



**COUNTY OF SAN MATEO**  
Inter-Departmental Correspondence  
Sheriff's Office



**DATE:** September 19, 2011  
**BOARD MEETING DATE:** October 4, 2011  
**SPECIAL NOTICE/HEARING:** None  
**VOTE REQUIRED:** Majority

**TO:** Honorable Board of Supervisors  
**FROM:** Sheriff Greg Munks  
**SUBJECT:** **Executive Summary:** Replacement Jail Rated Bed Capacity

**RECOMMENDATION:**

Adopt a Resolution authorizing the Sheriff to proceed with Option B, planning a replacement jail with a rated bed capacity between 488-552 with an additional 88 non-secure transitional beds, to include the warm shell

**BACKGROUND:**

San Mateo County's adult correctional facilities are severely overcrowded with daily inmate populations ranging from 125% to 160% of rated capacity. Overcrowding has many consequences. These include a greater risk of maintaining a safe and secure facility, increased staffing costs, reduced life expectancy of the facility, maintenance issues which are more frequent and costly than expected, and program areas for inmate housing.

The average daily population (ADP) for San Mateo County over the last 10 years has been 1101, which is 267 inmates greater than the rated bed capacity. Beginning October 1, 2011, AB 109 (Public Safety Realignment) will take effect. AB 109 changes sentencing laws in California, sending defendants convicted of some non-violent, non-serious, and non-sexual crimes to county jails instead of state prisons to serve their sentences. The California Department of Corrections and Rehabilitation (CDCR) projects at least 241 additional inmates will be housed in San Mateo County jails each day once AB 109 is fully implemented. The Sheriff's Office estimates that the actual increase in inmate ADP could be in the 300-400 range.

**DISCUSSION:**

The Sheriff is recommending a range of 488-552 rated beds be approved by the Board of Supervisors for the replacement jail. Additionally, the Sheriff is recommending the inclusion of 88 non-secure transitional beds to help increase programming opportunities, successful community re-integration, and reduce recidivism.

The replacement jail will consist of a 72' housing tower with three floors and an attached 40' non-secure ancillary structure. The proposed Option B will contain 168 rated beds for females and 320-384 rated beds for males. Inmate program areas are located either centrally or on the housing clusters. This configuration also includes a partially completed "warm shell" floor, allowing immediate programming to commence with the flexibility to add inmate housing later. Approval from the Board would be necessary to occupy and staff the warm shell as inmate housing.

The replacement jail includes 257,112 gross square feet and 156,272 net square feet, representing 334 square foot per inmate, complying with the Corrections Standards Authority (CSA) minimum space requirements. Transitional and Work Furlough rated beds for 24 females and 64 males will be located in the non-secure ancillary building.

It is anticipated that the project design phase will last approximately 12 to 14 months. As the project proceeds to design completion, a consistent review will be conducted, verifying ADP numbers to monitor the impacts of realignment.

By proceeding with Option B, planning a replacement jail with a rated bed capacity of 488-552 with an additional 88 non-secure transitional beds, to include the warm shell, contributes to the Shared Vision 2025 outcome of a Collaborative Community by ensuring a safe and cost effective replacement jail facility.

County Counsel has reviewed and approved the Resolution as to form and content.

**FISCAL IMPACT:**

Estimated construction cost is \$145 to \$160 million. The County is applying for AB 900 Phase 2 funding. If selected, the construction cost to San Mateo County would be reduced by the amount awarded up to \$100 million. The total annual operational cost for the facility will be approximately \$44 million which includes existing Sheriff's Office budget of approximately \$17 million, new Sheriff's Office staffing costs of \$14 million, approximately \$2 million in charges from other county departments and \$10.5 million per year of debt service on the estimated construction cost. An AB 900 award could reduce debt services charges by as much as 60%.



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**BACKGROUND:**

San Mateo County's adult correctional facilities are severely overcrowded with daily inmate populations ranging from 125% to 160% of rated capacity. Overcrowding has many consequences. These include a greater risk of maintaining a safe and secure facility, increased staffing costs, reduced life expectancy of the facility, maintenance issues which are more frequent and costly than expected, and inmate program areas for inmate housing. Overcrowding has forced the Sheriff to triple bunk some housing units at the Women's Correctional Center (WCC) and convert programming spaces into overflow housing at the Maguire Correctional Facility (MCF). The San Mateo County Civil Grand Jury has described the WCC as a "disgrace" and the Corrections Standards Authority has reported on a number of occasions the inadequacy of inmate capacity at MCF.

