

Phase One Report: *Mackinac County Jail Committee*



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CRS Incorporated Gettysburg PA
In association with
SMRT, Inc. Portland, ME

Phase One Report: Mackinac County Jail Committee

Mackinac County
St. Ignace, Michigan

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Judge Beth Gibson, 92nd District Court Judge

Don Gustafson, St. Ignace schools

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Jim Hill, Mackinac County Board of Commissioners

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Stuart Spencer, Mackinac County Public Defender

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Joe Stelzer, Mackinac County Sheriff Corrections deputy

Scott Strait, Mackinac County Sheriff

Kristine Vallier, Moran Twp. Clerk

Mark Wilk, St. Ignace Police Department

EXECUTIVE SUMMARY: Phase One Report: Mackinac County Jail Committee

The Mackinac County Jail Committee was created by county officials in September 2011 and was assigned nine tasks. This report presents findings and recommendations for each of the tasks.

I. Define the mission/role of the jail in the criminal justice system

Committee members discussed elements of a “mission” statement at the first meeting and the concepts evolved over the following months. The principles included:

- Inmates should not return after release
- Attempt to *safely* reduce demand for the jail
- Should not be a business—plan to meet Mackinac County’s needs only
- Efficient (to operate, staff)
- Comply with standards
- Planning and design should ensure flexibility to meet future needs and be efficiently expanded, if necessary

Current Jail Design and Conditions. The current jail fails to provide necessary space to accommodate efficient and effective options. Other Sheriff’s Department operations are constrained by the lack of space, and the location of spaces that are available.

II. Explore jail population characteristics

The jail, unlike a prison, has unique length of stay dynamics: while 60% of the inmates who are admitted to the jail will be released within three days, these inmates only account for only 5% of the beds used on an average day. Out of 25 inmates in jail today, we could expect 14 to spend over 60 days, 10 to be housed for over 90 days, and 5 to be held for at least 150 days. Analysis of inmate LOS data for Mackinac County identified a steady increase in the length of time inmates spend in the jail.

III. Analyze Jail Trends and Project Needs

This task involved examining historical jail use patterns and developing baseline forecasts for future jail needs based on past practice. Jail ADP increased from 9.1 inmates in 1979 to 25.1 inmates in 2011. A statistical forecast of future ADP using past experience from 1979 to 2011 predicts an ADP of 39 inmates in 30 years, an increase of 15 inmates (62%, 2.1% per year).

State Policies and Practices Impact the Jail. One member suggested that “the state is balancing its budget on the backs of counties.” As the state decreased its prison population in recent years, more than 2,000 inmates were added to the county jail system, an increase of 15%.

IV. Review and consider alternatives that might reduce the demand for jail beds

The jail population is defined by decisions made by a wide range of criminal justice officials. The consultants conducted a series of interviews with criminal justice officials, including law enforcement, prosecution, public defender, judges and probation/parole. Several gaps in the current continuum of options were identified, which if filled could reduce jail demand by a few beds.

Members noted that there were few available jail beds within a 150-mile radius. In fact, most U.P. jails are struggling with crowding and are more likely to need jail beds rather than have beds to offer to other counties.

V. Determine projected bed space needs

Baseline forecasts suggest an increase of 15 inmates over the next 30 years (62%, 2.1% per year), for an ADP of 39 inmates. The forecasts do not reflect the impact of changes in state correctional policies and practices.

Converting ADP into Bed Needs. The consultants calculated peaking, classification and maintenance factors which 33.9%. To convert ADP to bed needs adds 33.9% to ADP (for example, 40 ADP would require 54 beds).

VI. Develop an initial architectural program for a jail/sheriff's office

The consultants, working closely with local officials and committee members, developed a draft architectural program that provided a detailed listing of each space that is needed to a facility, along with a description of its size, characteristics and other features. The draft program was based on a 56-bed facility, with 13 separate housing areas. By adding a second bunk to some medium security single cells, the capacity could be expanded to 88 beds. It is important to note that a 56-bed jail would have a "functional capacity" of approximately 42 inmates when the peaking, classification and maintenance factors are considered.

VII. Identify alternative solutions to meet needs

Members identified the following range of options that would be explored to meet future needs.

1. "Do Nothing." Continue to repair existing jail, and board inmates at other counties as needed.
2. Renovate the current jail and add on to it.
3. Convert the old hospital for use as a jail.
4. Build an all new facility.

VIII. Evaluate alternate solutions, calculate 30-year life cycle costs

Having identified four approaches to addressing jail problems and needs, the Committee embarked on a 7-month process that encompassed four meetings and several rounds of work by the consultants. The renovate/add option, after a great deal of study, emerged as the least expensive option over a 30-year period. With careful planning and design, this option could be as staffing-efficient as an all-new facility. This option fully utilizes the current jail facility for functions that do not involve meeting the public or operating the jail. After several approaches were developed, building new space at the southwest corner of the courthouse site proved the most promising, while still using the current jail facility.

IX. Recommend a course of action to county officials

The Committee recommends renovation of the current jail to house selected support services and functions for the Sheriff's department, and construction of a new one-story facility to house the jail and the rest of the Sheriff's department's functions.

The following pages present a summary report that explains the findings. Attachment 1 provides notes from all of the meetings, offering even more detailed findings.

Phase One Report: Mackinac County Jail Committee

Attachment 1, Notes from Committee Meetings, provides more detail. Page references to the notes in Attachment 1 are provided in [brackets].

INTRODUCTION

The Mackinac County Jail Committee was created by county officials in September 2011 and was assigned nine tasks. This report is organized around those tasks.

The Committee was asked to:

1. Define the mission/role of the jail in the local criminal justice system.
2. Explore jail population characteristics.
3. Analyze jail trends and project needs.
4. Review and consider alternatives that might reduce the demand for jail beds.
5. Determine projected bed space needs.
6. Develop an initial architectural program *for a jail and the sheriff's office* (description of spaces needed to meet projected needs).
7. Identify alternative solutions to meet needs.
8. Evaluate solutions, including 30-year life cycle cost projections.
9. Recommend a course of action to county officials.

The Committee is comprised of a diverse set of stakeholders, ranging from criminal justice officials to citizens. Figure 1.1 identifies the members of the Committee. In addition to the members, many other interested persons participated in one or more meetings.

The Committee was assisted by CRS, Inc., a non-profit organization based in Gettysburg, Pennsylvania. Rod Miller, founder of CRS, visited Mackinac County eight times during the course of the project. He was assisted by Arthur Thompson, AIA, a principal of the SMRT, Inc., an architectural firm based in New England.

Members were provided with extensive information and resources at the beginning of the process, in the form of a notebook that included:

1. Committee List/Meeting Notes
2. Recent Studies
3. Jail Standards and Compliance
4. Inmate Data and Projections
5. Architectural Programming
6. Options
7. Cost Estimates
8. Committee Reports

The Committee Notebook grew as the project progressed, adding notes, briefing materials and other documents.

Figure 0.1: Jail Committee Members

Name	Organization/Affiliation
Tim Ahlborn	Mackinac County Jail Administrator
Dave Davis	Glen Memorial Baptist Church
Gary Demers	MSP Trooper
Sue Dionne	Mackinac County Treasurers Office
Fred Feleppa	Mackinac County Prosecutor
Judge Beth Gibson	92nd District Court Judge
Don Gustafson	St. Ignace schools
Isaac Harrigan	Mackinac County Deputy Sheriff
Jim Hill	Mackinac County Board of Commissioners
Glenn Hughes	Citizen, Design Consultant
Lawrence Leveille	Mackinac County Board of Commissioners
Kristin Mansfield	Mackinac County Probation/Parole
Jim Marks	Police Chief , Mackinac Island
Keith Massaway	Soo Tribe Board of Directors
Kip Rodriguez	Inmate Advocate
Jean Short	Inmate Medical
Stuart Spencer	Mackinac County Public Defender
Tom Spencer	Michigan Municipal Risk Management Agency
Joe Stelzer	Mackinac County Sheriff Corrections deputy
Scott Strait	Mackinac County Sheriff
Kristine Vallier	Moran Twp. Clerk
Mark Wilk	St. Ignace Police Department

At the conclusion of the process, the Committee Notebook contained over 100 pages of committee notes, and nearly 200 more pages of briefing and background material. The notes from the meetings are provided in Attachment 1 of this report. These notes include all of the presentation materials delivered during the meetings and the various drawings and illustrations that were developed over the past several months of the project.

I. Define the mission/role of the jail in the criminal justice system

A. Principles to Guide Jail Operations and Planning

Committee members discussed elements of a “mission” statement at the first meeting and the concepts evolved over the following months. The principles included:

- Inmates should not return after release (or should at least take longer to come back)
- Take steps that would *safely* reduce demand for the jail
- Should not be a business—plan to meet Mackinac County’s needs only
- Efficient (to operate, staff)
- Comply with standards-- standards should be considered the *minimum* that should be done, and we should “try to do much better” than that
- Planning and design should ensure flexibility to meet future needs and opportunities (such as providing conduit that is available for future technology).
- It is important to have a facility that may be efficiently expanded in the future, if needed.
- If a construction project is undertaken at some point, it is desirable to have the current jail remain open during the construction period.

These principles guided the Committee worked throughout the process.

B. Current Jail Design and Conditions

The recent U.P.-wide regional jail study documented jail design, conditions and issues in Appendix K¹:

- Page K-1 Jail Design, Construction, Capacity
- Page K-1 Floorplan
- Page K-2 Photographs
- Page K-3 Standards Compliance Issues
- Page K-13 Adequacy of Current Facilities
- Page K-21 Comments by Consulting Architect

Additional photos of the jail are provided in page 1.27 through 1.32 of the notes in Attachment 1.

¹ Appendix K, and the full regional study, are available at www.upcap.org

Members visited the jail early in the process. They were asked for their reactions to the tours at a meeting.

A broad-ranging discussion of jail conditions by the committee members identified many concerns and a few compliments:

Jail Concerns

:

- Surprised about the amount of space taken up by the “catwalks” around inmate cells
- “Fragmented and illogical” layout with regard to booking
- Inadequate provisions for inmate visiting
- Concerns about mechanical systems, including the furnace and refrigerator
- Segregation cells, because of their location and design, are “wasted” in terms of available bedspace
- Space, throughout the complex, is very “tight”
- Design of the facility frustrates effective and efficient jail operations—according to one member, it “doesn’t function”
- Design causes serious “fragmentation of operations”
- Remarkable how every bit of space is used, but there is still not enough
- Lack of storage throughout, causing items to be stored all over the facility, often in areas that are not ideal
- Vehicle sallyport is not designed to accommodate an ambulance
- Difficult to move a litter/cot through the jail when there is an emergency
- Visitors’ path to the visiting room is inappropriate because it takes them through the middle of law enforcement office space
- “Not enough air” in the facility-- claustrophobic
- Many serious concerns about the lack of privacy and confidentiality, throughout the facility
- Lack of “dayrooms” means that inmates use the same space for sleeping, toilet, and the activities that occur when they are not asleep
- Inmates are “stuck in [their] cells”—rampant idleness
- Lack of space makes it very difficult to have inmate programs
- Concerns about the staff who have to work there every day
- No provisions for staff lockers, showers, uniforms—most staff wear uniform to/from work
- Just “too small”

- Poor provisions for work release inmates to change their clothes on the way out and upon their return
- Concerns about the capias location (between the Sheriff's and Undersheriff's offices) and construction (wall does not go all the way) allows someone in capias to hear what is said in the adjacent offices
- Handicap accessibility for inmates is very poor (e.g. doors, showers), posing serious noncompliance with the provisions of the Americans with Disabilities Act (ADA)
- Accessibility for a handicapped visitor is poor
- Facility design and size makes it difficult to provide religious services, counseling and bible study
- There are only two "multipurpose" rooms inside the security perimeter that may be used for activities and programs—a small one that is used for one-on-one activities, and a larger one that is used for classes and meetings
- Lack of activity and program space, coupled with overall design, makes it difficult to accommodate AA and NA meetings, and similar programs
- Blind spots in many areas of the facility—cameras are not an adequate response to them

Jail Compliments

- Very well run
- Several members remarked about how clean the facility is
- "Quiet" (a good thing)

Administration and Law Enforcement Concerns

- "Line" between jail and sheriff's operations poses difficulties and is inefficient
- Very poor provisions for the storage and security of evidence

Arthur Thompson, the consulting architect for this project, spent three days on site in St. Ignace, examining the jail and working with jail personnel to identify operational and space needs. Arthur's firm is based in New England and has over 30 years experience designing jails and prisons, ranging in size from 25 beds to over 500 beds.² He offered several comments about jail operations and design. [Page 1.21]

Committee members agreed that the facility is short on space in every functional area.

² Arthur's firm will not be involved in any subsequent design services that might result from this project, ensuring independent findings in this first phase of the project.

II. Explore jail population characteristics

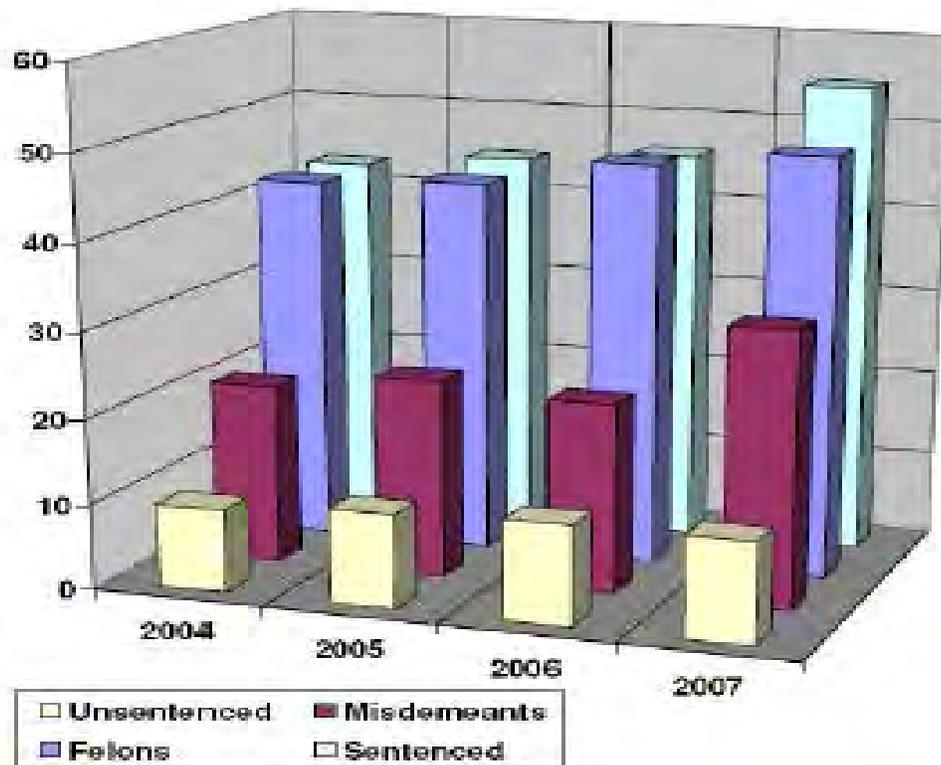
Predicting future jail needs begins with understanding the characteristics of the inmates who have been in jail, and the dynamics of day-to-day jail occupancy.

Jails, unlike prisons, have unique length of stay dynamics for inmate population:

- While 60% of the inmates who are admitted to the jail will be released within three days...
- These inmates only account for only 5% of the beds used on an average day.

Figure II.1 shows the average length of stay (ALOS) characteristics for Mackinac County inmates from 2004 to 2007.³ Until 2006, length of stay for sentenced inmates increased only slightly; in 2007 there was a marked increase in LOS for sentenced offenders. 2007 also showed a large increase in ALOS for inmates charged with misdemeanor offenses.

Figure II.1: Inmate Average Length of Stay, 2004 - 2007



³ Inmate data was previously collected by the Michigan Department of Corrections. Data from the years 2008 until the present has not been assembled or analyzed due to DOC budget cuts and is not available for analysis.

Figure II.2 compares length of stay dynamics in terms of admissions and “detention days” (beds used). It suggests that inmates who spend from 11 to 90 days in jail accounted for 52% of the beds used (red line) but only 26% of the inmates admitted.

Figure II.2: Admissions vs. Detention Days (2007)

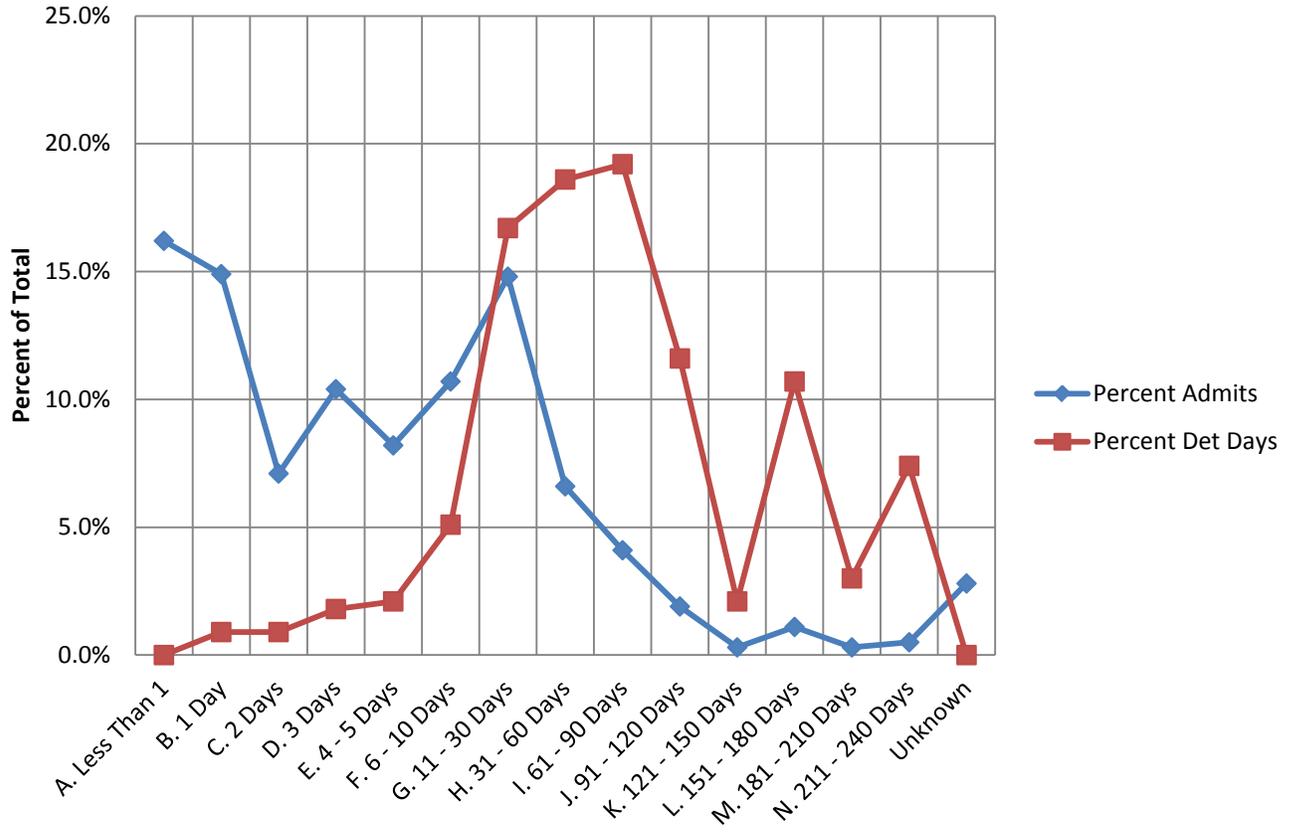


Figure II.3 illustrates the length of stay dynamics in the jail from a different perspective. The chart shows the number of inmates, out of 25 inmates (the population at the time the Committee started work), who would be staying in jail based on their total length of confinement.

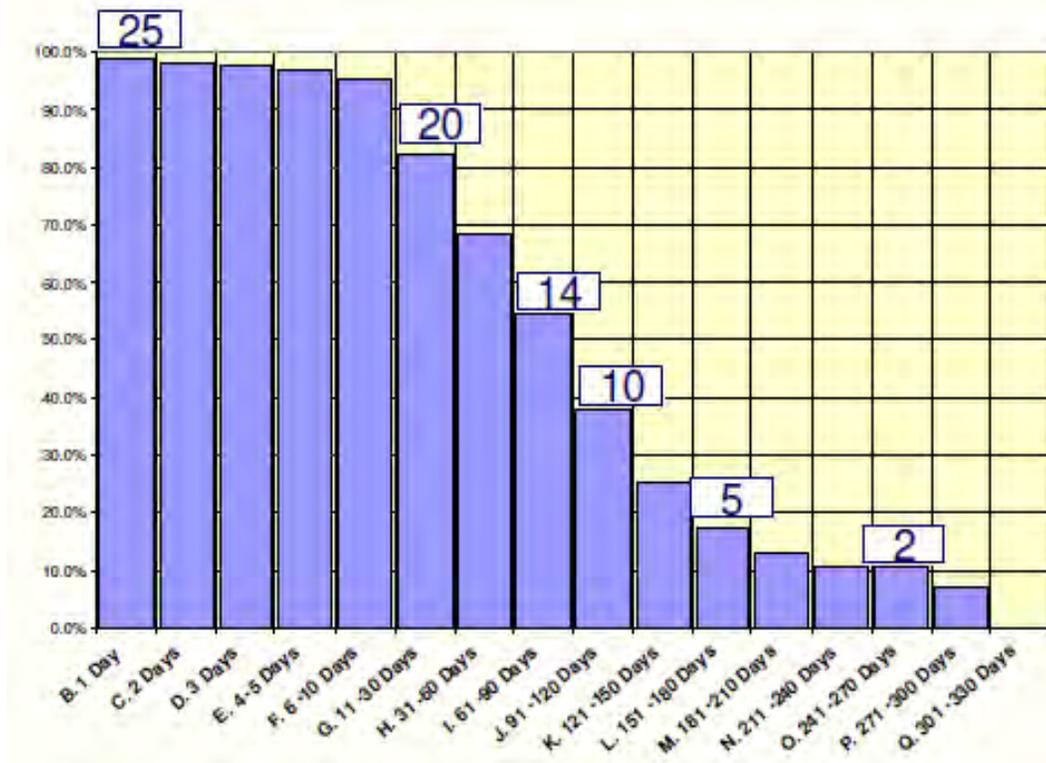
Out of 25 inmates in jail today, we could expect:

- 20 inmates will spend over 11 days
- 14 inmates will spend over 60 days
- 10 inmates will spend over 90 days
- 5 inmates will spend over 150 days
- 2 inmates will spend over 241 days

Viewed another way, out of 25 inmates in jail today, 17 will spend at least 90 days in confinement.

These length of stay characteristics have many implications for jail operations, programs and design. Analysis of inmate LOS data for Mackinac County identifies a steady increase in the length of time inmates spend in the jail.

Figure II.3: Number of Inmates (Out of 25) In Jail On An Average Day, Based on Length of Stay



The Committee examined data that described key characteristics of the jail population and trends in recent years. Unfortunately, inmate-specific data was not available for years 2009 forward because the Michigan Department of Corrections, which collects detailed inmate data from each jail each month, has fallen far behind in assembling, cleaning and publishing the inmate data.

Figure II.4 shows the composition of the jail population by level of crime (felony, misdemeanor) and status (pretrial, sentenced). The sentenced felon population was often the largest single component and was usually responsible for the ups and downs of the population for the 12 years.

According to officials, the high jail population in 2003 was largely caused by changing rules and practices at the state level. The average number of sentenced felons in 2003 was nearly 15, more than twice the number in the previous year.

Figure II.4: ADP by Level of Crime and Status, 1996 – 2007

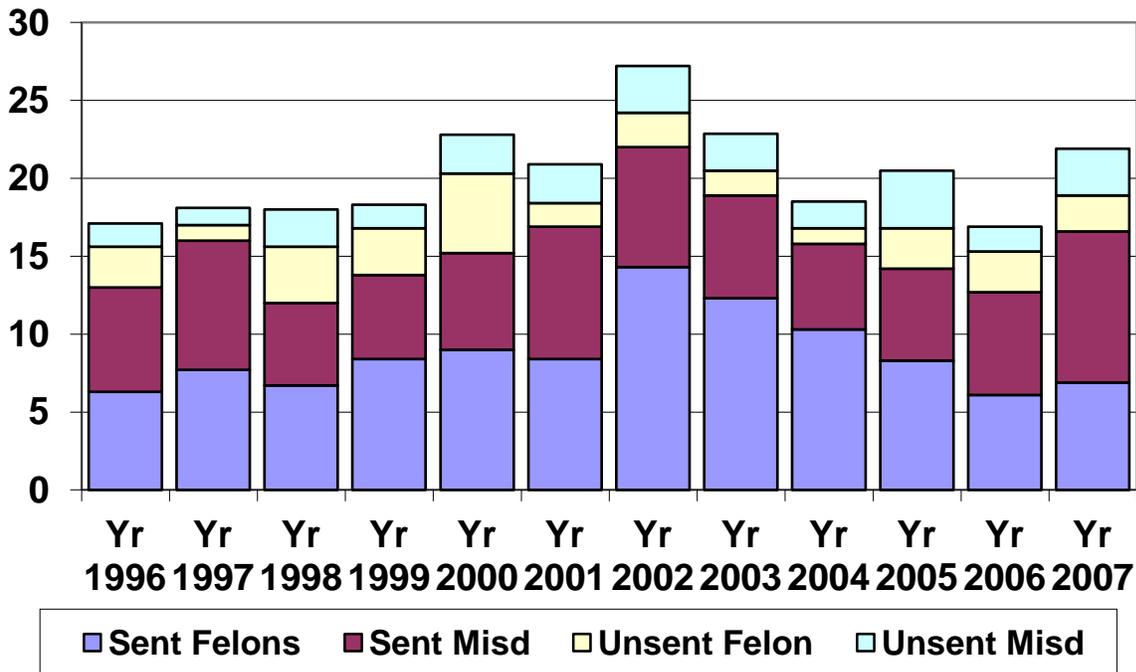


Figure II.5 provides a view of inmate characteristics for the five year period ending in 2008.

Figure II.5: Inmate Characteristics, Mackinac County Jail, 2004 - 2008

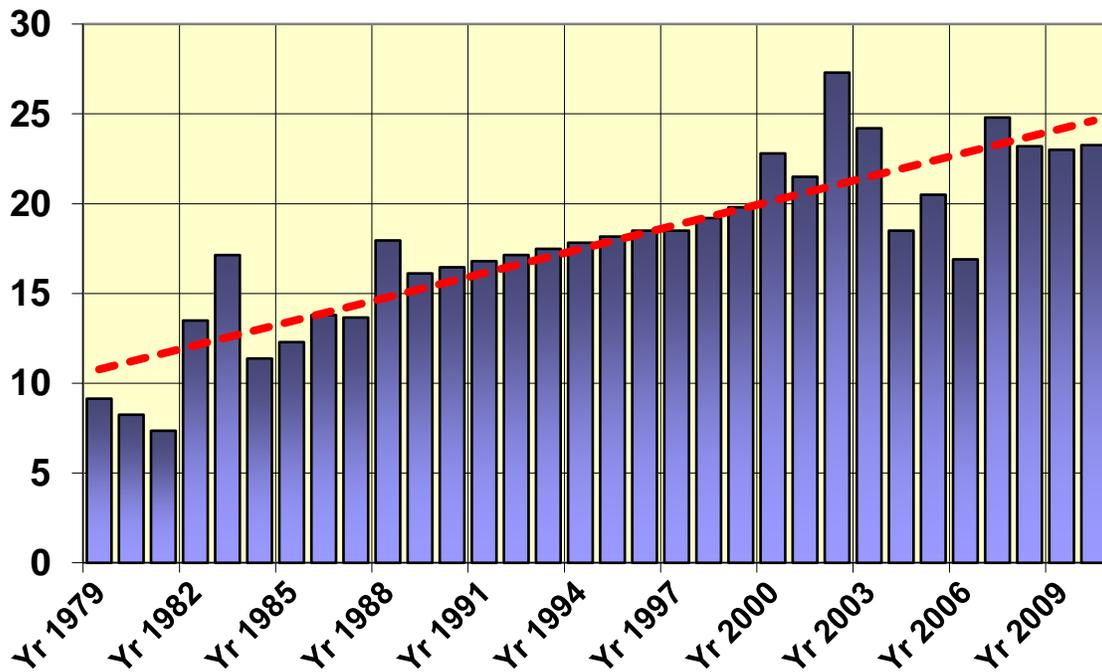
		2004	2005	2006	2007	2008
Aver. Length of Stay- Days (ALOS)		13.5	17.0	16.6	19.0	19.1
% of Inmates on Average Day Who Will Stay....	Over 60 days	69.74	63.88	70.95	68.45	
	Over 180 days	33.32	24.21	27.38	17.51	
	Over 360 days	0	8.36	0	0	
% Beds Used by Release Reason	Posted Bond	41.69	54.47	52.62	44.48	
	Time Served	38.94	32.54	31.73	38.54	
2007 Percent ADP	American Indian	9.10	Married		14.40	
	Black	6.97	High School or More		67.35	
	Caucasian	83.21	Over 25 Years Old		64.35	

III. Analyze Jail Trends and Project Needs

This task involved examining historical jail use patterns and developing baseline forecasts for future jail needs based on past practice. Subsequent tasks examined possible changes in policies and practices that might reduce future needs (Section IV).

Statistical methods were used to provide a starting point for projecting future jail use. Figure III.1 illustrates the Average Daily Population (ADP) from Year 1979 through Year 2010. During that time ADP increased from 9.1 inmates to 25.1.

Figure III.1: Average Daily Population, 1979 – 2010



ADP was lowest in 1981 (7.4 inmates) and highest in 2002 (27.3). A “trend line”⁴ is shown in red on the chart, indicating the rate of growth over that period—an increase of 15 beds (150% more), over 30 years, or 5% per year.

Figure III.2 examines ADP for the period beginning in 1996, when significant changes were implemented through the Community Corrections Act.

The trend line produced by the analysis of the 1996-forward data shows a lower rate of growth, but at the same time, variation from the trend line is higher during this period.

⁴ A “trend line” in this analysis is produced by a statistical analysis of historical jail use, using a regression analysis methodology (best-fit line). The trend line that is produced represents a line that passes through all of the previous data points with the least total variation—the “best fit” to the dataset.

Figure III.2: Average Daily Population, 1996 – 2010

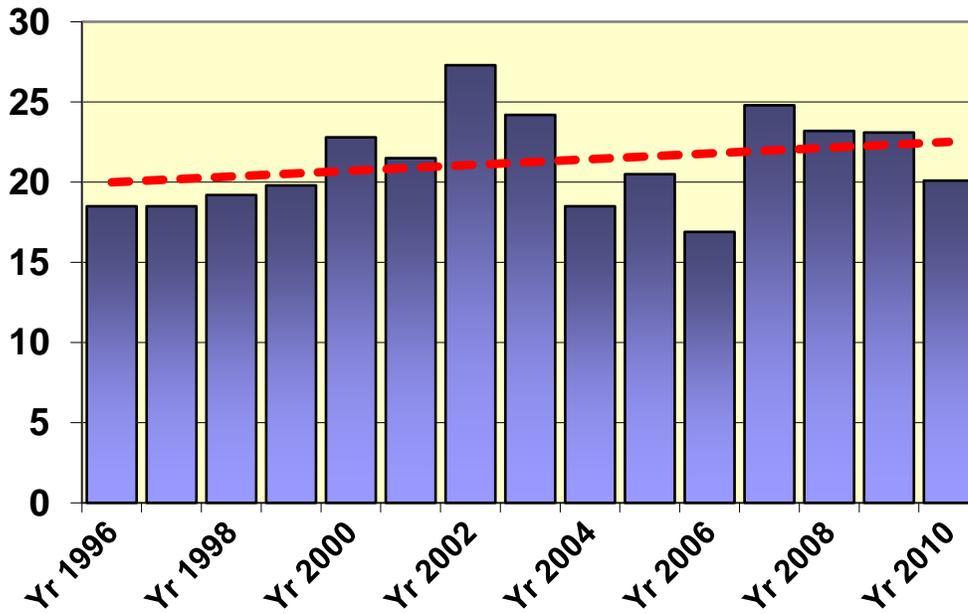
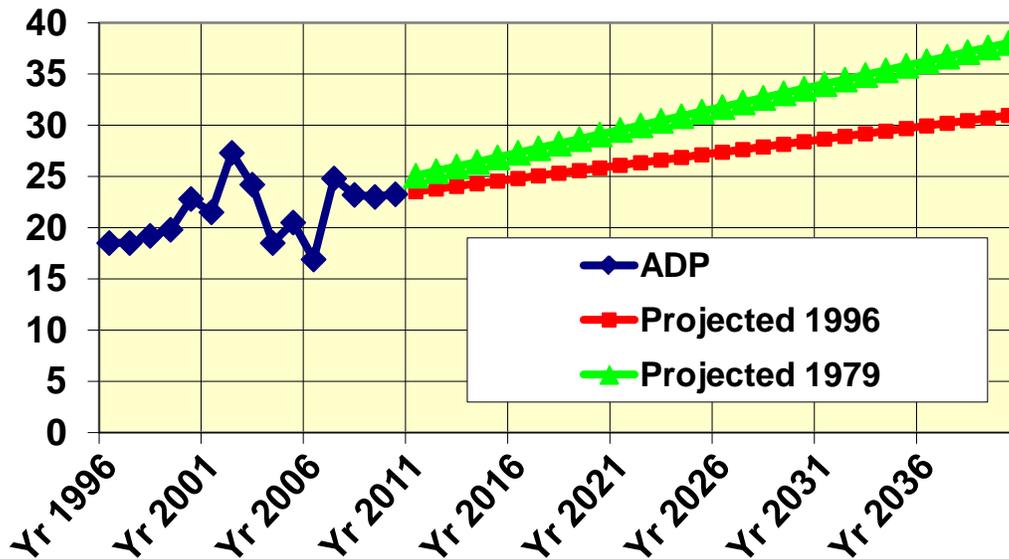


Figure III.3 illustrates the two trend lines: one using jail ADP from 1979 and one using jail ADP from 1996.

Figure III.3: Projected ADP Using Two Datasets (1979 forward, 1996 forward)



The higher rate of growth is generated by using the longer dataset, from 1979 through 2011. This rate of increase predicts an ADP of 39 inmates in 30 years, an increase of 15 inmates (62%, 2.1% per year).

One of the challenges for a small jail such as Mackinac County's is the marked variation of daily populations. Over 20 years ago, the Michigan Legislature passed the "County Jail Overcrowding State of Emergency Act (Act 325 of 1982). The Act provides a formula for calculating the "functional capacity" capacity of a jail, and the point at which it is legally considered to be overcrowded. [Page 1.34]

Figure III.4 shows the daily count for a six week period at the beginning of 2012. While the daily counts were below the state emergency crowding level (upper dashed line) all but two days, the population was over the functional capacity (lower dashed line) all but three days.

Figure III.4: Daily Counts, January-February 2012



State Policies and Practices—Impact on the Jail. The committee examined the impact of state correctional policies and practices on the Mackinac County jail population, Members identified several ways that the state affects the jail, including:

- The jail is affected by inmates "at the back end of the system" when state-housed offenders are released and violate their conditions of release and/or commit new crimes.
- Conditions of release for returning state offenders have gradually eased over the years, while local offenders under the supervision of probation are held to higher standards of conduct.
- The Michigan Department of Corrections (DOC) has altered its response to violations of parole release conditions. Violators often spend 45 days in the local jail for technical violations rather than being returned to state custody.
- The DOC is responsible to preparing Pre-Sentence Investigations (PSI) for offenders convicted of serious offenses. The DOC's policies and formula for

determining when an offender is recommendation for local or state incarceration has changed in recent years, moving more offenders to jail rather than prison. Several officials have noted that offenders who would have been sentenced to two or more years in state prison five years ago are now routinely recommended for long jail sentences by the PSI process.

One member suggested that “the state is balancing its budget on the backs of counties.” A 2010 DOC press release stated “...for the past several years, the Department has been closing prisons...” and goes on to report that:

- The Michigan prison population has now decreased for four consecutive years, to a total of 44,113 inmates at the end of December 2010. This is the smallest year-end prison population since 1998. It also represents a decline of 7,441 inmates (-14.4%) from the peak prison population of 51,554 reached in March 2007.
- In calendar year 2010, the prison population decreased by 1,365 inmates (-3.0%), due to fewer prison admissions than prison releases and the lowest parole revocation rate since at least before routine record keeping began in 1987.
- The continuation of the decrease in prison population throughout 2010 enabled the department to reduce its net operating capacity by a total of 1,899 prison beds over the course of the year (-4.1%).
- Because the DOC provides all felony pre-sentence investigations (PSI) to the courts, changes in the PSI process and decision tree have a big impact on sentences to jails.

The Committee noted that the DOC stopped providing a total count of all county jail inmates several years ago. Rather, the state reports the number of jail inmates in counties *that submitted data*. In Year 2010, the most recent for which DOC data has been reported as of December 2012, 29 counties did not submit occupancy data (35% of all counties), accounting for 3,683 of the total jail beds in Michigan. The DOC reported that the jail population was 12,947 in 2010, but if the rate of occupancy for the 29 missing counties was the same as those that reported, the jail population was actually 17,307.

The U.P. regional jail study assembled annual counts of all jail inmates and found that the number of inmates in county facilities increased markedly as the state closed facilities and reduced its prison population. The regional study reported an 11.2% increase in the statewide jail population from 2004 to 2009, nearly 2,000 more inmates.

IV. Review and consider alternatives that might reduce the demand for jail beds

The jail population is defined by decisions made by a wide range of criminal justice officials. The sheriff and his jail administrator have *no* authority to determine who is admitted and how long each inmate stays. Under state law, every lawfully-committed individual presented for confinement must be admitted and held until an appropriate official authorizes release.

