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Preface

Preface

This section of the "Needs Assessment and Feasibility Study" analyzes various criminal justice, adult and juvenile detention trends, conditions and operational cost factors relevant to developing systemic and facility improvements. The Study was undertaken by the trans-disciplinary team of Treanor Architects, HOK and CGL to provide the Unified Government with an objective basis for decision-making to address current and future facility needs.

The portion of the Study covered in this section addresses the first 7 of 11 tasks required by the Unified Government's scope of work and is organized in 3 sections as follows:

- 1) Jail Needs Assessment
 - a. Historical Data
 - b. Population Projections
 - i. County Population Projections
 - ii. Average Daily Population Projections – Adult
 - iii. Average Daily Population Projections - Juvenile
- 2) Operating Cost Analyses
 - a. 2014 Total System Operating Cost
 - b. 2014 Inmate Transport Cost
 - c. New Jail Location Option: Estimates for Court Transport
 - d. Existing Jail Staffing Needs
 - i. Recommendations
 - e. Total Current Jail Staffing Needs and Added Cost
 - f. Existing Juvenile Detention Staffing Needs
 - i. Recommendations
 - g. Future 2025 Jail Staffing Needs and Cost
 - h. Future 2025 Juvenile Detention Staffing Needs and Cost
 - i. Conclusions and Recommendations
- 3) Community Corrections and Pretrial Service Alternatives
 - a. Overview
 - b. Organization and Staffing
 - c. 2014-2015 Programs
 - i. Recommendation
 - d. Cost Performance
 - e. Conclusions and Recommendations

Section 1

Jail Capacity Needs Projections

Introduction

In August 2015, the Unified Government of Wyandotte County/Kansas City, Kansas (UG) hired Treanor Architects, HOK Architects and CGL Companies to develop a Jails Needs Assessment and Feasibility Study. A Jail Needs Assessment was completed in January 2005 by CGL Companies to provide an objective assessment of the UG's need for a new, remodeled and/or expanded adult jail. This study is an update of the 2005 Needs Assessment, and the database developed in 2005 was used as a foundation for the updated data provided by the UG.

The Wyandotte County Detention Center was opened in 1989 and has a current rated capacity of 469 adult beds and a 48 bed juvenile unit. Since the closing of the Kansas City Jail in 1993, the Detention Center has experienced overcrowded conditions and has farmed out an average of 150 inmates to nearby jails.

Interviews with key stakeholders of the UG's criminal justice system were conducted in August 2015. Data was collected and added to the database established for the 2005 Needs Assessment. The updated Needs Assessment will analyze the updated data, develop a profile of the current inmate population and provide population projections for the next thirty years at five year increments.

Historical Data

In January 2005, CGL Companies (then known as Carter Goble Lee) completed a Jails Needs Assessment and Expansion Study for the UG. The database developed for the 2005 Needs Assessment was used and updated through 2014 for this study. The 2005 study provides data extending back to 1996 for County Population, Annual Admissions (ADM), Average Daily Population (ADP), Average Length of Stay (ALOS), and the Incarceration Rate (IR). Data for adults and juveniles from the 2005 Needs Assessment was used in this updated analysis.

Population Data

Historical population data for the Needs Assessment is from the US Census Bureau. Population data is a key variable in population projections. Table 1-1 shows the county population trends from 1996 to 2014. Wyandotte County has remained relatively stable in terms of population, with an annual increase in population of 0.1 percent from 1996 to 2014. The population decreased to a low of 152,810 in 2006. Since 2006 the population in Wyandotte County has been increasing, with the most recent population of 161,636 in 2014 being the largest population in the eighteen years studied.

Table 1-1
County Population (1996-2014)

Year	Population	# Change	% / Year
1996	157,650	--	--
1997	157,858	208	0.1%
1998	158,228	370	0.2%
1999	157,980	-248	-0.2%
2000	157,857	-123	-0.1%
2001	158,246	389	0.2%
2002	157,236	-1,010	-0.6%
2003	155,790	-1,446	-0.9%
2004	154,271	-1,519	-1.0%
2005	153,586	-685	-0.4%
2006	152,810	-776	-0.5%
2007	153,317	507	0.3%
2008	153,968	651	0.4%
2009	155,085	1,117	0.7%
2010	157,773	2,688	1.7%
2011	157,990	217	0.1%
2012	159,175	1,185	0.8%
2013	160,384	1,209	0.8%
2014	161,636	1,252	0.8%
Total % Change 1996-2014:		2.5%	
Linear Annual % Change:		0.1%	
Compound Annual % Change:		0.1%	

Source: US Census Bureau, August 2015.

For juvenile populations, the age cohort of 10 to 19 years olds was used for projection models for the juvenile jail population. The juvenile population data for the Needs Assessment is from the US Census Bureau as well.

The juvenile population in Wyandotte County decreased 6.6 percent from 1996 to 2014, an annual percentage change of -0.4 percent. The juvenile population in 2009 dropped to 20,996, the lowest population of juveniles since 1996. Since 2009 the juvenile population has increased slightly, increasing to the current population of 22,477. Table 1-2 shows the historical juvenile population in Wyandotte County.

Table 1-2
County Juvenile Population (1996-2014)

Year	Population	# Change	% / Year
1996	24,070	--	--
1997	24,357	287	1.2%
1998	24,568	211	0.9%
1999	24,535	-33	-0.1%
2000	24,388	-147	-0.6%
2001	24,011	-377	-1.5%
2002	23,549	-462	-1.9%
2003	23,237	-312	-1.3%
2004	22,631	-606	-2.6%
2005	22,334	-297	-1.3%
2006	21,906	-428	-1.9%
2007	21,429	-477	-2.2%
2008	21,211	-218	-1.0%
2009	20,996	-215	-1.0%
2010	22,542	1,546	7.4%
2011	22,195	-347	-1.5%
2012	22,149	-46	-0.2%
2013	22,280	131	0.6%
2014	22,477	197	0.9%
Total % Change 1996-2014: -6.6%			
Linear Annual % Change: -0.4%			
Compound Annual % Change: -0.4%			

Source: US Census Bureau, August 2015.

Arrest Data

Historical annual arrests for adults and juveniles are used in population projection modeling, tying the number of arrests to the ADP and ADM when the variables are correlated. Most often, annual arrests will correlate more directly with ADM, while the ADP of most jails often do not correlate with the number of annual arrests. ADP is more dependent on the number of admissions (not all arrests will result in an admission to the jail, some are cited and released, or ordered to appear in court without being taken to jail).

Arrest data is from the Kansas Bureau of Investigation (KBI) Annual Crime Index Report and the Kansas City Police Department. The data is available from 2003 to 2013. The annual arrests are totaled from the following local law enforcement agencies: Wyandotte County Sheriff, Bonner Springs Police Department, Kansas City, Kansas (KCK) PD, Edwardsville PD, Kansas University Medical Center (KU MED), and other local arrests. The annual arrest data in 2003, 2007 and 2008 was obtained from the Kansas City Police

Wyandotte County Jail Needs Assessment and Feasibility Study
Section 1 Jail Needs Assessment

Department directly. For the years 2003 to 2013 total adult arrests in Wyandotte County range between 10,698 in 2003 and 42,712 in 2010. Annual adult arrests averaged 28,787 for the ten years examined, see Table 1-3.

Table 1-3
Annual Adult Arrests (2003-2013)

Year	Adult Arrest Wyandotte Co Sheriff	Adult Arrest Bonner Springs PD	Adult Arrest KCK PD	Adult Arrest Edwardsville PD	Adult Arrest KU MED	Adult Arrest Other	Adult Arrest Total	Adult Arrest per 1,000 Pop
2003	223	449	9,867	40	116	3	10,698	68.7
2004	126	479	24,902	80	177	9	25,773	167.1
2005	54	430	28,336	167	151	2	29,140	189.7
2006	0	476	28,552	97	166	35	29,326	191.9
2007	1	601	37,446	85	151	22	38,265	242.2
2008	208	699	19,146	155	132	26	20,366	132.3
2009	165	549	41,531	215	128	22	42,610	274.8
2010	63	450	41,757	232	210	0	42,712	270.7
2011	360	366	37,143	159	237	0	38,265	242.2
2012	627	449	31,825	181	191	0	33,273	209.0
2013	840	359	28,622	187	172	7	30,187	188.2
# Change	617	-90	18,755	147	56	4	19,489	119.5
% Change	276.7%	-20.0%	190.1%	367.5%	48.3%	133.3%	182.2%	174.1%
Linear Annual % Change	27.7%	-2.0%	19.0%	36.8%	4.8%	13.3%	18.2%	17.4%
Compound Annual % Change	14.2%	-2.2%	11.2%	16.7%	4.0%	8.8%	10.9%	10.6%
Average	242	482	27,739	145	166	11	28,787	184.4

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.
KBI Data from Kansas Bureau of Investigation, Crime Index, and Kansas City Police Department.

Table 1-4 show the annual juvenile arrests from 2003 to 2013. The annual arrest data in 2003, 2007 and 2008 is directly from the Kansas City Police Department. For the years 2003 to 2013, total juvenile arrests in Wyandotte County range between 743 in 2003 and 2,214 in 2009, and average 1,695 arrests per year.

Table 1-4
Annual Juvenile Arrests (2003-2013)

Year	Juvenile Arrests Wyandotte Co Sheriff	Juvenile Arrests Bonner Springs PD	Juvenile Arrests KCK PD	Juvenile Arrests Edwardsville PD	Juvenile Arrests KU MED	Juvenile Arrests Other	Juvenile Arrests Total	Juvenile Arrests per 1,000 Pop
2003	2	97	640	2	2	0	743	32.0
2004	5	109	2,014	4	6	4	2,142	94.6
2005	0	98	1,247	17	3	4	1,369	61.3
2006	0	62	2,014	14	2	5	2,097	95.7
2007	1	71	1,677	17	0	1	1,767	82.5
2008	17	84	1,709	9	4	2	1,825	86.0
2009	9	57	2,132	13	1	2	2,214	105.4
2010	63	43	1,950	36	3	0	2,095	92.9
2011	25	26	1,672	13	5	0	1,741	78.4
2012	21	42	1,682	8	0	0	1,753	79.1
2013	16	13	857	8	3	0	897	40.3
# Change	14	-84	217	6	1	0	154	8.3
% Change	700%	-87%	34%	300%	50%	NA	21%	26%
Linear Annual % Change	70%	-9%	3%	30%	5%	NA	2%	3%
Compound Annual % Change	23%	-18%	3%	15%	4%	NA	2%	2%
Average	14	64	1,599	13	3	2	1,695	77.1

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.
KBI Data from Kansas Bureau of Investigation, Crime Index, and Kansas City Police Department.

Jail Data – Admissions

Jail Admissions annual data is from the Wyandotte County Sheriff's Office, and extend from 1996 to 2014. ADM in Wyandotte County has increased 5.1 percent from 1998 to 2014, which is an annual percentage increase of 0.3. The 18 year average for ADM is 13,661, see Table 1-5.

Table 1-5
Adult Annual Admissions (1996-2014)

Year	Wyandotte Population	Admissions (ADM)	ADM/ 1,000 Pop
1996	157,650	11,076	70.3
1997	157,858	11,508	72.9
1998	158,228	12,832	81.1
1999	157,980	12,524	79.3
2000	157,857	13,214	83.7
2001	158,246	13,753	86.9
2002	157,236	13,891	88.3
2003	155,790	13,927	89.4
2004	154,271	15,644	101.4
2005	153,586	14,984	97.6
2006	152,810	15,464	101.2
2007	153,317	15,849	103.4
2008	153,968	15,878	103.1
2009	155,085	15,249	98.3
2010	157,773	13,400	84.9
2011	157,990	12,353	78.2
2012	159,175	13,511	84.9
2013	160,384	12,867	80.2
2014	161,636	11,641	72.0
# Change	3,986	565	1.8
% Change	2.5%	5.1%	2.5%
Linear Annual % Change	0.1%	0.3%	0.1%
Compound Annual % Change	0.1%	0.3%	0.1%
Average	156,886	13,661	87.2

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.

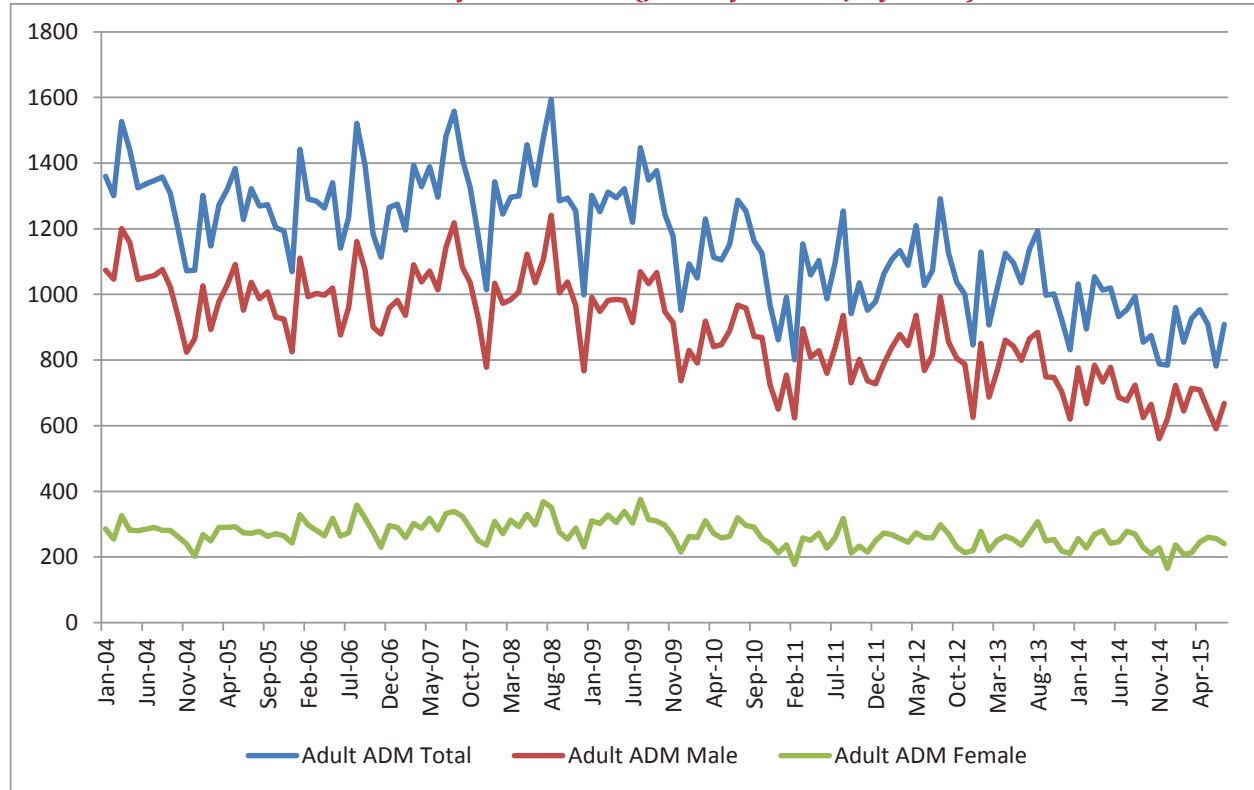
Notes: 1996-2004 Data from the 2005 Needs Assessment

Jail ADM per 1,000 county resident populations is shown in the far left column of Table 1-5. The number of admissions per 1,000 residents averages 87.2 admissions per 1,000 residents. From 1996 to 2014, the ADM per 1,000 population has increased 2.5 percent, or 0.1 percent annually. This indicates the number of ADM to the jail has increased at a faster pace than the county's residential growth.

For the updates Needs Assessment, the Wyandotte County Sheriff's Office provided monthly data for ADM from January 2004 to July 2015. The ADM data is provided monthly by gender and shows the many fluctuations in jail ADM. The male ADM is the driving force behind the total jail ADM, with the top two lines

mirroring each other most months. The female ADM ranges from roughly 200 to 400 and is shown as the bottom line of Figure 1-1, the adult monthly admissions.

Figure 1-1
Adult Monthly Admissions (January 2004 – July 2015)



The graph shows the total ADM rate decreasing from 2004 to 2015. The monthly adult total ADM averaged 1,163 from January 2004 to July 2015. The total adult ADM averaged 933 in calendar year 2014.

Juvenile annual ADM have decreased 48.5 percent from 1996 to 2014. Juvenile annual ADM peaked at 1,300 in 2003 and have decreased to 657 in 2014, the fewest number of juvenile ADM in the study. The annual juvenile ADM averaged 1,114 from 1996 to 2014.

The number of juvenile ADM per 1,000 juvenile population decreased 44.8 percent from 1996 to 2014, an annual percentage decrease of 3.2 percent, see Table 1-6. While the juvenile population has decreased in Wyandotte County from 1996 to 2014, the number of annual juvenile ADM decreased at a faster rate.

**Table 1-6
Juvenile Annual Admissions (1996-2014)**

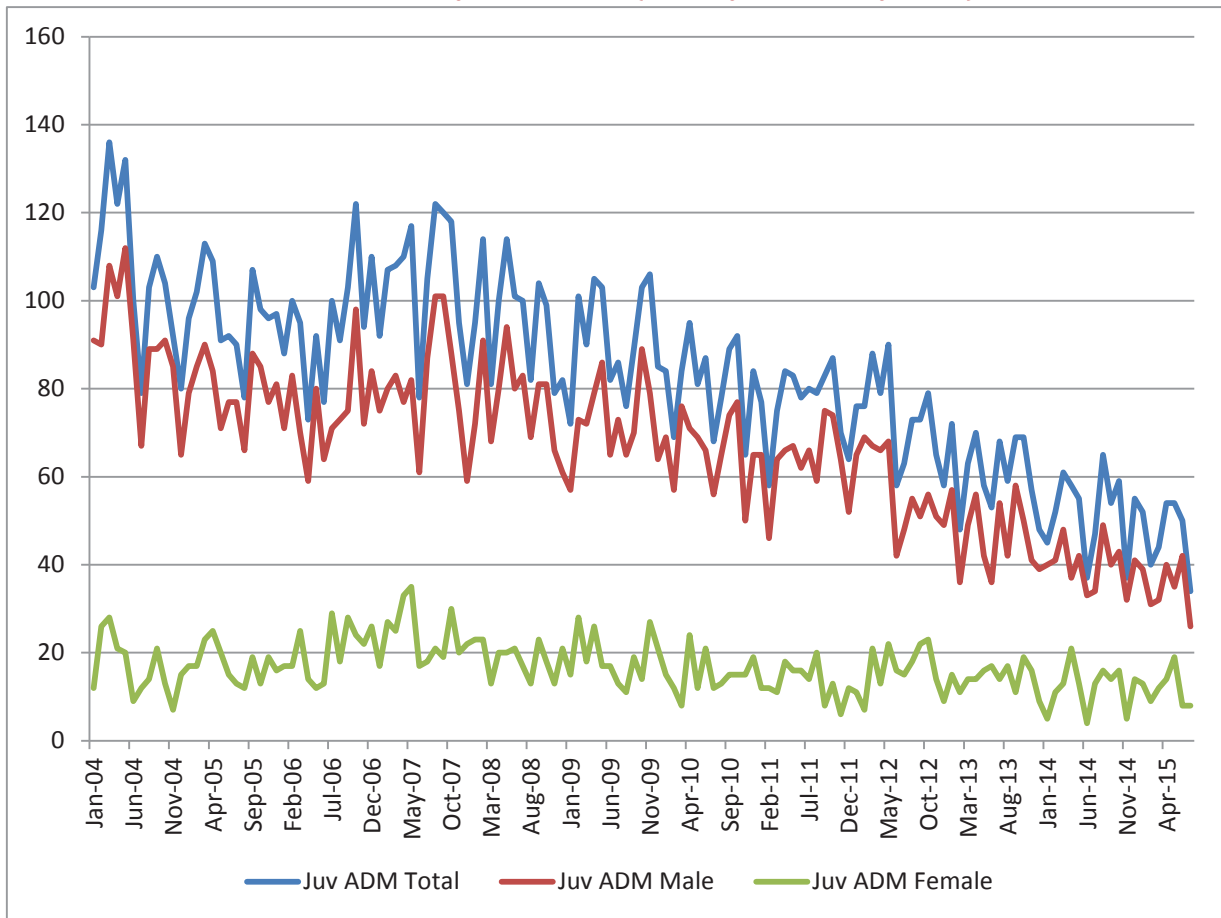
Year	Wyandotte Population	Admissions (ADM)	ADM/ 1,000 Pop
1996	24,070	1,275	53.0
1997	24,357	1,230	50.5
1998	24,568	1,280	52.1
1999	24,535	1,140	46.5
2000	24,388	1,140	46.7
2001	24,011	1,225	51.0
2002	23,549	1,250	53.1
2003	23,237	1,300	55.9
2004	22,631	1,275	56.3
2005	22,334	1,169	52.3
2006	21,906	1,145	52.3
2007	21,429	1,253	58.5
2008	21,211	1,151	54.3
2009	20,996	1,098	52.3
2010	22,542	976	43.3
2011	22,195	918	41.4
2012	22,149	907	40.9
2013	22,280	768	34.5
2014	22,477	657	29.2
# Change	-1,593	-618	-23.7
% Change	-6.6%	-48.5%	-44.8%
Linear Annual % Change	-0.4%	-2.7%	-2.5%
Compound Annual % Change	-0.4%	-3.6%	-3.2%
Average	22,888	1,114	48.6

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.

Notes: 1996-2004 Data from the 2005 Needs Assessment

For the updates Needs Assessment, the Wyandotte County Sheriff's Office provided monthly juvenile data for ADM from January 2004 to July 2015. The juvenile ADM data is provided monthly by gender and shows the many fluctuations in jail ADM. The male juvenile, after exceeding 130 in 2004, has decreased to 26 in July 2015. Female juvenile ADM averages 12 ADM per month from January 2004 to July 2015, see Figure 1-2.

Figure 1-2
Juvenile Monthly Admissions (January 2004 – July 2015)



Jail Data – Average Daily Population

The Average Daily Population (ADP) in the jail is the primary variable for projections, as it is the variable that determines future bed space need. The historic annual ADP from 1996 to 2003 is from the previous report, while the 2004 to 2014 annual ADP is from the Wyandotte County Sheriff's Office. The annual ADP has increased from 306 in 1996 to 482 in 2014. The annual ADP has increased 57.4 percent since 1996, an annual percentage increase of 2.6 percent. The 18 year average for annual ADP is 460.

The incarceration rate (IR) measures the ADP in relation to the resident population. The IR in Wyandotte County has increased 53.5 percent from 1996 to 2014, an annual percentage increase of 2.4 percent. The average IR is 2.9. The 2014 IR was 3.0, slightly above the average, see Table 1-7.

Table 1-7
Adult Annual ADP (1996-2014)

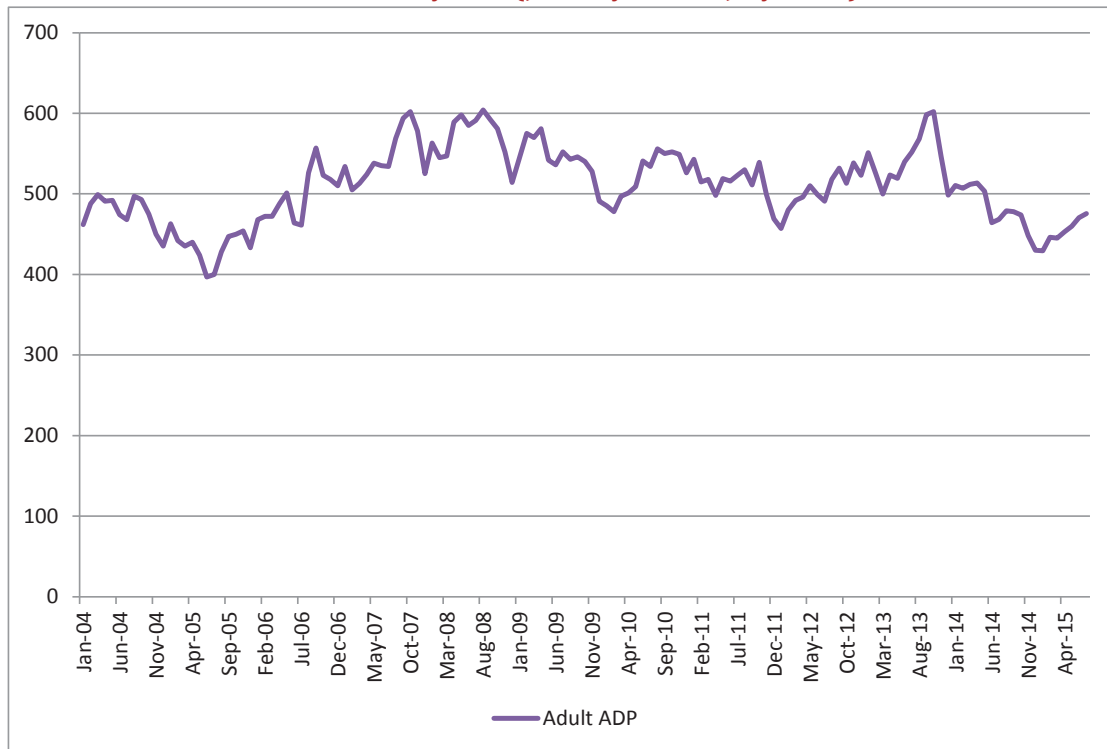
Year	Wyandotte Population	ADP	IR per 1,000 pop
1996	157,650	306	1.9
1997	157,858	327	2.1
1998	158,228	378	2.4
1999	157,980	408	2.6
2000	157,857	400	2.5
2001	158,246	413	2.6
2002	157,236	437	2.8
2003	155,790	443	2.8
2004	154,271	474	3.1
2005	153,586	432	2.8
2006	152,810	494	3.2
2007	153,317	543	3.5
2008	153,968	569	3.7
2009	155,085	543	3.5
2010	157,773	521	3.3
2011	157,990	513	3.2
2012	159,175	515	3.2
2013	160,384	544	3.4
2014	161,636	482	3.0
# Change	3,986	176	1.0
% Change	2.5%	57.4%	53.5%
Linear Annual % Change	0.1%	3.2%	3.0%
Compound Annual % Change	0.1%	2.6%	2.4%
Average	156,886	460	2.9

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.

Notes: 1996-2004 Data from the 2005 Needs Assessment

Figure 1-3 shows the monthly ADP from January 2004 to July 2015. The figure shows the peaks in the ADP from month to month, which is addressed in the next subsection. The monthly ADP from January 2004 to July 2015 peaked at 604 in August 2008 and exceeded 600 again in October 2013.

Figure 1-3
Adult Monthly ADP (January 2004 – July 2015)



Jail Incarceration Rate Comparisons

The degree to which a jurisdiction uses its jail system to manage suspected and sentenced criminal offenders shows its level of reliance on the jail versus alternative means of offender management and supervision that does not require secure confinement. Comparison of the local “incarceration rate” (ADP per 1,000 population census) to that of other counties in the same state or region are often helpful to local leaders and constituents as benchmarks in assessing their local criminal justice policy and practice.

Table 1-8 and the Figure 1-4 bar graph from its data shows the recent incarceration rates from mid-year 2014 found in Wyandotte County and several adjacent or nearby counties in Kansas and Missouri along with the state-wide rates for all jails reporting in the Mid-Year 2014 Bureau of Justice Statistics Jail Census. It must be noted that except for Wyandotte County that all other jails and the state-wide rates reported only include inmates held in the jurisdiction’s own Jail(s) and not other “farm-out” inmates that may be held in other jurisdiction’s jails or a privately operated facility as is reported for Wyandotte County.

Wyandotte County has one of the higher incarceration rates in Kansas, especially when all the farm-out inmates are also considered, whereby only Saline has a higher rate. Without the farm-outs considered it is still above the State rate, but lower than Butler, Sedgwick and Saline.

Table 1-8
Mid-Year 2014 County Jail Incarceration Rates

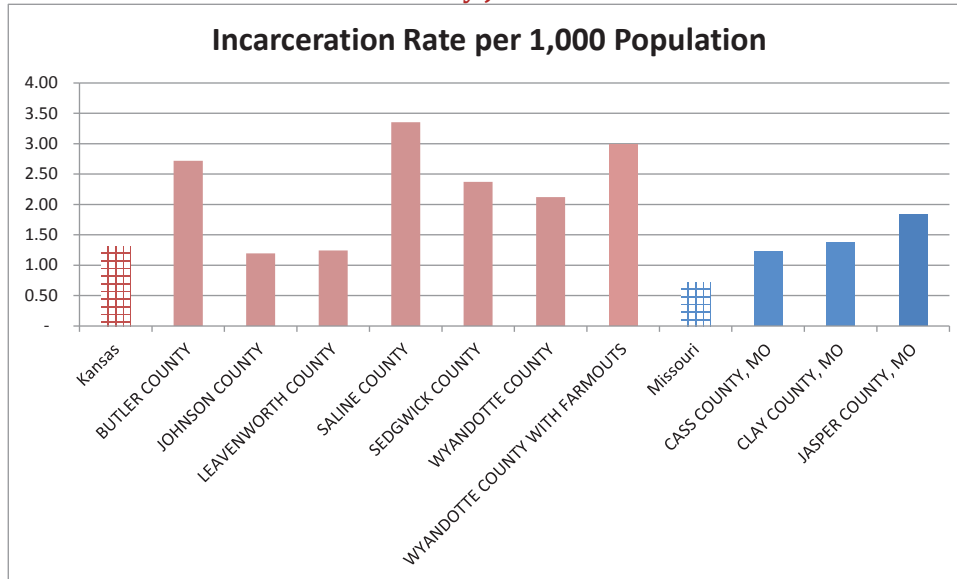
State and County	Inmates in Jail	2014 Co. Pop.	IR/1,000
Kansas	3,796	2,904,000	1.31
Butler County	180	66,227	2.72
Johnson County	687	574,272	1.20
Leavenworth County	98	78,797	1.24
Saline County	187	55,755	3.35
Sedgwick County	1,207	508,803	2.37
Wyandotte County	343	161,636	2.12
Wyandotte County with Farmouts	482	161,636	2.98
Missouri	4,361	6,063,600	0.72
Cass County, MO	124	100,889	1.23
Clay County, MO	320	233,682	1.37
Jasper County, MO	216	117,543	1.84

Source: US Census Bureau, Bureau of Justice Statistics, October 2015.

Note: Jail population does not include inmates housed in other facilities (Farm Outs)

Including farm outs, Wyandotte County's IR was 2.98 per 1,000 Residents.

Figure 1-4
Mid-Year 2014 County Jail Incarceration Rates



The three counties shown in Missouri tend to be very low as does the entire State average compared not only to Kansas, but also rates that are common for many other states. The Figure 4-1 chart also shows the difference for Wyandotte with and without the farm-out inmates held in the Leavenworth facility.

Juvenile Detention Average Daily Population

The juvenile annual ADP in the jail has decreased from 43 in 1996 to 34 in 2014. The juvenile annual ADP has increased 57.4 percent since 1996, an annual percentage increase of 2.6 percent. The juvenile annual ADP peaked in 1998 and 1999 at 49, and has decreased to its lowest level in 2014. The juvenile IR per 1,000 juvenile residents has decreased 14.7 percent from 1996 to 2014. The average juvenile IR is 1.8 per 1,000 juvenile residents, and currently the juvenile IR is 1.5, see Table 1-9.

