

**SUBMITTAL TO THE BOARD OF SUPERVISORS
COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**

732



FROM: Executive Office

SUBMITTAL DATE:
May 21, 2007

SUBJECT: Hub Jail Feasibility

RECOMMENDED MOTION: That the Board:

1. Receive and File the Criminal Justice Facilities Financing Plan Report
2. Direct the Executive Office to:
 - a) Securitize Tobacco Settlement Revenue
 - b) Initiate the process for construction of a hub jail

BACKGROUND: By approving item 3.21 of 2/27/07, the Board declared the construction of a hub jail as the county's highest capital-improvement priority, and directed the Executive Office to prepare a report on current jail-cost estimates, construction timelines, and financing options for building and operating the jail. Securitizing tobacco settlement revenue (TSR) was proposed for evaluation as the source for construction funding.

Bill Luna
Bill Luna, County Finance Director

FINANCIAL DATA	Current F.Y. Total Cost:	\$	In Current Year Budget:	No
	Current F.Y. Net County Cost:	\$	Budget Adjustment:	No
	Annual Net County Cost:	\$	For Fiscal Year:	

SOURCE OF FUNDS: Tobacco Settlement Revenue, General Fund	Positions To Be Deleted Per A-30	<input type="checkbox"/>
	Requires 4/5 Vote	<input type="checkbox"/>

C.E.O. RECOMMENDATION:

APPROVE

BY *Kenneth M. Mohr*
Kenneth M. Mohr

County Executive Office Signature

- Policy
- Policy
- Consent
- Consent

Dept's Recomm.:
Per Exec. Ofc.:

RECEIVED RIVERSIDE COUNTY
CLERK / BOARD OF SUPERVISORS

2007 MAY 16 AM 10:43

To establish project costs, we assembled a steering committee composed of the Treasurer, Facilities Management and the Executive Office. Capital Partnerships, Inc. was commissioned to update its report, last presented to the Board in June 2006.

That updated criminal-justice facilities financing plan (Attachment "A") estimates that building the jail's first phase will cost \$363 million in escalated dollars, assuming a project completion and occupancy in 2012. The project is intended to fill the need for custody beds indicated in the Riverside County correctional facilities master plan, prepared by the Executive Office, and last updated as 3.6; 9/12/06. The proposed project includes site development, 1,200 custody beds, administrative and maintenance space, a quick-chill food facility and central laundry. The proposed project will incorporate progressive construction techniques and modular construction.

Operational costs are a critical element of the program and must be factored into the financial planning. The third-quarter budget report (3.42, 5/1/07) proposed a phased program to sequester at least \$15 million annually over five years to build a designation to fund jail operations. The proposed budget will incorporate this phased program. These construction and operations plans have been reviewed with the Sheriff's Department.

Concurrently, the Executive Office requested proposals from underwriting firms for the potential sale of the county's tobacco settlement receipts (TSR) and a bond issuance backed by the tobacco settlement assets. We explored financing structures that maximize securitization proceeds while minimizing the effects that selling TSR would have on the finances of the Riverside County Regional Medical Center, a current beneficiary of tobacco funds.

The RFP results indicate that selling TSR, and accumulating interest earnings, could generate \$360-\$375 million, depending on market conditions. The financing option also protects the portion of TSR presently assigned to RCRMC that supports hospital debt service (\$10 million) and should protect the SB1732 reimbursement the hospital receives. Recent growth in tax-increment revenue augmented the hospital's capital finances by \$5 million per year, and we recommend \$6.6 million of TSR presently used for operations, be securitized. We intend to leave general-fund contributions to RCRMC at \$14.4 million, and also provide a one-time contribution of \$6.6 million for operations or planned capital improvements, such as the proposed records management system. Supported by RCRMC's strong cash position (year-end reserves are estimated at \$52 million), the net result is a manageable effect on the hospital. An impact summary is included as Attachment "B." The hospital has reviewed this plan.

Given that construction cost estimates match potential revenue, that RCRMC's debt service and operations are protected, and with the continuing need for maximum-security custody beds, we recommend the Board proceed with securitization and initiate the process for siting and constructing a hub jail. Subsequent Board actions will be forthcoming to execute this approval.



Attachment A

County of Riverside

**Criminal Justice Facilities
Financing Plan – Phase 1**

Final Report

Capital Partnerships Inc.

May 14, 2007



Contents



Contents

<u>Section</u>		<u>Page</u>
I	Hub Jail	1
	Introduction	1
	Need for Additional Jail Beds	1
	Proposed Hub Jail Projects	3
	Hub Jail Capital Cost Assumptions	4
	Proposed Financing of the Hub Jail Projects	4
	Estimated Jail Operating Costs	7
	Hub Jail Operating Cost Assumptions	7
	General Fund Implications of the Hub Jail	8
II	Other Criminal Justice Facilities	11
	Introduction	11
	Juvenile Detention Bed Requests	11
	Criminal Justice Agency Office Space Requests	15
	District Attorney's Office	15
	Law Offices of the Public Defender	16
	Probation Department	17
	Sheriff's Department	18
	Proposed Project Priorities and Financing	19



Section I

Hub Jail



Hub Jail

Introduction

Riverside County is the second largest county in California and one of the largest counties in the United States. With an area of 7,208 square miles, Riverside County is nearly the size of the state of New Jersey (~7,400 square miles). It is also one of the fastest growing counties in California and the country. According to the California Department of Finance, the County's population grew from 1.17 to 1.90 million over the past 15 years (730,000 population increase) and is projected to grow to 2.76 million over the next 15 years (860,000 population increase). The County's size and population growth rate pose significant financial and political challenges for the County's elected officials and professional staff as well as its residents and businesses:

1. Having enough adult jail beds and juvenile detention beds to incarcerate individuals charged with violent felonies and other crimes while they are awaiting trial and offenders sentenced to County incarceration for the duration prescribed by criminal court judges.
2. Having sufficient office space for the District Attorney, Public Defender, and Probation staff and Sheriff Deputies to effectively and efficiently serve both participating cities and unincorporated areas throughout the County.

This final draft report is divided into two sections that reflect the above needs for criminal justice facilities in Riverside County.

