

WOODBURY COUNTY BOARD OF SUPERVISORS AGENDA ITEM(S) REC

#13b

Date: October 13, 2015

Weekly Agenda Date: October 20, 2015

DEPARTMENT HEAD / CITIZEN: Supervisor Jeremy Taylor

SUBJECT: **Prairie Hills Closure and LEC Expansion**

ACTION REQUIRED:

Approve Ordinance Approve Resolution Approve Motion

Give Direction Other: Informational Attachments

WORDING FOR AGENDA ITEM: Prairie Hills Closure and LEC Expansion

EXECUTIVE SUMMARY: There has been extensive discussion on closing Prairie Hills throughout the years. This year, the Board of Supervisors put on hold two new boilers and a domestic hot water system totaling over \$105,000 in order to gauge the long-term life of this building. Through over 5 hours of meetings on three separate occasions, an *ad hoc* committee comprising the Sheriff, MAJ Wieck and MAJ Todd, LT Harmon and LT Phillips, Chairman Mark Monson, Supervisor Jeremy Taylor, Building Superintendent Kenny Schmitz, and representatives from the Baker Group, and CBM which utilizes the Prairie Hills kitchen facility, have explored options. The cost of keeping Prairie Hills open the next 10 years will be over **\$1,281,893**, which will not settle long-term issues. This money could be better utilized to address overcrowding issues at the jail.

BACKGROUND: Please see the following notes, from which these conclusions can be drawn:

Prairie Hills serves three purposes currently: Work Release, a kitchen from which meals are served resulting in a lower cost per meal, and both a site of training and maintenance for the Sheriff's Department.

Prairie Hills is not being utilized for Work Release and a much better, viable alternative is truly 24/7.

In order to renovate with safety, fire codes, and structural integrity, the building needs roughly \$2.2 million worth of work just to maintain the first level/new addition or \$8.8 million to completely renovate the entire building, which would have to go to a bond vote and most likely would not pass even if the

Board sought such direction. To preserve just the existing training center would cost between \$700,000-\$987,000. While this is under the bond threshold, it does not satisfy overcrowding issues.

The building has had severe issues and degradation throughout the years and is to the point where operationally, settlement issues, the stack is a huge liability. Other HVAC problems will cost taxpayers much more in the long-run than the proverbial "kicking the can down the road."

Please see the attached three documents of notes as a result of the three meetings.

FINANCIAL IMPACT: See Baker Group proposal

RECOMMENDATION: The Board approve a motion to allow the Baker Group to study the LEC Renovation from gaming revenues.

ACTION REQUIRED: Approve motion to allow for the study of expanding the Law Enforcement Center and discern a statement of probable cost based on the Baker Group study in coordination with the Building Superintendent and a structural engineer.

Prairie Hills Meeting

October 9, 9:30-10:30 a.m.

Savings from closing Prairie Hills is estimated to be \$116,689.31 from utilities, ongoing expenses of maintenance, telephone, etc. The cost of keeping Prairie Hills open the next ten years is not only the **\$1,166,893.10** of ongoing expenses but also mitigation of the stack (\$10,000), a new domestic hot water and boiler system (\$105,000) not to mention the increased liability and unforeseen expenses will continue to plague the county.

\$1,281,893 would therefore be expended the next 10 years, and there will still be settling issues, piping problems, and long-term concerns. The Board wisely held off on any new repairs. The chiller system added within the last 5 years could be sold. Here is the breakdown of last year's **\$116,689.31**:

\$32,065.16	Building Operations Maintenance Repairs
\$60,045.55	Gas, Propane / Heating Oil
\$20,707.29	Electrical
\$3,871.31	Garbage Removal

We are paying an outrageous \$4.28 per square foot annual cost for utilities.

The cost of building renovations to preserve a **training center only** would be \$987,000 including site development (demolition of the stack at \$10,000), new windows, lighting, new ceilings, M/F restrooms, mechanical system for rooftop unit, and conference training center. This would include all HVAC upgrades. While we discussed initially taking a course of action to have The Baker Group simply study what it would cost to build a new building with a kitchen and training center adjacent to the old county home building, the update below reveals a new course of action.