Upon completion of the replacement jail, 488-552 rated beds and 88 transitional beds will be available. MCF will be operated at its rated capacity of 688. The Maple Street Correctional Facility closure will eliminate 146 rated beds, leaving a system wide rated capacity of 1264 -1328 for both men and women including 88 transitional beds.

The average daily inmate population (ADP) for San Mateo County over the last 10 years has been 1101, which is 267 inmates greater than the rated bed capacity. Beginning October 1, 2011, AB 109 (Public Safety Realignment) will take effect. AB 109 changes sentencing laws in California, sending defendants convicted of some non-violent, non-serious, and non-sexual crimes to county jails instead of state prisons to serve their sentences. The California Department of Corrections and Rehabilitation (CDCR) projects at least 241 additional inmates on average will be housed in San Mateo County jails

each day once AB 109 is fully implemented. The Sheriff's Office estimates the actual increase in inmate ADP could be in the 300-400 range. The following chart was prepared by CDCR showing their month by month estimates for AB109 impacts for our county:

San Mateo			
Estimated Impact of AB 109: Number of Persons Not Sent to State Prison as New Admissions or Parole Violators with New Terms			
Month	New Admission	Parole Violator with New Term	Total
OCT2011	15	3	18
NOV2011	8	3	11
DEC2011	14	3	17
JAN2012	9	0	9
FEB2012	8	2	10
MAR2012	11	7	18
APR2012	3	0	3
MAY2012	3	3	6
JUN2012	4	12	16
JUL2012	5	14	19
AUG2012	10	5	15
SEP2012	7	10	17
OCT2012	14	10	24
NOV2012	6	14	20
DEC2012	10	7	17
JAN2013	13	6	19
FEB2013	20	22	42
MAR2013	13	3	16
APR2013	11	0	11
MAY2013	14	6	20
JUN2013	8	13	21
JUL2013	16	9	25
AUG2013	16	9	25
SEP2013	17	9	26
Average	11	7	18

The increase in ADP in San Mateo County correctional facilities due to the implementation of AB 109 will exacerbate overcrowding and require at a minimum the construction of 488 rated beds and 88 non-secure transitional beds in the replacement jail. Constructing fewer beds would not meet the current or projected inmate populations, leaving the system overcrowded and inefficient. Conversely, building the necessary number of beds today will allow the system to properly manage our inmate population, increase programming opportunities, improve outcomes for inmates, reduce recidivism and improve public safety.

**DISCUSSION:**

In December 2010, the Board of Supervisors acquired 4.67 acres of land in Redwood City just east of Highway 101 for the express purpose of constructing a replacement jail. Additionally, the Board approved a mitigated negative declaration for the replacement jail on that location, clearing the way for the project to enter the design phase. The next step in the development process is to determine the number of secure and transitional beds in the replacement jail.

In June and August of 2011, meetings with individual members of the Board of Supervisors were held in an effort to provide information on the scope and size of the replacement jail project. During these meetings, two plans with three options each were presented and discussed while each Board member shared their priorities and concerns. Study sessions with the full Board of Supervisors on September 13<sup>th</sup> and September 28<sup>th</sup> served as additional opportunities for Board members to discuss the scope and size of the replacement jail project and impacts of realignment.

The Sheriff is recommending that a range of 488-552 rated beds be approved by the Board of Supervisors for the replacement jail. Additionally, the Sheriff is recommending the inclusion of 88 non secure transitional beds to increase programming opportunities, successful community re-integration, and reduce recidivism. The following chart illustrates the impact the new beds will have on our correctional system:

**Re-alignment ADP vs. Rated Beds  
Partial Build (576 beds)**

	<u>State Projection</u>	<u>County Projection</u>
2001-2010 Ten Year System Average Daily Population (ADP)	1101	1101
Estimated Parole Violator ADP Increase	33	50
Estimated Non Non Non ADP Increase (New Criteria)	<u>208</u>	<u>300</u>
New Estimated System ADP as of October 2012 (The state estimates are after one year of realignment)	1342	1451
2014/15 System Rated Beds (688 +576)	1264	1264
2014/15 System Estimated ADP	<u>-1342</u>	<u>-1451</u>
Total System Available Beds	<b>(-78)</b>	<b>(-187)</b>
2014/15 System Rated Beds	1264	1264
Recommended 5% vacancy rate	-64	-64
2014/15 System Estimated ADP	<u>-1342</u>	<u>-1451</u>
Total System Available Beds	<b>(-142)</b>	<b>(-251)</b>

