



Washtenaw County, Michigan

**Needs Assessment Study Report
For
The Corrections Facility and District Court**

May 11, 2006

Submitted by the Joint Venture
of
**Voorhis / Robertson Justice Services Incorporated
&
The Lichtman Associates**

Washtenaw County Needs Assessment Report

SUBMISSION MEMO	2
FORECASTING FUTURE JAIL BED TRENDS	3
JAILS ARE CAPACITY-DRIVEN FACILITIES.....	3
UNDERSTANDING THE ARITHMETIC OF FORECASTING.....	5
REVIEW OF ADMISSIONS, ADP AND ALOS.....	5
DATA ANALYSIS CONSIDERATIONS.....	6
WASHTENAW COUNTY JAIL DATA SUMMARIES.....	9
JAIL CAPACITY PROJECTIONS.....	9
PEAKING FACTOR AND CLASSIFICATION FACTOR.....	12
COST ESTIMATE UPDATE.....	14
INTRODUCTION.....	14
METHODOLOGY.....	14
SUMMARY.....	15
<i>Cost Estimate One Summary: updated for inflationary factors if built on previous timeline.....</i>	<i>16</i>
<i>Cost Estimate Two Summary: updated for cost escalation assuming construction begins in 2008.....</i>	<i>16</i>
COST ESTIMATE UPDATE DETAIL.....	17
CONCLUSION.....	21
COMMUNITY OF INTEREST COURT SPACE CONSIDERATIONS	22
INTRODUCTION.....	22
WHAT HAS CHANGED	23
HLM OPTIONS SUMMARY.....	25
HLM METHODOLOGY	25
CONCLUSIONS.....	27
APPENDIX: CASE FILING PROJECTIONS	28

Washtenaw County

Needs Assessment Report

Submission Memo

Date: May 10, 2006
To: Mr. Robert Guenzel, County Administrator
Subject: Needs Assessment Report

The following report responds to the negotiated work products for our first phase of the Needs Assessment Study. The first phase of work was not to develop new options but rather to update the increasing jail capacity and 14A District Court options contained in the Administrator's Recommendation dated November 3, 2004. Included in this report is a section on Court Space Considerations. That document was prepared by County staff and VRJS was asked to include it in this document for review. VRJS would like to thank the Project Implementation Team for all of the information that was collected and provided to VRJS. Without their help and guidance, the report would not have been possible. We look forward to presenting our findings on May 17, 2006.

Washtenaw County

Needs Assessment Report

Forecasting Future Jail Bed Trends

Washtenaw County requested an update of previous projections of bed capacity requirements based exclusively on the past trends of jail use reflected in the average daily population (ADP) with reference to the historic pattern of release due to overcrowding or release for treatment and for those housed (boarding contracted) in other county jails.

The County experienced notable increases in inmate populations during the last several years. The reasons for that growth are not described in this report and will require an in-depth data analysis of the past inmate and system data to determine a more accurate projection. The current growth trends in inmate population projected using linear regression result in increasing bed or capacity requirements.

The trends shown in the current analysis indicate that the County will require 450 to 495 bed capacity in just four years (2010) when the average daily population (ADP), peaking factor (need for beds on high crowding days), and the requirements for classification beds are combined. The trend spread indicates the future response to early release and future accommodation of those prisoners boarded to other counties. The projections for the year 2015 reflect a 500 to 550 bed capacity reflected by this trend analysis. The data indicates the need for continuing analysis of the jail data, continuing data collection and expanded analysis to consider the options available to control the growth in inmate population.

Jails Are Capacity-Driven Facilities

There is no single solution, or response to any question/problem regarding future needs in a community--whether the community is forecasting the number of telephones that are likely to be in use, or estimating how many jobs might be available in ten years. There are two reasons why this level of accuracy is seldom available to those trying to determine local jail bed need. First, the demand for jail requirements is a policy-driven demand. As changes occur in administration of law enforcement or the courts, there are likely to be changes in the policies that dictate those to be incarcerated and their length of stay in that facility. Officials in the system determine who goes to jail and how long each inmate stays at the facility. Interpretation of laws, policies, and public sentiment is reflected in each incarceration decision. New sheriffs, chiefs of police, new chief judges, new prosecutors, or new policies and legislative changes alter how the local criminal justice system handles those who are arrested, jailed, and sentenced. The second reason for difficulties in forecasting future jail bed need is based on the notion that jails are "capacity-driven" facilities. That is, in most instances, a county's criminal justice system will tend to fill up a jail when space is available. Any survey of jails built in the last twenty years would undoubtedly reveal that most facilities--built with capacities that were thought to be adequate for ten or fifteen years--were filled within the first four or five years of their opening. Once full, the local criminal justice system then struggles to

Washtenaw County

Needs Assessment Report

adapt itself to the amount of capacity available until the pressure for having additional capacity begins to build again.

These patterns suggest the conclusion that there is no "right" amount or exact number of jails for a given jurisdiction. All one has to do is inspect the regional averages for the use of jail per 100,000 population to discover that there is substantial and wide variability in belief and practice about how many jail beds are "right" for a 100,000 population community.

Table 1, Jail Beds Per 100,000 County Population

West	South	Northeast	Midwest	National
225	335	202	174	256

Source: National Institute of Justice, Jail Census report

Table 1, displays data from the 1999 Jail Census showing that the Midwestern states use less than the other regions at 174 prisoners per 100,000 of population. Michigan reported 190 beds per 100,000 in the 1999 report. National trends of incarceration rates increased yearly as shown here:

Table 2, National Incarceration Rates per 100,000 population

2000	2001	2002	2003	2004
220	222	231	238	243

Most jails have experienced growth in their average daily population since 1988 and the numbers for each group are likely to increase in the next jail census.

Incarceration rate analysis is performed as one basis for future capacity scenarios. The rate of incarceration for the jail's history is compared to the growth in county population using some variations for future projections to give low, medium and high numbers. Admission rate projections are then generally compared to incarceration rate assessments and considered against the trends in average length of stay (ALOS).

The local economy, the amount of in- and out-migration that a county expects, the racial and ethnic balances, and crime rates can all impact what a county decides to do about the question of how much jail space is the right amount. It is noted that jail size is not a function of the crime rate in a community but crime rate can not be ignored and should be considered for growth trends. Experts consider that larger jails do not bring about less crime and that smaller jails do not result in more crime in a jurisdiction. Unlike prisons, the average length of stay for someone coming to jail is measured in days (usually between five and fifteen days), rather than months or years. We would hardly expect that a jail that holds eighty percent of its population for only a few days to have a powerful impact on crime--up or down.

Washtenaw County

Needs Assessment Report

Understanding the Arithmetic of Forecasting

There are a number of methodologies and steps that are necessary to forecast future jail-bed need:

- a) The RATE method, which uses a county rate of incarceration or rate of admissions as the basis of the forecast;
- b) The RATIO method, which uses the growth seen in admissions/release ratios to calculate future average daily populations; and
- c) The REGRESSION method, which constructs a regression equation to predict future jail populations. The County preferred the regression analysis for use in this study.

It is appropriate here to ascertain that the reader understands the basic relationship between Admissions (ADM), Average Length of Stay (ALOS), and Average Daily Population (ADP). When dealing with annual figures for a jail's population, these three elements are related as follows:

$$ADM \times ALOS / 365 = ADP$$

The number of admissions, times their average length of stay, divided by 365 (days in a year) equals the jail's average daily population for the year. The formula can be transposed to solve for any one of its three elements if you know the other two. Thus,

$$ADP \times 365 / ADM = ALOS$$

The average daily population, times 365, divided by the number of admissions equals the average length of stay, for that year. Or,

$$ADP \times 365 / ALOS = ADM$$

The average daily population, times 365, divided by the average length of stay, equals the number of admissions in that year. Sometimes, a forecast will use an expected rate of incarceration as a means for forecasting future ADP. When this occurs, the rate per 100,000 county populations is multiplied by the county's expected population for the year in question.

$$\text{Rate}/100,000 \times \text{County Population} = ADP$$

Review of Admissions, ADP and ALOS

No matter what arithmetic forecasting method one chooses, the County should always consider data that represent the annual ADM, ADP and ALOS for as many years as the jail has available information. Most jails will have data on average daily

Washtenaw County

Needs Assessment Report

populations for each year for the past ten, or twenty years. When local available data do not go back very far, it can pay dividends to retrieve this information from any available sources. In general, planners prefer to use data from past years in the same number as those years projected into the future. In this case, the data showing those released on early release and boarded in other counties is a recent trend that influences the growth in the jail population.

