

Visit Notes: Douglas County, Minnesota June 25th 2015

The Codington County Justice Advisory Committee's (CCJAC) basic task is to recommend solutions to the county's court and jail facility problems. To do this better, the CCJAC visits other recently constructed jails and courts facilities. This helps the CCJAC to understand the different options and variables to consider for modern court and jail facilities. On June 25th, 2015, the CCJAC visited the facilities in Douglas County, Minnesota.

**Most of the pictures at the end of this report are from the Contegrity Group's website*

Project Delivery

From 2010 to 2013, Douglas County, Minnesota completely renovated its sheriff's office, built a new jail, renovated two existing courtrooms and added a new large courtroom with a secure inmate witness holding facility. The process started in 2004 when the Minnesota Department of Corrections gave the county until 2009 to correct critical deficiencies in its jail. At that time, the jail was located in two parts: one in the same building as the sheriff's office and the other directly across the street from the sheriff adjacent to the courthouse. The sheriff's office building was also very deteriorated and needed to be renovated. Douglas County was very pleased with the work of the architect, Klein-McCarthy, and the construction manager, Contegrity Group. Both of these businesses received praise for helping the county accurately determine its needs and construct appropriate facilities. In Minnesota, county commissions can authorize these construction projects without a popular referendum.

Sheriff's Office Renovation

The sheriff's office underwent a complete gutting and renovation. The new facility is large (30,000 sq. ft.) and modern. This resulted in ample room for existing sheriff's operations plus other law enforcement agencies (such as GFP), a 911 dispatch center and an emergency operations suite. There is also ample shell space for future expansion. The additional space came largely from the police department (previously co-located) moving out to a new police station and relocating the jail (that was in the old sheriff's office).

Courts Addition/Renovation & Holding Facility.

Douglas County remodeled/constructed a 19,830 sq. ft. court facility. This part of the project included renovating two existing (constructed in the 1970s) courtrooms (about 1,110 sq. ft. each) and adding a large courtroom (2,035 square feet). It also included ancillary spaces such as a security checkpoint, jury assembly room, jury deliberation rooms, court administration (clerk of courts), attorney client rooms and a law library. To address the new remotely located jail, the county added a five-cell inmate witness holding facility with sally port (17,100 sq. ft.) and established secure/separate circulation patterns (public, inmates, judicial personnel).

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New Jail

Douglas County chose to build a new jail and modify the existing court and sheriff facilities (as opposed to a new consolidated justice center). The 55,000 square foot jail has 157 beds (a rough capacity of 135 inmates) and uses the modern podular design that employs both direct and indirect observation for constant view of inmate areas. The overall layout allows proper control of different processes such as handling work-release inmates. The jail doesn't separate sentenced from unsentenced, but based on risk level of inmate. Juveniles are only kept in booking cells then sent out of county to a juvenile facility.

Architect: Klein-McCarthy for Jail & Holding, new court shell, Buetow 2 for Courts renovation/finishing

Construction Manager: Contegrity Group (Larry Fillipi).

Basic Evaluative Criteria

Construction Costs for basic components

Component	Cost in Millions	Rough Cost Per SF	Rough Cost Per Bed
Jail	12.9	235	82,165
Holding	2.0		
Courts Reno/Add	2.5		
Sheriff's Office Reno	4.8		
Total	22.2		

Related Displacement Costs

Component	Cost in Millions
Highway Dept	6.4
Service Center	2.7
911 Dispatch	2.7
Total	11.8

The city of Alexandria, Minnesota spent approximately \$5.1M on a new police department building. As noted, the police department was in the same building as the sheriff's office before renovation.

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Operating Costs/Issues

- The need to transport inmates between the jail and court has an impact on operating costs.
 - The exact figures were not available during the visit.
 - The county hired additional personnel for transporting between the jail and courthouse and purchased a special transport van.
 - The approximate annual operating costs for **all** facilities (sheriff's office, jail, 911 dispatch) under the sheriff's office is about \$7.5M /year.
- The new jail is more staff efficient than the county's previous jail. Thus, the numbers of jail staff didn't change (shifts of 5 jailers) with the construction of the new jail. However, the jail can only accommodate 100 inmates with current staffing.
- Sheriff employs 85. This includes 42 jail staff personnel, 21 officers and 22 other staff personnel.