Table 1-9
Juvenile Annual ADP (1996-2014)

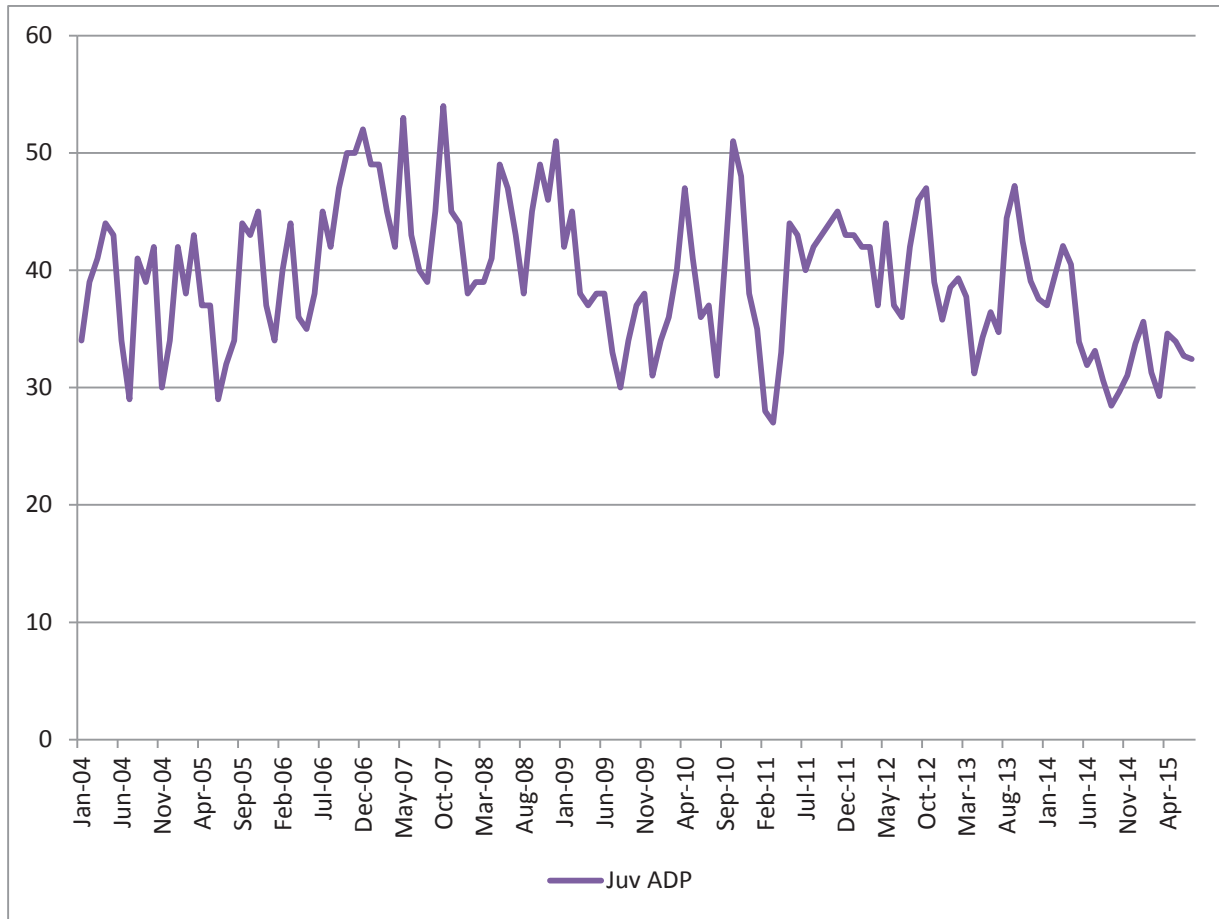
Year	Wyandotte Population	ADP	IR per 1,000 pop
1996	24,070	43	1.8
1997	24,357	43	1.8
1998	24,568	49	2.0
1999	24,535	49	2.0
2000	24,388	45	1.8
2001	24,011	35	1.5
2002	23,549	36	1.5
2003	23,237	36	1.5
2004	22,631	38	1.7
2005	22,334	38	1.7
2006	21,906	42	1.9
2007	21,429	45	2.1
2008	21,211	43	2.0
2009	20,996	36	1.7
2010	22,542	40	1.8
2011	22,195	39	1.8
2012	22,149	41	1.8
2013	22,280	39	1.7
2014	22,477	34	1.5
# Change	-1,593	-9	-0.3
% Change	-6.6%	-20.3%	-14.7%
Linear Annual % Change	-0.4%	-1.1%	-0.8%
Compound Annual % Change	-0.4%	-1.3%	-0.9%
Average	22,888	41	1.8

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.

Notes: 1996-2004 Data from the 2005 Needs Assessment

The juvenile monthly ADP from January 2004 to July 2015 is shown on Figure 1-5. The juvenile monthly ADP figure shows the peaks and valleys of the juvenile population in the jail, with a peak of 54 in October 2007 and a low of 27 in March 2011.

Figure 1-5
Juvenile Monthly ADP (January 2004 - July 2015)



The relationship between monthly ADM and monthly ADP is plotted on Figure 1-6 for adults and Figure 1-7 for juveniles. The adult ADP from January 2004 to July 2015 has increased by 2.9 percent while at the same time the adult ADM has decreased by 33.2 percent. The monthly ADM peaks and valleys are more pronounced than the fluctuations in monthly ADP.

The fluctuations of juvenile monthly ADM and ADP on Figure 1-7 look more pronounced than the fluctuations in the adult data. This is attributed to the small numbers of juvenile ADM and juvenile ADP compared with the adults.

Figure 1-6
Adult Monthly ADP and Admissions (January 2004 – July 2015)

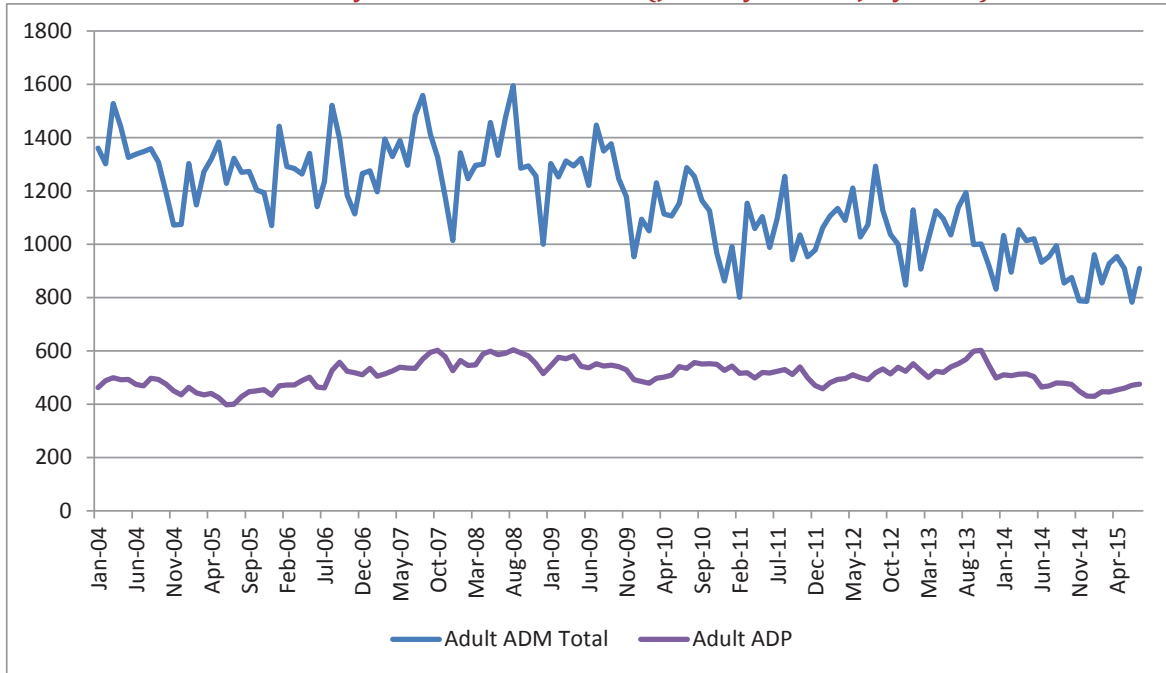
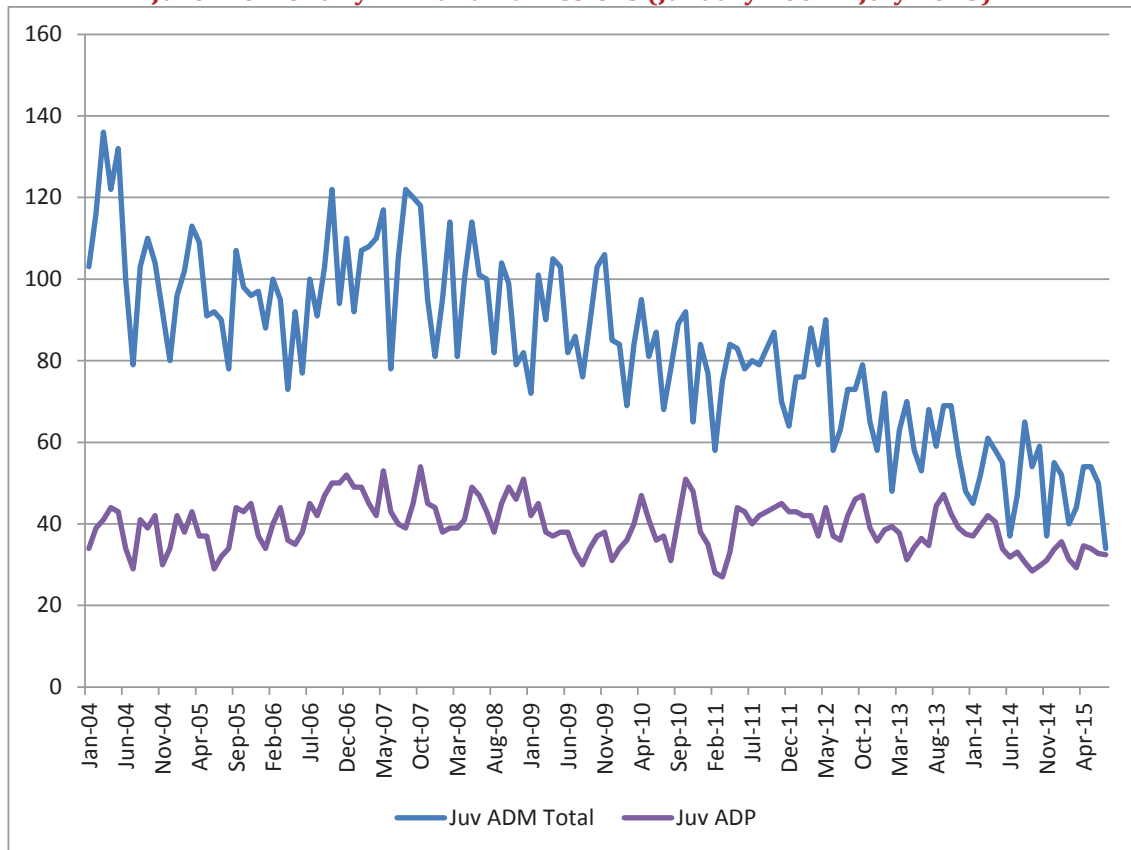


Figure 1-7
Juvenile Monthly ADP and Admissions (January 2004 – July 2015)



Jail Data – Population Peaking

The previous subsection concentrated on the average annual ADP for adults and juveniles in Wyandotte County. The monthly fluctuations of monthly data from January 2004 to July 2015 are shown in Tables 1-10 for adults and Table 1-11 for juveniles. The peaking values are calculated each year by taking the average population of the three highest months of population and comparing that average to the annual average. The peaking value from 2004 to 2015 is 5.8 percent for adults and 14.8 percent for juveniles. The juvenile peaking figure is higher with juveniles because of the smaller ADP. These peaking percentages will be used to calculate the jail bed space need from the projected ADP.

Table 1-10
Adult Monthly ADP Peaking (January 2004 – July 2015)

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Average
January	462	463	468	534	563	544	485	543	457	551	510	429	501
February	488	442	472	505	545	575	478	515	480	526	507	446	498
March	499	435	472	513	547	570	497	518	492	500	512	445	500
April	491	440	488	524	589	581	501	498	496	523	513	453	508
May	492	424	501	538	598	542	509	519	510	519	503	460	510
June	474	397	464	535	585	536	541	516	499	540	464	470	502
July	468	400	461	534	591	552	534	523	491	552	468	475	504
August	497	428	526	569	604	543	556	530	518	568	479	NA	529
September	493	447	557	594	592	546	550	511	532	598	478	NA	536
October	475	450	523	602	581	540	552	539	513	602	474	NA	532
November	450	454	518	578	552	528	549	499	539	547	448	NA	515
December	435	433	510	525	514	491	526	469	523	498	430	NA	487
Average	477	434	497	546	572	546	523	515	504	544	482	454	508
3 Month High Avg	496	456	535	591	598	575	553	537	531	589	512	473	537
Peaking Factor	4.1%	4.9%	7.8%	8.3%	4.6%	5.4%	5.6%	4.3%	5.4%	8.4%	6.1%	4.1%	5.8%

Source: Wyandotte County Sheriff's Office, August 2015.

Table 1-11
Juvenile Monthly ADP Peaking (January 2004 – July 2015)

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Average
January	34	42	34	49	38	42	34	35	43	39	37	36	39
February	39	38	40	49	39	45	36	28	42	39	40	31	39
March	41	43	44	45	39	38	40	27	42	38	42	29	39
April	44	37	36	42	41	37	47	33	37	31	41	35	38
May	43	37	35	53	49	38	41	44	44	34	34	34	41
June	34	29	38	43	47	38	36	43	37	36	32	33	37
July	29	32	45	40	43	33	37	40	36	35	33	32	36
August	41	34	42	39	38	30	31	42	42	44	31	NA	38
September	39	44	47	45	45	34	41	43	46	47	28	NA	42
October	42	43	50	54	49	37	51	44	47	42	30	NA	44
November	30	45	50	45	46	38	48	45	39	39	31	NA	41
December	34	37	52	44	51	31	38	43	36	38	34	NA	40
Average	38	38	43	46	44	37	40	39	41	39	34	33	39
3 Month High Avg	43	44	51	52	50	42	49	44	46	45	41	35	45
Peaking Factor	14.7%	14.5%	18.5%	13.9%	13.5%	13.4%	21.7%	13.9%	11.7%	15.9%	18.7%	7.0%	14.8%

Source: Wyandotte County Sheriff's Office, August 2015.

The low and high peaking values are used in bed space need projections as well. For adults, the lowest peaking is 4.1 percent and used in the lower bound bed space need projections. The highest peaking year was 8.4 percent and is used in the upper bound bed space projections. For the juvenile bed space needs,

the low peaking value of 11.7 percent and the high value of 21.7 percent are used for the lower and upper bound bed space needs respectively.

Jail Data – Average Length of Stay

The adult annual average length of stay (ALOS) of inmates in the system was calculated by multiplying the annual ADP by 365 and dividing by the annual ADM. This figure shows how many days the average inmates spent in jail. ALOS has a significant effect on jail populations. The ALOS of inmates is shown on Table 1-12.

Table 1-12
Adult Annual ALOS (1996-2014)

Year	Wyandotte Population	ALOS
1996	157,650	10.1
1997	157,858	10.4
1998	158,228	10.8
1999	157,980	11.9
2000	157,857	11.0
2001	158,246	11.0
2002	157,236	11.5
2003	155,790	11.6
2004	154,271	11.1
2005	153,586	10.5
2006	152,810	11.7
2007	153,317	12.5
2008	153,968	13.1
2009	155,085	13.0
2010	157,773	14.2
2011	157,990	15.2
2012	159,175	13.9
2013	160,384	15.4
2014	161,636	15.1
# Change	3,986	5.0
% Change	2.5%	49.7%
Linear Annual % Change	0.1%	2.8%
Compound Annual % Change	0.1%	2.3%
Average	156,886	12.3

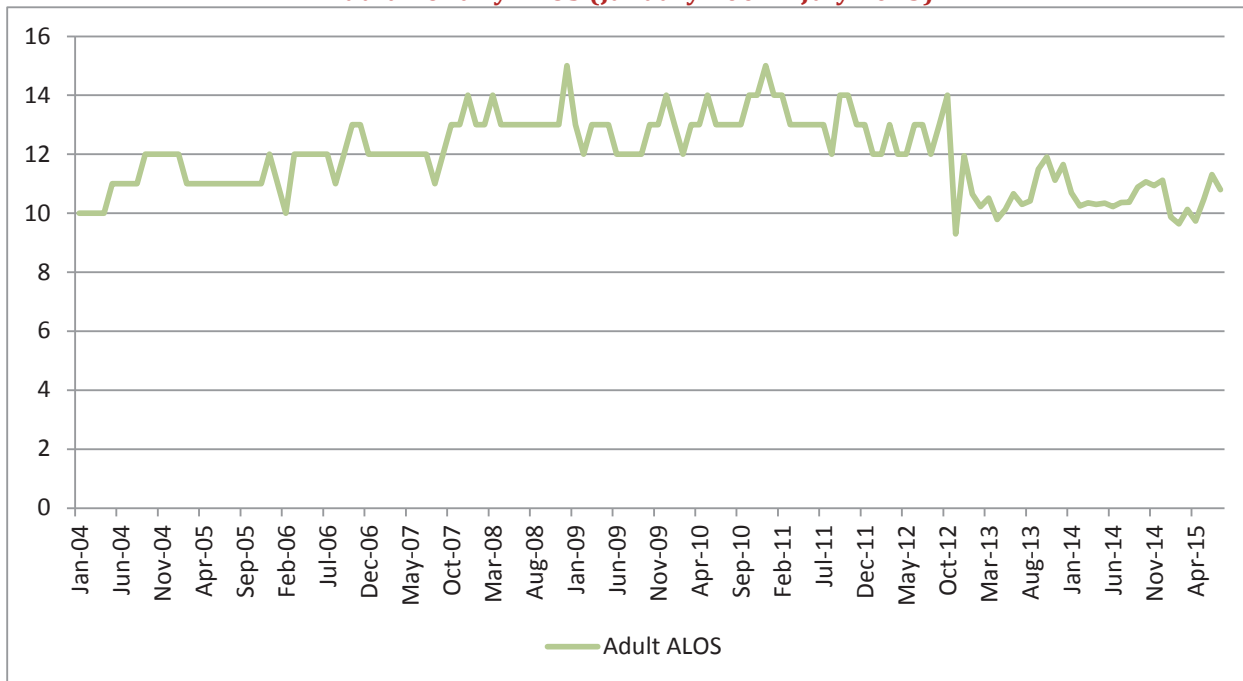
Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.

Notes: 1996-2004 Data from the 2005 Needs Assessment

The adult annual ALOS has increased 49.7 percent from 1996 to 2014, from 10.1 days to 15.1 days. Increases in ALOS and the increased time inmates spend in jail, will increase the ADP.

Figure 1-8 graphs the ALOS of the monthly jail data for adults. The monthly ALOS dipped in December 2012, which is when the Wyandotte County jail switched data reporting systems. The monthly ALOS was not calculated like the annual ALOS; it was provided in monthly reports from the Wyandotte County Sheriff's Office.

Figure 1-8
Adult Monthly ALOS (January 2004 - July 2015)



The juvenile annual ALOS of inmates in the system was calculated by multiplying the annual ADP by 365 and dividing by the annual ADM. Table 1-13 shows the juvenile annual ALOS from 1996 to 2014. The juvenile annual ALOS increased 54.7 percent from 1996 to 2014, from 12.3 days to 19.0 days. The 1996 to 2014 annual average ALOS is 13.6 days, meaning the ALOS in 2014 and 2013 were much higher than average.

Table 1-13
Juvenile Annual ALOS (1996-2014)

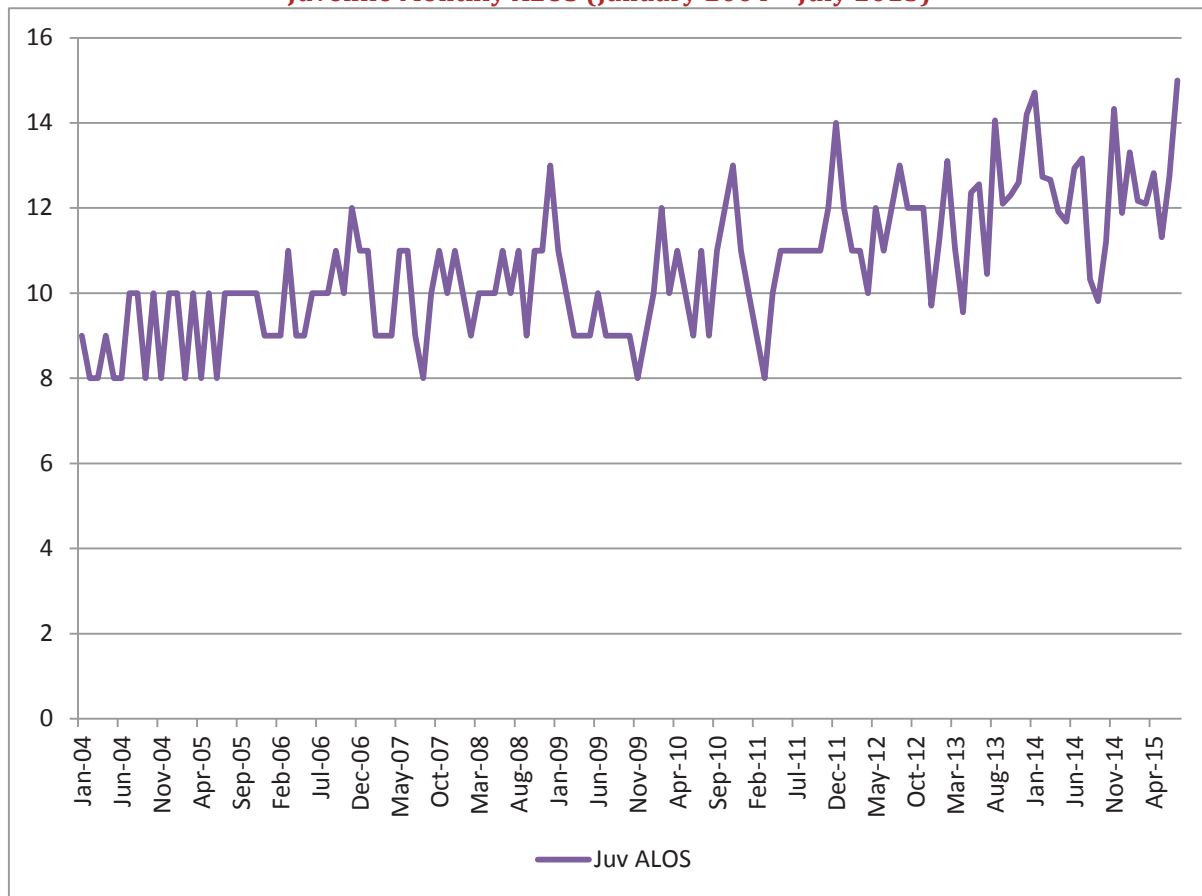
Year	Wyandotte Population	ALOS
1996	24,070	12.3
1997	24,357	12.8
1998	24,568	14.0
1999	24,535	15.7
2000	24,388	14.4
2001	24,011	10.4
2002	23,549	10.5
2003	23,237	10.1
2004	22,631	10.9
2005	22,334	11.9
2006	21,906	13.4
2007	21,429	13.1
2008	21,211	13.6
2009	20,996	12.0
2010	22,542	15.0
2011	22,195	15.5
2012	22,149	16.4
2013	22,280	18.3
2014	22,477	19.0
# Change	-1,593	6.7
% Change	-6.6%	54.7%
Linear Annual % Change	-0.4%	3.0%
Compound Annual % Change	-0.4%	2.5%
Average	22,888	13.6

Source: US Census Bureau, Wyandotte County Sheriff's Office, August 2015.

Notes: 1996-2004 Data from the 2005 Needs Assessment

Figure 1-9 graphs the juvenile ALOS of the monthly jail data. The monthly juvenile ALOS has been increasing of late with the highest ALOS occurring in July 2015. As with the monthly adult data, the monthly ALOS was not calculated like the annual ALOS; it was provided in monthly reports from the Wyandotte County Sheriff's Office.

Figure 1-9
Juvenile Monthly ALOS (January 2004 – July 2015)



Jail Data – Profile of Current Inmate Population

To profile the current inmate population, the Wyandotte County Sheriff's Office provided three day snapshots detailing the time spent in jail and the bond amounts of pretrial inmates. The length of time that a jail misdemeanor or felony case moves from arrest to conclusion is a major factor in determining whether a jurisdiction has the ability to lower the ALOS of its pre-trial population. American Bar Association (ABA) standards and state guidelines regarding timely disposition are often used as a target goal for the movement of cases.

Kansas has case processing standards that recommend misdemeanor cases progress from arrest to trial or plea within 60 days and felony cases within 120 days. These standards are similar to the ABA's misdemeanor standard that recommends 90 percent of misdemeanor cases move from arrest to case completion within 30 days, and 98 percent within 60 days. Concurrently, the ABA's standard for felony cases is 90 percent within 120 days and 98 percent within 180 days. These standards are for all charged inmates; regardless of whether they are free on bail or incarcerated. While there is no stated standard for technical probation violation cases, the fact that these hearings are not evidentiary suggests that the vast majority should be concluded within 30 days of arrest.

The snapshots provided are from July 20, 23, and 25, 2015. The ADP for these snapshot dates is 464. The number of pretrial felons in custody no longer than 120 days averages 59.4 percent, much lower than the ABA recommendation of 90 percent. The technical probation violators processing time do not meet the ABA standards, with 74.4 percent of the technical probation violators in jail 30 days and less. From the data, shown on Table 1-14, Wyandotte County can reduce the jail ADP by over 23 percent with the timely disposition of pretrial felons and technical probation violators.

Table 1-14
Adult ADP 3 Day Snapshot Averages – Time in Jail
Snapshot 3 Day Average (464 ADP)

Days in Jail	Number of Inmates					
	Civil	Pretrial Ordinance	Pretrial Misdemeanants	Pretrial Felons	Technical Probation Violation	Inmates Sentenced
1-12 hours	1.3	8.0	3.0	5.7	4.3	1.7
12-24 hours	1.3	4.3	0.3	6.7	4.0	11.7
1-5 days	2.3	7.0	1.7	19.3	2.7	1.3
5-30 days	2.3	3.7	0.7	49.7	13.7	11.0
31-60 days	0.0	0.0	0.0	59.7	8.3	0.7
61-90 days	0.0	0.0	0.3	42.7	0.0	3.0
91-120 days	0.0	0.0	0.0	31.3	0.0	4.0
121-180 days	0.0	0.0	0.0	51.7	0.0	0.0
181-365 days	0.0	0.0	0.0	62.3	0.0	0.0
Over 1 year	0.0	0.0	0.0	32.7	0.0	0.0
Totals	7.3	23.0	6.0	361.7	33.0	33.3
% at ABA Standard	NA	100.0%	91.7%	59.4%	74.4%	NA
ABA Standard	NA	90% @ 30 days	90% @ 30 days	90% @ 120 days	90% @ 30 days	NA
Impact of ABA Standard	NA	0	0	111	5	NA
ADP Reduction	NA	0.0%	0.0%	23.7%	1.1%	NA

Source: Wyandotte County Sheriff's Office, CGL Companies, September 2015.

From the same snapshot data, the number of inmates with bonds between \$1,001 and \$50,000, if reduced by 15 percent could yield an ADP reduction of over 7 percent, see Table 1-15.

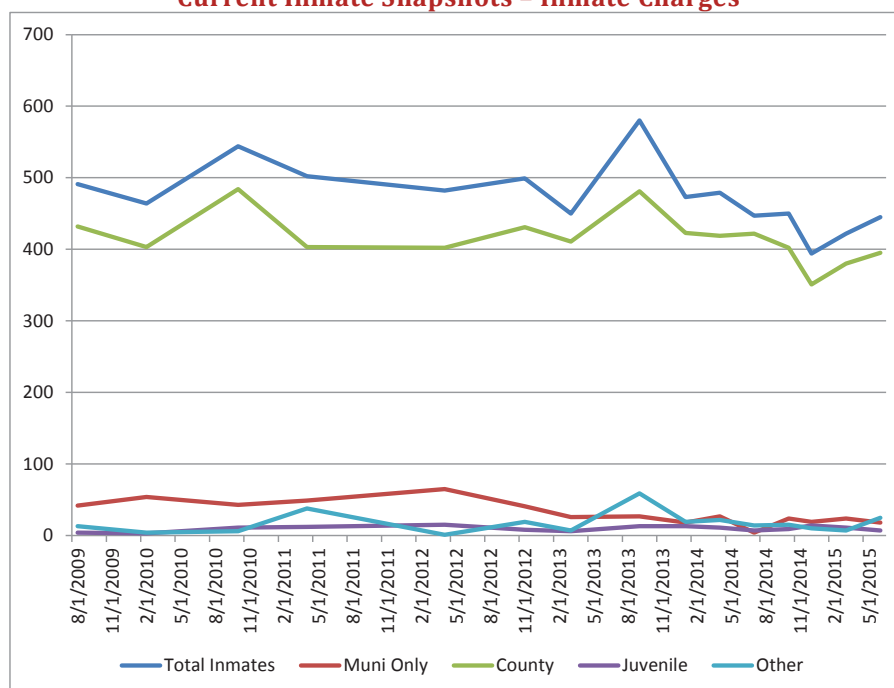
Table 1-15
Adult ADP 3 Day Snapshot Averages – Bond Amounts
3 Day Average Snapshot

Bond Amount	Number of Pre-Trial Inmates				
	Civil	Pretrial Ordinance	Pretrial Misdemeanants	Pretrial Felons	Technical Probation Violation
\$1-\$1,000	6.0	17.7	4.3	0.0	0.3
\$1,001 - \$5,000	0.3	0.7	1.3	40.3	1.7
\$5,001 - \$10,000	0.0	0.0	0.0	37.7	2.0
\$10,001 - \$50,000	0.0	0.0	0.0	141.3	1.3
\$50,000 +	0.0	0.0	0.0	125.0	0.0
No Bond	1.0	6.0	0.0	43.7	24.0
Totals	7.3	24.3	5.7	388.0	29.3
Impact @ 15% of \$1,001 - \$50,000	0	0	0	33	1
ADP Reduction	0.0%	0.0%	0.0%	7.1%	0.2%

Source: Wyandotte County Sheriff's Office, CGL Companies, September 2015.

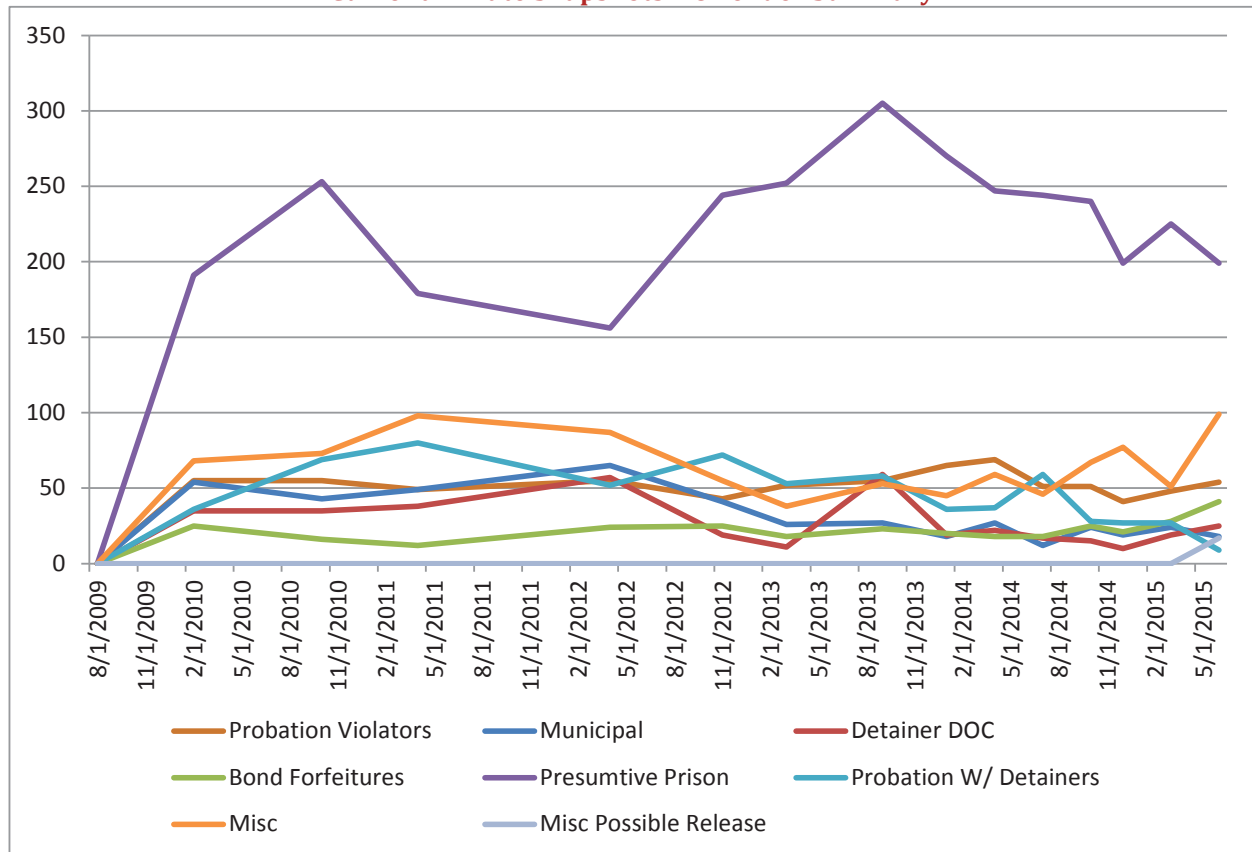
The UG additionally provides a quarterly snapshot analysis of the Wyandotte County jail population. The quarterly reports from August 2009 to August 2015 were provided for analysis. The detailed reports show the types of charges that inmates currently have while in jail. Figure 1-10 shows the majority of inmates in Wyandotte County are serving county charges. Those with municipal charges only have reduced in number from May 2012. Juvenile and other charges are shown as well.

