Sacramento County Correctional Facility Master Planning Services

Final Report: A Vision for the Future

Section 4.0 – Strategic Development Approach B: Special Purpose Expansion at Rio Cosumnes Correctional Center & Expansion/Renovation of the Main Jail & Reconstruction/Expansion of Rio Cosumnes Correctional Center

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STRATEGIC DEVELOPMENT APPROACH B

Key Elements Project Scope

Strategic Development Approach B investigated the potential of developing the Special Purpose Facility as part of the reconstruction of the existing Rio Cosumnes Correctional Center (RCCC) and adapting the Main Jail as the primary Intake/Transfer Release facility and general population housing. Originally targeted as construction of the Special Purpose Facility, along with renovation and expansion of the RCCC to address current deficiencies and meet 2045 needs, it was revised mid-stream to reflect construction of the Special Purpose Facility and full reconstruction (and expansion) of the existing RCCC due to the flood plain 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 two feet 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 4.1 - Strategic Development Approach B, Facility Utilization

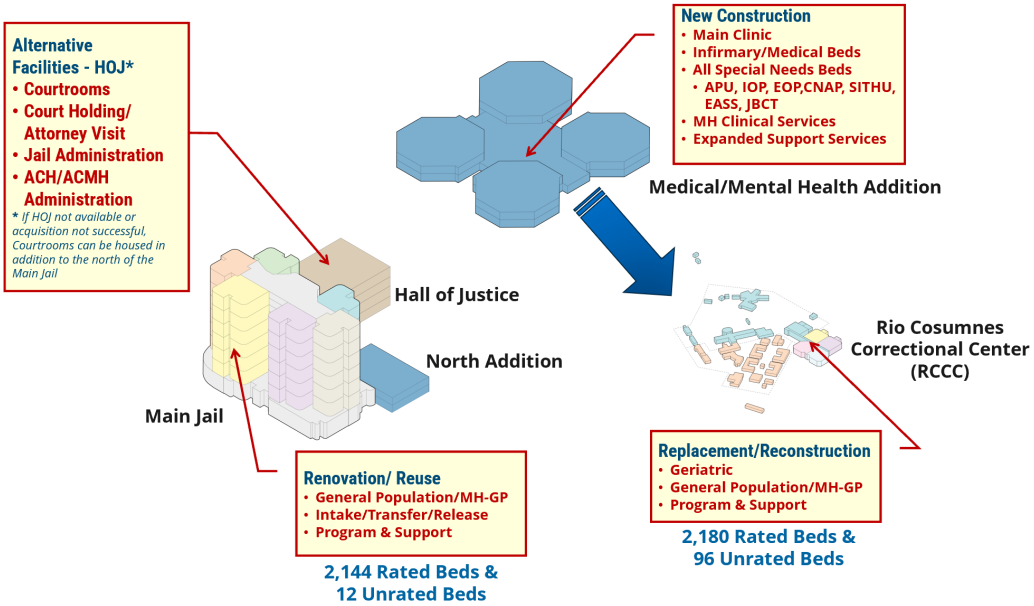


Figure 4.1 provides a graphic depiction of proposed facility utilization, summarized as follows:

Hall of Justice – The Hall of Justice (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 HOJ. 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 HOJ 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. It also 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, A.4 Strategic Development Approach B for diagrammatic illustrations of proposed adaptive use concept).

Should the HOH no longer be available or prove to be an uneconomical proposition, courtrooms could be added to the North Addition discussed below.

North Addition: An addition is proposed north of the existing jail to separate service traffic from intake and transfer traffic in the vehicle sallyport, provide additional parking and accommodate a portion of the reuse program.

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 medical expansion. The balance of the lower level and a second level will provide expanded parking. (Refer to Appendix A, A.2 Feasibility of Adaptive Use of Existing Facilities for diagrammatic illustrations of proposed expansion concept which is the same for both studies).

The total gross area of the North Addition is projected at 87,940 BGSF.

