



RICHARDSON COUNTY

LAW ENFORCEMENT CENTER

PRELIMINARY CONCEPT PLAN



prochaska
& associates

planning
architecture
engineering
interiors
facility
management

Preliminary Concept Planning
for
RICHARDSON COUNTY LAW ENFORCEMENT CENTER
Falls City, Nebraska

December 17, 2013

Prepared by

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Beginning with their selection in April of 2013, and following weeks of planning sessions with the Richardson County Jail Planning Committee, Prochaska & Associates has completed a comprehensive planning effort to develop a solution to the problems facing the existing Richardson County Jail facility. This planning effort is summarized in this *Preliminary Concept Planning* document, and follows the *Needs Assessment Study* completed by Prochaska & Associates in August 2013.

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

This *Preliminary Concept Plan* follows nearly four years of planning efforts by the County Board to resolve overcrowding, life-safety, and long-standing compliance issues with the 88-year old Jail facility, as repeatedly cited by the Nebraska Jail Standards (NJS). In 2009, the Board purchased a vacated former National Guard Armory building on the west edge of Falls City with the intent to convert it into a modern Jail.

The County currently chooses to transport and board over-capacity and high-risk/serious offenders in out-of-county Jails because of an inability to hold them in the antiquated Jail, at a continual drain to the County's budget. These issues would be resolved, and staff safety greatly improved, in a modern Jail facility, but are very difficult to address within the existing Jail because of its location within the Courthouse.

After purchasing the Armory, the County appointed a Jail Planning Committee and selected Prochaska & Associates to develop a solution which would be satisfactory to NJS and the State Fire Marshal, as well as relieve the Jail of its overcrowding. As a result of this action by the County, we are pleased to present this *Preliminary Concept Planning* document for the proposed Richardson County Law Enforcement Center (RCLEC) which translates the needs of the Jail and Law Enforcement Offices into graphic form, analyzes multiple options, and develops associated project budgets. It is the intent of this planning effort that a cost effective, efficient and justifiable solution can be presented successfully to the Richardson County residents on behalf of the Jail Planning Committee and Board.

Objectives

The primary objective of this document is to assist the Jail Planning Committee, and ultimately the Commissioners, in making the decisions needed to resolve the Jail overcrowding and life-safety issues. A quality, code-compliant Law Enforcement Center facility will increase the efficiency of staff, save the County money spent on out-of-county transportation and housing, and can markedly improve staff, prisoner and public safety by reducing risk and liability. To accomplish these objectives, this planning effort:

- Collects and reviews data from all previous facility Programming and Planning work, to determine current and anticipated spatial requirements and adjacencies;
- Reviews the results of the *Needs Assessment Study* to finalize the most appropriate bed count for the proposed jail portion of the Law Enforcement Center;
- Evaluates suitability of renovating the Armory building into a LEC;
- Creates a facility layout that is compatible with surrounding development;
- Provides estimates for probable construction costs and overall project costs for all feasible options evaluated.

Planning Options

The Richardson County Jail Planning Committee and County Commissioners are determined to resolve the County's aging and non-compliant jail facility issue. With that goal in mind, Prochaska & Associates evaluated two options for replacement of the existing LEC facility. The successful option will solve not only Jail-related problems, but also address space and functional shortcomings of the Law Enforcement Offices. The options reviewed are as follows:

- ***Option 1 – Renovate/Expand Existing Armory Building into 24-Bed LEC*** evaluates renovating and expanding the County-owned former Armory Building on the west edge of Falls City into a compliant LEC.
- ***Option 2 – Close and Transport*** evaluates a scenario in which the existing jail is closed and the County transports and houses all prisoners at other facilities. This Option could be initiated through County choice or through forced closure by a regulatory agency. Once closed, the Transport process and the associated costs will be the responsibility of Richardson County taxpayers indefinitely, without the benefit of bond funds, until a new Richardson County LEC is built.

Recommendation

Following a series of review meetings where details for each Option were presented and discussed, the Planning Committee selected ***Option 1*** as the option which provides Richardson County with the best long term solution, and the most financially feasible option, for developing a viable, NJS-compliant Jail. The Planning Committee also toured the existing jail and a nearby modern jail to best evaluate the need for a new facility, and were astounded by the condition of the Richardson County Jail in comparison to a contemporary safety standards.

Cost Summary

An estimated construction budget for the recommended *Option 1* is summarized as follows. The budget for *Option 1* is based on the Concept Plan drawing included in Section 5.0 of this document. A general cost breakdown for *Option 1*, as well as for *Option 2* is included in Section 6.0 “Cost Projections”.

OPTION 1: RENOVATE/EXPAND ARMORY BUILDING INTO 24-BED LEC

Construction Budget (Hard Costs).....	\$ 2,821,020
Project Overhead Budget (Soft Costs).....	\$ 805,260
Total Project Budget.....	\$ 3,626,280

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

Based on this inflation turmoil over the past several years, projecting costs to the Fall of 2014 bid market is more art than science. Predicting with certainty in these times what the construction economy will be like a year from now is challenging. Construction costs can always be greatly affected by weather, labor or material shortages, demand and capacity of the construction marketplace, the difficulty of the proposed work and a multitude of other factors. The above budget includes design phase as well as construction phase contingency costs to help protect the County from this volatility.

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

Implementation

The *Option 1* Concept Plan and Project Budget provide the County and the Jail Planning Committee with a viable, cost effective and code-compliant solution to the prisoner housing responsibilities and law enforcement needs for Richardson County.

This recommended Concept Plan has evolved through several months of thoughtful planning sessions with the Board, staff and Jail Planning Committee. This summary document is intended to assist the Commissioners and Committee in responsible decision-making relative to the recommended Option, and to successfully communicate the critical need and justification for this long-overdue Law Enforcement Center project to Richardson County residents.



PROGRAMMING SUMMARY

The following Program is a list of the spaces necessary in a new 24-Bed Jail and Law Enforcement Center to meet the requirements of Richardson County. In addition to the needs of the Sheriffs Office, the Jail itself must comply with Chapter 15 of *Nebraska Jail Standards* as regulated and administered by the *Jail Standards Division* of the *Nebraska Commission on Law Enforcement and Criminal Justice*.

