

Section 11. Main Jail Physical Plant Analysis

Introduction

This section of the Phase One Report examines the physical plant at the Main Jail and the Annex from a functional/operational perspective; it focuses on problems experienced by the Sheriff's Department with development of "basic" programs and services as well as alternatives within incarceration. This report provides functional descriptions of each of the following components: intake and release, housing, health care, inmate programs and services, visitation, food service, facility support (laundry, maintenance and storage), and administration/staff services. For each component defined, operational practices consistent with industry standards and current problems/issues are discussed.

Facility Description

The original Scott County Jail was constructed in 1898. This structure was not modified until 1983 when the jail addition which joined the courthouse and the original jail was completed, bringing the jail capacity to 97 beds. In 1989, a renovation to the northeast side of the building added 12 beds. Between 1990 and 1996, jail population increased rapidly. In 1991, the County purchased the Tremont building as a minimum security facility, adding an additional 80 beds (177 jail system capacity). In April 1992, by double bunking, the capacity was increased by 24 beds. Through double bunking, the capacity today ranges between 208 and 212 depending on whether or not it is necessary to use the smaller holding cells in booking for special management housing. Floor plans are provided in Appendix K.

Both the original jail and its addition are stone or masonry construction, designed to blend with the nearby courthouse to which they are connected. Unfortunately, the addition does not have the same floor elevations as the original jail, resulting in a series of stairs to connect the joined facilities. The facility is spread across five floors:

- The lower level contains the kitchen, mechanical and electrical spaces, laundry and laundry storage.
- The first floor includes jail administration, public reception/offices, booking and release, main control, video court, storage, and work release. Thirteen inmates can be accommodated on this floor.
- The second floor includes a floor control, medical, 3 non-contact visit rooms, 1 contact visit room and 10 housing units capable of holding 59 inmates.
- The third floor contains a floor control, 3 non-contact visit rooms, a rec yard, library, and 10 housing units capable of holding 39 inmates.
- The fourth floor includes a multi-purpose room, the upper level of outdoor recreation and 6 housing units, capable of holding 23 inmates.

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Housing Summary

Table 11.1 summarizes inmate housing at the Main Jail and the Annex.

Table 11.1 Main Jail Housing Configuration

Cell	Number of cells	Design Capacity	Description
1D	1	6	work release dorm
1H	intake holding (these cells are not included in the count unless used for special management housing)		
2A	10	10	single cells, general population
2B	1	6	dorm, minimum
2C	1	4	dorm, minimum
2D	2	4	double celled, medium
2H	2	2	single, medium
2J	2	3	1 single, 1 double, max
2K	4	8	double celled, max
2L	4	8	double celled, max
2M	4	8	double celled, max
2N	4	8	double celled, max
3A	10	10	medium, dry cells
3B	3	3	single, max
3C	3	3	single, max
3D	2	4	double celled - medium
3E	1	4	dorm, minimum
3F	1	1	single, negative pressure
3G	1	1	single
3H	2	2	single
3J	2	3	1 single, 1 double, max
3N	4	8	double celled, medium
4A	10	10	medium, dry cells
4B	1	4	dorm, minimum
4C	3	2	single, max
4D	2	4	double celled - medium
4F	1	1	
4G	1	1	
Subtotal Main Jail		128	
1st Floor		6	not including the holding cells
2nd Floor		61	
3rd Floor		39	
4th Floor		22	

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The Scott County Jail can hold a total of 134 inmates on 4 floors. The largest number of inmates on a floor is 59; the smallest is 23. Together with the Annex, Scott County facilities have a design capacity of 214 inmates. Functionally its capacity is about 85% of that - 113 in the Main Jail and 68 in the Annex for a total of 181. The operational capacity is lower than the design capacity because of classification requirements. These require separation of certain types of inmates from others, i.e., males from females, juveniles from adults, violent from non-violent, etc. From a functional, if not a design perspective, these facilities have been crowded for nearly 10 years.

