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New Jail Feasibility Study Lucas County, Ohio

Final Report
Addendum 1
October 14, 2014



ADDENDUM 1: 448 SENTENCED BED OPTION

INTRODUCTION:

This Addendum brings together the pertinent information to assess the cost/benefit to Lucas County in terms of building sentenced inmate beds in conjunction with the proposed new pretrial detention facility of 575 beds. This action would relocate the 438 bed capacity for Lucas County and the City of Toledo currently contracted for in the Correctional Center of Northwest Ohio (CCNO) in Stryker to the new facility.

The organization of this Addendum incorporates the following information:

- ❑ Existing Conditions
- ❑ Assumptions
- ❑ Base Pretrial Replacement Facility
- ❑ Sentenced Population Addition
- ❑ Cost/Benefit Analysis
- ❑ Summary Findings

EXISTING CONDITIONS:

Today, booking of arrestees and holding of pretrial inmates in Lucas County occurs at the Lucas County Corrections Center located at 1622 Spielbusch Avenue. Once adjudicated, locally sentenced individuals are sent to the regional CCNO facility; state sentenced inmates are transferred to the Ohio Department of Rehabilitation and Correction.

The Lucas County Corrections Center (LCCC) is rated for 342 beds (+ 24 medical beds); however, it is continuously overcrowded, with an in-custody population often reaching 425 persons or more.

Rules arising out of a Federal District Court Order circumscribe how long inmates of certain classifications can be held, and prohibits double bunking in single cells.

From both an operational and physical condition perspective, the existing LCCC facility, completed in 1977, is outdated and staff intensive. Given its age and condition, significant capital dollars will need to be spent in order to keep this facility on line another 20 years. Operationally, it has many major deficiencies.

The New Jail Feasibility Study is examining the cost/benefit for Lucas County to build a new 572 bed detention facility to accommodate the projected 2025 low range pretrial in-custody population. This addendum examines the annual cost impact to relocate the sentenced inmate capacity Lucas County/ City of Toledo presently contract for at CCNO to this new County facility.

The current bed allocation at CCNO is:

Lucas County	198 beds
City of Toledo	<u>240 beds</u>
	438 beds

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ASSUMPTIONS:

In considering adding sentenced inmate capacity to the proposed pretrial facility, the analysis and evaluation of that option needs to be done in the context of some basic assumptions, namely:

- ❑ The County proceeds with development of a Pretrial Detention Facility of at least 572¹ pretrial beds to replace the existing Lucas County Corrections Center;
- ❑ The sentenced inmate addition that would be made to that facility is sized for essentially the same number of beds currently contracted for by the City of Toledo and Lucas County (448 vs. 438) at CCNO;
- ❑ The assumed staffing efficiencies for additional direct supervision housing units and staffing for program delivery can be achieved by the Lucas County Sheriff's Office;
- ❑ The City of Toledo will contract with Lucas County at its current rate with CCNO; and
- ❑ In the additional 448 beds, there will be high and medium security space incorporated as well as minimum security.

BASE REPLACEMENT FACILITY (572 Beds):

To meet projected low range needs for 2025, a new replacement pretrial detention facility will provide 572 pretrial beds. In order to accommodate potential future expansion, core capabilities for areas difficult to expand in the future – such as Booking, Food Service, and Laundry – have been sized for additional future service loads as part of the base project. This would permit addition of sentenced inmate capacity without major cost to increase core service load capability.

SENTENCED INMATE ADDITION:

For the proposed 572 bed pretrial facility, a capacity distribution by type of housing and security level was developed in conjunction with the Sheriff's Office with all 12 pretrial housing units medium security or above, and capacities of 48 beds or less.

To relocate the individuals from CCNO, the proposed bed capacity of the proposed facility needs to be expanded – this time with mostly minimum security housing units of 64 beds or less. For locally sentenced inmates (sentences of one year or less), larger housing units can be used than for higher security pretrial inmates, improving staffing efficiency. However, there is some requirement for additional high and medium security housing, as shown in the proposed bed capacity distribution graphic shown on the following page.