The proposed square footages and overall facility size will vary from these target sizes when preliminary floor plans are developed, and will be heavily influenced by the configuration of the existing Armory Building.

<i>Space Description</i>	<i>Proposed SF</i>
JAIL FUNCTIONS	
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	
Mult-Person Cell (Dorm) - 2 beds (80 SF x 2 Min.)	196 sf
Minimum Security	
Mult-Person Cell (Dorm) - 2 beds (80 SF x 2 Min.)	196 sf
Medium Security (Male)	
Mult-Person Cell (Dorm) - 6 beds (80 SF x 6 Min.)	480 sf
Medium Security (Male)	
Mult-Person Cell (Dorm) - 6 beds (80 SF x 6 Min.)	480 sf
Medium Security (Female)	
Mult-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

LAW ENFORCEMENT OFFICE FUNCTIONS

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
Sargeant Investigator	120 sf
Patrol Sargeant 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

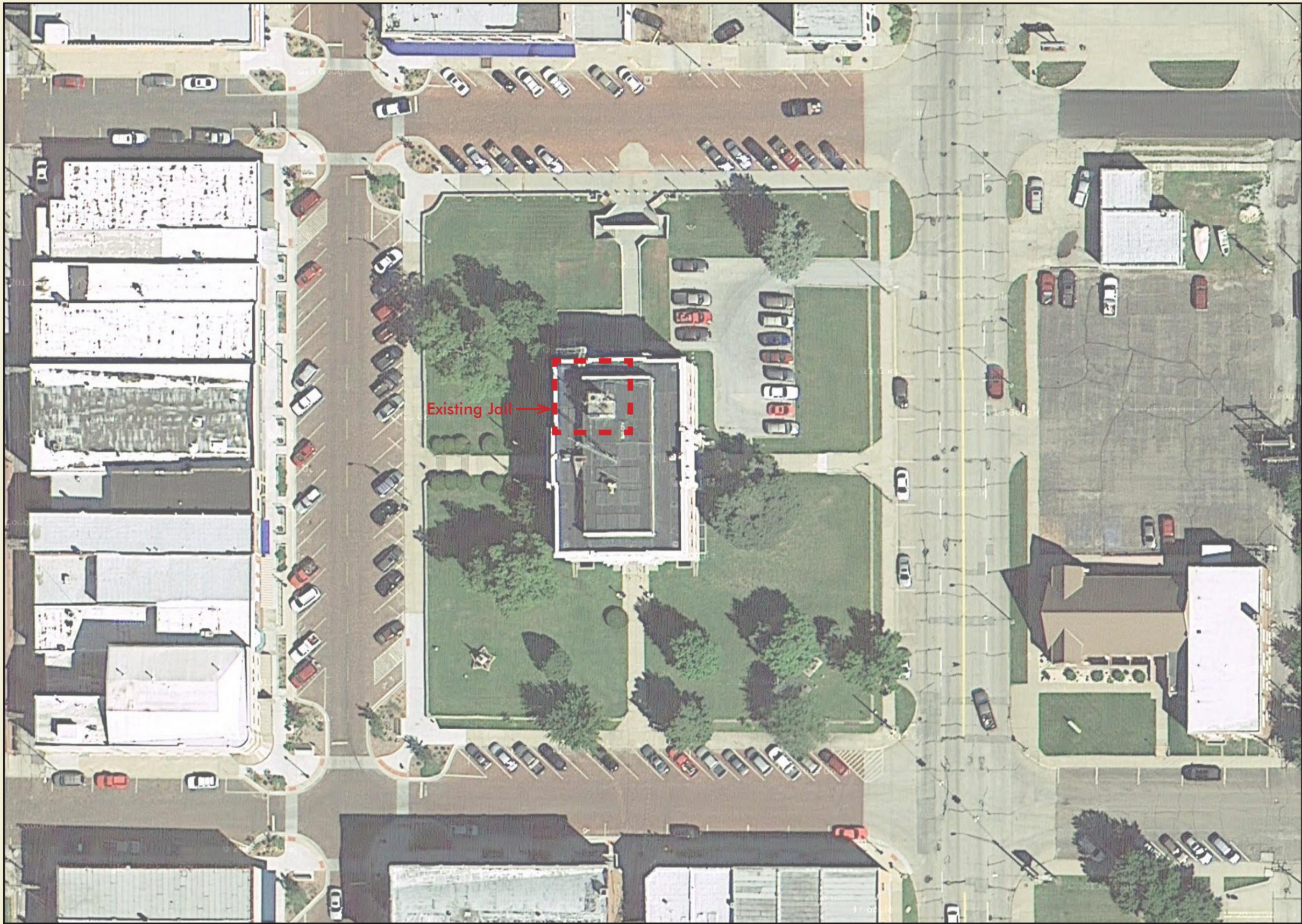
MISCELLANEOUS

Mechanical/Electrical Equipment	1,500 sf
Electrical Room	150 sf
Miscellaneous Subtotal	1,650 sf

TOTAL PROJECT (gross square footage)	13,397 sf
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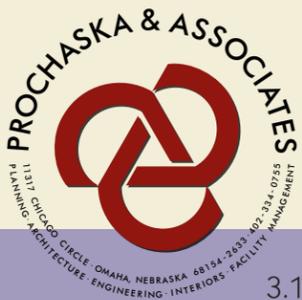


Existing Site & Floor Plans



Existing Site Plan ⬆

No Scale





In April 2013, the Richardson County Board of Commissioners hired Prochaska & Associates to evaluate options for the renovation of an existing County-owned former Armory Building into a 24-Bed Law Enforcement Center. In following the process established by the Nebraska Jail Standards (NJS) for the construction of new jail facilities, the County then completed a *Phase 2: Needs Assessment Study* prior to this *Phase 3: Preliminary Concept Plan*. This study explores potential options for solving the identified issues of the existing jail, although the County is currently “grandfathered” by NJS and is not forced to bring the current Jail into compliance.