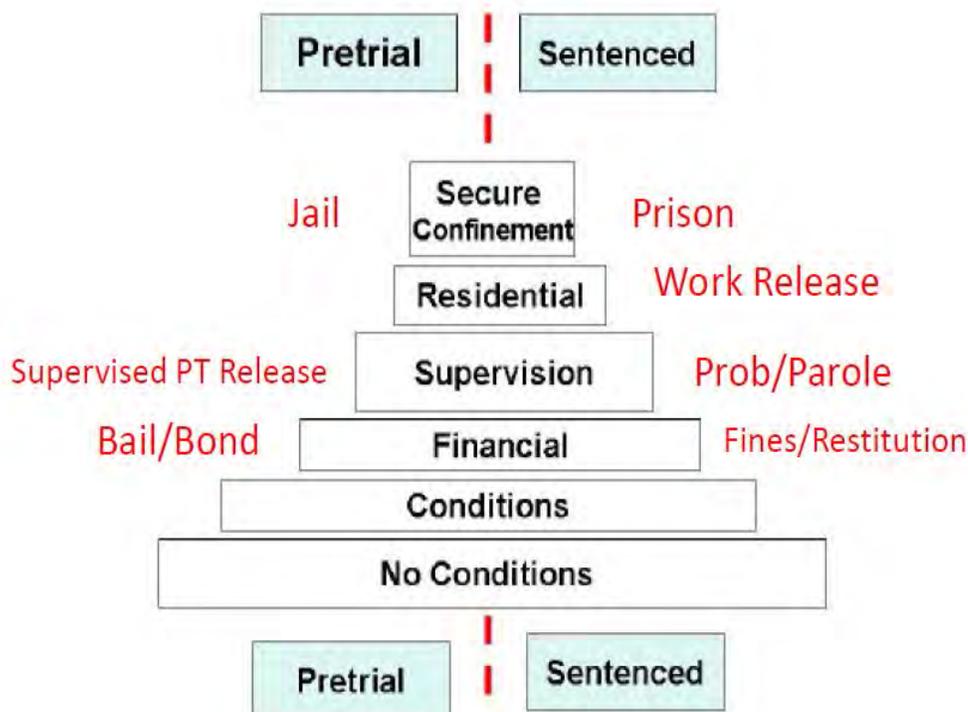
The consultants conducted a series of interviews with criminal justice officials, including:

- Law enforcement (state, local, county)
- Prosecution
- Public Defender
- Judges (District and Circuit Courts)
- Probation/Parole

During these interviews, anticipated changes in the demand for jail beds were explored, along with possible strategies that might reduce the demand.

A “detention and corrections continuum” was reviewed, as shown in Figure IV.1.

Figure IV.1: A Detention and Corrections Continuum



The continuum illustrated the increasing severity of conditions for defendants and sanctions for sentenced offenders. The interviews identified gaps in the current options available to officials, including:

Pretrial (Not Convicted, Defendants)

- No supervised pretrial release, an alternative to confinement in jail
- No residential setting available for pretrial defendants
- No transitional housing (including sober house) for male defendants

Sentenced (Convicted, Offenders)

- Limited accessibility to work release (residential) beds because the only available beds are at the jail, which is not designed to accommodate persons who leave daily for work and programs
- No transitional housing (including sober house) for male offenders
- No “day reporting” program, which is used in many jurisdictions to supplement probation and sometimes as an alternative to probation and/or jail
- Limited opportunities for offender work programs, both in jail and in the community

Jail personnel underscored the need for additional work-release beds, noting that these help motivate inmates to cooperate during their confinement in order to be eligible for this option. Work release inmates pay \$20 per day for their housing costs and must remain sober. They also noted that the design of the current jail does not provide opportunities to implement a system of privileges that encourage inmate cooperation.

Another gap in the continuum is the availability of transitional housing for males who need a place to live. Legacy House currently provides this option for females and it is an important resource for the courts. Without a similar option for males, the court sometimes sentences low level offenders to jail, especially in winter months when their lives might be in danger if released. Developing a male transitional housing option will allow some low level offenders to be diverted from jail.

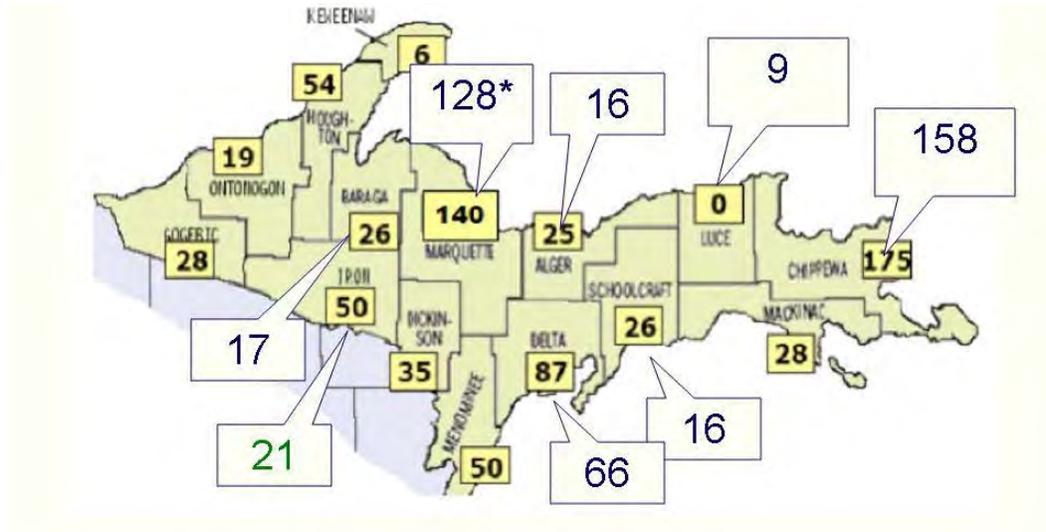
Jail Occupancy in Other U.P. Counties

Committee members asked about the experience of other jails in the Upper Peninsula, and whether some other counties are experiencing crowding or have a surplus of beds. Figure IV.2 illustrates the current occupancy for U.P. jails, identifying increases in the jail population in most counties.

The current situation in Chippewa County was discussed. Officials there have expanded their jail several times in an effort to create space to rent to federal authorities and to other counties. But the local jail population had increased sharply since the last

renovation was completed, prompting officials to send some of their own inmates to other counties in order to make space for federal inmates.

Figure IV.2: Jail Capacity and Current Occupancy of U.P. Jails



* Many of the beds in Marquette County are at a low security annex, converted from an abandoned Marquette State Prison farm building. These beds have proven difficult to fill because of the limits of the low security structure.

Members noted that there were few available beds within a 150-mile radius. In fact, most U.P. jails are struggling with crowding and are more likely to need jail beds rather than have beds to offer to other counties.

Additional information about jail facilities and occupancy in the Upper Peninsula may be found in the recent regional jail feasibility study (www.upcap.org.)

Can We Reduce Future Jail Needs?

The group examined the range of alternatives to jail that might be implemented to reduce future needs.

Some of the alternatives have been implemented, while some are not practical in a small county (such as providing a separate pre-release/work-release facility.) Provision of a “sober house” or shelter for males in Mackinac County would have a modest impact on the jail population, according to research and meetings with the officials (average of one bed or less).

V. Determine projected bed space needs

Projecting ADP

Statistical methods were used to provide a starting point for projecting future jail use. Initial forecasts were presented in Section III (Figure III.3). The higher rate of growth is generated by using the longer dataset, from 1979 through 2011. This dataset also produced the highest statistical confidence. This rate of increase predicts an ADP of 39 inmates in 30 years, an increase of 15 inmates (62%, 2.1% per year).

Neither trend line reflects the impact of changes in state correctional policies and practices. The impact of the downsizing of the state prison population has already moved over 2,000 state prisoners into county jails.

Members agreed to use the higher rate of increase as the basis for initial cost projections.

Converting ADP into Bed Needs

The daily counts presented earlier in Figure III.4 illustrate the difference between an “average” daily count and the ups-and-downs of daily jail operations.

A projected average daily inmate population (ADP) is not the same as the number of beds needed to safely house that average population. Three factors must be calculated and added to the ADP to generate projected *bedspace* needs:

- *Classification factor*, that adjusts for the need to separate inmates according to various criteria, resulting in empty beds in some housing units.
- *Peaking factor*, that adjusts for expected peak periods of jail use based on the analysis of past trends.
- *Maintenance factor*, acknowledging that some beds will not be available because of needed repairs and maintenance.

The consultants calculated the peaking factor using a nationally-accepted methodology, and suggested classification and maintenance factor values based on the analysis of Mackinac’s experience. The three factors totaled 33.9%.

To convert ADP into the number of beds the ADP is multiplied by 1.339. For example:

- ADP of 30 = 40 beds
- ADP of 40 = 54 beds

VI. Develop an initial architectural program⁵ for a jail/sheriff's office

The consultants, working closely with local officials and committee members, developed a draft architectural program that provided a detailed listing of each space that is needed to a facility, along with a description of its size, characteristics and other features.

Figure VI.1 summarizes the total Gross Square Feet (GSF) for each of the major elements of the facility.

Figure VI.1: Total Gross Square Feet (GSF)

TOTALS		GSF
1.000	PUBLIC LOBBY	1,557
2.000	STAFF SUPPORT	3,001
3.000	SHERIFF/JAIL ADMINISTRATION	3,315
4.000	VISITATION/VIDEO ARRAIGNMENT	1,834
5.000	SECURITY OPERATIONS	982
6.000	INTAKE/RELEASE	3,226
7.000	INMATE HOUSING	14,351
8.000	PROGRAMS AND ACTIVITIES	4,132
9.000	HEALTH CARE SERVICES	675
10.000	SUPPORT SERVICES/FACILITY MANAGEMENT	4,323
11.000	SITE/PERIMETER SECURITY	1,331
	TOTALS	38,727
	Facility Grossing Factor	1.1
	BUILDING TOTAL	43,761 GSF

A “grossing factor” of 10% was applied to the total GSF to calculate the total building area. The 43,761 GSF would house all detention, corrections and sheriff’s functions, including administration and law enforcement.

The draft program was based on a 56-bed facility. Figure VI. 2 identifies the types of beds and the number of separate housing units that would be provided (13 separate housing areas).

Figure VI.2 suggests that some of the housing units are “expandable.” This refers to the ability to add a second bunk to some of the single medium security cells, in compliance with standards, to provide “internal” expansion capabilities. This approach is very cost

⁵ An “architectural program” describes the size and characteristics of each space needed in a facility.

efficient because it requires additional fixtures or furnishings, and usually increases the cell size by less than 30%.

Figure VI.2: Capacity by Housing Unit

# of Units	Capacity and Classification of Unit	Beds	Expands to:
2	4-bed Minimum Male	8	[8]
1	4-bed Minimum Male	4	[4]
4	2-cell Special Management	8	[8]
3	8-bed Medium Male	24	48
1	8-bed Female Medium	8	16
2	2-bed Female Special Management	4	[4]
13 units	TOTAL.....	56 beds	88 beds

Figure VI.3 shows the average area for each type of bed. The expansion beds bring the average SF per bed down to 178 SF, from 280 SF per bed without expansion capabilities.

Figure VI.3: Area per Bed by Type, Initial and Expanded Capacity

Type of Housing Unit	Net SF	Gross SF	Beds	GSF/ Bed	Exp Beds	GSF/ Expansion Beds
Minimum Custody Community Service/Work Release Unit	770	1,155	4	289		289
Minimum Custody Trusty Housing Units (Males)	1,180	1,583	8	198		198
Special Management Housing Units (Males) 4 Pods	1,320	2,178	8	272		272
Medium Housing (Males) 3-Pods	3,765	6,212	24	259	48	129
Female Housing Units	2,965	4,570	12	381	20	228
TOTAL HOUSING	10,000 NSF	15,698 GSF	56 Total	280 SF/ bed	88 Total	178 SF/ bed

It is important to note that a 56-bed jail would have a “functional capacity” of approximately 42 inmates when the peaking, classification and maintenance factors are considered.

VII. Identify alternative solutions to meet needs

Members identified the following range of options that would be explored to meet future needs.

1. "Do Nothing." Continue to repair existing jail, and board inmates at other counties as needed.
2. Renovate the current jail and add on to it.
3. Convert the old hospital for use as a jail.
4. Build an all new facility.

Members initially noted that the hospital conversion was not feasible due to:

- Presence of asbestos
- Age of the facility
- Layout

But this option was studied and costs were developed to ensure that the community would see that all options were considered.

VIII. Evaluate alternate solutions, calculate 30-year life cycle costs

Having identified four approaches to addressing jail problems and needs, the Committee embarked on a 7-month process that encompassed four meetings and several rounds of work by the consultants.

Life Cycle Cost Analysis

The consultants submitted a briefing paper in March 2012 (Fifth Meeting) that described the methodology and assumptions associated with the Life Cycle Cost Analysis process. [Pages 1.69 – 1.73]

Figure VIII.1 illustrates the findings as total 30-year costs by category.

Figure VIII.1: Total 30-Year Costs by Category

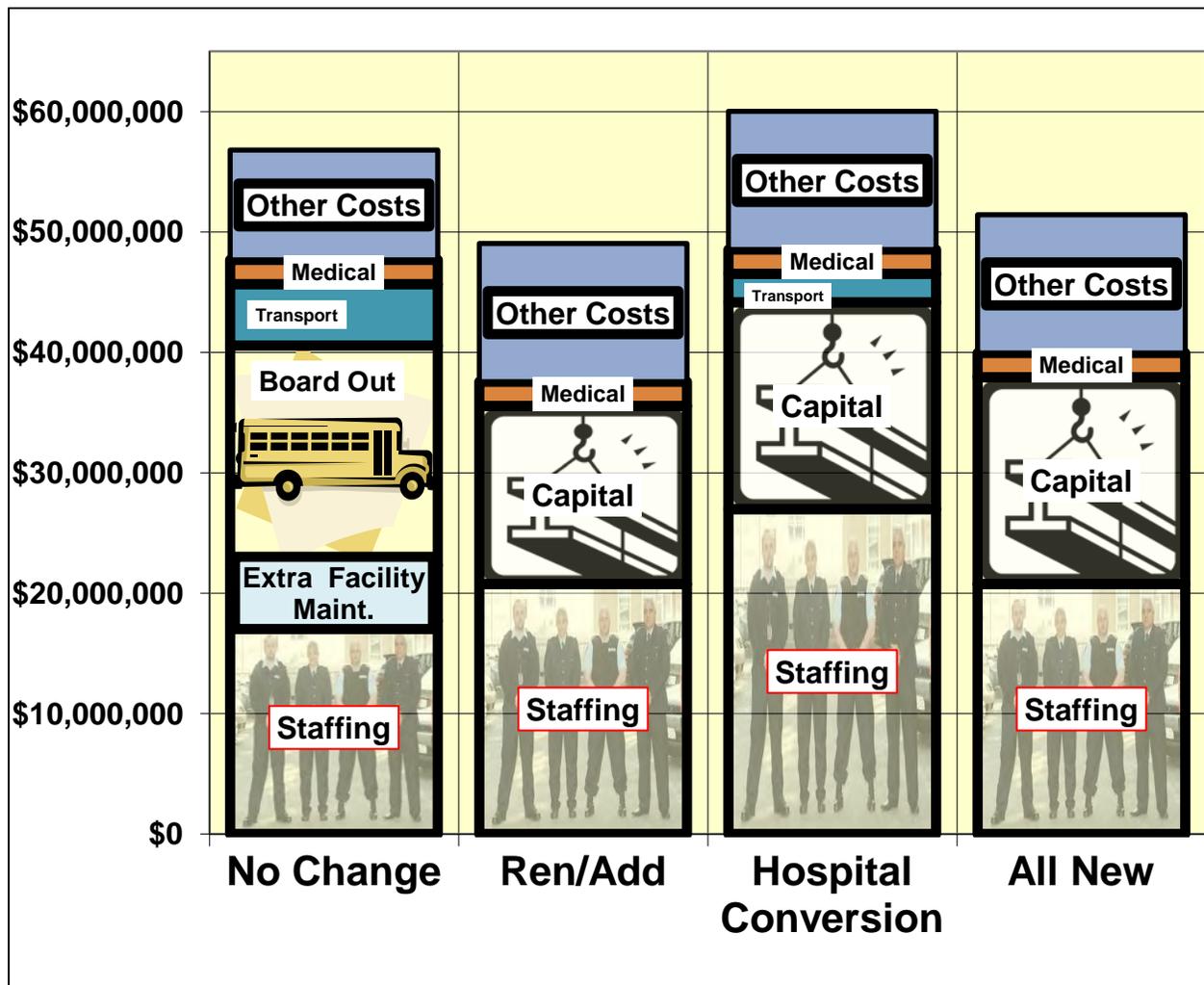


Figure VIII.2 presents the detailed costs for each category, with the highest actual costs shaded in green for each category.

Figure VIII.2: 30-Year Costs by Category

	No Change	Ren/Add	Hospital Conversion	All New
Staffing	\$17,696,677	\$20,759,985	\$26,987,981	\$20,759,985
Capital	\$0	\$14,793,988	\$17,181,450	\$17,181,450
Extra Maintenance	\$4,650,719	\$0	\$0	\$0
Board Out	\$18,227,756	\$0	\$0	\$0
Transport	\$5,100,000	\$0	\$2,364,540	\$0
Medical	\$2,007,817	\$2,007,817	\$2,007,817	\$2,007,817
Other Costs	\$9,124,686	\$11,482,492	\$11,482,492	\$11,482,492
TOTAL	\$56,807,655	\$49,044,282	\$60,024,280	\$51,431,744

Figure VIII.3 presents the costs by category as percentages of the 30-year total. The highest single cost category is highlighted for each option, the second highest is “boxed.” The third highest cost category for each option is “Other Costs.”

Figure VIII.3: Percent of Cost by Category for Each Option

	No Change	Ren/Add	Hospital Conversion	All New
Staffing	31.2%	42.3%	45.0%	40.4%
Capital	0.0%	30.2%	28.6%	33.4%
Extra Maintenance	8.2%	0.0%	0.0%	0.0%
Board Out	32.1%	0.0%	0.0%	0.0%
Transport	9.0%	0.0%	3.9%	0.0%
Medical	3.5%	4.1%	3.3%	3.9%
Other Costs	16.1%	23.4%	19.1%	22.3%
TOTAL	100.0%	100.0%	100.0%	100.0%

Summary of Findings for Each Option

1. No Change- Second Most Expensive

The “No Change” option describes continuing current practices in the current facility. It assumes that inmates will be boarded at other county jails when the population exceeds the capacity of the current jail, incurring boarding costs and transportation costs. The option is characterized by:

- Second highest 30-year total cost
- High boarding costs (nearly one-third of total costs)
- High transportation costs associated with moving inmates to/from other jails
- Highest maintenance costs as the result of extending the use of the current facility well beyond its intended life cycle
- Lowest staffing costs because the capacity of the facility is not expanded
- Lowest “other costs” because some of these expenses are included in the board fees (food, clothing, supplies)

2. Hospital Conversion- Most Expensive

While the conversion of an existing facility, a local hospital, sounds efficient at first. But this option turns out to be the most expensive over a 30-year period. The condition of the abandoned hospital (asbestos, mechanical systems) would require additional expenditures that would offset any potential capital cost savings. The layout of the facility would impose operating inefficiencies that produce the highest staffing costs. This option is characterized by:

- Highest 30-year total costs
- Highest staffing costs as a result of the inefficient layout of the facility
- Highest capital costs caused by the expense of “hardening” the facility
- Second highest transport costs as a result of moving the jail away from the courthouse
- Leaves the current jail facility vacant without plans for re-use

3. Renovate and Add On- Least Expensive

The renovate/add option, after a great deal of study, emerged as the least expensive option over a 30-year period. With careful planning and design, this option could be as staffing-efficient as an all-new facility. This option fully utilizes the current jail facility for functions that do not involve meeting the public or operating the jail. After several approaches were developed, building new space at the southwest corner of the courthouse site proved the most promising, while still using the current jail facility. This option is characterized by:

- Lowest overall 30-year costs
- Lowest staffing costs (tied with all new)
- Lowest capital costs due to the efficient re-use of the current jail
- No boarding costs because the complex would provide sufficient capacity
- No transport costs because the jail remains on the courthouse campus
- Re-uses current jail facility

4. All New Facility

The final option involved constructing a new jail/sheriff's office on the current site. There is sufficient space for this option on the southwest corner of the site, and several alternate approaches were developed and evaluated. Putting all jail and sheriff's office functions under one roof was attractive, but left the existing jail facility vacant. This approach also produced the highest capital costs. This option is characterized by:

- Second lowest staffing costs (tied with Renovation/Addition)
- Highest capital costs
- Leaves current jail facility vacant- unused
- No transport cost because jail remains on current courthouse site
- No boarding costs because the capacity of the facility would be sufficient

Design and Operational Cost Development

Committee members directed the consultants to explore many approaches to renovation/addition and new construction over the course of the last four meetings.

Members revisited the principles that were developed at the beginning of the process, expanding and refining them to provide guidance for the planning and design stage of the project. The expanded principles are presented in Figure VIII.4.

Each "round" of consultant work was documented and illustrated in the committee notes, which are provided as Attachment 1 of this report.

Figure VIII.4: Principles Updated to Include Planning and Design

<p>PRINCIPLES</p> <p>Efficient</p> <p>Feasible—attainable and sustainable</p> <p>Comply with standards (but not limit to “minimums”)</p> <p>Control</p> <ul style="list-style-type: none"> • Costs • Quality <p>Long term view:</p> <ul style="list-style-type: none"> • Inmates should not return after release (or should at least take long come back) • Reduce demand for the jail <p>Design:</p> <ul style="list-style-type: none"> • Planning and design should ensure flexibility to meet future needs opportunities • Provide for efficient expansion in the future. • Provide for continued operation during construction/renovation. <p>Call it like it is—give notice</p> <p>Should not be a business—plan to meet Mackinac County’s needs only</p>

The analysis included:

- Fifth Meeting (March 2012)
 - Examination of the current site [Page 1.62]
 - Evaluation of hospital renovation [Page 1.61]
 - Establishing “principles” to guide the analysis [P. 1.68] – *See Figure VIII.4*
- Sixth Meeting (May 2012)
 - Review of architectural program and “built-in” expansion [Page 1.75]
 - First set of plans and sketches [Page 1.77]
 - Drawings and plans [Pages 1.80 – 1.87]
 - Members rejected both approaches to adding on to the existing jail, finding them to be out of scale with the historical courthouse and because space adjacent to the current jail was limited and forced two-story solutions [Page 1.78]
- Seventh Meeting (July 2012) [Page 1.98]
 - Review of second round of plans and drawings
 - Examination of 1 vs.2-story construction adjacent to courthouse [P. 1.92]
- Eighth Meeting (September 2012) [Page 1.99]
 - Review of third and fourth rounds of plans and drawings [Page 1.100]
 - Examination of detailed cost estimates [Page 1.101]
 - Review of Committee charge and work completed [Page 1.102]
 - Final instructions to consultants [1.103]

X. Recommend a course of action to county officials

The Executive Summary of this report presents findings and recommendations associated with each element of the Committee Charge. This section of the report presents the final drawings that illustrate the recommendations.

The Committee recommends renovation of the current jail to house selected support services and functions for the Sheriff's department, and construction of a new one-story facility to house the jail and the rest of the Sheriff's department's functions.

Figures IX.1 through IX.4 illustrate the recommended approach.

Figure IX.1: Site Plan Red lines indicate location of cross sections that are presented in Figure IX.4

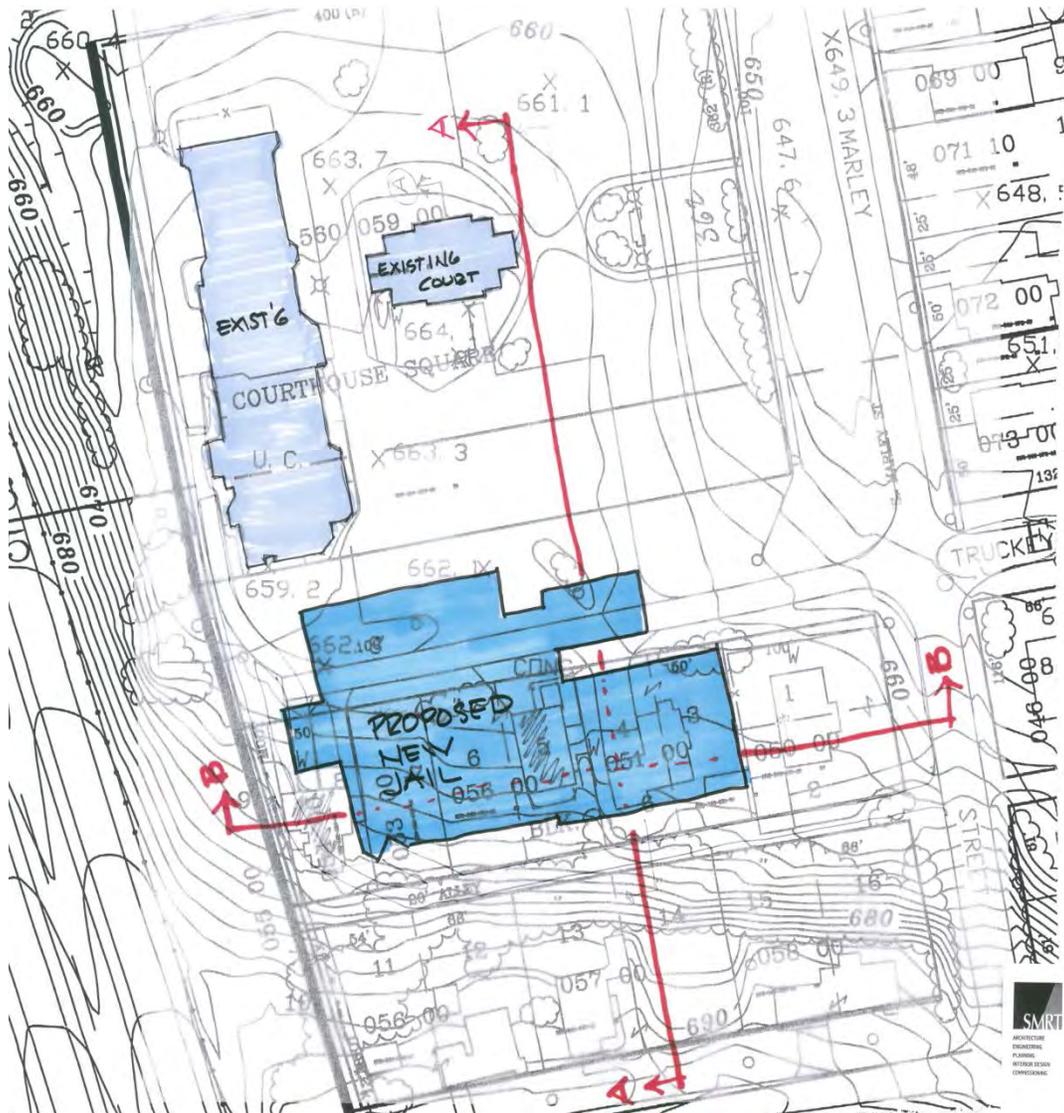
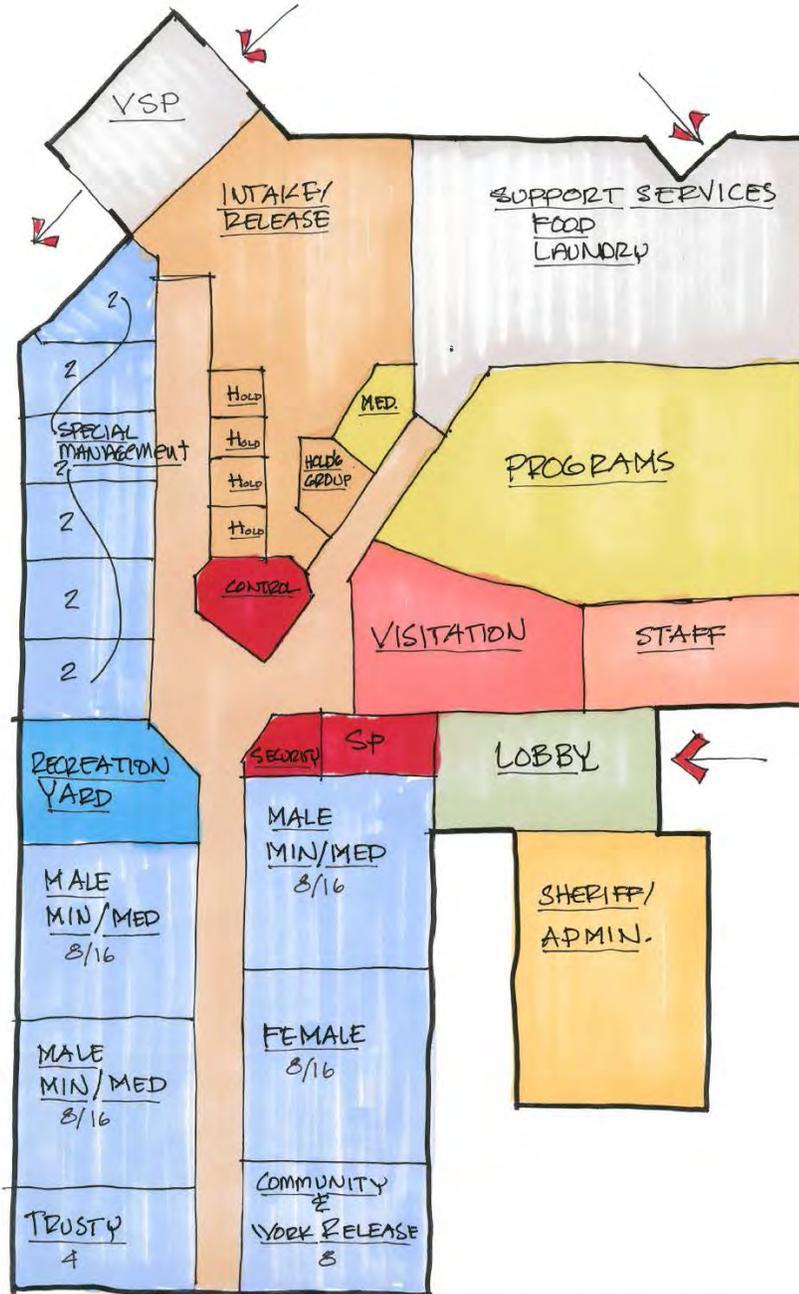
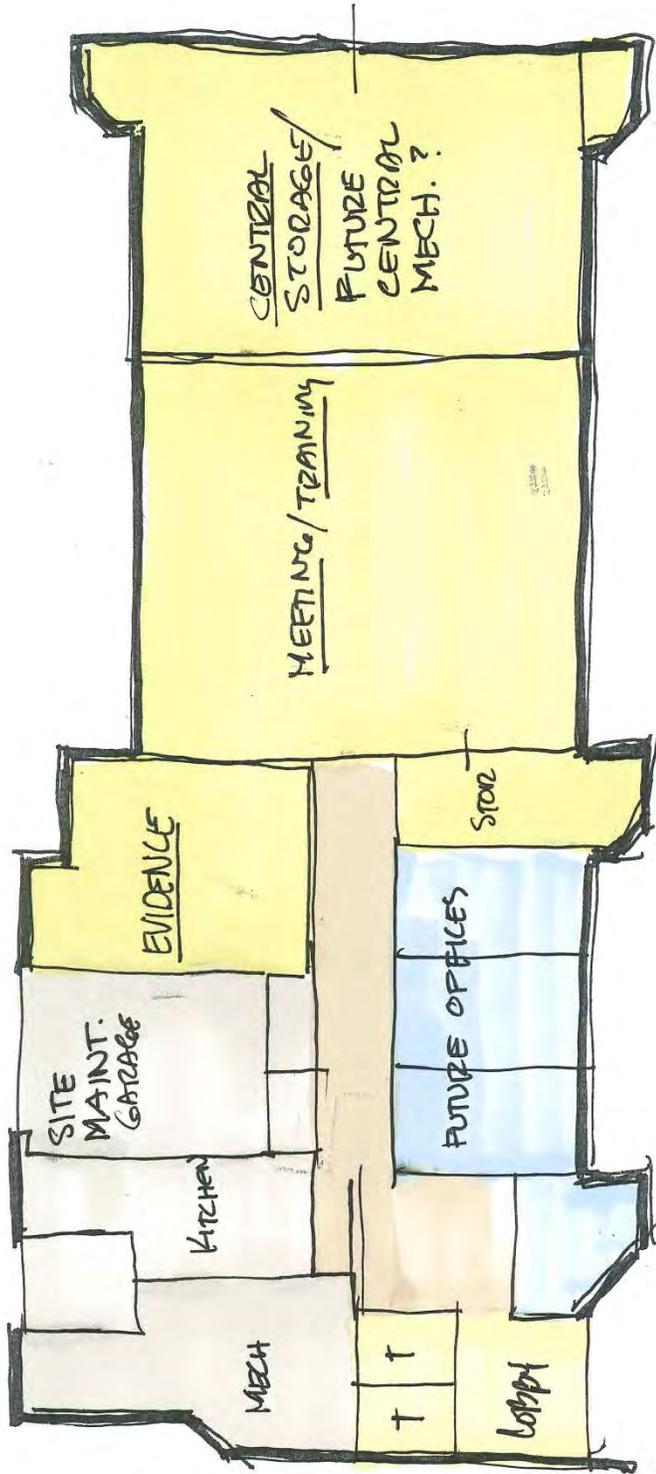


Figure IX.2: Diagram of New Construction



SMRT MACKINAC COUNTY JAIL CONCEPT PLAN (5)
ARCHITECTURE ENGINEERING PLANNING INTERIOR DESIGN COMMISSIONING
09.24.12
04812162024
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Figure IX.3: Diagram of Re-Use of Current Jail



MACKINAC COUNTY 4
JAIL CONCEPT PLAN

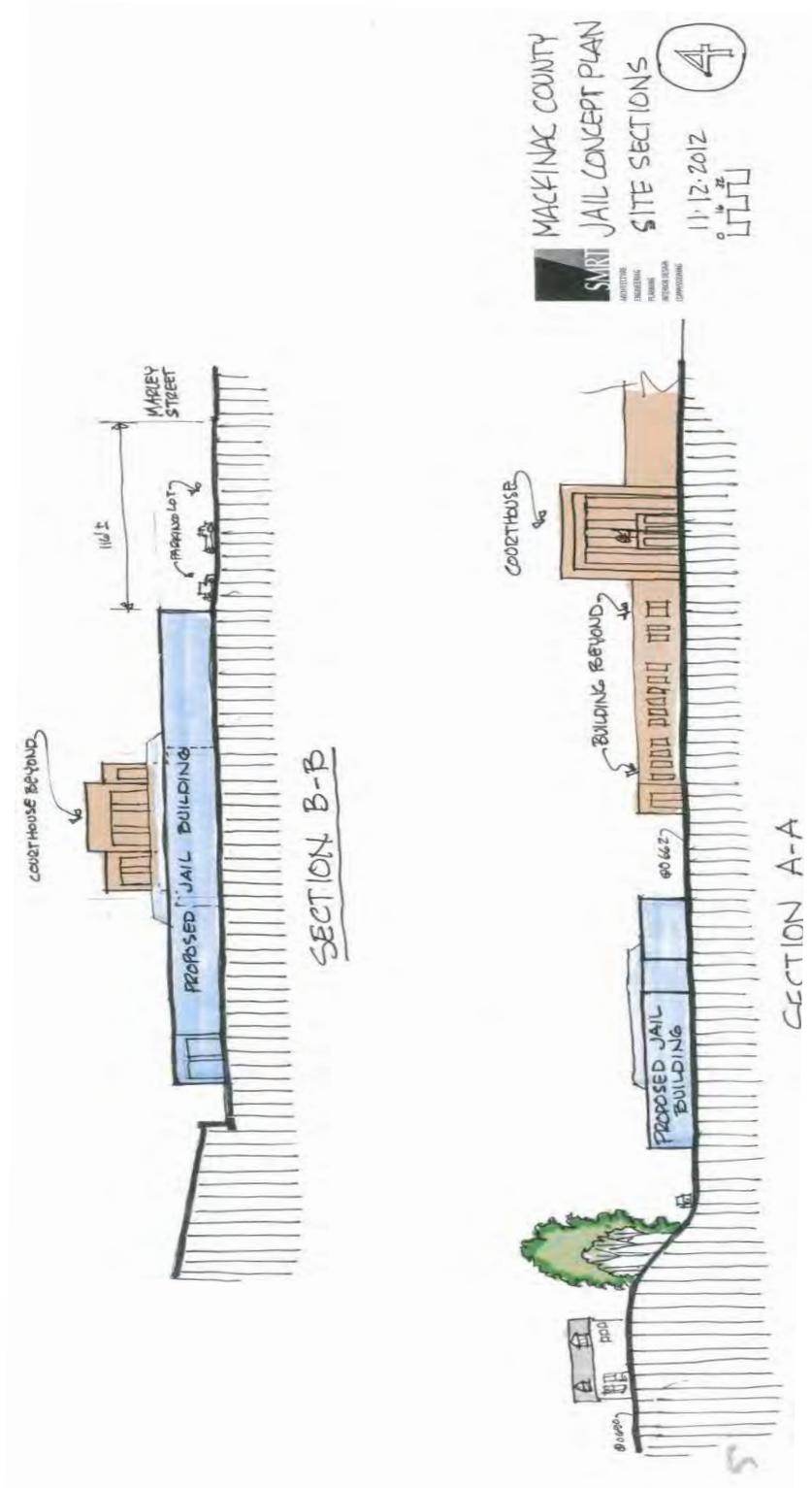
EXISTING JAIL REUSE

09.15.12



ARCHITECTURE
ENGINEERING
PLANNING
INTERIOR DESIGN
COMMISSIONING

Figure IX.4: Sections



Attachment 1 presents notes from all of the Committee meetings. These provide additional details about the process and findings.