Figure 1-10
Current Inmate Snapshots – Inmate Charges



The UG quarterly snapshot analysis of the Wyandotte County jail population summarizes the type of offenders in jail as well. Figure 1-11 shows the majority of inmates in Wyandotte County are those that are “presumptive prison” inmates.

Figure 1-11
Current Inmate Snapshots - Offender Summary



Population Projections

The projections for average daily population and bed space needs are based on three major factors: system based statistical models, demographic based statistical models and time series modeling.

The development of the Wyandotte County system wide jail ADP and bed space projections uses twelve models to forecast population levels to the year 2045. The projection models for ADP and bed space needs were repeated for the juvenile projections. The primary factors employed for the models were the annual ADP, annual admissions, ALOS, and county population projections in Wyandotte County. The annual data from 2014 serves as the baseline year for the projections models. The following is a description of each model considered, broken into the three modeling categories.

System Based Statistical Models

- Model 1–Historical Trend Percentage Change calculates the total percentage change from the beginning point to the end point of the historical data series. The annual percentage increase rate used in the model was applied to the base year and subsequent years to calculate future ADP levels.
- Model 2 – Historical Compound Annual Growth Rate (CAGR) uses the historic annual growth rates to determine a percentage of growth. Often used in financial forecasting, the CAGR is applied to the projection end date of 2045.
- Model 3 – Mean Deviation compares the peak year population to the average from the historic data. The models is standardized by dividing the number of years observed. The mean deviation model shows the high points in most models as it is projected forward.

Demographic Based Models

- Model 4 – Incarceration Rate Percentage Change uses the historic change in ADP per 1,000 residents of Wyandotte County, also known as the Incarceration Rate, and extends the change in incarceration rate to the year 2045. The percentage is applied to the Wyandotte County population projections. Model 4 uses the county-wide population for the adult projections and the 10 to 19 year olds population for the juvenile ADP projections.
- Model 5 – Ratio to Population. This model is dependent on annual population projections for residents of Wyandotte County and the juvenile population. The difference in models 4 and 5 is that the percentage change is not considered in Model 5, as the existing, high, average and low historic incarceration rates are applied to the population projections. The incarceration rate of is the driving factor of model 5.
- Model 6 – ALOS to Projected Bookings Model applies existing, high, average and low ALOS rates from the base year and applies it to projected booking to 2045.
- Model 7 – Ratio to Violent and Property Crimes. Uses the historic ratios of violent and property crimes to inmate population. The ratio is then applied to projected crimes based on historic trends.
- Model 8 – Ratio to Arrests. Uses the historic ratios of arrests to inmate population. The ratio is then applied to projected arrests based on historic arrest trends.

Time Series Modeling

- Model 9- Linear Regression determines a best fit line considering the historic ADP over time. This best fit line is extended to 2045.

- Model 10 – Multiple Regressions determines a best fit line considering the ADP over time and Wyandotte County population. Multiple regressions are run on time and population and Jail admissions. This best fit line is extended to 2045.
- Model 11 – Box-Jenkins ARIMA uses an Autoregressive Integrated Moving Average technique from a computerized formula. Model 11 uses the Box-Jenkins model of ARIMA which is used typically for accurate short-term projections of data that shows predictable repetitive cycles and patterns.
- Model 12 – Exponential Smoothing ARIMA identifies levels and trends by smoothing the latest data points to decrease irregularity and adds a seasonality factor. The seasonal indexes are obtained by smoothing seasonal patterns in the historical data. Exponential Smoothing is an alternate ARIMA model. The exponential smoothing model gives older data progressively-less weight while new data is weighted more.

While twelve models are run, not all are used in the averaging of model for ADP projections. Models determined to have appropriate statistical reliability and significance were weighted equally to determine forecast figures. For the ARIMA models, the r-squared values below 0.8 were not used in the final average. R-squared shows the amount of explained variance in the statistical model. There are no concrete levels for acceptable r-squared.

Historical trend analysis models and ratio models were included unless the population forecast looked unrealistic. An unrealistic forecast, for example, would be downward trends that fell below zero, and ARIMA model with r-squared values lower than 0.8. These were not considered in the final models.

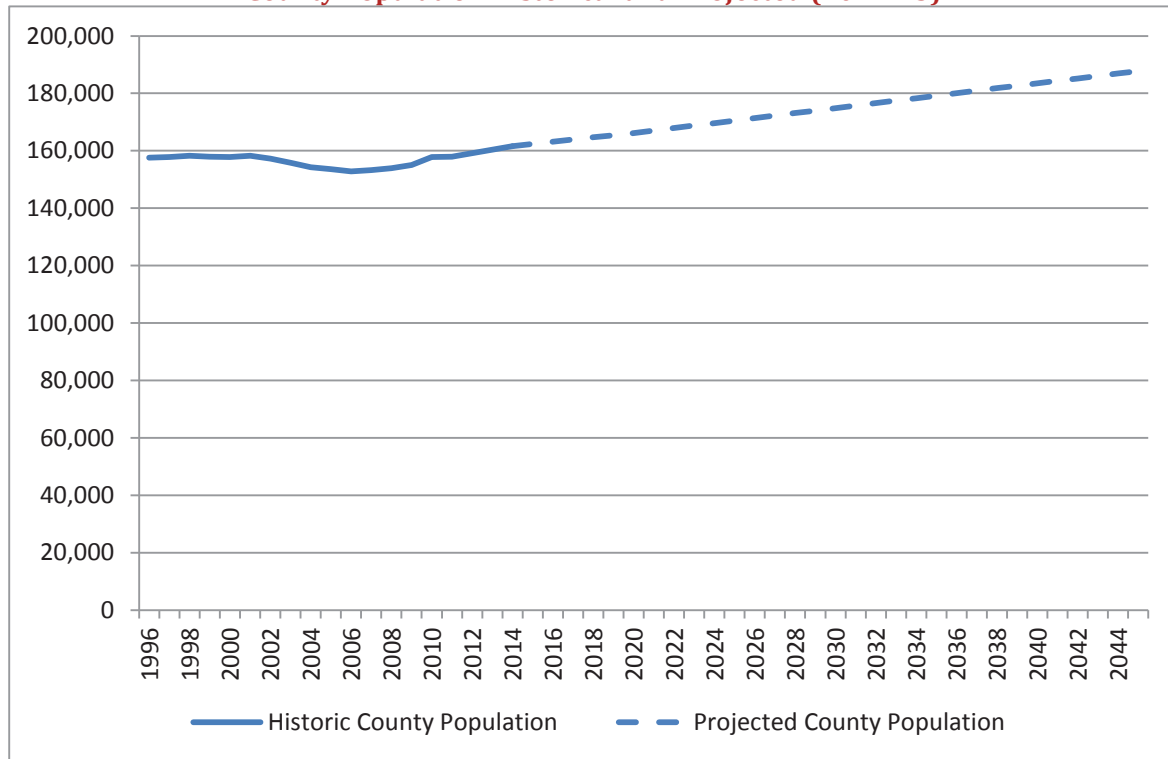
A total of six to eight models, with at least one from each of the three subsections, were selected and averaged. Each model presents a differing snap shot to the future that is beneficial to the final projection. To dampen the limitations of the forecast models, equal weighting and averaging of models is used. The averaging of the models, while not perfect, does reduce some of the flaws of the individual forecasting models and shows patterns of model agreement. Targeting models from each of the three subsections produces a more robust model. Models selected are not as subjected to volatility of historic trends as those not selected.

County Population Projections

The county population projections for juveniles (10-19) and general population are from the Mid-American Regional Council (MARC). The MARC projections are from December 2011 and are an update from the population projections used in the 2005 Needs Assessment.

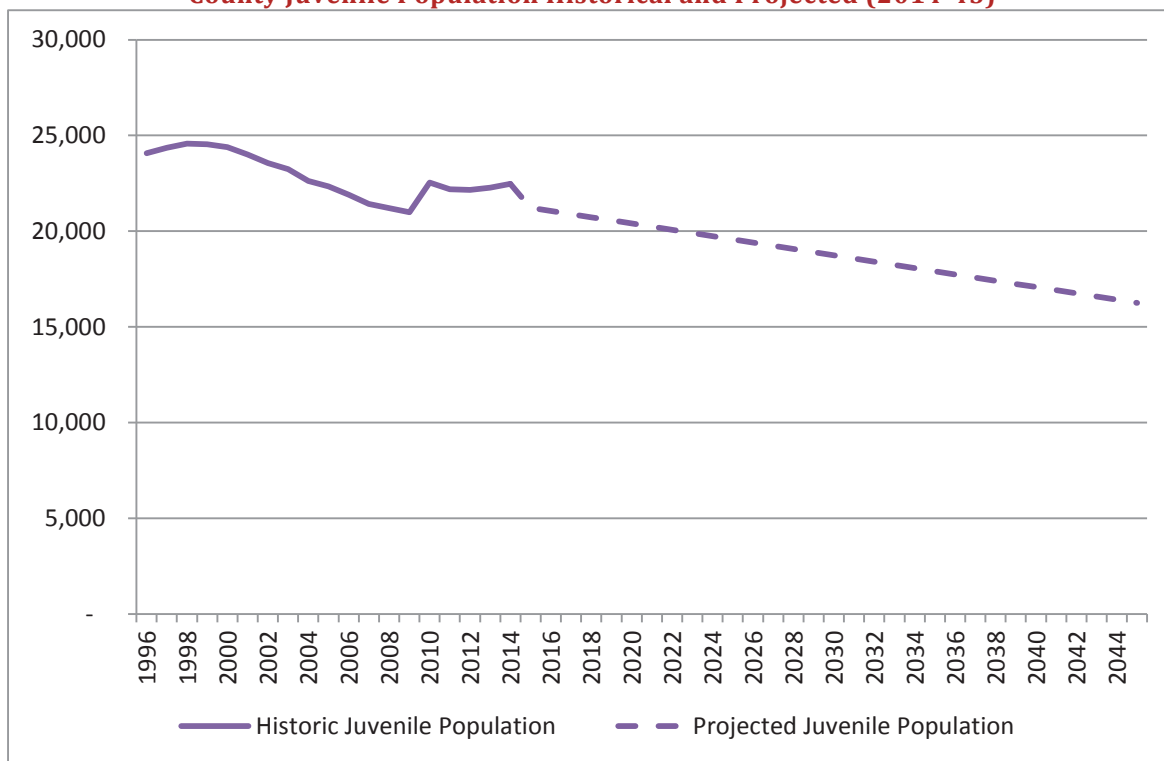
The Wyandotte County population is projected to grow to 187,732 in 2045. The increase is a 16.1 percent increase from the 2014 population, shown in Figure 1-12.

Figure 1-12
County Population Historical and Projected (2014-45)



The juvenile population projections from MARC have the 10 to 19 year old juvenile population in Wyandotte County decreasing to 16,251 in 2045, a decrease of 27.7 percent. Figure 1-13 graphs the historical and projected juvenile populations in Wyandotte County.

Figure 1-13
County Juvenile Population Historical and Projected (2014-45)



Average Daily Population Projections - Adult

The adult ADP projections employ six models, Historical ADP Trend Model, Mean Deviation, Ratio to Population Percentage Change Model, Adult IR Model, Ratio to Violent and Property Crimes Model, and Box-Jenkins ARIMA Model. Each model is given equal weight. Projections are in five year increments to the year 2045.

The adult ADP is projected to increase 58.7 percent from 2014 to 2045, an increase of 283 inmates. The ADP is projected to increase from 482 in 2014, to 581 in 2025, and 764 in 2045, see Table 1-16.

Table 1-16
Adult ADP Projections

ADP Projections	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Wyandotte Population	161,636	162,393	166,178	170,514	174,850	179,187	183,523	187,732	26,096	16.1%	0.5%
ADP - Projected	482	495	536	581	620	664	712	764	283	58.7%	1.5%
Bookings Total	11,641	11,854	12,391	12,903	13,200	13,482	13,755	14,019	2,378	20.4%	0.6%
IR per 1,000 Population	2.98	3.05	3.23	3.41	3.55	3.71	3.88	4.07	1.09	36.7%	1.0%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The lower bound and upper bounds of the adult projected ADP is shown in Table 1-17. The same models used in the projected ADP are used for the lower and upper bound projections. The lower ratios and lower confidence intervals of the regression models yield the lower bounds. The higher ratios from the historical data and the upper confidence intervals of the regression models are used for the upper bounds.

The lower bound ADP is projected to increase from 482 in 2014, to 544 in 2025, and 703 in 2045. The upper bound ADP is projected to increase from 482 in 2014, to 615 in 2025, and 838 in 2045.

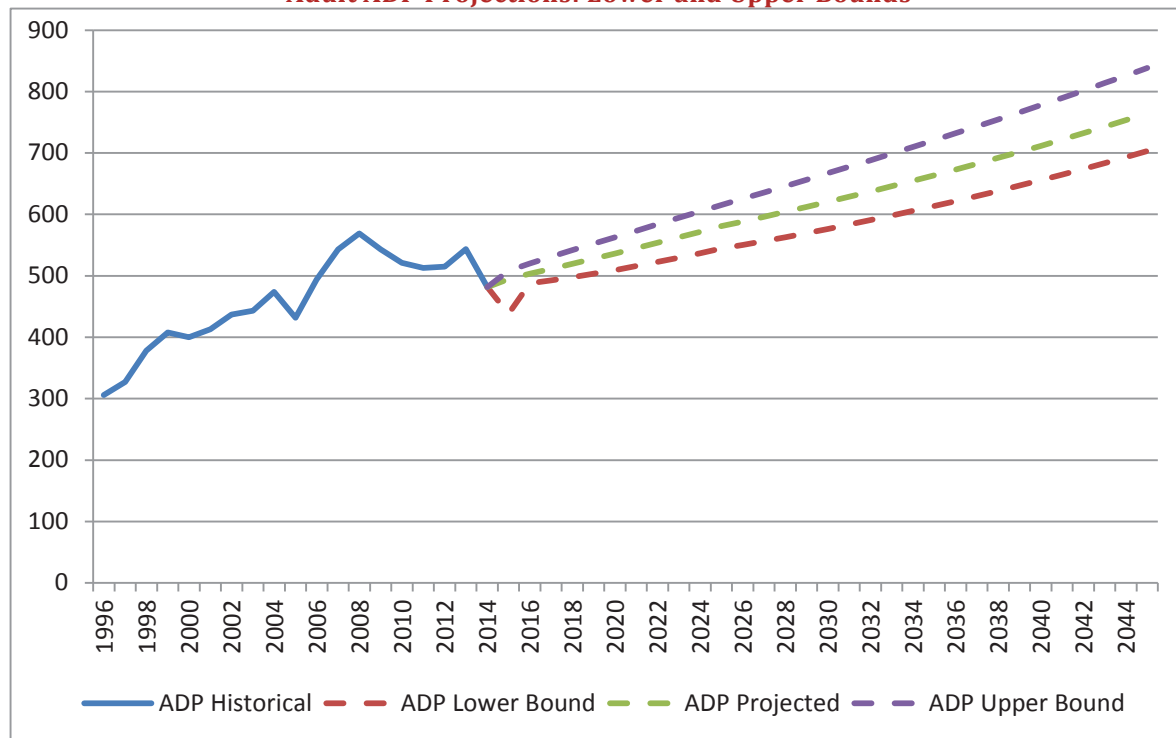
Table 1-17
Adult ADP Projections: Lower and Upper Bounds

ADP (Low, Mid, Upper)	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
ADP - Lower Bound	482	438	509	544	577	614	656	703	222	46.0%	1.2%
ADP - Projected	482	495	536	581	620	664	712	764	283	58.7%	1.5%
ADP - Upper Bound	482	508	563	615	667	721	778	838	357	74.1%	1.8%
Difference Upper - Low	-	70	54	71	91	107	122	135	135		

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The historical ADP, projected ADP and lower and upper bound ADPs are shown in Figure 1-14. The difference between the lower and upper bounds of the ADP is 71 in 2025 and 135 in 2045. This is often referred to as the cone of confidence of the projections.

Figure 1-14
Adult ADP Projections: Lower and Upper Bounds



Projected ADP by gender uses the projected ADP for adults and applies the percentage of males and females in facility. Monthly data from December 2012 to July 2015 identifies the monthly number of bed days in the jail system. This percentage is applied to the projected ADP.

Table 1-18 shows the male ADP growing from 421 in 2014, to 508 in 2025 and 668 in 2045. The female ADP is projected to increase from 61 in 2014 to 73 in 2025 and 96 in 2045.

Table 1-18
Adult ADP Projections: By Gender

ADP by Gender	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Wyandotte County Population	161,636	162,393	166,178	170,514	174,850	179,187	183,523	187,732	26,096	16.1%	0.5%
ADP - Male	421	432	469	508	542	580	622	668	247	58.7%	1.5%
ADP - Female	61	62	68	73	78	84	90	96	36	58.7%	1.5%
ADP - Projected	482	495	536	581	620	664	712	764	283	58.7%	1.5%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

Average Daily Population Projections - Juvenile

The juvenile ADP projections employ five models, Historical ADP Trend Model, Mean Deviation, Ratio to Juvenile Population Percentage Change Model, Juvenile IR Model, and Admissions to ALOS Model. Each model is given equal weight. Projections are in five year increments to the year 2045.

The juvenile ADP is projected to decrease 19.2 percent from 2014 to 2045, a decrease of 7 inmates. The ADP is projected to decrease from 34 in 2014, to 31 in 2025, and 28 in 2045, see Table 1-19.

Table 1-19
Juvenile ADP Projections

Juvenile ADP Projections	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Wyandotte Juvenile Population	22,477	21,228	20,399	19,569	18,740	17,910	17,081	16,251	-6,226	-27.7%	-1.0%
Juvenile ADP - Projected	34	33	32	31	30	29	28	28	-7	-19.2%	-0.7%
Juvenile Bookings Total	657	638	609	582	558	536	516	498	-159	-24.2%	-0.9%
Juvenile IR per 1,000 Population	1.52	1.57	1.58	1.59	1.61	1.63	1.67	1.70	0.18	11.7%	0.4%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The lower bound and upper bounds of the juvenile projected ADP is shown in Table 1-20. The same models used in the projected ADP are used for the lower and upper bound projections. The lower ratios and lower confidence intervals of the regression models yield the lower bounds. The higher ratios from the historical data and the upper confidence intervals of the regression models are used for the upper bounds.

The lower bound juvenile ADP projection decreases from 34 in 2014 to 28 in 2025 to 26 in 2045. The upper bound juvenile ADP projection decreases from 34 in 2014 to 30 in 2045. The upper bound juvenile ADP projection has the juvenile population holding steady at 34 in 2025.

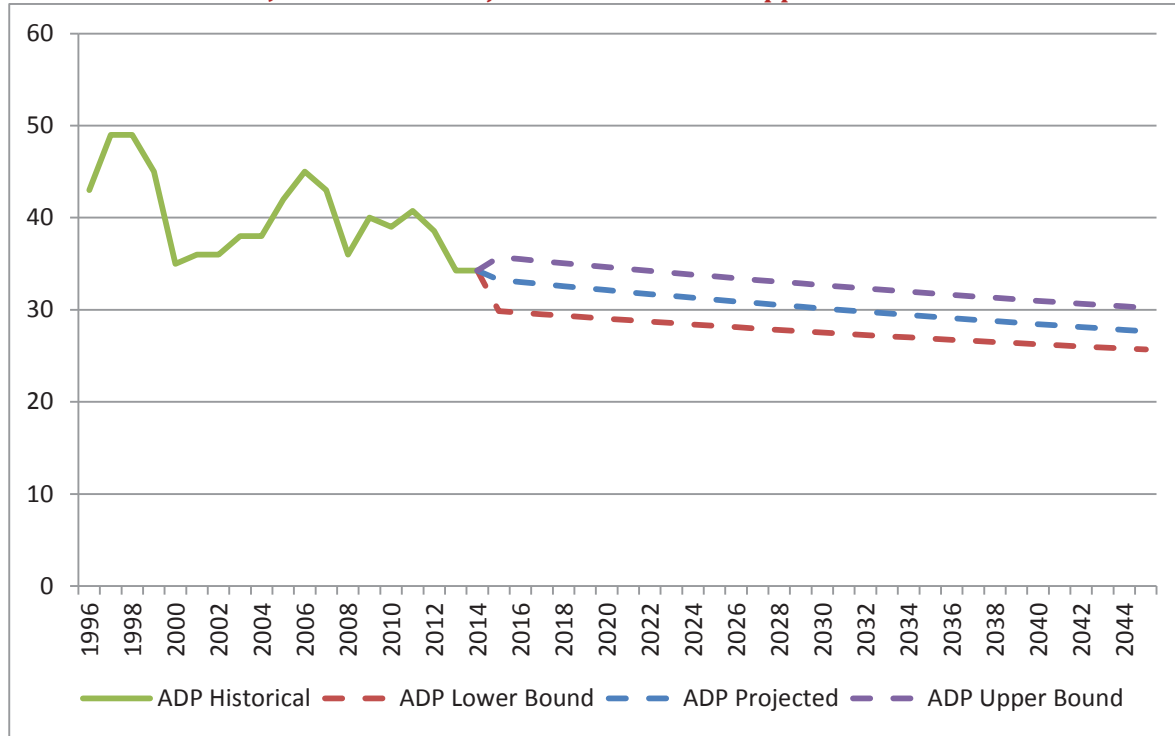
Table 1-20
Juvenile ADP Projections: Lower and Upper Bounds

ADP (Low, Mid, Upper)	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Juvenile ADP - Lower Bound	34	30	29	28	28	27	26	26	-9	-25.0%	-0.9%
Juvenile ADP - Projected	34	33	32	31	30	29	28	28	-7	-19.2%	-0.7%
Juvenile ADP - Upper Bound	34	36	35	34	33	32	31	30	-4	-11.8%	-0.4%
Difference Upper - Low	-	6	6	5	5	5	5	5	5		

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The juvenile historical ADP, projected ADP and lower and upper bound ADPs are shown in Figure 1-15. The difference between the lower and upper bounds of the ADP is 5 in 2025 and 5 in 2045.

Figure 1-15
Juvenile ADP Projections: Lower and Upper Bounds



Projected ADP by gender uses the projected ADP for juveniles and applies the percentage of males and females in facility. Monthly data from December 2012 to July 2015 identifies the monthly number of bed days in the jail system. This percentage is applied to the projected ADP.

Table 1-21 shows the juvenile male ADP decreasing from 30 in 2014, to 28 in 2025 and 25 in 2045. The female ADP is projected to decrease from 4 in 2014 to 3 in 2025 and 2045.

Table 1-21
Juvenile ADP Projections: By Gender

Juvenile ADP by Gender	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Wyandotte County Juvenile Population	22,477	21,228	20,399	19,569	18,740	17,910	17,081	16,251	-6,226	-27.7%	-1.0%
Juvenile ADP - Male	30	30	29	28	27	26	25	25	-6	-18.5%	-0.7%
Juvenile ADP - Female	4	3	3	3	3	3	3	3	-1	-25.0%	-0.9%
Juvenile ADP - Sum	34	33	32	31	30	29	28	28	-7		

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

Bed Space Need Projections - Adult

Criminal justice facilities cannot be planned for the ADP solely; peaks in population must be accommodated, along with beds for differing inmate classification. The peaking value of the Wyandotte County jail is calculated using monthly data from January 2004 to July 2015. The three highest months of ADP are averaged, and compared to the annual ADP. The percentage difference for each year is calculated.

A peaking factor accounts for seasonal variations in the inmate population. There needs to be enough beds to accommodate seasonal increases without overcrowding. The actual factor is the percentage above the average daily population. Data was analyzed to ascertain the actual peaking factor for Wyandotte County. For the monthly dataset from January 2004 to July 2015, the average peaking percentage for adults is 5.8 percent. This means that the largest number of inmates held in Wyandotte County was 5.8 percent higher than the average inmate population during the time period examined.

A classification factor accounts for a fluctuation in the type of inmates held at any given time. There may be times where there are more maximum security inmates than the average number conversely there may be times when there are more minimum security inmates than the average. There needs to be enough flexibility in the type of beds needed at any given time to be able to provide appropriate separations between the classification levels of inmates. It is very difficult or impossible to ascertain a historical percentage for a classification factor as systems do not retain classification data in an aggregate manner historically. As a result and based on experience CGL attaches 5 percent for this factor.

The peaking and classification factors are added together and then added to the projections to give a number for beds needed. The projected bed space need for adults in Wyandotte County is 643 in 2025 and grows to 847 in 2045, see Table 1-22.

Table 1-22
Adult Bed Space Need Projections

Bedspace Projections	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
ADP - Projected	482	495	536	581	620	664	712	764	283	58.7%	1.5%
Peaking (5.8%)	28	29	31	34	36	39	41	44	16	58.7%	1.5%
Classification (5.0%)	24	25	27	29	31	33	36	38	14	58.7%	1.5%
Bedspace Needed - Projected	534	548	594	643	687	736	789	847	313.36	58.7%	1.5%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The lower and upper peaking factors are added to the 5 percent classification factor to determine the lower and upper bounds bed space need. The lower bound bed space need, with a 4.1 percent peaking factor, is projected to be 604 beds in 2025 and 780 beds in 2045. The upper bound bed space need, using a 8.4 percent peaking factor, is 698 beds in 2025 and 951 beds in 2045, see Table 1-23.

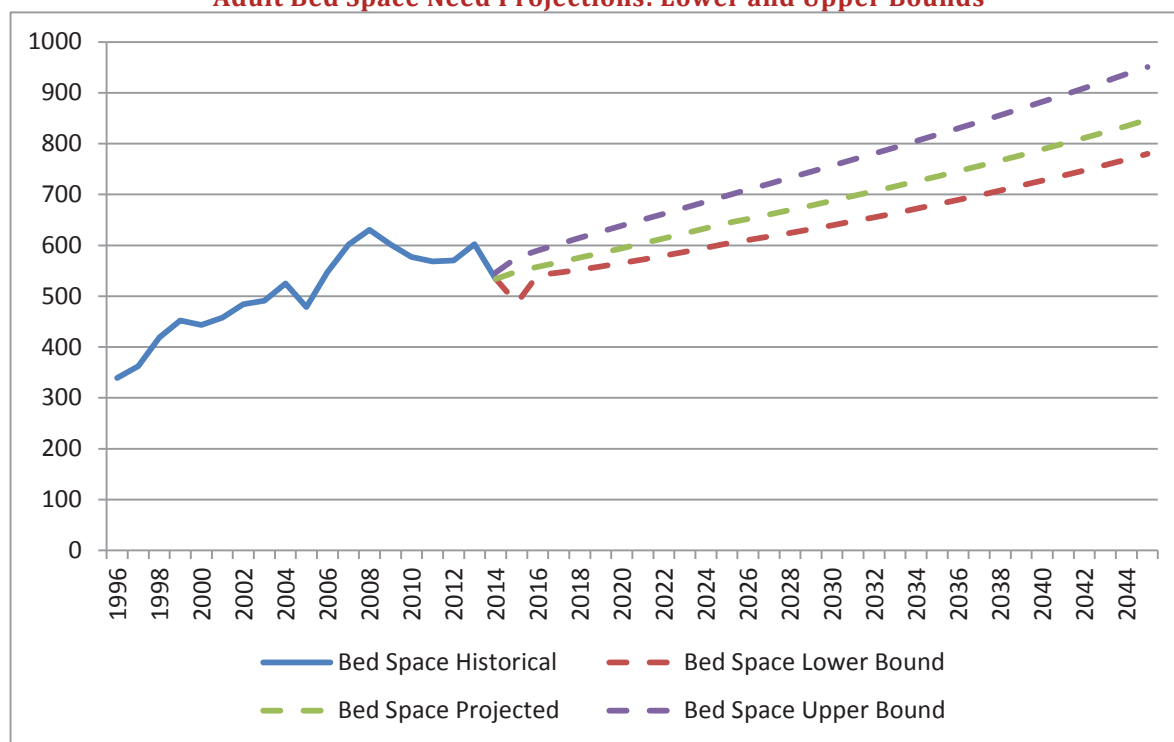
Table 1-23
Adult Bed Space Need Projections: Lower and Upper Bounds

Bedspace (Low, Mid, Upper)	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Bedspace - Lower Bound (Peaking 4.1%)	534	486	565	604	639	681	727	780	246	46.0%	1.2%
Bedspace - Projected (Peaking 5.8%)	534	548	594	643	687	736	789	847	313	58.7%	1.5%
Bedspace - Upper Bound (Peaking 8.4%)	546	576	638	698	756	818	882	951	405	74.1%	1.8%
Bedspace Difference Upper-Low	12	90	73	94	117	137	155	171	159		

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The historical adult bed space need, projected adult bed space need and lower and upper bound adult bed space needs are shown in Figure 1-16. The difference between the lower and upper bounds of the bed space needs is 94 in 2025 and 171 in 2045.

Figure 1-16
Adult Bed Space Need Projections: Lower and Upper Bounds



The adult bed space need by gender is shown on Table 1-24 determined from the bed space days by gender from December 2012 to July 2015. The number of adult male bed space needed is 562 in 2025 and 740 in 2045. The number of adult female beds needed grows from 67 in 2014 to 81 in 2025, and 107 in 2045.

Table 1-24
Adult Bed Space Need Projections: By Gender

Bedspace by Gender	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Bedspace - Male	466	479	519	562	601	643	689	740	274	58.7%	1.5%
Bedspace - Female	67	69	75	81	87	93	99	107	39	58.7%	1.5%
Bedspace - Projected	534	548	594	643	687	736	789	847	313	58.7%	1.5%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

Bed Space Need Projections - Juvenile

The peaking and classification factors for juveniles are 14.8 percent peaking from historical monthly juvenile data and a 5.0 percent classification figure. The bed space need for juveniles is projected to decrease by 19.2 percent from 2014 to 2045 see Table 1-25. The 2025 bed space need is projected to drop to 37 beds and further decline to 33 beds in 2045.

Wyandotte County Jail Needs Assessment and Feasibility Study
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Table 1-25
Juvenile Bed Space Need Projections

Bedspace Projections	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Juvenile ADP - Projected	34	33	32	31	30	29	28	28	-7	-19.2%	-0.7%
Peaking (14.8%)	5	5	5	5	4	4	4	4	-1	-19.2%	-0.7%
Classification (5.0%)	2	2	2	2	2	1	1	1	0	-19.2%	-0.7%
Bedspace Needed - Middle Series	41	40	38	37	36	35	34	33	-8	-19.2%	-0.7%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The lower and upper peaking factors are added to the 5 percent classification factor to determine the lower and upper bounds juvenile bed space need. The lower bound juvenile bed space need, with a 11.7 percent peaking factor, is projected to be 33 beds in 2025 and 30 beds in 2045. The upper bound bed space need, using a 21.7 percent peaking factor, is 43 beds in 2025 and 38 beds in 2045, see Table 1-26.

