Sacramento County Correctional Facility Master Planning Services

Final Report: A Vision for the Future

Section 3.0 – Strategic Development Approach A: Special Purpose Expansion to the Main Jail, Renovation of the Main Jail & Reconstruction/Expansion of Rio Cosumnes Correctional Center

Published on October 30, 2026
Prepared at the Direction of Counsel

STRATEGIC DEVELOPMENT APPROACH A

Key Elements Project Scope

Strategic Development Approach A is a derivative of the original Intake and Health Services Facility Proposal (IHSF). It is based on constructing a Special Purpose Facility as an addition to the North of the Main Jail (referred to in this report as the "North Addition"). Where it differs is in program and scope, addressing additional operational and functional issues related to the Consent Decree on a systemwide basis.

Originally targeted at the renovation and expansion of both the Main Jail and Rio Cosumnes Correctional Center (RCCC) to address current deficiencies and meet 2045 needs, it was revised mid-stream to consider replacement construction (and expansion) of the existing RCCC due to the floodplain zoning requirements. These requirements triggered full compliance with floodproofing due to the estimated cost of renovations, additions and replacement construction exceeding 50% of the value of the existing facility. As floodproofing of the existing buildings spread across the campus is impractical, new construction on engineered fill that would raise the site a minimum of 2'-0" above the base flood elevation (BFE) was adopted as the basis for planning. Additionally, as anticipated in the original scenario, improvements will be made to both Bruceville Road, the primary accessway to the facility, and to Twin Cities Road to allow for continued access in an event that leads to flooding of the site and its surroundings.

Note that any flood mitigation must comply with the requirements of the Sacramento Floodplain Management Ordinance, which stipulates that mitigation must not create any adverse impacts on adjacent properties or the overall floodplain as mapped. (Refer to prior summary information in this section and more detailed information in Section 2.0 and Appendix C.)

Figure 3.1
Strategic Development Approach A
Facility Utilization

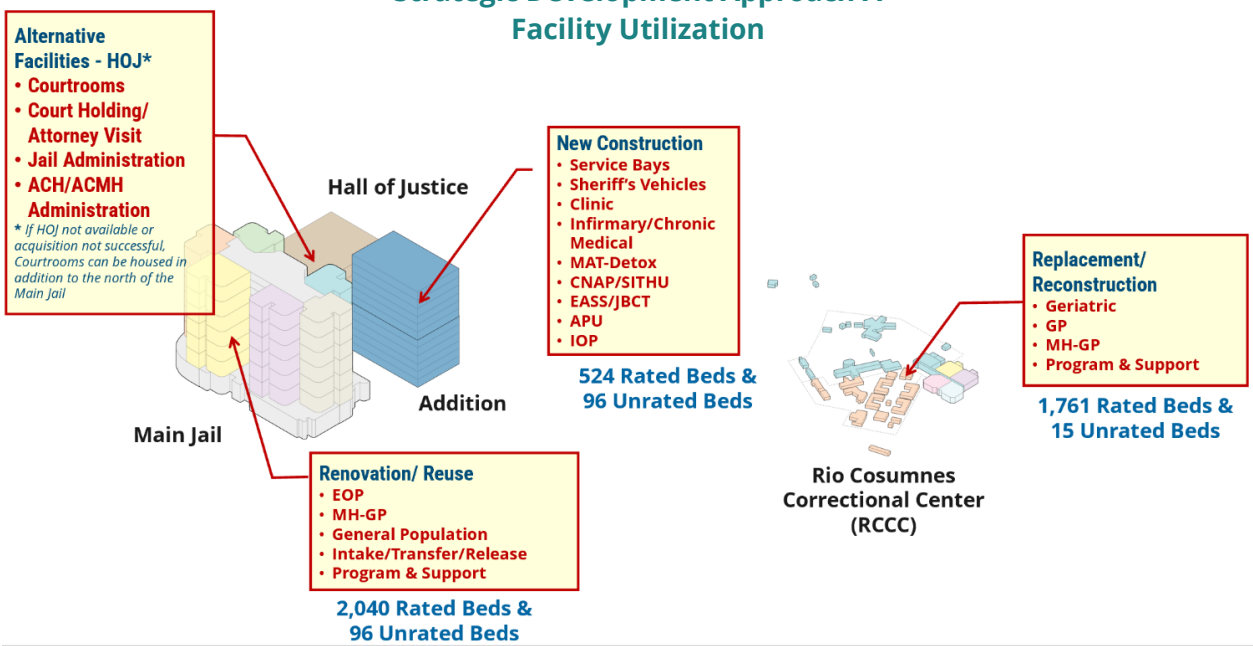


Figure 3.1 illustrates proposed facility utilization, summarized as follows:

Hall of Justice (HOJ) – The HOJ is currently available for purchase or lease improvement and is located directly adjacent to the northeastern corner of the Main Jail. The development plan for the Main Jail includes the relocation of the four courtrooms and associated holding to the Hall of Justice. Two courtrooms with corresponding support spaces would be located on the first and second floors, and court holding and attorney visiting 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 Sacramento County Sheriff's Office (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 Jail Sallyport and separate vertical circulation for court transfers and administrative staff between the Hall of Justice and the Main Jail. This accomplishes two key goals. Along with the proposed relocation of staff services, it frees up most of the second floor to accommodate expanded staff services and a direct connection to the North Addition, and locates ACH and ACMH administration on-site, co-located with Jail Administration to enhance communications 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 not be available or prove to be an uneconomical proposition, courtrooms could be added to the North Special Purpose Addition discussed below.