ATTACHMENT 1:
Notes from Committee Meetings

Notes from First Meeting September 14, 2001 6:00 – 8:30 p.m.

Present (see Committee List 9-14-2011 p. 1.1 for details)

√ Tim Ahlborn	St. Ignace
√ Dave Davis	St. Ignace
√ Gary Demers	St. Ignace
√ Sue Dione	St. Ignace
√ Fred Feleppa	St. Ignace
Judge Beth Gibson	Newberry
√ Don Gustafson	St. Ignace
√ Isaac Harrigan	St. Ignace
√ Jim Hill	Curtis
Glen Hughes	Hessel
√ Lawrence Leveille	St. Ignace
√ Jim Marks	Mackinac Island
√ Kip Rodriguez	St. Ignace
Jean Short	Wautoma
√ Stuart Spencer	Cedarville
√ Tom Spencer	Rudyard
√ Joe Stelzer	Moran
√ Scott Strait	Cedarville
√ Kristine Vallier	St. Ignace
√ Rod Miller, consultant	Gettysburg, PA

Agenda

1. **Introductions**
2. **Committee Purpose**
3. **Membership**
4. **Committee Notebook**
5. **Questions**
6. **The Process**
7. **The Big Picture: What Do You Expect of the Jail?**
8. **Previous Study—Regional Jails**
9. **Setting Up Jail Tours**
10. **Next Meeting Date/Time**

Handouts

1. Committee List as of 9/14/11 (Page 1.1)
2. Table of Contents for Committee Notebook (9/14/11)
3. Agenda

1. Introductions

Scott Strait opened the meeting, thanking members for their time and willingness to participate. He told members that the study direction would be determined by the committee and that there were no pre-conceived findings and recommendations.

Later in the meeting, one member questioned whether there was an assumption that some sort of jail construction would be recommended, citing the process and the inclusion of an “operational and space program” in the scope of consultant work. The consultant explained that completing an architectural program provided the most accurate method of comparing the current facility to current and projected needs, and that it also increased the accuracy of cost estimates that may be needed.

Members introduced themselves.

2. Committee Purpose

Scott Strait reviewed the purpose of the committee:

- **Define the mission/role of the jail in the local criminal justice system**
- **Explore jail population characteristics**
- **Analyze jail trends and project needs**
- **Review and consider alternatives that might reduce the demand for jail beds**
- **Determine projected bed space needs**
- **Develop an initial architectural program *for a jail and the sheriff’s office* (description of spaces needed to meet projected needs)**
- **Identify alternative solutions to meet needs**
- **Evaluate solutions, including 30-year life cycle cost projections**
- **Recommend a course of action to county officials**

3. Committee Membership

A current committee list, with contact information, was distributed (Page 1.1 of the Committee Notebook). This list will be updated as needed.

Members were asked to suggest additional members that might help with the process. Suggestions included:

- State probation/parole agent
- Tribal representative
- Two other individuals (names not reported until they have been contacted)

4. Committee Notebook

Each member was provided with a three-ring binder with tab dividers, to be used to organize committee materials. All pages will be numbered according to the Section in which they should be inserted. The notebook has the following elements:

- 1. Committee List/Meeting Notes**
- 2. Recent Studies**
 - Regional Jail Study, Executive Summary
 - Appendix K, Regional Jail Study
- 3. Jail Standards and Compliance**
- 4. Inmate Data and Projections**
- 5. Architectural Programming**
- 6. Options**
- 7. Cost Estimates**
- 8. Committee Reports**

5. Questions

The consultant suggested that members identify a range of questions that should be answered through the committee's work, including questions that might be posed by members of the community. The objective is to be sure that each question is answered by the end of the study.

Members posed the following initial questions:

- What is the interface between the state Department of Corrections and the county jail?
- What is the state going to do next?
- Who is in jail? Why?
- What is "flopping?"
- Is the tether program effective in reducing recidivism?
- What is the current continuum of options for both pretrial detainees and sentenced offenders?
- What is the trend for jail occupancy?
- When has the Mackinac County Jail been full? Why?
- What affects the demand for jail beds and future trends?
- Does more beds mean a higher rate?
- Do we have to take inmates from other counties?
- How many inmates can be supervised by the current jail staff?

6. The Process

The consultant outlined the process that will be implemented by the committee in the coming months:

- **Define the mission/role of the jail in the local criminal justice system**
- **Explore jail population characteristics**
- **Analyze jail trends and project needs**
- **Review and consider alternatives that might reduce the demand for jail beds**
- **Determine projected bedspace needs**
- **Develop an operational and “space” program and *compare* it to current facilities and operations**
- **If there are unmet needs, identify alternative solutions to meet them**
- **Evaluate solutions, including 30-year life cycle cost projections**
- **Recommend a course of action to county officials**

There was a discussion about the need for an “operational and space program” during this phase of work (see page 1.3).

7. The Big Picture—What Do You Expect from the Jail?

Members were asked to identify some of their “expectations” regarding the jail, including policies that should guide the process.

- Inmates should not return after release (or should at least take longer to come back)’
- Reduce demand for the jail
- Call it like it is—give notice
- Should not be a business—plan to meet Mackinac County’s needs only
- Efficient
- Comply with standards

8. Previous Study—Regional Jail Feasibility

The consultant review the findings from the 15-county regional jail feasibility study that was completed in 2010 (see Powerpoint slides provided as an attachment to these notes).

9. Setting Up Jail Tours

Members were asked to call Scott Strait or Tim Ahlborn to make an appointment to tour the jail before the next meeting.

10. Next Meeting

Members set the next meeting for:

- Wednesday, October 26, 2011
- 4:00 p.m.
- Location to be announced (not in the commissions' room—too crowded)

Other Discussion Items

During the course of the meeting, several topics were discussed by the members.

- Luce County has no jail, could not afford to replace the old jail that was closed by court order. They operate a two-cell short-term lockup that is staffed intermittently as needed. They currently rely on Chippewa County for their inmates, although they have had discussions with Schoolcraft County and Alger County.
- One member asked if there is “money to be made” by renting beds to other counties and federal agencies. This led to a discussion of Chippewa County’s strategy—to build excess capacity at a low cost and rent beds to other agencies. Their goal was described as “getting others to pay for the beds we will eventually need.” The consultant noted that components of their new additions do not comply with national jail standards (cell size, natural light).
- How many inmates can be supervised by two staff? Members asked if a larger, well-designed jail could be supervised by the current level of jail staffing. Staffing comprises approximately 70% of annual jail costs.
- Scott Strait described Houghton County’s “annex”—a low security dormitory at the county airport. While it provides a higher nominal capacity for the jail system, in practice it is often empty because there are not enough low security inmates in the jail population. This underscored the need to project future jail needs by type of bed (gender, security level and other factors).

- Jail standard were discussed briefly. Although Michigan has minimum jail standards, these have been pared back to the point that they do not address 75% of the issues that should be addressed.
- One member noted that there seemed to be “so many changes” in the context in which the jail operates, making it difficult to predict future demands for the jail.
- One member asked when it would be time to contact other counties to discuss potential collaborations.

=====

Attachment: Powerpoint slides used during the meeting

Mackinac County
Jail Committee
September 14, 2011

Agenda

- Introductions
- Committee Purpose
- Membership
- Committee Notebook
- Questions (Part 1)
- The Process
- The Big Picture: What Do You Expect of the Jail?
- Previous Study
- Setting Up Jail Tours
- Next Meeting Date/Time

Introductions



A cartoon showing two people. One says, "You're type A+?? ... Your personal ad said you were AB-." The other replies, "It must have been a 'typo'."

Committee Purpose

- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- Determine projected bed space needs
- Develop an initial architectural program for a jail and the sheriff's office (description of spaces needed to meet projected needs)
- Identify alternative solutions to meet needs
- Evaluate solutions, including 30-year life cycle cost projections
- Recommend a course of action to county officials

Committee Notebook

1. Committee List/Meeting Notes
2. Recent Studies
 - Regional Jail Study, Executive Summary
 - Appendix K, Regional Jail Study
3. Jail Standards and Compliance
4. Inmate Data and Projections
5. Architectural Programming
6. Options
7. Cost Estimates
8. Committee Reports

Membership

- Current Members (see list)
- Who else should be invited to participate?

Questions

At the end of this process, we should be able to answer all of the questions that have been posed-- or which might be asked by officials and stakeholders.

We will keep a running list of questions throughout the process, starting tonight.

- What questions do *you* have?
- What questions do you anticipate from others?

Process

- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- Determine projected bedspace needs
- Develop an operational and "space" program and *compare* it to current facilities and operations
- If there are unmet needs, identify alternative solutions to meet them
- Evaluate solutions, including 30-year life cycle cost projections
- Recommend a course of action to county officials

Policies, Principles, Expectations

Regional Jail Feasibility Study

- Mini-needs assessments for 15 counties
- Identifying practices, conditions, needs
- Promoting better coordination

What would make partnerships worth the effort?

- **Financial** benefits
 - o *Annual* cost savings
 - O *Long-term* total cost savings
- **Effectiveness**, a program or service that is more successful
- **Quality** of services or facilities
- **Flexibility** to adapt to changing needs and circumstances
- **Criminal justice system benefits**, such as expanding the sentencing options available to the courts

Why else have regional jails been created?

- Often provides an "end run" around voter approval, sometimes after single-county jail referendum failed
 - *Not an option in Michigan*-- voter authorization would be needed to "join" a regional jail partnership as a co-owner

Re-Use of Closed Prisons

- Camp Mangum (Marquette)
- Camp Manistique (Schoolcraft)
- Camp Cusino (Alger)
- Camp Kitwen (Houghton)
- Camp Ottawa (Iron)

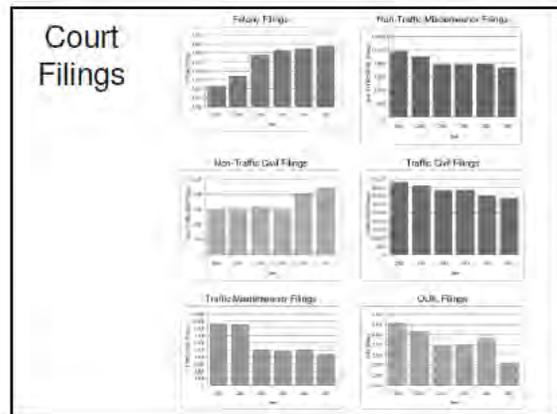
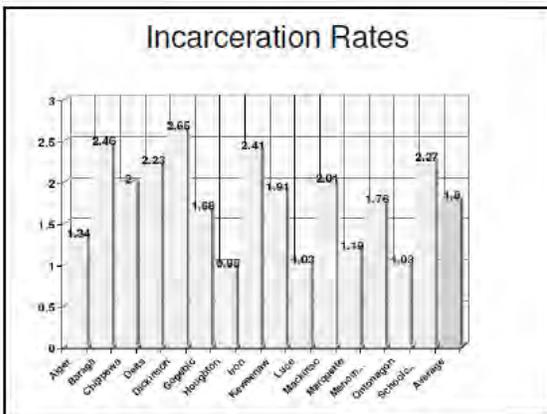
The County Context

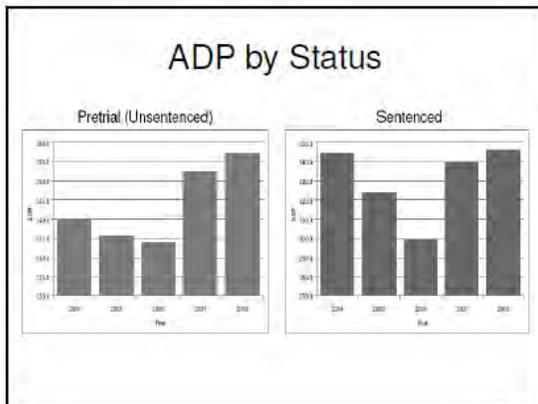
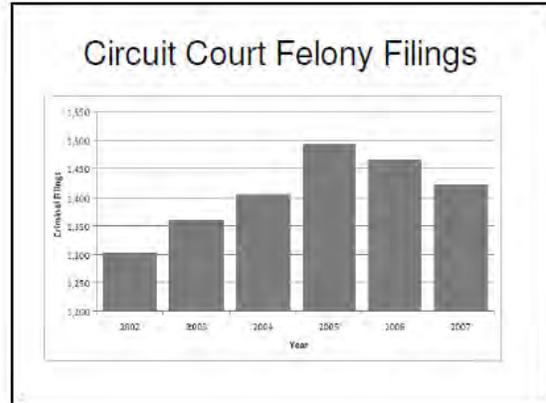
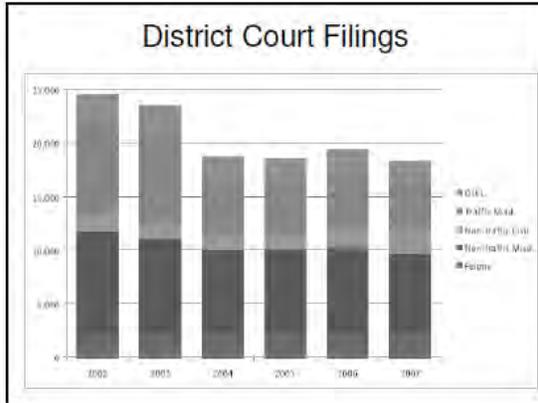
	1990 Population	2007 Population (estimate)	Square Miles	Residents per Square Mile	Taxable Valuation 2007	Taxable Value per Resident
Alger	8,972	9,862	918	10.7	\$305,574,095	\$30,985
Baraga	7,954	8,746	904	9.7	\$202,390,482	\$23,141
Chippewa	34,604	38,543	1,561	24.7	\$943,130,519	\$24,470
Delta	37,780	38,520	1,170	32.9	\$1,052,494,040	\$27,322
Dickinson	26,831	27,472	766	35.9	\$862,972,697	\$31,413
Gogebic	18,052	17,370	1,102	15.8	\$432,837,749	\$24,919
Houghton	35,445	36,016	1,012	35.6	\$648,952,443	\$18,098
Iron	13,173	12,138	1,168	10.4	\$405,740,847	\$33,427
Keweenaw	1,701	2,301	541	4.3	\$110,880,835	\$48,188
Luce	5,769	7,024	904	7.8	\$172,221,991	\$24,519
Mackinac	10,874	11,943	1,022	11.7	\$846,895,968	\$70,911
Marquette	70,887	65,492	1,821	36.0	\$1,701,590,994	\$25,981
Menominee	24,320	25,326	1,044	24.3	\$572,974,657	\$22,824
Ononagon	6,854	7,818	1,312	6.0	\$222,130,253	\$28,413
Schoolcraft	6,302	8,903	1,178	7.6	\$323,295,983	\$36,313
Highest	70,887	65,492	1,821	36.0	\$1,701,590,994	\$70,911
Lowest	1,701	2,301	541	4.3	\$110,880,835	\$18,098

County (In Order of Size)	2007 Popul. (estimate)	Square Miles	Residents per Square Mile	Taxable Value per Resident	\$ Amount Raised by 1 Mil in Tax
Keweenaw	2,301	541	4.3	\$48,188	\$110,881
Luce	7,024	904	7.8	\$24,519	\$172,222
Ononagon	7,818	1,312	6	\$28,413	\$222,130
Baraga	8,746	904	9.7	\$23,141	\$202,390
Schoolcraft	8,903	1,178	7.6	\$33,427	\$323,297
Alger	9,862	918	10.7	\$30,985	\$305,574
Mackinac	11,943	1,022	11.7	\$70,911	\$846,896
Iron	12,138	1,166	10.4	\$33,427	\$405,741
Gogebic	17,370	1,102	15.8	\$24,919	\$432,838
Menominee	25,326	1,044	24.3	\$22,824	\$572,975
Dickinson	27,472	766	35.9	\$31,413	\$862,973
Houghton	36,016	1,012	35.6	\$18,098	\$648,952
Delta	38,520	1,170	32.9	\$27,322	\$1,052,454
Chippewa	38,543	1,561	24.7	\$24,470	\$943,131
Marquette	65,492	1,821	36.0	\$25,981	\$1,701,561
Highest	65,492	1,821	36.0	\$70,911	\$1,701,561
Lowest	2,301	541	4.3	\$18,098	\$110,881

Jail Use

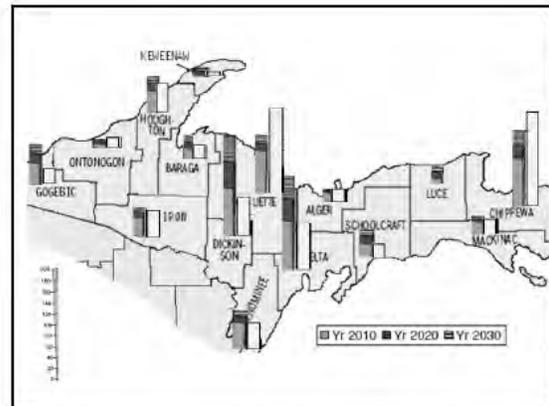
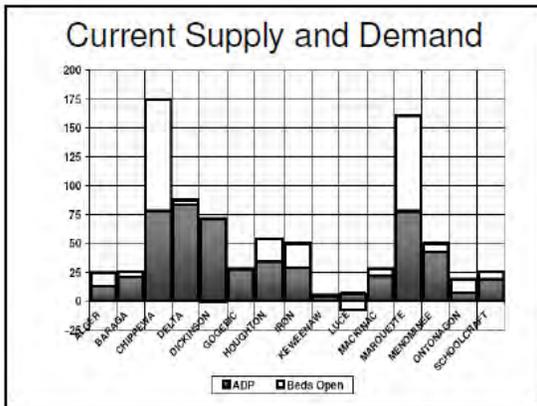
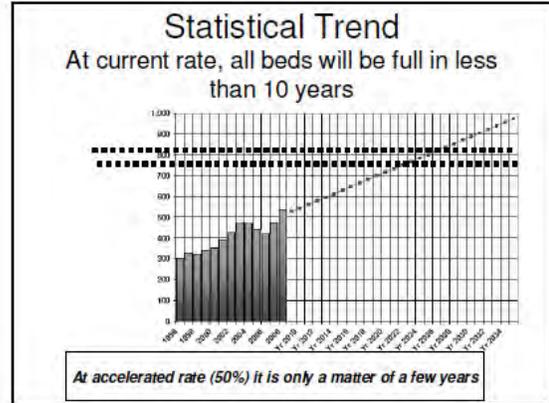
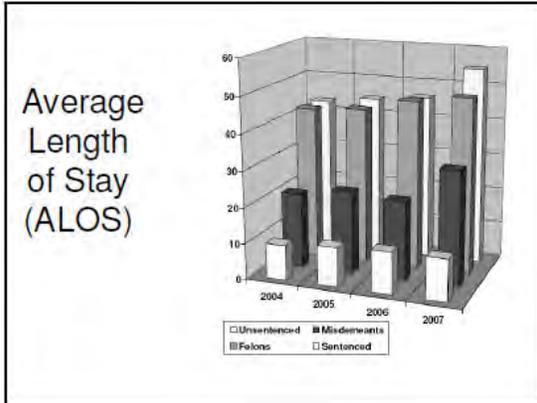
	2007 County Population	2007 Avar. Daily Pop. (ADP)	Jail Capacity	2007 ADP per 1,000	Jail Beds Per 1000 Population
Alger	9,812	12.6	25	1.34	2.69
Baraga	8,544	21	26	2.46	3.04
Chippewa	38,522	76	175	2.00	3.01
Delta	37,367	83.2	87	2.23	2.33
Dickinson	26,537	71.2	71	2.65	2.64
Gogebic	16,287	27.4	28	1.68	1.72
Houghton	35,201	34.5	54	0.98	1.53
Iron	12,151	29.3	50	2.41	4.11
Keweenaw	2,151	4.1	6	0.99	2.79
Luce	6,728	8.5	0	1.03	3.09
Mackinac	10,877	21.9	28	2.01	2.57
Marquette	65,216	77.8	160	1.19	2.45
Menominee	24,249	42.7	50	1.76	2.08
Ononagon	6,977	7.2	19	1.02	2.75
Schoolcraft	8,518	19.3	28	2.27	3.05
Total	156,573	537.5	805		
Average				1.90	2.44
Highest	65,216	83.2	175	2.65	4.11
Lowest	2,151	4.1	6	0.99	0.00





•Percent ADP- Level of Charge, Gender, Status

	Female	Misdemeanor	Felony	Pretrial	Sentenced
Alger	12.2	36.5	63.5	31.1	65.1
Baraga		60.0	40.0	86.2	13.8
Chippewa	15.2	48.0	52.0	30.4	69.2
Delta	21.2	54.9	45.1	57.4	32.5
Dickinson	16.9	60.0	40.0	13.6	86.4
Gogebic					
Houghton	13.5		34.5	11.0	88.9
Iron	21.0	62.1	37.9	17.7	82.2
Keweenaw		43.9	56.1	80.5	19.5
Luce	10.3				
Mackinac	15.2	24.2	75.8	42.0	58.0
Marquette	14.3	46.4	53.6	18.7	78.1
Menominee	12.8	46.1	53.9	7.7	91.8
Ontonagon					
Schoolcraft	15.4	61.2	38.8	29.1	71.0
Average	15.3	49.4	49.3	35.5	63.0
Highest	21.2	62.1	75.8	86.2	91.8
Lowest	10.3	24.2	34.5	7.7	13.8



Current Jail Costs

- Staffing is 70% of annual costs
- Staffing levels rise at trigger points, not per inmate
- Maintenance costs soaring in older jails
- Per day costs range from \$64/day to \$112/day
- Luce is over \$70/day with no jail

Average	
Total	\$82.01
Staff	\$68.30
Medical	\$4.34
Other	\$9.37

Appendix K- Mackinac County

- Jail construction and capacity
- Standards compliance
- Occupancy
- County population and crim. justice system
- Occupancy trends
- Adequacy of current facilities
- Plans

APPENDIX K: MACKINAC COUNTY

Additional material about Mackinac County is provided in Section I of the main report.

C. Standards and Compliance

The jail was found to be in full compliance with Michigan Administrative Rules for Jails and Lockups after its last inspection by the Michigan Department of Corrections.

Compliance with Michigan standards does *not* provide sufficient protection from liability for county officials, because the scope and breadth of the standards fall far short of minimum requirements set by the courts. Appendix Q presents an analysis of the current Michigan standards compared to the new national Core Jail Standards that provide a benchmark against which to measure minimum requirements. Michigan standards address less than 25% of the topics and issues presented in the Core Jail Standards.

Compliance

Functional Area	Number of Core Standards	Number of Core with No Michigan Counterpart	Percent Core with No Michigan Counterpart.
1. Safety	20	6	30.0%
2. Security	37	32	86.5%
3. Order	1	1	100.0%
4. Care	40	28	70.0%
5. Program and Activity	12	12	100.0%
6. Justice	15	14	93.3%
7. Administration and Management	10	10	100.0%
Total	136	103	75.7%

New "Core Jail Standards" Provide Sheriffs and Jail Managers with Much-Needed Guidance

*By Scott Strait, Sheriff
Mackinac County, Michigan and
Tim Adkins, Jail Administrator
Mackinac County, Michigan*



Our 25-year-old jail in Michigan's Upper Peninsula is typical for the region—as outdated design, difficult to maintain, renovated 12 years ago to appear as a couple more times, often housing more inmates than should be lodged in our 28 beds. We have always looked to Michigan Jail Standards to measure the adequacy of our facility and operations. After we added much-needed employee two years ago, we found ourselves in full compliance with mandatory state jail standards. We thought we were all set.

asked by ACA to develop the 4th Edition jail standards for ACA. The NSM/JA/ACA team that created the 4th Edition also reviewed the standard ACA standards for small jails. ACA asked the team to recommend the scope of the small jail standards and the team concluded that they should be discontinued. They found only a few Adult Local Detention facilities (ALDF) standards that did not apply to small jails, and these were adopted for use in small jails in the 4th Edition ALDF revisions. The team used ACA

Resources

- **Committee Notebook**
- www.upcap.org (regional jail study and jail library)
- National Institute of Corrections (NIC) www.nicic.org
- National Criminal Justice Reference Service (NCJRS)

Uppcap.org



Providing guidance and

Home

- Uppcap Information
- U.P. Area Agency on Aging
- U.P. Family Caregiver Network
- Long Term Care
- U.P. County Commissioners
- Housing Development
- Other Programs
- News, Events & Publications
- Provide Information

Regional Jail Study Documents

- [Prosecute Jails - Putting Inmates to Work to Benefit Us](#)
- [Alternatives to Confinement](#)
- [Planning & Design](#)
- [Jail Vulnerability Assessment](#)
- [Regional Jail Information](#)
- [Standards](#)

Alternatives to Confinement

- [Alternatives to Jail - List \(PDF\)](#)
- [Pretrial Case Processing in Maine Final Report \(PDF\)](#)
- [Jail Diversion Reduces Knox Co Population A 10.02 \(PDF\)](#)

Planning & Design

- [Design Ideas from RIV West Regional Jail Study \(PDF\)](#)
- [Jail Construction Delivery Methods - National Institute of Justice \(NIJ\) \(PDF\)](#)
- [Jail Design Guide: Issues, Issues of Corrections - NIC 1098 \(PDF\)](#)
- [Jail Planning and Design Guide: What County Officials Need to Know \(PDF\)](#)
- [Jail Publication - Recommendations Used to Present the Proposal in Voters - Somerset County, Maine \(PDF\)](#)
- [Use of Circuit Court TV in Jails - Another from Qualified Research \(PDF\)](#)

Setting Up Jail Tour

- Please call Sheriff or Tim Ahlborn to make arrangements to visit the facility

Next Meeting

- October 26, 27 or 28th (Wed, Thurs, Fri)
- On the 26th and 27th there will be full day work sessions with Sheriff's personnel to draft an operational and architectural "program"— all are invited to attend or drop in at any time (details will be emailed)

Notes from Second Meeting October 26, 2011 4:00 – 6:00 p.m.Present (see updated Committee List 10/26/2011 p. 1.1 for details)

√	Tim Ahlborn	St. Ignace
√	Dave Davis	St. Ignace
√	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
√	Fred Feleppa	St. Ignace
	Judge Beth Gibson	Newberry
	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
√	Jim Hill	Curtis
√	Glenn Hughes	Hessel
√	Lawrence Leveille	St. Ignace
√	Kristin Mansfield	Prob/Parole
	Jim Marks	Mackinac Island
√	Kip Rodriguez	St. Ignace
	Jean Short	Wautoma
√	Stuart Spencer	Cedarville
	Tom Spencer	Rudyard
√	Joe Stelzer	Moran
√	Scott Strait	Cedarville
√	Kristine Vallier	St. Ignace
√	Mark Wilk	St. Ignace PD
√	Joe Wixtrom	Corr'l Health Care Co.
√	Rod Miller, consultant	Gettysburg, PA
√	Arthur Thompson, AIA	Maine, Florida

Agenda

1. Introductions
2. Committee Purpose
3. Membership
4. What Do You Expect of the Jail (cont.)?
5. Inmate Length of Stay Characteristics
6. Jail Facility Tours (reactions)
7. Jail Facility and Site (a) Design (b) Conditions
8. Next Meeting Date/Time

Handouts. None

1. Introductions

Members and others in attendance introduced themselves. (see attendance roster on page 1.15)

2. Committee Purpose

Scott Strait reviewed the purpose of the committee:

- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- Determine projected bed space needs
- Develop an initial architectural program *for a jail and the sheriff's office* (description of spaces needed to meet projected needs)
- Identify alternative solutions to meet needs
- Evaluate solutions, including 30-year life cycle cost projections
- Recommend a course of action to county officials

3. Committee Membership

After the first meeting, several new members were invited to join the committee. The newest members are:

- Mark Wilk, St. Ignace Police Department
- Kristin Mansfield, Michigan Dept. of Corrections, Probation/Parole
- Keith Massaway, Soo Tribe Board of Directors

An updated committee list with contact information is provided on Page 1.1.

4. What Do You Expect from the Jail? (*continued from first meeting*)

Members were asked to identify additional “expectations” regarding the jail, including policies that should guide the process. The following three elements were added:

- Planning and design should ensure flexibility to meet future needs and opportunities (such as providing conduit that is available for future technology).

- The issue of jail operations and transition during construction (if there is construction) should be considered during design.
- Any design should provide for efficient expansion in the future.

Glenn Hughes offered several thoughts to the group, including:

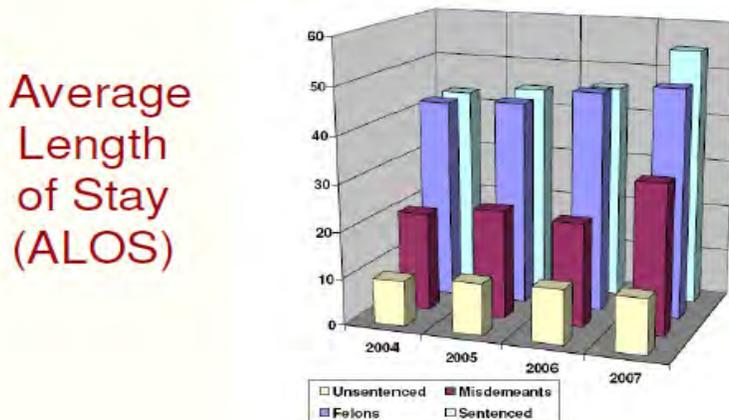
- It is important to have a facility that may be efficiently expanded in the future, if needed.
- If a construction project is undertaken at some point, it is desirable to have the current jail remain open during the construction period.
- Standards should be considered the *minimum* that should be done, and we should “try to do much better” than that. He noted that standards are frequently rewritten and that process sometimes takes more than a decade, such as the ASHRAE¹ standards that have taken as long as 15 years.

5. Inmate Length of Stay Characteristics

Rod Miller explained the length of stay dynamics for inmate population, noting that while 60% of the inmates who are admitted to the jail will be released within three days, they only account for 5% of the beds used on an average day.

Figure 1 shows the average length of stay (ALOS) characteristics for Mackinac County inmates from 2004 to 2007.² Rod explained that the ALOS has increased only slightly for unsentenced inmates, while 2007 showed a marked increase in LOS for sentenced offenders. 2007 also showed a large increase in ALOS for inmates charged with misdemeanor offenses.

Figure 1: Inmate Average Length of Stay, 2004 - 2007



¹ ASHRAE- American Society of Heating, Refrigerating and Air Conditioning Engineers. www.ashrae.org

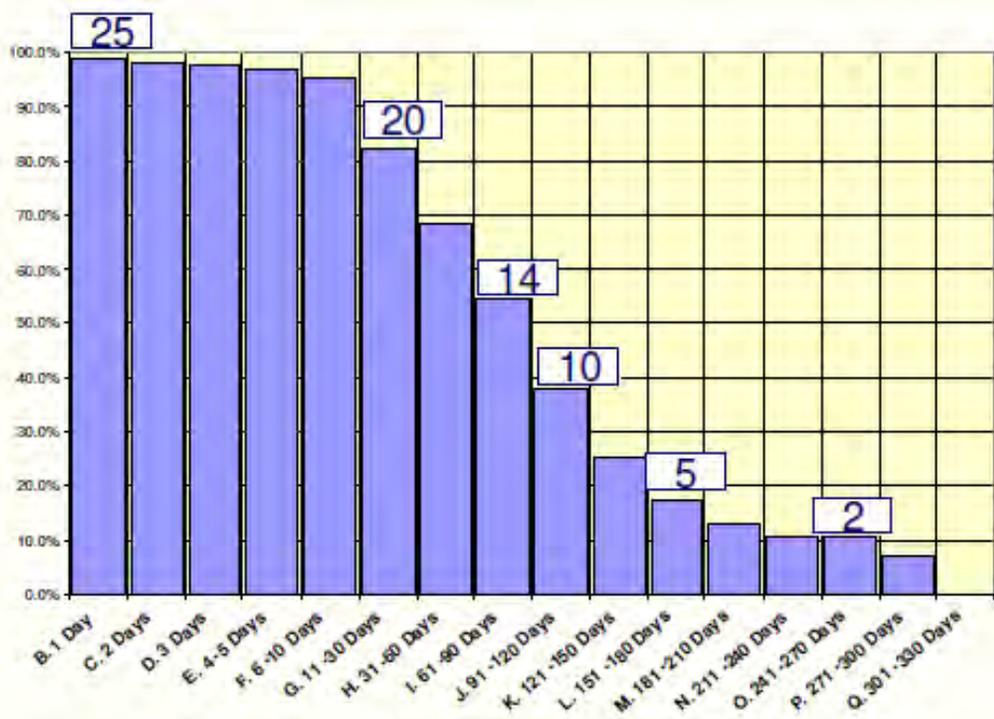
² Inmate data was previously collected by the Michigan Department of Corrections. Data from the years 2008 until the present has not been assembled or analyzed due to DOC budget cuts and is not available for analysis.

Figure 2 illustrates the length of stay dynamics in the jail from a different perspective. The chart shows the number of inmates, out of 25 inmates (the population the day of the meeting), who would be staying in jail based on their total length of confinement. Out of 25 inmates in jail today, we could expect:

- 20 inmates will spend over 11 days
- 14 inmates will spend over 60 days
- 10 inmates will spend over 90 days
- 5 inmates will spend over 150 days
- 2 inmates will spend over 241 days

Viewed another way, out of 25 inmates in jail today, 17 will spend at least 90 days in confinement.

Figure 2: Number of Inmates (Out of 25) In Jail On An Average Day, Based on Length of Stay



These length of stay characteristics have many implications for jail operations, programs and design. Analysis of inmate LOS data for Mackinac County identifies a steady increase in the length of time inmates spend in the jail.

6. Member Jail Tours (Reactions) and Discussion of Jail Facility

Most members visited the jail prior to this meeting. They were asked for their reactions to the tours and several members offered their comments. This prompted a broad-ranging discussion of jail conditions by the group.

Several members offered their reactions to their recent jail tours:

- Segregation cells, because of their location and design, are “wasted” in terms of available bedspace
- Surprised about the amount of space taken up by the “catwalks” around inmate cells
- “Fragmented and illogical” layout with regard to booking
- Inadequate provisions for inmate visiting
- Concerns about mechanical systems, including the furnace and refrigerator
- Several remarked about how clean the facility is
- Space, throughout the complex, is very “tight”
- Design of the facility means that it “doesn’t function”
- Design causes serious “fragmentation of operations”
- Remarkable how every bit of space is used, but there is still not enough
- Lack of storage throughout, causing items to be stored all over the facility, often in areas that are not ideal
- Vehicle sallyport is not designed to accommodate an ambulance
- Difficult to move a litter/cot through the jail when there is an emergency
- “Line” between jail and sheriff’s operations poses difficulties and is inefficient
- Visitors’ path to the visiting room is inappropriate because it takes them through the middle of law enforcement office space
- Surprisingly poor provisions for the storage and security of evidence
- “Not enough air” in the facility. Claustrophobic.
- Many serious concerns about the lack of privacy and confidentiality, throughout the facility
- Lack of “dayrooms” means that inmates use the same space for sleeping, toilet, and the activities that occur when they are not asleep.
- Inmates are “stuck in [their] cells”

- Lack of space makes it very difficult to have inmate programs
- Concerns about the staff who have to work there every day
- No provisions for staff lockers, showers, uniforms—most staff wear uniform to/from work
- Just “too small”
- Poor provisions for work release inmates to change their clothes on the way out and upon their return
- Concerns about the capias room location and construction—in the law enforcement area and one wall does not go all the way up, which allows someone in capias to hear what is said in the undersheriff’s office
- Handicap accessibility is very poor (e.g. doors, showers), posing serious noncompliance with the provisions of the Americans with Disabilities Act (ADA)
- Accessibility for a handicapped visitor is poor
- “Quiet” (a good thing)
- Facility makes it difficult to provide religious services, counseling and bible study
- There are only two “multipurpose” rooms inside the security perimeter that may be used for activities and programs—a small one that is used for one-on-one activities, and a larger one that is used for classes and meetings
- Lack of activity and program space, coupled with overall design, makes it difficult to accommodate AA and NA meetings, and similar programs
- Blind spots in many areas of the facility—cameras are not an adequate response to them

Several members used the term “different” to describe aspects of the jail facility; this was later clarified to be a polite word for “bad.”

Fred Feleppa said that he had heard several inmates comment that they “like it” better at Mackinac County than many other jails. Members quipped that their ratings might have a lot to do with the quality of the food.

The discussion focused on Chippewa County for a few minutes. Members were curious about their jail situation and Rod explained that the county’s goal, according to his meeting with the commissioners, was to “have someone else pay to build the beds we will need for ourselves in the future.”

Apparently, the number of Chippewa inmates has increased recently, prompting them to board some of their own inmates in other jails in order to rent space to

federal authorities for a higher rate. Rod noted that building a lot of extra jail space sometimes results in an increase in the incarceration rate, and criminal justice officials see the empty beds and are less inclined to use alternatives to jail.

7. Jail Design, Conditions, and Site—Consulting Architect

Arthur Thompson is spending three days in St. Ignace examining the jail and working with jail personnel to identify operational and space needs.

Arthur has over 30 years experience designing jails and prisons, ranging in size from 25 beds to over 500 beds. He is a principal in SMRT, Inc., which has offices in Maine, New York, New Hampshire, Massachusetts and Virginia. Members were invited to drop in to the all-day work sessions that will be held on Thursday and Friday.

