Sacramento County Correctional Facility Master Planning Services

Final Report: A Vision for the Future

Evaluation and Ranking of Facility Strategic Development Approaches to Support Consent Decree Compliance and Meet Future Jail System Needs

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Section 1.0 – Introduction/Executive Summary

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We would like to thank the many Sacramento County staff and partners who contributed their time, expertise, and candid feedback to support this Master Planning effort. Their participation in interviews, site visits, and workshops, helped ground this report in the realities of current practice and future planning needs.

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INTRODUCTION

The Sacramento County jail system is comprised of two adult correctional facilities, the Main Jail (MJ) and the Rio Cosumnes Correctional Center (RCCC), also known as "the Branch," which operate under the authority of the Sacramento County Sheriff's Office (SSO), Correctional Services Division.

Ongoing concerns about the conditions of confinement in the Sacramento County jails, alongside access to and adequacy of medical and mental health services, and compliance with the Americans with Disabilities Act (ADA) and the Health Insurance Portability and Accountability Act (HIPAA), formed the foundation of a class action lawsuit against the County filed on July 31, 2018. After years of negotiations, the matter was resolved and a court order, the Mays Consent Decree (hereinafter referred to as the Consent Decree), was issued on January 13, 2020.

In June 2022, following several reports from experts, the County and Class Counsel entered into a subsequent Memorandum of Agreement (MOA) aimed at implementing foundational remedial measures at both the MJ and RCCC. The MOA required the County to develop two plans:

- A plan to remedy physical plant deficiencies impacting delivery of care, with an emphasis on achieving constitutional levels of physical health and behavioral health services.
- A plan for jail population reduction measures to include funding and an implementation schedule.

As part of the plan to remediate physical plant deficiencies, the County agreed to a number of changes and developed an entire plan (referred to as the "Remediation Plan") to provide constitutionally adequate care and conditions of confinement.

In April of 2020, to address a portion of the physical plant code violations and deficiencies, the County retained Nacht & Lewis to develop a "plan for the future" and criteria documents for the delivery of expanded detention facilities focusing on Intake and specialized mental health housing and services. Nacht & Lewis prepared a detailed program and conceptual plans for the construction of an "Annex" to the Main Jail, located in the staff parking lot to the north of the existing jail, and Kitchell CEM prepared detailed cost estimates, culminating with a final cost estimate in August of 2023. This initial project would be known as the Intake and Health Services Facility (IHSF), aimed at providing additional space for booking, as well as space for mental health and medical care.

The "Annex" project was proposed to and approved by the Sacramento County Board of Supervisors in December 2022. It was projected to take approximately five to eight years to complete. Throughout the planning, design, and capital development process, costs continued to increase, and questions were raised by the monitors and plaintiff representatives as to the

efficacy of the proposed expansion. Moreover, the Board of Supervisors expressed concern regarding deciding on a singular course of action without a more thorough investigation of facility Approaches. On the recommendation of the Board of Supervisors, the completion of a third-party peer review was approved in 2024.

Completed by CGL Companies in 2025, the peer review document noted that the documents, as reviewed, reflected significant gaps in space needs for programs and support. It recommended suspending the current IHSF project until several steps were completed, including conducting a comprehensive jail system Master Plan involving a broad range of stakeholders to "provide better functionality and improve justice system outcomes rather than focusing narrowly on minimum efforts required for the Main Jail." In April of 2025, the Board of Supervisors adopted CGL Companies' recommendation and a Request for Proposals for the planning study was issued at that time.

Mandate of the Mays Consent Decree

The Consent Decree identifies five major remedial focus areas mandated to bring the Sacramento County jail system into constitutional compliance, each with specific goals and requirements as follows:

1. Medical Care. Focuses on expanding clinical spaces, ensuring timely access to comprehensive healthcare services, providing adequate clinical staffing, and achieving consistent improvements in chronic disease management, pharmacy services, and the medical intake screening process.
2. Mental Health Care. Focuses on overcoming persistent staffing vacancies, HIPAA privacy considerations, expanding mental health treatment, increasing out-of-cell time for therapeutic programming, consideration of mental health or intellectual disabilities in issues related to the disciplinary process, and reducing waitlists by establishing adequate capacity in specialized housing for individuals requiring higher levels of care.
3. Restrictive Housing. Places firm limitations on isolation practices, particularly protecting individuals with serious mental health issues.
4. Suicide Prevention. Mandates integrating mental health screenings at the time of intake, improving suicide prevention policies and practices, and providing continuous monitoring by using designated safety and observation cells in areas of the facility that allow for the continuous supervision by staff of individuals at-risk.
5. Accessibility. Focuses on physical plant upgrades to ensure compliance with the Americans with Disabilities Act (ADA), guaranteeing equal access to programs, facilities, and auxiliary aids for individuals with disabilities.

Over the years, the County has strived to meet the requirements of the Consent Decree by evaluating how the two jails can be improved to better align with court-mandated healthcare

access and service delivery and ADA requirements within the limitations of the existing infrastructure.

Recent findings from expert reports indicate that, though some progress has been made toward compliance with the Consent Decree provisions (12th Status Report, Feb 2026), the County is still struggling to reach substantial compliance across all provisions, particularly regarding mental health staffing and medical care delivery. All these reports have consistently recognized staffing challenges and physical facility limitations as main impediments to achieving full compliance.

Within this context, the intent of this Sacramento County Correctional Facility Master Planning Services effort is to provide the County with a long-term correctional infrastructure roadmap, informing future system capacity and housing requirements, ADA transition planning, facility approaches to remedy physical plant deficiencies, and capital investments to achieve full compliance with the Consent Decree.

Project Purpose & Participation

Formally launched on July 1, 2025, the Master Planning effort had, as its primary objective, the development and analysis of a range of feasible, actionable facility remediation options and associated timelines for Sacramento County Board of Supervisors' consideration. While targeted at full compliance with the provisions of the Consent Decree, this Master Planning effort was also intended to establish a vision for the future, enhance the functionality of the County's jail system and enhance the entirety of the justice system in consideration of available financial options.

The study included engagement with stakeholders representing the Sacramento County Sheriff's Office (SSO), County Health Services ACH and Adult Correctional Mental Health (ACMH), County Counsel, Sacramento County Department of General Services (DGS), and various other representatives of County Administration and affected County Departments. Six major workshops were held with the Stakeholder Group, ranging from 6–12 hours over two days to inform the development of project planning proposals.

To guide the study and ultimately provide recommendations to the County Board of Supervisors, the Board established the Jail System Planning Compliance Oversight Committee (Executive Committee) comprised of Executive Staff and the Undersheriff. This group was briefed on all information presented and discussed with the stakeholders and provided direction to the Planning Team for all key aspects of the planning process. The Executive Committee became the primary stakeholder group for the final review of alternative Strategic Development Approaches based on cost considerations and participated in multiple workshops as part of developing the final ranking of the various approaches identified.

The County is, as always, cognizant of the importance of transparency in the process and, from the initiation of the study, has been committed to provide for full participation by stakeholders

and the public. All of this with the goal of providing the Jail System Planning Compliance Oversight Committee responsible for making recommendations to the Board of Supervisors with a broad perspective on issues to be considered in reaching a final recommendation to the Board. Accordingly, through the Public Safety Justice Agency Advisory Committee (PSJAAC), the County developed a community outreach strategy that started with an open invitation to a collaborative meeting to discuss with representatives of the public and advocacy groups the goals of the study effort. This community engagement platform provided a public forum for the discussion of key concerns regarding both jail facilities and the delivery of appropriate services to the in-custody population and the justice system as a whole. This initial meeting was followed by a series of virtual meetings to continue to provide a forum for public input throughout the planning process. While recognizing that there will be divergent opinions on the final outcome, this process is intended to provide for transparency and input prior to reaching a decision on the recommended course of action.

The goal of the study is to provide the Executive Committee with a ranked order of long-term Strategic Development Approaches for Board of Supervisors' consideration for further investigation in resolving physical deficiencies described in the provisions of the Consent Decree. This work will be used to establish a vision for the future that will enhance the functionality of the County's jail system and the entirety of the justice system with consideration of available financial options.

Scope of Work

The Master Planning Study progressed through four main phases:

- Phase 0 Charting the Course
- Phase I Survey and Inventory
- Phase II Documentation of Current Operations, Existing Conditions & Gaps Identification
- Phase III Development and Evaluation of Strategic Approaches and Recommended Master Plan

Phase I/II (documented in a report dated September 14, 2026, and appended to this Final Report) focused on evaluating programs, staff, and operations; inventorying existing space and identifying space gaps; understanding and documenting existing physical conditions; and reviewing the results of the Facility Condition Assessment/functional suitability analysis as a basis for planning and defining the vision for the "desired jail system" of the future.

As the basis for understanding and documenting existing conditions and establishing future needs, Phase I/II included the following tasks:

- Analyzing historical jail population trends to determine current and future capacity needs

- Evaluating ADA, medical, and mental health compliance needs, including staffing needs for all service lines
- Assessing the functional suitability of existing facilities, treatment programs and services, and related staffing and operational costs
- Performing an inspection and assessment of physical conditions and anticipated maintenance, lifespan, and replacement costs of existing jail facilities including PESTLE (Political, Economic, Social, Technological, Legal, and Environmental) factors and compliance with the County's Climate Action Plan

The Phase I/II Report (Appendix E) documented current and projected needs and the as-is conditions of the existing facilities and both functional and operational gaps in meeting the conditions of the Consent Decree and providing appropriate levels of service to meet the needs of the incarcerated population. In subsequent phases, this document was used as the foundation for identifying, developing and evaluating system-wide approaches to renovating, expanding or replacing existing facilities to remediate physical plant deficiencies and realize the desired jail system of the future.

The Phase I/II Report identified a range of facility issues related not only to the physical environment as specifically addressed in the Consent Decree, but also affecting the delivery of critical medical and mental health services. These gaps, along with recommended best practices, are touched on in the following narrative, but the Phase I/II Report (Appendix E) offers a more granular presentation of issues directly related to the Consent Decree and to visioning the desired jail system of the future.

This Final Report documents the efforts of Phases III and IV to first identify a range of potential Strategic Development Approaches (Phase III) and subsequently develop and refine the selected approaches based on their comparative evaluation and ranking. The latter, for concurrence by the Executive Committee and presentation to the Board of Supervisors of the Strategic Development Approaches as the primary deliverable of the overall study (Phase IV).

Strategic Development Approach Defined: In identifying and ranking the range of Strategic Development Approaches, of first concern was addressing the key physical deficiencies either specifically identified in the Consent Decree or those impacting the delivery of critical medical and mental health services. Beyond this basic consideration, each Approach is intended to represent a plan that reflects the future vision for the jail system and the desired jail system of the future as a comprehensive response by:

- Reflecting contemporary detention facility staffing and operational concepts based on best practices as a basis for planning
- Providing a path forward to meet projected 20-year needs
- Incorporating concepts that enhance staffing and operational efficiencies, thereby reducing continuing annual long-term operational costs

- Rectifying deferred maintenance costs as defined in the Facility Condition Assessment where existing facilities are considered as part of the Strategic Development Approach
- Providing a physical environment that will enhance staff recruitment and retention, improve operations, and result in better outcomes for staff, people in custody, their families and the community and reduce the potential for continued litigation or new litigation regarding conditions of confinement in the future

It must be understood that correcting specific and contributing physical deficiencies through any of the Strategic Development Approaches is only one aspect of achieving full compliance with the conditions of the Consent Decree. Although improved facilities are important, the primary measure of compliance with the Consent Decree remains the ability to provide timely, clinically responsive services through effective staffing, operations, policies, and procedures. Accordingly, efforts to address physical deficiencies contributing to the conditions identified in the Consent Decree must be considered alongside the policy, program, staffing, and operational gaps discussed in Sections 4 and 5 of the attached Phase II/III Report.

Final Report Organization: The Final Report is organized as follows:

- *Section 1.0 Introduction/Executive Summary:* Provides general background on the purpose of the study, process and deliverable, summarizing the quantitative and qualitative comparative evaluation and recommended ranking of the six Strategic Development Approaches A thru F detailed in this report and providing a summary of the key elements of each.
- *Section 2.0 Key Planning Considerations:* Outlines the key planning considerations that formed the basis for the Strategic Development Approaches.
- *Section 3.0 Feasibility of Adaptive Use of Existing Facilities:* Summarizes the findings of an exploration of adaptive use of existing facilities to address physical deficiencies inherent in the Consent Decree without major new construction.
- *Sections 4.0 thru 9.0 Strategic Development Approaches A thru F:* Provides detailed information on each of the six Strategic Development Approaches A thru F and the basis for their evaluation against the quantitative and qualitative criteria.
- *Appendix A Strategic Development Approaches: Supporting Data:* Provides supporting information related to the development of the pro forma space program, reuse housing plans, diagrammatic solutions, phasing plans, probable project costs and construction cost by phase for each of the six Strategic Development Approaches (under separate cover).
- *Appendix B: Main Jail Seismic Resistance Analysis:* Documents the review of the Main Jail regarding code compliance for seismic resistance and the potential impact of renovations and provides recommendations to increase resistance for immediate habitability in case of a seismic event as defined for this locale.

- *Appendix C: Rio Cosumnes Correctional Center Hydrology and Flood Plain Mitigation Analysis:* Documents the analysis of the existing facility and access roads relative to the established Federal Emergency Management Agency (FEMA) 100-year flood plain, which led to a determination that any major renovation or new construction on the RCCC site would mandate compliance with flood plain regulations. This requires flood protection to a minimum of two feet above the Base Flood Elevation (BFE) for essential or critical facilities per the California Building Code Title 24, Part 2, which adopts American Society of Civil Engineers (ASCE) 24, Flood Resistant Design and Construction. This requirement effectively requires reconstruction on fill in lieu of renovation and expansion as well as raising the access roads.
- *Appendix D: Community Engagement:* Summarizes the County's effort during the study to provide an avenue for community participation as part of their commitment to transparency in the process and a summary of feedback received during the community engagement sessions.
- *Appendix E: Phase I/II Functional Assessment and Projected Needs:* This report is included by reference regarding physical deficiencies, gaps, and best practices (under separate cover).

EXECUTIVE SUMMARY

Determination of Strategic Development Approaches

The process of identifying a range of Strategic Development Approaches for comparative evaluation was initiated at Workshop 5 in April 2026, to explore a range of approaches, from maximum reuse of existing facilities to the development of replacement facilities. The initial strategies focused on the potential for adaptive use of existing facilities to meet projected needs through renovation and expansion.

Six approaches were initially identified for consideration:

- Testing the potential for meeting the conditions of the Consent Decree through the adaptive use of both the Main Jail and RCCC with no housing expansion
- Constructing a Special Purpose addition to the Main Jail, renovating the Main Jail and remodeling and expanding RCCC
- Constructing a Special Purpose addition to RCCC, renovating and expanding RCCC and renovating the Main Jail
- Renovating the Main Jail and constructing a new satellite facility replacing RCCC
- Renovating and expanding RCCC and constructing a new satellite facility replacing the Main Jail
- Constructing a new consolidated correctional center to replace both the Main Jail and RCCC

All the new construction approaches were based on the preferred geographic location as within or directly adjacent to the area bounded by I-5, I-80, SR 50, and SR 99. This location was selected to accommodate ease of access by most law enforcement agencies, maintain proximity to the courts, and ensure central access to specialized support and professional staff required to deliver quality medical and mental health programs and services.

During the workshop, participants noted that RCCC has a large site area and has been in use as a correctional/detention center for over 75 years, which may help reduce public opposition to siting a consolidated replacement facility at that location.

As a result, a seventh approach was added to the mix for consideration:

- Constructing a new consolidated correctional center *to replace* RCCC, coupled with an Intake/Short-term holding facility located within the preferred geographic location.

