

Needs Assessment Study
for
WASHINGTON COUNTY LAW ENFORCEMENT CENTER
Blair, Nebraska

December 27, 2012

Prepared by

PROCHASKA & ASSOCIATES
Planning | Architecture | Engineering | Interiors | Facility Management

11317 Chicago Circle
Omaha, NE 68154-2633
Telephone: 402.334.0755
Fax: 402.334.0868

REPRODUCTION – THIS DOCUMENT AND THE INFORMATION CONTAINED HEREIN MAY NOT BE REPRODUCED OR EXCERPTED FROM WITHOUT THE EXPRESS WRITTEN PERMISSION OF PROCHASKA & ASSOCIATES. UNAUTHORIZED COPYING OR DISCLOSURE IS PROHIBITED BY COPYRIGHT LAW. © COPYRIGHT 2012 PROCHASKA & ASSOCIATES, INC.

I. EXECUTIVE SUMMARY AND RECOMMENDATIONS.....	1
II. INTRODUCTION	4
A. Background and Historical Context.....	4
B. Study Purpose and Goals.....	4
III. WASHINGTON COUNTY PROFILE AND POPULATION CHARACTERISTICS	5
A. Location.....	5
B. Population Profile.....	6
C. Government	7
D. Economy.....	8
E. Health and Human Services	10
F. Education.....	10
G. Summary	11
IV. CRIMINAL JUSTICE SYSTEM PROFILE.....	12
A. Law Enforcement	12
- Current Resources	
- Arrest Patterns	
B. Court System	14
- Prosecution and Defense Counsel	
- 6 th District Court of Nebraska – Washington County	
- County Court of Washington County	
C. Probation Activity Data	16
D. Summary	16
V. INMATE PROFILE & ANALYSIS OF JAIL POPULATION.....	16
A. County Statistics of Detention Use.....	16
- Historical Admissions Data	
- Historical Average Daily Population	
- Historical Population Peak Counts	
- Historical Length of Stay & Means of Release Data	
B. Inmate Profile.....	26
C. Summary	29
VI. ASSESSMENT OF EXISTING LAW ENFORCEMENT CENTER.....	30
A. Existing Facilities.....	30
B. Facility Operations Analysis.....	30
C. Building Evaluation.....	36
D. Summary	37

VII. FORECAST OF FUTURE FACILITY NEEDS 37

- A. Linear Regression Method37
- B. Incarceration Rate Method38
- C. Forecast Capacity Modifier39
- D. Future Facility Needs Projection40
 - Linear Regression Projection
 - Incarceration Rate Projection
 - Factors Affecting Mathematical Projections
- E. Bed Space Market Analysis.....42
- F. Capacity Recommendation43

VIII. FACILITY PROGRAM, BUDGET AND STAFFING PROJECTIONS 43

- A. Program for Recommended Facility.....43
- B. Anticipated Project Budget Projections48
- C. Staffing Projections50
- D. Projected Impact of Staffing on Annual Operating Expenses51

APPENDICES

Appendix A – Nebraska Crime Commission Physical Plant Assessment – 09.18.2012

Appendix B – Nebraska Intergovernmental Risk Management Association (NIRMA) Law Enforcement/Safety Audit Report – 10.22.2012

Appendix C – Prochaska & Associates Structural Opinion of “Link” – 08.20.2012

I. EXECUTIVE SUMMARY AND RECOMMENDATIONS

This Needs Assessment Study is undertaken to establish the needs of the Washington County Law Enforcement Center now and into the future. It utilizes historical inmate population data and county records as well interviews with local officials to project future facility needs. Specific goals of this Needs Assessment Study are:

- Define the historical County Jail population
- Evaluate the current County Jail facility and law enforcement building resources
- Establish a profile of typical inmates
- Forecast the number of beds required to meet future incarceration needs
- Recommend a County response to future incarceration needs
- Identify future space program, staffing needs, and the impact to annual operating costs
- Project an anticipated budget based upon the recommended space program

It is evident that Washington County has experienced population growth at a time when a majority of Nebraska counties have lost a significant portion of their populations. As of the 2010 U.S. Census, Washington County had a population of 20,234 inhabitants. The County has experienced increasing population counts since the 1950 Census, and the rate of increase appears to be increasing exponentially. The majority of this growth can be attributed to the growth of the Omaha Metropolitan Area over the past 50 years. By 2050, the county population is projected to more than double to over 43,000 residents. While the increasing population will undoubtedly bring many benefits to the county, the county government will be challenged to meet the needs of a growing population.

Overall, Washington County appears to have a well functioning criminal justice system. While the County maintains a relatively low rate of violent crime, with a majority of arrestable offenses alcohol or drug related, it is evident that violent crimes are on the increase. This is likely due to the increasing County population and adjacency to the Omaha metropolitan area. The following data presents an average picture of what types of inmates are being held in the Washington County jail:

- 25% of holds are 21-24 years old
- 79% of holds are male
- 93% of holds are white
- 23% of holds have a skilled labor occupation and 42% have graduated High School
- 77% are charged with a misdemeanor

The current Washington County Jail and Sheriff's Office was constructed next to the County Courthouse in 1978, consisting of a 11,190 square foot (sf) main floor and a 5,209 sf basement. Currently, the building occupies the same footprint although numerous interior renovations have occurred. The jail was originally designed to house 17 prisoners, each with a separate holding cell, but the cells were retrofitted with bunk beds in order to house two prisoners per cell. The facility currently has a rated capacity of 32 prisoners but often exceeds this number, requiring Washington County to exceed their rated capacity or pay another County to house these prisoners.

The existing Jail was designed and constructed before Minimum Jail Standards were enacted in 1980 by the State Legislature. These Standards were enacted to "lessen the potential for successful litigation against local officials." Prior to the enforcement of these Standards in 1980, new and existing facilities in Nebraska were sparsely regulated. Currently, the Jail Standards Division of the Nebraska Crime Commission performs annual inspections and issues written evaluations of County Detention facilities. Most facilities built prior to the are considered "grandfathered" and, therefore, are not subject to the current Minimum Standards. However, all renovations or new construction are now required to follow the Minimum Standards, a requirement which is difficult to meet in facilities constructed before 1980.

Additionally, it became apparent through investigation of the existing Law Enforcement Facilities that the County Courtroom is extremely undersized. The court handles 75-100 cases on a typical Wednesday and Thursday, and the judge often has to request that visitors without a trial leave the courtroom in order to operate effectively. Furthermore, prisoners that are transported from the jail to court are escorted through public corridors in large groups by one or two officers. To ensure the safety of the prisoners, public, and judicial staff, it is ideal to separate their paths into and out of the courtroom. This is made possible through building design in modern courtrooms, but is nearly impossible to accomplish in older buildings which are already lacking space. This study includes a breakout of courtroom program space that may be planned in conjunction with a future jail project at the County’s request, although attached court space is not required for the operation of a jail.

In order to forecast the number of beds Washington County would need to board inmates in the future two methods are used, the Linear Regression method of projection and the Incarceration Rates method of projection. The purpose of these methods is to evaluate recorded data from the County Jail and extrapolate it in order to determine future bed requirements. While both methods projected an increase in the number of beds necessary for the jail to serve the county through 2045 (30 years), they differed slightly in degree. The Linear Regression method projects that the jail will need 100 beds to serve the community in 2045, while the Incarceration Rate method projects 160 beds.

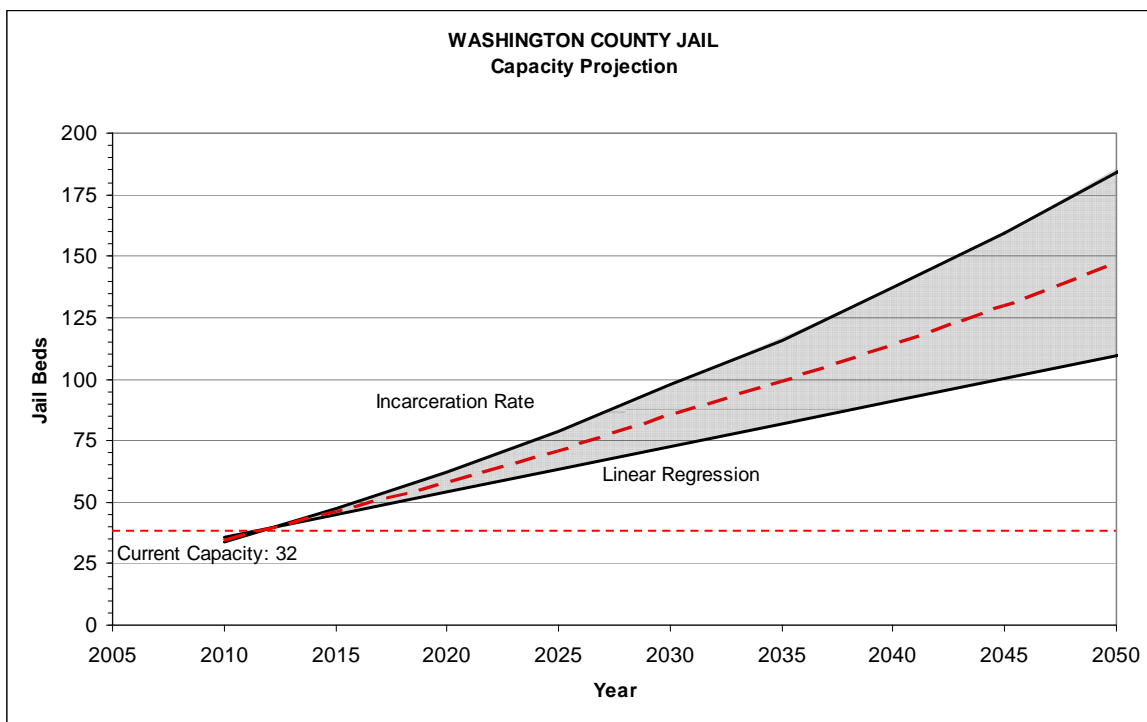


Figure 47

The Linear Regression method projects bed needs if the County were to continue growing as it has for the past decade, while the Incarceration Rate method anticipates gradually accelerating growth. It is likely that the actual jail bed needs of the County will fall between these methods. Taking into account the projected increase in County population and the preceding jail capacity projections, **it is recommended that the County build a 100-Bed Law Enforcement Center.** Additionally, it is recommended that the facility be designed to accommodate future expansion to ensure viability well into the future.

While a 100-Bed Jail may seem like a substantial increase over the current facility, if the County’s population continues to grow as projected it could reach capacity within 20 years. It would be unwise for Washington County to build a smaller facility, which it would likely outgrow before retiring their construction bonds. It is worth noting that the existing jail was originally built in 1978 for a capacity of 17 prisoners and the capacity was increased to 32 by converting single cells into double bunk cells in the late 1990’s, after approximately 20 years of growth. This addition did not add space to the

jail but rather only increased the number of prisoners held in a limited space, and has served as a 15-year “band-aid” to the jail overcrowding issues. A new facility should be sized for short-term growth and planned for long-term expansion.

A 100-Bed Jail would initially have excess capacity, allowing the ability to generate additional revenue by boarding other county’s inmates. This would utilize the excess number of beds initially available by building for future needs, even though boarding other counties’ prisoners is not the long term objective of Washington County or the Sheriff’s Office. A jail of this size would ensure that the County has adequate space to board its inmates into the short-term future, and proper design, site selection, and building maintenance will ensure long-term viability through future expansions.

A modern 100-Bed Law Enforcement Center serving the needs of the Washington County Sheriff’s Office would encompass an estimated 38,488 square feet. A detailed program for a 100-Bed Law Enforcement Center as well as potential court space is included in Section VII. **It is anticipated that a new, free-standing building which includes the spaces designated in the program could expect a project budget between \$12.4 and \$16.1 million, plus any site acquisition and utility development costs if necessary.** These represent the anticipated localized median and 3/4 construction cost, meaning that a new 100-Bed LEC project on a yet-to-be determined site in Washington County would be anticipated to fall within this range. It should be noted that this budget represents a broad range of design decisions that have not yet been determined. As the county proceeds with the conceptual planning of a 100-Bed facility and particulars are established, more precise budgets should be established.

The County currently maintains a staffing ratio of one Corrections Officer to 15 prisoners, but a modern facility would be designed for more efficient staffing and would allow a ratio closer to 1:20 or greater. The current jail does not allow direct supervision of dayrooms unless a Corrections Officer makes “rounds”, which in modern facilities is eliminated by allowing a view into multiple dayrooms from a central position. Currently, the Master Control of the jail is also the main office for direct supervision. In a larger facility, it is likely that multiple jail “pods” would require that Master Control is set back to monitor the overall safety of the entire facility. This would include overriding control of all locks in the building, plumbing shut-offs, and video surveillance of the entire facility. It is anticipated that a 100-Bed Jail will require the addition of 13 employees, resulting in an annual budget impact of \$360,000. It is worth noting that the rated bed count more than triples while the number of employees is anticipated to less than double, underscoring the anticipated staffing efficiencies.

This study serves to identify the needs of the Washington County Jail and identify an anticipated response. This study should serve as a foundation as the county proceeds with the identification and comparison of more detailed options as part of the Nebraska Jail Standards process.

II. INTRODUCTION

A. Background and Historical Context

Washington County built its current jail in 1978 as an addition to the existing County Courthouse. Today, the jail exists almost as it was originally constructed with minor interior changes. In recent years, the jail has begun to reach its usable capacity as the county jail population has increased. Additionally, the Sheriffs Office (an integral piece of a County jail) has also been constrained for space to conduct essential law enforcement activities. Sheriff Mike Robinson and Jail Captain Robert Bellamy have communicated many of these issues to the County Board of Supervisors, as well as expressing safety concerns for the staff and liability concerns for the county.

In the early summer of 2012, the County Supervisors sought to explore solutions to the issues in the jail. In June of 2012, the County began this process by hiring Prochaska & Associates to conduct a Jail Needs Assessment Study. A Needs Assessment Study is one of the first steps in the Nebraska Jail Standards process and is intended to assist a county in understanding their jail needs now and in the future. The Needs Assessment Study is followed closing by a Preliminary Planning phase which identifies and ranks potential solutions to the established needs.

Prochaska & Associates has worked closely with Captain Bellamy, the Sheriff and his staff, along with Dan Evans of the Nebraska Crime Commission, as they have gathered the information used in the formulation of their recommendations to Washington County. In late summer of 2012, Captain Bellamy invited Nebraska Jail Standards to evaluate the facility based on the Nebraska Minimum Jail Standards. Based on their report, the existing Jail facility failed to meet most of the physical plant requirements, including the critical standards that are related to security, control, staff safety, housing, classification, and inmate management. It must be noted that the jail staff is highly skilled and an essential factor in the continued safe operation of the jail despite the facilities inadequacies.

B. Study Purpose and Goals

The principle purpose for this study is the county's desire to determine jail capacity required for the incarceration of adult pre-trial and sentenced prisoners into the future. This study was brought about by several factors:

1. A perceived growing inmate population.
2. Liability and maintenance cost concerns involved with the current facility.
3. Liabilities incurred from the State Fire Marshal for violation of the Life Safety Code, and the Nebraska Crime Commission for violation of Nebraska Jail Standards.

In order to establish the needs of the Washington County Law Enforcement Center now and into the future, this needs assessment study utilizes historical inmate population data and county records as well as interviews with local officials to project future facility needs. Upon analysis of this data, a recommendation is made as to space program requirements and concurrent budget estimates for a County Jail to serve the community into the future. At the conclusion of the study, the County will have the information necessary to make an informed decision about future detention facility needs.

Specific goals of the Needs Assessment Study are:

- Define the historical County Jail population
- Evaluate the current County Jail facility and law enforcement resources
- Establish a profile of typical inmates
- Forecast the number of beds required to meet future incarceration needs
- Recommend a County response to future incarceration needs

- Identify future space program, staffing needs, and the impact to annual operating costs
- Project an anticipated budget based upon the recommended space program

At the conclusion of the Needs Assessment Study process, the county will have the information necessary to fully understand concerns with the current Jail and Sheriffs Office as well as future incarceration needs.

III. WASHINGTON COUNTY PROFILE AND POPULATION CHARACTERISTICS

A. Location

Washington County is comprised of 394 square miles located in Eastern Nebraska. The county is bordered by Iowa to the East, Burt County to the North, Dodge County to the West, and Douglas County to the South. Major geographical features include the Missouri River on the Eastern Border of the County and the Elkhorn River on the South-Western border of the County. A nuclear power plant is located near Fort Calhoun on the Eastern edge of the County, one of two nuclear power plants in the state. Much of the County is arable land and consequently large farms tend to dominate the landscape, but population growth from the Omaha Area expanded into the southern part of the County.

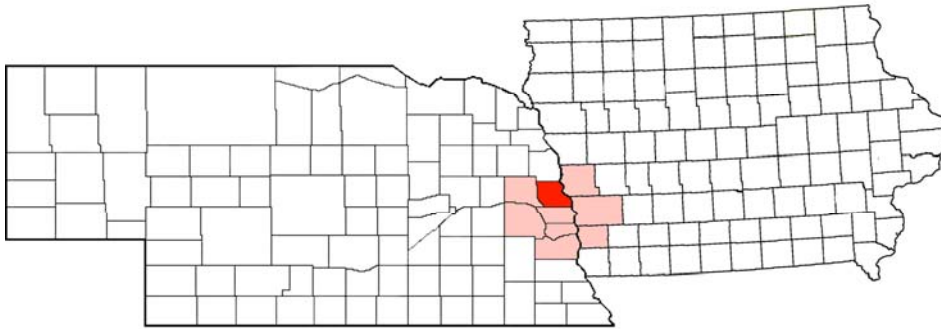


Figure 1

The County seat is Blair (population 7,990) and other incorporated cities and villages include Arlington (1,243), Fort Calhoun (908), Herman (268), Kennard (361), and Washington (150). Washington County is part of the Omaha-Council Bluffs Metropolitan Statistical Area, defined by the U.S. Census Bureau as Washington, Douglas, Cass, Sarpy, and Saunders Counties in Nebraska, and Harrison, Mills, and Pottawattamie Counties in Iowa. The MSA includes the city of Omaha directly to the South of Washington County and roughly 850,000 total inhabitants.



Figure 2

B. Population Profile

As of the 2010 U.S. Census, Washington County had a population of 20,234 inhabitants. The County has experienced increasing population counts since the 1950 Census, and the rate of increase appears to be trending exponentially (Figure 3). This can be attributed to the growth of the Omaha Metropolitan Area over the past 50 years, including expansion into southern Washington County.

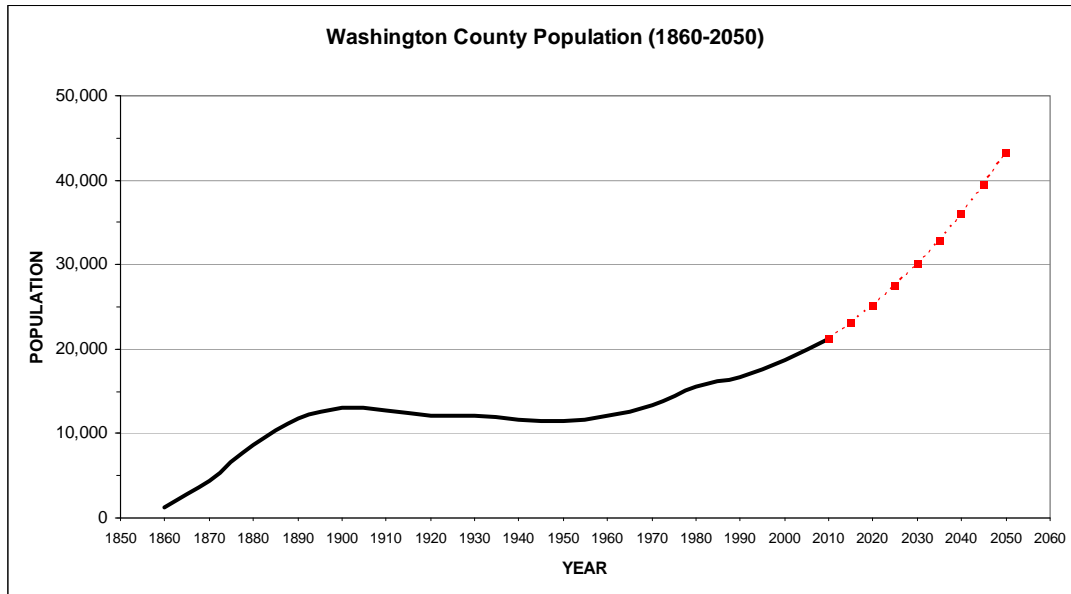


Figure 3 (Source: Bureau of Census, U.S. Department of Commerce, and UNL Bureau of Business Research)

The Washington County population is projected to continue consistently increasing to eventually over 43,000 inhabitants in 2050 (Table 1). By comparison, the state is projected to increase in population during the same period with most of this growth projected in large metropolitan areas.

Washington Co. & Nebraska Population Projection (2010-2050)

Year	Washington Co.		Nebraska	
	Total	% Change	Total	% Change
2010	20,234	-	1,768,997	1%
2015	23,053	14%	1,788,508	1%
2020	25,140	9%	1,802,678	1%
2025	27,460	9%	1,812,787	1%
2030	30,024	9%	1,820,247	0%
2035	32,860	9%		
2040	35,994	10%		
2045	39,439	10%		
2050	43,203	10%		

Table 1 (Source: UNL Bureau of Business Research and Nebraska Department of Economic Development)

Between 2000 and 2010, the percentage of persons of Hispanic or Latino origin has nearly doubled, increasing from 1.08% in 2000 to 2.07% in 2010 (Table 2). During this same time period the number of persons of Hispanic or Latino origin has increased by 77% in the state.

**Washington County Race and Ethnicity
 (2000 & 2010)**

	2000		2010	
	Number	Percent	Number	Percent
RACE				
Total Population	18,780	100%	20,234	100%
White	18,427	98%	19,673	97%
Black or African American	63	0.34%	122	0.60%
American Indian and Alaska Native	38	0.20%	44	0.22%
Asian	55	0.29%	54	0.27%
HISPANIC OR LATINO				
Total Population	18,780	100%	20,234	100%
Hispanic or Latino	202	1.08%	419	2.07%

Table 2 (Source: Bureau of Census)

Nearly half of the residents of Washington County are over 44 years of age (44.5%), just over 5% greater than the U.S. average (39.4%). However, this follows the general trend of aging U.S. baby boomers which is accelerated in rural communities by the outmigration of subsequent generations to urban centers. As the County population increases, this age distribution can be expected to move closer to the national average. Notably, this will likely lead to an increase in population of people age 20 to 24 years (5.1% County average to the National average of 7.0%).

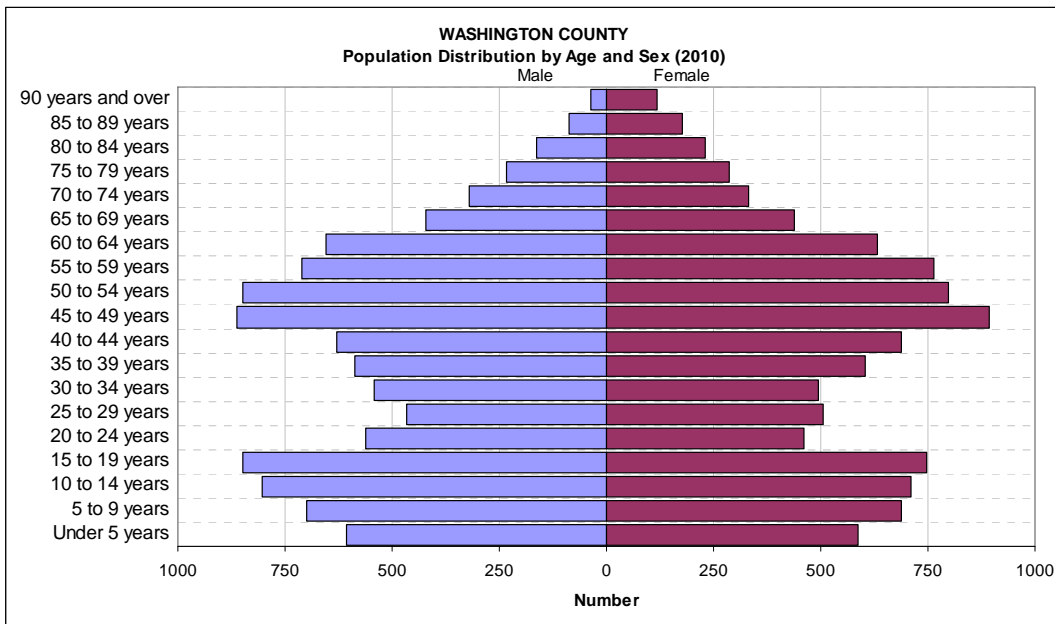


Figure 4 (Source: Bureau of Census)

C. Government

Washington County is a Nebraska township county (as opposed to a commissioner county), and is thus governed by a Board of Supervisors comprised of representatives from seven districts within the county. The seven members of the Board are elected to four-year staggered terms (4 Supervisors one election, 3 the next) and paid an annual salary. The Board is the legal representative and guardian for the County and acts for and on behalf of the County. In Washington County, the Board of Supervisors holds a public meeting on the second and fourth Tuesday of every month. In addition to the Supervisors, the County elects a Sheriff, Assessor, Attorney, Register of Deeds, Surveyor, Treasurer, County Clerk, and Clerk of the District Court. Appointed offices include the Highway Superintendent, Veterans Services Officer, Weed Superintendent, Emergency Manager, and Zoning Administrator.