The options reviewed are as follows:

- ***Option 1 – Renovate/Expand Existing Armory Building into 24-Bed LEC*** evaluates renovating and expanding an existing Armory Building on the west edge of Falls City into a compliant LEC.
- ***Option 2 – Close and Transport*** evaluates a scenario in which the existing jail is closed and the County transports and houses all prisoners at out-of-county facilities. This Option could be initiated through County choice or through forced closure by NJS or the State Fire Marshal. Once closed, the Transport process and the associated costs will be the responsibility of Richardson County taxpayers indefinitely, without the benefit of bond funds, until a new Richardson County LEC is built.

Introduction

OVERVIEW

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

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

HISTORY

The Richardson County Jail is located on the third and fourth floors of the County Courthouse, and the Sheriffs Office is located on the second floor. The County built its current Jail in 1924 as part of the Courthouse after the previous Courthouse was destroyed in a fire. The Jail was designed long before Nebraska Jail Standards were established in 1980, and the physical conditions of the existing facility fail to comply with nearly every section of the current standards. Additionally, the Jail fails to technically comply with the letter of the State Life Safety fire code. The Fire Marshal, however, has reluctantly approved the County's strategies to bring the facility into compliance.

An upper story Jail is particularly difficult to operate because it is difficult to establish the proper amount of egress required by modern building and fire codes. In the current facility 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. This system was installed and reluctantly approved by the Fire Marshal to avoid forced closure of the Jail some time ago, and still serves as a primary form of egress in an emergency.

The Jail currently has a rated capacity of 16 prisoners with three ways to classify, a 12-bed dorm on the fourth floor and two 2-bed units on the third floor. The existing building is inadequate for housing prisoners and for operating a modern Sheriff's Office due to several factors. First, the

County incurs several liabilities by operating in the existing facility, the most critical being the separation between jailors, prisoners, and law enforcement officers on different levels of the building. Limited classification options prevent the County from holding several classifications of prisoner, including maximum security, special needs, or simply those who do not get along with others in a twelve person unit. Additionally, the County has difficulty separating pre-trial prisoners from sentenced prisoners. These classification issues currently exist without conflict because of the extreme diligence of the Jail staff, but despite these efforts problems will likely arise in the future as they have in the past. Sheriff Houser has communicated many of these issues to the Board as well, expressing safety concerns for his staff and liability concerns for the County.

In response to the unresolved safety and liability issues at the Richardson County Jail, in 2009 the County Commissioners purchased the vacated former National Guard Armory building with the intent to convert it into a Jail. Shortly thereafter Sheriff Houser was elected to his first term as County Sheriff, and the County sought to hire an architect to evaluate options for converting the former Armory.

In April of 2013, Prochaska & Associates was hired through a competitive selection process to evaluate the renovation and expansion of the former Armory. Prochaska & Associates then followed the process set forth by Nebraska Jail Standards for the construction or major renovation of a new Jail facility by completing a *Needs Assessment Study*.

The *Needs Assessment Study* phase was completed on August 13, 2013, with a recommendation that the County build a 24-Bed Jail to accommodate its future Jail population needs. Following the *Needs Assessment Study*, the County Commissioners and Prochaska & Associates proceeded with this *Preliminary Concept Planning* phase, to explore Options for building a new 24-bed Law Enforcement Center (LEC), in compliance with Nebraska Jail Standards.

THE OPTIONS

This *Preliminary Concept Planning* phase is comprised of two Options, which have been analyzed on the following pages, providing the information necessary to enable the Richardson County Jail Study Committee to select the one Option that best meets the law enforcement needs and obligations of the County.

Option 1 – Renovate/Expand Existing Armory into 24-Bed LEC

Option 2 – Close and Transport

Option 1 – Renovate/Expand Existing Armory into 24-Bed LEC

OVERVIEW

This option explores the potential of renovating an existing building into a modern Jail. In 2009, Richardson County purchased a former National Guard Armory building on the west edge of Falls City with the intent to turn it into a Jail. The existing County Jail was constructed in 1924 as part of the new Courthouse after the previous Courthouse was destroyed in a fire, and has been in danger of forced closure by the State Fire Marshal before. The County Commissioners have been aware of the problems with the existing Jail for some time and purchased this building in order to find a solution to them. Since the Armory building was purchased in 2009, it was leased for a brief period but is currently vacant.

Opened in 1973, the Armory building is constructed of load-bearing masonry walls with a tongue and groove wood slat roof deck. Ceiling height throughout the facility is 9'-3" except for a gymnasium space with a vaulted ceiling, and the existing heating and cooling system utilizes ductwork buried underneath the slab. In order to renovate the building for use as a Law Enforcement Center an expansion is necessary for the Jail housing areas. These areas cannot be built within the existing building because of the intricate systems and construction requirements which are necessary in a modern Jail. However, several parts of the Jail as well as the Law Enforcement Office space can be constructed within the existing building, which will save the County a considerable amount versus new construction. Additionally, the existing building is located on a six acre site which includes a storage building, leaving room for future expansion if necessary.

PROS

This option presents a number of benefits. By utilizing the existing structure, the County will be able to save construction costs while also benefiting from a modern Jail space. A new Jail will allow the County to eliminate many of the liabilities incurred from their existing Jail, and will allow the County to maintain control over future finances by controlling Jail management practices.

Several spaces that are required in a new Jail which are non-existent in the existing Jail will greatly improve the operational capabilities of the Jail staff. Prisoners can be classified up to seven ways, compared to the current three, which will provide improved safety to both staff and prisoners. Staff will be able to directly supervise all prisoners from a central control station as well as book incoming prisoners. Recently arrested individuals will enter directly into the Jail through a secure Vehicular Sallyport, a significant improvement over guiding them through the Courthouse. An Indoor/Outdoor Exercise space under direct supervision from Master Control will meet NJS requirements and provide a secure environment to reduce the infiltration of contraband. The windows in the existing building were recently replaced with more energy efficient windows. Finally, the Law Enforcement Offices and the Jail will be on the same level which will increase communication, accessibility, and safety for the staff and for the public.

Beyond the characteristics of the building, the size of the site will provide flexibility in the future and it's location on the edge of town is well suited for a Jail.