Arthur began by offering some overall comments about the jail and its operations:

- Very well run
- Staff give respect to inmates and receive it in return
- Clean, well painted
- Quiet
- “Amazing what you do” with the jail
- Simply not enough space to accommodate all of the functions that much be implemented
- “Dysfunctional”
- Accreditation by American Correctional Association (ACA) is commendable and is exceptional

Arthur described several primary concerns about the facility:

- Lack of space
- Inappropriate circulation (movement) within the facility
- Lack of storage areas (inmate property, evidence, commissary, etc.)
- Inadequate mechanical and environmental conditions
 - Air changes are “just not there”
 - Humidity control
 - Temperature control
- Areas provided for inmate intake are disjointed, and many occur in a converted corridor
-

Arthur praised the efforts of staff and administrators, again saying that it was amazing how much they accomplish given the inadequacies of the facility.

He noted that the jail is “not at a crisis...now” but that planning and implementing jail improvements takes a lot of time.

He urged members to tour the jail if they had not done so in the past few months.

At this point in the meeting, committee members seemed to reach a consensus on the finding that the facility is short on space...everywhere.

Arthur went on to describe the work that was started earlier in the day, developing a conceptual architectural program for a “sufficient” facility. This work continued the following two days.

The rest of the meeting focused on his comments and questions regarding the architectural program, as summarized in the following:

- Law enforcement and other Sheriff Department activities are so integrated into jail administration and operations that they will be considered to be part of the architectural program.
- There are currently many spaces that are shared between the jail and other elements of the Sheriff’s Department.
- The current complex lacks space for:
 - Staff training
 - County and community meetings (Scott urged the inclusion of a multipurpose room that could be used for a variety of functions, including commissioners’ meetings and other public meetings)
- Visitation should accommodate contact, non-contact, and video visitation formats. Tim Ahlborn, Jail Administrator, noted that having the ability to offer contact visits as a reward/incentive is an important management tool.
- Video visitation may be accomplished at various areas inside the security perimeter, including housing areas. Visiting stations for the public should be located at the jail, but may also be provided elsewhere in the community.
- Arthur and Rod described the relationship between the sizes of visitation areas (number of inmates who may visit at one time) and staffing needs. The current visiting accommodations underscore this relationship; visiting has to be provided many hours during the week to allow inmate and their visitors to use the only non-contact visiting room in the facility.

- One fundamental decision is whether services and programs will be brought to inmates in their housing units, or whether inmates will move separate areas. Arthur noted that a design might provide flexibility on this issue, accommodating services and programs near housing areas and well as in centralized locations.
- Scott noted that staffing needs are also influenced by some ancillary tasks, such as collecting urine specimens as required by the court or other agencies. Scheduling of urine collection activities varies by day of the week and time of day, placing demands on department personnel at varied times.
- Inmate intake activities should be accommodated in an area that is adjacent to a vehicle sallyport
- Program spaces should be provided in a variety of sizes, and should be able to subdivide as needed using moveable partitions. Tim told members that the lack of program space results in “turning people away.” Several members suggested that the community would become more involved with the jail if there were sufficient provisions for program space. Arthur noted that “volunteerism goes up when people feel safe.”
- Short-term holding spaces are needed adjacent to an intake processing area, and are often arrayed around the intake area for direct observation.
- Longer-term housing should be provided in a variety of configurations. Currently, most housing is provided in 4-person congregate cells that have no dayrooms.
- Housing separations are needed to accommodate such classification factors as:
 - Gender
 - Security status (risk)
 - Separation needs
 - Special needs
 - Other considerations
- Arthur told the group that it is difficult to accommodate separation needs with fewer than eight distinct housing areas (of varied sizes).
- Arthur described design techniques that provided flexibility and efficiency with regard to housing separations, such as:
 - Providing a “pod within a pod” (to be illustrated later in the process)
 - Designing dayrooms with doors that allow them to be combined or separated as needed
- Standards required that inmate housing be provided as cells or rooms arrayed around a dayroom.

- Dormitories, while less expensive to construct, provide much less flexibility in terms of operations. Rod noted that dormitories are usually appropriate for low security inmates only, and that such inmates are a decreasing proportion of the inmate population.

Arthur told the group that “The best client produces the best facility.” He went on to explain that a good client is actively involved in all phases of the projects, considers the full range of alternatives at each step, and challenges the architect to develop responsive plans.

Arthur concluded by telling members that the architectural and operational programming process will identify the full range of options in on issue, and will explore the advisability of each. He underscored the need to develop such a program so that the adequacy of current facilities may be accurately assessed, and to make it possible to explore potential re-use of the existing facility in combination with an addition.

8. Next Meeting.

Scott said that he would poll members for the next meeting date. It was subsequently set for **Wednesday, December 7**. Location to be determined.

Attachment: Powerpoint slides used during the meeting

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Mackinac County

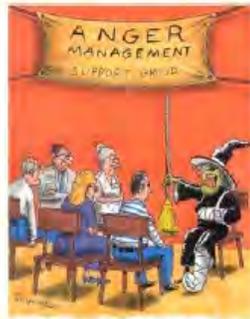
Jail Committee

October 26, 2011

Agenda

- Introductions
- Membership
- Committee Purpose
- What Do You Expect of the Jail (cont.)?
- Inmate Length of Stay Characteristics
- Jail Facility Tours (reactions)
- Jail Facility and Site
 - Design
 - Conditions
- Next Meeting Date/Time

Introductions



"My name is Helda, and I have a tendency to fly off the handle."

Membership

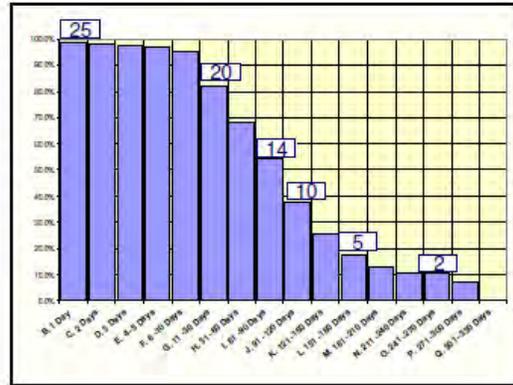
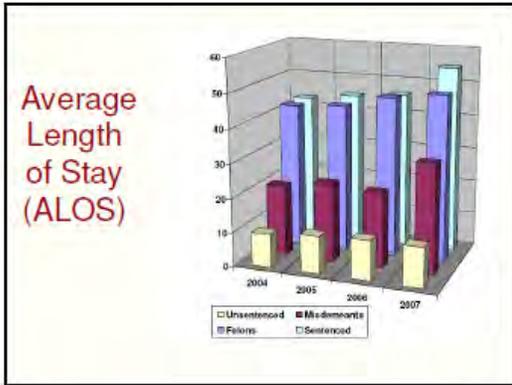


Committee Purpose

- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- Determine projected bed space needs
- Develop an initial architectural program for a jail and the sheriff's office (description of spaces needed to meet projected needs)
- Identify alternative solutions to meet needs
- Evaluate solutions, including 30-year life cycle cost projections
- Recommend a course of action to county officials

Expectations for Jail?

- Inmates should not return after release (or should at least take longer to come back)
- Reduce demand for the jail
- Call it like it is—give notice
- Should not be a business—plan to meet Mackinac County's needs only
- Efficient
- Comply with standards



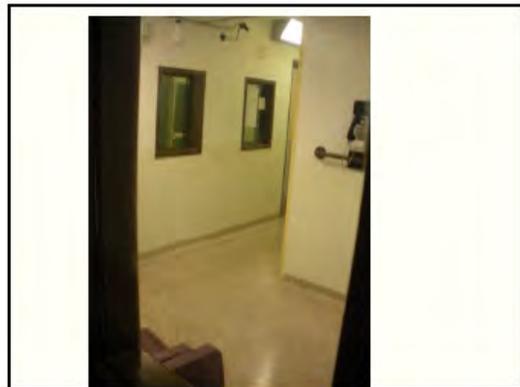
- ### Functional Areas
- Lobby
 - Administration
 - Visitation
 - Staff
 - Security
 - Intake
 - Programs and Serv.
 - Housing
 - Food Serv/Laundry
 - Building Support
 - Law Enforce (Shared)
 - Administration
 - Detectives
 - Patrol
 - Civil?
 - Evidence
 - Interview
 - Dispatch

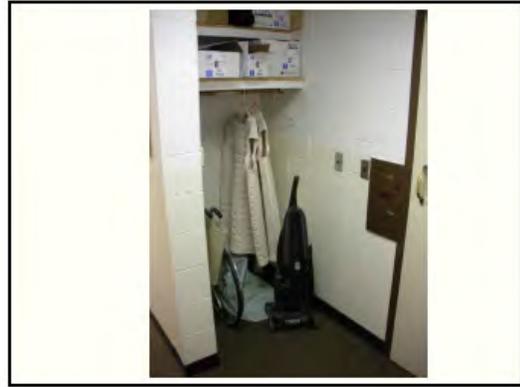
Next Meeting

- On the 26th and 27th there will be full day work sessions with Sheriff's personnel to draft an operational and architectural "program"— all are invited to attend or drop in at any time (details will be emailed)

Photos Used or Referenced in Second Meeting

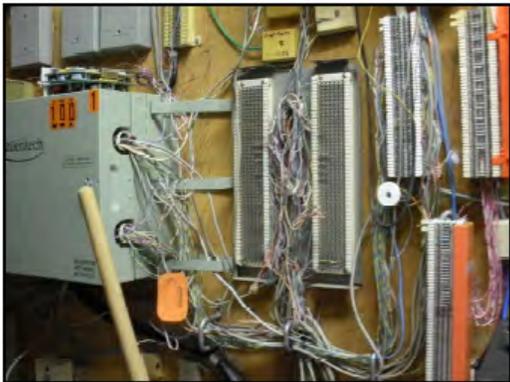












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Notes from Third Meeting December 7, 2011 4:00 – 6:00 p.m.Present (see updated Committee List 10/26/2011 p. 1.1 for details)

√	Tim Ahlborn	St. Ignace
	Dave Davis	St. Ignace
	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
√	Fred Feleppa	St. Ignace
√	Judge Beth Gibson	Newberry
	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
√	Jim Hill	Curtis
	Glenn Hughes	Hessel
√	Lawrence Leveille	St. Ignace
√	Kristin Mansfield	Prob/Parole
	Jim Marks	Mackinac Island
√	Kip Rodriguez	St. Ignace
	Jean Short	Wautoma
	Stuart Spencer	Cedarville
√	Tom Spencer	Rudyard
	Joe Stelzer	Moran
√	Scott Strait	Cedarville
√	Kristine Vallier	St. Ignace
√	Mark Wilk	St. Ignace PD
√	Joe Wixtrom	Corr'l Health Care Co.
√	Rod Miller, consultant	Gettysburg, PA
	Arthur Thompson, AIA	Maine, Florida

Agenda

- Introductions
- Recent jail occupancy
- Inmate Characteristics
- Jail Use- Historical
- Continuum of Detention and Corrections Options
- Projections/Adjustments
- From ADP to Beds
- Life Cycle Costs
- Next Steps

1. Introductions

Members and others in attendance introduced themselves. (see attendance roster on page 1.33).

2. Recent Jail Crowding

Scott Strait and Tim Ahlborn described the recent crowding in the jail which caused inmates to be sleeping on mattresses on the floor.

They described the Michigan law that triggers a response to “emergency crowding:

COUNTY JAIL OVERCROWDING STATE OF EMERGENCY Act 325 of 1982

AN ACT to authorize county sheriffs to declare a county jail overcrowding state of emergency; to prescribe the powers and duties of certain judges, county sheriffs, and other county officials; and to provide remedies for a county jail overcrowding state of emergency.

The Act is triggered when jail occupancy exceeds 95% of the rated capacity for 5 consecutive days. Officials are empowered to reduce the population through “any available means which are already within the scope of their individual and collective authority.” The Act identifies several actions, but does not limit the local response to these.

- (a) Accelerated review and rescheduling of court dates.
- (b) Judicial review of bail for possible bail reduction, release on recognizance, or conditional release of prisoners in the county jail.
- (c) Prosecutorial pre-trial diversion.
- (d) Judicial use of probation, fines, community service orders, restitution, and delayed sentencing as alternatives to commitment to jail.
- (e) Use of work-release, community programs, and other alternative housing arrangements by the sheriff, if the programs and alternative housing arrangements are authorized by law.
- (f) Review of agreements which allow other units of government to house their prisoners in the overcrowded county jail to determine whether the agreements may be terminated.
- (g) Entering into agreements which allow the sheriff for the county in which the overcrowded county jail is located to house prisoners in facilities operated by other units of government.
- (h) Refusal by the sheriff to house persons who are not required by law to be housed in the county jail.
- (i) Acceleration of the transfer of prisoners sentenced to the state prison system, and prisoners otherwise under the jurisdiction of the department of corrections, to the department of corrections.

- (j) Judicial acceleration of pending court proceedings for prisoners under the jurisdiction of the department of corrections who will be returned to the department of corrections regardless of the outcome of the pending proceedings.
- (k) Reduction of waiting time for prisoners awaiting examination by the center for forensic psychiatry.
- (l) Alternative booking, processing, and housing arrangements, including the use of appearance tickets instead of booking at the county jail and the use of weekend arraignment, for categories of cases considered appropriate by the persons notified pursuant to Attachment 4.
- (m) Acceptance by the courts of credit cards for payments of bonds, fines, and court costs.
- (n) Use of community mental health and private mental health resources in the county as alternatives to housing prisoners in the county jail for those prisoners who qualify for placement in the programs and for whom placement in the programs is appropriate.
- (o) Use of community and private substance abuse programs and other therapeutic programs as alternatives to housing prisoners in the county jail for those prisoners who qualify for placement in the programs and for whom placement in the programs is appropriate.
- (p) Preparation of a long-range plan for addressing the county jail overcrowding problem, including recommendations to the county board of commissioners on construction of new jail facilities and funding for construction or other options designed to alleviate the overcrowding problem.
- (q) Review of sentencing procedures, including the elimination of delays in preparing presentence reports for prisoners awaiting sentence, and staggering the dates on which prisoners will start serving a jail sentence to minimize fluctuating demands on jail capacity.

Isaac Harrigan noted that the recent crowding required housing inmates in the “tank,” which is a short-term holding cell that is not designed for more than 12 hours of use.

3. Oakland County Jail

Sue Dionne told members about her recent tour of the Oakland County Jail. She contrasted the facility and operations with the Mackinac County Jail. She described the intake and holding area in the Oakland jail that provided several types of holding for incoming inmates.

Rod Miller identified the elements of modern intake areas, that include short-term holding cells as well as inmate classification cells that may be used for one or more days until new inmates are classified. He reviewed inmate length of stay characteristics with a powerpoint slide (slide 8, powerpoint slides at the end of

these notes. He explained that 60% of the inmates who are admitted to the jail will be released within three days, but only account for 5% of the beds used on an average day.

4. Inmate Characteristics

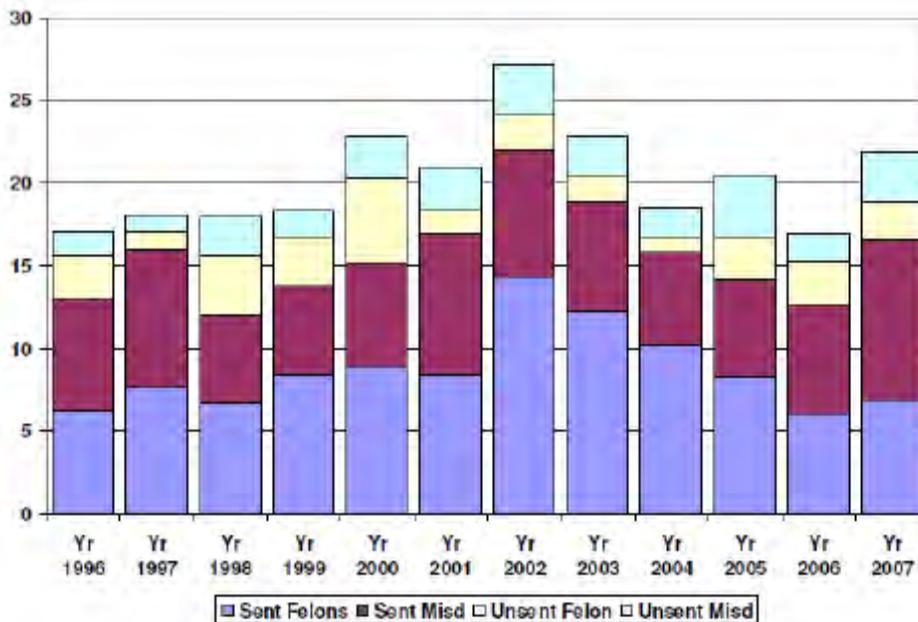
Rod presented several slides that described key characteristics of the jail population and showed trends in recent years (see powerpoint slides that follow these notes).

Don Gustafson asked why all of the data is no more recent than 2008. Rod explained that the U.P.-wide regional jail study was completed last year and the 2008 data (and in some instances 2007 data) was the most recent available. He noted that jail occupancy data is more recent.

The Michigan Department of Corrections collects detailed inmate data from each jail each month. But the employee who has been responsible for this work retired in 2010 and the state has fallen far behind in assembling, cleaning and publishing the inmate data.

Figure 1 shows the composition of the jail population by level of crime and status (pretrial, sentenced). The sentenced felon population was often the largest single component and was usually responsible for the ups and downs of the population for the 12 years.

Figure 1: ADP by Level of Crime and Status, 1996 - 2007



One member asked why the population was so high in the year 2003. Scott Strait responded that one cause was the changing rules and practices at the state level. The average number of sentenced felons in 2003 was nearly 15, more than twice the number in the previous year. Rod pointed out that it does not take many individual felony offenders to have a big impact on the jail because of their long sentences.

5. State Policies and Practices—Impact on the Jail

The committee moved into a lengthy discussion of the impact of state correctional policies and practices on the Mackinac County jail population. During the discussion the following views were offered:

- The jail is affected by inmates “at the back end of the system” when state-housed offenders are released and violate their conditions of release and/or commit new crimes.
- Conditions of release for returning state offenders have become “vague and miniscule.” There are usually 7 conditions for release on parole, while inmates on probation often have to comply with 25 conditions or more.
- While the reduction in expectations for offenders on parole results in fewer technical violations, it also diminishes the value of parole as a tool to reinforce appropriate behavior in the community.
- The DOC has also reduced its response to violations of release conditions. There is now a 45 day maximum for technical violations, leaving these offenders in county jails rather than returning them to state facilities. These changes are relatively new, becoming more visible in the past three years.

A DOC press release stated that the parole revocation rate in 2010 was the lowest since 1987. DOC policies for persons charged with sex offenses have also apparently softened in recent years, shortening the length of the programs that are required prior to release from prison.

One member suggested that “the state is balancing its budget on the backs of counties.” A recent press release from the DOC stated “...for the past several years, the Department has been closing prisons...” and goes on to report that:

- The Michigan prison population has now decreased for four consecutive years, to a total of 44,113 inmates at the end of December 2010. This is the smallest year-end prison population since 1998. It also represents a decline of 7,441 inmates (-14.4%) from the peak prison population of 51,554 reached in March 2007.
- In calendar year 2010, the prison population decreased by 1,365 inmates (-3.0%), due to fewer prison admissions than prison releases and the lowest

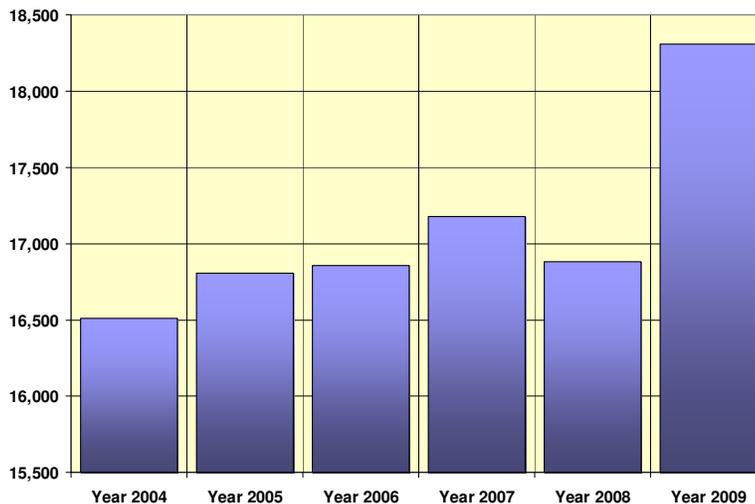
parole revocation rate since at least before routine record keeping began in 1987.

- The continuation of the decrease in prison population throughout 2010 enabled the department to reduce net operating capacity by a total of 1,899 prison beds over the course of the year (-4.1%).
- Because the DOC provides all felony pre-sentence investigations (PSI) to the courts, changes in the PSI process and decision tree have a big impact on sentences to jails. Several officials have noted that offenders who would have been sentenced to two or more years in state prison five years ago are now routinely recommended for long-term jail sentences by the PSI process.

Rod Miller noted that the DOC stopped providing a total count of all county jail inmates several years ago. Rather, the state reports the number of jail inmates in counties *that submitted data*. The U.P. regional jail study assembled annual counts of all jail inmates and found that the number of inmates in county facilities increased markedly as the state closed facilities and reduced its inmate population. Figure 2, from the regional jail study, shows a nearly 2,000 bed increase in the total jail population from 2004 to 2009 (11.2% increase.)

Figure 2: Total Michigan Jail Population (ADP), 2004 – 2009.

Source: U.P. Regional Jail Feasibility Study, 2010



Members asked how changes in state policies will affect the number of inmates to be housed in the Mackinac County Jail. Rod responded that it is difficult to calculate reliable projections of the impact, but that officials seem to agree that jail populations will continue to grow as state prisoners are diverted from prisons.

6. Reducing the Jail Population— a Continuum of Options

The discussion moved to the subject of strategies that might reduce or moderate future jail needs.

Rod reported on recent interviews with local criminal justice officials, including:

- Law enforcement (state, local, county)
- Prosecution
- Public Defender
- Judges (District and Circuit Courts)
- Probation/Parole

During these interviews, anticipated changes in the demand for jail beds was a topic of discussion, along with possible strategies that might reduce the demand.

A “detention and corrections continuum” was reviewed (see powerpoint slides). Jail personnel identified the need for additional work-release beds, noting that these help motivate inmates to cooperate during their confinement in order to be eligible for this option. Work release inmates pay \$20 per day for their housing costs and must remain sober. They noted that the design of the current jail does not provide opportunities to implement a system of privileges that encourage inmate cooperation.

Another gap in the continuum is the availability of transitional housing for males who need a place to live. Legacy House currently provides this option for females and this is an important resource for the courts. Without a similar option for males, the court sometimes sentences low level offenders to jail, especially in the winter months when their lives might be in danger if released. Developing a male transitional housing option will allow some low level offenders to be diverted from jail.

The potential impact of these and other alternatives to jail will be examined in the next meeting.

7. Projecting Future Jail Use

Statistical methods were used to provide a starting point for projecting future jail use. Figure 3 illustrates two different trend lines: one using jail ADP from 1979 and one using jail ADP from 1996.

Figure 3: Project ADP Using Two Datasets

The higher rate of growth is generated by using the longer dataset, from 1979 through 2011. This rate of increase predicts an ADP of 39 inmates in 30 years, an increase of 15 inmates (62%, 2.1% per year).

Neither trend line reflects the impact of changes in state correctional policies and practices.

8. Converting ADP to Beds

A projected average daily inmate population (ADP) is not the same as the number of beds needed to safely house the average population.

Three factors must be calculated and should be added to the ADP to generate projected *bedspace* needs:

- *Classification factor*, that adjusts for the need to separate inmates according to various criteria, resulting in empty beds in some housing units.
- *Peaking factor*, that adjusts for expected peak periods of jail use based on the analysis of past trends.
- *Maintenance factor*, that acknowledges that some beds will not be available because of needed repairs and maintenance

These factors will be examined at the next meeting.

8. Calculating “Life Cycle Costs” (LCC) for Jail Options

Members briefly discussed the “life cycle cost” methodology that estimates annual costs for a 30-year period. This analysis provides the basis for comparing various solutions to jail problems and needs.

A sample LCC was briefly reviewed, to be explored in more depth at the next meeting.

9. Next Steps

Rod Miller will develop life cycle cost estimates using two levels of projections. The results will be shared with members prior to the next meeting.

10. Next Meeting

The date and time for the next meeting will be determined in early January.

The meeting was adjourned at 6:00 p.m.

Attachment 1: Powerpoint Slides Used During the Meeting.

Attachment 1: POWER-POINT SLIDES USED DURING 12/7/2011 MEETING

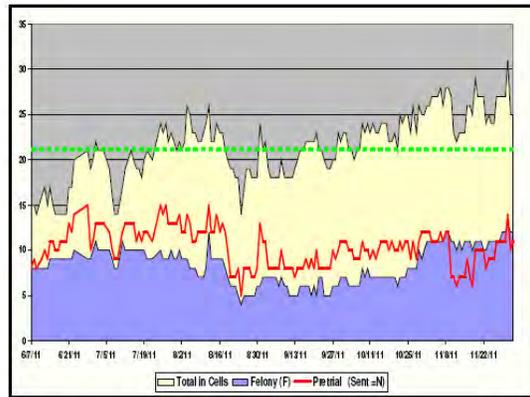
Mackinac County
Jail Committee
December 7, 2011

Agenda

- Introductions
- Recent jail occupancy
- Inmate Characteristics
- Jail Use- Historical
- Continuum
- Projections/Adjustments
- From ADP to Beds
- Life Cycle Costs
- Next Steps

Committee Purpose

- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- Determine projected bed space needs
- Develop an initial architectural program for a jail and the sheriff's office (description of spaces needed to meet projected needs)
- Identify alternative solutions to meet needs
- Evaluate solutions, including 30-year life cycle cost projections
- Recommend a course of action to county officials



Admits, Detention Days and Average Length of Stay

Figure 4.1: Admissions, Releases, Detention Days, ALOS. 2004-08

	2004	2005	2006	2007	2008
Admissions	489	480	334	446	449
Detention Days	7,592.0	8,066.5	6,168.5	8,139.5	8,176
Avg. Length of Stay	13.5	17.0	16.6	19.0	19.1
Releases	466	462	517	420	424

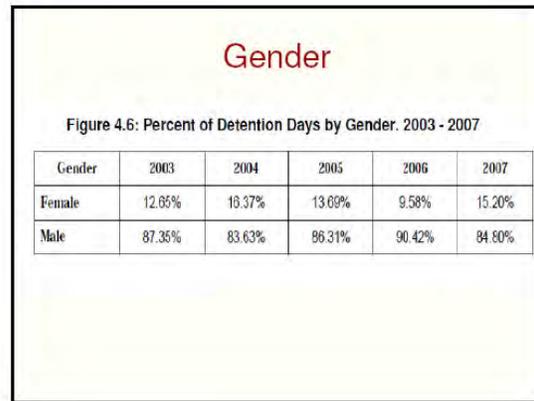
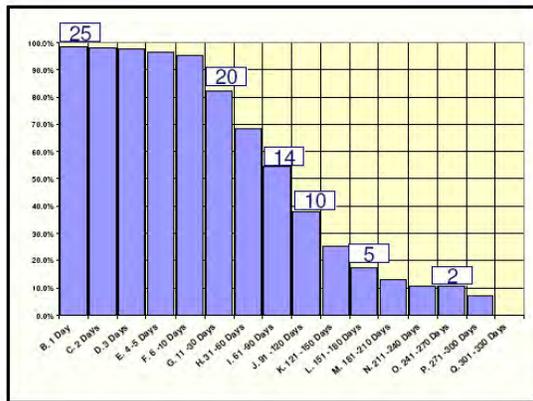
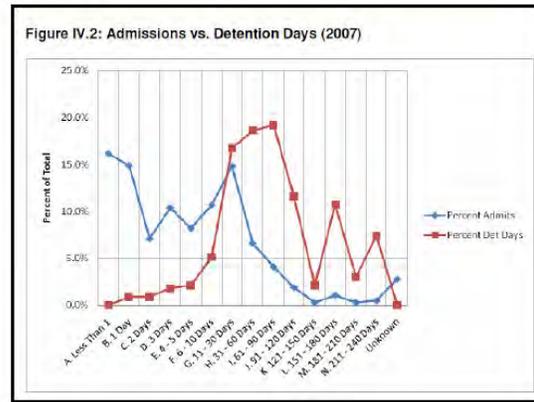
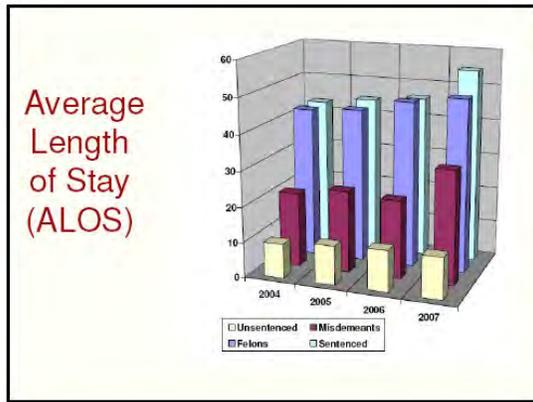


Figure 4.7: Selected Inmate Characteristics

		2004	2005	2006	2007	2008
Aver. Length of Stay- Days (ALOS)		13.5	17.0	16.6	19.0	19.1
% of Inmates on Average Day Who Will Stay...	Over 60 days	69.74	63.88	70.95	68.45	
	Over 180 days	33.32	24.21	27.38	17.51	
	Over 360 days	0	8.36	0	0	
% Beds Used by Release Reason	Posted Bond	41.69	54.47	52.52	44.48	
	Time Served	38.94	32.54	31.73	38.54	
2007 Percent ADP	American Indian	9.10	Married		14.40	
	Black	6.97	High School or More		67.35	
	Caucasian	83.21	Over 25 Years Old		64.35	

Figure 4.8: Marital Status at the Time of Admission, 2007

		Number Admits	Percent Admits	Detention Days	Percent Det Days	ALOS
Female	Divorced	25	5.5%	236	2.8%	9.6
	Married	29	6.4%	276	3.2%	9.6
	Single	47	10.4%	612	7.1%	13
	Unknown	5	1.1%	68	0.8%	13.6
	Widowed/Widower	4	0.9%	111	1.3%	27.8
Male	Divorced	36	7.9%	373	4.3%	10.4
	Married	57	12.6%	961	11.2%	16.9
	Separated	227	50.0%	5,816	65.3%	24.7
	Single	22	4.8%	346	4.0%	15.7
	Unknown	2	0.4%	2	0.0%	1
	Widowed/Widower	25	5.5%	236	2.8%	9.6

Figure 4.9: Percent of Detention Days by Class of Crime. 2003 – 07

Class	2003	2004	2005	2006	2007
1	49.01%	43.54%	56.09%	52.90%	40.61%
2	47.29%	55.97%	39.87%	46.09%	55.94%
3	1.84%	0.43%	1.14%	0.90%	0.73%
4	1.85%	0.07%	2.90%	0.01%	2.72%

Figure 4.11: Percent Detention Days by Reason for Release. 2007.

Status	2003	2004	2005	2006	2007
00 = Not Given	0.61%	3.37%	1.86%	1.70%	6.44%
01 = Time served	36.43%	38.94%	32.54%	31.73%	38.84%
02 = Posted bond	56.87%	41.89%	54.47%	52.62%	44.66%
03 = Turned over to State Prison	2.47%	0.66%	0.61%	1.53%	0.01%
04 = Court Order	2.42%	1.96%	1.58%	2.00%	3.47%
05 = Early Release (Behavior)	0.51%	1.38%	0.84%	0.70%	2.13%
06 = Fines/co-shstitution paid	1.17%	0.84%	0.42%	0.03%	0.01%
07 = Boarded Out	0.47%	1.03%	1.94%	1.40%	0.80%
08 = Released to hospital	0.01%	0.63%	0.42%	0.93%	0.00%
09 = Early Release (Behavior)	0.00%	0.00%			0.01%
10 = To Another Jurisdiction	3.63%	6.41%	3.43%	5.77%	2.67%
12 = Non-Setes Juvenile					0.01%
13 = Escaped	0.03%				
14 = Weekender	0.17%	0.31%	0.47%	0.43%	0.69%
99 = Other	1.22%	0.61%	1.42%	0.83%	0.45%

Figure 4.12: Average Daily Population (ADP). 1979 – 2010.

Year	ADP	Year	ADP
Yr 1979	9.1	Yr 1995	18.2
Yr 1980	8.3	Yr 1996	18.5
Yr 1981	7.4	Yr 1997	18.5
Yr 1982	13.5	Yr 1998	19.2
Yr 1983	17.1	Yr 1999	19.8
Yr 1984	11.4	Yr 2000	22.8
Yr 1985	12.3	Yr 2001	21.5
Yr 1986	13.8	Yr 2002	27.3
Yr 1987	13.7	Yr 2003	24.2
Yr 1988	18.0	Yr 2004	18.5
Yr 1989	16.1	Yr 2005	20.5
Yr 1990	16.5	Yr 2006	16.9
Yr 1991	16.8	Yr 2007	24.8
Yr 1992	17.1	Yr 2008	23.2
Yr 1993	17.5	Yr 2009	23.0
Yr 1994	17.8	Yr 2010	23.3

Jail
Occupancy

Figure 4.13: ADP by Year. 1979 - 2010

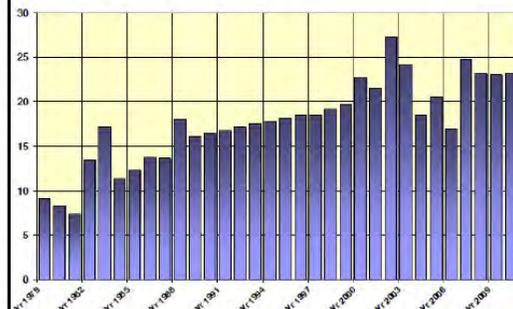


Figure 4.14: ADP by Level of Crime and Status. 1996 – 2007.

