



WASHINGTON COUNTY

LAW ENFORCEMENT & DETENTION CENTER

PRELIMINARY CONCEPT PLANNING



prochaska
& associates

planning
architecture
engineering
interiors
facility
management

Preliminary Concept Planning
for the
WASHINGTON COUNTY
LAW ENFORCEMENT & DETENTION CENTER
Blair, Nebraska

March 10, 2015

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

Executive Summary1.0
 Objectives 1.1
 Planning Options..... 1.2
 Recommendation 1.3
 Cost Summary 1.3
 Implementation 1.4

Programming Summary2.0
 Programming Summary 2.1

Existing Site & Floor Plans3.0
 Existing County Courthouse, Law Enforcement & Detention Center Site Plan..... 3.1
 Existing County Courthouse, Law Enforcement & Detention Center Floor Plans 3.2

Planning Options4.0
 Summary of Options..... 4.1
 Introduction..... 4.2
 Option 1 – 60 Bed LEC & Courtroom Renovations on Existing Site 4.5
 Option 2 – New 60 Bed Justice Center on a “Greenfield” Site 4.7
 Option 3 – Maintain & Transport..... 4.9
 Option 4 – Close & Transport 4.11
 Option 1 Summary Text & Illustrations..... 4.12
 Option 2 Summary Text 4.14
 Options 3 & 4 Summary Text..... 4.15

Recommended Option 15.0
 Site Plan 5.1
 First Floor Plans 5.2
 Second Floor & Roof Plans 5.3
 Third Floor & Basement Plans 5.4

Cost Projections6.0
 Preliminary Concept Plan Budget Summary 6.1
 Option 1 Budget 6.3
 Option 2 Budget 6.5
 Option 3 Budget 6.6
 Option 4 Budget 6.8



Beginning with their selection in July 2012, and following months of planning sessions with the Washington County Jail Planning Committee, Prochaska & Associates has completed a comprehensive planning effort to develop a solution to the problems facing the existing Washington County Law Enforcement and Detention facility (LEC). This planning effort is summarized in this *Preliminary Concept Planning* document, and follows the *Needs Assessment Study* completed by Prochaska & Associates in December 2012.

In developing concepts that are intended to meet the long term needs of county facilities, we must rely upon input from those who know them, use them, and who are ultimately responsible for operating them. Prochaska & Associates is grateful to the Washington County Board of Supervisors, Sheriff Robinson, Jail Administrator Cpt. Bellamy, the Law Enforcement Center staff, Courthouse officials and staff, and especially the Jail Planning Committee for their input and direction during these assessment and preliminary planning phases.

This *Preliminary Concept Plan* follows a previous study in 2000, undertaken jointly by the City of Blair and Washington County, when both the Police and Sheriff's Departments shared space in the current LEC facility. The Police Department subsequently moved off-site to their own facility. Fifteen years later, the overcrowding and long-standing compliance issues with the 36-year old Jail facility remain, as repeatedly cited by the Nebraska Jail Standards (NJS).

The County currently chooses to transport and board over-capacity and high-risk/serious offenders in out-of-county jails because of the inability to classify or house them in the current facility, with a continual impact on the County's budget (see Section 4 Planning Options later in this document). Other related concerns include space constraints in the County Courtroom, as well as the challenges in safely escorting detainees from the Jail through public corridors to both the County and District Courtrooms. Collectively, these unresolved issues compromise the safety of law enforcement staff, the public, as well as prisoners, and increase the liability of the County.

This *Preliminary Concept Planning* document for the Washington County LEC translates the needs of the Jail, Law Enforcement Offices, and the Courts into graphic form, analyzes multiple options, and develops associated project budgets. It is the intent of this planning effort that a cost effective, efficient and justifiable solution can be presented successfully to the Washington County Board of Supervisors and to County residents.

Objectives

The primary objective of this document is to assist the Jail Planning Committee, and ultimately the Supervisors, in making the decisions needed to resolve the Jail overcrowding and classification issues, as well as the non-compliance items cited by Nebraska Jail Standards. A quality, code-compliant Law Enforcement Center facility will increase the efficiency of staff, save the County money spent on out-of-county transportation and housing, and can markedly improve staff, prisoner and public safety by reducing risk and liability. Correcting the Courtroom issues will ease space constraints in the County Courtroom and facilitate the escort of

detainees safely to and from the Jail and Courtrooms through a secure, non-public link. To accomplish these objectives, this planning effort:

- Collects and reviews data from all previous facility Programming and Planning work to determine current and anticipated spatial requirements and adjacencies;
- Reviews and updates the results of the *Phase 2 Needs Assessment Study* to finalize the most appropriate and cost effective bed count for the proposed jail portion of the Law Enforcement Center;
- Evaluates a secure detainee escort link to the existing Courtrooms and explores options for creating a more spacious and functional County Courtroom;
- Creates a facility layout that is compatible with existing buildings and surrounding development;
- Provides estimates for probable construction costs and overall project costs for all feasible options evaluated.

Planning Options

Even though the jail facility remains “grandfathered”, following recent pressure by Nebraska Jail Standards, Washington County must develop a viable option for resolving its non-compliant jail issues. With that goal in mind, Prochaska & Associates evaluated four options: 1) renovation and expansion; 2) replacement; 3) maintaining the facility “as is”; or 4) closure of the existing Jail facility. If implemented, the successful option will solve not only Jail-related problems, but also address space and functional shortcomings of the Law Enforcement Offices. In addition, two of the options resolve issues facing the current County and District Courtrooms. The options reviewed are as follows:

- ***Option 1 – 60 Bed LEC & Courtroom Renovations on Existing Site*** evaluates construction of a new 60 bed Jail adjacent to the current Jail and renovating the existing LEC into compliant accessory Jail spaces and expanded and renovated offices for the Sheriff’s department. This also addresses the previously mentioned Courtroom access and security issues. This Option is master-planned to permit a future second floor expansion of the Jail, if ever necessary.
- ***Option 2 – New 60 Bed Justice Center on a “Greenfield” Site*** evaluates acquiring undeveloped property elsewhere in Blair and constructing a new 60-bed “Justice Center”, which would include the Jail and Sheriff’s Offices, as well as relocation of the Courts, Court Support and County Attorney spaces from the current Courthouse.
- ***Option 3 – Maintain & Transport*** evaluates the concept of maintaining the current Jail “as is”, with no improvements or additional beds. Over-capacity and difficult

prisoners would continue to be boarded at out-of-county jails, and transported back and forth as necessary to the Washington County Courthouse for arraignment, trial, etc. Until an expanded Washington County Jail is built, this Maintain and Transport process, and the associated costs, will be the responsibility of Washington County taxpayers indefinitely, without the benefit of bond funds.

- **Option 4 – Close & Transport** evaluates closing the Washington County Jail and transporting all prisoners from that point on. As with Option 3, these transport and housing costs will remain the responsibility of Washington County indefinitely.

Recommendation

Because an on-site solution is feasible with **Option 1**, Prochaska & Associates believes it would be unwise and costly, in our judgment, to abandon or partially vacate the existing assets of Washington County (the current Law Enforcement and Detention Center building, and possibly the Courts) and pursue the development of **Option 2**, a new Justice Center on a Greenfield site.

At the other extreme, to date Prochaska & Associates has never worked with a County that, after completing this *Preliminary Planning* process, chose to close their current Jail (**Option 4**). Finally, “doing nothing” or continuing the status quo (**Option 3**) will leave the County in the same vulnerable, and increasingly costly, transport situation it has been in for years. And with the NJS citation of the Detention Center as “out of compliance” in August 2014, even this **Option 3** is no longer feasible without some strategy by the County for bringing the cited portions of the Detention Center into compliance.

Following months of review meetings where details for each Option were evaluated and discussed by the Washington County Jail Committee, it is the opinion of Prochaska & Associates that **Option 1** provides Washington County with the most cost effective and financially feasible long-term (30 years) solution for developing a viable, NJS-compliant Detention Center.

Cost Summary

Estimated construction budgets for the recommended **Option 1** are summarized as follows. The budgets for **Option 1** are based on the Concept Plan drawings included in Section 5.0 of this document. Cost breakdowns for **Option 1**, as well as for **Options 2, 3, and 4**, are included in Section 6.0 “Cost Projections”.

OPTION 1: 60 BED LEC & COURTROOM RENOVATIONS ON EXISTING SITE	
Construction Budget (Hard Costs).....	\$ 10,731,920
Project Overhead Budget (Soft Costs).....	\$ 1,824,430
Relocation of Communications Tower.....	\$ 260,000
Total Project Budget.....	\$ 12,816,350

During the ‘boom’ years immediately prior to 2008, it was difficult for construction budgets to keep pace with construction cost inflation. Since the 2008 market collapse, however, it has been a “buyer’s market” for many construction projects, with bids often well below estimates. Now, since early 2012, construction costs (especially material costs) have begun to rise; the construction inflation rate is now approaching the more normative rate of 3%.

Based on this inflation turmoil over the past several years, projecting costs to the Spring of 2016 bid market is more art than science. Predicting with certainty in these times what the construction economy will be like a year and a half from now is challenging. Construction costs can always be greatly affected by weather, labor or material shortages, demand and capacity of the construction marketplace, the difficulty of the proposed work and a multitude of other factors. The above budget includes design phase as well as construction phase contingency costs to help protect the County from this volatility.

Further discussion of the “pros” and “cons” of all four Options is included in Section 4.0 “Planning Options” later in this document.

Implementation

As discussed under “Recommendation” above, the *Option 1* Concept Plan and Project Budget provide the County with a viable, cost effective and code-compliant solution to the prisoner housing responsibilities and law enforcement needs of Washington County.

This recommended Concept Plan has evolved through several months of planning sessions with the Jail Planning Committee. This summary document is intended to assist the Supervisors in responsible decision-making relative to the recommended Option, and to help them successfully communicate the critical need and justification for this important Law Enforcement Center project to Washington County residents.



Programming Summary

The following Program defines the spaces which would be anticipated for the proposed 60-Bed Law Enforcement and Detention Center addition and renovation project to meet the requirements of Washington County. In addition to the needs for the Law Enforcement Offices, County Courts and County Attorney Offices, the Jail itself must also comply with Chapter 15 of *Nebraska Jail Standards* as regulated and administered by the *Jail Standards Division* of the *Nebraska Commission on Law Enforcement and Criminal Justice*.

This Program was developed prior to the development of the Planning Options which follow later in this document. The proposed square footages and overall facility size may vary somewhat from these target sizes when preliminary floor plans are developed, and are heavily influenced by the shape and topography of the actual sites available for the facility.

<i>Space Description</i>	<i>Proposed Floor Plan SF</i>
JAIL FUNCTIONS	
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:	
Minimum Security (Male/Female):	
4 Cells – Dual Occupancy (8 beds)	392 sf
Day Room	404 sf
Minimum Security (Male/Female)	
4 Cells – Dual Occupancy (8 beds)	392 sf
Day Room	404 sf
Medium Security (Male):	
4 Cells - Dual Occupancy (8 beds)	392 sf
Day Room	404 sf
Medium Security (Male):	
4 Cells - Dual Occupancy (8 beds)	392 sf
Day Room	404 sf
Medium Security (Male):	
4 Cells - Dual Occupancy (8 beds)	392 sf
Day Room	404 sf
Maximum Security (Male)	
2 Cells - Single Occupancy (2 beds)	154 sf
Day Room	112 sf
Administrative Segregation (Male):	
2 Cells (1 H.C.) - Single Occupancy (2 beds)	154 sf
Day Room	112 sf
Special Needs (Male):	
2 Cells (1 H.C.) - Single Occupancy (2 beds)	154 sf
Day Room	112 sf
Medium Security (Female)	
4 Cells - Dual Occupancy (8 beds)	392 sf
Day Room	404 sf
Maximum Security (Female)	
2 Cells - Single Occupancy (2 beds)	154 sf
Day Room	112 sf

Administrative Segregation (Female)	
2 Cells (1 H.C.) - Single Occupancy (2 bed)	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)	14,663 sf
Miscellaneous (Walls, Utility Chases, Circulation @ 35%)	5,130 sf
Jail Subtotal (Gross SF)	19,793 sf

LAW ENFORCEMENT OFFICE FUNCTIONS

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 @ 32%)	2,100 sf
Law Enforcement Subtotal (Gross SF)	8,673 sf

COURTHOUSE FUNCTIONS

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)	7,144 sf
Miscellaneous (Walls, Circulation @32%)	2,290 sf
Courthouse Functions Subtotal (Gross SF)	9,434 sf

COUNTY ATTORNEY FUNCTION

(Note: County Attorney space needs are assumed, based on current Courthouse spaces; actual space needs will be confirmed with new County Attorney if project proceeds to the financing and design phase)

County Attorney Workspace (Open Office):	350 sf
County Attorney Office	230 sf
Office	200 sf
Conference Room	180 sf
Probation Office:	200 sf
Toilet (Drug-testing)	70 sf

County Attorney Subtotal (Net SF)	1,230 sf
Miscellaneous (Walls, Circulation @ 32%)	400 sf
County Attorney Subtotal (Gross SF)	1,630 sf

MISCELLANEOUS

Mechanical/Electrical Equipment 2,000 sf
Electrical Room 200 sf

Miscellaneous Subtotal 2,200 sf

TOTAL PROJECT (gross square footage) 41,730 sf



Existing Site & Floor Plans

Introduction – Washington County Law Enforcement & Detention Center

OVERVIEW

The modern jail is more complex than any of its predecessors, especially those built thirty years ago or more. This is due primarily to new types of prisoner classification and improved methods of prisoner separation that have been developed over the last twenty five years. New methods of surveillance have also affected the layout of the modern floor plan, often rendering older facilities obsolete.

The modern jail consists of a number of housing units arranged around a central control station, allowing direct visual surveillance of the inmate population. Each prisoner will be classified and placed into one of the following housing units: Male/Female Minimum Security, Male/Female Medium Security, Male/Female Maximum Security, Male/Female Administrative Segregation, and Male/Female Special Needs. Minimum Security can be further broken down to include Trustee and Work Release housing, if desired by the Jail Administration. New standards regarding classification and separation of prisoners are designed to reduce the liability incurred by counties operating jails.

