



# Community Jail and Alternatives Advisory Committee

## Facility Solutions Document

Draft  
February 11, 2004



**Scott County, Iowa**

**Community Jail and Alternatives Advisory  
Committee**

**Facility Solutions Document**

**Draft**  
**February 11, 2004**

**Prepared by:**  
**Voorhis Associates, Inc.**  
**201 East Simpson Street**  
**Lafayette, CO. 80026**  
**(303) 665-8056**

COPYRIGHT 2004

These materials have been developed by Voorhis Associates, Inc. for the use of Scott County, Iowa in their facility planning project. All rights are reserved and no part of this publication may be reproduced without the express permission in writing of Voorhis Associates, Inc.

---

---

## Table of Contents

---

---

Section 0. Overview and General Issues	0.1
Project Background	0.1
Overview of the Facility Planning Process	0.2
Mission of the Jail	0.2
Overview of Options	0.3
Continuum of Options	0.3
Evaluation Criteria	0.4
Document Organization	0.4
Section 1. Option Type 1: Status Quo Options	1.1
Assumptions and Implications	1.1
Pros and Cons	1.1
Pro	1.1
Con	1.1
Operational Impact	1.2
Section 2. Option Type 2: Third Facility Options	2.1
Option 2a: New Third Facility	2.1
Assumptions and Implications	2.1
Pros and Cons	2.1
Pro	2.1
Con	2.1
Operational Impact	2.2
Option 2b: Acquired Third Facility	2.3
Assumptions and Implications	2.3
Pros and Cons	2.4
Pro	2.4
Con	2.4
Operational Impact	2.4
Regionalization	2.4
Potential Approaches	2.4
Rationale for Consolidation	2.5
Requirements for Consolidation	2.5
Assessment of Potential for Regional Approaches	2.6
Section 3. Option Type 3: Remodel and Expansion Options	3.1
Option 3a - Jail only	3.1
Assumptions and Implications	3.1
Pros and Cons	3.1
Pro	3.1
Con	3.2
Operational Impact	3.2
Option 3b: Annex Only	3.4
Assumptions and Implications	3.4
Pros and Cons	3.4
Pro	3.4
Con	3.5
Operational Impact	3.5

Option 3c(1) and (2): Jail and Annex .....	3.7
Assumptions and Implications .....	3.7
Pros and Cons .....	3.7
Pro .....	3.7
Con .....	3.8
Operational Impact .....	3.8
Section 4. Option Type 4: Replacement Options .....	4.1
Option 4a - Replacement Facility at Courthouse Location .....	4.1
Assumptions and Implications .....	4.1
Pros and Cons .....	4.1
Pros .....	4.1
Cons .....	4.2
Operational Impact .....	4.2
Option 4b - Replacement Facility at Annex Location .....	4.3
Assumptions and Implications .....	4.3
Pros and Cons .....	4.4
Pros .....	4.4
Cons .....	4.4
Operational Impact .....	4.4
Option 4c - Replacement Facility at "Green Field" Location .....	4.5
Assumptions and Implications .....	4.6
Pros and Cons .....	4.6
Pros .....	4.6
Cons .....	4.6
Operational Impact .....	4.7
Section 5. Capital Comparison of Options .....	5.1
Introduction .....	5.1
Capital Cost Implication of Option 1 .....	5.1
How is Inmate Capacity Divided in Each Option? .....	5.2
Discussion .....	5.3
How Much Space Do We Currently Have? .....	5.4
How Much Space Do We Need for 380 Beds? .....	5.4
How Do the Options Impact the Program? .....	5.5
How Do These Compare in Terms of Costs? .....	5.10
What is the Cost of Construction? .....	5.10
Summary .....	5.13
Section 6: Operating Cost Comparison of Options .....	6.1
Introduction .....	6.1
Option 1: Status Quo Cost Analysis .....	6.1
FY 2003 Jail Statistics .....	6.1
Where are the Beds? .....	6.1
What are Current Jail Costs? .....	6.3
How Do Costs Compare for Prisoners Held in the Jail and Held Out of County? ..	6.4
How Many Beds Would be Needed and What Would They Cost? .....	6.5
How Do the Options Influence Staffing Requirements? .....	6.7
How Do These Differences Influence Costs? .....	6.9
Section 7. Life Cycle Cost Comparison .....	7.1

## **Section 0. Overview and General Issues**

### **Project Background**

Since 1998, when an earlier referendum to replace the Scott County Jail and Annex failed, Scott County representatives have worked to develop alternative means of addressing its jail needs. The County established the Community Jail and Alternatives Advisory Committee (CJAAC), comprised of citizen and justice system representatives and charged this group with evaluating additional options to address jail needs and to manage the jail population. The County implemented a number of alternatives to incarceration including the Court Compliance Program, a Case Expediting Program, and an Electronic Monitoring Program. Although these efforts have been successful at reducing the rate of jail population growth, the County continues to experience times when its jail population exceeds its current capacity.

Since 2000, the County has completed two major tasks:

- CJAAC completed an extensive needs assessment and evaluation of its justice system's efficiency, including an evaluation of the physical plant of both the Jail and the Annex. The needs assessment found that the County had reduced length of stay in their facilities significantly. This increase in efficiency resulted in the finding that capacity requirements could be reduced from the earlier recommendation of 500 expandable to 600 to 425 beds. However, the needs assessment clearly documented a number of problems in the current Jail's physical plant which require action and that the populations which can easily be diverted from the jail are, in fact, being diverted. The recommendations of this study were approved by both CJAAC and the Board of Supervisors.
- CJAAC completed a more detailed evaluation and cost-benefit analysis of four alternative programs which were identified during the needs assessment as having the potential to further reduce jail population. These programs focused on increased treatment opportunities for inmates with substance abuse treatment needs, diversion of a proportion of mentally ill individuals, development of specialized program services for the low risk offender population who failed to comply with requirements of the courts and/or other alternatives, and enhanced program services within the Jail and Annex, aimed at reducing current recidivism levels. The implementation of these programs were evaluated and determined to have the potential to further reduce capacity requirements from 425 to 375. The recommendations of this study were approved by both CJAAC and the Board of Supervisors.

While these efforts are commendable, they can not eliminate the current problems Scott County faces in its Jail and Annex. In summary, these are:

- The Jail is an aging, inefficient facility. It does not meet the requirements of today's codes and standards. It does not provide adequate space in which to provide even the most basic functions which must be carried out in jails. Additional space will be required to keep pace with the increases in inmate population. Although the County continues to make a commitment to maintaining the facility, portions of the building and its systems are beginning to fail.
- In spite of population management efforts, the County's Jail population continues to exceed the capacity at both the Jail and the Annex. Populations held at the Annex are limited to minimum

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 0. Overview and General Issues**

---

security prisoners because of the housing type and security level of the facility. As a result, the County must transport inmates to other locations, at considerable expense. Fortunately, to this point, space has been available close to Davenport. At some point, this space will no longer be accessible at a price the County is willing to pay. When that occurs, the County will be at the mercy of the detention bed market - both in terms of price and location.

- The structure of the Jail increases the County's level of risk in two significant ways. Because of the lack of contemporary life safety systems, the facility is more vulnerable to a variety of emergencies than it should be. Because of the inability to actively supervise the inmate population, the County is vulnerable to incidents in which both staff and inmates could be harmed.

As a result, it seems clear that the County can not continue to defer action to address the physical plant components of its jail needs. In fact, the ability to provide the recommended programs and services that can reduce jail capacity is contingent on having a place to provide the specialized programs which have been recommended. This document describes the planning process used to define facility needs and the options which have been considered to address them.

### **Overview of the Facility Planning Process**

Facility development consists of four basic phases: planning, design, construction and transition (occupancy planning). Facility planning typically includes: needs assessment, economic feasibility, pre-architectural programming, site analysis, and concept development. The needs assessment phase was completed in 2001 and 2002. Documents developed as a part of that process are available on the CJAAC website. Two documents described in the following paragraph provide information about how the remaining planning tasks (feasibility, pre-architectural programming, site analysis and concept development) will be documented.

Pre-architectural programming begins with a description of how the building should work, before turning to space planning. This process allows for the evaluation of different options to meet the needed functional requirements. The findings of that process are documented in a companion document, Facility Needs Document, which identifies the functional requirements for a future detention facility(ies) in Scott County. This document, Facility Solutions Document will describe and evaluate the different options that Scott County has to meet the defined needs. The options differ in their ability to meet the defined needs.

During this part of the planning process, the consultant team will develop concepts for those options which are architectural and will test them on specific sites for evaluation by CJAAC. The second of three community summits was held in June 2003 to identify community priorities regarding jail mission and to evaluate the criteria that will be used to evaluate the options. Community Summit I was held in 1998 when the Jail Referendum failed. A third community summit is planned for early 2004. From this process, CJAAC will identify a preferred option, which will be presented to the Board of Supervisors for their consideration.

### **Mission of the Jail**

The statements below are ranked in the order placed by participants at Community Summit II

1. Operating a safe and secure facility consistent with contemporary standards and practices (28%),

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 0. Overview and General Issues**

---

2. Offering cost-effective programs and services proven to increase offender potential for pro-social lifestyle choices (26%),
3. Holding offenders accountable for their behavior inside and outside the jail (19%),
4. Recruiting and retaining, competent, professional correctional staff, who reflect the community we serve (15%), and
5. Working collaboratively with other justice and human service agencies (13%).

## **Overview of Options**

Solutions to criminal justice problems are seldom unitary. Just as the problems themselves come from a multitude of interactive factors in the Scott County environment, the solutions must come from more than one approach. A facility by-itself would not be “the answer” to the County’s jail problems, but without some changes to the current “brick and mortar” resources, the County will not be able to resolve the issues.

The most effective methods tend to come from balanced approaches which blend facility capacity and structure, technology, effective supervision, and appropriately crafted in-facility programs which are linked to community-based services. These methods use effective classification and assessment to manage population levels to make the best use of available resources by evaluating both need and risk. Scott County has put in place population management, has developed alternative programs, and is moving toward increased in-facility programming which targets some of the basic causes of recidivism. However, both because of capacity and space limitations, the County must also address the “bricks and mortar” part of the solution.

## **Continuum of Options**

There are a number of potential options to be considered. They can be placed on a continuum which extends from a “status quo” to a “replace everything” position. This section describes the known alternatives.

1. **Option Type 1: Status Quo Options**
  - a. *Option 1a - Transportation* - The County continues to transport inmates to other jurisdictions, with or without a long-term lease.
  - b. *Option 1b - Catastrophic Change* - A catastrophic event (such as the closing or loss of a facility) results in the loss of extensive capacity.
2. **Option Type 2: Third Facility Options** - The Jail and Annex remain as they are and additional capacity is added in a third facility. There are two potential approaches:
  - a. *Option 2a - New Construction* - The County builds a third new facility.
  - b. *Option 2b - Purchase/Remodel* - The County purchases and remodels a third facility.
3. **Option Type 3: Remodel and Addition Options** - The County remodels and adds capacity to its existing facilities. The scope of the remodel may vary within these options, but it addresses facility deficiencies identified in the needs assessment and makes the best use of available space. The remodeled areas may be used for a variety of identified space needs including, but not limited to, jail functions.
  - a. *Option 3a - Jail Only* - The County remodels the Jail to correct functional deficiencies and adds capacity at this location, leaving the Annex as is.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 0. Overview and General Issues**

---

- b. *Option 3b - Annex Only* - The County remodels the Annex and adds capacity at this location, leaving the Jail as is.
  - c. *Option 3c - Jail and Annex* - The County remodels both the Jail and the Annex to correct functional deficiencies and adds capacity at both locations. Option 3c1 adds general population beds at the Main Jail, and Option 3c2 adds general population beds at the Annex.
4. **Option Type 4: Replacement Options** - The County abandons the Jail and Annex as detention facilities, maintaining and/or remodeling them for other purposes and constructs a new facility.
- a. *Option 4a - Courthouse Location* - the County centralizes all its detention services at the current jail location.
  - b. *Option 4b - Annex Location* - the County centralizes all its detention services at the current Annex location.
  - c. *Option 4c - New Location* - the County centralizes all its detention services at a new location.

The County has the potential to approach options 2 - 4 on the continuum with or without a partner. Criminal justice facility options are most effective when they meet the long-term needs of both users. As part of this planning process, Scott County and the City of Davenport have initiated a joint planning effort to develop several shared service areas. Some of these functions will be housed in the City Police facility; those which will be included in this project are central intake and joint communications. These are described in more detail in the Facility Needs Document.

### **Evaluation Criteria**

The Planning Team has developed the following criteria to evaluate the options that have been identified. At the Community Summit, held in June 2003, participants ranked the criteria in the following order.

1. Operating cost
2. Enhances public safety
3. Enhances inmate accountability for behavior inside and outside the institution
4. Capital cost
5. Consistent with professional correctional practice
6. Consistent with good community development practices
7. Consistent with laws and regulations
8. Sensitive to community values and standards
9. Minimizes County liability

### **Document Organization**

The Facility Planning Document is divided into the following sections:

1. Section 0. Overview and General Information,
2. Section 1. Status Quo Options.
3. Section 2. Develop a Third Facility Options.
4. Section 3. Expand/Adapt Existing Facility Options.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 0. Overview and General Issues**

---

5. Section 4. Replacement Facility Options.
6. Section 5. Capital Comparison of Options.
7. Section 6. Operating Comparison of Options.
8. Section 7. Life Cycle Cost Comparison.

## **Section 1. Option Type 1: Status Quo Options**

This group of options lie at one end of the continuum and are the least proactive; Scott County will continue to operate the Main Jail and the Annex, transporting inmates to other locations while their population begins to grow. This group of options can be categorized as the “do nothing” options.

### **Assumptions and Implications**

1. Scott County will continue to operate the Jail and the Annex, as they currently exist (including planned changes at the Annex). This severely restricts the ability to add alternative programs within the Jail or Annex and continues existing inefficiencies.
2. Scott County will continue to transport inmates to other jurisdictions.

### **Pros and Cons**

Pros and cons may be financial or non-financial. A more detailed cost benefit analysis is provided in a later section of this document.

#### *Pro*

- Defers capital and some new staff operating costs until a later date.
- Less disruptive of jail and other courthouse functions.
- Maintains good proximity and connection with courthouse.
- Avoids potential controversy over expansion at current site(s) or at another location.
- Easier to maintain historical character of courthouse and neighborhood.
- Maintains a downtown location which is accessible to the public.

#### *Con*

- Transport costs will continue and increase as the number of inmates transported increases.
- Scott County has minimal ability to control medical costs for inmates in other locations.
- Scott County retains liability for inmates in other locations.
- Most difficult inmates will remain in Scott County increasing the level of risk and liability by keeping the highest risk inmates in a facility that does not provide for proper separations or effective supervision by staff.
- Money is spent outside of Scott County (less benefit to Scott County economy).
- Scott County will be severely restricted in the types of alternative programs it can operate in the jail, resulting in a larger future inmate population which will require more beds and more staff.
- Delayed construction costs will be more expensive than today's costs.
- Staff will continue to work in a difficult and dangerous environment.
- Maintenance costs will continue to rise as the facility becomes mechanically obsolete (it will no longer be possible to replace parts).
- Scott County has no ability to control costs outside of the jurisdiction.
  - Cost of available jail beds will increase.
  - There will not be enough available beds in close proximity.
  - Transportation costs will escalate.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 1. Option Type 1: Status Quo Options**

---

- Continues an inefficient operation in the Main Jail with no potential to become more cost-efficient and cost-effective.
- Sunk costs of current CJAAC efforts which have recommended that Scott County address its current jail problems.
- Does not provide bed space required, address classification issues, and minimizes the County's ability to manage inmate behavior.
- Continue to have hazardous materials access and evacuation issues associated with adjacency to the railroad tracks. This applies to any option at the Courthouse location.
- At some point, if the County lost the ability to use significant portions of one or both facilities, the County would have a very large inmate population to house on an emergency basis. This could occur through failure of systems or an in-facility event.

## **Operational Impact**

This section examines the impact of this option on jail operations.

1. ***Security and Control:***
  - a. No change.
  - b. Eventually control systems in the Main Jail will be so obsolete that they will require replacement.
2. ***Intake and Release:***
  - a. No change.
  - b. Booking volume will grow, requiring increasing amounts of the existing cells to be used for short-term holding.
3. ***Video Court and Transportation:***
  - a. Video court will not change.
  - b. The transportation unit will grow exponentially as the number of inmates who must be housed in other locations increases and the distance at which they must be held grows as well.
  - c. The County will need to acquire larger transport vehicles.
4. ***Housing:***
  - a. No change.
5. ***Medical:***
  - a. No change in existing facilities beyond what is identified in the Staffing Analysis Update (2002).
  - b. County will not be able to control medical costs for inmates in other locations.
  - c. County will hold a disproportionate amount of its special needs inmates in current facilities which do not meet the needs of this population.
6. ***Visitation:***
  - a. No change for inmates at these locations.
  - b. County becomes increasingly liable for failure to provide access to professional visitors, such as attorneys, and family if inmates are held at a distance.
  - c. County could be asked to bring inmates back to Davenport for professional consultation and/or family visitation, increasing transportation costs.
7. ***Public Spaces:***
  - a. No change.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 1. Option Type 1: Status Quo Options**

---

8. ***Inmate Programs:***
  - a. No change beyond the levels currently underway (substance abuse treatment program and mental health diversion).
  - b. Lack of space prevents implementation of programs aimed at reducing recidivism for all inmates held in other locations, resulting in increased need for jail beds in the future.
9. ***Food Service:***
  - a. No change.
10. ***Laundry:***
  - a. No change.
11. ***Storage and Receiving:***
  - a. No change.
  - b. County continues to have issues associated with storage and delivery of supplies which interferes with intake.
12. ***Maintenance and Custodial Functions:***
  - a. County continues to experience increased maintenance costs associated with aging facilities.
13. ***Jail Administration:***
  - a. No change.
14. ***Staff Services:***
  - a. Staff do not have adequate training and locker space.
15. ***Alternative Services:***
  - a. Alternative services are housed in existing spaces.
  - b. Focus will continue to be on programs which either divert people from the jail or occur outside of the facility.
  - c. Justice system will continue to struggle with non-compliant individuals with lack of appropriate facility-based sanctions.

