

**REPORT/RECOMMENDATION TO THE BOARD OF SUPERVISORS
OF SAN BERNARDINO COUNTY, CALIFORNIA
AND RECORD OF ACTION**

September 15, 2015

**FROM: JOHN McMAHON, Sheriff/Coroner/Public Administrator
Sheriff/Coroner/Public Administrator**

**SUBJECT: RESOLUTION FOR SB 863 LOCAL CRIMINAL JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM**

RECOMMENDATION(S)

1. Rescind Resolution No. 2015-151 that was included as part of the County's proposal to the State of California for the Senate Bill (SB) 863 Adult Local Criminal Justice Facility Construction Financing Program requesting funding in the amount of \$80,000,000, for the State-funded scope of work to construct three new housing units and a visitor's center to implement a 512-Bed Step Housing Program at Glen Helen Rehabilitation Center (Project), at an estimated Project cost of \$102,000,000.
2. Adopt new **Resolution No. 2015-187** as required by the State, that:
 - a. Authorizes the use of \$22,000,000 from the County Glen Helen Rehabilitation Center 512-Bed Step Housing Program Reserve as the required County Cash (\$20,350,000) and In-Kind (\$1,650,000) Contribution funds for the SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility Project.
 - b. Authorizes the establishment of a designated fund labeled SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility for the County Cash Match Contributions.
 - c. Authorizes the Project to proceed in its entirety when and if the State financing is awarded for the Project.
 - d. Seeks funding preference for submitting documentation that demonstrates that the California Environmental Quality Act has been complied with and the statute of limitations expired on September 12, 2013.
 - e. Approves the form of the Project Delivery Construction Agreement, the Board of State and Community Corrections (BSCC) Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the Agreements) and authorizes the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer to execute the Agreements at such time as required by the State.

cc: w/resolution
Sheriff-McMahon
Sheriff-Fisk
File - Sheriff w/attach
jr 9/21/15

ITEM 68

Record of Action of the Board of Supervisors

**APPROVED (CONSENT CALENDAR)
COUNTY OF SAN BERNARDINO
Board of Supervisors**

MOTION	<u>MOVE</u>	<u>AYE</u>	<u>AYE</u>	<u>SECOND</u>	<u>AYE</u>
	1	2	3	4	5

LAURA H. WELCH, CLERK OF THE BOARD

BY _____

DATED: September 15, 2015

**RESOLUTION FOR THE SB 863 ADULT LOCAL CRIMINAL JUSTICE
FACILITIES CONSTRUCTION FINANCING PROGRAM
SEPTEMBER 15, 2015
PAGE 2 OF 3**

- f. Designates Carl Alban, Director, Department of Architecture and Engineering as County Construction Administrator, Matthew Erickson, County Chief Administrative Analyst as Project Financial Officer and Dana Gould, Sheriff's Captain, Glen Helen Rehabilitation Center as the Project Contact Person(s).
- g. Authorizes the Chair of the Board of Supervisors to sign and submit the Proposal.
- h. Provides assurance the County will adhere to the State requirements and terms of the Agreements.
- i. Commits the County to fully and safely staff and operate the facility that is being constructed within 90 days of Project completion.
- j. Finds the County: (1) 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, so long as the State Public Works Board lease-revenue bonds secured by the financed Project remain outstanding.
- k. The County will attest to the current fair market land value for the proposed facility within 90 days following the BSCC's Notice of Intent to Award.

(Presenter: Samuel Fisk, Lieutenant, 387-0640)

BOARD OF SUPERVISORS COUNTY GOALS AND OBJECTIVES

Improve County Government Operations.

Operate in a Fiscally-Responsible and Business-Like Manner.

FINANCIAL IMPACT

There is no financial impact as a result of the new resolution.

If the County's Proposal is successful, the SB 863 Local Criminal Justice Facilities Construction Financing Program will result in the use of additional Discretionary General Funding (Net County Cost) in the amount of \$22,000,000 which will be funded through the County Glen Helen Rehabilitation Center 512-Bed Step Housing Program Reserve which has been set aside specifically for this Project.

BACKGROUND INFORMATION

On August 11, 2015 (Item No. 33), the Board of Supervisors (Board) approved the submission of a proposal to the State of California BSCC to request funding under the SB 863 Adult Local Criminal Justice Facility Construction Financing Program. The County's Proposal, seeking funding in the amount of \$80,000,000, includes the construction of three new housing units and a visitor's center to implement the 512-Bed Step Housing Program at Glen Helen Rehabilitation Center, for an estimated total project cost of \$102,000,000. As part of the proposal, the Board adopted a resolution as required by the State.

During the technical review of the County's proposal, the State identified two sections of the County's resolution that require revision (Nos. 6 and 7). Resolution No. 2015-151 approved the

**RESOLUTION FOR THE SB 863 ADULT LOCAL CRIMINAL JUSTICE
FACILITIES CONSTRUCTION FINANCING PROGRAM
SEPTEMBER 15, 2015
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form of the Agreements and delegated authority to the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration or the County Chief Financial Officer to execute and submit the required agreements upon notification of conditional award and consultation with County Counsel. The State is requiring the reference to consultation with County Counsel be removed from the resolution. Accordingly, the Board is requested to approve a new resolution that is identical to the original Resolution No. 2015-151, except that the references to consultation with County Counsel are removed in order to comply with State requirements and ensure further consideration and possible funding.

PROCUREMENT

Not Applicable.

REVIEW BY OTHERS

This item has been reviewed by County Counsel (Michelle D. Blakemore, Chief Assistant County Counsel, 387-5455 and Julie Surber, Deputy County Counsel, 387-5455) on September 9, 2015 and County Finance and Administration (Matthew Erickson, Chief Administrative Analyst, 387-3937) on September 9, 2015.

RESOLUTION NO. 2015-187

**A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN BERNARDINO
STATE OF CALIFORNIA, APPROVING AN APPLICATION TO THE CALIFORNIA BOARD OF
STATE AND COMMUNITY CORRECTIONS, ADULT LOCAL CRIMINAL JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM**

On Tuesday September 15, 2015, on motion of Supervisor Lovingood, duly seconded by Supervisor Hagman and carried, the following resolution is adopted by the Board of Supervisors of San Bernardino County, State of California.

WHEREAS, the Board of Supervisors of the County of San Bernardino is taking action in response to a request by the State of California, Board of State and Community Corrections to rescind Resolution No. 2015-151 that was adopted on August 11, 2015, and adopt this new Resolution;

WHEREAS, the State of California is making funds available through the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to provide for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California for projects approved by the State of California, Board of State and Community Corrections;

WHEREAS, the County of San Bernardino desires to participate in the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to construct a new 512-bed Step Housing Program at Glen Helen Rehabilitation Center (the "Project") whereby adult offenders participate in an intensive 18-month incentive-based learning environment using evidenced-based practices to help adult offenders with successful re-entry into society;

WHEREAS, the Board of Supervisors and the San Bernardino County Sheriff's Department recognize the value of replacing existing outdated housing units with new facilities that provide adequate space for the treatment and rehabilitation services, including mental health treatment; and

WHEREAS, the State specifies funding preference is to be given to those counties that are most prepared to proceed successfully with this financing in a timely manner. The preference criteria are as follows: (1) commitment to adequate County contribution funds, (2) approving the forms of the Project documents deemed necessary, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC), to effectuate the financing authorized by Senate Bill 863, (3) authorization to execute the financing program Project documents, and (4) documentation evidencing California Environmental Quality Act (CEQA) compliance has been completed

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

1. On August 11, 2015, the County Board of Supervisors authorized the use of \$20,350,000 from the County Glen Helen Rehabilitation Center 512 Bed Step Housing Program Reserve as the required County Cash Contribution funds and \$1,650,000 In-Kind, for a total of \$22,000,000 total match for the County's SB 863 Financing Program proposal. The County cash contribution funds have been derived exclusively from lawfully available Discretionary General Funding of the County, which consists primarily of the County's share of Property and Sales tax revenues. The County will designate a fund labeled SB 863/Glen Helen Rehabilitation

Center – Adult Local Criminal Justice Facility fund to better identify the County Cash Match Contributions for this Project.

2. The payment of the County cash contribution funds for the proposed 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, or any 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. The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
4. 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.
5. The County is seeking funding preference for submittal of documentation evidencing that CEQA has been fully completed for the proposed Project, and further is certifying that all related statutes of limitation have expired without challenge. The Project has been determined to be categorically exempt from further review under Section 15302 of the California Environmental Quality Act (CEQA) Guidelines (Title 14, California Code of Regulations), which allows replacement in kind for facilities with no change in use. A Notice of Exemption was filed with the Clerk of the Board on August 8, 2013 to serve as the CEQA findings for the Project. The Notice was also filed with the State Clearinghouse on August 14, 2013. The statute of limitations expired September 12, 2013.
6. The County will submit BSCC required agreements, as required by the State, upon receiving notification of conditional award. Agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the "Agreements"). The Chair of the Board of Supervisors, the Chief Executive Officer of the County, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer (collectively, the "Authorized Officers"), acting alone, is hereby authorized for and in the name of the County to execute, and the Clerk to the Board of Supervisors is authorized to attest, each of the Agreements, in substantially the forms hereby approved. The Authorized Officers each of whom, acting alone, is authorized to approve such additions and changes to the Agreements as may be required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be

conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements.
8. The following are designated: Carl Alban, Director of Architecture and Engineering Department as County Construction Administrator; Matthew Erickson, County Chief Administrative Analyst as Project Financial Officer; and Dana Gould, Sheriff's Captain, Glen Helen Rehabilitation Center as Project Contact Person.
9. An authorized county official is authorized to sign the Applicant's Agreements and submit the County's Proposal for construction funding consideration.
10. The County will adhere to State requirements and terms of the Agreements between the County, the BSCC and the SPWB in the expenditure of any State financing allocation and County contribution funds.
11. 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 ninety (90) days after Project completion.
12. The County certifies that it 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.
13. The County: (1) 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, so long as the SPWB lease-revenue bonds secured by the financed Project remain outstanding.
14. The County will attest as to the current market land value for the proposed new or expanded facility within 90 days following the BSCC's Notice of Intent to Award.
15. This Resolution replaces Resolution No. 2015-151 in its entirety.

PASSED AND ADOPTED by the Board of Supervisors of the County of San Bernardino, State of California, by the following vote:

AYES:	SUPERVISORS:	Lovingood, Rutherford, Ramos, Hagman, Gonzales
NOES:	SUPERVISORS:	None
ABSENT:	SUPERVISORS:	None

* * * * *

STATE OF CALIFORNIA)
)
COUNTY OF SAN BERNARDINO) ss.

I, **LAURA H. WELCH**, Clerk of the Board of Supervisors of the County of San Bernardino, State of California, hereby certify the foregoing to be a full, true and correct copy of the record of the action taken by the Board of Supervisors, by vote of the members present, as the same appears in the Official Minutes of said Board at its meeting of September 15, 2015. #68 jr

LAURA H. WELCH
Clerk of the Board of Supervisors

By  _____
Deputy



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OF SAN BERNARDINO COUNTY, CALIFORNIA
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September 15, 2015

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 - b. Authorizes the establishment of a designated fund labeled SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility for the County Cash Match Contributions.
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Sheriff-McMahon
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MOTION	<u>MOVE</u>	<u>AYE</u>	<u>AYE</u>	<u>SECOND</u>	<u>AYE</u>
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LAURA H. WELCH, CLERK OF THE BOARD

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DATED: September 15, 2015

**RESOLUTION FOR THE SB 863 ADULT LOCAL CRIMINAL JUSTICE
FACILITIES CONSTRUCTION FINANCING PROGRAM
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- i. Commits the County to fully and safely staff and operate the facility that is being constructed within 90 days of Project completion.
- j. Finds the County: (1) 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, so long as the State Public Works Board lease-revenue bonds secured by the financed Project remain outstanding.
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(Presenter: Samuel Fisk, Lieutenant, 387-0640)

BOARD OF SUPERVISORS COUNTY GOALS AND OBJECTIVES

Improve County Government Operations.

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FINANCIAL IMPACT

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STATE AND COMMUNITY CORRECTIONS, ADULT LOCAL CRIMINAL JUSTICE FACILITIES
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WHEREAS, the Board of Supervisors and the San Bernardino County Sheriff's Department recognize the value of replacing existing outdated housing units with new facilities that provide adequate space for the treatment and rehabilitation services, including mental health treatment; and

WHEREAS, the State specifies funding preference is to be given to those counties that are most prepared to proceed successfully with this financing in a timely manner. The preference criteria are as follows: (1) commitment to adequate County contribution funds, (2) approving the forms of the Project documents deemed necessary, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC), to effectuate the financing authorized by Senate Bill 863, (3) authorization to execute the financing program Project documents, and (4) documentation evidencing California Environmental Quality Act (CEQA) compliance has been completed

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3. 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.
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conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements.
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11. 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 ninety (90) days after Project completion.
12. The County certifies that it 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.
13. The County: (1) 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, so long as the SPWB lease-revenue bonds secured by the financed Project remain outstanding.
14. The County will attest as to the current market land value for the proposed new or expanded facility within 90 days following the BSCC's Notice of Intent to Award.
15. This Resolution replaces Resolution No. 2015-151 in its entirety.

PASSED AND ADOPTED by the Board of Supervisors of the County of San Bernardino, State of California, by the following vote:

AYES:	SUPERVISORS:	Lovingood, Rutherford, Ramos, Hagman, Gonzales
NOES:	SUPERVISORS:	None
ABSENT:	SUPERVISORS:	None

* * * * *

STATE OF CALIFORNIA)
)
COUNTY OF SAN BERNARDINO) ss.

I, **LAURA H. WELCH**, Clerk of the Board of Supervisors of the County of San Bernardino, State of California, hereby certify the foregoing to be a full, true and correct copy of the record of the action taken by the Board of Supervisors, by vote of the members present, as the same appears in the Official Minutes of said Board at its meeting of September 15, 2015. #68 jr

LAURA H. WELCH
Clerk of the Board of Supervisors

By  _____
Deputy





SAN BERNARDINO COUNTY SHERIFF'S DEPARTMENT 2015 CORRECTIONAL FACILITY NEEDS ASSESSMENT

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2015 Correctional Facility Needs Assessment

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Executive Summary

The Sheriff's Department (Department) operates four Type II jails and five Type I jails. The main jails, the Type II's, comprise 7,614 beds. On any given day, those facilities hold an average of 6,236 inmates, according to recent data, making the jail system the third largest in the state.

Like many other systems, the Department operates its detention system under a court order to eliminate crowding, specifically in two of its main jails. That court order, to which the county stipulated its agreement, settled a series of conditions of confinement lawsuits going all the way back to the late 1980s. The current litigation, "*Haas v. Board of Supervisors of San Bernardino County (WHC 4010)*," was settled in San Bernardino Superior Court in 1998. On December 1, 2014, both parties agreed to modify the original conditions and amended the agreement superseding the 1998 decision. It has no sunset. *Haas* authorizes the Department to manage the overall jail population by releasing non-sentenced inmates on a promise to appear and inmates sentenced to county jail before serving all or part of their commitment. The Department has determined that releasing non-sentenced misdemeanants on citations and non-sentenced felons on their own recognizance are the best methods to comply with this order. The Department has been forced to release sentenced inmates early and has been required to manage and re-prioritize who should remain in custody.

In 2015, on average the Department has released 93 inmates per month to remain in compliance with the *Haas* order.

Since 1992, the Board of Supervisors and the Department have commissioned three separate studies that, in whole or in part, assessed the Department's need for adult detention beds. Each concluded there were insufficient beds to accommodate the current need. Each projected (based on data from official sources) the county's need for jail beds would continue for at least two decades without some substantial additions over time.

The Department contracted with Rosser to provide a Needs Assessment for the Bureau. In January 2006 and May 2007, the Administrative Support Unit (ASU) of the Sheriff's Detention and Corrections Bureau updated the previous studies to validate Rosser's findings. In March 2013, ASU updated these findings again.

After validating Rosser's report, ASU determined the following:

1. Rosser's average daily inmate population projections were low.
2. Rosser's report did not account for the daily releases the Department makes to comply with *Haas*.
3. Rosser's projections did not anticipate the transfer of inmates that would have previously been sentenced to state prison under Assembly Bill 109 (AB109).



Since 1996, San Bernardino County has contracted with the US Marshal to house federal inmates at the Central Detention Center (CDC), one of the Department's Type II jails. At its peak in the late 1990s, the population of federal inmates at CDC exceeded 800 each day.

Currently, the federal population is approximately 163 daily. The housing contract with the US Marshal, which requires the Department to house at least 320 federal inmates each day, expired April 30, 2009. Even though the contract was never renewed, the US Marshall is continuing to house inmates at CDC on a month-to-month basis.

The Department concedes the contract with the US Marshal appears to exacerbate its need. If the contract did not exist, there would appear to be approximately 150 additional beds the Department could use to house County inmates. But, Department officials point out the contract virtually underwrites the cost of operating CDC and, therefore by extension, actually provides beds for county inmates at no cost.

Statistical data reflects San Bernardino County's overall need for jail beds; however, it does not convey the intricate problems created by changes within certain cohorts of the system's average daily population:

- The number of inmates requiring protective custody housing has increased. Although the jails do not keep records of the number of protective custody inmates, that segment of the population outgrew the capacity of the designated housing areas, resulting in the West Valley Detention Center (WVDC) moving some protective custody inmates from celled units into a dormitory unit. Jail managers determined many inmates that previously had been segregated even from others in protective custody could, in some instances, be housed together in double-occupancy cells.
- The number of inmates with acute medical conditions and mental health disorders has increased. The Department determined that all inmates of this type must be housed at WVDC, where the highest level of medical and mental health care is available. Once there, many of these inmates require segregation, either for their own protection, or to keep them from harming others. As a result, other inmates that would handle incarceration better in a single occupancy cell have been moved into double occupancy cells, at times, displacing others into dormitories.
- Sexually Violent Predators (SVP) have not passed through Department jails in high volumes. The most to pass through the jails in any year since record-keeping began in 2003 was 27 in 2014, but they have been problematic nonetheless. Because of a statute that requires them to be segregated from inmates under criminal process and case law that requires jails to provide them with greater freedoms and privileges than others, it has been difficult for the Department to find appropriate housing locations for them. To meet these requirements, the Department's best option is to displace other inmates.
- The percentage of female inmates in the Department has fallen nominally since 2000 (from 15 to 13 percent) while the average number of females in jail on any given day has declined modestly in the same period, from 764 in 2000 to 701 in 2014. This change would seem statistically insignificant and practically manageable. This is one of the most troublesome populations for jail managers, not because



of the population, but due to the varied classifications into which females now fit, and because of the breadth of medical conditions that afflict them.

Nothing in the research data indicates these trends may change and nothing in San Bernardino County's experience indicates changes in policy or operational practices can alleviate the pressure these specific types of inmates exert on the system.

The implementation of AB109 increased the pressures on the San Bernardino County criminal justice system and the demand for detention and corrections services. This has substantially impacted the County by additional overcrowding of existing facilities as well as increased use of alternatives to incarceration required to maintain the conditions of the population consistent with previous litigation settlements. These measures will be discussed later in detail.

Due to AB109, the Department has had to revise the inmate classification process. The Department utilizes an objective classification system utilizing a classification instrument which is based on a factoring system, which places an inmate into an appropriate level based on these factors. The system has been designed to ensure proper housing of inmates throughout the system at the time of classification. The system identifies acceptable housing locations for inmates at the four facilities at the time of booking. The classification unit works very closely with Bureau population management personnel to ensure the facilities remain in compliance with the Haas Agreement.

The Department employs a variety of methods that would be considered alternatives to detention. The Department has been diligent in fulfilling the San Bernardino County Community Corrections Plan (CCP). The Department has partnered with San Bernardino County Probations, the San Bernardino County Re-Entry Collaborative, the 211, and other San Bernardino County agencies to create a systemic county wide approach for employing Evidence Based Practices. The Department has undertaken the following:

- Books and then almost immediately releases misdemeanants on citation releases. It extends this practice to persons arrested for most misdemeanor warrants.
- Operates an entire detail whose function is to thoroughly review arrest records and background information on everyone booked for non-violent felonies and releases many of them on their promise to appear, an own-recognition program of sorts.
- The department has a work-release and an electronic confinement program. The Department coordinated with local criminal justice community to establish drug courts and mental health courts to move inmates from incarceration to treatment. Although the volume of inmates that pass through these specialized courts has not been overwhelming, it is believed those same inmates are exactly the most probable to re-offend, to return to jail and, thereby, to consume valuable jail resources.

Further, the Department's need is for more than just beds. The department reports and observation confirms that a lack of space for administration, staff work areas, the delivery of health services, maintenance functions and warehousing significantly impacts daily operations at WVDC and, to some extent, at the other three Type II



jails as well. In fact, the lack of adequate space for these functions is one of WVDC's biggest deficiencies. When planning any expansion or new construction of beds, County officials must acknowledge this deficiency and include in their design sufficient space to service the needs of a fully-occupied facility throughout its life.

As an alternative, if space is unavailable or too costly, a progressive use of technology should be considered in order to ensure service delivery reaches top efficiency as long as the facility operates. WVDC serves as an instructive model when designers consider how much space to design for visiting, lobbies and other public areas, and confidential interview rooms. Confidential interview rooms at each facility are remote; deputies are often required to leave their housing units for several minutes while they escort inmates to these rooms located near facility entrances. Designing these rooms in or closer to the housing units would save staff time and enhance security. There are too few visiting windows to accommodate multiple classifications that cannot be mixed. This results in delayed visits in some housing units and, by extension, larger crowds in the public lobby, where people check in to visit. The lobby is also where people come to post bail, deposit funds into inmate trust accounts, and (sometimes) to ask for public information. As the lobby becomes crowded service times slow, and the crowds grow even larger. The Department took these issues into consideration with the expansion of the Adelanto facility and has utilized video visitation in all housing units, this enables the inmates to remain in the housing units while they visit with their family through a computer monitor. The HDDC expansion also allows for adequate room for office space as well as programming space in the inmate housing areas.

Any discussion of San Bernardino County's space needs would be incomplete if it omitted the topic of programming. One of California's premier inmate programs is offered at Glen Helen Rehabilitation Center, the jail the Department has designated as its sentenced facility. Inmate Rehabilitation through Occupational and Academic Development Systems (INROADS), as it is known, is a comprehensive program where a variety of counseling services (like substance abuse and parenting), educational classes and regional occupational programs (including bakery, automotive, and culinary arts) are available. With the growing emphasis on re-entry in mind, San Bernardino County jail planners are encouraged to design any expansion or new construction with sufficient and secure rooms or areas that allow at least educational and vocational programs to be extended to more inmates, with an eye toward those that are non-sentenced.

In 2012, an internal staffing study was conducted by the department. The results of that study can be found in the *Adequacy of Staffing Levels* section.

For several years, the Board of State and Community Corrections (BSCC) has noted several areas of non-compliance in its biennial inspections of the Department's Type II jails. The single area of non-compliance recurrent from inspection to inspection is related to the physical plants of Central Detention Center and Glen Helen Rehabilitation Centers. Specifically, those jails routinely exceed their BSCC rated capacities. Simply, the Department requires more jail beds than it possesses and officials there have chosen to address that problem by exceeding rated capacities at these two facilities.



Introduction

San Bernardino County encompasses more than 20,000 square miles, and the United States Census Bureau (Census Bureau) estimated its 2014 population 2,112,619. It comprises 24 cities, 14 of which are contracted with the San Bernardino Sheriff's Department (Department) for law enforcement services. The Department provides patrol services and specialized investigations support to the county's unincorporated areas. Four large jails comprise the Department, which is responsible for the housing, care, and movement of more than 200,000 inmates annually.

From 2010 to 2014, the Census Bureau reported an increase of 3.8 percent in the population of San Bernardino County. The Census Bureau also reported that San Bernardino County has one of the lowest median housing values in the southern California region. If housing costs remain consistent, the trend of increasing county population is expected to continue for years to come.

Alone, these estimates mean little in a discussion of the Department's future needs for jail beds. They take on meaning only when viewed alongside data that indicate the average daily population (ADP) in Department jails has increased at a greater rate than that of the general population.

Yet, another condition exists that affects the Department's need for additional jail beds and jail population management. The Department operates two jails under a court order to eliminate crowding. The litigation, "*Haas v. Board of Supervisors of San Bernardino County (WHC 4010)*," was settled in San Bernardino Superior Court in 1998, by stipulation of both parties. (It was, for the most part, a modification of an existing federal court order, "*Fether v. Board of Supervisors of San Bernardino County*," which expired that year.) On December 1, 2014, both parties agreed to modify the original conditions and amended the new agreement superseding the 1998 decision. While *Haas* caps the population of four jails (West Valley Detention Center [WVDC], Glen Helen Rehabilitation Center [GHRC], High Desert Detention Center [HDDC] and Central Detention Center [CDC]), it also authorizes the Department to manage the system-wide population by releasing inmates sentenced to jail before serving all their time and non-sentenced inmates on their promise to appear (in the form of a citation or own recognizance agreement). The additional beds supplied by HDDC will help address these crowding issues. However, the Department will still be deficient on beds and adequate space for implementing Evidenced Based Programs.

In addition to establishing maximum inmate capacities at the GHRC, HDDC, CDC, and WVDC, the *Haas* order required the Department to designate a compliance officer to liaison with the plaintiffs' attorneys to ensure communication between the parties is maintained. The Department invested a great deal of authority in the compliance officer to make decisions relative to those special releases.

Assembly Bill 109 (AB109), also known as "Realignment," has complicated the Department's population management plan. Under AB109, the Department is forced to house inmates for a longer period of time. Prior to AB109, the average-length-of-stay (LOS) was 41 days; in 2014 it was 47 days. This number includes good work time credit from the court (half their original sentence) as well as early release time. In 2014 there was an average of 143 inmates in custody sentenced to two years or more. The LOS for these inmates is 1,251 days. The



LOS for sentenced inmates in the Type II facilities is 124 days. This number includes all inmates who are currently in custody.

This Needs Assessment was prepared internally by the Department's staff in 2007 and written for publication in January 2008. It was revised and updated in August of 2013 and May of 2015.

The purpose of this study is to describe current and projected needs for the county's adult detention and corrections facilities. It will address the following:

- Relevant findings and recommendations of previous studies and assessments.
- Historical data and projections relative to the overall population, ADP, crime, and other elements of the criminal justice system.
- A current picture of existing conditions within the Department's primary jails.
- Bed needs for the Type II jails based on projections from various statistical data relating to population and crime.
- Adequacy of the current jail and inmate programs to develop a roadmap to meet the needs of the growing inmate population.

The Department's need for jail beds and population management strategies and a comprehensive programming plan is summarized here:

Based on the requirements of Title 24, CCR Section 13-102-(c)-(2), Needs Assessment Study, this assessment contains a thorough presentation of the methodologies used in the assessment, a description of the Department's detention facilities, the elements of the system, and the Department's philosophies on jail operation and design. It contains descriptions of the current inmate population, the classification system used by the Department, an examination of programming needs and alternatives to detention, and an analysis of local trends that have affected—or are expected to affect—the need for jail beds in the county. Also, this assessment examines the adequacy of current staffing levels and a critique of the Department staff's ability to provide visual supervision and to keep adequate records. Finally, it discusses the Department's history of complying with standards and briefly identifies some unresolved issues.



Methodologies

This Needs Assessment was developed by:

- Examining county inmate population data collected between 2010 and 2015, and reviewing information compiled from the county's computer network, Jail Information Management System (JIMS).
- Identifying trends (specifically from statistics and data from January 1, 2010 to December 31, 2014), reviewing, and analyzing county demographic reports to track future trends in population change.
- Formulating projections based on past trends, reviewing past documents and studies to identify past trends and predict future trends in the detention system.

The assessment data used to determine the number of jail beds the Department needs was calculated using county population, the jail's ADP, and the effect of the *Haas* order.

The assessment relative to other space needs (i.e., warehousing and maintenance areas) and service needs (related to programming, food, or health services) is largely based on historical and anecdotal information obtained from staff and individual jail or program managers.



San Bernardino County Detention Facilities

Title 15 establishes different categories of jails:

Type I jails are for the detention of persons for not more than 96 hours (excluding holidays) after booking.

Type II jails are used for the detention of persons pending arraignment, during trial, and upon a sentence commitment.

Type III jails are used only for the detention of convicted and sentenced persons.

Type I Facilities

The Barstow Jail was constructed in 1964 and has a rated capacity of 57.

The Big Bear Jail was constructed in 1976 and is the smallest Type I facility with a rated capacity of 24.

The jail at the Colorado River station was constructed in 1974 and has a rated capacity of 36.

The Victor Valley Jail was constructed in 1974 and serves as a court holding facility.

The Morongo Jail was constructed in 1983 and has a rated capacity of 42.

The Type I facilities (with the exception of Victor Valley) are not a part of the Detention and Corrections Bureau (the Bureau). Managing the Type I jails is a duty of the commander of the patrol operation to which they are attached. These jails are staffed by the patrol stations, not by the Bureau. Victor Valley is a satellite of the HDDC and is included.

Type II Facilities

The Department operates four Type II jails. The total number of beds in these jails is 7,614. Of those, 7,012 are Board of State and Community Corrections (BSCC) rated.

The following includes more detail regarding the Department's Type II facilities.

West Valley Detention Center: Opened in 1991, the WVDC is one of the largest county jails in California. WVDC has 3,347 beds, of which 3,072 are BSCC-rated. The remaining 275 are not rated. Non-sentenced inmates comprise the largest percentage of the jail's population. WVDC houses the most diverse inmate classifications. Inmates who require the most intensive medical or behavioral healthcare are housed at WVDC. Inmates receive food, clothing, medical care, recreation, and religious services in a 24-hour operation. Movement of inmates occurs constantly, and maintaining a secure and safe environment is the primary objective.

Although WVDC is not a true direct supervision facility, each of its 15 housing units is built in a podular design and is considered to be an efficient custodial floor plan. Services such as meals, visits, most medical care, and clean clothing are brought to the inmates. The design also allows clear lines of sight into housing areas from a



central control room and relatively efficient delivery of services to the inmate population. The 2014 ADP was 3,106.

Central Detention Center: Opened in 1971, the CDC houses sentenced and non-sentenced county inmates, as well as federal inmates housed under a contract with the United States Marshal. In 1992, CDC's electrical systems were damaged by fire. As a result, the Department closed CDC temporarily; it re-opened in 1994.

CDC has a total of 772 beds, all of which are BSCC-rated. The capacity of the facility was recently lowered by eliminating triple-bunking. CDC was built in a linear design with mezzanine levels. CDC houses all classifications except unusual behavior, although most in protective custody are transferred to WVDC and GHRC.

The jail's linear design requires more staff to ensure safety and security, for the simple reason that linear design interferes with clear sight lines; staff must stand in front of a cell to view the interior and to monitor and potentially prevent dangerous behavior. To observe behavior in one cell means to be blind to the behavior in others. Inmates are, for the most part, easier to control in small numbers (like in cells) than in large, open areas. For CDC inmates to access services (meals, medical attention, recreation, and visiting, for example), they walk from their cells to other locations such as chow halls and recreation yards. Usually these trips occur many times daily and involve several inmates (some of differing classification) moving to multiple locations throughout the facility. The 2014 ADP for CDC was 1,006, which reflects the facility's higher capacity prior to its recent reduction.

High Desert Detention Center: In January 2006, the Department opened the HDDC to add 706 beds. HDDC is the only Type II jail located in the desert region. Non-sentenced inmates comprise the largest percentage of the jail's population. The current facility has a podular design. 1,090 of its beds are in dormitories with the balance in double-bunked cells.

Formerly a privately-run detention facility, HDDC was purchased in 2005. It was opened in 2006 after extensive renovation and remodeling to alleviate crowding in the other three Type II jails. Transferring inmates from one facility to another within the detention system helps to alleviate crowding and keeps the facilities under the population capacity. HDDC receives 15 to 30 inmate transfers per day. Initially, all transfers to HDDC came from WVDC. HDDC is now a Type II booking facility.

Because of its design, HDDC personnel are able to deliver most services to the inmates in their housing units. This allows HDDC to have efficient minimum staffing.

In 2008, the Department received AB900 grant funds to expand the HDDC by 1,392 beds. Construction began in 2011, and the project was completed in February, 2014 and increased the facility's capacity to 2,098.

The 2014 ADP for HDDC was 907.

Glen Helen Rehabilitation Center: Opened in 1960, the GHRC is the oldest jail in the Department. GHRC has a total of 1,446 beds, of which 1,070 are BSCC-rated. The remaining 376 are not rated. GHRC is a campus complex of housing facilities that includes one maximum security building for males, two minimum security buildings for



males, one maximum security building for females, and one minimum security building for females. Only the maximum security unit for males is a linear design. All other units are as close to direct supervision as exists in San Bernardino County.

Historically, GHRC was the primary jail for housing inmates sentenced to the Department's "honor farm." Initially, it was exclusively for male inmates. The Glen Helen Women's Correctional Center, which we have treated as part of the GHRC complex, opened in 1988. When rated, it contained 244 beds in dormitories, but had no maximum security beds. A maximum security wing comprising 56 beds was opened in 2003. Today, there are a total of 326 beds in the women's facility. In August, 2014 GHRC opened a satellite Fire Camp program, adding 96 beds to the facility's capacity. The Fire Camp program is described later in this report.

Over the last two decades, GHRC has also provided housing for non-sentenced inmates to alleviate overcrowding at the other three Type II facilities. In addition, GHRC houses sexually violent predators (SVP) and may or may not house protective custody inmates depending upon overall system needs. GHRC does not house high security or unusual behavior classifications. The 2014 ADP for GHRC was 1,218. The Department has committed to designate any facility where new beds are constructed as a Type II.

Elements of the System

This section contains details related to the Department's system, including:

- Single-occupancy cells
- Double-occupancy cells
- Dormitories
- Dayrooms
- Intake/release
- Visiting
- Program space
- Medical and behavioral health services
- Attorney and confidential rooms
- Central and other control rooms
- Staff stations
- Public areas
- Kitchen/food service
- Laundry
- Receiving space
- Maintenance and storage

Single Occupancy Cells: Single-occupancy cells are designed to house one inmate. They have a bed, toilet, sink, and table with an attached chair.

In the Type II jails, there are 206 single-occupancy cells for male inmates and 48 for female inmates. These figures count all such beds, including those not rated by BSCC. WVDC has most of these cells.

Classification or disciplinary issues require that some inmates are housed alone. In the Department, the most problematic in terms of finding appropriate housing locations have been those in protective custody (PC), those who display non-violent but non-conforming behavior, the assaultive mentally ill, and those requiring disciplinary isolation.

The population of PC inmates outgrew the capacity of the designated housing areas, resulting in WVDC relocating some PC inmates from celled units into a dormitory unit. Jail managers determined many inmates that previously had been segregated from others in PC could, in some instances, be housed together in double-occupancy cells. (Previously, former law enforcement officers would have urged or argued for complete isolation, but under the revamped policy, these inmates can be housed together in a cell.)

Other growing inmate populations are the unusual behavior (UB) and unusual behavior lock down (UBLD [assaultive mentally ill inmates]). In 2014 a monthly average of 152 inmates was classified as UB. By policy, these inmates must be housed at WVDC. Most UB inmates are assigned to double-occupancy cells. WVDC has shifted housing of the UB and UBLD inmates in the unit to manage this growing population. Currently, there are five housing segments that house a mix of UB and UBLD inmates. Presently, there are 42 UBLD inmates housed in



the UB/UBLD housing unit. These inmates are housed alone in a double-occupancy cell due to their assaultive behavior.

Double-Occupancy Cells: Double-occupancy cells are equipped to house two inmates. The cells have two beds, a toilet, sink, and table with an attached chair.

In the Type II jails there are 1,950 double-occupancy cells for males and 514 for females. (These figures are totals and include beds not rated by BSCC.) Most are at WVDC.

For public safety reasons, most inmates that remain in custody have been arrested multiple times and have violent criminal backgrounds. They are more criminally sophisticated and typically unsuitable for dormitory housing, but do not require single-occupancy cells. By default they are housed in double-occupancy cells.

CDC has no double-occupancy cells in the male housing unit, and the only double-occupancy cells in the female unit are designated for inmate workers. Any inmates that require double-occupancy cells are transferred to WVDC.

GHRC has 20 double-occupancy cells in its female maximum security unit and 20 in its male maximum security unit. GHRC transfers to WVDC inmates that require double-occupancy housing when their existing two-bed cells are occupied.

Standard operation is for classification deputies to backfill open dormitory beds when the supply of double-occupancy beds is inadequate. Some portion of this need could be addressed by stricter adherence to classification and housing policies, but no change in management practice would substantially provide for the system's overall need.