HISTORY

The current Washington County Law Enforcement and Detention Center (LEC) was constructed in 1978 adjacent to the County Courthouse on the east half of the Courthouse block in Blair, Nebraska, bounded by Colfax Street to the north, 15th Street to the east, and South Street to the south. The building was constructed before the implementation of the 1980 Minimum Jail Standards in Nebraska and is considered to be “grand-fathered” and exempt from the current standard. The LEC building currently houses a 32 Bed Jail and the County Sheriff’s Department. While the jail is technically rated at a 32 Bed capacity, it was originally designed for 17 Beds. The Jail Administrator attempts to maintain the rated capacity by housing prisoners in other counties when over capacity or when unclassifiable in the current facility.

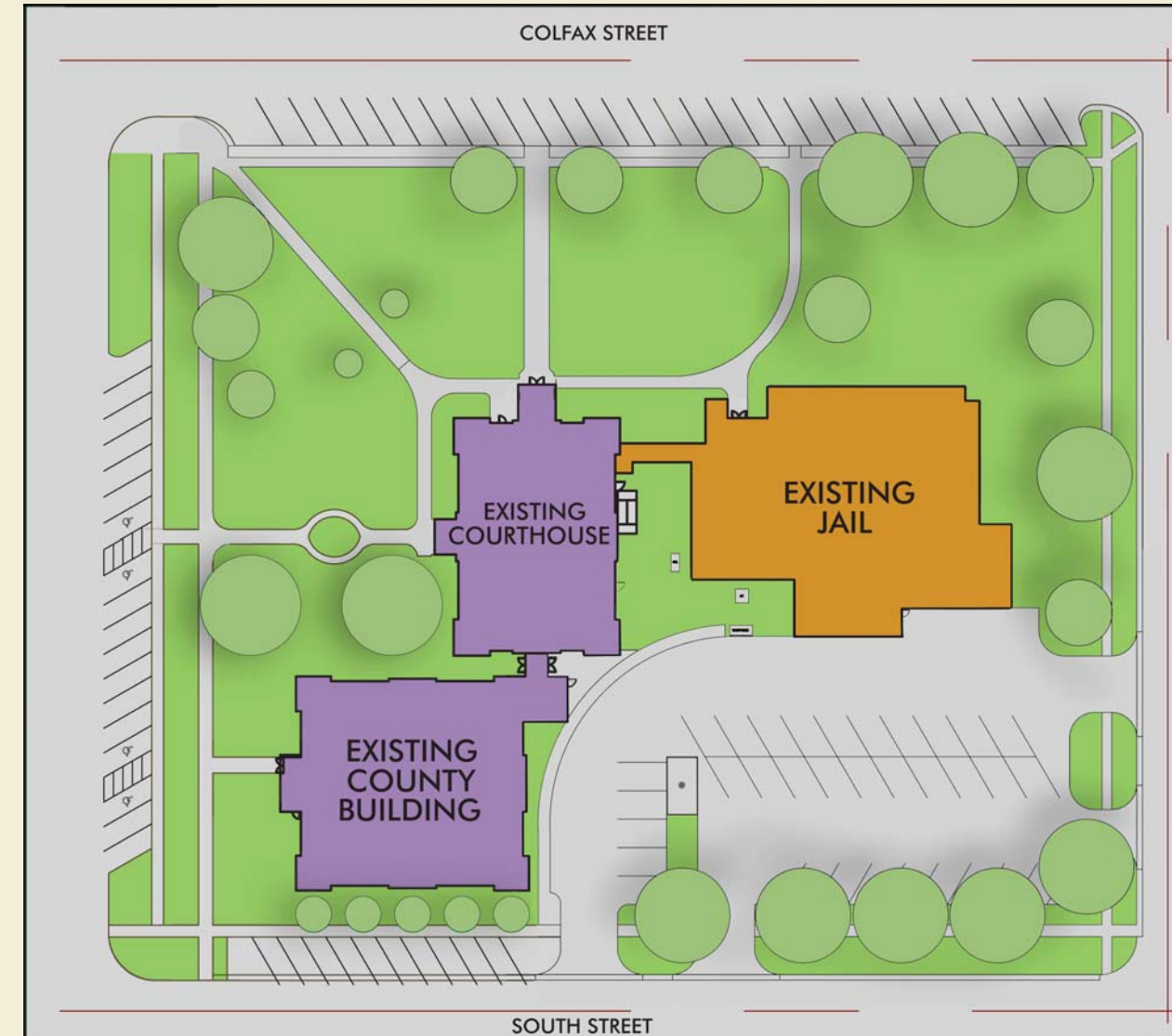
When constructed, the facility was linked to the historic Courthouse building for staff as well as public convenience. It also enables the escort of detainees from the Jail to and from the Court Rooms, albeit through public corridors, elevator or stairs, with obvious security concerns. This link has experienced cracking of walls and up to 2+ inches of settlement related to foundation issues. It appears that this settlement has stabilized, but the differential settlement cracks remain. A structural assessment was included in the 2012 Needs Assessment Study.

Little renovation to the facility has occurred since it was built, except for the enclosure of the formerly outdoor Exercise Area and minor modifications to housing areas to create double occupancy cells. Major renovation would have triggered required compliance with the Nebraska Jail Standards (NJS). As a result, though, each annual inspection by NJS results in increased scrutiny of non-compliant areas and greater concern for both staff and inmate safety. The most recent August 2014 inspection found the facility officially “out of compliance” with NJS in ten categories and the County was notified accordingly.



A thorough assessment of the Jail and Sheriff’s Offices is included in Section VI of the Needs Assessment Study, which can be reviewed for a detailed analysis of Facility Operations issues and a Building Evaluation. Since the 2012 Assessment was completed, the 2014 NJS inspection has cited the Jail as being “out of compliance”. Specific areas cited include 1) no shower or private/secure search area in booking; 2) classified detainees are not assigned to the appropriate housing unit (because of a lack of classification units); 3) inadequate special needs housing; 4) lack of sight and sound separation for female detainees; 5) holding cells are used for special purpose long term housing, resulting in intoxicated detainees being housed in the gym; 6) lack of isolation or administrative segregation cells; 7 & 8) lack of exercise space when gym is housing intoxicated detainees; 9) lack of a compliant contact visitation space

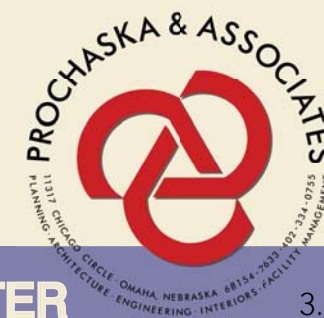


Location 



Site Plan 
No Scale

-  Existing Jail
-  Existing County Building & Courthouse



(Continued)

(booking area is now used); and 10) inadequate general visitation (non-contact) for the 32 bed inmate population. The non-contact visitation requires jail staff to transport prisoners to and from their cells, which is time-consuming and risky. A modern facility would likely take advantage of video visitation which greatly reduces staff-time and risk by keeping prisoners secured in their cells.

In addition to the issues with the housing units, the Sheriff's Office is undersized and has inadequate record storage. The Conference Room is undersized, as is the Squad and Patrol Sergeant Rooms. Investigators' Offices are located in the basement. There are no dedicated Interview Rooms for interviewing witnesses or suspects. Other LEC issues are detailed in the Needs Assessment Study.

The Washington County Courthouse, built from 1888 to 1891, is on the National Register of Historic Places. The second floor County Courtroom is extremely undersized, with inadequate seating capacity for larger trials. It also is not fully ADA compliant. As stated previously, detainees escorted to the Courtroom must travel from the Jail through public spaces. While the larger third floor District Courtroom is adequate in size, like the County Courtroom it has unsecure detainee access through public corridors.

In June of 2012, the County began the most recent effort to resolve LEC issues by hiring Prochaska & Associates to conduct a Jail Needs Assessment Study. Prochaska & Associates worked closely with the Sheriff and LEC staff and Nebraska Jail Standards to gather the information used in the evaluating the facility and in projecting a future Jail bed capacity range for Washington County. The Needs Assessment was completed in December of 2012.

In May of 2014, Prochaska & Associates began working on the next step of planning, Phase 3 Preliminary Concept Planning, with an expanded Jail Committee consisting of three Board representatives (Steve Kruger, Jeff Quist and Jerry Kruse) and three law enforcement staff (Sheriff Mike Robinson, Cpt. Rob Bellamy and Ben Sherer). Because much time had passed since the 2012 Assessment was completed, Average Daily Population (ADP) data was gathered for 2012 and 2013 and updated Needs Assessment bed projections were developed. New projections for the target year of 2035 (20 years out) now range from 75 to 108 beds. Following much discussion by the Committee, a target bed capacity for Phase 3 planning purposes was set at 60 beds, with the goal of providing future County Boards the ability to expand the facility if ever necessary to accommodate its future jail population needs.

The Committee later requested that Prochaska & Associates also study options for providing secure escort of detainees to and from the Jail to the County and District Court Rooms in the Courthouse, as well as to explore ways to expand the current County Courtroom, if at all feasible.

THE OPTIONS

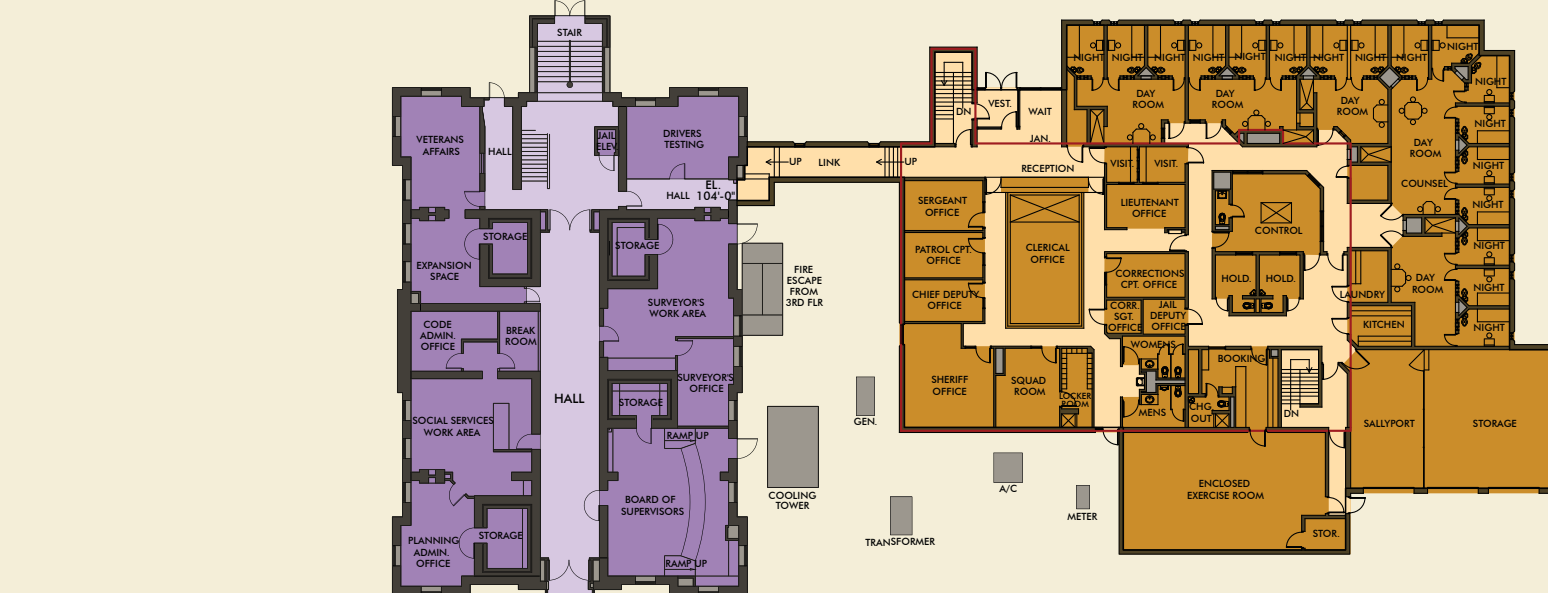
The Preliminary Concept Phase is comprised of four Jail Options, which have been analyzed on the following pages to provide the information necessary to enable Washington County to select the one Option that best meets the law enforcement needs and obligations of the County:

- Option 1 – 60 Bed LEC & Courtroom Renovations on Existing Site
- Option 2 – New 60 Bed Justice Center on a "Greenfield" Site
- Option 3 – Maintain Jail & Transport excess prisoners to neighboring counties
- Option 4 – Close Jail & Transport prisoners to neighboring counties



Third Floor Plan No Scale

Second Floor No Scale



First Floor Plan No Scale

Basement Plan No Scale

Existing Jail
Existing County Building & Courthouse





The Washington County Board of Supervisors requested an evaluation of several options to determine the feasibility of renovating, expanding or replacing the existing Washington County Law Enforcement & Detention Center (LEC). In addition to a code-and-Nebraska Jail Standards-compliant Jail, these options would include the current Sheriff's Office.

In addition, because of security issues with escorting detainees to the County and District Courtrooms through the public corridors of the Courthouse, the Jail Committee requested that the evaluation develop a feasible solution for improving this issue. Finally, the current County Courtroom on the second floor of the Courthouse has become seriously undersized under current caseloads, and is lacking in security and accessibility. The Committee expanded the Scope of the evaluation to include these Courtroom issues, as well as associated Court Support spaces.

The options reviewed are as follows:

- ***Option 1 – 60 Bed LEC & Courtroom Renovations on Existing Site*** evaluates construction of a new 60 bed Jail adjacent to the current Jail and renovating the existing LEC into compliant accessory Jail spaces and expanded and renovated offices for the Sheriff's department. This also addresses the previously mentioned Courtroom access and security issues. Courtroom modifications will displace current County Attorney spaces, which are relocated to renovated space in the LEC facility. This Option is master-planned to permit a future second floor expansion of the Jail, if ever necessary.
- ***Option 2 – New 60 Bed Justice Center on a “Greenfield” Site*** evaluates acquiring undeveloped property (preferably relatively level, with utility service if possible) elsewhere in, or very near, Blair and constructing a new 60-bed “Justice Center”, which would include the Jail and Sheriff's Offices, as well as relocation of the Courts, Court Support and County Attorney spaces from the current Courthouse. Since specific sites are unknown at this time, this Option includes only the estimated budgets for construction of the facility, not including site acquisition and development costs.
- ***Option 3 – Maintain & Transport*** evaluates the concept of maintaining the current LEC “as is”, with no improvements or additional beds. Over-capacity and difficult prisoners would continue to be boarded at out-of-county jails, and transported back and forth as necessary to the Washington County Courthouse for arraignment, trial, etc. Until an expanded Washington County Jail is built, this Maintain and Transport process, and the associated costs, will be the responsibility of Washington County taxpayers perpetually, without the benefit of bond funds.
- ***Option 4 – Close & Transport*** evaluates closing the Washington County Jail and transporting all prisoners from that point on.