## **Section 2. Option Type 2: Third Facility Options**

This group of options falls into two general categories:

1. Option 2a: New Facility - the County constructs a new facility for the additional capacity required and makes no changes at either the Main Jail or the Annex.
2. Option 2b: Acquired Facility - the County acquires an existing structure and remodels it to allow its use as a secure facility, making no changes at either the Main Jail or the Annex.

This group of option can be categorized as the “minimalist” approach to construction. Theoretically, the County could build or acquire a third facility and make minimal changes at the Jail and/or the Annex.

### **Option 2a: New Third Facility**

The County constructs a new facility for the additional capacity required and makes no changes at either the Main Jail or the Annex.

#### **Assumptions and Implications**

1. Scott County will continue to operate three facilities.
2. This option includes regional possibilities/variations.
3. Construction in the Jail and/or Annex will be minimized and limited. The housing areas will remain essentially as they are currently exist.
4. Scott County will need to identify, acquire and select a site for a third facility.
5. This option has very limited capacity to meet the facility needs identified in Facility Needs Document. The needs that logically relate to the Jail and the Annex are not addressed.

#### **Pros and Cons**

##### *Pro*

- Less initial capital cost.
- Solves bed space issues.
- Newly designed facility could build in efficiencies lacking in Main Jail.
- This option does address additional capacity requirements.

##### *Con*

- Retains existing space inefficiencies and lack of functionality in the Main Jail.
- Likely to raise “not in my back yard” (NIMBY) issues for the new facility.
- Capital cost will not be insignificant, but the project will not resolve a significant number of issues.
- Duplication of security and communication systems.
- Duplication of spaces and services.
- Transportation costs, which are associated with movement of inmates and materials (food and laundry) from Jail to Annex will increase above current levels. This option continues and complicates this function.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 2. Option Type 2: Third Facility Options**

---

- Supervision of staff will be less effective and/or will be duplicated.
- Staff posts associated with facility control will be duplicated.
- Scott County will still have 2 aging buildings to maintain.
- This option is likely to have minimal success at addressing classification and programming needs.
- Continue to have hazardous materials access and evacuation issues associated with adjacency to the railroad tracks at the Main Jail.

### **Operational Impact**

This section examines the impact of this option on jail operations.

1. ***Security and Control:***
  - a. This option results in the need for three control rooms, three fixed staff posts 24-7, and three security and control systems.
  - b. Since the jail is not modified, existing control system elements will fail.
2. ***Intake and Release:***
  - a. Main Jail will continue to be the intake and release location because of its relationship with the courts and video-court location.
  - b. The third facility will also require a limited sallyport and intake area for movement of prisoners between facilities.
  - c. While women will be held in Intake until video-court, all women will then need to be moved to the third facility.
3. ***Video Court and Transportation:***
  - a. Video-court is unchanged.
  - b. Transportation needs increase significantly between facilities.
4. ***Housing:***
  - a. Given the relationship of the Main Jail and the courts and the lack of program space, the best use of the Main Jail in this option is for Male Intake and Special Management populations. The inefficiencies of this building are not changed, resulting in no potential changes to the basic staffing plan.
  - b. The Annex remains as it currently exists. There are no changes to its basic staffing plan.
  - c. Male general population and all women go to a new facility; there is considerable potential to create greater staffing efficiencies here, except for the control and transportation functions.
5. ***Medical:***
  - a. Medical staffing needs are increased because this option splits the 2 greatest users of medical services: special management males and all female inmates.
6. ***Visitation:***
  - a. Main Jail is the selected location for video-visiting for all 3 facilities.
  - b. Professional visitors will have to deal with visitation at three locations if they do not use video visiting.
7. ***Public Spaces:***
  - a. No change.
8. ***Inmate Programs:***
  - a. There is some ability to implement programs in this option, but service delivery strategy must be decentralized.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 2. Option Type 2: Third Facility Options**

---

- b. Decentralized programming in three facilities is likely to present a variety of challenges to program providers.
9. **Food Service:**
- a. There will be a need to operate two satellite kitchens, resulting in an even greater amount of food transportation than in the current situation.
  - b. The new facility will be the location for the central kitchen, since the largest inmate population is located there.
  - c. Female inmates will be the most accessible inmate workforce.
  - d. The largest male inmate workforce will be located at the Annex, resulting in the need for transportation of any inmate workers used in either of the other 2 facilities.
10. **Laundry:**
- a. Laundry could potentially stay centralized at the Annex, providing limited opportunities for inmate workers.
  - b. Laundry could also be located at the third facility.
11. **Storage and Receiving:**
- a. Each facility requires storage, which is then decentralized.
12. **Maintenance and Custodial Functions:**
- a. Decentralized at each location.
13. **Jail Administration:**
- a. Remains centralized at the Main Jail.
  - b. A supervisor will be required in each facility.
14. **Staff Services:**
- a. Staff services which can be centralized are provided at the third facility.
  - b. Minimal staff spaces, such as locker areas, are provided in each location.
  - c. Staff who work at different facilities are likely to have different degrees of access to staff services.
15. **Alternative Services:**
- a. Alternative Services are located at the Main Jail.

## **Option 2b: Acquired Third Facility**

The County acquires an existing structure and remodels it to allow its use as a secure facility, making no changes at either the Main Jail or the Annex.

### **Assumptions and Implications**

- 1. All of the implications of Option 2a apply to Option 2b.
- 2. Conversion of an existing structure to a secure use results in significant constraints to operations and functional design.
- 3. The type of building which might be used has very significant design implications.
- 4. There is a great deal of variation and many unknowns which could be determined by what the suggested building is and where it is located. The ideal type of building to renovate would have a large floor plate, with a higher than normal linear feet of exterior wall to square foot ratio, and no structural walls in the interior of the building, i.e., a warehouse.
- 5. The population which Scott County needs to provide space for are generally medium to maximum security inmates. Most existing structures would be more appropriate for a minimum

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 2. Option Type 2: Third Facility Options**

---

security population. This will result in another facility, like the Annex, which is not appropriate for the classification of inmates Scott County most needs to house, and this, in turn, raises the potential need to transport inmates to other locations.

6. This option has very limited capacity to meet the facility needs identified in Facility Needs Document. Not only are needs that logically relate to the Jail and the Annex not addressed, but also the potential problems associated with an existing facility are likely to limit program choices.

### **Pros and Cons**

#### *Pro*

- All of the pros listed in Option 2a.
- Potentially less initial cost than Option 2a.
- If the location were in close proximity to the Courthouse, this could be advantageous.

#### *Con*

- All of the cons listed in Option 2b.
- If Scott County has to renovate non-secure space to house medium security inmates, it will make renovation costs higher and severely limit building choices.
- The most commonly suggested building type, i.e., a hotel or motel, may be quite effective for minimum secure or community custody inmates (work release) because an intermittent type of supervision is workable; this same type of structure does not provide enough space on a floor and enough linear feet of exterior wall to provide for cost-effective supervision of medium and security inmates who must be supervised directly and observed at all times.
- If the location is not in close proximity to the Courthouse, there will be increased transportation costs.
- Takes a building and property off the tax roles.
- The County acquires one more potentially aging building to maintain.

### **Operational Impact**

The operational impact of this option is essentially the same as the previous. However, there is less potential for staff-efficient housing because of constraints associated with renovation of an existing structure to meet correctional standards and code requirements for locked occupancies.

### **Regionalization**

#### **Potential Approaches**

There are two potential approaches to regionalization:

- **Regional Jail Authority** - in this approach, Scott County joins with other partner agencies to establish a jail authority which then takes on the responsibility of constructing and operating the facility. Scott County pays a portion of the construction and operating costs, which may or may not include the cost of transportation. The authority can sell bonds and owns the facility, but some method for funding both construction and operations must be in place or the bonds will

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 2. Option Type 2: Third Facility Options**

---

not be saleable. This generally requires some type of guarantee from the participating jurisdictions.

- In the purest version of this approach, all other jails are abandoned and the participating jurisdictions transport all inmates to the regional jail.
- In the most common variant of this approach, all jurisdictions maintain some form of facility and transport some types of prisoners to the regional facility. A common variation is that all maintain a short-term holding or pre-trial facility, but share a common long-term or sentenced facility.
- **Regionalization by Contract** - in this approach, Scott County owns the regional facility and is responsible for the entire construction cost. Scott County then leases beds to participating agencies, either with or without long-term contracts. This option is clearly open to Scott County regardless of the option selected for implementation.

### **Rationale for Consolidation**

Jurisdictions typically consolidate when:

- Funding from an external source, such as the federal or state government, supports regional efforts.
- Day to day use of the facility is so light that it isn't economically feasible.
- The jail has provided no specialized services, such as health care, and is now going to be mandated to do so.

None of these characteristics are currently present in Scott County. Regionalization is most common in small, rural jurisdictions who can not afford to operate a facility otherwise.

### **Requirements for Consolidation**

In addition to having the need within a jurisdiction, several requirements outside the jurisdiction either facilitate or provide barriers to regionalization.

- **Other jurisdictions in the immediate area must have a similar need.** Scott County's neighboring counties are not likely to be interested partners at this time. Cedar and Muscatine Counties have just constructed their own facilities. Clinton County is still a potential partner, but has initiated their own planning effort.
- **Geography, climate, population distribution, and transportation patterns must facilitate the regionalization.** Jurisdictions which are likely to consolidate their facilities must find no significant geographic or climatic barriers. Their population is likely to be distributed most densely adjacent to their boundaries and transportation networks facilitate the movement of inmates quickly and efficiently. Clinton is a 39 mile drive, one-way from Davenport. It is not likely that Davenport would be seen as an acceptable site to Clinton County, and a site adjacent to the Clinton County border would not serve Scott County well.
- **The participating jurisdictions are most likely to consolidate if there is a history of former collaborative efforts.**
- **The participating jurisdictions are most likely to consolidate if they share other common providers or special districts.** Scott and Clinton are in the same judicial district.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 2. Option Type 2: Third Facility Options**

---

**Assessment of Potential for Regional Approaches**

If replacement of the existing Jail and Annex by a regional facility with other counties is the suggested approach, there are several significant barriers, primarily transportation costs, the complexity of developing a large project through two county boards and two sheriffs offices, the capital costs, and the lack of a viable partner. Given the large number of people booked at the Main Jail, even if a full-blown regional facility could be developed, the county would need to maintain its Central Booking and holding operation, which will effectively result in the need to keep the Main Jail. The Annex, which is the most staff-efficient area Scott County has, would be the most likely target for elimination in a regional approach. However, it is worth noting that Scott County effectively regionalized within Scott County when Central Intake was initiated with the City of Davenport. This project has the potential to construct the appropriate physical space for Central Intake. What may be a viable regionalization strategy is to consider regionalization for a specific population. The most likely (and most operationally viable) is the development of a specialized program for female offenders which Scott County could then offer on a regional basis to nearby jurisdictions. This approach could be done in Options type 2 - 4 with resulting cost off-setting revenues.

## **Section 3. Option Type 3: Remodel and Expansion Options**

This group of options fall into three potential subgroups:

- Option 3a - Jail only - the existing jail is remodeled and expanded to correct functional deficiencies and increase capacity to the desired levels, while the Annex remains as is.
- Option 3b - Annex only - the existing jail remains intact, while the Annex is remodeled and expanded to increase capacity to the desired levels.
- Option 3c - Jail and Annex - both facilities are remodeled and expanded to increase capacity to the desired levels.
  - Option 3c(1) - General Population is added at the Main Jail.
  - Option 3c(2) - General Population is added at the Annex.

This group of options can be categorized as the “middle of the road” options. They vary significantly.

### **Option 3a - Jail only**

The existing jail is remodeled and expanded to correct functional deficiencies and increase capacity to the desired levels, while the Annex remains as is.

#### **Assumptions and Implications**

- A project of this type is more complex, resulting in a variety of construction disruptions and phasing issues.
- The value of this option is its location and connections to the Courthouse.
- There are implications for parking levels in and around the Courthouse.
- This option has the ability to address other planned space needs in and around the Courthouse.
- This option makes continued use of the facilities in which Scott County has made an investment.
- Because of the inefficiency and ineffectiveness of Main Jail Housing areas, this option will add new housing space and re-use existing housing areas for another function.
- The Annex is a functional, if aging, building.
- This option has the potential to meet all of the identified needs of the preferred program. It also may have the potential to meet other county needs as space vacated can be re-used for other identified governmental functions.

#### **Pros and Cons**

##### *Pro*

- No additional internal transportation costs.
- Maintains adjacency with and connection to the Courthouse.
- Depending on the scope of the expansion, a number of identified space needs in and around the Courthouse could be met.
- Easier to integrate an expanded Central Intake with the planned new Davenport Police Department facility.
- Cooperative intergovernmental strategy.

Scott County, Iowa Community Jail and Alternatives Advisory Committee

Facility Planning Document

Section 3. Option Type 3: Remodel and Expansion Options

---

- Solves bed space issues and addresses classification requirements.
- Addresses most significant liability issues.
- Allows Scott County to control its jail operations.
- Allows Scott County to initiate the programming CJAAC has recommended, reducing the number of beds which must ultimately be constructed. This programming has the potential to reduce recidivism and enhancing public safety in Scott County.
- If the County elects to do so, they can hold inmates for other jurisdictions until the capacity is needed for Scott County.
- Spends dollars in Scott County.
- Addresses staffing inefficiencies at the Main Jail.

*Con*

- Scott County will continue to need to transport inmates between the Main Jail and the Annex.
- Size and location issues which surfaced in the 1998 referendum may resurface with this option.
- Depending on the location of the addition/ expansion, the County could be required to identify, acquire and construct additional parking areas.
- More likely to result in a “mid-rise” solution, which if not carefully planned would be less efficient from a staffing perspective.
- There are a variety of soil issues which will require attention in the parking lot to the west of the Jail and Courthouse; these will add to the capital cost of the project.
- Expansion to the east is likely to require closing, bridging or tunneling Ripley Street, which may result in a variety of zoning and siting issues.
- Continue to have hazardous materials access and evacuation issues associated with adjacency to the railroad tracks.
- Reuse of the existing buildings will result in a number of design and operational compromises and constraints. These can vary from the acceptable to those which will have serious implications for functionality and efficiency.
- Because the County will not acquire a new facility, there will be higher costs associated with maintaining the facility. Even if housing inefficiencies are addressed, energy cost efficiency will be less than a new structure.
- More difficult to construct anything in this location, which has the potential to increase contractor costs.
- Requires duplication of some staff posts, functions and spaces.
- Construction will take longer since the obvious strategy is to build new space first, relocate inmates and then renovate/rehab existing structures.

**Operational Impact**

This section examines the impact of this option on jail operations. This option addresses issues at the Main Jail and leaves the Annex essentially as it is. This allows the County to address staffing inefficiencies and the ineffectiveness of the current design.

1. **Security and Control:**
  - a. Replaces existing jail control with contemporary technology in a "user-friendly" system and design.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

2. ***Intake and Release:***
  - a. Provides an expanded intake and release area which is adequate to address current and future needs.
  - b. Has the potential to create a physical connection to the planned City of Davenport Police Facility.
  - c. All inmates will continue to be admitted and released at the Main Jail.
3. ***Video Court and Transportation:***
  - a. Maintains current connection of most inmates to both video-court and the physical link to the Courthouse.
  - b. Transportation remains at current levels with regard to movement to and from the Annex. Transportation out of county will be reduced.
4. ***Housing:***
  - a. This option assumes that current housing units are replaced, which will allow development of a more efficient and effective staffing pattern.
  - b. Annex housing will remain as it is, with upgrades consistent with those identified in the 2002 Alternatives Analysis. In the absence of upgrading the environment in the Annex, it will become an even more unpopular place among inmates. This has the potential to result in inmate misbehavior to "get back" to the more desirable general population housing areas.
5. ***Medical:***
  - a. All medical expansion occurs at the Main Jail location. Services are decentralized to the Annex as planned.
6. ***Visitation:***
  - a. All family visitation occurs through video visitation.
  - b. Public elements of visitation are located at the Main Jail because of its central location and accessibility via public transportation.
  - c. Professional visitation occurs in both facilities.
7. ***Public Spaces:***
  - a. Expanded at the Main Jail to provide a waiting area for visitors.
8. ***Inmate Programs:***
  - a. Services are decentralized with delivery of programs and services at both the Annex and the Main Jail.
  - b. Program facilities will be available at both locations, but more space will be available at the Main Jail.
9. ***Food Service:***
  - a. Kitchen is centralized at the Main Jail and the method for delivery of meals to the Annex continues.
  - b. Facilities are improved.
10. ***Laundry:***
  - a. Laundry services are centralized at the Main Jail, unless the laundry at the Annex can be expanded to provide the services there.
11. ***Storage and Receiving:***
  - a. Warehouse and receiving must occur at the Main Jail, which is likely to be somewhat more problematic for large vehicles, given the site constraints.
  - b. Receiving is separated from the Intake Sallyport.
12. ***Maintenance and Custodial Functions:***
  - a. All expansion occurs at the Main Jail.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

13. **Jail Administration:**
  - a. Remains at the Main Jail.
14. **Staff Services:**
  - a. Staff services are enhanced for those who work at the Main Jail but remain extremely limited for staff at the Annex.
  - b. All new functions are centralized at the Main Jail.
15. **Alternative Services:**
  - a. Remains at Main Jail.

