



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

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SECTION 1: PROJECT INFORMATION

A. APPLICANT INFORMATION AND PROPOSAL TYPE				
COUNTY NAME Trinity		STATE FINANCING REQUESTED \$ 20,000,000		
SMALL COUNTY (200,000 and UNDER GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input type="checkbox"/>		
TYPE OF PROPOSAL – INDIVIDUAL COUNTY FACILITY /REGIONAL FACILITY PLEASE CHECK ONE (ONLY):				
INDIVIDUAL COUNTY FACILITY <input checked="" type="checkbox"/>		REGIONAL FACILITY <input type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Trinity County Sheriff's Detention Facility				
PROJECT DESCRIPTION New 72 bed county jail with program space.				
STREET ADDRESS 701 Tom Bell				
CITY Weaverville		STATE CA	ZIP CODE 96093	
C. SCOPE OF WORK – INDICATE FACILITY TYPE AND CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) Type II (replacement)	<input checked="" type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, whether remodel/renovation or new construction.				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed		48	16	8
TOTAL BEDS (A+B+C+D)	72			

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 Wendy Tyler

TITLE County Administrative Officer

AUTHORIZED PERSON'S SIGNATURE



DATE

08/26/2015

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 Rick Tippett

TITLE Director of Transportation & Building/Planning

DEPARTMENT

Transportation & Building/Planning

TELEPHONE NUMBER

(530) 623-1365

STREET ADDRESS

31301 State Highway 3

CITY

Weaverville

STATE

CA

ZIP CODE

96093

E-MAIL ADDRESS

rtippett@trinitycounty.org

G. DESIGNATED PROJECT FINANCIAL OFFICER

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

PROJECT FINANCIAL OFFICER

NAME Angela Bickle

TITLE Auditor Controller

DEPARTMENT

Auditor's Office

TELEPHONE NUMBER

(530) 623-8378

STREET ADDRESS

31301 State Highway 3

CITY

Weaverville

STATE

CA

ZIP CODE

96093

E-MAIL ADDRESS

abickle@trinitycounty.org

H. DESIGNATED PROJECT CONTACT PERSON

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

PROJECT CONTACT PERSON

NAME Bruce Haney

TITLE Sheriff

DEPARTMENT

Trinity County Sheriff's Office

TELEPHONE NUMBER

(530) 623-8109

STREET ADDRESS

101 Memorial Drive/ P.O. Box 1228

CITY

Weaverville

STATE

CA

ZIP CODE

96093

E-MAIL ADDRESS

bhaney@trinitycounty.org

SECTION 2: BUDGET SUMMARY

Budget Summary Instructions

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

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

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

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

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

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

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

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

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

B. Readiness to Proceed Preference

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

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

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

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

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

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

C. California Environmental Quality Act (CEQA) compliance

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

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

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

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

LINE ITEM	STATE REIMBURSED	CASH CONTRIBUTION	IN-KIND CONTRIBUTION	TOTAL
1. Construction	\$ 17,891,000			\$ 17,891,000
2. Additional Eligible Costs*	\$ 816,000			\$ 816,000
3. Architectural	\$805,000	\$ 984,000		\$1,789,000
4. Project/Construction Management	\$ 472,000	\$ 243,000		\$ 715,000
5. CEQA		\$ 56,750		\$ 56,750
6. State Agency Fees**	\$ 16,000	\$ 104,000		\$ 120,000
7. Audit			\$ 28,000	\$28,000
8. Needs Assessment		\$85,000		\$85,000
9. Transition Planning			\$75,000	\$75,000
10. County Administration			\$ 80,000	\$ 80,000
11. Land Value			\$200,000	\$200,000
TOTAL PROJECT COSTS	\$20,000,000	\$ 1,472,750	\$ 383,000	\$ 21,855,750
PERCENT OF TOTAL	91.51%	6.74%	1.75%	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):** Cost estimate performed on anticipated scope with conceptual design, current similar projects, escalated to midpoint of construction, anticipated site costs, and construction contingency: \$17,891,000
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:** Full time Inspector, Special Inspections, and Testing @ \$252,600; data, phone, and computer @ \$104,285; Dispatch equipment and antenna @ \$147,715; Radio @ \$125,400.

- b) Moveable equipment and moveable furnishings total amount: \$186,000
- c) Public art total amount: \$0.00

3. Architectural(state reimbursement/cash match):

- a) **Describe the county's current stage in the architectural process:** County is currently working with Architectural firm to determine the program spaces and conceptual designs.
- 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:** Portion of Construction Documents on
- c) **Define the budgeted amount for what is described in b) above:** \$805,000
- d) **Define which portion/phases of the architectural services the county intends to cover with county contribution dollars:** Through approval process of PP's. The County will fund A/E fees into CD's with cash match to better control schedule outcome.

Define the budgeted amount for what is described in d) above: \$984,000

- 4. **Project/Construction Management - Describe which portions/phases of the construction management services the county intends to claim as:**
 - a) Cash \$243,000 and
 - b) In-Kind \$472,000 as state reimbursed
- 5. **CEQA – may be state reimbursement (consultant or contractor) or cash match**
Completed and will be part of County cash match: \$56,750
- 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.** For due diligence County will be state reimbursed. The County understands the costs attributed to SFM plan reviews and inspections and has budgeted \$104,000.
- 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:** County will use county auditor and have budgeted \$28,000 (in-kind)
- 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) :** Consultant provided updated Needs Assessment: \$85,000 (cash match)
- 9. **Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** Sheriff Office staff will work on Transition Planning and anticipated cost will be \$75,000 (in-kind)
- 10.

County Administration – Define the county staff salaries/benefits directly associated with the proposed project. Cost allocation of \$80,000 is for County Administration time and based on approximately 1/3rd salary of PM from General Services throughout duration of project timeline.

- 11. Site Acquisition - Describe the cost or current fair market value (in-kind):** Based on minimum anticipated land value of \$200,000

SECTION 3: PROJECT TIMETABLE

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

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	11/12/2015	2/3/2016	County has completed CEQA
Real estate due diligence package submitted <u>within 120 days of award</u>	11/12/2015	3/2/2016	
SPWB meeting – Project established <u>within 18 months of award</u>	11/12/2015	6/14/2016	Accommodates SPWB agenda/review period
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	1/7/2016	6/23/2016	Submit similar time as SPWB FOR Project Establishment
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)			
Design Development (preliminary drawings) with Staffing Plan	7/11/2016	11/15/2016	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	8/16/2016	3/14/2017	
Construction Documents (working drawings)	12/15/2016	7/12/2017	Additional time for agreements, SFM and BSCC reviews
Construction Bids or Design-Build Solicitation	8/2/2017	9/27/2017	
Notice to Proceed <u>within 42 months of award</u>	10/3/2017	12/4/2017	State process for review and approval of bids
Construction (maximum three years to complete)	12/6/2017	4/10/2019	Anticipating a 16 month construction period
Staffing/Occupancy <u>within 90 days of completion</u>	4/15/2019	6/20/2019	

SECTION 4: FACT SHEET

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

Table 1: Provide the following information

1.	County general population	13,170
2.	Number of detention facilities	1
3.	BSCC-rated capacity of jail system (multiple facilities)	53
4.	ADP (Secure Detention) of system	58
5.	ADP (Alternatives to Detention) of system	6
6.	Percentage felony inmates of system	88%
7.	Percentage non-sentenced inmates of system	87%
8.	Arrests per month	72
9.	Bookings per month of system	70
10.	“Lack of Space” releases per month	7

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.	Trinity County Jail	53	58
2.			
3.			
4.			
5.			
6.			
7.			
8.			

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

Pre-Trial Program		ADP
1.	Alcohol and Other Drug Services - AODS	10
2.	Moral Recognition Therapy - MRT	8
3.	Religious Services	13
4.	Alcoholics Anonymous - AA	9
5.		
6.		
Sentences Offender Program		ADP
1.	Alcohol and Other Drug Services - AODS	2
2.	Moral Recognition Therapy - MRT	2
3.	Religious Services	3
4.	Alcoholics Anonymous - AA	1
5.		
6.		

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

Assessment tools		Assessments per Month
1.	Virginia Pretrial Risk Assessment Instrument	All detainees
2.	Golden Eagle IMS Inmate Classification Program	All detainees
3.		
4.		
5.		
6.		

SECTION 5: NARRATIVE

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

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

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

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

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

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

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

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

General Merit Factors

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

Special Factors:

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

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

General Merit Factors:

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

Special factors (GC section 15820.936(c)):

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

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

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

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

General Merit Factors:

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

Special Factors

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

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

General Merit Factors:

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

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

General Merit Factors:

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

6. Readiness to Proceed

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

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

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

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

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

Notes:

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

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

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

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

- A. Names, titles, and positions of county construction administrator, project financial officer, and project contact person.
- B. Approving the forms of the project documents deemed necessary, as identified by the board (SPBW) to the BSCC, to effectuate the financing authorized by the legislation.
- C. Authorization of appropriate county official to sign the applicant's Agreement and submit the proposal for funding.
- D. Assurance that the county will adhere to state requirements and terms of the agreements between the county, the BSCC, and the SPWB in the expenditure of state financing and county match funds.
- E. Assurance that authorizes an adequate amount of available matching funds to satisfy the counties' contribution. The identified matching funds in the resolution shall be compatible with the states' lease revenue bond financing. (see page 4 of this form for description of compatible funds)
- F. Assurance that the county will fully and safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations, Chapter 1, Subchapter 6 section 1756 (j) 5) within 90 days after project completion.
- G. All projects shall provide the following site assurance for the county facility at the time of proposal or not later than 90 days following the BSCC's notice of Intent to Award: 1) assurance that the county has project site control through either fee simple ownership of the site or comparable long-term possession of the site and right of access to the project sufficient to assure undisturbed use and possession of the site; and, 2) will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the BSCC, for so long as the SPWB lease-revenue bonds secured by the financed project remain outstanding.
- H. Attestation to \$_____ as the current fair market land value for the proposed new or expanded facility. This can be claimed for on-site land value for new facility construction, on-site land value of a closed facility that will be renovated and

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

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

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

PROPOSAL CHECKLIST

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

1: STATEMENT OF NEED

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

The Trinity County Jail Needs Assessment (JNA), completed in January 2012, describes the County's existing jail facility as "outdated, linear, compacted, staff-intensive and unsafe." The jail consists mostly of dormitories with double bunks that create extremely dangerous operational situations for officers, staff, service providers, volunteers and inmates on a daily basis. Data and findings presented in the 2012 JNA indicate that if past relationships between admissions, detention days served and County population continue – *and the potential impact of AB 109 is considered* – the Sheriff's office could potentially need additional beds beyond what is being requested in their SB 863 application by 2019. However the County is committed to alternatives to incarceration and the long term financial impacts of operation costs. It should be noted that the 2012 JNA had concluded that 107 beds would be required by 2020.

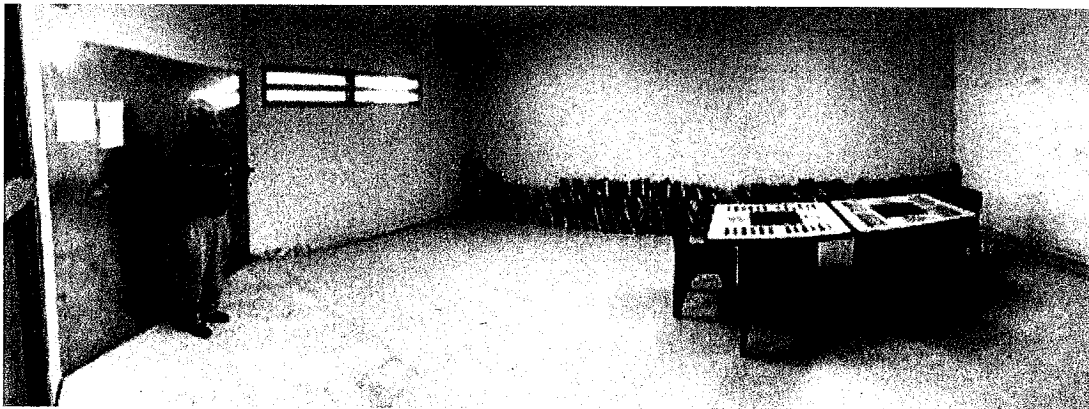


Primary Circulation from Intake to Support and Housing Spaces – Dangerous and Unsafe

The fact of the matter is that the existing jail is at the end of its useful life. It

has become expensive and difficult to maintain and, just as importantly, it was designed to hold a less sophisticated and less violent type of inmate. The current facility limits the ability to segregate inmates by specific classifications: in many cases it is *impossible* to do so and the lack of high security and segregation cells has forced the Sheriff to contract with CDCR to house violent and unruly inmates. The same is true because of the lack of medical and mental health beds: inmates requiring specific medical or mental health needs are *also* sent to CDCR. This situation has increased the County's cost of operation *and will* continue to have a significant impact on the Sheriff's budget until the current jail is replaced.

The JNA also addresses the lack of critically needed program space. The current facility has only *one* room that was designed to administer adult offender programs. Exacerbating the situation is the fact that this room is located at the *furthest* point from a staffed station, making it virtually impossible to monitor. Additionally, service providers have declined requests to provide programs because of safety and security concerns due to the location of this room.



Programs Room – Isolated and Unmonitored

In addition to the lack of the program space, the jail has *only one* outdoor recreation yard. The configuration and location of the recreation yard allows for contraband to easily infiltrate the jail.



Outdoor Recreation Yard – Contraband is often thrown over the fence

The 2012 JNA recommends constructing a new jail on a more secure site adjacent to the County's Juvenile Hall. This will allow mutual support between *both* detention facilities in key operational areas as such as food service, laundry and bulk storage. The two facilities will also be able to share service providers for medical and dental care, selected programs and maintenance.

Jail System Overview: The current Type II adult detention bed capacity at the Trinity County Jail has 53 total beds (Table 1.1 below).

**Table 1.1 – Trinity County Jail CSA Rated Bed Capacity
(Table EX.1 of the 2012 JNA)**

Single Cell Beds	7	Beds
Double Cell Beds	16	Beds
Dormitory Beds	30	Beds
Total Beds	53	Beds

Source: Trinity County Sheriff's Department

The Trinity County Sheriff's Office was established in 1851. In addition to providing general law enforcement services, the Sheriff's Office operates and maintains the jail, which is the County's only adult detention facility. The current facility was designed and constructed in 1976 to hold 24 inmates. An addition to the facility in 1991 increased its capacity to 53, which is its current maximum population. The jail's building area is 21,015 sf, including a 2,100 sf recreation yard. As a comparison, the new jail will be comprised of 27,054 sf, including a 1,254 sf *secure* recreation yard.

The capacity level of 53 was sufficient ten years ago when the facility typically averaged 30 in-custodies. For the past several years, however, the facility has had to operate at *or over* capacity. Although the ADP spiked at 61 in 2012, the use of alternatives to custody and early release programs have allowed jail staff to maintain an ADP of 57 and 58 through 2013 and 2014, respectively. ADPs of 57 and 58, however, are still *in excess* of the jail's maximum capacity as noted in the most recent BSCC Inspection Report.

From an operational standpoint, the vast majority of the jail population has not been sentenced and remains in-custody, awaiting court proceedings. In 2008 the pretrial presentenced inmate population was 70%, which increased to 86% in 2014. The factors which cause this high percentage of pretrial, presentenced population are not within the Sheriff's control: the District Attorney's Office incurred *significant* budget cuts

over the past few years reducing total staff to only *two* attorneys and the serious nature of the offenses disqualifies the majority of inmates from alternatives to custody and early release programs.

Given the age and antiquated design of the jail, the need for a modern and expanded facility is imperative. While the facility is “grandfathered” under previous regulations that were in place when the jail was constructed, it has significant deficiencies and non-compliant conditions that pose significant operational, safety and security issues on a daily basis:

- Two bunks in cells rated for only *single* capacity
- Multiple occupancy cells and dormitories with more bunks than their rated capacity
- Temporary cots that do not meet the minimum BSCC standards and exceed capacity of unit
- Dayrooms that do not have the required square footage because temporary cots have been placed in them

All of these findings of non-compliance are related to overcrowding and create a situation that will become even *more* impacted with the influx of AB 109 inmates.

“Jail steel” is prevalent in many areas of the facility, which allows easy and unnecessary opportunity for self-harm or, worse, suicide. Further, officers are exposed to anything that inmates may throw through the bars, including bodily fluids that may carry HIV or Hepatitis C. Contagious diseases such as flu and tuberculosis are *also* easily spread in this environment.

Another significant non-complying condition is the serious lack of beds: there are not enough beds to meet present *or* future detention projections *and* there are too many dormitory beds (30 of the 53 BSCC rated beds are located in dormitories). Further, the jail was designed to house minimum and medium-security inmates; the *majority* of inmates currently being housed are classified as *maximum-security* individuals.

In addition to the foregoing safety, security and operational issues, the jail's physical plant presents the County with significant maintenance and budget issues on basically a continual basis. Most significantly, the age of the building's systems require extensive and almost daily maintenance and they have become prohibitively expensive to operate. Maintenance costs have increased annually and are projected to increase at an even faster rate as the facility and its systems deteriorate. Worse, because of the continual overcrowding, it is virtually impossible to vacate housing areas to perform even basic maintenance work.

Medical treatment spaces are essentially nonexistent and not adequate for the rated bed requirement. These spaces are located off the same corridor where new arrestees are processed, making it considerably easier for incoming inmates who are sick to spread disease and illness. Additionally, there are no provisions for inmates who have mental health issues. Currently COs must double as caregivers due to the lack of adequate space designed for special needs inmates and the County's rural nature, which makes it cost prohibitive to contract with medical care providers. Lastly, there is only one sobering cell and the jail does not have a safety cell.

In summary, the essential design and operational improvements that a new jail

will provide to improve security, manage inmates *and* comply with current Title 24 requirements will improve the safety, operational and health deficiencies which the Sheriff's Department must address on an almost *daily* basis. As such, the 2012 JNA and 2015 JNA update recommends replacement of the County's aging jail to enable the Sheriff's Department to provide justice services, in a dignified and effective manner, on behalf of the Citizens of Trinity County.

2: SCOPE OF WORK

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

Because the specific needs identified by the JNA align with the funding criteria outlined in SB 863, Trinity County and the Trinity County Sheriff's Office are applying for funding which would enable the County to address critical space *and* program deficiencies in its existing jail through the planning, design and construction of a new jail facility. The new jail will address security, safety, program and efficiency issues which the Sheriff's Office faces – on a daily basis – by operating in the County's existing jail. The new jail will provide a safe, secure, highly structured, staff efficient and service focused custody facility where inmates of all security classifications can receive services and participate in evidence-based programs. The proposed project, which will be located next to the County's existing Juvenile facility, will provide:

- A new jail administration suite offering a secure lobby, visitation room, staff training room and a dispatch control room.
- A new intake wing with new holding cells, pre-booking room, safety cell, property room, group holding and the jail's central control.
 - Central control will have visual control over all areas of the new jail.
- A new medical/dental unit with exam room, nurse's station, records room and medical equipment area.
- A new laundry facility.
- Facilities for Correctional Officers and Service Providers including locker rooms, showers, a break area and an outdoor courtyard.
- New program space conveniently adjacent to the dayrooms and the new housing units.
- A new central kitchen with support space and program areas for inmate culinary programs.
- A new housing wing with the following types of units with indirect supervision:
 - 32-Bed General Population Dormitory Unit
 - 8-Bed Special Needs Unit (single cells)
 - 16-Bed Female Housing Unit (double cells)
 - 16-Bed Male Maximum Security Housing Unit (double cells)
- A new recreation yard fully separated from public access and directly accessible from the dayrooms of the new housing units
- New staff and visitor parking areas with clear sight lines and efficient circulation layout.

The SB 863 new jail project will not only address and correct many of the daily operational challenges and deficiencies that the existing jail imposes, it will provide adequate housing and much needed dedicated space to offer inmates a wider range of education, prevention, intervention and counseling programs to develop skills that will prepare them for their return to the community.

The following is a detailed description of the proposed scope for the new jail.

Housing Units: Each of the new housing pods accommodates a variety of cell types and bed arrangements to provide the Sheriff's Office with the ability to segregate and classify inmates in a flexible and effective manner. The existing jail does not allow this and COs must regularly adjust holding arrangements based on inmates in custody at the time, which is a changing situation that is continually in flux. A total of 72 beds are provided in the new design in four distinct, indirectly supervised housing units: A dormitory unit (32-beds), a much needed special needs housing unit (8-beds in single cells), a unit for female detainees (16-beds in double cells) and a maximum security unit for men (16-beds in double cells). Dayrooms in each unit are configured and sized to house the total capacity of their respective housing units. Natural light and daylighting will be introduced into the dayrooms and cells via clerestory windows and skylights.

The housing units will be indirectly supervised by a raised central control unit at the center of the podular layout. Direct visual control and observation will be provided to each dayroom and the shared outdoor recreation yard. Rough-in conduit will be provided for the installation of a future video visitation system.

Program Rooms: Two large, multi-use program rooms will be centrally located within the facility – directly adjacent to the new housing units – to provide space for

much needed training, intervention and counseling programs. These rooms will be arranged to accommodate a variety of programs and services, including the Cognitive Behavioral Therapy and Seeking Safety programs. Both program spaces will be served by a storage room accessible to each space and there will *also* be a secure, main storage room, reported as an important need by outside service providers.

New Kitchen and Laundry Areas: The design for the new jail will provide space for new kitchen and laundry facilities that will serve not only the new jail, but the County's Juvenile facility as well. Additionally, rehabilitative and training programs will be provided to inmates to assist in the re-entry process. A culinary program will be set-up and run out of the new kitchen which will provide experience in menu-planning, food preparation, cooking and serving.

Intake Wing: The new jail includes efficiently laid-out spaces to support the Sheriff's intake duties. An enclosed vehicular sally port provides a secure point of introduction for detainees and further processing into the jail itself. The jail's central control will be located in the Intake Wing, which will also house a much needed safety cell, property room, holding cells and interview rooms.

Staff Support Areas: As noted elsewhere in this narrative, staff recruiting and retention is a challenge for the Sheriff's Office, especially female custody staff. A well-designed new jail will provide a much needed effective and efficient working environment that will build professionalism, comradery and pride. Directly supporting this goal is the inclusion of custody staff locker rooms, showers and a breakroom with an outdoor courtyard. The County's existing jail has none of these spaces and this stresses the custody staff in a very real and taxing way. New facilities that provide a

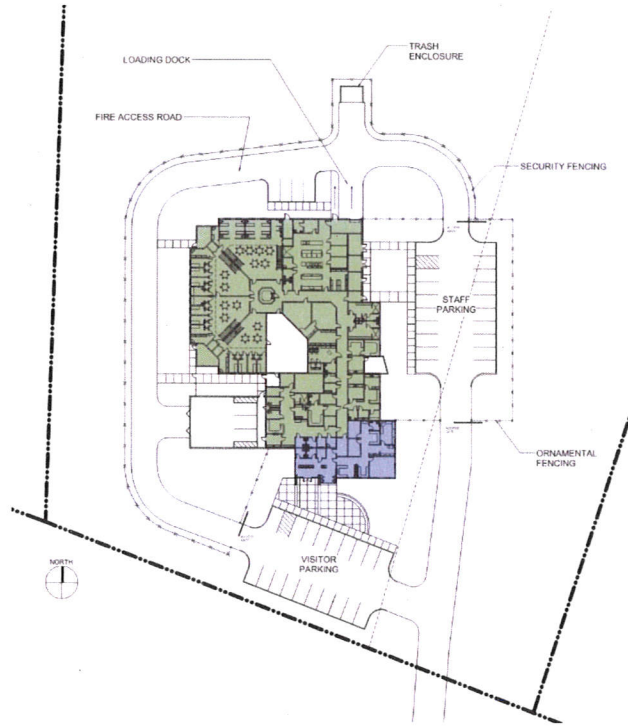
professional environment will go a long way in helping the Sheriff recruit and retain officers for the jail. This will have direct benefit to the professionals who provide focused services in a custody environment.

Medical Suite: Much needed spaces for the provision of basic medical and dental services will be provided in the new jail's medical suite. This portion of the jail will be comprised of an exam room, a records room, a nurse station and a medical equipment room. The new built environment will allow the County to now potentially attract contract service providers.

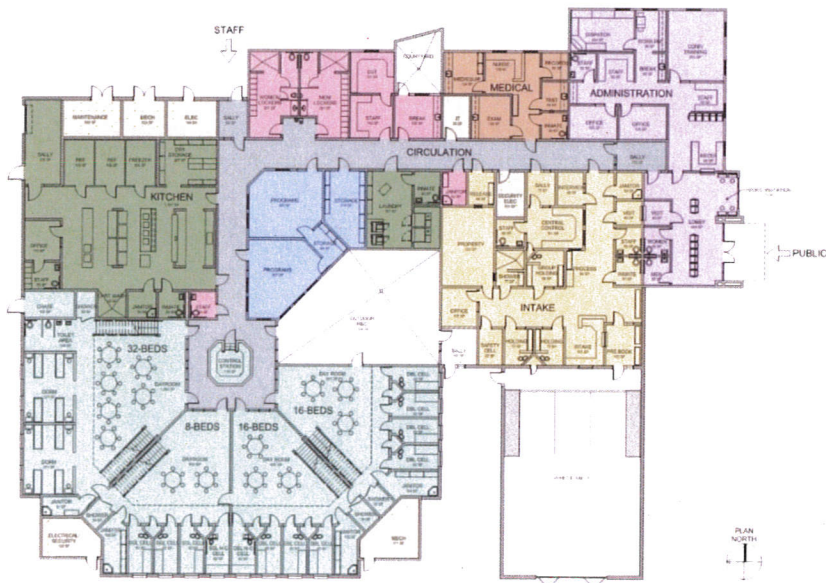
New Administration and Visitation Suite: The new administration and visitation suite will provide the new jail's public face and "front door" to the community. This is an important aspect in the design of a new jail for small, rural counties like Trinity. Jails provide a necessary service to the community and, when the Sheriff's Mission Statement is considered – which states that the *"preservation of basic human rights and maintenance of individual dignity under the rule and spirit of law"* – the design for the new jail itself will be dignified and will express that basic human rights, even for those who are incarcerated, are at the center of the operation of the facility. The new public lobby will be secure but convey a feeling of welcome and openness. Providing an environment with these attributes provides the calming and reassuring qualities that reduce stress and make visitations dignified.

