Sacramento County Correctional Facility Master Planning Services

Final Report: A Vision for the Future

Section 2.0 – Key Planning Considerations

HMA DLRGROUP
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Key Planning Determinants

This section summarizes the key planning determinants that were considered in developing the Strategic Development Approaches, including:

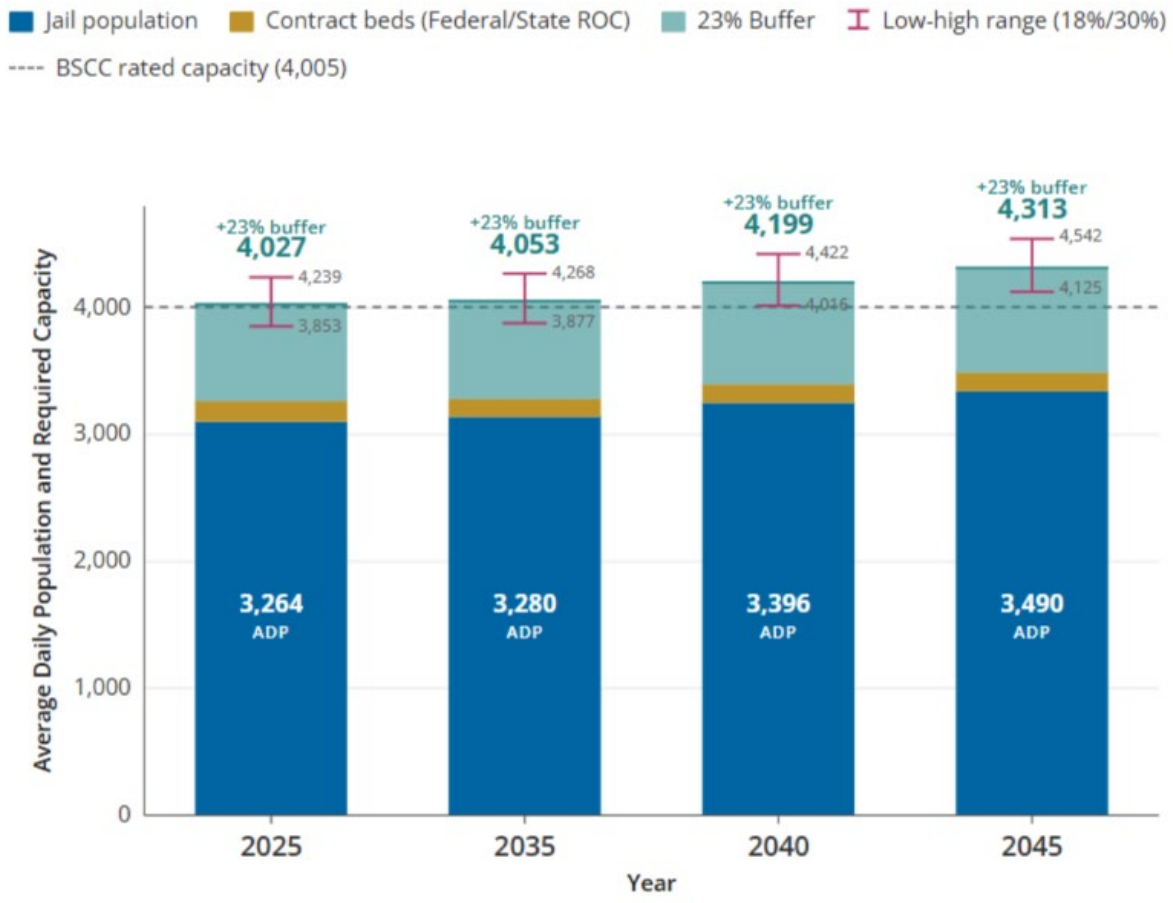
- Target Capacity
- Mays Consent Decree, with specific facility-related issues
- Quantifying Projected Need
- Siting parameters & locational considerations
- State of Good Repair
- Seismic Review of Main Jail
- Hydrology/Floodplain Considerations at Rio Cosumnes Correctional Center (RCCC)
- Availability of Swing Space

Projected Future Needs & Target Capacity

The Request for Proposals (RFP) issued for this planning effort included an assessment of the current and future demand for bed space capacity based on the historic average daily population (ADP), an analysis of factors potentially affecting the jail population in the future such as AB 109, various propositions including 36, 47, and 57, and efforts by the County to enhance community-based services to manage and reduce the jail population through deflection, diversion and other sentencing alternatives.

Various models were used to analyze the dynamics impacting potential future needs as outlined in the Phase I/II Report (refer to Appendix E, Sections 3.0 and Appendix 3). The following graphic illustrates projections of future population and capacity needs into 2045, by five-year increments.

Figure 2.1
Projections of Average Daily Population and Bed Capacity Needs



Note: *Design capacity is calculated as (Total ADP – State ROC) x (peak factor x operational buffer) + State ROC. State ROC contract beds (44) represent a fixed contractual capacity for the Jail-Based Competency Treatment (JBCT) program and are added at contract value rather than buffered.*

As illustrated in Figure 2.1, the ADP growth of County commitments is relatively flat from 2025 to 2045 and is anticipated to grow from a 2025 average of 3,264 beds to 3,490 beds in the year 2045, or a total growth rate of about 6.9% or about 0.345% per year.

To account for the fact that ADP is only an average, a capacity buffer factor, referred to as "peaking factor" must be applied to the projected ADP to ensure that sufficient beds are available at any given time to account for population fluctuations, seasonal peaks, and changes in custody classification and levels of care. It includes maintaining vacancies across housing units by sex, custody level, level of care, administrative holds, legal status, etc., as well as allowing for routine maintenance and a margin for population-driven changes (such as Intake surges, Prop 36, or other legislative shifts) that may increase the population above the demographic baseline.

A commonly cited planning rule of thumb is that jails should operate at roughly 80 to 85 percent of their rated capacity, but the appropriate figure depends on each facility's configuration and population composition, rather than a uniform standard. The figures used in this study were derived from the County's data rather than adopted from a fixed benchmark.