Washington County Municipalities

Municipality	Incorporation	Population
Arlington	Village	1,243
Blair	City	7,990
Fort Calhoun	City	908
Herman	Village	268
Kennard	Village	361
Washington	Village	150

Table 3 (Source: U.S. Census Bureau, 2010 Census)

Only 54% of the county’s population lives within a municipality, 10% within a village and 44% within a city. Nebraska cities operate with a mayor-council form of government whereas villages are governed by a board of trustees.

D. Economy

As part of the Omaha-Council Bluffs Metropolitan Statistical Area (MSA), Washington County is part of a large economic region. The City of Omaha, in neighboring Douglas County and within 30 minutes of Blair, is a significant retail draw constituting almost \$8 billion in taxable sales. With 2011 Net Taxable Sales of \$103,075,128, Blair is the largest economy within the county.

Local Economy: Washington & Surrounding Counties

County	Population	Net Taxable Sales (2011)
Burt	6,858	\$ 45,783,065
Dodge	36,691	\$ 400,363,101
Douglas	517,110	\$ 8,213,178,329
Harrison (IA)	14,928	\$ 65,224,079
Pottawattamie (IA)	93,158	\$ 997,225,688
Washington	20,234	\$ 127,005,231

Table 4 (Source: U.S. Census Bureau & Nebraska Department of Revenue)

The local economy is smaller than Nebraska counties of similar population, but this is likely due to the county’s proximity to the Omaha market. It is evident that nearly 30% of the County’s working age population (16 years and older) commutes to Douglas County for employment, and the number of commuters has been increasing as the County’s population has increased.

Local Economy: Washington vs. Similar Sized Counties

County	Population	Net Taxable Sales (2010)
Dawson	24,326	\$ 246,776,223
Gage	22,311	\$ 193,466,036
Dakota	21,006	\$ 147,368,764
Saunders	20,780	\$ 95,646,937
Washington	20,234	\$ 127,005,231
Seward	16,750	\$ 105,609,375
Otoe	15,740	\$ 130,470,217

Table 5 (Source: U.S. Census Bureau & Nebraska Department of Revenue)

While a significant number of residents commute to surrounding counties for employment (just over 7,000 in 2010), the County also attracts just over 4,300 commuters from surrounding counties. Of the 4,300 in-commuters, the majority (1,725) are from Douglas County.

Washington County Commuters to Douglas County

	1990	2000	2010
Total Population	16,607	18,780	20,234
Working Age Population (16+)	12,572	14,340	15,907
Number of Commuters from Washington Co. to Douglas Co.	3,156	4,177	4,679
Percent of County Working Age Population	25%	29%	29%

Table 6 (Source: U.S. Census Bureau & American Community Survey)

The county has a median household income of \$64,122, nearly \$15,000 higher than the Nebraska average. Between 2008 and 2012 the highest rate of unemployment was 6.0% (compared to 10.6% for the U.S. and 5.7% for the state), and as of September of 2012 the unemployment rate for the county was 3.2%. Approximately 14% of the county lives below the poverty line, slightly above the state average of 12%. In 2009, the most recent year for which data was available, the county had an average tax rate of 1.9195%, below the state average of 1.9482%.

Washington County Property Tax Rates

	Average Rate (%)	Taxable Value
2005	1.8298	\$ 1,514,475,290
2006	1.8105	\$ 1,643,947,777
2007	1.8785	\$ 1,726,335,622
2008	1.9094	\$ 1,821,427,107
2009	1.9195	\$ 2,148,104,291

Table 7 (Source: Nebraska Department of Economic Development)

The number of farms in Washington County has decreased from 980 in 1969 to 762 in 2007, although the total cropland has increased by nearly 10%. Over the same time period, the number of housing units in the County nearly doubled from 4,389 to 8,301. It is evident that the County has maintained a significant agricultural underpinning even while experiencing substantial population increases.

Washington County Businesses by Number of Employees (2010)

Num. of Employees	Establishments
1 to 4	341
5 to 9	103
10 to 19	47
20 to 49	22
50 to 99	13
100 to 249	10
250 to 499	3
500 to 999	0
1000 or more	0
Total Establishments: 539	
Total Employees: 6,249	

Table 8 (Source: Nebraska Department of Economic Development)

The largest employers in the county are Cargill, currently with over 800 full-time employees, and the Omaha Public Power District with over 700 current employees. Cargill operates a large biofuel refinery near Blair that also has between 500 and 1,000 contract employees at a given time. OPPD owns the Fort Calhoun Nuclear Power Plant and operated the plant until recently hiring an outside company to manage the facility. The next largest employer in the county is the Woodhouse auto dealership which employs roughly 300 people. Additionally, the number of businesses in Washington County has increased substantially since 1995.

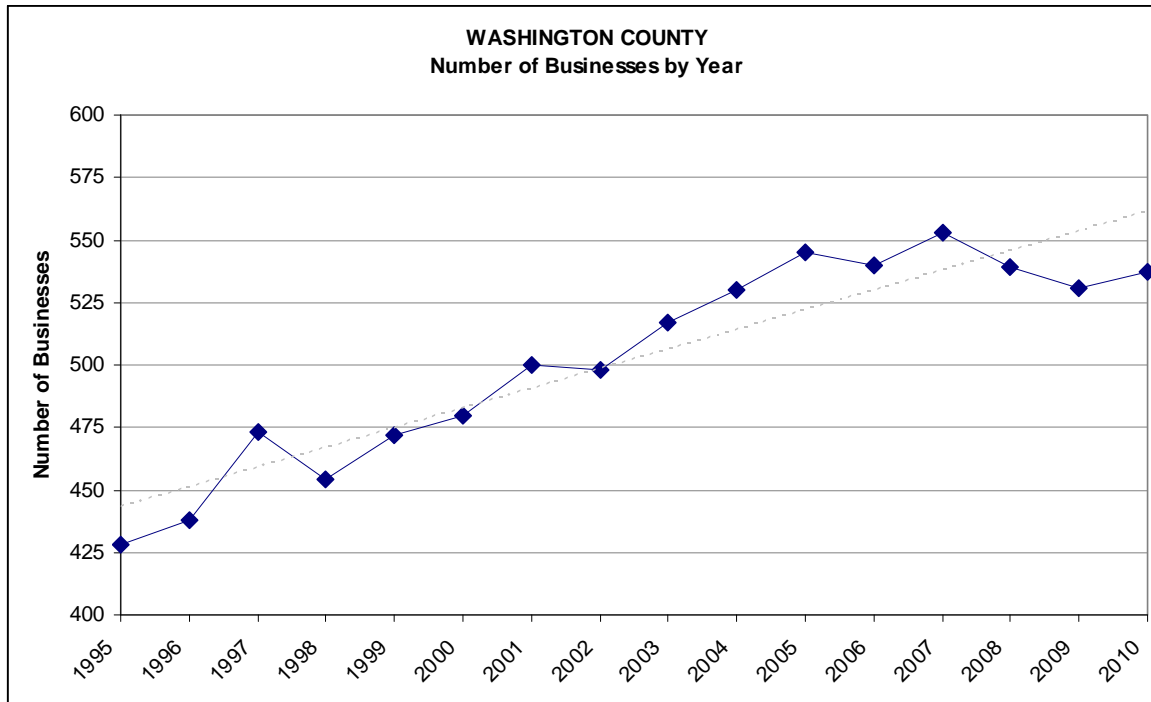


Figure 5 (Source: Nebraska Department of Economic Development)

The cost of living index in Washington County is 83.1, over 8 points less than Omaha and nearly 17 points less than the national average. This represents that the cost of goods and services within the county is less than elsewhere in the country. Additionally, the county appears relatively well insulated from national economic trends, as is demonstrated by the unemployment rate during the recent recession.

E. Health and Human Services

Located in Blair, Memorial Community Hospital is a 25-bed critical access hospital which serves the county. In 2012, the hospital was ranked as one of the top 20 critical access hospitals in the country. Additionally, MCH operates satellite clinics in Blair, Cottonwood, and Fort Calhoun.

The county has volunteer fire departments located in Arlington (35 volunteers), Blair (100), Fort Calhoun (25), Herman (23), and Kennard (33).

Mental health and substance abuse services in Nebraska are largely provided through six behavioral health regions; Washington County is part of Region 6 which is the smallest region and includes the Omaha Metropolitan Area. A state office of Health and Human Services is located in Blair.

F. Education

The county has four public school districts which serve students from Kindergarten through High School, and private school options which serve elementary and middle school students. There are limited options for post-high school education within the county since Dana College closed in 2010, although the potential exists for the campus’ resurgence as another post-secondary institution. Additionally, several universities are located nearby in the Omaha area.

Washington County Student Enrollment (K-12)

Year	Total	Public	Nonpublic
2001-2002	3,490	3,378	112
2002-2003	3,513	3,404	109
2006-2007	3,641	3,569	72
2007-2008	3,718	3,640	78
2010-2011	3,584	3,500	84
2011-2012	3,566	3,483	83

Table 9 (Source: Nebraska Department of Education)

**Washington County Area Schools Free and Reduced Lunch Count
 (2011-2012)**

School Name	Grade	Enrolled	Free & Reduced	Percent
Blair High School	09-12	696	115	16.52%
Blair North Elementary School	K-03	196	51	26.02%
Blair South Elementary School	K-03	120	27	22.50%
Blair West Elementary School	K-03	74	21	28.38%
Blair Arbor Park Intermediate School	04-05	387	102	26.36%
Gerald Otte Blair Middle School	06-08	554	116	20.94%
Deerfield Elementary School	PK-03	299	49	16.39%
Fort Calhoun High School	07-12	319	49	15.36%
Fort Calhoun Elementary School	PK-06	269	42	15.61%
Arlington High School	07-12	283	39	13.78%
Arlington Elementary School	PK-06	286	62	21.68%
St. Paul's Lutheran Elementary School	PK-08	75	*	*
Immanuel Lutheran Elementary School	PK-08	8	*	*
Herman Elementary School	PK-06	88	11	12.50%

Table 10 (Source: Nebraska Department of Education)

Individuals with a bachelor's degree or higher constitute almost 28% of the county, which is equal to the state average (Table 11). Additionally, a higher percentage of county residents have graduated from high school than the state average. The high degree of educational attainment within the county likely relates to the number of employment opportunities available for recent college and high school graduates.

Washington County Educational Attainment

	2000	2010	Nebraska (2010)
High School Graduate or Higher	89.7%	95.2%	91.0%
Bachelor's Degree or Higher	22.7%	27.8%	27.9%

Table 11 (Source: U.S. Census Bureau, American Community Survey)

G. Summary

It is evident that Washington County has experienced population growth at a time when a majority of rural Nebraska counties have lost a significant portion of their populations. The networks of public services in the county seem to sustain a relatively good quality of life, although this network will be stressed as the county continues to grow as projected. While the increasing population will undoubtedly bring many benefits to the county, the county government

will be challenged to meet the needs of a growing population. In many ways, Washington County is an atypical Nebraska county and will face different challenges from those posed to rest of the state in the coming years.

IV. CRIMINAL JUSTICE SYSTEM PROFILE

A. Law Enforcement

The county has several law enforcement agencies that operate within the county, all of which utilize the county jail. The County is required to hold those individuals which are arrested in the County and are awaiting trial or sentenced to one year or less.

Current Resources

Blair Police Department: The Blair Police Department is responsible for law enforcement within the city limits of Blair. The department consists of 17 sworn officers and 4 civilian staff.

Washington County Sheriff's Office: The Washington County Sheriff's Office is responsible for general law enforcement in areas of the county other than those served by municipal police departments as well as for charge and custody of the jail. The staff consists of 37 sworn officers and 23 civilian staff. The Sheriff's Office also includes two canine units, an investigation unit, a Special Response Team, a Mobile Command Center, and is responsible for Marine Patrol of the Missouri River near the Fort Calhoun nuclear power plant.

Nebraska State Patrol: The headquarters for Troop A of the Nebraska State Patrol is located in Omaha, and covers the five counties surrounding the Omaha Metropolitan Area (Douglas, Dodge, Cass, Sarpy, and Washington). The office includes a total of 41 Troopers. State Patrol Officers are primarily focused on the reduction of traffic crashes and fatalities, but they respond to a variety of calls for service and provide assistance to local law enforcement when necessary. Criminal Investigators are called upon to investigate thefts, computer crimes, pharmaceutical diversion and suspicious deaths.

Arrest Patterns

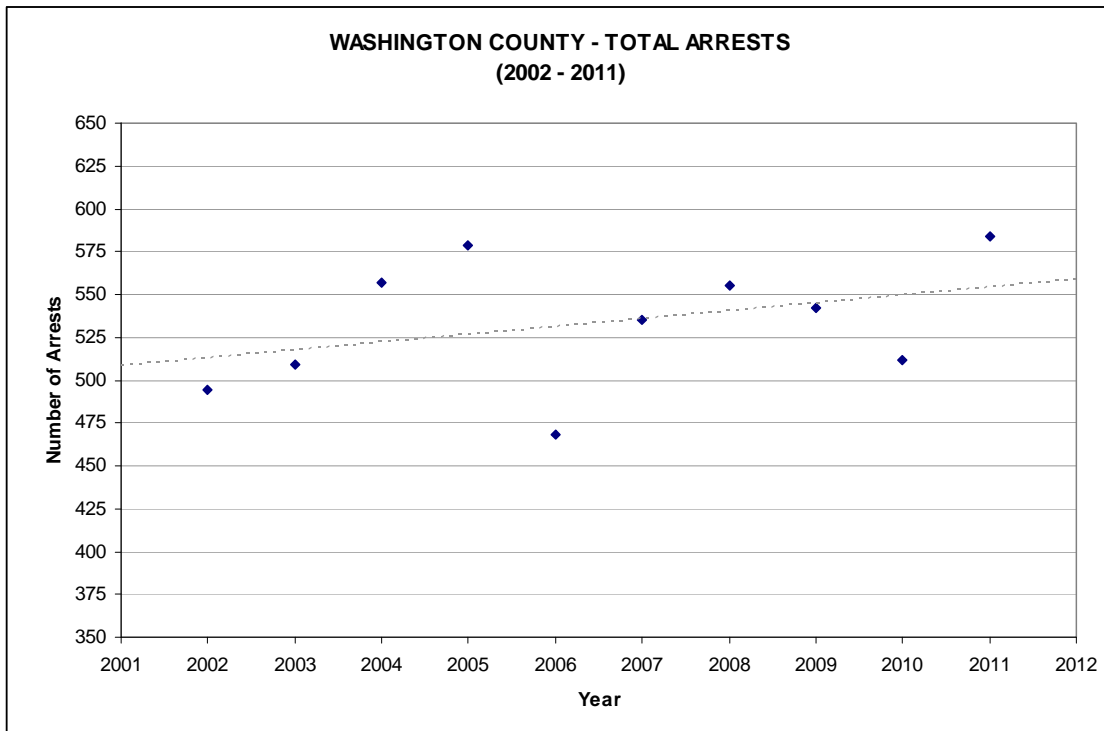


Figure 6 (Source: Nebraska Crime Commission Statistical Analysis Center)

The arrest tables on the following pages indicate that arrests over the past ten years have been steadily increasing in Washington County. Drug and Alcohol offenses represent a significant source of arrests, as Drug Violations specifically have remained the leading reason for arrest over all ten years. It should be noted that the total arrests for the ranked offenses in Table 12 will total more than the Total Arrest count for that year due to multiple charges on a single arrest. A comparison of the arrest patterns in the county from 2002 to 2011 reveals several items of note:

- Alcohol and Drugs have remained constant as the most occurring charges over the 10 year period, accounting for over 51% of all arrests between 2002 and 2011.
- Between 2002 and 2011, Drug Violations accounted for over 26% of all arrests.
- Between 2002 and 2011, the total number of arrests gradually increased from 494 to 584, an average increase of 1.8% per year.
- Crimes Against Children, including neglect, abuse, sexual assault, procuring, and contributing to the delinquency of a minor, showed the largest relative increase across the period (representing 3% of arrests in 2002 and 8% in 2011).

Washington County <u>2002</u> Arrests by Frequency (Total Arrests = 494)			Washington County <u>2011</u> Arrests by Frequency (Total Arrests = 584)		
Rank	Offense	Total	Rank	Offense	Total
1	Drug Violations	232	1	Drug Violations	192
2	Theft	142	2	Theft	92
3	Criminal Mischief	140	3	DUI	76
4	Minors/Alcohol	140	4	Criminal Mischief	61
5	DUI	134	5	Minors/Alcohol	55

Table 12 (Source: Washington County Arrest Records)

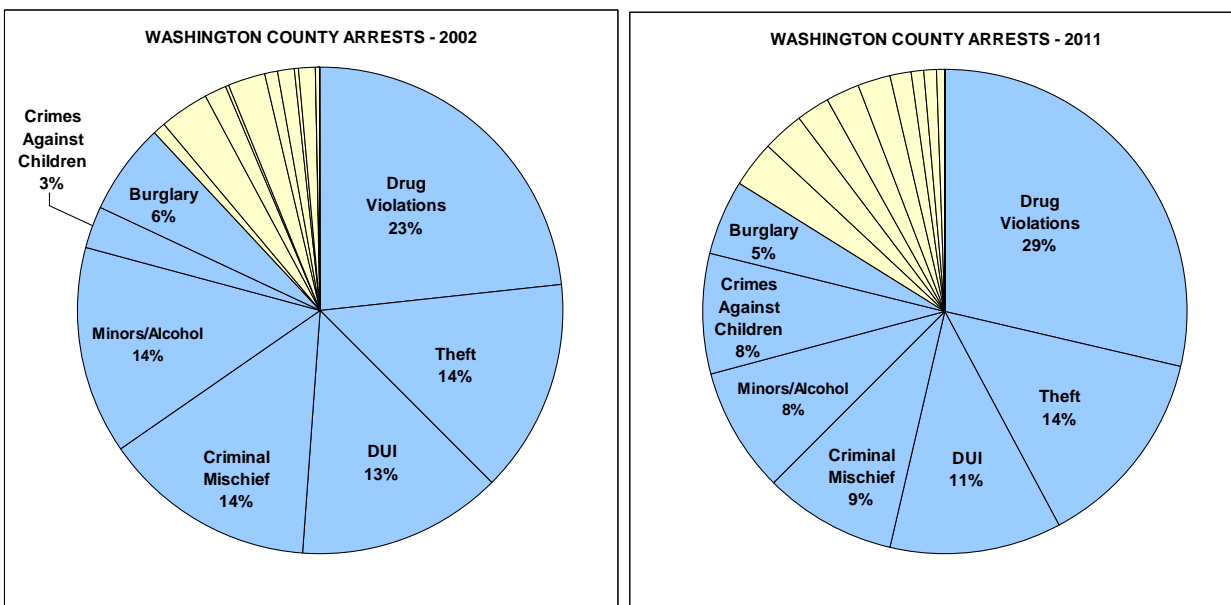


Figure 7 (Source: Nebraska Crime Commission Statistical Analysis Center)

The preceding arrest records are in-line with comments gathered from Jail and Sheriff's Office staff. Particularly, a recurring comment from Jail staff was the increasing problems associated with classifying prisoners, specifically those who are recently arrested on drugs or in withdrawal from drug use, and those who are accused of Crimes Against Children. It is evident from the charts above that a majority of arrests are related to Drugs, Alcohol, or Property Crimes, but it is noteworthy that the diversity of crimes within the County has increased over the last decade.

B. Court System

Prosecution and Defense Counsel

The County Attorney is elected to prosecute or defend all civil or criminal lawsuits in which the state or county is a party or interested, on behalf of the state or county. It is also the County Attorney’s responsibility to advise the county board or county officers when requested. The Washington County Attorney is Shurie Graeve, who is located in the County courthouse in Blair. There are also several local private general practice attorneys located within the County.

6th District Court of Nebraska – Washington County

The 6th District Court of Nebraska is comprised of seven counties, Cedar, Dixon, Dakota, Thurston, Burt, Dodge, and Washington. The Court hears all felony criminal cases, equity cases, and civil cases involving more than \$52,000. District courts also hear appeals from certain county court cases.

The District Court utilizes three judges which travel between County Courthouses. For 2011, the District had a need for 2.62 judges based on a total weighted caseload. Washington County is served by Judge John E. Samson who also serves Burt and Thurston Counties. Judge Paul J Vaughan serves Dakota, Dixon, and Cedar Counties while Judge Geoffrey C. Hall serves Dodge County. Susan K. Paulsen serves as the Clerk of the District Court for Washington County. The District County Clerk performs the administrative duties associated with the District Court.

Washington County – 6th District Court Filings

Year	Criminal	Regular Civil	Domestic Relations	Appellate Action	Totals
2007	85	50	185	17	337
2008	51	53	179	15	298
2009	55	65	189	19	328
2010	100	53	206	14	373
2011	84	80	184	14	362

Table 13 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

In 2011, the District Court saw 1,801 cases filed across the region, which was significantly lower than the average of just under 2,000 cases for the previous 5 years. Over 41% of the Courts filings come from Dodge County, which also constitutes a significant percentage of the Districts population. Since 2007, Washington County has averaged 340 total filings per year, 22.1% of which are criminal cases. The Court has remained fairly consistent in regards to number of filings since 2007.

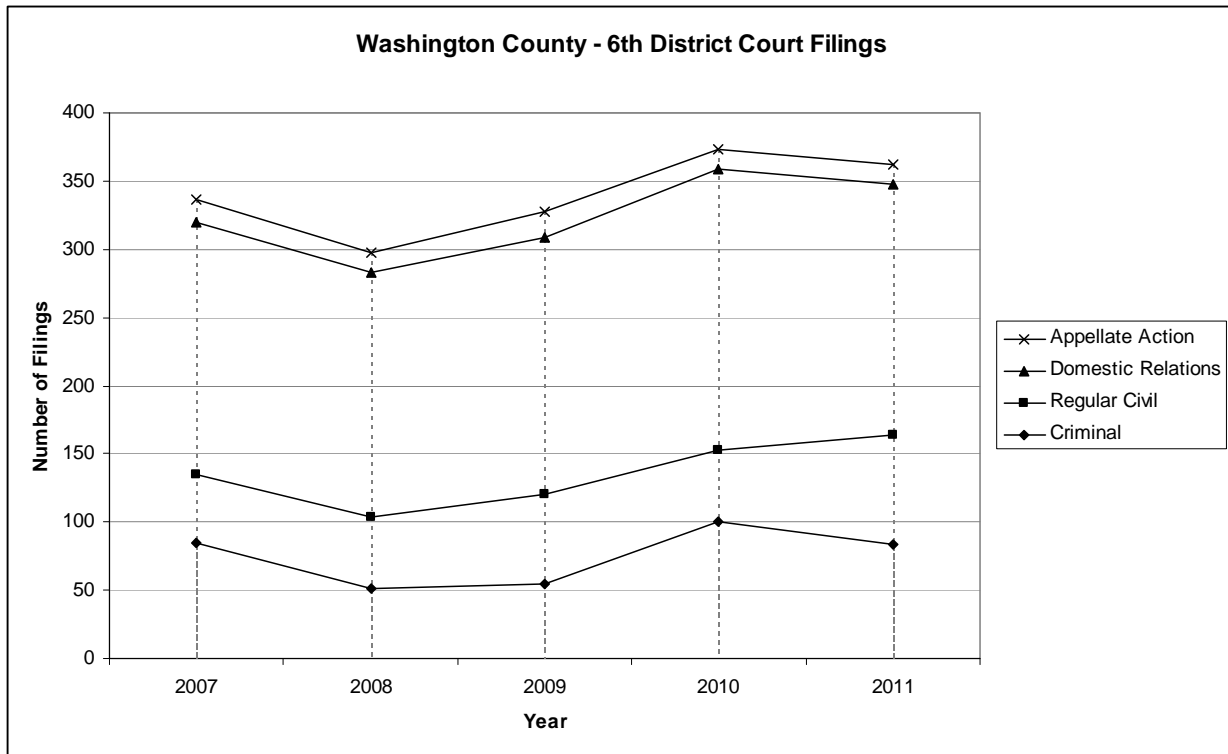


Figure 8 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

County Court of Washington County

The County Court handles all minor criminal cases, traffic violations, civil cases of less than \$52,000, guardianship, adoption, and juvenile cases. Appeals from the County Court are made to the District Court, but in certain cases, appeals are made directly to the Court of Appeals.

