



RICHARDSON COUNTY

LAW ENFORCEMENT CENTER

NEEDS ASSESSMENT STUDY



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planning
architecture
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management

Needs Assessment Study
for
RICHARDSON COUNTY LAW ENFORCEMENT CENTER
Falls City, Nebraska

August 13, 2013

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I. EXECUTIVE SUMMARY AND RECOMMENDATIONS

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

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

It is evident that Richardson County has experienced an extended decline in population over several decades, which is typical during a time when a majority of Nebraska counties have lost a significant portion of their population. As of the 2010 U.S. Census, Richardson County had a population of 8,363 inhabitants. The County population has been decreasing since 1930, and the rate of decrease is projected to continue over the next 30 years. By 2050, the County population is projected to be around 6,400 inhabitants, a decrease of 23%. While the decreasing population will undoubtedly bring changes to the County, the government will also be challenged to meet the needs of the remaining citizens. In regards to the needs of the jail, the County should seek to increase operational efficiency and reduce operational liabilities as the County population decreases.

Overall, Richardson County appears to have a well functioning criminal justice system. While the County maintains a relatively low rate of violent crime, the majority of arrestable offenses are alcohol or drug related (DUI's alone account for 15% of all arrests). The following data presents a general picture of various categories of inmates being held in the Richardson County jail:

- 23.7% of holds are of 21-24 year olds, yet this age group represents only 4.1% of the County population.
- 81% of holds are male, although the number of female holds has been increasing and creates a classification challenge because they need to be sight and sound separated from male prisoners.
- 76% of admissions are held less than 7 days.
- Males serve longer sentences than females, on average. 66% of females are held 1 day or less (49% of males), while 8.6% of males are held more than 31 days (1.3% of females).
- 75% of admissions are charged with or convicted of misdemeanors or ordinance violations.

The current Richardson County Jail is housed in the County Courthouse building, which was constructed in 1924. It occupies portions of the upper three levels within the Courthouse. The Sheriff's Offices are located on second floor, separated from the Jail, which occupies parts of the third and fourth levels. Designed long before Nebraska Jail Standards was established in 1980, the existing Jail facility fails to comply with nearly every section of chapter 15 of these standards (which were enacted to "lessen the potential for successful litigation against local officials"). In addition, the jail fails to technically comply with the letter of the fire code. The Fire Marshal, however, has reluctantly approved the County's strategies to bring the facility into compliance. Even so, conditions are less than ideal. For instance, should a fire block the main entrance into the jail, the inmates and staff would be forced to climb stairs up to the fourth level, pull down an exit stair that sits directly above the stair they just climbed up, and exit out onto the roof of the courthouse. If anyone failed to make it up the third level stairs before the stair to the roof were pulled down, they would find their path blocked.

Because of its antiquated design, the Richardson County Jail is very difficult to manage. Two jailors operate the Jail during the day shift, with one at each of the last two shifts. One of the main problems with the facility is that the Jailors are separated from the jail units, and are therefore unable to directly view the inmate population without the use of cameras. They currently occupy a station on the third floor that functions as a Master Control, a Booking Area, and a Public Lobby, with very little security or efficiency.

In order to forecast the number of beds Richardson County would need to board inmates in the future two methods are used, the Linear Regression method of projection and the Incarceration Rates method of projection. The purpose of these methods is to evaluate recorded County Jail data and extrapolate it in order to determine future bed requirements. While both methods project an increase in the number of beds necessary for the jail to serve the County through 2045 (30 years), they differ slightly in degree. The Linear Regression method projects that the jail will need 20 beds to serve the County in 2045, while the Incarceration Rate method projects 34 beds will be needed. The median between these two projections would recommend the County anticipate a need of 27 beds in 30 years.

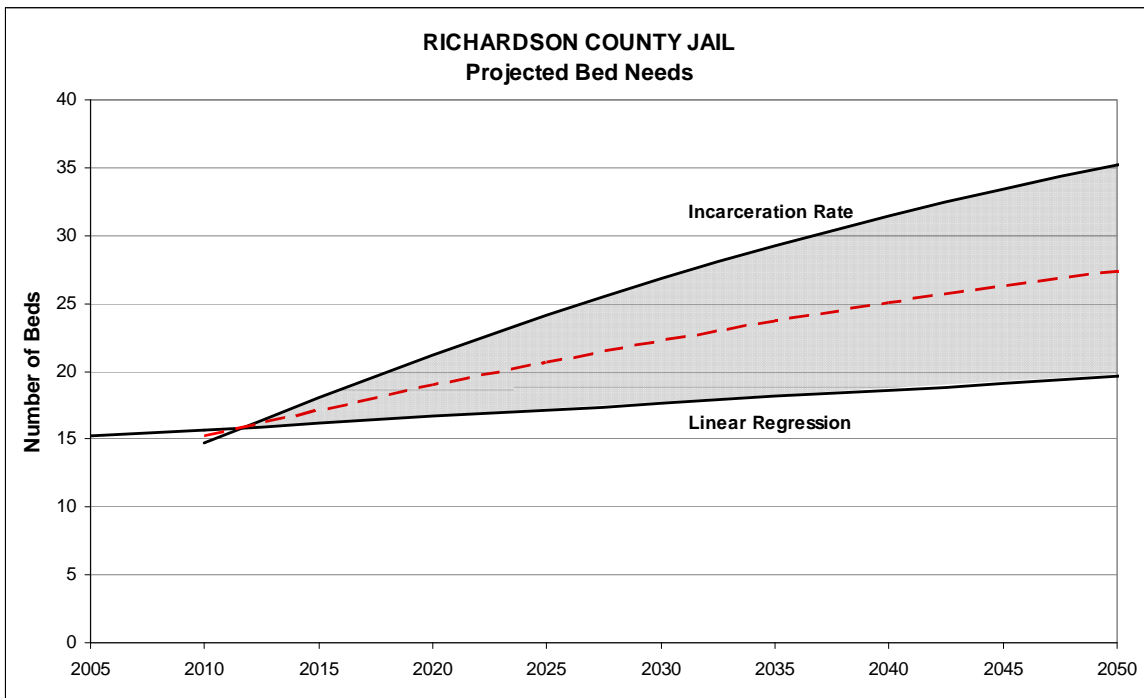


Figure 28

Taking into account the jail capacity projections, it is recommended that the County **target a range between 24 and 27 beds** to meet future jail bed needs. A 24-Bed Jail will initially be larger than the projected need, but will allow the County to grow into this space over 20 years. Additionally, it is recommended that the facility be designed to accommodate future expansion to ensure viability well into the future. A jail of this size would ensure that Richardson County has adequate space to board its inmates into the short-term future, and proper design and site selection will ensure long-term viability through future expansions.

A new 24-Bed Law Enforcement Center serving the needs of the Richardson County Sheriff’s Office would encompass an estimated 13,397 square feet. A detailed program for a 24-Bed Law Enforcement Center is included in Section VIII. **It is anticipated that a new, free-standing building which includes the spaces designated in the program should expect a project budget between \$4.0 and \$5.3 million, plus any site acquisition and utility development costs, if necessary.** This budget projection is based on national construction cost averages which have been localized to the Richardson County construction market. These represent the anticipated localized median and 3/4 construction costs, meaning that a new 24-Bed LEC project on a generic, “Greenfield” site in Richardson County would be anticipated to fall within this

range. Estimated costs for a replacement Law Enforcement Center addition and renovation project at the former Armory site will be developed in the upcoming *Preliminary Planning* phase.

Currently, the jail staff consists of 3 full-time personnel and 5 part-time personnel, plus the Sheriff who serves as Jail Administrator. Part-time positions are currently used to achieve flexibility within the staffing schedule in order to accommodate time off and avoid overtime. The jail staff is trained as both Jailors and Dispatchers because they are responsible for keeping charge of the jail as well as dispatching Sheriffs Deputies within the County. Jailors work a combination of 12-hour and 8-hour shifts, which varies between full-time and part-time employment status and the needs of the scheduling period. The current jail does not allow direct supervision of dayrooms unless a Jailor makes “rounds”, which in modern facilities is eliminated by allowing a view into multiple dayrooms from a central position. While it is recommendable that County Jails maintain a staffing ratio between 1:15 and 1:20 (staff to prisoners), facilities with less than a 40-Bed capacity should have no less than two jailors on staff at all times to reduce operating liabilities and staffing ratios are less appropriate guides.

It is anticipated that a modern 24-Bed facility will require a total staff of 12 full-time and part-time individuals, which will require the addition of 3 employees. It is anticipated that the County will add 132 hours of paid employment by adopting a schedule which maintains two Jailor/Dispatchers on duty at all times, and that this increase in staffing will result in a budget increase of \$118,857. The projected increase in staffing costs are intended to be offset by the County adding dispatch abilities, which they currently pay Falls City to provide.

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

II. INTRODUCTION

A. Background and Historical Context

Richardson County opened its current jail in 1924 as part of the new County Courthouse. Today, the Jail is located on the third and fourth levels of the Courthouse while the Sheriffs Office is located on the second level. In recent years, the jail has begun to reach its usable capacity as the County jail population has increased. While the existing facility is rated at a 16-Bed capacity, its functional capacity is much lower due to the antiquated design and presents numerous safety concerns for both prisoners and staff. Sheriff Randy Houser has communicated many of the issues to the County Board of Commissioners, as well as expressing safety concerns for the staff and liability concerns for the County.

In 2010, the County Commissioners started a process to address the safety concerns of the exiting jail by purchasing a former National Guard Armory Building on the west edge of Falls City. In April of 2013, the County continued this process by hiring Prochaska & Associates to design a renovation of the building into a new jail. A Needs Assessment Study is one of the first steps in the Nebraska Jail Standards process, and is intended to assist a County in understanding their jail needs now and into the future. The Needs Assessment Study is followed closely by a Preliminary Planning phase which identifies and ranks potential solutions to the established needs.

Prochaska & Associates has worked closely with Sheriff Houser and his staff, along with Denny Macomber and Dan Evans of the Nebraska Crime Commission, to gather the information used in the formulation of these recommendations to Richardson County. The existing Jail facility fails to comply with almost every section of the physical plant requirements of the Jail Standards and also fails to technically comply with the letter of the Life Safety Fire Code, but is allowed to continue operating because of a “grandfathered” status.

B. Study Purpose and Goals

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

1. A growing inmate population.
2. Liabilities incurred from the design and condition of the existing jail, either from violation of the Life Safety Fire Code or Nebraska Jail Standards.

In order to establish the needs of the Richardson County Law Enforcement Center now and into the future, this Needs Assessment study utilizes historical inmate population data and County records as well interviews with local officials to project future facility needs. Upon analysis of this data, a recommendation is made as to space program requirements for a County Jail to serve the community into the future and a concurrent budget range if the County were to construct a new Jail. (A budget for a partially renovated building will be developed in the subsequent phase as specific designs are created.) At the conclusion of the study, the County will have the information necessary to make an informed decision about future detention facility needs.

The overall goals of the Needs Assessment Study are:

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

- Recommend a County response to future incarceration needs
- Identify future space program, staffing needs, and the impact to annual operating costs
- Project an anticipated budget for construction based upon the recommended space program

At the conclusion of the Needs Assessment Study process, the County will have the information necessary to fully understand concerns of the Sheriffs Office with the current Jail, and will be prepared to move forward with development of specific solutions.

III. RICHARDSON COUNTY PROFILE AND POPULATION CHARACTERISTICS

A. Location

Richardson County, located in south eastern Nebraska, has an area of 556 square miles. The County is bordered by Nemaha County to the north, Pawnee County to the west, Holt County, Missouri to the east, and to the south, Nemaha, Brown and Doniphan Counties in Kansas. Major geographical features include the US Army Corps of Engineers managed navigable Missouri River on the eastern border of the County and the Big Nemaha River near the southwestern corner of the County. The lowest point of elevation in Nebraska is located in the south east corner at 840 feet above sea level.

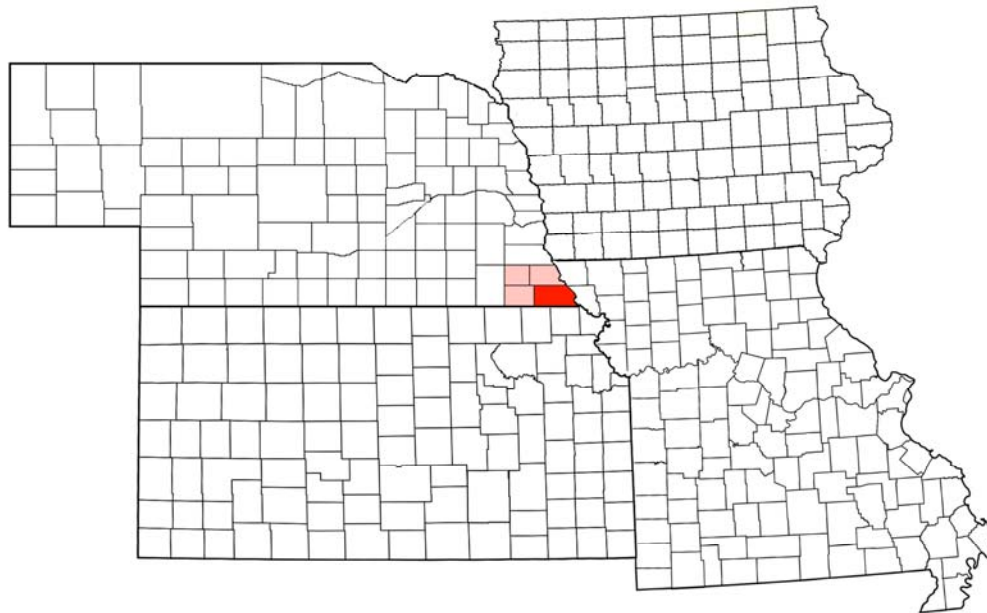


Figure 1

The County seat is Falls City (population 4,325 - 2010 census). Other incorporated cities and villages include Humboldt (877), Barada (24), Dawson (146), Preston (28), Rulo (172), Salem (112), Shubert (150), Stella (152), and Verdon (172). Two major railroad lines cross at the south edge of Falls City, the Burlington Northern Santa Fe and the Union Pacific. Along the south edge of Richardson County is the north half (approximately 14.9 square miles) of the Sac and Fox Missouri Indian Reservation – in Kansas and Nebraska. Tribal law enforcement facilities are located in Reserve, Kansas. Officers are certified for operations both on the Nebraska side and the Kansas side of the reservation. Just to the east of the Sac and Fox reservation is the Iowa (Baxoje) Indian Reservation – in Kansas and Nebraska, also with land on both sides of the border. Tribal law enforcement facilities are located in White Cloud, Kansas.

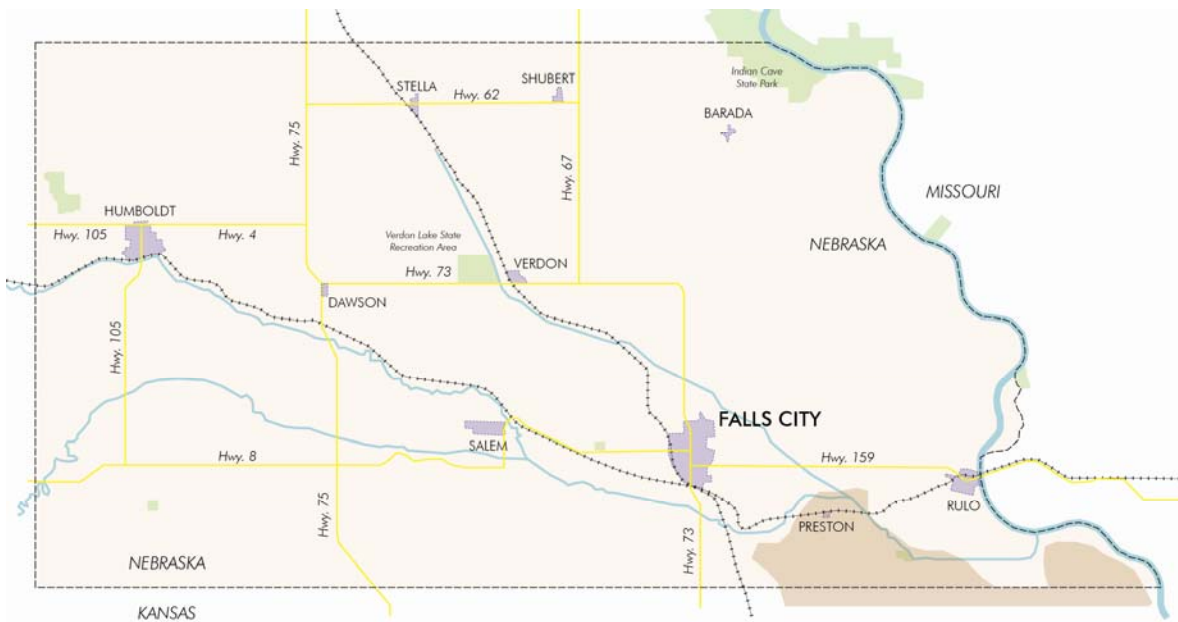


Figure 2

B. Population Profile

As of the 2010 U.S. Census, the Richardson County population was 8,363 inhabitants. Similar to many counties across the region, Richardson County has experienced decreasing population counts since the 1930 Census when it peaked at just over 19,800 inhabitants.