RCCC – RCCC will be replaced by new construction on a portion of the County's property with the exact location to be determined. The reconstruction will accommodate the complete Special

Purpose Facility program including Medical Clinic, Infirmary, Pharmacy and associated staff space, as well as specialized housing, including:

- Medically Assisted Treatment (MAT)
- Chronic Long-Term Medical
- Geriatric Housing

It will also house the entire Mental Health Special Needs Population and associated staff support space including:

- Acute Psychiatric Housing (APU)
- 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)
- Mental Health Treatment General Population (MH-GP) – MH-GP single cells housing; double occupancy cells distributed throughout the population of the Main Jail and RCCC based on classification

Medical capacity includes 48 non-rated Infirmary beds and 224 rated beds for the other general medical populations. Mental Health Special Needs capacity includes 48 non-rated beds (APU) and 564 rated beds. Additionally, the reconstructed RCCC will provide 1,392 beds of general population housing in various classifications, replacing the existing RCCC capacity, accommodating the reduction in capacity at the Main Jail to allow for additional single-celling, and providing additional capacity as required to meet 2045 projected capacity needs.

This facility will also 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 972,720 BGSF as outlined in Figure 4.2, Preliminary Space Program Following this narrative. Total projected capacity at RCCC is planned to be 2,180 rated beds and 96 unrated beds (Infirmary and APU). Population distribution for the medical and mental health special needs population is illustrated in Figure 4.3 Medical/Mental Health Projected Housing Distribution and for the General Population in Figure 4.4 General Population Projected Housing Distribution, again, following this narrative. (Refer to Appendix A, A.2 for detailed Housing Cluster Programs).

Figure 4.2
Strategic Development Approach B
RCCC Special Purpose Facility & Reconstruction — Preliminary Space Program

Component		Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
1.0	**Facility Entry/Public Spaces (visiting)**				**2,800**	**35%**	**3,780**
2.0	**Facility Administration**				**7,500**	**30%**	**9,750**
3.0	**Staff Support Facilities / Training**				**30,000**	**30%**	**39,000**
4.0	**Central Control/Security Operations**				**3,000**	**35%**	**4,050**
5.0	**Intake/Transport Release**				**2,500**	**35%**	**3,375**
7.0	**Centralized Programs (religious, library, commissary, education, CTE)**				**13,846**	**30%**	**18,000**
8.0	**Healthcare Services**	**(48)**	**224**		**67,560**	**44%**	**97,622**
	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		**64**		11,947	45%	17,309
	8.6 Chronic Long-Term Medical		**96**		16,710	45%	24,227
	8.7 Geriatric Beds		**64**		11,947	45%	17,309
	Housing	**(48)**	**1,956**		**319,997**	**55%**	**494,523**
10.0	**Special Needs/Mental Health Treatment Beds**		**564**		**123,892**	**53%**	**189,438**
	Acute Psychiatric Cluster - 48 Beds	(48)	0		14,028	55%	21,725
	Intensive Outpatent Program - 200 Beds		200		43,899	53%	67,303
	Enhanced Outpatient Program/MH-GP Single - 240 Beds		240		38,759	52%	59,079
	MH-GP Double Celled				Included in General Population		
	EASS/JCBT		60		12,808	52%	19,451
	CNAP/SITHU		64		14,398	52%	21,881
11.0	**General Population Housing - All Classifications**		**1,392**		**196,105**	**56%**	**305,085**
	Subtotal Male Beds		1,088		152,535	56%	237,449
	Subtotal Female Beds		304		43,570	55%	67,636
	Housing - Total Capacity Summary	**(96)**	**2,180**				
12.0	**Food Services / Staff Dining (Cook/Chill)**				**23,077**	**30%**	**30,000**
13.0	**Food Service Warehouse**				**11,154**	**30%**	**14,500**
14.0	**Laundry Services**				**5,000**	**20%**	**6,000**
15.0	**Maintenance**				**23,077**	**30%**	**30,000**
16.0	**Building Support / Utility Areas**				**50,000**	**20%**	**60,000**
TOTAL NSF/DGSF					**559,511**	**45%**	**810,600**
BGSF @ 20%						**20%**	**162,120**
TOTAL BGSF							**972,720**

Figure 4.3
Strategic Development Approach B
Medical/Mental Health – Projected Housing Distribution