The Sheriff's goal is to build a safe and fiscally responsible replacement jail that maximizes use of available land, abides by all regulatory requirements, and most important, meets capacity needs. Built to the proper size, the replacement jail will

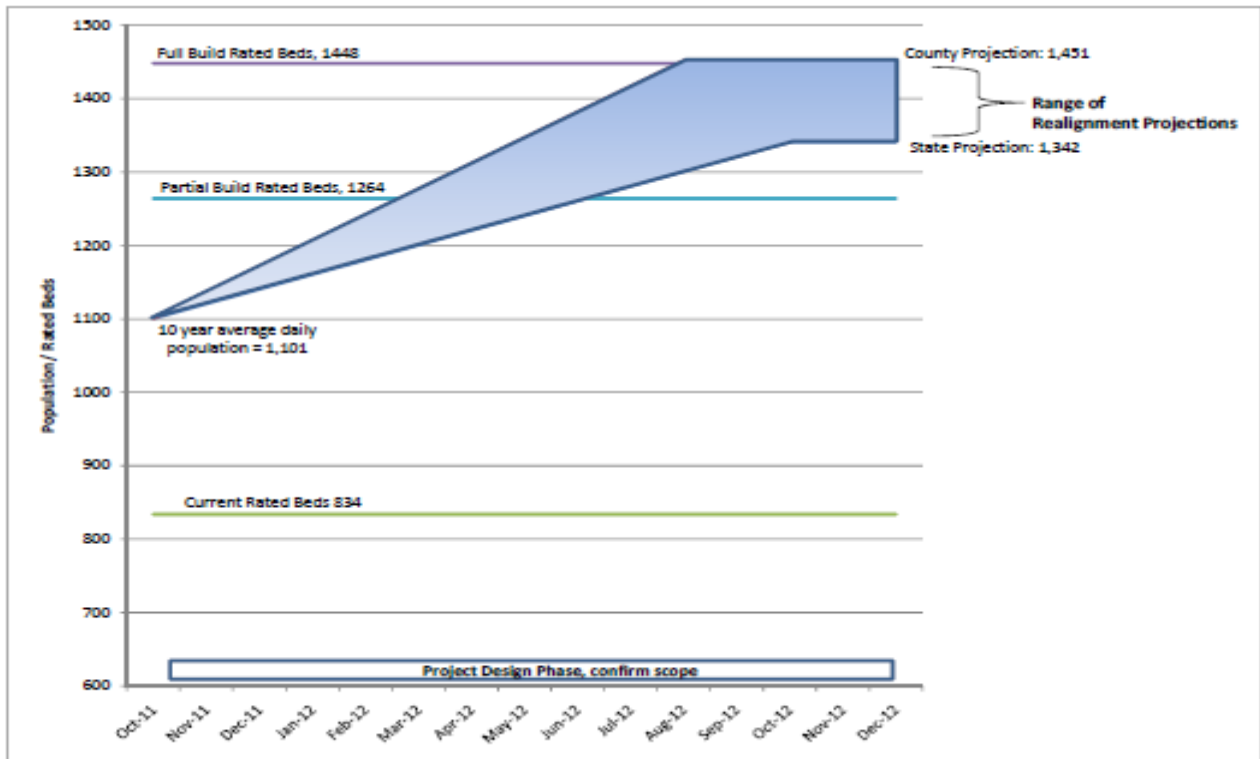
reduce or eliminate overcrowding and allow a better focus on managing risks and improving outcomes for staff, the inmates and the public.

The replacement Jail will consist of a 72' housing tower with three floors and an attached 40' non-secure ancillary structure. The housing tower will contain 168 rated beds for females and 320-384 rated beds for males. Corresponding program areas are located either centrally or on the housing clusters. This configuration also includes a partially completed "warm shell" floor. This "warm shell" concept allowing immediate programming to commence with the flexibility to add inmate housing later. Alternative uses for a warm shell could include a number of out of custody programs such as transitional housing, an extension of the Bridges Program and/or expansion of currently offered inmate programs such as Seeking Safety, Hope Inside and GED classes. Approval from the Board would be necessary to occupy and staff the warm shell as inmate housing.

The replacement jail includes 257,112 gross square feet and 156,272 net square feet, representing 334 square foot per inmate, complying with the Corrections Standards Authority (CSA) minimum space requirements.

