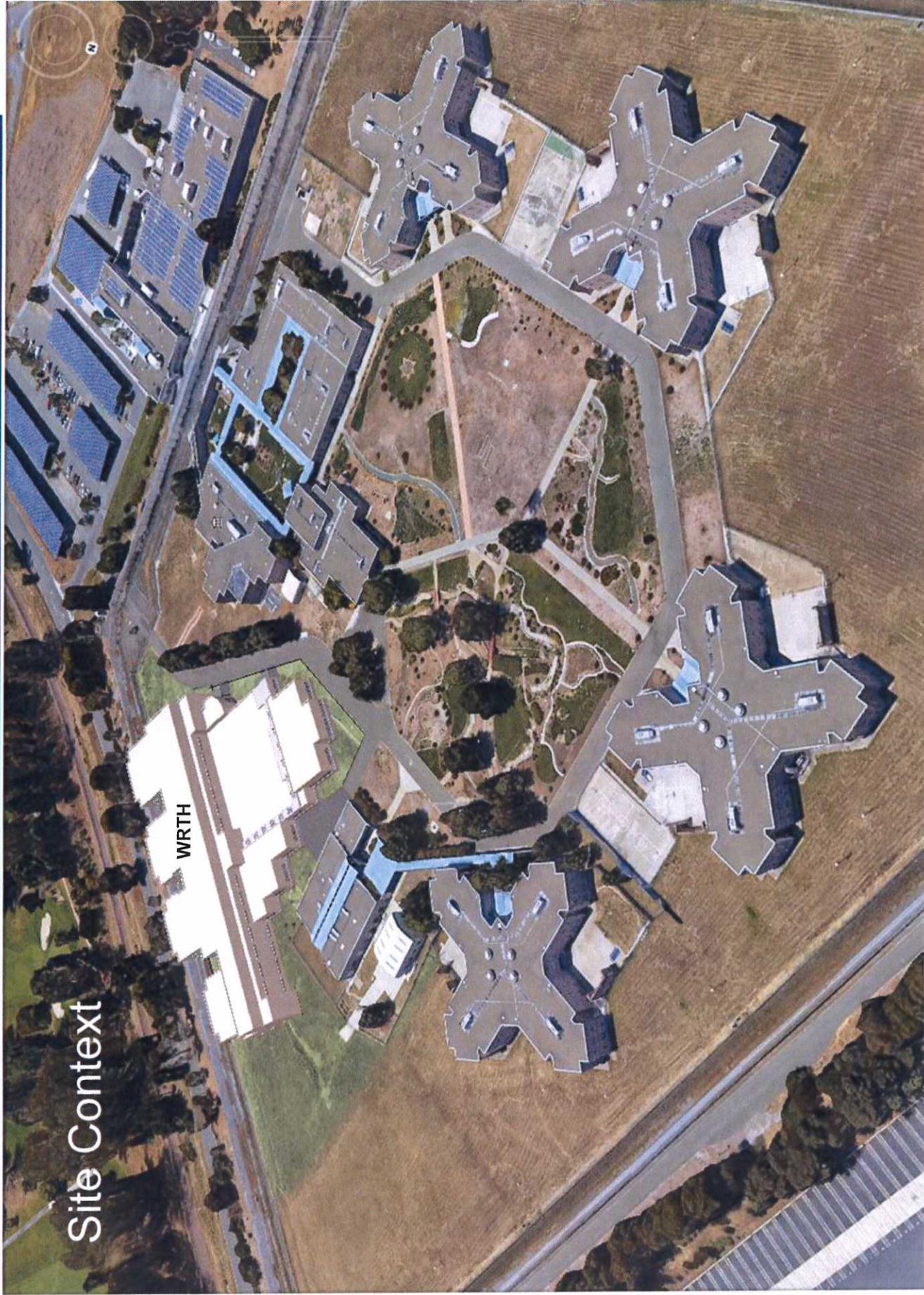
0 2' 4' 8' 16' 32'

Standard Housing Unit
(2) 64-Bed Tiered Level

Special Services
Housing Unit
(1) 64-Bed Tiered

Intensive Services
Housing Unit
(1) 32-Bed Single

Site Context





Jail Needs Assessment
Contra Costa County
Office of the Sheriff
Martinez, California



August
2015





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Acknowledgments

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Captain Thomas Chalk	Office of the Sheriff, Contra Costa County
Captain Chris Simmons	Office of the Sheriff, Contra Costa County
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Director Patty Grant	Office of the Sheriff, Contra Costa County
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Detention Health Services Administrator Samuel Rosales	Contra Costa Health Services Department
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Principal Angela Hatter	Contra Costa County Office of Education

The research and analysis for this report were conducted by HDR. Senior Justice Planner David Bostwick served as primary author, with support from John A. MacAllister, Director of Justice Consulting. Rebecca Liebenritt was responsible for the document's design and production, and Casie Jones provided administrative support to produce the data.

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Nick Kollios, of DSA, Inc. developed and provided the Proposed Facility Functional Analysis in Section L.

Jail Needs Assessment

Introduction / Executive Summary

Introduction

This 2015 Jail Needs Assessment (JNA) for the Contra Costa County Adult Detention System was developed to comply with California Code of Regulations (CCR) Title 24, Sec. 13-102(c) 2. Projections are based on updated county population and resident profile information current through 2014 and 2015. The report includes a summary of 2019/2020 bed capacity requirements and outlines the proposed phased development of the West County Detention Facility site to meet the County's detention system needs as part of long term strategic plan.

Contra Costa County proposes to construct a new adult detention facility at the West County Detention Facility to provide 416 high security beds, a dedicated behavioral health housing unit, a child/parent contact visitation center, a workforce readiness center, a rehabilitative service center, academic classrooms, and administrative and staff support spaces to meet both current and future needs of the Contra Costa County Adult Detention System.

Executive Summary

Over the years, Contra Costa County and the Office of the Sheriff have been active and effective in managing the County's criminal justice and detention systems to reduce the number of people held in custody. The effect of these efforts is reflected in the **County's low per capita incarceration rate, at 33% below the state average.**

Despite the County's best efforts, however, including the use of alternatives to detention programs and the implementation of a pilot Pretrial Services program, the detention system has struggled to keep pace with County population growth, coupled with the rapid increase in statewide incarceration rates over the past 30 years.¹

Informed by detailed data and analysis, this JNA makes a number of recommendations to enhance the operations and beneficial effects of the County detention system, strengthen programming to improve reentry success, and reduce recidivism to increase public safety. The centerpiece of the plan is the creation of a new reentry, treatment, and housing facility to be located within the secure perimeter of the existing West County Detention Facility (WCDF).

Providing 416 replacement high-security beds, the proposed West County Reentry, Treatment, and Housing Facility (WRTH) will allow the County to depopulate the aging and overcrowded Martinez Detention Facility (MDF), increasing its safe and effective operations consistent with its original direct supervision design. WRTH includes the construction of a Reentry Services Complex to house reentry and workforce readiness services, behavioral health services, and child/parent contact visitation services. All people housed in either new or existing housing units at WCDF will have access to a robust array of programming and services currently unavailable at WCDF or MDF due to serious space, design, and capacity limitations.

¹ Between 1984 and 2014, the County's population has increased by 56.9%, rising from 698,814 to 1,096,637.



System-Related Findings:

- Assuming that the detention system capacity needs will track County population growth, it is anticipated that the detention system's capacity needs will be 1,926 beds by 2019; 2,042 beds by 2025; and 2,137 beds by 2030.
- Despite statewide and national growth in rates of incarceration, the County's average daily population (ADP) numbers have been relatively flat over the past 10 years; however, the jail system sorely lacks high-security housing capacity, resulting in serious overcrowding at MDF.
- The impact of AB109 on the total number of residents in the detention system has been modest. Because the County has historically sent relatively small numbers of people to serve their sentences in state prison, relatively small numbers of people have been returned to County control since the advent of AB109.
- However, a meaningful but unknowable percentage of the unsentenced population detained in the County's jail system at any given moment may eventually be sentenced under AB109 provisions, which would then require them to serve their custodial term in the County jail system rather than in state prison.
- The detention system lacks a Jail Management System (JMS) capable of supporting real-time, accurate, and comprehensive data analysis for use in classification decisions, service delivery, program participation, or participant progress. A modern, HIPAA-compliant JMS would substantially improve daily management, data analysis, and outcome evaluations.
- Constructing 416 high-security beds at the WRTH will mitigate pressing custodial deficiencies at the Martinez Detention Facility, substantially reducing MDF's overcrowded, compacted, and unsafe conditions.

Population-Related Findings:

- The County's jail incarceration rate of 143 (per 100,000 population) in 2014 was 33% lower than the state's incarceration rate of 214 (per 100,000 population).
- The JNA's snapshot analysis revealed that the Sheriff's Alternative to Detention programs, along with the County's Pretrial Services Program, reduced the jail system's average daily population (ADP) by 661 people.

- The County's comparatively low incarceration rate, as indicated above, suggests that the County is more effective than state averages at pretrial-releasing or cite-releasing people who have been charged with relatively minor offenses, allowing them to remain out of custody until their case is heard. Correspondingly, people who are not released from the County jail system (whether pretrial or sentenced) are, on average, those charged with or convicted of relatively serious offenses.
- This finding is consistent with the jail system's relatively long Average Length of Stay in custody (ALOS), at 181 days. Given that many people (both pretrial or sentenced) are released on various detention-alternative programs, it is to be expected that people who remain in custody on relatively serious charges are likely to have longer ALOS in detention.
- Thirty-six percent of people held in the jail system were on probation or parole when they were returned to custody. While not uncommon in many jurisdictions, this statistic highlights the need for a strong continuum of program and services both while in custody and in community.

Findings Specific to Martinez Detention Facility:

- MDF's original facility design and operational philosophy have been severely compromised in the past 30 years, due in large part to the fact that its BSCC-rated capacity has nearly been nearly doubled since its original rating in 1981.
- With its current double-bunked operations, MDF is chronically operating above functional capacity and often experiences population peaks above its current rated capacity.
- Though originally designed as a medium-security facility, MDF has come to serve as the County's only high-security facility as well as its behavioral health facility, neither of which is consistent with its original intent as a medium-security facility designed to house people for short terms, usually during their Court proceedings.
- Because MDF was not designed to provide long-term housing and thus lacks any meaningful program spaces, MDF's physical infrastructure enables the provision of essentially no programs or therapeutic services to the very populations that could most benefit from these resources.
- Because MDF's current rated-capacity is nearly double the number for which it was designed, people incarcerated at MDF experience extremely long periods of confinement in their cells, which is inconsistent with either safety or rehabilitation.

Recommendations

1. Move people with behavioral health needs out of MDF and into new and appropriate housing.

Current housing conditions and lack of access to rehabilitative programs and therapeutic services exacerbate behavioral health issues and are inconsistent with recovery and successful reentry.

2. Depopulate MDF to improve resident behavioral management and safety and security.

When built, MDF was a state-of-the-art direct supervision facility in both physical plant and operational philosophy. However, because the increases in its BSCC-rated capacity in the last 30 years have led to chronic double-bunking and overcrowding, the tenets of direct supervision cannot be maintained, compromising the safety and security of residents and staff, as demonstrated by high rates of assaults at the facility.

Returning the housing unit capacities to 48 beds as originally designed will improve safety and security at MDF. In addition, reducing the overcrowded conditions will improve enhance the effectiveness of any new programming introduced at the facility.

3. Increase the availability of programs that enhance reintegration back into the community and reduce recidivism.

After enhancements in programming and JMS, develop metrics to measure success and identify areas in need of improvement. In particular, measure the recidivism rates of people who have been returned to custody, including those returned while on probation or parole.

Approximately 36% of people in the Contra Costa detention system were under judicial supervision at the time of their return to custody. On the surface, this suggests large gaps or weaknesses in the continuum of reentry and reintegration programming, both in custody and in community.

Reducing the number of people on probation or parole when returned to jail should be a high priority. This group, while still under judicial supervision, could be targeted for in-custody and post-incarceration programming to enhance their rates of success.

4. Enhance programming opportunities for 18-24 year olds.

Of the various age cohorts, this group is the largest within the Contra Costa jail system. Providing a continuum of appropriate services in-custody, during transition, and during reintegration is consistent with best practices recognized nationally. Reducing the number of young adults in the system can support long-term recidivism reduction.

5. Following the development and implementation of a robust and integrated Jail Management System (JMS), modify the intake process to solicit more information, including:

- Prior arrests
- Parental status
- Ages of children, if any
- Housing status (prior to arrest)
- Employment status (prior to arrest)
- Behavioral health status
- Family involvement in the Child Welfare system
- Status of enrollment in healthcare
- Contact information for family member or other personal support

A good JMS is worth its weight in gold, providing useable data for analysis to guide operations, improve policies, and inform new initiatives. The current JMS can produce only extremely limited data reports and does not appropriately integrate information provided by the various departments that operate inside the detention system.

In developing this JNA, nearly all of the data related to demographics and composition of the population currently incarcerated in the jail required manual aggregation – an extremely time-consuming and inefficient process.

A data system that allows for real-time data collection, output, and analysis, designed to comply with all state and federal privacy laws, would allow the Sheriff's Office to be more nimble and responsive to the needs of the detention population.



- Investigate the use of a behavior-based classification system in lieu of a charge-based classification system.

A behavior-based classification system is an effective management and safety and security tool. At its most basic level, such a classification system allows security detention staff to regularly recognize and encourage positive behavior.

In most jail systems across the country, an individual's security classification is reviewed only when the person's behavior triggers negative sanctions; an increase in classification rating (from medium to high, for example) typically reduces privileges and greater increases restrictions.

However, a strong JMS, coupled with progressive operational policies, would enhance current classification review practices by automatically identifying people whose positive behavior (for example, making steady progress towards the goals outlined in an Individual Success Plan) warrants reclassification consideration. This would automate the practice of rewarding people for positive efforts, reducing their restrictions and increasing their privileges.

Establishing an automated system of graduated classifications and sanctions based on behavior will enhance population management and foster reentry readiness.

Organization of the Report¹

The 2015 Jail Needs Assessment is organized into the following twelve sections:

- Elements of the System
- The Department's Operational and Design Philosophy
- The Current Population
- The Classification System
- Program Needs
- Local Trends and Characteristics
- Adequacy of Staffing Levels
- Ability to Provide Visual Supervision
- Adequacy of Record Keeping
- History of Systems Compliance with Standards
- Any Unresolved Issues
- Proposed Facility Functional Analysis

¹ Consistent with Title 24 Regulations, Section 6030, Penal Code; 13-102.(c)2 Needs Assessment Study.

Definitions¹

AB 109: California Assembly Bill 109 (also known as prison realignment) allows people convicted of non-violent, non-serious, and non-sex offenses to serve their sentences in county jails instead of state prisons.

ADA: Americans with Disabilities Act

ADMISSIONS or BOOKINGS: The number of residents admitted to a facility/system by day, month, or year.

ADP: Average Daily Population

AOD: Alcohol and Other Drugs

AVERAGE DAILY POPULATION (ADP): The average number of residents housed daily during a specified period of time.

AVERAGE LENGTH OF STAY (ALOS): The average time an resident spends in a facility/ system before he or she is released.

BEHAVIORAL HEALTH: Behavioral health is an umbrella term that recognizes the interconnected nature of behavioral choices, emotional health, mental health and substance use. It is increasingly used as the preferred term, replacing both “mental health” and “substance abuse.”

BSCC: Board of State and Community Corrections

CBT: Cognitive-Based Treatment

CCTV: Closed Circuit Television (Video Systems)

CDCR: California Department of Corrections and Rehabilitation

CSA: Correctional Services Assistant

CSSA: California State Sheriff's Association

DISCIPLINARY ISOLATION: Consists of an individual's confinement in a cell or housing unit separate from the general population of a jail or prison.

DIRECT SUPERVISION: A supervision model that combines two key elements—physical plant design and an resident management strategy—to significantly enhance behavior management in jails. Direct supervision jails focus on actively managing behavior to produce a jail that is safe and secure for residents, staff, and visitors. Staff interact continuously with people housed within a unit, actively supervising them to identify problems in their early stages. They use basic management techniques to prevent negative behavior and encourage positive behavior. The physical plant is designed to support safe and effective management by reducing physical barriers that impede staff-resident interaction, by ensuring there are clear sightlines into all area of the housing units, and by incorporating design elements, fixtures, and furnishings that promote positive behavior.

EBP: Evidence Based Practice

FUNCTIONAL CAPACITY: Generally considered to be 85% of a facility's rated capacity, allowing 15% bed capacity for classification and separation needs and to accommodate temporary spikes in the facility's incarcerated population.

HIPAA: Health Insurance Portability and Accountability Act

JAIL: As used in Article 8, a Type II or III facility as defined in the “Minimum Standards for Local Detention Facilities.”

MCDF: Marsh Creek Detention Facility

MDF: Martinez Detention Facility

NIC: National Institute of Corrections

NON-RATED CAPACITY: Beds not included in a facility's rated capacity.

¹Some definitions extracted from the Minimum Standards for Local Detention Facilities; Title 24 Part 1, Section 13-102.



PEAKING: During some short periods of time, a facility may experience a brief spike in its population. For this reason, future space needs cannot be predicted based on ADP alone. In order to account for these spikes, a “peaking factor” is calculated for each historical year. The three months with the highest ADP values are averaged together as the “three-month high.” The peaking factor is then calculated as the percentage difference between the three-month high and the year’s overall ADP.

PRESENTENCED PERSON: An individual being held awaiting the disposition of his or her case.

PTSD: Post-Traumatic Stress Disorder

RATED CAPACITY: The number of resident occupants for which a facility’s single- and double-occupancy cells, or dormitories, except those dedicated for health care or disciplinary isolation housing, were planned and designed in conformity to the standards and requirements contained in Title 24 and in Title 15, C.C.R.

SENTENCED PERSON: A person who has been sentenced on all local charges.

TAY: Transition-Aged Youth

TYPE I FACILITY: A local detention facility used for the detention of persons, for not more than 96 hours, excluding holidays, after booking. Such a Type I facility may also detain persons on court order either for their own safekeeping or sentenced to a city jail as an Inmate Worker, and may house Inmate Workers sentenced to the county adult detention facility provided such placement in the facility is made on a voluntary basis on the part of the incarcerated person. As used in this section, an Inmate Worker is defined as a person assigned to perform designated tasks outside of his/her cell or dormitory, pursuant to the written policy of the facility, for a minimum of four hours each day on a five-day scheduled work week.

TYPE II FACILITY: A local detention facility used for the detention of persons pending arraignment, during trial, and upon a sentence of commitment.

TYPE III FACILITY: A local detention facility used only for the detention of convicted and sentenced persons.

TYPE IV FACILITY: A local detention facility or portion thereof designated for the housing of residents eligible under Penal Code Section 1208 for work/education furlough and/or other programs involving resident access into the community.

WCDF: West County Detention Facility

A

The Elements of the System

Overview of the Jail System

Operated by the Contra Costa Office of the Sheriff, the Sheriff's Custody Services Bureau is responsible for the operations of the County's three detention facilities, as well as related transportation, custody administration, court security, and county hospital security.

The Sheriff's Office maintains an active "cite-release" policy, in which any individual brought in to the jail's booking center for a charge less than felony (with some limited exceptions related to the charge) is provided with a written citation and released from custody on a signed promise to appear at court.

The Sheriff's Custody Services Bureau operates the Custody Alternative Facility (CAF) programs, which include Electronic Home Detention, Work Alternative, and County Parole; the Sheriff's Office is also a partner in the County's Pretrial Services program. Together, these programs provide alternatives to in-custody detention for both pretrial and sentenced individuals.

As of the date of this report, the average daily population of people participating in these alternatives to custody programs was 661.

Table 1: Travel Times to Facilities

Facility	Distance	By Car	Public Transportation
FROM DOWNTOWN RICHMOND TO:			
WCDF	5 miles	12-20 min.	30 min. via Bus + \$2.10
MDF	20 miles	30-40 min.	40-90 min. via Amtrak + BART + Walk + \$14+
MCDF	38 miles	50-70 min.	90 min. via BART (x2) + Bus (x2) + Taxi + \$20+
FROM DOWNTOWN MARTINEZ TO:			
WCDF	17 miles	25-35 min.	70-90 min. via AmTrak + Bus + Walk + \$14+
MDF	n/a	brief	walk or short bus ride
MCDF	23 miles	35-45 min.	100-120 min. via Amtrak + BART + Taxi + \$20+

Figure 1: Aerial view of Contra Costa County showing facility locations





Contra Costa County Detention Facilities

The County's three detention facilities are located in three geographically distinct regions of Contra Costa County's 720 square miles. Each is discussed in more detail later in this section.

- Martinez Detention Facility (MDF) is located in Martinez, the County Seat, in the County's central region. With a current BSCC-rated capacity of 695 and housing both sentenced and unsentenced men, MDF has come to serve both as the County's high-security facility and its de facto mental-health facility for all of the County's incarcerated men (of any security rating) with a diagnosed mental illness.
- West County Detention Facility (WCDF) is located Richmond, on the County's western edge. With a current BSCC-rated capacity of 1,096, WCDF serves as the County's medium-security facility. WCDF also provides a limited number special-needs beds for medium-security women with diagnosed mental illness or other challenges.
- Marsh Creek Detention Facility (MCDF) is located in the rural outskirts of Clayton, in the eastern/central region. With a current BSCC-rated capacity of 188, MCDF serves as the County's low-security housing for sentenced men in an "honor system" farm-style campus.

The current BSCC-rated capacity for the entire jail system is 1,979 beds; issues affecting rated capacity will be addressed later in this section.

"New Generation" Direct and Indirect Supervision Models

Opened in 1981 and 1991, respectively, both MDF and WCDF were designed and intended to operate as "new generation" facilities using "direct supervision" philosophies.¹ A short history in American correctional philosophies will provide context to help illuminate the importance and consequence of these philosophies.

From the early 20th century through the 1970s, the most common approach to the design of American detention facilities is the so-called "traditional jail" model, which was designed to be operated using the "linear/ intermittent surveillance model." Jails designed this way were generally rectangular, with corridors leading to either single- or multiple-occupancy cells arranged at right angles to the corridor. This design required correctional officers to patrol the corridors and visually observe each of the cells or housing areas at a time, meaning that when they were observing one area, they could not simultaneously observe others.

¹ Built in the 1930s, MCDF predates the "new generation" era; and as a low-security, ranch-style facility, it also does not follow the "linear" model that characterized detention facilities of its era

In contrast, "new generation" jails, developed in the 1970s and 1980s, replaced the linear/intermittent surveillance model. Recognized as an innovation in correctional approaches, new generation jails eliminated long corridors of cells, instead clustering a group of cells around a common open space or day room.

While the physical design of new generation jails remained generally consistent over the next 30-40 years, two differing management philosophies - direct supervision and indirect supervision - emerged to operate these new generation jails.

1. Direct supervision models combine two key elements - the physical design of a jail and the operational approaches to managing people housed therein - to significantly behavioral problems and enhance a jail's safety and effectiveness. In direct supervision models, the jail's physical design and its operational philosophy are intended to reinforce and complement one another.

In terms of physical layout, direct supervision jails establish housing "pods," defined as a cluster of cells surrounding a living area that contains tables, chairs, and televisions. The pod's residents typically have ongoing access to the pod's day room; in some jails, people are also allowed to move back and forth from their rooms to the day room, although this aspect can vary from jail to jail.

Stationed within the pod, and with no physical barriers to interaction with a pod's residents, a correctional officer has increased opportunities for interaction and ongoing observation, increasing the officer's awareness of the activities and needs of the pod's residents. One of the primary duties of correctional officers in direct supervision facilities is to maintain personal contact with residents. In fact, security depends upon the ability of highly trained staff to detect and defuse potential problems.

The physical design of direct-supervision jails supports positive behavior and effective management by reducing physical barriers that impede staff/resident interaction, by ensuring clear sight lines into all areas of the housing units, and by incorporating design elements, fixtures, and furnishings that promote positive behavior.

2. In contrast, indirect supervision facilities separate a unit's incarcerated residents from its corrections officers, who operate from enclosed control booths. In indirect-supervision models, it is typical to rely on elaborate detection, locking, and remote communication systems, all operated from the control station. Microphones and speakers inside the pod allow the officer to hear and communicate with residents.

Generally, the main role of the correctional officer in indirect supervision facilities is to operate the control systems to monitor residents' behavior. Minor infractions are dealt with through limited intervention on the part of the officer; in the case of a major infraction, backup staff is called.

Both MDF and WCDF were designed and intended to operate as new generation facilities using "direct supervision" philosophies.²

Elements of the System

The following is a detailed profile of each of the three jails in the Contra Costa County system, including synopses of the operational and physical plant issues and/or opportunities associated with each facility.

Martinez Detention Facility (MDF)

Location: Martinez
Year Opened: 1981
Facility Type: Type II
Number of Beds: 695 rated

Overview

Designed in 1978 and completed in 1981, Martinez Detention Facility (MDF) was built as a direct-supervision, new generation, medium-security jail, with an original BSCC-rated capacity of 384. It includes nine housing units (the configuration and use of which are described in the table and plans on the pages that follow), along with administrative offices for the Custody Bureau Commander and support personnel for the entire division.

When opened 1981, MDF was hailed as a model for future detention facilities, becoming a regional resource center for the National Institute of Corrections, which formally endorsed its direct supervision / non-barrier approach to correctional facility design and operation for other jurisdictions contemplating construction or renovation of prisons and jails.

Originally intended to house both men and women in single-occupancy "wet" cells (meaning that each cell contains its own sink and toilet) in 48-person housing pods

² Built in the 1930s, the rural MCDF predates the "new generation" era; and as a low-security, ranch-style facility, its physical design also predates the "linear" model that of the 1970s and 1980s.

Figure 2: Exterior view taken shortly after construction completion



using direct supervision, MDF was expected to hold primarily unsentenced people and to hold them only for relatively short durations (typically during times when the judicial proceedings of their cases required their frequent appearance at Court). MDF was not intended to provide programs or services, and its original design included only 53 high-security beds in an otherwise medium-security facility.

However, since its opening in 1981, MDF has gradually and consistently been required to serve as the County's only high-security facility, a purpose for which it is not equipped. Today, with a revised BSCC-rated capacity of 695 (nearly double its original 384-bed intended capacity), MDF holds an average daily population of 650 people in double-bunked cells within 90-96-bed housing units, inconsistent with the single-bunk and original rated capacity assumptions embedded the facility's direct-supervision design.

More troubling still, because both WCDF and MCDF lack adequate administrative and clinical space necessary to provide mental health supervision and clinical management, all mentally ill men (and some mentally ill women) incarcerated in the County detention system are housed at MDF, regardless of their security classification. As a result, and although it was originally designed as a medium-security facility to house people for short-term stays, the overcrowded MDF has also come to serve as the only facility for men with mental health diagnoses or other secondary security characteristics.

Figure 3: Aerial view of Martinez Detention Facility in downtown Martinez

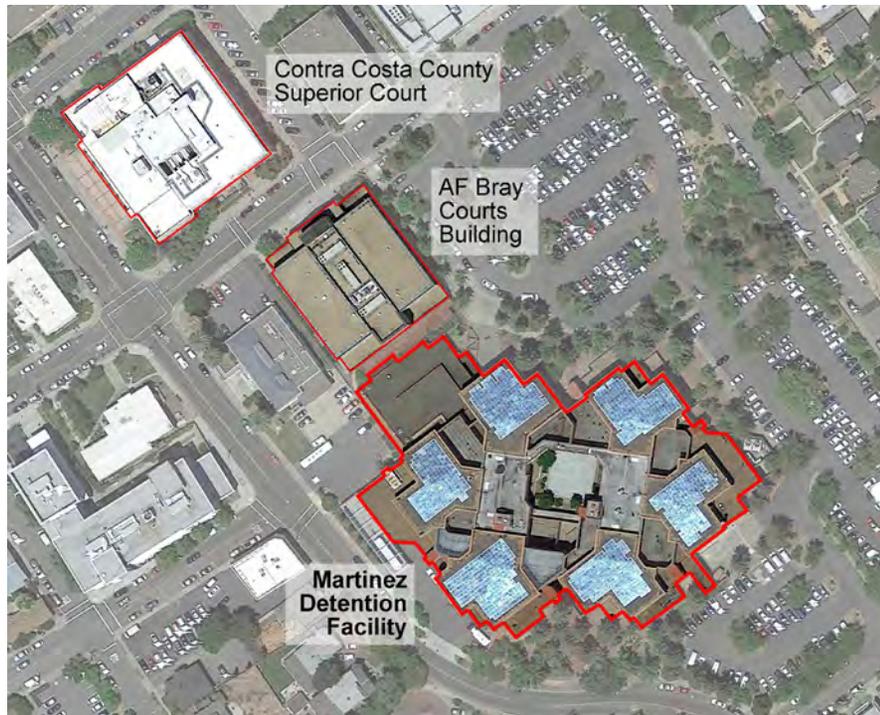


Figure 4: Aerial view of the MDF facility



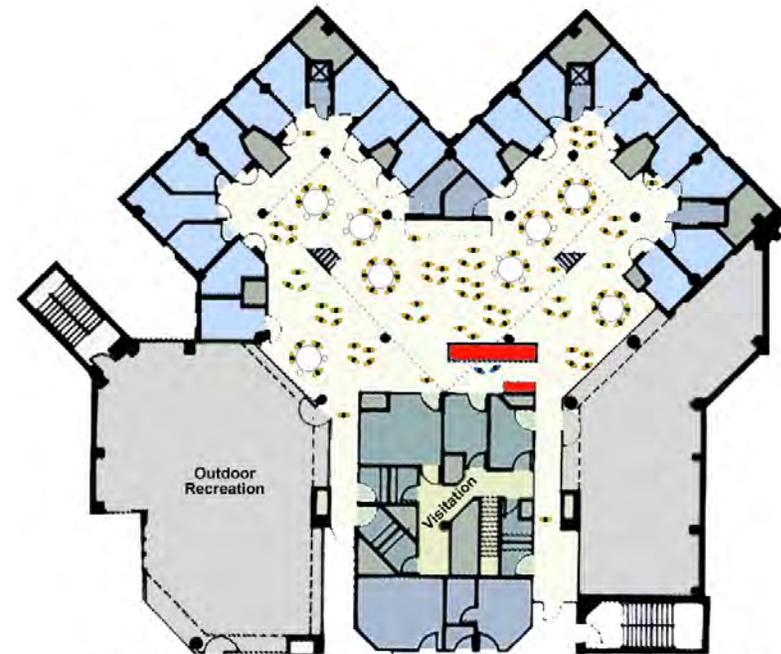
With day rooms sized for MDF’s original intended capacity, and given the absence of meaningful program spaces, people incarcerated are the current MDF experience long periods of confinement with essentially no access to services, programs, treatment, recreation, socialization, or physical activity.

The facility’s overcrowding results in chronic maintenance problems, especially to the entire plumbing system, the deficiencies of which interfere with both health and safety, despite ongoing repairs and upgrades over the years.

Further, the facility’s persistent overcrowding, coupled with long periods of confinement and deficient program space, presenting serious safety concerns for all.

- Because the day rooms are sized only for 48 people, only about 50% of the people housed in a given unit can be released from their cells at any given time, resulting in long, unbroken stretches of confinement.

Figure 5: MDF - Unit Overcrowding Diagram



“TYPICAL” HOUSING UNIT DESIGNED WITH 46 SINGLE OCCUPANCY CELLS
(shown as currently double-bunked with 92 inmates on Day Room floor)

Plan graphic courtesy of KMD Architects.



- Given the infrequent opportunities to leave their cells, and because there is no space for programs and services, each unit’s residents are extraordinarily eager to use the day room whenever possible, meaning that the day rooms are filled to capacity at every opportunity. Overcrowded day rooms reduce sight-lines, making it impossible to fulfill the principles of direct supervision.

This tense and overcrowded environment creates a stressful and dangerous atmosphere for both staff and residents, as reflected in MDF’s disturbingly high rates of violent incidents, both between residents and between residents and staff.

As detailed in Table 2, between 2011 and 2014 (inclusive), incidents of assault at MDF have increased by 68.75%, with the trend continuing to accelerate through the first half of 2015. The monthly average for assaults at MDF has risen from 9.3 in 2011 to 17.8 through July 2015.