Component		Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
10.0 Special Needs/Mental Health Treatment Beds		**(48)**	**564**		**123,892**	**53%**	**189,438**
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			**200**		**43,899**	**53%**	**67,303**
Unit 1 - 80 Beds			80				
4 -20 Bed Male Units	2 Single; 2 Double				14,633	53%	22,434
Unit 2 - 80 Beds			80				
4 -20 Bed Male Units	2 Single; 2 Double				14,633	53%	22,434
Unit 3 - 40 Beds (Twinned with EOP Unit)			40				
2 -20 Bed Male Units	2 Single				14,633	53%	22,434
Enhanced Outpatient Program/MH-GP Single - 240 Beds			**240**		**38,759**	**52%**	**59,079**
Unit 4 - 40 Beds (Twinned with IOP Unit)			40				
2 -20 Bed Male Units	2 Double				Included above		
Unit 4 - 80 Beds			80				
4 -20 Bed Male Units	2 Single; 2 Double				14,633	53%	22,434
Unit 5 - 60 Beds (IOP/EOP)			60				
1 -20 Bed Male Units	2 Single; 1Double				12,063	52%	18,322
Unit 6 -60 Beds (IOP/EOP)			60				
3 -20 Bed Female Units	2 Single; 1 Double				12,063	52%	18,322
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						

Figure 4.4
Strategic Development Approach B
General Population – Projected Housing Distribution

Component			Non-Rated Beds	Rated Beds		NSF	DGSF Factor	DGSF
11.0 General Population Housing - All Classifications				**1,392**		**196,105**	**56%**	**305,085**
Subtotal Male Beds - Clusters Required		**Required**		**1,088**		**152,535**	**56%**	**237,449**
11.1	192 Bed Cluster - 4-48 Double Beds	5		**960**		**129,425**	**56%**	**201,695**
				192		25,885	56%	40,339
11.2	128 Bed Cluster - 2-32 Single; 2-32 Double Beds	1		**128**		**23,110**	**55%**	**35,754**
				128		23,110	55%	35,754
Subtotal Female Beds - Clusters Required		**Required**		**304**		**43,570**	**56%**	**67,636**
11.1	192 Bed Cluster - 4-48 Double Beds	1		192		25,885	56%	40,339
11.5	112 Bed Cluster - 2-48 Double; 1-16 Single Beds	1		112		17,685	63%	27,297

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 and satellite clinic and infirmary– 30,000 sf +/-
- 3rd through 8th floors – General Population
    - 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 subdivided; accessible cell and shower provided in every housing unit.
    - Capacity: 2,144 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 2,144 beds. This reduction is attributable to providing 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 and additional single cells for Protective Custody. (Refer to Appendix A.4 for the preliminary housing plan developed to determine the probable capacity of the Main Jail under Strategic Development Approach B).

Resulting total rated capacity for Strategic Development Approach B is 4,324 beds, which is comparable to all other approaches as illustrated in Figure 4.5 below, Projected Capacity by Facility.

Figure 4.5
Strategic Development Approach B
Projected Capacity by Facility

Facility	Rated Beds	Unrated Beds	Total Capacity
RCCC Special Purpose Facility Addition	788	96	884
RCCC Replacement Capacity	1,392	-	1,392
Main Jail	2,144	12	2,156
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 floors 1 & 2 and construction of the Special Purpose Facility and reconstruction/expansion of RCCC. Completion of RCCC is a prerequisite to renovation of the Jail Housing floors to use the new capacity provided and existing RCCC capacity as swing space to allow the renovation of the Main Jail in a single phase.

This extends the schedule for the renovation due to Federal Emergency Management Agency (FEMA) review times for the Conditional Letter of Map Revision (CLOMR) which is required prior to initiating construction and the Physical Map Revision (PMR) review and approval which must be obtained prior to occupancy of RCCC. The phasing plan and schedule assume the worst case based on information gathered regarding current FEMA review and approval times as outlined in Section 2.0 of this report, but even these conservative review times are less than certain.

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 selection of design/build teams would be completed. It is then estimated that a year and nine months (21 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 best available information, this total time period from project inception—four years and nine months—should allow for completion of the CLOMR process, which is required prior to initiating construction at RCCC in the floodplain.

Reconstruction of RCCC is based on a 60-month or five-year construction schedule including engineered fill for the site and raising both Bruceville Road and Twin Cities Road above the BFE. 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 2040.