Need for Additional Jail Beds

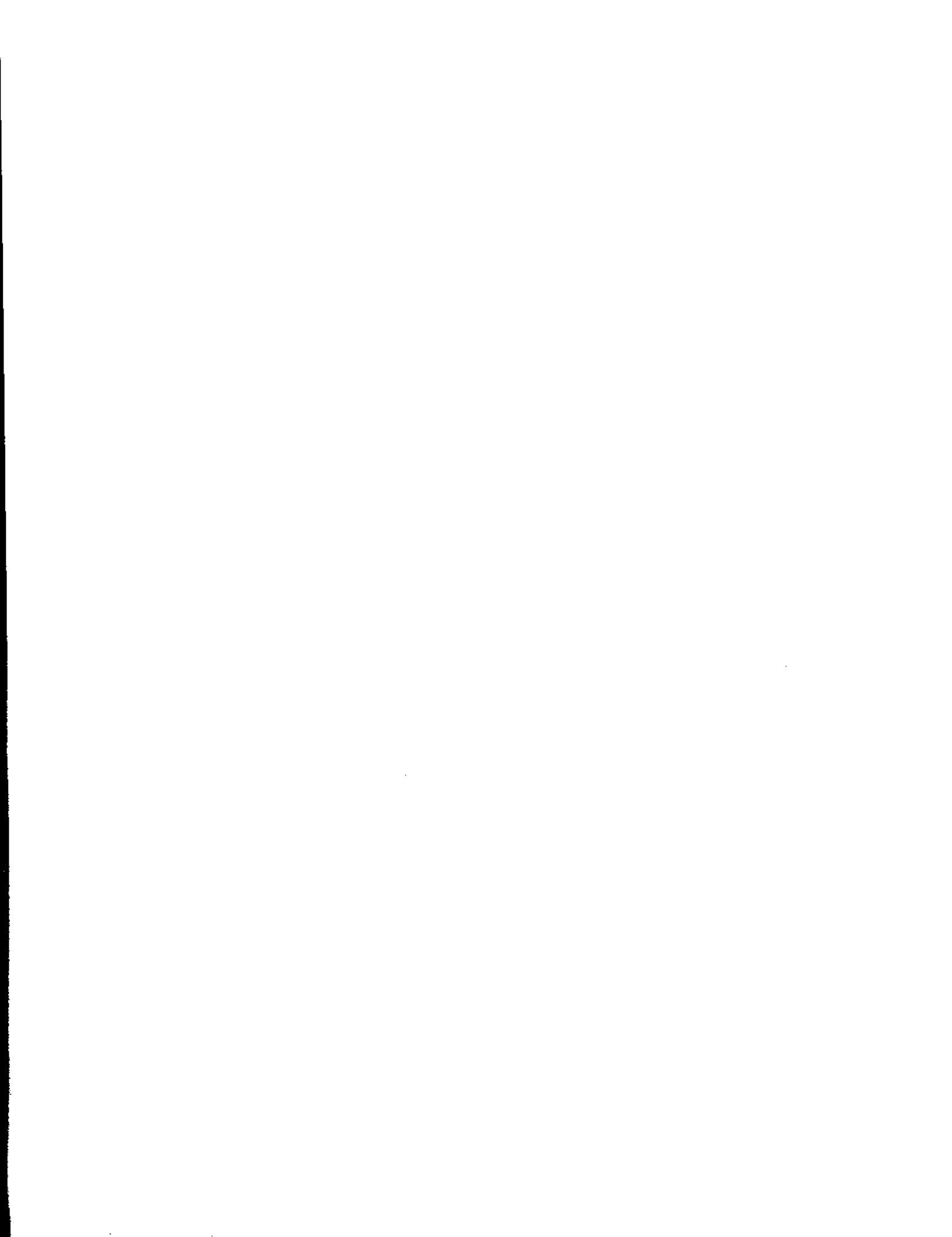
Below is a summary of existing and proposed jail beds in the Riverside County Correctional Facilities Master Plan.

Jail Beds	2007	2008	2009	2010	2011	2012	2013	2014	2015
Presley Detention Center	1,041	1,041	1,041	1,041	1,041	752	752	752	752
Indio Jail	335	335	335	335	335	335	335	335	335
Blythe Jail	125	125	125	125	125	125	125	125	125
SW Detention Center	1,096	1,096	1,096	1,096	1,096	1,096	1,096	1,096	1,096
Smith Correctional Facility	870	870	1,470	1,470	1,470	1,470	1,470	1,470	1,470
Hub Jail	0	0	0	0	0	1,200	1,200	1,800	1,800
Total Jail Bed Inventory	3,467	3,467	4,067	4,067	4,067	4,978	4,978	5,578	5,578
Jail Beds Needed	4,447	4,601	4,754	4,902	5,022	5,139	5,250	5,358	5,461
Jail Bed Surplus (Deficit)	(980)	(1,134)	(687)	(835)	(955)	(161)	(272)	220	117