The impact of “suppressed usage” and/or availability of alternative sanctions are factors to be considered by the County as a decision to construct future beds and not in this data. Trend projections often fail to account for a “compression factor” which exists due to the overcrowding situation. Due to a lack of beds, the “system” may not use the jail as a sanction as often as it might prefer. It is most often probable that a spike in jail population will occur after more beds are made available.

Data Analysis Considerations

Like any institutional population, the size of the jail population is a function of two primary factors--how many people are put into jail and how long they are kept there. Thus, admissions and average lengths of stay (ALOS) control the size of the average daily population (ADP). ADP reflects the impact of both the number of admissions and the average length of stay. If both of these factors are increasing in size, the jail population will grow rapidly. If just one of these factors is increasing, while the other remains fairly constant, the size of the jail population will still increase, although not as rapidly.

Population growth and law enforcement trends and policies of the criminal justice system are the primary determinants of changes in admissions to a local jail. Law enforcement trends consist of reported crime, arrest rates for various types of crime, and staffing levels. Law enforcement trends would include the use of summons directly to the court in place of incarceration. When admission rates rise, law enforcement is either making more arrests, or the pre-trial release practices have changed. Pre-trial service programs can have impact dramatically on the number of admissions to the jail. Arrest practices and "get tough" policies for target offenses, such as drunken driving, drug arrests, and domestic violence, can significantly increase the number of admissions. Arrest standards, developed by the criminal justice system, can control an officer's decision making authority for selecting the type of arrestees going to jail and will also curtail unnecessary incarcerations. The degree to which misdemeanor arrestees are cited and released without being taken to jail can have strong influence on the ADP. State Parole authorities can require incarceration for all parolees accused of technical violations.

The average length of stay (ALOS) for a county jail population is influenced by several primarily factors. The first of these is the rate at which the judiciary processes each case to final disposition. This factor, of course, can only affect the ALOS for those

Washtenaw County

Needs Assessment Report

inmates who are in pre-trial status. The second factor consists of the policy and practices of the jurisdiction to release inmates on pre-trial status. Many jurisdictions control the jail population through bonding practices and careful screening of arrestees, and their efforts to continue working on court liaison for those who remain in jail. This factor involves the availability and uses of programs to provide alternatives to incarceration. The alternatives can affect both the pre-trial and sentenced components of a jail population. The prosecutor's screening process and the timeliness in processing cases through the system will impact the jail population. Probation staff can delay completion of pre-sentence investigations to impact the ADP. Judges, attitudes and sentencing practices can significantly influence the numbers of inmates at the jail. The changes in state legislation will also influence the jail population.

The number of beds required by the community is dependent on the policy and practices of the criminal justice system. The jail must both accommodate the number of persons placed in jail and cope with the length of time each inmate stays at the jail. A variety of issues will impact a strong change of inmate capacity requirements. Several changes occur annually as the law changes, the people in power change, and the community focuses on new violations. It is typical for a dozen or so factors, operating simultaneously, to determine the ADP and the use of the jail. The National Institute of Corrections, a federal agency under the Department of Justice, has for years recommended that counties study the entire system, not just the jail, if they are to control the inmate population.

Data supplied by the County and Sheriff's staff has been used to forecast the future capacity for the Washtenaw County facility from 2006 through the year 2025.

The data used for the projections in this report included monthly average jail populations, numbers of prisoners boarded out and those release early for crowding or treatment. Average jail population data are available as far back as 1993.

Since this projection uses the historic growth of the jail as the primary basis for understanding possible future jail population number, the following factors could serve to enhance the understanding of possible capacities requirements:

1. Study of the processing of arrests and case processing in each of the criminal justice system agencies to identify time to each decision point and to identify changes that could improve either processing quality or time. Are there significant policies or practices that have changed to influence the jail's population and are changes likely in the future? Changes to the court's, public defender's office, prosecutor's office in policy, technology, or staffing can greatly influence the jail's population. Without an understanding of the system processing issues there can be no controls on the jai's population.
2. An analysis of the information flow including timeliness and quality.
3. Understanding of the issues affecting the length of stay at the jail.

Washtenaw County

Needs Assessment Report

4. Historic and future changes to State and local legislation that has or will influence the jail's population needs. Implications of sentencing guidelines.
5. An analysis of the jail's population disclosing the types of persons entering the jail, for what reasons (crime/offense) and what triggers the release. Including a definition of the differences in time to process by type.
6. An analysis of the crime rate trends and comparison to incarceration trends.
7. An analysis of the arrest trends influencing the jail's population. Crime trends do not necessarily follow arrest trends. Law enforcement may change due to differences in administration or emphasis due to community issues. Law enforcement may choose to enforce certain offenses differently as observed in recent year for driving drunk and domestic violence.
8. Understanding of the use of citation by law enforcement to avoid incarceration.
9. An analysis of the historic, regional, state and national incarceration rates compared to Washtenaw County trends to understand potential differences. A variation may choose to consider the "at risk population" in much greater degree.
10. Consideration or implications in changes to the use of alternatives to incarceration. Most counties experiencing crowding have developed alternatives yet more are always doable given political and public acceptance and funding. A county may refocus expenditures to create programs and services to divert segments of the jail's population from incarceration. A broad range of alternatives could be considered including:
 - Increased use of pretrial release and pretrial supervision,
 - Modification of the bonding schedules and practices thereby releasing more pretrial inmates,
 - Implementation of a non-secure or low security work release center or probation center,
 - Implementation of out-of custody or weekend sentences that don't serve time in the jail,
 - Implementation or broadened use of mental health diversion,
 - Implementation of a treatment center for alcohol abuse and drunk driving,
 - Increased sentencing to probation, electronic monitoring or community services, and
 - Many others used successfully in counties across the United States.

Washtenaw County Needs Assessment Report

Washtenaw County Jail Data Summaries

Table 3, Summary Admissions Data

	Admissions	ADP	ALOS	Boarded	Early Releases	Released for Treatment
2001	7,833	319.5	14.9			
2002	8,419	333.0	14.4			
2003	8,093	342.9	15.5			
2004	7,135	355.1	18.2	10.7	14.0	13.7
2005	6,969	355.2	18.6	37.3	14.0	14.4

The table above shows a variation of the number of admissions to the jail that should be taken in to consideration when making a final decision to build a future jail capacity. The reasons for the variations must be part of the future discussion that suggests continuation or reversing of the trend. The changes might suggest the consequences of changes in criminal justice system policies over the last 4 years. Changes to the number of admissions are sufficient to cause concern for establishing the jail capacity. Consider also the changes in average length of stay that can cause growth in the inmate population. Significant in this table in the continuing increase of the average daily population even with declining admissions which generally indicates changes to practices that must again be accounted for in making a choice for the capacity of the new or expanded jail.

The County continues to examine the current inmate population profile and known practices of the criminal justice system. The growth in admissions is a different set of issues than the growth in the average length of stay. Admissions are controlled, in a major way, by officer's discretion and rules limiting the types of arrests at the jail. Changes in legislation, bonding practices, and increases in the crime rate and/or the population of Washtenaw County could drastically influence the jail population. Average length of stay is primarily influenced by courts policies and bonding practices. The decisions, made daily, about each defendant result in the jail population.

Jail Capacity Projections

Predicting bed capacity requirements is not an exact science. There far too many influences that affect the future jail requirements. We have discussed many of these issues previously. The projections that follow are preliminary projections and should lead to a more thorough discussion prior to planning major expenditures in reacting to the bed needs.

Washtenaw County

Needs Assessment Report

The future jail beds needed are strictly related to the policies and practices of the criminal justice system. These projections are reflection of the past growth in the average length of stay, number of admissions, and the average daily population. This regression analysis of the past growth patterns illustrate possible future bed capacities. Changes to past practices are likely to influence the future growth. The implementation of alternatives and optional housing such as work release center or probation holding, or treatment centers will be considered in the decision to build jail capacity. It does not appear that the change in general population in Washtenaw County is the cause for the recent growth in inmate population figures.

Using the regression analysis, the following chart graphs the change in bed requirements indicated if no changes are made to the system practices. We urge that an analysis of the system and its needs follows this population projections update. The trend shown in the graph is truly impossible because the County does not yet have jail capacity to accommodate such a growth pattern.