Phase 1 expansion and renovation of the Main Jail will include the renovation of the Hall of Justice and the construction of the service addition. This will allow renovation and reconfiguration of the Intake/Transfer/Release area to proceed as well as renovation of the second floor for expanded staff services and a satellite clinic and infirmary. It is anticipated Phase I will be completed by March 2033.

Phase II cannot be initiated until RCCC can be occupied, with the best-case scenario projected as September 2040. Based on this start date, completion of the renovation of the housing tower is projected to be completed in September of 2044.

With beneficial occupancy of the Special Purpose Facility and reconstructed RCCC projected as September 2040, no meaningful progress in addressing physical deficiencies would be realized for over 12 years, and full completion would be over 17 years from the date of this study plus an additional eight years since the Consent Decree was executed. The schedule is a major drawback of Strategic Development Approach B, both in duration and in the potential for further delays because of FEMA processing time and is liable to trigger additional actions and sanctions.

(Refer to Appendix A.4 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. They 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 4.6 Project Cost Model, probable construction costs in September 2026 dollars are $2.58B. As indicated, this amount 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 because of 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, due to the relatively high escalated base construction cost.

Escalation was compounded at 5% per year to the midpoint of each construction phase and added $1.98B to project costs. **Total project costs are projected at $4.79B.**

Also note the cost of floodplain mitigation at the RCCC site. The base construction cost to raise the site elevation to 2' 0" above the BFE and raise the access roads is $710M+ (direct trade costs as illustrated in table 4.6 plus Contractor and Project Costs). 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 due to the potential for reducing community opposition. However, if the Executive Committee or the Board of Supervisors prefers Approach B, we would suggest that they consider an alternate site for a remote facility at substantial cost savings. (Refer to Appendix A.4 for additional project and construction cost supporting documentation.)

Figure 4.6
Strategic Development Approach B
Project Cost Model

Strategic Approach B Project Cost Model

Description	Renovation	New Construction		Phase 00 3 yrs of duration 3 yrs cumulative		Phase I 6 yrs, 9 mo of duration 12 yrs, 9 mo cumulative		Phase II 5 yrs, 3 mo of duration 17 yrs, 9 mo cumulative		TOTAL ALL PHASES 17 yrs, 9 mo of duration 17 yrs, 9 mo cumulative	
				Pre-construction		Total Construction MJ & RCCC		MJ 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						$	51,465,770			$	51,465,770
Main Jail Renovations								$	77,114,820	$	77,114,820
RCCC- New Construction						$	907,373,492			$	907,373,492
Satellite Facility										$	-
Replacement Facility										$	-
Subtotal - Base Renovation/Construction						$	975,245,662	$	77,114,820	$	1,052,360,482
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					$ -		$ 1,481,203,162		$ 287,308,561		$ 1,768,511,723
Contractor Costs											
General Conditions/ General Requirements	$600K/mo	$500k/mo				$	49,800,000	$	43,200,000	$	93,000,000
General Contractor Fee	5%	5%				$	76,550,159	$	16,525,428	$	93,075,587
General Contractor Bond & Insurance	2.3%	2.3%				$	36,973,726	$	7,981,782	$	44,955,508
DBE - Project/ Phasing Contingency (13% Renovation/ 3% New)	13%	3%				$	52,258,186	$	46,152,050	$	98,410,236
DB Criteria Contingency - (Surety Bond, Builder's Risk, Trade Partners, Best Value, Subsistence)	7.0%	7.0%				$	118,774,966	$	28,081,747	$	146,856,713
Work Within Secured Perimeter	15%	0%				$	-	$	64,387,435	$	64,387,435
Permits	2%	2%				$	36,311,205	$	9,872,740	$	46,183,945
Design Builder Team Cost	10%	10%				$	181,556,020	$	42,924,957	$	224,480,977
Subtotal: Contractor Costs						$	552,224,262	$	259,126,139	$	811,350,401
TOTAL BASE CONSTRUCTION + CONTRACTOR COST						$	2,033,427,424	$	546,434,700	$	2,579,862,124
Escalation 5 %/yr compounded to midpoint of Construction	5%	5%				$	1,310,924,001	123%	$ 672,775,685	$	1,983,699,687
ESCALATED CONSTRUCTION COSTS					$ -	$	3,344,351,426	$	1,219,210,385	$	4,563,561,811
County Other Project Costs											
FF&E	2%	2%				$	66,887,028.51	$	24,384,208	$	91,271,236
Architectural/Engineering Design, Legal, ASD and Consultants	$ 1,250,000	$ 1,250,000	yr	$	2,500,000	12.75	$ 15,937,500	5	$ 6,250,000	17.75	$ 24,687,500
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	5	$ 10,000,000	17.75	$ 35,500,000
Construction Management and Inspection CMID	$ 2,500,000	$ 2,500,000	yr	$	5,000,000	12.75	$ 31,875,000	5	$ 12,500,000	17.75	$ 49,375,000
Soft Costs Contingency	10%	10%		$	1,650,000		$ 7,331,250		$ 2,875,000	$	11,856,250
Subtotal: County Other Project Costs				$	18,150,000		$ 147,530,779		$ 56,009,208	$	221,689,986
Total Project Costs				$	18,150,000	$	3,491,882,204	$	1,275,219,593	$	4,785,251,797