Functional Description

Intake and Release

The booking area of the Main Jail is the central booking facility for Scott County. It currently receives just over 6,000 people per year - about 16 per day. All intake, release and transportation occur through this area.

Standards

The standards of the American Correctional Association for Local Detention Facilities are generally viewed as the industry standard for operations. These standards typically describe an operational requirement; only about 15% of the standards actually relate to the physical plant. As a result, it is often necessary to think first about what the standard requires and then determine how the requirement can be fulfilled in a specific physical plant. In summary, the standards for intake and release require:

6. Procedures for:
 - a. Thorough search of the detainee, with disposition of personal property and shower and hair care,
 - b. Issue of clean uniform,
 - c. Photo and fingerprint,
 - d. Health screening,
 - e. Recording of identifying information
 - f. Explanation of basic procedures,
 - g. Assignment to a housing unit, and
 - h. Telephone calls.
7. Separation from general population during admission procedures.
8. Access through a sallyport.

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Issues

Figure 11 Scott County Staff in Booking Room



The size and configuration of the sallyport has become more of an issue since the jail became the central booking agency for Scott County. A good sallyport does not require vehicles to pull in

Figure 11 Intake Shower



One of the major issues in the current booking room is its size. This space was not designed to accommodate the traffic which currently passes through it. Figure 11.1 shows the full width of the booking room. Identification equipment (to the right in the photo) and computers have been added and sit relatively unprotected on counters. All movement occurs through this space. At times when court movement occurs, this area is very congested.

Figure 11 Intake Sallyport



and back out and is large enough to accommodate today's vehicles. This sallyport would have difficulty allowing today's ambulances to enter. With the current volume of bookings, there will be congestion during busy booking periods when multiple police officers and agencies are trying to get their inmates booked and get back out on the street to carry out their enforcement activities.

This shower is the only area in the booking room where inmates are searched and showered before going to the floors. Like many showers which do not have adequate ventilation, this shower has problems with paint peeling and mold.

There are seven holding cells in intake. At an average of 16 bookings per day, there are not enough holding cells for the people detained. As a result, even if these cells were not used for any other purpose, there would be a shortage of holding space.

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Figure 11 View of Holding Cells in Booking



Today's facilities have added a waiting area for cooperative individuals to minimize the need for secure holding cells, such as the cell door seen in Figure 11.5. The Main Jail booking room has attempted to accommodate waiting by adding a bench. However, this area is not appropriate for more than very short term waiting (about 15 minutes) and it has the added disadvantage of being able to see and hear everything that happens at the booking desk, which would afford another individual being booked no privacy. Since there are some very personal questions asked during the booking interview, this is not appropriate waiting space.

The first 24 hours of incarceration are among the County's highest liability. This is a period when individuals are at greatest risk of suicide. The current accepted method of detecting suicide risk is through suicide screening and close observation. The current configuration of holding cells, as well as the door types, make observation difficult. This is particularly problematic since these are the cells which are most likely to be used right after admission - and which are also used for individuals whose behavior is so problematic that they can not be managed safely on the floors in a housing unit.

Figure 11 Holding Cell Door



Conclusion

While the current booking area provides for the procedures identified in these standards, it was never intended to serve the number of inmates it currently does. As a result, it is inefficient, resulting in longer processing times for inmates. The cross-traffic of inmates being admitted, released, transferred to court, and moved to and from the annex has the potential to result in both disorder and opportunity for exchange of information, contraband, and potentially release processing errors. The difficulty of observing inmates held in the cells is problematic.

Housing

Standards

ACA standards require:

1. A physical plant which is designed to facilitate staff-inmate continuous personal contact and interaction in the housing unit.
2. Separation of inmates according to classification.
3. Construction of all living areas to facilitate continuous staff observation (excluding electronic surveillance) of cell and detention rooms.