Dormitories: Dormitories are open housing units designed to hold up to 64 inmates each. Community restrooms and showers are located near the living areas. Dormitories generally are most appropriate for first time or non-violent inmates.

In the Type II jails, there are 3,290 dormitory beds for males and 292 for females. All beds at HDDC are in dormitories. In 2007, the BSCC board granted HDDC an alternative means of compliance that allows 70 beds each in eight of its dormitories. At CDC, 442 of its 772 total beds (almost 57 percent) are in dormitories. At GHRC, 1,282 of the 1,446 total beds (more than 88 percent) are in dormitories. At WVDC, dormitories account for 1,152 (approximately 34 percent) of the total 3,347 beds.

In aggregate, some 3,582 (or approximately 54 percent) of 6,609 total beds are in dormitories.

As reflected, the bulk of beds in the system are dormitories. In considering new beds for the Department, a previous study suggested that 75 percent of new beds should be in double-occupancy cells, with 10 percent in dormitories, and 15 percent in single-occupancy cells. This need has been addressed through the double-occupancy cells built in the expansion of HDDC. The Department also intends to develop enhanced, program-driven communal housing at GHRC.



Dayrooms: Dayrooms are common areas located inside the housing location. Dayrooms contain tables with attached chairs for meals and recreation purposes, a television, showers, toilet areas, and telephones. Further, except at CDC, dayrooms serve as programming areas where religious services, substance abuse counseling, and other similar group activities may occur. In response to the growing emphasis on programming, dayrooms should be large enough to accommodate groups involved in legitimate rehabilitative or therapeutic activities.

Intake/Release/Processing: WVDC is the largest booking facility in the county. In 1992, the first full year it was open, WVDC booked 33,836 inmates. By 2014, the number of total bookings for the system reached 73,919. The intake search area and intake cells should be adequate to accommodate the number of inmates brought to the jail by transportation services and criminal warrant sweeps.

The table below reflects statistics on bookings through 2014.

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
CDC	1,533	1,530	1,600	1,756	1,753	1,587	1,714	1,754	1,538	1,585	1,360	1,323	18,733
GHRC	12	9	14	3	18	14	6	4	4	4	5	3	96
WVDC	3,513	3,158	3,386	3,342	3,571	3,273	3,561	3,538	3,484	3,729	2,888	3,050	40,493
HDDC	-	638	1,290	1,354	1,393	1,226	1,526	1,710	1,513	1,328	1,130	1,189	14,297
Total	5,058	5,335	6,290	6,455	6,735	6,100	6,807	7,006	6,539	6,646	5,383	5,565	73,919

In 2010, the Department released 74,047 inmates. In 2014, the number of inmates released was 77,524. Any new jail or expansion that adds fewer beds than needed will require the release area to have adequate room to accommodate early releases. The release area should have enough cells to prevent the co-mingling of inmate classifications. It must have ample room for inmates to wait while they are being processed.

Visiting: Department policy requires visitors to schedule an appointment a day in advance. Visitors call a visiting center to make these appointments. (The visiting center is staffed with sentenced female inmates learning office skills and supervised by the Department's employees.) Department employees working the visiting center report they receive approximately 29,000 calls a month to schedule appointments. Some walk-in visits may be allowed that are not included in that average. At a minimum, some 750 to 900 visits are scheduled each day.

Interviews with staff indicate that additional space is required in the inmate visiting areas at WVDC to accommodate the diversity of inmates that cannot be co-mingled. At times, inmates with higher classifications have problems getting to their visits, because they require segregation from other inmates. Transfers must be well-coordinated with safety staff. Inmates requiring segregation visit in individual booths, but there are a limited number of such booths, which at times requires higher-classification inmates to wait.



Video visiting has been installed at the HDDC facility. This addition has allowed inmates to remain in the housing unit while visiting with their family by utilizing a video monitor. The visitors remain in the visiting area and do not enter into the secure part of the facility. The visitors are still required to call the visiting center to schedule visitation.

Visiting space at HDDC, CDC, and GHRC is sufficient enough to allow each facility to meet or exceed the Title 15 requirement (Section 1062) that inmates receive no fewer than two visits totaling a minimum of one hour each week.

Program Space: Within the Department, the view of jails as criminal warehouses has drastically changed in recent years. More and more, jails are seen as places where inmates can be rehabilitated to be productive members of society. The Department provides inmates with classes and programs to aid them in transitioning into the community when they are released. The Department has diligently worked to meet the goals of the San Bernardino County Community Corrections Plan; more about this will be discussed later in the Program Needs Section of this Needs Assessment.

None of the Department's Type II jails were constructed after the pendulum began to arc toward rehabilitation. Managers of the existing jails face the challenge of providing enhanced programming in spaces designed under a different paradigm. Managers of the HDDC expansion project took this into account and allocated program space into each of the inmate housing areas.

Medical and Behavioral Health Services: WVDC, where inmates with relatively acute medical or behavioral health conditions are housed, has two specialty units for those with special needs. Initially, 128 beds were designated as "behavioral health beds," but over time the entire Unit 15 at WVDC has been utilized as housing for inmates with higher-grade behavioral health conditions.

To meet an ever-increasing demand, staff re-designated 32 beds previously used for inmates with less acute conditions to bring the total to its current number. The liaison for the Department of Behavioral Health (DBH) reports a need for additional beds for inmates with behavioral health problems. It is difficult to arrive at an exact bed number, because some inmates require single cells while others can be housed with another behavioral health inmate.

Inmates housed in the Behavioral Health Unit are the only inmates eligible to participate in behavioral health programs. The DBH provides the behavioral health services for these inmates. The following are some of the available programs:

- Art Therapy
- Cinema Therapy
- Pet Therapy
- Private counseling with DBH staff



- Group therapy sessions with DBH staff
- Cognitive therapy sessions to identify criminogenic factors of behavior

In addition to the impact on the Department's inmate population, the Medical Services Division has experienced a significant increase in healthcare issues since the implementation of AB109.

The facilities utilize correctional nurses (registered nurses) to evaluate and treat inmates from inmate-generated healthcare requests, scheduled follow-ups, and in response to clinical emergencies. The number of nursing visits has increased by more than 25 percent since October 2011.

Physicians evaluate and treat inmates based on nursing referrals, diagnostics reviews, and in response to clinical emergencies. Due to an increased length-of-stay, physician visits have increased from 14,000 to over 65,000, with a significant increase in chronic and serious illnesses such as HIV/AIDS, hepatitis, and cancer. These illnesses require referrals and transportation to specialty clinics located outside of the facility to assist with healthcare management. The impact on staffing resources, ongoing treatment costs, and security is significant. The Department is currently working with the county hospital to obtain a 32-bed wing for the treatment of inmates.

Pharmaceutical costs now exceed \$1.6 million annually and are projected to increase as chronic diseases become more prevalent in the jail population.

Exercise and Recreation: In the Department, exercise is conducted in large outdoor areas enclosed by high fences and walls. At HDDC and WVDC, each housing unit has its own recreation area. At GHRC, recreation areas are accessed differently depending on inmate classification and housing. In the male maximum security unit, inmates access the recreation area via a series of corridors leading outside. In the female maximum unit, the recreation area is accessible directly through the dayroom. In all of the minimum security units, inmates exercise in large open "yards" surrounded not by walls, but by fences. At CDC, all inmates exercise in one of eight yards which they access by leaving their housing unit, walking through secure hallways, and departing the building through a single doorway.

Due to the increase of inmate classification issues, CDC remodeled their original three outside recreation yards in 2011 and 2012 to make eight separate enclosed recreation yards.

Of the Type II jails, WVDC has the majority of inmate classifications, which makes providing required exercise time difficult. In interviews for this assessment, WVDC staff members stated it is difficult to provide all the required exercise for inmates with special classifications. During summer months, inmates are given exercise from 4:45 am until 10 pm. During winter months, with weather permitting, inmates are given outdoor exercise from 6 am until 10 pm. Staff reported that as long as there are no significant interruptions that prevent allowing inmates out "consecutively," inmates are able to receive the required outdoor exercise time.

No similar difficulties were present at HDDC, CDC, or GHRC.



Attorney and Confidential Interview Rooms: These rooms allow inmates to speak privately with an attorney or other authorized person. Staff at each facility reported the need for additional interview rooms of this type. Again, this need appears to be driven by the increased need to keep classifications segregated.

Confidential interview rooms need to be located in areas that can be easily accessed by visitors and inmates. It is problematic for deputies to walk inmates to confidential interview rooms, and having visitors inside the secure area of the jails presents security concerns. It is a time-consuming process, because staff needs to prevent the co-mingling of inmate classifications. Inmate movement should be minimized, and inmates would be interviewed in their own housing unit when security concerns have been addressed. This often requires stopping all movement in the facility so that these inmates (whether high-security, PC, or otherwise) can be moved without jeopardizing their safety or that of others. Because such movement often occurs across relatively long distances, it is approximately one-half mile from the interview rooms in the intake area to the housing unit at the other end of the jail. This requires quite a bit of time and coordination. The use of video conference technology should be considered to address facility security and inmate movement concerns.

Central and Other Control Rooms: Three of the four Type II facilities in the Department's main jails make extensive use of central and other control rooms. HDDC's main station controls access into the facility's secure areas, while access into each housing unit is controlled via an elevated and secure control room. Central and other control rooms are located throughout WVDC. Personnel working in these rooms have visual observation of inmate movement throughout the facility. WVDC's control rooms also have access to doors, water shut-off capabilities, and other abilities allowing them to shut down portions of the facility. CDC has four control stations. Two are responsible for entry into the facility, and one of these is also responsible for perimeter access. Two are responsible for the security of the male housing units. GHRC has only one true control room, a central station inside the female maximum unit, which is the newest addition to the jail.

Control rooms need to be positioned in high inmate-traffic areas. The rooms need to be equipped with large window areas to help staff have a clear line of sight of inmate movement without obstruction. Staff interviews reveal control panels take up much of the counter space in the rooms. Control rooms need to allow work space for staff. More cameras also need to be installed with multiple monitors to view inmate movement. Staff at existing jails said there were not enough cameras and due to the quality, they were difficult to monitor. As technology advances, the use of touch screens and other technologies will replace analog control panels.

Administration: Administration areas are essentially offices inside jails. Some administrative areas are in the secure parts of the jail, while others are accessible to the general public and comprise the work space of management, supervisory, and support staff. These areas retain important documents and information.

These areas need to be large enough to accommodate personnel, desks, filing cabinets, work areas, computers, and conference rooms. Corrections litigation becomes more costly to public agencies as the requirements to maintain critical records are more stringent. Original copies of inmate injuries, grievances, and disciplines must be retained longer, requiring more storage space. Whether the records are kept in administrative offices or in warehouses is a decision for jail managers. Whatever their decision, sufficient space should be added in the appropriate areas to account for this change in practice.



Administrative areas at HDDC are large enough to meet current and future needs. Areas at GHRC were renovated and expanded after 2000 and should remain sufficient to accommodate expansion there. CDC and WVDC, on the other hand, report the need for additional administrative space.

At WVDC, medical personnel report a need for a larger administration area. There, some medical files are kept in the medical housing unit's control room. Recent changes to healthcare laws require careful handling of inmate medical records.

Staff Stations: Staff stations are areas designated for employees to conduct Department business. Except for the minimum security units at GHRC and HDDC, none of the Type II jails have adequate space in appropriate locations where staff can write reports or conduct other necessary business. Existing staff work space in the housing units is too small. Where the work space is adequate, it generally is located away from the housing areas in the administration area of the facility.

Plans for expansion or new construction should include staff work areas that are both sizable and located in the housing unit. Providing staff work areas in an area shared by the inmates, like a dayroom, will result in some of the benefits of direct supervision. The Department intends for GHRC program housing to have adequate staff work space that will allow staff to remain in the housing area to complete required paperwork.

Also, medical staff report problems related to limited or inappropriate work areas. The Department's Director of Health Services reported that two or three medical staff members regularly share the same desk each shift, and that those same desks are often shared from shift to shift. Under either condition, files could become lost, and confidential information could be compromised, though there is nothing to suggest either of these has happened.

The Director of Health Services further reported it is the Department's intention for WVDC to remain the facility where inmates with the most acute medical and behavioral health needs are housed. The medical and behavioral health services provided at an expanded or new jail will be on the same level as those currently offered at GHRC. Some behavioral health services would be available, and medical care would be sufficient to respond to concerns generally encountered during a daily sick call. While the acuity of medical and behavioral health problems likely to be treated at an expanded or new facility will not be intensive, staff work stations should be provided that minimally allow one desk or work station for each person on a shift.

Public Areas: The public areas in the Department's Type II jails are similar in that each is the location where people come to deposit money into inmate trust accounts, where bail is transmitted to jail staff, where visitors check-in prior to their appointments, and where families and others (who choose to) wait for friends or family to be released from custody. Even though the Department accepts on-line commissary orders for inmates through a secure website, the public lobby is still crowded with people waiting to visit inmates.

During the past decade, the amount of usable space in the public areas has been reduced as jail managers have upgraded security measures in those places. Purses, bags, and other personal containers are no longer allowed into visiting areas. This requires visitors to either leave these items in their vehicles or secure them in a locker in these public areas. Some additional lockers already have been installed. More are needed at WVDC, but there is



insufficient room there to install them. Metal detectors have been installed in some of the public areas. WVDC has one detector which requires 80 square feet of floor space. A second detector of similar size cannot be installed because the sallyport area is too small.

How WVDC's public lobby became "too small" less than 15 years after the facility opened can be instructive. As Department officials plan to expand facilities, remodel facilities, and/or create new programs to manage the population or construct new beds, they should consider building public areas larger than currently required in anticipation of future growth, or they should consider substituting new technologies, such as video visiting, for traditional methods of service delivery when building or updating existing facilities.

No technologies will completely eliminate the need for public areas. Public areas should be large enough to provide adequate space for staff to complete their work and to assist the public. The Department emphasizes a strong commitment to public service. Public areas with large work spaces for staff would encourage more employee interaction with those conducting business at the jail and would demonstrate to the public the county's commitment to service.

Kitchen/Food Service: Inmate meals are prepared in kitchens at each of the Department's Type II jails. CDC's kitchen also prepares the meals for the Type I jails. Nearly seven million inmate meals were prepared in 2012.

The Department employs cooks to supervise inmate workers who prepare and serve all the meals. The kitchen at WVDC operates 24 hours a day. Its layout has been reconfigured to maximize output, but at the cost of reducing the amount of space needed to provide for a growing inmate population. In 1992, a cook-and-chill operation was added to reduce staffing costs and food lost due to waste. From a fiscal viewpoint, this was an important addition to the kitchen; however, it required a significant amount of space in the preparation area.

As the inmate population has grown and equipment has been added, storage space has been significantly diminished. Despite the addition of equipment that uses the best and most appropriate technology, staff works diligently to keep up with the workload. Frequently, work crews from the previous meal area are still finishing clean-up duties while another crew is preparing the next meal. Food Services managers report this kitchen is operating near maximum capacity, and any expansion that might occur at WVDC will require additional space or a broader period of time required to serve each meal. The Director of Food Services and managers estimate 10 percent of the inmate population is currently receiving medical and religious diets. The increase in the aging inmate population and the increase in length of stay have resulted in a rise in the amounts of these types of diets. Prior to October 2011, the percentage of inmates on these diets was between 4-5 percent. Managers note these diets require a separate room for storage and preparation; this is especially true for the religious diets.

The kitchens at the other Type II facilities currently operate almost 20 hours each day. Food Services managers anticipate the need to increase operating hours to 24 hours a day by the beginning of 2014 to manage the increased inmate population with the expansion of HDDC. The 24-hour service will require additional staff, as well as inmate workers.

The Director of Food Services and managers believe the services for the Type I facilities should be moved to HDDC. Doing so would locate the food source in the region where most of it is consumed, thus reducing the



costs related to overtime (for delivery) and transportation. It is believed that locating a more intensive operation in the high desert region would allow food service to continue in the area in the event a natural disaster made transit from the valley to the high desert impossible.

Food Services utilizes two separate, five-ton refrigerated trucks for food deliveries to the facilities. One truck transports frozen meals and food supplies four days a week from CDC to Type I facilities and two court holding locations. Five days a week, another truck transports cook-and-chill items from WVDC to the three other Type II facilities; the truck also delivers bakery items from GHRC and delivers them to the other Type II facilities. The bakery located at GHRC supplies all the bread for the Type II facilities. Food Services managers believe a larger dry storage area needs to be added to the bakery operation to prepare for the expansion at HDDC.

Food Services managers do not necessarily advocate the construction of a "mega-kitchen" wherever new beds are added. They recommend sizing the on-site kitchen at an expanded or new facility large enough to handle the inmate volume there, and using a large building adjacent to the kitchen where dry and frozen goods can be warehoused in greater volumes. This would allow them to take advantage of pricing shifts and product availability, and reduce costs over time. They advocate installing a cook-and-chill in the GHRC facility to reduce some of the workload at WVDC. Adding a cook-and-chill to GHRC may likely reduce staffing costs, reduce waste, and possibly enable culinary to increase inventory for disaster preparedness. Food Services managers believe the cook-and-chill should be stored in a separate, secure, lockable area to ensure inmates are unable to contaminate the contents. Also, managers believe a larger dry storage area for the cook-and-chill items would be necessary for dry ingredients.

The Director of Food Services and managers stress the importance of the ancillary duties when considering a new kitchen area:

- **Parking:** ensuring adequate parking exists to include the refrigerated trucks, as well as parking for mobile kitchens. (Currently, there are three mobile kitchen vehicles; however, managers would like an additional food truck so all the facilities have access to one.)
- **Culinary Arts Program:** ensure adequate program space, office space for the instructor, and a dedicated area for the instructor to facilitate food preparation classes.
- **Inmate Break Room:** an area for inmates to store boots and coats, eat meals, and the ability to secure the inmates in that area for facility emergencies.

Laundry: With the exception of CDC, each Type II jail is equipped with laundry facilities. HDDC and WVDC launder all the jail clothing and bedding for their own inmates. GHRC launders clothing and bedding for inmates there and at CDC. All jail laundry is processed by inmate work crews.

The laundry facility at HDDC has been upgraded to manage its current and future demand. Equipment in WVDC's laundry facility was upgraded to allow it to meet current demand, and future upgrades may allow for some increases capacity. Approximately 5,500 pounds of laundry are cleaned and dried each day (slightly less



than two pounds per day per inmate). Any substantial addition of beds will require further upgrades. WVDC demonstrates that two pounds of clean laundry per inmate are required daily to meet Title 15.

Receiving Space: Inmates who remain in custody change into jail clothing in the receiving areas. Currently, there is inadequate space for inmates to change into jail clothing. Strip search litigation, which significantly impacted the Department, requires greater privacy to be given to inmates while changing into jail clothing. One of the Department's jail managers anticipates the demand for more privacy may actually decrease the amount of space required for the dress-in process. It is suggested that more privacy can be provided by installing modesty panels or shields and by dressing-in fewer inmates at one time. This requires less space than past designs, where receiving areas have generally been designed to process as many inmates at one time as staff can safely manage.

Although officials may now consider making dress-in areas smaller, they would do well to plan for adequate storage space for inmate clothing and property, which is typically secured adjacent to the dress-in areas. Methods of storage vary, even among the four Type II jails in San Bernardino County. Some jails store property and clothing in tubs, and others store it by hanging bags on rails similar to those used in commercial dry cleaning operations. Planners would do well to examine the efficiency of each, with their examination to include not only space per inmate, but installation and maintenance costs, the cost of replacing items lost in each system, and other similar considerations.

Maintenance and Storage Space: Maintenance areas are workshops for mechanics, plumbers, and electricians. These areas are sufficient at HDDC, CDC, and GHRC. At WVDC, the workshops are too small. This is due primarily to the sheer size of the facility and the workload caused by aging materials and devices used over and over for 22 years. Changes in environmental and Occupational Safety and Health Administration (OSHA) laws have impacted space needs. Whereas most chemicals in use around a jail had been previously stored in general warehouse areas, OSHA laws changed and required them to be moved, re-labeled, and secured in locked storage areas. This resulted in them being moved into maintenance shops or the areas immediately around them.

Wherever expansion or new construction occurs, the WVDC experience should be considered. Maintenance areas should be sufficiently large for staff to service and repair the facility and its equipment over the expected life of the facility, not simply for the next 15 years. Secure areas for chemical storage apart from maintenance shops should be considered.

Warehouses and other storage areas, except at WVDC, have been adequate. The Department has recently re-evaluated its readiness for responding to terrorist events and extreme natural disasters. The Department has concluded that additional space is needed to store water and non-perishable food items for inmates and staff in case a major event interferes with routine deliveries. In a major event, staff anticipates that basic jail operations (like booking and releases) would have to continue. Supplies for manual processing need to be stored in greater quantities than they are now, and all this requires greater warehouse space.



Planners need to account for projected increases in jail populations, but they also need to be responsive to the more intensive storage requirements brought on by the re-evaluation of the jails' response readiness.



Department's Operational and Design Philosophy

This section will provide some context on the Department's past operational and design philosophy and briefly describe the future direction.

System's History of Crowding: Crowded conditions have existed in San Bernardino County's Type II jails since at least the early to middle 1980s. Prior to WVDC's opening, CDC's ADP peaked between 1,700 and 1,800 in the last two years of that decade, despite a BSCC-rated capacity of 742. Crowding was alleviated with the opening of WVDC in 1991 and did not begin to resurface until the late 1990s. Despite the court orders described in the next paragraph, the Department has had insufficient beds on occasion since 1998. Briefly in 2005, WVDC added 384 beds in dormitory units to provide inmates a bunk. They were removed after a few months at the insistence of Mr. John Hagar, attorney for the *Haas* plaintiffs, as the bunks violated Title 24. At that time, the Department became more aggressive in its release policies and has diligently worked to manage inmate population.

General Conditions Lawsuits: The first of several conditions of confinement lawsuits hit San Bernardino County in 1987 (*Fuller v. Tidwell*). "*Fuller*" was a federal civil rights action that cited crowded conditions and the ongoing inability of the county to provide clean clothes, recreation, haircuts, and adequate sleep periods. It established a population capacity at CDC and ordered the Department to take specific steps to remedy the conditions. It was joined by other plaintiffs and became "*Fether v. Board of Supervisors*" in 1993. *Fether* modified the *Fuller* order to recognize CDC had closed, and WVDC had opened. It was the first action to set a capacity on the population at WVDC. *Fether* was again modified in 1995, this time increasing the capacities at WVDC and GHRC. This series of lawsuits culminated with *Haas*, as previously described.

Staffing and Funding: The issue of staffing will be discussed thoroughly in the Adequacy of Staffing section of this assessment. Funding for salaries and benefits and equipment and services has generally been adequate relative to the state and county general fund budgets.

Design: Opened in 1971, the CDC was built in a linear design with mezzanine levels. By 1991, the Department's philosophy on jail design had changed. The Department believes, as do most jail administrators across the country, that linear designs are far less efficient than some form of a direct supervision model. The truest form of a direct supervision model exists at the GHRC. The Program Housing area will also be using a direct supervision model.

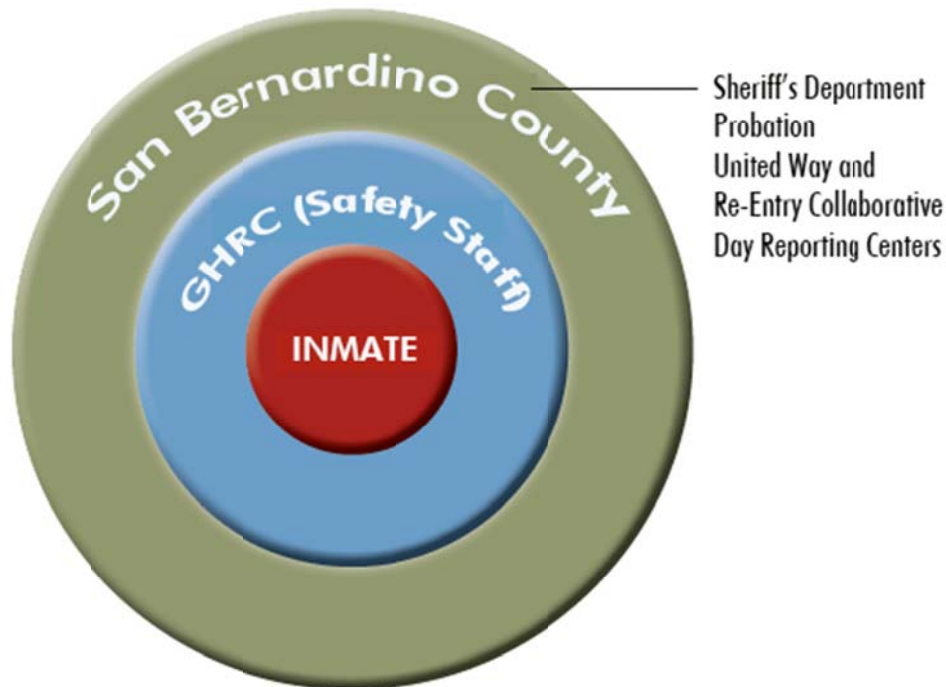
The WVDC podular design allows staff to have clear lines of sight to inmates. The WVDC design requires services to be delivered to inmates in or quite near their housing unit, so inmate movement over long distances is reduced. The demand on custody staff to perform duties outside the units (e.g., monitoring inmates during meal times in a central chow hall or escorting inmates back and forth to visits or on-site medical appointments) is reduced. The environment is safer, because the opportunity for conflict and the circulation of weapons, drugs, or other restricted items is limited with the movement of the inmates, and staff's availability to interact with inmates and monitor their activities in the units is increased.



Going forward, the Department prefers to design a facility that takes advantage of the principles of Direct Supervision. Furthermore, the Department understands that designing jails as human warehouses is antiquated thinking. The Department has proceeded with implementing Evidence Based Practices by offering enhanced programming services for its inmates. Outlined in the Program Needs section of this Needs Assessment is a detailed description of all program offerings. The Department is applying for SB 863 grant funding, and in preparation has developed a program statement and concept drawings that reflect a program-intensive environment at GHRC. This program was developed as part of a comprehensive facility master plan for GHRC. The Department's SB 863 application funds Phase I of this Master Plan.

The following graphic demonstrates the Department's approach to implementing Evidence Based Practices. The Department is focused on providing a customer service-oriented approach and believes the inmate is the "real customer." To achieve this approach and create lasting, sustainable change, all levels must have the right attitude and remain in alignment.

Implementing Evidence Based Practices





VISION STATEMENT/GUIDING PRINCIPLES

The County's Glen Helen Rehabilitation Center (GHRC) has published a mission statement that influences the staff that are employed and the services and care that are provided:

"The mission of GHRC is to successfully and efficiently maintain a safe and secure environment for sentenced male and female inmates by professional employees.
To succeed requires hard work...and dedication to the concept of teamwork.
Each member of this facility must strive to meet the ever-changing needs involved in providing correctional services for...San Bernardino County Sheriff's Department and the citizens of San Bernardino County."

In a time of dynamic change within the California correctional system, the words that illuminate the essence of that sentiment are "strive to meet the ever-changing needs...in...correctional services." The advent of AB109 has made that altruistic notion become reality.

The Department has maintained that GHRC is the primary jail for housing sentenced and non-sentenced offenders to alleviate overcrowding at the other three Type II jails in the county. Working under these circumstances has created significant pressure in how GHRC operates and manages its correctional services. To alleviate that pressure, GHRC must readjust its focus towards one that is beneficial to the offender and local community. The following is recommended as the vision of a future GHRC:

The new GHRC will become the model jail within the Department Bureau of Corrections, enabling a correctional services paradigm shift to include a greater focus on rehabilitation for offenders through intensive programming and improving their opportunities to re-enter society. GHRC will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. A likely byproduct of this endeavor is to minimize recidivism.

Achievement of this approach requires a re-focus on understanding that the offender is "the real customer" and clarification of a customer-oriented service environment. GHRC has established the following overarching goals to be accomplished through the future GHRC:

GOAL 1

Provide jail facilities that are safe, secure, humane, incentivized, and cost-effective.

GOAL 2

Advocate a catalyst for change in the lives of offenders by providing cost-effective programs and community corrections alternatives, fostering a correctional setting that encourages a learning environment.

GOAL 3

Promote the development of a professional, accountable, and respectful work environment.



The design of the future GHRC has a major responsibility towards the achievement of Goal 2. Focused and thoughtful attention must be expended to consider design approaches that will achieve a secure environment and promote learning within the least restrictive setting that does not compromise the safety of staff, the offenders, or community.

Enhanced programming is the theme for suited offenders of the future GHRC. This model becomes sustainable once the following principles are embraced:

1. Realign focus to the offender as the “real customer.”
2. Create facility designs that reflect housing opportunities that respect the customer (offender). Designs may show housing units, program, and support services oriented in close proximity to take advantage of spatial efficiencies leading to improved operations and programming.
3. Continue to maintain the principles of Direct Supervision Model:
 - a. Clear lines of sight
 - b. Increase supervision model for officers
 - c. Establish appropriate level of housing units and staff-to-inmate ratios
4. Establish transitional support services and facilities for pre- and post-offenders, offering them the opportunity to collaborate with local community and agency support services (i.e., San Bernardino County Probation Department and the San Bernardino County Re-entry Collaborative). Achieving this objective may likely address some of the goals outlined within the San Bernardino County Community Corrections Plan (dated July 1, 2014).

GHRC has employed programming services for some time through INROADS (Inmate Rehabilitation through Occupational and Academic Development Systems). Going forward, GHRC intends to expand its programming efforts by developing more program services to make offenders better people for themselves and the local community. The current GHRC buildings, constructed in the 1960s, are antiquated and inefficient to support the approach of providing enhanced programming services. GHRC believes that jails can be places where inmates can be rehabilitated to be productive members of society. The time is now to make this a reality.



Current Inmate Population

This was the inmate demographic of the Department's Type II jails, as it existed in 2014:

- ADP was 6,236.
- Sentenced inmates accounted for approximately 44 percent of ADP.
- Felons accounted for approximately 62 percent of ADP, or an average of 4,401 daily.
- Overall, inmates stayed in custody an average of 35 days.
- Females accounted for approximately 13 percent of ADP, or an average of 701 daily.
- New bookings were 73,919. Inmates sentenced between two and 10 years totaled 1,251.
- Average sentence length for individuals sentenced in 2014 was 231 days.
- Total number of inmates released from custody was 77,524 or 212 inmates per day.
- Total number of inmates placed in the Department's alternatives (Work Release and Electronic Monitoring Program) to custody programs was 235.

Demographic changes since 2000 will be discussed in the Analysis of Local Trends section of this assessment.

The Department does not retain records of the criminal histories of inmates in its custody. Classification deputies review criminal histories as a function of their duties, but no records are retained that would allow a meaningful discussion of this cohort, nor can the Department provide data that describe the relative criminal sophistication of its inmate population.

The Department has a significant population of inmates with behavioral health needs. In 2014, a monthly average of 110 inmates was classified with unusual behavior, and 1,194 inmates were receiving psychiatric medications and treatment. Approximately 8 inmates were seen each day by behavioral health clinicians, and 4 inmates were seen each day on average by behavioral health psychiatrists.

Statistics from 2014 indicate \$330,246 was spent on inmate psychotropic medications; \$1,494,861 was spent on inmate non-psychotropic medications.



Classification Systems

Inmates are booked into the jail, classified, and assigned to a housing location. Staff at the Type I jails conduct basic assessments of newly booked inmates. These assessments are abbreviated evaluations of inmates' charges and medical needs. At the Type II jails, only those inmates that will remain in custody are classified. Most inmates that will post bail and those released on their promise to appear are held in intake areas until they are processed out. Once inmates who are not going to be released are identified, the Type II jails conduct more extensive assessments of the inmates' criminogenic behavior, medical, and/or behavioral health needs, and stability factors. Classification deputies then assess these responses and assign housing accordingly.

The Department uses an objective-based classification system. Its goal is to identify inmates that can live together safely. The Department believes its system is both efficient and reliable.

The classification unit has developed a classification instrument to include a matrix consisting of seven levels of general population, three levels of protective custody (PC), and restrictive housing and one level of each of the following: inmate workers, unusual behavior (UB), unusual behavior lock down (UBLD), high security, and inmates with high-acuity medical needs. Centralizing the classification unit establishes one point of supervision for the entire unit at four detention facilities. This ensures classification will run Department-wide rather than independently at each facility.

The classification instrument is based on a factoring system which places an inmate into an appropriate level based on factors. The system is designed to ensure proper housing of inmates' Department-wide at the time of classification. The classification matrix identifies appropriate housing locations for each inmate at the time of booking. This may minimize or eliminate transferring inmates from one facility to another, and may minimize the potential for housing an inmate in an improper housing unit due to improper classification at the time of booking. With the classification matrix, the inmate will be classified once, at the time of booking. This frees up classification staff's time, enabling them to concentrate on facility security, programming, and the reclassification of inmates.

HDDC was opened to alleviate crowding in the other three Type II jails. It houses inmates with all classification levels. Transferring inmates from one facility to another within the Department alleviates crowding and keeps the facilities under population capacity. HDDC receives from 15 to 30 inmate transfers per day, in addition to bookings from High Desert law enforcement agencies. All transfers to HDDC came from WVDC, CDC or GHRC. On a daily basis, HDDC transfers inmates with acute medical issues, female inmates, and sentenced inmates to WVDC, GHRC, and CDC. HDDC does not currently house females or UB/UBLD inmates.

CDC holds both federal and county inmates. The classification process described earlier is used for both. It allows them to be housed on the same tier, and it allows for them to be co-mingled during meal time (in a central chow hall), visits, and recreation. While jail experts might initially conclude the strict prohibition against housing federal and county inmates together would result in beds remaining vacant unnecessarily, such a conclusion would be inaccurate. CDC's managers closely regulate the federal inmate population and regularly accept transfers from WVDC to ensure as many "county" beds as possible remain full. CDC houses all



classifications (including females) except UB.

The Department has designated GHRC as the primary jail for housing sentenced inmates. It also provides housing for non-sentenced inmates to alleviate crowding at the other three Type II facilities. GHRC houses SVP inmates and may house PC inmates, depending upon overall system needs. Some SVPs are housed at GHRC, and some are kept at WVDC. Most of these inmates are housed in a small dormitory. GHRC does not house high security or UB classifications.

Sentenced inmates from the other facilities are transferred to housing at GHRC to participate in court-ordered programs and to learn job skills. These inmates may be assigned to work crews consisting of various job assignments.

WVDC houses the most diverse inmate classifications. Inmates who require the most intensive medical or behavioral healthcare are housed at WVDC. In 2011, WVDC updated its facility housing plan, reassigning classification locations and providing additional housing options for inmates. To accommodate dormitory housing for the high volume of PC inmates the Department had booked into custody since the implementation of AB109, inmate workers were moved from dormitory housing to double-occupancy cells. The updated housing plan provided more options for housing, but the beds quickly filled up.

It has become difficult to provide appropriate housing for female inmates, not because of high volume, but because of varied classifications and medical conditions like seizure disorders, certain heart conditions, broken limbs, and pregnancy. Department-wide, there are 916 female beds consisting of both dormitory and celled housing.

Several classifications require inmates to be housed alone. These include some inmates who need 24-hour medical care, the severely mentally ill, certain inmates in protective custody, and some in high security.

A variety of problems arise from the management of the SVP and VP population. SVPs have been convicted of specific sex offenses and VP have been convicted of violent offenses, and are determined to have a diagnosed mental disorder. They are not subject to the same conditions of confinement as general population inmates, because they are being detained under civil processes. They must receive more privileges, such as additional outside recreation time and additional telephone access. The number of SVPs and VPs sent to the Department has increased slightly every year since 2004, when records were first available. In 2004, one SVP came to the Department. In 2014, 27 came through the system. These inmates are required to receive greater latitude of movement, services, and amenities required by case law.

Additional cells are also needed for Restrictive Housing (RH). RH provides levels of control and security necessary to protect staff and inmates. Staff may house inmates in RH to protect them, to isolate potential predators, or to control a group of inmates who display the potential to disrupt the operation of the jail. CDC has 104 single-occupancy cells in the male housing area that are primarily used for RH. For the most part, these cells are used to house PC, high security, and some medically-impaired inmates.



The Department recently identified problematic inmates. Many of these inmates were moved into a housing unit at WVDC with 192 beds, which was subsequently identified as RH. These inmates are identified as those who meet the above criteria, requiring restraints and escorts during any movement. Policies and procedures have been adopted to establish the guidelines for inmate services, and requirements are met for these inmates.



Program Needs

The foundation of the re-entry process throughout the Department is based on a solid pre-release process to ensure successful re-entry into the community. The cornerstone of this process is a collaborate partnership that was developed to provide a comprehensive system of re-entry services utilizing community stakeholders, various services, and private industry groups.

