

## **PROGRESS UPDATE**

### **SHERIFF'S OPERATIONS MASTER PLAN**

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**with Kimme & Associates, GHR Engineering, Engineering Resource Associates and Allied Correctional Services**

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## **BACKGROUND**

Tasks A through C of the consultant work-plan have been completed. These tasks covered the data gathering, data analysis and facility assessment phases of the work.

Yet to come in Task D is master plan option development and cost estimating.

Task E is detail space programming of the selected master plan option and Task F covers report writing and final presentations.

## **JAIL DATA ANALYSIS**

Jail data evaluated included updated average daily jail population, daily count and inmate classification data. The classification data has been available only since late last year. It is a product of implementing an ILPP recommended objective classification system through the concerted efforts of a new Sheriff's Office classification officer and an ILPP recommended consultant, Don Leach.

The bedded jail population (persons housed in the jail) has risen from a monthly average of 193 in January 2014 to 246 in August 2014. The Downtown Jail averaged as few as 25 inmates in February 2014 and as many as 55 in August with a peak day of 74 in early September. Its average from 2010-13 was only 43.8.

Four-and-a-half years of daily inmate count data (2010-September 7, 2014) shows that the highest count of the year can exceed the annual average population by 13% to 30%.

- In 2013, for example, the average annual population was 221 but the highest day was 267.
  - The female population was as low as 11 and as high as 31.
  - The male population was as low as 146 and as high as 241.
- Housing plans must accommodate these variations as well as the averages.

Booking data from 2010-2013 showed that the average daily booking total was around 20.

- Daily bookings were as few as 4 and as many as 46.
- 76% were male, 24% female.

A 20-day snapshot of daily inmate classification reports taken from the months of April 2014 through July 2014 showed the following about the average daily inmate population.

- 90% were male, 10% female.
- On average, 28% of the daily population was charged with a first degree or Class X felony, charges which carry a sentence of 20 years or more.
- 74% had a pending felony charge.
- 2% were convicted of felonies and awaiting transfer to IDOC.
- 7% had a pending misdemeanor charge.
- 2% had a pending traffic charge.

- 11% were sentenced to the jail.
- On average, 9% were assigned special housing status (medical, mental, disciplinary, administrative segregation, protective custody).
- The number of prior arrests per inmate averaged 11.1.

## CAPABILITIES AND BED CAPACITY

Proper classification and inmate management as defined by ACA standards and commonly accepted professional practice calls for **single occupancy detention rooms** for many special classifications of inmate: disciplinary, administrative segregation, protective custody, maximum security and certain medical and mental health populations. And most of that should be in single level settings, not the predominantly double-tier settings of the existing jails (double-tier = cell-over-cell with adjoining two-story tall dayroom).

Based on the single occupancy practice and current housing assignments the existing jails provide **236 beds** of capability, not the 313 beds commonly referred to by previous consultants.

- The 313-bed figure came from adding bunks to existing housing, i.e. institutionalizing the overcrowding of existing cellblocks and overstressing designed support capabilities.
- The original designed capacity of the two jails was 254 (84 Downtown, 170 Satellite).
- An application of American Correctional Association (ACA) standards and current Illinois jail and plumbing code standards to the existing jails would also substantially reduce their bed capacities.

## BUILDING EVALUATION – FUNCTIONAL/OPERATIONAL

The consultant agrees with many of the basic physical plant conclusions of previous NIC and ILPP reports.

- The environment provided by the Downtown Jail is “depressing”.
- The physical condition of the Downtown Jail is “deplorable”.
- The conditions in which mental health and medical health inmates are confined within the booking areas of both facilities are extremely poor and must be remedied.
- Separate housing for females should be created such that they benefit from complete sight, sound and physical separation and privacy from male inmates.
- The Downtown Jail design precludes use of modern supervision/surveillance approaches which, if available, would greatly improve safety and security over current conditions
- The direct supervision model of operations should be adopted if possible.
- The housing at each facility is so uniform in construction and characteristics that it denies inmates tangible physical plant incentives to behave thus limiting the overall effectiveness of the inmate classification system.
- The Downtown Jail is not ADA or IAC compliant.
- The Satellite Jail can be expanded.
- Sheriff's law enforcement facilities, while functional, lack adequate evidence and records storage space and staff training and support space.