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4. Cells which provide:
 - a. Single cells for inmates in maximum or close custody.
 - i. 70 square feet if confinement exceeds 10 hours per day and 35 square feet unencumbered¹ when confinement is of shorter duration.
 - ii. Single occupancy of this type for inmates with several medical disabilities, inmates suffering from mental illness, sexual predators, inmates who are likely to be exploited by others.
 - b. Single or multiple occupancy for medium and minimum custody inmates.
 - i. 35 square feet (if single) and 25 square feet/occupant (if double), unencumbered.
 - ii. 80 square feet if confinement exceeds 10 hours per day.
 - iii. Medium inmates housed in multiple occupancy cells require direct supervision.²
 - c. One-third of the facility is designed to provide single occupancy cells.
 - d. Cells in segregation units provide 70 square feet.
5. Dayrooms adjacent to each housing area, which provide a specified amount of natural light.
6. Toilets at a ratio of 1 to 12 in male units and 1 to 8 in female units.
7. Wash basins at a ratio of 1 to 12.
8. Showers at a ratio of 1 to 12.
9. Access to natural light in all inmate cells. The light source must be in the cell if the inmate is confined more than 10 hours a day and may be across from the cell if confinement does not exceed 10 hours per day.
10. Environmental issues which require:
 - a. Minimum air exchanges of 15 cubic feet per minute of circulated air.
 - b. Temperatures in both summer and winter consistent with comfort zones.

¹ Unencumbered space excludes space which is underneath the bed or desk, around the toilet.

² Direct supervision is an inmate supervision method in which an officer is posted directly in the dayroom used by the inmate classification with no physical barrier to separate the officer from the inmates.

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Issues

Figure 11 Housing Unit Corridor



Figure 11 View of entry to Housing Unit 2A



The emphasis in the ACA standards is to ensure that staff actively supervise inmates. At best they are working in a direct supervision environment; the other alternative is to see all the inmates in a housing area. Figure 11.6 shows what an officer sees of the inmate population. Figure 11.7 shows what an officer sees when he or she approaches a housing unit as well as a section of the steps which often lead to housing areas in this jail. The lack of storage space for janitorial equipment and supplies should also be noted. Figure 11.8 illustrates the impact of the different floor heights in the new and the old jail. Figure 11.9 shows a view from a typical floor control.

Figure 11 View from Floor Control



Figure 11 Impact of Unequal Floor Elevations (Old Jail to Expansion)



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This series of figures illustrate - better than words can - one of the most significant problems within this jail. It is impossible to see any inmates from any fixed staff post. In combination with the size and location of housing units, this is a very staff intensive jail to operate. It will require an officer on each floor just to provide supervision - and unfortunately, because of the linear supervision style, the staff to inmate ratio is very high and the supervision strategy is intermittent and rather ineffective. When staff are at one end of the floor performing rounds, it is impossible to hear or know what is going on in housing units at the other end.

Figure 11 Typical Cell Block



Figures 11.10 and 11.11 show something of the interior of the cellblocks and their controls. Although the County has made an effort to paint these areas and to maintain them, they are dark with minimal natural light. Some interior cells which have been added have no natural light. Cell construction is traditional bar grate. These environments tend to be very noisy, resulting in a heightened stress level for both staff and inmates. There is little ability to separate inmates within these areas.

The cell controls are now about 20 years old and are approaching the time when it will be necessary to have replacement parts machined because they are no longer being manufactured.

Figure 11 Typical Cell Controls



Conclusion

The style of supervision prevalent today was not wide-spread at the time when this jail was constructed. As a result, to actively supervise today's inmates using trained correctional officer skills, staff are constantly having to "fight" the physical plant which is not conducive to active supervision of inmates. In addition, because of the small numbers of inmates who are housed in the same housing unit, the most effective strategy, implementation of direct supervision, would be too inefficient from a staffing and manpower perspective - even if housing units could in some way be grouped.

The housing also does not provide for the ability to closely supervise those inmates who are most at risk without posting a staff person at each cell used for high risk individuals; as a result, it makes for a much more staff intensive strategy of high risk management. A more effective strategy - the development of a special management classification coupled with a more observable approach to high risk housing - would enhance inmate classification and supervision. While it may meet the standards which were in place at the time it was constructed, it is inconsistent with today's requirements and today's population.

