

2009-2010

**Houghton
County
Justice
Center
Committee**

June 15, 2010



SOURCEBOOK

Preface

2010 HOUGHTON COUNTY JUSTICE CENTER REFERENDUM

The Proposal:

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

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

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

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

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

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

NOTES:

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

HOUGHTON COUNTY JUSTICE CENTER COMMITTEE

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

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

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

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

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

TABLE OF CONTENTS

PART I: ANSWERS TO QUESTIONS

A. General Questions	PAGE
1 Why do we need a new Justice Center (sheriff department, court and jail)?	1-2
2 Why do we need a new jail?	2-3
3 What are the advantages of building a single facility for the new court, sheriff's department and jail?	3
4 Can't we just add another floor to the existing jail?	4
5.1 Can't we build an addition or a new courtroom/jail where the current parking deck is located?	4
5.2 Is there any way to renovate and expand the current jail?	4
6 What will the current court space in the courthouse be used for if we build the new Justice Center?	4
7 What will happen to the current jail if we build a new one?	4
8 Are the current jail and work camp full?	4-5
9 Does the proposed new jail have capacity to house inmates for other counties?	5
10 Was Camp Kitwen considered as a location for the new jail?	5-6
11 What about the airport as a location for the new jail or district court?	6
12 Can't we just send our extra inmates to some other county?	7
13 Why is the new jail in Baraga County already full?	8
14 Can we just the design that was developed in 1999?	9
15 Have we talked to other counties about developing a regional solution?	9
16 Will the County Emergency Coordinator be incorporated into the plan?	9
17 Will the project require closing Dodge Street?	9
18 Will the new jail help reduce the number of offenders who come back to jail again?	9
19 What policies will guide the design and operation of the Justice Center?	10
20 What criteria and standards were used to guide the design of a new Justice Center?	10
21 Who should be in jail (who should not)?	10-11
22 Is the current jail adequately staffed?	11
23 Will the new facility require more jail staff to operate it?	11
24 Can't we reduce the number of staff needed by using closed circuit television cameras?	12
25 Does the State have authority to tell us what to build and how to operate it?	12
26 Has a bond attorney been selected yet?	12
27 What will happen if voters turn this proposal down?	12
28 Why do we have to operate a jail at all?	12
29 How will inmates spend their time in the new jail?	12
30 Will the proposed new jail be "soft" on criminals?	13
31 How is snow removal being handled on the site?	13
32 Could the project be done in phases?	13
33 Could the entire courthouse complex be moved into the new facility?	13

TABLE OF CONTENTS

B. <u>Design Questions</u>	PAGE
1 What will the proposed Justice Center look like?	13-14
2 How would the new facility be different from the current District Court Space?	14
3 Does the proposed facility make provisions for future expansion if it is needed?	14
4 How many inmates will the new facility house, and how was that number determined?	14-15
5 How many inmates are usually housed at the current jail? How much more space will the new jail provide?	15
6 How many inmates should we expect?	16
7 Are there ways to reduce the need for jail space?	16
8 What is the difference between jail beds and work camp?	16
9 Will the work camp become part of the new facility?	16
10 If you build extra beds what type would they be?	17
11 How will the new facility be different than the current jail?	17
12 What are some of the major design features of the proposed new jail?	17-18
13 What other differences will there be between the current structures and the proposed structures?	18
14 Is the proposed Justice Center going to be based on a greed design?	18-19
15 Will we continue to prepare inmate meals at the new facility?	19
16 Are there provisions for the prosecutor's office in the new facility?	19
17 Will there be any problems if courts are located in two buildings?	19
18 Does the county Emergency Measures office have enough room in the courthouse?	19
19 Will Friends of the Court be included in the scope of the new Justice Center?	19
C. <u>Cost and Budget Questions</u>	
1 How much will the proposed project cost taxpayers?	19
2 What will the impact be on my tax bill?	19
3 What is the average value of a home in Houghton County?	19
4 Can the project be done for less?	20
5 What is the breakdown of estimated costs-construction, site, planning and design fees?	20
6 How much did we spend for planning and design services so far?	20
7 How will annual costs change in the future – 10, 20, 30 years?	20
8 Can we get state or federal funds to assist us?	20
9 Are there savings by combining the work camp and the jail in one facility?	21
10 How much money has been invested into the existing buildings?	21
11 Can we offset some of the jail operating costs by assessing inmate fees?	21-22
12 Is there a limit to number of mills that may be assessed?	22
13 Are there plans and provisions for crime preventions programs?	22
14 How can we reduce jail operating costs?	22
15 If we reduced the number of beds can we make sure programs are funded?	22
16 Will we be able to operate the new facility within the current operating budget?	22
17 Is the county retiring debt for other projects? What is the county's bonded indebtedness?	22
18 When was the last time the county asked voters to approve a capital improvements project?	22

TABLE OF CONTENTS

	PAGE
Appendices	23
PART II: SUPPORTING DOCUMENTS	
Site Plan	24
Floor Plans	25

PART I: ANSWERS TO QUESTIONS

A. GENERAL QUESTIONS

1A. Why do we need a new Justice Center (sheriff department, court and jail)? What's wrong with the current court, sheriff's office and jail?

District Court

- The current District Court is too small to meet current needs and its layout poses serious security threats.
- The court does not meet State guidelines, providing less than one-third of the space that is necessary to operate a safe, secure and efficient court.
- There is not adequate space to provide separation between the parties-- defendants, plaintiffs, witnesses, court personnel, police officers, attorneys, counselors, family members of victims and plaintiffs, as well as members of the general public.
- On busy court days, people must stand in the narrow hallway or stand up against the wall in the courtroom due to a lack of seating.
- Areas of the current court are not handicapped accessible.
- There is no prisoner holding area.
- The narrow congested hallways do not allow for safe passage between witnesses/defendants/staff and the public
- Citizens who are in court for non-criminal proceedings such as small claims, landlord/tenant disputes, and wedding ceremonies are not able to be separated from persons involved with criminal proceedings.
- There are no barriers to protect witnesses, staff and the public from hostile and dangerous defendants.
- There is no escape route in the event of a violent encounter or other emergency in the court's hallway.
- There are no provisions for security screening measures for weapons— persons are asked not to possess weapons by signs posted within the courthouse.
- There are no victim or witness rooms.
- There are no separate attorney/client rooms.
- District Court offices are currently located on two floors, reducing efficiency.
- Employee work areas are small and congested, reducing efficiency.
- The judicial office does not allow for secure separation of defendants and plaintiffs.