Three scenarios were carried forward and applied as multipliers[1] to the projected ADP:

- **Low, +18%** (operating at about 85% of capacity): Appropriate for a facility with bed types that are well matched to its population composition; provides margin for specialized housing needs.
- **Base, +23%** (operating at about 81% of capacity): Within commonly cited practice; adds margin for the elevated buffer the current facility requires (explained below), and for routine contingencies.
- **High, +30%** (operating at about 77% of capacity): An explicit allowance for rare adverse events, including flood conditions or a future public health emergency with operational effects comparable to COVID-19. An upper bound driven by current operational constraints rather than an estimate of expected need.

Discussions with stakeholders and the Executive Committee led to a decision to adopt the 23% peaking factor multiplier as a basis for planning. This higher peaking factor was initially adopted primarily based on past and current experience where the relatively large size of housing units at the Main Jail (60, 64 and 80 beds) affects the ability to use a higher percentage of cells and beds given the need to separate the population by classification or treatment level, resulting in a current utilization rate more in line with a 23% peaking factor – 80% - 81%.

This approach was applied to the ADP, and then a fixed capacity of 44 contract beds was added, resulting in a **total projected bed space capacity of 4,313 beds**, which compares to a current BSCC-rated capacity of 4,005 beds and a Sacramento Sheriff's Office (SSO) operating capacity of over 4,700 beds.

Special Needs bed capacity was then calculated based on historic utilization as a percentage of total projected capacity based on available data related to both placement in a special needs category, including Acute Psychiatric Unit (APU), Intensive Outpatient Program (IOP), Enhanced Outpatient Program (EOP), or EOP-General Population and, as projected, is summarized below under the heading "Mandate of the Mays Consent Decree."

While a 23% peaking factor was adopted by The County, the planning team believes that this could be reduced to the 18% planning factor based on the fact that the projected space program for the future is based on smaller housing units – maximum of 20 beds for special populations and maximum of 48 beds for general population beds. Smaller housing units provide greater flexibility in addressing the classification challenges associated with the larger

[1] The percentages shown (+18%, +23%, +30%) are composite multipliers, rather than single-step markups. Each combines a peak-to-average factor with an operational buffer. The percentages in text are rounded to the nearest whole percentage for readability.

housing units of 60 to 80 beds at the Main Jail and RCCC's Barracks. Using the 18% peaking factor would reduce the planned system capacity from 4,313 beds to 4,125 beds (+44 contract beds), and will be investigated as a cost reduction measure.

It should also be noted that the potential for increased use of pre- and post-arrest diversion of the jail population is an ongoing issue of concern to Class Counsel and various public advocacy groups alike. Opportunities for population reduction through various initiatives was reviewed in detail as part of developing the projection of future need. While the County continues to pursue the development of increased community-based services, to date it has not realized the impact suggested by numerous prior studies. One option for consideration, should the County proceed with implementation of the preferred or an alternative Strategic Development Approach, is to reduce the size of the initial construction program while continuing to pursue community-based alternatives. This phased approach would allow for future expansion if ongoing efforts to reduce the population fall short of projected outcomes.

Refer to Phase I/II Report Appendix E, Section 3.0 for detailed information on the development of projections of future bed space needs and special need beds.

Mandate of the Mays Consent Decree

The Phase I/II Report provided exhaustive, detailed information related to physical deficiency gaps and best practices integrated into the planning process via the assessment of existing conditions. All of the issues outlined in the Phase I/II Report formed the foundation for planning.

Following are some of the most critical issues that resulted in the defined Strategic Development Approaches. Refer to the Phase I/II Report for full assessment and best practices recommendations.

Medical Care: Critical "gaps" identified during the operational and functional assessment include:

- Need to separate APU and Infirmary beds.
- Expand clinics to have multiple treatment rooms to increase physician efficiency, similar to typical medical clinics in the community.
- Provide a range of services, including space for tele-medicine; exam rooms comparable to those in community clinics to increase efficiency and effectiveness of medical staff and access to care. Based on benchmark facilities, four to six treatment rooms should be provided.
- Provide an emergency treatment room to reduce trips off-site.
- Provide in and out waiting area(s) for men and women to increase efficiency and reduce escort needs.
- Provide equipment storage and staging space (currently located in hallways).
- Provide work areas for clinical staff, physicians, and outside providers.
- Provide accessible hospital-sized rooms with three-side bed access.

- Provide accessible cells and showers for subacute in-custody patients, cells and showers.
- Provide exam rooms on housing units to reduce nurse waiting times; alternatively provide waiting/staging spaces at the existing medical areas on housing floors.
- Provide Infirmary capacity in single-level housing units as follows:
    - 48 beds are projected for acute/subacute medical/infirmary care, including eight negative pressure rooms.
    - 55 beds are projected for chronic medical care, ideally ward/dormitory with privacy partitions and percentage of single cells.
    - 79 beds are projected for the Medication Assisted Treatment (MAT)/Detoxification (withdrawal) program; ideally ward/dormitory with privacy partitions and percentage of single cells.
    - 76 beds are projected for the geriatric in-custody population; ideally ward/dormitory with privacy partitions and percentage of single cells.
- Double bunking of medical beds should have both bunks on the floor, rather than stacked bunks.
- Provide access to visiting, multipurpose program and outdoor respite areas.
- Co-locate jail administration, medical administration & mental health administration for improved communication and coordination.
- Preliminary space projection exclusive of chronic, MAT, and geriatric areas is 38,776 departmental gross square feet (DGSF), which exceeds the area of the total current second floor of the Main Jail.