Like the rooms and spaces in the proposed Staff Support Areas, the rooms in the administration wing are well laid-out and will provide a professional working environment. This area includes offices for the Sheriff's Department, a training/conference room and a dispatch control room.

The following diagrams – Site Plan and Floor Plan – depict the proposed site layout, circulation and the relationship of the major architectural program elements.



Site Plan



Floor Plan

3. PROGRAMMING AND SERVICES

Describe the programming and/or treatment services currently provided in your facility.

Trinity County is committed to providing a diverse and proven range of programming. Evidenced-based programming for inmates has proven to have a positive and substantial effect on the level of tension in the facility and reduces recidivism after release.

Shortly after the enactment of AB 109 legislation, Trinity's Community Corrections partnership met to discuss and determine which evidenced-based programs and services would have the greatest impact on high risk offenders while *improving* offender recidivism. One of the biggest challenges the County faced, of course, was the lack of program space at the jail. This critical lack of space limited the number of potential programs that could be offered and made the decision on which programs to offer all more the crucial.

After lengthy discussions and with the help of Trinity County Behavioral Health, the County identified the Moral Reconciliation Therapy (MRT) program as having the greatest potential for education, reform and effectiveness given their limited resources. MRT is the premiere, evidenced-based, cognitive-behavioral program for substance abuse treatment and for criminal justice offenders. As such, the County has been offering MRT for going on two years now. Trinity County Behavioral Health reports that many inmates that start the program while in-custody voluntarily request to complete the program, *on their own time*, once released from jail.

In addition and despite the lack of program space, the following programs are also offered:

- Inmate Religious Programs – Inmates are allowed to practice their legitimate religions, subject only to the limitations necessary to maintain order and security. The Jail Commander determines legitimate religious practices after consulting with the volunteers who conduct the services *and* after reviewing the supporting material which describes the principles that support each religion's practice. Inmates who do not wish to participate in religious counseling or services are not exposed to such activities.
- Educational Programs – The Shasta County Adult Education and GED Program provide the educational resources, information and instructional DVDs used by inmates. Educational programs provided include basic education courses, general education development and a basic course leading toward GED preparedness.
- Social Services Programs (Drug, Alcohol, Mental Health Counseling) – Social Services programs and counseling are made available to interested inmates and/or as directed by the court. These programs include Narcotics and Alcohol Anonymous, Alcohol and Other Drug Services (AODS), Tele-psych services and counseling services.

Presently, these programs can *only* be offered once a week because there is *only one* program room at the jail. With the addition of much needed program space in a new jail, service providers have informed the Jail Commander that many programs could be offered *multiple times* a week thereby increasing their effectiveness

considerably.

Every jail in the State of California has seen a dramatic increase of inmates with special needs. The critical lack of mental health beds requires that local jurisdictions not only house these inmates, but provide treatment as well. For example, 75% of women and 63% of men in local jails have at least *one* mental health problem. Further, studies have found that psychological disorders, including depression, bipolar disorder and trauma related disorders, are rampant among inmates and mental illness itself is a risk factor for jail. The foregoing stated, the County's need for a new facility that is designed and equipped to provide programs and treatment is essential in addressing these problems.

Public health officials and research points to the closure of state psychiatric hospitals in the late 1960's as the main reason for the rise in mental illness in prisons and jails. The closures were meant to allow patients to return to their families and live independently. In the ensuing decades, however, individuals once housed in these institutions found themselves arrested, often for minor offenses.

For many individuals, the path to incarceration started in childhood marked by trauma and poverty. They have grown-up in homes witnessing violence and sexual abuse and their caregivers going in and out of jail. As they have grown-up, their conditions worsen and these fragile men and women turn to drugs and alcohol to soothe their anxiety and pain. New and innovative programs must be implemented to address the special needs of this population and reduce the likelihood of them returning to jail.

To address these issues, Trinity County has developed a close collaborative partnership with Trinity County Behavioral Health. This partnership has been ongoing for three years now with proven and demonstrable results despite the inadequacies and conditions in the existing jail. With the additional program space a new facility will provide, the County will provide *two* additional and vital programs to address the needs of its mentally ill jail population:

Cognitive Behavioral Therapy (CBT): CBT is a form of treatment that focuses on examining the relationships between thoughts, feelings and behaviors. By exploring patterns of thinking that lead to self-destructive actions *and* the beliefs that direct these thoughts, individuals with mental illness can modify their patterns of thinking to improve coping. CBT is a type of psychotherapy that is different from traditional psychodynamic psychotherapy in that the therapist and the patient actively work together to help the patient recover from his/her mental illness. Studies have shown that CBT actually changes brain activity in mentally ill people who receive this treatment, which suggests that the brain is actually *improving* its functioning as a result of the therapy.

Seeking Safety (ST): ST is an evidenced-based, present-focused counseling model to help people attain safety from trauma and/or substance abuse. It directly addresses both trauma and addiction without requiring people to delve into detailed traumatic memories. This makes it relevant to a very broad range of individuals and effective to implement.

ST was developed in 1992 under grant funding from the National Institute on Drug Abuse. The model is highly flexible. It can be conducted in group or individual format, for men and women, adults or adolescents, for any length of treatment, any

level of care, any type of trauma and any type of substance. ST has been successfully implemented for several decades across vulnerable populations including the homeless, those in the criminal justice system, domestic violence victims, the severely mentally ill and veterans.

The chart below outlines Trinity County Jail's current programming capacity and total program hours. Programming is extremely limited due to the lack of program space, the location of the one program space (Jail Library) and many providers unwillingness to provide programs in the space due to safety concerns.

Program	Location	Capacity	Program Hrs/Week
Alcohol and Other Drugs Counseling Services (AODS)	Jail Library	10	1.5
	Male	10	1.5
	Female	10	1.5
Moral Reconciliation Therapy (MRT)	Jail Library	10	1.5
	Male	10	2.0
	Female	10	2.0
Religious Services	Male	10	2.0
	Female	10	2.0
Alcoholics Anonymous	Male	10	1.0
	Female	10	1.0

Source: Trinity County Sheriff's Department

Pretrial ADP: During the period from January 1, 2013, through December 31, 2013, the Trinity County Jail had an Average Daily Population (ADP) of 57 inmates. The

ADP of inmates on Pretrial status over this period was 46. As the data indicates, the percentage of inmates on pretrial status for this time period was 81%.

Trinity County Jail Facility Bookings, Jail Inmate ADP and Felony Percentages 2008-2014						
Year	Jail Inmate ADP					Felony Inmates Percentage
	Total Bookings	Ave Monthly Bookings	Annual Pretrial	Annual Sentenced	Total Jail ADP	
2008	931	78	30	13	43	66%
2009	891	74	28	11	39	68%
2010	1,013	84	31	9	40	70%
2011	1,065	89	41	9	50	77%
2012	954	80	47	10	57	83%
2013	839	70	46	11	57	86%
2014	839	70	50	8	58	88%
Average Yearly Bookings & Inmate ADP	933	78	39	10	49	77%
Yearly Average 2008-2011	975	81	33	11	43	70%
2012-2014	877	73	48	10	57	86%
(%) 2008-2011			75%	25%	100%	
(%) 2012-2014			83%	17%	100%	

Source: Trinity County Sheriff's Department

Trinity County's Risk-assessment-based Pretrial Release Program: Trinity County's current and continuing approach to reducing the need for jail custody beds is the result of collaborative efforts among key local agencies including the Courts, Corrections, Probation, Public Defender, District Attorney, Social Services, law enforcement and County executive staff. A key aspect of this process has been the acceptance of the fundamental tenants of evidence-based practices and the agreement among the agencies to support these key principles in local programming efforts. The

County's criminal justice system uses validated actuarial assessment tools to guide program and supervision decisions and has established analytic capacities to monitor relevant trends and evaluate what is and is not working, always aiming to develop programs that are proven effective in specifically targeted offender needs. The primary alternative to incarceration programs which have been substantially expanded with the implementation of Realignment include the following:

- Misdemeanor: All suspects arrested for misdemeanors are cited and released.
- Pre-Trial Release: A dedicated Probation staff works with jail personnel to interview defendants, check references and make recommendations so judges can quickly make informed decisions about recognizance releases and conditional supervised OR releases. The purpose of the initial booking interview is to obtain information on the arrestees' community ties and criminal record, in order to determine eligibility for release. The Pre-Trial program uses the Virginia Pre-Trial Risk Assessment Instrument (VPRAI) and the National Council on Crime and Delinquency (NCCD) Correctional Assessment and Intervention System (CAIS). Additionally, the Pre-Trial Release program managed through the Probation Department also provides the Courts with an alternative supervised OR option. The Supervised Own Recognizance release is a conditional release. Defendants released on Supervised Own Recognizance agree to comply with Court-ordered conditions, which are closely monitored by officers assigned to the Alternative

Corrections Unit or their designees and are beyond those associated with traditional Own Recognizance Release.

- Pre-Arrestment Felony Agreement to Appear: The Trinity County Sheriff and the Superior Court are in agreement whereby lower level felony offenders are released from the Trinity County Jail on an agreement to appear after having met the criteria as set by the Court. The review for the felony release applies only to new probable cause arrest charges. Persons in custody by warrant are not eligible for felony release except at the direction of the court. Persons eligible for this must live in Trinity County or a contiguous county. Disqualifying factors include the following: the arrestee cannot be on felony probation or parole in the past 12 months, the arrestee cannot have been convicted of a serious felony as enumerated in PC section 1192.7(a)(1) cannot have a history of failure to appear within the last five years. Finally, there cannot be a reasonable likelihood that the arrestee will continue the criminal conduct that the arrestee was arrested for, the arrestee cannot be demanding to be taken forthwith before a magistrate, the arrestee cannot present a danger to another person or the community and, the arrestee cannot have citizenship outside of the United States.
- Alternative Custody Programs: The Chief Probation Officer of Trinity County, as a designated chair of the Trinity County CCP also operates the following alternative custody programs in partnership with the Trinity County Sheriff: (a) 4024.2 PC - Work Program, (b) 1203.016 PC Voluntary Electronic Monitoring Program.

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

The SB863 facility will allow for the proper housing of inmates in a safe, secure manner and support the primary objective of reducing recidivism in Trinity County. Trinity County has a justice philosophy of reentry programming rather than expanding incarceration capacity. This commitment is grounded on the recognition that if we provide the incarcerated members of our community the appropriate resources they need to be successful in reentry, a reduced amount will re-offend and therefore reduce dependency on additional beds.

Inmate Programming: There will be a minimum of two program rooms to accommodate a variety of programs which include group therapy, multiple educational instruction, vocational training, religious services, behavioral and life skills training, etc. The multiple program rooms will allow the Sheriff's Office to expand a wide range of these evidence-based programs. Both Program rooms will be directly adjacent to housing units to allow direct access in lieu of moving inmates or mixing different classifications within the circulation corridor. They will also have direct sight lines from staff control station for observation and security of service providers.

The conceptual design for programming rooms are multi-purposed, will accommodate a variety of functional uses and allow for flexibility to supplement contracting with qualified community based and private service providers. Trinity County will have the ability to implement additional programming and other interventions that will facilitate the successful reentry of inmates from the jail to the community. The new

space, will allow the County to offer more programs to more inmates, with various classifications and expand services. Programming at the new facility will be intensive, reentry focused, incentive based, address criminal thinking and focus on vocational and educational training.

Job Placement: Securing employment can facilitate successful reentry for people leaving correctional facilities. The objective is to establish and provide career training programs for incarcerated adults during the 6 month period before release from jail. The career training programs will apply evidence-based practices provided in *“What Works in Job Training: a Synthesis of the Evidence,”* released by the U.S. Department of Labor. The Sheriff’s Office will partner with the local Workforce Investment Board and create formal partnerships with local education institutions to expand current instructors, accredited programming and a direct path to continuing education. As research suggests students learn better when content is taught in real-world contexts, relates to student lives and links conceptual ideas with genuine problems; therefore the objective of additional educational and vocational programming will be to teach students in the most real world context possible within the new facility.

Medical and Mental Health Treatment: The new facility will be designed to accommodate inmate services for Medical and Mental Health treatment needs.

Medical Area: The new building will provide a functional medical area that supports the needs of the medical care provider, the organization contracted to provide medical and mental health services to Trinity County. In addition to appropriately sized exam room, the medical area will include a nurse station and work area, inmate toilet for

sampling, small records and a separate medication and equipment room. Inmates that require more acute medical assistance will be transferred to another facility.

Dental Exam: Inmates requiring a dental exam or treatment will be transferred to an offsite facility.

Interview/Counseling Room/Mental Health: The interview room will allow for individual interviews and/or treatment. This room will also be equipped with technology to support individual assessment material and tele-psychiatry.

Resolving Antiquated and Unsafe Housing: The new facility will replace the poorly designed and unsafe housing that currently exists. The new housing capacity of 72 – Beds will replace the existing 53 – Beds and be a more secure and appropriately sized housing units arranged in a podular design to provide good staff sightlines for proper supervision and staff efficiency. The new housing will provide Inmates with easy access to outdoor recreation and program space. Support services will be close to housing which minimizes inmate movement and encourages opportunities for inmates to be outside of their units, participating in activities and receiving treatment.

Staffing for Programming, Services and Housing: Trinity County is committed to providing the necessary staff and funding required for staffing and implementing programs for the facility.

Programming: Community service providers, County Behavioral Health, the Probation Department and contracted service providers will continue to support and supplement programming needs at the new facility. These agencies will provide the needed resources for the current and expanded programs for the new facility. There will be an increase in programs given the additional space being provided and the funding

for these programs will be provided through existing revenues sources such as the Trinity County CCP.

Medical and Mental Health Services: Since this is a new facility, the Sheriff's Office will continue to contract with the Mountain Valley Health Care District to provide medical services, Trinity County Behavioral Health and Contract Pharmacy Services Inc. to continue to provide the medication needs. Trinity County does not anticipate any increases in costs.

Housing and Support: The new design is specifically designed to be staff efficient and minimizes movement for services. The largest benefit to custody staffing for the replacement facility is the elimination of staff required to accompany inmates for outdoor recreation. The current facility has one outdoor recreation yards for males and females. The new facility will have outdoor recreation as part of the building directly adjacent to the housing units and easily supervised by correctional staff at the control station. In addition, custody staff will no longer need to dedicate hours to sweep the perimeter of the site in search of contraband tossed over the fence prior to allowing inmates the opportunity for recreation. Support staff utilized for transportation, Programs, Sergeant, control, clerical, etc. are all staff that currently work and manage the existing facility. These positions will remain in the replacement facility and are not anticipated to increase.

4: ADMINISTRATIVE WORK PLAN

Describe the steps required to accomplish this project. Include a project schedule and list the division/offices including personnel that will be responsible for each

phase of the project and how it will be coordinated among responsible officials both internally and externally.

Trinity County has developed a project management, construction and administrative work plan specifically to address the needs of the proposed SB 863 Trinity County Jail Programs, Treatment and Replacement Housing project. This work plan supplements County resources while assuring the project scope, project schedule, construction budget and construction quality are maintained. The work plan methodology described below is consistent with other capital improvement projects undertaken by Trinity County. The County has selected the Design-Bid-Build Delivery Method for this project to provide the most product for the dollar.

Project Management: The Trinity County SB 863 Jail Programs, Treatment and Replacement Housing project will be handled from start to finish by a Project Management Team (PMT), the Architect/Engineer (A/E) consultant and supported by a Construction Management (CM) consultant. Members of the PMT and the A/E have been involved in the planning and preparation of this application and will continue to participate along with the CM throughout the Planning, Programming, Schematic Design, Design Development, Working Drawings, Bidding, Construction and Occupancy. The Project Management Team members will consist of representatives of the Sheriff's Department, General Services, Administrative Office and representative of other County agencies as needed:

Project Management Team

- Judy Morris, Chair, Trinity County Board of Supervisors
- Bruce Haney, Trinity County Sheriff

- Rick Tippett, Sheriff's Project Manager
- Ann Lagorio, Alternatives & Programs
- Tony Miller, General Services Project Manager
- Wendy Tyler, County Administrative Officer
- Representatives of other County Agencies as needed including County Counsel, County Administration, Behavioral Health, Information Services, Development Services, etc.

The Project Management Team will be responsible to provide regular updates and review to the Board of Supervisors. Rick Tippett has also been designated as the County Construction Administrator.

Trinity County General Services and County Administration will provide the overall coordination of the project and provide direct administration and oversight of the Project Management Team. They will also oversee and manage the contracted CM firm and A/E consultant group.

Sheriff's Department members of the team will include Rick Tippett as the Sheriff's Project Manager and Ann Lagorio, Supervisor of Alternatives & Programs for the Sheriff's Department. These individuals will represent the interests of the Sheriff and provide technical assistance and operational expertise. Sheriff Haney will also lead the Transition Team.

Auditor Controller Angela Bickle will serve as the Financial Officer for the project coordinating with other County Departments on all financial aspects of the project, including close coordination with the Treasurer Tax-Collector for cash management of project costs. The Project Management Team will also include the expertise, as needed,

of staff from other County Agencies and Departments: Sheriff, Building and Grounds, County Administrative Office, County Counsel, Development Services, Behavioral Health, Information Services and others.

Clerical support for accounting, project record keeping and documentation will be provided by County Administration and Sheriff's Office. A full-service CM will be contracted to provide all aspects of construction management. A contracted A/E will be responsible for the development of the Construction Documents, Bidding support and Construction Administration support.

The County Administration Office will process consultant and contractor payment applications and in turn, submit them to the State for reimbursement. County staff have project administration systems that utilizes both proven monitoring and control protocols. Designated County staff will respond to the Board of State and Community Corrections (BSCC) on all contract matters and the A/E will respond to all minimum codes and standards issues. An integrated project delivery process will be used for programmatic and quality control delivery in which the County, construction management firm will assist with the monitoring, scheduling and coordinating all activities on behalf of the County and Sheriff's Department.

Project Events and Timeline: The development of the project events and timeline for the Project has been completed in collaboration with the Project Management Team and the Architect to ensure that the dates are achievable. This timeline includes review periods and requirements of State agencies, including the BSCC, the State Public Works Board (SPWB), the Department of Finance (DOF) and the Office of the State Fire Marshal (OSFM). Major project events and timeline include:

- Continuous analysis of the requirements of Titles 15, 19 and 24 of the California Code of Regulations including the required reviews and inspections by staff for the BSCC and the State Fire Marshal.
- Ongoing schedule review and analysis to be certain that the project is ready for occupancy as planned.
- Constructability reviews during design and during the preparation of construction documents to use the most effective construction means and methods in order to ensure competitive bidding and to reduce change orders.
- Peer review during the preparation of design and construction documents to provide the best possible solutions to design and construction issues.
- Marketing of the project to potential contractors and sub-contractors to increase the potential for competitive bids and to increase the number of bidders.
- Construction inspection.
- Construction closeout activities including: punch list development and the monitoring of the completion of punch list items; cost reconciliation and final audit; final invoice and progress payment; collection of warranties; preparation of the final "as-built" drawings; and collection of operation and maintenance manuals. Transition and move-in activities including: equipment commissioning; facility "shake-down"; operations and security "walk-through"; staff occupancy training.

5: BUDGET

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

Lionakis was contracted with Trinity County to provide a Needs Assessment update, programming and conceptual design for new housing units, inmate and staff support areas and program spaces. The application design was based on square footages derived from (1) Sheriff's Office staff discussions regarding space needs, (2) acceptable functional use areas and spaces utilized in these types of facilities, (3) current and anticipated future programs and (4) state minimum jail standards. A professional cost-estimate was provided by Reliable Cost Estimating, discussions on current staffing patterns compared to the conceptual design, appropriate contingency and construction costs escalated to the projected mid-point of construction. The construction estimate was reviewed by the County and Lionakis for accuracy and intent. Fees, equipment and systems, site development and staffing for the project budget were based upon the scope of the conceptual design and the complexity of the project type. Percentages and allowances were determined by industry averages and/or experience from prior construction projects.

For this project, the County used Lionakis, a recognized architectural design firm with comprehensive correctional design and cost effective building experience. The

proposed project has been planned with simple but clean housing unit delineations between classifications, efficient staff supervisory positions, clear lines of security detention areas and other more open building program spaces. Working with the design team, the Sheriff and County staff explored using innovative, cost effective methods for construction, both pre-fabricated and onsite construction, more conventional finishes in program areas and economies of scale where applicable. Throughout the design process, the County will be seeking to emphasize the most efficient capital cost by identifying, proposing and utilizing the most cost effective method of construction where feasible while balancing long term operational costs.

For the new Trinity County Jail, the Sheriff's Office and County Administrative Office staff is seeking building designs which require similar staffing requirements to the existing jail which will translate into reduced long-term lifecycle cost expense to the community taxpayers. The County intends on not only minimizing capital construction costs, but is specifically mindful of the need to decrease lifecycle cost and thus, annual staffing and operations cost of the new jail housing area, medical and mental health services space, staff support space and expanded program areas. The programming and inmate services spaces designed for the project incorporates what research and current implement programs is showing will aid in reducing recidivism and controlling crime if offered the available space to provide them. The project specifically provides much needed program and vocational training opportunities for male and female inmates that will contribute to offender reentry efforts. This will also provide the new jail the ability to implement more varied inmate programming options in a more safe and secure, durable but normative and energy efficient building.

Programming: In partnership with Trinity County Behavioral Health the Trinity County Jail has implemented the Moral Reconciliation Therapy (MRT) which is an evidenced-based cognitive-behavioral program for substance abuse treatment and for criminal justice offenders. In addition to MRT the Trinity County Jail also offers Inmate Religious Programs, Educational Programs offered by Shasta County Adult Education, Social Service Programs such as Narcotics and Alcohol Anonymous, Alcohol and Other Drug Services (AODS), Tele-psych services and counseling services, Cognitive Behavioral Therapy (CBT) and Seeking Safety (ST).

Health Contracted service providers, community providers including Social Services Department, will continue to support programming needs at the new Trinity County Jail. These agencies will provide the needed resources for the increase in programs that will be available and required because of the additional space in the new facility. Funding for these programs will be provided through existing revenue sources such as the Trinity County CCP and subsequent Sheriff's Office fiscal budgets.

Medical and Mental Health Treatment: Medical and Mental Health Treatment is extremely unique at the existing jail. The County combines the services of the Mountain Valley Health Care District, Trinity County Behavioral Health and Contract Pharmacy Services, Inc. with one of the correctional officers who is a qualified medical care provider to provide the medical and mental health services for the jail. This particular arrangement is a function of the existing jail conditions and the County's remoteness within the State of California. With the new jail functional medical spaces will be provided allowing for the County to re-open dialogue and potentially contract for

services with the California Forensic Medical Group (CFMG) for medical and mental health services.

Housing/Staffing: The Sheriff's Office and design team worked collaboratively throughout the design process to create conceptual design options that optimized staff efficiency but were also safe to operate. The team reviewed staffing levels at the existing jail and compared them to the proposed new facility. With the designed arrangement of the housing units and outdoor recreation, the staffing needs for the new facility building will be similar to the current facility. This includes positions such as Sergeant, Correctional Officers, Clerical, etc. given these positions will transfer to the new facility.

Custody Staffing Requirements

Current Trinity County Jail Staffing			
Day Shift	2 - Correctional	1 - Correctional Rover	1 - Control
Evening Shift	2 - Correctional	1 - Correctional Rover	1 - Control
Proposed Trinity County Jail Staffing			
Day Shift	2 - Correctional 1 - Male & 1 - Female	1 - Correctional Rover	1 - Control
Evening Shift	2 - Correctional 1 - Male & 1 - Female	1 - Correctional Rover	1 - Control

Source: Trinity County Sheriff's Department

Administrative Staff

Current Staffing		
0.5 – Dispatch/Control	1 – Clerical Reception	1 – Sergeant/Jail Commander Facility, Operations
Proposed Staffing		
1 – Non-Sworn Dispatch	1 – Clerical Reception	1 – Sergeant/Jail Commander Facility, Operations

Source: Trinity County Sheriff's Department

At the existing jail, dispatch occurs on the secure side of the facility and requires one correctional officer. With the new jail design the dispatch function will be on the non-secure side allowing the County to hire a civilian for dispatch. This will be budgeted in subsequent fiscal years with the County and Emergency Manual Program Grant (EMPG) funds.

Utilities: For the existing facility the County and Sheriff's office have annual cost of operations for utilities (electricity and propane) of approximately \$49,000. With a larger, but much more energy efficient facility, there will be an increase in utility costs. It's anticipated that these utility costs should be an additional \$12,500 for first year and adjusted accordingly due to rate increases. With a slightly higher total quantity of plumbing fixtures, that will be water efficient and metered, there should be no additional operational costs for water or sewer.

Other Operational Costs: For the existing facility the County and Sheriff's office have annual cost for other operational costs (food, medical, household supplies, inmate support and care, etc.) of approximately \$530,000. With a larger facility that will have the capacity to house an additional 19 inmates, that is planned for no net increase in staff, it is anticipated that this cost will go up approximately \$122,850. The County Board of Supervisors are fully aware of the increase in operational costs and are committed to the increases.