Based on these discussions, the Planning Team began development of the identified range of approaches based on the following key planning considerations (summarized in Section 2.0 of this report and further detailed in the applicable sections of the Phase I/II Report):

- Target capacity of 4,313 beds (refer to Section 2.0 of this report and Section 3.0 of the Phase I/II Report).

- Mays Consent Decree, with specific facility-related issues in the areas of medical and mental health, including housing capacity and housing type by levels of care, enhanced service delivery, accessibility, HIPAA privacy considerations and other critical factors. (Refer to Section 2.0 of this report and Sections 4.0, 5.0 & 6.0 of the Phase I/II report).
- An optimal space program that would need an estimated 1,575,298 total building gross square feet for housing, support services, and programs, serving the capacity of 4,313 beds (rounded to 4,324 beds based on standardized housing unit capacities). This model program was then adapted as needed to reflect the specific characteristics of the individual approaches (refer to Section 2.0 and Appendix A.2 of this report).
- Siting parameters and locational considerations including preferred geographic locations as previously noted and criteria related to other siting parameters. (Refer to Section 2.0 of this report).
- The Phase I/II Report included a full assessment of existing conditions at both the Main Jail and RCCC. Key areas of investigation included:
  - A complete Facilities Condition Assessment of existing conditions including deferred maintenance
  - A complete and detailed review of detention specialties and electronic security systems including condition, availability of parts and recommended modernization
  - A review of available technology in both buildings and an assessment of required improvements
  - A detailed assessment of current deficiencies per the physical code standards of the Americans with Disabilities Act 2010 ADA Standards for Accessible Design.
  - A review of budgeted but unfunded Capital Improvement Plan (CIP) projects that were excluded from the Facility Condition Assessment (FCA) analysis.

The Phase I/II Report provided a Rough-Order-of Magnitude (ROM) construction cost estimate for correcting existing deficiencies at the Main Jail at $337M and a project cost estimate of $635M including escalation, based on an extended six phase renovation schedule resulting from the lack of swing space for temporary housing. Similarly, the ROM construction cost for RCCC was estimated at $179M with a project cost including escalation of $328.5M. Total project cost for both facilities was projected as $964.4M.[1] (Refer to Section 2.0 of this report and Section 7.0 and related Appendices of the Phase I/II report).

[1] Note these were preliminary estimates that were subsequently updated to include replacement of mechanical equipment to respond to the requirements of the County's Climate Action Plan, delivery via progressive design/build, reduction of project cost factors due to the magnitude of the project, and schedule adjustments particular to each of the Strategic Development Approaches analyzed.

State of Good Repair: The Phase I/II FCA identified general building deficiencies, detention and electronic security upgrades, incorporation of current technology, accessibility improvements and unfunded CIP projects at both the Main Jail and RCCC. Approaches, which included the continued or adaptive use of either or both of these facilities, assumed that all issues identified would be included in the scope of renovations to provide comparability to new construction and allow an apples-to-apples comparison of the approaches for informed decision-making.

In addition, costs for Mechanical, Electrical, and Plumbing (MEP) systems were adjusted to include the defined premium for replacing existing equipment to meet the basic tenets of the County's Climate Action Plan (CAP) that is exclusive of unknown infrastructure improvements that may add further costs. This framework recognizes that any approach that includes renovating an existing facility will require phased construction and vacating parts of the facility. As such, it would be prudent to address deferred maintenance and other issues concurrent with planned functional renovations while the facility is vacant. It should be noted that returning the Main Jail and RCCC to a State of Good Repair won't automatically fix Consent Decree space-related issues.

Seismic Review of Main Jail: During the Phase I/II assessment of existing physical conditions, it was determined that a structural assessment relative to seismic resistance and current code requirements had not been completed for the Main Jail. As a result, concurrent with the analysis of Strategic Development Approaches for the future, the County authorized the Planning Team to prepare a structural assessment of the Main Jail. This assessment found that the Main Jail likely meets a Life Safety performance objective for a Basic Safety Earthquake-1E (BSE-1E) hazard level with minimal remediation. If, however, the building were to undergo a design-level earthquake, it is expected that during such an event, the structure will experience downtime before becoming fully operational again and ready for full occupancy. Given that, in case of a seismic event there are not resources available to house 2,000+ people-in-custody, the recommendations to increase seismic resistance to equal that of an essential facility[2] that could in most cases remain habitable after an event were incorporated into any approach that included adaptive and continued use of the Main Jail. (Refer to Section 2.0 and Appendix B of this report.)

Hydrology/Flood Plain Considerations at RCCC: - It is widely known that the RCCC site has been subject to flooding in the past. Due to flooding in 2023, 1,075 individuals in custody were evacuated from RCCC due to the access roads being rendered impassable. Concurrently with the analysis of Strategic Development Approaches for the future, the County authorized the Planning Team to prepare a hydrology study related to mitigating the flood plain impact on

[2] Codes in force at the time of original construction did not address essential facilities. Current Title 24 would include detention facilities as essential facilities; that is, facilities that should remain occupiable in the event of a design level seismic event. Requirement to upgrade to essential facility will be determined by Agency Having Jurisdiction (AHJ), Sacramento County Community Development. All Strategic Development Approaches including the continued use of Main Jail will include ROM cost for upgrades pending further detailed study.

RCCC and access thereto. The results of this study significantly impacted the determination of the appropriate range of Strategic Development Approaches.

- California's adoption of ASCE 24 Flood Resistant Design and Construction as part of Title 24, Part 2 requires flood protection to 2.0' above the BFE which is 22 feet per floodplain mapping, resulting in floodproofing to a height of or placement of the ground floor at 24 feet.[3]
- On average, the buildings are 4.5 feet below the proposed 24-foot critical facility flood protection elevation of 2' above BFE of 22 feet, with [4]some of the buildings 5 to 6 feet below the required 24-foot elevation.
- The Sacramento County Zoning Code, Title IX: Floodplain Management Ordinance[5] indicates that if the cumulative cost of reconstruction, rehabilitation, addition, or alteration of a building, or any part thereof, equals or exceeds 50% of the market value of the building, including costs for the preceding five-year period, the building must comply with flood code requirements regarding flood proofing.
- Per Department of General Services Records, the current value of the RCCC property is $93M. Preliminary studies related to developing alternative approaches suggested that renovation and expansion at the RCCC site could exceed the current value by a factor of 10 percent – clearly triggering compliance with requirements under state and federal codes, as well as the Sacramento County Floodplain Management Ordinance, to provide floodproofing to 2.0' above the BFE.
- Flood protection measures such as dry floodproofing, perimeter floodwalls, and deployable flood gates were evaluated as potential methods for reducing flood risk to existing facilities within the RCCC campus. Although these strategies may provide localized protection for individual facilities, they present several challenges at RCCC. Because the campus contains numerous buildings, utilities, access points, and support infrastructure, a comprehensive flood protection system would likely require multiple floodwalls, gates, and protected utility crossings to function effectively. Further, according to FEMA requirements and the referenced County Ordinance, any construction or mitigation measure must not have adverse impacts on the current flood and drainage patterns.

[3] Note that the basic requirement for floodproofing per FEMA guidelines is 18" above the BFE, however, Title 24 based on ASCE 24 requires 2' of freeboard above BFE for essential facilities.

[4] Note these were preliminary estimates that were subsequently updated to include replacement of mechanical equipment to respond to the requirements of the County's Climate Action Plan, delivery via progressive design/build, reduction of project cost factors due to the magnitude of the project and schedule adjustments particular to each of the Strategic Development Approaches analyzed.

[5] Note that Sacramento County has adopted stricter requirements to earn CRS points including the five-year cumulative cost requirement including repairs referenced in Section 902-57 of the Sacramento County Floodplain Management Ordinance which are more stringent than basic FEMA requirements. These enhanced standards contributed to the County's recent recertification as a Class 2 CRS community-the only Class 2 CRS community in California. As a result, residents in the unincorporated areas of Sacramento County who purchase flood insurance through the NFIP receive a 40% discount.

The findings and recommendations of the Flood Plain/Hydrology study significantly affected the proposed range of Strategic Development Approaches. The Planning Team recommended and the Executive Committee concurred that renovation and expansion of RCCC should not be considered in the analysis of Strategic Development Approaches. However, because RCCC is and has been the site of a secure detention and correctional facility for over 75 years and is generally accepted as the same by the public, it was determined that the site would be included in the development of alternative approaches with the assumption that the facility is reconstructed on the property to meet FEMA requirements and the Floodplain Management Ordinance, including adjustments to both the Bruceville and Twin Cities Roads to provide two means of access during a 100-year flood event.

This decision, however, brought with it additional constraints related to oversight and review of permitting by FEMA for reconstruction on the RCCC site. These constraints included extended schedule requirements, added costs and uncertainty regarding availability of capacity at RCCC to provide adequate temporary housing to allow for expedited renovation of the Main Jail. (Refer to Section 2.0 and Appendix C of this report.)

Availability of Swing Space: A key consideration in investigating approaches that utilize existing facilities is the need for temporary housing to allow portions of the existing facility to be vacated. Limited swing space is available in proximity to Sacramento County. Additionally, since it is probable that the Consent Decree provisions applied to the Sacramento population will follow any individual housed in other jurisdictions, many jurisdictions might be reticent to accept Sacramento County detainees on a per diem basis, as it could create a burden and a risk on the host facility.

As initially defined, more detailed analysis of the approaches also indicated that the maximum reuse approach was not viable for consideration as discussed below. As a result, the final range of Strategic Development Approaches is outlined as follows:

- **Strategic Approach A**: Special Purpose Expansion to the Main Jail, Renovation of the Main Jail & Reconstruction/Expansion of Rio Cosumnes Correctional Center
- **Strategic Approach B:** Special Purpose Expansion at Rio Cosumnes Correctional Center & Expansion, Renovation of the Main Jail & Reconstruction/Expansion of Rio Cosumnes Correctional Center
- **Strategic Approach C**: New Special Purpose Satellite Facility w/ capacity to Replace Rio Cosumnes Correctional Center & Renovation of the Main Jail
- **Strategic Approach D**: New Special Purpose Satellite Facility w/ capacity to Replace Main Jail & Reconstruction of Rio Cosumnes Correctional Center
- **Strategic Approach E**: New Consolidated Detention Center, including Special Purpose Needs, Replacing Main Jail & Rio Cosumnes Correctional Center
- **Strategic Approach F**: Construction of New Intake, Short-Term Holding and Court Staging Center and Reconstruction of Rio Cosumnes Correctional Center as

Consolidated Detention Center including Special Purpose Needs, Replacing Main Jail & Existing RCCC

The broader stakeholder group reviewed the final range of approaches during Workshop 6 in July 2026. This workshop was a collaborative effort focused on reviewing and refining both the evaluative Qualitative and Quantitative Criteria and the comparative evaluation of the Strategic Development Approaches. This effort resulted in a refinement of the criteria and ratings as discussed below but was overwhelmingly consistent with the final recommended ranking of the range of Strategic Development Approaches as presented in the final report.

Subsequently, additional workshops were convened with the Executive Committee both to refine the technical development of the various approaches and to review the comparative evaluation of the Strategic Development Approaches against the Quantitative Criteria (Cost & Time) in closed sessions.

The Quantitative and Qualitative Criteria considered in the comparative evaluation are outlined below and a graphic comparison is included in the presentation of the final recommended ranking of the six Strategic Development Approaches, which follows the discussion of the criteria.

Evaluative Criteria

The Strategic Development Approaches were compared and contrasted against both Quantitative and Qualitative criteria as follows:

- **Quantitative Criteria** are measurable objective criteria such as capacity, construction cost, project cost time to occupancy, etc.
- **Qualitative Criteria** are more subjective and based on judgements of the responsiveness of each approach to a given criterion on a comparative basis,; for example. Transportation: Will the approach result in a decrease, increase or same level of transportation demands?

Quantitative Criteria clearly reflect the differences in the approaches, as they are numeric, financial, or time-based. For Qualitative Criteria, a short description reflecting the basis for the rating is provided in the individual sections of this report detailing each Strategic Development Approach.

Graphically, the ratings are displayed in a summary “Traffic Light” matrix, which provides a visual representation of the overall responsiveness of each approach to the established criteria. Green and yellow ratings imply that the approach is evaluated as having a positive response to the criteria. The red and orange ratings reflect a lower responsiveness to the criteria.

The general approach to assessing responsiveness and related colors is summarized in the following figure.

Figure 1.1
Quantitative & Qualitative Ratings Legend

Color Code	Responsiveness Evaluation
	Highly positive/responsive
	Generally responsive, minor issue of concern
	Limited responsiveness, significant issue of concern
	Not responsive to criterion or excessive cost to respond

Quantitative Criteria

The following provides an overview of the quantitative criteria and the basis for developing the information as presented for comparison. As previously noted, a short description reflecting the basis for the rating is provided in the individual sections of this report detailing each Strategic Development Approach.

Capacity: Documents if the total capacity equates to the projected need and programmatic requirements. For new construction, this is based on the program information documented in the final report for each approach. For existing facility adaptive use, it is based on the housing plan documented in the final report for each approach that includes reuse of an existing facility.

Special Bed Capacity: Confirms by population cohort if the total capacity needs and percentage of single cells projected for each treatment level are met and if the approach reflects best practice recommendations as summarized in Section 2.0 of this report and as detailed in Section 6.0 of the Phase I/II Report.

Construction Cost: Reflects ROM construction costs in today's September 2026 dollars as developed by an independent cost estimator (Sierra West Group) on both a cost per square foot (cost/sf) and CSI MasterFormat[6] basis.

[6] CSI MasterFormat is a standard for organizing construction information into a logical and consistent format. It is a standard for organizing construction information published by the Construction Specifications Institute (CSI).

Project Costs: Includes escalation based on a phasing plan developed specifically for each approach, Furniture, Fixtures & Equipment, contingencies, Architecture/Engineering (A/E) Fees, FEMA costs where applicable, County construction support, program/construction management, and Construction Management and Inspection Division (CMID).

Continuing Mays Consent Decree Defense Costs: Based on continued expense for Class Counsel, SMEs, County legal costs and internal monitoring, a $1,000,000 a year was included until project completion. This estimate may be low relative to current actual costs but provides a benchmark for comparison.

Interim Action Costs: Actual costs for interim actions that may result from future MOAs are indeterminate as a quantifiable cost at this time. Ratings for this criterion reflect the probability of additional interim actions being required primarily based on the time when meaningful progress can be stipulated.

Escalation: Escalation is calculated at 5% per year compounded. For comparison purposes, this number was extracted from project costs to illustrate its impact on the overall project budget.

Seismic: Extracted from construction and project costs to illustrate the impact of seismic remediation on project costs.

Floodplain Mitigation: As above, extracted from construction and project costs to illustrate the impact of flood mitigation on project costs.

Occupancy/Consent Decree Impact Meaningful Progress: Anticipated date that the County can claim meaningful progress in addressing the direct and indirect physical deficiencies inherent in the Consent Decree. Primarily tied to when contemporary facilities as programmed are proved to support medical services and housing, mental health services and housing, ideally in Intake/Transfer/Release functions.

Schedule note: All schedules include considerable lead time prior to the start of construction. Based on finalization of recommendations to the Board of Supervisors on or before the end of 2026, all schedules as outlined below and in the individual Strategic Development Approaches reflect a January 2027 starting point and include:

- One year for Board of Supervisors; final decision-making on the preferred approach and project financing.
- Two years for California Environmental Quality Act (CEQA) studies, public hearings, and findings of fact.

The CSI format estimate breaks a project down by trade, material, and construction method rather than functional building systems. Refer to Appendix A, supporting information for each Strategic Development Approach for a summary of the construction divisions of work utilized in developing the estimate of probable construction cost.