Design Efficiency

Overall

- Separate facilities (sheriff, jail, court) means more work to stay in contact and manage.

Sheriff's Office:

- Excellent workflow positioning of workspaces and offices.
- Separate entrances for deputies & public.
- Interview rooms off lobby.
- Space to include other agencies and emergency operations center suite probably maximizes resources.
- The ample space sometimes causes separation between offices that need to coordinate frequently.

Court/Holding:

- Good flow from sally port to holding cells to courtrooms
- Separate circulation for inmate witnesses. Included a separate elevator from the holding cell area to a secure anteroom, from which inmates are brought directly into courtrooms.
- Simple security checkpoint at public entrance.
- Clerk of Courts located just inside security checkpoint for courthouse (hard to miss for fine paying).
- Law Library just outside security checkpoint for easy public access.

Jail:

- Versatile combination of direct & indirect supervision that maximizes staff efficiencies
 - Booking room staff maintains observation of indirect observation pod through a large window behind the booking desk.

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- There is an intervening corridor between the window of the booking area and the window on the front of the pod.
- Visibility into the booking area can be blocked by “turning off” the window in the booking area. The window contains a gas that is clear when the window is turned on.
- Support spaces (kitchen, laundry, storage rooms, work release lockers, staff lockers) are sized amply for jail capacity.
- Toilets & plumbing can be controlled/shut off remotely from the control room to prevent (or minimize damage from) inmate mischief.
- Central water controls allow jail to have a smaller water heater. This saves construction cost.
- Shower in each cell.
- Section of a few cells with a negative air intake system to prevent ill inmates from contaminating jail.
- For inmates that must be restrained during intake, the jail has a special cell between the sally port and the booking area. The cell has a flushable floor drain.
- Chase work between/behind cells allows jail/pod to operate even during repairs.
- Large skylights for natural light, obviates need for windows in each cell, thereby saving construction cost.
- Prefab cells & precast concrete components saved time and probably some cost.
- Jail video visitation saves work for jail staff.
- Control room was located in a glass booth among the pods. However, the main function of the control room was monitoring and controlling the entire jail using camera/remote surveillance. Situating the control this way may provide some additional security through situational awareness.
- Recreation areas for each pod minimize inmate movement.

Right-Sizing

- Architect did projections for inmate population (county population was about 36,412 in 2012). Appears to provide for inmate population growth well into the future.
- Ample (5) inmate witness holding cells allow for smoother/safer control on arraignment days.
- Only one of three courtrooms is large.

Expandability

- Plenty of shell space for future expansion in sheriff's building.
- Jail has room for addition.
- Jail could increase capacity (with current physical plant) simply by hiring more staff.
- Jail control room placed to allow for expansion pod without new control room.

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Sheriff's Office



Deputies' Work Area

Room for focused report writing

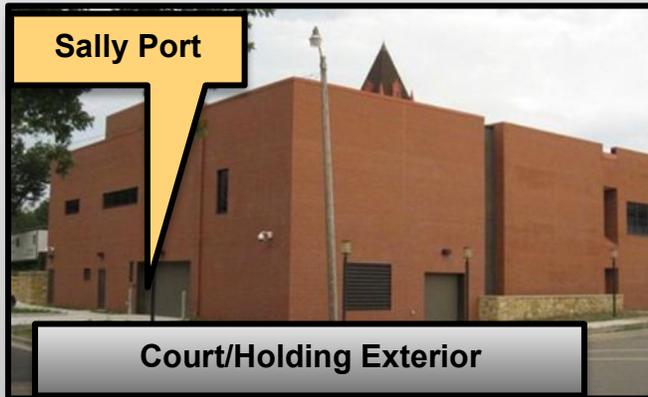
Insulation, lighting, HVAC, wiring in place



Shell space for future expansion

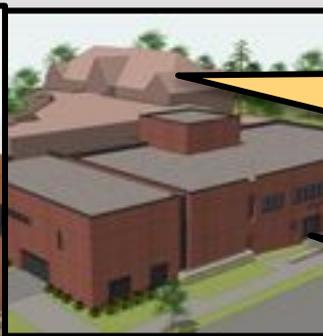
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Court/Holding Addition/Reno



