



**Champaign County Board Facilities Committee**  
**County of Champaign, Urbana, Illinois**

**MINUTES – APPROVED 11/06/2014**

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DATE: Tuesday, October 7, 2014  
TIME: 6:00 p.m.  
PLACE: Lyle Shields Meeting Room  
Brookens Administrative Center  
1776 E. Washington, Urbana, IL 61802

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**Committee Members**

<b>Present</b>	<b>Absent</b>
Stan James (Chair)	
	James Quisenberry (Vice Chair)
Josh Hartke	
Jeff Kibler	
Gary Maxwell	
Giraldo Rosales	
Rachel Schwartz	

**County Staff:** Kirk Kirkland (Building and Grounds Manager); Deb Busey (County Administrator); Van Anderson (Deputy County Administrator of Finance); Sheriff Dan Walsh (Sheriff's Office); Linda Lane (Administrative Assistant)

**Others Present:** Chris Alix, Jim McGuire, and Patti Petrie (Champaign County Board); Dennis Kimme (Kimme & Associates); Chuck Reifsteck (GHR Engineers and Associates, Inc.) Jim Gleason (GHR Engineers and Associates, Inc.)

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**MINUTES**

**I. Call to Order**

Committee Chair James called the meeting to order at 6:02 p.m.

**II. Roll Call**

A verbal roll call was taken and a quorum was declared present.

**III. Approval of Agenda**

**MOTION** by Mr. Rosales to approve the agenda; seconded by Mr. Kibler. Upon vote, the **MOTION CARRIED unanimously.**

**IV. Approval of Minutes**

A. September 2, 2014

**MOTION** by Mr. Maxwell to approve the minutes of the September 2, 2014 meeting; seconded by Mr. Hartke. Upon vote, the **MOTION CARRIED unanimously.**

**V. Public Participation**

None

**VI. Communications**

None

**VII. Sheriff's Office Operations Master Plan**

A. *Progress Update of Sheriff's Operation Master Plan by Gorski Reifsteck Architects and Kimme & Associates*  
Mr. Reifsteck started by saying that several updates had already been given to the committee working with this, but that this is the first presented to the Facilities Committee. He summarized items A through C and explained

why item C was divided into two sections. He explained that the pause in services between the A and C items in the next phase was because if there was enough information about the downtown facility to possibly not continue to pursue options there, this would be the time to discuss that.

Mr. Kimme said a key part is figuring the housing configuration of the jails in the future and to do that they need to get data on the kinds of inmates that are there. He cited one of the good things from the ILPP report was the development of a much better objective classification of the inmates. Mr. Kimme said they have done a scoring on the inmates and have excellent classification data but it is only from the fall of 2013. He summarized the data regarding population and classifications at both facilities. He remarked the downtown jail is the junior partner in terms of detention with numbers varying widely and in the early part of the year had been functioning as an overflow facility. He said the classification system being implemented led to re-designation of some of the housing pods at the downtown jail for specific classification purposes. Mr. Kimme discussed some other recommendations from ILPP that were implemented and how the designations affected the downtown facility.

Ms. Schwartz asked how much of the population increase was seasonal. Mr. Kimme replied that for the past four years it appears to be up in the summer and down near Christmas. Mr. James asked if they peak and need the beds, does classification still do as it's supposed to. Mr. Kimme answered there is one maximum-medium unit out of necessity because the numbers don't match existing capability. He said there is also a medium-minimum unit and there is some crossover.

Mr. Maxwell said that 10 years ago the population was over 300, dropped to around 200, and is now up again. He asked if the numbers were reality or perception and why. Mr. Kimme said the numbers are real but he has no idea why. Sheriff Walsh commented that nationwide the numbers are going down. He noted that in 2003 the County had a different State's Attorney and presiding judge who did things differently than the current State's Attorney and presiding judge. He said they have asked local police not to make custodial arrests unless it's a constant repeat offender or a serious offence. He did point out that the people in the jail are serious offenders and aren't in for petty offenses.