This process was successfully outlined in the San Bernardino County Community Corrections Plan (CCP). Both the Sheriff's Department and the San Bernardino County Probation Department have put Evidence Based Practices in place to fulfill the CCP. Examples include utilizing day reporting centers and key members of the San Bernardino County Re-Entry Collaborative. The remainder of this section will further demonstrate the efforts the Department has taken to make the CCP a reality.

The county plans to utilize the Correctional Offender Management Profiling for Alternative Sanctions System (COMPAS) to determine inmate program placement. Several factors are received from the assessment that inform staff of criminogenic needs and risk potential based on history of substance abuse, education, family, criminal activity, and social functioning. Staff utilize these factors to determine treatment options for the inmates, as well as to adapt the services to enhance inmates' abilities to learn new skills for placement in the most effective pre-release program.

The Department, in conjunction with the Chaffey Joint Union High School District and the San Bernardino County Superintendent of Schools, has an interagency partnership that is dedicated to the education of inmates. The Inmate Rehabilitation through Occupational and Academic Development Systems (INROADS) Program provides programs and services to inmates. Inmates are enrolled in academic, vocational, and crisis intervention classes essential to facilitate their rehabilitation during incarceration and upon release. The mission of the INROADS Program is to reduce the rate of recidivism by providing viable and resourceful programs and services to inmates. The goal of the program is to provide an opportunity for inmates to develop an improved sense of well-being and a better quality of life upon release, as well as to make constructive use of the inmates' time while in the facility, making re-entry into the community more successful.

The Department realizes there is a great operational and resource advantage in supporting programs that equip inmates with cognitive behavior therapy tools to successfully reintegrate back into the community. The Department is committed to expanding inmate programs to reduce recidivism and aid inmates in becoming better citizens and successful as they re-enter the community and remain out of the criminal justice system.

Statistics from 2010 to 2012 show approximately 40 percent of the 1,115 inmates that completed the program since 2010 did not re-offend. By the end of 2014, 1,532 inmates have completed the program.

INROADS Classes

The INROADS curriculum includes the following classes:

Cognitive/Behavioral Treatment



Anger Management: Teaches basic origins of human anger and examines the negative effects of anger and how to re-direct in a positive way.

Thinking for a Change: Participants learn to identify and change thinking errors in a positive way through group interaction.

Living Skills: Increases students' ability to meet their basic needs upon release from custody through social skills and public services.

T.A.L.K.: (Teaching And Loving Kids) Enhances quality parenting skills by offering hands-on experience through weekly two-hour contact visits with inmates' children.

Parenting: Increases basic parenting skills through the exploration of current parenting practices and how these practices are developed.

PACC: Parent And Child Connection is a reading program designed to strengthen parent-child relationships through positive communication. Inmates choose from a generous selection of children's books and record their reading under the supervision of custody staff. Both the book and the CD are mailed to the child at home.

Substance Abuse: Students learn the cycles of addiction and how their relationship with drugs and/or alcohol has impacted their lives. They are given tools needed to identify patterns of relapse and how to disrupt them.

Educational Programs

General Education Development (GED): Prepares students who have not earned a high school diploma or a GED certificate to take and pass the examination.

High School Diploma: Students participate in a combination of classroom setting and independent courses and earn credits to earn their high school diploma.

Literacy/Reading Enrichment Classes: Designed to improve reading and writing ability and teach illiterate inmates to read and write. The program offers a non-traditional, motivational approach that will provide inmates with immediate positive feedback.

Computer Skills: Provides basic instruction in keyboarding, computer terminology, and word processing (Microsoft Office Word); explains success-oriented techniques for self-presentation and demonstration of the basic skills necessary to obtain and retain a job.

Vocational Training

Bakery Occupations: Designed to prepare students with a well-rounded skill level in all areas of a commercial bakery. Students will receive instruction to measure ingredients, make and shape dough, manage the baking process and decorate the product, learn to clean the kitchen, stock the pantry, order ingredients, and of course, make a variety of baked goods using recipes. Students will be preparing baked goods for distribution and sales. Instruction prepares students to take the food handler's certification exam.



Culinary Arts: Provides instruction in general sanitation and safety, menu planning, cooking techniques, inventory control, the safe and proper use of kitchen tools and appliances, food preparation, service cashiering, and bussing. Instruction prepares students to take the food handler's certification exam.

The following vocational courses are under development and will be implemented in 2015:

Auto Mechanic: Upon successful completion of this course, students will be able to safely and correctly use appropriate tools to repair and maintain cars, vans, and trucks. Students will receive instruction on the working components of today's automobiles and be able to follow individual instruction manuals and checklists to evaluate, diagnose, and eventually solve the problem.

Certification: Inmates completing the course will receive Chaffey College's Automotive Electrical Systems Certificate. Students with the certificate will qualify to take the Automotive Service Excellence (ASE) examination for certification.

HVAC: Competency-based course prepares students for entry-level positions as helpers for the technicians who install, maintain, and repair heating, ventilation, and air conditioning apparatus and equipment. The course includes the use and purpose of common tools and equipment found in the field.

Welding: Upon successful completion of this course, students will learn to design, fabricate, join, and/or repair equipment, fixtures, and various types of metal objects and structures using oxygen-acetylene, electric arc, and MIG and TIG welding techniques.

Certification: Shield Metal Arc Welding (SMAW) Exam - this is an on-site administered practical examination provided by Valley College. The college is a certified American Welding Society (AWS) testing facility consistent with the certification requirements of the LA City code (which is universally recognized) and OSHA 10.

LA City Written Exam - LA City will come to the college to conduct the written exam. Within one year after the written and hands-on test (Department faculty conducts hands-on test) the students have to go to LA to get a picture taken and get a card from the City.

Employment Readiness

This section explains how inmates can become prepared for employment.

The core of the program is a hands-on course facilitated by the San Bernardino County Workforce Development Department (WDD) in which inmates complete 60 hours of training and education in the following areas: comprehensive career assessments (identify interest, skills, values, and barriers); resume writing, interview skills, training and job search techniques, goal setting, planning, and evaluation.

Inmates are also provided with a one-on-one interview with a workforce development specialist regarding job skills, interests, and abilities; an appointment in one of the three workforce development resource centers with services to include job search assistance; job referrals and career exploration; counseling, coaching, and mentoring; employment resources; Employment Development Department job bank; and WIA-Workforce.



The Investment Act provides funding for training and free access to computers, fax, and copy machines and employment related telephone usage.

Re-Entry Services

Prior to release, inmates are provided the following re-entry services to assist in their transition back into the community:

Quarterly Resource/Job Fair

The quarterly Resource/Job Fair is offered to inmates in an attempt to provide them with necessary resources, documents, and information that will assist them with employment, housing/shelter, education, counseling, rehabilitation, medical/dental, child support, and probation information.

Inmates are provided an opportunity to participate in face-to-face interviews with local employers and community-based organizations. Numerous local employers participate in the event, duplicating hiring practices. The inmates' interaction with employers allows them to put into practice the job-seeking skills learned in the classroom with local employers and community-based organizations.

Local San Bernardino County agencies involved in the Resource/Job Fair include:

- **Department of Motor Vehicles:** Provides information regarding procedures for obtaining a California Identification and Driver's License. DMV provides applications and driver's manuals for those who request them.
- **Workforce Development Department:** Provides information on training and employment.
- **Department of Child Support Services:** Child support officers meet individually with men and women who have current child support cases to discuss what is necessary to meet their child support requirements.
- **Arrow Care Program:** Provides applications and information for indigent adults ages 19-64 that are not eligible for Medi-Cal or Healthy Families programs. Services are offered through Arrowhead Regional Medical Center, DBH, and public health departments.
- **Sober Living Homes:** Provides information for living-sober programs, for example, Grace House Sober Living Homes and House of Angels. Provides addicts with information that can aide them in maintaining their sobriety while becoming productive members of society.
- **Residential Treatment:** Inpatient treatment facilities such as Inland Valley Recovery and Delancey Street give details of their in-home recovery programs which require clients to receive daily individual and group counseling for their addiction. Interested parties may be referred and placed on a bed waiting list while still incarcerated.
- **Probation Department:** Probation officers are detailed on-site at each of the County's jail facilities. These officers connect with offenders on a pre-release basis to assist with Mandatory Supervision questions and issues. Probation officers also educate inmates on probationary terms and conditions, provide information on services, and answer individual inmates' concerns regarding their probation. This



has the effect of jump-starting the supervision process, promoting early compliance and reintegration in the community. Probation staff also helps connect soon to be released inmates in identifying resources, housing assistance and direct them to day-reporting centers where further assistance and classes in the areas of workforce development, cognitive learning, and education are available.

The Probation Department has also opened three Adult Day Reporting and Re-Entry Service Centers (DRC's) in San Bernardino, Victorville and the West End. These DRCs are the backbone of all services provided to offenders upon release from jail. Offenders who complete orientation and assessment services at the DRCs are administered a COMPAS assessment to evaluate their risk to the community and adjust the level of supervision they will receive. They may also be referred to any of the services provided by other agencies at the DRCs. Any offender can then be directed into an extensive array of rehabilitative programs at the DRCs, including:

- GED
- Changing Your Life for the Better
- Cognitive Restructuring Group
- Moral Recognition Therapy
- Thinking Matters
- Alcohol and Drug Treatment Services
- Public Health
- HIV/Hepatitis C Testing/Counseling
- Health Class
- Parent Project
- Thinking for a Change
- Workforce Development
- Child Support Services
- Moving On
- Anger Management

The Probation Department has also established contracts with community based providers to open a range of services available to released offenders outside of the Day Reporting Centers. These include community located GED programs, general housing services, and housing service contracts for unique situation offenders such as women with children, single women, families, veterans, and the HIV/AIDS population.

Counseling Programs: Provide outpatient treatment to inmates who feel they would benefit from counseling services upon release.

Medi-Cal Outreach: The Health Services Division of the Sheriff's Department in 2015 initiated a program to enroll inmates scheduled for release in Medi-Cal. This is a state funded grant program (AB720) and is based at West Valley Detention Center. The program provides an opportunity for those inmates that do not have health insurance coverage to enroll with Medi-Cal prior to their release. The goal of the program is to provide the Medi-Cal applications to inmates who will be released within 90 days of their release date and are interested in



applying for Med-Cal. This will ensure healthcare coverage and continuity of health care for the inmates after they have been released.

Community-Based Organizations: Programs such as Goodwill, United Way, and the Catholic Charities of San Bernardino and Riverside Counties explain the various assistance programs they offer and case management services they provide; assistance in areas such as shelter referrals, transportation, employment, counseling, food, and clothing.

San Bernardino County Re-Entry Collaborative

The San Bernardino County Re-entry Collaborative (SBCRC) is a partnership of agencies, organizations, and individuals committed to making the communities safer through the successful re-entry and long-term success of formerly incarcerated inmates.

SBCRC is comprised of the Sheriff's Department, San Bernardino County Probation Department, local government agencies, non-profits, and community stakeholders. The SBCRC includes the following agencies overseeing healthcare, behavioral health, and employment services: San Bernardino County Department of Workforce Development (provides training and employment services), San Bernardino County Department of Behavioral Health (provides behavioral health/substance abuse services), Community Development & Housing (establishes the continuum of care and facilitates the Interagency Council on Homelessness), multiple non-profits focusing on re-entry services, and local law enforcement.

To ensure every aspect of the re-entry process is addressed, the SBCRC is comprised of eight committees: public safety, health/human services, faith-based community organizations, education, employment, research and evaluation, housing, and outreach and sustainability. Committee descriptions in Figure 1 highlight the various disciplines, partners, and roles.

As a vested partner in this collaborative, the Department has provided solutions to address the immediate need to diminish criminal behavior and hold offenders accountable and lessen the impact of criminal behavior on victims in the community, resulting in improved long-term public safety. GHRC has committed to engage in a demonstration project to provide intensive case management, beginning three months prior to the inmate's release, to engage and build trust with individuals. Case managers from SBCRC will be stationed at GHRC and coordinate with GHRC staff on re-entry planning and will follow individuals six months post-release to enhance probation supervision by actively linking re-entrants to services. A re-entry housing specialist is also assigned to work with United Way's 211 Program to identify and catalog all housing resources available to post-incarcerated individuals.



Eight Committees of the SBCRC, it's Partners, and Roles

Discipline	Partners/Composition	Role in the Collaborative-Committee Addresses
Public Safety	Sheriff, Probation, City Police, CA Department of Corrections and Rehabilitation, District Attorney, Public Defender, Victim Advocates.	Relevant safety and compliance issues; e.g., compliance with required program/court mandates and AB109.
Health & Human Services	Department of Public Health, Behavioral Health, County Hospital, Medical Schools and Providers, First 5, County Schools Superintendent, Community Action Partnership, Children and Family Services, VA, other human service agencies.	Prevalent health/human service issues, i.e. need for Mental health, substance abuse and physical health treatment. Focus on reentry social supports, e.g., family integration.
Faith-Based Community Organizations	High Desert Resource Center, Congregations Organized for Prophetic Engagement, other stakeholders.	Needs at grass-roots level, e.g., referral to and support for continued participation in local program.
Education	County Schools Superintendent, CSUSB, Yucaipa ROP, other adult education.	The vocational and academic needs of the population.
Employment	WDD, San Bernardino Employment Training Agency, potential employers.	Client employment needs, e.g., barriers/possible solutions.
Research & Evaluation	CSUSB, Loma Linda University Medical Center, chairs from each of the other subcommittees.	Evidence-based programs, determine evaluation process and measures.
Housing	United Way 211, DAAS, City of San Bernardino, other interested community stakeholders.	Necessary housing needs and issues of the population – barriers/solutions.
Outreach & Sustainability	County Administrative Office, CSUSB Foundation, City of San Bernardino DRC.	Needed outreach efforts to local resources, research funding.



Fire Camp

The Sheriff's Department Fire Camp is a stand-alone facility jointly operated with the San Bernardino County Fire Department. The facility has the capacity to house up to 96 inmates. Inmates stationed at the camp are supervised by Fire Department staff. Sentenced inmates with projected jail terms of up to one year are eligible for assignment to the Camp. Inmates undergo a program of physical fitness training and instruction in firefighting and emergency response. Under close supervision of Fire Department staff, program participants provide support in ongoing fire suppression activities. Upon meeting program requirements, inmates receive certification of completion of the program. The program has a zero tolerance policy for disciplinary infractions. The program has received a Challenge Award from the California State Association of Counties. Recently, a graduate of the program was hired as full-time fire crew member by the County Fire Department.

Following up on this partnership with the County Fire Department, the Sheriff's Department will initiate a pilot Fire Camp program for female inmates, commencing July 11, 2015. The 6 month pilot program will provide training for 12 female inmates and if successful, will be eventually supervised by a female Fire Department captain.

Inmates in the program receive 123 hours of State Fire Marshal certified training, including the following modules:

1. Wildland Fire Suppression Training: CICCIS Red Card Firefighter 2

- I-100 (4 hrs.) Introduction to ICS
- S-110 (4 hrs.) Basic Wildland Fire Orientation
- S-130 (32 hrs.) Firefighter Training
- S-133 (4 hrs.) Look Up, Look Down, Look Around
- S-190 (8 hrs.) Introduction to Wildland Fire Behavior
- S-212 (36 hrs.) Wildland Fire Chain Saws

2. Fire Specialty Training:

- Confined Space Rescue Awareness (7 hrs.)
- Hazardous Materials First Responder Awareness (8 hrs.)
- First Aid (16 hrs.)
- CPR (4 hrs.)

In addition, the program offers the following vocational training certifications:

- **HAZWOPER:** Hazardous Waste Operations and Emergency Response (HAZWOPER) provides training in clean-up operations that are conducted at uncontrolled hazardous waste sites, including emergency



response operations for releases of, or substantial threats of releases of, hazardous substances. The course provides 32 hours of training.

- **Small Engine Repair:** Students will learn how to repair fractional-horsepower gasoline engines used to power lawnmowers, garden tractors, and similar machines using hand tools. They will also be trained to locate causes of trouble, dismantle engines, use hand tools, and examine parts for defects. The course provides 24 hours of training.
- **Forklift Operator:** Provides instruction on how to operate an industrial forklift to move materials in a warehouse and to load and unload trailers and shipping containers. The course provides 16 hours of training.
- **Log-Chipper Operator:** Provides skills to operate a trailer-mounted grapple-loader and chipping machine and to reduce logs and logging waste to wood chips. The course provides 8 hours of training.

Finally, the program also provides 13.5 hours of annual continuing education training required for yearly Red Card recertification. The Red Card is state certification that an individual meets training, experience and physical fitness standards for wildland fire-fighting positions.

Bridging Reentry Integration by Driving Goal-oriented Effective Strategies (BRIDGES)

The BRIDGES program is a pilot initiative with the Department of Public Health and Probation, with a focus on reducing inmate recidivism. The program, based at GHRC, provides three Inmate Advocates to prepare inmates within 90 days of release for reentry into the community. The program is premised on mitigating obstacles to successful transition from jail to the community. Upon release, the advocates work with program participants to obtain the following services:

- Transitional housing
- Obtaining birth certificates, social security cards, drivers' licenses, or personal identification cards
- Obtaining free cell phones to participants
- Accompany participants to court and probation meetings
- Reestablishing social security and disability benefits
- Obtaining clothing for job interviews
- Assisting in family reunification activities

As of April, 2014, 89 inmates have participated in the program, with 78 released from custody. To date 4 releasees have been convicted of new offenses for a recidivism rate of 5.1 percent. In addition two have been arrested for new misdemeanor offenses. Over half of the releasees are maintaining bi-weekly contact with their Inmate Advocate. The program is still in its early stages and will continue to be evaluated.

Restoration of Competency (ROC)

The ROC program provides services for inmates who have been judged incompetent to stand trial due to the fact that they do not understand the nature of the charges against them due to a mental disorder. As a protection of their constitutional rights, each offender has the right to be both physically and mentally present in court. California State law provides that if a defendant is unable to understand the criminal proceedings or to assist an



attorney in preparing a defense due to a mental disorder, then a delay in the legal proceedings will be granted until the offender is deemed competent to stand trial or participate in the legal proceedings involving his/her offense.

Restoration of competency requires intensive programming, typically provided in a state psychiatric hospital. Due to limited access to service in these facilities, this can lead to long-term backup of these offenders in the jail system. In 2010, the average length of stay in jail for a pre-sentence inmate determined to be incompetent to stand trial was 765 days, as compared to 42 days for a typical pre-sentence offender.

To address this problem, San Bernardino County has launched the ROC program in 2012 for mentally ill felony defendants. Treatment services are provided by Liberty Healthcare and are funded by the California Department of Healthcare Services. Program statistics indicate that the program has restored 55 percent of participants to competency in residence at the jail with an average length of treatment of 56 days. Nearly 90 percent of program participants were restored to competency within 90 days. Forty five percent of program participants were transferred to the state hospital with an average time between admission and transfer request of 60 days. In FY 2014, the average length of stay in the jail for inmates requiring competency restoration services was 222 days. Prior to implementation of the program the average length of stay for these inmates prior to transfer was 765 days. Since the inception of the program, reductions in the length of stay for inmates determined to be incompetent to stand trial have saved in excess of 93,000 jail bed days. Moreover, 98 percent of competency certifications achieved under the program have been upheld.

Triage Engagement and Support Team (TEST)

The TEST program provides Department of Behavioral Health staff detailed to GHRC who work with mentally ill offenders 90 days prior to release to prepare them for successful re-entry and to connect with continuity of care upon release. Staff provides crisis intervention and intensive case management to connect clients with mental health services, alcohol and drug treatment programs, employment services, and homeless programs. The goal of the program is to reduce subsequent hospitalization and/or incarceration of these released offenders.

LPS In-Patient Psychiatric Unit

The Department is planning the development of a 10-bed licensed psychiatric unit at WVDC designated as the LPS (Lanterman-Petris-Short Act) Unit. The unit will provide appropriate in-patient care for inmates with acute mental illness, and that may require forced administration of medication and treatment. These services are currently provided by Arrowhead Regional Medical Center (ARMC) in San Bernardino. However, difficulty with the logistics of providing services at this facility, as well as cost issues, makes development of a jail-based LPS unit an effective alternative to providing services to seriously mentally ill offenders.

This in-patient unit will serve offenders who, as a result of a mental disorder, are judged to be dangerous to self or others and/or gravely disabled. The unit will meet all applicable state statutes and regulations pertaining to mental health facilities, and will be accredited by the Joint Commission on Accreditation of Healthcare Organizations (JCAHO).



Program Evaluation

The Inmate Services Unit (ISU) utilizes interviews to track post-released inmates. The ISU contacts the inmates in two-week intervals post-release and one month, three months, six months, and one year post-release. The interview includes information regarding where the inmate is residing, substance abuse use, and employment. If the inmate is employed, the ISU contacts the inmate and employer once a year for three years. Furthermore, it appears there is an opportunity for the ISU and SBCRC to coordinate efforts regarding tracking inmates post-release.

ISU only tracks inmates that complete the INROADS Program and all of its components.

INROADS maintains statistics on the following:

- Number of inmates who completed one or more classes
- Number of inmates who completed the program
- Number of inmates who have entered into the work force after completing the program
- Number of inmates who have received their GED
- The recidivism rate for those inmates who have completed the program

A significant challenge with inmate programs has been tracking employment success for INROADS inmates. The Department has partnered with workforce development staff to track the employment status of former INROADS inmates. The information gathered has been limited because post-release interviews and follow-up appointments have been difficult to obtain.

The following are plausible reasons as to why it has been arduous to obtain information from former INROADS inmates.

- Many are unwilling to disclose personal information
- Family members frequently refused to provide information about the inmate's status
- Confidentiality issues limited the means that could be used to collect data
- Difficulty in maintaining contact information for transient clients

Current statistical information does not capture those participants who have found employment opportunities beyond our tracking methods. It is probable that a large percentage of released inmates are self-employed, participating in contract labor, working out of state, or working for a daily wage without documentation.

To address these challenges and concerns, there has been a shift in focus to job training and placement. INROADS participants now join in follow-up activities at local employment resource centers. Barriers to employment are identified, and individualized transition plans are created to empower inmates to achieve



career goals. Before release, inmates are scheduled an appointment with an employment specialist, and follow-up care is provided for up to a year post-release. This component of the INROADS-WDD partnership provides inmates with the necessary skills and services to ensure job retention. WDD staff assigned to the jail perform the following duties: reviewing pre-planning data with employment resource centers' case managers, identifying community partners to meet the client's individual needs, assisting with transportation needs within the community, meeting with clients to discuss their re-entry plan, assisting with developing a wrap-around service plan, determining if a client is fulfilling obligations, and documenting success and failure.

ISU staff and the committee that administers inmate welfare funds have expressed their intention to expand these programs to new inmate populations as logistics allow. This expansion is expected to be phased in over several years. Presently, any expanded services must be finely coordinated, because existing activities and limited program space make it difficult to move and leave inmates in the areas best suited for programming. As an example, at WVDC, inmates walk to and return from their visits through the multi-purpose rooms that otherwise are the best places for programming. Inmates leaving the unit to go to medical appointments walk through these rooms, and staff must stage food carts there three times a day to serve inmates their meals. So, while ISU and the Inmate Welfare Committee would like to expand, logistical limitations currently prevent them from doing so to the degree they desire. At GHRC, it is also difficult to move inmates from existing housing areas into program areas. Programming space located in or adjacent to housing areas along with video programming technology may likely solve these problems.

In the past, the BSCC has found deficiencies in the Department's programming, primarily in the delivery of educational and vocational services to non-sentenced inmates. The Department has since expanded its educational and vocational services to non-sentenced inmates and now complies with Title 15 in that regard.

As described above, the Department has put forth significant effort to implement Evidence Based Practices to create lasting sustainable change.



Detention Alternatives

Alternative detention measures are in place allowing the Department to remain below the court-ordered inmate population cap. The implementation of AB109 significantly impacted the Department's inmate population management efforts. As a result of this legislation, the Department was forced to utilize a variety of methods for reducing and managing the inmate population. Many of the methods outlined below are outlined in the Community Corrections Plan (CCP), and this further underscores how the Department is fulfilling its obligations of making the goals of the CCP reality.

Misdemeanor Warrant Citation Releases: Most inmates booked on misdemeanor warrants are released and issued a court date. In 2014, an average 35 inmates per day were released on misdemeanor warrant citations. These numbers include all of the Type I and Type II facilities.

Misdemeanor Citation Releases: Most inmates booked on open-charge misdemeanors are released and issued a court date. In 2014, an average 34 inmates per day were released on misdemeanor cites.

Own Recognizance Releases: The Own Recognizance Release Program operates under a general order from the presiding judge and within the guidelines of Penal Code Sections 1318, 1318.5, 1319, and 1319.5. Inmates booked on open charges and warrants are eligible for review to determine if they can be released on their own recognizance. Charges making inmates ineligible for the Own Recognizance Release Program are outlined in Penal Code Sections 667.5 (c), 1192.7 (c), and the Detention Review Officer Post Orders.

Inmates charged with specific crimes outlined in the Detention Review Officer Post Orders and who meet the release criteria, are eligible for own recognizance release upon approval by the court when the jail population is under 90 percent capacity.

When jail population exceeds 90 percent, contact with a magistrate is not required. All releases are then accomplished under the authority of the General Order. This non-approval status will remain in place until the jail population returns to 90 percent or less. These releases are approved by a detention review officer and made in accordance with the *Haas Order* and Penal Code 4024.1.

Inmates who meet the release criteria are eligible for release under the General Order. This does not preclude the detention review officer from seeking the court's guidance on candidates who qualify for release under this section. Once notified, the court retains final release authority for the case under review.

Inmates whose release is recommended will be those whose circumstances are consistent with procedures outlined in the Detention Review Officer Post Orders. Recommending an own recognizance release requires careful consideration of the likelihood that the inmate will appear in court and the determination that the inmate is unlikely to be a threat to the safety of a victim or the public.

Inmates are released on most open felony charges, except those involving violence. In 2014, the Department's staff released an average of 15 inmates per day on their own recognizance.



Work Release: Under the direction of the court, inmates can be released before their sentence has been completed in order to re-establish ties with their family. Inmates can return to their former employment and serve the community on their non-scheduled workdays. The program helps to reduce recidivism because it allows inmates to remain connected to family and employment, both stabilizing factors that to some degree keep people from re-offending.

Penal Code Section 4024.2 allows all sentenced inmates to apply for work release. Inmate eligibility is based on the percentage of time served. Most charges are eligible for placement into the program. Final eligibility is determined by an overall assessment of the inmate's behavior while in custody, criminal history, classification criteria, and other factors relating to their release such as employment status, residence, and other stability factors. There are more than 100 work sites-at locations throughout the county, with more than 5,500 possible work days to be assigned. Selected participants are assigned to a location as close to their residence as possible. Work days can be selected by the participant and range from one to seven days per week. Credit for time served is given as time is completed.

Penal Code Section 4024.3, allows the Department discretion to assign sentenced inmates to work release once jail populations exceed 90 percent. This option is only used if voluntary participation is not great enough to control population levels.

Inmates on work release are mostly inmates sentenced to one year or less of county jail. Before the implementation of AB109, most of these inmates would have served their sentence inside the county jail system. As of January 2014, the Department had 544 inmates assigned to the Work Release Program.

Weekender Programs: Courts routinely order inmates to serve their sentences on weekends. In most traditional weekender programs, inmates surrender themselves into custody on Friday night and remain in custody until sometime Sunday, repeating this cycle until they have completed their sentence. The Department no longer processes weekenders in this manner due to a lack of bed space.

Instead, the Department assigns inmates to alternative work assignments out of custody, often at county locations such as regional parks. In 2003, before the program changed, the courts ordered an average of 820 inmates per month to serve weekends in custody. The bulk of these were remanded into custody on the weekends (although some came during the week), but a sufficient number of beds had to be held open during the week to ensure they could be used Friday through Sunday. In 2014, the Department had 1,533 inmates assigned to the Weekender Program.

Electronic Monitoring Program for Sentenced Inmates: Pursuant to the provisions of Penal Code Section 1203.016, the Electronic Confinement Program is offered as a component to the Work Release Program. The program allows inmates to complete their court-ordered jail commitment at home while being monitored electronically. These inmates have previously qualified for the regular Work Release Program, but elect to pay the monitoring fees in lieu of being assigned to a regular work crew. Once assigned to the program, the inmates are given pre-approved times to work while away from home and to take care of other pre-approved activities such as vocational or educational programs and some limited personal matters.



In January 2014, the County had 407 inmates on electronic monitoring. Since the implementation of AB109, 5,036 inmates who would have been housed in jail have been placed on either electronic monitoring or work release to help alleviate crowding.

Between January 2014 and December 2014, the court sentenced 10,635 inmates to the Weekender and Electronic Confinement Programs.

During the same time frame, the Department released 235 inmates who applied to be released from custody to participate in either the Work Release or Electronic Confinement Programs. Due to the large number of early releases approved to meet federal court order requirements, applications for release to these programs have fallen in recent years.

The Out of Custody Programming Detail (OCPD), working in conjunction with County Probation, developed a request for proposals "RFP" which was submitted on March 30, 2015 seeking proposals for GPS monitoring. GPS monitoring would replace the current radio frequency monitoring by July 1, 2015.

Early Releases: The authority for early releases is granted in the *Haas Order* to ensure the facilities remain under the court-ordered population capacities that were set forth in *Haas*.

Due to the AB109 Realignment Act, the Department has been forced to early release sentenced inmates in order to remain under the population capacities. In 2014, an average of 339 inmates were early released each month.

Pre-Sentenced Post-Arrest Release: In October 2013, the Department began its pre-sentenced post-arrest release program. The inmates are screened to determine their eligibility for pre-sentenced release. The inmates are either released by citation release or placed on electronic monitoring.

Department of Behavioral Health Court Releases: San Bernardino County received funding from mentally ill offender crime reduction offender grants in each of three funding phases in the past decade. The first Department of Behavioral Health (DBH) court in San Bernardino County was opened in 1997, in Central Superior Court (San Bernardino). The size of the county made it difficult to serve inmates who lived in other regions. In 2002, a second BDH court was opened in the Morongo Basin (in the low desert, near Twenty-nine Palms). In 2006, a third court opened in Barstow (in the high desert, the last mentally ill offender crime reduction grant enabled the county to shore up services out of the existing DBH courts and to open a fourth in Rancho Cucamonga). In 2010, a DBH court opened in Victorville. In 2013, the Barstow court, as well as DBH court, closed.

DBH court treatment teams consist of a judge, deputy district attorney, public defender, probation officer, case manager and clinical therapist, and a DBH liaison deputy who is part of the behavioral health team at each of the DBH courts. These courts seek ways to find supportive treatment in the community for mentally ill offenders in lieu of incarceration, and to do so without compromising public safety. Offenders are placed on probation, given an intense personalized treatment plan, and most often a place to live. Charges are either dismissed, reduced, or other various agreements are made between attorneys for participants who successfully complete the program. Average daily caseload in the program averaged 6 offenders in 2014.



Drug Court Releases: Drug courts operate much like DBH courts in that inmates are released by court order and placed on probationary terms with an intense personalized drug treatment program, and most often are provided a place to live. When they successfully complete the program, charges against them are dismissed. Average daily caseload in the program averaged 33 offenders in 2014.

Bail Releases: In 2014, 565 inmates per month on average were released by posting bail.



Analysis of Local Trends

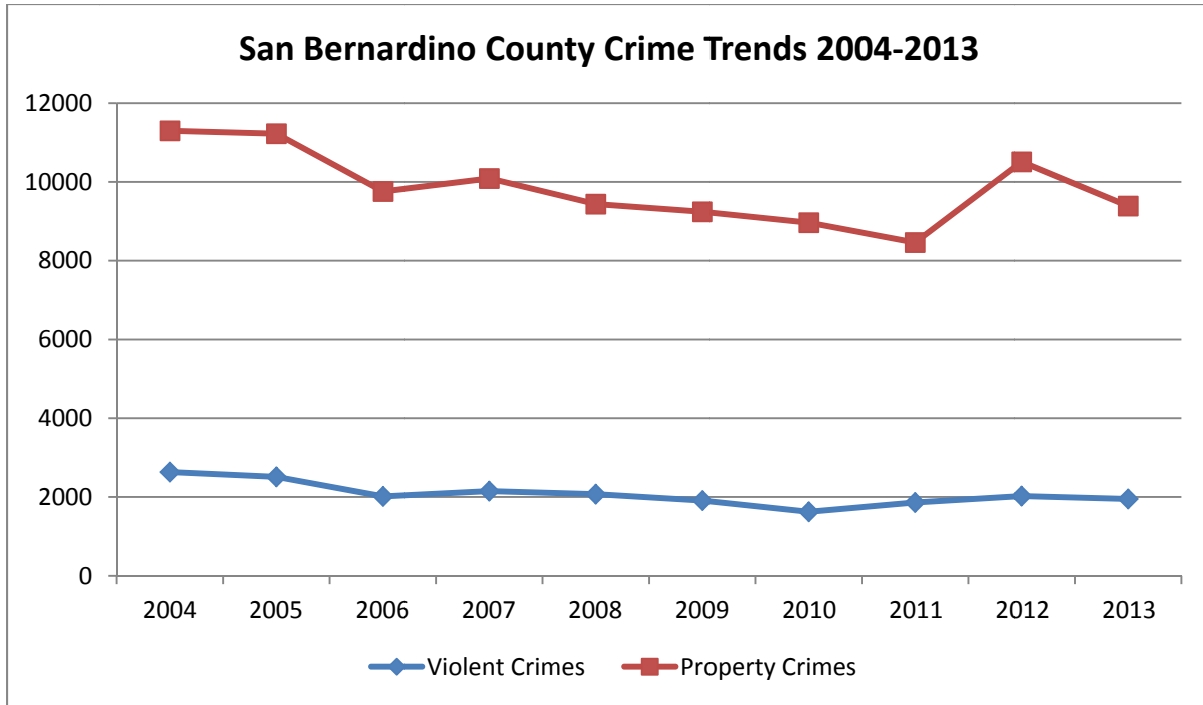
General Population Projections: In 2014, the Census Bureau estimated the population for San Bernardino County was 2,112,619. The California Department of Finance reported the county's population has grown 39 percent since 1991, and that the growth rate since 2000 is averaging 2.6 percent annually. Between 1991 and 2000, the growth rate was 1.8 percent annually. Historical population statistics and projections consistently place San Bernardino as the fourth or fifth most populated county in the state.

The Department of Finance's population projections for the county indicate continued growth as shown in the table below.

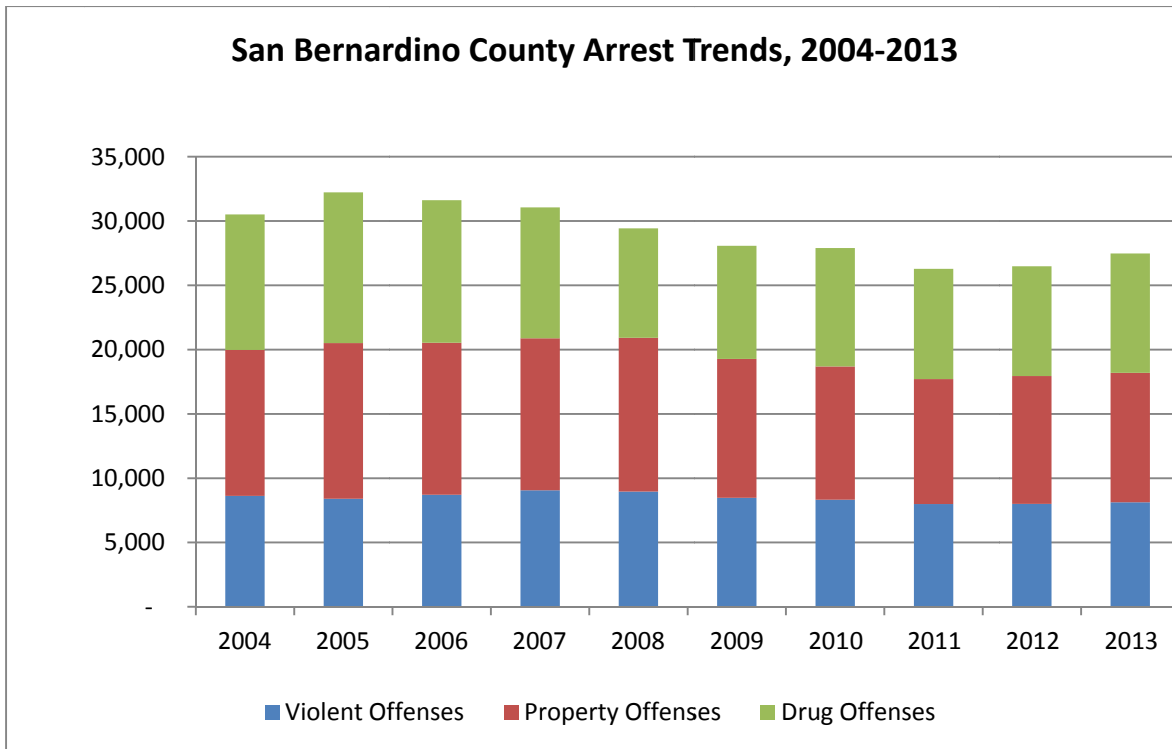
County Population Projection

Year	Population Projection	# Change	% Change
2000	1,721,942		
2010	2,038,523	316,581	18.39
2015	2,116,141	77,618	3.81
2020	2,227,066	110,925	5.24

Arrest and Crime Trends: The number of crimes committed in San Bernardino County has dropped significantly over the past decade. Data from the California Attorney General show that the number of violent crimes reported in the County dropped by 26 percent in the period from 2004 – 2013. Property crimes, despite a significant jump in 2012, also declined by 17 percent during the period. The trends are summarized in the following chart.