Sally Port

Court/Holding Exterior



Historic Courthouse used for other county offices

Courthouse Public Entrance



Clerk of Courts Service Window

Located just inside security checkpoint, next to public entrance



Seating for 50+ potential jurors

Jury Assembly Room



Kitchenette for long waiting times



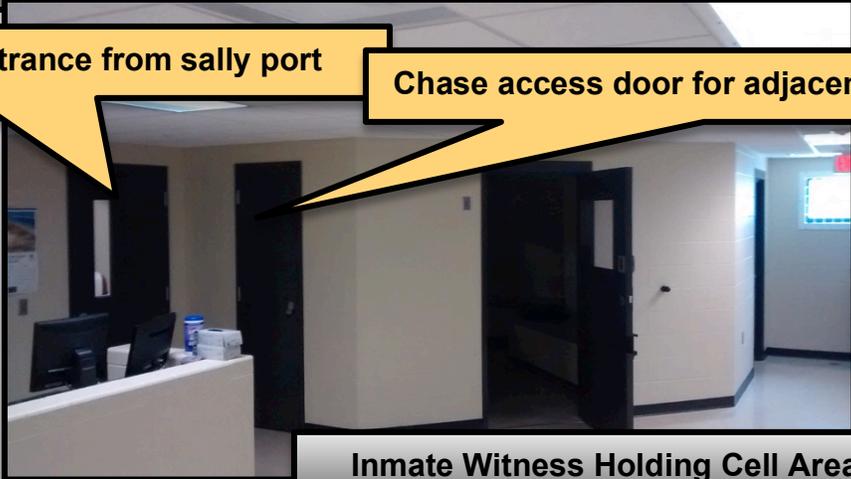
Large Courtroom (added)