Mental Health Care: Critical "gaps" identified during the operational and functional assessment include:

- Provide adequate number and type of beds for each level of care cohort.
- Consolidate beds in common locations by level of care cohort.
- Provide smaller housing units to accommodate classification and allow increased out of cell time.
- For IOP, provide 66% of beds in single cells; for EOP Enhanced, 34% of the beds should be in single cells; for MH-GP, 10% of beds should be in single cells.
- Double-bunked medical beds should have both bunks on the floor, rather than stacked bunks.
- Provide accessible cells and showers on all housing units.
- Provide office space for clinicians in proximity to population served.
- Provide adequate group rooms for required treatment sessions.
- Provide appropriate confidential interview rooms that are HIPAA-compliant, allow for privacy, limit views by other inmate-patients but at the same time allow for visibility by security staff. Both contact and non-contact interview rooms should be provided at intake and in each housing unit or cluster. Intake should also provide flex space to accommodate peak volumes.

- Provide access to outdoor recreation and respite areas.
- Provide appropriate staff support areas (i.e., conferencing, workstations, etc.).
- Co-locate jail administration, medical administration, and mental health administration for improved communication, collaboration, and coordination.
- All housing units for special needs populations should be single-level units as illustrated in the table below:

Cohort	Current Need			Projected Need		
	Total	Single	Double	Total	Single	Double
Acute Psychiatric Unit (APU)	41	41	N/A	42	42	N/A
Intensive Outpatient Program (IOP) (Includes DD)	156	104	52	168	110	58
Enhanced Outpatient Program (EOP)	160	54	106	171	59	112
Mental Health Treatment General Population (MH-GP)	604	30	574	645	33	612
Gravely Disabled	ADP 6 beds			6 beds, ultimately combined with APU beds		
Suicidal Inmate Temporary Housing Unit (SITHU)	ADP 16 beds			28 beds varies with CNAP		
Critical Needs Assessment Program (CNAP)	ADP 32 beds			20-bed capacity, varies with SITHU		
Early Access and Stabilization Services (EASS)	Contract Limit 10 beds			10 beds		
Jail-Based Competency Treatment (JBCT)	Contract Limit 44 beds			44 beds		

Accommodating the Special Needs bed capacity and housing plan as previously described results in a preliminary space projection of 189,438 DGSF.

Restricted Housing: The provisions of the Consent Decree related to restricted housing primarily deal with criteria for placement, especially for people in custody who have mental health conditions. While not directly related to the specifics of the Consent Decree, several issues should be considered:

- Provide accessible cells & showers (addressed as accessibility issue in the Consent Decree).
- Provide accessible visiting spaces (addressed as an accessibility issue in the Consent Decree).
- Provide appropriate confidential interview rooms, both contact and non-contact, which are HIPAA-compliant, private but visible to security, at housing areas and in Intake.
- Provide adequate group rooms for required treatment sessions. If clinically assessed as requiring mental health treatment, treatment must continue even if in restricted status.

Suicide Prevention: This is primarily an operational issue from initial assessment at booking through classification and placement. Physical considerations include:

- Provide adequate, private but observable interview/assessment rooms in the pre-screening area prior to the police write-up.
- Provide adequate beds to accommodate need in the Suicidal Inmate Temporary Housing Unit (SITHU) (addressed as a mental health issue in Consent Decree).
- Any new construction or renovations must meet anti-ligature requirements as prescribed by the California Bureau of State and County Corrections (BSCC).

Accessibility: The Accessibility Assessment completed as part of the Facility Condition Assessment (FCA) identified 499 deficiencies at the Main Jail totaling $35.5M, and 1,544 deficiencies at RCCC totaling $21.8M. Many of these deal with clearances at door openings and mounting heights.

As background, following is an outline of the requirements for detention and correctional occupancies as documented in the 2010 Americans with Disabilities Act, Standards for Accessible Design, 36 CFR Part 1191 and 28 CFR 35.151.

Mobility Accessibility: At least 3% of total cells and rooms in jails, prisons, and detention facilities must be accessible for individuals with mobility issues, including people who use wheelchairs. *(Best practices recommend that every housing unit has at least one accessible cell, shower, and dayroom seating area to accommodate people in custody in their appropriate classification category without having to constantly reassign housing units to accommodate day-to-day needs.)*

Dispersion by Classification: Accessible cells must be distributed across each security classification and program level so inmates with disabilities can live among peers of matching classification.

Communication Features: At least 2% of general holding and housing cells must include communication features for individuals who are deaf or hard of hearing (such as visible alarms and volume-controlled phones).

Integrated Settings: Inmates with disabilities must be placed in the most integrated setting appropriate to their needs and cannot be segregated or isolated solely based on disability.

Medical Area Restrictions: Inmates who are not ill or injured should be housed outside of medical units unless they are actively receiving medical treatment or care.

Program Access: Accessible housing units must provide equal physical access to dining, recreation, visitation, educational programs, and religious services.

Significant issues across both facilities are summarized in the Phase I/II Report (Appendix E) and detailed in Appendixes VII – ADA (Americans with Disabilities Act) Accessibility Assessment, Main Jail and VIII - ADA Accessibility Assessment RCCC. While the entire budgeted amount recommended by the Accessibility Assessment for both the Main Jail and RCCC was included in the cost analysis for each Strategic Development Approach as appropriate, the following items were identified as critical areas that may require a more substantial scope and a higher cost than projected in the assessment documents.

Main Jail

- Accessible Housing: While ADA requires that a minimum of 3% of cells be accessible across all housing categories, including showers, dayrooms, and all related support facilities, best practices suggest that all housing units should have at least one accessible cell and associated accessible support areas. This principle was adopted as a basis for developing Strategic Development Approaches.
- Medical: Accessible rooms and cells in medical areas including showers and washrooms/toilets.
- Visiting: Visiting occurs on the mezzanine level and is currently inaccessible to those in custody with mobility issues.
- Programs and support areas: Accessible program and support areas, including associated accessible washrooms if provided (e.g., outdoor recreation areas, education, etc.).

- Recreation: The fifth floor mezzanine recreation deck is accessible, but the toilet fixture, washbasin, and drinking fountain are not compliant with accessibility requirements.
- Intake: Accessibility provisions throughout Intake/Transfer/Release, including police write-up, Interview rooms, holding, dress-out/dress-in, circulation, and path of travel.
- Court Holding: No accessible cells or attorney/client visiting areas.
- Courtroom access: Courtroom access is primarily by stairs; accessible access is via lift in the vehicular sallyport, which does not reflect equal treatment for people who require accessible access.
- Accessible Route: Numerous doors to program areas are less than 36 inches wide.