Table 2: MDF - Monthly Batteries & Assaults

	2011	2012	2013	2014	2015
January	11	7	5	13	11
February	5	8	10	11	19
March	4	3	12	13	17
April	11	14	9	18	20
May	19	12	10	18	22
June	6	10	8	13	13
July	12	20	10	16	21
August	9	16	14	16	
September	11	9	11	16	
October	9	11	12	15	
November	6	14	10	22	
December	9	16	10	18	
TOTAL	112	140	127	189	
MONTHLY AVERAGE	9.3	11.7	10.6	15.8	17.8

As a result of this overcrowding and limited access to programming, people incarcerated at MDF – including those with the most complex and urgent behavioral health needs – live in the most restrictive, most dangerous, and least rehabilitative, conditions of the entire County jail system.

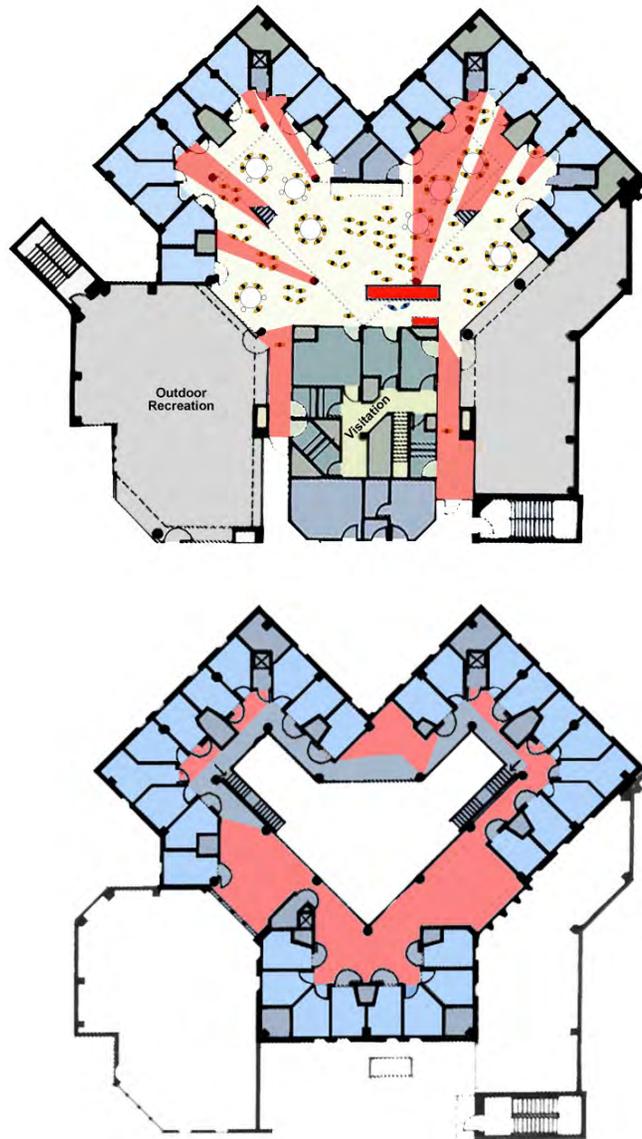
These deleterious living conditions, lack of appropriate services, and population levels inconsistent with direct supervision design pose serious and constant risks to the safe, secure, humane, and effective operations at MDF. They put the County at ongoing risk of violating Title 15, embodying the constraints SB 863 is intended to ameliorate.

Another serious challenge presented at MDF is more concrete – literally. The architectural style that characterizes MDF reflects the blocky style common to civic architecture of the 1970s and 1980s. Adherence to a rigid geometric framework ruled the planning and design of the facility at the expense of what today would be considered sound security planning.

A concrete multi-story building approximately 70 feet tall, MDF is structurally unified, meaning that each part is structurally reliant upon all the others; in its entirety, the building is considered “hard construction.” Despite its attempts to employ direct-supervision architectural design, the concrete structure depends on the use of rigid concrete columns throughout what should have been open spaces, seriously compromising sight lines and ready supervision. In the currently double-bunked units and long periods of confinement, issues of resident and staff safety are exacerbated exponentially.

Finally, it is important to remember that MDF was built primarily to provide short-term housing for people awaiting trial. Thus, the need for the provision of substantive programming and treatment services was not considered or built into the design. As a result, the facility is nearly devoid of program spaces that can accommodate more than 2 or 3 individuals at a time, and even these spaces are essentially limited to one per living unit.

Figure 6: Diagram showing approximate obstructions to line-of-sight in typical living unit



Plan graphic courtesy of KMD Architects.

The Resolution

The construction of the proposed West County Reentry, Treatment and Housing project (WRTH) within the existing WCDF campus would profoundly mitigate the issues at MDF as described in this JNA.

The high-security WRTH would allow the County to reduce overcrowding at MDF by reducing effective capacity from 695 to 275, returning MDF to the single-cell direct-supervision model for which it was originally designed. To accomplish the intent of removing 420 beds at MDF, the Office of the Sheriff would close two housing modules (eliminating 182 beds) and return remaining cells to single-use (eliminating 238 beds).

Returning the number of people housed at MDF to the levels intended in its original single-cell design and operational philosophy would resolve a major safety issue, once again permitting MDF to operate as a direct supervision model, with its inherent advantages.

The WRTH's dedicated Behavioral Health Housing Pod, providing both an Intensive Services Unit and a Special Services Unit would increase ready access to appropriate psychiatric care and specialized housing for people with serious and persistent mental illness or those experiencing periods of short-term decompensation or detoxification.

The Reentry Services Complex to be embedded in WRTH's design would increase access to programs and services for all people housed in WCDF's medium-security housing as well as to all high-security people transferred from MDF.

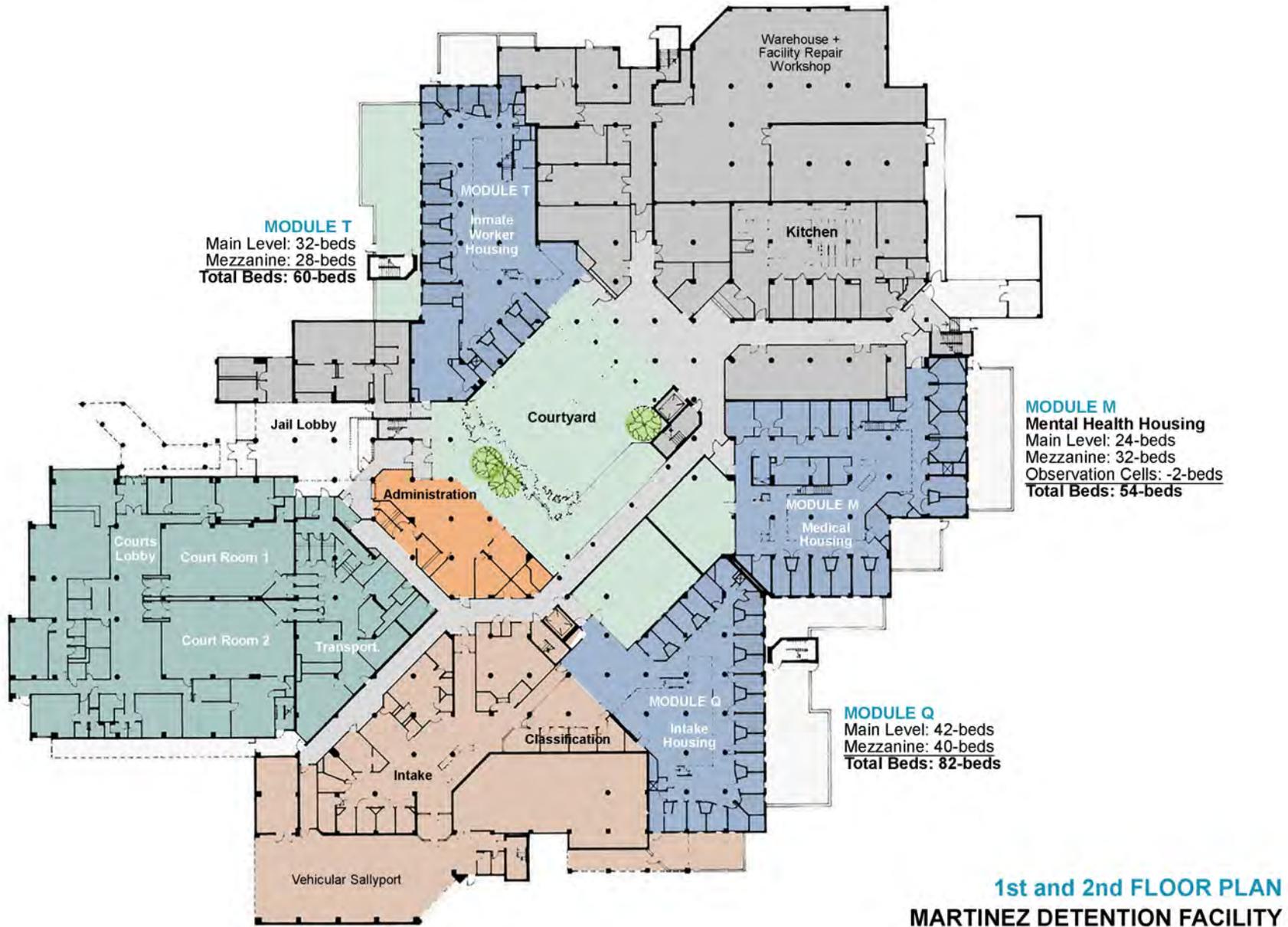
Modest repurposing of the closed MDF housing units would allow increased access to programs for people housed in the scaled-down MDF.



Table 3: Martinez Existing Facility Unit-Bed Count

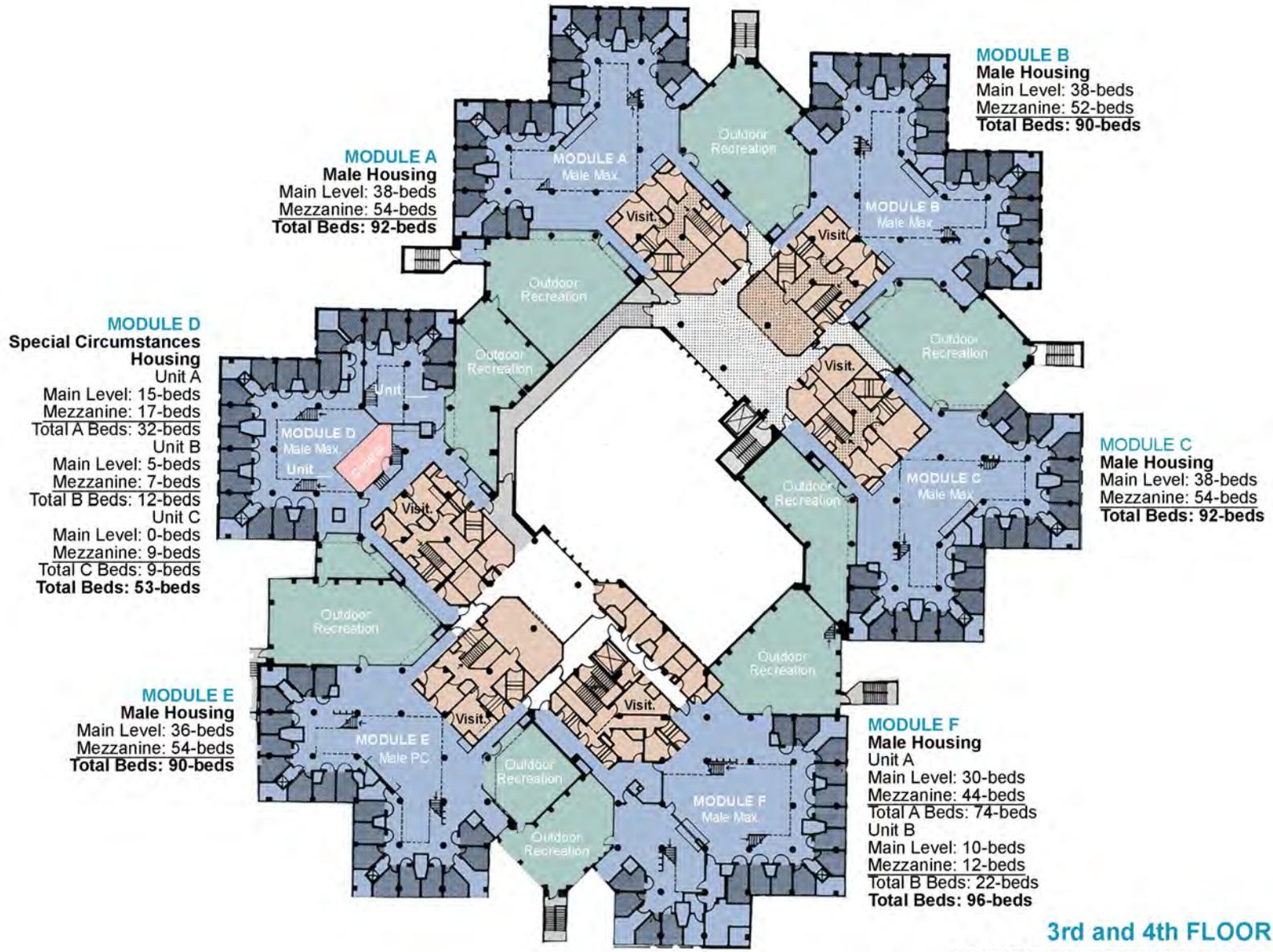
MARTINEZ DETENTION FACILITY (MDF)											
Unit Designation	Direct/ Indirect?	Current Rated Bed Utilization	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M /F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Intake	Direct	n/a	9	X		X		n/a	n/a	M/F	2 single Suicide Cells; 2 single Sobering Cells; 5 general use Holding Cells.
Module A	Direct	92	46		X			Max.	Each Unit has 1 small interview room with a maximum capacity of 4 people. The unit design offers no possibility of direct supervision which poses a staffing and safety risk.	M	Northern gang members incompatible with general population.
Module B	Direct	90	45		X			Max.		M	Other gangs incompatible with general population.
Module C	Direct	92	46		X			Max.		M	Other gangs incompatible with general population.
Module D - Unit a	Indirect	32	32	X				Max.		M	"Special Circumstances" High Profile, Death Row, Escape Risk, Actively Aggressive, Assault on Officers, Disciplinary Segregation, etc.
Module D - Unit b	Indirect	12	12	X				Max.		M	
Module D - Unit c	Indirect	9	9	X				Max.		M	
Module E	Direct	90	45		X			Max.		M	Protective Custody
Module F - Unit a	Direct	74	37		X			Max.		M	Mostly medical needs people. CPAP, Diabetes, etc. 4 negative pressure isolation cells.
Module F - Unit b	Direct	22	11		X			Max.		M	Protective custody overflow.
Module M	Direct	54	30		X			Max.		M & F	Primarily behavioral unit. 3 Medical Beds; 2 Observation Cells; 1 Safety Cell; 1 single cell
Module Q	Direct	82	41		X			Max.	M	Administrative Segregation & overflow from Module D	
Module T	Direct	60	30		X			Trustee	M	Staff support, some PC overflow.	
Current Bed Utilization		709									
Total Rated Beds		695									
Total people likely to move to new facility		416									
Remaining people		279									

Figure 7: Martinez Detention Facility 1st and 2nd Floor Plan



Plan graphic courtesy of KMD Architects.

Figure 8: Martinez Detention Facility 3rd and 4th Floor Plan



**3rd and 4th FLOOR PLAN
 MARTINEZ DETENTION FACILITY**

Plan graphic courtesy of KMD Architects.

West County Detention Facility (WCDF)

Figure 9: Aerial view of West County Detention facility



Location: Richmond
Year Opened: 1991
Facility Type: Type II
Number of Beds: 1,096 rated

Overview

The medium-security West County Detention Facility (WCDF), opened in 1991, is the newest of the detention facilities in Contra Costa County. Like MDF, it was designed as a new-generation, medium-security facility intended to operate on a direct supervision model. However, WCDF differs from MDF in two critical ways:

- First, it was specifically intended to provide meaningful space to allow for state-mandated services within the campus. As a result, WCDF contains two “programs” buildings – a men’s building with five classrooms and a library; and a women’s building with two classrooms, a small satellite library space, and engraving and framing vocational shops.
- Second, WCDF’s component buildings are arrayed within a park-like campus setting that allows for, and indeed encourages, movement between housing and program clusters within the existing perimeter. The WCDF is often described as, and in fact looks more like, a college campus rather than a jail facility.

Today, WCDF has a BSCC-rated capacity of 1,096 individuals, in five housing units, four of which are used for men and one for women, each with separate recreation areas. Residents have the ability to leave the housing units for classes, medical appointments,

or scheduled visits. It is important to note that WCDF lacks any meaningful program space within the housing units, meaning that classes and programs can be provided almost exclusively in the dedicated classroom buildings. As a further result, whenever the WCDF campus is placed on administrative lock-down, access to formal services and programs is suspended.

Suitability for Conversion to High-Security Housing

With a current rated capacity of 1,096, WCDF was not built to meet the operational needs required of a high-security facility. As with many medium-security facilities, Contra Costa’s medium-security WCDF includes only “dry” cells, which lack any plumbing. They are built with the expectation that occupants are able to move freely between their cells and the restrooms. In contrast, in high-security facilities, each cell (except for two self-contained lock-down cells per unit) must be equipped with its own sink and toilet. Therefore, any attempt to retrofit a medium-security facility must first address the need to provide entirely new system of individual plumbing and waste lines to and from every cell.

In addition, as a medium-security facility, the rooms at WCDF are built with Sheetrock walls and wooden doors, which are not consistent with the safe and secure housing of people with high-security ratings. In order to retrofit these cells, all the doors would have to be replaced to meet high-security standards, while the Sheetrock walls would have to be replaced with cinder block or a similar material.

Further, converting a double-bunked “dry” cell to a similarly double-bunked “wet” cell, which would require the installation of a sink and toilet, would thereby reduce the available livable square footage within the cell, rendering it no longer acceptable for housing two people, per Title 24 state standards.

To add to these complications, in WCDF’s medium-security campus setting, which provides program space only in the satellite, separate classroom buildings, large numbers of the facility’s residents move at one time between the housing units and the program buildings, several times a day, to attend classes, go to medical appointments, or participate in visits, which commingles large numbers of people who must not be incompatible with one another due to gang affiliations or other issues. In a building designed for high-security populations, especially if it also contains program space within its high-security perimeter, the building’s design itself fosters ready separation of various subpopulations while protecting their ready access to the services provided within.

Finally, in medium-security settings, the Court Holding areas within the facility are designed as common spaces that hold in a single room all of the various individuals scheduled for transfer to and from Court. In contrast, Court Holding areas in a high-security facility are divided into multiple separate, self-contained rooms that allow safe separation of people who may be incompatible with other groups.

Suitability for Accommodation of the Proposed Project

A primary and compelling advantage of siting the proposed project on the WCDF campus is that WCDF was originally designed to accommodate future expansion; a building pad (already equipped for plumbing and electricity) entirely within the existing secure perimeter stands ready for construction, precluding the need to expand or otherwise revise the existing security fence and related perimeter roads (the one exception being temporary security fencing to separate the construction site from the rest of the campus).

In addition, the campus's core facilities (kitchen and laundry chief among them) were scaled for intended future growth. As a result, many of WRTH's support facilities and functions will be provided through existing assets, including the booking and classifications area of MDF as well as the visitor processing facilities, kitchen, laundry, warehouse, library, building maintenance, and warehouse at WCDF.

As a result of these existing resources, the majority of the state's investments will be devoted not to ancillary facilities but to building replacement housing and unprecedented ability to deliver comprehensive programs, with the following benefits.

- Substantial cost savings to the County and State by utilizing existing, adequate support facilities and major campus utility infrastructure
- Ability to minimize proposed building footprint(s) allowing for optimal and appropriate siting within the existing campus perimeter
- Appropriate site location allows optimal access for entire campus population and staff to Reentry Service Center
- Relatively modest disruption to ongoing operations throughout the campus
- Minimal visual impact upon the surrounding community with a proposed facility design

Figure 10: West County Detention Facility Site Plan

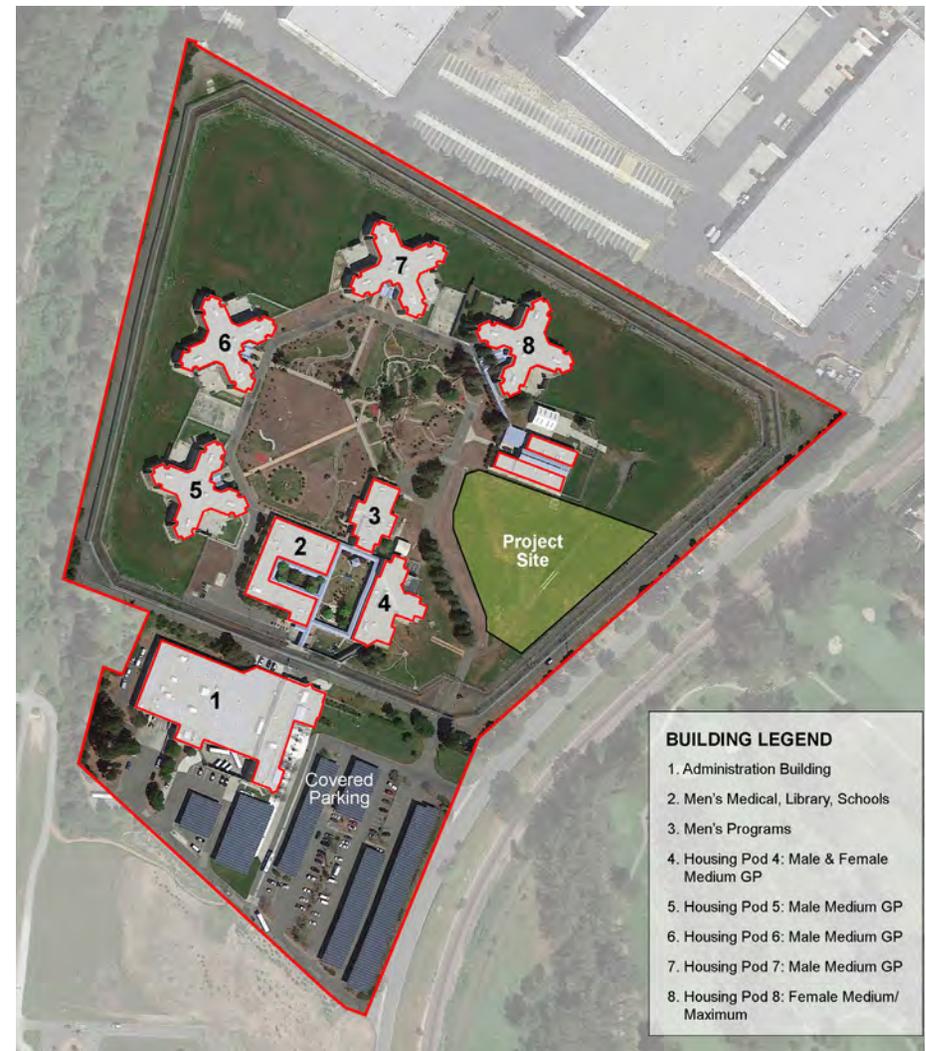




Table 4: WCDF - Existing Facility Unit-Bed Count

WEST COUNTY DETENTION FACILITY (WCDF)											
Unit Designation	Direct/ Indirect?	Current Rated Bed Utilization	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M /F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Building 4	Direct	96	48		X			Medium		M & F	22 Females: 187's or incompatible with general population. 74 Males - population varies. Generally all Protective Custody/Disciplinary.
Building 5A	Direct	119	64		X			Medium		M	4 wet, single "lock-down" cells for discipline or reclassification. For all other rooms people have key control.
Building 5B	Direct	119	64		X			Medium		M	See comments above.
Building 6A	Direct	119	64		X			Medium		M	See comments above.
Building 6B	Direct	119	64		X			Medium		M	See comments above.
Building 7A	Direct	119	64		X			Medium		M	See comments above.
Building 7B	Direct	119	64		X			Medium		M	See comments above.
Building 8A	Direct	119	64		X			Medium		F	See comments above.
Building 8B	Direct	119	64		X			Medium		F	See comments above.
Current Bed Utilization		1048									
Total rated beds		1,096									

Table 5: WCDF Reentry, Treatment and Replacement Housing Project - Existing Facility Unit-Bed Count

WEST COUNTY DETENTION FACILITY (WCDF) - NEW REENTRY, TREATMENT , AND REPLACEMENT HOUSING PROJECT											
Unit Designation	Direct/ Indirect?	Rated Beds	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M /F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Housing Unit 1	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 2	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 3	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 4	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 5	Both	64	32		X			High Security	Multiple	M	General Housing / Reentry
Housing Unit 6	Both	64	32		X			High Security	Multiple	M	Behavioral Health Step-Down Unit / Reentry
Behavioral Health Unit 7	Direct	26	32	X				High Security	Multiple	M	Acute Behavioral Health Unit. 3 Safety Cells (dry) and 3 Observation Cells.
Total rated beds:		410									
Total unrated beds:		6									
Total beds:		416									

Marsh Creek Detention Facility (MCDF)

Figure 11: Exterior of MCDF Administration Building



Location: Clayton
Year Opened: 1981
Facility Type: Type III
Number of Beds: 188 rated

Overview

The Marsh Creek Detention Facility (MCDF) in rural Clayton is a minimum-security corrections facility designed for the confinement of low-risk sentenced males with remaining sentences of up to one year. Due to its rural location and low security environment, MCDF is frequently referred to as the “Farm,” functioning, in essence, on an honor system.

MCDF has a rated capacity of 188 beds, all of which are in dormitory settings; the average population at the facility has lingered at approximately 73-76 incarcerated males for some time. The low average daily population reflects the fact that, in Contra Costa, many sentenced people are eligible to participate in the Sheriff’s Alternative to Detention programs, which allow them to serve their sentences in the community rather than in the jail.

MCDF has three classrooms for group instruction, a small chapel, and a wood shop/bike repair shop. Given its small size, low-security honor system, and rural location, MCDF has very low levels of administrative, utility, medical service, and corrections staff utilization—for example, just two deputies are on duty at any given time.

Figure 12: Aerial campus view with building labels





Table 6: MCDF - Existing Facility Unit-Bed Count

MARSH CREEK DETENTION FACILITY											
Unit Designation	Direct/ Indirect?	Current Rated Bed Utilization	# of Cells	Type of Cells				Unit Classification	Program or Interview Rm?	M /F?	Comments / Unit description
				Sgl.	Dbl.	Mult.	Dorm				
Dorm E	Direct	64	n/a				X	Minimum	None on-unit	M	All sentenced people.
Dorm D	Direct	64	n/a				X	Minimum		M	All sentenced people.
Current Bed Utilization		128									
Total rated beds		188									
Total Rated Beds in System		1,979									

Located in Clayton, a very rural area of central/east Contra Costa County, MCDF is more than 22 miles east of Martinez, the County seat, and 39 miles from Richmond, the County's largest city. Access to MCDF via public transportation is very limited; to travel from Richmond to MCDF by the most efficient public transit route requires traveling on two BART (mass transit) lines, a bus, and a 10-minute ride by taxi. A one-way weekday morning trip via these methods takes an hour and 40 minutes and costs an estimated \$20.³

³ As calculated on 8/15/15 via tripplanner.transit.511.org

B

The Department's Operational and Design Philosophy

Operational and Design Philosophy

The Contra Costa County Office of the Sheriff operates three detention facilities within the Office's Custody Services Bureau (CSB). The County's two primary facilities are operated as direct supervision facilities.

When it opened in 1981, Martinez Detention Facility (MDF) was the first direct supervision county local detention facility in the nation. For years after it opened, MDF and its operational philosophy and principles served as a model for local detention design throughout the country.

Like MDF, West County Detention Facility (WCDF) was designed as a "new generation" jail. Opened in 1991, it is a direct supervision campus facility for medium-security residents. Unlike MDF, which was designed to hold people for short durations at a location convenient to the Court house, WCDF was designed for longer stays. As a result, the physical plant was designed as a campus model that containing dedicated spaces for programs and vocational training.

The County's Marsh Creek Detention Facility (MCDF) is frequently referred to as the "farm" because of its rural location. It is a minimum security facility that houses sentenced men for up to one year of County jail time.

The new facility proposed for the WCDF campus is the West County Reentry, Treatment, and Housing Facility (WRTH). WRTH will continue the "new generation" jail design, operating on a direct supervision model while greatly expanding opportunities for reentry services and behavioral health treatment for higher-security classifications currently housed at MDF.

Core Values of the Contra Costa County Office of the Sheriff

The Contra Costa Sheriff's Office has provided dedicated services to its communities for over 150 years. The Contra Costa County Office of the Sheriff promises to protect the quality of life enjoyed by its citizens with:

- Honor
- Courage
- Commitment
- Leadership
- Teamwork

C

The Current Population

Introduction

The majority of the data gathered for this chapter was derived from a single day “snapshot” of the resident population of the County’s three detention facilities.

This snapshot survey was conducted on Thursday, July 9, 2015. Information was generated using the Sheriff’s Office Jail Management System (JMS) and supplemented with data maintained and provided by other sources within the County.

A common technique used in statistical analysis, “snapshot” data provides important profile and demographic information regarding the County’s incarcerated populations. Along with information derived from other data sources, this snapshot data can be used to guide housing needs, program needs, and public policy in regard to incarceration.

The data presented shows an overall picture of the current demographics of the jail population.

The data is then subdivided to assess key characteristics of people incarcerated within each of the County’s three detention facilities.

Finally, the data analyzes various sub-groups within the County’s overall incarcerated population, in order to support the design and development of an effective and comprehensive programmatic approach to advance reentry success and reduce recidivism by providing appropriate behavioral, workforce readiness, parenting skills, and academic services.

Overall Profile of the Detention Population

On July 9, 2015 there were a total of 1,490 residents in custody distributed among the County’s three detention facilities. On the day of the snapshot data, MDF, which houses primarily maximum security and gang-related populations, exceeded its rated capacity.

Distribution of Residents and Capacity Utilization

Overall, the number of people incarcerated in the County’s jail on that day was 75% of the system’s rated capacity. Best practices assume that functional capacity is reached at 80-85% of capacity; the overall system was operating within that limit. However, the MDF was significantly over its rated capacity.

Table 7: Number of Residents and Capacity Utilization

	TOTAL	CAPACITY	UTILIZATION
MDF	712	695	102%
WCDF	701	1096	64%
MCDF	77	188	41%
Total	1490	1979	75%

Source: Contra Costa Sheriff’s Office

The overcrowding of the MDF is extremely troubling. When it opened in 1981, it had a rated capacity of 384 beds. Over the years, with a rise in the County’s jail population, MDF’s original single-occupancy design was converted to double-bunking, to achieve its current BSCC-rated capacity. While the 34-year-old MDF was designed to house primarily medium/minimum security classifications, snapshot data showed that 78% of people incarcerated at the MDF are classified as “high security” or above, with the remaining 22% classified as “medium security with secondary classification criteria.”



Gender

The snapshot composition of the detention population was 86% men and 14% women. This is a fairly common distribution. In recent years nationwide, the overall numbers of women held in jail have ranged between 12-15%. The snapshot showed that there were 211 women in detention on that day, with 192 women (91%) held at WCDF.

Table 8: Gender Distribution

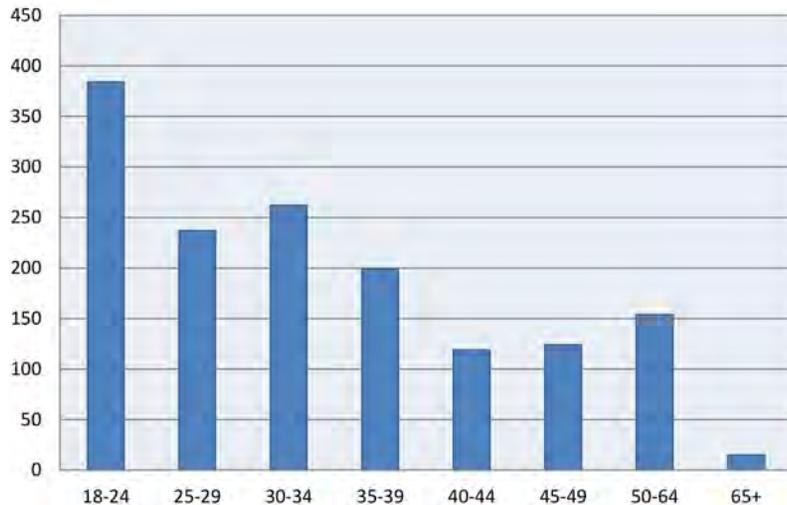
	MEN		WOMEN		TOTAL
MDF	693	97%	19	3%	712
WCDF	509	73%	192	27%	701
MCDF	77	100%	0	0%	77
Total	1279		211		1490

Source: Contra Costa Sheriff's Office

Age of the Population

The average age of all people in County detention was 33.8 years old. The largest age cohort was 18-24. There were 384 people (26%) in this age range. Overall, 60% of the population was 34 years old or younger.