The County Court is part of the 6th Judicial District which is served by four judges. Judge C Matthew Samuelson is located in Blair, and there are also judges located in Dodge, Dakota, and Cedar Counties. Vicki Kuhlmann serves as the Clerk Magistrate of the Washington County Court, which is an appointed position. The clerk magistrate is responsible for administrative functions of the county court offices. Additionally, the clerk magistrate has limited judicial responsibilities which may include accepting pleas in traffic and misdemeanor cases, setting bail, and performing weddings or other judicial services.

Washington County - County Court Filings

Year	Total	Traffic	Misdemeanor	Felony	Civil	Juvenile	Other
2007	3,117	949	1,186	127	616	111	128
2008	3,305	1,261	1,034	101	721	69	119
2009	3,365	1,295	1,049	78	731	79	133
2010	3,245	1,062	1,076	141	733	121	112
2011	3,196	1,129	1,092	121	610	125	119

Table 14 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

In 2011, the Court saw 3,196 cases filed, which was slightly less than the average of 3,250 for the previous five years. On average, about one-third of the County Court filings are for traffic offenses, and an additional third are for misdemeanor offenses.

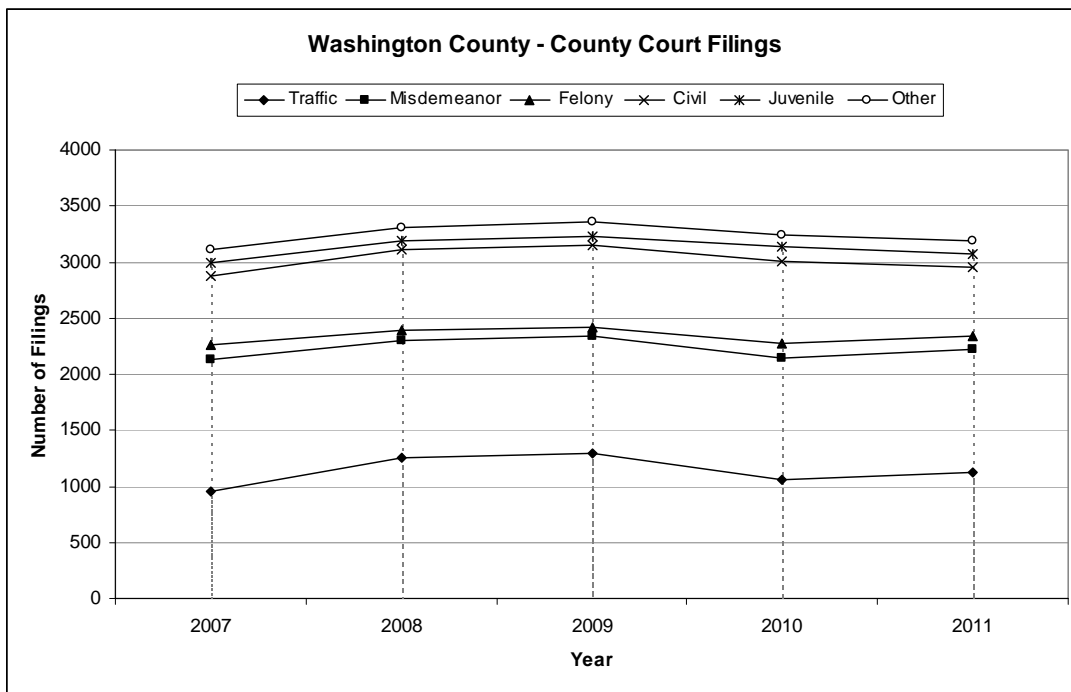


Figure 9 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

C. Probation Activity

In Nebraska the Office of Probation Administration is housed under the state Supreme Court (judicial branch). The purpose of probation is supervision within the community in lieu of jail time.

The State Probation Administration did not return requests for information and consequently no historical data is provided here. While probation activity may be impacted by a new jail, historical probation data does not affect this studies recommendation.

D. Summary

Overall, Washington County appears to have a well functioning criminal justice system. While the County maintains a relatively low rate of violent crime, with a majority of arrestable offenses alcohol or drug related, it is evident that violent crimes are on the increase. This is likely due to the increasing County population and adjacency to the Omaha metropolitan area. As the County continues to increase in population as projected, it will be challenged to maintain the status quo.

V. INMATE PROFILE & ANALYSIS OF JAIL POPULATION

A. County Statistics of Detention Use

Historical Admissions Data

The Washington County Jail is the only detention facility located in the county, and is utilized by the County Sheriff’s Office, State Patrol, and municipal police departments. At times, other counties or municipalities may contract with the jail for detention services, however while this occurred frequently in the past it is rare now due to overcrowding. A notable exception is Burt County, which does not have a jail and has contracted with Washington County for over a decade. The following data represents use of the jail by all parties, those within the county and those from other areas.

2011 Admissions by Arresting Agency

Arresting Agency	Admissions
Washington Co. S.O.	481
Blair P.D.	172
Burt Co. S.O.	145
Nebraska State Patrol	23
Saunders Co. S.O.	1
Cuming Co. S.O.	1
Other	3
Total	826

Table 15 (Source: Nebraska Crime Commission Statistical Analysis Center)

In 2011, the Washington County Sheriff’s Office was responsible for 58% of admissions to the jail, an increase from 45% in 2002. Contract admissions from surrounding counties and municipalities account for 18% of total admissions, nearly all of which are from Burt County. By comparison, over 30% of admissions were contracted by outside agencies in 2002, the majority of which were INS (Immigration and Naturalization Services) holds. While the jail has been consistently “full” over the past decade, the percentage of Washington County prisoners being held has consistently increased.

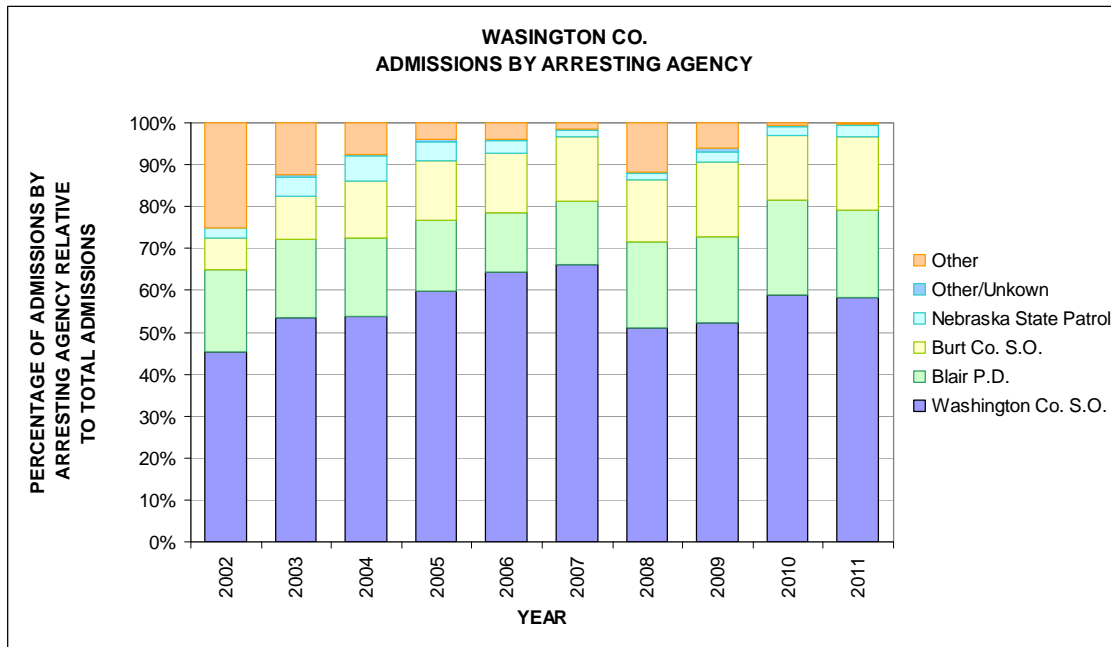


Figure 10 (Source: Nebraska Crime Commission Statistical Analysis Center)

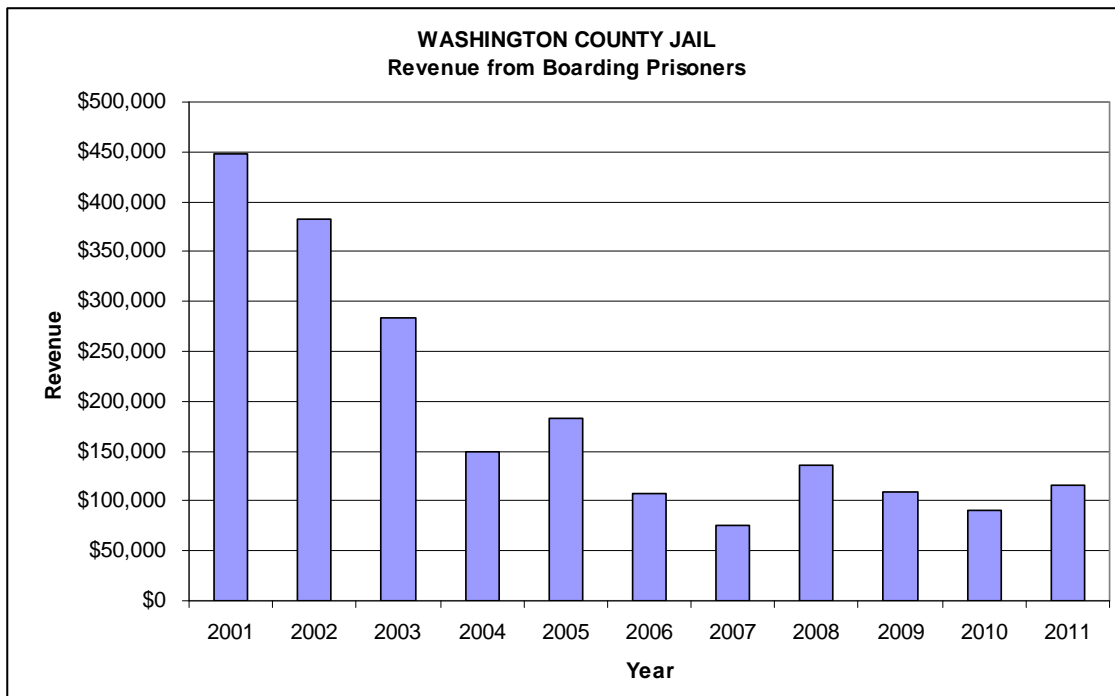


Figure 11 (Source: Washington County Jail Records)

The revenues generated from holding contract prisoners also reflect the decreasing number of contract holds. In 2001, the county generated \$447,592 from boarding contract prisoners, and by 2011 this had decreased to \$115,665. While the county jail is not intended to be a revenue generator, excess capacity can be utilized in this fashion. The increasing numbers of Washington County prisoners and decreasing revenue from boarding prisoners underscore the fact that Washington County’s prisoner load is growing even though the jail may appear to be just as full as it was a decade ago.

The following admissions data details the time of admissions, on average, between 2002 and 2011.

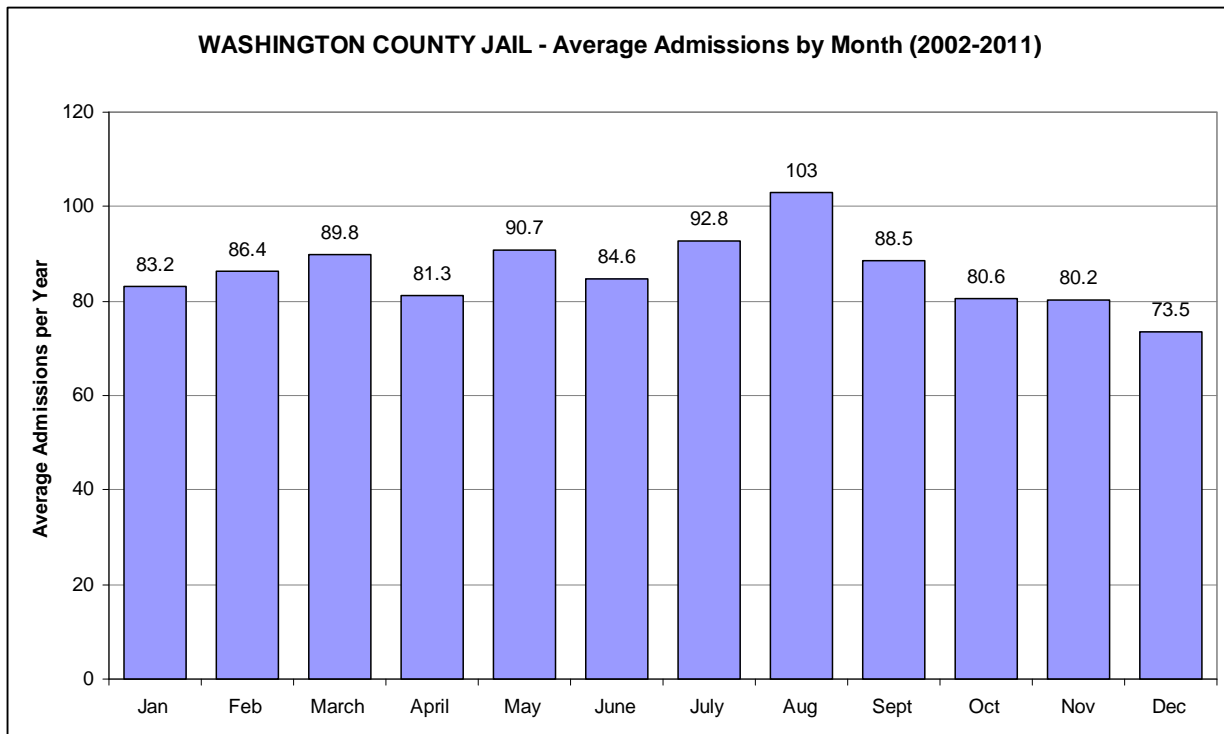


Figure 12 (Source: Nebraska Crime Commission Statistical Analysis Center)

Figure 12 shows average admissions to the Washington County Jail per month between 2002 and 2011. The county admits an average of 86 inmates a month with a standard deviation of ± 8 inmates, revealing relative consistency. This represents a high stream of prisoners being processed through the system, and also means that the jail should be prepared to handle spikes in booking activity. Additionally, it appears that the number of arrests increase slightly in warm months. The figure below indicates that Friday is a particularly active day for Washington County Jail admissions.

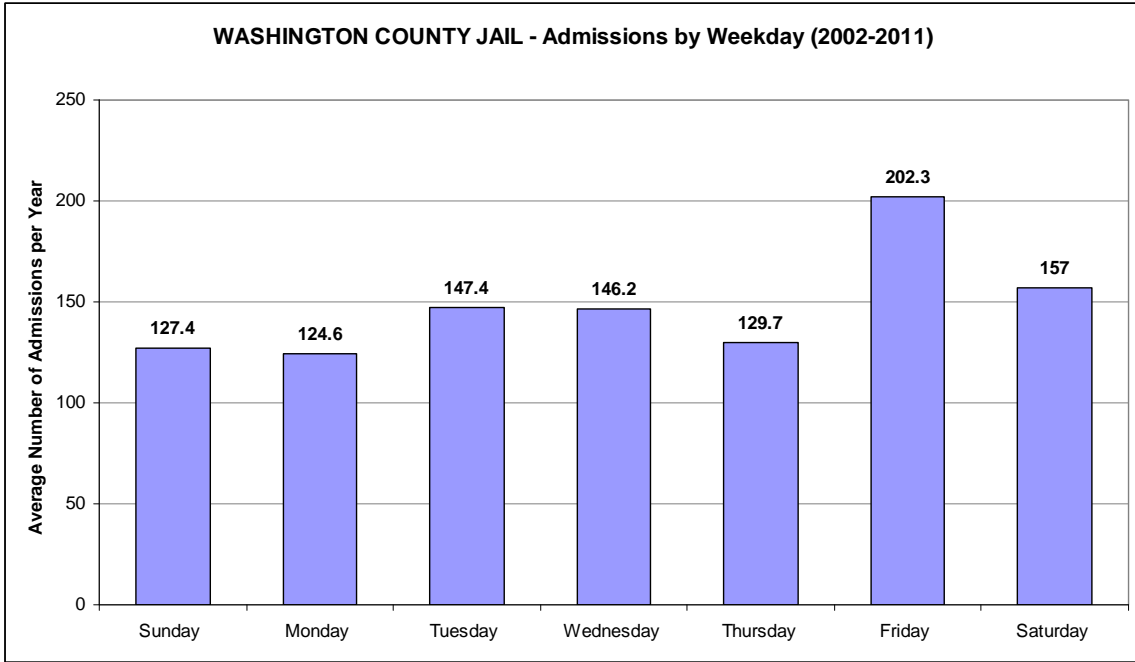


Figure 13 (Source: Nebraska Crime Commission Statistical Analysis Center)

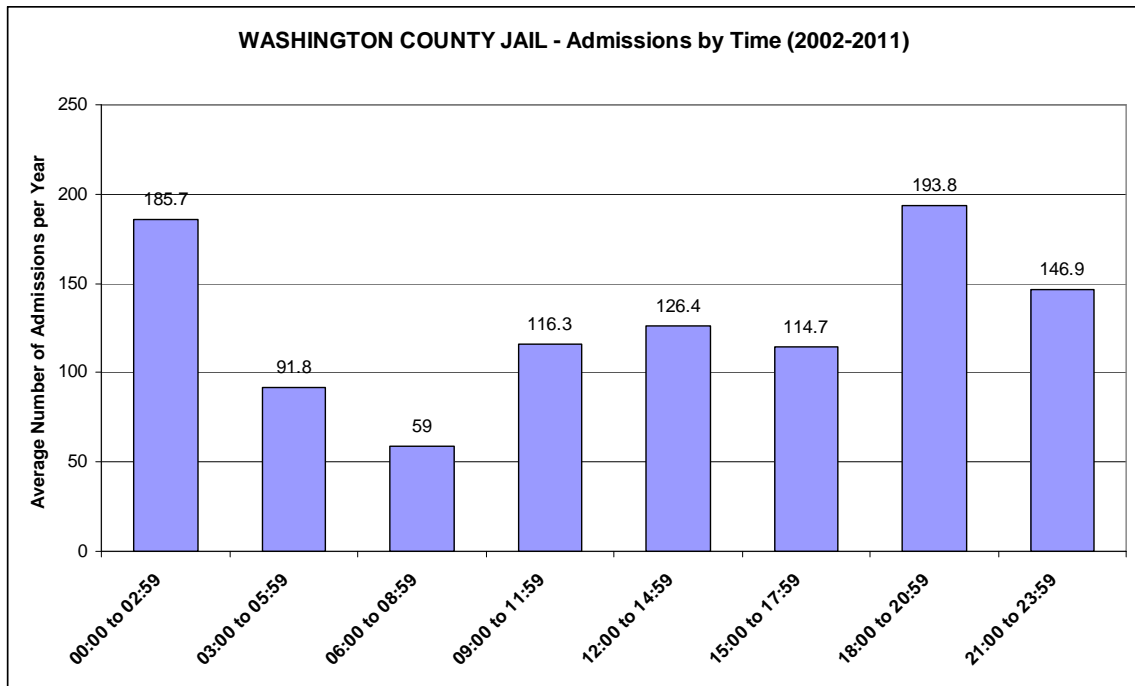


Figure 14 (Source: Nebraska Crime Commission Statistical Analysis Center)

Figure 14 depicts the average number of admissions per year sorted by time of admission. Admissions appear to increase significantly between 6PM and 3AM, but drop off significantly during the early morning hours (3AM to 9AM). Admissions are at their highest between 6PM and 9PM.

The following admissions data enumerates the characteristics of prisoners, on average, between 2002 and 2011. The figure below shows the number of holds by age ranges between 2002 and 2011, as well as the average of these values. It is evident that 21 to 24 year olds account for significantly more arrests than other age ranges. Nationally, this age range is considered a high risk group for detention and makes up a significant percentage of the jail population.

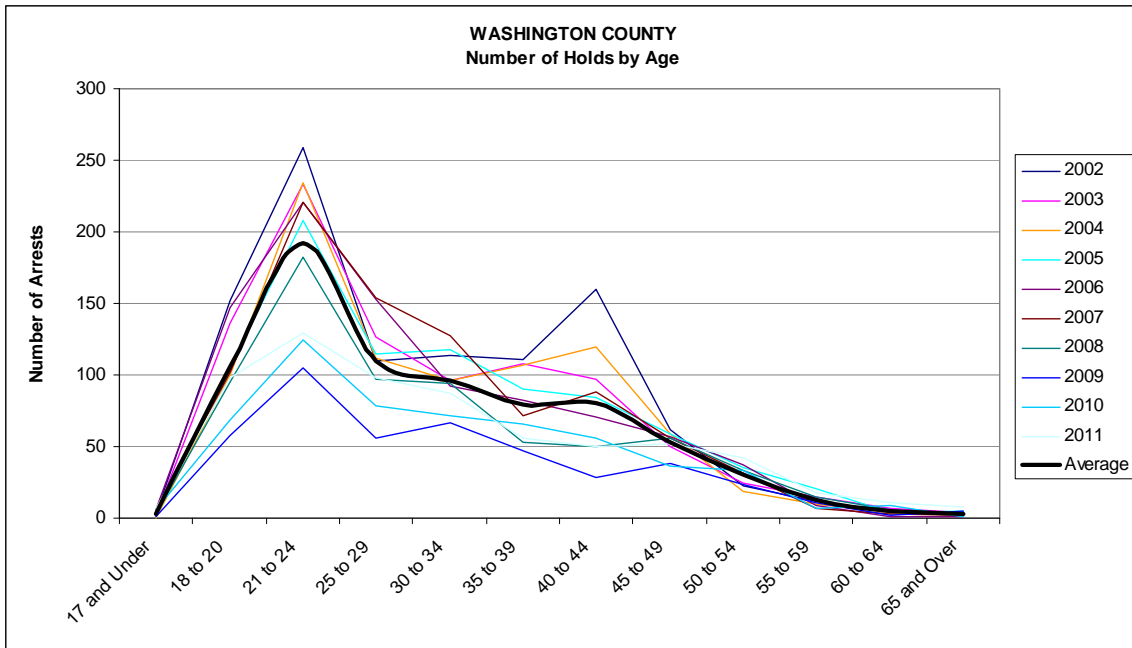


Figure 15 (Source: Nebraska Crime Commission Statistical Analysis Center)

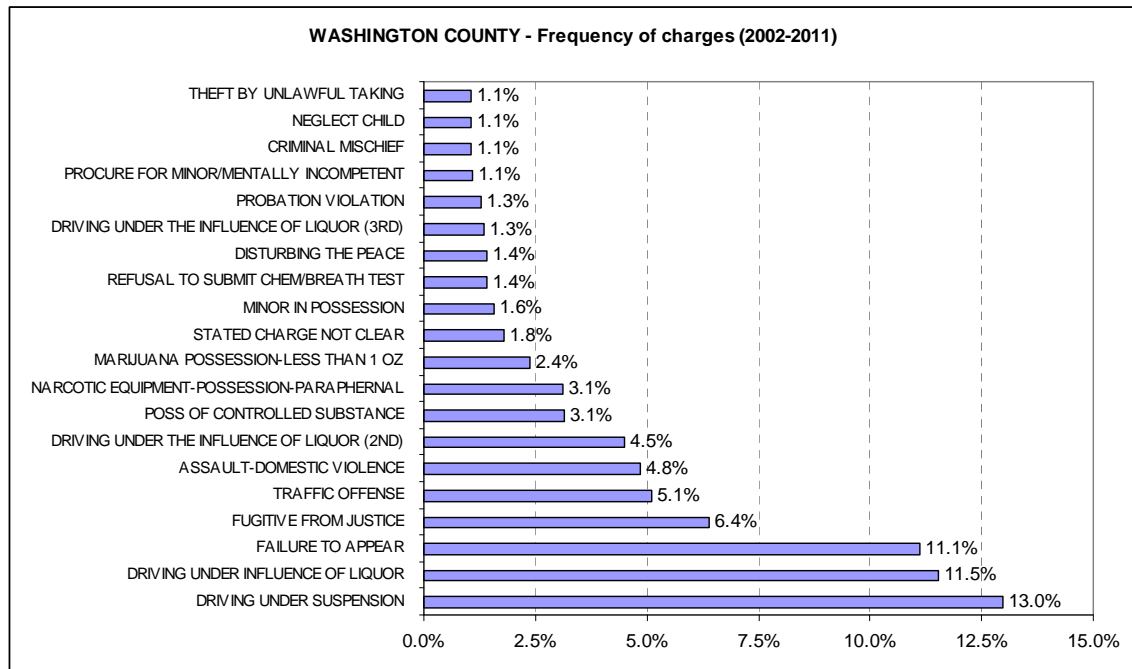


Figure 16 (Source: Nebraska Crime Commission Statistical Analysis Center)

Figure 16 depicts the average frequency of charges of Washington County arrests that occur over 1% of the time between 2002 and 2011. It is evident that alcohol and drug abuse crimes make up a majority of arrests, but these arrests typically

represent a part of the jail population that has a relatively short average length of stay. The high rate of turnover from holds of this nature contribute to several classification issues that a jail must be prepared for, including detoxification, interaction with long-term jail population, and emotional volatility.