Sheriff's Office

The current Sheriff's Office was originally built as the personal residence for the sheriff and his/her family. At that time, there were very few employees. Jail staffing has increased to achieve compliance with mandatory standards. Road patrol was expanded to provide 24-hour coverage, a full-time detective was added.

- Administrative and support spaces are inadequate for the number of employees who must use them.
- The building lacks adequate working space for employees.
- The "conference room" also serves as the training room, interview room, storage room, lunch room, armory, field services report room and mail room.
- The facility is not easily accessible for the public and professionals who have business there. There are many reasons for persons to visit the facility, including filing complaints, obtaining dog licenses and gun permits, and visiting inmates.
- Handicapped access is on the far side of the Courthouse-- more than 200 feet from main entry which is non-handicapped access, etc.
- The increased number of employees, and the number of female employees, exceeds the capacity of available locker room space.

2A. Why do we need a new jail?

The 46-year-old jail has long outlived its usefulness. It does not comply with current mandatory jail standards in many areas. Because jails are occupied 24 hours a day, 365 days per year, they "age" faster than other buildings. It is difficult to keep the current jail in working condition.

The jail and work release center at the airport have been cited by the State Department of Corrections for serious safety violations.

The jail and work release center do not comply with many of the Michigan DOC guidelines and inspections.

Conditions of confinement expose the county to serious liability.

Other facility deficiencies include:

- Lack of activity space
- No clearly defined security perimeter
- No secure control center
- Insufficient work space
- Insufficient storage

Lack of space to deliver programs and services

Working conditions are neither healthy nor safe for employees.

The jail does not provide the number and types of beds needed to safely house current and future inmate populations.

Segregation of inmates according to classification is increasingly compromised as the number of inmates approaches rated design capacity.

The jail is increasingly difficult to maintain:

- There are chronic sewer and plumbing problems
- Electrical and heating systems are failing
- Repairs are most often more expensive than replacement
- Parts for the cell doors and locking systems are no longer available. In the past, the County has had to bring in a repair person from Texas to fix the cell doors.

The outmoded design inhibits effective and efficient supervision of inmates

26 dormitory beds are provided in a makeshift work release center at the airport. These low security beds provide no effective separation of inmates. Of the 54 total beds available to house Houghton County inmates, nearly half are at the airport facility.

None of the housing units in the Houghton County Jail are provided with a “dayroom” that is immediately adjacent to the cells. Dayrooms are required by jail standards.

The jail has no area that is suitable for inmate activities, services, or programs. There is a small, substandard outdoor exercise yard.

Visitors presently enter the jail facility through the Sheriff’s Department lobby. Because visitors must walk through the Sheriffs’ Department and booking areas to go to the visitation space, this arrangement is very staff-intensive.

3A. What are the advantages of building a single facility for the new court, sheriff’s department and jail?

Daily operations of all three criminal justice functions will be more efficient if they are housed in the same building. Staffing demands will be eased in the proposed facility, compared to operating separate facilities.

Inmate movement to the District Court will be much safer and will not require inmates to leave the building.

Sheriff’s personnel will be able to provide backup and support for each division, as is currently the case in the jail. Court security will be greatly enhanced by its co-location with the sheriff’s law enforcement functions.

4A. Can't we just add another floor to the existing jail?

The current jail facility has a footprint of 7,940 square feet. Only a small area of the current jail was built to take a second floor (5,000 square feet).

The jail area in the proposed Justice Center encompasses 32,000 square feet. Attempting to build a jail on and around the current jail would be expensive and would require closing Huron Street. Buying and demolishing the existing block east of courthouse would still leave the facility landlocked, making it difficult to expand in the future if needed.

Operating the jail on multiple floors would require additional jail staff, reducing the efficiency of operations and increasing annual costs. Double the existing jail staff?

5A.1 Can't we build an addition or a new courtroom/jail where the current parking deck is located?

The parking deck encompasses a total of 16,800 SF in two floors. The footprint of the parking deck is only 8,400 SF. The proposed jail requires 32,000 SF and should be located on one floor for maximum staffing efficiency; the total .

Building onto the courthouse where the parking deck is located would require closing South Street and acquiring additional property.

It will cost \$30,000 to \$40,000 to demolish the parking deck. The parking spaces lost by eliminating the deck will have to be replaced elsewhere, at an additional cost.

5A.2 Is there *any* way to renovate and expand the current jail?

Studies to modify and remodel the existing jail began in the 1980s when space and operating issues were examined. Subsequent studies in 1999 and 2001 determined that the best course of action would be to replace the jail that meets current standards in order to be able to manage the costs. The current study examined many potential ways to use the existing jail facility and found that all would incur substantially higher operating costs.

6A. What will the current court space in the courthouse be used for if we build the new Justice Center?

The space that will become vacant when the Justice Center opens will be used to meet the needs of other county functions. An earlier study of county space needs identified several uses for the space that will become available in the courthouse. County officials will examine those needs and establish priorities after the Justice Center project is under way. If courthouse renovations are needed they will be funded from a source other than the proposed millage

7A. What will happen to the current jail if we build a new one?

Preliminary plans are to use the facility for storage. A more thorough study will be completed if the new Justice Center is approved by voters.

8A. Are the current jail and work camp full?

Yes and no.

The jail is chronically full and is often over its rated capacity. The State has determined that the jail has a capacity of 28 beds and another 26 beds at available at the work camp. The work

camp beds are rarely full and at times there are so few inmates who are suitable for housing there that the facility is closed.

The nominal combined capacity of the two facilities is 54 beds, according to the Michigan Department of Corrections. But over half of those beds are in a non-secure residential facility that may only be used for very carefully screened inmates. Simply put, the work camp provides the *wrong* type of beds to meet current and projected needs.