- Six months for selection of a design/build team for progressive design delivery after CEQA approval.
- Nine months for preliminary design and development of an agreed to Guaranteed Maximum Price.
- An additional six months for final design and permitting.
- It is assumed that site identification, property acquisition, financing, design criteria preparation, Request for Proposal (RFP) development, and other activities will occur concurrently with the three years allotted for Board decision-making and CEQA.
- It was assumed that site selection/acquisition, development of design criteria, financing, public vote as needed for financing, RFP preparation for design/build team selection would all occur in parallel with Board decision-making and CEQA. If RCCC is determined to be the site for new facilities, FEMA required tasks would also be completed during this timeframe.

Occupancy/Consent Decree Full Compliance/Completion: Anticipated date when all phases of the approach will be completed, fully addressing all direct and indirect physical deficiencies inherent in the Consent Decree.

Qualitative Criteria

The following provides an overview of the qualitative criteria and of how they are considered in determining relative level of responsiveness for the six Strategic Development Approaches.

Consent Decree Compliance: Medical Care Physical Deficiencies: To what degree does the approach support improved delivery of clinical, acute and sub-acute care? Evaluation based on meeting program, ease of access, triage at the housing unit and the extent to which the physical solution impedes or supports the delivery of medical services and allows for an efficient layout (e.g.,, constraints of existing construction if a renovation solution).

Consent Decree Compliance: Mental Health Care Physical Deficiencies: To what degree does the approach support improved delivery of mental health clinical, acute and sub-acute care? Evaluation based on meeting best practices for housing, ability to house by level of care cohort, ability to accommodate service delivery at the housing unit or cluster, ability to incorporate best practices in housing acute and sub-acute populations, collocating clinical staff with the service population and to the extent to which the physical solution impedes or supports the delivery of mental health services and allows for an efficient layout (e.g., constraints of existing construction if a renovation is selected).

Consent Decree Compliance: Suicide Prevention: To what degree does planning accommodate anti-ligature design and other provisions to limit self-harm? Evaluation based on what known

issues may remain such as double celling people diagnosed as Enhanced Outpatient Program (EOP) in cells requiring stacked bunks or housing populations intended to be single-celled in double cells. Are adequate Specialized Inpatient Treatment Housing Unit (SITHU) beds provided in the proposed approach?

Consent Decree Compliance: Restrictive Housing: Conditions of the Consent Decree are primarily related to policy and procedure for placing someone in Restrictive Housing especially regarding those suffering from Mental Health issues. From a Strategic Development Approach perspective, the primary area of concern is whether the approach allows for an appropriate housing construct that provides meaningful out-of-cell time including outdoor recreation. Another area of concern related to evaluation is whether it also provides appropriate areas for mental health treatment for those placed in Restrictive Housing who also have a clinical diagnosis for treatment.

Consent Decree Compliance: Accessibility: To what extent does the approach address and fully resolve accessibility issues (i.e., housing, access routes, equal access to programs, ablutions, etc.)

Temporary Housing Required: Does the approach require temporary housing to facilitate renovations of an existing facility and, if so, to what degree does available capacity meet the temporary needs based on the phasing plan? Ratings are based on the level of responsiveness (e.g., houses the typical Average Daily Population [ADP] displaced versus providing equal rated capacity,[7] regardless of ADP).

Impact on Custody Staffing: To what degree does the approach either allow for greater efficiency in overall staffing through the reduction of duplication or increased efficiencies versus increasing staffing needs over and above current levels. Maintaining current levels (duplication between Main Jail and RCCC) is rated as limited responsiveness and approaches that provide for less duplication are rated as generally or highly responsive. Approaches which would result in increased duplication of staffing are rated lower.

Impact on Medical/Mental Health Staffing: Evaluation is similar to the process outlined above for Custody Staffing.

Transportation Impact: Comparative evaluation of the approaches as to whether they increase or decrease the level of internal and external transportation required. As with staffing, maintaining current levels of transportation between Main Jail and RCCC is rated as limited responsiveness and approaches that reduce transportation needs are rated as generally or highly responsive. Approaches that would result in increased transportation are rated lower.

[7] Rated Capacity refers to bed space capacity per the California Board of State and Community Corrections standards as included in Title 24.

Impact on Facility Operations Costs: Compares the ability of each approach to decrease the average cost per square foot of operating and maintaining the facility. In general, there are greater opportunities with new construction, though the cost model for renovation includes the cost of changing out equipment for higher efficiency and reduced climate impact as anticipated by the County's CAP.

Construction Impact on Operations: Considers the degree to which construction could affect day-to-day operations related to housing, movement, safety and security. It also considers how much operations could affect, thereby resulting in potential additional costs for delay or out-of-sequence work.

Incorporates Defined Best Practices: Measures the degree to which each approach can incorporate best practices in the Phase II operational and functional analysis based on identified gaps. Primarily affects approaches that include the renovation or adaptive use of existing facilities.

Operational Flexibility: Measures the degree to which each approach can accommodate changes to the population profile over time.

Improved Quality of Environment: Improved quality of environment has been shown to have a positive impact on the behavior of the in-custody population as well as staff wellness and satisfaction. It is also a consideration in creating an environment supportive of treatment goals, which are a consideration in the provisions of the Consent Decree. Moreover, an improved working environment supports staff recruitment and retention. This criterion considers whether an approach offers an opportunity for incorporating biophilic principles—environmental features that emulate patterns found in nature, such as daylight, natural finishes and materials, plants/large images of nature, outdoor views, etc. These features are used in architecture and interior spaces to create a physical environment that encourages positive behavior and enhances well-being.

Potential for Phased Implementation: Although full compliance with the conditions of the Consent Decree may require full implementation of the selected Strategic Development Approach, the rating for this criterion reflects the degree to which each approach could be phased in, if required, due to any constraints and challenges that may emerge.

Risks/Potential Impediments to Implementation: Every approach will have potential rocks in the road that affect the path from adoption of the approach to completion and occupancy. Each approach was evaluated based upon the potential impediments that may arise and whether they can be addressed or influenced by the County or if they are outside of its control. Many of the risks and potential impediments to implementation are common to all the approaches considered, including CEQA, CEQA litigation, siting litigation, and others. Other challenges are specific to the approach—FEMA delays, unknown conditions and others. Comparative ratings

are based on the relative severity of the risks and the ability of the County to proactively mitigate them.

Feasibility of Adaptive Use of Existing Facilities

Intentionally, the range of Strategic Development Approaches reflected a range from maximizing the adaptive use of the existing Main Jail and RCCC, to focused reuse of the best assets of these facilities with partial replacement to full reconstruction of the jail system. All driven by the primary goals of compliance with the conditions of the Consent Decree and realizing the desired jail system of the future.

The initial study focused on analyzing to what degree the existing facilities could be adapted to resolve the direct and indirect physical deficiencies related to the conditions of the Consent Decree. The Executive Committee and the Planning Team agreed that this was an important area of investigation. Ideally, it could provide a less costly and more time-sensitive approach to making real progress in complying with the conditions of the Consent Decree. In addition, the findings would answer a frequently asked question: Why can't we address these needs with the resources we have?

It is important to recognize that this effort was initiated prior to the authorization and completion of the hydrology study indicating that the renovation and expansion of RCCC is not feasible due to triggering compliance with federal, state and local requirements. However, if there was merit to the concept, renovation and expansion of RCCC could have been reprogrammed as new construction in compliance with flood plain regulations.

The model program for a contemporary 4,324-bed facility as outlined in Appendix A.1 and its associated housing cluster plan were used as the basis for planning. Where appropriate, adaptations were made to reflect the limitations of the existing buildings. Key elements of the program affecting planning for reuse included:

- Provision of single-cell housing for all acute populations: Acute Psychiatric Housing (APU), Early Access & Stabilization Services (EASS), Jail-Based Competency Treatment (JBCT), Critical Needs Assessment Program (CNAP), and Suicidal Inmate Temporary Housing Unit (SITHU), recommended as a best practice in the initial Phase I/II report regarding physical deficiencies and gaps.
- Provision of 66% single and 34% double-bed single-level housing for the Intensive Outpatient Program (IOP) with double beds on the floor and not in stacked bunks to reduce potential for personal harm. This recommendation was identified as a best practice in the initial Phase I/II report regarding physical deficiencies and gaps.
- Provision of 34% single and 66% double-bed single-level housing for the EOP, with double beds on the floor and not stacked bunks to reduce potential for personal harm, again recommended as a best practice in the initial Phase I/II report regarding physical deficiencies and gaps.

- Provision of single-cell housing for 5% of the Mental Health Treatment General Population (MH-GP) as part of sub-acute housing, recommended as a best practice in the initial Phase I/II report regarding physical deficiencies and gaps.
- Housing the acute and sub-acute population cohorts in common housing areas to facilitate better use of resources and staff efficiency, with the ability to provide office space and appropriate group and individual program and treatment rooms in proximity to the population served.
- Critical space shortfalls were identified in Medical Services, with a projected need for clinical, infirmary, pharmacy and staff work areas of 38,777 Department Gross Square Feet (DGSF), which exceeds the area of a floor of the Main Jail Tower. The Medical area is also challenged by a lack of appropriate infirmary rooms, mix of APU and infirmary patients, lack of inmate-patient waiting or staging rooms and lack of provisions for accessibility.
- Critical shortfalls were also identified for Intake/Transfer/Release with a projected need for all functions of 31,794 DGS, about equal to the existing first floor total area. The Intake area is also challenged by lack of HIPAA-compliant interview rooms that are observable, crowding of all work areas, lack of confidential interview rooms for classification interviews, lack of accessible holding areas, inability to accommodate peak demands, and generally a physical organization that does not support the efficient process flow of Intake, Transfer, and release functions.

Other critical areas of concern that were addressed in planning (refer to the Phase I/II Report, Section 6.0) and directly related to the conditions of the Consent Decree included:

- Lack of accessible housing, showers, and toilet facilities at both the Main Jail and RCCC
- Lack of appropriate private program and individual interview rooms at both the Main Jail and RCCC
- Inclusion of all deferred maintenance work identified in the FCA and associated modernization work at both the Main Jail and RCCC, as outlined in the Phase I/II report Section 7.0 Facility Conditions & Accessibility Assessment and associated appendices.
- Inaccessible visiting areas (mezzanine) in the Main Jail
- Site accessibility issues at RCCC
- Large housing units impacting classification separations and out-of-cell time at the Main Jail
- Accessibility issues throughout the Main Jail
- Site accessibility issues at RCCC

Project Scope

To accommodate the projected program needs required to respond to the direct physical deficiencies addressed in the Consent Decree, additional space is required. These deficits accessibility issues and those that indirectly impact other conditions, such as provision of medical services, comprehensive mental health care and medical and mental screening at Intake. The overall approach to adapting the Main Jail to house the Special Needs population and address other related physical deficiencies would include the following scope of construction. (Refer to Appendix A.2 for diagrammatic illustrations, housing plans and other supporting data.)

County Administration Building: Staff services will be relocated to space available in the Old County Administration Building. Although current facilities are significantly undersized to serve both the security and civilian staff and will be expanded through this relocation, the primary reason for undertaking this relocation and renovation is to free up space on the second floor to accommodate the projected space needs for the enhanced medical clinic and infirmary program. (Refer to Appendix A.2 for diagrammatic illustrations of proposed adaptive use concept.)

Hall of Justice: The Hall of Justice (HOJ) is currently available for purchase or lease and is ideally located to act as an extension of the Main Jail. The development plan for the Main Jail includes the relocation of the four courtrooms and associated holding space to the Hall of Justice. Two courtrooms with corresponding support space would be located on the first and second floors, and court holding and attorney visiting facilities would be located on the current parking level. This would allow for the phased expansion and renovation of the Intake/Transfer/Release area on the first floor of the Main Jail.

The third and fourth floors would be renovated to accommodate SSO Jail Administration and the co-location of Adult Correctional Health (ACH) and Adult Correctional Mental Health (ACMH) Administrative Staff. A secure connection would be developed between the existing pedestrian jail sallyport and separate vertical circulation for court transfers and administrative staff between the Hall of Justice and the Main Jail. This arrangement accomplishes two key goals. Along with the proposed relocation of staff services, it frees up most of the Main Jail's second floor to accommodate the medical clinic and infirmary, and locates ACH and ACMH administration on-site, co-located with Jail Administration, to enhance communications, collaboration, and coordination in the interest of continuous process improvement. (Refer to Appendix A.2 for diagrammatic illustrations of proposed adaptive use concept.)

Should the Hall of Justice be unavailable or prove to be an uneconomical proposition, courtrooms could be added to the proposed addition to the north of the jail, and Administrative Offices could be relocated to the adjacent County Administration Building, as discussed below.

Main Jail: The Main Jail will be renovated with a focus on improved and compliant Intake/Transfer/Release facilities, improved and compliant medical clinic, infirmary and

treatment beds, acute and sub-acute mental health treatment beds and general renovations to reduce the size of housing units, provide accessible cells in each housing unit and accessible improvements as required to comply with accessibility standards throughout the building. As previously noted, all the facility-related deferred maintenance and modernization items will also be addressed to return the Main Jail to a state of good repair, to the greatest extent feasible, equal to approaches that include significant new construction. Generally, the scope would be as follows:

- First floor: Expanded & renovated Intake/Transfer/Release—30,000 sf +/-
- Second floor: Expanded Infirmary & Clinic—30,000 sf +/-
- Third thru Fifth floors—Special Needs beds
  - W100 & center core area converted to program space & offices
  - Accessible visiting provided by adding visitor elevator stops at the main jail floor; current program room and adjacent space reconfigured to provide accessible non-contact visiting room and two HIPAA-compliant interview rooms
  - Medical exam room relocated to cluster area in both the East and West Tower to reduce waiting times and need for additional custody staff to secure medical area during use
  - E200, E300, W200 & W300 subdivided; accessible cells and showers in every housing unit
  - Capacity: 91 beds unrated, 556 beds rated
- Sixth thru Eighth floors: Medication Assisted Treatment (MAT), Chronic Medical, and General Population
  - Renovations as above, except W100 remains as housing
  - Capacity: 962 beds rated
- Complete physical plant upgrades per the recommendations of the FCA and related studies (refer to the Phase I/II report Section 7.0 Facility Conditions & Accessibility Assessment and associated appendices.)

Reusing the existing Main Jail for Special Needs and Medical beds significantly impacts the rated capacity of the Main Jail, reducing it from a current Board of State and Community Corrections (BSCC)-rated capacity of 2,400 beds to a rated capacity of 1,518 beds—an 882 bed or 37% reduction in housing capacity. (Refer to Appendix A.2 for a conceptual housing plan illustrating planned use by housing unit and diagrammatic illustrations of proposed adaptive use concept.)

North Main Jail Addition: An addition is proposed north of the existing jail to reduce the overload on the existing jail sallyport. The ground level would house space for consolidating in one location the currently scattered operations of the Emergency Response Team, an expanded Central Pharmacy, and a service bay to remove service and trash vehicles from the Intake/Transfer vehicular sallyport. Additional parking would also be provided for Sheriff's vehicles.

The lower level would provide a direct connection to the jail for staff offices and staff support services, and an expanded staff dining room immediately adjacent to the kitchen. This configuration will keep staff within the perimeter in case of an emergency and also free up space on the second floor to accommodate medical expansion. The balance of the lower level and a second level will provide expanded parking. (Refer to Appendix A.2 for diagrammatic illustrations of proposed adaptive use concept.)