Figure 13: Age Distribution



Source: Contra Costa Sheriff's Office

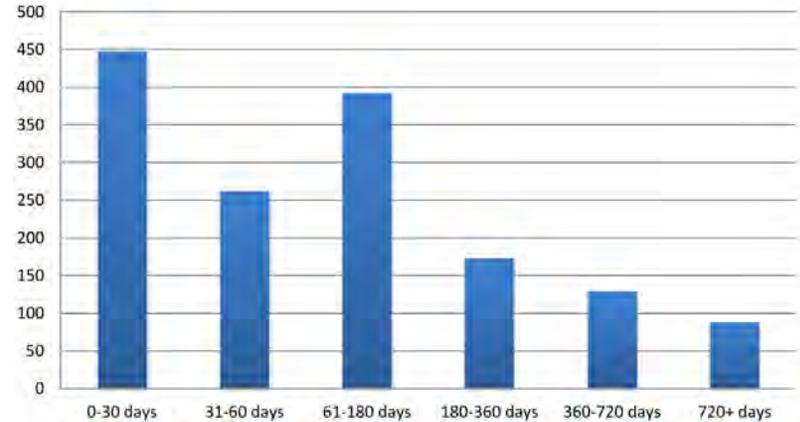
Length of Stay

The Average Length of Stay (ALOS) of people in detention on July 9, 2015 was 181 days. Thirty percent of the population (448 people) had been in custody for 30 days or less. Nine percent of the overall population had been in jail for 96 hours or less; this is typical of jails across the nation.

ALOS varies per facility. Per the snapshot data, MDF had the longest ALOS at 274 days, which can be attributed to the relative severity of charges filed: for example, across the County jail system, all 148 people charged with murder were housed at MDF. Representing 21% of MDF population's, this sub-group had an ALOS of 535 days.

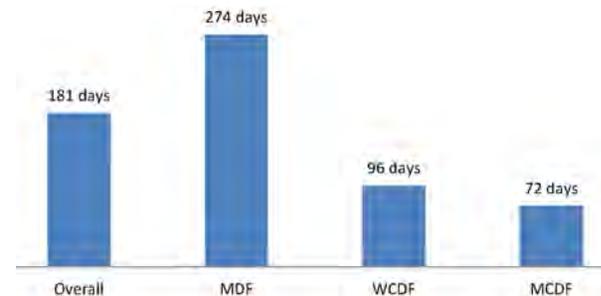
WCDF (26% sentenced) had an ALOS of 96 days and MCDF (100% sentenced) had an ALOS of 72 days.

Figure 14: Length of Stay Distribution



Source: Contra Costa Sheriff's Office

Figure 15: Average Length of Stay

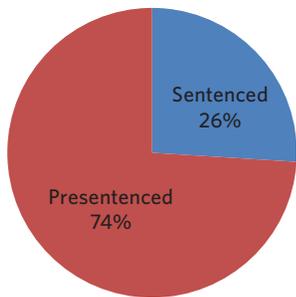


Source: Contra Costa Sheriff's Office

Judicial Status

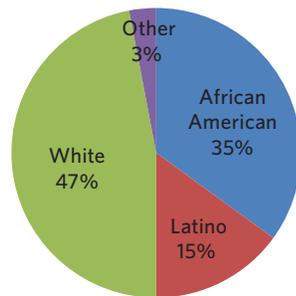
On the day of the snapshot, 74% of the incarcerated population were in presentenced status.

Figure 16: Sentenced vs. Presentenced



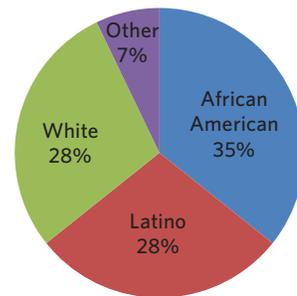
Source: Contra Costa Sheriff's Office

Figure 17: People incarcerated in jails across California



Source: US Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, "Jail Inmates at Midyear 2014," Todd D. Minton and Zhen Zeng, Ph.D., BJS Statisticians, June 2015

Figure 18: People incarcerated in the Contra Costa jail system



Source: Contra Costa Sheriff's Office

Table 9: Classification Distribution

	MDF		WCDF		MCDF		TOTAL	
High	558	78%	3	0.4%	0	0%	561	38%
Medium Security with secondary security characteristics	154	22%	698	99.6%	0	0%	852	57%
Low	0	0%	0	0.0%	77	100%	77	5%
Total	712		701		77		1490	

High Security Classifications include Murder, Administrative Segregation, and Protective Custody
Source: Contra Costa Sheriff's Office

Most Serious Charge

Nearly all people examined in the daily snapshot had been charged with multiple offenses; on average, each person was charged with approximately seven to eight charges. The consultant team reviewed each person's charges to identify the most serious charge. In combination with the historic County crime data in Chapter F- Local Trends and Characteristics, this information serves to examine the severity of the charges or convictions of people incarcerated in the County's jail system.

From the snapshot data, 62% of people had been accused or convicted of a felony crime. This is consistent with the finding that many people charged with or convicted of low-level offenses in the County are cite-released or participate in the Alternatives to Detention or pretrial services programs. Misdemeanants made up 18% of the detention population. Although the County's JMS does not track prior convictions, the consultants were able to cross-tabulate misdemeanor crimes with probation and parole status. The data shows that of those accused or convicted of a misdemeanor offense, over half (52%) were on probation or parole when they were arrested on new charges.

Table 10: Most Serious Charge

CRIME	NUMBER	%
Felony	920	62%
Misdemeanor	264	18%
Drugs	64	4%
ICE	135	9%
Other	107	7%
Total	1490	100%

Figure 19: Most Serious Charge

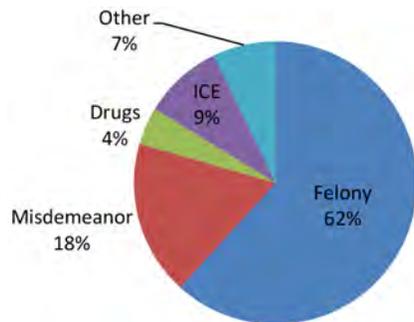
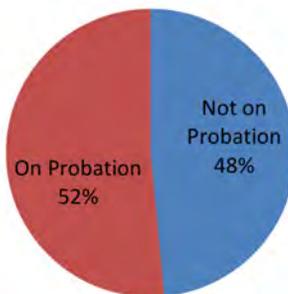


Figure 20: Misdemeanants on Probation or Parole at Time of Arrest



Prior Offenses

Prior arrest history can be used to assist the County in pretrial diversion evaluations as well as classification evaluations. Unfortunately, the Contra Costa Sheriff's Office's JMS does not track prior arrests. However, available JMS data did yield insight into those who were under supervision (probation or parole) at the time of re-arrest.

The following table includes people who were returned to custody on new charges; it does not include people arrested strictly on violations of probation or parole. Overall, 36% of the population was on probation or parole when returned to custody. Men were more likely than women to have been charged with a new offense while on probation or parole.

Table 11: On Probation or Parole at Time of Arrest

	MEN		WOMEN		TOTAL POPULATION	
MDF	242	35%	2	11%	244	34%
WCDF	191	38%	54	28%	245	35%
MCDF	42	55%	0		42	55%
Total	475	37%	56	27%	531	36%

Source: Contra Costa Sheriff's Office

Behavioral Health

A separate population snapshot of people with an identified mental illness incarcerated in the jail system was taken on Saturday, August 8, 2015. On that day, 199 people incarcerated in the jails (about 15%) had an identified mental illness. According to clinical staff, this number is generally consistent over time. However, this percentage likely substantially underestimates the prevalence of incarcerated people with behavioral health needs, for the following reasons.

In the Contra Costa jail system, all people with mental illness (of any acuity) who require either psychotropic medications or psychiatric management must, as matter of policy and psychiatric personnel, be housed at MDF. Because of MDF's high-security classification, its deficient housing conditions, and its lack of programs, many people in need of mental health treatment choose not to disclose their condition, so that they may be housed in the medium-security campus at WCDF.

In addition, the jail system offers very little meaningful clinical or therapeutic support to address substance use disorder (SUD). Further, despite their likely high prevalence, the numbers of people with SUD are not tracked in the JMS, making it impossible to



identify, analyze, or address the system’s likely predictably high rates of SUD within the jail system. Because SUD is recognized as a key element within the constellation of behavioral health conditions, it is impossible to accurately assess the percentage of people in the local jail system who are in need of behavioral health services.

Profile of MDF Population

On the day of the snapshot, the composition of MDF’s population was primarily male (97%) and presentenced (82%); it included 150 people (21%) charged with murder. In addition, 95%, of the population had been accused or convicted of a felony.

Table 12: MDF - Judicial Status and Most Serious Charge

	MDF MEN		MDF WOMEN		TOTAL	
TOTAL POP.	693		19		712	
Legal Status						
Presentenced	564	81%	18	95%	582	82%
Sentenced	129	19%	1	5%	130	18%
Most Serious Crime						
Felony	537	95%	13	72%	550	95%
Misdemeanor	99	14%	3	16%	102	14%
AB 109 - Flash Incar	4	1%			4	1%
Civil Commitment	1	0%			1	0%
Drugs	16	2%	2	11%	18	3%
DWI	7	1%			7	1%
Hold (unspecified)	4	1%			4	1%
ICE	3	0%			3	0%
Parole Violation Only	5	1%			5	1%
Other	15	2%			15	2%
Unknown	2	0%	1	5%	3	0%
Murder Charge	149	22%	1	5%	150	21%

Note: Some people on AB 109 status received “flash” incarceration after being arrested for a new charge. In these cases, the most serious charge is included in this analysis

Source: Contra Costa Sheriff’s Office

Sub-Classifications at MDF

As is true in all detention facilities, the Contra Costa Sheriff’s Office uses several sub-classifications to classify and separate incarcerated people (see Table 13). Chief of among these is a charge of murder. On the day of the data snapshot, a total of 150 individuals (21% of the MDF population) were charged with or convicted of murder.

The Sheriff’s Office also identifies individuals who known or suspected gang members. In all, at MDF 149 people (21% of MDF’s total population) were identified as gang members. Of those accused or convicted of murder, 47 had a gang affiliation. Given the inter-gang violence endemic in the nation, and in local jails, the Sheriff’s Office devotes constant and intense efforts to separate “incompatible” populations from one another.

Administrative Segregation is the highest level of classification in the MDF. These are people who are, among other things, habitual rule breakers, predators, violent, and escape risks. On the day of the snapshot, 95 people (14% of all MDF men) were in Administrative Segregation.

Protective Custody is used primarily for persons whose safety is at particularly at risk; they are separated from others due to this vulnerability.

About 22% of the population of people at MDF are considered Medium Security with Secondary Classification Criteria, including mental health conditions or gang drop-outs, both of which groups can be safely and properly housed only at MDF.

Table 13: MDF - Male Classification

CLASSIFICATION	NUMBER	%
Administrative Segregation*	95	14%
Murder	101	15%
Protective Custody*	168	24%
High Security	121	17%
Medium Security with Secondary Classification Criteria	154	22%
Temporarily out of the facility for medical care or assessments	45	6%
Federal	1	0%
Unknown	8	1%
Total	693	100%

**Includes people accused of murder*

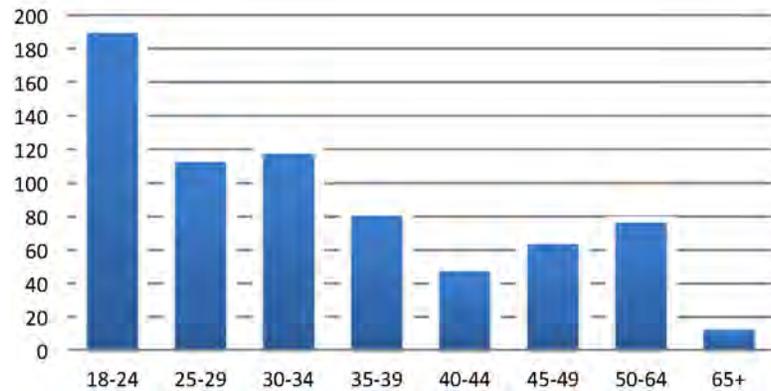
Unknown means that the classification was not available at the time of the snapshot



Age of MDF Male Population

According to the snapshot data, average age of males at MDF was 34 years old. Within this, 18-24 year olds made up the largest cohort at MDF, accounting for 27% of the population (189 people). The next youngest cohort, 25-29 year olds, accounted for 16% (112 people). These two age groups represented 43% of the population at MDF.

Figure 21: MDF Male Age Distribution



Source: Contra Costa Sheriff's Office

Length of Stay of MDF Male Population

The ALOS of the MDF male population was the highest in the County detention system, at 274 days, due to the severity and complexity of the criminal charges against these individuals. Presentenced people had a longer length of stay than the sentenced population, likely due to the complexity of the judicial proceedings associated with these cases. Of individuals with a scheduled release date, the average remaining days to release was 61 days, with 55 people having 60 days or less remaining till release.

Table 14: MDF - Male Population Judicial Status and ALOS

	NUMBER	ALOS	DAYS TO RELEASE
Presentence	564	287	-
Sentenced	129	215	61
Total	693	274	

Source: Contra Costa Sheriff's Office

Profile of WCDF Population

On the day of the snapshot data, the composition of the WCDF population was 73% male and 27% female. Presentenced people represented 74% of the population, with 26% sentenced. Among both men and women, 63% had been charged with or convicted of a felony. 132 people (19% of the WCDF population) were being held for the United States Immigration and Customs Enforcement (ICE).

Table 15: WCDF - Legal Status and Most Serious Charge

	WCDF MEN		WCDF WOMEN		TOTAL	
TOTAL POP.	509		192		701	
Legal Status						
Presentenced	376	74%	145	76%	521	74%
Sentenced	133	26%	47	24%	180	26%
Most Serious Charge						
Felony	234	62%	95	66%	329	63%
Misdemeanor	120	24%	23	12%	143	20%
AB 109 - Flash Incar	5	1%	1	1%	6	1%
Civil Commitment			1	1%	1	0%
Drugs	28	6%	11	6%	39	6%
DWI	13	3%	6	3%	19	3%
Hold (unspecified)	1	0%	0		1	0%
ICE	84	17%	48	25%	132	19%
Parole Violation Only	1	0%	0		1	0%
Other	23	5%	7	4%	30	4%
Unknown			0	0%	0	0%
Murder Charge	2	0%	12	6%	14	2%

Note: Some people on AB 109 status received "flash" incarceration after committing new crimes - Most serious crimes noted in these cases

Source: Contra Costa Sheriff's Office



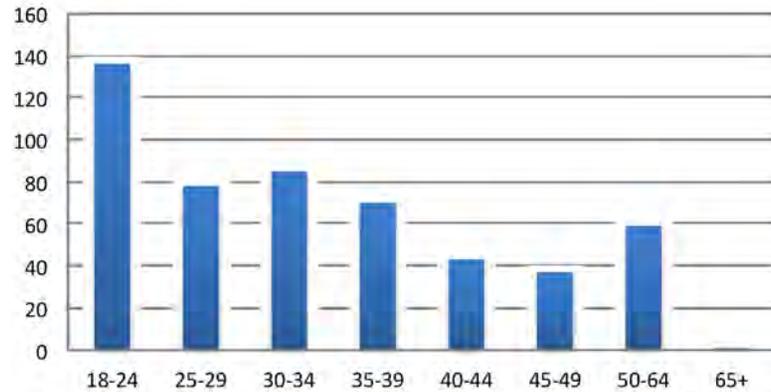
Profile of WCDF Male Population

On the day of the snapshot, 509 men were housed at WCDF. Seventy-four percent were unsentenced and 26% were sentenced. Of the 509 men, 84 (17%) were being held for ICE. Sixty-two percent were held on a felony charge and 24% on a misdemeanor charge. 193 (38%) were on probation or parole at the time they were returned to custody on new charges.

Age of WCDF Male Population

On the day of the snapshot, 18-24 year olds made up the largest age cohort at MDF. Overall, the age distributions for males at WCDF and MDF were similar, with almost an equal percentage of individuals under 30 in the two facilities. As at MDF, the average age for men at WCDF on the day of the snapshot was 34 years old.

Figure 22: WCDF Male Age Distribution

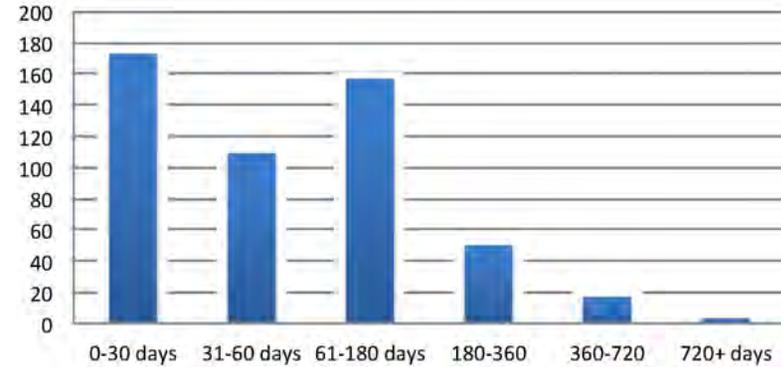


Source: Contra Costa Sheriff's Office

Average Length of Stay of WCDF Male Population

On the day of the snapshot data, ALOS for men at WCDF was 97 days. Eighty-six percent of the population had been at the facility for 6 months or less, while 14% had been incarcerated for more than six months.

Figure 23: Number of WCDF Males - Length of Stay Distribution



Source: Contra Costa Sheriff's Office



Profile of WCDF Female Population

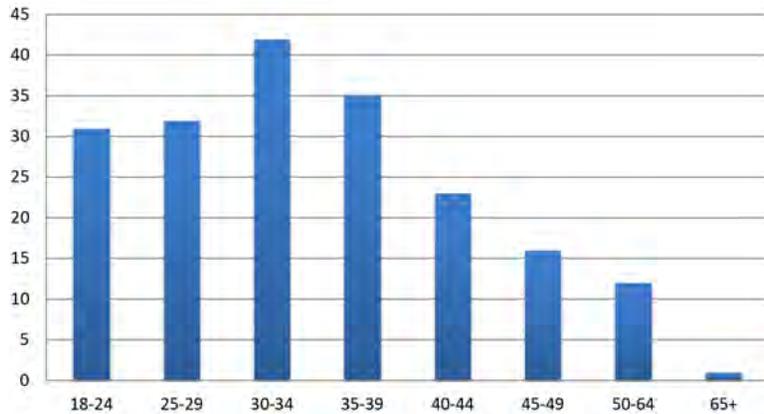
On the day of the snapshot, 192 women were housed at WCDF. Seventy-six percent were unsentenced and 24% were sentenced. Of the 192, 66% were being held on a felony charge, 12% were held on a misdemeanor charge, and 22% were being held for ICE. 55 women (29%) were under judicial supervision (probation or parole) at the time they were returned to custody on new charges.

At medium-security WCDF, 84% of the women (162) were considered medium-security. However, 30 women were considered high-security and unable to be housed in women’s general population, due primarily to administrative segregation, protective custody, or gang affiliation. To ensure their safety, women with their characteristics at WCDF are housed under special conditions in Building 4, an otherwise male building.

Age of WCDF Female Population

On the day of the snapshot, the average age of a woman at the WCDF was 35 years, with the largest cohort 30-34 years old. As a group, the women were older than men, with 68% over the age of 30.

Figure 24: Number of WCDF Females - Age Distribution

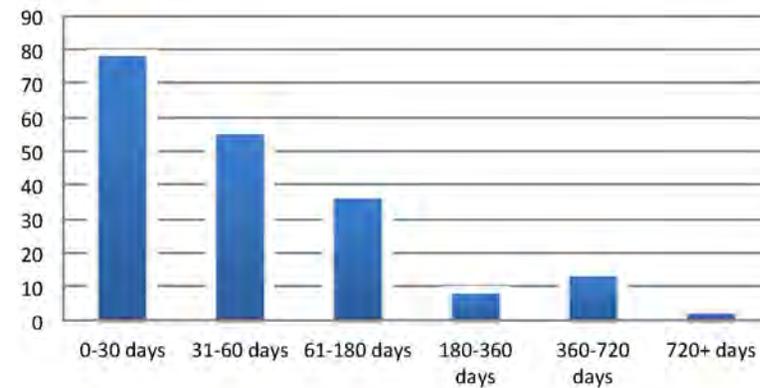


Source: Contra Costa Sheriff’s Office

Length of Stay of WCDF Female Population

On the one-day data snapshot, the ALOS for women at WCDF was 93 days. Seventy-eight women (41%) had been at WCDF for 30 days or less. Fifty-five women (29%) had been held at WCDF between 31 and 60 days. Fifty-eight women (30%) had been held at WCDF for more than two months; within this group, twenty-three women (12%) had been held at WCDF for more than six months.

Figure 25: Number of WCDF Females - Length of Stay Distribution



Source: Contra Costa Sheriff’s Office



Profile of MCDF Population

The MCDF population is limited to low-security, sentenced males. On the day of the snapshot, 77 men were housed at MDF. Of these, 41 men (53%) had been convicted of a felony and 19 (25%) of a misdemeanor. In addition, 34 men (44%) were on probation or parole at the time they were returned to custody.

Table 16: MCDF - Legal Status and Most Serious Crime

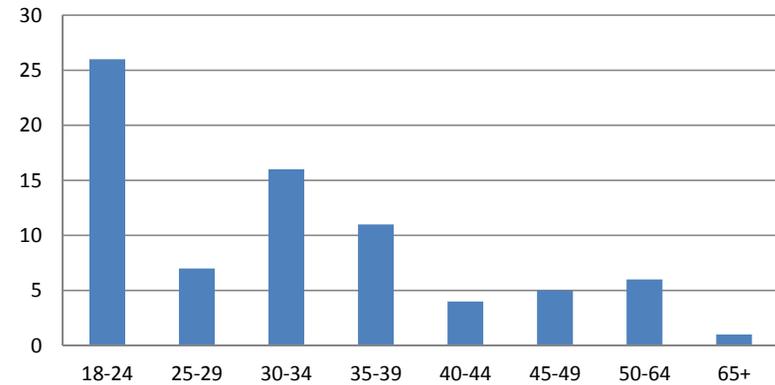
TOTAL POPULATION		
77		
Legal Status		
Presentenced	77	100%
Sentenced	0	0%
Most Serious Crime		
Felony	41	53%
Misdemeanor	19	25%
Drugs	7	9%
DWI	7	9%
Other	1	1%
Unknown	2	3%

Source: Contra Costa Sheriff's Office

Age of MCDF Population

As at the other detention facilities, 18-24 year-olds made up the largest age cohort on the day of the data snapshot. The average age was 32 years old.

Figure 26: MCDF Age Distribution

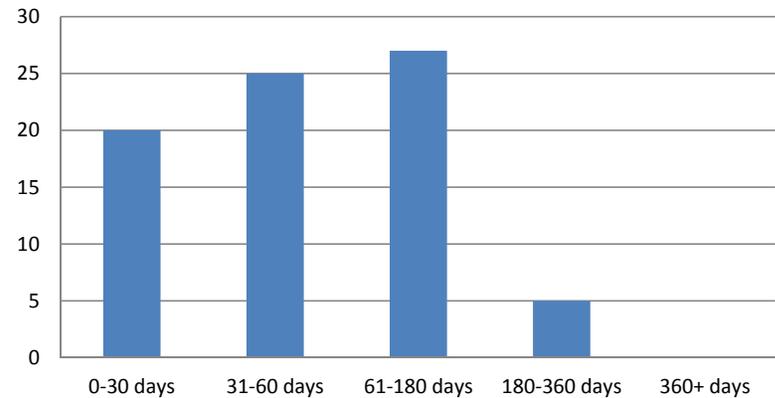


Source: Contra Costa Sheriff's Office

Average Length of Stay of MCDF Population

On the day of the snapshot data, the ALOS at MCDF was 72 days.

Figure 27: MCDF Average Length of Stay Distribution



Source: Contra Costa Sheriff's Office

D

The Classification System

Overview

As indicated throughout this JNA, the County's classification system differentiates people incarcerated in its jails as high security, medium security, or low security.

The classification assessment and subsequent housing assignment are made within 24 hours of booking. High-security incarcerated people are assigned to MDF, medium-security residents to WCDF.

Low security classification is assigned only for sentenced individuals who are serving sentences for relatively minor offenses. About 5% of the jail system's total population is classified as low-security. All of low-security sentenced people are housed at MCDF.

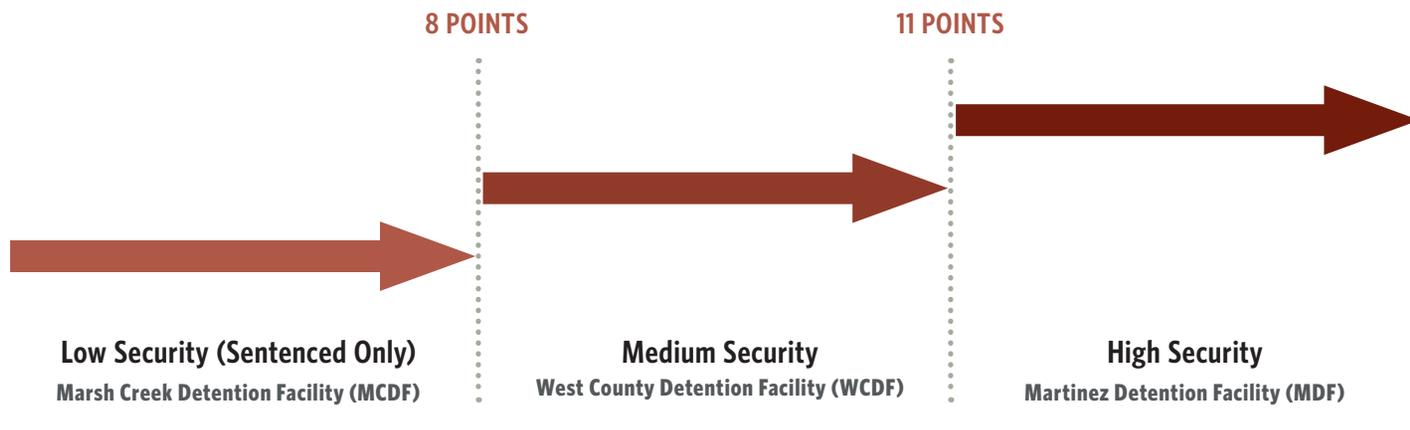
Classification Criteria and Considerations

The classification system used by the Contra Costa Sheriff's Office considers the following factors:

- Current Charge
- Serious Offense History
- Escape History
- Disciplinary History
- Prior Felony Convictions
- Gang Affiliation
- Enemies in the Facility

Based on the above criteria, points are assigned to arrive at a person's classification. Currently, and generally, people who score 11 or more points are considered high security and are assigned to MDF. People scoring 9-10 points are considered medium security and qualify for housing at WCDF. People with 8 points or less and who are sentenced are considered low security and qualify for housing at MCDF.

Figure 28: Contra Costa County Office of the Sheriff Classification Point System



There are 54 criminal charges that the Contra Costa County Office of the Sheriff considers “MDF Only” charges. These include charges such as PC 187 Murder, PC 203 Mayhem, and PC 243 Battery on a Police Officer, among others. People may also be designated “MDF Only” if any past convictions are among the list of 54 serious charges. However, depending on the age of that conviction, a person may be considered for reclassification at a lower security level.



Table 17: “MDF Only” Criminal Charges (54)

SECTION	TITLE
151PC	INCITING VIOLENCE AGAINST POLICE (>5 YEARS, 5 POINTS)
187PC	MURDER (>15 YEARS, 5 POINTS)
187/664PC	ATTEMPT MURDER (>10 YEARS, 5 POINTS)
192PC	VOLUNTARY MANSLAUGHTER (>15 YEARS, 5 POINTS)
192A/664	ATTEMPT VOLUNTARY MANSLAUGHTER (>10 YEARS, 5 POINTS)
203PC	MAYHEM (>10 YEARS, 5 POINTS)
203/664PC	ATTEMPT MAYHEM (>2 YEARS, 5 POINTS)
205PC	AGGRAVATED MAYHEN (>10 YEARS, 5 POINTS)
207APC	KIDNAP BY FORCE (>10 YEARS, 5 POINTS)
207A/664	ATTEMPT KIDNAP (>5 YEARS, 5 POINTS)
207BPC	KIDNAP CHILD FOR LEWD PURPOSE (>15 YEARS, 5 POINTS)
207B/664	ATTEMPT KIDNAP CHILD FOR LEWD PURPOSE (>10 YEARS, 5 POINTS)
207CPC	KIDNAP FORCE, OUT OF STATE (>15 YEARS, 5 POINTS)
207C/664	ATTEMPT KIDNAP (>10 YEARS, 5 POINTS)
207DCP	KIDNAP FROM OUTSIDE OF STATE (>2 YEARS, 5 POINTS)
208DPC	KIDNAP W/INTENT TO RAPE (>5 YEARS, 5 POINTS)
209BPC	KIDNAP FOR ROBBERY (>5 YEARS, 5 POINTS)
209B/664PC	ATTEMPT TO KIDNAP FOR ROBBERY (>2 YEARS, 3 POINTS)
220PC	ASSAULT W/INTENT SEX CRIME (>5 YEARS, 5 POINTS)
242-243BPC	BATTERY ON PEACE OFFICER/FIRE (>5 YEARS, 5 POINTS)
242-243C PC	BATTERY ON P.O. W/INJURY (>5 YEARS, 5 POINTS)
242-243.1PC	BATTERY CUSTODIAL OFF. (>5 YEARS, 5 POINTS)
243CPC	BATTERY ON POLICE OFF. (>5 YEARS, 5 POINTS)
245A2 PC	ASSAULT W/FIREARM (>3 YEARS, 5 POINTS)
245A3 PC	ASSAULT W/MACHINE GUN (>3 YEARS, 5 POINTS)
245B PC	ASSAULT W/ASSAULT RIFLE (>3 YEAR, 5 POINTS)
245B/664 PC	ASSAULT DEADLY WEAPON ON P.O. (>5 YEARS, 5 POINTS)
245C PC	ADW PEACE OFFICER NOT FIREARM (>5 YEARS, 5 POINTS)

SECTION	TITLE
245C-664 PC	ATTEMPT ADW PEACE OFFICER (>3 YEARS, 5 POINTS)
245D1 PC	ASSAULT ON P.O. W/FIREARM (>7 YEARS, 5 POINTS)
245D2 PC	ASSAULT SEMI-AUTO RIFLE P.O. (>7 YEARS, 5 POINTS)
245D3 PC	ASSAULT MACHINE GUN P.O. (>7 YEARS, 5 POINTS)
246 PC	SHOOT INTO DWELLING (>3 YEARS, 5 POINTS)
261 2 PC	FORCEABLE RAPE (>7 YEARS, 5 POINTS)
261 2-664 PC	ATTEMPT FORCE RAPE (>5 YEARS, 5 POINTS)
286D PC	SODOMY BY FORCE (>7 YEARS, 5 POINTS)
286D/664 PC	ATTEMPT SODOMY BY FORCE (>5 YEARS, 5 POINTS)
286 E PC	SODOMY IN DETENTION FACILITY (>5 YEARS, 5 POINTS)
286E/664 PC	ATTEMPT SODOMY IN JAIL (>3 YEARS, 5 POINTS)
288A{E} PC	ORAL COP IN JAIL (>5 YEARS, 5 POINTS)
288A {E}/664	ATTEMPT ORAL COP IN JAIL (>3 YEARS, 5 POINTS)
289A PC	RAPE W/FOREIGN OBJECT W/FORCE (>7 YEARS, 5 POINTS)
289A/664	ATTEMPT RAPE W/FOREIGN OBJECT (>3 YEARS, 5 POINTS)
4131.5 PC	BATTERY ON NON-INMATE (>2 YEARS, 5 POINTS)
4501.5 PC	BATTERY BY PRISONER (>2 YEARS, 5 POINTS)
4530 A PC	ESCAPE STATE PRISON W/FORCE (>10 YEARS, 5 POINTS)
4530B PC	ESCAPE FROM STATE PRISON (>10 YEARS, 5 POINTS)
4532B PC	ESCAPE FROM FEL CUSTODY W/FORCE (>7 YEARS, 5 POINTS)
4574A PC	BRING FIREARM IN TO JAIL (>7 YEARS, 5 POINTS)
4574A/664 PC	ATTEMPT TO BRING FIREARM IN (>3 YEARS, 5 POINTS)
12308 PC	EXPLOSION W/INTENT TO MURDER (>10 YEARS, 5 POINTS)
12309 PC	EXPLOSION CAUSING GBI (>5 YEARS, 5 POINTS)
12310A PC	EXPLOSION CAUSING DEATH (>5 YEARS, 5 POINTS)
12310B PC	EXPLOSION CAUSING GBI/MAYHEM (>5 YEARS, 5 POINTS)

Source: Contra Costa County Sheriff's Office Classification Unit



Other crimes considered eligible for high-security classification by the Contra Costa County Office of the Sheriff include felony sex crimes, felony weapon charges, and drug manufacturing charges.