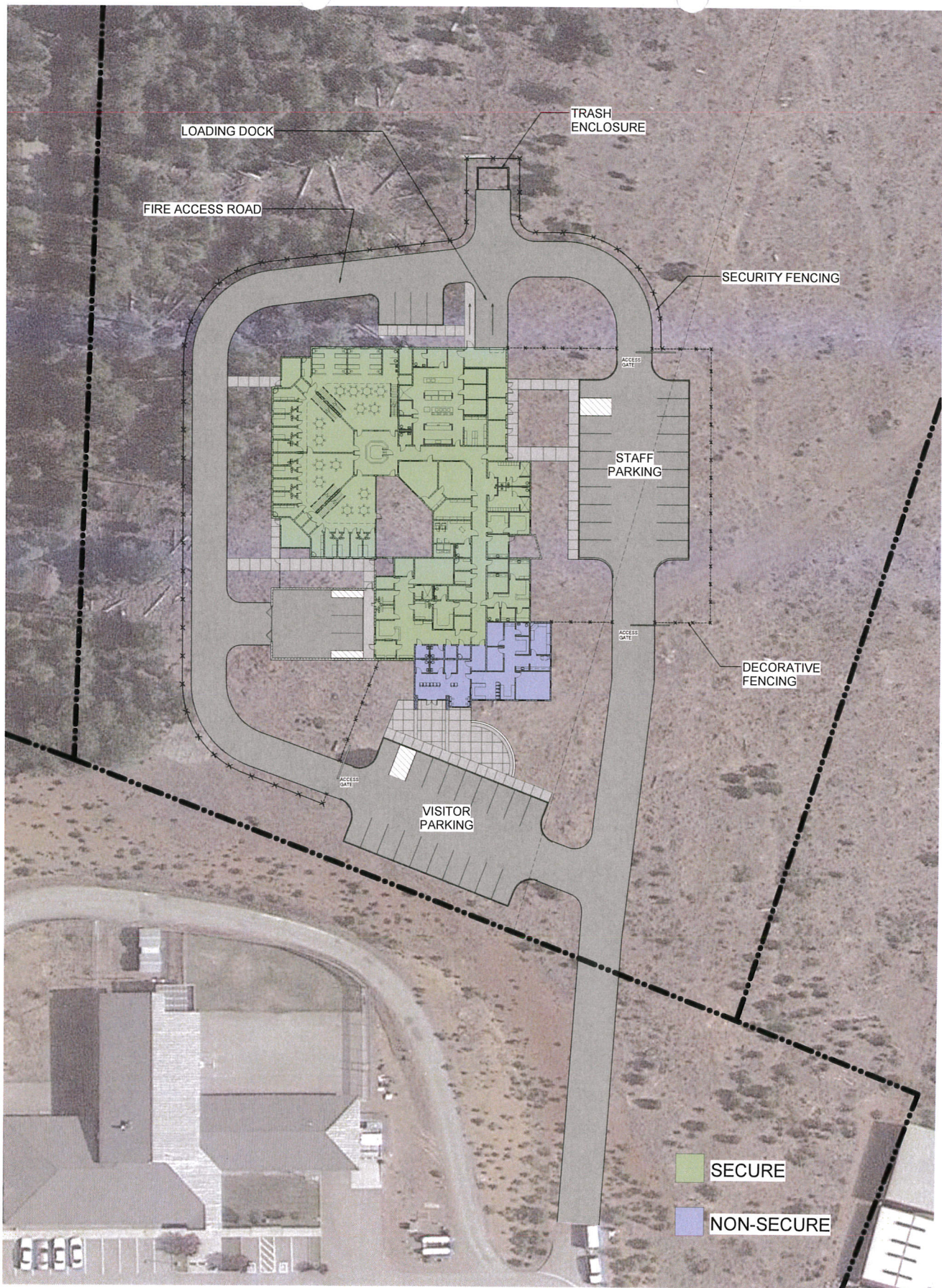
6: READINESS TO PROCEED

Did the county provide a board resolution?

Trinity County has provided an original wet signed board resolution in a separate envelope marked "Envelope 1 – SB 863, Trinity County, Board Resolution".

Did the county provide documentation evidencing CEQA compliance has been completed?

Trinity County has provided an original wet signed Notice of Determination in a separate envelope marked "Envelope 2 – SB 863, Trinity County, CEQA: Notice of Determination".



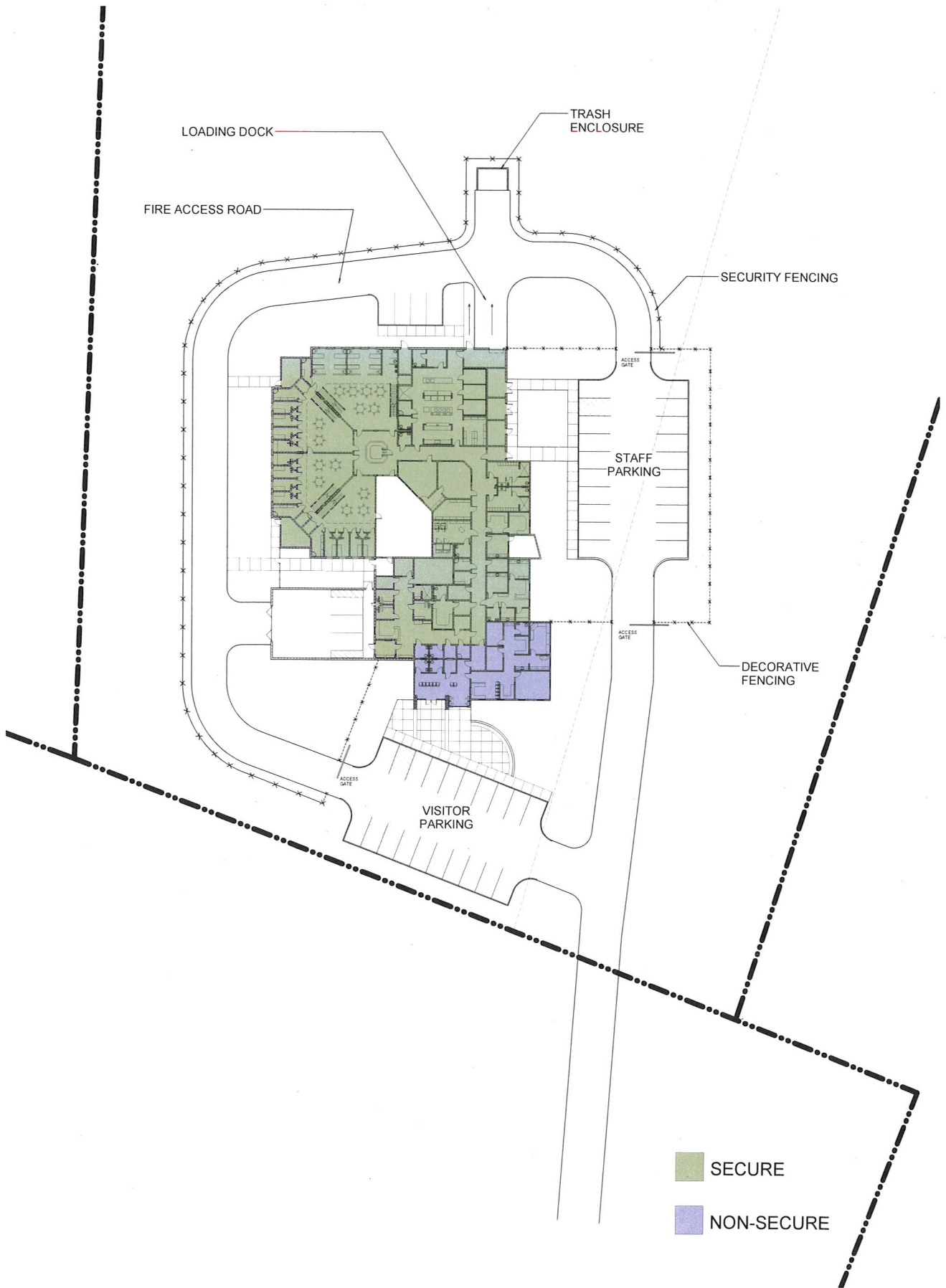
1 SITE PLAN
SCALE 1" = 20'



SITE PLAN

TRINITY COUNTY SB863 JAIL AUGUST 10, 2015

LIONAKIS



1 SITE PLAN
SCALE: 1" = 20'



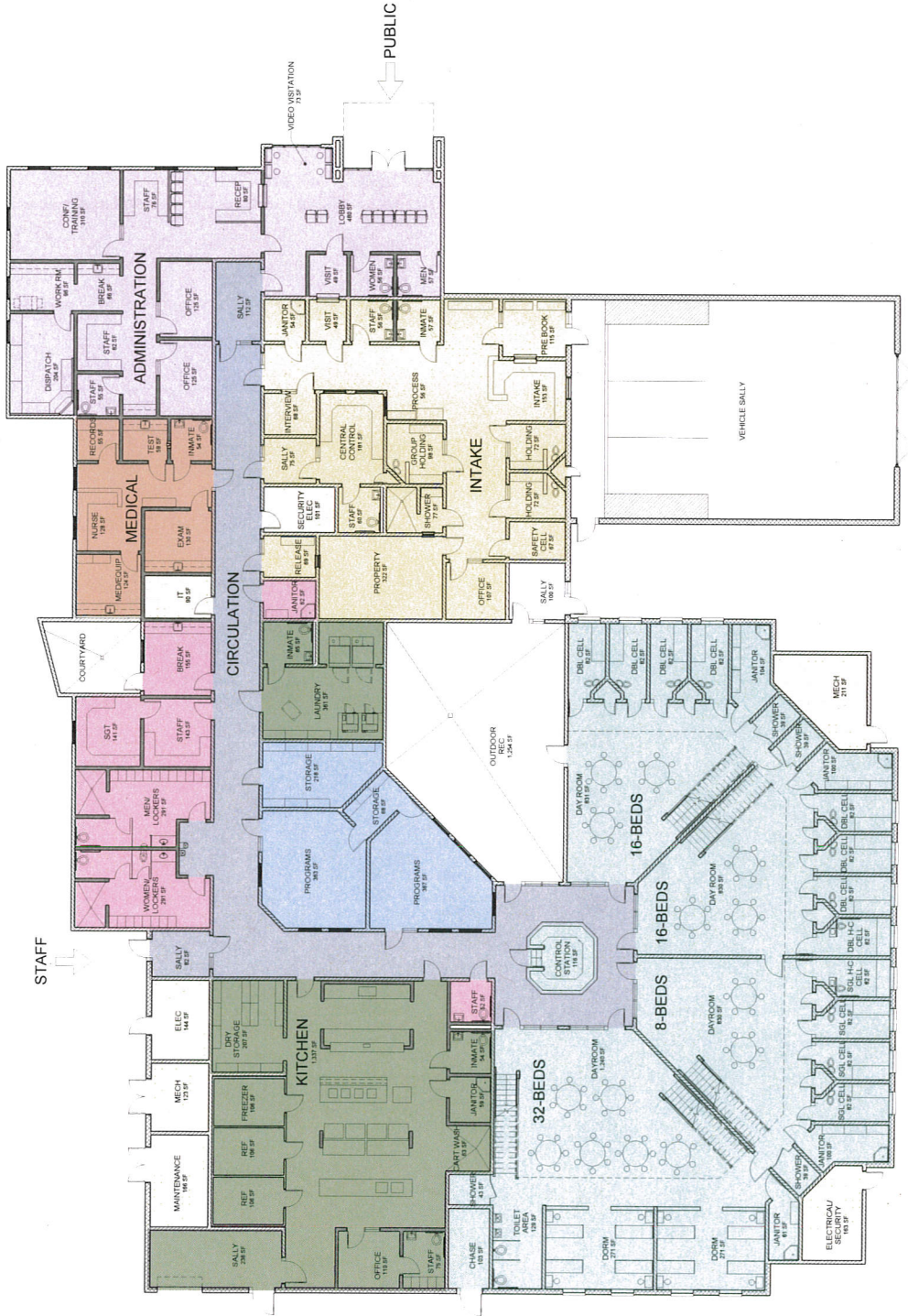
SITE PLAN

TRINITY COUNTY SB863 JAIL AUGUST 10, 2015

LIONAKIS

TOTAL GROSS SQUARE FOOTAGE:

FIRST FLOOR: 22,086
 UPPER TIER: 3,714
 OUTDOOR REC.: 1,254
 TOTAL: 27,054



1 FIRST FLOOR
 SCALE: 1/8" = 1'-0"

FLOOR PLAN

TRINITY COUNTY SB863 JAIL AUGUST 10, 2015

RESOLUTION NO. 2015-077

**A RESOLUTION OF THE BOARD OF SUPERVISORS
OF THE COUNTY OF TRINITY
SEEKING FUNDING FOR THE ADULT LOCAL CRIMINAL JUSTICE
FACILITIES CONSTRUCTION PROGRAM, SB 863 FINANCING PROGRAM**

WHEREAS, The County of Trinity wishes to file an application for funds to build a new jail facility through SB 863 Financing Program; and

WHEREAS, The Board of State and Community Corrections requires a resolution by the Trinity County Board of Supervisors to include in the applications for SB 863 Financing Program.

NOW, THEREFORE, BE IT RESOLVED that the County of Trinity (the "County") is seeking funding preference for its proposed project within the Adult Local Criminal Justice Facilities Construction Financing Program (the "SB 863 Financing Program"). As such, the Board of Supervisors of Trinity County does hereby represent, warrant and covenant as follows:

1. Lawfully Available Funds: The County cash contribution funds, as described in the documentation accompanying the County's SB 863 Financing Program Proposal Form, have been derived exclusively from lawfully available funds of the County.
2. County Cash Contribution Funds Are Legal and Authorized: The payment of the County cash contribution funds for the proposed adult local criminal justice facility project (the "Project") (i) is within the power, legal right, and authority of the County; (ii) is legal and will not conflict with or constitute on the part of the County a material violation of, a material breach of, a material default under, or result in the creation or imposition of any lien, charge, restriction, or encumbrance upon any property of the County under the provisions of any charter instrument, bylaw, indenture, mortgage, deed of trust, pledge, note, lease, loan, installment sale agreement, contract, or other material agreement or instrument to which the County is a party or by 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.
3. No Prior Pledge: The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner of 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 of for any purpose and have not been and will not be the subject of a grants of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
4. Authorization to Proceed with the Project: The Project proposed in the County's SB 863 Financing Program proposal is authorized to proceed in its entirety when and if state financing is awarded for the Project within the SB 863 Financing Program.

CEQA and Real Estate Due Diligence. The County is seeking funding preference for submittal of the

complete initial real estate due diligence package and completed CEQA Notice of Determination.

Authorization of Project Documents. The County is seeking funding preference associated with review of and authorization to execute the project documents required within the SB 863 Financing Program. As such, the Board of Supervisors of Trinity County does hereby approve the form of the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. Each of the Chairman of the Board of Supervisors Judy Morris, the Auditor-Controller of the County Angela Bickle and the County Administrative Officer Wendy Tyler, or their designees (collectively, the "Authorized Officer"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by anyone of the Authorized Officers each of whom, acting alone, is authorized to approve such changes.

Each of the Authorized Officers is authorized to execute these respective agreements at such time and in such manner as is necessary within the SB 863 Financing Program. Each of the Authorized Officers is further authorized to execute, acknowledge and deliver any and all documents required to consummate the transactions contemplated by the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease.

Richard Tippett, Director of Transportation shall be the County Construction Administrator. Angela Bickle, Auditor-Controller shall be the Project Financial Manager. Bruce Haney, Sheriff, shall be the Project Contact Person.

Wendy Tyler, County Administrative Officer shall sign the Applicant's Agreement (page two of Proposal Form) and submit the proposal for funding.

The County will adhere to state requirements and terms of the agreements between the County, the Board of State and Community Corrections and the State Public Works Board in the expenditure of any state financing allocation and county contribution funds.

The County will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion.

The County certifies that is not and will not be leasing housing capacity in this SB 863 financed adult local criminal justice facility to any other public or private entity for a period of 10 years beyond the completion date of the adult local criminal justice facility.

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

Attestation to \$200,000 as the current fair market land value for the proposed new or expanded facility. This can be claimed for on-site land value for new facility construction, on-site land value of a closed facility that will be renovated and reopened, or on-site land value used for expansion of an existing facility. It cannot be claimed for land value under an existing operational detention facility. If claimed as in-kind contribution, an independent appraisal will be required as a pre-agreement condition.

BE IT FURTHER RESOLVED that the Board of Supervisors of the County of Trinity approve the aforementioned resolution in order to apply for SB 863 financing to build a new Adult Local Criminal Justice Facility.

DULY PASSED AND ADOPTED this 4th day of August, 2015 by the Board of Supervisors of the County of Trinity by motion, second (Fisher/Fenley), and the following vote:

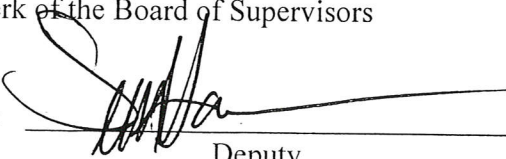
AYES: Supervisors Fenley, Fisher, Groves, Burton and Morris
NOES: None
ABSENT: None
ABSTAIN: None
RECUSE: None



JUDY MORRIS, CHAIRMAN
Board of Supervisors
County of Trinity
State of California

ATTEST:

WENDY G. TYLER
Clerk of the Board of Supervisors

By: 

Deputy

The foregoing is a correct copy of the original instrument on file in this office.

Attest: **WENDY G. TYLER**
Clerk of the Board of Supervisors of
the County of Trinity, State of
California,

By: 

Deputy

RESOLUTION NO. 2015-077

**A RESOLUTION OF THE BOARD OF SUPERVISORS
OF THE COUNTY OF TRINITY
SEEKING FUNDING FOR THE ADULT LOCAL CRIMINAL JUSTICE
FACILITIES CONSTRUCTION PROGRAM, SB 863 FINANCING PROGRAM**

WHEREAS, The County of Trinity wishes to file an application for funds to build a new jail facility through SB 863 Financing Program; and

WHEREAS, The Board of State and Community Corrections requires a resolution by the Trinity County Board of Supervisors to include in the applications for SB 863 Financing Program.

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2. County Cash Contribution Funds Are Legal and Authorized: The payment of the County cash contribution funds for the proposed adult local criminal justice facility project (the "Project") (i) is within the power, legal right, and authority of the County; (ii) is legal and will not conflict with or constitute on the part of the County a material violation of, a material breach of, a material default under, or result in the creation or imposition of any lien, charge, restriction, or encumbrance upon any property of the County under the provisions of any charter instrument, bylaw, indenture, mortgage, deed of trust, pledge, note, lease, loan, installment sale agreement, contract, or other material agreement or instrument to which the County is a party or by 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.
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4. Authorization to Proceed with the Project: The Project proposed in the County's SB 863 Financing Program proposal is authorized to proceed in its entirety when and if state financing is awarded for the Project within the SB 863 Financing Program.

CEQA and Real Estate Due Diligence. The County is seeking funding preference for submittal of the

complete initial real estate due diligence package and completed CEQA Notice of Determination.

Authorization of Project Documents. The County is seeking funding preference associated with review of and authorization to execute the project documents required within the SB 863 Financing Program. As such, the Board of Supervisors of Trinity County does hereby approve the form of the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease. Each of the Chairman of the Board of Supervisors Judy Morris, the Auditor-Controller of the County Angela Bickle and the County Administrative Officer Wendy Tyler, or their designees (collectively, the "Authorized Officer"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, the Project Delivery and Construction Agreement, the Board of State and Community Corrections Jail Construction Agreement, the Ground Lease, the Right of Entry for Construction and Operation, and the Facility Sublease, in substantially the form hereby approved, with such additions thereto and changes therein as are required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by anyone of the Authorized Officers each of whom, acting alone, is authorized to approve such changes.

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Wendy Tyler, County Administrative Officer shall sign the Applicant's Agreement (page two of Proposal Form) and submit the proposal for funding.

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The County will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion.

The County certifies that is not and will not be leasing housing capacity in this SB 863 financed adult local criminal justice facility to any other public or private entity for a period of 10 years beyond the completion date of the adult local criminal justice facility.

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

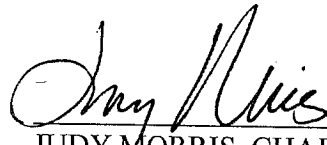
the facility for operation to other entities, without permission and instructions from the Board of State and Community Corrections.

Attestation to \$200,000 as the current fair market land value for the proposed new or expanded facility. This can be claimed for on-site land value for new facility construction, on-site land value of a closed facility that will be renovated and reopened, or on-site land value used for expansion of an existing facility. It cannot be claimed for land value under an existing operational detention facility. If claimed as in-kind contribution, an independent appraisal will be required as a pre-agreement condition.

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AYES: Supervisors Fenley, Fisher, Groves, Burton and Morris
NOES: None
ABSENT: None
ABSTAIN: None
RECUSE: None



JUDY MORRIS, CHAIRMAN
Board of Supervisors
County of Trinity
State of California

ATTEST:

WENDY G. TYLER
Clerk of the Board of Supervisors

By: 

Deputy

The foregoing is a correct copy of the original instrument on file in this office.

Attest: WENDY G. TYLER
Clerk of the Board of Supervisors of
the County of Trinity, State of
California,

By: 

Deputy

Trinity County

Board of State and Community Corrections
SB 863 Adult Local Criminal Justice Facilities
Construction Program

Trinity County Sheriff's Department
Trinity County Jail Replacement Updated Needs
Assessment

August 7, 2015



Trinity County Jail, 101 Memorial Drive, Weaverville, CA



Submitted by:
Trinity County Sheriff's Department
Weaverville, CA

TRINITY COUNTY
OFFICE OF THE SHERIFF
JAIL NEEDS ASSESSMENT UPDATE
SB 863 FUNDING APPLICATION

TRINITY COUNTY
P.O BOX 1228, 101 MEMORIAL DRIVE, WEAVERVILLE, CA 96093

SECTION 1: EXECUTIVE SUMMARY

The Trinity County Sheriff's Office is interested in applying for State SB 863 Lease Revenue Bond Financing to replace their antiquated Trinity County Jail to better accommodate their jail system needs, address compacted housing, unsafe and staff intense, lack of program space, severe construction deficiencies, ability to properly house inmate classifications (including mental health, administrative segregation and sentenced inmates) and inmate and staff safety concerns.

The Sheriff's Office operates the County's jail system. The Trinity County Jail has a BSCC bed capacity of 53 total inmates but is consistently overcrowded.

What is most relevant to the objective of this report is the increase in felony arrests, seriousness of crimes committed, the inability to properly house the types of inmates in the existing Trinity County Jail and the inability to implement the types of programs needed due to inadequacies that currently exist.

Assessment Update Planning Process:

In 2011, Trinity County contracted with TRG Consulting to prepare a comprehensive jail needs assessment report. The 2012 needs assessment was initiated for potential SB1022 funding and included with the County's application for funding. The primary goal of this needs assessment update was to provide a sound planning document which was user friendly, could be updated and utilized as a guide to assisting the Sheriff's Office with future jail crowding issues and related construction needs.

Findings from the original study identified the following significant Trinity County jail housing and support area needs:

- There are not enough beds to meet adult detention needs in the near future. This situation is exacerbated by AB 109, which requires counties to house inmates previously held in state prisons. If additional beds are not constructed, in some cases criminals who should serve time will not serve any time while other felons may be released early. An early "forced" release system will be required to prevent overcrowding.

- The age and condition (e.g. deteriorating structure, presence of mold, etc.) of the physical plant and the existing building systems (e.g. fire alarms, security electronics, etc.) at the Trinity County Jail require extensive maintenance and makes these systems more expensive to operate.
- Officer safety is compromised by the lack of an adequate number of single and double cells.
- Adequate separation and segregation resulting from the classification of inmates cannot occur because of the lack of a sufficient number of single and double cells. Thus, while the staff has the ability to classify, they do not have the ability to physically segregate those inmates who should be separated because of their classification. This creates an environment that is unsafe for officers, inmates and service providers.
- The design of the jail results in a physical plant that is fragmented, difficult to manage and control and unnecessarily expensive to operate. Numerous blind spots require more staff than would be required in a state-of-the-art podular facility. There is poor observation throughout the facility.
- The older design of the cells and dormitories does not meet today's standards for state-of-the-art detention facilities.
- The existing facility is out of compliance on several issues but is grandfathered in due to the age of the facility and requirements at the time of construction.

The goal of this current update to the facility assessment is to validate the current conditions of the existing Trinity County Jail, types of spaces available, inability to provide comprehensive programs due to the lack of program space, inability to properly house current inmate population, facility deficiencies, security and safety issues that currently exist and feasibility to replace this building with a new and modern detention building that accommodates the security and functional needs of the County.

SECTION 2: UPDATED JAIL INFORMATION

Projected Jail Population:

The Trinity County Sheriff's Office was established in 1851. In addition to providing general law enforcement services the Sheriff's Office maintains the County's only adult detention facility. The current facility originally was constructed in 1976 and designed to hold 24 inmates. An addition to the facility in 1991 increased the capacity to 53, which is its current maximum population. This capacity level was sufficient ten years ago when the facility typically averaged 30 inmates in-custody at any given time. However, for the past several years the facility has been at or over capacity. Though the average daily population (ADP) spiked at 61 in 2012 the use of alternatives to custody and early release programs have allowed jail staff to maintain an ADP of 57 and 58 through 2013 and 2014. This ADP of 57 and 58 is still in excess of the jails maximum capacity as noted in the most recent BSCC inspection report.