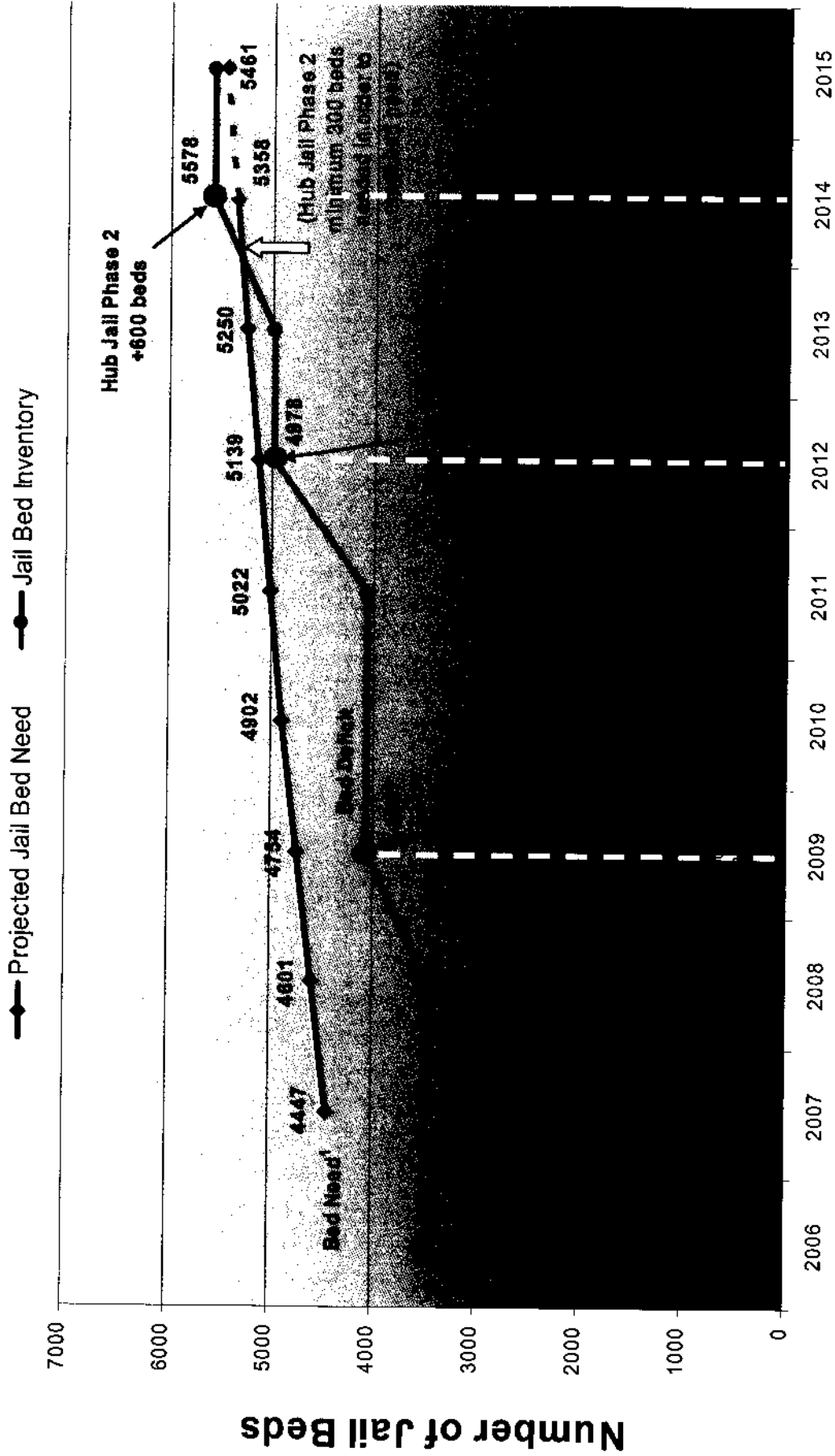
Notes: Assumes closure of 289 beds in 1961 jail in 2012. Excludes 137 medical beds and residential substance abuse treatment beds.

The financial model developed by Capital Partnerships Inc. (CPI) for last year's criminal justice facilities financing study projects a somewhat higher need, as indicated below.

Jail Beds	2007	2008	2009	2010	2011	2012	2013	2014	2015
Correctional Fac. Master Plan	4,447	4,601	4,754	4,902	5,022	5,139	5,250	5,358	5,461
CPI Financing Model	4,823	4,987	5,151	5,315	5,479	5,644	5,808	5,972	6,136



Jail Bed Deficit to New Construction





Proposed Hub Jail Projects

The proposed hub jail consists of the four specific capital improvement projects indicated below.

No.	Criminal Justice Facilities Projects	2007 Dollars	Escalated Dollars
1	Hub jail – Phase 1 beds (1,200) – includes site development (roads and utilities), administrative and maintenance facilities	\$254.47	\$323.27
2	Quick chill facility	25.22	32.39
3	Central laundry facility	6.38	8.03
	Subtotal – Phase 1 projects	286.07	363.69
4	Hub jail – Phase 2 beds (600)	98.08	142.88
	Total – Hub Jail Projects	\$384.14	\$506.56

Source: Parametrix, Inc, Order of Magnitude Construction Cost Estimate, April 10, 2007 (DMJM subcontractor)

- **Phase 1 jail beds.** This project actually consists of the design and construction of the following components:
 - **Road access:** connectors and local circulation streets.
 - **Utilities:** water, storm water, waste water, gas and electric utilities (does not include \$4 million in estimated costs for design and construction of a cogeneration plant that could become economically feasible if the hub jail is expanded beyond 1,800 beds).
 - **Jail beds:** 1,200 double bunk beds with associated Title 24 space (day rooms, intake/release, attorney interviews, programs, medical exams, outdoor exercise, housing control, administration, and inmate storage) comprising a total of 400,000 gross square feet.
 - **Administrative facility:** a 25,000 square foot administrative facility.
 - **Maintenance facility/warehouse:** a 40,000 square foot maintenance and warehouse facility.
- **Phase 1 quick chill facility:** it is currently estimated that a 35,000 square foot central kitchen and a 50,000 square foot refrigerated warehouse could serve all adult correctional facilities in the County.
- **Phase 1 central laundry facility:** it is currently estimated that a 10,000 square foot laundry facility could support both the hub jail and the Smith Correctional Facility after its planned 600-bed expansion.
- **Phase 2 jail beds:** 600 double bunk beds with associated Title 24 space (day rooms, intake/release, attorney interviews, programs, medical exams, outdoor exercise, housing control, administration, and inmate storage) comprising a total of 200,000 gross square feet.



Hub Jail Capital Cost Assumptions

Below is a brief summary of hub jail capital cost assumptions used to estimate the costs of the four hub jail projects.

Capital Cost Assumption	Unit Cost	Units
2007 cost for hub jail beds (see above for components)	\$350	Square Foot
2007 cost for quick chill kitchen and equipment	\$365	Square Foot
2007 cost for quick chill warehouse storage	\$100	Square Foot
2007 cost for laundry facility	\$425	Square Foot
2007 cost for hub jail administrative space	\$100	Square Foot
2007 cost for hub jail maintenance facility and warehouse	\$185	Square Foot
2007 cost for new construction of office space	\$336	Square Foot
2007 cost for addition/renovation of office space	\$345	Square Foot

Source: Parametrix, Inc, Order of Magnitude Construction Cost Estimate, April 10, 2007 (DMJM subcontractor)

Capital Cost Assumption	Unit Cost	Units
Programming and design	10.0%	Construction (C)
Equipment and furnishings (E & F)	8.0%	Construction (C)
Contingency	10.0%	C, E & F
Construction management	6.5%	C, E & F
Project administration	4.8%	C, E & F
Capital cost escalation (12.0% in 2007-2008)	6.0%	Year

Source: Information provided to Capital Partnerships during 2006 criminal justice facilities financing study.