It is important to note that regardless of their security classification, men with medical and mental health issues are automatically assigned to MDF. Medium-security women with mental health diagnoses are eligible for housing at WCDF.

Classification Sub-sets

At both MDF and WCDF, sub-classifications are used for purposes of separation:

Administrative Segregation - Administrative Segregation is employed for people who pose concerns to the safety and security of the facility, pose an escape risk, are violent, disrupt facility operations, have long sentences and are awaiting transfer to prison, or are convicted, awaiting sentencing, and considered especially dangerous.

Protective Custody - Protective Custody is used primarily for people whose safety is at particularly at risk; they are separated from others due to this vulnerability.

Gang - Gang classification is used to identify current gang members, in order to separate “incompatible” gang-related populations from one another.

Classification Reviews

The Contra Costa County Office of the Sheriff follows the California Minimum Standards for Local Detention Facilities for classification reviews. State standards require that people who have been sentenced to more than 60 days may request review of their classification plan every 30 days.

The Office of the Sheriff conducts periodic review of those in Administrative Segregation. Current policy dictates a review every seven days for the first 60 days and every 30 days thereafter.

Observations

The current classification system is typical of many jail systems, and complies with California Minimum Standards for Local Detention Facilities. However, the Office of the Sheriff may find benefit in establishing policies and infrastructure allowing for automated review for reclassification at lower security levels for those who demonstrate prosocial behavior, comply with all rules, and actively participate in rehabilitative and reentry programs. A revised system automates periodic reviews of initial classifications would serve as an effective management tool while likely enhancing reentry readiness and success.

Recommendations

Classification Recommendation 1 - Provide for automatic, systematic, periodic reclassification that includes behavior as part of the reclassification assessment.

Ensure that a new JMS enables the automatic and regular consideration for reclassification at lower security levels. Depending on philosophy and staffing availability, most reviews could be conducted approximately every 30 days. People classified as high security may especially benefit from frequent hearings.

Classification Recommendation 2 - Ensure that the classification process provides data for the collection of complete, high quality, verified, and standardized data, including data related to a person’s participation and success in programming. Combine classification data with the JMS.

If data collection is structured, complete, and entered into the a person’s JMS file, the reclassification hearing process can be can be effectively and efficiently administered.

Conclusion

A properly designed and implemented classification system can provide a number of benefits including:

- Improved institutional security
- Increased public security
- More encouragement of prosocial behavior
- Efficient decision-making
- Greater equity and fairness in housing decisions
- Better information for program and facility planning

Summary of Current Programming and Related Facilities

Throughout the history of jails in California and across the nation, in-custody resources have tended to concentrate almost exclusively on legally mandated access to education, religious services, legal counsel, and physical exercise. In California, these mandates are defined in Minimum Standards for Local Detention Facilities, Title 15-Crime Prevention and Corrections, Article 6: Resident Programs and Services. In addition to these mandated services, the “range and source” of any “individual/family service programs” to be offered in a custodial setting may be determined solely “at the discretion of the facility administrator” (Section 1070).

In Contra Costa, all in-custody services are administered by the Office of the Sheriff’s Custody Services Bureau Resident Services Unit, under the direction of the Director of Inmate Services. The mission of the Inmate Services unit is to provide services to meet the needs for a variety of needs of incarcerated people in order to reduce the impact of crime on the community. All in-custody programs and services meet the legal guidelines in CA Penal Code Section 4025 and 4026, in addition to Title 15, Article 6. The mandatory Title 15 services provided in the Contra Costa jails are supported in whole or in part by the Inmate Welfare Fund.

Education: In accordance with Title 15, CCR, Section 1061, the Contra Costa County Office of the Sheriff provides Adult Basic Education classes and independent-study programs for sentenced and non-sentenced men and women incarcerated in the County jails, through a contract with the Contra Costa County Office of Education (CCCOE), which is accredited by the Western Association of Schools & Colleges. All classes are taught by credentialed teachers.

Religious: Two full-time Chaplains and one part-time Chaplain, augmented by over 250 volunteer Chaplains, provide pastoral care, counseling, and spiritual materials to men and women of all faith traditions who request such services throughout the jail system. Each week, they conduct approximately dozens of pastoral services for various faith groups within the detention facilities.

Legal: Legal Research Associates (LRA) provides legal research services to people incarcerated in any of Contra Costa’s jail facilities, providing mandated legal reference materials for both criminal and constitutionally-mandated civil rights laws. Document request forms are submitted to Custody Services administration, and requested documents are delivered via courier within 48 hours of receipt by LRA.

Community-Based or Voluntary: In the Contra Costa County jail system, as in many others, non-mandated services have historically been provided through volunteer or self-help organizations, such as NA/AA. However, since the advent of AB 109 in 2011, several community-based organizations have been awarded AB 109-funded contracts to provide some services, primarily at WCDF to AB 109 clients while in custody, as further detailed later in this section.

Despite the need for these and other in-custody programs, however, space limitations and related security classification issues at all three jail facilities substantially limit the delivery of appropriate and sufficient services to support incarcerated men and women in preparing for success following release from incarceration.



Current Programs and Services

1. West County Detention Facility

a. Programs at WCDF

Academic and vocational programs and services are far more accessible at WCDF than at anywhere else in the County jail system. Designed to provide educational and vocational training, the physical plant at WCDF includes dedicated educational spaces for men and for women, with one Classroom Building intended for men and one Classroom Building intended for women.

However, because almost all of the available space in the Men's Classroom Building is fully utilized by the Adult Education classes, which operate morning and afternoon five days a week, men at WCDF have no access to vocational shops. In contrast, because the Women's Classroom Building is the same size as the men's but serves a smaller population, women have access to two vocational shops (sign engraving and woodworking).

Adult Basic Education: At WCDF, CCCOE conducts Adult Basic Education classes in English, Math, and ESL for both men and women, provided by a team of eight credentialed teachers. All student educational plans begin with a Comprehensive Adult Student Assessment to identify students' baseline skills. In addition, Contra Costa County school districts recently entered into an Memo of Understanding with CCCOE to provide Special Education services in the County jails, to begin Fall 2016.

Students may elect to pursue a high school diploma track or a GED track, but all classes are blended, containing students at a variety of academic skill levels from low reading and math to advanced. Students have the option of studying for a high school diploma or a GED (high school equivalency). Classes are conducted morning and afternoon, five days a week, and all classrooms are used simultaneously, due to student demand and capacity constraints. Both men and women may also elect to participate in academic education through Independent Study, supported by a weekly meeting with a teacher who provides, receives, and grades student assignments.

In addition to Adult Basic Education, CCCOE teachers also conduct a workforce soft-skills "reentry" class as well as a substance-use and behavioral education class (DEUCE).

Vocational Programs: Both men and women at WCDF can participate in computer applications and web design classes; in the fourth quarter of 2015, the computer

applications program will begin providing students with the opportunity to earn industry-recognized certification in Microsoft and Adobe applications. These classes are taught by CCCOE teachers.

Women at WCDF can also participate in an Engraving/Sign/Vehicle Decaling Shop Program, which provides training in wood and acrylic engraving, sublimation, banner, aluminum and architectural sign production (including Braille), and vehicle graphics development, printing and application. Currently operating M-F 8-11AM, this shop is led by an Industry/Engraving Shop Instructor.

Women at WCDF can also participate in the Frame Shop Program, which trains women in professional shadow-box and framing techniques. Currently operating M-Th 8-11AM, this shop is led by a part-time Vocational Instructor, who is a County employee.

Due to space limitations, as described above, these vocational programs are not available to men at WCDF.

Library Services

Librarians employed by the County provide library services, study guides for civil service tests, college and trade school exams, voter registration, and driver's license study materials within the detention facilities.

WCDF provides a full-service browsing library for men, with a satellite (small) browsing library for women. In addition, librarians at WCDF provide tutoring in Math, Reading, and ESL.

Religious Services

At WCDF, Chaplains conduct weekly Catholic, Seventh Day Adventist, Muslim and a wide array of nondenominational Christian services. Communion and confession, if requested, are provided in the small interview rooms.

Additional Programs

- REACH International conducts a monthly support group for women, as well as providing information about their services through orientation meetings typically held several times a month.
- Men and Women of Purpose conduct weekly mentoring group for men and for women.
- STAND! For Families Free From Violence conducts a weekly batterers' workshop for Court-ordered men.



- Narcotics Anonymous/Alcoholics Anonymous: Women at WCDF have access to once-weekly self-help meetings (one NA and one AA) held in a computer classroom in the Women’s complex; for men, once-weekly self-help meetings (one NA and one AA) are held in the single multi-purpose room or a classroom at WCDF, with each housing unit assigned to a specific meeting time each week.
- In addition, cleared staff from various agencies (both public and private) enter the jail to conduct intake interviews, distribute informational materials, or provide legal services.

b. Program Facilities at WCDF

In total, WCDF’s physical plant includes the following programs or services spaces:

Classroom Buildings

Men’s: Five academic classrooms, one computer classroom, and a library

Women’s: One academic classroom, one computer classroom, a satellite library room, and two vocational shops (sign engraving and woodworking)

Space within Housing Units

Generally, each housing unit contains one interview room in a “contact” design, meaning that there are no physical barriers within the room. Because these rooms therefore require active supervision by Deputies, these rooms are usually used only for meetings between legal counsel and clients.

Group Space

The WCDF physical plant contains one multipurpose room divisible by an “air wall,” with each side holding 25-30 people. This space is used for religious services conducted by chaplains.

Visit Center

The Visit Center is approximately 1,680 square feet, with one deputy station, approximately 30 non-contact visiting stations, and four private non-contact professional visit rooms, each of which accommodates two people. The maximum capacity for the visiting center is approximately 70 people. The common area is the only available space for meetings between community-based service providers and their clients during visiting hours.

2. Marsh Creek Detention Facility

a. Programs at MCDF

Adult Basic Education: At this low-security “farm-style” facility for sentenced men, teachers lead academic education classes five mornings a week, along with support for Independent Study students in the afternoons.

In addition to academic study, CCCOE also conducts a group substance-use and behavioral education class (DEUCE) and runs the vocational training woodshop program. In the woodshop program, participants construct toys and repair recovered bicycles to be distributed during the holiday season to children and families in need. In the fourth quarter of 2015, the MCDF Woodshop course will implement an additional Construction component of the course, using CCCOE’s Regional Occupations Program curriculum to instruct students in areas related to construction trades.

CCCOE staffing at MCDF includes a full-time woodshop teacher, a part time academic/independent study teacher, a part-time instructional assistant, and a part time DEUCE teacher.

Landscaping Program: The Landscaping Program trains men in landscape design, installation and maintenance; horticulture techniques; and irrigation design and installation and repair; it is staffed by two part-time Landscaping Instructors, who are County employees.

Library Services: MCDF provides a full-service browsing library for men.

Programs and Services: Staff from various community-based organizations or county agencies come into the facility to provide information, outreach, or intake. A Narcotics Anonymous group is conducted once a week.

b. Program Facilities at MCDF

Classroom Buildings

Three classrooms and a woodshop

Space within Housing Units

None

Group Space

None



3. Martinez Detention Facility

a. Programs at MDF

Originally designed to provide medium-security housing for 384 people but now rated for 695 people, MDF has come to serve as both the high-security detention facility and the de facto detention mental health facility for Contra Costa County.

Unfortunately, however, MDF is almost totally devoid of program and treatment spaces. Each 96-bed unit has one dayroom, sized for 48 people, meaning that only half of the unit's residents can be safely allowed out of their cells at a time, leading to long periods of in-cell confinement. Aside from the dayroom and a small non-contact visit room, there are no group-meeting spaces at MDF.

As a result, people incarcerated at MDF have almost no access to services, programs, treatment, recreation, socialization, or physical activity.

Other than psychiatric diagnosis and monitoring, the only services currently available at MDF are academic independent-study, library cart, chaplain services, and limited and infrequent one-on-one appointments with community-based organizations. As a result, all people incarcerated at MDF live in the most restrictive conditions of the entire County jail system.

These conditions – compacted, under-designed, overly restrictive, populated by the highest-need individuals whose mental health conditions are exacerbated by deleterious living conditions, nearly devoid of appropriate services, with population levels inconsistent with direct supervision design – pose serious and constant risks to the safe, secure, humane, and effective operations at MDF.

Library Services: MDF provides library services only in the form of a library cart, with books requested through an Resident Request Form.

b. Program Facilities at MDF

Classroom Buildings

None

Space within Housing Units

One 48-person dayroom within each housing unit

Group Space

None

Proposed Programs and Services

1. Essential Approaches

a. Rehabilitation and Reentry Program

To provide strategic and effective management of the detention system's programs and services, the Contra Sheriff's Office will establish a new Office of Rehabilitation and Reentry Services (ORRS) to develop, coordinate, supervise, evaluate, and raise additional funds for programs and services for people incarcerated in the County jails.

Managed by the ORRS Director, WORTH's Rehabilitation and Reentry Program (R&R Program) will provide a comprehensive and integrated array of validated, evidence-based, trauma informed, cognitive behavioral treatment, workforce readiness, and transition-planning services to adult men and women housed at WCDF (in existing housing and in any new facility), with substantial transition-planning and resource development services provided to people incarcerated at either MDF or MCDF.

The R&R Program's array of culturally-competent, gender-responsive services will support clients' ability to make positive, healthy future choices. The Program will use a blended approach that incorporates recognized evidence-based curricula, elements of the modified therapeutic community model such as milieu interventions, strengths-based case development, intensive and customized transition planning, and job and resource development and matching.

By developing skill-based mechanisms to identify, understand, and manage the challenges related to criminal thinking, anger management, interpersonal dynamics, and exposure to trauma, clients will better recognize and manage their moods, thoughts, impulses, behaviors, and decisions.

Most services will be made available on an open-enrollment basis, meaning that clients can begin services at any time during their detention. However, some process groups will be conducted as closed groups, to provide opportunities for deeper, more self-reflective work for appropriate clients.

The R&R Program will be operated in close partnership with the Sheriff's Office's Director of Resident Programs, the Contra Costa County Office of Education, County vocational staff, and other community providers to ensure a coordinated and complementary approach to services. In addition, the R&R Program's clinical services will be provided in collaboration with the County's detention mental health, forensic behavioral health, and psychiatric services departments.

Note: This purpose of this document is to describe the therapeutic approaches and services of the R&R Program. However, the proposed R&R Program will also include Transition Specialists and Resource Developers who will work together and with clients to develop appropriate transition plans and to identify the post-release resources (housing, food, financial resources, healthcare) necessary to implement these plans. These transition planning and resource development resources will also be made available to men housed in MDF and MCDF.

b. Program Staffing

Based at the Reentry Services Complex to be established at WRTH, the R&R Program will be staffed by a team of 26 FTE, including a full-time, licensed Director of Rehabilitative and Reentry Services; a Multi-Disciplinary Services Manager (LCSW); a Parenting Inside Out/Family Support Manager (LCSW); ten Behavioral Health and Parenting Inside Out Coordinators; six Resource Developers; five Transition Specialists; a Data and Evaluation Manager; and an Administrative Assistant. The staff will be cross-trained to facilitate all components of the program, including trauma identification, motivational strategies, and the core premises and practices of CBT. In the event that Behavioral Health & Parenting Inside Out Coordinators are MFT Interns, they will be provided with weekly supervision by the program's three licensed clinicians, who will have substantial experience in providing clinical supervision in forensic settings.

Multidisciplinary staff will attend weekly team meetings to review progress and barriers toward achieving treatment goals, peer interactions, and engagement in the R&R Program. During this review, the effectiveness of programmatic strategies will be explored and services plans will be updated as needed; program fidelity will be reinforced; and intra-team operating issues will be addressed.

The Program will implement a course of start-up training to ensure efficient and consistent launch and implementation of all program activities. Training topic areas will include Program Format, Preparation, and Process; How to Conduct Didactic Classes: Program Guidelines and Program Fidelity; and Managing Problem Situations and Emergencies. All staff will be trained in the Program's curricula and relevant evidenced-based practices in fields of case management, CBT, and co-occurring disorders, such as Motivational Interviewing and the client-centered Stages of Change model.

In addition to staff training on all program curricula, the start-up training array will address universal issues, including Client Confidentiality and Privacy; Ethics and Boundaries; Cultural Competency & Gender Responsiveness; Documentation Procedures; Working with Criminal-Justice Involved Populations; and Adverse Childhood Experiences and Trauma-Informed Care.

2. Core Premises

a. Trauma-Informed Practices

Recognizing that history of trauma is disproportionately present in justice-involved populations, the R&R Program will establish a trauma-informed environment in all aspects and activities. Staff will be trained to maintain alertness and sensitivity to environmental triggers and to trauma-related behaviors, and will also be trained in core interventions to help clients manage such symptoms and triggers. Similarly, clients will be oriented to basic concepts of trauma-related awareness and self-care, including techniques of de-escalation and emotion regulation, and the program will utilize a "containment" model for addressing co-occurring trauma among clients.

The program's staff will be able to identify, address, and immediately provide or coordinate care for safe stabilization of any client in crisis situations that may arise during treatment. All staff will be able to identify and assess indications of decompensation, including suicidal and homicidal ideation, intent, and plans that may emerge; licensed providers will be directly involved in the assessment and intervention process. Emergent risks will be identified and assessed; when appropriate, clients may be referred to crisis care in the Acute Services Unit or Special Services Unit.

b. Population-Specific Services

Gender-responsive approaches: Women have unique needs that require gender-specific programming to facilitate positive treatment outcomes, and justice-involved women have very high incidences of childhood and adult traumatic experiences and victimization. While abuse histories are not uncommon among women, the incidence of physical and sexual abuse among incarcerated women has been reported to be 47% in some studies (Modley, 2010) and even higher—up to 83% in a 2010 study conducted among incarcerated women in Illinois (Reichert, 2010). For many, the path into the criminal justice system has involved running away from childhood abuse, the use of illegal drugs as a means of coping, drug selling and prostitution as economic survival mechanism, and partners' criminal behaviors. As adults, many have experienced intimate partner abuse, sexual assault, and the grief of losing custody of their children. Studies show that treatment of drug-dependent women is more likely to be successful if services are provided in mutually supportive environments and address gender-specific issues including psychopathology (e.g., depression), a woman's role as mother, interpersonal relationships, and the need for parenting education (Polinsky, Hser, Grella, 1998). Women's recovery outcomes and treatment retention improve by participating in gender-specific treatment programs (Chen, Burgdorf, Dowell, et al., 2004; Nelson-Zlupko et al., 1996).



At the same time, many justice-involved men have also experienced sexual abuse and assault in their lives; for men, the stigma of being sexual victims, coupled with culturally-shaped expectations for normative masculine behavior, adds extra trauma, anxiety, and confusion to an already traumatic history.

Therefore, for both men and women, the R&R Program will identify and address relevant gender-specific issues, substantiated by appropriate treatment documentation.

Transition-Aged Youth: The largest single population in the Contra Costa County adult jail system is male youth, ages 18-25. Evidence demonstrates that young people involved in the juvenile justice or adult justice systems (both male and female) have disproportionately high rates of prior involvement in the child welfare system; high rates of sexual abuse; and high numbers of Adverse Childhood Experiences (ACE), which are highly correlated with the formation of criminogenic risk factors, including disengagement with school, substance-use disorders, and mental ill disorders such as depression, hyper-vigilance, and emotional lability and deregulation. In addition, further evidence shows that when young people with relatively short or modest criminal histories are co-housed with older adults with longer or more serious criminal histories, the younger people are subject both to high rates of victimization, coercion, and indoctrination into more serious behaviors. Furthermore, it is also well recognized that young people who “age out” of either the child welfare system or the juvenile justice system at age 18 demonstrate sharply worse outcomes than their counterparts. In response, in 2010 the State of California enacted Assembly Bill 12, the California Fostering Connections Act, which includes a number of improvements to the Kin-GAP program and extends foster care supports and services to foster and probation youth ages 18 to 21. By intentionally identifying TAY and young adult people incarcerated in the Contra Costa County jail system, the R&R Program will support the development of service plans that maximize the potential benefits of these additional financial, social, and educational supports. The R&R Program will also partner with the Sheriff’s Office to identify young people most appropriate for housing in units dedicated to TAY.

Veterans: Given the large numbers of military veterans who experience incarceration, it is expected that the population served by the program will have high rates of PTSD, physical trauma such as traumatic brain injury (TBI), physical and mental disability, chronic physical health problems, and functional struggles consistent with high rates of homelessness. A trauma-informed approach is of particular importance, but in addition the program will develop specialized approaches specific to the needs of veterans, beginning with the use of specialized assessment instruments designed for use with veterans (such as the PCL-V). Service plans for veterans will include consideration of both the specialized needs and the specialized resources related to veterans.

3. Overarching Methodologies

Cognitive-Based Treatments: The R&R Program will provide client-centered, goal-oriented cognitive based treatments (CBT), such as Thinking for a Change (see below). The Program’s integration of cognitive, behavioral, and social learning theories will support clients in building and practicing skills they may never had (habilitation) or in freshening skills that may have been lost (rehabilitation).

Dialectical Behavioral Therapy: The Program will use the grounding and mindfulness elements of Dialectical Behavior Therapy (DBT), an adaptation of CBT developed for treatment-resistant clients who have particular challenges with post-traumatic emotional self-regulation. Developed by Marsha Linehan as a cornerstone approach for both men and women, DBT includes somatic approaches to understanding trauma, helping clients develop foundational skills in emotional regulation, stress tolerance, de-escalation, and the use of mindfulness to cope with trauma reactions. Through this work, clients become better able to cope with the stressors they encounter in both detention settings and community-based treatment milieu; become more capable of managing their own responses; and develop greater sensitivity about the ways in which their behaviors may trigger others.

Motivational Interviewing (MI) will serve as an overarching clinical approach. Designed to help people with mental health and substance use disorder (SUD) to make positive behavioral changes, MI upholds four principles—expressing empathy and avoiding arguing, developing discrepancy, rolling with resistance, and supporting self-efficacy (client’s belief she/he can successfully make a change). MI is a non-directive, client-centered, non-intrusive style of counseling with the goal of eliciting behavior change by helping individuals explore and resolve ambivalence. Although initially developed to support substance abuse counseling, MI has been used and evaluated across many other areas of behavioral health as well as in the treatment and prevention of chronic diseases. MI has demonstrated its utility as an easily adaptable approach that can be used with different populations and settings. MI is an evidence-based practice with resources such as manuals, tools, self-assessment and fidelity measures, and in-service training to help support its implementation within agencies. There is strong evidence suggesting the effects of MI are greater when coupled with another active intervention such as cognitive behavioral therapy (CBT).

4. Service Structures

Services will be provided primarily in group settings (didactic, process, or blended), supplemented by 1:1 case planning, transition planning, and discharge management.

Gendreau and Goggin (1994) define a set of interventions likeliest to improve outcomes for justice-involved clients as follows: Treatment should be based on behavioral strategies; be provided for at least three to four months (100 hours) of direct service; target criminogenic/behavioral needs; provide optimal conditions for learning prosocial behaviors; and provide continuing assistance to develop post-release supports.

Therefore, each client's service plan will be customized to reflect these premises. A typical schedule for a motivated client might include two didactic groups each week, a process/cohort group every week, and an individual one-on-one meeting no less than monthly, supplemented by NA/AA groups and academic classes held within the housing units. Given the transient nature of jail populations, and to maximize client opportunity to achieve milestones, Individual Success Plans will be updated every month new service plan would be created to establish goals and schedule, with increasing emphasis on skills application and developing preparatory plans to support discharge and aftercare.

The program milieu itself will be designed as an intentional opportunity for clients to practice the skills they're learning. Clients will be supported in cultivating attitudes and behaviors that are prosocial, supportive of others, accepting of difference, and forthcoming rather than secretive. Recognizing the complex challenges common to this population, the R&R Program will employ active and culturally competent engagement strategies to respond to and manage counter-productive behaviors.

All treatment plans will emphasize opportunities for skills acquisition, practice, and real-world application. Each client's course and duration of treatment will be determined by progress towards the client's identified treatment goals, and treatment plans will be modified over time, as additional needs and strengths emerge.

Biweekly team meetings will include the program staff and relevant partners who are also serving these clients. In addition, the program will conduct regular meetings, no less than monthly, to discuss program implementation, adherence to treatment protocol/curriculum, barriers to be overcome for highest level of participation, and treatment attendance and compliance. This inclusive, Multi-Disciplinary Team (MDT) approach will ensure that clients receive holistic, integrated, efficient, and effective services customized to their individual needs.

5. Screening Protocols

For active program participants, Program staff will deploy a variety of evidence-based or evidence supported assessment tools, including assessments for criminogenic risks and needs. If previous assessments (including those conducted by Detention Mental Health during booking/intake) are available, the staff will attain and review such records. The array of screening tools available for use by the R&R Program include the following:

a. Mental Health

The Program will screen all clients for emerging symptoms of mental illness using the *Mental Health Screening Form III* (MHSF III). A positive screen, indicating need for further assessment, will trigger referral to a County psychiatric staff member for further evaluation. The MHSF III is available in Spanish.

b. Substance Use Disorder

An Alcohol/Drug History Form can be completed at screening/intake or at the time of assessment. It includes information about age of first drug use, age of regular use, frequency in 30 days prior to treatment, usual route of administration, date last used, and average amount used at one time, along with the client's self-reported level of concern or problem with specific uses.

For clients who screen positive for SUD, *Addiction Severity Index* (ASI) will be used to assess substance use (both alcohol and drugs). This robust assessment is a cornerstone of our intake process. A research-derived problem assessment interview that measures the type and severity of difficulty across seven domains, ASI is the most widely used assessment tool in the addictions field.

c. Trauma

It is well documented that justice-involved populations demonstrate high rates of traumatic histories. Therefore, clients will be screened for trauma using the *Trauma History Screen* (THS), a brief, 13-item self-report measure that examines 11 events and one general event, including military trauma, sexual assault, and natural disasters. With its low reading level, use of common language, and simple responses, the THS can be administered to a wide population.

Those who are identified as positive for trauma exposure will also be screened for PTSD using the *PTSD Checklist* (PCL), which is available in versions for civilians (PCL-C) and veterans (PCL-V). The PCL is available in Spanish.



Individuals who screen with minor symptoms of a mental health issue or a few symptoms of PTSD but who do not meet the full criteria for PTSD will be targeted for *Seeking Safety* interventions designed to help trauma survivors improve resilience and address their symptoms.

d. Criminal Thinking

TCU *Criminal Thinking Scales* (TCU CTS) is a brief self-rating instrument developed to assess cognitive functioning expected to be related to criminal conduct. Findings demonstrate that these scales have good psychometric properties and can serve as a short but reliable self-reported criminal thinking assessment to help determine offender progress and effectiveness. Tools and forms are available in Spanish.

e. Interpersonal Skills Development

The R&R Program will use the TCU *Client Evaluation of Self & Treatment: Social Functioning Sub-Scale* (CEST-SOC Form), which includes nine questions that measure Social Support. Together, these nine questions can be used as proxies for assessment of effective interpersonal skills. This sub-scale can be used for monitoring client performance and psychosocial changes during treatment (as well as program-level functioning), and offers interim criteria for evaluating treatment interventions. Tools and forms are available in Spanish.

f. Anger Management

The R&R Program will use the TCU *Client Evaluation of Self & Treatment: Social Functioning Sub-Scale* (CEST-SOC Form), which includes eight questions that measure hostility. This sub-scale can be used for monitoring client performance and psychosocial changes during treatment (as well as program-level functioning), and offers interim criteria for evaluating treatment interventions. Tools and forms are available in Spanish.

g. Co-Occurring Disorders

It is well recognized that the justice-involved population demonstrates high rates of substance use history as well as dual (or multiple) diagnoses. Because unmanaged substance use or co-occurring disorders are recognized as significant criminogenic factors, the assessment process will include the TCU Drug Screen to identify channels for risks and needs related to co-occurring disorders.

All clients will be assessed for COD during the orientation phase; when indicated, appropriate approaches will be developed and incorporated into the client's treatment plan. All staff will be trained in recognizing and responding to the challenges commonly

found in serving people with COD, including training in techniques such as motivational interviewing and managing trauma triggers to help staff work effectively with clients in the context of their co-occurring conditions.

h. Literacy and Educational Levels

The Comprehensive Adult Student Assessment will assess level of academic skills, while the San Diego Quick Assessment of Reading Ability will assist staff in making referrals to educational services if literacy enhancement is necessary to prepare clients for increased functionality and self-sufficiency. The assessment is available in Spanish.

6. Curricula

To ensure ongoing fidelity to the models, the Program will use "Adherence Checklists" for some of the practices; and for those practices with no available checklists, the Director will assist program staff in the development of Adherence Checklists. These checklists will be utilized during supervisor observation of class facilitation to evaluate staff adherence to the model. Feedback will then be delivered to staff in supervision sessions in order to adjust facilitation skills and maintain EBP fidelity.

a. Trauma

The well-recognized *Seeking Safety* will serve as the curriculum for the trauma groups. Developed by Lisa Najavits, *Seeking Safety* is a present-focused treatment for clients with a history of trauma and substance abuse. Designed for flexible use, it is appropriate for group or individual format, male and female clients, and a variety of settings (e.g., outpatient, inpatient, residential). *Seeking Safety* addresses trauma in terms of its current impact, symptoms, and related problems (e.g., substance abuse) without requiring individuals to explore distressing memories. *Seeking Safety* is available in Spanish.

b. Criminal Thinking

Multiple CBT-based programs have been demonstrated as effective for justice-involved populations. While studies vary, most conclude that several of these CBT-based interventions are correlated with a variety of improved outcomes. Selecting one or the other, therefore, is a matter of informed consideration. Currently, Contra Costa County Probation is implementing *Thinking for a Change* with some of its clients, and it may be most effective to align the Program's curricula to complement those already in use.

For men: *Thinking for a Change (T4C)* is a widely used treatment developed by the National Institute of Corrections specifically for justice-involved populations. This curriculum consists of 22 group sessions and focuses on three cognitive perspectives:

Cognitive Restructuring, Social Skills Development, and Development of Problem-Solving Skills. T4C is available in Spanish (*Pensar en un Cambio*).

For women: *Moving On: A Program for At-Risk Women* provides women with alternatives to criminal activity by helping them identify and mobilize personal and community resources. *Moving On* draws on the evidence-based treatment models of relational theory and cognitive-behavioral therapy, can be administered to groups or individuals in forensic or community settings, and can be fully delivered in as little as nine or as many as 25 weeks (including supplemental sessions). Program content is organized around four main themes: Encouraging personal responsibility and enhancing motivation for change; Expanding connections and building healthy relationships; Skill enhancement, development, and maintenance through staff modeling, role play, feedback and homework assignments; Relaxation and stress management skills, demonstrated and practiced.

Moral Reconnection Therapy (MRT) is a systematic treatment strategy that seeks to decrease recidivism among juvenile and adult criminal offenders by increasing moral reasoning. Its cognitive-behavioral approach combines elements from a variety of psychological traditions to progressively address ego, social, moral, and positive behavioral growth. MRT takes the form of group and individual counseling using structured group exercises and prescribed homework assignments. The MRT workbook is structured around 16 objectively defined steps (units) focusing on seven basic treatment issues: confrontation of beliefs, attitudes, and behaviors; assessment of current relationships; reinforcement of positive behavior and habits; positive identity formation; enhancement of self-concept; decrease in hedonism and development of frustration tolerance; and development of higher stages of moral reasoning.