Mr. Kimme stated that when the numbers get low at the downtown jail it becomes very staff inefficient. He said the numbers constantly go up and down but staff remains consistent. He discussed the female population and said with only two housing units for them it becomes difficult using classifications. He said classification is easier with the males because there are more housing units available.

Mr. Kimme discussed booking numbers and how it affects staffing and managing and said they did a 20 day snapshot off of classification data. He stated that the maximum security category was 28% in the snapshot. He said that classification is for someone with a class X felony that carries a minimum 20 year sentence. Ms. Petrie asked how much the percentage makeup on the chart has been shifted with the new classification system, especially in the maximum area. Mr. Kimme replied 5-10% lower but that the average number of prior arrests per inmate in the snapshot was 11.1.

Mr. Kimme indicated that classification largely affects housing. He said Chief Deputy Jones puts it in a good way when he says they should talk about capabilities rather than capacity. He noted that the capabilities needed impact the affected capacity. He said there are several classifications where the people shouldn't be put in dormitories or double occupancy. He said that 96% of the cells here are dormitories or double occupancy, but by using the classification system some double occupancy cells only have one inmate. Mr. Kimme briefly explained the number of beds available. He stated when they added a fourth bunk to the sleeping pockets at the satellite they didn't add showers, visiting areas, programs, or day room space. Mr. Kimme said they concluded that the shortages in the facility on the program and support side come from the fact that the facilities are supporting more capacity than they were designed for.

Ms. Petrie asked if there was an analysis on the frequently returning people related to the subset of those with mental health needs. Mr. Kimme replied that the classification system tells if something is wrong with a person, but that he has never run across data with motivations for returning to jail. Mr. Kimme noted that 9% of inmates in the snapshot are assigned special housing status. He said they found the same thing as ILPP regarding the conditions. He said one thing they looked at with the existing housing is if any can be renovated to properly accommodate the population, and concluded that it cannot. Mr. James said the average number of prior arrests per inmate is 11.1 and there should be a way to track why someone returns. He felt they had the information but not in the form Ms. Petrie would like. Mr. Kimme replied that was not in the mission they were given.

Mr. Kimme stated that as architects and engineers they saw more optimism in terms of the ability to correct problems. He summarized the renovations and additions that could be done downtown, but that there are still staff inefficiencies. Ms. Petrie said she understood they could gut the entire interior of the downtown jail because all the support is from the exterior walls, changing how they could configure things, and asked if that was part of their thought. Mr. Kimme said it is a column and beam structure that could be entirely gutted. Mr. Reifsteck pointed out that the cell walls on the first floor are supporting the cells on the second floor. Mr. Kimme stated that if they gutted the whole thing they would spend as much or more than new construction.

Mr. Kimme proceeded by stating that law enforcement is one of the more challenging problems. He noted that due to space shortages the Sheriff's office has experienced, they have evidence storage in seven different locations and record storage in eight locations. He said he'd asked their law enforcement person for an estimate of square footage needed and was told 20%. He said there are jail areas they could recapture and re-designate as law enforcement space, but the work release area wouldn't be reclaimed for jail space. He commented that if additions are made at the satellite jail space for storage could be incorporated. He indicated that it is not just a jail issue but also a law enforcement issue. Ms. Petrie asked how many more square feet they needed for evidence. Mr. Kimme said 20% more than current.

Mr. Kimme reported that their security person is of like mind with ILPP in that the entire security system downtown needs to be replaced. He said that if they keep it as a jail, half of the door frames need to be cut out. He also said communications are substandard. Mr. James asked if that wouldn't be the case anywhere if they don't keep up with technology. He said they need a plan and a budget so improvements can be made in steps and felt that should be stepped up because of the 24 hour use. Mr. James said they will likely have the same lock issues in 20 years even if they build. He stated that if they build he would like a plan included that looks at these things every five years. Mr. Kimme said some of the issues are because its 30 years old and they can no longer get parts.