Proposed Financing of the Hub Jail Projects

The table on page 5 summarizes proposed financing of the 1,800-bed hub jail (including the quick chill facility and the central laundry facility):

- Securitize the tobacco settlement revenues in such a way as to generate \$325.0 million in financing proceeds and \$35 to \$45 million in reinvestment income for the hub jail project.
- Use \$21.5 million of Development Impact Fee (DIF) revenue to help pay for the 1,200 Phase 1 beds.
- Use \$125 million of the proposed Jail Operating Reserve Set-Aside to pay for most of the 600 Phase 2 beds. This Reserve would be built up by Board appropriation of \$15 million in FY 2007-08 increasing incrementally by \$15 million in each of the following 4 fiscal years for a total of \$225 million, of which an estimated \$88 million would be spent on operating the 600 additional SCF beds until FY 2012-13, when the hub jail is projected to open.

The "layer cake" exhibit on page 6 summarizes the annual CORAL debt service associated with existing and planned financings (those approved by the Board). It indicates the availability of an additional \$150 million in financing proceeds in FY 2007 to FY 2012. That would be more than enough to pay for the 600 Phase 2 beds of the hub jail. However, that would leave no financing for (a) any cost growth of approved projects or (b) additional CIP projects to be paid for with CORAL financing proceeds.



Riverside County Criminal Justice Facilities Project Priorities and Proposed Financing

Priority	Criminal Justice Facility Project	Escalated Cost (millions)	Tobacco Revenue Financing	Jail Operating Reserve		Development Impact Fee Financing		CORAL Lease Financing		Gen. Fund New Funding
				Set-Aside	Set-Aside	Financing	Financing	Financing	Financing	
	Funds available, 2007- 2012		\$360.00	\$137.00	\$137.00	\$21.50	\$21.50	\$150.00	\$150.00	\$25.00
1	Phase 1 beds (1,200)	\$323.27	301.77			21.50				
2	Phase 1 quick chill facility	32.39	32.39							
3	Phase 1 central laundry facility	8.03	8.03							
	Subtotal – Phase 1 projects	363.69	342.19			21.50				
4	Phase 2 beds (600)	142.88	17.81	125.00						
	Total Capital Expenditures	\$506.56	360.00	125.00		21.50		0.00		0.00
	Funds Available		\$0.00	\$12.00		\$0.00		\$150.00		\$25.00

Notes:

- (a) Cost of Phase 1 beds excludes the \$7.0 million already spent to purchase the 130 acres of land for the hub jail site.
- (b) Quick chill facility and central laundry facility could be located at the hub jail site or another County site between the hub jail site and the Smith correctional Facility.
- (c) Hub jail – Phase 2 beds are being planned as a separate capital project, but they could be designed and constructed at the same time as the Phase 1 beds in order to reduce cost escalation.
- (d) Tobacco revenue financing assumes securitization of annual tobacco revenues (above the proposed \$10 million to be annually allocated to the hospital) until 2026.
- (e) General Fund funding assumes that \$15 million (60%) of \$25 million in annual cash commitments to CIP is allocated to criminal justice facility projects; the percentage is currently 63%.



Estimated Jail Operating Costs

The following table summarizes estimated jail operating costs (millions of escalated dollars) for the same nine years as the table and exhibit on pages 1-2. Estimated costs are based on the assumptions summarized below.

Fiscal Year	Additional Jail Beds	Annual Inflator	Sheriff Services	Medical Services	MH Services	Pers. Supplies	Food	Other Ops.	Incr. Costs
2007	Cost / bed	1.000	\$25,503	\$3,381	\$2,265	\$5,905	\$3,418	\$2,550	\$43,022
2009	600	1.103	16.87	2.24	1.50	3.91	2.26	1.69	28.46
2010	600	1.158	17.71	2.35	1.57	4.10	2.37	1.77	29.88
2011	600	1.216	18.60	2.47	1.65	4.31	2.49	1.86	31.38
2012	1,511	1.276	49.18	6.52	4.37	11.39	6.59	4.92	82.97
2013	1,511	1.340	51.64	6.85	4.59	11.96	6.92	5.16	87.11
2014	2,111	1.407	75.75	10.04	6.73	17.54	10.15	7.57	127.79
2015	2,111	1.477	79.54	10.55	7.06	18.42	10.66	7.95	134.18

Hub Jail Operating Cost Assumptions

Incremental jail operating costs for the Smith Correctional Facility expansion (600 beds) and the proposed hub jail (1,200 and 600 beds) are based on the following operating cost assumptions.

Operating Cost Assumption	Unit Cost	Units
2007 average corrections personnel cost	\$79,994	Position
2007 average corrections personnel cost	\$25,503	Jail Bed
2007 medical care costs – inmates	\$3,381	Jail Bed
2007 mental health services costs – inmates	\$2,265	Jail Bed
2007 personnel supplies and services cost	\$5,905	Jail Bed
2007 jail food costs	\$3,418	Jail Bed
2007 operating costs	\$2,550	Jail Bed
2007 total costs	\$43,022	Jail Bed
Operating cost inflation	5.0%	Year

Source: Personnel salary/benefits, supplies and services costs per bed were calculated based on FY 2006-07 budget for Sheriff's Correctional Division. Medical and mental health services costs per bed were provided by Executive Office staff during the current financing study. Food costs per bed were provided by Sheriff's Department staff during the 2006 criminal justice facilities financing study. Other operating costs (10% of personnel cost) were provided by Executive Office staff during the current financing study.



General Fund Implications of the Hub Jail

The table on the following page summarizes the annual implications for the General Fund of the following financial commitments:

- Existing and planned CORAL debt service to be paid with General Fund revenues (see notes)
- CORAL debt service associated with proposed financing of hub jail – Phase 2 beds (600)
- \$25 million in annual allocation to CIP for funding of pay-as-you-go projects
- Incremental operating costs of the Smith Correctional Facility expansion (600 beds) and the hub jail (1,800 beds)
- 4% contingency for incremental operating costs (consistent with Board policy).