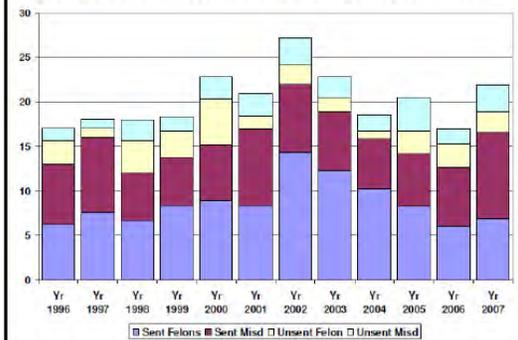
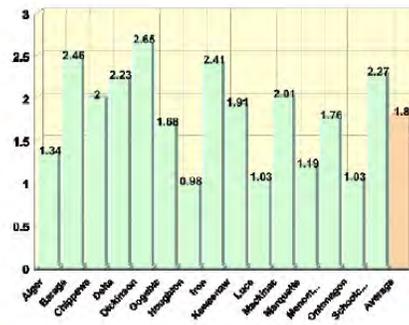


Figure 4.15: Incarceration Rates for 15 U.P. Counties (2007)



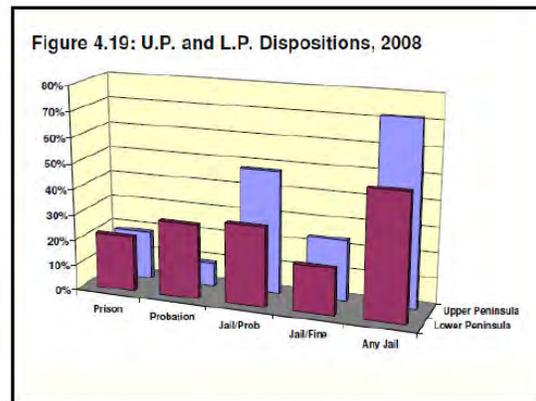
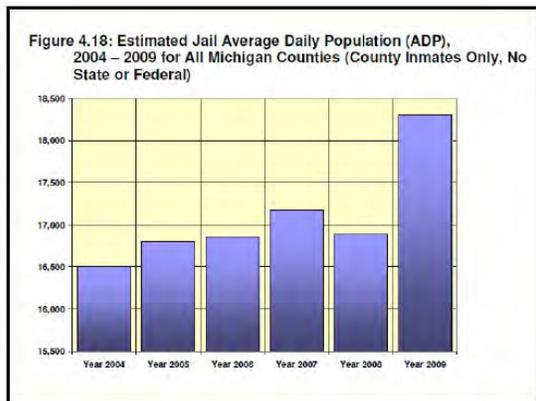
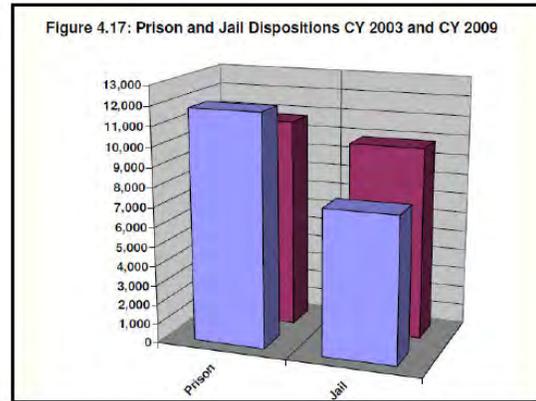
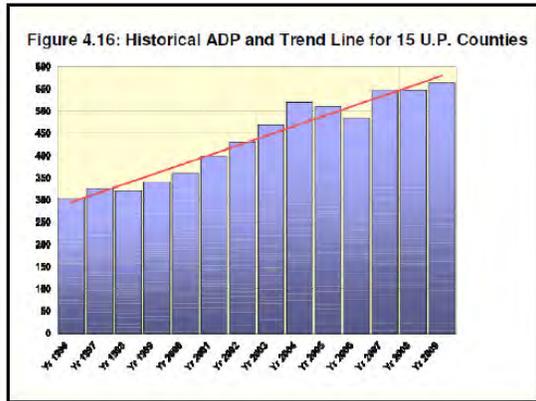
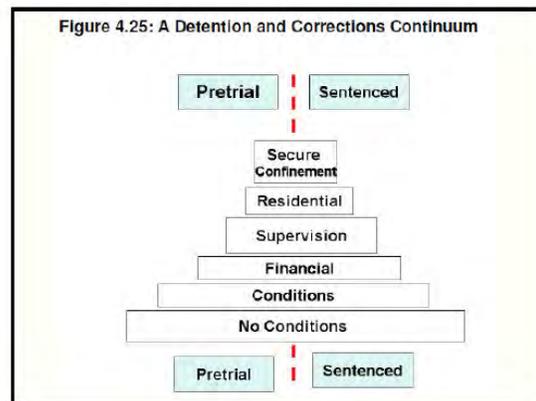
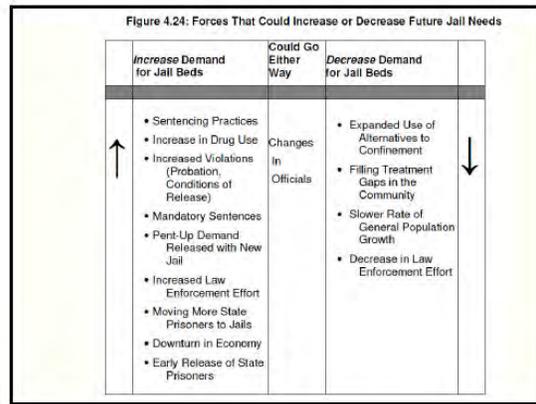
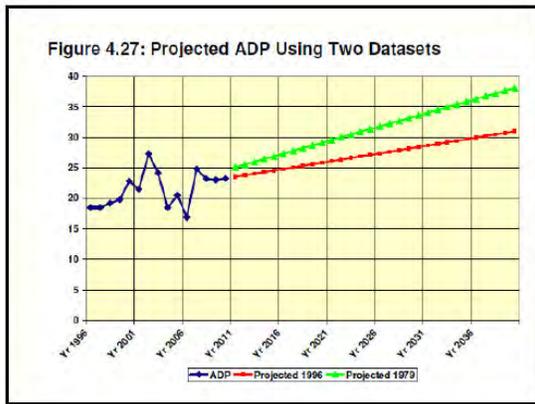
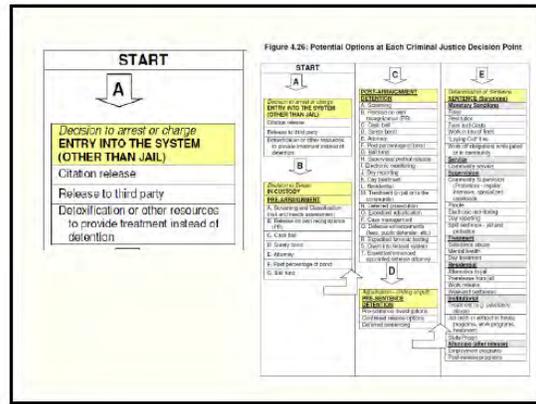
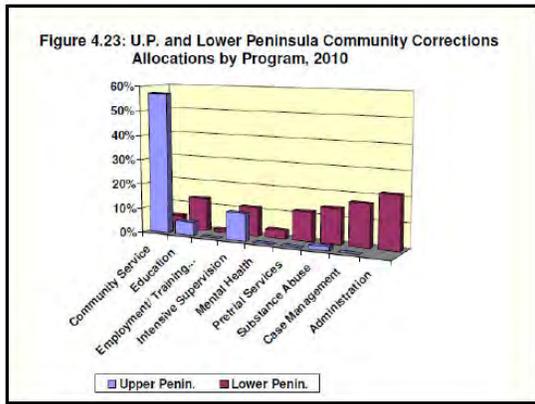


Figure 4.20: Dispositions by Type, Judicial Districts, 2008

	Total	Prison	Probation	Jail/Prob	Jail/Fine	Any Jail
STATE TOTALS	50,693	10,944	14,569	15,919	9,261	25,180
11 Alger, Lapeer, Schoolcraft	111	23	6	52	30	82
12 Baraga, Houghton, Keweenaw	91	17	13	41	20	61
25 Marquette	139	29	28	77	5	82
32 Goggin, Ontonagon	51	14	3	17	17	34
41 Dickinson, Iron, Menominee	264	46	20	144	54	198
47 Delta	117	22	5	58	32	90
59 Mackinac, Chippewa	216	36	15	86	79	165
U.P. Totals	989	187	90	475	237	712
U.P. Percent of State Total	2.0%	1.7%	0.6%	3.0%	2.6%	2.9%
Distribution of U.P. Dispositions	16.9%	9.1%	46.0%	24.0%	72%	
Lower Peninsula Totals	49,704	10,757	14,479	15,444	9,024	24,468
L.P. Percent of State Total	98.0%	98.3%	99.4%	97.0%	97.4%	97.2%
Distribution of L.P. Dispositions	21.8%	29.1%	31.1%	18.2%	49%	





IX. CONVERTING ADP TO BED NEEDS

A projected average daily inmate population (ADP) is not the same as the number of beds needed to safely house the average population.

Three factors have been calculated and should be added to the ADP to generate projected *bedspace* needs:

1. **Classification factor**, that adjusts for the need to separate inmates according to various criteria, resulting in empty beds in some housing units.
2. **Peaking factor**, that adjusts for expected peak periods of jail use based on the analysis of past trends.
3. **Maintenance factor**, that acknowledges that some beds will not be available because of needed repairs and maintenance.

Figure S-4: Annotated Sample LCC Worksheet

Code	Category	Baseline	Year 1	Year 2	COMMENTS
BASELINE DATA					
D1	ADP	186 inmates	190	193	Projected average daily bedspace needs (ADP)
D2	All DETENTION DAYS	67,890 days	69,350	70,445	ADP times 365 days to calculate annual detention days
D3	Nominal Capacity	87,600 days	59,495	59,495	100% of det. Days
D4	Functional Capacity	78,840 days	59,495	59,495	90% of detention days
D5	Det Days Short		9655	10950	Number of detention days not accommodated by functional capacity
D6	Det Days Extra	At 70% usage	0	0	Detention days above functional capacity
RATES					
R1	Board Out Rate	\$62.72	\$64.60	\$66.54	
R2	Board In Rate	\$62.72	\$64.60	\$66.54	
R3	Medical Costs/Dday	\$8.34	\$8.59	\$8.85	
R4	Other Costs/Dday	\$33.84	\$34.86	\$35.90	

Notes from Fourth Meeting February 6, 2012 4:00 – 6:00 p.m.Present: (See P. 1.1 for Details)

√	Tim Ahlborn	St. Ignace
	Dave Davis	St. Ignace
√	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
√	Fred Feleppa	St. Ignace
	Judge Beth Gibson	Newberry
√	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
***	Jim Hill	Curtis
√	Glenn Hughes	Hessel
√	Lawrence Leveille	St. Ignace
√	Kristin Mansfield	Prob/Parole
	Jim Marks	Mackinac Island
√	Kip Rodriguez	St. Ignace
√	Jean Short	Wautoma
√	Stuart Spencer	Cedarville
√	Tom Spencer	Rudyard
	Joe Stelzer	Moran
√	Scott Strait	Cedarville
√	Kristine Vallier	St. Ignace
√	Mark Wilk	St. Ignace PD
√	Joe Wixtrom	Corr'l Health Care Co.
√	Rod Miller, consultant	Gettysburg, PA
	Arthur Thompson, AIA	Maine, Florida

*** Commissioner Oliver House attended on behalf of Jim Hill

Agenda

- Introductions
- Recent Jail Occupancy and Recent Trends in Other Counties
- Jail Use- Historical
- Projections/Adjustments
- Translating ADP to Beds
- Life Cycle Costs
- Next Steps

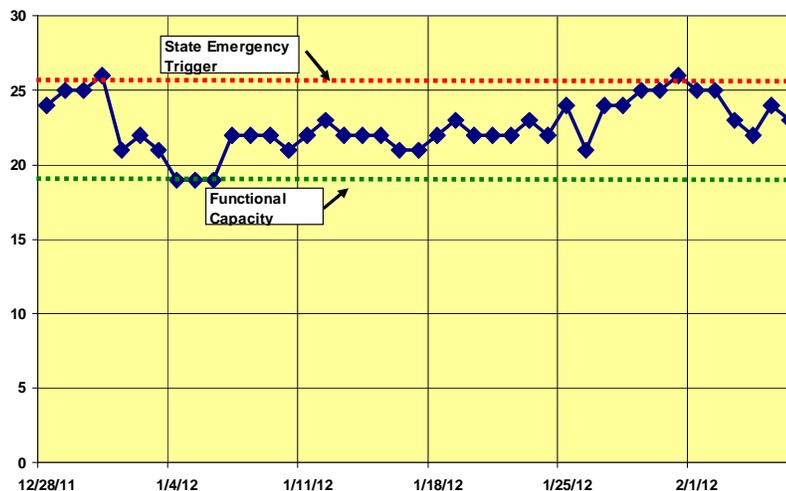
1. Introductions

Members and others in attendance introduced themselves. (see attendance roster on page 1.47).

2. Recent Jail Crowding

Tim Ahlborn provided an update on jail crowding problems that were discussed at the last meeting. Figure 1 shows the daily population for the five weeks. The population reached 27 at the end of December and at the end of January, falling to its lowest level (19) for three days in early January.

Figure 1: Jail Daily Count, 12/28/2011 – 2/5/2012

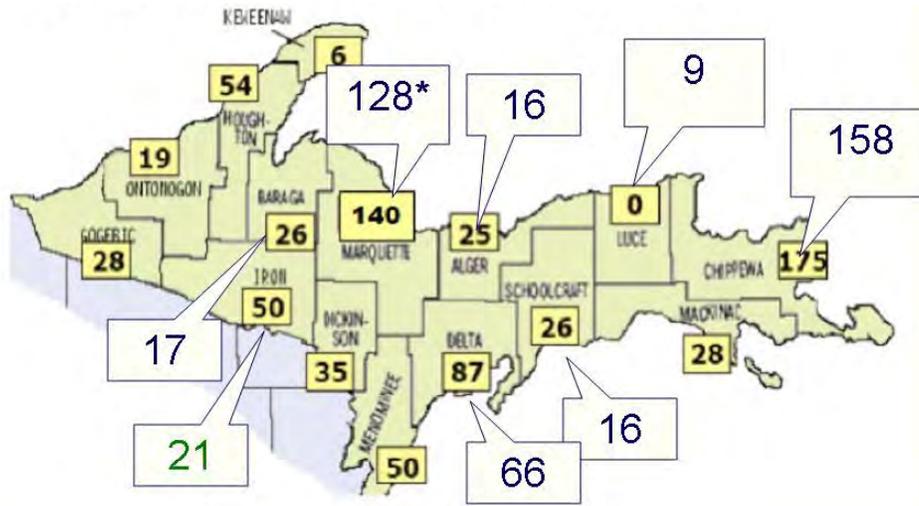


While the daily counts were below the state emergency crowding level (red line) all but two days, the population was over the functional capacity (green line) all but three days.

The functional capacity is the average number of inmates who may be housed in the jail while maintaining needed separation between inmates. The functional capacity is also affected by the periodic peaking that is encountered in the jail. The elements of the functional capacity calculations were explored later in the meeting.

3. Jail Occupancy in Other U.P. Counties

Other jails in the Upper Peninsula are also experiencing crowding. Tim Ahlborn collected information from most of the counties earlier in the day. Figure 2 illustrates the current occupancy for these jails, showing similar increases in the jail population in most counties.

Figure 2: Jail Capacity and Current Occupancy of U.P. Jails

The current situation in Chippewa County was discussed. Officials there have expanded their jail several times in an effort to create space to rent to federal authorities and to other counties. But the local jail population had increased sharply since the last renovation was completed, prompting officials to send their own inmates to other counties in order to make space for federal inmates.

Rod showed illustrations of the Chippewa County Jail (see Attachment 1) and described some of the design errors that were made. He also presented illustrations of the Baraga County Jail, and described flawed design assumptions in those counties and in Iron County regarding control rooms and the difference between observation and supervision (see Attachment 1).

4. Projecting Future Jail Use

At the last meeting, initial statistical projections were presented, showing two trend lines that were generated from historical jail use data, one using jail ADP from 1979 forward and one using jail ADP from 1996 forward. The findings are shown in Figure 3.

The higher rate of growth is generated by using the longer dataset, from 1979 through 2011. This dataset also produced the highest statistical confidence. This rate of increase predicts an ADP of 39 inmates in 30 years, an increase of 15 inmates (62%, 2.1% per year).

Neither trend line reflects the impact of changes in state correctional policies and practices. As discussed at the last meeting, the impact of the downsizing of the state prison population has already moved over 3,000 state prisoners into county jails.

Figure 3: Project ADP Using Two Datasets

Members agreed to use the higher rate of increase as the basis for initial cost projections.

4. Converting ADP to Beds

A projected average daily inmate population (ADP) is not the same as the number of beds needed to safely house that average population. Three factors must be calculated and should be added to the ADP to generate projected *bedspace* needs:

- *Classification factor*, that adjusts for the need to separate inmates according to various criteria, resulting in empty beds in some housing units.
- *Peaking factor*, that adjusts for expected peak periods of jail use based on the analysis of past trends.
- *Maintenance factor* that acknowledges that some beds will not be available because of needed repairs and maintenance

Rod presented the calculations of these three factors that were based on the analysis of Mackinac's experience. These totaled 33.9%. The convert ADP into the number of beds the ADP should be multiplied by 1.339. For example:

- ADP of 30 = 40 beds
- ADP of 40 = 54 beds
- ADP of 50 = 67 beds

5. Can We Reduce Future Jail Needs?

The group examined the range of alternatives to jail that might be implemented to reduce future needs. Many of these have been implemented, while some are not practical in a small county (such as providing a separate pre-release/work-release facility.) Rod had previously met with officials to explore alternatives. Provision of a “sober house” or shelter for males in Mackinac County would have a modest impact on the jail population, according to research and meetings with the officials. This option currently exists for females in the community.

6. Exploring Options for Meet Future Needs

Members were asked to identify the range of options that should be explored to meet future needs. The following were identified:

1. “Do Nothing.” Continue to repair existing jail, board inmates at other counties as needed.
2. Renovate the current jail and add on to it.
3. Convert the old hospital for use as a jail.
4. Build an all new facility.

During the discussion, members noted that the hospital conversion was not feasible due to the presence of asbestos and the age of the facility. Rod suggested that this and similar options should be studied because members of the community will eventually ask if they have been considered.

7. Calculating “Life Cycle Costs” (LCC) for Jail Options

Members discussed the “life cycle cost” methodology that estimates annual costs, providing the basis for comparing various solutions to jail problems and needs. A sample LCC was briefly reviewed. The analysis used a 30 year life cycle. Rod identified other assumptions that would be used for the initial Life Cycle Cost analysis and members concurred.

8. Next Steps

Rod Miller will develop life cycle cost estimates using projections generated by the 1979 dataset and the assumptions that were described during the meeting. The results will be provided to members prior to the next meeting.

9. Next Meeting

The next meeting will be held **Wednesday, March 14 at 4 p.m.**

Attachment 1: Powerpoint Slides Used During the Meeting.

Attachment 1: POWER-POINT SLIDES USED DURING 2/6/2012 MEETING

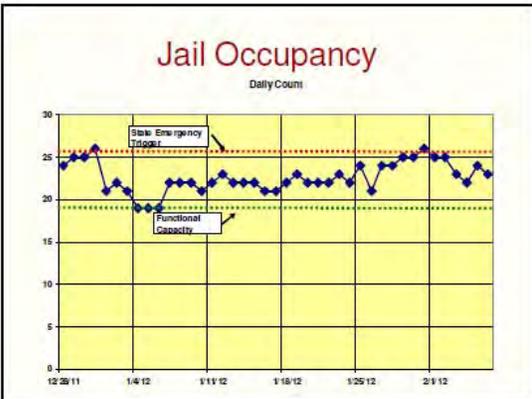
Mackinac County
Jail Committee
February 6, 2012

Agenda

- Introductions, Agenda, Process
- Update on jail occupancy
- Resources Available
- Mission... again
- Projections and Adjustments
- From ADP to Beds
- Life Cycle Costs
- Next Steps

Committee Purpose

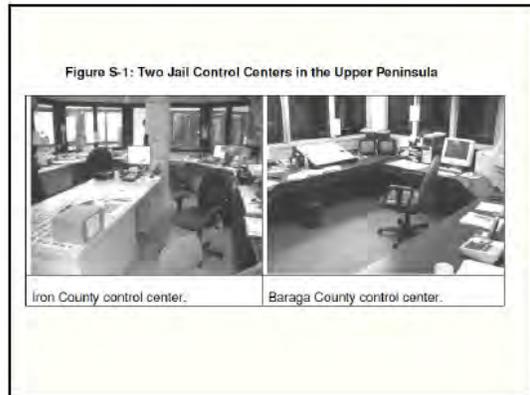
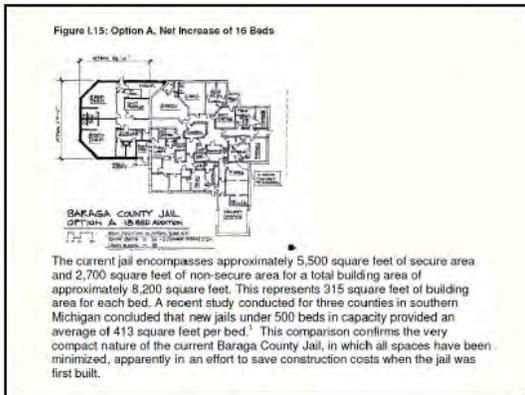
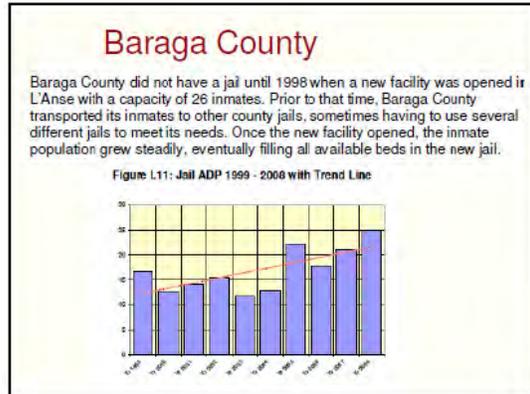
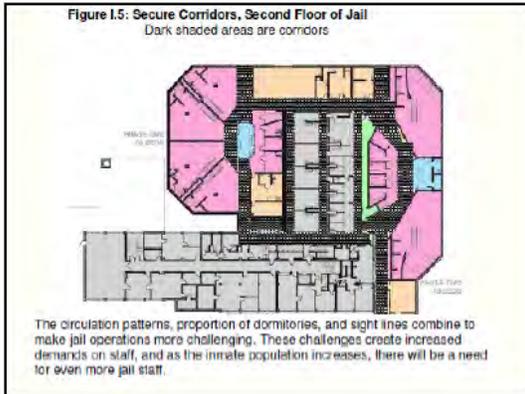
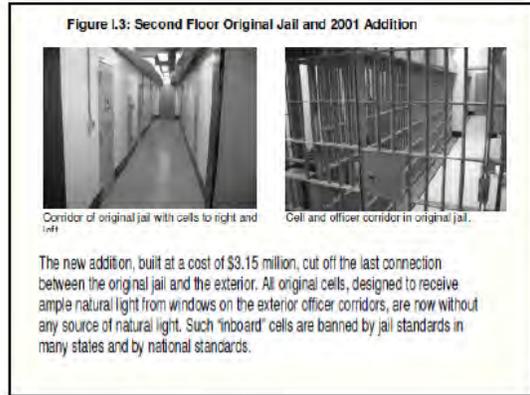
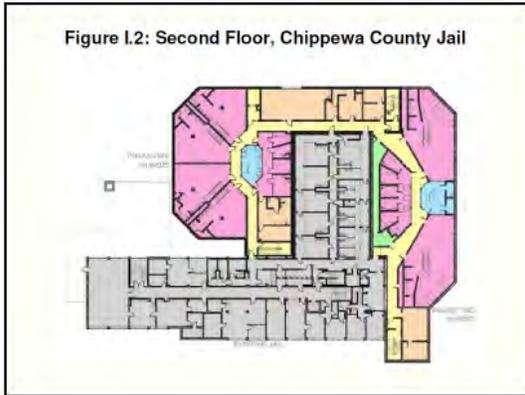
- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- *Determine projected bed space needs*
- *Develop an initial architectural program for a jail and the sheriff's office (description of spaces needed to meet projected needs)*
- *Identify alternative solutions to meet needs*
- Evaluate solutions, including 30-year life cycle cost projections
- Recommend a course of action to county officials

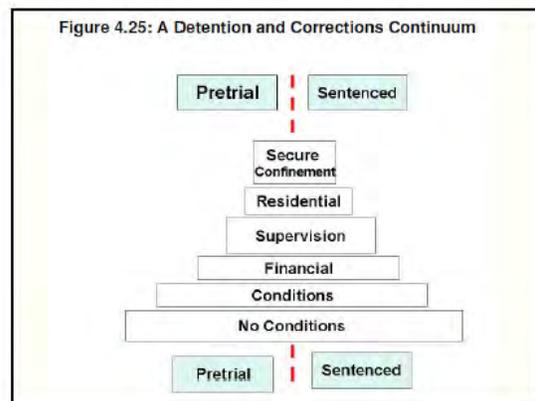
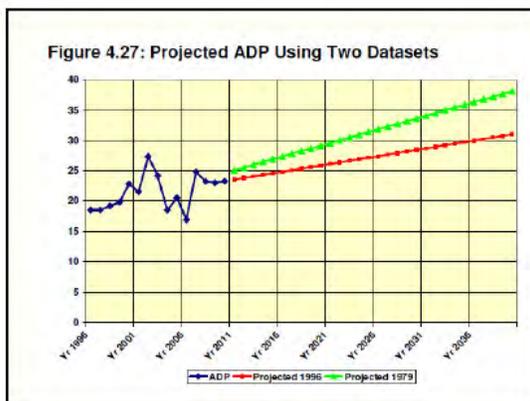
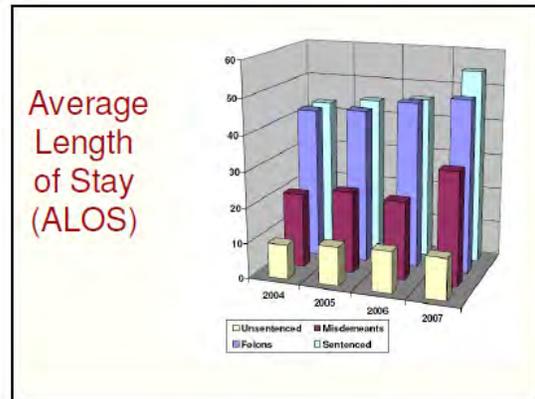
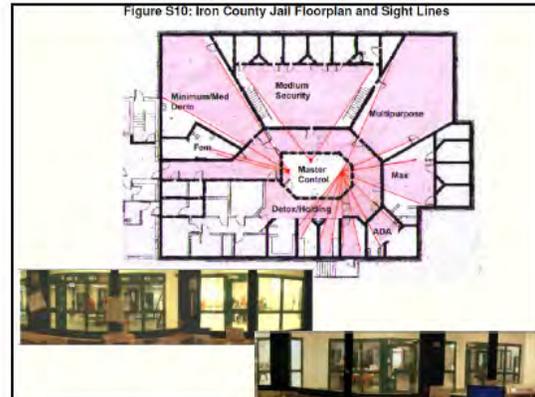


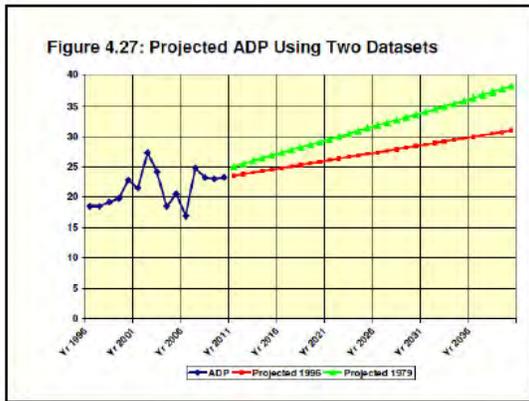
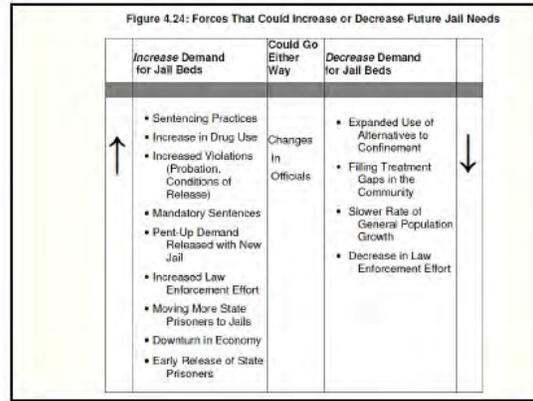
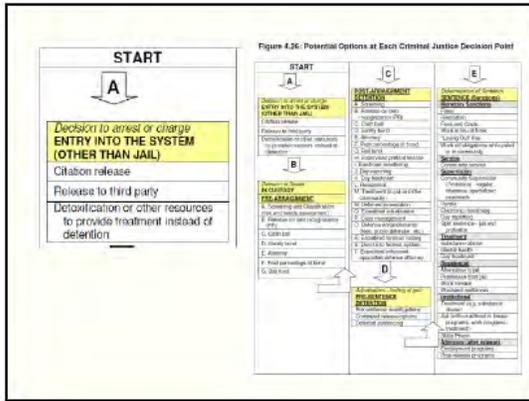
Resources of Interest

- www.upcap.org
– Jail Resource Center









IX. CONVERTING ADP TO BED NEEDS

A projected average daily inmate population (ADP) is not the same as the number of beds needed to safely house the average population.

Three factors have been calculated and should be added to the ADP to generate projected *bedspace* needs:

1. *Classification factor*, that adjusts for the need to separate inmates according to various criteria, resulting in empty beds in some housing units.
2. *Peaking factor*, that adjusts for expected peak periods of jail use based on the analysis of past trends.
3. *Maintenance factor*, that acknowledges that some beds will not be available because of needed repairs and maintenance.

Total 33.9%

Life Cycle Cost Assumptions

LCC Element	Assumptions in Sample
Length of Analysis	30 years- long enough to show costs for 10 years after 20-year bonds have been retired
Inflation	Non used in this draft
Projected jail use (bed needs)	Mid-range projections, showing an ADP that translates into a bed need of 34 in Year 1 and 51 in Year 30.
Nominal Capacity	Number of jail beds, varies from current level (28) to 80 (expandable to 86)
Functional Capacity	Calculated as 90% of nominal capacity
Beds Available to "Rent"	75% of number of empty beds times .75
Board Out Rate	\$90 per day plus medical expenses
Board In Rate	\$60 per day plus medical expenses
Medical Costs	\$4.34/per inmate per day
All Other Daily Costs	\$24.82/per inmate per day
Capital Costs	Construction/renovation costs at \$300 per square foot. Interest costs at 4.25% serial bonds, 20 years.
Staffing Costs	Calculated by ADP using chart based on national practices

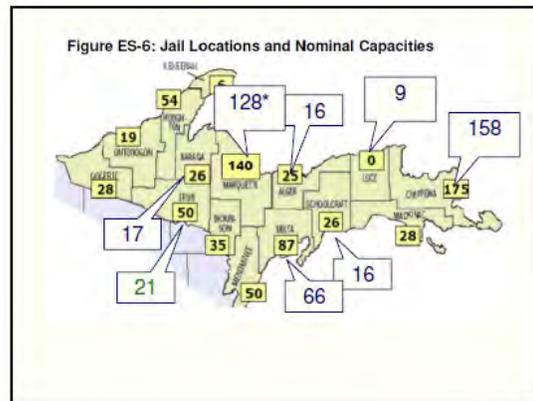


Figure S-4: Annotated Sample LCC Worksheet

Code	Category	Baseline	Year 1	Year 2	COMMENTS
BASELINE DATA					
D1	ADP	196 inmates ADP	190	193	Projected average daily bedspace needs (ADP)
D2	All DETENTION DAYS	67,890 days	69,350	70,445	ADP times 365 days to calculate annual detention days
D3	Nominal Capacity	87,600 days	59,495	59,495	100% of det. Days
D4	Functional Capacity	78,840 days	59,495	59,495	90% of detention days
D5	Det Days Short		9655	10650	Number of detention days not accommodated by functional capacity
D6	Det Days Extra	At 70% usage	0	0	Detention days above functional capacity
RATES					
R1	Board Out Rate	\$62.72	\$64.60	\$66.54	
R2	Board In Rate	\$62.72	\$64.60	\$66.54	
R3	Medical Costs/Dday	\$8.34	\$8.59	\$8.85	
R4	Other Costs/Dday	\$33.84	\$34.86	\$35.90	

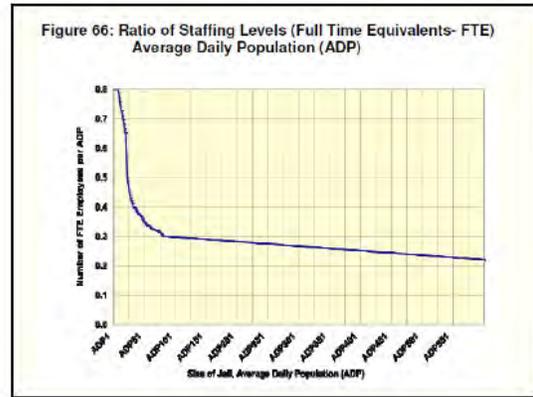
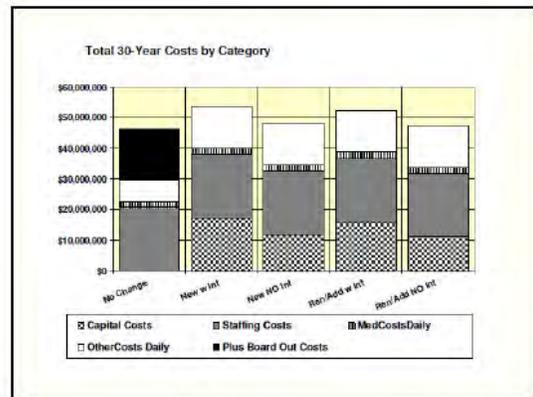
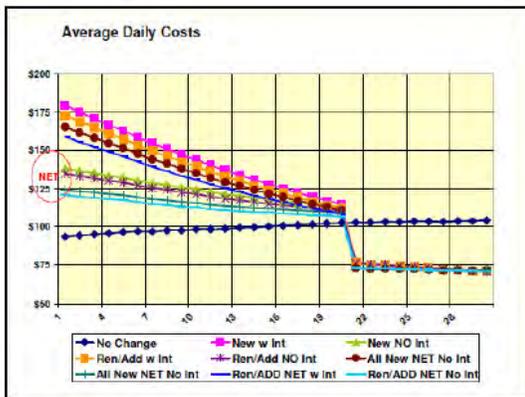
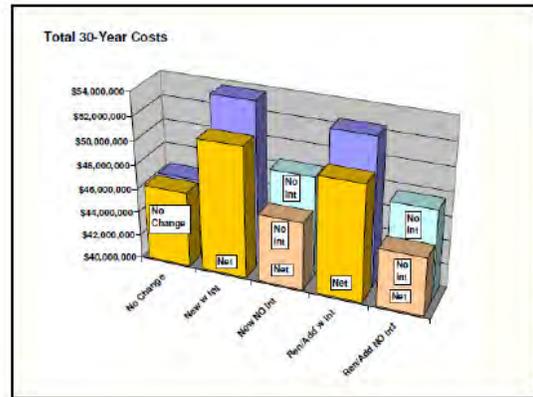


Figure 47: Expected Life of Jail Components

Component	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
ADP	Green									
Board In Rate	Green									
Board Out Rate	Green									
Medical Costs/Dday	Green									
Other Costs/Dday	Green									
ADP	Green									
Board In Rate	Green									
Board Out Rate	Green									
Medical Costs/Dday	Green									
Other Costs/Dday	Green									



Options to Consider

- No Change?
- Renovate/Add
- Convert Other Building
- All New Facility
- Old Hospital
- _____
- _____

Notes from Fifth Meeting March 14, 2012 4:00 – 6:00 p.m.Present: (See P. 1.1 for List of Members with eMails)

√	Tim Ahlborn	St. Ignace
	Dave Davis	St. Ignace
√	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
	Fred Feleppa	St. Ignace
*	Judge Beth Gibson	Newberry
	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
√	Jim Hill	Curtis
	Glenn Hughes	Hessel
√	Lawrence Leveille	St. Ignace
	Kristin Mansfield	Prob/Parole
√	Jim Marks	Mackinac Island
	Kip Rodriguez	St. Ignace
	Jean Short	Wautoma
	Stuart Spencer	Cedarville
	Tom Spencer	Rudyard
√	Joe Stelzer	Moran
√	Scott Strait	Cedarville
√	Kristine Vallier	St. Ignace
√	Mark Wilk	St. Ignace PD
	Joe Wixtrom	Corr'l Health Care Co.
√	Stephannie Vallier	
√	Rod Miller, consultant	Gettysburg, PA

* Judge Gibson was unable to attend but sent a letter with suggestions

Agenda

1. Update on Jail Crowding
2. Life Cycle Cost Estimates for 4 Primary Options
3. Discussion—Options to be Dismissed
4. Discussion—Site Characteristics and Opportunities to Renovate/Expand or Build All New On Site

Attachment 1: Powerpoints used during meetingAttachment 2: Briefing Paper Sent to Members Prior to Meeting (Life Cycle Costs)

1. Update on Jail Crowding

Tim Ahlborn, Jail Administrator, provided an update on jail crowding problems. Jail occupancy continues to be at 26 or more inmates, well over the 24 bed functional capacity. It has not been necessary formally invoke statutory crowding procedures because officials have worked together to manage the crowding.

Jail counts are running substantially higher than projected two years ago in the regional jail feasibility study. The 2011 average daily population (ADP) was at the level that was projected for the year 2018 in the regional study.

The increase in the jail population appears to be caused by offenders sentenced for long jail terms, many of whom would have been sentenced to state prison under previous sentencing and presentence investigation practices. This is consistent with statewide policies that have reduced the state prison population by removing low-level felony offenders.

2. Life Cycle Cost Estimates for 4 Primary Options

A briefing paper had been distributed to members prior to the meeting. It is included as Attachment 2 of these notes.

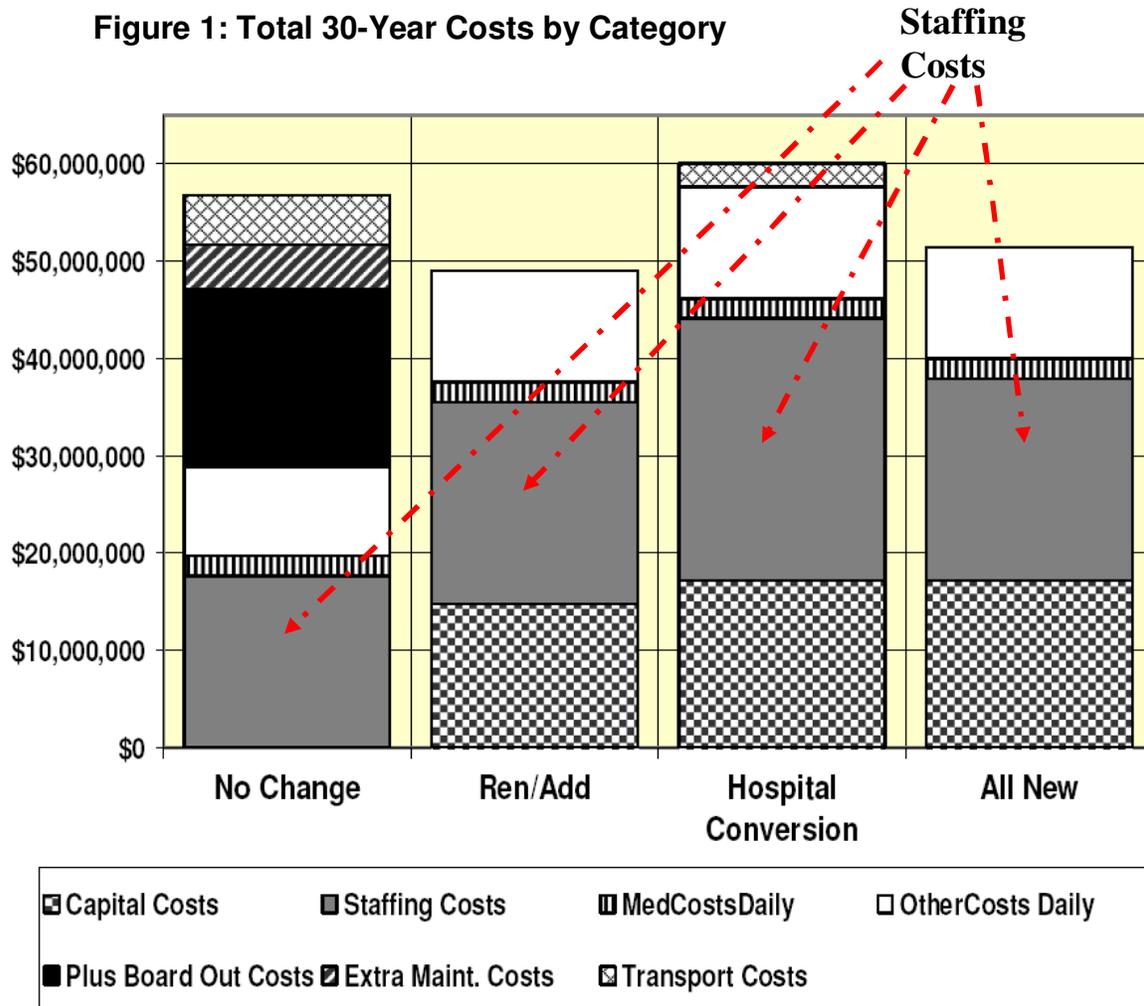
The committee reviewed the life cycle cost (LCC) findings. Rod reminded members that the LCC methodology is a decision-making tool that provides the opportunity to compare the costs of various options over a 30-year period.