North Special Purpose Facility Addition – An addition is proposed north of the existing jail as a Special Purpose Facility targeted to address medical and mental health needs. This facility will be planned in accordance with the best practices outlined in Section 6.0 of the Phase I/II Report (Appendix E) as summarized in Section 2.0 of this Final Report.

The Ground level would house space for 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 for service and staff to the Jail and an expanded staff dining room immediately adjacent to the kitchen. This will keep staff within the perimeter in case of an emergency and free up additional space on the second floor to accommodate the expansion of staff services and a direct connection to medical in the new North Addition.

The second through twelfth floors of the new Special Purpose Facility would house:

- Medical/Dental Clinic
- Medical Infirmary
- Medically Assisted Treatment (MAT)
- Chronic Long-Term Medical
- Acute Psychiatric Housing (APU)

- Geriatric Housing – Main Jail or RCCC Reconstruct as appropriate
- Early Access & Stabilization Services (EASS)
- Jail-Based Competency Treatment (JBCT),
- Critical Needs Assessment Program (CNAP)
- Suicidal Inmate Temporary Housing Unit (SITHU)
- Intensive Outpatient Program (IOP)
- Enhanced Outpatient Program (EOP) – 40 Bed Flex unit only; EOP Enhanced is housed in the Main Jail
- Mental Health Treatment General Population (MH-GP) – MH-GP Single cells are housed in the Main Jail; double occupancy cells spread throughout the population of the Main Jail and RCCC based on classification
- Medical and Mental Health direct Administration, Clinicians, Nurses and Staff Support

The total gross area of the North Special Purpose Facility Addition is projected at 335,741 BGSF as outlined in Figure 3.2 Preliminary Space Program. Projected capacity is 524 rated beds and 96 unrated beds (48 each for the Infirmary and APU) as illustrated in Figure 3.3. Projected Housing Distribution. (Refer to Appendix A.2 for detailed Housing Cluster Programs and A.3 for illustrative diagrams of the proposed North Special Purpose Facility Addition).

Figure 3.2
Strategic Development Approach A
North Special Purpose Addition - Preliminary Space Program

Component	Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
3.0 Staff Support Facilities - ERT				**2,400**	**30%**	**3,120**
8.0 Healthcare Services	**(48)**	**160**		**55,613**	**44%**	**80,313**
8.1 Clinic				11,478	35%	15,495
8.2 Health Care Administration				3,324	35%	4,487
8.3 Pharmacy				1,530	35%	2,066
8.4 Infirmary	(48)			10,624	57%	16,728
8.5 Withdrawal Management		**96**		16,710	45%	24,227
8.6 Chronic Long-Term Medical		**64**		11,947	45%	17,309
8.7 Geriatric Beds				Include in Main Jail or RCCC Rebuild		
Housing	**(48)**	**364**		**89,486**	**52%**	**136,346**
10.0 Special Needs/Mental Health Treatment Beds		**364**		**89,486**	**52%**	**136,346**
Acute Psychiatric Cluster - 48 Beds	(48)	0		14,028	55%	21,725
Intensive Outpatent Program - 200 Beds		200		48,252	52%	73,289
Enhanced Outpatient Program - 40 Beds Flex w/IOP		40		Included w/IOP Above		
Enhanced Outpatient Program - 160 Beds				Main Jail Level 3		
Enhanced Outpatient Program - MH/GP Single Cell				Main Jail Level 3		
MH-GP Double Celled				Included in General Population		
EASS/JCBT		60		12,808	52%	19,451
CNAP/SITHU		64		14,398	52%	21,881
12.0 Staff Dining (Cook/Chill)				**2,400**	**30%**	**3,120**
16.0 Ground Floor Parking & Service Bay				**18,969**	**15%**	**21,814**
16.0 Basement Parking & MEP				**20,765**	**15%**	**23,880**
TOTAL NSF/DGSF				**189,633**	**42%**	**268,593**
BGSF @ 25%					**25%**	**67,148**
TOTAL BGSF						**335,741**

Figure 3.3
Strategic Development Approach A
North Special Purpose Addition – Projected Housing Distribution

Component		Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
10.0 Special Needs/Mental Health Treatment Beds		**(48)**	**364**		**89,486**	**52%**	**136,346**
Acute Psychiatric Cluster - 48 Beds		(48)			**14,028**	**55%**	**21,725**
4 -10 Bed Male Units	Single						
1 - 8 Bed Female Unit	Single						
Intensive Outpatent Program - 200 Beds			**240**		**48,252**	**52%**	**73,289**
4 unts 60 Beds	4 Units						
Each Unit			60		12,063	52%	18,322
2- 20 Bed Single Cell Subunits							
1 -20 Bed Double Cell Unit							
Enhanced Outpatient Program/MH-GP Single - 40 Beds							
Flex Beds with IOP included above	6 Units						
MH-GP Double Celled					**Included in General Population**		
EASS/JCBT			**60**		**12,808**	**52%**	**19,451**
3-20 Bed Male Units	Single/Double		60		12,808	52%	19,451
CNAP/SITHU			**64**		**14,398**	**52%**	**21,881**
3-16 Bed Male Units	Single		64		14,398	52%	21,881
1- 16 Bed Female Unit	Single						

Main Jail – The Main Jail will be renovated with a focus on improved and compliant Intake/Transfer/Release facilities, expanded staff services, 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 includes the following:

- Basement – Conversion of kitchen to retherm for Cook-Chill Food Service
- 1st floor – Expanded & renovated Intake/Transfer/Release – 30,000 sf +/-
- 2nd floor – Expanded Staff Services & Custody Administration – 30,000 sf +/-
- 3rd floor – Enhanced EOP and MH-GP Single Cell Housing
    - 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 is relocated to cluster area in both the East and West Towers to reduce waiting times and the need for separate security staff to secure medical area during use.