RCCC: RCCC will be renovated to meet accessibility requirements throughout the campus and address other conditions of the Consent Decree. As previously noted, all the facility-related deferred maintenance and modernization items will be addressed to return the Main Jail to a state of good repair, to the greatest extent feasible and equal to approaches that involve new construction. In addition, new program and support facilities will be constructed to replace buildings that have exceeded their useful life, such as the modular office and program buildings that are no longer appropriate for their current function, such as the Intake Building. Generally, the scope includes the following:

- Demolition
  - All program and office modular buildings & trailers in lieu of FCA Investments
  - Gatehouse
- New Construction
  - Expand/reconfigure Administration Building
  - Programs Building—Male
  - Programs Building—Female
  - Public Lobby, Central Control, Visiting
  - Intake/Transfer Building at Perimeter (w/ fenced vehicle area)
- Renovation
  - Administration Building: Internal renovations as required to integrate new addition and reconfiguration
  - Honor Barracks A through D; G-H & J-K: New program addition, including multi-purpose and interview rooms for each side; renovate Toilet/Shower Core for accessibility and the Prison Rape Elimination Act (PREA)
  - Chris Boone & Stuart Baird Facilities: Combine two cells to provide an accessible a cell and shower in each housing unit
  - Kevin Blount & Joseph Kiervernagel Facilities: Renovate wet core to provide accessible cell and shower in each housing unit
  - Roger Bauman Facility: Adapt multi-occupancy cells East & West Wings for accessibility; combine two cells on each unit in North Wing to provide an accessible cell and shower; conduct HazMat remediation on the North Wing; construct Dayroom addition
  - Medical Unit: Combine two cells to provide accessible cell and shower; new cell fronts w/separation corridor; reduce ward area to 10 beds to expand clinic

space with additional exam room & dental operatory; renovate Toilet/Shower Core for accessibility and PREA; combine two cells to provide an accessible cell and shower in each housing unit
    - M Barracks: New program addition with multi-purpose and interview rooms for each side; renovate Toilet/Shower Core for accessibility and PREA
    - Sandra Larson Facility: Combine two cells in each unit of the Ramona Wing to provide accessible cell and shower; construct Dayroom addition to Ramona
    - Booking: Adaptive use/renovation for program/office space
    - Kitchen: Renovate and update equipment
    - Programs & Recreation Building: Adaptive use/renovation of former visiting area for program/office space
    - Laundry: Renovate and update equipment
- Complete physical plant upgrades per the recommendations of the FCA and related studies (Refer to the Phase I/II Report Section 7.0 Facility Conditions & Accessibility Assessment and associated appendices.)
- Capacity: Unrated beds, 15; rated beds, 1,496

The reuse plan will impact the rated capacity of RCCC because it is assumed that, at a minimum, BSCC will require that the capacity of the updated facility be based on current standards, reducing it from a current BSCC-rated capacity of 1,549 beds to a rated capacity of 1,496 beds—a 53-bed or 3.5% reduction in housing capacity. (Refer to Appendix A.2 for a conceptual housing plan illustrating planned use by housing unit and diagrammatic illustrations of proposed adaptive use concept.)

Also included in Appendix A.2 is a potential phasing plan for the adaptive use of the Main Jail and the renovation of RCCC. The phasing plans provide a view of capacity needed and capacity available at each Phase. The key controlling element of the schedule is the availability of swing capacity of to accommodate temporary housing for vacated inmates so areas can be renovated. Without new housing construction, the only available resource will be a renovated Roger Bauman Facility (RBF), which would only provide about 288 beds of swing capacity. RBF will not meet capacity needs based on the rated capacity of each phase, but based on current housing utilization, it will accommodate the current Average Daily Population to be temporarily housed through each phase.

Unfortunately, the lack of temporary capacity significantly extends the schedule. It is estimated that, based on schedule start of January 2027 with a year for Board of Supervisors decision-making and two years for CEQA, the Main Jail would not be complete for 15 years (2042) and that RCCC would not be completed for 22 years (2049).

The Planning Team made a good faith effort to make reuse work as an approach; however, we believe some serious drawbacks render it infeasible:

- Total system capacity is reduced to 3,014 Beds versus a current average ADP of 3,391 people-in-custody or a shortfall of 377 beds.
- Relative to the projected need adopted for planning the shortfall is 1,299 beds.
- The schedule, which does not provide even meaningful progress for over 10 years nor fully addresses Medical and Mental Health Needs in 15 years, nor achieves full compliance in 22 years, is excessive and will probably result in increased oversight and potential additional negotiations of Memoranda of Agreement (MOAs) requiring other interim actions.
- Special Needs beds planned on floors 3–5 have significant best practice compromises as listed below, and it is doubtful whether they would be acceptable as the basis for a long-term solution. In addition, since the exercise indicates that in any event construction of new beds will be required, it would make economic sense to continue using the existing beds as designed for double celling and build compliant Special Needs beds. Best Practice compromises include:
  - Two-tier, in lieu of single-level, housing
  - Stacked double cells in lieu of beds on floor (side by side)
  - Lack of program & recreation space
  - MAT and Chronic Medical beds housed in cells in lieu of open, observable ward and 10% cells
- Hydrology findings **trigger full floodplain code compliance and reconstruction** rather than renovation/expansion based on code requirement of cost versus assessed value: Floor elevation 1'-6" minimum (2' recommended) above BFE, basically making renovation or expansion of RCCC infeasible as part of this approach and increasing the need for new construction that would better address the specific needs inherent in the Consent Decree.
- FEMA processing timelines **significantly extend the schedule,** eliminating early swing space for Main Jail adaptive reuse.
- Excessive costs with limited value-for-money return; while some efficiencies and increase in quality of care will be achieved for medical and mental health services, the operation of two separate facilities will still require duplicate facilities and, more importantly, duplicate SSO, ACH, ACMH and other civilian staffing positions. No reduction in staffing or operating costs is projected as part of a maximum reuse scheme.

Based on these findings, we maintain that the adaptive use of existing facilities an inviable solution to address the directly identified physical deficiencies of the Consent Decree nor any physical deficiencies that indirectly contribute to other operational and treatment conditions of the Consent Decree. Therefore, it should not be carried forward as a Strategic Development Approach for consideration as a long-term solution.

Potential Interim Actions

The study effort identified a range of potential interim actions that could demonstrate good faith efforts toward complying with the Consent Decree's requirements. These actions address physical issues directly and indirectly impacting compliance. They could be considered if implementation of the Strategic Development Approach, as endorsed by the Board of Supervisors and agreed to by Class Counsel and the Court, is delayed beyond the agreed-upon compliance dates, resulting in additional negotiations and Memorandum of Understanding. Interim actions that could be considered as part of future negotiations include:

- Interim Expansion and Renovation of Intake/Transfer/Release using space in the vehicular sallyport and underutilized space in the center of the former booking loop, including accessibility and privacy considerations of the Consent Decree
- Modifications to additional Housing Units to provide accessible housing
- Visitor Elevator modifications to provide accessible visiting, confidential interview rooms and medical exam rooms for each housing cluster (East & West)
- Adapt and renovate one or more floors for mental health housing and treatment
- Provide accessible court holding and attorney visiting facilities and an accessible path from Holding to the Courtrooms
- Expansion and renovation of Medical Clinic & Infirmary (contingent on consolidation of APU on the third floor to free up space)
- Improvements to Roger Bauman Facility (RBF) to provide temporary capacity or swing space.

Again, the Planning Team believes that, in and of themselves, these approaches will not lead to full compliance with the conditions of the Consent Decree but could be considered if needed to buy time to avoid more extreme penalties or outcomes.

Rank Order of Strategic Development Approaches

The primary deliverable of the study is "…to provide the County with feasible, actionable options in a ranked order based on input from the Committee, which in turn would allow the County Board to select the best option for enhancing the functionality of the County's jail system and improving justice system outcomes in consideration of available financial options…."[8]

Figure 1.2 summarizes the recommended ranking of the six Strategic Development Approaches considered as part of this study. As indicated in the comparative figures and summary of advantages and disadvantages for each approach that follow, **Approach E - New Replacement Facility on a new site and Approach C - New Satellite Facility on a new site and Renovation of the Main Jail are the highest ranked Strategic Development Approaches**. These approaches proved to be the least costly, offer the shortest time frame to full compliance or meaningful progress, had the least impediments to development and were ranked the highest against the qualitative criteria defined for the comparative evaluation.

Figure 1.2
Recommended Ranking of Strategic Development Approaches



[8] From Request for Qualification, April, 2025 Sacramento County.

For reference to the various colors and corresponding ratings, please refer to the previously reproduced Figure 1.1. Figures 1.2 through 1.6 illustrate the comparative evaluation of the six Strategic Development Approaches.

Figure 1.3 Ranking and Comparative Evaluation, Quantitative Criteria, provides a summary comparison of quantitative (measurable) criteria as a basis for comparative evaluation. Key findings leading to the ranking of the six Strategic Development Approaches include:

Capacity: Total capacity provided for all approaches reflects 2045 projected needs with no variances among the approaches.

- Special Bed Capacity: All approaches meet the projected and programmed capacity for medical and mental health beds. There are small variances in the infirmary bed numbers for options that include multiple facilities. While the bed numbers are a minor consideration, duplication of infirmary services has a significant staffing impact that is addressed as a qualitative criterion.
- Construction Costs vary across the six approaches. Top ranked Approaches E - New Replacement Facility on a new site, and C - New Satellite Facility on a new site and Renovation of the Main Jail exhibit the lowest construction cost, with other approaches exceeding these costs by average factors of 25% ($500M) to 60% ($1.2B).
- The same is true for project costs where top ranked approaches E and C exhibit the lowest project cost, with other approaches exceeding these costs by average factors of 46% ($1.4B) to as high as 80% ($2.4B). This difference is driven by the cost of floodplain mitigation at the RCCC site, and higher escalation costs due to extended schedules.
- Since the scope for all approaches includes new construction or renovations including deferred maintenance and modernization costs identified during Phase II, there are no deferred costs for any approach.
- Determination of annual debt service is pending, but again, based on the project costs Approaches E and C will still exhibit the lowest annual debt service costs.
- Since Approaches E and C have the shortest timeframes to completion and full resolution of physical deficiencies either directly identified in the Consent Decree or impacting the delivery of medical and mental health services in a timely and comprehensive manner, they also have the lowest potential cost for ongoing costs related to the Consent Decree defense – assuming that corresponding issues of staffing, operations and service delivery are also fully addressed concurrently.
- Approaches E and C also have the lowest cost for special cost impacts – escalation, seismic mitigation and floodplain mitigation with other approaches significantly

exceeding the costs primarily due to extended schedules increasing escalation and the cost of floodplain mitigation at RCCC.

- Approaches E and C also have the shortest time to meaningful progress and full compliance relative to the direct physical deficiencies identified in the Consent Decree and the indirect physical deficiencies impacting medical and mental health services. Approach E provides full compliance by September 2035, and Approach C provides meaningful progress (medical, mental health, intake) by September 2035 and full compliance by September 2038 offering the shortest timeframes for full resolution of physical deficiencies impacting compliance with the conditions of the Consent Decree.

Figure 1.4 Ranking and Comparative Evaluation, Qualitative Criteria, provides a summary comparison of qualitative (subjective) criteria as a basis for comparative evaluation. **Again, Approaches E and C also exhibit the highest level of responsiveness to the qualitative criteria** with most criteria rated as highly positive/responsive or generally responsive, minor issue of concern, while other approaches have lower ratings. Of special note are the ratings for Impact on Custody Staffing, Impact on Medical and Mental Health Staffing and Transportation—all of which indicate a potential for operational savings with the construction of a new consolidated facility.

Figure 1.5 Value-for Money attempts to illustrate "what am I buying for what I am spending?" In other words, what is the "bricks and mortar" cost of the asset versus dollars going to floodplain mitigation, escalation and other project development costs? Figure 1.5' Value for Money, attempts to answer that question by comparing the cost of construction and required site development in today's dollars exclusive of mitigation costs, escalation and other project costs relative to the total project development cost based on the phasing plan and schedule for all approaches.

As illustrated in Figure 1.5, based on the cost of "bricks & mortar" Strategic Development Approaches E and C reflect the actual expenditure for beneficial construction in today's dollars of 68% and 64% respectively, with only 32% and 36% respectively going to other costs – mitigation, escalation, limited soft costs. The remaining four approaches range from 54% to 43% of expenditures for beneficial construction in today's dollars with increasing amounts absorbed by mitigation, escalation, and limited soft costs.

Primary drivers for this cost difference between the top two approaches and the other approaches are floodplain mitigation costs and escalation costs based on longer schedules. If the County encounters unforeseen delays in obtaining FEMA approval for the Conditional Letter of Map Revision (CLOMR), which is required prior to initiating construction, escalation will increase for Approaches A, B, D, and F.

Figure 1.6 illustrates the basis for the calculation and the various costs that comprise the non-bricks and mortar costs. As illustrated, the major components are costs associated with seismic and floodplain mitigation as appropriate to each approach ranging from $15M to $7555M and

escalation that ranges from a low of $812M to a high of $2,066B. Project soft costs which do represent value and are required for project implementation, but vary based on the non-bricks and mortar costs noted above range from $121M to $202M and are a relatively small percentage of this cost (7% to 13%).

As previously noted, the escalation costs for all approaches including RCCC are driven by the schedule, which is impacted by anticipated FEMA review and approval times and represent a risk for increased costs should the County encounter unforeseen delays, which would further increase the disparity between approaches E and C and D, A, B & F in value proposition as presented.

Figure 1.7 illustrates the total building gross area for each approach which indicates parity among the various approaches. As anticipated, Approaches requiring multiple facilities have a slightly higher area due to duplication of some core functions, and approaches including renovation of the Main Jail are slightly lower due to the fixed area of the existing building.

Following the comparative exhibits are highlighted sheets for each of the Strategic Development Approaches. Additional detailed information is provided in sections 3.0 through 8.0 and Appendix A.

The recommendations included in this report reflect a collaborative effort led by the Planning Team that included the input of the stakeholder group, the program manager and the direction of the Executive Committee at every stage of this study in arriving at the conclusions presented herein.