CONS

There are few disadvantages with this option. Most significantly, the Sheriff and Deputies will be removed from the Courthouse, where they have always had a presence. However, the site is a distance of only one mile from the Courthouse and any security concerns can be addressed through staffing. While it was common at one time, it has become acceptable to locate a Jail and Sheriff's Office reasonably remote from the County Courthouse today.

With respect to the existing building, the underground ductwork possibly contains asbestos and is recommended to be abandoned and replaced. Additionally, the building was originally constructed without insulation in the exterior walls and it is recommended that insulation be added to the building perimeter walls to improve energy efficiency and comply with the State Energy Code. Overall, the existing site and building are better suited than most to be renovated into a Jail.

RECOMMENDATION

This is the best option to solve the County's long term Jail needs, and by purchasing the former Armory building, the County has significantly reduced the construction costs of building an entirely new Law Enforcement Center.

COSTS

A Project Budget for Option 1 is included in Section 6 – Cost Projections.

Option 2 – Close and Transport

OVERVIEW

If the County chooses not to build a new Jail, it is possible that the existing Jail will be forced closed by the State Fire Marshal and/or Nebraska Jail Standards because of its dangerous conditions. Even if the Jail is not forced to close, the County is faced with increasing prisoner populations which will soon exceed the capacity of the existing Jail. The County may even choose to close the existing Jail because of problems with the facility. This option examines a scenario in which the existing Jail is closed and the County transports and houses all prisoners at out-of-county facilities.

At the moment, the County is paying about \$50 a day to house prisoners out-of-county, a cost which is subject to the number of available jail beds. The average boarding cost per day in Nebraska is around \$60-\$65. Additionally, the County does not avoid liability by housing prisoners in another County and is still responsible for medical costs and other bills. Ultimately, the County may still be held liable for actions that happen in the care of others. The County (and ultimately the taxpayers) will be obligated to pay these transportation and housing costs indefinitely out of the County's tax levy without the assistance of a bond, and will have little control in managing these costs.

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

Richardson County already faces a shortage of available beds in the region, which is exacerbated by the County's location in a corner of the state. It is difficult to transport prisoners across state lines because of the various jurisdictional and legal requirements for doing so. The most likely facilities for the County to ship prisoners to are the Nemaha County Jail or the Cass County Jail, a significant distance to haul prisoners on a daily basis. It is not likely that Nemaha County would be able to hold a significant number of prisoners, so most prisoners would probably be sent to Cass County. Furthermore, Richardson County would be at the mercy of these, or other, counties, should they increase boarding costs for these prisoners. Even relatively small increases in boarding costs or fuel costs would have a large impact on the County's finances. Again, these expenses would need to be funded through the County's yearly operating budget.

RECOMMENDATION

Option 2 should be seen as a "last resort" for Richardson County. This option does not solve any of the issues inherent with the existing jail and relies on neighboring counties asking "fair" compensation for holding prisoners. Furthermore, Richardson County has few options for

transporting prisoners since the County is located in an extreme corner of the state. In the long term, the County should anticipate fluctuations in both number and cost of available beds, and should expect to see increasing costs for housing and transporting a growing prisoner population in other facilities.

COSTS

Estimated costs for transporting and housing Richardson County prisoners out-of-county are expanded upon in Section 6. It is likely that the County will board prisoners in Nemaha or Cass Counties.

In summary, it must again be noted that the transport and housing costs do not end at 20 years (a standard length of bond payments), but will continue perpetually, or until the County builds a new Jail facility. Finally, these Option 2 costs must be paid for by the County out of annual tax receipts, without the benefit of a bond issue. Without a permanent increase in County taxes, and one that would account for inflation over future years, the County would likely face difficulty funding this option.

RENOVATE/EXPAND EXISTING ARMORY INTO 24-BED LEC

Overview

In 2009, Richardson County purchased a former National Guard Armory building on the west edge of Falls City with the intent of turning it into a jail. The existing County Jail was constructed in 1924 as part of the new Courthouse after the previous Courthouse was destroyed in a fire. It has been in danger of forced closure for years due to lack of compliance with the fire code. Since the Armory building was purchased in 2009 it was leased for a brief period but is now vacant. Opened in 1973, the building was constructed of load-bearing masonry walls with a tongue and groove wood slat roof. Ceiling height throughout the facility is 9'-3" except for a gymnasium space with a vaulted ceiling, and the existing heating and cooling system utilizes ductwork buried underneath the slab. In order to renovate the building for use as a Law Enforcement Center, an expansion is necessary for the jail housing areas. These areas cannot efficiently be built within the existing building because of the intricate systems and construction requirements which are necessary in a modern Jail. However, several parts of the jail, as well as the law enforcement office space, can be constructed within the existing building, which will save the County a considerable amount of money versus new construction. Additionally, the existing building is located on a six acre site which includes a storage building, leaving room for future expansion, if necessary.

Pros

This option presents a number of benefits. By utilizing the existing structure, the County will be able to save construction costs while also benefiting from a modern jail space. A new jail will allow the County to eliminate many of the liabilities incurred from their existing jail, and will allow the County to maintain control over future finances by controlling jail management practices. Several spaces that are required in a new jail which are non-existent in the existing jail will greatly improve the operational capabilities of the jail staff. Prisoners can be classified up to seven ways, compared to the current three, which will provide improved safety to both staff and prisoners. Staff will be able to directly supervise all prisoners from a central control station, as well as book incoming prisoners from the same station. Recently arrested individuals will enter directly into the jail through a secure Vehicular Sallyport, a significant improvement over guiding them through the Courthouse. An Indoor/Outdoor Exercise space under direct supervision from Master Control will meet state requirements and provide a secure environment that reduces the infiltration of contraband. The windows in the existing building were recently replaced with more energy efficient windows. Finally, the Law Enforcement Offices and the Jail will be on the same level which will increase communication, accessibility, and safety for the staff and for the public. Beyond the characteristics of the building, the size of the site will provide flexibility in the future and it's location on the edge of town is well suited for a jail.