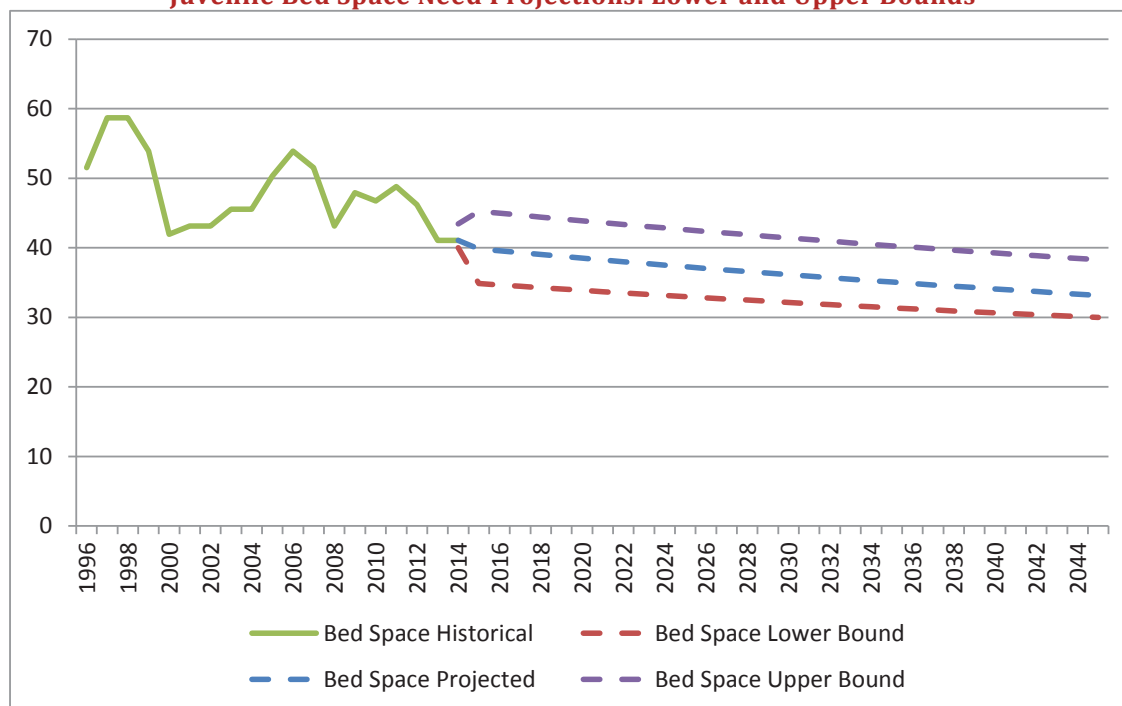
Table 1-26
Juvenile Bed Space Need Projections: Lower and Upper Bounds

Juvenile Bedspace (Low, Mid, Upper)	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Juvenile Bedspace - Lower Bound (Peaking 11.7%)	40	35	34	33	32	31	31	30	-10	-25.0%	-0.9%
Juvenile Bedspace - Projected (Peaking 14.8%)	41	40	38	37	36	35	34	33	-8	-19.2%	-0.7%
Juvenile Bedspace - Upper Bound (Peaking 21.7%)	43	45	44	43	41	40	39	38	-5	-11.8%	-0.4%
Bedspace Difference Upper -Low	3	10	10	10	9	9	9	8	5		

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

The historical juvenile bed space need, projected juvenile bed space need and lower and upper bound juvenile bed space needs are shown in Figure 1-17. The difference between the lower and upper bounds of the bed space needs is 10 in 2025 and 8 in 2045. The relatively small number of bed space needed, in contrast to the adult system, keeps the range between the lower and upper bounds very small.

Figure 1-17
Juvenile Bed Space Need Projections: Lower and Upper Bounds



The juvenile bed space need by gender is shown on Table 1-27 determined from the bed space days by gender from December 2012 to July 2015. The number of juvenile male bed space needed is 33 in 2025 and 30 in 2045. The number of juvenile female beds needed stays at 4 until 2045 when it drops to 3 beds.

Table 1-27
Juvenile Bed Space Need Projections: By Gender

Juvenile Bedspace by Gender	2014	2015	2020	2025	2030	2035	2040	2045	# Change	% Change	Ann % Change
Juvenile Bedspace - Male	37	36	35	33	32	31	31	30	-7	-19.2%	-0.7%
Juvenile Bedspace - Female	4	4	4	4	4	4	4	3	-1	-19.2%	-0.7%
Juvenile Bedspace - Total	41	40	38	37	36	35	34	33	-8	-19.2%	-0.7%

Source: US Census Bureau, Mid-America Regional Council (MARC), CGL Companies, September 2015.

Staffing and Operating Cost Analysis

Introduction

The 2014 total annual operating cost of the Unified Government's Jail system and Juvenile Detention Center (*located within the Jail*) and their existing staffing plans provide a 'starting base' for assessing the current and projecting the future annual operating cost of either an expanded/modified existing jail or a new jail on another site, plus a separate new Juvenile Detention Center. In both options Wyandotte's recent responsible inmate and juvenile population estimates (*only County and in-county municipals*) and 10-year bed capacity needs projections will be used for current and future 'what if scenarios.'

2014 System Annual Average Daily Population

Table 2-1 below shows the breakdown of the Jail System and Juvenile Detention 2014 annual average daily populations (ADP). They include: (1) adults housed in the Jail at 328; (2) juveniles held in the Juvenile Detention section of the Jail at 34; (3) adult arrestees and inmates temporarily held in the Booking/Transfer/Release area at 37; and (4) a count of the average number of adult "farm-out" inmates held in a contracted detention facility operated by the CCA in Leavenworth.

Table 2-1
2014 Wyandotte Adult and Juvenile ADP

Category	ADP Count
1. Adult Jail Inmates Housed	328
2. Adult Arrestees or Inmates in Jail Booking/ITR	37
Total Adult ADP in UG Jail	365
3. Farm-out Inmates in Leavenworth Facility	117
Total Adult ADP in Housing & Booking/ITR	482
4. Juveniles in Detention Unit	34
Total Adults & Juveniles Housed in UG Jail	362
Total Adult ADP in Jail and Leavenworth Housing	445

Source: Wyandotte County Sheriff's Office, September 2015

Adult Jail

Both Jail growth options would need to accommodate all "farm-out" inmates from the contracted facility in Leavenworth (117 ADP in 2014) in addition to all Jail inmates (330 current maximum operating capacity by staffing limits). Also, in 2014 another 37 ADP of arrestees, transfers and released inmates was the average daily processing throughput count for the Jail's Booking/ITR area for temporary holding but not housing.

Using the projections analysis in the preceding section, a minimum of 486 beds would need to be properly staffed in 2015. This would require the double-bunking of Jail pods A and H from 52 to 64 beds each that would allow for a maximum of up to 492 inmates for 2015. The same count would apply to an expansion

option versus an all new jail built on a new site. Both options will also be examined for a 10-year projected future operating cost estimate to 2025 based on CGL's 10-year inmate population capacity needs projections. The mid-range projection of 643 beds will be used for the 2025 projected staffing need and cost estimate.

Juvenile Detention

Similarly, the annual operating cost of a new separate Juvenile Detention facility will be developed for consideration of the 2004 recommendation to build a separate Juvenile facility and thereby restore the Juvenile Center pod in the Jail to its original purpose for adult detention. As with the Jail analyses described above the staffing needs and cost for both a 2015 'what if' scenario and a 2025 projection estimate will be based on the consultant's projected needed bed capacities. For 2015 the Juvenile Detention operational bed capacity is 40 and for 2025 a reduced total of 35 beds.

2014 Total System Operating Cost

Table 2-2 below summarizes the actual total annual Jail System and Juvenile Detention Center's combined operating cost for 2014. The line items for adult versus juvenile operating costs are accounted for separately by the Sheriff's Office, so the summary in this table reflects those same separations allowing a computation of the various adult and juvenile costs per ADP per day as shown at the bottom of the table.

Table 2-2
2014 Jail System Annual Operating Cost
(Includes earned revenues but no grants)

Expense/(Income) Category	Actual Expenses and Income
1. Jail Fee (revenue)	\$ (172)
2. Jail Inmate Farm-Outs to CCA Leavenworth (\$50/day contract)	\$ 1,971,805
3. Adult Food Service	\$ 637,842
4. Out of UG Inmate Transp. Air, Hotel, Gas, Food	\$ 40,910
5. Inmate Video Visitation (revenue)	\$ (56)
6. Municipal Charges Revenue (revenue)	\$ (1,418,906)
7. Jail Staff Salaries	\$ 5,433,082
8. Jail Staff Fringe Benefits	\$ 2,476,633
9. Jail Staff Overtime Pay	\$ 971,533
10. Contracted Services	\$ 76,276
11. Commodities	\$ 221,083
12. Building Improvements	\$ 112,652
13. Grants, Claims, Shared Revenue	\$ 148
14. Jail Training	\$ 149,903
15. SORT Team	\$ 4,789
16. Wyandotte Ctr MH Program	\$ 82,269
17. Medical Services Contract (CCS + Reinsur. for Adult & Juv)	\$ 3,600,887
18. Jail Commissary	\$ 23,707
19. Jail Commissary (revenue)	\$ (28,706)
20. Juvenile Detention Ctr. Service Charges (revenue)	\$ (177,861)
21. Juvenile Detention Ctr. Salaries	\$ 1,473,984
22. Juvenile Detention Ctr. Fringe Benefits	\$ 681,593
23. Juvenile Detention Ctr. Overtime Pay	\$ 322,459
24. Juvenile Detention Ctr. Contracted Services	\$ 24,572
25. Juvenile Detention Ctr. Commodities	\$ 47,528
26. Juvenile Detention Ctr. Food Service	\$ 56,897
27. Juvenile Detention Ctr. Building Improvements	\$ 56,980
TOTAL	\$ 16,841,832
Cost Per Day Per Total Adult & Juvenile ADP at 516	\$ 104
Cost Per Day Per Total Adult ADP at 482	\$ 82
Cost Per Day Per Adult in UG Jail ADP at 365	\$ 90
Cost Per Day Per Juvenile in UG Jail ADP at 34	\$ 228
Cost Per Day Per Adult Farm-out ADP at 117*	\$ 46

*Note that the Farm-out cost does not include full Jail operation with required inmate court and other transport, Booking /Transfer/Release, fully equivalent programs, etc.

Source: Wyandotte County Sheriff's Office, September 2015.

2014 Inmate Transport Cost

One of the cost differentials in building a new jail at another site versus expanding the existing jail would be the cost of transporting inmates to and from County Courthouse proceedings, downtown Kansas City hospital/medical centers, clinics, or mental health facilities. The existing Jail is an integral part of the Justice Center that opened in 1989 and is physically linked to the County Courthouse by interior corridors. The walkable linkage between the Jail and the County Courthouse enables inmates and arrestees to be moved with a security escort to the Courthouse holding areas and courtrooms. This enclosed secure adjacency is an advantage for saving time and cost for the UG, its Jail and Courts by avoiding the added annual cost of a transport vehicle with a driver in addition to security escorts.

Sheriff's Office Inmate and Arrestee Transport

The Court Services Unit of the Sheriff's Office provides routine inmate and arrestee transport both within the UG and to and from other jurisdictions as needed. The cost of the transport of inmates and arrestees is substantial at \$1.1 million annually as shown in Table 2-3.T

Table 2-3
2014 Inmate Transport Costs

Item	Cost or Quantity
1. Salary & Fringe	\$ 1,118,162
2. Gas/Travel	\$ 13,300
3. Maintenance	\$ 16,083
Total Cost	\$ 1,147,545
4. Vehicle Miles	112,808
Cost/Veh. Mile	\$ 10.17
5. Inmates Transported	8,651
Cost/Inmate Trip	\$ 132.65
6. Vehicle Trips	4,502
Cost/Vehicle Trip	\$ 254.90

Source: Wyandotte County Sheriff's Office, September 2015

It includes the cost of transporting Juvenile detainees to the Juvenile Court and adults to 2 County District courtrooms in the former Federal Courthouse just across the street from the Jail and Courthouse. However that would be a very small cost compared to the added expense for adult arrestees and inmates to be transported to and from court every day from another jail located away from the County Courthouse. Since the County Courthouse is connected to the Jail by secure corridors the County has the cost savings and security advantage of 'walking' inmates and arrestees to and from the Courthouse instead of transporting by vehicle.

Adult Inmates and Arrestees to and From County Courthouse

In 2014 the Sheriff's Court Services Unit escorted 6,993 inmates and arrestees from the Jail to the County Courthouse. This volume would need to be transported by vehicle on court days if the Jail and Courthouse were not physically connected by interior secure corridors. Rather than 1 or 2 officers escorting by walking,

at least one officer as a driver and one as a security escort would be needed for up to 5 inmates. By operational policy when court chains exceed 5 inmates or when a “high profile” inmate or arrestee is moved 2 security escorts are required. The Jail Administrator estimates that approximately 75% of all escorted court chains are from 1 to 5 inmates requiring 1 escort and the other 25% are maximum security felons or high profile cases that require 2 security escorts for movement to the Courthouse.

Notably all municipal Court appearances for the County's 3 municipalities are done by remote video appearance systems that link the Jail to Municipal Court Judges, thus avoiding the extra cost and security needs of prisoner vehicle transport.

Jail Medical Transport

The Sheriff's Transport Team does not provide the routine medical trips from the Jail to the KU Hospital, clinics, or medical offices in Kansas City. Instead certified Sheriff's deputies are taken off-line in the Jail when needed to provide secure transport of inmates or arrestees to the Hospital and remain during their shift as long as needed. If the inmate's Hospital stay spans beyond the deputy's shift then another deputy from the next shift is dispatched to take over. On occasion if the Jail is 'short' on a qualified deputy the Court Services Transport Team will provide service to or from the Hospital. For 2014 the following trip counts and resources used were recorded for medical transport by Jail officers:

- 142 Emergency Room trips,
- 116 trips for radiology, medical office visits and out-patient medical procedures, and
- 87 Hospital days security coverage by a deputy on each 12-hour shift.

New Jail Location Option: Estimates for Court Transport

The UG requested that CGL estimate the cost of providing inmate and arrestee transport to and from a new jail at another location. To do so the consultant located large undeveloped land tracts not immediately adjacent to housing or other structures at approximately 10 miles due west of the Courthouse. Accordingly, a 20 mile roundtrip routine for the 251 scheduled court days held in 2014 by the County District Courts was used with two different estimating methods using 2014 data as follows:

1. The site would be 10 road miles from the County Courthouse on a large tract of land to allow for low-rise construction;
2. Total annual count of inmate and arrestee court appearances made in the Courthouse;
3. An average personnel cost of \$34.86 per hour based on Jail KPF Deputies salaries, overtime and fringes;
4. Court Services Inmate Vehicle Transport cost at \$255/vehicle trip (see Table 2-4); and
5. Select assumptions noted in the following 2 tables of estimating methods.

Table 2-4
2014 Court Transport Cost Estimates for New Jail 10 Miles from County Courthouse

Method #1 - Court Transport Cost by Court Transport Unit 2014 Cost

Component	Total Cost
Cost Per Veh. Ct. Trip	\$ 511,833

Equals 2,008 vehicle court md. trips @ 2014

Transport Unit cost of \$255 per vehicle trip.

Method #2 - 2014 Court Transport Cost by Component Estimates

Components of Court Transport Cost	Results
1. Assume new jail site 10 miles from Courthouse	20 mi./rnd trip
2. 2014 inmate & arrestee court appearance count as cost estimate basis	6,993
3. Ann. Veh Trips 2 Mini-busses @ 251 Court Days @ 4 rnd. trips each/ct. day	2,008
4. Ann. Veh Mileage for 251 Court Days @ 8 total rnd. Trips/day	40,160
5. Total Annual Vehicle Operating, Purchase & Depreciation Cost at \$4/mile	\$ 160,640
6. Added time 1 driver /Van rnd. trip @ 2 hrs/rnd trip for 2 vans/ct. day	4,016
7. Added time 2 security escorts/Van rnd. trip @ 2 hrs/rnd trip for 2 vans/ct. day	8,032
8. Added Total Staff Hours for 2 drivers and 4 sec. escorts @ 251 ct. days	12,048
9. Added Cost for Drivers and Escort Hours	\$ 419,993
10. Total Added Annual 1st Year Cost for New Site Court Transport	\$ 580,633.28

Note: 6,993 prisoners total 2014 court appearances equals an average of 28/day over 251 court days that would have needed transport between a new Jail site and the County Courthouse in 2 mini-busses carrying a maximum of 15-20 prisoners each by a driver and 2 security escort officers. Total annual vehicle operating, purchase and depreciation cost is for 2 mini-busses and 1 spare backup at \$4/veh. mile. Driver and security escort cost is for the 2014 average cost of all Jail KPF Deputies.

As shown by the 2 different cost estimating methods, using 2014 for the first year annual cost scenario, the UG would be likely to incur an added cost ranging from approximately \$512,000 to \$581,000.

Existing Jail Staffing Needs

A review was conducted of the existing staffing plan for the Unified Government's Jail system and Juvenile Detention Center (*located within the Jail*). The purpose of this review was to assess the staffing levels needed to determine the annual operating costs required for either an expanded/modified existing Jail, or a new jail on another site.

In determining their staffing needs, the staff at the detention center have used a process detailed in the *Staffing Analysis Workbook for Jails: Second Edition*, which was produced by the National Institute of Corrections, and is considered the "industry standard" process for determining appropriate staffing for local corrections. This process was used to both document required positions and security posts, but also to determine a proper relief factor.

Unlike most other government or justice functions the Jail is a 24-hour round-the-clock 365 days-a-year operation that has substantial security and life safety requirements. The security-related positions or posts

in the Jail must be staffed even when the scheduled officer calls in sick, takes vacation or is away on required training. Too often this is accomplished by an on-duty officer covering an additional post or by calling-in off-duty staff to work overtime. Both options can be costly, particularly in the light of impacts felt beyond the budget. Overtime, while expensive, may be seen as a cost-saving measure in meeting staffing needs, but an officer working extremely high/long hours or staff that is handling multiple security posts at once jeopardizes the safety and security of the facility and those within it. In contrast, hiring adequate numbers of staff to provide necessary relief will make up for the potentially higher cost with added operating efficiency, security, and staff effectiveness and wellness.

The following passage is an excerpt from the *Staffing Analysis Workbook for Jails: Second Edition, 2003*:

“Many staffing issues and problems jails face, such as high overtime costs, the inability to cover needed posts, or the inability to free staff from their posts for training can be attributed to inaccurate calculation of the actual number of hours staff is available to work in the jail. This critical step requires collecting and analyzing information that will provide an accurate depiction of the real number of staff hours that are available to be scheduled for each full-time position in the jail budget. It produces accurate net annual work hours (NAWH) for each position....

Calculating an accurate NAWH will help control such costs as overtime pay, because realistic and accurate figures will be used to calculate the number of FTEs required to provide needed coverage.

An accurate NAWH for each job classification requires information on all possible time-off categories. Different classifications of employees will have different NAWH, because of the amount of vacation time or training time that is allotted and used.”

In the Wyandotte County Sheriff’s Office Staff Jail Analysis; April 2015, LTC Fewell discusses that while the current staffing level in the adult jail is 117 FTEs, the preferred staffing is 135 FTEs. This is a difference of 18 FTEs, and does not include the Warden or Deputy Warden.

CGL worked with County and Sheriff’s Office staff to refine the data to be used in calculating proper relief factors for staff. As stated above there are many and varied reasons that staff are away from their posts. Some of these reasons include vacation, illness, compensatory time, personal time off, and military leave. Another factor that must be taken into account is the time it takes to fill a staff vacancy. When a vacancy occurs, a security post must often be filled with overtime staff. Table 2-5 illustrates the process used to determine a relief factor for jail operations.

Table 2-5
Relief Factor Calculations

	Net Annual Work Hours	Lieutenant	Sergeant	Deputy	Civilian	JDO
1	Average hours contracted per employee per year	2,190	2,190	2,190	2,190	2,190
2	Average number of vacation hours off per year	143	171	171	47	168
3	Average number of compensatory hours off per year	54	14	13	27	16
4	Average number of sick/FMLA leave hours off per year	45	50	50	42	288
5	Average number of training hours off per year	-	-	-	9	-
6	Average number of personal hours off per year	29	14	14	17	48
7	Average number of military hours off per year	-	-	23	-	12
8	Average number of contractual break hours off	-	-	1	-	-
9	Average number of holiday hours off	88	-	-	69	-
10	Average number of paid leave hours off	-	-	1	10	-
11	Average number of Injury hours off	-	-	1	2	-
12	Average number of suspended hours off	-	-	-	5	-
13	Average number of bereavement hours off	14	1	2	1	-
14	Average number of hours vacant positions	-	96	96	-	72
15	Average number of unpaid leave hours off	28	-	-	-	-
16	Total Hours Off per Year (lines 2 thru 15)	401	346	372	229	604
17	Net Annual Work Hours (lin 1 minus line 16)	1,789	1,844	1,818	1,961	1,586

Hours per Year	8,760	8,760	8,760	8,760	8,760
Hours per Year Divided by NAWH	4.90	4.75	4.82	4.47	5.52
Relief Factor	1.22	1.19	1.20	1.12	1.38

Source: CGL, September 2015

What these calculations show is that for every Deputy position, 1.2 Deputies are required to complete the required duties and tasks. This relief factor is quite low compared with many jail and detention facilities the Consultant has worked with previously. Many facilities of similar size have a relief factors around 1.4 to 1.5, with larger facilities reaching 1.8 or higher.

Recommendations

Relief Factor

Jail staff have been recalculating the relief factor each year, which is good. However, they have been using one year's worth of "time off" data (the most recent year) for their calculations. It is recommended that data be used from the three (3) most recent years. This will help to smooth out many dramatic changes that may occur due to spikes, or steep declines, in time off for a particular year.

CGL worked with staff from the jail system to not only revise the relief factor, but to review the necessary staffing for existing posts. The following is a listing of the recommended modifications to the existing posts in the adult jail.

There is currently an insufficient relief factor for the Intake and Shift Sergeants. The required number of FTEs for both Intake and Shift is 5 staff each. There are currently 9 total Sergeants. It is recommended that relief be applied to this position which would bring the total number of Sergeants from 9 to 10.

Central Control

Central Control is the nerve center of the facility. This position controls all traffic in and out of the jail as well as internal traffic. They also monitor cameras, alarm systems, radio traffic and manage the inmate counts. It is recommended that this position be increased to a 2 officer post during the day shift, and remain a single officer post at night.

Medical Clinic Security Staffing

The Deputy assigned to the Medical Clinic provides security for medical staff during sick call and at all times that inmates are present in the clinic. However, this is not a position that needs to be staffed when the clinic is not seeing inmates. It is therefore recommended that a Deputy be assigned to the Medical Clinic on the day shift, and the first half of the night shift. By midnight, this officer can be reassigned to duties in other locations.

Medical Transport/Hospital Staffing

In 2014 there were 142 times an inmate was transported to the emergency room by jail staff, and 87 hospital days spent supervising inmates while in the hospital. In addition jail staff provided transportation for 18 radiology appointments, 88 medical office visits, and 10 medical office procedures totaling 116 off site medical care visits. In each of these instances Jail Deputies were removed from their regular duties in order to provide inmate transportation, as there are no transportation positions budgeted or assigned to jail operations. It is recommended that 2 Medical Transport/Hospital Duty positions be added to the day shift and one position added to the night shift. This will reduce the drain, and liability, on staff to provide safe and secure operations of the jail.

Classification Staffing

The proper classification of inmates is essential to the initial placement of inmates into appropriate housing locations. An initial classification screening, via a face-to-face interview, immediately after intake is widely recognized as a best practice. Classification Techs are the staff that conduct this essential work. However, the Classification Techs are currently assigned to work Monday through Friday. Often there are many new inmates waiting to be seen when the Tech reports to work in the morning. It is reported that there can be 50 or more inmates waiting to be interviewed first thing on a Monday morning. It is recommended that one Classification Tech be assigned to a Monday through Friday schedule, but that there also be one Classification Tech assigned to each shift. This will ensure inmates are interviewed promptly to identify critical risks and needs, without a potential 48 to 72 hour delay.

Total Current Jail Staffing Needs and Added Cost

Currently, there are 122 positions budgeted for the adult jail. With the adjustments discussed above, and the addition of a proper relief factor, CGL recommends a total of 134 FTEs for the current operations; a difference of 12 FTEs.

It is important to note that with this level of staffing the Jail can accommodate the 2015 projection of 447 total system ADP (Jail ADP + all farm-outs) using 486 beds. This will involve the double bunking of 2 existing medium security pods from their current 52 beds to 64 beds.

Table 2-6
Recommended vs. Budgeted Staffing
for Current Adult Jail

Staffing Category	Needed FTE	Budgeted FTE	Difference
Total Administration	3	3	0
Total Lieutenants	5	4	1
Total Sergeants	10	9	1
Total Deputies	106	99	7
Total Classification	7	4	3
Total Programs	2	2	0
Mail Clerk	1	1	0
Total FTEs Required:	134	122	12

Source: Wyandotte County and CGL, September 2015

The detailed computation results for the 134 recommended staffing needed for the existing adult jail is summarized in Table 2-8 on the following page. The total estimated salary and fringe cost is approximately \$565,000 for 2015 for the recommended 12 added staff as shown in Table 2-7.

Table 2-7
2015 Added Staff Salaries with Fringe Benefit
Cost for Adult Jail

Staffing Category	Added FTE	2025 Salary & Fringe
Lieutenant	1	\$ 95,652
Sergeant	1	\$ 80,642
Deputy	7	\$ 292,241
Classification Tech	3	\$ 96,155
Total FTE's Required	12	\$ 564,690

Source: Wyandotte County and CGL, September 2015.

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Table 2-8
Recommended Staffing Detail for Current Adult Jail Operations

Adult Jail Staffing	Job Classification	Meal Relief	Total Hours on Days	12 hr Day	12 Hr Night	No. of Days per Week	Total No. of FTE's Needed	Rounded No. of FTE's	Funded FTEs	Difference
A	B	C	D	G	H	I	N	O	P	Q
ADMINISTRATION										
Warden	LTC	No	8			5	1.00	1		
Deputy Warden	MAJ	No	8			5	1.00	1		
Director of Operations	CPT	No	8			5	1.00	1		
Total Administration								3	3	
JAIL LIEUTENANT										
Total Lieutenants	LT			12	12	7	5.30	5	4	1
JAIL SERGEANT										
Intake Sergeant	Sgt	No		12	12	7	4.75			
Housing Sergeant	Sgt	No		12	12	7	4.75			
Total Sergeants							9.50	10	9	1
JAIL DEPUTIES										
Central Control	Dep	Yes		24	12	7	7.23			
A Pod - Pre Classification	Dep	Yes		12	12	7	4.82			
B Pod - Spl Mgmt	Dep	Yes		12	12	7	4.82			
B Tower	Dep	Yes		12	12	7	4.82			
C Tower - Female Min, Max, Seg	Dep	Yes		12	12	7	4.82			
C Rover	Dep	Yes		12	12	7	4.82			
3rd Floor Rover	Dep	Yes		12	12	7	4.82			
E Pod - Max	Dep	Yes		24	24	7	9.64			
F Pod - Max	Dep	Yes		12	12	7	4.82			
G Pod - Minimum	Dep	Yes		24	24	7	9.64			
H Pod - Max	Dep	Yes		12	12	7	4.82			
I Pod - Medical Unit	Dep	Yes		12	12	7	4.82			
Medical Clinic	Dep	Yes		12	6	7	3.61			
Medical Transport - Hospital Duty	Dep	Yes		24	12	7	7.23			
Booking	Dep	Yes		24	24	7	9.64			
Intake Movement	Dep	Yes		12	12	7	4.82			
Property	Dep	Yes		12	12	7	4.82			
5th Floor Rover	Dep	Yes		12	12	7	4.82			
Inmate Worker Supervisor	Dep	Yes	8			5	1.00			
Total Deputies				276	246		105.80	106	99	7
CLASSIFICATION										
Class./Programs Supervisor	Civ	No	8			5	1.00			
Classifications Tech	Civ	No		12	12	7	4.47			
Classifications Tech	Civ	No	8			5	1.00			
Total Classification							6.47	7	4	3
PROGRAMS										
Programs Clerk	Civ	No	8			5	1.00			
Programs Clerk	Civ	No	8			5	1.00			
Total Programs							2.00	2	2	0
MAIL CLERK										
Mail Clerk	Civ	No	8			5	1.00	1	1	0
Source: Wyandotte County and CGL, September 2015										
Total FTEs Required:								134	122	12

Converting Certain 2015 Deputy Positions to Civilian Staffing

The “Recommended Staffing” for 2015 current Jail operations as shown in Table 2-8 includes civilian staffing for:

- Classification
- Programs Clerks
- Mail Clerk

A question was raised during a project review meeting as to whether or not additional staff positions in the Jail could be converted to civilian staffing rather than deputies as a means of reducing overall annual operating cost. In reviewing the various positions shown in Table 2-8 for 2015 Recommended Staffing the consultant believes that the following additional positions could be converted to civilian staffing without any diminishment of Jail security and safety:

- Central Control; and
- Property

The central control recommended staffing is for 2 positions needed at a total of 7.23 FTE for 24/7 coverage and the Property staffing need is for 1 position at 4.82 FTE staff for 24/7 coverage. Thus the grand total of 12.05 FTE civilian staff would replace the same FTE count of deputies for the 3 positions. For 2015 the Table 2-7 salary and fringe benefit rate for the equivalent of a civilian classification technician is \$32,052 compared to a deputy at \$41,749. The \$9,697 difference in the two annual salary and fringe rates would yield a potential savings of \$116,849, assuming that the classification technician and deputy rates used are approximately at the mid-point for each position.

Existing Juvenile Detention Staffing Needs

The staffing process was also reviewed for the Juvenile Detention operations. The security posts and staff positions appear to be logical and straightforward.

Recommendations

The only adjustments recommended by the Consultant are to the relief factor calculations. As shown previously in Table 2-5 the relief factor for a Juvenile Detention Officer (JDO) is 1.38. When this factor is applied to the staffing matrix, there is a demonstrated need for 52 FTEs. The administration division (Administrator and Deputy Administrator) are reportedly funded at 3 FTEs, although the need is for two. There are also 6 Lieutenants, while the need is for only five. When the proper relief factor is applied to the JDOs, there is a demonstrated need for 44 FTEs, while only 32 are funded. This is a shortage of 12 FTEs for the Juvenile Detention Officers, and 10 FTEs overall as shown in Table 2-9.

Table 2-9
Recommended Staffing Detail for Current Juvenile Detention Operations

Juvenile Jail Staffing	Job Classification	Meal Relief	Total Hours on Days	12 hr Day	12 Hr Night	No. of Days per Week	Total No. of FTE's Needed	Rounded No. of FTE's	Funded FTEs	Difference
A	B	C	D	G	H	I	N	O	P	Q
ADMINISTRATION										
Administrator	CIV	No	8			5	1.00	1		
Deputy Administrator	CIV	No	8			5	1.00	1		
Total Administration							2.00	2	3	-1
JAIL LIEUTENANT										
Total Lieutenants				12	12	7	5.30	5	6	-1
Juvenile Detention Officers										
Control Booth	JDO	Yes		12	12	7	5.52			
D1 Pod Officer	JDO	Yes		12	12	7	5.52			
D1 Pod Officer	JDO	Yes		12	12	7	5.52			
D2 Pod Officer	JDO	Yes		12	12	7	5.52			
D2 Pod Officer	JDO	Yes		12	12	7	5.52			
D3 Pod Officer	JDO	Yes		12	12	7	5.52			
D4 Pod Officer	JDO	Yes		12	12	7	5.52			
Runner	JDO	Yes		12	12	7	5.52			
Total Deputies							44.19	44	32	12
Maintenance										
Total Maintenance	Civ	No	8			5	1.00	1	1	0
Source: Wyandotte County and CGL, September 2015										
Total FTEs Required:								52	42	10

Future Jail Staffing Needs and Cost

Staffing 4 New Housing Units

As described earlier in this report, the projected housing need for the adult jail in 2025 is 643 beds, which is 175 beds more than the current number of adult beds. This addition will result in the need for 4 additional housing units, using the current housing capacities as a guide. To staff 4 housing units will require 19 Deputy FTEs once proper relief is applied. There will also be the need for an additional Housing Escort Deputy to manage the additional inmates.

Medical/Hospital Transport and Classification Tech

The additional inmate beds will also warrant the need for an additional Medical Transport/Hospital Duty position on the night shifts, as well as an additional Classification Tech working Monday through Friday. All other staffing requirements should remain unchanged. With these additions to the inmate population and to staffing levels, the total staffing requirement for 2025 will be 161 FTE, which is a difference of 39 from the current funded number.

Table 2-10 illustrates the recommended total staffing need for 2025. The positions that have been added as a result of the additional inmate capacity are shown in red text.