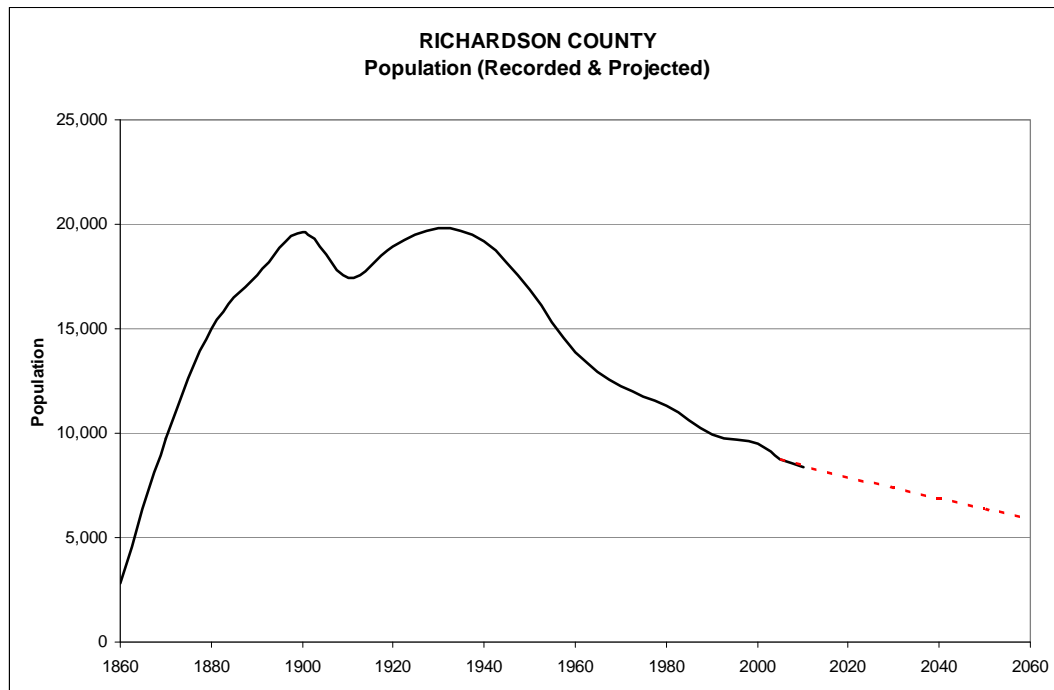


Figure 3 (Source: Bureau of Census & Nebraska Department of Economic Development)

The Richardson County population is projected to continually decrease to about 6,400 inhabitants by 2050 (Table 1). In contrast, Nebraska’s population is projected to increase during this same period with the most growth happening in and around Metropolitan, Primary and First Class Cities.

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

Year	Richardson Co.		Nebraska	
	Total	% Change	Total	% Change
2010	8,363	-	1,768,997	1%
2015	8,137	-2.8%	1,788,508	1%
2020	7,892	-3.0%	1,802,678	1%
2025	7,648	-3.1%	1,812,787	1%
2030	7,398	-3.3%	1,820,247	0%
2035	7,148	-3.4%		
2040	6,898	-3.5%		
2045	6,648	-3.6%		
2050	6,398	-3.8%		

Table 1 (Source: Bureau of Census & Nebraska Department of Economic Development)

The County is composed primarily of white individuals, although this demographic also decreased most significantly during the past decade. Over the same period, the percentage of American Indians has risen by 25% relative to a decreasing total Richardson county population. This demographic represents 3% of the total County population, and Falls City records 138 American Indians as residents. It is not known what number of American Indians live on the Nebraska side of the Sac and Fox or the Iowa Indian reservations as the Nebraska/Kansas border line bisects both reservations.

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

	2000		2010	
	Number	Percent	Number	Percent
RACE				
White	9,112	95.6%	7,886	94.3%
Black or African American	20	.2%	17	0.20%
American Indian and Alaska Native	220	2.3%	251	3.0%
Asian	10	.1%	26	0.3%
Hawaiian or Other Pacific Islander	0	0.0%	2	0.01%
Other	169	1.8%	181	2.19%
Total Population	9,531	100%	8,363	100%
Ethnicity				
Hispanic or Latino	110	1.2%	112	1.3%

Table 2 (Source: Bureau of Census)

The median age of Richardson County residents is 47.2 years which is 20% greater than the U.S. average. However, this higher median age reflects the aging of U.S. baby boomers born in the mid 1950’s. This group also rises as a percentage of the total population in rural communities due to outmigration of younger generations to urban centers. Between 2010 and 2011 the County population dropped by 73 individuals, as there were less births (201) than deaths (273). There was net migration of zero as 9 people left the County and 9 people migrated into the County. Between 2011 and 2012 there was another net decrease in population of 50 due to similar death/birth rates and net migration totals. As of 2004, 7.3% of residents aged 65 and older lived in nursing homes, compared to 5.5% for the state. As the number of people dying tends to continue to be higher than those being born in the County, it is likely that the median age will rise as the population continues to drop.

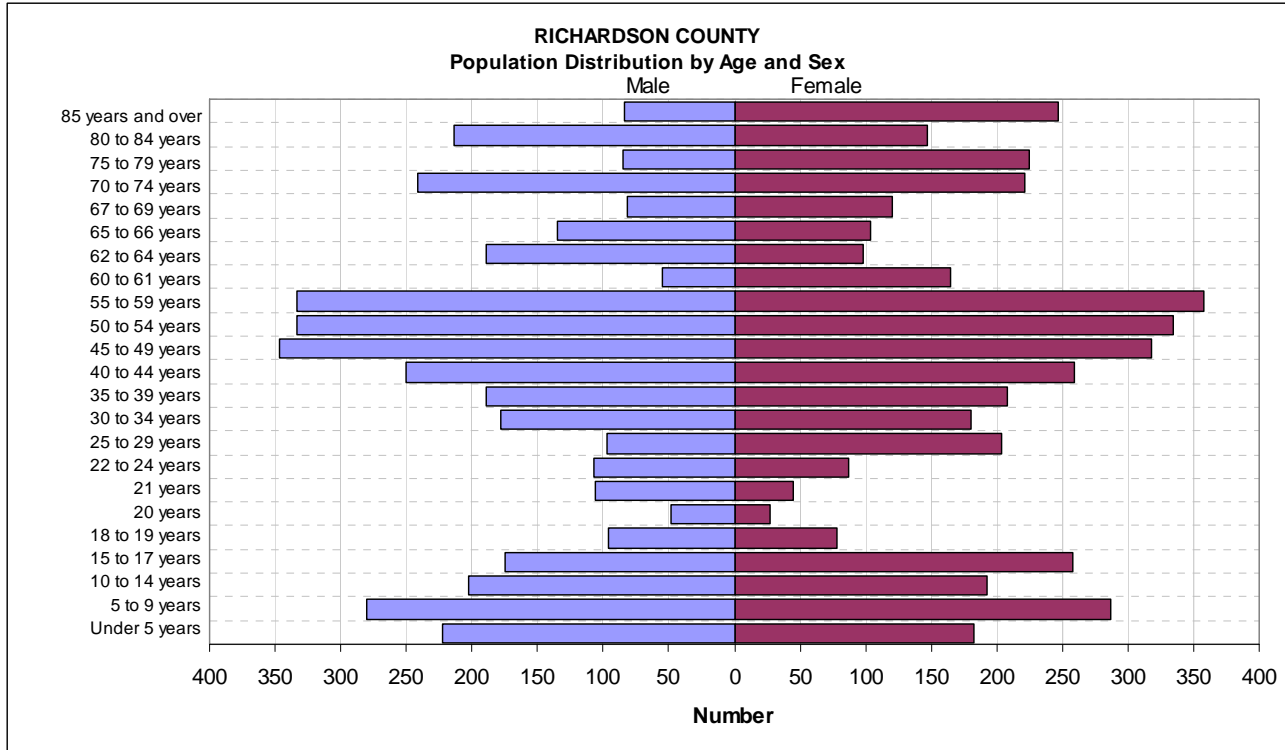


Figure 4 (Source: Bureau of Census)

C. Government

Richardson County is a Nebraska commissioner county (as opposed to a township county), and is thus governed by a Board of Commissioners comprised of three representatives from within the county. The three members of the Board are elected to four-year terms. The Board is the legal representative and guardian for the County and acts for and on behalf of the County. In Richardson County, the Board of Commissioners meets every Tuesday. In addition to the Commissioners, the voters of the County elect a Sheriff, Assessor, Attorney, Public Service Commissioner, Board of Regents representative, Nemaha NRD board member, ESU representative, Noxious Weed Board member, School Board 56 representative, School Board 70 representative, School Board 23 representative, School Board 1 Representative, Southeast Community College at Large representative, Register of Deeds, Surveyor, Treasurer, County Clerk, and Clerk of the District Court. Appointed offices include the Highway Superintendent, Veterans Services Officer, Weed Superintendent, and Emergency Manager.

Richardson County Municipalities

Municipality	Incorporation	Population
Barada	Village	24
Dawson	Village	146
Falls City	Second Class City	4,325
Humboldt	Second Class City	877
Preston	Village	28
Rulo	Village	172
Salem	Village	112
Shubert	Village	150
Stella	Village	152
Verdon	Village	172

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

Over 60% of the county's population lives within a municipality, 11.4% in villages and 26.4% (2,208 people) in the surrounding rural area. Nebraska First Class and Second Class Cities generally operate with a Mayor-Council form of government whereas villages are governed by a Board of Trustees, unless special provisions are made for alternate forms of government.

D. Economy

Economically, Richardson County is one of the corner stones of the three state area formed by Nebraska, Missouri, and Kansas. Richardson County reported \$46,357,400 in net sales for 2011, with 83% of sales in the County coming from Falls City alone. Highway 159 provides the main transportation link 24 miles to the east to Interstate 29, in Missouri, which connects to St Joseph and Kansas City to the south and Omaha to the north.

Local Economy: Richardson & Surrounding Counties

County	Population	Net Taxable Sales (2011)
Pawnee	2,773	\$9,551,932
Nemaha	7,248	\$34,826,264
Holt (Missouri)	4,912	\$45,766,857
Doniphan (Kansas)	7,945	\$25,238,000
Brown (Kansas)	9,948	\$67,859,000
Nemaha (Kansas)	10,178	\$106,838,000
Richardson	8,363	\$46,357,400
Falls City	4,323	\$40,591,879

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

The Richardson County economy is larger than Nebraska counties of similar population. In 2011, there were 2,198 people employed within the County, 73% of which lived within the County. Nearly 60% of the employed County population is employed outside of the County.

Local Economy: County Population size similar to Richardson County

County (NE)	Population	Net Taxable Sales (2010)
Butler	8,395	\$2,143,092
Cedar	8,852	\$3,118,976
Keith	8,368	\$5,212,619
Knox	8,701	\$2,358,610
Merrick	7,845	\$2,080,234
Richardson	8,363	\$46,357,400

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

The County has a median household income of \$39,512. This is nearly \$11,000 lower than the Nebraska average of \$50,296. Between 2008 and 2012 the highest rate of unemployment was 4.9% (compared to 10.6% for the U.S. and 5.7% for the state), and as of June of 2013 the unemployment rate for the County was 4.0%. Approximately 4.7% of the County lives below the poverty line, plus 8.4% at the poverty level, and when combined, is slightly above the state average of 12%. In 2011, the most recent year for which data was available, the County had an average tax rate of 1.7826%, below the state average of 1.9342%.

Richardson County Property Tax Rates

	Average Rate (%)	Taxable Value
2005	1.9090	\$ 506,304,056
2006	1.9194	\$ 535,953,789
2007	1.9321	\$ 568,530,314
2008	1.8891	\$ 660,558,398
2009	1.8599	\$ 702,951,739
2010	1.8399	\$ 775,829,650
2011	1.7826	\$ 914,230,181

Table 6 (Source: Nebraska Department of Economic Development)

The number of farms in Richardson County has decreased from 1,027 in 1969 to 707 in 2007, although the total cropland reached a peak of 245,111 acres in 1997 and recently in 2009 was at a low of 209,034 acres. Housing units have decreased with 4,574 available in 2009, 4,446 in 2010 and 4,416 in 2011, accounting for a drop of 3.5% in two years.

Richardson County Businesses by Number of Employees (2010)

Num. of Employees	Establishments
1 to 4	154
5 to 9	58
10 to 19	35
20 to 49	6
50 to 99	8
100 to 249	1
250 to 499	0
500 to 999	0
1000 or more	0
Total Establishments: 262	
Total Employees: 1,915	

Table 7 (Source: Nebraska Department of Economic Development)

The largest employers in the County are the Falls City Public School, the Community Medical Center, Watkins Aircraft Support Products, Airlanco, and the Richardson County Government. Over the course of the previous 15 years, it appears that Richardson County has seen a decrease of approximately 15% in the number of businesses operating within the County.

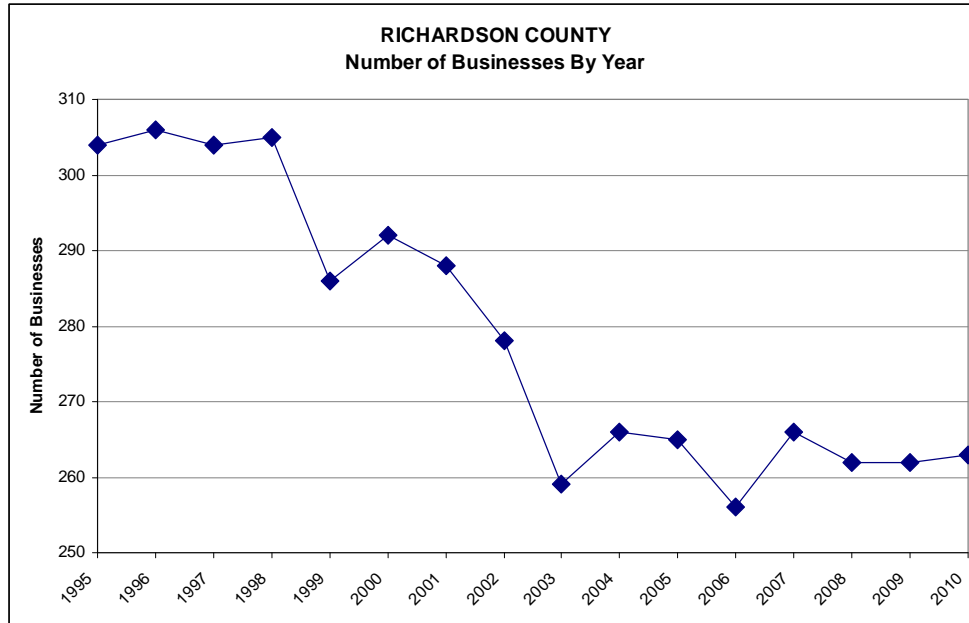


Figure 5 (Source: Nebraska Department of Economic Development)

The cost of living index in Richardson County is 76.0, which is over 6 points less than Omaha (82.9) and 24 points less than the national average (100). This represents that the cost of goods and services within the County is less than elsewhere in the country. Additionally, the County appears relatively well insulated from national economic trends, as is demonstrated by the relatively low unemployment rate during the recent recession.

E. Health and Human Services

Richardson County is a member of the Southeast District Health Department (SEHD), which also includes Johnson, Nemaha, Otoe, and Pawnee Counties.

A Critical Access Hospital, Community Medical Center, Inc, is located in Falls City. The facility has twenty two beds and two Labor Delivery Recovery Post Partum rooms. Community Medical Center, Inc is part of a local system including Hospital Admissions/ER, a Specialty Clinic, Family Medicine Clinic, Humboldt Family Medicine and a therapy facility.

The county has 9 volunteer fire departments located in the communities of Dawson (21 volunteers), Falls City Rural (28 volunteers), Falls City (30 volunteers and 2 staff), Humboldt (22 volunteers), Rulo (10 Volunteers), Salem (15 volunteers), Shubert (6 volunteers), Stella (35 volunteers), Verdon (24 volunteers). Barada to the north and Preston to the south are serviced by the Falls City Rural Fire Department.

