

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

454



FROM: Executive Office

SUBMITTAL DATE:
May 3, 2011

SUBJECT: Capital Improvement Plan (CIP) May 2011 Update

RECOMMENDED MOTION: That the Board of Supervisors approve and:

1. Change the CIP's highest priority from specifically a hub jail to the general need to add jail beds;
2. Direct the CIP team, together with the Sheriff's Department, to update the jail bed needs assessment, and evaluate other options for jail expansion;
3. Secondary to jail bed expansion, approve the following projects for immediate evaluation: Fire Emergency Operations Center (EOC), RCIT tenth floor equipment move.

BACKGROUND: Our challenging financial position is shifting the county's capital priorities. More than ever, project costs, timing, and on-going operations must be carefully studied. On April 12, 2011 (Item 3.29), the Board of Supervisors called for an updated capital improvement plan that includes the re-examination of the proposed Riverside County Regional Detention Center (RCRDC), near Whitewater.

Christopher Hans

(Continued on Pg. 2)

Christopher Hans
Deputy CEO

FINANCIAL DATA	Current F.Y. Total Cost:	N/A	In Current Year Budget:	No
	Current F.Y. Net County Cost:	\$ 0	Budget Adjustment:	Yes
	Annual Net County Cost:	\$ 0	For Fiscal Year:	2010/11

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

APPROVE

C.E.O. RECOMMENDATION:

BY: *Jay E. Orr*
Jay E. Orr

County Executive Office Signature

Policy
 Policy
 Consent
 Consent

Dep't Recomm.:
 Per Exec. Ofc.:

BACKGROUND: (Continued)

RIVERSIDE COUNTY REGIONAL DETENTION CENTER (RCRDC)

An integral, ongoing operations-funding plan is a critical element of any construction project. In some cases, existing budget and staff can be assigned to the new structure; in other cases new resources or new net county cost is anticipated. For jails in particular, operational costs can be considerable - some recent estimates put these costs near \$50,000 per bed yearly. A plan to cover these costs will be brought forward with future recommendations for the projects discussed below.

The planning for the construction of new jail beds began in January 2004 when the Board directed the CIP team to embark on a jail facilities master plan. This effort resulted in the Correctional Facilities Master Plan, approved by the Board on October 25, 2005 (item 3.5) and attached for your reference. Over a period of 18 months, the Corrections Working Group (Executive Office, Facilities Management and Sheriff's Department) updated the master plan and formulated recommendations for financing options, the immediate construction of 480 beds at Smith Correctional Facility, alternative means of construction, and jail site considerations. On May 21, 2007 (item 1.0), financing was approved through the securitization of tobacco settlement revenue, and phase 1 of the RCRDC project began. Estimated at \$300 million to build, the first phase would include 1,200 jail beds, administrative space, infrastructure, quick chill kitchen, and central laundry. On February 5, 2008 (item 3.21), the Board approved the initial commitment of \$27 million for architectural services. An early design is nearly complete. It can be put on hold, and its elements will continue to be available.

The reexamination of the approach to provide additional jail beds should first begin with an update of the 2005 Correctional Facilities Master Plan. Costs and economic conditions are different now. The Executive Office will work collaboratively with Sheriff Sniff in this effort. Some of the Sheriff's early thoughts on this matter are in a recent letter that is attached to this F11. While a full update will likely take more than six months, we will endeavor to accelerate the process. An update will be provided at the end of the first quarter of the new year.

PREVIOUSLY-APPROVED, HIGH-PRIORITY PROJECTS

The previously approved project to remodel the old DA building for the Public Defender is moving forward. Design is underway and will soon be ready to bid. Construction funds have been identified. Operations will be transferred, so no new NCC is expected at this time.

The group of previously approved hospital projects show mixed progress toward completion. The smaller projects will be completed using available hospital cash reserves. The larger projects require bond sales to raise enough cash for construction. Before this can happen, two conditions must be met: new debt should not harm the county's general rating; and the hospital should be able to demonstrate its sure ability to make future debt service payments. Neither of these conditions is true at this time.

RECOMMENDED NEW HIGH-PRIORITY PROJECTS

The current Emergency Operations Center (EOC) was constructed in 1965 and was built in old bomb shelter style of construction. The EOC is the core of a response to all emergencies and disasters in Riverside County and provides the vital link of communication from the Riverside Operational Area to the California Emergency Management Agency (Cal-EMA). We are the link from all 28 cities, special districts, schools, tribes, and other stakeholders to the State and FEMA.

The EOC is located underground, in the basement of the County Administrative Center in downtown Riverside. We are the only EOC in Southern California that is located underground and at the seat of government. The facility does not provide adequate security or appropriate redundant lifeline systems. These systems include back-up power, water and communications.

Also located in the County Administrative Center in downtown Riverside is the main RCIT data center. The tenth floor setup includes the property tax system mainframe and other critical hardware.


Both the EOC and RCIT data center should be evaluated to determine how to improve security, and if necessary how and where each should be relocated. While a full evaluation could take more than six months, we will endeavor to accelerate the process. An update can be provided at the end of the first quarter of the new year.

CIP CALL FOR PROJECTS

This report focuses on several of the county's most important projects. However there are many other projects, vital to departments, which await the proper conditions to move forward. Most often projects languish for lack of funding. The CIP team regularly calls for a list of projects that department heads rate as important. The sizable list is screened, organized, prioritized, and brought to the Board together with recommendations. The process is time-consuming. The CIP team will initiate later this year. An update will be provided near the middle of the new year.



RIVERSIDE COUNTY SHERIFF'S DEPARTMENT
STANLEY SNIFF, SHERIFF / CORONER

To: Christopher Hans, Deputy CEO
From: Sheriff Sniff 
Date: April 26, 2011
RE: Future Jail Beds (CIP)

Thank you for your memorandum of April 14th, 2011, on the revisit of the current CIP priorities. We are aware of the new Board direction and, of course, will work handily with you and your office to revisit planning on future corrections needs for Riverside County.

Although the Eagle Mountain idea has been raised before it is not a workable site for any county jail facility by previous review by the State and our own staff, including myself. In addition to lack of potable water and pre-existing structures not meeting Title requirements; the ability for the site to operationally support the required stakeholders – medical, counseling, mental health, attorneys, facility staff, etc – is virtually impossible. In addition, it is not cost-effective from the standpoint of ongoing transportation costs.

It is our recommendation that any review of adding to existing jail/court sites for planning be conducted in the same methodical fashion as the first effort in 2005, and not done hastily. It will be somewhat difficult to show the cost-effectiveness of multiple, smaller jail addition sites being preferred over a single, consolidated site by probably any business model, especially if the secondary costs of replacing other county facilities/staff is added, but we will certainly work with our County partners on exploring those options. In any case, the existing hub jail concept, though shelved, should not be completely discounted even if placed at another site than Whitewater.

Finally, over the next few months our department has focused its internal planning priority on planning for the proposed steep budget reductions to our NCC this next FY. Those reductions will "crater" key departmental NCC-centers, including Corrections that will also require us to mothball and close hundreds of existing jail beds, and to lay off existing staff. These reductions will impact, though not eliminate, a number of Corrections functions through forced cross-leveling, including downsizing the planning unit. We will continue to partner with you as always, but ask that we utilize appropriate timelines for any new jail projects that are now, in reality, many years out.

CC: Undersheriff Walker
Asst. Sheriff Wagner
Chief Thetford

Riverside County Correctional Facilities Master Plan

October 25, 2005

Prepared by the Capital Improvement Program Team

Executive Office ♦ Facilities Management ♦ Economic Development Agency



**Corrections Master Plan
Table of Contents**

	Page
Needs	
1. Executive Summary	1
2. Background	3
3. Minimum Design Standards	8
4. Projecting Detention System Needs	14
5. Expansion Capacity of Existing Facilities	29
6. Analysis of Existing Facilities	34
7. Real Property Opportunities	55
8. Stakeholders	68
9. Corrections Definitions	73
10. Impacts of Classification on Jail Capacity	76
Financing	
11. Costs of Building & Operating Detention Facilities	79
12. Resources	90
13. Conclusion	96



EXECUTIVE SUMMARY

The Riverside County Correctional Facilities Master Plan project is a coordinated effort by the Capital Improvement Program (CIP) team to respond to recommendations in the January 27, 2004 FY03/04 Mid-Year Report to the Board of Supervisors.

At the conclusion of the second annual call for projects, the CIP team recognized that the various capital needs requested by county departments were beyond the funding capacity of the county.

The CIP team found an emerging need for master plan development in strategic county areas: to maximize planning efficiency for future county facility growth and staff needs; and to identify and prioritize critical projects in order to determine funding recommendations and sources. As directed by the Board of Supervisors, the CIP team began the process of developing master plans in three vital areas: the Riverside civic center, Indio downtown, and correctional facilities.

This report addresses the correctional facilities master plan. When factors of population growth, geographic area, bookings and available beds are evaluated together, the county is faced with the need to build an additional 2,283 beds by 2015, representing a 70% increase. The recommendation is threefold: 1) more than one facility is needed to meet the system wide criminal justice needs; 2) county-owned land at each correctional facility should be utilized first; and 3) new approaches to developing correctional facilities will be needed to accommodate jail needs beyond 2015.

The Sheriff's Department is developing one strategy in response to the jail needs outlined in the Correctional Facilities Master Plan. The Department's hub jail concept departs from the county's historic practice of building jails adjacent to court facilities. A phased facility, built around an initial core of administration and support spaces, is an intermediate solution to increasing jail beds prior to major expansion efforts at existing correctional facilities as well as a strategy to address jail needs beyond 2015.



Key issues to be addressed in the master planning process for correctional facilities include the following:

Building Options

- The number of beds needed, by county area, year and category, based on decisions made on the use of alternatives to incarceration.
- The types of housing (single cells, two-person cells, or dormitories) appropriate for each category of inmate (e.g. low-security sentenced misdemeanants) based on the current use of alternatives to incarceration.
- Approximately how much space is needed (estimate only).
- The extent to which an existing facility can be expanded, renovated, used as a supplementary facility or whether space can be reallocated or consolidated.
- The requirements for each new facility's site – location, proximities, access, size, costs for acquisition and site development, etc, and potential locations that meet these criteria.



BACKGROUND

Fact: California's 454 adult jails and 124 juvenile halls and camps were responsible for maintaining an incarcerated Average Daily Population (ADP) of 86,213 during 2001 – greater than the general population of 22 counties in the state.
Local Corrections in California 2002
Legislative Report

In the first quarter of 2002, the Average Daily Population (ADP) for Riverside County's correctional facilities was 3,184, which represents 95.6% of the average available beds. An excess of 90% of ADP of available beds indicates that the demand on the system has exceeded the effective capacities of the jails.
Riverside County Sheriff's Department 2004 Correctional Facility Needs Assessment

Between the 1990 and 2000 Census, the unincorporated population in the county of Riverside increased by 32% or 374,974 residents, more than twice the growth rate of the rest of the state.
E-1 City/County Population Estimates with Annual Percentage Change, 1/1/2003 and 1/1/2004, Department of Finance

"As the county's population has grown, so has the pressure on the jail system. The number of releases being granted pursuant to the Federal Court Order SA-CV-93808 AHS (RWRx) December 3, 1993 has grown. More sentenced inmates were released to accommodate the overcrowding." Gaps in the projections between unsentenced inmates and sentenced inmates continue to widen, indicating that unless policy changes are made or jail beds added, the county can expect the entire jail population to be unsentenced inmates in the next few years.
Riverside County Sheriff's Department 2004 Correctional Facility Needs Assessment

Jail overcrowding is not a recent problem. Overcrowding has been occurring in the county correctional system for the last 20 years. When alternatives to incarceration, release programs and inmate management policies are exhausted, the sheriff has no other option than to release inmates to comply with the Federal Court Order of December 3, 1993.

The Riverside County Sheriff's Department implements a number of programs and policies to manage the inmate population of its adult correctional facilities. Alternatives to custody and early release mechanisms have historically been the first line of defense in response to the rapid population growth. However, as the system falls behind the demands for jail space, the demand for these programs increases.

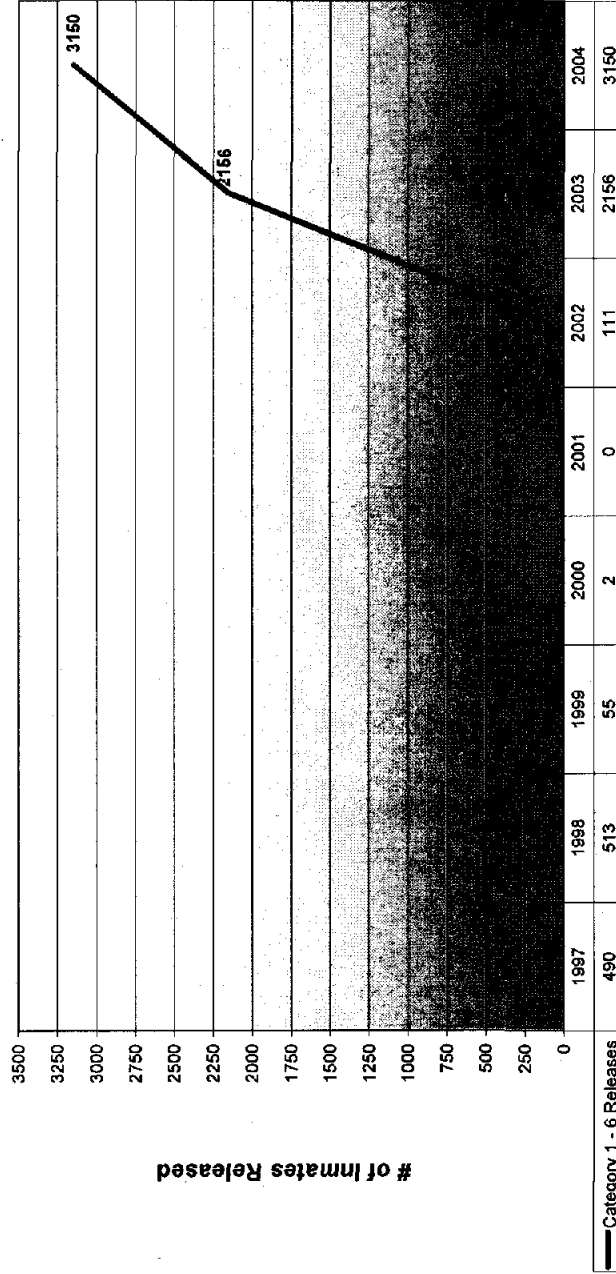
On December 1, 1998 the Strategic Vision, A Long-Range Service Plan was prepared for the county. Among its service goals and strategies for law enforcement and criminal justice were continuing efforts "to secure and maintain adequate resources to support a balanced, base-level of county-wide public safety and criminal justice services," including:

- Law enforcement services with base-level sheriff patrol at a targeted staffing ratio of one sworn Deputy Sheriff per 1,000 population in the unincorporated area. (Note: The Sheriff's budget for 05/06 was approved for a ratio of 1.2 sworn Deputy Sheriffs per 1,000 population).
- Coroner and Public Administrator Services
- District Attorney services
- Public Defender services
- Probation Services
- Municipal and Superior Court Services
- **Juvenile and Adult Corrections (probation, parole)**
- **Incarceration facilities, including jails, juvenile halls, and youth service centers**

The Board has also underscored the importance of efficient law enforcement and criminal justice programs through the Criminal Justice Planning Committee, formed on October 19, 2004. It includes the Chairman of the Board of Supervisors, past Chairman of the Board of Supervisors, the Presiding Officer of the Consolidated Courts, the District Attorney, the Sheriff, the Public Defender, the Chief Probation Officer, and the County Executive Officer.

Federal Court Order SA-CV-93808 AHS (RWRX) was the result of lawsuits by inmates at a time when many jail housing units were holding significantly more inmates than they were designed for. The court order stated that inmates cannot be housed if they do not have a bed and a mattress. Further, the order included provisions for the release or refusal to accept arrestees when any jail or housing unit is over 90% capacity. Although the county has been under the court order since December 3, 1993, the volume of releases was relatively low until 2002 when available bed capacities, alternatives to incarceration and work release programs reached maximum capacities. If new bookings cannot be housed, they are released based on the evaluation system of inmate categories. Inmates are considered for release in order of priority. The total number of federal releases from 1997 to 2004 is shown in the chart below:

**Total Federal Releases
1997 - 2004**



Source: Riverside County Sheriff's Department



Evaluation System of Inmate Categories			
Priority	In-Custody For	Adjudication Status	Type of Crime
I	Non-warrant arrest	Unconvicted/Unsentenced	Misdemeanor crimes against property
II	Arrest warrant	Unconvicted/Unsentenced	Misdemeanor crimes against property
III	Non-warrant arrest	Unconvicted/Unsentenced	Misdemeanor crimes against persons
IV	Arrest warrant	Unconvicted/Unsentenced	Misdemeanor crimes against persons
V	N/A	Sentenced	Misdemeanor crimes against property Misdemeanor crimes against persons
VI	N/A	Sentenced	Felony crimes against property Felony crimes against persons
X	N/A	Restricted Inmates	Not considered for federal release

Source: Riverside County Sheriff's Department; Table courtesy of Sally Beavan

Inmates Released								
	1997	1998	1999	2000	2001	2002	2003	Total
Unsentenced, Misd	168	153	20	0	0	16	193	550
Sentenced, Misd	292	311	35	0	0	62	615	1315
Unsentenced, Felony	10	12	0	2	0	3	37	64
Sentenced, Felony	20	37	0	0	0	30	1311	1398
	490	513	55	2	0	111	2156	3327

Source: Riverside County Sheriff's Department

Release of sentenced felons is a recent and troubling phenomenon, as shown in the tables above. It is critical to understand that "the inmates released per the federal court order are inmates sentenced to the county jail, not state prison. The underlying problem with releasing persons before they have completed the sentence ordered by the judge is that it undermines the intent of the court. A judge determines that, as a condition of probation, the person found guilty should serve a set amount of time in a



county correctional facility. Whether the sentence is intended to send a message by restricting a person's freedom or to offer an opportunity for in-custody drug treatment, it is the decision of the court. Early release interferes with the criminal justice process. However, we must not lose sight of the fact that these people are due to reenter the community within a one-year time period, the maximum length of a county jail sentence. These are not convicted murderers, rapists, or predatory offenders. They are people that judges have determined can best be dealt with by the courts and local probation officials." Riverside County Sheriff's Department

Finally, new crime law legislation also impacted the county's correctional facilities:

- Proposition 21 (March 2000): this proposition significantly changed several categories of criminal prosecutions. The list of "serious" and "violent" felonies was expanded. Significant changes were made to gang-related prosecutions including the addition of increased prison sentences and qualification of these offenses as strikes. The proposition also affected how juvenile offenders can be prosecuted as adults, allowing the District Attorney to direct file certain offenses in adult court.
- Proposition 36 (November 2000): this proposition significantly changed the prosecution of narcotics offenses. Under this proposition, qualifying defendants receive rehabilitative programs rather than incarceration. If the defendant stays in treatment after two drug-related violations and a third is proven, the protections of Prop 36 disappear and the defendant faces sentencing under pre-existing law, which allows incarceration for one to three years.
- Three Strikes law (March 1994): this provision provided for dramatically increased sentences for repeat offenders with one or more "serious" or "violent" felony convictions on their record. In addition to doubling their sentence, "second strike" offenders only receive 20% credit for time served, resulting in them serving 80% of their actual sentence. "Third Strike" offenders receive 25 to life sentences requiring them to serve a minimum 25 years before they even become eligible for parole. In 2004, Proposition 66 proposed the redefinition of third strike offenses. It was defeated by the voters.

Source Data: Riverside County District Attorney's Office

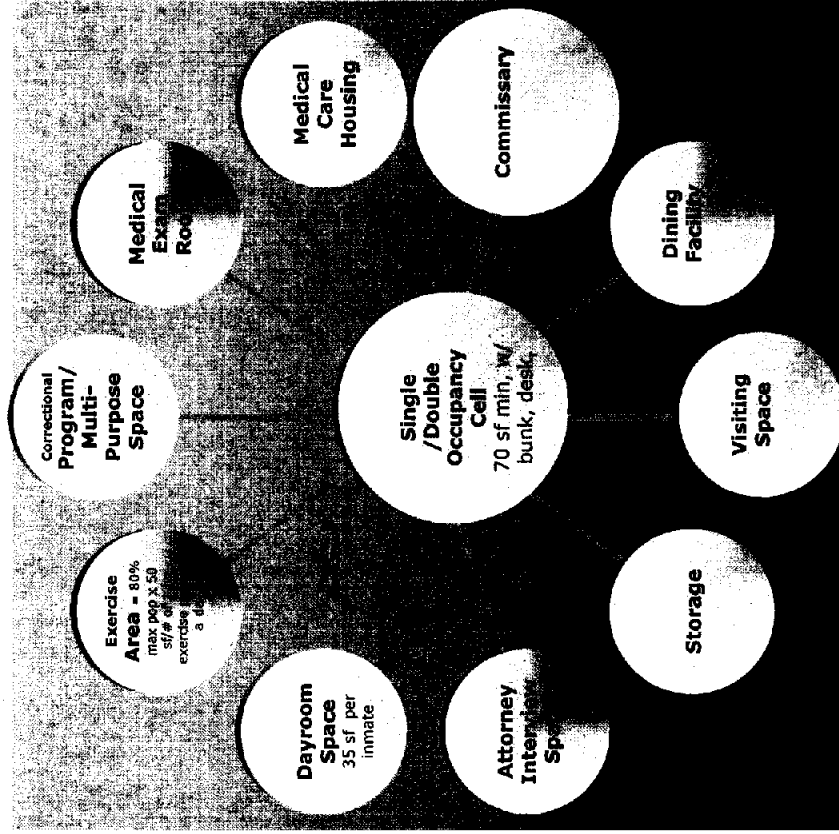
MINIMUM DESIGN STANDARDS

Title 24, Part 1 and Part 2, provides specific minimum standards for the design and furnishing of a facility and addresses the initial planning process for local detention facilities. It also serves as the basis for determining capacities. The design is driven by the operation of the facility, therefore careful planning will affect the operational strengths and limitations of the facility.

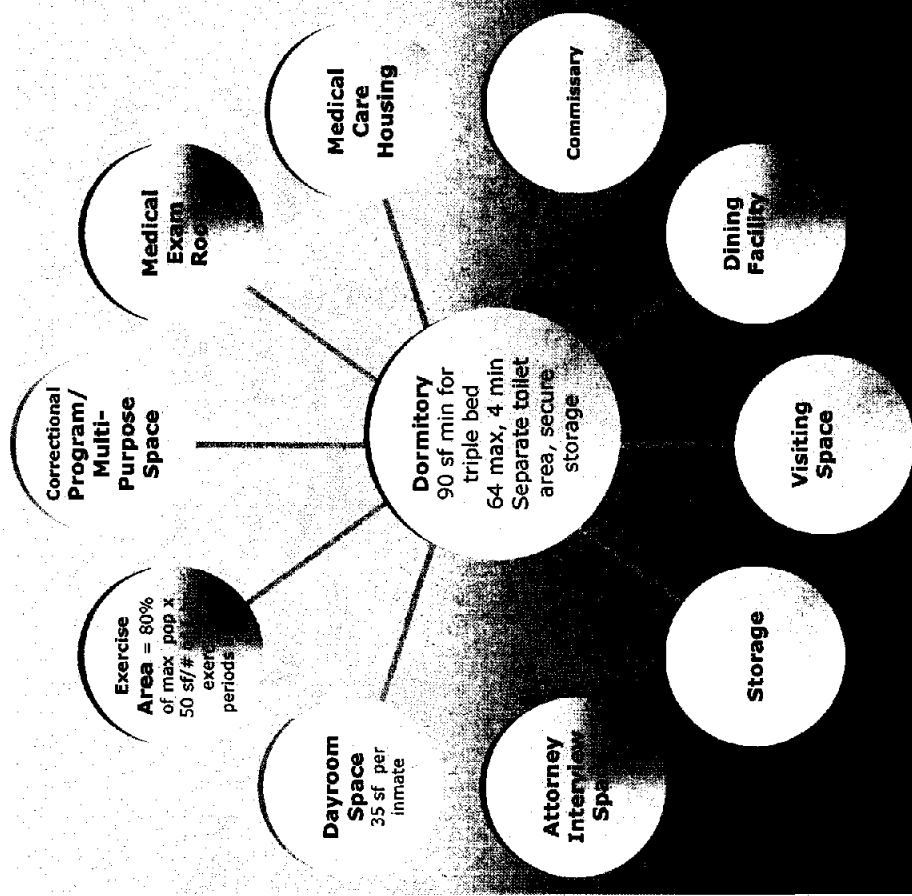
For any remodeling, or increase in capacity, all elements of a facility's design and capacity must be considered. Additions to capacity might be limited by the constraints of the physical plant. One cannot change part of the plant if all the other elements cannot support the change. Each element has bearing on how the building(s) can be used and how much flexibility the facility administrator will have in operating the facility or modifying its functions over its useful life. The decision to increase the capacity of a facility cannot be made arbitrarily. Both minimum jail standards and fire and life safety standards are affected by increasing a facility's capacity. For example, to increase Blythe's jail capacity by 16 beds, a new expansion in the day room, showers, outside recreation yard, visiting area, and a central and housing control room was necessary. Unless every element is adequate, the rated capacity cannot be increased.