Wyandotte County Jail Needs Assessment and Feasibility Study
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Table 2-10
Recommended Staffing Detail for Adult Jail Operations in 2025

Adult Jail Staffing (2025)	Job Classification	Meal Relief	Total Hours on Days	12 hr Day	12 Hr Night	No. of Days per Week	No. of Hours per Week	Hours of Coverage Needed per Year	Is Relief Needed for this Post	Net Annual Work Hours	Total No. of FTE's Needed	Rounded No. of FTE's	Funded FTEs	Difference
A	B	C	D	G	H	I	J	K	L	M	N	O	P	Q
ADMINISTRATION														
Warden	LTC	No	8			5	40	2,085.60	No		1.00	1		
Deputy Warden	MAJ	No	8			5	40	2,085.60	No		1.00	1		
Director of Operations	CPT	No	8			5	40	2,085.60	No		1.00	1		
Total Administration												3	3	-
JAIL LIEUTENANT														
Total Lieutenants	LT			12	12	7	168	8,759.52	No		5.30	5	4	1
JAIL SERGEANT														
Intake Sergeant	Sgt	No		12	12	7	168	8,759.52	Yes	1843.88	4.75			
Housing Sergeant	Sgt	No		12	12	7	168	8,759.52	Yes	1843.88	4.75			
Total Sergeants							336				9.50	10	9	1
JAIL DEPUTIES														
Central Control	Dep	Yes		24	12	7	252	13,139.28	Yes	1817.88	7.23			
A Pod - Pre Classification	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
B Pod - Spl Mgmt	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
B Tower	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
C Tower - Female Min, Max, Seg	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
C Rover	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
3rd Floor Rover	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
E Pod - Max	Dep	Yes		24	24	7	336	17,519.04	Yes	1817.88	9.64			
F Pod - Max	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
G Pod - Minimum	Dep	Yes		24	24	7	336	17,519.04	Yes	1817.88	9.64			
H Pod - Max	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
I Pod - Medical Unit	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
New Housing Pod #1	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
New Housing Pod #2	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
New Housing Pod #3	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
New Housing Pod #4	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
New Housing Escort	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
Medical Clinic	Dep	Yes		12	6	7	126	6,569.64	Yes	1817.88	3.61			
Medical Transport - Hospital Duty	Dep	Yes		24	24	7	336	17,519.04	Yes	1817.88	9.64			
Booking	Dep	Yes		24	24	7	336	17,519.04	Yes	1817.88	9.64			
Intake Movement	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
Property	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
5th Floor Rover	Dep	Yes		12	12	7	168	8,759.52	Yes	1817.88	4.82			
Inmate Worker Supervisor	Dep	Yes	8			5	40	2,085.60	No	1817.88	1.00			
Total Deputies				336	318						132.31	133	99	34
CLASSIFICATION														
Class./Programs Supervisor	Civ	No	8			5	40	2,085.60	No	1960.88	1.00			
Classifications Tech	Civ	No		12	12	7	168	8,759.52	Yes	1960.88	4.47			
Classifications Tech	Civ	No	16			5	80	4,171.20	No	1960.88	1.00			
Total Classification											6.47	7	4	3
PROGRAMS														
Programs Clerk	Civ	No	8			5	40	2,085.60	No	1960.88	1.00			
Programs Clerk	Civ	No	8			5	40	2,085.60	No	1960.88	1.00			
Total Programs											2.00	2	2	-
Mail Clerk														
Mail Clerk	Civ	No	8			5	40	2,085.60	No	1,765	1.00	1	1	-
Source: Wyandotte County and CGL, September 2015														
Total FTEs Required:												161	122	39

2025 Jail Staffing Costs

The greatest percentage of a jail's operating budget (often as much as 80%) is for personnel. Salary and fringe benefit projections were made for the projected 2025 housing and staffing levels. The Consultant began with the 2013 salary schedule as a base. According to Wyandotte County officials, there will be a 1.5% increase retroactive to May of 2015, a 1.5% increase effective July 2016, and a 2.0% increase effective January 2017. The Consultant assumed a 2.0% annual increase from 2017 through 2025.

Table 2-11
Adult Jail Salary with Fringe Benefit Schedule
Through 2025

Position	Salaries and Fringe		
	2013	2020	2025
Warden	\$ 123,757	\$ 138,007	\$ 152,371
Major	\$ 111,984	\$ 124,879	\$ 137,876
Captain	\$ 100,473	\$ 112,043	\$ 123,704
Lieutenant	\$ 94,239	\$ 105,090	\$ 116,028
Sergeant	\$ 79,451	\$ 88,599	\$ 97,821
Deputy	\$ 41,132	\$ 45,868	\$ 50,642
Class Supv	\$ 36,667	\$ 40,890	\$ 45,145
Class Tech	\$ 31,578	\$ 35,214	\$ 38,879
Program Clerk	\$ 29,412	\$ 32,799	\$ 36,213
Mail Clerk	\$ 29,412	\$ 32,799	\$ 36,213

Source: Wyandotte County and CGL, September 2015

These salary amounts were applied to the appropriate staff positions for the recommended staffing positions through 2025. For 161 FTEs in the adult jail the escalated salaries will total approximately \$9.07 million.

Table 2-12
2025 Salary with Fringe Benefit Needs for Adult Jail

Staffing Category	Needed FTE	Salaries (2025)
Total Administration	3	\$ 413,951
Total Lieutenants	5	\$ 580,140
Total Sergeants	10	\$ 978,207
Total Deputies	133	\$ 6,735,374
Total Classification	7	\$ 257,705
Total Programs	2	\$ 72,425
Mail Clerk	1	\$ 36,213
Total FTEs Required:	161	\$ 9,074,014

Source: Wyandotte County and CGL, September 2015

Converting Certain 2025 Deputy Positions to Civilian Staffing

The same positions identified as possible conversions from deputies to a civilian posting in 2015 could also be applicable in the 2025 projected staffing need, which was applied for the central control room and property staffing. The 2025 projected need did not require an increase in either of these postings from the same combined total of 12.05 FTE staff as was the case in 2015. Thus the estimated cost difference is attributable only to the annual escalation rates as applied in the Table 2-12 annual cost estimate. That difference of \$13,827 less per staff for 12.05 civilian staff, using the same categories of deputy versus classification technician, would be \$166,615 less for the 2025 annual cost.

Future Juvenile Detention Staffing Needs and Costs

As noted earlier the future 2025 Juvenile Detention bed need is projected to decline from 40 to 35. This small marginal change would not cause a reduction in the total staffing needed for providing adequate supervision and management of juvenile detainees.

The salaries for the juvenile detention staff were calculated in the same fashion as the adult facility. The salaries were escalated to 2025 levels and applied to the recommended staffing. For the recommended number of 52 FTEs in juvenile detention, the estimated salaries total approximately \$2.9 million.

Table 2-13
2025 Salary with Fringe Benefit
Needs for Juvenile Detention

Staffing Category	Needed FTE	Salaries (2025)
Total Administration	2	\$ 277,772
Total Lieutenants	5	\$ 510,822
Total JDOs	44	\$ 2,047,409
Total Maintenance	1	\$ 47,761
Total FTEs Required:	52	\$ 2,883,765

Source: Wyandotte County and CGL, September 2015

Conclusions and Recommendations

- Jail Operating Cost Savings:** The single most important cost finding of this Operating Cost Analyses section is that the Unified Government and the Sheriff's Office could benefit in substantial annual Jail operating cost savings. To do so would require providing the additional 12 FTE Jail staffing recommended by CGL for current operations in 2015, provided that that all "farm-out" inmates being held in the Leavenworth facility were returned to the UG Jail to avoid that annual expenditure. The added salary and fringe cost of the 12 new staff in 2015 dollars is approximately \$565,000. From the Jail's 2014 full year operating cost experience it is estimated that approximately another \$190,000 in non-labor expenses would be incurred for the added Jail ADP

bringing the 12-month total to approximately \$755,000. For 2014 the Sheriff was required to pay CCA approximately \$1,972,000 to “farm-out” an ADP of 117 inmates in Leavenworth.

Upon request by the County the consultant analyzed the potential for converting certain Jail staff positions from deputies to civilian staff as a possible cost savings for functions that would not diminish the Jail operation’s safety and security. It was found that approximately \$116,849 could be saved if 12.05 FTE deputies were replaced by civilian staff for the 2015 annual cost of managing inmate property and operating the central control room. For 2025 the number of staff needed for those posts remained at 12.05 FTE. Thus, their annual cost increased only due to projected annual salary increases resulting in an approximate \$166,615 annual savings for 2025.

2. **New Jail Site Court Transport Cost:** If the County decided to build a new jail at a location approximately 10 miles from the County Courthouse, an additional \$512,000 to \$581,000 in the first year annual labor and non-labor vehicle operating expenses would be incurred by the Sheriff’s Court Unit Transport Team.
3. **Juvenile Detention Staffing Needs:** An additional 10 staff are recommended for the existing Juvenile Detention Center in order to provide proper 24/7 staffing that would avoid the use of higher cost overtime.

Community Corrections and Pretrial Services Alternative

Overview

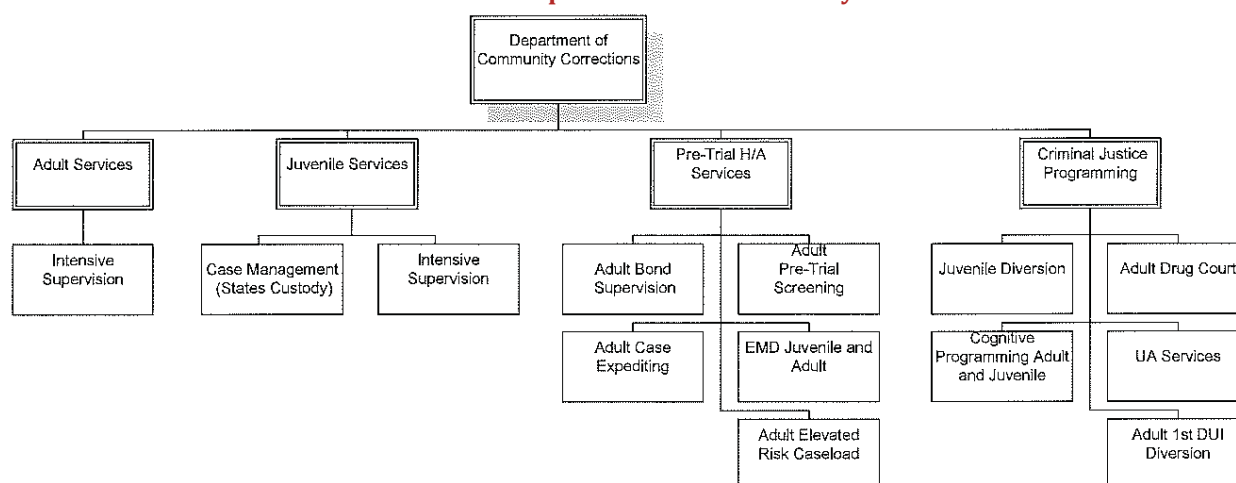
As part of this Jail focused study, the Unified Government required the consultant to assess the current “use of pretrial and other alternative programs.” The potential value in doing so is that certain pretrial services and community corrections programs can be effective in reducing the reliance on the need for jail capacity, both for pretrial detainees and for adjudicated offenders awaiting a local sanction, but not State or Federal Prison. In most cases the effective use of such alternatives can be significantly less costly per eligible offender than the total cost of jail confinement

The Kansas Legislature established Community Corrections enabling legislation with annual State budget funding allocations available for local governments by submission and approval of an annual grant application. The funding program, its grant application and award process is administered by the Secretary of the Kansas Department of Corrections. The Department was created by the UG in 1980 to utilize the State’s then new grant funding program for implementing locally-based community corrections programs.

Organization and Staffing

Wyandotte County has benefitted from the State funding program since it created a Department of Community Corrections to serves as its central management and implementation agency for all pretrial and community corrections services and programs. Figure 3-1 shows the current general organization of the 4 major areas of adult and juvenile services and programs provided by its Department of Community Corrections.

Figure 3-1
Unified Government Department of Community Corrections



A house arrest electronic monitoring program was started in 1988. The house arrest program’s management was shifted to the Sheriff’s Office in 1993; then to a District Court Judge by 1995; and finally in 2002 was placed back under the Director of the Department.

In the late-90's the Unified Government created and began funding with 100% local revenues a "Pretrial Services Program" that was then managed by the County's District Court. In 2002 the Pretrial Services Program was also shifted back to the Community Corrections Department and in 2015 remains organized as shown in the Figure 1 chart above.

The Department Director reports directly to an Assistant County Administrator and the Department has a total of 59 authorized positions as of 2014/15. Each of the Department's 4 Service Areas is headed by an Administrator who reports directly to the Department Director. Each of the 4 service areas has the following staff:

- **Adult Services - 18 Staff**
- 1 Administrator
 - 1 Adm Support Specialist
 - 1 Support Case Specialist
 - 2 ISP Supervisors
 - 8 ISO's (4 per Supervisor)
 - 1 ISP Supervisor
 - 1 Intake and Assessment Officer
 - 1 Re-Engagement Officer
 - 1 Mental Health ISO
 - 1 ISO
 - 1 OWDS Officer
- **Juvenile Services – 18 Staff**
- 1 Administrator
 - 1 Adm Support Specialist
 - 3 ISP Supervisors
 - 12 ISO officers (4 per Supervisor)
 - 1 Transport Officer
- **Pretrial/House Arrest – 10 Staff**
- 1 Administrator
 - Adult Detention Project
 - 1 Case Expeditor
 - 1 Elevated Risk Officer
 - 1 Pretrial ISO
 - 2 Pretrial Screeners
 - 1 Electronic Monitoring Detention Supervisor
 - 3 Surveillance Officers

- **Criminal Justice Services – 12 staff**
- 1 Administrator
 - o 1 Drug Court Supervisor
 - 1 ISO's
 - o 1 Diversion Supervisor
 - 3 Juvenile Diversion Officers
 - 1 Adult Diversion Officer
 - o 1 Cognitive Education Supervisor
 - 2 Cognitive Educators
 - o 1 Urine Analysis Officer

The Department's Director obtains clerical and administrative support from the administrative support staff assigned in Adult Services and Juvenile Services.

2014-2015 Programs

All the Department's programs and services are organized and delivered via its 4 major operating divisions for Adult Services, Juvenile Services, Pretrial/House Arrest Services and Criminal Justice Programming. In summary the key services under each of these 4 operating units include:

Figure 3-2
Community Corrections Service Area Programs

Adult Services	Juvenile Services	Pretrial/House Arrest	Criminal Justice Programming
1. Intensive Supervision a) Risk & Needs Assess. b) Drug/Alcohol eval. & treatment c) Psych. & sex offender eval. & treatment d) Occupational development e) Cognitive educat. f) Urine testing g) Drug Court h) Transport assistance	1. ISP & Case Mgt. a) Risk & Needs Assess. b) Drug/Alcohol eval. & treatment c) Psych. & sex offender eval. & treatment d) Cognitive educat. e) MST f) Urine testing g) Transport Svcs. 2. Juvenile Diversion Svcs. a) Risk & Needs Assess. b) Psych. & MH eval. c) Urine testing d) Cognitive educat.	1. Adult Detention Project a) Jail case expediting b) Elevated risk case mgt. 2. Pretrial ISO a) Pretrial supv. 3. Screening a) Screening for PTR b) Small caseloads 4. Electronic Monitor a) Screen for EM/HA b) Field case supv. 5. Transport Assistance	1. Juvenile Diversion 2. Adult DUI 3. Adult Drug Court a) Risk-Needs/Assess. b) Treatment linkages c) Housing vouchers d) Re-engagement 4. Cognitive Education Adult & Juvenile 5. UA Services

Source: Wyandotte County Community Corrections Department, records and reports, September 2015.

Programs Sufficiency and Value

With adequate staffing and funding, the Department's current services and programs give the County a strong opportunity to reduce the use of jail and juvenile detention incarceration for eligible non-violent offenders. The functions provided and as further described in the Department's 2016 "Comprehensive Plan Grant Application" provide for a variety of proven "evidence-based best practice" methods and programs for reducing recidivism by adult and Juvenile offenders.¹

In recent decades applied research worldwide, has shown that providing and supporting such programs and services in a community-based setting is much more effective in reducing recidivism and repeat criminal or delinquent behavior versus providing the same or similar programs during jail or detention confinement. More over when provided effectively community-based supervision and treatment programs are also less costly than secure 24/7 jail or juvenile detention confinement.

Some of the measures of program success available for fiscal year 2014-15 include:

- Adult ISP Services
 - o 70% of all discharged cases completed successfully
 - o 30% of all discharged cases were revoked for technical reasons and/or a new offense
- Juvenile ISP and Case Management Services
 - o 60% of all discharged cases completed successfully
 - o 40% of all discharged cases were revoked for technical reasons and/or a new offense
- Juvenile Diversion Services
 - o 61% of all discharged cases completed successfully
 - o 39% of all discharged cases were revoked for technical reasons and/or a new offense

The tracking of cases for up to 3 years after discharge will reveal recidivism rates more fully over time. However, the success rates within the year as shown above are higher than for the typical first year recidivism rates of inmates or juvenile offenders released from incarceration without an ongoing case management and reentry plan supervision.

The Comprehensive Plan also notably reported results for 2014 that:

- Since implementing "evidence-based practices" probationer's overall revocation rate decreased from 50.8% in 2007 to 31.4% in 2014.
- 78.2% of all adult probationers assigned to the Department's ISP were "presumptive prison" offenders, but were granted a downward disposition to community custody with intensive supervision probation.
- 80% of all successful probation discharges were on the lower risk supervision levels 3 and 4, whereas 65% of all revoked cases were from the highest risk levels 1 and 2.

¹ Unified Government WYCO/KCK, Comprehensive Plan Grant Application, 2016.

Recommendation: In supporting the 2016 Comprehensive Plan the Department and UG should assure that the following criminogenic factors and “barriers” as noted in the Grant Application, are given adequate staff and funding support to be addressed in all adult offender cases, especially where gainful employment is a goal:

- Lack of transportation
- Criminal history
- Lack of ID
- Lack of HS diploma or GED
- Little or no work history
- Little or no computer skills
- Visible tattoos
- Poor self confidence
- Lack of emotional control

These deficiencies or characteristics are ‘all too common’ for criminal and juvenile offenders and not only affect employability, but also work against their success in avoiding a relapse of repeat criminal or delinquent behavior. The Department’s Intensive Supervision Probation and Criminal Justice Programming staff and the supportive programs and services that they can provide as part of an individualized case plan can make a big difference in an offender’s performance and their chance for positive change. Doing so will also require strong support for the “Collaboration” plans in the 2016 Comprehensive Plan. The Department needs to be able to fully engage qualified local providers that can deliver the special training, treatment and support programs needed to help counteract, resolve, or improve the negative factors or barriers associated with each offender’s case.

Cost Performance

Table 3-1 summarizes the Community Corrections 2014/15 operating costs for 4 of its major program components that have such data available. The data is somewhat mixed in that the Pretrial Services/House Arrest program is on a UG calendar year budget cycle and the rest of the Department is on the State’s June/July program grant fiscal year. Also the Pretrial/HA program caseload shown is the total number of cases served whereas the other three programs provide their average ADP for their fiscal year.

Table 3-1
Community Corrections Operating Costs 2014/15

Program Component	Personnel Costs	Contract & Other Services	Commodities	TOTALS	2014/15 Cases or ADP	2014/15 Cost per Case or ADP
1. Pretrial/House Arrest*	\$ 536,092	\$ 90,121	\$ 11,517	\$ 637,730	1,799	\$ 354
2. Adult ISP Services	\$ 1,241,754	\$ 278,860	\$ -	\$ 1,520,614	680	\$ 2,236
3. Juvenile ISP and Case Mgt. Svcs.	\$ 1,245,740	\$ 109,303	\$ -	\$ 1,355,043	249	\$ 5,442
4. Juvenile Diversion Services	\$ 170,000	\$ 12,000	\$ -	\$ 182,000	110	\$ 1,655
TOTALS	\$ 3,193,586	\$ 490,284	\$ 11,517.00	\$ 3,695,387	2,838	\$ 1,302

* Total annual cases are reported for Pretrial/HA, whereas the other 3 programs report an annual average daily caseload.

Source: Wyandotte County Department of Community Corrections, September 2015.

Earlier in the section 2 Operating Cost Analyses it was shown that for 2014 that the average cost per day for incarcerating an adult in the County Jail ranged from approximately \$82 per day to \$90 per day and that the cost of Juvenile detention was approximately \$228 per day. Annualizing these averages makes it very clear that the cost to the UG of at least 4 of its Community Corrections programs is much less costly. For adults in Jail the annualized cost is from approximately \$29,900 to \$32,800. The Community Corrections Department's 4 program areas shown in Table 3-1 range from \$354 to \$5,442 per case annually with an overall Departmental average of approximately \$1,300 per case.

Obviously, a large portion of the jurisdiction's criminal and juvenile offenders will continue to require incarceration based on the severity of their crime, the relative threat they pose to public safety, e.g. violent offenders, sex offenders, robbers, burglars, drug dealers, etc. and the criminogenic issues and needs they have that need to be treated. However, the relatively high cost differences between paying for jail versus community-based supervision suggests that every effort should continue to maximize the use of Community Corrections and minimize the use of jail and juvenile incarceration on a case by case basis whenever possible.

Conclusions and Recommendations

1. **Maximize the Use of Community-Based Programs Over Jail and Juvenile Detention:** The Department of Community Corrections provides programs and services for adults and juveniles that are founded on evidence-based practices and applied research results that confirm their value in addressing criminogenic and delinquency factors of risk and need. These programs and services give the jurisdiction the ability to reduce reliance on jail and juvenile detention incarceration for non-violent eligible offenders. Applied research also confirms that such programs are more effective in supporting behavioral change through community-based supervision and sanctions than attempting to do so during incarceration. However, program effectiveness can also be improved by using the time that any offenders do have in jail or detention to assess and develop individualized supervision and treatment plans for implementation upon their release from incarceration. The Department should confirm that it has adequate qualified staffing available to provide the level of case risk and needs assessment work needed to satisfy the District Attorney and Judiciary.
2. **Assure Adequate Staffing and Funding for the following:**
 - 1) Assess the caseloads for each of the Department's programs to be certain that adequate levels of assessment, treatment planning, supervision and case management are provided without case volume overloads that compromise effectiveness. This should include both pretrial release and pretrial supervision. In the case of pretrial release the eligibility criteria should be reviewed with the District Attorney to be sure that the criteria is not overly restrictive.
 - 2) Collaborative work with the Wyandotte Center and other local providers related to assessing and diverting offenders with mental illness should be increased as needed to avoid missed opportunity.

- 3) Consider developing a “pre-arrest diversion program” with local law enforcement to maximize the use of citation in lieu of arrest for misdemeanor cases. This could include a need for expanded CIT staffing and case assessments for all arresting agencies, plus jail screening being provided 7 days a week from early morning till midnight. This could also reduce the volume of cases being booked at the jail.
- 4) Consider adding a proven domestic violence counseling and treatment program within the Department’s Criminal Justice Programming Division. An alternative would be to contract with a qualified provider agency to provide the program as specified by the Department
- 5) Consider implementing a Community Services Program as an alternative sanction and where appropriate based on individual assessments as a supplement to probation supervision.
- 6) Implement a 3-year recidivism monitoring procedure as a means of measuring program success and impact. Where possible each offender discharged from the Department’s various adult and juvenile programs should be tracked for up to 3 years after release for either probation violations or arrests for new crimes.

It is recognized that some or all of the above recommendations could require supplemental funding in addition to the annual Community Corrections grant award from the Kansas DOC.

Task 8

Existing Building Conditions Assessment



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6.0	DETENTION SUPPORT AREAS.....
7.0	HOUSING.....
9.0	MECHANICAL/ ELECTRICAL SYSTEMS.....
10.0	ELEVATORS.....

1.0 INTRODUCTION AND RECOMMENDATIONS

The purpose of this task is to provide an inventory and assessment of the Unified Government Jail to determine the physical condition and conformance of the facility with applicable codes and standards. As part of this assessment, compliance with ADA and ACA standards were considered but a full building code review was not conducted.

The information contained in this report was obtained from site visits by Treanor Architects and discussions with the Detention Center staff. Only visual inspections were performed and general observations made. These inspections were limited to determining the adequacy or inadequacy of the facility support systems to support jail expansion. Issues of capacity as well as general condition were reviewed. Detailed assessment of all areas will be performed when an expansion project occurs to determine what modifications will be necessary to achieve optimal function and usability.

It is recommended that this facility has good usable life and is suitable for expansion. The building systems have shortcomings as described herein, however those shortcomings can be remedied in a cost effective manner. The County would be well served to continue investing in this building for a number of reasons; including the very high replacement cost, and the proximity value of the connection to the courthouse. These two issues drive the recommendation for the continued use of the facility.

Courthouse Proximity:

As discussed earlier in this document, the ability to deliver and in-custody person to court is imperative to a properly functioning justice system. The secure connection from the jail to the court that exists is extremely valuable. Loosing this connectivity by locating a new facility away from the courts would increase transportation costs and increase the possibility of a security incident. Staff time and convenience is also a large factor in this proximity. Whenever possible a jurisdiction should co-locate the jail and court function. Only when the demands of land availability or excessive expansion needs dictate, should the Unified Government look to alternatives to the current adjacency.

Replacement Cost:

Jail facilities are a community investment that should be intended to last for many years, and sometimes for generations. They should be designed specifically to last and survive changing needs. The current facility meets that standard. As this report will indicate, most of the infrastructure of the facility is serviceable for many years. Due to security, maintenance and durability issues, construction of jail facilities can range from \$200 to \$300 per square foot for construction values and project costs can increase that number by 30 percent. It is wise typically to continue to develop and maintain this community investment as long as it is serviceable.

For these reasons the Unified Government is advised to look for ways to expand the current facilities and to forgo the planning of a new jail facility for the foreseeable future. The conditions noted in this section are intended to describe the general current environment.

2.0 EXISTING BUILDING OVERVIEW

The existing Wyandotte County Detention Center, built in 1989, is located at 710 North 7th Street adjacent to the County Courthouse. The two buildings share a secure entry connection. The building is six stories with the lower level containing Vehicle Sally Port, Intake, Food Service, Laundry, Staff Locker Rooms, and the Central Plant and Maintenance Shop. The Second Floor contains offices for the Sheriff's Department, Jail Administration, and District Attorney. The Third through Sixth Floors are inmate housing and support spaces.

The building was designed as a direct supervision facility with capability of having indirect supervision with some housing units. Housing units are laid out with cells along the perimeter around a dayroom. Cells have an exterior window that has obscured views. Each housing unit incorporates an indoor/outdoor exercise space that allows light and fresh air via an louvered opening. This prevents views down to public areas, however sound can transfer to public areas creating issues with noise and undesired communication. The connectivity to the courts allows for secure transfer to the courts, but not directly into the courtrooms themselves due to the configuration of the courtrooms.

3.0 STRUCTURAL SYSTEM

The structure is cast in place concrete beams and columns with flat concrete floor decks. This structure rests on a foundation of drilled concrete piers to bedrock. The building envelop and interior partitions are independent of the structure and can be modified without affecting the structure.

The structure appears to be in sound condition and no major settlement of the structure was observed. It appears through anecdotal evidence that the building was designed to accept future structural expansion vertically, however a detailed structural analysis would be needed to verify this possibility. Vertical expansion of the facility was discussed in the investigation of this report, however the design team does not recommend this approach.

Vertical expansion is difficult and expensive due to the existence of mechanical equipment and systems on the roof. The continued operation of this system during construction will be difficult and expensive. Additionally, the security concerns for working for extended periods of time on the roof would require the evacuation and temporary housing for the upper level housing units. The execution of this vertical expansion would make the expansion more costly per square foot than other viable options.

4.0 EXTERIOR BUILDING ENVELOPE

The exterior cladding is precast concrete in good condition and has many serviceable years of life in it. The precast is “hung” on the concrete frame utilizing weld plate connections. This cladding provides weather protection as well as the secure perimeter of the facility.

The precast panels have caulking between panels to allow for movement and expansion. Life expectancy for these joints is 15-25 years. Most joints are original to the building and are at the end of wear ability for the joint material. Many joints have begun to shrink and crack, particularly at 90 degree corners. Damage was noted at the corner of a column on the south side of the building near the dock. Recommend repair to prevent water infiltration behind the precast panels, causing further damage. Replacement of all joints should be incorporated into a renovation plan.



Joint in need of re-caulking



Damage to column near dock

Windows are aluminum frame, single pane, steel security, believed to be original to the building. They allow significant air infiltration and cause thermal discomfort for building occupants in office areas. Windows into the cells are frosted glass, limiting natural light into the cells. They are serviceable but should be considered for replacement in the next 10 years or as part of a renovation.

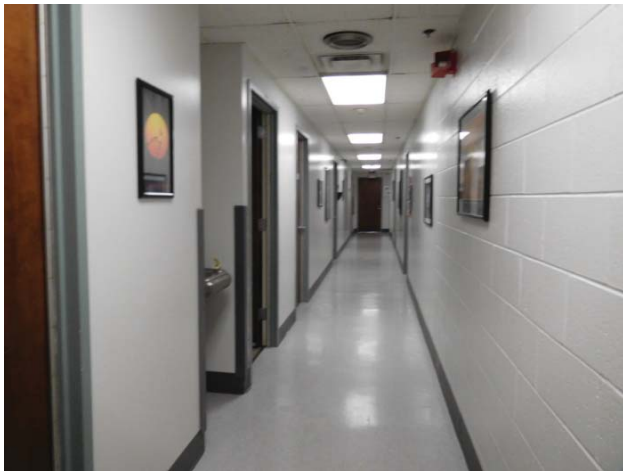


Dark areas of roof in need of replacement

The roof on the east side of the building was replaced several years ago. The remainder of the roof is original to the building and in need of replacement. Roof leaks are regularly occurring, particularly in the northwest quadrant of the building. The roof is a critical part of normal operations and cannot be postponed much longer. Failure to invest in this area jeopardizes the continued operations and could deteriorate other building systems. Water infiltration can and will lead to mold and other deterioration as well as health issues for the building occupants. This condition should be remedied at once.

5.0 OFFICE AREAS

The office spaces for the Sheriff's Department, Jail Administration, and District Attorney on second floor are divided up into many individual offices and rooms with long narrow corridors, contrary to current trends in office design of more open interconnected work spaces. The walls within these areas are mainly metal stud with gypsum board, but some areas are CMU. Finishes are typically carpet or VCT flooring, rubber base, painted walls, and acoustical ceiling tile & grid. Doors are stained wood. Much of the carpet appeared worn and in need of replacement. VCT in most areas observed appeared to be in good condition. Many walls and door frames had damage to the paint and need repainted. Ceiling tiles were damaged in areas throughout the spaces. Several areas had visible water damage to ceiling tile and flooring from water flowing down into the office space from inmate caused plumbing back-ups in the housing units above, and roof leaks described above.



Typical corridor in office area



Water damage to ceiling tiles

6.0 DETENTION SUPPORT AREAS



Typical corridor in detention area

Detention support spaces including Intake, Food Service, Laundry, Central Control, and Medical have painted CMU walls and sealed concrete or VCT floors. It was observed that Intake has standard acoustical tile & grid ceiling. All other areas that inmates would have access to were either open to structure or had hard ceilings. Walls and doors had visible surface damage due to the heavy and constant use of the spaces. The sliding detention doors require continual maintenance to keep them working. Parts and training for these are becoming obsolete and parts they can get to repair them are expensive.



Washers in Laundry Room

The Food Service area, located on the First Floor, was adequately sized including the space for dry storage, and the cooler and freezer. Most food service equipment had been replaced in the last two years.

The Laundry area contains four washers and three dryers. All equipment is currently in working order. Inmate labor is used in Laundry and no separation is provided to block off the back side of the washers and soap dispensers from inmate access.



Central Control

The Central Control Room has two workstations and a restroom within the space. There is an access floor system in the room. The floor panels are extremely worn. The restroom finishes are worn and in need of replacement. The secure electronics system was upgraded in 2009 and it was noted that they are in the process of purchasing new cameras.

The Medical areas are on the Fifth Floor consist of exam rooms and staff offices and an Infirmary that serves both adults and juveniles. There is no defined separation between inmate areas and staff areas within the Medical suite. Rooms are used for multiple, sometimes conflicting uses, such as lab equipment in the same office as mental health sessions with inmates are held. The Infirmary consists of seven cells. One cell is intended to be a negative pressure cell, but the negative air flow does not work.



Medical Exam Room



Infirmary



Items stored in corridor

Visitation is located off of each pod and functions adequately.

Multi-purpose program spaces are limited for the size of inmate population.

It was observed that items were being stored in corridors and vestibules. Additional storage is needed.

7.0 HOUSING

There are a total of eight housing pods. Three of the pods are subdivided to allow further classification; one of the three is dedicated for Juveniles. Each pod has a day room with cells at both the day room level and mezzanine level. Each has a recreation yard directly off of the pod. Natural light for the day rooms is borrowed from the recreation yard, which greatly limits the amount of natural light in the day rooms. In the three subdivided pods, there is no natural light to the dayrooms. Housing areas are being directly supervised. All pods, except for “A” pod have an elevated control room at the mezzanine level. Not all control rooms are currently being used. All cells are front chase and are on the exterior building wall allowing for windows directly into the cells. As mentioned above, due to the frosting of the glass, the level of natural light is limited in the cells. Finishes within the housing areas are worn. Many surfaces are in need of new or touched up painting. On the fifth/sixth floor, west side, there is water damage from roof leaks in both the day room/mezzanine, in the recreation yard, and in the control room. There is damage from the roof leak to the concrete roof deck, the mezzanine stair, the floor in the recreation yard, and the ceiling in the Control Room. A light fixture has been taken out of service in the recreation yard due to water damage.



Typical housing



Juvenile housing



Water damage to roof deck



Recreation

8.0 MECHANICAL SYSTEMS

HVAC

These building systems were reviewed and observed from an architectural viewpoint and detailed analysis by a mechanical engineer was not conducted. Interviews with maintenance staff and discussions about their overall performance and maintenance issues form the opinions stated herein.