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Health Care

Standards

ACA has about 50 separate standards for correctional health care. This section focuses on the standards which are impacted by the physical plant. Standards require that:

1. Adequate space, equipment, supplies and materials are provided as determined by the health authority. This is typically interpreted to mean that there are examination rooms and office space available for health care personnel.
2. Space for specialized medication functions, such as records and pharmacy, is secured, and access is restricted to health care personnel.
3. There is unimpeded access to health care.

Issues

Figure 11 Access path to Medical Unit



The medical unit is in a central location between the old jail and the 1983 addition. Unfortunately, that places it so that it is accessible only via the stairs shown in Figure 11.12 or another set from the opposite side. It is worth noting - although this report should not be considered to be a code compliance study - that this facility obviously does not meet accessibility requirements.

Figure 11 Med Cart in Corridor



Because the facility is not accessible, this also implies that the cart can not be moved to the various housing units. As a result, inmates must always be moved to sick call. Inmate movement in this facility is extremely difficult. Not only are there stairs to consider, but a single secure elevator is available for inmate movement. This elevator is not sized appropriate to accommodate a gurney or the number of people which must now be moved on elevators. The public elevator (the only back up) is outside the secure perimeter and can't be used by inmates. Because of the configuration of this building, the irregular corridors, the multiple levels, and the myriad of places that inmates could hide, all movement is escorted. This increases the staff inefficiency and has a profound impact on the ability to deliver services to inmates.

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Inmate Programs and Services

There is a great deal of variation which occurs in this area. Many facilities have invested in the development of programs and services beyond those which are required by standards. There are two primary reasons why jurisdictions do this:

1. A variety of program have been shown to have varying degrees of effectiveness in reducing and/or retarding the rate at which inmates re-offend.
2. An active inmate population is an easier population to manage.

Standards

ACA standards include the following types of programs in their standards

1. Work programs and correctional industries:
 - a. A program that allows inmates with disabilities to work.
 - b. Which does not discriminate in inmate work assignments based on sex, race, religion or national origin.
 - c. Which provides for the development of job skills and good work habits and attitudes.
 - d. Which allow inmates to perform public work projects if not prohibited by statute.
 - e. Which includes a job development component and is consistent with applicable safety laws.
2. Academic and vocational education, which is:
 - a. Linked to community resources,
 - b. Consistent with the needs of the inmate population, and
 - c. Appropriate classrooms or multi-use space are provided.
3. Recreation provide opportunities and equipment for recreation:
 - a. One hour per day of physical exercise outside the cell and outside when weather permits.
 - b. Access to an exercise area (of a variety of types - indoor, outdoor, covered, etc) no smaller than 1,500 square feet.
 - c. The recreation program includes opportunities for leisure activities in addition to exercise.
4. Correspondence and communication including:
 - a. Ability to correspond with others, with relatively few restrictions which are specified in the standard.
 - b. Access to publications.
 - c. Access to telephones, with relatively few restrictions which are specified in the standard.
 - d. Access to library materials, with the library program supervised by a qualified staff person
5. Religious programs and services including the following requirements:
 - a. There is a chaplain with minimum qualifications (clinical pastoral education and endorsement by the appropriate religious certifying body).
 - b. A full-time chaplain for facilities which exceed 500 inmates.
 - c. Coordination by the chaplain and the facility administrator to plan, direct, and supervise all aspects of the religious program, including approval and training of both lay and clergy volunteers from the faiths represented in the inmate population.

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- d. The chaplain has physical access to all areas of the facility to minister to inmates and staff.
 - e. The chaplain develops and maintains close relationships with community religious resources.
 - f. All inmates have the opportunity to participate in practices of their faith that are deemed essential by the faith's judicatory, limited only by documentation showing threat to the safety or persons involved in such activity or that the activity itself disrupts order in the facility.
 - g. The facility provides space and equipment adequate to conduct and administer religious programs.
6. Space is provided for a commissary or canteen.