Penal Code Section 6029 requires review by the Board of Corrections (BOC) if construction, remodeling or repair costs exceed \$15,000. Regardless of the proposed cost, the BOC may help jurisdictions avoid unanticipated problems such as those that could result from conversion of a storage space to housing or moving a wall. The regulatory impact of such changes could subject local agencies to unnecessary expense and exposure to litigation. The BOC's plan review process provides recommendations that focus on compliance with regulations.

Single Occupancy and Two-Person Cells. As classifiable beds are a high priority, single or double occupancy cells are the most flexible type of cell to accommodate classification needs and security levels. The difference between the development requirements for a single occupancy and a two-person cell is the maximum number of occupants and the dayroom space. The county's correctional system currently has 970 single and double occupancy cells, medical beds, isolation beds, and RSAT beds (Residential Substance Abuse Treatment), representing 1,997 beds.



Dormitory Style Cells. Dormitory Style cells may accommodate no fewer than 4 inmates and no more than 64. Dormitory housing is suitable for inmates classified as able to handle multiple-occupancy living environments. An increase in the number of beds in a dormitory requires all other physical plant requirements to be met, in addition to requirements for square footage. The county's correctional system currently has 40 dormitories, representing 1,367 beds.



The following matrix shows the required design features applicable to each type of facility. All correctional facilities in Riverside County are Type II facilities.

**TITLE 24, PART 2, SECTION 470A
PLANNING AND DESIGN REGULATION
MINIMUM STANDARDS FOR LOCAL DETENTION FACILITIES
APPLICABILITY TO EACH FACILITY TYPE**

WA = When Applicable (dependent upon operational characteristics of the facility)
X = Applicable

REGULATION	COURT HOLD	TEMP HOLD	TYPE I	TYPE II	TYPE III	TYPE IV
470A.2.1 [Title 15, Articles 4,5,6] Reception & Booking	WA	WA	X	X	WA	WA
470A.2.1.4 [Section 1266] Access to Shower		WA	X	X	X	
470A.2.1.5 [Title 15, Articles 12,13] Secure Vault or Storage Space	WA	WA	X	X	X	X
470A.2.1.7 [Title 15, Section 1067] Telephones (851.5 PC)	WA	WA	X	X	X	X
470A.2.2 [Title 15, Article 5] Temporary Holding Cells	X	X	X	X	WA	WA
470A.2.3 [Title 15, Sections 1050,1053] Temporary Staging Cells	WA	WA	WA	WA	WA	
470A.2.4 [Title 15, Section 1056] Sobering Cells		WA	WA	WA		
470A.2.5 [Title 15, Section 1055] Safety Cells		WA	WA	WA	WA	
470A.2.6 [Title 15, Article 5] Single Occupancy Cells		WA	X	X	WA	
470A.2.7 [Title 15, Article 5] Double Occupancy Cells		WA	WA	WA	WA	
470A.2.8 [Title 15, Article 5] Dormitories			WA	WA	X	X



REGULATION		COURT HOLD	TEMP HOLD	TYPE I	TYPE II	TYPE III	TYPE IV
470A.2.9	Dayrooms			WA	X	X	
470A.2.10	[Title 15, Section 1065]				X	X	WA
470A.2.11	[Title 15, Article 6]				X	X	X
470A.2.12	[Title 15, Article 10]				X	X	
470A.2.13	[Title 15, Article 10]	WA	WA	WA	X	X	WA
470A.2.14	[Title 15, Article 10]				WA	WA	
470A.2.16					X	X	WA
470A.2.17	[Title 15, Article 11]				X	X	X
470A.2.18	[Title 15, Section 1062]			X	X	X	X
470A.2.19	[Title 15, Section 1032]	X	X	X	X	X	X
470A.2.20	[Title 15, Section 1280]	X	X	X	X	X	X
470A.2.21	[Title 15, Articles 10,11,12,13]	WA	WA	WA	X	X	X
470A.2.22	[Title 15, Article 5]	X	X	X	X	WA	
470A.2.23	[Title 15, Articles 12,13]						X
470A.2.24	[Title 15, Section 1032]	X	X	X	X	X	X
470A.2.25	[Title 15, Article 10]				X		
470A.2.26	[Title 15, Section 1068]	X	X	X	X	X	
470A.3.1	Toilets/Urinals	X	X	X	X	X	X

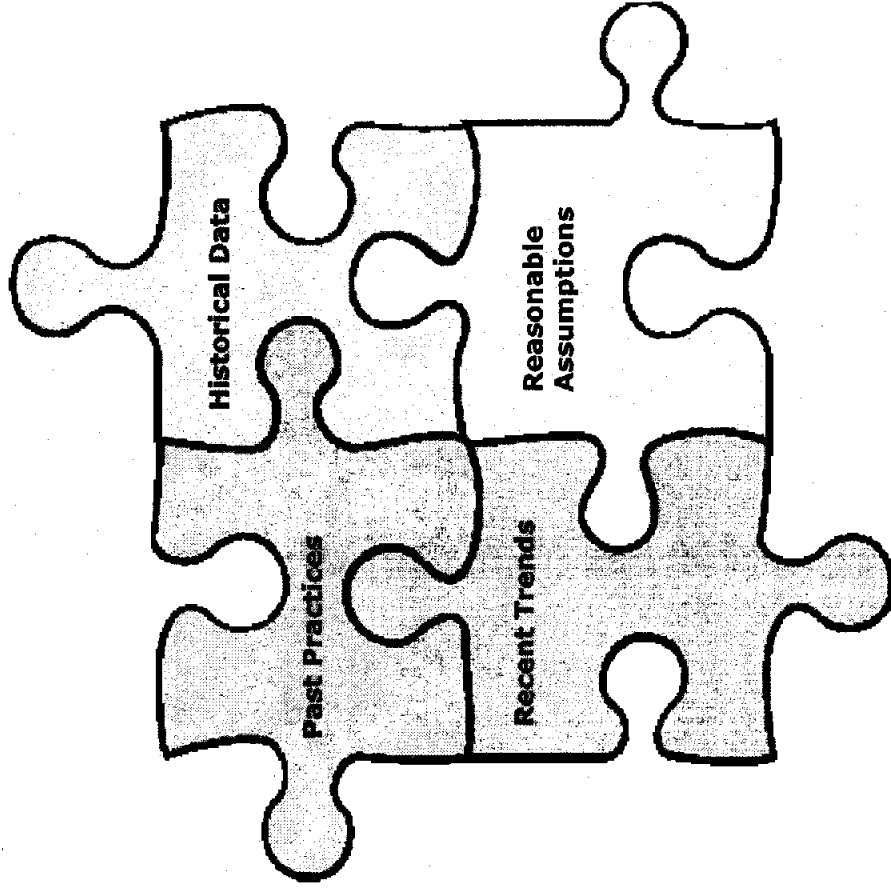


REGULATION		COURT HOLD	TEMP HOLD	TYPE I	TYPE II	TYPE III	TYPE IV
470A.3.2	Wash Basins	X	X	X	X	X	X
470A.3.3	Drinking Fountains	X	X	X	X	X	X
470A.3.4	[Title 15, Section 1266]		WA	X	X	X	X
470A.3.5	Showers		WA	X	X	X	X
470A.3.6	Beds/Bunks		WA	X	X	X	X
470A.3.7	Lighting	X	X	X	X	X	X
470A.3.8	Windows	WA	WA	X	X	WA	
470A.3.9	Cell Padding		WA	WA	WA	WA	
470A.3.10	Mirrors		WA	X	X	X	X
470A.3.11	Seating	X	X	X	X	X	X
470A.3.12	Table/Seat				X	WA	
	Weapons Locker	X	X	X	X	WA	

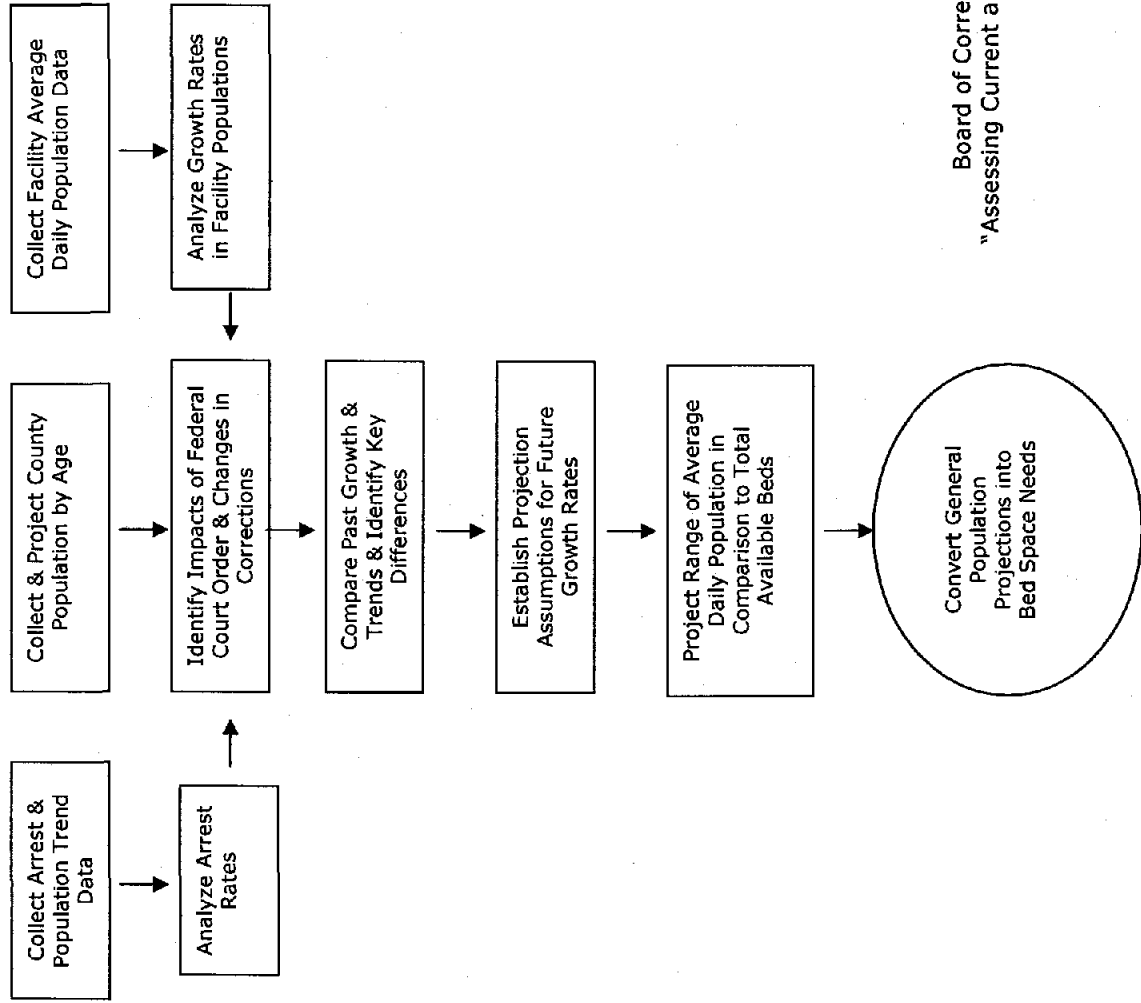


PROJECTING DETENTION SYSTEM NEEDS

When projecting future population and facility needs, there is no perfect approach to making projections. At best, an intelligent use of information on past practices, analysis of "real time" or historical data, study of recent trends, and reasonable assumptions can form guiding principles that lead to a range of bed needs for planning purposes.



Steps to analyzing the primary factors are suggested in the following flow chart:
Steps in Projecting Detention System Needs

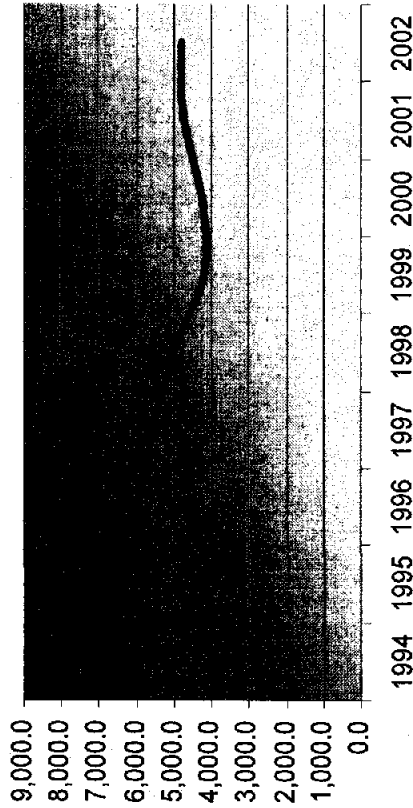


Board of Corrections Planning Handbook #3
"Assessing Current and Future Corrections Needs"



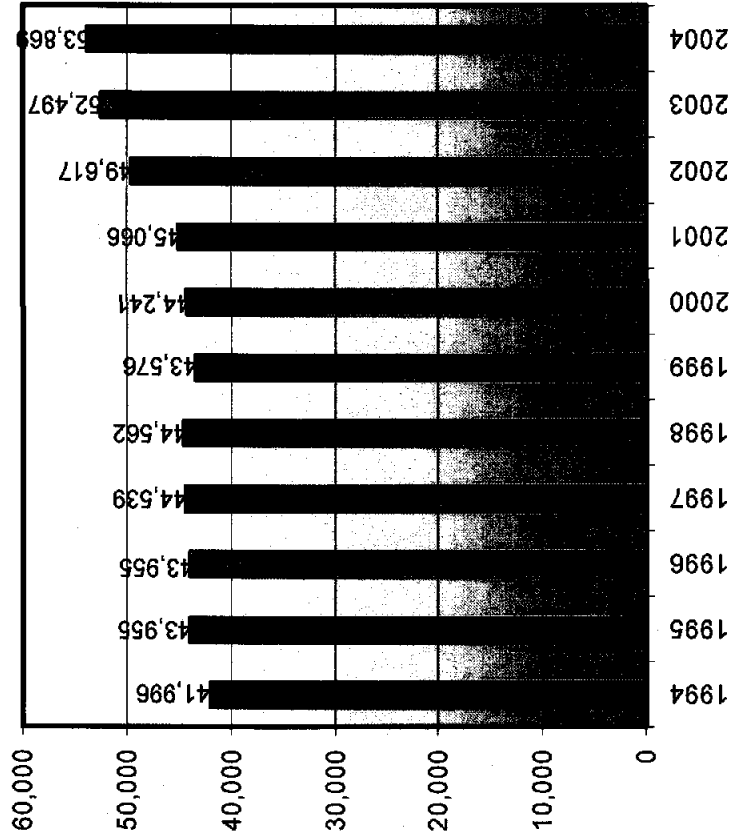
As shown in the charts below, historical arrest data for felony and misdemeanor arrests show that bookings were fairly constant between 1994 and 2000. Beginning in 2002, bookings rose. This coincides with the rapid increase in county population and the passage of new crime legislation.

**Riverside County
Crime Rate per 100,000 Population**



Source: Office of Attorney General Criminal Justice Statistics Center

Annual Bookings



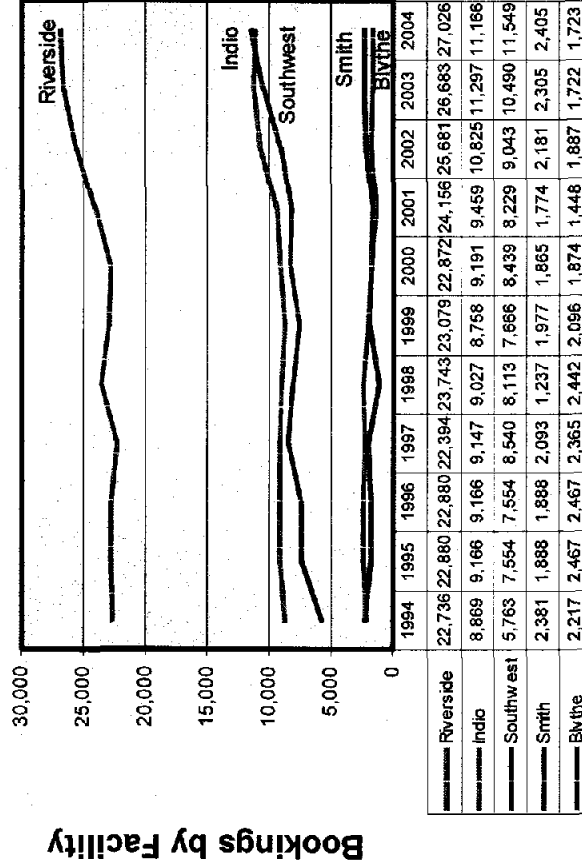
Note: Fewer than 15 arrest warrants often results in a citation in the field by the arresting officer; therefore, admissions may be artificially depressed by increasing the threshold for bookings.

Source: Riverside County Sheriff's Department



The number of bookings/admissions for each facility grew modestly from 1994, except for Blythe Jail, whose numbers of bookings have actually decreased over ten years. Countywide bookings were at their lowest between 1999 and 2001. Since then, bookings have steadily increased, as illustrated below.

Number of Bookings



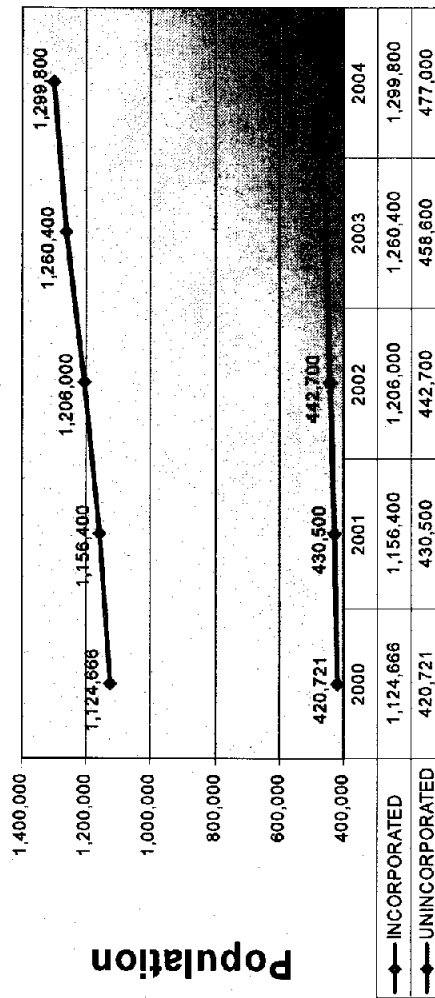
Years

Source Data: Riverside County Sheriff's Department



Between 1990 and 2000, the county's population grew from 1,170,413 to 1,545,387, representing a 32% increase. From January 1, 2003 to January 1, 2004, the growth in incorporated cities averaged 3.13% compared to 4.01% in the unincorporated county.

County Growth 2001-2004



Source Data: State of California, Department of Finance
E-4 Population Estimates for Cities, Counties and State 2001-2004

Population Growth by Age

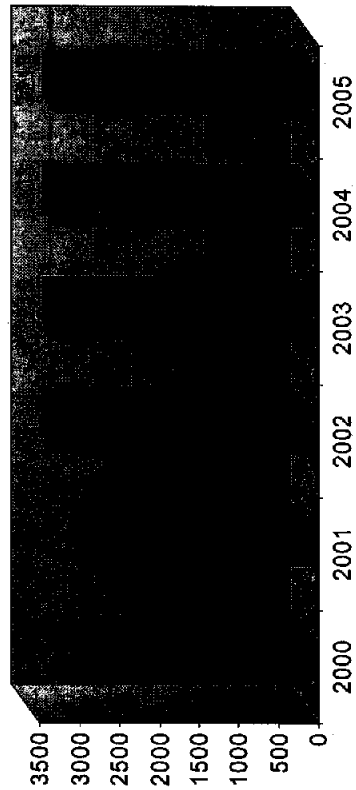
Year	18 - 69 yr olds	Total Population
2000	939,328	1,553,902
2001	983,663	1,616,704
2002	1,030,581	1,682,408
2003	1,083,107	1,758,719
2004	1,122,906	1,815,394
2005	1,161,571	1,871,587
2006	1,202,539	1,929,377
2007	1,243,894	1,986,790
2008	1,286,750	2,045,620
2009	1,329,568	2,105,041
2010	1,371,067	2,165,148
2015	1,527,502	2,417,508
2020	1,650,579	2,675,648

Source Data: State of California, Department of Finance
P-3 Population Projections by Race/Ethnicity, Gender and Age for California and Its Counties 2000-2050, Sacramento, California, May 2004



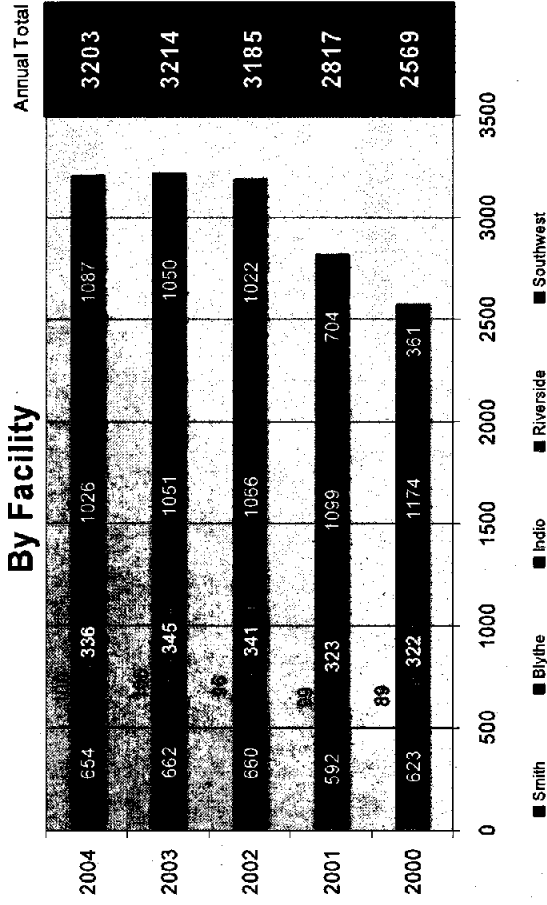
The charts below illustrate the Average Daily Population (ADP) of all correctional facilities with annual booking/intake data for each facility shows that the countywide ADP began to level off in 2003 primarily because there were no more immediate beds available in which to place inmates. At the same time, the numbers of early releases increased.

Average Daily Population



Source Data: Riverside County Sheriff's Department

Average Inmate Population By Facility



An analysis of growth rates in facility populations show that inmate populations are driven by bed capacity. That is, facility population is directly proportional to available classifiable beds. The impacts of growth in correctional facilities can be established by comparing the percentage of average available beds to average daily population. When Average Daily Population (ADP) exceeds 90% of the total available beds, the classifiable space is effectively exhausted. This means that placing inmates in the most appropriate housing for their classification is difficult. When housing options are unavailable, inmates must be released. Inmates placed into housing inappropriate to their classification increase the likelihood of inmate violence, as shown in the tables below:

INMATE POPULATION CHARACTERISTICS				
	2000	2001	2002	2004
Average Daily Population	2569	2817	3185	3203
Average Available Beds	2873	3408	3408	3227
Average Length of Stay	26.3 days	22.8 days	23.4 days	21.7 days
Percentage Population to Beds	89.4%	82.7%	93.5%	99.3%

ANNUAL INMATE ASSAULTS			
Type of Assault	2000	2001	2003
Inmate vs Staff: Injury	10	13	14
Inmate vs Staff: Non-Injury	100	64	69
Inmate vs Inmate: Injury	255	272	289
Inmate vs Inmate: Non-Injury	304	239	342
Total Assaults	669	588	749

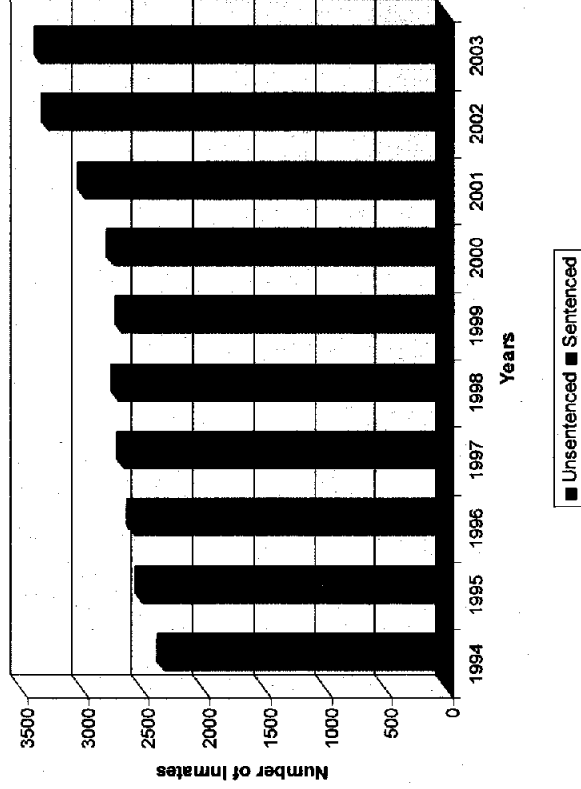
Source: Pre-Plan Outline for Building New Jail Facilities 2003/2004



Meanwhile, inmates are spending less time in jail. The average length of stay (ALOS) is generally decreasing. In 2000, the average length of stay was 26.3 days versus 21.7 days in 2004, a decrease of 17.5%. Although the county's Federal Court Order releases began in 1997, the number rose significantly after 2000. As the county's bookings increased while the number of jail beds remained unchanged, more inmates were released.

