

I. EXECUTIVE SUMMARY

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A. INTRODUCTION

Through the development by the County Board of 2014 Resolution 556 (Res-556), and subsequent Request for Proposal (RFP) #115084 entitled Dane County Jail Updates, (July 2015), Dane County sought qualified firms to review and study the current jail system. Through a competitive selection process, the team of Mead & Hunt, Inc., Potter Lawson, Inc., and Pulitzer Bogard & Associates, LLC (Consultants) were selected to perform a three-part study. The parts described in the contract were:

Part 1: "Complete a detailed analysis of the City/County Building (CCB) Jail with focus on life safety implications that expose the County to vulnerabilities propose recommendations and a work plan for modifying existing operations and staffing to immediately mitigate life safety concerns."

Part 2: "Complete a thorough analysis of the cost of renovating the CCB and adjust the June 2014 Needs Assessment and Masterplan (Masterplan) to provide two (2) options to bring the jail up to current jail standards, applicable state and federal codes and regulations, and inmate health and safety needs. The options shall include upgrading the CCB Jail and the PSB Jail and/or eliminating the use of the CCB and consolidating operations at the PSB site. Should the cost of renovation of the CCB be cost prohibitive, as determined by the County, both options shall center around eliminating the use of the CCB and consolidating operations at the PSB site. Neither option should functionally increase the number of beds at the Dane County jail facilities"

Part 3: "Evaluate the final recommendations of the Public Protection and Judiciary (PP&J) Workgroups (Mental Health and Solitary Confinement, Alternative to Arrest and Incarceration, and Length of Stay) and incorporate any predicated reductions in jail population into the options."

The study also was to address and propose independent solutions for the full program as detailed in the final Masterplan. The solutions are such that the County may elect to implement different aspects of the proposal as growth and funding allows. This final report addresses:

- Operational and space recommendations
- Inmate disaggregation plan
- Macro staffing deployments and redeployments
- Operating cost recommendations
- Schematic drawings representing the recommendations
- Reasoning for the recommendations
- Associated Opinion of Probable Costs

In this final report (Final Report), because of the importance to the community of the workgroups' committee final recommendations, we are presenting the analyses of those recommendations first. The workgroup recommendations along with the jail

population forecasts provide the foundation for the Operational and Architectural Options which in turn drive the Staffing Plan and Operating Costs.

The parts as defined in the contract appear in the Final Report as the following sections:

- II. Jail Population Forecasts and Workgroup Recommendations Analyses
- III. Health and Life Safety Assessment of City/County Building Jail
- IV. Operational and Architectural Program and Physical Plant Options and Costs
- V. Staffing Plan and Operating Costs

B. JAIL POPULATION FORECASTS AND WORKGROUP RECOMMENDATIONS ANALYSES

This Final Report evaluated the final recommendations of the Public Protection and Judiciary workgroups (Mental Health and Solitary Confinement, Length of Stay, and Alternatives to Arrest and Incarceration) released in September 2015.

A comprehensive series of analyses was executed which updated the profiles and forecasts from the previous Masterplan and also provided brand new analyses that were requested by the Dane County Public Protection and Judiciary Committee workgroups. Their recommendations regarding pretrial length of stay and racial equity, demographic analysis of bail amounts, the handling of probation holds, a possible fugitive safe surrender program, possibilities for jail diversion, and the mental health population were analyzed by the consultant team. This analysis contains statistical facts regarding the Dane County Jail population and is based on a series of files produced by the Dane County Sheriff's Office that contain a variety of population factors dating back to January 1, 2011 on 66,373 individuals booked into the jail. These files were linked and merged prior to final analysis.