Note that housing units 1 through 12 provide the 572 rated pretrial beds, and housing units 13 and higher provide sentenced inmate bed capacity.

¹ The low end target capacity for 2025 needs is 575 pretrial beds. In the proposed replacement facility bed capacity distribution, the overall rated capacity is just slightly less, providing a total of 572 pretrial beds.

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Proposed Cell/Bed Distribution

Note: Numerical Distribution Constant - Actual Distribution by Unit Designation may change based on Design

Target Capacity of 572 beds (all pretrial)

236	high security beds	41.26%
336	medium security	58.74%
0	minimum security	0.00%

	Housing Unit Capacities			Med/Infirmary		Male	Female
		Cells	Beds	Cells	Beds	Beds	Beds
Unit 1A	Seg/ Max Security	24	24			24	
Unit 1B	Acute MH	12	10			10	
Unit 1C	Acute MH	12	10				10
Unit 2	Classification/ High	48	48			48	
Unit 3	Female/Hybrid	48	48				48
Unit 4	General/High	48	48			48	
Unit 5	General/High	48	48			48	
Unit 6	General/ Medium	12	48			48	
Unit 7	General/ Medium	12	48			48	
Unit 8	General/ Medium	12	48			48	
Unit 9	General/ Medium	12	48			48	
Unit 10	General/ Medium	6	48			48	
Unit 11	General/ Medium	6	48			48	
Unit 12	General/ Medium	6	48			48	
Subtotal		306	572			514	58
Medical Infirmary ¹				24	24		
Suicide Watch Cells ²	Housing Unit 1B/1C	3	3	10	10		
Safety Cells ²	Housing Unit 1B/1C	1	0	3			
Subtotal		4	3	37	34		
TOTAL Cells/Beds		310	575	37	34		

Target Capacity of 448 sentenced beds

64	high security beds	14.29%
128	medium security	28.57%
256	minimum security	57.14%

Sentenced Housing					Male	Female
		Cells	Beds	Cells	Beds	Beds
Unit 13	Sent'd/Max Security	32	32			32
Unit 14	Sent'd/High Security	32	32			32
Unit 15	Sent'd/ Multi-Level	32	64			64
Unit 16	Sent'd/ Medium	16	64			64
Unit 17	Sent'd/ Minimum	8	64			64
Unit 18	Sent'd/ Minimum	8	64			64
Unit 19	Sent'd/ Minimum	0	64			64
Unit 20	Sent'd/ Minimum	0	64			64
Subtotal Cells/Beds	sentenced	128	448			384
TOTAL Cells/Beds		434	1,020			898

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Women make up 10 – 12% of the in-custody population, so typically they will have dedicated housing units that are modified internally to provide a range of security classifications, and to control how many individuals of what type are out at any given time. Subdayrooms with the housing unit can be used to provide the desired level of control.

Typically, the majority of sentenced inmate beds are low security, since their sentences one year or less, minus time already served awaiting adjudication. In the proposed bed distribution for the sentenced population above, a range of security levels is provided to ensure that the facility is physically capable of what may be required.

Construction Cost Impact

In order to add 448 beds² to the Base Project, the additional required area will essentially be housing units and direct housing support space, since the core service load capacity is already included in the base project. Direct housing support space will be a little larger than that for the pretrial population because more programming is provided for sentenced inmates.