The consultant also finds that depressing and deplorable conditions at the Downtown Jail are more addressable than previous consultants imagined.

- This involves significant work uncovering all detention room and dayroom windows, providing new day room furniture, installing new artificial lighting and re-painting throughout the jail, among other things.

The consultant also finds that architectural changes can be made to alter the Downtown Jail housing pods such that they could be either direct supervision or podular remote style pods, thus providing constant “eyes-on” security and addressing the fundamental security complaint about those pods.

- This would involve the gutting and renovation of the center core of the pods and the conversion of some cells to showers, video visitation space and pod storage/janitor closet space.
- ADA compliant detention rooms and showers would also have to be created.
- Inmate-to-staff ratios could be improved to acceptably staff-efficient levels.

The consultant finds that **none of the existing cellblocks are adequate for the housing of mental and medical health inmates nor can they be made to be so.**

- None of the housing is truly appropriate for the housing of disciplinary, administrative segregation or protective custody inmates.
- Sufficient numbers of small-scale cellblocks, consistent with the needs of the classification system, are not available to female inmates.

These special housing needs can only be met by providing new, properly designed space at the Satellite Jail where there is room to add.

## JAIL SECURITY SYSTEMS

Security systems and hardware at the Downtown Jail are antiquated, inadequate, and difficult to repair.

- All security systems and much of the security hardware need to be replaced at the Downtown Jail.
- Parts are unavailable for most locks and other equipment in the jail.
- Renovations need to include replacement of about half the cell doors with new doorframes and remote release security locks.
- All locks need to be replaced and mechanical locks on inmate housing must be converted to electric remote release locks.
- The security control system has to be totally replaced and provide additional redundancy between the Master Control position and the local housing pod control positions.
- Additional cameras are needed as is integration of the intercom, lock control, lighting and camera systems.

Security systems and hardware at the Satellite Jail are in better shape than at the Downtown Jail but have deficiencies which also require system improvement.

- Master Control needs to have redundant control of all cellblock detention room doors and booking area doors.
- Emergency egress control of exit doors from main corridors and the exercise area needs to be improved.
- A new security system that allows lighting, some outlets and inmate telephone control and integrates the control of locks, lights intercoms and cameras is needed.

## JAIL STAFFING

### The Downtown Jail

The staffing consultant (Allied Correctional Services) finds that the **Downtown Jail** facility is inherently staff-inefficient.

- Inmate-to-staff ratios are inefficiently low assuming the pods are utilized at proper (and lower) bed capacities (25 to 1 in one pod and 35 to 1 in the other).
  - The Downtown jail is particularly inefficient when its population is low such as when it averaged 29.5 in the first half of 2014 (it was over 60 at the time of the evaluation reaching 74 just before the on-site review).
- The cellblocks in the housing pods can only be intermittently monitored which, unfortunately, means that in terms of safety “while the staff control the corridors, the inmates control the

dayrooms”. As a result, more staff would be needed to attain the higher levels of safety and security inherent in modern housing designs that facilitate constant “eyes-on” monitoring.

- To facilitate exercise, minor medical exams, or visits other than video visits requires extra staff (modern housing pods integrate these functions into pod designs thus allowing them to efficiently use existing pod staff to manage them).
- The current use of isolating holding cells for mental health, non-contact, psych watch and other special needs inmates at the Downtown Jail jeopardizes inmate and staff safety.

If the Downtown Jail remains as is, the staffing consultant recommends that the Downtown Jail no longer be used as a jail.

If Downtown Jail pods can be modified to attain constantly staffed direct supervision or podular remote designs, and can also attain better inmate-to-staff ratio in housing (such as 40-to-1 or better), the recommendation to abandon the facility would not apply. Even so, **a renovated facility could never be as staff efficient as a facility with newly designed housing pods**. Further, none of the housing pods by their fundamental nature lend themselves to conversion to appropriate special needs housing for medical and mental health inmates, a deficiency whose resolution is one of the major objectives of the master plan.

### Current Staffing Deficiencies and Recommendations

Under current operations both jails need **additional staff** to attain needed safety and security and to adequately respond to inmate and public needs.