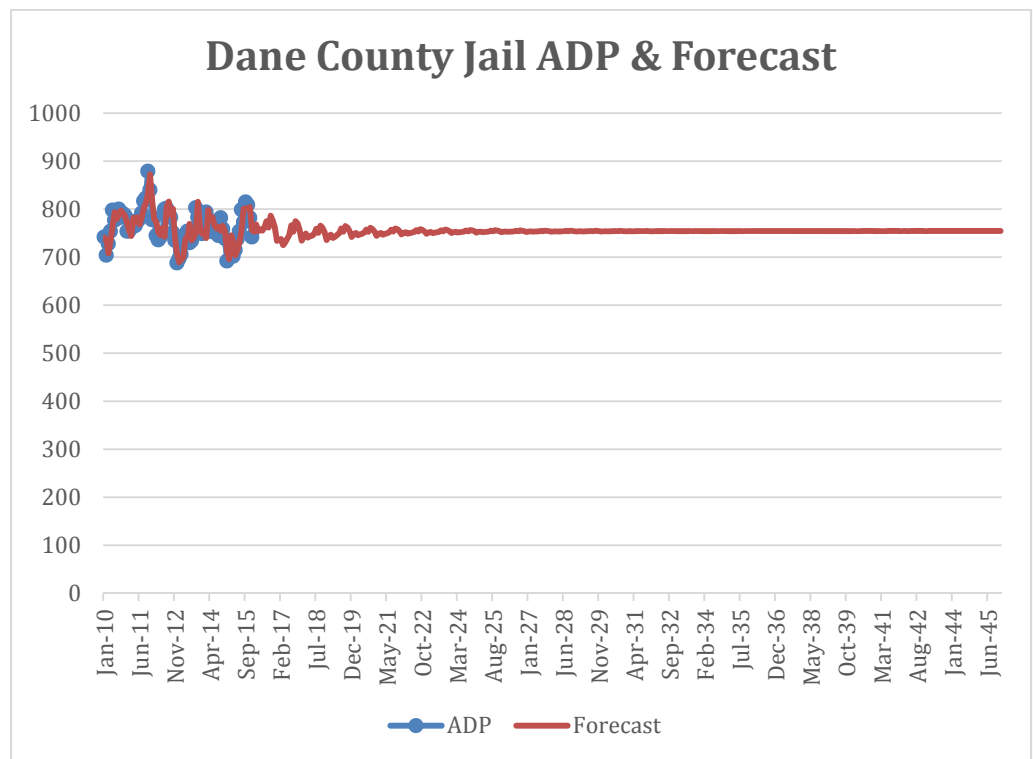
Jail Population Forecasts

In order to facilitate effective planning, a variety of time series forecasts of the jail's population were constructed. The best forecast, statistically speaking, indicates that the jail's population will remain relatively flat for the foreseeable future despite seasonal fluctuations. While this base forecast is less than the 2014 forecast, the actual number of beds needed due to classification and seasonal peaking is actually slightly higher. Understanding the reason for this requires acknowledging that in addition to variations in the overall population, segments within the jail population also inevitably vary in size in often difficult to predict circumstances. For example, a police operation, a public policy change, or other events may result in a largely unanticipated increase in the number of low or high custody inmates. In order to maintain a safe and secure environment, the jail needs to maintain a certain level of flexibility with regards to capacity in order to appropriately house inmates according to custody classification. The present analysis statistically determined future bed needs based on overall population dynamics as well as internal fluctuations.

Table I.1 – Bed Need Calculations from Forecasts

Month	Base Forecast	With 20% Peaking & Classification	Alternate Forecast	With 20% Peaking & Classification
Jul-17	762	914.4	795	954
Jul-19	756	907.2	794	952.8
Jul-21	753	903.6	793	951.6
Jul-23	752	902.4	795	954
Jul-25	751	901.2	799	958.8
Jul-27	756	905	804	964.8
Jul-29	755	905	813	975.6
Jul-31	755	906	826	991.2
Jul-33	755	906	845	1014
Jul-35	755	906	869	1042.8
Jul-37	755	906	898	1077.6
Jul-39	755	906	935	1122
Jul-41	755	906	982	1178.4
Jul-43	755	906	1,023	1227.6
Jul-45	755	906	1,043	1251.6

Figure I.1 – Dane County Jail Forecast



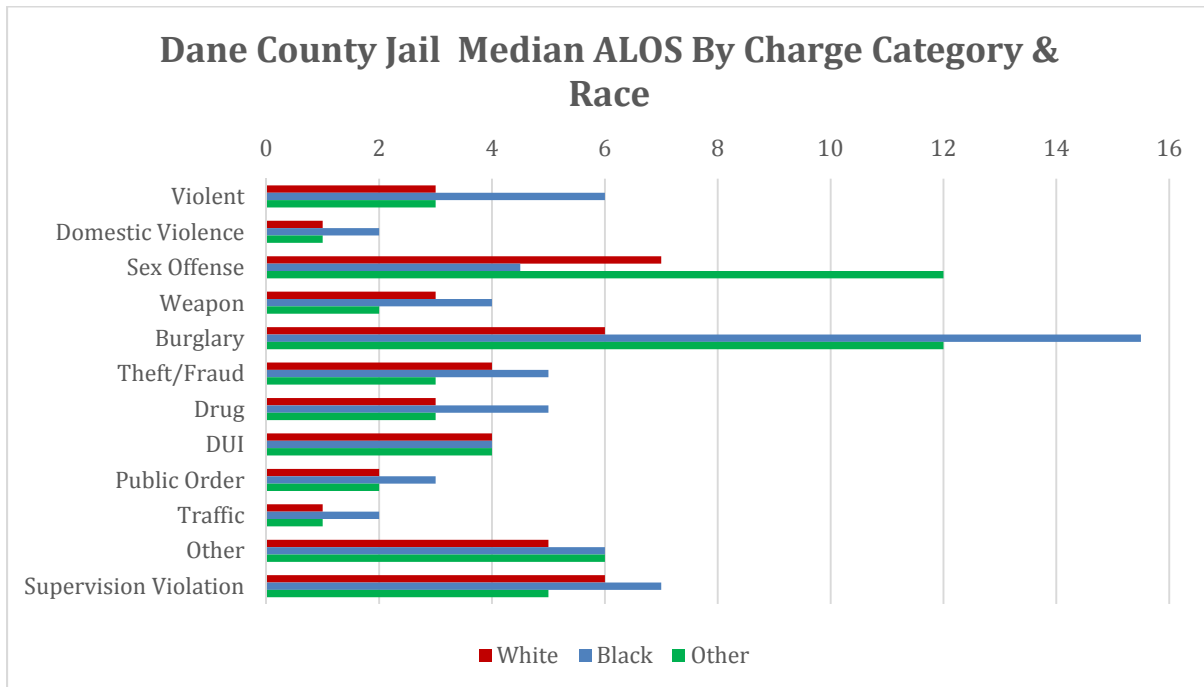
Workgroup Recommendations Analyses

A significant portion of the statistical analyses addressed the recommendations of the Public Protection and Judiciary Committee workgroups. A key theme throughout this analysis is a comparison of black and white inmates using statistics. An important finding is that, in terms of overall average length of stay (ALOS), a key jail population statistic, black inmates have longer jail stays than white inmates. Other comparisons in the report tend to reflect this finding as well, particularly when ALOS is compared for inmates sharing the same charges. Figure I. 2 highlights the ALOS statistics for inmates by race based on each inmate's most serious charge. While the analysis does not control for criminal history and other important determinants of jail stay lengths, the results point to higher jail stays for black inmates in well over half of the categories. This report addresses some of the possible reasons for these differences but larger socioeconomic causes which are known to impact jail length of stay are beyond the scope of this project.