MRT builds on some of the ideas promoted in cognitive behavior courses, such as changing residents' ways of thinking to be more pro-social, and it combines well with other life skills programming like anger management and job placement. One difference between MRT and traditional cognitive behavior programs is that MRT programs constantly work on raising the moral reasoning level of residents through exercises with groups of offenders—some of whom are at different stages in the program. MRT is conducted in open-ended groups that may meet once a month or up to five times per week. MRT does not require high reading skills or high mental functioning levels, as participants' homework includes making drawings or writing short answers. Participants meet in groups once or twice weekly and can complete all steps of the MRT program in a minimum of 3 to 6 months.

c. Anger Management

For Men: *Controlling Anger and Learning to Manage (CALM)* is an evidence-based cognitive-behavioral group training program developed by Orbis Partners and intended to reduce anger, violence, and emotional loss of control for adult men classified as high-risk. In its 24 sessions, CALM teaches skills to reduce the frequency, intensity, and duration of anger. This helps to lessen the likelihood of the occurrence of aggression and other strong negative emotions. CALM sessions are practical, highly structured, and designed for groups at risk for inappropriate or violent behavior and, in many cases, criminal recidivism. Clients are taught a wide variety of skills, including improved self-management and self-control skills, effective problem-solving, effective communication, identifying high-risk situations (within the context of a Relapse Prevention model) and examining and correcting cognitive distortions through prosocial skills training. The first step in the process of skill building is a facilitator-led discussion regarding the skill of interest. Following this overview, the facilitator models the skill for clients, who later practice these skills with role-play exercises. The facilitator then provides constructive feedback on the performance of the group members and the session content is reviewed. The final step in the skill development process involves homework exercises to practice the skill outside of the group context. The CALM curriculum consists of six sections: Introduction and motivational enhancement; Managing arousal; Thinking patterns; Assertiveness and communication; Other emotions; Relapse prevention.

For Women: *Beyond Anger and Violence*, created by Stephanie Covington, PhD, LCSW, is a manualized curriculum for women who are struggling with the issue of anger and who are in forensic or community settings. The first manualized intervention for women that focuses both on anger and on the trauma they may have experienced, it utilizes a variety of evidence-based therapeutic strategies (i.e., psycho-education, role playing, mindfulness activities, cognitive behavioral restructuring and grounding skills for trauma triggers). This 42-hour, 21-session intervention consists of a facilitator guide, client workbook and DVD. The facilitator's manual for the program is a step-by-step guide containing the theory, structure, and content needed for running groups.

d. Interpersonal Skills Development

Skillstreaming: A Guide for Teaching Prosocial Skills will be used to support interpersonal skills development. A manualized approach developed by Arnold P. Goldstein, *Skillstreaming* comprises one of the three elements of Aggression Replacement Training. Originally developed as an intervention prescriptively targeted to low-income adults deficient in social skills, *Skillstreaming* has increasingly been used with many populations, including older adults, child abusing parents, and other adult populations. In the absence of an adult-specific manual, the program will use the adolescent version of the training manual, because the skills taught are the same for adolescents and



adults. Further, as the curriculum uses clients' own examples to apply the skills to real-life situations in their lives, adult clients will provide adult situations to guide the learning through role-play. The *Skillstreaming* curriculum is comprised of 50 specific skills ranging from beginning social skills (listening, starting a conversation, or giving a compliment) to advanced social skills (such as asking for help, following instructions, apologizing, and convincing others). Included in the 50 skills are other skills to help clients deal with feelings, including knowing your feelings, understanding the feelings of others, and dealing with fear. Alternatives to aggression are also taught in the form of skills such as asking permission, negotiating, using self-control, and keeping out of fights. Skills for dealing with stress include responding to failure, dealing with an accusation, dealing with group pressure and dealing with embarrassment and planning skills such as setting a goal and making a decision are also included. Should a sufficient number of women be assessed as high-need for interpersonal skills development, the R&R Program may operate a gender-specific women's *Skillstreaming* group.

e. Parenting

Parenting Inside Out (PIO) is an evidence-based parenting skills training program developed for justice-involved parents. The Jail Module of PIO is appropriate for both incarcerated mothers and incarcerated fathers who are parenting from jail, offering 20 hours of skills-building via a 10-week, manualized curriculum. Parenting Inside Out has a proven impact on reducing recidivism and criminal behavior while improving family relationships and parenting skills; a randomized controlled trial of PIO demonstrated that PIO reduced recidivism (27% to 48% one year after release); improved parental participation in the lives of their children, increased the use of positive reinforcement, and reduced parental stress; reduced parental depression and raised their prison adjustment scores; and reduced reported substance use.

Parents enrolled in PIO will be eligible to participate in the WCDF Family Matters component of the R&R Program. The PIO staff will work with incarcerated parents to build stronger parenting skills; identify and effectively manage their own grief, trauma, and loss; develop effective communication skills in dealing both with their child and the child's active caregiver; set interpersonal goals for each visit with their child; tie their in-custody goals and behaviors to their hopes and motivations as parents; and build reentry plans that increase their capacities as parents. Incarcerated parents will be eligible for regular, facilitated, contact visit with their child(ren) in the new, Child/Parent Visitation Center.

For justice-involved parents who are also involved in the child welfare system, the R&R Program will coordinate with the County's Children and Family Services Bureau to maximize parental opportunities to comply with court-ordered reunification plans by participating in Parenting Inside Out and the Family Matters program.

f. Substance Use Disorder/Co-Occurring Disorders

Using a holistic, strengths-based, client-focused model, the Program will provide evidence-based outpatient alcohol and other drug (AOD) services to clients with alcohol and other drug-related problems, included co-occurring disorders.

Stephanie Covington's *Helping Men Recover* is the first gender-responsive, trauma-informed treatment program for men. This curriculum addresses what is often missing in prevailing treatment modes: a clear understanding of the impact of male socialization on the recovery process, a consideration of the relational needs of men, and a focus on the issues of abuse and trauma. The program model is organized into four modules that emphasize the core areas of men's recovery: self, relationships, sexuality, and spirituality. The Facilitator's Guide for the 18-session program is a step-by-step manual containing the theory, structure, and content needed for running groups, while the participants' workbook allows men to process and record the therapeutic experience. Designed for implementation by a staff with a wide range of training and experience, the materials are designed to be user-friendly and self-instructive.

Dr. Covington's evidence-based *Helping Women Recover* will be the recovery education curriculum for women. Integrating theories of women's psychological development, trauma, and addiction to meet the needs of women with addictive disorders, the comprehensive, seventeen-session curriculum contains four modules that address the areas that women in treatment identify as triggers for relapse: self, relationships, sexuality and spirituality. They include the issues of self-esteem, sexism, family of origin, relationships, domestic violence, and trauma. As with the men's curriculum, the user-friendly and self-instructive materials include a step-by-step facilitator's guide and a participant's journal, entitled *A Woman's Journal*, filled with self-tests, checklists, and exercises to enable each participant to create a personalized guide to recovery.

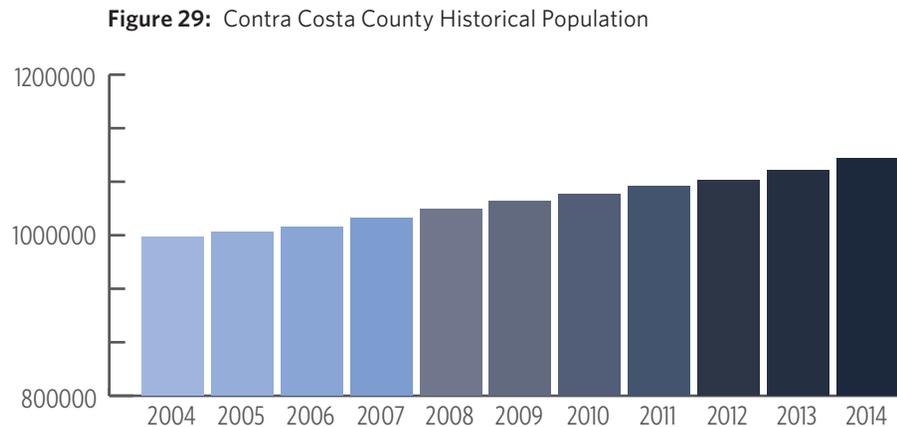
g. Lifeskills

Lifeskills are an essential component of successful self-sufficiency; for many justice-involved people, especially those with SUD or co-occurring disorders, the development of basic life skills has been delayed or limited. The Program will ensure that clients' case plans include goals and activities related to money management (e.g. banking, budgeting, and matched-savings programs); healthy relationships; nutrition (e.g. cooking, exercise, and health); stress and emotional self-regulation; positive communication; and problem-solving.

Introduction

Contra Costa County has achieved one of the lowest incarceration rates in the State of California and compares very favorably to the national incarceration rate. Over the years, the County has implemented a number of programs to divert presentenced arrestees from incarceration and have utilized alternatives to incarceration to control their overall detention population.

The following is a look at key data regarding the functioning of the County detention system, a description of programs in place to manage the population numbers, and a forecast of future bed and facility need.



Source: State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2010-2014. Sacramento, California, December 2014. State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2000-2010. Sacramento, California, December 2011.

County Population

Contra Costa County is the ninth largest county in California; the County's population in 2014 was 1,096,637, according to the State of California, Department of Finance. Over the last ten years, the County has experienced steady growth of a little less than 1% per year, with a net population increase of 98,000 people.

Table 18: Contra Costa County Historical Population

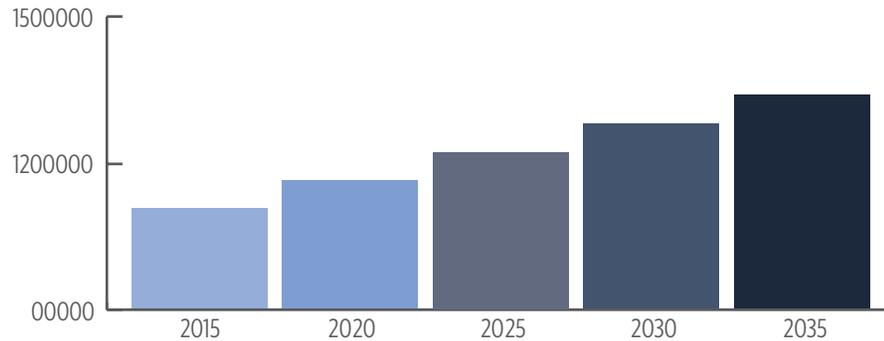
YEAR	TOTAL	# CHANGE	% CHANGE
2004	998,201		
2005	1,004,230	6,029	0.6%
2006	1,010,104	5,874	0.6%
2007	1,021,251	11,147	1.1%
2008	1,033,292	12,041	1.2%
2009	1,043,501	10,209	1.0%
2010	1,052,199	8,698	0.8%
2011	1,061,197	8,998	0.9%
2012	1,069,158	7,961	0.8%
2013	1,081,948	12,790	1.2%
2014	1,096,637	14,689	1.4%
2010-2014 Total:		98,436	9.5%
Annual Growth Rate:		9,844	0.95%

Source: State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2010-2014. Sacramento, California, December 2014. State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2000-2010. Sacramento, California, December 2011.



The Department of Finance forecasts even faster growth in the County over the next 20 years, with an anticipated population increase of 2% annually. This forecast predicts that the population of Contra Costa County in 2035 will be 1,341,741, an increase of 19.5% compared to 2014.

Figure 30: Contra Costa County Projected Population



Source: Demographics Research Unit, California Department of Finance, December 2014

Table 19: Contra Costa County Projected Population

YEAR	TOTAL	# CHANGE	% CHANGE
2015	1,108,963		
2020	1,166,670	57,707	5.2%
2025	1,224,372	57,702	4.9%
2030	1,281,561	57,189	4.7%
2035	1,341,741	60,180	4.7%
2010-2014 Total:		232,778	19.5%
Annual Growth Rate:		23,278	1.95%

Source: Demographics Research Unit, California Department of Finance, December 2014

Criminal Offenses

Derived from the California Office of the Attorney General, which publishes criminal offense statistics for each county (including felonies and misdemeanors), the following information regarding historical arrest data provides context for the local detention system. It also demonstrates key trends in number, types, and severity of charges and convictions.

Felonies

The most serious offenses, felonies impose the greatest impact on the detention system in terms of population numbers, length of stay, and security concerns. Felonies are classified as follows:

- Violent crimes including homicide, forcible rape, robbery, and aggravated assault
- Property crimes including burglary, motor vehicle theft, larceny theft
- Drug crimes
- Sex crimes
- Other crimes

Between 2005 and 2011, Costa Contra County reported a decrease in reported felonies, a trend found also in the state of California overall, as well as throughout the nation.

Since 2011, however, felonies have been on the upswing, growing 12% in the past three years. Most of this growth can be attributed to an increase in felony drug offenses, which have increased 30% as compared to a 17% increase in "other" felony crimes.

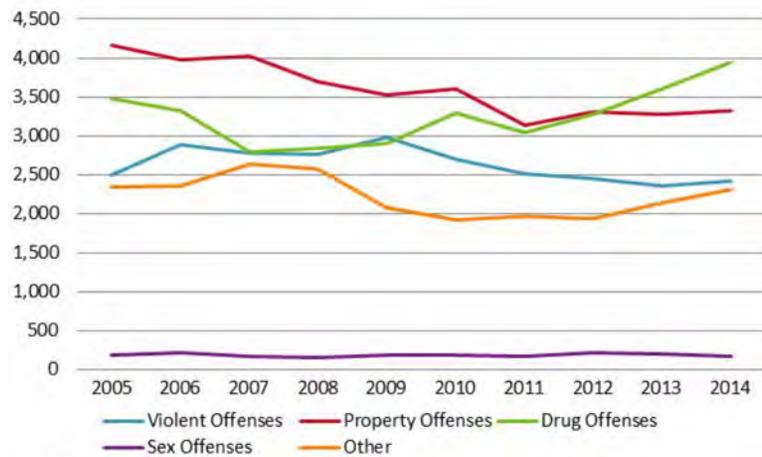


Table 20: Felony Crimes in Contra Costa County, 2005-2014

FELONY CRIMES	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
FELONY	12,667	12,763	12,400	12,034	11,661	11,693	10,832	11,185	11,583	12,146
Violent Offenses	2,498	2,885	2,770	2,763	2,976	2,692	2,514	2,445	2,356	2,411
Property Offenses	4,162	3,980	4,018	3,704	3,532	3,597	3,141	3,304	3,280	3,315
Drug Offenses	3,485	3,324	2,795	2,831	2,895	3,288	3,042	3,283	3,599	3,951
Sex Offenses	180	225	177	162	189	193	175	212	207	168
Other Offenses	2,342	2,349	2,640	2,574	2,069	1,923	1,960	1,941	2,141	2,301

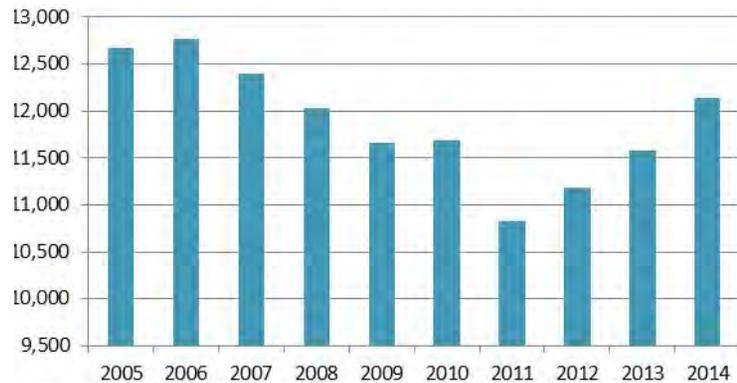
Source: California Office of the Attorney General, Criminal Justice Statistics Center

Figure 31: Felony Crime Trends in Contra Costa County, 2005-2014



Source: California Office of the Attorney General, Criminal Justice Statistics Center

Figure 32: Total Felony Offenses in Contra Costa County, 2005-2014

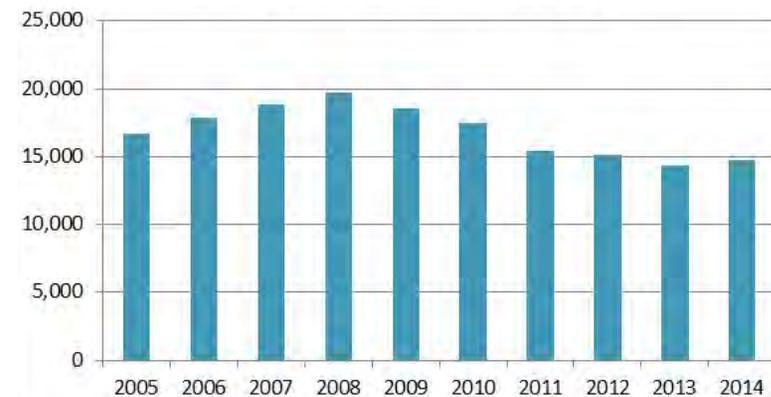


Source: California Office of the Attorney General, Criminal Justice Statistics Center

Misdemeanors

Misdemeanors are minor offenses that have less impact than felonies on the local detention system. However, several misdemeanor offenses, such as weapons charges, can easily result in jail time. Misdemeanor offenses in the County have averaged 16,880 per year over the last decade, ranging from a high in 2008 at 19,712 to a low of 14,338 in 2013.

Figure 33: Total Misdemeanor Offenses in Contra Costa County, 2006-2014



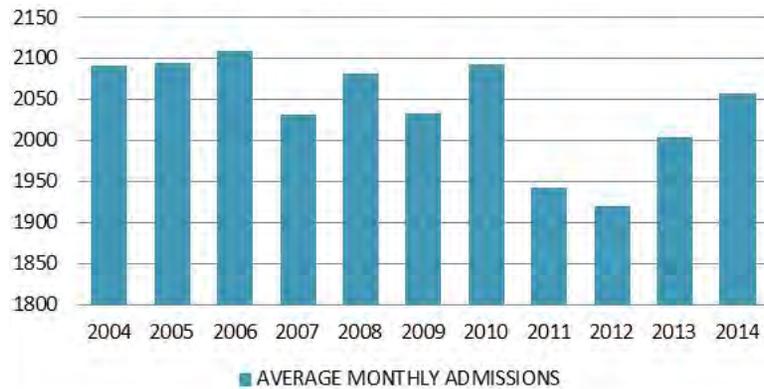
Source: Contra Costa Sheriff's Office

Admissions

Admissions refer to all persons booked into the detention system. This would include new arrestees, in-court remands to custody (convictions and contempt of court), ICE detainees, AB109 detainees, probation and parole violators, and targeted felony warrant arrests. Admissions impact the Average Daily Population (ADP), but it is not a proportional relationship, because the majority of the new persons booked are released directly from the booking area. Moreover, a County with pre- and post-sentenced alternatives to incarceration such as Contra Costa County can provide alternative sanctions other than jail.

Over the past 10 years, Contra Costa County booked approximately 25,000 individuals a year, or about 2,050 people monthly. The number of admissions were fairly consistent but dropped about in 2011 and 2012 to 23,315 and 23,037 respectively. By 2014, admissions were back near 25,000 annually.

Figure 34: Average Monthly Admissions

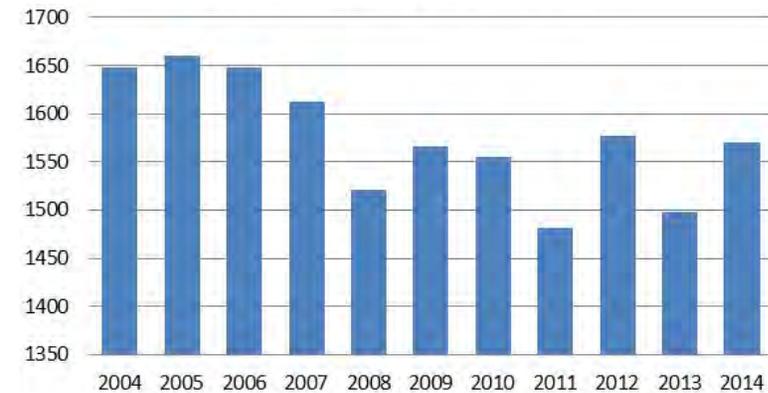


Source: Contra Costa Sheriff's Office

Average Daily Population

From 2005 to 2007, the Contra Costa County detention system's average daily population was approximately 1,650. In 2008, it dropped by about 100 and it has continued to at this lower level since. From 2008 to 2014, the average daily population of the detention system has been approximately 1,550 people.

Figure 35: Average Daily Population

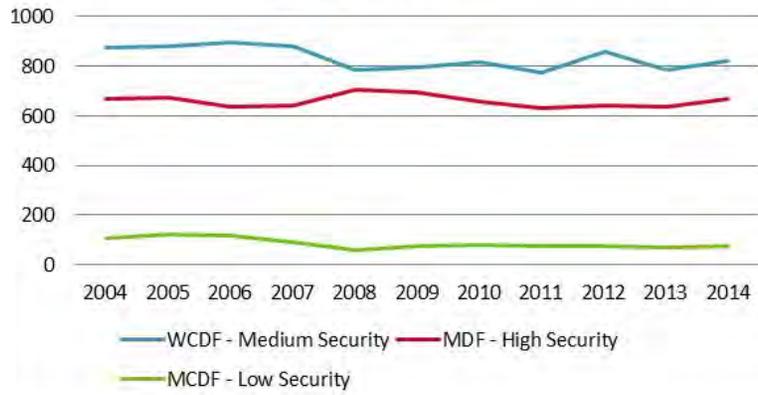


Source: Contra Costa Sheriff's Office

Among the three detention facilities, medium-security WCDF tends to hold the highest percentage of all people housed in the County's jail system. Over the years, WCDF has generally held 51-55% of the County's detention population, while the high-security MDF has held 39-45%. MCDF tends to house just a small number of low-security people, generally 4-7% of the overall detention population.



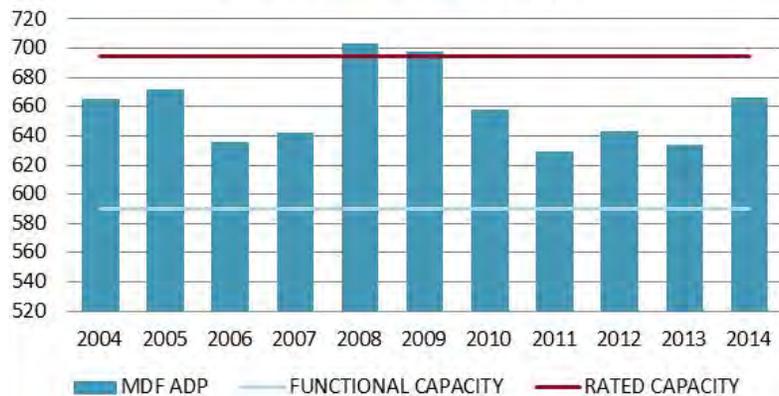
Figure 36: ADP by Facility



Source: Contra Costa Sheriff's Office

The ADP of MDF is extremely troubling. Responsible for housing people with the most serious charges, it is chronically above functional capacity, which is commonly defined as 85% of a jail's rated capacity. When the population crosses this 85% threshold, a facility will have difficulty safely housing its residents per their classification and security levels. As a result, the safety and security of residents and staff alike are compromised. More troubling still, MDF is sometimes forced to operate above the facility's rated capacity.

Figure 37: MDF ADP Versus Capacity



Source: Contra Costa Sheriff's Office

ADP of AB109 Commitments and Holds

The AB109 program was implemented in California in October 2011 in response to the US Supreme Court's order to reduce overcrowding in California's state prison population. Under AB109, commonly referred to as "prison realignment," the responsibility of a portion of the state prison population is transferred to local counties and their county jail systems.

AB109 imposes several changes on the allocation of responsibilities between the state detention system (including prisons and parole) and county detention systems (including jails and probation). It requires that people convicted to non-serious / non-violent / non-sex offenses be placed under county jurisdiction rather than state jurisdiction. In addition, people who violate state parole will serve time for their violations in local custody rather than returning to state prison. Further, under AB109, judges have the discretion to impose "split sentences," in which a person serves part of his or her sentence in county jail and the balance on mandatory community supervision by County probation. In case of an individual's probation violation, a probation officer has the authority to send an individual to detention in a local jail for up to 10 days, in what is known as "flash incarceration."

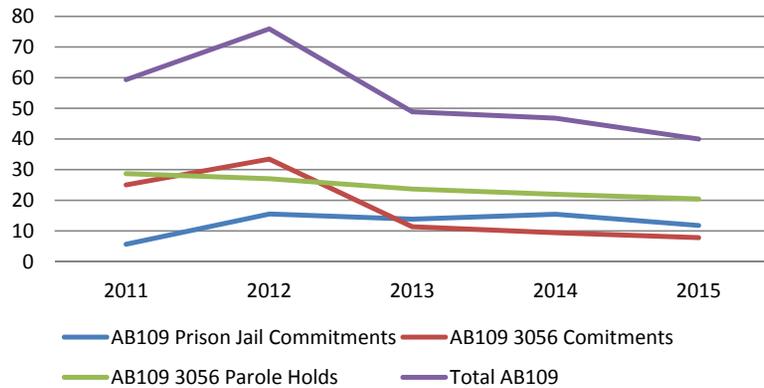
AB109 has had a significant impact on many counties throughout California, but the impact to Contra Costa County has been relatively low. In 2014, an average of 47 AB109 people were detained in the County jails, down from a high of 76 in 2012.

AB109's relatively limited impact on the County jail system results from the fact that the Contra Costa County justice system had a long history of retaining within the County jail system many people who had convicted of felonies and whom the County could have elected to send to state prison to serve their sentences. As a result of this progressive approach to keeping sentenced people "close to home," California's state prison system housed relatively few Contra Costa County residents who were eligible for AB109. It is anticipated the AB109 people will continue to be a small percentage of the population.

On the other hand, AB109 has had a meaningful impact on the County probation department; while relatively few AB109ers are typically detained in custody in the County jail system, proportionately large numbers of AB109ers are instead under supervision by probation.



Figure 38: AB109 Commitments and Holds



Source: Contra Costa Sheriff's Office

Custody Alternative Facility

Despite its name, the Office of the Sheriff's Custody Alternative Facility (CAF) is a set of programs, rather than a physical facility. The CAF offers a set of alternative sanctions and supervision available to individuals in lieu of incarceration: If a person violates the conditions or regulations of CAF's programs, they may be compelled to return to incarceration. CAF's component programs are as follows:

Work Alternative Program -This program provides eligible sentenced individuals the opportunity to provide labor in exchange for days remaining on a sentence.

Electronic Home Detention Program - The EHP releases certain eligible people (both unsentenced and sentenced) from custodial detention to return to the community; EHD participants wear electronic ankle bracelets under supervision by the Office of the Sheriff.

County Parole - Under the County parole program, sentenced individuals are granted parole specifications to allow them to return to the community in lieu of incarceration.

Participation in these program has been exceptional and the BSCC has commended its impact, writing in its most recent inspection, "We want to acknowledge the Custody Alternative Facility, a program to deliver services to released persons who would otherwise be taking up jail bed space." In 2014, an average of 319 persons participated in CAF each month. The County's new Pretrial Services Program further reduces the number of people held in custody in Contra Costa County.

Table 21: Custody Alternative Facility - Average Daily Census

MONTH	2012	2013	2014	2015
January	465	349	339	301
February	460	366	344	360
March	438	424	364	364
April	443	446	376	
May	434	406	389	
June	412	391	379	
July	425	398	330	
August	417	345	294	
September	383	288	267	
October	368	337	217	
November	368	337	263	
December	375	337	260	
Monthly Average	416	369	319	342

Source: Contra Costa Sheriff's Office

Incarceration Rate

Incarceration rate (IR) is the ratio of a jail or jail system’s Average Daily Population to the County’s total population. The IR is expressed in terms of the number of people held in jail per 100,000 census population. Differences in incarceration rates offer a comparison with other counties’ rates, the state incarceration rate, and the national incarceration rate. Table 22 shows the historic incarceration rates for Contra Costa County over the past 10 years. The ADP’s shown are total yearly averages of persons held in the County’s three detention facilities, including ICE detainees. Over the last 10 years, the County has an average IR of 151. From 2005-2008, the County’s IR fell 11%; in the years since, the IR has ranged from 138.5 to 150, for an average of 145.

At 143 people incarcerated per 100,000, Contra Costa County’s IR is significantly lower than that of the State of California and of the nation as a whole.

For example, in 2014 the State of California’s incarceration rate stood at 214/100,000 or 50% higher than the County’s. In the same year, the national incarceration rate was 231/100,000, 62% higher than Contra Costa’s.

In addition, in response to AB 109 prison realignment, the County has achieved the highest rates of split sentences in the State of California, at about 92%.

Table 22: Historic Incarceration Rate - Detainees per 100,000 Population

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	AVERAGE
County Population	998,201	1,004,230	1,010,104	1,021,251	1,033,292	1,043,501	1,052,199	1,061,197	1,069,158	1,081,948	1,096,637	
Average Daily Population	1647	1660	1648	1612	1521	1566	1555	1481	1577	1498	1570	1576
Incarceration Rate (per 100,000 pop.)	165.0	165.3	163.2	157.9	147.2	1.0	147.8	139.5	147.5	138.5	143.1	137.8

Source: State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2010-2014. Sacramento, California, December 2014. State of California, Department of Finance, California County Population Estimates and Components of Change by Year, July 1, 2000-2010. Sacramento, California, December 2011.

Table 23: 2014 Incarceration Rate Comparison

JURISDICTION	INCARCERATION RATE PER 100,000
US	231
State of California	214
Contra Costa County	145

Source: US Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, Jail Inmates at Midyear 2014. State Incarceration Rate source - Board of State and Community Corrections June 2014 Total State Jail ADP at 82,736. Source for State Population is US census. Source for Contra Costa is Contra Costa Sheriff’s Office.



Projections

Overall, Contra Costa County has been very effective in keeping its incarceration rate low through its assertive cite-release practices, the Sheriff Office’s Custody Alternative Facilities with its alternatives to incarceration for both unsentenced and unsentenced people, and the County’s new Pretrial Services Program.

At the same time, the County’s crime rate and its admissions to the detention system have remained steady over the past 10 years, even as the County’s population has grown. While it is anticipated that the County will continue its success in maintaining its low incarceration rate, the rate of population growth over the next 20 years is expected to double, as compared to the previous 10 years. For that reason, a need for increased capacity will likely track that population growth.

The projected Average Daily Population for the Contra Costa Detention System is estimated to be 1,675 in the year 2019, with an associated estimated system capacity need of 1,926 beds. By the year 2045, the ADP is projected to be 2,112, with an estimated system capacity need of 2,429 beds.

Table 24: Projected ADP and Capacity in 2019

	2019
Projected County Population	1,155,129
Avg. Incarceration Rate (2008-2014) per 100,000 people	145
PROJECTED ADP	1675
Capacity Need*	1926

*Capacity Need accounts for peaking and classification/separation needs

Table 25: Projected ADP Based on Incarceration Rate and Projected Population

	2015	2020	2025	2030	2035	2040	2045
Projected County Population	1,108,963	1,166,670	1,224,372	1,281,561	1,341,741	1,398,796	1,456,840
Avg Incarceration Rate (2008-2014)	145	145	145	145	145	145	145
PROJECTED ADP	1608	1692	1775	1858	1946	2028	2112
Capacity Need*	1849	1945	2042	2137	2237	2332	2429

*Capacity need accounts for peaking and classification/separation needs
Source: State of California, Department of Finance

G

The Adequacy of Staffing Levels

Overview

The Board of State and Community Corrections performed a biennial inspection of the Contra Costa detention facilities in 2014 for compliance with Minimum Standards for Local Detention Facilities as outlined in Titles 15 and 24, California Code of Regulations. Per Title 15, Section 1027 – Number of Personnel, the BSCC observed that there are sufficient personnel on duty at all times (whenever there is a person in custody) to ensure the implementation and operation of all programs and activities required by these regulations.

H

The Ability to Provide Visual Supervision

A number of factors influence the ability of jail staff to properly supervise activities in the County's jail facilities.

Primary among those factors is the physical design of the facilities, as described in this section.

Additionally, adequate staffing, classification, and medical and behavioral health issues, in combination with the crowded conditions and poor sight-lines, can affect facility efficiency, effectiveness, and reentry readiness. Such impediments can have serious consequences for the safety of both staff and incarcerated people within a facility.

As described in this document, an operational analysis of the Contra Costa jail system revealed a number of serious issues affecting staff's ability to effectively use visual supervision as a primary mechanism for safe and effective operational management.

Martinez Detention Facility

The MDF serves as the central Reception and Intake facility for people incarcerated by the County's jail system. The intake area's angular design hinders visual supervision of the open seating, and other areas. Structural concrete pillars located throughout further hamper the ability of custodial staff to visually supervise people waiting for intake and processing. Additionally, the lack of dedicated space to store equipment or required appliances further exacerbates the visual sight-line problem.

