RESOLUTION APPROVING JAIL NEEDS ASSESSMENT SCOPE OF WORK WITH MJ MARTIN, INC.

WHEREAS, pursuant to Neb. Rev. Stat. §23-104(6), the County has the power to do all acts in relation to the concerns of the county necessary to the exercise of its corporate powers; and,

WHEREAS, pursuant to Neb. Rev. Stat. §23-103, the powers of the County as a body are exercised by the County Board; and,

WHEREAS, professional services have been proposed by MJ Marin, Inc. for a Jail Needs Assessment, a copy of which is attached hereto; and,

WHEREAS, the proposed services are in the best interests of the citizens of Sarpy County.

NOW, THEREFORE, BE IT RESOLVED BY THE SARPY COUNTY BOARD OF COMMISSIONERS THAT this Board hereby approves professional services with MJ Martin, Inc. for a Jail Needs Assessment, a copy of which is attached hereto, and any other related documents, the same being approved by the Board.

BE IT FURTHER RESOLVED the Chairman of this Board together with the County Clerk are hereby authorized to execute on behalf of this Board, documents related to the professional services of the Jail Needs Assessment with MJ Martin, Inc., a copy of which is attached hereto, and any other related documents, the same being approved by the Board.

The above and foregoing Resolution was duly approved by a vote of the Sarpy County Board of Commissioners at a public meeting duly held in accordance with applicable law on this 9th day of April, 2016.

ATTEST:

Chairman, Sarpy County Board

County Clerk
To: Sarpy County Board of Commissioners  
From: Beth Garber  
Re: Jail Needs Assessment  

The Sarpy County Jail has a limited capacity to handle prisoners with special needs such as medical, mental health and behavioral problems. In addition, in recent months the total number of prisoners has increased significantly. Because of these issues, inmates are being transported and housed at other jails in Nebraska and at the Diagnostic and Evaluation Center in Lincoln. While the County has strong jail alternative programs, there is still a need within the Jail. In order to better understand the County Jail capacity need and to meet Jail Standards the attached needs assessment is being proposed. The needs assessment will generally include: meeting with key County officials, an analysis of special needs inmates and of the jail population in general, an update of the capacity forecast and space needs, and budget concerns.

MJ Martin is well respected in the corrections field and has done this type of work for several other entities across the United States. His study will update and expand the previous Chinn Master Plan Study. The attached proposal has been reviewed by Carlson West Povondra, who will assist in the project as part of their facility planning agreement with the County. CWP work will be at no additional fee to the County. MJ Martin proposes a fee of $16,830.

April 13, 2016

Beth Garber

cc: Deb Houghtaling  
Mark Wayne  
Scott Bovick  
Brian Hanson  
Mike Jones  
Capt. Shukis  
Brian Richards
SARPY COUNTY JAIL NEEDS ASSESSMENT
PROPOSED SCOPE OF WORK

UNDERSTANDING OF THE ISSUE

The number of inmates in County custody has outgrown the capacity of the existing Sarpy County Jail. The County currently boards out an average of 40-60 inmates in other county jail facilities and with the State Department of Correctional Services. Aside from capacity issues, the ability to identify and appropriately house inmates in the current facility based on risk and need is a particular concern. As the County has implemented alternatives, many lower risk inmates are no longer held in the facility. The remaining population is largely comprised of individuals who present challenging security and behavioral problems and/or have special needs which require specialized housing and professional services.

The Sarpy County Jail is in need of expanding its capacity and increasing flexibility to house this increasing population of special management inmates in particular. Construction of a special management housing unit within or connected to the Sarpy County Jail is an option being considered. Prior to moving forward with this option, the County recognizes that a needs assessment and feasibility study is necessary to have sufficient information available to make sound, informed decisions as to what is actually needed and how best to proceed with any potential capital project.

PROJECT APPROACH

MJM proposes to conduct a needs assessment and feasibility study to address the issues outlined above. The goals of the study would be to:

- Project future bedspace needs for the Sarpy County Jail with a particular focus on determining bed capacity requirements for inmates requiring special management housing.