RCCC

- Accessible Housing: Accessible sleeping areas with appropriate turning radius, including showers and washrooms/toilets in dormitories and barracks.
- Medical: Accessible rooms and cells in medical areas including showers and washrooms/toilets.
- Visiting: Accessible visiting areas.
- Programs and support areas: Accessible program and support areas, including associated accessible washrooms if provided (e.g., outdoor recreation areas, education, etc.)
- Accessible Route: An area of major concern is provision of an accessible path of travel between housing and program and support areas. Ramps exceed maximum slope or length without landings, doors less than 36 inches clear; slope and cross slope of walkways exceed allowable limits.

Other Areas of Concern: Although the functional and operational assessment primarily focused on the issues directly related to compliance with the conditions of the Mays Consent Decree as described above, the Planning Team included a comprehensive summary of issues that are unaligned with contemporary operational and planning best practices for detention as documented in Section 6 of the Phase I/II Report (Appendix E). While all identified "gaps" were accounted for in the development of the various strategic approaches (supported by preliminary space planning), several of the more significant items are as follows.

- *Housing Unit Size*: The existing housing unit capacities, particularly at the Main Jail (typically double-celled to 60, 64, or 80 beds), pose difficulties to adequately house the population by custody classification and separation requirements. As a result, numerous units house multiple classifications, which in some cases limits out of cell time to prevent the mixing of individuals. There is good comparison within the Sacramento Jail system of the operational impact of providing smaller housing units. The cell units at the Stewart Baird and Christopher Boone Facilities (SBF & CBF) at RCCC are double celled to a capacity of 32 beds, which is more responsive to

classification needs. This configuration allows greater dayroom access by the population in each unit. Though not currently a condition of the Consent Decree, litigation in other similar facilities has included out of cell time as a key consideration.

Accordingly, development of the various strategic approaches is based on a range of housing unit sizes from 16 to 20 for special needs populations to a maximum unit size of 32 to 48 beds for general population classification categories.

- *Service Delivery at the Housing Unit*: Contemporary best practices for detention facility operation and facility planning stress the importance of moving services to the incarcerated population (decentralization) rather than moving individuals or groups to a few shared centralized areas of the facility for program delivery (centralization). One of the key areas included in planning is access to outdoor recreation. The Main Jail has three major recreation areas per 50 housing units, plus medical and APU housing. This requires constant movement of the population to meet minimum access to outdoor recreation requirements.

  The Consent Decree aligns with California BSCC standards requiring three hours of outdoor exercise over a seven-day period; however, the standard also states that the time cannot be frontend loaded or provided in a single block. It must be spaced out over the course of the week. Given the number of housing units and various classifications, compliance in the existing facility has been a herculean task and, operationally, is staff intensive for both escorted movement and supervision of the recreation areas in the Main Jail.

  Again, a good comparison can be drawn between the Main Jail and the RCCC's CBF, RBF, JKF & KBF facilities. In each facility, six smaller housing units have access to a common recreation court planned as part of the housing cluster, with movement and observation/supervision by housing staff.

  Therefore, supported by preliminary space programming for the future, the development of the various strategic approaches is based on providing outdoor recreation areas at each housing unit. This best practice approach increases resident access to outdoor recreation while reducing the management and staffing required to comply with the Consent Decree and BSCC standards. It should also be noted that, in contemporary facilities, the presence of an outdoor area has proven to reduce the apparent density of a housing unit by allowing greater distribution of the population. Relative to the Special Needs population, access to outdoor recreation has been raised as an issue in other similar litigation.

- *Prison Rape Elimination Act (PREA)*: Another key planning consideration is reflecting contemporary best practices associated with PREA. These are primarily targeted at providing appropriate visual and acoustic privacy while allowing for observation for safety and security. For example, at RCCC's barracks, the showers have no privacy partitions, nor do the beds within the Medical Unit. Additionally, some measure of

privacy/modesty is provided in double cells typically at the toilet fixture, with consideration for safety, security and anti-ligature design. Development of the various approaches supported by preliminary space programming is therefore based on meeting or enhancing PREA compliance. Again, while not specifically addressed in the conditions of the Consent Decree, it is an underlying tenet related to eliminating blind spots, housing individuals with developmental disabilities safely, and related items inherent in the Consent Decree's five major areas of focus.

This narrative is only intended to highlight some of the more egregious issues identified as part of the operational and functional assessment. In scoping the various approaches identified, the Planning Team has attempted to address all of the physical issues directly and indirectly affecting compliance with the Consent Decree and as part of visioning the desired jail system of the future based on contemporary best practices outlined in Section 6.0 of the Phase I/II Report (Appendix E). It should be noted, however, that this assessment is being completed at a master planning level and that once a course of action is recommended by the Executive Committee, and ultimately determined by the Board of Supervisors, a highly detailed and collaborative planning and programming effort will be required to validate the overall planning considerations. This effort should involve SSO, ACH, ACMH, affected County Departments, private providers, and faith and community-based organizations that provide volunteer services to the jail system.

Quantifying Projected Space Needs

As a basis for developing strategic approaches and preparing the required rough order of magnitude (ROM) estimates of probable construction and project costs for comparative evaluation, quantifying projected space needs is a critical planning consideration.

As the initial step in quantifying projected space needs for each Strategic Development Approach, the Planning Team developed an overall space program of requirements for a model state-of-the-art facility that can support the projected capacity need of 4,313 beds -rounded to 4,324 beds based on the standardized housing unit sizes adopted for master planning. This model was adjusted to reflect the specifics of each approach, including consideration for reuse of existing facilities, replacement of either the Main Jail or RCCC, or other alternative approaches.

The first step in this process was the disaggregation of the projected capacity needs based on gender and the various levels of care and custody classification levels SSO employs for population management. The Planning Team used information gathered on several snapshot days during the Phase II planning effort to develop an overall understanding of the profile of the current population by gender and custody classification, which was then applied to the projected capacity need for 2045.