Cons

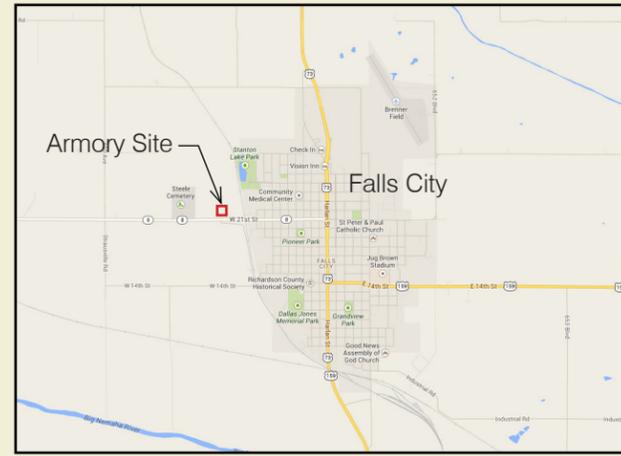
There are few disadvantages with this option. Most significantly, the Sheriff and Deputies will be removed from the Courthouse, where they have always had a presence. However, the site is a distance of 1 mile from the Courthouse and any security concerns can be addressed through staffing. While it was common at one time, it is less common to see a Jail and Sheriffs Office located in a County Courthouse these days. With respect to the existing building, the underground ductwork may contain asbestos and should be abandoned and replaced. Additionally, the building was originally constructed without insulation in the exterior walls and adding insulation to the building will improve energy efficiency. Overall, the existing site and building are better suited than most to be renovated into a jail.

Recommendation

This is the best option to solve the County's long term jail needs, and by purchasing the existing Armory building the County has significantly reduced the construction costs of building a new jail.

Costs

Construction Budget (Hard Costs)	\$ 2,821,020
Project Overhead Budget (Soft Costs)	\$ 805,260
Total Project Budget	\$ 3,626,280



Location

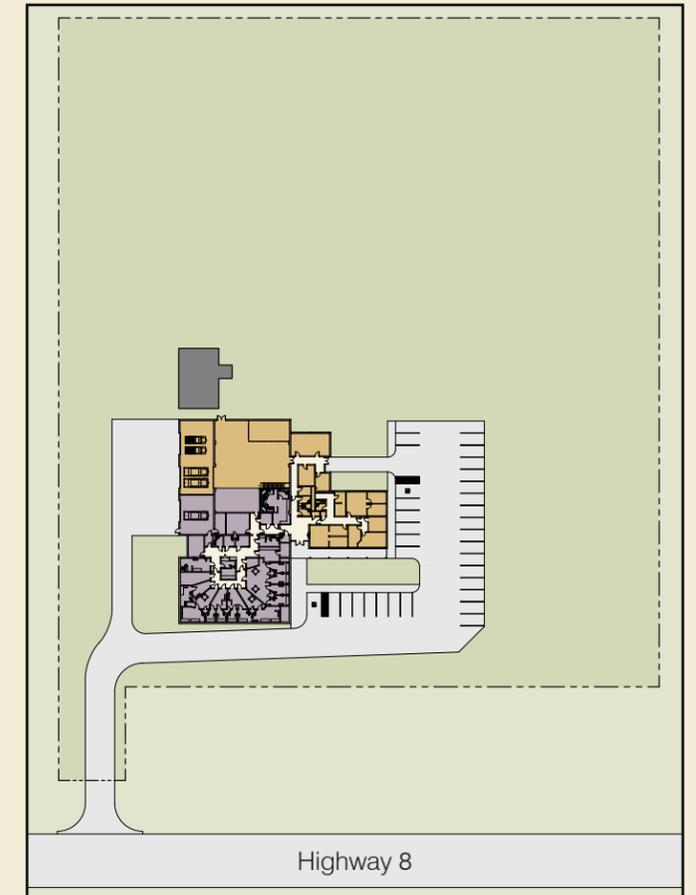
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figure 1



- - - Existing Building Boundary
- New Jail
- Law Enforcement Offices
- Circulation

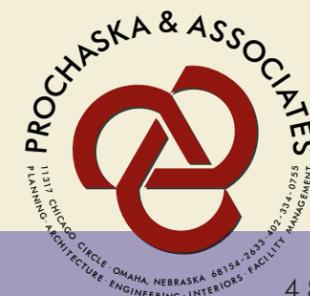
Floor Plan

No Scale
figure 3



Site Plan

No Scale
figure 2



Close and Transport

Overview

If the County chooses not to build a new jail, it is possible that the existing jail will be forced closed because of its dangerous condition. Even if the jail is not forced to close, the County is faced with increasing prisoner populations which will soon exceed the capacity of the existing jail. The County may even choose to close the existing jail because of problems with the facility. This option examines a scenario in which the existing jail is closed and the County houses all prisoners at other facilities. At the moment, the County is paying about \$50 a day to house prisoners out-of-county, a cost which is subject to the number of available jail beds. The average boarding cost per day in Nebraska is around \$60-\$65. Additionally, the County does not avoid liability by housing prisoners in another County and is still responsible for medical costs and other bills. Ultimately, the County may still be held liable for actions that happen in the care of others. The County (and ultimately the taxpayers) will be obligated to pay these transportation and housing costs indefinitely out of the County's tax levy without the assistance of a bond, and will have little control in managing these costs. Another unfortunate result of transporting prisoners is that the Richardson County deputies who transport the detainees essentially become "chauffeurs" and will spend much of their time hauling prisoners back and forth, in all types of weather, which takes away from their regular law enforcement duties and increases the potential of a traffic accident at some time in the future. In order to maintain current County law enforcement capability it is conceivable that Richardson County will need to hire more law enforcement staff to cover these additional transport duties.

Richardson County already faces a shortage of available beds in the region, which is exacerbated by the County's location in a corner of the state. It is difficult to transport prisoners across state lines because of the various jurisdictional and legal requirements for doing so. The most likely facilities for the County to ship prisoners to are the Nemaha County Jail or the Cass County Jail, a significant distance to haul prisoners on a daily basis (See figure 1). It is not likely that Nemaha County would be able to hold a significant number of prisoners, so most prisoners would probably be sent to Cass County. Furthermore, Richardson County would be at the mercy of these counties, should they increase boarding costs for these prisoners. Even relatively small increases in boarding costs or fuel costs would have a large impact on the County's finances. Again, these expenses would need to be funded through the County's yearly operating budget.