Issues

Figure 11 Multi-use Space



It is incorrect to say that the Main Jail has no multi-use space. It does. However, it does not have this space in a place that makes it appropriate for use with the inmate classifications now held in this facility.



Just as in housing, when inmates are in the multi-use space, they are out of view of staff - unless staff are in the room. Having staff immediately in the room is not always conducive to the program (consider an AA meeting). Additionally, if staff must be posted near or in the room, additional staffing is required in an already inefficient facility.

In addition, both of these spaces have significant security issues which could place civilians and volunteers at some risk. As a result, correctional staff are reluctant (rightfully so) to move some inmates to these locations. Movement is required for program participation. The preferred strategy at this time is to wherever possible decentralize the service so that it is provided at or immediately adjacent to the inmate's housing unit where the program can easily be supervised/observed by the officer assigned to the area.

Conclusion

This jail has most of the problems of old jails trying to meet today's requirements while remaining staff efficient. The limited program space that is available is not in close proximity to housing, resulting in inmate movement. In an effort to increase the rate at which people move through the system and to accommodate additional numbers of inmates, program spaces, such as the indoor rec area, were

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converted to other uses. There are few, if any places, on the floors in which to conduct substance abuse assessments, hold a worship service, or provide even the most basic programs.

Visitation

Standards

ACA standards allow considerable flexibility in the types of visiting that are permitted. They require that:

1. The facility allow visits with relatively few restrictions which focus on the facility's schedule, space and personnel constraints. This is generally considered to be one hour per inmate per week.
2. The facility establish procedures to provide for visitor registration and define what visitors may take into the facility.
3. Space is provided for non-contact visiting - and contact when appropriate. This space:
 - a. Permits screening and searching of visitors and inmates as identified by the standards, and
 - b. Storage of visitors' personal property which is not allowed to be taken into the visiting area.

Issues

Figure 11 Typical Visit Booth



The jail clearly provides opportunities for inmate visiting. However, the number of visiting booths is restricted (three per floor) and inmates and visitors must move into these areas. This results in a high degree of movement during visitation periods. There are only two areas in which any type of contact visit can occur - and these spaces, which are reserved for professional visitors, are in great demand.

Conclusion

Again, while the jail provides options for these services, there are not enough of these spaces for the number of inmates who are currently being held and for the current level of professional services provided by attorneys, substance abuse counselors, mental health providers, pre-trial release personnel, probation staff, and clergy who are involved in current programming levels. As a result, the need to expand these services to focus on reducing length of stay and decreasing recidivism runs headlong into the question of where these services can be provided,

because there is no more room in the jail.

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Food Service

Standards

Standards do not define how food service will be done, but they do clearly document the need for all appropriate food service handling methods - and the space and equipment required to provide a healthy, sanitary food service operation.

Issues

Food service is located in the basement of the facility. While it was probably adequately sized when the facility was initially designed, it is clearly stretched to provide the number of meals it now turns out.

Figure 11 Food Preparation Area



The food preparation area is crowded and lacks an adequate staging area for the tray system currently in use. Even more problematic is the lack of food storage, shown in Figure 11.18 and the lack of cart storage shown in Figure 11.19.

Figure 11 Food Service Storage



Deliveries are also problematic since all food services supplies are brought to this area through the secure elevator. Because only small amounts of food supplies can be stored, the County is unable to take advantage of cost savings which come with larger quantities. Additionally, daily deliveries further increase the level of movement in and through the facility.

Conclusion

Food service is among one of the most important components of an effective jail operation; lack of satisfaction with food service is a frequent cause of inmate disorder. The Department has made a strong commitment to high quality food, but must deal with the constraints of space which is not adequate in size for the population served.

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Figure 11 Cart/Tray Storage Outside Facility Support Kitchen



Facility support includes laundry, maintenance and storage. Standards simply require that space be provided for these functions.