Some modifications of the intake area have improved staff safety. These modifications included expanding the deputy work area and moving the nurse's stations behind the intake counter; previously, they had been placed in open area, compromising both safety and HIPAA compliance. These modifications also upgraded the security cameras, which now record video.

In the MDF housing areas, it is exceedingly difficult to provide adequate visual supervision due to the preponderance of structural concrete pillars and the angular design of the units, as well as the chronic ADP far above original rated capacity. All of these issues impede visual sight lines.

To respond to overcrowding and the resultant double-bunking of a facility that was designed as a single-cell model, staff are compelled to limit the percentage of each housing unit's population who are allowed in the dayroom at one time, thus leading to long periods of confinement, which is inconsistent either with rehabilitation or daily safety.

The long hallway leading to cells in the high security area at MDF further inhibits good visual supervision. Given that this area is intended to hold either the most dangerous or challenging people, the compromised sight lines are of special concern.



Figure 39: The typical housing unit is irregularly planned, with large structural concrete columns throughout, interfering with visual supervision.



Figure 40: The officers' station in a typical housing unit has numerous blind spots and lacks visual access to much of the mezzanine level.



Figure 41: Conditions in the recently modified Reception & Release area are still crowded, with line-of-sight challenges throughout.



Figure 43: The view to the open seating area from the officers station in Reception & Release is partially obscured by a large structural column.

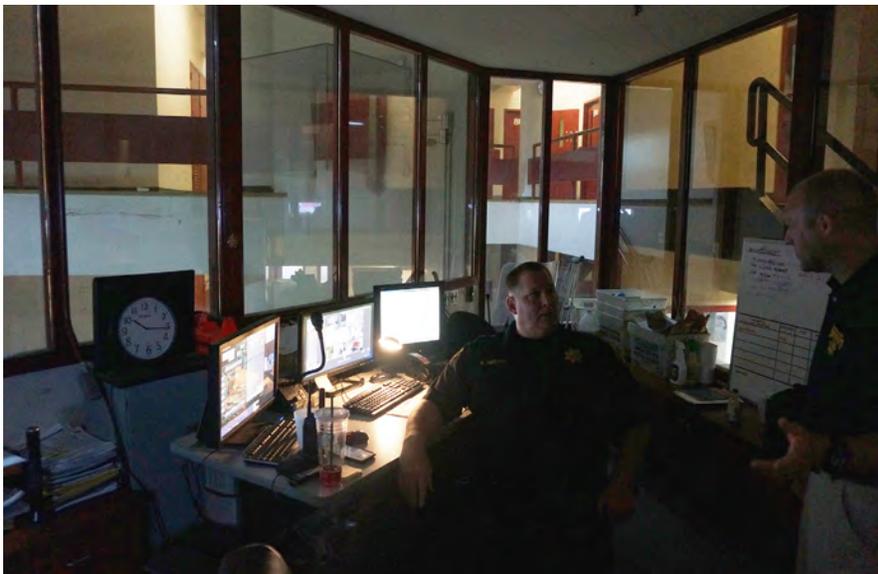


Figure 42: The control room at the indirect supervision Maximum Security “Special Circumstances Housing” pod with 3 units has extremely limited lines of sight.



Figure 44: The complex angular layout of Reception & Release makes it impossible to supervise from one location.

West County Detention Facility

As at MDF, WCDF also presents architectural issues interfering with visual supervision. Their implications are less onerous, however, both because WCDF is a medium-security facility and because, unlike MDF, it is not perpetually overcrowded.

WCDF has a large reception and intake area. While the sight lines and space are better for visual supervision than at MDF, the personnel and operating costs associated with the maximizing the use of this area are currently prohibitive.

As with MDF, WCDF's design includes dress-out areas intended to provide privacy. However, the level of privacy provided at WCDF is inconsistent with safe and effective jail management.

With their open floor plans, the housing units at WCDF offer slightly improved visual sight lines over those at MDF. However, as at MDF, WCDF is plagued by a design that includes large exposed concrete pillars throughout the units, prohibiting adequate visual supervision, again exacerbated by the irregular and angular design of the housing areas.

The double perimeter fence at WCDF provides for good visual observation and security of the perimeter of the facility complex. Rather than rely on a stationary security station, the facility uses a roving patrol vehicle to provide visual supervision of the exterior of the WCDF.



Figure 45: The Reception & Transfer area at WCDF is modern, open and offers an acceptable degree of line of sight throughout.



Figure 46: Housing units have some of the sight line issues endemic at MDF but are less of an issue in the medium security environment.



Figure 47: Movement within the medium security open campus is controlled and monitored both by staff and control fences and cordoned program clusters.



Figure 49: While not optimal due to unit layout and badly situated structural columns, the staff station at a typical housing unit offers better line-of-sight than at MDF.



Figure 48: The open waiting area for Reception & Transfer at WCDF is clearly visible from the staff station.



Figure 50: The women's sub-unit at the co-ed housing unit (lower level, left) is problematic in sight lines and visual interaction between male and female residents.

Marsh Creek Detention Facility

The MCDF was designed, and continues to serve, as a minimum security facility. While it is now nearly 80 years old, it is in reasonably good repair and is appropriate for housing a low-security population.

The campus is based upon an “honor farm” mode, composed of a variety of small buildings scattered, campus style, over a fairly large security fence-enclosed compound.

People housed at MCDF generally have free movement within the secured grounds, with signage denoting those areas considered to be “off-limits.”

According to facility staff, the layout and composition of the campus do not pose a threat to its safe operation in managing its low-security residents.



Figure 51: MCDF is an open “honor farm” type campus offering free-walk to a variety of buildings throughout the campus within a medium security perimeter.



Figure 52: The housing unit’s sight lines pose some limit to direct supervision; however, this is of modest concern in the low-security MCDF.



Figure 53: The dormitories are relatively open, but are not designed for full visual supervision. They are appropriate only as low-security housing.

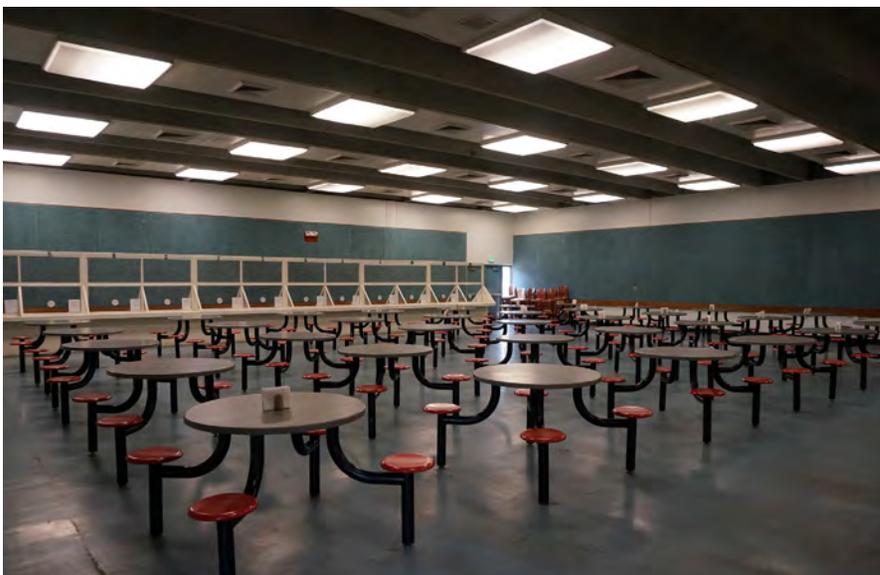


Figure 54: There is no visiting center at MCDF, so the dining hall is also used for non-contact visitation.

The Adequacy of Record Keeping

Overview

The Custody Services Bureau (CSB) of the Contra Costa County Office of the Sheriff maintains records on individuals entering into the County detention system. The CSB shares information with authorized criminal justice agencies and also provides monthly counts regarding the detention system population to the Board of State and Community Corrections.

The County currently collects and stores information in its Jail Management Software System (JMS). Information collected from individuals at the time of booking/admission includes:

- Name
- Date of birth
- Address
- Gender
- Race
- Arresting Agency
- US citizen or non-US citizen
- Charge

Medical records on residents are kept by Contra Costa Health Services Department (HSD), which provides direct medical and psychiatric services to patients. Consistent with HIPAA regulations, HSD does not share incarcerated people's protected health information with the Contra Costa County Office of the Sheriff.

HSD can provide anonymized, aggregate data (such as is included in this JNA) to the Contra Costa County Office of the Sheriff; however, the JMS data system is inadequate to the task of providing ready reports, insights, or analysis.

Observations

The County's JMS is both outdated and of limited capacity and utility. Built on an obsolete technological platform, it serves primarily as a mechanism to establish and manage security classifications (such as high security, medium, administrative segregation, protective custody). It is not capable of aggregating information from multiple sources, nor does it provide the ability to track an individual's needs for or participation in programs and services.

Therefore, the JMS is unable to provide reliable or comprehensive information, efficiently produce reports, or correlate data to support analysis. For example, nearly all of the data gathered for this JNA required manual aggregation and analysis, an extremely time consuming process. In its current state, the JMS provides very little capacity to meet the needs of the to the Contra Costa County Office of the Sheriff and the complex systems that intersect in the County's detention system.

Recommendations

Data-informed decision-making is a hallmark of efficient complex systems, including detention systems. It is therefore recommended that the Office of the Sheriff install a robust, integrated, and HIPAA-compliant JMS that would provide real-time data collection, output, and analysis. This would allow the County and the Office of the Sheriff to compile integrated and comprehensive information benefiting all relevant agencies, detention staff, and incarcerated people in multiple realms. This approach would streamline housing and classification policies and protocols, mitigate operational barriers that affect access to appropriate behavioral and medical care, provide readier identification of eligibility for programs (CAF, pretrial services, etc.) that can reduce incarceration rates, and facilitate efficient service integration, delivery, and evaluation.

J

A History of the Systems Compliance with Standards

Board of State and Community Corrections (BSCC) Biennial Inspection

The Board of State and Community Corrections (BSCC) conducted the 2012-2014 biennial inspection of the three Contra Costa County detention facilities on May 19-22, 2014. The BSCC inspected the facilities for compliance with the Minimum Standards for Local Detention Facilities as outlined in Titles 15 and 24, California Code of Regulations. The inspection consisted of a review of applicable written policies and procedures governing the operation of the facilities, a site visit to each jail, and review of documentation to verify practices following written procedures.

The inspection noted two issues of non-compliance, both of which relate to the MDF booking area:

- Intake holding cells frequently at or exceeding their rated capacities (non-compliance of Title 24, Section 2.2, Holding Cells)
- The use of sobering cells as holding cells (non-compliance of Title 15, Section 1056, Sobering Cells)

In general, the inspection report suggested that the number of holding cells (8) at the MDF booking area is insufficient during times of high activity, resulting in overcrowding in the holding cells, in violation of Title 24, Section 2.2, Holding Cells. It further found that, in response to the holding cells, staff sometimes used sobering cells

as general holding cells, in violation with Title 24, Section 1056, Use of the Sobering Cell. The Office of the Sheriff addressed these issues through a policy change directing staff not to use sobering cells except for their intended purpose. Moreover, on occasions when the booking area becomes too crowded, the Office of the Sheriff increases the number of transportation runs to move people from MDF to WCDF.

MDF

The report notes that MDF was originally designed in 1978 under the 1976 Title 24 Regulations, and portions of the jail have since been remodeled, double bunked, or rated under less restrictive 1988 and 1994 standards. Current rated capacity is 695.

WCDF

WCDF was constructed in 1991 under the 1988 Title 24 Regulations. Most cells have been double-bunked under the less restrictive 2001 Regulations and the total rated capacity is now 1,096. No issues of non-compliance were found.

MCDF

MCDF was originally constructed in 1937. It currently has a rated capacity of 188. No issues of non-compliance were found.



Contra Costa County Grand Jury Inspection Report - 2014

The Contra Costa County Grand Jury is required by California Penal Code 919(b) to conduct inspections of the detention facilities in Contra Costa County. The latest Grand Jury report was issued on May 29, 2014.

The Grand Jury noted that the MDF design does not include classrooms and counseling areas, as a result of which its residents have little access to rehabilitative programs.

The report notes that without access to an array of rehabilitative programs, such as is available at the other facilities, persons “may be less likely to re-enter society successfully.”

Moreover, the report reported that “The West County and Marsh Creek facilities have adequate resources to support the rehabilitative model but the Martinez facility does not.”

Local Inspections

In addition to the biennial inspection by the BSCC, annual inspections are required by the County Health Officer and the Fire Marshal, pursuant to Health and Safety Code sections 101045 and 13146.1 respectively.

Fire Inspection

The local fire marshals with jurisdiction inspected the detention facilities on the dates listed below, issuing fire clearances for each.

- MDF: 3/6/2014
- WCDF: 6/19/2013
- MCDF: 6/12/2013

Health Inspections

The Contra Costa County Health Department conducts regular health inspections, reviewing the medical, nutritional, and environmental health policies and procedures and inspecting practices. All concerns noted in the inspections were thereafter corrected. The following table notes the dates of inspection or the date of the completion of corrections.

Table 26: Dates of inspection or the date of the completion of corrections

	MEDICAL/MENTAL HEALTH	ENVIRONMENTAL HEALTH	NUTRITIONAL HEALTH
MDF	2/18/2014	4/22/2014	4/22/2014
WCDF	2/18/2014	4/10/2012	4/22/2014
MCDF	11/18/2013	4/11/2014	4/22/2014

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Any Unresolved Issues

There are no unresolved issues related to the Jail Needs Assessment at this time.

Proposed Facility Functional Analysis



Proposed Facility Functional Analysis

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1. Facility Functional Overview

1.1 General Project Description

This project proposes the development of a new 416-bed Adult West County Reentry, Treatment, and Housing Facility (WRTH) to be built on a vacant pad on the southern portion of the County-owned West County Detention Center (WCDF) at 5555 Giant Hwy, Richmond, Contra Costa County, CA 94806. WRTH entails construction of a largely self-contained complex, as follows:

- Six, 64-bed high security Standard Housing Units; two adjacent Housing Units are considered a Housing Pod, sharing some functional elements
- One, 96-bed Behavioral Health Housing (32-bed Intensive Services Unit and a 64-bed Special Services Unit)
- A Reentry Services Complex providing space for workforce readiness, therapeutic, rehabilitation, academic, and child-parent visitation, along with program staff areas
- A medical/psychiatric outpatient clinic
- Non-contact in-person visiting and video-visiting areas
- A satellite central control facility

1.2 Summary of Housing Unit Configurations

Each of WRTH's five Standard Housing Units will contain 32 double-bunked cells distributed evenly among a main level and mezzanine. In addition to five Standard Housing Units, WRTH will also contain a new Behavioral Health Housing Pod containing two housing units for people requiring intensified support: a 32-bed Intensive Services Unit (ISU) and a 64-bed Special Services Unit (SSU). Both the ISU and the SSU will operate on a direct supervision basis, reinforced by an indirect supervision control station serving the entire Behavioral Health Housing Pod. Reference Component 1.0 in the Detailed Functional Programming section provided with this document.

1.3 General Facility Planning Concepts and Goals

Create a safe and secure environment to enhance reentry success and reduce recidivism

- Provide safe and efficient high-security housing consistent with Title 15 and Title 24
- Provide housing with the necessary components, design, configuration, and fittings to provide maximum flexibility in housing incarcerated people of various needs and security classifications
- Provide high-security housing units that contain programming spaces to increase both operational efficiencies and access to in-unit programs and services

- Effectively and safely operate using either direct or indirect supervision
- Provide a safe and secure Reentry Success Complex to foster access and efficacy for a wide array of educational, legal, psychiatric, workforce readiness, rehabilitation, and reentry services

Foster positive relationships

- Encourage staff to interact and engage with people incarcerated in the facility
- Strengthen relationships between incarcerated parents and their children through supported and facilitated contact-visitation

Maximize operating efficiencies

- Reduce operational costs by providing direct lines of sight wherever possible
- Incorporate sustainable design and materials to decrease utility operational costs
- Leverage and draw support services from existing functions and facilities at WCDF
- Establish both facilities design and operational processes to ensure that all programs and services, including child/parent contact visitation, are accessible to all people housed in WCDF/WRTH.

1.4 Associated Facilities Impacts

WRTH will leverage a wide variety of support facilities already in place at WCDF, minimizing operational and staffing cost. Most of the existing custodial housing support facilities, service generation points, and general operations will continue to function on an as-is basis, with some expansion of existing capacity to serve WRTH:

- Booking, classification, transfer, and release (including storage or personal property storage) will continue to be located and operated only at the County's Martinez Detention Facility (MDF). A new, small, holding area at WRTH will be used to stage people being transferred between MDF and WCDF.
- The existing WCDF kitchen will prepare all meals for WRTH; places to stage food carts will be the only addition related to food service.
- The existing WCDF laundry will process all clothing and linens for the proposed WRTH; places to stage laundry carts will be the only addition related to laundry service.
- The existing WCDF Warehouse and Building Maintenance will serve WRTH; the creation of small general storage closets and custodial closets are the only related additions planned for WRTH.
- The existing WCDF Central Control will support a new Security Control Center within WRTH; each will function as a backup to the other.



- The existing WCDF library will service the new WRTH. No library facilities are planned for WRTH.
- The existing WCDF Administration Area will serve WRTH. No facilities are planned for Administration at WRTH.
- The existing WCDF staff support areas (lockers, conference, training, gym) will serve WRTH. No Sheriff's staff support facilities are planned for WRTH.

2. Facility Operational Description and Recommendations

2.1 Facility Access/Egress

WRTH will be accessed from within the security perimeter of the WCDF campus. The number of WRTH's access/egress points will be held to a minimum to facilitate secure operations, while of sufficient quantity and size to assure the safe and efficient movement of vehicles, persons, and supplies. Staff and public will enter the WCDF campus using existing access/egress points. The building access/egress points will be limited to serve the following specific purposes and user-groups:

- Public/Visiting Lobby: Building 1, located on the main WCDF campus, will serve as the public and professional visit and program provider reception and processing point. This lobby will function as the sole public access/egress point into the facility. Video-visitation carrels will also be provided at this location.
- Staff Entrance: There will be only one authorized-staff access/egress point, and that which exist in Building 1 on the main WCDF campus will continue to serve that purpose, as it provides convenient access to existing staff support facilities, including lockers, training, and administrative office and support space.
- In-Custody Transfer: All incarcerated people being transferred to and from WRTH will be transported via official sedans, vans, and full size buses. All vehicles will pass through the campus main vehicle sally port and then onto a dedicated vehicle sally port that will be located adjacent to WRTH. Transferring incarcerated people will then pass through a dedicated secure pedestrian sally port into WRTH and be either escorted directly to their assigned housing unit or placed in individual and group temporary holding cells, which have been provided in sufficient number to provide staff with ability to adequately segregate incarcerated people.
- Deliveries: Deliveries to the WCDF campus will remain unchanged. Supplies and other items that will be moving in and out of WRTH will be handled by authorized staff and moved through either the secure pedestrian sally port utilized by authorized

staff and incarcerated people, or by a dedicated roll-up door that provides access/egress from a secure supplies/materials staging area.

2.2 Security Zoning and User Group Access

For the purposes of this document, the facility user-groups are categorized as follows:

Visitors

- Public (contact and non-contact)
- Professional (non-contact; attorneys to use pass-throughs for documents)

Staff

- Sheriff's Staff
- General County Staff
- Contract Staff
- Program Providers (Education, CBO Program Providers, Volunteers)

Incarcerated People

- Administrative Segregation
- Gang Members/ Gang Drop Outs
- High Security - General Population
- Behavioral Health
- Protective Custody

2.3 Introduction and Organizational Structure

This section provides detailed programmatic information for each primary functional component that will be located and operated within WRTH, organized on a component-by-component basis. This information is intended to be used in concert with, and to supplement, the space program and adjacencies/facility layout concepts that accompany this document. Lastly, this narrative is not intended to provide design and or engineering specifications, or restate design and operational requirements outlined in state and local building codes, including Titles 15 and 24. Each component will be addressed in the following standardized format:

Primary Function: Describes the component's primary mission and purpose.

Planned Activities, Programs, Processes, and Operations: Describes what activities and programming will occur within the component; and/or what processes will be used to deliver a service, or provide a function; and/or how the component will be operated.

General Facilities Description

Describes the component's facilities characteristics, in terms of: spatial requirements, configuration, number of levels, general arrangement of spaces, and other factors. It is recognized, however, that a number of practical design constraints may affect the ideal spatial arrangement documented here and in the incorporated diagrams.

Special Design Concerns

Addresses specific design issues or concerns that have surfaced during interviews and workshops held as a part of this programming effort, along with additional recommendations developed by this programming/design team. The narrative supplied below is also supplemented on a line item-by-line item basis in the "comments" column of the building space program.

Locational Criteria

Describes the component's general location within the facility and its proximity to other components within the facility.

Hours of Operation

The purpose of documenting the hours of operation is to aid the programming and design team in quantifying the number of people that will be onsite at any given time. Accomplishing this task will in turn, provide information that will be utilized to size specific component area and understand the flow of persons throughout the facility at various periods during the day.

Typical Users

The user groups occupying or using given component/functional area will be identified in the following categories: Public Visitors, Professional Visitors, Program Providers, Sheriff's Staff, Other County Staff, and Contract Staff. Quantifying this information will aid the programming/design team in defining component security zones and the configuration of primary circulation corridors within the facility.

Service Demand

Service demand is quantified (where data/estimates were readily available from the county) in terms of number of persons served, number clients, volume of meals served, etc. This quantification will be documented wherever the County provided specific data. If specific data was unavailable, then the programming-design team relied on best estimates by staff and the programming-design teams' experience in developing other like facilities. These data and calculations have aided the programming-design team in sizing a given area and in some cases the degree of circulation space required.

Operational Capacity

Quantifies the number of occupants, users, vehicles, volume of materials, etc., within a given area. The programming/design team will also utilize this data to size and configure a given area.

3. Functional Program - Component Detail

3.1 Custodial Housing Units: Standard Housing Unit

Primary Function: This component will provide facilities for the day-to-day housing of incarcerated people. The population will include only high-security sentenced and unsentenced men, classified into Administrative Segregation, Gang Members, Gang Drop-Outs, High Security General Population, and Protective Custody. People housed in these facilities may be serving sentences of unspecified duration.

Planned Activities, Programs, Processes, and Operations: The primary activities to occur in the housing units include: sleeping, personal hygiene, dining, academic education, counseling programs (on an individual, small group, and large group basis), indoor recreation/leisure activities (TV, board games, reading), outdoor recreation, non-contact visiting, video visiting, and authorized telephone calls to the outside. Mail will be delivered directly to the units, but must be opened in the presence of staff to prevent contraband from being introduced into the living unit. No visiting will occur in the living units. Residents of WRTH will sleep in and attend to their immediate personal hygiene in mostly double-occupancy "wet" cells (equipped with combination unit comprised of a toilet and lavatory), but will utilize common showers fitted with privacy screens observable from the officer control station. All dining will occur in the dayroom.



General Facilities Description

All Standard Housing Units will be configured in an industry-common modern podular floor layout. Each housing pod will have 32 wet cells, sized to accommodate double bunking, one of which will be ADA accessible. Therefore, each housing unit will have a capacity of 64 beds, arrayed on a main floor and a mezzanine. The main floor will contain approximately half of the unit's cells, the dayroom (which will include video-visitation carrels), a variety of classrooms and program rooms, security sally port; contact and non-contact visiting booths (secure side only with the pod), an adjacent outdoor recreation area, and other lesser areas as identified in the building space program. The mezzanine will contain the remaining cells and be open to the dayroom below to provide ample design opportunities to provide natural light into the housing unit.

Special Design Concerns

Podular Design Configurations for Direct and Indirect Supervision Operations: The housing units will have a podular configuration and be configured to support direct-supervision operations. The design of the housing pods will: 1) provide for operational flexibility in program delivery methods; 2) yield efficient staff to housed resident ratios achieved through superior architectural solutions; 3) facilitate ease in segregating people; and 5) unimpaired lines of sight between the officer's control station and ideally all program areas, including sleeping rooms, personal hygiene areas (fitted with privacy screens), dayrooms, bonus rooms, interview rooms, and outdoor recreation areas.

Use of a prototypical design for the standard living units will be applied to promote consistent rules, operational procedures, and training for staff among each unit. The design will also focus on configuring units to minimize the need for expensive technologies by facilitating direct human supervision of the unit and staff's involvement with people housed within it. This approach includes devoting particular attention to the size and arrangement of specific areas, sight lines to and from them, and distances that staff must traverse to attend to activities and incidents that may occur within the unit.

Operational Flexibility

To provide for the highest degree of operational flexibility, all standard housing units will be designed to allow a broad spectrum of programs to be delivered within the units – either for the entire unit, or for specific individuals whose access to centralized program facilities may be restricted for a variety of reasons. Implementing this basic concept will allow staff to easily change the programming for a given person at any

time. Being able to alter program access by allowing for varied degrees of movement within the overall facilities and providing for graduated levels of access to amenities and programs is an integral part of behavior modification practices. Therefore, a "Bonus Room" has been included in each standard housing unit, which simulate more of a living room environment with softer furnishings, a dedicated TV, and more sound attenuation between it and the unit's dayroom.

Control of Noise and Activities: All living units must be able to effectively provide for multiple and different activities to occur at the same time that require, or result in different noise levels, such self-study and reading, indoor board games, arts and crafts, and outdoor recreation. Therefore, areas supporting these activities will be carefully planned.

Durability and Maintenance: The housing pods will be designed with durability and ease of maintenance. Access to plumbing will be through chases easily accessible to maintenance personnel. Each housing unit will have a janitor closet (with mop sink) to allow ready access to cleaning materials to maintain cells and common pod areas; the floors will be of sealed concrete with drains, and lighting fixtures and glazing will be industry-typical tamper-proof.

Locational Criteria

The Standard Housing Units will ideally be placed deep into the facility and be co-located to provide design opportunities to share recreation yards (which will require careful scheduling, in order to maintain separation of different non-compatible inmate classification types). As many housing units as possible will be clustered around Central Control, so that the movement of incarcerated people and staff within and among units can be observed via direct line of sight (to the degree possible), supplemented by facility-wide CCTV/intercom, and door control systems.

Hours of Operation

- 24/7/365

Primary Users

- Incarcerated People
- Authorized Sheriff's Staff

Secondary Users

- Public Visitors (Non-Contact)
- Authorized Program Provider Staff
- Professional Visitors (Non-Contact, attorneys provided w/pass-through)
- County Maintenance Staff

Service Demand: overall population levels within the County’s detention system will dictate Service demand for this component.

Operational Capacity

- Incarcerated People 64
- Deputies 2
- Behavioral Health/Program Provider Staff 4
- Public Visitors (non-contact) 12 (two per visiting booth)
- Professional Visitors 2 (two per visiting booth)
- **Total Maximum Operational Capacity 84**

3.2 Custodial Housing Units: Behavioral Health Pod

The new Behavioral Health Housing Pod will constitute two housing units: one, 32-bed Intensive Services Unit (ISU), and one 64-bed Special Services Unit (SSU). Both will operate on direct supervision yet be observable from a common indirect supervision control station serving the entire pod. All cells on the lower level of each unit will be fitted with maximum glazing to facilitate observation and monitoring by correctional officers. Incarcerated People with an elevated risk of suicide typically will be housed only in cells on the main level.

3.3 Custodial Housing Units: Special Services Unit

Primary Function: This component will provide facilities for the day-to-day housing of people experiencing short-term decompensation, detox, or need for stabilization. To provide for increased access to programs and treatment, this unit will contain additional program and staff spaces.

Planned Activities, Programs, Processes, and Operations: In terms of basic operations, this unit will function similar to the Standard Housing Units, but with some notable

differences. Incarcerated men with elevated risk for suicide or self-harm will be housed on the main level in cells fitted with doors with expanded glazing, to permit increased observation by detention staff. Regardless, residents of the Special Service Unit will have access to significantly increased amounts of one on one and small group counseling and therapy. Psychiatric and correctional staff, primarily via direct supervision, will also closely monitor all residents of this unit.

General Facilities Description

This housing unit will be configured in an industry-common modern podular floor layout. Similar to the Standard Housing Units, the main level will contain 16 cells; a day room; multiple program and classroom spaces; common showers; housing control; security sally port; contact and non-contact and visiting booths; other lesser areas as identified in the building space program, and an adjacent outdoor recreation area.

Special Design Concerns

In addition to those identified for the Standard Housing Units, the Special Services Unit will:

- Provide CCTV monitoring of each safety and observation cell
- Include maximum glazing for safety and observation cells
- Select finishes, furnishings, equipment, and other facility fit-out items that reduce potential for self-destructive/inflicted injury
- Provide increased acoustical treatment to mitigate noise levels
- Include the use of alternative finishes to reduce environmental stimulus and stressors while assuring durability

Locational Criteria

The behavioral housing units must be co-located in a single pod, be situated adjacent to the Standard Housing Units, yet be located as close as possible to the Medical/ Psychiatric Outpatient Clinic (Component 3.2).

Hours of Operation

- 24/7/365



Primary Users

- Incarcerated People (Behavioral Health only)
- Authorized Sheriff's Staff
- County Behavioral Health, Medical Staff

Secondary Users

- Public Visitors (Non-Contact)
- Authorized Program Provider Staff
- Professional Visitors (Non-Contact, Attorneys provided w/pass-through)
- County Maintenance Staff

Service Demand

Service demand for this component will be dictated by overall population levels within the County's detention system and the number of people with behavioral health needs.

Operational Capacity

Incarcerated People	up to 32 (20 typical)
Deputies	1
Behavioral Health Staff	2
Program Providers	4
Public Visitors (non-contact)	6 (two per visiting booth)
Professional Visitors	2 (two per visiting booth)
Total Maximum Operational Capacity	47

3.4 Custodial Housing Units: Intensive Services Unit

Primary Function: This component will provide facilities for the day-to-day housing of people with serious and persistent mental illness who cannot function in general population. Located on the first floor to mitigate safety risks, and fitted with maximum glazing to facilitate observation and safety, all cells within the ISU will be rated for double-bunk capacity; however, given the high-needs population it is intended to serve, the ISU will contain a mix of single and double bunks, with an expected average daily population of 20 people.

Planned Activities, Programs, Processes, and Operations: In terms of basic operations, this unit will function similar to that of the general population, but with notable differences. Psychiatric and correctional staff on, primarily on a direct supervision basis, but also on an indirect basis, will closely monitor all people housed in this unit. Given that essentially all programs and services for the vulnerable residents housed in ISU will be delivered within the unit, the ISU will contain sufficient space to support robust behavioral health treatment.

General Facilities Description

This housing unit will be configured in an industry-common modern podular floor layout. However, because this unit is intended for people requiring the highest levels of care, this 32-bed maximum rated capacity unit will include two safety cells (dry) and 16 wet cells that can be configured as single- or double-bunked cells, housing an average daily population of approximately 20 people. As with the Standard Housing Units, this unit will contain a dayroom, bonus room/area, multipurpose rooms, interview and exam rooms, common showers, housing control, security sally port, non-contact visiting booths (secure side only within the unit), other lesser areas as identified in the building space program, and an adjacent outdoor recreation area. However, in further contrast to the Standard Housing Units, this unit will also have a medical exam room and an additional psychiatric interview room. Because behavioral health staff anticipates that nearly all programming for these people will be delivered within the housing unit, it will also contain a staff office.

Special Design Concerns

In addition to those identified for the Standard Housing Units:

- Provide CCTV monitoring of each safety and observation cell
- Consider maximum glazing for safety and observation cells
- Consider potential for self-destructive/inflicted injury by incarcerated people relative to finishes, furnishings, equipment, and other facility fit-out items
- Consider increased acoustical treatment to mitigate noise levels
- Consider the use of alternative finishes to provide a de-stressing environment while assuring durability



Locational Criteria

The behavioral housing units must be co-located in a single pod, be situated adjacent to the Standard Housing Units, yet be located as close as possible to the Medical/Psychiatric Outpatient Clinic (Component 3.2).

Hours of Operation

- 24/7/365

Primary Users

- Incarcerated People (Behavioral Health only)
- Authorized Sheriff’s Staff
- County Behavioral Health, Medical Staff

Secondary Users

- Public Visitors (Non-Contact)
- Authorized Program Provider Staff
- Professional Visitors (Non-Contact; attorney, provided w/pass-through)
- County Maintenance Staff

Service Demand

Service demand for this component will be dictated by overall population levels within the County’s detention system and the number of people with intensive behavioral health conditions.