With the inmate population growth, inmate composition in county correctional facilities has also changed. The gap between the number of unsentenced and sentenced inmates continues to widen. Essentially, if both misdemeanants and felons were booked and mostly misdemeanants were released, the inmate population would consist mainly of felons, as illustrated by the chart below:

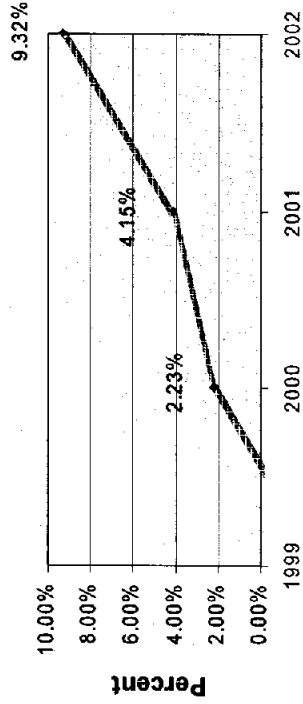
Sentenced vs. Unsentenced Inmates



Source: Riverside County Sheriff's Department

The number of women incarcerated in the county's correctional system has also increased. Where the number of women inmates in the state is growing at a rate of 3.6% a year, the number of women inmates in the county grew at a rate of 5% between 2001 and 2002, coincident with the inception of the war on drugs and the corresponding crime legislation. Women now comprise 12.8% of the average daily population.

Female Inmates in Riverside County



1999 - 2002

While the average number of inmates assigned to mental health beds has been relatively constant in the last three years, the number of mental health cases has risen dramatically. In 2002, the number of inmates in mental health beds grew 5% statewide from the previous year. However, in the county the number of mental health cases in correctional facilities grew 7% between 2002 and 2004. Riverside County Department of Mental Health

The state has increasingly relied upon the local jail system to provide shelter for people whose mental illness-related behavior results in their being arrested and incarcerated. Meanwhile, the cost of incarcerating the mentally ill has increased. In addition to basic shelter and care, the amount that the County Health Agency and Department of Mental Health spends for qualified staffing, psychotropic medication and the associated mental health services has become substantial. California Board of Corrections Jail Profile Survey 2002

According to the Sheriff's Department, the county is spending approximately \$300,000 on psychotropic medication *per quarter*, plus \$200,000 for other medication.



An analysis and comparison of bookings/admissions, county population growth, inmate population, composition and releases, and changes in the criminal justice system has revealed several emerging trends. These trends indicate several approaches to projecting future bed capacity.

Jail Bed Need Based on Statewide Incarceration Rate:

The Sheriff's Department 2004 "Correctional Facility Needs Assessment" illustrated the total number of beds needed based on the 1999 statewide average incarceration rate of 22.1 persons per 10,000 total population applied to Riverside County population projections. Riverside's lower incarceration rate may be attributable to more restrictive jail admissions policies as a result of a lack of jail beds in 1999. The projected bed need based on population growth alone, assuming no new jail beds are added, is shown below:

Jail Bed Need Based On 22.1 Statewide Incarceration Rate vs. 17.8 County Incarceration Rate							
	2000	2001	2002	2005	2010	2015	2020
17.8 Riverside County	2710	2787	2865	3096	3538	4042	4618
22.1 Statewide Average	3365	3461	3541	3827	4373	5018	5734
Number of Beds Available	2785	3137	3331	3227	3227	3227	3227
Average Daily Population	2569	2809	3184				
DEFICIT = Statewide Avg - Number of Beds Available	580	324	210	600	1,146	1,791	2,507



Using actual population figures up to 2004, and known number of beds, the bed need is actually higher, which suggests that the actual population in Riverside County has grown faster than estimated population projections in the Sheriff's needs assessment.

Year	Total Population	22.1 state incarceration rate (1999) per 10,000 total pop	17.8 county incarceration rate (1999) per 10,000 total pop	Actual available beds	Beds Needed
2000 Total	1,553,902	3,434	2,766	2873	561
2001 Total	1,616,704	3,573	2,878	3408	165
2002 Total	1,682,408	3,718	2,995	3408	310
2003 Total	1,758,719	3,887	3,131	3227	660
2004 Total	1,815,394	4,012	3,231	3227	785
2005 Total	1,871,587	4,136	3,331	3227	909
2006 Total	1,929,377	4,264	3,434	3347	917
2007 Total	1,986,790	4,391	3,536	3467	924
2008 Total	2,045,620	4,521	3,641	3467	1,054
2009 Total	2,105,041	4,652	3,747	3467	1,185
2010 Total	2,165,148	4,785	3,854	3467	1,318
2015 Total	2,417,508	5,343	4,303	3467	1,876
2020 Total	2,675,648	5,913	4,763	3467	2,446

Realistically, only a portion of the adult population would likely be arrested and incarcerated in the county's correctional facilities. In addition, the construction of 240 new jail beds is underway at Smith Correctional Facility. Furthermore, in order to reduce the need for Federal Court order releases, there needs to be sufficient beds to

accommodate growth in bookings while inmates remain in custody for the length of stay prescribed by the sentence.

Given the actual adult bookings into the county's correctional system, adult population, and available beds, the trend of jail bed need can be more accurately forecast in the following table:

JAIL CAPACITY NEED BASED ON ACTUAL BOOKINGS, ADULT POPULATION AND AVAILABLE BEDS										
Average Length of Stay = 365 x ADP = bed days / ADM										
Average Daily Population = (ADM x ALOS) / 365										
Beds Needed = ADP before Court Ordered Releases - Available Beds (Although Court Ordered Releases began in the mid-1990's, releases were zero in 00/01 therefore the year 2000 is used as a baseline).										
Year	population 18 - 69 yr olds	100,000 of population	ADM/ Bookings Per 100,000 total arrests ¹	Actual ADM/ Booking, all facilities	ADP before Court Ordered Releases	ADP after Court Ordered Releases (actual)	*Total Number of Beds, by Year	Number of New Beds Needed = ADP - Available Beds	TOTAL NEW BEDS NEEDED **	
2000 Total	939,328	9.39	44,177	44,241	3,183	2,569	-536	310	599	
2001 Total	983,663	9.84	46,262	45,066	3,333	2,817	3,408	-75	214	
2002 Total	1,030,581	10.31	51,137	49,617	3,685	3,185	3,408	277	566	
2003 Total	1,083,107	10.83	53,744	52,497	3,872	3,215	3,227	645	934	
2004 Total	1,122,906	11.23	55,719	53,869	4,015	3,204	3,227	788	1,077	
2005 Total	1,161,571	11.62	57,637		4,153		3,227	926	1,215	
2006 Total	1,202,539	12.03	59,670		4,300		3,347	953	1,242	
2007 Total	1,243,894	12.44	61,722		4,447		3,467	980	1,269	
2008 Total	1,286,750	12.87	63,849		4,601		3,467	1,134	1,423	
2009 Total	1,329,568	13.30	65,973		4,754		3,467 ²	1,287	1,576	
2010 Total	1,371,067	13.71	68,032		4,902		3,467 ²	1,435	1,724	
2015 Total	1,527,502	15.28	75,795		5,461		3,467 ²	1,994	2,283	
2020 Total	1,650,579	16.51	81,902		5,901		3,467 ²	2,434	2,723	



TABLE NOTES:

¹ Actual booking of felonies + misdemeanors in 2000: 4,703 per 100,000 arrests; Average booking of felonies + misdemeanors for 1997-2001: 4,962 per 100,000 arrests (4,962 rate is used for projection starting in 2002)

SWDC 535 beds were completed 2001

181 beds in old jail were closed in 2003

² 120 beds at SCF will be completed in 2006, another 120 beds will be added by 2007; should an additional 240 maximum security beds be constructed as requested by the Sheriff's Department in the 05/06 Budget Report, the need for new beds would be offset by 240.

*Excludes Medical beds and RSAT (Residential Substance Abuse Treatment) beds

**The actual number of beds needed must include 289 additional beds in the 1963 old Jail.

Note that in the three preceding tables, the jail bed need by 2015 ranges from 1,791 to 1,994. Including the closure of 289 beds in the 1963 Jail, this represents a total jail bed need range of 2,080 to 2,283 jail beds needed by 2015, not counting medical beds.

The Department operates five adult correctional facilities within the county with a current inmate bed capacity of 3,227. Medical beds and special grant-designated beds increase the number of actual beds to 3,364.

Current Bed Capacities

	Bed Capacity	Medical Beds	Other (RSAT)	Total Actual Beds	BOC Rated
Smith Correctional Facility	630	0	64	694	634
Blythe Jail	125	0	0	125	79
Indio Jail	335	18	0	353	237
Robert Presley Detention Center	1,041	40	0	1,081	840
Southwest Detention Center	1,096	15	0	1,111	1,094
	3,227	73	64	3,364	2,884

Medical beds and special grant-designated beds increase the total number of beds to a maximum of 3,364 beds.
Source: Riverside County Sheriff's Department 7/7/2004



2,283 Projected Additional Beds Needed by 2015

2,283 Projected Bed Need	Men 87.2%	Women 12.8%
	1991	292
Additional Beds	Medical 1.6%	Mental Health 5%
	37	114

*The bed need in this category does not include the proposed 240 maximum security beds following the completion of Phases I & II of the SCF. Should an additional 240 maximum security beds be constructed, the need for new beds would be offset by 240.

A comparison between the existing bed capacity and the projected bed need of approximately 2,283 new additional beds for a countywide total of 5,510 by 2015 suggests that the schedule to meet the anticipated jail bed need is a 70% increase in bed capacity over ten years.

Although new generation dormitory configurations are predominantly utilized in the medium security SCF, the future of jail construction countywide is the 2-person cell. This configuration is the most adaptable for classification purposes but is more costly than the dormitory configuration. The classification of security levels needed for each inmate classification can be achieved through the implementation of inmate management policies. "An active approach to managing inmate population growth usually results in lowering the projected number of new beds. Generally, the savings in projected bed space will total about 10% to 30%." Avoiding the Expense of Constructing Unnecessary Jail Capacity, Allen R. Beck, Ph.D



The number and type of beds needed can be determined by current trends in jail population characteristics.

Trend 1: Crime laws continue to lengthen the time an inmate stays in custody and increase incarceration rates while the Federal Court Order provides mechanisms for early releases.

Action: In order to end the early release of inmates, a greater number of classifiable beds are needed in each facility at the appropriate security levels. This can be managed by expanding work release programs.

Trend 2: Population increases drive up booking rates but lack of classifiable jail beds limit the average daily population to a near constant level.

Action: Expand booking areas and temporary holding cells in existing facilities. Although these do not increase jail capacity, temporary holding of inmates may allow for proper classification and appropriate housing unit assignment while reducing transport of inmates to other facilities until reclassification or jail space is available. To the extent possible, work with the courts to speed the adjudication process.

Trend 3: Bookings and releases are growing at similar rates, but the releases are predominately sentenced inmates.

Action: Since this reduces the inmate workforce in minimum security support functions, consider moving support functions, such as food preparation off site.

Trend 4: An increase in jail bed capacity would hold inmates instead of releasing early, slow the release rate and increase the average length of stay, even if bookings continue to grow. Inmate transfers are constant and costly.

Action: Work with the courts to more fully utilize existing video conferencing facilities for arraignments, preliminary hearings and other court functions in existing facilities or sheriff stations. The new construction or expansion of correctional facilities should be prioritized geographically where population and bookings are growing.

EXPANSION CAPACITY OF EXISTING FACILITIES

The county has recognized the need for jail expansion in the "Strategic Vision: A Long-Range Service Plan" of 1998. In order to increase capacity, planning and programming for additional beds must begin immediately.

While public safety is the Board of Supervisors' number one funding priority, the core of the county's financial strategy is to focus on long range planning to ensure that its services are funded on ongoing funding sources which can and will be sustained over time, and that future funding needs are anticipated and well planned in advance. ^{Strategic}
^{Vision}

Planning for the expansion of the capacity of existing facilities or construction of a new adult facility is a multi-year project. The minimum time necessary for new construction could range up to 10 years for a stand-alone facility. Planning efforts for existing facility expansion such as the two 120-bed dormitory additions at the Smith Correctional Facility began in 2002.

The immediate need for additional beds first requires an evaluation of the potential expansion of bed capacity. Can an existing facility be renovated or used as a supplementary facility, or can space be reallocated or consolidated? Based on current booking trends at each facility, the approximate need for beds by area can be shown.

RECOMMENDED ADDITIONAL BEDS NEEDED, BY GEOGRAPHIC AREA BY 2015			
2,283 by 2015 3,227 currently 5,510 total for 2015	End Total By 2015	Existing Facility Beds*	ADDITIONAL BEDS NEEDED
RPDC	2,641	1,041	1,600
Indio Jail	1,018	335	683
SWDC	1,096	1,096	0
SCF	630	630	0
Blythe Jail	125	125	0
	5,510	3,227	2,283

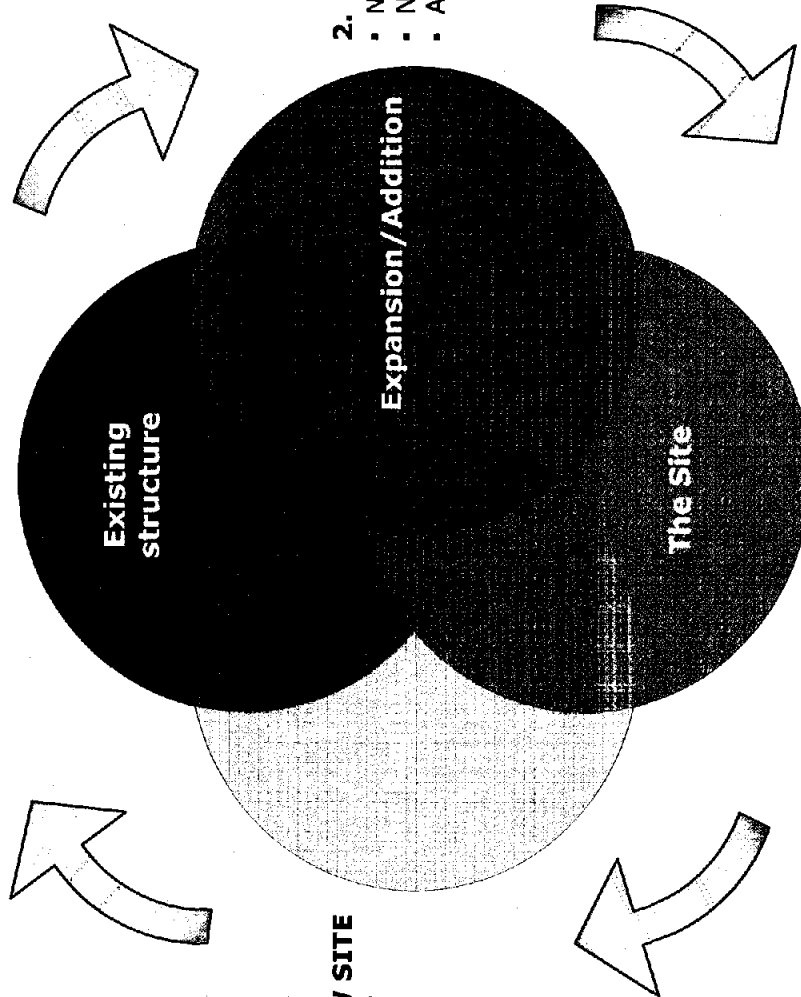
*Does not include medical and mental health beds.

Potential expansion capacity may be evaluated at several different levels: within the existing structure; an expansion or addition to the structure; development of the structure's immediate site; and finally expansion at the regional level. At the structure level, expansion of bed capacity is limited to reallocation or reconfiguration of existing space. Due to the minimum space requirements set by the Board of Corrections and Title 24, conversion of ancillary support spaces such as kitchen or food preparation facilities into bed space may not be feasible since both minimum jail standards and fire and life safety standards are affected by increasing a facility's capacity. The minimum areas for dayrooms, exercise areas, dining, storage, and number of showers for the entire facility must be met for every jail bed added. Therefore, while it might be a feasible option to warehouse kitchen preparation spaces offsite, the economy of scale of adding jail capacity must be weighed. Warehousing support functions would be feasible for the purpose of increasing staff offices, which is another need. The only warehousing function that serves all the correctional facilities is central laundry, in Banning.



1. REALLOCATE / RECONFIGURE NON-BOC SPACE

- Additional Holding Cells
- Additional Medical Beds
- Additional Administrative Offices



4. RESEARCH NEW SITE

- Warehouse Facility
- Satellite Booking
- New Jail Campus

2. EXPAND BOC SPACE

- New BOC Rated Beds & Program
- New Mental Health Beds
- Administrative Offices

3. CONSOLIDATE COMMON SPACE

- Expanded Booking/Intake
- Additional Holding Cells
- Administrative Offices
- Transport Center

Building Potential

Robert Presley Detention Center	Low
Indio Jail	Very Low
Southwest Justice Center	Low
Smith Correctional Facility	Low
Blythe Jail	Very Low

An analysis of existing correctional facilities indicates that the 7-story Robert Presley Detention Center and campus configurations of Southwest and Smith Correctional Facilities have a low potential for reallocation or reconfiguration of space. Reallocation of space within the respective building envelopes is valuable only if sufficient space can be re-configured at a high benefit-to-cost ratio. The majority of the county's correctional facilities have already undergone some level of space reallocation, indicating that the facilities may have reached their maximum space efficiency. As the needs of the facilities may change over time, the consolidation and relocation of uses outside the building envelope or offsite should be considered. Development of a detailed space plan for each facility will be necessary to assess the actual reallocation or reconfiguration potential, and to evaluate the efficiencies of the existing spaces.

Site Potential

Robert Presley Detention Center	Moderate
Indio Jail	Moderate
Southwest Justice Center	Moderate
Smith Correctional Facility	High
Blythe Jail	Low

At the site level, the expansion of bed capacity is limited by the *site* development potential, namely the ability to expand the existing facility within the immediate site. The expansion may take place in conjunction with a consolidation of existing common

functions into an adjoining or stand-alone structure, or contingent upon the relocation or displacement of other adjoining uses. Site expansion at Robert Presley Detention Center, Indio Jail and Southwest Detention Center is only possible if other existing uses are relocated. Optimally, the majority of new BOC beds and program space should be integrated into the new addition while non-BOC functions are expanded in the existing structure to minimize duplication of functions or staff.

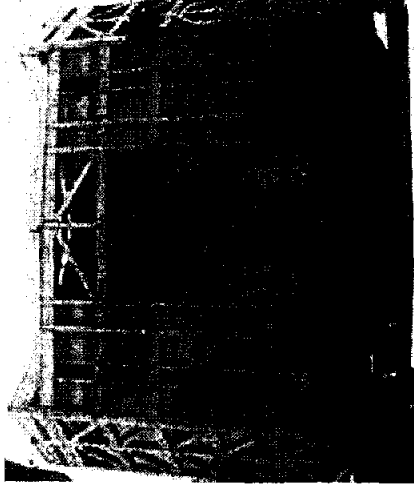
The building expansion and development of additional available land:

- provides opportunities to increase the efficiencies of the existing facility. By consolidating support functions, program spaces and administration into one area, the expanded facility can then be designed primarily for new beds which may be more cost effective.
- provides opportunities to consolidate and warehouse support functions such as food preparation to increase system-wide efficiencies. Such warehouse facilities could also be located onsite or in key geographic areas to serve all correctional facilities. These support facilities could be developed to meet immediate needs since construction or leasing would not be subject to Board of Corrections standards. Meanwhile, the space vacated by these consolidated support functions could be reallocated according to need.
- should take into consideration the useful life of the structure, potential upgrades to physical plant facilities, timing and extent of displacement of other structures, and proximity to existing courts or court expansion.

ANALYSIS OF EXISTING FACILITIES

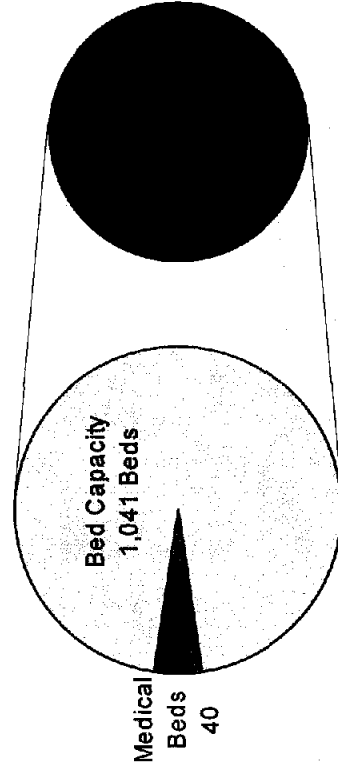
Robert Presley Detention Center (RPDC), 4000 Orange Street, Riverside, CA 92501

The 234,333 square foot, 1,081-bed Robert Presley Detention Center is located in downtown Riverside and was completed in September 1989 at a cost of \$43.3 million. It consists of 792 beds in the seven-story high-rise facility, which includes 40 beds in the medical/sheltered housing unit. Another 289 beds are currently located in the 1963 Riverside Jail across the street from the RPDC for a total of 1,081 jail beds, of which 840 are Board of Corrections Rated.



Robert Presley Detention Center

**Bed Capacity 1,041
Total Actual Beds 1,081**

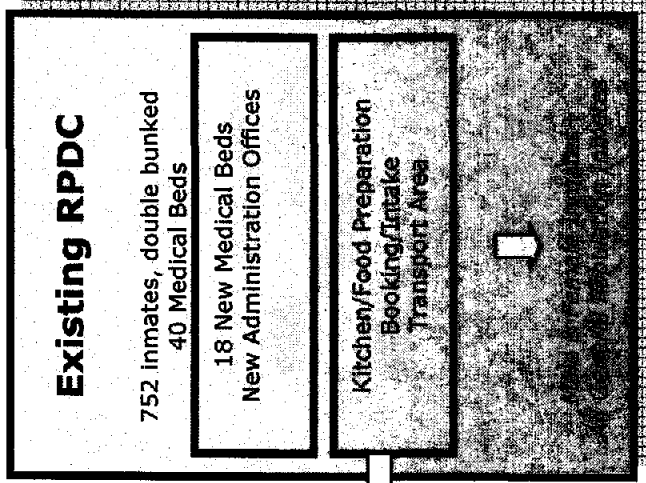
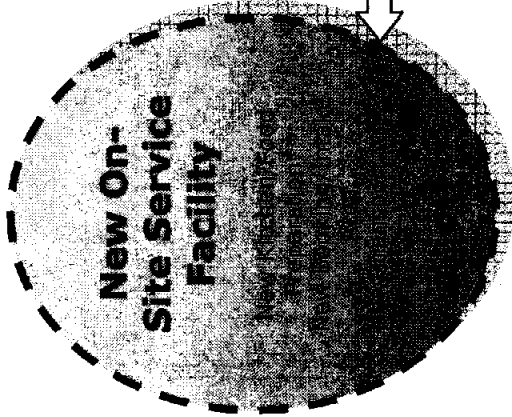
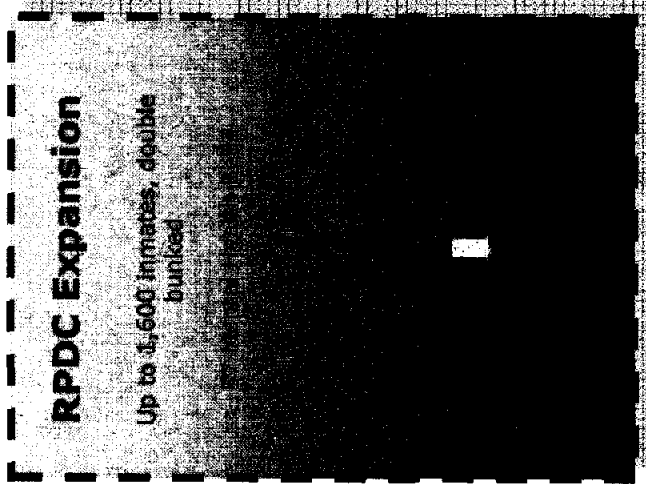


Expansion of Robert Presley Detention Center. Expansion of the existing Robert Presley Detention Center (RPDC) is being negotiated between the county and the city of Riverside for the acquisition of the Riverside Police Department (See Riverside Civic Center Master Plan). Together, the .97 acre Police Department site and the vacated portion of 11th Street would provide approximately 100,000 additional square feet that would accommodate a second tower of **up to 1,600 beds** and a replacement of the Criminal Justice Building. The characteristics of the expansion of the RPDC may incorporate modifications to the uses of the original tower so that duplication of functions, as well as staff, is minimized.