- Provide an assessment of the jail’s classification process and outline a plan for development and implementation of an objective, behavioral-based classification process.

- Develop a plan for the housing, supervision, and care of special management inmates within the Sarpy County Jail, including definition of basic operating principles, space requirements, and preliminary design concept(s).

- Provide a cost analysis for overall project development and future staffing and operational costs associated with special management housing.
Mark Martin, President of MJ Martin, Inc. will lead the study. Al Povondra, Principal of Carlson West Povondra Architects will participate under his current contract with the County in key tasks relating to development of potential design solutions and cost estimates. The project approach will include completion of the following tasks and work plan:

**TASK 1. MEET WITH KEY JAIL AND COUNTY ADMINISTRATION OFFICIALS**

MJM will meet with key policy makers at the onset of the project to get a thorough understanding of the issues and a consensus on the approach for conducting the needs assessment. At this meeting, the project scope, work plan, schedule, and anticipated work products will be reviewed. County officials will have an opportunity to share insights and provide further direction on the project. Based upon the discussion, MJM will modify the work plan as necessary to ensure that it fully meets the needs of Sarpy County.

**Detailed Work Plan:**

A. Meet with County Board and other key officials. Review project scope, work plan, schedule and anticipated work products. Modify as necessary.

B. Review and confirm the mission and philosophy of the local criminal justice system and specifically the Sarpy County Jail.

C. Review requirements for data collections and identify sources/availability of information.

D. Establish/identify the individuals who MJM will work with in completing the needs assessment and clarify their roles. Identify the county contact who will assist MJM in securing access to data and facilities, securing appointments for interviews with key policy makers, managing onsite logistics, etc.

**TASK 2. IDENTIFY THE MAJOR FACTORS DRIVING THE DEMAND FOR JAIL BEDS**

In order to accurately assess the historical growth in the inmate population, as well as to project that growth into the future, it is necessary to assess the factors that impact the jail population. These include the increase/decrease in the Sarpy County’s population as a whole, as well as the increase/decrease in the age of the population. Increases in the number of people in the population at-risk (younger, less affluent, less educated people, more transient) are assumed to adversely affect the jail population. Other factors to be considered and examined include changes in law, policy and practice (such as mandatory sentencing or release on recognizance citations). MJM will review, update, and build upon the 2014 Justice System Master Plan Study completed by Chinn Planning in exploring jail bedspace demand factors.

**Detailed Work Plan:**
A. Review and update county census information and projections, including population by age, income levels, level of education, employment data and recent increases/decreases in the population.

B. Review available data affecting population stability; i.e. number of people moving into/out of the county per year, employment rates, family ties to the area.

C. Review and update crime and arrest trends; court trends, and use of diversion.

D. Interview key criminal justice officials to get their input on the effectiveness of the justice system, their philosophy regarding jail use, resource gaps and needs, and opportunities for improvement.

E. Study the criminal justice system to determine how policies, practices, and resources of the system impact the jail population.

F. Use the information developed to accurately describe current trends in the general population and the population at-risk, and identify the major factors or practices that may be affecting the jail population now and in the future.

**TASK 3. ANALYZE THE JAIL POPULATION**

MJM will assess the current jail population to develop a profile of its criminal, adjudication, behavioral, social, and demographic characteristics. Information will be collected from agency files and state jail population data bases for each offender held in jail to develop the profile. In completing this task, MJM will review, update, and build upon the jail inmate profile developed in the Chinn Study. MJM will additionally work with jail staff to assess the risk and needs of a representative sample of the jail population using one or more objective classification instruments. This assessment will be useful in several ways:

- Developing forecasts of space needs for detention and alternative programs
- Designating classifications of offenders based upon risk and offenses;
- Determining specific programs and services required to address offender needs;
- Developing strategies for managing offenders through a continuum of community sanctions and programs.

A thorough review of the jail’s classification process is included in Task 4 below.

**Detailed Work Plan:**

A. Collect data on the jail population from records and interviews. Develop a profile of the criminal, adjudication, behavioral, social, and demographic characteristics of the jail population.