Recommendation

Option 2 should be seen as a "last resort" for Richardson County. This option does not solve any of the issues inherent with the existing jail and relies on neighboring counties asking "fair" compensation for holding prisoners. Furthermore, Richardson County has few options for transporting prisoners since the County is located in an extreme corner of the state. In the long term, the County should anticipate fluctuations in both number and cost of available beds, and should expect to see increasing costs for housing and transporting a growing prisoner population in other facilities.

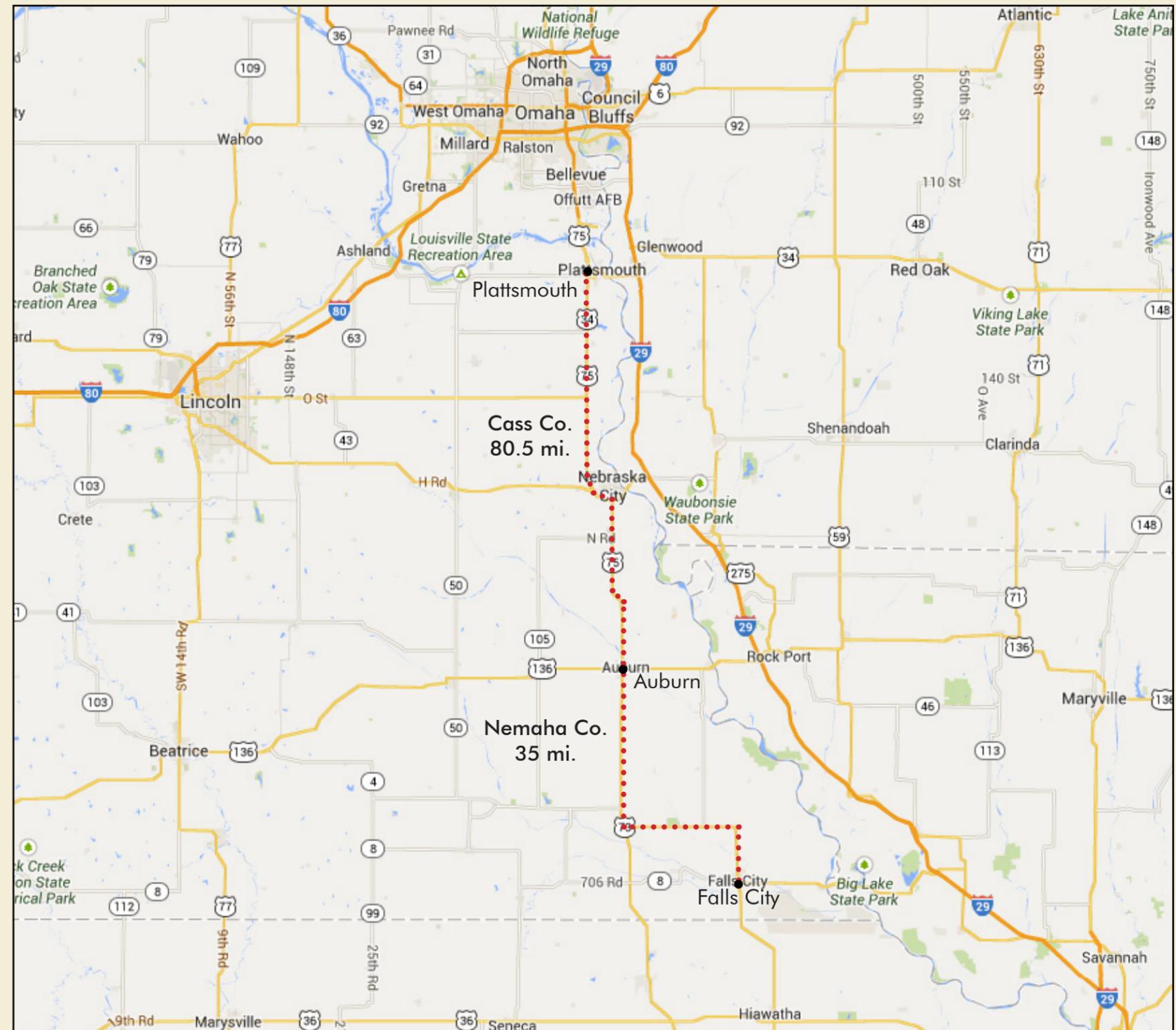
Costs

The estimated costs for transporting and housing Richardson County prisoners out-of-county are expanded upon in Section 6. In summary, it must again be noted that the transport and housing costs do not end at 20 years (a standard length of bond payments), but will continue perpetually, or until the County builds a new Jail facility. Finally, these Option 2 costs must be paid for by the County out of annual tax receipts, without the benefit of a bond issue. Without a permanent increase in County taxes, and one that would account for inflation over future years, the County will likely face difficulty funding this option.

Out-of-County Transport & Housing Cost (20 year sum total)	\$ 11,207,774
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Out-of-County Transport & Housing Cost (20 year NPV - 2015\$)*	\$ 7,910,629
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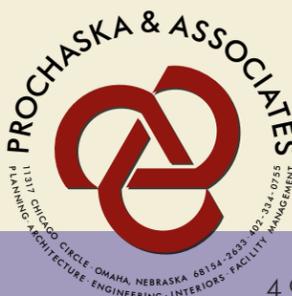
* NOTE: 20 years is used in the above chart as a comparison to the 20-year bond. The housing and Transport costs **do not end in 20 years**, but would continue perpetually, or until the county builds a jail.