When asked by the LCC total costs for the “do nothing” option were higher than the current jail budget, Sheriff Strait responded that the LCC figure includes full staffing at the jail. He noted that current staffing is less than standards require, but the use of non-relieved positions (such as the administrative assistant and the jail administrator) has been accepted as an interim solution by state jail inspection officials.

Rod noted that staffing costs are 60-70% of total jail costs. He explained the breakdown of the 30-year totals by cost category (see Figure 1).

The feasibility of each option was examined. The “do nothing” option relies on the availability of jail beds in other counties. There are currently no beds consistently available within 200 miles (Iron County) in the Upper Peninsula. Beds might be available in the Lower Peninsula but these would be at least two hours away from Saint Ignace.

Figure 1: Total 30-Year Costs by Category



3. Renovating the Former Hospital

There was a discussion about renovating the old hospital building. Rod explained that even if the building could be converted to a jail, the construction costs would be at least as much as building a new facility. More important, operating costs would be higher with the hospital because additional staff would be required because of the layout of the facility. The staffing costs make the hospital option the most expensive of the four that were examined.

One member asked if the hospital building could be efficiently used for the law enforcement functions of the sheriff’s office. Sheriff Strait acknowledged that this would be possible, that it would be more expensive than keeping all operations under one room. He cited the duplication of spaces that would be required (lobby, reception, staff lockers, etc.) and the duplication of staffing, such as reception.

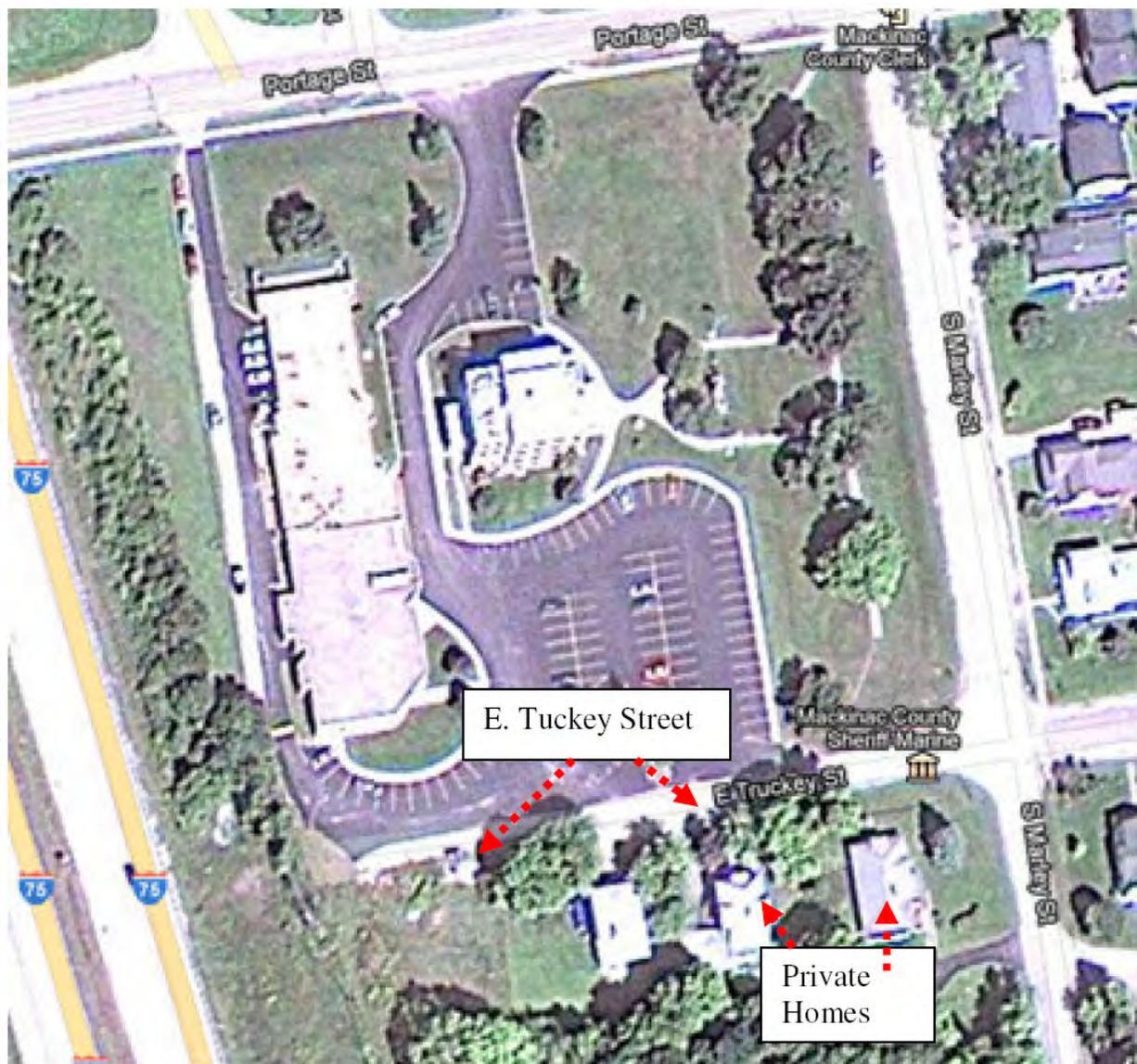
Later in the meeting the group decided to remove the hospital option from further consideration.

4. Options Using the Current Site

Judge Gibson was unable to attend the meeting, but she sent a letter that was read to the group. In it, she suggested that it would be best to find a solution that used the current site, citing additional costs that would be incurred for inmate transport if the jail were moved to another location.

The rest of the meeting focused on the potential use of the current site for renovation/addition or all-new construction. An aerial photo of the site served as a reference (Figure 2).

Figure 2: Aerial Photo of Courthouse Site (top of photo is North)



Committee members posed many questions and offered their opinions. There seemed to be agreement that any solution should not “destroy the aesthetics” of the current property.

The formal “front” of the courthouse faces East (Marley Street), but members were also concerned about the visual impact of an addition to the jail that would face Portage Street.

Rod provided information about the scale of a 56-bed jail and sheriff’s office (40,000 gross square feet) and explained the footprint that would be required for that amount of space to the north (2 stories) and in several locations to the south.

Options to the south are limited by the right of way that goes along with the extension of Truckey Street that runs south of the courthouse. Two private houses are located off of the Truckey Street extension. In order to have enough space to expand or replace the jail on the south side of the sight, these properties would have to be acquired and the street would have to be officially abandoned.

5. Next Steps

The consultants will develop a series of drawings that illustrate the potential to renovate and expand the current jail, or to replace the jail on the current site. The drawings will indicate how the major spaces in the architectural program would be configured, from which staffing implications will be derived.

The drawings will also provide a rough indication of the visual impact on the site.

The consultants are assembling needed base information about the site, including utilities. The process will take several weeks.

6. Next Meeting

The next meeting will not be scheduled until the consultants are ready to present the above-referenced drawings. This will likely be in mid-May. Members will be notified well in advance of the next meeting.

ATTACHMENTS

1. Powerpoint slides used during the meeting
2. Briefing Paper on Life Cycle Costs distributed prior to the meeting

Attachment 1: POWER-POINT SLIDES USED DURING 2/6/2012 MEETING

Mackinac County
Jail Committee
February 6, 2012

Agenda

- Introductions, Agenda, Process
- Update on jail occupancy
- Resources Available
- Mission... again
- Projections and Adjustments
- From ADP to Beds
- Life Cycle Costs
- Next Steps

Committee Purpose

- Define the mission/role of the jail in the local criminal justice system
- Explore jail population characteristics
- Analyze jail trends and project needs
- Review and consider alternatives that might reduce the demand for jail beds
- *Determine projected bed space needs*
- *Develop an initial architectural program for a jail and the sheriff's office (description of spaces needed to meet projected needs)*
- *Identify alternative solutions to meet needs*
- *Evaluate solutions, including 30-year life cycle cost projections*
- Recommend a course of action to county officials



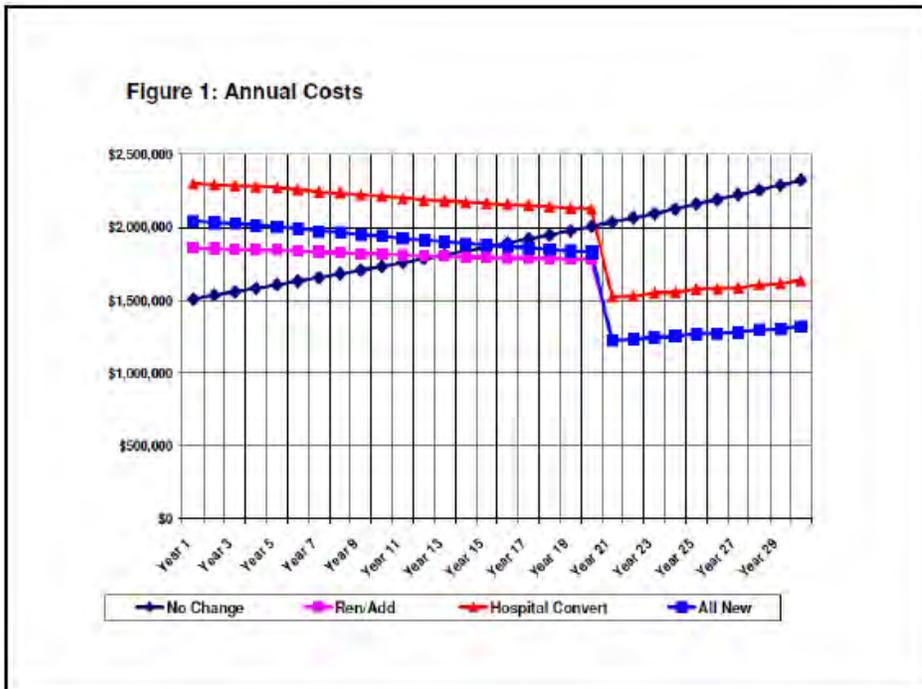
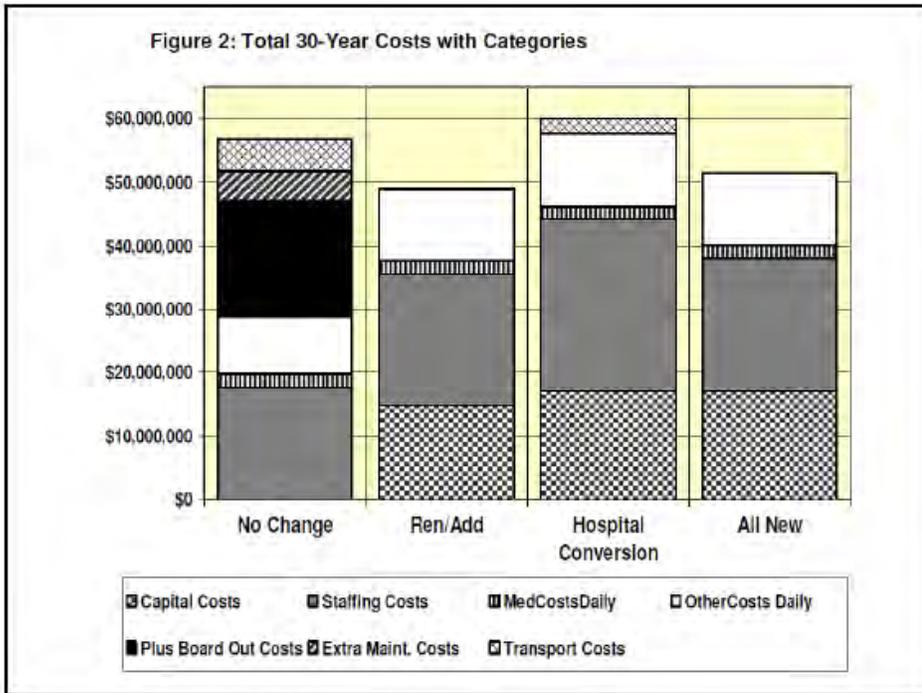
Resources of Interest

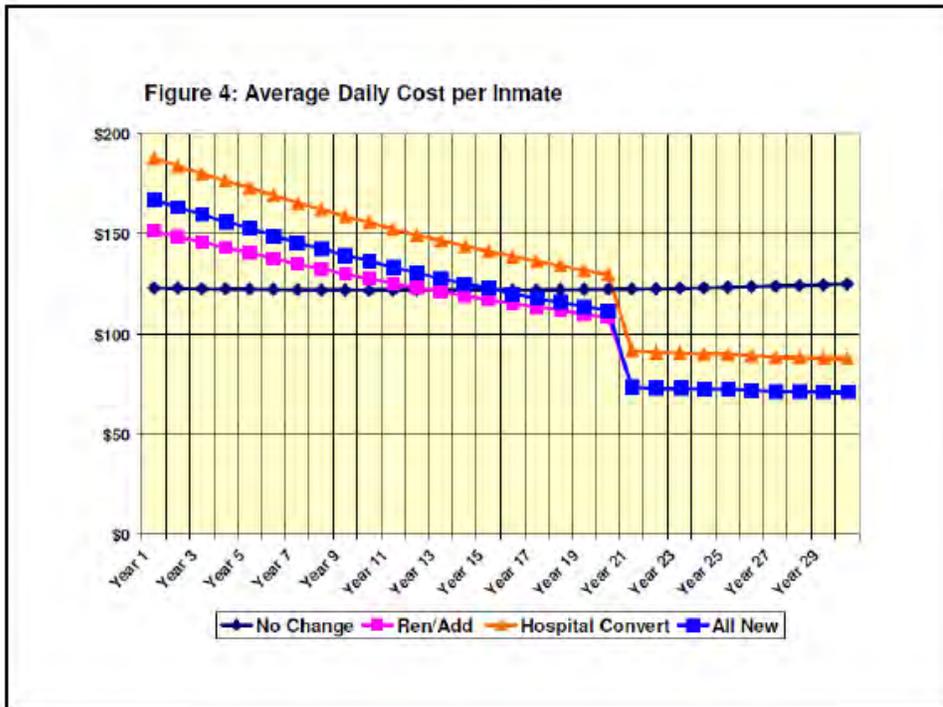
- www.upcap.org
– Jail Resource Center



- No Change—operate current jail, board out inmates in other jails as needed
- Renovate/Add- renovate current jail and add needed spaces to create a 56 bed jail expandable to 80 beds
- Convert Hospital into a 56 bed jail, expandable to 80 beds.
- New Facility- all new construction, 56 bed jail with internal expansion to 80 beds (adding second bunk to some cells)

LCC Element	Assumptions
Length of Analysis	30 years- long enough to show costs for 10 years after 20-year bonds have been retired
Inflation	Not applied
Projected jail use (bed needs)	Mid-range projections, showing an ADP that translates into a bed need of 34 in Year 1 and 51 in Year 30
Nominal Capacity	Number of jail beds, varies from current level (28) to 56 beds (expandable to 80 with double cells)
Functional Capacity	Calculated as 90% of nominal capacity
Board Out Rate	\$90 per day plus medical expenses
Medical Costs	\$4.34/per inmate per day
All Other Daily Costs	\$24.82/per inmate per day
Facility Area	Estimated at 11,800 gross square feet
Capital Costs	Construction/renovation costs at \$300 per square foot. Interest costs at 3.25% serial bonds, 20 years (based on rate offered by USDA.)
Staffing Costs	Calculated by ADP using chart based on national practices 30% premium added to staffing costs for hospital conversion, reflecting inefficiencies that will be encountered due to the layout of the facility.
Transport Costs	Cost of transporting inmates housed in other counties to/from court. For the hospital conversion option, transport costs are based on moving inmates to/from court.
Maintenance Costs	Extra costs associated with maintaining current jail for Option 1 (No Change). Costs increase by 5% per year, reflecting escalation in problems that will be encountered.





QUESTIONS

- What is the interface between the state Department of Corrections and the county jail?
- What is the state going to do next?
- Who is in jail? Why?
- Is the tether program effective in reducing recidivism?
- What is the current continuum of options for both pretrial detainees and sentenced offenders?
- What is the trend for jail occupancy?
- When has the Mackinac County Jail been full? Why?
- What affects the demand for jail beds and future trends?
- Does more beds mean a higher rate?
- Do we have to take inmates from other counties?
- How many inmates can be supervised by the current jail staff?
- Is there money to be made by renting beds to other counties and agencies?
- Can we reduce demand for jail beds in the future?
- Can we convert the old hospital for use as a jail?

PRINCIPLES

Efficient

Feasible—attainable and sustainable

Comply with standards (but not limit to “minimums”)

Control

- **Costs**
- **Quality**

Long term view:

- **Inmates should not return after release (or should at least take longer to come back)**
- **Reduce demand for the jail**

Design:

- **Planning and design should ensure flexibility to meet future needs and opportunities**
- **Provide for efficient expansion in the future.**
- **Provide for continued operation during construction/renovation.**

Call it like it is—give notice

Should not be a business—plan to meet Mackinac County’s needs only

ATTACHMENT 2: BRIEFING PAPER DISTRIBUTED PRIOR TO MEETING

Life Cycle Cost Analysis—Four Options

Mackinac County Jail Committee

March 8, 2012

Prepared by Rod Miller rod@correction.org

This briefing paper presents the results of a preliminary life cycle cost analysis for the four primary jail options that were identified by the committee in February:

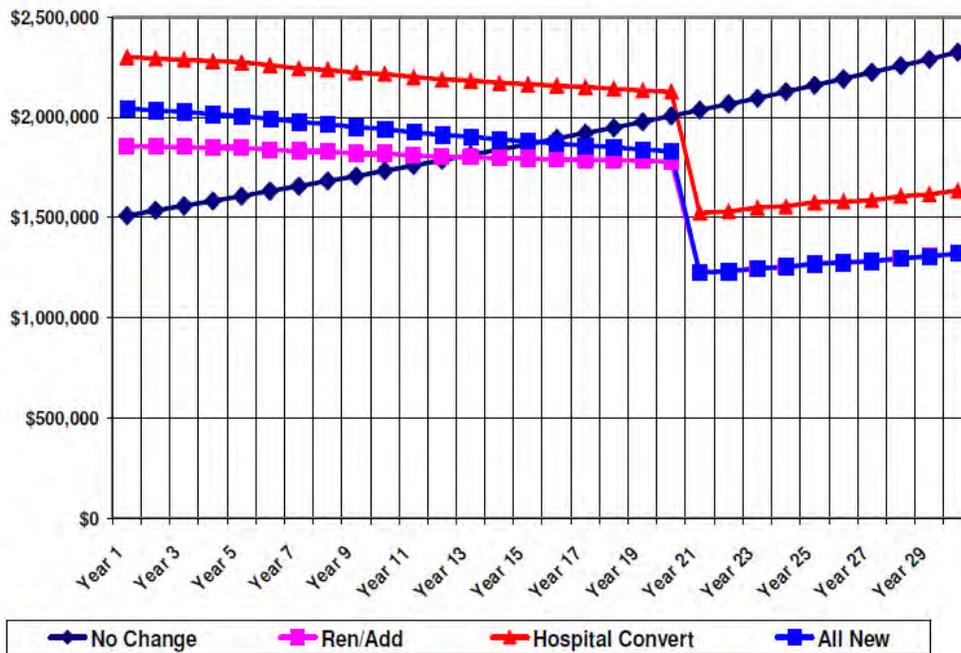
1. No Change, Board Excess Inmates in Other Counties
2. Renovate and Add On
3. Convert Hospital
4. All New Construction

This analysis does not examine the *feasibility* of the options. The advantages and disadvantages of each option will be identified by the committee at the March 14, 2012 meeting.

SUMMARY

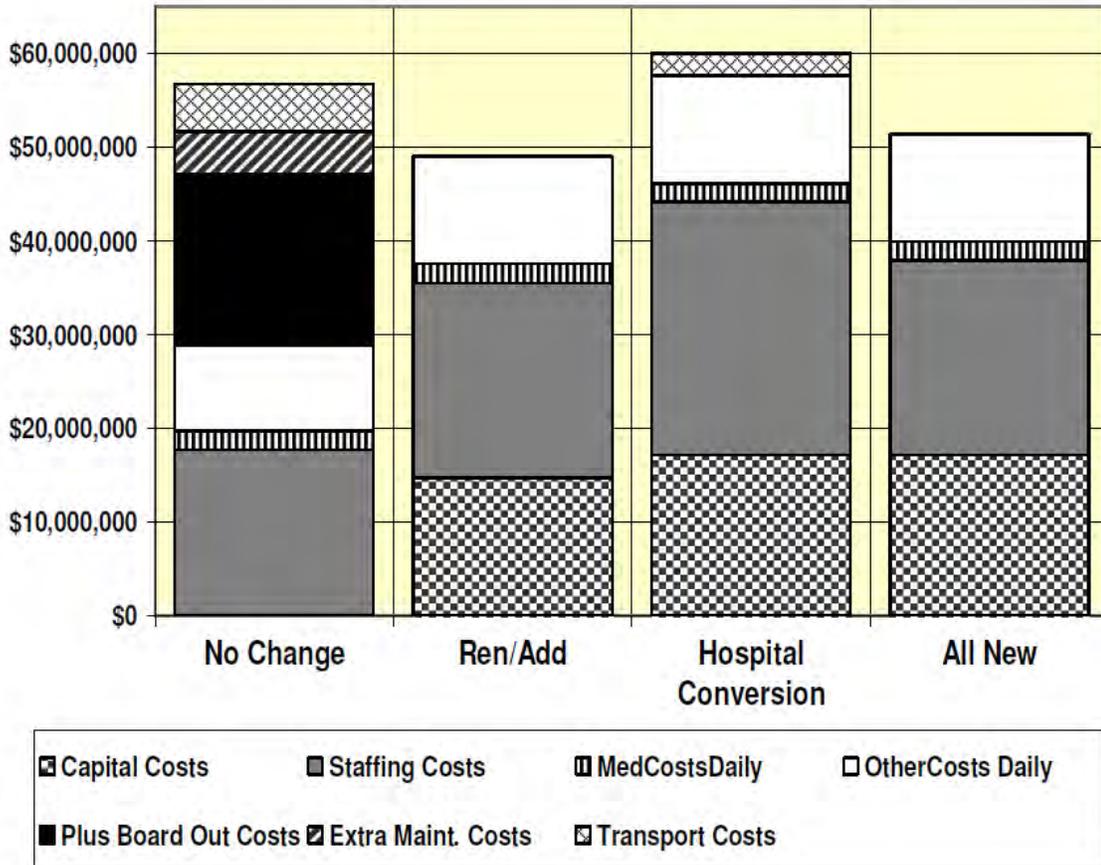
The “no change” option starts out as the least expensive (annual costs) and ends up as the most expensive (Figure 1). Hospital conversion is the most expensive (total costs) over the 30-year period, renovation/addition is the least costly.

Figure 1: Annual Costs



Total 30-year costs are illustrated in Figure 2, showing the cost categories for each option.

Figure 2: Total 30-Year Costs with Categories



Board costs at other jails is the largest component for Option 1 (No Change). Staffing costs are the single most expensive cost element in the other three options.

ASSUMPTIONS

The value of a life cycle cost analysis depends in large part on the assumptions that are made for each of the key elements. Figure 3 describes each element and the assumptions used in this analysis, as directed by the committee in February.

Figure 3: LCC Assumptions

LCC Element	Assumptions
Length of Analysis	30 years- long enough to show costs for 10 years after 20-year bonds have been retired
Inflation	Not applied
Projected jail use (bed needs)	Mid-range projections, showing an ADP that translates into a bed need of 34 in Year 1 and 51 in Year 30
Nominal Capacity	Number of jail beds, varies from current level (28) to 56 beds (expandable to 80 with double cells)
Functional Capacity	Calculated as 90% of nominal capacity
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Staffing Costs	Calculated by ADP using chart based on national practices 30% premium added to staffing costs for hospital conversion, reflecting inefficiencies that will be encountered due to the layout of the facility.
Transport Costs	Cost of transporting inmates housed in other counties to/from court. For the hospital conversion option, transport costs are based on moving inmates to/from court.
Maintenance Costs	Extra costs associated with maintaining current jail for Option 1 (No Change). Costs increase by 5% per year, reflecting escalation in problems that will be encountered.

OPTIONS EVALUATED

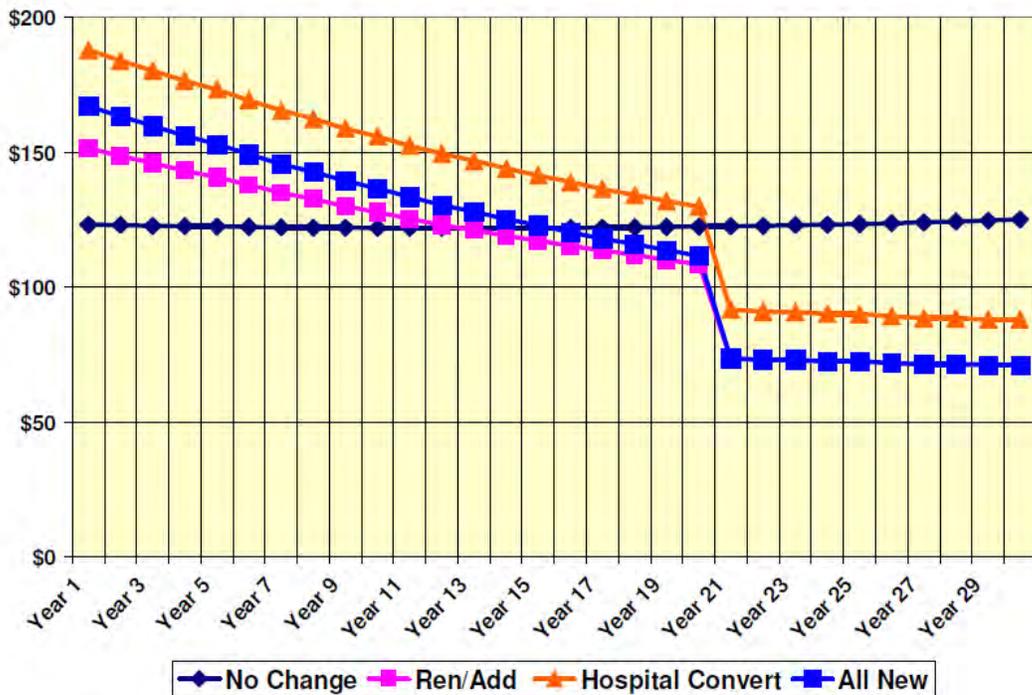
This sample LCC analysis examines four approaches to meeting future jail needs, as identified by the committee in February:

- No Change—operate current jail, board out inmates in other jails as needed
- Renovate/Add- renovate current jail and add needed spaces to create a 56 bed jail expandable to 80 beds
- Convert Hospital into a 56 bed jail, expandable to 80 beds.
- New Facility- all new construction, 56 bed jail with internal expansion to 80 beds (adding second bunk to some cells)

AVERAGE DAILY COSTS

Figure 4 illustrates the average daily cost per inmate for the four options. The “No Change” option does not vary much over the 30 years, while the other three options show a sharp decrease in Year 21 when the constructions bonds are retired.

Figure 4: Average Daily Cost per Inmate



ANNUAL COSTS AND COST PER DAY

Figure 5 presents the total annual costs for each option and the average cost per day.

Figure 5: Average Annual Cost and Average Cost per Day

	No Change	Ren/Add	Hospital Convert	All New	No Change	Ren/Add	Hospital Convert	All New
Year 1	\$1,509,833	\$1,857,205	\$2,301,915	\$2,046,130	\$123	\$152	\$188	\$167
Year 2	\$1,533,935	\$1,853,901	\$2,293,766	\$2,035,505	\$123	\$149	\$184	\$163
Year 3	\$1,558,212	\$1,852,818	\$2,288,503	\$2,027,101	\$123	\$146	\$180	\$160
Year 4	\$1,582,673	\$1,849,326	\$2,280,108	\$2,016,287	\$123	\$143	\$177	\$156
Year 5	\$1,607,327	\$1,848,202	\$2,274,793	\$2,007,842	\$122	\$141	\$173	\$153
Year 6	\$1,632,184	\$1,839,751	\$2,259,952	\$1,992,069	\$122	\$138	\$169	\$149
Year 7	\$1,657,253	\$1,831,060	\$2,244,799	\$1,976,057	\$122	\$135	\$165	\$146
Year 8	\$1,682,545	\$1,829,696	\$2,239,171	\$1,967,372	\$122	\$133	\$162	\$143
Year 9	\$1,708,072	\$1,820,645	\$2,223,551	\$1,951,000	\$122	\$130	\$159	\$139
Year 10	\$1,733,846	\$1,819,162	\$2,217,768	\$1,942,196	\$122	\$128	\$156	\$137
Year 11	\$1,759,877	\$1,809,752	\$2,201,680	\$1,925,464	\$122	\$125	\$152	\$133
Year 12	\$1,786,181	\$1,804,129	\$2,190,516	\$1,912,520	\$122	\$123	\$149	\$130
Year 13	\$1,812,769	\$1,802,466	\$2,184,499	\$1,903,536	\$122	\$121	\$147	\$128
Year 14	\$1,839,657	\$1,796,655	\$2,173,090	\$1,890,403	\$122	\$119	\$144	\$125
Year 15	\$1,866,859	\$1,794,931	\$2,166,996	\$1,881,359	\$122	\$117	\$142	\$123
Year 16	\$1,894,391	\$1,791,505	\$2,158,686	\$1,870,611	\$122	\$115	\$139	\$120
Year 17	\$1,922,269	\$1,788,030	\$2,150,315	\$1,859,815	\$122	\$114	\$137	\$118
Year 18	\$1,950,511	\$1,786,259	\$2,144,158	\$1,850,722	\$122	\$112	\$134	\$116
Year 19	\$1,979,135	\$1,782,712	\$2,135,693	\$1,839,855	\$122	\$110	\$132	\$114
Year 20	\$2,008,161	\$1,780,917	\$2,129,504	\$1,830,738	\$122	\$109	\$130	\$112
Year 21	\$2,037,607	\$1,223,965	\$1,524,563	\$1,223,965	\$123	\$74	\$92	\$74
Year 22	\$2,067,496	\$1,230,800	\$1,531,538	\$1,230,800	\$123	\$73	\$91	\$73
Year 23	\$2,097,849	\$1,246,761	\$1,550,376	\$1,246,761	\$123	\$73	\$91	\$73
Year 24	\$2,128,690	\$1,253,236	\$1,556,883	\$1,253,236	\$123	\$73	\$90	\$73
Year 25	\$2,160,042	\$1,269,077	\$1,575,566	\$1,269,077	\$123	\$73	\$90	\$73
Year 26	\$2,191,932	\$1,275,192	\$1,581,606	\$1,275,192	\$124	\$72	\$89	\$72
Year 27	\$2,224,387	\$1,281,068	\$1,587,334	\$1,281,068	\$124	\$71	\$89	\$71
Year 28	\$2,257,434	\$1,296,669	\$1,605,705	\$1,296,669	\$124	\$71	\$88	\$71
Year 29	\$2,291,103	\$1,306,430	\$1,616,483	\$1,306,430	\$125	\$71	\$88	\$71
Year 30	\$2,325,425	\$1,321,961	\$1,634,764	\$1,321,961	\$125	\$71	\$88	\$71
TOTAL	\$56,702,437	\$49,044,282	\$60,024,280	\$51,431,744				
AVERAGE	\$1,890,081	\$1,634,809	\$2,000,809	\$1,714,391	\$122	\$109	\$134	\$115

Notes from Sixth Meeting May 23, 2012 4:00 – 6:00 p.m.

Present: (See P. 1.1 for List of Members with eMails)

Note—Rod Miller made a mistake about the date of the meeting (supposed to have been Monday 5/21, so it had to be rescheduled for Wednesday 5/23. This reduced attendance markedly.

√	Tim Ahlborn	St. Ignace
	Dave Davis	St. Ignace
√	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
√	Fred Feleppa	St. Ignace
	Judge Beth Gibson	Newberry
	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
	Jim Hill	Curtis
	Glenn Hughes	Hessel
√	Lawrence Leveille	St. Ignace
	Kristin Mansfield	Prob/Parole
	Jim Marks	Mackinac Island
	Kip Rodriguez	St. Ignace
	Jean Short	Wautoma
	Stuart Spencer	Cedarville
	Tom Spencer	Rudyard
	Joe Stelzer	Moran
√	Scott Strait	Cedarville
	Kristine Vallier	St. Ignace
	Mark Wilk	St. Ignace PD
	Joe Wixtrom	Corr'l Health Care Co.
	Stephannie Vallier	
√	Rod Miller, consultant	Gettysburg, PA

Agenda

1. Update on Jail Occupancy
2. Architectural Program Summary
3. Review of Preliminary Drawings of Facility on Current Site

Attachment 1: Drawings Presented During the Meeting

1. Update on Jail Occupancy

Tim Ahlborn, Jail Administrator, provided an update on jail occupancy. Crowding has eased substantially since the last meeting, but it is hard to know if this reprieve will last.

2. Architectural “Program”

Rod summarized the draft architectural program that had been developed last Fall with Arthur Thompson was on site. The “program” is a detailed listing of each space that is needed to a facility, along with a description of its size, characteristics and other features.

Figure 1 summarizes the total Gross Square Feet (GSF) for each of the major elements of the facility.

Figure 1: Total Gross Square Feet (GSF)

	TOTALS	GSF
1.000	PUBLIC LOBBY	1,557
2.000	STAFF SUPPORT	3,001
3.000	SHERIFF/JAIL ADMINISTRATION	3,315
4.000	VISITATION/VIDEO ARRAIGNMENT	1,834
5.000	SECURITY OPERATIONS	982
6.000	INTAKE/RELEASE	3,226
7.000	INMATE HOUSING	14,351
8.000	PROGRAMS AND ACTIVITIES	4,132
9.000	HEALTH CARE SERVICES	675
10.000	SUPPORT SERVICES/ FACILITIES MANAGEMENT	4,323
11.000	SITE/PERIMETER SECURITY	1,331
	TOTALS	38,727
	Facility Grossing Factor	1.1
	BUILDING TOTAL	43,761

A “grossing factor” of 10% is applied to the total GSF.

The 43,761 would house all detention, corrections and sheriff’s functions, including administration and law enforcement.

The draft program is based on a 56-bed facility. Figure 2 identifies the types of bed and the number of separate housing units. It provides for 12 separations between prisoners by housing area.

Figure 2: Capacity by Housing Unit

	<u>Beds</u>	<u>Expands to:</u>
2, 4-bed Minimum Male	8	8
1, 4-bed Minimum Male	4	4
4, 2-cell Special Management	8	8
3, 8-bed Medium Male	24	48
1, 8-bed Female Medium	8	16
2, 2-bed Female Special Management	4	4
_____ TOTAL.....	56	88

Figure 2 suggests that some of the housing units are “expandable.” This refers to the ability to add a second bunk to some of the single medium security cells, in compliance with standards, to provide “internal” expansion capabilities. This approach is very cost efficient because it does not require additional fixtures or furnishings, and usually increases the cell size by less than 30%. Figure 3 shows the average area for each type of bed.

Figure 3: Area per Bed by Type, Initial and Expanded Capacity

	NSF	GSF	Beds	GSF/Bed	Exp Beds	GSF/Exp Beds
7.100 Total Minimum Custody Community Service/Work Release Unit	770	1,155	4	289	4	289
7.200 Total Minimum Custody Trusty Housing Unit (Males)	1,180	1,583	8	198	8	198
7.400 Total Special Management Housing Unit (Males) 4 Pods	1,320	2,178	8	272	8	272
7.500 Medium Housing (Males) 3-Pods	3,765	6,212	24	259	48	129
7.600 Total Female Housing Unit	2,965	4,570	12	381	20	228
7.000 TOTAL HOUSING	10,000	15,698	56	280	88	178

During the meeting, members discussed the need for an 88-bed capacity and asked what the actual costs would be to build this capability into the original 56-bed facility.

Rod noted that a 56-bed jail would have a “functional capacity” of approximately 42 inmates when the peaking and classification factors are considered.

3. First Set of Plans and Sketches

Participants reviewed a series of site plans and drawings that showed two approaches to providing the needed spaces on the current site:

- Location “A” – a freestanding building located adjacent to the courthouse, to the South (covering most of the large parking lot)
- Location “B: -- a large addition to the current jail, to the North toward Portage Street and running East along the street

The drawings and sketches are provided in Attachment 1 of these notes, and include:

Figure 4: Site Plan, Building Location “A”

Figure 5: First Floor Plan, Building Location “A”

Figure 6: Second Floor Plan, Building Location “A”

Figure 7: Site Plan, Building Location “B”

Figure 8: Lower Level Plan, Building Location “B”

Figure 9: Upper Level Plan, Building Location “B”

Figure 10: Alternate Lower Level Plan, Building Location “B”

Figure 11: Relative Size and Height, Building Location “B” View from Marley Street

Figure 12: Size and Height, Building Location “B” from Portage Street

Both plans involved a two-story structure. All inmate housing was provided on the second floor, which is essential for staffing efficiency. This resulted in having the Vehicle Sally Port (VSP) using the bring inmates to and from the facility, on the lower floor and required an elevator to move inmates to the second floor.