General Fund Implications of the Hub Jail and Other CORAL Financing

Fiscal Year	CORAL Debt Service Note A	CORAL Debt Service Note B	CORAL Debt Service Note C	CIP Contribution D	SCF / Hub Jail Incr. Op. Cost Note E	Operating Contingency Note F	Total Gen. Fund Commitments
2008	22.81			25.00			47.81
2009	25.66			25.00	28.46	1.14	80.26
2010	25.79	21.88	17.50	25.00	29.88	1.20	121.25
2011	25.97	21.88	17.50	25.00	31.38	1.26	122.98
2012	26.05	21.88	17.50	25.00	82.97	3.32	176.71
2013	26.26	28.88	17.50	25.00	87.11	3.48	188.24
2014	26.41	28.88	17.50	25.00	127.79	5.11	230.69
2015	26.78	28.88	17.50	25.00	134.18	5.37	237.71
2016	27.10	28.88	17.50	25.00	140.89	5.64	245.01
2017	18.29	28.88	17.50	25.00	147.94	5.92	243.52
2018	18.23	28.88	17.50	25.00	155.33	6.21	251.16
2019	18.26	28.88	17.50	25.00	163.10	6.52	259.26
2020	18.15	28.88	17.50	25.00	171.25	6.85	267.63
2021	18.16	28.88	17.50	25.00	179.82	7.19	276.55
2022	17.32	28.88	17.50	25.00	188.81	7.55	285.06

Notes

- A - Includes existing CORAL debt service for 1985 ACES, 1985 CHFFA, 1993/1997 Hospital, 1993 Monterey Avenue, 1993 Master Refunding, 1997 Family Law Court, 1997 Lease Refunding, SWJC, CAC Annex, 2005 & 2006 CIP, and Perris Sheriff Station
- B - Includes planned CORAL debt service for Downtown Law Building, 2 animal shelters, property tax system, 800 MHz system, and CHA building expansion.
- C - Includes prospective CORAL debt service for \$150 million for 600 Phase 2 beds
- D - Includes proposed cash commitments to the Capital Improvement Program for pay-as-you-go projects..
- E - Includes incremental operating costs of the SCF expansion (600 beds) and the Hub Jail (Phases 1 & 2) with 5% inflation
- F - Includes 4% cash contingency for incremental operating costs (consistent with Board policy)



This page intentionally left blank.



Section II
Other Criminal
Justice Facilities



Other Criminal Justice Facilities

Introduction

Riverside County is also looking at the space needs for four criminal justice agencies: the District Attorney's Offices, the Law Offices of the Public Defender, the Probation Department, and the Sheriff's Department. In some cases, space requests are in the form of identified projects, such as those summarized below. In other cases, space requests are just that – space requests that have not yet taken the form of identified projects. Both are described in this section of the report.

CJFD Program Categories	Projects	2007 Dollars	Esc. Dollars
Probation Department – juvenile detention beds	3	\$68.55	\$145.38
District Attorney's Office/parking – Riverside	1	119.35	152.61
Law Offices of the Public Defender – Riverside	1	22.32	28.60
Sheriff's Department – communication/support center	1	22.32	49.57
Sheriff's Department – patrol stations	2	22.95	52.60
Total projected costs	8	\$255.49	\$428.76

Project costs are escalated at 6% per year. Currently projected escalated costs are based on consultant assumptions regarding the timing of project delivery.

Juvenile Detention Bed Requests

Below is a comparison of the number of juvenile detention beds anticipated by the Probation Department with the juvenile detention bed requirements projected by the CJF financing model.

Juvenile Detention Beds	2007	2012	2017	2022
Total juvenile detention beds projected by model	562	550	572	704
Riverside Juvenile Hall	193	300	300	300
Van Horn Youth Center	44	44	66	66
Indio Juvenile Hall	152	152	252	252
Southwest Juvenile Hall	99	99	99	99
Twin Pines Ranch	70	70	170	170
Total juvenile detention beds requested	558	787	887	887
Projected excess (shortage) of beds	3	(237)	(315)	(183)

The number of required juvenile detention beds projected by the CJF model projections is based on assumptions regarding continuation of historical patterns:

- **Juvenile arrest rates:** (per 100,000 at-risk population: age 10 to 17 years old)
- **Bookings:** (% of arrests: 100% for felonies, 50% for misdemeanors)
- **Pre-trial incarceration rates:** (% of bookings: 50% for violent felonies, 20% for property felonies; 5% for drug/other felonies, and 2% for misdemeanors)



- **Pre-trial incarceration duration:** (average number of days: 180 days for violent felonies, 30 days for all other incarcerations)
- **Post-trial incarceration rates:** (% of bookings: 5% for property/drug/other felonies); this assumes that juveniles convicted of violent felonies are ordered to California Department of Corrections and Rehabilitation (CDCR) Division of Juvenile Justice (DJJ) facilities.
- **Post-trial incarceration duration:** (average number of days: 30 days for property/drug/other felonies).

Assuming continuation of the above historical patterns, the projected growth in required juvenile detention beds is essentially a function of the growth in the at-risk juvenile population. However, one of the above assumptions – post-trial incarceration rates – is about to change.

On December 4, 2006, CDCR issued a Temporary Department Order (#06-70) indicating that, effective July 1, 2007, DJJ would no longer accept youth with mental health conditions and/or medical health conditions and associated limitations “that are sufficiently severe to interfere with the youth’s ability to materially benefit from DJJ’s programs or for which DJJ does not have adequate facilities to provide care – and for which DJJ can not otherwise reasonable accommodate through modifies programming or facilities.”

In his FY 2007-08 Proposed Budget, the Governor indicated that “Beginning July 1, 2007, the DJJ will begin the process of reducing the population of juvenile offenders housed in State facilities by using local facilities, and will provide financial resources to support their programs and housing needs. The DJJ will reduce its population so that only the most serious and violent juvenile offenders are housed in State facilities. Offenders convicted of lesser crimes will remain at the county level where they can benefit from programs provided by their local communities and be closer to potential support networks. The DJJ will accomplish this shift by narrowing the scope of intake and phasing out a portion of its current population. DJJ will:

- Stop intake of female juvenile offenders and no longer house female offenders in DJJ facilities;
- Stop intake for parole violators with an original non-violent offense;
- Stop intake of non-violent juveniles who are adjudicated by the court and who are currently committed to DJJ until age 21; and
- Return non-violent juveniles who are the responsibility of the DJJ until the age of 21 to the jurisdiction of counties.”

In a two-part report (May 7-8, 2007), the San Francisco Chronicle indicated growing pressure to close the State’s eight juvenile prisons; the article:

- References numerous studies detailing the persistence of inadequate rehabilitation programs and extraordinary levels of violence at DJJ facilities, despite (a) significant reduction in the juvenile prison population and (b) important successes in improving county treatment programs for juvenile delinquents.
- Mentions recent passage of a bill by the California Assembly’s Public Safety Committee to shut down the eight juvenile prisons and send the juveniles to their home counties for treatment or detention.
- Cites the estimated cost (\$216,000 per juvenile in FY 2007/08) of keeping juveniles in DJJ facilities under the terms and conditions of a 2004 consent decree.