        - E200, E300, W200 & W300 are subdivided; accessible cell and shower provided in every housing unit.
        - Capacity: 226 beds rated
    - 4th through 8th floors – General Population
        - Renovations as above except W100 remains as housing
        - Capacity: 1,813 beds rated
    - Complete physical plant upgrade per the recommendations of the Facility Condition Assessment (FCA) and related studies (Refer to Appendix E, the Phase I/II Report Section 7.0 Facility Conditions & Accessibility Assessment and associated appendices.)

The resultant total rated capacity of the Main Jail would be 2,040 beds. This reduction in beds is attributable to providing single celling for 34% of the EOP population, 5% of the MH-GP population and allowing for a 13-cell unit created by the subdivision of W200 to be dedicated to single celling for the general population on floors four through eight. (Refer to Appendix A.3 for the preliminary housing plan developed to determine the probable capacity of the Main Jail under Strategic Development Approach A.)

RCCC – RCCC will be replaced by new construction on a portion of the County's property with the exact location to be determined. Total projected rated capacity will be 1,760 beds, which, along with the North Special Purpose Facility Addition and the Main Jail, will provide a total capacity of 4,324 beds versus a projected 2045 need of 4,313 beds, with the variance attributable to standardizing housing unit capacities.

This facility also will be planned in accordance with the best practices outlined in Section 6.0 of the Phase I/II Report (Appendix E) and as summarized in Section 2.0 of this Final Report, including the clustering of housing units to enhance staffing and operational efficiency.

The total Gross area of the reconstructed RCCC is projected at 666,995 BGSF as outlined in Figure 3.4, Preliminary Space Program. Total projected capacity at RCCC is 1,760 rated beds and 12 unrated Infirmary beds as illustrated in Figure 3.5 Projected Housing distribution. (Refer to Appendix A.2 for detailed Housing Cluster Programs and A.3 for illustrative diagrams of the proposed North Special Purpose Facility Addition.)

Figure 3.4
Strategic Development Approach A
RCCC Reconstruct – Preliminary Space Program

Component	Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
1.0 Facility Entry/Public Spaces (visiting)				**2,000**	**35%**	**2,700**
2.0 Facility Administration				**4,250**	**30%**	**5,525**
3.0 Staff Support Facilities / Training				**12,000**	**30%**	**15,600**
4.0 Central Control/Security Operations				**2,000**	**35%**	**2,700**
5.0 Intake/Transport Release				**7,500**	**30%**	**9,750**
7.0 Centralized Programs (religious, library, commissary)				**13,846**	**30%**	**18,000**
8.0 Healthcare Services	**12**			**4,000**	**30%**	**5,200**
Infirmary	12			2,880	60%	4,608
Housing				**250,260**	**56%**	**389,204**
11.0 General Population Housing - All Classifications		**1,760**		**250,260**	**56%**	**389,204**
Subtotal Male Beds (Includes Geriatric Beds)		1,600		227,415	56%	353,881
Subtotal Female Beds		160		22,845	55%	35,323
Housing - Total Capacity Summary		**1,760**				
12.0 Food Services / Staff Dining (Cook/Chill)				**25,000**	**20%**	**30,000**
13.0 Food Service Warehouse				**11,154**	**30%**	**14,500**
14.0 Laundry Services				**2,000**	**30%**	**2,600**
15.0 Maintenance				**11,538**	**30%**	**15,000**
16.0 Building Support / Utility Areas				**50,000**	**20%**	**60,000**
TOTAL NSF/DGSF				**395,548**	**41%**	**555,829**
BGSF @ 20%					**20%**	**111,166**
TOTAL BGSF						**666,995**

Figure 3.5
Strategic Development Approach A
RCCC Reconstruct – Projected Housing Distribution

Component			Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
11.0 General Population Housing - All Classifications				**1,760**		**250,260**	**56%**	**389,204**
Subtotal Male Beds - Clusters Required		**Required**		**1,600**		**227,415**	**56%**	**353,881**
11.1	192 Bed Cluster - 4-48 Double Beds	7		**1,344**		**181,195**	**56%**	**282,373**
				192		25,885	56%	40,339
11.2	128 Bed Cluster - 2-32 Single; 2-32 Double Beds	2		**256**		**46,220**	**55%**	**71,508**
				128		23,110	55%	35,754
Subtotal Female Beds - Clusters Required		**Required**		**160**		**22,845**	**63%**	**35,323**
11.6	160 Bed Cluster - 2-48 Double; 2-32 Double Beds	1		160		22,845	63%	35,323

Total capacity for the Strategic Development Approach A is 4,324 rated beds and 108 non-rated beds, as summarized in Figure 3.6 Projected Capacity by Facility.

Figure 3.6
Strategic Development Approach A
Projected Capacity by Facility

Facility	Rated Beds	Unrated Beds	Total Capacity
North Special Purpose Facility Addition	524	96	620
Main Jail	2,040	0	2,040
RCCC	1,760	12	1,772
TOTAL	**4,324**	**108**	**4,432**

Phasing and Implementation Plan

The phasing plan is based on two projects running concurrently – expansion and renovation of the Main Jail and reconstruction of RCCC. Projects were purposely separated with no cross dependencies due to uncertainty surrounding the Federal Emergency Management Agency's (FEMA's) review and approval time related to the Conditional Letter of Map Revision (CLOMR) & Physical Map Revision (PMR).