Historical Average Daily Population

Average Daily Population (ADP) is defined as the average number of inmates in the county jail each day of the year. This value is established through records of daily population and is considered a standard method of measuring jail populations over time. As a yearly average, it does not tolerably depict the population variations within a year, but rather can be utilized to understand population trends across years. For example, it is evident from the following graph and table that the Washington County Jail has an ADP that varies quite a bit year to year.

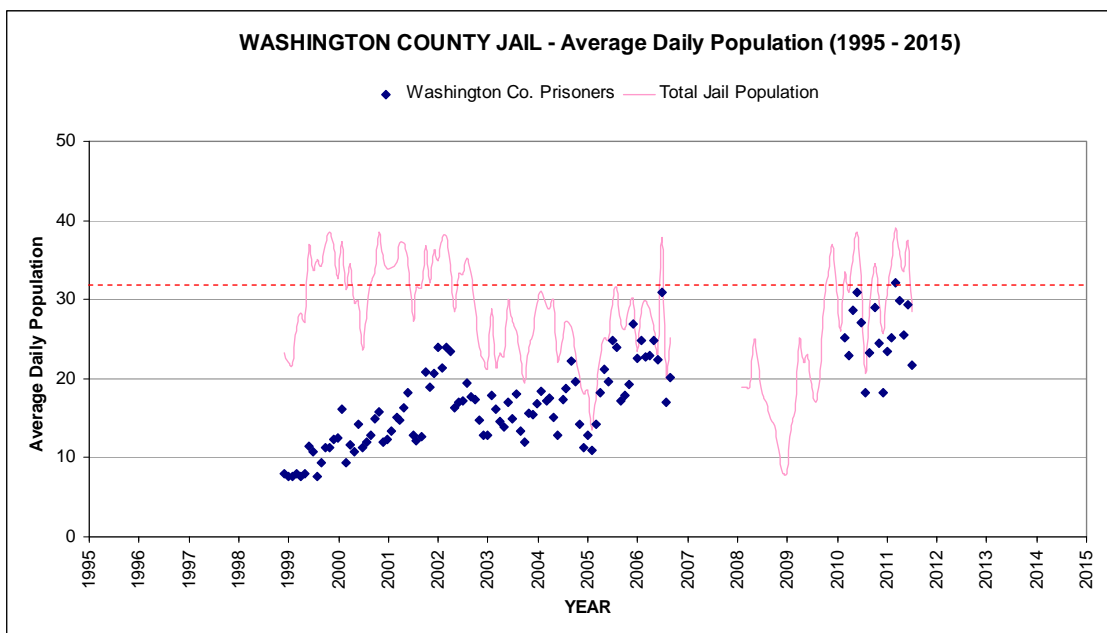


Figure 17 (Source: Washington County Jail Records)

Since County Jails have the ability to house prisoners for other agencies, when projecting future jail needs it is important to filter the number of prisoners the county is required to hold from those that the county chooses to hold. It is evident from the graph above that the Washington County Jail has been filled to capacity or very near for over a decade, but the number of prisoners which the county is required to hold has grown steadily (from 9.8 in 2000 to 24.7 in 2011). Over this period, the jail has transitioned from generating significant revenues by boarding other counties’ prisoners to overcrowding and inability to properly classify prisoners.

	2000	2011
Average Daily Population		
Washington County Prisoners	9.8	24.7
Total ADP	32.4	30.7
Rated Capacity	32 Beds	

Table 16 (Source: Washington County Jail Records)

Historical Peak Population Counts

The following table and Figure 18 detail the peak population counts for 2011 and the first half of 2012. February recorded the highest monthly ADP of the span, with a single day high of 39 Washington County prisoners in custody in the jail. At this same point, the county was holding 5 prisoners for other counties for a total daily population of 44 prisoners in a facility originally designed to hold 17. This presents a significant liability incurred by the county because the jail was not able to function efficiently during this period and presented a safety risk to both staff and prisoners. Peak averages are critical in bed space projections to guarantee adequate bed capacity when the jail experiences peak periods.

**WASHINGTON COUNTY JAIL (2011-2012)
HIGHEST COUNT DAYS (Wash. Co. Only)**

Rank	Daily Population	Occurrences
1	39	1
2	38	1
3	37	3
4	36	4
5	35	5

Rated Capacity: 32

Table 17 (Source: Washington County Jail Records)

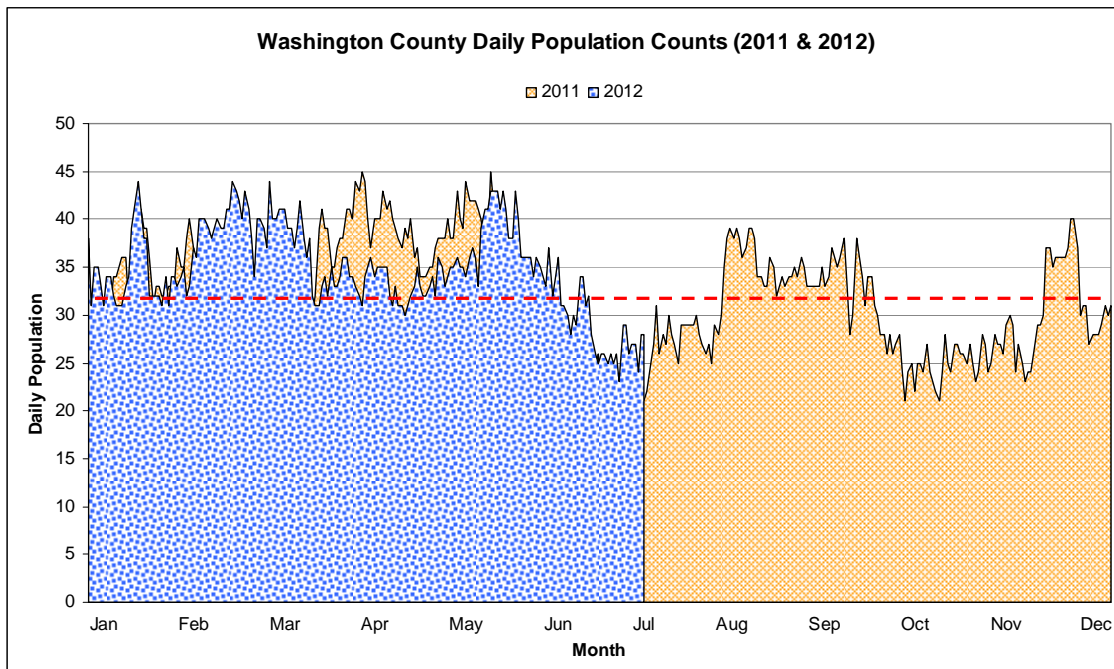


Figure 18 (Source: Washington County Jail Records)

Historical Length of Stay & Means of Release Data

The following data depicts the length of stay, judicial authority, and reason for release of a prisoner in the Washington County Jail.

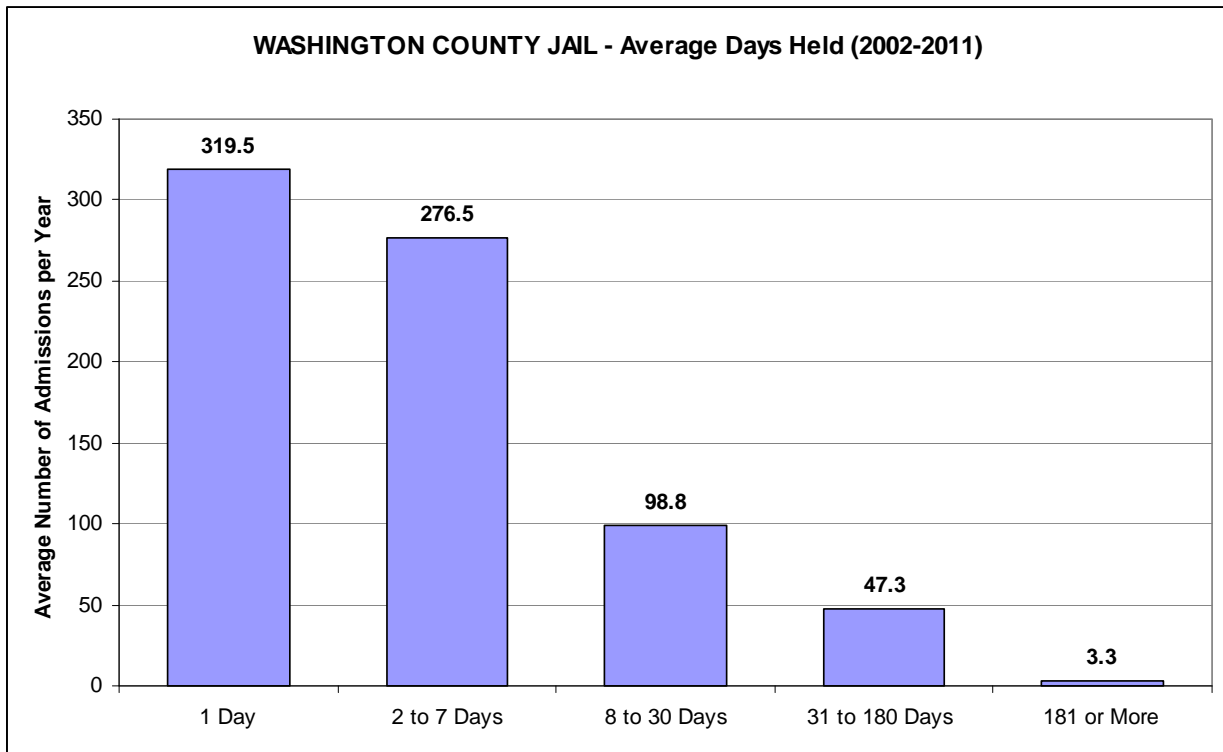


Figure 19 (Source: Nebraska Crime Commission Statistical Analysis Center)

The chart above shows the average number of inmates sorted by their length of stay in the Washington County Jail between 2002 and 2011. A significant number of inmates (77%) are held for less than 7 days, which can be explained by the typical charges previously discussed. This is fairly consistent with national estimates which suggest that more than 75% of inmates are held less than 72 hours. However, it is also estimated that these inmates represent fewer than 5% of the total beds used. This is a volatile population which contributes to the variation in peak population data.

Additionally, while the data shows that a significant percentage of inmates are held less than seven days, local officials' note that the length of sentences has been increasing. Officials mentioned several instances where inmates were sentenced to serve just less than one year. Inmates sentenced for one year or longer cannot be held in county jail, and the perception exists that these sentences are given due to overcrowding in the state prisons.

This diverse array of sentence lengths leads to a continuously fluctuating population that creates challenges for the jail in terms of inmate classification. For instance, due to the jail's limited number of dayrooms (5 + 2 isolation/booking) and capacity (32 total in 17 cells) it is increasingly difficult to separate maximum security inmates from medium security and minimum security. At any moment the jail could receive a maximum security inmate and be forced to shuffle all inmates to accommodate them, or, as frequently happens, the county would choose to board out the inmate in another county's jail at a potentially significant cost.

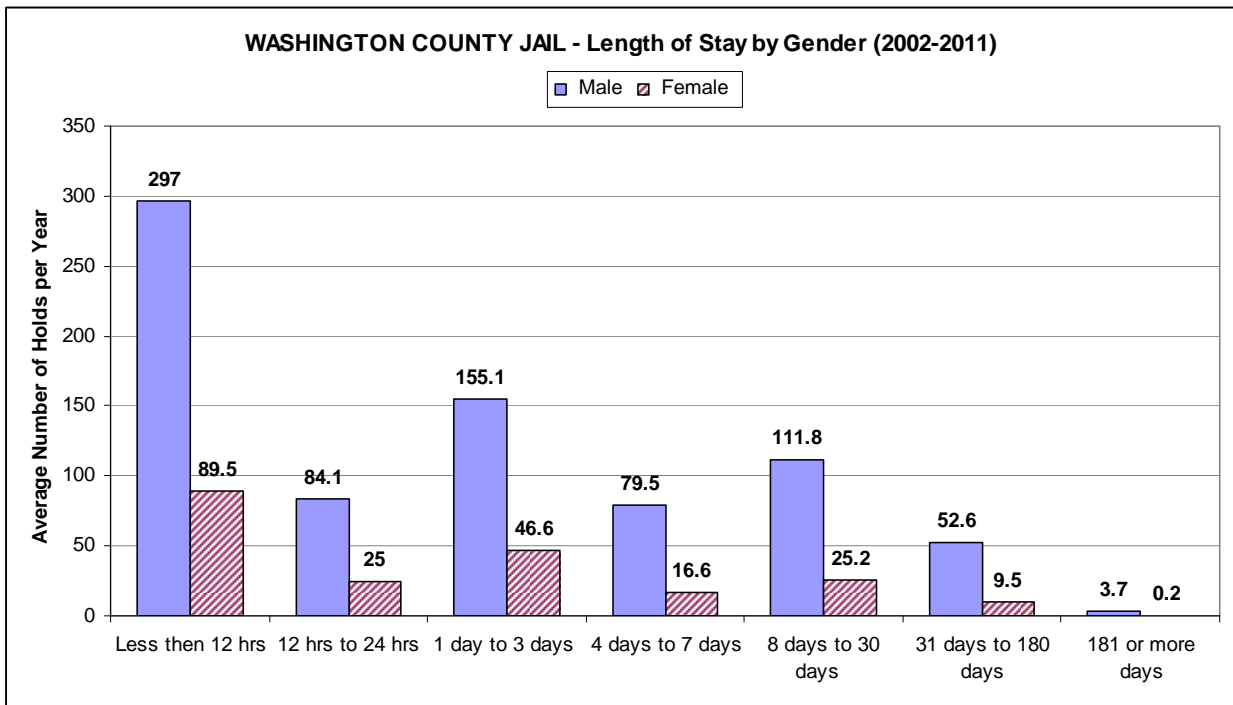


Figure 20 (Source: Nebraska Crime Commission Statistical Analysis Center)

Mining further into this data, the chart above details the total number of holds between 2002 and 2011 sorted by number of hours held between males and females. The chart shows that a majority of admissions are held less than 12 hours, and that proportionally men serve longer sentences.

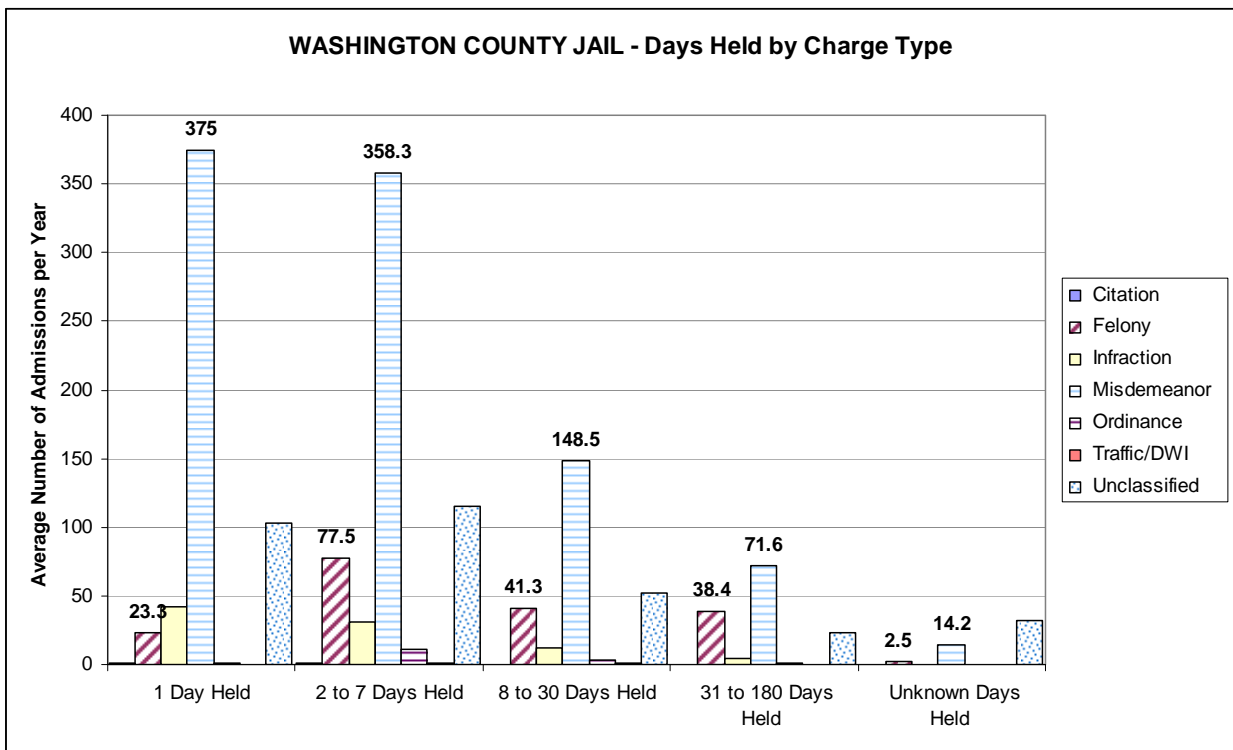


Figure 21 (Source: Nebraska Crime Commission Statistical Analysis Center)

The figure above depicts the average number of admissions per year sorted by number of days held and type of charge. From this figure, it is noticeable that misdemeanor offenses represent a majority of holds in the jail. It is also noticeable that, proportionally, felony offenses serve longer sentences.

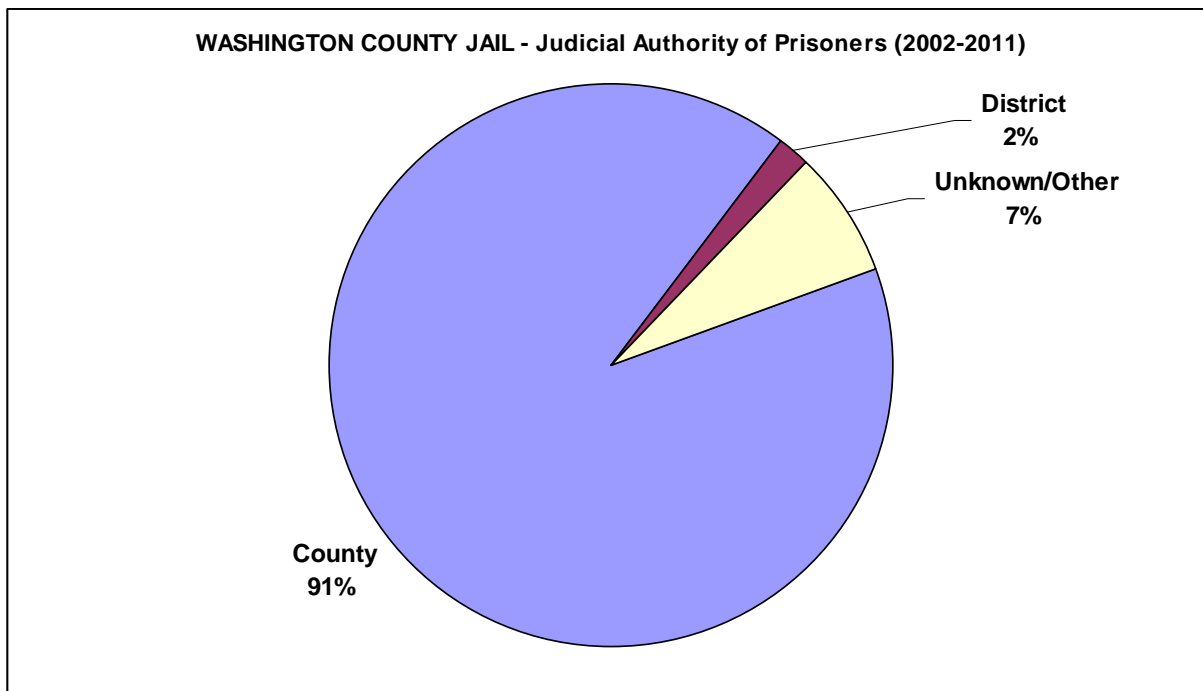


Figure 22 (Source: Nebraska Crime Commission Statistical Analysis Center)

The figure above depicts the standard judicial authority of holds. A majority of Washington County Jail holds are under the authority of the County court system, which is to be expected due to the number of non-felony admissions.

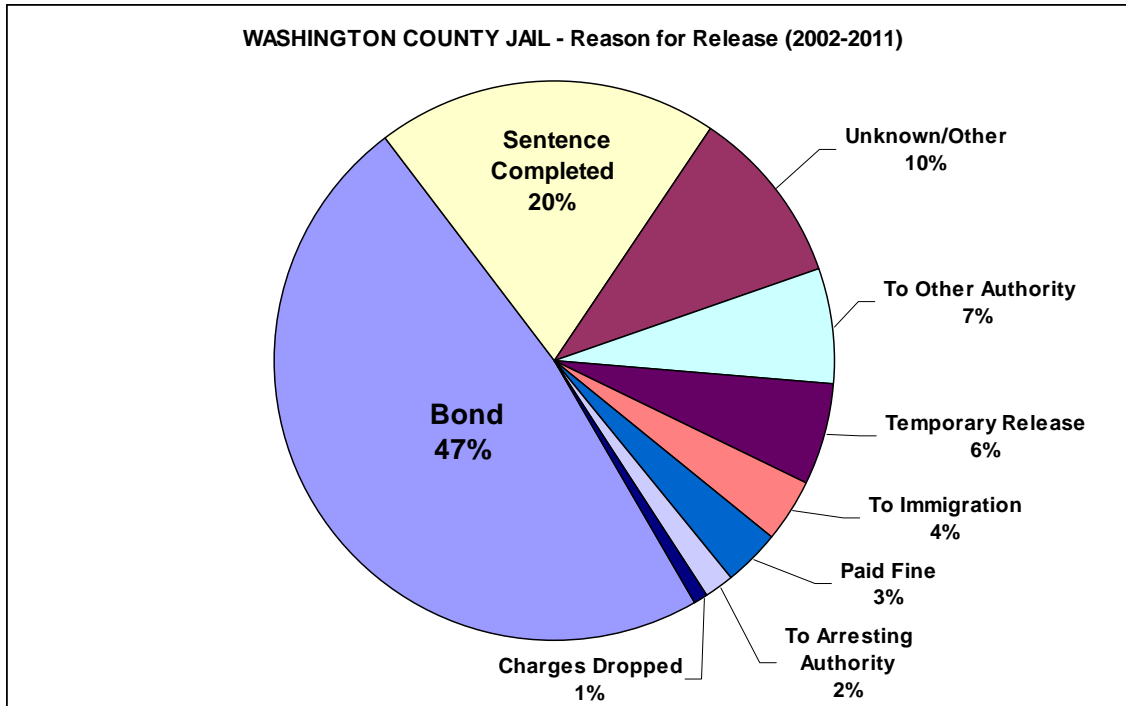


Figure 23 (Source: Nebraska Crime Commission Statistical Analysis Center)

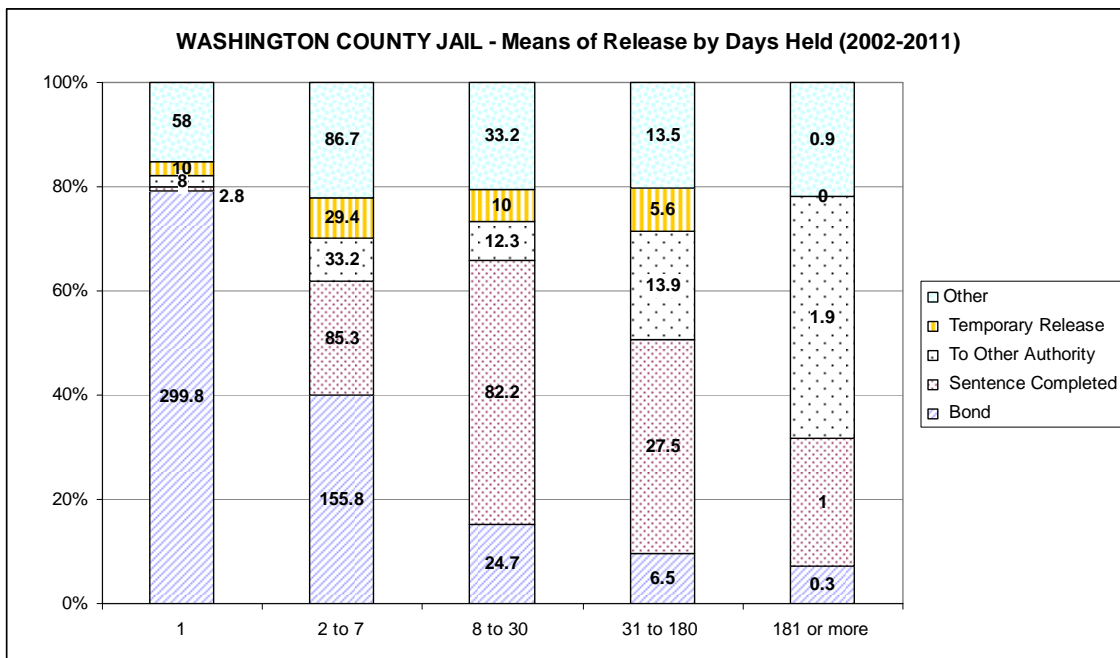


Figure 24 (Source: Nebraska Crime Commission Statistical Analysis Center)

The two preceding figures show that a majority of Washington County Jail holds are released on Bond. Other reasons an inmate may be released include a completed sentence, paid fine, temporary release, release to arresting authority or out of state authority, charges dropped, medical release, release to immigration, release to responsible person, and escape. The relatively high rate of release to immigration is in most part due to the inclusion of data from when the county held INS prisoners, and this reason for release has decreased significantly in recent years. As the length of sentence increases, the major reason for release shifts from release on bond to release for completed sentence.