Regarding jail crowding if a solution is to transport, it is federal inmates who would leave first before transporting. Housing federal inmates results in approximately \$300,000 a year, and figures can additionally be provided on what was gained between 2006-2014.

The capacity at Prairie Hills is 40, but as we understand it: the space is not being utilized and has not been for the last 5 weeks. When it is utilized, it is underutilized to such a degree that it has no real impact on jail crowding issues.

CBM KITCHEN RELOCATION

Finding an additional place could add more than \$0.25 per meal (over \$72,000 annually). This is an estimate.

However, the possibility of utilizing the courthouse basement kitchen may be viable but several issues would have to be worked through including if deliveries could happen in the street; courthouse security; a direct entrance right down to that area to transport meals. Given the fact that Building Services is relocating to the Eagle's Club, a space tour revealed that the space is impressive and much of the equipment could be utilized. CBM could also come to a cost-sharing agreement where they supplied the initial investment of walk-in cooler, freezer, and other necessary upgrades. CBM believes that we may very well be able to work this out, which is exciting. They have no desire to do commissary out of the kitchen.

Update: Kenny Schmitz, Building Superintendent, and Baker Group personnel found blueprints for the current LEC. They had heard previously that there was not the structural integrity to support building out, but this does not seem to be the case at all. Above the second floor / inside exercise area, there exists 65x80 (around 5,000 square feet) with solid wall all the way around it. This would provide much needed jail space and would need to be verified by a structural engineer.

Sheriff Drew is very excited about the possibility. Regarding the training center, if it was an either-or-choice between preserving a training center, giving the Baker Group a direction to build new adjacent training center on the Prairie Hills site, or expanding existing jail space, Sheriff Drew says the latter is the key priority. We could either work the exercise/gym equipment into the floor plan, or even allocate gym memberships rather than the nearly \$1 million cost of building a training facility. The gun range, housing of vehicles, and other Prairie Hills site maintenance could be maintained. Operationally, we can also see that over the next 10 years, this project could be paid for by funds otherwise wastefully expended at the current Prairie Hills facility.

Prairie Hills Meeting

August 24, 2015 from 3:00-4:30 p.m.

Sheriff's Department (Sheriff Drew, MAJ Stallman, MAJ Wieck, LT Phillips, LT Harlow)

The State Jail Inspector has deemed this to be under a variance but new construction may merit this to be deemed to be out of grandfathering/variance.

If work release inmates are not actively out there, it may be deemed to have passed its variance and reoccupancy may mean the loss of the variance.

There is also concerned with the Fire Marshall regarding the second and third floor. Fire door exits are not functional as well as sprinklers or fire escapes.

2009 RML Architect and Casey Engineering discussed what all would need to be done to the spaces but no cost estimates were delivered at that time.

It would be much safer and logistically makes more sense to have staff together and for a work release program to be located downtown.

Discussion took place of the original areas designated for females "J Block" to be work release or what an LEC remodeling/renovation would take.

Chairman Monson / Supervisor Jeremy Taylor

The Treasurer has indicated a willingness to discuss a move.

Chairman Monson shared that after getting stakeholders together, we need to approach Judges on placement. This is part of the eventual solution to follow.

Supervisor Taylor shared that at \$4.28 per square foot in utility costs (by way of comparison, Siouxland District Health \$1.37; LEC \$1.41; Trooper Hoyt \$0.99), a long-term approach means we must weigh the cost of "business as usual" in keeping the facility open with what it would cost us to take a new direction. There must be a bridging technique or a plan to open one facility January 1, 2017, for example, while transitioning from Prairie Hills.

The Baker Group (Dave Jorgensen; Shane Albrecht; Tom Borrer)

Building Superintendent Kenny Schmitz

While there is a nearly new chiller, the concern is that heating burns 100% fuel oil. New building has settling of the corridor. The electrical is cloth-covered in the old building. Windows leak like a sieve. Boiler room mechanical needs to be replaced and the stack is a true danger and liability. The stack is an absolute danger and liability and would need to come down with a new boiler system but wouldn't be easy due to where it would ultimately land. A full report of the preliminary study is available.

One of the true problems even with investing \$105,000 in boilers and new domestic hot water system is that we have no idea of the internal condition of the piping. The “patient” can get a new heart but if the rest of the cardiovascular system is bad according to The Baker Group.