Arrests in the County also declined in all categories over the ten year period, with reductions of 6 percent in arrests from violent crimes, and 12 percent reductions in arrests for both property and drug crimes.

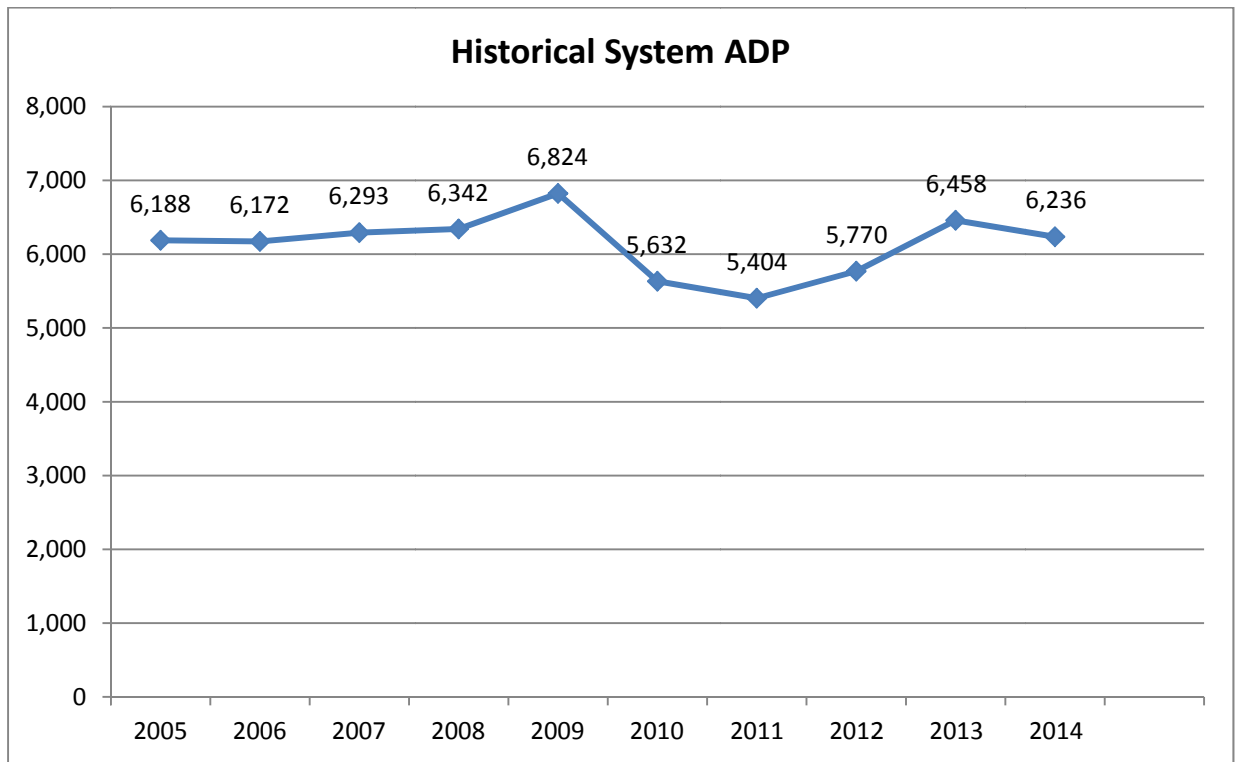




These trends are consistent with broader declines in both crime and arrests reported statewide and nationally.

Inmate Population Trends and Projections: The critical areas for examination are average daily population (ADP), average-length-of-stay (ALS), bookings, average number of inmates sentenced to county jail time, number of sentenced felons in the system, 1170(h) convictions, state prisoners and parolees, repeat offenders, females, and other special populations. They need to be examined individually and in combination to determine what the system's overall needs may be.

Average Daily Population: The ADP data for the jail system for the last ten years is summarized in the following chart:



With the exception of the spike in population produced by the implementation of AB 109 in 2012, system ADP levels have been relatively stable over the period, reflecting the impact of the capacity caps and early releases required under the current court orders. Population levels for all facilities at the end of 2014 are summarized in the following table.



2014 EOY Average Population Levels	
Facility	ADP
GHRC	1,211
WVDC	2,806
CDC	924
HDDC	844

Jail Population Trends

The following tables and charts show the number of bookings and Length of Stay (LOS) for the jail system from 2005 – 2015. The data for 2015 is annualized based on experience actual experience through April, 2015.

San Bernardino County Bookings & LOS -Males

Male		
Year	Bookings	LOS
2005	65,129	29
2006	63,695	30
2007	61,627	32
2008	60,386	32
2009	57,818	36
2010	53,929	37
2011	49,750	39
2012	47,590	51
2013	45,648	53
2014	57,309	38
2015 to date	19,225	n/a
2015 Annualized	57,675	35
Avg. # Change 2005-2015	-7,454	5
Avg. % Change 2005-2015	-0.8%	2.6%

Male bookings have steadily decreased over the ten year period at an average rate of -0.8% per year. The estimated bookings for 2015 are at the same level seen in 2009. At the same time male bookings were steadily decreasing, average LOS for males in the jail was increasing. Until 2014, male LOS in the jail increased from 29



days in 2005 to 53 days in 2013. With the dramatic one year increase in bookings in 2014, male LOS in jail dropped correspondingly by 15 days, as the jail was forced to increase early releases from jail to stay mandated capacity caps. In 2013, the 3,104 inmates were early released. In 2014, early releases grew to 4,064, an increase of 31 percent.

San Bernardino County Bookings & LOS –Females

Female		
Year	Bookings	LOS
2005	15,643	22
2006	15,788	22
2007	15,482	22
2008	14,889	24
2009	15,027	26
2010	14,985	23
2011	14,247	24
2012	13,343	32
2013	13,098	32
2014	16,603	22
2015 to date	5,356	n/a
2015 Annualized	16,068	22
Avg. # Change 2005-2015	425	0
Avg. % Change 2005-2015	0.6%	1.1%

Overall, like the male population, female bookings have steadily declined over the ten year period with the only exception being a marked increase in 2014. However, 2015 estimated bookings indicate a slight reduction from the ten year high in 2014. At the same time female bookings were steadily decreasing, average LOS for females in the jail was steadily increasing. Up until 2014, female LOS in the jail increases from 22 days in 2005 to 32 days in 2013. With the dramatic one year increase in bookings in 2014, female LOS in jail dropped dramatically by 10 days, again reflecting the increase in early releases from the jail. Both female bookings and LOS in jail appear to have stabilized in 2015.

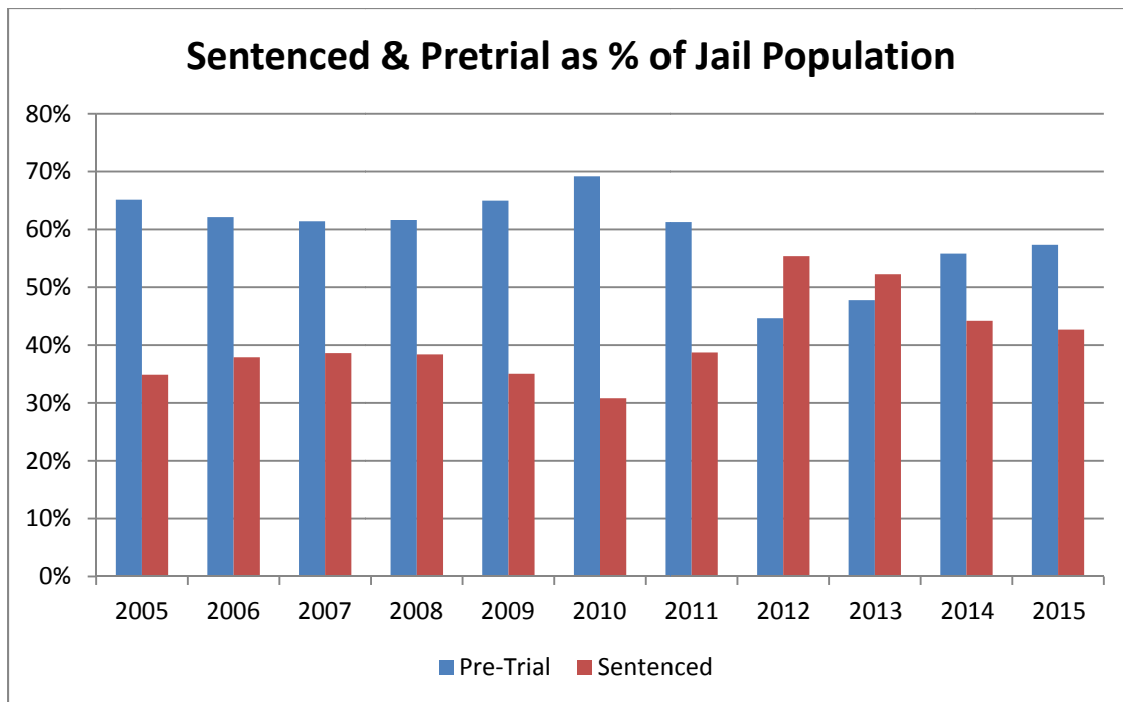


San Bernardino County Bookings and LOS

Year	Bookings	LOS
2005	80,772	28
2006	79,483	28
2007	77,109	30
2008	75,275	31
2009	72,845	34
2010	68,914	30
2011	63,997	31
2012	60,933	35
2013	58,746	48
2014	73,912	35
2015 to date	24,581	n/a
2015 Annualized	73,743	32
Avg. % Change 2005-2015	-7,029	4
Avg. % Change 2005-2015	-0.6%	2.7%

Total system bookings and LOS trends closely mirror the patterns described above for the male and female populations, with bookings decreasing over the ten year period at an average rate of -0.6% per year and LOS increasing by 2.7 percent per year.

The proportion of the jail population that is in pretrial status declined in recent years, reaching a high of 69 percent in 2010, and dropping to 45 percent in 2012, reflecting the impact of AB 109 and the influx of sentenced inmates into the system. More recently, the expanded use of early release on the sentenced population, required to comply with court-ordered capacity limits, the pretrial population in the jail has increased back up to 56 percent in 2014. A break-down of the jail populations by legal status (pre-trial and sentenced) is presented in the following chart.



As can be seen in the graph above, the total pre-trial population in the San Bernardino jail system has fluctuated and ranged between 3,500-4,400 offenders during the ten year period. The sentenced population showed similar fluctuations around an average of 2,300 offenders up until 2012. In 2012, with the passage of AB 109, the number of sentenced offenders in the jail nearly doubled to 4,300 offenders

With the passage of Proposition 47 in the fall of 2014, the decreasing trend in the sentenced population accelerated as offenders who qualified were released under the legislation. This measure reduced penalties for certain offenders convicted of non-serious and nonviolent property and drug crimes. The measure also allows certain offenders who have been previously convicted of such crimes to apply for reduced sentences. The proposed reduction in penalties was predicted to have various effects on the number of individuals in county jails. Most significantly, the measure was projected to reduce the jail population as most offenders whose sentence currently includes a jail term would stay in jail for a shorter time period. In addition, some offenders currently serving sentences in jail for certain felonies could be eligible for release. The following table summarizes the past four years of offenders with offenses and circumstances falling under Prop 47. As can be seen in the table, by April of 2015 a significant number of offenders housed who fall under Prop 47 have been reduced from the jail populations. Based on other counties in California and speed of release of these offenders, it is assumed that all reductions under Prop 47 have been conducted and no further one-time reductions will occur. By January/February all one time releases under prop 47 have been completed and the sentenced jail population of approximately 2,700 and total jail population level of 6,400 is at a new sustainable level.



Month	Prop 47 Bookings	Prop 47 Housed Population
4/2012	17,247	1,339
4/2013	19,194	1,370
4/2014	20,970	1,383
4/2015	N/A	803

Forecast of San Bernardino County Jail Population

This population forecast uses the standard calculation of jail admissions x LOS = ADP. Separate calculations were completed by gender.

Based on the trends in bookings over the past five years, both male and female bookings are projected to remain stable and grow a modest 0.1% per year through the forecast horizon. The LOS of male offenders in the jail is projected to begin at the 2015 LOS of 35 days and slowly revert back to the overall ten year average LOS of 38 days. The LOS of female offenders in the jail is projected to begin at the 2015 LOS of 22 days and slowly revert back to the overall ten year average LOS of 25 days. Using these assumptions, the following table shows the base population projection for the jail.

San Bernardino County Jail Population Forecast

Year	Male	Female	Total
2015	5,527	968	6,495
2016	5,565	975	6,540
2017	5,604	981	6,856
2018	5,644	988	6,632
2019	5,683	995	6,678
Avg. % Change 2015-2019	0.3%	0.3%	0.3%

The total jail population is projected to decrease initially from 6,986 2014 to 6,495 by the end of 2015 –due to the effects if Prop 47. From there the population is expected to grow slowly to 6,678 in 2019 representing a growth in ADP of 183 offenders or an average increase of 0.3% per year. Both the forecasted male and female populations show a similar pattern.

Criminal justice facilities cannot be planned for the ADP solely; peaks in population must be accommodated, along with beds for differing inmate classification. The peaking value, reflecting daily fluctuations and seasonal



variations in the jail population, is assumed to be 5 percent. A classification factor accounts for a fluctuation in the type of inmates held at any given time. The jail system requires be enough flexibility in the type of beds needed at any given time to be able to provide appropriate separations between the classification levels of inmates. Most large jail systems assume 5 percent housing classification factor in calculating bed needs.

The peaking and classification factors are added together and then added to the projections to give a number for beds needed. The base system-wide ADP projection is 6,678 inmates in 2019. Adding the 5 percent for peaking and 5 percent for classification, the base bed space need for the jail system is projected to be 7,346 in 2019, as shown below.

Population and Capacity Need

Year	Population	Capacity Need
2015	6,495	7,145
2016	6,540	7,194
2017	6,856	7,542
2018	6,632	7,295
2019	6,678	7,346

This projected bed need reflects only the population to be managed within the context of the current court-ordered population caps on county jail facilities. In order to determine what the population level in the jail system would be absent these caps, it is necessary to factor in the impact on the jail population if all early released inmates had stayed for in the jail system. To determine this impact, this analysis multiplies the number of inmates who receive an early release by the difference of the average length of stay for an inmate for that year and the average sentence length for individual sentenced.

The projected number of early releases for 2015 is 1,121 inmates. The average length of stay for the population in total was 35 days, as compared with an average sentence length of 231 days. If each of these inmates had stayed 196 additional days in the jail system (the difference between the average length of stay and the average sentence length recorded for that year), this would produce an additional 219,716 inmate days in custody in total for the year. Dividing this total by 365 days (to determine the average daily population impact) results in a calculation of 602 additional inmates on average that would be in custody in 2015, absent current early release policies. This would result in a 2015 overall system population of 7,096 offenders. Projecting the population over the next four years results in a total jail system population of 7,987 by 2019. Applying the peaking and classification factors described above results in a bed capacity need of 8,785 beds if the system were to eliminate early releases.

This projection indicates that given the current court-ordered limits on population, the system will continue to maintain early releases in the range of 1,100 inmates annually, absent significant changes in recidivism, crime rates, law enforcement activity, or overall jail system capacity.



Adequacy of Staffing Levels

The Department actively recruits new employees. San Bernardino County's Human Resources Department sends out job flyers and provides adequate testing dates for potential employees. County representatives also attend job fairs at colleges to attract new employees.

The hiring process is lengthy. It generally takes six months to move candidates into a safety (sworn) position(s) through the hiring process and another six months for qualified candidates to complete required training at the Sheriff's Academy. Non-sworn employees can take from two to six months to move through the hiring process.

Jail managers are challenged with retaining non-sworn employees. Many positions in the jails are entry-level clerical positions. Non-sworn employees have the tendency to use their employment as a gateway to advance into other higher paying positions. New employees in these positions tend to work long enough to acquire or develop critical job skills, gain experience, and build a résumé and quality references and then transition into jobs for better pay and working conditions. Certainly, the Department is proud of its ability to develop employees. However, losing those employees after making a substantial investment presents challenges.

The Bureau often has the least experienced staff. The Department hires only deputy sheriffs as defined by Penal Code 830.1(a). Jail deputies provide the replenishment pool for patrol vacancies, so experienced jail deputies often are transitioned to field assignments early in their career. With a limited number of detective/corporal positions assigned to the jails, most deputies that promote to that level are assigned to a station or a specialized investigations detail, few return to the jail. Generally, it is the Department's practice to assign newly-promoted sergeants to a jail to develop their experience before rotating to a field or specialized assignment. Newly-promoted lieutenants are similarly assigned and rotated. All this makes for a work force that is relatively transient. The Department has started retaining supervisors in the jail to maintain consistency and vital working knowledge.

The Department has the largest contingent of personnel. As of April 1, 2015, the Department has a total of 1,336 authorized positions: 609 safety positions and 688 professional staff positions.

HDDC consists of 205 custody positions (both sworn and civilian). HDDC has the following personnel:

- One captain (facility commander) and one lieutenant who serves as the executive officer
- Seven sergeants and four corporals are designated to provide line supervision of personnel assigned to the housing units
- One hundred six deputies are allocated for inmate supervision
- Eighty-six civilian employees are supervised by sergeants, this includes:
 - Fifty-nine custody specialists (who, for the most part, staff the control rooms)



- Twenty-two custody assistants (clerical personnel that work at the public counter, answer phones, process bail, and in most facilities book inmates)
- One training specialist
- Office personnel, including three fiscal assistants and one secretary

CDC is assigned 146 custody positions. CDC has the following personnel:

- One captain (facility commander) and one lieutenant who serves as the executive officer
- Seven sergeants
- Seventy-two deputies are assigned to the jail
- Sixty-one civilians are also assigned to the jail (37 custody specialists, 23 custody assistants, and 1 training specialist)
- Office personnel includes:
 - Two fiscal assistants
 - One office assistant
 - One secretary assigned to the jail

GHRC is assigned 110 custody positions. GHRC has the following personnel:

- One captain and one administrative lieutenant who serves as the executive officer
- Six sergeants and one corporal are designated to provide line supervision of personnel assigned to the housing units
- Seventy-two deputies
- Twenty custody specialists
- One training specialist
- Five custody assistants
- Office personnel includes:
 - Two fiscal assistants
 - One secretary



Located at GHRC is the Work Release Program (WRP). It operates the Work Release and Electronic Monitoring Program (EMP). WRP has 23 assigned positions. The program falls under the command of the GHRC captain and includes the following personnel:

- One sergeant
- Nine deputies
- Eleven custody specialists
- One fiscal assistant

Also located at GHRC is the Inmate Services Unit (ISU) who administers all programming in the Department and liaisons with the county schools and community college district and staff of the Inmate Welfare Committee. ISU personnel total 51 and staffing is as follows:

- One captain (commander)
- One lieutenant
- Four deputies
- Forty-five civilian positions, including:
 - One inmate programs coordinator
 - Eleven custody specialists
 - One custody assistant
 - Four chaplains
 - Three counselors
 - Three social workers
 - One social service aide
 - Two workforce development specialists
 - Two bakery workers
 - Two cooks
 - One food services supervisor
 - One landscape instructor



- Two culinary instructors
- Two bakery instructors
- One print shop position
- One nurse supervisor
- Two vocational nurses
- Two fiscal assistants
- One secretary
- One supervising accountant
- One facilities coordinator

ISU has contracts with Chaffey College, Superintendent of Schools, and California State University, San Bernardino to provide teachers for inmate classes. Currently, there are 27 contracted teachers.

WVDC is assigned 542 custody positions. WVDC has the following personnel:

- One captain (facility commander) and one lieutenant who serves as the executive officer
- Five lieutenants
- Sixteen sergeants
- Three corporals
- Two hundred eighty-eight assigned deputies
- Two hundred twenty-eight assigned civilians, including:
 - One hundred fifty-six designated as custody specialists
 - Fifty-seven custody assistants
 - Two facility coordinators
 - Two store specialists
 - Office support personnel includes:
 - One fiscal supervisor
 - Eight fiscal assistants



- One secretary
- One office assistant

The Transportation Services Division is assigned one lieutenant and two sergeants. Also, it includes the following personnel:

- Forty-seven deputies
- Two custody specialists
- One motor pool services

Staffing for administrative support, health services and food services, and maintenance personnel were excluded from the summary above, but are included here for reference.

The Administrative Support Unit (ASU) comprises 26 permanent positions. Staffing is as follows:

- Two lieutenants
- Three sergeants
- One corporal
- Three deputies
- One research analyst
- Six training specialists
- Two custody specialists
- One detention review officer supervisor
- Six detention review officers
- One office specialist
- One office assistant

The Health Services Division consists of 182 civilian positions, headed by 1 director. Staffing is as follows:

- Five dentists
- Two dental assistants
- One psychiatrist



- One psychologist
- One social worker
- Seventy-one correctional nurses
- Fifty-five LV nurses
- Nine sheriff's nurse supervisors
- One x-ray technician
- One supervising office specialist
- Office support personnel includes:
 - Six custody assistants
 - Nineteen health services assistants
 - Three medical store specialists
 - One fiscal assistant
 - Two office assistants
 - One secretary

The Food Services Division comprises 70 positions, headed by a director. Staffing is as follows:

- One manager
- Eight supervisors
- Fifty-eight cooks
- Office support personnel includes: one fiscal assistant, one fiscal specialist, and one stores specialist.

The maintenance staff for the Department consists of 43 civilian positions. Staffing is as follows:

- One manager
- Five supervisors
- Thirty mechanics
- Two painters



- Two electricians
- Maintenance support is as follows:
 - One fiscal assistant
 - Two store specialists



Ability to Provide Visual Supervision

The Department realizes the importance for staff to maintain direct visual observation of inmates. Inmates frequently move throughout facilities, so it is vital that staff members can view what the inmates are doing. Visual observation can be accomplished with building design, appropriate use of electronic technology, and sufficient staffing.

The facility design will certainly affect the ability to provide direct visual supervision. All of the housing units built or added since 1990 contain elevated control rooms and numerous relatively large windows. Housing units are generally configured in a circular or semi-circular array that allows staff unobstructed views from the control rooms into dayrooms and cell areas. All program housing areas will utilize this model for inmate control and supervision.

HDDC has cameras throughout the facility, including inmate housing areas and corridors. GHRC has several cameras in the facility (including the inmate dining area, walkways, corridors, maximum recreation yard, and female facility). CDC has cameras in the walkways, inmate dining area, and some cameras in the inmate living areas. WVDC has cameras in the corridors and in the male and female intake areas. HDDC, CDC, WVDC, and the newer units at GHRC have intercoms capable of two-way communication between inmates and staff. Expansion or new construction will include cameras and intercoms.

The Department understands inmates need to have personal supervision from the deputies in the units. Deputies enter the housing areas to conduct hourly safety checks on the inmates and to document those checks on logs placed in the units. This provides them with the opportunity to interact with the inmates and learn about potential problems occurring in the unit. Although staffing throughout the Type II system has been adequate, it is rarely sufficient to give staff uninterrupted time to spend with inmates in positive and proactive contacts.

As mentioned previously, the Department is pursuing a SB 863 grant funded application. The program statement and conceptual design for GHRC utilizes the Principles of Direct Supervision Model allowing clear visual lines of sight.



Adequacy of Record Keeping

Inmate information is electronically stored in the Jail Information Management (JIMS) computer program. Hard copies of inmate information are kept in inmates' booking jackets. The booking jacket is created when the inmate is booked into custody. The booking jackets contain the following: booking application, health screen, court information, property/money inventory sheets, probable cause declaration on all open charges, specialty housing logs, inmate classification form, inmate grievances, inmate disciplines, inmate request slips, and injury reports.

Copies of inmate disciplines, grievances, and injuries are also kept in an administrative file for three years.

After the inmate is released from custody, the booking jacket is sent to the records division. The contents of the inmate booking jacket is scanned into the computer and input into the Department's records information management system.

Inmate medical information is not maintained electronically, but stored in a hard copy medical record. The medical record contains both medical and behavioral health information.

Inmate information concerning medical appointments, medical alert information, and active medications is maintained in a medical module located in JIMSnet. DBH maintains appointment information for inmates in the "Big House" computer program. The two computer programs are completely separate and do not share information. The Department is currently consulting with the Technical Services Division to determine whether a program can be added into JIMS that would allow medical and behavioral health information to be stored electronically. The program would enable DBH to maintain inmate files and appointment information, allowing health services access to the information as well.

The ISU tracks inmates who complete the INROADS program and all of its components. Unit staff also use JIMS to track re-arrests and convictions. INROADS maintains statistics on:

- Number of inmates who completed one or more classes
- Number of inmates who completed the program
- Number of inmates who have entered into the workforce after completing the program
- Number of inmates who have received their GED
- The recidivism rate for those inmates who have completed the program

The California State University of San Bernardino (CSUSB) conducted two rounds of data collection on all female inmates in the facilities. These assessments included extensive measures on inmates' backgrounds, psychological factors, relationships, social support, parenting, and trauma. In July 2013, the assessment was administered to male inmates. CSUSB charts inmates who complete the program and analyze officially recorded



criminal justice events such as arrests, convictions, supervision violations, and commitments to jail and prison. They also measure the time elapsed between bookings.

The Department's policies, practices and technical capabilities are adequate.



History of Compliance with Standards

The Department has a good faith history of compliance with regulations applied to California jail systems. The Department is diligent in its efforts to comply with California Code of Regulations (CCR) Title 15 with regard to jail management and healthcare and to Title 24 with regard to design. It is compliant with environmental and public health regulations administered by the local public health authority, and it is mostly compliant with local fire agencies during their annual inspections. Staff has been immediately responsive to findings of non-compliance and has corrected most, if not all, conditions that led to those findings within several months of the related inspections.

With respect to Title 15 and 24, the most notable areas of non-compliance during the 2013 and 2014 inspections by the BSCC for the Type I jails are as follows:

- Victor Valley Jail was found non-compliant with Title 15 section 1056, Use of Sobering Cells. The facility has since changed missions to serve only as a court holding facility.
- Victor Valley Jail was found non-compliant with a variety of Title 24 sections (8227, Multiple Cells; 470.A.2.6, Single Occupancy Cells; and 470.A.2.9, Dayrooms). The inspector found the single occupancy cells were triple-bunked and the number of inmates in dorms and multiple-occupancy cells exceeded board-rated capacities. The inspector indicated that many of these issues would be corrected with the completion of the HDDC expansion project when the Victor Valley Jail will be used strictly as a court holding facility.

During the 2012 BSCC inspection cycle of the Type II jails, BSCC found no issues of non-compliance related to Title 15 regulations. The most notable areas of non-compliance of Title 24 are as follows:

- GHRC was found non-compliant with Title 24 section 2.8, Dormitories. The non-compliance rating was based on the fact that GHRC had an excess number of occupied beds in several areas of the facility.
- CDC was found non-compliant with Title 24 section 8227, Multiple Occupancy Cells and Title 24 section 2.8, Dormitories. The non-compliance rating was based on the fact that the number of inmates exceeded the rated capacity.

Department staff have attempted to remedy every finding of non-compliance whenever changing policy or practice is the cause. Staff acknowledges non-compliance in areas where the physical plant is the apparent cause, and at times have considered capital improvements requests to make necessary changes. Operational and administrative compliance issues have been addressed through training and corrective management intervention.

The county is actively working to address the overcrowding and space issues. The 1,392-bed expansion to the HDDC will significantly address the overcrowding issue, as well as provide code and standards-compliant facilities for the care, custody, and control of the inmate population. The county is currently planning an SB 863-funded facility that will create a comprehensive programming and service facility focusing on successful



community re-entry and reduction in the population of repeat offenders. The program will offer extensive training, education, and healthcare to address the criminogenic traits of the offender. A multi-disciplinary case management model will deliver programs and services to the inmates.

The San Bernardino County Department of Environmental Health, in conjunction with public health, annually inspects all Department jails. The most notable findings of non-compliance during the 2012 inspection are as follows:

- CDC was found to have several non-functional showers and leaks in the housing area pipe chases.
- WVDC was found to have repairs to laundry machines, a waste line leak, and leaks in pipe chases located in the housing areas.
- GHRC was found to have some minor plumbing repairs and replacement of broken tiles.
- HDDC did not have any notable violations.

Most of these observations from CDC, WVDC, and GHRC were corrected within several months of the inspections.

The 2012 San Bernardino County Grand Jury Final inspections noted no significant issues or concerns at any of the County's facilities. The grand jury stated that staff at each of the facilities was knowledgeable and professional.



Unresolved Issues

The primary, ongoing issue facing the San Bernardino Criminal Justice system is the impact of the Public Safety Realignment Act - Assembly Bill (AB) 109, which was signed into law in April 2011 to address the State of California's prison overcrowding, address litigation, and manage a financial shortfall. AB109 has significantly increased pressure on both detention and community programs serving the justice system.

Realignment's impact has created additional overcrowding of existing facilities, as well as increased use of alternatives to incarceration to maintain the conditions of the population consistent with previous litigation settlements. During 2014, the jail system was forced to early release 4,064 inmates, an average of 339 per month. Our projections indicate that to completely eliminate early releases and accommodate projected jail population growth would require 1,171 additional beds. In addition to increased crowding, Realignment affects the daily operation of the county's jails. Current detention facilities built to house local inmates are now being used to house a more serious type of offender for longer periods. As a result, inmate on inmate, and inmate and deputy assaults have increased. In addition, the longer-term inmate population has program needs that have not historically been addressed by the jail system. Providing adequate programming for this population will help facilitate their reentry into the community and provide a safer, more productive environment within the jail system.

Other major policy issues remain to be resolved to deal with the impacts of local jail populations, as well as increased demand created by Realignment. These issues include:

1. Continued evaluation of actual costs incurred by the Department as a result of the implementation of Realignment. This will include a re-evaluation by the state of the funding passed through to deal with this state mandate.
2. Creation of programs and services geared to prepare AB 109 inmates to successfully re-enter the community with a sustainable plan to avoid re-arrest.
3. Long-term commitment of the state to provide a continuous source of revenue to adequately support long-term Realignment operations.
4. Increased cooperation and coordination among the multiple members of the criminal justice system to develop an integrated approach to deal with the increased populations both within and outside of the incarceration system. This will include very difficult decisions regarding allocation of state pass-through funding among the systems participants, as well as coordination with the courts in the areas of sentencing, flash incarceration, and alternatives to incarceration.
5. The community's appetite for risk associated with the increase in use of all current alternatives to incarceration in the ongoing expansion of the eligible population to utilize this cost-effective sanction.
6. The Department's continued efforts to provide adequate and appropriate safety staff training as it



relates to Evidence Based Practices and Cognitive Behavior Therapy. Staff is encouraged to embrace the concept that inmates are the real customers; however, this paradigm shift must be fully embraced to create lasting, significant change.

7. The Department needs to continue to establish solid working relationships with other San Bernardino County agencies with the focus of coordinating resources to aid in assisting the inmates to remain crime-free once released.



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 San Bernardino County		STATE FINANCING REQUESTED \$ 80,000,000.00		
SMALL COUNTY (200,000 and UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>		
TYPE OF PROPOSAL – INDIVIDUAL COUNTY FACILITY /REGIONAL FACILITY PLEASE CHECK ONE (ONLY):				
INDIVIDUAL COUNTY FACILITY <input checked="" type="checkbox"/>		REGIONAL FACILITY <input type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Glen Helen Rehabilitation Center				
PROJECT DESCRIPTION New 512-Bed Step Housing Program; inmates participate in intensive 18-month incentive-based learning environment using Evidence-Based Practices helping inmates with successful re-entry.				
STREET ADDRESS 18000 Institution Road				
CITY Devore		STATE CA		ZIP CODE 92407
C. SCOPE OF WORK – INDICATE FACILITY TYPE <u>AND</u> CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) Type II	<input type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u>				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	512	N/A	N/A	N/A
TOTAL BEDS (A+B+C+D)	512			

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 James Ramos

TITLE Chair, Board of Supervisors

AUTHORIZED PERSON'S SIGNATURE

DATE

8/18/15

F. DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

COUNTY CONSTRUCTION ADMINISTRATOR

NAME Carl Alban

TITLE Director

DEPARTMENT

Architecture and Engineering

TELEPHONE NUMBER

909-387-5000

STREET ADDRESS

385 North Arrowhead Avenue, Third Floor

CITY

San Bernardino

STATE

CA

ZIP CODE

92415

E-MAIL ADDRESS

calban@ae.sbcounty.gov

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 Matthew Erickson

TITLE Chief Administrative Analyst

DEPARTMENT

County Administrative Office

TELEPHONE NUMBER

909-387-3937

STREET ADDRESS

385 North Arrowhead Avenue

CITY

San Bernardino

STATE

CA

ZIP CODE

92415

E-MAIL ADDRESS

merickson@cao.sbcounty.gov

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 Dana Gould

TITLE Captain

DEPARTMENT

San Bernardino County Sheriff's Department

TELEPHONE NUMBER

909-473-2511

STREET ADDRESS

18000 Institution Road

CITY

San Bernardino

STATE

CA

ZIP CODE

92407

E-MAIL ADDRESS

dgould@sbcasd.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	\$ 80,000,000.00	\$ 7,500,000.00		\$ 87,500,000.00
2. Additional Eligible Costs*	\$ 0.00	\$ 2,000,000.00		\$ 2,000,000.00
3. Architectural	\$ 0.00	\$ 6,100,000.00		\$ 6,100,000.00
4. Project/Construction Management	\$ 0.00	\$ 4,530,000.00		\$ 4,530,000.00
5. CEQA	\$ 0.00	\$ 0.00		\$ 0.00
6. State Agency Fees**	\$ 0.00	\$ 150,000.00		\$ 150,000.00
7. Audit		\$ 50,000.00	\$ 0.00	\$ 50,000.00
8. Needs Assessment		\$ 20,000.00	\$ 0.00	\$ 20,000.00
9. Transition Planning		\$ 0.00	\$ 0.00	\$ 0.00
10. County Administration			\$ 1,650,000.00	\$ 1,650,000.00
11. Land Value			\$ 0.00	\$ 0.00
TOTAL PROJECT COSTS	\$ 80,000,000.00	\$ 20,350,000.00	\$ 1,650,000.00	\$102,000,000.00
PERCENT OF TOTAL	78.00%	20.00%	2.00%	100.00 %

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

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

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

1. **Construction (includes fixed equipment and furnishings) (state reimbursement/cash match):** Construction includes all materials and labor, bonds and insurance, contractors fee, escalation to mid-point of construction, and construction contingency.
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:** Cost included are for Building Permits, Surveys, and Geotechnical Reports.
 - b) **Moveable equipment and moveable furnishings total amount:** Furniture,

Fixture, and Equipment (FFE) costs are included within the eligible costs. FFE total cost is \$1,650,000.00

c) Public art total amount: \$0.00

3. Architectural(state reimbursement/cash match):

a) Describe the county’s current stage in the architectural process: San Bernardino County has completed a GHRC Architectural Program Statement; this document includes a program statement, operational narrative, space planning, proposed massing diagrams, and a cost model. Since the project methodology is Design-Bid-Build, San Bernardino County is poised and ready to issue an RFP for design services.

b) Given the approval requirements of the State Public Works Board (SPWB) and associated state reimbursement parameters (see “State Lease Revenue Bond Financing” section in the RFP), define which portions/phases of the architectural services the county intends to seek state dollar reimbursement: The current estimate of construction cost requires the architectural services to be funded as a cash match by San Bernardino County. As the design progresses and the cost of construction become better defined, these costs may become eligible for state reimbursement.

c) Define the budgeted amount for what is described in b) above: This cost includes the full scope of services from the Architect of Record for developing and completing construction documents, bidding related services, and providing construction administration services through construction and project close-out.

d) Define which portion/phases of the architectural services the county intends to cover with county contribution dollars: San Bernardino County plans to incur the cost for architectural services; including design and engineering fees. As the design progresses and the cost of construction become better defined, these costs may become eligible for state reimbursement.

e) Define the budgeted amount for what is described in d) above: Cost includes design and engineering fees.