Table I.2 – Overall ALOS – All Inmates by Race

	Black	White	Other	Total
Mean	27.6	21	19.8	23.4
Median	5	3	3	4
Inmates	24,646	40,273	1,454	66,373

Figure I.2 – Dane County Jail ALOS by Charge Category & Race



A comprehensive formal analysis of the impact of the implementation of full-scale pretrial services or a similar diversion program coupled with holding initial appearances and bail hearings on weekends indicates a limited yet positive impact upon the jail's average daily population. Specifically, the analysis indicates that diverting from custody individuals who have non-violent offenses, no history of failure to appear, and no other significant risk factors would reduce the jail's average daily population by about 17 inmates. Other aspects of the analysis that examine offense levels from another perspective confirm this impact on the average daily population. A specific analysis devoted to inmates with mental health issues further indicated the possibility of reducing this portion of the population by an almost identical number (16). However, it is important to keep in mind that the analyses are not mutually exclusive: inmates who were identified as a possible candidate for early release in one part of the analysis are very likely identified in the other analysis. In addition, a statistical analysis of bail amounts that controls for charge severity failed to find a significant difference between black and white inmates. However, this analysis does not investigate bail affordability, which is likely a key factor in determining the impact of bail amounts on the ability of individuals to secure their release from jail.

Finally, a segment of the analyses deals with the population of inmates who face mental health issues. Comparisons were drawn with the overall jail population statistics and a mental health population forecast is attempted. Not surprisingly, Dane County inmates with mental health issues have longer jail stays. In addition, the most common most serious charge for inmates with mental health issues are supervision violations rather than violent charges. The biggest lesson from this aspect of the analysis is that Dane County, similar to the vast majority of large urban areas in the United States, needs to improve the data connected with incarcerated people who may have mental health issues. Data and information need to be more readily shared and connected between and among key stakeholders in the system as a whole.

C. HEALTH AND LIFE SAFETY ASSESSMENT OF CITY/COUNTY BUILDING JAIL

In May 2016, the Consultants released Part 1 of this study and presented it to the PP&J committee. The study included detailed analysis of the City County Building Jail (CCB) to identify and make recommendations to mitigate life and health safety concerns identified in the CCB. In addition, the consultants were tasked with evaluating the current environment and make recommendations to reduce or greatly eliminate the use of solitary confinement and provide recommendations for bringing the jail into compliance with the Prison Rape Elimination Act (PREA).

After careful consideration of the study facts, the PP&J committee of the Dane County Board concluded that the County should take steps to discontinue the use of the CCB Jail to house inmates. With this action, the Final Report focused on two (2) options at the current PSB site only.

The entire Part 1 report is included as Appendix A.

D. OPERATIONAL AND ARCHITECTURAL PROGRAM AND PHYSICAL PLANT OPTIONS AND COSTS

This Final Report analyzes the cost of adjusting the Masterplan, allowing for independently or sequentially addressing issues, to bring the jail system up to current jail standards, applicable state and federal codes and regulations, and inmate health and safety needs. In Part 2 of the contract, the consultants were charged with presenting two (2) options for upgrading the CCB Jail and PSB Jail and/or eliminating the use of the CCB and consolidating operations at the PSB Site.

The operational and architectural program describes in detail how each component is to function, as well as the hours of operation, security requirements, and space requirements for each component of a consolidated jail facility.

A foundation of the program document are the standards derived from the American Correctional Association (ACA), Wisconsin State Jail Standards, Dane County office space guidelines, Prison Rape Elimination Act standards, and the consultant team's professional experience in programming similar facilities. Other key foundation elements of the program include:

- Housing units will operate following the principles of direct supervision.
- Medical services will include special housing units for short-term medical observation, medical housing, and outpatient medical including physical examinations, triage, sick call, chronic care clinics, dental and medication services.
- Mental health services will include special housing units for acute, subacute, and for inmates with serious, persistent mental illnesses or intellectual or developmental disabilities who are too vulnerable to be placed in general population. Outpatient mental health services will be offered to all inmates to include psychiatric medication management, crisis intervention and stabilization, and individual and group counseling.
- Programs will be offered to inmates that are appropriate for their needs and lengths of stay, and will include academic education, skills development, religious programs, and various treatment programs.
- Restrictive Housing will be used only as a last resort for inmates who present a security/safety threat to the facility or others or fail to consistently adjust their behavior and follow the jail's rules and regulations and cannot be housed in a general population environment. Inmates in restrictive housing, generally retain the same access to programs, services, activities, etc. as the general population and will be given opportunities for out of cell time for counseling, programs, exercise, visitation, and eating in small congregate numbers. Greater restrictions may apply if there is a disciplinary sanction determination.
- In the summer of 2016, the consultant team held workshops with the Sheriff's Office that guided development of the Program and described how each component comprising the jail operations as well as the Sheriff's Office operation is to function. The program developed during the 2014 master planning process served as a foundation for the new program document.