Introduction – Washington County Law Enforcement & Detention Center

OVERVIEW

The modern jail is more complex than any of its predecessors, especially those built thirty years ago or more. This is due primarily to new types of prisoner classification and improved methods of prisoner separation that have been developed over the last twenty five years. New methods of surveillance have also affected the layout of the modern floor plan, often rendering older facilities obsolete.

The modern jail consists of a number of housing units arranged around a central control station, allowing direct visual surveillance of the inmate population. Each prisoner will be classified and placed into one of the following housing units: Male/Female Minimum Security, Male/Female Medium Security, Male/Female Maximum Security, Male/Female Administrative Segregation, and Male/Female Special Needs. Minimum Security can be further broken down to include Trustee and Work Release housing, if desired by the Jail Administration. New standards regarding classification and separation of prisoners are designed to reduce the liability incurred by counties operating jails.

HISTORY

The current Washington County Law Enforcement and Detention Center (LEC) was constructed in 1978 adjacent to the County Courthouse on the east half of the Courthouse block in Blair, Nebraska, bounded by Colfax Street to the north, 15th Street to the east, and South Street to the south. The building was constructed before the implementation of the 1980 Minimum Jail Standards in Nebraska and is considered to be “grand-fathered” and exempt from the current standard. The LEC building currently houses a 32 Bed Jail and the County Sheriff’s Department. While the jail is technically rated at a 32 Bed capacity, it was originally designed for 17 Beds. The Jail Administrator attempts to maintain the rated capacity by housing prisoners in other counties when over capacity or when unclassifiable in the current facility.

When constructed, the facility was linked to the historic Courthouse building for staff as well as public convenience. It also enables the escort of detainees from the Jail to and from the Court Rooms, albeit through public corridors, elevator or stairs, with obvious security concerns. This link has experienced cracking of walls and up to 2+ inches of settlement related to foundation issues. It appears that this settlement has stabilized, but the differential settlement cracks remain. A structural assessment was included in the 2012 *Needs Assessment Study*.

Little renovation to the facility has occurred since it was built, except for the enclosure of the formerly outdoor Exercise Area and minor modifications to housing areas to create double occupancy cells. Major renovation would have triggered required compliance with the Nebraska Jail Standards (NJS). As a result, though, each annual inspection by NJS results in increased scrutiny of non-compliant areas and greater concern for both staff and inmate safety. The most

recent August 2014 inspection found the facility officially “out of compliance” with NJS in ten categories and the County was notified accordingly.

A thorough assessment of the Jail and Sheriff’s Offices is included in Section VI of the *Needs Assessment Study*, which can be reviewed for a detailed analysis of Facility Operations issues and a Building Evaluation. Since the 2012 *Assessment* was completed, the 2014 NJS inspection has cited the Jail as being “out of compliance”. Specific areas cited include 1) no shower or private/secure search area in booking; 2) classified detainees are not assigned to the appropriate housing unit (because of a lack of classification units); 3) inadequate special needs housing; 4) lack of sight and sound separation for female detainees; 5) holding cells are used for special purpose long term housing, resulting in intoxicated detainees being housed in the gym; 6) lack of isolation or administrative segregation cells; 7 & 8) lack of exercise space when gym is housing intoxicated detainees; 9) lack of a compliant contact visitation space (booking area is now used); and 10) inadequate general visitation (non-contact) for the 32 bed inmate population. The non-contact visitation requires jail staff to transport prisoners to and from their cells, which is time-consuming and risky. A modern facility would likely take advantage of video visitation which greatly reduces staff-time and risk by keeping prisoners secured in their cells.

In addition to the issues with the housing units, the Sheriff’s Office is undersized and has inadequate record storage. The Conference Room is undersized, as is the Squad and Patrol Sergeant Rooms. Investigators’ Offices are located in the basement. There are no dedicated Interview Rooms for interviewing witnesses or suspects. Other LEC issues are detailed in the *Needs Assessment Study*.

The Washington County Courthouse, built from 1888 to 1891, is on the National Register of Historic Places. The second floor County Courtroom is extremely undersized, with inadequate seating capacity for larger trials. It also is not fully ADA compliant. As stated previously, detainees escorted to the Courtroom must travel from the Jail through public spaces. While the larger third floor District Courtroom is adequate in size, like the County Courtroom it has unsecure detainee access through public corridors.

In June of 2012, the County began the most recent effort to resolve LEC issues by hiring Prochaska & Associates to conduct a Jail *Needs Assessment Study*. Prochaska & Associates worked closely with the Sheriff and LEC staff and Nebraska Jail Standards to gather the information used in the evaluating the facility and in projecting a future Jail bed capacity range for Washington County. The *Needs Assessment* was completed in December of 2012.

In May of 2014, Prochaska & Associates began working on the next step of planning, Phase 3 *Preliminary Concept Planning*, with an expanded Jail Committee consisting of three Board representatives (Steve Kruger, Jeff Quist and Jerry Kruse) and three law enforcement staff (Sheriff Mike Robinson, Cpt. Rob Bellamy and Ben Sherer). Because much time had passed since the 2012 *Assessment* was completed, Average Daily Population (ADP) data was gathered for 2012 and 2013 and updated *Needs Assessment* bed projections were developed. New projections for the target year of 2035 (20 years out) now range from 75 to 108 beds. Following much discussion by the Committee, a target bed capacity for Phase 3 planning purposes was set

at 60 beds, with the goal of providing future County Boards the ability to expand the facility if ever necessary to accommodate its future jail population needs.

The Committee later requested that Prochaska & Associates also study options for providing secure escort of detainees to and from the Jail to the County and District Court Rooms in the Courthouse, as well as to explore ways to expand the current County Courtroom, if at all feasible.

THE OPTIONS

The *Preliminary Concept Phase* is comprised of four Jail Options, which have been analyzed on the following pages to provide the information necessary to enable Washington County to select the one Option that best meets the law enforcement needs and obligations of the County:

- Option 1* – 60 Bed LEC & Courtroom Renovations on Existing Site
- Option 2* – New 60 Bed Justice Center on a “Greenfield” Site
- Option 3* – Maintain Jail & Transport excess prisoners to neighboring counties
- Option 4* – Close Jail & Transport prisoners to neighboring counties

Option 1 – 60 Bed LEC & Courtroom Renovations on Existing Site

OVERVIEW

The Washington County Law Enforcement and Detention Center occupies the east central portion of the County Courthouse site, with a large staff parking lot directly south of the facility. It was built in 1978 for 17 jail beds but now houses 32 beds plus the Sheriff's and Jail staff offices. Other than construction of a roof to enclose the formerly open Exercise Area, very little modification has been done to the facility.

This Option explores a solution to the needs of the Jail, as well as to the now undersized Sheriff's Office. In addition, the Committee later requested that Prochaska & Associates also study options for providing secure escort of detainees to and from the Jail to the County and District Court Rooms in the Courthouse, as well as to explore ways to expand the current County Courtroom, if at all feasible.

The new Jail addition would be built to the south of the current Jail and will include two 30 bed Housing pods with Control Stations, Booking and Holding space, and other Nebraska Jail Standards required spaces, such as Exercise and Multi-Purpose Rooms, Laundry, Medical Exam Room, a 3-Bay Sallyport plus Jail Administrative Offices. The former Exercise space will be renovated into a much-needed larger Kitchen. An addition to the east of the current facility will allow much needed expansion of the Sheriff's Office. Additionally, the space now occupied by the current Jail and Sheriff's Offices would be renovated into additional office and support space necessary for the Sheriff's staff.

The current on-site parking area south of the Jail will be displaced by the new Jail and relocated to the north side of the site, with access from 14th and 15th Streets on the west and east, as well as an access drive from Colfax Street on the north. This would provide dedicated law enforcement staff parking plus additional off-street parking for the public, who would have convenient access to the north Courthouse entrance. Access to the current north Law Enforcement Center entrance would also be convenient from this new parking area. The current communications tower at the west end of the south parking would also be relocated to the west to make room for the new Jail.

A key feature of *Option 1* is the development of a secure link between the new Jail and the County and District Courtrooms, with both a stairway and elevator for secure escort of detainees to and from the Jail without ever crossing paths with the public. A concept for expansion and renovation of the County Courtroom and support spaces has also been developed for *Option 1*. Because these secure Courtroom connections and renovations would displace the spaces currently occupied by the County Attorney's offices, they would relocate into renovated space in the current Sheriff's Office facility.

Finally, the 60 bed Jail is designed with the potential for expansion of a second floor which could house an additional 30 or even 60 jail beds, if ever necessary, giving the County future on-site flexibility to expand to a total of 120 beds, in lieu of outgrowing the Jail and having to relocate to another site.

PROS

This Option presents a number of benefits. By utilizing the existing jail structure, the County will be able to save construction costs. The structure of the existing jail is such that most of the former cell walls can be demolished without great effort, enabling the space to be reconfigured to meet the needs of the Law Enforcement Center. Keeping the Jail on the current Courthouse site eliminates the need to transport detainees from off-site to and from the Jail, if the Jail alone were to be relocated to a Greenfield site without relocating the Courts as well. And the new link between the Jail and Courtrooms provides for the safe and secure escort of detainees.

CONS

Often, one of the biggest disadvantages of an on-site solution is that some current sites are too undersized for expansion of a Jail. Fortunately, Washington County's site is adequate to accommodate this *Option 1* expansion of the Jail. And future Jail expansion is feasible, if ever necessary, by the potential for a second story. One disadvantage with *Option 1* is the necessary displacement of the communications tower to the west by the new Jail footprint. But this cost is offset by savings from the re-use of the existing Jail building for Sheriff's Office expansion in lieu of new office construction. Some existing underground utilities in the south parking area must be relocated as well. The size of the existing site prevents a more preferable drive-through Sallyport. Another future concern with the current site might be the need for additional public and staff parking. The County should consider the passive acquisition of any surrounding properties that become available over the years for use as potential future parking.

RECOMMENDATION

While a Law Enforcement Center located away from the Courthouse site can be operated successfully, it is always more advantageous to be adjacent to the Courthouse whenever possible to minimize transport costs to and from the Jail. *Options 3* and *4* evaluate continuation of the status quo, which is at risk due to the NJS "Out of Compliance" notification, and the least likely option of complete closure of the Jail, leaving the only other feasible Option as the *Option 2* Greenfield site which follows.

Following study of all four Options, it is apparent that Option 1 is the best long term, most financially feasible solution for Washington County.

COSTS

A Project Budget for *Option 1* is summarized in the Section 6 "Cost Projections" chapter of this Phase 3 *Preliminary Concept Planning* report.

Option 2 – New 60 Bed Justice Center on a “Greenfield” Site

OVERVIEW

Another option the County may consider is to build a new Law Enforcement Center and Jail on another site within or near the town of Blair, whether it is a developed lot within the city or an undeveloped Greenfield site near the city limits. A Greenfield site is usually a semi-rural property that is either undeveloped or used only for agricultural purposes. Generally, these sites are found at the outskirts of a city, but occasionally they can be found within the city limits. Because of the costs incurred with the transport of detainees to and from the Jail, and to put this *Option 2* in parity with the *Option 1* “on-site” solution, this Option includes relocation of both the County and District Courts and associated Court support spaces to the Greenfield site. As such, this *Option 2* facility is identified as a “Justice Center”.

The Site Evaluation Criteria matrix shown in the *Option 2* graphic later in this section can be used in the analysis of potential sites. It is categorized into five subgroups: Traffic and Access Issues, Design/Planning Issues, Public Issues, Economic and Timing Issues, and Engineering Issues. This option looks at building a new Justice Center on a generic Greenfield site, not because the current site is not feasible, but to provide a cost comparison for all-new construction. Based on the total building area identified in the Programming Summary section of this report, the parking required for a facility of this size, and the flexibility to expand the jail up to another 60 beds if necessary, an estimated 5 to 6 acre site would be necessary.

PROS

Building a new Law Enforcement Center or Justice Center on a Greenfield site has a number of advantages, depending on the availability of a parcel of relatively level land large enough to accommodate the efficient layout of a one-story Justice complex and the required on-site parking for its staff, service providers, and the visiting public.

Future expansion of the Jail or the construction of ancillary facilities, such as a vehicle maintenance garage, can be easily achieved by choosing a large, open, well-proportioned site. A spacious site allows for an efficient facility, where the necessary adjacencies between functions can be more easily achieved. When planned without constraints, the relationship between the Jail and the Court spaces, where separate circulation paths can be achieved, allows the secure movement of inmates from the Jail to the Courtrooms. Court staff circulation can also be separated from both public and prisoner circulation, as well.

Another advantage of a Greenfield plan is that the Jail could be designed with a drive-through Vehicular Sallyport, which is not possible with *Option 1*.

CONS

There are three main disadvantages associated with building a new Justice Center on a Greenfield Site. First, it potentially moves the Courts to a remote site, away from the rest of the

Courthouse functions at the current location, where it has been for over 120 years, causing inconvenience to the public. Second, the County would also have to purchase the land for this Greenfield site, which is an unknown cost above and beyond the estimated cost of the new facility. Finally, Construction costs would be higher for this option since the whole Justice Center structure would be new, whereas *Option 1* is renovating and reusing the existing jail facility in addition to the new construction.

RECOMMENDATION

While it is possible to achieve a more efficiently planned Justice Center on the “blank sheet” of a Greenfield site than to develop a facility on the existing *Option 1* site, assuming an adequately sized and relatively level site can be found, the associated costs for construction of an all-new facility are higher than that of *Option 1*. In addition, the cost of acquiring and developing any necessary utilities at a Greenfield site are unknown at this time. Since all of the County’s goals can be achieved on the existing *Option 1* Courthouse site, it makes more fiscal sense to pursue *Option 1*. And while *Option 2* could be built without the Courts to save money initially, in time the detainee transport costs to the current Courthouse would eventually offset these savings.