The vast majority of the jail population has not been sentenced and remains in-custody awaiting court proceedings. In 2013 the pretrial presentenced inmate population was 72% which increased to 87% in 2014. The factors causing this high percentage of pretrial presentenced population are not within the Sheriff's office control. During 2014 The Trinity County District Attorneys suffered significant budget cuts

reducing their staff to two attorneys thus limiting their ability to handle the high volume of cases awaiting adjudication. In addition, the serious nature of the offenses of the current inmate population disqualifies the majority from alternatives to custody and early release programs. 65% of the Sheriff's current population is charged with murder, attempted murder, assault with a deadly weapon, rape, child molestation or other serious felonies. 22% have either been released through one of the Sheriff's alternative to custody programs and reoffended or have failed to appear for their scheduled court date and taken back into custody on outstanding warrants. The remaining 13% are fresh arrests awaiting arraignment. All arrestees are screened at booking using the Virginia Risk Assessment Instrument to evaluate their suitability for alternatives to custody programs.

Over the period of January 1, 2013 through December 31, 2013 the Trinity County Jail had an Average Population (ADP) of 57 inmates. The ADP of inmates on Pretrial status over this period was 46. The percentage of inmates on pretrial status for this time period was 81%.

What is of specific note is the increase in felony inmate percentages for 2012 – 2014 where the average increased to 86%.

Table A – Trinity County Jail Facility Bookings, Jail Inmate ADP and Felony Percentages, 2008 – 2014						
Year	Jail Inmate ADP					
	Total Bookings	Ave Monthly Bookings	Annual Pretrial	Annual Sentenced	Total Jail ADP	Felony Inmates Percentage
2008	931	78	30	13	43	66%
2009	891	74	28	11	39	68%
2010	1,013	84	31	9	40	70%
2011	1,065	89	41	9	50	77%
2012	954	80	47	10	57	83%
2013	839	70	46	11	57	86%
2014	839	70	50	8	58	88%
Average Yearly Bookings & Inmate ADP	933	78	39	10	49	77%
Yearly Average 2008-2011	975	81	33	11	43	70%
2012-2014	877	73	48	10	57	86%
(%) 2008-2011			75%	25%	100%	
(%) 2012-2014			83%	17%	100%	

Source: Trinity County Sheriff's Department

The 2012 JNA provided Trinity County Adult Felony Sentenced Dispositions for the years of 2006 – 2009. Table B below provides an update to those same years and extends the data to 2014.

Between 2011 and 2014 the data illustrates a significant increase in probation with jail time which can be attributed to continuations by defense attorneys and courts for AB 109 offenders and the utilization of the system for time served in jail.

Table B – Trinity County Adult Felony Sentenced Dispositions, 2006 - 2014 (Table C.1 of the 2012 JNA)									
Sentence	2006	2007	2008	2009	2010	2011	2012	2013	2014
Death	0	0	0	0	0	0	0	0	0
Prison	24	15	12	23	20	38	38	28	24
Probation	13	7	5	6	1	2	2	1	3
Probation with Jail	84	84	84	68	60	57	65	96	90
Jail	7	8	4	12	2	0	0	2	3
Fine	1	2	2	3	0	2	1	1	0
CRC (Civil Addict)	1	0	0	0	0	0	0	0	0
Other	2	1	3	1	0	0	0	0	0
Total	132	117	110	113	83	99	106	128	120

Source: Trinity County Sheriff's Department

The 2012 JNA provided Trinity County Adult Crimes and Crime Rates for the years of 2006 – 2009. Table C provides an update to those same years and extends the content to 2014. As representative in the data provided is the drastic increase in violent crimes (35% increase) and larceny in recent years (despite Proposition 47 and not accounting for burglary crimes less than \$950). Between 2012 and 2014 there were 9 homicides which is a 200% increase from the prior 7 years.

Table C – Trinity County Adult Crimes and Crime Rates, 2006 - 2014
(Table C.2 of the 2012 JNA)

Category/ Crime	2006	2007	2008	2009	2010	2011	2012	2013	2014
Violent Crimes	23	20	22	22	101	103	65	94	151
Homicide	0	1	0	0	1	2	5	1	3
Forcible Rape	4	0	1	0	4	5	3	2	3
Robbery	4	5	2	3	3	1	1	5	6
Aggravated Assault	15	14	19	19	93	95	56	86	139
Property Crimes	166	109	70	123	112	112	166	119	161
Burglary	77	71	37	60	42	67	85	54	61
Motor Vehicle Theft	78	26	20	26	0*	0*	0*	0*	0*
Larceny – Theft \$400+	11	12	13	37	70	45	81	65	100

Source: Trinity County Sheriff's Department

*Now part of California Highway Patrol.

The 2012 JNA provided Trinity Jail Population by Sentenced and Non-Sentenced Inmates for January – March 2011. Table D provides an update to August 2015.

Table D – Trinity Jail Population by Sentenced and Non-Sentenced Inmates, 2014
(Table C.3 of the 2012 JNA)

Category	Number	Percent
Non-Sentenced		
Male	51	93%
Female	4	7%
Total	55	100%
Sentenced		
Male	10	100%
Female	0	0%
Total	12	100%

Source: Trinity County Sheriff's Department

The 2012 JNA provided Trinity Jail Admissions for 2008 - 2010. Table E provides an update from 2012 - 2014. While admissions has remained fairly constant, this can be a bit misleading. With the jail at capacity the Sheriff's office can only admit those detainees which are of more serious crime or high risk to the community. With felons awaiting trial for violent crimes, the jail must decide which inmates can be released to accommodate new arrests and higher risk individuals.

Table E – Trinity Jail Admissions, 2008 - 2014
(Table F.1 of the 2012 JNA)

Year	Admissions
2008	878
2009	890
2010	931
2011	1065
2012	954
2013	839
2014	839

Source: Trinity County Sheriff's Department

The 2012 JNA provided Trinity Jail Detention Days for 2008 - 2010. Table F provides an update from 2012 - 2014. The data clearly illustrates the longer stays required due to an increase in more violent crimes, the inability to bond out and progress through the court system.

Table F – Trinity Jail Detention Days, 2008 - 2014 (Table F.2 of the 2012 JNA)	
Year	Admissions
2008	22,413
2009	21,840
2010	21,202
2011	28,617
2012	26,772
2013	19,612
2014	17,873

Source: Trinity County Sheriff's Department

The 2012 JNA provided Trinity County Intercensal Population Estimates for 2008 - 2010. Table G provides an update to 2014. Although the County population continues to decline, crime rates per 1,000 have continued to increase.

Table G – Trinity County Intercensal Population Estimates, 2008 - 2014 (Table F.4 of the 2012 JNA)	
Year	County Population
2008	14,015
2009	14,165
2010	13,756
2011	13,718
2012	13,506
2013	13,448
2014	13,170

Source: Trinity County Sheriff's Department

SECTION 3: EXISTING FACILITY DEFICIENCIES

Existing Facility Conditions:

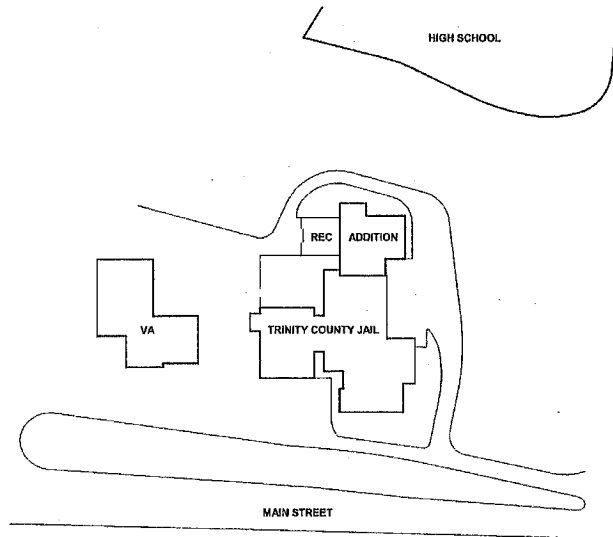
The Trinity County Jail was originally constructed in 1976. In 1991 an addition to the facility occurred. Both the original construction and the addition were planned as locked Type II Facilities to house medium security inmates. Hardened construction occurs at the original portions of the jail while the addition is constructed of metal studs, plaster and gypsum board. Subsequent to the 1991 addition the jail served the County well with regard to bed capacity but for the last ten years has not been able to accommodate the type of inmate population that requires housing there. The types of inmates are a more restrictive and sophisticated classification.

Existing Layout:

The Trinity County Jail is arranged with a mixture of cells and dorms off of two main circulation corridors. In the older portion of the facility a dayroom does not exist. A majority of the jail is dedicated to male inmates with a small portion dedicated to females. The one programs space (jail library) is located at the back of the jail with no direct supervision capacity available without dedicating correctional staff to man the space. This has led most service providers and individuals to decline providing programs to the jail. Originally dining occurred in what is now the storage space for the kitchen which is divided from the rest of the jail by the secure vehicle sallyport. Attempting to escort inmates through a semi-secure vehicle sallyport several times a day was not only staff intensive but also unsafe and problematic. Dining now occurs within the dorms and cells.

There is a separate administration section near the front portion of the facility that is a hub of activity with shared staff support space, public visitation check-in and service providers' entry with some work area storage. The build out of the jail included two outdoor recreation yards. One of the recreation yards now serves as long term oversized evidence storage. The other recreation yard is serviced off the main circulation corridors mentioned previously.

The facility is located off of Main Street in Weaverville and is adjacent to and bounded on the north side by Weaverville High School, the east side by what appears to be City or County vehicle storage/parking and the West side by the Veteran's Memorial Hall, which the jail uses a portion of for storage. A secure perimeter fence for retaining inmates does not exist. With the outdoor space adjacent to public areas there is a continual problem with contraband easily supplied to inmates. Staff is unable to always sweep the areas prior to inmates being allowed outdoors and this often contributes to the smuggling of contraband into the facility. Below is a general plan of the existing facility illustrating the spaces and site conditions that exist.



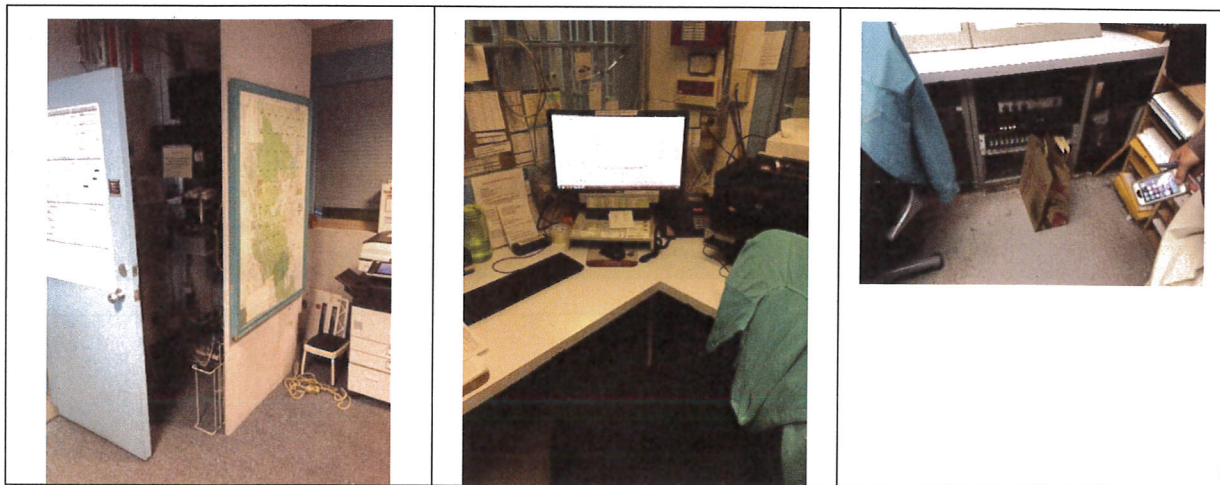
Portions of the facility is not of hardened and abuse resistive construction. While the original construction is more conducive to the correctional environment the facility as a whole cannot be considered non-abuse resistant, safe and is in a constant state of deterioration. The following items are current deficiencies and/or deferred maintenance items that are in need of replacement or repair:

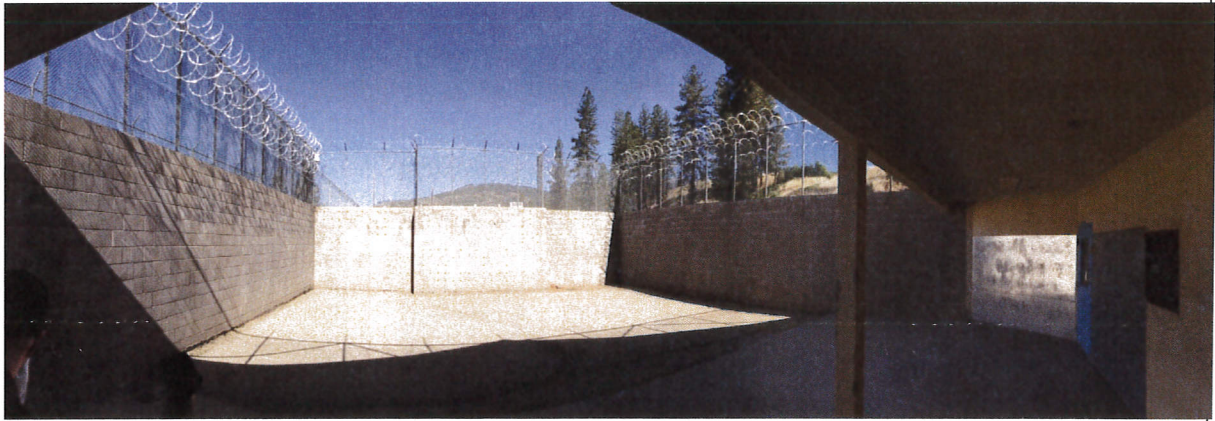
Building Deficiencies

- With gypsum wallboard covering in the 1991 addition, the facility sustains constant abuse where inmates have repetitively punched holes in the walls, get into fights or kick the walls and utilize small openings to hide contraband. Inmates often smuggle cigarettes or marijuana into the facility and utilize the holes for hiding places.
- With cement plaster on the exterior of the addition located in the outdoor recreation yard, the facility sustains constant abuse where inmates have repeatedly punched holes in the walls, get into fights or kick the walls. Most recently staff has noticed water damage to these plaster walls and metal studs rusting.
- Facility's restrooms are in a constant state of repair. Plumbing fixtures are often damaged causing a real safety concern with inmates being able to remove items. The deteriorating bathrooms have a host of safety concerns with poor design/layout since they are not visible without staff physically going into the space.
- The layout of the existing jail does not allow clear openings and direct supervision by staff limiting sightlines and ability to have a constant presence with inmates. The antiquated design is extremely difficult to supervise and the lack of proper staff sightlines is a common issue throughout the facility.
- The intake are is very fragmented and lacks proper holding cells to place or separate inmates during arrests and/or transfers.
- The showers and restrooms have been problematic for years. There has been continual water damage, wall and finish replacement and assaults.

- The interior finishes and casework are all damaged and need to be replaced.
- There are two existing control areas. One in the original construction space and one in the addition. The station in the original construction is the only active station, is undersized, overused and extremely worn. This also duals as the County dispatch center where response calls take priority over jail functions leading to extreme inefficiencies and fragmented staff response time. The station in the new portion of the facility has been decommissioned due to staffing constraints and more importantly because the antiquated equipment in this space is used for parts for the antiquated equipment at the active station. Parts for the security equipment used in this facility are no longer available.
- Some of the light fixtures are non-detention and have no security aspect to them. The lens and housing on these fixtures are often damaged. Inmates have tampered with the fixtures and hide contraband in them.
- The HVAC system is antiquated and in poor working condition. Several of the units are original to the construction of the facility, not very efficient and are in need of full replacement. Maintenance staff has done their best to keep them operational but struggle with the ability to maintain. The coolant systems are outdated, hard to find replacement compressors and not environmentally friendly.
- "Jail steel" is prevalent in many areas of the older facility, which allows easy and unnecessary opportunity for self-harm or, worse, suicide. Further, officers are exposed to anything that inmates may throw through the bars, including bodily fluids that may carry HIV or Hepatitis C. Contagious diseases such as flu and tuberculosis are also easily spread in this environment.
- The fire alarm system is in constant alarm mode and often non-functional.
- Only select areas (newer addition) have automatic fire sprinklers which has been noted on prior inspections.
- Although laundry is technically in another room, it is directly adjacent and open to the inmate property room. Staff cannot properly supervise inmates and exposes facility to potential inmate access to property.
- Do not have a functioning safety cell.

Below are a few photos of deficiencies that currently exist:





Safety and Security Deficiencies

- The showers and restrooms in the dormitories are not easily visible for staff to properly supervise requiring staff to physically enter the dorms and walk back into the showers and restrooms. There have been numerous assaults and altercations in these areas.
- The antiquated building design causes extremely difficult inmate supervision. The poor sightlines remain a consistent issue throughout the facility. The control officers have only the vision panels in two doors and a few camera views to monitor the recreation yard.
- The location of the jail library has proven difficult for the jail to provide programs for inmates as a great many of potential providers see the library as unsafe.
- The outdoor exercise area presents a particularly vulnerable point in the facility's security. The Trinity County Jail is located adjacent to publicly accessible land on all sides. Controlling the introduction of contraband from outside sources is nearly impossible. Drugs are easily being thrown over the fence into the recreation yard. This is extremely staff intensive requiring officers to sweep the yard prior to allowing inmates the opportunity to enter the recreation yard.
- The intake area lacks proper holding cells to place arrestees and often mix inmates that should be separated. This is exasperated when the facility has no temporary areas to place inmates for court transfer.

Inability to House Multiple Classifications

The building is in disrepair and unsafe. In addition, the building layout and design inhibits the County from housing inmates of different classifications. The two male dorms, male cells and female cells do not allow the County to properly separate inmates of differing classifications. Physically separating classifications of inmates from each other remains a major design and operational problem for the Trinity County Facility.

Demographics of inmates are continually changing within the jail population, are more sophisticated and dangerous and are in need of separation. Serious and violent crimes are on the rise and more frequently inmates must be separated. The facility needs the ability to securely segregate and house multiple inmate classifications. With the current security and safety limitations, the Jail Commander and staff are forced on a frequent basis to place inmates together that would otherwise be separated. The safety of staff, inmates and the public must be paramount when considering inmates for transfer.

Due to the inability to house and segregate serious crime offenders, Trinity County has been required to contract available beds from CDCR. In addition, the County has also contracted beds from neighboring counties.

The inability to segregate inmates from one another, at times even within the same classification, still causes safety concerns.

Lack of Program and Treatment Space

Certainly, the greatest unmet inmate need in the current facility is designated program and treatment space. The current facility design lacks the amount of any real safe programming space. Programs are

administered in the jail library, which is extremely unsafe for everyone that uses it. The jail library serves as a program room and often a location for professional visits. With only one space available for professional visits scheduling logistics often leads to service providers being asked to give up their time slot or rearranged schedules, resulting in inconsistent programming.

Due to the lack of designated program space, the number of programs and frequency of programming is greatly inhibited and tremendously inadequate for reentry success. The facility does not offer adequate vocational programs due to lack of a space for hands-on vocational training. If the facility had multiple designated program rooms, various programs could run concurrent and allow more programming to be delivered to more inmates. There remains a high demand to expand and better formalize the program space to ensure all classifications can access evidence based programming and services.

The absence of designated spaces beyond the jail library adversely impacts other important inmate services. Non-contact visitation is limited to only 3 inmates due to the lack of available space and is limited to a select number of days. Visitation is also staff intensive since an officer must physically escort inmates, separate classifications, be adjacent to inmates to avoid conflicts and no designated attorney visitation area.

The chart below outlines Trinity County Jail’s current programming capacity and total program hours. Programming is extremely limited due to the lack of program space, the location of the one program space (Jail Library) and many providers unwillingness to provide programs in the space due to safety concerns.

Program	Location	Capacity	Program Hrs/Week
Alcohol and Other Drugs Counseling Services (AODS)	Jail Library	10	1.5
	Male	10	1.5
	Female	10	1.5
Moral Reconciliation Therapy (MRT)	Jail Library	10	1.5
	Male	10	2.0
	Female	10	2.0
Religious Services	Male	10	2.0
	Female	10	2.0
Alcoholics Anonymous	Male	10	1.0
	Female	10	1.0

Source: Trinity County Sheriff’s Department

SECTION 4: RECOMMENDED TRINITY COUNTY JAIL REPLACEMENT SCOPE

The Trinity County Jail, with its current configuration, noted deficiencies, antiquated equipment and construction type, safety and security issues and available program limitations can no longer meet inmates’ in-custody classification and rehabilitation needs. For these reasons the existing facility should be replaced with a new and modern facility that will meet current and future needs.

A series of meetings with the Trinity County Sheriff's and representatives from the CAO's office were conducted to assess the current and future needs. The group focused on a variety of critical success factors that will be a continual resource for reference as the project design progresses. This will be dependent on the successful outcome of obtaining SB863 State funding.

Design of the new facility is one of a secure in-custody center, equipped with adequate space properly designed to safely house multiple classifications of both male and female inmates simultaneously and supply ample designated programming and treatment space to help inmates effectively obtain necessary skills for a successful reentry into the community. The proposed facility shall incorporate a mix of varying sized program spaces and service provider work rooms to accommodate the multiple classifications simultaneously.

The design proposal includes a multi-tiered 72 bed facility with one (1) 32 - Bed dormitory housing unit, two (2) 16 - Bed cell block housing units and one (1) 8 - Bed cell block housing unit. The housing units shall be arranged in a podular fashion so they can easily be supervised from a centrally located raised and open staff station. Security systems will be needed for support, but primarily security will be achieved through visual indirect staff management. Staff will be able to look directly into the housing units or activity areas and can maintain a constant level of surveillance. Direct interaction with inmates is accomplished through the use of a roving officer who will move in and out of the housing area "as needed" or on an unscheduled basis. The improved design will adhere to current supervision philosophy, create staff efficiency to operate the facility and provide a more secure environment to accommodate higher, more serious inmate classifications.

The ability to house multiple inmate classifications is an imperative function of the proposed facility. By having a mix of dormitory and cell housing units occupancy levels can be kept appropriate to the inmate classification and provide the maximum flexibility to accommodate all of the inmates.

Support areas will provide security and interview rooms, supplement staff work, locker and break areas, medical and mental health and multiple designated inmate program rooms. There will be a minimum of two (2) program rooms to accommodate a multitude of current and proposed programs and supplement the continuum of care needed for reentry. There will be a full service kitchen and laundry area to support the jail population. With a more secure facility inmates will be able to work in the kitchen.

Movement between housing units and support facilities will be designed to be minimized and easily observable. Spatial organization will accommodate the flow of activities rather than inhibit them. Observed and/or monitored secure circulation corridors will be used to allow inmates to move unescorted between housing units and support services to reduce the time staff spends in escorting.

In addition to the secure inmate portion of the facility, the new building will include a small administration area to function similar to the existing Trinity County Jail. There will be a lobby for public interaction, attorneys, service providers, bondsmen and public video visitation. This area will include supervisory administrative offices and support services. To better support the jail system, the non-

secure side will provide much needed staff support areas such as dispatch, conference/training, work area and break room.

The design of the new facility will respond to a more secure environment in terms of materials, dormitory and cell housing units, staff controls and technology. Secure areas will be constructed with emphasis on providing a secure perimeter with materials resistant to abuse and damage. The facility will be cost effective, abuse resistive with operational flexibility to accommodate a changing inmate population. Whenever feasible, the building will provide natural light and a nonthreatening setting that downplays the institutional feeling and supports a more normalized environment. This will be achieved through the use of materials, colors, acoustics and an abundance of natural light.

Architectural characteristics include adequate capacity, including the right kinds of bed space to allow proper inmate classification and separation and flexibility in the use of housing areas. The architectural environment will support the safety of staff and inmates by providing staff direct visual and acoustical awareness of activities in all areas and create appropriate sightlines and visibility throughout the housing and programming areas.

The primary function of the new facility should be that of a rehabilitation center. With this purpose in mind, the proposed design includes multiple programming spaces to meet various inmate reentry programming needs concurrently. The programs rooms will be located directly adjacent to the housing units to reduce inmate movement and can be used for a variety of activities, such as meetings or counseling sessions, classification interviews, educational classes and religious services.

The basic design should provide an environment that supports the operational requirements of the Sheriff's Office, a safe and secure jail-housing facility, the ability to house multiple classifications and reentry programming for inmates while detained.

The project will also include, but not limited to, site improvements; site utilities and infrastructure; security fencing; electrical; plumbing; mechanical; computerized heating, ventilation and air conditioning; security; low voltage; emergency power; and fire protection systems.

Trinity County

2015 Trinity County Jail Major Needs Assessment Findings and Conclusions

The Replacement Facility needs to:

Safety

- Replace the antiquated unsafe – non-visible showers and restrooms, remote program space and light metal stud framed construction type of the addition to the old facility.

- Construct new generation style dormitory and celled housing units which reflect the (a) changing inmate security custody profiles, (b) inmate classification characteristics/needs and (c) provide flexibility with genders.