Mental health and substance abuse services in Nebraska are provided through six behavioral health regions; Richardson County is in Region 5. A state office of Health and Human Services is located in Falls City at the County Courthouse. Blue Valley Behavioral Health has a local office in Falls City, which also serves Region 5. They provide outpatient mental health and substance abuse services for adults and children. Individual, family and marital therapy is available. In addition, Substance Abuse Evaluations, Education Groups, Medication Management and Community Support Services are available.

F. Education

Richardson County is in Nebraska Educational Service Unit Number 4. The County has three public school districts comprised of 8 school facilities outside of Falls City. There are 5 public schools and two private schools within Falls City. Of this list there are 6 schools for Kindergarten students to start at, and students finish at one of 6 area schools with High

School classes. While there are limited options for post-high school education within the county, there are numerous area colleges and universities within an hour drive or less.

Richardson County Student Enrollment (K-12)

Year	Total	Public	Nonpublic
2001-2002	2,007	1,695	312
2002-2003	1,917	1,670	247
2006-2007	1,660	1,433	227
2007-2008	1,609	1,375	234
2010-2011	1,526	1,286	240

Table 8 (Source: Nebraska Department of Education)

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

School Name	Grade	Enrolled	Free & Reduced	Percent
Falls City Senior High	09-12	256	134	52.34%
Falls City Middle School	06-08	175	98	56.00%
Falls City North Elementary School	PK-05	219	121	55.25%
Falls City South Elementary School	01-05	180	107	59.44%
Maple Grove Public School	02-08	9	-	-
Sacred Heart (private Secondary)	07-12	105	13	12.38%
Sacred Heart (private Elementary)	K-06	137	29	21.17%
Humboldt Table Rock Steinauer School Dist.				
HTRS High School	09-12	122	73	59.84%
HTRS Middle School	04-08	147	86	58.50%
HTRS Elementary School	PK-03	129	67	51.94%
Dawson/Verdon Public School Dist.				
Dawson High School	07-12	80	-	-
Dawson Elementary School	PK-06	67	-	-
South East Nebraska Consolidated High School - Stella (includes Barada, Shubert, and Stella)				
	07-12	102	-	-
South East Nebraska Consolidated Elementary School – Stella (includes Barada, Shubert and Stella)				
	K-06	81	-	-

Table 9 (Source: Nebraska Department of Education)

Individuals with a bachelor’s degree or higher constitute approximately 15.4% of the County, which is under the state average (Table 10). Additionally, a slightly higher percentage of County residents have graduated from high school than the state average. The degree of educational attainment within the County likely relates to the number of employment opportunities available for recent college and high school graduates.

Richardson County

	2000	2010	Nebraska (2010)
High School Graduate or Higher	81.8	91.2%	91.0%
Bachelor's Degree or Higher	13.6	15.4%	27.9%

Table 10 (Source: U.S. Census Bureau, American Community Survey)

G. Summary

It is evident that a decades long decline in population places the County in the majority of rural Nebraska counties having lost a significant portion of their populations. Even so, the networks of public services in the County seem to sustain a relatively good quality of life, although this network may be subject to funding issues as the population continues to shrink as projected. In regards to the needs of the jail, the County should seek to increase operational efficiency and decrease operational liabilities as the County population decreases. The status of County services and public policy as a whole has a complex but integral association with the demands placed upon the jail.

IV. CRIMINAL JUSTICE SYSTEM PROFILE

A. Law Enforcement

The County has several law enforcement agencies that operate within the county, all of which utilize the County Jail. The County is required to hold those individuals which are arrested in the County Jail or make provisions to house them within another County.

Current Resources

Falls City Police Department: The Falls City Police Department consists of eight full-time officers who operate under the Community Oriented Policing (COP) model. A full-time criminal investigator is assigned to investigate the most serious cases. The F.C.P.D. typically handles in excess of 4,000 calls for service each year. In the past five years, the department has consistently ranked with the top cities for their crime clearance rates in the State of Nebraska. The Falls City Police Department's communications center is the answering point for most of the County's 911 system, and dispatches EMS and Fire for most of the county. The communications center has enhanced 911, computer aided dispatching, computerized records management, and an NCIC/NCIS terminal. (The Richardson County Sheriffs Office currently contracts with the F.C.P.D. for 911 services, but are in the process of adding the required systems in order to self perform this function.)

Richardson County Sheriff's Office: The Richardson County Sheriff's Office is responsible for general law enforcement in areas of the County other than those served by municipal police departments (over 556 square miles) as well as for charge and custody of the jail. The current staff consists of the Sheriff, one Investigator, five Patrol Officers, eight Jailors, and an administrative assistant. The sheriff has charge and custody of the jail and its prisoners, and has duties over the jail. It is the duty of the sheriff to keep the peace, apprehend criminals and perform other duties as peace officer. The sheriff may appoint deputies but such deputies may not be the county treasurer, clerk, register of deeds or surveyor.

Nebraska State Patrol: The headquarters for Troop H of the Nebraska State Patrol is located in Lincoln, and covers the fifteen counties of south east Nebraska – Butler, Cass, Fillmore, Gage, Jefferson, Johnson, Lancaster, Nemaha, Otoe, Pawnee, Richardson, Thayer, Saline, Saunders, and Seward). State Patrol Officers are primarily focused on the reduction of traffic crashes and fatalities, but they respond to a variety of calls for service and provide assistance to local law

enforcement when necessary. Criminal Investigators are called upon to investigate thefts, computer crimes, pharmaceutical diversion and suspicious deaths.

Arrest Patterns

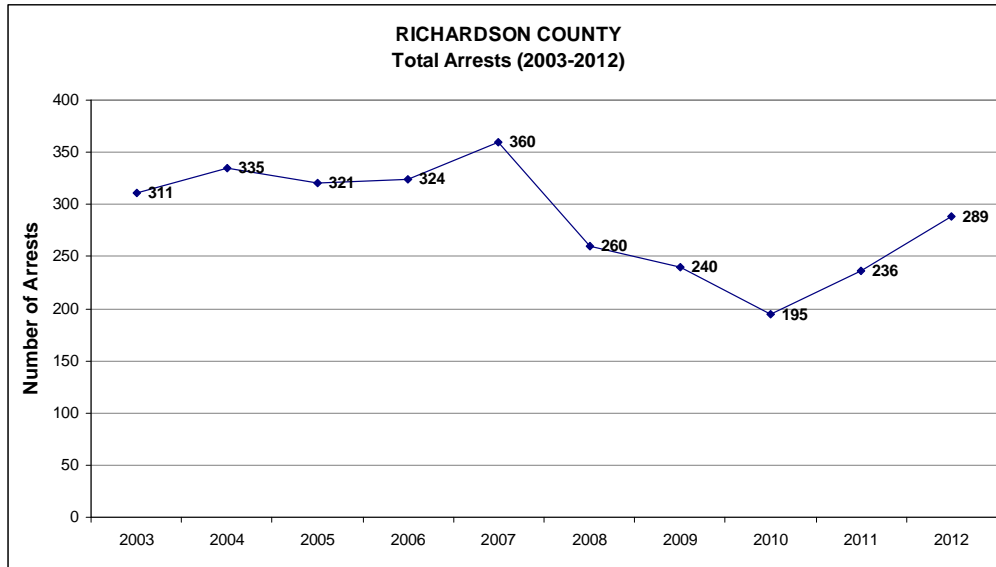


Figure 6 (Source: Nebraska Crime Commission Statistical Analysis Center)

The arrest tables on the following pages indicate that arrests over the past ten years have been fairly consistent in Richardson County. Drug and Alcohol offenses represent a significant source of arrests, as DUI’s specifically have remained a leading reason for arrest over all ten years. A comparison of the arrest patterns in the county from 2003 to 2012 reveals several items of note (It should be noted that the total number of charges total more than the Total Arrest count for that year due to multiple charges on a single arrest):

- Alcohol Issues have remained constant as the most occurring charges over the 10 year period, accounting for the highest ranking charge 8 out of 10 years between 2003 and 2012.
- Between 2003 and 2012, the total number of arrests has remained fairly consistent.
- Contempt of Court is a commonly recurring charge, ranking in the top three charges for 9 out of 10 years but only ranking and the most common charge in 2012.

Richardson County 2003 Charges by Frequency (Total Charges = 448)			Richardson County 2012 Charges by Frequency (Total Charges = 433)		
Rank	Offense	Total	Rank	Offense	Total
1	DUI	73	1	Contempt of Court	72
2	Contempt of Court	39	2	DUI	38
3	Traffic Offense	37	3	Outside County Warrant	25
4	Simple Assault	25	4	Driving Under Suspension	23
5	Criminal Mischief	24	5	Criminal Mischief	21

Table 11 (Source: Nebraska Crime Commission Statistical Analysis Center)

The preceding arrest records are in-line with comments gathered from Jail and Sheriff’s Office staff. Particularly, a recurring comment from Jail staff was the increasing problems associated with classifying prisoners, specifically those who are recently arrested on drugs or in withdrawal from drug use.

B. Court System

Prosecution and Defense Counsel

The County Attorney is elected to prosecute or defend all civil or criminal lawsuits in which the state or County is a party or interested, on behalf of the state or County. It is also the County Attorney’s responsibility to advise the County Board or County officers when requested. The Richardson County Attorney is currently vacant due to the recent resignation of the County Attorney. Deputy County Attorney Douglas Merz is acting as County Attorney until a replacement is found. There are also several local private general practice attorneys located within the County.

1st District Court of Nebraska – Richardson County

The 1st District Court of Nebraska is comprised of eleven counties, Nemaha, Richardson, Pawnee, Johnson, Gage, Jefferson, Saline, Thayer, Fillmore, Clay, and Nuckolls. The Court hears all felony criminal cases, equity cases, and civil cases involving more than \$52,000. District courts also hear appeals from certain County court cases.

The District Court utilizes three judges which travel between County Courthouses. For 2012, the District had a need for 2.91 judges based on a total weighted caseload. Richardson County is served by Judge Daniel E. Bryan Jr. who also serves Nemaha, Johnson, and Pawnee Counties. Judge Paul W. Korslund serves Gage and Jefferson Counties while Judge Vicky L. Johnson serves Clay, Fillmore, Nuckolls, Saline, and Thayer Counties. Pamela Scott serves as the Clerk of the District Court for Richardson County. The Clerk of the District Court performs the administrative duties associated with the District Court.

Richardson County – 1st District Court Filings

Year	Criminal	Regular Civil	Domestic Relations	Appellate Action	Totals
2008	14	33	99	1	147
2009	23	39	148	1	211
2010	21	64	176	2	263
2011	23	44	127	0	194
2012	14	40	158	1	213

Table 12 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

In 2012, the District Court saw 1,934 cases filed across the region, which was significantly lower than the average of just under 2,200 cases for the previous 5 years. Just under 10% of the court filings within the region come from Richardson County. Since 2008, Richardson County has averaged 205 total filings per year, 9.2% of which are criminal cases. The number of filings per year has varied quite a bit within Richardson County, with a low for the period of 147 cases in 2008 and a high of 263 cases in 2010.

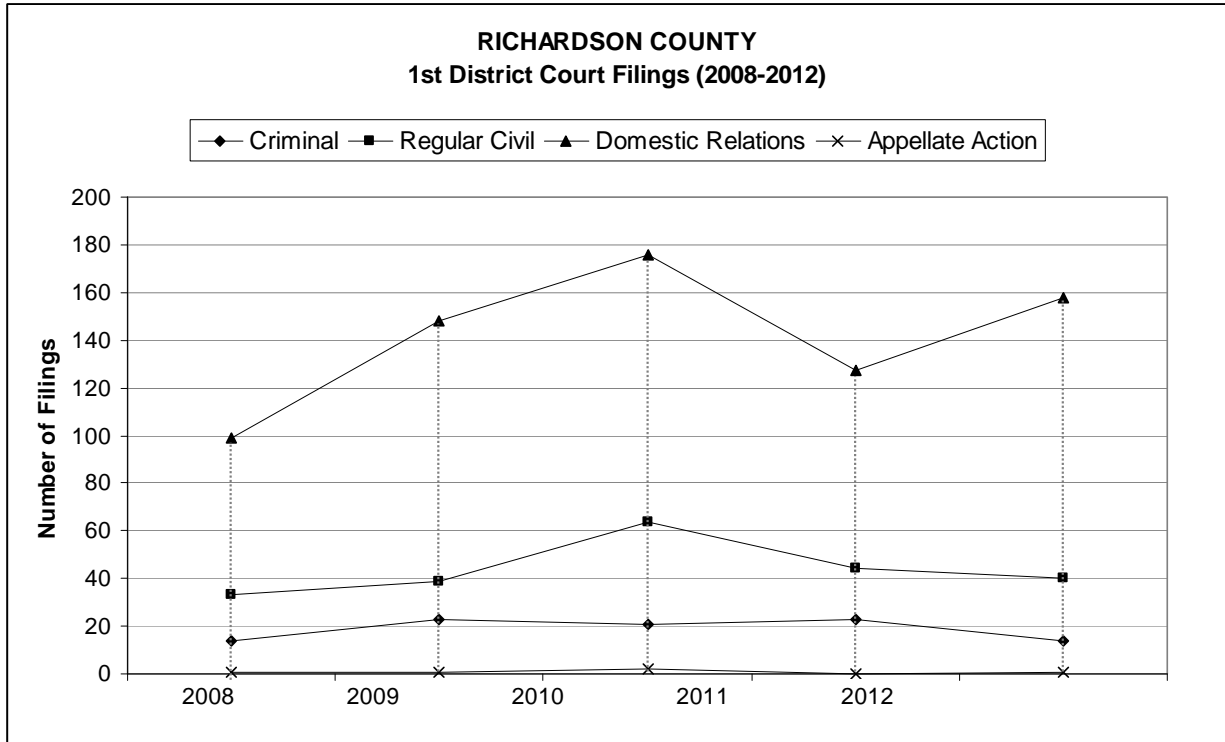


Figure 7 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

County Court of Richardson County

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

The County Court is part of the 1st Judicial District which is served by three judges. Judge Curtis L. Maschman is located in Falls City, and serves Richardson, Nemaha, and Pawnee Counties. There are also judges located in Gage and Saline Counties. Nancy DeKlotz serves as the Clerk Magistrate of the Richardson County Court, which is an appointed position. The Clerk Magistrate is responsible for administrative functions of the County Court offices. Additionally, the clerk magistrate has limited judicial responsibilities which may include accepting pleas in traffic and misdemeanor cases, setting bail, and performing weddings or other judicial services.

Richardson County - County Court Filings

Year	Total	Traffic	Misdemeanor	Felony	Civil	Juvenile	Other
2008	1,512	734	322	47	247	50	112
2009	1,470	627	315	47	297	70	114
2010	1,417	581	314	29	341	54	98
2011	1,720	898	265	61	346	75	75
2012	1,727	906	298	52	330	41	100

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

In 2012, the Court saw 1,727 cases filed, which was highest total of the previous five years. On average, about half of the County Court filings are for traffic offenses, and an additional 20% are for misdemeanor offenses.

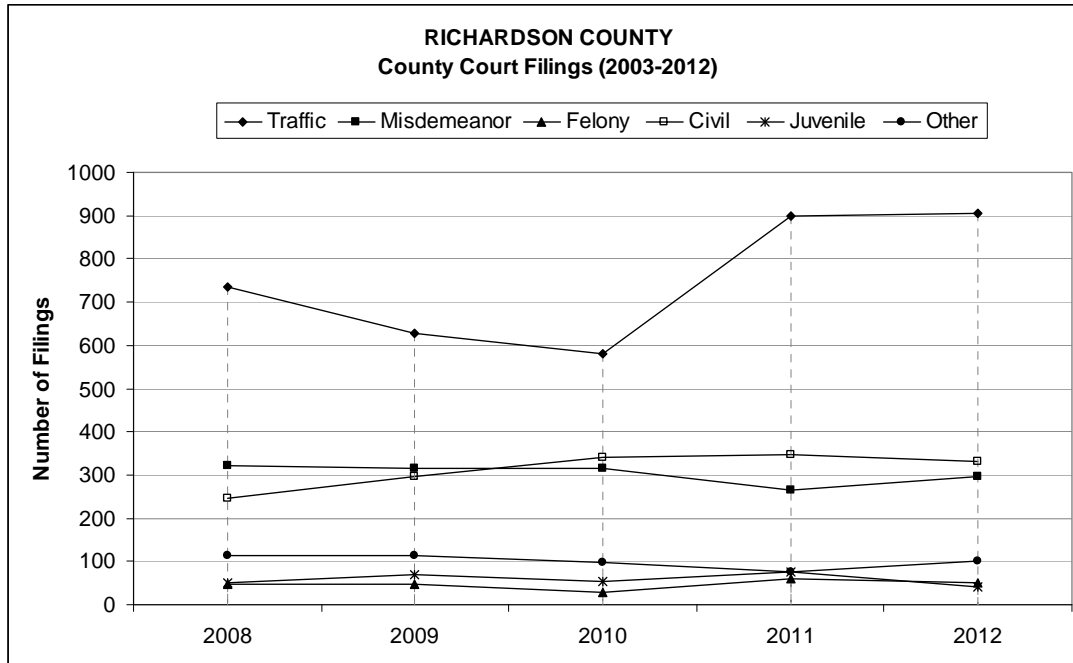


Figure 8 (Source: The Nebraska Supreme Court Administrative Office of Courts/Probation)

C. Summary

Overall, Richardson County appears to have a well functioning criminal justice system. The County maintains a relatively low rate of violent crime, and a majority of arrestable offenses are alcohol or drug related. It does not appear that the crimes being committed within the County have changed significantly over the ten year period studied, a period when the total County population dropped significantly. It is likely that a major change in types of charges seen will be due to changes in public policy rather than a continued decline of County population.