COSTS

A Project Budget for *Option 2* is summarized in Section 6. This budget does not include the cost of property acquisition or extending City utilities if necessary.

Option 3 – Maintain & Transport

OVERVIEW

Until very recently, the County has had the option to continue to operate the existing “grandfathered” Jail as-is, and transport all prisoners above the existing capacity to out-of-county facilities. *Option 3* looks at the possibility of doing nothing to the existing jail and continuing to ship prisoners above capacity as well as high security prisoners that the jail cannot hold.

At the moment, the County is paying between \$45 and \$99 a day to house prisoners out-of-county, a cost which is subject to the number of available jail beds in the boarding county. Additionally, the County does not avoid liability by housing prisoners in another county and is still responsible for medical or other bills. The County (and ultimately the taxpayers) will be obligated to pay these transportation and housing costs indefinitely out of the County’s tax levy without the assistance of a bond.

Another unfortunate result of transporting prisoners is that the Washington County deputies who transport the detainees essentially become “chauffeurs” and will spend much of their time hauling prisoners back and forth, in all types of weather, which takes away from their regular law enforcement duties and increases the potential of a traffic accident at some time in the future. In order to maintain current County law enforcement capability it is conceivable that Washington County may need to hire more law enforcement staff to cover these additional transport duties.

Washington County currently boards inmates for Burt County, which has no jail, and which would need to board elsewhere as Washington County’s need for beds increases. The most likely facilities for Washington County to continue to board prisoners are the Platte County Jail or the Nebraska Diagnostic & Evaluation Center (See the *Option 3* graphic later in this section). Furthermore, Washington County would remain at the mercy of any escalations in the cost of boarding or transporting prisoners out-of-county. Again, these expenses would need to be funded through the County’s yearly operating budget.

MAINTAINING EXISTING JAIL

The existing jail was constructed in 1978 and has had very little modification, other than minor changes to housing areas to permit the increase from the original 17 beds to 32 beds. Also as previously noted, the Exercise area was enclosed. These changes did little to improve the major deficiencies in housing prisoners in the current jail design; and any major renovation of the existing jail would require the County to follow the current Nebraska Jail Standards.

A renovation of the facility to meet the current NJS requirements, without the benefit of additional space, would be impossible. Following the recent “Out of Compliance” notification by NJS, it is unlikely that the County will be able to continue to operate the current Jail for an extended period of time without evidence that it intends to resolve these issues.

RECOMMENDATION

Option 3 should be seen as a “second-to-last resort” (see *Option 4 for the “last resort”*) for Washington County. This Option does not solve any of the issues inherent with the existing jail and relies on neighboring counties asking “fair” compensation for holding prisoners. In the long term, the County should expect increasing liabilities from operating a jail that does not meet current NJS standards as well as increasing costs for housing and transporting a growing number of prisoners to other facilities. Continued prisoner transportation does not offer a long term solution for the underlying non-compliance issues of the current the Jail, nor the space deficiencies of the current Law Enforcement office.

COSTS

The estimated costs for the continued transporting and housing of excess or non-classifiable Washington County prisoners out-of-county, are included in Section 6.

In summary, it must again be noted that these transport and housing costs do not end at 20 years (the typical length of bond payments), but they will continue perpetually, or until the County builds a new Jail facility. Finally, these *Option 3* costs must be paid for by the County out of annual tax receipts, without the benefit of a bond issue. Without a permanent increase in County taxes, and one that would account for inflation over future years, the County may eventually face difficulty funding this option. Lastly and most importantly, *Option 3* assumes that Nebraska Jail Standards will permit the current Jail to continue operations without addressing the cited non-compliance issues.

Option 4 – Close & Transport

OVERVIEW

The most extreme Option for Washington County is to close the current Jail completely and therefore ship all prisoners to out-of-county facilities.

The remaining Sheriff's Office functions would remain in the current facility. While much of the vacated Jail space would permit expansion of these functions if necessary, this Option does not evaluate this. If the County chooses to pursue such an extreme measure as *Option 4*, the remaining vacated space could be reviewed at that time.

One option for this vacated space would be to renovate it into a small, but NJS compliant, temporary Holding Facility to house detainees prior to commitment to a jail in another county, or release, or Court appearance. Detainees must be held for less than 24 hours in this type facility.

For those detainees who will be held for 24 hours or more, the County is required to transport and board them out-of-county, as is currently done in other counties that have closed their jails. Once the Jail is closed, the County (and ultimately the taxpayers) will be obligated to pay these transportation and housing costs indefinitely.

Like *Option 3*, the Washington County deputies who transport the detainees will become "chauffeurs" and will spend much of their time hauling prisoners back and forth. Also as with *Option 3*, it is conceivable that Washington County would need to hire more law enforcement staff to cover these additional transport duties.

RECOMMENDATION

Option 4 would be Washington County's "last resort". While Nebraska Jail Standards has, until recently, continued to "grandfather" the Jail, as of August 2014 NJS gave official notification to the County that the Jail is now considered "Out of Compliance". This follows current NJS trends across the state of warning non-compliant jails of the liability these counties face (Gage and Dodge Counties are recent examples where prisoner suicides have occurred, followed by large insurance claims and even closure). It is understood in this study that closure of the Jail by the Washington County Board is not even being considered, but its potential costs are necessary for a complete evaluation of all options.

COSTS

Estimated costs for *Option 4*, including transport and housing costs, are summarized in Section 6. As with *Option 3*, these costs will continue perpetually, or until a new Jail is built.

Option 1 - 60 Bed LEC & Courtroom Renovations on Existing Site

OVERVIEW

The Washington County Law Enforcement and Detention Center occupies the east central portion of the County Courthouse site, with a large staff parking lot directly south of the facility. It was built in 1978 for 17 jail beds but now houses 32 beds plus the Sheriff's and Jail staff offices. Other than construction of a roof to enclose the formerly open Exercise Area, very little modification has been done to the facility.

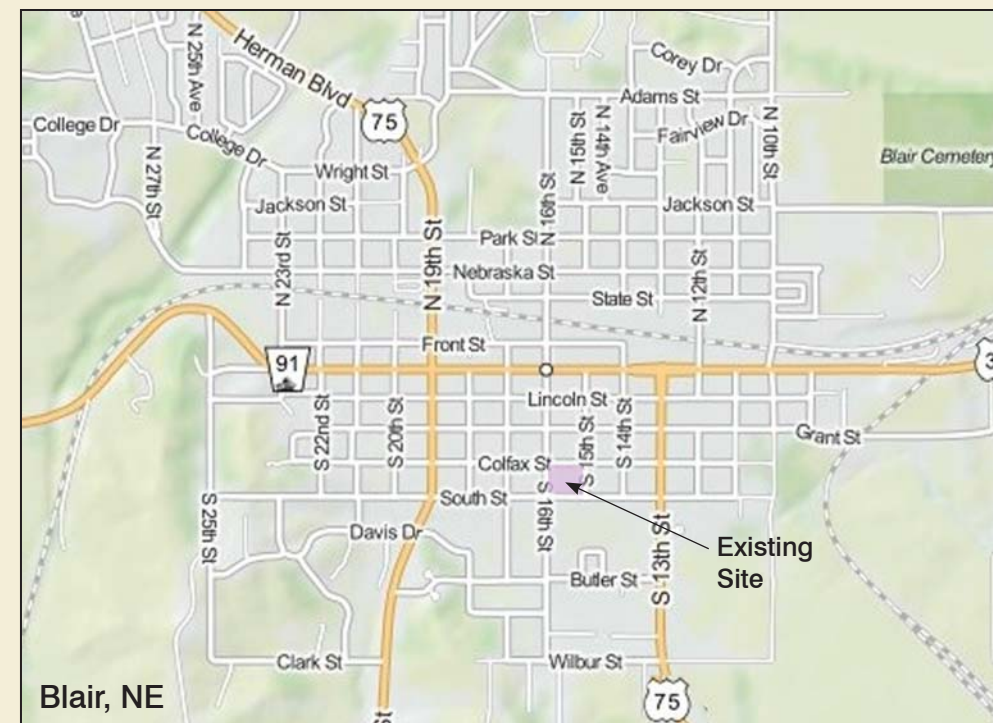
This Option explores a solution to the needs of the Jail, as well as to the now undersized Sheriff's Office. In addition, the Committee later requested that Prochaska & Associates also study options for providing secure escort of detainees to and from the Jail to the County and District Court Rooms in the Courthouse, as well as to explore ways to expand the current County Courtroom, if at all feasible.

The new Jail addition would be built to the south of the current Jail and will include two 30 bed Housing pods with Control Stations, Booking and Holding space, and other Nebraska Jail Standards required spaces, such as Exercise and Multi-Purpose Rooms, Laundry, Medical Exam Room, a 3-Bay Sallyport plus Jail Administrative Offices. The former Exercise space will be renovated into a much-needed larger Kitchen. An addition to the east of the current facility will allow much needed expansion of the Sheriff's Office. Additionally, the space now occupied by the current Jail and Sheriff's Offices would be renovated into additional office and support space necessary for the Sheriff's staff.

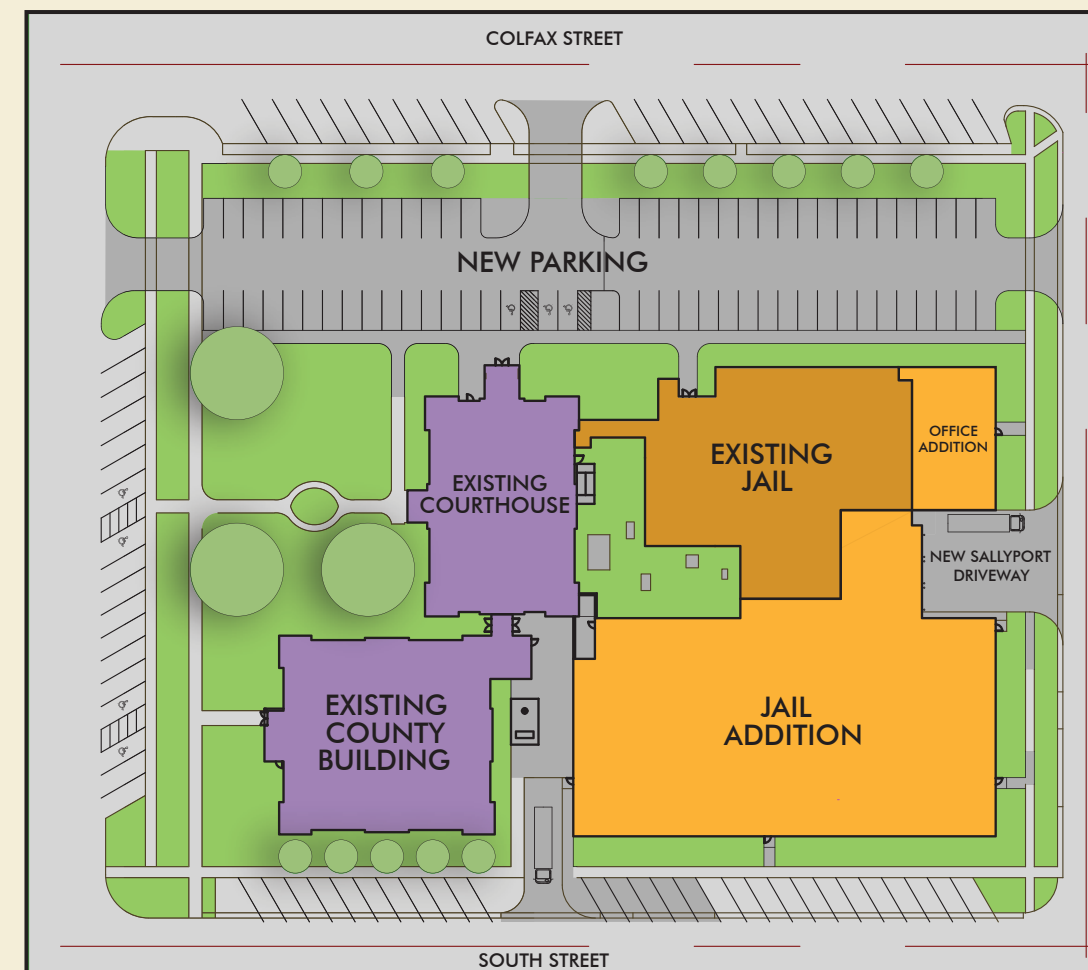
The current on-site parking area south of the Jail will be displaced by the new Jail and relocated to the north side of the site, with access from 14th and 15th Streets on the west and east, as well as an access drive from Colfax Street on the north. This would provide dedicated law enforcement staff parking plus additional off-street parking for the public, who would have convenient access to the north Courthouse entrance. Access to the current north Law Enforcement Center entrance would also be convenient from this new parking area. The current communications tower at the west end of the south parking would also be relocated to the west to make room for the new Jail.

A key feature of Option 1 is the development of a secure link between the new Jail and the County and District Courtrooms, with both a stairway and elevator for secure escort of detainees to and from the Jail without ever crossing paths with the public. A concept for expansion and renovation of the County Courtroom and support spaces has also been developed for Option 1. Because these secure Courtroom connections and renovations would displace the spaces currently occupied by the County Attorney's offices, they would relocate into renovated space in the current Sheriff's Office facility.

Finally, the 60 bed Jail is designed with the potential for expansion of a second floor which could house an additional 30 or even 60 jail beds, if ever necessary, giving the County future on-site flexibility to expand to a total of 120 beds, in lieu of outgrowing the Jail and having to relocate to another site.

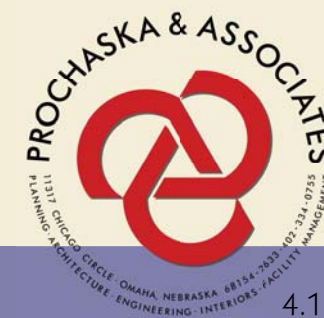


Location



Site Plan No Scale

- Jail & Jail Office Addition
- Existing Jail
- Existing County Building & Courthouse



Option 1 - 60 Bed LEC & Courtroom Renovations on Existing Site

(CONTINUED)

PROS

This Option presents a number of benefits. By utilizing the existing jail structure, the County will be able to save construction costs. The structure of the existing jail is such that most of the former cell walls can be demolished without great effort, enabling the space to be reconfigured to meet the needs of the Law Enforcement Center. Keeping the Jail on the current Courthouse site eliminates the need to transport detainees from off-site to and from the Jail, if the Jail alone were to be relocated to a Greenfield site without relocating the Courts as well. And the new link between the Jail and Courtrooms provides for the safe and secure escort of detainees.