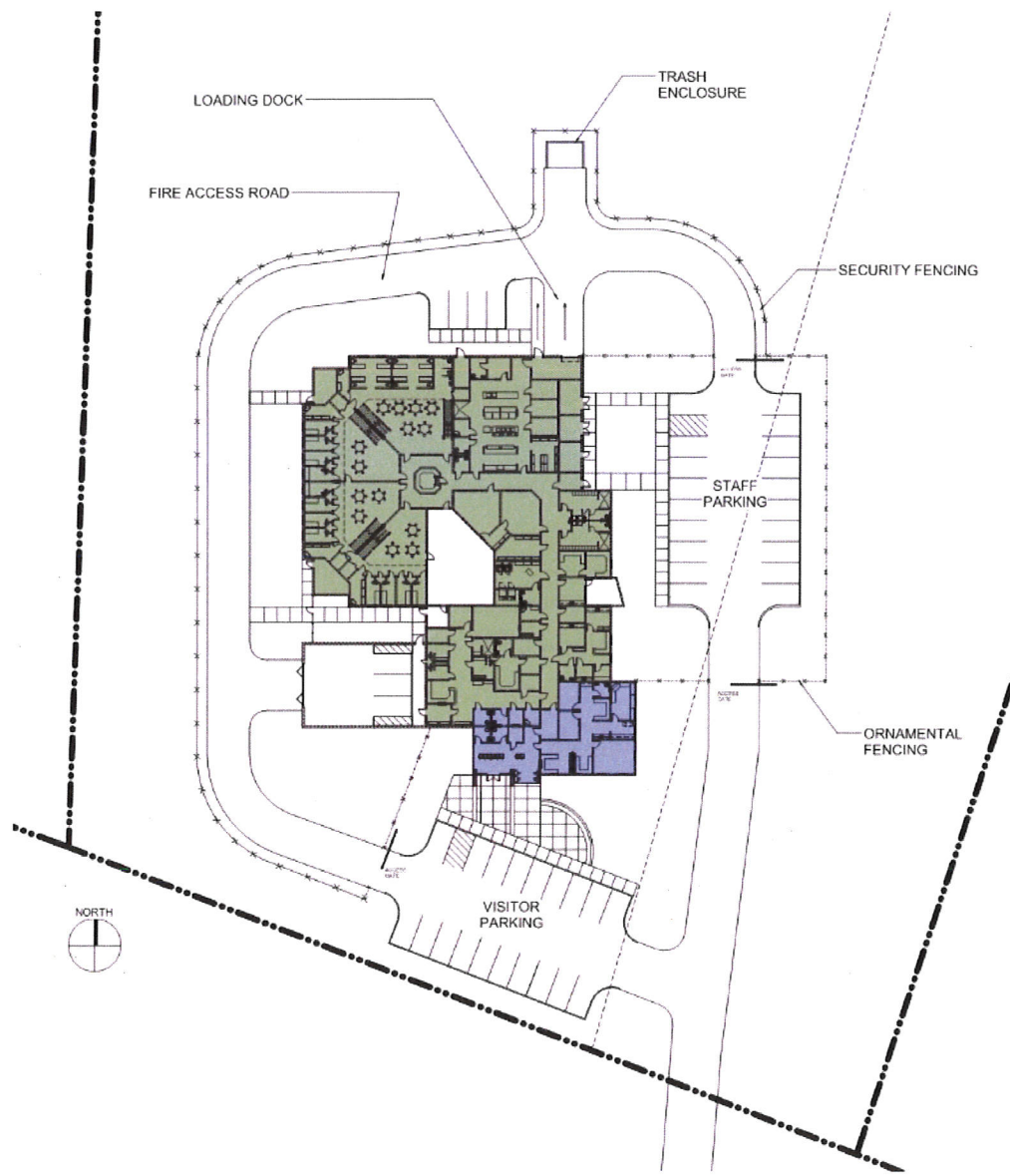
Efficiency

- Develop and use housing configurations which embody direct visual supervision podular facility which meets "best practice" detention operational standards and use of technology which provides flexibility to meet a wide range of varying inmate classifications. Provide a staff supervision station that has the ability to observe all housing and recreation areas concurrently thus being staff efficient.
- Replace the inadequate and unsafe inmate restroom and shower areas which does not allow proper supervision and encourages assaults. For the new dormitory unit provide appropriate toilet and shower facilities that accommodate a level of modesty and allow sufficient supervision to protect the inmates.
- Provide a modern and durable detention facility that is staff efficient to operate with highly efficient mechanical, plumbing and electrical equipment with control systems to reduce operational costs.

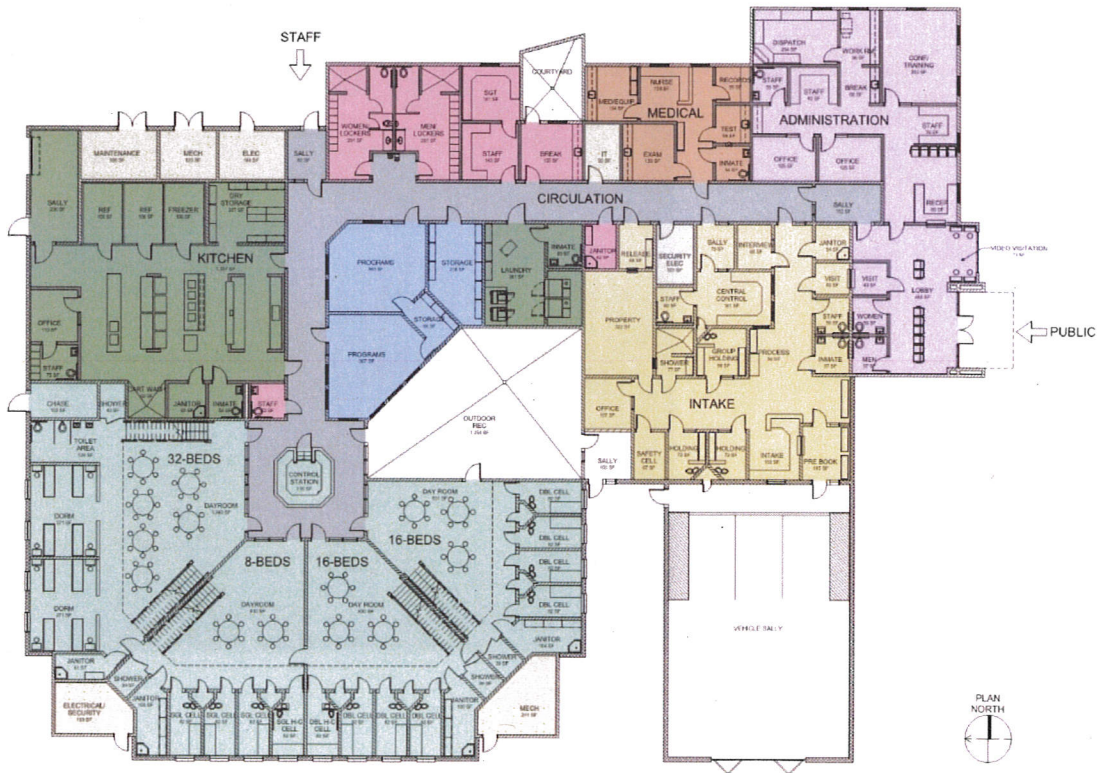
Programming and Treatment

- Provide multiple program spaces to allow for a wide variety of programming and evidence-based counseling which reduces recidivism while addressing individual inmate needs.
- Locate program rooms adjacent to housing units to minimize inmate movement and support staff supervision.

The following pages illustrate conceptual design concepts created to support the updated needs assessment.



Site Plan



Floor Plan

TRINITY COUNTY
OFFICE OF THE SHERIFF

Jail Needs Assessment
December 31, 2011



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TRG Consulting Project Team

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Executive Summary

A. Elements of the System

Existing Trinity County Jail. The current adult detention bed capacity at the Trinity County Jail is illustrated in the following table.

Table EX.1
Trinity County Jail CSA Rated Bed Capacity¹

Bed Type	Total Beds
Single Cell Beds	7 Beds ²
Double Cell Beds	16 Beds ³
Dormitory Beds	30 Beds ⁴
Total Beds	53 Beds

Source. Corrections Standards Authority. June 2010.

As this study indicates, the current maximum capacity of 53 beds is below the 107 beds needed in 2020. The bed requirements for 2020 through 2050 are illustrated in Table A.2 below.

Table EX.2
Adult Detention Facility Bed Need 2010 - 2040

Year	Total Beds
2020	107 Beds
2030	130 Beds
2040	153 Beds
2050	178 Beds

Source. TRGConsulting. November 2011.

Unfortunately the existing county jail has outlived its useful life and a new jail must be constructed. Thus, the table above indicates that that Trinity County needs 107 beds to meet their ten-year needs.⁵

Historic Perspective. The current facility was originally constructed in 1976 and designed to hold 24 inmates. An addition to the facility in 1991 increased the capacity to 53, which is its current maximum population. This capacity level was sufficient five years ago when the facility typically averaged 30 inmates in-custody at any given time. However, for the past several years the facility has been at or over capacity. In fact the crowding situation has forced the early release of inmates that would have otherwise been in-custody serving out their sentence.

¹ Please see Section F, *Analysis of Inmate Trends and Characteristics* for a detailed discussion of these projections. The high range of projections has been used based on the uncertainty surrounding AB 109 as modified by AB 117 related to the counties holding inmates that currently are held by the California Department of Corrections and Rehabilitation (CDCR).

² CSA rates 1 intake holding cell as a single cell. The Sheriff's Department currently uses this cell for intake holding only. The remaining 6 single cells hold inmates classified for Administrative Segregation and Maximum-Security.

³ This double bed total includes 16 beds in 8 double cells. Maximum and Medium-Security inmates are held in these double cells.

⁴ The 30 dormitory beds currently hold Medium and Minimum-Security inmates.

⁵ This number (107 beds) most likely will be adjusted slightly during architectural programming and design to increase the efficiency of housing units and provide the flexibility desired by the Sheriff's Department.

Urgent Service Gap in the Adult Criminal Justice System. The most urgent service gap is the need for new detention beds to replace the existing beds and to meet the needs for 2020. This pressing need is illustrated by the following.

- There are not enough beds to meet adult detention needs in the near future. This situation is exacerbated by AB 109, which requires counties to house inmates previously held in state prisons. If additional beds are not constructed, in some cases criminals who should serve time will not serve any time while other felons may be released early. An early “forced” release system will be required to prevent overcrowding.
- The age and condition (e.g. deteriorating structure, presence of mold, etc.) of the physical plant and the existing building systems (e.g. fire alarms, security electronics, etc.) at the Trinity County Jail require extensive maintenance and makes these systems more expensive to operate.
- Officer safety is compromised by the lack of an adequate number of single and double cells.
- Adequate separation and segregation resulting from the classification of inmates cannot occur because of the lack of a sufficient number of single and double cells. Thus, while the staff has the ability to classify, they do not have the ability to physically segregate those inmates who should be separated because of their classification. This creates an environment that is unsafe for officers, inmates and visitors.
- The design of the jail results in a physical plant that is difficult to manage and control and unnecessarily expensive to operate. Numerous blind spots require more staff than would be required in a state-of-the-art podular facility. There is poor observation throughout the facility.
- The older design of the cells and dormitories does not meet today’s standards for state-of-the-art detention facilities.

Identified Need (Facility Type). The new jail will be constructed adjacent to the site of the Trinity County Juvenile Facility to meet the needs through 2020 and provide mutual support between the two detention facilities. The Trinity County Jail (TCJ) will remain a Type II Facility (i.e. a local detention facility used for the detention of persons pending arraignment, during trial and upon sentence of commitment as defined in Title 24 of the *California Code of Regulations*).

B. Operational and Design Philosophy

Introduction. The mission statement⁶ for the Trinity County Sheriff’s Department is presented in this section along with an organization chart for the Department and the jail.

Mission Statement Summary.

We believe in the preservation of basic human rights and maintenance of individual dignity under the rule and spirit of law, which dictates that the ends do not always justify the means and that punishment is not a function of the police.

Design Goals for the New Jail/Construction and Administrative Work Plan. The design goals for the new adult detention facility and the construction and administrative work plan are discussed in detail in the body of this assessment.

⁶ A copy of the complete mission statement can be found on the home page of the Sheriff’s Department’s website at <http://www.trinitycounty.org/Departments/Sheriff/sheriff.htm> and in the body of this report.

C. Current Inmate Population

Current Inmate Population. The California Department of Corrections and Rehabilitation (CDCR), Corrections Standards Authority (CSA) provides summary data collected for the Jail Profile Survey. Crime and arrest data for Trinity County also is available for 2006 through 2009 from the California Department of Justice (DOJ) and the Corrections Standard Authority (CSA). A "snapshot" from 2006 through 2009 (the last full data year of information from the California Department of Justice) is indicative of the current jail population. Included in this section is statistical data on the jail population, including:

1. Felony Sentenced Dispositions;
2. Crime and Crime Rates and
3. Sentenced and Non-Sentenced Adult Detention Populations by Gender.

D. Classification of Inmates

Introduction. The proper classification of inmates is critical in the Trinity County Jail because of minimum to inadequate staffing, the age of the facility and the lack of enough single and double cells. Mixed classifications along with insufficient holding cells could result in major problems. The influx of inmates that will occur with the enactment of AB 109 (as modified by AB 117) further exacerbates the situation. Nonetheless, officers assigned to the jail are doing a reasonable job of properly classifying and separating inmates according to classification.

Classification Training. A majority of the classification training for staff is performed in house.

Classification of Inmates. The Sheriff's classification system is explained in the verbiage below from the *Trinity County Sheriff's Department Jail Policies and Procedures Manual*.

The classification in place at the Trinity County Jail is designed to utilize to the fullest advantage the physical design of the facility while meeting the requirements of law under the California Code of Regulations, Title 15, Minimum Jail Standards, Sections 1050, 1051, 1052, 1053 and 1082 and under California Penal Code Sections 4001 and 4021. The ultimate goal of the classification system is to assign housing to inmates in such a way as to maximize individual compatibility and unit stability for both inmate and staff safety. The effectiveness of this classification system will be demonstrated by a low incident rate within the Trinity County Jail.⁷

"Need" Resulting from the Desire to Properly Separate and Segregate Inmates. Proper separation and segregation of inmates as envisioned in the Sheriff's classification plan is very difficult because of insufficient staff, an inadequate number of single and double cells and the poor design of the jail. These problems can be alleviated somewhat with the construction of a new facility properly sized to meet future needs with sufficient single and double cells. (One of our design goals for the new facility is to have a sufficient number of single and double cells (including double cells located such that they may be used as additional single cells should the need arise) for the proper separation of inmates of differing classification.)

⁷ *Trinity County Sheriff's Department Jail Policies and Procedures*, Section J121.00 - Classification and Inmate Housing Plan. Revised April 1994.

E. Programs

Trinity County Jail Programs. The existing Trinity County Jail lacks adequate space to conduct any but the most basic programs (e.g. basic educational classes, religious services and counseling, basic mental health programs and counseling, law library, notary services, visiting, commissary, counseling by health care providers, AA and NA classes, etc.).

A new adult detention facility with adequate program space will allow for a wide variety of programs to reduce recidivism. Not only will the Sheriff's Department be able to enhance existing programs, but staff also will be able to introduce a number of programs that have been successful in other jurisdictions.

Examples include:

- expanding mental health programs and therapy sessions;
- developing an adult literacy program;
- providing tutoring for inmates seeking a GED;
- increasing the number of Bible study sessions and expanding religious programs;
- increasing the number of AA meetings and providing additional alcohol abuse counseling;
- enhancing the narcotics abuse program with additional meetings and therapy sessions; and
- providing health education on a wider variety of subjects.

Additional programs that are being considered for implementation in the new facility include:

- life skills programs targeted by age, gender and need;
- a program to identify community resources and provide initial contact prior to release;
- family awareness and responsibilities;
- parenting programs;
- mentoring programs for young inmates;
- anger management classes and counseling;
- self-esteem enhancement;
- developing communication skills and enhancing human relations;
- aptitude assessment and career planning;
- special education classes;
- vocational education classes
- academic and vocational education correspondence courses;
- arts and crafts;
- physical education classes; and
- other programs that will assist inmates in returning to the community as productive citizens.

Inmate Programs and Detention Alternatives. Inmate programs, and alternatives to detention, are described in the *Trinity County Sheriff's Department Jail Policy and Procedures Manual* and the body this assessment.

F. Analysis of Local Trends and Characteristics.

Introduction. The report includes a detailed description of the projection methodology along with the algorithms used. Anticipated Average Lengths of Stay (ALS) also are included in this section of the report. AB 109 has increased the bed need significantly.

Analysis and Projections. An analysis of local trends and characteristics resulted in the bed need projections illustrated in Table EX.3 on the following page.

Table EX.3
Projected ADP With Peaking and Classification Factor 2020 - 2050

Year	Low Projected ADP	Peaking & Classification Factor	Revised Low ADP
		25.00%	
2020	83	21	103
2030	100	25	125
2040	118	29	147
2050	137	34	171

Year	Median Projected ADP	Peaking & Classification Factor	Revised Median ADP
		25.00%	
2020	83	21	103
2030	100	25	126
2040	118	30	148
2050	137	34	171

Year	Average Projected ADP	Peaking & Classification Factor	Revised Average ADP
		25.00%	
2020	84	21	105
2030	102	25	127
2040	119	30	149
2050	139	35	173

Year	High Projected ADP	Peaking & Classification Factor	Revised High ADP
		25.00%	
2020	86	21	107
2030	104	26	130
2040	122	31	153
2050	142	36	178

Source: TRGConsulting, December 2011.

G. Adequacy of Staffing Levels

Staffing Issues. The Trinity County Jail is seriously understaffed. The Corrections Standards Authority inspection report from June 8, 2010 found a number of noncompliance issues including:

- The inspector was unable to confirm that staffing was sufficient to complete the required hourly safety checks.

- Similarly, the inspector was unable to confirm that female staff were immediately available to female inmates. It appeared that female staff were not available at least one night a week.
- Four jail supervisory positions were vacant with only the facility manager position filled.
- Only one officer was on duty from 2000 to 0600 five and often six nights a week. As a result, cell checks could not be performed correctly because the officers cannot enter cells or dormitories and they must simply perform their checks from outside the cells and dormitories. The cells and dormitories and parts of the sobering cell cannot be viewed from outside.
- The jail dispatchers were counted on as jail staff, which is problematic because the dispatching assignment is a fixed post position.

Detention facilities must be staffed 24 hours a day, 7 days a week (24/7) in order to fulfill their mandate to provide safe and secure housing for those inmates under their care. Staff at the Trinity County Jail must be available to receive new bookings in the jail, provide medical care, classify and move inmates within the facility, maintain staff and inmate safety and security, provide recreation and exercise, ensure inmates are fed, transport inmates to court or outside agencies and lawfully release inmates. Due to its nature, a jail cannot simply discontinue operation (e.g. refuse to accept prisoners) if there is not a person available to fill a position. When detention facilities are not staffed adequately, overtime is necessary to cover an unfilled post.

The major staffing issues facing the Trinity County Jail are listed below.

1. It appears there has not been an updated relief factor calculated for some time.
2. Baseline staffing should be above minimum staffing. Due to vacancies and other factors, the Trinity County Jail sometimes is leaving the jail understaffed or using overtime to staff *up* to their self-imposed minimum staffing. While this situation has improved since the last CSA inspection, minor problem areas remain. This level is *not* adequate to provide basic safety and security for staff and inmates.
3. Vacancies, extended periods of leave, and normal staff attrition have resulted in vacant POST positions. The jail sometimes relies on overtime to meet minimum staffing.
4. Understaffing lowers morale, employees are unable to take breaks (in violation of the Fair Labor Standards Act), employees get "burned out" with mandatory overtime, employees must take "shortcuts" to get the job done and employees are forced to assume collateral duties to allow the facility to function.
5. The current authorized staffing for the Trinity Jail is inadequate. Even if every vacancy were filled with a fully trained staff member, the facility would not have enough staff to provide "best practices" staffing.

The Sheriff is working diligently to improve staffing issues and has made significant progress. Nonetheless minor problems (relative to the dire situation in the recent past) still remain.⁸

⁸ With the increased level of staffing, with the exception of a few rare occasions, consistently there are two officers on the jail floor at all times to ensure that hourly inmate safety checks are completed. However, despite the increase of staffing there have been a few occasions since the last CSA inspection where there has not been a female officer on duty in the jail for four to eight hours, thus hourly inmate safety checks in the female dorm were not completed at these respective times. Despite the increased level of staffing, there is no extra staff beyond the current assigned level of two officers on the jail floor to provide the required breaks for the assigned officers. Any other coverage for officers needing time off for sick leave, vacation, training, compensatory time, etc., all have to be covered by overtime, taking a deputy off the street to help cover or schedule a cadet to come in.

With the increased adjustment made to the jail staffing levels, overtime has been greatly reduced but not completely eliminated. Various shift coverage problems occur still at times when an officer calls in sick at the last minute and an officer has to be held over or called in. Also, various inmate transports come up on a regular basis, which requires overtime for officers to complete the transports either after their scheduled work hours or on their regular days off. Circumstances requiring the use of overtime regularly fluctuate and change, depending on the need at that respective time.

Recruitment, Selection and Retention. The Trinity County Sheriff's Department experiences difficulty in the recruitment, selection and retention of officers to work in the jail for the following reasons.

- Pay and benefits for the officers that work in the jail are less than those that are offered by (CDCR) and some other counties for similar positions.
- Almost two thirds of the applicants for positions in the Sheriff's Department fail the psychological or polygraph/background investigation for a number of reasons including financial insolvency, drug use and psychological issues.

While the above difficulties are common in most county detention systems, the lack of adequate staff support spaces and offices exacerbate Trinity County difficulties. Thus, the "need" for a new adult detention facility goes well beyond a simple "need" for additional beds that is, in itself, quite critical. The additional "need" is for a facility that protects the safety of correctional officers (by providing adequate beds of the correct type) and provides them with a professional environment in which to work.

H. Ability to Provide Visual Supervision

Introduction. While visual supervision is problematic in the existing jail, the new Trinity County Adult Detention Facility will be designed to enhance visual supervision as indicated in Section B *Operational and Design Philosophy* of this needs assessment.

"Need" as a Result of Inadequate Existing Facility Design. The 2006 biennial inspection by the Corrections Standards Authority (CSA) discusses the deficiencies related to visual supervision.

It is an older linear style jail design, with several doors and corridors that obstruct sight lines.⁹

The security camera system is antiquated and cannot provide a complete account of incidents for review. The older cameras are not compatible with the newer computer system causing the tape to record at 1-2 second intervals and it does not record in "real" time.¹⁰

Design of the Proposed Adult Detention Facility. The new facility will be designed to provide direct visual supervision in all inmate occupied areas of the facility.

I. Adequacy of Record Keeping

Record Keeping. Jail staff at the Trinity County Jail maintains all records required by Title 15. Staff also maintains additional records to effectively manage the jail, assigned staff, the inmate population and visitors. Examples include voluminous inmate management records, information on inmates with mental health needs, statistics on commitments waiting to serve¹¹ and records relating to the effectiveness of programs (including records of the effectiveness of alternatives to incarceration).

J. Compliance with Standards

Introduction. The Trinity County Sheriff's Office operates a Type II adult detention facility. The facility is used for the detention of males and females pending arraignment, during trial, and upon a sentence of

⁹ Corrections Standards Authority 2004/06 Biennial Inspection (Penal Code Section 60431) letter of June 12, 2006. Page 2.

¹⁰ Ibid. Page 2.

¹¹ Overcrowding has compromised the criminal justice system in Trinity County to the point where certain classes of individuals sentenced by the courts are scheduled to begin serving their time several months in the future. Statistics kept by the Sheriff's Department indicate that over 40% of those scheduled fail to appear to serve their time.

commitment. This facility has an old linear physical plant design¹² that complies with minimum standards for local adult detention facilities other than issues relating to overcrowding (i.e. adding bunks due to overcrowding). The major issue related to compliance is understaffing resulting from the county's dire economic circumstance.¹³ The facility's housing areas have a Corrections Standards Authority (CSA) rated capacity of 53 inmates.

The jail faces two significant issues affecting the success of its overall mission and the ability of the Sheriff's Office to comply with current Title 15 and Title 24 standards:

1. an inadequate number of single and double cells; and
2. understaffing.

Inadequate Single and Double Cells. There are too many dormitory beds (thirty dormitory beds out of a CSA rated capacity of fifty-two total beds) for the classification of inmates currently held in the Trinity County Jail. Dormitories are much like military barracks, as opposed to single or double cells. Dormitories are cheaper to build and theoretically are more cost effective to supervise. Normally, dormitories are for the lowest level of classification. The conflict occurs because jail staff does not have adequate ability to classify or segregate problem inmates from other inmates or staff.

The type of inmate entering local county jails has changed dramatically since the Trinity County Jail opened. In some ways, the local jail population is no different than those in state prisons. The design of the dormitory housing areas at the Trinity County Jail was never intended to house the type of felony inmates it now holds.

Understaffing. The Trinity County Jail is facing staff related issues. These issues affect the overall security of the facility and the morale of the staff.

K. Unresolved Issues

Unresolved Issues. Four issues remain unresolved, mostly due to the uncertainty surrounding the final impact of AB 109 (Criminal Justice Alignment) as modified by AB 117 (Criminal Justice Realignment) on the Trinity County criminal justice system. Unresolved issues include:

1. The impact of Phase II of the *Public Safety and Offender Rehabilitation Services Act of 2007* on Trinity County.
2. The final impact of AB 109 (as modified by AB 117) on the Trinity County criminal justice system.
3. Sources of funding for the construction, project and operational costs that are associated with meeting the projected bed need for 2020 and 2030; and
4. The construction phasing of the 2030 need.

Implementation Strategy to Resolve Issues. The remaining activities required to resolve these issues are discussed in this report. Trinity County is committed to continuing this implementation strategy until all issues are resolved and the new jail is constructed and occupied.¹⁴ The implementation schedule will be reviewed periodically and accelerated as appropriate. The four unresolved issues identified above will be resolved as part of this strategy.

¹² Please note that the Trinity county Jail is grandfathered under physical plant regulations that were in place at the time the jail and the addition were constructed (1976 and 1991 respectively). The jail would not meet some of today's more stringent physical plant requirements.

¹³ In 2005 the County had Certificates of Participation (COPs) issued to assist in covering debt incurred as a result of the hospital. The terms of this borrowing prevent the County from incurring any additional general fund debt, without the prior express consent of the issuer of the Certificates.

¹⁴ Trinity County has limited resources (as is the case with a number of California counties). Nonetheless county leaders intend to move forward as rapidly as scarce resources permit.