The central system is a chilled water cooling system with a cooling tower and a boiler heating system. The cooling tower and air handling units are all original to the building. They are currently operating, but have served a period of time equal to their anticipated effectiveness. Any renovation should consider the replacement of the chillers. The boilers were replaced approximately 13 years ago. The controls are pneumatic, which have become obsolete. Parts and service for the controls is difficult and expensive. An upgrade of the control systems would be recommended to allow for a building automation system. This system will save time on the part of service professionals in diagnosing performance issues and save costs on energy performance by optimizing the system.

PLUMBING

The main supply and sanitary lines have had no issues. The hot water heaters were replaced 2 years ago and the water softeners were replaced 10 years ago. Both are in good condition. The commercial grade plumbing fixtures in the staff areas appear to be original to the building and all appeared to be in working order. The detention fixtures in the cells are also original to the building. Replacement parts are no longer manufactured for the combination units or the showers, so repairs are expensive. There have been several issues with the recirculation lines, and repairs require water shut-offs to the entire facility. There have also been occasional leaks at the supply lines that connect to the fixtures which are difficult to repair due to the lines being run in the CMU walls or above hard ceilings.

ELECTRICAL

The electrical system is in working order. The building does have an emergency back-up diesel generator that powers the entire building excluding a few select items. The generator is original to the building and is in working order but approaching its life expectancy. In many of the staff areas, there are limited receptacles and data drops, particularly in the medical exam and office areas.

FIRE SPRINKLER

The fire sprinkler system is in good condition.

9.0 ELEVATORS

There are four elevators that serve different functions within the building. They do not provide reliable service, and are a grave cause for security and safety of the staff and visitors. They have been serviced repeatedly and continue to fail regularly. Providing continuous vertical travel throughout the facility is imperative for everyday simple tasks such as food delivery, emergency medical response, aiding officers in case of an inmate violent occurrence, transfer to court, and laundry service.

APPENDIX A
Building plans

Existing Building Conditions Assessment
Wyandotte County, Kansas

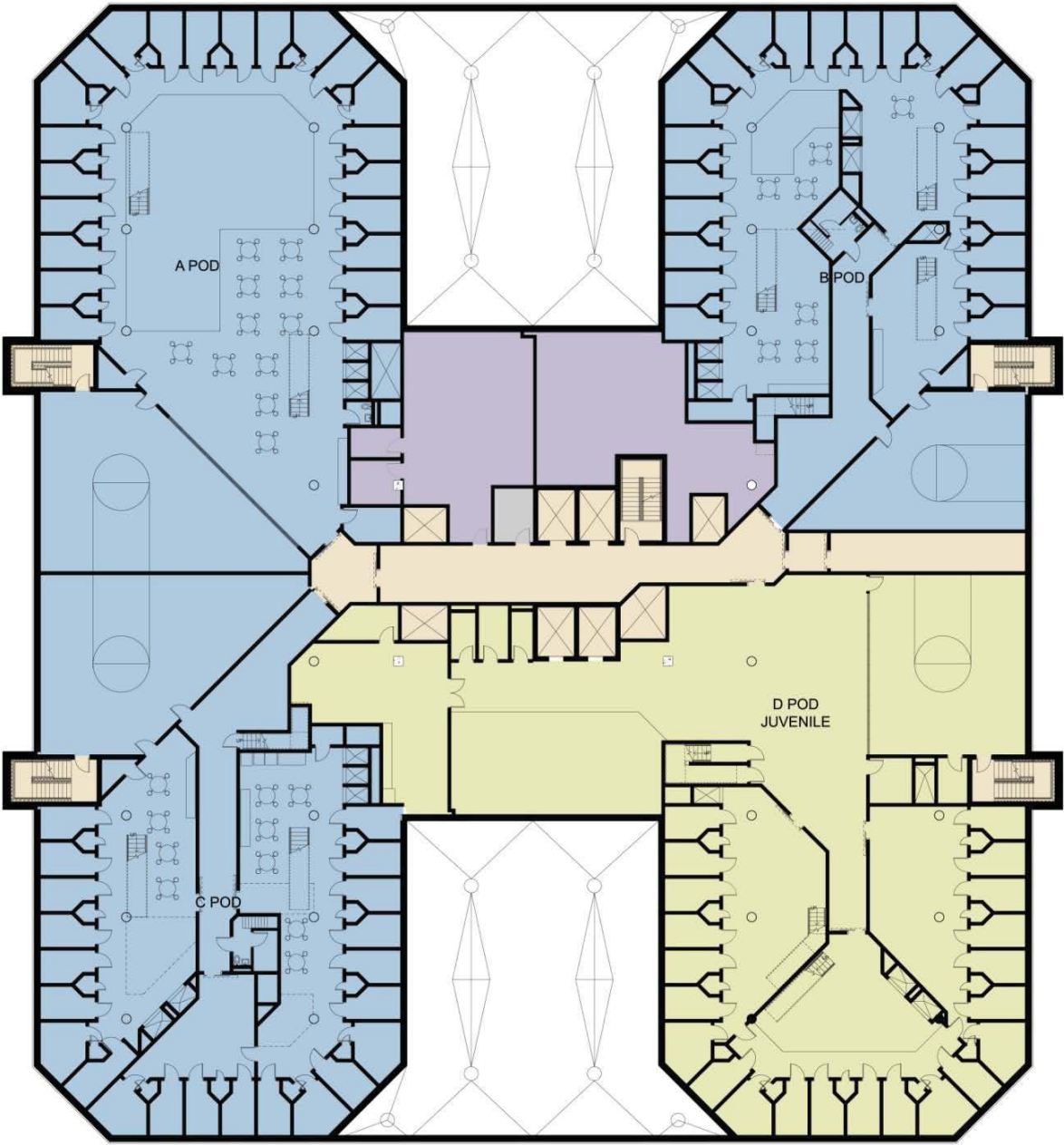


First Floor Plan

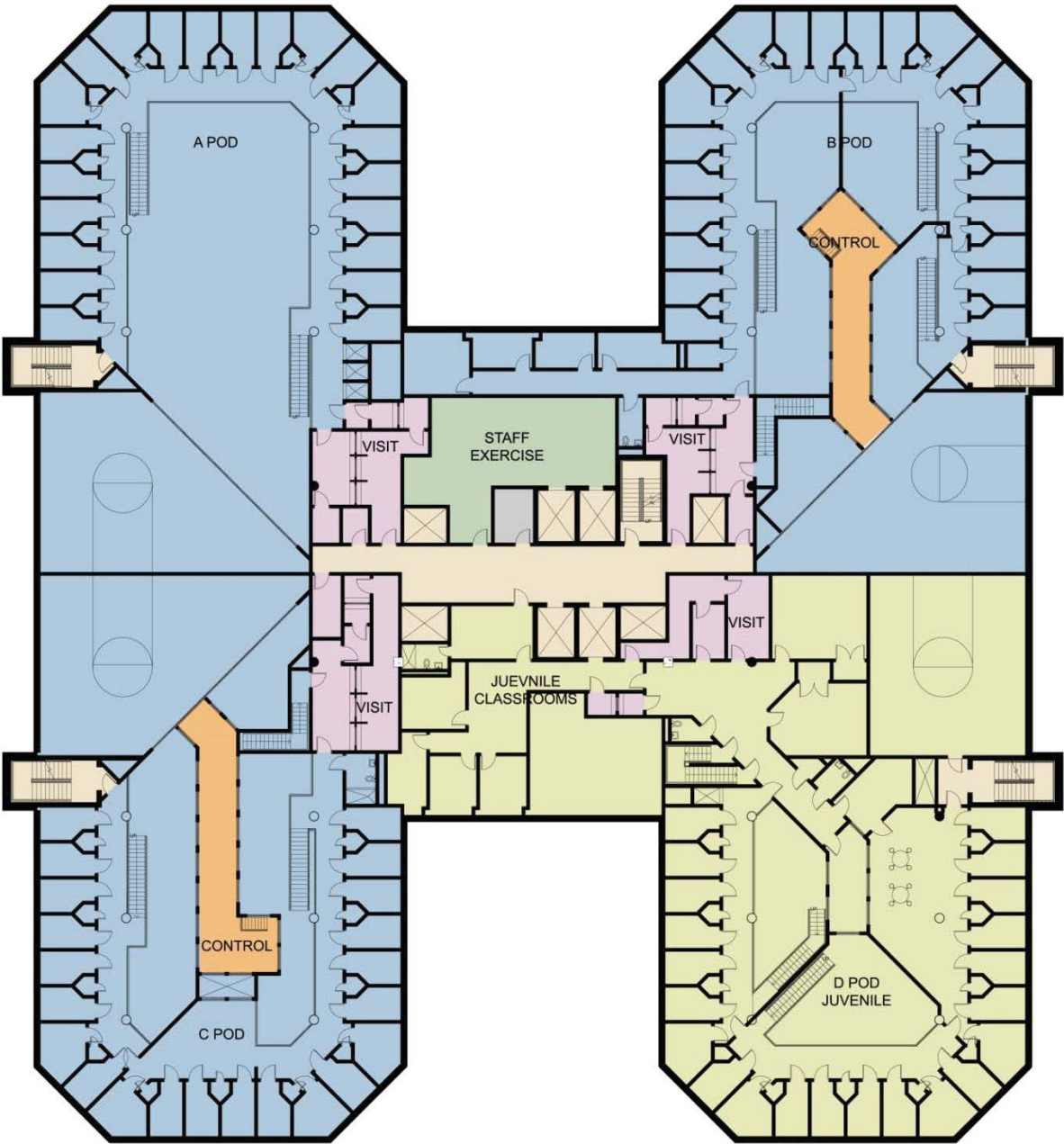
Existing Building Conditions Assessment
Wyandotte County, Kansas



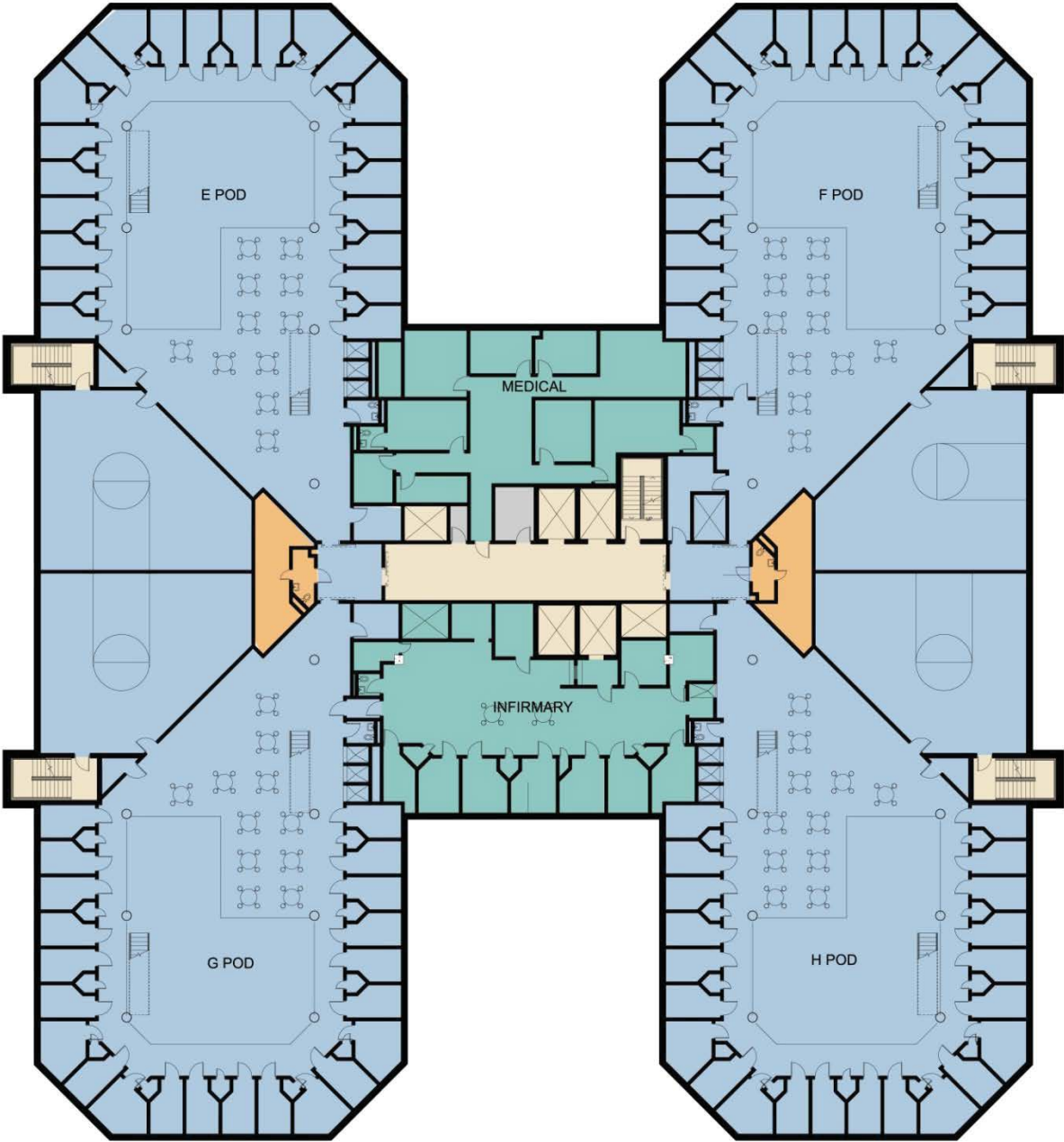
Second Floor Plan



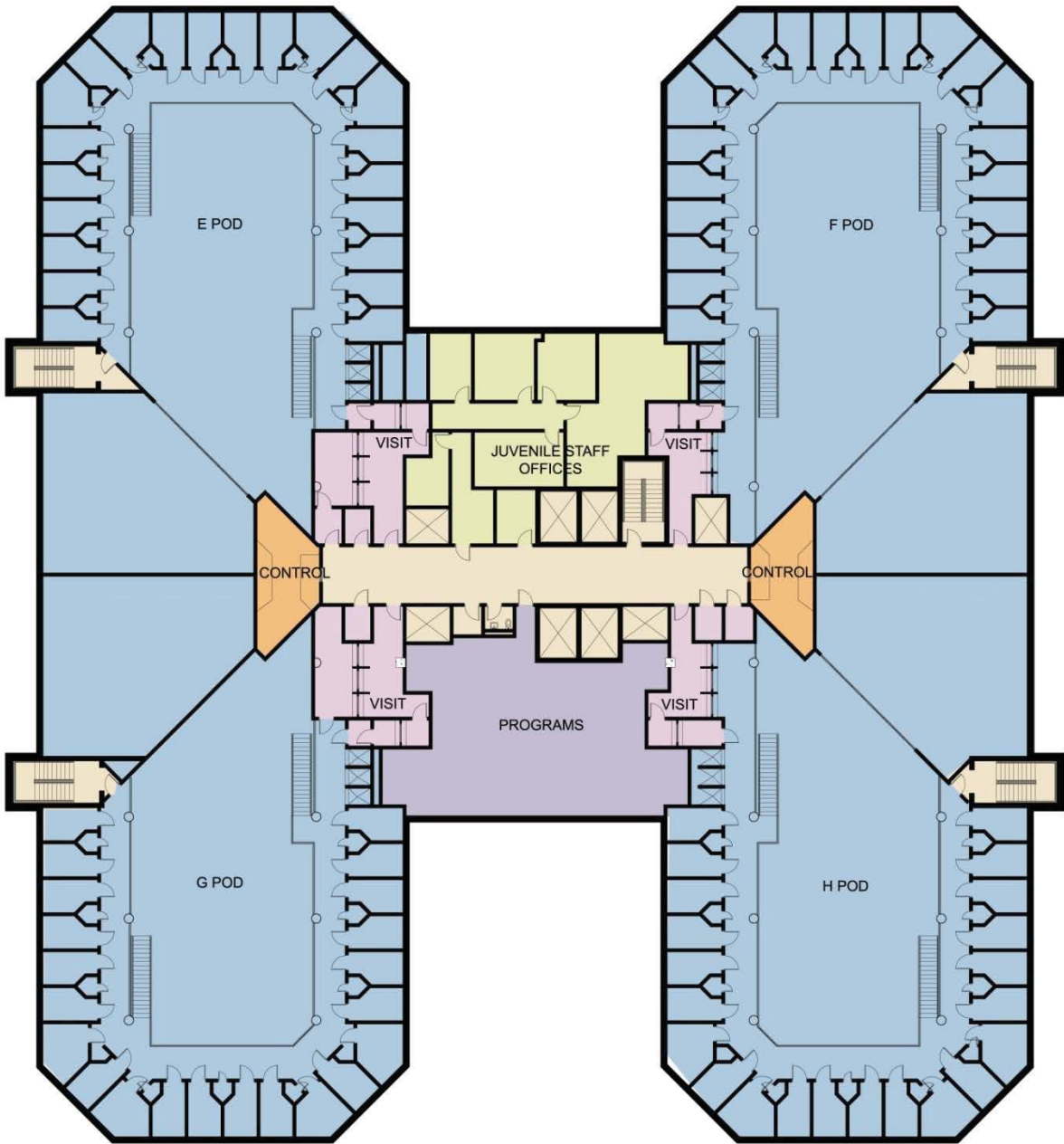
Third Floor Plan



Fourth Floor Plan



Fifth Floor Plan



Sixth Floor Plan

Task 9

Masterplan & Phasing

“Failing to plan is planning to fail.” – Alan Lakein

This task specifically asks the design team to “Provide options to consider completing the project in phases.” Doing so requires a Master Plan that will allow the County to understand both the order of things that need to be completed based on priority or sequencing of work, as well as breaking down the work into manageable and affordable phases. The recommendations for this Master Plan must be based on a number of assumptions. These assumptions are made primarily because the process necessary to acquire better information is outside the scope of services or is based on decisions that are not made by the County at this time.

ASSUMPTIONS

Planning Horizon:

The planning horizon identified in the RFP is 30 years forward. The Master Plan is intended to solve the Jail and Juvenile detention space issues based on the projected need identified earlier in this report. As a Master Plan is a living document, the County should review the intent before embarking on each phase to confirm the trends indicated in this study are in fact coming to fruition. Adjustments to the need will be critical at each phase.

Building Areas:

Each of the Phases involves a need to suitably house inmates or juveniles of certain classifications. The assumptions made here are based on national standards and trends of building areas anticipated for that need, and on the experience of the design team. These assumptions are not based on detailed programs of spaces. A detailed space program should be developed prior to setting the final budget for the project in order to ensure the space need fits these Master Plan assumptions.

Costs:

Since the County has not made decisions as to the timing of the implementation of any of these phases, the costs included in this section are based on the 1st Quarter of 2016. Escalation of these costs is necessary and should be resolved prior to beginning the implementation of any phase. Costs are also provided as an order of magnitude planning tool. They include the anticipated construction value, as well as ‘normal’ project soft costs. Many of these costs are not known at this time, and assumptions have been made that should be verified prior to setting the implementation budget for each phase. These costs are also based on an assumed quality level for a normal detention construction based on today’s standards for both adult and juvenile environments.

PRIORITIES

Discussions with the Owner team have made clear the priorities for the County. These were delineated in discussions with staff at all levels and appear consistent across the user groups as well as the decision making body. We understand the priorities to be as follows:

- Remove the Juvenile Detention component from the Adult Jail
 - The current co-location of these facilities is an unsafe and untenable situation that needs to be remedied. This situation contributes to the safety of all, but also affects the operational efficiency of the staff and circulation within the facility.
- Maximize the use of the current facility
 - Providing maximized inmate and staff efficiency of the current facility will allow for a more cost effective solution to inmate housing.
- Provide adequate space for all functions of inmate population as well as the needs of core services and staff support.
 - A future increase in bed space is necessary to meet the expected inmate numbers identified in this report; however the core services of supporting the inmates in their routine living needs and each inmate's individualized treatment and reentry plan must also be addressed for the long term.
- Provide adequate space for all associated offices that will need to interact with the detention facility.
 - The District Attorney, Community Corrections, Judiciary and others must all be optimally located; able to circulate easily; and work as effectively as possible to make this entire portion of the criminal justice system operate efficiently.

PHASE SUMMARY

The following Master Plan and Phases are recommended.

Phase 1: Construct New Juvenile Facility

- Option A: New Juvenile Facility Adjacent to Existing Family Courts
- Option B: New Juvenile Facility On New Open Suburban/Rural Site
- Option C: New Juvenile Facility and New Family Courts On Open Suburban/Rural Site

Phase 2: Remodel Current Juvenile Space for Adult Jail and Remedy Deferred Maintenance Issues

Phase 3: Renovate 5th Floor of Courthouse for Relocation of District Attorney

Phase 4: Renovate Current District Attorney Space for Jail Beds

Phase 5: Added Jail Bed Addition

- Option A: Infill South Entry court
- Option B: New Construction South of Jail

PHASE 1: CONSTRUCT NEW JUVENILE FACILITY

Perhaps the most important aspect in the review of the detention systems at the Unified Government is the issues surrounding the location of Juvenile Detention. Currently located in the jail building, juvenile detention utilizes the same vehicular sally port as the adult facility. Juveniles utilize the transfer and release area originally planned for adult jail intake through a separate entrance, and efforts are made to keep sight and sound separation for them. They utilize an elevator to access the juvenile detention housing on the 3rd floor.

Juvenile detention collocated with adult detention goes against both ACA Standards and those of the US Department of Justice, Office of Juvenile Justice and Delinquency Programs (OJJDP) as well as their grant funding guidelines, plus, creates security and safety issues for staff and juveniles. The environment at the current facility is not appropriate for contemporary juvenile design and does not offer adequate program, education or exercise space. The design of juvenile detention has shown to have a significant effect on juveniles in custody. Recent trends in juvenile designs to make the environment normalized and trauma informed, have contributed to the national decline in detention numbers. Program space and the ability to have access to natural light and views are critical to a developing teen more so than an adult offender.

A new juvenile detention facility would house spaces adequate for 48 juvenile offenders based on the needs projection shown on the chart in Figure 1-17. While projected bed need projections continue to trend downward, planning for the new facility must recognize the possibility for these parameters to change and therefore allow for future expansion. Support spaces for these beds would include education, counseling, programs, food service, and exercise spaces to accommodate the daily activities of the detention facility. A detailed program of spaces is not part of the scope of this study, however the scope of such a facility would approximate 40,000 square feet of space.

The design layout shown is not necessarily indicative of what a final layout would be, but rather is illustrative of how the area and the components would be organized in a well designed juvenile detention environment. Elements of this illustration include:

- Single level housing such that juvenile and staff movement does not include stairs, stacked housing units or elevators to move from one area to another.
- Open outdoor space such as a courtyard that would allow outdoor time for juveniles without being able to be easily observed by the public, thus protecting their identity as required.
- Connection to the Family Courts function is preferred for operational cost efficiency. If this is not possible in the scenario, the cost of transportation must be accounted for.

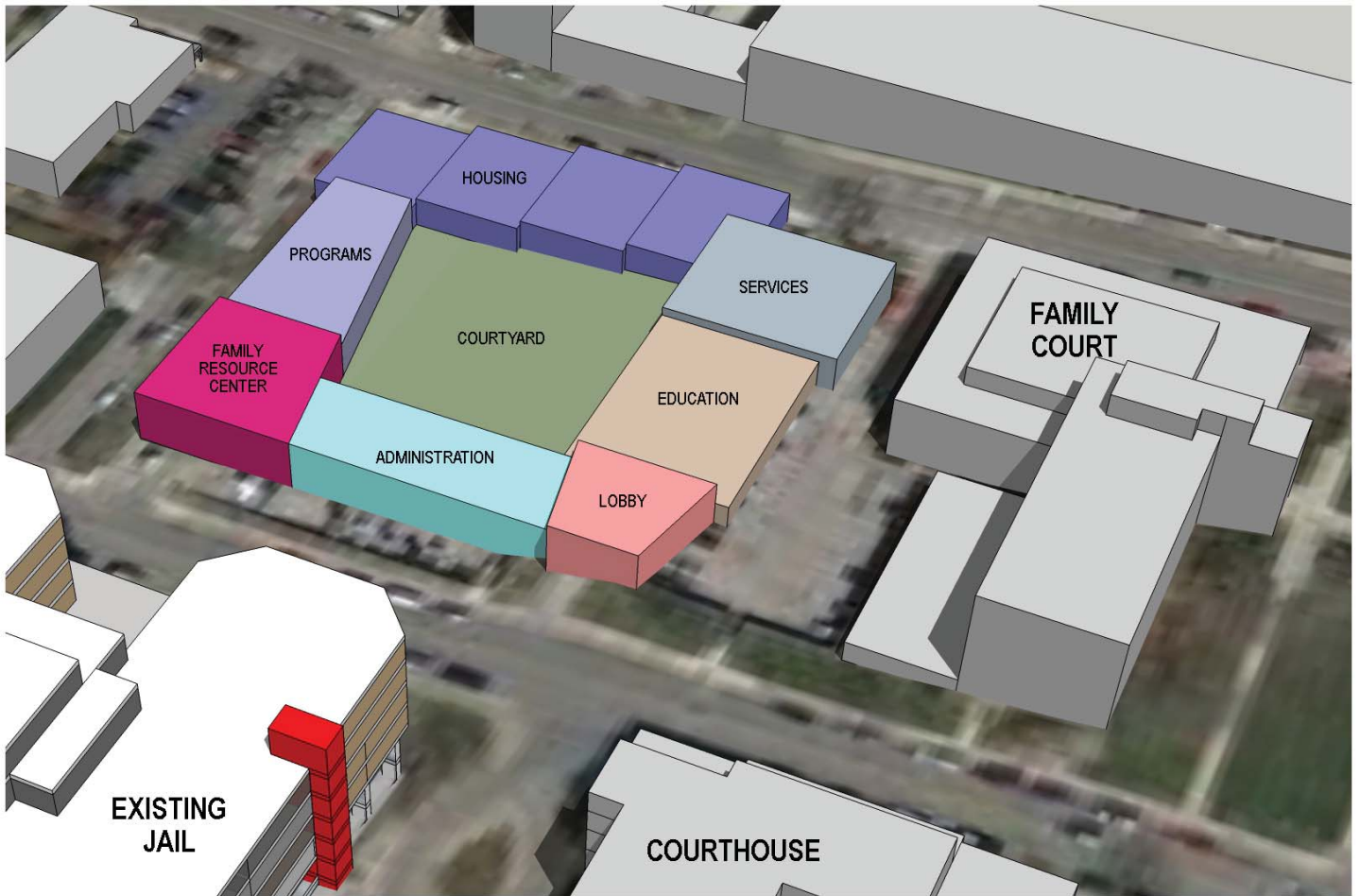
PHASE 1 OPTION A: NEW JUVENILE FACILITY ADJACENT TO FAMILY COURT

Given the location of the Family court Building and the land ownership adjacent, it seems a very logical solution to locate this function adjacent with a connecting link to the courts for juvenile transfer. This would be an operational cost savings over the current situation where juveniles are transported to court via vehicular travel the short distance. A diagrammatic layout for this illustration is shown below. A further option for this scenario would be to locate a level of staff parking below the detention facility to replace the parking lost in the footprint. The pros and cons are detailed here of this option in comparison to other options being considered.

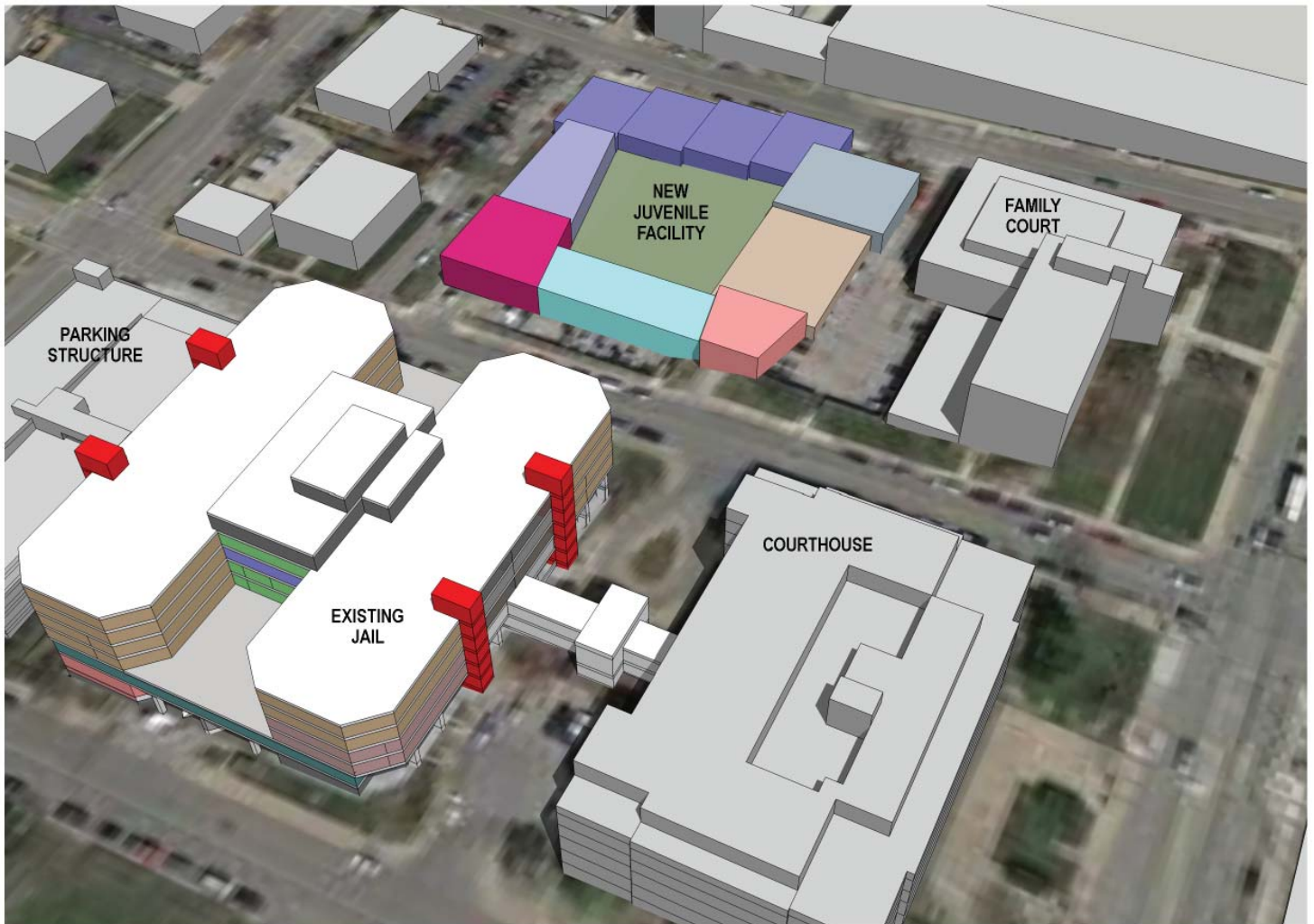
- Pros
 - Lowest initial cost option
 - Good connection to courts
 - Keeps courts in same location unchanged
 - Keeps all detention facilities in same proximity
- Cons
 - Views out of sleeping rooms will be limited or obscured due to neighboring property
 - Outdoor exercise facilities will be somewhat limited by the size of the courtyard
 - Views into the courtyard from adjacent buildings may create issues
 - Future expansion is possible but more difficult



PHASE 1 OPTION A: AERIAL VIEW FROM SOUTHWEST



PHASE 1 OPTION A: JUVENILE FACILITY



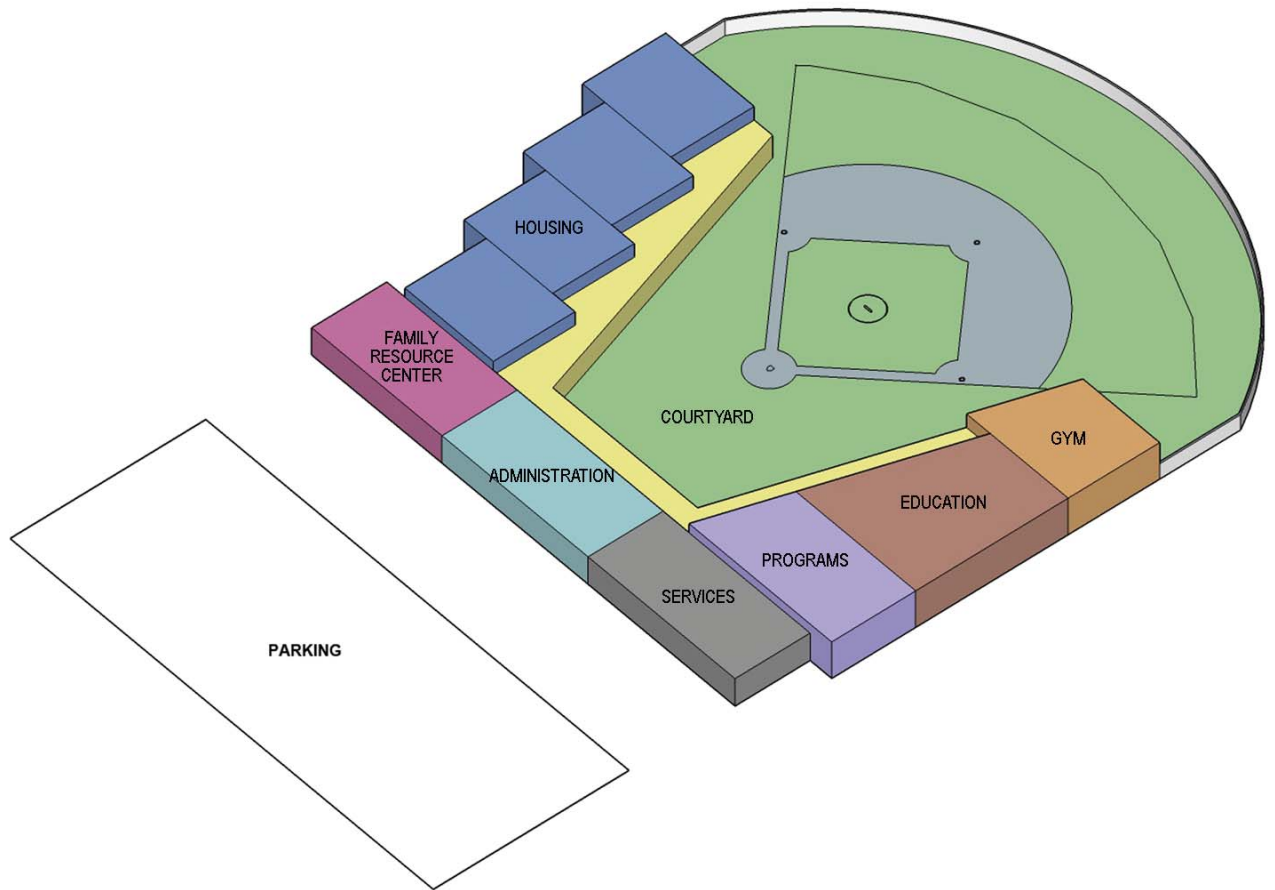
PHASE 1 OPTION A: AERIAL VIEW FROM SOUTHEAST

Wyandotte County Jail Masterplan				
Preliminary Cost Summary				
Phase 1: Construct a New Juvenile Facility (Option A)				
Preliminary Cost Summary				
Construction Costs				
	<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
	New Juvenile Detention Facility	40000 sf	\$325	\$13,000,000
	Courtyard Development	12000 sf	\$50	\$600,000
	Sitework	1 ls	\$1,000,000	\$1,000,000
	Total Construction Costs:			\$14,600,000
Soft Costs				
	A/E Fees, Survey, Geotech, FFE, Etc.		20%	\$2,920,000
	Total Other Costs:			\$2,920,000
Project Totals				
	Construction and Other Costs			
	Change Order Contingency		3%	\$438,000
	Project Contingency		5%	\$730,000
Total Project Cost				\$18,688,000
	<u>Alternates</u>	<u>Cars</u>	<u>Cost Per</u>	<u>Subtotal</u>
	Underground Parking	50	\$50,000	\$2,500,000
	Parking Soft Costs		20%	\$500,000
Total Project Cost + Alternates				\$21,688,000

PHASE 1 OPTION B: NEW JUVENILE FACILITY ON NEW OPEN SITE

In order to accommodate more options for the planning of the juvenile detention, it may be viable to consider locating the new juvenile detention to another site. Selecting a site that has more area would provide better opportunities for expansion, as well as outdoor space for exercise. A more suburban or remote site may have the ability to open up views for juveniles in custody. Building area would essentially be unchanged; however operational costs would be increased for the transportation of juveniles to court.