Conservative projections of future jail needs suggest that the *average* daily population (ADP) of the jail will increase to approximately 62 in the year of 2034. Another set of projections that is based on a higher rate of growth that would produce an ADP of nearly 120 in the same time frame.

The ADP is not the same as the number and types of beds that are needed to accommodate the various types of inmates that must be classified and separated. To convert ADP to beds needs a peaking factor, classification factor and maintenance factor must be added. Viewed another way, the functional capacity of an 80 bed jail would be approximately 72 inmates.

9A. Does the proposed new jail have capacity to house inmates for other counties?

At this time, Houghton County does not have any agreements with other counties to provide housing for jail inmates.

In practice, the new jail would have available beds during the first years of operation—beds that should not be needed by Houghton County for 10 or more years. It is possible, if not likely, that other counties would be interested in boarding inmates in the new jail as space is available. The proposed Justice Center is sited and designed to facilitate efficient future expansion, if needed.

Keweenaw County has a six-bed jail that will probably be inadequate for its needs in the next decade. Even now Keweenaw County rents beds in other jails because of classification issues, such as gender and security level.

Baraga County needs to expand its jail. Officials are considering several expansion plans that would add up to 15 more beds to its 26-bed jail that was opened 11 years ago. The estimated cost for the addition will likely be more than the cost of the entire jail complex. The jail was not planned to provide for efficient expansion.

Ontonagon has sufficient capacity to meet its needs for the foreseeable future, but the poor condition of the jail will present increasing problems.

In addition to having the option to offer unused beds to other counties, the proposed jail is designed to accommodate *efficient* expansion if needed. But Houghton County officials would not enter in to long term agreements with other entities without carefully considering the benefits for Houghton County taxpayers.

10A. Was Camp Kitwen considered as a location for the new jail?

Yes. Camp Kitwen was one of several closed state prisons that were reviewed by experts during a regional jail and facility re-use study that was completed this year. The consultants concluded that Camp Kitwen was not a good resource for Houghton County for several reasons.

The Justice Center Committee reviewed the findings and agreed that the camp does not offer a viable solution to meet jail and/or court needs.

Here are the facts:

- Camp Kitwen is a low security facility that is not suitable for secure jail use without costly renovation.
- Camp Kitwen is located nine miles from the Courthouse. Locating the jail there would result in additional cost to transport inmates to the Courthouse.
- The consultants found that the 30-year costs to renovate and operate Camp Kitwen as a jail would cost \$7.3 million more (11.7%) to operate than the proposed new jail that would be part of the Justice Center.
- Transportation, construction, maintenance and staffing costs would be higher if Camp Kitwen were to be used for a jail.
- Camp Kitwen has a private sewage system that requires a certified operator.
- Camp Kitwen has a wood burning heating system that would require additional staff.
- At the time of the County's review of the Kitwen option, the State was not able to grant title to building, but could only rent it. The County was unwilling to invest millions of dollars in a building that it may not own.

11A. What about the airport as a location for the new jail or district court?

The work camp is currently located at the airport site. Locating the Jail at this site would result in increased staffing requirements for transporting the inmates to the courthouse.

Locating the 97th District Court at a remote location would not be allowed as Michigan Compiled Law requires that it be located in the county seat (Houghton). Both the Sheriff's Office and District Court must be in the county seat.

12A. Can't we just send our extra inmates to some other county?

That option was considered and costs were estimated by the consultants. Over a 30-year period, relying on another county to provide jail beds *might* be less expensive, if the beds could be secured for \$65 per day.

Unfortunately, there are no jails within 100 miles that have enough space to accommodate Houghton's needs. Constructing additional jail beds and operating them will cost substantially more than \$65 per day according to the regional jail study—over \$100/day for a medium size jail. Even if another county were willing to construct jail beds for Houghton County, the costs would be high and would require a great deal of transportation effort and expense in addition to boarding fees.

The following table describes the capacity and projected beds available for 10 U.P. counties that are the closest to Houghton County. The outlook for these counties is bleak.

County	Nominal Capacity	Functional Capacity (85%)	2007 ADP	Net Beds Functional	25 Year Projected ADP	ADP Short in 25 Years (Functional Capacity)
Alger	25	21.3	12.9	8.4	30	-8.8
Baraga	26	22.1	21	1.1	50	-27.9
Delta	87	73.95	83.2	-9.3	180	-106.1
Dickinson	71	60.4	71.3	-11.0	200	-139.7
Gogebic	28	23.8	27.4	-3.6	80	-56.2
Iron	50	42.5	29.3	13.2	60	-17.5
Keweenaw	6	5.1	4.1	1.0	14	-8.9
Luce	0	0	6.9	-6.9	7	-7.0
Marquette	160	136	77.8	58.2	145	-9.0
Ontonagon	19	16.15	7.2	9.0	8	8.2

13A. Why is the new jail in Baraga County already full?

County officials estimated the rate of jail growth too low when the jail was built 11 years ago. Jail use accelerated quickly once the new jail was opened.

Many of the problems encountered by Baraga County are the result of the lack of thorough jail planning. Officials did not go through the rigorous process that has been implemented in Houghton County. Further, the siting and design of the new jail did not position the county to efficiently expand the jail if needed.

Houghton County has learned from the mistakes of its neighbors. The proposed Justice Center has been planned and designed using a “total systems planning” process that has been promoted by the National Institute of Corrections for more than 25 years. Officials and the Committee have tapped a wide range of resources and have even traveled to jails in Wisconsin to learn what to do right, and what was done wrong.

No one can predict future jail needs with any certainty. There are many forces that shape the jail population, as suggested by the following diagram from the regional jail study.

Forces That Could Increase or Decrease Future Jail Needs

	<i>Increase Demand for Jail Beds</i>	Could Go Either Way	<i>Decrease Demand for Jail Beds</i>	
	<ul style="list-style-type: none"> • Early release of state prisoners • Moving more State prisoners to jails • Sentencing Practices • Increase in Drug Use • Increased Violations (Probation, Conditions of Release) • Mandatory Sentences • Pent-Up Demand Released with New Jail • Increased Law Enforcement Effort • Downturn in Economy 	Changes In Officials	<ul style="list-style-type: none"> • Expanded Use of Alternatives to Confinement • Filling Treatment Gaps in the Community • Slower Rate of General Population Growth • Decrease in Law Enforcement Effort 	•

14A. Can we use the design that was developed in 1999?