Calculation of the additional construction cost is shown below:

Sentenced Inmate Option Addition						
Component/ Space ID/ Name		SF	UNIT COST	COST	Comments	
28 Direct Housing Support (Sentenced)		4,626	\$350.00	\$1,619,030	1 more needed	
29 High Security Housing Unit (Sentenced)	64	14,624	\$415.00	\$6,068,960	2 32-Cell Units	
30 Medium Security 4-Person Rooms (Sentenced)	64	10,350	\$350.00	\$3,622,500	2 64-Bed Units	
31 Medium Security Hybrid (Female Sentenced)	64	10,830	\$350.00	\$3,790,500		
32 Medium Security 8-Person Mini-Dorms (Sentenced)	128	22,140	\$320.00	\$7,084,800	2 64-Bed Units	
33 Minimum Security 64-Bed Dormitories (Sentenced)	128	23,240	\$290.00	\$6,739,600	2 64-bed units	
34 Connection/ Additional Support Space		2,000	\$350.00	\$700,000		
subtotal		448	83,184	\$336.68	\$28,006,360	Total CGSF
Building Gross Area Factor		1.15	12,478	\$336.68	\$4,200,954	
Total Sentenced 448		95,662	\$336.68	\$32,207,314	Total BGSF 440	
Project Soft Costs: Design/Construction Contingencies; A/E Fees; Allowances for FF&E, IT, Permits and Fees, County Management		30.0%		\$9,662,194		
Total - Sentenced 448				\$41,869,508	Project Cost w/o Escalation	
Escalation - 3.0% per Year Compounded to the Midpoint of Construction - November 2016		6.35%		\$2,658,714		
assumes 24 months of construction starting in 9/2015						
Total - Sentenced 448				\$44,528,222	Project Cost w/ Escalation	

As indicated above, the additional area of 95,662 gsf has a construction cost of \$32.21 million and a total escalated project cost of \$44.53 million.

² While the target sentenced inmate capacity is 438 beds, equal to the contracted capacity available at CCNO, the proposed bed capacity is 448 beds, as the best fit within the 32/64 bed housing units modules.

ADDENDUM 1: 448 SENTENCED BED OPTION

COST/BENEFIT ANALYSIS:

To examine the relative viability of this option, the cost of capital expenditures and total additional annual operational costs of accommodating the individuals currently held at CCNO need to be considered in four categories:

- ❑ Capital Costs
- ❑ Personnel Costs
- ❑ Non-Personnel Costs; and
- ❑ Plant Operation/ Utility Costs

Capital Costs:

To amortize the \$44.53 million escalated project cost, the annual bond payment would be \$2,796,998 based upon a 25 year bond at a 3.8% interest rate.

Additional Staffing for Sentenced Population

On top of the 572 bed pretrial detention staffing, the cost of additional staffing for 448 more (sentenced) inmates needs to be added to the calculation. Again, through working sessions with the Sheriff's Office and key stakeholders, the results are shown on the following summary:

Staffing Adjustments to add 448 sentenced beds in 8 additional housing units.					
Staffing Additions for 448 Sentenced Beds	posts	relief	total	rate	cost
Lieutenant (Sentenced Population)	1	1.0	1.0	\$89,254	\$89,253.91
Sergeant (Direct Housing Support)	1	5.3	5.3	\$82,355	\$436,481.39
Corrections Officers (Housing) ¹	9	5.3	47.7	\$66,906	\$3,191,418.11
Corrections Officers (Direct Housing Support)	2	5.3	10.6	\$66,906	\$709,204.02
Counselor (Sentenced Population)	2	3.5	7.0	\$68,316	\$478,208.50
Transportation Officers	2	1.76	3.5	\$68,852	\$242,358.51
	15		68.82		\$4,621,189

1: 2 Officers in Housing Unit 13 (High Security), 1 each in the other 7 housing units.

The net impact is an additional 68.82 FTEs at an annual cost in 2014 dollars of \$4.61 million. For any secure facility, the largest cost component is generated by personnel salaries and benefits.

Non-Personnel Costs to add 448 sentenced beds:

Other areas need to be accounted for: additional transportation costs, programming for sentenced inmates, incremental non-personnel costs generated by inmates, and plant operations/utilities costs.

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Additional Transportation Costs³

Currently, CCNO provides transportation of inmates for their facility and LCCC to and from the Ohio Department of Rehabilitation and Corrections. The transportation officers are included above in personnel costs; here the cost of operating two additional vehicles needs to be accounted for. Based upon Lucas County experience, this is estimated at \$33,201 annually.