Mr. Kimme stated their jail staffing expert saw the higher counts at the downtown jail when he was there and those are the numbers he used. He said their staffing person felt that if nothing changed downtown, the pods were operated the way they have to be, and per classifications, that the facility shouldn't be used any more. He summarized the staff to inmate ratio at both facilities and how modern pod design affects that ratio. He noted that the male group and the female group in one pod are managed by a single officer and said for privacy issues, liability protection, and the interests of the inmates, the female group should be managed by a female officer. Mr. Kimme provided their staffing recommendation for 1<sup>st</sup> and 2<sup>nd</sup> shifts. He went over the original design and how the enhanced visibility worked in some areas but not in others. He also said the Master Control unit doesn't work for the evening shift since an office can get pulled away to deal with bond money, visitation, etc. He indicated that when staff is low, they count on that person to be their backup.

Mr. Kimme stated that he asked their staffing person if there is a possible staff savings with consolidation and in what areas they would be. He felt that economically a two facility solution is probably less expensive to build than a single facility solution. Mr. Kimme summarized the numbers if Master Control is consolidated. He also noted that people are going back and forth between the facilities several times a day. He summarized the savings that he was given by their staffing person, but noted that these are only ball-park figures at this point.

Ms. Petrie asked if they were looking at the positive effects of the possibility of having two facilities. Mr. Kimme reported that they are trying to quantify and qualify. He summarized the pros and cons of having the downtown facility. Mr. McGuire commented that if they have two buildings there will be two separate systems to maintain. He asked if they keep the downtown jail can it be reconfigured enough to maintain the different classifications. Mr. Kimme said the best way to use downtown would be to keep the double occupancy, but it would not work for special needs inmates. He felt that whatever they do they will still need separate housing to address the special needs groups.

Mr. Reifsteck reported that water is creating a lot of issues at the downtown jail. He said there is a lot of deterioration of masonry on the exterior walls, water is getting into the walls, the roof needs to be replaced now, and water is creating problems with the steel window lintels and they probably need to be replaced. He said the windows need new glazing to get more natural light inside, the floors that aren't concrete or terrazzo need to be replaced, doors and frames need work, cabinets are beat up, and there is no handicap accessibility. Mr. Reifsteck also said that they have reviewed the facility with respect to the existing buildings code and believe it should have a sprinkler system.

Mr. Gleason reported that the mechanicals and electrical at the downtown facility need to be replaced as they don't meet current codes. He said the security fixtures and plumbing fixtures are obsolete and parts can no

longer be found for them and the mechanicals that heat and cool the building don't meet current energy codes. Mr. Gleason also said the temperature control system leaks, parts can't be found, finding a mechanic that knows how to work on it is hard, and it should go. He indicated that the generator is under sized and won't keep law enforcement operations going unhindered during a power outage and said it needs to be replaced. He said the building is behind the times in regards to codes and efficiencies.

Ms. Schwartz exited the meeting at 7:10 pm.

Mr. Reifsteck said the satellite jail roof needs to be replaced and the water penetration of the pre-cast panels needs to be stopped. He also said many of the interior finishes are wearing out and there are water issues with the showers that need to be repaired. Mr. Gleason said some thought had been given to expansion when it was built because the sprinkler line has provisions for two more zones. He said it has the same temperature controls as downtown and noted that there have been issues with refrigeration and compressor failures. He also pointed out that neither building has a place to isolate people with infectious diseases. Mr. Gleason said it has a modern fire alarm system, adequately sized generator, and the right kind of distribution. He felt that some thought was given to those systems for expansion as well.