The Baker Group is concerned about what it would even take to get to 5 years. They will work with Building Superintendent Kenny Schmitz to determine what it would take to even patch things for a 1-2 year transitional stretch.

Repurposing space within the LEC is a good idea; however, everything would have to be PREA-compliant and this would be a very costly endeavor. Current conditions may be subsumed into a loss of variance as well. A bond issue to float this according to all stakeholders involved would possibly have just as bad prospects as a new jail.

Superintendent Schmitz’s initial impressions were to get a wrecking ball and end expenditures.

Discussion took place on how exorbitant renovation and remodeling cost can be, especially to meet current code.

MAJ Wieck mentioned the possibility of transporting prisoners to other facilities while closing down Prairie Hills.

Next Steps:

A meeting between Kenny Schmitz, the Baker Group personnel, and possibly the State Jail Inspector could take place on the idea of renovation including a cost estimate (though this seems not a likely outcome).

Kenny Schmitz and the Baker Group can determine the total operating costs of keeping Prairie Hills afloat including the 1-2 year repairs, all utilities, and other costs associated.

Both ideas above could be weighed in the data-making decision.

The Sheriff’s Department can look at the cost of hiring 2-3 transport officers, the loss of approximately 15 prisoners to other county jails, and costs associated with transportation. Supervisor Taylor mentioned that the costs of Prairie Hills operating could be diverted to help offsetting the “loss” of funds for those prisoners, e.g. \$400,000.

Chairman Monson can gather stakeholders (Sheriff, TRC’s Jim Johnson, etc.) for a possible avenue in lieu of a bond issue costing tens of millions of dollars, which would likely not pass. Between the 2 options, both of which would require a bond issue, the transporting of prisoners would allow us to close Prairie Hills, reduce the number of prisoners, and do so without a bond issue. This alleviates overcrowding in the jail and the inefficiency of continuing to operate Prairie Hills including the real possibility of pouring hundreds of thousands of dollars (or more) and still ending up with the same result.

We will look to meet Friday, September 11, at 9:00 a.m. in the LEC.

Friday, September 18, from 8:00-9:30 a.m.

A. The Baker Group presented on how being able to bring the site up to current codes would require nearly \$8 million for the whole building renovation, \$2.272 million for one story, and \$5.778 million for the 3-story building. On a Spreadsheet entitled "Prairie Hills Remodel," their analysis gave an "aerial overview" of site development (road repair, site fencing, stacks); general construction (doors, ceilings, painting, flooring); mechanical systems (boilers, domestic water, etc.); fixed equipment (\$5/sq. ft.); and phasing (added cost over time).

B. To engage in this remodel, the county would almost certainly lose the variance or grandfathering not to mention that not utilizing this space currently could end with the same result. All three of these figures are in excess of a bonding threshold, most likely making any one of the three options untenable.

C. The discussion then moved to the utilization by the Sheriff's Department of the training facility. The Baker Group's rough estimate is that a rooftop unit and other upgrades could cost somewhere between \$500,000-\$900,000. We need a plan to get much better numbers but included in this narrowed estimate is a desire to know a more precise cost for the Rooftop Unit, new windows, a control system, a male and female shower by the workout room, taking down the stack (which represents a clear and present danger), and the preservation of adjacent areas for storage as a long-term bridge to eventual tear-down if necessary

D. This remodel cost is under the bonding threshold and could be put into a CIP for next year.

E. We discussed the operations and outrageous utility costs at Prairie Hills (\$4.28/sq ft). The utilities run approximately \$116,000 and operational costs just to "get by" run \$32,000, so the county spends nearly \$150,000 currently. The county was also ready to invest an additional \$105,000 for two new boilers and a domestic hot water system which was thankfully put on hold. Therefore, it is important that the county examine that utilities may be reduced by half (it is difficult to estimate exact numbers) but may look at only \$75,000 in utilities in future years. The county can also calculate as "saved" or "avoided cost" the additional one-time \$105,000 it would have otherwise spent on a new boiler and domestic hot water system. The \$32,000 annual operations would be greatly reduced by creating a permanent fix to ongoing issues. The county can also look to repurpose or sell the chiller at a cost under its full value. The county can *repurpose* a portion of these dollars toward the cost of what it would otherwise take perhaps in personnel and staffing to reduce the Work Release and/or utilize additional transport. At a cost of \$8 million, the county would have otherwise spent \$200,000 annually for 40 years. While with fiscal prudence and responsibility, we certainly do not want to anywhere near this annual expenditure, we have to recognize that there must be a solution to both overcrowding and a way to meet Work Release needs.