A. Elements of the System

Existing Trinity County Adult Detention Facility. The current adult detention bed capacity at the Trinity County Jail is illustrated in the following table.

Table A.1
Trinity County Jail CSA Rated Bed Capacity¹

Bed Type	Total Beds
Single Cell Beds	7 Beds ²
Double Cell Beds	16 Beds ³
Dormitory Beds	30 Beds ⁴
Total Beds	53 Beds

Source. Corrections Standards Authority. June 2010.

As this study indicates, the current maximum capacity of 53 beds is below the 107 beds needed in 2020. The bed requirements for 2020 through 2050 are illustrated in Table A.2 below.

Table A.2
Adult Detention Facility Bed Need 2010 - 2040

Year	Total Beds
2020	107 Beds
2030	130 Beds
2040	153 Beds
2050	178 Beds

Source. TRGConsulting. November 2011.

Unfortunately the existing county jail has outlived its useful life and a new jail must be constructed. Thus, the table above indicates that that Trinity County needs 107 beds to meet their ten-year needs.⁵

Historic Perspective. The Trinity County Sheriff's Office was established in 1851 and is the primary law enforcement agency within the county. In addition to providing general law enforcement services the Sheriff's Office maintains the county's only adult detention facility. The current facility was originally constructed in 1976 and designed to hold 24 inmates. An addition to the facility in 1991 increased the capacity to 53, which is its current maximum population. This capacity level was sufficient five years ago when the facility typically averaged 30 inmates in-custody at any given time. However, for the past several years the facility has been at or over capacity. In fact the crowding situation has forced the early release of inmates that would have otherwise been in-custody serving out their sentence. The vast majority of inmates has not been sentenced and are in-custody awaiting court proceedings. In recent years this percentage has grown from the 65% of five years ago to the 90% that are currently housed on pretrial matters when this needs assessment was prepared.

¹ Please see Section F, *Analysis of Inmate Trends and Characteristics* for a detailed discussion of these projections. The high range of projections has been used based on the uncertainty surrounding AB 109 as modified by AB 117 related to the counties holding inmates that currently are held by the California Department of Corrections and Rehabilitation (CDCR).

² CSA rates 1 intake holding cell as a single cell. The Sheriff's Department currently uses this cell for intake holding only. The remaining 6 single cells hold inmates classified for Administrative Segregation and Maximum-Security.

³ This double bed total includes 16 beds in 8 double cells. Maximum and Medium-Security inmates are held in these double cells.

⁴ The 30 dormitory beds currently hold Medium and Minimum-Security inmates.

⁵ This number (107 beds) most likely will be adjusted slightly during architectural programming and design to increase the efficiency of housing units and provide the flexibility desired by the Sheriff's Department.

The crowding situation will be further compounded over the coming years as a result of the 2011 Public Safety Realignment Act (AB109). As a result of this legislation, CDCR estimates that approximately fifteen new commitments will be sentenced to the county facility for extended periods of time on an annual basis. Based on this estimate our current facility will be significantly over capacity within five years with just new commitments. Considering that 90% of the inmates currently housed are on pretrial matters, this will result in a significant number of individuals being released from custody prior to the completion of their sentence. Given the passage of AB109, along with the age and antiquated design of our current facility, our need for a modern and expanded facility is imperative.

Urgent Service Gap in the Adult Criminal Justice System. The most urgent service gap is the need for new detention beds to replace the existing beds and to meet the needs for 2020. This pressing need is illustrated by the following.

- There are not enough beds to meet adult detention needs in the near future. This situation is exacerbated by AB 109, which requires counties to house inmates previously held in state prisons. If additional beds are not constructed, in some cases criminals who should serve time will not serve any time while other felons may be released early. An early “forced” release system will be required to prevent overcrowding.
- The age and condition (e.g. deteriorating structure, presence of mold, etc.) of the physical plant and the existing building systems (e.g. fire alarms, security electronics, etc.) at the Trinity County Jail require extensive maintenance and makes these systems more expensive to operate.
- Officer safety is compromised by the lack of an adequate number of single and double cells.
- Adequate separation and segregation resulting from the classification of inmates cannot occur because of the lack of a sufficient number of single and double cells. Thus, while the staff has the ability to classify, they do not have the ability to physically segregate those inmates who should be separated because of their classification. This creates an environment that is unsafe for officers, inmates and visitors.
- The design of the jail results in a physical plant that is difficult to manage and control and unnecessarily expensive to operate. Numerous blind spots require more staff than would be required in a state-of-the-art podular facility. There is poor observation throughout the facility.
- The older design of the cells and dormitories does not meet today’s standards for state-of-the-art detention facilities. Examples include:
 - Suicide hazard elimination is not as stringent as it should be to prevent self-harm and the attendant liability.
 - Medical/mental health treatment spaces are not adequate for the rated beds, let alone the actual number of inmates held.⁶
 - Preferred design requirements to improve security and the management of inmates are not met (e.g. number of toilet fixtures and showers per inmate, number of safety and sobering cells needed for efficient operation, adequate intake and release facilities, sufficient storage, etc.).
 - There are insufficient spaces dedicated to programs. Effective programs are necessary to manage the jail population and reduce recidivism.

Identified Need (Facility Type). The new jail will be constructed adjacent to the site of the Trinity County Juvenile Facility to meet the needs through 2020 and provide mutual support between the two detention facilities. The Trinity County Jail (TCJ) will remain a Type II Facility (i.e. a local detention facility used for the detention of persons pending arraignment, during trial and upon sentence of commitment as defined in Title 24 of the *California Code of Regulations*).

Housing. 100 *replacement and new beds*⁷ will be provided as described in Table A.3 below. Housing pods will be sized to provide adequate control (i.e. separation and flexibility) and to maximize staffing efficiency. The allocation of new beds is summarized in Table A.3 on the following page.

⁶ For example, it is estimated that at least one-third of the inmate population has mental health issues.

Table A.3
Bed Allocation 2020

Bed Type	New Construction
Beds in Single Cells	20
Beds in Double Cells	80
Dormitory Beds	0
Total Beds	100

Source. TRGConsulting. November 2011.

The preliminary allocation of beds by type of is discussed below.

Single Occupancy Cells. A total of 10 beds will be provided in single occupancy cells for maximum-security, disciplinary segregation, administrative segregation and protective custody inmates will be provided. All cells will be "wet." Stainless steel combination fixtures [or detention grade porcelain fixtures] will be used. The bed and a desk will be wall mounted.

Double Occupancy Cells. A total of 90 new beds in 45 double occupancy cells will be added for medium-security inmates. Adequate ADA cells will be provided. All cells will be "wet." Stainless steel combination fixtures will be used. Two beds and a desk will be wall mounted in each cell.

Dayrooms. Dayrooms will be provided at the rate of thirty-five square feet per inmate and will contain anchored tables and seating to accommodate the maximum number of inmates allowed access to the dayroom at any given time in each housing unit. Access will be provided to toilets, washbasins, drinking fountains and showers from the dayroom. Dining will occur in the dayroom of each housing unit. ADA accommodations will be provided as necessary.

Intake/Release/Processing. Intake, release and processing will occur in the new intake/release/processing areas. Holding cells, safety cells, sobering cells, showers for inmates, toilet facilities for staff and inmates, inmate property storage areas, medical triage rooms, processing areas, administrative office areas and interview rooms will be provided. A weapons locker will be provided at the new vehicular sally port. Staff will have unobstructed access to hot and cold running water and an eyewash station. Telephones will be added for inmate use.

Visiting. Contact, non-contact and video visiting spaces will be provided. Video visiting will be the primary method of visitation.

Program Space. Program rooms will be provided at each housing unit. Activities that will occur in these spaces include adult education, religious services and counseling, AA and NA classes, mental health evaluations and classes along with other programs to reduce recidivism

Medical and Mental Health Services. Medical examination rooms and secure pharmaceutical storage will be provided for medical screening and routine medical care. More advanced care will continue to be provided outside of the facility. Mental health professionals will evaluate inmates and provide mental health programs as necessary. Interview rooms and program space will be provided for this purpose.

Outdoor Exercise. An enclosed, secure outdoor exercise area will be attached to each new housing unit. This area will be observable from within the housing unit and from central control. The area will be a secure area that is partially covered for use in inclement weather and have a clear height of at least fifteen feet. The "open" area of the roof structure will be covered with high security mesh to prevent escape. Access will be provided to a toilet, washbasin and drinking fountain. ADA accessibility will be provided as necessary.

⁷ The required number of beds for 2020 (107 beds) has been rounded down to an even number (100 beds) for construction and staffing efficiency.

There will be at least one completely fenced outdoor exercise area of not less than 600 square feet for use by those inmates who have earned this privilege. This 600 square foot Title 24 requirement also can be met by constructing one or all of the secure, attached outdoor recreation areas at the housing units to meet this square footage requirement.

Special care will be taken to eliminate opportunities for escape and the introduction of contraband. All exercise areas will be under direct visual observation (CCTV) by central control.

Recreation areas will accommodate inmates with disabilities.

Attorney Interview Rooms. Selected non-contact visiting rooms will be configured with a secure and lockable paper pass to allow attorneys to consult confidentially with inmate clients. One interview room in the intake/release/processing area also will be configured with a secure paper pass and may be used for confidential meetings between attorneys and inmates.

Confidential Interview Rooms. Confidential interview rooms will be provided in the intake/release/processing area and near the new housing areas. The interview rooms will be used by custody, mental health and health care staff as well as by attorneys and religious advisors. The interview rooms will be accessible to male and female inmates and they will not be monitored.

Central Control. A new central control room will monitor and operate all security perimeter penetrations. Additionally, central control will monitor each housing unit and be capable of overriding the pod control stations in each housing pod.

Central control will have visual supervision of the housing units, the attached outdoor exercise areas and the program spaces. CCTV will be minimized and used to assist in the control of the perimeter penetrations and unoccupied spaces that are covered with intrusion alarms. The CCTV will be activated by the activation of the intrusion alarm in unoccupied spaces.

An escape hatch will be provided to allow an officer in central control to exit to the roof in the event of a natural disaster or disturbance in which control of the area adjacent to central control is compromised temporarily.

Housing Pod Control. The facility will operate under a direct supervision model during the day and evening shifts. Open housing pod control stations on each pod will control the communications, cell doors, lighting and showers in each pod. Intercom stations will be monitored and controlled at the pod control station. Pod control will have the capability of switching all controls to central control. The control panels will be capable of being locked when the officer is away from the open pod control station.

An enclosed and secure housing control station will be provided for the housing pods. This secure station will be used during the graveyard shift when the pods will operate under an indirect supervision model.

Administration. The administrative areas will reflect the professionalism of the staff. Additional space will be provided for administrative and custody staff as necessary. Staff toilet rooms, locker rooms, a break room and briefing/meeting/training suite will be provided.

Staff Stations. A preliminary staffing plan will be prepared before the facility is designed. Thus, care will be taken during the design to be certain that the facility does not generate additional staff stations not required by "best practice." All staff stations will be ergonomically designed.

Staff Facilities. Male and female locker rooms will be provided with lockers for all staff as well as shower and toilet facilities. An adjacent exercise area and training rooms also will be provided.

Public Areas. A public reception and video visiting area⁸ will be provided to accommodate visitors while still maintaining the security of the facility. A complete entry control package will be included at the public entrance along with a locked storage for visitors to secure their belongings before meeting with inmates.⁹ All public areas will be ADA compliant.

Food Service. A new kitchen will be provided. Inmates will be fed in the dayrooms of their respective housing units. Sack lunches will be provided for inmates who are away from the facility for the day (e.g. on work crews, inmates likely to be in court for the day, etc.).

Adequate food service storage will be provided to allow for bulk purchasing.

Laundry. A new laundry will be provided to accommodate the new beds. Industrial grade washers and dryers will be used in the main laundry. Commercial grade washers and dryers will be provided in the housing areas where female inmates will be assigned.

Maintenance Space. A maintenance work and storage area will be provided.

Storage. Institutional storage will be provided. Additionally, storage areas will be provided in the new housing units and the new intake/release/processing area. Inmate property storage will be provided. The inmate property storage area will include secure storage for inmate valuables.

Weapons Lockers. Weapons lockers for the use of law enforcement will be provided outside the intake/release/processing area (in the vehicle sally port) and in reception.

Perimeter Security. The walls of the facility will define the primary maximum-security perimeter.

⁸ Video visiting will be used extensively. Traditional contact and non-contact visiting will occur when ordered by the Courts and at the discretion of the facility commander.

⁹ An entry control package typically consists of a walkthrough magnetometer and an x-ray machine to examine packages. A handheld magnetometer is provided for more detailed searches.

B. Operational and Design Philosophy

Introduction. The mission statement¹ for the Trinity County Sheriff's Department is presented in this section along with an organization chart for the Department and the jail.

Mission Statement.

We believe in the preservation of basic human rights and maintenance of individual dignity under the rule and spirit of law, which dictates that the ends do not always justify the means and that punishment is not a function of the police.

We believe in providing, empathetic, responsible, and professional service to citizens and visitors alike to ensure the quality of life enjoyed in our rustic communities. The citizens of Trinity County have endowed us with a public trust. We honor that trust by holding ourselves to the highest standards of professional conduct, wholly subscribing to the Law Enforcement Code of Ethics.

We believe in proactive team management, open communication and personnel input as a part of the policy and procedure formulation process. We all recognize that once a decision is taken it is critical that everyone, even those who may hold a contrary view, must work together to achieve Departmental goals.

As members of the Law Enforcement Community a great deal more is expected of us than of those in other pursuits. Therefore, we hold that our actions shall be professional, reasonable, exemplary and consistent with the spirit and word of this philosophy, the Constitution of the United States, the laws of the State of California and the Ordinances of the County of Trinity.

We accept as our obligation the responsibility of continuing to provide public service, leadership, guidance and protection to our citizens, so that Trinity County will remain a pleasant and desirable place to be.

The very best Law Enforcement is when the people are safe and secure in their persons and property and have no cause to know it's there!

Design Goals for the New Adult Detention Facility. The new adult detention facility will:

- be a state-of-the-art, new generation, direct visual supervision, podular, adult detention facility that meets all of the requirements of Title 24 of the *California Code of Regulations*;
- provide a safe and secure environment for staff, visitors, volunteers and adults with a well defined secure perimeter that includes pedestrian and vehicular sally ports;
- include a central control station that controls the secure perimeter and has visual supervision of the housing units and recreation areas as well as other secure areas;
- consist of housing units with the flexibility to meet a wide variety of varying classification needs (e.g. mental health housing, female housing, special needs housing, housing of varying security levels, etc.);
- meet Trinity County's adult detention requirements for twenty years after initial occupancy (with planned expansion);
- provide spaces for a wide variety of programs to reduce recidivism and thus reduce county, state and federal criminal justice system costs;
- provide a professional work environment and adequate space for custody staff, teachers, medical and mental health professionals, other professionals providing services and volunteers;

¹ A copy of the mission statement can be found on the home page of the Sheriff's Department's website at <http://www.trinitycounty.org/Departments/Sheriff/sheriff.htm>.

- be cost efficient to build and operate;
- be energy efficient and environmentally friendly to reduce operating costs;
- be staff efficient to preserve county resources;
- include an intake/release/processing area that is large enough to meet all booking needs and, simultaneously, provide an area for release and transportation staging (intake/release/processing spaces often are undersized in detention facilities);
- provide adequate medical, dental² and mental health spaces to reduce the need for transportation outside the facility and to ensure that each inmate is evaluated, treated, monitored and assigned to appropriate programs;
- meet the requirements of the Americans with Disabilities Act (ADA);
- provide adequate, easily supervised adult exercise and recreation spaces (including those required for large muscle group activities) to reduce tension and contribute to the success of programs;
- include food service space and facilities as necessary to ensure that meals meet the nutritional requirements determined by the county and to provide vocational education opportunities;³
- provide laundry services to clean inmate clothing, bedding and associated items;⁴
- include adequate storage (storage also often is undersized in detention facilities);
- provide secure spaces for contact, non-contact and video visiting; and
- provide a double fenced, secure perimeter.

Construction and Administrative Work Plan. The construction and administrative work plan for the new Trinity County Adult Detention Facility is discussed below.

The process is designed specifically to make the most efficient use of available resources while maintaining the project scope (quality), budget and schedule. This methodology has been used successfully on several adult detention facility projects throughout the United States including projects for California counties and projects under the aegis of state and federal grant managers.

This work plan includes proven project delivery methods to ensure successful completion of the proposed scope on time and within budget. The plan also includes federal and state mandated requirements for grant funding. The plan consists of the following elements:

- Detailed conceptual level planning that includes:
 - information on and required by funding sources including the monitoring of matching funds;⁵
 - development of the preliminary program statement;⁶
 - development of the preliminary staffing plan;⁷
 - development of the preliminary architectural program;
 - refinement of the conceptual budget;
 - analysis of the construction costs and total project costs;
 - development of Trinity County Sheriff's Department operational and staffing costs that will be incurred once construction is complete;
 - development of maintenance costs that will be incurred once construction is complete;
 - refinement of the preliminary schedule; and
 - plans for continued compliance with state and/or federal pre-contractual requirements.

² A dental chair and small operator will be provided to allow outside dental providers to see inmates at the facility and reduce the need and security risk associated with transportation outside of the facility.

³ The kitchen also will provide food service for the juvenile detention facility.

⁴ The laundry also will serve the juvenile detention facility.

⁵ If the project receives federal or state funding it will include certain reporting, inspection and auditing requirements.

⁶ It is important to finalize the program statement early so that it forms the basis for the design effort.

⁷ Similarly, it is important to finalize the staffing plan at this stage to insure staffing efficiency and reduced operational costs.

- Presentation to and approval by the Trinity County Board of Supervisors during planning, design, the development of construction documents and during construction (including the preparation of appropriate graphics for the presentation).
- Development of the architectural program including:
 - preliminary code analysis;
 - an analysis of the requirements of Titles 15, 19 and 24;
 - staffing and operational analysis which will include a refinement of the staffing plan and refinement of the Program Statement; and
 - any required refinement of the project timeline.
- Preparation of traditional schematic design and design development documents.
- Transition planning that begins with the establishment of the transition team during schematic design and continues through move-in and post-occupancy activities.
- Continuous design/value engineering to make the most efficient use of available resources (i.e. provide a cost effective design) and preserve life cycle costs.
- Continuous user input from Trinity County Sheriff's Department staff and others providing programs and services at the proposed adult detention facility.
- Continuous code analysis.
- Independent cost estimates during the design and construction document phases to remain within 5% of the conceptual budget.
- Continuous analysis of the requirements of the Titles 15, 19 and 24.
- Ongoing schedule review and analysis to be certain that the project is ready for occupancy as planned.
- The preparation of construction documents (drawings and specifications).
- Constructability reviews during design and during the preparation of construction documents to use the most effective construction means and methods in order to ensure competitive bidding and to reduce change orders.
- Peer review during the preparation of design and construction documents to provide the best possible and most cost effective solutions to design and construction issues.
- Continuous analysis of staffing, operations and life cycle costs in order to design and build the most cost effective facility possible.
- Marketing of the project to potential contractors and sub-contractors to increase the potential for competitive bids and to increase the number of bidders.⁸
- Bidding activities including the opening of the bids and the preparation and signing of the construction contract.
- Construction administration, coordination and observation.

⁸ Particular attention should be paid to marketing the project to those sub-contractors responsible for detention hardware and security electronics. This will help assure that competitive bids from these sub-contractors are provided to the general contractors bidding on the project.

- Preparation of the quarterly invoices and progress reports if required by grant funding procedures.
- Construction close-out activities including:
 - punch list development and monitoring of the completion of punch list items;
 - cost reconciliation and final audit;
 - final invoice and progress payment;
 - collection of warranties;
 - preparation of the final “as-built” drawings; and
 - collection of operation and maintenance manuals.
- Transition and move-in activities including:
 - equipment commissioning;
 - facility “shake-down;”
 - operations and security “walk through;”
 - staff occupancy training; and
 - the phased move-in of inmates.⁹
- Periodic post-occupancy evaluations at one, two and five years after occupancy.
- Other services as desired by the Trinity County Sheriff’s Department.

⁹ Experience has shown that initial occupancy is an intense time for staff and inmates. A phased move-in allows staff and inmates to adjust with less tension. This results in the reduced risk of self-harm by inmates and reduced sick leave requests by staff.

C. Current Inmate Population

Current Inmate Population. The California Department of Corrections and Rehabilitation (CDCR), Corrections Standards Authority (CSA) provides summary data collected for the Jail Profile Survey. Crime and arrest data for Trinity County also is available for 2006 through 2009 from the California Department of Justice (DOJ). A “snapshot” from 2006 through 2009 (the last full data year of information from the California Department of Justice) is indicative of the current jail population. Included in this section is statistical data on the jail population, including:

1. Felony Sentenced Dispositions;
2. Crime and Crime Rates; and
3. Sentenced and Non-Sentenced Adult Detention Populations by Gender.

Felony Arrests and Dispositions. A “snapshot” of felony sentenced disposition data for 2006 through 2009 from the DOJ, is presented in Table C.1 below.

Table C.1
Trinity County Adult Felony Sentenced Dispositions, 2006 – 2009

Sentence	2006	2007	2008	2009
Death	0	0	0	0
Prison	24	15	12	23
Probation	13	7	5	6
Probation with Jail	84	84	84	68
Jail	7	8	4	12
Fine	1	2	2	3
CRC (Civil Addict)	1	0	0	0
Other	2	1	3	1
Total	132	117	110	113

Source: California Department of Justice. November 2011.

Crimes and Crime Rates. As with felony sentenced dispositions, a “snapshot” of crimes and crime rate data for Trinity County (again, available from The California Department of Justice for 2006 through 2009) is illustrated in Table C.2 below.

Table C.2
Trinity County Adult Crimes and Crime Rates, 2006 – 2009

Category/Crime	2006	2007	2008	2009
Violent Crimes	23	20	22	22
Homicide	0	1	0	0
Forcible Rape	4	0	1	0
Robbery	4	5	2	3
Aggravated Assault	15	14	19	19
Property Crimes	166	109	70	123
Burglary	77	71	37	60
Motor Vehicle Theft	78	26	20	26
Larceny - Theft \$400+	11	12	13	37
Total Larceny-Theft	30	42	29	66
Over \$400	11	12	13	37
\$400 and Over	19	30	16	29
Arson	2	0	0	0

Source: California Department of Justice. November 2011.

Sentenced and Non-Sentenced Inmates. Table C.4 illustrates the percentages of non-sentenced and sentenced inmates (by gender) held at the Trinity County Jail from January 2011 through March 2011 (the most recent data available from the Corrections Standards Authority).

Table C.3
Trinity Jail Population by Sentenced and Non-Sentenced Inmates, January – March 2011

Category	Number	Percent
Non-Sentenced		
Male	13	83%
Female	3	17%
Total	16	100%
Sentenced		
Male	23	89%
Female	3	11%
Total	26	100%
Grand Total	42	

Corrections Standards Authority. November 2011

At the time the data illustrated above was collected, 14% of the inmates were females and 84% of the inmate were males.

While this is the most recent data available from the Jail Profile Survey posted online by CSA, it is an aberration. For example, when this needs assessment was prepared approximately 90% of the inmates were pre-sentenced.

D. Classification of Inmates

Introduction. The proper classification of inmates is critical in the Trinity County Jail because of minimum to inadequate staffing, the age of the facility and the lack of enough single and double cells. Mixed classifications along with insufficient holding cells could result in major problems. The influx of inmates that will occur with the enactment of AB 109 (as modified by AB 117) further exacerbates the situation. Nonetheless, officers assigned to the jail are doing a reasonable job of properly classifying and separating inmates according to classification.

Classification Training. A majority of the classification training for staff is performed in house.

Classification of Inmates. The Sheriff's classification system is explained in the verbiage below from the *Trinity County Sheriff's Department Jail Policies and Procedures Manual*.

The classification in place at the Trinity County Jail is designed to utilize to the fullest advantage the physical design of the facility while meeting the requirements of law under the California Code of Regulations, Title 15, Minimum Jail Standards, Sections 1050, 1051, 1052, 1053 and 1082 and under California Penal Code Sections 4001 and 4021. The ultimate goal of the classification system is to assign housing to inmates in such a way as to maximize individual compatibility and unit stability for both inmate and staff safety. The effectiveness of this classification system will be demonstrated by a low incident rate within the Trinity County Jail.¹

"Need" Resulting from the Desire to Properly Separate and Segregate Inmates. Proper separation and segregation of inmates as envisioned in the Sheriff's classification plan is very difficult because of insufficient staff, an inadequate number of single and double cells and the poor design of the jail. These problems can be alleviated somewhat with the construction of a new facility properly sized to meet future needs with sufficient single and double cells. (One of our design goals for the new facility is to have a sufficient number of single and double cells (including double cells located such that they may be used as additional single cells should the need arise) for the proper separation of inmates of differing classification.)

¹ *Trinity County Sheriff's Department Jail Policies and Procedures*, Section J121.00 - Classification and Inmate Housing Plan. Revised April 1994.

E. Programs

Trinity County Jail Programs. The existing Trinity County Jail lacks adequate space to conduct any but the most basic programs (e.g. basic educational classes, religious services and counseling, basic mental health programs and counseling, law library, notary services, visiting, commissary, counseling by health care providers, AA and NA classes, etc.).

A new adult detention facility with adequate program space will allow for a wide variety of programs to reduce recidivism. Not only will the Sheriff's Department be able to enhance existing programs, but staff also will be able to introduce a number of programs that have been successful in other jurisdictions.

Examples include:

- expanding mental health programs and therapy sessions;
- developing an adult literacy program;
- providing tutoring for inmates seeking a GED;
- increasing the number of Bible study sessions and expanding religious programs;
- increasing the number of AA meetings and providing additional alcohol abuse counseling;
- enhancing the narcotics abuse program with additional meetings and therapy sessions; and
- providing health education on a wider variety of subjects.