Mr. James asked for a best guess on how long the systems are good for at the satellite jail. He also asked if the pipes at the downtown facility were galvanized or copper. Mr. Reifsteck didn't have the answer but said he does have that information in his notes. Mr. James felt they need to let people know there are going to be issues at the satellite jail and said they don't want to add on to a building if in 20 years there are going to be big issues. He said he doesn't see the County having a plan to maintain the facilities and wants upper management to make sure a budget is there for maintenance. Mr. Gleason stated that some systems need more maintenance than others and no piece of equipment has an infinite life. Mr. James said they have looked at both buildings and heard the reports about the downtown jail being deplorable. He said the satellite jail walls and flooring look bad and there's no storage space. He stated these are hard questions and hard issues so they rely on those with the expertise and only see what's given to them until after the fact. He agreed that GHR and Kimme have Champaign County's best interests at heart.

Mr. Kimme stated that the contract says they would take a break at this point to allow a discussion leading to a decision stating they wanted to continue with the full study continuing to keep the downtown jail options alive, or drop the downtown jail from consideration. He said there are two contexts for dropping the downtown jail; one is dropping the jail, and the other is to not consider it for law enforcement either. Mr. Kimme said they are asking for direction on how to proceed at this point.

*B. Recommendations to County Board Regarding Downtown Correctional Center and Final Phase of Gorski Reifsteck Contract for Sheriff's Office Operations Master Plan*

Sheriff Walsh stated that if they decide to abandon the downtown jail entirely, the land would presumably have some value that could pay off bonds. He said that if they remodel they will need to move prisoners to Kankakee at a cost of about \$1 million. He also said that his understanding is the building needs to be vacated to do this work, so staff will have to be moved twice and that there is no space in the County to put them. Mr. James asked the committee for discussion before a motion was made.

Mr. Hartke asked if renovating the old nursing home had been considered for Sheriff's law enforcement space. Mr. Gleason replied it had not. Mr. Hartke agreed with the Sheriff that it isn't good to move prisoners to Kankakee. Mr. Hartke said that if they double up on facilities they are setting themselves up for the next 40-50 years having two systems to maintain. He said he is leaning at looking at the most efficient way to make the satellite jail dynamic enough to deal with the classification needs, programming space, etc. and find entirely new uses for the downtown jail keeping the Sheriff's team there as long as they can. He suggested in the long run, rather than building an all new Sheriff's office, he would like to see them explore the idea of getting them in the old nursing home. He also felt they could rent or build a relatively cheap secure building for storage.

Mr. Rosales feels they don't have much information and said he was expecting more of a quote or financial comparison. He thought there would be some temporary housing issues if they put a new pod on the satellite. Mr. Kimme explained it would probably be a phased project and gave an overview of how it might be done. He said they knew they wouldn't have costs now and that is part of the next stage. He indicated that there had been some interest in reducing the amount of work done in the next stage if they decided the downtown jail wasn't worth saving. Mr. Rosales said he is hearing they should scrap the downtown jail and add onto the satellite jail, which he felt is the same path they were on 2-½ years ago. He also felt the engineers, this committee, and the facility director have indicated they should build sooner rather than later. He felt he didn't have enough information to make an informed decision.

Mr. Anderson explained that the contract was set up to get the detailed analysis they asked for, but if the data said abandon the downtown jail they wouldn't pay for the full, detailed analysis. He said if they want a detailed analysis including both facilities they can do that, but it will cost more. He stated it was set up this way in case, when they got to this point, if there was so much information that said they shouldn't be looking at the downtown jail they could quit looking at it and go with the option of looking at the satellite jail expansion for the jail operations and also looking at the Sheriff's operation. He said this contract will get the detailed information, but it's a question of do they want to continue looking at both facilities or do they want to take the information provided to date and make an interim decision saying it's no longer feasible to look at the downtown facility.

Mr. James said that when he hears the issues and costs in the downtown jail he feels if they are going to invest money in a good study he is in favor of looking at the satellite jail. He said ILEAS is a good partner and the old nursing home should be leased to them as long as they want to lease it. Mr. James said to get the best response for the money they shouldn't be looking at both buildings. He said the downtown jail isn't a simple fix and will cost a lot of money. He thinks they will get better details if they concentrate on the Satellite jail and moving the Sheriff's office there. Mr. James said he was in favor of keeping the downtown jail until he heard all the issues. He said they should give them the direction and let them give us the answers, but said it doesn't mean it will get done.