The Committee and consultants have reviewed the 1999 materials. The proposed Justice Center complies with the latest jail and court standards and takes advantage of innovations in the field .

The jail population has changed markedly in the past ten years. Not only does the county have more inmates, but the characteristics of the inmates are changing as well. Inmates are older, stay longer in jail, and pose increasing health and mental health challenges.

The proposed Justice Center is broader in scope than the 1999 proposal because it includes space for the 97th District Court.

15A. Have we talked to other counties about developing a regional solution?

The regional jail feasibility study identified opportunities and interest for all 15 U. P. counties. The most likely regional partner for Houghton County is Keweenaw County, which has a 6 bed jail. While their jail is expensive to operate on a per-bed basis, county officials expect to maintain a jail for the foreseeable future as a matter of policy.

Baraga County is committed to maintaining a jail and expanding it when they are able to afford it. It is possible, if not likely, that they will have difficulty keeping up with demand, making them a possible partner in the future for a portion of their inmate population.

The regional study did not identify any current regional partnerships that are both feasible and cost-beneficial for Houghton County. The proposed Justice Center is planned and sited to providing a range of future options for regional partnerships, with Houghton County as the lead partner, under the right conditions.

The regional jail study reports are available at the UPCAP website (www.upcap.org).

16A. Will the county Emergency Coordinator be incorporated into the plan?

No, 911 calls are handled in another facility outside of the sheriff office/jail facility. The County Emergency Services Coordinator would likely be moved into one of the offices vacated by the District Court should the Justice Center project go forward.

17A. Will the project require closing Dodge Street?

No. Closing Dodge Street would require approval from City of Houghton and would incur the expense of relocating utilities and traffic routes. The proposed Justice Center does not require closing Dodge Street.

18A. Will the new jail help reduce the number of offenders who come back to jail again?

Reducing the rate of return of jail inmates is a goal for the new jail. The proposed facility would provide space for a range of inmate programs and services, allowing community agencies and volunteers to offer inmates the opportunity to change.

The proposed jail will be a productive jail. Inmates will spend their time in confinement doing constructive activities, including work that benefits the county and the community. The facility design would accommodate inmate work activities at several locations in the jail, including inmate housing areas. National research suggests that inmates who are involved with meaningful work while confined are less likely to return to jail after release.

19A. What policies will guide the design and operation of the justice center?

The mission of the County Jail is to protect the public by providing a safe, secure and professional environment for the county staff, visitors, and inmates. Jail design and operations should offer inmates the opportunity to change. The jail should involve inmates in productive activities.

Our goal is to design and develop a facility that addresses the needs and functions of the many varied duties of the Sheriff's Office. First and foremost of those duties is to operate and manage a suitable jail. State law requires the sheriff operate the jail:

51.75 Sheriff; custody of county jails. The sheriff shall have the charge and custody of the jails of his county, and of the prisoners in the same; and shall keep them himself, or by his deputy or jailer.

Although the jail is operated by the Sheriff, it is a community building, owned and paid for by the county and its residents.

Safety, security and efficiency have guided all aspects of the planning and design of the proposed Justice Center. Housing three functions in the same building allows all employees to provide backup for the complex, increasing safety and security and making the most efficient use of employee resources.

The new design will incorporate a secure control center to operate and monitor the entire facility, being responsible for communication, control and security.

The jail design will ensure personal interaction between staff and inmates, which is the most effective form of supervision. The design will accommodate a wide range of programs and activities, including AA, cognitive behavior, jail ministry, and GED.

20A. What criteria and standards were used to guide the design of a new Justice Center?

The proposed District Court implements the latest standards and innovations. Several sources have been tapped during the planning of the court spaces.

The proposed jail will comply with state jail standards and with the new national "core" jail standards that describe minimum standards for design and operations. Members of the consultant team have had a central role in the development of the national standards and have written a jail design guide for the U. S. Department of Justice.

The Justice Center Committee has insisted that all planning, design and site decisions provide flexibility to efficiently expand the jail in the future, if needed, without disrupting operations.

If the project is approved by voters, the design team, under the direction of the Justice Center Committee, will ensure that the facility is "architecturally sympathetic" to the adjacent courthouse.

21A. Who should be in jail (who should not)?

The Justice Center Committee has examined the broader criminal justice system in which the jail operates. The jail population consists of pretrial inmates awaiting sentencing and sentenced misdemeanants and felons. Because of the condition of the current jail and the lack of appropriate types of beds, officials in the criminal justice system have worked hard to be sure that jail is used for those who really need it.

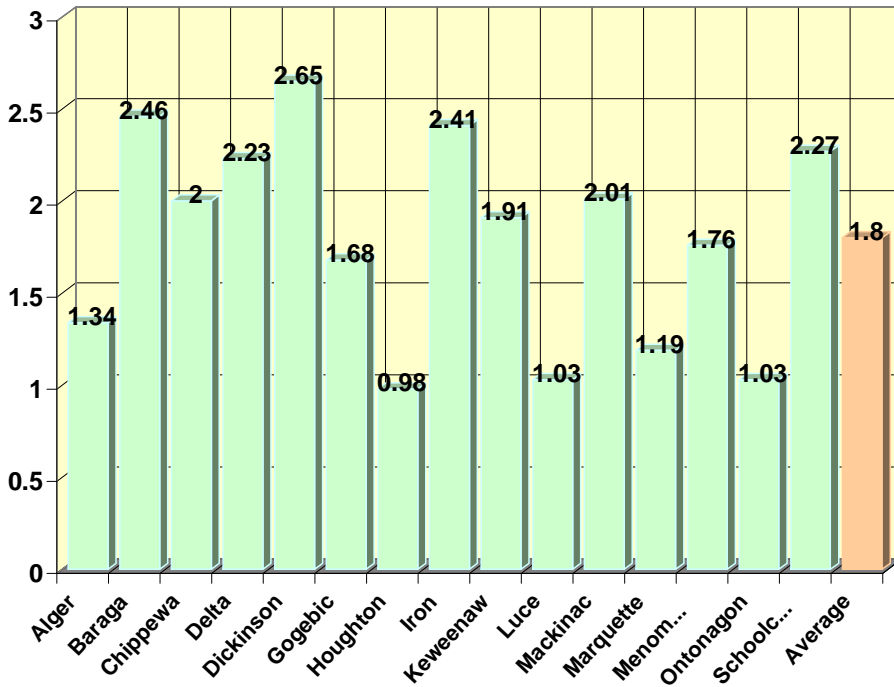
The county does not control who is brought to jail or how long they stay. State law requires the county to house all lawfully-committed persons. At the same time, the Michigan Department of Corrections continues to divert low level sentenced felons from prisons to jails, putting more pressure on local facilities.