### **Option 3b: Annex Only**

The existing jail remains intact, while the Annex is remodeled and expanded to increase capacity to the desired levels.

#### **Assumptions and Implications**

1. A project of this type is more complex, resulting in a variety of construction disruptions and phasing issues. The disruptions will not be as significant at this location since it is more isolated. As a result, it is less likely to impact other County and Courthouse users than Option 3a.
2. There is a shift in the location of most of the jail operations away from the Courthouse.
3. Expansion at the Annex may require relocation of Patrol and/or Warehouse.
4. This option does not address obsolescence and dysfunctionality at Main Jail.
5. This option expands transportation requirements.
6. This option makes continued use of the facilities in which Scott County has made an investment.
7. Less remodeling may be required at the Annex because it is essentially functional and the County has initiated a project to address program space deficiencies.
8. This option has the potential meet all of the identified needs of the preferred program. It also has the potential to meet other county needs as space vacated can be re-used for other identified governmental functions.

#### **Pros and Cons**

##### *Pro*

- Easier to build at this location from a construction perspective.
- Maintains adjacency with and connection to the Courthouse because the existing jail remains intact.
- Access to the Annex facility has improved since it opened.
- Allows Scott County to initiate the programming CJAAC has recommended, reducing the number of beds which must ultimately be constructed. This programming has the potential to reduce recidivism and enhancing public safety in Scott County.
- Solves bed space issues and addresses classification requirements.
- Allows Scott County to control its jail operations.
- Spends dollars in Scott County.
- If the County elects to do so, they can hold inmates for other jurisdictions until the capacity is needed for Scott County.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

- Facade will cost less than construction adjacent to the Courthouse.

*Con*

- Scott County will continue to transport inmates between the Main Jail and the Annex. The amount of transportation will increase.
- Scott County must work through zoning issues at the Annex site.
- Most inmates will not be adjacent to the Courthouse. While electronics can help to reduce the impact of this separation, there will still be additional inconveniences.
- There will be increased need for holding and staging capacity at the Main Jail, resulting in some loss of capacity and considerable problems around entry to the existing facility - particularly if it still functions as Central Intake. If it does not act as the Central Intake location, transportation costs skyrocket and there is a significant impact on the Davenport Police Department at the time of arrest.
- Does not address Main Jail deficiencies.
- Does not address the facility with the most significant liability issues, although it reduces them because fewer inmates are held at the Main Jail.
- Continue to have hazardous materials access and evacuation issues associated with adjacency to the railroad tracks.
- Duplication of security and control systems.
- Because the County will not acquire a new facility, there will be higher costs associated with maintaining the facility. Energy cost efficiency will be less than a new structure.
- Requires duplication of some staff posts, functions and spaces.
- Construction will take longer since the obvious strategy is to build new space first, relocate inmates and then renovate/rehab existing structures.

**Operational Impact**

This section examines the impact of this option on jail operations. This option addresses identified issues at the Annex, but leaves the Main Jail essentially "as is." This results in no ability to increase staff efficiency and effectiveness in the existing structure.

1. ***Security and Control:***
  - a. Annex control is replaced with contemporary technology in a "user-friendly" system and design.
  - b. Main jail control continues movement toward obsolescence, with all of the potential problems associated with Option 2.
2. ***Intake and Release:***
  - a. Fails to address issues identified in the Intake and Receiving area. This will result in the increased need to use areas off of the first floor for housing newly arrested inmates.
    - i. Sallyport access issues will increase as the number of inmates booked increases.
    - ii. Storage of inmate property will become increasingly problematic.
    - iii. Prisoner processing inefficiencies will continue to result in delays.
  - b. If there is no construction at this area, the potential to create a physical connection to the planned City of Davenport Police Facility decreases.
  - c. All inmates will continue to be admitted and released at the Main Jail.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

3. **Video Court and Transportation:**
  - a. Maintains current connection of most inmates to both video-court and the physical link to the Courthouse.
  - b. Transportation will increase significantly with regard to movement to and from the Annex. Transportation out of county will be reduced.
4. **Housing:**
  - a. Since current housing units at the Main Jail are not replaced, staffing will continue to be inefficient in this building and the County will continue to have problems in this facility associated with difficulty in supervision of inmates.
  - b. Annex housing will be upgraded, but most likely not replaced.
  - c. All new housing will be constructed for women and general population males.
5. **Medical:**
  - a. Medical expansion occurs at two locations since the two groups which use medical most (women and special management) will be split into two facilities.
6. **Visitation:**
  - a. All family visitation occurs through video visitation.
  - b. Public elements of visitation are located at the Main Jail because of its central location and accessibility via public transportation.
  - c. Professional visitation occurs in both facilities.
7. **Public Spaces:**
  - a. Expanded at the Main Jail to provide a waiting area for visitors.
8. **Inmate Programs:**
  - a. Services are decentralized with delivery of programs and services at both the Annex and the Main Jail.
  - b. Program facilities will be available at both locations, but more space will be available at the Annex.
9. **Food Service:**
  - a. Kitchen is centralized at the Annex and meals are delivered to the Main Jail.
10. **Laundry:**
  - a. Laundry services are centralized at the Annex.
11. **Storage and Receiving:**
  - a. Warehouse and receiving occur at the Annex, which is likely to be somewhat easier for large vehicles.
12. **Maintenance and Custodial Functions:**
  - a. All expansion occurs at the Annex.
13. **Jail Administration:**
  - a. Remains at the Main Jail.
14. **Staff Services:**
  - a. Staff services are enhanced for those who work at the Annex but are limited for staff at the Main Jail.
  - b. All new functions are centralized at the Annex.
15. **Alternative Services:**
  - a. Remain at Main Jail.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

### **Option 3c(1) and (2): Jail and Annex**

Both facilities are remodeled and expanded to increase capacity to the desired levels. In Option 3c(1) capacity is added at the Main Jail with minimal expansion of the Annex; in Option 3c(2) capacity is added at the Annex.

#### **Assumptions and Implications**

1. Construction will occur at two locations and will be phased.
2. The need for transportation continues. The degree depends on the location of General Population inmates and how inmate services, particularly food service, is managed.
3. Relocation of Patrol and the Warehouse is possible.
4. This option makes continued use of the facilities in which Scott County has made an investment.
5. Because of the inefficiencies and ineffectiveness of Main Jail Housing areas, the expansion at this area constructs new housing areas and re-uses the space vacated for other functions.
6. This option has the potential to meet all of the identified needs of the preferred program. It also may have the potential to meet other county needs as space vacated can be re-used for other identified governmental functions.

#### **Pros and Cons**

Pros and cons of this general approach are discussed first. The specific pros and cons of adding capacity at the Main Jail or the Annex are listed at the end.

##### *Pro*

- Smaller building masses at both locations.
- Maintains adjacency with and connection to the Courthouse.
- Depending on the scope of the expansion, a number of identified space needs in and around the Courthouse could be met.
- Easier to integrate an expanded Central Intake with the planned new Davenport Police Department facility.
- Cooperative intergovernmental strategy.
- Solves bed space issues and addresses classification requirements.
- Addresses liability issues.
- Allows Scott County to control its jail operations.
- Allows Scott County to initiate the programming CJAAC has recommended, reducing the number of beds which must ultimately be constructed. This programming has the potential to reduce recidivism and enhancing public safety in Scott County.
- If the County elects to do so, they can hold inmates for other jurisdictions until the capacity is needed for Scott County.
- Spends dollars in Scott County.
- Addresses staffing inefficiencies at the Main Jail.
- This option addresses deficiencies in both facilities.
- This option can enhance the staffing efficiency and functionality of both buildings.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

Con

- Scott County will continue to need to transport inmates between the Main Jail and the Annex.
- Size and location issues which surfaced in the 1998 referendum may resurface with this option.
- Depending on the location of the addition/ expansion, the County could be required to identify, acquire and construct additional parking areas.
- There are a variety of soil issues which will require attention in the parking lot to the west of the Jail and Courthouse; these will add to the capital cost of the project.
- Expansion to the east is likely to require closing, bridging or tunneling Ripley Street, which may result in a variety of zoning and siting issues.
- Continue to have hazardous materials access and evacuation issues associated with adjacency to the railroad tracks.
- Reuse of the existing buildings will result in a number of design and operational compromises and constraints. These can vary from the acceptable to those which will have serious implications for functionality and efficiency.
- Because the County will not acquire new facilities, there will be higher costs associated with maintaining the buildings. Even if housing inefficiencies are addressed, energy cost efficiency will be less than new structures.
- At least some construction will occur at the Main Jail site, which will result in a more difficult and challenging construction process, which has the potential to increase contractor costs.
- Requires duplication of some staff posts, functions and spaces.
- Construction will take longer since the obvious strategy is to build new space first, relocate inmates and then renovate/rehab existing structures.
- Because of continued transportation costs, this option will not be as efficient as a single replacement facility.
- Construction will occur at both buildings at some point. This will result in a period of operational disruption.

### **Operational Impact**

This section examines the impact of this option on jail operations. These options differ from Option 3a and Option 3b in that they address identified problems at both facilities through construction at both locations. The difference between Option 3c1 and 3c2 is whether general population males are accommodated at the Courthouse location or the Annex location. Option 3c1 locates them at the Courthouse, while Option 3c2 locates them at the Annex.

Option 3c1 results in a larger facility and more construction at the Courthouse location; transportation to court is minimized. The Sheriff's Office will continue to transport food and inmate workers to and from the Annex. Option 3c2 results in two facilities of equal size and more construction at the Annex location; transportation to court increases, but the Sheriff's Office will be able to eliminate or reduce the movement of workers and food between the two facilities. Because a larger number of staff are deployed at the Annex location, the number of posts dedicated to supervision of minimum security inmates can also be reduced by one full-time post.

1. **Security and Control:**
  - a. Both facilities get upgrade, "user-friendly" control systems, equipment and spaces.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

2. **Intake and Release:**
  - a. In both options, inmates are admitted and released from the Main Jail
  - b. Intake and release is expanded to meet current and projected needs.
3. **Video Court and Transportation:**
  - a. Video-conferencing is provided at both the Main Jail and the Annex, allowing its use for some video-court functions from the Annex location as well as the Main Jail.
  - b. Transportation between the facilities continues in both Option 3c(1) and Option 3c(2), but is greater with regard to movement of inmates to court in Option 3c(2) when general population males are relocated to the Annex.
4. **Housing:**
  - a. All housing areas are replaced or renovated to increase their efficiency and enhance the level of inmate supervision. Replacement of housing areas will be required at the Main Jail; renovation of housing areas will be possible at the Annex.
5. **Medical:**
  - a. The populations which use medical services the most are located at the Main Jail.
  - b. Space requirements do not change from one option to the other.
6. **Visitation:**
  - a. Video-visiting for professionals and families will be centralized at the Main Jail.
  - b. Professional visitation occurs in both facilities.
  - c. Space requirements do not change from one option to the other.
7. **Public Spaces:**
  - a. Space is enhanced at the Main Jail in both options.
8. **Inmate Programs:**
  - a. While the same distribution of square footage occurs in both options, the location changes based on whether the larger population is located at the Main Jail or the Annex.
9. **Food Service:**
  - a. There are differences between the two options with regard to food service delivery strategy.
    - i. If expansion occurs at the Main Jail, the Annex will continue to function as a satellite location; space will be enhanced to make the kitchen there function more effectively and to increase storage and serving areas.
    - ii. If expansion occurs at the Annex, the two facilities will be almost equal in size. It would be possible for the two kitchen to function separately, eliminating the need to transport food from one location to another. Staffing plans for these options reflect this change. This results in less transportation of food in Option 3c(2).
  - b. If general population males stay at the Main Jail, this will be the primary kitchen location. The most likely male work force is located at the Annex, resulting in the likelihood of some continued movement of inmate workers unless women become the exclusive food service workforce.
  - c. If general population males go to the Annex, the Annex will become the primary kitchen location. The Annex then becomes the primary kitchen location; minimum and medium security male workers would be available at that location, reducing the need for transportation to work.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 3. Option Type 3: Remodel and Expansion Options**

---

10. **Laundry:**
  - a. If the primary food service area relocates to the Annex, the primary laundry should be located at the Main Jail to provide work opportunities for the female population held there.
  - b. If the primary food service stays at the Main Jail, the primary laundry should be located at the Annex to provide work opportunities. The laundry does not provide as many work opportunities as food service does.
11. **Storage and Receiving:**
  - a. In both options, the primary storage and receiving area is located at the Annex because of ease of delivery and potential for re-use of sections of the existing warehouse.
12. **Maintenance and Custodial Functions:**
  - a. The primary maintenance area is located at the Main Jail. Given the potential for some re-use of existing structures, this is the most likely area for maintenance responsibilities. It also provides a closer relationship with other maintenance functions, facilitating potential sharing of space and personnel.
13. **Jail Administration:**
  - a. Jail administration is located at the Main Jail in both options to facilitate interaction with other divisions of the Sheriff's Department and the Courts.
14. **Staff Services:**
  - a. Staff services are divided, with more space allocated to the larger facility in each option.
15. **Alternative Services:**
  - a. Alternative services are located at the Main Jail in both options to facilitate interaction with the Courts and to make this function more accessible to the public.

## **Section 4. Option Type 4: Replacement Options**

This group of options fall into three discrete categories, each of which can be further subdivided:

1. Option 4a - The County centralizes all its detention functions at the Courthouse location and then sells, demolishes, or renovates the Annex for another purpose.
2. Option 4b - The County centralizes all its detention functions at the Annex location and then sells, demolishes or renovates the Main Jail for another purpose.
3. Option 4c - The County centralizes all its detention functions at another location and then sells, demolishes or renovates the Main Jail and the Annex for other purposes.

This options can be categorized as the “maximum impact” options.

### **Option 4a - Replacement Facility at Courthouse Location**

The County centralizes all its detention functions at the Courthouse location and then sells, demolishes, or renovates the Annex for another purpose.

#### **Assumptions and Implications**

1. It may be possible to “mothball” the Annex in event of future need.
2. It might be possible to sell the Annex.
3. Some connection with the Courthouse will be maintained.
4. This option has the potential meet all of the identified needs of the preferred program. It also has the potential to meet other county needs as space vacated can be re-used for other identified governmental functions.

#### **Pros and Cons**

##### *Pros*

- Reduces internal transportation costs to a minimum.
- Maintains adjacency to Courthouse.
- Maximizes potential for meeting identified space needs in and around the Courthouse as well as at the Annex.
- Easier to integrate an expanded Central Intake with the planned new Davenport Police Department facility.
- Allows for cooperative intergovernmental strategies.
- Solves bed space issues and addresses classification requirements.
- Allows Scott County to control its jail operations.
- Allows Scott County to initiate the programming CJAAC has recommended, reducing the number of beds which must ultimately be constructed. This programming has the potential to reduce recidivism and enhancing public safety in Scott County.
- If the County elects to do so, they can hold inmates for other jurisdictions until the capacity is needed for Scott County.
- Spends dollars in Scott County.
- Addresses staffing inefficiencies at the Main Jail.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 4. Option Type 4: Replacement Options**

---

- Provides best environment for staff.
- Most staff efficient of the options.
- Lowest life-cycle and maintenance costs.
- Design compromises are limited to those associated with connecting to the Courthouse.
- Minimizes maintenance costs.
- No duplication of functions, spaces and staff.

*Cons*

- Size and location issues may be a concern.
- The County will be required to identify, acquire and construct additional parking areas.
- More likely to result in a “mid-rise” solution, which if not carefully planned, would be less efficient from a staffing perspective.
- There are a variety of soil issues which will require attention in the parking lot to the west of the Jail and Courthouse; these will add to the capital cost of the project.
- Expansion to the east is likely to require closing Ripley Street, which may result in a variety of zoning and siting issues.
- Continue to have hazardous materials access and evacuation issues associated with the adjacency to the railroad tracks.
- Design constraints arise because of need to connect to the Courthouse.
- Most difficult from a construction perspective.
- May be perceived as “wasteful.”
- A potential repeat of 1998. The public said “no” to this once.
- If we “mothball” the Annex, questions will be raised about why don’t we reduce the capacity constructed, keep the Annex operating, and just do Option 3c(1).