The following table shows the updated average daily population and the needed bed capacity for each five years to 2025. The table shows the previous average daily population estimated in the year 2003, the average daily populations as revised in this update, the average daily population if the boarded prisoners are included in the jail, the average daily population if the early released and released for treatment prisoners are included in the ADP of the jail, and the last column shows the number of prisoners and required capacity if both the boarded prisoners and those released early are included in the numbers.

Washtenaw County

Needs Assessment Report

Table 4, Revised ADP and Capacity Requirements

	Previous ADP Projection Estimate	ADP Revised 2006	ADP w/Boarded Prisoners	ADP w/Early Release and Treatment Combined with Boarded
2007	334	364	380	398
2010	375	385	406	429
2015	403	420	449	481
2020	428	456	492	532
2025	454	491	535	584

Capacity Required with Peaking and Classification

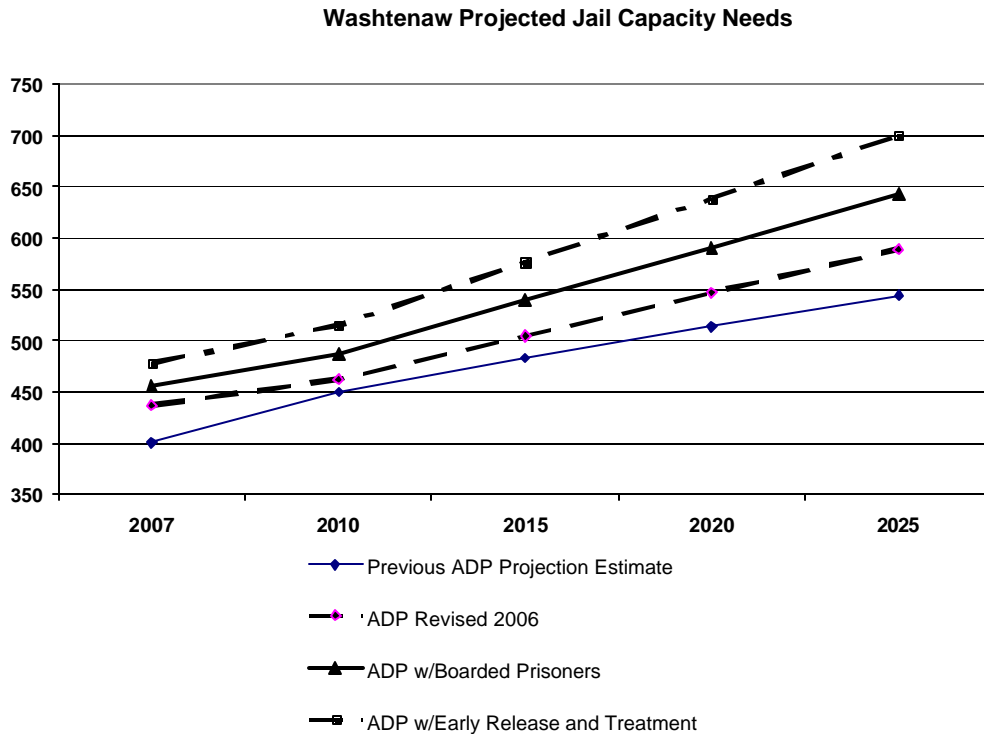
	Previous ADP Projection Estimate	ADP Revised 2006	ADP w/Boarded Prisoners	ADP w/Early Release and Treatment Combined with Boarded
2007	400	437	456	478
2010	450	462	487	515
2015	483	505	539	577
2020	514	547	591	639
2025	545	589	642	700

The average daily population is the number of prisoners that can be expected during the month of January in each of the noted years. The data is not the yearly average population because the jail's population is growing during the year.

The following graph represents the capacity requirement numbers shown in the above table including the peaking and classification factors.

Washtenaw County Needs Assessment Report

Graph 1, Revised ADP and Capacity Requirements



This report depicts only a few of the possible future capacity requirements based on the regression trend analysis of the historic use of the jail and strongly considers the recent trends of diverting prisoners to boarding at other jails and impacts for reasons of early release and release for treatment. Boarding of prisoners and early release or expanded use of alternatives will influence future jail capacities. The CJCC has a lot of collective control over the future needs for jail capacity. The choices made to improve system processing and diversion from incarceration can significantly influence the jail’s capacity.

Peaking Factor and Classification Factor

A peaking factor is used to establish a relationship between average population levels and high “peaks” in jail population.

Projections must consider future capacity to accommodate a Classification Factor. This factor provides the number of beds required to effectively manage and classify the inmate population. Classification beds provide for segregation of various levels of offender severity and criminal histories. Classification is the segregation or separation of inmates by defined groups such as felony, misdemeanor, sentenced, un-sentenced, female and male, adult and juvenile, violent, non-violent and special needs. A female, non-

Washtenaw County

Needs Assessment Report

violent unit may contain 20 beds but contain only 16 inmates. Those four extra beds do not contribute to the male population needs. To properly classify inmates the jail must have a number of beds available to place inmates in each group. Without available beds, the classification system breaks down resulting in inmate placement at inappropriate housing assignments. These errors in placement cause problems, disturbances, assaults, and lawsuits.

Each County must consider the need for beds to provide for appropriate classification housing for various groups of inmates. Jails are mandated to screen and classify each inmate in maintaining a safe facility. A broad array of prisoner needs and classification confront the jail and failure to properly classify offenders often leads to litigation.

Changes in length of stay and number of admissions must be considered in development of future population trends because changes in these patterns also affect the need for classification modifications.

Since the County appreciates substantial experience with their jail's data, we agreed to use the industry standard of 20% factor to compensate for peaking and classification beds.

Washtenaw County

Needs Assessment Report

Cost Estimate Update

Introduction

Washtenaw County requested an update of previous cost estimates (Option C) contained in the Administrator's Recommendation Report. VRJS and The Lichtman Associates were contracted to provide that update.

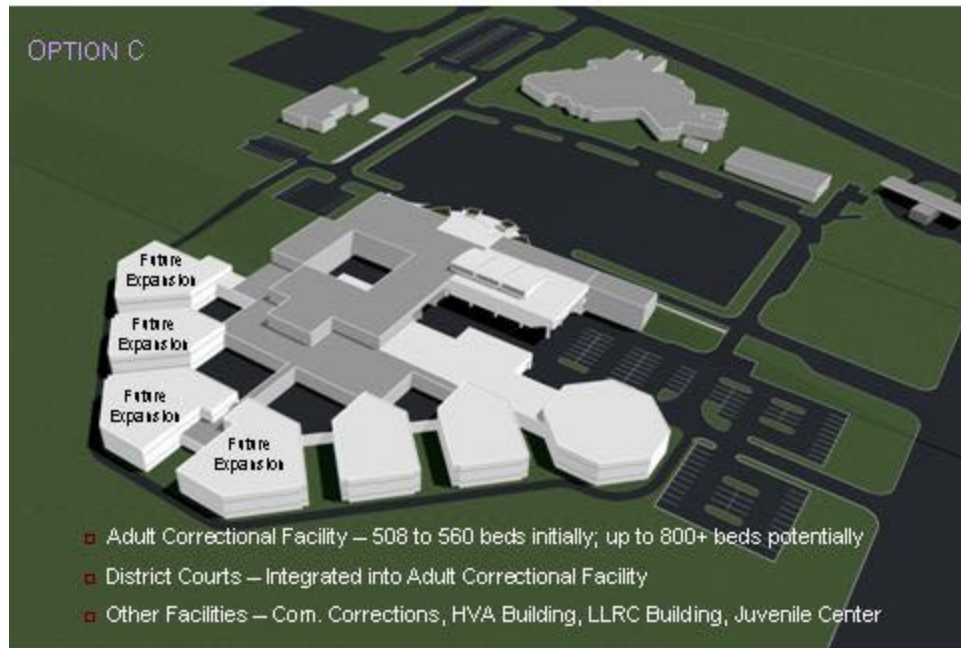
Methodology

VRJS, The Lichtman Associates and Faithful + Gould (an independent cost estimator) reviewed the previous cost estimates and developed two new estimates based on current market conditions and anticipated future escalation rates. The first cost estimate is for bidding the project this year (2006). The assumption with this estimate is that the design process has been completed and the project is ready for bidding. The second cost estimate was developed to reflect the current status of the design and bid process. Specifically, if the County decided to move forward this year, the project would not be available for bidding until 2007 and construction would not be finalized until 2008. Therefore, an escalation factor was applied to the midpoint of construction for the second cost estimate. The new cost estimates were presented to the County for review and discussion. After that review, the following cost estimates updates were developed.