Figure 1.3
Strategic Development Approaches
Ranking and Comparative Evaluation
Quantitative Criteria

Ranking	#1	#2	#3	#4	#5	#6
Sacramento County Correctional Planning Services Comparative Analysis of Approaches Quantitative Criteria Summary	STRATEGIC APPROACH E New Facility Replacing Main Jail & RCCC	STRATEGIC APPROACH C New Satellite Replacing RCCC + Renovation Main Jail; Vacate RCCC	STRATEGIC APPROACH D New Satellite Replacing Main Jail + Expansion/Reconstruction RCCC; Vacate Main Jail	STRATEGIC APPROACH A Medical/MH Expansion & Renovation of Main Jail + Reconstruction RCCC	STRATEGIC APPROACH B Expansion/Reconstruction RCCC + Renovate Main Jail	STRATEGIC APPROACH F New Facility Replacing Main Jail & RCCC @ RCCC Site + Intake/Holding Center
Capacity						
Projected Needs	4,313	4,313	4,313	4,313	4,313	4,313
Provided	4,324	4,324	4,324	4,324	4,324	4,324
Delta	11	11	11	11	11	11
Special Bed Capacity Projected/Provided						
Infirmary	48/48	48/60	48/60	48/63	48/60	48/60
Chronic/MAT/Geriatric	258/224	258/224	258/224	258/224	258/284	258/224
APU	48/48	48/48	48/48	48/48	48/48	48/48
Other Acute SITHU/CNAP/EASS/JBCT	115/124	115/124	115/124	115/124	115/124	115/124
Subacute IOP/DD	193/200	193/200	193/200	193/200	193/200	193/200
Treatment Beds EOP/MH-GP Single Cells	234/240	234/240	234/240	234/240	234/240	234/240
Single Cell % Met	Yes	Yes	Yes	Yes	Yes	Yes
Housing @ Best Practices	Yes	Yes	Yes	Yes Except EOP	Yes	Yes

Figure 1.3 *(cont')*
Strategic Development Approaches
Ranking and Comparative Evaluation
Quantitative Criteria

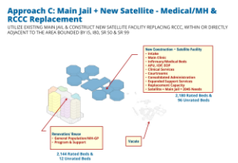
Ranking	#1	#2	#3	#4	#5	#6
Sacramento County Correctional Planning Services Comparative Analysis of Approaches Quantitative Criteria Summary	STRATEGIC APPROACH E New Facility Replacing Main Jail & RCCC 	STRATEGIC APPROACH C New Satellite Replacing RCCC + Renovation Main Jail; Vacate RCCC 	STRATEGIC APPROACH D New Satellite Replacing Main Jail + Expansion/Reconstruction RCCC; Vacate Main Jail	STRATEGIC APPROACH A Medical/MH Expansion & Renovation of Main Jail + Reconstruction RCCC	STRATEGIC APPROACH B Expansion/Reconstruction RCCC + Renovate Main Jail	STRATEGIC APPROACH F New Facility Replacing Main Jail & RCCC @ RCCC Site + Intake/Holding Center
Costs						
Construction	$2,013,787,584	$1,964,108,473	$3,081,531,404	$2,569,281,655	$2,579,862,124	$3,217,640,188
Project	$2,947,757,839	$3,033,618,189	$4,893,452,093	$4,427,615,477	$4,785,251,797	$5,487,019,532
Deferred Costs	None	None	None	None	None	None
Interim Actions/Costs	Unknown, but Risk Reduced	Unknown, but Risk Reduced	Unknown, but Risk Reduced	Unknown, but Probable	Unknown, but Probable	Unknown, but Risk Increased
Special Cost Impacts (Included in Project Costs)						
Escalation Impact	$812,745,837	$927,998,821	$1,619,114,030	$1,649,857,292	$1,983,699,687	$2,066,649,794
Seismic (Main Jail)	$0	$17,359,806	$0	$17,359,806	$17,359,806	$0
Flood Plain (RCCC)*	$0	$0	$690,391,277	$714,414,213	$710,614,902	$670,838,525
Occupancy/Mays Impact Physical Deficiencies (January 2027 Schedule Start)						
Meaningful Progress	8 yrs. 9 mo. September, 2035	8 yrs. 9 mo. September, 2035	8 yrs. 9 mo. September, 2035	7 yrs. 9 mo. September, 2034	12 yrs.9 mo. September, 2040	
Full Compliance (Completion)	8 yrs. 9 mo. September, 2035	11 yrs. 9 mo. September, 2038	12 yrs. 9 mo. September, 2039	16 yrs. 9 mo. September, 2043	17 yrs. 9 mo. September, 2044	12 yrs. 9 mo. September, 2039

Figure 1.3 *(cont')*
Strategic Development Approaches
Ranking and Comparative Evaluation
Quantitative Criteria – Detail

Strategic Approaches Project Cost Model			#1	#2	#3	#4	#5	#6
Description	**Renovation**	**New Construction**	**APPROACH E TOTAL ALL PHASES**	**APPROACH C TOTAL ALL PHASES**	**APPROACH D TOTAL ALL PHASES**	**APPROACH A TOTAL ALL PHASES**	**APPROACH B TOTAL ALL PHASES**	**APPROACH F TOTAL ALL PHASES**
Trade Construction Costs								
Base Renovation/Construction								
Hall of Justice			$ -	$ -	$ -	$ 16,406,400	$ 16,406,400	$ -
County Administrative Complex			$ -	$ -	$ -	$ -	$ -	$ -
Main Jail - North Addition			$ -	$ -	$ -	$ 327,267,820	$ 51,465,770	$ -
Main Jail Renovations			$ -	$ 77,114,820	$ -	$ 77,114,820	$ 77,114,820	$ -
RCCC - Renovations/Additions			$ -	$ -	$ -	$ -	$ -	$ -
RCCC- New Construction			$ -	$ -	$ 619,764,670	$ 619,620,055	$ 907,373,492	$ -
Satellite Facility			$ -	$ 1,066,932,472	$ 1,138,419,730	$ -	$ -	$ -
Replacement Facility			$ 1,494,831,868	$ -	$ -	$ -	$ -	$ 1,881,839,893
Subtotal - Base Renovation/Construction			**$ 1,494,831,868**	**$ 1,144,047,292**	**$ 1,758,184,399**	**$ 1,040,409,095**	**$ 1,052,360,482**	**$ 1,881,839,893**
Existing Physical Conditions								
Facility Conditions Assessment w/CAP			$ -	$ 110,828,076	$ -	$ 110,828,076	$ 110,828,076	$ -
Climate Action Plan - Cost Above In-Kind Replacement			$ -	$ 8,736,376	$ -	$ 8,736,376	$ 8,736,376	$ -
ADA			$ -	$ 37,498,650	$ -	$ 37,498,650	$ 37,498,650	$ -
Detention Equipment			$ -	$ 22,132,344	$ -	$ 22,132,344	$ 22,132,344	$ -
Electronic Safety and Security			$ -	$ 5,667,125	$ -	$ 5,667,125	$ 5,667,125	$ -
Technology			$ -	$ 1,598,723	$ -	$ 1,598,723	$ 1,598,723	$ -
Capital Improvement Plan FY 26 Costs Excluded from FCA			$ -	$ 13,232,447	$ -	$ 13,232,447	$ 13,232,447	$ -
Subtotal - Existing Physical Conditions			**$ -**	**$ 199,693,741**	**$ -**	**$ 199,693,741**	**$ 199,693,741**	**$ -**
Main Jail Seismic Mitigation			**$ -**	**$ 10,500,000**	**$ -**	**$ 10,500,000**	**$ 10,500,000**	**$ -**
RCCC Site Related								
Flood Mitigation for New Construction			**$ -**	**$ -**	**$ 494,000,000**	**$ 494,000,000**	**$ 494,000,000**	**$ 494,000,000**
Flood Mitigation - Access			**$ -**	**$ -**	**$ 7,997,500**	**$ 7,997,500**	**$ 7,997,500**	**$ 7,997,500**
Off-Site Utilities (Water Extension)			**$ -**	**$ -**	**$ 3,960,000**	**$ 3,960,000**	**$ 3,960,000**	**$ 3,960,000**
Subtotal: Base Construction Costs			**$ 1,494,831,868**	**$ 1,354,241,032**	**$ 2,264,141,899**	**$ 1,756,560,335**	**$ 1,768,511,723**	**$ 2,387,797,393**
Contractor Costs								
General Conditions/ General Requirements	$600K/mo	$500k/mo	$ 24,000,000	$ 45,600,000	$ 60,000,000	$ 98,400,000	$ 93,000,000	$ 39,000,000
General Contractor Fee	5%	5%	$ 75,941,593	$ 69,992,052	$ 116,207,095	$ 92,748,017	$ 93,075,587	$ 121,339,870
General Contractor Bond & Insurance	2.3%	2.3%	$ 36,679,790	$ 33,806,161	$ 56,128,027	$ 44,797,294	$ 44,955,508	$ 78,202,333
DBE - Project/ Phasing Contingency (13% Renovation/ 3% New)	13%	3%	$ 48,943,598	$ 78,290,590	$ 74,894,311	$ 97,812,428	$ 98,410,236	$ 187,946,273
DB Criteria Contingency - (Surety Bond, Builder's Risk, Trade Partners, Best Value, Subsistence)	7.0%	7.0%	$ 117,627,779	$ 110,735,089	$ 179,995,993	$ 146,322,265	$ 146,856,713	$ 187,946,273
Work Within Secured Perimeter	15%	0%	$ -	$ 60,179,470	$ -	$ 62,984,780	$ 64,387,435	$ -
Permits	2%		$ 35,960,493	$ 35,056,888	$ 55,027,346	$ 45,992,502	$ 46,183,945	$ 57,457,860
Design Builder Team Cost	15%	10%	$ 179,802,463	$ 176,207,191	$ 275,136,733	$ 223,664,034	$ 224,480,977	$ 287,289,302
Subtotal: Contractor Costs			**$ 518,955,716**	**$ 609,867,441**	**$ 817,389,505**	**$ 812,721,320**	**$ 811,350,401**	**$ 829,842,795**
TOTAL BASE CONSTRUCTION + CONTRACTOR COST			**$ 2,013,787,584**	**$ 1,964,108,473**	**$ 3,081,531,404**	**$ 2,569,281,655**	**$ 2,579,862,124**	**$ 3,217,640,188**
Escalation 5 %/yr compounded	5%	5%	**$ 812,745,837**	**$ 927,998,821**	**$ 1,619,114,030**	**$ 1,649,857,292**	**$ 1,983,699,687**	**$ 2,066,649,794**
ESCALATED CONSTRUCTION COSTS			**$ 2,826,533,420**	**$ 2,892,107,293**	**$ 4,700,645,434**	**$ 4,219,138,948**	**$ 4,563,561,811**	**$ 5,284,289,982**
County Other Project Costs								
FF&E	2%	2%	$ 56,530,668	$ 57,842,146	$ 94,012,909	$ 84,382,779	$ 91,271,236	$ 105,685,800
Architectural/Engineering Design, Legal, ASD and Consultants	$ 1,250,000	$ 1,250,000	$ 13,437,500	$ 17,187,500	$ 18,437,500	$ 23,437,500	$ 24,687,500	$ 17,187,500
CEQA	$ 1,000,000	$ 1,000,000	$ 1,000,000	$ 1,000,000	$ 1,000,000	$ 1,000,000	$ 1,000,000	$ 1,000,000
FEMA - CLOMR/PMR	$ 8,000,000	$ 8,000,000	$ -	$ -	$ 8,000,000	$ 8,000,000	$ 8,000,000	$ 8,000,000
Construction Support, ASD	$ 2,000,000	$ 2,000,000	$ 17,500,000	$ 23,500,000	$ 25,500,000	$ 33,500,000	$ 35,500,000	$ 27,500,000
Construction Management and Inspection CMID	$ 2,500,000	$ 2,500,000	$ 26,875,000	$ 34,375,000	$ 36,875,000	$ 46,875,000	$ 49,375,000	$ 34,375,000
Soft Costs Contingency	10%	10%	$ 5,881,250	$ 7,606,250	$ 8,981,250	$ 11,281,250	$ 11,856,250	$ 8,981,250
Subtotal: County Other Project Costs			**$ 121,224,418**	**$ 141,510,896**	**$ 192,806,659**	**$ 208,476,529**	**$ 221,689,986**	**$ 202,729,550**
Total Project Costs			**$ 2,947,757,839**	**$ 3,033,618,189**	**$ 4,893,452,093**	**$ 4,427,615,477**	**$ 4,785,251,797**	**$ 5,487,019,532**

Figure 1.4
Strategic Development Approaches
Ranking and Comparative Evaluation
Qualitative Criteria

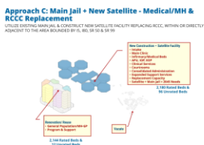
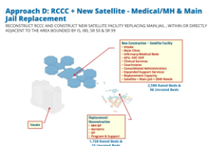
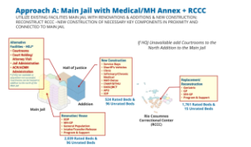
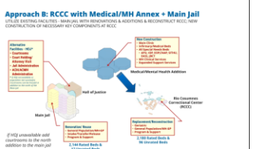
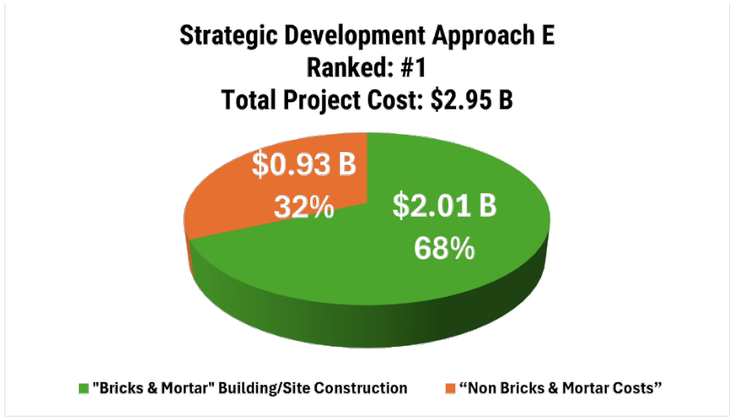
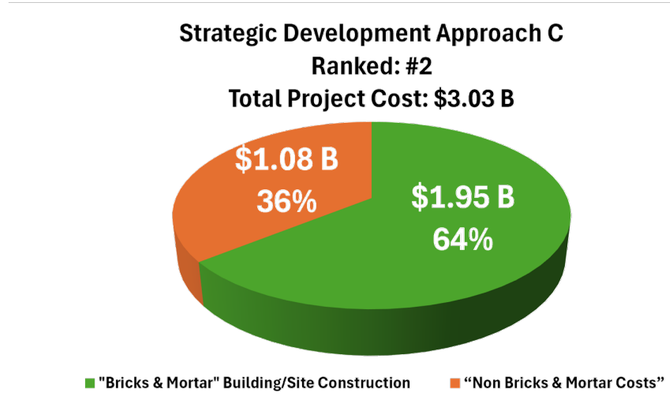
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Mays Compliance	Full resolves physical deficiencies directly noted in the Consent Decree as well as those indirectly impacting timely, efficient and effective delivery of medical and mental health services in the shortest time frame of all approaches.	When complete will address and resolve all direct and indirect physical deficiencies impacting Mays Compliance with the five key areas of concern	When complete will address and resolve all direct and indirect physical deficiencies impacting Mays Compliance with the five key areas of concern	When complete will address and resolve all direct and indirect physical deficiencies impacting Mays Compliance with the five key areas of concern	When complete will address and resolve all direct and indirect physical deficiencies impacting Mays Compliance with the five key areas of concern, but timing is a major issue of concern	When complete will address and resolve all direct and indirect physical deficiencies impacting Mays Compliance with the five key areas of concern, but timing is a major issue of concern
Resolves Medical Care Physical Deficiencies	Full resolves physical deficiencies directly noted in the Consent Decree as well as those indirectly impacting timely, efficient and effective delivery of medical in the shortest time frame of all approaches.	Reduced from Green due to extended schedule for renovation of Main Jail & completion of RCCC to resolve all deficiencies.	Addresses and resolves all physical deficiencies impacting medical services; significant issue of concern is the extended schedule potential for delays and projected completion dates	Reduced from Green due to extended schedule for renovation of Main Jail & completion of RCCC to resolve all deficiencies.	Addresses and resolves all physical deficiencies impacting medical services; significant issue of concern is the extended schedule potential for delays and projected completion dates	Addresses and resolves all physical deficiencies impacting medical services; significant issue of concern is the extended schedule potential for delays and projected completion dates
Resolves MH Care Physical Deficiencies	Full resolves physical deficiencies directly noted in the Consent Decree as well as those indirectly impacting timely, efficient and effective delivery of mental health services in the shortest time frame of all approaches.	Reduced from Green due to extended schedule for renovation of Main Jail & completion of RCCC to resolve all deficiencies.	Addresses and resolves all physical deficiencies impacting mental health services; significant issue of concern is the extended schedule potential for delays and projected completion dates	Reduced from Green due to placement of Enhanced EOP in two-tier housing and stacked bunks in Main Jail and extended schedule.	Addresses and resolves all physical deficiencies impacting mental health services; significant issue of concern is the extended schedule potential for delays and projected completion dates	Addresses and resolves all physical deficiencies impacting mental health services; significant issue of concern is the extended schedule potential for delays and projected completion dates
Resolves Restrictive Housing Physical Deficiencies	Full resolves physical deficiencies directly noted in the Consent Decree as well as those indirectly impacting restrictive housing in the shortest time frame of all approaches.	Currently considered generally compliant and anticipated restacking of housing in Main Jail does not impact compliance.	Currently considered generally compliant and anticipated restacking of housing in Main Jail does not impact compliance.	Currently considered generally compliant and anticipated restacking of housing in Main Jail does not impact compliance.	Currently considered generally compliant and new subacute facilities will enhance prevention effort; Rating downgraded due to significant concern regarding timeline to completion	Currently considered generally compliant and new subacute facilities will enhance prevention effort; Rating downgraded due to significant concern regarding timeline to completion
Resolves Suicide Prevention Physical Deficiencies	Full resolves physical deficiencies directly noted in the Consent Decree as well as those indirectly impacting suicide prevention in the shortest time frame of all approaches.	Purpose built SITHU provided in the North Special Purpose Facility Addition in proximity to Medical and Mental Health professionals available as part of Phase I Construction	Purpose built SITHU provided in the North Special Purpose Facility Addition in proximity to Medical and Mental Health professionals available as part of Phase I Construction	Purpose built SITHU provided in the North Special Purpose Facility Addition in proximity to Medical and Mental Health professionals available as part of Phase I Construction	Currently considered generally compliant and new subacute facilities will enhance prevention effort; Rating downgraded due to significant concern regarding timeline to completion	Currently considered generally compliant and new subacute facilities will enhance prevention effort; Rating downgraded due to significant concern regarding timeline to completion
Resolves ADA Physical Deficiencies	Full resolves accessibility related deficiencies as required by the Consent Decree 100% compliant with current CA Title 24 and ADA standards.	Reduced from Green due to extended schedule for renovation of Main Jail resolve all deficiencies.	Reduced from Green due to extended schedule for reconstruction of RCCC and potential for delays in FEMA approvals impacting the schedule.	Reduced from Green due to extended schedule for renovation of Main Jail & completion of RCCC to resolve all deficiencies.	Reduced from Green due to extended schedule for completion to resolve all deficiencies.	Reduced from Green due to extended schedule for completion to resolve all deficiencies.
Temporary Housing Required	None required.	Phasing plan provides adequate temproary beds by initiating renovation of the Main Jail after completion of the satellite facility and vacating existing RCCC campus.	None required.	Phasing plan for renovations based on utilizing beds vacated by Phase I construction of the North Special Purpose Facility Addition (524 Beds) as temporary housing.	Adequate temporary beds will be provided, the duration of the current schedule and the potential for additional delays, resulted in a rating of limited responsiveness	None required.
Impact on Custody Staffing	Eliminates duplicate functions and staffing inherent in operating two separate facilities. Increased service delivery at the housing cluster or unit; Some staffing efficiency is anticipated.	Staffing and operational benefits of constructing the satellite facility will offset duplication and operational considerations of operating dual facilities to a great degree.	Staffing and operational benefits of constructing the satellite facility will offset duplication and operational considerations of operating dual facilities to a great degree.	Some savings anticipated by RCCC Reconstruct. Offset by staffing for housing control rooms, escorts/recreation/program staffing & limitations of the north site impacting staffing ratios.	Some savings anticipated by RCCC Reconstruct. Offset by staffing for housing control rooms, escorts/recreation/program staffing.	Savings anticipated as a result of constructing the consolidated facility, offset by duplicate staffing of Intake Center; and operating three facilities for an extended period of time.