Standards

ACA standards require that:

1. Adequate space is provided for janitorial closets.
2. Adequate space is provided for the storage and issue of clothing, bedding, cleaning supplies and other items required for daily operations.
3. Separate and adequate space is provided for mechanical and electrical equipment.

Issues

As the photos included in this section of the report illustrate, Scott County lacks adequate space for storage of many of the items routinely used in the facility. Janitorial supplies are commonly located in corridors outside housing units where they present a variety of hazards.

Figure 11 Janitorial Items



Figure 11 Laundry



The laundry area is crowded and has a number of curious mechanical arrangements which merit additional examination during the next phase of this study.

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Figure 11 Mechanical Systems in Old Jail



Like many structures which were built in the days before indoor plumbing, the old jail has not been an easy facility to modernize. All of the heating and cooling - to say nothing of electric and computer cables - have been superimposed in a stone facility. The mechanical systems will require a through examination during the next phase of the study.

Figure 11 Mechanical Equipment in Laundry



Conclusion

The state of the mechanical, electrical and ventilating systems is a subject of a later study, but it only stands to reason that a building which has been operating continuously since the day it opened is likely to have significant system problems. The areas for maintenance, laundry and storage are not adequate for today's systems and services.

Administration/Staff Services

It is clear that the facility was not designed for the number of staff which are currently required to operate it consistent with the requirements of today's standards and the court order.

Standards

ACA standards require:

1. Adequate space for administrative, security, professional and clerical staff; this space includes conference rooms, storage rooms for records, public lobby and toilet facilities.
2. Staff needs are met by providing spaces in locations which are convenient for their use. Staff are provided:
 - a. An area in which to change clothes and to shower,
 - b. An area that provides privacy from inmates and provides spaces for meals,
 - c. Access to exercise and physical training facilities,
 - d. Space for shift change briefings, and

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- e. Toilets and wash basins that are not used by inmates.
- 3. Reasonable accommodation is made to ensure that all parts of the facility that are accessible to the public are accessible and usable by staff and visitors with disabilities.

Issues

Figure 11 Support Services Office Space



The lack of space for staff is one of the more immediately noticeable features of the current facility. Staff have expanded to accommodate the increased inmate population, the requirements of contemporary standards, and the population management effort. As a result, staff work three and four to an office. Supervisors are located in the old control room in a room that is not

Figure 11 Supervisor Office



appropriately configured for its current functions.

Figure 11 Storage Outside Work Release Unit



Conclusion
The fact that staff operate this facility as effectively, safely and securely as they do is, in many ways, a measure of this organization's commitment and professionalism. As the County and the Department have worked to house the numbers of people coming through the system, they have effectively lost space in which their staff can work.

Conclusion

In spite of its efforts to keep the Main Jail clean and to operate within the requirements of both the standards and the court order, the County has an uphill battle to keep the existing jail functioning. It is also staff intensive to operate.

Ten years ago, County Maintenance was able to devote one-half of an FTE (full-time equivalent staff) to facility maintenance. Five years ago, that had increased to 1, and today it requires

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about 1.3 FTE's to keep the facility functioning. Maintenance has already had to have replacement parts specially machined because they are no longer commonly manufactured.

It should be clear that this facility will continue to absorb more of the County's maintenance resources as it ages. Unlike other public buildings which are closed after 5 PM during the week and all weekend, the jail never closes. As a result, it ages more rapidly. Functionally, this jail is at least three times its chronological age. There are significant functional problems that decrease its operating efficiency.

The second phase of this planning effort will address the specific structural and mechanical issues in the current facility as well as propose solutions. However, it should be clear from this review that the primary reason why Scott County needs to build a new jail is not county population growth - or even the fact that the current facility is crowded. It is because this facility is no longer functional and has reached a point in its life cycle when it must either be replaced or renovated to provide a more cost-effective facility which will allow the County to operate consistent with today's standards and to deliver the types of programs and services which are required by today's population.