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Responsiveness to Qualitative Criteria

The following section provides the rationale for rating Approach B 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 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 inmate-patients 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.

The timeframe to meaningful progress 12+ years, September 2040 and to completion and full compliance 17+ years is excessive. This timeframe could be extended further based on FEMA review times at the time of submissions. Experience suggests that approach could have significant adverse legal consequences for the County, including undermining the County's ability to demonstrate compliance with the Consent Decree and potentially exposing the County to additional court intervention or sanctions.

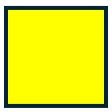
Ultimately Approach B will address and resolve all direct and indirect physical deficiencies impacting medical services as outlined in the Consent Decree. Rating, however, was reduced from full green – highly positive/responsive to orange – limited responsiveness, significant issue of concern based on the extended schedule for construction of the Special Purpose Facility as part of the reconstruction of RCCC, potential for additional FEMA delays and the ultimate completion time projected for completion and full compliance.

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 care services, reducing delays in mental health treatment.

The timeframe to meaningful progress 12+ years, September 2040 and to completion and full compliance 17+ years is excessive. This timeframe could be extended further based on FEMA review times at the time of submissions. Experience suggests that approach could have significant adverse legal consequences for the County, including undermining the County's ability to demonstrate compliance with the Consent Decree and potentially exposing the County to additional court intervention or sanctions.

Ultimately Approach B will address and resolve all direct and indirect physical deficiencies impacting mental health services as outlined in the Consent Decree. Approach B's rating

however, was reduced from full green – highly positive/responsive, to orange – limited responsiveness, significant issue of concern, based on the extended schedule for construction of the Special Purpose Facility as part of the reconstruction of RCCC, potential for additional FEMA delays, and the ultimate completion time projected for completion and full compliance.



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.
Again, timing is of significant concern resulting in a reduced rating of "generally responsive, minor issue of concern", based on the extended schedule for construction of the Special Purpose Facility as part of the reconstruction of RCCC, potential for additional FEMA delays and the ultimate completion time projected for completion and full compliance.



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.

Again, timing is of significant concern resulting in a "limited responsiveness, significant issue of concern", based on the extended schedule for construction of the Special Purpose Facility as part of the reconstruction of RCCC, potential for additional FEMA delays and the ultimate completion time projected for completion and full compliance.



Resolves Consent Decree: Compliance ADA Physical Deficiencies – When complete, this approach will fully address accessible housing, program and support areas throughout the jail system.

Again, timing is of significant concern, resulting in a reduced rating of "limited responsiveness, significant issue of concern," based on the extended schedule for construction of the Special Purpose Facility as part of the reconstruction of RCCC, potential for additional FEMA delays and the ultimate completion time projected for completion and full compliance.

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

green to orange based on the extended schedule for the Main Jail Renovation and RCCC reconstruction.

Temporary Housing Required – Phasing plan is based on capacity created by the completion of the reconstruction of RCCC and available capacity at the existing RCCC when vacated which will allow vacating the housing floor of the Main Jail and renovation of the housing tower in a single phase.

While adequate temporary beds will be provided, the duration of the current schedule and the potential for additional delays, resulted in a rating of "limited responsiveness, significant issue of concern." Moreover, the extended schedule will in all probability based on known physical conditions result in disruption from emergency repairs at the Main Jail.