Washtenaw County Needs Assessment Report

Summary

Below is the Option C concept that was contained in the previous Administrators Recommendation report. Following are two tables that summarize the cost estimates that were developed.



Washtenaw County
Needs Assessment Report

Cost Estimate One Summary: updated for inflationary factors if built on previous timeline

	2003 Estimate	2006 Estimate	Difference	% Change
Phase 1	\$10,621,827	\$11,760,419	\$1,138,592	10.72%
Phase 2	\$13,157,631	\$18,439,812	\$5,282,180	40.15%
Phase 3	\$9,817,158	\$11,732,418	\$1,915,260	19.51%
Phase 4	\$12,804,171	\$16,809,810	\$4,005,639	31.28%
Phase 5	\$1,659,456	\$2,287,525	\$628,069	37.85%
Total	\$48,060,244	\$61,029,985	\$12,969,741	

Cost Estimate Two Summary: updated for cost escalation assuming construction begins in 2008

	2003 Estimate	2006 Estimate	Escalation	2006 Estimate & Escalation	Difference	% Change
Phase 1	\$10,621,827	\$11,760,419	\$1,987,511	\$13,747,930	\$3,126,103	29.43%
Phase 2	\$13,157,631	\$18,439,811	\$3,116,328	\$21,556,139	\$8,398,508	63.83%
Phase 3	\$9,817,158	\$11,732,418	\$1,982,779	\$13,715,197	\$3,898,038	39.71%
Phase 4	\$12,804,171	\$16,809,810	\$2,840,858	\$19,650,668	\$6,846,497	53.47%
Phase 5	\$1,659,456	\$2,287,525	\$386,592	\$2,674,117	\$1,014,661	61.14%
Total	\$48,060,244	\$61,029,984	\$10,314,067	\$71,344,051	\$23,283,807	

Washtenaw County Needs Assessment Report

Cost Estimate Update Detail

The following are the detail cost estimates for bidding the project starting in May 2006.

Phase 1 - 1st Housing Pod, Medical and Mental Health, Probation Residential Center

Component	Description	New Construction / Rehab	Original 2003 Projected	Revised 2006 Projected	% Increase
New Special/Medical/Classification Hsg	New 96-bed unit	New Construction	\$ 5,706,641	\$ 6,222,960	9.05%
<i>First Floor</i>					
<i>Mezzanine</i>					
Vehicle Sallyport	New VSP for bus and 2 oversize vans	New Construction	\$ 506,520	\$ 506,520	0.00%
Medical/Mental Health	Medical area (required by ACA standards) for staff, screening, supplies, etc.	New Construction	\$ 1,434,085	\$ 1,792,606	25.00%
Laundry	New addition in service area for new laundry. Clears space for kitchen expansion	New Construction	\$ 475,631	\$ 548,805	15.38%
Adult Residential Unit (40-bed)	Allowance for 40-bed Adult Probation Residential Program unit construction. Actual budget to be developed under separate contract	New Construction	\$ 1,193,940	\$ 1,373,634	15.05%
Site Preparation	Prep of 2 acre initial construction parcel	New Building Site Area	\$ 110,048	\$ 110,048	0.00%
Site Improvements	Prep of 2 acre initial construction parcel	New Building Site Area	\$ 217,683	\$ 228,567	5.00%
Site Utilities	New service lines	New Building Site Area	\$ 274,365	\$ 274,365	0.00%
Perimeter Road Regrading	Minimal repair	Renovation	\$ 15,075	\$ 15,075	0.00%
Fence Remodeling	At each unit	Renovation	\$ 30,150	\$ 30,150	0.00%
Remodel / Add Security System	Minor upgrades (local) for PLC system -- integrates with future system	Renovation / upgrades	\$ 375,141	\$ 375,141	0.00%
Site / Civil	West side of existing facility	Upgrade	\$ 9,799	\$ 9,799	0.00%
Architectural / Structural	Exterior repairs, enclosure	Renovation / upgrades	\$ 46,624	\$ 46,624	0.00%
Mechanical / Plumbing	Misc. piping	Renovation / upgrades	\$ 75,375	\$ 75,375	0.00%
Electrical	Upgrades	Renovation / upgrades	\$ 150,750	\$ 150,750	0.00%
Total Construction Cost			\$ 10,621,827	\$ 11,760,419	10.72%

PHASE I INCLUDES:

- New 96 bed unit**
- Increased capacity for vehicle sallyport**
- Probation residential unit - actual budget to be developed under a separate contract**
- First upgrades to the security system**

Washtenaw County Needs Assessment Report

Phase 2 - 2nd Housing Pod, District Court

Component	Description	New Construction / Rehab	Original 2003 Projected	Revised 2006 Projected	% Increase
Maximum Security	Renovation of existing medical unit for maximum security housing	Renovation	\$ 777,825	\$ 1,008,561	29.66%
Replacement Housing Units (80 Bed Unit)	New Unit - overflow ITR; direct supervision unit	New Construction	\$ 3,548,987	\$ 5,379,300	51.57%
Remodel Outdoor Recreation Areas	Renovate / fence outdoor recreation area (due to adj. modified HU)	Rehabilitation of existing areas	\$ 90,450	\$ 93,825	3.73%
Building Demolition					
A Block Housing	Demolition	Demolition	\$ 17,926	\$ 21,251	18.55%
Max Housing (Portion Only)		Demolition	\$ 22,424	\$ 26,584	18.55%
B, C, D, E Housing Units	Demolish one unit	Demolition	\$ 44,584	\$ 52,855	18.55%
Building Gutting					
Medical/Mental Health	Major portion of ITR	Demolition	\$ 66,379	\$ 68,857	3.73%
Addition to HVA for District / Circuit Court	3 Crts above; District Crt admin, Probation, storage below, with space for Prosecutor, PD	New Construction	\$ 7,571,419	\$ 10,727,325	41.68%
DEIS Building -- CC / Other Improvements	Conversion of lower level available space for District Court Archives	Renovation / system upgrades	\$ 273,611	\$ 283,821	3.73%
Site Preparation	Prep of 1 acre construction parcel	Upgrade existing site	\$ 55,024	\$ 57,077	3.73%
Site Improvements	Prep of 1 acre construction parcel	Upgrade existing site	\$ 108,842	\$ 118,548	8.92%
Site Utilities	Extension	Upgrade existing site	\$ 137,183	\$ 142,301	3.73%
Fence Remodeling	At each unit	Repair / Rehab	\$ 30,150	\$ 31,275	3.73%
Remodel / Add Security System	Minor upgrades (local) for PLC system -- integrates with future system	Upgrades to security envelope	\$ 375,141	\$ 389,139	3.73%
Electrical	Additional upgrades	Support Security system upgrades	\$ 37,688	\$ 39,094	3.73%
Total Construction Cost			\$ 13,157,631	\$ 18,439,812	40.15%

PHASE 2 INCLUDES:

- Demolish one housing pod (Block A - 32 beds)**
- Reconstruct at greater capacity (80 - 96 beds)**
- Addition to HVA for District/ Circuit Court**
- First half of renovating maximum security**
- Minor upgrades to security system**