**Operational Impact**

This section examines the impact of this option on jail operations. These options differ from Option 3a - c in that:

- They do not re-use any sections of the Main Jail or Annex for jail functions, allowing their re-use for other county functions or potential resale,
  - They provide all new construction for correctional functions, and
  - They provide a single facility for all jail functions.
1. ***Security and Control:***
    - a. This option allows for the development of a single control system and equipment; facility size will be such that control will no longer be a single person post on all shifts.
  2. ***Intake and Release:***
    - a. This option maintains a single point of admission and release in close proximity to the Davenport Police Department, a major user.
  3. ***Video Court and Transportation:***
    - a. Video-court is unchanged.
    - b. Transportation of inmates and materials is minimized.
  4. ***Housing:***
    - a. All housing is effectively and efficiently designed.
    - b. Staff resources are centralized in one facility.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 4. Option Type 4: Replacement Options**

---

5. **Medical:**
  - a. Staff resources are centralized.
6. **Visitation:**
  - a. All professional visitors go to the same facility.
7. **Public Spaces:**
  - a. Equally pleasing public spaces are available.
8. **Inmate Programs:**
  - a. All resources are located in a single facility.
9. **Food Service:**
  - a. No movement of food will be necessary.
  - b. Maximizes flexibility regarding inmate workers.
10. **Laundry:**
  - a. Maximizes flexibility regarding inmate workers.
11. **Storage and Receiving:**
  - a. Services are centralized.
12. **Maintenance and Custodial Functions:**
  - a. Services are centralized.
13. **Jail Administration:**
  - a. Relationship with other divisions of the Sheriff's Office are maintained.
14. **Staff Services:**
  - a. All services are centralized, resulting in no "equity issues" between staff who work at different facilities.
  - b. There is potential for sharing with other divisions of the Sheriff's Office.
15. **Alternative Services:**
  - a. All services are centralized in close proximity to the Courts.

### **Option 4b - Replacement Facility at Annex Location**

The County centralizes all its detention functions at the Annex location and then sells, demolishes or renovates the Main Jail for another purpose.

#### **Assumptions and Implications**

1. The relationship of the Jail to the Courts will be lost. It will be necessary to keep some space for court holding at the Main Jail and will have a negative impact on other criminal justice organizations.
2. This option could have a variety of public access issues.
3. This option will maximize transportation requirements - even with video arraignment.
4. This option has the potential meet all of the identified needs of the preferred program. It also has the potential to meet other county needs as space vacated can be re-used for other identified governmental functions.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 4. Option Type 4: Replacement Options**

---

## **Pros and Cons**

### *Pros*

- Availability of land at the Annex location.
- Site flexibility is greater here than at the Courthouse.
- Maximizes potential for meeting identified space needs in and around the Courthouse.
- Solves bed space issues and addresses classification requirements.
- Allows Scott County to control its jail operations.
- Allows Scott County to initiate the programming CJAAC has recommended, reducing the number of beds which must ultimately be constructed. This programming has the potential to reduce recidivism and enhancing public safety in Scott County.
- If the County elects to do so, they can hold inmates for other jurisdictions until the capacity is needed for Scott County.
- Spends dollars in Scott County.
- Addresses staffing inefficiencies at the Main Jail.
- Provides best environment for staff.
- With the exception of transportation staff, this is a very staff efficiency option.
- Lowest life-cycle and maintenance costs.
- Design compromises are limited to those associated with connecting to the Annex.
- Minimizes maintenance costs.
- No duplication of functions, spaces and staff.
- Minimizes hazardous materials issues.
- Easy from a construction and building perspective.

### *Cons*

- Increase in transportation costs for movement to court.
- Results in inconvenience to Davenport PD when intake moves from the Courthouse location.
- Makes collaborative approaches on Central Intake unlikely if not impossible.
- Size and location issues may surface at the Annex location.
- May be perceived as wasteful.
- Zoning issues.

## **Operational Impact**

This section examines the impact of this option on jail operations.

1. ***Security and Control:***
  - a. Same as Option 4a.
2. ***Intake and Release:***
  - a. This option is far less convenient for the Davenport Police Department.
  - b. It is less accessible to public transportation, potentially resulting in some inconvenience at the time of release or when people come to the facility to bond inmates out.
3. ***Video Court and Transportation:***
  - a. Video-court is unchanged.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 4. Option Type 4: Replacement Options**

---

- b. Transportation of inmates and materials increases significantly as all inmates must now be moved to and from court.
- 4. **Housing:**
  - a. Same as Option 4a.
- 5. **Medical:**
  - a. Same as Option 4a.
- 6. **Visitation:**
  - a. This option has the potential to be more inconvenient for both the public (who need to come to the Video Visiting Center) and professional visitors.
  - b. A likely strategy if this were to happen would be to locate the Video Visiting Center in vacated space, keeping it downtown. However, this would not eliminate inconvenience associated with professional visiting which has to occur face to face.
- 7. **Public Spaces:**
  - a. Same as Option 4a, except for the potential inconvenience issues noted in visitation above.
- 8. **Inmate Programs:**
  - a. This option may be less convenience for program providers who are based downtown.
- 9. **Food Service:**
  - a. Same as Option 4a.
- 10. **Laundry:**
  - a. Same as Option 4a.
- 11. **Storage and Receiving:**
  - a. Same as Option 4a.
- 12. **Maintenance and Custodial Functions:**
  - a. Same as Option 4a, with some potential inconvenience for maintenance personnel who are located downtown who also have to provide some level of services in the new facility.
- 13. **Jail Administration:**
  - a. Relationship with other divisions of the Sheriff's Office are disrupted.
- 14. **Staff Services:**
  - a. There is less potential for sharing with other divisions of the Sheriff's Office.
- 15. **Alternative Services:**
  - a. These services are no longer in close proximity to the Courts. If they stay at the Courthouse location in vacated space, they maintain the relationship with the Courts while sacrificing the relationship with the facility and associated support and supervisory staff.
  - b. This would be particularly inconvenient for pretrial and court compliance functions.

### **Option 4c - Replacement Facility at "Green Field" Location**

The County centralizes all its detention functions at another location and then sells, demolishes or renovates the Main Jail and the Annex for other purposes. This location could be a "rural," undeveloped site or it could be a location somewhere in Davenport.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 4. Option Type 4: Replacement Options**

---

**Assumptions and Implications**

1. The same level of transportation identified in Option 4b applies to this option.
2. It might be possible to “mothball” or sell the Annex.
3. Relationship to the Courts is lost. It will be necessary to keep some space at the Main Jail for court holding.
4. This option has the potential meet all of the identified needs of the preferred program. It also has the potential to meet other county needs as space vacated can be re-used for other identified governmental functions.

**Pros and Cons**

*Pros*

- Maximizes potential for meeting identified space needs in and around the Courthouse and provides an area for future space needs at the Annex.
- Solves bed space issues and addresses classification requirements.
- Allows Scott County to control its jail operations.
- With the exception of transportation staff, this is a very staff efficiency option.
- Spends dollars in Scott County.
- Allows Scott County to initiate the programming CJAAC has recommended, reducing the number of beds which must ultimately be constructed. This programming has the potential to reduce recidivism and enhancing public safety in Scott County.
- If the County elects to do so, they can hold inmates for other jurisdictions until the capacity is needed for Scott County.
- Addresses staffing inefficiencies at the Main Jail.
- Provides best environment for staff.
- Lowest life-cycle and maintenance costs.
- With a site that’s the right size, high potential for operating and design efficiency.
- Minimizes maintenance costs.\
- No duplication of functions, spaces and staff.
- Minimizes hazardous materials issues.
- Could be easy from a construction and building perspective - depending on the site.

*Cons*

- Transportation costs will be among the most expensive with this option - particularly if the location is at some distance from the courts.
- Results in inconvenience to Davenport PD when intake moves from the Courthouse location.
- Makes collaborative approaches on Central Intake unlikely if not impossible.
- Has the potential to take a sizeable amount of land off the tax rolls.
- May be perceived as wasteful.
- May raise issues about conversion of agricultural land.
- May have infrastructure and acquisition issues.
- May raise issues about siting a jail (NIMBY).
- Likely to be poorly received by criminal justice users of the facility.
- May be inconvenient for the public.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 4. Option Type 4: Replacement Options**

---

**Operational Impact**

The differences between this option and Option 4b depend on the location.

1. If the site were truly a rural, "green field" site, then distance could result in even greater inconvenience.
2. If the site were in downtown Davenport, in close proximity to the Courts, distance would be a less significant issue.

## Section 5. Capital Comparison of Options

### Introduction

This section examines the differences among these options in terms of how they must be modified and/or adapted to address the County's facility needs and their associated capital costs. At this point in the project, there are a broad spectrum of potential options which have different capital cost implications since they involve both new construction and various potential levels of renovation. As a result, unit costs are used to establish likely ranges of costs; the results effectively show differences in scale. As preferred options emerge, a more detailed approach to cost estimation may be possible. As a result, it would be incorrect to say that the amounts referenced in this section establish the project budget. They are, however, useful in evaluating the degree of differences among the options that have been identified and analyzed in this document.

### Capital Cost Implication of Option 1

Although Option 1 has no immediate capital cost impact, when a facility *is* ultimately constructed, a greater number of beds will be needed, because of the inability to implement *fully* the programs targeting recidivism. For a thirty year life cycle of the building, it is estimated that:

- If no programs were implemented, the County would have an average daily population of 80 more inmates than it would if all programs were implemented. This translates to a need for 94 additional beds. This translates to the need for approximately 20,000 additional square feet of space at a cost of \$230.42 per square foot for project costs, resulting in **additional** project costs of \$4,899,000 in today's dollars over and above the costs associated with the other options.
- If only the current level of funded programs (substance abuse treatment at the Annex and enhanced classification), the County would have an average daily population of 40 more inmates than it would if all programs were implemented. This translates to a need for 48 additional beds. This translates to the need for approximately 10,000 additional square feet of space at a cost of \$226.11 per square foot for project costs, resulting in **additional** project cost of \$2,449,500 in today's dollars over and above the costs associated with the other options.

Scott County, Iowa Community Jail and Alternatives Advisory Committee  
 Facility Planning Document  
 Section 5. Capital Comparison of Options

**How is Inmate Capacity Divided in Each Option?**

**Table 5.1** Capacity Location by Option

Group	Classification	Option 1: Board		Option 2: Third Facility Options			Option 3: Remodel and Addition Options						Option 4: Replacement Options						
		Jail	Annex	Jail	Annex	New	3a:Jail		3b:Annex		3c1: Both		3c2: Both		Capacity	Single	Double	Dorm	
							Jail	Annex	Jail	Annex	Jail	Annex	Jail	Annex					Jail
Female	Special Management											16		16		16			
	General Population											32		32			16		
	Special Programs											8		8				8	
	Inmate Workers											8		8				8	
	Flex											8		8		8			
Subtotal Women				0	0	72	72	0	0	72	72			72					
Male	Special Management			48			48		48		48		48	48					
	Disciplinary														12	12			
	Ad Seg														12	12			
	Medical														12	12			
	Flex														12	12			
	Intake Housing			48			48		48		48		48	48		48			
	General Population					128	128			128	128			128	128			64	
	Minimum				84			84		84		84		84	84				
	Work Release															12		12	
	Work Details															16		16	
	Substance Abuse															24		24	
	Inmate Workers															32		32	
Subtotal Men				96	84	128	224	84	96	212	224	84	96	212	308				
Total Existing				96	84	0	96	84	96	84	0	0	0	0					
Total New/Renovated				0	0	200	200	0	0	200	296	84	168	212					
Total Capacity by Facility		127	80	96	84	200	296	84	96	284	296	84	168	212					
Total Capacity		207		380			380		380		380		380		380				
Total Beds Needed (2017)		398		380			380		380		380		380		380		120	80	100
Population in excess of capacity		-191		0			0		0		0		0		0				

Because the alternative programs recommended by CJAAC can not be implemented at the jail beyond current levels, only those programs which can be done at the Annex or outside the facility will be implemented. Essentially, with the exception of the in-facility substance abuse treatment program at the Annex, enhanced classification and release planning, and out of facility programs, the recommended alternatives require more space than is available. As a result, the capacity required will be 398 (rather than 380). Since no additional space is constructed in Option 1, the County will lack 191 beds of its required capacity.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

---

**Discussion**

- **Option 1: Board Inmates in Other Locations**
  - Requires 398 beds in 2017, because additional programs aimed at reducing recidivism are not implemented. This is nineteen beds more than are currently planned.
  - Requires a capacity that is 191 beds greater than currently available.
- **Option 2: Build or Acquire a Third Facility**
  - Options 2 - 4 allows the implementation of programs, resulting in a need for 380 beds.
  - Because additional holding space is required for booking, only 96 males in intake and special management classifications are held at the Main Jail.
  - Minimum inmates remain at the Annex, which allows a capacity of 84.
  - Women and general population males move to a new facility, which would have a capacity of 200.
- **Option 3a: Renovate and Expand the Jail, Leaving the Annex Alone**
  - All housing, except minimum, is at the Main Jail, resulting in a capacity of 296.
  - Minimum and some low medium security males will be at the Annex, which keeps a capacity of 84.
  - Defers additional work on the Annex.
- **Option 3b: Renovate and Expand the Annex, Leaving the Jail Alone**
  - All housing, except male intake and special management, relocate to the Annex, resulting in a capacity 284.
  - Male special management and intake remain at the Main Jail, which has a capacity of 96.
- **Option 3c(1): Renovate/Expand at Both Locations, Keeping General Population Males at the Main Jail**
  - The Main Jail has a capacity of 296, as in Option 3a.
  - The Annex houses 84 minimum security male inmates. Its deficiencies are corrected.
  - Additional support space is located here in anticipation of future growth.
- **Option 3c(2): Renovate/Expand at Both Locations, Moving General Population Males to the Annex.**
  - The Main Jail has a capacity of 168, special management and intake males, as well as all female inmates.
  - The Annex has a capacity of 212, holding general population and minimum security males.
- **Option 4: Replacement Options**
  - The replacement facility could potentially be located Downtown (Option 4a), at the Annex (Option 4b), or a third, unknown location (Option 4c).
  - The new facility provides for 380 inmates.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

---

**How Much Space Do We Currently Have?**

**Table 5.2** Current Space Inventory

Location	GSF			Estimated NSF			
	Floor/level	Original	Addition	Total	Original	Addition	Total
Main Jail				60% efficiency factor			
Lower level		0	6,300	6,300	0	3,780	3,780
1	4,650	6,300	10,950	2,790	3,780	6,570	
2	4,650	6,300	10,950	2,790	3,780	6,570	
3	4,650	6,300	10,950	2,790	3,780	6,570	
4	4,650	0	4,650	2,790	0	2,790	
Subtotal	18,600	25,200	43,800	11,160	15,120	26,280	
Annex				75% efficiency factor			
1			36,000			27,000	
Total			79,800			53,280	

The County currently has approximately 80,000 gross square feet of space in the Jail and the Annex (including the portion used for inmate housing and the Warehouse). In the Main Jail, the space includes all of the space on each floor; it includes wall thicknesses, pipe chases, corridors, and the exterior recreation area (on the 3rd level only). Only a portion of this space can be considered usable space, i.e., cells, kitchen, etc. By using a 60% efficiency factor

(typical for a building of this design and type), net square footage for the jail is estimated at 26,280. In the Annex, there are 36,000 gross square feet (including the mechanical and sallyport areas); this does not include the patrol area. The Annex is a much more efficient building than the Main Jail. A higher efficiency factor (75%) is used to estimate net or usable space in the buildings. The result, 27,000 net square feet, is consistent with a prior analysis of housing bays at the Annex. Together, the County currently has about 53,280 square feet of usable space for its jail operations. It needs about 92,000 square feet of usable space.

**How Much Space Do We Need for 380 Beds?**

The spaces which are summarized in the table on the following page have been developed as a result of facility size decisions recommended by CJAAC and the Board of Supervisors and operational decisions made by the Sheriff's Department. The goals of the facility planning process have been to develop a facility which is functional, staff-efficient, consistent with contemporary professional practices, safe and secure. The details which document the operational decisions are available in the Facility Needs Document which was referenced in Section 1 of this document.

The facility has been divided into the components which are listed in the adjacent table. The Facility Needs Document makes no assumptions about where the space would be provided; rather it focuses on how the function should occur. The Net Square Feet (Net SF) column identifies the usable space which is required by correctional standards and functionality. Net SF is the space from wall to wall of each room; Net SF does not include corridors, pipe chases, mechanical rooms, wall thicknesses, stairs, etc. which must also be provided. The Factor column uses a ratio, developed as a result of analysis of comparable designs, to identify how much gross space will be required for the elements of the building based upon the net square feet planned.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 5. Capital Comparison of Options**

---

The program identifies a need for approximately 91,685 net square feet, which translates to approximately 150,100 gross square feet. Space for mechanical systems is estimated at 5%.

Review of these two tables shows the nature of Scott County's jail space problem.

- The County has a deficit of approximately 40,000 net square feet assuming that all Warehouse space at the Annex is converted to jail use.
- It is clear that renovation alone will not be able to address jail space needs.