Mr. Hartke clarified he didn't mean to keep the Sheriff downtown permanently. He said he didn't want to kick ILEAS out of the old nursing home and said he was under the impression they had some space they could possibly renovate and expand into. Mr. Anderson pointed out that ILEAS leases the entire facility.

Mr. Kibler thought everyone would lean toward the Satellite jail but agrees with Mr. Rosales that he doesn't have enough information to make his recommendation. He said he is pleased there may be options for the downtown jail. He said there is some consideration with what the state will do, but thought they will see more mental health cases get into to the jail and fears they will become the mental health institution of Champaign County more than they are today. Mr. Kibler felt the downtown jail is a good option for creating those unique environments needed with the classification system. He doesn't think he could support not having the downtown facility as part of the study. He feels the downtown option is worth a lot of stock and shouldn't be thrown out of the study. Sheriff Walsh said that a possible remodel would not be for special needs inmates, only for minimum class. Mr. Kimme confirmed that housing at both facilities doesn't work for special needs inmates. Mr. Kibler asked what the overall bed capacity looks like if the recommendations are put into play. Mr. Kimme said he hasn't gotten to that point yet.

Mr. Maxwell stated he is inclined to go with one facility because it is more efficient. He said he doesn't want to keep a building if they don't need it. He felt they have two problems, both dealing with money. He said the problem for the next three years is they don't have money for a new roof. He said the problem after that is how they are going to fund a major reconstruction or addition program. Mr. Maxwell said the immediate problem is how they are going to stop enough of the leaks downtown and at the satellite until they actually get to a construction program. He felt the most efficient way is to consolidate everything at the satellite jail.

Mr. Rosales felt there are three problems: renovating the downtown is one price; building and additional pod is a second price; and bringing the satellite up to modern times that will last another 20-30 years is another price. He also wanted to know what it would cost to combine the new pod with the additional costs estimated to repair the current issues at the satellite. He felt in looking at the size of the community and building a structure that will provide safety for officers and inmates is going to be a lot more than just attaching a building to it. He also wasn't sure attaching a new building to an old building would be feasible. He didn't feel abandoning the downtown and going with something new was an option at this time due to costs.

Mr. James remarked that they at the point in the contract where they need to give direction. He explained that more study at the downtown jail is not part of the original scope and will cost more money. He stated they have seen the limited options and know the conditions, and there is still the inefficiency of staff, transportation and the fluctuation of putting the classifications in. Mr. James said they know the downtown jail isn't going to work for what they need it to. He commented that they have been studying the downtown jail for 10 years and said it's time to make some hard choices. He said he favored keeping the downtown jail but after seeing the facts some direction needs to be given. **MOTION** by Mr. James to proceed to give direction to add on to the satellite jail for the Sheriff's operation and any needed bedding deemed necessary for the next 20 years of need, and to look at repairs that are needed at the satellite jail; seconded by Mr. Hartke.

Mr. Kibler wanted to know the cost of doing nothing for the next five years. He asked how much life the downtown jail has if they do nothing, and what would be the cost to maintain it for the next 3-5 years. Mr. Gleason replied that the mechanicals and electrical will cost more and more each year to fix as they wear out, but couldn't speak to the Sheriff's operations or the jail operations.