As with all approaches, the phasing plan and schedule are based on a January 2027 start and allows a full year for Board of Supervisors decision-making regarding the preferred approach, funding, siting and similar issues. This is followed by a two-year window to accommodate the California Environmental Quality Act (CEQA) process. During this time, activities related to project scoping, financing and preparation of a Request for Proposals to select design/build teams would be completed. It is then estimated that a year and nine months (twenty-one months) will be required to select and contract with a design/build team, complete design to a sufficient detail to allow negotiation of a Guaranteed Maximum Price, finalize drawings and obtain permits. Based on the best available information, this total time period from project inception (4 years and 9 months) should allow for completion of the CLOMR process, which is required prior to initiating construction at RCCC in the floodplain.

Main Jail will be completed in two phases. Phase 1 will include the renovation of the Hall of Justice and the construction of the North Special Purpose Facility Addition. This will provide an additional 524 beds and allow the relocation of medical facilities, allowing the renovation of the Main Jail to proceed. It is anticipated that the construction period for these facilities will be 24 and 36 months respectively, resulting in beneficial occupancy of the North Special Purpose Facility Addition

within 7 years and 9 months of project initiation or based on a presumed January 2027 timeline start, September 2034. This would represent meaningful progress in addressing the physical issues that directly and indirectly are part of the conditions of the Consent Decree.

Phase II will be completed in 6 phases currently anticipated to be vacated space plus one vertical tower of the Main Jail at a time based on the available swing provided through the completion of the North Special Purpose Facility Addition. Note that if interim improvements were made to the Roger Bauman Facility at RCCC to provide additional temporary capacity it may be possible to reduce the renovation plan to three phases – two vertical towers at a time. The baseline schedule of 6 phases reflects 18 months per phase or a total time of 9 years, placing beneficial occupancy at September 2043 based on the anticipated start date.

Reconstruction of RCCC is based on a 60-month, five-year construction schedule including engineered fill for the site and raising both Bruceville Road and Twin City Road above the base flood elevation. During this time, the PMR would also be completed and submitted to FEMA for review and approval. Best available information suggests this could be a seven-year process, and the building cannot be occupied until the approval is in hand, resulting in beneficial occupancy date of September 2037.

(Refer to Appendix A.3 for additional details on the proposed phased implementation plan.)

Construction and Project Costs

As outlined in the initial Request for Proposals (RFP) from the County, it is understood that at this level of the study, cost estimates are at best Rough Order of Magnitude (ROM) statements of probable costs. An independent estimator, Sierra West, was engaged to prepare the construction cost estimates. The firm brought to the project not only extensive experience in construction cost estimating for detention and construction facilities but also familiarity with conditions at the Main Jail and RCCC from prior work.

As illustrated in Figure 3.7 Project Cost Model, probable construction costs in September 2026 dollars are $2.569B. As indicated, this includes new construction, renovations, deferred maintenance and seismic mitigation for the Main Jail and floodplain mitigation at the RCCC site. Note that contractor costs were calculated on actual cost per month rather than a percentage given the high base construction trade cost. Other general contractor costs were based on more typical percentages of construction. Project cost factors were also adjusted downward from the typical County cost model for capital planning, again because of the relatively high escalated base construction cost.

Escalation was compounded at 5% per year to the midpoint of each construction phase and added $1.65B to project costs. **Total project costs are projected at $4.4B.**

Another consideration is the cost of floodplain mitigation at the RCCC site. The base construction cost to raise the site elevation to 2’ 0” above the Base Flood Elevation (BFE) and raise the access

roads is $714M+. Flood mitigation is a significant part of the overall project development cost. The Planning Team recognizes that the development of RCCC is an enticing opportunity given its potential to reduce community opposition. If, however, the Executive Committee or the Board of Supervisors prefers Approach A, we would suggest that they consider an alternate site for a remote facility at substantial cost savings. (Refer to Appendix A.3 for additional project and construction cost supporting documentation.)