The first step in the programming process was to disaggregate the new population projections to determine the necessary types of beds in order to calculate the projected bed capacity for the Dane County Jail (DCJ) System in 2028. Based on our programming and bed disaggregation discussions with the client team, the proposed design capacity for the consolidated DCJ will accommodate 944 beds – 756 male and 188 female beds. The current DCJ system comprises 1,013 beds.¹ The proposed number of beds is a reduction of 69 in the current number of beds. The design number of beds, while higher than projected need, reflect the need to be efficient from a staffing perspective in terms of housing pod sizes as well as to accommodate architectural efficiencies in the planning and/or renovation of future jail space. Designated housing at the DCJ will be provided for special inmate populations, including mental health, medical, and restrictive housing. Many of these special populations are presently housed at the CCB, which will be closed once the new construction at the PSB site is completed.

Table I.3 – Bed Distribution Breakdown

Housing Category	Total Beds
Housing - Males	
Reception >8 Hours	64
General Population (GP)	256
GP - Flex	64
GP Huber	192
Medical Observation	9
Medical GP	28
Mental Health	31
Mental Health GP	64
Restrictive Housing	24
Youthful Inmates	24
Total - Males	756
Housing - Females	
Reception >8 Hours & GP Huber	48
GP - Flex	64
Medical Observation	3
Medical – Mental Health	57
Youthful Inmates	16
Total - Females	188
Total Beds	944

Program Summary

Table I.4 summarizes the facility space needs based on the operating and spatial requirements outlined throughout the operational and architectural program section (see section IV). The program square footage addresses the space needs to meet the infrastructure to support, and the square footage requirements to house, the mix of 944 inmates in the year 2028.

¹ Source: Richelle Anhalt, DCSO Security Services Captain

Table I.4 – Architectural Program Summary

#	Functional Area	NSF	GSF
MAJOR COMPONENT			
1.000	PUBLIC LOBBY	3,546	4,922
2.000	ADMINISTRATION	3,897	4,992
3.000	VISITATION	4,660	6,428
4.000	INITIAL APPEARANCE COURT	2,525	3,788
5.000	STAFF SUPPORT	7,072	9,547
6.000	SECURITY OPERATIONS	3,595	4,986
7.000	INTAKE/RELEASE	18,714	24,321
8.000	HOUSING - ADULT INMATES	92,693	150,107
9.000	HOUSING - YOUTHFUL INMATES	9,685	15,169
10.000	PROGRAMS & SERVICES	7,945	10,529
11.000	JAIL DIVERSION	2,585	3,231
12.000	INDUSTRIES	2,810	3,934
13.000	HEALTH CARE SERVICES	28,976	44,616
14.000	FOODSERVICE	4,674	6,653
15.000	LAUNDRY	1,860	2,790
16.000	WAREHOUSE/ COMMISSARY	7,499	8,364
17.000	MAINTENANCE/CENTRAL PLANT	7,447	8,392
18.000	PARKING	0	0
19.000	DANE COUNTY SO	31,054	42,016
	SUBTOTAL	241,237	354,784
	Building Gross Factor (15%)		53,218
	TOTAL	241,237	408,002

Physical Plant Options

The two options use existing Dane County owned property, as well as adjacent properties on West Wilson Street and Carroll Street. Phase 1 of each Option provides replacement housing of all current inmate beds within the Jail system with new, appropriate housing units as well as programmed areas associated with the housing units. The objective is also to provide programs and services to inmates within housing units to reduce the inmate movement throughout the jail. To accomplish this, the design and construction of the remodeled jail will require multiple sequential steps to allow the jail to remain functional and operational as well as safe and secure for staff and inmates. These steps are detailed within the report.

OPTION 1

Phase 1 incorporates an addition to the PSB by adding the four (4) floors to the top of building, that it was originally designed to accommodate, as well as remodeling of the second floor to inmate housing and programming space. Phase 2 incorporates an addition on adjacent properties on West Wilson Street (the Sheriff's Office surface lot and 112 W.

Wilson Street) to provide additional and expanded programmed space and the Sheriff's Office.

The objective of this option is to maximize the structural capacity of the PSB by the addition of the four (4) floors. The design uses these floors to provide housing and programming space, including specialized medical and mental health housing that would be best served by the ability allowed by new construction. The eighth and ninth floors are specifically designed for medical, mental health and restrictive housing units and associated program space using the maximum amount of natural sunlight.

Upon completion of Phase 1, all inmates housed in the DCJ System would be moved to the PSB site, allowing the closure of both the CCB and the Ferris Center. While this phase does not meet the full program, key critical needs areas are addressed to include:

- Specialized housing units for short-term medical observation, medical housing, and outpatient medical service spaces to include physical examinations, triage, sick call, chronic care clinics, dental and medication services.
- Specialized housing units for acute, subacute, and for inmates with serious, persistent mental illnesses or intellectual or developmental disabilities who are too vulnerable to be placed in general population. Outpatient mental health programs and service spaces to include psychiatric medication management, crisis intervention and stabilization, and individual and group counseling.
- Restrictive Housing, to only be used as a last resort for inmates who present a security/safety threat to the facility or others or fail to consistently adjust their behavior and follow the jail's rules and regulations with an increased opportunity for out of cell time for counseling, programs, exercise, visitation, and eating in small congregate numbers.
- Specialized housing for Youthful inmates with an increase in programming opportunities and recreation.
- An overall increase in programming space to address inmate programming needs, such as academic education, skills development, religious programs, and various treatment programs.