B. Inmate Profile

The following data explores the characteristics of inmates within the county jail, which is necessary when establishing inmate classification levels and separations. For example, the figure below shows that a significant majority of holds are male. However, the number of males is slightly less than the national average of 88.4%. Additionally, jail staff has indicated that the number of female holds is increasing.

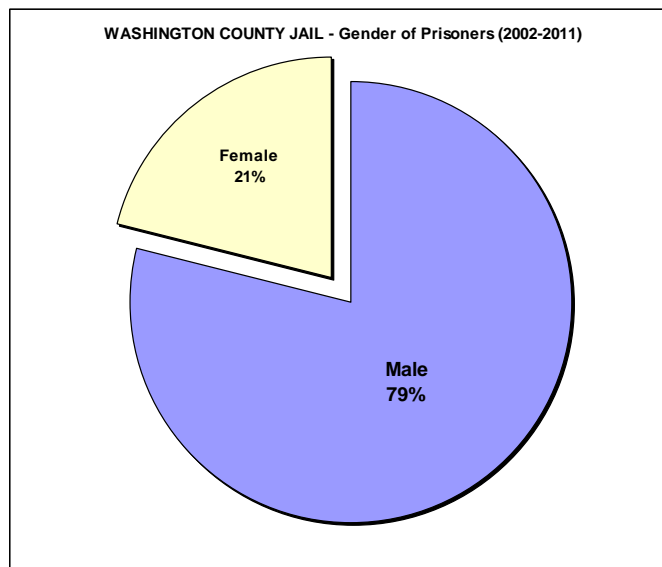


Figure 25 (Source: Nebraska Crime Commission Statistical Analysis Center)

The figure below depicts the age distribution of the jail population. Nearly 39% of holds are between 18 and 24 years old, an age group which is normally considered to be high risk for detention. However, the national average for this age group is just over 13%.

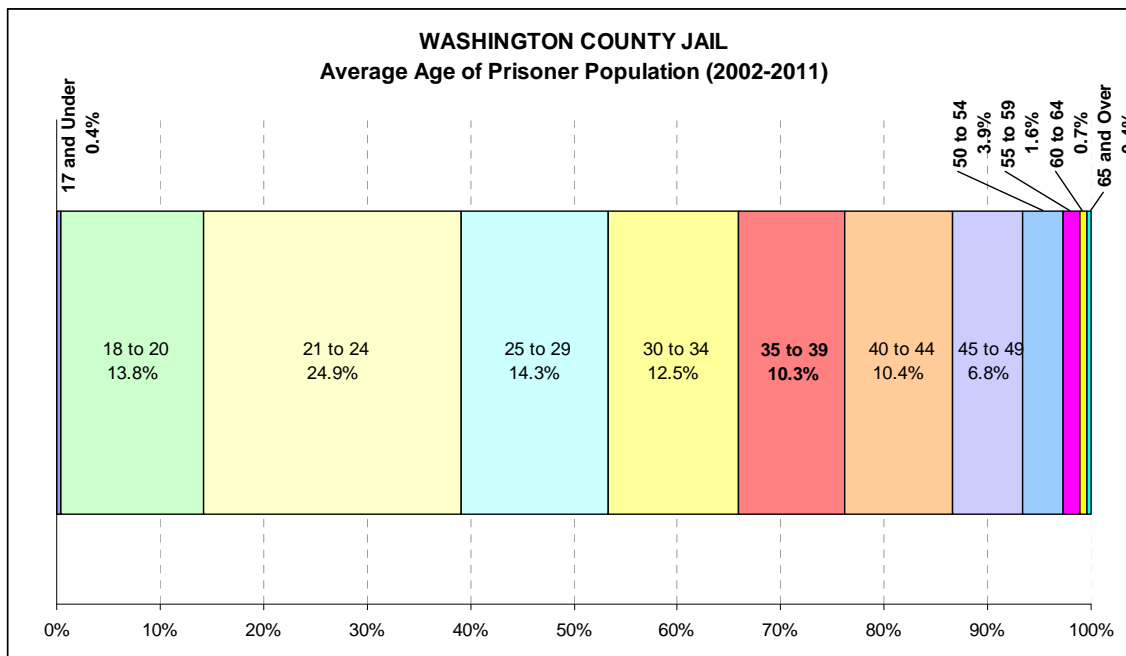


Figure 26 (Source: Nebraska Crime Commission Statistical Analysis Center)

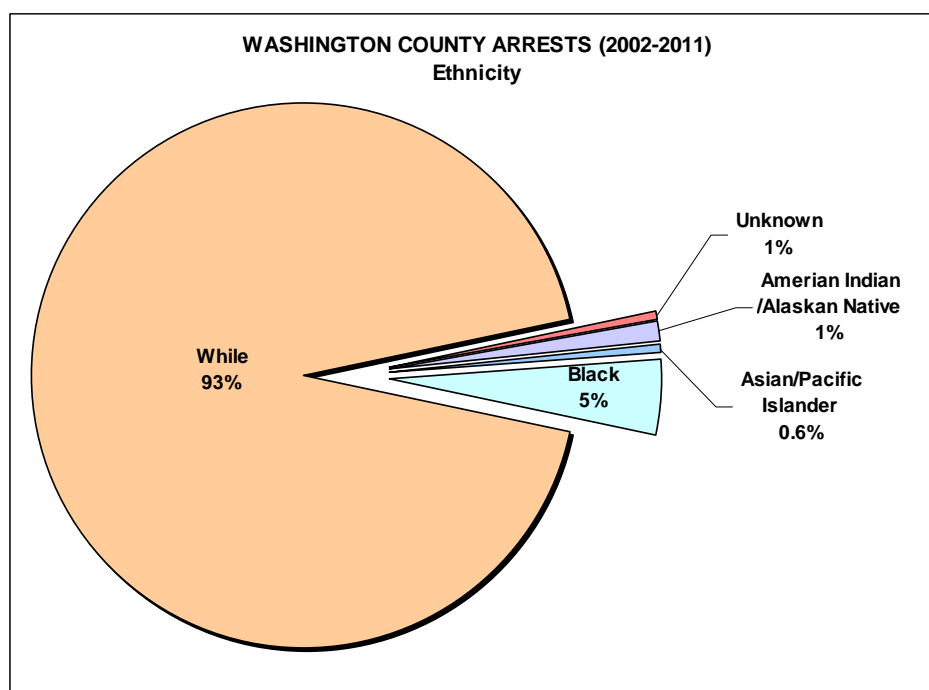


Figure 27 (Source: Nebraska Crime Commission Statistical Analysis Center)

The following and preceding tables show the race and ethnicity of holds between 2002 and 2011. A significant majority of holds are white, non-Hispanic individuals, which is consistent with the county racial demographic.

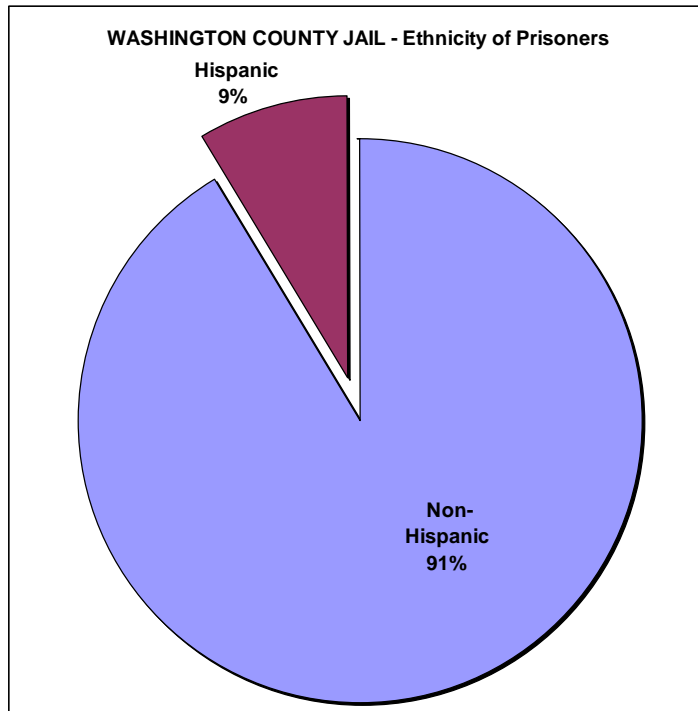


Figure 28 (Source: Nebraska Crime Commission Statistical Analysis Center)

The following figure shows the education level of holds in the Washington County Jail. Just fewer than 27% of holds have not completed high school, yet only 4.8% of the county population has not.

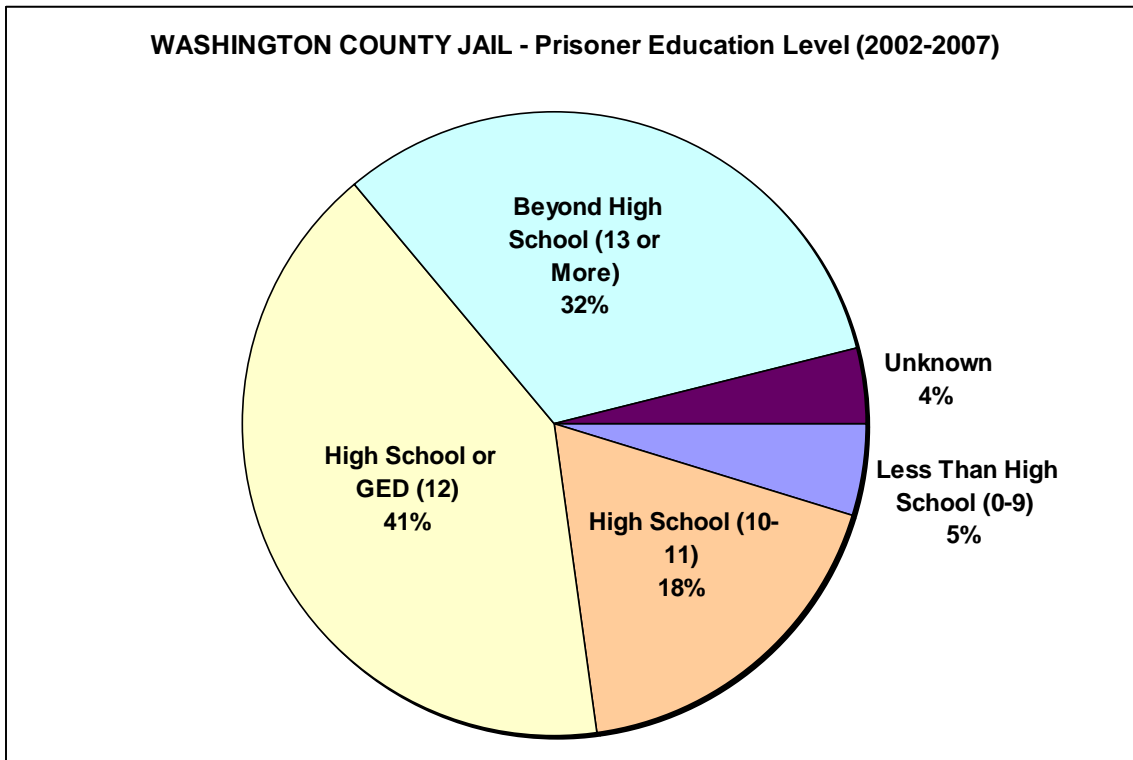


Figure 29 (Source: Nebraska Crime Commission Statistical Analysis Center)

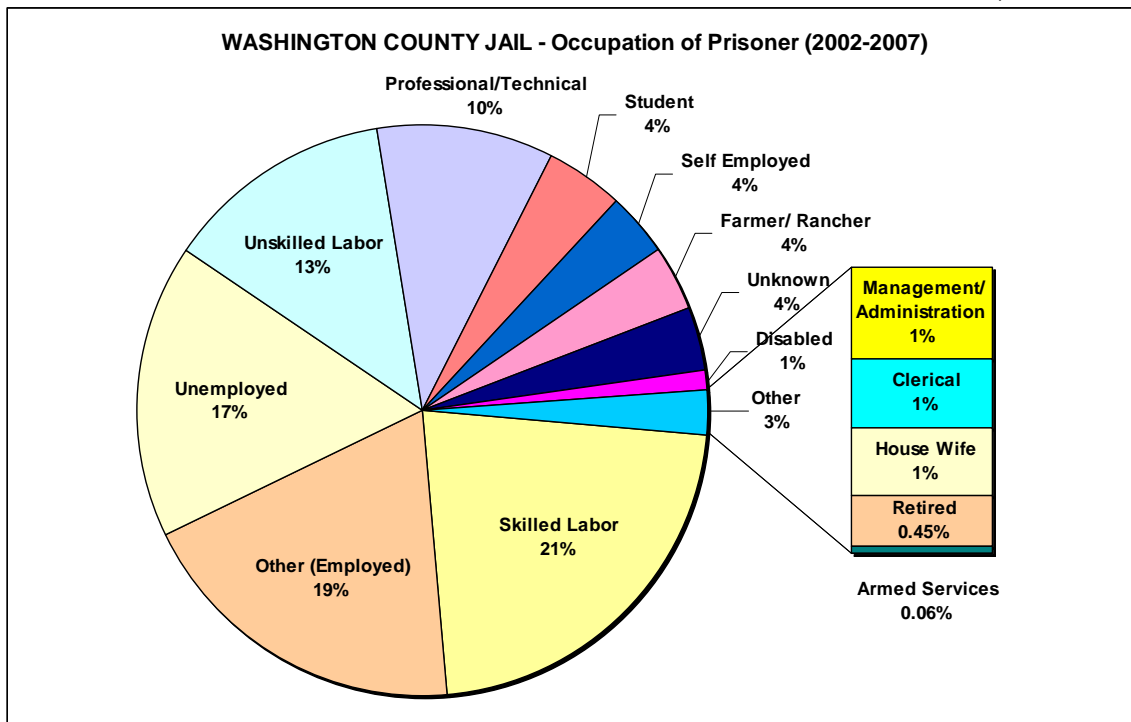


Figure 30 (Source: Nebraska Crime Commission Statistical Analysis Center)

The preceding graph shows the occupation of holds in the Washington County Jail. While a wide range of occupations are represented, it is worth noting the high rates among the unemployed and those in skilled labor. The unemployed account for 17% of all holds, although the unemployment rate for the county during this span hovered around 3.25% and never exceeded 5%. Additionally, a high level of Skilled Labor and Professionals are represented (31% of all holds), which can likely be attributed to the fact that the two largest employers in town (Cargill and OPPD) require specialized skills.

C. Summary

The preceding *Inmate Profile* and *Statistics of County Detention Use* establish an average picture of types of prisoners detained, when they are detained, and for what reasons. The data indicates the following:

- Friday is a consistently active day for admissions; 20% of admissions occur on a Friday.
- Admissions peak between 6PM and 9PM, and ease significantly between 3AM and 9AM.
- 39% of holds are of 18-24 year olds, yet this age group represents only 6% of the County population.
- A majority of arrests are for Alcohol or Drug Abuse crimes, a population that has relatively short length of stays in the jail.
- 76% of admissions are held less than 7 days.
- 61% of admissions are charged with or convicted of misdemeanors.
- Inmates charged and convicted of felonies are held longer on average than those charged and convicted of misdemeanors.
- Males serve longer sentences than females, on average. 52% of females are held 1 day or less (46% of males), while 6.5% of males are held between 31 and 180 days (4.3% of females).
- Females represent 21% of the jail population, compared to 11.6% nationally. County officials indicate that both the frequency and length of stay of female holds has been increasing.
- 47% of inmates were released on bond.

VI. ASSESSMENT OF EXISTING LAW ENFORCEMENT CENTER

A. Existing Facilities

Site Inspection: 7.18.2012

The current Washington County Jail and Sheriff's Office was constructed next to the County Courthouse in 1978, and consisted of a 11,190 square foot (sf) main floor and a 5,209 sf basement. Currently, the building occupies the same footprint although numerous interior renovations have occurred. The jail was originally designed to house 17 prisoners, each with a separate holding cell, but the cells were retrofitted with bunk beds in order to house two prisoners per cell. The facility currently has a rated capacity of 32 prisoners but often exceeds this number, requiring Washington County to pay another County to house these prisoners. Prisoners are classified among five cell blocks housing anywhere from 2 to 12 prisoners (Cell Block A: 6 prisoners, B: 6 prisoners, C: 2 prisoners, D: 12 prisoners, E: 6 prisoners). Additionally, the Jail has two holding cells with a single bunk bed, but does not have an isolation cell or a padded safety cell.

The existing Jail was designed and constructed before Minimum Jail Standards were enacted in 1980 by the State Legislature. These Standards were enacted to "lessen the potential for successful litigation against local officials." Prior to the enforcement of these Standards in 1980, new and existing facilities in Nebraska were sparsely regulated. Currently, the Jail Standards Division of the Nebraska Crime Commission performs annual inspections and issues written evaluations of County Detention facilities. Most facilities built prior to the 1980 are considered "grandfathered" and, therefore, are not subject to the current Minimum Standards. However, all renovations or new construction are now required to meet the Minimum Standards, a requirement which is difficult to meet in facilities constructed before 1980.



Figure 31 (Main Entrance)

In addition to the general facility assessment above, specific operations and building problems are identified in the following sections.

B. Facility Operations Analysis

The following list is a room-by-room summary of spaces in which the Jail and Sheriff's Office staff, prisoners, or public are not able to operate safely or efficiently. Areas which are specifically in conflict with the Nebraska minimum jail standards are outlined in Appendix A, the NCC Physical Plant Assessment.

General

- Inadequate space for professional visits: *Professional service providers (lawyers, psychiatrists, etc.) do not have a confidential space to meet with clients. Currently, these meetings take place in the booking area, but must move whenever a new arrest is made or an individual must be booked. In the event that the booking area is used, these meetings are often moved to a common hall without sight or sound separation.*
- Inadequate Storage
- No Isolation Cell or padded safety cell

- No handicapped accessible holding cells
- Inadequate Airflow: *The design and construction of the Jail provides inadequate airflow to the cells and also leads to high amounts of moisture in the air. Prisoners and Jail staff have noted an increase in allergies and illness which they attribute to the airflow issues. Holding cells are not directly conditioned, instead relying upon air pulled through the housing unit. At one time, these cells had open slots in the wall that allowed the air to flow freely from the dayroom to the cells, but these slots have now been filled in. This results in reports of extremely cold indoor air temperatures in the winter and humidity build-up due to poor circulation in the summer.*
- Building Sewer System: *The Jail has one sewer clean-out serving the entire facility, and if it cannot provide access to a blockage a plumber must use either the main sewer line outside of the building or a fixture within the building. It was noted that the facility has had issues with sewer flooding in the past.*
- Double Bunks without ladders: *Each cell in a housing unit has been retrofitted to house two prisoners by installing a double bunk-bed, yet the installed bed does not have a ladder to the top bunk. This creates problems for prisoners who are not able to access the top bunk, and results in some prisoners choosing to sleep on the floor.*



Figure 32 (Bunk Beds in Cell)

- Evidence Storage is not connected to Jail
- Inadequate number of lockers for prisoner property storage: *Prisoner Property Storage is located in lockers in the corridor. Property storage should be located in its own space, preferably close to prisoner change-out, thus allowing for more secure storage.*
- No fire-sprinkler system in Jail: *Only the exercise area of the Jail has a fire-sprinkler system. Currently, the building is not required to add a sprinkler system since it was designed under a previous code. This could present a major liability in the event of a fire in the jail area.*

Master Control

- Electronic locks no longer function: *The Jail was originally designed with electronic control on all locking mechanisms, thus allowing a jailor to control all doors from the Master Control room. Currently, jailors are required to use a master-key to secure all doors, including prisoner housing units. In the event of a fire a jailor would have to open each cell one by one, a potentially dangerous proposition. In a jail, where egress is restricted, prisoners need to be moved from the zone containing a fire to an area of refuge in another part of the building. The time it takes to manually unlock each cell door before escorting prisoners to another part of the building increases the chance of injury or death to inmates as well as staff in the case of an emergency.*
- No direct line of sight to housing units or holding cells: *Jailors rely on a video surveillance system installed in 2007 to monitor prisoner activities in real time. This creates potential security risks in areas where cameras do not reach. It also potentially increases the county's liability if something unfortunate should happen (suicide, for example) within view of the surveillance camera, yet missed by the master control staff.*



Figure 33 (Master Control)

Exercise

- No outside air: *The exercise area was originally an open air structure above 10 ft. high concrete block walls, but this caused a maintenance and security issue and the space was enclosed during an addition to the courthouse (approx. 1996). The space was designed with louvered openings, although it is reported that these have never actually functioned and have since been covered with windows. The space currently has no way of introducing outside air.*
- File storage mezzanine: *Jail records and other files are stored in a mezzanine accessed via a ladder in the exercise space. The mezzanine is separated from the exercise space by a locked chain link fence, and creates difficulties accessing and storing files.*

Sallyport

- No drive-through capability: *The existing sallyport is accessed through a single garage door without the ability for the vehicle to pull straight through another garage door to exit. This causes a problem in the event that multiple vehicles are carrying arrestees.*
- Storage space: *Two bays of the three-bay sallyport are used for food and general purpose storage. Most of the time, the gate into the storage bay is left open, potentially allowing a prisoner to run into that area from the sallyport.*
- Inability to house Sheriff's Office vehicles & equipment: *The Mobile Command Center, boat, and speed trailer are all stored in an unsecured parking lot adjacent to the Jail. This results in essential equipment stored in an area easily accessible by the public and therefore at risk of sabotage or vandalism.*



Figure 34 (Sallyport & Storage)

Kitchen

- Not sized for commercial use: *The existing galley-style kitchen provides only enough room for residential equipment, which must be replaced often due to its frequency of use. For example, the dishwasher was recently replaced after only 7 months of use. The kitchen averages 90 meals a day and barely has workspace for a single person. Most importantly, it does not meet the Health Department's Standards for a commercial kitchen; nor does it meet current*

building and Life Safety fire codes (the stove hood is not ventilated properly, and does not have an Ansul (CO²) fire extinguishing system, for example). In addition, kitchen coolers and freezers, and all pantry storage is located in the sallyport.