Houghton County has the lowest incarceration rate (number of inmates per 1,000 residents) in the Upper Peninsula—even lower than Luce County, which has no jail. The Baraga County incarceration rate is 2.5 times higher; the average rate for all 15 counties is nearly twice Houghton County’s rate.

The criminal justice system has worked hard to extend the life of the current jail but time has run out. The jail constrains criminal justice practices and decreased public safety.

Incarceration Rates for Upper Peninsula Counties

(number of inmates per 1,000 county residents)



22A. Is the current jail adequately staffed?

No. Because the county operates two separate facilities (jail and airport work release center), jail staffing is stretched too thin. Three separate studies have indicated that staffing levels are too low.

23A. Will the new facility require more jail staff to operate it?

No. The facility will initially operate at current staffing levels. By combining these two populations in the proposed new jail, current levels of staffing will be nearly sufficient to operate a larger facility.

24A. Can't we reduce the number of staff needed by using closed circuit television cameras?

No. The courts, and jail standards, make it clear that electronic surveillance does not replace the need for staff supervision of inmates. The proposed new jail will be used to supplement the work of jail staff and to make the jail more safe and secure. CCTV is presently in use at the existing jail and will continue to be used in the new facility, however court and jail standards have made it clear electronic surveillance does not replace the need for staff supervision of inmates.

25A. Does the State have authority to tell us what to build and how to operate it?

Yes. Michigan has mandatory minimum jail standards. Additional guidelines provide guidance for facility design. While the state's enforcement powers are somewhat limited, the real threat is litigation that would be based on deficiencies cited by the state.

26A. Has a bond attorney been selected yet?

The county has consulted Miller Canfield in preparation of the project.

27A. What will happen if voters turn this proposal down?

Intermittent jail crowding will increase. The county will be subjected to a growing liability for failing to provide a safe, secure and standards compliant facility for the community, employees and staff. Employees will be subjected to inappropriate working conditions. Opportunities to use inmate time productively will continue to be lost. The cost of new facility construction will continue to increase.

28A. Why do we have to operate a jail at all?

Michigan law requires counties to provide appropriate jail housing for all lawfully committed persons. A county has the option to make arrangements for jail space with another county, which is the case in Luce County.

Marquette County, 97 miles distant, is the nearest county that has available beds. But they have the same problem that we face in Houghton County—more than one-third of their beds are in a separate, minimum security facility rather than in a secure jail. The nearest jail with available secure beds is Chippewa County, 263 miles (5 hours) away.

29A. How will inmates spend their time in the new jail?

The new jail will provide the opportunity to turn inmate idleness into productivity. By separating inmates into appropriate housing units, new management techniques will become available to motivate inmates to work and to participate in programs and activities. Space will be provided to allow needed programs and services to be provided. Inmates will earn privileges, such as television, by their behavior and by becoming engaged in productive behavior.

The new jail will provide important opportunities that will offer inmates the opportunity to use their jail time to improve their circumstances after release—and to reduce the rate of return to jail.

See also 19A and 12B.

30A. Will the proposed new jail be “soft” on criminals?

On an average day, the majority of inmates in the jail have not been convicted of an offense. The state and federal constitution demands that they be provided with a safe, secure and non-punitive setting.

By accommodating the classification and separation of inmates, staff will be able to expect more from inmates, and to reduce their privileges if their behavior falls short. While inmates might appreciate the new conditions of confinement in the jail, they will not like the demands that will be placed on them.

Under state law, each county is required to provide a “suitable and sufficient jail.” Although there are many different ideas about what is sufficient, the primary concern of the board of commissioners is to reduce liability. Jail standards and evolving caselaw set minimum levels of operations and facilities that may not be ignored.

31A. How is snow removal being handled on the site?

It will be moved to the west of the proposed facility.

32A. Could the project be done in phases?

Refer to 3A. Building the Sheriff’s Office, District Court, and the Jail in phases eliminates the efficiency of centrally located staffing. Staffing costs would far exceed the benefits of phasing the construction. Construction costs are substantially increased in a phased approach to construction.

33A. Could the entire courthouse complex be moved into the new facility?

The proposed Justice Center addresses the most serious deficiencies—district court, jail and sheriff’s office. The current courthouse and the addition will deliver many more years of service to the county.

B. DESIGN QUESTIONS

1B. What will the proposed Justice Center look like?

The proposed Houghton County Justice Center would be located adjacent to the existing Courthouse which was built in the 1880’s with classic Victorian details. Great care has been taken in the preliminary design to integrate the building into the neighborhood with landscaping and selection of materials that will complement the existing Courthouse. At this time, the architectural detailing of the proposed two story building would consist of light colored brick and red windows offset with masonry piers. The proposed 97th District Court would be located on the second floor of the building with windows covered with green metal awnings and brackets to complement the green rooflines and porch details of the existing Courthouse.

The main entry into the proposed Justice Center would be located on Dodge Street across from the existing Courthouse parking. The recessed arched entryway and lobby windows would provide an inviting entry for the public coming into the 97th District Court and Sheriff’s Department. The top of the entryway would be covered with a sloped roofline and brackets that make reference to the Quincy mine structure located on the opposite side of the canal. A second entryway is provided on the North side of the building for staff entry into the building and visual enhancement of the North façade. Secure masonry walls with raised clerestory windows would provide light on the interior of the Jail without disturbing the surrounding community.