For the purposes of this report, it has been assumed that the design and construction of Phase 2 would not be directly sequential to Phase 1. This would allow the County time to ascertain the need for Phase 2 and evaluate the impact of criminal justice reform on the jail's needs. Phase 2 cannot be done before Phase 1, in either option.

OPTION 2

Phase 1 incorporates an addition on adjacent properties on West Wilson Street (the Sheriff's Office surface lot, 112 W. Wilson Street, and 222 Carroll Street) that would provide all inmate housing units and programming spaces, including specialized medical and mental health housing. Phase 2 would incorporate additional floor to the addition for Sheriff's Office space.

The objective of this option is to use County owned property and the two adjacent properties (222 Carroll Street & 112 West Wilson Street) for an addition to the PSB. The building would provide a footprint similar to the existing PSB, allowing for the simplified layout of the housing units.

Upon completion of Option 2 - Phase 1, all inmates housed in the DCJ would be moved to the PSB site, allowing the closure of both the CCB and the Ferris Center. In addition, all inmate housing units and programming spaces are realized. **As with Option 1, it is assumed that Phase 2 would not be directly sequential to Phase 1, thereby, allowing the County time to ascertain the need for Phase 2 and evaluate the impact of criminal justice reforms on the jail's needs.**

Opinion of Probable Costs

In the design and construction of buildings, there are several areas of costs that need to be considered: Construction Cost; Escalation; Soft Costs; and Owners Construction Contingency. As the drawings develop through the Schematic, Design Development and Construction Document phases, the contingencies will change. For instance, the Construction Cost estimate is more refined and the escalation costs are better known.

At this point in the design, the Opinion of Probable Construction Cost (OPC) is a rough order of magnitude cost and is based on the concept drawings included in this study. It is a 'High Level' estimate that is subject to changing scope, quality of the project, changing nature of market conditions, unpredictability of construction bids and changing client requirements. The estimate includes an inflation adjustment that assumes construction would start by June 2018. As the project scope is very high level at this juncture, we do not warrant or represent that bids or negotiated prices will not vary from the Owner's Project Budget or from any estimate of Construction Cost.

It is highly recommended that the Owner carry an 'Owners Contingency' throughout the project. In the Concept phase, with a renovation and addition as well as being a fully functional jail on a tight site, the recommended Owner Contingency is 10%. This contingency can be reduced as the project proceeds through design, bidding and bid award.

Project costs, often referred to as "soft cost", is a construction industry term for an expense item that is not considered direct construction cost. The Opinion of Probable Project Cost uses 15% of the construction cost for an estimate of the soft costs.

Soft costs included in the concept design estimate could include the following:

- Movable Fixtures, Furnishings & Equipment
- Architect-Engineer Fees
- Topographic & Utility Survey
- Soils Investigation
- Reproduction of Drawings & Specifications
- Governmental Plan Review Fees (Urban Design Commission, City of Madison Review, Department of Corrections, and others)
- Testing During Construction
- Special Consultants
- Infrastructure & Environmental Assessment Costs
- Telephone Equipment
- Technology / Computer Equipment
- A/V Equipment
- Owners Insurance during Construction
- Relocation and Move-in Expenses (as they relate to Inmate Relocation and Jail Shakedown & Move-in)
- Financing Costs

Bonding Fees
Post-construction Expenses

Not included in these costs are:

Land Acquisition
Sheriff's Office Relocation and Moving Expenses
Owner Transition Costs
Owner Project Administration

As the Opinion of Probable Construction Costs was developed and the conceptual level designs considered, cost saving measures are already being implemented. Some of the major cost savings included are the use of steel structural framing, insulated metal panel on steel framing exterior envelope in lieu of masonry construction, and steel detention walls in lieu of concrete masonry unit (CMU), and lower floor to floor heights than the maximum 14-foot allowed. As the County moves forward with the project, design will continue to be refined and assessed to identify potential cost saving measures.

OPTION 1

The Opinion of Probable Construction Cost, Inflation Contingencies, and Soft Costs for Option 1, Phase 1 is: \$ 90.4 Million.

Should the County determine that Phase 2 is needed, the Opinion of Probable Construction Cost, Inflation Contingencies, and Soft Costs for Option 1, Phase 2 is: \$61.7 Million.

Owner Transition (1.5%) and Project Administration (1%) costs are estimated allowances, however actual costs may vary.

Table I.5 – Option 1 Opinion of Probable Project Costs

OPTION 1	Probable Construction Cost	Inflation Adjustment (8.4%)	Owner Contingency (10%)	Soft Cost (15%)	Owner Transition & Project Admin.	Total Project Cost
Phase 1 – CCB/FC Replacement	\$65.0M	\$5.5M	\$7.1M	\$10.6M	\$2.2M	\$90.4M
Phase 2 – Full Program Build	\$44.5M	\$3.7M	\$4.8M	\$7.2M	\$1.5M	\$61.7M
TOTAL						\$152.1M

OPTION 2

The Opinion of Probable Construction Cost, Inflation Contingencies, and Soft Costs for Option 2, Phase 1 is: \$140.9 Million.