Additional programs that are being considered for implementation in the new facility include:

- life skills programs targeted by age, gender and need;
- a program to identify community resources and provide initial contact prior to release;
- family awareness and responsibilities;
- parenting programs;
- mentoring programs for young inmates;
- anger management classes and counseling;
- self-esteem enhancement;
- developing communication skills and enhancing human relations;
- aptitude assessment and career planning;
- special education classes;
- vocational education classes
- academic and vocational education correspondence courses;
- arts and crafts;
- physical education classes; and
- other programs that will assist inmates in returning to the community as productive citizens.

Inmate Programs. Inmate programs, including alternatives to detention, are described in the *Trinity County Sheriff's Department Jail Policy and Procedures Manual*.

Inmate Religious Programs. Inmates are allowed to practice their legitimate religions, subject only to the limitations necessary to maintain order and security. The jail Commander determines legitimate religious practices after consulting with the volunteers who will conduct the services and reviewing all supporting material describing the specific religious principles that support the specific practice. Inmates who do not wish to participate in religious counseling or services will not be exposed to such activities.

Educational Programs. The Shasta County Adult Education and G.E.D. Program provides a variety of educational resources, information and instructional DVDs for use by inmates in the Trinity County Jail. Educational programs provided include basic education courses, general education development and a basic course leading toward G.E.D. preparedness.

Social Service Programs (Drug, Alcohol, Mental Health Counseling). Social Service Programs and counseling are made available to interested inmates or as directed by the court.

Detention Alternatives. The Trinity County Sheriff's Department offers three alternative programs.

Electronic Monitoring (Home Detention). The Sheriff has established an electronic monitoring program to help alleviate the overcrowding of misdemeanor convictions in the county jail. This program provides electronically monitored confinement as a safe and cost effective detention alternative.

Sheriff's Work Alternative Program (SWAP). This program is provided through arrangements with other counties. This alternative offers inmates the ability to serve their sentences by performing community service in lieu of serving time in custody.

Weekender Status. This program allows inmates to serve their time on weekends rather than serving their sentence on consecutive days.

Prevention of the Disproportionate Confinement of Minority Populations. The Trinity County Sheriff's Office formally monitors the continuum of services to be certain that minority populations are not treated differently in any respect. Specifically, proactive steps have been taken for the last six years to be certain that there is not a disproportionate confinement of minorities. This is accomplished by assuring that minority populations receive the maximum possible benefits from all of the services in the continuum. Monitoring occurs during quarterly meetings of senior staff at which time statistics relating to the confinement of minorities are reviewed in great detail. Adjustments are made when necessary.

F. Analysis of Local Trends and Characteristics.

Introduction. This section is an analysis of local trends and characteristics that influence planning assumptions about future detention system growth. Different factors that influence change, including projected population increases (including those associated with AB 109), current and projected inmate populations and program costs based on continuation of current policies are measured. Projections of alternative policies or programs on inmate population growth and program costs, as well as observed factors that could affect the level of criminal activity in the jurisdiction including trends in felony and misdemeanor arrests and trends in average daily populations of detention facilities.

These population indicators will assist in determining the design, security level (i.e. minimum-security, medium-security, maximum-security, disciplinary segregation, administration segregation and protective custody) and type of detention beds required in a new or expanded facility. Discussions of the impact of alternative policies or programs on inmate population growth and program costs point toward exploring alternative methods to control and manage offender populations.¹

Projection of Average Daily Population (ADP). The purpose of these projections is to forecast the average daily population (ADP) for Trinity County adult detention for calendar years 2020, 2030, 2040 and 2050. This will allow the determination of future adult detention facility beds needs.

A. The following information is available from Trinity County Jail records for calendar years 2008 through 2010:

- 1.) Detention days per calendar year;
- 2.) Average Daily Population (ADP); and
- 3.) Average Length of Stay (ALS).

B. The following summaries were prepared from the available data:

- 1.) Annual number of admissions to the Trinity County Jail from 2008 through 2010 are shown on the following table.

Table F.1
Admissions 2008 – 2010

Year	Admissions
2008	878
2009	890
2010	931

Source: Trinity County Sheriff's Department. November 2011.

- 2.) Number of detention days (person-days)² served in the Trinity County Jail (pre-sentenced and sentenced) from 2008 to 2010 (illustrated in Table F.2 on the next page).

¹ Please see Section E. Programs.

² Annual detention days equal the total number of days served in detention by all of the inmates detained during that year. If inmate #1 serves four days in the detention facility, inmate #2 serves six days and inmate #3 serves five days, then the inmates combined served a total of fifteen detention days. The number of days served by any inmate during the calendar year is equal to the number of days that elapsed between his or her date of admission and their date of release. If an inmate was received before the start of the year, the annual number of days that they serve is measured from the beginning of the year to the date of release. If an inmate is received, but not released by the end of the year, the annual number of days that they serve is measured from the date of admission to the end of the year. AB 109 admissions were estimated using court records.

Table F.2
Detention Days 2008 - 2010

Year	Detention Days
2008	22,413
2009	21,840
2010	21,202

Source: Trinity County Sheriff's Department. November 2011.

- C. Projections of the Trinity County Jail population were determined by comparing ratios of admissions and detention day data to the County population for 2008 through 2010. The ratios then were multiplied by the projected county population for calendar years 2020, 2030, 2040 and 2050. The following population figures were used.

Figures from the U.S. Bureau of the Census, *U.S. Census of Population* are depicted in the following table.

Table F.3
Trinity County Population 1950 – 2010

Calendar Year	County Population
1950	5,087
1960	9,706
1970	7,615
1980	11,858
1990	13,063
2000	13,022
2010	13,786

Source: U.S. Bureau of the Census. November 2011.

The California Department of Finance has provided intercensal estimated population data for calendar years 2008 through 2010.

Table F.4
Trinity County Intercensal Population Estimates 2008 - 2010

Calendar Year	County Population
2008	14,015
2009	14,165
2010	13,787

Source: California Department of Finance, Demographic Research Unit. November 2011.

The projection of Trinity County's population growth from 2020-2050 is presented in Table F.5 on the following page.

Table F.5
Projected Trinity County Population 2020 - 2050

Calendar Year	County Population
2020	18,238
2030	22,136
2040	26,030
2050	30,209

Source: California Department of Finance, Demographic Research Unit. November 2011.

Forecasting Adult Detention Facility Admissions. Projections of the Trinity County Adult Detention Facility population required finding the ratio between annual jail data and the Trinity County population for 2008 through 2010.

- A. These ratios were found by obtaining the ratio between the annual number of inmates admitted to the jail and the Trinity County population in the same year. The ratio for each year is:

$$\frac{\text{Number of Adult Admissions}}{\text{County Population}}$$

Table F.6
Ratios: Adult Admissions/County Population 2008 - 2010

Calendar Year	=	Table F.1 Admissions	/	Table F.4 County Population	=	Ratio
2008	=	878	/	14,015	=	0.0626472
2009	=	890	/	14,165	=	0.0628309
2010	=	931	/	13,787	=	0.0675274

Source: TRGConsulting. December 2011.

- B. The data indicates that it is necessary to identify the low, median and high ratios in the series and then calculate the arithmetic average of all of the ratios.

Low	0.0626472
Median	0.0628309
Average	0.0643352
High	0.0675274

The average was determined as follows:

Table F.7
Determination of the Average Jail Ratio

Calendar Year	Ratio	=	Average
2008	0.0626472		
2009	0.0628309		
2010	0.0675274		
	0.1930055	=	0.0643352
	3		

Source: TRGConsulting. December 2011.

This procedure is one of examining historic inmate data for an estimate of the low, median, average and high rate of probable admissions per unit of population that occurred during the data years. Once this range in the rate of probable admissions per unit of population has been estimated, then the number of future admissions can be estimated by multiplying these ratios (low, median, average and high) by the projected population of the service area (Trinity County) as determined from data provided by the Demographic Research Unit of the California Department of Finance.

- C. The projected number of adult offender admissions in the future to the Trinity County Adult Detention Facility (assuming a continuation of present practices in the law enforcement and judicial systems) was determined by multiplying the forecasted Trinity County population by the low, median, average and high ratios (number of adult offenders divided by the County population) as calculated from the adult offender data above.

- 1.) Projected number of adult admissions to the Trinity County Adult Detention Facility (assuming continuation of present practices):

Table F.8
Projected High, Average, Median and Low Admissions to Adult Detention Facility 2020 - 2050

Year	Projected County Population	x	Low	Median	Average	High
			0.0626472	0.0628309	0.0643352	0.0675274
2020	18,238	x	1,143	1,146	1,173	1,232
2030	22,136	x	1,387	1,391	1,424	1,495
2040	26,030	x	1,631	1,635	1,675	1,758
2050	30,209	x	1,893	1,898	1,944	2,040

Source: TRGConsulting. December 2011.

Forecasting Adult Detention Days.

- A. The potential number of detention days that would be served by adult offenders per year in a future adult detention facility was projected by the same procedures used to project adult offender admissions. First it was necessary to obtain the ratio between the number of detention days served per year from 2008 through 2010 and the Trinity County population during the same years. The formula is:

$$\frac{\text{Detention Days Served}}{\text{County Population}}$$

Table F.9
Ratios: Detention Days/County Population 2008 – 2010

Calendar Year	=	Table F.2 Detention Days	/	Table F.4 County Population	=	Percentage
2008	=	22,413	/	14,015	=	1.5992151
2009	=	21,840	/	14,165	=	1.5418285
2010	=	21,202	/	13,787	=	1.5378255

Source: TRGConsulting. December 2011.

- B. An examination of this series of ratios indicates that, again, it is useful to identify the lowest and highest ratios and then calculate the arithmetic median and average of the ratios.

Low	1.5378255
Median	1.5418285
Average	1.5596230
High	1.5992151

The average was determined as shown in Table F.10 below.

Table F.10
Determination of the Average of Detention Day Ratios

Calendar Year	Ratio	=	Average
2008	1.5992151		
2009	1.5418285		
2010	1.5378255		
	4.6788691	=	1.5596230
	8		

Source: TRGConsulting. December 2011.

- C. To obtain the projected number of detention days served by adult offenders in the future Trinity County Adult Detention Facility (again, assuming the continuation of present practices) multiply the forecasted Trinity County population by the low, median, average and high ratios (potential detention days divided by the county population) as calculated from Trinity County Jail data.

Table F.11
Projected Low, Median, Average and High Detention Days
for Adult Detention Facility 2020 – 2050

Year	Projected County Population	Low	Median	Average	High
		1.5378255	1.5418285	1.5596230	1.5992151
2020	18,238	28,047	28,120	28,444	29,166
2030	22,136	34,041	34,130	34,524	35,400
2040	26,030	40,030	40,134	40,597	41,628
2050	30,209	46,456	46,577	47,115	48,311

Source: TRGConsulting. December 2011.

Average Daily Population (ADP) and Average Length of Stay (ALS).

- A. Using the number of adult offender admissions and detention days served per year it is possible to calculate:

$$\text{Average Daily Population} = \frac{\text{Total Detention Days Served per Year}}{365 \text{ Days}}$$

$$\text{Average Length of Stay} = \frac{\text{Total Detention Days Served per Year}}{\text{Number of Admissions per Year}}$$

1.) Since the projected number of detention days served per year was provided in the previous section, the projected average daily population can be obtained using the first formula listed above. The results are illustrated in Table F.12 and Figure F.4.

Table F.12
Projected Average Daily Population 2020 – 2050

Year	Projected County Population	Low	Low Daily Population	Median	Median Daily Population	Average	Average Daily Population	High	High Daily Population
		1.537825	365	0.915262	365	1.559623	365	1.599215	365
2020	18,238	28,047	77	28,120	77	28,444	78	29,166	80
2030	22,136	34,041	93	34,130	94	34,524	95	35,400	97
2040	26,030	40,030	110	40,134	110	40,597	111	41,628	114
2050	30,209	46,456	127	46,577	128	47,115	129	48,311	132

Source: TRGConsulting, December 2011.

Table F.13
Projected Range of Average Daily Population (ADP) 2020 – 2050

Year	Projected Low ADP	Projected Median ADP	Projected Average ADP	Projected High ADP
2020	77	77	78	80
2030	93	94	95	97
2040	110	110	111	114
2050	127	128	129	132

Source: TRGConsulting December 2011.

Unauthorized Migrants. The data presented in Table F.13 above provides the baseline projection of average daily population that would occur absent other factors that influence these projections. In the case of Trinity County, an additional influential factor must be considered. Population figures used in the baseline projections are based on U.S. Census data that does not include unauthorized migrants and an adjustment is required to account for this additional population.³

B. Population figures used in the baseline projections are based on U.S. Census data that does not include unauthorized migrants. A percentage of increase factor is required to account for this unauthorized population particularly since a large part of the unauthorized population resides in California. The algorithm to estimate the percentage of increase compares the unauthorized migrants in California to the state population. The formula is illustrated on the following page.

³ This needs assessment uses Jeffrey Passel's term and definition of "unauthorized migrant" to describe an individual who resides in the United States, but is not a U.S. citizen, has not been admitted for permanent residence and is not in a set of specific authorized temporary statuses permitting longer-term residence and work. (See Passel, Van Hook and Bean 2004 for further discussion.) Various labels have been applied to this group of unauthorized migrants including "undocumented immigrants," "illegals," "illegal aliens" and "illegal immigrants." The term "unauthorized migrant" best encompasses this population because many migrants now enter the country of work using counterfeit documents and thus really are not "undocumented" because they have documents, but not legal documents. While many will stay permanently in the United States, unauthorized migrants are more likely to leave the country than other groups (Van Hook, Passel, Zhang and Bean 2004). "Migrant" rather than "immigrant" is used to highlight this distinction.

2005 Unauthorized Migrant Population (California) / 2005 Estimated California Population

$$2,750,000/37,172,015 = X$$

$$X = 7.4\%$$

This percentage of increase factor of 7.4% for unauthorized migrants should be added to the baseline projections in Table F.13 above. The results are shown in Tables F.14 and F.15

Table F.14
 Projected Range of Average Daily Population (ADP)
 With Unauthorized Migrants Percentage of Increase Factor 2020 - 2050

Year	Low Projected ADP	Unauthorized Migrants	Revised Low ADP
		7.4%	
2020	77	5.7	83
2030	93	6.9	100
2040	110	8.1	118
2050	127	9.4	137

Year	Median Projected ADP	Unauthorized Migrants	Revised Median ADP
		7.4%	
2020	77	5.7	83
2030	94	6.9	100
2040	110	8.1	118
2050	128	9.4	137

Year	Average Projected ADP	Unauthorized Migrants	Revised Average ADP
		7.4%	
2020	78	5.8	84
2030	95	7.0	102
2040	111	8.2	119
2050	129	9.6	139

Year	High Projected ADP	Unauthorized Migrants	Revised High ADP
		7.4%	
2020	80	5.9	86
2030	97	7.2	104
2040	114	8.4	122
2050	132	9.8	142

Source: TRGConsulting. December 2011.

Table F.15
 Projected Range of Average Daily Population (ADP) with Unauthorized Migrant
 Percentage of Increase Factor 2020 – 2050

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2020	83	83	84	86
2030	100	100	102	104
2040	118	118	119	122
2050	137	137	139	142

Source: TRGConsulting. December 2011.

Thus it can be predicted that the average daily population will range from a low population of 83 in 2020 (if the facility is not artificially "capped") to a high of 142 in 2050.

Peaking and Classification. Finally, a peaking and classification factor is used to accommodate the higher "peaks" in adult detention facility population and the classification of incarcerated adults.

Peaks occur when bookings temporarily increase because of such occurrences as increased criminal or gang activity, an increase in crime after parties when adults are chemically impaired, etc. Typically peaking ranges from 10% to 20% depending on the jurisdiction. This report uses the average of 15% for estimating the probable future peaking of the adult detention population.

Proper classification procedures require separation of inmates based on such factors as the inmate's potential for violence, gender differences, status, gang affiliation, predatory tendencies, etc. Criminal justice planners typically use a classification factor of between 8% and 15%. This report uses the more conservative classification factor of 10%.

If a peaking and classification factor of 25% is added to the previous calculations, it is predicted that the *high* projected ADP will range from 107 in 2020 to 130 beds in 2030; 153 beds in 2040; and 178 beds in 2050.⁴ These results are illustrated in Tables F.16 below and Table F.17 on the following page. The projected high ADP is highlighted in yellow on Table F.16.

Table F.16
 Projected ADP with Peaking and Classification Factors 2020 – 2050 Summary

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2020	103	103	105	107
2030	125	126	127	130
2040	147	148	149	153
2050	171	171	173	178

Source: TRGConsulting. December 2011.

⁴ This statement assumes using the high projections within the range. High projections are used because of the uncertainty brought about by overcrowding in the state prison system and the demands of AB 109. The concern is that state prison inmates will continue to "backup" into county jail systems.

Table F.17
 Projected ADP with Peaking and Classification Factors 2020 - 2050

Year	Low Projected ADP	Peaking & Classification Factor	Revised Low ADP
		25.00%	
2020	83	21	103
2030	100	25	125
2040	118	29	147
2050	137	34	171

Year	Median Projected ADP	Peaking & Classification Factor	Revised Median ADP
		25.00%	
2020	83	21	103
2030	100	25	126
2040	118	30	148
2050	137	34	171

Year	Average Projected ADP	Peaking & Classification Factor	Revised Average ADP
		25.00%	
2020	84	21	105
2030	102	25	127
2040	119	30	149
2050	139	35	173

Year	High Projected ADP	Peaking & Classification Factor	Revised High ADP
		25.00%	
2020	86	21	107
2030	104	26	130
2040	122	31	153
2050	142	36	178

Source: TRG Consulting, December 2011.

- C. Based on the projected number of detention days served per year in the future Trinity County Adult Detention Facility as calculated in the previous section, the average length of stay has AB 109 been in place can be obtained using the second formula identified previously. Given the previous projections of adult offender admissions and total adult offender detention days, the best single estimate of the average length of stay can be obtained by using the average range of projections of adult offender admissions and detention days.

$$\text{Average Length of Stay} = \frac{\text{Total Detention Days Served per Year}}{\text{Number of Admissions per Year}}$$

The average length of stay during these data years provides the best estimate of the average length of stay during the forecast period.

The range of departure from a low of 22.77 days in 2010 to a high of 25.53 days 2008 can be found in the following table:

Table F.18
Detention Data 2008 – 2010 (with AB 109)

Year	Detention Days Table F.2	Admissions Table F.1	Average Daily Population	Average Length of Stay
2008	22,413	878	61	25.53
2009	21,840	890	60	24.54
2010	21,202	931	58	22.77

Source: Trinity County Sheriff's Department. Aggregate: TRG Consulting. November 2011.

This table summarizes the original offender data from which projections have been made. In this table the original admissions and detention days data have been converted to average length of stay using the formula above. The average length of stay ranges from 22.77 days (2010) to 25.53 days (2008). Since it was shown previously that the admissions and days in detention data display no apparent trend in relation to the population of Trinity County during the data years, it can be assumed that any combination of the admissions and detention days data might have occurred during this period. Accordingly, the operating upper limits of the length of stay can be found by pairing the highest number of detention days during the data period (2008) with the lowest number of jail admissions (2008). Similarly, the lowest number of detention days (2010) should be paired with the highest number of jail admissions (2010). Substituting these paired extremes into formula an ALS algorithm results in the following:

	2008 / 2008 = ALS Days
Highest Average Length of Stay	22,413 / 878 = 25.53
	2010 / 2010 = ALS Days
Lowest Average Length of Stay	21,202 / 931 = 22.77

If past practices continue and calculations include the impact of AB 109, the average length of stay in the Trinity County Adult Detention Facility will fall between 22.77 days and 25.53 days during the projected period. This suggests the importance of an effective and intense aftercare component if programs are to have any long term, lasting impact that results in reduced recidivism.

G. Adequacy of Staffing Levels

Staffing Issues. The Trinity County Jail is seriously understaffed. The Corrections Standards Authority inspection report from June 8, 2010 found a number of noncompliance issues including:

- The inspector was unable to confirm that staffing was sufficient to complete the required hourly safety checks.
- Similarly, the inspector was unable to confirm that female staff were immediately available to female inmates. It appeared that female staff were not available at least one night a week.
- Four jail supervisory positions were vacant with only the facility manager position filled.
- Only one officer was on duty from 2000 to 0600 five and often six nights a week. As a result, cell checks could not be performed correctly because the officers cannot enter cells or dormitories and they must simply perform their checks from outside the cells and dormitories. The cells and dormitories and parts of the sobering cell cannot be viewed from outside.
- The jail dispatchers were counted on as jail staff, which is problematic because the dispatching assignment is a fixed post position.

Detention facilities must be staffed 24 hours a day, 7 days a week (24/7) in order to fulfill their mandate to provide safe and secure housing for those inmates under their care. Staff at the Trinity County Jail must be available to receive new bookings in the jail, provide medical care, classify and move inmates within the facility, maintain staff and inmate safety and security, provide recreation and exercise, ensure inmates are fed, transport inmates to court or outside agencies and lawfully release inmates. Due to its nature, a jail cannot simply discontinue operation (e.g. refuse to accept prisoners) if there is not a person available to fill a position. When detention facilities are not staffed adequately, overtime is necessary to cover an unfilled post.

The staffing issues facing the Trinity County Jail include:

1. Minimum staffing is the level of staff required to operate a detention facility in a manner that will provide basic safety and security for the public, staff, and inmates. Minimum staffing levels establish a baseline by which detention facilities may operate, yet minimum staffing often does not take into consideration the span of control between assigned duties and the actual ability to supervise and manage inmate populations. When a system's minimum staffing is precariously low, the county is exposed to potential liability because this implies that basic safety and security are no longer protected. Minimum staffing levels are influenced and affected by various factors including facility design and inmate capacity, adequate staffing of necessary POST positions, adequate shift relief factor, inmate profile/classification level and budget constraints. It is important to reiterate that minimum staffing is just that (i.e. minimum staffing to provide basic functions). The baseline staffing should be above minimum staffing. Due to vacancies and other factors, the Trinity County Jail is operating with below minimum staffing at times with only one officer on duty in the facility. This level is *not* adequate to provide basic safety and security for staff and inmates.
2. It appears that a relief factor has not been calculated for jail staff. For example, employees are due two 15-minute breaks away from their workstation per shift and have to be replaced by another staff member. The position cannot be left vacant. Also, in recent years family medical leave and other factors come into play that should be factored in to provide a realistic relief factor.
3. The Trinity County Jail operates 24 hours a day, 7 days a week. Normally in a situation such as this, work locations that must be filled all the time are called POST positions. These positions always have to be filled. Since one employee cannot work all of the time, a relief factor is calculated to find out exactly how many employees are needed to fill one position. This takes into account absence for regular days off, sick leave, vacation days, training leave, on the job injuries, etc. POST positions should be identified and relief factors calculated for a true picture of the staffing needs of the Trinity County Jail.
4. Sheriff's Departments often use overtime to cover an unfilled post. This practice can be dangerous since staff may have recently completed an eight-hour shift, when they are required to work additional overtime.

There is no way for detention facilities to eliminate all use of overtime; it is a necessary component of staffing a 24-hour a day, 7-day a week operation. However, to save the Sheriff's Department money and, more importantly, to remove the potential for staff burnout, efforts must be made to reduce the number of overtime hours. To fill a vacancy in Trinity County, the practice appears to have been to have an employee work extra shifts. This appears to have been the case when the Jail Commander was also working as a dispatcher during the last CSA inspection. In an emergency situation the overworked employee would not be functioning at peak efficiency. An alternative would be to call or order someone on regular days off to fill the entire shift on overtime whenever possible; however, this is difficult to accomplish because of the severe staff shortage.

5. Vacancies, extended periods of leave, and normal staff attrition underscore the importance of maintaining a minimum number of staff. Staff at the Trinity County Jail will leave for a variety of reasons. This has caused a lower than normal experience level of staff and, apparently, the use of pre-academy hires (cadets). Pre-academy hires have been hired off the street and have limited training in selected areas. They should have no inmate contact, and are unproven in their overall ability to function as line officers in the jail. The workforce needs to level out. Additionally with vacant POST positions, there will continue to be an increased reliance on overtime to meet minimum staffing.
6. Supervision is a critical task in any detention facility. Supervisors ensure that policy is followed, tasks are completed, critical decisions are made and exposure to liability from "failure to supervise" claims are limited. In Trinity County, the four corporals positions were vacant during the last CSA inspection. This leaves an unacceptable and dangerous gap in first line supervision. All vacant corporals positions should be filled and, except for an unusual situation, corporals should supervise and not fill in for a line vacancy. Even at full authorized staffing, it appears the span of control for corporals is weak and additional positions for minimum supervision are necessary.
7. Detention facilities often use overtime to cover an unfilled post. There is no way for a jail to eliminate all use of overtime; it is a necessary component of staffing a 24-hour a day, 7-day a week operation. However, to preserve scarce county resources and remove the potential for staff burnout, efforts should continue to be made to reduce the number of overtime hours.
8. The inability to fill all authorized positions causes a host of other issues detrimental to the mission of the jail. It lowers morale, employees are unable to take breaks (in violation of the Fair Labor Standards Act), employees get "burned out" with mandatory overtime and employees are forced to assume an excessive number of collateral duties to allow the facility to function.

Recruitment, Selection and Retention. The Trinity County Sheriff's Department experiences difficulty in the recruitment, selection and retention of officers to work in the jail for the following reasons.

- Pay and benefits for the officers that work in the jail are less than those that are offered by (CDCR) and some other counties for similar positions.
- Almost two thirds of the applicants for positions in the Sheriff's Department fail the psychological or polygraph/background investigation for a number of reasons including financial insolvency, drug use and psychological issues.