Washtenaw County Needs Assessment Report

Phase 3 - Assessment / Booking / Central Control, Security System

Component	Description	New Construction / Rehab	Original 2003 Projected	Revised 2006 Projected	% Increase
Assessment/Booking/Central Control	Renovation of existing areas for new ITR / Classification Center	Major Renovation / New Systems	\$ 3,372,549	\$ 3,976,873	17.92%
Property	Renovation of existing Sally Port for high-area property storage	Major Renovation / New Systems	\$ 492,500	\$ 624,630	26.83%
Maximum Security	Second 1/2 of renovation for maximum security	Major Renovation / New Systems	\$ 777,825	\$ 1,121,026	44.12%
Correctional Services / Staff Lounge	Renovation of correctional services program areas to accommodate expanded program	Major Renovation / New Systems	\$ 777,071	\$ 895,951	15.30%
Kitchen (Equipment NIC-Negot Contract)	Expand kitchen into existing laundry area	Major Renovation / Adaptive Reuse	\$ 211,050	\$ 266,887	26.46%
New Entrance to Building	Expanded entrance to support visitation, courts (at HVA), and Sheriff's Ofc visitor / professional traffic	New Construction / Some Renovation	\$ 868,320	\$ 1,001,160	15.30%
B, C, D, E Housing Units	Demolish second unit	Demolition	\$ 44,584	\$ 58,749	31.77%
Booking/Max/Holding	Prepare area for ITR renovation	Demolition	\$ 40,827	\$ 47,073	15.30%
Correctional Services / Staff / Program	Prior to renovation / expansion of program areas	Demolition	\$ 49,442	\$ 57,006	15.30%
Vehicle Sallyport	Interior walls, doors demo prior to relocation of property storage	Demolition	\$ 18,644	\$ 21,496	15.30%
B-C Recreation Yard	Demolish existing surfaces associated with new HU	Demolition	\$ 30,098	\$ 34,703	15.30%
Hearing Room	Renovations	Demolition	\$ 4,296	\$ 4,954	15.30%
Central Control	Renovations	Demolition	\$ 1,888	\$ 2,177	15.30%
Visitation	Renovations	Demolition	\$ 20,351	\$ 23,465	15.30%
DEIS Building -- CC / Other Improvements	Verify if space still exists - if yes, plan for District 14A central store/supply	Renovation	\$ 555,514	\$ 640,499	15.30%
Perimeter Road Regrading	Minimal repair	Rehab	\$ 15,075	\$ 17,381	15.30%
New Secure Parking Lot west of Building	Staff parking	New Construction	\$ 68,591	\$ 85,168	24.17%
Fence Remodeling	At each unit	Rehab / Repair	\$ 30,150	\$ 34,763	15.30%
Parking Lot improvement w/in secure area	In service courtyard	Rehab / Repair	\$ 87,813	\$ 108,285	23.31%
Remodel / Add Security System	Central Control with consoles and PLC systems (head end equipment)		\$ 1,875,707	\$ 2,162,662	15.30%
Architectural / Structural	Floor repairs		\$ 22,613	\$ 26,072	15.30%
Mechanical / Plumbing	Piping repair, rerouting and water heater / supply		\$ 301,500	\$ 347,625	15.30%
Electrical	Additional upgrades		\$ 75,375	\$ 86,906	15.30%
Exiting	HU Area repairs		\$ 75,375	\$ 86,906	15.30%
Total Construction Cost			\$ 9,817,158	\$ 11,732,418	19.51%

PHASE 3 INCLUDES:

Transforming current Intake/ Transfer/ Release into an Assessment Center
Central Control
Second half of renovation for maximum security
Correctional Services Staff Lounge

Washtenaw County Needs Assessment Report

Phase 4 - 3rd Housing Pod, Court Clerk functions, Infrastructure

Component	Description	New Construction / Rehab	Original 2003 Projected	Revised 2006 Projected	% Increase
Replacement Housing Units (80 Bed Unit)	New 80-bed HU	New Construction	\$ 3,548,987	\$ 5,963,670	68.04%
Remodel Outdoor Recreation Areas	Renovate / fence outdoor recreation area (due to adj. modified HU)	Rehab / Repair	\$ 90,450	\$ 104,018	15.00%
Renovate HVA Building for Clerk Functions		Major renovation / new Systems	\$ 2,553,705	\$ 2,936,761	15.00%
Demolition of District Court	Demolish and remove foundations	Demolition	\$ 250,999	\$ 346,378	38.00%
Site Preparation	Prep of 1 acre construction parcel	Upgrade existing site	\$ 55,024	\$ 63,277	15.00%
Site Improvements	Prep of 1 acre construction parcel	Upgrade existing site	\$ 108,842	\$ 131,426	20.75%
Site Utilities	Extension	Upgrade existing site	\$ 137,183	\$ 157,760	15.00%
Perimeter Road Regrading	Minimal repair	Rehab / Repair	\$ 15,075	\$ 17,336	15.00%
Fence Remodeling	At each unit	Rehab / Repair	\$ 30,150	\$ 34,673	15.00%
Remodel / Add Security System	Minor upgrades (local) for PLC system -- integrates with future system	Upgrades in existing	\$ 375,141	\$ 431,413	15.00%
New Sprinklers in Existing Building	Sprinklers in existing bldg (areas that will remain)	New system in existing areas	\$ 633,150	\$ 866,813	36.90%
Infrastructure Upgrades					
Site / Civil	Bridge area		\$ 56,049	\$ 64,456	15.00%
Architectural / Structural	See detailed report	Various repairs	\$ 877,811	\$ 1,009,483	15.00%
Mechanical / Plumbing	Replacement of central area AHUs, boilers, chillers, etc.	Major system upgrades	\$ 3,830,407	\$ 4,404,968	15.00%
Electrical	Service upgrades (verify if generator upgrade completed)	Major system upgrades	\$ 241,200	\$ 277,380	15.00%
Total Construction Cost			\$ 12,804,171	\$ 16,809,810	31.28%

PHASE 4 INCLUDES:

- New Housing Unit (80 beds)**
- Renovation of New District Court building (formerly HVA)**
- Demolition of current District Court building**
- Replacement of mechanical, plumbing, and electrical**

Phase 5 - Kitchen

Component	Description	New Construction / Rehab	Original 2003 Projected	Revised 2006 Projected	% Increase
Kitchen (Equipment NIC-Negot Contract)	Additional renovation / expansion of FS	Renovation	\$ 1,659,456	\$ 2,287,525	37.85%

Washtenaw County

Needs Assessment Report

Conclusion

The time period from 2003 until the present has yielded tumultuous swings in costs of construction. In addition to general inflation, worldwide conditions and demands have had a substantial effect. Steel, long stable in cost for nearly ten years, soared in cost in 2004 over 65%. Much steel is imported. The dollar has remained low against certain currencies making all imports costlier, including steel. US production of steel has steadily declined and clearly energy costs have risen translating directly to construction and steel production and delivery.

With India and China embracing capitalism, we are competing with a worldwide demand for building materials. Further, steel is extremely prevalent in all jail construction. This not only includes the structure but doors, locks, reinforcing bars, conduit, hardware, beds, ceiling materials, windows and even laundry and kitchen equipment are all steel fabrications.

Additionally, more recently the cost of concrete has risen. Between steel and concrete, the superstructure of nearly every correctional facility is comprised. Adverse weather conditions over the past two years have also had a negative effect on costs due to increased demand, often on an emergency basis on both labor and materials.

Finally, with regard to recent increases in energy and oil prices, the manufacturing costs of all building materials has increased as well as the delivery costs of those materials; raw or finished to factory or site. Fortunately, the rate of increase in costs has tapered off since 2003. But clearly, costs will not be declining any time soon due to lack of demand.

Washtenaw County

Needs Assessment Report

Court Space Considerations

Introduction

The majority of discussions that the Board has undertaken within the Public Safety and Justice Community of Interest have dealt with the criminal justice components of this system. This is only one facet of court operations. Other key components include civil court (at both the District and Circuit level), Family Court (including Juvenile Court and Friend of the Court), and probate court. Currently, Circuit, Probate and Family Court operations are consolidated in Washtenaw County under a single management structure, the Washtenaw County Trial Court. In addition, District Courts in Washtenaw County handle civil cases (general, landlord tenant, and small claims), criminal cases, traffic misdemeanors, traffic civil infractions, and ordinance violations. Of the three District Courts in Washtenaw County (14A, 15th and 14B), only 14A District Court is funded by the County Board of Commissioners. 14A District Court has three locations.

A total of four previous studies have been completed to evaluate and provide recommendations for space needs of the various aspects of the court system. These reports include:

- Washtenaw County 20 Year Space Plan (1986);
- Washtenaw County Service Center Master Plan (1999);
- Comprehensive Public Safety & Court Facility Study (2000);
- Administrator's Recommendations on Public Safety and Justice (2004).

The Comprehensive Public Safety & Court Facility Study was authorized by the Board of Commissioners and was the analysis was managed by an oversight committee. Membership of this oversight committee included Board members as well as elected and appointed representatives of the justice system. Unlike the other reports, the scope of this study included all court facilities within Washtenaw County. The study was completed by HLM Design and the final draft was completed in August 2000.

The oversight committee established four goals:

- Increase case flow and customer-service efficiency;
- Collocate parallel or related functions and increase the use of technology to provide maximum operational efficiencies;
- Improve services to families through the development of a Family Law Center
- Provide space for community services such as the Bar Association, Law Library, and for meetings of court-related programs and services.

The committee also established three strategies for system improvement. Those strategies were:

Washtenaw County

Needs Assessment Report

- Build for today: plan for the future;
- Build for best future practices;
- Emphasize customer service.

What Has Changed

Partial De-Unification

At the time of the HLM study, all courts in Washtenaw County courts operated under a unified structure. This is no longer the case.