Should the County determine that Phase 2 is needed, the Opinion of Probable Construction Cost, Inflation Contingencies, and Soft Costs for Option 2, Phase 2 is: \$23.6 Million.

Table 1.6 – Option 2 Opinion of Probable Project Costs

OPTION 2	Probable Construction Cost	Inflation Adjustment (8.4%)	Owner Contingency (10%)	Soft Cost (15%)	Owner Transition & Project Admin.	Total Project Cost
Phase 1 – CCB/ FC Replacement	\$101.4M	\$8.5M	\$11.0M	\$16.5M	\$3.5M	\$140.9M
Phase 2 – Full Program Build	\$17.0M	\$1.4M	\$1.8M	\$2.8M	\$0.6M	\$23.6M
TOTAL						\$164.5M

Comparative Cost Estimates

It should be noted here, that the two options presented in the 2014 Needs Assessment and Master Plan Study (Masterplan) only included Opinion of Probable Construction Costs, and not Owner contingency, soft costs and Owner transition and project administration costs. The Opinion of Probable Construction Cost for Option A was estimated to be in the range of \$121M - \$134M, and Option B was estimated to be \$122 - \$135M. In discussion with County Officials, we were asked to provide a more thorough accounting of all costs that would be included in the project. For comparison, we have included the two options with associated contingencies, escalation, inflation and soft costs. **However, the options in the Masterplan are not exact direct comparisons, since they included different scopes and building concepts.**

Option A - Masterplan

A Greenfield site within 10 miles of downtown Madison for all Dane County Sheriff's Office services and a new Jail.

Option B - Masterplan

Addition and renovation of the PSB for the Sheriff's Office and Jail services. The addition would be located within the current PSB parking lot and the space above the access ramp to the Courthouse as well as four floors above the PSB. The sixth and seventh floor renovation of the CCB for office space would be a separate project and not included in the construction costs. The Ferris Center property would be surplus.

Table I.7 – Comparative Cost Estimates between Option A and B of Masterplan, versus Options 1 & 2 of the 2016 Study Option 1 Opinion of Probable Project Costs

	Masterplan Option A – Greenfield Site	Masterplan Option B – PSB Addition & Renovation	2016 Study Option 1, Phase 1	2016 Study Option 1, Phase 2	2016 Study Option 2, Phase 1	2016 Study Option 2, Phase 2
Construction Cost (includes estimating contingency)	\$111.3M - \$123.2M	\$112.2M - \$124.1M	\$65.0M	\$44.5M	\$101.4M	\$17.0M
Escalation	\$9.7M - \$10.8M	\$9.8M - \$10.9M	\$5.5M	\$3.7M	\$8.5M	\$1.4M
Subtotal	\$121M - \$134M	\$122M - \$135M	\$70.5M	\$48.2M	\$109.9M	\$18.4M
Owner Contingency	\$6.1M - \$6.7M	\$6.1M - \$6.8M	\$7.1M	\$4.8M	\$11.0M	\$1.8M
Soft Costs	\$18.8M - \$20.8M	\$19.0M - \$21.0M	\$10.6M	\$7.2M	\$16.5M	\$2.8M
Subtotal	\$145.9M - \$161.5M	\$147.1 - \$162.8M	\$88.2M	\$60.2M	\$137.4M	\$23.0M
Owner Transition Costs (1.5%)	\$2.2M - \$2.4M	\$2.2M - \$2.4M	\$1.3M	\$0.9M	\$2.1M	\$0.4M
Owner Project Administration (1%)	\$1.5M - \$1.6M	\$1.5M - \$1.6M	\$0.9M	\$0.6M	\$1.4M	\$0.2M
Total	\$149.7M - \$165.5M	\$150.8M - \$166.8M	\$90.4M	\$61.7M	\$140.9M	\$23.6M

Table I.8 – Soft Cost Percentage Estimates

	2014	2016
Architectural/Engineering Fee	7.75%	7.75%
Furniture, Fixtures & Equipment	5%	5%
Survey	0.80%	0.25%
Legal Fees	1%	1%
Owner's Insurance	1%	1%
Total	15.55%	15.00%

General Notes

- The comparison between 2014 Options and 2016 Options are not directly related regarding scope, so they are only an approximation between each other.
- Masterplan option estimates A&B were given in ranges in the original study, due to the fact that they were very conceptual. The 2016 estimates are based on a more defined scope and therefore are not submitted as a range.
- Escalation for the Masterplan options was at 8.8%. 8.4% has been used for the 2016 Study options.
- Owner Contingency for the Masterplan was 5%. We have increased it to 10% for the 2016 Study options, due to the complexities associated with expansion and remodeling on a downtown site.

- Soft costs for the Masterplan were not originally included, however have been added at 15.55% for the scope in that report. Soft costs for the 2016 Study options have been reduced to 15%, due to decreased Surveying need for the 2 options.
- Owner Transition and Project Administration costs have been estimated. These costs may differ for Dane County.
- Land acquisition costs and expenses related to moving the Sheriff's Office have been excluded, as they were not part of the scope of the project.