Impact on Custody Staffing – Approach B reflects the current two facility operation with its inherent duplication of functions and therefore staffing. Figure 4.7 Sample Information – Staffing Duplication for Multiple Facilities illustrates several primary operational functions that result in duplicate staffing. It should be noted that potential savings may not equate to 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 Design 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 B has some nuances that, relative to other approaches, further determine 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
- 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.

Although 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. This criterion, therefore, is rated as nonresponsive.

Figure 4.7
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	Dietitian	Cooks
Laundry Services	N/A	N/A	N/A	N/A
Maintenance	N/A	N/A	All Trades	Emergency Services

Impact on Medical/Mental Health Staffing – Approach B reflects the current two facility operation with its inherent duplication of functions and therefore staffing. Figure 4.7 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.

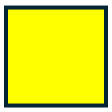
In the discussion of the Qualitative Criteria in Section 1.0 of this report, it was noted that approaches that reflected two facilities would be rated as having "limited responsiveness" relative to impact on Medical/Mental Health Staffing. This rating was retained as the overall rating for Approach B, because of the potential for additional staff to be assigned to the Intake area of the Main Jail to deal with surges in workload recognizing that other staff will not be available to be temporarily reassigned to expedite processing in case of surge need.

Transportation Impact (Internal & External) – Approach B 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. Additionally, the provision of hospital type observable rooms may reduce reliance on outside placement impacting both transportation and per diem costs.

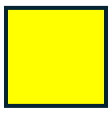
In the discussion of the Qualitative Criteria in Section 1.0 of this report, it was noted that approaches that reflected two facilities would be rated as having "limited responsiveness" relative to Transportation as they continue the status quo. While medical transports may be reduced when they are required, distance and time will be much greater than from the current Main Jail. Additionally, the separation of Intake from the primary medical/mental health care function is anticipated to increase transport requirements based on assessment and referral to medical/mental health at the time of initial booking.

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. 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. during the project development phase.

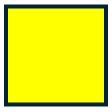
As the scope for Approach B includes addressing deferred maintenance and modernization, which is a continuing budgetary item for capital planning, as well as incorporating energy and water efficient equipment and fixtures into renovations and new construction, this criterion was rated as "highly responsive".



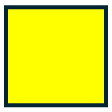
Construction Impact on Operations – The primary area of concern in this criterion is the Phase I renovation of the Main Jail. There will be major operational impacts in reconfiguring and renovating Intake/Transfer/Release during continued operations. However, for renovation of the Housing Tower the building will be vacant with primary impacts related to the integration of electronic security and fire alarm systems. As a result, Approach B is rated "generally responsive, minor issue of concern".



Incorporates Defined Best Practices – The construction of the Special Purpose Facility 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 obviously is constrained by existing design and layout which reflect thinking and practices current at the time of construction – not today. The scope of Approach B attempts to address as many of the "gaps" identified including accessible visiting, appropriate interview and treatment rooms, smaller housing units. Key "gaps" relative to best practice include recreation not being in direct proximity to the housing units and limited program area, which, in the overall scope, are considered of minor concern. Again, however, the timeline to completion and potential for additional FEMA delays are of concern. As a result, Approach B is rated as "generally responsive, minor issue of concern."



Operational Flexibility – Approach B provides for maximum flexibility in accommodating changes to the population profile for both the general and the special populations by standardizing range of unit sizes to allow flexibility of assignment based on classification or clinically assessed treatment needs. Again, however, the timeline to completion and potential for additional FEMA delays are of concern. As a result, Approach B is rated as "generally responsive, minor issue of concern."



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



Potential for Phased Construction – The project could be developed in phases, with Phase I resolving physical deficiencies related to Intake/Transfer/Release, providing meaningful progress in addressing physical deficiencies inherent in the Consent Decree. RCCC reconstruction could also be phased (on the RCCC or an alternate site) with the core facilities and Special Purpose Facility constructed in the initial phase. Cautions

include extended schedule, delay in FEMA review and approval if reconstruction proceeds at the RCCC site, public approval for multiple bond issues, continued CIP investments until complete and opposition to phasing and an extended schedule by Class Counsel. Therefore, Approach B is rated as not responsive to criterion or excessive cost to respond due to the extension of an already untenable schedule and increased escalation costs.