V. INMATE PROFILE & ANALYSIS OF JAIL POPULATION

A. County Statistics of Detention Use

Historical Admissions Data

The Richardson County Jail is the only detention facility located in the county, and is utilized by the County Sheriff's Office, State Patrol, and municipal police departments. At times, other counties or municipalities may contract with the jail for detention services, but this is rare due to the condition of the jail. The following data represents use of the jail by all parties, those within the County and those from other areas.

2012 Admissions by Arresting Agency

Arresting Agency	Admissions
Richardson Co. S.O.	193
Falls City P.D.	78
Nebraska State Patrol	6
Pawnee Co. S.O.	2
Lincoln P.D.	1
Other	3
Total	283

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

In 2012, the Richardson County Sheriff’s Office was responsible for over 68% of admissions to the jail, an increase from 38% in 2003. Contract admissions from surrounding counties and municipalities account for less than 1% of all admissions.

The following admissions data details the time of admissions, on average, between 2003 and 2012.

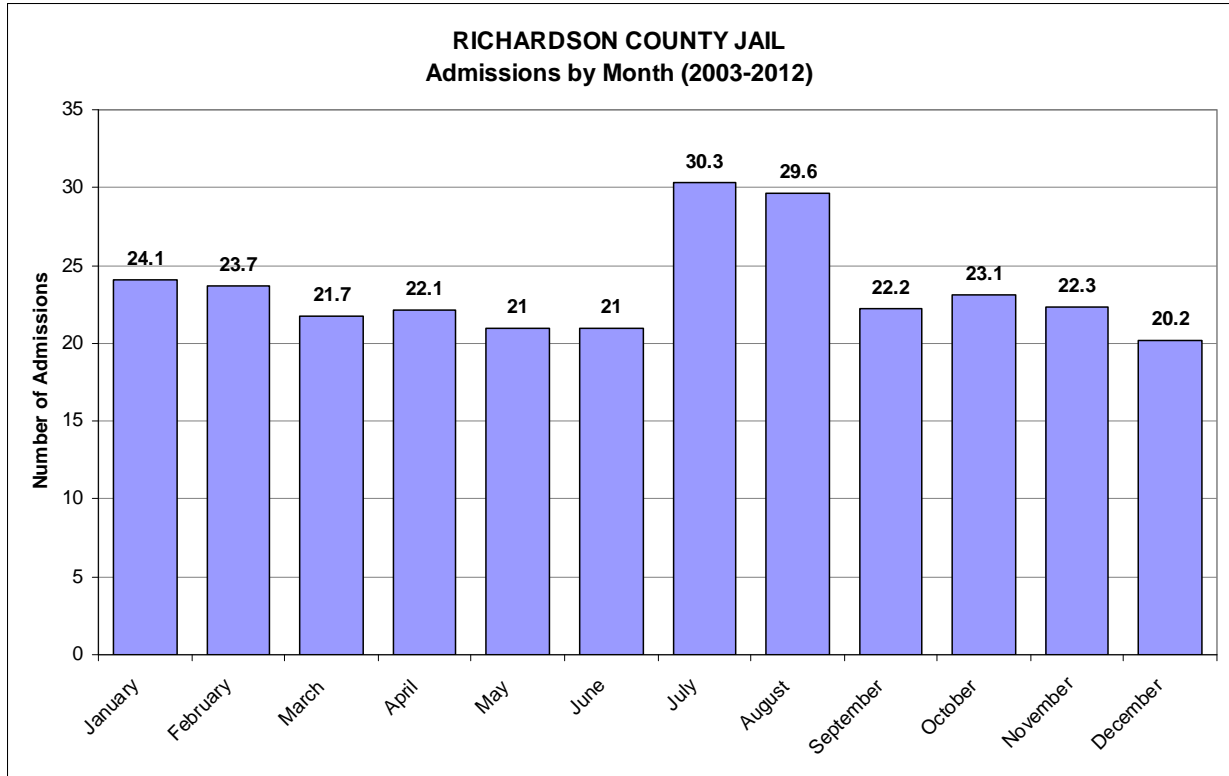


Figure 9 (Source: Nebraska Crime Commission Statistical Analysis Center)

Figure 9 shows average admissions to the Richardson County Jail per month between 2003 and 2012. The County admits an average of 23.4 inmates a month with a standard deviation of ± 8 prisoners, revealing a high degree of volatility. For a 16-bed facility, this is not a particularly high number of prisoners being processed through the system considering that a majority of them will stay in jail for only a short time. Additionally, long-term prisoners are only admitted once even though they may spend many months in jail. Overall, the jail should be prepared to handle spikes in booking activity because smaller jails generally have greater volatility in terms of numbers of prisoners. It also appears that the number of arrests increase slightly in warm months. The figure below indicates that Monday and Friday is a particularly active day for Richardson County Jail admissions.

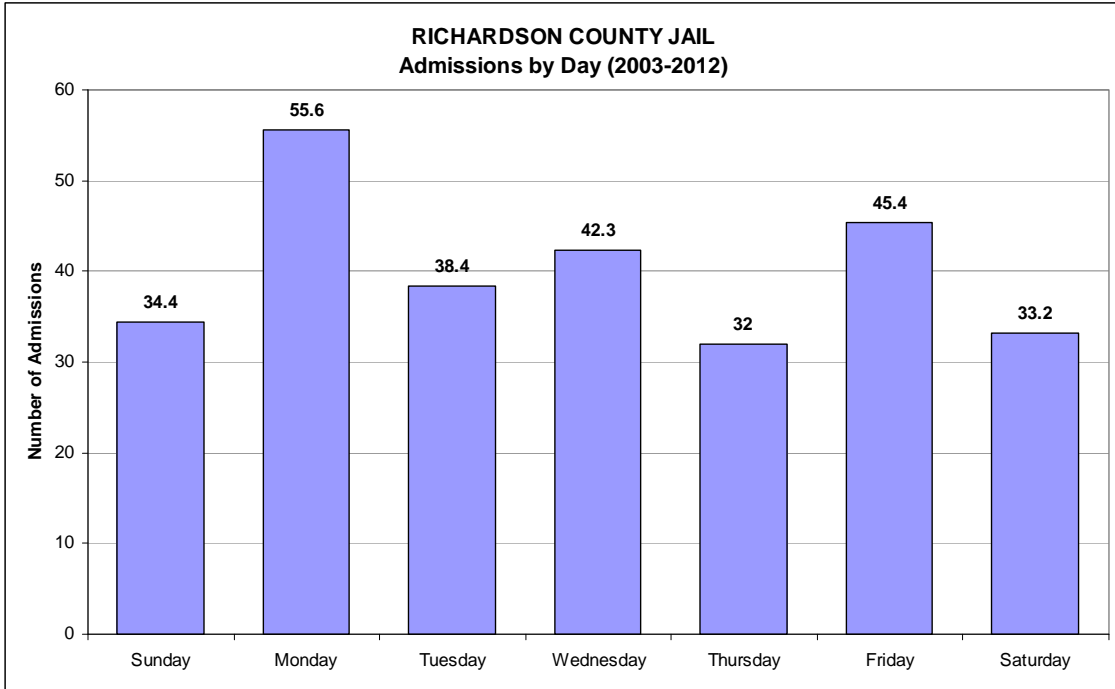


Figure 10 (Source: Nebraska Crime Commission Statistical Analysis Center)

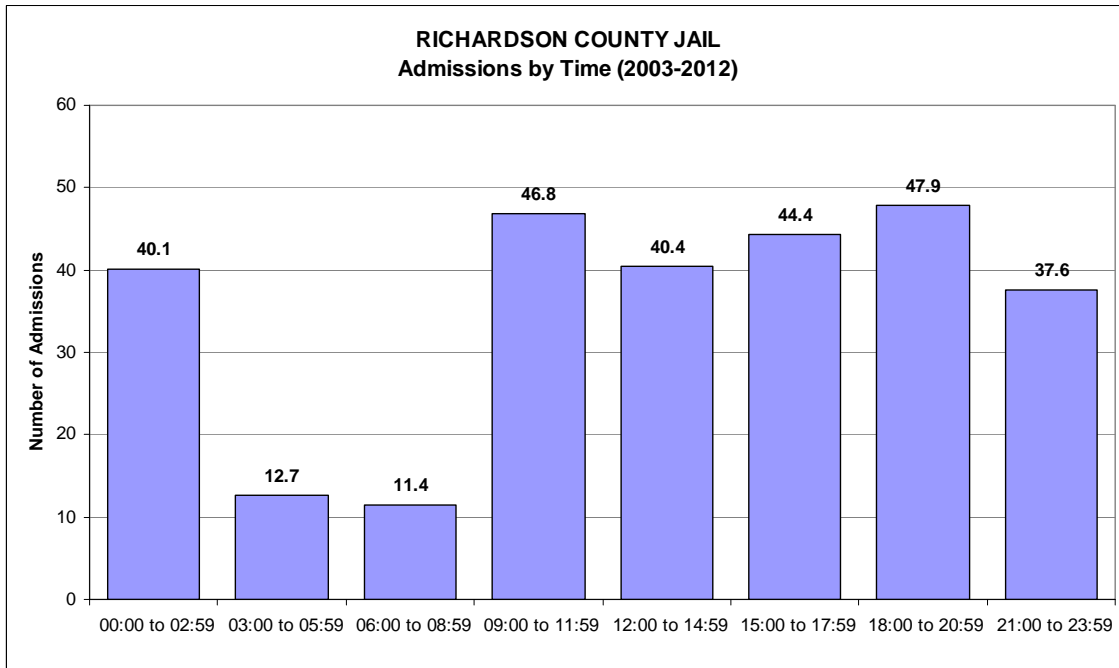


Figure 11 (Source: Nebraska Crime Commission Statistical Analysis Center)

Figure 11 depicts the average number of admissions per year sorted by time of admission. Admissions appear to increase significantly between 9AM and 9PM, but drop off significantly during the early morning hours (3AM to 9AM). Admissions are at their highest between 6PM and 9PM.

The following admissions data enumerates the characteristics of prisoners, on average, between 2003 and 2012. The figure below shows the number of holds by age between 2003 and 2012, as well as the average of these values. It is

evident that 21 to 24 year olds account for significantly more arrests than other age ranges. Nationally, this age range is considered a high risk group for detention and makes up a significant percentage of the jail population.

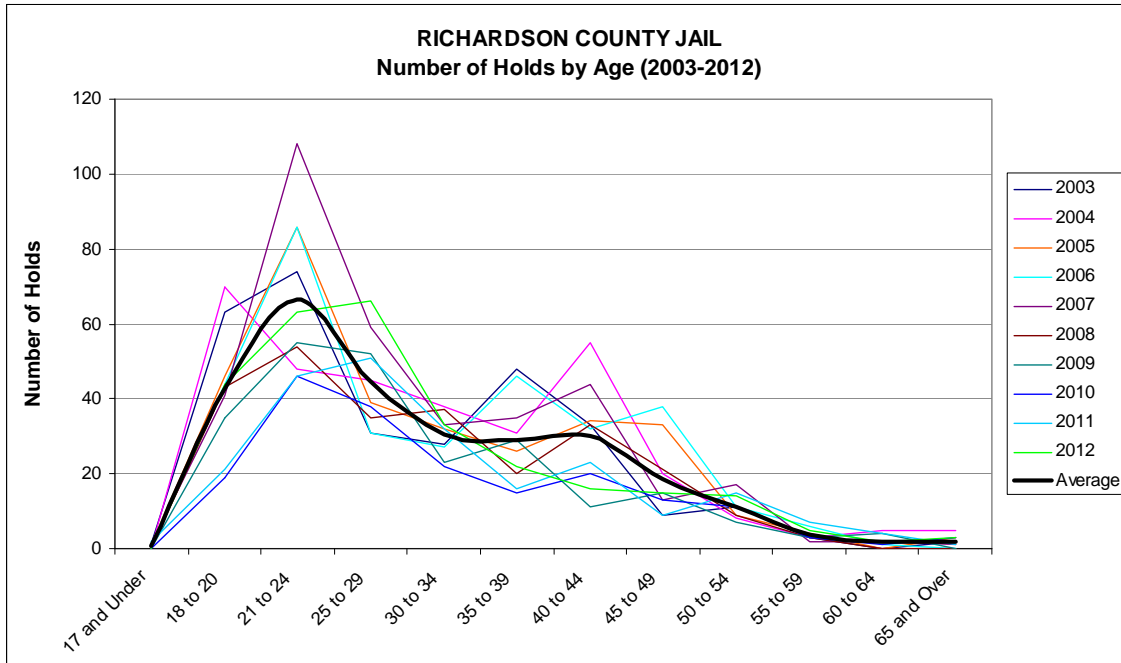


Figure 12 (Source: Nebraska Crime Commission Statistical Analysis Center)

Alcohol and drug abuse crimes make up a majority of arrests, with DUI’s alone accounting for 15% of all arrests. These arrests typically represent a part of the jail population that has a relatively short average length of stay unless additional charges are present. The high rate of turnover from holds of this nature contribute to several classification issues that a jail must be prepared for, including detoxification, interaction with long-term jail population, and emotional volatility.

Historical Average Daily Population

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

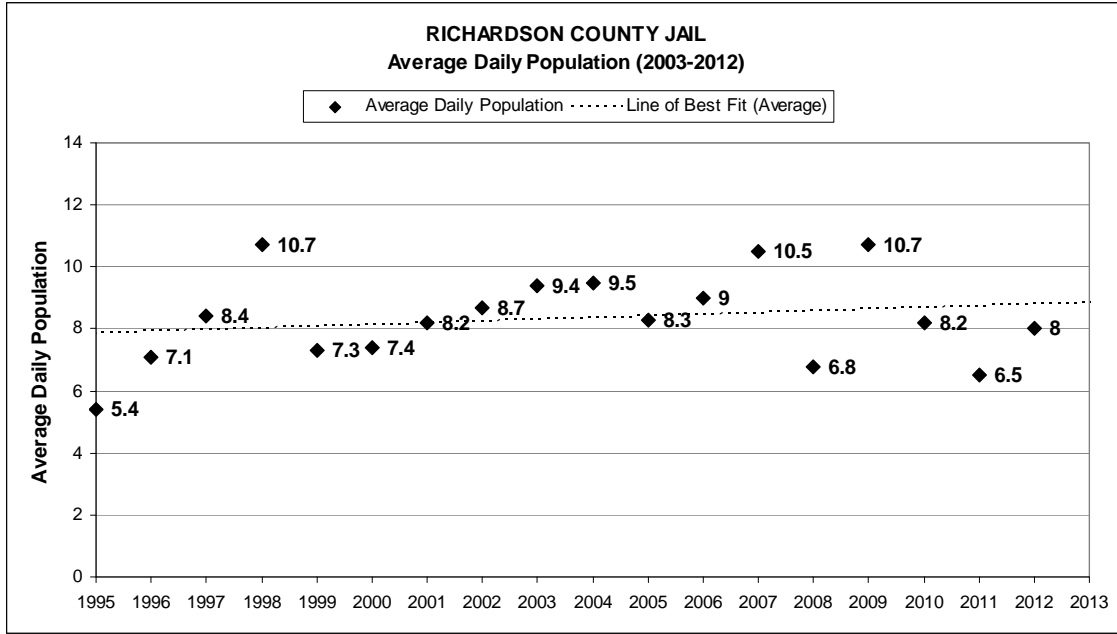


Figure 13(Source: Richardson County Jail Records)

Since County Jails have the ability to house prisoners for other agencies, when projecting future jail needs it is important to filter the number of prisoners the county is *required* to hold from those that the county *chooses* to hold. Very few of the County’s jail population (less than 1%) are housed for other counties, so the ADP records do not need to be modified in order to project future capacities.