E. STAFFING PLAN AND OPERATING COSTS²

The overarching focus of financial concern associated with the development of new or additional jail bed space is generally on the capital cost consequences – the cost of construction. However, over the course of the financing timeframes of such projects, operating costs will constitute 90% or more of the associated expenditures; staffing typically represents fully 75-80% of those costs. As such, in order to provide decision makers with a balanced and comprehensive perspective of budget considerations, operating costs must be considered as well.

The staffing plan and the accompanying budget must be considered *very preliminary* in nature. The staffing figures are based on the operational discussions that have occurred with Dane County Sheriff's Office representatives. They also reflect the detailed operational and architectural program outlined in the *Dane County Jail and Sheriff's Office – Operational and Architectural Program* report (the Program).³ In addition, the proposed staffing plan and operating budgets are based on an ideal design configuration that consolidates all functions and services in a single location. The proposed options may require additional personnel due to phasing the facility construction and/or the constraints and challenges of renovating and expanding existing structures.

Staffing

Preliminary Staffing Plan – Program

The preliminary staffing plan is informed by current practices and reflects enhanced service delivery and reduced liability. The preliminary staffing plan is generally based on and follows the organization of the Program, which describes in detail how each component is to function, as well as the hours of operation and security requirements. The plan supports and expands on the current inmate management approach employed at the DCJ (i.e., direct supervision).

A total of 319.6 staff is anticipated to operate a jail as described in the Program and to accommodate the future 2028 inmate population. The preliminary staffing plan provides for:

1. Specialized housing for inmates requiring medical and mental health services.
2. Expanded programs and services with a focus on serving all inmates.

² Information contained in this section reflects the material, assumptions, data, and calculations that are presented in the full report

³ Pulitzer/Bogard & Associates, LLC *in association with* Mead & Hunt, Inc. and Potter Lawson. Lido Beach, NY. November 2016.

3. Operation of a youthful inmate housing unit.
4. An increase in the number of lieutenants and sergeants, which reflects the need for additional supervisors necessary to oversee operations of the jail and, in particular, the housing units. This is accomplished by increasing the current rank of the Shift Commander from sergeant to lieutenant. The supervisors responsible for the housing units, intake/release, and jail diversion carry the rank of sergeant.
5. Specialized positions that do not currently exist (e.g., Grievance/Discipline Officer, Training Specialist [Armorer, Key/Locksmith Officer], Accreditation Manager, Director of Programs, and Environmental Coordinator).

Health Care Services

It is assumed that the health care services component provides all jail-based health care services to inmates at the DCJ as described in the Program, which described in detail how health care is to function. These staffing assumptions and recommendations reflect the Program, which supports and expands the current health care services provided at the DCJ.

Currently there are 36.5 full-time equivalent (FTE) staff who work for the private contracted vendor that provides health care services to the DCJ. A major goal of the Program is to expand medical and mental health treatment services. As a result, it is projected that health care personnel will increase to 55.9 FTE's.

In comparing the current number of health care staff with the preliminary staffing plan for health care services, the difference in the number of positions is being driven primarily by:

1. Medical observation beds that allow closer supervision of inmates who are undergoing drug and alcohol withdrawal protocols, facilitate the use of intravenous fluids and antibiotics, neuro-checks, and recovery from hospitalization. Medical observation beds may eliminate or reduce the length of stay for some hospitalizations.
2. Housing developed specifically for acute and subacute mental health symptoms and conditions, including closer observation of those inmates who are on suicide watch.
3. Designated housing for inmates who have short- or long-term chronic health conditions that require timely access to medical staff to stabilize those conditions.
4. Increasing population of inmates who have medical, mental health, and substance abuse conditions that require treatment within the facility.
5. Specialized housing for youthful inmates who require additional mental health services.

Operating Costs

Current and projected future operating costs are based on 2015 dollars, the most recent year that actual expenditures were available for comparison purposes. The ADP of 757 was used to calculate the current costs. To develop a parallel calculation for the future costs, the same ADP of 757 was used.⁴

⁴ The ADP of 757 represents the ADP for 2015, and reflects the number of inmates who were occupying a bed within one of the DCJ facilities. Source: Richelle Anhalt, DCSO Security Services Captain

Operating costs are broken out into six major categories, which include:

- Personnel
- Health care
- Foodservice
- Laundry
- Maintenance
- Operations

Operating Costs – Current and Future

The current operating costs are premised on those costs directly associated with inmates committed into the custody and care of the DCJ, and who are occupying a bed within one of its facilities. It does not include costs associated with inmates who have been conditionally released into the community and who remain under the supervision of the DCJ, such as those inmates participating in the jail diversion program. The present operating budget is calculated to be \$35,272,618.

The operating costs for the new DCJ reflect the Program, and are projected to be \$36,881,795. While the projected operating budget is \$1.6M more than current costs, it is important to note that it provides for enhanced treatment and programmatic services delivery. Should the inmate population grow, greater efficiencies and increased cost savings may be realized.

Operating Costs – Option 1 and Option 2

The Phase 1 and 2 projected costs for Options 1 and Option 2 are based on 2015 dollars, the most recent year that actual expenditures were available for comparison purposes.