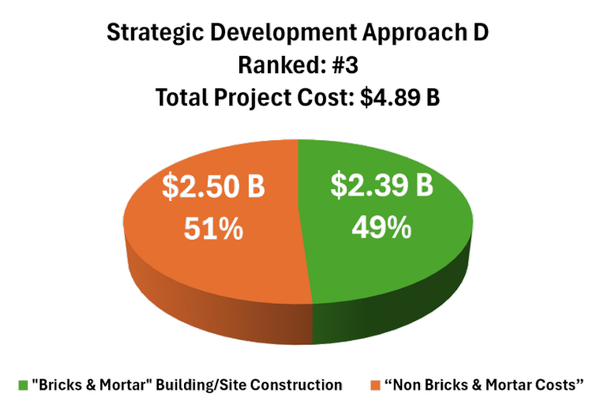
Figure 1.4 *(cont'd.)*
Strategic Development Approaches
Ranking and Comparative Evaluation
Qualitative Criteria

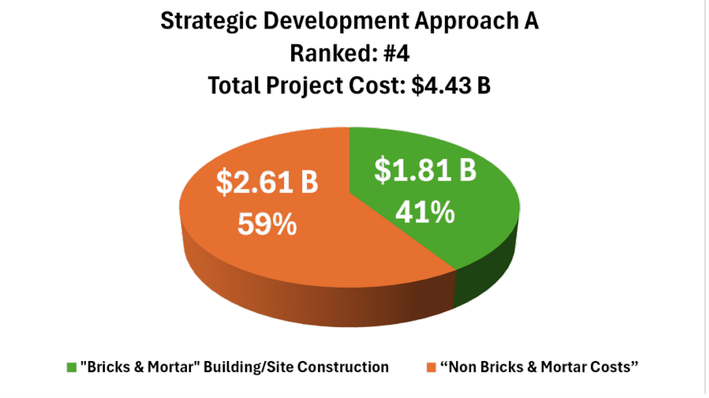
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		Approach E: New Detention Center Replacing Main Jail & RCCC		Approach C: Main Jail + New Satellite - Medical/MH & RCCC Replacement		Approach D: RCCC + New Satellite - Medical/MH & Main Jail Replacement		Approach A: Main Jail with Medical/MH Annex + RCCC		Approach B: RCCC with Medical/MH Annex + Main Jail		Approach F: New Detention Center Replacing Main Jail & RCCC at RCCC Site
Impact on Medical/Mental Health Staffing		Eliminates duplicate functions and staffing inherent in operating two separate facilities. Increased service delivery at the housing cluster or unit; Some staffing efficiency is anticipated.		Staffing and operational benefits of constructing the satellite facility will offset duplication and operational considerations of operating dual facilities to a great degree.		Staffing and operational benefits of constructing the satellite facility will offset duplication and operational considerations of operating dual facilities to a great degree.		Construction of the North Addition enhances efficiency in the delivery of services; locating mental health staff on site positive; New facility will support retention and recruitment		New construction enhances efficiency in the delivery of services; Potential need for additional staff positions for Intake to cover surge needs since core staff at RCCC.		Savings anticipated as a result of constructing the consolidated facility, offset by duplicate staffing of Intake Center; surge needs and operating three facilities for an extended period of time.
Transportation Impact (Internal and External)		Eliminates inter-facility transpiration of inmates as well as goods and services; enhanced clinic reduces off-site medical appointments and location reduces current travel times from RCCC.		Continues inter facility transport, but savings anticipated due to reduction in tavel distances/times, and increased on site medical services.		Continues inter facility transport, but savings anticipated due to reduction in tavel distances/times, and increased on site medical services.		Continues inter facility transport, but savings anticipated for off-site medical transport with provision of expanded clinics, hospital beds & negative pressure/medical isolation rooms.		While medical transports may be reduced they are required distance and time will be increased; m anticipated to increase in transportion requirements due to referrals at initial I booking		While medical transports may be reduced they are required distance and time will be increased; m anticipated to increase in transportion requirements due to referrals at initial I booking
Impact on Facility Operational Costs		Will comply with current energy codes and mandates of the County's CAP; resolves deferred maintenance/modernization issues; opportunity to integrate alternative energy sources.		Will comply with current energy codes and mandates of the County's CAP; resolves deferred maintenance/modernization issues; opportunity to integrate alternative energy sources.		Will comply with current energy codes and mandates of the County's CAP; resolves deferred maintenance/modernization issues; opportunity to integrate alternative energy sources.		Scope includes system upgrades and design to energy efficiency standards and the CAP; resolves current backlog of deferred maintenance items impacting CIP.		Scope includes system upgrades and design to energy efficiency standards and the CAP; resolves current backlog of deferred maintenance items impacting CIP.		Will comply with current energy codes and mandates of the County's CAP; resolves deferred maintenance/modernization issues; opportunity to integrate alternative energy sources.
Construction Impact on Operations		New construction on new site; no operational impact on existing facilities		New construction on new site; renovation while vacant; no impact on operations.		New construction on new site; renovation while vacant; no impact on operations.		Primary areas of concern management of temporary relocation, need for security escorts, day-t-day impacts especially related to renovation of Intake		Primary areas of concern Phase I reconfiguration/renovation of Intake while in continuous operation. Vacating facility for housing renovation is a plus.		New construction on new sites; no operational impact on existing facilities
Incorporates Defined Best Practices		Programming and budgeting reflect contemporary best practices as outlined in Section 6.0 of the Phase I/II report; as full replacement there are no constraints on incorporating them in design.		Satellite facility will be based on fully responding to contemporary best practices ; Main Jail will be renovated to he greatest extent feasible wihtin existing constraints to reflect best practices.		Programming and budgeting reflect contemporary best practices as outlined in Section 6.0 of the Phase I/II report; as full replacement there are no constraints on incorporating them in design.		Both North Addition and RCC reconstruction respond to contemporary best practices and the model space program; Main Jail evidences constraints of existing construction.		Special Purpose Facility and the reconstruction of RCCC will reflect contemporary best practice;, the timeline to completion and potential for additional FEMA delays are of concern.		Programming and budgeting reflect contemporary best practices as outlined in Section 6.0 of the Phase I/II report; as full replacement there are no constraints on incorporating them in design.
Operational Flexibility		Standardized range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment need.		Standardized range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment need.		Standardized range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment need.		Standardized range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment need.		Standardized range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment need; timeline to completion and potential delays are of concern.		Standardized range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment need.
Improved Quality of Environment		Environment for staff and inmates is greatly improved through new construction ; probable positive impact on staff retention and recruitment.		Environment for staff and inmates is greatly improved through new construction ; probable positive impact on staff retention and recruitment.		Environment for staff and inmates is greatly improved through new construction ; probable positive impact on staff retention and recruitment.		Environment for staff and inmates is greatly improved through new construction and enhanced at the Main Jail to the greatest extent possible within the constraints of existing construction.		Environment for staff and inmates is greatly improved through new construction and enhanced at the Main Jail to the greatest extent possible within the constraints of existing construction.		Environment for staff and inmates is greatly improved through new construction ; probable positive impact on staff retention and recruitment.
Potential for Phased Implementation		Approach E could be phased; extended schedule, increased escalation costs, additional public approval required; Consider planning for future but reducing initial housing capacity		Phasing possible; but extended schedule, escalation costs, additional public approval required; Class Counsel agreement; If phased could plan for future replacement of Main Jail		Phasing possible; but extended schedule, escalation costs, additional public approval required; Class Counsel agreement; If phased could plan for future replacement of Main Jail		Initial phase HOJ, North Addition and I/T/R renovation provides meaningful progress in compliance with Consent Decree; Several concerns re: delay in providing full compliance		Like all approaches Approach B could be phased, but will extend an already excessively long schedule and significantly increase escalation costs.		Apprach F could be phased but would result in incresed staffing and operational costs for thre facilities for an extended period of time and cotinued CIP & emergency expenditures.
Risks/Potential Impediments to Implementation		Less risks than other approaches; significant concerns, CEQA litigating driven by siting and public rejection of financing		Less risks than other approaches; significant concerns, CEQA litigating driven by siting and public rejection of financing		Significant risks identified in the narrative - CEQA litigation, FEMA delasy & litigation, public rejection of financing, unknown conditions		Significant risks identified in the narrative - CEQA litigation, FEMA delasy & litigation, public rejection of financing, unknown conditions		Significant risks identified in the narrative; Additionally, extended schedule potentially triggers additional May's litigation, interim actions and severe sanctions.		Significant risks identified in the narrative; Additionally, extended schedule potentially triggers additional May's litigation, interim actions and severe sanctions.

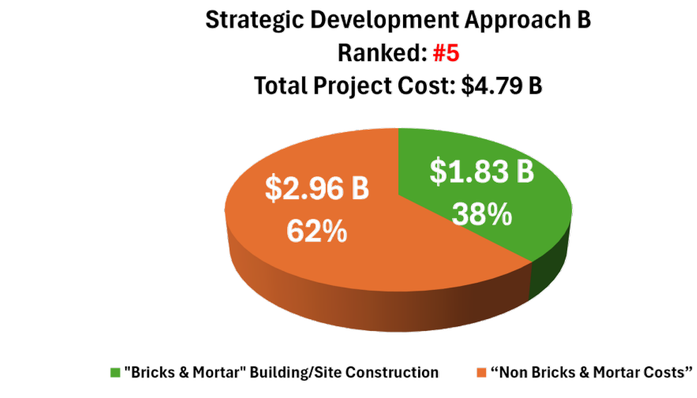
Figure 1.5
Strategic Development Approaches
Ranking and Comparative Evaluation
Value-for-Money[9]

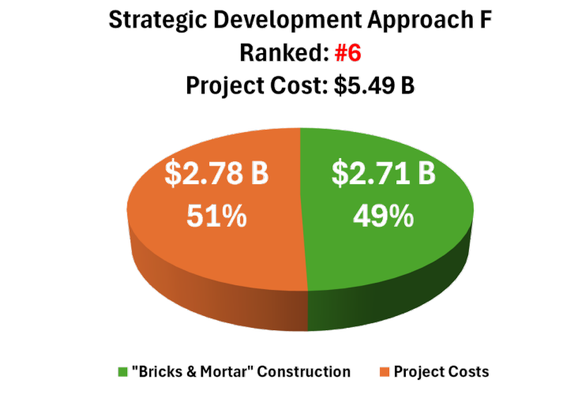












[9] Bricks & Mortar cost: Cost of construction in today's (September 2026) dollars for building construction, renovation and related site work excluding floodplain mitigation, seismic mitigation, escalation and other project soft costs (See Cost Detail Figure 1.6)

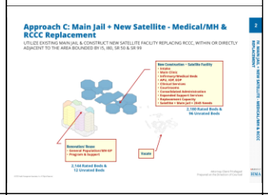
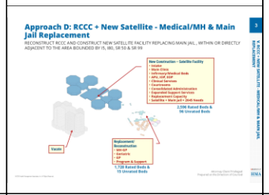
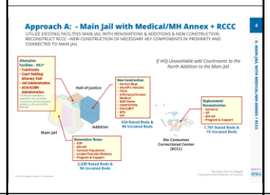
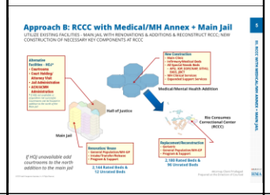
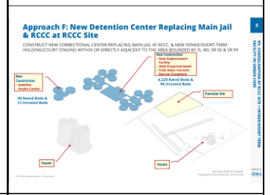
Non Bricks and Mortar Costs: Floodplain mitigation, seismic mitigation, escalation and other project soft costs (See Cost Detail Figure 1.6)

Figure 1.6
Ranking and Comparative Evaluation
Value-for-Money – Cost Derivation

Ranking	#1	#2	#3	#4	#5	#6
Approach	E	C	D	A	B	F
Total Construction Cost Incl. General Contractor Costs	$ 2,013,787,584	$ 1,964,108,473	$ 3,081,531,404	$ 2,569,281,655	$ 2,579,862,124	$ 3,217,640,188
Less Seismic & RCCC Site Related Incl. General Contractor Costs	$ -	$ (15,228,559)	$ (688,615,818)	$ (755,410,875)	$ (753,395,709)	$ (681,795,361)
Net "Bricks & Mortar Buiding Cost Incl. General Contractor Costs	**$ 2,013,787,584**	**$ 1,948,879,914**	**$ 2,392,915,587**	**$ 1,813,870,780**	**$ 1,826,466,415**	**$ 2,535,844,827**
Total Project Costs	$ 2,947,757,839	$ 3,033,618,189	$ 4,893,452,093	$ 4,427,615,477	$ 4,785,251,797	$ 5,487,019,532
Non "Bricks & Mortar" Costs (Total Project Costs less "Bricks & Mortar Building Cost; See Detail Below)	**$ 933,970,255**	**$ 1,084,738,275**	**$ 2,500,536,506**	**$ 2,613,744,697**	**$ 2,958,785,382**	**$ 2,951,174,705**
% Return on Total Dollars Expended (Bricks & Mortar/Project Cost Building Cost)	**68%**	**64%**	**49%**	**41%**	**38%**	**46%**