4. Review and Comments

The rest of the meeting involved a discussion of the pros- and cons- of each approach. Participants found little to like about any of the drawings that were presented. Some of the concerns that were voiced included:

Both Locations (A and B)

- Both locations effectively “bury” the courthouse with their mass
- Moving incoming arrestees in an elevator can be difficult and dangerous, better to have intake and short term holding on the first floor

Location “A” – Detached, South of Courthouse

- Does not use the existing jail to meet any of the space needs.
- If current jail is used (for sheriffs administration, law enforcement) facility and operational efficiencies are lost
- Leaves current jail empty, would require renovation for other county uses
- Most parking would be lost

Location “B” – Attached to Current Jail, Add to North and East

- Crowds Portage Street
- Obscures any view of courthouse from Portage Street
- Difficult to efficiently use existing facility
- Using existing jail forces shape of addition to be less efficient

Questions

- Was the Annex designed to a second floor? [Tentative “yes”]
- Is it possible to add a second floor over the current jail? [yes, at great expense]
- How much space is required for the non-jail components of the architectural program? [Approximately 10-15% of the program involves non-jail functions, but note that many support areas such as staff lockers, would be shared by all divisions.]

Requests

- Develop costs for each of the locations and variations, to be used for comparison purposes

- Show the impact of a reduced initial and expanded capacity

5. Conclusions

The participants agreed that it was necessary to go back to the drawing board and find other approaches. While they asked for prices for the initial options (needed for comparison purposes) they did not want to pursue locations A or B further.

They asked the consultants to develop another set of plans that would place a freestanding facility in the Southwest corner of the site.

8. Next Steps

Rod and Arthur will develop another round of drawings, consistent with the Committee's instructions.

9. Next Meeting

The next meeting will be held in July 2012, date and time to be determined. Sheriff issue a subpoena for Rod to be sure he gets the date right...

Attachment 1: Drawings Presented During Meeting (Figures 4 – 12)

ATTACHMENT 1: Drawings Presented at Meeting

Figure 4: Site Plan, Building Location "A"

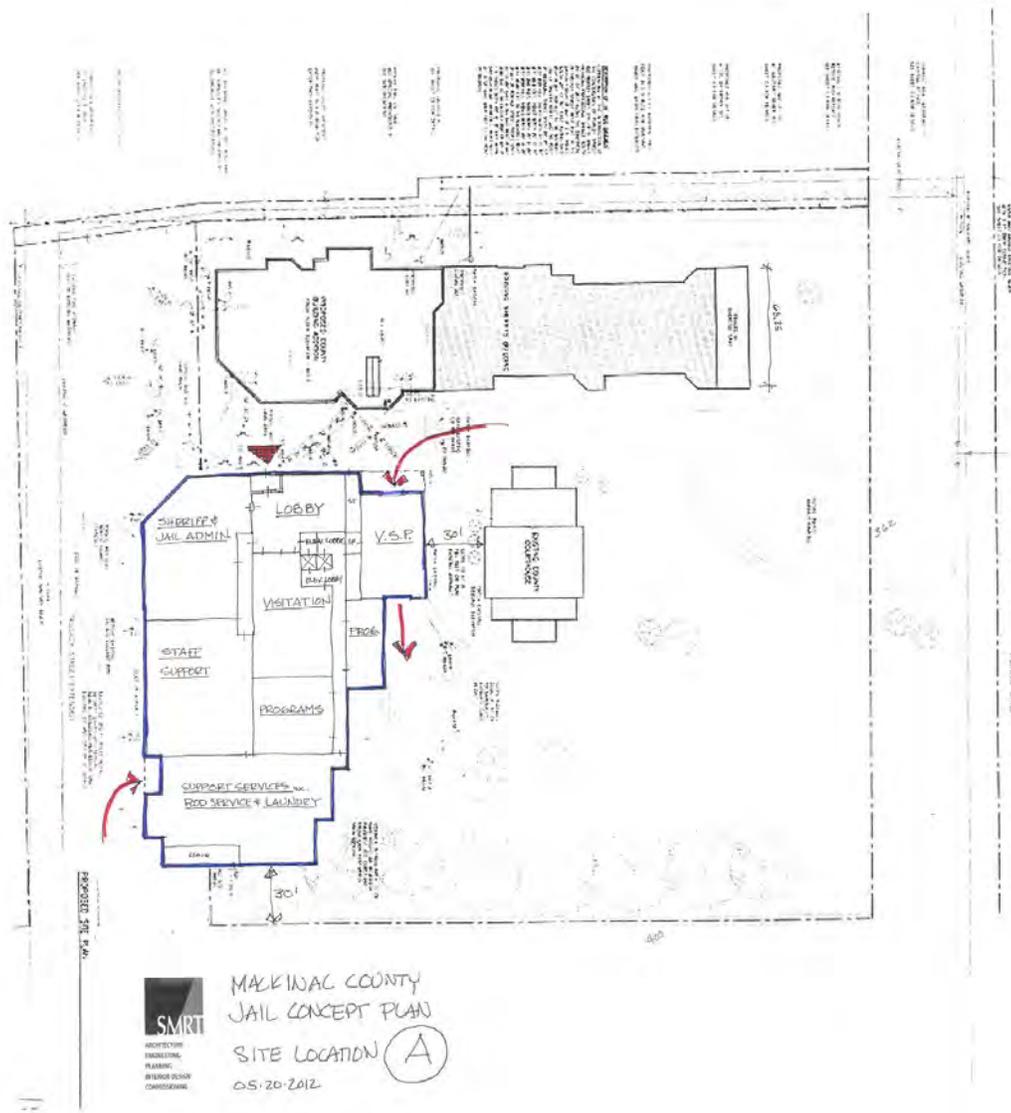
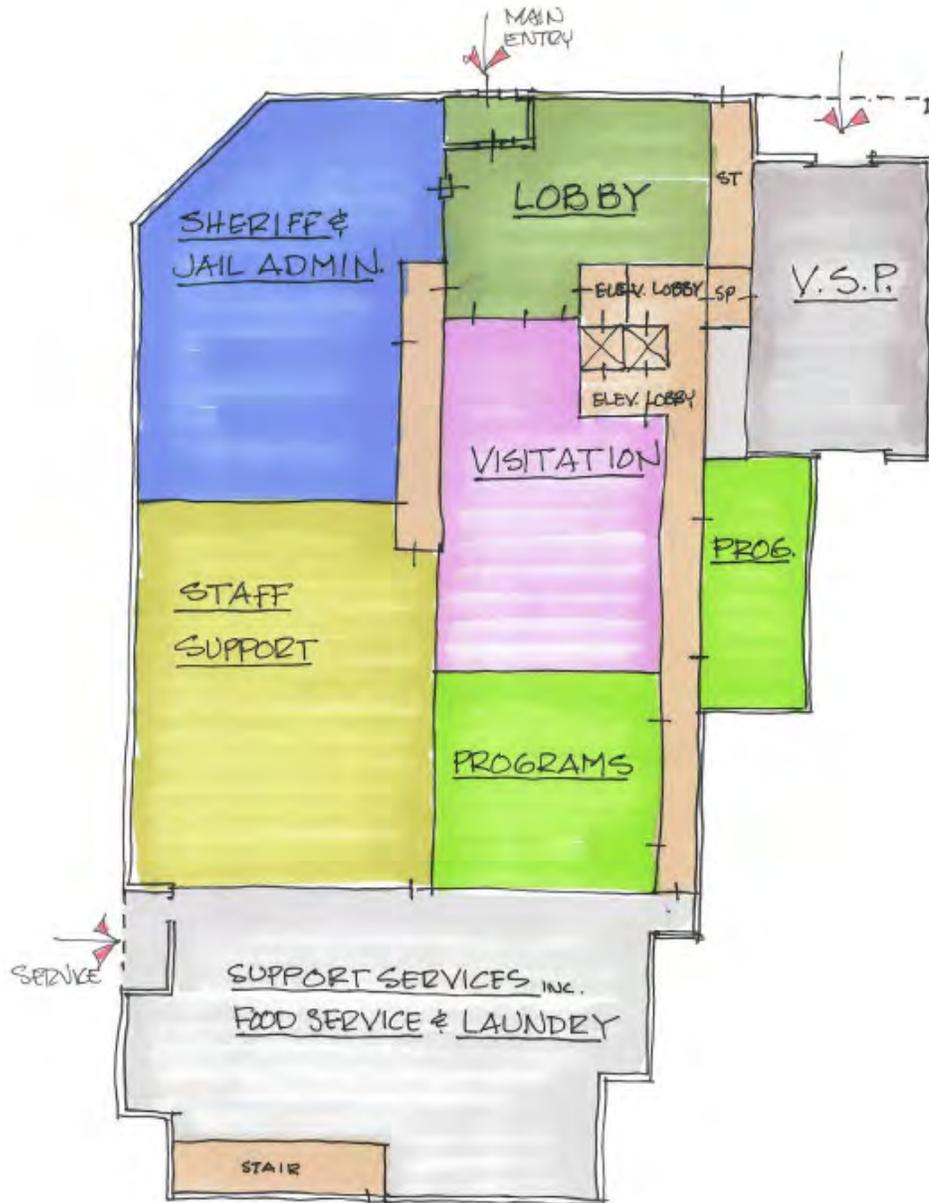


Figure 5: First Floor Plan, Building Location "A"

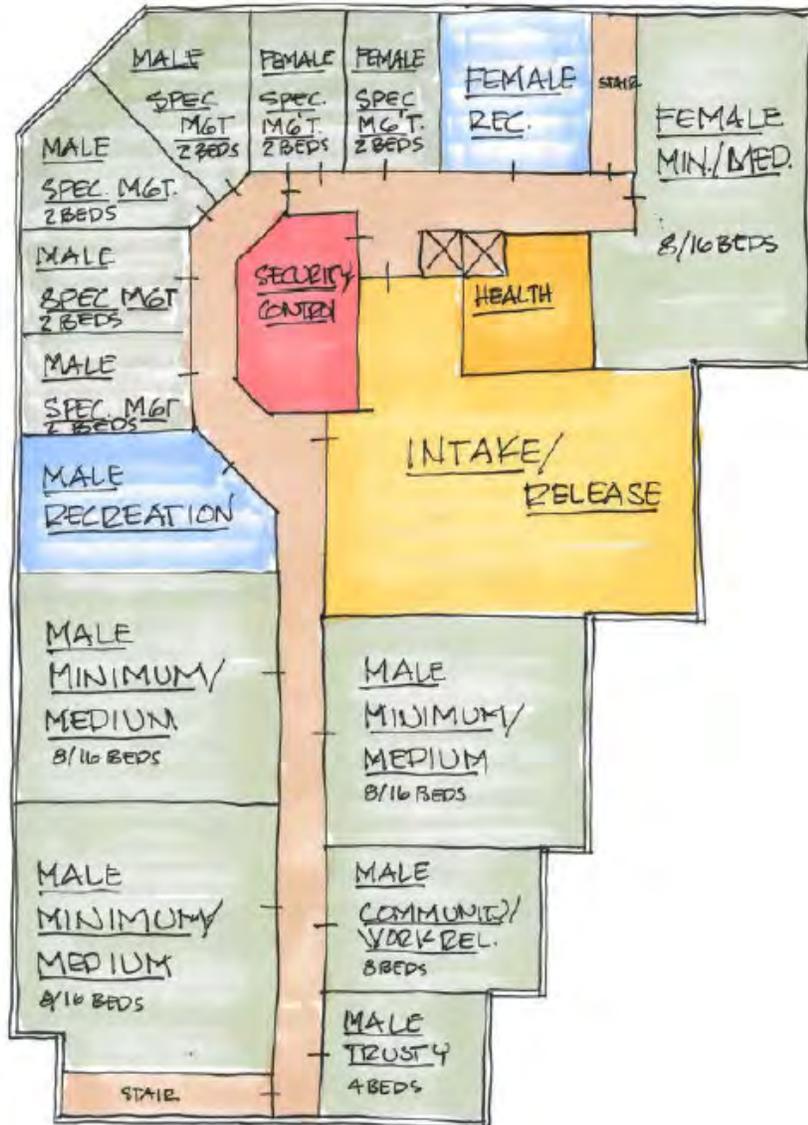


MACKINAC COUNTY
JAIL CONCEPT PLAN

LOWER LEVEL
06.20.2012



Figure 6: Second Floor Plan, Building Location "A"



MACKINAC COUNTY
JAIL CONCEPT PLAN

UPPER LEVEL

(A)

05.20.2012

Figure 7: Site Plan, Building Location "B"

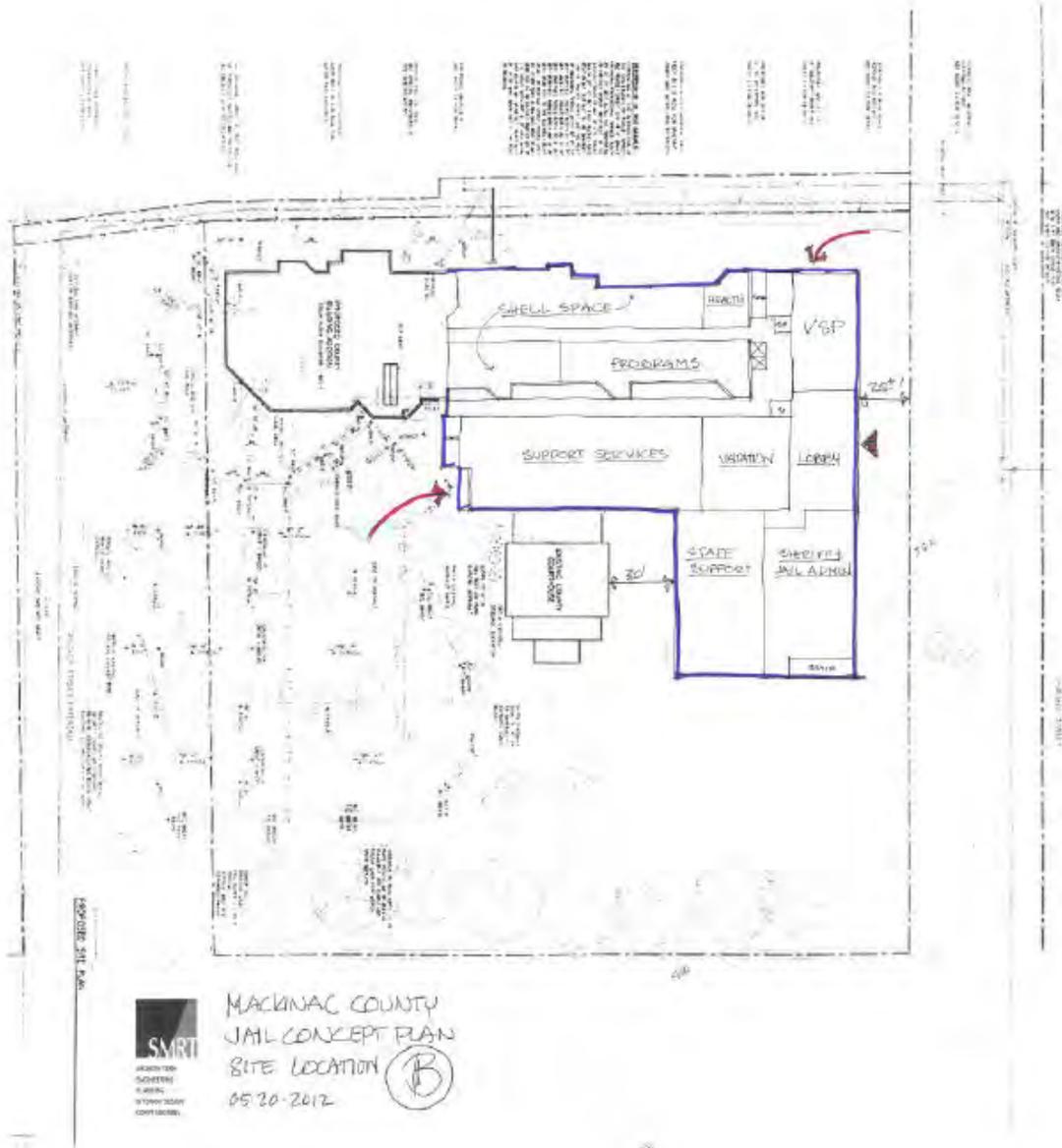
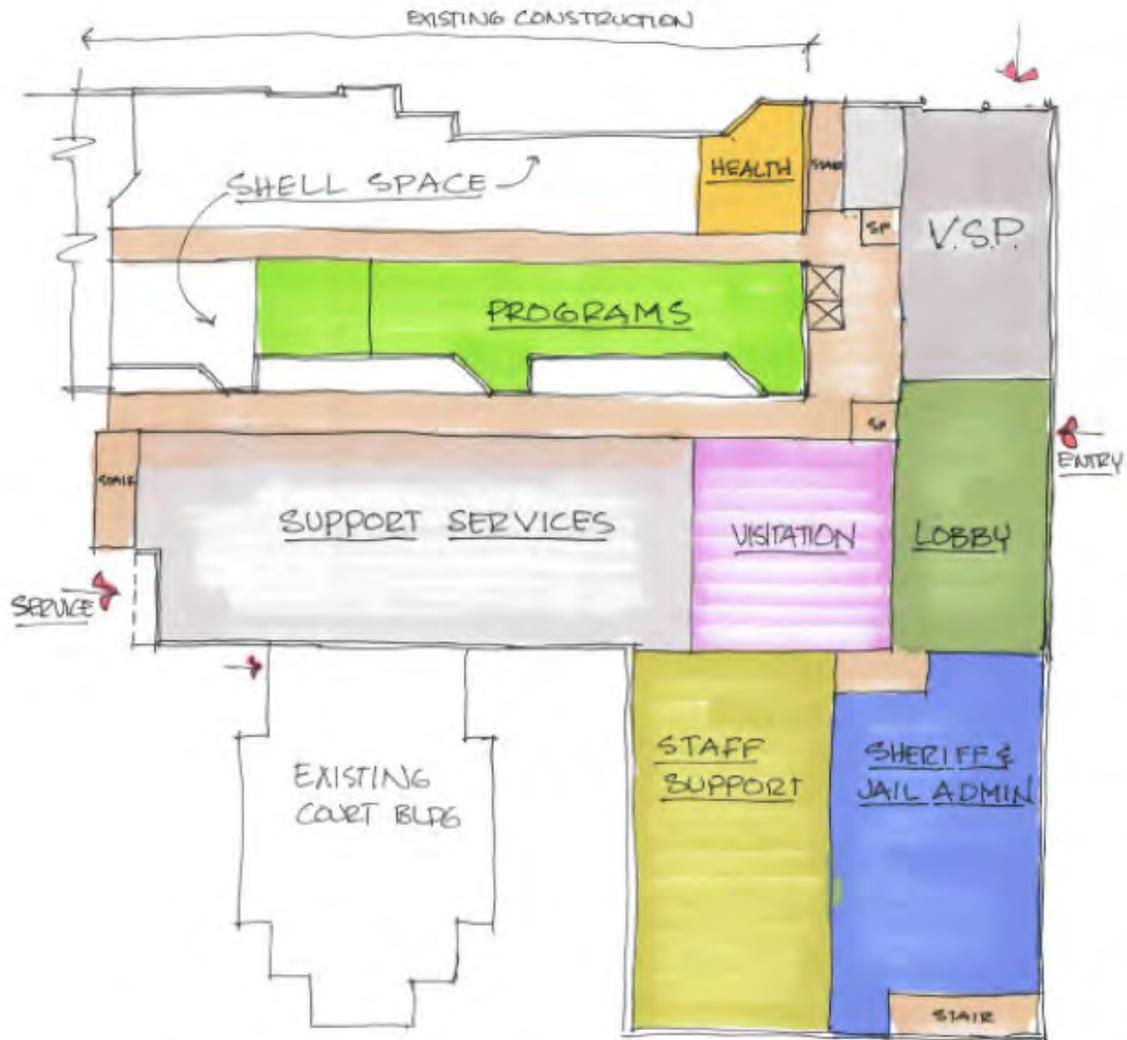
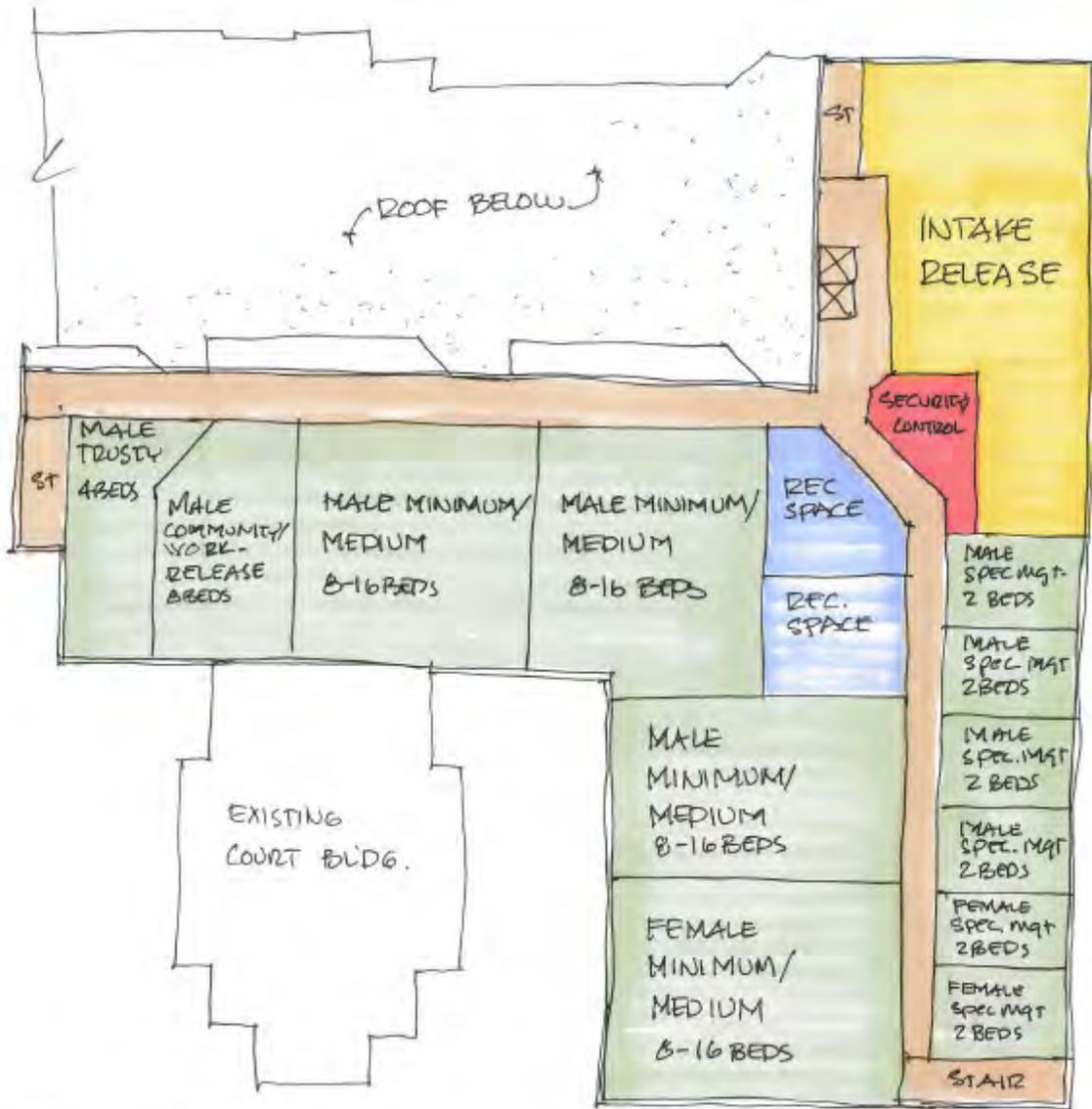


Figure 8: Lower Level Plan, Building Location "B"



MACKINAC COUNTY
JAIL CONCEPT PLAN
LOWER LEVEL (B)
05-20-2012

Figure 9: Upper Level Plan, Building Location "B"

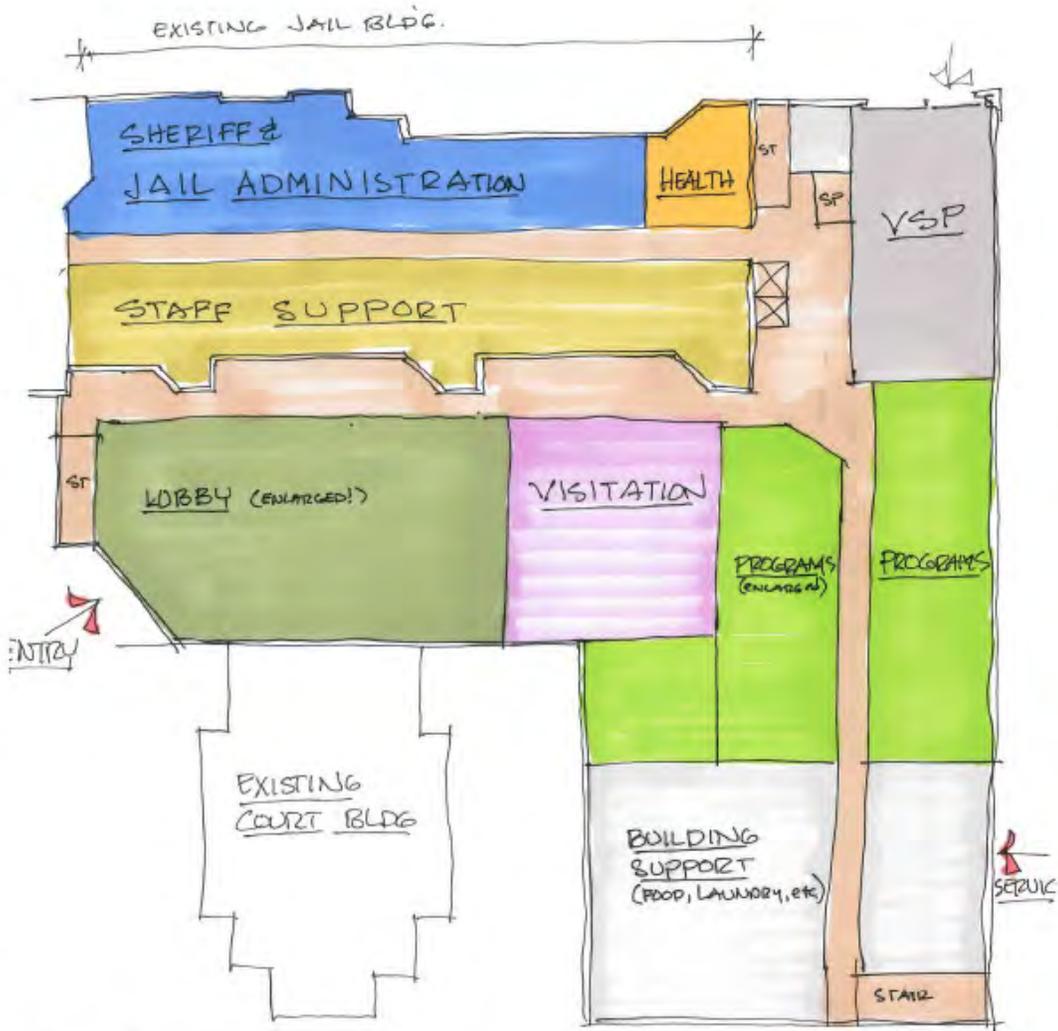


MACKINAC COUNTY
JAIL CONCEPT PLAN

UPPER LEVEL
05.20.2012

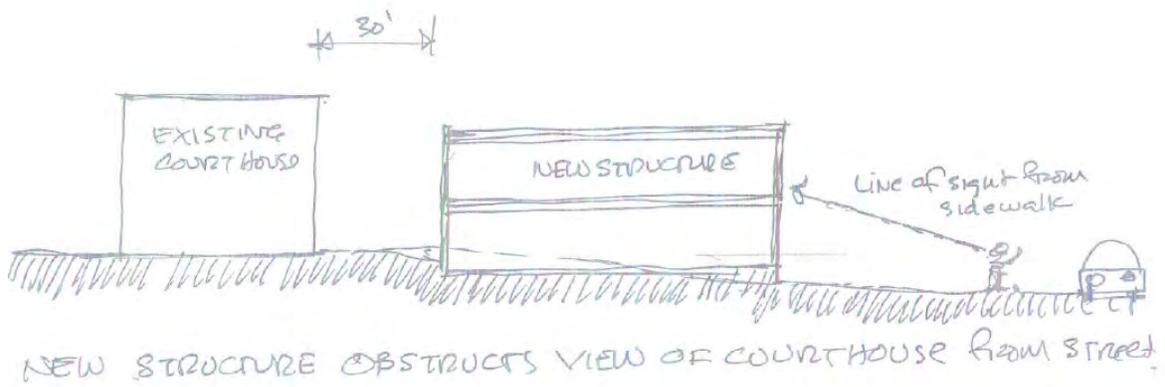
(B)

Figure 10: Alternate Lower Level Plan, Building Location "B"

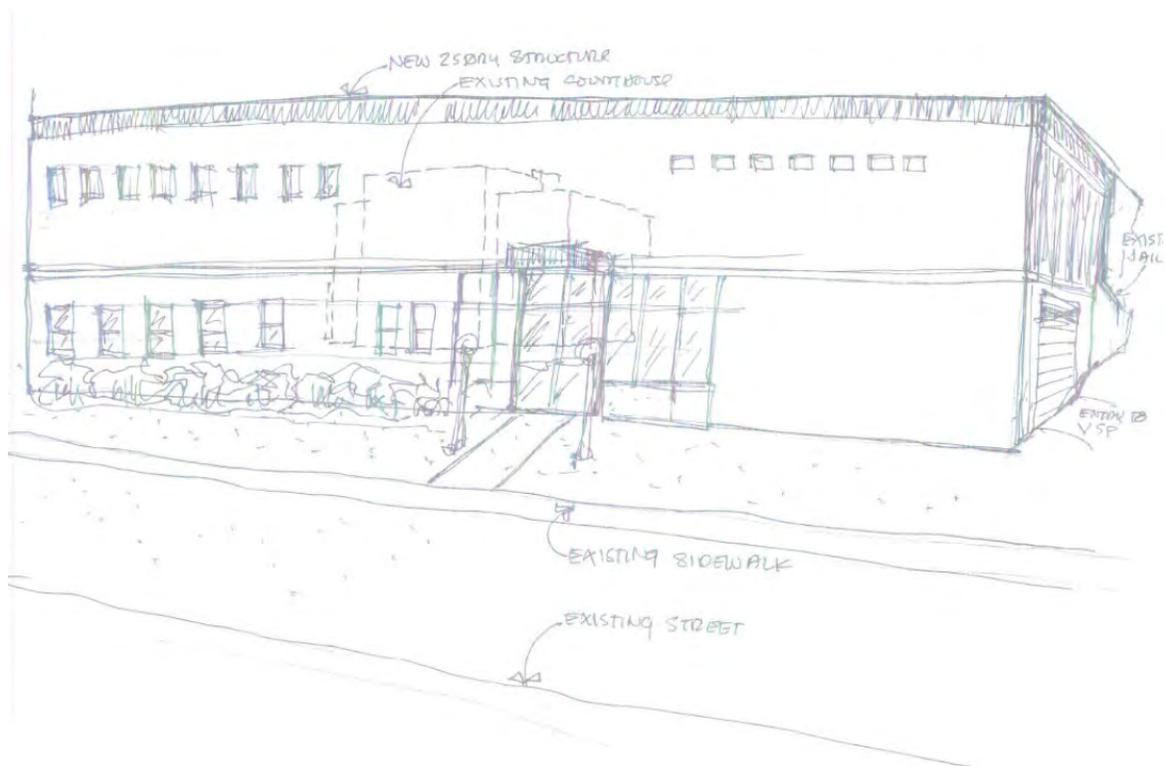


MACKINAC COUNTY
JAIL CONCEPT PLAN
LOWER LEVEL (B) (ALTERNATE)
05.20.2012

**Figure 11: Relative Size and Height, Building Location "B"
View from Marley Street**



**Figure 12: Size and Height, Building Location "B" from Portage Street
Note Courthouse shown with dashed lines**



Notes from Seventh Meeting July 11, 2012 4:00 – 6:00 p.m.Present: (See P. 1.1 for List of Members with eMails)

√	Tim Ahlborn	St. Ignace
	Dave Davis	St. Ignace
	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
√	Fred Feleppa	St. Ignace
	Judge Beth Gibson	Newberry
√	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
√	Jim Hill	Curtis
√	Glenn Hughes	Hessel
√	Lawrence Leveille	St. Ignace
	Kristin Mansfield	Prob/Parole
	Jim Marks	Mackinac Island
	Kip Rodriguez	St. Ignace
√	Jean Short	Wautoma
√	Stuart Spencer	Cedarville
	Tom Spencer	Rudyard
√	Joe Stelzer	Moran
√	Scott Strait	Cedarville
√	Kristine Vallier	St. Ignace
	Mark Wilk	St. Ignace PD
√	Joe Wixtrom	Corr'l Health Care Co.
	Stephannie Vallier	
√	Rod Miller, consultant	Gettysburg, PA

Agenda

1. Update on Jail Occupancy
2. Discussion of Notes from Sixth Meeting
3. Review of Second Round of Preliminary Drawings of Facility on Current Site
4. Conclusions
5. Instructions for Next Round of Drawings

Attachment 1: Drawings Presented During the Meeting

1. Update on Jail Occupancy

Tim Ahlborn, Jail Administrator, provided an update on jail occupancy. Crowding continues to be below crowding levels since the last meeting.

2. Discussion of Sixth Meeting and Notes

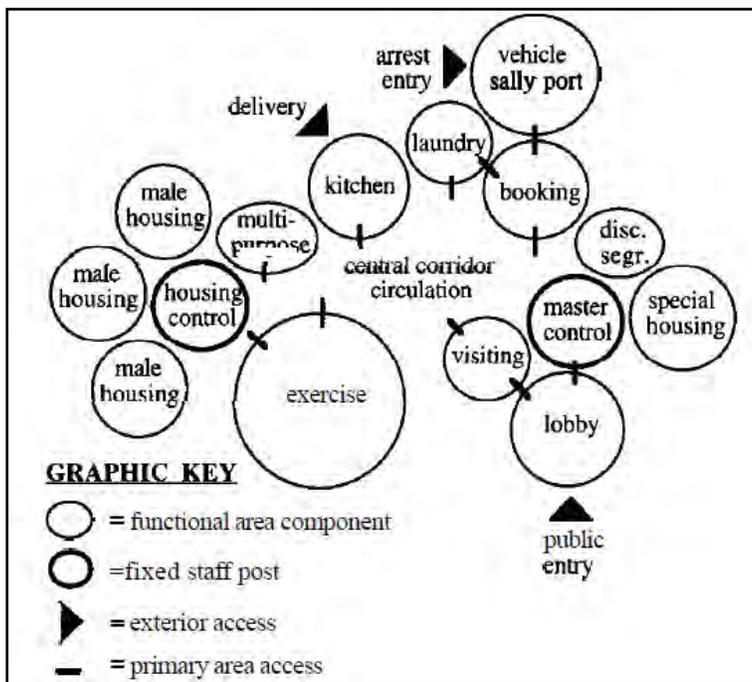
Glenn Hughes posed questions and concerns about the sixth meeting, based on the notes that were distributed.

He expressed concern that the committee has not received information about “adjacencies” that are desirable for the spaces in the jail/Sheriff’s Office. He noted that this information is often provided with the draft architectural program.

Glenn framed his concerns by noting that some of the schemes presented in the first round have the Vehicle Sallyport and the Intake areas on different floors, which did not seem to make sense. Rod explained that the functional relationships have not been shared with the group yet, and confirmed the difficulty that would be encountered if the sallyport and intake were on different levels.

Figure 1 presents a typical functional “Jail Relationship Diagram” for a small or medium-sized jail, from a book developed by the National Institute of Corrections.¹

Figure 1: Sample Jail Relationship Diagram



¹ Kimme, Dennis and Gary Bowker. *Jail Design Guide, A Resource for Small and Medium-Sized Jails*. National Institute of Corrections, U.S. Department of Justice. Washington D.C. 1998,

During the architectural programming meetings that were held last fall, adjacencies and separation issues were identified and discussed for each element of the program. These have guided the developing of drawings to date.

Rod summarized by noting that all of the drawings submitted at the last meeting were soundly rejected by the Committee. The first round drawings explored options for attaching to the existing jail or locating a new facility adjacent to the courthouse. After reviewing these options, those approaches were eliminated from further consideration in favor of exploring a location on the southwest corner of the site.

3. Second Round of Plans and Sketches

Participants reviewed a series of site plans and drawings that showed a new, freestanding jail facility located in the southwest corner of the county site.

The drawings are presented in Attachment 1, and include:

Figure 4: Site Plan, 2-Story New Construction on SW Corner of Site

Figure 5: Lower Floor Layout, 2-Story New Jail on SW Corner of Site

Figure 6: Upper Floor Layout, 2-Story New Jail on SW Corner of Site

Figure 7: Cross Sections Showing Relative Building Heights
and Spacing of Structures on Site

Committee members discussed these drawings at length, identifying many operational disadvantages associated with *any* 2-story facility. They also posed questions about potential uses for the old jail, if all Sheriff's Office functions were housed in new construction.

Use of Old Jail

Members concluded that any plan had to provide for use of all of the space in the existing (old) jail. If the county has need for the space for other departments the old jail could be used. No such space needs were identified during the discussion.