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

a) Cash Project/Construction Management includes those services, labor compliance, testing and inspection.

b) In-Kind – N/A

5. CEQA – may be state reimbursement (consultant or contractor) or cash match: Cost for CEQA (Notice of Exemption) \$ 0.00

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. \$150,000.00 for the state fire marshal costs and additional state agency fees which may be county cash contribution (match).

7. Audit of Grant - Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount

budgeted: San Bernardino County will use an independent auditor.

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):** San Bernardino County hired a consultant to review, update, and assist in writing the Needs Assessment; consultant cost was \$20,000.00.
9. **Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match):** San Bernardino County intends to self-fund all transition related activities and will not be claiming those costs as any portion of the match.
10. **County Administration – Define the county staff salaries/benefits directly associated with the proposed project.** This cost is approximately 1.8% of construction costs. From previous experience, San Bernardino County believes this percentage is within typical range. Budgeted cost is \$1,650,000.00, which includes a conservative dollar figure to cover the salary and full burden of benefits for the County employees assigned to work on the project through completion and close-out. The in-kind services to be performed by the County team include a project manager for administrative support following the conditional award and through project close-out and commissioning, and a full-time inspector during the construction and close-out activities. These services also include the work to be performed by a Deputy County Counsel in support of the project. Billing rates for all of the services to be provided by the County team are established by the Board of Supervisors on an annual basis.
11. **Site Acquisition - Describe the cost or current fair market value (in-kind):** San Bernardino County is still determining the value of the land that will be used for the proposed project and will not be claiming the cost as any portion of the match.

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>	11/16/15	02/12/16	BOS Resolution assess project site is suitable for building
Real estate due diligence package submitted within 120 days of award	11/16/15	03/16/16	BSCC R/E Due Diligence Pack
SPWB meeting – Project established <u>within 18 months of award</u>	11/16/15	05/16/16	Project Established to enable county to proceed w/preliminary plans
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	05/01/16	08/31/16	Schematic design drawings completed and submitted to BSCC/SFM for review
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	N/A	N/A	N/A
Design Development (preliminary drawings) with Staffing Plan	11/01/16	02/28/17	Design development drawings completed and submitted to BSCC/SFM for review
Staffing/Operating Cost Analysis approved by the Board of Supervisors	09/01/16	12/01/16	
Construction Documents (working drawings)	05/01/17	08/31/17	Complete construction documents and submit to BSCC/SFM
Construction Bids or Design-Build Solicitation	01/10/18	03/10/18	Solicit construction bids
Notice to Proceed <u>within 42 months of award</u>	04/01/18	05/31/18	
Construction (maximum three years to complete)	06/01/18	05/31/20	
Staffing/Occupancy <u>within 90 days of completion</u>	06/01/20	08/30/20	Transition will commence upon completion of construction.

SECTION 4: FACT SHEET

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

Table 1: Provide the following information

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

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

	Facility Name	RC	ADP
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			

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

Pre-Trial Program		ADP
1.		
2.		
3.		
4.		
5.		
6.		
Sentences Offender Program		ADP
1.		
2.		
3.		
4.		
5.		
6.		

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

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

SECTION 5: NARRATIVE

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 San Bernardino County (County) Sheriff's Department (Department) Needs Assessment contains a thorough presentation of the methodologies used, a description of detention facilities, the elements of the system, and the Department's philosophies on jail operation and design. It contains descriptions of the current adult offender population, the classification system used by the Department, an examination of programming needs and alternatives to detention, and an analysis of local trends that have affected or may have a future impact on the need for jail beds in the County. This assessment also examines the adequacy of current staffing levels and the Department staff's ability to provide visual supervision and to keep adequate records. Finally, it discusses the Department's history of complying with standards and briefly identifies some unresolved issues.

The issues facing the County criminal justice system took a major turn with the passage of the Public Safety Realignment Act - Assembly Bill 109 (AB 109), which was signed into law in April 2011 to address the State of California's prison overcrowding, litigation, and financial shortfalls. AB 109 is a significant change in the way the State of California and its criminal justice system do business. In an attempt to manage its unsustainable prison system, the state has realigned responsibility, specifically for lower-level adult offenders and parolees, by transferring housing, detention, and probation responsibility from the California Department of Corrections and Rehabilitation

to local criminal justice systems. AB 109 was implemented in October 2011. The County's jail system Average Daily Population (ADP) has trended upward since 2011, largely due to the impact of AB 109. In 2011, the ADP was 5,404; by 2014, the opening of new capacity at High Desert Detention Center allowed the ADP to reach 6,236, an increase of 832 adult offenders. This happened despite the enhancement of release protocols aimed at reducing the jail population and substantial efforts in the community to reduce recidivism.

In 2012, 391 adult offenders were early-released each month on average. By 2014, early releases remained at an average of 339 adult offenders per month. Still, moving enough adult offenders to meet peak demand is challenging because even the best candidates for such a move may have classification scores or medical conditions that push the boundaries of the capabilities at the receiving facilities. Currently, adult offenders serving one year or less are placed in alternative custody programs to vacate beds.

As stated in the Needs Assessment, with the implementation of AB 109 the Department needs 7,145 beds in 2015, growing to 7,346 beds by 2019. Additional capacity would be required to achieve the Department's stated policy of enhancing the public safety by eliminating early releases. However, with funding restrictions, increasing system capacity by this amount is not feasible, and a mixture of targeted in-custody programming and non-custody alternatives are necessary to reduce population levels.

The Department also has a substantial need for program space. At this time, the following represents available program space Department-wide:

- Two classrooms to support a population of 3,000 adult offenders at West Valley Detention Center (WVDC)
- No program space for 1,100 adult offenders at Central Detention Center (CDC)
- Seventeen program rooms for High Desert Detention Center (HDDC), a facility with capacity for 2,098 adult offenders
- One classroom in the M1 housing unit (converted from a phone room), seven stand-alone modular classrooms, and one classroom within the female maximum security unit at Glen Helen Rehabilitation Center (GHRC)

With the exception of HDDC, the jails in the Department were not constructed with an objective of facilitating extended rehabilitation programs. Therefore, managers of the existing jails face the challenge of providing enhanced programming in spaces designed under a different paradigm. The previous jails were designed as human warehouses. The current GHRC Minimum Units 1 and 2 were constructed in the 1960s and are antiquated and inefficient. Their design does not support the approach of providing enhanced programming services. Given the age of the facilities, they do not support the principles of direct supervision and have some difficulties complying with the Americans with Disabilities Act (ADA). In 2013, the Department conducted a facility condition assessment which supports this conclusion regarding ADA compliance and is working to improve access.

These facilities are inadequate to meet the Department's current program needs and are totally insufficient to support any future vision for developing comprehensive, state-of-the-art re-entry programming. Moreover, the Department's leadership realized that it cannot mitigate or generate lasting, sustainable change in the County's offender

population by simply building more beds or even by releasing adult offenders early. Neither addresses the real issue. Instead, the Department chose to focus on the real customer, the adult offender. The time is now for embracing a correctional paradigm shift that recognizes the importance of properly preparing the adult offender for re-entry to halt the cycle of incarceration, release, re-offense, and re-incarceration. As re-entry programs are developed and refined, adult offenders will be better prepared to return to the community without re-offending. They will then be more successful upon release and less likely to return to county jail or state prison. Successful re-entry programs, by definition, will keep people out of jails and prisons, relieving crowding in these systems while improving public safety.

The incentivized Step Housing Program proposed in this project will address these needs through the construction of a transitional facility that takes into account the actual need for adequate program space for the matrix of classes deemed necessary for successful re-entry. Participating adult offenders will be seen as future citizens of the community. This proposed program will focus on their successful transition into society.

The Department has committed to creating a model jail at GHRC that will enable this correctional services paradigm shift, focusing on rehabilitation of offenders through intensive evidence-based practices (EBP) and cognitive behavioral therapy, which will improve their opportunities to successfully re-enter society. GHRC opened in 1960 and has 1,446 beds, of which 1,064 are BSCC-rated. The 2014 ADP for GHRC was 1,218. For some time, the facility has been the primary jail for housing sentenced adult offenders. To alleviate overcrowding at the other Type II jails in the Department, GHRC has been forced to house non-sentenced adult offenders. Working under these

circumstances has created significant pressure in how GHRC operates and manages its correctional services. To alleviate that pressure, GHRC must readjust its focus towards one that is beneficial to the adult offender and local community.

The Department's vision for the future GHRC is as follows: *"The new GHRC will become the model jail within the Department that will enable a correctional services paradigm shift to include a greater focus on rehabilitation for adult offenders through intensive programming, improving their opportunities to re-enter society. GHRC will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. A byproduct of this endeavor is likely to minimize recidivism."*

To achieve this vision, the Department has established the following goals to be accomplished through the future GHRC:

- Goal 1:** Provide jail facilities that are safe, secure, humane, incentivized, and cost-effective.
- Goal 2:** Advocate a catalyst for change in the lives of offenders by providing cost-effective programs and community corrections alternatives, fostering a correctional setting that encourages a learning environment.
- Goal 3:** Promote the development of a professional, accountable, and respectful work environment.

The design of the future GHRC will play a major role in the achievement of Goal #2. To achieve this goal, the Department has spent a considerable amount of resources developing a GHRC Architectural Program Statement (APS). Several key Department

stakeholders participated in this endeavor. Through this process, the Department concluded that achievement of Goal #2 and creation of lasting, sustainable change for the County's jail system is best served by design and construction of an incentivized Step Housing Program that includes new housing units, along with appropriate infrastructure and support facilities, with the intent of expanding the Department's core re-entry program, Inmate Rehabilitation through Occupational and Academic Development Systems (INROADS).

The Department realizes there are great benefits in supporting programs that equip adult offenders with the cognitive behavior therapy tools required for successful reintegration back into the community. The Department is committed to building better buildings with attached program space, creating a learning environment conducive to reducing recidivism, and aiding adult offenders in becoming better citizens as they re-enter the community.

The cornerstone of this program is a collaborative partnership developed to provide a comprehensive system of re-entry services utilizing community stakeholders, various services, and private industry groups. This process was outlined in the San Bernardino County Community Corrections Plan (CCP), dated July 1, 2014. The GHRC Facility Commander and INROADS Program Director were fully engaged in the development of this program. Further input was received from adult offender welfare representatives and other key Department personnel. The Department also conducted significant research to understand how evidence-based programming would work within the Department. Included with this research were informational interviews with successful program-intensive correctional settings, i.e., Delancey Street in San Francisco.

Numerous meetings were held with key staff to determine the types of program classes needed for successful re-entry. It was of greatest importance to choose programs that were targeted to individual offender needs.

The proposed program will ultimately assist in managing the jail population through the implementation of evidence-based curricula and classes that allow adult offenders to proceed through the incentivized Step Housing Program. Program participants will have enhanced freedom and privileges including, but not limited to, contact visiting, family reunification through the Teaching and Loving Kids (T.A.L.K.) Program, taking care of a pet, spending time with families to get reacquainted, time management, job and resource fairs, and vocational classes. Adult offenders will live in a learning community facility similar to a college dormitory setting. Single-person rooms are available for those who progress through the Step Housing Program and learn to be accountable to each other, family, and ultimately themselves. Having successfully completed this program, adult offenders will be better equipped for life outside incarceration.

GHRC will also continue to utilize alternatives to incarceration to manage the jail population. These alternatives include day reporting centers (DRC) operated by the County Probation Department (Probation), which are “one stop” programs where structured resources such as mental health, physical health, education, and vocational training are made available. Home confinement and house arrest will continue to be utilized by both the Department and Probation, requiring offenders to remain under curfew in their homes for a specified number of hours per day or week. They are usually permitted to leave their home for approved activities such as employment or activities

approved by Department staff or their probation officer. Electronic monitoring and global positioning systems (GPS) may be utilized based on the offender's compliance. Electronic monitoring and GPS are usually used in combination with home confinement to ensure compliance. The Work Release Program will be used for those offenders with probation violations. Those released to their communities early may be required to complete a portion of their sentence in Work Release, working closely with Department staff to ensure adherence to rules and reporting. All of these alternatives are outlined in the CCP.

Providing the right tools for success for each adult offender will help decrease recidivism and assist in managing the jail population. After adult offenders re-enter society from the Step Housing Program, they will be assigned a case manager and have a clear knowledge of all the available support functions offered in the County, i.e., San Bernardino County Re-entry Collaborative (SBCRC), United Way 2-1-1, County Department of Behavioral Health (DBH), and usage of the DRCs located in the County.

The Department will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. The Department believes that upon receiving SB 863 funding, the enhancement of INROADS in new facility housing designed to complement program goals and service delivery will further improve the recidivism rate for those who complete the program, thereby creating significant benefit for the County. The Department requires the funding to build new beds and program space at GHRC to achieve this benefit. The goal of this program is to minimize recidivism, which ultimately will reduce the system's bed needs.

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. The Step Housing Program consists of new, stand-alone three-step housing units totaling 512 beds. These housing units and integrated program areas are an innovative concept designed to offer improved housing options and appropriate space for re-entry programs. This approach is intended to serve as the last step in the incarceration process prior to the adult offender's re-entry into the community. Adult offenders in the program will spend up to 18 months in the program, typically with three to six months in each housing unit, depending on adult offender needs. Each housing unit is designed to accommodate incentivized rewards.

The Step One Housing Unit will be a secure building with access controlled by the new Central Control. The 192-bed Step One Housing Unit is organized with three wings of eight dorms with 8 dorm beds each, for a total of 64 beds per wing. The dorms are defined by full height walls, but open to the main passageway. These wings radiate from a central open space that includes dayroom and dining activities. Access to adult offender toilet/shower, outdoor recreation, counselors, medical exam room, as well as all adult offender-accessible rooms, is directly from the central open area or the main passageway. Adjacent to the central open space are education and program spaces that are readily supervised by staff within the facility. The Step One Housing Program includes opportunities for GED, high school, anger management, Thinking 4 A Change, substance abuse programs, and religious services.

The Step Two Housing Unit will be constructed of durable materials for low maintenance, with security established beyond the perimeter of the housing unit. Central Control will monitor access only. The 192-bed Step Two Housing Unit is also organized with three wings of eight dorms with 8 dorm beds each, for a total of 64 beds per wing. The dorms are defined by full height walls, but open to the main passageway. Additionally, the beds will be separated by a partial height wall (pony wall). This will reinforce the idea that each adult offender has earned a “home.” These wings radiate from a central open space that includes dayroom and dining activities. Access to adult offender toilet/shower, outdoor recreation, counselors, and medical exam room, as well as all adult offender-accessible rooms, is directly from the central open area or the main passageway. Adjacent to the central open space are education and program spaces that are readily supervised by staff within the facility. Step Two adult offenders will participate in evidence-based programs and have access to vocational education programs: bakery, culinary arts, auto repair, HVAC, landscaping, and welding. Locating housing adjacent to the existing vocational education area will minimize adult offender movement.

The Step Three Housing Unit will be constructed of durable materials for low maintenance, with security established beyond the perimeter of the housing unit. Central Control will monitor access only. The 128-bed Step Three Housing Unit is organized with two wings of 64 single sleeping areas. Adult offenders in Step Three will have earned the right to have their own “home” and to be able to secure their own space. The adult offender can shut and lock their doors, yet staff will still have access, and the adult offender can walk directly out without a key. Access to adult offender

toilet/shower, outdoor recreation, counselors, exam room, as well as all adult offender-accessible rooms, is directly from the central open area or the main passageway. Adjacent to the central open space are education and program spaces that are readily supervised by staff within the facility. An additional earned opportunity achieved in Step Three is the extended family component and peer support. New spaces located in the new visiting area are specifically designed for a variety of settings: multi-purpose rooms with divisible walls to allow for room size flexibility, an outdoor children's play area, and an outside picnic area.

Step Three adult offenders will have access to the same vocational education programs described for Step Two, as well as workforce development training and re-entry support. Additionally, Step Three adult offenders will have earned the right to have access to the greenhouse and to have a dog. Upon completion of Step Three, the adult offender is prepared for a successful transition back into the community.

The new Central Control will be operated 24 hours per day, 7 days per week, 365 days per year, and safety staff will be positioned to monitor access/egress of all housing units. The new Central Control will have remote control capability on all doors for Step Housing Unit One. The new Central Control will be technically connected to the existing GHRC central control area via electronic functions. Additionally, the proposed construction will install security cameras throughout the housing units and along the security fence, allowing Central Control to monitor and record movement.

In summary, key components of project scope for development of the Step Housing Program will include:

- Three step housing units: two 192-bed and one 128-bed minimum security re-

entry program housing units at GHRC

- New program spaces contained in the new housing units
- New Central Control building
- New visitation building and parking
- New video visiting kiosks adjacent to new visitation building and parking
- Underground utilities (gas, sewer, water, low voltage)
- Roads/pathways throughout GHRC (i.e., from housing units to kitchen and paved road around housing units)
- Security systems (cameras throughout entire campus, in housing units, along fence, etc.) connect existing bridge with new Central Control
- Replacement of existing M1 and M2 housing units

These project elements will support expanding INROADS programming opportunities as the catalyst to generating lasting, sustainable change throughout the County. This approach was developed through a collaborative GHRC architectural planning process in which the Department has determined:

1. Using existing, outdated facilities at GHRC was not viable.
2. The GHRC campus has adequate land and utilities availability to design and construct new facilities for enhancing INROADS.
3. Design and construction principles should focus on enhancing INROADS, including a realignment of focus on the adult offender as the “real customer” and creating a facility design that reflects housing opportunities that respect the customer (adult offender).

The project design shows housing units, program services, and support services

oriented in close proximity to take advantage of spatial efficiencies (leading to improved operations and programming). The layout of the housing is consistent with the direct supervision model, maximizing clear lines of sight, increased supervision by officers, and appropriate housing units and staff-to-inmate ratios. Program space will support transitional support services and facilities for pre- and post-inmates, offering opportunities for collaboration with local community and agency support services (i.e., Probation and the SBCRC).

The program model becomes sustainable when these principles are manifested through the incentivized Step Housing Program. This housing program is fully explained in the GHRC APS, which includes an architectural program statement, facility condition assessment, civil engineering analysis, space programming, and proposed massing diagrams. The overall concept is conceived to create three distinct housing settings. Adult offenders will enroll in the program by submitting an application. After assessment, the adult offenders will sign a performance contract that will detail individualized courses personalized for the adult offender as well as a detailed description of what is expected for advancing to the next step.

The proposed program creates an opportunity to modernize GHRC. Historically, GHRC was utilized as a working farm. The current GHRC buildings, constructed in the 1960s, are antiquated and inefficient to support the approach of providing enhanced programming services. At GHRC, the current design of the existing M1 and M2 buildings requires adult offenders to leave housing units to attend programming, which increases safety concerns due to escorting. Toilet and shower areas require travel and are not plainly visible, which adds to security concerns. Housing units M1 and M2 were

designed to occupy 480 rated beds (60 in each dorm). For some time, the Department has experienced significant overcrowding; as a result, jail administrators have triple-bunked adult offenders in dorms (added 30 adult offenders to each dorm). Overcrowding existed, and BSCC reported in its bi-annual report that this issue should be remedied. Currently, the M1 and M2 buildings house 720 adult offender beds.

With this proposal, the Department will replace the beds in M1 and M2 with capacity designed to house 512 adult offenders in a program-based setting. The Department will eliminate these “bad beds” by:

1. Transfers to the Department’s Fire Camp (96 rated-capacity beds)
2. Transfers of pretrial adult offenders to HDDC
3. Continued use of alternatives to programs (i.e., Work Release and Electronic Monitoring Program)
4. Pretrial releases

The design of this proposed project will provide the space required for implementing enhanced INROADS programming that will increase adult offender participation, accessibility, and effectiveness, and lead to more success in completion and a lower recidivism rate.

A key objective of the incentivized Step Housing Program is to create a community for adult offenders that closely resembles life once released. The design creates an open, well-supervised learning environment. Staff will know where everyone is at all times. All adult offenders will be focused and engaged in participating and learning to be accountable to their peers, and subsequently accountable to themselves as they progress through the steps and earn their own rooms. This accountability will be

beneficial upon release and will contribute to a reduced recidivism rate.

The planning process used to develop the design for program space was initially based on the proposed program matrix (included in the attachments). Scheduling the array of classes included in the program matrix requires multiple and diverse program areas that are easily accessible and come in a variety of sizes which are versatile and can be utilized in many different ways. Development of the program matrix influenced the collaborative GHRC APS process in defining the creative space and design solutions required to manage all three housing types. Particular emphasis was placed on providing congregate space for small, manageable groups. A considerable amount of analysis was also employed to mitigate the conflict between maximizing supervision and managing smaller group sizes. Maintaining efficient staffing, sightlines, and direct supervision management principles are all mandatory for the housing units.

Each of the dorms, the Step One Housing Unit, Step Two Housing Unit, and Step Three Housing Unit, have program areas, dayroom, dining, classrooms, multi-purpose room, outdoor recreation area, medical exam rooms, and counseling rooms. Classrooms and multi-purpose rooms open up to the dayroom. Between classrooms are operable walls to turn two classrooms into one large classroom. The design accommodates a variety of space sizes for groups of 15 people, but can open up for 30 people or open so that everyone can remain in classrooms, multi-purpose, and dayroom with the ability to be addressed by one person.

The overall approach of the Step Housing Units is to continue the “learning environment” concept. Adult offenders will have direct access to all activities they require within the housing unit and to practice what they have learned with others. By

creating spaces for programs, visiting, exercise, recreation, laundry, dining, medical exam, and counseling, staff will be focusing their attention on creating an environment where positive actions garner positive results. The culmination of the program is re-entry into the community; adult offenders will have job readiness skills and a support system, i.e., Probation and SBCRC.

The proposed program will have three separate steps: All sentenced individuals will come to GHRC, meet with their case manager, and be assessed in order to create an Individualized Educational Plan (IEP). Each will start with Step One and move through individual steps while gaining more freedom and access to families and services. Everyone in the program will be engaged every day through classes, groups, counseling, and vocational training. Downtime will be limited. A typical schedule for an adult offender in Step One will include: wake, make bed/clean living area, breakfast; substance abuse class from 7 am - 9 am; meet with counselor/case manager and lunch from 9 am-12 pm; Thinking 4 A Change or anger management class from 12-2 pm; meet with counselor/case manager/group counseling and dinner from 2-5 pm; GED/high school class from 5-7 pm or AA/NA meetings or religious services from 6-7pm; down time, groups if needed, house meetings, and homework for classes from 7 pm-lights out.

The proposed program is incentive-laden with adult offender participation and responsibilities reflecting free-world decision-making. The intended outcome is to create an environment for successful learning. Adult offenders completing this program will be better equipped to re-enter society. Once they are released, they will continue to have a support system to encourage their new approach to life. The ultimate benefit is

described in GHRC's vision statement: *"GHRC will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. A byproduct of this endeavor is likely to minimize recidivism."*

The proposed construction (Step Housing Program) addresses the Department's offender management goals by providing educational programs and services in a positive environment. Constructing a facility designed to meet GHRC's design and construction principles will produce safe housing, which ultimately generates a productive population. The progression from dorms to individual sleeping areas to private rooms with doors allows adult offenders to be more responsible and gain more privileges and freedom, using life skills such as accountability, respect, and good judgment.

The construction will remedy long-term deficits present in the existing GHRC M1 and M2 housing units. Bathroom and shower areas will be subject to effective supervision; the Step Housing Program will create clear lines of sight for supervision of adult offenders. Adult offenders will no longer have to walk to programming, but rather have access within their housing units; again, improving staff safety concerns. The proposed project will update living conditions for the existing population, come into BSCC compliance, and correct existing deficiencies by eliminating triple bunking with no personal space for adult offenders.

The attachments to this proposal show the facility site plan, Step Housing Unit layout, and the program matrix.

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.

The Department's current approach to offender programming offers limited opportunities for classes that can provide a foundation of support for individuals preparing to return to their communities. The Department, in conjunction with the Chaffey Joint Union High School District and the San Bernardino County Superintendent of Schools, has an interagency partnership that is dedicated to the education of adult offenders. The INROADS Program provides education and services to adult offenders that include, but are not limited to, anger management, computer skills, GED coursework, high school diploma coursework, living skills, Parent and Child Connection, substance abuse therapeutic classes, vocational training, and employment readiness.

The mission of the INROADS Program is to reduce recidivism by providing viable and resourceful programs and services to adult offenders. The goal of the program is to provide an opportunity for adult offenders to develop an improved sense of well-being and a better quality of life upon release, as well as to make constructive use of the adult offenders' time while in the facility, making re-entry into the community more successful. The County has compiled data on program completions and recidivism for INROADS through 2012. The effectiveness/impact of the INROADS Program is shown below:

YEAR	Completed one or more classes	Completed Program	Entered Workforce*	Children Visited w/Parents	Received GED	Recidivism Rate (completed program)
2007	5,618	643	No Data	348	166	38%
2008	5,267	287	No Data	379	212	41%
2009	2,476	562	22	389	159	37%
2010	1,197	316	28	329	217	29%
2011	2,126	490	38	680	182	31%
2012	3,181	309	53	504	74	59%

*After completing program

The Department believes jails are places where adult offenders can be rehabilitated to be productive members of society. INROADS can be the catalyst for this achievement.

Other key programs provided by the Department include:

Fire Camp. The Sheriff's Department Fire Camp is a stand-alone facility jointly operated with the San Bernardino County Fire Department (Fire Department). The facility has the capacity to house up to 96 adult offenders. Adult offenders stationed at the camp are supervised by Fire Department staff. Sentenced adult offenders with projected jail terms of up to one year are eligible for assignment to the Fire Camp. Adult offenders undergo a program of physical fitness training and instruction in firefighting and emergency response. Under close supervision of Fire Department staff, program participants provide support in ongoing fire suppression activities. Upon meeting program requirements, adult offenders receive certification of completion of the program. The program has received a Challenge Award from the California State Association of

Counties. Recently, a graduate of the program was hired as a fire crew member by the County Fire Department.

Bridging Re-Entry Integration by Driving Goal-Oriented Effective Strategies

(BRIDGES): The BRIDGES Program is a pilot initiative with the County Department of Public Health and Probation, focused on reducing adult offender recidivism. The program, based at GHRC, provides three inmate advocates to prepare adult offenders within 90 days of release for re-entry into the community. The program is premised on mitigating obstacles to successful transition from jail to the community. Upon release, the advocates work with adult offenders to obtain transitional housing, personal identification, benefit information, and other services that could facilitate successful transition back to the community.

Restoration of Competency (ROC): The ROC Program provides services for adult offenders who have been judged incompetent to stand trial due to the fact that they do not understand the nature of the charges against them due to a mental disorder. Restoration of competency requires intensive programming, typically provided in a state psychiatric hospital. Due to limited access to service in these facilities, this can lead to long-term backup of these offenders in the jail system. The ROC provides in-custody mental health treatment services to help adult offenders achieve competency without waiting for placement in a state facility. Since the inception of the program, reductions in the length of stay for adult offenders determined to be incompetent to stand trial have saved in excess of 93,000 jail bed days. Moreover, 98 percent of competency certifications achieved under the program have been upheld.

Triage Engagement and Support Team (TEST): The TEST program provides DBH

staff detailed to GHRC to work with mentally ill offenders 90 days prior to release to prepare them for successful re-entry and to connect with continuity of care upon release. Staff provides crisis intervention and intensive case management to connect clients with mental health services, alcohol and drug treatment programs, employment services, and homeless programs. The goal of the program is to reduce subsequent hospitalization and/or incarceration of these released offenders.

The Department has also partnered with Probation to implement several alternative detention measures. These measures are in place to allow the Department to remain below the court-ordered adult offender population cap. Many of the methods outlined below were outlined in the CCP, further demonstrating how the Department is aligning with the goals of the CCP. Programs include:

Own Recognizance Release Program: The Own Recognizance Release Program operates under a general order from the presiding judge and within the guidelines of California Penal Code Sections 1318, 1318.5, 1319, and 1319.5. Adult offenders booked on open charges and warrants are eligible for review to determine if they can be released on their own recognizance. Charges making adult offenders ineligible for the Own Recognizance Release Program are outlined in California Penal Code Sections 667.5 (c), 1192.7 (c), and the Detention Review Officer Post Orders.

Work Release: Under the direction of the court, adult offenders can be released before their sentence has been completed in order to re-establish ties with their families. Adult offenders can return to their former employment and serve the community on their non-scheduled workdays. The program helps reduce recidivism because it allows adult offenders to remain connected to family and employment, both stabilizing factors that

keep people from re-offending. Approximately 544 adult offenders on average were assigned to the program in 2014.

Electronic Monitoring Program for Sentenced Inmates: Pursuant to the provisions of California Penal Code Section 1203.016, the Electronic Monitoring Program is offered as a component of the Work Release Program. The program allows adult offenders to complete their court-ordered jail commitment at home while being monitored electronically. These adult offenders have previously qualified for the regular Work Release Program, but elect to pay the monitoring fees in lieu of being assigned to a work crew. Approximately 407 adult offenders were on average assigned to the program in 2014.

Early Releases: The authority for early releases is granted under the *Haas v. Board of Supervisors of San Bernardino County (WHC 4010)* case to ensure the facilities remain under the court-ordered population capacities that were set forth in the agreement.

Misdemeanor Warrant Citation Releases: Most adult offenders booked on misdemeanor warrants are released and issued a court date. In 2014, an average of 35 adult offenders per day were released on misdemeanor warrant citations. These numbers include all of the Type I and Type II facilities.

Department of Behavioral Health (DBH) Court: DBH court treatment teams consist of a judge, deputy district attorney, public defender, probation officer, case manager and clinical therapist, and a DBH liaison deputy who is part of the behavioral health team at each of the DBH courts. These court treatment teams seek ways to find supportive treatment in the community for mentally ill offenders in lieu of incarceration, and to do so without compromising public safety. Average daily caseload in the program averaged

six offenders in 2014.

Drug Court: Drug courts operate much like DBH courts in that adult offenders are released by court order and placed on probationary terms with an intense, personalized drug treatment program, and most often are provided a place to live. Upon successful completion of the program, charges against them are dismissed. Average daily caseload in the program averaged 33 offenders in 2014.

As noted in the CCP, the Department has partnered with Probation to implement several alternative detention measures. A key part of this initiative will be the use of a proven, validated, risk assessment instrument to identify program-appropriate adult offenders. The Department plans to use a new system-wide classification tool, Correctional Offender Management Profiling for Alternative Sanctions System (COMPAS), as the standard risk assessment tool for program placement. Several factors are received from the assessment that will inform staff of criminogenic needs and risk potential based on history of substance abuse, education, family, criminal activity, and social functioning. COMPAS will allow the Department to select any combination of its 22 scales to effectively assist in decision support needs, optimizing test length and administration time. COMPAS will further provide for re-testing over time to measure changes in dynamic scales.

In addition, COMPAS will also provide a complete database that will allow the Department to develop case plans and track placement outcomes, offender profiles, program participation, and caseload termination reasons. Other key features include, but are not limited to, measurement of critical risk and need areas, regression, typology, documentation of narrative reports, case supervision, and separate male and female

norms. COMPAS will also be used for the pretrial services program. Its use will help determine what interventions can be used to address jail population diversion and management. On a COMPAS assessment, case managers will have the option to place individuals in the Electronic Monitoring Program, Work Release Program, or other alternatives to incarceration.

The integrated COMPAS re-entry assessment software will allow GHRC to generate reports, track case planning, placement outcomes, program participation, caseload termination reasons, and other key case management data. With COMPAS, GHRC will have the ability to interface with other systems in the County for a seamless approach to programs and services. Case managers will use COMPAS to identify high-risk and high-need adult offenders.

The Department tracks critical data on the characteristics of the adult offender population through its jail information management system (JIMS). The database shows that the percentage of the jail population that is in pretrial status has declined in recent years, reaching a high of 69 percent in 2010 and dropping to 45 percent in 2012, reflecting the impact of AB 109 and the influx of sentenced adult offenders into the system. More recently, with the expanded use of early release on the sentenced population required to comply with court-ordered capacity limits, the pretrial population in the jail system increased back up to 48 percent in the period from January to December 2013 and by 56 percent in 2014.

The COMPAS assessment process at the beginning of the program will make clear who will benefit the most from this program and who truly can be helped. All program curricula (Thinking 4 A Change, Parenting, etc.) will be evidence-based programming.

Evidence-based curricula are essential in providing effective programming that will help meet the goals of bed reduction through lower recidivism rates.

As reported in the CCP, “Research supports that when EBP [evidence based practices] are firmly embraced, implemented, and properly monitored by a correctional agency and combined with systemic interventions, the results are a reduction in recidivism.” The construction of this program aligns with the CCP in that it creates program space that is adequate, designed for specific use, and accessible to the adult offenders with few or no safety issues due to its proximity to offender housing.

EBP and cognitive behavior therapy interventions have been incorporated into the design of the Step Housing Program. The proposed program will enhance INROADS programming offerings, creating program space that fosters a learning environment in all housing units.

The programming to be conducted in the new Step Housing Program is innovative and forward thinking. It is not a “cookie cutter” model, but instead focuses on the individual needs of the adult offenders. Upon entering Step Housing Unit One, each adult offender will meet with a case manager for a thorough assessment to create an IEP. The IEP is the adult offender’s road map to successful completion of the re-entry program. It is imperative that the needs of the individual are met. Case managers and counselors use this road map to help the adult offender stay focused on what needs to be completed, and in a specific time frame to meet the requirements of each housing step and move forward in the program.

The proposed program will foster a quality re-entry model and seamless re-entry process, consistent with its design. Classroom design and sizes will be conducive to a

learning environment. There will be access to counseling space without the need to move between buildings and sites. The designed step process prepares adult offenders one step at a time for life outside incarceration, culminating in Step Housing Unit Three, which fosters connections with the County Department of Public Health, Workforce Development, Probation, the SBCRC, and establishing and rebuilding relationships with both family and support service representatives. Visiting with family is a big part of re-entry and is a key program component in Step Housing Unit Three. Adult offenders prepare themselves to get a job, and in some cases even have work lined up prior to release. Counselors will ensure any barriers that exist will be removed prior to release.

The target population for the program is minimum-security adult offenders, which will include adult offenders in the 3-NON (non-sexual, non-violent, non-serious) category who have 18 months to serve. The program will have an ADP of 512 adult offenders. The duration of the Step Housing Program is 18 months maximum, with three to six months in each housing unit, depending on adult offender needs. Daily service numbers are based on the number of individuals that will be active in the program on a daily basis based on bed count. Adult offenders participating in the program are required to participate in extensive programming to complete the steps for successful completion. Once an adult offender completes the program and is released, another adult offender will be waiting to enter the program to fill the vacancy. Annual participant numbers are based on the average time it will take for an individual to complete the program and the attrition rates to fill the spots.

GHRC has nurtured many collaborative partnerships that will provide services within the program space and continuity through the re-entry and community supervision

process. Resource fairs will have representatives from different services, including:

1. Department of Motor Vehicles (DMV): Explains the procedures for obtaining a California Identification and Driver's License. DMV provides applications and drivers manuals for those who request them.
2. Workforce Development Department (WDD): Provides information on training and employment.
3. Department of Child Support Services (DCSS): Child support officers meet individually with those adult offenders who have current child support cases to discuss what is necessary to meet their child support requirements.
4. Delancey Street: A non-profit self-help group whose residents learn self-reliance, occupational skills, education, how to get along with others, and hopefully begin to feel a sense of self-worth so they can graduate and make a successful life in society.
5. Arrowhead Regional Medical Center (ARMC): Supplies adult offenders with information on the Medi-Cal Program, as well as other low-cost health services.
6. Sober Living Homes: Explains the significance of living in sober environments to enable addicts to maintain their sobriety while becoming productive members of society.
7. Residential Treatment: Inpatient treatment facilities give details of their in-home recovery programs which require clients to receive daily individual and group counseling for their addiction. Interested adult offenders may be referred and placed on a bed waiting list while still incarcerated.
8. Probation Officer: Educates adult offenders on probationary terms and conditions and provides information on services for DRCs where offenders continue post-release programming.

9. Counseling Programs: Social Action Community (SAC) Norton Outpatient Treatment, Vista Guidance, and Recovery Services provide information and counseling to adult offenders upon release.