Potential Boarding Locations

No Scale

figure 1

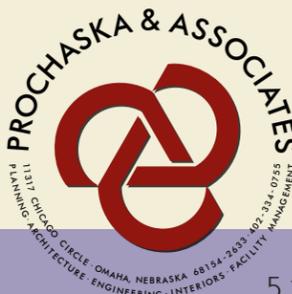


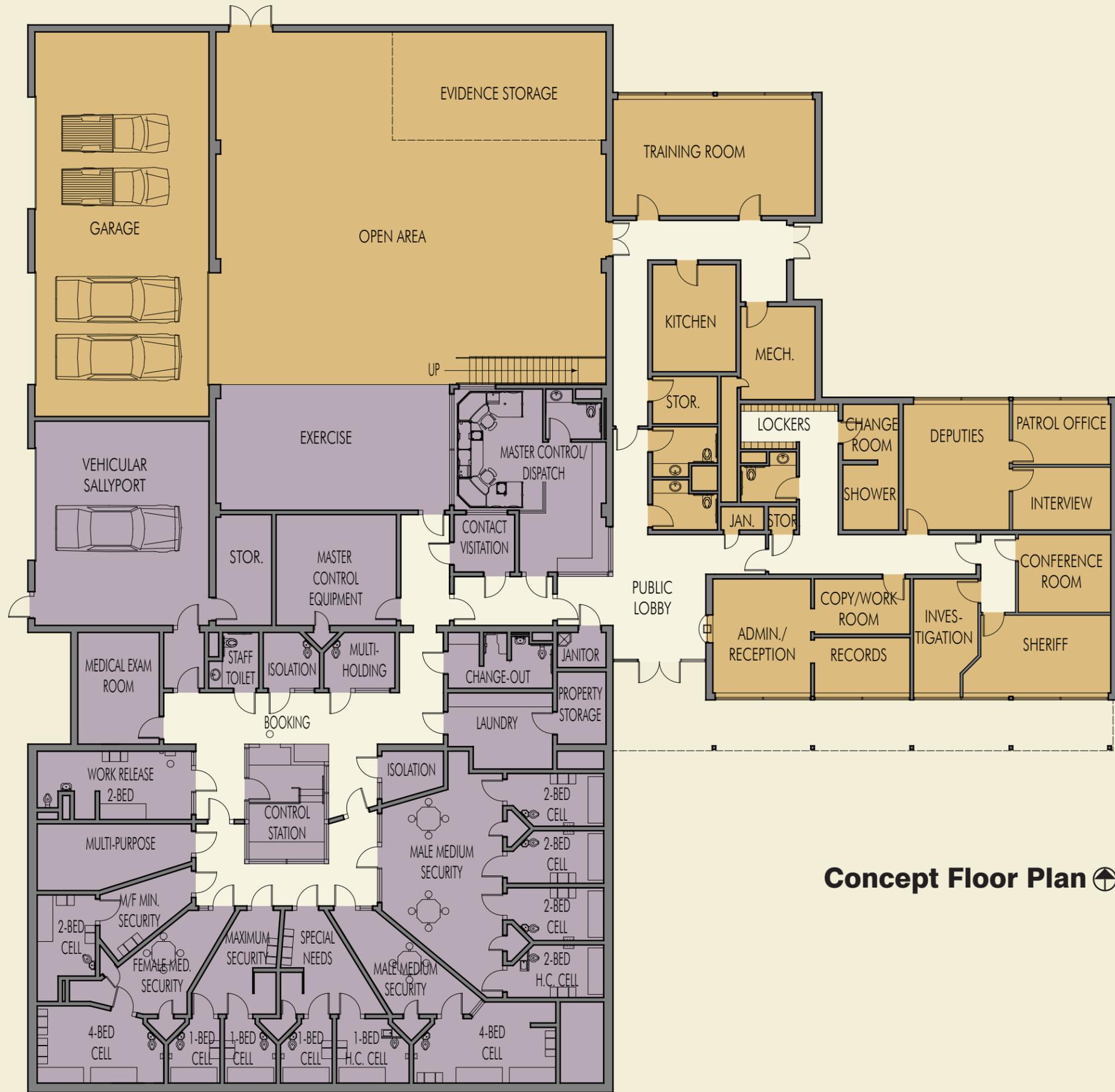


Recommended Option 1

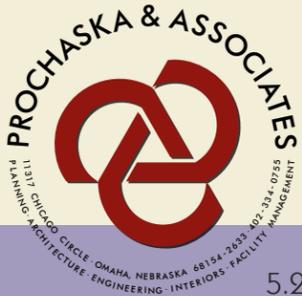


Concept Site Plan ↻





Concept Floor Plan ⬆





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

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

PRELIMINARY CONCEPT PLAN BUDGET SUMMARY

■ **OPTION 1: RENOVATE/EXPAND ARMORY BUILDING INTO 24-BED LEC**

Construction Budget (Hard Costs).....	\$ 2,821,020
Project Overhead Budget (Soft Costs).....	\$ 805,260
Total Project Budget.....	\$ 3,626,280

■ **OPTION 2: CLOSE & TRANSPORT**

Out-of-County Transport & Housing Cost (20 year sum total).....	\$11,207,774*
Out-of-County Transport & Housing Cost (20 year NPV).....	\$ 7,910,629*

**(Transport & Housing costs will continue into perpetuity or until a new jail is constructed. For example, the present value of 30 years of these Transport & Housing costs is equal to \$12,531,027 vs. \$7,910,629 for 20 years. A 20-year present value amount is used above to compare with a typical construction bond.)*

Estimated construction costs are summarized below. Due to the nature of a Preliminary Design, costs are based on historical square foot costs, plus lump sum costs and allowances for special items. Costs are budgeted for the Fall 2014 Construction Bid Market.

■ **OPTION 1: 24 BED LEC RENOVATION AND EXPANSION OF ARMORY BLDG.**

Project Budget Projection:

New Construction:

Jail Addition (24 beds, some double occupancy cells) 4,190 GSF at \$345.70/SF	\$ 1,448,470
Mechanical/Electrical Equipment Mezzanine 1,326 GSF at \$65.47/SF	\$ 86,820
Sitework Allowance at 3% (Grading/Sidewalks/Parking, etc.)	\$ 46,060

Renovation:

Jail Facility 4,165 GSF at \$164.78/SF	\$ 686,310
Law Enforcement Offices 4,401 GSF at \$67.46/SF	\$ 296,900

Project Budget Totals:

Construction Budget Subtotal	\$ 2,564,560
Design Phase Contingency at 10%	\$ 256,460
Construction Budget Total (Hard Costs)	\$ 2,821,020
Project Overhead Budget (Soft Costs) at 25% (Includes: A/E Consultant Fees, Site Survey, Soil Borings, Movable Equipment & Interior Furnishings, Data/Communications Equipment & Cabling, Soil & Concrete Testing, Reimbursable Expenses, Construction Document Printing, Builder's Risk Insurance, Construction Contingency, Relocation of Communications, etc.)	\$ 705,260
Geothermal Well Field	\$ 90,000
Insulation of Exterior Walls (Sheriffs Office)	\$ 10,000
OPTION 1 Project Budget Total	\$ 3,626,280

■ OPTION 2: CLOSE & TRANSPORT
(Close the current Jail, begin transporting and housing all prisoners out-of-County)

Option 2 anticipates a scenario in which the jail is closed, by Richardson County officials or other agencies, and the County is unable to hold prisoners. In this scenario, the County will be forced to transport prisoners to another county jail and pay that county to house the prisoners.