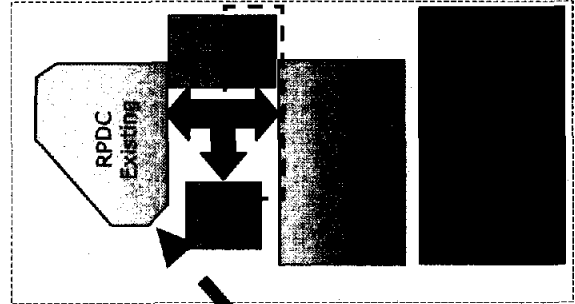
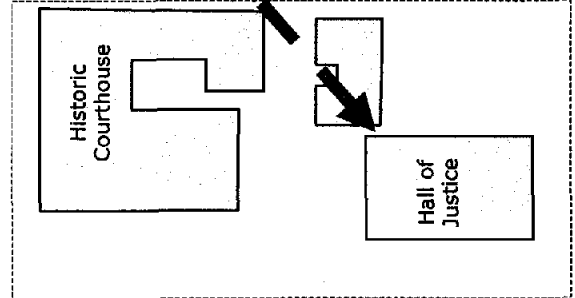


Robert Presley Detention Center





**Or Off-Site Warehouse Facility



Building Function Relationships

RPDC Expansion Potential & Relationships

- - - - CJB Demolition
- - - - City PD Demolition



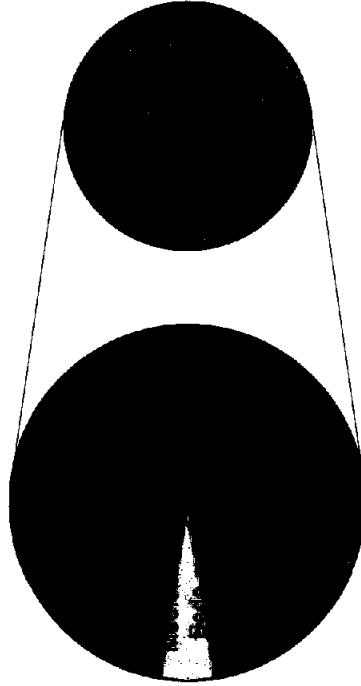
Indio Jail, 46057 Oasis Avenue, Indio, CA 92201

The Indio Jail is located in the city of Indio and was originally constructed in 1959. It has since undergone four renovations, including a \$5,000,000 expansion in 1989. The 47,430 square foot jail is located adjacent to the Larson Justice Center and is co-located with the court annex. The configuration of the annex is such that the jail portion is effectively landlocked by Oasis Avenue. The Indio Jail has 353 actual beds, which includes 18 medical beds in the medical/sheltered housing unit. 237 beds are Board of Corrections rated.

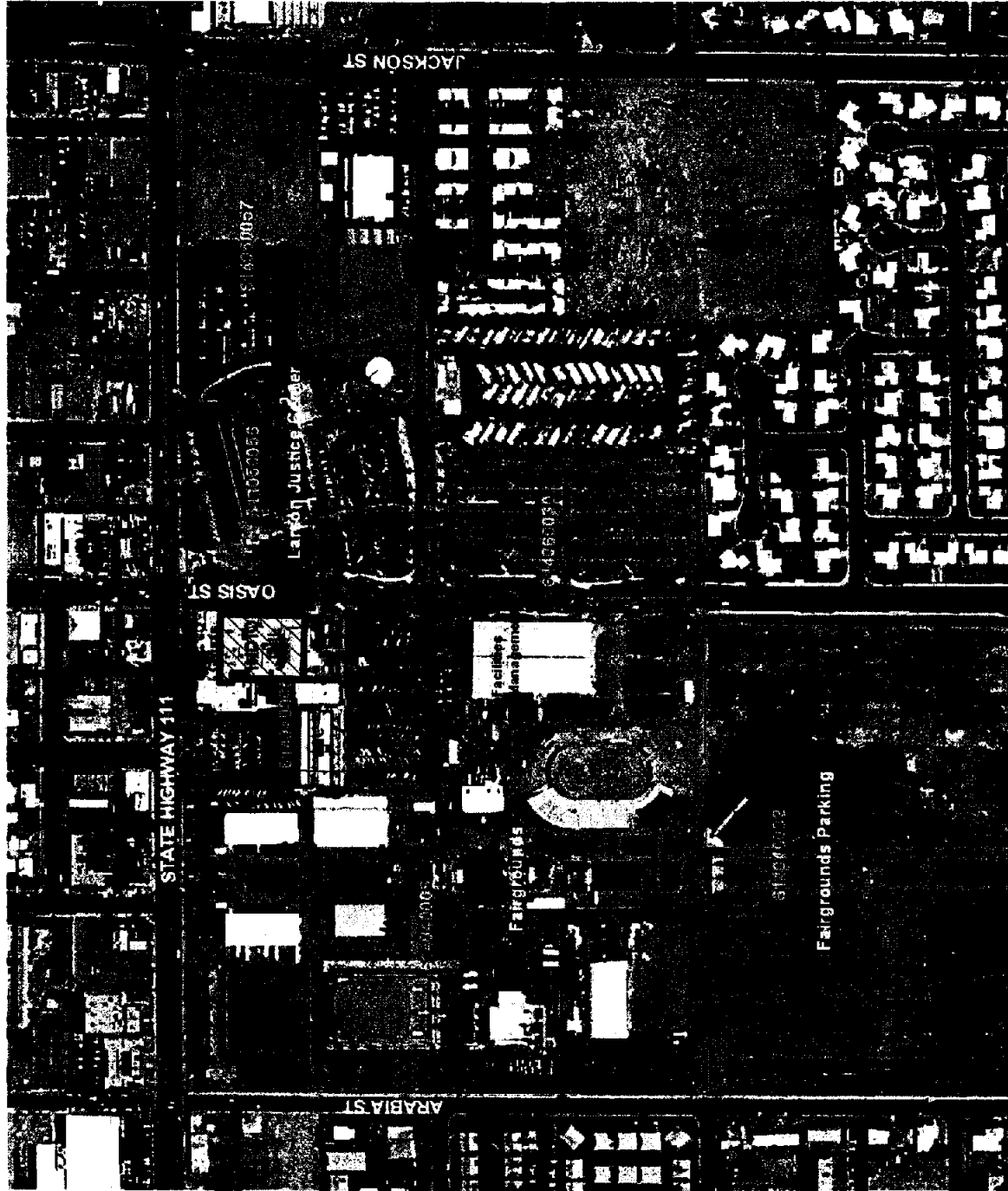
Indio Jail

Bed Capacity 335

Total Actual Beds 353



Expansion of Indio Jail. Expanding the Indio Jail requires several major considerations. The historic increase in bookings and the proximity to the Larson Justice Center are the foremost considerations for construction of a new facility to serve the Coachella Valley. Although effectively landlocked between Oasis Avenue and the LJC, it is surrounded by vacant county-owned land to the south and west, as shown below:



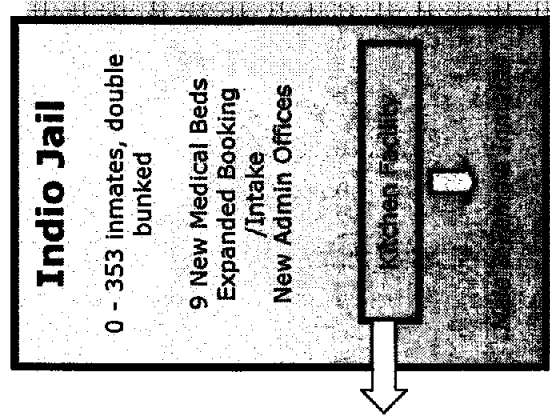
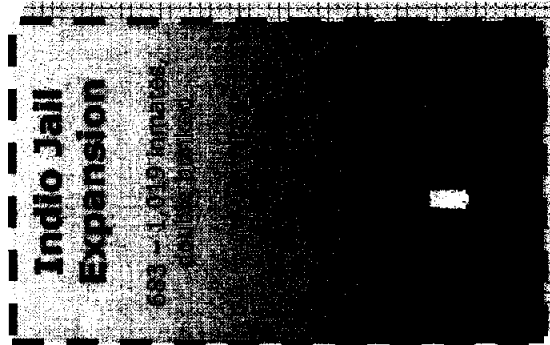
Indio Jail

□ County-Owned Parcels



Future site considerations therefore, include:

- A. A new facility south of the existing jail away from Highway 111 frontage
- B. Utilizing county-owned land to the south and west of Oasis
- C. Closing the present jail or retaining a portion of the existing beds
- D. Maintaining proximity to the Larson Justice Center
- E. Incorporating the future growth needs of Blythe
- F. Maintaining adequate buffers between the jail and adjacent commercial/residential uses

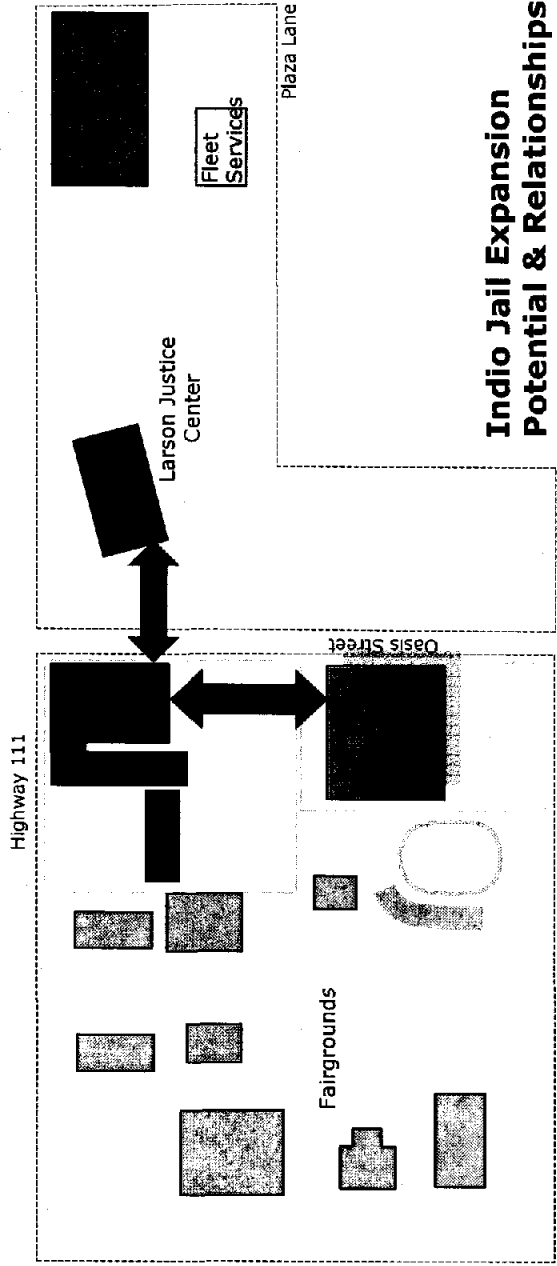


To provide the number of beds that will be needed in the Coachella Valley area, the new facility should have **between 683 and 1,019 beds by 2015** if all or a portion of the 353 beds remain at the existing Indio Jail.

The Indio Jail expansion is likely to occur after the RPDC expansion, therefore the Coachella Valley area may require the planning of additional beds beyond the 2015 need.

Building Function Relationships





**Indio Jail Expansion
Potential & Relationships**

The need of proximity between the Indio Jail expansion and the Larson Justice Center may require the relocation of the existing Facilities Management metal structure to Dr. Carreon Boulevard, adjacent to the existing sheriff station. The potential re-use of the Facilities Management site will require thorough environmental review.



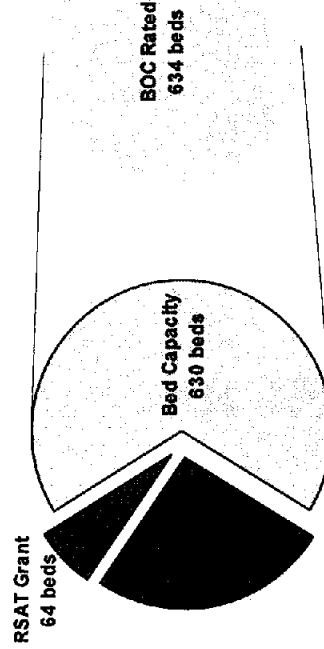
Larry D. Smith Correctional Facility (SCF). 1627 S. Hargrave Avenue, Banning, CA 92220.

The 106,025 square foot, 630-bed Smith Correctional Facility is situated on 96.41 acres of county-owned land and houses minimum and medium security inmates. It also serves as the base for training and alternatives to custody programs. These consist of educational facilities and program spaces for inmate training, landscape technologies, construction skill programs along with a family reunification center. An additional 64 bunks are exclusively used for the Residential Substance Abuse Treatment (RSAT) grant program. An \$18 million expansion now underway will add another 240 new inmate beds while \$7.7 million in Inmate Welfare Funds will fund construction of a print shop and computer lab, bringing the total number of beds to 934.

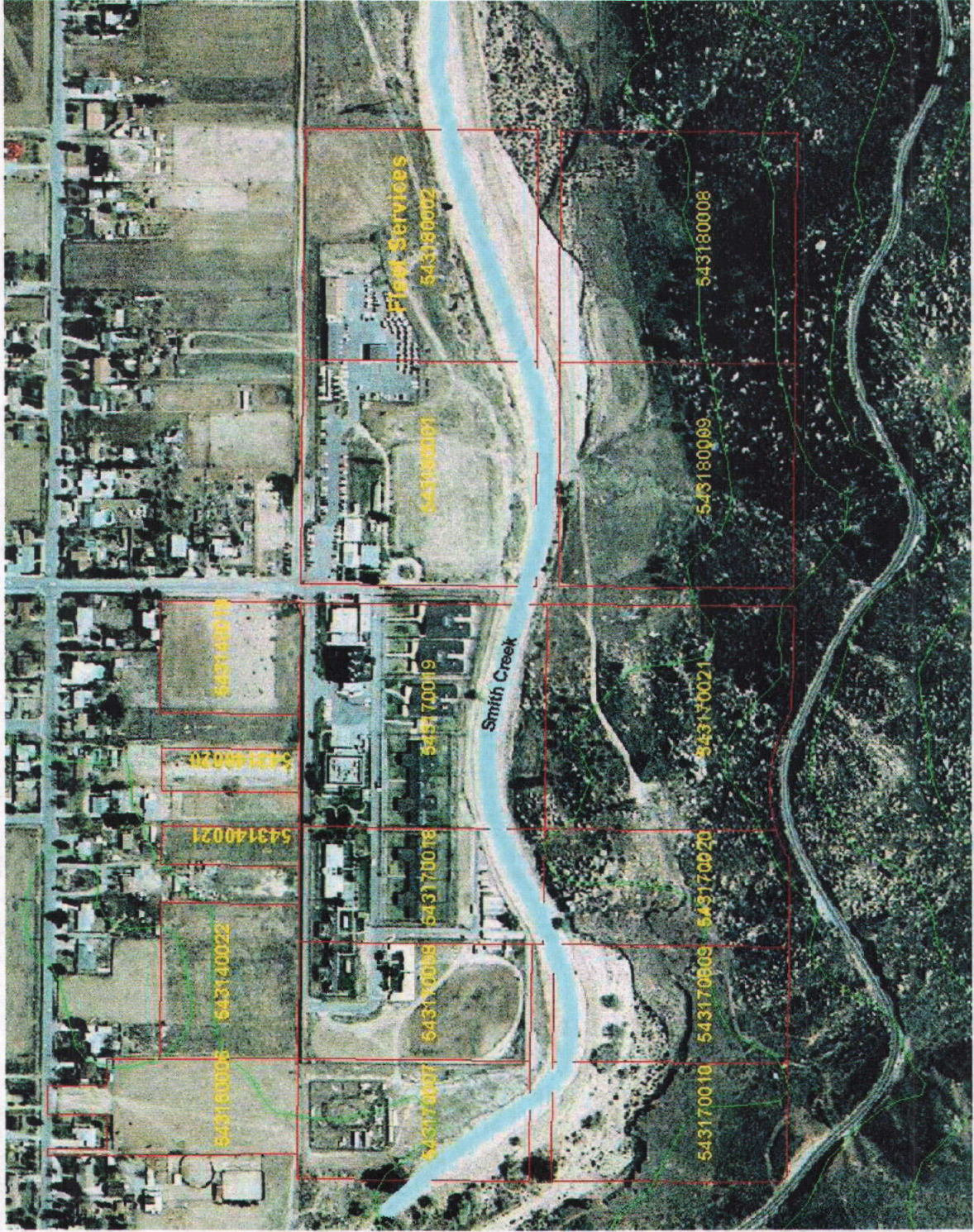


Smith Correctional Facility

Bed Capacity 630
Total Actual Beds 694

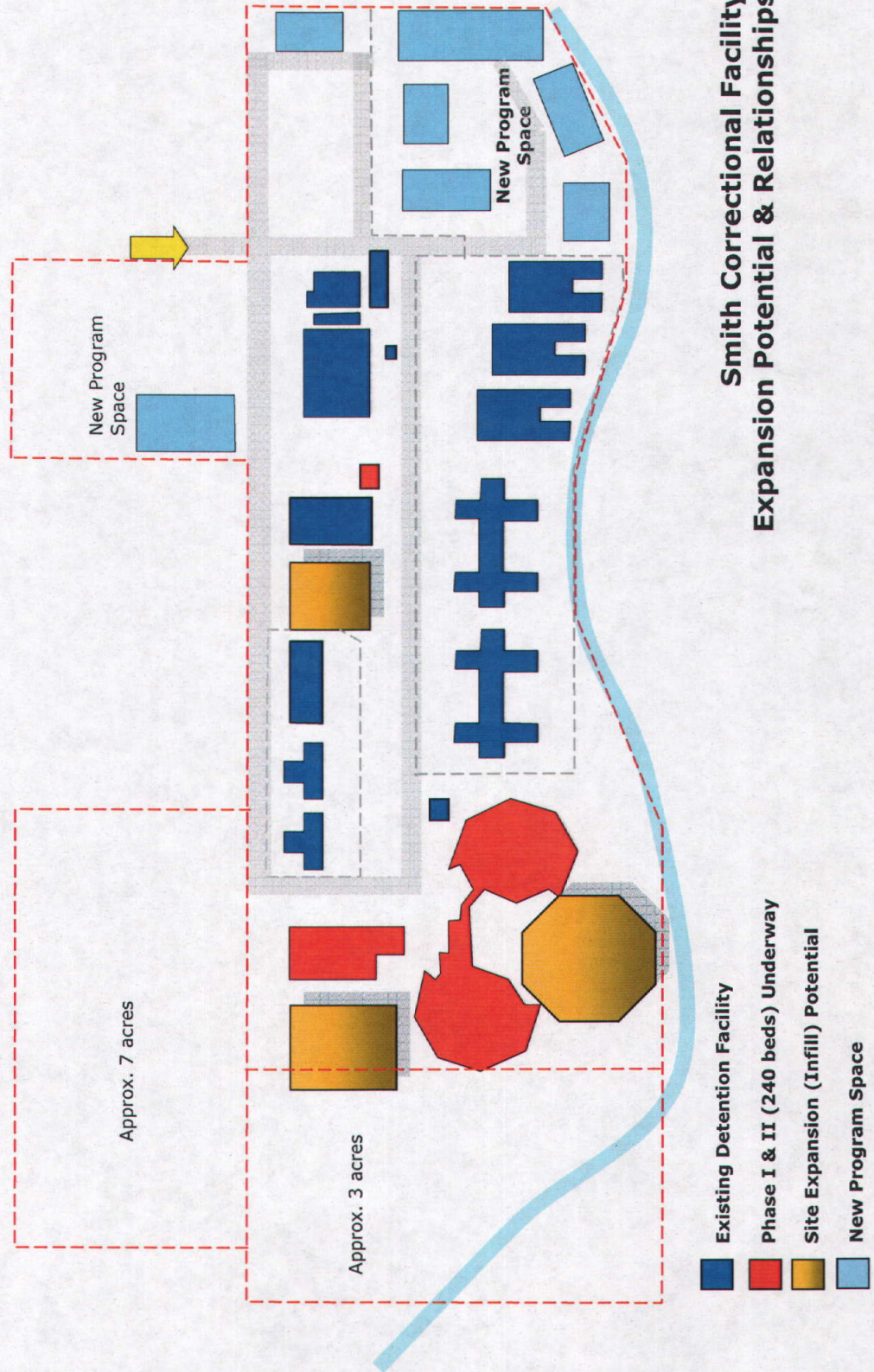


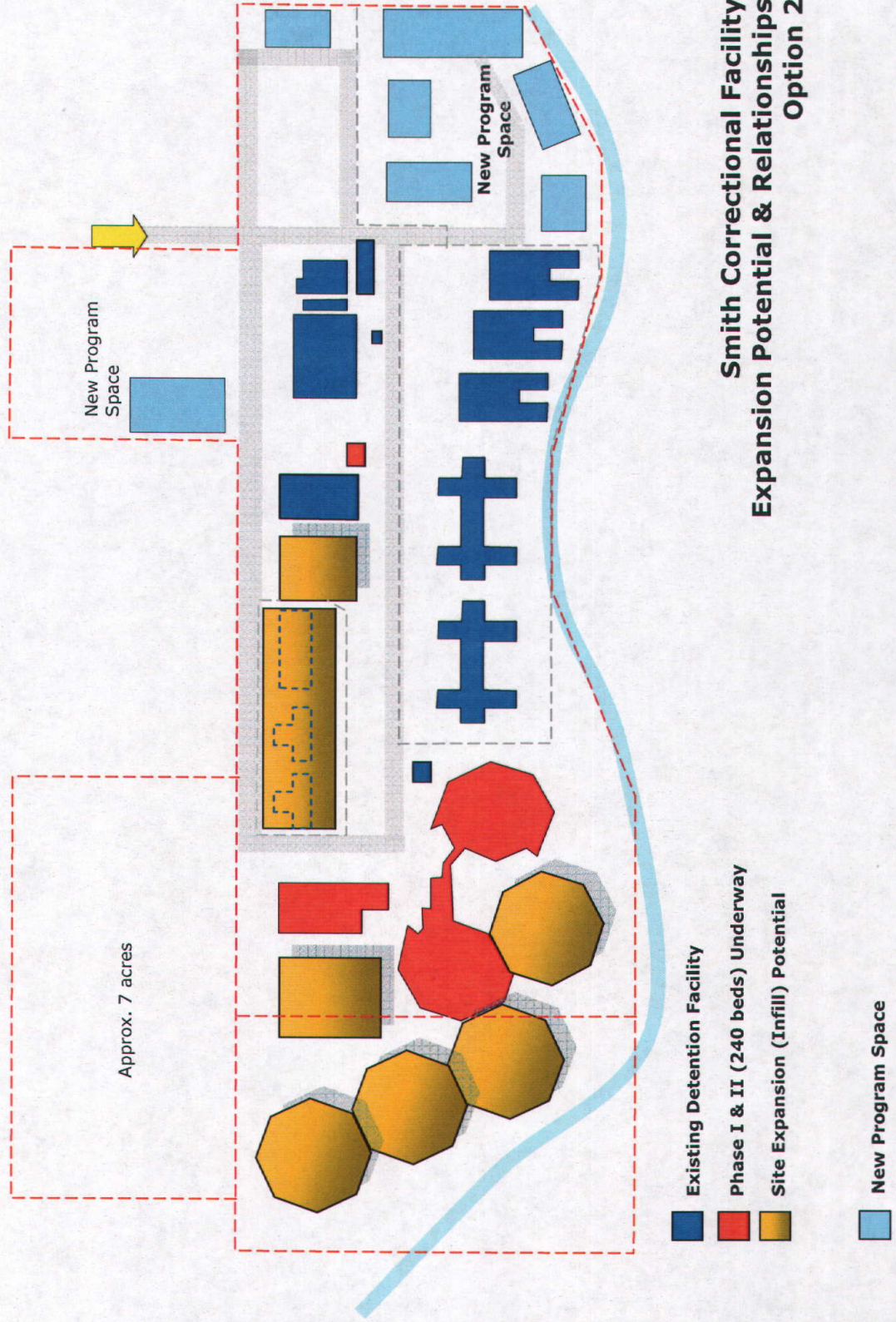
Expansion of Smith Correctional Facility. Recently completed are the 240 dormitory housing units of the SCF expansion, including a booking/intake center. Among the other construction activities completed are the work release and secure electronic confinement building, training and rehabilitation program, and reunification space. An evaluation of the surrounding area indicates that although there is substantial county-owned land of approximately 98.6 acres, only 37 acres are actually utilized by the SCF facility. 43 acres are located south of Smith Creek, 9.6 acres are occupied by Fleet Services to the east and 9 acres are surrounded by residential uses to the north, limiting the remaining buildable land to three acres to the west and seven acres to the north. Constraints to developing this area are the proximity of Highway 243 (security), slope & terrain factors, and lack of additional infrastructure (e.g. utilities, access).