Historical Peak Population Counts

The following table details the peak population counts for 2012. The highest daily population occurred in June, with a single day high of 22 prisoners in custody in the jail in a facility rated to hold 16. This presents a significant liability incurred by the county because the jail was not able to function efficiently during this period and presented a safety risk to both staff and prisoners. A jail is considered functionally full when the total population reaches approximately 80% of the rated capacity because the ability to classify prisoners is reduced beyond this point. Peak averages are critical in bed space projections to guarantee adequate bed capacity when the jail experiences peak periods. When jails operate near (or over) their design capacity they are at increased risk for an incident occurring, and both staff and prisoners are under increased pressures. Jails can operate in these conditions for short periods, but operating in this manner for an extended period of time increases operating risk.

**RICHARDSON COUNTY JAIL (2012)
 HIGHEST COUNT DAYS**

Rank	Daily Population	Occurrences
1	22	1
2	18	1
3	16	2
4	15	1
5	14	13
6	13	22

Rated Capacity: 16

Table 15 (Source: Richardson County Jail Records)

Length of Stay & Means of Release

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

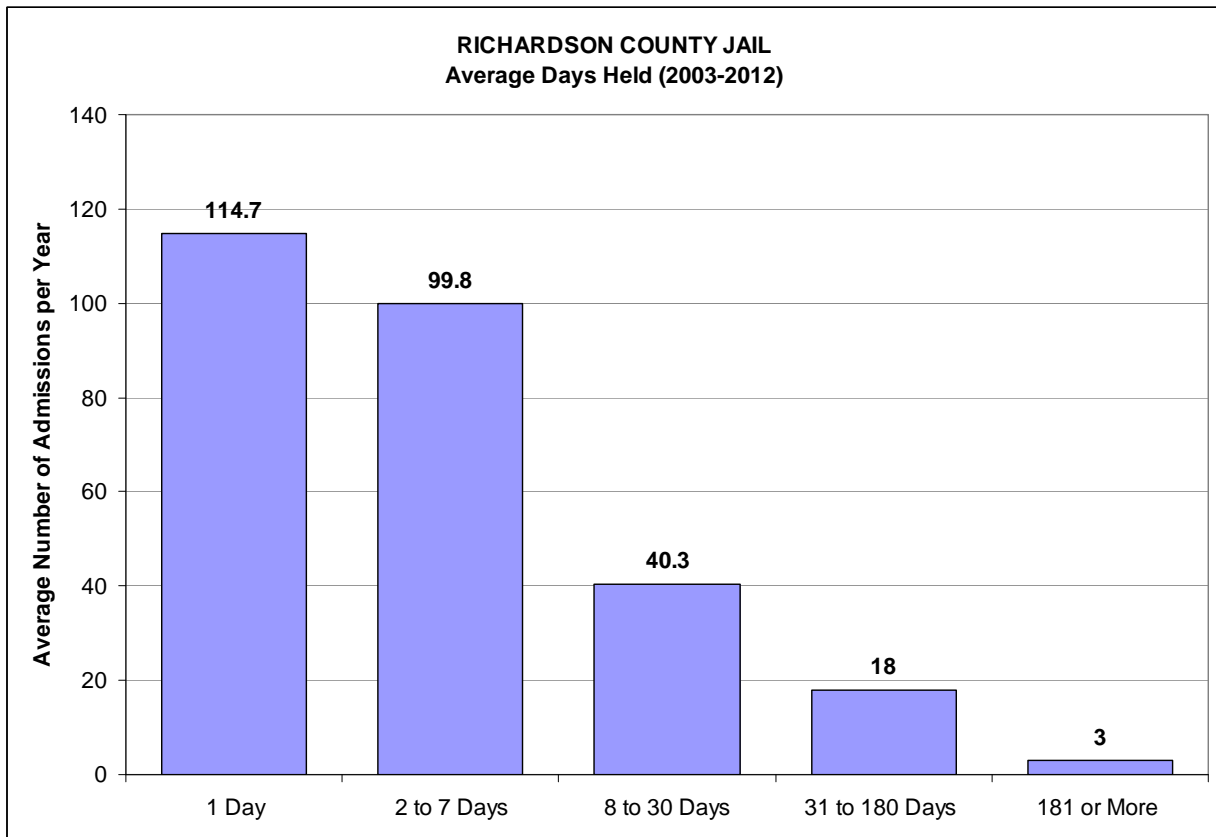


Figure 14 (Source: Nebraska Crime Commission Statistical Analysis Center)

The chart above shows the average number of inmates sorted by their length of stay in the Richardson County Jail between 2003 and 2012. A significant number of inmates (76%) are held for less than 7 days, which can be explained by the typical charges previously discussed. This is fairly consistent with national estimates which suggest that more than 75% of inmates are held less than 72 hours. However, it is also estimated that these inmates represent fewer than 5% of the total beds used. This is a volatile population which contributes to the variation in peak population data.

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

This diverse array of sentence lengths leads to a continuously fluctuating population that creates challenges for the jail in terms of prisoner classification. For instance, due to the jails limited ability to classify prisoners (2 cells + 1 multipurpose holding space) and capacity (16 total beds) it is increasingly difficult to separate maximum security inmates from medium security and minimum security. At any moment the jail could receive a maximum security inmate and be forced to shuffle all inmates to accommodate them, or, the County could choose to board out the inmate in another county's jail at a potentially significant cost.

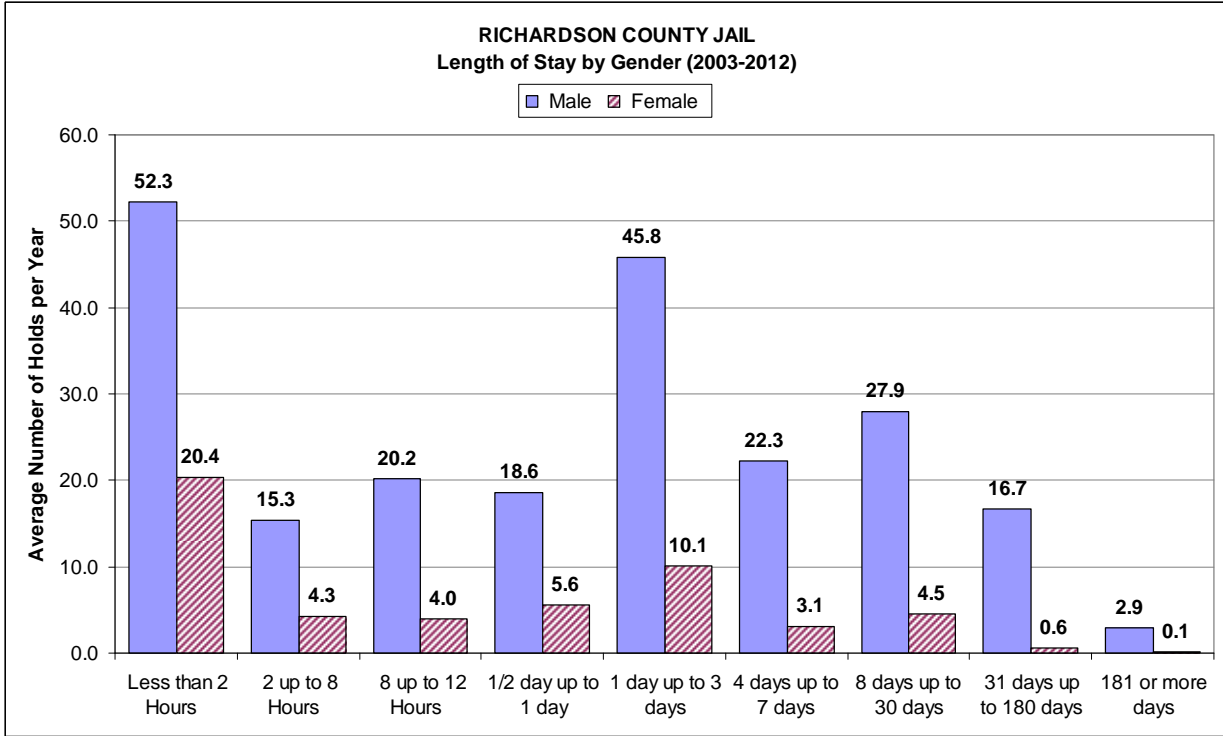


Figure 15 (Source: Nebraska Crime Commission Statistical Analysis Center)

Mining further into this data, the chart above details the total number of holds between 2003 and 2012 sorted by number of hours held between males and females. The chart shows that almost 44% of admissions are held less than 12 hours, and that proportionally men serve longer sentences.

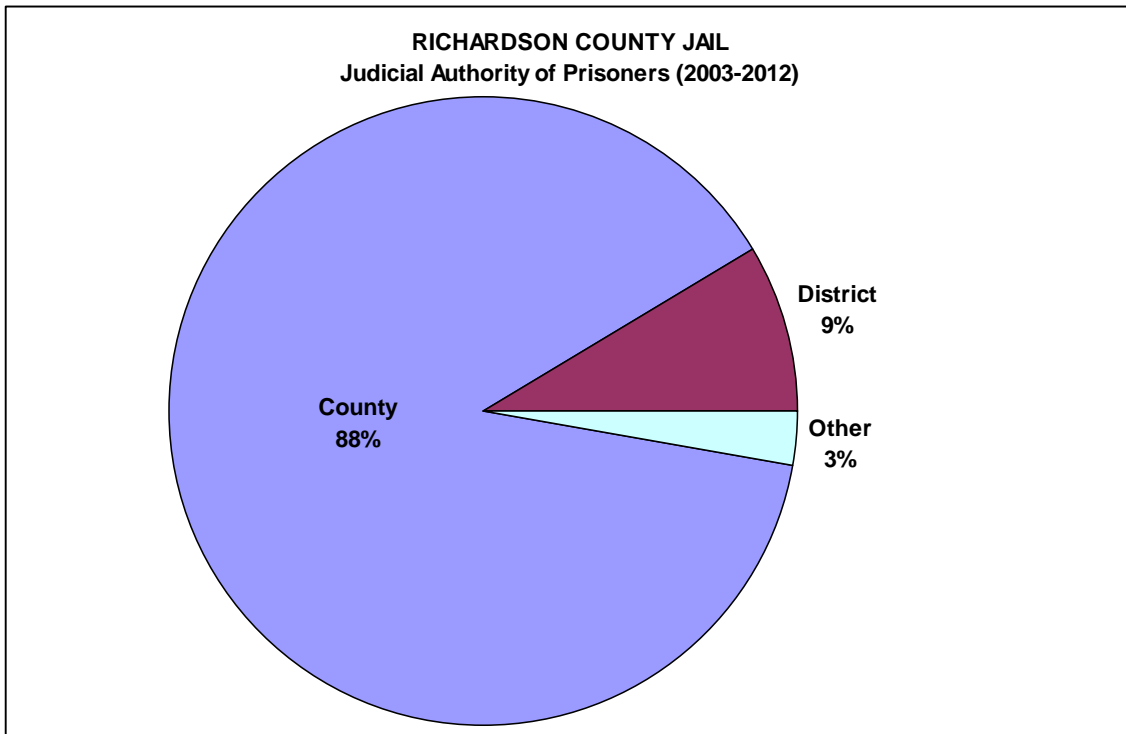


Figure 16 (Source: Nebraska Crime Commission Statistical Analysis Center)

The figure above depicts the average judicial authority of holds. A majority of Richardson County Jail holds are under the authority of the County Court system, which is to be expected due to the number of non-felony admissions. The following figure shows that only 9% of arrests are charged with a felony.

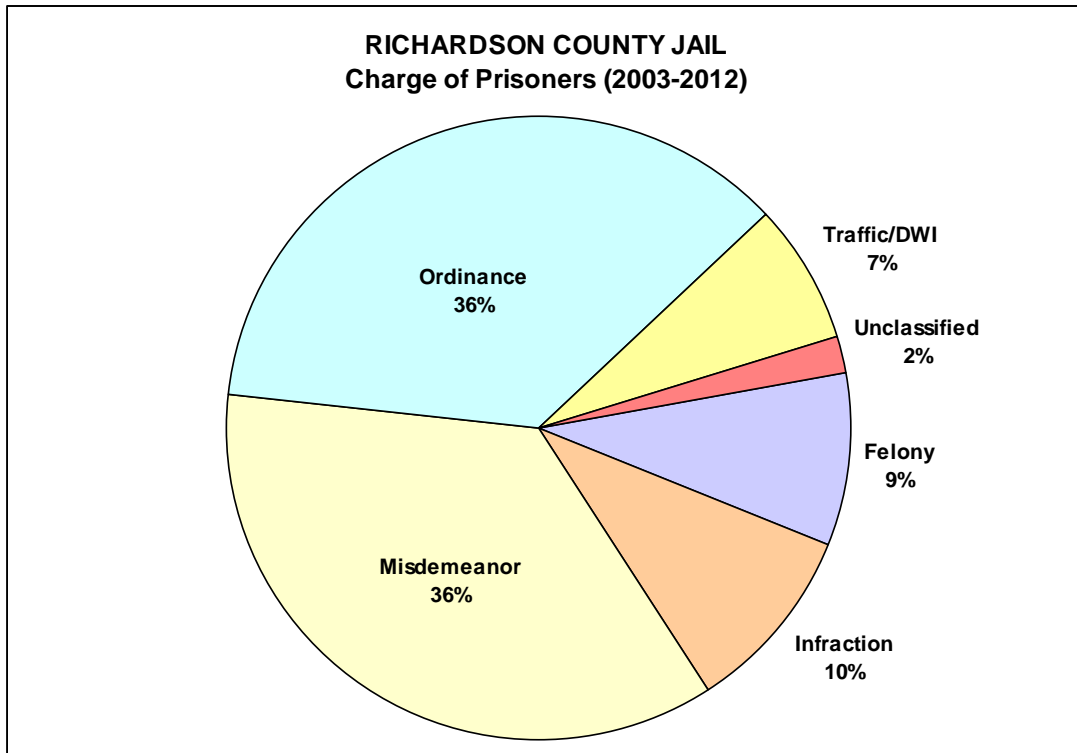


Figure 17 (Source: Nebraska Crime Commission Statistical Analysis Center)

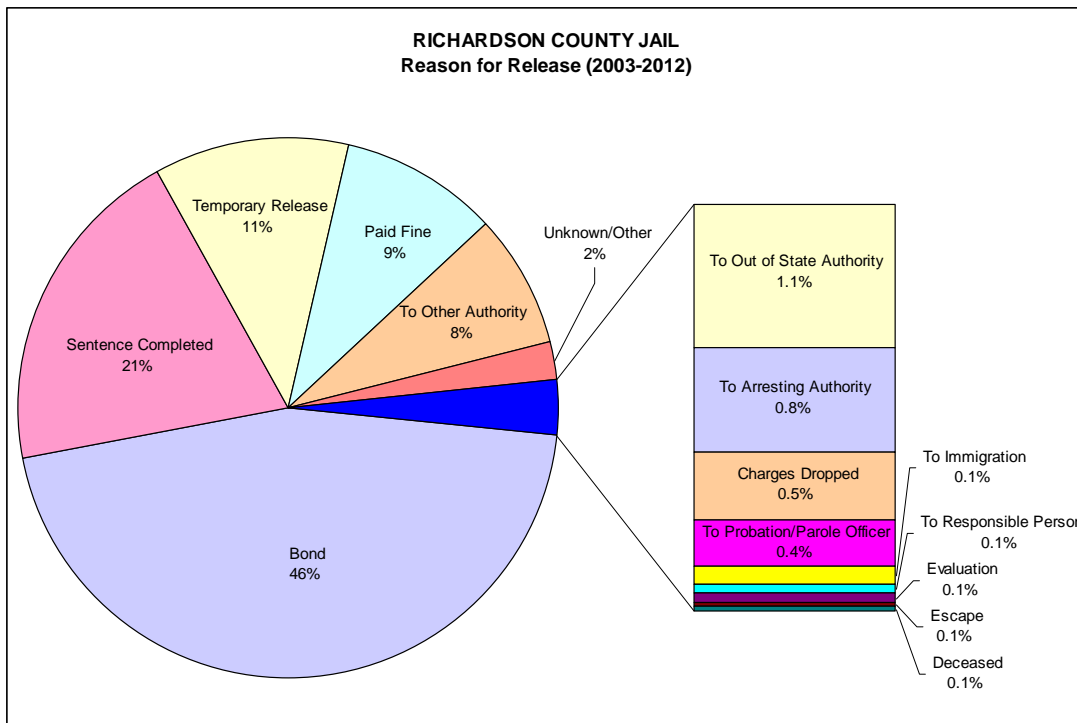


Figure 18 (Source: Nebraska Crime Commission Statistical Analysis Center)

The preceding figure shows that a majority of Richardson County Jail holds are released on Bond. Other reasons an inmate may be released include a completed sentence, paid fine, temporary release, release to arresting authority or out of state authority, charges dropped, medical release, release to immigration, release to responsible person, and escape. As the length of sentence increases, the major reason for release shifts from release on bond to release for completed sentence. The County had a death in the jail in 2002 and in 2010 a prisoner escaped from jail.