- It is recommended that the Downtown Jail add a roving officer on first and second shifts (+3.5 FTE with shift relief factors considered) to assist with East/West Officer backup, monitoring and movement of isolation or “special needs” inmates to exercise, medical, visitation etc., and to assist with supervision of all inmate exercise, library or other programs.
- It is recommended that the Satellite Jail add at least one dedicated housing support officer on all three shifts (+5.3 FTE) because the inmate-to-staff ratios of 82-to-1 and 100-to-1 in Pods A and B, respectively, are too high to be adequately managed, including emergency responses, by current staff. Also, either the new rover or the pod officer in Pod A needs to be a female officer to better respond to the needs of the female inmates recently moved there. The existing rover position will be assigned to a rover post that has primary supervision of inmate programs, inmate workers, other internal inmate movement such as to visitation, medical etc., assist with booking a peak times and meal and break relief as needed. (ILPP recommended a doubling of staff).
- It is recommended that a second sergeant’s post (+5.3 FTE) be created at the Satellite Jail to enhance supervision of security, program and the intake area activities.

### Possible Staff Savings with Consolidation

A local correctional system having two jails will be less staff efficient than one having a single consolidated facility. Since the analysis of this issue is in progress the following are simply some preliminary thoughts on possible savings assuming that the staff additions recommended above are made.

- A consolidated Master Control might save one post (-5.3 FTE) but would require the addition of 30 hours of civilian visitor reception staff (+0.75 FTE).
- Staff time involved in transportation of new intakes and releases between the two facilities will be saved.
- Correctional staff time involved in transporting meals, commissary, supplies, etc. will be saved.
- Housing Pod officers could do more to manage functions at new pods that now require extra officers at the Downtown Jail to facilitate, such as exercise. This might save exercise/movement officer time (-1.77 FTE).

Preliminarily, it looks to the consultant that from 5 to 10 FTE could be saved through consolidation if the *current* housing and functions at the Downtown Jail were in fact at the Satellite Jail in more staff-efficient pod designs. Again, as noted above, more work still needs to be done in this area to verify the estimates, and the estimates assume making the recommended staffing additions.

### Fiscal Savings per 24/7/365 Staff Saved

Saving one 24 hour, 7 day per week, 365 day per year (24/7/365) post saves 5.3 full-time equivalent staff (FTE) based upon a recent shift relief factor (SRF) calculation for Champaign County.

At a current cost of \$53,388 per year per correctional officer for salary and fringes, a single 24/7/365 post over three shifts costs the county \$283,491 per year.

At 2.5% inflation per year, saving 5.3 FTE would save county taxpayers a total of \$7,241,669 over 20 years not counting the costs of training and unavoidable overtime. Two posts in savings (10.6 FTE) would accrue \$14,483,338 in life cycle savings.

### Qualitative Benefits of Facility Consolidation

Qualitatively, the following are some of the staff-related benefits of a consolidated facility:

- **More flexibility** in the use and allocation of staff.
- **Better administration**, management and oversight with the potential for reducing overtime costs.
- **Supervisory staff on all shifts.**
- Greater **accountability.**
- **Flexibility** in officer utilization resulting from all staff being at one location. This would provide more consistency and efficiency in performing critical security functions.
- **Elimination of inmate transports** between the two facilities. This enhances safety and security as the potential for escapes or attempted escapes during transports is significantly reduced.
- Consolidation and improved delivery of inmate **services and programs.**
- Reduce and simplify the management and coordination of **facility maintenance and repairs.**
- **Simplification** of staff training by having one facility and one security system to learn and operate.
- Replacement housing will be **more staffing efficient** than existing Downtown Jail housing.
- More efficient contract nursing and mental health staff in delivering inmate health care services.
- All **special needs inmates** in one location allowing for a more efficient and coordinated services.
- Greater simplicity for the **public and service providers** in knowing with certainty where they need to go to have desired contact with inmates.
- Law enforcement staff, if also on the same site, could provide critical **back-up** in emergencies.

### SHERIFF'S LAW ENFORCEMENT SPACE

Law enforcement space at the Downtown Jail is deficient in certain ways and not able to accommodate future needs as is.