ODRC Transportation (Assumptions)	
Ford E250 Cargo Van with Security Enhancements (Annual depreciation per year with 4 year life cycle)	\$10,100.00
Vehicle Maintenance	\$5,000.00
Gasoline (Roundtrip to Columbus 5x per week at \$3.50/gallon with a MPG of 15)	\$17,351.00
Vehicle Insurance	\$750.00
Total ODRC Transportation Cost	\$33,201.00

Additional Program Services Cost

While the Sheriff's Office provides programming to the pretrial population it currently houses, the housing of sentenced inmates will require additional amounts and types of programming. Since these programming needs would not be determined until a decision was made to house the sentenced population, the assumption is made that the Sheriff's Office would provide programming to a similar level and funding amount as is provided by CCNO. CCNO currently maintains an annual budget of \$467,000 for substance abuse, education, mental health, trauma and vocational programming. That figure is used as a reasonable placeholder.

Other Non-Personnel Costs

For the existing Corrections Center, all non-personnel costs are currently budgeted at just over \$8,000 per inmate annually⁴. Since there are many fixed costs in that number, a specific analysis of the 2014 Jail Cost Analysis derived an assumed amount per inmate of \$4,638.55 annually.

This was calculated by compiling the variable inmate costs and totaling those to determine an annual incremental cost per inmate added. The worksheet for this calculation is incorporated on the following page.

³ Source: Lucas County Commissioner's Office.

⁴ Source: Lucas County Office of Management and Budget 2014 Jail Cost Analysis.

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Lucas County Jail Existing Operational Expenditures

Sum of Expenditure			Authorized 2014 Budget	% Attributable	Incremental Costs	
Description	CSG Title	Service	Total		per inmate	
2. Non-Personal Services	Supplies and Materials	Medical Supplies	\$ 5,000.00	100%	\$ 5,000.00	
		Laundry Supplies	\$ 20,000.00	100%	\$ 20,000.00	
		Inmate Clothing	\$ 60,000.00	100%	\$ 60,000.00	
		Janitorial Supplies	\$ 115,000.00	80%	\$ 92,000.00	
		Maintenance/ Sanitation Supplies	\$ 10,000.00	80%	\$ 8,000.00	
		Maintenance Supplies	\$ 70,000.00	0%	\$ -	
		Office Supplies	\$ 122,000.00	60%	\$ 73,200.00	
		Postage	\$ 29,000.00	90%	\$ 26,100.00	
		Training	\$ 35,000.00	0%	\$ -	
		Employee Uniforms	\$ 114,250.00	50%	\$ 57,125.00	
		Fire Extinguishers	\$ 500.00	0%	\$ -	
	Supplies and Materials Total			\$ 580,750.00		\$ 341,425.00
	Telephone, Communications		Telephone	\$ 67,000.00	0%	
			Intercom	\$ 10,000.00	0%	
	Telephone, Communications Total			\$ 77,000.00		\$ -
	Vehicles		Vehicle Fuel	\$ 23,500.00	100%	\$ 23,500.00
			Vehicle Repairs	\$ 6,000.00	100%	\$ 6,000.00
	Vehicles Total			\$ 29,500.00		\$ 29,500.00
	Insurance		Law Enforcement Liability Insurance	\$ 196,491.00	100%	\$ 196,491.00
	Insurance Total			\$ 196,491.00		\$ 196,491.00
	Meal Costs		Meal Costs	\$ 745,000.00	100%	\$ 745,000.00
	Meal Costs Total			\$ 745,000.00		\$ 745,000.00
	Computer Services		Computer Services	\$ 445,000.00	50%	\$ 222,500.00
	Meal Costs Total			\$ 445,000.00		\$ 222,500.00
	Contracted Services		Physician Services	\$ 123,000.00	100%	\$ 123,000.00
			Dentist Services	\$ 35,000.00	100%	\$ 35,000.00
			Inmate Medical	\$ 250,000.00	100%	\$ 250,000.00
Laundry Services			\$ 73,000.00	100%	\$ 73,000.00	
Biohazard Disposal			\$ 8,330.00	100%	\$ 8,330.00	
Elevator Service			\$ 23,000.00	0%	\$ -	
Pest Control			\$ 5,000.00	0%	\$ -	
Waste Hauling			\$ 6,700.00	100%	\$ 6,700.00	
Shredding Services			\$ 2,000.00	0%	\$ -	
Misc. Contracted Services			\$ 16,670.00	100%	\$ 16,670.00	
Misc. Contracted Repairs			\$ 9,000.00	0%	\$ -	
Contracted Services Total			\$ 551,700.00		\$ 512,700.00	
Contractual services - Maintenance		Maintenance	\$ 97,008.00	0%	\$ -	
		Maintenance Personnel	\$ 312,938	0%	\$ -	
		Honeywell	\$ 5,000.00	0%	\$ -	
Contracted Services - Maintenance Total			\$ 414,945.50		\$ -	
Equipment & Equipment Rental		Equipment	\$ 15,000.00	0%	\$ -	
		Chiller Maintenance	\$ 30,000.00	0%	\$ -	
Equipment & Equipment Rental Total			\$ 45,000.00		\$ -	
Commodity - Gas		Natural Gas	\$ 80,000.00		Incorporated in Central Plant/ Utilities Calculation	
Commodity - Gas Total			\$ 80,000.00			
Commodity - Electricity		Electricity	\$ 349,000.00			
Commodity - Electricity Total			\$ 349,000.00			
Commodity - Water		Water	\$ 185,000.00			
Commodity - Water Total			\$ 185,000.00			
			Total Non-Personnel Cost		Applicable to per Inmate Cost	
			\$ 3,699,386.50		\$ 2,047,616.00	
					\$ 4,817.92	