Figures A.1-01 through A.1-03 (refer to Appendix A-1) summarize the overall breakdown of the projected population by gender, levels of care, and custody classification level based on the

blended analysis of the distribution of the 2026 population. Generally, the gender split is 88% male and 12% female. Special Needs beds were addressed in detail as previously summarized, but as part of this analysis, were further disaggregated by gender as indicated in Figures A.1-02 and A.1-03 (refer to Appendix A-1). These figures also summarize the distribution of general population beds for the male and female populations based on the current classifications defined during the on-site housing utilization surveys.

The next step was to adjust this bed space distribution based on standardized housing unit capacities. Housing unit capacities were standardized to provide future flexibility as the population distribution may change and simplify construction, especially related to the potential need to stack housing units.

- Housing units for special needs acute and subacute populations are of 16 to 20 beds capacity to create smaller, treatment-oriented environments and to allow for differing security classifications within the treatment populations. Units are based on single- and double-bed cells.
- General population housing units are planned as 32- or 48-bed units of single- and double-bed cells, again to allow for differing security classifications.
- Direct supervision was identified during the planning effort and documented in the Phase I/II Report as a proven population management approach to support better outcomes. This unit management model places staff directly on the floor/dayroom of each housing unit 24/7; however, smaller housing units results in a total of 107 housing units. Using a standard shift relief factor, this would equate to 545 SSO custody staff for housing alone, exclusive of all other functions.

  Therefore, as a basis for planning, an approach to clustering housing units was adopted as a staffing efficiency measure. This is a derivative of direct supervision (referred to as modified direct supervision) that, through the creation of the sub-dayroom concept (also discussed in the Phase I/II Report) allows a deputy officer to supervise different classifications for staffing efficiencies.

  It is also similar to how the operation of the Main Jail has evolved over time. Initially, the Main Jail was designed under a remote observation model, where primary security and operation of all electronic security controls was via a raised housing control room, supplemented by floor rovers. Over time, SSO has added floor staff in the area central to three housing units on both the east and west sides of each floor, effectively treating the three housing units as a cluster in terms of staffing and operations,

Figure A.1-05 (refer to Appendix A-1) illustrates typical cluster diagrams for both the General Population and Special Needs Population. Typically, clusters consist of three to four housing units. General population clusters range from 112 beds to 192 beds, with 192 beds as the primary cluster. Special needs clusters range from 48 beds (APU) to 80 beds. It is anticipated that the cluster support areas will also be staffed by clinicians responsible for caseloads housed

in the cluster for both the acute/subacute treatment populations and those receiving treatment as EOP GP-MH. Planning also assumes that any electronic controls for doors, communication, etc., will be located in open workstations at the cluster level allowing the elimination of housing control rooms as an additional staffing efficiency. Cluster access, control override and emergency egress would be by Main Control with multiple console stations planned to support overall facility operations and multiple clusters.

With this as a foundation, an initial Master Planning level program was prepared as a basis for quantifying space needs and developing ROM estimates of probable construction and project costs. The RFP for the master planning effort assumed that the program developed for the Intake & Health Services Facility (IHSF) would serve as the basis for space planning with modifications. The IHSF program, however, did not address total system needs nor did it provide a basis for considering replacement and consolidation of the Main Jail and RCCC.

Because the development of a fully detailed program was beyond the scope of the master planning effort, the Planning Team focused on developing detailed information for housing and the critical components impacted by the Consent Decree--Intake/Transfer/Release and Medical and Mental Health Services—and then interpolated the needs for other operational, program, and support components.

Development of the preliminary master space program of requirements for planning can be summarized as follows:

- **Special Needs Housing:** Figures A.1-06 thru A.1-10 outline the room-by-room space needs projected for the various treatment cohorts. As evidenced in the program, in addition to basic living spaces the program anticipates maximizing service delivery at housing unit and cluster level as recommended as a best practice as part of the Phase II “gap” analysis. Additional spaces provided include multipurpose program and treatment areas, individual interview rooms, staff areas, medical exam, outdoor recreation and cluster support.
- **General Population Housing:** Figures A.1-11 thru A.1-17 outline the room-by-room space needs projected for general population housing. As with Special Needs Housing, the programs include in addition to basic living spaces the programs anticipate maximizing service delivery at housing unit and cluster level as recommended as a best practice in the Phase II “gap” analysis. Additional spaces provided include multipurpose program and treatment areas, individual interview rooms, staff areas, medical exam, outdoor recreation and cluster support.
  Note that the multiple cluster programs reflect the variance in bed needs inherent in the Strategic Development Approaches resulting from variances in the approaches, such as varying capacities in Main Jail adaptive use, consideration for replacing either the Main Jail or RCCC, constructing a new facility or a need to provide a downtown Intake/Temporary Holding facility to support a remote jail.

Clusters were developed to allow the capacity for all approaches to be common at 4,324 Beds.

- **Intake/Transfer/Release:** Figures A.1-18 outline the room-by-room space needs projected for a contemporary Intake/Transfer/Release component of a detention facility. It was based on the initial IHSF program, supplemented by the Planning Team's experience and a critical review of the IHSF proposal completed as part of Phase II planning activities. It reflects a comprehensive assessment of space needs based on a flow-driven approach as recommended as a best practice.
- **Health Care Services, Housing & Administration:** Figures A.1-19 and A.1-20 outlines the room-by-room space needs projected for a modern Health Services Unit including the general clinic, specialty clinics, dental, pharmacy, infirmary, withdrawal/MAT housing, chronic/long-term housing, geriatric housing, and administrative offices.
- **Other components:** Using the detail for housing, the Planning Team derived areas for other components based on the typical ratio of housing area to various program and support areas. One exception to this approach is food service. In 2015, SSO proposed moving from a cook-serve approach for three meals seven days a week to a production-type food service cook-chill operation. Cook-chill is based on production of meals at the industrial level. Food is produced in bulk and then quickly chilled and stored just above freezing. A five-to-seven-day supply is distributed to receiving facilities where it is rethermed in bulk and trayed for distribution or is rethermed and pre-trayed on the distribution cart. The advantage of cook-chill is that it allows for a five-day, 40-hour workweek, which reduces the shift relief factor for food preparation. It also allows two days per week for sanitation and normal maintenance. For the food service component, program areas developed for the 2015 initiative were included in the pro forma program.
- **Total Master Space Program:** Figure A.1-21 provides an example of the base pro forma program for the total projected capacity need of 4,313 rounded to 4,324 beds based on the standardized housing unit sizes adopted for master planning. This equates to 364 BGSF/bed, which aligns with recent comparable facilities built in the United States in the past several years. This master program was then adapted based on the specific program requirements of each of the Strategic Development Approaches prepared for consideration by the Executive Committee and the Board of Supervisors.