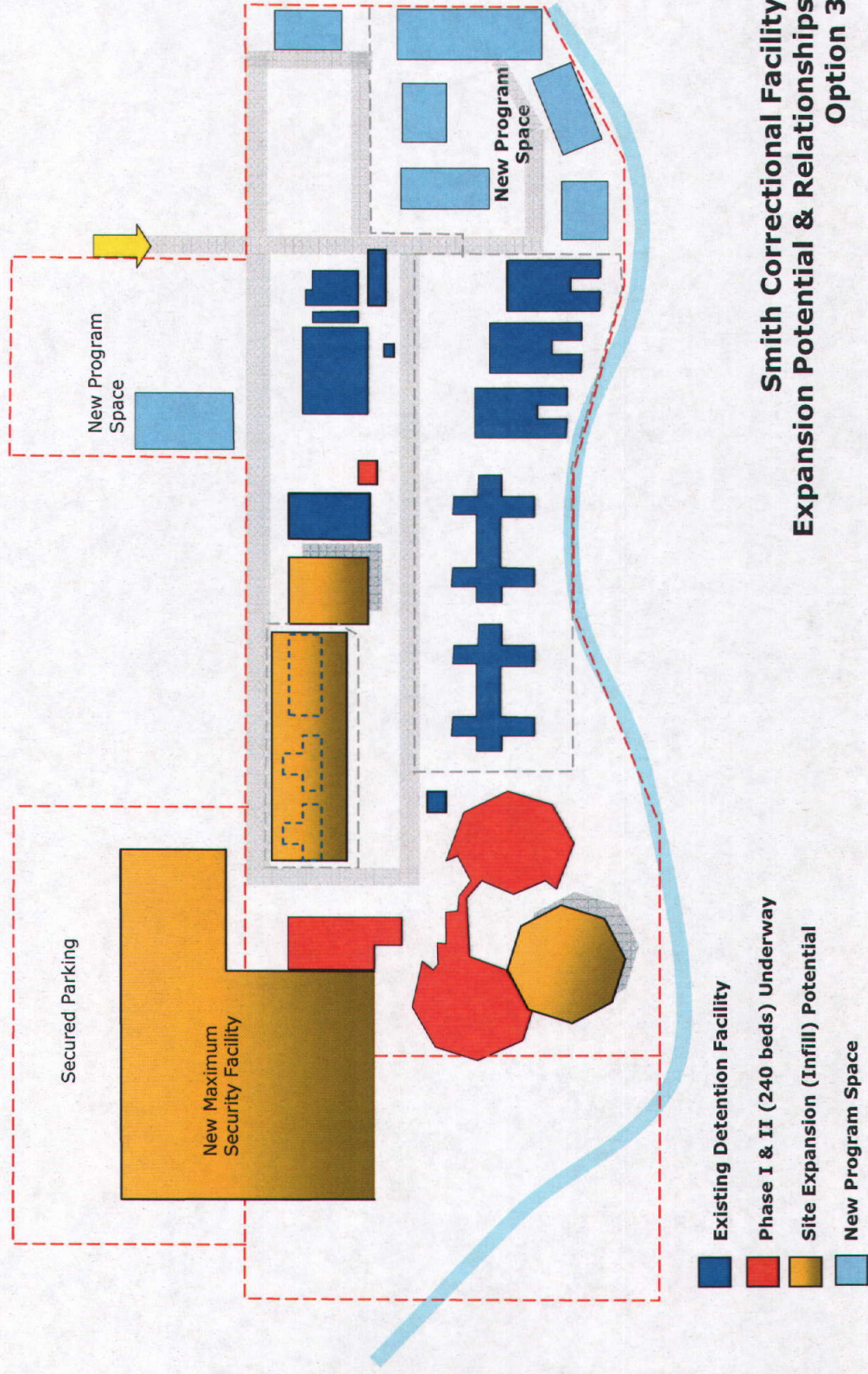
Smith Correctional Facility

The most efficient approach to expanding existing capacity is infill of structures to the immediate south and west of the new dormitory housing units and new intake center, respectively, and the existing duck pond. Although the future need of beds may be offset with the addition of the two 120-bed housing units, the availability of county-owned land makes SCF a feasible site for future jail beds.





Smith Correctional Facility
Expansion Potential & Relationships
Option 2



**Smith Correctional Facility
Expansion Potential & Relationships
Option 3**

Southwest Detention Center (SWDC), 30755-B Auld Road, Murrieta, CA 92563.

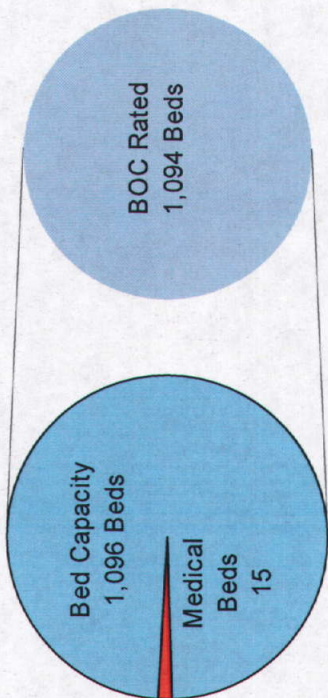
The Southwest Detention Center is located in the southwest portion of Riverside County, near the cities of Temecula and Murrieta, in an area known as French Valley. The Southwest Detention Center was constructed in 1992 in response to the need for additional jail housing and growth forecasts in and around the Temecula and Murrieta areas. In 1999 a new, three-phase expansion began that included the jail expansion, a juvenile hall and courts building. In January 2003, the new 12-courtroom Superior Court building was opened. The SWDC's total number of beds is 1,111 which include 15 beds in the medical/sheltered housing unit. 1,094 beds are Board of Corrections rated.



Southwest Detention Center

Bed Capacity 1,096

Total Actual Beds 1,111



Expansion of Southwest Detention Center. The most recently completed of the county's correctional campuses, the 51 acre Southwest Detention Center (SWDC) incorporates a Sheriff's patrol station, court house, and juvenile detention facilities.

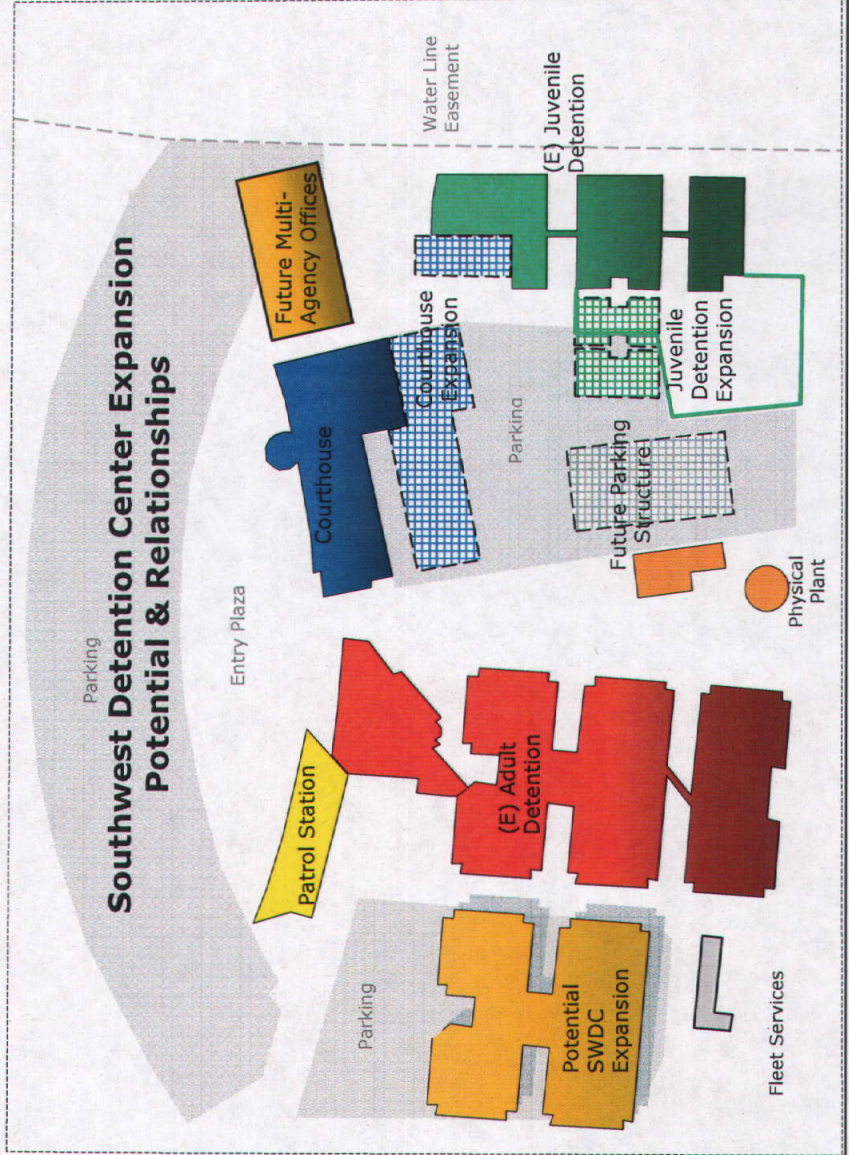


County-Owned Parcels

Southwest Detention Center



The initial master plan for the SWDC, completed in 1999, indicates a possible future court house expansion, parking structure and additional 100-bed juvenile detention addition. The future site development and capacity expansion is limited to and conditioned upon the relocation of the patrol station and related parking to a stand-alone facility at another site. Although the county owns an additional 64.22 acres north of Auld Road, these seven parcels remain under the purview of the Airport Land Use Commission and are subject to Federal Aviation Authority grant assurances. Limitations to the development of additional beds include: 1) proximity to the French Valley Airport runway; 2) physical plant capacity; 3) infrastructure upgrades (sewer, water, etc); 4) geological features such as granite subgrade; 5) timing and relocation of the existing patrol station; and 6) need for additional parking.



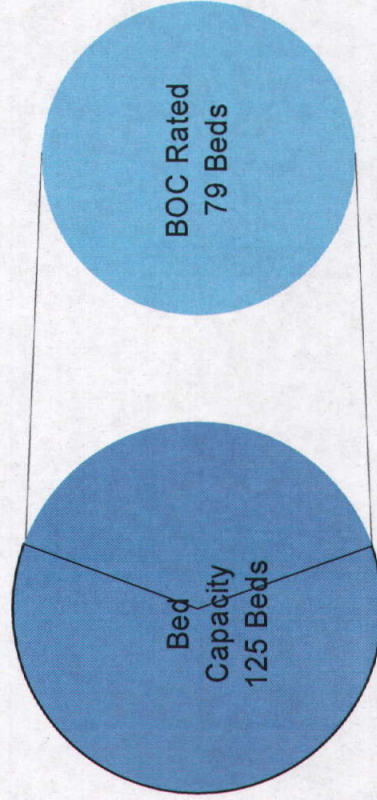
Blythe Jail, 260 N. Spring Street, Blythe, CA 92225

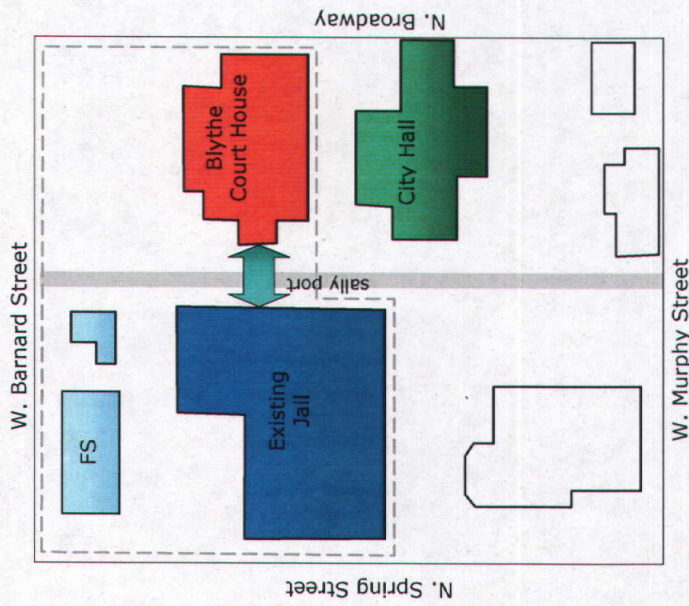


The Blythe Jail facility and patrol station is co-located on a 1.12 acre site and was initially constructed in 1964. In 2000, a \$1,940,018, 16-bed expansion was completed, along with a day room, showers, outside recreation yard, visiting area, and a central & housing control room. \$1,279,500 in federal funds from the Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) Incentive Grant Program were used in the construction. Although the Blythe Jail has 125 actual beds, only 79 are Board of Corrections rated.

Blythe Correctional Facility

**Bed Capacity 125
Total Actual Beds 125**





Expansion of Blythe Jail. The 1964 Blythe Jail's only modernization effort was the addition of 16 new generation cells in 2000. Because of the addition and consolidation of program spaces required by the Board of Corrections and the age of the original structure, the per-bed-cost was significant. The priority for future expansion at the Blythe Jail must take into consideration: 1) the useful life of the structure; 2) need, based on booking demand; and 3) whether future court expansion is anticipated in Blythe. Because of these factors, capacity increase would be more feasible at the Indio Jail facility. However, in the eventuality that the existing fire station is relocated, a modest expansion of the Blythe Jail may be reconsidered.

The expansion capacity of each of the county's correctional facilities will require the following studies before any expansion activities are considered:

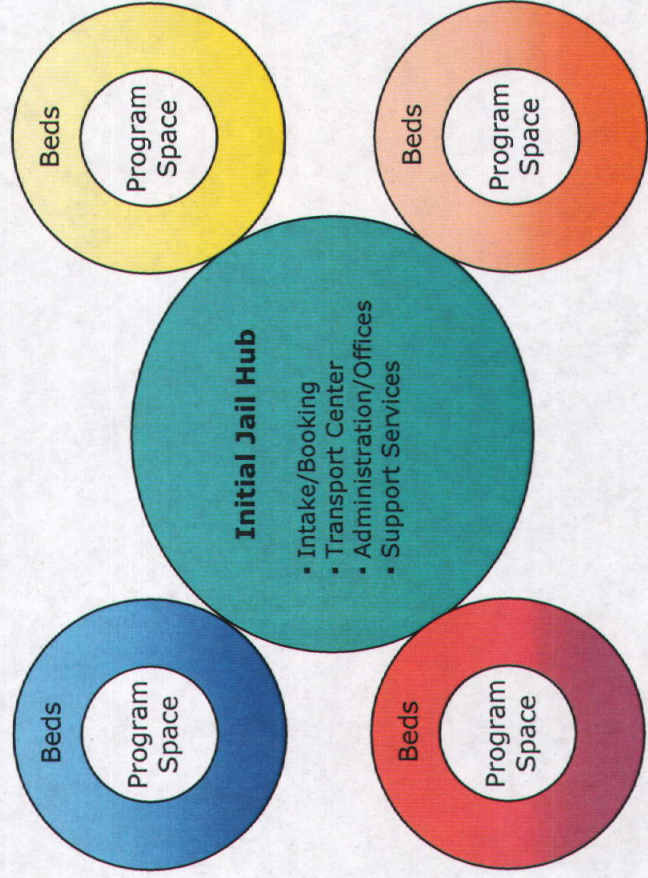
1. evaluation of current space usage
2. evaluation of existing physical plant capacity
3. site master planning
4. environmental reviews
5. cost benefit analysis
6. displacement/relocation impacts
7. project timing in relation to Capital Improvement Program expenditures

Although it represents a new approach in the way the county has historically developed correctional facilities, the jail hub concept is one strategy for expanding jail capacity. A centralized hub jail would handle the overflow from the existing jails by housing inmates who are awaiting trial, but have court dates more than 30 days in the future. Therefore, the location would not require co-location with court facilities. The hub configuration allows for greater flexibility to expand as well as ability to adapt to changing correctional facility needs. A hub of initial program spaces -- intake/booking, transport, administration and support services -- can be constructed without being subject to Title 24 requirements. Beds and program space can be added in intervals as funding becomes available. "From a cost perspective, it is wasteful to immediately 'build out' the estimated capacity required to house inmates fifteen or twenty years into the future. Such a strategy could result in constructing beds that would go unfilled for many years." Forecasting: Fiction and Utility in Jail Construction Planning, Allen R. Beck, Ph.D

As shown, such a jail campus may be constructed in several phases and may require between 10 and 20 acres.

Addition of jail capacity at a centralized hub jail would decrease the number of future beds needed at the Robert Presley Detention Center and Indio Jail. The Sheriff's Department is developing a hub jail concept that merits further analysis. The Capital Improvement Program team plans to explore and investigate other alternatives including:

- Hub Jails
- Expanding existing jails
- New jail facilities near courts
- Central kitchen facilities
- Construction alternatives



REAL PROPERTY OPPORTUNITIES

The high cost of expanding jail capacities at existing facilities may require a more regional approach to expanding jail capacity. Consideration of a new facility or a warehousing use such as a central kitchen outside the current spheres of existing correctional facilities should meet the following criteria:

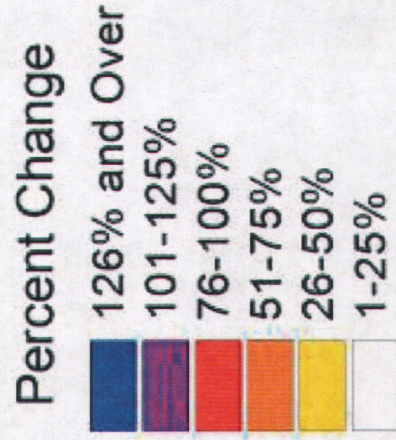
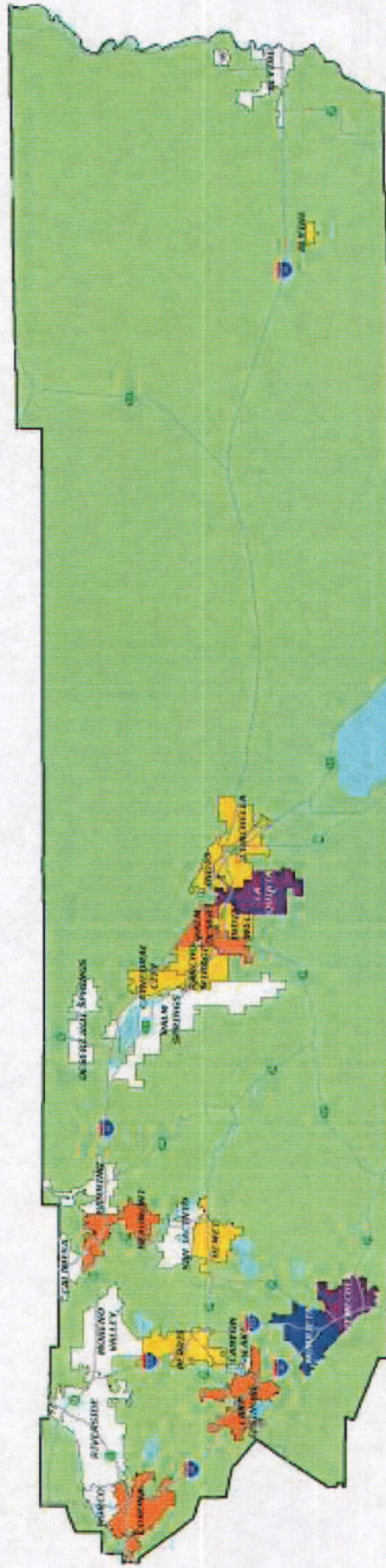
- The facility should be located in an underserved, unincorporated area of the county
- Existing county-owned land should be utilized whenever possible, provided the parcel size is sufficient
- When possible, seek affordable land in non-urbanized areas
- Emerging population centers should be avoided
- Sensitive habitat areas (MSHCP) should be avoided
- Consider construction costs when selecting a particular location
- The facility should be located near existing or future transportation corridors
- Consider civilian staffing for a central warehousing use. Provide local jobs whenever possible
- Develop multiple campus style facilities that can be developed and expanded as necessary

Constraints to locating new facilities outside of existing correctional facilities include:

- Travel distance from other correctional facilities
- Transportation of inmates to and from existing court facilities
- Qualified staffing base and housing
- Costs of infrastructure improvements, including water, sewer, electricity, gas
- Environmental factors associated with undisturbed land

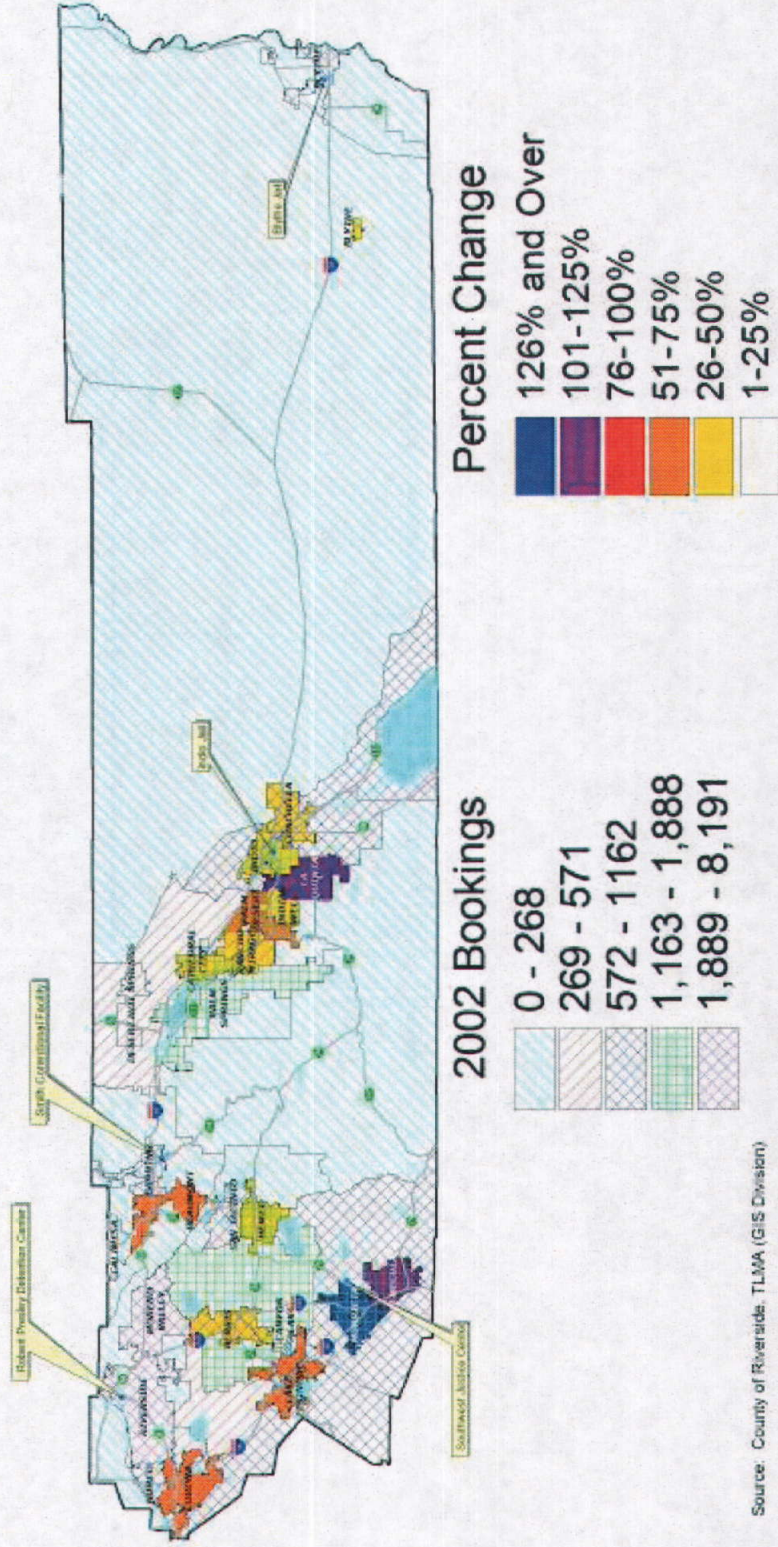
As shown in the following illustration, areas in which new construction activity is taking place are the desert area and southwest Riverside County where rates of population growth are increasing. The city of Murrieta, along the I-15 corridor, is the fastest growing with a 126% increase in population since 1994. Unincorporated areas adjacent to high-growth cities will continue to require additional infrastructure and road improvements, which will contribute to the costs of construction of future county facilities.