F. If CBM did not utilize the kitchen at Prairie Hills, CBM's contract can be renegotiated and they have already intimated that they have alternative site for cooking. We can also begin the process at looking at the very logical fact that the Courthouse has a kitchen which is across the street from ultimately where the food is to be transported. This cost can be renegotiated if necessary from its current \$1.54 / plate. We must be cognizant even if we are given a reduced rate because of their ability to use the Prairie Hills kitchen how much it is ultimately costing us to keep Prairie Hills fully operational.

G. There are two other keys: "24/7," which will take the Legislature and an accompanying facility, and the possibility of hiring up to 3 transport officers. I suggested that working with the House Chair of Judiciary (Chip Baltimore-R) and the Senate Chair of Judiciary (Robb Hogg-D) would be most fruitful and utilizing our local legislators to reach out to each respectively while Sheriff Drew works the Sheriff's Association and applicable law enforcement. However, I was surprised to learn when I talked to Rep. David Dawson that this Dawson-Jorgensen sponsored bill was actually assigned to Human Resources but didn't move out of subcommittee because of concerns related to cost. However, 24/7 should be self-sustaining and the brunt of cost would be fronted by counties who wanted to be on this pilot program. The counter-arguments of oversight, the lack of science, etc. need to be met with well-thought-out arguments. I will reach out to House Speaker Linda Upmeyer and think it would be good for Chairman Monson, Sheriff Drew, and myself to meet with the House counterparts (our local legislators) soon.

We also need to look at a conversation with our judges, the idea of federal prisoners being reduced if necessary, and the reutilization of those dollars saved at Prairie Hills with what it may ultimately take to be able to properly transport prisoners. This would not only reduce staff strain and overtime but subsequent liability and waste associated with an energy-expending aging facility that has serious long-term issues.



Facility Improvement Master Plan

Preliminary Report

Law Enforcement Center Expansion Needs

EXECUTIVE SUMMARY

We have had the privilege of sitting in on further discussion with the Sheriff's Department regarding Expansion Needs at the LEC and problem areas of the Prairie Hills facility. While this certainly isn't meant to be a final review of any committee's recommendation, this is a summary of what we consider to be critical components at this time and potential solutions.

First of all let's review Prairie Hills main building. The old three story building only houses the kitchen used by CBM for preparing prisoner meals. There is also an area in the lower level that is used for Jail overflow needs. The top two floors of this building are not used for anything other than some storage of county records on the second floor and minimal law enforcement training on the third floor. The heating system for the entire complex needs to be replaced and the boilers are far beyond their useful life. There are small air-handling units mounted in the ceiling cavity of all three floors to provide both heat and cooling. The Chiller providing cooling to these units is almost new but most of the space units are dysfunctional. The smoke stack for the boilers is in very poor condition with large chunks of concrete that have fallen off. The age of the kitchen equipment and the condition of the space it is housed in is very marginal. In our opinion the best solution to this building is to discontinue using it and move all services out of it.

The remaining buildings on this campus do serve a purpose and can continue to be used. The new portion that is attached to the old three story building can continue to be used but will need a heating and cooling system installed at the very least. It would be nice to make some additional improvements such as new lighting, ceilings, windows and fresh paint but this could be phased in as allowable in the budget. The heating/cooling would be a necessity. A wall should also be built to segregate the old 3 story building from the newer area until that building can be demolished.

The Law Enforcement Center has some definite space needs and if Prairie Hills doesn't exist for overflow and kitchen services other space will need to be identified. The Jail area already serves more inmates than it was ever intended to house and there is not a kitchen area for meal preparations. The Sheriff's department has evaluated the financial impact of both turning down federal inmates and farming out county inmates to compensate for the space conditions and both have significant negative financial impact.