Risks/Potential Impediments to Implementation – Potential risks associated with Approach B 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 upstream developments.
- FEMA review and Approval delays: Phasing plans have used the best available information to predict schedules. As the agency continues to evolve, however, 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.
- Continued May’s Litigation: The extended schedule could result in continued May’s litigation and additional sanctions and requirements for interim actions. Sanctions could include drastic measures by the court such as appointment of a Special Master or placing the County jail system in Receivership as the CDCR health care system was several years ago.

Based on the above, Approach B was rated as not responsive to criterion or excessive cost to respond regarding risks/potential impediments to implementation.

Recommended Ranking

Strategic Development Approach B - Special Purpose Expansion as part of the Reconstruction of RCCC and Renovation of the Main Jail was **ranked as fifth for consideration within the six approaches considered, and it is recommended for elimination from further consideration**.

The primary issues leading to this determination include:

- Excessively long duration to meaningful progress (12 years 9 months) and full compliance at 17 years nine months (September 2044) with the potential for further extension of the schedule due to FEMA review and approval timeframes related to floodplain mitigation. Approach B has the longest time to compliance of any of the six approaches considered.
- Although the construction cost is in an acceptable range relative to other approaches considered - $2.6B, the project cost estimated at $4.79B driven by escalation over time ($1.98B) and cost attributable to mitigation measures - $727M (un-escalated, direct trade costs as illustrated in table 4.6 plus Contractor and Project Costs) is viewed as excessive relative to other approaches.
- The risk of protracted continued May's litigation that could result in additional interim actions and costs, sanctions, and potentially drastic measures by the Court related to oversight of the Jail system in Sacramento County.
- FEMA review and approval delays which are beyond the control of the County relative to maintaining the proposed schedule.

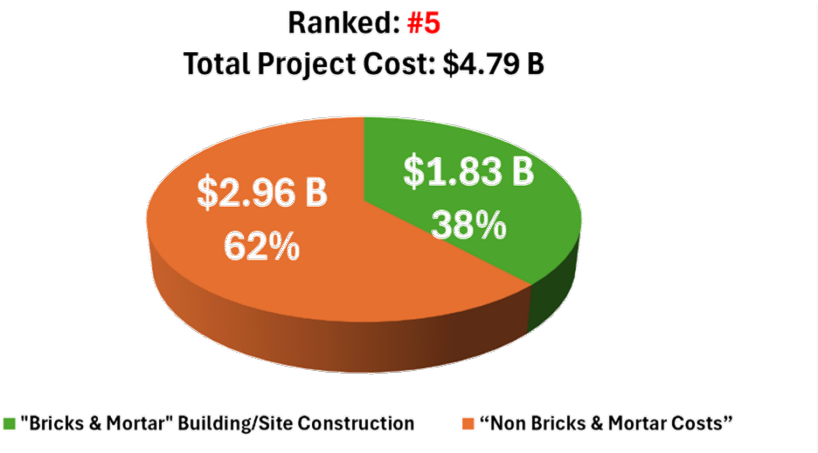
Value for Money – A key consideration is "what am I buying for what I am spending?" In other words, what is the "bricks and mortar" cost of the asset vs dollars going to floodplain mitigation, escalation and other project development costs? Figure 4.8 Value for Money attempts to answer that question by comparing the cost of construction and required site development in today's dollars exclusive of mitigation costs, escalation and other project costs to the total project development cost based on the phasing plan and schedule.

As illustrated in Figure 4.8, based on the cost of "bricks & mortar" for the scope included in Approach B – Special Purpose Expansion as part of the Reconstruction of RCCC and Renovation of the Main Jail, the actual expenditure for beneficial construction in today's dollars is only 43% of the total project cost over time with 57% going to other costs – mitigation, escalation, limited program management costs.

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

This compares with the value-for-money proposition of the top three ranked approaches, which range from 54% to 68% of Project Costs and includes some projected operational savings as well.

Figure 4.8
Strategic Development Approach B
Value for Money



The Planning Team does not believe that Approach B, 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 B as favorable – Special Purpose Expansion and reconstruction of RCCC and renovation of the Main Jail, we would strongly recommend that the County forgo consideration of the RCCC and pursue other remote sites, or consider the higher-ranked Strategic Development Approaches.