**Table 5.3** Summary of Spaces Identified in Facility Needs Document

<b>Component Name</b>	<b>Net SF</b>	<b>Factor</b>	<b>Gross SF</b>
Security and Control	1,285	1.55	1,990
Intake and Release	7,845	1.65	12,940
Video Court and Transportation	810	1.40	1,130
Housing (total)			
cell housing	36,885	1.70	62,700
dormitory housing	12,485	1.50	18,730
Medical	1,480	1.55	2,290
Visitation	1,270	1.40	1,780
Public Spaces	1,275	1.40	1,790
Inmate Programs	3,670	1.50	5,510
Food Service	5,795	1.25	7,240
Laundry	1,255	1.25	1,570
Storage and Receiving	3,260	1.25	4,080
Maintenance and Custodial	1,760	1.25	2,200
Jail Administration	1,395	1.55	2,160
Staff Services	4,775	1.55	7,400
Alternative Services	1,980	1.50	2,970
Shared Dispatch/EOC	4,460	1.45	6,470
Subtotal Programmed Spaces	91,685		142,950
Mechanical (5%)			7,150
Total GSF Programmed by Building	91,685		150,100

### How Do the Options Impact the Program?

Each of the options in this document have different impacts on the space program. In Sections 2-5 of this document, under each option, there is a discussion of how each functional component changes (if there is a change) in each option. The table which follows shows how spaces need to be modified (if they do require a change) in each of the option. Information is presented in summary form. Appendix A provides the detailed, room by room listing, for each component summarized in the table which follows.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

**Table 5.4** Size Comparison of Each Option

Component Name	Option 2 - Add 3rd facility						Option 3a - Renovate/ Expand at Jail				Option 3b - Renovate/ Expand at Annex				Option 3c(1) - Renovate/Expand Both				Option 3c(2) - Renovate/Expand Both				Option 4 - All New		
	Jail NSF	Annex NSF	3rd Facility	Total NSF	GSF	Total GSF 3rd Facility	Jail NSF	Annex NSF	Total NSF	GSF	Jail NSF	Annex NSF	Total NSF	GSF	Jail NSF	Annex NSF	Total NSF	GSF	Jail NSF	Annex NSF	Total NSF	GSF	Net SF	Factor	Gross SF
Security and Control	720	595	670	1,985	3,080	1,040	1,285	0	1,285	1,990	0	1,285	1,285	1,990	715	320	1,035	1,600	715	715	1,430	2,220	1,285	1.55	1,990
Intake and Release	7,725	0	0	7,725	12,750	0	7,845	0	7,845	12,940	0	7,845	7,845	12,940	7,725	0	7,725	12,750	7,725	0	7,725	12,750	7,845	1.65	12,940
Video Court & Transportation	810	270	270	1,350	1,890	380	810	0	810	1,130	0	810	810	1,130	810	270	1,080	1,510	810	270	1,080	1,510	810	1.40	1,130
Housing (total)																									
cell housing	13,205	0	23,680	36,885	62,700	40,260	37,510	0	37,510	63,770	0	23,680	23,680	40,260	36,885	0	36,885	62,700	23,540	13,345	36,885	62,700	36,885	1.70	62,700
dormitory housing	0	12,335	0	12,335	18,500	0	0	0	0	0	0	12,485	12,485	18,730	280	12,335	12,615	18,920	280	12,335	12,615	18,920	12,485	1.50	18,730
Medical	1,360	525	890	2,775	4,300	1,380	1,480	0	1,480	2,290	0	1,480	1,480	2,290	1,360	125	1,485	2,300	1,360	525	1,885	2,920	1,480	1.55	2,290
Visitation	1,190	0	0	1,190	1,670	0	1,270	0	1,270	1,780	0	1,270	1,270	1,780	1,190	0	1,190	1,670	1,190	0	1,190	1,670	1,270	1.40	1,780
Public Spaces	1,275	355	355	1,985	2,780	500	1,275	0	1,275	1,790	0	1,275	1,275	1,790	1,275	295	1,570	2,200	1,275	295	1,570	2,200	1,275	1.40	1,790
Inmate Programs	1,040	1,440	1,900	4,380	6,570	2,850	3,670	0	3,670	5,510	0	3,670	3,670	5,510	2,540	0	2,540	3,810	1,100	2,285	3,385	5,080	3,670	1.50	5,510
Food Service	1,870	1,720	3,370	6,960	8,700	4,210	5,795	0	5,795	7,240	0	5,795	5,795	7,240	4,590	1,250	5,840	7,300	1,910	4,105	6,015	7,520	5,795	1.25	7,240
Laundry	100	1,105	100	1,305	1,630	130	1,255	0	1,255	1,570	0	1,255	1,255	1,570	0	1,255	1,255	1,570	0	1,255	1,255	1,570	1,255	1.25	1,570
Storage and Receiving	1,005	1,715	1,125	3,845	4,810	1,410	3,260	0	3,260	4,080	0	3,260	3,260	4,080	1,130	2,440	3,570	4,460	1,130	2,440	3,570	4,460	3,260	1.25	4,080
Maintenance & Custodial	735	935	735	2,405	3,010	920	1,760	0	1,760	2,200	0	1,760	1,760	2,200	1,085	620	1,705	2,130	785	935	1,720	2,150	1,760	1.25	2,200
Jail Administration	1,145	1,035	1,220	3,400	5,270	1,890	1,395	0	1,395	2,160	0	1,395	1,395	2,160	1,145	610	1,755	2,720	1,145	1,035	2,180	3,380	1,395	1.55	2,160
Staff Services	1,690	1,615	4,140	7,445	11,540	6,420	4,775	0	4,775	7,400	0	4,775	4,775	7,400	4,040	1,415	5,455	8,450	1,015	4,440	5,455	8,450	4,775	1.55	7,400
Alternative Services	1,980	0	0	1,980	2,970	0	1,980	0	1,980	2,970	0	1,980	1,980	2,970	1,980	0	1,980	2,970	1,980	0	1,980	2,970	1,980	1.50	2,970
Shared Dispatch/EOC	0	0	4,460	4,460	6,470	4,460	4,460	0	4,460	6,470	0	4,460	4,460	6,470	0	4,460	4,460	6,470	0	4,460	4,460	6,470	4,460	1.45	6,470
Subtotal Programmed Spaces	35,850	23,645	42,915	102,410	158,640	65,850	79,825	0	79,825	125,290	0	78,480	78,480	120,510	66,750	25,395	92,145	143,530	45,960	48,440	94,400	146,940	91,685		142,950
Mechanical (5%)					7,930	3,290				6,260				6,030				7,180				7,350			7,150
Total GSF Programmed by Building	58,310	38,460			166,570	69,140	131,550	0		131,550	0	126,540		126,540	109,170	41,540		150,710	75,120	79,170		154,290	91,685		150,100
Current SF Available	43,800	36,000					43,800					36,000			43,800	36,000		79,800	43,800	36,000		79,800			79,800
Deficit	-14,510	-2,460					-87,750					-90,540			-65,370	-5,540		-70,910	-31,320	-43,170		-74,490			-70,300

The table displays six options:

- Option 2: Add 3rd Facility which does not change depending on whether 2a or 2b is selected,
- Option 3a: Renovate/Expand at the Jail,
- Option 3b: Renovate/Expand at the Annex,
- Option 3c(1): Renovate/Expand Both with General Population at the Jail,
- Option 3c(2): Renovate/Expand Both with General Population at the Annex, and
- Option 4: All New, which does not change depending on whether 4a, 4b or 4c is selected.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

---

The spaces required for each are totaled in the Total GSF Programmed by Building Row. This row shows how much square footage is required in each option:

- Option 2: Add 3rd Facility requires 166,570 GSF to meet all identified needs, but does not actually make any changes at either the Jail or the Annex, resulting in a separate facility of 69,140 GSF. As a result, there are space deficits in the Jail (-14,510) and Annex (-2,460), which can not be corrected by adding the space to a third facility. This option results in the greatest duplication of spaces and functions.
- Option 3a: Renovate/Expand at the Jail requires 131,550 GSF, but does not address any space deficiencies at the Annex. It meets some of the needs identified in the Facility Needs document, but not all of them.
- Option 3b: Renovate/Expand at the Jail requires 126,540 GSF to meet identified needs, but does not address any space deficiencies at the Main Jail. This results in a serious space deficiency in addition to leaving an aging infrastructure. It leaves a number of needs identified in the Facility Needs Document unmet.
- Option 3c(1): Renovate/Expand Both with General Population Males at the Jail requires 150,710 GSF to meet all identified needs. ***This is the first option that meets all identified needs***, and it is very comparable in size to Option 4.
- Option 3c(2): Renovate/Expand Both with General Population Males at the Annex requires 154,920 GSF to meet all identified needs. ***This option also meets all identified needs***, and it is only slightly larger because of the duplication of some spaces.
- Option 4: All New requires 150,100 to meet all identified needs.

The options are not equal in terms of whether the space is new construction or renovated. The next table shows what amount of the square footage is new construction and what is renovation. The square footage shown in Table 5.6 is based on concepts developed by Larrison and Associates to test the viability of the program. It identifies how much square footage can be re-used in the two existing facilities to meet program needs while addressing efficiency issues.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

**Table 5.6** Type of Construction by Option

	Option 2 - Add 3rd facility				Option 3a - Renovate/Expand at Jail			Option 3b - Renovate/Expand at Annex			Option 3c(1) - Renovate/Expand Both			Option 3c(2) - Renovate/Expand Both			Option 4
	Jail NSF	Annex NSF	3rd Facility	Total NSF	Jail NSF	Annex NSF	Total NSF	Jail NSF	Annex NSF	Total NSF	Jail NSF	Annex NSF	Total NSF	Jail NSF	Annex NSF	Total NSF	New Construction
Construction Type:																	
New Construction	0	0	42,915	69,140	103,690	0	103,690	0	112,470	112,470	90,000	0	90,000	65,000	31,470	96,470	150,100
Renovate	0	0		0	18,900	0	18,900	0	22,000	22,000	18,900	36,000	54,900	18,900	36,000	54,900	0
Re-use Existing (Demo for planned use)	0	0		0	4,650	0	4,650	0	0	0	4,650	0	4,650	4,650	0	4,650	25,200
Add Roof over exterior rec area	NA				cost allowance			NA			cost allowance			cost allowance			cost allowance
Not modified	41,000	19,200		60,200	13,950	36,000	49,950	43,800	2,000	45,800	13,950	2,000	15,950	13,950	2,000	15,950	18,600
Total	41,000	19,200	42,915	129,340	141,190	36,000	177,190	43,800	136,470	180,270	127,500	38,000	165,500	102,500	69,470	171,970	193,900
Total Less not modified				69,140			127,240			134,470			149,550			156,020	175,300
GSF Available in:																	
Jail	43,800																
Annex	19,200																
Total	63,000																

The table identifies the following construction categories:

- New construction,
- Renovation,
- Re-use of Existing<sup>1</sup>,
- Add roof over exterior recreation area - will be required in a number of options to allow re-use of this space, and
- Not modified - refers to space which will not be modified, but which will be used for jail or other public safety functions

Each of the options result in varying amounts of new and renovated space, based upon how they lay out on the site and within the existing structure (in those scenarios in which renovation occurs. This results in some variance from the square feet planned for each option. Re-use of existing structures always results in some constraints to the design, but also results in a less costly approach to addressing the needs.

<sup>1</sup> This refers to the demolition of the interior portions of the facility to allow its re-use for a planned, non-jail function. This is most likely for a large section of the Main Jail (a floor) which could be remodeled for a county function which is currently in leased space and which has an affinity to the Courthouse.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

- Option 2: Add 3rd Facility results in approximately 69,140 GSF of all new construction. Because both the Jail and the Annex stay in use, there are no demolition and no roofing costs.
- Option 3a: Renovate/Expand at the Jail results in a mixture of new construction (about 104,000 GSF) and renovation (about 18,900 GSF). This option renovates the addition for jail use, provides internal demotion for one floor of the existing jail for immediate re-use) and uses the remainder of the original jail “as is” for storage. This option will include the cost of roofing over the exterior rec area.
- Option 3b: Renovate/Expand at the Annex results in a mixture of new construction (about 112,500 GSF) and renovation (22,000 GSF). Because this option assumes that the Main Jail remains “as is” no demolition or roofing occurs.
- Option 3c(1): Renovate/Expand Both with General Population Males at the Jail results in a mixture of new construction (approximately 90,000 GSF at both the Main Jail and the Annex) and renovation (54,900 GSF). This option will require costs associated with demolition and roofing over the exterior exercise area.
- Option 3c(2): Renovate/Expand Both with General Population Males at the Annex results in a mixture of new construction (approximately 96,500 GSF) and renovation (54,900 GSF). This option will require costs associated with demolition and roofing.
- Option 4: All New requires approximately 150,000 GSF of new construction.

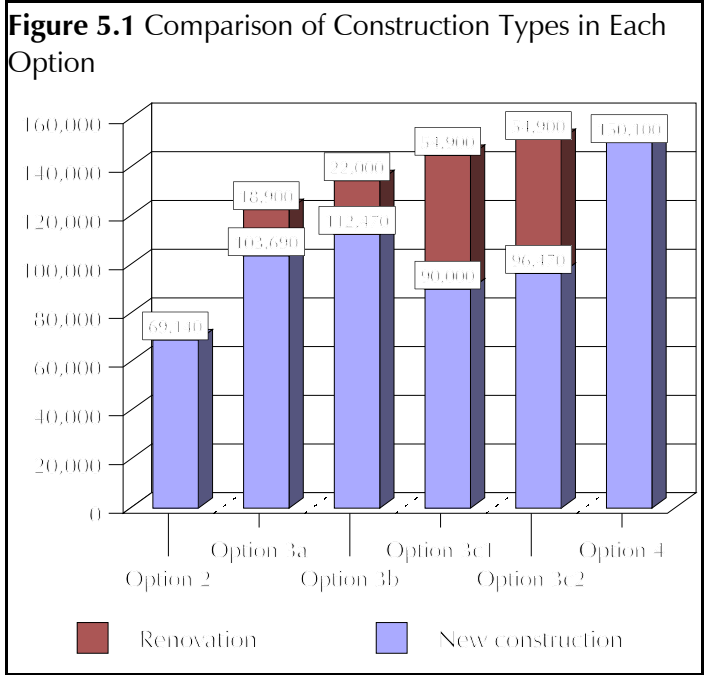


Figure 5.1 provides a graphic comparison of the construction types involved in each option. The type of construction has a direct relationship to cost.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 5. Capital Comparison of Options**

**How Do These Compare in Terms of Costs?**

**What is the Cost of Construction?**

Until the building is bid and built, it is not possible to know the exact cost of construction. As a result, all work done at preliminary stages of the project is aimed at setting a realistic construction budget for the project; all cost estimation is based on the best, conservative set of assumptions that fit a specific situation.

**Table 5.6** Estimated Unit Costs for Construction and Renovation

<b>Option Description</b>	<b>2 Third Facility</b>	<b>3a Renovate &amp; Expand at Jail</b>	<b>3b Renovate &amp; Expand at Annex</b>	<b>3c1 Renovate Both GP Downtown</b>	<b>3c2 Renovate Both GP Annex</b>	<b>4 Replace Everything</b>
<b>Space Summary</b>						
New GSF						
one location	69,140	103,690	112,470	90,000	0	150,100
two locations	0	0	0			
Jail					65,000	
Annex					31,470	
Renovated GSF						
Main Jail	0	18,900	0	18,900	18,900	0
Annex	0	0	22,000	36,000	36,000	0
Re-use Existing (Demo for planned use)	0	4,650	0	4,650	4,650	25,200
Roof over rec area	NA	allowance	NA	allowance	allowance	allowance
Not modified	60,200	49,950	45,800	15,950	15,950	60,200
Total GSF	129,340	177,190	180,270	165,500	171,970	235,500
Total GSF less not modified	69,140	127,240	134,470	149,550	156,020	175,300
<b>Construction Cost Summary</b>						
New Construction						
New Construction Unit Cost (One location)	\$181.45	\$175.35	\$175.35	\$181.45		\$175.90
New Construction Unit Cost (Two locations)						
30,000 SF range					\$198.60	
60,000 SF range					\$181.45	
Renovation						
High Range Renovation (85%)	\$154.24	\$149.07	\$149.07	\$154.25	\$169.00	\$149.54
					\$154.00	
Average Renovation	\$90.75	\$87.68	\$87.68	\$90.73	\$99.00	\$87.95
					\$91.00	
Low Range Renovation (15%)	\$27.21	\$26.28	\$26.28	\$27.20	\$30.00	\$26.37
					\$27.00	

This table shows potential unit cost ranges for each option. Unit costs were taken from the 2004 edition of the Means Index of Construction Costs and are based on the average cost suggested for a similarly sized projects. The Index Cost was not modified for commercial construction in Davenport, since the regional index suggests that costs of this type in Davenport are 99% of average. Ranges for renovations were based on the following assumptions:

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 5. Capital Comparison of Options**

- A high end renovation will leave the building envelop, but will assume gutting the interior of the building and replacing HVAC systems.
- A low end renovation will replace interior finishes.
- An average renovation is the mid-point between these two extremes.