The Court House does have a large kitchen area that is not in use and is right across the street from LEC. While the equipment would need to be upgraded, the space itself is very adequate and could house the CBM services. We recently toured the Court House Kitchen with CBM and they seemed open to exploring the possibility. They also indicated they would provide all the equipment needed for upgrading the kitchen including the walk-in cooler and freezer they would need. Obviously this type of investment would have an



Facility Improvement Master Plan

Preliminary Report

impact on the cost of meals and your contractual time period but the preliminary numbers they shared in our meeting were surprisingly low. This would need to be negotiated directly between the County and CBM and we suggest starting the process with a Letter of Intent from them to get the conditional commitment.

LEC Jail area expansion at first glance looked to be impossible. However there is an unused space above the second floor that was originally designed for an outside recreational area. There are steps going up to it from the second floor and a very high wall around it that is lined with concrete block from the floor to the top of the surrounding Equipment Penthouses. The floor itself is solid concrete just as the rest of the second floor is. This area has about 5,000 square feet in it. When this was first discussed as potential square footage for expansion we were told there had already been a study done by some engineering firm and the County had been told it would not structurally hold an expansion of the jail area. We also inquired as to who performed the actual structural study and no documentation can be found. We were also told there were no building plans available for us to take a look the design so the thought was dismissed. Just this past week as Facility Services was moving their office area out of the Court House to the Eagles Club, a box of old plans was discovered and they included the 1985 LEC prints. It appeared that one set of the prints was actually from the job construction site and has notes and changes hand entered into it. Please keep in mind that we are not Structural Engineers but from our Construction Managers review (Shane Albrecht and he does have experience in building jails) it appears that the building in this area has all the structural integrity that the rest of the facility has and should be able to support additional expansion (a lot of the load is already in place).

Before anything moves forward with other solutions we feel this concept needs to be studied in depth first. Our attached Solutions Plan outlines Steps we believe should be done. Without over inflating a cost it's impossible to quote a solid number for researching this solution. Each step outlined should be considered a "Go" or "No Go" directive and hours have been estimated so at any point either Baker Group or the County doesn't think it's feasible to move forward the study would stop and so would your costs. We believe that if it all works right we could add around 20 jail cells and an Officer Training room but there are a lot of things we need answered before we can get to a good budget number and move forward with final designs.

If the above is acceptable to Woodbury County we will be happy to provide a short form of Project Development to your attorney for review.

Best regards,

David C. Jorgenson
Director

Woodbury County LEC Solutions Plan

CM = Construction Manager
 PM = Project Manager
 Design = Profession Engineer or Architect

Estimated Professional Service Hours

	CM	PM	Design
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Step 1 Expand Jail Facility

40		32
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Evaluate the structural integrity of the Jail area of LEC to determine probability of being able to finish the 5,000 Sq. Ft of unused outside recreation area for Jail Cell expansion and Officer Training Room

Step 2 Identify Building Code Obstacles

16	8	8
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Meet with DOC and State Fire Marshall to review concept, requirements and feasibility

Step 3 Relocate Kitchen out of Prairie Hills

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Sheriff Office: Work with CBM Food Services to develop a conditional Letter of Intent for moving the food preparation Kitchen from Prairie Hills to the existing Kitchen Space in the Court House. CMB to provide all equipment needed including cooking, refrigeration, freezing, dish washing and exhaust hood improvements. Cost of equipment would be included in the meal prices and contract terms would be negotiated.

Step 3.1 IF LOI is satisfactory to Sheriff Department

16	12	
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Baker Group and **Facility Services** would work together to provide a budget for General Construction, Electrical Service, Plumbing and HVAC as needed to accommodate the space.

Step 4 Conceptual Design TBD

County to contract with Architect (Dana Rubel Larson original Architects of LEC) for conceptual design development of Jail expansion and will support Baker Group in developing budget construction costs.

Step 4.1 Construction Budget TBD TBD

Baker Group to provide design support and develop construction budget

	84	20	40	
Hourly Rate: \$	115	\$ 93	\$ 150	Total Estimate
Estimated Cost: \$	9,660	\$ 1,860	\$ 6,000	\$ 17,520

If Needed:

Step 5 Reduce foot print at Prairie Hills 8

Budget Construction costs to reduce the amount of conditioned square footage and segregate the old three story building from the newer portion until it can be demolished.