- Evidence storage is scattered throughout the facility in eight (8) different locations, some of which are very awkward places such as a mechanical fan room. Other places provide questionable security. This is highly inappropriate for the storage and security of materials essential to the prosecution of criminal cases.
- Law enforcement records storage is scattered throughout the facility in seven (7) different locations and on both levels of the facility, including within the jail security perimeter.

- There is inadequate Shift Sergeant, staff locker and physical conditioning space.
- The facility lacks large-scale meeting and training space.

If the jail function remains downtown there is no room to expand unless a.) the former work-release dormitory and the southwest corner of the jail can be re-assigned as law enforcement space and b.) prove sufficient to long-term needs of both law enforcement and the jail (needs which are, as of now, undetermined until Task D is completed). The southwest corner includes the old booking, health care and records area adjacent to master Control.

However, if the jail closes there is certainly sufficient space to expand although under that circumstance the majority of the building would be vacant. Further, the county would be disassociating law enforcement from the jail thus eliminating the potential for immediate emergency back-up to the jail by law enforcement staff.

## **BUILDING EVALUATION – TECHNICAL**

### **DOWNTOWN FACILITY**

Significant exterior maintenance work and interior repairs to and replacement of finishes are required to reestablish the integrity of the downtown Urbana Sheriff's Office and Jail facility, and to maintain it over the next twenty years. In addition, to facilitate the new mechanical installations required throughout the facility, nearly every ceiling will require demolition and replacement to access mechanical equipment items and duct runs. This large amount of interior work will require relocation of both the Sheriff's Offices and the County Jail to allow its efficient completion-for a period of time, preliminarily estimated as 12 months.

Of immediate importance is the replacement of the building's roofing system which currently allows water infiltration into walls, which then causes the six to eight active leaks noted throughout the facility (though concentrated in the Jail portion).

There is observable damage to the exterior masonry requiring removal and replacement of large sections of the brickwork: steel lintel deterioration; vertical cracking at corners; parapet movement, blow-outs, crazing and spalling of brick surfaces; open head and movement joints at parapets and walls; and much efflorescence (the white mineral build-up apparent on the exterior wall surfaces). A number of the exterior doors (both personnel doors and overhead doors in the sally port) will require replacement due to deterioration or deformation. All of the security windows in the Jail will require removal and replacement with new energy efficient security windows, while the storefront windows, vestibules and doors should have the weatherizing gaskets replaced. While of lesser importance, there is work required on the surrounding site and landscaping due to deterioration of hardscape items or the vegetation's maturity.

As already noted, almost all ceilings will be removed and replaced throughout the facility as part of the mechanical system upgrades required. All soft flooring surfaces should be replaced as the carpet is either worn or stained. Vinyl composition tile floors display shrinkage and loosening with age and should be replaced as well. Most plastic laminate counters and cabinets are chipping and have doors and drawers which no longer function well. The Jail portion should have its walls and hard ceilings patched and repainted over a period of 10 years (on a continual cycle), while the Sheriff's Offices should be entirely repainted over a 20 year cycle. All door hardware in the Sheriff's Office should be replaced with accessible

lever hardware. Numerous additional items require repair or replacement due to accessibility requirements, damage or worn condition.

### MECHANICAL/ELECTRICAL/PLUMBING SYSTEMS (MEP)

Work required in the Downtown Jail will take virtually all the MEP systems out of service for upgrade, if not full replacement. Work in an existing building is always at a cost penalty due to the need to remove old systems followed by the difficulty of penetrating existing building elements coupled with space constraints.

The HVAC system in the Downtown Jail has exceeded its useful life but can't simply be replaced with new of the same type due to energy code requirements. Given the cost of energy, a geothermal system would serve the County's needs well. Such a system is feasible but would use much of the unencumbered land around the building which would complicate, if not eliminate, any potential for future expansion on the site.

Current needs for evidence storage need to be quantified in terms of area so the commensurate climate controlled environment can be created. No such system exists anywhere in either of the jails. Creating it in the Downtown Jail would require new mechanical space to be created which will put further pressure on use of available space.

The majority of the electrical distribution system in the Downtown Jail will need to be split into life safety, back-up and normal power distribution to allow generator back-up of the facility. The generator itself needs replaced with a considerably larger unit. This work will require more space.