Operational Capacity

Incarcerated People	up to 32	(20 typical)
Deputies	1	
Behavioral Health Staff	2	
Program Providers	4	
Public Visitors (non-contact)	6	(two per visiting booth)
Professional Visitors	2	(two per visiting booth)
Total Maximum Operational Capacity	47	

3.5 Housing Units Support Components

Primary Function: To provide for public and professional non-contact visitation incarcerated people; holding facilities for incarcerated people being transferred into and out of WRTH; general secure storage for housing units; and temporary staging for food and laundry carts for all housing units, and secure sally ports.

Planned Activities, Programs, Processes, and Operations

Visiting: This component contains the authorized public/professional visiting, non-resident secure side of non-contact visitation carrels. This component will be located contiguous to the resident-secure side of the carrel. [Reference Component 3.1, Public Lobby and Visitation for detailed visitation logistics and operations]

Transfer Holding Areas: This component contains two holding areas for the movement of incarcerated people. Two separate holding areas have been provided to enable staff to adequately segregate people (e.g. protective custody, gang members, etc.) while awaiting movement.

Food Carts: Meals will be delivered to each housing unit in thermal carts, three times a day, and most likely by Sheriff staff, but potentially food service staff. The unit’s control officer will generally immediately accept these carts into the housing unit. However, if this cannot occur, the food carts can be staged in the alcoves programmed under this component. After dining, food trays will be placed back into the cart and the cart will be moved back to the staging area, to be picked up by staff and moved back to the Central Kitchen.

Laundry Carts: Laundry carts containing soiled and washed clothing and linens that will be moved to between the Central Laundry to the Housing Units can be staged in the alcoves programmed under this component if staff are not immediately able to move them in and out of the housing units and/or to from WRTH to the Central Laundry.

General Storage: Secure general storage closets have been programmed into this component and are anticipated to be used for emergency supplies and/or a variety of small items associated with the operations of the housing units.

Trash/Recycling: Trash and recycling containers for each unit will be stored in this component’s dedicated alcoves.



General Facilities Description and Special Design Concerns

VISITING

- Provide direct lines of site for visitation carrels and non-resident secure circulation corridors wherever feasible.
- Provide CCTV and audio monitoring of public visitation carrels.
- Provide pass-through window for professional visiting carrels (solely for the use of attorneys, and program provider staff.

HOLDING AREAS

- Provide CCTV monitoring; intercom; adequate glazing.
- Provide combination toilet/wash basin unit.
- Provide ample glazing.
- Situate to provide direct line of sight for Sheriff’s staff from main circulation corridors wherever feasible.
- Maintain visual and physical separation between the two holding areas.

CART ALCOVES

- Provide the ability to adequately separate incoming and outgoing food and laundry carts.
- Assure that detention staff have adequate visibility to the alcoves and that they do not create blind spots.

GENERAL STORAGE CLOSETS

- Provide industry standard manually operated lockset, or electronic-secure access.

Locational Criteria

- Visiting: Public and professional non-contact booths must be located directly adjacent to each housing unit they serve. Locate to minimize visitor travel distance within the overall facility, and so that primary circulation corridors are within direct lines of sight for detention staff.
- Holding Areas: These two holding areas will be located directly adjacent to one another and near the secure service entrance(s) to WRTH.
- Cart Alcoves: Locate in main staff-secure circulation corridors. Maintain separate between incoming and outgoing carts.
- General Storage Closets: Locate near each housing unit’s sally port as feasible.

Hours of Operation

- Visiting: Reference Component
- Holding Areas: 24/7/365
- Cart Alcoves: 24/7/365
- General Storage Closets: 24/7/365

User Groups

- Visitation:
 - Public (Non-Contact Visiting Circulation Corridors and Visiting Carrels only)
 - Professional-Attorneys and Authorized Program Provider Staff (Non-contact Professional Visitation Booths with Pass-through)
 - Authorized Sheriff’s Staff

Holding Areas

- Incarcerated People
- Authorized Sheriff’s Staff

Cart Alcoves

- Authorized Sheriff’s Staff only

General Storage Closets

- Authorized Sheriff’s Staff only

Service Demand

- Visitation: Reference Component 3.1 for anticipated visitor volume determination
- Holding Areas: Dictated by volume of people being transferred and overall average daily population of high security/behavioral health residents
- Cart Alcoves: Dictated by food service and laundry exchange scheduling - Reference Components 3.4 and 3.5, respectively
- General Storage Closets: As needed basis



Operational Capacity

VISITATION (PER 64-BED HOUSING UNIT):

Public Visitors (non-contact)	12 (two/visiting booth; 6 booth/unit)
Professional Visitors	2 (two/visiting booth; 1 booth/unit)
Subtotal - Maximum Operational Capacity per Unit	24
Number of Units:	6
Maximum Number of Visitors General Housing Units	144

VISITATION (PER 32-BED HOUSING UNIT):

Public Visitors (non-contact)	12 (two/visiting booth; 3 booth/unit)
Professional Visitors	2 (two/visiting booth; 1 booth/unit)
Total Maximum Operational Capacity	14

Total maximum number of visitors at any time - all Housing Units:

158

HOLDING AREAS

Incarcerated People	20 (calculated at 5% of facility capacity)
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CART ALCOVES

Food Service	2 (two per unit, incoming/outgoing)
Laundry Service	2 (two per unit, incoming/outgoing)
Library Cart	1

GENERAL STORAGE CLOSETS

7 (one per housing unit)

3.6 Recreation

Primary Function: To provide a recreational and entertainment program that allows access to exercise, recreational and entertainment opportunities including games, sporting equipment and television to maintain physical, social, and emotional wellbeing.

Planned Activities, Programs, Processes, and Operations: Jail standards require a minimum of three hours of such activity distributed over a period of seven days.

General Facilities Description and Special Design Concerns

- Indoor Recreation: Indoor recreation will take place in the day rooms and bonus rooms of the housing units, and include TV watching, movie watching, board games, video games, etc.
- Outdoor Recreation: Each housing unit has been programmed to have its own dedicated yard. Each yard will be located contiguous to the unit serves, be entirely located within the unit's secure perimeter, have direct access from the unit, and be within the direct line of sight of each housing unit's officer's control station.

In all cases, the design of the outdoor recreation yards will provide flexibility for a variety of vigorous and more passive physical activities on a year-round basis, while promoting the safety and security of incarcerated people and staff.

- Consider artificial surface
- Consider lighting
- Provide restroom in yard (Title 24 requirement)
- Provide storage for recreational equipment

Locational Criteria

The recreation yards, must be an integrated part of the housing unit, located contiguous to the housing unit it serves, be entirely within the housing unit's secure perimeter, and ideally be in the direct line of sight of the housing control station.

Hours of Operation

Minimum exercise time allotments will be a minimum of three hours per week. Usage hours of the yards will vary and will be dependent upon the overall programming and daily schedules developed for each housing unit.



Typical Users

- Incarcerated People
- Authorized Sheriff's Staff

Service Demand

Service demand will be dictated by the daily census of the facility, and specific programming developed by staff for each unit, while meeting the daily minimum exercise requirements as noted above.

Operational Capacity

Recreational Yards have been sized to permit a typical usage level of 20 people at any given time.

4. Reentry Services Complex

4.1 Reentry Service Complex: General Program Facilities

Primary Function: In concert with Components 2.2 and 2.3 (below), provide facilities enabling programs staff to offer an integrated Rehabilitation and Reentry Program (R&R Program) providing a comprehensive and integrated array of validated, evidence-based, trauma informed, gender-responsive, cognitive behavioral therapies (CBT), family success services, workforce readiness courses, academic education, and transition-planning services.

Planned Activities, Programs, Processes, and Operations: A variety of life-skills and academic-based programs will be offered in classrooms and small group settings. All activities of the R&R Program will be voluntary, and the daily schedule and curricula for the R&R Program will be designed to complement the Adult Education classes, which will be available to all who elect to participate in academic education. Academic classes will operate M-F 8:30-2:30 and will be conducted in the housing units; each housing unit contains classrooms and meeting spaces to serve this purpose. These classrooms will be available for additional services and meetings on-unit in the late afternoon, evenings, and weekends. Courses will be made available to all approved adult men and women housed at WCDF, with supplemental services offered to people remaining at MDF or MCDF.

General Facilities Description

This component will contain eight 18-person program rooms, eight 6-person small group rooms, and one large 40-person multi-purpose room, along with a security control workstation and several file and general supplies secure storage closet.

Special Design Concerns

All program rooms and multi-purpose space should have:

- Ample day lighting
- Online video-training capability
- Provisions for multi-media equipment and projection
- Tackable surfaces and white boards
- Acoustical treatment to minimize extraneous noise
- Movable furnishings
- Lockable main doors and all closet doors
- Glazing to maximize direct lines of sight from officer's control stations
- Public address system
- Panic buttons at instructors' lecterns/workstations

Locational Criteria

All areas of this component will be grouped together and be located directly adjacent to the Workforce Readiness Center and Child/Parent Visitation Center.

Hours of Operation

This facility is anticipated to operate 0800-2100 hours Monday to Friday.

Typical Users

- Incarcerated People
- Authorized Sheriff's Staff
- Authorized Program Provider Staff

Operational Capacity

Incarcerated People	up to 232
Deputies	4
Program Providers	34
Total Maximum Operational Capacity	270

4.2 Reentry Service Complex: Workforce Readiness Center

Primary Function: To provide facilities to support people incarcerated at WCDF in preparing for successful reentry via Reentry Workforce Readiness courses.

Planned Activities, Programs, Processes, and Operations: Planned activities anticipated to occur within the facility are general classroom instruction/lecture; use for computer workstations (evolving to tablet computers) and self-study courses.

General Facilities Description

The RWRC facilities will be comprised of one 75-person capacity multipurpose space; two 25-person capacity multipurpose spaces; participant toilet; and one officer control station.

Special Design Concerns

All multi-purpose space should have:

- Have ample day lighting
- Online video-training capability
- Provisions for multi-media equipment and projection
- Tackable surfaces and white boards
- Acoustical treatment to minimize extraneous noise
- Movable furnishings
- Lockable main doors and all closet doors
- Glazing to maximize direct lines of sight from officer control stations
- Public address system
- Panic buttons at instructors' lectern/workstation

Locational Criteria

The RWRC will be co-located with all other reentry programs within Component 2.0. Component 2.0 will be located as close to existing WCDF Building 1 to minimize walking distance for non-detention staff to access the facility.

Hours of Operation

- This facility is anticipated to typically operate from 0800-2100 hours Monday through Friday.

TYPICAL USERS

- Incarcerated People
- Authorized Sheriff's Staff
- Authorized Program Provider Staff

Operational Capacity

- | | |
|---|------------|
| ▪ Incarcerated People | up to 125 |
| ▪ Deputies | 1 |
| ▪ Program Providers | 6 |
| ▪ Total Maximum Operational Capacity | 127 |

4.3 Child/Parent Visitation Center

Primary Function: To provide child-friendly space for facilitated contact-visitation opportunities for children and their incarcerated parents in a safe and secure environment.

Planned Activities, Programs, Processes, and Operations: The Child/Parent Visitation Center will be operated in concert with the WCDF Family Matters program, in which social service staff will work with incarcerated parents to build stronger parenting skills; develop effective communication skills in dealing both with their child and the child's active caregiver; set interpersonal goals for visits; tie their in-custody goals and behaviors to their hopes and motivations as parents; and build reentry plans that increase their capacities as parents.



General Facilities Description

These facilities will comprise a group visiting room, and seven 4-person family alcoves, which will allow for quieter interactions between parents and children while still allowing clear sight lines consistent with the safe and secure operations of the facility. This area will also include an officer’s control station, programs supply room, a baby changing restroom, and a secure patio to permit outdoor activities for program participants.

Special Design Concerns

- The paramount design criteria will be to provide a stress-free environment to the children that will be frequenting this facility
- Provide as normalized living room environment as possible for each of family alcoves, while maintaining durability of finishes and furnishings
- Provide direct lines of sight from the officer’s control station to all areas of this component
- Provide ample glazing between this component’s interior spaces and the patio
- Provide ample day lighting
- Provide necessary acoustical to minimize noise through this component and additional attenuation between each alcove

Locational Criteria

This facility will be located as close as possible to existing WCDF Building 1 to minimize the challenges of escorting children into and out of the facility, while also close to the reentry programs staff area, Component 2.4, for the convenience of staff.

Hours of Operation

Visiting will occur on a scheduled basis, with primary usage on weekends and some weekday nights. As this will be a new program, exact visiting hours and scheduling will be developed consistent with need, eligibility, safety, and efficiency.

Typical Users

- Incarcerated People (parents only, with their children)
- Authorized Sheriff Staff
- Authorized Program Provider Staff

Operational Capacity

Incarcerated People	up to 14
Deputies	1
Escorted Children	18
Program Providers	10
Total Maximum Operational Capacity	43

4.4 Reentry Service Complex: Programs Staff Support

Primary Function: To provide secure workstations and office support functions for Reentry Programs and Contra Costa County Adult Detention Education professional staff. This component will serve as the central administrative center for the overall Reentry Program.

Planned Activities, Programs, Processes, and Operations: Planned activities and processes will include but not be limited to conducting general administrative office-related activities, curricula planning, grading exams, generating student evaluations, and generating completion certificates.

General Facilities Description and Special Design Concerns

This area will be configured into three primary areas: an office suite for reentry program staff, a hoteling suite for onsite/offsite social service staff, and a common support area used by both functions that will include three conference rooms, a break room, staff restrooms, and a computer server room.

Special Design Concerns

- Provide building-typical office environment
- Provide day lighting where possible
- Assure sufficient sound attenuation from primary circulation corridors
- Provide sufficient climate control for server room
- Provide locksets and private offices

Locational Criteria

All areas within this component will be co-located, and the entire component will be located a close as possible to the Reentry Programs multipurpose areas, to minimize movement and travel time of program provider staff.

Hours of Operation

Typically, this area will operate during the normal workweek: Monday through Friday, from 8:00 AM to 5:00 PM, although some off-hours may occur.

Operational Capacity

Professional Staff up to 27

5. Facility Services

5.1 Visiting

Primary Function: To provide opportunities for visits with authorized social and “official” visitors (described below) to by providing contact, non-contact, and video-visitation facilities. Providing these alternative methods of visitation will enable detention staff and program providers to conduct visits in physical environments consistent with each incarcerated person’s programming, while assuring the safety of all visitors, detention staff, and incarcerated people as well as the overall security of WRTH. Facilities will also be developed to permit contact visiting that will be integral to the Child/Family Visitation Center.

Planned Activities, Programs, Processes, and Operations

Visitation and Visitor Type Explanation: Visitors can generally be classified as Social or Official visitors. Social visitors include authorized public persons, not acting in an official capacity, but who must be on an approved clearance list. Incarcerated people may select up to six people to be included on their approved visitor lists. Social visiting will be conducted solely on a scheduled basis. Official visitors include active law enforcement officers performing an investigation, active probation and parole agents performing their duties, California licensed medical doctors, psychiatrists, psychologists, and California attorneys working in their official capacity. Official visits can be requested at any time. Incarcerated people will be allowed as many Clergy visits as requested and as possible.

Resident Visitation Privileges: All authorized incarcerated people are entitled to social and official visiting privileges; however, people in Disciplinary Isolation or on Disciplinary Loss of Privileges will not be granted social visiting privileges, but will be permitted to have Official visits. The social visitation period is limited to 30 minutes. Only the Facility Commander grants time extensions.

Visitor Processing: All social and clergy-related visitors must be on the facility clearance list. Visitors driving to the facility will park in the WCDF parking and proceed to Building 1 on the main WCDF campus. No personal lockers exist now or will be provided in the future for seeking to conduct in-person visits. Visitors will complete a “visitor form,” provide it along with ID to detention staff, who will consult the facility clearance list, after which the visitor will sign in. Visitors will then pass through security screening that will include a magnetometer, x-ray machine, and a pat down area. Once having successfully cleared security screening, visitors will enter an open lobby area with seating while awaiting their scheduled interviews. Official visitors will be granted priority screening and processing over social visitors by displaying their official ID to detention staff. Note: Visitor processes for children participating in the Child/Parent Visitation Center will be developed as partnership between Sheriff staff and Family Matters staff.

Onsite Video-Visitation: Video-visitation will occur in a dedicated area located in the main public lobby. Visitors authorized seeking to video-visit with incarcerated people will be granted access to this area per the visitation schedule and will be assigned a video carrel w/monitor and audio, with each unit having a two-person capacity. Upon completion of the visit, visitors will exit back into the lobby, proceed to the registration desk, sign out, and exit the secure area via a security door controlled by detention staff.

Social Non-Contact Visitation: For social visits (excluding Child/Family Visitation), visiting interface will occur almost entirely at the housing units. Incarcerated people will not be escorted from their housing units to facility common centralized visiting facilities. Per the visitation schedule, visitors will be grouped together and be escorted/proceed through a secure sally port and use a dedicated circulation corridor access a given housing unit and be assigned a visitation carrel for the 30-minute visitation period. Upon completion, they will then proceed back through the dedicated corridor to the secure sally port, and then on through the visitation lobby for sign out and secure exit.

Official Contact Visitation: The process for official visiting is essentially the same as that for social visits, except that they can occur on an unscheduled basis and that official visitors will use a dedicated official visitation booth at the housing unit, which has a pass-through for the transfer of documents.

General Facilities Description

PUBLIC LOBBY

This area comprises a) an open lobby, waiting, and security clearance area, that includes public restrooms; b) a visitor security processing area comprised of a registration counter/service window, queuing area, magnetometer and X-ray machine.



VIDEO-VISITATION AREA

This area comprises 20 video visitation carrels with a capacity of two each. Each carrel will be fitted out with a tamper-proof video monitor, camera, microphone, and speakers. Detention staff from the visiting officers control station will conduct access and control of the units remotely.

HOUSING UNIT VISITING BOOTHS

Each 64-bed housing unit will have six non-contact visiting booths for social visits, and one visiting booth with pass-through glazing for official visits.

Special Design Concerns

Overall, the design of the all facilities associated with visitation will focus on operational and staffing efficiency related to the visiting process to assist the Sheriff in meeting the goal of accommodating as many visits and visitors as facility schedules, space, and detention-staffing levels will permit.

PUBLIC LOBBY

The current lobby will serve WRTH, with the following characteristics:

- The building entry area will be well lit and under CCTV surveillance.
- The lobby "front" door will be capable of being electronically operated by Central Control, have an intercom, and be alarmed. However, it will be manually operated by all persons during typical visiting and business hours.
- The visitor registration and security screening stations will provide staff with clear and unobstructed view of the entire public lobby, including the security processing area, and the front door.
- The visitor service counter will include two windows with secure pass-throughs for documents. One window will be dedicated to official visitors.

CENTRAL VISITING AREAS

- Assure that the security control station has direct lines of sight to the public lobby, video visitation area, and contact visitation area, including the outdoor patio.
- The entire area will be under CCTV surveillance and monitored from WRTH Security Control with backup from WCDF Central Control.
- Provide a non-institutional, normalized, de-stressing type environment, while maintaining security and facility life-cycle durability.
- Provide grass and picnic tables in outdoor visitation area.

HOUSING UNIT VISITING BOOTHS

- Provide audio recording capability
- Provide adequate sound attenuation between booths
- Provide fixed seating with capacity for two visitors
- Provide security glazing between public and resident-secure side
- Each 64-bed housing unit will have six, non-contact visiting booths for social visits, and one visiting booth with pass-through glazing for official visits

Locational Criteria: The lobby, registration windows, video visitation, contact visiting areas, and respective sally ports will all essentially be co-located and adjacent to one another as feasible. The centralized visiting facilities will be located at the "front" of the facility and be conveniently accessed from the public parking lot.

Hours of Operation

Social Visiting

Thirty-minute sessions occur as follows:

- Monday-Wednesday: Three sessions; 12:30 PM, 1:30 PM, and 2:30 PM
- Thursday: Five sessions; 12:30 PM, 1:30 PM, 2:30 PM, 3:15 PM, and 4:15 PM
- Fridays: No visiting
- Saturdays and Sundays: Five sessions: 8:30 AM, 9:30 AM, 10:30 AM, 12:30 PM, and 2:30 PM

Dedicated Program Provider Visiting

- Thursdays: One session; 7:00 AM

Video and Contact Visiting

- Schedules yet to be determined

Typical Users

- Incarcerated People
- Authorized Sheriff's Staff
- Authorized Social Visitors
- Authorized Official Visitors
- Authorized Program Provider Visitors

Service Demand

Ultimately, visiting levels will be determined by the daily census, visiting schedule, and capacity of the facilities as programmed. The visitor volume assumptions documented in the building space program are based on current visitor volume per resident ratios experienced at the MDF (from May 2015 data), from which the majority of WRTH residents will be transferred.

BUILDING	RESIDENTS HOUSED	NUMBER OF VISITS	
		Sunday Total	Peak Hour
Building 4	77	8	3
Building 5	225	36	13
Building 7	191	36	5
Building 8	121	12	4
Totals	614	92	25
Average Sunday Visits Per Resident		0.15	
Average Sunday Peak hour Visits		0.04	
Statistically Required Number of Booths Per 64 Bed Unit		2.61	
Physical Number of Booths per 64 Bed Unit		3	
Booths Required: Six, 64-bed units		6	18
Booths Required: One, 32-bed unit		1	2
TOTAL BOOTHS REQUIRED		20	

As shown, peak-visiting volume occurs on Sunday, where analysis of a four-week sampling of data demonstrated an average of 92 visits on Sunday, which equates to an average of 0.15 visits per resident. Further analysis of the hourly visitor volumes experienced on Sundays demonstrated that in a peak hour 25 visitations appear to be the norm, which equates to a peak hourly ratio of 0.04 visits per resident. Based on these peak visitations to resident ratios, 2.61 public visiting booths will be required for a 64-bed housing unit (0.04 x 64 bed capacity). Therefore, three public visiting booths will be required for a typical housing unit at WRTH.

Operational Capacities

Public Lobby

Standing	72
Fixed seating	15
Registration window queuing	12
Security screening queuing	6
Total	105

Video Visiting

Carrels (2 per carrel; 20 carrels)	40
Housing Unit Visitation Booths: Reference Component	1.3

5.2 Medical/Psychiatric Outpatient Clinic

Primary Function: To ensure provision of emergency and basic health and behavioral health care services to all incarcerated people. These services will be provided through the Contra Cost County Detention Health Services and Medical Services departments and will be consistent with community standards of privacy, cleanliness, and competence.

Planned Activities, Programs, Processes, and Operations: Initial intake health care screening will continue to take place at the MDF. WRTH will provide basic triage, dispensing of pharmaceuticals, and outpatient clinic-related services delivered within WRTH, including X-ray, and dialysis. Medications will continue to be delivered, stored, and distributed onto pill carts at the main medical facility that currently exist on the WCDF campus. Medical staff will then transport pill carts to WRTH and make scheduled rounds to each of the housing units. Pharmaceuticals will be dispensed in the housing units by medical staff (with the all drugs and supplies being contained in a mobile cart. All psychiatric-patient interviews will occur primarily in interview rooms provided in each of WRTH’s housing units. Any person sufficiently ill to require an infirmary or requiring more intensive services will be transported to an appropriate county/community provider facility. People housed at WRTH who require isolation cells will be transported to the MDF and be housed in any of the four negative pressure cells located in F Module on the F-ISO wing.



General Facilities Description and Special Design Concerns

This component will serve as a basic outpatient clinical facility. It will be comprised of a small waiting area, exam room, storage for medical supplies and non-prescription pharmaceuticals, an x-ray room, a dialysis room, and administrative area. Urine specimen collection will occur in a dedicated resident toilet located within this area. Active medical files will be stored in this component and must be secure. It will not contain an infirmary or isolation beds.

Locational Criteria

This component will be located directly off of a main in-custody secure circulation corridor and as close to the housing units as feasible, ideally adjacent to the Behavioral Health Pod.

HOURS OF OPERATION

- At least one RN/LVN will be in the facility on a 7/24/365 basis.

Typical Users

- Public
- Designated Sheriff Staff Only
- County Staff (General)
- Contracted Professionals
- County Sheriff Staff
- Incarcerated People

Service Demand

- Service demand for this function will be dictated by the overall census of the facility, number of requiring prescription drugs, outbreaks of viruses and contagious diseases.

Operational Capacity (maximum shift)

- Incarcerated People up to 8
- Deputies 1
- Medical Staff 4
- Behavioral Health Clinical Staff 2
- Total Maximum Operational Capacity 15**

5.3 Commissary

Primary Function: Provide approved commissary items for all authorized incarcerated people.

Planned Activities, Programs, Processes, and Operations: Trinity Services Group provides Commissary services under County Contract. Day shift deputies will provide commissary order forms every Monday afternoon to any incarcerated people requesting commissary. Evening shift deputies will collect all completed commissary order forms no later than 2145 hours every Monday evening. Morning deputies will place completed commissary order forms in the mailroom slot marked "Canteen." These order forms will be provided to Trinity Services Group for filling. Trinity is responsible for maintaining strict procedures to safeguard every aspect of the commissary process, from warehouse to delivery and distribution. All orders are placed on secure trucks, transported under close security to the WCDF warehouse, unloaded under supervision, and distributed and tracked electronically. All commissary items are packaged in clear, tamper-proof plastic to ensure that nothing is concealed as well as clear personal items that prevent concealed contraband. Trinity staff will transport the items to WRTH and under the supervision of authorized sheriff's staff distribute the commissary items in accordance with CSB Policy and Procedure 2.08.43.

General Facilities Description

No dedicated facilities will be provided at WRTH. Commissary will use the WCDF warehouse only as their staging area.

Special Design Concerns

None

Hours of Operation

Collection and internal CSB processing of order will occur on Monday. Delivery to, and distribution of commissary items in each housing unit will occur on a yet-to-be determined scheduled basis.

Typical Users

- Incarcerated People
- Authorized Sheriff's Staff
- Trinity/other contact provider Staff

Service Demand

Service demand will be dictated by the daily census of the facility and volume of approved commissary request.

Operational Capacity

Not applicable.

5.4 Food Service

Primary Function: To provide all incarcerated people with three nutritionally adequate and properly prepared meals per day, pursuant to Minimal Jail Standards Section 1246.

Planned Activities, Programs, Processes, and Operations: All dining will take place in the housing units. All meals will be prepared, served onto trays, and loaded into thermal meal delivery carts in the WCDF's Central Kitchen by County staff and resident workers. Detention staff will then transport the carts to WRTH, where they will pass through the secure facility service sally port, and then be moved by detention staff directly to the housing units or food cart alcoves, until they can be moved into the units. Once the carts have been moved into the unit, each resident will receive a tray, eat in the day room, and replace the used tray (along with used disposable plates, glasses, and utensils) back into the cart. Detention staff will then move the meal carts either to the food cart alcoves, or directly out of the facility through the service sally port. Resident worker staff will then transport the meal carts back to the central kitchen for processing and reuse.

General Facilities Description and Special Design Concerns

The only food service facilities provided in WRTH are for meal cart staging. One meal cart-staging alcove will be provided per housing units and have the capacity to store two meal carts. Reference Component 1.3 for details.

Locational Criteria

The meal cart staging alcoves will be located directly adjacent to each housing unit, in a main circulation corridor, so that authorized sheriff staff can access them, and so that they are visible to same.

Hours of Operation

The meal carts will be moved to WRTH housing units as follows: breakfast: 0430 lunch 1000; dinner 1600 hours.

Typical Users

- Incarcerated People
- Authorized Sheriff's Staff

Service Demand

Service demand levels will be dictated by the overall daily census of the facility, multiplied by three meals per day. Note that the WCDF's central kitchen has sufficient capacity to serve the additional 418-bed capacity that are planned for WRTH.

Operational Capacity

Three carts per 64-bed housing unit; two carts for 32-bed housing unit. 20 carts total.

5.5 Laundry

Primary Function: To provide facilities for the transfer of soiled laundry (clothing, linens, and blankets) to and from housing units to the Central Laundry located on the WCDF main campus, which is located external to the secure perimeter of WRTH. No laundry processing facilities (washing, drying, or mending) will be located within WRTH.

Planned Activities, Programs, Processes, and Operations: Upon booking, all incarcerated people are issued clothing, linens, and bedding that is clean, freshly laundered, in good repair, and free of vermin. Each item of clothing and linen issued is Sheriff's Property, for which the individual shall be held accountable. Each Facility Commander is responsible for publishing and posting a laundry schedule for their facility. Facility Commanders will ensure that laundry is collected for each resident at least once each week. The facility laundry schedule will include the dates for blanket exchange, which will be at least once every three months. Incarcerated people will have the opportunity to have their clothing and linen laundered at least once each week.

Laundry Exchange Process: Each person is issued his or her own laundry bag. Individuals will place their soiled laundry in their bag, after which the housing deputy will zip tie the bag and place it in a soiled laundry cart. Detention staff will move the laundry cart from the housing unit and move it to the laundry cart alcoves or directly out of WRTH for movement to the Central Laundry.



General Facilities Description and Special Design Concerns

The only dedicated facilities in WRTH related to resident laundry service will be one laundry cart alcove (capacity for one soiled and one clean laundry cart) per housing unit Reference Component 1.3, Custodial Housing Support Areas for special design concerns.

Locational Criteria

The laundry cart alcoves will be located directly adjacent to each housing unit, near the unit's sally port.

Hours of Operation

Laundry exchange will occur at least once a week. The Central Laundry currently operates from 6AM to 12:30PM.

Typical Users

- Incarcerated People
- Authorized Sheriff's Staff

Service Demand

Volume will be dictated by the overall daily census of the facility.

Operational Capacity

The existing WCDF Central Laundry has sufficient capacity to accommodate the additional bed planned capacity of WRTH. However, additional space may be required for storage of more linens, clothing, bedding, laundry chemicals, and carts. Additional resident workers may also be required.

5.6 Library

Primary Function (Recreational Library): To provide a variety of recreational reading material to meet the interests and needs of incarcerated people, and provide a variety of reference material for centralized use, as well as to provide library resources informational resources.

Primary Function (Law Library): To provide access to materials in the existing law library at the WCDF, and provide pro-per privileges to incarcerated people as outlined by Contra Costa County Superior Court, as well as provide limited duplicating service incarcerated people requesting legal assistance.

Planned Activities, Programs, Processes, and Operations: Recreational reading material from the central library located on the main WCDF campus will be distributed frequently on a rotating basis to WRTH housing units. All people housed at WRTH will have access to reading materials and be able to read in their cells, day room, and bonus rooms.

General Facilities Description

The only dedicated space with WRTH provided for the library is a small alcove that is intended to be used for the temporary staging of book carts prior to delivery to the housing units, or while being returned to the central library.

Locational Criteria

The library book cart alcove will be located centrally to all housing units.

Special Design Concerns

None

Hours of Operation

Delivery to, and distribution of library materials to each housing unit will occur on a yet-to-be determined scheduled basis, yet is anticipated to occur during the normal workweek.

Typical Users

- Incarcerated People
- Authorized Sheriff's Staff
- Authorized Library Staff

Service Demand

The volume of requests for specific recreational and legal related materials and each housing unit's occupancy levels will dictate Service demand.

Operational Capacity

Staging area for two book carts in primary circulation corridors and space for one book cart in the dayroom of each housing unit.

5.7 Facilities Support

Security Control

Primary Function: To: 1) provide monitoring and control of all communications, life-safety, and security systems of WRTH, including all entries, exits, secure vestibules, and doors; via CCTV, electronically controlled locks, intercom, and radio communications; 2) provide the monitoring and/or control of all resident and staff movement; 3) WRTH security control will ideally also be provided with sufficient electronic hardware and software to serve as backup to WCDF Central Control and vice-versa.

Planned Activities, Programs, Processes, and Operations: This function will be the security and life-safety hub of the facility. Control room activities will include, but will not be limited to:

- Controlling and monitoring all primary facilities access/egress points.
- Monitoring and or controlling: building and perimeter alarm systems, life safety systems, card key access points, CCTV, public address, perimeter lighting, radio systems, and personal alarm system
- Serving as the communications center for the facility
- Control movement of incarcerated people
- Controlling and storing the facilities emergency response equipment and supplies
- Providing secondary direct observation of within line of sight in-custody secure corridors and housing units as feasible

General Facilities Description

This self-contained area will be comprised of a main security control room with security control workstations; related electronic equipment room; staff support facilities (toilet, kitchenette) required to minimize the need for staffing relief; and storage of emergency supplies and equipment.