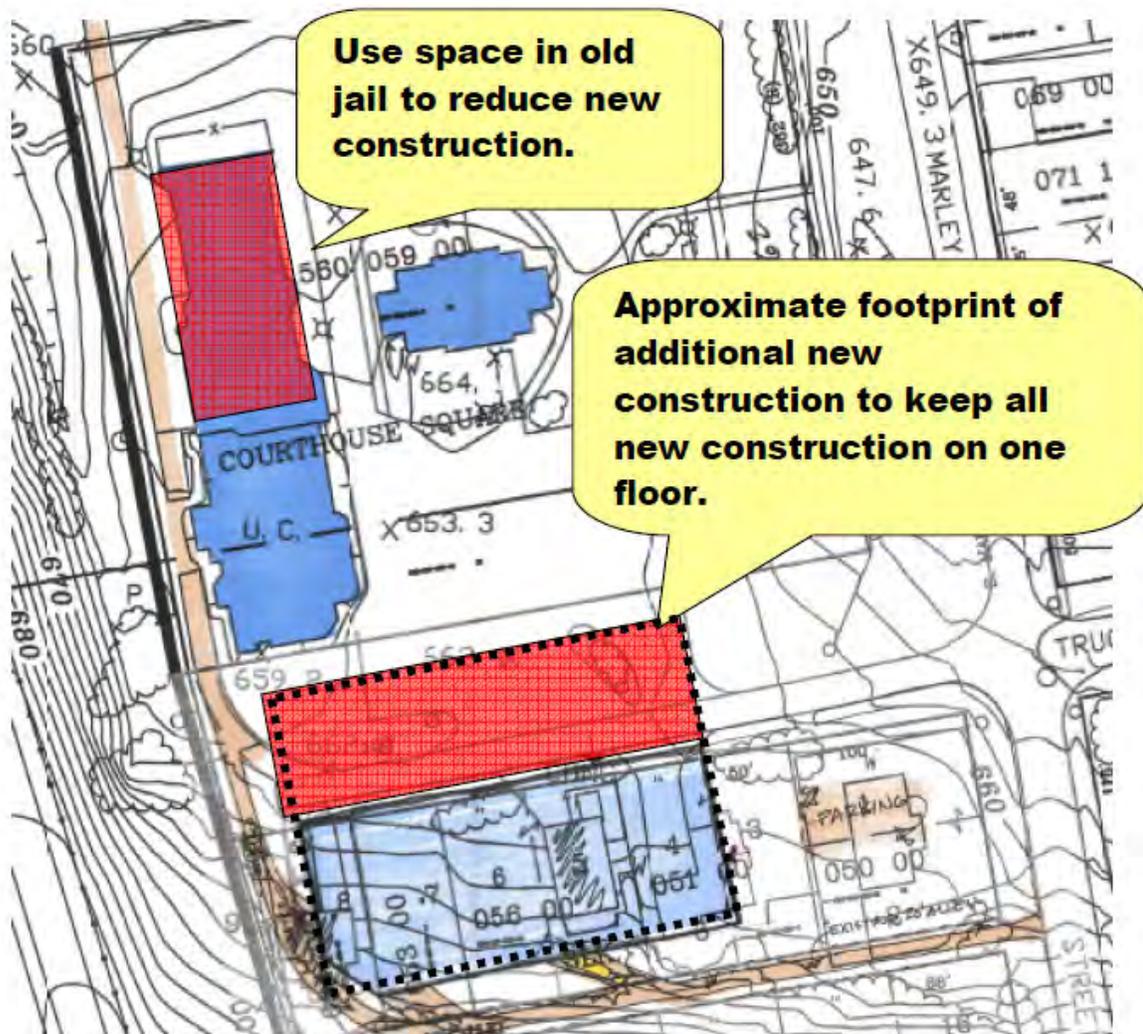
The next round of drawings should use all of the space in the old jail to reduce the amount of new construction that will be needed, and to prevent leaving the building empty.

Two-Story Facility

Members concluded that new construction should be provided on one level, to avoid the many problems that were identified in the two-story layouts from Round One and Round Two. It appeared that there was sufficient space in the southwest corner of the site to accomplish this, if the old jail were used to house some of the space needs.

Figure 3 illustrates the revised approach to be explored--using space in the old jail and expanding the footprint of new construction to accommodate a one-story solution.

Figure 3: Using Old Jail and Construction a 1-Story Facility



More Questions

The discussion explored more possibilities. The feasibility of providing a tunnel to connect the new jail and the courthouse was discussed. This would prove very costly and might run into problems with bedrock on the site.

Another discussion explored connecting the new construction to the courthouse annex (where the Prosecuting Attorney is currently housed.) This would provide a way to move inmates to the courthouse indoors. There was also discussion about moving the Prosecuting Attorney into renovated space in the old jail and assigning the DA's current space for use by the Sheriff's Office. This would effectively provide the Sheriff's Office with a single facility, rather than two separate components.

Members asked if it was necessary to leave space for a driveway or road between the annex and a new jail. [A subsequent conversation with Arthur Thompson concluded that it was feasible to connect the new construction to the annex if that proves advantageous.]

Looking at the Entire Complex

Glenn Hughes asked if the feasibility of creating a central core of utilities to serve all buildings on the site could be studied. Developing an efficient central plant might help the county avoid replacing existing systems in the courthouse, old jail and annex. More important in the long run, a central plant might offer substantial energy cost savings. Members expressed support for looking into this possibility.

4. Conclusions

After much discussion, the group reached the following conclusions:

- New construction should be accomplished on one level.
- The existing jail must be used, reducing the amount of new space to be constructed. This means that the sheriff's operations will be split between two locations on the site.
- A connection between the new jail and the courthouse is not feasible.

5. Instructions for the Next Round of Drawings

Arthur and Rod were instructed to develop the following:

- Develop a plan for a one-story new facility at the back corner of the site (southwest), putting some of the needed space in the old jail.

- Develop an alternate plan for new construction that would provide fewer initial beds.
- Determine if there is a need or benefit for a driveway to be provided between the new facility and the county annex.
- Explore the feasibility and desirability of using the jail construction project to create central utilities for the entire county complex, looking at several potential locations for the central utilities. The old jail should be considered as one of the potential locations.
- Explore the costs, in terms of opportunities lost and financial costs, of doing nothing and keeping the old jail. The county is facing the need to replace the boilers, the back-up generator, and air handlers, and there are continuing problems with plumbing and electrical systems. Potential energy cost savings should also be considered
- Provide construction and project cost estimates for the preceding options.

Next Meeting

The next meeting will be scheduled when the next round of drawings and calculations have been drafted. Members will receive draft materials in advance of the meeting.

=====

Attachment 1:

Figure 4: Site Plan, 2-Story New Construction on SW Corner of Site

Figure 5: Lower Floor Layout, 2-Story New Jail on SW Corner of Site

Figure 6: Upper Floor Layout, 2-Story New Jail on SW Corner of Site

**Figure 7: Cross Sections Showing Relative Building Heights
and Spacing of Structures on Site**

ATTACHMENT 1: Drawings Presented at Meeting

Figure 4: Site Plan, 2 Story New Construction on SW Corner of Site



Figure 5: Lower Floor Layout, 2-Story New Jail on SW Corner of Site

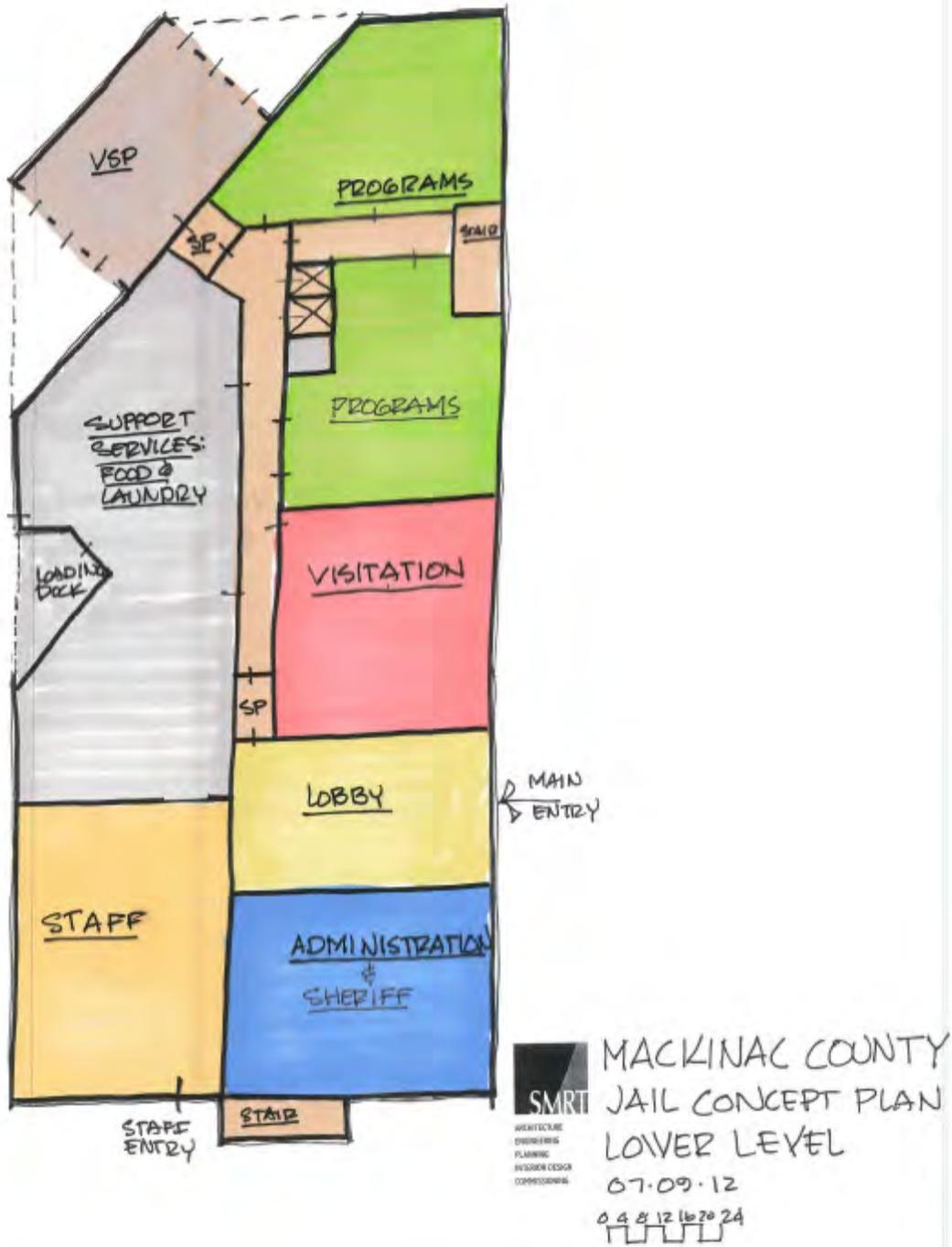
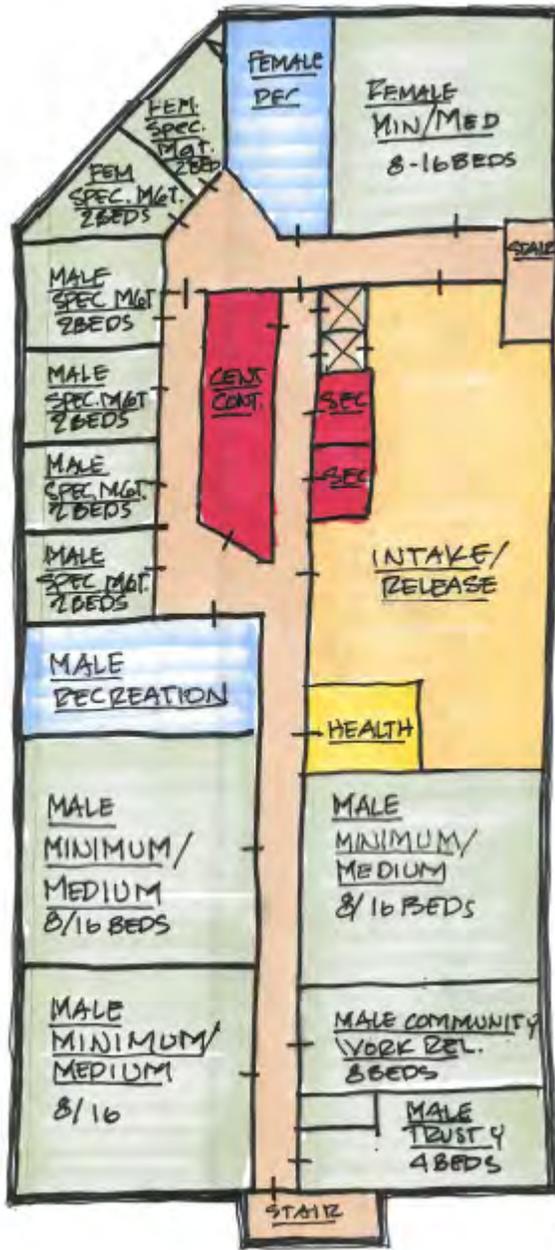


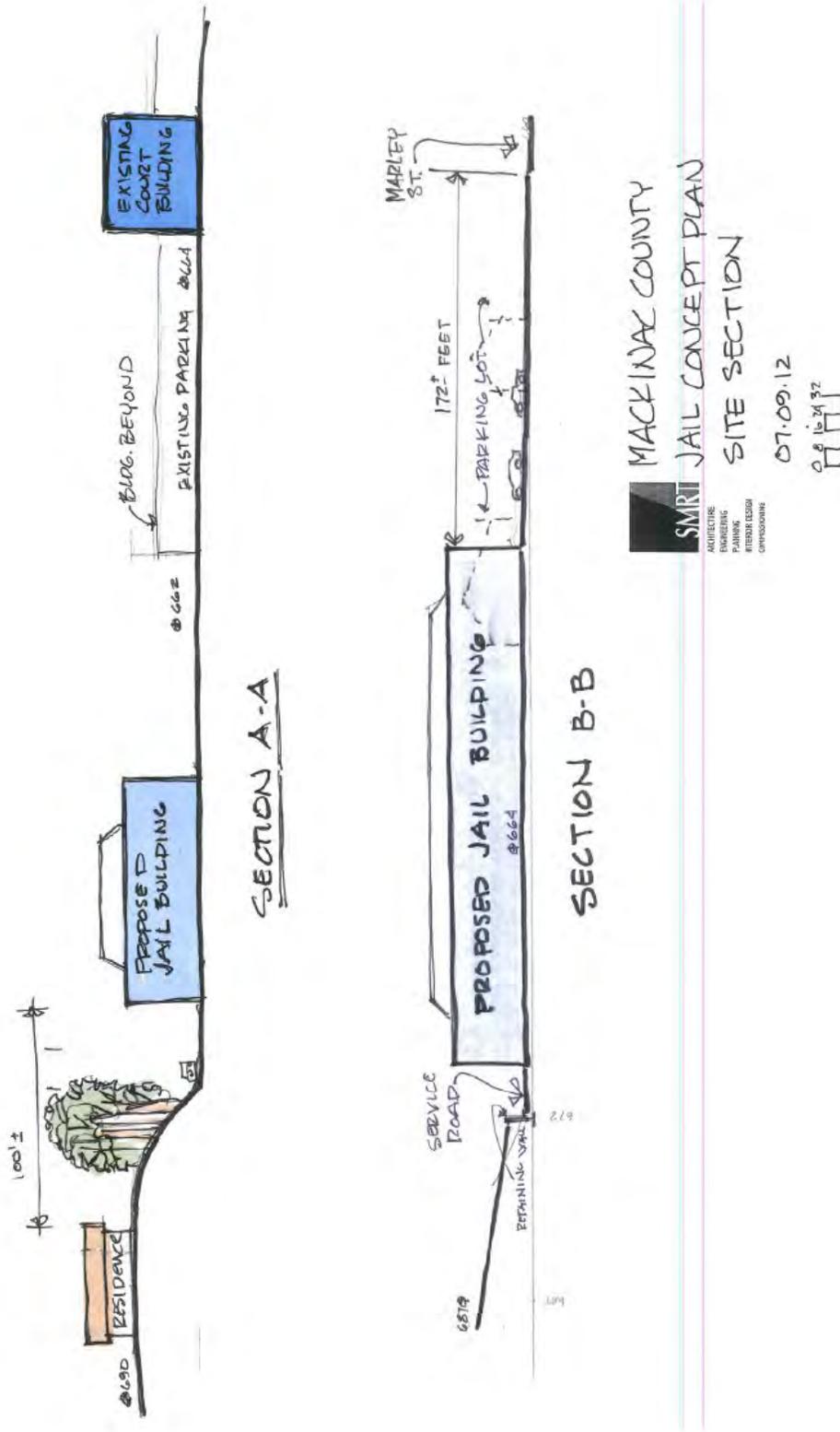
Figure 6: Upper Floor Layout, 2-Story New Jail on SW Corner of Site



SMRT
AGRICULTURE
ENGINEERING
PLANNING
BUSINESS DESIGN
CONSTRUCTION

MACKINAC COUNTY
JAIL CONCEPT PLAN
UPPER LEVEL
07.09.12
0 4 8 12 16 20 24
[Scale bar]

Figure 7: Cross Sections Showing Relative Building Heights and Spacing of Structures on Site



Notes from Eighth Meeting September 26, 2012 4:00 – 6:00 p.m.Present: (See P. 1.1 for List of Members with eMails)

√	Tim Ahlborn	St. Ignace
	Dave Davis	St. Ignace
	Gary Demers	St. Ignace
√	Sue Dionne	St. Ignace
√	Fred Feleppa	St. Ignace
	Judge Beth Gibson	Newberry
	Don Gustafson	St. Ignace
√	Isaac Harrigan	St. Ignace
√	Jim Hill	Curtis
√	Glenn Hughes	Hessel
	Lawrence Leveille	St. Ignace
	Kristin Mansfield	Prob/Parole
	Jim Marks	Mackinac Island
	Kip Rodriguez	St. Ignace
	Jean Short	Wautoma
√	Stuart Spencer	Cedarville
	Tom Spencer	Rudyard
√	Joe Stelzer	Moran
√	Scott Strait	Cedarville
√	Kristine Vallier	St. Ignace
	Mark Wilk	St. Ignace PD
	Joe Wixtrom	Corr'l Health Care Co.
	Stephannie Vallier	
√	Rod Miller, consultant	Gettysburg, PA

Agenda

1. Review of Concept Plans 4 and 5 Drawings
2. Draft Project Budget
3. Checklist-- Look at "Committee Charge"
4. Instructions for Consultants

Attachment 1: Drawings Presented During the Meeting (Concepts 4 and 5)Attachment 2: Excerpts from Houghton County "Sourcebook" from Referendum

Note: Prior to this meeting, the consultants sent the “4th Concept Drawings” to committee members, asking for comments. Based on the comments received, the “5th Concept Drawing” was developed for this meeting. All drawings were reviewed at this meeting and all are included in Attachment 1 of these notes.

1. Review of Third Round of Drawings

Committee members reviewed the 4th Concept Drawings, and the 5th Concept Drawing that was developed in response to comments received a few days prior to this meeting. The drawings included:

- Figure 1: Site Plan, Concept 4 Plan
- Figure 2: Existing Jail Re-Use Plan, Concept 4 Plan
- Figure 3: New Construction, One Level, Concept 4 Plan
- Figure 4: New Construction, One Level, Concept 5 Plan

Rod Miller noted that Concept Plan 5 provided a different approach for the location of the Master Control room, attaching it to the short-term holding cells to provide a direct line of sight into a few of the cells. Plan 4 placed Master Control near the front lobby.

Glenn Hughes asked a series of questions about the planned functions of Master Control, which sparked a discussion about staffing, whether Master Control should also be sized and outfitted to provide a backup dispatch center, and how to determine the appropriate size for the space. After this discussion went on for several minutes, Rod called a “time out,” suggesting this level of detail will be part of the next step in the planning process.

Rod explained that design efforts to date have been intended to explore the feasibility of different approaches, such as the first concept plans that attempted to attach to the current jail. For the purposes of this phase of work, we need to know enough about the proposed project to be able to estimate:

- Construction costs
- Total project costs
- Operational costs, of which staffing is the largest component

Participants expressed general support for the 5th Concept drawings, and asked what the next steps would be. (see Attachment 3 of these notes)

2. Draft Project Costs

Construction and total project costs were estimated by Arthur Thompson and distributed to members prior to the meeting along with the 4th Concept drawings.

Table A summarizes the cost estimates at this point in the planning process.

Table A: Project Cost Estimates, September 2012

1	Land	Unknown	\$0
2	Site Preparation/ Demolition	In construction cost	\$0
3	Environmental Assessment	Allowance	\$20,000
4	Upgrade Electric Services to Site	Unknown	\$0
5	Upgrade Gas Services to Site	Unknown	\$0
6	Upgrade Water Service to Site	Unknown	\$0
7	Upgrade Sewer Service to Site	Unknown	\$0
8	Hazardous Materials	Unknown	\$0
9	Tele/Data Service to Site	Unknown	\$0
10	Site/Building Construction	See attached sheets from RS Means Data	\$11,223,784
11	Furnishings and Equipment	Allowance	\$561,189
12	Radio Equipment	Included in FF&E	\$0
13	Signs	Included in Building Construction.	\$0
ADMINISTRATIVE			
14	Builder's Risk Insurance	By Owner. Assume \$0.25/\$100 of construction.	\$28,059
19	Bond Fees	Allowance	
20	Legal Fees and Expenses	Allowance	\$35,000
21	Advertising	Allowance	\$35,000
22	Owner's Representative	Includes "Clerk of the Works". Varies with delivery system.	\$75,000
23	Planning and Design		
23	Contingency	7.5% of Current Estimate	\$841,784
24	Estimating Contingency	7.5% of Current Estimate	\$841,784
25	Permits	Building, Plumbing, etc. are included in construction cost	
26	Construction Contingency	5% of Site/Building Construction	\$561,189
FEEES AND SERVICES			
27	Arch./Engineering	included in construction cost	
28	A/E Reimbursible Expenses	Allowance	\$36,000
29	Transition Training		
30	Pre-Architectural Svcs	Not Included	\$0
31	Commissioning	\$.75 per square foot. Varies with commissioning level.	\$29,433
32	Site Permitting	Allowance - Site Specific Permit, Includes Air Emissions	\$50,000
33	Construction Manager Fees	Included in Site/Building Construction above	
34	Presentation Renderings	Varies with scope.	\$15,000
35	Survey/Geotech	Allowance for early site investigations, topo & boundary, full geotech	\$50,000
36	Abatement Monitor	Unknown	\$0
37	Document Reproduction	Allowance - Bid documents.	\$20,000
38	Testing	Allowance	\$50,000
39	Special Inspections	Allowance	\$15,000
40	Project Record Documents	Contractor provided marked up drawings included.	\$0
41	Moving/Storage Expenses	Unknown	\$0
42	Escalation	None figured. Currently @2.5 to 3% per year	\$0
		TOTAL PROJECT COST	\$14,488,222
		ADJUSTED TOTAL COST	\$14,488,222

Committee members expressed concerns about the total cost, and noted that were cost elements that were not yet included (“unknown” in Table A).

Members revisited the proposed capacity of a new jail—56 beds, with internal expansion to 88. Rod provided the following comparison of the impact of reducing the number of beds to the square footage that would be eliminated:

- Reducing the capacity by one-third (from 56 beds to 38) would reduce the total facility size by 13%
- Reducing the capacity by 25%, from 56 beds to 42, would reduce the total facility size by 10%

Rod reminded members of the question that was asked by someone at the first meeting: “How many new beds could we operate with the current staffing?” The proposed 56-bed capacity could be operated with the current level of staffing.¹

3. A “Checklist” – Look at the Committee Charge

Scott Strait polled members on several fundamental issues, including:

- Do we need to replace the jail? [yes]
- How many beds should be planned for in the future? [56]
- Are the current plans—new one-level construction and using existing jail—the right direction to take? [yes]

Glenn said that he was not convinced that a new jail needed to be as large as proposed, noting that the current jail houses 28 inmates in 11,000 square feet, while the proposed 56-bed jail would encompass nearly four times that space.

Several members responded to Glenn. Some of the points they made included:

- Current jail is substandard, grossly deficient in the space provided
- Current jail is missing many important spaces
- We can’t operate the programs that the Committee wants in the current jail²

Rod explained that the current architectural program is a rough draft, and that the facility area will decrease as the design process moves forward.

¹ Current staffing is slightly below the level required by the state. The proposed 56-bed jail, if properly designed, could be operated with the same level of staffing that the state requires for the current jail.

² Scott Strait described the range of inmate work programs and activities that would be possible in the new jail, and said that at one point they were doing some of these projects in the vehicle sallyport of the current jail.

The group reviewed the initial “charge” that was given to the committee by the commissioners, asking if each task was complete (✓):

1. Define the mission/role of the jail in the local criminal justice system ✓
2. Explore jail population characteristics ✓
3. Analyze jail trends and project needs ✓
4. Review/consider alternatives that might reduce the demand for jail beds ✓
5. Determine projected bed space needs ✓
6. Develop an initial architectural program *for a jail and the sheriff's office* ✓
7. Identify alternative solutions to meet needs ✓
8. Evaluate solutions, including 30-year life cycle cost projections³ ✓
9. Recommend a course of action to county officials

Rod suggested that the work of the committee, for this first phase of the project, is nearly complete. He offered to pull together all of the work that has been completed, drafting a comprehensive report.

Member suggested using the elements of the committee charge as the outline for the report. Rod suggested putting more detailed information into appendices, for readers who may want to know more.

The group briefly looked at the report from Houghton County and expressed strong support for the “Q and A” format (see Attachment 2 of these notes).

4. Instructions for the Consultants

The meeting concluded with members instructing the consultants to:

- Develop life cycle costs for all options that were considered
- Develop simple “elevations” showing the scale of Concept 5
- Draft a final report for review and comment

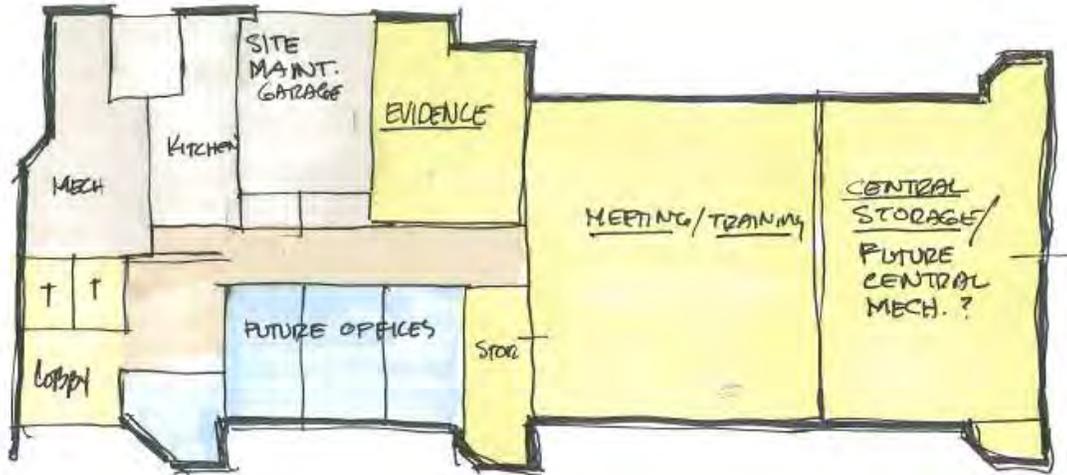
The draft will be distributed for review and comment, after which the next meeting will be scheduled.

Attachment 1: Drawings for Concepts 4 and 5

Attachment 2: Table of Contents/List of Questions, Houghton Co.

³ Life cycle costs will be calculated now that the full range of alternatives has been identified and considered.

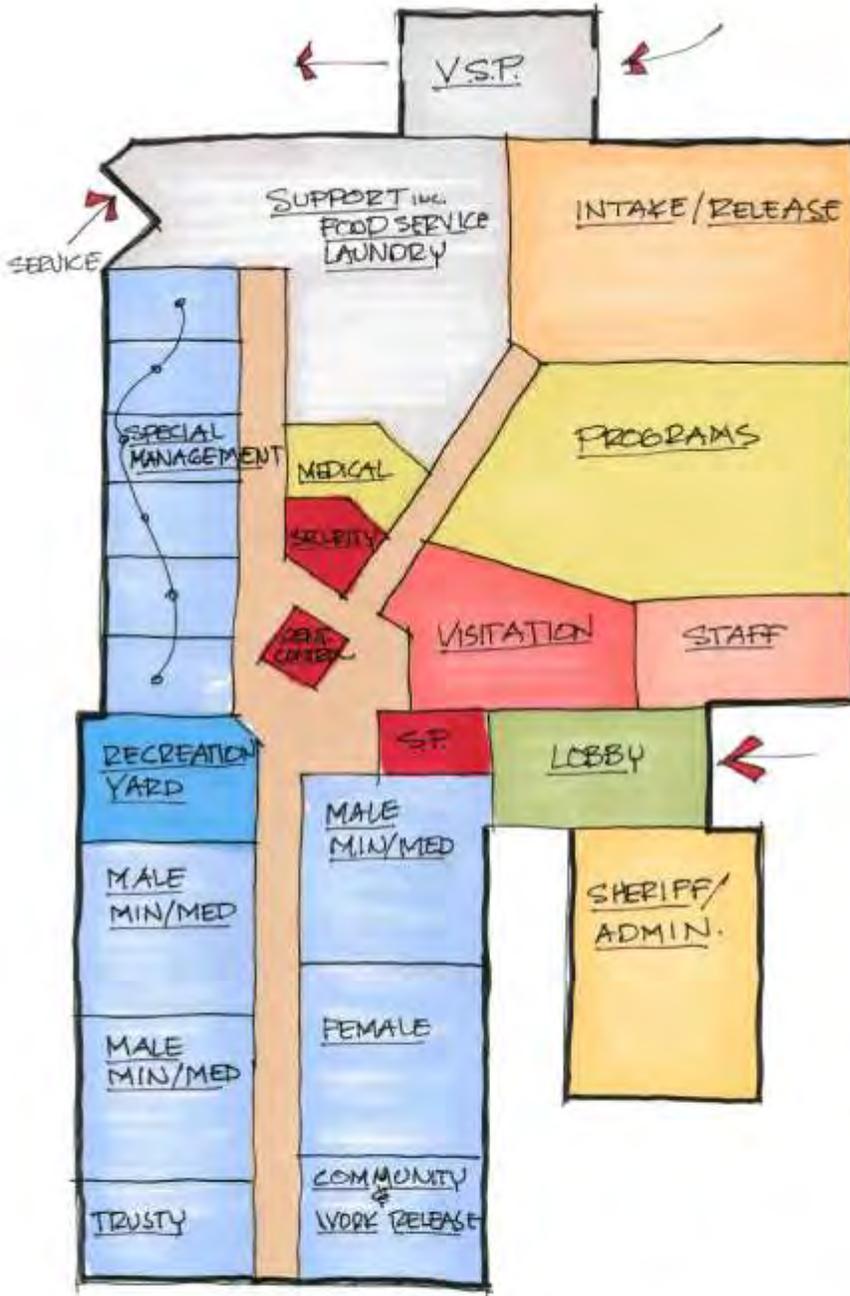
Figure 2: Existing Jail Re-Use Plan, Concept Plan 4



ARCHITECTURE
ENGINEERING
PLANNING
INTERIOR DESIGN
COMMISSIONING

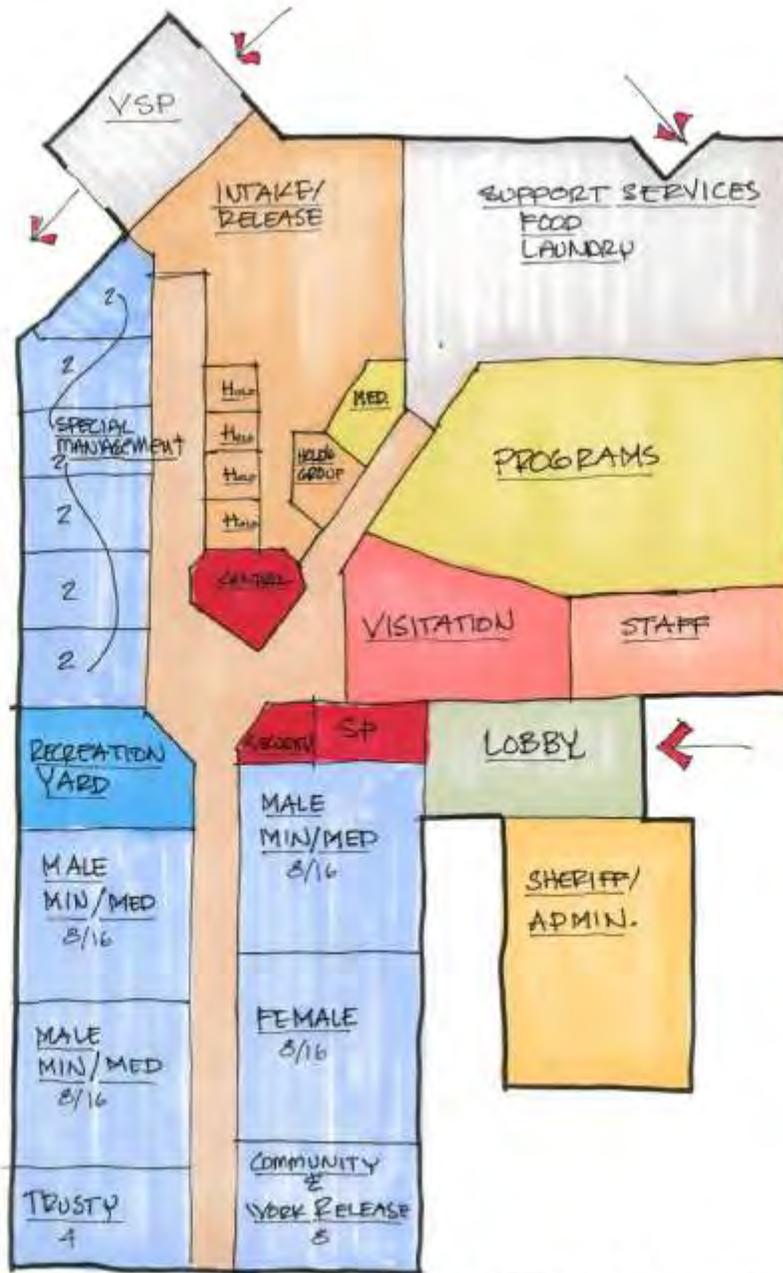
MACKINAC COUNTY (4)
JAIL CONCEPT PLAN
EXISTING JAIL REUSE
09.15.12

Figure 3: New Construction, One-Level, Concept Plan 4/
Master Control Near Front Lobby



 MACKINAC COUNTY
JAIL CONCEPT PLAN
09-15-12
09 0 12 16 20 24

Figure 4: New Construction, One-Level, Concept Plan 5
Master Control Attached to Holding



MACKINAC COUNTY
SMRT JAIL CONCEPT PLAN
05-24-12
04812162024
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Attachment 2: Excerpts from Houghton County "Sourcebook"Preface**2010 HOUGHTON COUNTY JUSTICE CENTER REFERENDUM****The Proposal:**

The committee recommends the construction of a new facility – a “justice center” – that would house the District Court, Sheriff’s Department, and the Jail. The proposed facility would be located adjacent to the courthouse, on the property that was purchased by the county several years ago.

SOURCEBOOK: REFERENCE MATERIALS FOR THE 2010 HOUGHTON COUNTY JUSTICE CENTER REFERENDUM

The Sourcebook provides the findings of the committee and responds to anticipated questions, sometimes at length. This version of the Sourcebook assembles all of the information that has been developed to date, as the basis for decisions by officials. The Public Information Subcommittee will edit the Sourcebook in July, streamlining it as needed, for use in the Fall. The Sourcebook has been created to:

1. Assemble key materials and information concerning the project in a single document.
2. Assist members of the Houghton County Justice Center Committee in their efforts to educate voters about the November county-wide referendum seeking approval for up to \$15,000,000 for a new Justice Center.
3. Present the basis for all descriptive materials to be used prior to the referendum (fliers, posters, press releases, presentations).
4. Provide detailed, but convenient, source of information for the media, city/town officials and for public reference.

PART 1 of this Sourcebook responds to the specific questions identified by Committee members in recent months; all questions posed during the planning process, and those expected to be asked by the public, are addressed.

PART 2 provides additional detailed information that may be useful to Committee members, such as annotated site plans, floor plans, and perspective drawings for the latest design for the project. Additional staff and operational cost information will be added by September 1, 2010.

NOTES:

1. A *Table of Contents* is provided on the following page. Use this to find specific information and answers when you need them.

HOUGHTON COUNTY JUSTICE CENTER COMMITTEE

In 2009, , at the request of the Houghton County Commissioners, a Justice Center Committee was formed. This group has evolved and has included various members since its formation. The Committee was charged with the following mission:

- Determine location of the Justice Center.
- Determine the character of the Justice Center.
- Policy decisions need to be made.
- Determine how to replace the Justice Center.
- Determine the size of the Justice Center.
- Present the project to the Justice Center.
- Present the project to the commissioners.

The County secured professional assistance from architects and criminal justice planners during that last seven months. OHM and CRS, a team of criminal justice planners, architects and engineers, was initially retained to assist with the project and continues to provide assistance at this time.

The Houghton County Justice Center Committee Members for the project are as follows:

Brian McLean – Houghton
Roy Britz – Portage Township
Marjorie Chandonais – Lake Linden
Ed Jenich – Laurium
Tony Pintar – South Range
Eric Forsberg – Osceola Township
Gerald Juntunen – Tapiola
Cheryl Ala – Houghton
Truman Obermeyer – Calumet Township
Randy Mayra – Hancock
Marv Heinonen – Stanton Township
Paul Lehto – Calumet Township
Dave Nordstrom – Adams Township
Barry Fink – Portage Township
Marla Kioski – Franklin Township
Bart Kennedy – Sidnaw
Brian Rimpela – Hancock
Guy St. Germain – Laurium
Bill Fink – Portage Township
Annette Schaefer – Torch Lake Township
Lee Hauswirth – Houghton
Sarah Cheney - Houghton
John Donnelly - Houghton

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