PERCENT CHANGE IN POPULATION 1999-2004



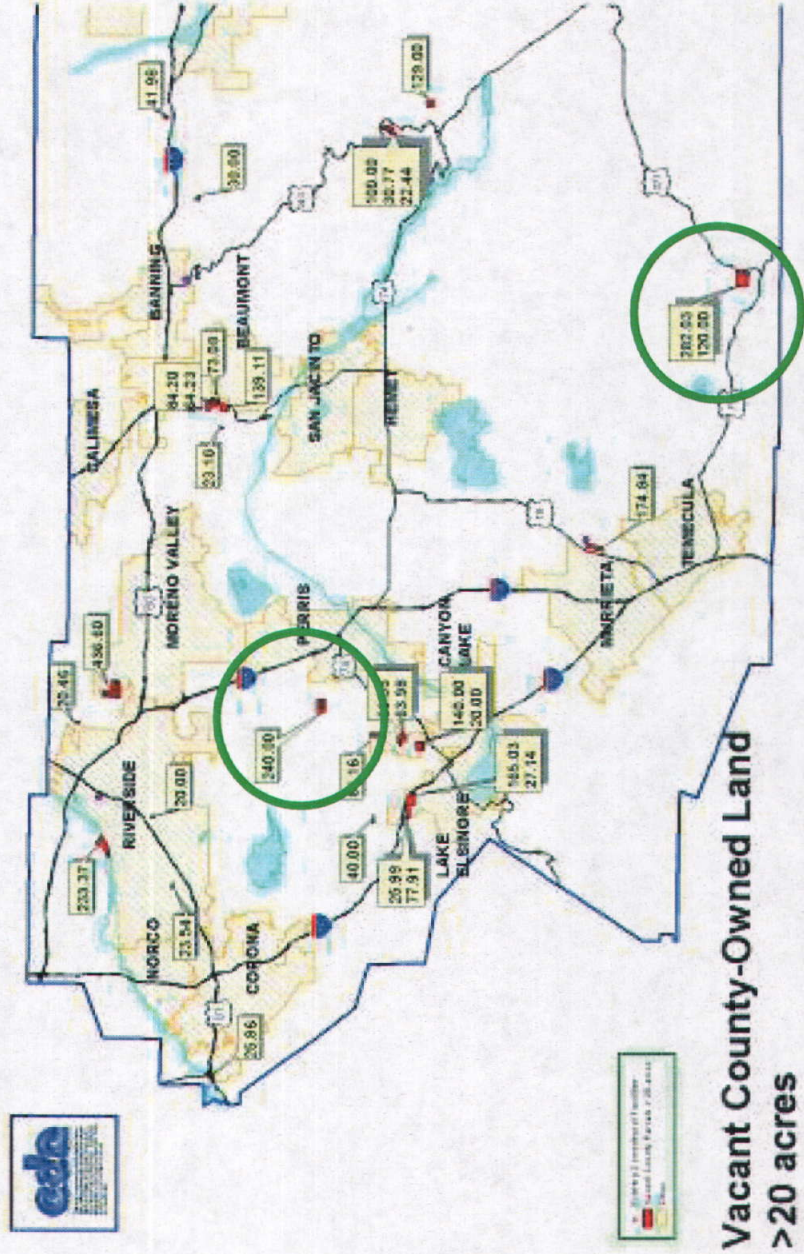
Source: County of Riverside, TLMA (GIS Division)

PERCENT CHANGE IN POPULATION 1999-2004 VS. 2002 BOOKINGS

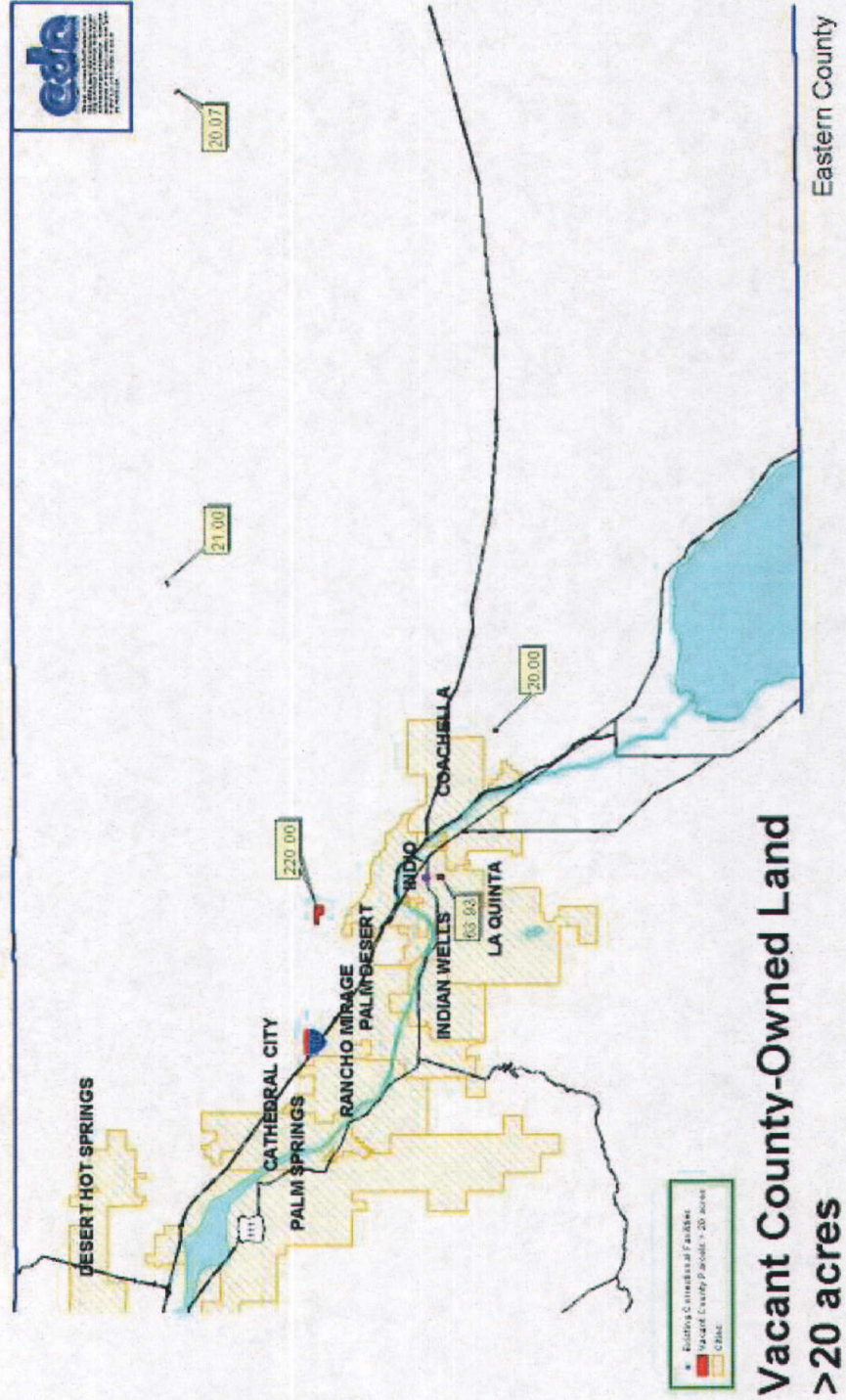


When 2002 booking data for county census divisions are overlaid on the Percent Change in Population, optimal geographic locations for new jail facilities can be evaluated and determined: Riverside city, southwest Riverside and the Coachella Valley.

In order to ensure that adequate sites are available and feasible for the construction of jails, the county must first evaluate its own land inventory to determine whether there are county-owned parcels available for new jail construction. Acquiring private property through purchase or land swapping are other alternatives to consider; however, given the rising cost of land, acquisition costs render new jail construction expensive. In western Riverside County, there are approximately 30 county-owned parcels over 20 acres in size which were identified as "vacant land" according to the County Assessor's office. A closer examination of these parcels has determined that only two sites meet the criteria listed above.

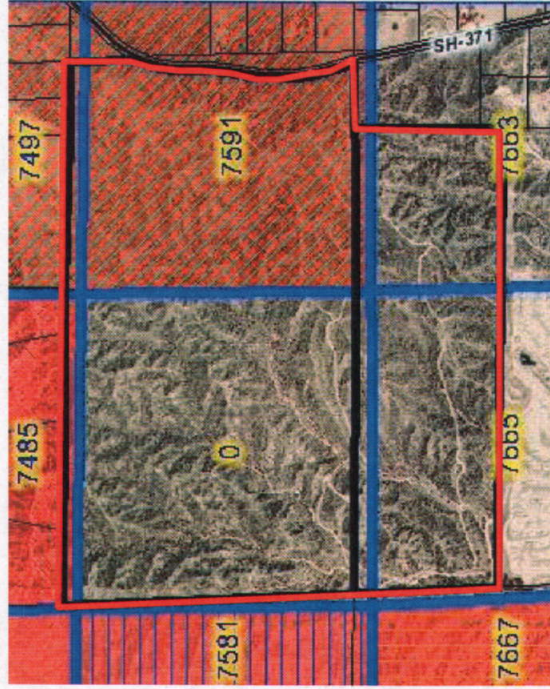


In the eastern portion of the county, there are also a number of county-owned parcels over 20 acres. However, the proximity from the courts and lack of infrastructure in more remote desert locations may make the costs of constructing a new jail campus less attractive than constructing the facility in western Riverside County.



County-Owned Vacant Sites > 20 acres

Site 1: 402 acres, **Aguanga**, 3rd District
Assessor Parcel Numbers: 583-160-028, 583-080-011

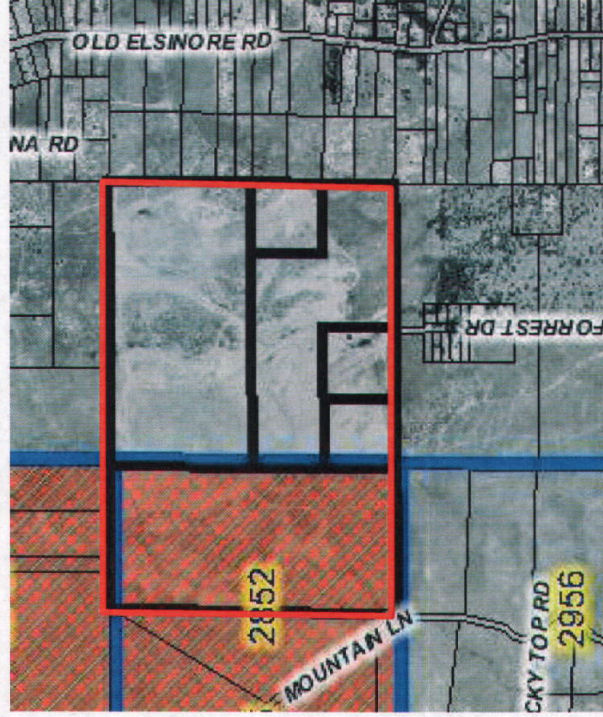


Site 1 consists of two contiguous, undisturbed, county-owned parcels on the west side of Highway 371 in the community of Aguanga, 27.7 miles from the Southwest Detention Center. A facility at this location would be served by the courts at the Southwest Justice Center. Highway 79 would provide major access between the two facilities. Its proximity to urban areas and San Diego County could attract a sufficient staffing base. An analysis of this site indicates that roughly 50% of the north parcel (140 acres) lies within a Multi-Species Habitat Conservation Plan (MSHCP) criteria cell and is designated as PQP (Public/Quasi-Public Land) under the

MSHCP. The slope of the entire site rises approximately 5% from the northeast to the southwest corner. A building pad of sufficient area to construct a jail would require significant grading. Considerable investment in infrastructure improvements would also be necessary. Therefore, this site may not be suitable for development.

Generally, the construction of facilities within a Multi-Species Habitat Conservation Plan criteria cell is possible; however, the facility should be located in the least environmentally sensitive feasible location and use existing roads, trails and other disturbed areas to the greatest extent feasible. Facilities should be routed through developed or developing areas where feasible. If no other routing is feasible, alignments should follow previously existing roads, easements, rights of way, and disturbed areas, minimizing habitat fragmentation. County of Riverside Multi-Species Habitat Conservation Plan, Final Document

Site 2: 160 acres, **Mead Valley**, 5th District
 Assessor Parcel Numbers: 323-040-002, 003, 004, 005, 006



Site 2 consists of a conglomeration of county-owned parcels totaling 240 acres. Of these, a county-owned parcel of 80 acres lies to the west in a MSHCP criteria cell and is designated as PQP (Public/Quasi-Public Land) under the MSHCP; the remaining 160 acres are not located in a MSHCP area. The site is located in the community of Mead Valley west of Old Elsinore Road and south of Cajalco Road halfway between the Robert Presley Detention Center and Southwest Detention Center. A facility at this site could be served by either courts with Interstate 215 as its major access route. Zoned PF (Public Facilities), the site is relatively flat and is surrounded by

vacant land with residential uses to the east.

Prior to development of vacant county-owned land to expand jail capacity, a more detailed feasibility study of the land should be undertaken so that impacts to the surrounding community can be minimized. Site coverage should be minimized to the extent possible. Building structures should be clustered and surrounded with adequate visual buffers.

Re-use Potential of Surface Mining Operations and Reclamation Sites

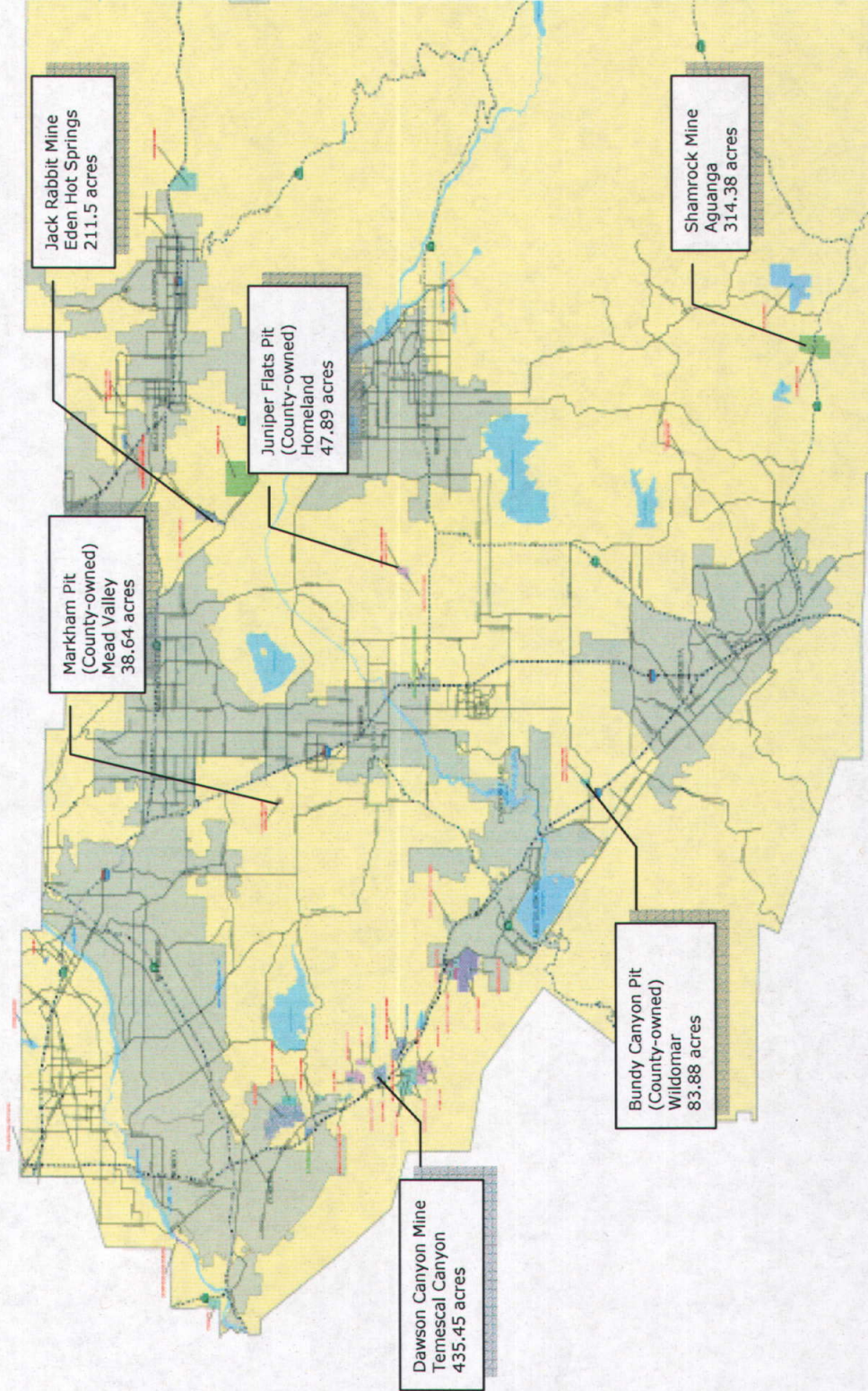
Land for the construction of jail capacity meeting the above criteria includes those uses related to surface mining operations and reclamation sites. Surface mining operations typically involve the extraction of minerals, such as sand, gravel or granite for commercial purposes. These sites have in common large acreage, are located away from urbanized areas, and near major transportation routes. In addition, detailed environmental review and clearances have been completed as part of the permit process. As the functional use of these mining operations ceases or the mining permit expires, a reclamation plan is implemented so that the mined lands are returned to a condition readily adaptable for alternative land uses. Reclamation includes maintaining water and air quality, minimizing flooding, erosion and damage to wildlife and aquatic habitats caused by surface mining. The final step in this process is often topsoil replacement and re-vegetation with suitable plant species.

"The ability to rehabilitate a site depends on the degree of disturbance the site has experienced. A small site that has experienced little to no human alteration would be relatively easy to rehabilitate; most ecosystem functions are still evident and spontaneous colonization is still a dominant process on the site. At the opposite end of the spectrum are large, highly disturbed sites where human activities have completely altered the processes and functions of the site. On a highly disturbed site, ecosystem functions are not evident, and spontaneous regeneration of the site-indigenous species may not occur. The latter site will be difficult to rehabilitate."

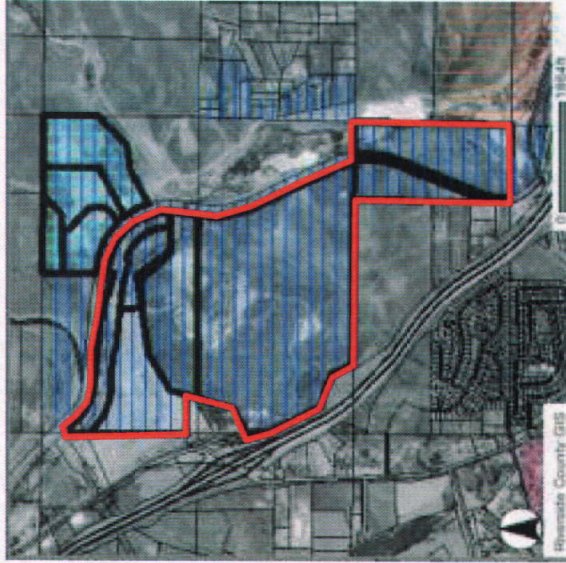
California: A Manual for Decision Making, California Geological Survey Special Publication 123
Rehabilitation of Disturbed Lands in

Permitted Surface Mines In Unincorporated Riverside County (Partial List)						
<u>Operator</u>	<u>Mine Name</u>	<u>Permit #</u>	<u>State #</u>	<u>Location</u>	<u>Status</u>	
CEMEX	Dawson Cyn	SMP00165	91-33-0041	Temescal Cyn	Reclaimed	
County of Riverside	Juniper Flats Pit	RCL00142	91-33-0053	Homeland	Active	
County of Riverside	Markham Pit	RCL00140	91-33-0054	Mead Valley	Active	
County of Riverside	Beaumont Pit	RCL00143	91-33-0056	Beaumont	Reclaimed	
County of Riverside	Bundy Cyn Pit	RCL00141	91-33-0049	Wildomar	Active	
County of Riverside	E. Benton Pit	RCL00138	91-33-0052	Temecula	Active	
Shamrock Sand & Rock	Shamrock Quarry	SMP00145	91-33-0042	Aguanga	Expired Under Reclamation	
Vulcan Mtls	Jack Rabbit Mine	SMP00153	91-33-0009	Moreno Valley	Reclaimed	

As a matter of county policy, preservation and restoration of disturbed land should be the first priority; however, the re-use of a difficult-to-rehabilitate site for the purpose of expanding jail capacity may be considered. Of the permitted surface mines in the county, there are several sites located within unincorporated areas with a potential for reuse for jail facilities highlighted below:



REUSE POTENTIAL OF SURFACE MINING OPERATIONS & RECLAMATION SITES



Dawson Canyon Mine, Temescal Canyon

The 435.45-acre privately owned, reclaimed Dawson Canyon Mine (APNs 283-200-010; 283-190-024, 025; 283-190-027, 028; 290-050-002, 003), is located between Interstate 15 and Temescal Canyon Road, 32 miles from the Southwest Justice Center and 21 miles from the Robert Presley Detention Center. The former sand mine is relatively flat land along a narrow creek bed. Its size may provide opportunities for parkland buffers from the interstate as well as from nearby communities. The four-parcel portion north of Temescal Canyon Road represents another 78.99 acres of a new surface mining permit which has not begun mining operations.

The 83.88-acre county-owned Bundy Canyon Pit (APN 366-300-079) is located in Wildomar just north of Interstate 15. Although the decomposed granite mining site is strategically located between the cities of Lake Elsinore and Murrieta, 16 miles from the Southwest Detention Center, significant residential development abuts the western extents of the mining pit. The mine is still active in its mining operations. This site is more suited for preservation of open space. Surface mining permits for county-owned mines may be renewed indefinitely.



Bundy Canyon Pit (County), Wildomar

The 38.64-acre county-owned Markham Mining Pit (APNs 314-060-006, 009, 010, 011, 027, 028, 033, 069; 314-070-022) has been mining decomposed granite since 1995. An application to expand the mining operations is currently being considered. The proximity to the Robert Presley Detention Center, 15.8 miles away, makes this site convenient for a new jail; however, an evaluation of the surrounding uses indicates that the area is fast becoming urbanized, particularly with residential housing tracts. Mining operations are anticipated to cease in 2034.



Markham Mining Pit (County), Mead Valley

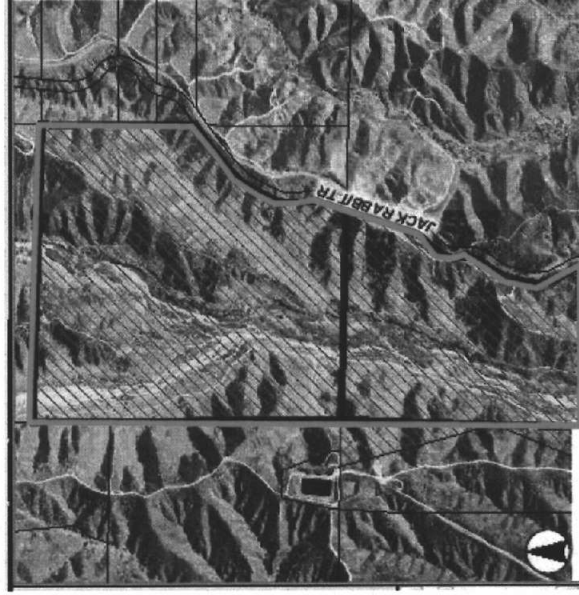
The 314.38-acre privately owned reclaimed Shamrock Mine (APNs 917-050-006; 917-170-003) is located in Aguanga north of Highway 79. Its location, approximately 20 miles southeast of the Southwest Detention Center provides convenient access and is away from residential areas. According to Charles Wideen of the county's Transportation and Land Management Agency, the north side has been fully reclaimed and a large pond occupies over half the site. The south portion of the mine is still in operation and is not visible from Highway 79.



Riverside County GIS
Juniper Flats Mine, Homeland

The 47.89-acre, active, county-owned Juniper Flats Mine (APN 457-030-011) is located north of Highway 74 in Homeland, approximately 16 miles from the Southwest Detention Center and 25 miles from the Robert Presley Detention Center. Residential development has not yet been established in the area. The decomposed granite mining site is still active.