B. Review and update available data on jail population trends including admissions and releases, average daily population, length of stay, boarding of inmates out of county, and use of alternatives.
C. Assess the risk and needs of a representative sample of the jail population using one or more objective instruments. Interview inmates and/or administer appropriate assessment and classification instruments.

D. Analyze the assessment findings to determine the types of programs and services that could effectively address offender needs and risk within the jail, identify additional segments of the inmate population that might be eligible for various alternatives to incarceration, and to determine the types and number of jail spaces that will be needed to accommodate the projected inmate population – particularly those inmates identified as special management.

E. Provide written findings following the completion of the jail population analysis.

TASK 4. REVIEW JAIL INMATE CLASSIFICATION PROCESS

MJM will conduct a review of the existing inmate classification process in the Sarpy County Jail. In conducting this review, MJM will assess the effectiveness of the current process, share examples of contemporary jail classification methodologies (i.e. decision tree and point additive models) with jail staff, and work with jail staff to develop a plan to establish and implement an objective, behavioral-based classification process. MJM will work with jail staff to assess a representative sample of the jail population using an objective risk classification tool to compare results using the tool with current classification decisions. (See Task 3 above.)

Detailed Work Plan:

A. Assess consistency of existing classification process with overall jail mission statement.

B. Review and assess classification goals and objectives.

C. Review classification policies and procedures.

D. Review classification instruments (risk assessment, needs assessment, classification interview forms, reassessment instruments, etc.).

E. Review existing data dictionary (if available).

F. Review existing inmate housing plan.

G. Review current training provided to staff conducting inmate classifications.

H. Develop recommendations and plan for implementing an objective, behavioral-based classification process for the jail.

TASK 5. REVIEW SPECIAL MANAGEMENT HOUSING AND OPERATIONS
MJM will conduct a review of the housing, supervision and care of special management inmates in the Sarpy County Jail – an area of focus of this needs assessment. Prior to making decisions regarding the potential expansion of the Sarpy County Jail to include new housing for special management inmates, jail officials and planners must have a clear understanding of what categories of inmates are included under the umbrella of “special management”, what categories should be separately managed, what type of housing and ancillary spaces are required to address behavior and special needs, what style of supervision is preferred, and what services are required, and how those services will be delivered.

Detailed Work Plan:

A. Work with jail staff to define inmate classifications included within “special management” (i.e. disciplinary detention, administrative segregation, protective custody, mental health, medical, etc.).

B. Work with jail staff to identify supervision, services, and type of housing required and/or desired for each category of special management inmate.

C. Interview jail staff to identify gaps, needs, and opportunities for improvement in the housing, care, and supervision of special management inmates.

D. Review existing policies, procedures, and practices relating to special management operations.

E. Evaluate existing housing used for special management inmates.

F. Summarize findings and outline options for addressing gaps and needs special management housing and operations.

TASK 6. REVIEW AND UPDATE JAIL CAPACITY FORECAST

The Chinn Study developed jail capacity forecasts using several forecast scenarios. The Report, however, did not elaborate on the “best fit” scenario as it relates to future jail bedspace needs. MJM will review and update the Chinn forecast scenarios and provide alternate forecast scenarios as appropriate along with narrative providing a rationale for any conclusions or recommendations which may be drawn from the update. The primary focus of the forecasts for the purposes of this study will be to provide information to make informed decisions as to the number and type of special management beds which should be included in any potential expansion project.

Detailed Work Plan:

A. Identify all available data sets that can be used for the projections. Data from the Chinn Study will be used as appropriate. Other data may include:
   i. Arrests by category by all Law Enforcement agencies
   ii. Court filings by felonies, misdemeanors, and other
   iii. Numbers of bookings into the Sarpy County Jail
iv. Rates of change in the general population of Sarpy County by decade over the past 30 years, and projected rates of change in the general population over the next 20 years.

v. Rates of change in jail admissions, average daily population, average length of staff.

B. With input from jail officials, determine classification categories to be used for all projections, bed needs, and facility planning purposes.