TRANSPORT & HOUSING COSTS

Option 2 determines the cost associated with transporting the prisoners plus their room and board considering the estimated quantity of inmates and the duration of incarcerations. This budget compiles 20 years of projected boarding and transport expenses in order to correspond to the likely length of a construction bond, for comparison with the other Options. The Net Present Value (NPV) of 20 years of expenses can then be compared on equal terms with estimated construction budgets since all are 2014 dollars (the anticipated construction bid date). ***It must be noted that these estimated Boarding & Transport costs do not end at 20 years, but would continue indefinitely, or until the County builds a jail to hold the growing population, leaving the County vulnerable to fluctuations in locally available beds and/or rates.*** These estimated costs and associated assumptions are as follows:

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

The Richardson County Sheriff currently boards prisoners in other county’s facilities only when they are full or otherwise unable to hold a prisoner. For purposes of evaluating between two options, (1) build a new jail or (2) do not build a new jail, future transport and housing costs must be projected. Transport and housing costs at a new facility would be zero since it would be sized to accommodate jail populations well into the future. The projected costs account for anticipated county jail populations, local boarding rates, travel distances and associated costs, and inflation (projected at 3.35% where applicable). These are presented below:

Projected Transport & Housing Costs:

Total costs (sum) for transport and housing over 20 years:	\$ 11,756,378
Net Present Value (NPV) of transport and housing costs	
amortized over 20 years (w/ 3.50% discount rate):	\$ 7,910,629

(See Table on following page for details).

*In summary, it must again be noted that the above example does not end at 20 years. The costs of housing and transport will continue perpetually, or until the County expands the current Jail facility or builds a new one. Finally, these *Option 2* Close & Transport costs must be paid for by the County out of annual tax receipts, without the benefit of bond funds.

Projected Transport & Boarding Costs

Year	Boarding Costs	Transportation Cost	Personnel Cost	Total Costs Per Year	Rate of Inflation	3.35%
					Bond Rate	3.50%
2012	\$ -	\$ -	\$ -	\$ -		
2013	\$ 166,201	\$ 51,060	\$ 97,927	\$ 315,188		
2014	\$ 175,717	\$ 52,973	\$ 103,534	\$ 332,223		
2015	\$ 185,629	\$ 56,084	\$ 109,374	\$ 351,087		
2016	\$ 196,018	\$ 59,283	\$ 115,495	\$ 370,796		
2017	\$ 206,842	\$ 62,550	\$ 121,873	\$ 391,265		
2018	\$ 218,117	\$ 65,883	\$ 128,516	\$ 412,517		
2019	\$ 229,858	\$ 69,282	\$ 135,434	\$ 434,575		
2020	\$ 242,083	\$ 72,744	\$ 142,637	\$ 457,464		
2021	\$ 254,812	\$ 76,269	\$ 150,137	\$ 481,219		
2022	\$ 268,060	\$ 79,855	\$ 157,943	\$ 505,858		
2023	\$ 281,845	\$ 83,500	\$ 166,065	\$ 531,411		
2024	\$ 296,187	\$ 87,202	\$ 174,516	\$ 557,905		
2025	\$ 311,105	\$ 90,961	\$ 183,305	\$ 585,370		
2026	\$ 326,588	\$ 94,764	\$ 192,428	\$ 613,780		
2027	\$ 342,684	\$ 98,620	\$ 201,912	\$ 643,216		
2028	\$ 359,414	\$ 102,526	\$ 211,770	\$ 673,710		
2029	\$ 376,801	\$ 106,481	\$ 222,014	\$ 705,296		
2030	\$ 394,866	\$ 110,483	\$ 232,658	\$ 738,007		
2031	\$ 413,633	\$ 114,530	\$ 243,715	\$ 771,878		
2032	\$ 433,125	\$ 118,621	\$ 255,200	\$ 806,947		
2033	\$ 453,368	\$ 122,755	\$ 267,128	\$ 843,250		
2034	\$ 474,386	\$ 126,930	\$ 279,511	\$ 880,827		
2035	\$ 496,205	\$ 131,143	\$ 292,368	\$ 919,716		
2036	\$ 518,853	\$ 135,395	\$ 305,712	\$ 959,959		
2037	\$ 542,357	\$ 139,682	\$ 319,561	\$ 1,001,599		
2038	\$ 566,745	\$ 144,004	\$ 333,930	\$ 1,044,679		
2039	\$ 592,047	\$ 148,358	\$ 348,839	\$ 1,089,244		
2040	\$ 618,293	\$ 152,744	\$ 364,303	\$ 1,135,340		
2041	\$ 645,514	\$ 157,160	\$ 380,341	\$ 1,183,015		
2042	\$ 673,741	\$ 161,603	\$ 396,973	\$ 1,232,317		
2043	\$ 703,008	\$ 166,073	\$ 414,217	\$ 1,283,298		
2044	\$ 733,347	\$ 170,569	\$ 432,094	\$ 1,336,010		
2045	\$ 764,795	\$ 175,087	\$ 450,623	\$ 1,390,505		

Sum 20 Year Costs of Boarding Out Inmates	\$ 11,756,378
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NPV of 20 Year Costs of Boarding Out Inmates	\$7,910,629
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NPV of 25 Year Costs of Boarding Out Inmates	\$10,180,028
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NPV of 30 Year Costs of Boarding Out Inmates	\$12,531,027
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