The Governor’s proposed juvenile justice initiative has three major implications for the Probation Department’s juvenile facility requirements.

1. **Number and type (level of security) of juvenile detention beds required.** Below is a summary of the number of juveniles from the County currently incarcerated in DJJ facilities:

Category	Examples of Offenses	Girls	Boys	Total
1	Murder, kidnapping with death of victim, torture	0	2	2
2	Voluntary manslaughter, rape or sexual assault with injury	4	21	25
3	Sexual assault, robbery, assault, grand theft, burglary	0	12	12
4	Vehicular/involuntary manslaughter, arson, drug sale	4	30	34
5	Battery, robbery, burglary, accessory to murder	1	18	19
6	Concealable firearms, possession of explosives	0	8	8
7	Technical violations of parole	0	0	0
Total		9	91	100

Presumably, this means that Riverside County will need between 15 and 30 additional detention beds for juvenile girls with various levels of security requirements and will need between 50 and 100 additional beds for juvenile boys, depending on what happens to DJJ facilities (i.e., reduction versus shut down).

2. **Number and type of juvenile treatment beds required.** At present, only 174 (21%) of the County’s 565 juvenile beds are what might be considered “treatment beds” versus “custodial beds.” The former provide the space and staffing for providing evidence-based practices (EBP) interventions – typically in small group sessions facilitated by probation and/or mental health staff – in addition to the housing and educational services typically provided in the latter. This could mean that the County needs to provide different types of juvenile housing and programming space than that which exists at the current facilities; it could include following type of physical plant requirements:

- **Cottages or pods:** juvenile probationers housed in 20-bed cottages or pods, in which the youth can be clustered based on their risk levels and therapeutic needs.
- **Classrooms:** adequate space for high school education classes and workshops for vocational education purposes (the latter to give youth an opportunity to develop skills that the job market is seeking (e.g., construction trades or computer technician).
- **Intervention centers:** space (other than educational classrooms) where multidisciplinary staff (a) have offices, computers, and file cabinets; (b) can work one-on-one with emerging adults in confidential spaces; and (c) can work together in group therapy.

3. **Staffing levels.** Such facilities would likely be staffed by multidisciplinary teams:

- **Probation** staff with the knowledge, skills and experience to prepare youth for reentry into the community.
- **Health Services** staff on-site 24x7, especially given the prevalence of health-related issues with high-risk youth.
- **Mental Health Services** on-site 24x7 to deal with significant and persistent mental health symptoms and responsivity factors.
- **Education** staff that includes both well-qualified high school teachers and selected vocational education teachers.



Currently Proposed Juvenile Detention Facilities Projects

- **Riverside Juvenile Hall.** Riverside Juvenile Hall began as the “Old Farm House originally built in the early 1900s; additions were made in 1948 to create Juvenile Hall and included Mathews Cottage, a shelter facility for neglected, abandoned and abused children. The facility currently has 193 beds, 20 of which are currently being used for the Riverside Youth Academy, which is a juvenile treatment program designed as a DJJ alternative placement for minors that have failed other treatment programs and modeled after the desert Youth Academy at Indio Juvenile Hall. The facility lacks adequate space for intake processing, medical, mental health, school, visiting, laundry, storage, interviewing, program and administrative needs. Most of the facility is functionally obsolete, so construction of the above additions and 100 additional beds would mean replacing all of the existing buildings with the exception of (2) two 20-bed living units and the kitchen-dinning room complex all built in the 1980s and 1990s. To do so would require either (a) a phased replacement of the existing facility or (b) construction of a new facility at another location. The estimated project costs are \$51 million in current dollars and \$111 million in escalated dollars.
- **Indio Juvenile Hall.** The Indio Juvenile Hall opened in 1982 as a 50-bed facility. It was expanded to 100 beds in 1989 and to 152 beds in 2001. Currently 45 beds are being used by the Desert Youth Academy, which is a co-educational juvenile treatment program designed as a DJJ alternative placement for minors that have failed other treatment programs and the model for the Riverside Youth Academy. The facility lacks adequate space for intake processing, medical, mental health, school, visiting, laundry, storage, kitchen and dining room, interviewing rooms and administrative needs. It also needs 100 additional beds for the academy programs to free up occupied detention beds. The estimated costs are \$15 million in current dollars and \$31 million in escalated dollars.
- **Van Horn Youth Center.** The Van Horn Youth Center is a 44-bed residential treatment facility. It is essentially a co-educational facility for girls, 14-18 years of age, and boys, 12-15 years of age. The Probation Department is proposing to add another 22 beds to this facility at estimated costs of \$3 million in current dollars and \$4 million in escalated dollars.
- **Twin Pines Ranch.** Twin Pines Ranch opened in 1947 and is a 70-bed residential treatment facility for boys, ages 15 -18 years of age; located in the San Bernardino Mountains south of Banning off Highway 243. The Probation Department is proposing a feasibility study to determine if there is adequate water and power on the site for a 100-bed expansion.
- **New facility in mid-County.** The Probation Department is proposing the selection and acquisition of 20 acres in the mid county area for future development of a 400-bed juvenile detention and treatment facility. It is anticipated that all current sites will be maximized with current development requests and the rapid growth of the County will required the additional facility.
- **New camp facility.** The Probation Department is proposing the selection and acquisition of a 100-bed residential treatment facility site in either the southwest region or eastern region of the County.

Clearly, any of the above cost estimates are placeholders for projects to be defined and costed out once the State finalizes the juvenile justice reform plan and FY 2007-08 budget.



Criminal Justice Agency Office Space Requests

The remainder of this section of the report summarizes 5 identified criminal justice facilities projects as well as other office space requests of the District Attorney's Offices, the Law Offices of the Public Defender, the Probation Department, and the Sheriff's Department. It is important to point out that the geographic location of additional space could be affected by the State's decision regarding the construction of a new court in Mid-County.

District Attorney's Office

Below is a summary of office space occupied and requested by the District Attorney's Office. It would nearly double DA office space over the next 15 years.