total variable costs annual cost/425

At \$4,817.92/inmate, the addition of 448 inmates at the new facility will add \$2,158,428.16 to the annual operating costs.

ADDENDUM 1: 448 SENTENCED BED OPTION

Utility Costs

In the 572 bed primary project, utility costs were calculated to be slightly reduced because of the incorporation of sustainable design initiatives in the proposed project. At the 572 bed level, the total existing and proposed building areas are relatively similar. Adding another 95,600 gsf via the 448 bed addition to the 247,000 gsf of the 572 bed project will represent an increase of approximately 38% in area, and a collateral increase in utility costs. These are summarized as follows:

Element	572 Facility Cost	Additional Cost(38%)
Natural Gas	\$ 70,400	\$ 26,752
Electric	\$ 307,120	\$ 116,706
Water	\$ 162,800	\$ 61,864
total	\$540,320	\$ 205,322

Counter-Balancing Cost Savings:

A major credit to the project would be termination of the contract with CCNO for 438 sentenced beds for Lucas County and the City of Toledo. If the City of Toledo maintained the same level of payment to the County as in the current contract with CCNO, the County would gain the value of \$10.57 million per year not paid to CCNO.

**ANNUAL COST
IMPACT ANALYSIS:**

The basic approach here is to assume that the proposed 572-Bed Pretrial Replacement Facility will stand on its own merits and the simple question here is whether or not the annual cost of adding 448 sentenced beds to the project compares favorably to the annual contract cost at CCNO.