B. Inmate Profile

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

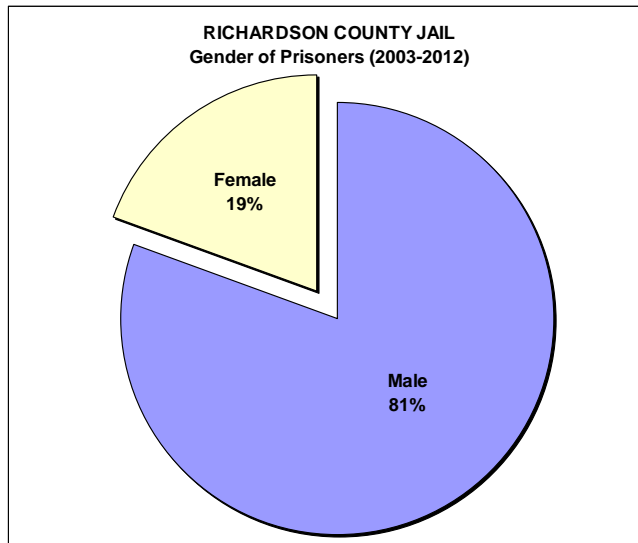


Figure 19 (Source: Nebraska Crime Commission Statistical Analysis Center)

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

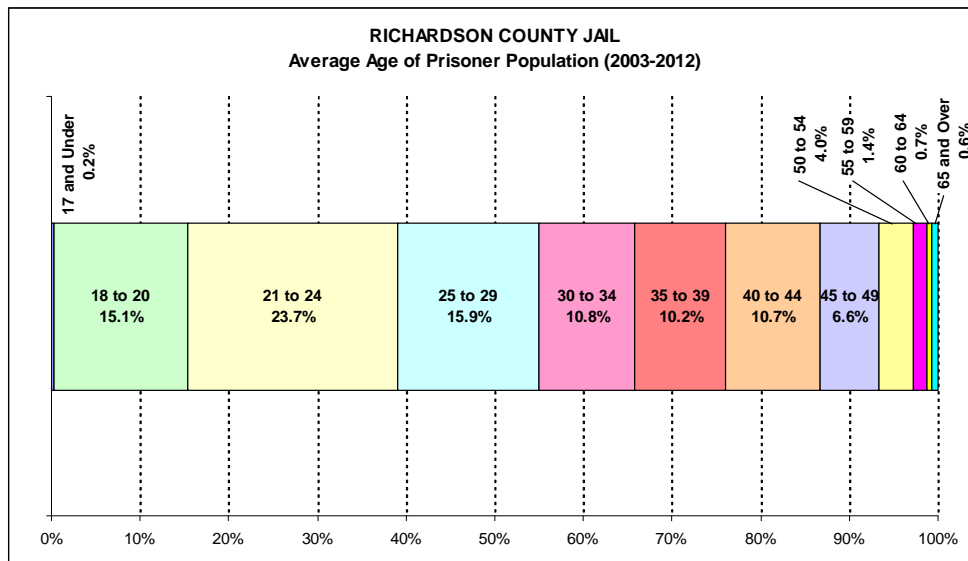


Figure 20 (Source: Nebraska Crime Commission Statistical Analysis Center)

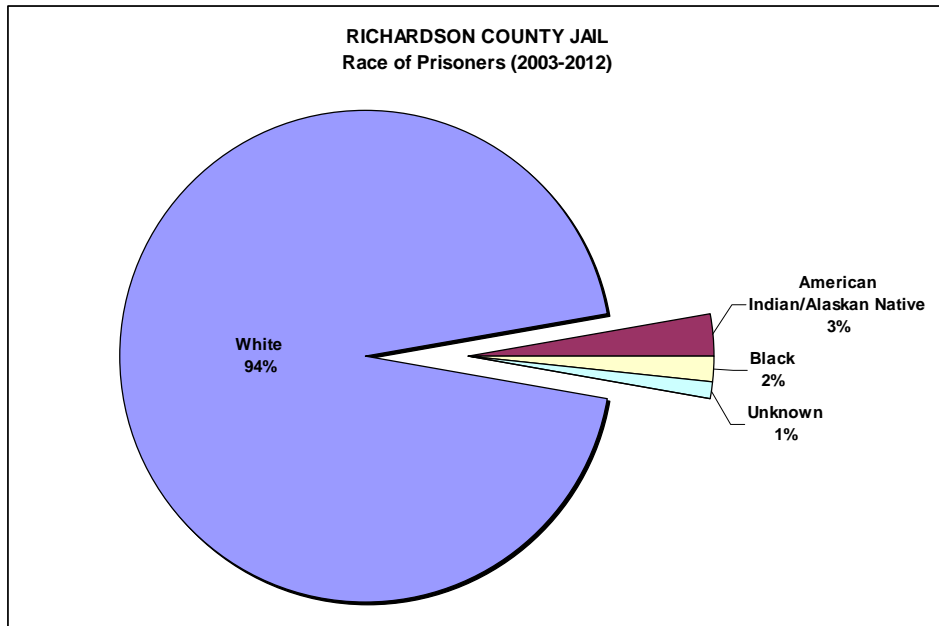


Figure 21 (Source: Nebraska Crime Commission Statistical Analysis Center)

The following and preceding tables show the race and ethnicity of holds between 2003 and 2012. A significant majority of holds are white, non-Hispanic individuals, which is consistent with the county racial demographic.

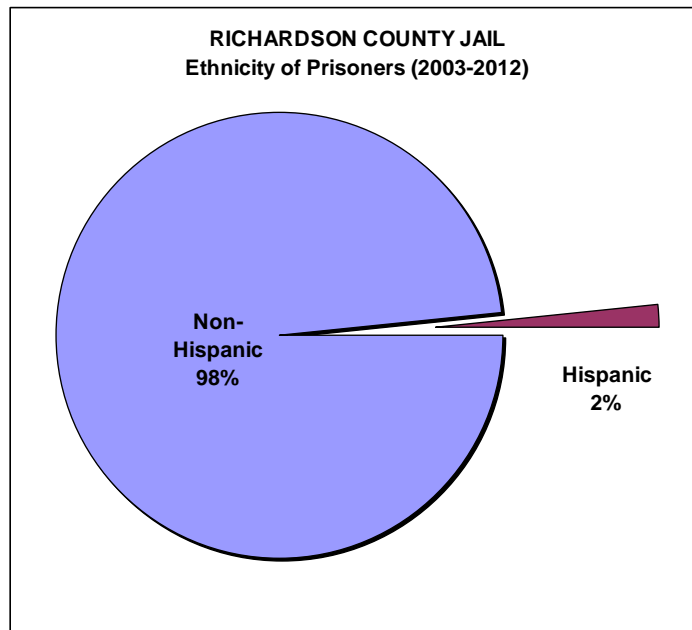


Figure 22 (Source: Nebraska Crime Commission Statistical Analysis Center)

The following figure shows the education level of holds in the Richardson County Jail. Just fewer than 38% of holds have not completed high school, yet only 8.9% of the county population has not.

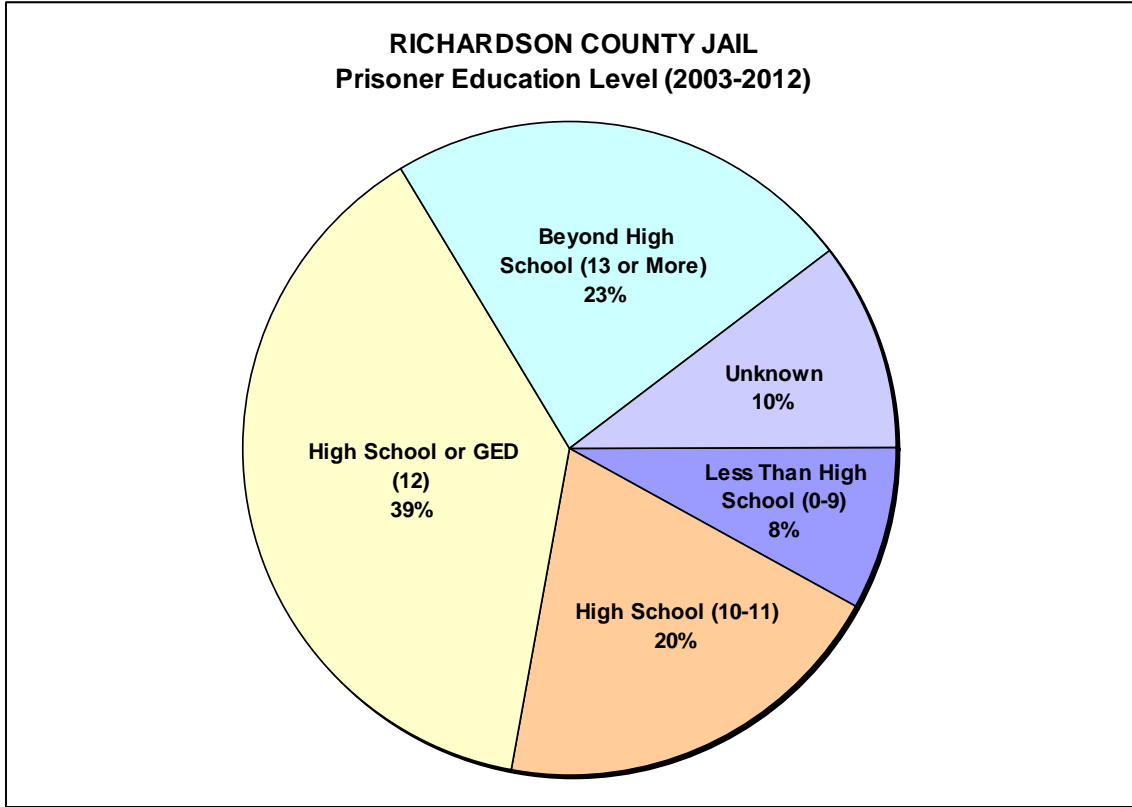


Figure 23 (Source: Nebraska Crime Commission Statistical Analysis Center)

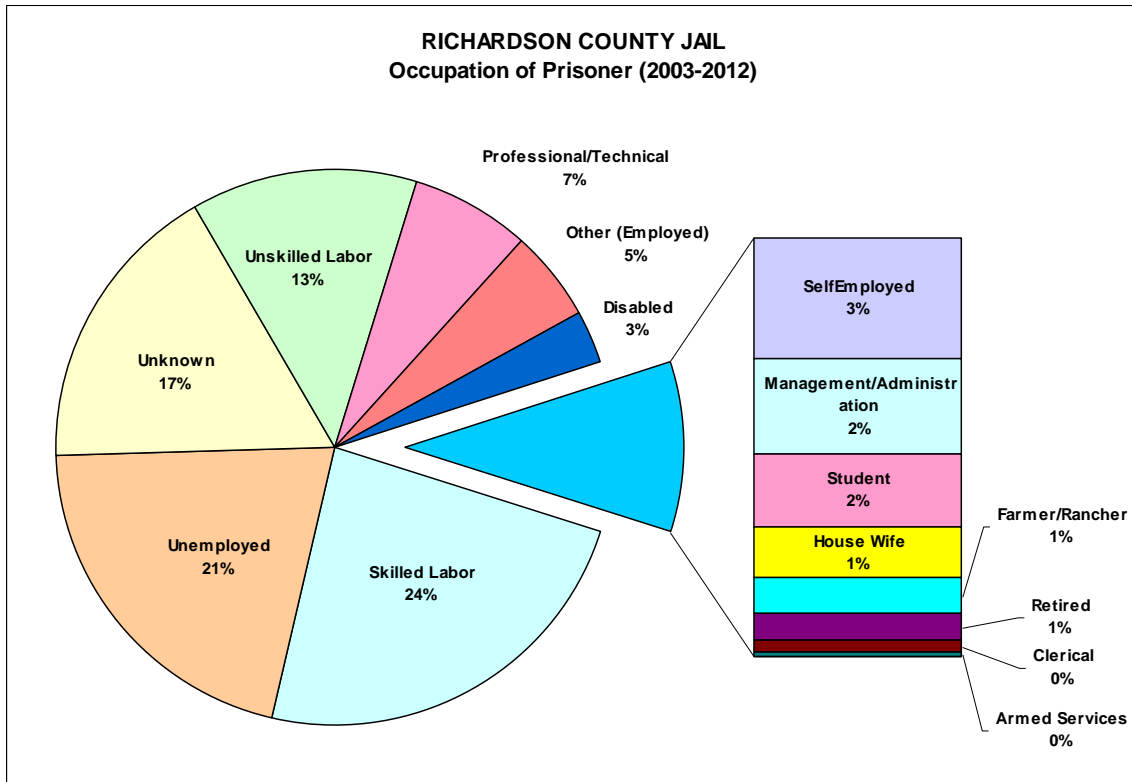


Figure 24 (Source: Nebraska Crime Commission Statistical Analysis Center)

The preceding graph shows the occupation of holds in the Richardson County Jail. While a wide range of occupations are represented, it is worth noting the high rates among the unemployed and those in skilled labor.

C. Summary

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

- Monday is a consistently active day for admissions; 20% of admissions occur on a Monday.
- Admissions are consistent between 9AM and 9PM, and ease significantly between 3AM and 9AM.
- 23.7% of holds are of 21-24 year olds, yet this age group represents only 4.1% of the County population.
- A majority of arrests are for Alcohol or Drug Abuse crimes, a population that has relatively short length of stays in the jail.
- 76% of admissions are held less than 7 days.
- 75% of admissions are charged with or convicted of misdemeanors or ordinance violations.
- Inmates charged and convicted of felonies are held longer on average than those charged and convicted of misdemeanors.
- Males serve longer sentences than females, on average. 66% of females are held 1 day or less (49% of males), while 8.6% of males are held more than 31 days (1.3% of females).
- Females represent 19% of the jail population, compared to 11.6% nationally. County officials indicate that both the frequency and length of stay of female holds has been increasing.
- 46% of inmates were released on bond.

VI. ASSESSMENT OF EXISTING LAW ENFORCEMENT CENTER

A. Current Operations and Facilities

The current Richardson County Jail is housed in the County Courthouse building, which was constructed in 1924. It occupies portions of the upper three levels within the Courthouse. The Sheriff's Offices are located on the second floor, separated from the Jail, which occupies parts of the third and fourth levels. Designed long before Nebraska Jail Standards was established back in 1980, the existing Jail facility fails to comply with nearly every section of chapter 15 in these standards. In addition, the jail fails to technically comply with the letter of the fire code. The Fire Marshal, however, has reluctantly approved the County's strategies to bring the facility into compliance. Even so, conditions are less than ideal. For instance, should a fire block the main entrance into the jail, the inmates and staff would be forced to climb the stairs up to the fourth level, pull down an exit stair that sits directly above those stairs, and exit out onto the roof of the courthouse. If anyone failed to make it up the third level stairs before the stair to the roof were pulled down, they would find their path blocked. There is a cord that can be pulled to release those stairs, which are counter-balanced, but should the stair be filled with smoke, it would be difficult to see.

Because of its antiquated design, the Richardson County Jail is very difficult to manage. Two jailors operate the Jail during the day shift, with one each during the last two shifts. One of the main problems with the facility is that the jailors are separated from the jail units, and are therefore unable to directly view the inmate population without the use of video surveillance. They currently occupy a station on the third floor that functions as a Master Control, a Booking Area, and a Public Lobby, with very little security.

B. Facility Operations Analysis

The following list is a room-by-room summary of spaces in which the Jail and Sheriff's Office staff, prisoners, or public are not able to operate safely or efficiently.

General

- Inadequate Storage
- No padded safety cell
- No handicapped accessible holding cells
- Evidence Storage is not in the Sheriff's Office. Rather it is located in the basement of the Courthouse.
- There is no dedicated secure room for property storage. Instead, inmate property is stored in lockers in the change-out room.
- While the Jail Units are sprinklered, the rest of the Courthouse is unsprinklered, leaving the jail units at risk if the whole courthouse was aflame.