10. Community-Based Organizations: Catholic Charities of San Bernardino and Riverside Counties, Goodwill, and other religious groups explain the various assistance programs they offer and case management services they provide. They will assist in areas such as shelter referrals, transportation, employment, counseling, food, etc.

11. United Way 2-1-1: The goal of 2-1-1 is to provide timely, effective access to accurate and comprehensive information and referral for the residents of the County and provide public information support in times of disaster.

Each adult offender will participate in a 60-hour WDD class prior to release. Probation officers will be available in the Step Three Housing Unit so relationships can be established and trust built prior to release. Each adult offender will receive detailed SBCRC information that will be at their fingertips should a question arise. In addition, each adult offender will have access to DRCs located in San Bernardino, West Valley, and Victorville.

This program utilizes sources of support through the San Bernardino County Homeless Partnerships that provides food, shelter, and employment services. In addition, GHRC provides bus passes and gas cards for support when adult offenders are ready to be released. The Adult Offender Welfare Committee is responsible for providing funding for adult offender services. These funds, secured through the use of telephone services and the commissary, are used to provide social workers, counselors, case managers, medical services, and program classes for the adult offenders to better

prepare them for release.

All of the instructors at GHRC are credentialed in their field of study or vocation and are required to have practical experience. Both school districts GHRC works with are accredited by Western Association of Schools and Colleges. GHRC only utilizes California Association for Alcohol/Drug Educators-certified substance abuse counselors. In addition, career development facilitators are certified. All programming staff is required to complete motivational interviewing training and must also attend a refresher course at least once a year.

In order to evaluate the performance of the Step Housing Program, the Department will contract with California State University, San Bernardino (CSUSB). CSUSB currently conducts annual evaluations of Department programs on an informal basis. Once the SB 863 funding is received, the County will seek a partnership with CSUSB to conduct academic evaluations and research to track, monitor, and report program outcomes. CSUSB will also evaluate the community impact of the programming and measuring recidivism rates. This evaluation model will be developed in collaboration with CSUSB upon grant approval.

To operate the Step Housing Program, the Department has spent considerable time analyzing appropriate staffing levels. The Department has minimized adding safety staff through design efficiencies. The Department's Inmate Services Unit will allocate existing resources to fund the required new programming positions, thereby minimizing the financial burden on the Department. Staffing for the program will total 76 FTEs. However, taking into account the existing staff that will be redeployed to support the program, the net required new staffing is 10 FTEs as shown in the following table.

Post/Position	Admin Shift 8-5	12 Hr. Days	12 Hr. Nights	Days/Week	Relief Factor	Current Staff	Step Housing Staff Requirement
Custody Housing							
Step 1 Housing Deputy		1	1	7	5.00		5
Step 2 Housing Deputy		2	2	7	5.00		10
Step 3 Housing Deputy	0	2	2	7	5.00		10
Housing Deputy						22	
Master Control							
Sheriff's Custody Specialist		1	1	7	5.00		5
Sheriff's Custody Assistant	1			5	1.20	1	1
Visiting							
Visiting Deputy	2			7	1.67	2	3
Sheriff's Custody Assistant	1			5	1.20		1
Programs							
Program Manager	1			5	1.00	1	1
ROP Deputies	4		0	5	1.20	5	5
Administrative Supervisor	1	3	3	5	1.00	1	1
Staff Analyst	1	1	1	5	1.00	1	1
Office Specialist	1	1	1	5	1.00	1	1
Alcohol & Drug Counselor	3	1	1	5	1.00	3	3
Social Worker	8	1	1	5	1.00	8	8
Instructors							
GED	2			5	1.00	2	2
High School Diploma	2			5	1.00	2	2
Anger Management	2			5	1.00	2	2
Literacy/Reading	2			5	1.00	2	2
T4C	2			5	1.00	2	2
Bakery	2			5	1.00	2	2
Culinary	2			5	1.00	2	2
Fire Crew	1			5	1.00	1	1
Computer Skills	1			5	1.00	1	1
Automotive	1			5	1.00	1	1

The Department completed a collaborative GHRC APS study and 100 percent of the program development document phase that includes the development of an architectural program statement, facility condition assessment, civil engineering analysis, space programming, operational planning, staffing plan, draft project schedule, and proposed massing diagrams.

Upon notice of conditional award, the Department will proceed with a Request for Proposals (RFP) to obtain a project architect and commence with developing architectural plans and validating the existing massing diagrams and operational program statement.

Referencing the Request for Proposal's "Project Timeline – Design-Bid-Build," the Department has done the following:

1. Developed a project schedule
2. Produced proposed massing diagrams
3. Completed CEQA (received Notice of Exemption)
4. Received San Bernardino County Board of Supervisor's Resolution

The County has a strong working knowledge of the BSCC project documents listed in the financing program and has first-hand experience in what it takes to produce a successful state-funded project, given its experience with AB 900 and SB 81 grant-funded projects. Taking all this into consideration, the County believes it is prepared to move forward immediately upon notice of conditional award.

The County's project timeline is as follows: Upon conditional notice of award from the BSCC, will provide project site assurance within 90 days and the real estate due diligence package within 120 days. The County will issue an RFP for a design architect

by December 2015. The project architect will be selected by April 2016 and will complete schematic design drawings with an operational program statement by August 2016. Design development drawings will be submitted to BSCC and the state fire marshal for review by February 2017. Construction documents (working drawings) will be completed by August 2017 and submitted for review by the BSCC and the state fire marshall. Upon approval of construction documents, the County will pre-qualify general contractors and proceed with the construction bidding process, which will be completed by March 2018. Contingent on state approval, it is presumed that authorization of a notice to proceed to the successful contractor will be issued by May 2018. The County estimates the construction phase will require 24 months to complete: from May 2018 to May 2020. Facility activation and occupancy will be complete by August 2020.

5. Budget Narrative. Describe the amounts and types of funding proposed and why each element is required to carry out the proposed project. Describe how the county will meet its funding contribution (match) requirements for all project costs in excess of the amount of state financing requested and how operational costs (including programming costs) for the facility will be sustained. The projected total cost of this project is \$102,000,000. The County is requesting \$80 million in state funding to support design and construct the proposed Step Housing Program. The project budget results from extensive review and analysis of how best to meet the program's facility requirements in a cost-effective manner. During the collaborative GHRC APS effort, the Department developed a planning concept to support design and construction of the Step Housing Program. Next, a detailed space program listing was produced. Reliance on appropriate square footage was based on Title 15 and 24

requirements. This space program quantified square footage for all new structures and utilities. Using this information, the Department generated an analysis that detailed all major project costs (i.e., underground utilities, construction fencing, superstructure costs, etc.) to be incurred during design and construction. The County Architecture and Engineering Department and other key Department personnel provided review and input. The cost analysis generated was then used to develop the budget summary table presented in this application. Projected costs account for all fees and expenditures associated with the project.

As described earlier, the Department has taken steps to ensure that the operating cost of the program is sustainable. Required security staffing can be redeployed from the current housing units that will be replaced in the construction process. Employing population management techniques to reduce population as the “bad beds” are replaced will also reduce operational costs. Additionally, the design concept of the Step Housing Program is similar to a college campus environment. The new structures will be single story in a college dormitory setting. Also, having a centralized location for toilets and showers improves project costs, because less mechanical, electrical, and plumbing materials are required. This directly affects material and labor costs. Having natural daylight penetrate the dayroom space helps to improve the building’s energy efficiency and reduces energy demand. The new housing units will replace existing housing units, both of which are 55 years old. This will be a cost savings in both maintenance and energy utilization. Finally, in the long-term, the County should realize significant savings from reducing recidivism and resulting pressure on the County’s jail system. The Step Housing Program will accommodate 512 adult offenders (18-month

maximum duration [one cycle]). In 30 years, the program would likely have graduated 10,240 adult offenders (512 adult offenders x [360 months/18 months]). After completing this intensive program, many of the adult offenders who complete this program will not re-offend, assisting in population management and cost savings.

The County is committing \$20,350,000 in cash contribution toward the project, as well as \$1,650,000 in in-kind contributions, for a total commitment of \$22,000,000.

6. Readiness to Proceed. The San Bernardino County Board of Supervisors has approved the use of \$20,350,000 in general funds as the cash match in the attached Board of Supervisors Resolution. The cash match constitutes 20 percent of the projected total project cost. The approved resolution confirms that the County has agreed to submit BSCC-required agreements, as required by the state, upon receiving notification of conditional award and upon consultation with County counsel. These agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the ground lease (includes site lease), the Right of Entry for Construction and Operation, the facility sublease, and the Certificate of Matching Funds. The County has completed the CEQA process (received and filed a Notice of Exemption). The Board of Supervisors Resolution also documents signature authority on the part of the County to execute all required documents at the appropriate times. In conclusion, the Department and County are prepared to immediately proceed with this important project upon notice of conditional award.

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

RESOLUTION NO. 2015-151

A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN BERNARDINO STATE OF CALIFORNIA, APPROVING AN APPLICATION TO THE CALIFORNIA BOARD OF STATE AND COMMUNITY CORRECTIONS, ADULT LOCAL CRIMINAL JUSTICE FACILITIES CONSTRUCTION FINANCING PROGRAM

On Tuesday, August 11, 2015, on motion of Supervisor Lovingood, duly seconded by Supervisor Hagman and carried, the following resolution is adopted by the Board of Supervisors of San Bernardino County, State of California.

WHEREAS, the State of California is making funds available through the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to provide for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California for projects approved by the State of California, Board of State and Community Corrections;

WHEREAS, the County of San Bernardino desires to participate in the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to construct a new 512-bed Step Housing Program at Glen Helen Rehabilitation Center (the "Project") whereby adult offenders participate in an intensive 18-month incentive-based learning environment using evidenced-based practices to help adult offenders with successful re-entry into society;

WHEREAS, the Board of Supervisors and the San Bernardino County Sheriff's Department recognize the value of replacing existing outdated housing units with new facilities that provide adequate space for the treatment and rehabilitation services, including mental health treatment; and

WHEREAS, the State specifies funding preference is to be given to those counties that are most prepared to proceed successfully with this financing in a timely manner. The preference criteria are as follows: (1) commitment to adequate County contribution funds, (2) approving the forms of the Project documents deemed necessary, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC), to effectuate the financing authorized by Senate Bill 863, (3) authorization to execute the financing program Project documents, and (4) documentation evidencing California Environmental Quality Act (CEQA) compliance has been completed

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

1. On August 11, 2015, the County Board of Supervisors authorized the use of \$20,350,000 from the County Glen Helen Rehabilitation Center 512-Bed Step Housing Program Reserve as the required County Cash Contribution funds and \$1,650,000 In-Kind, for a total of \$22,000,000 total match for the County's SB 863 Financing Program proposal. The County cash contribution funds have been derived exclusively from lawfully available Discretionary General Funding of the County, which consists primarily of the County's share of Property and Sales tax revenues. The County will designate a fund labeled SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility fund to better identify the County Cash Match Contributions for this Project.
2. The payment of the County cash contribution funds for the proposed 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, or any 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. The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
4. 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.
5. The County is seeking funding preference for submittal of documentation evidencing that CEQA has been fully completed for the proposed Project, and further is certifying that all related statutes of limitation have expired without challenge. The Project has been determined to be categorically exempt from further review under Section 15302 of the California Environmental Quality Act (CEQA) Guidelines (Title 14, California Code of Regulations), which allows replacement in kind for facilities with no change in use. A Notice of Exemption was filed with the Clerk of the Board on August 8, 2013 to serve as the CEQA findings for the Project. The Notice was also filed with the State Clearinghouse on August 14, 2013. The statute of limitations expired September 12, 2013.
6. The County will submit BSCC required agreements, as required by the State, upon receiving notification of conditional award and upon consultation with County Counsel. Agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the "Agreements"). The Chair of the Board of Supervisors, the Chief Executive Officer of the County, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer (collectively, the "Authorized Officers"), acting alone, and upon consultation with County Counsel, 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, each of the Agreements, in substantially the forms hereby approved. The Authorized Officers each of whom, acting alone, is authorized to approve such additions and changes to the Agreements as may be required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements. Prior to execution of any of such documents, an Authorized Officer must consult with County Counsel.
8. The following are designated: Carl Alban, Director of Architecture and Engineering Department as County Construction Administrator; Matthew Erickson, County Chief Administrative Analyst as Project Financial Officer; and Dana Gould, Sheriff's Captain, Glen Helen Rehabilitation Center as Project Contact Person.
9. An authorized county official is authorized to sign the Applicant's Agreements and submit the County's Proposal for construction funding consideration.
10. The County will adhere to State requirements and terms of the Agreements between the County, the BSCC and the SPWB in the expenditure of any State financing allocation and County contribution funds.
11. 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 ninety (90) days after Project completion.
12. The County certifies that it 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.
13. The County: (1) 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, so long as the SPWB lease-revenue bonds secured by the financed Project remain outstanding.
14. The County will attest as to the current market land value for the proposed new or expanded facility within 90 days following the BSCC's Notice of Intent to Award.

PASSED AND ADOPTED by the Board of Supervisors of the County of San Bernardino, State of California, by the following vote:

AYES: SUPERVISORS: Lovingood; Rutherford; Ramos; Hagman; Gonzales

NOES: SUPERVISORS: None

ABSENT: SUPERVISORS: None

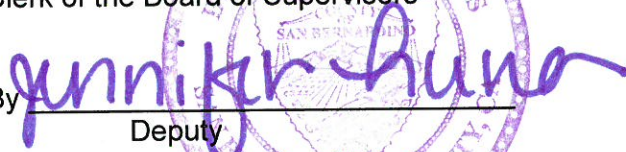
* * * * *

STATE OF CALIFORNIA)
)
 COUNTY OF SAN BERNARDINO) ss.

I, **LAURA H. WELCH**, Clerk of the Board of Supervisors of the County of San Bernardino, State of California, hereby certify the foregoing to be a full, true and correct copy of the record of the action taken by the Board of Supervisors, by vote of the members present, as the same appears in the Official Minutes of said Board at its meeting of August 11, 2015. Item 33 jll

LAURA H. WELCH
Clerk of the Board of Supervisors

By



Deputy



RESOLUTION NO. 2015-151

A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN BERNARDINO STATE OF CALIFORNIA, APPROVING AN APPLICATION TO THE CALIFORNIA BOARD OF STATE AND COMMUNITY CORRECTIONS, ADULT LOCAL CRIMINAL JUSTICE FACILITIES CONSTRUCTION FINANCING PROGRAM

On Tuesday, August 11, 2015, on motion of Supervisor Lovingood, duly seconded by Supervisor Hagman and carried, the following resolution is adopted by the Board of Supervisors of San Bernardino County, State of California.

WHEREAS, the State of California is making funds available through the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to provide for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California for projects approved by the State of California, Board of State and Community Corrections;

WHEREAS, the County of San Bernardino desires to participate in the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to construct a new 512-bed Step Housing Program at Glen Helen Rehabilitation Center (the "Project") whereby adult offenders participate in an intensive 18-month incentive-based learning environment using evidenced-based practices to help adult offenders with successful re-entry into society;

WHEREAS, the Board of Supervisors and the San Bernardino County Sheriff's Department recognize the value of replacing existing outdated housing units with new facilities that provide adequate space for the treatment and rehabilitation services, including mental health treatment; and

WHEREAS, the State specifies funding preference is to be given to those counties that are most prepared to proceed successfully with this financing in a timely manner. The preference criteria are as follows: (1) commitment to adequate County contribution funds, (2) approving the forms of the Project documents deemed necessary, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC), to effectuate the financing authorized by Senate Bill 863, (3) authorization to execute the financing program Project documents, and (4) documentation evidencing California Environmental Quality Act (CEQA) compliance has been completed

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

1. On August 11, 2015, the County Board of Supervisors authorized the use of \$20,350,000 from the County Glen Helen Rehabilitation Center 512-Bed Step Housing Program Reserve as the required County Cash Contribution funds and \$1,650,000 In-Kind, for a total of \$22,000,000 total match for the County's SB 863 Financing Program proposal. The County cash contribution funds have been derived exclusively from lawfully available Discretionary General Funding of the County, which consists primarily of the County's share of Property and Sales tax revenues. The County will designate a fund labeled SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility fund to better identify the County Cash Match Contributions for this Project.
2. The payment of the County cash contribution funds for the proposed 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, or any 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. The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
4. 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.
5. The County is seeking funding preference for submittal of documentation evidencing that CEQA has been fully completed for the proposed Project, and further is certifying that all related statutes of limitation have expired without challenge. The Project has been determined to be categorically exempt from further review under Section 15302 of the California Environmental Quality Act (CEQA) Guidelines (Title 14, California Code of Regulations), which allows replacement in kind for facilities with no change in use. A Notice of Exemption was filed with the Clerk of the Board on August 8, 2013 to serve as the CEQA findings for the Project. The Notice was also filed with the State Clearinghouse on August 14, 2013. The statute of limitations expired September 12, 2013.
6. The County will submit BSCC required agreements, as required by the State, upon receiving notification of conditional award and upon consultation with County Counsel. Agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the "Agreements"). The Chair of the Board of Supervisors, the Chief Executive Officer of the County, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer (collectively, the "Authorized Officers"), acting alone, and upon consultation with County Counsel, 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, each of the Agreements, in substantially the forms hereby approved. The Authorized Officers each of whom, acting alone, is authorized to approve such additions and changes to the Agreements as may be required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements. Prior to execution of any of such documents, an Authorized Officer must consult with County Counsel.
8. The following are designated: Carl Alban, Director of Architecture and Engineering Department as County Construction Administrator; Matthew Erickson, County Chief Administrative Analyst as Project Financial Officer; and Dana Gould, Sheriff's Captain, Glen Helen Rehabilitation Center as Project Contact Person.
9. An authorized county official is authorized to sign the Applicant's Agreements and submit the County's Proposal for construction funding consideration.
10. The County will adhere to State requirements and terms of the Agreements between the County, the BSCC and the SPWB in the expenditure of any State financing allocation and County contribution funds.
11. 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 ninety (90) days after Project completion.
12. The County certifies that it 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.
13. The County: (1) 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, so long as the SPWB lease-revenue bonds secured by the financed Project remain outstanding.
14. The County will attest as to the current market land value for the proposed new or expanded facility within 90 days following the BSCC's Notice of Intent to Award.

PASSED AND ADOPTED by the Board of Supervisors of the County of San Bernardino, State of California, by the following vote:

AYES: SUPERVISORS: Lovingood; Rutherford; Ramos; Hagman; Gonzales

NOES: SUPERVISORS: None

ABSENT: SUPERVISORS: None

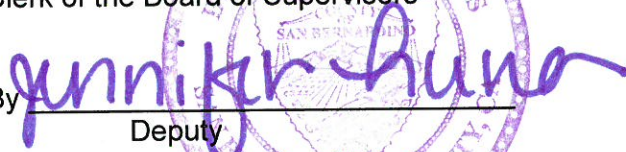
* * * * *

STATE OF CALIFORNIA)
)
 COUNTY OF SAN BERNARDINO) ss.

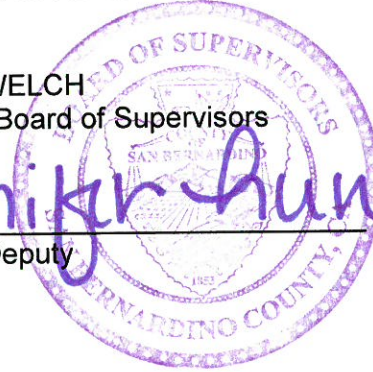
I, **LAURA H. WELCH**, Clerk of the Board of Supervisors of the County of San Bernardino, State of California, hereby certify the foregoing to be a full, true and correct copy of the record of the action taken by the Board of Supervisors, by vote of the members present, as the same appears in the Official Minutes of said Board at its meeting of August 11, 2015. Item 33 jll

LAURA H. WELCH
Clerk of the Board of Supervisors

By



Deputy



CEQA

Notice of Exemption

Receipt # 438555

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

From: County of San Bernardino
Special Districts Department
157 West Fifth Street, Second Floor
San Bernardino, CA 92415-0450

Clerk of the Board of Supervisors
County of San Bernardino
385 North Arrowhead Avenue, Second Floor
San Bernardino, CA 92415-0130

2013088116

PROJECT DESCRIPTION

The proposed project consists of replacement of 720 inmate housing units with 512 units, the construction of a new visitor center, and construction of a technology center at the existing Glen Helen Rehabilitation Center. The GHRC comprises approximately 34 acres. The proposed project includes the relocation of inmates to the new housing units.

Location: Glen Helen Rehabilitation Center, 18000 West Institution Road, Devore, CA 92407

APPLICANT

County of San Bernardino
Architecture & Engineering Department
385 North Arrowhead Avenue
San Bernardino, CA 92415-0184

REPRESENTATIVE

Carrie Hyke, District Planner
Special Districts Department

DATE FILED & POSTED

State Clearinghouse Number: N/A

Carrie Hyke, District Planner
Lead Agency Contact Person

(909) 387- 5530
Area Code/Telephone Number

Exempt Status: (check one)

- Ministerial [Sec. 21080(b)(1); 15268];
- Declared Emergency [Sec. 21080(b)(3); 15269(a)];
- Emergency Project [Sec. 21080(b)(2); 15269(b)(c)];
- Categorical Exemption. State type and section number: Section 15302, Class 2, Replacement or Reconstruction
- Statutory Exemptions. State code number:

Reasons why Project is exempt: Section 15302, Class 2, Replacement or Reconstruction. The Project consists of the replacement of 720 inmate housing units with 512 units, the construction of a new visitor center, and construction of a technology center. No increase in the number of inmates would result from this project.

Carrie Hyke
Signature (Public Agency)

August 8, 2013 District Planner
Date Title

Signed by Lead Agency Signed by Applicant

Date received for filing at OPR: _____

RECEIVED
AUG 14 2013
STATE CLEARING HOUSE



Interoffice Memo

DATE: August 1, 2015

PHONE: (909) 387-4322

FROM: DAWN M. MESSER
Deputy County Counsel
County Counsel

TO: NINA JAMSEN
Captain, GHRC
Sheriff's Department

CONFIDENTIAL
ATTORNEY-CLIENT PRIVILEGE

SUBJECT

**CEQA COMPLIANCE FOR GLEN HELEN REHABILITATION CENTER
SB 863 APPLICATION**

As part of the SB 863 proposal, the Notice of Exemption is provided. The County Clerk of the Board stamped the filing date as "AUG 08 2013". The State Clearinghouse subsequently received the Notice of Exemption and stamped a date of "AUG 14 2013".

The CEQA Guidelines section 15112 outlines the statute of limitations periods, and 15112 (c)(2) states the statute of limitations period for a Notice of Exemption is 35 days. Thus, the statute of limitations period would have ended 35 days after August 8, 2013, at the close of business on September 12, 2013. As the County received no challenges or appeals of any kind before that date, the statute of limitations period is considered closed. In fact, the County did not receive any challenges to the Notice of Exemption.

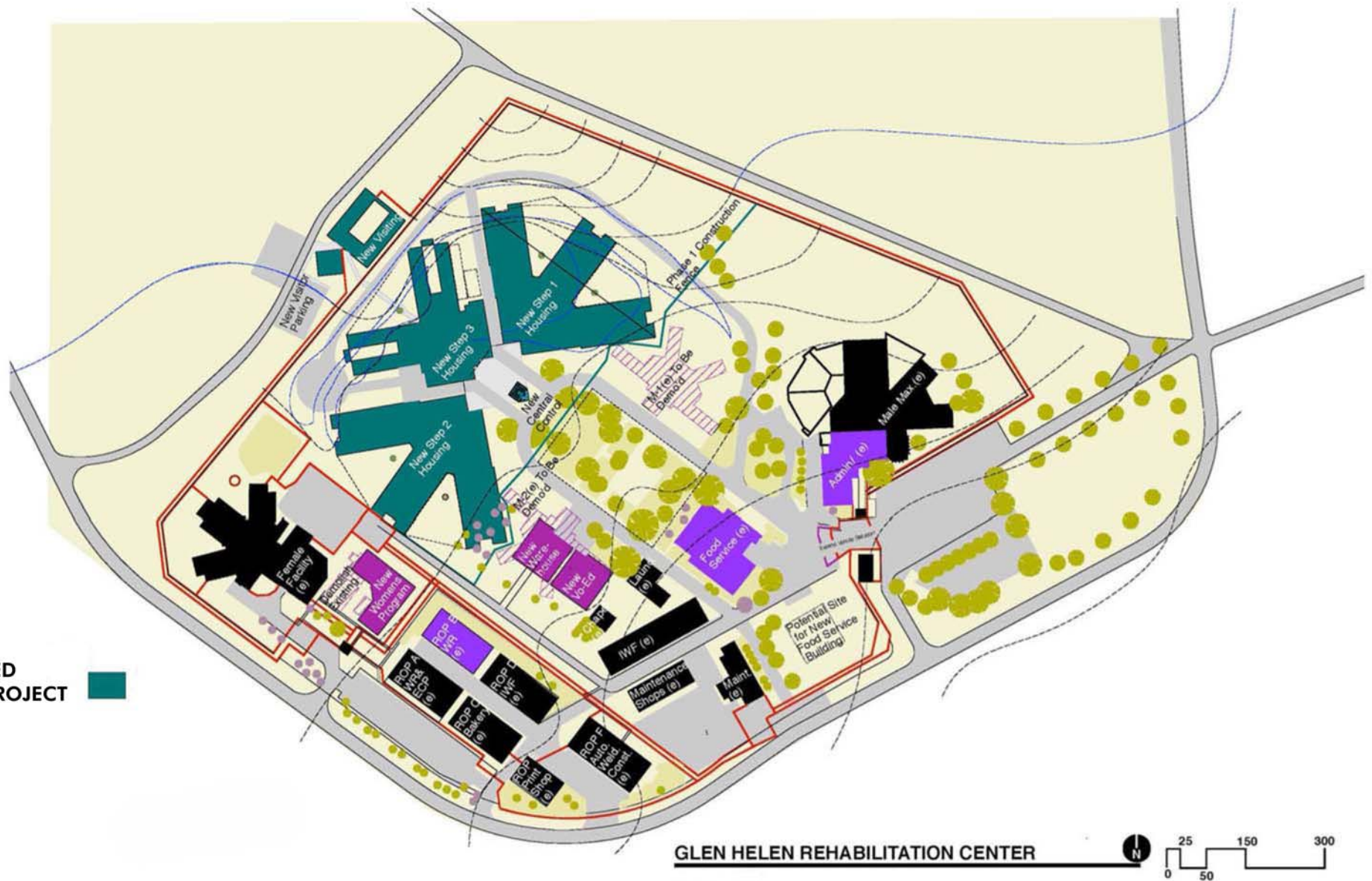
JEAN-RENE BASLE
County Counsel


DAWN M. MESSER
Deputy County Counsel

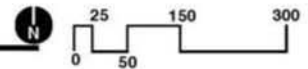
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#2DF2935

ATTACHMENTS

PROPOSED
SB 863 PROJECT



GLEN HELEN REHABILITATION CENTER



PROPOSED MASSING DIAGRAM: SITE PLAN



GLEN HELEN REHABILITATION CENTER PROGRAM

STEP I

Monday - Friday	Dayroom	Classroom 1	Classroom 2	Classroom 3	Classroom 3	Multipurpose Room	Vocation
AUTOMOTIVE 7 am - 3 pm							12
WELDING 7 am - 3 pm							12
HVAC							
BAKERY 3 am - 3:30 Pm							
CULINARY Mon / Wed 12 pm - 2 pm							
LIVING SKILLS Mon / Wed 7 am - 8 am		19	19				
PARENTING Mon / Wed 7 am - 8 am				15	15		
PRE-RELEASE Tue / Thur 12 pm - 1 pm				15	15		
SUBSTANCE ABUSE Tue / Thur 12 pm - 2 pm		15	15				
T.A.L.K. Mon / Thur 6 pm - 7:30 pm							
128 TOTAL		34	34	30	30		24
AA/NA MEETINGS 6 pm - 7:30 pm						Tues	
RELIGIOUS SERVICES 12 pm - 1 pm / 7 pm - 8 pm						Sun/Mon	

STEP II

Monday - Friday	Dayroom	Classroom 1	Classroom 2	Classroom 3	Classroom 4	Multipurpose Room	Vocation
GED 5 pm - 7 pm		21	21				
HIGH SCHOOL DIPLOMA 5 pm - 7 pm				15	15		
AM BAKERY 3 am - 9:30 am							30
PM BAKERY 9 am - 3:30 pm							30
CULINARY 1:30 am - 6 pm							12
FIRE CREW 9 am - 5 pm							40
Monday / Wednesday / Friday							
ANGER 7 am - 9 pm / 12 pm - 2 pm		15	15				
COMPUTERS 7 am - 9 am / 12 pm - 2 pm						30	
THINKING 4 A CHANGE 12 pm - 2 pm				15	15		
SUBSTANCE ABUSE 7 am - 9 am / 12 pm - 2 pm		15	15				
192 TOTAL		51	51	30	30	30	112
AA/NA MEETINGS 6 pm - 7:30 pm						Tues	
RELIGIOUS SERVICES 12 pm - 1 pm / 7 pm - 8 pm						Sun/Mon	

STEP III

Monday - Friday	Dayroom	Classroom 1	Classroom 2	Classroom 3	Classroom 4	Multipurpose Room	
GED 5 pm - 7 pm		21	21				
HIGH SCHOOL DIPLOMA 5 pm - 7 pm				15	15		
ANGER 7 am - 9 am / 12 pm - 2 pm		15	15	15			
LITERACY							
THINKING 4 A CHANGE 7 am - 9 am / 12 pm - 2 pm				15	15		
SUBSTANCE ABUSE 7 am - 9 am / 12 pm - 2 pm		15	15	15			
192 TOTAL		51	51	60	30		
AA/NA MEETINGS 6 pm - 7 pm						Wed / Fri	
RELIGIOUS SERVICES 1 pm - 2 pm / 6 pm - 7pm / 6:30 pm - 7:30 pm						Sun / Mon / Thur	



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

This document is not to be reformatted.

SECTION 1: PROJECT INFORMATION

A. APPLICANT INFORMATION AND PROPOSAL TYPE				
COUNTY NAME San Bernardino County		STATE FINANCING REQUESTED \$ 80,000,000.00		
SMALL COUNTY (200,000 and UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001 + GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>		
TYPE OF PROPOSAL – INDIVIDUAL COUNTY FACILITY /REGIONAL FACILITY PLEASE CHECK ONE (ONLY):				
INDIVIDUAL COUNTY FACILITY <input checked="" type="checkbox"/>		REGIONAL FACILITY <input type="checkbox"/>		
B: BRIEF PROJECT DESCRIPTION				
FACILITY NAME Glen Helen Rehabilitation Center				
PROJECT DESCRIPTION New 512-Bed Step Housing Program; inmates participate in intensive 18-month incentive-based learning environment using Evidence-Based Practices helping inmates with successful re-entry.				
STREET ADDRESS 18000 Institution Road				
CITY Devore		STATE CA		ZIP CODE 92407
C. SCOPE OF WORK – INDICATE FACILITY TYPE <u>AND</u> CHECK ALL BOXES THAT APPLY.				
FACILITY TYPE (II, III or IV) Type II	<input type="checkbox"/> NEW STAND-ALONE FACILITY	<input type="checkbox"/> RENOVATION/ REMODELING	<input checked="" type="checkbox"/> CONSTRUCTING BEDS OR OTHER SPACE AT EXISTING FACILITY	
D. BEDS CONSTRUCTED – Provide the number of BSCC-rated beds and non-rated special use beds that will be subject to construction as a result of the project, <u>whether remodel/renovation or new construction.</u>				
	A. MINIMUM SECURITY BEDS	B. MEDIUM SECURITY BEDS	C. MAXIMUM SECURITY BEDS	D. SPECIAL USE BEDS
Number of beds constructed	512	N/A	N/A	N/A
TOTAL BEDS (A+B+C+D)	512 (Replacing M-1 and M-2 720 beds net reduction of 208 beds).			

E. APPLICANT'S AGREEMENT

By signing this application, the authorized person assures that: a) the County will abide by the laws, regulations, policies, and procedures governing this financing program; and, b) certifies that the information contained in this proposal form, budget, narrative, and attachments is true and correct to the best of his/her knowledge.

PERSON AUTHORIZED TO SIGN AGREEMENT

NAME James Ramos

TITLE Chair, Board of Supervisors

AUTHORIZED PERSON'S SIGNATURE

DATE

8/18/15

F. DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

COUNTY CONSTRUCTION ADMINISTRATOR

NAME Carl Alban

TITLE Director

DEPARTMENT

Architecture and Engineering

TELEPHONE NUMBER

909-387-5000

STREET ADDRESS

385 North Arrowhead Avenue, Third Floor

CITY

San Bernardino

STATE

CA

ZIP CODE

92415

E-MAIL ADDRESS

calban@ae.sbcounty.gov

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 Matthew Erickson

TITLE Chief Administrative Analyst

DEPARTMENT

County Administrative Office

TELEPHONE NUMBER

909-387-3937

STREET ADDRESS

385 North Arrowhead Avenue

CITY

San Bernardino

STATE

CA

ZIP CODE

92415

E-MAIL ADDRESS

merickson@cao.sbcounty.gov

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 Dana Gould

TITLE Captain

DEPARTMENT

San Bernardino County Sheriff's Department

TELEPHONE NUMBER

909-473-2511

STREET ADDRESS

18000 Institution Road

CITY

San Bernardino

STATE

CA

ZIP CODE

92407

E-MAIL ADDRESS

dgould@sbcasd.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	\$ 80,000,000.00	\$ 7,500,000.00		\$ 87,500,000.00
2. Additional Eligible Costs*	\$ 0.00	\$ 2,000,000.00		\$ 2,000,000.00
3. Architectural	\$ 0.00	\$ 6,100,000.00		\$ 6,100,000.00
4. Project/Construction Management	\$ 0.00	\$ 4,530,000.00		\$ 4,530,000.00
5. CEQA	\$ 0.00	\$ 0.00		\$ 0.00
6. State Agency Fees**	\$ 0.00	\$ 150,000.00		\$ 150,000.00
7. Audit		\$ 50,000.00	\$ 0.00	\$ 50,000.00
8. Needs Assessment		\$ 20,000.00	\$ 0.00	\$ 20,000.00
9. Transition Planning		\$ 0.00	\$ 0.00	\$ 0.00
10. County Administration			\$ 1,650,000.00	\$ 1,650,000.00
11. Land Value			\$ 0.00	\$ 0.00
TOTAL PROJECT COSTS	\$ 80,000,000.00	\$ 20,350,000.00	\$ 1,650,000.00	\$ 102,000,000.00
PERCENT OF TOTAL	78.43%	19.95 %	1.62 %	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): All estimated costs have been determined by CGL and reviewed by Cumming Corporation as a secondary independent cost review. The costs were derived from

historical values from similar projects completed in the past. Construction includes all materials and labor, bonds and insurance, contractors fee, escalation to mid-point of construction, and construction contingency.

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: Cost included are for Building Permits, Surveys, and Geotechnical Reports.

b) Moveable equipment and moveable furnishings total amount: Furniture, Fixture, and Equipment (FFE) costs are included within the eligible costs. FFE total cost is \$1,650,000.00

c) Public art total amount: \$0.00

3. Architectural(state reimbursement/cash match): a) Describe the county's current stage in the architectural process: San Bernardino County has completed a GHRC Architectural Program Statement; this document includes a program statement, operational narrative, space planning, proposed massing diagrams, and a cost model. Since the project methodology is Design-Bid-Build, San Bernardino County is poised and ready to issue an RFP for design services.

b) Given the approval requirements of the State Public Works Board (SPWB) and associated state reimbursement parameters (see "State Lease Revenue Bond Financing" section in the RFP), define which portions/phases of the architectural services the county intends to seek state dollar reimbursement: The current estimate of construction cost requires the architectural services to be funded as a cash match by San Bernardino County. As the design progresses and the cost of construction become better defined, these costs may become eligible for state reimbursement.

c) Define the budgeted amount for what is described in b) above: This cost includes the full scope of services from the Architect of Record for developing and completing construction documents, bidding related services, and providing construction administration services through construction and project close-out.

d) Define which portion/phases of the architectural services the county intends to cover with county contribution dollars: San Bernardino County plans to incur the cost for architectural services; including design and engineering fees. As the design progresses and the cost of construction become better defined, these costs may become eligible for state reimbursement.

e) Define the budgeted amount for what is described in d) above: All estimated costs have been determined by CGL and reviewed by Cumming Corporation as a secondary independent cost review. The costs were derived from historical values from similar

projects completed in the past. Estimated costs include design and engineering fees defined as, but not limited to, the following: geotechnical analysis, soils report, land use studies, and design / engineering contingencies.