A number of factors could serve to decrease the projected future staffing levels and/or operating costs, either in the long-term or on a temporary basis. In discussion with Dane County Officials, there is a strong likelihood that a number of positions outlined may be reduced, not be authorized, or other provisions are envisioned to fulfill the need. In addition, it is anticipated that revenue may be generated by housing youthful inmates from other WI jurisdictions. The projected operating budget for each phase of the two options proposed were adjusted to reflect these factors.

Table I.9 summarizes and compares the current DCJ's staffing and operating costs with Option 1 and Option 2's projected staffing and operating costs. It also summarizes and compares the current DCJ's staffing and operating costs with Option 1 and Option 2's projected staffing and operating costs as adjusted by Dane County Officials.

The adjusted operating budget for each phase of the two options proposed is less than the current DCJ operating budget, with differences ranging from \$379K to \$798K.

The Dane County adjusted budget assumes that the County will continue to maintain the present provision of foodservice through Consolidated Food Service, and laundry through a third-party vendor. While this decision has no impact in Phase 1 of either Option 1 or Option 2, should the County elect to provide meals and laundry through in-house foodservice and laundry vendors, additional saving of \$1.5M (food service) and \$102K (laundry) may be realized. Phase 2 of both options includes sufficient space to provide these

services in the facility. In addition, bringing these services in-house has the added benefit whereby the preparation of meals and laundering services can be combined with inmate training programs designed to develop viable vocational skills. As well as providing opportunities for eligible inmates to earn sentence reduction credits, thereby reducing jail time.

Table 1.9 – Staffing and Operating Costs Comparison – Current DCJ, Option 1, and Option 2

	Current DCJ	Option 1		Option 2	
		Phase 1	Phase 2	Phase 1	Phase 2
Option 1 and Option 2 Projections					
Budget	\$35,272,618	\$39,023,632	\$38,049,338	\$39,372,401	\$38,049,338
Total Staff	288.1	325.9	334.5	330.2	334.5
Dane County Adjustments					
Budget	\$35,272,618	\$34,893,709	\$34,612,359	\$34,474,321	\$34,612,359
Total Staff	288.1	285.7	284.3	282.1	284.3
Current DCJ – Projected Savings	-	(\$378,909)	(\$660,259)	(\$798,297)	(\$660,259)

F. CONCLUSION

Over the past several years, Dane County has implemented several studies of the Jail Security System. In addition, the Public Protection and Judiciary Committee of the County Board has also sponsored citizen workgroups to study and review Mental Health and Solitary Confinement, Alternative to Arrest and Incarceration, and Length of Stay. Critical areas identified include the need to

- Reduce the risk to inmates, staff and volunteers.
- Find better ways of addressing the medical and mental health needs of inmates;
- Reduce the use of Restrictive Housing;
- Upgrade facilities to current and nationally accepted codes, regulations and standards, including PREA; and
- Look for efficiencies in operations and staffing.

The Dane County Jail Update study Part 1 developed an understanding of what it would take to bring the CCB into code compliance and reduce life safety and health risks. The teams recommendation at that time was to get out of the CCB Jail, with due haste. The PP&J committee decided to take steps to discontinue the use of the CCB Jail to house inmates.

With this action, Part 2 of the contracted study was engaged, focusing on two (2) options at the current PSB site only. However, the County decided it needed a plan to maintain the CCB building for the short term and help reduce potential risks discovered in Part 1. At that point, a Mitigation Study was requested to map out what should be done. The study evolved into a remodeling project that is currently in the design phase. Construction of this work is expected to begin summer 2017.

This Final Report analyzed the cost of adjusting the Masterplan, allowing for independently or sequentially addressing issues, to bring the jail system up to current jail standards, applicable state and federal codes and regulations, and inmate health and safety needs.

Out of the many options analyzed, our team has presented the best possible two options, given all of the parameters. Some of the parameters and restrictions were:

- Keep both options on the current PSB site, with potential for using adjacent properties.
- Maintain the goals of the Masterplan, as much as possible given the restraints of the existing building.
- Keep operating costs to a minimum.
- Phase 1 is only a replacement of the current CCB Jail, along with addressing Medical/Mental Health needs and decommissioning the Ferris Center to move the Huber inmates to the PSB location.
- Phase 2 should implement the rest of the Masterplan.
- No new beds should be added to the system.

These constraints lead to the two options presented. While they have been scrutinized, reviewed and optimized, they are not perfect and they do not provide every single space, square footage and program element in the Masterplan. Concessions had to be made.

The costs of these two options seem high, if one were to only compare them to construction costs of other commercial buildings. However, this project is unlike any other building project this county has ever seen. This is a unique situation due to the fact that the building is a fully functional 7x24x365 operational jail facility; the building cannot be vacated during construction; it is on a small downtown site location which makes construction more difficult; and it has all of the constraints given above.

When the existing PSB building was in design (1992), 4 additional floors were scheduled to be added to fulfill the program. County officials initially decided to scale back the design and shell out the 4 additional floors. A short time later, County officials decided that the 4 floors were unnecessary and likely would never be needed. In 1992, the cost for shelling out the 4 floors was about \$6M. That cost seems minor compared to what it will cost now to complete a similar addition. If one had known then what is known now about escalation, inflation, and the space needs required, the decision might well have been different.

Our team was not asked to recommend an option. That decision rests on the current Dane County Board. We do believe, however, that using this study, the past studies and analysis of the Jail System, the three buildings, the staffing and the current requirements and needs, the County now has enough information to make a decision for the future of Dane County Jail staff and inmates.