Master Control

- Master Control is not in a secure space. It shares a multi-use room that also functions as a Work Room for jail staff. The Booking Area (Prisoner Intake/Release) is adjacent to this space, requiring staff to bring inmates through the Master Control/Work space, which should be securely separated from inmate traffic.
- Master Control does not have direct supervision of the jail units, relying solely on video cameras for inmate surveillance.
- Master Control cannot control any of the door locks in the jail unit. The jailor must manually lock and unlock doors within the facility.
- During the last two shifts, when there is only one jailor on duty, the Master Control station must be left unmanned while the jailor makes the rounds to visually check on the inmates.

Exercise

- There is no outdoor Exercise Room. There is an indoor exercise room adjacent to the Male Jail Unit on the fourth floor. Women must be brought up from the third floor to use the space, which is not only inconvenient, but causes sight/sound separation problems.
- The Exercise Room is undersized by Nebraska Jail Standards.

Vehicular Sallyport

- The Richardson County Jail currently has no Vehicular Sallyport for the secure transporting of inmates to the Jail facility.

Kitchen

- There is no Kitchen within the Jail facility. The Jail currently has meals (lunch and dinner) delivered to the facility from Sun Mart. The staff prepares breakfast for the inmates in the booking area, where there is a refrigerator and microwave.

Laundry

- The Laundry Room lies outside of the secure perimeter. It also doubles as the Female Unit shower, and is very staff-intensive.

Booking

- The Booking Area is adjacent to the Master Control, causing potential security problems. This space is used for admitting and releasing inmates, for searching inmates, and for inmate admission interviews, and should be completely separate from the Master Control area. Inmates should not pass through the Master Control Area to get to Booking.
- There are no holding cells in the Booking Area.

- There is no Contact Visitation/Interview room adjacent to Booking. Instead, inmates must be taken to an unsecured space adjacent to the District Courtroom.

Housing Units (general)

- Classification of inmates is very difficult in the existing facility. There are currently three Jail Units: a 2-bed Female Unit on third floor; a 2-bed Special Purpose Cell on third floor; and a 12-bed Male Unit on the fourth floor. The Male Unit is divided into six 2-bed cells that open onto a narrow day room. Neither the cells nor the day room meet the square footage requirements set forth in Jail Standards.
- There is no way to accommodate special needs or maximum security inmates.
- It is very difficult to accommodate work release inmates since there is no dedicated Work Release housing unit to keep them separate from the rest of the inmate population.
- The Female Housing Unit has no shower, so female inmates must be taken to a shower in a laundry room that lies outside the secure perimeter of the jail.
- The door hardware for the jail is antiquated.
- There is no fixed Staff Post within site lines of any of the Jail Housing Units.

Visitation

- There is no dedicated video visitation room for the public. They currently use a nook off a third floor corridor.

Medical Exam Room

- There is no Medical Exam Room. All medical issues have to be addressed off-site.

Multi-Purpose Room

- There is currently no dedicated space for a Multi-Purpose Room.

Sheriffs Office

- Inadequate record storage space: The Sheriff's Office is required to keep physical records archived for 50 years and is quickly running out of space.
- is currently no Meeting/Training Room for staff meetings.
- No Interview Rooms: The Sheriff's Office has no rooms dedicated for interviews with witnesses, suspects, etc., and currently utilizes the Conference/Break room and Private Offices when necessary.
- There is not enough office space. The Sheriff currently shares an open office with the rest of his staff.

C. Summary

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

As can be seen from the above descriptions, the Richardson County Jail has been out of compliance with the Nebraska Jail Standards for over thirty years. Many of these issues not only create inefficiencies for the staff, but are liability issues for the County. Lack of direct supervision of the inmate housing units is one of the most glaring problems. The lack of security at the Booking Area and Master Control is another. From a functional and code-compliance perspective the facility is failing. Finally, it is impossible to classify inmates properly since there are only three housing units in the existing facility. It is therefore difficult to house special needs and maximum security inmates, which also increases the County's liability issues. All in all, it is time for the County to strongly consider a new facility.

VII. FORECAST OF FUTURE FACILITY NEEDS

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

A. Linear Regression Method

The figure below depicts the line of “best fit” established through Linear Regression analysis of the County’s average daily population. The Linear Regression method of analysis is used to establish the relationship between variables in the X and Y coordinates, in this case the relationship between Average Daily Population (ADP) and Time. What this shows is a gradual increase in ADP of the county jail of 5.4% per year between 1995 and 2012. During this same time period, the U.S. average daily population in local jails increased by 2.4% per year. The ADP varies by an average of ± 1.5 prisoners per year (± 17% of ADP), reflecting a relatively volatile population. It can be anticipated that as the County declines in population, the jail will experience greater volatility in average daily populations.

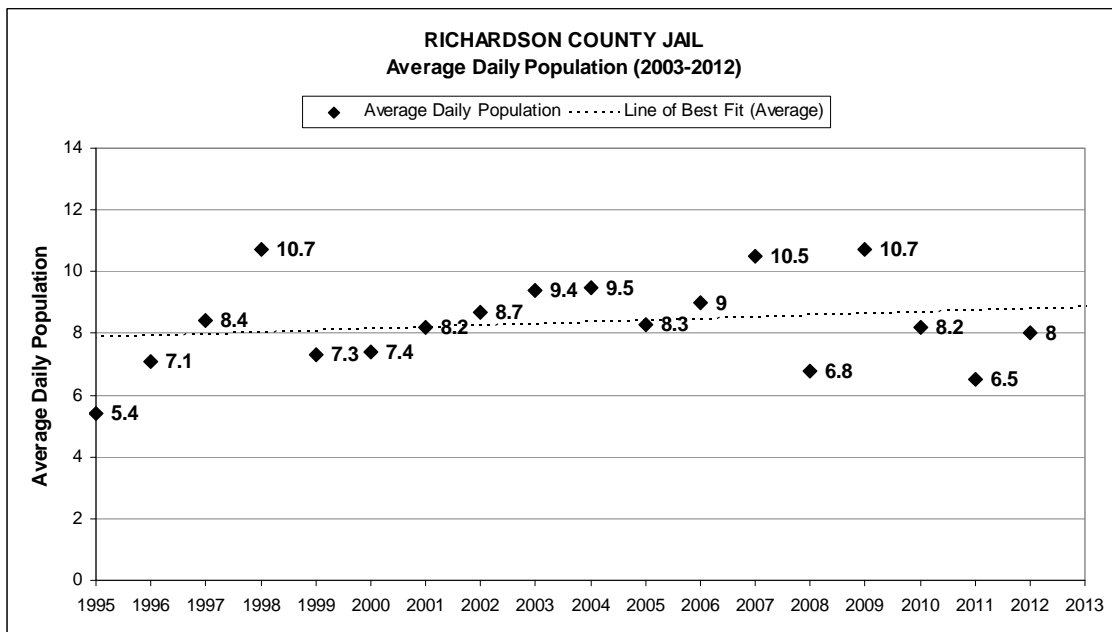


Figure 25

B. Incarceration Rate Method

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

2010 Richardson County Population: 8,408 people
2010 Richardson County Jail ADP: 8.2 prisoners

$(8.2 / 8,408) \times 100,000 = 97.5$ prisoners per 100,000 people
or - approximately 1 prisoner per 1,025 County residents

- In 2012, the Incarceration Rate for all local jails within the U.S. was 237 per 100,000 residents. This value increased from 220 per 100,000 residents in 2000, an increase of nearly 10% over 10 years.
- Since 1985, the national Incarceration Rate has increased by an average of **3.05% per year**.

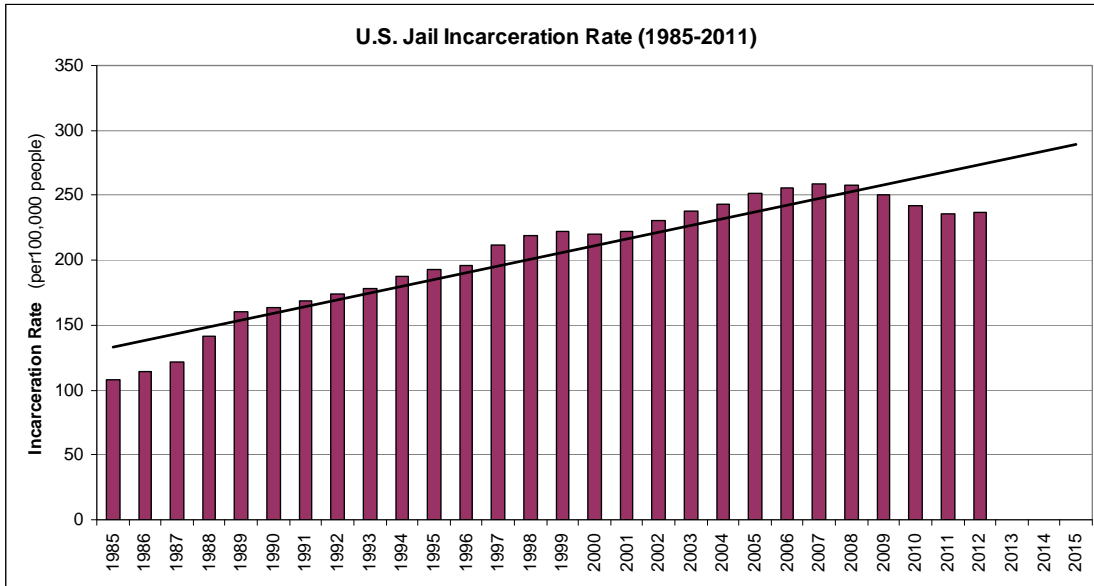


Figure 26 (Source: Bureau of Justice Statistics)

This data illustrates the historical growth in the national average rate of incarceration for local county jails, and helps to project it into the future. In Richardson County this is a significant measure since it encapsulates both counties with much larger populations and much smaller populations. From the population projections presented earlier, it appears that the County’s population will continue to decline as it has for the past 80 years. This method of projection will establish the impact of a changing population on the County’s future jail needs.

C. Forecast Capacity Modifier

Both the Incarceration Rate method and the Linear Regression method are used to determine *average* inmate populations. This data is valid for projecting the growth of inmate populations, but it does not account for the actual peak populations of the jail that occur from time to time. For instance, in 2012 the county jail had a high of 22 total inmates in a single day, yet the average daily population for the jail over the year was 8.0 inmates. The capacity on this day was over 2.6 times greater than the average daily population. Considering that the Richardson County Jail has a maximum rated capacity of 16 total inmates, a one-time peak of 22, and only 3 ways to separate different classifications, an ADP over 8 inmates should be considered high.

**RICHARDSON COUNTY JAIL (2012)
HIGHEST COUNT DAYS**

Rank	Daily Population	Occurrences
1	22	1
2	18	1
3	16	2
4	15	1
5	14	13
6	13	22

Rated Capacity: 16

Table 16

Average Peak Count (2012):	14.4
Average Daily Population (2012):	8.0
Peak Factor:	1.80

In order to account for peak booking and holding needs, special events, seasonal fluctuations, mass arrests, variations in numbers of probation/parole violators, and generally recurring non-standard events, a peak capacity modifier is applied to the calculated ADP. The peak factor is calculated by determining the average peak count from the 25 highest peak days from the most recent year. The average peak count is then divided by the average daily population over the same period to determine the peak factor. In this case, a peak modifier of 1.80 will be applied to the data projections.

D. Future Facility Needs Projection

The beds required for the county jail to provide adequate service have been projected through 2045 using both the Linear Regression method and the Incarceration Rate method. As was previously established, a peak modifier of 1.80 has been applied to the projections.

Linear Regression Projection

A line of best fit established through the recorded average daily populations between 1995 and 2012 is used to project the ADP for the Richardson County Jail through 2045. This results in a projected average daily population of 10.63 inmates in 2045 which, with the peak factor applied, results in a projected need of 20 beds. The projection is presented below in five-year increments. Note that the recorded ADP from 2000, 2005, and 2010 stay close to the projected ADP for those years, and that the existing county jail reached its current capacity around 2005.

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

Year	Actual ADP	Projected ADP	Peak Factor	Projected Number of Beds
2000	7.4	8.18	1.80	15
2005	8.3	8.45	1.80	16
2010	8.2	8.72	1.80	16
2015	-	9.00	1.80	17
2020	-	9.27	1.80	17
2025	-	9.54	1.80	18
2030	-	9.81	1.80	18
2035	-	10.08	1.80	19
2040	-	10.36	1.80	19
2045	-	10.63	1.80	20

Table 17

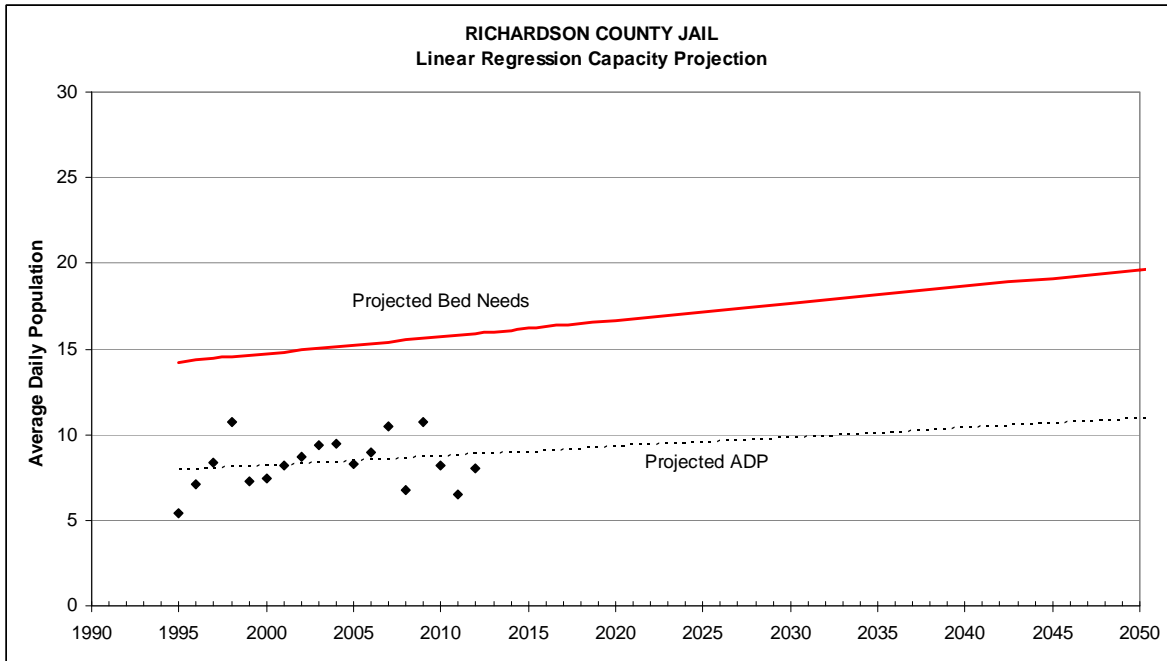


Figure 27

Incarceration Rate Projection

To project the bed needs using the Incarceration Rate method, the 2010 Richardson County Incarceration Rate of 97.5 prisoners per 100,000 people is utilized. The County Incarceration Rate is multiplied by the average annual national rate of change which has increased at 3.05% per year since 1985. This method projects that 34 beds will be needed to serve the county’s population in 2045. As is noted in the following section, this projection incorporates both the projected decline county population in coming years as well as the national trend of increasing incarceration rates.

**Richardson County Jail Facility Needs Projection
Incarceration Rate Method 2010-2045**

Year	Population Projection	Incarceration Rate (per 100,000)	Projected ADP	Peak Factor	Projected Number of Beds
2010	8,408	97.5	8.2	1.80	15
2015	8,137	123.5	10.0	1.80	19
2020	7,892	149.5	11.8	1.80	22
2025	7,648	175.5	13.4	1.80	25
2030	7,398	201.4	14.9	1.80	27
2035	7,148	227.4	16.3	1.80	30
2040	6,898	253.4	17.5	1.80	32
2045	6,648	279.4	18.6	1.80	34

Table 18

Factors Affecting Mathematical Projections

It is important to note that the preceding projections rely on a series of assumptions that, if drastically divergent, could affect future recorded values. For instance, each method assumes that the County population will continue to decrease as it has previously. However, if the County were to lose population at a less drastic rate (or even gain population) then the projected number of beds would increase, all other variables held equal. Similarly, drastic alterations in public policy

would have an affect on the jail population, positive or negative. However, the preceding projections are made with a thorough understanding of current conditions and historical trends, and they represent a statistical probability. In other words, future results may indeed differ slightly from the preceding projections, but drastically divergent results are unlikely.