The cost of construction will also vary based on the amount of construction which will occur. In general, the smaller the project, the higher the cost per square foot. This factor, as well as the need for a higher exterior finish at the Courthouse location, results in the variation in unit costs among the options. The following assumptions are made about the level of renovation which will be required at each location:

- Renovations at the Annex will fall toward the low end of the spectrum, since the design is basically functional and changes will focus on any systemic upgrades required and connections to new construction. The degree to which expansion into the warehouse occurs varies by option; expansion into the warehouse are likely to result in average renovation costs, since changes to the finish alone will not allow this space to be used for the functions which need to be there.
- Renovations of the Main Jail in which the re-use will be correctional will fall toward the high end of the spectrum, since the design is not functional and major changes in structure, internal layout and systems will be required. It is conceivable that a renovation of this type may end up costing as much as new construction.

Table 5.7 applies the unit costs and square footage shown in Table 5.6 to estimate construction and project costs.

**Table 5.7** Estimated Construction and Project Costs

<b>Option</b>	<b>2</b>	<b>3a</b>	<b>3b</b>	<b>3c1</b>	<b>3c2</b>	<b>4</b>
<b>Description</b>	<b>Third Facility</b>	<b>Renovate &amp; Expand at Jail</b>	<b>Renovate &amp; Expand at Annex</b>	<b>Renovate Both GP downtown</b>	<b>Renovate Both GP Annex</b>	<b>Replace Everything</b>
<b>Most Likely Renovation Scenario</b>	<b>No Renovation</b>	<b>High Range Renovation</b>	<b>Low Range Renovation</b>	<b>High Range at Jail, 20,000 Low and 16,000 High Range at Annex</b>		<b>Re-use Demo Only</b>
<b>Construction Cost</b>						
New Construction	\$12,545,500	\$18,182,000	\$19,721,600	\$16,330,500	\$18,044,192	\$26,402,600
<b>Renovation Construction Cost</b>						
Jail	\$0	\$2,817,400	\$0	\$2,915,300	\$3,194,100	\$0
Annex (low)	\$0	\$0	\$578,200	\$544,000	\$544,000	\$0
Annex (high)	\$0	\$0		\$2,468,000	\$2,468,000	
Re-use Existing (Demo @\$15/SF)	\$0	\$69,800	\$0	\$69,800	\$69,800	\$378,000
Roof Allowance	\$0	\$20,000	\$0	\$20,000	\$20,000	\$20,000
<i>Subtotal Construction</i>	<i>\$12,545,500</i>	<i>\$21,089,200</i>	<i>\$20,299,800</i>	<i>\$22,347,600</i>	<i>\$24,340,092</i>	<i>\$26,800,600</i>

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 5. Capital Comparison of Options**

<b>Option</b>	<b>2</b>	<b>3a</b>	<b>3b</b>	<b>3c1</b>	<b>3c2</b>	<b>4</b>
<b>Description</b>	<b>Third Facility</b>	<b>Renovate &amp; Expand at Jail</b>	<b>Renovate &amp; Expand at Annex</b>	<b>Renovate Both GP downtown</b>	<b>Renovate Both GP Annex</b>	<b>Replace Everything</b>
<b>Most Likely Renovation Scenario</b>	<b>No Renovation</b>	<b>High Range Renovation</b>	<b>Low Range Renovation</b>	<b>High Range at Jail, 20,000 Low and 16,000 High Range at Annex</b>		<b>Re-use Demo Only</b>
<b>Other Project Costs</b>						
A/E Fees	included in unit costs					
Furniture, Fixtures and Equipment (3.5%)	\$439,000	\$738,000	\$710,000	\$782,000	\$852,000	\$938,000
Special Systems (4%)	\$502,000	\$844,000	\$812,000	\$894,000	\$974,000	\$1,072,000
Contingency (10%)	\$1,255,000	\$2,109,000	\$2,030,000	\$2,235,000	\$2,434,000	\$2,680,000
Administrative Costs (2%)	\$251,000	\$422,000	\$406,000	\$447,000	\$487,000	\$536,000
Site Development (3.5%)	\$439,000	\$738,000	\$710,000	\$782,000	\$852,000	\$938,000
Bonding Cost	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000
Site Acquisition	NA	NA	NA	NA	NA	?
Off-site Utilities	NA	NA	NA	NA	NA	?
<b>Subtotal Project Costs</b>	<b>\$3,386,000</b>	<b>\$5,351,000</b>	<b>\$5,168,000</b>	<b>\$5,640,000</b>	<b>\$6,099,000</b>	<b>\$6,664,000</b>
<b>Total Planned Costs</b>	<b>\$15,931,500</b>	<b>\$26,440,200</b>	<b>\$25,467,800</b>	<b>\$27,987,600</b>	<b>\$30,439,092</b>	<b>\$33,464,600</b>
Average Cost/SF	\$244.45	\$220.45	\$200.93	\$198.54	\$206.98	\$202.53
Cost Escalation to 2005 (3%/Year)	\$16,409,000	\$27,233,000	\$26,232,000	\$28,827,000	\$31,352,000	\$34,469,000
<b>Cost Escalation to 2006 (3%/Year)</b>	<b>\$16,901,000</b>	<b>\$28,050,000</b>	<b>\$27,019,000</b>	<b>\$29,692,000</b>	<b>\$32,293,000</b>	<b>\$35,503,000</b>
<b>Rank in Capital Cost</b>	<b>2</b>	<b>4</b>	<b>3</b>	<b>5</b>	<b>6</b>	<b>7</b>

Once construction costs are calculated in this manner, then additional project costs, if known, are added as a percentage of cost. Finally, the project costs are escalated to the projected midpoint of construction. The options are ranked. Option 1 (Status Quo) has no capital costs and is the least expensive of the possible options.

The capital costs associated with the options are not equal - but neither are the options:

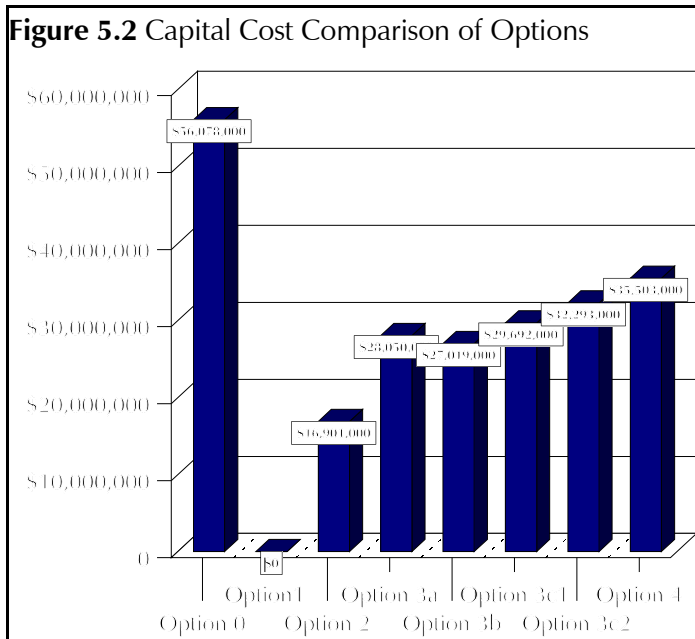
- Option 1 costs the least in terms of capital costs, but fails to address deficiencies in either of the County facilities and fails to address the escalating costs of boarding inmates.
- Option 2 has the lowest capital cost, but does not address the deficiencies at either the Main Jail and the Annex; it is included only because it increases the County's jail capacity.
- Option 3a and 3b address the deficiencies at one facility and not another. Because the County has begun to address the issues at the Annex, option 3a is a more responsible option than 3b, which fails to address the serious physical plant and functionality issues of the Main Jail. Option 3b costs the least of the three mid-range options; Option 3a costs approximately \$1 million dollars more to construct.
- Option 3c1 addresses the issues at both facilities, with no new construction at the Annex. This option is the most expensive of the mid-range options at \$29.7 million.
- Option 3c2 addresses the issues at both facilities, with some new construction at the Annex. Because this option involves two sizeable construction projects at two locations, there is a construction cost premium associated with this option, resulting in higher construction costs.
- Option 4 addresses all needs, but has a higher price tag. It also brings with it several significant issues. This is the most expensive of the options.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 5. Capital Comparison of Options**

---

- If the County took this approach, it would result in vacant space in both the Annex and the Main Jail. The amount of space vacated exceeds what the County needs in the near future.
- This would result in the addition of a significant structure. If this occurs at the Courthouse location (which is the most sensible of the three possible variations of Option 4), expansion of other Courthouse functions might be limited in the future. At other locations, there could be similar site problems. In addition, in other locations this would result in the loss of a connection to the Courthouse, which has great value operationally.

**Summary**



During this section, there has been no discussion of Option 1. Status Quo, because it has no immediate capital cost implications. Its capital cost is \$0. Section 6 will explore the operating cost implications of each option. It is also worth noting that Option 0 (the facility planned in 1998) would have resulted in costs of approximately \$56 million in today's dollars; the current options under consideration are considerably smaller and considerably less costly.

## Section 6: Operating Cost Comparison of Options

### Introduction

Although the capital costs associated with construction of a jail are significant, the operating costs have a far greater impact on the jurisdiction in the long-term. Over a thirty year period, for every dollar spent on the capital project, jurisdictions typically spend a minimum of \$9 to operate the facility. As a result, the planning process to define facility needs has designed a facility around principles that enhance staff efficiency. Specifically, the planned design and operations:

1. Have developed housing pods and units of a size that maximizes the number of inmates that can be effectively supervised by one officer.
2. Housing units which must be small, because of the population they hold, are grouped with other small units into an efficiently sized pod which can supervised by one officer.
3. Housing pods are located adjacent to each other to allow staffing to be reduced during the night shift when inmates are locked down.
4. To the greatest degree possible, services are decentralized to the housing unit and/or pod to minimize staffing associated with inmate movement.
5. The use of video-technology for court is expanded within court and adapted to medical and visiting functions to minimize inmate and staff movement.

### Option 1: Status Quo Cost Analysis

#### FY 2003 Jail Statistics

In FY 2003, the total Scott County jail population was 213.68; the average population of the Main Jail and the Annex was 189.10. The ADP of inmates held in other locations was 24.58. This represents 77,992 total "days of care" or inmate days, 8,970 of which occurred outside of Scott County.

In 2003 the Sheriff's Office began tracking the direct costs associated with transportation of prisoners. Cost associated with movement of prisoners include staff time, mileage, gasoline and other travel related expenses. Just over half of the trips were to Linn County, while about one-third were to Rock Island County. The remainder were to Henry County. Transport to a court appearance was the most common reason for the transport (57%), while initial placements were 9% of the trips. 28% occurred because the inmate was returned following the court appearance. It is clear that the first transport of the inmate is only the "tip of the iceberg." Most inmates who remain in custody for the entire period of pretrial detention have a minimum of 5 hearings. Current mileage with this distribution of locations suggests about 74,100 miles drive annually, and 1,550 hours spent driving.

#### Where are the Beds?

The table on the following page shows locations within both a 50 and 100 mile radius where Scott County could potential board prisoners. In addition, larger jurisdictions in Iowa and Illinois which might be potential sellers - or potential users - of jail beds are listed.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 6: Operating Cost Comparison of Options**

**Table 6.1 Jail Bed Market Analysis**

State	County	County Seat	# Beds	ADP	Possible Beds	Date Opened/ Renovated	Distance (Round Trip)	Time (Round Trip)
Iowa	Henry	Mt. Pleasant	9	8	1	1963	174	2.5
	Linn	Cedar Rapids	397	289	108	1984/2002	164	3
	Jackson	Maquoketa	8	10	-2	1974	80	2
	Dubuque	Dubuque	46	60	-14	1974/1990	144	3.25
	Jones	Anamosa	22	17	5	1936/1996	150	2.75
	Cedar	Tipton	32	26	6	1894	88	1.75
	Johnson	Iowa City	75	76	-1	1981/1990	118	2
	Muscatine	Muscatine	133	100	33	1996	60	1.5
	Washington	Washington	23	20		1966/1978 (closed)	142	3
	Louisa	Wapello	129	54	75	1937/1985	104	2.5
	DesMoines	Burlington	62	46	16	1995	160	3
	Blackhawk	Waterloo	272	265	7	1995	276	4.5
	Polk	DesMoines	514	634	-120	1997	340	5.5
	Woodbury	Sioux City	158	223	-65	1987/1990	736	12
	Pottawatomie	Council Bluffs	288	268	20	1999	594	10
Wapello	Ottumwa	47	55	-8	1911/1987	262	6.5	
Illinois	Rock Island	Rock Island	320	275	45	1985	4	0.25
	Mercer	Aledo	36	30	6	1988	70	2
	Henry	Cambridge	128	109	19	1927/1975	83	2
	Whiteside	Morrison	114	85	29	1980/1995	104	2
	Henderson	Oquawka	14	12	2	1937/1975	126	3
	Warren	Monmouth	42	18	24	1915/1986	96	2.5
	Knox	Galesburg	120	95	25	1975/1988	108	2
	Stark	Toulon	12	3	9	1895/1986	132	3
Peoria	Peoria	420	456	-36	1985/1993	196	3.25	
Total			3,421	3,234	184			
Within 100 miles (roundtrip)			699	568	131			
Within 200 miles (roundtrip)			1,408	1,198	210			
Subtotal			2,107	1,766	341			

Jail crowding in Iowa has been characterized as a combination of two issues: the larger jurisdictions are at or over their capacity, while the smaller jurisdictions are too old and too small to provide space to others on any type of regular basis. Rates for boarding inmates are also on the rise; Rock Island County, which used to board inmates at \$45/day have increased their rates to \$75/day. In general, in 2003, jail beds in Iowa are a seller's market. In the region immediately around Scott County (a 50 to 100 mile radius) and in the larger counties in Iowa, there are a total of 3,421 jail beds for an average daily population of 3,234 as of October 2003. There are currently 131 beds within a 50 mile radius and 210 additional beds within a 100 mile radius. However, there are a number of counties (shown in red above) who are competing for these beds. There are also indications that the State of Iowa will face increasing pressure in its prisons. As a result, there is potential for competition for the available beds. Further, the jurisdictions which currently have jail beds also have jail populations which are growing. If the population

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 6: Operating Cost Comparison of Options**

of jails shown above only grow at the same rate as Scott County (about 4% per year), then by 2005, the available beds within the region will be gone.

To this point, Scott County has been able to house inmates in Rock Island County, IL, Henry County, IL, and Linn County, Iowa. Rock Island and Henry County are at somewhat reasonable driving distances, and Linn County has a large enough group of beds to ensure that a population of Scott inmates can be held there. As the need for beds increases, the availability of beds in close proximity diminishes. The largest jurisdiction in Iowa is already boarding inmates in Missouri, and other large jurisdictions are increasingly likely to need beds for their own inmates. As a result, it seems likely that Scott County would need to board inmates at a considerable distance, in Missouri (like Polk County), or in a larger jurisdiction in Illinois or Indiana. This presents a significant challenge because of the time and distance that will be required for transportation.

**What are Current Jail Costs?**

There are five budget areas that include jail costs: the jail budget itself, jail health, Main Jail Maintenance, Annex Maintenance, and portions of an alternative budget (which are listed in Table 6.2). The cost of prisoner board has always been treated as a separate line item. The table below shows actual jail expenditures from these budgets for the last five fiscal years.

**Table 6.2** Historical Record of Expenditures

Item	FY 99	FY 00	FY 01	FY 02	FY 03
<b>Personal Services</b>					
Jail	\$2,749,086	\$3,076,278	\$3,644,239	\$3,895,797	\$4,146,053
Jail Health	\$87,653	\$97,454	\$105,867	\$102,262	\$112,596
Subtotal	\$2,836,739	\$3,173,732	\$3,750,106	\$3,998,058	\$4,258,649
<b>Salary, OT, shift differential only</b>					
Jail	\$2,153,543	\$2,379,267	\$2,787,549	\$2,967,474	\$3,070,476
Jail Health	\$69,364	\$76,076	\$84,802	\$81,500	\$89,636
Subtotal	\$2,222,907	\$2,455,343	\$2,872,351	\$3,048,973	\$3,160,113
<b>Benefits</b>					
Jail	\$595,542	\$697,010	\$856,690	\$928,323	\$1,075,577
Jail Health	\$18,290	\$21,379	\$21,065	\$20,762	\$22,960
Subtotal	\$613,832	\$718,389	\$877,755	\$949,085	\$1,098,537
Benefits as % of salary	28%	29%	31%	31%	35%
<b>Total expenditures</b>					
Jail	\$3,256,303	\$3,724,691	\$4,310,526	\$4,681,368	\$5,171,674
Jail Health	\$318,823	\$357,901	\$344,629	\$328,718	\$335,350
Alternatives	\$0	\$33,464	\$269,132	\$287,869	\$355,097
Jail Maintenance	\$128,955	\$120,040	\$141,019	\$124,544	\$147,951
Annex Maintenance	\$77,597	\$73,724	\$90,598	\$72,770	\$82,112
Total of all expenditures	\$3,781,678	\$4,309,820	\$5,155,905	\$5,495,269	\$6,092,185
Expenditures net of personal services	\$944,939	\$1,136,088	\$1,405,799	\$1,497,211	\$1,833,536
Prisoner board	\$100	\$219,781	\$175,930	\$265,248	\$485,571
Transportation	\$13	\$29,595	\$23,690	\$35,717	\$65,385
Expenditures net of prisoner board & transportation	\$944,826	\$886,712	\$1,206,178	\$1,196,245	\$1,282,580
<b>Operating expense (less personal services, prisoner board and transportation) as % of total</b>					
	25%	21%	23%	22%	21%

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 6: Operating Cost Comparison of Options**

---

Based on an analysis of expenditures in Scott County for the last five fiscal years, the current benefit package overall is approximately 35% of salary, and other operational costs (without prisoner board) overall is approximately 22% of personal services (salaries and benefits). By fitting starting salaries into the current approved staffing plan and comparing the result with the actual FY2003 expenditures, it is possible to estimate the impact of having a number of people who are not at the starting level; actual costs (exclusive of prisoner board) suggest that a factor of 1.23 compensates for the differences in salary and benefit levels. Actual expense information was provided by the County and includes all expenditures associated with operating the jail and alternative programs.