- Pros
 - Better views and fewer confidentiality/privacy concerns
 - Better layout flexibility
 - Expansion is easy and less limited
- Cons
 - Transportation costs
 - Site acquisition costs and selection issues
 - Remote from other county facilities



PHASE 1 OPTION B

Wyandotte County Jail Masterplan Preliminary Cost Summary

Phase 1: Construct a New Juvenile Facility (Option B)

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
New Juvenile Detention Facility	40000 sf	\$325	\$13,000,000
Courtyard Development	12000 sf	\$50	\$600,000
Sitework	1 ls	\$1,500,000	\$1,500,000
Total Construction Costs:			\$15,100,000

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$3,020,000
Land Acquisition	ls	\$500,000
Total Other Costs:		\$3,520,000

Project Totals

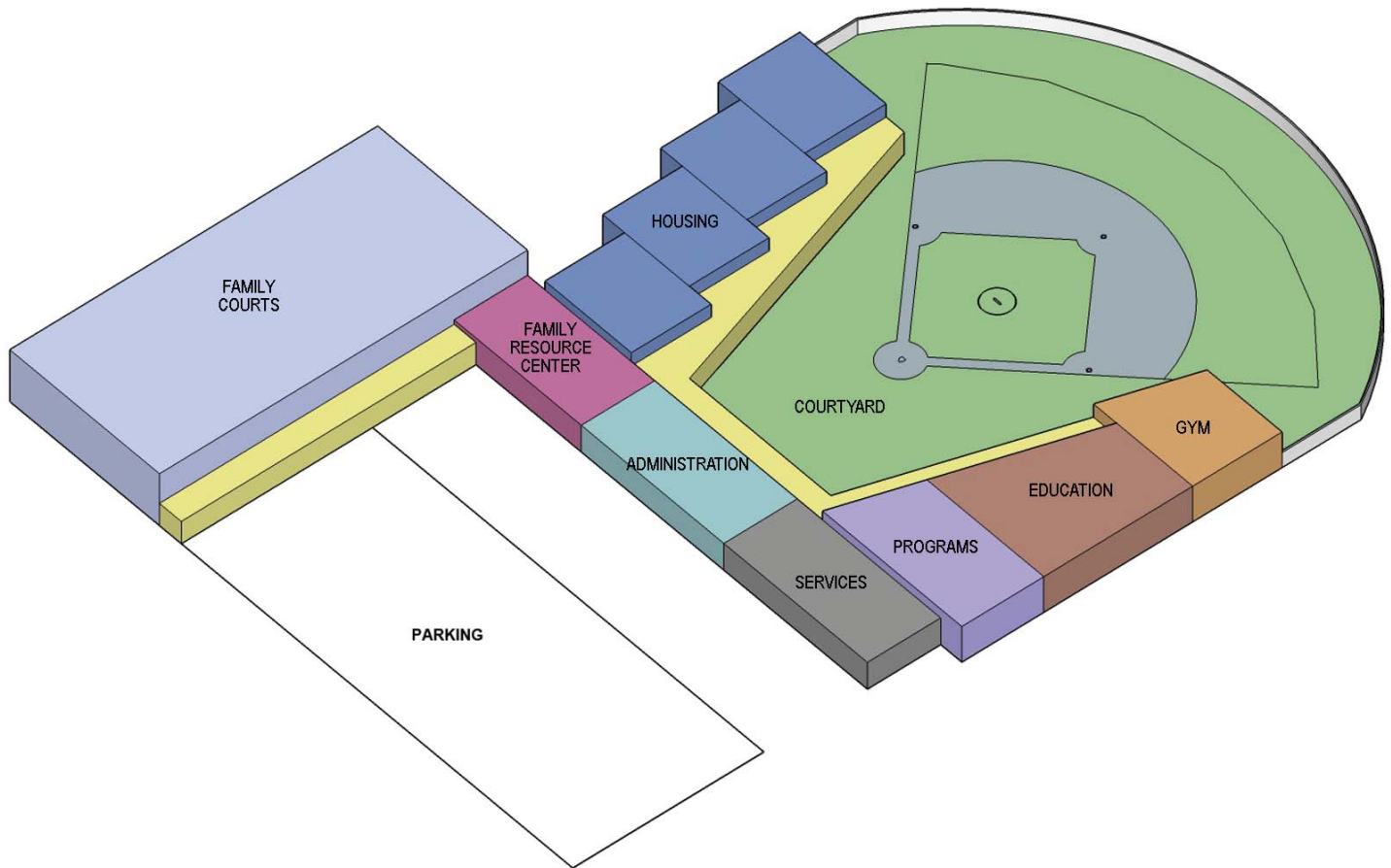
Construction and Other Costs		
Change Order Contingency	3%	\$453,000
Project Contingency	5%	\$755,000

Total Project Cost	\$19,828,000
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PHASE 1 OPTION C: NEW JUVENILE FACILITY AND FAMILY COURT ON OPEN SITE

To mitigate the cons of Option 1B, there is merit in considering moving the Family Court function to be located with the Juvenile Detention facility on a more open site. The detention facility would be of similar size and configuration as in Option 1B, however the construction of the courts would be in the same building, possibly on another level or adjacent. The existing Family courts Building could be repurposed for other county functions or could incorporate into Phase 4 as an alternative location for the District Attorney.

- Pros
 - Better views and fewer confidentiality/privacy concerns
 - Better layout flexibility
 - Expansion is easy and less limited
 - Transfer to court is convenient and easy
- Cons
 - Highest initial cost
 - Site acquisition costs and selection issues
 - Remote from other county facilities



PHASE 1 OPTION C

Wyandotte County Jail Masterplan

Preliminary Cost Summary

Phase 1: Construct a New Juvenile Facility (Option C)

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
New Juvenile Detention Facility	40000 sf	\$325	\$13,000,000
New Family Courts/Offices	25000 sf	\$250	\$6,250,000
Courtyard Development	12000 sf	\$50	\$600,000
Sitework	1 ls	\$1,500,000	\$1,500,000
Total Construction Costs:			\$21,350,000

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$4,270,000
Land Acquisition	1s	\$500,000
Total Other Costs:		\$4,770,000

Project Totals

Construction and Other Costs		
Change Order Contingency	3%	\$640,500
Project Contingency	5%	\$1,067,500

Total Project Cost	\$27,828,000
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PHASE 2: REMODEL EXISTING JUVENILE AREA AND REMEDY DEFERRED MAINTENANCE

Once the juvenile detention area is vacated from the construction in Phase 1, which area can be remodeled and would provide additional jail bed space for adult offenders. This area should be considered for special needs mental health beds, which would allow that classification properly designed and separated housing.

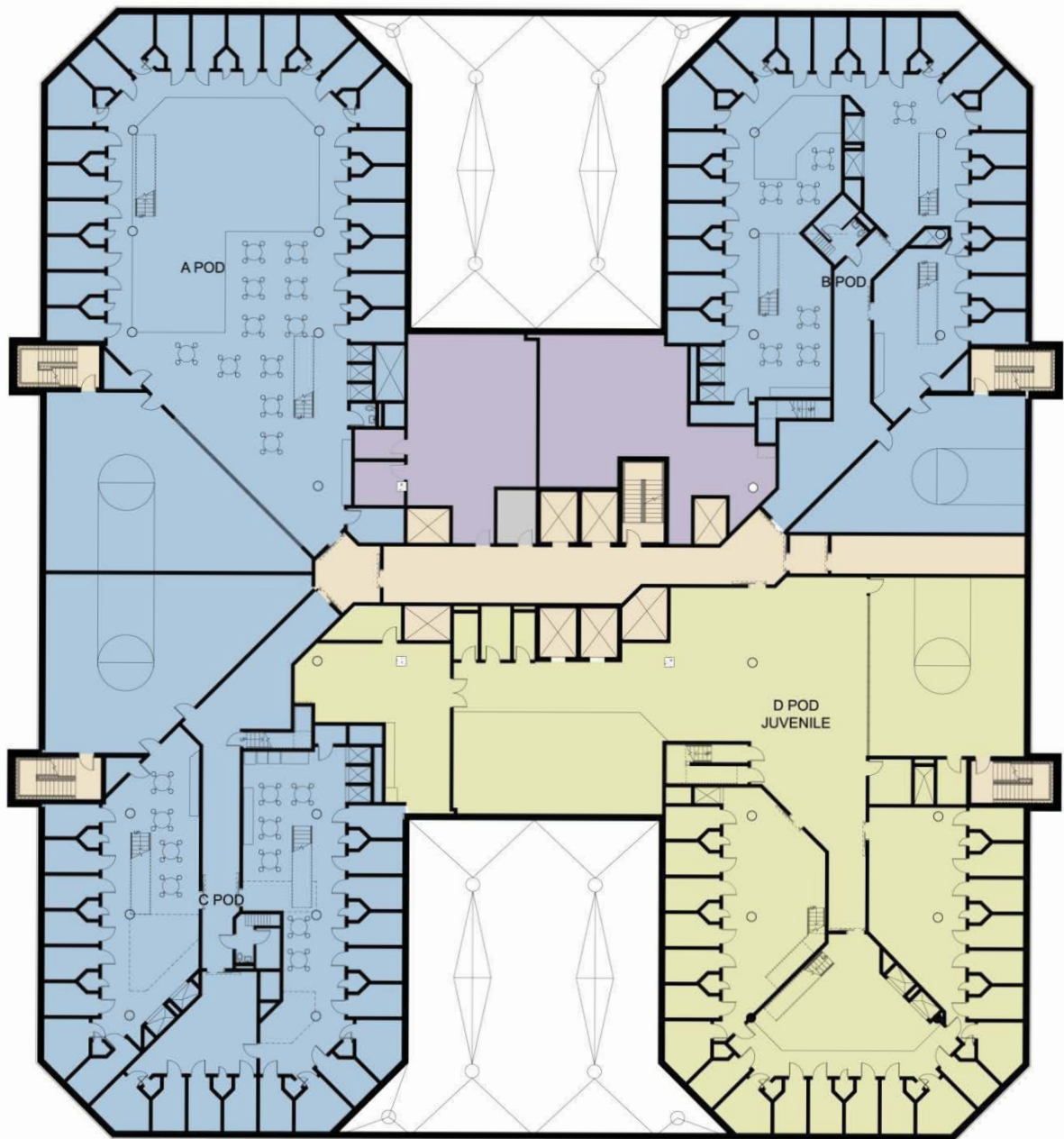
When this work is being completed the issues indicated in the conditions analysis section of this report should be addressed. Those items include:

- Reroof of the remaining portions of original roof
- Exterior caulking and joint attention
- Minor food service, laundry and infirmary upgrades
- Elevator replacement
- Chiller replacement
- Generator replacement/supplement
- Mechanical Electrical and Plumbing deferred maintenance issues

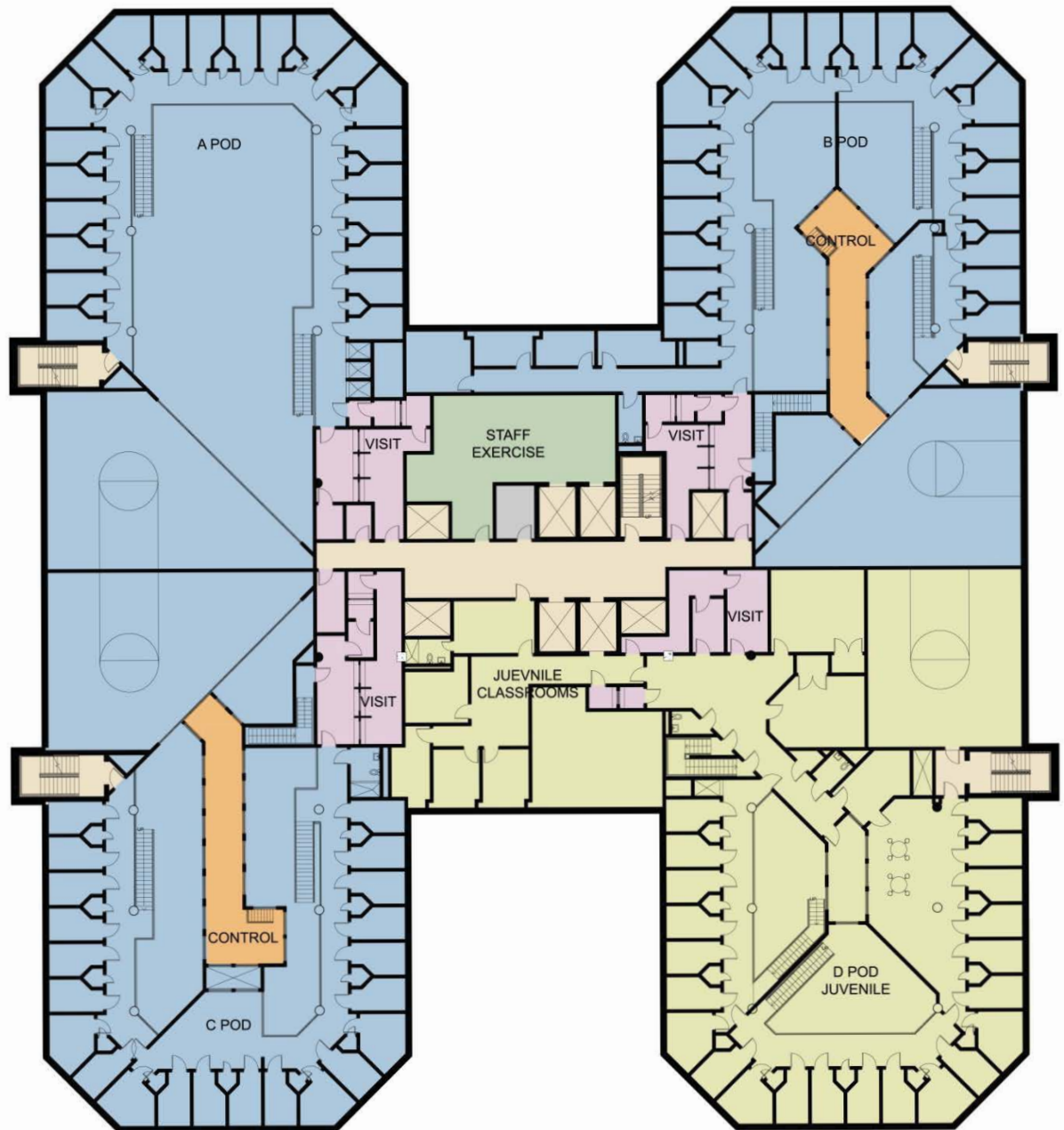
Adjusting the capacity of the existing housing by double bunking some of the housing units can be done as part of this Phase or can be done as a separate action at any time. The Master Plan calls for the addition of beds by double bunking certain areas. The following chart describes the approach to double bunking current housing units, while allowing for ACA criteria to be met.

Masterplan and Phasing
Wyandotte County, Kansas

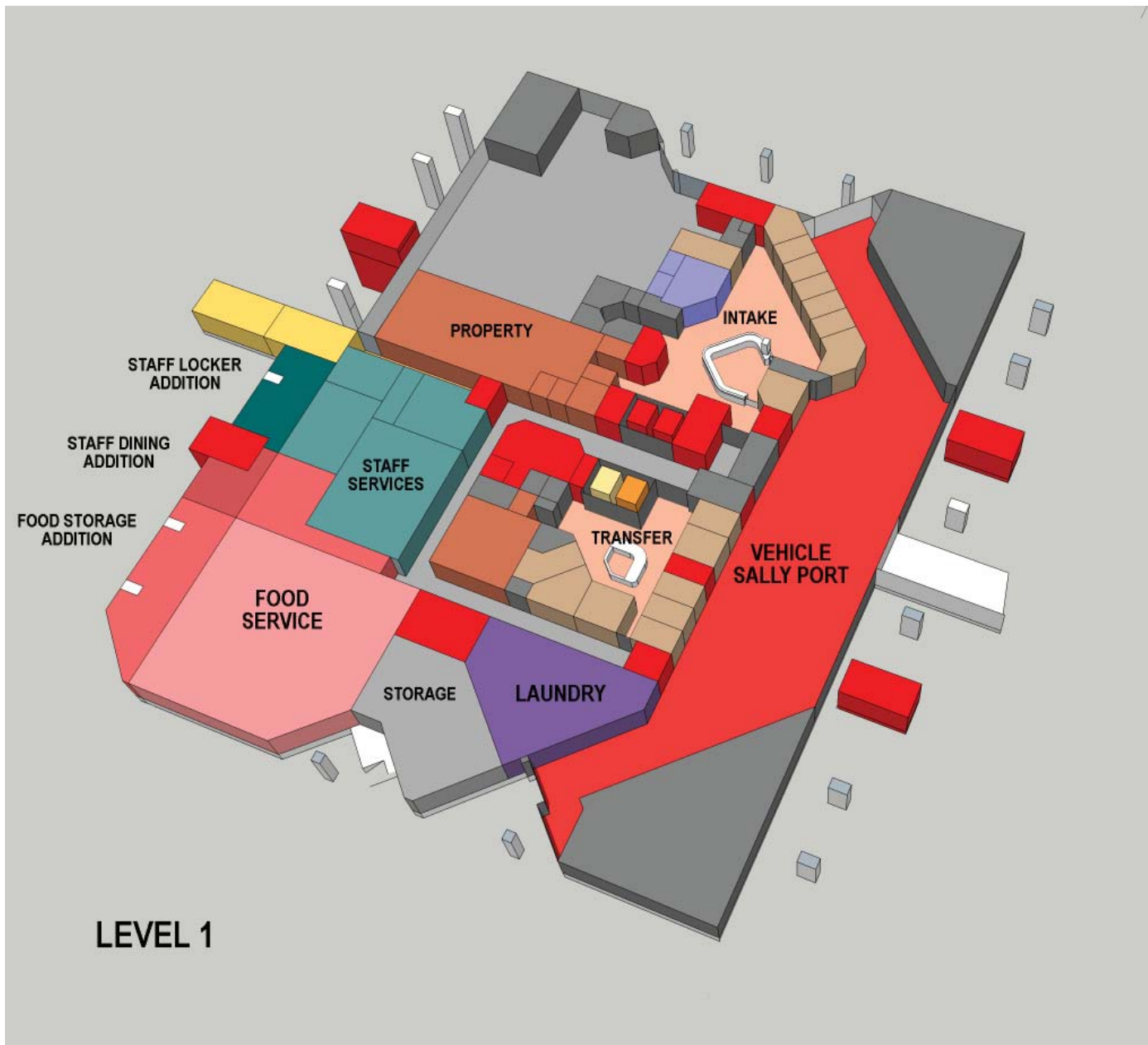
BED DISTRIBUTION									
Unit	Classification	Cell Count	Existing Capacity	2015	2020	2025	2030	2035	2040
A	Pre-Classification	44	64	64	64	64	64	64	64
B	Special Management								
	B1 Male	6	6	6	6	6	6	6	6
	B2 Male	16	16	16	16	16	16	16	16
	B3 Male	22	25	25	25	25	25	25	25
C	Female								
	C1 Max. Female	16	31	31	31	31	31	31	31
	C2 Max. Female/Seg.	4	4	4	4	4	4	4	4
	C3 Min. Female	24	47	47	47	47	47	47	47
D	Special Management (<i>was Juvenile</i>)								
	D1 Male	14	24	24	24	24	24	24	24
	D2 Male	16	24	24	24	24	24	24	24
	D3 Male	7	12	12	12	12			
	D3 Female	7	12				12	12	12
	D4 Male	7	12	12	12	12	12	12	12
E	Med/Max Custody	44	64	64	64	64	64	64	64
F	Maximum	44	52	52	52	52	52	52	52
G	Minimum	44	64	64	64	64	64	64	64
H	Med/Max Custody	44	64	64	64	64	64	64	64
I	Infirmery	7							
NEW HOUSING									
J	Dorm - Level 2 - NE		64			64	64	64	64
K	Dorm - Level 2 - NW		64			64	64	64	64
L	Dorm - Level 3 - Infill		64				64	64	64
M	Dorm - Level 2 - Infill		64					64	64
TOTALS		366	777	509	509	637	701	765	765
	Male			427	427	555	607	671	671
	Female			82	82	82	94	94	94
	Shortfall			39	85	0	0	0	23



Third Floor Plan



Fourth Floor Plan



Wyandotte County Jail Masterplan Preliminary Cost Summary

Phase 2: Remodel Current Juvenile Space for Adult Jail & Deferred Maintenance

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
Remodel Current Juvenile Space	24989 sf	\$125	\$3,123,625
Reroof	32000 sf	\$15	\$480,000
Exterior Envelop	1 sls	\$80,000	\$80,000
Food Service, Laundry, Infirmary Upgrades	1 ls	\$140,000	\$140,000
Elevator Replacement	4 ea	\$120,000	\$480,000
Chiller Replacement	1 ls	\$340,000	\$340,000
Generator Replacement/Supplement	1 ls	\$250,000	\$250,000
Deferred MEP Improvements	1 ls	\$750,000	\$750,000
Total Construction Costs:			\$5,643,625

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$1,128,725
Total Other Costs:		\$1,128,725

Project Totals

Construction and Other Costs		
Change Order Contingency	3%	\$169,309
Project Contingency	5%	\$282,181

Total Project Cost		\$7,223,840
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PHASE 3: RENOVATE 5TH FLOOR OF COURTHOUSE FOR DISTRICT ATTORNEY OFFICE

The county at one time had planned to locate the district attorney into the space that was previously the jail on the 5th floor of the historic courthouse. Discussions with the District Attorney indicate that this plan has viability. While no detailed planning of this space was completed as part of this study, that solution would provide access for the District Attorney to the courts within the security perimeter of the courthouse and vacate space that could be converted for detention use. The primary objective for this phase is to find space contiguous within the detention perimeter for jail expansion.

If Option 1C were taken, the Family Court Building could be an appropriate location for the District Attorney to be close to the courts, although being outside the court security checkpoint would create a nuisance for staff. As the area needed for the District Attorney would remain the same in either option the costs would be approximately the same.

In the event that other adequate space was not available, or the County should elect to keep the District Attorney in the current location, then Phases 3 and 4 become moot, and the County should exercise Phase 5B to locate additional needed beds in new construction on the site south of the existing jail facility.

Wyandotte County Jail Masterplan Preliminary Cost Summary

Phase 3: Renovate 5th Floor of Courthouse for District Attorney

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
Renovate Courthouse	28000 sf	\$180	\$5,040,000
Total Construction Costs:			\$5,040,000

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$1,008,000
Total Other Costs:		\$1,008,000

Project Totals

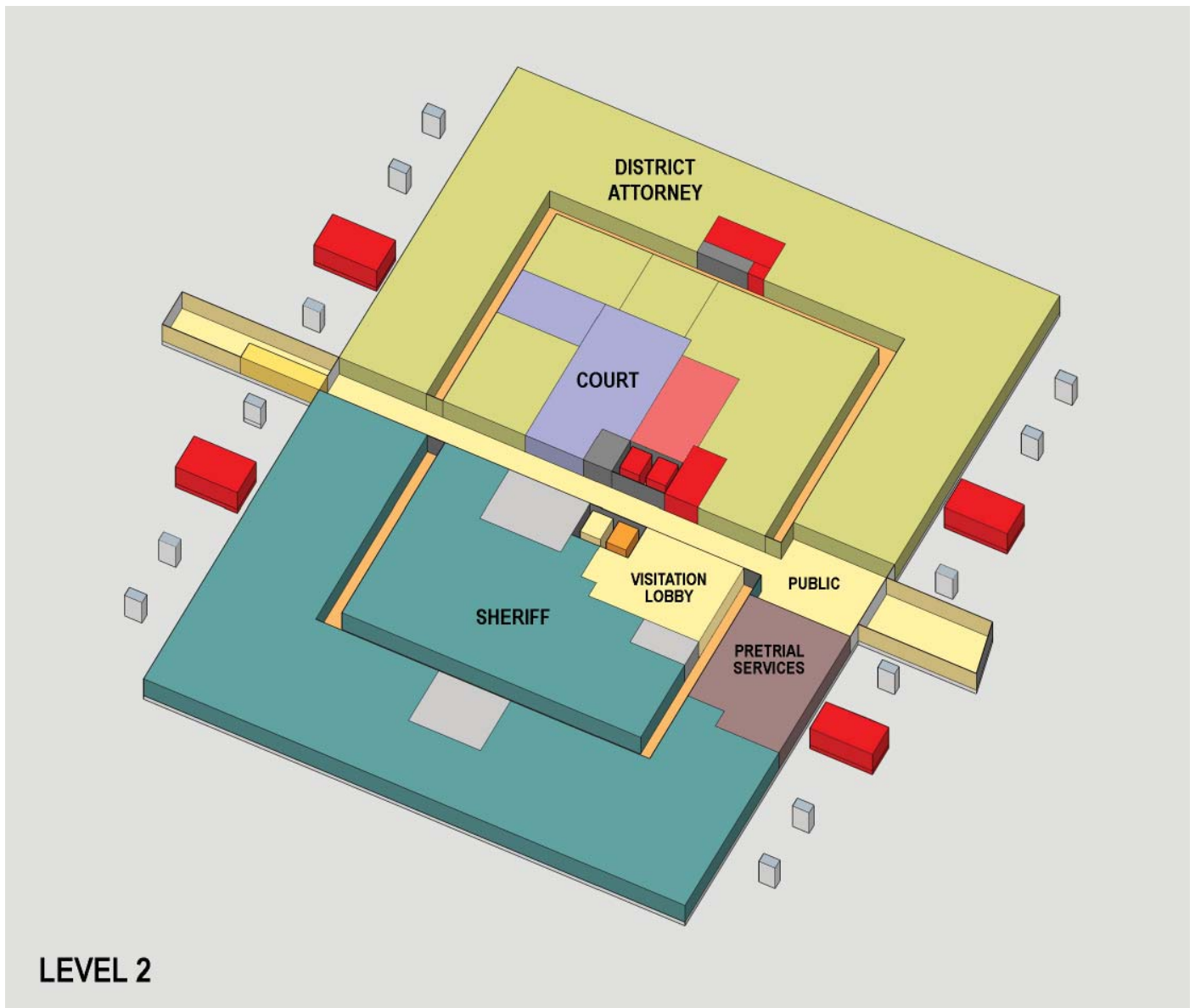
Construction and Other Costs		
Change Order Contingency	3%	\$151,200
Project Contingency	5%	\$252,000

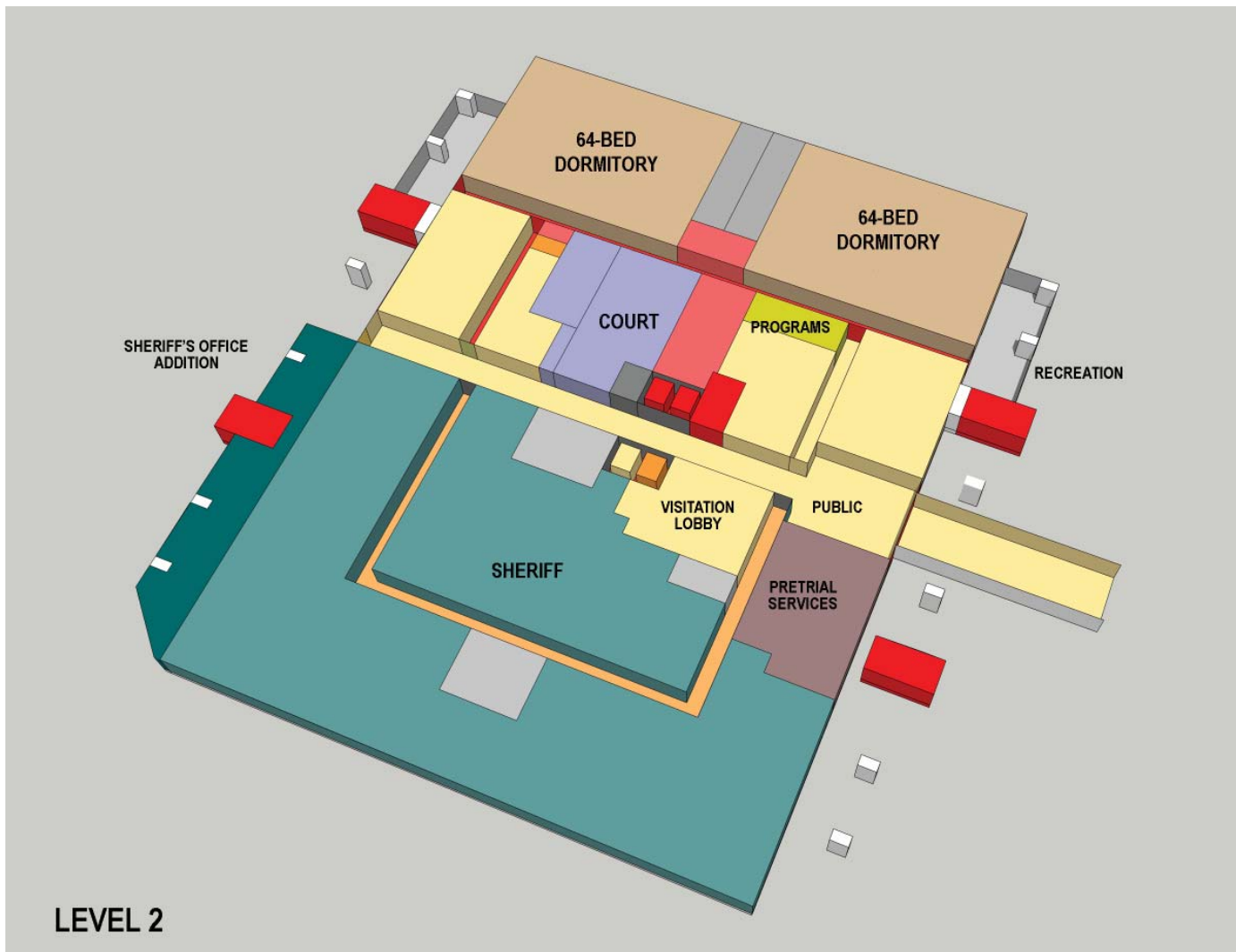
Total Project Cost		\$6,451,200
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PHASE 4: RENOVATE CURRENT DISTRICT ATTORNEY FOR JAIL BEDS

Once the District Attorney space is vacated from Phase 3, that space may be renovated to house inmates. This location gives good circulation for inmate access from current secured elevators and stairs. The existing court room would be kept. Refer to the diagrams below for possible arrangement of spaces.