Special Design Concerns

This area will be designed as a totally secure, self-contained, self-sufficient component, capable of operating all building system controls quickly and efficiently with minimum staff. Regardless of the level and sophistication of security equipment used, there is no electronic substitute for personal interaction between incarcerated people, staff, and other facility users. The built environment will be developed to mitigate stress and fatigue of staff that are confined within a small amount of space for long periods. Special consideration to temperature, humidity, ventilation, lighting systems, and acoustics will be directed towards this area. Additionally:

- The entire envelope surrounding this area will be of secure construction to prevent unauthorized admittance by incarcerated people, public visitors, service providers, or any other unauthorized persons. Therefore, all openings into Security Control must be secure, including, air supply ducts, and any conduit openings.
- Provide ample glazing to permit as much direct line of sight observation of in-custody corridors as possible.
- Provide microphone/speaker communication and pass-through slot for the transfer of documents and potentially other small items to detention staff.

Locational Criteria

This component will be located deep into the facility and central to all housing units, and be afforded as much direct visibility as possible to the primary in-custody secure corridors.

Hours of Operation

Continuous; 24/7/365

Typical Users

- Authorized Sheriff's Staff Only

Service Demand: Demand will be dictated by the size of the average daily population, admissions and release volume, visitation volume, and the amount of programming that requires to be moved from their living units to centralized program areas.



Operational Capacity

- Duty Supervisors Workstation 1
- Security Control Workstations 2
- **Total Occupancy 3**

5.8 Facilities Maintenance and Custodial

Primary Function: Maintenance and repair of the Custody Services building structures; upkeep of exterior grounds; maintenance and repair of interior walls (including glazing and common hardware items; repair and replacement of floor coverings; repair and replacement of machinery and systems inherent to the building, and other special purpose equipment.

Planned Activities, Programs, Processes, and Operations: WORTH facilities will operate as satellite facilities for General Services Maintenance and Custodial Staff, potentially vendors under county contract, and as a secondary receiving staging area for the Warehouse function. Usage of this facility is expected to be relatively light, yet essential for efficient operations.

Receiving Staging Area: A receiving/staging area for larger items (non-commissary, food service, laundry, or library) has been programmed into the facility to allow for the bulk delivery of general building supplies and custodial supplies that will then be distributed to the general storage and custodial closets that are located in each housing unit, and distributed throughout common areas of the facility. There will be no dedicated vehicle sally port for delivery vehicles. Therefore the access door between this area and the exterior is an integral part of the secure perimeter of the facility.

Maintenance Shop: The Maintenance Shop is planned as a simple satellite facility where minor building maintenance and repair tasks could be carried out. No painting, welding, carpentry will occur in this facility. Typical items that will be stored in the storage area include, air filters, belts, light bulbs, ceiling tiles, general hardware, and minor plumbing parts and supplies.

Custodial Storage: Basic storage of equipment (vacuums, floor polishers) and supplies (chemicals and paper products).

General Facilities Description and Special Design Concerns

This area will have only open ceilings, unfinished walls, and finished concrete floors.

Special Design Concerns - Receiving and Staging Area

- Provide secure double doors access at a minimum, consider roll-up doors are necessary
- The secure double-door between the exterior loading area and internal staging area will be able to be operated manually by staff and electronically operated by Security Control. An intercom to Central Control will also be provided, and the entire loading area will be monitored via CCTV
- To simplify operations and minimize construction cost, the loading area will be external to the building need not be secure. Therefore, no vehicle sally port for this function is envisioned

Special Design Concerns - Maintenance Shop

The shop will be designed as a single area to provide staff with maximum flexibility to carry out a variety of maintenance and repair tasks. Since a variety of equipment and fixtures will be located in a common area, careful arrangement and spacing of this equipment is required to promote a safe and efficient work environment. Additionally:

- Provide compressed air, supplemental ventilation, hot and cold water, utility sink, and emergency eyewash/shower.
- All other storage and worktable equipment will be freestanding.
- Provide ample day lighting.

Locational Criteria

This component will be located away from the public and staff entrances, yet provide convenient access to the primary circulation corridors of the facility and from its exterior.

Hours of Operation

As needed

Typical Users

- Authorized Sheriff's Staff
- County General Services Maintenance and Custodial Staff

Service Demand: Demand will be dictated ordering volume of supplies as well as the age and reliability of building systems.

Operational Capacity (staff)

- Staging Area 2
- Maintenance Shop 2
- **Total Occupancy: 4**

5.9 Administration

No dedicated facilities to house this function will be provided in WRTH. Staff will utilize existing facilities within Building 1 on the main WCDF campus.

Staff Support (lockers, training, and staff dining)

No dedicated facilities to house this function will be provided in WRTH. Staff will utilize existing facilities within Building 1 on the main WCDF campus.

Warehouse

Only minor satellite staging and storage areas identified under Component 4.2 will be provided in WRTH, which will primarily rely on the existing warehouse located on the main WCDF campus.

Booking, Classification, Transfer, and Release

All bookings, classification, and releases will continue to occur at the MDF. Two holding areas for those transferring into and out of WRTH have been provided.

Personal Property

All property will remain at the MDF Booking Facility



6. Facilities Space Allocation

Contra Costa County, California
West County Reentry and Treatment Facility

**BUILDING SPACE PROGRAM
SUMMARY**

Component Code and Description	Base Program			Comments
	Component Sq. Ft.	Gross-Up Factor	Gross Square Feet	
1.0 Housing				
1.0 Housing Unit: Standard	49,385	10%	54,323	64 Beds Per Unit; 5 Units
1.2 Housing Unit: Behavioral Health - Special Services	9,917	10%	10,909	64 Beds Per Unit; 1 Unit
1.3 Housing Unit: Behavioral Health - Intensive Services	7,376	20%	8,852	32 Beds Per Unit; 1 Unit
1.4 Inmate Housing Support Areas	5,783	25%	7,229	
1.5 Recreation Yards	-	-	-	See below
Subtotal	72,462	12%	81,313	
2.0 Reentry Service Center				
2.1 Reentry Programs Component	7,690	20%	9,228	
2.2 Workforce Readiness Center	3,062	20%	3,674	
2.3 Child/Parent Visitation Center	1,904	20%	2,285	
2.4 Programs and Academic Staff Support Areas	3,923	20%	4,708	
Subtotal	16,579	20%	19,894	
3.0 Inmate Services				
3.1 Inmate Visiting	650	15%	747	
3.2 Medical/Psychiatric Services	2,045	15%	2,352	
3.3 Commissary	-	-	-	Housed external to facility on main campus
3.4 Food Service	-	-	-	Housed external to facility on main campus
3.5 Laundry	-	-	-	Housed external to facility on main campus
3.6 Library	-	-	-	Housed external to facility
Subtotal	2,695	15%	3,099	
4.0 Facilities Support				
4.1 RTF Security Control	829	15%	953	
4.2 Facilities Maintenance/Custodial	758	12%	849	
4.3 Inmate Movement	480	12%	538	
4.4 Administration	-	-	-	Housed external to facility on main campus
4.5 Staff Support	-	-	-	Housed external to facility on main campus
4.6 Warehouse	-	-	-	Housed external to facility on main campus
4.7 Booking; Classification, Transfer, Release	-	-	-	Housed external to facility on main campus
4.8 Inmate Property	-	-	-	Housed external to facility on main campus
Subtotal	2,067	13%	2,340	
Subtotals - Enclosed Space	93,802	14%	106,647	
Electrical/Mechanical		6%	6,399	
TOTAL ENCLOSED BUILDING GROSS SQUARE FEET			113,045	
Total Beds	418		418	
Square Feet Per Bed	224		270	
Non-Enclosed Building Space				
Recreation Yards - Standard Housing Units			5,100	
Recreation Yard - Mental Health Housing Unit			780	
Visiting Outdoor Patio			1,500	
Building 1 Access Way			6,000	Estimated/Revise with Design
Subtotal - Non-Enclosed Space			13,380	
TOTAL PROJECT BUILDING GROSS SQUARE FOOTAGE			126,425	
Total Rated Beds	416		416	
Square Feet Per Bed	225		448	

Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
Component: **1.1 Housing Unit: Standard**
32 Sleeping Rooms (Double Bunk Capacity)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.1 0.00	Sleeping Rooms				
1.1 1.01	Double-Bed Rooms (Wet)	70	31	2,170	CCR Title 24: 70 SF min.; Includes: fixed bunk, combination stainless steel toilet/wash basin/drinking fountain fixture; desk and seat; door electronically operated from officers station, RFT Security Control and Campus-wide Central Control); Intercom to officer control station. Sound-activated audio monitoring system; CCTV monitoring by RFT Security Control and Campus Wide Central Control
1.1 1.02	Sleeping Room - Accessible (Wet)	100	1	100	Same treatment as standard sleeping room; can be used as double bunked; all components must meet accessibility standards.
1.1 1.03	Hygiene Areas Shower/Changing Area - Standard	35	3	105	Provided at ratio of 1:20 per CCR Title 24 (when combined with ADA unit below); tempered water; individual non-gang shower, with dressing area. Provide modesty screen but head and feet must be visible to control officer. Provide safety clothes hook.
1.1 1.04	Shower/Changing Area - ADA	80	1	80	Must meet accessibility criteria, and include same fit-out as standard shower.
1.1 1.05	Program Areas Day Room	2,240	1	2,240	CCR-Title 24: 35 sf per inmate Activities: dining, meetings, (board games, TV). Provide movable tables/w chairs, secure casework for storage of board games; paid/collect telephones at ratio of 1:5 inmates; and sink with drinking fountain.
1.1 1.06	<u>Programs Room - Small Groups</u>			340	Subtotal from below
1.1 1.07	Open Area - Seating/Tables (Capacity 10)	30	10	300	Capacity 10 @ 30 sf/person
1.1 1.08	Storage Closet	40	1	40	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
1.1 1.09	<u>Programs Room - Standard</u>			460	Subtotal from below
1.1 1.10	Open Area - Seating/Tables (Capacity 20)	15	20	300	Capacity 20 @ 15 sf/person
1.1 1.11	Lectern/Demonstration Area	80	1	80	Open area
1.1 1.12	Storage Closet	40	2	80	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
	Layout Adjustment	Allowance			



Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
Component: **1.1 Housing Unit: Standard**
32 Sleeping Rooms (Double Bunk Capacity)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.1 1.13	<u>Classroom - Standard</u>			460	Subtotal from below (19 sf/per person, excluding closets)
1.1 1.14	Open Area - Seating/Tables (Capacity 20)	15	20	300	15 sf per person
1.1 1.15	Lectern/Demonstration Area	80	1	80	Open area
1.1 1.16	Storage Closet	40	2	80	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
	Layout Adjustment	Allowance			
1.1 1.17	Common Toilet	50	1	50	Single occupancy, unisex; locate adjacent to classroom; directly accessed from day room; temperate water, specialized ventilation.
1.1 1.18	Interview Room - Independent Study	80	1.5	120	Capacity four persons; provide: acoustical privacy, fixed furniture, security glazing on door; 3 rooms shared between two housing units.
	Visiting				
1.1 1.19	Video Visiting Carrel	25	6	150	One per ~10 inmates
1.1 1.20	Non-Contact Visiting Booth - Public	40	3	120	One per ~20 inmates - secure inmate-side itemization of sq. ft. only
1.1 1.21	Non-Contact Visiting Booth - Professional	40	2	80	One per 32 inmates - secure inmate-side itemization of sq. ft. only
	Physical Recreation				<i>Exterior requirement, listed under physical recreation component.</i>
	Unit Support				
1.1 1.22	Sallyport	80	1	80	Double door, with security glazing, electronically operated and observed via CCTV and intercom by Central Control and Officer's Control Station.
1.1 1.23	Officer's Control Station - Direct Supervision Station	60	1	60	Locate on unenclosed raised platform with raised front counter. Ideally provide unobstructed view of dayroom, showers, sleeping rooms, multi-purpose rooms, and outdoor recreation yard. Contains control panel for doors, alarms, phones.
1.1 1.24	Housing Unit Service Window/Pass-Through	24	1	24	Housing Unit side only, capacity 2 @ 12 sf per person
1.1 1.25	General Storage/Rec Equipment	40	1	40	
1.1 1.26	Janitorial/Storage Closet	40	1	40	Provide utility sink; vertical storage for mops, shelving for supplies.
	Housing Support Components (<i>Exterior to Unit</i>)				Reference Component 1.4
	<i>Food and Laundry Cart Staging</i>				
	<i>Trash/Recycling Staging</i>				
	<i>Safety Equipment/Emergency Response Supplies</i>				
	<i>Recreation Yard</i>				Reference Component 1.5



Contra Costa County, California
 West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
 Component: **1.1 Housing Unit: Standard**
32 Sleeping Rooms (Double Bunk Capacity)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
TOTALS			Subtotal - SF	6,719	
Program Code:	1.0 Custodial Housing		Circulation/Eff. Factor	47%	
Component:	1.1 Housing Unit: Standard		Internal Circulation SF	3,158	
			Total Unit SF	9,877	
			Number of Units	5	
			Total Component SF	49,385	



Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
Component: **1.2 Housing Unit: Behavioral Health - Special Services**
32 Sleeping Rooms (Double Bunk Capacity)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.2 0.00	Sleeping Rooms				
1.2 1.01	Double-Bed Rooms (Wet)	70	31	2,170	CCR Title 24: 70 SF min.; cells located on two-levels. Ground level cells require extended glazing on all doors for observation purposes. Mezzanine cell doors facility typical; Includes: fixed bunk, combination stainless steel toilet/wash basin/drinking fountain fixture; desk and seat; door electronically operated from officers station, RFT Security Control and Campus-wide Central Control); Intercom to officer control station. Sound-activated audio monitoring system; CCTV monitoring by RFT Security Control and Campus Wide Central Control
1.2 1.02	Sleeping Room - Accessible (Wet)	100	1	100	Same treatment as standard sleeping room; can be used as double bunked; all components must meet accessibility standards.
	Hygiene Areas				
1.2 1.03	Shower/Changing Area - Standard	35	3	105	Provided at ratio of 1:20 per CCR Title 24 (when combined with ADA unit below); tempered water; individual non-gang shower, with dressing area. Provide modesty screen but head and feet must be visible to control officer. Provide safety clothes hook.
1.2 1.04	Shower/Changing Area - ADA	80	1	80	Must meet accessibility criteria, and include same fit-out as standard shower.
	Program Areas				
1.2 1.05	Day Room	2,240	1	2,240	CCR-Title 24: 35 sf per inmate Activities: dining, meetings, (board games, TV). Provide movable tables/w chairs, secure casework for storage of board games; paid/collect telephones at ratio of 1:5 inmates; and sink with drinking fountain.
1.2 1.06	<u>Programs Room - Small Groups</u>			340	Subtotal from below
1.2 1.07	Programs Room - Small Groups	30	10	300	Capacity 10 pers. Enclosed area; simulate living room environment, TV; higher grade lunge type furnishings; provide glazing; visible from Control Station.
1.2 1.08	Storage Closet	40	1	40	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
1.2 1.09	<u>Programs Room - Standard</u>			460	Subtotal from below (19 sf/per person, excluding closets)
1.2 1.10	Open Area - Seating/Tables (Capacity 20)	15	20	300	17 sf per person
1.2 1.11	Lectern/Demonstration Area	80	1	80	Open area
1.2 1.12	Storage Closet	40	2	80	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
	Layout Adjustment	Allowance			



Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
Component: **1.2 Housing Unit: Behavioral Health - Special Services**
32 Sleeping Rooms (Double Bunk Capacity)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.2 1.13	<u>Classroom - Standard</u>			460	Subtotal from below
1.2 1.14	Open Area - Seating/Tables (Capacity 20)	15	20	300	15 sf per person
1.2 1.15	Lectern/Demonstration Area	80	1	80	Open area
1.2 1.16	Storage Closet Layout Adjustment	40 Allowance	2	80	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
1.2 1.17	Common Toilet	50	1	50	Single occupancy, unisex; locate adjacent to classroom; directly accessed from day room; temperate water, specialized ventilation.
1.2 1.18	Interview Room - Independent Study	80	3	240	Capacity four persons; provide: acoustical privacy, fixed furniture, security glazing on door; 3 rooms shared between two housing units.
1.2 1.19	Meeting/Interview Room - Small Visiting	100	4.0	400	Capacity 4
1.2 1.20	Video Visiting Carrel	25	6	150	One per ~10 inmates
1.2 1.21	Non-Contact Visiting Booth - Public	40	3	120	One per ~20 inmates - secure inmate-side itemization of sq. ft. only
1.2 1.22	Non-Contact Visiting Booth - Professional	40	2	80	One per 32 inmates - secure inmate-side itemization of sq. ft. only
	Physical Recreation				<i>Exterior requirement, listed under physical recreation component.</i>
	Unit Support				
1.2 1.23	Sallyport	80	1	80	Double door, with security glazing, electronically operated and observed via CCTV and intercom by Central Control and Officer's Control Station.
1.2 1.24	Officer's Control Station - Direct Supervision Station	60	1	60	Locate on unenclosed raised platform with raised front counter. Ideally provide unobstructed view of dayroom, showers, sleeping rooms, multi-purpose rooms, and outdoor recreation yard. Contains control panel for doors, alarms, phones.
1.2 1.25	Housing Unit Service Window/Pass-Through	24	1	24	Housing Unit side only, capacity 2 @ 12 sf per person
1.2 1.26	General Storage/Rec Equipment	40	1	40	
1.2 1.27	Janitorial/Storage Closet	40	1	40	Provide utility sink; vertical storage for mops, shelving for supplies.
	Housing Support Components (<i>Exterior to Unit</i>)				Reference Component 1.4
	<i>Food and Laundry Cart Staging</i>				
	<i>Trash/Recycling Staging</i>				
	<i>Safety Equipment/Emergency Response Supplies</i>				
	<i>Recreation Yard</i>				Reference Component 1.5



Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
 Component: **1.2 Housing Unit: Behavioral Health - Special Services**
32 Sleeping Rooms (Double Bunk Capacity)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
TOTALS			Subtotal - SF	7,239	
Program Code:	1.0 Custodial Housing		Circulation/Eff. Factor	37%	
Component:	1.2 Housing Unit: Behavioral Health - Special Services		Internal Circulation SF	2,678	
			Total Unit SF	9,917	
			Number of Units	1	
			Total Component SF	9,917	

Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
 Component: **1.3 Housing Unit: Behavioral Health - Intensive Services**
Total Physical Capacity Up to 32 BSCC-rated beds (Typical operational ADP: 20 Inmates)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.3 0.00	Sleeping Rooms				
1.3 1.01	Mix of Single and Double Bed Cells (Wet)	70	15	1,050	CCR Title 24: 70 SF min.; all single level (no mezzanine) specialized doors with extended glazing for observation purposes. Mix of single and double bed cells. Double bed cells should have facility-typical FF&E fit-out. Single bed cells should be fitted out to minimize suicide risks. Consider CCTV monitoring in single bed cells, observe red from housing control, RTF and main Central Control. All other fit-out facility-typical (64-bed unit) standard.
1.3 1.02	Sleeping Room - Accessible (Wet)	100	1	100	
1.3 1.03	Safety Cell (Dry)	70	2	140	CCR Title 24: 70 SF min.; Includes: door electronically operated from officers station, RFT Security Control and Campus-wide Central Control); Intercom to officer control station. Sound-activated audio monitoring system; CCTV monitoring by RFT Security Control and Campus Wide Central Control.
1.3 1.04	Hygiene Areas Shower/Changing Area - Standard	35	1	35	Provided at ratio of 1:20 per CCR Title 24 (when combined with ADA Unit Below); tempered water; individual non-gang shower, with dressing area. Provide modesty screen but head and feet must be visible to control officer. Provide safety clothes hook.
1.3 1.05	Shower/Changing Area - ADA	80	1	80	Must meet accessibility criteria, and include same fit-out as standard shower.
1.3 1.06	Program Areas Day Room	1,120	1	1,120	CCR-Title 24: 35 sf per inmate Activities: dining, meetings, (board games, TV). Provide movable tables/w chairs, secure casework for storage of board games; paid/collect telephones at ratio of 1:5 Adults; and sink with drinking fountain.
1.3 1.07	Classroom Room (Standard)			400	Subtotal from below
1.3 1.08	Open Area - Seating/Tables (Capacity 16)	17	16	272	17 sf per person
1.3 1.09	Lectern/Demonstration Area	80	1	80	Open area
1.3 1.10	Storage Closet	20	2	40	Secured via manual key; 4' x 5'
1.3 1.11	Layout Adjustment	Allowance	1	8	
1.3 1.12	Programs Room - Small Groups	180	2	360	Standard from below
1.3 1.13	<u>Multi-Purpose Room - Small</u>			180	Subtotal from below
1.3 1.14	Open Area - Seating/Tables (Capacity 8)	20	8	160	20 sf per person
1.3 1.15	Storage Closet	20	1	20	Secured via manual key; 4' x 5'
1.3 1.16	Interview Room	80	2	160	Capacity four persons; provide: acoustical privacy, fixed furniture, security glazing on door.



6. Facilities Space Allocation

Contra Costa County, California
West County Reentry and Treatment Facility

BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
Component: **1.3 Housing Unit: Behavioral Health - Intensive Services**
Total Physical Capacity Up to 32 BSCC-rated beds (Typical operational ADP: 20 Inmates)

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.3 1.17	Exam Room	100	1	100	
	Visiting				
1.3 1.18	Video Visiting Carrel	25	3	75	One per ~10 inmates
1.3 1.19	Non-Contact Visiting Booth	40	3	120	One ~16 inmates - secure inmate-side itemization of sq. ft. only
1.3 1.20	Common Toilet	50	1	50	Single occupancy, unisex; locate adjacent to classroom; directly accessed from day room; tepid water, specialized ventilation.
	Physical Recreation				<i>Exterior requirement, listed under physical recreation component.</i>
	Unit Support				
1.3 1.21	Sallyport	80	1	80	Double door, with security glazing, electronically operated and observed via CCTV and intercom by Central Control and Officer's Control Station.
1.3 1.22	Officer's Indirect Supervision Station/Support Area			150	Subtotal from below
1.3 1.23	Security Console/Desk	60	1	60	Lockable, visibility to all unit areas
1.3 1.24	Open Office Equipment	30	1	32	Files, etc.
1.3 1.25	Staff Toilet	50	1	50	Does not have to be accessible. Lockable; single occupancy; unisex; directly accessed from Control Station. Provide cabinet for storage of paper products, soap, and cleaning supplies; specialized ventilation.
1.3 1.26	Personal Lockers (Cubes)	6	1	6	18" x 24" x 12" per cube; stacked 6 high;
1.3 1.27	Layout Adjustment	Allowance	1	2	
1.3 1.28	Officer's Control Station - Direct Supervision Station	60	1	60	Locate on unenclosed raised platform with raised front counter. Ideally provide unobstructed view of dayroom, showers, sleeping rooms, multi-purpose rooms, and outdoor recreation yard. Contains control panel for doors, alarms, phones.
1.3 1.29	Mental Health Staff Office	120	1	120	Shared - Capacity 2
1.3 1.30	Housing Unit Service Window/Pass-Through	24	1	24	Housing Unit side only, capacity 2 @ 12 sf per person
1.3 1.31	General Storage/Rec Equipment	40	1	40	
1.3 1.32	Janitorial/Storage Closet	40	1	40	Provide utility sink; vertical storage for mops, shelving for supplies.
	Housing Support Components (<i>Exterior to Unit</i>) <i>Food, Laundry, Trash/Recycling Carts</i> <i>Safety Equip/Emerg. Response Supplies/Rec Yard</i>				Reference Component 1.4/1.5
TOTALS					
Program Code:	1.0 Custodial Housing		Subtotal - SF	4,144	
Component:	1.3 Housing Unit: Behavioral Health - Intensive Services		Circulation/Eff. Factor	78%	
			Internal Circulation SF	3,232	
			Total Unit SF	7,376	
			Number of Units	1	
			Total Component SF	7,376	

Contra Costa County, California
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BUILDING SPACE PROGRAM

Program Code: **1.0 Custodial Housing**
Component: **1.4 Inmate Housing Support Areas**

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
1.4 0.00	Housing Supervision Areas				
1.4 1.01	Indirect Supervision Station - Common to 2 Units	220	3	660	One per two housing units; per subtotal below.
1.4 1.02	<u>Officer's Station and Support Area</u>			220	Subtotal from below
1.4 1.03	Security Console/Desk	120	1	120	Lockable, visibility to all unit areas
1.4 1.04	Open Office Equipment	40	1	32	Files, etc.
1.4 1.05	Staff Toilet	50	1	50	Does not have to be accessible. Lockable; single occupancy; unisex; directly accessed from Control Station. Provide cabinet for storage of paper products, soap, and cleaning supplies; specialized ventilation.
1.4 1.06	Personal Lockers (Cubes)	6	2	12	18" x 24" x 12" per cube; stacked 6 high; accommodates 2 post positions staff, including relief
1.4 1.07	Layout Adjustment	Allowance	1	6	
1.4 1.08	Indirect Supervision Station - Single Unit	150	1	150	Sized for one dedicated unit to supervise
1.4 1.09	<u>Officer's Station and Support Area</u>			150	Subtotal from below
1.4 1.10	Security Console/Desk	60	1	60	Lockable, visibility to all unit areas
1.4 1.11	Open Office Equipment	30	1	32	Files, etc.
1.4 1.12	Staff Toilet	50	1	50	Does not have to be accessible. Lockable; single occupancy; unisex; directly accessed from Control Station. Provide cabinet for storage of paper products, soap, and cleaning supplies; specialized ventilation.
1.4 1.13	Personal Lockers (Cubes)	6	1	6	18" x 24" x 12" per cube; stacked 6 high; accommodates 2 post positions staff, including relief
1.4 1.14	Layout Adjustment	Allowance	1	2	
	General Support Areas				
1.4 1.15	Laundry Cart Staging Area: 64-Bed Unit	30	6	180	Assumptions: three carts per unit; 6 units; open alcove, adjacent to each housing unit sallyport. Unit standard includes (32" x 42" cart, plus access space x 3 carts)
1.4 1.16	Laundry Cart Staging Area: 32-Bed Unit	20	1	20	Assumptions: two (32 x 42" carts per unit; 6 units; open alcove, adjacent to each housing unit sallyport
1.4 1.17	Food Cart Staging: 64-bed Unit	45	6	270	Assumptions: Three carts per two std. housing unit; each cart unit standard measures 46.5 x 32", plus access).
1.4 1.18	Food Cart Staging: 64-bed Unit	30	1	30	Assumptions: Two carts per unit; each cart unit standard measures 46.5 x 32", plus access).
1.4 1.19	Library Cart Staging	15	1	15	
1.4 1.20	Trash/Recycling Staging	12	7	84	Alcove, adjacent to housing unit.; one per unit



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BUILDING SPACE PROGRAM

Program Code: **2.0 Reentry Service Center**
Component: **2.1 Reentry Programs Component**

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
2.1 0.00	Programs Room Standard	350	8	2,800	Per unit standard below
2.1 0.01	<u>Programs Room - Standard</u>		1	350	Unit Standard = subtotal from below
2.1 0.02	Open Area - Seating/Tables	15	18	270	Capacity 18 @ 15 sf per person
2.1 0.03	Lectern/Demonstration Area	80	1	80	Open area
2.1 0.04	Programs Room - Small Groups	144	8	1,152	
2.1 0.05	Round Table Configuration	24	6	144	Six person capacity, 4 person capacity requested
2.1 0.06	Programs Room - Large	856	1	856	Per unit standard below
2.1 0.07	<u>Multi-Purpose Room - Standard</u>		1	856	Subtotal from below (17.4 sf/per person, excluding closets)
2.1 0.08	Open Area - Seating/Tables (Capacity 40)	15	40	600	15 sf per person
2.1 0.09	Lectern/Demonstration Area	80	1	80	Open area
2.1 0.10	Storage Closet	40	4	160	Secured via manual key; 4' x 5'; 2 closets on each opposing wall.
2.1 0.11	Layout Adjustment	Allowance	1	16	
	Support Areas				
2.1 0.12	Security Control Workstation	40	1	40	Provide direct line of sight to as much of the facility as possible.
2.1 0.13	File Storage Room	108	2	216	9' x 12'
2.1 0.14	Supplies Closet	108	4	432	9' x 12'
2.1 0.15	Inmate Toilet	50	4	200	Locate adjacent to classrooms; within view of security control station (if provided) temperate water, specialized ventilation.
TOTALS					
Program Code: 2.0			Subtotal - SF	5,696	
Component: Reentry Programs Component			Circulation/Eff. Factor	35%	
			Internal Circulation SF	1,994	
			Total Component SF	7,690	



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BUILDING SPACE PROGRAM

Program Code: **2.0 Reentry Service Center**
Component: **2.4 Programs and Academic Staff Support Areas**

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
2.4 0.00	Workstations - Re-Entry Programs				
2.4 1.01	Director	168	1	168	Private Office; 12' D x 14' W
2.4 1.02	Data and Evaluation Manager	140	1	140	Shared Private Office; 10' D x 14' W
2.4 1.03	Admin Assistant	140	1	140	Shared Private Office; 10' D x 14' W
2.4 1.04	Multi-Disciplinary Services Manager	140	1	140	Shared Private Office; 10' D x 14' W
2.4 1.05	Parenting Inside Out/Family Support Manager	140	1	140	Shared Private Office; 10' D x 14' W
2.4 1.06	BH/PIO Counselors	140	1	140	Shared Private Office; 10' D x 14' W
2.4 1.07	Transition Specialists	140	1	140	Shared Private Office; 10' D x 14' W
2.4 1.08	Job & Resource Developers	224	1	224	Shared Private Office; 14' D x 16' W
2.4 1.09	Hotel Space	25	6	150	Carrels
2.4 1.10	Storage Room - Supplies	96	1	96	8" D x 12" W'
	Workstation - Adult Education Programs				
2.4 1.11	Hotel Space	25	12	300	Carrels
2.4 1.12	File Storage Room - Secure	96	1	96	8" D x 12" W'
	Common Support Areas				
2.4 1.13	Conference Room	144	2	288	Capacity 6 Persons
2.4 1.14	Conference Room	264	1	264	Capacity 12 Persons
2.4 1.15	Break Room	300	1	300	
2.4 1.16	Server Room	80	1	80	
2.4 1.17	Staff Restrooms	50	2	100	1 Toilet/1 Lav
TOTALS					
Program Code: 2.0		Subtotal - SF		2,906	
Component: Programs and Academic Staff Support Areas		Circulation/Eff. Factor		35%	
		Internal Circulation SF		1,017	
		Total Component SF		3,923	



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BUILDING SPACE PROGRAM

Program Code: **4.0 Facilities Support**
Component: **4.1 RTF Security Control**

Component Number	Staff/Component Description	Unit Std.	Quantity	Net Square Feet	Comments
4.1 0.00	Security Control Support Areas				All components located within staff secure zone. Locate "deep into the facility." Provide intrusion alarm
4.1 1.01	Sallyport	50	1	50	Electronically controlled (from Central Control Room, below) interlocking doors, security glazing vision panel in both doors.
4.1 1.02	Toilet - Staff	50	1	50	Single occupancy, unisex; specialized ventilation.
4.1 1.03	Security Electronics Equipment Room	100	1	100	Low voltage equipment
4.1 1.04	Security Control Room			<u>320</u>	<i>Subtotal</i> ; Provide security glazing with lines of sight to as much of facility as possible, especially the Central Recreation Yard.
4.1 1.05	Duty Supervisor's/Shift Lt./Sgt. Workstation	64	1	64	Partitioned Workstation; 8' D x 8' W
4.1 1.06	Control Consoles	60	2	120	Provide monitors and controls for intercom, public address, telecommunications, personal alarms, IT connectivity. Central control will not control individual security doors to sleeping rooms within the units.
4.1 1.07	Shared Work counter	30	1	30	Fax, printer, shared work surface with movable chair
4.1 1.08	Common/Shared Office Equipment Allowance	80	1	80	Provide pass-through for radio distribution
4.1 1.09	Kitchenette - Small	26	1	26	Includes sink, casework above and below work counter, half height refrigerator, microwave
4.1 1.10	Storage Cabinet	14	1	14	Radios, chargers
4.1 1.11	Emergency Response Storage	80	1	80	911 rescue tool, CPR Mask, First Aid Kits, flex cuffs, restraints, stretchers
TOTALS					
Program Code:	4.0 Facilities Support		Subtotal - SF	614	
Component:	4.1 RTF Security Control		Circulation/Eff. Factor	35%	
			Internal Circulation SF	215	
			Total Component SF	829	



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