The 211.5-acre Jack Rabbit Mine (APNs 422-220-009 and 422-240-001) is privately owned and is located at the northwest corner of Jack Rabbit Trail and Gilman Springs Road in the unincorporated community of Eden Hot Springs. Easily accessed and located 16 miles away from the Smith Correctional Facility, the site is fully reclaimed and will remain vacant for the near future.

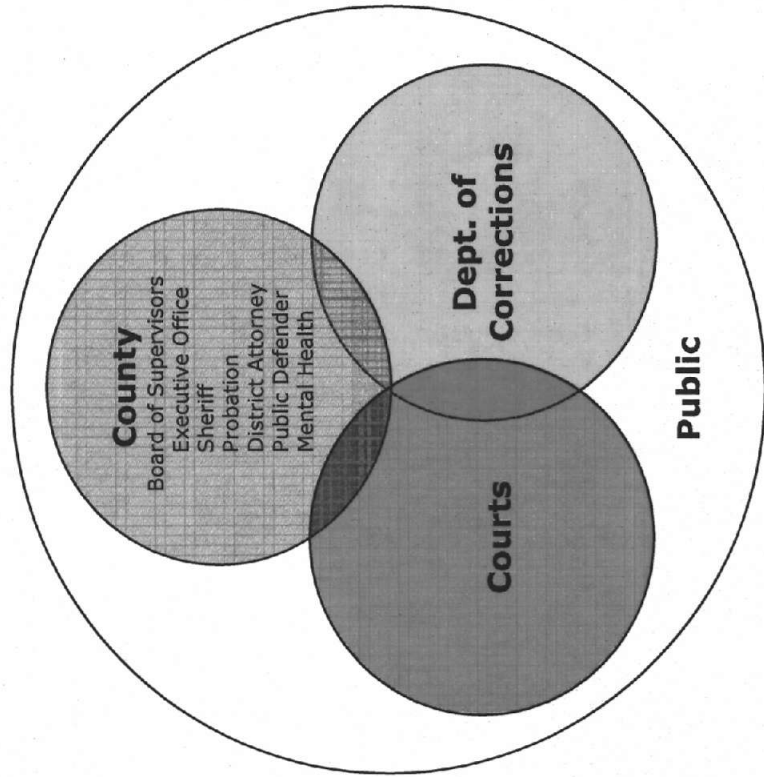


Jack Rabbit Mine, Eden Hot Springs

STAKEHOLDERS

Stakeholders in the Correctional Facilities Master Plan are represented by the Criminal Justice Planning Committee, formed in the fall of 2004 under the Board of Supervisors. The committee members come from the Executive Office, Sheriff's Department, Department of Probation, District Attorney's Office, Office of the Public Defender, the Board of Supervisors, and the Courts. Additional county stakeholders include the Department of Mental Health. With guidance from the California Department of Corrections and Rehabilitation, the county as a whole has the responsibility to maintain a balance between mandated public services and capital improvements with limited financial capabilities.

County investment to add jail beds countywide impacts all levels of the criminal justice and law enforcement departments. In the response to population growth, the facility needs and staffing must be adequately prepared to provide appropriate levels of public safety services to protect the public. Therefore the stakeholders in the Correctional Facilities Master Plan consist of the following:



Courts – The consolidated courts of the County of Riverside resolve disputes arising under the law in a fair accessible, efficient and effective manner, interpret and apply the law consistently and impartially, and independently to protect the individual rights and liberties guaranteed by the Constitutions of the State of California and the United States.

Senate Bill 1732, enacted in September 2002, provides for the transfer of all superior court facilities to the state by June 30, 2007, negotiated on a building-by-building basis. Court facilities include courtrooms, judges' chambers, ancillary rooms used for court support functions, building systems that support court facilities (e.g. heating, ventilation, air conditioning, electrical, fire), holding cells, court grounds, and court parking.

Although the optimal location for jails is to be co-located with court functions, the transfer of responsibility of the courts to the state under Senate Bill 1732 poses some constraints to future planning for correctional facilities. Expansion of jail beds has a direct impact on court expansion, yet the state's future court expansion activities are uncertain. Without the necessary courts to move inmates through the adjudication process, the county's correctional facilities will continue to compensate for deficiencies in the criminal justice system.

County Facilities that will be affected by Senate Bill 1732 include:

Banning Courthouse, Banning
Blythe Courthouse, Blythe
Corona Courthouse, Corona
Courts/Jury Parking, Riverside
Family Law Court, Riverside
Hall of Justice, Riverside
Hemet Courthouse, Hemet
Historic Courthouse, Riverside
Juvenile Courts, Indio
Larson Justice Center, Indio
Moreno Valley Courts (Leased), Moreno Valley

Palm Springs Courts, Palm Springs
Riverside Juvenile Courts, Riverside (County Farm Road)
Southwest Justice Center, Murrieta
Temecula Courthouse, Temecula

Board of Supervisors – The Board of Supervisors is the governing body of the county, and as such, will evaluate recommendations and make final decisions concerning corrections facility planning. It will ultimately approve and appropriate funds for the construction and operation of future detention facilities. Under the leadership of the Board of Supervisors, the criminal justice activities goals outlined in the Strategic Vision will be realized.

Executive Office - As the administrative arm of county government, the Executive Office advises the Board of Supervisors on fiscal, policy and operational issues. Under direction of the County Executive Officer, Executive Office staff members carry out Board directives and monitor departmental compliance with Board-approved policy.

Sheriff – The Riverside County Sheriff's Department serves to protect the public by the suppression and prevention of crime, and the reduction of criminal recidivism; and, performs all mandates of the Office of Sheriff as provided in the U.S. Constitution and laws of the State of California, including the investigation and enforcement of violations of federal and state laws and local ordinances in a fair and reasonable manner; and, serves the superior and municipal courts by providing court security, service of civil process, and execution of lawful orders of the court; and, maintains the county jails and prisoners committed therein as prescribed by law in a fair and humane manner. Riverside County Sheriff stations are located in Blythe, Cabazon, Hemet, Indio, Rubidoux, Lake Elsinore, Moreno Valley, Palm Desert, Perris, San Jacinto, and Murrieta.

The Sheriff's Department Corrections Division serves and protects the citizens of Riverside County by detaining the people under its supervision in a safe and secure environment, while providing for their humane care, custody and control. The division maximizes opportunities for offenders to participate in programs that reduce criminal

behavior and enhances the offender's reintegration into the community. This objective is accomplished in a cost-effective manner in the least restrictive setting, without compromising public safety.

Probation – The Riverside County Probation Department is an agent of the court that provides programs of investigation and supervision for adult probationers, administers the county parole program, and provides pre-trial services to felony arrestees. In addition, as an officer of the Juvenile Court, the Probation Officer provides a program of intake, investigation, and supervision of all juveniles referred to the court by city and county law enforcement agencies. The department also performs civil investigations for juvenile abandonment and divorce custody proceedings as ordered by the Superior Court.

Additional duties of the Probation Department include administering three juvenile halls and two residential treatment centers. The Probation Officer has the responsibility to collect fines, fees, and make restitution to victims.

District Attorney – The Riverside County District Attorney's Office, as a public prosecutor of both criminal and civil cases, ensures that justice is done and that the rights of all are safeguarded. The District Attorney works with every component of the criminal justice system and the entire community to protect the innocent, to convict and appropriately punish the guilty, and to protect the rights of victims and witnesses.

Public Defender - The Riverside Public Defender's Office provides legal representation to any person unable to afford such representation in criminal, juvenile or certain civil proceedings, upon the request of the client or the appointment of the Court.

Mental Health - Mental Health providers work in cooperation with the Sheriff's Department to ensure continuity of care and adequate mental health treatment for offenders who are mentally ill or have mental health problems. Inmates are provided with mental health services that include screening and assessment; mental health and

substance abuse treatment; psychopharmacological intervention for psychiatric disorders; transitional services; and treatment of special populations.

California Department of Corrections & Rehabilitation (DCR) – In May 2005, Governor Schwarzenegger signed legislation that created reforms to California’s Correctional and Rehabilitation Mission. On July 1, the Youth and Adult Correctional Agency and the departments and boards within the agency became the California Department of Corrections and Rehabilitation (DCR). The DCR works in partnership with city and county officials to develop and maintain standards for the construction and operation of local jails and juvenile detention facilities, while the local jurisdiction has primary responsibility for facility design and construction activities. The DCR also inspects local and adult juvenile detention facilities; disburses training funds; and administers facility construction and crime prevention grant programs. In carrying out these responsibilities, the department and its staff work closely with county sheriffs, directors of corrections and chief probation officers, as well as other local officials and community-based service providers, to achieve continued improvement in the conditions of local detention facilities and the delivery of effective local corrections programs. ^{Local}

Corrections in California 2002 Legislative Report

CORRECTIONS DEFINITIONS

- **Administrative segregation:** means the physical separation of different types of inmates from each other who are determined to be prone to: escape; assault staff or other inmates; disrupt the operations of the jail, or likely to need protection from other inmates. Administrative segregation is accomplished to provide that level of control and security necessary for good management and the protection of staff and inmates.
- **Alternate means of compliance:** means a process for meeting or exceeding standards in an innovative way, after a pilot project evaluation, approved by the Board of Corrections pursuant to an application.
- **Average Daily Population (ADP):** the average daily number of inmates in county jails (with the daily totals averaged across the month). The number includes inmates housed in single cells, double cells, dormitories (multiple occupancy cells), handicapped housing, disciplinary segregation, and administrative segregation. The values reported are based upon each facility's "early morning" count.
- **Average Length of Stay (ALS):** the average length of time, in days, that inmates were incarcerated during the reporting period. Includes unsentenced and sentenced inmates.
- **Board Rated Capacity (BRC):** the number of beds in the system that meet the standards of the Board of Corrections.
- **Bookings:** the total of non-sentenced and sentenced persons booked per month into Type II, III, and IV facilities.
- **Court Holding facility:** means a local detention facility constructed within a court building after January 1, 1978, used for the confinement of persons solely for the purpose of a court appearance for a period not to exceed 12 hours.

- Direct visual observation: means direct personal view of the inmate in the context of his/her surroundings without the aid of audio/video equipment. Audio/video monitoring may supplement but not substitute for direct visual observation.
- Early Releases: the number of inmates who were given pretrial releases or sentenced inmates who were released early due to lack of jail space.
- Highest One-Day Count: the sum of each jurisdiction's highest one-day count during the reporting period. This highest one-day count probably falls on a different date in each of the jurisdictions. However, the total is an accurate indicator of the statewide capacity needs.
- Inmate Population by Charging Offense: the number of inmates charged with felony offenses and the number charged with misdemeanor offenses.
- Inmate Population by Classification: the number of inmates housed in maximum, medium and minimum-security housing.
- Percentage of Non-Sentenced Inmates: the percentage of the ADP, which is comprised of inmates who have not yet been adjudicated.
- Rated capacity: means the number of inmate occupants for which a facility's single and double occupancy cells or dormitories, except those dedicated for health care or disciplinary isolation housing, were planned and designed in conformity to the standards and requirements contained in Title 24.
- Type I Facility: a local detention facility used for the detention of persons for not more than 96 hours excluding holidays after booking. Such a Type I facility may also detain persons on court order either for their own safekeeping or sentenced to a city jail as an inmate worker, and may house inmate workers sentenced to the county jail provided such placement in the facility is made on a voluntary basis on the part of the inmate.

- Type II facility: means a local detention facility used for the detention of persons pending arraignment, during trial, and upon a sentence of commitment.
- Type III Facility: a local detention facility used only for the detention of convicted and sentenced persons.
- Type IV Facility: a local detention facility or portion thereof designated for the housing of inmates eligible under Penal Code Section 1208 for work/education furlough and/or other programs involving inmate access into the community.
- Unserved Warrants: the number of unserved felony and misdemeanor warrants.

IMPACTS OF CLASSIFICATION ON JAIL CAPACITY

Prior to being assigned a housing unit, all inmates are interviewed by trained classification officers to determine an appropriate housing unit assignment. Classification is based upon many factors:

1. type of offense
2. criminal history/sophistication
3. age
4. sex
5. medical conditions
6. propensity for aggressive behavior
7. security requirements

The three classification codes are:

- General Population
- Protective Custody
- Administrative Segregation

Classification levels were redefined in response to increases in the criminal sophistication of the inmates in the Riverside county jails. Whereas the felony population once was a small percentage, it now represents 90%. Statistically, in order to protect one group from another with the necessary separation requirements, detention facilities cannot utilize 100% of the beds. This is more difficult in dormitory-type housing units. This is why the Average Daily Population (ADP) is always less than the total available beds.

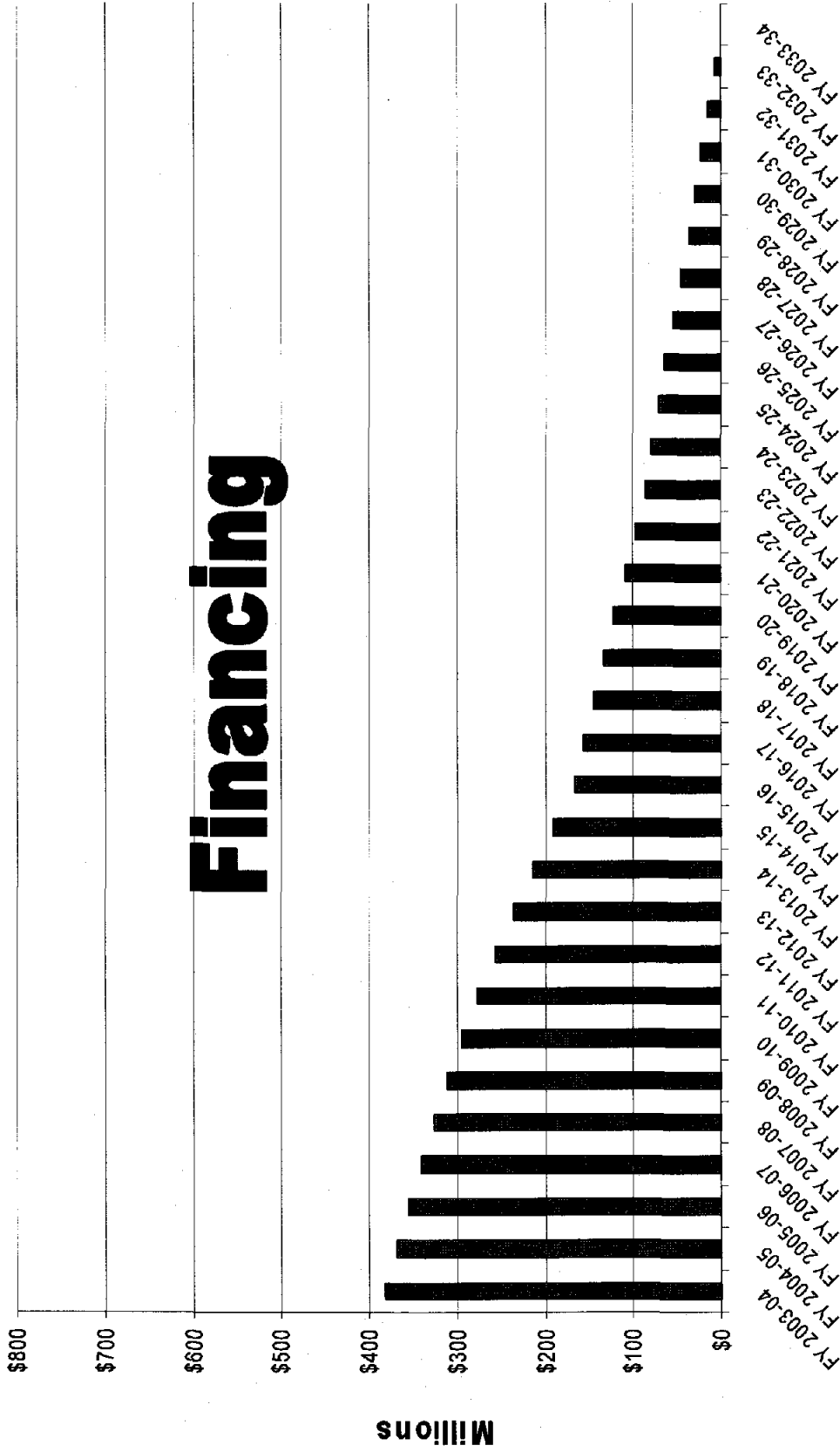
Because of the segregation requirements and the movement of inmates, the inmate population at any given time in any given facility is always changing. This requires creative management of the inmate population by corrections staff. Transfer of inmates to other facilities is usually due to available bed space, reclassification, or court appearances. Due to the majority of unsentenced inmates in the county corrections system, inmates are constantly being transferred in and out of their assigned facility. As many as 400 inmates are transferred on a daily basis from the RPDC to the courts as

well as to the Southwest Detention Center and other county detention facilities. Up to 50% of all inmates are transferred from the RPDJ during their stay, with approximately 100 transferred to the state prison every week.

The county's classification system affects the county's ability to increase jail bed capacity at existing facilities because sufficient beds are needed in each classification in order to accommodate the safety and security needs of inmates as they move through the adjudication (judicial) process. In addition to the standard cell types, there are temporary holding cells that accommodate bookings, inmate transfers to other county detention facilities, to courts or to the state; medical cells, sobering cells, parole violation cells, mental health cells, and negative pressure cells.



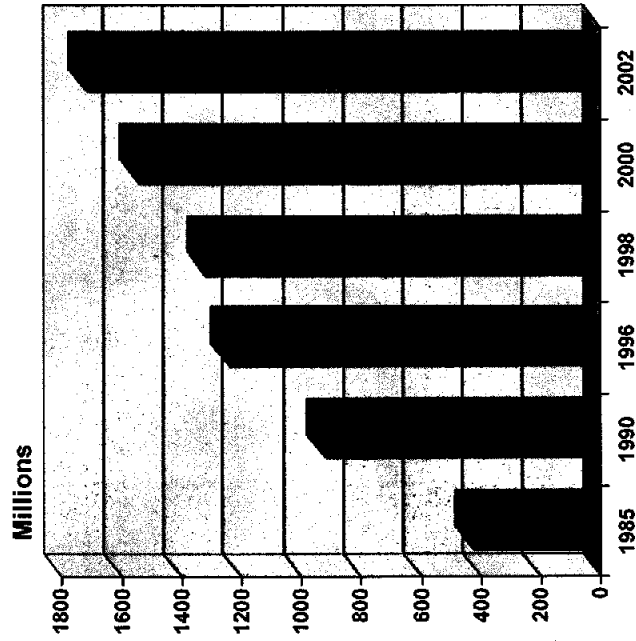
Financing



COSTS OF BUILDING AND OPERATING DETENTION FACILITIES

California county jail operational costs (excluding debt service) more than tripled between 1984/85 and 2001/02, increasing from \$446 million in 1984/85 (about 40,000 beds on line) to \$1.24 billion in 1995/1996 (about 68,000 beds on line) to \$1.7 billion in 2001/2002 (approximately 73,000 beds on line). Per capita operational bed costs increased from \$11,000 to over \$23,000 from 1984/85 to 2001/02, more than a 100 percent over 17 years.

LOCAL JAIL COSTS OF DETENTION



Source: Counties Annual Report, State Controller's Office
Detailed Statement of General County Financing Uses by Budget Units for Fiscal Year ended June 30, 2003
2004 Local Corrections Legislative Report

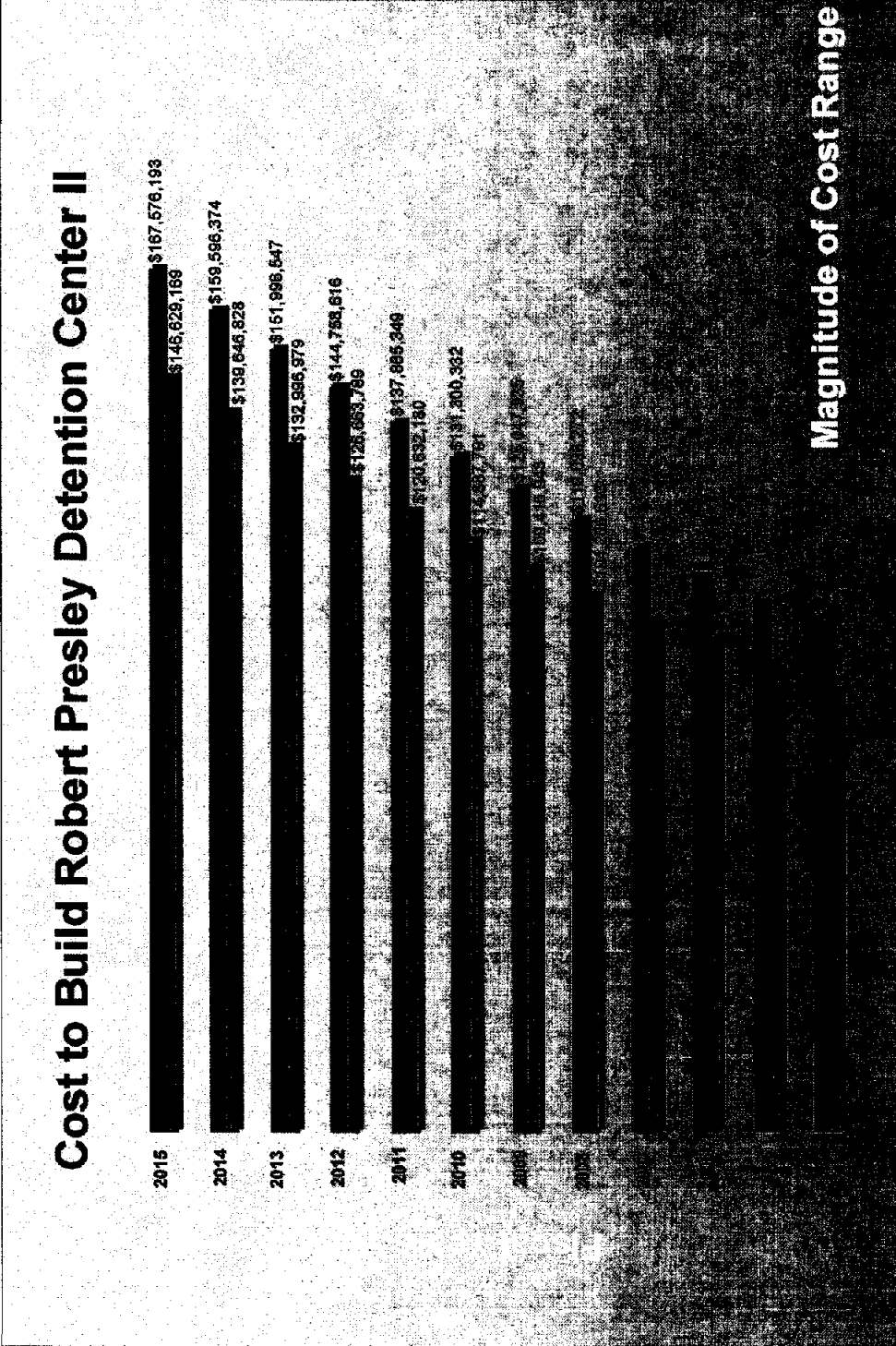


Correctional facilities are very expensive to construct. Realistically the construction costs are only a relatively small percentage of the total cost of a facility; operating costs, which includes staffing, can be 12 to 18 times greater than the first costs over the 30-year economic life of a facility.

California Board of Corrections Planning Handbook

There are three types of costs associated with constructing and operating a detention facility:

First Costs: the costs to construct the facility. These might include land acquisition, professional fees, permits, and associated costs to construct the building. Costs per square foot depend on many factors, including location, capacity, number of floors, security level, types of systems and equipment, and quality of finishes. To illustrate, if a second jail tower were constructed adjacent to the existing Robert Presley Detention Center today, a probable magnitude of cost may be determined. The RPDC was completed in 1989 at a cost of \$43,300,000. Applying a 5% per annum cost inflation rate, the 1989 cost of the RPDC was projected to 2015 as a low-range estimate (shown in yellow-orange). An additional 20% cost escalation was added to the base cost (shown in red). The cost modeling exercise is a rough projection of costs at best. Future changes in corrections facilities standards and the construction market cannot be estimated at this time.