The proposed Justice Center would be set back from the surrounding street with sidewalks and landscaping that would provide comfortable walking paths for the community. The West portion of the site would be tiered down with landscaped gardens that would be accessible to the community. Secure parking for the proposed Sheriff Department and Judge would be located in an underground garage accessed off of Houghton Avenue that would minimize off street parking in the community. The entire site would address appropriate landscaping requirements as indicated in the City of Houghton landscaping ordinance.

The parking required on the site would be kept to a minimum with some parking spaces at the main entry for accessible parking requirements into the 97th District Court and Sheriff's Department. There would also be some off street parking on the southeast end of the site. A vehicle sallyport (secure garage) located on the south side of the building provides secure enclosed transportation of inmates. A landscaping island would provide a buffer to screen this drive from the community. The service drive would be located on the west side of the building to minimize the impact of deliveries on the main entry area and pedestrian walkways. All outdoor lighting would be designed of low intensity to prevent glare and be arranged to direct light away from adjacent residential areas.

2B. How would the new facility be different from the current District Court space?

The proposed 97th District Court would be designed for secure and accessible use by the public and will meet the Michigan State Courthouse Guidelines. The current 97th District Court is located on the third floor of the existing Courthouse in cramped quarters at the end of a narrow corridor. The current space for the courtroom is far below the minimum guidelines and there is not an adequate jury room, meeting rooms and a secure holding cell for the inmates. The current 97th District Court also lacks separate and secure entrances for the public, Judge and inmates to enter the courtroom. The inmates are currently taken outside of the Jail and walked into the Courthouse up a long staircase before being led past the public into the courtroom. The proposed District Court would have a secure elevator to transport the inmates directly from the Jail into the courtroom reducing the exposure of the community to inmates being walked into the Courthouse.

The support space for the current District Court is far below Michigan State Courthouse Guidelines as well. The district court clerk and civil clerk is currently located directly outside of the courtroom entry door without any lobby space or security glass separating the public and Clerk. In the proposed 97th District Court the public would enter a sunlit second floor lobby which will provide a safe and secure environment for the public and legal professionals to meet and access the courtroom and district court clerk and civil clerk.

The District Court offices are currently located on two separate floors, requiring a great deal of movement between floors for defendants, attorneys, police officers, staff and the public. Having the District Court on one floor will allow for efficient work flow and effective utilization of staff.

3B. Does the proposed facility make provisions for future expansion if it is needed?

Yes, The Justice Center has been designed to accommodate expansion of the Jail on the West end of the building. Expansion of the District Court functions could occur on the Southeast corner of the building.

4B. How many inmates will the new facility house, and how was that number determined?

A regional jail feasibility study funded by the Michigan Department of Corrections was recently completed by Rod Miller of CRS, Inc. that has done an in depth study of the Houghton County jail population and projected growth. This study indicates that the Houghton County Jail

population nearly doubled between 1990 and 2005, representing an average annual growth of 6.7%.

The Average Daily Population (ADP) trend line suggests significant growth for the next 25 years, from an ADP of approximately 40 beds in 2009 to an ADP of approximately 62 in the year of 2034.

Some of the growth experienced in the past 17 years may be explained by efforts of the Michigan Department of Corrections to divert low level sentenced felons from prisons to jails.

5B. How many inmates are usually housed at the current jail? How much more space will the new jail provide?

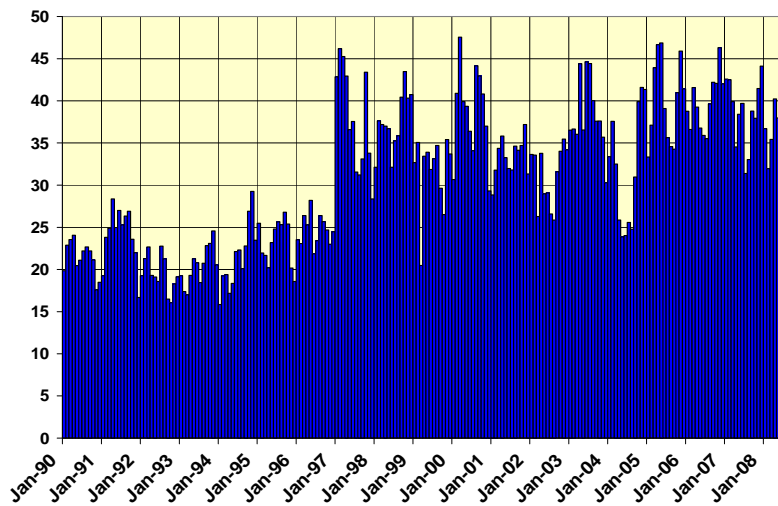
The jail is chronically full and is often over its rated capacity of 28 beds. The 26 beds at the work camp are rarely full and at times there are so few inmates who are suitable for housing there that the facility is closed.

The nominal combined capacity of the two facilities is 54 beds. But half of those beds are in a non-secure residential facility that may only be used for very carefully screened inmates. Simply put, the work camp provides the *wrong* type of beds to meet current and projected needs.

The average daily population of inmates (ADP) is not the same as the number and types of beds that are needed to accommodate the various types of inmates that must be classified and separated. To convert ADP to bed needs a peaking factor, classification factor and maintenance factor must be added. Viewed another way, the functional capacity of an 80 bed jail would be approximately 72 inmates.

The average monthly population of the jail has increased steadily since 1990 as show in the chart below. Monthly averages frequently exceed 45 inmates.

Monthly Average Daily Inmate Population (ADP), 1990-2008



6B. How many inmates should we expect?

The Average Daily Population (ADP) trend line suggests significant growth for the next 25 years, from an ADP of approximately 40 beds in 2009 to an ADP of approximately 62 in the year of 2034.

The average length of stay for inmates has been increasing over the years. Female inmates represent a growing number and proportion of monthly admissions to the jail and will account for approximately 20% of the jail population.

The following factors account for a 25% increase to the ADP to calculate the projected number of beds needed:

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

7B. Are there ways to reduce the need for jail space?