Office Space Locations	2007	2012	2017	2022
Riverside offices (9 locations)	124,291	210,000	210,000	210,000
Riverside juvenile offices	5,782	30,782	30,782	30,782
Indio offices	29,341	56,341	56,341	56,341
Southwest offices	16,545	16,545	16,545	16,545
Mid-County / The Pass	3,542	28,542	28,542	28,542
Total office space requested by DA	179,501	342,210	342,210	342,210

District Attorney's Office - Identified Projects

- **Downtown Law Building / Parking Garage.** The County's architect has developed plans to design and construction a 210,000 gross square foot office building at the existing Fleet Services garage site on Orange Street to provide offices and parking for the District Attorney and his staff. The building is being designed to accommodate 700 staff in various classifications.
 - The new building would enable the District Attorney to (a) consolidate 475 staff that are currently spread out across 11 locations with about 124,000 square feet of space and (b) accommodate projected growth in staff.
 - The architect's current plans also involve construction of a 290,000 square foot parking structure that would provide 750 parking spaces for both DA and other County staff as well as the public.

District Attorney's Office – Other Space Requests

- **West County.** The District Attorney occupies nearly 6,000 square feet near Riverside Juvenile Hall to house 20 positions and is requesting 25,000 square feet of additional space over the next 15 years to house a total of 120 positions. The District Attorney wants an additional 25,000 square feet of space in the County Circle area.
- **Indio.** The District Attorney occupies about 46,500 square feet of space in the Indio County Administrative Center (CAC) and Indio Law Library to house 150 positions and is requesting 55,000 square feet of additional space over the next 15 years to house a total of 417 positions.
- **Southwest.** The District Attorney occupies about 31,000 square feet of space at two locations to house 147 positions and is requesting 70,000 square feet of additional space over the next 15 years to house a total of 411 positions.



- **Banning.** The District Attorney occupies nearly 1,800 square feet of space in the Banning County Administrative Center (CAC) and is requesting 25,000 square feet of additional space in Banning (or the Mid-County area) over the next 15 years to house a total of 120 positions.

Law Offices of the Public Defender

Below is a summary of office space requirements occupied and requested by the Law Offices of the Public Defender. It would essentially double Public Defender office space over the next 15 years.

Office Space Locations	2007	2011	2017	2022
Riverside offices	35,049	62,100	62,100	62,100
Riverside juvenile offices	3,182	3,182	10,182	10,182
Indio offices	13,768	13,768	13,768	28,768
Southwest offices	12,203	12,203	12,203	28,203
Banning office	1,686	1,686	1,686	19,696
Total office space requested by PD	65,888	92,939	99,939	142,939

Law Offices of the Public Defender – Identified Projects

- **Riverside Civic Center.** Current CIP plans call for the Public Defender to move into the 62,100 square foot space currently occupied by the District Attorney at 4075 Main Street when the District Attorney consolidates staff in the new Downtown Law Building. However, this building is approximately 40 years old, so the County will need to conduct a Facility Condition Assessment to determine building renovation needs and estimated costs. At this point, the County believes that it will need to replace mechanical systems (e.g., HVAC and elevators), make seismic improvements, and replace the parking structure. Accordingly, the currently estimated costs of \$22 million in current dollars and \$29 million in escalated dollars can only be viewed as placeholders until the Facility Condition Assessment is completed.

Meanwhile, the Public Defender currently lacks sufficient office space for its existing staff as well as 8,000 square feet of space for conference rooms, training, group work and storage. The County needs to identify alternatives to provide the Public Defender with additional space for the next 3-5 years and perhaps for the long-term as well.

Law Offices of the Public Defender – Other Space Requests

- **West County.** The Public Defender occupies more than 3,000 square feet near Riverside Juvenile Hall to house 22 positions and is requesting 7,000 square feet space over the next 15 years to house a total of 40 positions.
- **Indio.** The Public Defender occupies nearly 14,000 square feet of space in the Indio Administrative Center to house 55 positions and is requesting 15,000 square feet of additional space over the next 15 years to house a total of 114 positions.



- **Southwest.** The Public Defender occupies about 12,000 square feet of space in the Southwest Justice Center to house 54 positions and is requesting 16,000 square feet of additional space over the next 15 years to house a total of 112 positions.
- **Banning.** The Public Defender occupies nearly 2,000 square feet of space in the Banning County Administrative Center and is requesting 18,000 square feet of additional space in Banning (or the Mid-County area) over the next 15 years to house a total of 120 positions.

Probation Department

Below is a summary of field office space requirements being requested by Probation. It would more than double Probation office space over the next 15 years.

Probation Field Offices	2007	2012	2017	2022
Riverside (juvenile)	12,808	22,081	28,197	36,008
Franklin (adult)	14,894	26,496	33,783	43,276
Corona (adult)	4,639	6,750	8,370	10,655
Indio (combined)	15,000	33,210	42,110	54,027
Blythe (combined)	5,602	5,882	6,176	7,442
Palm Springs (combined)	7,500	9,450	12,285	15,749
Moreno Valley (combined)	29,356	52,224	66,586	85,297
Southwest Justice Center (combined)	7,200	7,639	9,664	12,427
Perris (combined)	11,200	11,883	15,032	19,331
Temecula (combined)	3,208	5,499	7,000	8,799
Banning (combined)	3,542	4,799	5,999	7,799
San Jacinto (combined)	5,000	5,250	6,090	7,661
Total field office space	119,949	191,164	241,292	308,472

Note: The above table does not reflect additional office space leased by the Probation Department in the past year.

Probation's office space requests do not reflect the Governor's proposal to transfer the State's juvenile parole function to the counties, where it would be combined with juvenile probation.

Probation Department – Space Requests

- **West County.** Probation occupies nearly 61,000 square feet at four locations in Riverside, Corona and Franklin to house a total of 185 probation field positions. Probation is requesting as much as 58,000 square feet of additional space over the next 15 years to house a total of 301 field positions.
- **East County.** Probation occupies more than 28,000 square feet at three locations in Indio, Blythe and Palm Springs to house a total of 142 probation field positions. Probation is requesting about 22,000 square feet of additional space over the next 15 years to house a total of 204 field positions.
- **Southwest.** Probation occupies more than 26,000 square feet at the Southwest Justice Center, Perris, San Jacinto, and Temecula to house a total of 93 probation field positions. Probation



is requesting about 22,000 square feet of additional space over the next 15 years to house a total of 199 field positions.

- **Mid-County.** Probation occupies more than 32,000 square feet in Banning and Moreno Valley to house a total of 51 probation field positions. Probation is requesting about 60,000 square feet of additional space over the next 15 years to house a total of 112 field positions.

Sheriff's Department

Below is a comparison of field office space currently occupied by the Sheriff with the field office space requirements projected by the CJF financing model.