CONS

Often, one of the biggest disadvantages of an on-site solution is that some current sites are too undersized for expansion of a Jail. Fortunately, Washington County's site is adequate to accommodate this Option 1 expansion of the Jail. And future Jail expansion is feasible, if ever necessary, by the potential for a second story. One disadvantage with Option 1 is the necessary displacement of the communications tower to the west by the new Jail footprint. But this cost is offset by savings from the re-use of the existing Jail building for Sheriff's Office expansion in lieu of new office construction. Some existing underground utilities in the south parking area must be relocated as well. The size of the existing site prevents a more preferable drive-through Sallyport. Another future concern with the current site might be the need for additional public and staff parking. The County should consider the passive acquisition of any surrounding properties that become available over the years for use as potential future parking.

RECOMMENDATION

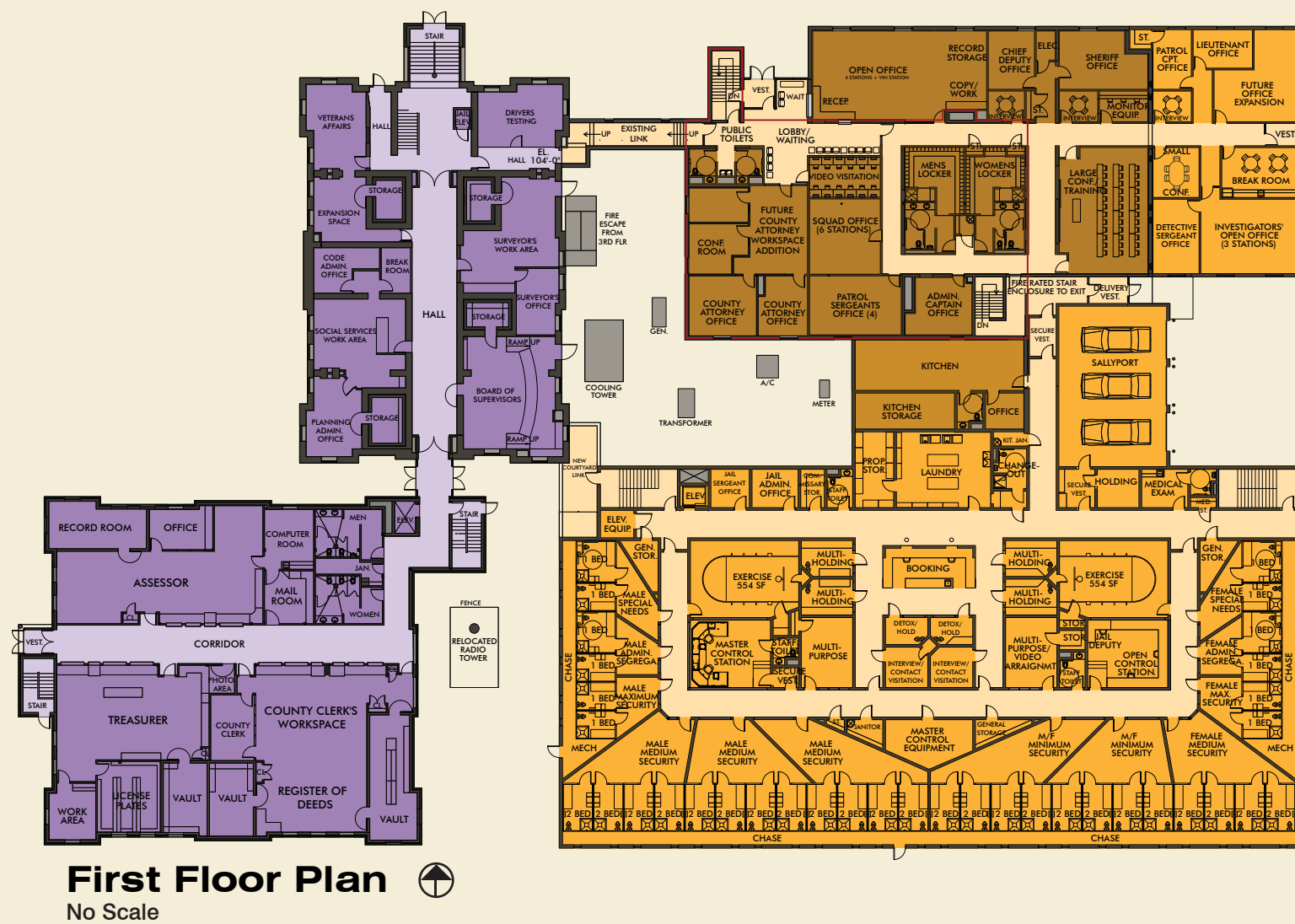
While a Law Enforcement Center located away from the Courthouse site can be operated successfully, it is always more advantageous to be adjacent to the Courthouse whenever possible to minimize transport costs to and from the Jail. Options 3 and 4 evaluate continuation of the status quo, which is at risk due to the NJS "Out of Compliance" notification, and the least likely option of complete closure of the Jail, leaving the only other feasible Option as the Option 2 Greenfield site which follows.

Following study of all four Options, it is apparent that Option 1 is the best long term, most financially feasible solution for Washington County.

COSTS

A Project Budget for Option 1 is summarized in the Section 6 "Cost Projections" chapter of this Phase 3 Preliminary Concept Planning report.

Construction Budget (Hard Costs)	\$ 10,731,920
Project Overhead Budget (Soft Costs)	\$ 1,824,430
Relocation of Communications Tower	\$ 260,000
Total Project Budget	\$ 12,816,350



Option 2 - New 60-Bed Justice Center on a “Greenfield” Site

OVERVIEW

Another option the County may consider is to build a new Law Enforcement Center and Jail on another site within or near the town of Blair, whether it is a developed lot within the city or an undeveloped Greenfield site near the city limits. A Greenfield site is usually a semi-rural property that is either undeveloped or used only for agricultural purposes. Generally, these sites are found at the outskirts of a city, but occasionally they can be found within the city limits. Because of the costs incurred with the transport of detainees to and from the Jail, and to put this Option 2 in parity with the Option 1 “on-site” solution, this Option includes relocation of both the County and District Courts and associated Court support spaces to the Greenfield site. As such, this Option 2 facility is identified as a “Justice Center”.

The Site Evaluation Criteria matrix shown in the Option 2 graphic later in this section can be used in the analysis of potential sites. It is categorized into five subgroups: Traffic and Access Issues, Design/Planning Issues, Public Issues, Economic and Timing Issues, and Engineering Issues. This option looks at building a new Justice Center on a generic Greenfield site, not because the current site is not feasible, but to provide a cost comparison for all-new construction. Based on the total building area identified in the Programming Summary section of this report, the parking required for a facility of this size, and the flexibility to expand the jail up to another 60 beds if necessary, an estimated 5 to 6 acre site would be necessary.

PROS

Building a new Law Enforcement Center or Justice Center on a Greenfield site has a number of advantages, depending on the availability of a parcel of relatively level land large enough to accommodate the efficient layout of a one-story Justice complex and the required on-site parking for its staff, service providers, and the visiting public.

Future expansion of the Jail or the construction of ancillary facilities, such as a vehicle maintenance garage, can be easily achieved by choosing a large, open, well-proportioned site. A spacious site allows for an efficient facility, where the necessary adjacencies between functions can be more easily achieved. When planned without constraints, the relationship between the Jail and the Court spaces, where separate circulation paths can be achieved, allows the secure movement of inmates from the Jail to the Courtrooms. Court staff circulation can also be separated from both public and prisoner circulation, as well.

Another advantage of a Greenfield plan is that the Jail could be designed with a drive-through Vehicular Sallyport, which is not possible with Option 1.

CONS

There are three main disadvantages associated with building a new Justice Center on a Greenfield Site. First, it potentially moves the Courts to a remote site, away from the rest of the Courthouse functions at the current location, where it has been for over 120 years, causing inconvenience to the public. Second, the County would also have to purchase the land for this Greenfield site, which is an unknown cost above and beyond the estimated cost of the new facility. Finally, Construction costs would be higher for this option since the whole Justice Center structure would be new, whereas Option 1 is renovating and reusing the existing jail facility in addition to the new construction.

RECOMMENDATION

While it is possible to achieve a more efficiently planned Justice Center on the “blank sheet” of a Greenfield site than to develop a facility on the existing Option 1 site, assuming an adequately sized and relatively level site can be found, the associated costs for construction of an all-new facility are higher than that of Option 1. In addition, the cost of acquiring and developing any necessary utilities at a Greenfield site are unknown at this time. Since all of the County’s goals can be achieved on the existing Option 1 Courthouse site, it makes more fiscal sense to pursue Option 1. And while Option 2 could be built without the Courts to save money initially, in time the detainee transport costs to the current Courthouse would eventually offset these savings.

COSTS

A Project Budget for Option 2 is summarized in Section 6. This budget does not include the cost of property acquisition or extending City utilities if necessary.

Construction Budget (Hard Costs)	\$ 12,993,040
Project Overhead Budget (Soft Costs)	\$ 2,208,820*
Total Project Budget	\$15,201,860*

*NOTE: Option 2 Soft Costs do not include Greenfield site acquisition or extending City utilities to the selected site, if necessary.

Site Evaluation Criteria

Traffic and Access Issues:

- Access to primary highways
- Access to public transportation
- Access to courts
- Visibility
- Emergency/Professional services
- Access by other Law Enforcement Agencies

Design/Planning Issues:

- Land for functional design
- Land for future expansion
- Land for one-level operation
- On-site parking and expansion
- Impact on other governmental spaces

Public Issues:

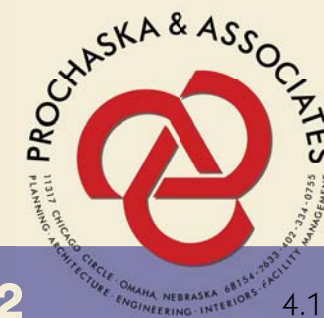
- General acceptability
- View, sound, security conflicts
- Compatibility with neighbors

Economic and Timing Issues:

- Acquisition and development costs
- Availability and readiness
- Cost of construction
- Staff efficiency
- Impact on tax base
- ISO Rating

Engineering Issues:

- Geotechnical
- Utilities
- Environmental considerations



Option 3 – Maintain & Transport

OVERVIEW

Until very recently, the County has had the option to continue to operate the existing “grandfathered” Jail as-is, and transport all prisoners above the existing capacity to out-of-county facilities. Option 3 looks at the possibility of doing nothing to the existing jail and continuing to ship prisoners above capacity as well as high security prisoners that the jail cannot hold.

At the moment, the County is paying between \$45 and \$99 a day to house prisoners out-of-county, a cost which is subject to the number of available jail beds in the boarding county. Additionally, the County does not avoid liability by housing prisoners in another county and is still responsible for medical or other bills. The County (and ultimately the taxpayers) will be obligated to pay these transportation and housing costs indefinitely out of the County’s tax levy without the assistance of a bond.

Another unfortunate result of transporting prisoners is that the Washington County deputies who transport the detainees essentially become “chauffeurs” and will spend much of their time hauling prisoners back and forth, in all types of weather, which takes away from their regular law enforcement duties and increases the potential of a traffic accident at some time in the future. In order to maintain current County law enforcement capability it is conceivable that Washington County may need to hire more law enforcement staff to cover these additional transport duties.

Washington County currently boards inmates for Burt County, which has no jail, and which would need to board elsewhere as Washington County’s need for beds increases. The most likely facilities for Washington County to continue to board prisoners are the Platte County Jail or the Nebraska Diagnostic & Evaluation Center (See the Option 3 graphic later in this section). Furthermore, Washington County would remain at the mercy of any escalations in the cost of boarding or transporting prisoners out-of-county. Again, these expenses would need to be funded through the County’s yearly operating budget.

MAINTAINING EXISTING JAIL

The existing jail was constructed in 1978 and has had very little modification, other than minor changes to housing areas to permit the increase from the original 17 beds to 32 beds. Also as previously noted, the Exercise area was enclosed. These changes did little to improve the major deficiencies in housing prisoners in the current jail design; and any major renovation of the existing jail would require the County to follow the current Nebraska Jail Standards.

A renovation of the facility to meet the current NJS requirements, without the benefit of additional space, would be impossible. Following the recent “Out of Compliance” notification by NJS, it is unlikely that the County will be able to continue to operate the current Jail for an extended period of time without evidence that it intends to resolve these issues.

RECOMMENDATION

Option 3 should be seen as a “second-to-last resort” (see Option 4 for the “last resort”) for Washington County. This Option does not solve any of the issues inherent with the existing jail and relies on neighboring counties asking “fair” compensation for holding prisoners. In the long term, the County should expect increasing liabilities from operating a jail that does not meet current NJS standards as well as increasing costs for housing and transporting a growing number of prisoners to other facilities. Continued prisoner transportation does not offer a long term solution for the underlying non-compliance issues of the current the Jail, nor the space deficiencies of the current Law Enforcement office.

COSTS

The estimated costs for the continued transporting and housing of excess or non-classifiable Washington County prisoners out-of-county, are included in Section 6.

In summary, it must again be noted that these transport and housing costs do not end at 20 years (the typical length of bond payments), but they will continue perpetually, or until the County builds a new Jail facility. Finally, these Option 3 costs must be paid for by the County out of annual tax receipts, without the benefit of a bond issue. Without a permanent increase in County taxes, and one that would account for inflation over future years, the County may eventually face difficulty funding this option. Lastly and most importantly, Option 3 assumes that Nebraska Jail Standards will permit the current Jail to continue operations without addressing the cited non-compliance issues.

Out-of-County Transport & Housing Cost (20 year NPV)	\$ 10,744,009*
Total Project Budget (2016 Dollars)	\$ 6,698,040*

* NOTE: Transport & Housing costs will continue into perpetuity or until a new jail is constructed, and are forecast to continue growing exponentially. For example, the present value of 30 years of these Transport & Housing costs is equal to \$15,076,777 vs. \$6,698,040 for 20 years. A 20-year present value amount is used above to compare with a typical construction bond.