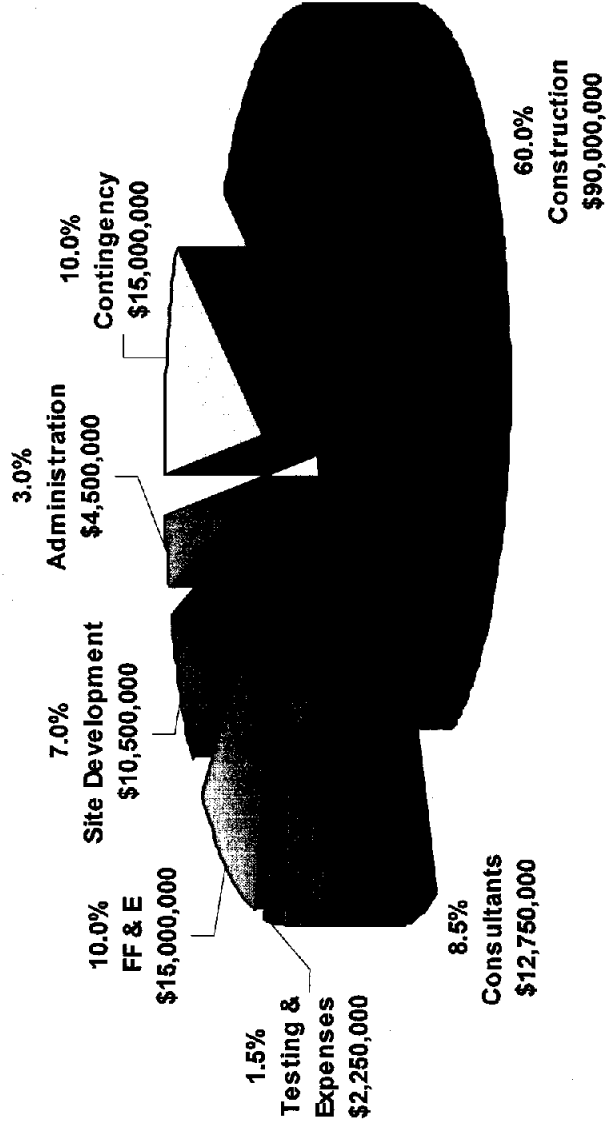


Estimated Cost to Construct RPDC Tower 2



The State Board of Corrections Planning Handbook suggests the following percentage breakdown of first costs for the construction of a new jail, applied to an expansion of the Robert Presley Detention Center:

Estimated First Costs for RPDC Expansion
1,220 Beds (includes Medical & Mental Health Beds) @ \$150,000,000



Costs per bed depend on the above factors as well as programs, services, and overall capacity. These costs may range between \$50,000 to \$110,000 per bed for the facility. A comparison of the county's existing facilities show the per-bed first costs:

Costs to Construct Riverside County Jail Facilities					
	Indio	Blythe	SCF	RPDC	Southwest
Year Built	1959	1964	1993*	1989	1992
Number of Initial Beds				792	535
Initial Constr. Type	Old Linear Old Dormitory	Old Linear Old Dormitory	Old Dormitory	NewGen Cells NewGen Dormitory	NewGen Cells NewGen Dormitory
Costs to Construct				\$43,300,000	\$33,200,000
Cost per SF				\$185 per square foot	\$213 per square foot
Cost Per Bed				\$54,671.71	\$62,056.07
1989					
Additions					
Beds and/or Program Space Added	18 Medical Beds				
Cost Per Bed					
2000					
Additions	1992	2000	2005	N/A	2001
Beds and/or Program Space Added	110 Old Dormitory	16 NewGen Cells	120 NewGen Dormitory	N/A	541 NewGen Cells
Cost Per Bed		\$121,251.12	\$61,666.67	N/A	\$53,419.59



Operating Costs: the major component of operating costs is staffing, which accounts for as much as 70% of total operating costs. The key to the success of a jail and the key to controlling operational costs is staffing. For the small jail, staff costs can become critical in meeting requirements for full-time 24-hours-a-day, seven-day-a-week coverage and "same-sex" staffing (that is, female staff for female prisoners, male staff for male prisoners).

U.S. Department of Justice, National Institute of Corrections "Small Jail Special Issues"

Since the facility operates 24-hours a day, seven days a week, each staff post requires approximately five persons to operate. The around-the clock operation of a detention facility is a key factor in its high operating costs. Wear and tear on the building and non-stop operating of HVAC systems contribute to high maintenance costs, which can account for approximately 20% of total operating costs. Inmate care includes items such as food service and generally accounts for about 10% of total operating costs. The following table shows the county's individual correctional facilities operating costs and the daily cost to incarcerate an inmate:

Individual Correctional Facilities Budget								
	Blythe	Indio	SCF	RPDC	SWDC	Yearly Totals	Average Daily Population	Cost Per Inmate Per Day
1999-2000	\$ 1,936,450	\$ 5,954,780	\$ 10,469,859	\$ 29,516,553	\$10,288,975	\$ 58,166,617	2,569	\$ 62.03
2000-2001	\$ 2,032,909	\$ 6,610,225	\$ 11,013,733	\$ 31,185,680	\$14,845,488	\$ 65,688,035	2,817	\$ 63.89
2001-2002	\$ 2,377,690	\$ 7,185,850	\$ 12,182,047	\$ 33,887,055	\$19,878,709	\$ 75,511,351	3,185	\$ 64.95
2002-2003	\$ 2,491,308	\$ 7,576,583	\$ 13,129,006	\$ 34,269,210	\$21,421,260	\$ 78,887,367	3,215	\$ 67.23
2003-2004	\$ 2,756,528	\$ 7,987,326	\$ 14,892,962	\$ 35,639,696	\$23,016,463	\$ 84,292,975	3,204	\$ 72.08

Source: Pre-Plan Outline for Building New Jail Facilities, Sheriff's Department



Life Cycle Costs: Life cycle costs include all costs and benefits measured over the economic life of the facility. In addition to that of construction, the cost of financing a building can triple the overall cost of the project, and related project costs can add another third to the construction cost. U.S. Department of Justice, National Institute of Corrections "Small Jail Special Issues"

National average studies suggest that operation costs over a 30 year period average nine times the initial construction costs. That is, in the 30 year life cycle, construction cost represents 10 percent of the total costs, personnel costs represent 63% of these costs, utilities and maintenance represent 18% of the costs and prisoner care cost represent 9% of total costs. The Carl Vinson Institute of Government, University of Georgia: "Jail: Lease, Build or Buy?"

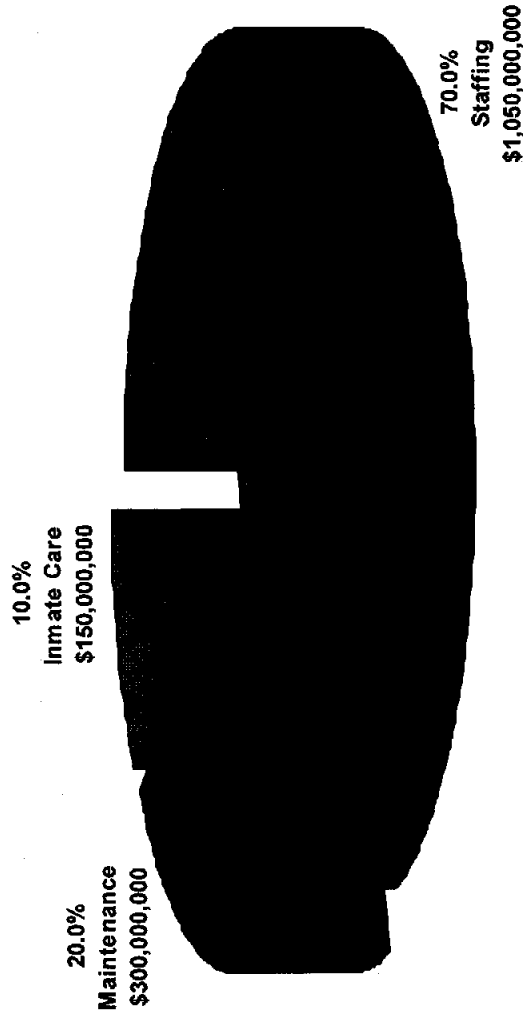
Life cycle costs generally include:

- Initial capital investment costs
- Financing costs
- Maintenance and operating costs
- Repair and replacement costs
- Alterations and improvement costs
- Personnel costs
- Salvage costs. Board of Corrections Planning Handbook

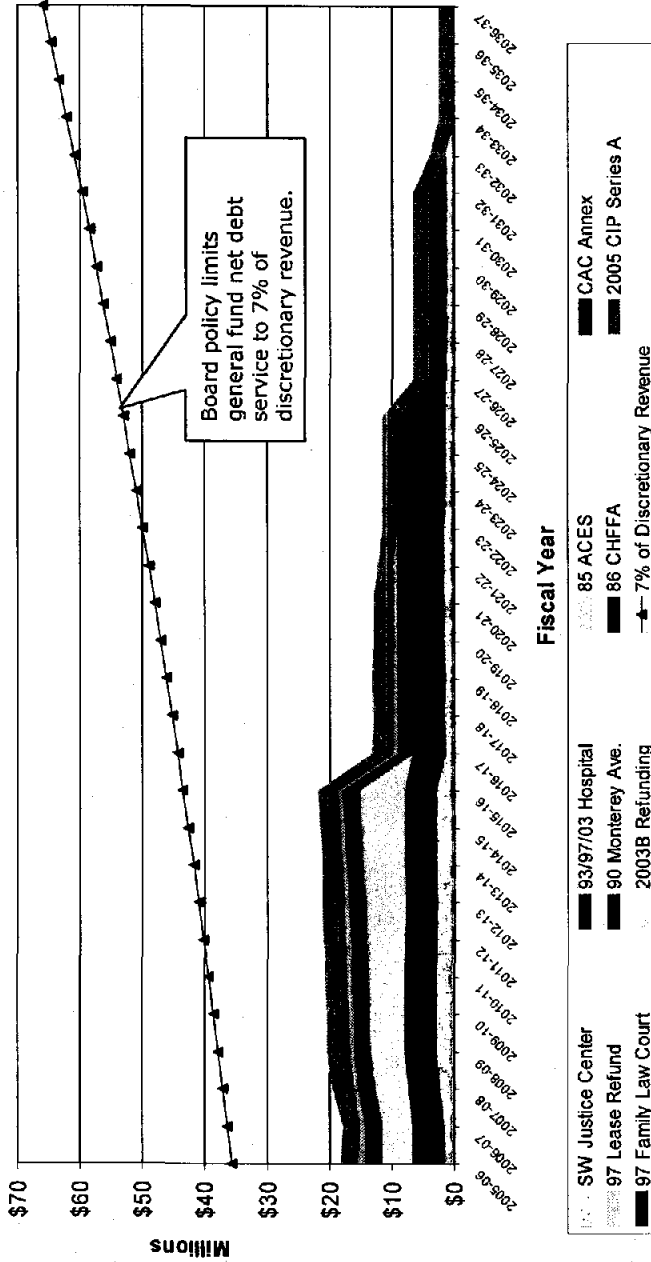
Although the economic life of a facility varies from one building type to another, detention facilities currently are assumed to have a 30-year economic life. Therefore, an assessment of the life cycle costs will give the county a truer picture of the financial commitment required to construct, operate and maintain a facility. While the county's correctional facilities were constructed assuming a 30-year life cycle, the facilities often are in use much longer. For example, the 1933 section of the original Riverside Jail was closed after 2001.

In FY 2005-06, the first year operating costs for the initial pod expansion at the SCF is estimated at \$3,541,573 which includes 32 staff positions. Over 30 years, the estimated life cycle costs for this expansion of 120 beds and intake center is projected to cost approximately \$811,000,000 based on a 3% inflation factor per year. A recently proposed 06/07 staffing budget for positions related to the second pod expansion shows a first year operating cost of \$5,839,102 for 60 staff positions. The projected 30-year life cycle cost for the second pod expansion would be approximately \$1,500,000,000.

Estimated 30-Year Operating Costs for RPDC Expansion



**County of Riverside's Long Term Lease Obligations -
Net to General Fund with 2% Growth**



Analysis of the county's existing debt shows that the county's debt payments are uniform until FY2016/2017 when a significant drop occurs. It is approximately at this time when the county will pay off the 85 ACES bond issue. For example, this suggests that the optimal period for the county to absorb the \$12 million debt service for expansion at RPDC could occur in FY 2016/2017. To reach this point, the county's expenditures on capital improvement projects could be maintained at current annual budget levels, or approximately \$60,000,000 per year, as in the FY 04/05 CIP budget recommendations. Financing of new projects before 2016/2017 may be structured to maintain level debt service, to the extent possible. This is a conservative approach to the construction and financing of large projects in the future.



With multiple facilities outlined in this master plan, the identification of resources and the phasing of financing becomes critical. Before commencing the Indio Jail expansion and SWDC conversion, the current trends and bed needs must be re-examined so that capacity matches the need for the planning period.

CORRECTIONAL FACILITIES PHASING PLAN																		
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2022	2027	
SCF 120 beds (I)																		
SCF 120 beds (II)																		
SCF 240 beds																		
Central Kitchen Facility																		
RPDC Expansion																		
Indio Jail Expansion																		
SWDC Conversion																		
Jail Hub Feasibility Study																		

The planning process should begin immediately. As required of all correctional facility rehabilitation, expansion or construction in the state, there is a parallel planning process with and subsequent approval by the California Department of Corrections and Rehabilitation.

Cost Controls

Detention facilities are particularly vulnerable to fiscal constraints because proportionately high fixed operational costs (e.g., food, clothing, medical care, court transportation, and minimum staffing for safety and security) limit the ability to make discretionary cutbacks and still operate the facility. There simply are not many ways to cut detention costs without reducing local capacity by closing housing units or entire facilities. One area where detention facilities have found some flexibility is facility maintenance. By deferring needed repairs and foregoing preventative maintenance



activities, many adult and juvenile detention systems have been able to defer costs and redirect funds. This temporary solution, however, is leads to premature deterioration of facilities and escalates repair and maintenance costs.

2004 Local Corrections Legislative Report

Given the manner of surveying jail costs and the likelihood that jail needs will vary from year to year, average jail bed costs are likely to fluctuate. The bottom line suggests that in the initial stages of community discourse about a new jail, cost figures are very general approximations. Only at the point that a jail study has been concluded and an initial architectural plan has been developed will a reasonably accurate estimate of costs be available.

"Misleading Jail Bed Costs," Allen R. Beck, Ph.D.

RESOURCES

The majority of county spending is for mandated core functions such as health, welfare and criminal justice, all of which are heavily supported by state and federal sources. The remainder is discretionary spending within the general fund, which is allocated by the Board of Supervisors for expenditures based on overall financial resources and service priorities of the community. According to the Strategic Vision prepared for the county in December 1998, the general priorities of the Board for expenditure of discretionary funds are:

1. To fulfill its "Commitment to Public Safety," adopted in September 1996. It is represented by the goal of achieving a patrol ratio of one Deputy Sheriff per 1,000 residents and increasing staff levels in the jail and court services. More recently, in the 2005-2006 Budget address, the Sheriff's department has advocated a ratio of 1.2 Deputy Sheriffs per 1,000 residents.
2. To maintain a contingency account of 4.0% of discretionary revenue appropriations in the event of unforeseen budgetary impacts.
3. To maintain a course of prudent fiscal management to establish policies for the judicious use of pooled funds and debt financing for its capital improvement program.

To promote these priorities, the county has adopted a long range financial strategy. At the heart of the county's financial strategy is the focus on cautious long-range planning to ensure that ongoing operations are prudently founded on ongoing funding sources which can be sustained over time and that future funding needs are anticipated and well-planned in advance.

Should the Board implement any of the future facility options outlined in the master plan in the immediate future, the county might require temporary adaptation of several budget policies:

- A multi-year plan should be developed by the Debt Advisory Committee for financing.
 - Reprioritize one-time revenue allocations on a temporary basis
- On July 11, 2005 Governor Schwarzenegger signed the California State Budget for 2005-2006 (SB 77) into law. Major provisions related to corrections contained within the budget include:
- For support of the Department of Corrections and Rehabilitation \$6,623,060,000.
 - Restored funding to the Small and Rural Sheriff's Program (\$18.5 million)
 - Provided \$7.5 million to fairly reimburse local jurisdictions for the cost of prosecuting crimes committed in state prisons by adult inmates. Also, the Budget provided a revised methodology for the calculation of a daily reimbursement rate for the detention of adult state parolees.
 - Maintained funding levels for the Citizen's Options for Public Safety (COPS) and Juvenile Justice Crime Prevention Programs at \$100 million each. An additional \$26 million is authorized for county juvenile justice programs.

Among the policy changes contained in the budget is the proposed shift of responsibility for supervising youthful offenders on parole from the California Youth Authorities to counties. Citing a decrease in the number of parolees from CYA and current capacity of local probation programs to provide the higher level of supervision to CYA parolees, the shift of responsibility would also include incentives for counties to limit the type of offenders they send to the state to permit the state to focus on the most serious offenders, and evaluating state facility needs.

California Budget Project, June 14, 2005

Trends in budget initiatives in the area of corrections have mainly focused on programs for juvenile justice, parolees and crime prevention rather than on corrections facility construction. While the BOC administers federally and state funded construction projects through the federal Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) Incentive Grant Program and through the state's general fund, all funds have been appropriated and allocated. Further, with the newly-reorganized Department of Corrections and Rehabilitation, immediate increases in spending "may be largely driven by salary increases and positions associated with the opening of a new prison in Delano." California State Budget Part IV: Perspectives on State Expenditures

At the local level, the Board of Supervisors has tasked the County Executive Office together with the Criminal Justice Planning Committee and Capital Improvement Program (CIP) team to formulate comprehensive criminal justice financing options that encompass both the county unincorporated area and city jurisdictions. Financing/funding options may include but are not limited to:

1. Voter-approved sales tax
2. Revised developer impact fees
3. Other mitigation fees
4. Allocation of new general fund ongoing revenue to operations or debt service
5. Allocate new department revenue to operations (e.g. under Proposition 172)
6. Investigate State/Federal grants

With the construction of future correctional facilities and the long term fiscal investment needed to operate them, the county continues to face the uphill challenge of assuring that its correctional facilities are adequate to meet its criminal justice system needs. The estimated magnitude of cost range needed for future correctional facilities in this master plan is between \$309,100,000 and \$358,100,000.

ORDER OF MAGNITUDE RANGE OF FUTURE CORRECTIONAL FACILITIES	
SCF 240 maximum security	\$ 26-30,000,000
Central Kitchen	\$ 8,000,000
RPDC Expansion	\$ 150-165,000,000
Indio Jail Expansion	\$ 110-135,000,000
SWDC Conversion	\$ 15-20,000,000
Jail Hub Feasibility	\$ 100,000
RANGE	\$309,100,000 to \$358,100,000



In their recognition that public safety and criminal justice facilities are operating beyond design capacity, the Board of Supervisors developed benchmarks for the year 2002 for the development and use of financial resources to renovate, expand and build appropriate facilities and systems to serve the county. Listed below are the efforts outlined and their status:

2002 Public Safety and Criminal Justice Facility Goals In the Riverside County Strategic Vision		
Goal	Status	Cost
Secure and develop March Air Force Base facilities as a Public Safety Training Center	The Ben Clark Firing Range Phase I & II is a CIP FY 04/05 Project	\$8,200,000 Est. completion FY05/06
Build a new Coroner's facility in the Perris area	This coroner's facility in Perris replaced the coroner's facility in the Simon's Building in downtown Riverside.	Completed
Build a Southwest Criminal Justice Center	The 351,983 square foot Justice Center complex, which included a 99-bed Juvenile Detention Center, 12-courtroom Courthouse and 541-bed Adult Detention Center was completed in January 2003	\$104,300,000 Completed
Provide several new courtrooms in Blythe	2 new courtrooms added	Completed 1999
Complete the downtown Riverside Courts Complex, including the renovated Historic County Courthouse, the Hall of Justice, the Bankruptcy Court, the Family Law Court, the State Appeals Court, and the Federal District Court	The Hall of Justice, the Bankruptcy Court, the Family Law Court, the State Appeals Court, and the Federal District Court are completed. The 1933 Historic Courthouse remodel was approved by the Board on July 29, 2003	County Courthouse Renovation \$10,500,000 Est. completion FY05/06
Upgrade the Sheriff's dedicated county-wide communication	The 800 MHz project was identified in the Capital	Board approval 9/27/05



system	Improvement Program Needs List.	
Renovate, expand or close the old Riverside Jail	Security & plumbing upgrades were completed in 2000.	\$1,011,333 Relocate 289 beds (future)
Build new or expand capacity of existing Juvenile Hall facilities in the east and west county	Constructed two 25-bed living units at Indio Juvenile Hall & a 99-bed juvenile hall and related support space at Southwest Detention Center (completed 11/01)	\$1,000,000 in Federal Grants and \$4,956,527 in State Grants Completed.

The county is on its way to successfully reaching the law enforcement and criminal justice facility goals in its Strategic Vision. However, the county's correctional system is reaching critical capacities. The Corrections Master Plan has quantified jail bed needs, explored, analyzed, and suggested ways to meet those needs while balancing demands on the system, the safety of the community, and upholding the mandates of the Federal Court Order.



CONCLUSION

Corrections planning too often focuses entirely on a "concrete" end product – the facility. Sometimes, the assumption is so strong that a new or expanded facility will solve a county's crime problem that this assumption is never questioned or tested. ^{Board of}
Corrections Planning Handbook

There are many facets of corrections planning, and each must be thoroughly examined. Local detention facilities are extremely expensive to build and operate. Yet, there is considerable evidence that these facilities are "capacity driven": the more detention space that is available, the more a facility will be utilized.

While the corrections master plan encompasses actions to expanding jail capacity, alternative practices or policies are ongoing. Alternatives to incarceration have been and will probably remain controversial. A shortage of jail beds has forced the criminal justice system to place persons in alternative custody programs who should otherwise be incarcerated. Therefore, the bed need projections for this population will increase the need beyond the projections in this master plan. Even when additional jail capacity is added, these alternative custody programs are beneficial to the criminal justice system and will continue to be utilized.

Effective corrections planning takes time because it requires widespread involvement of specialists and non-specialists alike in a dynamic participatory process often within an environment of diverging points of view. Widespread participation in the planning process increases the likelihood that decisions will be carried out effectively with the support of all the stakeholders. A successful planning process results in a facility that meets the goals of the county as well as the legal and statutory requirements of the Department of Corrections and Rehabilitation.

Thanks to:

Brian Beck, Principal Development Specialist, Economic Development Agency
John Capsavage, Mental Health Services Supervisor, Department of Mental Health
Capt. Alan Flanary, Commander of Indio Jail
Capt. Dana Fredendall, Commander of Smith Correctional Facility
Chief Deputy Valerie Hill, Chief of Corrections Division
Correctional Sergeant Jennifer McConville, Sheriff's Department Planning Unit
Capt. Michael Moreland, Sheriff's Department, Retired
Correction Sergeant Patrick Nash, Robert Presley Detention Center
Capt. David Nordstrom, Commander of Southwest Detention Center
Charles Wideen, Principal Engineering Technician, Department of Building & Safety
Judith Clark, Supervising Deputy District Attorney
Lt. Kevin Lacy, San Bernardino County Sheriff's Department
Sergeant Dan Ybarra, Sheriff's Department Planning Unit
Strategic Planning Unit, Economic Development Agency

List of Sources:

Beck, Allen R., Ph.D. "Avoiding the Expense of Constructing Unnecessary Jail Capacity." Justice Concepts Incorporated, 1997.
Beck, Allen R., Ph.D. "Forecasting: Fiction and Utility in Jail Construction Planning." Justice Concepts Incorporated, 1996.
Beck, Allen R., Ph.D. "Misleading Jail Bed Costs," Justice Concepts Incorporated, 1999.
California Board of Corrections "Jail Profile Survey 2002"
California Board of Corrections, "Local Corrections in California Legislative Report," 2002 and 2004
California Board of Corrections Planning Handbook #1, Learning About Corrections and Correctional Facilities." June 1999.
California Board of Corrections Planning Handbook #3, "Assessing Current and Future Corrections Needs." June 1999.
California Budget Project, June 14, 2005
California Department of Finance, "E-1 City/County Population Estimates with Annual Percentage Change, 1/1/2003 and 1/1/2004"

- California Department of Finance, "P3 Population Projections by Race/Ethnicity, Gender and Age for California and Its Counties 2000-2050," May 2004.
- California State Budget Part IV: Perspectives on State Expenditures
- California State Code, Title 24 Part 1 and Part 2
- Claassen, V.P., and Newton, Gail A. "Rehabilitation of Disturbed Lands in California: A Manual for Decision Making, Special Publication 123." California Department of Conservation, California Geological Survey. May 2003
- Moreland, Michael. "Pre-Plan Outline for Building New Jail Facilities 2003/2004"
- Office of Attorney General Criminal Justice Statistics Center
- Riverside County "Multi-Species Habitat Conservation Plan, Final Document." June 2003.
- Riverside County Sheriff's Department, "2004 Correctional Facility Needs Assessment." January 2004
- Riverside County "Strategic Vision, A Long-Range Service Plan." December 1998.
- Riverside County Department of Mental Health
- The Carl Vinson Institute of Government, University of Georgia. "Jail Capacity: Build, Lease, or Jointly Buy?" <http://iep.cviog.uga.edu/jailbob.htm>
- U.S. Department of Justice, National Institute of Corrections, "Small Jail Special Issues." February 1986.