Transitional and Work Furlough rated beds for 24 females and 64 males will be located in the non-secure ancillary building, giving inmates the opportunity to participate in programs such as Transitioning Animals into Loving Situations (TAILS), culinary cooking classes, family reunification, vocational training, re-entry and mentorship placements. The ancillary building could contain Processing/Transport, Medical/Mental Health Clinic, Public Lobby/Video Visitation, Master Control, Support Services, and Facility Administration. Enclosed in the ancillary building is one centralized kitchen to serve the replacement jail, the Maguire Correctional Facility and potentially other county facilities such as the Youth Services Center, providing shared services should the need arise.

The project design phase should last approximately 12 to 14 months. As the project proceeds to design completion, a consistent review will be conducted, verifying ADP numbers to monitor the impacts of realignment. Combining the previous rated bed chart with the design phase would create the following graphic depiction of a scope check process:



By proceeding with Option B, planning a replacement jail with a rated bed capacity of 488-552 with an additional 88 non-secure transitional beds, to include the warm shell, contributes to the Shared Vision 2025 outcome of a Collaborative Community by ensuring a safe and cost effective replacement jail facility.

**Performance Measure(s):**

Measure	FY 2008-09 Actual	FY 2009-10 Projected
Project milestones	100%	100%
Compliance with statutory regulations	100%	100%

County Counsel has reviewed and approved the Resolution as to form and content.

**FISCAL IMPACT:**

Estimated construction cost is \$145 to \$160 million. The County is applying for AB 900 Phase 2 funding. If selected, the construction cost to San Mateo County would be reduced by the amount awarded up to \$100 million. The total annual operational cost for the facility will be approximately \$44 million which includes existing Sheriff's Office budget of approximately \$17 million, new Sheriff's Office staffing costs of \$14 million, approximately \$2 million in charges from other county departments and \$10.5 million per year of debt service on the estimated construction cost. An AB 900 award could reduce debt services charges by as much as 60%.





**RESOLUTION NO. \_\_\_\_\_**

**BOARD OF SUPERVISORS, COUNTY OF SAN MATEO, STATE OF CALIFORNIA**

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**RESOLUTION AUTHORIZING THE SHERIFF TO PROCEED WITH OPTION B,  
PLANNING A REPLACEMENT JAIL WITH A RATED BED CAPACITY OF 488- 552  
WITH AN ADDITIONAL 88 NON-SECURE TRANSITIONAL BEDS, TO INCLUDE THE  
WARM SHELL**

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**RESOLVED**, by the Board of Supervisors of the County of San Mateo, State of California, that

**WHEREAS**, San Mateo County's adult correctional facilities are severely overcrowded with daily inmate populations ranging from 125% to 160% of rated capacity; and

**WHEREAS**, overcrowding has forced the Sheriff to triple bunk some housing units at the Women's Correction Center and convert programming spaces into overflow housing at the Maguire Correctional Facility ; and

**WHEREAS**, the average daily inmate population for San Mateo County over the last 10 years has been 1101 which is 267 inmates greater than the rated bed capacity; and

**WHEREAS**, beginning October 1, 2011 AB 109 Public Safety Realignment will take effect sending defendants convicted of some non-violent, non-serious, and non-sexual crimes to county jails instead of state prisons to serve their sentences; and

**WHEREAS**, the California Department of Corrections and Rehabilitation

projects at least 241 additional inmates on average will be housed in San Mateo County jails, the Sheriff's Office estimates the actual increase could be between 300 to 400 inmates returning; and

**WHEREAS**, in December of 2010, the Board of Supervisors acquired 4.67 acres of land in Redwood City just east of Highway 101 for the express purpose of constructing a replacement jail; and

**WHEREAS**, in June and August of 2011, meetings with individual members of the Board of Supervisors were held in an effort to provide information on the scope and size of the replacement jail project and study sessions with the full Board were held on September 13<sup>th</sup> and September 28<sup>th</sup> ; and

**WHEREAS**, the Sheriff is recommending that a range of 488-552 rated beds be approved by the Board of Supervisors for the replacement jail, with the inclusion of 88 non - secure transitional beds to increase with programming opportunities and a warm shell; and

**WHEREAS**, the project proceeds to design completion, a consistent review will be conducted, monitoring the impacts of realignment.

**NOW THEREFORE, IT IS HEREBY DETERMINED AND ORDERED** that the Board of Supervisors authorizes and directs the Sheriff to proceed with Option B, planning a replacement jail with a rated bed capacity of 488-552 with an additional 88 non-secure transitional beds, to include the warm shell.

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