Figure 35 (Kitchen)

Laundry

- Not sized for commercial use: *The existing laundry space cannot fit commercial fixtures and therefore relies on residential units which are replaced frequently. It is typical for washers and dryers to last only 12 to 18 months after processing up to 10 loads per day. Furthermore, there is not enough space to process and fold clean laundry; nor is there space to accommodate all the jail-issue storage that is currently housed there. All jail uniforms are also stored in this space.*



Figure 36 (Laundry)

Booking

- Poor Prisoner flow in booking area creates a number of problems and inefficiencies: *the booking area does not adequately separate staff from prisoners; the holding cells, even though adjacent to booking area, are not visible to the booking staff; there are an inadequate number of holding cells to accommodate the variety of prisoners usually encountered; there is not room to properly locate the fingerprint station in such a way as to keep prisoners from crossing over into staff work zones; the prisoner change-out space is inadequate for strip searches and other functions that must occur there.*
- Breathalyzer is in an awkward spot: *The breathalyzer is currently located in the corridor outside of the booking area. It should be located closer to an intake area, ideally in a nook as one enters into booking from the sallyport.*
- Inadequate Report Writing area: *There is no area for arresting officers to write their reports after dropping off prisoners. This should be located just off the sallyport, adjacent to the booking area.*

- Inadequate number of booking stations: *The space contains only enough room for a single booking station, creating problems for staff when multiple arrests are brought in at one time.*
- Fingerprinting station: *After being fingerprinted, arrestees are required to wash their hands unsupervised because there is not enough space for two people at the sink. This space is located behind the officer booking the arrestee, causing a potential security conflict.*



Figure 37 (Booking Station)

Jail Deputies Office

- Insufficient space: *Currently 3 deputies share a former closet which has been converted to an office.*

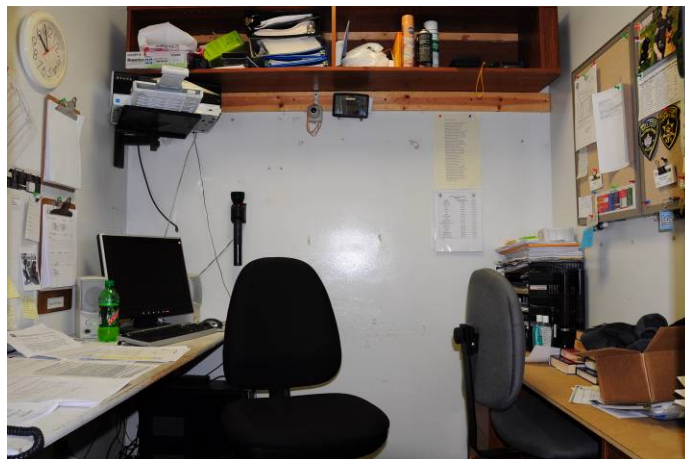


Figure 38 (Jail Deputies Office)

Housing Units (general)

- Insufficient classification space: *With an average daily population nearing maximum capacity (32) and only five separate housing units, jailors have difficulty separating prisoners of different classifications (male/female, maximum, medium, minimum security, special needs, administrative segregation, suicide watch, etc.).*
- Windows from Cells to Exterior: *Each cell has a narrow, full-height, clear glass window to the exterior of the facility. Staff members report that this results in relatives attempting to communicate with prisoners and prisoners constantly watching who is coming and going from the building. Prisoners are able to determine what type of car each staff member drives and their schedule. Additionally, prisoners are able to view several houses across from the county square, and reports of theft have been reportedly linked to prisoners just released from Jail.*

Visitation

- Unsecured Space: *The current visitation area is outside of the secure jail perimeter which creates a potential security problem. Prisoners or visitors in this space could actually break through the wall with relatively little force.*

- Prisoner must be escorted to the space: *In order to diminish the security risks associated with escorting prisoners, especially at potentially emotional times such as visitation, many modern jails use a video visitation system which allows prisoners to remain secured in their housing unit and visit with relatives/etc. in separate area of the building.*

Medical Exam Room

- The medical examination room is inadequate for conducting prisoner medical examinations: *There is not enough room for an exam table; the current room does not have an adjoining toilet or medical storage room.*



Figure 39 (Medical Exam Room)

Multi-Purpose Room

- There is currently no dedicated space for a Multi-Purpose Room: *Library books are currently stored in lockable containers in the corridor.*

Sheriffs Office

- Inadequate record storage space: *The Sheriff's Office is required to keep physical records archived for 50 years and is quickly running out of space.*
- Undersized Conference Room: *The conference room currently has room for six people, which is too small for the office staff, and doubles as the break/lunch room. Large meetings are currently held in a multipurpose room away from the Sheriff's Office at the courthouse if it is available.*
- No Interview Rooms: *The Sheriff's Office has no rooms dedicated for interviews with witnesses, suspects, etc., and currently utilizes the Conference/Break room and Private Offices when necessary.*
- No public gathering space: *In the immediate aftermath of a significant event, the Sheriff's Office is inundated with family, witnesses, professionals, first responders, etc. and has no area to safely gather these individuals. Currently, these individuals are gathered in the open office area immediately adjacent to the private offices, which conflicts with their potential use as interview rooms.*



Figure 40 (Sheriffs Office Common Office & Reception)

- **Wayfinding and Signage Issues:** *Staff reports that the public experiences problems locating the front entrance to the facility. The public currently has the option to park in the rear (south) of the building and then can't locate the main entrance on the north.*
- **Undersized Squad Room and Patrol Sergeant Room**
- **After-hours Entry Confusion:** *To enter the building after hours, visitors must call Dispatch from a public phone in the main entry vestibule. Dispatch must then call Master Control to alert a jailor to the visitor.*
- **Basement Offices:** *The Investigators Office, Sergeants Office, and Evidence Room have been moved to the basement to accommodate office requirements on the main level.*
- **Unsecure Armory:** *The equipment and weapons for the Special Response Team are stored behind a locked, hollow-core wood door, similar to what could be found in residential interiors.*

C. Building Evaluation

An architectural assessment of the existing building was performed in addition to the operational assessment outlined above. The existing jail cells and day rooms are built of concrete masonry units, some of which are structural bearing walls, which may be cost-prohibitive to renovate. When the facility was designed, the *American's with Disabilities Act* (ADA) was not in effect and therefore the facility is not compliant with several ADA requirements. For instance, each of the cells is entered through a 24 inch door which ADA requires to be at least 32 inches clear. Multiple other ADA compliance issues exist.

Finally, a visual assessment of the building structure was conducted after numerous cracks were discovered in the link between the County Courthouse and the Sheriff's Office/Jail. The entirety of this assessment is attached as Appendix C, and a summary is offered below:

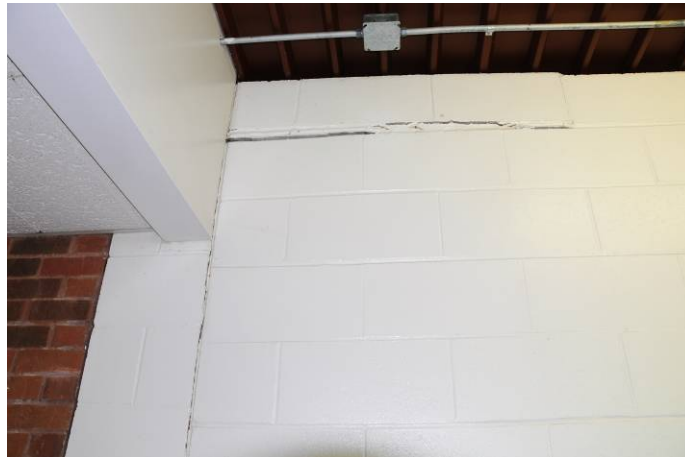


Figure 41 (Cracks in Link)

The jail construction consists of concrete framing and the law enforcement offices are steel framed. The building is supported by concrete foundation (basement) walls. The entire roof was replaced in 2012.

The structure appears to be structurally suitable for its' intended use. The following recommendations will avert potential problems with the ongoing viability of the structure.

Recommendations:

1. The structure of the "link" between the courthouse and law enforcement offices appears to have settled approximately 2 inches and the masonry walls show signs of considerable distress. Further investigation will be required to determine the construction of the existing "link" as well as the scope of the foundation repairs, which may be extensive and quite costly. From our observation, the original drawings seem to indicate that the one-level "link" structure is located immediately adjacent to the basement area of the law enforcement.

2. After foundational settlement issues have been sufficiently resolved, repair any cracks in the concrete masonry walls with a crack width greater than 1/32" using an epoxy mortar after routing out and cleaning the block joints entirely.
3. Extend all downspout and roof drainage locations at least 10'-0" away from the existing walls. It is recommended not to water landscaping in the area to the north of the "link" in this 10'-0" region. Plastic landscape fabric should be added under landscape rocks and sprinklers should be minimized in this nook.

D. Summary

The useful life of most buildings is 30-40 years, at which time most building systems require significant maintenance, repair or replacement. Some systems, such as mechanical systems, reach their life-cycle after only 20 years. In other cases, the buildings themselves become dysfunctional or non-compliant due to changes in codes and regulations, or become undersized due to growth of services.

Other than the previously described structural issues, the current Washington County Jail & Sheriffs Office building is in relatively good condition and has been well-maintained. From a functional and code-compliance perspective, though, the facility is failing. First and foremost, the Jail is operating at maximum capacity at nearly all times, consequently straining County resources and increasing County liabilities. In addition to the issues with the Jail, the Sheriffs office space has outgrown the jail population it was designed to serve and fails to meet current needs. This places several liabilities on the County as well, most markedly in regards to evidence storage and processing and the ability to handle the aftermath of major events. Renovation of the existing facility is possible, although it would be limited by the structural masonry walls and the size limitations of the existing space. It is likely that any renovation of the jail would result in a lower rated capacity, once current jail standards and building codes are met.

VII. FORECAST OF FUTURE FACILITY NEEDS

In order to forecast the number of beds Washington County would need to board inmates in the future two methods are used, the Linear Regression method of projection and the Incarceration Rates method of projection. The purpose of these methods is to evaluate recorded data from the County Jail and extrapolate it in order to establish future bed requirements.

A. Linear Regression Method

The following figure depicts the line of "best fit" established through Linear Regression analysis of the County's average daily population. The Linear Regression method of analysis is used to establish the relationship between variables in the X and Y coordinates, in this case the relationship between Average Daily Population (ADP) and Time. What this shows is a gradual increase in ADP of the county jail of 5.04% per year between 1999 and 2011. It must be noted that reliable data between 2007 and 2010 was not available due to Department record keeping complications, but upon examination it is evident that a strong relationship can be drawn between data prior and subsequent to this period. During this same time period, the U.S. average daily population in local jails increased by 2.4%. The ADP varies by an average of ± 4.9 persons per year ($\pm 23\%$ of ADP), reflecting a relatively volatile population. It can be anticipated that as the county grows, the jail will experience more consistent average daily populations.

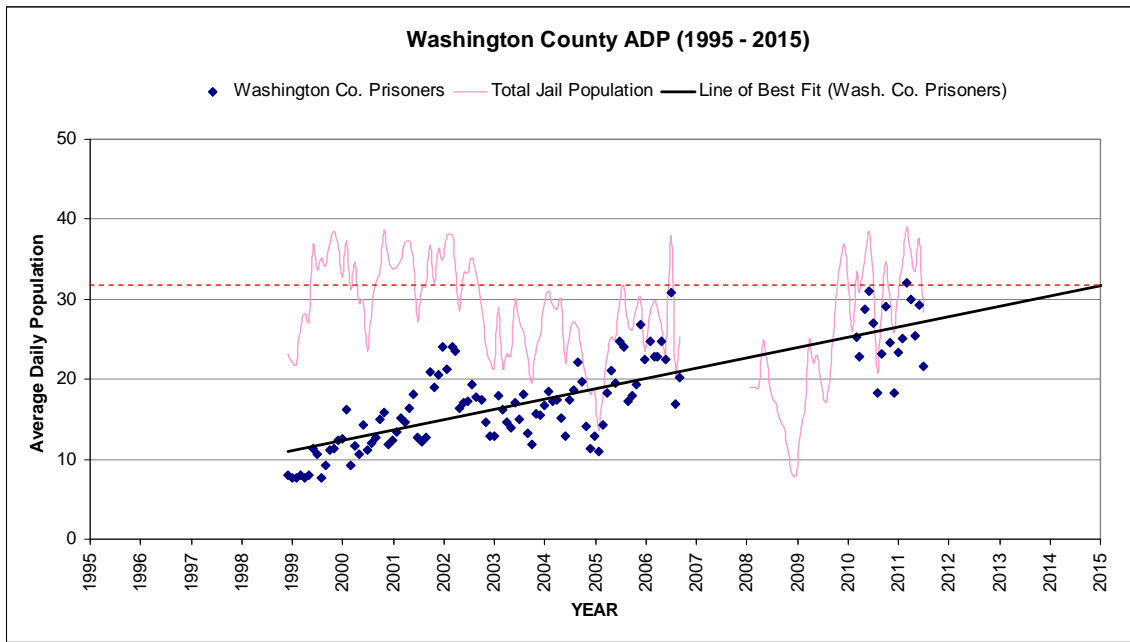


Figure 42

B. Incarceration Rate Method

The Rate of Incarceration is calculated by dividing the jails ADP by the jurisdictional general population and multiplying the result by 100,000. This establishes a rate of incarceration per 100,000 people living within Washington County. (A value per 100,000 people is a de-facto international standard which allows for comparison between areas, even though an area may not have a total population of 100,000 people) The Incarceration Rate for Washington County is calculated as follows:

2010 Washington County Population: 21,235 people
 2010 Washington County Jail ADP: 24.7 prisoners

$$(24.7 / 21,235) \times 100,000 = 116.32 \text{ prisoners per } 100,000 \text{ people}$$

or - approximately 1 prisoner per 860 residents

- In 2011, the Incarceration Rate for all local jails within the U.S. was 236 per 100,000 residents. This value increased from 220 per 100,000 residents in 2000, an increase of nearly 10% over 10 years.
- Since 1985, the national Incarceration Rate has increased by an average of **3.05% per year**.

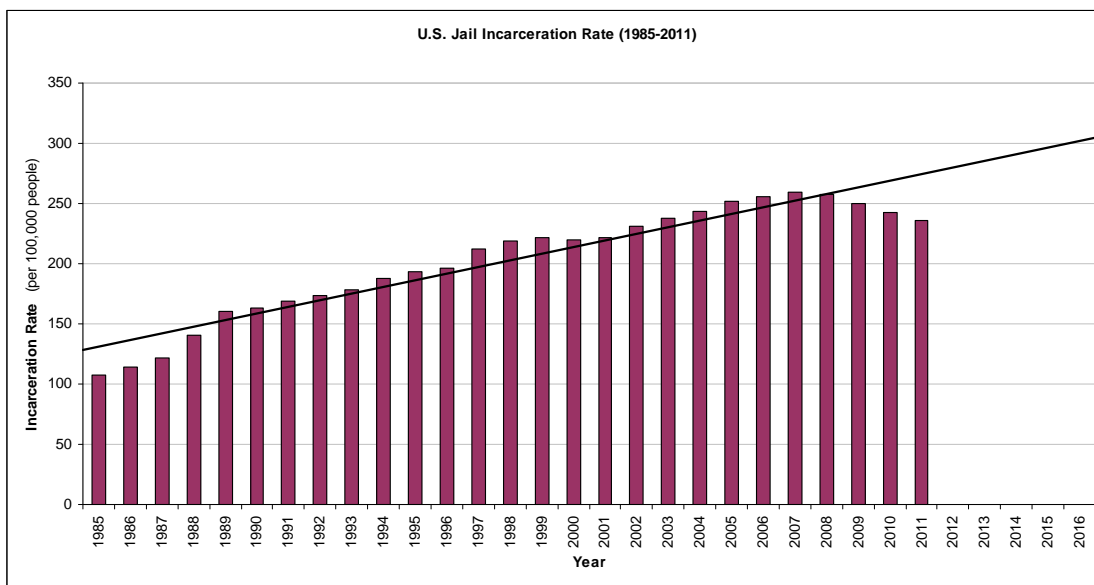


Figure 43 (Source: Bureau of Justice Statistics)

This data illustrates the historical growth in the national average rate of incarceration for local county jails, and helps to project it into the future. In Washington County this is a significant measure since it encapsulates both counties with much larger populations and much smaller populations. From the population projections presented earlier, it appears that Washington County is in a period of transition from a smaller, rural county to a more densely populated county. This method of projection will establish the impact of a changing population on the County's future jail needs.

C. Forecast Capacity Modifier

Both the Incarceration Rate method and the Linear Regression method are used to determine average inmate populations. This data is valid for projecting the growth of inmate populations, but it does not account for the actual peak populations of the jail that occur from time to time. For instance, in 2011 the county jail had a high of 39 total inmates in a single day, yet the average daily population for the jail over the year was 25. The capacity on this day was over 1.5 times greater than the average daily population. Considering that the Washington County Jail has a maximum rated capacity of 32 total inmates, a one-time peak of 39, and only 5 ways to separate different classifications, an ADP approaching 25 inmates should be considered high.

WASHINGTON COUNTY		
HIGHEST COUNT DAYS - 2011 (Wash. Co. Only)		
Rank	Daily Population	Occurrences
1	39	1
2	38	1
3	37	3
4	36	4
5	35	5
Total Population Days		11,224

Rated Capacity: 32

Table 18

Average Peak Count (2011):	36.2
Average Daily Population (2011):	25.0
Peak Factor:	1.45

In order to account for peak booking and holding needs, special events, seasonal fluctuations, mass arrests, variations in numbers of probation/parole violators, and generally recurring non-standard events, a peak capacity modifier is applied to the calculated ADP. The peak factor is calculated by determining the average peak count from the 14 highest peak days from the most recent year. The average peak count is then divided by the average daily population over the same period to determine the peak factor. In this case, a peak modifier of 1.45 will be applied to the data projections.

D. Future Facility Needs Projection

The beds required for the county jail to provide adequate service have been projected through 2045 using both the Linear Regression method and the Incarceration Rate method. As was previously established, a peak modifier of 1.45 has been applied to the projections.

Linear Regression Projection

A line of best fit established through the recorded average daily populations between 1999 and 2011 is used to project the ADP for the Washington County Jail through 2045. This results in a projected average daily population of 69.3 inmates in 2045 which, with the peak factor applied, results in a projected number of necessary beds of just over 100. The projection is presented below in five-year increments. Note that the recorded ADP from 2000, 2005, and 2010 stay close to the projected ADP for those years, and that the existing county jail exceeded its current capacity sometime around between 2005 and 2010.

**Washington County Jail Facility Needs Projection
Linear Regression Method**

Year	Actual ADP	Projected ADP	Peak Factor	Projected Number of Beds
2000	9.8	11.8	1.45	17.1
2005	16.5	18.2	1.45	26.4
2010	24.7	24.6	1.45	35.6
2015	-	31.0	1.45	44.9
2020	-	37.4	1.45	54.2
2025	-	43.8	1.45	63.4
2030	-	50.1	1.45	72.7
2035	-	56.5	1.45	82.0
2040	-	62.9	1.45	91.2
2045	-	69.3	1.45	100.5

Table 19

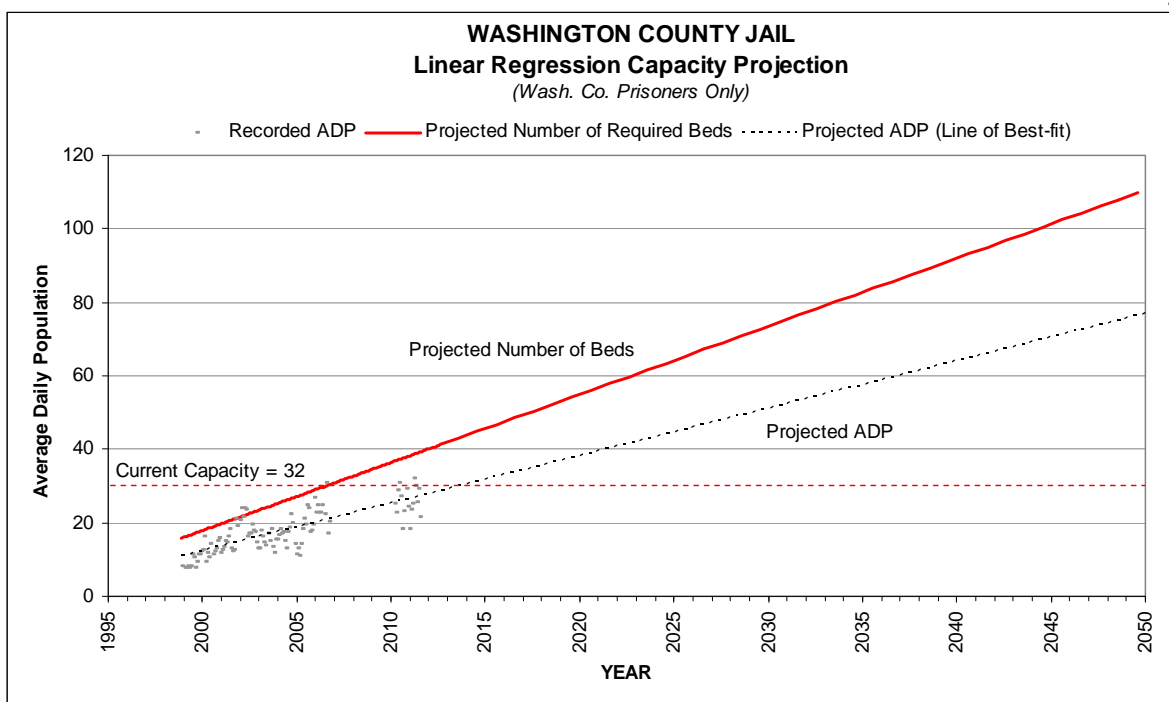


Figure 44

Incarceration Rate Projection

To project the bed needs using the Incarceration Rate method, the 2010 Washington County Incarceration Rate of 116.32 prisoners per 100,000 people is utilized. The county Incarceration Rate is multiplied by the average annual national rate of change which has increased at 3.05% per year since 1985. This method projects that 177 beds will be needed to serve the county's population in 2045. However, as is noted in the following section, this projection is based heavily on the significant increase projected of the county's population in coming years.

**Washington Co. Jail Facility Needs Projection
Incarceration Rate Method 2010-2045**

Year	Population Projection	Incarceration Rate (per 100,000)	Base ADP	Peak Factor	Projected Number of Beds
2010	21,235	116	25	1.45	36
2015	23,053	144	33	1.45	48
2020	25,140	171	43	1.45	62
2025	27,460	199	55	1.45	79
2030	30,024	226	68	1.45	98
2035	32,860	254	83	1.45	121
2040	35,994	281	101	1.45	147
2045	39,439	309	122	1.45	177

Table 20

Factors Affecting Mathematical Projections

It is important to note that the preceding projections rely on a series of assumptions that, if drastically divergent, could affect future recorded values. For instance, each method assumes that the county population will continue to increase as it has previously. However, if the county were to gain population at a more drastic rate the projected number of beds would increase, all other variables held equal. Similarly, drastic alterations in public policy would have an affect on the jail population, positive or negative. However, the preceding projections are made with a thorough understanding of

current conditions and historical trends, and they represent a statistical probability. In other words, future results may indeed differ slightly from the preceding projections, but drastically divergent results are unlikely.

E. Bed Space Market Analysis

When a county is unable to house a prisoner (because of classification, lack of space, etc.), they are required to find a suitable facility to house them. In most cases a county will “contract” with another county to hold their prisoners, but state and federal agencies with also contract with local jails. Currently, Washington County provides bed space for several counties and agencies, most notably Burt County which does not have a jail. Since 1999, Washington County has held an average of 4.8 Burt County prisoners per day. The remaining adjacent Nebraska counties each have a jail but will occasionally hold prisoners in the Washington County Jail, and it is rare that a prisoner would be held from an adjacent Iowa county.

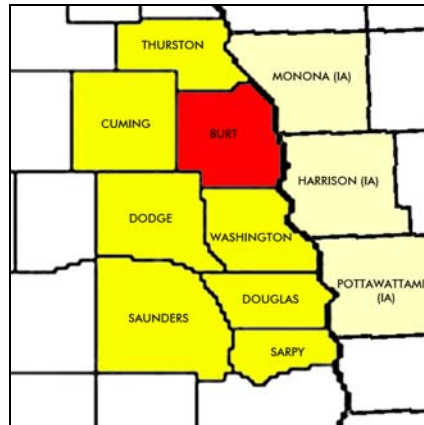


Figure 45

When the jail holds prisoners for other agencies, the county does charge them for holding their prisoners. Over a decade ago, when the number of Washington County prisoners was relatively low, the jail had enough excess capacity to house a significant number of contract holds. It is evident that as the number of prisoners the county is required to hold increases, the potential revenue they can draw from contract holds decreases. While it is not recommendable to build a jail as a revenue generating venture, a jail sized for future prisoner counts will initially have excess capacity that can be utilized and Washington County has a recent history which underscores this reality.