The three district courts (14A, 14 B, and 15th) correspond to their three funding units (Washtenaw County, Ypsilanti Township, and the City of Ann Arbor, respectively) and each operates as an independent court. Even though operating independently, all seven District Court Judges meet on a monthly basis and work collaboratively on issues affecting all of their courts. While the HLM study included all three district courts in the analysis, this update only considers 14A District Court – the district court that services all of Washtenaw County except Ypsilanti Township and the City of Ann Arbor; and, for which Washtenaw County is the political funding unit.

It is worth noting that the 14A District Court is a 2nd Class District Court while 14B and 15th are 3rd Class District Courts. A 2nd class district court serves a group of political subdivisions in the county in which the subdivisions exist and 2nd class district courts also have a county as the court's funding unit. Third class courts have exclusive funding units (e.g., the City of Ann Arbor is served by and funds the 15th District Court and Ypsilanti Township is served by and funds the 14B District Court). An impact of this is that the 14A District Court serves 27 jurisdictions – all cities, townships and villages in the County other than the City of Ann Arbor and Ypsilanti Township. As a result, 14A District Court operates with multiple law enforcement agencies and multiple prosecutors which makes operations complex, as court scheduling takes into account the multiple agencies who frequently access the court.

Concurrent Jurisdiction Plan

Total court jurisdiction of cases are outlined in a Concurrent Jurisdiction Plan, which allows for shared authority for certain court functions – the most notable of these is the establishment of a unified preliminary examination process. While this agreement, which was developed in compliance and accordance with a Supreme Court Administrative Order, offers significant efficiencies within the criminal justice system, it also affects space issues at 14A-1 District Court, which serves as the location for this consolidated process. Minimally, about 30% of 14A-1 courtroom time is spent on preliminary exams as three afternoons each week are dedicated to this step in the criminal adjudication process. There are times when the presiding judge has no courtroom to conduct court proceedings. Judges from other courts hold these exams at 14A-1 due to its location next

Washtenaw County

Needs Assessment Report

to the jail. Under a different model, these cases would be dispersed amongst the three district courts by jurisdiction, adding delays in total criminal case processing time which would negatively affect access to justice and cause significant cost increases in inmate transportation. Finally, the 14A District Court also conducts arraignments each weekday for all felons lodged in the jail. Weekend arraignment duties are shared equally by the four magistrates from all three district courts covering both felons and misdemeanants.

In the HLM Report, the basic premise of a unified court structure informed space options for the Board to consider. However, the methodology used to project space needs for discrete court operations has tested well since 2000.

15th District Court

Related to the unified court structure, is the issue of 15th District Court. At the time of the report, the 15th District Court was a part of the unified court structure. Since then, there have been two significant developments. The first is that along with the two other district courts, the 15th District Court has again become an independently operated court. The second is that they will vacate the downtown Ann Arbor Courthouse in 2009. This move will make space available for other operations.

14A District Court

For the 14A District Court, it is important to note that as a 2nd class district court, it is mandated by statute (MCLA 600.8251) to have a presence in cities and incorporated villages with a population of 3,250 or more. As population grows in jurisdictions in which the 14A District Court does not currently have a local presence, this may become an issue for future court location.

Caseload Management Alternatives

Finally, the courts and the county have taken considerable strides in advancing some of the applicable goals and strategies of the HLM report, where appropriate, by continuing to develop alternative means to handle their increasing caseload including process improvement, use of alternative dispute resolution, and technology. It should be noted that the report also recommends adding additional staff along with the above recommendations. Some of these support resources (County Bar Association, Dispute Resolution Center, Legal Resource Center, and the Law Library) are collocated at the County Annex at 110 N. Fourth.

Washtenaw County

Needs Assessment Report

HLM Options Summary

The HLM study identified four deployment options to accomplish the goals and strategies it laid out. It is important to re-emphasize that the options assumed a Unified Court model. While some are no longer feasible, they are presented below for informational purposes.

Option 1. Court operations remain dispersed as they currently are with construction of a new 14A District Court at the Service Center, construction of a new Juvenile Center, construction of a new Saline Courthouse, and update and expansion of the downtown Ann Arbor Courthouse.

Option 2. Construct a new 14A District Court at the Service Center, construction of a new Saline Courthouse, update and expansion of the downtown Ann Arbor Courthouse and consolidation of the Family Court by bringing the Juvenile Center to the downtown Ann Arbor Courthouse.

Option 3. Consolidate all court operations by expansion of the downtown Ann Arbor Courthouse to include the 14A District Court (EXCEPT Chelsea), the 15th District Court and the Juvenile Center.

Option 4. Consolidate all court operations by expansion of the downtown Ann Arbor Courthouse to include the 14A District Court (INCLUDING Chelsea), the 15th District Court and the Juvenile Center.

The options were considered by the Board of Commissioners at the time and components of the report were included in a millage proposal in 2000 that did not pass.

Because these options are also not entirely feasible at this time it may be imprudent to revisit these options. It is perhaps better to identify three issues that remain to be resolved for future space decisions:

- **Development of a new 14A-1 District Court at the Service Center;**
- **Whether the Juvenile Division of the Family Court should be centrally located in downtown Ann Arbor along with other areas of the Family Court;**
- **How to improve the existing Trial Court building downtown.**

HLM Methodology

When considering the future space needs for courts in Washtenaw County, the HLM study projected trends using two key characteristics. The first was population. Since the three district courts have three distinct jurisdictions within Washtenaw County, it is important to project not just what total county population will be but also which jurisdictions are expected to see increases and which are expected to see decreases. This

Washtenaw County

Needs Assessment Report

demographic analysis is important and will be included in the overall Space Plan that will be presented to the Board at a later date.

The second key characteristic used for projecting court space needs was case filings. The underlying assumption with any projection of space needs is that space needs are determined in large part by operations and the amount of work that is projected to be completed. In the instance of courts, the work is determined in large part by the number of disputes (both civil and criminal) that are filed with the court for judicial disposition.

HLM had gathered case filings from 1989 through 1998 and used this ten year data set to project the number of filings that were likely to occur into the future. An examination of the case filing data from 1999 through 2004 shows that the HLM projections have proven to be mostly valid. Therefore, the methodology used in this report is very similar to the HLM study, with two key differences:

- Due to changes in court structure, state legislation, and other factors, some of the categorizations of filings have changed somewhat.
- The HLM study used three different projection methodologies. For simplification purposes, only regression analyses were used for this report.

The State Court Administrative Office (SCAO) serves as the administrative branch of the Supreme Court and all courts in Michigan report their case filings to the SCAO on a frequent basis. The SCAO uses the information, in part; to ensure that courts are meeting guidelines in case processing that are determined by legislation and SCAO court rules; and, to help determine whether further analysis is required to project growth patterns for each court. This analysis helps to decide the number of judgeships for each jurisdiction.

Based on this methodology, court filings were examined according to several characteristics. The appendix of this report includes the projections for each type of filing. The types of filings include:

- Circuit Court criminal
- Circuit Court civil
- Circuit Court domestic
- Circuit Court appeals
- Total Juvenile Court filings
- Total Probate Court filings
- 14A District Court filings
- 14A District felonies
- All District Court felonies (indication of the number of preliminary examinations, which currently occur at 14A-1 District Court)

Projections, which are in the appendix, were completed using regression analysis. The data was compiled by Support Services and the statistical modeling and projections were completed by Jim Dries, Chief Deputy Clerk/ Register of Deeds.

Washtenaw County

Needs Assessment Report

It is important to note that just as significant changes have occurred over the previous six years that the future is likely to yield other significant changes. This highlights the importance of the requirement that the space plan report be updated on a frequent and consistent basis. As such, all data sets and methodology have been clearly documented so that as projections are updated in conjunction with the space plan, improvements to case classification and/ or methodology can be incorporated.