Non "Bricks & Mortar" Costs Detail						
Main Jail Seismic & RCCC Site Related as applicable (Incl. General Contractor Costs)	$ -	$ 15,228,559	$ 688,615,818	$ 755,410,875	$ 753,395,709	$ 681,795,361
Escalation	$ 812,745,837	$ 927,998,821	$ 1,535,782,765	$ 1,649,857,292	$ 1,983,699,687	$ 2,066,649,794
Other Project Costs	$ 121,224,418	$ 141,510,896	$ 191,140,033	$ 208,476,529	$ 221,689,986	$ 202,729,550
TOTAL Non "Bricks & Mortar Cost	**$ 933,970,255**	**$ 1,084,738,275**	**$ 2,415,538,617**	**$ 2,613,744,697**	**$ 2,958,785,382**	**$ 2,951,174,705**

Figure 1.7
Strategic Development Approaches
Ranking and Comparative Evaluation
Total Gross Area Comparison

	#1 Approach E New Facility Replacing Main Jail & RCCC	#2 Approach C New Satellite Replacing RCCC + Renovation Main Jail; Vacate RCCC	#3 Approach D New Satellite Replacing Main Jail + Expansion/Reconstruction RCCC; Vacate Main Jail	#4 Approach A Medical/MH Expansion & Renovation of Main Jail + Reconstruction RCCC	#5 Approach B Expansion/Reconstruction RCCC + Renovate Main Jail	#6 Approach F New Facility Replacing Main Jail & RCCC @ RCCC Site + Intake/Holding Center
						
Hall of Justice				51,200 sf	51,200 sf	
County Administrative Complex						
Main Jail Addition Service & 3 Levels of Parking		87,940 sf			87,940 sf	
Main Jail Addition Service, 2 Levels of Parking; Medical/MH Specialties; Medical/MH Beds				335,741 sf		
RCCC - Reconstruct			620,646 sf	666,995 sf	972,770 sf	
New Consolidated Replacement Facility at RCCC						1,511,064 sf
Main Jail Renovation Intake & GP		518,730 sf		518,730 sf	518,730 sf	
New Satelite Facility: Intake, Medical/MH Specialties, Medical./MH Beds		1,033,280 sf	1,132,026 sf			
Intake/Tenporary Holding Facility						151,069 sf
New Consolidated Replacement Facility	1,577,755 sf					
Totals	**1,577,755 bgsf**	**1,639,950 bgsf**	**1,752,672 bgsf**	**1,572,666 bgsf**	**1,630,640 bgsf**	**1,662,133 bgsf**

Highlight Summary - Strategic Development Approach E: New Consolidated Detention and Correctional Center Incorporating Special Purpose Needs

RANKED: 1

Construction Cost: **$2,013,787,584**

Project Cost: $2,947,757,839

Time to Meaningful Progress: 8 years, 9 months; September 2035

Time to Completion Full Compliance: **8 years, 9 months; September 2035**

Advantages

- ✚ Most certain path for addressing Mays Consent Decree physical deficiencies aligned with medical and mental health care best practices
- ✚ Best value for money – least escalation cost & no "non-value costs"
- ✚ Greatest opportunity for achieving operational efficiencies
- ✚ Eliminate service duplication
- ✚ Eliminate staffing duplication
- ✚ Reduce inter-facility transportation costs
- ✚ Flexibility to select the most appropriate site
- ✚ Eliminates potential FEMA schedule & approval risk
- ✚ Shortest time to full compliance
- ✚ Potential for Design-Build schedule reduction

Disadvantages

- ✖ Development of new jail site required

Risks

- ✖ CEQA Litigation
- ✖ Siting Litigation
- ✖ Public Rejection of Financing

Highlight Summary - Strategic Development Approach C: New Satellite Facility Incorporating Special Purpose Needs and Replacement Capacity for RCCC + Additions and Renovations to the Main Jail

RANKED: 2

Construction Cost: **$1,964,108,473**

Project Cost: $3,033,618,189

Time to Meaningful Progress: 8 years, 9 months; September 2035

Time to Completion Full Compliance: **12 years, 9 months; September 2039**

Advantages

- ✚ Satellite as initial phase provides immediate relief and certain path addressing Mays Consent Decree physical deficiencies, reflective of medical and mental health care best practices
- ✚ Good value for money – lower escalation cost, no flood plain mitigation costs
- ✚ Seismic upgrade a positive investment
- ✚ Potential staffing & operational savings through consolidation of special populations
- ✚ Flexibility to select the most appropriate site
- ✚ Lowest overall risk - least potential for schedule delays
- ✚ Eliminates potential FEMA schedule & approval risk for Phase I satellite facility
- ✚ Relatively short time to meaningful progress for Phase I satellite facility
- ✚ Potential initial phase of full facility replacement in lieu of Main Jail renovation
- ✚ Potential for Design-Build schedule reduction

Disadvantages

- ✖ Development of new jail site required

Risks

- ✖ CEQA Litigation
- ✖ Siting Litigation
- ✖ Public Rejection of Financing
- ✖ Main Jail Reliance on Other County Properties & Services

Highlight Summary - Strategic Development Approach D: New Satellite Facility Incorporating Special Purpose Needs and Replacement Capacity for Main Jail + Reconstruction & Expansion of RCCC

RANKED: 3

Construction Cost: **$3,081,531,404**

Project Cost: $4,808,454,203

Time to Meaningful Progress: 8 years, 9 months; September 2035

Time to Completion Full Compliance: **12 years, 9 months; September 2039**

Advantages

- ✚ Satellite as initial phase provides immediate relief and certain path addressing Mays Consent Decree physical deficiencies, reflective of medical and mental health care best practices
- ✚ Potential staffing & operational savings through consolidation of special populations
- ✚ Flexibility to select the most appropriate site
- ✚ Eliminates potential FEMA schedule & approval risk for Phase I satellite facility
- ✚ Relatively short time to meaningful progress for Phase I satellite facility
- ✚ Potential initial phase of full facility replacement in lieu of Main Jail renovation

Disadvantages

- ✖ Poor value for money – escalation & flood plain mitigation costs
- ✖ Extended Schedule due to required FEMA reviews and approval
- ✖ Extended schedule will increase escalation costs

Risks

- ✖ FEMA Delays
- ✖ CEQA Litigation
- ✖ Siting & Flood Mitigation Litigation
- ✖ Public Rejection of Financing

If Approach D is considered for adoption, recommend satellite in the defined geographic area and that RCCC be replaced at an alternate remote site.

Highlight Summary - Strategic Development Approach A: Special Purpose Addition and Renovation of Main Jail + Reconstruction & Expansion of RCCC

RANKED: 4

Construction Cost: **$2,569,281,655**

Project Cost: $4,427,615,477

Time to Meaningful Progress: 7 years, 9 months; September 2034

Time to Completion Full Compliance: **16 years, 9 months; September 2043**

Advantages

- ✚ Certain path addressing Mays Consent Decree physical deficiencies, reflective of medical and mental health care best practices
- ✚ Potential staffing & operational savings through consolidation of special populations
- ✚ Site controlled by County; acquisition of HOJ required or increase in size of addition
- ✚ Eliminates FEMA schedule and approval risk for Phase I Main Jail addition
- ✚ Relatively short time to meaningful progress through construction of Phase I Main Jail addition

Disadvantages

- ✖ Poor value for money – escalation & floodplain mitigation costs
- ✖ Extended Schedule due to baseline FEMA review times; impacts Main Jail Renovations; swing space limited to 524 beds provided by Special Purpose addition
- ✖ Relatively small footprint will impact allowable floor area and height may exceed acceptable zoning standards
- ✖ Significant increase in staffing requirements due to limitations on size/capacity of a housing cluster on a floor of addition

Risks

- ✖ FEMA Delays
- ✖ CEQA Litigation
- ✖ Siting & Flood Mitigation Litigation
- ✖ Public Rejection of Financing

If Approach A is considered for adoption, recommend that RCCC be replaced at an alternate remote site.

Highlight Summary - Strategic Development Approach B: Reconstruction & Expansion of RCCC Incorporating Special Purpose Needs + Renovation of Main Jail

RANKED: 5

Construction Cost: **$2,579,862,124**

Project Cost: $4,785,251,797

Time to Meaningful Progress: 12 years, 9 months; September 2039

Time to Completion Full Compliance: **17 years, 9 months; September 2044**

Advantages

- ✚ Potential staffing & operational savings through consolidation of special populations

Disadvantages

- ✖ Poor value for money – escalation & flood plain mitigation costs
- ✖ Significantly extended schedule for meaningful progress to address physical deficiencies of Consent Decree
- ✖ Increased costs for transportation of in-custody people and arrestees clinically assessed as needing mental health housing and treatment
- ✖ Lack of proximate medical/mental health services
- ✖ Probability of triggering requirement for additional interim actions

Risks

- ✖ FEMA Delays
- ✖ CEQA Litigation
- ✖ Siting & Flood Mitigation Litigation
- ✖ Public Rejection of Financing

Recommend that Approach B as defined is eliminated from further consideration both based on RCCC siting and placement of Special Purpose Needs in any remote location.

Highlight Summary - Strategic Development Approach F: New Consolidated Detention and Correctional Center Incorporating Special Purpose Needs at RCCC Site + Urban Intake Center

RANKED: 6

Construction Cost: **$3,217,640,188**

Project Cost: $5,480,019,532

Time to Meaningful Progress: No interim date for meaningful progress; compliance only upon final completion

Time to Completion Full Compliance: **12 years, 9 months; September 2039**

Advantages

- ✚ Potential staffing & operational savings through consolidation of special populations

Disadvantages

- ✖ No interim meaningful progress; compliance only upon final completion; potential for schedule delays beyond 12 years, 9 months
- ✖ Very poor value for money – escalation cost, seismic & floodplain mitigation costs: most expensive alternative
- ✖ Increased costs for transportation of in-custody people and arrestees clinically assessed as needing mental health housing and treatment
- ✖ Lack of proximate medical/mental health services
- ✖ Probability of triggering requirement for additional interim actions

Risks

- ✖ FEMA Delays
- ✖ CEQA Litigation
- ✖ Siting & Flood Mitigation Litigation
- ✖ Public Rejection of Financing

Recommend that Approach F as defined is eliminated from further consideration both based on RCCC siting, placement of Special Purpose Needs in any remote location and separation of Special Purpose Needs from Intake.

Opportunities for Cost Reduction

Four opportunities for cost reduction were identified as part of the analysis of Strategic Development Approaches, as summarized below. While this options provide a path to cost reduction, it is important to recall history. The Main Jail upon completion was already faced with an ADP over and above design capacity and shortly after occupancy moved toward double celling. The projected space programming for Master Planning already assumes double celling for the general population effectively eliminating a fallback if the ADP exceeds planned occupancy based on cost reduction options. However, if continued population management efforts prove successful, the reduced capacity may be adequate beyond the planning horizon

Cost Reduction Opportunity 1: Reduce Projected Capacity needs in 2045 by Reducing the Peaking Factor from 23% to 18%

This suggested cost reduction would reduce the peaking factor from 23% to the lower factor of 18%. Based on the programmed capacity for planning of 4,324 beds which resulted from the standardization of housing unit sizes, the resultant capacity would be 3,876 rated beds. This would still provide a normal operating capacity of about 85% of the total bed capacity of the facility, which is a more typical standard in the planning of detention and correctional facilities.

This cost reduction opportunity would reduce probable estimated construction costs by $68.6M. Project cost savings will vary by approach based on the phasing plan and timeframe which establishes estimated escalation costs.

Applying the project cost factors for the two highest-ranked approaches—Approach E and Approach C—results in a project cost reduction of $96.1M, impacting the overall project costs for these approaches as follows:

- Approach E – New Replacement Facility, project cost reduction from $2.95B to $2.85B.
- Approach C – New Satellite + Main Jail Renovation, project cost reduction from $3.03B to $2.94B.

While not quantified at this time, any reduction in capacity will also result in staffing and operational savings.

Cost Reduction Opportunity 2: Construct Housing Capacity to 2035 Projected Needs with a Peaking Factor of 18%

This cost reduction opportunity is based on constructing core facilities to support the projected capacity needs of 2045 plus the 18% peaking factor and constructing initial housing capacity based on the projected 2035 APD only, with planned future expansion. Based on the programmed capacity for planning of 4,324 beds which resulted from the standardization of housing unit sizes, the resultant capacity would be 3,876 rated beds.

This cost reduction opportunity would reduce probable estimated construction costs by $120.4M. Project cost savings will vary by approach based on the phasing plan and timeframe which establishes estimated escalation costs.

Applying the project cost factors for the two highest ranked approaches—Approach E and Approach C, results in a project cost reduction of $168.5M, impacting the overall project costs for these approaches as follows:

- Approach E – New Replacement Facility, project cost reduction from $2.95B to $2.87B.
- Approach C – New Satellite + Main Jail Renovation, project cost reduction from $3.03B to $2.67B.

While not quantified at this time, any reduction in capacity will also result in staffing and operational savings.

Cost Reduction Opportunity 3: Construct Housing Capacity to 2045 ADP with No Peaking Factor

This cost reduction opportunity is based on constructing core facilities to support the projected capacity needs of 2045 plus the 18% peaking factor and constructing initial housing capacity based on the projected 2045 APD only, with planned future expansion. Based on the programmed capacity for planning of 4,324 beds which resulted from the standardization of housing unit sizes, the resultant capacity would be 3,548 rated beds.

This cost reduction opportunity would reduce probable estimated construction costs by $326.3M. Project cost savings will vary by approach based on the phasing plan and timeframe which establishes estimated escalation costs.

Applying the project cost factors for the two highest ranked approaches—Approach E and Approach C—results in a project cost reduction of $362.0M, impacting the overall project costs for these approaches as follows:

- Approach E – New Replacement Facility, project cost reduction from $2.95B to $2.59B.
- Approach C – New Satellite + Main Jail Renovation, project cost reduction from $3.03B to $2.67B.

While not quantified at this time, any reduction in capacity will also result in staffing and operational savings.

Cost Reduction Opportunity 4: Alternate Siting, Approaches A or D

If one of the approaches that includes a remote facility on the RCCC site is approved for further study, consider identifying an alternate remote site to both, avoid floodplain mitigation costs estimated at $700M and reduce escalation costs due to a shortened schedule. However, these approaches would still be more costly than the higher ranked Approaches E and C. Note that

Approaches B and F are not included in these cost savings. They were recommended for elimination as they included Special Purpose Needs, which should not be provided at a remote location.

Refer to Section 9 for an expanded description and to Appendix A.9 for cost estimating detail.

Implications of a Do-Nothing Approach

As part of deliberations in determining the preferred approach, there is always the question – what are the implications of a do-nothing approach? There is not a black and white answer to this question, but there are several possible, and in many cases, probable consequences of this decision. For discussion purposes we have organized these under two headings – Mays Consent Decree and Current Physical Conditions.