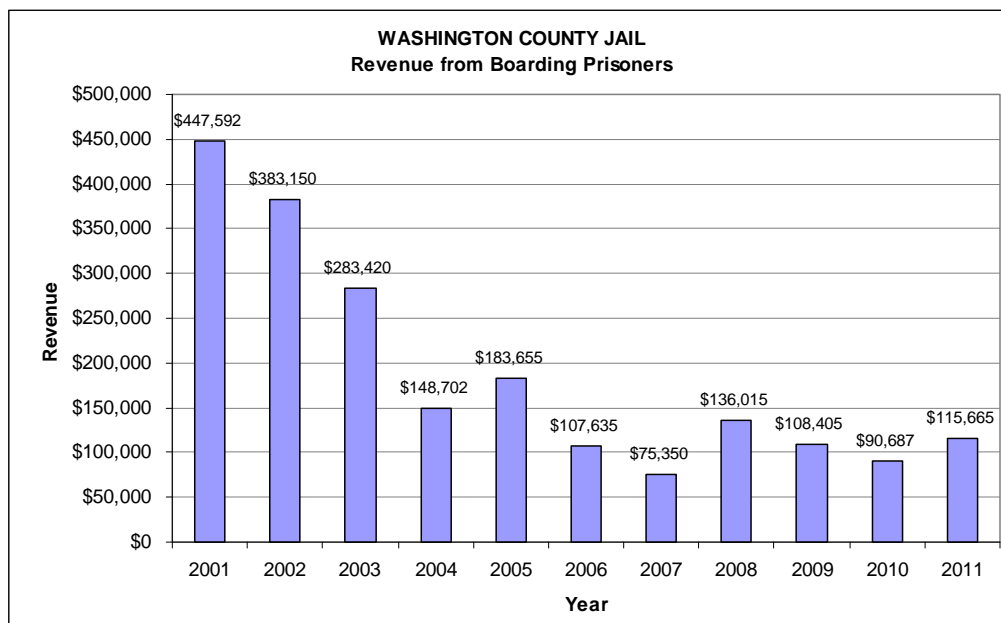


Figure 46 (Source: Washington County Jail Records)

F. Capacity Recommendation

While both methods projected an increase in the number of beds necessary for the jail to serve the county through 2045, they differed slightly in degree. The Linear Regression method projects that the jail will need 100 beds to serve the community in 2045, while the Incarceration Rate method projects 160 beds. It is likely that the required number of beds will be somewhere between these two projections.

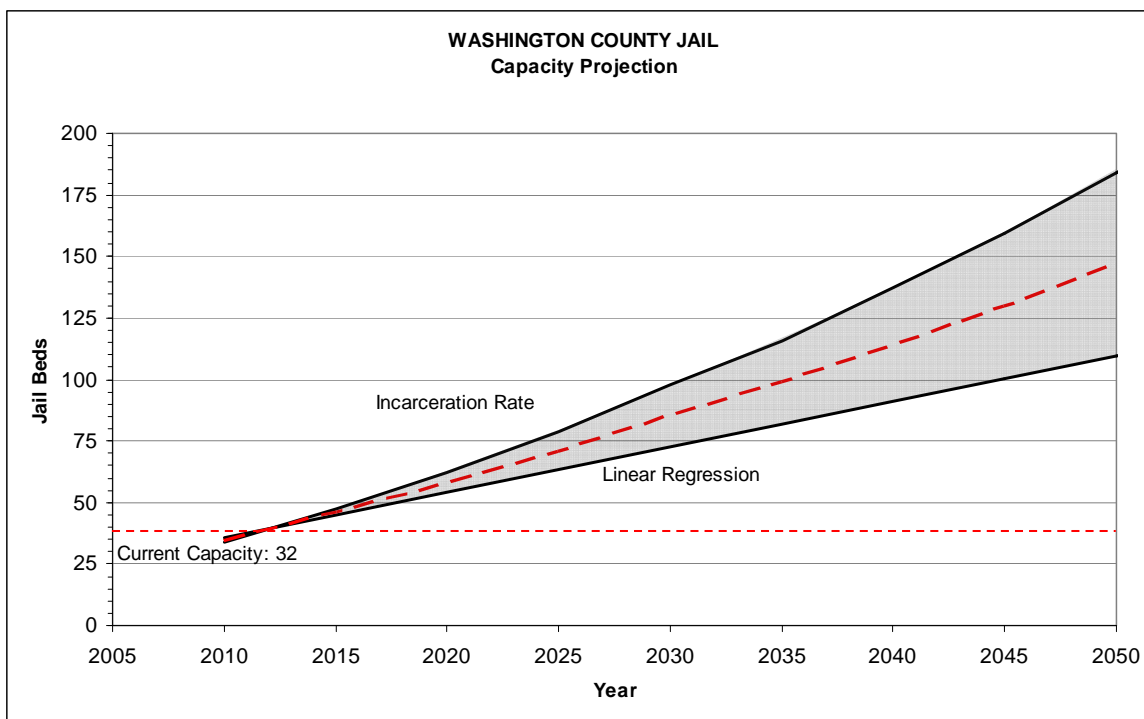


Figure 47

Taking into account the projected increase in county population and the preceding jail capacity projections, it is recommended that the county **build a 100 bed jail**. Additionally, it is recommended that the facility be designed to accommodate future expansion to ensure viability well into the future.

While a 100-Bed Jail may seem like a substantial increase over the current facility, if the County's population continues to grow as projected it could reach capacity within only 20 years. It would be unwise for Washington County to build a smaller facility, which it would likely outgrow before retiring their construction bonds. The County would initially have excess capacity, which could generate additional revenue by boarding other county's inmates, although it is not the County's intent to build solely for revenue generation purposes. A jail of this size would ensure that Washington County has adequate space to board its inmates into the short-term future, and proper design and site selection will ensure long-term viability through future expansions.

VIII. FACILITY PROGRAM, BUDGET AND STAFFING PROJECTIONS

A. Program for Recommended Facility

The following Program defines the spaces which would be anticipated in a modern 100-Bed Law Enforcement Center. This program represents the initial needs of the County Sheriff's Office for a modern jail and office space, but it has not been adjusted to reflect a particular site or design scheme. As the County progresses with the design process, focus

should be placed on adjusting this program based on input from County officials, a specific site, and a corresponding facility design.

JAIL FUNCTIONS	SIZE
Intake:	
Vehicular Sallyport	1,045 sf
Secure Vestibule/Report Writing/Restraint Chair Storage	170 sf
Booking/Booking Storage	300 sf
Fingerprint Area and Booking Circulation	300 sf
Staff Toilet	80 sf
Holding Cells	
Multi-holding Cell	140 sf
Multi-holding Cell	140 sf
Multi-holding Cell	140 sf
Multi-holding Cell	140 sf
Isolation Cell	80 sf
Isolation Cell	80 sf
Contact Visitation/Interview Room	100 sf
Contact Visitation/Interview Room	100 sf
Clothing Change-out/Shower/Toilet	160 sf
Property Storage	200 sf
Laundry (including Jail Issue Storage)	450 sf
General Storage/Jail Storage	400 sf
Food Service:	
Kitchen	900 sf
Office	100 sf
Toilet	52 sf
Delivery Vestibule	80 sf
Janitor Closet	20 sf
Janitor Closet	20 sf
Commissary Storage	50 sf
Secure Vestibule	66 sf
Medical Exam/Toilet	240 sf
Program Services:	
Library/Multi-Purpose (Includes Storage Room)	400 sf
Multi-Purpose	400 sf
Exercise (enclosed)	520 sf
Exercise (enclosed)	520 sf
Exercise Storage	30 sf
Master Control/Dispatch:	
Master Control	300 sf
Master Control Equipment	150 sf
Toilet	50 sf
Secure Vestibule	48 sf
Open Control Station	320 sf
Jail Housing Units (Male)	
Minimum Security (Male)	
6 Cells – Dual Occupancy (12 beds)	588 sf
Day Room	606 sf
Minimum Security (Male)	
6 Cells – Dual Occupancy (12 beds)	588 sf
Day Room	606 sf
Medium Security (Male)	

Washington County Law Enforcement Center Needs Assessment Study
Facility Program, Cost, and Staffing Projections

6 Cells - Dual Occupancy (12 beds)	588 sf
Day Room	606 sf
Medium Security (Male)	
6 Cells - Dual Occupancy (12 beds)	588 sf
Day Room	606 sf
Medium Security (Male)	
6 Cells - Dual Occupancy (12 beds)	588 sf
Day Room	606 sf
Maximum Security (Male)	
8 Cells - Single Occupancy (8 beds)	616 sf
Day Room	448 sf
Administrative Segregation (Male)	
4 Cells (1 H.C.) - Single Occupancy (4 beds)	308 sf
Day Room	224 sf
Special Needs (Male)	
4 Cells (1 H.C.) - Single Occupancy (4 beds)	308 sf
Day Room	224 sf
Jail Housing Units (Female)	
Minimum Security (Female)	
3 Cells – Dual Occupancy (6 beds)	294 sf
Day Room	273 sf
Medium Security (Female)	
3 Cells - Dual Occupancy (6 beds)	294 sf
Day Room	273 sf
Medium Security (Female)	
2 Cells - Dual Occupancy (4 beds)	196 sf
Day Room	182 sf
Maximum Security (Female)	
4 Cells - Single Occupancy (4 beds)	308 sf
Day Room	224 sf
Administrative Segregation (Female)	
2 Cells (1 H.C.) - Single Occupancy (2 beds)	154 sf
Day Room	112 sf
Special Needs (Female)	
2 Cells (1 H.C.) - Single Occupancy (2 beds)	154 sf
Day Room	112 sf
Jail Subtotal (Net SF)	18,965 sf
(Miscellaneous (Walls, Utility Chases, Circulation))	6,640 sf
Jail Subtotal (Gross SF)	25,605 sf

The preceding portion of the program represents the space necessary for a 100-Bed jail which meets the requirements of Nebraska Jail Standards for a modern jail. The Nebraska Jail Standards focus on improving conditions and operations in local jails to lessen the potential for successful litigation against local officials. When considered in context with the current County Jail, this program underscores the inadequacies of the current facility as a modern jail and the potential liability incurred by the county.

This program includes 100 prisoner beds which are gender flexible in order to accommodate fluxes in jail population. Each category of bed segregation (minimum, medium, etc.) is separated by sight and sound, meaning that the listed male beds could hold females if necessary. Additionally, the security classification labels provided do not signify exclusive uses. For example, a maximum security cell can hold a minimum security inmate if necessary, but a minimum security cell cannot hold a maximum security inmate. This arrangement allows the jailor to hold a wide variety of inmates securely, which is not possible with the current facility.

LAW ENFORCEMENT OFFICE FUNCTIONS	SIZE
Public Spaces	
Entrance Lobby/Vestibule	300 sf
Public Toilets (2 @ 52 SF ea.)	104 sf
Video Visitation	200 sf
Administrative Spaces	
Reception/Administration/Combined File Storage	700 sf
Copy/Work Room	200 sf
Sheriff's Department Offices	
Sheriff's Office	250 sf
Chief Deputy's Office	220 sf
Patrol Captain's Office	200 sf
Patrol Office (4 Officers)	250 sf
Squad Room (6 Stations)	300 sf
Administrative Captain's Office	200 sf
Jail Administrator's Office	200 sf
VIN Inspector's Office	100 sf
Detective Sergeant's Office	200 sf
Investigator's Open Office (3 Detectives)	250 sf
Support spaces:	
Interview Room	115 sf
Interview Room	115 sf
Interview Room	115 sf
Evidence Processing	200 sf
Evidence Storage	500 sf
Armory	130 sf
Staff Toilets (2 @ 52 SF ea.)	104 sf
Break Room	250 sf
Large Conference/Training/EMS (35-40 people)	600 sf
Small Conference Room	250 sf
Men's Locker Room	300 sf
Women's Locker Room	200 sf
Janitor Closet	20 sf
Law Enforcement Offices Subtotal (Net SF)	6,573 sf
Miscellaneous (Walls, Circulation)	2,110 sf
Law Enforcement Subtotal (Gross SF)	8,683 sf

The Law Enforcement Office program above represents modern office space to meet the Sheriff Office's current and future needs. This program includes administrative support spaces for both the jail and the Sheriff's Department, many of which are shared spaces to maximize efficiency.

PROGRAM SUMMARY: 100-BED LAW ENFORCEMENT CENTER	SIZE
JAIL FUNCTIONS	
Jail Subtotal (Net SF)	18,965 sf
(Miscellaneous (Walls, Utility Chases, Circulation)	6,640 sf
Jail Subtotal (Gross SF)	25,605 sf
 LAW ENFORCEMENT OFFICE FUNCTIONS	
Law Enforcement Subtotal (Net SF)	6,573 sf
(Miscellaneous (Walls, Utility Chases, Circulation)	2,110 sf
Law Enforcement Subtotal (Gross SF)	8,683 sf

MISCELLANEOUS	
Mechanical/Electrical Equipment	2,000 sf
Electrical Room	200 sf
Garage (for boat and transport vehicle)	2,000 sf
Miscellaneous Subtotal	4,200 sf
<hr/>	
TOTAL PROJECT (gross square footage)	38,488 sf

A modern 100-Bed Law Enforcement Center serving the needs of the Washington County Sheriff's Office would encompass an estimated 38,488 square feet. Again, this program is intended to be used as a baseline during ensuing design stages and modified as necessary as the design progresses.

Additionally, it became apparent through investigation of the existing Law Enforcement Facilities that the County Court space is extremely undersized. The court handles 75-100 cases on a typical Wednesday and Thursday, and the judge often has to request that visitors without a trial leave the courtroom in order to operate. Furthermore, prisoners that are transported from the jail to court are walked through public corridors in large groups with relatively little observation. An additional program for new court space is included below for informational purposes, but is not included in anticipated budget projections.

COURTHOUSE FUNCTIONS	SIZE
Public Spaces	
Entrance Lobby/Vestibule	450 sf
Public Toilets (2 @ 52 SF ea.)	104 sf
Court Spaces	
District Courtroom	1,500 sf
Court Vestibule	50 sf
Attorney/Client Meeting Room	90 sf
Attorney/Client Meeting Room	90 sf
County Courtroom	1,500 sf
Court Vestibule	50
Attorney/Client Meeting Room	90 sf
Attorney/Client Meeting Room	90 sf
Jury Room	500 sf
Toilets (2) @ 70 sf ea.	140 sf
District Judge's Chamber	250 sf
Toilet	70 sf
County Judge's Chamber	250 sf
Toilet	70 sf
Clerical Office	100 sf
Court Reporter's Office	150 sf
Clerk of District Court	600 sf
Vault	200 sf
Clerk Magistrate of County Court	600 sf
Vault	200 sf
Courthouse Functions Subtotal (Net SF)	6,694 sf
Miscellaneous (Walls, Circulation)	2,150 sf
Courthouse Functions Subtotal (Gross SF)	8,844 sf

B. Anticipated Project Budget Projections

Preliminary project budget projections are summarized below. Due to the nature of a preliminary budget, costs are based on historical square foot costs plus lump sum costs and allowances for special items. Costs are budgeted for the Spring 2014 Construction Bid Market. Budgets for construction beyond 2014 should be adjusted for inflation and anticipated market conditions when construction is anticipated.

The following budget projections do not account for the conditions of a specific site and, although an allowance of 5% is included for general construction site work, specific sites should be evaluated on a case by case basis and associated costs should be included. The Project Overhead/Soft Costs estimate anticipates costs which are separate from the physical construction of the buildings that may be incurred by the owner before occupancy. Added together, the construction costs (Hard Costs) and project overhead costs (Soft Costs) become the total Project Budget.

As listed in the following budget projection, the unit costs are national averages for construction costs per square foot of specific building types. The numbers used herein are from the R.S. Means *2012 Building Construction Cost Data*. The national averages are then modified according to the location of the project (construction costs for Washington County are approximately 91% of the national average), the size of the project in relation to the national average (to account for economy of scale), and to account for inflation incurred between the recorded values and the anticipated construction bid date. Although Washington County can anticipate lower construction costs than the national average, the modified cost projection is increased because the proposed facility is smaller than the national average and construction inflation has averaged 3.5% per year over the past ten years.

Anticipated Project Budget Range			
WASHINGTON COUNTY LAW ENFORCEMENT CENTER - 100 BED		<i>Median</i>	<i>3/4</i>
Anticipated Bid Date: Spring 2014			
LAW ENFORCEMENT CENTER			
JAIL FUNCTIONS (100-Bed)			
Gross SF (established in program)	25,605 sf		
Square Foot Cost Projection:		\$ 278.71	\$ 360.14
<i>Jail Subtotal</i>		<u>\$ 7,136,470</u>	<u>\$ 9,221,270</u>
LAW ENFORCEMENT OFFICE FUNCTIONS			
Gross SF (established in program)	8,683 sf		
Square Foot Cost Projection:		\$ 135.41	\$ 176.57
<i>Law Enforcement Office Subtotal</i>		<u>\$ 1,175,750</u>	<u>\$ 1,533,180</u>
GARAGE/OUTBUILDING			
Gross SF (established in program)	2,000 sf		
Square Foot Cost Projection:		\$ 65.54	\$ 95.87
<i>Garage/Outbuilding Subtotal</i>		<u>\$ 131,080</u>	<u>\$ 191,740</u>
MECHANICAL/ELECTRICAL EQUIPMENT			
Gross SF (established in program)	2,200 sf		
Square Foot Cost Projection:		\$ 65.54	\$ 95.87
<i>Mechanical/Electrical Subtotal</i>		<u>\$ 144,190</u>	<u>\$ 210,920</u>
MISCELANEOUS			
Construction Budget Subtotal		\$ 8,587,490	\$11,157,110
Construction Site Work at 5% (Grading, Drives, Sidewalks, etc.)		\$ 429,380	\$ 557,860
Design Phase Contingency at 10%		\$ 901,690	\$ 1,171,500
TOTAL PROJECT COSTS			
Construction Budget Total (Hard Costs)		\$ 9,918,560	\$ 12,886,470
Project Overhead (Soft Costs) at 25%		\$ 2,479,640	\$ 3,221,620
Site Acquisition & Development Costs		?	?
PROJECT BUDGET TOTAL		<u><u>\$ 12,398,200</u></u>	<u><u>\$ 16,108,090</u></u>

As previously detailed, this budget projection is based on national construction cost averages which have been localized to the Washington County construction market. These represent the anticipated localized median and 3/4 construction cost, meaning that a new 100-Bed LEC project on a yet-to-be determined site in Washington County would be anticipated to fall within this range. It should be noted that this budget represents a broad range of design decisions that have not yet been determined. As the county proceeds with the design of a new facility and particulars are established, more precise budgets should be established.

C. Staffing Projections

Currently, the jail staff consists of 14 full-time personnel and no part-time personnel. Part-time staff were utilized in the past, but due to the intense training required and the importance of “knowing the prisoners” in order to maintain a safe environment the County chooses not to employ part-time corrections officers. The jail staff currently includes 1 Jail Sergeant, 1 Jail Deputy, 10 Corrections Officers, 1 Corrections Officer to manager prisoner medical issues, and 1 Cook. The Corrections Officers currently work 12-hour shifts, with one 8-hour shift every two weeks in order to total 80 hours for a two-week period. The result is two Corrections Officers on staff at all times, with two additional “Mid-shift” Corrections Officers on staff during peak times and during shift transitions. The jail maintains an average staffing ratio of 1 Corrections Officer to 15 prisoners.

**Washington County Jail (32-Bed)
Staffing**

Jail Sergeant	1
Jail Deputy/Court Transport	1
Corrections Officer	10
Medical	1
Cook	1
TOTAL	14

Table 21

While the County currently maintains a staffing ratio of 1:15, a modern facility would be designed with more efficient staffing and would allow a ratio closer to 1:20. The current jail does not allow direct supervision of dayrooms unless a Corrections Officer makes “rounds”, which in modern facilities is eliminated by allowing a view into multiple dayrooms from a central position. Currently, the Master Control of the jail is also the main office for direct supervision. In a larger facility, it is likely that multiple jail “pods” would require that Master Control is set back to monitor the overall safety of the entire facility. This would include overriding control of all locks in the building, plumbing shut-offs, and video surveillance of the entire facility. A staff member would be assigned to Master Control at all times, as well as a staff member for each of the Jail Housing Units (“pods”), and an additional staff member to book new arrestees and assist in prisoner movement to activity spaces. For maximum scheduling flexibility, Corrections Officers should be trained to perform multiple duties. In addition to Corrections Officers, Jail Deputies are required to transport prisoners from jail to court, whether this is by walking down a hall or driving to another building. Staffing requirements for a 100-Bed Jail are projected as follows.

**Washington County Jail (100-Bed)
Staffing Projection**

Jail Sergeant	1
Jail Deputy/Court Transport	2
Corporal (Shift Supervisor)	4
Master Control	4
Booking	4
Housing Unit/Roving Officer	8
Mid-Shift Corrections Officer	2
Medical	1
Cook	?
TOTAL	26

Table 22

It is anticipated that a modern 100-Bed facility will require a total staff of 26 full-time individuals. This projection is based on a staffing schedule which anticipates an officer in Master Control, two officers in Housing Units, and an officer in Booking at all times. Additionally, Mid-Shift Corrections officers would increase scheduling flexibility and provide additional support during peak periods. A Jail Sergeant, two Jail Deputies, and four jail Corporals would manage day-to-day inmate needs and staffing concerns, while an additional corrections officer would manage prisoner medical issues. This staffing projection does not include a projection for cooking or food service personnel because the county may find it

beneficial to contract with an outside vendor instead of hiring county employees. In either case, the jail will need a kitchen to prepare and distribute meals.

In total, it is anticipated that a 100-Bed Jail will require the addition of 13 employees plus an undetermined number for cooking services.

D. Projected Impact of Staffing on Annual Operating Expenses

The anticipated impact to the county’s operating budget of staffing a 100-Bed Jail is outlined below. The addition of 13 jail staff can be expected to increase the budget by approximately \$360,000. This projected budget impact is based upon the staffing projections developed above and 2012 jail staff salary levels. The projected increase is calculated in 2012 dollars for comparison with the most recent county budget.

**Washington County Jail (100-Bed)
 Staffing Projection
 Impact on Annual Operating Expenses**

	Projected Staff	New Staff	Budget Increase
Jail Sergeant	1	-	-
Jail Deputy/Court Transport	2	+1	\$34,819
Corporal (Shift Supervisor)	4	-	-
Master Control	4	-	-
Booking	4	+2	\$54,080
Housing Unit/Roving Officer	8	+8	\$216,320
Mid-Shift Corrections Officer	2	+2	\$54,080
Medical	1	-	-
Cook	?	?	-
TOTAL	26	+13	\$359,299

Table 23

The increased staff can be anticipated to increase the Jail Operating Budget by approximately 54%, the Sheriffs Office Operating Budget by 13%, the County Operating Budget by 3%, and the total County Budget by 1.5%. For the 2011-2012 Fiscal year, the County has a total operating budget of \$12,315,807.