Virtually all lighting in the building needs replaced to respond to current energy codes and reconfiguration of the spaces themselves. In a related vein, lighting circuits need to be separated into branches that are appropriately fed by the generator.

Sprinkler work will likely require total replacement of the existing system in order to comply with current design requirements and to adjust for reconfigured space.

The extent and magnitude of the MEP work needed in this building will require the existing ceilings to be removed. Further, the building will not be occupiable during the process of these MEP upgrade / replacements.

### SATELLITE JAIL FACILITY

This newer Satellite Jail facility is now approaching the age of 20 years, and is exhibiting fewer but still noticeable needs for repairs and replacements to maintain its overall integrity. Like the downtown facility, the roofing system again should be replaced immediately to address the numerous interior leaks observed, as well as the rooftop membrane shrinkage noted. Recent investigations by structural engineers employed by the County have highlighted the need to aggressively reduce water infiltration into the building's pre-stressed, insulated concrete, bearing wall panels. This situation requires further engineering study (outside the scope of this master plan report). Removing roof water infiltration is helpful, but additional routing and filling of cracks in the wall panels, replacement of sealant joints between the panels, and coating the exterior

walls with an elastomeric water barrier paint system have been recommended by an independent structural engineer and should be undertaken immediately as well.

The window systems of the Satellite Jail are in better condition comparatively and require only minimal repairs, the same is true of the exterior doors-although one overhead door of the sally port should be replaced since it frequently requires repair visits. Few instances of required site work, either to the hardscape items or the landscape items were noted.

Damage to the interior surfaces and finishes of the facility will again recommend that the Satellite Jail have its walls and hard ceilings patched and entirely painted on a ten year cycle. Most of the vinyl composition flooring and carpeting will require replacement, and limited amounts of the suspended ceiling systems as well. Numerous additional interior items require repair or replacement due to damage or worn condition.

### MECHANICAL/ELECTRICAL/PLUMBING SYSTEMS (MEP)

This facility was programmed in several ways for future expansion. From an MEP standpoint, new systems can be added without disturbing existing operations. Ideally any new HVAC systems would be geothermal. There is plenty of space available for a geothermal borefield without constricting future developments.

The existing sprinkler system is already configured for future expansion. The addressable fire alarm can easily be expanded to cover more area. The electrical service appears sized for future expansion.

Certain deficiencies noted in the MEP assessments need to be rectified. In a scenario involving a new addition, the prisoners could easily be moved out of existing locations into new space. That would free up the existing systems for required remedial work and improvements. Following completion of that work, the entire downtown jail / sheriff operation would move to the Satellite facility.

### ANOTHER PRICE OF RENOVATING THE DOWNTOWN JAIL

While the team has not yet reached the point where project cost estimates are to be made (Task D), one cost is probably somewhat knowable now. To make the architectural, mechanical, security and design changes needed at the Downtown Jail it would have to **close for roughly one year**. All inmates that cannot be absorbed at the Satellite would have to be housed elsewhere. If one assumes, for example, a need to rent an average of 45 beds per day at \$70/day for per diem and transport from Kankakee County (as the resource most able to accommodate that scale of need) the annual cost to the county be around \$1,149,750. Doing such long distance transports also carries with it greater security risks and the possibilities of court schedule disruption due to severe winter weather.

This cost could be somewhat or fully offset by the addition of new housing at the Satellite Jail site in a first phase depending upon how much and what kind of bed space is built. However, the critical first goal of new housing would be to get mental and medical inmates out of the booking areas of the facilities and to no longer use booking areas as long-term housing. Thus some new housing would already be spoken for and not be available to accommodate the Downtown detainees.

An additional cost would be that **alternate or rental space** would need to be found for at least 16,125 square feet of displaced Sheriff's **law enforcement space** (their current amount). The costs of two moves would also have to be borne.

## **DECISIONS NEEDED**

1. Is it acceptable to consider Downtown Jail and Sheriff's Facility renovation options that would require the rental of bed space from other jurisdictions, inmate transportation to and from those jurisdictions, and the provision of temporary rental office space for law enforcement operations?
2. Should the Downtown Jail be eliminated from further consideration?
3. Should the Downtown Jail and Sheriff's facility be eliminated from further consideration?