Figure 3.7
Strategic Development Approach A
Project Cost Model

Strategic Approach A Project Cost Model			Phase 00		Phase I		Phase II		TOTAL ALL PHASES	
			3 yrs of duration 3 yrs cumulative		6 yrs, 9 mo of duration 12 yrs, 9 mo cumulative		9 yrs of duration 16 yrs, 9 mo cumulative		16 yrs, 9 of duration 16 yrs, 9 cumulative	
Description	**Renovation**	**New Construction**		**Pre-construction**		**Total Construction Main Jail & RCCC**		**Main Jail Renovation**		**Total Construction & Project Costs**
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				$ 327,267,820
Main Jail Renovations								$ 77,114,820		$ 77,114,820
RCCC- New Construction						$ 619,620,055				$ 619,620,055
Satellite Facility										$ -
Replacement Facility										$ -
Subtotal - Base Renovation/Construction						$ 963,294,275		$ 77,114,820		$ 1,040,409,095
Existing Physical Conditions										
Facility Conditions Assessment w/CAP						$ -		$ 110,828,076		$ 110,828,076
Climate Action Plan - Cost Above In-Kind Replacement						$ -		$ 8,736,376		$ 8,736,376
ADA						$ -		$ 37,498,650		$ 37,498,650
Detention Equipment						$ -		$ 22,132,344		$ 22,132,344
Electronic Safety and Security						$ -		$ 5,667,125		$ 5,667,125
Technology						$ -		$ 1,598,723		$ 1,598,723
Capital Improvement Plan FY 26 Costs Excluded from FCA						$ -		$ 13,232,447		$ 13,232,447
Subtotal - Existing Physical Conditions						$ -		$ 199,693,741		$ 199,693,741
Main Jail Seismic Mitigation						$ -		$ 10,500,000		$ 10,500,000
RCCC Site Related										
Flood Mitigation for New Construction						$ 494,000,000				$ 494,000,000
Flood Mitigation - Access						$ 7,997,500				$ 7,997,500
Off-Site Utilities (Water Extension)						$ 3,960,000				$ 3,960,000
Subtotal: Base Construction Costs				$ -		$ 1,469,251,775		$ 287,308,561		$ 1,756,560,335
Contractor Costs										
General Conditions/ General Requirements	$600K/mo	$500k/mo				$ 62,400,000		$ 36,000,000		$ 98,400,000
General Contractor Fee	5%	5%				$ 76,582,589		$ 16,165,428		$ 92,748,017
General Contractor Bond & Insurance	2.3%	2.3%				$ 36,989,392		$ 7,807,902		$ 44,797,294
DBE - Project/ Phasing Contingency (13% Renovation/ 3% New)	13%	3%				$ 52,665,782		$ 45,146,646		$ 97,812,428
DB Criteria Contingency - (Surety Bond, Builder's Risk, Trade Partners, Best Value, Subsistence)	7%	7%				$ 118,852,267		$ 27,469,998		$ 146,322,265
Work Within Secured Perimeter	15%	0%				$ -		$ 62,984,780		$ 62,984,780
Permits	2%	2%				$ 36,334,836		$ 9,657,666		$ 45,992,502
Design Builder Team Cost	10%	10%				$ 181,674,181		$ 41,989,853		$ 223,664,034
Subtotal: Contractor Costs						$ 565,499,047		$ 247,222,273		$ 812,721,320
TOTAL BASE CONSTRUCTION + CONTRACTOR COST						$ 2,034,750,822		$ 534,530,834		$ 2,569,281,655
Escalation 5 %/yr compounded to midpoint of Construction	5%	5%				$ 1,203,191,720	84%	$ 446,665,573		$ 1,649,857,292
ESCALATED CONSTRUCTION COSTS				$ -		$ 3,237,942,541		$ 981,196,406		$ 4,219,138,948
County Other Project Costs										
FF&E	2%	2%				$ 64,758,850.83		$ 19,623,928.12		$ 84,382,779
Architectural/Engineering Design, Legal, ASD and Consultants	$ 1,250,000	$ 1,250,000	yr	$ 2,500,000	12.75	$ 15,937,500	4	$ 5,000,000	16.75	$ 23,437,500
CEQA	$ 1,000,000	$ 1,000,000	LS	$ 1,000,000						$ 1,000,000
FEMA - CLOMR/PMR	$ 8,000,000	$ 8,000,000		$ 8,000,000						$ 8,000,000
Construction Support, ASD	$ 2,000,000	$ 2,000,000	yr		12.75	$ 25,500,000	4	$ 8,000,000	16.75	$ 33,500,000
Construction Management and Inspection CMID	$ 2,500,000	$ 2,500,000	yr	$ 5,000,000	12.75	$ 31,875,000	4	$ 10,000,000	16.75	$ 46,875,000
Soft Costs Contingency	10%	10%		$ 1,650,000		$ 7,331,250		$ 2,300,000		$ 11,281,250
Subtotal: County Other Project Costs				$ 18,150,000		$ 145,402,601		$ 44,923,928		$ 208,476,529
Total Project Costs				$ 18,150,000		$ 3,383,345,142		$ 1,026,120,334		$ 4,427,615,477

Page is intentionally Blank

Responsiveness to Qualitative Criteria

The following section provides the rationale for rating Approach A in terms of its responsiveness both individually and in relation to the other approaches considered, based on the requirements of the Mays Consent Decree and the defined Qualitative criteria. See Figure 1.3, Section 1.0, for the Quantitative & Qualitative Ratings Legend.

Resolves Consent Decree: Medical Care Physical Deficiencies – When complete, this approach will fully address physical issues relative to the adequacy of facilities, provide improvements which will increase efficiency and effective delivery of care services and reducing delays in seeing medical providers. Currently, this is an issue driven by the availability of exam rooms and provisions for the staging of patients in custody to and from clinical services increasing delays related to escort availability. Improved facilities may also allow more services to be delivered on-site, reducing transportation to outside facilities. Significant progress will be made within 7 years and 9 months with the completion of the North Special Purpose Facility Addition.

Completion of the Main Jail and RCCC, however, significantly extends the schedule for improved triage areas at housing in the Main Jail to similarly reduce delays and the full resolution of issues at RCCC.

Approach A will address and resolve all direct and indirect physical deficiencies impacting medical services as outlined in the Consent Decree. This rating, however, was reduced from full green to yellow based on the extended schedule for the Main Jail renovation and RCCC reconstruction.

Resolves Consent Decree: Mental Health Physical Deficiencies – When complete, this approach will fully address physical issues relative to the adequacy of facilities and provide improvements which will increase efficiency and effective delivery of care services, reducing delays in mental health treatment. Significant progress will be made within 7 years and 9 months to complete the North Special Purpose Facility Addition, which will include purpose-built housing reflecting best practices as outlined. It will allow treatment cohorts to be co-located, provide space for mental health staff to be housed on-site near inmate-patients served and provide appropriate group and individual treatment areas and access to outdoor recreation.

Completion of the Main Jail and RCCC, however, significantly extends the schedule for improved treatment areas at housing in the Main Jail and the full resolution of issues at RCCC. Additionally, the schedule for renovation of the Intake area which exhibits multiple physical deficiencies related to mental health assessment are part of the extended schedule.