Mays Consent Decree

The range of impacts and sanctions resulting from a "Do Nothing" approach could include:

- Continued cost of defense, Class Counsel costs, periodic Subject Matter Experts assessments, internal monitors, consultants and expert witnesses.
- Costs for design and construction of interim improvements as part of negotiating conditions and additional Memorandums of Agreement (MOAs).
- Monetary fines imposed by the Federal Court on the County, missed deadlines, or non-compliance with agreed-to conditions of the Consent Decree and subsequent MOAs.
- Specific orders for increased staffing or other approaches to providing appropriate and timely levels of care for both medical and mental health patients in custody.
- Potentially drastic actions such as appointment of a Special Master who is an independent, neutral expert appointed by a court to oversee, investigate, and enforce structural changes within prisons, jails, or detention centers. For example, New York Rikers Island is now under the oversight of a court-appointed independent "remediation manager" (effectively a federal Receiver/special master) in charge of overseeing operations at the Rikers Island jail complex, who answers only to the Federal Court and is empowered with sweeping authority to override the mayor and the city's Department of Correction (DOC). This includes the power to overhaul staffing models, handle employee discipline, manage infrastructure repairs, and reshape security policies.

- An even more drastic sanction open to the Federal Court, typically as a last resort, is to place the correctional medical and mental health systems under receivership[10]. An example occurred when the California Department of Corrections Medical Services were placed under the direct management and operation of the Receiver, who was empowered to make decisions that had a direct impact on the California state budget, resulting in a $2.49B investment in health care facilities.[11] In 2025 a Receiver was also appointed in another case over California Department of Corrections and Rehabilitation CDCR's mental health system.

Current Physical Conditions

Even if the County adopts a do-nothing approach relative to the conditions of the Consent Decree, the County is faced with a significant cost for deferred maintenance and modernization of systems at both the Main Jail and RCCC. The annual CIP has typically projected a budget requirement for millions of dollars in work related to deferred maintenance items and modernization for both the Main Jail and RCCC. For the five-year look ahead – FY26/27 through FY 30/31, the suggested budgeted work items for these facilities respectively are $39M and $26M.

Actual expenditures, however, have historically fallen short of CIP projections. Actual expenditures for the past five years (2022-2026) for the Main Jail were only $17.3M and for RCCC were only $8.4M. This continued under funding due to County budget constraints and overall countywide pressing demands has only contributed to a growing backlog of deferred maintenance needs.

As part of Phase II, the Planning Team undertook a detailed Facility Conditions Assessment (FCA). Relative to basic existing conditions, at the Main Jail, the FCA projected a need for $14.8M in immediate repairs[12], but also noted that within the ten-year timeframe an investment of $114M would be required, and the 20-year total exceeds $155M[13]. Similarly, for RCCC the FCA projected a need for $4.0M in immediate repairs[14], but also noted that within the ten-year timeframe an investment of $60M would be required, and the 20-year total exceeds $122M[15]. It

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[10] In jails and prisons, receivership is a legal remedy in lawsuits to address constitutional violations (e.g. inadequate conditions of confinement, unconstitutional levels of care, violations of federal rights, etc.). It serves as a measure of last resort therefore being used only when all other tactics to comply with federal law have failed. It strips the government of all operational authority and control, transferring full management of the specified system (e.g. healthcare or entire facilities) to a neutral, independent court-appointed expert in charge, "the receiver." Source: Receiverships for Jails and Prisons, Explained | Brennan Center for Justice

[11] Source: California Legislative Analyst's Office, Overview and Update on the Prison Receivership, November 2003

[12] NOTE: All FCA numbers are subcontractor trade costs and do not include General Conditions, General Contractor Costs, Contingencies, Escalation and Soft Project Costs as addressed later in this narrative.

[13] Future trade costs escalated at 4% per year

[14] NOTE: All FCA numbers are subcontractor trade costs and do not include General Conditions, General Contractor Costs, Contingencies, Escalation and Soft Project Costs as addressed later in this narrative.

[15] Future trade costs escalated at 4% per year

should be noted that these costs reflect “trade” or subcontractor costs and do not include typical overhead and general conditions costs typical of general contracting.

In addition to the FCA, the Planning Team had consultant subject matter experts review detention equipment, electronic security systems and technology as a supplemental assessment. Generally speaking, equipment is also “aged but functional.” In some instances, items are noted as “barely functional.” The electronic security system operates on outdated system – which is no longer available. Parts are not available for detention locks or combination detention fixtures. There is limited technology available in the building.

It should be noted that the FCA costs above reflect “trade” or subcontractor costs and do not include typical overhead and general conditions costs typical of general contracting, nor do they include the additional costs for detention, electronic security, technology and costs associated with the separate ADA assessment.

Total construction cost for the Main Jail is $279M, and for RCCC, $123M, resulting in a total probable construction cost of $402M for repairs and modernization of detention, electronic security and technology. Project costs including contingencies at 20% for renovations increase the base total project cost for both facilities to $693M, with project costs for the Main Jail and RCCC of $481M and $212M respectively.

A repair/renovation and modernization project of this scale and magnitude will require phased implementation. The critical limiting factor to phasing is the availability of temporary beds or swing space. It was determined that outside resources in adjacent counties are limited and that most jurisdictions will be reticent to accept Sacramento County people-in-custody as the conditions of the Consent Decree would follow with the population. As a result, phasing for both facilities is based on two years of planning, design and procurement and six construction phases. Each construction phase was planned with a two-year duration, both for construction and the relocation of the population which will have its own challenges related to classification issues, program space, staffing, and delivery of medical/MH and other services. The extended schedule has a significant impact on escalation costs.

As a result, total escalation is estimated at just over $246M, with costs for the Main Jail and RCCC of $177M and $89M, respectively. This raises the total project cost to over $939M, with costs at the Main Jail of $658M and at RCCC of $281M.

Refer to Section 9 for additional detailed information.

Potential Interim Actions

Inherent in each strategic approach are significant cost and time risks that could result in continuing delays in realizing a long-term solution that both resolves all the Consent Decree physical deficiencies and provides the desired jail system of the future. To respond to this potential contingency, the Planning Team initiated an effort in Phase II to identify potential

interim improvements. Knowledge gained in the earlier effort was further enhanced by the effort described in the Final Report to explore the potential for resolving the Consent Decree physical deficiencies and creating the desired jail of the future through the adaptive use of existing facilities.

It should be understood that these interim actions are not a substitute for developing a long-term Strategic Development Approach to fully resolve the issues inherent in the Consent Decree, or to provide the desired jail system for today and tomorrow, but rather are identified to provide the County with a series of potential improvements that could be implemented as part of a continuing negotiated response to avoid more drastic measures by the Court in enforcing the terms of the Consent Decree.

The rationale for viewing these actions as only partial interim solutions to resolving the issues inherent in the Consent Decree and not representing a long-term solution is summarized as follows.

- The identified interim actions only address several key issues identified in the Consent Decree and do not provide a comprehensive response across both facilities to all issues. They are only intended to provide some actions to afford a minimum level of improvements. For example, they do not address the bulk of non-housing related accessibility issues or issues impacting movement between housing and program and services. Or, as another example, do not address the current concern around the path of travel across the RCCC campus presenting multiple barriers to accessibility. Similarly, while they enhance the delivery of medical and mental health services, they do not fully respond to best practices as outlined in the Phase I/II Report. These items are not a comprehensive, system-wide compliant response to the totality of the conditions of the Consent Decree.
- If adjustments are made to house the IOP and Enhanced EOP populations in single cells as recommended (66% single IOP, 34% single EOP), total capacity at the Main Jail is reduced by 882 beds. In combination with RCCC, this results in a system capacity of 3,014 beds versus a current average ADP of 3,391 people-in-custody, therefore resulting in a shortfall of 377 beds relative to the ADP with no peaking factor available.
- Special Needs Beds planned on floors 3 through 5 (Interim Action 6) have significant best practice compromises as listed below, and it is doubtful whether they would be acceptable as the basis for a long-term solution with these compromises. Additionally, since the exercise indicates that in any event construction of new beds will be required, it would make economic sense to continue using the existing beds as designed for double celling and build compliant Special Needs beds. Best Practice compromises include:
    - Two-tier, in lieu of single-level, housing

- Stacked double-bed cells in lieu of beds on floor
- Lack of program and recreation space
- MAT and Chronic Medical Beds housed in cells in lieu of open, observable ward and 10% single cells

- Undertaking any of these actions while facilities are occupied will result in an extended schedule and potentially increase costs to a level significantly above the ROM estimates provided as part of this Master Plan study.
- Significant expenditure will be required and will only be partially recouped if the selected alternative includes adaptive use of the Main Jail.
- Expenditures at the RCCC campus may eventually be sunk funds if the floodplain restrictions preclude long-term reuse. It also may be limited by the 50% investment limitation, including the past five years which would trigger flood proofing requirements. Note that the County Flood Plain Ordinance[16] would also include the cost of any necessary physical condition upgrades.
- Excessive costs with limited value-for-money return. While some efficiencies and increase in quality of care will be achieved for medical and mental health services, the operation of two separate facilities will still require duplicate SSO, ACH, ACMH and other civilian staffing positions.
- Cost of defense, SME's, Class Counsel costs, and internal management and monitoring of compliance will continue with no real return on investment.
- Negotiations of individual items to avoid more drastic penalties applied by the Court under the Consent Decree may also result in additional costly conditions in order to gain acceptance of interim solutions.

With this background as to why these actions in and of themselves do not represent a comprehensive solution to resolving the issues identified in the Consent Decree, the Planning Team identified several Interim Actions. These interim actions are primarily targeted at three key areas of the Consent Decree - Mental Health Treatment and Services, Medical Treatment & Services and Accessibility, given that the County has made significant progress operationally in addressing Suicide Prevention and Placement in Restricted Housing. Refer to Section 9.0 and Appendix F for additional detailed information.

[16] Note that Sacramento County has adopted stricter requirements to earn CRS points including the five-year cumulative cost requirement including repairs referenced in Section 902-57 of the Sacramento County Floodplain Management Ordinance which are more stringent than basic FEMA requirements. These enhanced standards contributed to the County's recent recertification as a Class 2 CRS community-the only Class 2 CRS community in California. As a result, residents in the unincorporated areas of Sacramento County who purchase flood insurance through the NFIP receive a 40% discount.

Interim Action 1: Expansion and Renovation of Intake/Transfer/Release. This Interim Action would address issues related to accessibility, privacy and improved conditions in the Intake/Release area through expansion into the current vehicle Sallyport area, recapturing the "inner-loop" of the booking area and replanning the area based on a process driven, reengineering effort.

Interim Action 2: Expansion and Renovation of Medical Clinic & Infirmary - There are multiple physical deficiencies that impact the timely and consistent delivery of appropriate medical services to the population both on an outpatient and inpatient basis. Action 2 attempts to resolve those issues through expansion of the overall footprint, development of enhanced clinical services and renovation of existing inpatient housing.

Interim Action 3: Provide Accessible Housing. This Action provides accessible housing in cell type housing by providing 3% of the total number of cells at the Main Jail and RCCC as accessible housing. Basically, it typically includes converting two double occupancy cells to a single accessible double occupancy cells and showers. Additionally, dormitories and barracks would be renovated to provide accessible bunks and showers at RCCC.

Interim Action 4: Provide Accessible Visiting, Confidential Interview Rooms and Medical Exam Rooms for each housing cluster (East & West), Main Jail. This action addresses several physical deficiencies impacting compliance with the Consent Decree—accessible visiting on the floor, confidential interview space, improved access and staging to increase efficiency of nurse and physician time for medical triage at the housing unit. This would include elevator modifications to provide visitor access to the main floor of each housing floor, renovation of the core area to provide non-contact visiting and confidential interview space, and relocation of medical examination rooms to the core area of the east and west sides as part of a housing cluster serving three housing units.

Interim Action 5: Provide Accessible Court Holding and Attorney Visiting and an Accessible Path from Holding to the Courtrooms. This Action would include modifications to holding and attorney/client conference areas for accessibility and provision of an appropriate accessible transfer route from holding to the courtrooms.

Interim Action 6: Mental Health Housing & Treatment. This Action would adapt floors three through five of the Main Jail to meet current and projected needs for Mental Health Housing—APU, IOP, EOP Enhanced and MH-GP based on the studies completed as part of analyzing the reuse potential of the existing Main Jail to accommodate these needs without new construction.

Interim Action 7: Improvements to Roger Bauman Facility (RBF) to Provide Temporary Capacity or Swing Space. Until recently, the RCCC's RBF facility was vacant. It is currently occupied for the provision of temporary beds (swing space) to accommodate renovations at other RCCC facilities. RBF could provide from 252 (BSCC-rated capacity) to 300 beds of swing space to support implementation of an Interim Action Plan.

Preliminary estimates of probable construction and project costs were developed for each potential Interim Action. Project costs are comparable to the range of costs currently used by the Sacramento County Department of General Services for Capital Improvement Planning with some modifications. Schedule for implementation is indeterminate at this point in time as these are intended to be individual actions that can be implemented by agreement with Class Counsel if, in fact, a longer-term solution is delayed. For illustrative purposes, two horizons were used for providing an estimate of the impact of escalation:

- Three years is the duration included in the phasing plans for each of the Approaches to determine a course of action, resolve financing mechanism and CEQA. This is the planned initiation point of a longer-term project and if delays are encountered it could trigger a request for interim improvements under the Consent Decree.
- Five years is generally the duration to the actual start of construction under each of the Approaches. Should a delay in construction start be encountered, it again could trigger a request for interim improvements under the Consent Decree.

Figure 1.7 provides a summary of the construction and project costs associated with all the potential Interim Actions identified, including a floor-by-floor cost for Interim Action 6: Mental Health Housing and Treatment. A total is not provided as the intent of this exercise was not to develop an alternate approach, but rather to provide the County with a menu of options to consider, should interim improvements be pursued pending the implementation of a long-term solution.

As noted in the cost discussion of each action, if Sacramento County believes that they may need to employ one or more of these Interim Actions to respond to immediate or interim improvements under the Consent Decree pending a long-term solution, it is recommended that the County undertake a scoping study to confirm project scope and, more importantly, to confirm if any additional infrastructure improvements would be required to support the implementation of the Interim Action. Additionally, costs will be impacted by the complexity of the specific implementation plan for each Interim Action.

Refer to Section 9.0 and Appendix F for additional detailed discussion and illustrations.

Figure 1.7
Summary All Potential Interim Actions
Probable Costs

Interim Action	Construction Cost	Project Cost	Project Cost Escalated 3 years	Project Cost Escalated 5 years
Interim Action 1: Expand and Reconfigure Intake	$ 14,381,886	$ 20,632,300	$ 23,884,466	$ 26,332,624
Interim Action 2: Expansion and Renovation of Medical Clinic & Infirmary	$ 17,047,019	$ 21,990,654	$ 25,456,931	$ 28,066,266
Interim Action 3: Provide Accessible Housing	$ 16,876,818	$ 21,771,226	$ 25,202,915	$ 27,786,214
Interim Action 4 Provide Accessible Visiting, Confidential Interview Rooms & Medical Exam Rooms	$ 15,678,504	$ 20,225,271	$ 23,413,279	$ 25,813,140
Interim Action 5 Provide Accessible Court Holding and Attorney Visiting and an Accessible Path from Holding to the Courtrooms	$ 1,143,279	$ 1,474,830	$ 1,707,300	$ 1,882,298
Interim Action 6 Mental Health Housing & Treatment	$ 21,735,551	$ 28,038,861	$ 32,458,486	$ 35,785,481
Interim Action 7 Improvements to Roger Bauman Facility (RBF) to Provide Temporary Capacity or Swing Space	$ 2,929,615	$ 3,779,203	$ 4,374,900	$ 4,823,328
Interim Action 6 Mental Health Housing & Treatment If by Individual Floor	$ 9.056,480	$ 11,682,859	$ 13,524,369	$ 14,910,617