E. Bed Space Market Analysis

When a county is unable to house a prisoner (because of classification, lack of space, etc.), they are required to find a suitable facility to house them. In most cases a county will “contract” with another county to hold their prisoners, but state and federal agencies with also contract with local jails. The Richardson County Jail does not hold a significant number of prisoners for other authorities, in fact less than 1% of all prisoners. This is likely due to a combination of factors, one of which is the location of the County in the far Southeastern corner of the state and another which is the condition of the existing jail. It is not anticipated that Richardson County will see significant increases in contract holds at a new facility.

F. Capacity Recommendation

While both methods projected an increase in the number of beds necessary for the jail to serve the county through 2045, they differed slightly in degree. The Linear Regression method projects that the jail will need 20 beds to serve the County in 2045, while the Incarceration Rate method projects 34 beds will be needed. The median between these two projections would recommend the County anticipate a need of 27 beds in 30 years.

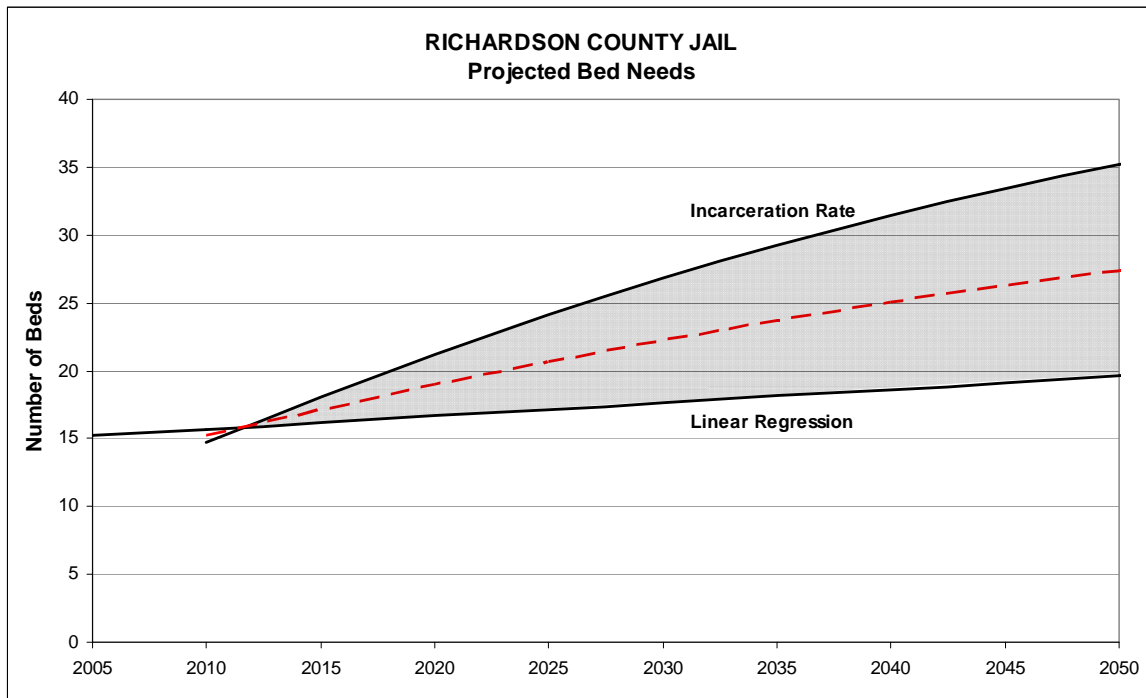


Figure 28

Taking into account the preceding jail capacity projections, it is recommended that the County **target a range between 24 and 27 beds** to meet future jail bed needs. Additionally, it is recommended that the facility be designed to accommodate future expansion to ensure viability well into the future. A jail of this size would ensure that Richardson County has adequate space to board its inmates into the short-term future, and proper design and site selection will ensure long-term viability through future expansions.

VIII. FACILITY PROGRAM, BUDGET, AND STAFFING PROJECTIONS

A. Program for Recommended Facility

The following Program defines the spaces which would be anticipated in a new 24-Bed Law Enforcement Center that replaces the existing Jail and Sheriff’s Office spaces located in the Richardson County Courthouse. This program represents the initial needs of the County Sheriff’s Office for a modern jail and office space, but it has not been adjusted to reflect the selected former Armory site or design scheme. As the County progresses with the design process, focus should be placed on adjusting this program based on input from County officials, existing conditions at the Armory site, and a corresponding facility design.

JAIL FUNCTIONS

<i>Space Description</i>	<i>Proposed SF</i>
Intake:	
Vehicular Sallyport	731 sf
Secure Vestibule/Report Writing/Restraint Chair Storage	170 sf
Booking/Booking Storage/Central Control	206 sf
Fingerprint Area and Booking Circulation	260 sf
Staff Toilet	60 sf
Holding Cells	
Multi-holding Cells (1)	105 sf
Isolation Cell (2 @ 72 sf)	144 sf
Contact Visitation/Interview Room	100 sf
Clothing Change-out/Shower/Toilet	138 sf
Property Storage	112 sf
Laundry (including Jail Issue Storage)	230 sf
General Storage/Jail Storage	100 sf
Food Service:	
Kitchen	Future
Delivery Vestibule	Future
Janitor Closet	Future
Janitor Closet	20 sf
Secure Vestibule	66 sf
Medical Exam/Toilet	240 sf
Program Services:	
Library/Multi-Purpose (Includes Storage Room)	240 sf
Exercise (enclosed)	600 sf
Exercise Storage	30 sf
Master Control/Dispatch:	
Master Control/Dispatch Area	300 sf
Master Control Equipment	150 sf
Toilet	50 sf
Secure Vestibule	48 sf
Jail Housing Units	
Work Release	
Multi-Person Cell (Dorm) - 2 beds (80 SF x 2 Min.)	196 sf
Minimum Security	
Multi-Person Cell (Dorm) - 2 beds (80 SF x 2 Min.)	196 sf
Medium Security (Male)	
Multi-Person Cell (Dorm) - 6 beds (80 SF x 6 Min.)	480 sf

Medium Security (Male)	
Multi-Person Cell (Dorm) - 6 beds (80 SF x 6 Min.)	480 sf
Medium Security (Female)	
Multi-Person Cell (Dorm) - 4 beds (80 SF x 4 Min.)	320 sf
Maximum Security (M/F Swing)	
2 Cells - Single Occupancy (2 beds)	154 sf
Day Room	100 sf
Special Needs (M/F Swing)	
2 Cells (1 H.C.) - Single Occupancy (2 beds)	191 sf
Day Room	100 sf
Jail Subtotal (Net SF)	6,317 sf
Miscellaneous (Walls, Utility Chases, Circulation)	2,211 sf
Jail Subtotal (Gross SF)	8,528 sf

The preceding portion of the program represents the space necessary for a 24-Bed jail which meets the requirements of Nebraska Jail Standards for a modern jail. The Nebraska Jail Standards are focused on improving conditions and operations in local jails to lessen the potential for successful litigation against local officials. When considered in context with the current Richardson County Jail, this program underscores the inadequacies of the current facility as a modern jail and the potential liability incurred by the County.

This program includes 24 prisoner beds which are gender flexible in order to accommodate fluxes in jail population. Each category of bed segregation (minimum, medium, etc.) is separated by sight and sound, meaning that the listed male beds could hold females if necessary. Additionally, the security classification labels provided do not signify exclusive uses. For example, a maximum security cell can hold a minimum security inmate if necessary, but a minimum security cell cannot hold a maximum security inmate. This arrangement allows the jailor to hold a wide variety of inmates securely, which is not possible with the current facility.

LAW ENFORCEMENT OFFICE FUNCTIONS

<i>Space Description</i>	<i>Proposed SF</i>
Public Spaces	
Entrance Lobby/Vestibule	240 sf
Public Toilets (2 @ 52 SF ea.)	104 sf
Video Visitation	120 sf
Administrative Spaces	
Reception/Administration/Combined File Storage	150 sf
Copy/Work Room	120 sf
Sheriff's Department Offices	
Sheriff's Office	200 sf
Sergeant Investigator	120 sf
Patrol Sergeant Office	120 sf
Squad Room (2 Desks)	150 sf
Support spaces:	
Interview Rooms	115 sf
Evidence Storage	500 sf
Conference/Training/EMS	480 sf
Janitor Closet	20 sf
Law Enforcement Offices Subtotal (Net SF)	2,439 sf
Miscellaneous (Walls, Circulation)	780 sf
Law Enforcement Subtotal (Gross SF)	3,219 sf

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

PROGRAM SUMMARY: 24-BED LAW ENFORCEMENT CENTER	
JAIL FUNCTIONS	
Jail Subtotal (Net SF)	6,317 sf
(Miscellaneous (Walls, Utility Chases, Circulation))	2,211 sf
Jail Subtotal (Gross SF)	8,528 sf
LAW ENFORCEMENT OFFICE FUNCTIONS	
Law Enforcement Subtotal (Net SF)	2,439 sf
(Miscellaneous (Walls, Utility Chases, Circulation))	780 sf
Law Enforcement Subtotal (Gross SF)	3,219 sf
MISCELLANEOUS	
Mechanical/Electrical Equipment	1,500 sf
Electrical Room	150 sf
Miscellaneous Subtotal	1,650 sf
TOTAL PROJECT (gross square footage)	13,397 sf

A modern 24-Bed Law Enforcement Center serving the needs of the Richardson County Sheriff’s Office would encompass an estimated 13,397 square feet. Again, this program is intended to be used as a baseline during ensuing design stages and modified as necessary as the design progresses.

B. Anticipated Project Budget Projections

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

The following "Greenfield" site budget projections do not account for the conditions of a specific site such as the Armory site. Instead, an allowance of 5% is included for general construction site work; a budget for the Armory site will be evaluated in the *Preliminary Planning* phase. The Project Overhead/Soft Costs estimate anticipates costs which are separate from the physical construction of the building that may be incurred by the County before occupancy. Added together, the construction costs (Hard Costs) and project overhead costs (Soft Costs) become the total Project Budget.

As listed in the following cost estimate, the unit costs are national averages for construction costs per square foot for specific building types. The numbers used herein are from the R.S. Means *2013 Building Construction Cost Data*. The national averages are then modified according to the location of the project (construction costs for the Richardson County area (Lincoln) are approximately 87.3% of the national average), the size of the project in relation to the national average (to account for "economy of scale"), and to account for inflation incurred between the recorded values and the anticipated construction bid date. Although Richardson County can anticipate lower construction costs than the national average, the modified cost projection is increased because the proposed facility is smaller than the national average and construction inflation has averaged nearly 3.5% per year over the past ten years.

Preliminary Budget Range		Median	3/4
RICHARDSON COUNTY LAW ENFORCEMENT CENTER - 24 BEDS			
Anticipated Bid Date: Fall 2014			
LAW ENFORCEMENT CENTER			
JAIL FUNCTIONS (24-Bed)			
Gross SF (established in program)	8,528 sf		
Square Foot Cost Projection:		\$ 282.56	\$ 367.43
<i>Jail Subtotal</i>		<u>\$ 2,409,670</u>	<u>\$ 3,133,440</u>
LAW ENFORCEMENT OFFICE FUNCTIONS			
Gross SF (established in program)	3,219 sf		
Square Foot Cost Projection:		\$ 133.52	\$ 172.85
<i>Law Enforcement Office Subtotal</i>		<u>\$ 417,780</u>	<u>\$ 540,850</u>
MECHANICAL/ELECTRICAL ROOFTOP EQUIPMENT PENTHOUSE			
Gross SF (established in program)	1,650 sf		
Square Foot Cost Projection:		\$ 63.65	\$ 94.19
<i>Mechanical/Electrical Rooftop Equipment Subtotal</i>		<u>\$ 105,020</u>	<u>\$ 155,410</u>
MISCELLANEOUS			
Construction Budget Subtotal		\$ 2,932,470	\$ 3,829,700
Construction Site Work at 5%		\$ 146,620	\$ 191,490
(Grading, Drives, Sidewalks, etc.)			
Design Phase Contingency at 10%		\$ 307,910	\$ 402,120
TOTAL PROJECT COSTS			
Construction Budget Total (Hard Costs)		\$ 3,387,000	\$ 4,423,310
Project Overhead (Soft Costs) at 20%		\$ 677,400	\$ 884,660
Site Acquisition & Development Costs		?	?
PROJECT BUDGET TOTAL		<u>\$ 4,064,400</u>	<u>\$ 5,307,970</u>

As previously detailed, this budget projection is based on national construction cost averages which have been localized to the Richardson County construction market. These represent the anticipated localized median and 3/4 construction costs, meaning that a new 24-Bed LEC project on a generic, "Greenfield" site in Richardson County would be anticipated to fall within this range. Estimated costs for a replacement Law Enforcement Center addition and renovation project at the former Armory site will be developed in the upcoming *Preliminary Planning* phase. It should be noted that this *Needs Assessment* phase budget represents a broad range of design decisions that have not yet been determined. As the County proceeds with the design of the actual replacement facility and particulars are established, more precise budgets should be established.

C. Staffing Projections

Currently, the jail staff consists of 3 full-time personnel and 5 part-time personnel. Part-time positions are currently used to achieve flexibility within the staffing schedule in order to accommodate time off and avoid overtime. The jail staff is trained as both Jailors and Dispatchers because they are responsible for keeping charge of the jail as well as dispatching Sheriffs Deputies within the County. Jailors do not currently receive emergency 911 calls directly because the County contracts with the Falls City Police Department for this service, although the County is in the process of adding this functionality. Currently, emergency calls that are the Sheriffs Office responsibility are forwarded to Jailors/Dispatchers in order to coordinate Sheriffs Deputies. In the near future, Jailors will be responsible for both monitoring prisoners as well as answering emergency calls.

**Richardson County Jail (16-Bed)
Current Staffing**

Sheriff	1
Jailor/Dispatcher	8
<i>Full-time</i>	3
<i>Part-time</i>	5
Cook	0
TOTAL	9

Jailors currently work a combination of 12-hour shifts and 8-hour shifts, which varies between full-time and part-time employment status and the needs of the scheduling period. Currently, the County maintains two Jailors on duty during the day and a single Jailor during the overnight shifts and on weekends. Nebraska Jail Standards and Insurance carriers do not recommend any less than two Jailors on duty at any one time in order to maintain safe operating conditions. For instance, the County has had prisoners escape during the periods when a single person was on duty in the past. The County is currently moving towards employing two Jailors/Dispatchers at all times. While it is recommendable that County Jails maintain a staffing ratio between 1:15 and 1:20 (staff to prisoners), facilities with less than a 40-Bed capacity should have no less than two jailors on staff at all times and staffing ratios are less appropriate guides.

The current jail does not allow direct supervision of dayrooms unless a Jailor makes “rounds”, which in modern facilities is eliminated by allowing a view into multiple dayrooms from a central position. Currently, the Dispatch and Booking area is also the main office for Jailors and does not have a view into any of the dayrooms. Video cameras do allow for a degree of supervision, but these also have blind spots. In a modern facility, a Master Control room will allow a single staff member to maintain this video surveillance while also answering emergency calls while the other staff member maintains direct supervision over the jail. The arrangement ensures that the jail is not unmonitored while the Jailor in the Master Control room is responding to a dispatch call. A staff member would be assigned to Master Control at all times, and would have control of all locks in the building, plumbing shut-offs, and video surveillance of the entire facility. For maximum scheduling flexibility, Jailors should continue to be trained to perform multiple duties. Staffing requirements for a 24-Bed Jail are projected as follows.

**Richardson County Jail (24-Bed)
Staffing Projection**

Sheriff	1
Jailor/Dispatcher	11
<i>Full-time</i>	5
<i>Part-time</i>	6
Cook	0
TOTAL	12

It is anticipated that a modern 24-Bed facility will require a total staff of 12 full-time and part-time individuals. This projection is based on a staffing schedule which anticipates two Jailors/Dispatchers on duty at all times. Additionally, the County may consider utilizing part-time Jailors in a “Mid-Shift” capacity, which would increase scheduling flexibility and

provide additional support during peak periods. This staffing projection does not include a projection for cooking or food service personnel because the County currently contracts with an outside vendor instead of hiring county employees. The jail will need a small Warming Kitchen to prepare breakfasts and to organize meals for delivery to prisoners, but if the County ever wishes to prepare warm meals themselves a larger commercial kitchen will be required.

In summary, it is anticipated that a 24-Bed Jail will require the addition of 3 employees.

D. Projected Impact of Staffing on Annual Operating Expenses

It is anticipated that the County will add 132 hours of paid employment by adopting a schedule which maintains two Jailor/Dispatchers on duty at all times, and that this increase in staffing will result in a budget increase of \$118,857. The projected increase in staffing costs are intended to be offset by the County adding dispatch abilities, which they currently pay Falls City to provide.