Ms. Busey clarified that the decision they are being asked to make is to spend an additional \$17,000 on the Gorski Reifsteck contract for them to include the downtown jail in continuing consideration. She said that it doesn't mean they are going to use the downtown jail. Ms. Busey said if it's not included they are limiting future decisions to just the satellite. She noted the committee can forward this to the full board and she thinks they will have a similar full discussion there. Mr. Kibler wanted to know if they pass a recommendation would it go before the full board for a vote before they act on it. Ms. Busey replied yes. Mr. James noted it goes with a recommendation rather than just a pass through. Mr. Rosales clarified that the recommendation was dropping #2 and #3. Mr. James said he was saying focus on the expansion and moving everything because they are piecemealing it and are back at square one. He said he doesn't want to spend \$17,000 more taxpayer's dollars to have them come back and say the same thing. He noted the Sheriff and his staff keep saying it is inefficient, there are too many issues, they heard the report, and it would be limited to keep the downtown jail for anything they would envision. He stated that it doesn't mean it's going to be done because they still need to get the money. Mr. Rosales wanted clarification that the motion was to drop all three recommendations. Mr. Hartke said the motion is #3.

Ms. Busey said that option #3 eliminates continuing consideration of the downtown facility, either for a jail facility or for the Sheriff's office operations. She said option #2 potentially leaves the Sheriff's operations at the downtown facility, but excludes consideration of using it for a jail. She stated that #1 includes continuing consideration of the downtown facility for everything. Ms. Busey confirmed the motion on the floor is #3.

Ms. Petrie felt it made more sense to spend \$17,000 to give them information that will better tell what the economic indicators are to make the decision one way or the other. She said having more information gives leverage to know what other options there might be for the building and what it might cost to repair the building. She stated the Sheriff keeps pushing to demolish the building and she doesn't want to see that. She said that if she heard right, both buildings need new roofs, renovations, etc. Ms. Petrie said a decision needs to be made if they find it a better use of tax payer dollars and more efficient for the criminal justice system to focus on the satellite. She said in addition they should turn their attention to this building they own that is conveniently located across from courthouse and how it can be repurposed into the justice system.

Mr. James disagreed that the Sheriff has been pushing to have the building torn down, and said he's also talked about re-use. He said they have spent money on studies and have yet to raise a hammer. He stated the first study said it is a law suit waiting to happen and wanted to know how much more they need to know to know that it's going to cost quite a bit to renovate and use. He felt that to keep spending money knowing they need to do something is redundant.

Mr. Reifsteck clarified that they are not asking for an additional fee, but rather they have agreed to renegotiate the fee should one of the facilities be dropped from their consideration. He said the \$17,000 is really a savings from the contract they've already negotiated. Upon vote, **the motion passed by a margin of 3 to 2.**

## **VIII. Facilities Director's Report**

### *A. Update on the Brookens Administrative Center Energy Efficiency Project (project schedule attached)*

Mr. Kirkland referred to the project timeline and said they are currently running communication wires and mounting control cabinets. He noted it is slow progress but is moving forward.

### *B. Update on the Brookens IT Generator Project*

Mr. Kirkland reported that they don't have a delivery date for the generator yet. The electricians are on site and have started running conduit. He said once they have a delivery time for the generator they will generate a timeline and hand it out.

### *C. Update on the Brookens Parking Lot*

Mr. Kirkland stated that they did work on the Brookens parking lot this summer. He said they had a date to do a top coat sealant and paint, but the work but clashed with tax collection. He said the company doing the sealing only had a day at the end of October available. He said the remainder of the project has been deferred to spring because of weather problems that might arise and they wanted to make sure there wouldn't be any problems with the sealing, especially on the last coat. Mr. James noted that some of the areas filled in have

come up and are also sinking in. He wanted to know if that is going to be re-looked at. Mr. Kirkland said it will be touched up before the topcoat.

**IX. Other Business**

None

**X. Chair's Report**

A. *Future Meeting:*

**Thursday, November 6, 2014 – Jennifer K. Putman Meeting Room, 6:00 pm**

**XI. Designation of Items to be Placed on the Consent Agenda**

Mr. James stated that no items are to be placed on the consent agenda.

**XII. Adjournment**

There being no further business, Mr. James adjourned the meeting at 8:07 p.m.