Sheriff Patrol Stations	2007 Sworn	2007 Space	2012 Space	2017 Space	2022 Space
Riverside & West County	598	67,774	76,645	84,156	90,891
Indio / East County	291	55,969	64,813	73,813	82,112
Southwest / Mid-County	344	66,225	80,151	91,571	101,970
The Pass	49	9,486	11,753	15,447	18,946
Total model projections	1,282	199,454	233,362	264,987	293,919
Jurupa Valley	184	35,933	35,933	35,933	35,933
Eastvale	0	0	0	30,000	30,000
Indio	142	11,295	11,295	11,295	11,295
Colorado River (Blythe)	28	4,560	4,560	4,560	4,560
Palm Desert	151	21,903	21,903	0	0
Cove Communities	0	0	0	36,000	36,000
Thermal	0	0	45,000	45,000	45,000
Thousand Palms	0	0	0	30,000	30,000
Hemet	119	17,987	17,987	17,987	17,987
Lake Elsinore	118	23,500	23,500	23,500	23,500
Moreno Valley (city space)	186	0	0	0	0
Southwest	140	20,805	20,805	20,805	20,805
Perris	149	0	45,000	45,000	45,000
Cabazon	50	15,262	15,262	19,062	19,062
San Jacinto / Nuevo	0	0	0	30,000	30,000
Total Sheriff projections	1,267	151,245	241,262	349,142	349,142
Excess (shortage)	(15)	(48,209)	7,900	84,155	55,236



Sheriff's Department - Identified Projects

- **Sheriff communication and support center.** The Sheriff's Dispatch Center is currently located at 7195 Alessandro Avenue. The Sheriff's Technical Services Bureau and CAL-ID staff are currently located in separate leased facilities. The Sheriff is proposing to build a new 50,000 square foot building that would house the above functions as well as the County Fire Emergency Center. Estimated costs are \$22 million in current dollars and \$50 million in escalated dollars.
- **Sheriff's patrol station – Cabazon.** The Sheriff's Department is proposing a 3,800 square foot expansion of the existing 15,262 square foot patrol station in Cabazon. Estimated costs are \$2 million in current dollars and \$8 million in escalated dollars.
- **Sheriff's patrol station – San Jacinto/Nuevo.** The Sheriff's Department is proposing a new 30,000 square foot patrol station in San Jacinto or Nuevo to serve the mid-County area. Estimated costs are \$21 million in current dollars and \$45 million in escalated dollars.

Proposed Project Priorities and Financing

The table on the following page (a) indicates priorities among the 8 identified criminal justice facilities projects and (b) summarizes the proposed financing of the projects.

- Utilize 60% of future available CORAL financing to pay for applicable criminal justice facility projects in order of the priorities listed on page 20, with potential changes in priority for juvenile detention and treatment beds.
- Use \$17.0 million of Development Impact Fee (DIF) revenue over the next five years to help pay for part of 7 criminal justice facilities projects. Assumes they are included in the next DIF nexus study.
- Utilize \$50 million in General Fund allocations to the CIP over FY 2013 through FY 2022 to fund all or part of 5 criminal justice facilities projects on a pay-as-you-go basis.



Riverside County Criminal Justice Facilities Project Priorities and Proposed Financing

Priority	Criminal Justice Facility Project	Escalated Cost (millions)	Tobacco Revenue Financing	CORAL Lease Financing	Development Impact Fee Financing	Gen. Fund	
						Funding	New Funding
	Funds remaining, 2007- 2012		\$0.00	\$150.00	\$0.00	\$25.00	
	Funds available, 2013- 2022		0.00	250.00	17.00	50.00	
5	Downtown Law Building (DA)	152.61		149.17	3.44		
6	DA office renovation (PD)	28.60			1.40	27.20	
7	Sheriff Comm. & Support Center	49.57		44.61		4.96	
8	Riverside Juvenile Hall replacement	110.67		109.92		0.75	
9	Indio Juvenile Hall expansion	30.82		30.69	0.13		
10	San Jacinto/Nuevo Sheriff Station	45.07		36.07	9.00		
11	Van Horn Youth Center expansion	3.89				3.89	
12	Cabazon Sheriff Station	7.53			1.27	6.26	
	Total Capital Expenditures	\$428.76	0.00	370.46	15.24	43.06	
	Funds Available		\$0.00	\$29.54	\$1.76	\$31.94	



Attachment B

RCRMC is a county-operated hospital. It provides services regardless of a patient's ability to pay. For more than a decade prior to FY 1999/00, the hospital required no general fund contribution. That changed with mandated increases to nursing-staff ratios, increased insurance rates and increased non-reimbursed health care services. Those massive shifts have made it a challenge to generate enough revenue to cover costs, which continue to increase faster than inflation.

Beginning in FY 2004/05 the Board agreed to a proposal developed by the Executive Office and RCRMC to increase general fund support, maximize hospital revenue and control operational costs. Strong RCRMC management and the additional general fund support have allowed the hospital to generate a substantial fund balance (estimated to be \$52 million in July, 2007.)

This projected fund balance is \$6 million more than the 45 days of working capital that would optimally provide for cash-flow needs. However, hospital staff expects this balance to fall rapidly over the next three years, based on projections of how state and federal reimbursement rules will affect them. We will monitor this potential impact.

The \$16.6 million tobacco settlement revenue that the hospital receives is used for debt service and operations. The \$10 million used for debt service will be protected and the remaining \$6.6 million will be used to fund jail bed construction, through securitization. The Executive Office proposes – and RCRMC management agrees – with the financing plan summarized below. This plan protects revenue needed for debt service while also providing for jail bed construction. It also grants the hospital \$6.6 million in FY 07/08, for capital projects (or operations if necessary.)

	FY06/07	FY07/08	FY08/09
Tobacco settlement	16.6	10 *	10
SB1732	7	7	7
Redevelopment	5	5	5
	<hr/>	<hr/>	<hr/>
	28.6	22	22

	FY06/07	FY07/08	FY08/09
GF support	14.4	14.4	14.4
One-time support	0	6.6	0
	<hr/>	<hr/>	<hr/>
	14.4	21	14.4

* Tobacco revenue "lost" in FY 07/08 and beyond is securitized to pay for jail beds.

The Executive Office and RCRMC will cooperatively monitor the effect of state and federal actions on our hospital's financial situation, and also monitor the department's cash position. Should the cash position deteriorate rapidly, more general fund support could be needed in FY 08/09. Alternatively, if the cash balance remains strong, some reserves can be used for pending capital projects such as an automated records management system.

1