While the above difficulties are common in most county detention systems, the lack of adequate staff support spaces and offices exacerbate Trinity County difficulties. Thus, the "need" for a new adult detention facility goes well beyond a simple "need" for additional beds that is, in itself, quite critical. The additional "need" is for a facility that protects the safety of correctional officers (by providing adequate beds of the correct type) and provides them with a professional environment in which to work. (This is one of the design goals for the new facility and is addressed in Section B, *Operational and Design Philosophy*.) A new podular detention facility will be much more staff efficient than the current antiquated design.

The issues addressed in the section above historically have been a concern. As a result, the Sheriff and his staff have been required to devote a disproportionate amount of time to recruiting, testing, investigating,

selecting, mentoring and retaining detention officers. The new Trinity County Jail will help ease the recruiting and retention burden placed on senior officers and will allow them to devote more of their energies to leadership, detention operational issues and inmate rehabilitation.

H. Ability to Provide Visual Supervision

Introduction. While visual supervision is problematic in the existing jail, the new Trinity County Adult Detention Facility will be designed to enhance visual supervision as indicated in Section B *Operational and Design Philosophy* of this needs assessment.

“Need” as a Result of Inadequate Existing Facility Design. The 2006 biennial inspection by the Corrections Standards Authority (CSA) discusses the deficiencies related to visual supervision.

It is an older linear style jail design, with several doors and corridors that obstruct sight lines.¹

The security camera system is antiquated and cannot provide a complete account of incidents for review. The older cameras are not compatible with the newer computer system causing the tape to record at 1-2 second intervals and it does not record in “real” time.²

Design of the Proposed Adult Detention Facility. The new facility will be designed to provide direct visual supervision from central control into the housing pods and the attached outdoor recreation areas. Similarly, the officer’s station in each housing pod will provide direct visual supervision of all areas in the pod including the toilet and shower areas. Partitions providing modesty to inmates in the toilet area and the showers will be designed so that inmate’s heads and feet always are visible. There will be no blind corners in the housing pods when observed from the officer’s station in the pod or from central control.

Intake is another area to which the designers will pay particular attention. The officers at the processing station will have direct visual supervision of all of the inmate areas in intake including the holding areas, the processing area, the shower and toilet spaces, the interview rooms and the intake sally ports.

Inmates will work in the food service and laundry spaces. Accordingly both areas will be “open” without any blind areas so that officers and supervisors always will have inmate workers in view.

Video, contact and non-contact visiting will be visually observed at all times by officers circulating through the spaces. Again an “open” design will be used to ensure ease of observation in contact visiting. Video and non-contact visiting cubicles will be observed easily by roving officers supplemented by CCTV.

Program spaces including the medical examination room will be observed by those providing the programs and services as well as by a roving officer. Again, spaces will be “open” for ease of observation.

Even staff offices, the reception area, maintenance spaces, the loading dock and the vehicular sally port will be designed for ease of visual observation without blind corners.

Finally, the exterior of the building will be designed such that visual observation is enhanced. Adequate night lighting and CCTV will aid the direct visual observation of all outside areas including the parking lots.

Adequacy of Staff to Provide Visual Supervision. As discussed above the design will permit complete visual observation of all interior and exterior spaces by a minimal staff. (A state-of-the-art podular facility will be much more staff efficient.) Thus, the staffing mandated by Title 15 will be more than adequate to observe all inmates regardless of the activity in which they are involved. The Board of Supervisors, the County Administrative Officer and the Sheriff and his staff are committed to staffing the new facility as required by Title 15.

¹ Corrections Standards Authority 2004/06 Biennial Inspection (Penal Code Section 60431) letter of June 12, 2006. Page 2.

² Ibid. Page 2.

I. Adequacy of Record Keeping

Introduction. Record keeping at the Trinity County Jail is quite detailed. Not only does jail staff maintain all records required by Title 15, but they also keep additional records to effectively manage the inmate population. Examples include the detailed records relating to overcrowding and early release, inmate management records, information on inmates with mental health needs and logs of those on psychotropic medications, statistics on gang affiliation, historic needs assessments and records relating to the effectiveness of programs (including records of the effectiveness of alternatives to incarceration).

In addition to the above, the Corrections Division Commander maintains a series of notebooks that include a variety of jail statistics and copies of media coverage related to the Trinity County Jail. These include:

- *Trinity County Department of Health; Detention and Rehabilitation; Annual Health, Medical and Nutritional Inspections*
- *Trinity County Sheriff's Office; Corrections Standards Authority Biennial Inspections:*
- *Office of the State Fire Marshal; Fire/Life Safety Inspection Report Adult Detention Facilities*
- *Trinity County Sheriff's Office; Corrections Division; Historical Newspaper Articles;*
- *Trinity County Sheriff's Office; Corrections Division; Statistics of Jail Data*
- *County of Trinity Recommended Budgets*

Required records maintained by the Corrections Division include:

- *Trinity County Sheriff's Office, Jail Policies & Procedures Manual*
- *Trinity County Sheriff's Office, Jail Training Manual*
- fiscal records
- booking/arrest records
- admittance procedures
- intake screening records
- criminal history records
- classification records
- classification reviews
- release procedures
- incident reports
- disciplinary records
- grievances
- population accounting
- counseling and casework services plan
- health care records (including mental health and dental)
- psychotropic medication logs
- employee files containing health care staff credentials
- Corrections Standards Authority (CSA) inspections (including documentation of the resolution of non-compliance issues)
- fire inspections
- health inspections
- environmental health inspections
- building inspections
- food service plan
- diet menus (including therapeutic diets when ordered)
- food preparation temperature logs (to verify food is served at the correct temperatures)
- emergency procedures
- evacuation plans
- construction documents (as available; including "as built" drawings)

- historic records and chronology of additions, renovations and modifications to the Trinity County Jail
- room check logs (safety checks)
- population accounting to CSA
- employee files and records
- staff training records
- staff assignments (current and historical)
- employee records of hours worked
- reports of legal actions
- annual security review
- transportation logs
- Title 24 needs assessments (current and historical)

K. Unresolved Issues

Unresolved Issues. Four issues remain unresolved, mostly due to the uncertainty surrounding the final impact of AB 109 (Criminal Justice Alignment) as modified by AB 117 (Criminal Justice Realignment) on the Trinity County criminal justice system. Unresolved issues include:

1. The impact of Phase II of the *Public Safety and Offender Rehabilitation Services Act of 2007* on Trinity County.
2. The final impact of AB 109 (as modified by AB 117) on the Trinity County criminal justice system.
3. Sources of funding for the construction, project and operational costs that are associated with meeting the projected bed need for 2020 and 2030; and
4. The construction phasing of the 2030 need.

1. *The Public Safety and Offender Rehabilitation Services Act of 2007.*¹ This act includes provisions for CDCR and county detention facilities. The provisions in the act that relate to local detention facilities include:

\$1.2 billion will be provided for local jail bed construction in two phases:

- Phase I will provide \$750,000,000 (plus an additional local match of 25%) for 8,000 beds.
- Phase II will provide \$470,000,000² (plus an additional local match of 25%)³ for 5,000 beds.
- Compliance with the California Environmental Quality Act is the responsibility of the county.
- The Corrections Standards Authority (CSA) will consider “cost effectiveness” in evaluating projects.
- Funding is available for “acquisition, design and construction.”
- Funding will be provided for “the cost of the local jail facility project and ongoing maintenance and staffing responsibilities for the term of the financing.”
- CSA requirements will include, but are not limited to:
 - Control of the project site;
 - Documentation of need;
 - Written project proposal;
 - Submittal of a staffing plan (the new construction must be staffed and operating within ninety days of the completion of construction);
 - Submittal of approved architectural drawings;
 - Final determination of economic impact; and
 - Provisions intended to maintain tax-exempt status.
- Matching funds will be a minimum of 25% of total project costs; and
- Funding preference⁴ will be given to counties that:
 - assist the state in siting re-entry facilities; and/or
 - assist the state in siting mental health day treatment and crisis care and to counties that provide a continuum of care so that parolees with mental health and substance abuse needs can continue to receive services at the conclusion of their period of parole.

¹ The *Public Safety and Offender Rehabilitation Services Act of 2007* also is referred to as Assembly Bill 900 (AB 900).

² The funding provided for Phase II has been increased from the original \$470,000,000 to \$602,881,000 of which \$102,881,000 is available as small-sized county set-asides. Trinity County is classified as a small-sized county.

³ The match requirement for Phase II has been reduced to 5% for small counties requesting a reduction of county contribution and may be any combination of cash and/or in-kind match, subject to certain limitations.

⁴ Funding preferences have been removed from Phase II.

The Corrections Standards Authority has issued grant application instructions for Phase II funding associated with the *Public Safety and Offender Rehabilitation Services Act of 2007*. Trinity County and the Sheriff's Department have elected to pursue state funding for \$14,944,700 to begin to address the need to replace the aging detention facility and construct enough beds to meet the 2018 bed needs.

2. [AB 109, Criminal Justice Alignment as modified by AB 117 \(Criminal Justice Realignment\)](#). The key provisions of these two pieces of legislation are:

Main components:

- Defines local custody for non-violent, non-serious, non-sex offenders
- Makes changes to state parole and creates local "post-release community supervision"

Local planning process:

- Expands role and purpose of the Community Corrections Partnership (CCP), which was previously established in Penal Code §1230
- Requires CCP to develop and recommend to the Board of Supervisors an implementation plan for 2011 public safety realignment
- Creates an Executive Committee from the CCP members comprised of:
 - Chief Probation Officer (chair)
 - Chief of police
 - Sheriff
 - District Attorney
 - Public Defender
 - Presiding Judge of the Superior Court (or his or her designee)
 - A representative from either the County Department of Social Services, Mental Health, or Alcohol and Substance Abuse Programs, as appointed by the County Board of Supervisors
- The implementation plan is deemed accepted by the County Board of Supervisors unless the Board rejects the plan by a four-fifths vote.

Timeframe:

- All provisions are prospective and applied on October 1, 2011
- AB 117 provides the statutory framework, allocation methodology and revenue to implement public safety realignment
- No state prison inmates will be transferred to county jails.

Local custody:

- Revises the definition of felony to include specified lower-level crimes that would be punishable in jail or another local sentencing option for more than one year.
- Maintains length of sentences.
- Time served in jails instead of prisons:
 - Non-violent offenders
 - Non-serious offenders
 - Non-sex offenders

- Enhanced local custody and supervision tools
 - Alternative custody tools for county jails
 - Home detention for low-level offenders
 - Local jail credits mirror current prison credits (day-for-day)
 - Broaden maximum allowable hospital costs for jail inmates and remove sunset date.

State custody:

- Convictions/priors for following offenses require state prison term:
 - Prior or current serious or violent felony as described in PC 1192.7 (c) or 667.5 (c)
 - The defendant is required to register as a sex offender pursuant to PC 290
- Other specified crimes (approximately 60 additional exclusions from “low-level” definition) will still require term in state prison

Contracting back:

- Counties permitted to contract back with the state to send local offenders to state prison.
- Authorize counties to contract with public community correctional facilities (CCFs).
- Contracting back does not extend to parole revocations.

Post-release (county-level) community supervision:

- Prospectively, county-level supervision for offenders upon release from prison will include:
 - Current non-violent offenders (irrespective of priors)
 - Current non-serious offenders (irrespective of priors)
 - Sex offenders
- County-level supervision will not include:
 - 3rd strikers
 - Individuals with a serious commitment offense
 - Individuals with a violent commitment offense
 - High-risk sex offenders as defined by CDCR
- Board of Supervisors designates a county agency to be responsible for Post Release Supervision and provide that information to CDCR by August 1, 2011.
- CDCR must notify counties as to who is being released on post-release supervision at least one month prior to their release.
- CDCR has no jurisdiction over any person who is under post-release community supervision
- No person shall be returned to prison except for persons previously sentenced to a term of life (and only after a court order).

Post-release community supervision revocations:

- Revocations are capped at 180 days with day-for-day credit earning.
- Authorizes discharging individuals on post-release community supervision who have no violations for six months.

Ongoing state parole:

- CDCR continues to have jurisdiction over all offenders on state parole prior to October 1, 2011 implementation
- State parole will continue for the following:
 - The offender's committing offense is a serious or violent felony as described in PC §§1192.7(c) or 667.5(c);
 - The offender has been convicted of a third strike;
 - The person is classified as a high risk sex offender; or
 - The person is classified as a Mentally Disordered Offender (MDO).

Parole revocations:

- Prospectively, the parole revocation process continues under Board of Parole Hearings (BPH) until July 1, 2013.
- Parole revocations will be served in county jail and not to exceed 180 days.
- Contracting back to the state for revocations is not an option.
- Only persons previously sentenced to a term of life can be revoked to prison.
- For the remaining low-level offenders on parole after implementation of realignment, parole has the authority to discharge after six months if no violations have occurred.

Juvenile Justice

- AB 109 limited the future juvenile court commitments to state juvenile detention (Division of Juvenile Justice or DJJ); this provision was removed in AB 117. Consequently, there are no changes to the state juvenile justice system in realignment.

The Trinity County criminal justice system is just beginning to feel the impact of AB 109 and AB 117. It will take at least a year to understand and adjust to these pieces of legislation. Even if the county is successful in obtaining grant funding to construct additional beds, these beds will not come on line for a couple of years. In the meantime the Corrections Division of the Sheriff's Department must accommodate the new influx of inmates brought about by this legislation and accommodate these inmates in the existing detention facility. The Trinity County Jail has outlived its useful life and is dangerous to staff and operate.

3. **Funding.** Potential funding sources include federal, state, county and/or private funds. The preference is to pursue grant funding that will require minimal matching dollars from Trinity County because of the county's limited resources. Grant funding will preserve local resources that will be needed to construct beds to meet the projected need for 2020 and 2030.

The county will consider potential funding sources after the estimates of probable construction, project and operational costs have been developed and refined in the process described later in this section.

4. **Construction Phasing for 2030 Bed Need.** Recommended construction phasing cannot be determined until the 2030 bed need is finalized. This will occur once the Sheriff's Office and/or the Board of Supervisors:

- understand the impact of Phase II of the *Public Safety and Offender Rehabilitation Services Act of 2007*;
- fully understand the impact of AB 109 as modified by AB 117 on the Trinity County criminal justice system; and
- the funding sources for construction, operations and staffing are determined.

Implementation Strategy to Resolve Issues. The remaining activities required to resolve these issues are discussed below. Trinity County is committed to continuing this implementation strategy until all issues are resolved and the new jail is constructed and occupied.⁵ The implementation schedule will be reviewed periodically and accelerated as appropriate. The four unresolved issues identified above will be resolved as part of this strategy.

Conceptual Schedule and Budget. A conceptual schedule and budget will be developed based on this needs assessment in order to determine the feasibility of the next project.

The conceptual schedule will contain all major milestones from the refinement of the needs assessment as more is learned about the impact of AB 109 and AB 117 to the occupancy of the new adult detention beds and support spaces. Included will be the milestone dates on which decisions to continue the project must be made if the projected occupancy date is to be met.

Three conceptual budgets will be developed. The first will present the estimate of probable construction costs for the new adult detention construction.⁶ Secondly the estimate of probable project costs will be developed based on the estimate of construction costs.⁷ Finally, the estimate of probable operational costs will be prepared.⁸ The combination of the three estimates will provide the leadership of Trinity County with the anticipated costs to design, bid and construct the new adult detention beds and support spaces as well as the costs to operate the facility once it is occupied. All three estimates will be refined as more information becomes available during each step of the process.

The conceptual schedule and budget will establish baselines that will be adjusted appropriately throughout the process leading to new detention beds and support spaces. Project participants and county leadership continuously will be updated with information concerning the timeline and projected costs for the new construction. The feasibility of the project will be assessed at each stage of the implementation strategy.

Operational Program Statement. Section 13-102(c) 3 of Title 24, Part 1 requires the operational program statement to be submitted to the Corrections Standards Authority (CSA) with the schematic design architectural documents.⁹ Trinity County has elected to prepare the program statement early in the conceptual process to be certain that the architectural program and any design work are driven by program requirements.

The operational program statement will include a description of the following:

- A. Intended capacity of facility.
- B. Security and classification of inmates to be housed.
- C. Inmate movement within the facility and entry and exit from security areas.
- D. Food preparation and serving.
- E. Staffing.
- F. Intake/release/processing.
- G. Visiting and attorney interviews.
- H. Exercise.
- I. Programs.
- J. Medical services, including the management of communicable diseases.

⁵ Trinity County has limited resources (as is the case with a number of California counties). Nonetheless county leaders intend to move forward as rapidly as scarce resources permit.

⁶ "Construction costs" are the costs associated with "bricks and mortar" and construction labor.

⁷ "Project costs" include such things as architectural and engineering design fees, construction management and environmental consulting fees, testing and inspection fees, project management costs, etc.

⁸ Operational costs cover such things as staffing, utilities, maintenance, operational supplies, janitorial services, move-in costs, etc.

⁹ The major divisions in architectural services typically are planning (e.g. architectural programming, master planning, operational programming, staffing planning, conceptual design including floor plans, elevations and a rendering, etc.), schematic design, design development, construction documents, bidding and negotiation, construction administration, move-in/project closeout and post-occupancy services.

- K. Cleaning and/or laundering.
- L. Inmate segregation as specified in Penal Code Sections 4001 and 4002 and Article 5 of Title 15, CCR.
- M. Court holding and inmate movement.
- N. Mental health services.
- O. Facilities for jail administration and operations staff.
- P. Staff to staff communications system.
- Q. Management of disruptive inmates.
- R. Management and placement of persons with disabilities with provisions for wheelchairs, gurney access, and for evacuation during emergencies.
- S. Architectural treatment of space relative to preventing suicides by inmates.
- T. Method of implementing Penal Code Section 4030 relating to the holding of misdemeanor arrestees without the necessity of unjustified strip searches.
- U. Intended type of facility.
- V. Sobering cells(s) as referenced by Title 15, Section 1056, with the ability to segregate.
- W. Safety cell(s) as referenced by Title 15, Section 1055.

The construction, project and operational estimates of probable costs along with the milestone schedule will be adjusted as necessary based on the program statement.

Staffing Plan. Similarly Trinity County has elected to prepare the staffing plan early in the conceptual process to be certain that staffing requirements “drive” the architectural program and any design work. This will ensure a staff efficient design and reduce operating expenses.¹⁰

The staffing plan will include:

- the number of FTE staff required to fill post positions;
- staff requirements during construction;
- relief factors for each post position;
- selection of new staff (by post position);
- new staff hiring and training schedules; and
- program/operational requirements.

The operational estimate of probable costs and the project schedule will be adjusted as necessary based on the staffing plan.

Architectural Program. An architectural program will be developed to determine the detailed requirements for each space, area and component of the new detention beds and support spaces. Activities and operations for each component will be described so that the architectural design will reflect the requirements of Titles 15 and 24 as well as the programs and staffing desired by Trinity County. Building gross square footages of all housing, program and support spaces will be determined. The architectural program will identify the building systems to be used and the site area required along with all site amenities (e.g. outdoor recreation areas, security perimeters, vehicular and pedestrian sally ports, secure and non-secure parking, security and site lighting, loading docks/delivery areas, etc.).

The project schedule and the construction and project estimates of probable costs will be adjusted as necessary based on the architectural program.

The specific location of the components of the new adult detention facility on the site adjacent to the Trinity County Juvenile Detention Facility will be confirmed based on the site requirements developed in the architectural program.

¹⁰ Previous grants administered by CSA included a requirement that a detailed staffing plan be submitted with the architectural design development documents. The *Public Safety and Offender Rehabilitation Services Act of 2007* requires that all funded detention facilities be staffed and operational within ninety days of the completion of construction.

Conceptual Design. At this point a conceptual design consisting of a site plan, floor plans, elevations and an architectural rendering will be developed to further refine the construction and project estimates and to provide the architectural design concepts necessary for most grant applications and other funding initiatives.

Identification of Funding Sources. The county will research traditional and non-traditional potential funding sources such as:

- Federal, state and private grants
- Impact fees
- Tobacco Funds
- Lease/purchase financing (lease payments with purchase option)
- Local option sales tax

More creative funding sources such as the following also may be considered:

- Homeland Security funds
- United States Department of Agriculture Rural Development (\$100,000 to \$2,000,000 to finance essential community facilities)
- Environmental Protection Agency grants (e.g. by proving a new facility will reduce transportation emissions through such initiatives as providing on-site court facilities to eliminate the need to transport inmates to distant court facilities).

The project budget will be adjusted based on funding sources available and the timeline in which those funds will become available. The milestone schedule will be modified as necessary based on the funding timeline.

Resolution. Once the funding sources are identified all unresolved items will be satisfied since, by this time, the impact of the *Public Safety and Offender Rehabilitation Services Act of 2007* and the final impact of AB 109 as modified by AB 117 will be known. The specific location of the new detention facility on the Juvenile Detention Facility site will have been determined.

When these issues are resolved Trinity County will be in a position to obtain the necessary funding, move forward with the architectural design and construction documents and advertise the project for competitive bid. Selection of the contractor, construction, transition and phased occupancy then will follow in the normal course of events.

J. Compliance with Standards

Introduction. The Trinity County Sheriff's Office operates a Type II adult detention facility. The facility is used for the detention of males and females pending arraignment, during trial, and upon a sentence of commitment. This facility has an old linear physical plant design¹ that complies with minimum standards for local adult detention facilities other than issues relating to overcrowding (i.e. adding bunks due to overcrowding). The major issue related to compliance is understaffing resulting from the county's dire economic circumstance.² The facility's housing areas have a Corrections Standards Authority (CSA) rated capacity of 53 inmates.

The jail faces two significant issues affecting the success of its overall mission and the ability of the Sheriff's Office to comply with current Title 15 and Title 24 standards:

1. an inadequate number of single and double cells; and
2. understaffing.

Inadequate Single and Double Cells. There are too many dormitory beds (thirty dormitory beds out of a CSA rated capacity of fifty-two total beds) for the classification of inmates currently held in the Trinity County Jail. Dormitories are much like military barracks, as opposed to single or double cells. Dormitories are cheaper to build and theoretically are more cost effective to supervise. Normally, dormitories are for the lowest level of classification. The conflict occurs because jail staff does not have adequate ability to classify or segregate problem inmates from other inmates or staff.

The type of inmate entering local county jails has changed dramatically since the Trinity County Jail opened. In some ways, the local jail population is no different than those in state prisons. The design of the dormitory housing areas at the Trinity County Jail was never intended to house the type of felony inmates it now holds.

Understaffing. The Trinity County Jail is facing staff related issues. These issues affect the overall security of the facility and the morale of the staff.

As discussed in detail in Section G, *Adequacy of Staffing Levels*, detention facilities must be staffed 24 hours a day, 7 days a week (24/7) in order to fulfill their mandate to provide safe and secure housing for those inmates under their care. Staff within the Trinity County Jail must be available to receive new bookings in the jail, provide medical care, classify and move inmates within the facility, maintain staff and inmate safety and security, provide recreation and exercise, ensure inmates are fed, transport inmates to court or outside agencies, and lawfully release inmates. Due to its nature, a jail cannot simply discontinue operation (e.g. refuse to accept prisoners) if there is not a person available to fill a position. When detention facilities are not staffed adequately, overtime is necessary to cover an unfilled post.

The major staffing issues facing the Trinity County Jail are listed below.

1. It appears there has not been an updated relief factor calculated for some time.
2. Baseline staffing should be above minimum staffing. Due to vacancies and other factors, the Trinity County Jail sometimes is leaving the jail understaffed or using overtime to staff *up* to their self-imposed minimum staffing. While this situation has improved since the last CSA inspection, minor problem areas remain. This level is *not* adequate to provide basic safety and security for staff and inmates.

¹ Please note that the Trinity county Jail is grandfathered under physical plant regulations that were in place at the time the jail and the addition were constructed (1976 and 1991 respectively). The jail would not meet some of today's more stringent physical plant requirements.

² In 2005 the County had Certificates of Participation (COPs) issued to assist in covering debt incurred as a result of the hospital. The terms of this borrowing prevent the County from incurring any additional general fund debt, without the prior express consent of the issuer of the Certificates.

Vacancies, extended periods of leave, and normal staff attrition have resulted in vacant POST positions. The jail sometimes relies on overtime to meet minimum staffing.

3. Understaffing lowers morale, employees are unable to take breaks (in violation of the Fair Labor Standards Act), employees get "burned out" with mandatory overtime, employees must take "shortcuts" to get the job done and employees are forced to assume collateral duties to allow the facility to function.
4. The current authorized staffing for the Trinity Jail is inadequate. Even if every vacancy were filled with a fully trained staff member, the facility would not have enough staff to provide "best practices" staffing.

The Sheriff is working diligently to improve staffing issues and has made significant progress. Nonetheless minor problems (relative to the dire situation in the recent past) still remain.³

³ With the increased level of staffing, with the exception of a few rare occasions, consistently there are two officers on the jail floor at all times to ensure that hourly inmate safety checks are completed. However, despite the increase of staffing there have been a few occasions since the last CSA inspection where there has not been a female officer on duty in the jail for four to eight hours, thus hourly inmate safety checks in the female dorm were not completed at these respective times. Despite the increased level of staffing, there is no extra staff beyond the current assigned level of two officers on the jail floor to provide the required breaks for the assigned officers. Any other coverage for officers needing time off for sick leave, vacation, training, compensatory time, etc., all have to be covered by overtime, taking a deputy off the street to help cover or schedule a cadet to come in.

With the increased adjustment made to the jail staffing levels, overtime has been greatly reduced but not completely eliminated. Various shift coverage problems occur still at times when an officer calls in sick at the last minute and an officer has to be held over or called in. Also, various inmate transports come up on a regular basis, which requires overtime for officers to complete the transports either after their scheduled work hours or on their regular days off. Circumstances requiring the use of overtime regularly fluctuate and change, depending on the need at that respective time.