**How Do Costs Compare for Prisoners Held in the Jail and Held Out of County?**

The costs shown include all expenses associated with operating jail and jail alternative functions. Per diems are typically calculated by dividing these total costs by the number of inmate days spent in the facility. However, the expenses for inmates held inside and outside the facility are different. Inmates who are held outside of the facility generate expenses associated with prisoner board, transportation to and from the jail, the time that staff spend in arranging for the transportation and board of prisoners, and the time of staff who process inmates in and out of the facility as they are moved and supervising those who are housed in other locations while they are back for court. Inmates who are held in the Main Jail or Annex generate expenses shown in Table 6.3 except for prisoner board and transportation.

By reviewing the current approved staffing plan and workload, it is possible to identify what proportion of staff time are associated with in-facility inmates and those who are boarded. The cost associated with this level of staff effort can be translated into costs in a two-stage process.

1. Using entry level salary costs, the hours of effort and the number of staff in this category, the personal service costs associated with staff functions can be identified.
2. By developing a ratio between the budget which is generated in that way and the actual budget, and applying it to the results of step 1, it's possible to approximate these costs in actual dollars.

The following table shows how costs are calculated and distributed to calculate per diem.

**Table 6.3** Per Diem Calculations

<b>Position</b>	<b>% out of county workload</b>	<b>Cost at Starting Salary</b>	<b>Cost Boarded out</b>	<b>Cost Boarded In</b>
Jail Admin	11.50%	\$58,000	\$6,671	\$51,329
Captain	11.50%	\$42,200	\$4,853	\$37,347
Lieutenant	11.50%	\$139,900	\$16,090	\$123,810
Sgt	11.50%	\$134,800	\$15,504	\$119,296
CO	6.25%	\$1,602,675	\$100,167	\$1,502,508
Booking	30.00%	\$282,825	\$84,848	\$197,978
Program Services	8.00%	\$117,800	\$9,424	\$108,376
Jail Support Specialist	0.00%	\$0	\$0	\$0
FSM	1.00%	\$34,900	\$349	\$34,551
Cook	1.33%	\$59,500	\$793	\$58,707
Health Coord	0.50%	\$37,000	\$185	\$36,815
Nurse	3.00%	\$125,400	\$3,762	\$121,638
Clerical	6.25%	\$60,600	\$3,788	\$56,813
<b>Total Salaries</b>		<b>\$2,695,600</b>	<b>\$246,433</b>	<b>\$2,449,167</b>
<b>Benefits</b>		<b>\$943,460</b>	<b>\$86,252</b>	<b>\$857,208</b>

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 6: Operating Cost Comparison of Options**

Position	% out of county workload	Cost at Starting Salary	Cost Boarded out	Cost Boarded In
Salary + Benefits		\$3,639,060	\$332,685	\$3,306,375
Adjust for not starting salary		\$4,476,044	\$409,203	\$4,066,841
Board			\$485,571	
Transport			\$65,385	
Operating Cost				\$1,308,213
Total		\$4,476,044	\$960,159	\$5,375,054
Inmate Days of Care		77,992	8,970	69,002
Per Diem			\$107.04	\$77.87

All costs in Table 6.3 are based on FY2003 costs. All of the positions listed in the "Position" column are included in the current approved staffing plan. The proportion of time involved with "out of county" inmates is shown in the "% out of county workload column." In 2003, 11.5% of inmate days of care were spent in facilities outside of Scott County. The staffing cost (at starting level) is divided among those who are boarded in and those who are boarded out. Benefits are calculated at 35% of salaries, and the result is multiplied by 123% which compensates for the difference between current salaries (which are not all at starting level) and the amount shown in the above table.

In FY2003, there were a total of 77,992 "inmate days" (representing an average daily population of 213.67); 8,970 were spent outside of Scott County. When the total costs are divided by the number of inmate days of care, the actual per diem costs associated with the in-facility and out-of facility population are \$107.04 (for out of facility) and \$77.87 (in facility).

**How Many Beds Would be Needed and What Would They Cost?**

The table on the following page shows the number of beds that were projected at the end of 2002 (without the implementation of any alternatives and the current estimate of future population with only the programs which have been implemented to date, based on actual ADP for 2003. These are divided into a group which remains in the facility (approximately 89% of facility capacity) and a group which is boarded. Using the per diem costs (escalated by a 103% cost of living increase) annual operating cost for these two populations are calculated.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 6: Operating Cost Comparison of Options**

**Table 6.4** Option 1 Cost Analysis

Year	Projected Average Daily Population			ADP		% of Inmates Boarded	Per Diem w/3% Cost of living		Projected Annual Operating Cost			Cumulative cost
	w/o programs	w/16% non-recidivating (all programs)	w/8% non-recidivating (current programming)	In Facility	Boarded		In Facility	Boarded	In Facility	Boarded	Total	
2003	234.00	196.56	215.28	189.1	24.58	11%	\$77.87	\$107.04	\$5,374,704	\$960,331	\$6,335,035	\$6,335,035
2004	247.96	196.56	222.26	189.1	33.16	15%	\$80.21	\$110.25	\$5,536,215	\$1,334,400	\$6,870,614	\$13,205,649
2005	261.91	220.00	240.96	189.1	51.86	22%	\$82.62	\$113.56	\$5,702,556	\$2,149,359	\$7,851,915	\$21,057,564
2006	270.41	227.15	248.78	189.1	59.68	24%	\$85.10	\$116.97	\$5,873,730	\$2,547,981	\$8,421,711	\$29,479,275
2007	278.92	234.29	256.61	189.1	67.51	26%	\$87.65	\$120.48	\$6,049,734	\$2,968,546	\$9,018,280	\$38,497,555
2008	287.42	241.43	264.43	189.1	75.33	28%	\$90.28	\$124.09	\$6,231,261	\$3,411,684	\$9,642,945	\$48,140,500
2009	295.93	248.58	272.26	189.1	83.16	31%	\$92.99	\$127.81	\$6,418,309	\$3,879,235	\$10,297,544	\$58,438,044
2010	304.43	255.72	280.08	189.1	90.98	32%	\$95.78	\$131.64	\$6,610,879	\$4,371,221	\$10,982,101	\$69,420,145
2011	313.36	263.22	288.29	189.1	99.19	34%	\$98.65	\$135.59	\$6,808,971	\$4,908,948	\$11,717,919	\$81,138,064
2012	322.29	270.73	296.51	189.1	107.41	36%	\$101.61	\$139.66	\$7,013,275	\$5,475,321	\$12,488,596	\$93,626,660
2013	331.23	278.23	304.73	189.1	115.63	38%	\$104.66	\$143.85	\$7,223,790	\$6,071,182	\$13,294,972	\$106,921,632
2014	340.16	285.73	312.95	189.1	123.85	40%	\$107.80	\$148.17	\$7,440,518	\$6,697,791	\$14,138,309	\$121,059,941
2015	349.09	293.24	321.17	189.1	132.07	41%	\$111.03	\$152.62	\$7,663,457	\$7,356,853	\$15,020,310	\$136,080,251
2016	358.48	301.12	329.80	189.1	140.70	43%	\$114.36	\$157.20	\$7,893,299	\$8,073,085	\$15,966,383	\$152,046,634
2017	367.86	309.00	338.43	189.1	149.33	44%	\$117.79	\$161.92	\$8,130,042	\$8,825,522	\$16,955,565	\$169,002,199
2018	377.25	316.89	347.07	189.1	157.97	46%	\$121.32	\$166.78	\$8,373,688	\$9,616,376	\$17,990,065	\$186,992,264
2019	386.63	324.77	355.70	189.1	166.60	47%	\$124.96	\$171.78	\$8,624,927	\$10,445,770	\$19,070,697	\$206,062,960
2020	396.02	332.66	364.34	189.1	175.24	48%	\$128.71	\$176.93	\$8,883,757	\$11,316,903	\$20,200,660	\$226,263,621
2021	405.87	340.93	373.40	189.1	184.30	49%	\$132.57	\$182.24	\$9,150,180	\$12,259,194	\$21,409,374	\$247,672,995
2022	415.72	349.20	382.46	189.1	193.36	51%	\$136.55	\$187.71	\$9,424,886	\$13,247,896	\$22,672,782	\$270,345,776
2023	425.57	357.48	391.53	189.1	202.43	52%	\$140.65	\$193.34	\$9,707,874	\$14,284,950	\$23,992,824	\$294,338,600
2024	435.42	365.75	400.59	189.1	211.49	53%	\$144.87	\$199.14	\$9,999,145	\$15,372,020	\$25,371,165	\$319,709,765
2025	445.27	374.03	409.65	189.1	220.55	54%	\$149.22	\$205.11	\$10,299,388	\$16,511,509	\$26,810,897	\$346,520,662
2027	458.95	385.52	422.24	189.1	233.14	55%	\$153.70	\$211.26	\$10,608,605	\$17,977,244	\$28,585,848	\$375,106,511
2028	472.64	397.02	434.83	189.1	245.73	57%	\$158.31	\$217.60	\$10,926,794	\$19,516,534	\$30,443,327	\$405,549,838
2029	486.32	408.51	447.41	189.1	258.31	58%	\$163.06	\$224.13	\$11,254,646	\$21,131,997	\$32,386,643	\$437,936,481
2030	500.00	420.00	460.00	189.1	270.90	59%	\$167.95	\$230.85	\$11,592,161	\$22,826,253	\$34,418,414	\$472,354,895
2030 (with no cost escalation)									\$5,374,704	\$10,584,025	\$15,958,729	\$296,488,838

Table 6.4 shows projected average daily population (ADP) in three ways:

1. ADP w/o programs shows the ADP which would be expected if no programs were implemented.
2. ADP w/16% non-recidivating shows the ADP which would be expected if all of the programs which were recommended by CJAAC, and
3. ADP w/8% non-recidivating shows the ADP which is expected based on the current level of programming.

The expected ADP is divided into two groups: those who are housed in the Main Jail and the Annex and those who are held in other locations. The appropriate per diem cost (escalated at a cost of living rate of 3% per year) is applied to each to estimate future expenditures. The assumptions in this analysis are very conservative - and it is not at all certain that the numbers of beds which would be required in the future **could, in fact, be found** - at the very minimal cost increases that are projected. In fact, transportation costs also have the potential to be significantly more since this analysis does not reflect the acquisition of additional vehicles which would surely be required by such a massive transportation effort. In reality, the proportion of staff time associated with inmates who are boarded out of county will also increase as the percentage of inmates boarded out increases. As a result, the per diems will actually increase more than the anticipated 3% cost of living which is shown in this table.

## **How Do the Options Influence Staffing Requirements?**

The options that have been identified and discussed in this document are not equal in their impact on staffing requirements. The table on the following page summarizes the staff required by each option. The operating issues which were identified in each section of this document are addressed in the staffing plan. Detailed staffing plans for each option are available in Appendix B.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee**  
**Facility Planning Document**  
**Section 6: Operating Cost Comparison of Options**

**Table 6.5** Comparison of Staffing

Position	Full Occupancy						Initial Occupancy						Current 3 yr plan
	Option 2	Option 3a	Option 3b	Option 3c1	Option 3c2	Option 4	Option 2	Option 3a	Option 3b	Option 3c1	Option 3c2	Option 4	
Jail Administrator	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Captain	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Lieutenant	6.22	6.22	6.22	6.22	6.22	6.22	6.22	6.22	6.22	6.22	6.22	6.22	4.00
Sergeant	17.65	12.10	12.10	12.10	12.10	12.10	17.65	12.10	12.10	12.10	12.10	12.10	4.00
Correctional Officer	80.68	65.92	72.80	65.92	60.76	60.76	71.36	54.88	63.48	54.88	51.44	49.72	70.00
Program Services Coordinator	8.70	7.70	7.70	7.70	7.70	7.70	8.70	7.70	7.70	7.70	7.70	7.70	4.00
Jail Support Specialist	8.60	6.88	6.88	6.88	6.88	6.88	6.88	6.88	6.88	6.88	6.88	6.88	0.00
Food Services Manager	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Cook	5.13	5.13	5.13	5.13	5.13	5.13	5.13	5.13	5.13	5.13	5.13	5.13	3.42
Health Coordinator	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Nurse	8.55	8.55	8.55	8.55	8.55	6.84	8.55	6.84	6.84	6.84	6.84	6.84	4.00
Clerical	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	2.50
<b>Total Personnel Required</b>	<b>140.53</b>	<b>117.50</b>	<b>124.38</b>	<b>117.50</b>	<b>112.34</b>	<b>110.63</b>	<b>129.49</b>	<b>104.75</b>	<b>113.35</b>	<b>104.75</b>	<b>101.31</b>	<b>96.18</b>	<b>95.50</b>
Difference from full occupancy							-11.04	-12.75	-11.03	-12.75	-11.03	-14.45	
Difference of option from current	45.03	22.00	28.88	22.00	16.84	15.13	33.99	9.25	17.85	9.25	5.81	0.68	
<b>Transportation Staff Summary</b>													
Facility Transport Staff (included above)	12.04	6.88	10.32	6.88	6.88	3.44	12.04	5.16	10.32	5.16	6.88	3.44	
Added Transport Staff (Relocation of Main Jail)						9.76						9.76	
<b>Total of Transportation Staff</b>	<b>12.04</b>	<b>6.88</b>	<b>10.32</b>	<b>6.88</b>	<b>6.88</b>	<b>13.20</b>	<b>12.04</b>	<b>5.16</b>	<b>10.32</b>	<b>5.16</b>	<b>6.88</b>	<b>13.20</b>	

In 2002, the Staffing Analysis Update adopted by CJAAC and the Board of Supervisors provided for increases in staffing over a three year period. The distribution of personnel by job class in that staffing plan is shown in the column titled, "Current Three Year Plan." This plan requires gradual increases to a planned total of 95.5 FTE's in the Jail and Jail Health Budgets.

The staffing plan provides two views of staffing. Initial Occupancy Staffing identifies the positions which are going to be needed at occupancy or shortly thereafter. Full Occupancy Staffing identifies the staffing which is required as the population grows. The trigger for full-occupancy staffing is the need to move into housing units which are not initially used (and therefore not staffed), because the inmate population has grown or changed in classification to the degree that they can no longer be accommodated in the housing units which are staffed. To a lesser degree, increases in the volume of activities or the addition of new functions not currently carried out will also trigger increases in staffing. As a result, it is not correct to assume that full occupancy staffing will only occur at the very end of the period for which the facility is planned. The facility will be at full occupancy staffing in terms of housing posts at the time when all housing units are full and the time when the other staff which were not initially need are required because of increases in activity levels.

The options are clearly unequal in their staffing efficiency.

1. **Option 2: Third Facility**
  - a. Requires the most staff both initially (129.49) and at full occupancy (140.53).
  - b. Because it does not address staffing inefficiencies in the existing jail, it requires the addition of a 24-7 control post, and requires more transportation staff. This is the least efficient from a staffing perspective.
  - c. Requires 33.99 people more than the current three year staffing plan initially and 45.03 at full occupancy.
  - d. Transportation staff required are estimated at 12.04 FTEs at initial and full occupancy. There are no potential savings in transportation staff with this option.
2. **Option 3a: Expand/Modify the Jail, Leaving the Annex As Is**
  - a. Requires 104.75 staff initially and 117.5 at full occupancy.
  - b. While efficiencies are obtained in the Main Jail, because the Annex is isolated and remains at its current size, the three person (including sergeant) staffing plan can not be reduced which would be possible if these 84 beds were attached to a larger facility from which support could be drawn in an emergency. As a result, while it is a very efficient staffing plan, it is not quite as efficient initially as some of the other options. In the long term, it is not significantly different from Options 3c and Option 4.
  - c. Requires 9.25 people more than the current three year staffing plan initially and 22 more at full occupancy.
  - d. Transportation staff required are estimated at 5.16 initially and 6.88 FTEs at full occupancy.