As previously noted regarding physical deficiencies and gaps, this master space program was prepared at the master planning level to provide a basis for comparison and development of ROM estimates of probable construction and project costs. Again, once a course of action is recommended by the Executive Committee and determined by the Board of Supervisors, a highly detailed and collaborative planning and programming effort will be required involving SSO, ACH, ACMH, impacted County Departments, private providers and faith and community-

based organizations that provide volunteer services to the jail system to validate the pro forma program assumptions.

Siting Parameters & Locational Considerations

Anticipating that some of the Strategic Development Approaches may involve replacing either the Main Jail, RCCC or both, the Planning Team developed the following criteria to inform site selection for any approach that would require the development of a new site. A critical consideration in selecting possible alternative sites is accessibility to the major law enforcement agencies.

Required site area was estimated as 40–45 acres for a partial replacement facility of 2,000 beds +/- and as 60-80 acres for a consolidated replacement facility based on the projected 4,313 capacity needs for 2045. These recommendations assumed that a new facility would be no more than two levels, either two two-tier stacked units or some combination of stacked, single-level housing, two-tier housing, and program and support facilities.[2]

Key criteria for site identification included:

- **Location**: Ease of access by law enforcement, staff, professional providers, attorneys, visitors.
  - Within or directly adjacent to the area bounded by I-5, I-80, SR 50, and SR 99
  - Central to current distribution of security and professional staffing
- **Access**:
  - Within one mile of an expressway exit, with good arterial street access
  - Minimum of one secondary access route to site available
  - Limited impact on traffic in the vicinity (California Environmental Quality Act (CEQA) consideration)
- **Proximity of Essential Support Services**: Located within 30-minute commute of major population areas for employment of contract specialists (e.g., medical and psychiatric professionals, psychologists, caseworkers)
- **Community Context**: Adjacent land uses that are compatible with development of a new detention center, including civic, commercial, industrial, open spaces; limited adjacency to residential areas or schools; ideally buffers to adjacent uses available (freeway, rail tracks, open space, etc.)

[2] The following projects were reviewed as precedents for area requirements: Essex County, NJ, 2,200 beds, two over two, 34 acres; Cuyahoga County, OH, 2,300 Beds, two over two, 35 acres; Jackson County, KS, 1,200 beds single-level, 45.6 acres; Philadelphia Curran Fromhold, 2,048 beds, two over two, 26 acres; Cuyahoga County, OH, (Master Plan Scheme) 2,300 beds, single-level housing planned for expansion to 3,500 beds,72 acres; Cook County Campus, 4,500 beds, 80 acres; Utah Prison Replacement, 3,600 beds, single-level housing, campus 110 acres inside the fence.

- **Public Transit**: Accessible by public transit either by bus or light rail with no more than two transfers from most densely populated areas
- **Proximity to the Courts**: Located within 15 miles or a 30-minute drive of the Courthouse
- **Proximity to Emergency Services**: Fire and ambulance services available within 10 minutes of site; driving time to nearest hospital of 15 minutes or less
- **Ease of Acquisition**: Site that is currently County controlled, controlled by another government entity or has a willing seller at fair market value; ideally single parcel but no more than three parcels
- **Acquisition Cost**: No cost or available at fair market value; no relocation assistance required
- **Utilities**: Municipal industrial grade level availability of all utility services (water, power, sewer, natural gas) available at the site or no more than one-quarter mile of off-site work required; no requirement to upgrade water or sewage treatment to accommodate need; bonus consideration is potential for two independent electrical services re: 100% back-up w/o running generators; bonus also for two independent water services
- **Easements or Rights of Way**: No easements or rights of way that affect site development
- **Soil, Drainage, and Terrain Condition**: No slopes over 10% +/-; good soil-bearing capacity, no known uncontrolled back-fill, well-drained
- **Site Preparation**: Limited site preparation/demolition required
- **Environmental Conditions**: No known or suspected hazardous material contamination; no portion of site affected by floodplains; no wetlands over one acre, fragile landscapes, or archaeological conditions
- **Impediments to Development**: No known impediments to development, including zoning, community opposition, or environmental concerns
- **Developmental Impact**: Site compatible with adjacent uses, develops underutilized parcels, and would have positive impact on surrounding community supporting small business development, residential development, and employment
- **17 Sustainable Design Initiatives**: Site offers opportunities for sustainable design initiatives based on orientation, location, brownfield reclamation, etc.

The County adjusted the criteria and prepared a Geographic Information System (GIS) analysis of potential sites available within the defined geographic limits. This information will be used for a more detailed site identification and evaluation effort once the Board of Supervisors approves the preferred Strategic Development Approach for further study.

State of Good Repair

Maintaining a state of good repair ensures safety, reliability, and cost-effectiveness. For this planning study and comparison of Strategic Development Approaches, adaptive reuse to new

construction), it is assumed that all deficiencies and deferred maintenance identified in the Phase II Facility Condition Assessment, including FCA-identified general building deficiencies, detention and electronic security upgrades, incorporation of current technology, accessibility improvements and unfunded Capital Improvement Plan (CIP) projects will be completed to provide comparability to "new" construction and allow an apples-to-apples comparison of the approaches for informed decision-making. Moreover, costs for Mechanical, Electrical, and Plumbing (MEP) systems will be adjusted to include the defined premium for replacing existing equipment to meet the basic tenets of the County's Climate Action Plan (CAP) exclusive of unknown infrastructure improvements.