A summary of anticipated costs is shown below:

448 Bed Addition Cost Summary		cost
Escalated Capital Project Cost	\$44,528,222	
Annual Bond Payment Cost**		\$2,796,998
Additional Personnel Cost (68.82 FTEs)		\$4,621,189
Additional Per Inmate Non-Personnel Costs (448 x \$4817.92)		\$2,158,428
Additional ODRC Transportation		\$33,201
Additional Program Services Cost		467,000
Additional Plant Operations/Utility Costs		\$205,322
	total costs	\$10,282,138
CCNO Contract Cost (termination)		(\$10,565,000)
		(\$282,862)

** Bond 25 Years at 3.8%

ADDENDUM 1: 448 SENTENCED BED OPTION

From an economic perspective, adding a 448 bed sentenced housing capability to the proposed 572 Bed Replacement Pretrial Detention Facility could generate savings of approximately \$283,000 annually if bond financing for 25 years at 3.8% can be obtained. Recent inquiries indicate financing at this rate is likely available.

It bears repeating that a key factor in the analysis is that financial feasibility is highly contingent upon obtaining reasonable financing. Further, the viability of this approach is in “adding on” to a replacement facility that has core administration, program, and support space already included that will support expansion. Building a new freestanding, fully capable sentenced facility for 448 sentenced inmates would not be economically feasible.

FINDINGS SUMMARY:

The very real potential exists to add a 448 bed sentenced housing capability to the proposed 572 Bed Replacement Pretrial Detention Facility as a relatively positive cost benefit opportunity. However, it is not without issues and risks.

Risks:

- ❑ Significant impact on CCNO financially;
- ❑ Potential erosion of the City of Toledo and Lucas County’s relationships with CCNO partner counties (Fulton, Williams, Henry, and Defiance);
- ❑ If the County and City leave CCNO, they will be abandoning an asset that the County/City contributed to initially, and on a continuing basis;
- ❑ If the County vacates its beds at CCNO, that capacity will still exist and could be used as an potential competitive negotiation process with the City of Toledo, as well as perceived capacity by the judiciary;
- ❑ The contract with the City of Toledo for their sentenced inmates drifts from true costs or is calculated differently;
- ❑ Reasonable financing must be obtained;
- ❑ Increasing the total number of individuals in its custody, the Sheriff’s Office will be increasing its overall liabilities;
- ❑ The lack of public understanding of going from a 342 bed booking/pretrial facility (342 + 24) to a 1,020 bed full service (including sentenced inmates) facility when many may ask why anything needs to be changed in the first place;
- ❑ Projected staffing efficiencies are not realized;
- ❑ There hasn’t been a comprehensive review of the sentenced inmate population characteristics to determine required security and other classifications required; and
- ❑ The Ohio State Legislature impacts the number of sentenced inmates that will be the responsibility of the counties (e.g. Senate Bill 86).

ADDENDUM 1: 448 SENTENCED BED OPTION

Rewards:

- ❑ Potential savings and additional revenue to support proceeding with the new replacement facility;
- ❑ Retention and expansion of jobs and funds in Lucas County. Collateral rewards include:
 - Workforce
 - 1% of CCNO employees are Lucas County residents
 - 90.6% of Sheriff's Office employees are Lucas County residents
 - Goods, materials, supplies, and services provided by Lucas County firms
- ❑ While the capacity of the facility would increase significantly from the current LCCC (342 rated beds to 1,020) the total staffing would increase by a lesser proportion. Current total staffing is 349 FTE's. If implemented, the 572-Bed Pretrial Facility would be staffed with 40.8 fewer FTE's; adding the 448 sentenced beds to the project would add 68.8 FTE's, for a net gain of 28 FTE's. That translates to a 298% increase in rated capacity for a staffing increase of 8%.
- ❑ Inmate workforce will assist in maintaining the new facility and in food service, laundry and the like to reduce costs; and
- ❑ Inmate family visitation and relationships, connections to community resources will be improved.

Recommendations if the 448 Bed Sentenced Inmate Addition is Accepted:

- ❑ Analyze the sentenced population in order to build the lowest appropriate security levels required in conjunction with an overall sentenced inmate population projection that may be significantly impacted by population management initiatives;
- ❑ Establish a solid long term contract and population management policy with the Municipal Courts for accommodating their sentence inmates;
- ❑ Analyze the community economic impacts in terms of job and services expansion; and
- ❑ Provide early notification to CCNO.