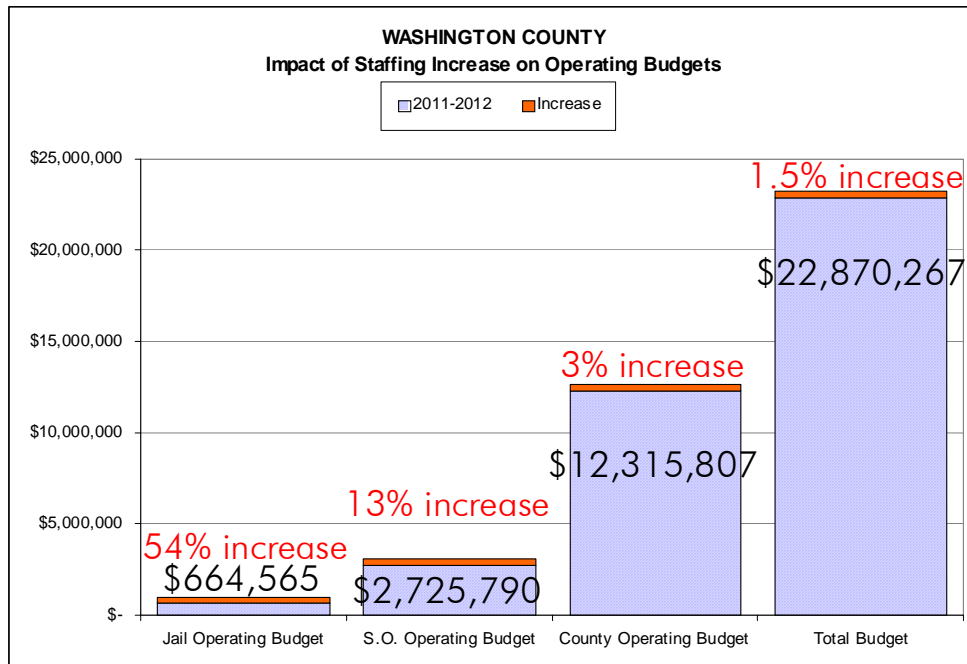


Figure 48



Dave Heineman
Governor

STATE OF NEBRASKA
NEBRASKA COMMISSION ON LAW ENFORCEMENT AND CRIMINAL JUSTICE

(Nebraska Crime Commission)
Michael E. Behm, Executive Director
301 Centennial Mall South
P.O. Box 94946
Lincoln, Nebraska 68509-4946
Phone (402) 471-2194
FAX (402) 471-2837

September 18, 2012

Robert Bellamy, Captain
Washington County Jail
1535 Colfax Street
Blair, Nebraska 68008

Dear Captain Bellamy,

Our office has received your request for our office to conduct an informal audit of the Washington County Jail physical plant, using current Jail Standards as the basis for the audit. As you know, the jail was built prior to the effective date of the Standards and accordingly has to meet very few physical plant standards as the building is essentially grandfathered. Annual inspections of the Washington County Jail for the most part only evaluate the operations of the jail and only those physical plant features that directly effect the jail's operations are considered in determining compliance. Having noted that, I would like to point out that our records confirm that other than general maintenance and upkeep, the only renovation to the jail's physical plant since it's original construction is the addition of the indoor/outdoor exercise yard. Otherwise, the jail is exactly as it was originally constructed in 1977 despite the demands placed on the building and staff to operate according to legal requirements and State Jail Standards with an ever increasing inmate population. On August 28, 2012, I visited the facility to conduct an audit and after considerable examination of the jail's physical plant and evaluation based on current Standards, I have reached the attached conclusions and considerations.

I hope this information proves to be useful. If you have any questions regarding this audit and my suggestions, please contact me at your convenience. If any further assistance is needed, please let me know.

Sincerely,

A handwritten signature in black ink that reads "Daniel Evans".

Daniel Evans, Field Representative
Nebraska Crime Commission

15-004ic. (revised 1/20/05)

Chapter 15 Checklist for facilities built after 9/87

FACILITY: Washington County Jail 2012

NEBRASKA JAIL STANDARDS ADULT FACILITY INSPECTIONS				
STANDARD	COMPLIANCE STATUS			COMMENTS
	IN	OUT	N/A	
<p>CHAPTER 15 - NEW FACILITY DESIGN AND CONSTRUCTION</p> <p>15-004 Prior to any renovation or development of new construction plans where the estimated aggregate cost of the renovation or construction exceeded \$5,000, the governing body submitted a letter of intent specifying the required information.</p>				
<p>15-005-005.01I The Jail Standards Division was given Reasonable advance notice and allowed to participate in preliminary planning meetings. The required program statement was submitted to the Jail Standards Division.</p>				
<p>15-005.02-005.02C Copies of the required architectural design documents were submitted to the Jail Standards Division at the required times.</p>				
<p>15-005.03 Contracts were not let until the Jail Standards Board approved the final documents. No addenda, change orders or modifications which affected compliance with the standards were made without approval of the Jail Standards Division.</p>				
<p>GENERAL CONDITIONS</p> <p>15-006.01 Artificial lighting in all inmate living areas provides at least 20-foot candles of light and 50-foot candles in work or study areas measured three feet above the floor. Night lighting is provided which permits adequate visibility for supervision, but does not hinder restful sleep.</p>	X			
<p>15-006.02 All inmate living areas provide visual access to natural light.</p>	X			
<p>15-006.02A In new construction there is a window in each cell which provides at least 3 square feet of clear glazed area to the exterior or cells open into a dayroom with windows which provide visual access to a clear glazed area to the exterior that is at least the equivalent of the amount required for all of the cells served by the dayroom.</p>	X			Cell windows are approximately 5 square feet.
<p>15-006.02B In newly constructed dormitories with a capacity of 10 or less, there are windows which provide visual access to at least 10 square feet of clear glazed area to the exterior. In dormitories with a capacity of more than 10, the amount of clear glazed area is increased by at least 5 square feet for every 10 additional beds or fraction thereof.</p>			X	There are no dormitories in this facility to house minimum security detainees.

15-004ic. (revised 1/20/05)

Chapter 15 Checklist for facilities built after 9/87

FACILITY: Washington County Jail 2012

15-006.02D In renovated facilities, all living areas provide visual access to natural light. Windows that have been replaced as part of the renovation meet the natural light requirements for new construction.			X	
15-006.02E Windows in housing areas of higher than minimum security that are directly accessible to inmates are detention type which have a maximum of 5 inches clear opening between framing members . Glass and glazing materials and window framing have the proper security values for the area in which they are used. All window framing in secure areas is properly anchored in reinforced walls.	X			Cell window glazing has 5 inch widths between framing members.
15-006.03 Sustained noise levels within inmate occupied areas does not average higher than 70 decibels .	X			
15-006.04 Heating and cooling systems provide a comfortable and healthful living and working environment with temperatures maintained between 65 and 80 degrees Fahrenheit .	X			HVAC system appears adequate.
15-006.05 Ventilation systems insure circulation of fresh or purified air sufficient to draw off foul air odors. The facility has minimum of 10 cubic feet per minute interchange rate for each inmate for the jail's rated capacity.	X			
15-006.06 Sufficient parking for visitors and official vehicles is provided on the site or through the availability of city street parking or public access parking lots located in the vicinity of the site.	X			Public parking is available off-street.
15-006.07 - 006.07B A public lobby or waiting area is provided which includes sufficient seating, toilets and drinking fountains. Public access to security and administrative work areas is restricted. All public areas of the facility are accessible to handicapped persons.		X		The public lobby is restricted from the administrative areas but is small, very little seating, has no restrooms, drinking fountains and ADA compliance unknown.
15-006.08 Sufficient space is available for administrative and clerical personnel .		X		The jail has no space for administration, clerical, staff lockers, meetings or training.
15-006.09-006.09I A reception and release area which is adequate in size and properly equipped to insure the orderly and secure admission and release of inmates is provided within the security perimeter away from the public, but apart from other inmate areas. It includes the required components.		X		Insufficient or no space for inmate processing, breathalyzer, property storage, search and shower, clothing-sundries issuance, telephone, temporary holding cells. It is next to activity areas and only one vehicular sallyport is available.
15-006.0911-006.0912 Temporary holding cells are at least 50 square feet in size . If designed for multiple occupancy, they provide at least 25 square feet of floor space per inmate at rated capacity. They are equipped with sufficient benches for the cells rated capacity, a high security toilet, wash basin with hot and cold running water, and drinking fountain.		X		The two special purpose cells are not located in intake for surveillance and management.

15-004ic. (revised 1/20/05)

Chapter 15 Checklist for facilities built after 9/87

FACILITY: Washington County Jail 2012

15-006.09J-006.009J3 Detoxification cell(s) are provided that are at least 50 square feet in size. If designed for multiple occupancy, they provide at least 25 square feet of floor space per inmate at rated capacity. They are equipped with a high security toilet, washbasin with hot and cold running water, drinking fountain, flush able floor drain and low benches. They are readily observable by staff.	X			Only two special purpose cells (64 square foot) are available for detox but located off central corridor without lines of sight for staff supervision and surveillance.
15-006.10 Space is available for routine medical examinations, emergency first-aid, emergency equipment storage, and secure medicine storage and dispensing.		X		There is no space for detainee medical examinations, treatment, record storage, office and securing medications and equipment.
15-006.11 The facility is designed to provide the required adequate separation of inmate classifications to be held in the jail.		X		Only 5 housing units are available for classification and separation. Jails typically use 8 housing units at a minimum.
15-006.12 Sufficient confidential interview rooms are available to accommodate the projected demand of professional visitors. Interview rooms are large enough to accommodate 4 persons and are acoustically private.		X		The facility has no space to meet this requirement. These visits are occasionally done in the booking area when its available.
15-006.13 Where in-house food services is provided, the kitchen has adequate space for food preparation, disposal, clean-up and food storage. There is a place for the secure storage of knives and other utensils.		X		Kitchen is insufficient in size and inadequately equipped to meet the requirements for food preparation and storage. Located next to vehicular sally port, gym entrance, property storage and primary entrance to inmate housing. Food stored in sallyport.
15-006.14 Newly constructed detention facilities have at least one secure janitor's closet containing a mop sink and sufficient space for storage of cleaning supplies and equipment within the security perimeter. Renovated or holding facilities have a janitor's closet that is conveniently located.		X		One is located in laundry room but too small to meet these requirements. Equipment cleaning is performed in the central corridor between the kitchen and vehicular sallyport.
15-006.15 In jails where in-house laundry services is provided there is sufficient space for heavy-duty or commercial type washer(s), dryer(s), soiled clothing storage, clean laundry storage and laundry supply storage.		X		Laundry room is inadequate to serve the current population. No storage or work station and only one washer and one dryer.
15-006.16-006.16B There are one or more staff posts located in close proximity of inmate housing areas. At least one staff post is provided on each floor of inmate housing. In newly constructed detention facilities, one staff post is a control center. The control center is designed to be secure from unauthorized access. Entrances to the security perimeter is controlled from the control center. (15-006.16 through 15-006.16B)		X		Three is a control center that was originally designed as the dispatch station. This post does not control the secure perimeter of the facility or have emergency release capabilities. There are no lines of sight or surveillance of inmate housing units from this post.
15-006.17 Closed circuit television is not used to monitor the interior of cell space.		X		Special purpose cells are not designed for surveillance. Cameras are used to monitor the interior of these cells.

15-004ic. (revised 1/20/05)

Chapter 15 Checklist for facilities built after 9/87

FACILITY: Washington County Jail 2012

15-006.18 In newly constructed jail facilities, an emergency power source is available to provide electricity for entrance lighting, exit signs, circulation corridors, fire alarm, electrically operated locks and emergency ventilation equipment.	X			
15-006.19 Each housing unit provides access to at least 1 shower for every 12 inmates or fraction thereof. Showers provide hot and cold or tempered running water.	X			
15-006.20 Inmate's rights to privacy from unauthorized or degrading observation is protected without compromising the security and control of the facility.	X			
15-006.21 Light, soft-toned washable paint is predominantly used for untiled walls and metal work.	X			The entire interior of the jail is painted white.
15-006.22 All locks and detention hardware have the proper security value for the areas in which they are used. Padlocks are not used in the place of a security lock on any door or window.		X		All locks are keyed manually by staff including the security perimeter doors. Security perimeter doors are to be electronically controlled by staff in a control center.
HOLDING FACILITIES			X	
15-007.01-007.03 All cells are designed for single occupancy and provide at least 50 square feet of floor space . All cells have a minimum width of at least 6 feet and a minimum floor to ceiling height of 8 feet. All cells are equipped with at least a bunk, toilet, wash basin with hot and cold running water, drinking fountain and a mirror .				
DETENTION FACILITIES	X			Only two single occupancy cells remain. These are 72 square feet each. A facility operating with current population should have 20-25 percent of its housing as single cells.
15-008.02 Single occupancy cells provide at least 60 square feet of floor space and are equipped with at least a toilet, mirror, wash basin with hot and cold running water, drinking fountain, table, seating, storage shelf or compartment, clothes hooks and a bunk .				
15-008.03 Multiple occupancy cells provide at least 45 square feet of floor space per inmate at the cells' rated capacity and are equipped with at least a bunk, storage shelf or compartment, and clothes hook for each inmate. A toilet, wash basin with hot and cold running water, drinking fountain, mirror, table, and seating are also provided.		X		Bunks were added to the other 15 single cells. These cells are only 36 sq. ft. per inmate and lack the required fixtures for two inmates.
15-008.04-008.04B Dayroom space which provides a minimum of 35 square feet of floor space per inmate , exclusive of a 3 foot circulation area in front of cell door openings, is available adjacent to all single and multiple housing cells. Dayrooms are equipped with showers and tables and seating sufficient for all inmates. If inmates do not have continuous access to their cells, dayrooms are also equipped with a toilet and a wash basin with hot and cold running water.		X		All dayrooms except C- unit, provide only 28 sq. ft. of floor space per inmate. Dayroom tables and seating insufficient to meet this standard when housing inmates at current capacity. There are no security vestibule accesses into maximum security dayrooms.

15-004ic. (revised 1/20/05)

Chapter 15 Checklist for facilities built after 9/87

FACILITY: Washington County Jail 2012

<p>15-008.05-008.05B Dormitory units provide a minimum of 70 square feet of floor space per inmate including both sleeping and dayroom areas and are equipped with at least 1 toilet and 1 wash basin with hot cold running water for each 8 inmates or fraction thereof, 1 shower, drinking fountain, and mirror for each 12 inmates of fraction thereof, and 1 bunk for each inmate at rated capacity, and sufficient tables and seating for all inmates at rated capacity. Dormitories are in minimum security areas only and they hold no more than 48 inmates.</p>			X	<p>This facility has no dormitory housing for minimum security inmates, work release, trustees or female inmates.</p>
<p>15-008.06 Isolation or administrative segregation cells provide at least 70 square feet of floor space and are designed for single occupancy. They are equipped with a toilet, washbasin with hot and cold running water, drinking fountain, mirror, table and seating, shelf, and a bunk. Access to a dayroom, if available, provides at least 60 square feet of floor space.</p>			X	<p>There are no single occupancy cells designed to function as disciplinary isolation, administrative or medical segregation. The two single cells serve as maximum security housing and the two special purpose cells are used for holding and detoxification.</p>
<p>15-008.07 Adequate space is provided for programs, exercise, and recreation. At least one multipurpose room is located near the inmate housing unit. The space available is sufficient to accommodate the projected jail capacity, exercise and program offerings, the maximum number of users at any one time, and the requirements of Chapter 7-003 and Chapter 8.</p>		X		<p>There is no program space. The gymnasium has to function for church, counseling, GED and any other inmate activities. Library materials are stored in the main security corridor.</p>
<p>15-008.08 Adequate visiting space is provided to accommodate the demand crated by the projected number of visitors, visiting schedule and the requirements of Chapter 9-003.</p>		X		<p>Only three booths are available and inadequate to serve this population. Located next to an administrative office in the Sheriff's department.</p>
<p>15-008.09 Sufficient outdoor exercise space is provided to accommodate the projected capacity, the exercise functions for which the space will be utilized, the maximum number of users at any one time and the requirement of Chapter 7-003. At least one exercise area of not less than 600 square feet is provided.</p>	X			<p>The gymnasium meets this standard for exercise when opened to the outside for natural light and ventilation.</p>

ADDITIONAL COMMENTS

15-094ic. (revised 1/20/05)

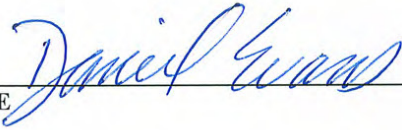
Chapter 15 Checklist for facilities built after 9/87

FACILITY: Washington County Jail 2012

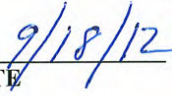
The facility was constructed in 1977, with the design capacity of 17. Since original construction, 15 of the 17 cells were double bunked, adding 15 to the capacity, now being 32. Compliance with minimum physical plant standards was not a consideration with this bunk addition.

Data now shows this facility being utilized to house as many as 50-55 inmates in the absence of any building improvements, expansion or renovations. The limitations of original design features and capacities, currently presents substantial issues in most operations of this facility and a significant departure from minimum standards regarding jail buildings.

SIGNATURE



DATE





LAW ENFORCEMENT / SAFETY AUDIT REPORT

SUBJECT: Jail Liability Risk

COUNTY: Washington

PREPARED BY: Terry Baxter

SYNOPSIS

Washington County Sheriff Office administration is currently addressing the liability issues involving classification of inmates, over population of inmates, inadequate staff and space availability based on the every growing inmate population in Washington County. This report will address the liability risks associated with daily jail operations.

WASHINGTON COUNTY JAIL

The Washington County Jail was originally constructed in 1977 with a total inmate capacity of 17. The jail was built prior to Jail Standards mandates and allowed in 1997 to increase the inmate population from 17 to its current capacity of 32.

To accommodate the increase in housing double bunking of inmates was allowed in all the cells but two. Currently through September of 2012 current average daily population is 33.778, with inmate population reaching as high as 43 total inmates.

The jail is staffed by Administrative Captain, (1) Sergeant, (1) Jail Deputy and (10) certified Correction Officers.

JAIL STANDARDS INSPECTION

DAN EVANS, Criminal Justice Field Representative, Jail Standards, conducted an evaluation of the Washington County Jail on August 28, 2012. At time of inspection the jail was determined to be in full compliance but several areas of liability exposure are noted in the initial report which included:

- Two correctional officers are assigned to each shift, based on current inmate population this would be an inadequate inmate to officer ratio;
 - Classification of inmates, currently there is inadequate housing for proper inmate placement. Inmate housing is inconsistent with current Washington County Jail Policies;
-

- Inmate storage of personal property is limited and secured based on over population of the jail;
- Inmates who are under the influence of drugs or alcohol cannot properly be separated from general population due to over population;
- If issues arise in the jail relating to administrative segregation, there are no cells available for disciplinary isolation;
- Staff surveillance and supervision is limited based on current daily population;
- No designated area in current jail to meet standards relating to inmate searches;
- No designated area for library services;
- No adequate housing to separate inmates from work release;
- No area for legal services;
- Visiting room is not designed to house current inmate population;
- Kitchen area lacks space for food storage based on current population;
- Inmates are transported by foot to court appearances;
- 96 hour cell restriction is unmanageable due to inmate population and double occupancy of current cells.

JAIL MANAGEMENT

The mission of any jail is care, custody and control. Our jails must protect the public from harm and maintain a safe environment within our institution consistent with legal requirements. If administration fails to properly manage a jail facility the entire community will potentially be subject to negative consequences that could result in litigation and liability costs.

There is no other public endeavor that poses more of a liability risk than operating a jail. A broad array of entities have a stake in effective jail operations including the Sheriff, jail administration, correctional officers and the governing bodies.

From intake to release jail staff is required to assess and respond to a constantly changing mixture of inmate characteristics and needs based on:

- A jail is a residential setting that confines some of Washington County's most threatening individuals;
 - Jail population are diverse and turn over frequently;
 - Inmates exhibit a wide range of behaviors, personal needs and different degrees of cooperation;
 - Inmates' rights are closely guarded by federal, state and constitutional laws.
-

PHYSICAL PLANT

A complex system supports the jail and its operation including a physical plant that is capable of handling the demands placed on jail staff, security, staff policies and procedures, food services, health and behavior services care and other inmate services.

The design, construction and maintenance of a jail's physical plant are all areas that affect the ability of staff to provide adequate inmate services and security. Initial assessments of the current Washington County Jail identify contributing factors considered potential liability exposures include:

- Inadequate maintenance of building, security equipment, monitoring systems and locking devices;
- Ability to house and manage various classifications of inmates;
- Inmate visibility while housed in cell blocks;
- Over population of inmates based on current physical plant design;
- Multiple occupancy cells should be at least 45 square feet of floor space per inmate;
- Dayroom space should be at least 35 square feet of floor space per inmate.

General overall facility conditions such as temperature, humidity, lighting, noise, ventilation, sanitation practices, inmate living space, inmate overcrowding and other physical conditions of the building are often the focus when it comes to jail litigation

SECURITY

Washington County Sheriff Office administration and staff does an excellent job controlling potential areas that compromise the security of the present facility through risk factor identification and procedures.

The likelihood of liability exposures increases when jail staffing, facility conditions and operational procedures are inadequate for the characteristics of the current inmate population.

Common issues that affect jail security include the physical plant, inmate behaviors and characteristics, staffing levels and staff behaviors. Consequences to these exposures include:

- Injury, death or emotional trauma to staff, inmates or others in the facility;
 - Health care expenses for injured inmates and workers' compensation benefits for injured staff;
 - Damage and inability to use jail property;
 - Expense to recover and repair damaged area of the jail property;
 - Lawsuits resulting in legal defense, judgments and settlements;
-

- Loss of potential revenue and increase in expense;
- Loss of services willing to work with the jail;
- Damage to the county and jail's reputation.

CLASSIFICATION

Behavior and characteristics of inmates are primary sources of jail liability. Inmates are sources of risk both because of their potential for disruptive and aggressive behavior which poses a danger to other inmates, staff and others in the facility.

A key to managing this risk is the jail's inmate classification system. A secure jail must have a means to identify and appropriately respond to the risks that each inmate presents. Through proper intake information is collected and assessed at the following key points regarding where inmates are supervised and managed.

Information about risk should be collected to evaluate each inmate's mental and emotional stability, history of violence, history of escape, medical status, potential for victimization and the potential to commit suicide. Inmates identified as high risk or as having special needs can then be housed and managed in ways that will reduce the likelihood of an adverse risk event such as an escape attempt, assault, or suicide.

Current Washington County Jail issues threaten security and increases the potential for liability exposure based on the following issues:

- Inappropriate housing assignments;
- Limited staffing;
- Inadequate access to basic services at intake (medical or mental health);
- Overcrowding (compromises classification);
- Inadequate supervision of inmates.

STAFFING

Adequate staffing is essential to the security of the facility. A suitable number of staff must be available to provide active, continuous supervision of inmates and respond promptly to emergency situations. Staff must be in place to meet the coverage requirements and workload of each shift.

Adequate staffing of personnel is vital to effective jail operations, as a breakdown of active supervision or understaffing will increase the likelihood of a risk event to occur.

Currently Washington County has a minimum of two correctional officers per shift, based on current inmate population the ratio of inmates to correctional officers is 16 to 1.

CONCLUSION

Washington County is currently assessing present and future jail needs relating to liability exposure. The current jail is designed to actually house 17 total inmates, but since 1997 has been granted authority to increase inmate population to 32 total inmates.

Washington County has at various times exceeded the maximum authority of inmate capacity which increases the liability exposure and security concerns to the county. Based on review of the current facility design and operations, recommendation is being noted to not exceed current inmate capacity. In the event this does occur provide alternate inmate housing to another correctional facility.

Terry E. Baxter

Law Enforcement Safety Specialist



Prochaska & Associates

August 20, 2012

Captain Robert Bellamy
Jail Administrator
Washington County Sheriff's Department
1535 Colfax Street
Blair, Nebraska 68008

RE: Structural Opinion of “Link” for
Washington County Sheriff's Department
Blair, Nebraska
Project No. 120612

Dear Captain Bellamy:

This report is in response to a request for a structural engineer's opinion regarding the condition of the Washington County Law Enforcement and Detention Facility in Blair, Nebraska. This assessment was completed on July 18, 2012.

The law enforcement facility was constructed in 1978. The jail construction consists of concrete framing and the law enforcement area consists of steel framing. The building is supported by concrete foundation (basement) walls. The roofing was replaced in 2012.

The structure appears to be structurally suitable for its' intended use. It is our opinion that following these recommendations will avert potential problems with the ongoing viability of the structure.

Recommendations:

1. The structure of the “link” between the courthouse and law enforcement appears to have settled approximately 2+ inches and the masonry walls have shown signs of considerable distress. Further investigation will be required to determine the construction of the existing “link” as well as the scope of the foundation repairs, which may be extensive and costly. From our observations, the original drawings seem to indicate that the one-level “link” structure is located immediately adjacent to the basement area of the two-level law enforcement area.
2. After foundational settlement issue have been sufficiently resolved, repair any cracks in the concrete masonry walls with a crack width greater than 1/32” using an epoxy mortar after routing out and cleaning the block joints entirely. Replace any masonry units that have been significantly compromised.
3. Extend all downspout and roof drainage locations at least 10'-0” away from the existing walls. Discontinue watering with automated sprinkler system the immediate area to the north of the “link” in this 10'-0” region and then adding 6-mil plastic sheathing weighted down with landscape rocks. Consider discontinuing use of lawn sprinklers in the future in this particular yard nook.

If you have any questions, or if we could be of further assistance, please contact us at Prochaska & Associates.

Sincerely,

Lamont R. Epp, P.E.