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

a) Cash – Project/Construction Management includes those services, labor compliance, testing and inspection.

b) In-Kind – N/A

5. CEQA – may be state reimbursement (consultant or contractor) or cash match: Cost for CEQA (Notice of Exemption) \$ 0.00

6. State Agency Fees – Counties should consider approximate costs for the SFM review which may be county cash contribution (match). \$150,000.00 for the state fire marshal costs and additional state agency fees which may be county cash contribution (match).

7. Audit of Grant - Define whether the county is intending to use independent county auditor (in-kind) or services of contracted auditor (cash) and amount budgeted: San Bernardino County will use an independent auditor.

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): San Bernardino County hired a consultant to review, update, and assist in writing the Needs Assessment; consultant cost was \$20,000.00.

9. Transition Planning – Define work performed by county staff (in-kind), define the staff hired specifically for the proposed project (cash match): San Bernardino County intends to self-fund all transition related activities and will not be claiming those costs as any portion of the match.

10. County Administration – Define the county staff salaries/benefits directly associated with the proposed project. This cost is approximately 1.8% of construction costs. From previous experience, San Bernardino County believes this percentage is within typical range. Budgeted cost is \$1,650,000.00, which includes a conservative dollar figure to cover the salary and full burden of benefits for the County employees assigned to work on the project through completion and close-out. The in-kind services to be performed by the County team include a project manager for administrative support following the conditional award and through project close-out and commissioning, and a full-time inspector during the construction and close-out activities. These services also include the work to be performed by a Deputy County Counsel in support of the project. Billing rates for all of the services to be provided by the County team are established by the Board of Supervisors on an annual basis.

11. Site Acquisition - Describe the cost or current fair market value (in-kind): San Bernardino County is still determining the value of the land that will be used for the proposed project and will not be claiming the cost as any portion of the match.

SECTION 3: PROJECT TIMETABLE

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

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>	11/12/15	02/09/16	BOS Resolution assess project site is suitable for building
Real estate due diligence package submitted within 120 days of award	11/12/15	03/10/16	BSCC R/E Due Diligence Pack
SPWB meeting – Project established <u>within 18 months of award</u>	11/12/15	05/13/16	Project Established to enable county to proceed w/preliminary plans
Schematic Design with Operational Program Statement <u>within 24 months of award</u> (design-bid-build projects)	05/14/16	09/14/16	Schematic design drawings completed and submitted to BSCC/SFM for review
Performance criteria with Operational Program Statement <u>within 30 months of award</u> (design-build projects)	N/A	N/A	N/A
Design Development (preliminary drawings) with Staffing Plan	11/01/16	02/28/17	Design development drawings completed and submitted to BSCC/SFM for review
Staffing/Operating Cost Analysis approved by the Board of Supervisors	09/01/16	12/01/16	
Construction Documents (working drawings)	05/01/17	08/31/17	Complete construction documents and submit to BSCC/SFM
Construction Bids or Design-Build Solicitation	01/10/18	03/10/18	Solicit construction bids
Notice to Proceed <u>within 42 months of award</u>	04/01/18	05/31/18	
Construction (maximum three years to complete)	06/01/18	05/31/20	
Staffing/Occupancy <u>within 90 days of completion</u>	06/01/20	08/29/20	Transition occurs prior to Construction completion.

SECTION 4: FACT SHEET

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

Table 1: Provide the following information

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

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

	Facility Name	RC	ADP
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			

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

Pre-Trial Program		ADP
1.		
2.		
3.		
4.		
5.		
6.		
Sentences Offender Program		ADP
1.		
2.		
3.		
4.		
5.		
6.		

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

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

SECTION 5: NARRATIVE

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 San Bernardino County (County) Sheriff's Department (Department) Needs Assessment contains a thorough presentation of the methodologies used, a description of detention facilities, the elements of the system, and the Department's philosophies on jail operation and design. It contains descriptions of the current adult offender population, the classification system used by the Department, an examination of programming needs and alternatives to detention, and an analysis of local trends that have affected or may have a future impact on the need for jail beds in the County. This assessment also examines the adequacy of current staffing levels and the Department staff's ability to provide visual supervision and to keep adequate records. Finally, it discusses the Department's history of complying with standards and briefly identifies some unresolved issues.

The issues facing the County criminal justice system took a major turn with the passage of the Public Safety Realignment Act - Assembly Bill 109 (AB 109), which was signed into law in April 2011 to address the State of California's prison overcrowding, litigation, and financial shortfalls. AB 109 is a significant change in the way the State of California and its criminal justice system do business. In an attempt to manage its unsustainable prison system, the state has realigned responsibility, specifically for lower-level adult offenders and parolees, by transferring housing, detention, and probation responsibility from the California Department of Corrections and Rehabilitation

to local criminal justice systems. AB 109 was implemented in October 2011. The County's jail system Average Daily Population (ADP) has trended upward since 2011, largely due to the impact of AB 109. In 2011, the ADP was 5,404. By 2014, the opening of new capacity at High Desert Detention Center allowed the ADP to reach 6,236, an increase of 832 adult offenders. This happened despite the enhancement of release protocols aimed at reducing the jail population and substantial efforts in the community to reduce recidivism.

In 2012, an average of 391 adult offenders were early-released each month. By 2014, early releases remained at an average of 339 adult offenders per month. Still, moving enough adult offenders to meet peak demand is challenging because even the best candidates for such a move may have classification scores or medical conditions that push the boundaries of the capabilities at the receiving facilities. Currently, adult offenders serving one year or less are placed in alternative custody programs to vacate beds.

As stated in the Needs Assessment, with the implementation of AB 109, the Department needs 7,145 beds in 2015, growing to 7,346 beds by 2019. Additional capacity would be required to achieve the Department's stated policy of enhancing the public safety by eliminating early releases. However, with funding restrictions, increasing system capacity by this amount is not feasible, and a mixture of targeted in-custody programming and non-custody alternatives are necessary to reduce population levels.

The Department also has a substantial need for program space. At this time, the following represents available program space Department-wide:

- Two classrooms to support a population of 3,000 adult offenders at West Valley Detention Center (WVDC)
- No program space for 1,100 adult offenders at Central Detention Center (CDC)
- Seventeen program rooms for High Desert Detention Center (HDDC), a facility with capacity for 2,098 adult offenders
- One classroom in the M1 housing unit (converted from a phone room), seven stand-alone modular classrooms, and one classroom within the female maximum security unit at Glen Helen Rehabilitation Center (GHRC)

With the exception of HDDC, the jails in the Department were not constructed with an objective of facilitating extended rehabilitation programs. Therefore, managers of the existing jails face the challenge of providing enhanced programming in spaces designed under a different paradigm. The previous jails were designed as human warehouses. The current GHRC Minimum Units 1 and 2 were constructed in the 1960s and are antiquated and inefficient. Their design does not support the approach of providing enhanced programming services. Given the age of the facilities, they do not support the principles of direct supervision and have some difficulties complying with the Americans with Disabilities Act (ADA). In 2013, the Department conducted a facility condition assessment which supports this conclusion regarding ADA compliance and is working to improve access.

These facilities are inadequate to meet the Department's current program needs and are totally insufficient to support any future vision for developing comprehensive, state-of-the-art re-entry programming. Moreover, the Department's leadership realized that it cannot mitigate or generate lasting, sustainable change in the County's offender

population by simply building more beds or even by releasing adult offenders early. Neither addresses the real issue. Instead, the Department chose to focus on the real customer, the adult offender. The time is now for embracing a correctional paradigm shift that recognizes the importance of properly preparing the adult offender for re-entry to halt the cycle of incarceration, release, re-offense, and re-incarceration. As re-entry programs are developed and refined, adult offenders will be better prepared to return to the community without re-offending. They will then be more successful upon release and less likely to return to county jail or state prison. Successful re-entry programs, by definition, will keep people out of jails and prisons, relieving crowding in these systems while improving public safety.

The incentivized Step Housing Program proposed in this project will address these needs through the construction of a transitional facility that takes into account the actual need for adequate program space for the matrix of classes deemed necessary for successful re-entry. Participating adult offenders will be seen as future citizens of the community. This proposed program will focus on their successful transition into society.

The Department has committed to creating a model jail at GHRC that will enable this correctional services paradigm shift, focusing on rehabilitation of offenders through intensive evidence-based practices (EBP) and cognitive behavioral therapy, which will improve their opportunities to successfully re-enter society. GHRC opened in 1960 and has 1,446 beds, of which 1,064 are BSCC-rated. The 2014 ADP for GHRC was 1,218. For some time, the facility has been the primary jail for housing sentenced adult offenders. To alleviate overcrowding at the other Type II jails in the Department, GHRC has been forced to house non-sentenced adult offenders. Working under these

circumstances has created significant pressure in how GHRC operates and manages its correctional services. To alleviate that pressure, GHRC must readjust its focus towards one that is beneficial to the adult offender and local community.

The Department's vision for the future GHRC is as follows: *"The new GHRC will become the model jail within the Department that will enable a correctional services paradigm shift to include a greater focus on rehabilitation for adult offenders through intensive programming, improving their opportunities to re-enter society. GHRC will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. A byproduct of this endeavor is likely to minimize recidivism."*

To achieve this vision, the Department has established the following goals to be accomplished through the future GHRC:

- Goal 1:** Provide jail facilities that are safe, secure, humane, incentivized, and cost-effective.
- Goal 2:** Advocate a catalyst for change in the lives of offenders by providing cost-effective programs and community corrections alternatives, fostering a correctional setting that encourages a learning environment.
- Goal 3:** Promote the development of a professional, accountable, and respectful work environment.

The design of the future GHRC will play a major role in the achievement of Goal #2. To achieve this goal, the Department has spent a considerable amount of resources developing a GHRC Architectural Program Statement (APS). Several key Department

stakeholders participated in this endeavor. Through this process, the Department concluded that achievement of Goal #2 and creation of lasting, sustainable change for the County's jail system is best served by design and construction of an incentivized Step Housing Program that includes new housing units, along with appropriate infrastructure and support facilities, with the intent of expanding the Department's core re-entry program, Inmate Rehabilitation through Occupational and Academic Development Systems (INROADS).

The Department realizes there are great benefits in supporting programs that equip adult offenders with the cognitive behavior therapy tools required for successful reintegration back into the community. The Department is committed to building better buildings with attached program space, creating a learning environment conducive to reducing recidivism, and aiding adult offenders in becoming better citizens as they re-enter the community.

The cornerstone of this program is a collaborative partnership developed to provide a comprehensive system of re-entry services utilizing community stakeholders, various services, and private industry groups. This process was outlined in the San Bernardino County Community Corrections Plan (CCP), dated July 1, 2014. The GHRC Facility Commander and INROADS Program Director were fully engaged in the development of this program. Further input was received from adult offender welfare representatives and other key Department staff. The Department also conducted research on how evidence-based programming would work within the Department. Included in this research were informational interviews with successful program-intensive correctional settings. Numerous meetings were held with key staff to determine the types of program

classes needed for successful re-entry. It was of greatest importance to choose programs that were targeted to individual offender needs.

The proposed program will ultimately assist in managing the jail population through the implementation of evidence-based curricula and classes that allow adult offenders to proceed through the incentivized Step Housing Program. Program participants will have enhanced freedom and privileges including, but not limited to, contact visiting, family reunification through the Teaching and Loving Kids (T.A.L.K.) Program, taking care of a pet, spending time with families to get reacquainted, time management, job and resource fairs, and vocational classes. Adult offenders will live in a learning community similar to a college dormitory setting. Single-person rooms are available for those who progress through the Step Housing Program and learn to be accountable to each other, family, and ultimately themselves. Having successfully completed this program, adult offenders will be better equipped for life outside incarceration.

GHRC will also continue to utilize alternatives to incarceration to manage the jail population. These alternatives include day reporting centers (DRC) operated by the County Probation Department (Probation), which are “one stop” programs where structured resources such as mental health, physical health, education, and vocational training are made available. Home confinement and house arrest will continue to be utilized by both the Department and Probation, requiring offenders to remain under curfew in their homes for a specified number of hours per day or week. They are usually permitted to leave their home for approved activities such as employment or activities approved by Department staff or their probation officer. Electronic monitoring and global positioning systems (GPS) may be utilized based on the offender’s compliance.

Electronic monitoring and GPS are usually used in combination with home confinement to ensure compliance. The Work Release Program will be used for those offenders with probation violations. Those released to their communities early may be required to complete a portion of their sentence in Work Release, working closely with Department staff to ensure adherence to rules and reporting. All of these alternatives are outlined in the CCP.

Providing the right tools for success for each adult offender will help decrease recidivism and assist in managing the jail population. After adult offenders re-enter society from the Step Housing Program, they will be assigned a case manager and have a clear knowledge of all the available support functions offered in the County, e.g., San Bernardino County Re-entry Collaborative (SBCRC), United Way 2-1-1, County Department of Behavioral Health (DBH), and usage of the DRCs located in the County.

The Department will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. The Department believes that upon receiving SB 863 funding, the enhancement of INROADS in new facility housing designed to complement program goals and service delivery will further improve the recidivism rate for those who complete the program, thereby creating significant benefit for the County. The Department requires the funding to build new beds and program space at GHRC to achieve this benefit. The goal of this program is to minimize recidivism, which ultimately will reduce the system's bed needs.

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. The Step Housing Program consists of new, stand-alone three-step housing units totaling 512 beds. These housing units and integrated program areas are an innovative concept designed to offer improved housing options and appropriate space for re-entry programs. This approach is intended to serve as the last step in the incarceration process prior to the adult offender's re-entry into the community. Adult offenders in the program will spend up to 18 months in the program, typically with three to six months in each housing unit, depending on adult offender needs. Each housing unit is designed to accommodate incentivized rewards.

The Step One Housing Unit will be a secure building with access controlled by the new Central Control. The 192-bed Step One Housing Unit is organized with three wings of eight dorms with 8 dorm beds each, for a total of 64 beds per wing. The dorms are defined by full height walls, but open to the main passageway. These wings radiate from a central open space that includes dayroom and dining activities. Access to adult offender toilet/shower, outdoor recreation, counselors, medical exam room, as well as all adult offender-accessible rooms, is directly from the central open area or the main passageway. Adjacent to the central open space are education and program spaces that are readily supervised by staff within the facility. The Step One Housing Program includes opportunities for GED, high school, anger management, Thinking 4 A Change, substance abuse programs, and religious services.

The Step Two Housing Unit will be constructed of durable materials for low maintenance, with security established beyond the perimeter of the housing unit.

Central Control will monitor access only. The 192-bed Step Two Housing Unit is also organized with three wings of eight dorms with 8 dorm beds each, for a total of 64 beds per wing. The dorms are defined by full height walls, but open to the main passageway. Additionally, the beds will be separated by a partial height wall (pony wall). This will reinforce the idea that each adult offender has earned a “home.” These wings radiate from a central open space that includes dayroom and dining activities. Access to adult offender toilet/shower, outdoor recreation, counselors, and medical exam room, as well as all adult offender-accessible rooms, is directly from the central open area or the main passageway. Adjacent to the central open space are education and program spaces that are readily supervised by staff within the facility. Step Two adult offenders will participate in evidence-based programs and have access to vocational education programs: bakery, culinary arts, auto repair, HVAC, landscaping, and welding. Locating housing adjacent to the existing vocational education area will minimize adult offender movement.

The Step Three Housing Unit will be constructed of durable materials for low maintenance, with security established beyond the perimeter of the housing unit. Central Control will monitor access only. The 128-bed Step Three Housing Unit is organized with two wings of 64 single sleeping areas. Adult offenders in Step Three will have earned the right to have their own “home” and to be able to secure their own space. The adult offender can shut and lock their doors, yet staff will still have access, and the adult offender can walk directly out without a key. Access to adult offender toilet/shower, outdoor recreation, counselors, exam room, as well as all adult offender-accessible rooms, is directly from the central open area or the main

passageway. Adjacent to the central open space are education and program spaces that are readily supervised by staff within the facility. An additional earned opportunity achieved in Step Three is the extended family component and peer support. New spaces located in the new visiting area are specifically designed for a variety of settings: multi-purpose rooms with divisible walls to allow for room size flexibility, an outdoor children's play area, and an outside picnic area.

Step Three adult offenders will have access to the same vocational education programs described for Step Two, as well as workforce development training and re-entry support. Additionally, Step Three adult offenders will have earned the right to have access to the greenhouse and to have a dog. Upon completion of Step Three, the adult offender is prepared for a successful transition back into the community.

The new Central Control will be operated 24 hours per day, 7 days per week, 365 days per year, and safety staff will be positioned to monitor access/egress of all housing units. The new Central Control will have remote control capability on all doors for Step Housing Unit One. The new Central Control will be technically connected to the existing GHRC central control area by electronic functions. Additionally, the proposed construction will install security cameras throughout the housing units and along the security fence, allowing Central Control to monitor and record movement.

In summary, key components of project scope for development of the Step Housing Program will include:

- Three step housing units: two 192-bed and one 128-bed minimum security re-entry program housing units at GHRC
- New program spaces contained in the new housing units

- New Central Control building
- New visitation building and parking
- New video visiting kiosks adjacent to new visitation building and parking
- Underground utilities (gas, sewer, water, low voltage)
- Roads/pathways throughout GHRC (i.e., from housing units to kitchen and paved road around housing units)
- Security systems (cameras throughout entire campus, in housing units, along fence, etc.) connect existing bridge with new Central Control
- Replacement of existing M1 and M2 housing units

These project elements will support expanding INROADS programming opportunities as the catalyst to generating lasting, sustainable change throughout the County. This approach was developed through a collaborative GHRC architectural planning process in which the Department has determined:

1. Using existing, outdated facilities at GHRC was not viable.
2. The GHRC campus has adequate land and utilities availability to design and construct new facilities for enhancing INROADS.
3. Design and construction principles should focus on enhancing INROADS, including a realignment of focus on the adult offender as the “real customer” and creating a facility design that reflects housing opportunities that respect the customer (adult offender).

The project design shows housing units, program services, and support services oriented in close proximity to take advantage of spatial efficiencies (leading to improved operations and programming). The layout of the housing is consistent with the direct

supervision model, maximizing clear lines of sight, increased supervision by officers, and appropriate housing units and staff-to-inmate ratios. Program space will support transitional support services and facilities for pre- and post-inmates, offering opportunities for collaboration with local community and agency support services (e.g., Probation and the SBCRC).

The program model becomes sustainable when these principles are manifested through the incentivized Step Housing Program. This housing program is fully explained in the GHRC APS, which includes a facility condition assessment, civil engineering analysis, space programming, and proposed massing diagrams. The overall concept is conceived to create three distinct housing settings. Adult offenders will enroll in the program by submitting an application. After assessment, the adult offenders will sign a performance contract that will detail individualized courses personalized for the adult offender as well as a detailed description of expectations for advancing to the next step.

The proposed program creates an opportunity to modernize GHRC. Historically, GHRC was utilized as a working farm. The current GHRC buildings, constructed in the 1960s, are antiquated and inefficient to support the approach of providing enhanced programming services. At GHRC, the current design of the existing M1 and M2 buildings requires adult offenders to leave housing units to attend programming, which increases safety concerns due to escorting. Toilet and shower areas require travel and are not plainly visible, which adds to security concerns. Housing units M1 and M2 were designed to occupy 480 rated beds (60 in each dorm). For some time, the Department has experienced significant overcrowding, and as a result, jail administrators have tripled-bunked adult offenders in dorms (added 30 adult offenders to each dorm).

Overcrowding existed, and BSCC reported in its bi-annual report that this issue should be remedied. Currently, the M1 and M2 buildings house 720 adult offender beds. The construction will remedy long-term deficits present in the existing GHRC M1 and M2 housing units. Bathroom and shower areas will be subject to effective supervision; the Step Housing Program will create clear lines of sight for supervision of adult offenders. Adult offenders will no longer have to walk to programming, but rather have access within their housing units, again, improving staff safety concerns. The proposed project will update living conditions for the existing population, come into BSCC compliance, and correct existing deficiencies by eliminating triple bunking with no personal space for adult offenders.

Upon completion of the proposed project, the County intends to repurpose the spaces in the M1 and M2 buildings for services other than inmate housing. The County currently requires a receiving area for deliveries in order to keep resulting tax revenue within the County of San Bernardino. The remaining building would be renovated to provide classroom and program space to serve the existing Glen Helen Rehabilitation facility. The M1 and M2 buildings are ideally situated for these purposes. .

With this proposal, the Department will replace the beds in M1 and M2 with capacity designed to house 512 adult offenders in a program-based setting. The Department will eliminate these “bad beds” by:

1. Transfers of pretrial adult offenders to HDDC
2. Continued use of alternatives to programs (e.g., Work Release and Electronic Monitoring Program)
3. Pretrial releases through Own Recognizance Program and Early Release court

order

The design of this proposed project will provide the space required for enhanced INROADS programming that will increase adult offender participation, accessibility, and effectiveness, and lead to more success in completion and a lower recidivism rate.

A key objective of the incentivized Step Housing Program is to create a community for adult offenders that closely resembles life once released. The design creates an open, well-supervised learning environment. Staff will know where everyone is at all times. All adult offenders will be focused and engaged in participating and learning to be accountable to their peers, and subsequently accountable to themselves as they progress through the steps and earn their own rooms. This accountability will be beneficial upon release and will contribute to a reduced recidivism rate.

The planning process used to develop the design for program space was initially based on the proposed program matrix (included in the attachments). Scheduling the array of classes included in the program matrix requires multiple and diverse program areas that are easily accessible and come in a variety of sizes which are versatile and can be utilized in many different ways. Development of the program matrix influenced the collaborative GHRC APS process in defining the creative space and design solutions required to manage all three housing types. Particular emphasis was placed on providing congregate space for small, manageable groups. A considerable amount of analysis was also employed to mitigate the conflict between maximizing supervision and managing smaller group sizes. Maintaining efficient staffing, sightlines, and direct supervision management principles are all mandatory for the housing units.

Each of the dorms, the Step One Housing Unit, Step Two Housing Unit, and Step

Three Housing Unit, have program areas, dayroom, dining, classrooms, multi-purpose room, outdoor recreation area, medical exam rooms, and counseling rooms. Classrooms and multi-purpose rooms open up to the dayroom. Between classrooms are operable walls to turn two classrooms into one large classroom. The design accommodates a variety of space sizes for groups of 15 people, but can open up for 30 people or open so that everyone can remain in classrooms, multi-purpose, and dayroom with the ability to be addressed by one person.

The overall approach of the Step Housing Units is to continue the “learning environment” concept. Adult offenders will have direct access to all activities they require within the housing unit and to practice what they have learned with others. By creating spaces for programs, visiting, exercise, recreation, laundry, dining, medical exam, and counseling, staff will be focusing their attention on creating an environment where positive actions garner positive results. The culmination of the program is re-entry into the community; adult offenders will have job readiness skills and a support system, i.e., Probation and SBCRC.

The proposed program will have three separate steps: All sentenced individuals will come to GHRC, meet with their case manager, and be assessed in order to create an Individualized Educational Plan (IEP). Each will start with Step One and move through individual steps while gaining more freedom and access to families and services. Program participants will be engaged every day with classes, groups, counseling, and vocational training. Downtime will be limited. A typical schedule for an adult offender in Step One will include: wake, make bed/clean living area, breakfast; substance abuse class from 7 am - 9 am; meet with counselor/case manager and lunch from 9 am-12

pm; Thinking 4 A Change or anger management class from 12-2 pm; meet with counselor/case manager/group counseling and dinner from 2-5 pm; GED/high school class from 5-7 pm or AA/NA meetings or religious services from 6-7pm; down time, groups if needed, house meetings, and homework for classes from 7 pm to lights out.

The proposed program is incentive-laden with adult offender participation and responsibilities reflecting free-world decision-making. The intended outcome is to create an environment for successful learning. Adult offenders completing this program will be better equipped to re-enter society. Once they are released, they will continue to have a support system to encourage their new approach to life. The ultimate benefit is described in GHRC's vision statement: *"GHRC will deliberately strive to make offenders become better people, for themselves and the community, by offering them the life and behavioral skills to encourage their confidence and ultimately eradicate their criminogenic behavior. A byproduct of this endeavor is likely to minimize recidivism."*

The proposed construction (Step Housing Program) addresses the Department's offender management goals by providing educational programs and services in a positive environment. Constructing a facility designed to meet GHRC's design principles will produce safe housing, which ultimately generates a productive population. The progression from dorms to individual sleeping areas to private rooms with doors allows adult offenders to be more responsible and gain more privileges and freedom, using life skills such as accountability, respect, and good judgment.

The attachments to this proposal show the facility site plan and Step Housing Unit layouts.

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.

The Department's current approach to offender programming offers limited opportunities for classes that can provide a foundation of support for individuals preparing to return to their communities. The Department, in conjunction with the Chaffey Joint Union High School District and the San Bernardino County Superintendent of Schools, has an interagency partnership that is dedicated to the education of adult offenders. The INROADS Program provides education and services to adult offenders that include, but are not limited to, anger management, computer skills, GED coursework, high school diploma coursework, living skills, Parent and Child Connection, substance abuse classes, vocational training, and employment readiness.

The mission of the INROADS Program is to reduce recidivism by providing viable and resourceful programs and services to adult offenders. The goal of the program is to provide an opportunity for adult offenders to develop an improved sense of well-being and a better quality of life upon release, as well as to make constructive use of the adult offenders' time while in the facility, making re-entry into the community more successful. The County has compiled data on program completions and recidivism for INROADS through 2012. The effectiveness/impact of the INROADS Program is shown below:

YEAR	Completed one or more classes	Completed Program	Entered Workforce*	Children Visited w/Parents	Received GED	Recidivism Rate (completed program)
2007	5,618	643	No Data	348	166	38%
2008	5,267	287	No Data	379	212	41%
2009	2,476	562	22	389	159	37%
2010	1,197	316	28	329	217	29%
2011	2,126	490	38	680	182	31%
2012	3,181	309	53	504	74	59%

*After completing program

The Department believes jails are places where adult offenders can be rehabilitated to be productive members of society. INROADS can be the catalyst for this achievement.

Other key programs provided by the Department include:

Fire Camp. The Sheriff's Department Fire Camp is a stand-alone facility jointly operated with the San Bernardino County Fire Department (Fire Department). The facility has the capacity to house up to 96 adult offenders. Adult offenders stationed at the camp are supervised by Fire Department staff. Sentenced adult offenders with projected jail terms of up to one year are eligible for assignment to the Fire Camp. Adult offenders undergo a program of physical fitness training and instruction in firefighting and emergency response. Under close supervision of Fire Department staff, program participants provide support in ongoing fire suppression activities. Upon meeting program requirements, adult offenders receive certification of completion of the program. The program has received a Challenge Award from the California State Association of

Counties. Recently, a graduate of the program was hired as a fire crew member by the County Fire Department.

Bridging Re-Entry Integration by Driving Goal-Oriented Effective Strategies

(BRIDGES): The BRIDGES Program is a pilot initiative with the County Department of Public Health and Probation, focused on reducing adult offender recidivism. The program, based at GHRC, provides three inmate advocates to prepare adult offenders within 90 days of release for re-entry into the community. The program is premised on mitigating obstacles to successful transition from jail to the community. Upon release, the advocates work with adult offenders to obtain transitional housing, personal identification, benefit information, and other services that could facilitate successful transition back to the community.

Restoration of Competency (ROC): The ROC Program provides services for adult offenders who have been judged incompetent to stand trial due to the fact that they do not understand the nature of the charges against them due to a mental disorder. Restoration of competency requires intensive programming, typically provided in a state psychiatric hospital. Due to limited access to service in these facilities, this can lead to long-term backup of these offenders in the jail system. The ROC provides in-custody mental health treatment services to help adult offenders achieve competency without waiting for placement in a state facility. Since the inception of the program, reductions in the length of stay for adult offenders determined to be incompetent to stand trial have saved in excess of 93,000 jail bed days. Moreover, 98 percent of competency certifications achieved under the program have been upheld.

Triage Engagement and Support Team (TEST): The TEST program provides DBH

staff detailed to GHRC to work with mentally ill offenders 90 days prior to release to prepare them for successful re-entry and to connect with continuity of care upon release. Staff provides crisis intervention and intensive case management to connect clients with mental health services, alcohol and drug treatment programs, employment services, and homeless programs. The goal of the program is to reduce subsequent hospitalization and/or incarceration of these released offenders.

The Department has also partnered with Probation to implement several alternative detention measures. These measures are in place to allow the Department to remain below the court-ordered adult offender population cap. Many of the methods outlined below were outlined in the CCP, further demonstrating how the Department is aligning with the goals of the CCP. Programs include:

Own Recognizance Release Program: The Own Recognizance Release Program operates under a general order from the presiding judge and within the guidelines of California Penal Code Sections 1318, 1318.5, 1319, and 1319.5. Adult offenders booked on open charges and warrants are eligible for review to determine if they can be released on their own recognizance. Charges making adult offenders ineligible for the Own Recognizance Release Program are outlined in California Penal Code Sections 667.5 (c), 1192.7 (c), and the Detention Review Officer Post Orders.

Work Release: Under the direction of the court, adult offenders can be released before their sentence has been completed in order to re-establish ties with their families. Adult offenders can return to their former employment and serve the community on their non-scheduled workdays. The program helps reduce recidivism because it allows adult offenders to remain connected to family and employment, both stabilizing factors that

keep people from re-offending. Approximately 544 adult offenders on average were assigned to the program in 2014.

Electronic Monitoring Program for Sentenced Inmates: Pursuant to the provisions of California Penal Code Section 1203.016, the Electronic Monitoring Program is offered as a component of the Work Release Program. The program allows adult offenders to complete their court-ordered jail commitment at home while being monitored electronically. These adult offenders have previously qualified for the regular Work Release Program, but elect to pay the monitoring fees in lieu of being assigned to a work crew. Approximately 407 adult offenders were on average assigned to the program in 2014.

Early Releases: The authority for early releases is granted under the *Haas v. Board of Supervisors of San Bernardino County (WHC 4010)* case to ensure the facilities remain under the court-ordered population capacities that were set forth in the agreement.

Misdemeanor Warrant Citation Releases: Most adult offenders booked on misdemeanor warrants are released and issued a court date. In 2014, an average of 35 adult offenders per day were released on misdemeanor warrant citations. These numbers include all of the Type I and Type II facilities.

Department of Behavioral Health (DBH) Court: DBH court treatment teams consist of a judge, deputy district attorney, public defender, probation officer, case manager and clinical therapist, and a DBH liaison deputy who is part of the behavioral health team at each of the DBH courts. These court treatment teams seek ways to find supportive treatment in the community for mentally ill offenders in lieu of incarceration, and to do so without compromising public safety. Average daily caseload in the program averaged

six offenders in 2014.

Drug Court: Drug courts operate much like DBH courts in that adult offenders are released by court order and placed on probationary terms with an intense, personalized drug treatment program, and most often are provided a place to live. Upon successful completion of the program, charges against them are dismissed. Average daily caseload in the program averaged 33 offenders in 2014.

As noted in the CCP, the Department has partnered with Probation to implement several alternative detention measures. A key part of this initiative will be the use of a proven, validated, risk assessment instrument to identify program-appropriate adult offenders. The Department plans to use a new system-wide classification tool, Correctional Offender Management Profiling for Alternative Sanctions System (COMPAS), as the standard risk assessment tool for program placement. Several factors are received from the assessment that will inform staff of criminogenic needs and risk potential based on history of substance abuse, education, family, criminal activity, and social functioning. COMPAS will allow the Department to select any combination of its 22 scales to effectively assist in decision support needs, optimizing test length and administration time. COMPAS will further provide for re-testing over time to measure changes in dynamic scales.

In addition, COMPAS will also provide a complete database that will allow the Department to develop case plans and track placement outcomes, offender profiles, program participation, and caseload termination reasons. Other key features include, but are not limited to, measurement of critical risk and need areas, regression, typology, documentation of narrative reports, case supervision, and separate male and female

norms. COMPAS will also be used for the pretrial services program. Its use will help determine what interventions can be used to address jail population diversion and management. On a COMPAS assessment, case managers will have the option to place individuals in the Electronic Monitoring Program, Work Release Program, or other alternatives to incarceration.

The integrated COMPAS re-entry assessment software will allow GHRC to generate reports, track case planning, placement outcomes, program participation, termination reasons, and other case management data. With COMPAS, GHRC will have the ability to interface with other systems in the County for a seamless approach to services. Case managers will use COMPAS to identify high-risk and high-need adult offenders.

The Department tracks critical data on the characteristics of the adult offender population through its jail information management system (JIMS). The database shows that the percentage of the jail population that is in pretrial status has increased in recent years:

January 1- December 31, 2012: 45%

January 1- December 31, 2013: 48%

January 1- December 31, 2014: 56%

The COMPAS assessment process at the beginning of the program will make clear who will benefit the most from this program and who truly can be helped. All program curricula (Thinking 4 A Change, Parenting, etc.) will be evidence-based programming. Evidence-based curricula are essential in providing effective programming that will help

meet the goals of bed reduction through lower recidivism rates.

As reported in the CCP, “Research supports that when EBP [evidence based practices] are firmly embraced, implemented, and properly monitored by a correctional agency and combined with systemic interventions, the results are a reduction in recidivism.” The construction of this program aligns with the CCP in that it creates program space that is adequate, designed for specific use, and accessible to the adult offenders with few or no safety issues due to its proximity to offender housing.

EBP and cognitive behavior therapy interventions have been incorporated into the design of the Step Housing Program. The proposed program will enhance INROADS programming offerings, creating program space that fosters a learning environment in all housing units.

The programming to be conducted in the new Step Housing Program is innovative and forward thinking. It is not a “cookie cutter” model, but instead focuses on the individual needs of the adult offenders. Upon entering Step Housing Unit One, each adult offender will meet with a case manager for a thorough assessment to create an IEP. The IEP is the adult offender’s road map to successful completion of the re-entry program. It is imperative that the needs of the individual are met. Case managers and counselors use this road map to help the adult offender stay focused on what needs to be completed, and in a specific time frame to meet the requirements of each housing step and move forward in the program.

The proposed program will foster a quality re-entry model and seamless re-entry process, consistent with its design. Classroom design and sizes will be conducive to a learning environment. There will be access to counseling space without the need to

move between buildings and sites. The designed step process prepares adult offenders one step at a time for life outside incarceration, culminating in Step Housing Unit Three, which fosters connections with the County Department of Public Health, Workforce Development, Probation, the SBCRC, and establishing and rebuilding relationships with both family and support service representatives. Visiting with family is a big part of re-entry and is a key program component in Step Housing Unit Three. Adult offenders prepare themselves to get a job, and in some cases even have work lined up prior to release. Counselors will ensure any barriers that exist will be removed prior to release.

The target population for the program is minimum-security adult offenders, which will include adult offenders in the 3-NON (non-sexual, non-violent, non-serious) category who have 18 months to serve. The program will have an ADP of 512 adult offenders. The duration of the Step Housing Program is 18 months maximum, with three to six months in each housing unit, depending on adult offender needs. Daily service numbers are based on the number of individuals that will be active in the program on a daily basis based on bed count. Adult offenders participating in the program are required to participate in extensive programming to complete the steps for successful completion. Once an adult offender completes the program and is released, another adult offender will be waiting to enter the program to fill the vacancy. Annual participant numbers are based on the average time it will take for an individual to complete the program and the attrition rates to fill the spots.

GHRC has nurtured many collaborative partnerships that will provide services within the program space and continuity through the re-entry and community supervision process. Resource fairs will have representatives from different services, including:

1. Department of Motor Vehicles (DMV): Explains the procedures for obtaining a California Identification and Driver's License. DMV provides applications and drivers manuals for those who request them.
2. Workforce Development Department (WDD): Provides information on training and employment.
3. Department of Child Support Services (DCSS): Child support officers meet individually with those adult offenders who have current child support cases to discuss what is necessary to meet their child support requirements.
4. Delancey Street: A non-profit self-help group whose residents learn self-reliance, occupational skills, education, how to get along with others, and hopefully begin to feel a sense of self-worth so they can graduate and make a successful life in society.
5. Arrowhead Regional Medical Center (ARMC): Supplies adult offenders with information on the Medi-Cal Program, as well as other low-cost health services.
6. Sober Living Homes: Explains the significance of living in sober environments to enable addicts to maintain their sobriety while becoming productive members of society.
7. Residential Treatment: Inpatient treatment facilities give details of their in-home recovery programs which require clients to receive daily individual and group counseling for their addiction. Interested adult offenders may be referred and placed on a bed waiting list while still incarcerated.
8. Probation Officer: Educates adult offenders on probationary terms and conditions and provides information on services for DRCs where offenders continue post-release programming.
9. Counseling Programs: Social Action Community (SAC) Norton Outpatient Treatment,

Vista Guidance, and Recovery Services provide information and counseling to adult offenders upon release.