Option 4 – Close & Transport

OVERVIEW

The most extreme Option for Washington County is to close the current Jail completely and therefore ship all prisoners to out-of-county facilities.

The remaining Sheriff’s Office functions would remain in the current facility. While much of the vacated Jail space would permit expansion of these functions if necessary, this Option does not evaluate this. If the County chooses to pursue such an extreme measure as Option 4, the remaining vacated space could be reviewed at that time.

One option for this vacated space would be to renovate it into a small, but NJS compliant, temporary Holding Facility to house detainees prior to commitment to a jail in another county, or release, or Court appearance. Detainees must be held for less than 24 hours in this type facility.

For those detainees who will be held for 24 hours or more, the County is required to transport and board them out-of-county, as is currently done in other counties that have closed their jails. Once the Jail is closed, the County (and ultimately the taxpayers) will be obligated to pay these transportation and housing costs indefinitely.

Like Option 3, the Washington County deputies who transport the detainees will become “chauffeurs” and will spend much of their time hauling prisoners back and forth. Also as with Option 3, it is conceivable that Washington County would need to hire more law enforcement staff to cover these additional transport duties.

RECOMMENDATION

Option 4 would be Washington County’s “last resort”. While Nebraska Jail Standards has, until recently, continued to “grandfather” the Jail, as of August 2014 NJS gave official notification to the County that the Jail is now considered “Out of Compliance”. This follows current NJS trends across the state of warning non-compliant jails of the liability these counties face (Gage and Dodge Counties are recent examples where prisoner suicides have occurred, followed by large insurance claims and even closure). It is understood in this study that closure of the Jail by the Washington County Board is not even being considered, but its potential costs are necessary for a complete evaluation of all options.

COSTS

Estimated costs for Option 4, including transport and housing costs, are summarized in Section 6. As with Option 3, these costs will continue perpetually, or until a new Jail is built.

Out-of-County Transport & Housing Cost (20 year NPV)	\$ 25,246,141*
Total Project Budget (2016 Dollars)	\$16,670,248*

* NOTE: As with Option 4, Transport & Housing costs will continue into perpetuity or until a new jail is constructed. For example, the present value of 30 years of these Transport & Housing costs is equal to \$29,877,891 vs. \$25,246,141 for 20 years.)



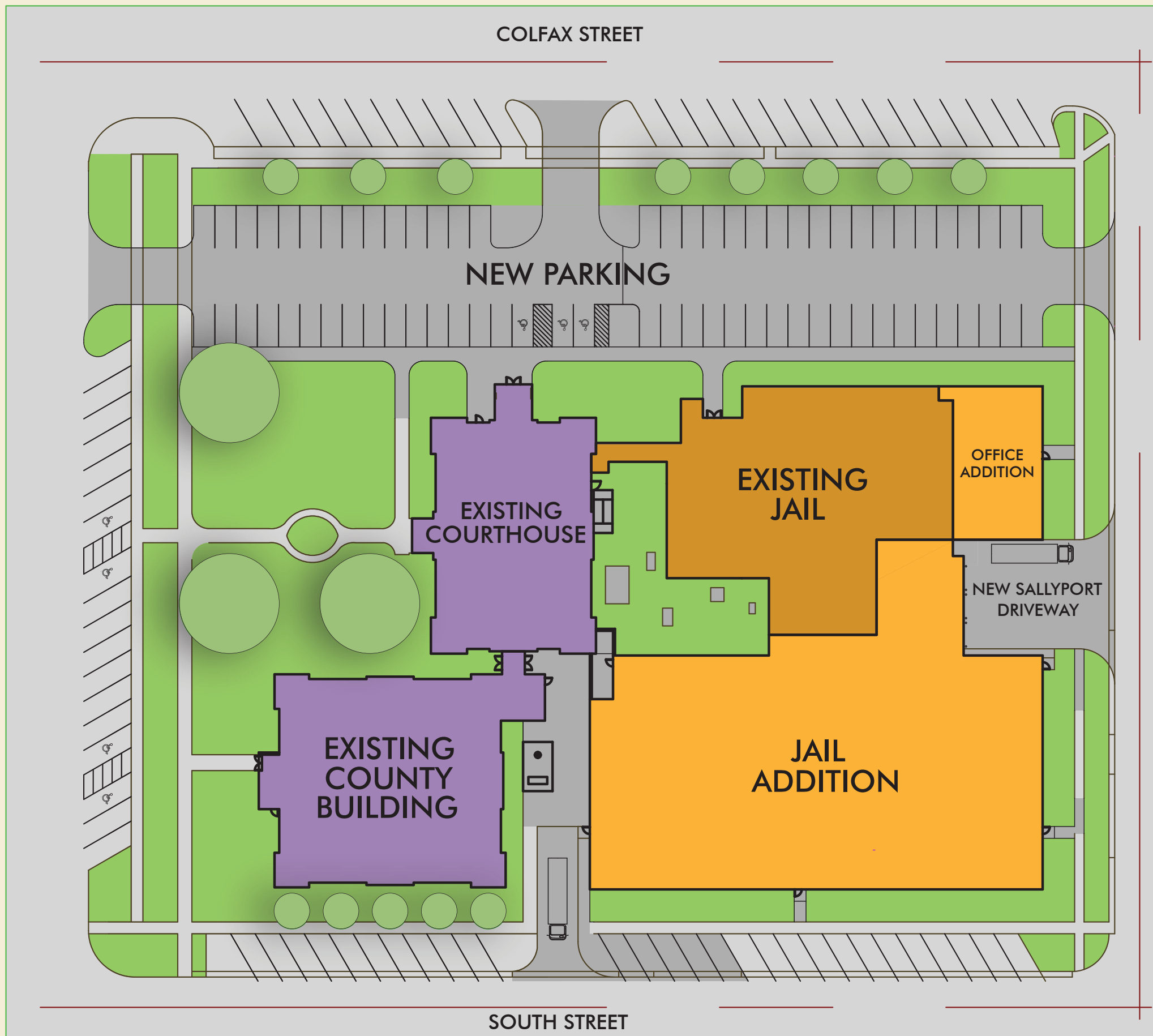
- Lincoln Diagnostic & Evaluation Center - 68 miles
- Platte County Detention Facility - 77 miles

Location





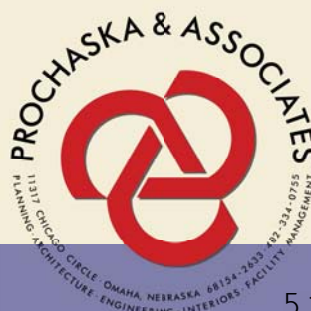
Recommended Option 1

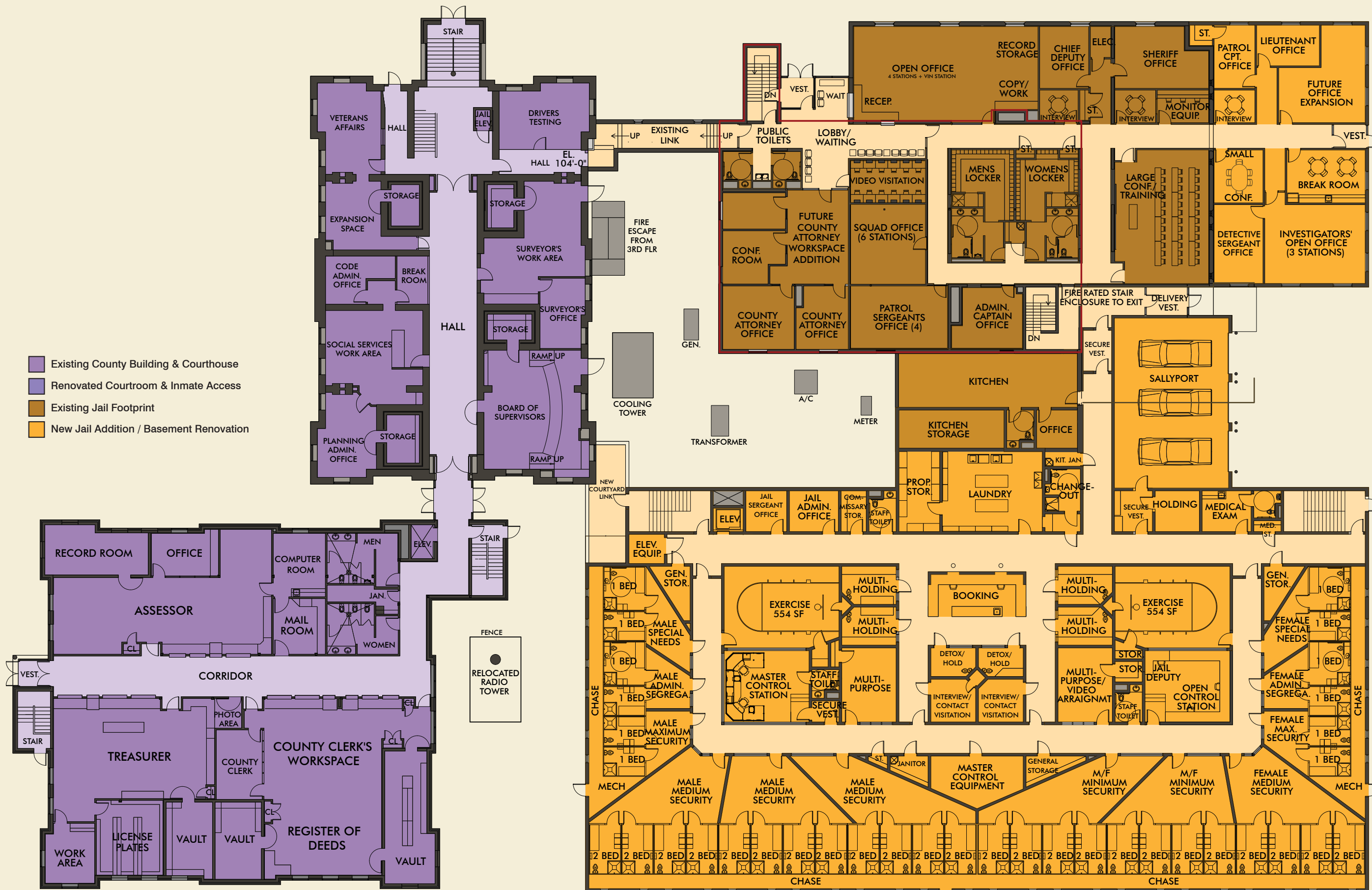


- Existing County Building & Courthouse
- Renovated Courtroom & Inmate Access
- Existing Jail Footprint
- New Jail Addition / Basement Renovation

Site Plan

No Scale

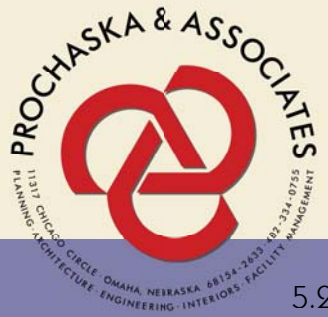


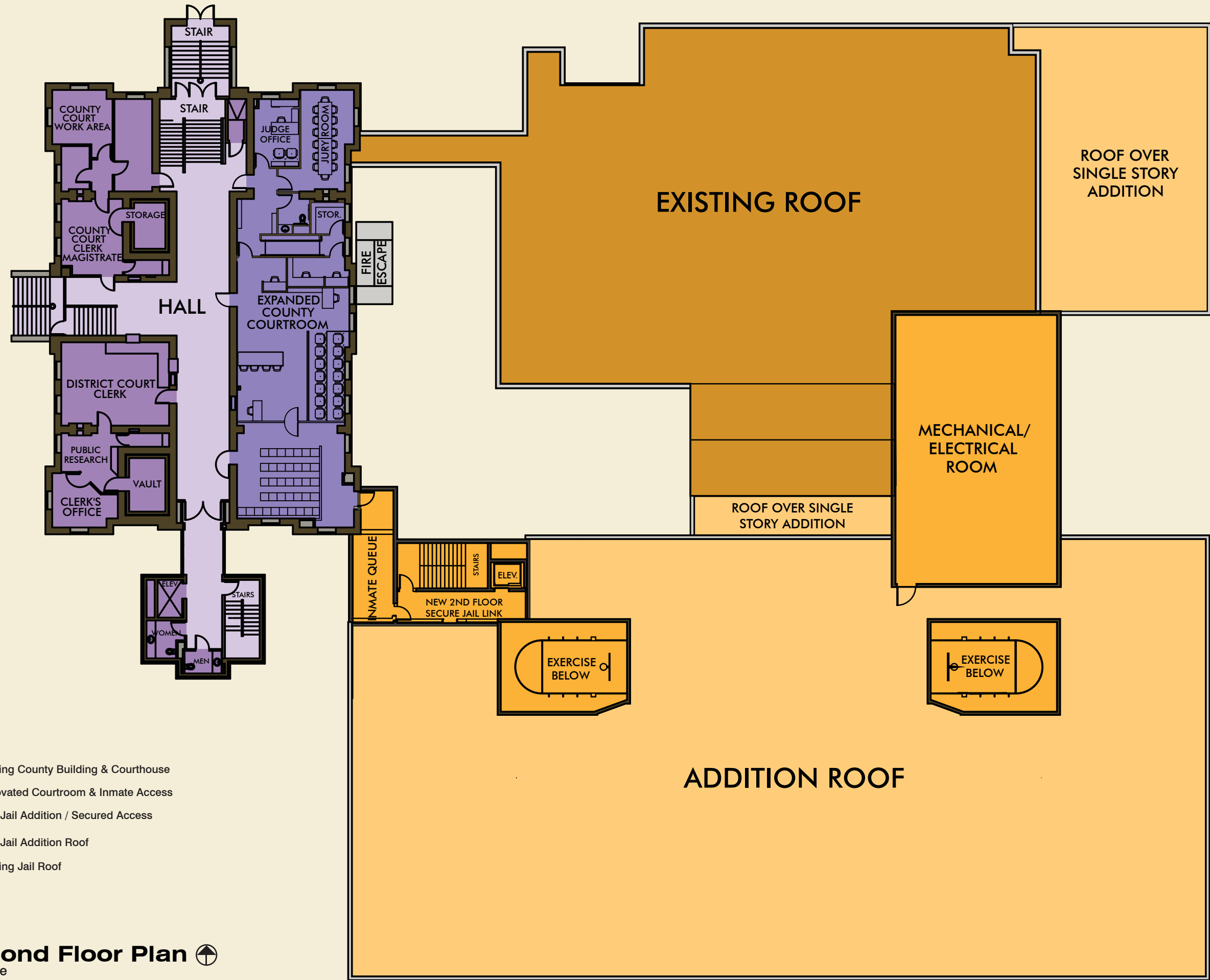


- Existing County Building & Courthouse
- Renovated Courtroom & Inmate Access
- Existing Jail Footprint
- New Jail Addition / Basement Renovation