Conclusions

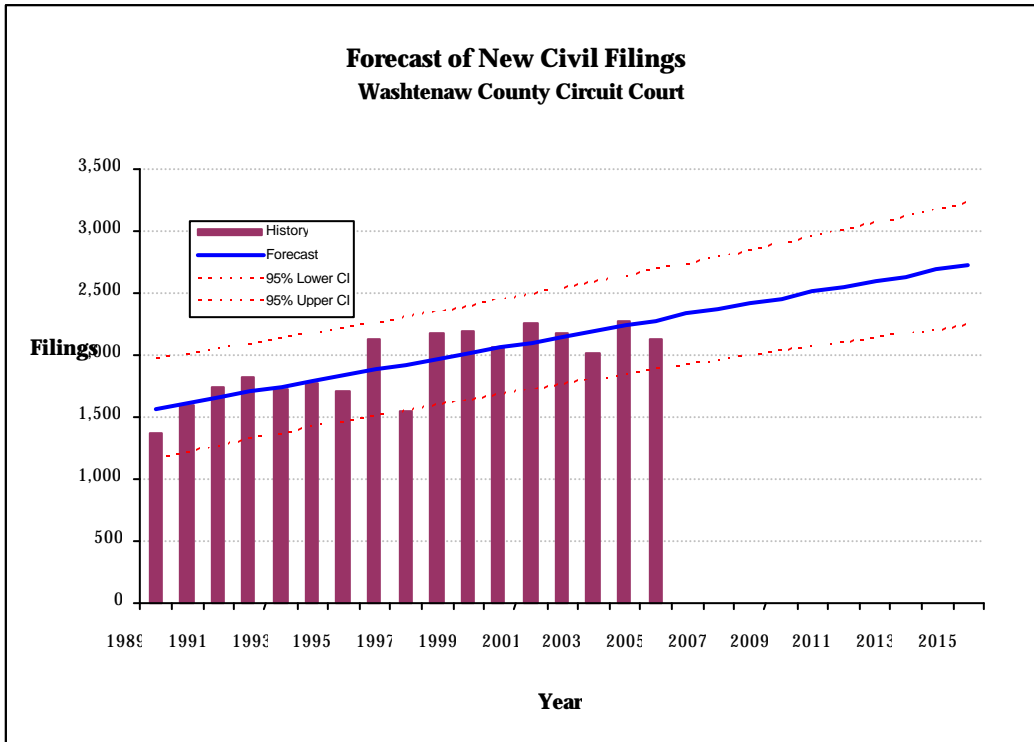
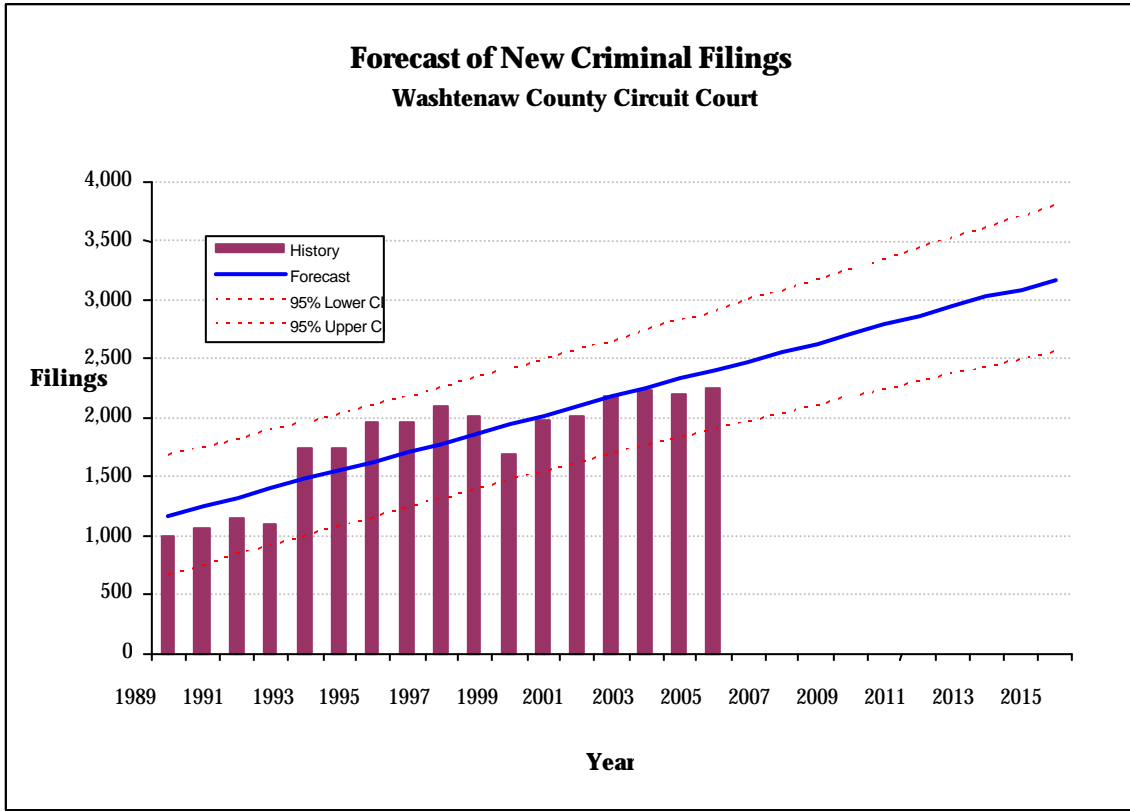
Trend analysis shows that total court space needs will grow. This analysis is just one piece of information that should be interpreted in conjunction with other key pieces of information, including current space needs, current building design and condition, state guidelines for courthouse design, number of judgeships within a jurisdiction, potential changes to case processing, changes in legislation, and court management structure.

Perhaps the most important piece of information that needs to be completed is qualitative; the input from key stakeholders will help inform the space plan for the Public Safety and Justice community of interest. This engagement process will take place over the course of the summer. Key topics with which to engage stakeholders include the three outstanding issues identified above:

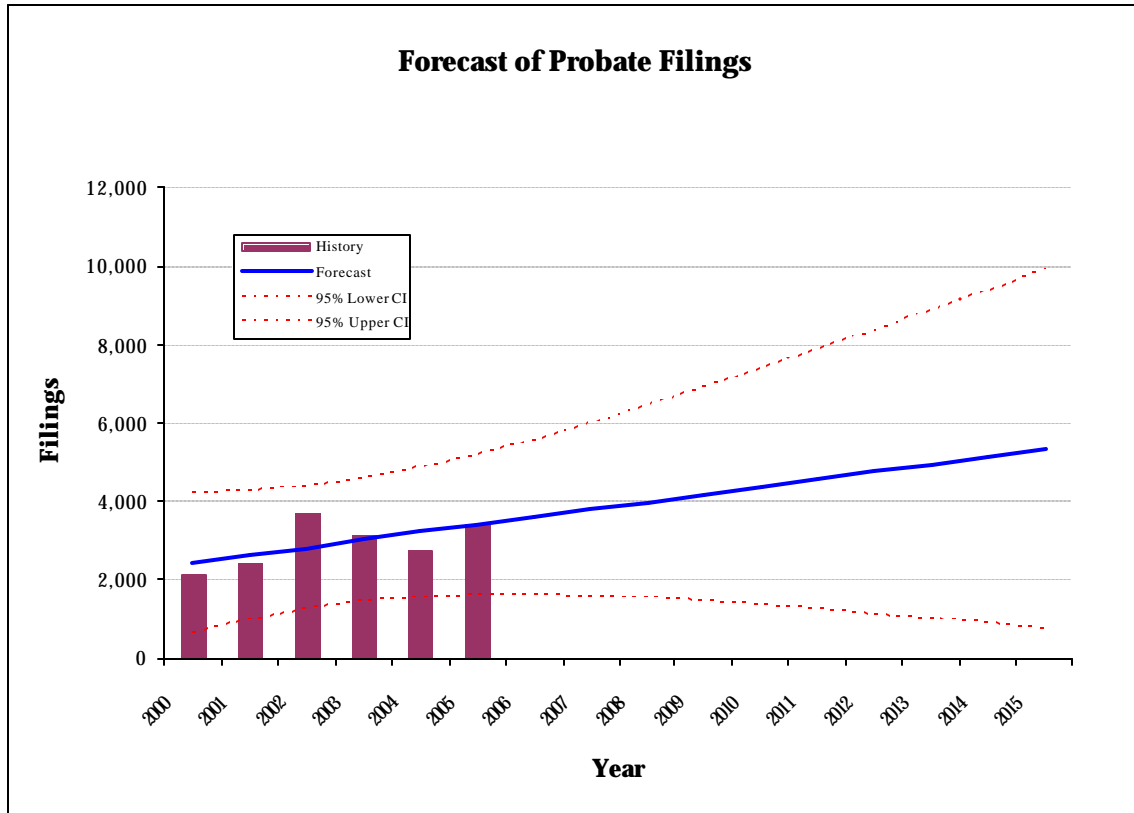
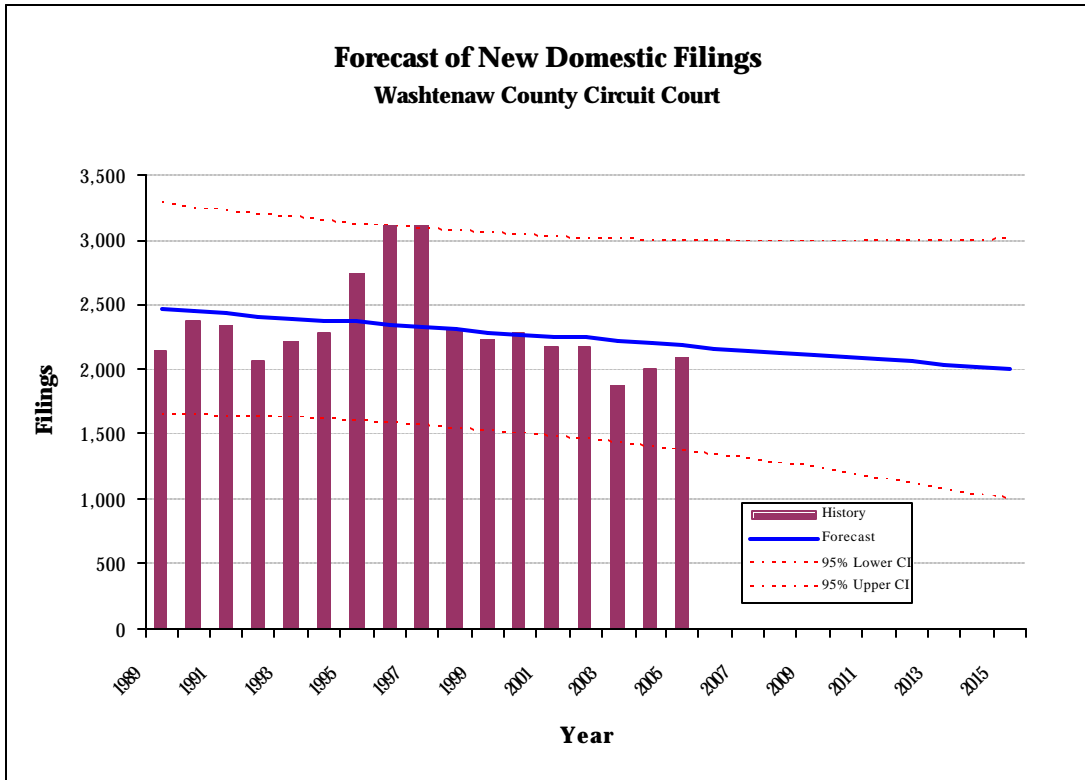
- **Development of a new 14A-1 District Court at the Service Center;**
- **Whether the Juvenile Division of the Family Court should be centrally located in downtown Ann Arbor along with other areas of the Family Court;**
- **How to improve the existing Trial Court building downtown.**