This approach recognizes that any alternative that involve renovation of an existing facility will require phased construction and the temporary vacating of portions of the building. It also acknowledges that addressing deferred maintenance and other identified deficiencies concurrently with planned renovations while those areas are unoccupied is more prudent and cost-effective than completing the work later in an occupied facility or requiring a second round of temporary population relocation.

Seismic Review of Main Jail

During the Phase 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, concurrently with the analysis of Strategic Development Approaches for the future, the County authorized the Planning Team to prepare a structural assessment. Martin and Martin, a leading consulting engineering firm specializing in structural and civil engineering, was retained to perform a Tier I and Tier II analysis of the existing structure. Their full report is included in Appendix B and the conclusions impacting the development of alternative approaches summarized as follows:

- **Overall Building Performance:** The Main Jail was evaluated holistically to understand the expected performance of the structure subject to the seismic loading and performance criteria established by the American Society of Civil Engineers (ASCE) in ASCE 41-17. Representative components of the lateral force resisting system and other members critical to the performance of the building were analyzed to best capture overall performance of the building. The original design of this building per UBC 1982 did not classify this structure as an essential facility. As expected, this structure does not meet the Immediate Occupancy performance objective that today's standards would require.
  By extrapolation, it is understood that the structure likely meets a Life Safety performance objective for a Basic Safety Earthquake-1 for Existing Buildings (BSE-1E) hazard level with minimal remediation. If the structure were to experience an an earthquake event as anticipated in the building code, it is expected that the structure will experience downtime before becoming fully operational again.

If the building is required to meet the Immediate Occupancy performance objective, retrofitting of the structure will be required as outlined below. It is also understood that a partial retrofit at localized components of the building is not applicable as deficiencies are identified throughout the entire building. The structural systems that were evaluated and identified as deficient are further discussed below, and conceptual retrofit approaches are presented.[3]

- **Tower (Floors 3 through 8):** The lateral system of the tower is very redundant when considering the total number of moment frames and shear walls. Although several of these components either approach or exceed capacity, it is expected that forces would redistribute and find alternate load justifiable paths to the transfer level. It is recommended that performance of the tower be justified through a more refined analysis. A nonlinear analysis will demonstrate the redistribution of forces once a particular component reaches maximum capacity.
- **Transfer Level (Third Floor Structure):** Several transfer girders and transfer diaphragms were identified to be insufficient in resolving forces from the tower to the shear walls below. A comprehensive analysis is needed to evaluate all remaining transfer girders not included in this study. With this, all identified members determined to exceed capacity shall be strengthened to provide an adequate load path. Strengthening beams and floors in some areas with fiber-reinforced polymer (FRP) is the recommended approach.
- **Foundation:** Considering the buildings' excellent performance with regards to settlement, there is no concern for vertical capacity of the piles. It can be observed, however, that the foundation system lacks discrete ties to keep floating pile caps from moving independently. At the identified locations where an insufficient number of piles is observed, it is recommended that new mat slab or grade beam foundation elements be constructed to effectively engage a sufficient number of the existing lateral resisting piles.
- **Additional Studies Recommended:** It is recommended that the County proceed with a Tier 3 Systematic Evaluation and Retrofit procedure. A Tier 3 analysis per ASCE 41 extensively evaluates all components of the structure with retrofit solutions implemented such that the building meets the performance objective. With this, there is an opportunity to refine the analysis model to completely capture all conditions and include interaction with the site soil characteristics through the use of a nonlinear procedure.

[3] 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.

A current geotechnical investigation shall also be completed to validate the subsurface assumptions using the latest adopted provisions, as well as to confirm the potential for liquefaction at this site.

Given that in case of a seismic event no resources are available to house 2,000 + people in custody, the recommendations above to increase seismic resistance to equal that of an essential facility 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.

Hydrology/Floodplain Considerations at RCCC

The RCCC site has been subject to flooding in the past, with significant floods in 1986, 1997, 2017, and 2023. Based on interviews with RCCC staff, significant flooding during the 2017 and 2023 storm events affected Bruceville Road between Twin Cities Road and Lambert Road rather than causing widespread flooding within the RCCC property itself. In fact, because of flooding in 2023, 1,075 in-custody people were evacuated from RCCC due to the access roads being rendered impassable. The 1986 flood nearly engulfed the existing campus as well.

As a result, concurrent 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 floodplain impact on RCCC and access to it. Martin and Martin was retained to perform this study as well (see the full report in Appendix C). Key findings of that analysis are as follows:

- On average, the buildings are 4.5 feet below the proposed 24.0 foot critical facility flood protection elevation of 2'0" above base flood elevation (BFE) of 22.0 feet, with some of the buildings five to six feet below the required 24.0 -foot elevation.
- Access from Lambert Road via Bruceville Road has historically remained the most passable during flood events, while access from Twin Cities Road has frequently been impacted by flooding. Two separate access routes are typically recommended for secure facilities. Bruceville Road on average would have to be raised one to three fee or an average of 2.4 feet for a distance of 3,710 lineal feet, and Twin Cities Road would have to be raised an average of 6.5 feet for a distance of 16,500 lineal feet. Multiple culverts would need to be provided to maintain flood flows to the southwest to comply with Sacramento County's requirement for "No Adverse Impact". Impacts on adjacent property owners would also have to be mitigated.
- Per the Sacramento County Floodplain Management Ordinance (and basic Federal Emergency Management Agency [FEMA] requirements), improvements to insurable structures that exceed 50% of market value (Substantial Improvements) must have the lowest finished floor elevation (including basements) elevated or floodproofed above the 100-year BFE in accordance with applicable standards. Construction of new commercial buildings also requires the lowest finished floor elevation to be elevated or dry floodproofed above the 100-year BFE. In this case, because the facilities are

considered critical, elevation and floodproofing are assumed to be two feet above the BFE. Elevating or floodproofing an existing building to satisfy modern floodplain requirements can be difficult to implement and may not be economically practical compared to replacement. Also, construction cannot adversely impact the existing flood hazard.[4]

- Sacramento County has adopted stricter requirements to earn CRS points. 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. These requirements, however further impact the trigger for full compliance by including all costs expended within the past five years including repairs that were not code mandated and include provisions prohibiting any flood proofing or construction that would adversely impact volume or velocity of actual flooding.