Scott County, Iowa Community Jail and Alternatives Advisory Committee

Facility Planning Document

Section 6: Operating Cost Comparison of Options

---

3. **Option 3b: Expand/Modify the Annex, Leaving the Jail As Is**
  - a. Requires 113.35 staff initially and 124.38 staff at full occupancy.
  - b. While efficiencies are achieved in the new construction and at the Annex, the inefficiencies at the Main Jail are not addressed. This option also has additional transportation staff requirements because all but 96 inmates are located away from the Main Jail.
  - c. Requires 17.85 people more than the current three year staffing plan initially and 28.88 more at full occupancy.
  - d. Transportation staff required are estimated at 10.32 FTEs initially and at full occupancy.
4. **Option 3c1: Expand/Modify Both, Leaving General Population Males Downtown**
  - a. Requires 104.75 staff initially and 117.5 staff at full occupancy.
  - b. This staffing pattern addresses current inefficiencies at the jail and minimizes transportation staff, but must address the same issues as Option 3a regarding the required staffing levels at the Annex.
  - c. Requires 9.25 people more than the current three year staffing plan initially and 22 more at full occupancy.
  - d. Transportation staff required are estimated at 5.16 initially and 6.88 FTEs at full occupancy.
5. **Option 3c2: Expand/Modify Both, Moving General Population Males to the Annex**
  - a. Requires 101.31 staff initially and 112.34 at full occupancy.
  - b. This staffing pattern addresses current inefficiencies at both the Jail and the Annex, allowing reduced staffing (from 2 to 1 CO plus the Sergeant) because of the presence of additional staff at that location. In the short-term, it is nearly as efficient as Option 4.
  - c. Requires 5.81 people more than the current three year staffing plan initially and 16.84 more at full occupancy.
  - d. Transportation staff required are estimated at 6.88 initially and at full occupancy. The differences between Option 3c1 and Option 3c2 are differences in the movement of people to court (5 day) and the movement of food and inmate workers (7 day).
6. **Option 4: Replacement of Both Facilities**
  - a. Requires 96.18 staff initially and 110.63 at full occupancy.
  - b. This staffing pattern is the most efficient.
  - c. Requires .68 FTE more than current staffing plan initially and 15.13 at full occupancy.
  - d. Transportation staff required are 3.44 initially, ***provided that the location of the replacement facility is downtown and physically connected to the Courts***. If not, there will be an extensive transportation unit required; the Transportation Unit would require an estimated 9.76 FTE's bringing total transportation staff to 13.2 FTEs. Relocation away from the current Jail site and losing the physical connection with the courts would result in initial staffing levels of approximately 106 staff and full occupancy staffing of just over 120 staff, negating the anticipated gains in efficiency and making this approach less staff-efficient than all of the renovation/expansion options except for 3b.
  - e. Potential savings from a 12 hour shift are 7.91 FTE's.

### How Do These Differences Influence Costs?

The analysis uses current starting hourly rates to identify salary costs. The information captured and shown in Table 6.1 is combined with the staffing plans previously created in this section to provide an operational cost comparison on the following page.

Scott County, Iowa Community Jail and Alternatives Advisory Committee

Facility Planning Document

Section 6: Operating Cost Comparison of Options

Position	Starting Hourly Rate	Full Occupancy Staffing						Initial Occupancy Staffing						Current (Starting)	Current (Actual)
		Option 2	Option 3a	Option 3b	Option 3c1	Option 3c2	Option 4	Option 2	Option 3a	Option 3b	Option 3c1	Option 3c2	Option 4		
Jail Administrator	\$27.89	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000	\$58,000
Captain	\$20.29	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200	\$42,200
Lieutenant	\$16.81	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$217,500	\$139,900
Sergeant	\$16.20	\$594,700	\$407,700	\$407,700	\$407,700	\$407,700	\$407,700	\$594,700	\$407,700	\$407,700	\$407,700	\$407,700	\$407,700	\$407,700	\$134,800
Correctional Officer	\$12.95	\$2,173,200	\$1,775,600	\$1,960,900	\$1,775,600	\$1,636,600	\$1,636,600	\$1,922,200	\$1,478,200	\$1,709,900	\$1,478,200	\$1,385,600	\$1,339,300	\$1,885,500	
Program Services Coordinator	\$14.16	\$256,200	\$226,800	\$226,800	\$226,800	\$226,800	\$226,800	\$256,200	\$226,800	\$226,800	\$226,800	\$226,800	\$176,700	\$117,800	
Jail Support Specialist	\$11.66	\$208,600	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$166,900	\$0
Food Services Manager	\$16.77	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900	\$34,900
Cook	\$9.53	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$101,700	\$67,800	\$59,500
Health Coordinator	\$17.79	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000	\$37,000
Nurse	\$15.07	\$268,000	\$268,000	\$268,000	\$268,000	\$268,000	\$214,400	\$268,000	\$214,400	\$214,400	\$214,400	\$214,400	\$214,400	\$214,400	\$125,400
Clerical	\$11.66	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$24,300	\$60,600
<b>Total Salaries</b>		<b>\$4,016,300</b>	<b>\$3,360,600</b>	<b>\$3,545,900</b>	<b>\$3,360,600</b>	<b>\$3,221,600</b>	<b>\$3,168,000</b>	<b>\$3,723,600</b>	<b>\$3,009,600</b>	<b>\$3,241,300</b>	<b>\$3,009,600</b>	<b>\$2,917,000</b>	<b>\$2,786,700</b>	<b>\$2,695,600</b>	<b>\$3,160,100</b>
Benefits (35%)		\$1,405,700	\$1,176,200	\$1,241,100	\$1,176,200	\$1,127,600	\$1,108,800	\$1,303,300	\$1,053,400	\$1,134,500	\$1,053,400	\$1,021,000	\$975,300	\$943,500	\$1,098,500
Subtotal Personal Services		\$5,422,000	\$4,536,800	\$4,787,000	\$4,536,800	\$4,349,200	\$4,276,800	\$5,026,900	\$4,063,000	\$4,375,800	\$4,063,000	\$3,938,000	\$3,762,000	\$3,639,100	\$4,258,600
Other Operating Costs (net of prisoner board)		\$1,355,500	\$1,134,200	\$1,196,800	\$1,134,200	\$1,087,300	\$1,069,200	\$1,256,700	\$1,015,800	\$1,094,000	\$1,015,800	\$984,500	\$940,500	\$909,800	\$1,348,000
<b>Total Annual Expenditures</b>		<b>\$6,777,500</b>	<b>\$5,671,000</b>	<b>\$5,983,800</b>	<b>\$5,671,000</b>	<b>\$5,436,500</b>	<b>\$5,346,000</b>	<b>\$6,283,600</b>	<b>\$5,078,800</b>	<b>\$5,469,800</b>	<b>\$5,078,800</b>	<b>\$4,922,500</b>	<b>\$4,702,500</b>	<b>\$4,548,900</b>	<b>\$5,606,600</b>
<b>Adjusted to correct for entry level (123%)</b>		<b>\$8,353,400</b>	<b>\$6,989,600</b>	<b>\$7,375,100</b>	<b>\$6,989,600</b>	<b>\$6,700,600</b>	<b>\$6,589,000</b>	<b>\$7,744,600</b>	<b>\$6,259,700</b>	<b>\$6,741,600</b>	<b>\$6,259,700</b>	<b>\$6,067,100</b>	<b>\$5,795,900</b>	<b>\$5,606,600</b>	
Cost Rank from Highest to Lowest		1	3	2	3	4	5	1	3	2	3	4	5		
Variance from Lowest		\$1,764,400	\$400,600	\$786,100	\$400,600	\$111,600	\$0	\$1,948,700	\$463,800	\$945,700	\$463,800	\$271,200	\$0		
Cost Impact of Added Transport (if not @ Main Jail)															
Added Transport Staff (Relocation of Main Jail)								\$262,900						\$262,900	
Benefits (35%)								\$92,000						\$92,000	
Subtotal Personal Services								\$354,900						\$354,900	
Other Operating Costs (net of prisoner board)								\$88,700						\$88,700	
Additional Expense								\$443,600						\$443,600	
<b>Adjusted to correct for entry level (123%)</b>								<b>\$546,700</b>						<b>\$546,700</b>	

The options are significantly different in terms of annual operating cost.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 6: Operating Cost Comparison of Options**

**Figure 6.1** Comparison of Full Occupancy Operating Costs

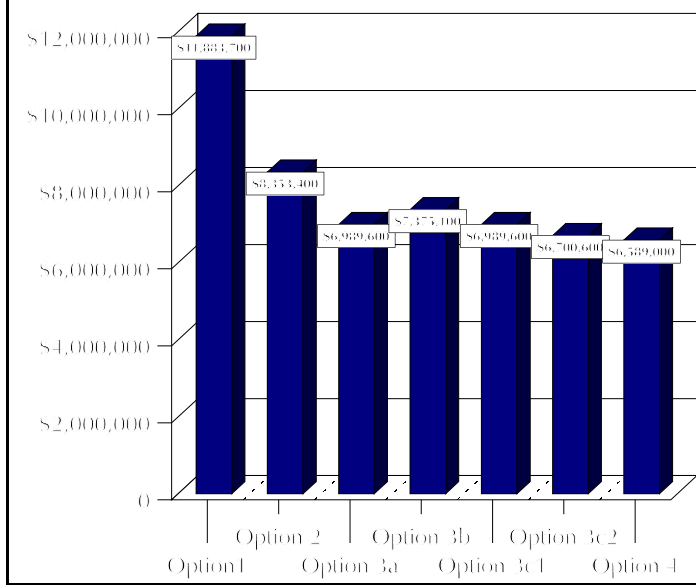
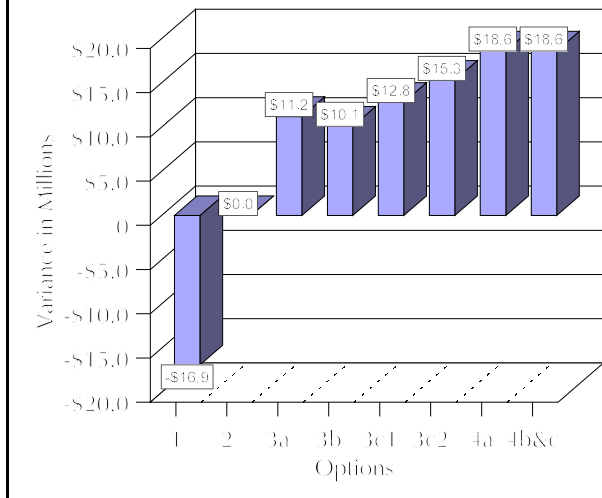


Figure 6.1 compares the annual “full occupancy” cost of options. These costs are not escalated for annual cost of living. It is important to note, however, that “full occupancy” for option 1 occurs in 2020, while this staffing patterns for the other options should provide adequate staffing through 2030.

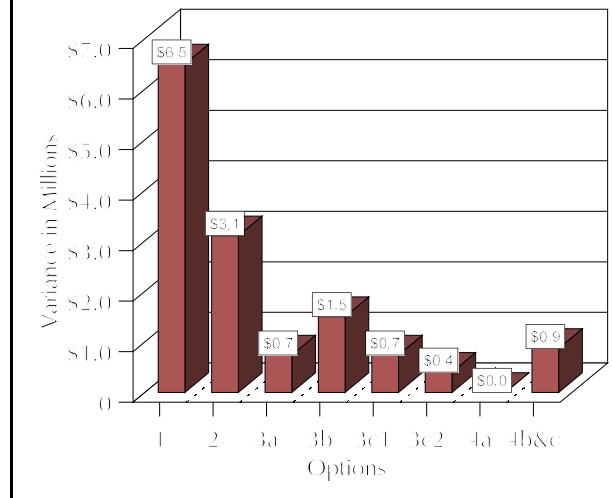
## Section 7. Life Cycle Cost Comparison

Life cycle costs combine capital and operating costs over time. The time period selected is typically 30 years. Historically, mechanical systems within a building were anticipated to last 30 years before significant amounts of maintenance dollars needed to be spent to upgrade and/or replace them. Life-cycle costing was introduced as a way of examining whether it was better to replace a system or structure or renovate it. Over time, the concept has been applied to much more than building systems, and it is now a common way of evaluating facility and operational plans.

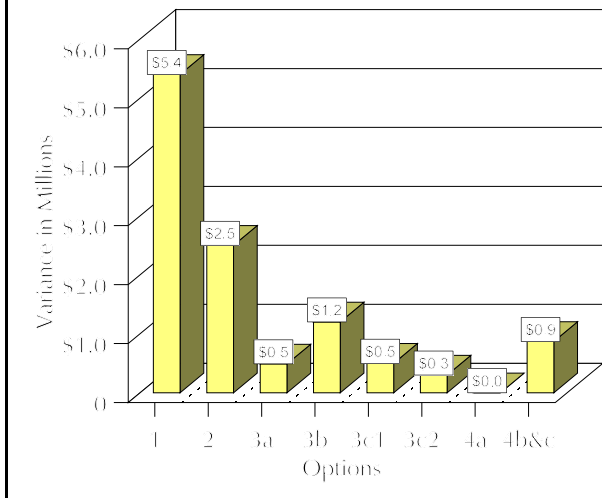
**Figure 7.1** Construction Cost Variance from Lowest Construction Cost Option



**Figure 7.2** Annual Operating Cost Variance from Lowest Operating Cost Option



**Figure 7.3** Annual Life Cycle Cost Variance from Least Expensive Life Cycle Cost Option



The options show the inverse relationship between initial capital cost and operating costs. While Option 1 has no capital cost and Option 2 has the lowest capital cost, they have significantly higher operating costs. As a result, they have substantially higher life-cycle costs. It is also clear that Option 4, which when located at the Courthouse, has the lowest operating cost has a relatively high operating cost when it is moved away from that location. Rankings for each of the options is provided in Table 7.1.

**Scott County, Iowa Community Jail and Alternatives Advisory Committee  
Facility Planning Document  
Section 7: Life-cycle Cost Comparison**

**Table 7.1** Life Cycle Cost Comparison

	1	2	3a	3b	3c1	3c2	4a	4b&c
	Status Quo	Third Facility	Renovate & Expand at Jail	Renovate & Expand at Annex	Renovate Both GP @ Jail	Renovate Both GP @Annex	Replace Everything (Courthouse)	Replace Everything (Elsewhere)
<b>Capital Cost</b>								
Construction Cost (Includes Project costs)	\$0	\$16,901,000	\$28,050,000	\$27,019,000	\$29,692,000	\$32,293,000	\$35,503,000	\$35,503,000
Variance from Least Expensive Construction Option	-\$16,901,000	\$0	\$11,149,000	\$10,118,000	\$12,791,000	\$15,392,000	\$18,602,000	\$18,602,000
Rank in Construction Cost	1	2	4	3	5	5	6	6
<b>Operating Cost (30 years)</b>								
Annual Initial Operating Cost	\$6,335,035	\$7,744,600	\$6,259,700	\$6,741,600	\$6,259,700	\$6,067,100	\$5,795,900	\$6,342,600
Annual Full Occupancy Operating Cost	\$15,958,729	\$8,353,400	\$6,989,600	\$7,375,100	\$6,989,600	\$6,700,600	\$6,589,000	\$7,135,700
Variance from Least Expensive Annual (full occupancy)	\$9,369,729	\$1,764,400	\$400,600	\$786,100	\$400,600	\$111,600	\$0	\$546,700
Thirty Year Operating Cost Projection (103% cost of living)	\$472,354,895	\$368,452,564	\$297,807,830	\$320,734,423	\$297,807,830	\$288,644,805	\$275,742,352	\$301,751,832
Variance per year	\$6,553,751	\$3,090,340	\$735,516	\$1,499,736	\$735,516	\$430,082		\$866,983
Rank in Operating Cost	7	6	3	5	3	2	1	4
<b>Life Cycle Cost</b>								
Capital Cost	\$0	\$16,901,000	\$28,050,000	\$27,019,000	\$29,692,000	\$32,293,000	\$35,503,000	\$35,503,000
Thirty Year Operating Cost Projection (103% cost of living)	\$472,354,895	\$368,452,564	\$297,807,830	\$320,734,423	\$297,807,830	\$288,644,805	\$275,742,352	\$301,751,832
Total Life Cycle Cost	\$472,354,895	\$385,353,564	\$325,857,830	\$347,753,423	\$327,499,830	\$320,937,805	\$311,245,352	\$337,254,832
Variance from Lowest per year	\$5,370,318	\$2,470,274	\$487,083	\$1,216,936	\$541,816	\$323,082	\$0	\$866,983
Rank in Life Cycle Cost	8	7	3	6	4	2	1	5

It seems clear that a number of the options do not serve Scott County well. In the opinion of the consultant, options which should not be considered further because of their negative operating cost implications are:

- Option 1. Status Quo,
- Option 2. Third Facility,
- Option 3b. Renovate and Expand at the Annex (while leaving the Jail as is),
- Option 4b. Replace Everything at the Annex, and
- Option 4c. Replace Everything at a New Location.

While Option 4a is attractive from an operational perspective, it is significantly more from an initial capital perspective than Options 3a (\$7.5 million) and 3c1 (\$5.8 million). It also presents a number of non-financial issues related to the current site and the use of existing buildings. In the opinion of the consultant, the options which merit significant attention are 3a (Renovate and Expand the Jail) and Option 3c1 (Renovate Jail and Annex with New/Renovation Construction at the Jail and Renovation at the Annex).