Yes, and these have been developed and applied in Houghton County in recent years. Safe alternatives to jail have been used to reduce crowding, but there is a limit to how many inmates may be diverted from the jail without endangering the community. Even if alternatives could slow growth, the condition of the current jail demands action. It's not just the number of beds needed, but also the condition of beds currently available.

8B. What is the difference between jail beds and work camp?

The jail is a secure facility, constructed to contain inmates and to stand up to 24-hour occupancy by inmates who do not want to be there. The airport work release facility is not secure and is only able to house inmates who can be trusted to choose to stay at the facility.

There are different levels of classification for the inmates in the jail from minimum security to maximum security that have a graduated level of housing restrictions and privileges.

The proposed new jail would bring the work release beds back to the jail site, but in an attached area that will be less costly to construct and which will be easier to operate, supervise and provide back-up support by sharing staff.

9B. Will the work camp become part of the new facility?

Yes, the proposed jail will house all types of inmates under the same roof. This will provide operational and construction savings.

10B. If you build extra beds what type would they be?

The proposed jail is sized to meet the future needs of the county. Some beds will not be needed right away. The facility will be a mix of high, medium and low security housing units.

There will also be an intake and short-term holding area that will provide temporary housing for up to ten inmates in a congregate cell and four single cells.

Level of Security	Female Beds	Male Beds	Total Beds
Maximum	4	8	12
Medium	8	36	44
Minimum	8	16	24
Work Release	8	22	30

11B. How will the new facility be different than the current Jail?

- Sufficient intake and short term holding area
- Larger capacity for the future
- Clearly defined security perimeter managed by central control station
- All inmate functions managed inside the perimeter
- Large sally port for all arrestees-- more secure for police/arrestees
- More secure and closely supervised holding/detox cells
- Inside secure access to 97th District Court
 - No contact between the public and inmates
 - Reduced flight risk
 - Less staff intensive
 - Sufficient space for expanded inmate programs and activities.

(see next question)

12B. What are some of the major design features of the proposed new jail facility?

- The Core Jail Standards were used as the resource for the following provisions for staff and inmates.
- Clearly defined secure area

- Central Control
- Secure intake
- Controlled inmate movement
- Secure access to 97th District Court
- Dayrooms with space for varied inmate activities are situated immediately adjacent to inmate sleeping areas.
- All inmate rooms/cells provide the occupants with access to natural light.
- Inmates should have access to a continuum of health care services.
- Inmates should have opportunities to improve themselves while confined through inmate programs, services and counseling.
- Provide access to adequate exercise space.
- Expanded Sheriff's Office Services

13B. What other differences will there be between the current structures and the proposed structures?

- There will be a variety of multipurpose spaces that may be used for programs and services, such as literary education, counseling, substance abuse programs, work activities, religious services, lifes skill training and much more.
- Expanded Sheriff's Office services
- The facility will allow the county to achieve the mission of the jail-- encouraging inmates to improve their skills for integration back into community through participation in classroom training.
- The numbers and types of housing units will provide new opportunities to motivate inmates to become engaged in productive activities.
- A new intake processing area will provide space for booking inmates into the facility, testing alcohol levels, housing incoming inmates as they attempt to raise money for bonds or other release options, a secure vehicle sally port and a variety of short-term holding cells that will provide efficient and effective supervision.

14B. Is the proposed justice center going to be based on a green design?

Yes. Some of the features that have been considered include:

- Access to natural daylight in lobby and dayrooms will enhance environment for occupants and reduce lighting expense.
- Energy efficient heating systems and lighting fixtures will be used.

- Interior and exterior finishes will be specified with low VOC content. The low VOC will provide improved indoor air quality.

15B. Will we continue to prepare inmate meals at the new facility?

Yes. Inmate labor will be used, under staff supervision, to reduce costs. The kitchen will have sufficient capacity of potential future expansion. Some counties use their jail kitchens to provide meals to other programs in the community, such as meals on wheels.

16B. Are there provisions for the prosecutor's office in the new facility?

The prosecutor has indicated that his time is split between the Circuit, District and Probate Courts and he does not require space in the new facility.

17B. Will there be any problems if courts are located in two buildings?

There will not be any problems, but some personnel will have to walk between two buildings, such as prosecutors, attorneys and police officers. The current arrangement of spaces in the courthouse requires movement from floor to floor.

75% of inmate court appearances are in the District Court. Attaching the court to the Jail would reduce most inmate transportation time and costs and increase safety.

18B. Does the county Emergency Measures office have enough room in the courthouse?

Yes.

19B. Will Friends of the Court be included in the scope of the new Justice Center?

- a. At the current time it is not included. The majority of the FOC employee's time is spent in the Probate and Family Courts.

C. COST AND BUDGET QUESTIONS

1C. How much will the proposed project cost taxpayers?

The \$15 million project will require 1.3 mils for debt retirement in the first year. This is based on a 30 year schedule. After the first year, the mil rate would decrease each year as the result of the increase in county assessed valuation.

2C. What will the impact be on my tax bill?

Based on the average value of a Houghton County residential property, the average annual bill in the first year would be \$33.49. A home worth \$100,000 would cost \$44.40 in the first year. These amounts would decrease in each subsequent year.

3C. What is the average value of a home in Houghton County?

An average value of a home in Houghton County is \$75,412.

4C. Can the project be done for less?

One mil will generate approximately \$700,000 revenue/year which will provide for construction costs of approximately \$12.5 million. Reducing the project cost to \$12.5 million would require cuts in the size and construction of the facility that the Committee found to be short-sighted.

5C. What is the breakdown of estimated costs— construction, site, planning and design fees?

Legal and Financial Costs	\$	300,000
Site Acquisition Costs	\$	0
Site Survey	\$	4000
Demolition Costs	\$	0
Soil Investigation	\$	1,500
Site Development Costs	\$	1,000,000
Building Costs	\$	11,904,500
District Court 6059 Square Feet	\$	907,950
Sheriff Department 5207 Square Feet	\$	520,700
Jail 32,000 Square Feet	\$	9,870,630
Shared 5502 Square Feet	\$	605,220
Phasing Costs	\$	0
Contingency	\$	1,040,000
Design Costs	\$	750,000
Transportation Costs	\$	0
Renovation of Existing Sheriff/Jail Facility	\$	0
Total Project Cost		15,000,000

6C. How much did we spend for planning and design services so far?