The needs assessment report indicates minimum security inmates could better and more efficiently be housed in new dormitory style or dry cell environments. The current facility has all beds designed to a high medium or maximum security. The renovated area could house two new 64 bed dormitories to accommodate the future need as shown in the diagram. Areas under the current footprint of the upper housing could be infilled as shown to accommodate exercise yard needs.





Wyandotte County Jail Masterplan Preliminary Cost Summary

Phase 4: Renovate Current District Attorney Space for Jail Beds

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
Renovate for Jail Beds	16392 sf	\$200	\$3,278,400
Security Electronic Modifications	16392 sf	\$24	\$393,408
Perimeter Wall Security	6000 sf	\$30	\$180,000
Total Construction Costs:	16392 sf	\$235	\$3,851,808

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$770,362
Total Other Costs:		\$770,362

Project Totals

Construction and Other Costs		
Change Order Contingency	3%	\$115,554
Project Contingency	5%	\$192,590

Total Project Cost	\$4,930,314
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PHASE 5: ADDED JAIL BEDS

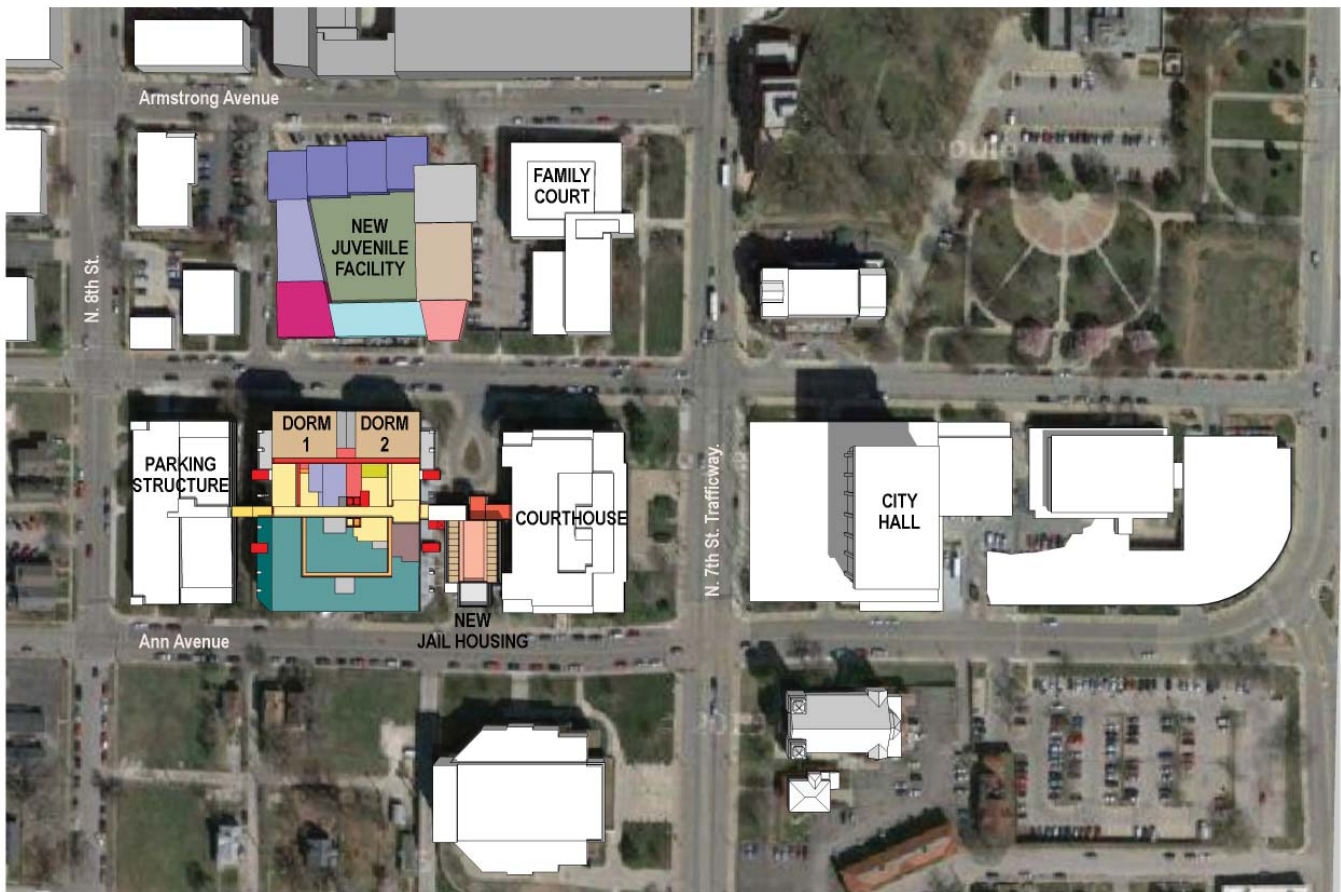
Added jail beds will still be needed in the future per the projections stated earlier in this report. Approximately 124 additional beds to those created in Phase 4 will be needed by 2044. Accommodating this need could be completed in two ways.

PHASE 5A: INFILL SOUTH ENTRY COURT

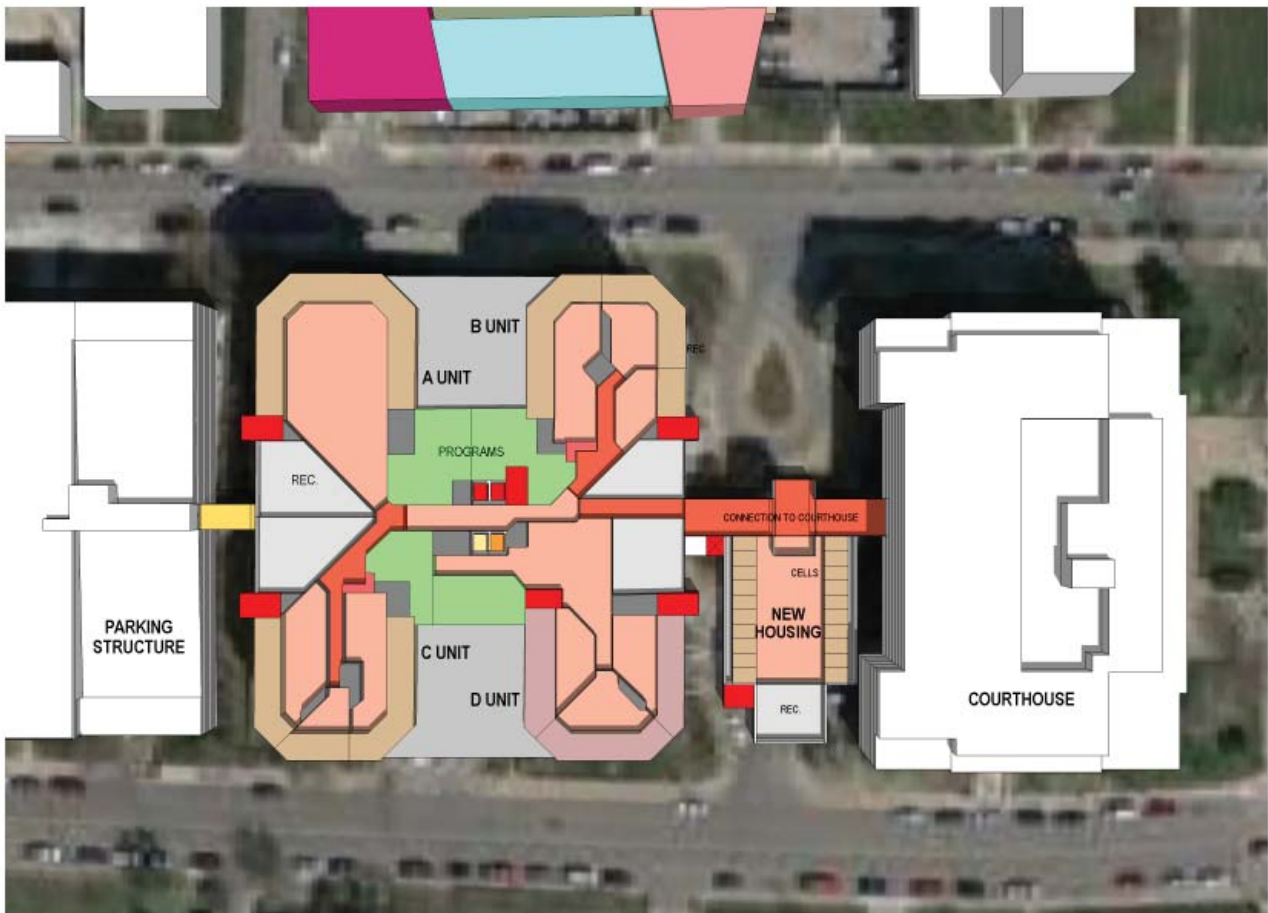
As shown in the diagram below, the current south entry court could house an addition that would stack two 64 bed double bunk cell units, and would connect back into the secured corridor on the 3rd floor. A new circulation would then extend down to the 2nd (entry level). This would ensure continuity of the detention perimeter for delivery of food and other service.

- Pros
 - Better contiguous circulation of inmates and services
 - Lower initial cost
 - Work release could be accommodated at entry level
 - Would allow operational savings on courthouse secure checkpoint
- Cons
 - Would block access from the south entrance
 - Tight circulation limits access for 2nd level (entry level) housing unit
 - Tight site may restrict some views out of Courthouse

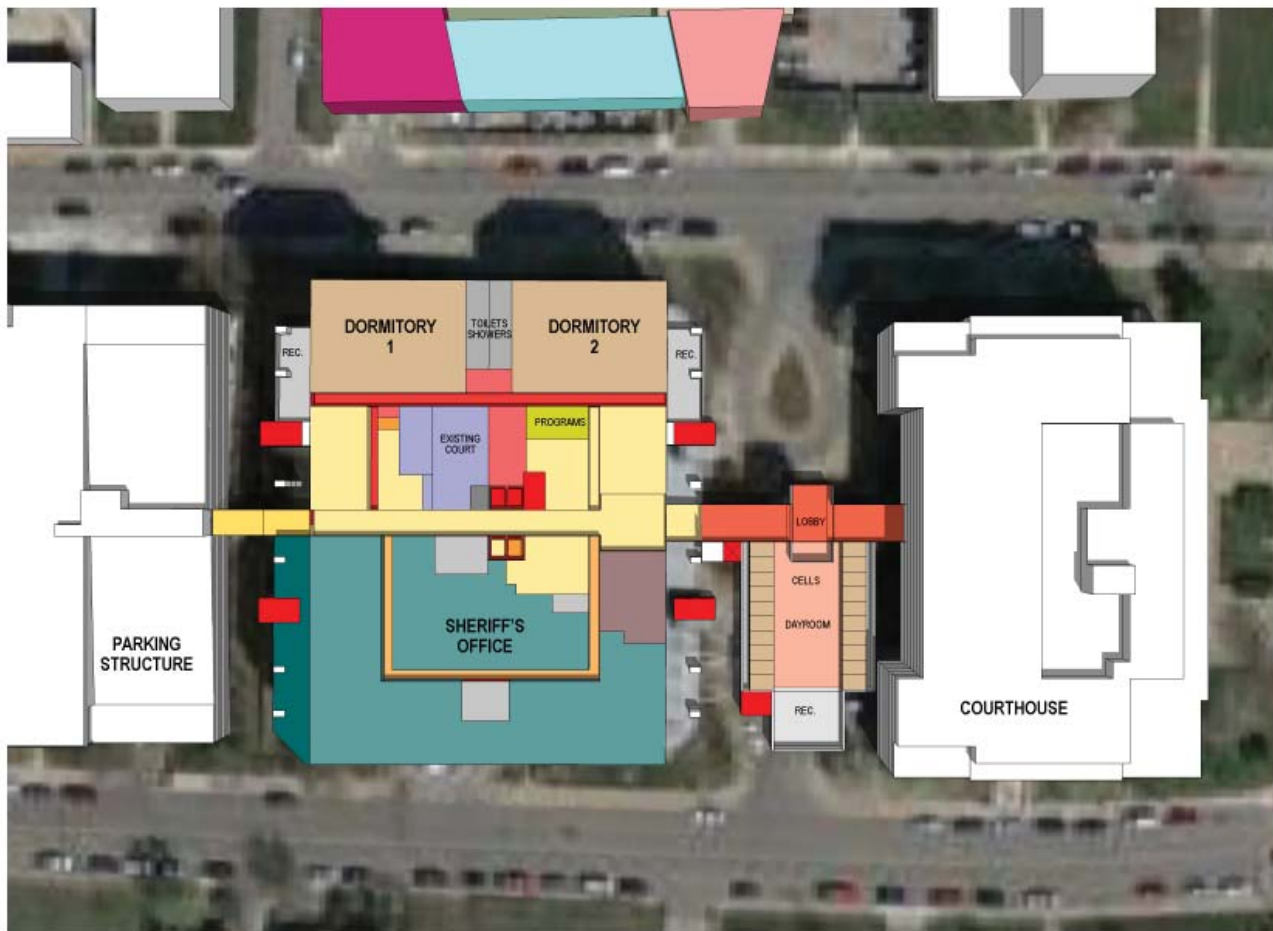
Masterplan and Phasing
Wyandotte County, Kansas



MASTER PLAN DIAGRAM



PHASE 5A: INFILL SOUTH ENTRY COURT - LEVEL 3



PHASE 5A: INFILL SOUTH ENTRY COURT



PHASE 5A: INFILL SOUTH ENTRY COURT

Wyandotte County Jail Masterplan Preliminary Cost Summary

Phase 5A: Added Jail Beds (Infill)

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
Added Jail Beds (Infill)	29339 sf	\$350	\$10,268,650
Security Electronic Modifications	1 ls	\$50,000	\$50,000
Sitework	1 ls	\$500,000	\$500,000
Total Construction Costs:	29339 sf	\$369	\$10,818,650

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$2,163,730
Total Other Costs:		\$2,163,730

Project Totals

Construction and Other Costs		
Change Order Contingency	3%	\$324,560
Project Contingency	5%	\$540,933

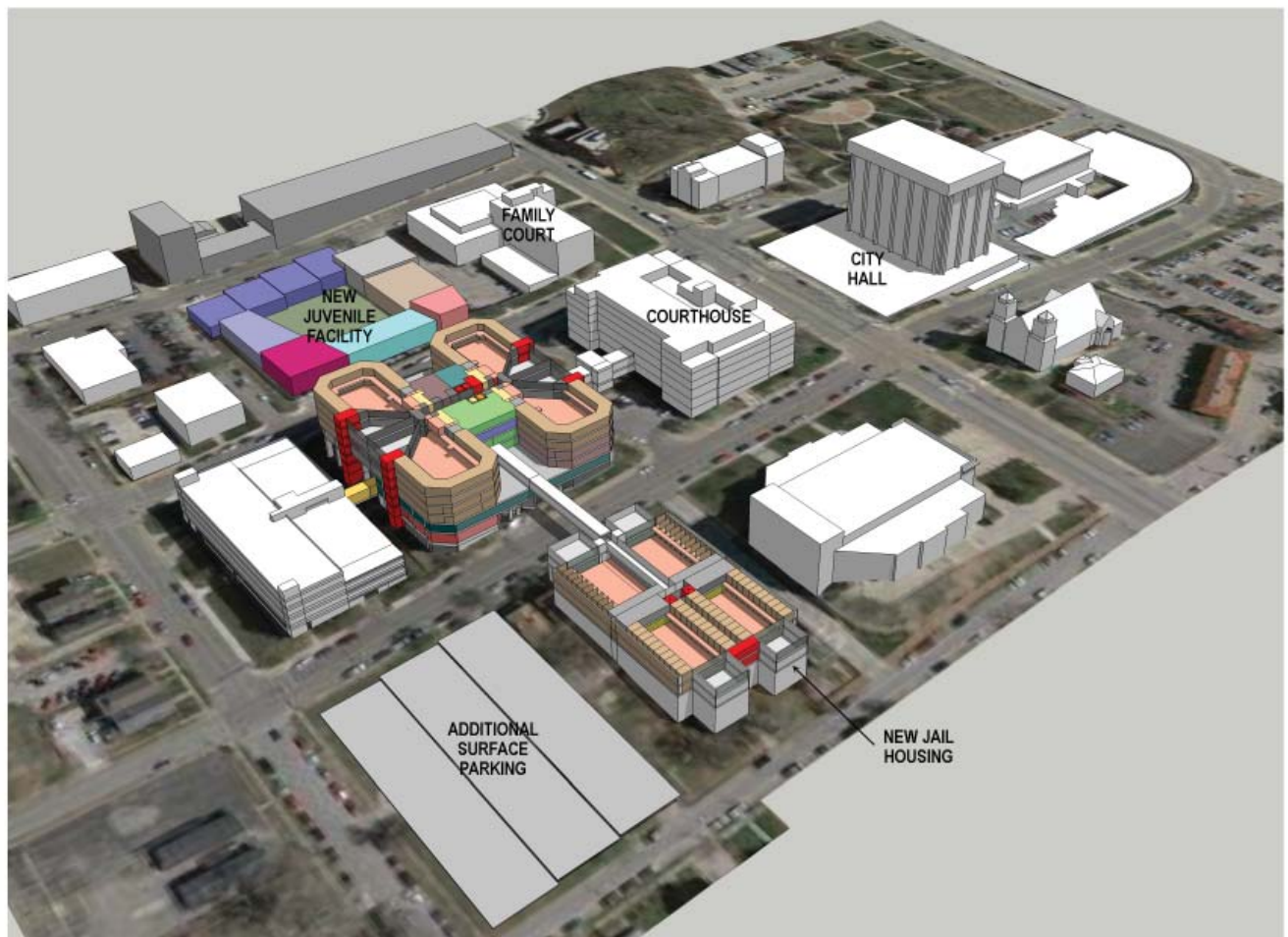
Total Project Cost	\$13,847,872
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PHASE 5B: NEW CONSTRUCTION SOUTH OF JAIL

If the relocation of the District Attorney is not feasible, the added bed space needs in Phase 4 and 5 could be combined into a new construction south of the jail. See diagram below. This facility would be a minimum security level facility that would house the same 256 inmates described in Phase 4 and 5A. This facility could connect to the jail for inmate transfer and services via a tunnel or bridge.

- Pros
 - Separate facility could be built without sequencing other activity
 - Keeps District Attorney office unchanged
 - With a tunnel or bridge, secure circulation could be addressed
 - Generally less expensive construction type
- Cons
 - Bridge or tunnel would be necessary to achieve proper circulation
 - Staff circulation would be less convenient

Masterplan and Phasing
Wyandotte County, Kansas



PHASE 5B: AERIAL VIEW FROM SOUTHWEST

Wyandotte County Jail Masterplan

Preliminary Cost Summary

Phase 5B: Added Jail Beds (New Building)

Preliminary Cost Summary

Construction Costs

<u>Description</u>	<u>Area</u>	<u>Cost per SF</u>	<u>Subtotal</u>
Added Jail Beds (New Building)	41700 sf	\$300	\$12,510,000
Bridge Connection	2208 sf	\$950	\$2,097,600
Sitework	1 ls	\$750,000	\$750,000
Total Construction Costs:	19250 sf	\$798	\$15,357,600

Soft Costs

A/E Fees, Survey, Geotech, FFE, Etc.	20%	\$3,071,520
Total Other Costs:		\$3,071,520

Project Totals

Construction and Other Costs		
Change Order Contingency	3%	\$460,728
Project Contingency	5%	\$767,880

Total Project Cost		\$19,657,728
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Task 10

LEED Certification & Sustainable Design

Sustainable Design

Sustainable design is the process of creating energy efficient and environmentally friendly buildings. Sustainable Design uses renewable materials, takes advantage of sunlight or vegetation, and encourages the efficient use of water. It is a design approach that recognizes the importance of natural resources and places value on decisions that affect materials, energy and other natural resources.



Measuring Sustainability

Sustainable design can be subjective and difficult to measure. Because it is a design attitude and approach, many claim “Green” architecture. For this reason, the United States Green Building Council (USGBC) developed criteria to measure and compare sustainable practices. The following general criteria form their measurement tool:

- **Energy Efficiency:** Green buildings use high-performance windows, extra-insulation, passive solar design, and in some cases wind power, geo-thermal fields or hydropower to increase their energy efficiency.
- **Water Efficiency:** Consuming less water is another goal of sustainable buildings. This can be accomplished by using water saving shower heads, ultra-low flush toilets, recycled rainwater, etc.
- **Material Efficiency:** Green buildings are built from non-toxic, reusable and recyclable, rapidly renewable materials.
- **Temperature Regulation:** Sustainable buildings include more green areas to counteract the urban heat island effect caused mostly by the heat holding properties of materials used in construction like asphalt and concrete.
- **Indoor Air Quality:** Conventional buildings use toxic materials that radiate gases or volatile organic compounds that can cause asthma and other respiratory diseases. Their counterpart green buildings use low or zero emission materials. Emphasis is given to the design of an effective ventilation system and a well insulated envelope in green buildings to provide good air quality for its occupants.
- **Improved Employee Productivity:** Green buildings maximize the use of natural light, provide significantly higher air quality and create a healthier environment for its occupants. By making a workplace where employees feel comfortable, their productivity increases.
- **Lower lifecycle costs:** Most green buildings do not require exterior painting, lowering their maintenance cost. Their use of water, energy and gas is greatly reduced, causing lower utility bills.

The Cost of Sustainability

Designing sustainably requires time and effort, and on many occasions it requires the decision to spend more in capital costs in order to gain efficiencies or sensitivities that will have value in the longer term. Some of the situations that arise when designing sustainably are:

- **Availability of materials:** In rural areas materials are harder to find than in urban areas. Green buildings require special materials. Some eco-friendly materials are not easy to find and not available in the US, which result in high transportation fees.
- **Location:** Some recycle resources are affected by the land’s humidity and the circumstances of the area, making it difficult for certain buildings to use these sustainable materials.
- **Time:** In some cases it takes more time to construct a green building. Some materials might have longer lead times extending the construction process.
- **Cost:** There is a higher initial cost at implementing some of the green features for sustainable buildings; however, it can be made up in short pay-back periods, with the efficient systems it enables.

PROS AND CONS TO LEED CERTIFICATION

The USGBC created a points-based measurement system based on the philosophies discussed earlier. This system allows a design team to document the sustainable choices made in design and construction and achieve certain points. The total of these points then allows the building to have a level of certification based on how many sustainable features and choices were made in the design and construction process. These levels range are Certification, Silver, Gold and Platinum.

Sustainable design can be achieved without using the USGBC system, and there are certain advantages and disadvantages of utilizing this system. These are discussed in general terms below.

Pros to LEED Certification:

- **It Gives Credibility:** A certification helps maintain a standard of quality. For instance, a building may attempt to call itself “green” by having low-pressure toilet fixtures even though it may have materials that have been air-lifted from Brazil or poorly insulated walls.

LEED® for Commercial Interiors

Total Possible Points 110***

	Sustainable Sites	21
	Water Efficiency	11
	Energy & Atmosphere	37
	Materials & Resources	14
	Indoor Environmental Quality	17

* Out of a possible 100 points + 10 bonus points

** Certified 40+ points, Silver 50+ points,
Gold 60+ points, Platinum 80+ points

	Innovation in Design	6
	Regional Priority	4

- **It Gives a Broad Spectrum to Being Green:** LEED is a series of standards that focuses on the “life cycle” of a building. The LEED point system requires that a building obtains a certain amount of points from a broad range of key areas, not only focusing in the energy efficiency of the building, but also in the health of its inhabitants.

- **The LEED Status Symbol:** The desire to attain the symbol often surpasses the difficulties of reaching it. Sometimes, the only thing preventing to cut-out a green feature, is the potential of loss of LEED certification. Calling a building “green” without this third-party certification, may sound hollow.

- **Public Image:** Green technology is a popular way of improving public image. People want to know that local entities are committed to good environmental practices, and the LEED certification demonstrates this commitment.

Cons to LEED Certification:

- **Game the System:** The desire to obtain the LEED symbol might lead to “gaming” the system without really thinking about the environment. It’s sometimes easy to get caught up on “chasing” LEED points to obtain the certification.
- **LEED’s disproportionate allocation of points:** For example:

i. Adding a bike rack: 1 point

ii. Redeveloping a brownfield (former industrial site): 1 point.



LEED GOLD BUILDING IN CITY CENTER OF LAS VEGAS DEMONSTRATES THE IRONY OF A LEED CERTIFIED SUSTAINABLE BUILDING IN THE UNSUSTAINABLE CONTEXT OF THE DESERT.

- Difficult and expensive: The process to certification is a complicated system. There are fees associated with registration and certification, along with the higher construction costs associated with sustainable materials and systems. This has led some buildings to forego LEED altogether.
- LEED is an isolated evaluation ignoring the context: If a building meets the requirements, but it is located in an un-sustainable environment, it can still reach LEED certification, even if it is fundamentally unsustainable.

Task 11

Strategies for Public Education

“Not one tax payer wants to spend money on a jail or other facility they hope to never utilize or visit.”

The need within the jail facility is not new and has been at varied stages of urgency for some time. The staff has been dealing with it daily and the elected officials have been discussing it for years. It is important to understand however that the problem is not top of mind to the public, and it may feel like a new issue for them. Also recognize that regardless of the measures taken by staff and elected officials to contain and reduce the problem over many years, many persons in the voting community believe that it is “government waste” or “poor government” that is causing the problem in the first place.

It is critical that the Unified Government does not take these attitudes from the public in a defensive way. These attitudes and sometimes statements or opinions expressed can infuriate those who are actively trying to solve very real problems. When the public makes the Unified Government or a department within the government out to be the cause, it is understandable to get defensive about the response.

Experience tells us there are specific approaches and tools that can be used to ensure the public understands and appreciates the issues adequately enough to support measures to solve the problem. The following recommended strategies may prove effective to educate the public and gain support for the proposed solutions. Some may be more effective than others and some may not be appropriate for the County depending on the specific conditions. It will take the leadership of the Unified Government and the wisdom of those elected officials to strategize how to approach the public information management necessary for a complex issue such as this.

RULE OF THIRDS

Experience tells us that roughly one third of most communities support law enforcement rather blindly. They recognize that the rule of law is one of the most important foundations of our society, and understand that law enforcement and the justice process needs adequate financial support to function well. This group will vote yes on measures supporting law enforcement, jail and public safety. It makes them feel safe.

Roughly one third of most communities will find most government activities objectionable unless it directly benefits them, and any initiative that has a tax implication on them that does not specifically contribute to their day, will not be supported. It is rare to find a community that can pass a referendum for a government initiative with more than 66% of the vote.

Fortunately most communities have about one third of the public that really wants to understand the issues the government is dealing with and are willing to support good solutions to problems they believe are real. Efforts to convince the first group, that is to say “rally the base”, are good but generally unnecessary. Efforts to reach the second group are difficult and many time fruitless and expensive in the use of time. Focus your efforts on the last group and provide as much solid information, discussion and options as possible to get them to own the problem and support the solution.

FOCUS ON THE PROBLEM NOT THE SOLUTION

There is more than one way to solve any problem. If a focused effort is put forth to sell a solution, there will be many other ideas tossed out to suggest other ways to solve it better. If you begin your public discourse with discussions of the solution, many people will not feel ownership of the problem.

Experience tells us that a focused public discussion on the problem is necessary before a solution is devised and an “ask” for support of the solution is put forth. To get focus on the problem, we suggest an active PR campaign on the problems to the media. Get articles written about specific issues that are current and urgent. Some of those issues in this situation might be:

- Financial cost associated with “farm outs” and the revenue being paid to out of county entities.
- Safety and security issues within the facility due to juveniles being held in an adult facility.
- Inadequate ability to deal with Mental Health issues of inmates
- Lack of program space to initiate programs to reduce recidivism or to conduct detention alternatives.

OWNING THE PROBLEM

The Unified Government must make a compelling argument that these problems are the responsibility of the citizens of Wyandotte County. If this is a state problem, they will want the state to deal with it. If this is another county or government problem, they will justly ask that the problem be solved by others. Only when the public believes it is their problem will they support a viable solution.

The best tool for allowing the public to embrace the solution is to describe situations that may apply to their situation. Paint a picture of how they, or someone they know, may interact with the problem. For instance, would they find it acceptable for their teenager to be held in an adult facility if they were in that situation? Would they allow their son, daughter, spouse to work in jail conditions that placed them at risk? Be careful to not use these as scare tactics, but rather to allow them to understand the gravity of the problem.

ALTERNATIVE SOLUTIONS

It is imperative to demonstrate that the Unified Government has taken measures to remedy the problem without spending more tax dollars. Most social moors would indicate a belief that fewer people should be in jail. What has the Unified Government done to reduce its jail population? What could be done or tries that has not yet need completed? Are there diversion steps and measures that could be taken? Are there alternatives that could be used?

The Unified Government has taken very positive steps in this area and this process is the time to trumpet those achievements that have in fact help lower the population and ensured that only those that should be in jail are kept. A champion of these efforts should work with the media to ensure the public awareness is as deep as possible.

MAKE FINANCIAL SENSE

Make sure the solution proposed works financially. There are needs throughout our community, from government, to church, to personal needs that demand our attention and our finances. Solving them in a fiscally responsible manner is critical. An overreaching goal or a stretch for the finances of the county will make the reasonable voter hesitate.

Demonstrate how the solution will be paid for. Demonstrate that other ways of financing was considered. Show that the method of funding will be sound for the duration needed and not dependent on over optimistic projections. When possible make tackle the solution in phases.

TAKE TIME TO ABSORB AND UNDERSTAND

Time is one of the most important tools the Unified Government has. Use the time to ensure this urgent need does not seem rushed or hasty to someone who is just absorbing the issue. Make sure there is adequate time for public discourse and for differing opinions to be expressed and alternative solutions to be vetted and explained.

Typically most communities need about 12 months to absorb an issue and understand the problem and solution. From the time the problem is published in the paper to the time in which the public is asked to weigh in with a vote or an active participation in the solution, it is critical that all facets of the Unified Government remain in support of solving the problem. Tenacity is what will solve the problem. If the problem comes and goes, or goes away for any length of time, then in the public mind, it likely was not a problem in the first place.

PROCESS

The process used by the Unified Government must be based on transparency and communication. That is the only way in which true support is gained. Without this open honest communication, many people will believe there are other issues that are diverting funds or that other motives are at hand. We recommend the use of one or more of the following tools to ensure the process remains open and a voice of the public is heard.

- o Utilize Town Hall style meetings where the problem is put forth and comments and questions from the public are taken. This process gives a voice to concerns and helps to understand public perception of the issues and solutions.
- o Conduct a survey where the public is asked if they are aware of the issues, and if they perceive them as real and urgent. These surveys can work well to direct the information that gets disseminated.
- o Luncheon network the issues through the Chamber of Commerce, Kiwanis, Rotary and other groups that long to hear about community issues and also long to participate in community solutions.
- o Be clear. Ensure that internal meetings of stakeholders explain the issues in a similar way and that everyone who is a champion of the solution has the same information.