[4] Note that the basic requirement for floodproofing per FEMA guidelines is 18 inches above the BFE; however, Title 24 based on ASCE 24 requires two feet of freeboard above BFE for essential facilities.

Excerpts Sacramento County Zoning Code
Title IX: Floodplain Management Ordinance[1]

902-01. ADVERSE IMPACT: *Causing increased flood stages, increased flood velocity, or increased flows in or near a special or local flood hazard area, to an extent including, but not limited to, an increase in base flood elevation equal to or greater than 0.1 foot on upstream, downstream, or adjacent properties.*

902-57. SUBSTANTIAL IMPROVEMENTS: *Any reconstruction, rehabilitation, addition, or alteration of a building, or any part thereof, the cumulative cost of which equals or exceeds 50 percent of the market value of the building prior to the start of construction, as determined by independent appraisal. Start of construction is the point at which a building permit for the improvements is issued. Cumulative cost is calculated for the preceding five (5) year period from the date of building permit application. "Substantial improvements" includes repair of "substantial damage," regardless of the actual repair work performed. The term does not include either:*

A. Any project for improvement of a building to correct existing violations or state or local, health, sanitary, or safety code specifications that have been identified by the local code enforcement official and which are the minimum necessary to assure safe living conditions, or

B. Any alteration of a "historic building" provided that the alteration would not preclude the building's continued designation as a "historic building."

The current value of the RCCC property per Department of General Services Records 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, 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 buildings within the RCCC campus. Dry floodproofing is a technique that prevents floodwater from entering a structure by sealing exterior walls, protecting doors and openings, and designing the building to resist hydrostatic and hydrodynamic flood forces. Flood gates can be installed at

building entrances, road crossings, or openings within a floodwall system and are deployed during flood events to create a temporary watertight barrier. When properly designed and maintained, these measures can reduce the risk of floodwater entering individual buildings without requiring the structure to be elevated above the surrounding grade.

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. In addition, correctional facilities are generally considered critical facilities and may be subject to more stringent flood protection requirements under the California Building Code and ASCE 24.

Depending on the interpretation of the applicable regulations, dry floodproofing alone may not satisfy current flood protection requirements for future building replacement or substantial improvement projects. Perimeter floodwalls and flood gate systems would also introduce fill and floodplain obstructions that would require hydraulic analyses and demonstration of compliance with Sacramento County's "No Adverse Impact" criteria. While these approaches may be feasible for protecting select structures, they are not likely to provide the same operational benefit as maintaining reliable site access during flood events, which was identified as the primary flood-related vulnerability at RCCC.

Based on the findings and recommendations of the hydrology/floodplain study, 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, since 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 assuming that the facility is reconstructed on the property to meet the requirements of the Floodplain Zoning 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 federal, state and local authorities, and specifically FEMA, due to mapping requirements. Based on the recommendations of the consultant and the current experience of the County, the following constraints were determined to be a given for any approach that included new construction on the RCCC site.

- Inclusion of $8,000,000 Professional Services to prepare Conditional Letter of Map Revision (CLOMR) & Physical Map Revision (PMR).
- Recognition that the CLOMR will require two to three years to prepare plus two to five years of review, resulting in a four to eight-year potential impact on construction start.
    - This time commitment was accommodated in the schedule by assuming that the process would occur concurrently with CEQA with an estimated

duration of two years and Design/Build Team selection, Design Phase work and development of the Guaranteed Maximum Price (GMP), which is anticipated to take an additional two years, resulting in a minimum one-year additional delay in construction start at RCCC.

- PMR: Three to seven years for approval prior to occupancy; concurrent with construction.
    - Construction is typically estimated at five years at the RCCC site due to site preparation work and adjustment to the access routes. The PMR review schedule, therefore, could result in another two-year delay to beneficial occupancy.
- Phasing Plans therefore for approaches that include the redevelopment of the RCCC site must incorporate three additional years for RCCC completion & occupancy.

In addition to the schedule delays, approaches that assume the utilization will also be impacted as follows:

- Additional costs for floodplain mitigation, including site fill, road reconstruction, and water line extension.
- The extended schedule will result in increased escalation cost.
- An extended schedule will limit availability of additional capacity to provide swing space for approaches involving the renovation of the Main Jail.
- FEMA schedule uncertainty requires that Main Jail renovations phasing must be planned independently of construction at RCCC for approaches that include both the RCCC site and the Main Jail.

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. Prior to the completion of the hydrology/floodplain study, it was believed that swing space for both the Main Jail and RCCC could be accommodated by accelerated construction of housing required for future needs at the RCCC site. With the findings of the study and a clear understanding of federal, state, and County requirements, along with the impact of review times, it is not feasible to rely on this option for swing space.

A review of other options for swing space suggested that:

- A limited number of correctional beds are available in neighboring jurisdictions proximate to Sacramento County.
- Private provider space that at previously was available is now limited due to the recent government purchase of existing facilities and Immigration and Customs Enforcement (ICE) maximizing use of available capacity.

- Since it is probable that the Consent Decree provisions applicable to the Sacramento population will follow any individuals housed in other jurisdictions, creating a burden and a risk on any host facility, other jurisdictions might be hesitant to accept Sacramento County individuals on a per diem basis.

Therefore, as anticipated above, any approach that includes the renovation and adaptive use of the Main Jail must either rely on available capacity in the system, such as the temporary use of the Roger Bauman facility, provide additional swing space or be tied to the longer implementation time frame for the reconstruction of RCCC to meet floodplain code requirements.