\$19,000 total, for planning and design services provided by OHM & CRS Inc.

7C. How will annual costs change in the future— 10, 20, 30 years?

Construction and debt service costs will not increase over the term of the construction bond. Operating costs will vary based on the impact of inflation. Jail operating costs will vary based on the number of inmates housed from year to year. Net jail costs will be lowered if beds are rented, as available, to other counties or to federal agencies.

8C. Can we get state or federal funds to assist us?

Yes, USDA Rural Development. The county may be eligible for a \$200,000 grant. Other construction funding is not available at the state or federal level.

9C. Are there savings by combining the work camp and the jail in one facility?

Having both operations in the same facility will increase the overall efficiency of the complex. While actual savings will not be realized, total staffing costs will be decreased.

10C. How much money has been invested into the existing building?

Capital Expenditures				
2000	Building Plans for new Jail		\$	76,500
2003	New Jail Roof		\$	55,986
2004	Jail Ventilation System		\$	153,245
Repairs and Maintenance	Sheriff Office/Jail	Work camp		
2000	4,905	3,455	\$	8,360
2001	9,712	2,020	\$	11,732
2002	4,241	968	\$	5,209
2003	8,896	4,889	\$	13,785
2004	14,284	1,985	\$	16,269
2005	19,414	3,323	\$	22,737
2006	9,442	718	\$	10,160
2007	17,483	1,828	\$	19,311
2008	8,418	1,533	\$	9,951
2009	9,945	7,488	\$	17,433
Total Costs for Capital Expenses, Repairs and Maintenance			\$	420,678

11C. Can we offset some of the jail operating costs by assessing inmate fees?

1. All present Houghton County inmates are charged \$15.00 per day for incarceration.
2. All Work Release inmates are required to pay their housing fees weekly and stay current in their account to continue to work.
3. The State County Jail Reimbursement Fund was paying \$43.50 per inmate per day for those that would have gone to prison within sentencing guideline scores but

were housed locally instead. This program has temporarily been suspended; however is presently in a Senate and House bill to be reinstated to compensate counties for these inmates.

12C. Is there a limit to number of mils that may be assessed?

The number of mils will be limited to the amount to repay the bonds, which will decrease every year.

13C. Are there plans and provisions for crime preventions programs?

The proposed Justice Center provides many new opportunities to impact inmates in positive ways. The proposed “productive jail” should yield a reduction in the rate of return to the jail (recidivism).

14C. How can we reduce jail operating costs?

The proposed Justice Center has been designed to maximize the efficiency of jail operations without sacrificing public safety or security.

15C. If we reduced the number of beds can we make sure programs are funded?

Funding for programs is provided by the annual county budget. Future funding for specific programs or services would not be guaranteed by a reduction in the size of the proposed jail.

16C. Will we be able to operate the new facility within the current operating budget?

No. Utility and maintenance costs will increase somewhat because of the greater amount of space to be provided for the court, sheriff and jail. Some of these increases will be offset by higher energy efficiency in the new facility.

17C. Is the county retiring debt for other projects? What is the county’s bonded indebtedness?

The bonded debts are; the Courthouse Improvement Bond for \$890,000 payments run through 2023 and the Houghton County Arena Bond for \$600,000 payments running through 2029.

18C. When was the last time the county asked voters to approve a capital improvement project?

Based on past records, the County has never asked for a millage to pay for capital improvement project. In 2000 the County did propose a referendum to the voters asking if a jail should be built, but it was to be funded from existing revenues.

Appendices

COUNTY BOARDS OF COMMISSIONERS (EXCERPT)

Act 156 of 1851

46.11 Powers of county board of commissioners.

Sec. 11. A county board of commissioners, at a lawfully held meeting, may do 1 or more of the following:

(a) Purchase or lease for a term not to exceed 20 years, real estate necessary for the site of a courthouse,

jail, clerk's office, or other county building in that county.

(b) Determine the site of, remove, or designate a new site for a county building. The exercise of the

authority granted by this subdivision is subject to any requirement of law that the building be located at the

county seat.

(c) Authorize the sale or lease of real estate belonging to the county, and prescribe the manner in which a

conveyance of the real estate is to be executed.

(d) Erect the necessary buildings for jails, clerks' offices, and other county buildings, and prescribe the time and manner of erecting them.

Revised Statutes of 1846 (EXCERPT)

COUNTY BUILDINGS.

45.16 County courthouse, jail, offices, and other buildings; location, construction, maintenance, and expense thereof; examination of plan for jail.

Sec. 16. Each organized county shall, at its own cost and expense, provide at the county seat thereof a

suitable courthouse, and a suitable and sufficient jail and fireproof offices and all other necessary public

buildings, and keep the same in good repair. However, and notwithstanding the provisions of section 11 of

Act No. 156 of the Public Acts of 1851, as amended, being section 46.11 of the Compiled Laws of 1948, a jail may be located anywhere in the county. Before the plan of any jail which has been duly authorized to be built shall be determined or accepted, or contracted for, the plan shall be submitted to the department of corrections for its examination and opinion, and such department shall carefully examine and give the benefit of its study and experience in such matter to the counties submitting such plans and report its opinion to the county clerk of the county so submitting plans. No contract for the erection of any county jail shall be valid or binding, nor shall any money be paid out of the county treasury for the construction of a jail until such opinion has been filed with the county clerk of the county submitting such plans.

History: R.S. 1846, Ch. 13;•CL 1857, 315;•CL 1871, 446;•Am. 1877, Act 61, Eff. Aug. 21, 1877;•How. 452;•Am. 1897, Act

226, Eff. Aug. 30, 1897;•CL 1897, 2454;•CL 1915, 2251;•CL 1929, 1109;•CL 1948, 45.16;•Am. 1971, Act 113, Imd. Eff. Sept.

21, 1971.