Approach A will address and resolve all direct and indirect physical deficiencies impacting delivery of mental health treatment services as outlined in the Consent Decree. This rating, however, was reduced from full green to yellow based on the fact that those clinically

diagnosed as Enhanced EOP and MH-GP single-celled will still be housed in the Main Jail in two-tier housing units and stacked bunks, counter to best practices, as well as, the extended schedule for the Main Jail Renovation and RCCC reconstruction.



Resolves Consent Decree: Compliance: Restrictive Housing Physical Deficiencies – As noted in the description of this criterion, the provisions of the Consent Decree are primarily targeted at policy and procedures related to placement in restricted housing – especially those that may be suffering from a developmental disability or mental health issues. In terms of physical deficiencies, the key issue is also providing adequate out-of-cell time, access to outdoor recreation and facilities for continued mental health treatment for individuals in custody clinically assessed under one of the treatment categories. The current plan suggests converting the medical housing units on the second floor to restrictive housing and assumes that adequate treatment and recreation areas will be provided. Access to outdoor recreation, however, is still limited due to movement to the shared recreation decks. Consideration was given to including new restricted housing in the reconstruction of RCCC, but that would result in increased transportation costs.

Approach A will address and resolve all direct and indirect physical deficiencies impacting delivery of mental health treatment services as outlined in the Consent Decree and provisions can be made for additional access to outdoor recreation. As the key operational concerns to this Consent Decree consideration have been addressed in the current Main Jail, and Approach A does not result in a reduction in compliance, this criterion was rated as highly responsive.



Resolves Consent Decree: Compliance: Suicide Prevention Physical Deficiencies – Provides improved housing for Suicidal Inmate Housing Unit in proximity to medical and mental health staff. Housing is single level, single cells, designed for improved observation and emergency communication.

Approach A will address and resolve all direct and indirect physical deficiencies providing enhanced facilities reflecting best practices in planning in a relatively short time frame of 7 years, 9 months.



Resolves Consent Decree: Compliance: ADA Physical Deficiencies – When complete, this approach will fully address accessible housing, program and support areas throughout the jail system. Significant progress will be made within 7 years and 9 months with the completion of the North Special Purpose Facility addition.

Completion of the Main Jail and RCCC, however, significantly extends the schedule for accessible housing and various program and support facilities at the Main Jail and the full resolution of issues at RCCC.

Approach A will address and resolve all direct and indirect physical deficiencies related to accessibility as outlined in the Consent Decree. This rating, however, was reduced from full

green to yellow based on the extended schedule for the Main Jail renovation and RCCC reconstruction.

Temporary Housing Required – The phasing plan is based on available capacity created by relocating all special treatment populations except EOP Enhanced, MH-GP single celled, and Geriatric Housing. This will free up 524 rated beds throughout the system and allow for the Main Jail renovation to proceed in 6 Phases based on the average ADP in each of the vertical housing towers of the Main Jail. This will require planning on the part of SSO and additional shuffling of the population to maintain classification separations. The schedule could be shortened if RBF, with an additional 288 beds, was available also for temporary housing. No temporary beds are required for the RCCC construction, and RCCC construction or expedited construction of housing was not considered as part of planning due to the uncertainty surrounding FEMA review and approval time frames.

The Phasing plan for Approach A was based on additional capacity created by the construction and occupancy of the North Special Purpose Addition and provides for a phased renovation of the Main Jail without the need for outside capacity resources and was therefore rated highly responsive.

Impact on Custody Staffing – Approach A reflects the current two facility operation with its inherent duplication of functions and therefore staffing. Figure 3.8 Sample Information – Staffing Duplication for Multiple Facilities following this summary, illustrates several primary operational functions that result in duplicate staffing. It should be noted that potential savings may not equate 100% of identified positions as increased capacity from consolidation will create an increased workload; however, some savings should be anticipated. A more thorough analysis of staffing patterns for the existing facilities and preferred Strategic Development Approach is required to arrive at a final estimate of the savings.

In the discussion of the Qualitative Criteria in Section 1.0 of this report, it was noted that Approaches that reflected two facilities would be rated as having limited responsiveness relative to Impact of Custody Staffing. Approach A has some nuances that, relative to other approaches, further determined the recommended rating for this criterion:

- Continued use of the existing Main Jail maintains the staffing of the housing control rooms. With one control room on each side, the facility has a total of 12 control rooms, requiring 24/7 staffing. With a typical relief factor this equates to over 60 staffing positions. If the electronic controls are reconfigured and placed in the open workstations, only about half of these positions could be reallocated, as E100 and W100 cannot be seen from the cluster work area requiring direct supervision staffing on the day shift at a minimum.
- The Main Jail will continue to require escorts and security staffing for outdoor recreation (as opposed to recreation areas at the housing units as programmed for

new construction), again requiring additional staff beyond the best practice idealized facility model.

- The site for the North Special Support Facility Addition is relatively small, potentially resulting in increased staffing ratios for special population clusters.

While some additional efficiencies will be provided by reconstruction of RCCC based on the programmed contemporary model with service delivery at the housing unit maximized, it is believed that they will be more than offset by the staffing limitations imposed by the Main Jail and the limitations of the expansion site to the north. This criterion, therefore, was rated as non-responsive.

Impact on Medical/Mental Health Staffing – Approach A reflects the current two facility operation with its inherent duplication of functions and therefore staffing. The figure above, Figure 3.8 Sample Information – Staffing Duplication for Multiple Facilities, illustrates several primary operational functions that result in duplicate staffing. Relative specifically to medical and mental health staffing, the development of the North Special Purpose Facility should have a positive impact on staffing. Housing by cohort should help increase staffing efficiency in the delivery of services. Consolidation of the APU into a single location should allow it to be served by a single nursing station. Providing office space on-site for staff will reduce time spent moving from the current office location on G Street to and from the Main Jail. Modernizing medical facilities with multiple exam rooms should enhance the provision of medical services. Finally, the provision of contemporary treatment facilities and facilities to support staff should support staff retention and recruitment.