Washtenaw County Needs Assessment Report

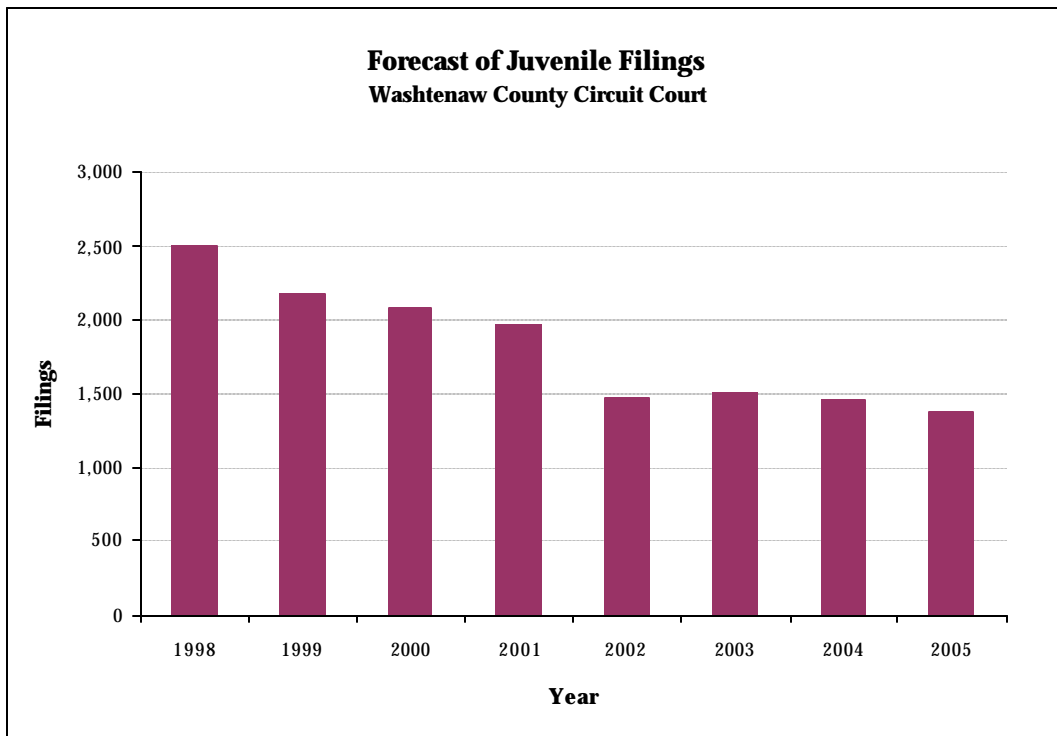
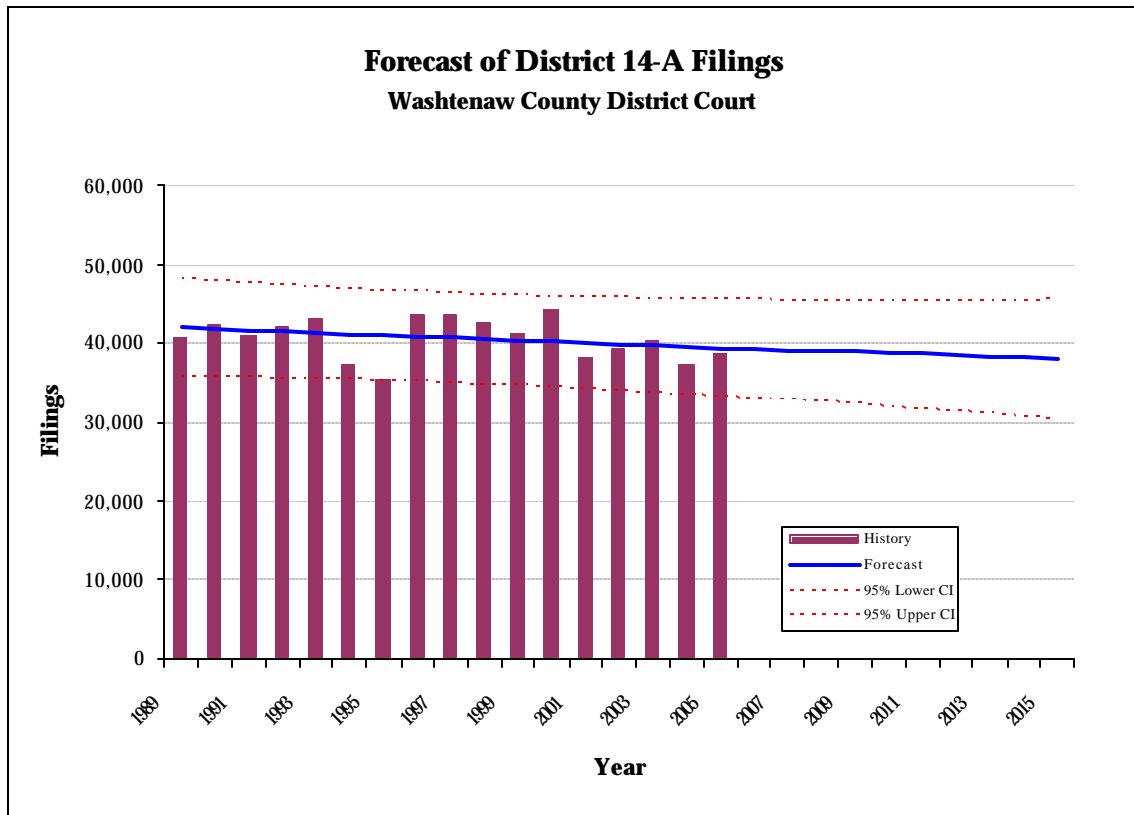
Appendix: Case Filing Projections



Washtenaw County Needs Assessment Report



Washtenaw County Needs Assessment Report



Washtenaw County Needs Assessment Report