First Floor Plan

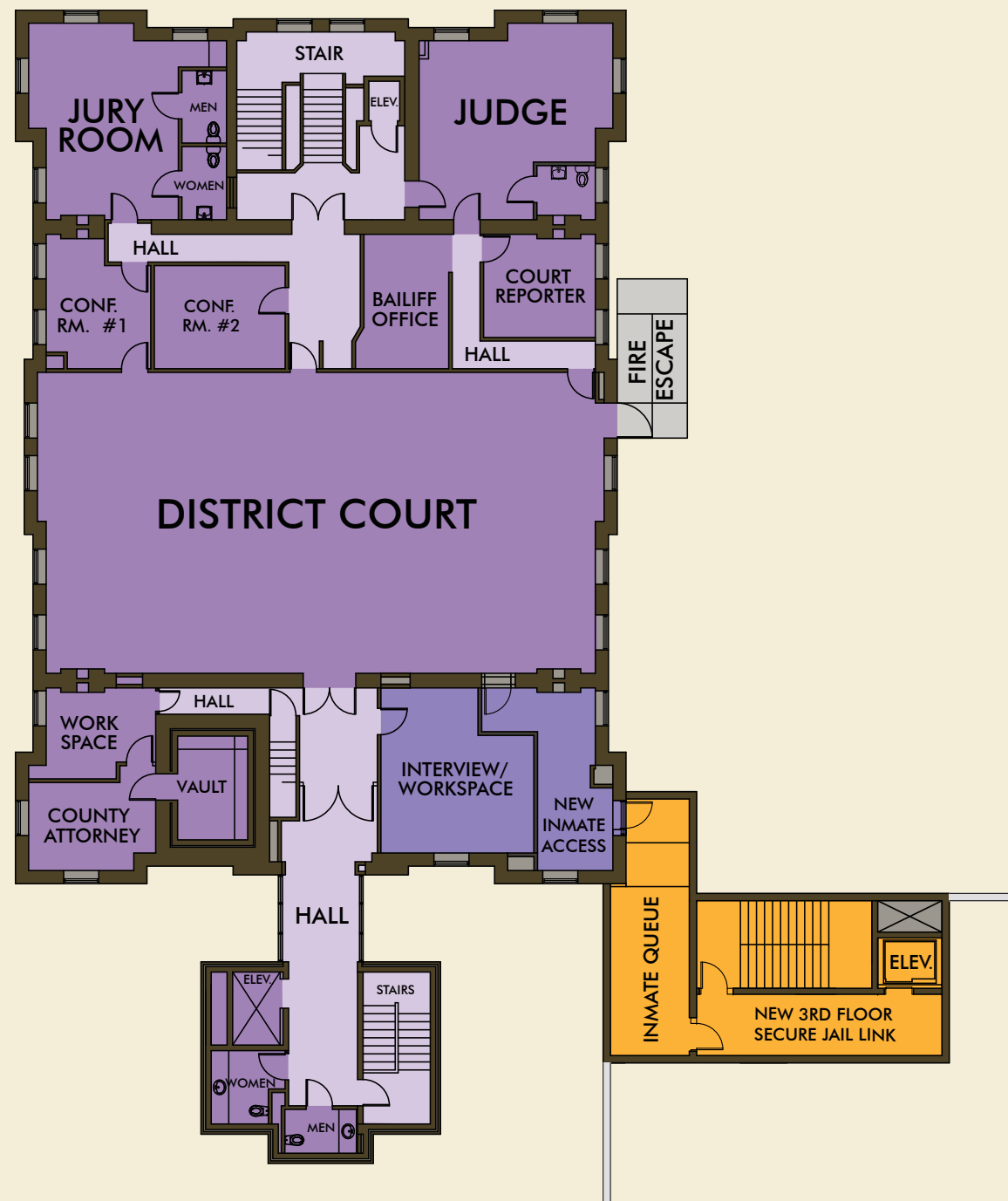
No Scale



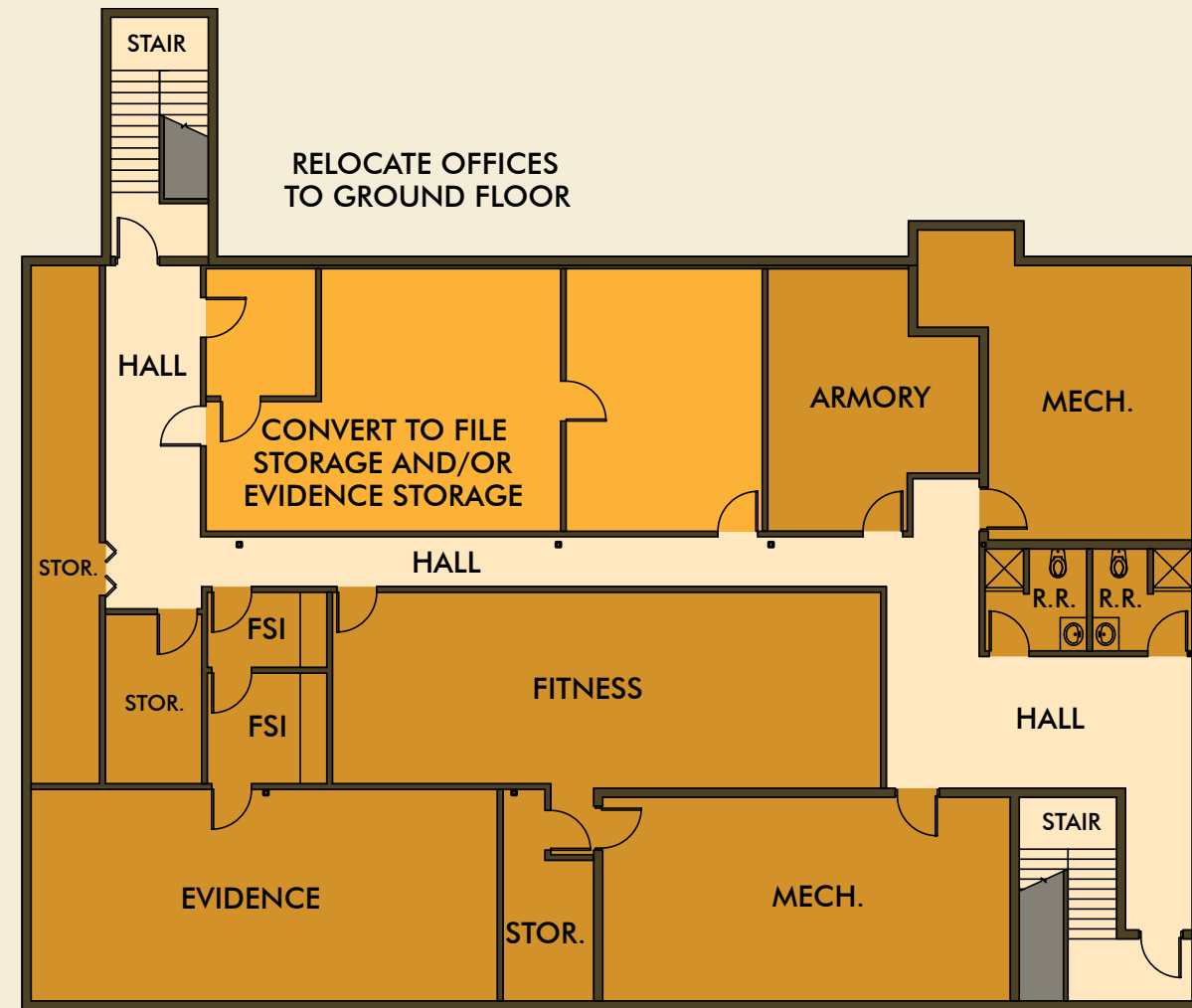



- Existing County Building & Courthouse
- Renovated Courtroom & Inmate Access
- New Jail Addition / Secured Access
- New Jail Addition Roof
- Existing Jail Roof





Second Floor Plan
 No Scale

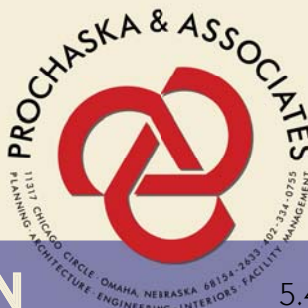


Third Floor Plan 
No Scale



Basement Plan 
No Scale

-  Existing County Building & Courthouse
-  Renovated Courtroom & Inmate Access
-  Existing Jail Footprint
-  New Jail Addition / Basement Renovation





The Project Budget includes the estimated **Construction Budget (Hard Costs)** plus the estimated **Project Overhead Budget (Soft Costs)**. Soft Costs are typically estimated as a percentage of the Construction Budget in the early planning stages of a Project, until more definitive costs have been estimated by the Owner and consultants. Some of the listed items may prove to be “not applicable”.

Soft Costs may include, but are not limited to, miscellaneous budget costs such as:

- Fiscal Agent/Bond Underwriter fees & Bond insurance, etc.
- Site Investigation (*soil borings & geotechnical report*)
- A/E Design & Contract Administration fees (*Schematic Design, Design Development, Construction Documents, Bidding & Negotiation, Construction Administration*)
- Construction Manager Pre-Construction Services fees (*if applicable*)
- Construction phase testing & IBC (*International Building Code*) *Special Inspections*)
- Reimbursable consultant expenses (*miscellaneous printing, phone, postage, travel, etc.*)
- Construction Document printing (*plans & specifications for bidding and construction*)
- State Agency review fees (*Fire Marshal, ADA, etc.*)
- Furnishings (*furniture, window coverings, etc.*)
- Fixtures/Equipment (*high-density mobile shelving, evidence storage, laundry, kitchen, etc.*)
- Data/Communications equipment (*phones/computers/cabbling/relocation communication tower, etc.*)
- Hazardous Materials Assessment & Abatement (*if applicable*)
- EPA erosion control inspections (“*Stormwater Prevention Pollution Plan*” (SWPPP) *if applicable*)
- Builder’s Risk/All Risk insurance
- Construction phase Contingency budget

PRELIMINARY CONCEPT PLAN BUDGET SUMMARY

■ OPTION 1: 60 BED LEC & COURTROOM RENOVATIONS ON EXISTING SITE	
Construction Budget (Hard Costs).....	\$ 10,731,920
Project Overhead Budget (Soft Costs).....	\$ 1,824,430
Relocation of Communications Tower	\$ 260,000
Total Project Budget.....	\$ 12,816,350
■ OPTION 2: NEW 60 BED JUSTICE CENTER ON A “GREENFIELD” SITE	
Construction Budget (Hard Costs).....	\$ 12,993,040
Project Overhead Budget (Soft Costs).....	\$ 2,208,820*
Total Project Budget.....	\$ 15,201,860*

**(Option 2 Soft Costs do not include Greenfield site acquisition or extending City utilities to the selected site, if necessary.)*

■ **OPTION 3: MAINTAIN & TRANSPORT**

Out-of-County Transport & Housing Cost (total cost over 20 years)	<u>\$ 10,744,009*</u>
Total Project Budget (20 year NPV in 2016 dollars)	\$ 6,698,040*

(Transport & Housing costs will continue into perpetuity or until a new jail is constructed, and are forecast to continue growing exponentially. For example, the present value of 30 years of these Transport & Housing costs is equal to \$15,076,777 vs. \$6,698,040 for 20 years. A 20-year present value amount is used above to compare with a typical construction bond. **Note that the August 2014 NJS Inspection and “Out of Compliance” Notification to Washington County may make this Option 3 not viable.)*

■ **OPTION 4: CLOSE & TRANSPORT**

Out-of-County Transport & Housing Cost (total cost over 20 years)	<u>\$ 25,246,141*</u>
Total Project Budget (20 year NPV in 2016 dollars)	\$ 16,670,248*

**(As with Option 4, Transport & Housing costs will continue into perpetuity or until a new jail is constructed. For example, the present value of 30 years of these Transport & Housing costs is equal to \$29,877,891 vs. \$25,246,141 for 20 years.)*

Estimated construction costs are summarized below. Due to the nature of a Preliminary Design, costs are based on historical square foot costs, plus lump sum costs and allowances for special items. Costs are budgeted for the Spring 2016 Construction Bid Market.