10. Community-Based Organizations: Catholic Charities of San Bernardino and Riverside Counties, Goodwill, and other religious groups explain the various assistance programs they offer and case management services they provide. They will assist in areas such as shelter referrals, transportation, employment, counseling, food, etc.

11. United Way 2-1-1: The goal of 2-1-1 is to provide timely, effective access to accurate and comprehensive information and referral for the residents of the County and provide public information support in times of disaster.

Each adult offender will participate in a 60-hour WDD class prior to release. Probation officers will be available in the Step Three Housing Unit so relationships can be established prior to release. Each adult offender will receive detailed SBCRC information should a question arise. In addition, each adult offender will have access to DRCs located in San Bernardino, West Valley, and Victorville.

This program utilizes sources of support through the San Bernardino County Homeless Partnerships that provides food, shelter, and employment services. In addition, GHRC provides bus passes and gas cards for support when adult offenders are ready to be released. The Adult Offender Welfare Committee is responsible for providing funding for adult offender services. These funds, secured through the use of telephone services and the commissary, are used to provide social workers, counselors, case managers, medical services, and program classes for the adult offenders to better prepare them for release.

All of the instructors at GHRC are credentialed in their field of study or vocation and

are required to have practical experience. Both school districts that GHRC works with are accredited by Western Association of Schools and Colleges. GHRC only utilizes California Association for Alcohol/Drug Educators-certified substance abuse counselors. In addition, career development facilitators are certified. All programming staff is required to complete motivational interviewing training and must also attend a refresher course at least once a year.

In order to evaluate the performance of the Step Housing Program, the Department will contract with California State University, San Bernardino (CSUSB). CSUSB currently conducts annual evaluations of Department programs on an informal basis. Once the SB 863 funding is received, the County will seek a partnership with CSUSB to conduct academic evaluations and research to track, monitor, and report program outcomes. CSUSB will also evaluate the community impact of the programming and measuring recidivism rates. This evaluation model will be developed in collaboration with CSUSB upon grant approval.

To operate the Step Housing Program, the Department has spent considerable time analyzing appropriate staffing levels. The Department has minimized adding safety staff through design efficiencies. The Department's Inmate Services Unit will allocate existing resources to fund the required new programming positions, thereby minimizing the financial burden on the Department. Staffing for the program will total 76 FTEs. However, taking into account the existing staff that will be redeployed to support the program, the net required for new staffing is 10 FTEs as shown in the following table.

Post/Position	Admin Shift 8-5	12 Hr. Days	12 Hr. Nights	Days/Week	Relief Factor	Current Staff	Step Housing Staff Requirement
Custody Housing							
Step 1 Housing Deputy		1	1	7	2.50		5
Step 2 Housing Deputy		2	2	7	2.50		10
Step 3 Housing Deputy	0	2	2	7	2.50		10
Housing Deputy						22	
Master Control							
Sheriff's Custody Specialist		1	1	7	2.50		5
Sheriff's Custody Assistant	1			5	1.20	1	1
Visiting							
Visiting Deputy	2			7	1.67	2	3
Sheriff's Custody Assistant	1			5	1.20		1
Programs							
Program Manager	1			5	1.00	1	1
ROP Deputies	4		0	5	1.20	5	5
Administrative Supervisor	1	3	3	5	1.00	1	1
Staff Analyst	1	1	1	5	1.00	1	1
Office Specialist	1	1	1	5	1.00	1	1
Alcohol & Drug Counselor	3	1	1	5	1.00	3	3
Social Worker	8	1	1	5	1.00	8	8
Instructors							
GED	2			5	1.00	2	2
High School Diploma	2			5	1.00	2	2
Anger Management	2			5	1.00	2	2
Literacy/Reading	2			5	1.00	2	2
T4C	2			5	1.00	2	2
Bakery	2			5	1.00	2	2
Culinary	2			5	1.00	2	2
Fire Crew	1			5	1.00	1	1
Computer Skills	1			5	1.00	1	1
Automotive	1			5	1.00	1	1

The Department completed a collaborative GHRC APS study and 100 percent of the program development document phase that includes the development of an architectural program statement, facility condition assessment, civil engineering analysis, space programming, operational planning, staffing plan, draft project schedule, and proposed massing diagrams.

Upon notice of conditional award, the Department will proceed with a Request for Proposals (RFP) to obtain a project architect and commence with developing architectural plans and validating the existing massing diagrams and operational program statement.

Referencing the Request for Proposal's "Project Timeline – Design-Bid-Build," the Department has done the following:

1. Developed a project schedule
2. Produced proposed massing diagrams
3. Completed CEQA (received Notice of Exemption)
4. Received San Bernardino County Board of Supervisor's Resolution

The County has a strong working knowledge of the BSCC project documents listed in the financing program and has first-hand experience in what it takes to produce a successful state-funded project, given its experience with AB 900 and SB 81 grant-funded projects. Taking all this into consideration, the County believes it is prepared to move forward immediately upon notice of conditional award.

The County's project timeline is as follows: Upon conditional notice of award from the BSCC, will provide project site assurance within 90 days and the real estate due diligence package within 120 days. The County will issue an RFP for a design architect

by December 2015. The project architect will be selected by April 2016 and will complete schematic design drawings with an operational program statement by August 2016. Design development drawings will be submitted to BSCC and the state fire marshal for review by February 2017. Construction documents (working drawings) will be completed by August 2017 and submitted for review by the BSCC and the state fire marshal. Upon approval of construction documents, the County will pre-qualify general contractors and proceed with the construction bidding process, which will be completed by March 2018. Contingent on state approval, it is presumed that authorization of a notice to proceed to the successful contractor will be issued by May 2018. The County estimates the construction phase will require 24 months to complete: from May 2018 to May 2020. Facility activation and occupancy will be complete by August 2020.

5. Budget Narrative. Describe the amounts and types of funding proposed and why each element is required to carry out the proposed project. Describe how the county will meet its funding contribution (match) requirements for all project costs in excess of the amount of state financing requested and how operational costs (including programming costs) for the facility will be sustained. The projected total cost of this project is \$102,000,000. The County is requesting \$80 million in state funding to support design and construct the proposed Step Housing Program. The project budget results from extensive review and analysis of how best to meet the program's facility requirements in a cost-effective manner. During the collaborative GHRC APS effort, the Department developed a planning concept to support design and construction of the Step Housing Program. Next, a detailed space program listing was produced. Reliance on appropriate square footage was based on Title 15 and 24

requirements. This space program quantified square footage for all new structures and utilities. Using this information, the Department generated an analysis that detailed all major project costs (e.g., underground utilities, construction fencing, superstructure costs, etc.) to be incurred during design and construction. The County Architecture and Engineering Department and other key Department personnel provided review and input. The cost analysis generated was then used to develop the budget summary table presented in this application. Projected costs account for all fees and expenditures associated with the project.

As described earlier, the Department has taken steps to ensure that the operating cost of the program is sustainable. Required security staffing can be redeployed from the current housing units that will be replaced in the construction process. Employing population management techniques to reduce population as the “bad beds” are replaced will also reduce operational costs. Additionally, the design concept of the Step Housing Program is similar to a college campus environment. The new structures will be single story in a college dormitory setting. Also, having a centralized location for toilets and showers improves project costs, because less mechanical, electrical, and plumbing materials are required. This directly affects material and labor costs. Having natural daylight penetrate the dayroom space helps to improve the building’s energy efficiency and reduces energy demand. The new housing units will replace existing housing units, both of which are 55 years old. This will be a cost savings in both maintenance and energy utilization. Finally, in the long-term, the County should realize significant savings from reducing recidivism and resulting pressure on the County’s jail system. The Step Housing Program will accommodate 512 adult offenders (18-month

maximum duration [one cycle]). In 30 years, the program would likely have graduated 10,240 adult offenders (512 adult offenders x [360 months/18 months]). After completing this intensive program, many of the adult offenders who complete this program will not re-offend, assisting in population management and cost savings.

The County is committing \$20,350,000 in cash contribution toward the project, as well as \$1,650,000 in in-kind contributions, for a total commitment of \$22,000,000.

6. Readiness to Proceed. San Bernardino County is uniquely positioned to proceed and complete the project due to its commitment of financial resources and experience in the SPWB process. The San Bernardino County Board of Supervisors has approved the use of \$20,350,000 in general funds as the cash match in the attached Board of Supervisors Resolution, constituting nearly 20 percent of the projected total project cost. The approved resolution confirms that the County has agreed to the form of, and to submit all BSCC-required agreements, as required by the state, upon receiving notification of conditional award. The Board of Supervisors Resolution also documents signature authority on the part of the County to execute all required documents at the appropriate times.

The County has completed the CEQA process. The filed final Notice of Exemption and County Counsel letter are attached to the application.

The County has begun the preliminary real estate due diligence process in order to meet state requirements for funding.

In conclusion, the Department and County are prepared to immediately proceed with this important project upon approval.



**Board of Supervisors
Third District**

James Ramos
Chairman

September 9, 2015

BOARD OF STATE AND COMMUNITY CORRECTIONS
2590 Venture Oaks Way, Suite 200
Sacramento, CA 95833
Attention: Lenard LaChappell, Project Director

RE: San Bernardino County SB 863 Board of Supervisors Resolution No. 2015-151

Mr. LaChappell,

The County of San Bernardino has placed on the September 15, 2015, Board of Supervisors meeting agenda approval of a new Board of Supervisor's resolution, which amends the language contained in San Bernardino County Resolution No. 2015-151 adopted on August 11, 2015 as follows:

6. The County will submit BSCC required agreements, as required by the State, upon receiving notification of conditional award ~~and upon consultation with County Counsel~~. Agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the "Agreements"). The Chair of the Board of Supervisors, the Chief Executive Officer of the County, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer (collectively, the "Authorized Officers"), acting alone, ~~and upon consultation with County Counsel~~, 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, each of the Agreements, in substantially the forms hereby approved. The Authorized Officers each of whom, acting alone, is authorized to approve such additions and changes to the Agreements as may be required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements. ~~Prior to execution of any of such documents, an Authorized Officer must consult with County Counsel.~~

The new Resolution includes all of the language in the original Resolution except for the changes indicated by strikethrough above. A clean version of the Resolution has been placed on the agenda for the next

BOARD OF SUPERVISORS

ROBERT A. LOVINGOOD
Vice Chairman, First District

JANICE RUTHERFORD
Second District

JAMES RAMOS
Chairman, Third District

CURT HAGMAN
Fourth District

JOSIE GONZALES
Fifth District

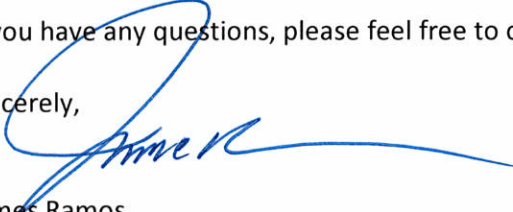
GREGORY C. DEVEREAUX
Chief Executive Officer

scheduled meeting of the San Bernardino County Board of Supervisors on September 15, 2015, with the public session scheduled to begin at 10:00 a.m.

The new Resolution will be delivered to the BSCC prior to October 2, 2015.

If you have any questions, please feel free to contact me.

Sincerely,



James Ramos
Chairman of the Board of Supervisors

cc: John McMahon, San Bernardino County Sheriff
Captain Dana Gould, Project Contact, San Bernardino County Sheriff's Department
Carl Alban, County Construction Administrator, Architecture and Engineering Department
Matthew Erickson, Project Financial Officer, County Finance and Administration

RESOLUTION NO. 2015-151

**A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN BERNARDINO
STATE OF CALIFORNIA, APPROVING AN APPLICATION TO THE CALIFORNIA BOARD OF
STATE AND COMMUNITY CORRECTIONS, ADULT LOCAL CRIMINAL JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM**

On Tuesday, August 11, 2015, on motion of Supervisor Lovingood, duly seconded by Supervisor Hagman and carried, the following resolution is adopted by the Board of Supervisors of San Bernardino County, State of California.

WHEREAS, the State of California is making funds available through the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to provide for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California for projects approved by the State of California, Board of State and Community Corrections;

WHEREAS, the County of San Bernardino desires to participate in the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to construct a new 512-bed Step Housing Program at Glen Helen Rehabilitation Center (the "Project") whereby adult offenders participate in an intensive 18-month incentive-based learning environment using evidenced-based practices to help adult offenders with successful re-entry into society;

WHEREAS, the Board of Supervisors and the San Bernardino County Sheriff's Department recognize the value of replacing existing outdated housing units with new facilities that provide adequate space for the treatment and rehabilitation services, including mental health treatment; and

WHEREAS, the State specifies funding preference is to be given to those counties that are most prepared to proceed successfully with this financing in a timely manner. The preference criteria are as follows: (1) commitment to adequate County contribution funds, (2) approving the forms of the Project documents deemed necessary, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC), to effectuate the financing authorized by Senate Bill 863, (3) authorization to execute the financing program Project documents, and (4) documentation evidencing California Environmental Quality Act (CEQA) compliance has been completed

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

1. On August 11, 2015, the County Board of Supervisors authorized the use of \$20,350,000 from the County Glen Helen Rehabilitation Center 512-Bed Step Housing Program Reserve as the required County Cash Contribution funds and \$1,650,000 In-Kind, for a total of \$22,000,000 total match for the County's SB 863 Financing Program proposal. The County cash contribution funds have been derived exclusively from lawfully available Discretionary General Funding of the County, which consists primarily of the County's share of Property and Sales tax revenues. The County will designate a fund labeled SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility fund to better identify the County Cash Match Contributions for this Project.
2. The payment of the County cash contribution funds for the proposed 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, or any 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. The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
4. 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.
5. The County is seeking funding preference for submittal of documentation evidencing that CEQA has been fully completed for the proposed Project, and further is certifying that all related statutes of limitation have expired without challenge. The Project has been determined to be categorically exempt from further review under Section 15302 of the California Environmental Quality Act (CEQA) Guidelines (Title 14, California Code of Regulations), which allows replacement in kind for facilities with no change in use. A Notice of Exemption was filed with the Clerk of the Board on August 8, 2013 to serve as the CEQA findings for the Project. The Notice was also filed with the State Clearinghouse on August 14, 2013. The statute of limitations expired September 12, 2013.
6. The County will submit BSCC required agreements, as required by the State, upon receiving notification of conditional award and upon consultation with County Counsel. Agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the "Agreements"). The Chair of the Board of Supervisors, the Chief Executive Officer of the County, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer (collectively, the "Authorized Officers"), acting alone, and upon consultation with County Counsel, 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, each of the Agreements, in substantially the forms hereby approved. The Authorized Officers each of whom, acting alone, is authorized to approve such additions and changes to the Agreements as may be required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements. Prior to execution of any of such documents, an Authorized Officer must consult with County Counsel.
8. The following are designated: Carl Alban, Director of Architecture and Engineering Department as County Construction Administrator; Matthew Erickson, County Chief Administrative Analyst as Project Financial Officer; and Dana Gould, Sheriff's Captain, Glen Helen Rehabilitation Center as Project Contact Person.
9. An authorized county official is authorized to sign the Applicant's Agreements and submit the County's Proposal for construction funding consideration.
10. The County will adhere to State requirements and terms of the Agreements between the County, the BSCC and the SPWB in the expenditure of any State financing allocation and County contribution funds.
11. 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 ninety (90) days after Project completion.
12. The County certifies that it 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.
13. The County: (1) 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, so long as the SPWB lease-revenue bonds secured by the financed Project remain outstanding.
14. The County will attest as to the current market land value for the proposed new or expanded facility within 90 days following the BSCC's Notice of Intent to Award.

PASSED AND ADOPTED by the Board of Supervisors of the County of San Bernardino, State of California, by the following vote:

AYES: SUPERVISORS: Lovingood; Rutherford; Ramos; Hagman; Gonzales

NOES: SUPERVISORS: None

ABSENT: SUPERVISORS: None

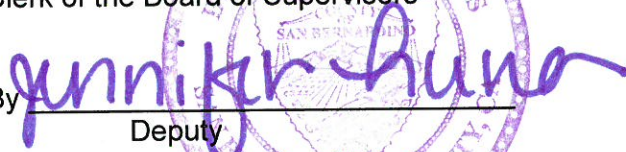
* * * * *

STATE OF CALIFORNIA)
)
 COUNTY OF SAN BERNARDINO) ss.

I, **LAURA H. WELCH**, Clerk of the Board of Supervisors of the County of San Bernardino, State of California, hereby certify the foregoing to be a full, true and correct copy of the record of the action taken by the Board of Supervisors, by vote of the members present, as the same appears in the Official Minutes of said Board at its meeting of August 11, 2015. Item 33 jll

LAURA H. WELCH
Clerk of the Board of Supervisors

By



Deputy





Board of Supervisors
Third District

James Ramos
Chairman

September 9, 2015

BOARD OF STATE AND COMMUNITY CORRECTIONS
2590 Venture Oaks Way, Suite 200
Sacramento, CA 95833
Attention: Lenard LaChappell, Project Director

RE: San Bernardino County SB 863 Board of Supervisors Resolution No. 2015-151

Mr. LaChappell,

The County of San Bernardino has placed on the September 15, 2015, Board of Supervisors meeting agenda approval of a new Board of Supervisor's resolution, which amends the language contained in San Bernardino County Resolution No. 2015-151 adopted on August 11, 2015 as follows:

6. The County will submit BSCC required agreements, as required by the State, upon receiving notification of conditional award ~~and upon consultation with County Counsel~~. Agreements include the Project Delivery and Construction Agreement, the Board of State and Community Corrections Agreement, the Ground Lease (includes Site Lease), the Right of Entry for Construction and Operation, the Facility Sublease, and Certificate of Matching Funds (collectively the "Agreements"). The Chair of the Board of Supervisors, the Chief Executive Officer of the County, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer (collectively, the "Authorized Officers"), acting alone, ~~and upon consultation with County Counsel~~, 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, each of the Agreements, in substantially the forms hereby approved. The Authorized Officers each of whom, acting alone, is authorized to approve such additions and changes to the Agreements as may be required by the BSCC or the State Public Works Board to effectuate the SB 863 Financing Program and as condition to the issuance of the Bonds. Approval of such changes shall be conclusively evidenced by the execution and delivery thereof by any one of the Authorized Officers each of whom, acting alone, is authorized to approve such changes, acting alone.

7. Authorized Officers, including the Chair of the Board of Supervisors, the Chief Executive Officer, the Assistant Executive Officer of Finance and Administration, or the County Chief Financial Officer are 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 Agreements. ~~Prior to execution of any of such documents, an Authorized Officer must consult with County Counsel.~~

The new Resolution includes all of the language in the original Resolution except for the changes indicated by strikeout above. A clean version of the Resolution has been placed on the agenda for the next

BOARD OF SUPERVISORS

ROBERT A. LOVINGOOD
Vice Chairman, First District

JANICE RUTHERFORD
Second District

JAMES RAMOS
Chairman, Third District

CURT HAGMAN
Fourth District

JOSIE GONZALES
Fifth District

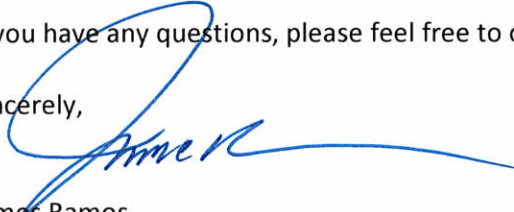
GREGORY C. DEVEREAUX
Chief Executive Officer

scheduled meeting of the San Bernardino County Board of Supervisors on September 15, 2015, with the public session scheduled to begin at 10:00 a.m.

The new Resolution will be delivered to the BSCC prior to October 2, 2015.

If you have any questions, please feel free to contact me.

Sincerely,



James Ramos
Chairman of the Board of Supervisors

cc: John McMahon, San Bernardino County Sheriff
Captain Dana Gould, Project Contact, San Bernardino County Sheriff's Department
Carl Alban, County Construction Administrator, Architecture and Engineering Department
Matthew Erickson, Project Financial Officer, County Finance and Administration

RESOLUTION NO. 2015-151

**A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN BERNARDINO
STATE OF CALIFORNIA, APPROVING AN APPLICATION TO THE CALIFORNIA BOARD OF
STATE AND COMMUNITY CORRECTIONS, ADULT LOCAL CRIMINAL JUSTICE FACILITIES
CONSTRUCTION FINANCING PROGRAM**

On Tuesday, August 11, 2015, on motion of Supervisor Lovingood, duly seconded by Supervisor Hagman and carried, the following resolution is adopted by the Board of Supervisors of San Bernardino County, State of California.

WHEREAS, the State of California is making funds available through the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to provide for the acquisition, design and construction, including expansion or renovation, of adult local criminal justice facilities in California for projects approved by the State of California, Board of State and Community Corrections;

WHEREAS, the County of San Bernardino desires to participate in the Senate Bill 863 Adult Local Criminal Justice Facilities Construction Financing Program to construct a new 512-bed Step Housing Program at Glen Helen Rehabilitation Center (the "Project") whereby adult offenders participate in an intensive 18-month incentive-based learning environment using evidenced-based practices to help adult offenders with successful re-entry into society;

WHEREAS, the Board of Supervisors and the San Bernardino County Sheriff's Department recognize the value of replacing existing outdated housing units with new facilities that provide adequate space for the treatment and rehabilitation services, including mental health treatment; and

WHEREAS, the State specifies funding preference is to be given to those counties that are most prepared to proceed successfully with this financing in a timely manner. The preference criteria are as follows: (1) commitment to adequate County contribution funds, (2) approving the forms of the Project documents deemed necessary, as identified by the State Public Works Board (SPWB) to the Board of State and Community Corrections (BSCC), to effectuate the financing authorized by Senate Bill 863, (3) authorization to execute the financing program Project documents, and (4) documentation evidencing California Environmental Quality Act (CEQA) compliance has been completed

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

1. On August 11, 2015, the County Board of Supervisors authorized the use of \$20,350,000 from the County Glen Helen Rehabilitation Center 512-Bed Step Housing Program Reserve as the required County Cash Contribution funds and \$1,650,000 In-Kind, for a total of \$22,000,000 total match for the County's SB 863 Financing Program proposal. The County cash contribution funds have been derived exclusively from lawfully available Discretionary General Funding of the County, which consists primarily of the County's share of Property and Sales tax revenues. The County will designate a fund labeled SB 863/Glen Helen Rehabilitation Center – Adult Local Criminal Justice Facility fund to better identify the County Cash Match Contributions for this Project.
2. The payment of the County cash contribution funds for the proposed 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, or any 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. The County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated by the County in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest by the County. In addition, the County cash contribution funds and the Project are not and will not be mortgaged, pledged, or hypothecated for the benefit of the County or its creditors in any manner or for any purpose and have not been and will not be the subject of a grant of a security interest in favor of the County or its creditors. The County shall not in any manner impair, impede or challenge the security, rights and benefits of the owners of any lease-revenue bonds sold by the State Public Works Board for the Project (the "Bonds") or the trustee for the Bonds.
4. 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.
5. The County is seeking funding preference for submittal of documentation evidencing that CEQA has been fully completed for the proposed Project, and further is certifying that all related statutes of limitation have expired without challenge. The Project has been determined to be categorically exempt from further review under Section 15302 of the California Environmental Quality Act (CEQA) Guidelines (Title 14, California Code of Regulations), which allows replacement in kind for facilities with no change in use. A Notice of Exemption was filed with the Clerk of the Board on August 8, 2013 to serve as the CEQA findings for the Project. The Notice was also filed with the State Clearinghouse on August 14, 2013. The statute of limitations expired September 12, 2013.
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8. The following are designated: Carl Alban, Director of Architecture and Engineering Department as County Construction Administrator; Matthew Erickson, County Chief Administrative Analyst as Project Financial Officer; and Dana Gould, Sheriff's Captain, Glen Helen Rehabilitation Center as Project Contact Person.
9. An authorized county official is authorized to sign the Applicant's Agreements and submit the County's Proposal for construction funding consideration.
10. The County will adhere to State requirements and terms of the Agreements between the County, the BSCC and the SPWB in the expenditure of any State financing allocation and County contribution funds.
11. 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 ninety (90) days after Project completion.
12. The County certifies that it 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.
13. The County: (1) 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, so long as the SPWB lease-revenue bonds secured by the financed Project remain outstanding.
14. The County will attest as to the current market land value for the proposed new or expanded facility within 90 days following the BSCC's Notice of Intent to Award.

PASSED AND ADOPTED by the Board of Supervisors of the County of San Bernardino, State of California, by the following vote:

AYES: SUPERVISORS: Lovingood; Rutherford; Ramos; Hagman; Gonzales

NOES: SUPERVISORS: None

ABSENT: SUPERVISORS: None

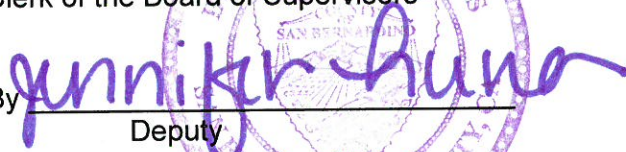
* * * * *

STATE OF CALIFORNIA)
)
 COUNTY OF SAN BERNARDINO) ss.

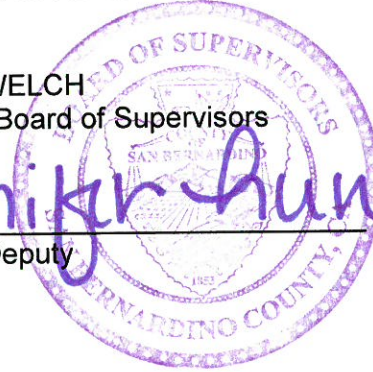
I, **LAURA H. WELCH**, Clerk of the Board of Supervisors of the County of San Bernardino, State of California, hereby certify the foregoing to be a full, true and correct copy of the record of the action taken by the Board of Supervisors, by vote of the members present, as the same appears in the Official Minutes of said Board at its meeting of August 11, 2015. Item 33 jll

LAURA H. WELCH
Clerk of the Board of Supervisors

By



Deputy



Notice of Exemption

Receipt # 438555

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

From: County of San Bernardino
Special Districts Department
157 West Fifth Street, Second Floor
San Bernardino, CA 92415-0450

Clerk of the Board of Supervisors
County of San Bernardino
385 North Arrowhead Avenue, Second Floor
San Bernardino, CA 92415-0130

2013088116

PROJECT DESCRIPTION

The proposed project consists of replacement of 720 inmate housing units with 512 units, the construction of a new visitor center, and construction of a technology center at the existing Glen Helen Rehabilitation Center. The GHRC comprises approximately 34 acres. The proposed project includes the relocation of inmates to the new housing units.

Location: Glen Helen Rehabilitation Center, 18000 West Institution Road, Devore, CA 92407

APPLICANT

County of San Bernardino
Architecture & Engineering Department
385 North Arrowhead Avenue
San Bernardino, CA 92415-0184

REPRESENTATIVE

Carrie Hyke, District Planner
Special Districts Department

DATE FILED & POSTED

State Clearinghouse Number: N/A

Carrie Hyke, District Planner
Lead Agency Contact Person

(909) 387- 5530
Area Code/Telephone Number

Exempt Status: (check one)

- Ministerial [Sec. 21080(b)(1); 15268];
- Declared Emergency [Sec. 21080(b)(3); 15269(a)];
- Emergency Project [Sec. 21080(b)(2); 15269(b)(c)];
- Categorical Exemption. State type and section number: Section 15302, Class 2, Replacement or Reconstruction
- Statutory Exemptions. State code number:

Reasons why Project is exempt: Section 15302, Class 2, Replacement or Reconstruction. The Project consists of the replacement of 720 inmate housing units with 512 units, the construction of a new visitor center, and construction of a technology center. No increase in the number of inmates would result from this project.

Carrie Hyke
Signature (Public Agency)

August 8, 2013 District Planner
Date Title

Signed by Lead Agency Signed by Applicant

Date received for filing at OPR: _____

RECEIVED
AUG 13 2013
STATE CLEARING HOUSE



Interoffice Memo

DATE: August 1, 2015

PHONE: (909) 387-4322

FROM: DAWN M. MESSER
Deputy County Counsel
County Counsel

TO: NINA JAMSEN
Captain, GHRC
Sheriff's Department

CONFIDENTIAL
ATTORNEY-CLIENT PRIVILEGE

SUBJECT

**CEQA COMPLIANCE FOR GLEN HELEN REHABILITATION CENTER
SB 863 APPLICATION**

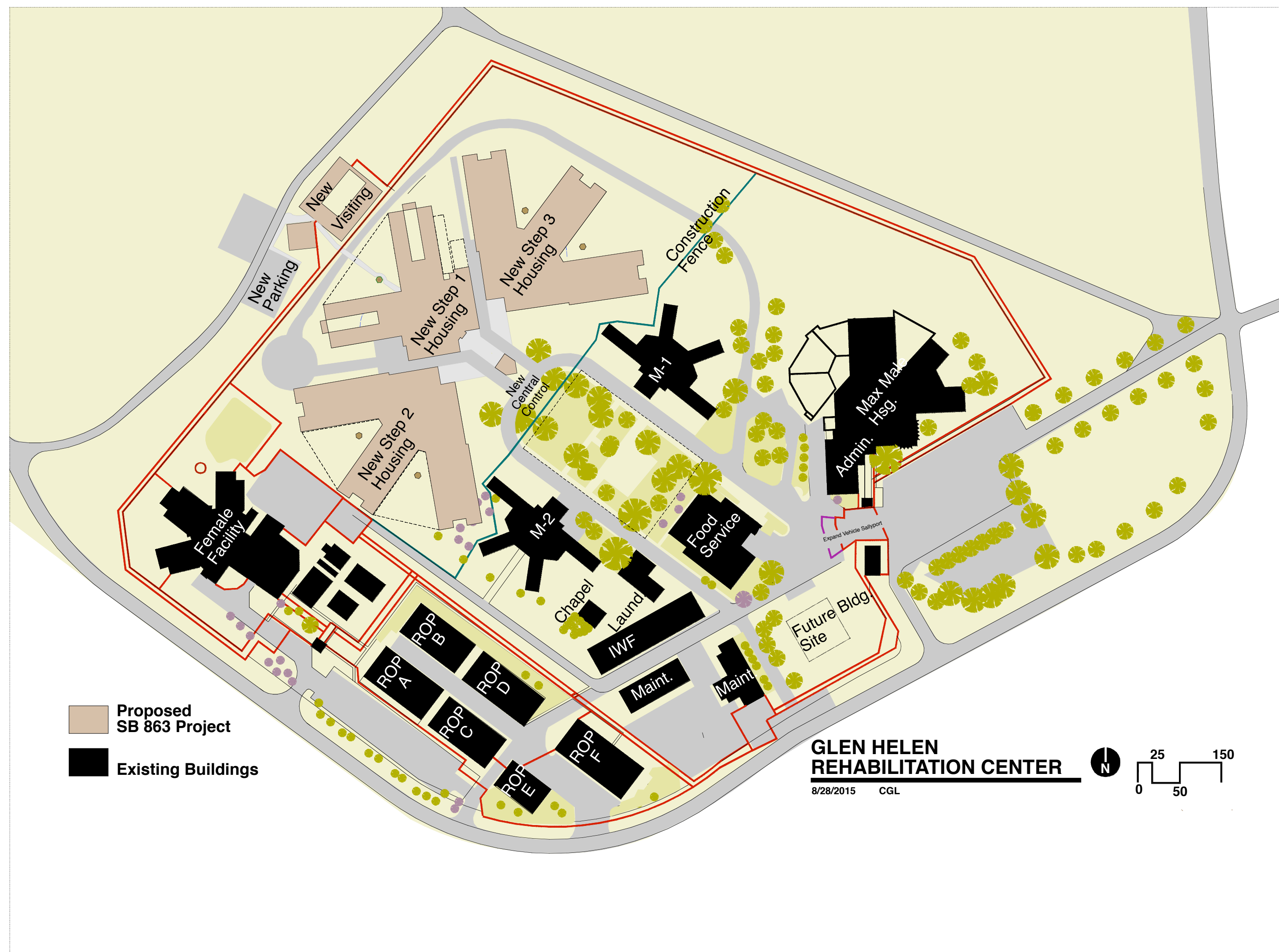
As part of the SB 863 proposal, the Notice of Exemption is provided. The County Clerk of the Board stamped the filing date as "AUG 08 2013". The State Clearinghouse subsequently received the Notice of Exemption and stamped a date of "AUG 14 2013".

The CEQA Guidelines section 15112 outlines the statute of limitations periods, and 15112 (c)(2) states the statute of limitations period for a Notice of Exemption is 35 days. Thus, the statute of limitations period would have ended 35 days after August 8, 2013, at the close of business on September 12, 2013. As the County received no challenges or appeals of any kind before that date, the statute of limitations period is considered closed. In fact, the County did not receive any challenges to the Notice of Exemption.

JEAN-RENE BASLE
County Counsel

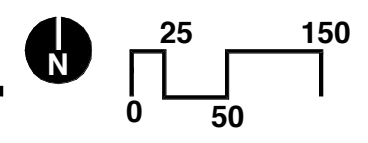

DAWN M. MESSER
Deputy County Counsel

DMM:jf
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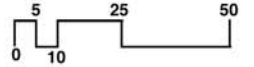
- Proposed SB 863 Project
- Existing Buildings

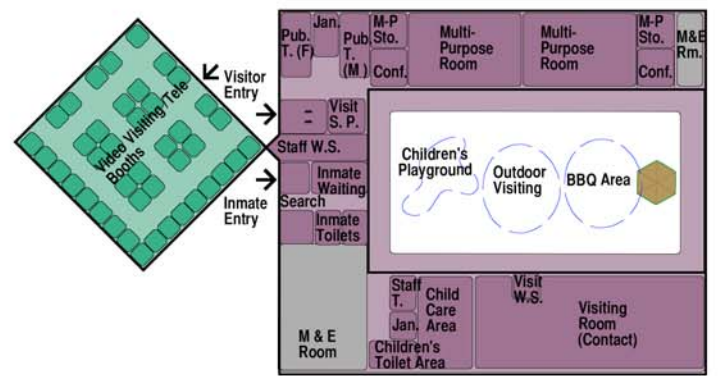
**GLEN HELEN
REHABILITATION CENTER**
8/28/2015 CGL





STEP 2 & 3 HOUSING





San Bernardino County: Compliance with Special Rating Factors

1A: Has the applicant received financing under AB900 or SB1022? (scoring consideration)

Yes, San Bernardino County received an award of \$ 100 million for the construction of the High Desert Detention Center (HDDC) in Adelanto. The project was completed in 2014.

1B: To what extent does the need include expanded program or treatment space? (funding consideration)

The proposed project creates a new step-down, reentry program with dedicated housing for 512 inmates assigned to the program.

2A: How feasible is the county plan for seeking to replace compacted, outdated, or unsafe housing capacity? (funding consideration)

The proposed facilities will replace M1 and M2 which have an operational capacity of 720 beds. The County will eliminate these “bad beds” by transfers of pretrial adult offenders to HDDC, continued use of alternatives to programs (e.g., Work Release and Electronic Monitoring Program), and pretrial releases. The plan to replace these beds is realistic and feasible.

2B: 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? (funding consideration)

The proposed construction of Step Housing Program units addresses the County’s offender management goals by providing educational programs and services in a positive environment. The housing units include integrated program areas in an innovative approach designed to offer improved housing options and appropriate space for re-entry programs. Constructing a facility designed to meet the County’s design and construction principles will produce safe housing, which ultimately generates a productive population. The progression from dorms to individual sleeping areas to private rooms with doors allows adult offenders to be more responsible and gain more privileges and freedom, using life skills such as accountability, respect, and good judgment.

3A: The county provided documentation that states the percentage of its inmates on pretrial status between January 1, 2013 and December 31, 2013? (mandatory criterion)

Page 24 of Section 5. Narrative provides the following information: January 1- December 31, 2013 48%

3B: A description of the county risk-assessment-based pretrial release program is provided in the narrative of question 3. (mandatory criterion)

The County’s risk assessment-based pretrial release programs are described on pages 21-25 in response to question 3 of the Section 5 Narrative.

6A: Did the county provide a board resolution matching all requirements: (funding preference)

The San Bernardino County Board of Supervisors has approved a resolution authorizing the amount of cash and in-kind match required for the project. Matching funds are compatible with state lease revenue bond financing. The resolution provides appropriate signature authority, as may be required to execute project-related documents. The resolution is attached as a part of this application.

6B: Did the county provide documentation evidencing CEQA compliance has been completed and a letter from county counsel certifying the associated statutes have expired with no challenges? (funding preference)

The County has completed the CEQA process, and has received and filed a Notice of Exemption. This Notice and county counsel letter is included as part of this application.