C. Project populations by time period first for the total numbers of inmates, then by population category.

D. MJM will communicate the findings and their implications in draft form to the County and other interested parties. A finalized forecast will then be prepared for inclusion in the study.

TASK 7. SPACE NEEDS AND OPERATIONAL CONCEPTS FOR SPECIAL MANAGEMENT HOUSING

Based upon information developed in this and previous tasks, MJM and CWP will work with County officials to define facility requirements and review options for addressing special management housing needs. The number of beds needed, types and categories of special management inmates, and housing and general space requirements will be identified. MJM and CWP will work with County officials to define basic operational concepts for the special management unit and clarify linkages to other jail components and service providers. The types of programs and services to be offered in the unit will also be identified.

Detailed Work Plan:

A. Work with jail officials to identify the desired operating principles and concepts for special management housing. Develop a preliminary staffing plan for the unit. Summarize this information in a narrative program statement.

B. Conduct preliminary space needs survey for the special management unit and support functions. A written survey instrument will be used to identify the functions and spaces which should be accommodated for each of the entities listed above. The survey instrument will be used in interviews with agency officials and staff to determine the specific components and spaces required as well as the estimated amount of space required in each area listed.

C. Analyze survey results and create a preliminary estimated space program based upon the information collected through the foregoing tasks.

D. Develop one or more design concepts showing the organization of spaces and relationship to the existing jail.
E. Prepare written findings following the completion of the preliminary space needs study for review by County officials for inclusion in the final report.

**TASK 8. COST ANALYSIS AND TIMELINE**

MJM and CWP will prepare cost estimates for the proposed special management unit based upon square footage costs for new or renovated construction. Estimates will be based upon unit measures ($/sf) for capital costs, projected construction type. Cost estimates will apply unit costs to each functional area’s gross square footage, as well as the building grossing factor, to arrive at total estimated construction costs. MJM and CWP will also apply similar renovation cost factors to account for spaces that can be developed through the renovation or retrofitting of existing space. Construction figures will be gauged to reflect prevailing construction rates in the area and adjusted for inflation in order to anticipate a future construction date.

MJM will develop preliminary staffing cost estimates for the special management unit. MJM and CWP will then review operational concepts and cost estimates and work with County Officials to develop strategies for achieving facility and operational efficiencies. CWP will develop a timeline with key milestones for the planning and construction of any proposed capital improvements/expansion.

**Detailed Work Plan:**

A. Develop construction and project development cost estimates for the proposed solution to address housing needs for special management inmates in the Sarpy County Jail.

B. Develop staffing cost estimates for special management housing based on the preliminary staffing plan developed in Task 7.

C. Develop an overall operational cost estimate (staffing + other operational costs) for the special management unit.

D. Develop time line for planning and construction of any proposed capital improvements and/or expansion of the Sarpy County Jail.

E. Summarize and include in final study report.

**TASK 9. PREPARE AND PRESENT FINAL NEEDS ASSESSMENT REPORT**

MJM recognizes that conducting a detailed needs assessment requires a highly participatory process. Completion of the needs assessment will involve intensive involvement and interaction with the County and key stakeholders throughout the course of the project. MJM will meet regularly with the county contact and designated county/jail staff and attend additional meetings as required. MJM will prepare written interim reports as described in the project approach, as well as a draft and finalized Needs Assessment Report will be submitted to the County. MJM
will be available at the conclusion of the study to participate in public presentations of the findings and recommendations of the study.

Detailed Work Plan:

A. Meet with county/jail contact, corrections director and other designated liaison(s) on a regular basis over the course of the study to review progress and address issues.

B. Provide interim reports and summary presentations at key milestones.

C. Develop a draft of the Needs Assessment Report for review.


E. Present the final report in a public forum arranged by the County.

IN WITNESS WHEREOF, we the contracting parties, by our respective and duly authorized agents, hereto affix our signatures and seals this 19th day of April, 2016.

COUNTY OF SARPY, NEBRASKA,

A body Politic and Corporate

ATTEST:

Sarpy County Clerk

Chairperson

Sarpy County Board of Commissioners

Consultant
## Sarpy County Jail Study

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