In order to create a “secure perimeter” for the Jail structure, the roof is constructed of concrete planks, which inherently provide the basis for a future floor, if the footings and foundation are designed accordingly. The following 60 Bed concept for Washington County would be designed to permit the future expansion of another 30 or 60 Beds on the second story if ever needed

■ **OPTION 1: 60 BED LEC & COURTROOM RENOVATIONS ON EXISTING SITE**

Construction Budget (Hard Costs)

New Construction:

Jail Facility (60 beds, some double occupancy cells) 19,729 GSF at \$327.54/SF	\$ 6,462,040
Law Enforcement Offices Addition 2,510 GSF at \$208.82/SF	\$ 524,140
Secure Courthouse Connector Tower (stairs, elevator) 1,720 GSF at \$188.67/SF	\$ 324,510
Sallyport Rebuild (includes demolition + new construction) 1,268 GSF at \$191.90/SF	\$ 243,330
Mechanical/Electrical Equipment Rooftop Penthouse 2,318 GSF at \$68.56/SF	\$ 158,920
Sitework Allowance at 7% (Grading/Sidewalks/Miscellaneous Sitework, etc.)	\$ 522,870
North Parking Lot Allowance (70 Parking Spaces + Driveways, etc.)	\$ 130,330

Renovation:

Food Service/Kitchen (former Jail Exercise space) 1,015 GSF at \$179.85/SF	\$ 182,550
Law Enforcement & County Attorney Offices (includes former jail space) 8,066GSF at \$98.10/SF	\$ 791,270
County Courtroom Expansion/Renovation 2,197 GSF at \$130.80/SF	\$ 287,370
County Clerk Magistrate Relocation (former 2 nd Fl. County Att’y space) 712 GSF at \$94.83/SF	\$ 67,520

Cost Projections

Secure Inmate Access to District Court (former 3rd Fl. County Att’y space) \$ 37,100
508 GSF at \$73.03/SF

Basement Evidence/File Storage (former Detective offices) \$ 24,340
826 GSF at \$29.47/SF

Project Budget Totals:

Construction Budget Subtotal \$ 9,756,290
Design Phase Contingency at 10% \$ 975,630

OPTION 1 Construction Budget Total (Hard Costs) **\$ 10,731,920**

Project Overhead Budget (Soft Costs)

Project Overhead Budget (Soft Costs) at 17% \$ 1,824,430
(Includes: A/E Consultant Fees, Site Survey, Soil Borings, Movable Equipment & Interior Furnishings,
Data/Communications Equipment & Cabling, Soil & Concrete Testing, Reimbursable Expenses,
Construction Document Printing, Builder's Risk Insurance, Construction Contingency)

Relocation of Communications Tower \$ 260,000
(Motorola budget 11/21/2014 - \$257,623 for New Tower installation)

OPTION 1 Project Budget Total **\$ 12,816,350**

■ OPTION 2: NEW 60 BED JUSTICE CENTER ON A “GREENFIELD” SITE

Project Budget Projection:

New Construction¹:

Jail Facility (60 beds, some double occupancy cells).....	\$ 6,483,000
19,793 GSF at \$327.54/SF	
Law Enforcement Offices	\$ 1,811,100
8,673 GSF at \$208.82/SF	
Courts/Court Support	\$ 2,464,070
9,434 GSF at \$261.19/SF	
County Attorney Offices.....	\$ 340,380
1,630 GSF at \$208.82/SF	
Mechanical/Electrical Equipment Rooftop Penthouse	\$ 150,830
2,200 GSF at \$68.56/SF	
Sitework Allowance at 5%.....	\$ 562,470
(Grading/Drives/Sidewalks/Parking, etc.)	

Project Budget Totals:

Construction Budget Subtotal	\$ 11,811,850
Design Phase Contingency at 10%	\$ 1,181,190
Construction Budget Total (Hard Costs).....	\$ 12,993,040
Project Overhead Budget (Soft Costs) at 17%*	\$ 2,208,820*
<small>(Includes: A/E Consultant Fees, Site Survey, Soil Borings, Movable Equipment & Interior Furnishings, Data/Communications Equipment & Cabling, Soil & Concrete Testing, Reimbursable Expenses, Construction Document Printing, Builder's Risk Insurance, Construction Contingency) Relocation of Dispatch & Communications, etc.)</small>	
OPTION 2 Project Budget Total.....	\$ 15,201,860*

***NOTE: The above Soft Costs do not include the costs of site acquisition, or extending City utilities to the site, if necessary.**

¹ All GSF areas are from Programming Summary

■ **OPTION 3: MAINTAIN & TRANSPORT**
(Maintain the current Jail, continue transporting and housing prisoners out-of-County when over capacity)

TRANSPORT & HOUSING COSTS

Because of the Nebraska Crime Commission’s “grandfather” clause regarding jails built prior to the implementation of Nebraska Jail Standards, Washington County has had the ability to maintain their existing Detention Center (built in 1978) and continue transporting prisoners when they reach capacity. Additionally, the County could continue to transport difficult prisoners because they are unable to hold them safely.

Option 3 determines the cost associated with transporting the prisoners plus their room and board considering the estimated quantity of inmates and the duration of incarcerations. This budget compiles 20 years of projected boarding and transport expenses in order to correspond to the likely length of a construction bond, for comparison with the other Options. The Net Present Value (NPV) of 20 years of expenses can then be compared on equal terms with the estimated construction budget (2016, the anticipated construction bid date). ***It must be noted that these estimated Boarding & Transport costs do not end at 20 years, but would continue indefinitely, or until the County builds a jail to hold the growing population, leaving the County vulnerable to fluctuations in locally available beds and/or rates.*** These estimated costs and associated assumptions are as follows:

Projected annual cost of out-of-County Transport and Housing:

Washington County currently boards prisoners in other county’s facilities only when they are full or otherwise unable to hold a prisoner. For purposes of evaluating between two options, (1) build a new jail and renovate the existing facility, or (2) transport prisoners when unable to hold them, future transport and housing costs must be projected. Transport and housing costs for a new facility would be zero since it would be sized to accommodate county populations well into the future. The projected costs account for anticipated county jail populations, local boarding rates, travel distances and associated costs, and inflation (projected at 3.33% where applicable). These are presented below:

Projected Transport & Housing Costs:

Total costs (sum) for transport and housing over 20 years:	\$ 10,744,009
Net Present Value (NPV) of transport and housing costs	
amortized over 20 years (w/ 3.46% discount rate):	\$ 6,698,040

These *Option 3* Maintain & Transport costs must be paid for by the County out of annual tax receipts, without the benefit of bond funds. Finally though, the **August 2014** NJS Inspection and “**Out of Compliance**” Notification to Washington County ***may make this Option 3 not viable.***

(See Table on following page for details).

OPTION 3 Projected Transport & Boarding Costs

**Washington County LEC
Projected Transport & Boarding Costs**

Year	Boarding Costs	Transportation Cost	Personnel Cost	Total Costs Per Year	Rate of Inflation	3.33%
					Bond Rate	3.46%
2012	\$ -	\$ -	\$ -	\$ -		
2013	\$ -	\$ -	\$ -	\$ -		
2014	\$ 32,634	\$ 2,403	\$ 1,758	\$ 36,795		
2015	\$ 58,574	\$ 5,081	\$ 3,155	\$ 66,810		
2016	\$ 85,023	\$ 7,340	\$ 4,580	\$ 96,943		
2017	\$ 113,533	\$ 9,748	\$ 6,115	\$ 129,396		
2018	\$ 144,250	\$ 12,309	\$ 7,770	\$ 164,328		
2019	\$ 177,303	\$ 15,026	\$ 9,550	\$ 201,879		
2020	\$ 212,856	\$ 17,904	\$ 11,465	\$ 242,225		
2021	\$ 251,763	\$ 21,005	\$ 13,561	\$ 286,328		
2022	\$ 293,536	\$ 24,277	\$ 15,811	\$ 333,623		
2023	\$ 338,340	\$ 27,723	\$ 18,224	\$ 384,287		
2024	\$ 386,379	\$ 31,350	\$ 20,811	\$ 438,540		
2025	\$ 437,773	\$ 35,154	\$ 23,579	\$ 496,506		
2026	\$ 493,843	\$ 39,228	\$ 26,599	\$ 559,671		
2027	\$ 553,826	\$ 43,498	\$ 29,830	\$ 627,155		
2028	\$ 617,981	\$ 47,969	\$ 33,286	\$ 699,237		
2029	\$ 686,466	\$ 52,640	\$ 36,975	\$ 776,080		
2030	\$ 759,560	\$ 57,515	\$ 40,912	\$ 857,986		
2031	\$ 839,164	\$ 62,721	\$ 45,199	\$ 947,085		
2032	\$ 924,136	\$ 68,154	\$ 49,776	\$ 1,042,066		
2033	\$ 1,014,688	\$ 73,809	\$ 54,653	\$ 1,143,150		
2034	\$ 1,111,170	\$ 79,695	\$ 59,850	\$ 1,250,715		
2035	\$ 1,213,908	\$ 85,814	\$ 65,384	\$ 1,365,106		
2036	\$ 1,325,675	\$ 92,340	\$ 71,404	\$ 1,489,419		
2037	\$ 1,444,618	\$ 99,117	\$ 77,810	\$ 1,621,545		
2038	\$ 1,571,177	\$ 106,152	\$ 84,627	\$ 1,761,956		
2039	\$ 1,705,766	\$ 113,450	\$ 91,876	\$ 1,911,092		
2040	\$ 1,848,876	\$ 121,018	\$ 99,585	\$ 2,069,478		
2041	\$ 2,004,102	\$ 129,062	\$ 107,945	\$ 2,241,109		
2042	\$ 2,169,075	\$ 137,395	\$ 116,831	\$ 2,423,302		
2043	\$ 2,344,322	\$ 146,023	\$ 126,270	\$ 2,616,616		
2044	\$ 2,530,457	\$ 154,954	\$ 136,296	\$ 2,821,707		
2045	\$ 2,727,934	\$ 164,184	\$ 146,933	\$ 3,039,051		

Sum 20 Year Costs
of Boarding Out Inmates
\$ 10,744,009

NPV of 20 Year Costs
of Boarding Out Inmates
\$6,698,040

NPV of 25 Year Costs
of Boarding Out Inmates
\$10,404,790

NPV of 30 Year Costs
of Boarding Out Inmates
\$15,076,777

■ **OPTION 4: CLOSE & TRANSPORT**
(Close the current Jail, begin transporting and housing all prisoners out-of-County)

TRANSPORT & HOUSING COSTS

In contrast to *Option 3*, *Option 4* evaluates closing the Washington County Jail and transporting all prisoners from that point on. A portion of the current Jail would be used as a temporary Holding Facility while beds are arranged at another Jail. *Option 4* determines the cost associated with transporting the prisoners plus their room and board considering the estimated quantity of inmates and the duration of incarcerations. Like *Option 3* this budget compiles 20 years of projected boarding and transport expenses in order to correspond to the likely length of a construction bond, for comparison with the other Options. The Net Present Value (NPV) of 20 years of expenses can then be compared on equal terms with the estimated construction budget (2016, the anticipated construction bid date). *Like Option 3, these estimated Boarding & Transport costs do not end at 20 years, but would continue indefinitely, or until the County decides to rebuild and reopen a fully code and NJS-compliant jail.* These estimated costs and associated assumptions are as follows:

Projected annual cost of out-of-County Transport and Housing:

As noted with Option 3, Washington County currently boards prisoners in other county's facilities only when they are full or otherwise unable to hold a prisoner. Future transport and housing costs are again projected. Transport and housing costs at a new facility would be zero since it would be sized to accommodate county populations well into the future. The projected costs account for anticipated county jail populations, local boarding rates, travel distances and associated costs, and inflation (projected at 3.33% where applicable). These are presented below:

Projected Transport & Housing Costs:

Total costs (sum) for transport and housing over 20 years:	\$ 25,246,141
Net Present Value (NPV) of transport and housing costs	
amortized over 20 years (w/ 3.46% discount rate):	\$ 16,670,248

(See Table on following page for details).

*Finally, like *Option 3* these *Option 4* Close & Transport costs must be paid for by the County out of annual tax receipts, without the benefit of bond funds.

OPTION 4 Projected Transport & Boarding Costs

WASHINGTON COUNTY LEC

Projected Transport & Boarding Costs

Year	Boarding Costs	Transportation Cost	Personnel Cost	Total Costs Per Year	Rate of Inflation	3.33%
					Bond Rate	3.46%
2012	\$ -	\$ -	\$ -	\$ -		
2013	\$ -	\$ -	\$ -	\$ -		
2014	\$ 478,264	\$ 35,243	\$ 25,760	\$ 539,267		
2015	\$ 519,043	\$ 45,054	\$ 27,957	\$ 592,053		
2016	\$ 560,826	\$ 48,452	\$ 30,207	\$ 639,485		
2017	\$ 605,179	\$ 52,000	\$ 32,596	\$ 689,775		
2018	\$ 652,268	\$ 55,700	\$ 35,133	\$ 743,101		
2019	\$ 702,238	\$ 59,557	\$ 37,824	\$ 799,619		
2020	\$ 755,272	\$ 63,574	\$ 40,681	\$ 859,527		
2021	\$ 812,242	\$ 67,815	\$ 43,749	\$ 923,806		
2022	\$ 872,678	\$ 72,227	\$ 47,004	\$ 991,910		
2023	\$ 936,767	\$ 76,814	\$ 50,456	\$ 1,064,037		
2024	\$ 1,004,735	\$ 81,580	\$ 54,117	\$ 1,140,432		
2025	\$ 1,076,719	\$ 86,525	\$ 57,995	\$ 1,221,239		
2026	\$ 1,154,066	\$ 91,740	\$ 62,161	\$ 1,307,967		
2027	\$ 1,236,035	\$ 97,151	\$ 66,576	\$ 1,399,762		
2028	\$ 1,322,908	\$ 102,763	\$ 71,255	\$ 1,496,925		
2029	\$ 1,414,867	\$ 108,574	\$ 76,208	\$ 1,599,649		
2030	\$ 1,512,216	\$ 114,590	\$ 81,451	\$ 1,708,258		
2031	\$ 1,616,884	\$ 120,938	\$ 87,089	\$ 1,824,911		
2032	\$ 1,727,754	\$ 127,512	\$ 93,061	\$ 1,948,327		
2033	\$ 1,845,066	\$ 134,310	\$ 99,379	\$ 2,078,755		
2034	\$ 1,969,200	\$ 141,337	\$ 106,065	\$ 2,216,602		
2035	\$ 2,100,510	\$ 148,598	\$ 113,138	\$ 2,362,247		
2036	\$ 2,241,802	\$ 156,267	\$ 120,748	\$ 2,518,817		
2037	\$ 2,391,251	\$ 164,186	\$ 128,798	\$ 2,684,235		
2038	\$ 2,549,333	\$ 172,364	\$ 137,313	\$ 2,859,010		
2039	\$ 2,716,495	\$ 180,805	\$ 146,316	\$ 3,043,616		
2040	\$ 2,893,261	\$ 189,516	\$ 155,838	\$ 3,238,615		
2041	\$ 3,083,266	\$ 198,703	\$ 166,072	\$ 3,448,040		
2042	\$ 3,284,175	\$ 208,181	\$ 176,893	\$ 3,669,249		
2043	\$ 3,496,555	\$ 217,953	\$ 188,332	\$ 3,902,840		
2044	\$ 3,721,059	\$ 228,027	\$ 200,425	\$ 4,149,511		
2045	\$ 3,958,184	\$ 238,402	\$ 213,197	\$ 4,409,782		

Sum 20 Year Costs
of Boarding Out Inmates
\$ 25,246,141

NPV of 20 Year Costs
of Boarding Out Inmates
\$16,670,248

NPV of 25 Year Costs
of Boarding Out Inmates
\$22,804,928

NPV of 30 Year Costs
of Boarding Out Inmates
\$29,877,891