In the discussion of the Qualitative Criteria in Section 1.0 of this report, it was noted that those approaches that reflected two facilities would be rated as having “limited responsiveness” relative to impact on medical/mental health staffing. While duplication will still exist, including 24/7 relieved positions, the rating for Approach A was increased to generally responsive due to the positive attributes discussed above.

Figure 3.8
All Strategic Development Approaches
Sample Information – Staffing Duplication for Multiple Facilities

Component	Custody Staffing		Civilian Staffing	
	Day Shift Only	Relieved	Day Shift Only	Relieved
Facility Entry/Lobby	N/A	Screening Staff	N/A	N/A
Facility Administration	Compliance	N/A	Support Staff	N/A
Central Control/Security Operations	N/A	Custody Admin Central Control CERT Investigations	N/A	N/A
Intake/Transport Release	N/A	Custody Staff	N/A	Medical MH Staff
Centralized Programs	Escorts Program Security	N/A	Teachers Volunteer Coord.	N/A
Healthcare Services	N/A	Custody Staff	Nursing Staff Physicians Dentists Pharmacists	Nursing Staff
Food Services	N/A	Custody Staff	Dietician	Cooks
Laundry Services	N/A	N/A	N/A	N/A
Maintenance	N/A	N/A	All Trades	Emergency Services

Transportation Impact (Internal & External) – Approach A reflects the current two facility operation with continued requirements for inter-facility transportation. Expanded clinical services on-site should provide for a reduction in off-site medical transports by providing adequate space for specialist services to be provided on a contract basis. In addition, the provision of hospital-type observable rooms may reduce reliance on outplacement impacting both transportation and per diem costs.

In the discussion of the Qualitative Criteria in Section 1.0 of this report, it was noted that those approaches that reflected two facilities would be rated as having "limited responsiveness" relative to transportation as they continue the status quo. The ability to provide expanded services on site and reduce off-site medical transport is seen as a significant benefit and therefore the rating for this criterion for Approach A was increased to generally responsive.

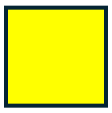


Impact on Facility Operational Costs – Scope includes full upgrade of existing Main Jail systems to reflect current energy reduction targets with equipment compliant with the County's Climate Action Plan (CAP). Similarly, the reconstruction of RCCC will be compliant with the basic requirements of the CAP. While not addressed at the Master Plan level, future planning – especially for the RCCC site – can consider alternative energy sources such as solar panels, geo-thermal, etc.

As the scope for Approach A includes addressing deferred maintenance and modernization, which is a continuing budgetary item for capital planning, as well as incorporating energy and water-efficient equipment and fixtures into renovations and new construction, this criterion was rated as "highly responsive."



Construction Impact on Operations – The primary concern in this criterion is related to the renovation of the Main Jail as the Phase I related work is outside the perimeter. The primary impact is associated with the integration of electronic security and fire alarm systems. While the scope provides capacity for temporary housing, the management and reassignment/relocation of the population will be a major undertaking for SSO. Additionally, during renovations there will be day-to-day impacts and a need for security escorts for some integration work. There will be major operational impacts in reconfiguring and renovating Intake/Transfer/Release during continued operations. As a result, Approach A was rated as "limited responsiveness, significant issues of concern."



Incorporates Defined Best Practices – Both the North Special Purpose Addition and the reconstruction of the RCCC are based on fully responding to contemporary best practices outlined in Section 6.0 of the Phase I/II report (Appendix E), and as captured in the model space programming. The Main Jail is constrained by existing design and layout which reflect thinking and practices that was current at the time of construction – not today. The scope of Approach A attempts to address as many of the "gaps" identified including accessible visiting, appropriate interview and treatment rooms, smaller housing units. Key "gaps" identified relative to best practice include recreation not being in direct proximity to the housing units, limited program areas and, as significant gaps related to housing the EOP population – i.e. two-tier housing units, stacked bunks for double celling, availability of program/support spaces and ability to create a trauma responsive, treatment-based environment. As a result, Approach A was rated as "generally responsive, minor issue of concern."

Operational Flexibility – Approach A provides for maximum flexibility in accommodating changes to the population profile for both the general and the special needs populations by standardizing the range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment needs.

Quality of Environment – Under Approach A, environment for staff and people-in-custody is greatly improved and reflects creation of a normative, light-filled environment in the North Special Purpose Facility Addition and RCCC reconstruction – a potential plus in terms of staff retention and recruiting. Scope includes updates to the Main Jail within the limitations of existing construction.

Potential for Phased Construction – The project could be developed in phases, with Phase I expanded to include an addition to the Hall of Justice, the North Special Purpose Facility Addition, and the reconfiguration and renovation of Intake/Transfer/Release. These improvements would provide meaningful progress in addressing physical deficiencies inherent in the Consent Decree. RCCC replacement could also be phased (on the RCCC campus or an alternate site) and Main Jail renovations could follow RCCC to allow work to be done in a single phase. Potential cautions include extended schedule, delay in FEMA review and approval if reconstruction proceeds at the RCCC site, public approval for multiple bond issues, continued Capital Improvement Plan (CIP) investments until complete, and opposition to phasing or an extended schedule by Class Counsel. Therefore, Approach A was rated as limited responsiveness, significant issue of concern regarding phased development.