About 2,035 sq ft. Two other courtrooms (renovated) with about 1,110 sq ft. each

Court/Holding Addition/Reno: Inmate Witness Holding Cell Area



Sally Port Interior



Entrance from sally port

Chase access door for adjacent cell's sink & toilet

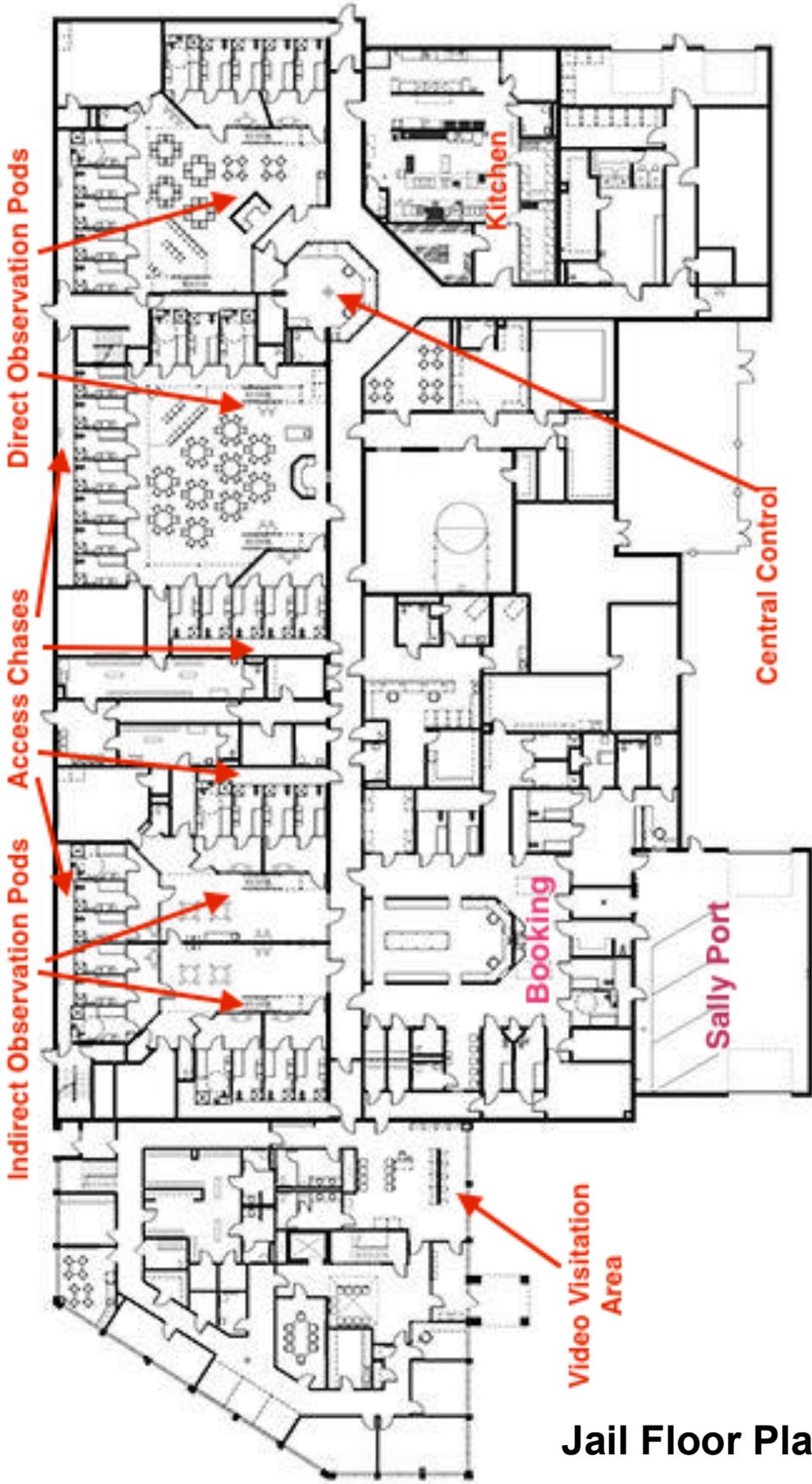
Inmate Witness Holding Cell Area



Security Officer Desk

Holding cells

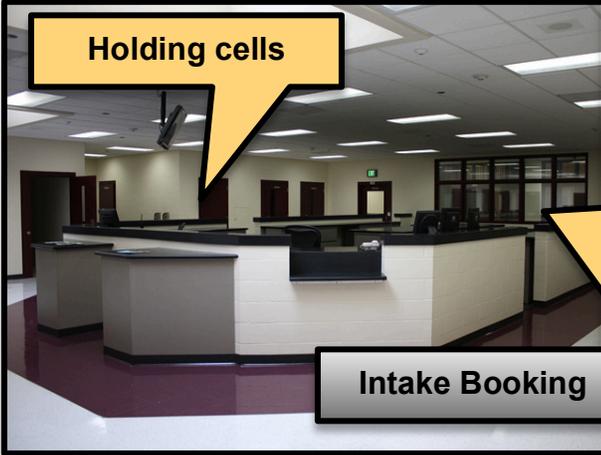
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Jail Floor Plan

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Jail



Holding cells

Intake Booking

Window allows staff to view into indirect supervision pod



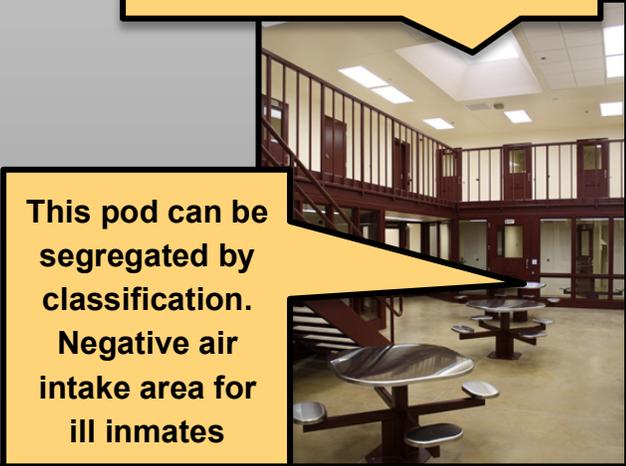
Pre-Fab metal cell

Skylights in common area eliminate need for cell windows to save money

Large skylights eliminate need for windows in cells



Back of five cells from chase



This pod can be segregated by classification. Negative air intake area for ill inmates

Indirect Supervision/ orientation pod

Correction officer desk in same space with inmates. Large window behind desk monitors safety of officer



Direct Supervision Pod

Monitors every door and secure space in jail. Located among pods for situational awareness



Control Room