Risks/Potential Impediments to Implementation – Potential risks associated with Approach A include:

- CEQA Litigation – The potential for CEQA litigation may be reduced as both the Main Jail and RCCC sites have been used for carceral purposes for some time: however, there are known parties that are against maintaining or expanding the Main Jail in the downtown Sacramento, while residents impacted by the floodplain mitigation may oppose development at RCCC.
- Floodplain Litigation – FEMA approval process will require public hearings (in addition to CEQA requirements) and there has been public outcry over floodplain issues in the past that are assumed to be the result of County Actions as well as actions upstream of the site and vicinity.
- FEMA Review and Approval delays – Phasing plans have used the best available information in predicting schedules. However, as the agency continues to evolve, at this point in time staff availability, workloads, and public objections could significantly extend the schedule.
- Public Rejection of Financing – Without a defined revenue source, the only potential for project funding will be a public bond issue that includes a dedicated revenue

stream. There will be opposition to the project both from a "no jails" and "no taxes" perspective.

- Unknown Conditions – since this Approach includes renovation of the existing jail, there is the potential for delays and additional costs arising from unknown conditions or operational issues further impacting the schedule or creating out-of-sequence work.

Based on the above, Approach A was rated as "limited responsiveness, significant issue of concern" regarding risks/potential impediments to implementation.

Recommended Ranking

Strategic Development Approach A - Special Purpose Expansion to the Main Jail, Renovation of the Main Jail & Reconstruction/Expansion of Rio Cosumnes Correctional Center was **ranked as fourth for consideration within the six approaches considered**.

The primary issue that was viewed as positive is the relatively short time to evidencing meaningful progress toward addressing physical deficiencies directly identified as Consent Decree considerations, as well as those related to medical and mental health care that both directly and indirectly impact these areas of the Consent Decree. Additionally, the fact that it is a County-owned site, is already part of the jail property, and may have a less circuitous route to CEQA approval was also a mitigating factor in its favor.

On the other hand, there were several factors mitigating against Approach A.

Cost – While the construction cost is in an acceptable range relative to other approaches considered - $2.6B, the project cost driven by escalation over time ($1.65B) and cost attributable to mitigation measures - $714M (un-escalated) is viewed as excessive at $4.4B relative to other approaches.

Time to occupancy – The time to partial occupancy of the North Special Purpose Facility Addition as discussed above at 7 years 9 months, or September 2034 based on a January 2027 start is attractive, but the overall schedule of completion stretching to September 2043 (16 years 9 months) will allow litigation costs to continue, potentially trigger additional interim actions and require ongoing investment in emergency repairs at both the Main Jail and RCCC.

Potential for Delays – As noted throughout this discussion, there is grave concern regarding FEMA review and approval times given recent experience with the agency by our consultant and the County's direct experience. Each year, the escalation cost increases. A year delay today is $162M in costs. Compounding the escalation rate of 5%/year over the schedule results in an exponential increase in escalation costs.

Value for Money – A key consideration is "what am I buying for what I am spending?" In other words, what is the "bricks and mortar" cost of the asset vs dollars going to floodplain mitigation, escalation and other project development costs? Figure 3.9 Strategic Development Approach A

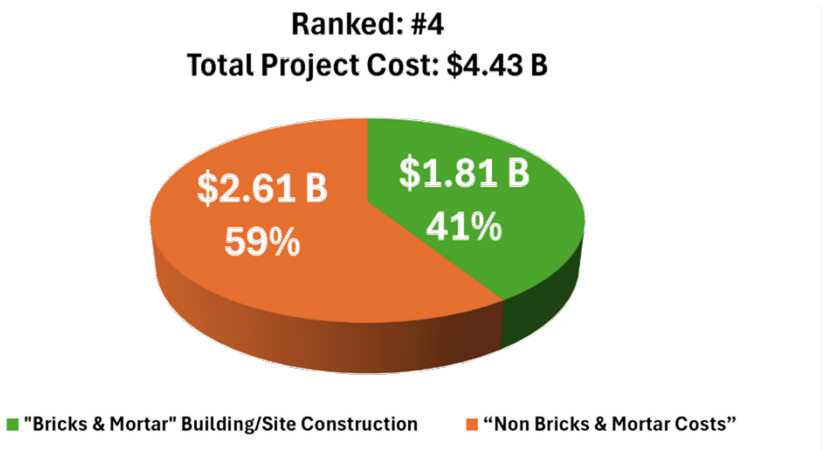
Value for Money attempts to answer that question by comparing the cost of construction and required site development in today's dollars exclusive of mitigation costs, escalation and other project costs relative to the total project development cost based on the phasing plan and schedule.

As illustrated in Figure 3.9, based on the cost of "bricks & mortar" for the scope included in Approach A – Hall of Justice, North Special Purpose Addition, Main Jail Renovation and RCCC reconstruction, the actual expenditure for beneficial construction in today's dollars is only 46% of the total project cost over time with 54% going to other costs – mitigation, escalation, limited program management costs.

This cost is being driven primarily by anticipated mitigation and escalation costs based on the phasing plan and schedule reflecting best available information for FEMA review and approval times for the RCCC site regarding flood mitigation.

Approaches ranked higher reflect a value for money proposition ranging from 54% to 68% of Project Costs and provide operational savings as well.

Figure 3.9
Strategic Development Approach A
Value for Money



The Planning Team does not believe that Approach A, as outlined, represents a best-value decision for Sacramento County. We recognize that 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 and perhaps would be generally more acceptable as a jail site. However, should the Executive Committee or Board of Supervisors view Approach A as favorable – Special Purpose Expansion of the Main Jail plus a Remote Jail Facility – we would strongly recommend that the County forgo consideration of the RCCC campus and pursue other remote sites or give further consideration to the higher-ranked Strategic Development Approaches.